

City of Lebanon Parks Master Plan

Report Prepared For:
City of Lebanon

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Community Planning Workshop

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Executive Summary

Lebanon is growing. As the population expands, new residents will create additional demand for parks and recreation facilities. The Lebanon Parks Master Plan is intended to guide development of the municipal parks system for the 20-year period between 2006 and 2026.

This 2006 Parks Master Plan is an update to the 1993 Parks Master Plan. A parks master plan is a long-term vision and plan of action for a community's park system. Currently, Lebanon has 20 parks facilities—15 developed and five undeveloped. This plan identifies strategies and techniques for operation and development of parks, land acquisition, and funding. Through this plan, the City of Lebanon 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 Lebanon park system over the next 20 years. This 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;
- Provides a capital improvement program (CIP) that enables the City to achieve its goals;
- Creates a strategy for short and long-term land acquisition; 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 Lebanon 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 15 developed parks and five undeveloped parks. The inventory, including an assessment of conditions at each park, is presented in Chapter 3. Table ES-1, below, shows park facilities by name, classification, size and ownership.

Table ES-1. Park Inventory

Developed Sites	Acres	Activity/Facilities
Academy Square Park	7.48	Pathways, open play area
Bob Smith Memorial Park	7.70	Youth baseball fields (3), restroom building, playground, parking
Booth Park	2.36	Youth baseball/softball field, picnic shelter, picnic tables (10), playground
Century Park	6.25	Softball field, soccer field, playground areas (2), lighted basketball courts (2), lighted tennis courts (3), shelter building, recreation building, restrooms, picnic area, open play area, pathway
Christopher Columbus Park	3.26	Playground area, shelter building, basketball court, open play area, pathway
City Hall	0.39	Landscape area
Gills Landing	6.23	Boat ramp, boat dock, open play area, parking, RV park, group camping area, showers.
Jaycee Park	0.69	Restrooms, playground, open play area
Mural Park	0.08	Landscaped plaza
Library Park	0.44	Mini amphitheater, open area
Pioneer Cemetery Park	2.60	Lighted trails, historic area
Ralston Square Park	2.49	Gazebo, picnic area, restroom, open play area, concrete walkways, holiday event space
River Park	24.87	Restroom, picnic shelter, multi-use field, playground area, picnic area, horseshoe area, parking areas
Santiam Travel Station	1.37	Kiosks, parking, landscape area
Santiam School Park	5.37	Baseball field, soccer fields, gravel parking area
Total Developed Sites	71.58	
Undeveloped Sites	Acres	Activity/Facilities
Carroll Park	0.40	Undeveloped
Had Irvine Park	1.38	Unimproved trails, gravel drive, gravel parking, riparian restoration
Porter Street Park	1.42	Undeveloped
Santiam Riverfront	5.42	Primitive trail, bench
Project Walden	153.85	Undeveloped
Total Undeveloped Sites	162.47	
Total City-owned Sites	234.05	

Source: Community Planning Workshop (CPW), City of Lebanon 2005

Community Needs Assessment

The Lebanon Parks Master Plan includes an assessment of community needs based on local demographic, economic, and recreation trends, a household survey, and two community workshops. Parks and recreation facilities are important to communities, and to the residents of Lebanon in particular. Therefore it is not surprising that many residents see opportunities for improvement in the park system. After reviewing recreation

trends, survey results, and input from the community workshops, several key park facility needs emerge. These include the need to:

- Increase community awareness
- Provide a range of park types
- Increase connectivity through pedestrian and bicycle trails
- Enhance park amenities
- Enhance park maintenance
- Provide park facilities for all age groups
- Enhance ADA accessibility
- Ensure adequate funding

Goals

The Parks Master Plan identifies nine goals that define system priorities and guide implementation.

- *Goal 1: Parks Planning.* Establish a coordinated process for park planning, park acquisition and development that involves citizens and community groups.
- *Goal 2: Park Design.* Provide an environment in all the City's park facilities that is conducive to user safety, health, enjoyment, and wellbeing, through design and management efforts.
- *Goal 3: Park Maintenance and Operation.* Manage and operate all sites to maintain a safe and clean parks system.
- *Goal 4: Parkland Acquisition.* Acquire additional parkland to ensure that all areas of the City are adequately served by park facilities.
- *Goal 5: Natural Resources and Open Space.* Acquire and preserve natural areas and open space with unique ecological and regional significance.
- *Goal 6: Trails and Pathways.* Develop pedestrian paths and trails along street rights-of-way, utility corridors, greenways, rivers, and park access routes linking open spaces, residential neighborhoods, existing parklands, places of commerce, public facilities, civic buildings, and school sites.
- *Goal 7: Safety.* Provide park facilities that are safe for the enjoyment of the entire community.
- *Goal 8: Park Awareness.* Develop and implement park awareness strategies to educate and inform residents and visitors about the park system.

Park Improvements

The Lebanon Parks Master Plan identifies system improvements as well as capital improvements for specific parks. The system improvements include the development of community and event facilities, team sports facilities, new parks, and a trail system.

The Capital Improvement Program (CIP) identifies park improvements and estimates costs for the ten-year period between 2005 and 2015. Park improvements, for developed parks, included in the capital improvement program focus on improving landscaping, bringing parks up to the City's park design standards, improving play and restroom structures, and providing improved picnic facilities. The CIP also includes projects to be included in the upgrading/improvement of currently undeveloped parks.

The Parks Master Plan is implemented, in part, through the Parks Capital Improvement Program (CIP). 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 Advisory Committee as part of the City of Lebanon's 5-year Capital Improvement Program.

The 2006 Lebanon Parks Master Plan also includes a comprehensive citywide trails plan. The trails plan identifies more than 60 trail segments that the City envisions developing over the 20-year planning period. Estimated costs of the trail system are approximately \$8.8 million.

Land Acquisition

Acquiring new parkland is paramount in developing and maintaining the Lebanon park system. The City will need to acquire parkland to meet the needs of the growing community. Acquiring open space, connector and trail routes are also critical to the function of the park system.

The Parks Master Plan's Land Acquisition Strategy provides the framework for maintaining and expanding the parks system to meet the needs of the growing population. According to the Parkland Acquisition Strategy, the City will need to acquire and develop approximately 20 more acres of parkland by 2025 to meet desired service levels. The strategy identifies key acquisition areas within the City and to the north, northeast, east, and south of the City, as well as acquisition criteria.

The Open Space Acquisition Strategy describes the rationale for acquiring open space and establishes criteria for acquisition. The Trails Plan outlines the basis for acquiring trails and connectors, establishes criteria for acquisition, and identifies numerous potential trails and connectors.

Funding

Acquisition and development of new parklands and the trail system will constitute the majority of the City's park expenditures over the next 20 years. Based on the proposed development program and estimated costs to implement the proposed improvements, the City will need to spend approximately \$16 million on its park system over the next 20 years. The actual costs to the City of acquisition and development of new parks can be reduced through mandatory dedication policies, partnerships, and land donations, trusts, and easements.

This Parks Master Plan establishes a vision for the future park system in Lebanon. This vision, however, is meaningless if the City cannot secure the funds to achieve the vision. Lebanon needs to identify and pursue a variety of short and long term funding strategies to fulfill its park system goals. Moreover, strategies are also needed to help the City implement the recommended land acquisitions and facility improvements.

The City should pursue a funding strategy that includes a variety of sources including grants, donations, and partnerships, as well as bonds and SDC revenues. The Plan specifically recommends that the City continue to monitor the SDC assessment rates; pursue grant opportunities for capital improvement projects, trails, and land acquisition; develop partnerships within the community; develop relationships with landowners; evaluate the feasibility of bond measures; and employ measures to reduce acquisition, development, and operational costs.

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, Lebanon 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

Lebanon is growing. As the population expands, new residents will create additional demand for parks and recreation facilities. The Lebanon Parks Master Plan is intended to guide development of the municipal parks system for the 20-year period between 2006 and 2026.

This 2006 Parks Master Plan is an update to the 1993 Parks Master Plan. A parks master plan is a long-term vision and plan of action for a community's park system. Currently, Lebanon has 20 parks facilities—15 developed and five undeveloped. This plan identifies strategies and techniques for operation and development of parks, land acquisition, and funding. Through this plan, the City of Lebanon intends to continue improving the level and quality of its parks to meet the needs of current and future residents.

Why Planning for Parks Is Important

Parks can have a variety of forms and functions. In general, a park is an area set aside for use by the public. Park activities include passive and active recreational activities as well as the preservation of open space, wildlife habitat, and historical and cultural resources. Parks also serve aesthetic purposes and create gathering spaces for public activities and events. Parks are outdoor spaces where children and adults play and distance themselves from the stresses of life. Parks can range in size and form from small landscaped public squares and plazas within a city to large, rural tracts of land set aside for recreational and environmental purposes.

