

# Coburg Parks and Open Space Master Plan



January 4, 2005

## **Acknowledgements**

The Coburg Parks and Open Space Master Plan was developed by Lane Council of Governments (LCOG) with guidance from the City of Coburg and the Coburg Parks Advisory Committee. The Plan was adopted by the Coburg City Council on January 4, 2004 under ordinance A-194

**Project Manager:** Jeff Krueger (LCOG)

**City of Coburg Project Lead:** Craig Costello

**Coburg Parks Committee:**

Joe Morneau (Chair)  
Bill Judd (City Council Liaison)  
Margaret Norman  
Doug Cowan  
Nanci Johnson  
Tonya Hunsaker

**Coburg City Council:**

Judy Volta (Mayor)  
Don Schuessler  
Brian Pech  
Michelle Sunia  
Bill Judd  
John Thiel  
Mike Watson

# **Coburg Parks and Open Space Master Plan**

**Prepared for**

*City of Coburg*

*91069 N. Willamette Street*

*Coburg, Oregon 97408*

*(541) 682-7850*

**Prepared by**

*Lane Council of Governments*

*99 East Broadway, Suite 400*

*Eugene, Oregon 97401*

*(541) 682-4283*

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*(Adopted under ordinance A-194)*



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# Introduction and Background

The Coburg Parks and Open Space Master Plan is the policy document which will guide the development of parks and recreation facilities in Coburg over the next 20 years. The specific function of the Parks and Open Space Master Plan is to define the need for future parks and open space and describe how they will be developed to meet anticipated recreation needs.

The Coburg Parks and Open Space Master Plan was adopted by the Coburg City Council on January 4, 2005 under ordinance A-194 and is now a functional component of the City's Comprehensive Plan. Adoption of the Plan will allow the city to develop and adopt a methodology for collecting System Development Charges (SDCs) for parks and open space acquisition and development under the City's existing SDC ordinance (2003).

The Coburg Comprehensive Plan periodic review process is now underway, using the title *Coburg Crossroads*. Although not complete, the periodic review process was used to inform the development of this plan. This community based periodic review process has included an extensive visioning and public outreach component, which has produced a draft set of goals and policies and a preferred growth alternative for the years 2025 and 2050. This preferred growth scenario is now being refined based on the findings of assessments required by Oregon's Statewide Planning Goals. Assessments include an *Economic Opportunities Analysis* (Goal 9), a *Housing Needs Assessment* (Goal 10), and an *Urban Growth Boundary Review* (Goal 14).

Presently, there are a number of adopted plans, visioning documents, and ongoing planning efforts that have given specific direction for the development of the Coburg Parks and Open Space Master Plan. This includes the *Coburg Crossroads* periodic review process (draft, November 2003), the *Coburg Comprehensive Plan* (1982), the *Coburg Transportation System Plan* (1999), and the *Rivers to Ridges Regional Parks and Open Space Vision* (2003). This policy direction was considered as the Park and Open Space Master Plan was developed. All relevant goals, policies, and strategies have been recorded in Appendix-A along with a summary of overall policy direction.

The study area for this Master Plan includes the land contained within the existing urban growth boundary and areas of potential development over the next 20 years as preliminarily defined by the periodic review process. In addition, the potential 50 year development area, the farm and forest lands adjacent to Coburg, and other nearby public regional park and open space facilities were considered in this planning process. The likely 20 and 50 year growth areas will be further defined as the periodic review process continues.



As is evident on the Coburg entry sign, parks and open spaces are central to the communities sense of place.



Historic Downtown Coburg

## Coburg History

Coburg is a small Willamette Valley community of 1,050 residents, located about seven miles north of Eugene, along the west side of Interstate 5. In an idyllic setting surrounded by farmlands at the base of the Coburg Hills, the city provides residents and visitors with a unique small town experience.

The town, settled by Jacob Spores and John Diamond in 1847, was named Coburg around 1865 by blacksmith, Charles Payne, for a locally owned imported stallion from Coburg, Germany. The City of Coburg was incorporated in 1906.

In the early years, the city prospered. Coburg's *golden years* lasted from 1895 to 1915 when the Booth Kelly lumber mill and a glass factory were fully operational. In the years after river logging ended and the mill closed in 1914, employment opportunities in the city remained limited until the early 1990s, when Coburg's industrial park adjacent to Interstate 5 began developing. Today, Coburg functions as a regional employment center, importing workers mainly from Eugene and Springfield. Although the total population of Coburg has not changed significantly in recent years, high-end housing is becoming the norm for new residential construction.



Coburg viewed from the northwest (2001)

## Coburg Today

Today, Coburg remains a small town with an estimated 2003 population of 1,050 contained within an urban growth boundary (UGB) totaling 531 acres. Coburg remains, in many respects, a typical small town from a bygone era. The city's historic rural character is very much a part of its landscape in the year 2003, despite radical economic changes occurring over the last ten years. The city's history is preserved in many old homes and structures that

form a National Historic District. This historical focus is also reflected in the theme of the city's annual celebration, *Coburg Golden Years*, which features old time fiddlers and other groups and events to celebrate the town's history. In keeping with this theme, many antique shops operate along Willamette and Pearl Streets, the two main streets that intersect in the downtown area. In recent years, these business owners and the City initiated an annual Coburg Antique Fair that brings thousands of antique buyers and sellers to town each September.



Coburg's housing stock today consists primarily of single family homes on relatively large lots, with only a small percentage of Coburg's housing provided by multi-family units and manufactured homes in parks (approximately 17 percent). New housing built in Coburg in recent years has consisted almost exclusively of single-family homes on 10,000-square-foot lots, the minimum size required for septic systems and replacement drain fields. The 1996 average assessed value of all single-family homes in Coburg was \$113,600. New houses in Coburg are being sold in the \$150,000 to \$350,000 price range.



*Willamette Street in downtown Coburg (looking north)*

Currently, Coburg is in the unique position of having nearly three times as many jobs as residents. Manufacturing is the biggest employment sector in Coburg and includes two of the nations leading RV manufacturers. The vast majority of the city's estimated 3,000 workers commute from the Eugene-Springfield area, while most residents of Coburg commute to jobs in Eugene or Springfield.

### **Population and Employment Projections**

The city's lack of a public wastewater system has been the primary force behind Coburg's relatively slow residential growth rate. However, with a new wastewater treatment system likely to be constructed within the next several years, this obstacle to growth will be eliminated and the city's population is expected to increase dramatically. Because the wastewater issue has artificially limited growth in Coburg over the past several decades, it is not possible to simply project future growth based on past trends as is often done by other communities. Instead, the City has based its employment and population projections or forecasts on a number of factors including Coburg's close proximity to the Eugene-Springfield metropolitan area, historic growth rates of other small cities on the I-5 corridor, anticipated population needed to support a public school system, and public input on desired growth that has been received during the periodic review process.

Based on these factors, Coburg's population is forecast to increase from its current level of 1,050 to 3,322 by the year 2025 (an increase of 316 percent), requiring somewhere in the range of an additional 900 dwelling units to be constructed. To accommodate this residential growth, the city will be required to add an additional 150 to 260 acres to its UGB. The exact size of this land area needed ultimately depends on the residential density that can be achieved by the new development (anticipated to be anywhere from 4.5 to 7.5 dwelling units per acre). During this same period, total employment is anticipated to climb to 4,908 (an increase of 164 percent). This would require approximately 25 to 40 acres of additional land.

To accommodate this projected residential and employment growth, the City's UGB will need to increase by between 175 and 300 acres by the year 2025.

**Population and Employment Projections**

	2003	2025	2050
Population	1,050	3,322	6,701
Employment (jobs)	2,988	4,908	5,253

Source: ECONorthwest, December 2003

**Anticipated Growth Patterns**

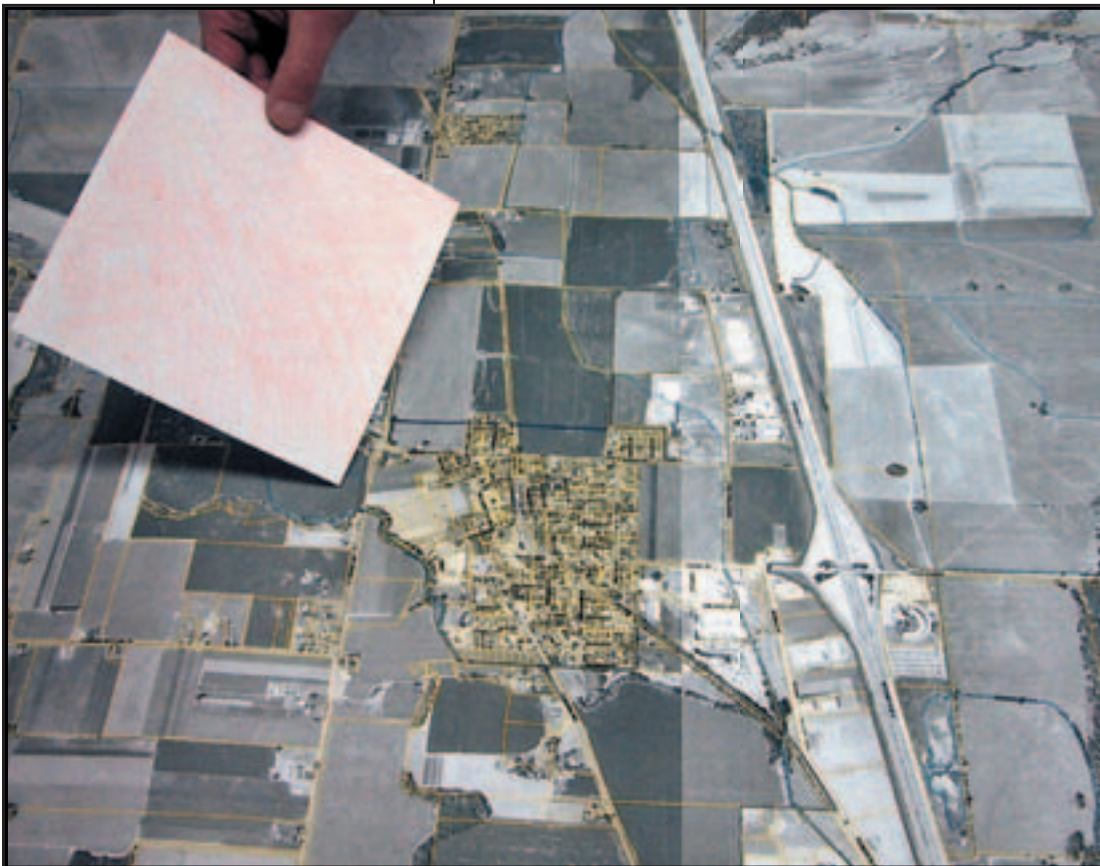
In March 2003, the city of Coburg hosted a four-day design charrette to develop a *Town Plan Alternative* that would accommodate the projected growth in an orderly and desirable fashion. The outcome of this community-based process included two possible growth scenarios, which have now been combined into a single *Preferred Scenario* based on an assessment of transportation impacts, housing and land needs, natural and cultural features, and additional public input. This scenario shows residential growth occurring both to the north of the city's current UGB (north of Van Duyn Street and North Coburg Road) and to the

south along both sides of Coburg Road. Central themes of this growth scenario include connecting neighborhoods, the school, and parks with a series of greenways as well as providing vistas to the adjacent agricultural land north, south, and west of the city. Employment lands were not identified in this process.

The *Preferred Scenario* will be further refined as part of the ongoing periodic review process. Currently, the draft scenario

can be used to provide general direction on where and how the City is likely to grow and to project what the park and open space needs will be for these growth areas.

The piece of paper held over an aerial photo of Coburg (center) depicts the approximate land area that would be needed to accommodate the City's projected growth for the year 2050.



## Existing Parks and Open Space

Coburg today has a total of five city-owned parks or designated open space areas totaling 25.83 acres. These include two developed parks (Norma Pfeiffer Park and Pavilion Park) located side by side in the downtown area. These parks contain lighting, benches, play equipment, a rest room, basketball courts, a pavilion, and other park amenities and serve as a key cultural feature for the City's downtown. A small linear park is located adjacent to the Coburg Estates Subdivision on the west end of town and contains a walking trail and benches. An undeveloped mini-park is located in the Moody Subdivision on the northeast end of town. In addition to these four parks, the City owns 21 acres of wetland on the north end of Industrial Way which provides wildlife habitat and water quality benefits, but is currently not accessible to the public for recreational purposes and contains no facilities.

Pfeiffer Park



The Coburg Elementary School, which is a School District 4J facility, functions as a neighborhood park in many ways for city residents. The school grounds contain a number of ball fields, playground equipment, and basketball courts, and are open to public use during non-school hours with some restrictions.

*The surrounding agricultural lands and views to the Coburg Hills provide the city with a setting as beautiful as any in the nation.*

City residents also enjoy convenient access by car to Armitage County Park about one and a half miles to the south on the McKenzie River, and to numerous parks, ball fields, playgrounds, swimming pools, and multi-use paths in the Eugene-Springfield area.

Although largely in private ownership, the agricultural lands that surround much of the city, the McKenzie River corridor to the south, and the Coburg Hills to the east are all important open space features.



# Inventory of Existing City Parks and Facilities

## Norma Pfeiffer Park

**Size:** 1.73 acres

**Classification:** Neighborhood Park

**Ownership:** City of Coburg

**Context:** Pfeiffer Park sits within the Coburg downtown, one block east of Willamette Street, on a portion of abandoned rail line.

**Level of Usage:** High (based on questionnaire results)

### Facilities:

- Rest rooms
- Basketball court (two hoops)
- Park signage
- Veteran's memorial and flag pole
- Picnic tables (4)
- Benches (2)
- Drinking fountain
- Equipped play area (climbing structure, slide, climbing bars, swings)
- Lighting (street lights)
- Open field
- Trash receptacles (3)
- Significant shade trees
- Parking



## Pavilion Park

**Size:** 0.48 acres

**Classification:** Mini Park

**Ownership:** City of Coburg

**Context:** Pavilion Park is located in Downtown Coburg on Willamette Street, immediately adjacent to Pfeiffer Park.

**Level of Usage:** High (based on questionnaire results)

### Facilities:

- Pavilion
- Ornamental Lighting (5 lights)
- Concrete walkways
- Benches (2)
- Trash receptacle (1)



## Wetland Park

**Size:** 21.01 acres

**Classification:** Natural Area Park

**Ownership:** City of Coburg

**Context:** This wetland area lies adjacent to Interstate 5 on the north end of Industrial Way and is contained within the City's urban growth boundary.

