

Winston Parks System Master Plan



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The City of Winston

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Executive Summary

Overview

Winston is poised for growth. As the population expands, new residents will create additional demand for parks and recreation facilities. The Winston Parks Master Plan is intended to guide development of the municipal parks system for the period between 2014 and 2034.

This 2014 Parks Master Plan is an update to the 2001 Parks Master Plan. A parks master plan is a long-term vision and plan of action for a community's park system. Currently, Winston has 4 parks facilities—3 developed and 1 partially developed. This plan identifies strategies and techniques for operation and development of parks, land acquisition, and funding. Through this plan, the City of Winston intends to continue improving the level and quality of its parks to meet the needs of current and future residents.

The Plan guides future development and management efforts for the Winston park system over the next 20 years. Specifically the Plan:

- Provides an inventory of existing parks and an analysis of appropriate park classifications and standards;
- Identifies current and future park needs using input from the community as well as technical data;
- Includes a capital improvement plan (CIP) that enables the City to achieve its goals;
- Provides recommendations land acquisition and partnerships with mission-aligned local organizations that may share land for parks; and
- Identifies potential funding techniques and sources to implement the CIP.

The Executive Summary highlights existing facilities, key community needs, goals and actions, park improvements and acquisitions, and the funding strategies described in the Winston Parks Master Plan.

Park Inventory

A critical aspect of planning for the future of a city's park system is conducting an inventory and condition assessment of existing parks and open space. The City currently owns three developed parks and one partially developed park. A summary of the inventory is presented in Chapter 2, Detailed inventory information, including an assessment of conditions of each park, included as Appendix E. Table ES-1 shows park facilities by classification, name, and size.

Table ES-1. Park Inventory Summary

Classification	Park Name	Acreage
Mini Park	Civic Wayside Park	0.36
Neighborhood Park	Winston Community Park	8.68
Community Park	Riverbend Park	18.62
Special Use Park	Harold & Sid Nichols' Park	8.1
TOTAL CITY-OWNED PARKLAND		41.26
TOTAL DEVELOPED PARKLAND		35.76
TOTAL UNDEVELOPED PARKLAND		5.5

Community Needs Analysis

The Winston Parks Master Plan includes an analysis and assessment of community needs based on local demographics and statewide recreation trends, one household survey, one school-based survey and two community workshops. Parks and recreation facilities are important to communities and to the residents of Winston in particular. Therefore, it is not surprising that many residents see opportunities for improvement in the park system and a very strong input regarding park safety. Five common themes regarding the park system goals emerge from the community profile, recreation trends analysis, school survey, youth workshop, and community workshop:

Connectivity: Provide walking, biking and hiking connections throughout the planning area.

Diversity of Park Activities and Locations: Balance active and passive park uses and provide a range of activities to ensure that people have access to a diverse variety of park usages. Acquire land to ensure a diversity of service to all areas of Winston.

Stewardship: Ensure that the community is involved and invested in maintaining and developing its park system. Uphold a level of maintenance that fosters community safety and pride in the parks system. Promote park design that increases safety, promotes public interaction and provides community spaces.

Natural Resources: Identify and preserve natural areas and open space as part of the park system.

Funding: Prioritize and provide funding opportunities to make the community parks system vision financially feasible.

Community Vision

The Parks Master Plan includes a long-term vision for the Winston Park System, nine goals that define system priorities and specific action items that guide implementation.

Winston Park's Vision Statement

"We envision an interconnected and accessible system of vibrant public spaces and natural areas that support a diversity of quality recreation opportunities and enhance our community and economic vitality, ensuring a healthy, active and beautiful place to live, work and play."

Goal 1: Parks Planning

Establish a coordinated process to plan a parks and recreation system that will meet the present and future needs of Winston residents.

Goal 2: Maintenance and Operations

Provide exceptional City parks through regular maintenance to ensure safe, healthy and accessible spaces/ parks.

Goal 3: Level of Service

Establish a Level of Service (LOS) that will guide land acquisition efforts for future parklands. Ensure that developed parklands adequately serve all areas and populations within the City.

Goal 4: Trails and Connections

Enhance and improve connectivity and accessibility throughout the City utilizing trails, pathways, greenways and the existing transportation infrastructure.

Goal 5: Natural Resources and Open Space

Acquire and preserve natural resource areas and open space with unique ecological, historical, and regional significance.

Goal 6: Parkland

Acquire additional parkland to ensure that recreation needs of residents throughout Winston are adequately served by park facilities.

Goal 7: Funding

Provide various mechanisms for funding existing and future parks and recreational facilities.

Goal 8: Parks Stewardship and Community Pride

Increase community involvement, awareness and stewardship of the Winston parks system.

Goal 9: Park Design

Design and manage City park environments that are conducive to user enjoyment and respectful of limited resources.

System Improvements

The Winston Parks Master Plan identifies system improvements as well as capital improvements for specific parks. The system improvements include the development of each park, new parkland acquisition and development, and an enhanced path and trail system.

The Parks Master Plan is implemented, in part, through the Parks Capital Improvement Plan (CIP). The Capital Improvement Plan (CIP) identifies park improvements and estimates costs for the twenty-year period between 2014 and 2034. Park improvements for developed parks, included in the capital improvement plan focus on improving landscaping, bringing parks up to the City's park design standards, improving play and restroom structures, and providing improved picnic facilities. Because the City of Winston's current park acreage fulfills the Level of Service desired for the 20-year planning period, the CIP does not include discussion of specific future parklands to be developed. However, the estimate provided for Nichol's Park includes low-cost and high-cost estimates for park development per acre, which can be used in budgeting for future post-acquisition park development.

Because of its dynamic nature, the CIP is incorporated as a separate document. The Parks CIP will be reviewed on an annual basis by staff and the Parks Board as part of the City of Winston's 20-year Capital Improvement Plan to reflect inflation rates and other cost changes.

Funding Tools

Without a solid funding structure, a community cannot realize even the best of plans. This chapter presents potential funding tools available to the City for park system improvement and maintenance. It is organized into the three primary functions of the parks department: operations and maintenance, community-to-park accessibility, and capital improvement projects.¹ This information was gathered through a case study review of other cities' Park Master Plans within the State of Oregon – such as Sweet Home, Brookings, and Grants Pass – as well as professional knowledge of parks planning and internet research. City of Winston staff and the local Parks Board will need to work together to develop the most appropriate funding strategy for the community's park system given the current fiscal environment and other influencing community factors. Specific tools explored in this chapter include:

- Utility Fees
- User Fees
- Tax Levies
- Sponsorship
- General Funds
- County Service Districts
- Local Improvement Districts and Parks and Recreation Districts
- Land Trusts and Easements
- System Development Charges

¹ Another common function of a parks department is land acquisition. At this time, land acquisition has not been identified as a high priority for the Parks Master Plan and has therefore not been directly addressed within this chapter. It is important to note, however, many of the funding tools discussed here may also be used for purposes of land acquisition.

- Donations, Contributions and Volunteer Support
- Public, Private and Government Grants
- Wetland Mitigation Banking

In order for the City of Winston to achieve the expectations and goals laid out in the Parks Master Plan, the City will need to develop and implement a diverse funding strategy. This chapter has presented common funding tools that align with the City of Winston's parks department primary functions – operations and maintenance, community-to-park accessibility, and capital improvement projects. The City and local Parks Board will need to work collaboratively to develop a funding strategy using the tools they feel are most appropriate for their local community and that create a self-sustaining revenue source. Aside from the monetary contribution, it is important to consider the following when examining potential funding tools: (1) how much time and energy will be required from city staff, (2) history of community engagement, contributions and volunteerism, (3) level of community support for individual goals of the Parks Master Plan, and (4) anticipated level of service and use for the park system.

Summary

Completion of this plan update is an important step toward the fulfillment of the City's Park System Vision and Goals. With careful attention, Winston Parks will continue to improve local resident quality of life while adequately planning for the future park needs of the growing community.

Chapter 1: Introduction

Purpose of the Plan

Parks, open space, and natural areas greatly enhance a community's quality of life. They provide gathering spaces, recreational facilities, connectivity, natural resources protection and beauty. These functions shape the character of communities, provide an anchor for neighborhood activities and promote healthy lifestyles.

Providing adequate park facilities is a challenge for many communities. Lack of resources—both staff and money—limits many communities' ability to develop and maintain adequate park systems. Identifying system priorities and matching them with available resources requires careful planning. Many communities develop and adopt Park System Master Plans to guide development of their parks system.

This document is an update of the 2001 Parks Master Plan and uses that plan as a basis to provide a current and more comprehensive guiding document. Specifically, this plan includes:

- An inventory of existing park and recreational facilities in the Winston service area, including an analysis of park classifications and standards;
- A parks and recreation needs analysis based on current technical data, and extensive citizen involvement—including community and youth workshops and a household and school-based survey;
- A twenty-year capital improvement program with estimated project costs;
- A parkland acquisition strategy that identifies the amount of land needed, by park type, for the next 20 years and describes strategies for acquiring lands that are appropriate for inclusion in the park system;
- Funding options and a funding strategy, including but not limited to a review of revenue sources such as Systems Development Charges (SDCs), Parks Utility Fees, User Fees, Grants, Wetland Mitigation Banking and Parks and Recreation Districts and other taxing districts.

The plan outlines the City of Winston's vision for the park system and provides the specific tools and components necessary to achieve that vision. For this plan to best reflect Winston's current and future needs, revisions should be done on a regular basis. This will ensure that this document continues to be a relevant planning tool.

The Parks Planning Process

This plan uses a “systems” approach for the planning process, as recommended by the National Recreation and Parks Association (NRPA). The systems approach places local values and needs first, and provides a framework for creating a park system that physically meets those values and needs. There are six steps used in the approach to this plan:

Step 1: Inventory existing parks. Identify existing park facilities, assess general park condition and existing improvements, identify needed maintenance or additions.

Step 2: Determine level of service, usually expressed as acres of developed parkland per 1,000 residents, and park service areas.

Step 3: Conduct a needs assessment. Identify key needs in the community, drawing from demographic and recreational trends and community input. Population growth, demographic characteristics and activity participation trends help identify the types of facilities needed by current and future residents.

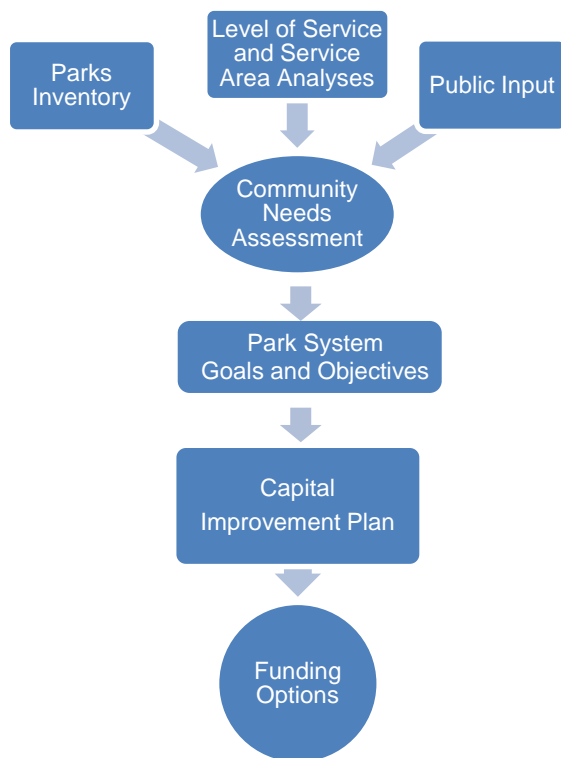
Step 4: Develop a set of parks system goals and actions to guide decision-making in parks design, development, maintenance and programming.

Step 5: Create a capital improvement program (CIP) and land acquisition plan. Using Steps 1-3, the CIP identifies capital improvement projects for 2015-2025 and prioritizes projects for the first five years of the plan. The CIP is based upon current needs and provided as a separate document from the Parks Master Plan. The land acquisition plan looks at the longer 20-year planning term to determine needed parkland to serve a growing population.

Step 6: Identify potential sources and methods of acquiring funds for new park creation and maintenance and improvements to existing parks.

Figure 1-1 displays the 5 steps used to update the Winston parks master plan:

Figure 1-1. Winston Master Parks Plan Visioning Process



The Winston parks planning process relied heavily on the input and suggestions of residents and other stakeholders. The parties involved in the planning process include:

- The residents of Winston
- Park users
- Winston City Council
- Winston Park Board
- Winston Parks Advisory Committee
- Winston-Dillard School District

The Plan used four primary methods for gathering input from the community: (1) A school based survey was distributed to 1,000 Winston residents; (2) an electronic school-based survey distributed to students at Douglas High School and Winston Middle School; (3) one youth workshop conducted with students from the Douglas High School and a community workshop conducted with community members, elected officials; and (4) interviews with Parks Board members. The planning process was further aided by an intercept survey at special events held during the summer of 2013; (5) intercept surveys collected at Park events.