Open space lands are lands usually set aside for the preservation of natural resources, protection of wildlife habitats and sensitive areas, and for the retention of visual aesthetics and buffers. These areas are usually less developed than parks and, depending on location, can contain such facilities as trails for hiking and wildlife viewing. Preservation of open space also enhances a community's livability and character.¹

Parks provide health and psychological benefits to residents of a community. Parks are spaces where people can participate in active, outdoor activities, which encourage increased activity and

¹ Mertes, James D. and James R. Hall. *Park, Recreation, Open Space and Greenway Guidelines*. 1996. National Recreation and Park Association.

can help reduce the risks of weight-related health problems.² Secondly, the trees and plants in the park help clean the air and soil from environmental contaminants, decreasing potential harm to residents.³ A well-designed park encourages people to leave the solitude of their homes and make more social connections. Parks provide opportunities for residents of different generations and social classes to mix, strengthening community bonds.

New to this plan is the addition of a connecting trail system that provides easy access to recreational opportunities within the urban boundary and beyond. Land and water trails are included. Trails and the recreation they provide improve the health and wellness of the community while building community vision. Trails and greenways positively impact individuals and improve communities by providing not only recreation and transportation opportunities, but also by influencing economic and community development.⁴ Some of the many trail and greenway benefits include:

- Recreational value and health benefits
- Transportation enhancement and safety benefits
- Economic benefits
- Educational benefits
- Environmental benefits
- Preserving our history and culture.

Key elements of the plan align the needs of the community with goals identified in the Oregon State Parks Planning tool, the Statewide Comprehensive Outdoor Recreation Plan (SCORP) which was revised in 2004. The SCORP plan and the studies developed during its inception identified recreational needs in all areas of the state and set goals and criteria to help grant administrators award funding to meet those goals.

Parks can also improve property values. Studies have shown that there is a statistically significant link between location of parks and property values. A study of housing values in Boulder, Colorado, found that property values increased by \$4.20 for each foot closer

² American Diabetes Association Website. Online; available: <http://www.diabetes.org>. Accessed April 16, 2005.

³ United States Environmental Protection Agency Website. Online; available: <http://www.epa.gov>. Accessed April 16, 2005.

⁴ For more information on trails and trail benefits including benefits and bibliographies can be found on the Oregon Statewide Trail Planning Website at: http://www.prd.state.or.us/trailsplanning_benefits.php.

the property was to an open space.⁵ In summary, parks provide a broad range of community benefits.

The Parks Planning Process

Planning for parks ensures the City can recognize and meet the changing park and recreation needs of the community. Parks planning identifies potential areas for future parkland and open space and suggests methods for securing and funding these areas. Parks planning works with the community to determine the best way to plan for the future.

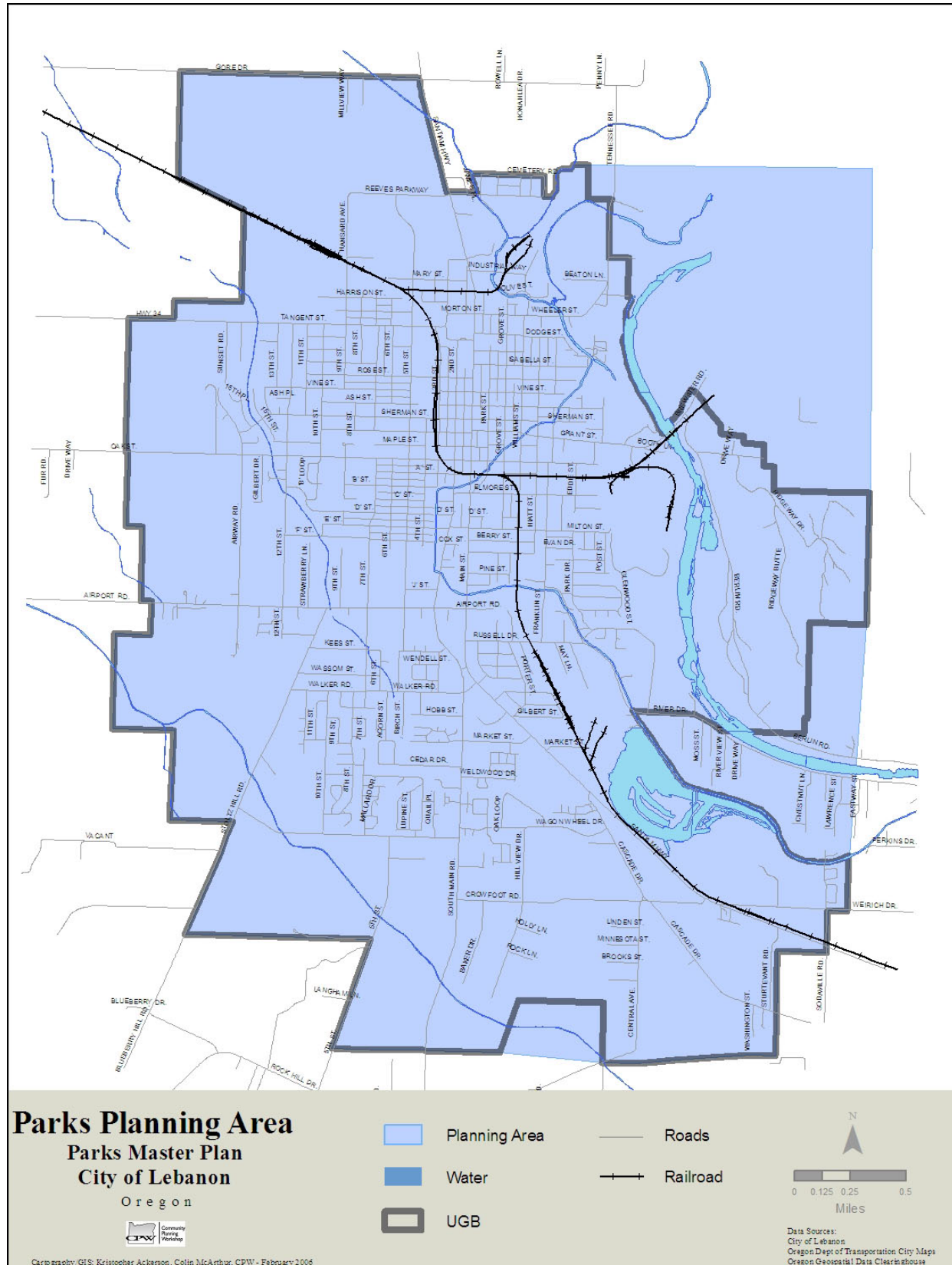
The Lebanon parks planning process focused on a planning area consisting of the current Urban Growth Boundary (UGB) plus selected areas outside the UGB (see Map 1-1). The Plan considers areas outside of the current City limits since the City is currently experiencing rapid growth and will likely expand within the twenty year planning period.

The parks planning process used in creating this Plan followed a “systems approach” recommended by the National Recreation and Parks Association (NRPA). A systems approach “places importance on locally determined values, needs, and expectations. The systems planning approach is defined as the process of assessing the park, recreation, and open space needs of a community and translating that information into a framework for meeting the physical, spatial and facility requirements to satisfy those needs.”⁶ The guidelines from the NRPA are adapted to Lebanon’s unique local characteristics and needs through a combination of community input and technical analysis. The Parks Master Plan can also be integrated into other planning decisions and strategies addressing other community needs.

⁵ Walker, Chris. “The Public Value of Urban Parks.” *Beyond Recreation: A Broader View of Urban Parks*. 2004.

⁶ Mertes and Hall, pp. 12-14.

Map 1-1. Lebanon Parks Planning Area



Source: Community Planning Workshop (CPW) 2006

The parks planning process used to update the Lebanon Parks Master Plan had five steps:

Step 1 is to inventory existing parks. The inventory identifies existing park facilities, assesses general park condition, lists existing improvements, and identifies needed maintenance or additions.

Step 2 is a determination of level of service, usually expressed as acres of developed parkland per 1,000 residents.

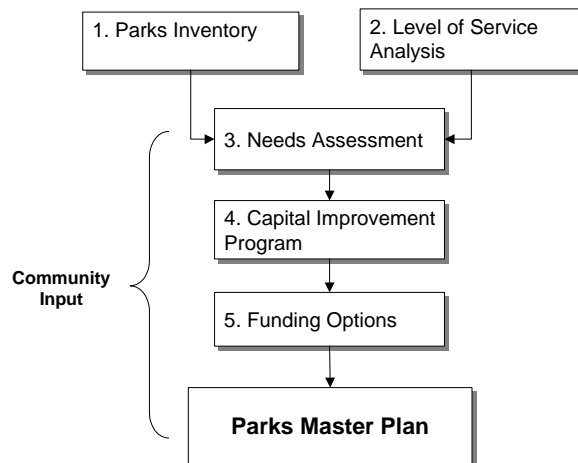
Step 3 is to conduct a needs assessment. This step focuses on identifying key needs in the community, drawing from demographic and recreational trends and community input. The needs assessment considers factors such as population growth, demographic characteristics, and activity participation trends to identify the types of facilities needed by current and future residents.

Step 4 is to create a capital improvement program (CIP) and land acquisition plan using the inventory of existing facilities, level of service, and needs identified in steps one through three. The CIP identifies and prioritizes projects the City will implement to meet park needs over the first ten years of the plan. The land acquisition plan identifies targeted areas for land acquisition to ensure adequate service of areas within the City in the future.