**Level of Usage:** Minimal (no public access is currently available)

**Facilities:** None



## Coburg Estates Subdivision

**Size:** 2.31 acres

**Classification:** Linear Park

**Ownership:** City of Coburg

**Context:** This linear park is located along the western edge of the Coburg Estates Subdivision.

**Level of Usage:** Moderate - many repeat users (based on questionnaire results)

**Facilities:**

- Soft surface trail
- Benches (4)
- Trash receptacles (2)



## Moody Subdivision Park

**Size:** 0.30 acres

**Classification:** Mini Park

**Ownership:** City of Coburg

**Context:** Integrated within the Moody Subdivision

**Level of Usage:** Low (based on questionnaire results)

**Facilities:**

- Shelter
- Table



## Other Parks and Open Spaces



### Coburg School

**Size:** 5.90 acres (school tax lot: 9.25 acres)

**Classification:** School grounds

**Ownership:** School District 4J

**Context:** Coburg School is located at the corner of Coburg Road/Van Duyn Street and North Coburg Road on the northeast corner of the city.

**Level of Usage:** Moderate (access is limited by school usage)

**Facilities:**

- Basketball court
- Ball fields
- Playground equipment

### Armitage County Park

**Size:** 56.5 acres

**Classification:** Regional Park

**Ownership:** Lane County

**Context:** Armitage County Park is approximately one and a half miles south of the Coburg city limits, located on the McKenzie River.

**Facilities:**

- Large picnic area
- Trails
- Boat ramp

*The historic (pre-1964 flood) McKenzie River channel pictured below is located on the Green Island property.*



### Green Island

**Size:** Approximately 1,200 acres

**Classification:** Natural Area/Regional Open Space

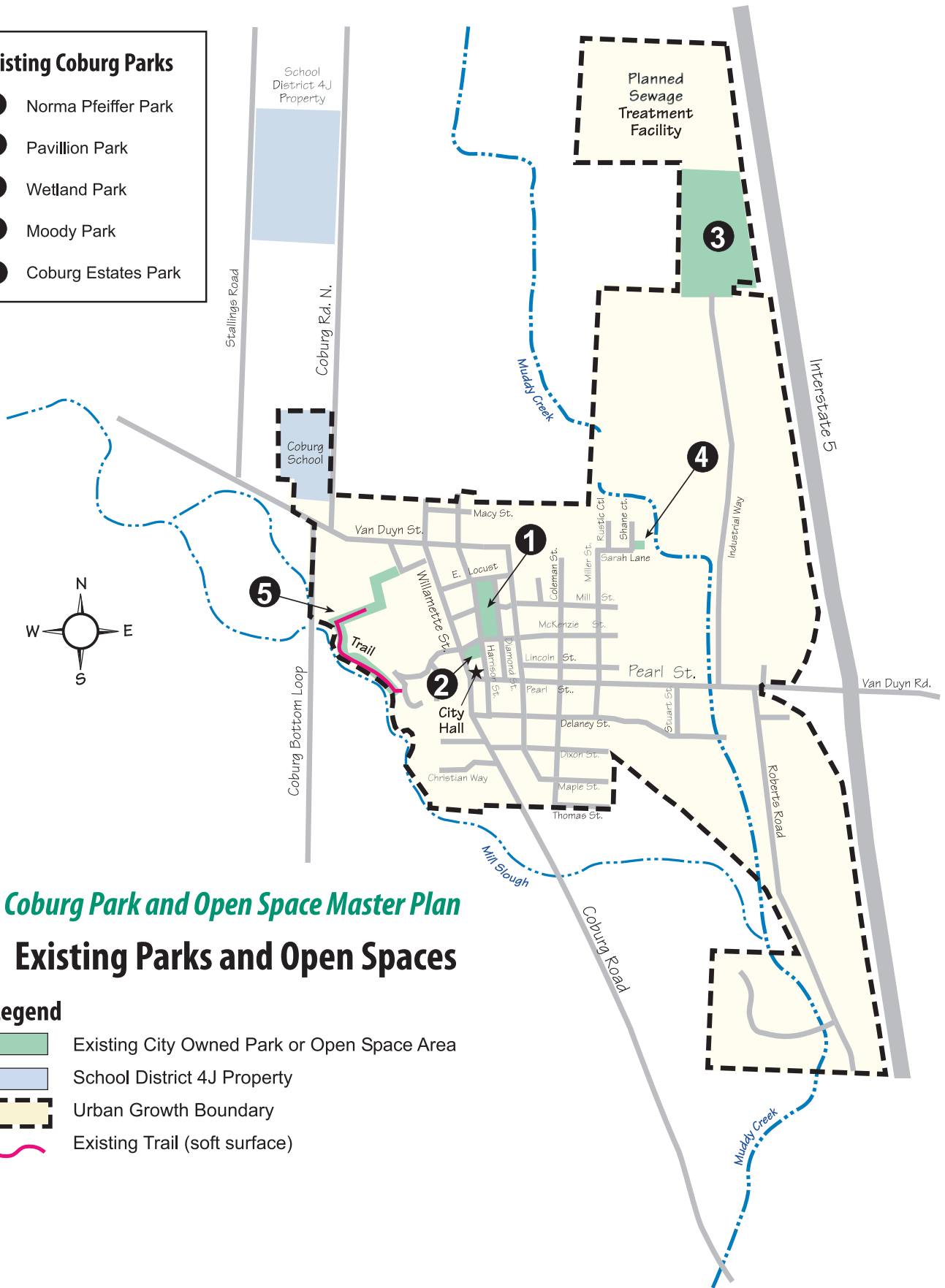
**Ownership:** McKenzie River Trust

**Location:** Green Island is located along the east side of the Willamette River approximately two miles west of Coburg.

**Context:** Green Island was recently purchased by the McKenzie River Trust for habitat enhancement and eventual floodplain restoration. Ultimately, this property may be transferred to the U.S. National Fish and Wildlife Service who would manage it for habitat values and would likely provide public access.

### Existing Coburg Parks

- ❶ Norma Pfeiffer Park
- ❷ Pavillion Park
- ❸ Wetland Park
- ❹ Moody Park
- ❺ Coburg Estates Park



## Coburg Park and Open Space Master Plan

### Existing Parks and Open Spaces

#### Legend

- Existing City Owned Park or Open Space Area
- School District 4J Property
- Urban Growth Boundary
- Existing Trail (soft surface)

# Coburg Park and Open Space Classifications

Classification	Desirable Size	Service Area	Acres/1000 Population	Desirable Site Characteristics	Use/Purpose
<b>Mini Park</b>	0.25 – 0.5 acres	1/8 mile radius	0.5/1000	Integrated within neighborhoods or adjacent to employment areas. Can contribute to a neighborhood's identity.	Specialized facilities which serve a limited population. Can include small scale playground apparatus, picnic area, and seating. May be a central feature of a neighborhood.
<b>Neighborhood Park</b>	1.0 – 4.0 acres	1/4 mile radius	2.0/1000	Easily accessible from neighborhood and employment areas.	Intense active recreation such as field games, playground apparatus area, picnicking, wading pool, court sports.
<b>Community Park</b>	15 acres +	Entire Community	8.0/1000	Easily accessible to the city's population by multiple modes (pedestrians, bicycles, automobiles). May include natural or scenic features.	Areas for intensive recreational activities such as athletic complexes and playground apparatus. May also include natural areas, walking or running trails, dog run area, picnic facilities for large groups, skate park, and space for holding large community or regional events such as <i>Golden Years</i> .
<b>Natural Area Park</b>	Sufficient size to adequately protect the resource.	-	No standard	Significant natural areas or unique natural features such as creeks, wetlands, and forest.	Wildlife habitat, visual quality, walking and passive recreation such as bird watching and nature photography.
<b>Linear Park</b>	Sufficient width to accommodate trails and to buffer adjacent uses.	-	No standard	Waterways, abandoned rail corridors, power corridors, or other linear features. Minimum corridor width of 15 feet.	Creates pedestrian and bike links between parks, neighborhoods, natural areas, and school. May also serve as a wildlife corridor between natural areas or as a buffer between conflicting uses.
<b>Pocket Park (urban plaza)</b>	<0.2 acres	-	As needed to balance urban density	Integrated within commercial areas, downtown, along major streets, and within neighborhoods.	May accommodate seating, monuments, historical markers, ornamental fountains, drinking fountains, and other small scale public amenities. Often part of a street right-of-way.



# Needs Analysis and Public Involvement

## Public Involvement

The citizens of Coburg were involved in this planning effort in a number of ways. The Coburg Parks Committee provided input during the planning process on a regular basis, holding monthly meetings to help guide the development of the plan. The Parks Committee consists of members of the general public appointed by the Public Works Director and all Parks Committee meetings are open to the general public and announced on the City reader board.

At the start of the planning process (December 2003), a parks and open space questionnaire was mailed out to all city residents and businesses along with the *Coburg Crossroads* periodic review stakeholders list. A total of 58 questionnaires were returned. The information gathered from the questionnaire was reviewed by the Parks Committee and staff and used to help determine current park usage and facility needs. The full questionnaire and results are included as Appendix B of this report.

On April 22, 2004 (Earth Day), a two hour public workshop was held at the municipal court to get feedback on the draft master plan objectives and implementation strategies, vision map, and potential park locations. Approximately 30 people attended this workshop and the feedback and comments from this workshop were recorded and used by the Parks Committee and staff to refine the master plan.

## Needs Analysis

As part of the planning process, a needs analysis was conducted to determine the City's current park and open space deficiencies as well as the projected needs for the next twenty years based on population projections. Using state and national park and recreation guidelines, the Parks Committee set target acreages for mini, neighborhood, and community parks on a per 1,000 resident basis. This number was set at 10.5 acres per 1,000 population, with the breakdown by park type shown in table on the facing page. Linear parks, natural area parks, and pocket parks acreage are not included in this total.

With this 10.5 acres/1000 target, it was determined that the city currently has close to an adequate supply of mini and neighborhood park acreage with 1.7 acres of neighborhood park (target is 2.0) and 0.8 acres of mini parks (target is 0.7 acres). With no community park, the city is currently deficient in that area with the need for 8.4 acres identified.

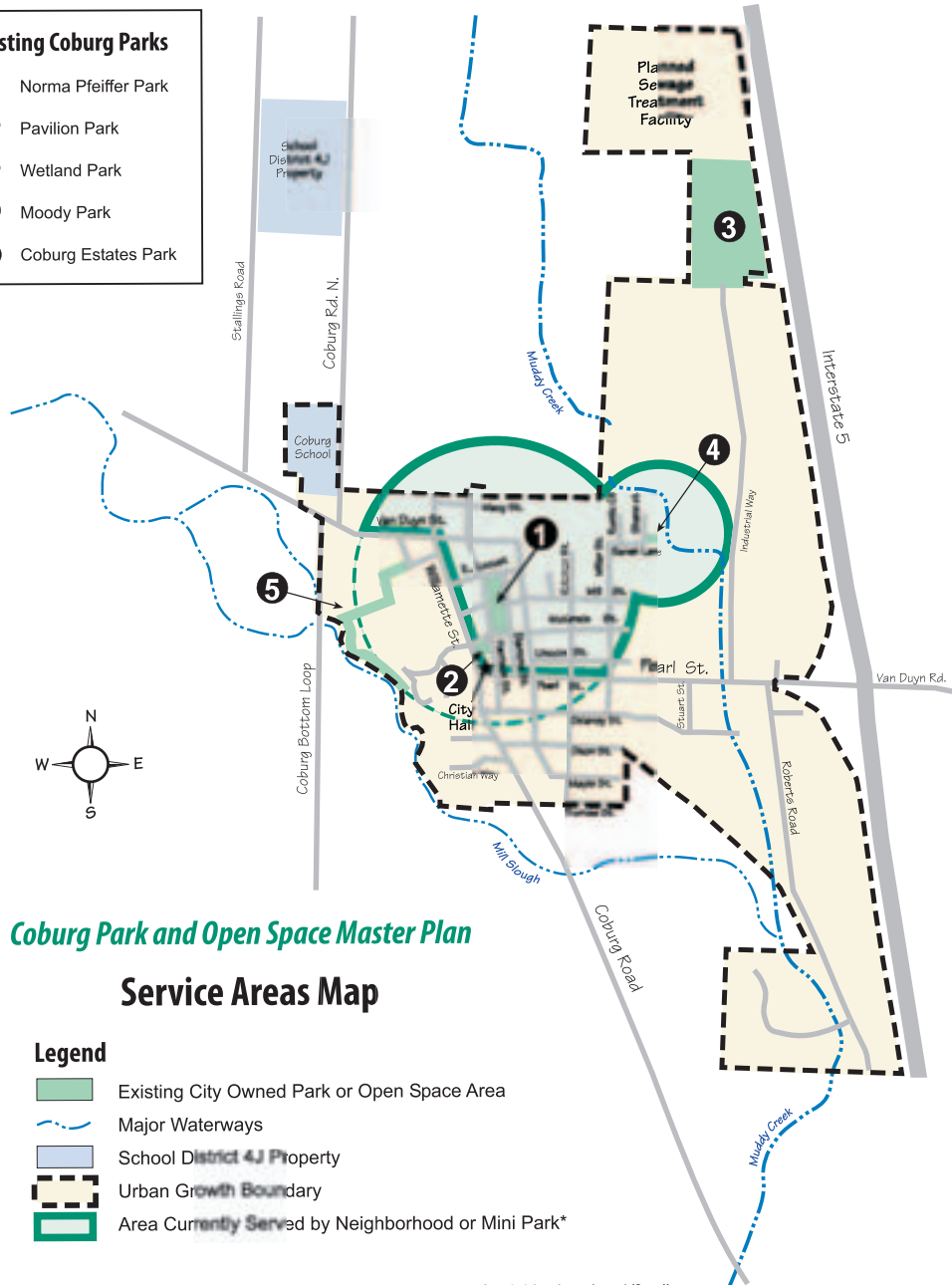
With a projected population of 3,327 by the year 2025, the analysis determined that the City would need an additional six acres of neighborhood park land, one acre of mini park land, and 26.6 acres of community park land. That translates into approximately two additional neighborhood parks, two to three additional mini parks, and a single community park.