This plan combines community input with technical analysis to provide a framework for achieving both short and long-term goals and objectives that implement the community park system vision. The Plan can also be integrated into other planning decisions that relate to areas of parks planning, such as open space, connectivity, natural resources, or community spaces.

Relationship to Other Plans

The following documents have bearing on the current parks planning process and have been considered during the creation of this Parks Plan:

City of Winston Comprehensive Plan, 2006
City of Winston Transportation System Plan, 2003
City of Winston Zoning Ordinance, 2006
Winston Downtown Redevelopment Plan, 2005

Additionally, Park System Master Plans from Grants Pass, Roseburg, Talent, Junction City, Brookings and Myrtle Creek have been reviewed and form part of the basis for the revised Winston Park and Recreation Master Plan.

Report Organization

The remainder of this Plan is organized as follows:

Chapter 2: Park Inventory- Provides information on Winston's planning area, growth trends, park classifications, park service areas, and level of service. Includes planning area, classification, and service area maps.

Chapter 3: Community Needs Analysis- Provides a summary of key trends based on survey and workshop findings, and community profile.

Chapter 4: Community Vision- Presents the vision, goals, and objectives for the Winston Parks Plan. Includes a discussion of the visioning process.

Chapter 5: System Improvements- A land acquisition plan, suggested multi-use paths, and conceptual plans for Riverbend Park and Winston Community Park.

Chapter 6: Funding Strategy- Includes the current budget, funding needs, and funding recommendations.

Appendix A: Survey Data- Contains aggregated data from school-based and home-based surveys.

Appendix B: Park Design Standards by Program Area- Defines guidelines for design elements within Winston's city parks

Appendix C: Park Classifications and Design Guidelines- Provides guidance in defining park types and associate programmatic elements.

Appendix D: Capital Improvement Plan- Provides listing of improvements to be made to existing parks within Winston and opinion of costs adjusted to 2014 inflation rates.

Appendix E: Parks Inventory Worksheets- Details conditions of specific programmatic elements and furnishings within Winston's existing parks.

Appendix F: Potential Funding Sources- Provides a listing of potential donors, grants and other funding sources that could be used for capital improvements and programming in Winston parks.

Appendix G: City of Eugene System Development Charges (SDC) Methodology- Provides the City of Eugene's SDC Methodology, updated in 2014 as reference for making SDC updates to the City of Winston's parks SDC.

Chapter 2: Park Inventory

A park and recreation facilities inventory, classification, and level of service analysis are important components of a parks master plan. These components characterize the existing park system and establish a framework that helps identify current and future park system needs. The complete park and recreation facilities inventory and classification system is included in Appendices C and E, respectively. This chapter contains a summary of the parks and recreation facilities inventory, a summary of the classification system for inventoried facilities, and an assessment of the current level of service (LOS) provided by the system. This chapter also includes a discussion of the planning area encompassed by the plan.

Planning Area

Winston is located in Southern Oregon's Douglas County. The closest cities are Myrtle Creek (15 miles south), Roseburg (7 miles north) and Sutherlin (20 miles north). Winston is located just off of Interstate 5, about 5 miles from exit 119. The City sits on the valley floor between the Cascades Mountains to the east and the Coast Range to the west. The South Umpqua River surrounds the city on three sides. Much of the surrounding landscape is used for agriculture, vineyards, and timber mills. Wildlife Safari, located just north of the city, is a world-renowned natural animal habitat that provides a breeding program for endangered and exotic species.

Since 2009, the City has experienced population a static population size, although some level of growth is expected in the near future, it is currently unclear whether the Urban Growth Boundary (UGB) will be expanded within the twenty-year planning period. Therefore, the Winston parks planning process focused on a planning area within the current UGB (see Map 2-1). It should be noted that while the planning area and population of primary concern in this document is within the UGB, Winston's parks are also used by several unincorporated areas within the vicinity of the City of Winston including Green, Dillard, and Ten Mile. There are also several "islands" of unincorporated land, which house approximately two hundred residents, surrounded by incorporated Winston. These park users create additional demands upon parks system.

Parks Inventory and Classification

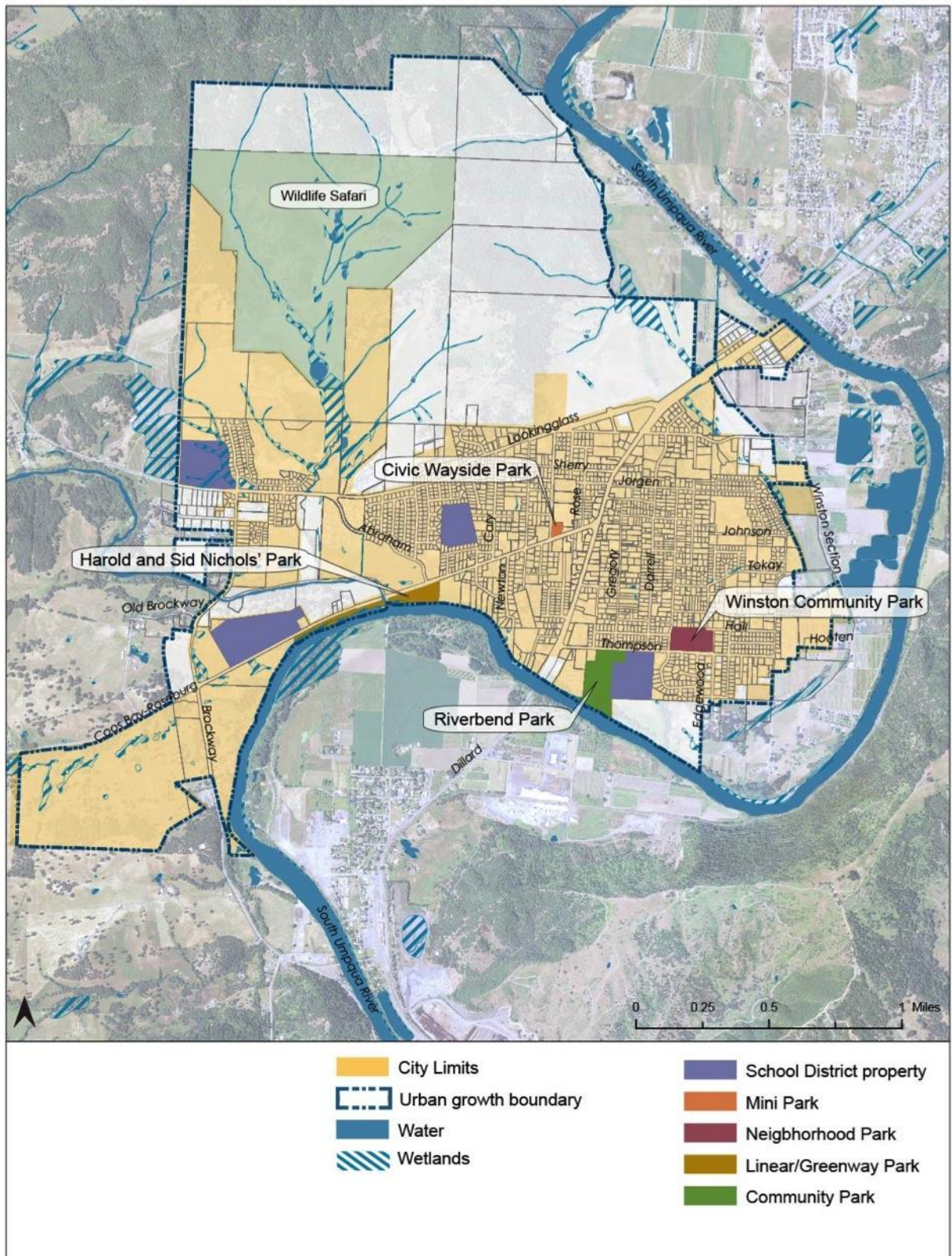
A critical step in parks planning is identifying how much parkland exists, where parks are located, what facilities and amenities parks provide and what condition parks are in. This information is used to create both a parks inventory and a classification system. The parks inventory and classification process identifies the strengths and weaknesses of a park system by revealing areas or activities that are underserved by the system, as well as overall improvements that need to be made to the system.

Parks are assessed based on level of development, amenities, size and service area. Parks are categorized into the following classification types using the National Recreation and Parks Association (NRPA) methodology: Mini Parks, Neighborhood Parks,

Community Parks, Regional Parks, Special Use Parks, Linear Parks, Greenways, Open Space/Natural Areas, and Undeveloped.

The Winston park system does not currently include any parks classified as Special Use Parks, Open Space/Natural Areas or Regional Parks. The following is a summary description of the classifications along with brief descriptions of each of the parks. A comprehensive discussion of the parks inventory and classification system is included in Appendices C and E.

Map 2-1. Winston Parks Inventory and Park Master Plan Study Area



Mini Parks

Mini parks provide passive or limited active recreational opportunities, as well as a balance between open space and residential or commercial development. Passive recreation opportunities include sitting, observing wildlife, walking and other activities that have minimal physical impact on a park site. Mini parks add activity and character to neighborhoods. Park size generally ranges between 0.25 to 1.0-acres and serves an area of approximately ¼ mile or less. Winston has one mini-park, Civic Wayside Park. In addition to Civic Wayside Park, there is an informal “pocket park” at the intersection of Elwood and Cary Streets, which is located on land currently designated as city right of way.

Civic Wayside Park is a .36-acre site, containing a gazebo, three covered picnic tables with benches, with shade trees, an identifying sign on a “Victorian lamppost,” a Dedicated Memorial Area, and two flowerbeds. The park, half of which is owned by the city and half of which the use of is donated by a business owner as a partnership, was constructed by a Ford Leadership Class and community volunteers with the help of the Wolf Creek Job Corp and a Home Depot team.



Civic Wayside Park. Photos courtesy of Greg Oldson.



Photo courtesy of GoogleEarth.

Neighborhood Parks

Neighborhood parks offer accessible recreation and social opportunities to nearby residents. Neighborhood parks provide access to basic recreation activities for nearby residents of all ages. They contribute to neighborhood identity and create a sense of place. Neighborhood parks range in size from 1 to 10-acres and serve an area of approximately ½ mile. There is currently one neighborhood park in Winston.

Winston Community Park is 8.7 acres in size. The park’s features include a small covered picnic area, restrooms, a Veteran’s Memorial area, two playground areas, tennis

and basketball area, and a turfed open space surrounding a parking area. A large community center that houses a teen center, senior center, event center, commercial kitchen that houses the Douglas County Senior meals program, and library is sited in the southern portion of the park.



Winston Community Park. Photos courtesy of Greg Oldson.



Community Parks

Community parks provide a variety of active and passive recreational opportunities for all age groups. These parks are larger in size and serve a wider base of residents than neighborhood parks. They provide educational opportunities, serve recreational needs of families, preserve open spaces and unique landscapes, and provide spaces for community activities and events. Community Parks range in size from 15 to 50-acres and serve an area of approximately 1 mile.

Riverbend Park is 18.6 acres in size, and is located at the southeastern border of Winston, along the S. Umpqua River. Currently the park contains one youth and one adult baseball field, a skateboard park, a children's playground area, a currently non-functioning drinking fountain, a functioning water spigot, restrooms, enclosed pavilion with full kitchen, outdoor stage in which many large events are held, riverside area picnic area with picnic tables, and a horseshoe pit that was built without the consent of the City. A recycling center and the City's Public Works office and equipment yard are located adjacent to the park's northeast corner. The park is in fair condition, but needs upgrading of the gravel roads, of the public areas by the river, and all other areas.



Riverbend Park. Photos courtesy of Greg Oldson.



Riverbend Park. Air photo courtesy of GoogleEarth.



Harold and Sid Nichols Park and Boat Ramp before recent improvements. Air photo courtesy of GoogleEarth.

Special Use Parks

Special use parks are public recreation areas or land occupied by a specialized facility or serves a specific function. Some of the uses that fall into this classification include special purpose areas, waterfront parks, landscaped areas, and community gardens. Winston has one special use parks at this time. In the future this classification may serve to provide a riverfront greenway and other river access, landscaped areas, and community gardens.

Harold and Sid Nichols Park and Boat Ramp is the City's newest park, is situated along the S. Umpqua River for 13.6 acres, and includes a paved entry, boat ramp, and paved parking area with biochemical toilet. It has no picnic areas or other amenities at this time and is considered underdeveloped. Five acres of the park are currently undeveloped. The Park is considered an archaeological area and analysis of historic resources must be conducted before further development happens in the park.