Step 5 is to identify potential sources and methods of acquiring funds for new park creation and maintenance and improvements to existing parks. These five steps lead to the creation of the Parks Master Plan.

Figure 1-1 summarizes the process used to develop the Lebanon Comprehensive Parks Master Plan.

Figure 1-1. The Parks Planning Process



Source: Community Planning Workshop (CPW)

The Lebanon parks planning process relied heavily on the input and suggestions of residents. As is common in most complex planning processes, there are a large number of resident interests to take into account. The “stakeholders” in the Lebanon parks planning process include:

- The residents of Lebanon
- Lebanon City Council
- Lebanon Parks Committee/Tree Board
- Lebanon School District
- Local recreation service providers

The Lebanon Parks Plan used two primary methods for gathering input from the community: (1) a household survey mailed to randomly selected residents of Lebanon and, (2) community workshops conducted with students from the Community Services Consortium and members of the community.

The 2005 Parks Master Plan is the result of this planning process. The Plan expresses a cohesive and achievable synthesis of ideas from community members, stakeholders, and technical advisors. The outcome is a long-term vision for Lebanon’s parks and recreation with clear and flexible paths for achievement.

Purpose of this Plan

Parks and open spaces provide key public services to meet the recreational needs of a community and enhance quality of life. Providing adequate parks can be a challenge. Lebanon must allocate limited resources amongst a range of city services. Planning for parks helps identify system priorities and match them with available resources to efficiently balance the community’s competing service needs.

Lebanon residents currently enjoy a high standard of living in a semi-rural setting. Views of open spaces, mountains, and other scenic amenities are visible from within the City. Since Lebanon is growing rapidly, the community is concerned about maintaining its scenic qualities and expanding its outdoor recreation possibilities to meet community needs. This Plan guides future development and management efforts for the Lebanon park system over the next 20 years. This 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;
- Identifies a level of service standard that is suitable for the needs of Lebanon;

- Creates a strategy for short-term and long-term land acquisition; and
- Identifies potential funding techniques and sources to execute the CIP.

A 10-year capital improvements program (CIP) was developed as part of the parks master plan update. The Parks Master Plan is implemented, in part, through the CIP. 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 Advisory Committee as part of the capital improvements and budgeting process.

In summary, the Plan is an articulation of Lebanon's vision for its park system and strategies for achieving the vision. Moreover, revisions to the plan ensure its continued success as a working tool to help create a Parks system that meets the needs of the community well into the future. Reviews should occur at five-year intervals.

Organization of this Plan

The remainder of this Plan is organized as follows:

Chapter 2: Community Setting - This chapter provides information on the socio-economic and demographic characteristics of Lebanon, Linn County, and Oregon.

Chapter 3: Lebanon Parks Inventory - This chapter includes an inventory and condition assessment of existing park facilities, the park classification system, and 2005 level of service. Maps of the park system are included in this chapter.

Chapter 4: Needs Assessment – This chapter is an assessment of the community's needs and desires. Information for this chapter was gathered from US Census data, the household survey, community workshops, and data from the Oregon Department of Parks and Recreation and National Sporting Goods Association.

Chapter 5: Park Design Guidelines – This chapter presents design standards that apply to the acquisition and/or development of parks, open space areas and trail systems.

Chapter 6: Goals, Objectives, and Recommendations – This chapter presents a set of goals and objectives that provide a framework for developing the parks plan and capital improvement program and recommendations for addressing identified needs and meeting goals and objectives.

Chapter 7: Park Improvements – This chapter details system-wide improvements, including trail and connectivity enhancements; describes the framework for development and review of the capital

improvement program; and provides conceptual park development plans.

Chapter 8: Funding – This chapter details techniques for acquiring funds and sources of funding available to the City.

Appendix A: Facilities by Park – Includes an updated matrix of facilities by park.

Appendix B: Lebanon Parks Survey Results – Includes survey methodology and detailed survey results.

Appendix C: Parks and Recreation Facilities and Providers – Includes a list of parks and recreation facilities and providers within and in the vicinity of Lebanon.

Appendix D: Funding Strategies – Provides detailed information on funding and land acquisition strategies, including relevant contacts.

Chapter 2

Community Setting

The size and characteristics of Lebanon's population help determine the number and type of parks needed. This chapter introduces Lebanon's physical landscape, discusses key socioeconomic characteristics of the population, and presents development trends in the city. Understanding these characteristics and trends will enable the City to plan for the recreational needs of present and future residents. All of these factors should be considered when siting future park facilities, developing existing parklands, and prioritizing capital improvement projects.

Location

The City of Lebanon is located in Linn County at the edge of the foothills of the Cascade Mountains in the Mid-Willamette Valley. The City is positioned at the junction of U.S. Highway 20 (Santiam Highway) and Oregon Highway 34 (Tangent Street). The City is well connected with other parts of Willamette Valley by highway and rail lines and waterways. There is also a small commercial airport on the western edge of the City.

The City of Lebanon is essentially divided into two distinct areas by the South Santiam River which flows along the eastern edge of the City. The largest area, located west of the river, is relatively flat with moderate hills. The elevation of the City is 347 feet. In contrast, the area on the east side of the river includes Ridgeway Butte, with moderate to steep hillsides that flatten out towards the edge of the river. The lands adjacent to the river's edge lie within the floodplain and they are susceptible to erosion. In addition to the river, there are several other waterways in the city that potentially provide recreational opportunities; these include Burkhart Creek, Oak Creek, Marks Slough, Hospital Slough, Albany-Santiam Canal and Cheadle Lake.

The climate in the City of Lebanon is characterized by warm, dry summers and mild wet winters, which is typical of central Willamette Valley communities. Average winter temperatures are around 40° F and summer daytime temperatures typically fall between 65° and 80° F. Precipitation ranges from January, when an average of 18 days see rainfall, to July where 3 days with rainfall is typical; annual rainfall averages a total of 53 inches.

Population Trends

The City of Lebanon had a population of 13,550 residents in 2004, according to estimates by the Population Research Center at Portland State University. Lebanon grew rapidly during the 1990s—

adding about 2,000 new persons between 1990 and 2000. Moreover, Lebanon grew faster than Linn County since 1990. Table 2-1 shows the population change in Lebanon and Linn County from 1900 to 2004.

Table 2-1: Change in population in Lebanon and Linn County, 1990, 2000 and 2004

Year	City of Lebanon			Linn County		
	Population	Increase (Number)	Increase (Percent)	Population	Increase (Number)	Increase (Percent)
1900	922	--	--	18,603	--	--
1910	1,820	898	97.4%	22,662	4,059	21.8%
1920	1,805	-15	-0.8%	24,550	1,888	8.3%
1930	1,851	46	2.5%	24,700	150	0.6%
1940	2,729	878	47.4%	30,485	5,785	23.4%
1950	5,873	3,144	115.2%	54,317	23,832	78.2%
1960	5,858	-15	-0.3%	58,867	4,550	8.4%
1970	8,695	2,837	48.4%	71,913	13,046	22.2%
1980	10,413	1,718	19.8%	89,495	17,582	24.4%
1990	10,950	537	5.2%	91,227	1,732	1.9%
2000	12,950	2,000	18.3%	103,069	11,842	13.0%
2004	13,550	600	4.6%	106,350	3,281	3.2%
Change, 1990-2004						
Number	2,600			15,123		
Percent	23.7%			16.6%		

Sources: U.S. Census Bureau, Summary File 1 (SF 1) and Summary File 3 (SF 3)

According to the *Lebanon Urbanization Study* (ECONorthwest, 2004), the City's coordinated population forecast is 19,597 persons in 2025 (Table 2-2). Thus, Lebanon will increase by 6,457 persons between 2003 and 2025—or an average annual rate of about 1.8%.