Coburg Parks  
Committee meeting

**Existing Coburg Parks**

- ① Norma Pfeiffer Park
- ② Pavilion Park
- ③ Wetland Park
- ④ Moody Park
- ⑤ Coburg Estates Park



**Coburg Park and Open Space Master Plan**

**Service Areas Map**

- Legend**
- Existing City Owned Park or Open Space Area
  - Major Waterways
  - School District 4J Property
  - Urban Growth Boundary
  - Area Currently Served by Neighborhood or Mini Park\*

\*Service area is based on walkability criteria (within 1/4 mile of neighborhood or 1/8 mile of mini park with major roadways considered a barrier)

In addition to the needs analysis, a service area assessment was conducted as well. This was done by using a service area guideline of 1/4 mile radius for neighborhood parks and 1/8 mile radius for mini parks. In addition, major streets such as Pearl and Willamette were considered barriers to walking, so an assumption was made that resident who had to cross these streets to gain access to a park were not fully served (see Service Areas Map). The service areas are simply guidelines to help site future parks and not intended in any way to restrict use. With this service area criteria, it was determined that the existing neighborhoods to the south of Pearl Street and west of Willamette Street, along with most of the city's employment areas (Roberts Road and Industrial Way) are currently underserved by park facilities. Assuming that future growth will occur to the north and south of the

current UGB, those areas will eventually need to be served by parks as well.

Future neighborhood and mini parks have been sited on the vision map based on the *needs analysis*, *service area assessment*, and direct input from the Parks Committee and staff. A number of potential sites have been identified for a future community park, but actual siting will be based on the results of periodic review and land availability. If a community park location can be identified within close proximity of the current UGB, it could potentially eliminate the need for one or more of the proposed neighborhood or mini parks currently proposed for that area.

# Coburg Parks and Open Space Master Plan

Existing Conditions and Anticipated Needs Based on Acres/1000 Population

	Oregon Average Standards <sup>1</sup>	Historic NRPA Standards <sup>2</sup>	Exiting Coburg Facilities	Total Acres	Existing Level of Service <sup>3</sup>	Proposed Standards	Need		
							Current (2003) Population (in acres)	Projected 2025 Population (in acres)	Projected 2050 Population (in acres)
<b>Park Classification</b>	<b>Acres/1000</b>	<b>Acres/1000</b>			<b>Acres/1000</b>	<b>Acres/1000</b>	<b>1,050</b>	<b>3,327</b>	<b>6,701</b>
Neighborhood Parks	1.13	2	1 (Pfeiffer Park)	1.73	1.70	2.0	2.1	6.7	13.4
Community Parks	1.83	8	0	0	0.00	8.0	8.4	26.6	53.6
Mini Parks	N/A	0.5	2 (Pavilion and Moody)	0.78	0.74	0.5	0.5	1.7	3.4
Linear Parks	0.14	N/A	1 (Coburg Estates)	2.31	2.20	No standard	-	-	-
Natural Areas	14.89	N/A	1	21.01	20.01	No standard	-	-	-
Special Use Facilities*	3.63	N/A	1 (Coburg School)*	5.90	5.62	No standard	-	-	-
<b>Total</b>	<b>21.62</b>	<b>10.5</b>	<b>6</b>	<b>31.73</b>	<b>30.27</b>	<b>10.5</b>	<b>11.0**</b>	<b>35.0**</b>	<b>70.4**</b>

1. Oregon average includes 45 cities surveyed between 1992 and present (MIG)

2. National Park and Recreation Standards and Guidelines (1992)

3. Level of service is based on the total acres in each category expressed in acres/1000 population

\* Coburg School is a School District 4J facility, but is utilized as a public park during off-school hours.

\*\* Needs assessment includes only neighborhood, community, and mini parks acres (does not include natural area, linear, or pocket parks).



# Plan Objectives, Strategies, and Actions

## Vision for the Future

Parks and open spaces are critically important to the quality of life of Coburg's residents. They make our city a place where people want to live, work, visit, and play. As our city grows and prospers, parks and open spaces will continue to be a central feature, providing recreational opportunities and scenic beauty. To match the pace of growth and preserve the quality of life we've grown to expect, Coburg will add future parks and open spaces and maintain and improve existing ones. All residents and employees working in Coburg will have safe and convenient access to a park within walking distance of their home or workplace. As we grow and flourish, we will also strive to preserve the beautiful rural landscape that surrounds our community.

## Proposed Plan Objectives

### Connectivity

Objective: Provide a series of uninterrupted recreational and transportation corridors, or linear parks, that link park and open space areas with neighborhoods, places of employment, the Coburg School, and to other nearby natural areas, regional parks, and trails.

### Recommended Strategies and Actions

1. Create a series of linear parks that connect new growth areas in the north and south with the downtown and existing neighborhoods, the school, and employment areas along Roberts Road and Industrial Way. Consider following Muddy Creek, Mill Slough, and the former rail corridor where possible.
2. Use linear parks to connect existing and planned park and open space facilities to create a park and open space system as opposed to a series of isolated facilities.
3. Provide safe and convenient pedestrian and bicycle access to all new and existing park and open space areas.
4. Create a linear park corridor that provides a link to Armitage Park and to the existing and proposed trail network in the Eugene-Springfield area. Consider using portions of the abandoned rail corridor, Muddy Creek, or the planned sewer line easement that will run between Coburg and the McKenzie River to make this connection.



Muddy Creek Irrigation Channel



The Muddy Creek linear park could look similar to this portion of Row River trail near Cottage Grove.

## ***Park and Open Space Accessibility***

Objective: Provide safe and convenient pedestrian and bicycle access to all existing and future park and open space areas and ensure equitable distribution of neighborhood and/or mini parks throughout the city.

### **Recommended Strategies and Actions**

1. Provide at least one neighborhood or mini park within a safe walking distance of every resident of Coburg. Every resident, at a minimum, should have a neighborhood park within 1/4 mile or a mini-park within 1/8 mile of their home. Pearl Street, Willamette Street, Van Duyn Street (west of Willamette Street), and North Coburg Road are all considered barriers to walking.
2. Strive to have at least one neighborhood or mini park within a safe walking distance of every employee working in Coburg, using the same walkability criteria proposed for residents. Area businesses should be encouraged to provide such facilities for their employees' use or to provide contributions to the City to help develop facilities in proximity to their business.
3. Provide safe and convenient bicycle and pedestrian access to the future Coburg Community Park.
4. Develop a use agreement between School District 4J and the City that allows for better utilization of these facilities by City residents on a daily basis and for City sponsored events. An arrangement should be discussed with the School District, whereby the City helps maintain the Coburg School property in exchange for better access to the facility and elimination of use fees for city events held on school grounds.

## ***Existing Park and Open Space Facilities***

Objective: Maintain and improve Coburg's existing parks, open space areas, and facilities.

### **Recommended Strategies and Actions**

1. The Coburg Parks Committee should review park and open space names currently in use and make recommendations on alternative naming if appropriate. Several existing park and open space areas such as the Wetland Park, Coburg Estates Subdivision Park, and Moody Park currently do not have official names. In addition, proposed parks should be given interim names in advance of fund raising.
2. Encourage the planting of large shade trees in Coburg's parks wherever feasible, with the Coburg Park Committee providing recommendations on locations and species.
3. Pfeiffer Park
  - a. Allocate funds to provide additional amenities in the park such as benches, landscaping enhancements, a drinking fountain, additional parking, and walkways within the park.
  - b. Edge the existing playground area to contain the wood chip fall zone and consider the fencing the edges adjacent to the road and parking to improve safety.

- c. Create a seating area for parents adjacent to the playground.
- d. Replace the degraded telephone poles used to edge the parking area along the west side of the park with an earthen berm, decorative keystone blocks, or similar material. This wall could also function as a planter or seating wall.
- e. Re-mulch all existing planting beds within the park and add additional ornamental plantings to these areas.
- f. Re-model and upgrade the existing rest room.

4. Wetland Park:

- a. Provide formalized public access to the wetland area north of Industrial Way in the form of a soft surface trail or boardwalk and consider the addition of interpretive signage and a wildlife viewing area. Trails should be sited to minimize impact to wildlife habitat.
- b. Enhance the wetland's habitat by controlling non-native invasive plant species, planting native wetland trees, shrubs, forbs, and grasses, and incorporating wildlife habitat features such as bird boxes, habitat snags, and basking logs.
- c. Seek donations to provide seating, tables, and signage.



*A trail and interpretive signage would be incorporated into the existing Wetland Park similar to this example in west Eugene.*

5. Coburg Estates Linear Park

- a. Allocate funds to provide minor trail improvements and park signage (once a permanent name has been determined).

6. Moody Park

- a. Allocate funds to provide a small scale play structure or other similar amenity, a drinking fountain, and signage (once a permanent name has been determined)
- b. Plant several large deciduous trees along the southern edge of the park to provide shade.

7. Pavilion Park

- a. Allocate funds to provide additional amenities such as benches, tables, landscaping enhancements, and a drinking fountain.
- b. Consider removing the lawn area near the large maple on Willamette Street and landscape with shrubs and perennials (possibly natives) that will require low maintenance.

## ***Future Park and Open Space Facilities***

Objective: Provide a variety of park and open space types and facilities to serve the diverse needs of the community.

### **Recommended Strategies and Actions**

1. For each 1,000 residents, the City should provide a combined total of 10.5 acres of community, neighborhood, and mini park land. This will include approximately 2.0 acres/1000 residents of neighborhood park land, 0.5 acres/1000 residents of mini park land, and 8 acres/1000 residents of community park land. Additional pocket park land, linear parks, or natural areas will not be counted toward this target.
2. Acquire land for a community park approximately 15-25 acres in size that will serve current and projected recreational needs and provide space for large community events and gatherings such as *Coburg Golden Years* or the Coburg Antique Fair.
3. Look for opportunities to integrate pocket parks within commercial areas, the downtown, along major streets, and neighborhoods as needed to balance urban density and create visually pleasing public spaces.
4. Provide the following basic facilities in all existing and future community, neighborhood, and mini parks: signage, park benches, picnic tables, play equipment, irrigation, drinking fountains (may not be included in all mini parks), and lighting (may not be included in all mini parks).
5. Consider incorporating the following facilities into future community or neighborhood parks:
  - Rest rooms (neighborhood and community parks)
  - Tennis courts (one facility in a neighborhood or community park)
  - Amphitheater for outdoor events (community park)
  - Wading pool (one facility in a neighborhood or community park)
  - Lighted ball fields (community park)
  - Community Center (with facilities for classes, senior activities, aerobics, and meetings). Note: Funding for this facility has not been allocated for under this Capital Improvement Plan. Further study is necessary.
  - Dog run area (one facility)
  - Recreational facility oriented toward teens (Community Park)

## ***Land Use***

Objective: Integrate future park and open space facilities directly into Coburg's new growth areas wherever possible and work toward maintaining a well defined transition between Coburg and the adjacent rural lands.

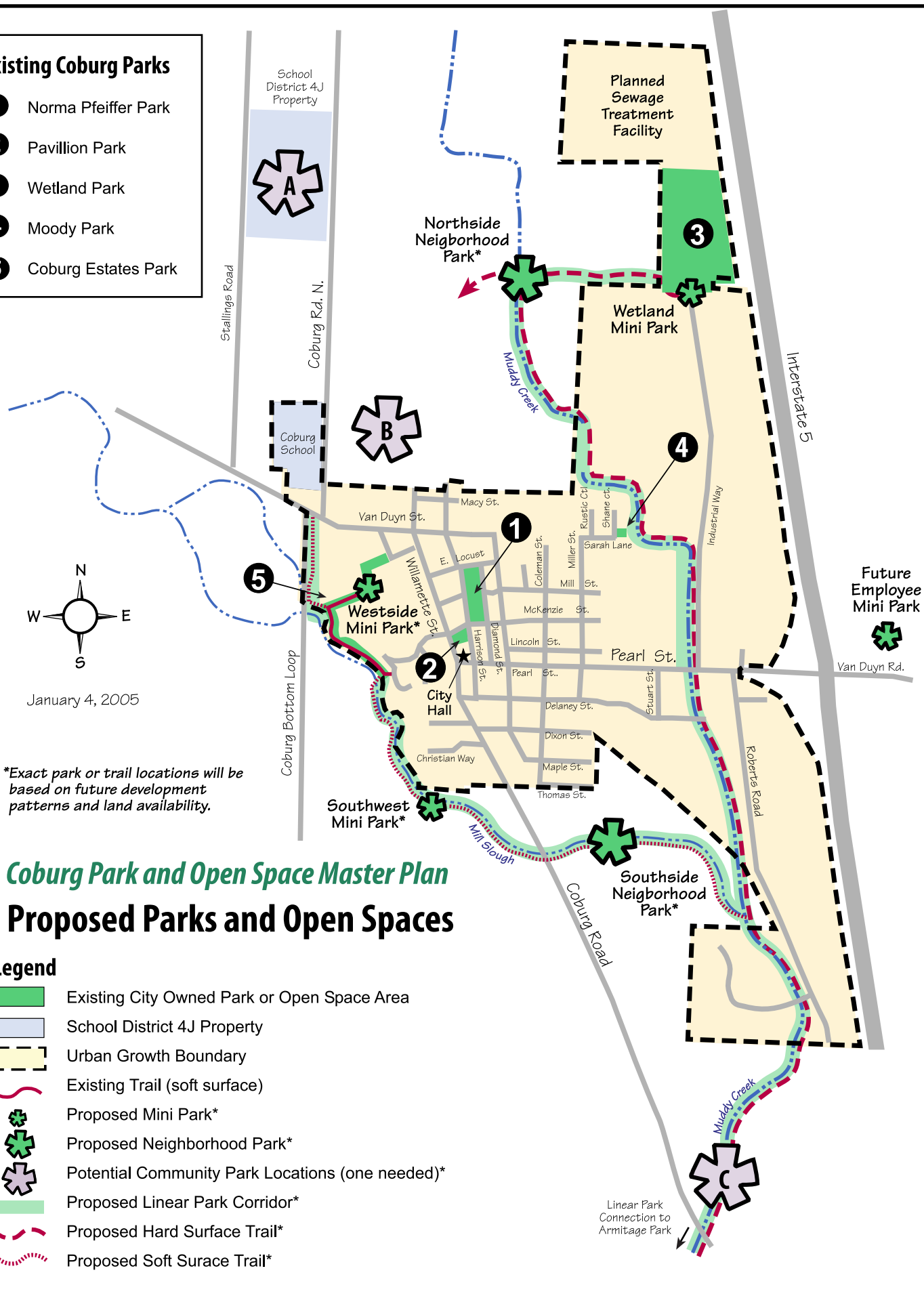
### **Recommended Strategies and Actions**

1. Work with Lane County, the City of Eugene, the McKenzie River Trust, the American Farmland Trust, private land holders, and other potential partners to preserve key agricultural lands and natural areas that surround Coburg and give the city uniqueness



## Existing Coburg Parks

- 1 Norma Pfeiffer Park
- 2 Pavillion Park
- 3 Wetland Park
- 4 Moody Park
- 5 Coburg Estates Park



\*Exact park or trail locations will be based on future development patterns and land availability.