Nichols Park. Photos courtesy of City of Winston.

Linear Parks

Linear parks typically contain developed amenities common to mini, neighborhood, or community parks but are located along linear features such as streams and lakes. They can contain trails, landscaped areas, viewpoints, gathering spaces, and seating areas. They provide a variety of passive recreational opportunities. They can provide a transportation corridor linking neighborhoods to parks, schools and shopping areas. Winston currently has no linear parks.

Undeveloped Sites

Undeveloped sites consist of property designated as parkland, but have little or no improvements and no specific park use. Winston currently has no undeveloped sites that are designated as parkland. However, as mentioned above, a five-acre portion of Harold and Sid Nichols Park and Boat Ramp is undeveloped.

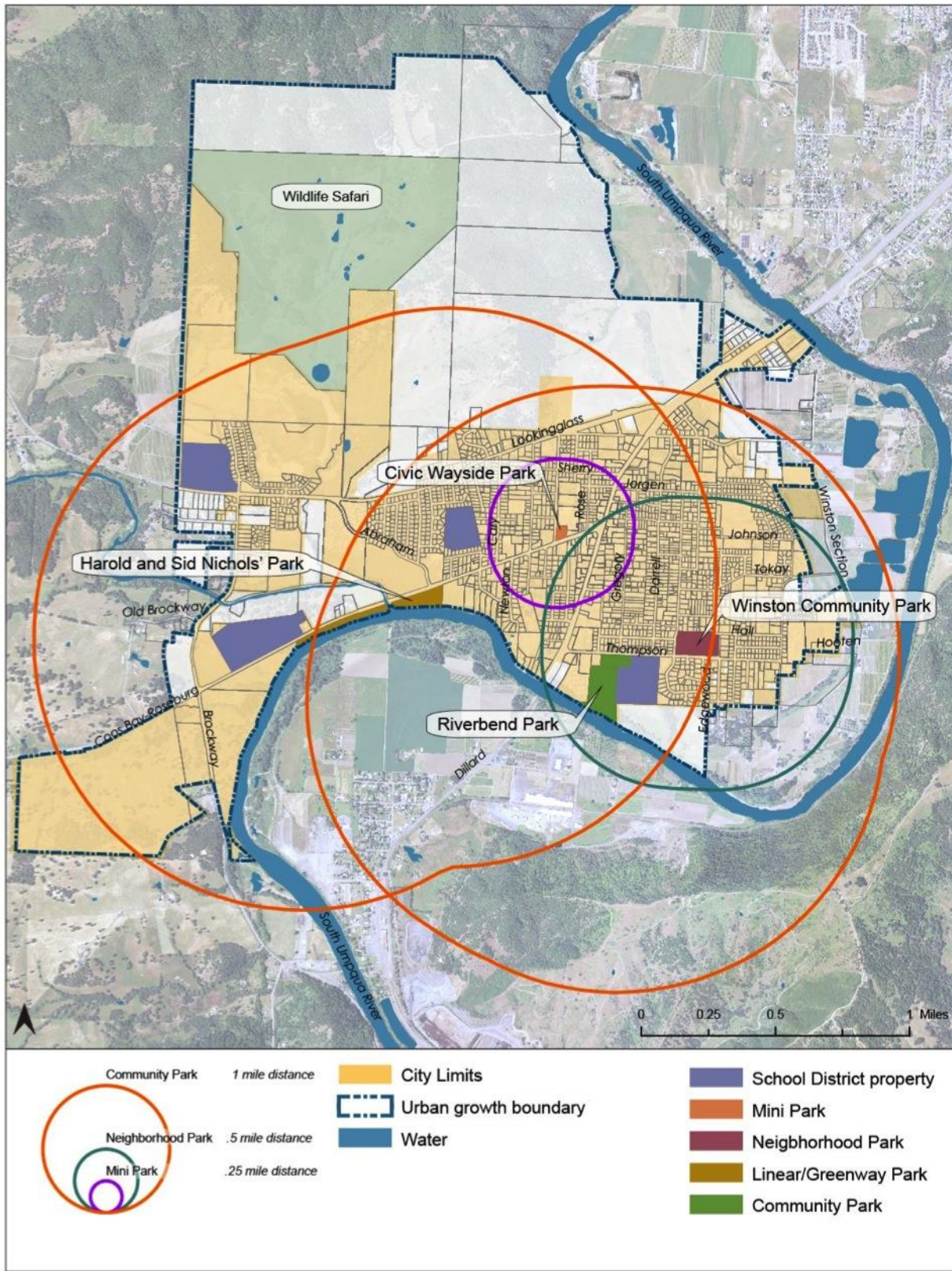
Park Service Areas

To serve the needs of a diverse population, it is important that a park system contain parks of different sizes and types. Currently, Winston contains a community, mini, and neighborhood park as well as a linear park. Each park type has a different service area based upon the park's size and type. Generally, mini parks are designed to serve residents within an approximately $\frac{1}{4}$ mile radius, neighborhood parks serve an approximately $\frac{1}{2}$ mile radius, and community parks serve an approximately 1 mile radius.

Linear parks, greenways and trails serve varying groups based on their amenities and location. In the process of determining the need for, and possible location of additional parks, it is important to identify and reference these service areas. A service area analysis will reveal which areas park system currently underserves. Map 2-2 shows park service areas. A circle represents the service area for each park.

One-quarter to one-half mile is generally accepted as the ranges of distance that people are willing to walk to access parklands. This map shows that Riverbend and Harold and Sid Nichols' Park serves the community's needs for large community parks. However, residents living in Winston's northeastern and western neighborhoods are currently underserved by parks.

Map 2-2. Winston Parks Service Areas²



² Note: A community Park service area is applied to Harold and Sid Nichols Park and Boat Ramp, as defined by National Parks and Recreation Association standards for special use parks.

Level of Service (LOS) Analysis

The Level of Service (LOS) analysis for the park system is based on existing park acreage and current population estimates for the city. The LOS is expressed as the ratio of developed park acres per 1,000 residents. This ratio provides guidance for determining the amount of parkland necessary for meeting current and future recreation needs.

A LOS standard is a measurable target for parkland development that provides the foundation for meeting future community parkland needs and leveraging funding. The LOS is used to project future land acquisition needs and appropriately budget for those needs through the Capital Improvement Program (CIP) and System Development Charge (SDC) fees. As it functions primarily as a target, adopting a LOS standard does not obligate a City to provide all necessary funding to implement the standard. It simply provides the basis for leveraging funds through the CIP and SDC revenues.

The basic function of the LOS is to ensure quality of service delivery and equity. It is a need-driven, facility-based and land measured formula - expressed as the ratio of developed parkland per 1,000 residents. For the purposes of LOS analysis, four parks in Winston are developed or partially developed: Civic Wayside Park, Riverbend Park, Winston Community Park and The Harold and Sid Nichols Park and Boat Ramp. The total acreage for these parks is 41.26 of which 35.76 acres are developed or underdeveloped. Table 2-1 displays a summary of developed parkland by classification and the existing LOS provided by the classifications. The overall LOS currently provided by the parks system is 6.6 acres per thousand. This is based on the estimated 2013 population of 5,400 residents.

Table 2-1. Summary of Parkland and LOS

Classification	Park Name	Acreage	Current LOS/1000 pop
Mini Park	Civic Wayside Park	0.36	0.1
Neighborhood Park	Winston Community Park	8.68	1.6
Community Park	Riverbend Park	18.62	3.4
Special Use Park	Harold & Sid Nichols' Park	8.1	1.5
TOTAL CITY-OWNED PARKLAND		41.26	7.6
TOTAL DEVELOPED PARKLAND		35.76	6.6
TOTAL UNDEVELOPED PARKLAND		5.5	N/A

Many cities adopt an LOS standard. This standard can be established with the intention of either maintaining the current level of service, or as a goal for an increase in future levels of service. The Winston Park Board, as proposed through this plan, has recommended adopting a LOS standard of 5.00-acres per 1,000 residents.

Population projections for the City of Winston were not available at the time of this study and therefore assumptions about the future acreage needed to accommodate the Board's recommended LOS are based on parallel population growth trends. These are displayed between the City Winston and Douglas County, which assumes a population

increase of approximately 12.5% by 2030, increasing Winston's population to 6,075. This is not including the unincorporated areas that also utilize the Winston Parks. Based on this assumption, by 2030 it is likely that the current amount of parkland owned by the City will satisfy the recommended LOS.

However, it should be noted and reinforced that the LOS does not account for the accessibility of parks to residents. When considering this question of the level of service provided by the parks system, service areas and connectivity are key indicators of a park systems usability and accessibility to the community. There are two areas underserved within the UGB of Winston: the Northeast corner and the west side of the City lack access to park space.

Chapter 3: Community Needs Assessment

The community needs analysis summarizes the key findings from the community profile, recreation trends analysis, school survey, youth workshops, park user intercept surveys, and a community workshop. These key findings guide the overall plan goals and objectives in Chapter 4. Over the course of the 20-year planning period, the goals and objectives will help establish a park system that promotes an active, healthy, livable community.

Growth Trends

The parks planning process involves identifying current community needs and predicting future trends. Since people use parks differently, understanding community demographic characteristics and trends can help to ensure that parks best fit the diverse needs of varied populations. Current and future population, economic and housing growth trends are all elements of understanding a city's demographics. Identifying growth trends allows a city to plan for park system elements that will best meet those current and future needs. Key growth trends from the Community Profile are summarized below.

Winston is a small but vital community in which a variety of age groups are profiled. Between 2000 and 2013, Winston's population increased from 4,785 to 5,400 residents, an increase of 567 residents or 11.3%. At the time of this writing 20-year population projections were not available but recent population trends suggest that growth may occur at the same rate as Douglas County. Working on this assumption, Winston's population will grow by 12.5% between 2012 and 2030, with an estimated total population of 6,075 residents.

Demographic Characteristics

Age

Table 3-1 shows the proportions of age groups in Winston and Douglas County. Winston's median age is 34.5 years old compared to a median age of 46.4 in Douglas County.³ Overall, Winston's population is younger than Douglas County.

Table 3-1: Percentage of Age Groups in Winston and Douglas County

Age Group	City of Winston	Douglas County
0-9	15.4%	10.5%
10 - 19	15.2%	11.9%
20-64	53.7%	55.9%
65+	15.7%	21.8%

Source: United States Census Bureau, 2009-2013 American Community Survey 5-Year Estimates, Table S0101 Age and Sex, retrieved from http://factfinder.census.gov/faces/nav/jsf/pages/community_facts.xhtml#none

³ American FactFinder - Community Facts. (n.d.). Retrieved from http://factfinder.census.gov/faces/nav/jsf/pages/community_facts.xhtml#none

Of particular interest to the parks planning process is the fact that Winston has a high proportion of children compared to Douglas County. Park facilities need to cater to the needs of a growing youth population. Simultaneously, the percentage of seniors throughout Douglas County and the State of Oregon is expected to grow between 2010 and 2030 so park designs also need to serve the needs of an ageing population.⁴

Race and Ethnicity

An accurate depiction of the racial background and ethnicities of a city are important to planning processes. In many instances, people from dissimilar ethnic backgrounds use parks and recreational facilities in different ways than other residents. For example, Hispanics may desire sports facilities and recreational fields that provide the opportunity to play competitive or recreational soccer with friends and family members.

Winston's population identifies as 97.8% White, 0% Black or African American, 2.1% American Indian and Alaska Native, 3.4% Asian, and 0.8% Native Hawaiian or Other Pacific Islanders. These statistics account for individuals who identify as belonging to two or more racial groups. Additionally, 4.1% of Winston's population identifies as Hispanic or Latino.⁵ Although the Hispanic and Latino population of Winston is low, this population is expanding throughout Oregon and should be taken into account when designing for Winston's parks.

Population-Specific Findings

This section includes information from the 2008-2012 SCORP for serving user groups identified in the Winston socio economic analysis. These findings should be used to supplement the socio economic findings to best meet the needs of specific user groups.

Baby Boomers

The SCORP indicates that the most popular activities for boomer and pre-boomer⁶ populations in (2008) included walking, bird watching, jogging, sightseeing, and bicycling. Walking was a popular outdoor recreation activity for all age groups and was chosen as the top activity for both boomers and pre-boomer populations. SCORP makes several recommendations for serving the baby boomer population that are relevant to Winston:

- Develop accessible trails throughout the parks system
- Encourage trail use by making sure trails are safe and accessible
- Information about trail systems should be made easily available to these users both online and hard copy
- Facilitate the development of local senior walking clubs

⁴ State of Oregon Office of Economic Analysis. (2012). Your Community Focus. Retrieved from <http://www.oregon.gov/dhs/spwpd/lrc/lrc30/douglas.pdf>

⁵ United States Census Bureau, 2009-2013 American Community Survey 5-Year Estimates, Table: DP-05 Demographic and Housing Characteristics, , retrieved from <http://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?src=CF>

⁶ Baby Boomers are Oregon residents born between 1946 through 1964, while PreBoomers are Oregon residents born between 1926 and 1945.