Table 2-2. Historical and forecast population, Lebanon City Limits, 2000-2025

Year	Population	Change	
		Number	Percent
2000	12,950	-	-
2002	13,110	160	1.2%
2003	13,140	30	0.2%
2005	13,961	821	3.1%
2010	15,196	1,235	1.8%
2015	16,540	1,344	1.8%
2020	18,004	1,464	1.8%
2025	19,597	1,593	1.8%
Change 2003 - 2025			
Number	6,457		
Percent	49.1%		
AAGR	1.8%		

Source: Lebanon Urbanization Study, ECONorthwest, 2004

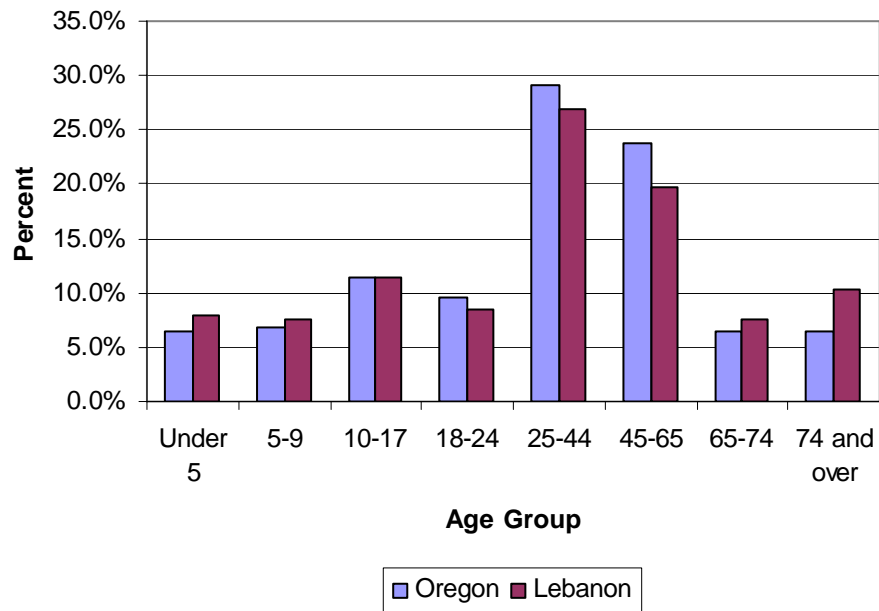
The implication of future population growth is increased demand for public infrastructure—including parks. In short, by 2025 the existing parks system will be servicing a substantially larger population than Lebanon’s current population. Lebanon will need to develop new parkland during this period if it desires to maintain the current level of service. Estimates of Lebanon’s future parkland needs based on these estimates are presented along with the level of service analysis in Chapter 3.

Age Characteristics

To meet the demands on the park system by both current and future residents, it is instructive to consider the population’s age distribution. Residents of different ages have different recreational needs and desires. Thus, the age distribution and aging trends of a community should influence the facilities and amenities offered in the parks.

The age distribution in 2000 for Lebanon and Oregon is presented in Figure 2-1. The data show that Lebanon has a smaller proportion of residents between 18 and 65 than the state as a whole. The number of children in Lebanon is roughly consistent with the state average. Moreover, Lebanon has a higher proportion of residents over age 65 when compared to the state. Thus, the City should include efforts to provide facilities suited to the community’s youth and elderly as a part of the parks system.

Figure 2-1. Age Distribution of Lebanon, Linn County and Oregon, 2000



Source: U.S. Census Bureau, 2000, Summary File 1 (SF 1)

The age distribution of Lebanon's population shifted between 1990 and 2000. Table 2-3 shows (1) that all age groups experienced a net increase between 1990 and 2000, and (2) that all of the age groups except the 45-64 group lost share. This indicates that the 45-64 age group grew faster than any other age group relative to the city's total population.

Table 2-5. Age Distribution, City of Lebanon, 1990 and 2000

Age Group	1990		2000		Change		
	Number	Percent	Number	Percent	Number	Percent	Share
Under 20 years	3,401	31%	3,818	29%	417	12.3%	-1.6%
21 to 44 years	3,644	33%	4,276	33%	632	17.3%	-0.3%
45 to 64 years	1,870	17%	2,557	20%	687	36.7%	2.7%
65 years and over	2,035	19%	2,299	18%	264	13.0%	-0.8%
Total	10,950	100%	12,950	100%	2,000	18.3%	0.0%

Source: U.S. Census Bureau, 2000, Summary File 1 (SF 1)

Housing Trends

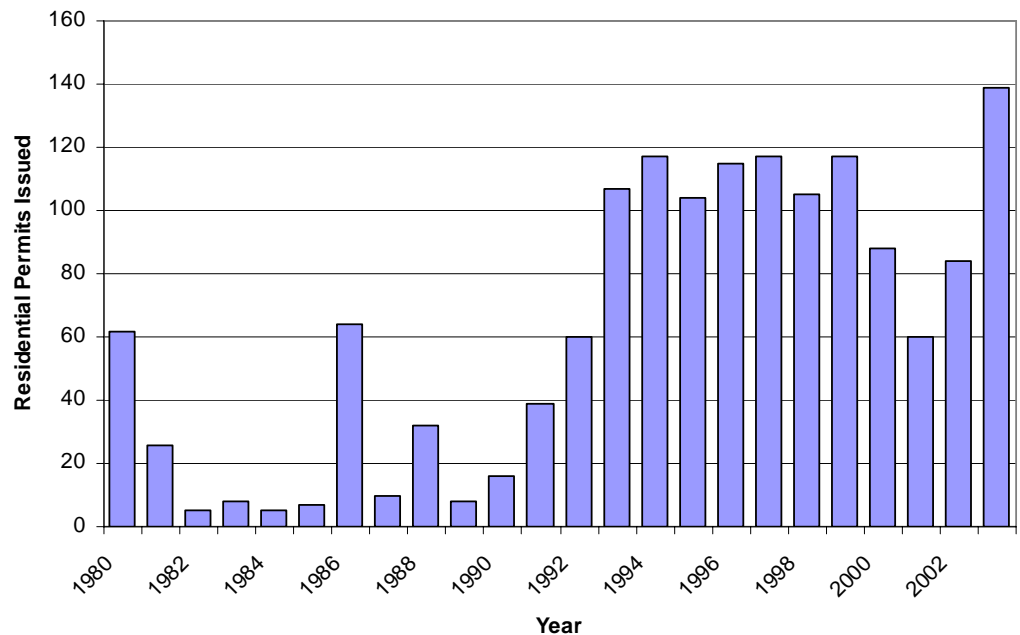
Housing characteristics, including the type, location, and rate of housing developments, are important variables in determining where future parks should be located. Moreover, this data is useful for parks planning because it gives insight into the potential funding base coming from property taxes and systems development charges.

The 2000 U.S. Census reports that there were 5,484 housing units in Lebanon, with 92.4% occupied and 7.6% vacant. Of the 5,069 occupied units, 61% are owner occupied and 39% are renter occupied. The ratio of owner/renter occupied housing units is slightly lower than that of Linn County, which has a 68% owner occupancy rate.

Although the percent of owner-occupied homes in Lebanon did not change significantly between 1990 and 2000, there has been substantial building activity. Figure 2-2 shows the building permits issued for housing development between 1980 and 2003. Between 1980 and 1992, the City issued an average of 26 residential building permits each year. The number of residential building permits issued increased substantially in 1993, and have averaged more than 100 annually since 1994.

The increase in building is probably related to a robust economy in the mid-Willamette Valley during the 1990s, and the cost of housing in Lebanon relative to other cities in the area. The data also show a decrease in the number of residential permits issued during the 2000-2002 period. This dip can be attributed to economic conditions during that period. Permits issued rebounded in 2003 to nearly 140—the highest number ever recorded in Lebanon. These numbers further support the implication of the population growth projections—that Lebanon will have increased demand for parks in the future and will need to develop parks in order to meet the current need and maintain the present level of service.

Figure 2-2. Building Permits issues for housing in Lebanon, 1980 – 2003



Source: *Lebanon Urbanization Study*, ECONorthwest, City of Lebanon, June 2004

Economic Characteristics

Household income is another important aspect of the community to consider when planning for parks. The economic well being of residents impacts their ability to support the park system through bonds, levies, and system development charges. Parks have also been shown to influence property values. In addition, they provide affordable locations for community events and family gatherings.

In 2000, the Census reported the median income for a household in the City of Lebanon was \$31,231, and the median income for a family is \$37,818. These figures are below both Linn County and the state of Oregon, which respectively had median household incomes of \$37,518 and \$40,916 in 2000.

With respect to employment, according to the *Lebanon Urbanization Study* (2004) the sectors that dominated 2002 employment in the Lebanon area are Services (1,567), Retail Trade (1,305), Manufacturing and Mining (1,062), and Government (883). Together these sectors compose over 75% of total covered employment in the Lebanon area.

The *Lebanon Urbanization Study* further states that at the industry level (multiple industries are included in each sector), the individual industries with the largest level of 2002 employment in the Lebanon area were Health Services (789), Lumber and Wood Products (551), Eating and Drinking Places (453), and Special Trade Contractors

(401), Other and Miscellaneous Retail (368). Together these industries accounted for 2,562 jobs or 40% of total covered employment in the Lebanon area. A review of these ES-202 records allows a more detailed description of the large employment sectors and industries:

- Health Services employment in the Lebanon area is dominated by the Lebanon Community Hospital and establishments near the Hospital.
- Employment in the Lumber and Wood Products industry is dominated by a few large mills in the Lebanon area, but there are also several Lumber and Wood Products firms in the Lebanon area that employ over 10 people each.
- Eating & Drinking Place employment is spread among 35 employers with an average of 13 employees each; none of these employers had over 50 employees in 2002.
- Only seven firms in the Special Trade Contractors have more than 10 employees, while the remaining 55 firms have fewer than 10 employees.
- Wal-Mart is a large employer in the Lebanon area and is the largest employer in the Other and Miscellaneous Retail industry.
- Employment in the Government sector is dominated by employment in local schools.⁷

Summary

Lebanon is a growing community. By 2025, the population is anticipated to grow by 45% to 19,597. A larger population will put more pressure on the existing park system and increase demand for the development of new park facilities.