## Coburg Park and Open Space Master Plan Proposed Parks and Open Spaces

### Legend

- Existing City Owned Park or Open Space Area
- School District 4J Property
- Urban Growth Boundary
- Existing Trail (soft surface)
- Proposed Mini Park\*
- Proposed Neighborhood Park\*
- Potential Community Park Locations (one needed)\*
- Proposed Linear Park Corridor\*
- Proposed Hard Surface Trail\*
- Proposed Soft Surface Trail\*



and a sense of place. Special attention should be paid to preserving an open space buffer to the south of Coburg.

2. Maintain an open space buffer between residential and industrial/commercial uses. This buffer should be heavily planted to provide visual and air quality benefits and may function as a recreational corridor if the land is in public ownership or if an access easement is included.
3. Encourage the preservation and incorporation of parks, natural features, and open space directly into new residential developments.

### ***Funding and Plan Implementation***

Objective: Consider a variety of funding sources and public and private partnerships to implement the Master Plan.

#### **Recommended Strategies and Actions**

1. Rely on voluntary participation of property owners whenever possible when acquiring or otherwise protecting land for park or open space use.
2. Consider a variety of funding sources for acquisition, development, and enhancement of Coburg's park and open space system including System Development Charges (SDCs); community bonds; the creation of a park district (or joining an existing district); donations of money or land; and state, federal, and foundation grants.
3. Develop a parks SDC methodology to be adopted under the City's existing SDC ordinance immediately following the adoption of the Parks and Open Space Master Plan.
4. Use limited local funding sources to help leverage additional state, federal, and foundation funds wherever possible.
5. Partner with state, federal, and county agencies, land trusts, and property owners to work toward protecting key open space areas adjacent to Coburg and in the Coburg Hills.
6. The appointed Coburg Parks Committee should continue to serve an advisory role to city staff and elected officials as the Master Plan is implemented. The Parks Committee will review the Recommended Strategies and Actions annually and make recommendations on how best to implement the plan based on current opportunities and funding opportunities.
7. Consider as an option, the purchase of conservation or access easements as an alternative to outright acquisition of property.
8. Encourage and advocate for private donations of land, money, or easements to help with the acquisition, enhancement, and development of park and open space areas.
9. Set priorities for phased implementation of the Master Plan and be prepared to take advantage of opportunities as they arise.
10. Encourage volunteerism in park and open space operations as a way of reducing costs to the City and encouraging stewardship.
11. Consider developing a formal use agreement between the City and School District 4J that would allow for better access to the school's recreational facilities in exchange for the City providing maintenance services.
12. Ensure that sufficient operations and maintenance funds are identified for both existing and planned facilities.

# Capital Improvement Plan

This section provides an overview of the financing strategy for implementation of the Coburg Parks and Open Space Master Plan. A Capital Improvement Plan (CIP) has been developed under three phases and provides cost estimates for the priority capital improvement projects identified in the Plan. Phase I (2005-2010) and Phase II (2011-2016) provide specific cost estimates for the priority capital improvement projects identified in the Plan. The third phase (2017-2025) includes the remainder of the projects and concepts identified in the Plan, but specific sources have not been identified at this point assuming the Master Plan will be updated prior to 2017. All costs represent 2004 dollars and do not reflect inflation or increases in land value.

Potential funding opportunities have also been listed and specific elements can be pursued in the coming years. In all likelihood, over time, new funding sources will become available as some that are listed are phased out. It is important to monitor these sources and be prepared to take advantage of opportunities as they arise. An extensive list of possible funding sources for park and open space acquisition and development is included in Appendix - C.

## **Financing Strategy**

Under the first two phases (12 years) of the proposed CIP, the projected capital cost is estimated to total \$3,704,500, excluding operations and maintenance costs. Funding levels are based on a reasonable estimation of existing park reserve funds, projected system development charge revenues, projected donations, and projected grants. A system development methodology for parks and open space has not yet been adopted by the city, but it is anticipated following the adoption of this Master Plan. The projected SDC revenue for parks and open space are estimated to be \$90,000 per year based on current population projections, which translates to \$2,000 per new residential dwelling. A lesser amount could be assessed per new residential dwelling if park and open space SDCs are assessed for new commercial and industrial development. Total projected SDC revenues over twenty years under this scenario total \$1,800,000.

## **Phase I Strategy**

The expenditures proposed under Phase I will generally focus on capital improvements for the five existing City parks; acquisition of land for the two proposed neighborhood parks, a community park, and the Mill Slough linear park; and planning and design for the wetland park, the two new neighborhood parks, the Westside Mini Park, and feasibility study of both the Mill Slough and Muddy Creek Linear Parks. The only new park development proposed under this phase is for the Westside Mini Park. Existing park reserve funds (approximately \$72,000) could be used immediately and would mainly be focused toward the proposed improvements to existing parks and some planning and design work. Donations from area businesses will be sought for the proposed wetland park enhancements. The land acquisition for the two new neighborhood parks would be financed largely through SDC revenues with the possibility of some land donation, while it is hoped that land will be donated for the Coburg Community Park. If a community park land donation does not come to fruition, the land acquisition would likely be bumped into Phase II or beyond.

## **Phase II Strategy**

The expenditures proposed under Phase II will be targeted toward continued land acquisition for future parks not achieved under Phase I; planning and design for the Coburg Community Park, the Southwest Mini Park, and the Future Employee Mini Park; and development of the Northside and Southside Neighborhood Parks, the Westside and Southwest Mini Parks, and the Coburg Community Park (partial development). Donations, SDC, and grant revenues will be utilized to fund Phase II projects, but to fully fund the proposed park development, a General Obligation Bond or other supplemental funding source will need to be considered.

### **Phase III Strategy**

Under Phase III, all proposed projects not funded under Phases I and II will be completed. It is anticipated the Parks and Open Space Master Plan will be updated prior to the beginning of the Phase III time frame, so additional capital improvements and revenue sources will be integrated at that point. Phase III is likely to include upgrades to existing and proposed parks and further development of the Coburg Community Park beyond what can be achieved under Phase II.

#### Proposed Capital Improvements and Projected Revenues

Projects listed in the CIP are organized into the following categories:

- Acquisition;
- Planning and Design;
- Park Development (development of new parks);
- Park Improvements (renovations and improvements to existing parks); and
- Linear Park Development and Trails

All projects listed in the CIP are also identified in the Objections, Strategies, and Actions section of this plan and on the vision map.

### **Phase I Capital Improvements**

Phase I includes estimated revenues and expenditures for the years 2005-2010. This phase is a pay-as-you-go approach relying on funds already in existence, SDCs, grants, and a significant amount of donations for park acquisition and development. The table below itemizes the estimated revenues:

#### ***Projected Funding Sources, Phase I (2005-2010)***

<b>Funding Source</b>	<b>Estimated Amount</b>
Existing Park Reserve	\$72,000
System Development Charges	\$540,000
Donations*	\$932,500
Grants	\$25,000
<b>Total</b>	<b>\$1,569,500</b>

*\*includes \$900,000 estimated land donation for a community park*

The following table itemizes the capital improvements targeted for completion under Phase I. The majority of the projects listed under this phase are either improvements to existing parks and facilities or the acquisition of land for future park development (to be developed under Phase II). It is possible that with successful grant writing and additional donations that these projects could be completed prior to 2010. In this case, the additional revenue would be put toward the Phase II Capital Improvements list.

## Projected Capital Improvements, Phase I (2005-2010)

Project	Target Funding	Estimated Cost
<b>Acquisition</b>		
Southside Neighborhood Park (2-4 acres)	SDCs	\$150,000
Northside Neighborhood Park (2-4 acres)	SDCs	\$150,000
Community Park (15-25 acres)*	Donation	\$900,000
Mill Slough Linear Park Corridor (partial)	SDCs, Grants, Donations	\$85,000
Muddy Creek Linear Park (partial)	SDCs, Grants, Donations	\$90,000
Westside Mini Park (add a small amount of land to the current City owned property in that area)	Donation	\$20,000
<b>Sub Total Acquisition:</b>		<b>\$1,395,000</b>
<b>Planning and Design</b>		
Southside Neighborhood Park	SDCs	\$7,500
Northside Neighborhood Park	SDCs	\$7,500
Wetland Park	Donation, UO Partnership, Park Reserve	\$7,500
Westside Mini Park	SDCs, UO Partnership	\$5,000
Muddy Creek Linear Park	SDCs, Park Reserve	\$20,000
Mill Slough Linear Park	SDCs	\$15,000
<b>Sub Total Acquisition:</b>		<b>\$62,500</b>
<b>New Park Development</b>		
Westside Mini Park (play equipment, signage, drinking fountain)	SDCs	\$25,000
<b>Sub Total Acquisition:</b>		<b>\$25,000</b>
<b>Park Improvements (Existing Parks)</b>		
Pfeiffer Park (landscaping improvements, restroom renovation, drinking fountain, seating, playground fence)	Park Reserve	\$40,000
Wetland Park (wetland enhancement, signage, trail/boardwalk, and tables)	Donation	\$20,000
Moody Park (play structure, signage, drinking fountain)	Park Reserve, SDCs	\$20,000
Coburg Estates Linear Park (trail improvements)	Donation	\$1,000
Pavilion Park (landscaping, drinking fountain, seating)	Park Reserve	\$6,000
<b>Sub Total Acquisition:</b>		<b>\$87,000</b>
<b>Phase I Total:</b>		<b>\$1,569,500</b>

## Phase II Capital Improvements

Phase II includes estimated revenues and expenditures for the years 2011-2016. This phase is a combined approach of relying on SDC funds, donations, and grants similar to Phase I, plus the successful passage of a General Obligation Bond of \$500,000 to help fund park development. The General Obligation Bond amount would need to be increased if land for the Coburg Community Park is not secured through a donation under Phase I. State and federal transportation grants will be sought to fund trail development under proposed under Phase II

Funding Source	Estimated Amount
General Obligation Bond	\$500,000
System Development Charges	\$540,000
Donations	\$80,000
Grants	\$902,000
Local Transportation Funds (local match)*	\$113,000
<b>Total</b>	<b>\$2,135,000</b>

\*Local transportation funds will be used to match state and federal grant funds to design and construct the Muddy Creek Trail (approx. 12% of cost).

The following table itemizes the target projects to be completed under Phase II. It is possible that with successful grant writing and additional donations that these projects could be completed prior to 2016. In this case, the additional revenue would be put toward the Phase III Capital Improvements.

**Projected Capital Improvements, Phase II (2011-2016)**

<b>Project</b>	<b>Target Funding</b>	<b>Estimated Cost</b>
<b>Acquisition (or purchase of access easements)</b>		
Westside Mini Park (partially on land in current City ownership)	SDCs, Donation	\$20,000
Southwest Mini Park	SDCs	\$65,000
Future Employee Mini Park	Donation	\$65,000
Muddy Creek Linear Park Corridor (inside UGB)	SDCs, Grants	\$85,000
Muddy Creek Linear Park Corridor (south of UGB to Armitage Park)	Partnership with Lane County, Eugene, and/or Springfield	-
<b>Sub Total Acquisition:</b>		<b>\$235,000</b>
<b>Planning and Design</b>		
Community Park	SDCs	\$55,000
Southwest Mini Park	SDCs	\$4,500
Future Employee Mini Park	Donation	\$4,500
Muddy Creek Linear Park Corridor	SDCs	\$15,000
<b>Sub Total Acquisition:</b>		<b>\$79,000</b>
<b>New Park Development</b>		
Southside Neighborhood Park	GOB, SDCs	\$175,000
Northside Neighborhood Park	GOB, SDCs	\$175,000
Community Park – partial (rest rooms, ball fields, lighting, play equipment, tennis courts, wading pool, teenage oriented recreational facilities, drinking fountains, signage, landscaping, and amphitheater)*	GOB, SDCs, Grants	\$350,000
Westside Mini Park	SDCs, Grants, Donations	\$24,000
Southwest Mini park	SDCs, Grants, Donations	\$55,000
Future Employee Mini Park	Donation	\$30,000
<b>Sub Total Acquisition:</b>		<b>\$809,000</b>
<b>Existing Park Improvements</b>		
Pfeifer Park	SDCs, Grants	\$30,000
Pavilion Park	SDCs, Grants	\$8,000
Moody Park	SDCs	\$1,000
Coburg Estates Park	SDCs	\$1,000
<b>Sub Total Acquisition:</b>		<b>\$40,000</b>
<b>Linear Park Development and Trails</b>		
Mill Slough Linear Park – Soft surface trail (approx. 5,400 lf at \$5/lf)	SDCs, Donation	\$27,000
Muddy Creek Linear Park: inside UGB – Hard surface multi-use trail (approx. 9,000 lf at \$105/lf – includes design and engineering)	Grants (state and federal transportation), SDCs	\$945,000
Muddy Creek Linear Park Corridor: south of UGB to Armitage Park	Partnership with Lane County, Eugene, and/or Springfield	-
<b>Sub Total Acquisition:</b>		<b>\$972,000</b>
<b>Phase II Total</b>		<b>\$2,135,000</b>

\* Only a portion of the Community Park site improvements listed above will likely be completed under phase II. The remainder would be completed under phase III.





# **Appendix - A**

*Review of Related Goals, Policies and Actions*



# Appendix - A

## Coburg Parks and Open Space Master Plan

### *Review of Related Goals, Policies, and Actions*

December 29, 2003

Presently, there are a number of adopted plans and ongoing planning efforts that give specific direction for the development of the Coburg Parks and Open Space Master Plan and will be considered as recommendations are being developed. Relevant goals, policies, and strategies from these plans are listed below with a summary of the overall general policy direction at the end.