- Develop volunteer opportunities for the boomer population

Hispanic and Latino Populations

The demographics section notes the need to consider the needs of an expanding state-wide Hispanic and Latino population. The following recommendations were made by the State of Oregon Parks and Recreation Department (OPRD) in SCORP to address this need:

- Create a pilot project to identify how to increase under-represented population access to outdoor sports fields
- Develop recommendations for addressing language barriers to encourage under-represented population use of outdoor recreation facilities and programs. For example, signage and interpretive information should be presented in a bilingual format so that Hispanics are accommodated in the park system.
- Develop and implement a regional youth framework to encourage underrepresented youth participation in outdoor recreation activities through partnerships and investments in school based recreation clubs.

Youth Outdoor Activities

The following research is helpful in addressing Winston's youth population. SCORP research shows that children are spending increasingly more time indoors than outdoors. SCORP conducted surveys and focus groups to help determine solutions to this problem. The following results show the percentages of favorite and second favorite ranked outdoor activities by age range.

Table 3-2. Favorite and second favorite outdoor activities, by youth age

Age	Activity	Favorite	Second
3-5	Parks/playgrounds	42	20
	Outdoor field games	17	13
	Fishing	17	13
	Play w/ friends	17	13
6-11	Biking	30	16
	Outdoor field games	22	28
	Parks/playgrounds	11	4
12-14	Outdoor field games	28	14
	Outdoor court games	23	13
	Camping	9	11
15-17	Outdoor field games	14	20
	Camping	10	5
	Biking	9	2
	Swimming	9	5

Source: *Statewide Comprehensive Outdoor Recreation Plan (SCORP), 2008*

Demographic Characteristics Findings

Winston's socio economic trends help inform the planning and development of individual parks and the system as a whole. The community's age distribution highlights the current and future need of parks for children, teenagers and senior populations. Key findings and conclusions from the include:

- Winston should plan to accommodate a slowly growing population in their parks system.
- Winston should anticipate the needs of a growing baby boomer and senior population and plan to develop park facilities that accommodate these age groups.
- Winston should plan for a Hispanic community and work with those communities to provide parks that meet their needs.

Economic Characteristics

The economic base of Oregon experienced a decline in the timber industry in the mid 1980's, with this decline came a change in the landscape of the employment in the state and the region. Currently, much of Oregon is focusing on transforming its economy from a resource extraction base to a service and manufacturing focused economy. The city of Winston is a part of the Roseburg metropolitan area, which provides employment for many Winston residents.

Income

The economic characteristics of a community, similar to its educational attributes may impact the willingness of citizens to fund the park system through an endowment, general fund taxes or other methods. Furthermore, additional policies that could better fund the park system will require a willingness and support from residents to support the recommended strategies. A disposable income that allows residents to pay for park services or the creation of a park district could greatly benefit the Winston park system. Accordingly, citizens must have the capability to afford the additional expenditures. Data on Winston as compared to Oregon and Douglas County suggest a slightly diminished capacity to fund the parks by drawing from its residents in the form of a parks fee or other policy measure.

Winston has a lower average median income than Douglas County. Table 3-3 indicates the median income for families and households, poverty levels and unemployment characteristics for Winston and Douglas County. The American Community Survey generated these averages through aggregating data over a five-year span (2009-2013); the income distribution is displayed using 2013 inflation-adjusted dollars.

Table 3-3. Income Characteristics, Winston, 2009-2013 (5-year average)

Economic	City of Winston	Douglas County
Household Median Income	\$32,232	\$40,524
Family Median Income	\$35,729	\$48,420
Families Below Poverty	25.2%	13.7%
Unemployment	8.7%	7.4%

Sources: 2013 U.S. Census ACS 5-Year Estimates, Table DP03 Bureau Selected Economic Characteristics, retrieved from http://factfinder.census.gov/faces/nav/jsf/pages/community_facts.xhtml#none

School-based and Household Surveys

Members of the Friends of the Winston Park administered a school-based survey to the entire Winston Dillard School district. The secondary students received an electronic survey while the primary and elementary students had a paper survey that went home to 1,000 Winston and Dillard residents. The school-based survey provides a broad assessment of community attitudes toward parks and open spaces. A total of 680 surveys were returned with 613 respondents identifying themselves as residents of the City of Winston.

Key findings include:

- Parks are very important to Winston's quality of life. Sixty-six percent of respondents said that parks are very important, 24% felt that parks are important. Only 4% said that parks are somewhat or very unimportant.
- The most frequently visited park is Winston Community Park (including the Winston Community Center housed in the park) with 400 people stating they visited it within the last year one or more times, but only narrowly ahead (by four points) of Riverbend Park.
- Active recreation is more popular than passive activities in the Winston Parks. Outdoor family events (picnicking, playing at the park, etc.), water-related activities, walking and jogging, and group sport activities are the most popular.
- In response to the question requesting what facilities they would most use if developed, respondents answered more playgrounds (age-appropriate and separated was mentioned frequently) and picnic areas. Lighting for safety in all the parks was requested in over half the responses.
- In developing new parks, in addition to playgrounds and picnic areas, people would most like to see a dog park; water features; walking paths, trails and connectivity; athletic fields; and nature areas.

Youth Workshops

Youth have different park system needs than adults. Douglas High School Leadership class held a youth workshop to look at park system needs and design. Using key findings from this workshop in developing the Parks Plan goals and objectives ensures that the parks system meets the needs of the youth population. Youth identified the following items as important for the park system as a whole:

- Biking and walking routes with connectivity through the community
- Activities and play structures for older youth, not merely for elementary age youth. Examples included rock climbing, challenge course, water play areas, community garden, sand volleyball courts and a dog park
- Restrooms and water fountains in the parks

Community Workshop

The purpose of the community workshop was to determine community opinions about the strengths and weaknesses of the current parks system, and to gain a community vision to guide the park planning process. Nearly 20 community members attended the Oct. 29, 2013 Focus group/community workshop. Key findings from the community workshop are used to ensure that the park system meets the diverse needs of the community as a whole.

- Focus of active uses for younger youth
- Winston's parks currently lack active uses for older youth
- Lack of community gathering spaces
- No area for walking dogs
- Lack of covered picnic areas

Vision elements

- Focus on connectivity
- Balance active and passive park uses
- Improve access to parks for all areas of Winston

Summary

Five common themes regarding the park system goals emerge from the community profile, recreation trends analysis, school survey, youth workshop, and community workshop:

Connectivity: Provide walking, biking and hiking connections throughout the planning area.

Diversity of Park Activities and Locations: Balance active and passive park uses and provide a range of activities to ensure that people have access to a diverse variety of park usages. Acquire land to ensure a diversity of service to all areas of Winston.

Stewardship: Ensure that the community is involved and invested in maintaining and developing its park system. Uphold a level of maintenance that fosters community safety and pride in the parks system. Promote park design that increases safety, promotes public interaction and provides community spaces.

Natural Resources: Identify and preserve natural areas and open space as part of the park system.

Funding: Prioritize and provide funding opportunities to make the community parks system vision financially feasible.

Chapter 4: Community Vision

This chapter outlines the vision, goals, and action item of the Winston Parks Master Plan. The vision, goals, and action items provide immediate and long-term guidance for the development, capital improvements, operation and maintenance decisions made for Winston's system of parks, with the intention of creating a thriving parks system that supports the recreational needs of Winston's population.

Vision

Winston residents want a diverse park system that allows for non-motorized connectivity between parks. The themes of connectivity, diversity and stewardship emerged from community input, leading to the following vision statement:

"We envision an interconnected and accessible system of vibrant public spaces and natural areas that support a diversity of recreation opportunities, ensuring a healthy, active and beautiful place to live,

The following nine system goals and subsequent action items were developed to define Winston's vision.

Goals and Action Items

This section provides goals and action items to guide the implementation of Winston's vision for its park system. Combined with specific actions in the Capital Improvement Program and Parkland Acquisition Strategy, this section provides for the development of a high quality, equitable system of parks facilities and services.

This plan defines goals and action items as follows:

- Goals represent the general end toward which an organizational effort is directed. The following goals are statements of the community's aspirations as they relate to parks, open spaces, and natural areas.
- Action Items are measurable statements, which identify specific steps needed to achieve the stated goal.

Goal 1: Parks Planning

Establish a coordinated process to plan a parks and recreation system that will meet the present and future needs of Winston residents.

- Action Item 1.1: Engage stakeholder groups, community members, and other regional recreation providers in the parks planning process.
- Action Item 1.2: Coordinate planning and programming efforts for natural areas and open space conservation, project partnerships, and community planning with county, state, and federal agencies.
- Action Item 1.3: Update the Parks Master Plan every two years to ensure it continues to address the needs of the community.
- Action Item 1.4: Annually review the Parks System Capital Improvement Plan and update cost estimates.
- Action Item 1.5: Prepare master plans for the development, maintenance, and operation of parklands within 2 years of land acquisition.
- Action Item 1.6: Offer youth sports programs and activities within Winston Parks to increase usage and better serve children and teenagers

Goal 2: Maintenance and Operations

Provide exceptional City parks through regular maintenance to ensure safe, healthy and accessible spaces/ parks.

- Action Item 2.1: Upgrade and/or replace facilities or equipment that is in poor condition, i.e., restrooms, playground equipment, picnic facilities, etc.
- Action Item 2.2: Repair acts of vandalism or other damage within 48 hours, or as soon as possible.
- Action Item 2.3: Provide a continuous training program for permanent employees to enhance professional maintenance operations.
- Action Item 2.4: Provide adequate staffing for maintenance and operations. Consider increasing parks staff FTE to between 1.3-1.5.

Action Item 2.5: Strengthen relationships between the City of Winston, the Winston Parks Board, Friends of the Winston Parks, and Winston Police Department.

Action Item 2.6: Create a dedicated funding stream for parks maintenance and operations.

Goal 3: Level of Service

Establish a Level of Service (LOS) that will guide land acquisition efforts for future parklands. Ensure that developed parklands adequately serve all areas and populations within the City.

- Action Item 3.1: Adopt a Level of Service Standard of 5 acres per 1,000 residents.
- Action Item 3.2: Coordinate the land acquisition recommendations and Capital Improvement Plan in this document to prioritize areas of greatest need.

Goal 4: Trails and Connections

Enhance and improve connectivity and accessibility throughout the City utilizing trails, pathways, greenways and the existing transportation infrastructure.

- Action Item 4.1: Create a Trails Sub-Committee in conjunction within the Parks Board to implement the trails system improvements outlined in the CIP.
 - Action Item 4.2: Utilizing areas within the floodplain, easements, and parklands, the city should expand trails and connections to underserved areas.
 - Action Item 4.3: Create standardized trail signage and create trailheads and kiosks for educational and interpretative services.

Goal 5: Natural Resources and Open Space

Acquire and preserve natural resource areas and open space with unique ecological, historical, and regional significance.

- Action Item 5.1: Identify, prioritize and acquire wetlands, riparian corridors, and upland oak savannah for integration into the Winston Parks System.
- Action Item 5.2: Preserve and expand the S. Umpqua River corridors for wildlife, water quality and overall community health.
- Action Item 5.3: Preserve areas of open space to protect habitat and corridors that connect to regional open spaces.
- Action Item 5.4: Protect and provide access and secure natural resource and open space sites through direct acquisition of property or cooperation with private developers and public agencies.

Goal 6: Parkland

Acquire additional parkland to ensure that recreation needs of residents throughout Winston are adequately served by park facilities.

- Action Item 6.1: Complete development and improvements on all existing Winston Parks.
- Action Item 6.1: Acquire and develop parks in areas within the UGB that are currently underserved by parks, or in areas that will need to be served by parks in the future.

- Action Item 6.2: Develop standards for all parkland acquisitions including dedications, conservation easements, partnerships and purchases.
- Action Item 6.3: Utilize the land acquisition recommendations outlined in this document to analyze and guide future land acquisitions.

Goal 7: Funding

Provide various mechanisms for funding existing and future parks and recreational facilities.