Lebanon's population is aging. The pre-retirement cohort (45- 64 years) is growing at a faster pace than younger cohorts. These changing demographics should be considered in the parks planning process, as different ages group have different priorities for using parks.

Lebanon has a lower median household income and a higher poverty rate than Linn County and the State of Oregon. Poverty and income needs to be considered in the parks planning process, as they can affect the public's willingness to pay for new park facilities.

Demographic and economic trends should be periodically reviewed to ensure parks planning keeps pace with community needs.

⁷ *Lebanon Urbanization Study*, ECONorthwest, 2004.

Chapter 3

Lebanon Parks 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 needs. This chapter contains the parks and recreation facilities inventory, a classification system for inventoried facilities, and an assessment of the current level of service (LOS) provided by the system.

Park and Recreation Facility Inventory

A critical aspect of planning for the future of a city's park system is to conduct an inventory and condition assessment of existing parks and open space. The inventory determines what facilities are available to the community as assesses what condition they are in. The inventory includes a description of all City-owned developed and undeveloped parklands and an evaluation of the condition of improvements in developed parks. In addition, the inventory provides information schools, civic and private recreation areas available to the public, as well as those parks that may be outside the community but are commonly used by Lebanon residents.

City staff, using a set predefined inventory criteria, undertook the inventory and condition assessment of park facilities. The inventory process also included a review of the inventory data from the 1998 Parks Master Plan, interviews with City Public Works staff, and field visits to each of the park sites.

City Parks

In 2005, Lebanon owned 15 developed park and recreation facilities and five undeveloped facilities. The City of Lebanon owns approximately 72-acres of developed parkland. In addition, the City owns 162-acres of undeveloped land, some of which may be developed for park uses. The majority of this land is contained in the approximately 150-acre Project Walden. Other undeveloped sites include Carrol Park (0.40-acres), Had Irvine Park (1.38-acres), Porter Street (1.42-acres), and 5-acres of frontage along the Santiam River (Santiam Riverfront).

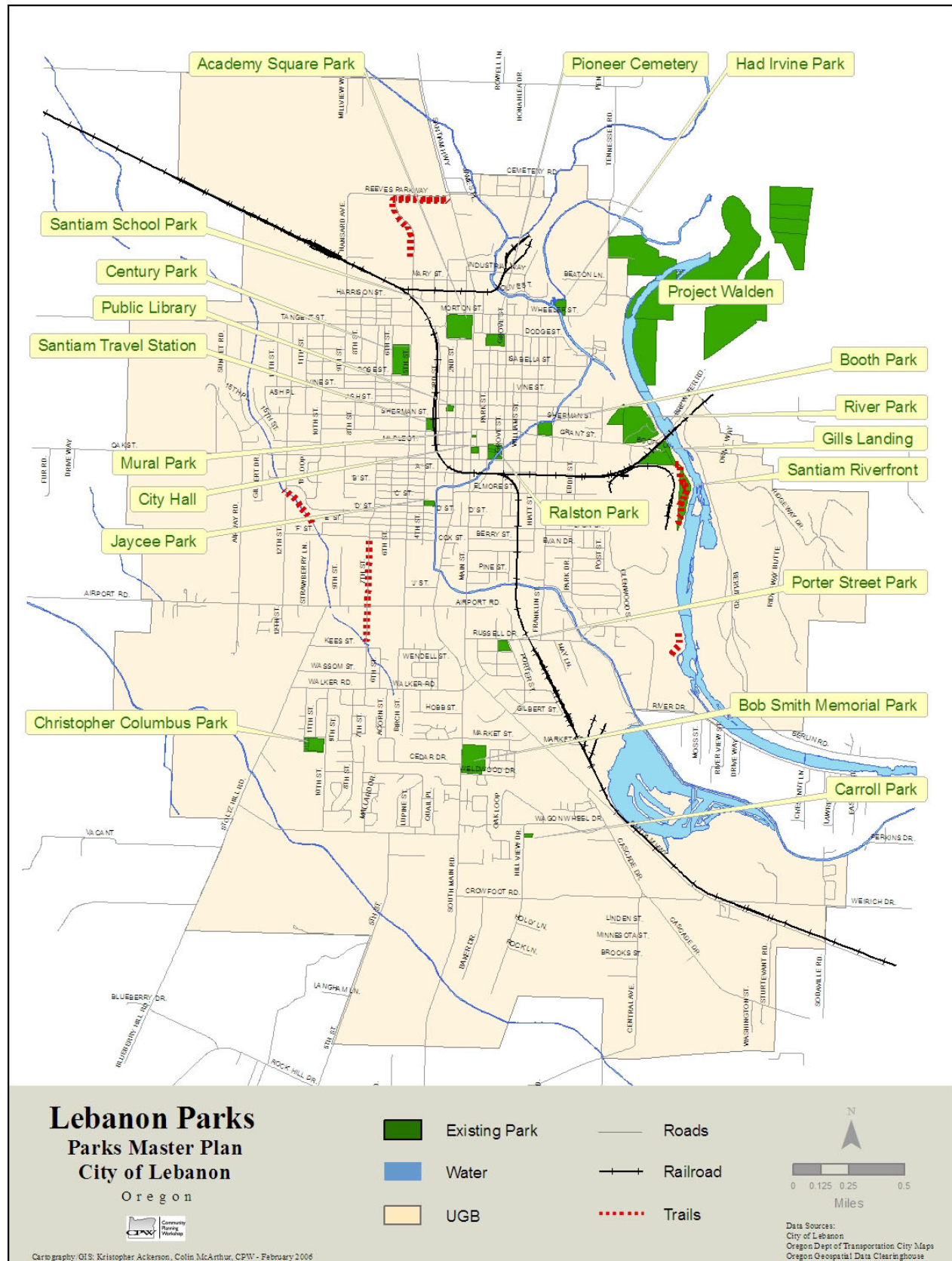
Table 3-1 shows park facilities in the Lebanon planning area by site, area, and activities/facilities. Map 3-1 shows the location of park facilities.

Table 3-1. Summary of City Park and Landscaped Areas

Developed Sites	Acres	Activity/Facilities
Academy Square Park	7.48	Pathways, open play area
Bob Smith Memorial Park	7.70	Youth baseball fields (3), restroom building, playground, parking
Booth Park	2.36	Youth baseball/softball field, picnic shelter, picnic tables (10), playground
Century Park	6.25	Softball field, soccer field, playground areas (2), lighted basketball courts (2), lighted tennis courts (3), shelter building, recreation building, restrooms, picnic area, open play area, pathway
Christopher Columbus Park	3.26	Playground area, shelter building, basketball court, open play area, pathway
City Hall	0.39	Landscape area
Gills Landing	6.23	Boat ramp, boat dock, open play area, parking, RV park, group camping area, showers.
Jaycee Park	0.69	Restrooms, playground, open play area
Mural Park	0.08	Landscaped plaza
Library Park	0.44	Mini amphitheater, open area
Pioneer Cemetery Park	2.60	Lighted trails, historic area
Ralston Square Park	2.49	Gazebo, picnic area, restroom, open play area, concrete walkways, holiday event space
River Park	24.87	Restroom, picnic shelter, multi-use field, playground area, picnic area, horseshoe area, parking areas
Santiam Travel Station	1.37	Kiosks, parking, landscape area
Santiam School Park	5.37	Baseball field, soccer fields, gravel parking area
Total Developed Sites	71.58	
Undeveloped Sites	Acres	Activity/Facilities
Carroll Park	0.40	Undeveloped
Had Irvine Park	1.38	Unimproved trails, gravel drive, gravel parking, riparian restoration
Porter Street Park	1.42	Undeveloped
Santiam Riverfront	5.42	Primitive trail, bench
Project Walden	153.85	Undeveloped
Total Undeveloped Sites	162.47	
Total City-owned Sites	234.05	

Source: Community Planning Workshop (CPW), City of Lebanon 2005

Map 3-1. Lebanon Park and Open Space Inventory



Source: Community Planning Workshop (CPW) 2006

School District Facilities

Lebanon Community School District 9 owns approximately 115-acres of land that can potentially serve as parkland during non-school hours. Use of these facilities by the community is constrained by limited hours of availability and conflicts with school athletics. However, these facilities can provide a variety of passive and active recreation opportunities. The City has an established partnership agreement with the School District for shared use and maintenance of Pioneer School Park. Partnering with School Districts and private organizations may provide the City with an opportunity to expand recreational, social, and educational opportunities in an efficient and cost-effective manner.⁸

City of Lebanon Park Inventory

The City of Lebanon park inventory provides a detailed description of each park facility owned and maintained by the City. This section provides information on developed park facilities, undeveloped park facilities, and trails.

Developed Park Facilities

The City of Lebanon maintains 15 developed park facilities. Most (12) of the facilities are located north of Airport Road, while three of the facilities are located south of Airport Road. This section describes the size, location, amenities, and recommended improvements for each facility. Recommended improvements were

compiled from observations made during the initial conditions assessment, information provided by City staff, issues and concerns identified during the community workshops, and the list of recommended improvements from the previous plan. The full inventory and conditions assessment worksheets are included as Appendix A.