### **Periodic Review (*Coburg Crossroads*) Planning Process**

October 2003 (Periodic Review Draft)

**Note:** The goals, policies, and actions listed below have been generated during the *Coburg Crossroads* periodic review process and have not yet been adopted. Only those goals, policies, and actions that are directly relevant to the *Parks and Open Space Master Plan* process have been included in this list.

#### **I. Land Use and Development Patterns**

##### **Proposed Goals**

1. Promote land use and development patterns that sustain and improve quality of life, are compatible with mass transit, maintain the community's identity, protect significant natural and historic resources, and meet the needs of existing and future residents for housing, employment, and parks and open spaces.

##### **Proposed Policies**

4. Maintain and improve a buffer, which may include use transitions between the highway industrial and commercial uses and the remainder of the town. The buffer shall provide both visual and air quality benefits.
5. Preserve a permanent buffer, allowing resource use, in the area two miles north of the McKenzie River to the southern edge of Coburg's urban growth boundary in order to provide open space between the McKenzie River and the southern edge of the urban growth boundary and to maintain a separation between the Cities of Coburg and Eugene.

#### **II. Housing**

##### **Proposed Goals**

3. Promote livability and community in existing and future neighborhoods.

##### **Proposed Policies**

3. Encourage the preservation and incorporation of natural features and open space in new residential developments.

#### **IV. Transportation**

### **Proposed Goals**

1. Develop and maintain a transportation system while improving transportation choice and environmental quality.
2. Provide a transportation system that is safe, convenient, accessible, environmentally responsible, efficient, responsive to community needs, and considerate of neighborhood impacts, particularly in the National Historic District.

### **Proposed Policies**

16. Develop a safe bicycle and pedestrian system that provides for connections and minimizes conflict to and from the local school and other significant activity areas, provides for connections between pocket parks, and provides a sidewalk in selected areas, such as Industrial Way and Mill Street.

### **Proposed Actions**

4. Connect bikeways and pedestrian accessways to local and regional travel routes.
8. Design and construct bikeways and pedestrian accessways to minimize potential conflicts between transportation modes following the guidelines in the *Oregon Bicycle and Pedestrian Plan*.

## **V. Natural Resources, Open Space, and the Environment**

### **Proposed Goals**

1. Protect, restore, manage, and enhance important natural resources; maintain high quality air, water, land and historic resources; and provide green spaces in and around the community.

### **Proposed Policies**

1. Protect high quality farmland surrounding the community from premature development.
2. Preserve agrarian open space and view shed on the outskirts of the town.
3. Protect the Oak Forest in the Coburg Hills and the Oak Savannah habitat east of the city.
4. Maintain an open space separation between the city limits of Coburg and Eugene.
5. Protect the Coburg Hills viewshed.
6. Maintain and enhance the lush historic vegetation in the community.
10. Maintain and enhance parks and open spaces in the community.
13. Encourage the retention of existing vegetation and natural banks for flood protection, wildlife habitat, water quality, open space and other benefits to the community along the Muddy Creek irrigation canals and other natural drainageways.
14. Protect or mitigate, whenever possible, fish and wildlife habitats including rivers, wetlands, and forests, and significant natural areas and habitats of rare or endangered species.

### **Proposed Actions**

1. Develop a long-range plan that identifies lands for future parks and open space consistent with the community vision for land use and development.
2. Purchase through community bonds or system development charge revenue and/or require developers to dedicate land for parks and open space to provide neighborhood level and additional city-wide parks to meet the future needs of the community.
3. Consider the impacts to groundwater and air quality in designating land uses and evaluating development proposals in and near the city.

7. Work with the City of Eugene, Lane County, the McKenzie Land Trust, and appropriate state agencies to study the advantages and disadvantages of alternative methods of maintaining green space between the city limits of Coburg and Eugene and agree on a strategy.
9. Work with Lane County and appropriate state agencies to develop a plan to protect the Oak Forest in the Coburg Hills and Oak Savannah habitat east of the city.

## **VI. Community Facilities and Services, Including Schools**

### **Proposed Goals**

1. Provide and maintain a wide range of high quality public facilities and services in an efficient and environmentally responsible manner.
2. Provide public facilities and services in a manner that encourages orderly and sequential growth.

### **Proposed Policies**

10. Provide or encourage the development of public recreational facilities.
12. Require new development to cover their share of the cost of expansion of public facilities resulting from their development.
13. Improve drainage systems in general, preferably through natural systems where feasible and appropriate.

### **Proposed Actions**

5. Study the feasibility of building a public swimming pool.

### **Summary of Policy Direction**

- Open space as a buffer between land uses: Maintain and improve a buffer, which may include use transitions between the highway industrial and commercial uses and the remainder of the town.
- Preserve a permanent buffer

# Coburg Comprehensive Plan

1982

**Note:** Only the goals, objectives, and policies that are directly relevant to the *Parks and Open Space Master Plan* process have been included.

## **Goal 3 Agricultural Lands**

Coburg Objective:

To retain the agricultural use of land in those areas where SCS's Soil Suitability Classification indicates that it is the highest and best use.

Policy 1: To the extent to which it has jurisdiction, the City shall promote the retention of lands outside its Urban Growth Boundary for agriculture use by encouraging Lane County to maintain current agriculture zoning within the City's area of influence.

Policy 2: Urban services will not be extended beyond the Urban Growth Boundary to encourage continued agriculture use of lands within the City's area of influence

## **Goal 4: Forest Lands**

Coburg Objective:

To conserve forest lands existing within the City and its Area of Influence.

Policy 1: To the extent that the City has jurisdiction, forest lands will be protected for use as urban buffers, habitats, scenic corridors and recreational uses (Map 8).

Policy 2: The City shall encourage the use of tree plantings as the buffer between incompatible uses.

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

Coburg Objectives:

To encourage the retention of open space, the protection of scenic and historic areas and the promotion of healthy and visually attractive environment in harmony with the natural landscape.

Policy 1: Lands within natural drainage ways, Muddy Creek irrigation channels, farmland, and landscaped areas such as parks and school grounds will be preserved in an open character to the greatest extent possible through provisions of the Zoning Ordinance.

Policy 2: The city will encourage Lane County to preserve the Coburg Hills as a scenic resource.

Policy 3: Important vistas and views of the Coburg Hills and other significant visual features will continue to be preserved through the building height and density requirements of the Zoning Ordinance.

Policy 4: Open space and landscaped areas such as parks and school grounds shall be connected where possible by a pedestrian/bicycle pathway system.

Policy 5: The City shall encourage the continuation of the Coburg Heritage Committee in its efforts to provide research information to the City for conservation, preservation and rehabilitation of significant sites and structures as indicated in the Coburg Historic Resources Survey.

- Policy 6: Fish and wildlife habitats including rivers, wetlands, and forests shall be protected and conserved to the extent the City has jurisdiction.
- Policy 7: Significant natural areas and habitats of rare or endangered species shall be retained in open space whenever possible and to the extent the City has jurisdiction.
- Policy 8: Areas containing any other unique ecological, scenic, aesthetic, scientific or educational values shall be considered in the planning process.
- Policy 9: Access to the Muddy Creek irrigation channels shall be ensured through provisions of the Zoning Ordinance.

**Goal 8 Recreational Needs**

**Coburg Objective:**

To guide city development so that homes and businesses are interspersed with attractive natural landscape and nearby parks in which persons of all ages may find a place for indoor and outdoor recreation.

- Policy 1: The City shall use the State Comprehensive Recreational Plan (SCORP) as a guide in planning, acquiring and developing recreational resources and facilities.
- Policy 2: The City shall continue to participate in and encourage the development of the Willamette Greenway.
- Policy 3: The City shall ensure that the need for bikeways is considered the formulation of highway plans.
- Policy 4: To the extent that it has jurisdiction, the City will retain public access to recreational areas, state bikeways, and the Transportation Bicycle Pathway within public domain.
- Policy 5: The City will coordinate efforts with Lane County aimed at developing a system of greenways and/or bicycle-pedestrian pathways from the City to nearby regional recreation centers such as Armitage Park.
- Policy 6: The Citizens Advisory Committee shall be responsible for the development of a parks plan for adoption by the City to ensure that adequate community recreation facilities will be developed.
- Policy 7: The City shall attempt to provide funding to carry out the adopted parks plan through application for Community Block Development Grants, Special Projects Funds and inclusion of the City's recreational needs into Coburg's Capital Improvement Program.
- Policy 8: Developers of new subdivisions shall be required to provide for the recreational needs of their residents as defined in the Subdivision Ordinance.
- Policy 9: The City shall continue to attempt to generate funds for the purchase of that portion of the Southern Pacific Railroad right-of-way within the Urban Growth Boundary or at a minimum coordinate with Southern Pacific use of the right-of-way as a pedestrian-bicycle pathway and other recreational uses.
- Policy 10: The availability of public buildings for the community school program and for community uses shall be encouraged and supported by the City of Coburg.

Policy 11: The City of Coburg will encourage the retention of the Coburg Community School Program and shall budget funds for the support of Community School staff and projects. Pursuant to agreement with 4J.

## **Goal 12: Transportation**

Coburg Objective:

To provide for the transportation needs of all Coburg residents compatible with county and state plans and promoting the greatest possible energy efficiency.

Policy 1: A bicycle/pedestrian pathway system will be planned and designed to link residential areas to other land uses and connect to parks and other openspaces and to the systems of the county and state where possible. The abandonment of the Southern Pacific railroad right-of-way could serve as the foundation of such a pathway system.

Policy 2: Whenever a bike route utilizes of parallels an existing or proposed road Right-of-way, sufficient design provisions that insure the safety of the users will be incorporated in the construction of the facility as specified By Site Review Criteria.

### **Plan Element:**

#### **Parks and Open Space**

Community parks and open space requirements are not easily determined. Geography, citizen attitudes and population characteristics vary from community to community.

At present, the City has landscaped and beautified a portion of the Southern Pacific Railroad right-of-way between McKenzie and Locust Streets which is used for passive forms of recreation. In addition, the Coburg Elementary School playground is used as a recreational resource for the entire community. The total of these two areas approximate 10 acres.

The city does not own the rail right-of-way park land and it is not entirely sound to leave the residents of the City to depend upon school grounds and private property for their neighborhood recreational space. The Park/Recreational designation of the rail right-of-way park and the provisions of the Park and Recreation District of the Zoning Ordinance reflect the City's desire to retain this area as a park site should the land become available.

It is recommended as part of the comprehensive plan that some time in the future the City acquires at least ten acres for a public park site that could provide sufficient space for a swimming pool, tennis courts, baseball/softball field and other active recreational uses. It is intended that the Citizens Advisory Committee, using Oregon's SCORP plan as a guide in its process, will develop an overall city parks plan to address this need. Although the Coburg Elementary School provides some space, its use by adults may not be totally compatible with its use as a school yard.

To meet the City's desire to retain some open space within its city limits, an agricultural use designation was incorporated into the land use plan map, with corresponding provisions in the Zoning Ordinance, covering a portion of flood plain land within the City limits. Zoning Ordinance provisions do not preclude the possibility of this land being utilized as a city park at some point in the future.

It is intended that buffering between incompatible uses be accomplished through the setback, screening, and site review conditions of the Zoning Ordinance.

Finally, it is the recommendation of this plan that the entire Southern Pacific right-of-way within the Urban Growth Boundary be acquired by the City and converted into a pedestrian/bicycle path and that bike path/pedestrian ways be developed to link the railroad right-of-way to the Coburg Elementary School,



downtown and any future city parks. This would then create an open space system throughout the City and make it possible to move about the City safely either by foot or on a bicycle.

## Coburg Transportation System Plan

September 1999

**Note:** Only the goals that are directly relevant to the *Parks and Open Space Master Plan* process have been included.

Goal 5: Establish a safe bicycle and pedestrian system that provides for connections and minimizes conflict to and from the local school and other significant activity areas, provides for connections between pocket parks, and provides a sidewalk plan in selected areas such as on Willamette and Pearl Street.

5.3 Connect bikeways and pedestrian accessways to local and regional travel routes.

5.4 Design and construct bikeways and pedestrian accessways to minimize potential conflicts between transportation modes. Design and construction of such facilities shall follow the guidelines established by the *Oregon Bicycle and Pedestrian Plan*.

### **TSP Proposed Bicycle System and Sidewalks Map:**

The TSP map of proposed bicycle and sidewalk projects depicts a multi-use path parallel to Van Duyn Road connecting to the school and a network of multi-use paths in the area north of the City limits connecting Industrial Way in two locations to Colman Street, Skinner Street, and Van Duyn Road.

## Rivers to Ridges Regional Parks and Open Space Vision

Endorsed by the Eugene and Springfield City Councils, Willamalane Park and Recreation District Board, and the Lane County Board of Commissioners - May 2003.

### **Guiding Principles for Parks and Open Space Planning:**

#### ***Variety***

Provide a variety of open space types (agriculture, forest, natural areas, and developed parks) to serve the diverse needs of the community.

#### ***Scenic Quality***

Protect, conserve, and enhance elements of the natural and historic landscape that give the region its uniqueness and sense of place, including forested hillslopes and ridges, river and waterway corridors, agricultural lands, vistas, and unique natural features.

#### ***Connectivity***

Provide uninterrupted open space and recreational corridors or greenways that link park and recreational facilities, schools, wildlife habitat, and natural resource areas, including connections between urban areas and open space on the urban fringe.

#### ***Recreation and Education***

Provide a variety of regional recreational opportunities to meet the diverse needs of residents and visitors in the region and utilize open space lands in and around the metro area for the interpretation of natural resources and historically important cultural resources.

**Habitat**

Protect and enhance a variety of habitat types including unique or at risk plant and wildlife communities. In our region, oak savanna, wetland and upland prairie, and riparian forest are all considered critical habitats.

**Rivers, Waterways, and Wetlands**

Protect, conserve, and enhance rivers, waterways, and wetlands and associated floodplains for their habitat, flood protection, water quality, recreation, and scenic values.

**Community Buffers**

Maintain open space between the metro area and nearby small cities in order to preserve community identity and protect farm and forest values and operations.

**Rivers to Ridges Vision Map**

The River to Ridges vision map is intended to be a guide for future open space protection and planning in our region. The map indicates a "Community Buffer" of agricultural land between the McKenzie River and Coburg's southern city limits, highly visible scenic resource in the Coburg hills to the east, and a potential future golf course east of I-5. In addition, a "Trail Opportunity" is identified along the abandoned rail line between Coburg and Armitage Park and the McKenzie River which would connect into the metropolitan trail system along the McKenzie River to the east into Springfield and west into Eugene.