- Action Item 7.1: Review the Systems Development Charge rate every 2 years.
- Action Item 7.2: Identify and secure appropriate funding sources for operations, parks maintenance, and future land acquisition.
- Action Item 7.3: Coordinate staff resources and private partners to pursue parks, open space, and recreation related grant funding, to include amenities and safety needs.
- Action Item 7.4: Reinvigorate the parks and recreation district to provide a consistent funding source, staffing, maintenance, and recreational services to the City of Winston.
- Action Item 7.5: Create a sustainable funding stream to pay for parks operations and maintenance.
- Action item 7.6: Create a gift catalog.
- Action item 7.7: Create both a youth and adult volunteer corps with a coordinator.
- Action item 7.8: Utilize Jobs Program through Umpqua Community College to supplement City Staff.

Goal 8: Parks Stewardship and Community Pride

Increase community involvement, awareness and stewardship of the Winston parks system.

- Action Item 8.1: Develop natural resource and stewardship plans for individual parks, natural areas, and open spaces within the Winston parks system.
- Action Item 8.2: Develop and coordinate volunteer opportunities emphasizing the maintenance of existing parks, open spaces and natural resource areas. Consider the creation of a “Winston Parks Volunteer Corps.”

- Action Item 8.3: Provide opportunities for community involvement, such as sponsoring community park events that focus volunteer efforts on one particular project and provide community interaction. These could include: “Winston Park Days” in mid-summer, “Winston Park Clean-Up Day” on Earth Day, and “Winston Harvest Festival” in the fall.
- Action Item 8.4: Provide venues for sports and other family style activities and leagues that encourage various ages and groups in active participation throughout the year.
- Action Item 8.5: Develop and incorporate community initiated stewardship activities into the Winston parks system.
- Action Item 8.6: Develop a stewardship education and outreach action plan to include schools, community groups, and civic activities.

Goal 9: Park Design

Design and manage City park environments that are conducive to user enjoyment and respectful of limited resources.

- Action Item 9.1: Incorporate identified community needs and current trends into park designs.
- Action Item 9.2: Integrate water and energy conservation into the design for sustainable and low maintenance park features.
- Action Item 9.3: Encourage ecological park maintenance practices that will increase water quality.
- Action Item 9.4: Utilize locally produced goods, materials and services whenever possible for the development and improvement of the Winston park system.
- Action Item 9.5: Establish an individual Master Park Plan for all existing Winston parks and proposed future parks.
- Action Item 9.6: Institute adequate lighting in all parks for the safety of those who use them.

Chapter 5: System Improvements

Communities are strengthened by a sufficient supply and variety of parks, trails and pathways, and open space/natural areas. Based on this plan's evaluation of the current park system, and input received from the community, the acquisition of new land is important to developing and maintaining the park system. This chapter provides a strategy for identifying and acquiring potential areas for parks, trails and pathways, as well as natural areas and open space. Site designs for Riverbend Park and Winston Community Park can be found at the end of this chapter. It is also recommended that further development at Harold and Sid Nichols Park and Boat Ramp is explored however, at this time further archaeological analysis is needed before a site design can be formulated.

Parkland

Existing Park System

The City of Winston currently owns and maintains 36.56 acres of developed and underdeveloped parkland, of a total 41.56 acres owned. This includes Civic Wayside Park, Winston Community Park, River Bend Park and Harold and Sid Nichols Park and Boat Ramp. These parks were identified due to the extent of recreational amenities and improvements in them. Winston currently has a population of 5,400, resulting in a level of service (LOS) of 6.6 developed or underdeveloped acres per 1,000 residents. Table 5-1 breaks down Winston's LOS provided by park type. The Winston Park Board, as proposed through this plan, has recommended adopting a LOS standard of 5 acres per 1,000 residents.

Table 5-1. LOS and Projected Parkland Needs

Classification	Park Name	Acreage	Current LOS/1000 pop	2035 LOS w/Current Acreage	Acreage Needed to Meet 5.0 LOS in 2035
Mini Park	Civic Wayside Park	0.36	0.1	0.1	n/a
Neighborhood Park	Winston Community Park	8.68	1.6	1.4	n/a
Community Park	Riverbend Park	18.62	3.4	3.1	n/a
Special Use Park	Harold & Sid Nichols' Park	8.1	1.5	1.3	n/a
TOTAL CITY-OWNED PARKLAND		41.26	7.6	6.8	N/A
TOTAL DEVELOPED PARKLAND		35.76	6.6	5.9	30.4
TOTAL UNDEVELOPED PARKLAND		5.5	N/A	N/A	N/A

Population projections for the City of Winston were not available at the time of this study and therefore assumptions about the future acreage needed to accommodate the Commission's recommended LOS are based on the parallel population growth trends displayed between the City of Winston and Douglas County, which assumes a population increase of approximately 12.5% by 2035, increasing Winston's population to 6,075.

Projected Parkland Needs

In order to increase accessibility to Winston's parks LOS as the City grows in both population and size, the acquisition and development of new parkland will be necessary.

Deficiencies in Winston's current park system include a number of areas that are underserved by parks and an overall need for more development in existing parks. Under-developed parkland includes all parks. Some of the properties are projected to function primarily as natural areas/open space and provide passive recreation uses, although portions may be developed to provide limited active uses.

Table 5-1 displays the cumulative amount of developed parkland needed to maintain an LOS standard of 5.0 based on future population projections through 2035 (assuming immediate development of all existing land). Based on this assumption, by 2035 it is likely that the current amount of parkland owned by the City will satisfy the recommended LOS.

However, although Winston's LOS standard does not imply the need for future parkland acquisition, major inequities exist in residents' access to parks. When considering equity and access access, service areas and connectivity are the metrics that should be considered. Highways 42 and 99 create major barriers to bicyclists and pedestrian wishing to access Winston's parks. Therefore parks should be developed in areas that are currently underserved without requiring park users to cross highways.

Parkland Acquisition

A major goal of the Parks Master Plan is to provide parks within walking distance (1/2-mile) of all residential areas. Though a number of parks exist throughout Winston, sections of the city are currently underserved or not served at all by developed parks. These areas, because of their lack of developed parkland, constitute potential parkland acquisition areas.

Parkland acquisition is a priority in future growth areas. Map 5-1 displays recommended areas for parkland acquisition. Recommendations are based upon community and Park and Recreation Commission input, GIS analysis of tax lot data, and other City plans (i.e., Comprehensive Plan, Transportation System Plan). Additional consideration focused on the need to address physical barriers, which may limit service in areas that appear served. For example, Highway 42 and Douglas Avenue exist as access barriers to portions of the residential areas. The recommendations for parkland acquisition are as follows:

- A-1: Acquire land west of Abraham Ave. to ensure the increase connectivity to Nichols Park and to create a buffer on Lookingglass Creek.
- A-2: Acquire parkland in the northeast portion of the city and proposed future growth area.
- A-3: Acquire parkland suitable for a mini park or neighborhood park in the southwestern portion of the city, in the neighborhood bordered by the South Umpqua River, Highway 99 and Highway 42.
- A-4: Collaborate with the Winston-Dillard School District to offer school grounds as neighborhood parks, with a division of costs of development and maintenance incurred by both the City and the School District.

- A-5: Identify and acquire land within the UGB appropriate for an off-leash dog park. This park should be at least one acre in size to accommodate the entire community of Winston.
- A-6: Consider re-zoning the current “Pocket Park” at the intersection of Cary and Elwood Streets as Parkland to allow parks funding to be spent on improvements and maintenance.

Open Space and Natural Areas

Critical to a park system is the provision of natural areas and open space. Natural areas and open space are undeveloped lands primarily left in their natural state with passive recreation uses as a secondary objective. They are usually owned or managed by a governmental agency and may or may not have public access. This type of land often includes wetlands, steep hillsides or other similar areas. In addition to open space and natural areas, which are typically acquired or dedicated to the City or other public agencies, conservation buffers can be overlaid on property to preserve open space and natural resources.

Winston currently has no designated open space or natural areas. Map 5-2 provides a visual reference for the following three priority areas for open space and natural area acquisition.

- O-1: Acquire or conserve open space along the South Umpqua River to build a future greenway or trail and to improve water quality and habitat along the river corridor through Winston.
- O-2: Acquire land or seek a partnership with the Cow Creek Tribe to conserve open space along in the northern area of Winston’s urban growth boundary for the purpose of developing a trail system and protecting habitat throughout this natural area.
- O-3: Acquire or conserve open space directly east of Riverbend Park along the South Umpqua River to build a trail and/or off-leash dog area.
- O-4: Acquire or seek partnership with a landowner in the northeast corner of the city to facilitate open space for residents in area.

Bikepaths and Multi-Use Trails

Existing Facilities

There are several existing bikepaths or walking routes in Winston. Proposed additions seek to expand the connectivity of existing multi-purpose paths. Existing routes include:

- Roseburg-Winston Multi-use Path: .56 miles (within city limits) along Highway 42 on the east side of town, connecting Winston to Roseburg, ends at Lookinglass Road and becomes separated sidewalk and bicycle lane.

- Highway 99 Bike Lanes: 1.01 miles along Highways 99 and 42 (Main St.) from Lookinglass Road to Thompson Avenue.
- Highway 42 Bike Lanes: .82 Miles along Highway 42 from Highway 99 (Main St.) to Lookinglass Creek.

Transportation System Plan (TSP) Proposed Bike Lanes

The TSP is a comprehensive transportation plan that guides management of existing transportation systems and development of future transportation systems for a 20-year planning period. The Transportation Plan proposes several new on- street bike lanes to increase connectivity. TSP proposed bike lanes are included in Map 5-2, The TSP is the sole regulating document for bike lane planning, however the Park Master Plan identified additional connections to TSP proposed bike lanes. Further analysis and integration is necessary.

The City of Winston should develop a Pedestrian and Bicycle Master Plan to be adopted by City Council and integrated into the next Comprehensive Plan update. This document should integrate the goals and recommendations of the Transportation System Plan with this Parks Master Plan.

Paths and Trails Proposed by the Parks Master Plan

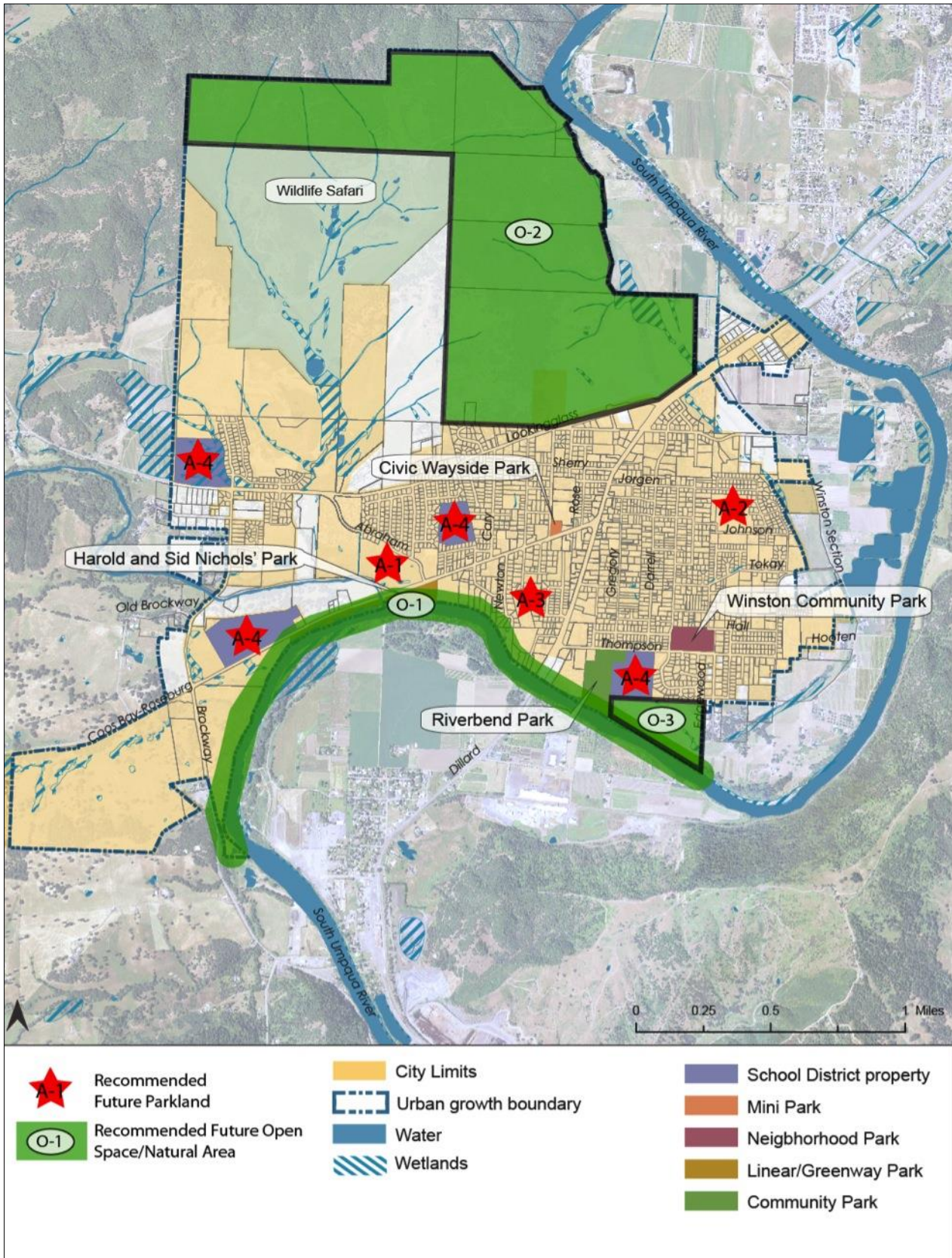
As part of the parks master planning process, the Park Board survey and staff identified a need for increased trails and pathways throughout the planning area. Community growth trends, recreation analysis, community survey, community workshops and parks board suggestions all contributed to identifying the overall need for improved connectivity. Walking was identified in the community survey as the one of most frequently practiced recreation activity. Trails and connections were identified during the needs analysis as important recreation needs. This Plan proposes five new multi-use paths:⁷

- T-1: South Umpqua River Trail- 13,000 feet from Nichols Park to Riverbend Park. This trail could extend past Riverbend Park to the undeveloped land just east of Riverbend Park. This trail could also tie into the multi-use loop path and walking trails in Riverbend Park. Because this path is proposed through several private properties it will be necessary to collaborate with landowners to either allow conservation easements or subdivision of properties.
- T-2: Riverbend Park Multi-Use loop and riverfront trails- 3,696 feet of multi-use paths parallel to the roadway in Riverbend Park and walking paths near the river are proposed in the lower portion of the park. See Riverbend Park Design for further detail.