Academy Square Park pathways



Oak grove at Academy Square Park

Academy Square Park

Academy Square Park is a 7.48-acre special use area located at 65 Academy Street at the intersection of Main Street and the Corvallis-Lebanon Highway (Highway 34). The rectangular site fronts Main Street to the east and W Morton Street and SW Academy Street to the north and south respectively. The west side of the park is bordered by the Lebanon Senior Center and a historic school building containing two gyms. Currently, the gyms are proposed for renovation. The *Lebanon Facilities Master Plan* shows the west side of the park being utilized for a proposed civic building fronting Academy Square.

⁸ The City of Lebanon is not liable for activity or maintenance on school properties

The park contains some improvements including paved paths, benches, a monument, trees, lawn areas, an irrigation system, and lighting along Main Street. The southern portion of the park contains a grove of historic Oregon White Oaks.

Bob Smith Memorial Park

Bob Smith Memorial Park (formerly Weldwood Park) is a 7.70-acre community park located at 2889 South Main Road south of Market Street. The park is one of two large sports-oriented recreation facilities in Lebanon, with the other being Century Park, and is the only community facility located in the southern half of the city. The City and the Boys and Girls Club have a joint maintenance agreement for the upkeep of this park.

The park features three softball/baseball fields that are heavily used by youth leagues. Parking is provided by an unstriped parking area with four marked ADA accessible parking spaces. Other amenities include a small playground, benches, lawn areas, picnic tables, a memorial, restrooms, trash receptacles, an irrigation system, park entrance sign, and bleachers. Lighting is provided along South Main Street and at the restrooms.

The southern corner the site is undeveloped and has been considered for future improvements including a multi-use paved court, playground areas, picnic areas, picnic shelter, and additional parking.



Bob Smith Park playground



Bob Smith Park ballfields

Booth Park

Booth Park is a 2.36-acre neighborhood park located at 425 East Grant Street between Hiatt and Cleveland Streets. Situated in a residential area, the park is bordered by streets on three sides and the Albany Santiam Canal on the other. Although the park is fully developed, the number and type of facilities are limited.

A portion of the site is used for a youth baseball/softball field. Other amenities include an open play area, children's playground, picnic shelter, picnic tables, benches, lawn areas, trash receptacles, an irrigation system, and drinking fountain.



Booth Park ballfield

Century Park

Century Park is a 6.25-acre community park located at 375 West Rose Street along South 5th Street between West Carolina and West Rose Streets, across from the Boy's and Girls Club. Century Park is one of two community park facilities in the Lebanon area. This



Century Park playground



Century Park tennis courts

facility receives a lot of use due to its close proximity to the Boy's and Girls Club.

Existing facilities include a community center, softball field, a soccer field, a large play structure, three lighted tennis courts, two lighted basketball courts, and a picnic area. Other amenities include benches, lighting, picnic tables, restrooms, a shelter, park entrance sign, and trash receptacles. The Boys and Girls Club previously used the recreation building before they built their own facility. The City has plans to renovate this facility and make it available for rent.

A park right-of-way borders the park to the north. The right-of-way is currently used as a gravel access drive for two homes but could be converted to a small parking area.

Christopher Columbus Park

Christopher Columbus Park is a 3.26-acre neighborhood park located at 2800 10th Street in southwest Lebanon. The site is located in a fast-developing area of the City surrounded by single-family residential homes.

Currently the park contains a basketball court, playground, softball/baseball field, shelter, benches, lawn areas, picnic tables, entrance sign, and trash receptacles. Lighting is provided along the street and at the basketball court. The streets to the north, east, and west are improved with concrete sidewalks that abut the park. Concrete pathways connect from the north and east sidewalks to the shelter and playground. The park was constructed with approximately 6 foot high perimeter mounds along the north and west sides. The mounds are a security concern because they impede visibility from the street though the park. The fences and striping on the basketball court are in need of replacement. The majority of the park is irrigated, with the exception of the western edge which was recently acquired and added to the park.



Christopher Columbus Park playground



Christopher Columbus Park shelter

City Hall

City Hall Park is a 0.29-acre mini park located at 925 Main Street southeast of the intersection of Main Street and Maple Street. It is located adjacent to City Hall and surrounded by commercial uses. The park is primarily used by City employees, downtown businesses, and visitors for passive recreation. Amenities include a bench, lawn area, trash receptacle, cigarette receptacles, and irrigation system.

Gill's Landing

Gill's Landing is a 6.23-acre special use area located next to the Santiam River at 1400 East Grant Street. The northern site boundary is formed by a bridge connecting Grant Street to Brewster Road and a railroad trestle across the Santiam River. The site connects under the bridge and trestle to River Park. Access to the site is provided by East Grant Street.

The site contains a boat launch, RV park/campground, parking, and picnic areas. The parking area contains 32 parking spaces, two of which are ADA accessible. The RV park can accommodate 21 vehicles and provides one ADA accessible space. The campground provides 1 group camping space and two kiosks with sinks. Other activities provided at the site include boat and canoe access, fishing access, and wildlife observation. Other amenities include an entrance sign, fire pits, equipment shed, lawn areas, lighting, restrooms, drinking fountain, and trash receptacles. Eagle Scouts have constructed and maintain a trailhead adjacent to the site and the Santiam River.



Gill's Landing boat launch



Library Park seating area

Jaycee Park

Jaycee Park is a 0.69-acre mini park located at 1301 4th Street between C and D Streets. The park abuts the Santiam-Albany Canal to the east.

The park contains trees, lawn areas, playground, restrooms, and lighting. Parking is provided on-street along 4th Street. A local citizen group has taken on fundraising responsibilities for the park. The group also undertook construction of the nearly completed restrooms/shelter and playground.

Library Park

Library Park is a 0.44-acre mini park located along 2nd Street between Ash and Sherman Streets. The park is adjacent to the Lebanon public library. Amenities include trees, landscape beds, a lawn



Mural Park bench and murals

area, benches, bleachers, picnic tables, lighting, a memorial, irrigation system, and trash receptacles.

Mural Park

Mural Park is a 0.08-acre mini-park located at 847 Main Street between Maple and Grant Street. It is approximately 92' deep by 38' wide and surrounded by buildings and commercial uses. Mural



Pioneer Cemetery Park trail

paintings are located on the north, south, and east walls of the surrounding buildings. Amenities include a landscaped plaza and seating area, trees, a picnic table, and trash receptacles. There is no irrigation system in the courtyard and the landscaping is hand watered.

Pioneer Cemetery Park

Pioneer Cemetery Park is a 2.60-acre special use area located at 150 Grove Street. The park is located two blocks east of Academy Square Park and three blocks east of Santiam School Park. This park features a trail and memorials. Other amenities include two entrance signs, irrigation system, and lighting.



Ralston Square decorated holly tree

The City's desired improvements include: landscape restoration; constructing a small informational kiosk; installing a visitors bench; tree preservation and protection; sidewalk improvements; and installing security fencing. The north sidewalk and retaining wall were improved in 2000.

Ralston Square Park

Ralston Square Park is a 2.49-acre special use area located at 925 Park Street between Maple and Oak Street. The park is surrounded by residential uses to the north and east and commercial uses to the west. The Santiam-Albany canal bisects the site. The City recently acquired property housing a former service station in the southwest corner of the block. The park now includes this property and spans the entire block.



Ralston Square Park gazebo

The park is used as a major community events site. The park contains seating and picnic areas. Facilities include a gazebo, open play area, a rose garden, restrooms, and trails and walkways. Other amenities include an entrance sign, trees, plant beds, lawn areas, benches, a memorial, picnic tables, and trash receptacles. The park could be expanded by acquiring the properties adjoining the north side of the facility.

River Park

River Park is a 24.87-acre regional park located at 1235 East Grant Street adjacent to the Santiam River. River Park is the largest and most heavily used park in Lebanon. River Park provides fishing

access, water access, and wildlife observation opportunities in addition to passive and active recreation.

Currently, the park is essentially divided into three components. The first component consists of a former campground area. The second component consists of a more active use area containing 14 horseshoe pits, a playground area known as “Fort Stanley”, a short bicycle path and a multi-use playfield. The third component is composed of a passive use area located along the river. Facilities consist of a picnic area, a picnic shelter/restroom building and some informal riverfront access. Other amenities include an entrance sign, irrigation system, benches, lawn areas, picnic tables, and trash receptacles. Four gravel parking areas and one paved parking area serve the park.

Santiam Travel Station

The Santiam Travel Station is a 1.36-acre special use area located at 750 3rd Street between Sherman and Grant Streets, adjacent to the railroad tracks. The Travel Station is a former train depot that has been renovated and is now used as a council chambers/ community center. The community center contains three meeting rooms, a kitchen, and restrooms.

Surrounding the Travel Station, other facilities include a paved parking lot and an informational kiosk. On-site amenities include lawn areas, an irrigation system, benches, and trash receptacles

A continuing issue for City staff is vandalism and damage caused by the use of the Santiam Travel Station as a skateboarding area. Damage is caused by the use of skateboards on wooden decks, handrails and railing.