## Key Findings based on Assessment of Existing Policy Direction

Based on the review and assessment of the adopted plans and ongoing planning efforts listed above, some specific direction is provided for consideration for the development of the Parks and Open Space Master Plan in a number of categories. The following list is an overview of some key policy direction by topic:

### 1. Land Use and Development Patterns

- Develop open space buffers of parkland planted with trees between residential neighborhoods and industrial/highway commercial lands.
- Retain an open space buffer or transition between the southern edge of Coburg and the McKenzie River, allowing for continued resource use (farming) of these lands.
- Incorporate natural features and open space into new residential areas.

### 2. Transportation and Connectivity

- Provide a network of bicycle/pedestrian pathways (multi-use paths) that connects neighborhoods, city parks, the school, and surrounding public open space areas such as Armitage Park. Consider using waterway corridors and the abandoned rail corridor as the foundation of this system along with paths in new growth areas.

### 3. Natural Resources and Open Space

- Protect high quality farmland surrounding the community for agricultural production as well as viewshed protection.
- Protect the Coburg Hills viewshed.
- Retain and enhance existing vegetation and along Muddy Creek irrigation canals and other natural drainageways for water quality, habitat, and visual quality. Consider these corridors an open space amenity.
- Protect important natural areas such as wetlands, waterways, and forests within and around the city wherever possible.

### 4. Facilities

- Maintain and improve existing park and open space areas and facilities within the community

### 5. Funding

- Purchase additional park lands through community bonds or system development charge revenue and/or require developers to dedicate land for parks and open space.



# **Appendix - B**

## ***Coburg Parks and Open Space Master Plan Questionnaire Results***



# Coburg Parks and Open Space Master Plan Questionnaire Results

## Background and Purpose

The Coburg Parks and Open Space Questionnaire is a key component of the master planning process. The questionnaire was formulated with the assistance of the Coburg Park Committee and was designed to gauge public opinions and preferences in topic areas of current park use, quality of existing facilities, recreational interests, finance, and future facility needs. Over 400 questionnaires were direct mailed to all Coburg residents and property owners and to the Coburg Crossroads interested parties mailing list on January 2, 2004. The questionnaire gave all residents and business owners of Coburg an opportunity to participate in the park and open space planning process and the results will be used by the Coburg Park Committee, staff, elected officials, and citizens to guide the formulation of the Master Plan.

A total of 59 questionnaires were returned and the results are tabulated below along with notation of key observations and major findings.

## Questionnaire Results

Note: The bolded numbers indicate the total number of responses or weighted scores. A *weighted score* was used for those questions that asked respondents to rank order their preference. For example, if a respondent was asked to list their top three choices, then the responses were scored with 3 points for the #1 choice, 2 points for the #2 choice, and 1 point for their #3 choice. A weighted scoring method was used on questions 8, 9, and 14.

### 1. My age is:

<b>2</b>	10-14	<b>(3%)</b>
<b>2</b>	15-17	<b>(3%)</b>
<b>1</b>	18-24	<b>(2%)</b>
<b>4</b>	25-34	<b>(7%)</b>
<b>9</b>	35-44	<b>(15%)</b>
<b>17</b>	45-54	<b>(28%)</b>
<b>19</b>	55-64	<b>(31%)</b>
<b>7</b>	65+	<b>(11%)</b>

### 2. My gender is:

<b>31</b>	Male	<b>(52%)</b>
<b>28</b>	Female	<b>(48%)</b>

### 3. Check all that apply:

<b>42</b>	I reside within the City of Coburg	<b>(71%)</b>
<b>1</b>	I own a business within Coburg	<b>(2%)</b>
<b>19</b>	I reside in the Fire District area	<b>(32%)</b>
<b>5</b>	I work within the City of Coburg	<b>(8%)</b>

**4. How important are parks and open space to Coburg's quality of life?**

50	Very important	(78%)
12	Important	(19%)
2	Not very important	(3%)
0	Not important	(0%)
0	Don't know	(0%)

**Key Observations:**

- The majority of respondents said that parks and open space are *very important* to Coburg's quality of life.
- Only 2 respondents answered that it was not very important and none responded that it was not important.

**5. In the past 12 months, have you used a park, open space, or recreation facilities located outside of Coburg?**

50	Yes	(93%)
4	No	(7%)

**Key Observations:**

- Almost all respondents had used a park, open space, or recreation facility outside of Coburg within the past 12 months.

**If so, what type of facilities do you use? (check all that apply)**

37	Walking/biking trail	(63%)
29	Swimming pool	(45%)
29	Picnic area	(45%)
23	Sports field (soccer, softball, football, etc.)	(36%)
23	Playground	(36%)
21	Wildlife Viewing Area	(33%)
10	Golf Course	(16%)
4	Skate Park	(6%)

**Other:** Dog Park, Other River Access, Tennis Courts, Campgrounds, Hiking, Basketball Court Hiking, Skiing, Snowshoeing.

**Key Observations:**

- *Walking/biking* trail was the most commonly used facility located outside of Coburg with 37 respondents indicating they had used facilities outside of Coburg for this purpose in the past 12 months.
- Between 33 and 45 percent of respondents indicated that they had used sports fields, swimming pools, picnic areas, playgrounds, and wildlife viewing areas outside of Coburg in the past 12 months.

**6. How often in the past 12 months (approximately) have you used the following parks or public open space areas in Coburg?**



	None	1-5 times	6-11 times	12+times
1. Norma Pfeiffer Park	6	17	8	19
2. Pavilion Park	4	32	8	4
3. Wetland Park	31	2	0	2
4. Coburg School (outside of school activities)	15	13	2	15
5. Coburg Estates Subdivision (walking path)	16	13	2	15
6. Moody Subdivision	27	3	1	1
7. Other: <i>List Below</i>				

Other: Bike paths, open fields north of town, Little Muddy Creek

**Key Observations:**

- Pavilion Park and Norma Pfeiffer Park were the most heavily used parks in the current system, followed by Coburg School, and Coburg Estates Subdivision. Only 10 percent of the respondents **had not** visited Pfeiffer Park at least once within the past year and only 7 percent **had not** visited Pavilion Park.
- Pfeiffer Park, Coburg School, and Coburg Estates Subdivision Park all received a high number of repeat visits with between 25 and 32 percent of respondents indicating they had visited these parks 12 or more times within the past year.
- Very few respondents had visited the Wetland Park or Moody Subdivision Park within the past 12 months.

**7. If you use parks in Coburg less than 5 times per year, what is your main reason for not using them more frequently? (check all that apply)**

- 11 Not aware of parks
- 11 Not enough time
- 9 Lack of facilities
- 6 Too far away from my home
- 1 Poorly maintained
- 0 Feel unsafe
- 0 Not accessible to people with disabilities
- Other (listed below)

**Other Responses:** Other places are better, just moved here, feels like were in peoples backyards, no tennis courts, not enough trees , not enough events , too close to Monaco, parking access, not enough activities for teens, need indoor activity center.

**Key Observations:**

- The top reasons cited for not using existing parks and public open space areas were: not aware of parks (11 responses), not enough time (11 responses), and lack of facilities (9 responses).

- Very few, if any, respondents answered that they felt unsafe, that the parks were poorly maintained, or they were not accessible to people with disabilities.

8. Choose three of the following outdoor recreation facilities that are most needed in Coburg. Please indicate your top three choices by writing **#1** for your first choice, **#2** for your second choice, and **#3** for your third choice. **Note:** Scores shown below were tallied using the weighted scoring method.

- 57 Off-street multi-use paths (hard-surfaced for bicycling and walking)
- 47 Walking/running trails (soft surface)
- 25 Natural areas for wildlife viewing
- 22 Community gardens
- 19 Tennis courts
- 19 Picnic facilities
- 19 Playground
- 18 Outdoor area to hold large community events
- 17 An Outdoor water play park
- 10 Golf Course
- 13 Fenced, off-leash dog park
- 9 Skate park (skate boards and roller blades)

**Other:** BMX Bike area: **3**, River Access: **2**, More sitting facilities to rest and meditate: **1**, keep creek accessible **1**, A place/open structure roofed for worker to eat lunch: **1**, natural areas for wildlife: **1**, restore wetlands in parks: **1**

**Key Observations:**

- The two types of facilities indicated as most needed in Coburg on a ranked score basis were off-street multi-use paths and walking/running trails. These two choices received at least twice the number of points as any of the other categories.

9. **From the following list of major projects, please tell us which are most needed in Coburg. Please indicate your top three choices by writing #1 for your first choice, #2 for your second choice, and #3 for your third choice. Note:** Scores shown below were tallied using the weighted scoring method.

- 95 Update and renovate existing parks
- 72 Purchase or otherwise preserve agricultural lands and natural areas on the perimeter of the city
- 42 Acquire parkland for future park development
- 41 Develop a multi-use community center
- 38 Develop a large, multi-use community park
- 26 Develop a sports park

**Other:** More bike paths, running and walking connecting to Eugene, Tennis Courts, a green belt around old part of town, improve school parks.

**Key Observations:**

- *Updating and renovating existing parks* (95 points) was the top ranked major project identified, followed closely by *purchase or preserve agricultural land and natural areas on the perimeter of the city* (72 points).

- *Develop a multi-use community center, acquire parkland for future park development, and develop a large multi-use community park* were indicated as also being important, receiving between 38 and 42 points.

**10. What three park, open space, or recreation facility improvements are most needed in Coburg?**

- Maintain benches and add more soccer fields, restrooms, and running trails
- Expanded preservation of farmland and open spaces
- Update parks
- Plan ahead so neighborhoods have access to parks and wetlands
- Make moody park accessible
- Lighting for evening and early morning
- More activities for teens
- Access to wetlands
- More trees and foliage
- Add and expand walking trails
- Build skate park and ball fields
- Add open area for events - more parking needed
- Need drinking water
- Shelter at Norma Pfeiffer park
- Improve play grounds picnic areas
- Add tennis courts
- nature trails
- Make Moody Park usable
- Fenced dog area
- Safe place for children
- Star viewing area
- Pow-wow could be just one day
- Need another restaurant
- Need boat ramp between Armitage and cross roads

**11. Would you favor paying additional taxes and/or fees in order to finance the top priority projects you identified in question 10?**

7	Would favor it	(13%)
23	Favor it depending upon the amount	(41%)
24	Favor it depending upon the facilities	(43%)
2	Would not favor it	(4%)

**Key Observations:**

- Almost all respondents indicated they would consider paying additional taxes and/or fees to finance top priority park and open space projects. However, the majority of those respondents indicated that their support would be dependent upon the amount (cost) and type of facility improvements being proposed.

**12. How would you rate your overall satisfaction with the existing parks and recreation opportunities in Coburg?**

12	Very satisfied	(24%)
29	Somewhat satisfied	(58%)
8	Not very satisfied	(16%)
1	Don't know	(2%)

**Key Observations:**

- The highest percentage of respondents (58 percent) indicated they were *somewhat satisfied* with the existing park and recreation opportunities in Coburg.
- 24 percent of the respondents indicated that they were very satisfied and 16 percent indicated they were *not very satisfied* with the existing park and recreation opportunities in Coburg.

**13. How would you rate your overall satisfaction with the maintenance of the existing parks and recreation facilities?**

17	Very satisfied	(41%)
20	Somewhat satisfied	(49%)
3	Not very satisfied	(7%)
1	Don't know	(2%)

**Key Observations:**

- Almost respondents indicated that they were either very satisfied (41 percent) or somewhat satisfied (49 percent) with the current maintenance of the existing parks and recreation facilities.
- Very few respondents (7 percent) indicated that they were not very satisfied with the current maintenance of the existing parks and recreation facilities.

14. **Step 1:** When the following activities listed below are in season, how many times in a 30-day period do you participate (approximately). Please check the appropriate box, and answer each item.

**Step 2:** From all of the recreation activities listed on this page, pick up to ten (10) activities you would most like to do if the facilities were available. Rank them in order of your preference in the box labeled Step 2. For example, write 1 next to your favorite activity, write 2 next to your next favorite activity, etc.

Recreational Activity	Step 1						Step 2
	None	1-5 times	6-10 times	11-15 times	16-20 times	21-30 times	
Baseball (youth)	24	4	2	3	0	0	27
Basketball	17	6	7	3	0	0	28
Bicycling (BMX)	25	0	1	1	2	0	32
Bicycling for pleasure	6	11	14	3	4	4	156
Bird watching/feeding	17	7	1	0	5	6	65
Computers (personal)	11	5	4	1	4	13	24
Concerts (attend)	5	31	3	0	0	0	117
Crafts (pottery, ceramics, etc.)	18	5	3	1	1	1	35
Dancing (ballet, tap, etc.)	28	7	0	1	0	1	20
Dog walking/exercising	13	4	3	3	3	10	78
Exercise/aerobics	10	5	3	5	8	6	70
Fishing	17	15	2	0	1	0	63
Football	21	10	1	0	0	1	36
Gardening	4	10	5	3	5	10	69
Golf (play)	18	5	2	0	0	0	44
Gymnastics	19	5	1	1	0	1	2
Handball/Racquetball	25	0	2	1	0	0	34
Hiking/Backpacking	7	20	7	2	0	0	66
Horseback riding	21	6	1	0	0	0	25
Jogging/running	13	9	5	4	1	0	93
Nature Walks	5	17	4	3	3	5	136
Painting/sketching	21	8	2	3	0	0	17
Photography	18	9	2	2	0	0	11
Picnicking	9	26	7	0	1	0	75
Playground	11	13	9	5	1	1	119
Roller skating/In-line skating	22	4	2	0	0	0	7
Skateboarding (skate park)	25	3	2	0	0	0	6
Soccer	17	2	3	2	1	1	43
Softball	21	1	4	2	0	1	50
Swimming (indoors)	13	11	5	4	1	2	98
Swimming (outdoors)	14	9	4	0	1	1	53
Tennis	17	6	5	1	0	1	55
Volleyball (indoor)	22	4	0	0	0	0	24
Volleyball (outdoor)	21	1	0	1	0	0	4
Walking for pleasure	2	6	8	6	3	9	191
Wildlife watching	8	21	7	5	2	5	114

### Step 1 Results in Ranked Order

The scores shown below indicate the average number of times, in a 30-day period, that questionnaire respondents participated in that particular recreational activity (when it was in season). The table below has been sorted from highest to lowest participation rate and also compares this participation rate with the northwest average\*. The activities with scores indicating the Coburg participation rate was higher than the northwest average were shaded in gray.