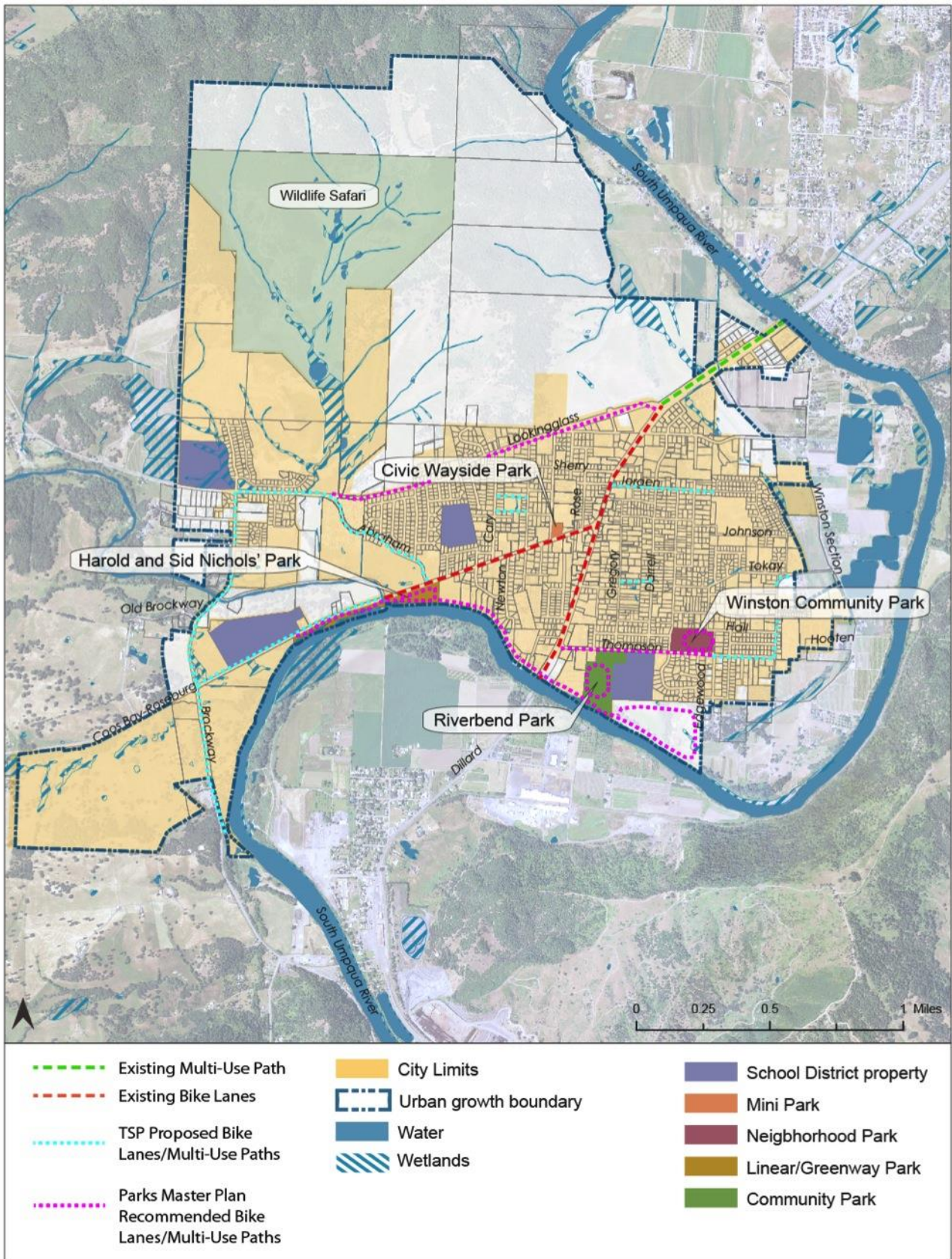
⁷ Note that further analysis is necessary to determine a trail system through the area proposed for open space in recommendation O-4. Therefore, no detail on a path system through that area is presented at this time.

- T-3: Winston Community Park Multi-Use paths- 2,600 feet of multi-use paths throughout Winston Community Park.
- T-4: Thompson Avenue Bike Paths- 3,009 feet of separated bike lanes connecting Highway 99 to Winston Community Park.
- T-5: Lookingglass Road Paths- 6,970 feet of separated bike lanes connecting Highway 99 to Abraham Road.

Map 5-1. Winston Proposed Future Parkland and Open Space



Map 5-2. Winston Proposed Bike Lane, Path, and Trail System



Proposed Riverbend Park Design Concept

Overview

Riverbend Park is 18.62 acres in size and is designated as a community park. The park is bordered to the north by Thompson Avenue, to the south by the South Umpqua River, to the east by a recycling facility and the City's Public Works Shops, and to the west by a privately owned mobile home community.

While the park has technically been fully developed, the current design of the park is incomplete and is in need of more definition of places within the park, replacement of furnishings, more vegetation, designated and defined parking areas, routes for pedestrians and bicyclists, updates to the amphitheater stage, and more children's play equipment.

This design concept for Riverbend Park divides the park into an unfolding series of landscape rooms, weaving together existing infrastructure that serves as an amenity to the community into a more easily navigable and cohesive design. Landscape rooms are generally defined by groupings of trees and circulation paths. The following section describes a narrative for each landscape room or park zone in the design and the improvements that have been recommended. Note that pedestrian scale lighting should be included along all walking paths aside from in the Riverfront Picnic area.

Figure 5-1 shows the proposed park design. Before moving forward with making improvements to the park it is highly recommended that the City retains the services of a licensed landscape architect to guide the park's renovation from this design concept through construction documentation and building phases.

Park Entry

Park visitors access Riverbend Park via Thompson Avenue, which has been enhanced to slow traffic at the entry with curb bump outs. Plantings at the entry have been improved by the addition of an irrigation system and any high-maintenance or dying plantings have been replaced with drought-tolerant native or native analog plants. The entry archway has been updated, upgraded, or replaced but continues to reflect the town's link to the Wildlife Safari through the gateway's design. A pedestrian path runs parallel to the driveway into the park.

Loop Driveway

The existing loop driveway has been widened to 18 feet to allow very slow-moving two-way traffic, although the primary direction of traffic will likely be counterclockwise. Traffic on the loop drive should be limited to 10 mph, allowing for pedestrians and bicyclists to feel comfortable on the driveway. The road should be paved with a hard material to prevent dust, such as concrete or asphalt.

Skate Park

The skate park area continues to be developed to provide shade through vegetation, and small shelters. Options for seating should be explored such as fixed benches. A graffiti or chalk wall (with chalk provided) could direct the creative energy of teenage park visitors, creating an opportunity for teens to compete to improve their artistic skills. If

inappropriate messages or images are found on the wall, the entire wall should be repainted as immediately as possible to send a message that non-family friendly artwork is not acceptable.

Festival Plaza

The festival plaza serves as link between the general parking area, skate park, newly expanded playground area, pavilion and associate lawn, and the amphitheater and stage lawn. The festival plaza's primary entry point is through a custom trellis with an integrated bike parking area and seating that provides a place to drop-off and pick-up point for park visitors. Seat walls and gateways to the other landscape rooms define the plaza's edges. The plaza paved by permeable concrete that has been stained with an artistic pattern to be determined in further detail by working with a concrete staining expert before the construction process begins.

Pavilion and Pavilion Lawn

The pavilion building has been enhanced with a trellis over the entryway that provides a place to stand in the shade outside and a front porch feeling. A section of the plaza's paving has been extended to the south side of the pavilion, providing it with a terrace area. Behind the pavilion, the lawn has been enclosed by a row of trees, extending the pavilion and defining the space to create a backyard for the pavilion that could allow pavilion activities to more comfortably happen outside when the weather is amenable. The pavilion terrace and lawn house four movable, ADA-accessible picnic tables to allow for flexibility for outdoor events associated with the pavilion.

Basketball Court

The basketball court has been repaved and the backboards and baskets have been replaced. Trees planted to the north, south, and east provide a sense of enclosure to the space and provide shade.

Playground and Informal Lawn

The playground area has been expanded to the south of its current location with play equipment that serves multiple age groups. Fitness equipment for adults sits at the southeast corner of the playground expansion and connects to the loop driveway.

Amenities for pre-teens may include a climbing boulder or other climbing elements as well as other movement oriented equipment. A spray-play fountain area with a safari theme has been installed and runs during late morning to late afternoon hours in the summertime. The entire playground area is bordered with a low fence to create a boundary, giving parents a defined area that their children are playing in while also being able to relax and observe from the edges while seated on benches or picnic tables.

To the south of the playground area an informal lawn creates an outdoor classroom, with a walking path along the inside edge of the tree planting. Benches along the path allow parents to watch kids as they play in the lawn area.

Amphitheater and Lawn

Most visitors enter the amphitheater area through a gateway from the Festival Plaza, with a design that matches the aesthetic of the trellis elements within the Festival Plaza. The amphitheater stage has been updated with doors that protect the stage from the elements while also allowing a small section of stage to be used informally when the stage is dark. A small, informal patio area with permeable paving has been added to the back of the stage, allowing for an equipment staging area and costume changes if stage users bring privacy screens with them to the shows. A concrete path loops around the stage lawn allowing for wheelchair and stroller accessibility and three concrete pads provide stable surfaces for seating for persons who use wheelchairs or other mobility devices.

A berm has been built to create separation of space between the ball fields to the south and the lawn to the east. The berm is about 5 feet higher than the lawn stage and has an organic shape. The backside of the berm leads to the multiuse fields below and creates a small hill for kids to roll and sled down when it snows in town. The berm is planted with native Oregon white oaks, referencing historic oak savannahs found throughout Oregon.

Multi-Use Field

To the south of the stage and informal lawns the baseball diamond has been reoriented to the southeast corner, creating a field that could be used simultaneously for a baseball game and also a youth soccer game. Aside from the baseball diamond, the field does not have permanent markings or goals, allowing for flexibility of use. Bleachers are placed to the east and south of the field. Stadium lights that used to subdivide the space have been moved to surround the multi-use field.

Riverfront Areas

At the park's southern end, the design becomes less formalized with a meandering path system, picnic area, and a beach along the river. The design aims to retain all existing trees aside from any that have been identified as hazards. The path system leads to a view platform at the southwest corner, affording views of the ridges to the south of the park. In the eastern portion of the picnic area a memorial gazebo offers covered seating for visitors. Fifteen picnic tables are placed throughout the top terraces of the Riverfront section of the park.

The path system switchbacks down the slope towards the river at a gentle grade leading to a beach area with a circle of boulders that have been placed at a 10-foot radius in the river along the beach. This area could be seen as a contained, informal splash play area or as an environmental art piece.

Parking Areas

Motorists may choose to park in the general parking area, which may accommodate 80 cars and is paved with a porous asphalt or concrete and parking spaces are marked. This parking area also uses bioswales to collect stormwater runoff. The swales are planted with trees to provide shade for parked cars. Backstage parking at the amphitheater

accommodates up to 20 cars and parking at the southern end of the park for the baseball field and picnic areas can accommodate up to 25 vehicles.