Santiam School Park

Santiam School Park is a 5.37-acre neighborhood park located at 50 North 3rd Street between the railroad tracks and the Corvallis-Lebanon Highway (Highway 34).

The Santiam School site is currently being used as a park and contains a baseball field with grass areas used as soccer fields. The future of the site is in question. A large skate park has been proposed, which may be the only park facility at this site. According to the *Lebanon Facilities Master Plan*, the rest of the site is proposed for Police Department building and other public facilities. If the other facilities are constructed the baseball diamond and grass



River Park benches



Shelter at River Park



Informational kiosk at Santiam Travel Station

areas will be removed. If the skate park is not constructed, that area may also be used for other public facilities.

Undeveloped Parks

The City of Lebanon owns five undeveloped sites that have been included in the inventory. Three of the sites (Carroll Park, Had Irvine Park, and Porter Street Park) are proposed for future improvement as parks or special use areas. The Santiam Riverfront is proposed to remain as a natural open spaces area that may provide limited passive recreation opportunities if improved. The Project Walden is proposed to be designated as a natural open space area with limited development including trails, fishing, and non-motorized boating opportunities.

Carroll Park

Carroll Park is a 0.42-acre undeveloped park located at 75 View Lane along Hill View Drive. The park is located south of Wagon Wheel Drive near the south City limits boundary. The park is in a fast-developing area of the City and is surrounded mostly by single-family residential homes. Due to the size of the site, the type and number of facilities that could be located here are limited. Considering the surrounding property is developed, there is little or no opportunity to expand this site.

Had Irvine Park

Had-Irvine Park is a 1.38-acre park located at 503 Wheeler Street adjacent to a canal and natural area. The park is mostly undeveloped although it includes a gravel access drive and parking area, two picnic tables, and a grass area. Pioneer School students, under the direction of a biology teacher, have installed some riparian plantings along the Mark's Slough and have conducted invasive species removal. Had Irvine Park is a key access point for the Lebanon trails system and can serve as trail head.



Had Irvine Parks open space

Prior to this planning process, the Santiam Watershed Council and Pioneer School students developed a preliminary conceptual plan for the site. A refined conceptual development plan, based on this plan, input from the public workshops, and communication with City staff is included in Chapter 7.

Porter Street Park

Porter Street Park is a 1.42-acre undeveloped park located at 2240 Porter Street between Russell Drive and Alder Street. The park site was recently acquired by the City and contains a remnant orchard, several mature trees, and grass areas. The park is predominately surrounded by single-family residential lots. Some of the lots have been annexed and are inside the UGB and some remain under county jurisdiction. The currently unimproved streets surrounding the



Mark's Slough, adjacent to Had Irvine Park

park are scheduled for improvement in the Transportation Plan. The park site is currently not served by water service. An existing well provides water to the site. A conceptual development plan for improvements to this park is included in Chapter 7.

Santiam Riverfront

The Santiam Riverfront is a 5.42-acre natural area located along the Santiam River beginning at Gill's Landing. The site contains a trail (Eagle Scout Trail) and provides fishing access and wildlife observation opportunities. Because of its limited development potential and sensitive location next to the Santiam River, the site is classified as an open space area.

Project Walden

Project Walden is a 153.85-acre site located east of the Santiam River in northeast Lebanon. The Project Walden was purchased by the City Wastewater Fund and is dedicated for use by a proposed wastewater effluent discharge site. Approximately 150-acres could be available for public use as a City park. The acreage provides potential opportunities for an RV park, non-motorized boating, fishing, water uses, wildlife observation, trails, access to more than ½ mile of Santiam River frontage, and other recreation activities.

Trails and Pathways

The Lebanon Trails Plan establishes 29 trail segments to be constructed within and surrounding Lebanon. When built, the trails would provide approximately 45-miles of trail length. Currently six trail segments have been partially constructed (some of the trails currently dead end and will be extended in the future to connect trail segments). The existing trail segments are described below. The Trails Plan and proposed trails are discussed in Chapter 7.

Eagle Scout Trail

The Eagle Scout Trail begins at Gill's Landing and extends north along the bank of the Santiam River to River Park. The trail is 0.30-miles in length.

Trail 1 (Reeves Parkway Trail)

Trail 1 (Reeves Parkway) extends from 5th Street to Highway 20 along the north side of Reeves Parkway for approximately 0.24-miles. The trail is proposed to extend west from 5th Street to connect with the proposed North Boundary Trail.

Trail 2 Alt. B (Pioneer School Trail)

Trail 2 Alt. B (Pioneer School Trail) begins at Pioneer School, extends north along 5th Street, and then east along the south side of Reeves Parkway to Highway 20. Currently the trail is 0.53-miles in length. The trail is proposed to extend south along Highway 20 for a total length of 0.79-miles.

Trail 8 (7th Street Trail)

Trail 8 (7th Street Trail) begins at Kees St. and extends north along 7th Street for 0.47-miles to Cox Creek. The trail is proposed to connect with the proposed Burkhart Creek Trail to the south and the proposed Oak Street Pedway to the North. As proposed, the trail will be 1.08-miles in total length when finished.

Burkhart Creek Trail (Segment 6)

The proposed Burkhart Creek Trail begins off of Highway 34 near the crossing of the Burkhart Creek and extends south through some residential areas and connects with Cascade Elementary School and Bob Smith Memorial Park. Currently, Segment 6 of the trail has been constructed. Segment 6 extends from 12th. Street to one property short E Street and is approximately 607-feet in length. The segment located on the north and south sides of Burkhart Creek and includes a bridge crossing near the D Street access.

West River Trail (Segment 3)

The proposed West River Trail begins at the Project Walden area and extends south along the west bank of the Santiam River to River Drive. From this point the trail travels along the northern bank of Cheadle Lake to an intersection with the South Boundary Trail. Currently, Segment 3 of the trail has been constructed. Segment 3 is approximately 606-feet in length and parallels the Santiam River (at Mountain River Drive).

School District Facilities

Lebanon Community School District 9 operates eight school facilities, a Headstart facility (Queen Anne Park Facility), and owns a closed school facility (Crowfoot Elementary School). Six schools—Riverview School, Pioneer School, Green Acres School, Cascades Elementary School, Seven Oak Middle School, and Lebanon High School—are located within the Lebanon Urban Growth Boundary and are included in the inventory. The schools are close in proximity to each other, and share use of various facilities. Two schools, Hamilton Creek School and Lacombe School, are located outside the City and are not included in the inventory.

Elementary Schools

Cascades Elementary School

Cascades Elementary School is an 11-acre site located on 7th Street. The elementary school site includes the following facilities:

- Three youth baseball/softball fields
- One soccer field (not on-site; portable backstop; less than 300' in length)
- Three outdoor basketball courts (3 covered half courts, 1 full court)

- One asphalt walking track (4' wide)
- One gymnasium
- Two playgrounds
- One picnic area

Crowfoot Elementary School

Crowfoot Elementary school is located on Crowfoot Road in southeast Lebanon. The school has been closed by School District. Formerly, the school site included: one youth baseball/softball field; one soccer field (portable goals); three outdoor basketball courts (1 half court, 1 full court); one gymnasium; and one playground. Currently, these facilities are not maintained by the school district and are not usable.

Green Acres School

Green Acres School is a 10-acre site located on 10th Street in northwest Lebanon. The site includes the following facilities:

- Four youth baseball/softball fields
- One soccer field
- Two outdoor basketball courts (half courts)
- One paved walking track (6' wide)
- One gymnasium
- One playground

Queen Anne School

Queen Anne School is located on Elmore Street near downtown Lebanon. Currently, the school is used for the Headstart program. The site includes the following facilities:

- One gymnasium
- One playground

The site also contains two youth baseball/softball field and four outdoor basketball courts which are not in usable condition.

Riverview School

Riverview School is a 12-acre site located on Mountain River Drive in southeast Lebanon. The site includes the following facilities:

- Three outdoor basketball courts (3 half courts, 2 covered)
- One gymnasium
- One playground
- One open play area (to be developed)

Middle Schools

Pioneer School

Pioneer School is a 12-acre site located on 5th Street in north Lebanon. The site includes the following facilities:

- Three baseball/softball fields
- One football/soccer field (with portable backstops)
- One gymnasium

Seven Oaks Middle School

Seven Oaks Middle School is a 50.2-acre site located on Cascade Drive in southeast Lebanon. The middle school site includes the following facilities:

- Two softball fields
- One youth baseball field
- One football field
- One soccer field
- Four outdoor basketball courts (4 half courts)
- One track (6 lane)
- One gymnasium

High Schools

Lebanon High School

Lebanon High School is a 41-acre site located on 5th Street near downtown Lebanon. The high school site includes the following facilities:

- Two senior baseball fields (varsity & JV)
- Two softball fields (varsity & JV)
- One youth baseball/softball field
- Two soccer fields (portable backstops)
- One football Stadium
- Six tennis courts
- One indoor pool
- One track (7 lane)
- Two gymnasium

Private Parks and Miscellaneous Facilities

Private recreation providers provide recreation facilities and activities for the Lebanon community. Following is a summary of recreation providers and facilities.