Rank	Recreational Activity	Coburg	Northwest Average*
1	Gardening	7.61	4.21
2	Walking for pleasure	7.46	5.51
3	Exercise/aerobics	6.75	2.48
4	Dog walking/exercising	6.47	4.77
5	Bicycling for pleasure	5.97	3.01
6	Wildlife watching	5.71	2.28
7	Computers (personal)	5.62	6.68
8	Nature Walks	5.00	2.54
9	Bird watching/feeding	4.55	1.71
10	Swimming (indoors)	3.20	2.29
11	Playground	3.18	2.76
12	Picnicking	2.36	2.08
13	Jogging/running	2.26	2.51
14	Hiking/Backpacking	2.24	2.07
15	Concerts (attend)	1.90	1.98
16	Basketball	1.89	2.35
17	Soccer	1.84	1.81
18	Swimming (outdoors)	1.66	2.59
19	Crafts (pottery, ceramics, etc.)	1.58	1.25
20	Tennis	1.58	1.14
21	Softball	1.46	1.37
22	Painting/sketching	1.27	1.14
23	Fishing	1.21	1.98
24	Baseball (youth)	1.10	1.12
25	Photography	1.09	1.57
26	Football	0.99	1.56
27	Bicycling (BMX)	0.98	0.87
28	Dancing (ballet, tap, etc.)	0.95	0.55
29	Gymnastics	0.57	0.26
30	Handball/Racquetball	0.49	0.54
31	Golf (play)	0.48	1.48
32	Roller skating/In-line skating	0.44	1.25
33	Skateboarding (skate park)	0.40	0.81
34	Horseback riding	0.38	0.44
35	Volleyball (outdoor)	0.26	0.89
36	Volleyball (indoor)	0.17	0.92

\*The Northwest average is based on the scores from 15 surveys conducted in the northwest by MIG, Inc.

## Step 2 Results in Ranked Order

The questionnaire asked respondents to pick up to ten activities they would most like to do if the facilities were available in Coburg. The scores were tallied using the weighted scoring method and sorted from highest to lowest.

Recreational Activity	Step 2 Weighted Scores
Walking for pleasure	191
Bicycling for pleasure	156
Nature Walks	136
Playground	119
Concerts (attend)	117
Wildlife watching	114
Swimming (indoors)	98
Jogging/running	93
Dog walking/exercising	78
Picnicking	75
Exercise/aerobics	70
Gardening	69
Hiking/Backpacking	66
Bird watching/feeding	65
Fishing	63
Tennis	55
Swimming (outdoors)	53
Softball	50
Golf (play)	44
Soccer	43
Football	36
Crafts (pottery, ceramics, etc.)	35
Handball/Racquetball	34
Bicycling (BMX)	32
Basketball	28
Baseball (youth)	27
Horseback riding	25
Computers (personal)	24
Volleyball (indoor)	24
Dancing (ballet, tap, etc.)	20
Painting/sketching	17
Photography	11
Roller skating/In-line skating	7
Skateboarding (skate park)	6
Volleyball (outdoor)	4
Gymnastics	2

### Key Observation:

- Passive recreational activities such as gardening, walking for pleasure, dog walking/exercising, bicycling for pleasure, nature walks, and bird watching/feeding had the highest participation rates for questionnaire respondents. The scores for these activities also tended to be higher than the Northwest average.
- Activities with the lowest participation rates were volleyball, horseback riding, skateboarding, roller skating/in-line skating, and golf. The scores for these activities were also below the Northwest average.
- When asked what recreational activities they would most like to do if the facilities were available in Coburg, respondents indicated trail related activities such as *walking for pleasure*, *bicycling for pleasure*, *wildlife watching*, and *nature walks* as being their top three choices. Playground,

concerts (attend), wildlife watching, swimming, jogging/running, dog walking/exercising, and picnicking also received high scores.



# **Appendix - C**

## ***Coburg Parks and Open Space Funding Options***



# Coburg Parks and Open Space Funding Options

May 24, 2004

## Introduction

The following section includes a wide range of possible funding sources for parks and open space acquisition, protection, and development mechanisms and funding sources currently available in Oregon. This list will serve as a *toolbox* for implementation of Coburg's Park and Open Space Master Plan. The strategies are organized into four categories: *Implementation Structuring Options*, *Local Funding Mechanisms*, *State Funding Programs*, *Federal Funding and Protection Programs*, and *Additional Open Space Protection Mechanisms*. Implementing structuring options and local funding mechanisms are explored in greater detail since they typically require greater effort in gathering support for implementation.

## Local Funding Mechanisms

### ***System Development Charges (Impact Fees)***

What is it: A one-time fee charged at the time a permit is issued for a new development. SDCs can be used only for parkland acquisition and development.

Who pays: Developer of project

#### Pros:

- Fairly reliable source of funding when new building is occurring.
- Provides funds to meet new demand created by new development at comparable levels of existing service.
- Can be used to pay off bonds that are related to serving new development.
- Revenue can keep pace if provider increases level of service standards.
- Intended to cover some or all of the cost associated with expanding public facilities to accommodate new development.
- Each provider can set its charges based on the cost of providing the facilities to meet local standards.

#### Cons:

- Can only be used to maintain current level of service (i.e., acres /1000 persons)
- Revenue fluctuates with development cycles.
- Adverse effects on housing affordability.
- Adds cost to development.
- In some instances can decreased availability of affordable housing.
- Charges are often set too low to collect adequate revenues to meet the actual need for park system expansion.
- May require update to system development charge (SDC) ordinances if scope of park services are expanded (e.g., regional parks, natural areas, open space, etc.).

### ***Property Tax Serial Levy***

What is it: Temporary tax on real property (up to 10 years for capital levies)

Who pays: Property owners

#### Pros:

- Preserves borrowing capacity.
- Save interest costs.
- Current levy market is desirable because interest rates are low.

- Could be more politically acceptable because the set time frame to pay funds back.
- Relatively easily administered at the local level.
- Provides steady source of revenues can be accurately predicted (i.e., unless affected by downturns in the economy).
- Tax burden is fairly equitably distributed.

Cons:

- Funds may be insufficient.
- May not relate payment to benefits received.
- Oregon has tightened property tax limits.
- Unpopular perhaps because it is paid in a large lump sum check as opposed to small additions to each purchase.
- Requires effort to solicit voter approval.
- Local property tax revenue growth restrained by constitutional limits.

**General Obligation Bonds**

What is it: A certificate of debt taken out by a government body against the value of taxable property in the locality guaranteeing payment of the original investment plus interest by a specific date.

Who pays: Debt and accrued interest retired through taxes paid by property owners within the issuers geographic boundary usually over the course of 15 to 30 years.

Pros:

- Allow for the immediate purchase of land and distribute the cost of acquisition over time.
- Ties payment to benefits received.
- Generally easier to sell because of comparatively reduced risk of default.
- Cheaper to borrow money since interest rates are generally lower than revenue bonds.
- Allow services to be provided on the basis of need not profit.
- Excluded from the tax cap imposed under the Oregon Constitution.
- Citizens participate directly in acquiring open space through their vote.
- Current bond market is desirable because interest rates are low.

Cons:

- Increases the local tax burden.
- Contributes to the legal debt of the issuing community.
- Competes with other local services that may rely on bond revenues.
- Requires effort to solicit voter approval.
- Can be costly since interest charges are tacked onto the cost.

**Use Taxes**

What is it: Tax on services

Who pays: Purchaser of services

Revenant Types:

- a) *Transient Room Tax*
- b) *Car Rental Tax*

Pros:

- Flexible funds which could be used for park acquisition, and operations and maintenance.
- Preserves borrowing capacity.
- Relatively easy to collect and reporting costs are usually low.
- Saves interest costs.

Cons:

- Would compete with other current programs funded by room and car rental taxes.

- Funds may be insufficient.
- May not relate payment to benefits received.
- Revenue fluctuates with tourism and convention activity and with the strength of the economy.

### ***User Fees***

What is it: Fees charged to help cover the cost of a service

Who pays: Users of the service

Relevant Types:

- a) **Park and Recreation user fee** charged to recover part or all of the costs incurred in the provision of park and/or recreation services.

Pros:

- Considered equitable because the recipient of the benefits pay for the service.
- Moderately stable funding source (can fluctuate with discretionary personal income).

Cons:

- Coburg currently does not have park or open space facilities that would warrant user fees.
- Probably impractical for acquisitions because the magnitude of fee necessary to raise sufficient revenue would be unacceptable.
- Publicly unpopular for access to parks and open space.
- Accessibility issues – excludes people based on ability to pay.
- Fees must pay for administrative overhead costs.
- Fees collected may be allocated to the general fund rather than the specific agency/division making the charge.

- b) **Stormwater User Fee** charged to recover part or all of the costs incurred in the provision of stormwater services.

Pros:

- Can be used for land acquisition or easements which function as a component of the natural stormwater system.
- Can be used to upgrade SDC standards, resulting in higher SDC rates for future development.

Cons:

- Restricted to open spaces that meet stormwater management needs.
- Increase in stormwater rates may be unpopular with rate payers.
- May not relate payment to open space benefits received.
- May not address stormwater issues in a watershed context

## State Funding Programs

### ***Oregon Park and Recreation Department (OPRD) Grant Programs***

County Opportunity Grant – provides funding for acquisition, development, rehabilitation, and planning for county park and recreation sites that provide, or will provide, camping facilities. Grants from counties over 30,000 population will require a 50 percent local match. Matching funds for specific projects may be reduced or eliminated as determined by the Director, if so recommended by the Advisory Committee.

Local Government Grants – funded by lottery dollars, this grant provides up to 50 percent funding assistance for the acquisition, development, and rehabilitation of park and recreation areas and facilities. Projects must be consistent with the goals and objectives contained in the Statewide Comprehensive Outdoor Recreation Plan (SCORP) and/or recreation elements of local comprehensive plans and local park master plans. Eligible agencies include city and county park and recreation departments, metropolitan service districts (i.e., METRO), park and recreation districts, and port districts. This program has a \$250,000 maximum grant request.

Recreation Trail Program Grants – OPRD administers this federal-aid assistance program which help states provide and maintain recreation trails. Permissible uses of these grant funds include acquisition of easements and fee simple title to property from willing landowners. Grant recipients will be required to provide a minimum 20% match. Projects must be completed and costs billed within two years of project authorization.

### ***Transportation Enhancement Program***

The Transportation Enhancement (TE) Program provides federal funds for projects that strengthen the cultural, aesthetic, and environmental value of our transportation system. This can include sidewalk, bike path, and streetscape projects. Oregon Department of Transportation administers this program and recipients must supply matching funds to cover at least 10.27% of the project cost. Eligible projects include pedestrian and bicycle facilities, acquisition of scenic easements, landscaping and scenic beautification, historic preservation, preservation of abandoned railway corridors (including the conversion to bicycle and pedestrian trails), and mitigation to address water pollution due to highway runoff.

### ***Oregon Watershed Enhancement Board Land and Water Acquisition Grants***

Funding priority given to projects that, in the Board's judgment, will most effectively protect and/or restore native salmonids, fish and wildlife habitat, watersheds, or water quality. Requires that at least 25 percent match be secured before the project begins and no later than 12 months from the date of the award.

### ***Real Estate Transfer Tax***

While permitted at the state level, Oregon law currently prohibits local jurisdictions from imposing a tax on the sale of real property. Revenue generated from real estate transfer taxes has been used successfully in other states to generate substantial funds for open space acquisition. Instituting a state tax for open space acquisition would require working within the constraints and conditions of state policies and would likely meet resistance from the development, real-estate community, and housing affordability advocates.

## Federal Funding and Protection Programs

### ***Land and Water Conservation Fund***

The Land and Water Conservation Fund is the largest source of federal money for park, wildlife, and open space land acquisition. Under the act, a portion of the money is intended to go to federal land purchases and a portion to the states as matching grants for local park projects.

### ***Wetland Reserve Program***

The Wetlands Reserve Program, administered by the Natural Resource Conservation Service, is a voluntary program offering landowners the opportunity to protect, restore, and enhance wetlands on their property. This program offers landowners three options: permanent easements, 30-year easements, or 10-year restoration cost-share agreements. In all cases, the landowner retains ownership and responsibility for the land, including any property taxes based on its re-assessed value as wetland or non-agricultural land. The landowner controls access to the land; the right to hunt, fish, trap, and pursue other appropriate recreational uses; and may sell or lease land enrolled in the program. The landowner may request uses which are compatible with protecting and restoring the wetland and associated upland habitat.

To be eligible under this program, land must be restorable and be suitable for wildlife benefits. In addition, the landowner must have owned the land for at least one year prior to enrollment, with limited exceptions.

### ***North American Wetland Conservation Act (NAWCA)***

This program, administered by the U.S. Fish and Wildlife Service, encourages voluntary, public-private partnerships to conserve wetland ecosystems. Projects must be approved by the North American Wetlands Council for consideration for federal funding. In addition, the project must have a private funding match and support conservation of migratory non-game birds and endangered species.

*Standard Grants Program:* Projects must meet certain biological criteria, and grant requests are limited to \$1 million. Partners must minimally match the grant request at a 1-to-1 ratio.

*Small Grants Program:* The Small Grants Program supports long-term wetlands acquisition, restoration, and/or enhancement projects that are less complex than those encountered in the Standard Grants Program. Grant requests may not exceed \$50,000, and funding priority is given to projects that have a grantee or partners that have not participated in an Act-supported project before, criteria for funding a project are the same as those for the Standard Grants Program.

### ***Flood Hazard Mitigation and Riverine Ecosystem Restoration Program***

This watershed-based program administered by the Army Corps of Engineers focuses on identifying sustainable solutions in flood-prone areas. Eligible projects need to meet the dual purpose of flood hazard mitigation and riverine ecosystem restoration. Grantees must provide 50 percent non-Federal match for studies and 35 percent for project implementation. The maximum federal allocation is \$30 million. Projects might include the relocation of threatened structures, conservation or restoration of wetlands and natural floodwater storage areas, and planning for responses to potential future floods.