Overflow Parking

In the future, the recycling center could be asked to vacate the site. If so, that area may provide a second entry to the park and may be used as overflow parking.

Figure 5-1 Riverbend Park Design Concept



Winston Community Park Renovations

Overview

Winston Community Park is 8.68 acres in size and is designated as a neighborhood park. Thompson Avenue borders the park to the south, SE Grape Avenue borders the park to the west, to the east SE Edgewood Avenue borders the park to the east, and the park is bordered to the north by private residential backyards.

While the park has technically been fully developed, the current condition of the park is incomplete and is in need of more developed design elements, replacement of key structures, development of a path system, and more shaded areas. Descriptions of major new design elements are provided below. Improvements requiring the design services of a licensed landscape architect are called out in design element descriptions below. Figure 5-2 diagrams the design elements suggested in this plan update.

Native/xeric plant garden with interpretive walk

At the east end of the park the current planting area is updated to create an interpretive garden featuring native and other drought tolerant trees, shrubs, herbs and perennials. Welcome signs at the entry point and signs marking plants educate visitors about creating gardens with minimal water use. Adding more plants to the existing swale will enhance its function as well.

Amphitheater

The Winston Community Center was designed with the option to connect the stage on the building's east side to the future outdoor amphitheater. The amphitheater will be built with a modest stage and sculpted lawn seating to the east. The stage will connect to the backstage of the indoor theater.

This element should be designed and built with the consultation of a landscape architect.

Paths

Approximately .75 miles of ADA accessible paved and unpaved trails provide a pleasantly shaded experience for pedestrians and slow-moving bicyclists through the parks, connecting the parks areas. The large veteran's memorial at the park's southeast entrance is used as a trailhead, providing a park map for the path users. All paths should have human-scale lighting placed at regular intervals.

Multi-Use Sports Field

The existing open lawn area to the south of the sports courts will be regarded to create a level field for unprogrammed play. The field is large enough to accommodate informal softball games and under-12 soccer matches. The existing restroom structure has been deconstructed to provide more open space for the multi-use field.

Veterans Memorial Wall

An artistically designed memorial wall connects the existing veterans memorial.

New Picnic Shelter/Restroom Building

The existing restroom and picnic structures have been deconstructed and a combination picnic shelter/restroom building is located on the site of the old picnic structure. The picnic area can accommodate a large birthday party. The entire structure is approximately 500-800 sq. ft. in size.

This element should be designed and built with the consultation of an architect and landscape architect.

Picnic Area and Reader's Fountain

A mature canopy of deciduous trees currently shades the park's southeast corner. Picnic tables and benches create a shaded, open picnic area for park visitors. Additionally, a small fountain with benches is located in the area to create a peaceful spot for library users to read the books they borrowed downhill at the Winston Community Center.

These elements should be designed and built with the consultation of a landscape architect.

Play Area

The existing wooden play structure, focused for ages 4-10 has been replaced with a new structure, appropriate for the same age group. Additionally, two more play structures have been added- one structure provides age-appropriate equipment for toddlers and the other expands opportunities for the 4-10 age group.

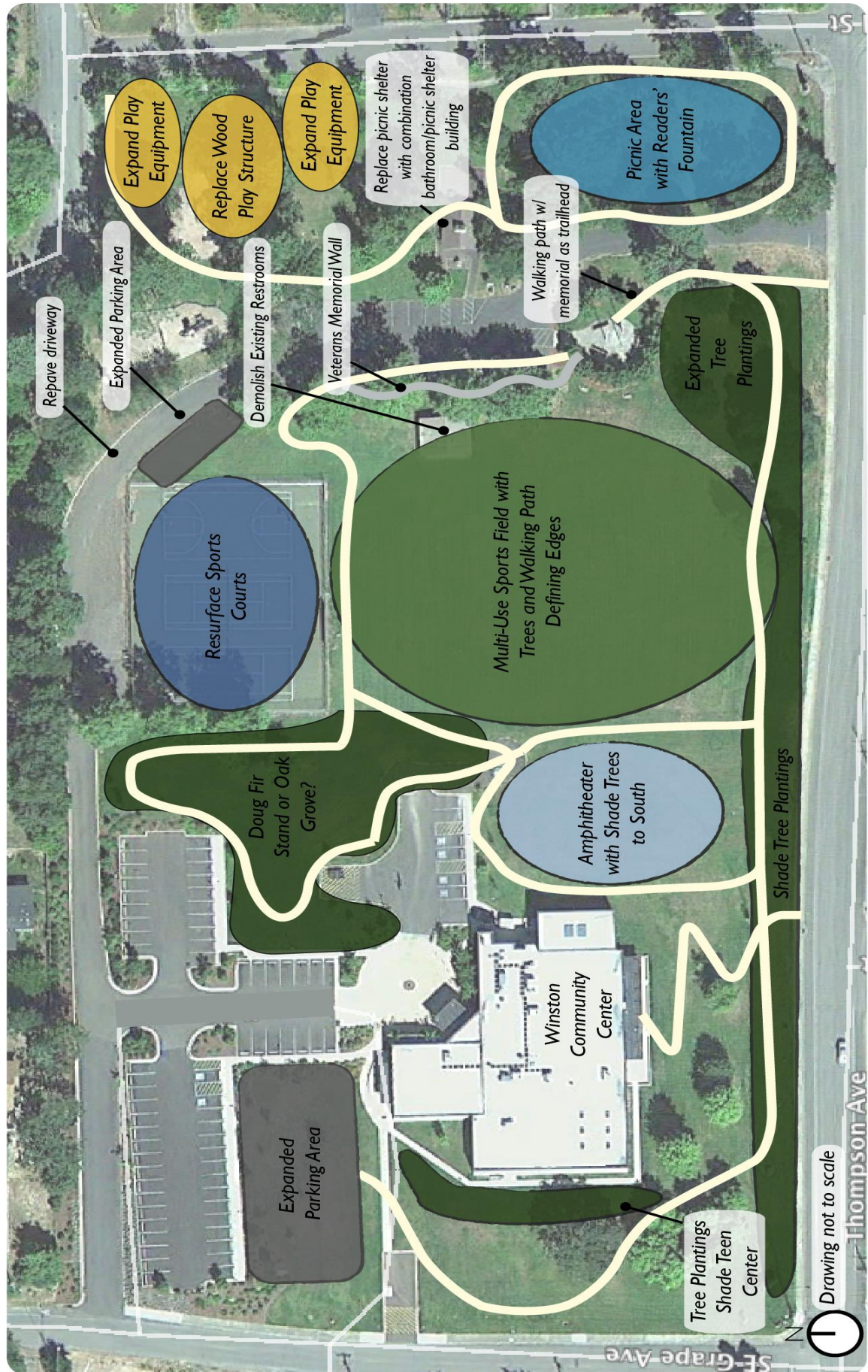
These elements should be designed and built with the consultation of a landscape architect.

Expanded Parking

The area directly to the east of the sports courts expands the current park area by approximately six spaces. The design should use permeable asphalt or concrete and should be graded to ensure that stormwater does not runoff onto the sports courts. Additionally, approximately 30 spaces are added in the area to the southwest of the community center building.

This element should be designed and built with the consultation of an architect and landscape architect.

Figure 5-2 Winston Community Park Renovations



Chapter 6: Funding Tools

Much of the City of Winston's park system funding currently comes from the City's general fund and reliance on external monetary and local non-monetary support (i.e. grants and volunteer projects). Other supplemental funding is generated from rental fees and systems development charges; however, these monies are fairly limited in relation to overall operating costs. This current revenue structure, which is generally more conducive to fund capital improvements, presents significant funding challenges for the park system's long-term operations and maintenance. To help mitigate against future funding hurdles and ensure the City's parks are maintained as vibrant community places, it is essential to secure a more reliable and stable funding strategy moving forward.

This chapter presents potential funding tools available to the City for park system improvement and maintenance. It is organized into the three primary functions of the parks department: operations and maintenance, community-to-park accessibility, and capital improvement projects.⁸ This information was gathered through a case study review of other cities' Park Master Plans within the State of Oregon – such as Sweet Home, Brookings, and Grants Pass – as well as professional knowledge of parks planning and internet research. City of Winston staff and the local Parks Board will need to work together to develop the most appropriate funding strategy for the community's park system given the current fiscal environment and other influencing community factors.

Operations and Maintenance

In the last few years, the City of Winston's park system has benefited from large capital improvement projects – for example, the development of a skate park and community center and additions of playground equipment through a community development board the Winston Area Community Partnership (WACP). These improvements are considered by residents to be valuable assets to their community and were made possible through generous contributions from volunteers, community members and external grants. However, the continued operation and maintenance of these improvements and the park system in its entirety continues to be a significant funding challenge for the City.

On-going operations and maintenance are the most significant funding hurdles for any local parks department. Personnel services, when combined with buildings, grounds maintenance and equipment, are consistently the largest share of park budget expenditures.⁹ The City of Winston's community members have placed tremendous value on creating a vibrant park system that reflects the needs of its residents. However, in order to achieve the goals and desires laid out in this Parks Master Plan, emphasis must

⁸ Another common function of a parks department is land acquisition. At this time, land acquisition has not been identified as a high priority for the Parks Master Plan and has therefore not been directly addressed within this chapter. It is important to note, however, many of the funding tools discussed here may also be used for purposes of land acquisition.

⁹ Community Planning Workshop. "Sweet Home Park System Master Plan." Community Service Center, 2014.

be placed on long-term investment and maintenance of those assets. Below are commonly used funding tools to cover operations and maintenance expenditures:

Utility Fees

Utility fees, or park maintenance fees, are a popular funding tool used to generate stable revenue streams for parks maintenance. A standard utility fee is added to each residence's utility bill and collected by the City. Utility fees allow local governments to collect a continuous revenue stream throughout the year and can fund a wide variety of functional tasks and aspects of the park system.

User Fees

User fees may be collected from individuals for day-use of the parks (i.e. a park entrance fee) or through facility rental. Day-use fees could potentially be associated for high traffic parks or during special events. Although user fees will typically only make up a small amount of the total park system revenue, these fees could help offset day-to-day maintenance costs. The City of Winston currently has several facilities capable of being rented including the Winston Community Center and Riverbend Park's pavilion and amphitheater. However, this program could potentially be expanded to include park space used for other events such as the Douglas High School football team's pig roast or the Mud Volleyball tournament, and other annual events. Both of these events have significant impacts to park facilities and require a level of post-event cleanup that it is outside the scope of regular parks maintenance and operations. When considering renting city owned facilities it is important to put in place a fair fee structure applicable to all interested parties regardless of affiliation.

Sponsorship

Sponsorship is a funding mechanism used to offset operations and maintenance costs for parks systems. The City or local Parks Board may solicit sponsors (either individuals, private groups, or businesses) who are willing to pay for advertising, signage, naming rights, park infrastructure, or special events or programs. Because sponsorship could be viewed as promoting private business, this funding tool should be approached cautiously to ensure there is adequate community support.

Tax Levy

A tax levy (such as a fraction of a cent on local sales tax) is a common tool for continued maintenance and land acquisition for a park system. This tool can stem from a variety of local taxes or license fees. Tax levies commonly support a local government's general fund unless a parks and recreation district is in place, in which case levies can be collected by the district. A tax levy can be used for long-term system-wide improvements or short-term targeted improvements (i.e. special projects fund) and provide a dedicated and permanent source of funding. However, it is important to assess whether or not there is adequate community support for the goals and actions laid out in the Parks Master Plan prior to initiating this tool. A property tax levy is not recommended for the City because the \$10 monthly limit for individual properties has been reached by other levies already in place.

Parks and Recreation District

Forming a parks and recreation district is a common funding tool to provide a long-term and dedicated revenue stream for a local park system. This tool presents an opportunity for local residents to invest in their neighborhoods and support projects and initiatives they have identified as a priority. Funding is generated from a tax levy on real property within a specified area. In turn, these funds directly benefit the designated area and the local residents therein.

A parks and recreation district requires a majority vote from property owners or electors within the proposed district area and therefore should only be used if the community has expressed strong support for their park system. Once established, all or partial control of a parks and recreation district is given to a local organization or board. This loss of management could be considered a benefit or drawback for a local government depending on local political and economic climate. If a majority of control is transferred to a local organization or board, forming a park and recreation foundation for fundraising and financial management should be considered.

The City of Winston currently has a parks district and parks board in place; however, it is essentially in a dormant state and the district's funding mechanism is not currently used. Reinstating the parks district could provide significant financial support for the improvement and maintenance of local parks. If the City and local Parks Board wish to reinstate the parks district, they should evaluate its financial feasibility, service area, anticipated level of services, specific boundaries and level of community support. Since the district is currently inactive, a public vote may be required to reinstate authorization to the city or local board. Additionally, because the City of Winston is currently in compression, meaning that property taxes rates have reached their upper limit, a source other than property taxes will need to be identified, or adjustments to the existing taxing need to be made.

General Fund

The general fund accounts for all city financial resources that are not specifically tied to another fund. Resources come from a wide variety of revenue streams and support essentially all of the local government's essential functions, including policy and legislation, public safety, code enforcement, economic development, city officials, and so on. The City of Winston's park system is currently largely supported by the general fund. However, this may not be the most appropriate revenue structure because the general fund has competing priorities with essential services. A more appropriate structure may be to create a more self-sustaining park system with expenditures stemming from this funding tool. The general fund may potentially be used to offset administrative, liability, or fleet operation expenditures of the park systems rather than capital improvement projects or park systems maintenance.

Donations, Contributions, & Volunteer Support

Donations of labor, cash, land, or park infrastructure (such as benches, trees, or playground equipment) can be used for small, specific projects. Typical sources of donations are local estates, trusts, service agencies, private groups, businesses, police

or fire departments, or individuals. The City has witnessed generous community support for past park capital projects, which signifies a genuine interest in local park improvements. Volunteers may provide direct and indirect support to the park system. For example, a neighborhood association that agrees to provide mowing or litter removal for a local park directly saves on paid maintenance tasks. Volunteer safety patrols may indirectly reduce facility damage and vandalism, protecting City assets.¹⁰ In addition to off-setting park expenditures, donations and contributions provide a platform for the local community to engage with and take pride in their park system. The drawbacks of donations and contributions include considerable time and effort needed by city staff to organize and promote opportunities and participation is often unpredictable and irregular.

Community-to-Park Accessibility

The community needs analysis for the Parks Master Plan identified the need for better connectivity throughout the park system. This includes improving access to the parks by way of trails, pathways, greenways, and existing transportation infrastructure and ensuring park space is available for all residential areas. Below are commonly used funding tools to improve accessibility and connectivity to parks:

Local Improvement District or Parks and Recreation District

Forming a local improvement district or parks and recreation district are common funding tools for a park system. Both types of designated districts establish a tax on real property within a specified area to off-set all or part of the costs of a public revitalization or development initiative. This provides a long-term and stable revenue stream to be used for either maintenance or capital improvements to local parks. As discussed in the previous Operations and Maintenance section, parks and recreation districts establish a set rate, or tax, on local residents to support the park system, in a local improvement district, rates are apportioned according to the estimated benefit that will accrue for each property.¹¹ Bonds are then sold for the amount of the improvement or special project.

County Service District

A county service district is also a designated taxing district and funding tool to support local parks. This tool is similar to a local improvement district in operation and formation; however, county service districts are under the supervision of the County Board of Commissioners for management.

Donations, Contributions, & Volunteer Support

Donations and contributions, as discussed in the Operations and Maintenance section, can be used for small, specific projects. Examples of donations for accessibility park functions could include professional or design consultation for transportation infrastructure improvements, grant writing or partnership support for grant funding, or private funding of park infrastructure such as a pedestrian crossing signal. Although using this type of support requires significant outreach and coordination from city staff, the benefits can far outweigh any drawbacks. Engaging with community members through

¹⁰ MIG, Inc. "City of Grants Pass Comprehensive Park & Recreation Master Plan." 2010.

¹¹ MIG, Inc. "City of Grants Pass Comprehensive Park & Recreation Master Plan." 2010.

contributions can provide valuable insight on needs of local residents and offer creative and often cost-effective solutions. Additionally, partnerships with local advocacy groups, professionals, and local institutions can provide awareness for local initiatives.

Public, Organizational or Government Grants

Grants provide a source of revenue not otherwise accessible within a local community. This funding source can be used for either large or small-scale projects. This funding tool is best used for projects that have a set goal(s) or tangible improvement. On-going administrative functions, maintenance, and strategic planning projects are less attractive to donors. Grant contributions should not be considered a primary funding tool for a self-sustaining park system, but rather to supplement occasional special projects. Grants can be highly competitive and often require matching contributions. When applying for grants it is important to do substantial outreach and research to ensure the proposed project or initiative adheres to the criteria set forth in the grant. In recent years the number of transportation related grants, especially for pedestrian and bicycle infrastructure, has increased substantially. Other park related projects or initiatives well-suited for grants include trails and greenways, natural resource conservation and water quality, public safety, and tree planting. For more information on specific grants available for parks and recreation related projects, see Appendix F.

Land Trusts & Easements

Land trusts and easements are often considered a win-win solution to set aside land for parks, natural areas, or rights of way. This is because these tools (1) are a *voluntary* action on the part of a local community member, business, advocacy group or other organization and (2) offer tax incentives for the benefactor. Trusts can be acquired by the City or partnering organization through a donation, estate will, reduced priced sell, or exchange. Private property owners can acquire easements. Easements may be an especially attractive tool for accessibility projects and initiatives that aim to connect parks and natural areas throughout the city that may be separated by numerous public and private properties. Private property owners are able to allow full or limited access through their property without forfeiting other property rights. The drawbacks of land trusts and easements are that these tools can take a considerable amount of time and effort from City staff. If land trusts are considered for the City of Winston's park system, the City or local Parks Board may want to partner with a nearby conservancy group for advising or management assistance.

Capital Improvement Projects

Capital improvement projects are new additions or developments for a park system. These projects could include, for example, new buildings or structures, beautification initiatives, improving or upgrading universally accessible (UA) or recreation facilities, or bringing parks up to the City's design standards. Capital improvement projects are generally initiatives that reflect the priorities of the community and help to improve the overall quality and enjoyment of the park system. These projects tend to generate more voluntary contributions (both monetary and non-monetary) from the community than other functions of the parks department because they result in tangible improvements to the local park system. Further information on capital improvement projects developed out of the Parks Master Plan can be seen in Appendix D.

System Development Charges (SDC)

SDCs are popular funding tools for infrastructure improvement in cities, counties, and special use districts across Oregon. These are one-time charges to new development or redevelopment on either residential or non-residential structures. Although a government entity must follow strict requirements in order to enact SDCs, they can benefit from the increased revenue. According to a 2013 survey by the League of Oregon Cities 49% of responding cities in Oregon had a parks SDC in place.

The City of Winston currently has parks, sewer and transportation SDCs in place, however, aside from an annual 2% Consumer Price Inflation increase, these have not been updated since they were adopted in 1987.¹² The current parks SDC includes a one-time residential improvement charge of \$150 and does not include any non-residential charges. Increasing or revising parks SDCs for the City may present an opportunity for significant increase of revenue, especially if the City is expecting a population increase in the near future. In order to enact parks SDCs the City must earmark eligible projects, such as the improvements outlined within the Parks Master Plan.

Before making changes to the City's SDCs further research should be done to develop a methodology that will result in a fee that will support the goals of this plan. Because the desired level of service as defined by acres/thousand residents has been met for the foreseeable future the methodology should incorporate the parks system expansion areas of Winston that are currently underserved by parks and also the recommended capital improvements proposed for existing parks found in Appendix D. This parks system master plan should be updated within 5 years at which time the parks SDC should also be re-evaluated.

Appendix G includes a sample SDC methodology developed in 2014 by the City of Eugene that can be used to provide guidance on developing an appropriate SDC for the City of Winston. Enlisting the help of a private consultant in updating SDCs may be another fruitful and efficient approach in developing a methodology that is appropriate for the City of Winston.

Donations, Contributions, & Volunteer Support

Donations and contributions, as discussed in the Operations and Maintenance section, can be used for small, specific projects. Examples of donations from community members for capital improvement projects could include an annual tree planting day sponsored by a local organization, property donation to the City, a fundraiser drive, or "legacy planning" through individual estates. This funding tool is well-suited for capital improvement projects because it provides a tangible enhancement to the local park system to which donors or participants can feel connected.

Public, Organizational or Government Grants

Much like contributions, grants are also well-suited for parks and recreation capital improvement projects. Typically, these types of projects have metrics of success that are

¹² League of Oregon Cities. "SDC Survey Report: Summary of Data and Tables." 2013.

attractive to donors and demonstrate the difference their contribution has made in a local community. For example, being able to demonstrate that a grant helped extend a local greenway by three miles or develop an afternoon school program sponsored by the local park system that served 60 K-12 students is attractive to donors. Grants available for capital improvement projects vary widely. For more information, see Appendix F or contact the State of Oregon's Parks and Recreation Department.

Local Improvement District and Parks and Recreation District

As discussed within the Community-to-Park Accessibility section, designated Parks and Recreation districts are a common funding tool to provide a long-term and dedicated revenue stream for a local park system. Capital improvement projects are well-suited for this funding tool because community members have the chance to witness local parks enhancements made possible by their contributions.

Wetland Mitigation Banking

Wetland mitigation banking is a planning and funding tool used to protect, restore, and enhance critical conservation areas, including wetlands, streams, and sensitive habitat areas. It should not be considered for a manicured or highly maintained park, but rather for natural areas where development is unlikely. Wetland mitigation banking aims to consolidate small fragmented mitigation projects into larger contiguous sites. A mitigation banker (in this case the City of Winston) would undertake a design and compliance process to preserve a conservation area under its jurisdiction. Once the process is complete, the banker can acquire "credits" or payments from private developers for certain applicable projects. Developers buy credits from the City when they wish to improve a property for commercial purposes that would impact a wetland, stream or habitat area on that property. In theory the loss of a small wetland, stream or habitat area on the developer's property would be compensated with the preservation of a larger conservation area on the City's property. Wetland mitigation banking has a significant amount of compliance and a steep learning curve; however, this tool has continued to grow in popularity and can be used to offset management costs for natural and open spaces that meet specified requirements.¹³

Wetland mitigation banking should not be considered a short-term strategy, as it takes substantial commitment and upfront investment from a city. During the first five years or initial phase, the City would be required to fund management plans and any necessary retainers. They also must work with federal land agencies, such as the Army Corps of Engineers, and subject matter experts for planning purposes. After the first five years, the local wetland mitigation banking program typically enters into a maintenance phase with substantially less operating and management costs. In order for the City of Winston to be approved for wetland mitigation banking they must meet certain criteria, such as (1) owning a site that is conducive and appropriate for wetland mitigation (i.e. vegetation, hydrology, and soil types), (2) having necessary up front capital and commitment, and (3) access to necessary resources (i.e. subject matter expertise and earth-moving equipment). According to the City of Roseburg, which currently uses wetland mitigation

¹³ For more information on wetland mitigation banking visit www.mitigationbanking.org or read "Wetland Mitigation Banking Guidebook for Oregon" (2000) found at http://www.oregon.gov/DSL/PERMITS/Pages/mit_guidebook_intro.aspx.

banking, there is a potential for the initiative to be profitable once it enters the maintenance phase. An established 15 acre wetland area under their jurisdiction costs the City roughly \$5,000 to maintain annually; whereas conservation credits are being sold for \$85,000 – 100,000 per acre.¹⁴ Furthermore, the City of Roseburg has experienced a relatively high demand for conservation credits, making this funding tool a reliable source of revenue. Today, there are only a limited number of local jurisdictions using wetland mitigation banking. The demand for conservation credits from developers is higher than what is currently available through supply.¹⁵

Conclusions

In order for the City of Winston to achieve the expectations and goals laid out in the Parks Master Plan, the City will need to develop and implement a diverse funding strategy. This chapter has presented common funding tools that align with the City of Winston's parks department primary functions – operations and maintenance, community-to-park accessibility, and capital improvement projects. The City and local Parks Board will need to work collaboratively to develop a funding strategy using the tools they feel are most appropriate for their local community and that create a self-sustaining revenue source. Aside from the monetary contribution, it is important to consider the following when examining potential funding tools: (1) how much time and energy will be required from city staff, (2) history of community engagement, contributions and volunteerism, (3) level of community support for individual goals of the Parks Master Plan, and (4) anticipated level of service and use for the park system. The funding strategy should have a balance of long and short-term funding mechanisms for a more consistent revenue stream, as well as monetary and non-monetary support to encourage cost effective and creative solutions. In addition to considering funding sources and support, the City should also consider strategies that seek to minimize costs, such as removing duplication of services or services no longer considered a high priority by the community, increasing capacity or responsibility of partners, or establishing a protocol for estimating costs and need for any future land acquisition.

Thank you to the many community volunteers for their time and energy as well as the community support in voicing the needs of the community.

¹⁴ Pope, Tracy, interview by Jennifer Self. Parks Director, City of Roseburg (December 2014).

¹⁵ Ibid.