### ***Emergency Watershed Protection***

This program, administered by the NRCS, provides technical and financial assistance to preserve life and property threatened by excessive erosion and flooding. Activities under this program include the purchase of flood plain easements. NRCS may purchase easements on any floodplain lands that have been impaired within the last 12 months or that have a history of repeated flooding (i.e., flooded at least two times during the past 10 years). Purchases are based upon established priorities.

Under the floodplain easement option, a landowner voluntarily offers to sell to the NRCS a permanent conservation easement that provides the NRCS with the full authority to restore and enhance the floodplain's functions and values. Landowners retain the right to control public access, and undeveloped

recreational use such as hunting and fishing. At any time, a landowner may obtain authorization from NRCS to engage in other activities, provided that NRCS determines it will further the protection and enhancement of the easement's floodplain functions and values.

### ***National Fish and Wildlife Foundation Challenge Grant Program***

This program is administered by the National Fish and Wildlife Foundation (NFWF) – a private, non-profit, 501(c)(3) tax-exempt organization established by Congress in 1984. The NFWF awards challenge grants on a competitive basis. Grants typically range from \$10,000-\$150,000, based upon need. As a policy, this program seeks to achieve at least a 2:1 return for every federal matching dollar awarded.

Challenge grants are awarded to projects that:

- Address priority actions promoting fish and wildlife conservation and the habitats on which they depend;
- Work proactively to involve other conservation and community interests;
- Leverage available funding; and
- Evaluate project outcomes.

### ***Wildlife Habitat Incentives Program***

This program, administered by the NRCS, provides financial incentives to develop habitat for fish and wildlife on private lands. Through this program, NRCS provides both technical assistance and up to 75 percent cost-share assistance to establish and improve fish and wildlife habitat. WHIP cost-share agreements between NRCS and the participant generally last from 5 to 10 years from the date the agreement is signed.

In Oregon the program is used to improve a variety of habitats serve to connect upper and lower watershed habitats, protect and enhance native plant communities, improve salmon habitat, increase biodiversity, and increase habitat for threatened and endangered species. Priority habitat types include:

- Instream aquatic (statewide)
- Riparian (statewide)
- Oak Woodland (Willamette Valley)
- Native Grasslands (Columbia Basin)
- Native Prairies (Willamette Valley)

### ***Migratory Bird Conservation Fund***

This program provides the U.S. Fish and Wildlife Service with funding for the acquisition of migratory bird habitat. There are two land acquisition programs within this Fund. One is the purchase of major areas for migratory birds which must be approved by the Migratory Bird Conservation Commission. The second program involves acquisition of small wetland areas with associated uplands. These lands, known as Waterfowl Production Areas, do not require approval of the Commission.

### ***Conservation Reserve Enhancement Program***

This program, administered by the Department of Agriculture Farm Service, is a State-federal conservation partnership program targeted to address specific State and nationally significant water quality, soil erosion and wildlife habitat issues related to agricultural use. The program uses financial incentives to encourage farmers and ranchers to voluntarily enroll in contracts of 10 to 15 years in duration to remove lands from agricultural production.

In Oregon, project area consists of all streams across agricultural lands which provide habitat for eight different salmon species and two trout species that have been listed under the Endangered Species Act as endangered or threatened.

### ***Farmland Protection Program***

This program, administered by the U.S. Department of Agriculture (USDA), provides funds to help purchase conservation easements to keep productive farmland in agricultural uses. USDA provides up to 50 percent of the fair market easement value. To qualify, farmland must: be part of a pending offer from a State, tribe, or local farmland protection program; be privately owned; have a conservation plan; be large



enough to sustain agricultural production; be accessible to markets for what the land produces; have adequate infrastructure and agricultural support services; and have surrounding parcels of land that can support long-term agricultural production. Depending on funding availability, proposals must be submitted by the government entities to the appropriate Natural Resource Conservation Service (NRCS) State Office during the application window.

#### ***Environmental Quality Incentives Program***

This program, administered by the NRCS, provides technical, educational, and financial assistance to eligible farmers and ranchers to address soil, water, and related natural resource concerns on their lands in an environmentally beneficial and cost-effective manner. The program provides assistance to farmers and ranchers in complying with Federal, State, and tribal environmental laws, and encourages environmental enhancement. The purposes of the program are achieved through the implementation of a conservation plan. Five- to ten-year contracts are made with eligible producers. Cost-share payments may be made to implement one or more eligible structural or vegetative practices. Incentive payments can be made to implement one or more land management practices.

#### ***Forestry Incentives Program***

This program, administered by the NRCS, supports good forest management practices on privately owned, non-industrial forest lands. The program provides cost-share assistance to help defray the expenses of making long term investments in tree planting, timber stand improvements, and related practices. Generally participants own less than 1000 acres. The Federal government may pay up to 75 percent of approved expenses, to a maximum of \$10,000 per year per landowner, in exchange for landowner agreement to maintain and protect funded practices for a minimum of 10 years.

#### ***Stewardship Incentives Program***

This program, administered by the U.S. Forest Service, provides technical and financial assistance to encourage non-industrial private forest landowners to keep their lands and natural resources productive and healthy. Eligible landowners must have an approved Forest Stewardship Plan and own 1,000 or fewer acres of qualifying land. Authorizations may be obtained for exceptions of up to 5,000 acres.

#### ***Safe Drinking Water Act***

This Act, administered by the Environmental Protection Agency, makes loans and grants available to the states for the protection of drinking water. This bill created a special state revolving loan fund that states can draw from to upgrade local water systems. Loan assistance is available to states for the purpose of acquiring land or a conservation easement from a willing seller or grantor to protect a water source from contamination.

#### ***Water Resources Development Act (WRDA)***

This Act authorizes projects for the conservation and development of water and related resources. Land and/or easement acquisition required for waterway restoration projects can constitute the local share of the match.

#### ***Timber Receipts – Title III (Public Law 106-393)***

This Act passed by the 106<sup>th</sup> Congress restores the stability and predictability to the annual payments made to states and counties containing National Forest Service and Bureau of Land Management lands. Authorized uses of these funds allows eligible counties to acquire easements, on a willing seller basis, to provide for non-motorized access to public lands for hunting, fishing, and other recreational purposes; and/or conservation.

#### ***BPA Northwest Power Planning Act***

Funds land acquisition and conservation easements to mitigate lost from dam construction in the Columbia Basin.

#### ***TEA-21 – the Transportation Efficiency Act of the 21<sup>st</sup> Century***

This program, administered by the Federal Highway Administration, provides an important source of federal funding for transportation enhancements. Eligible activities include bicycle and pedestrian

pathways, historic preservation, acquisition of conservation or scenic easements, rails-to-trails projects, and the mitigation of water pollution due to highway runoff.

***Federal Public Lands Highways Discretionary Fund***

Under this program, administered by the Federal Highway Administration, bicycle and pedestrian trails providing access to or within federal lands are eligible for these funds.

***Community Development Block Grant Program***

This program, administered by the Housing and Urban Development, directly funds cities and towns for projects with community-wide benefits. Acquisitions projects can qualify for money, particularly those with

## **Additional Open Space Protection Mechanisms**

***Local Land Use and Environmental Regulations***

Regulations and ordinances (e.g., waterside and wetland protection, buffers, zoning, etc.) use to protect natural features and resource values.

***Easements***

Landowners “own” many rights associated with the land, e.g., the right to harvest timber, build structures, extract minerals, or farm, subject to zoning and other laws. By placing an easement on land, some of these rights are relinquished.

Relevant Types:

- a) Conservation Easement – A legal agreement between a landowner and an easement holder (e.g., government agency or a land trust) that permanently limits uses of the land in order to protect its natural features and resource values. The conservation easement is a flexible tool that protects land while leaving it in private ownership.
- b) Utility Easement – A specified distance on either side of a utility that may provide a secondary use as open space.

***Land Exchanges/Intergovernmental Transfers***

A land exchange is the process of "trading" or "swapping" lands where lands of equal value are exchanged. Land exchanges are important tools used to consolidate land ownership for more efficient management while bringing important resources into public ownership.

***Subdivision Dedication***

A developer dedicates land to for parks or open space when the land is subdivided for development.

***Density Transfer/Cluster Development/Plan Unit Development***

A special increase beyond the density normally allowed by the zoning or subdivision ordinance given in exchange for protecting an area that has resource value.

***Transfer of Development Rights***

The conveyance of development rights by deed, easement, or other legal instrument authorized by local law to another parcel of land.

***Purchase of Options***

A contract conveying the right to buy or sell designated property within a stipulated period and at a specified price.

***Certificates of Participation***

Lease-purchase arrangements that allow a government to pay for a property over time.

### ***Purchase-Leaseback Agreements***

An arrangement where the purchaser agrees to lease the agricultural land back to the seller or another party for a specific time to continue farming. Income generated from lease arrangements can be used to pay down debt, offset operations and maintenance costs, or generate money for future land acquisitions.

### ***Short-term Debt Instruments***

Promissory notes and bond and tax anticipation warrants.

### ***Tax Incentives***

These incentives take the form of rebates, lowered property tax rate, credits or deductions for leaving privately owned open space or natural resource areas undisturbed.

- Open-space deferral – a reduction in property taxes on certain lands maintained in an undeveloped or natural state.
- Land donations or gifts – tax incentives taking the form of rebates, lowered rates, credits, or deductions.
- Conservation plan deferral – tax credits awarded upon the submission and approval of a long-term conservation plan.
- Bargain sale – you sell your property sold to a government agency or non-profit organization below fair market value (FMV). The difference between the sale price and FMV is considered a charitable donation and is therefore tax deductible.

### ***Donations and Gifts***

Donors may offer to donate land or money to a government or land trust to lower taxes, a good will gesture, or to leave a legacy. In some instances, donated land may be traded or sold and the proceeds used to acquire more desirable park or open space land. Coburg has a number large employers who may be willing to make donations of land or money to help implement the Master Plan.

### ***Endowments***

A fund, based on an initial gift of substantial size, established in perpetuity for a specific purpose as stated by the donor. Endowed funds provide dependable and predictable resources to help meet new or recurring expenses. As the gift grows in value on a "total-return" basis, it provides an accumulation of annual spendable income at the same time that the principal continues to appreciate.

### ***Life Estate***

The landowner sells or donates the land, but retains the right to live on it throughout his or her lifetime.

### ***Park Foundations***

A not-profit organization set up to serve as a conduit for contributions to park and open space projects.

### ***Private Foundation Grants***

Many private foundations and companies provide grants for trails, greenways, and open space preservation.

### ***The Oregon Community Foundation***

OCF awards nearly 200 Community Grants annually. Most Community Grants are between \$5,000 and \$35,000, but multi-year grants may range up to \$150,000 for projects with particular community impact. The City of Eugene recently received a \$35,000 grant for a component of a planned playground, with the Eugene Downtown Rotary Club as the applicant.

**The foundation has four funding objectives, with particular interest areas for each:**

1. To nurture children, strengthen families, and foster the self-sufficiency of Oregonians
2. To enhance the educational experience of Oregonians

3. To increase the cultural opportunities for Oregonians
4. To preserve and improve Oregon's livability through citizen involvement

#### **Requirements for Applicants to the Community Grants Program**

- Must be 501(c)(3) tax-exempt organization and, further, must be classified as a public entity rather than a private foundation as defined by section 509(a) of the Internal Revenue Code. Alternatively, the applicant must have a qualified sponsoring organization.
- Must have submitted required evaluation reports for all prior grants from the foundation.
- May submit only one Community Grant application per funding cycle.

May not submit a Community Grant application if another Community Grant is still in effect.

#### ***Land Trusts/Conservancies***

Land trusts are nonprofit, tax exempt organizations directly involved in protecting environmentally significant land for the public benefit. Land trusts are not trusts in the legal sense. In fact, many refer to themselves as conservancies, foundations, or associations. They accept donations of properties, buy land, or help landowners establish legal restrictions that limit harmful use and development. The McKenzie Trust, the American Farmland Trust, and The Nature Conservancy are all active in the area.

#### ***Conservation/Mitigation Bank***

A conservation bank (or in the case of wetlands, a mitigation bank) is a parcel, or a series of parcels of land, whose natural resource values are sold to those who must compensate for adverse resource impacts on land elsewhere. Conservation banking is possible and necessary because of laws that mandate mitigation of environmentally adverse projects or activities. Under many long-standing statutes, any individual, firm, or public agency that undertakes activities that destroy, degrade, or adversely alter the environment may be required to set aside and/or restore habitat in order to offset the adverse impacts of the proposed activity. For the area impacted, a project proponent may be required to set aside or restore an equivalent or greater amount of acres or resource values. This mechanism provides local governments flexibility in their land use decisions and gives communities the ability to protect a single, larger area rather than smaller scattered tracts of land. This approach could be used in Coburg to enhance the existing City owned wetland and for mitigating possible wetland impacts of the planned sewage treatment facility.

# Implementation Structuring Options

## 1. *Formal Inter-Governmental/Organizational Coordination Approach*

Craft a partnership and a set of common goals affirming the philosophy of cooperation and coordination among and between government entities and/or non-profit organizations (e.g., land trusts and conservancies) to acquire and protect regionally significant lands.

Pros:

- Provides structure to pool resources (e.g., staffing, funding, and expertise).
- Increases options available in executing land transactions.
- Takes advantage of partner strengths and abilities to contribute services to meet common objectives.
- Improves efficiency by coordinating operations and reducing duplication of efforts.
- Provides a forum for identifying and taking advantage of opportunities.
- Federal and state funding programs consider collaborative partnerships attractive when making resource allocation decisions.

Cons:

- Achieving a high degree of coordination, cooperation, and trust among partners requires more time and resources.
- Regional goals may conflict with individual agency goals.

## 2. *Special District Approach*

Form a separate unit of government (i.e., special district) to manage a park and open space system within a defined boundary. Special districts are financed through property taxes, bonds, and/or fees for services. All districts are directed by a governing body elected by the voters.

Relevant Types:

- a) ***Park and Recreation Districts*** (ORS 266) can own, operate, and maintain parks, lakes, land, and facilities for parks and recreation uses within or outside the district boundary.

Pros:

- Provides only one service and can concentrate effort and resources toward providing the service requested by the taxpayers.
- As self-financing legal entities they have the ability to raise a predictable revenue stream.
- Has a broad range of funding mechanisms available (e.g., property tax, user fees, bonds, etc.).

Cons:

- Achieving regional goals may conflict with localized goals.
- Anti-tax and anti-government sentiment could work against creating a new district.
- A new park and recreation district would compete with other local government entities operating within Oregon's property tax constitutional limitations.