Boys and Girls Club

- Gymnasium (2), weightroom, game room, library, meeting rooms

Santiam Fitness

- Exercise area, weightroom

Lebanon Racquetball Club

- Racquetball courts (2), weightroom

Lebanon Skating Rink

- Roller skating rink

Linn Lanes

- Bowling lanes (18)

Park and Recreation Facilities in the Vicinity

Park and recreation facilities operated by county, state, and private entities in the vicinity of Lebanon, but outside the planning area, provide recreation opportunities to residents and should be considered in the parks planning process. Descriptions and location of facilities in the vicinity are included in Appendix C.

Recreation Providers

Currently, the City does not offer a sports or recreation programs for its local residents, with the exception of the Lebanon Senior Center. For the most part, sports and recreation programs are either offered by private organizations, other cities or simply not offered. A summary of the recreation providers in the Lebanon area is included in Appendix C.

Summary of Facilities

Table 3-2 displays a summary of City-owned park and recreation facilities. Table 3-3 displays a summary of school district-owned park and recreation facilities. Table 3-4 displays a summary of all park and recreation facilities in the Lebanon planning area.

Table 3-2. Summary of City Park and Recreation Facilities

Park Name	Academy Square	Bob Smith Memorial Park	Booth Park	Carroll Park	Century Park	Christopher Columbus Park	City Hall	Gill's Landing	Had Irvine Park	Jaycee Park	Library Park	Mural Park	Pioneer Cemetery Park	Porter Street Park	Ralston Square Park	River Park	Santiam Riverfront	Santiam School Park	Santiam Travel Station	Walden Project	TOTALS
Acreage	7.48	7.70	2.36	0.40	6.25	3.26	0.39	6.23	1.38	0.69	0.44	0.08	2.60	1.42	2.49	24.87	5.42	5.37	1.37	153.85	234.05
Developed Acres	7.48	7.70	2.20		6.25	3.26	0.39	6.23		0.64	0.44	0.08	2.60		2.49	22.40		5.37	0.06		67.59
Undeveloped Acres				0.40					1.38					1.42		2.47	5.00			153.85	164.52
Facilities																					
Ball Diamond		3	1		1	1										1		1			8
Basketball Court					2	1															3
Boat Ramp & Dock								1													1
Camp Sites								22													22
Community Center					1																1
Drinking Fountain	2	1	1		4	1		1		1	1				1	2					15
Horseshoe Court																14					14
Picnic Shelter			1		1	1										1	4				8
Picnic Tables	4	5	10		10	6		1	2		1	3			14	87					143
Playground Area		1	1		2	1				1						1					7
Kiosk																			2		2
Restroom		2			2			2		2					2	2					12
Portable Restroom																2					2
Shower								2													2
Soccer Field					3													2			5
Tennis Court					3																3
Improvements																					
Irrigation	1	1	1		1	1	1	1			1				1	1		1	1		12
Backflow Device	2	1	1		1	1	2	3		1	2				4	2					20
Parking Lot Graveled			1						1							4		1			7
Parking Lot Paved	1	1					1	1			1				1	1			1		8
Road Gravel Feet																2741					2741
Road Paved Feet								548								1704					2252
Trail Paved Feet	1235				686			356		269	82					971					3599
Trail Unpaved Feet								1614					620		414						2648
Well		1			1									1							3
Year Developed (*pre 2000)	2003	*2000	*2000	NA	*2000	*2000	NA	2004	NA	2003	*2000	*2000	*2000	NA	*2000	*2000	NA	2003	2003	NA	

Source: City of Lebanon, Community Planning Workshop, 2005

Table 3-3. Summary of School District Park and Recreation Facilities

Facility Name	Cascades Elementary School	Green Acres School	Queen Anne Park School	Riverview School	Pioneer School	Seven Oak Middle School	Lebanon High School	TOTALS
Acres	11.0	10.0	n/a	12.0	12.0	50.2	41.0	115.2
Facilities								
Baseball Field							2	2
Softball Field						2	2	4
Youth Baseball/Softball Field	3	4			3	1	1	12
Soccer Field	1	1			1	1	2	6
Football Field					1	1	1	3
Tennis Court							6	6
Outdoor Basketball Court	3	2		3		4		12
Playground Area	2	1	1	1				5
Running Track	1	1				1	1	4
Gymnasium	1	1	1	1	1	1	2	8
Indoor Swimming Pool							1	1
Picnic Area	1							1

Notes: Basketball Courts refers to number of half-courts.

Source: City of Lebanon, Community Planning Workshop, 2005

Table 3-4. Summary of Park and Recreation Facilities

Facilities	Comments
Baseball Fields	
2 Lebanon High School	Varsity and JV fields
2 TOTAL (Baseball Fields)	
Softball Fields	
3 Bob Smith Memorial Park	outfields - 180', 200', and 250'
1 Century Park	outfield - 275'
2 Lebanon High School	Varsity and JV fields
1 Seven Oaks Middle School	
7 TOTAL (Softball Fields)	
Youth Baseball/Softball Fields	
1 Booth Park	outfield - 160'
3 Cascades Elementary School	poor condition
4 Green Acres Elementary School	
3 Pioneer School	
1 Lebanon High School	
1 River Park	poor condition
2 Santiam School Park	
2 Seven Oaks Middle School	
17 TOTAL (Youth/Baseball Softball Fields)	
Soccer Fields	
1 Cascades Elementary School	portable goals
1 Century Park	portable goals
1 Green Acres Elementary School	
2 Lebanon High School	portable goals
1 Pioneer School	portable goals
1 Sanitam School Park	portable goals
7 TOTAL (Soccer Fields)	
Football Fields	
1 Pioneer School	
1 Lebanon High School	stadium
1 Seven Oaks Middle School	
3 TOTAL (Football Fields)	
Tennis Courts	
3 Century Park	lighted
5 Lebanon High School	lighted
8 TOTAL (Tennis Courts)	
Outdoor Basketball Courts	
2 Century Park	full court, lighted
1 Cascades Elementary School	full court
1 Christopher Columbus Park	full court
Green Acres Elementary School	2 half courts
1 Seven Oaks Middle School	full court
5 TOTAL (Full Size Basketball Courts)	
Playground Areas	
1 Bob Smith Park	
1 Booth Park	
2 Cascades Elementary School	
2 Century Park	
1 Christopher Columbus Park	
1 Green Acres Elementary School	
1 Jaycee Park	
1 Pioneer School	
1 Queen Anne Elementary School	
1 River Park	
12 TOTAL (Playground Areas)	

Table 3-4. Summary of Park and Recreation Facilities (cont.)

Facilities	Comments
Running Path/Track	
1 Cascades Elementary School	4' wide, asphalt
1 Fitness Now (private)	path
1 Green Acres Elementary School	6' wide, paved
1 Lebanon High School	
1 Seven Oaks Middle School	
5 TOTAL (Paths/Tracks)	
Gymnasiums	
2 Academy Square Park	currently closed
1 Boys and Girls Club (private)	
2 Cascades Elementary School	
1 Green Acres Elementary School	
1 Lebanon High School	
1 Queen Anne Elementary School	
1 Seven Oaks Middle School	
9 TOTAL (Gymnasiums)	
Indoor Swimming Pools	
1 Lebanon High School	
1 TOTAL (Indoor Swimming Pools)	
Racquetball Courts	
2 Lebanon Racquet Club (private)	
2 TOTAL (Racquetball Courts)	
Weightroom/Exercise Facilities	
1 Boys and Girls Club (private)	
1 Santiam Fitness Center (private)	
1 Lebanon Racquet Club (private)	
3 TOTAL (Weightroom/Exercise Facilities)	

Source: City of Lebanon; Lebanon Community School District, 2005

Park Classifications

Park classifications serve as guidelines to evaluate the current park system and future needs. The Parks Master Plan used the National Recreation and Park's Association's (NRPA) classifications as a reference in creating a classification system that is specific to Lebanon's needs, resources, and facilities. The classification system categorizes developed parks based on the following characteristics: benefits, functions, size, service area, and amenities. In establishing these guidelines, the park function was considered a more important factor than park size. Table 3-5 provides details on each parks classification.

The ideal park system for a community is one made up of several different types or classifications of park areas. To address specific park system needs, the Plan identifies 10 distinct classifications of parks and facilities. Each classification provides a distinct type of recreational opportunity. Lebanon currently contains two parks classified as mini parks, three parks classified as neighborhood parks, two community parks, one regional park, one natural open space area, seven special use areas, and four undeveloped parks.

Mini Parks

Mini parks are small single purpose areas designated primarily for small children usage, passive use for adults, or day use for

employees. Because of their size, the facilities are usually limited to a small open grass area, a children's playground, and a small picnic area. In 2005, Lebanon had two mini-parks:

- Jaycee Park (0.69-acres)
- Library Park (0.39-acres)

Neighborhood Parks

Neighborhood parks are a combination of playground and park areas designated primarily for non-supervised and non-organized recreation activities. They are generally small in size, about 1 to 10 acres, and serve an area of approximately 0.25 to 0.5 mile radius. Since these parks are located within walking or bicycling distance of most users, the activities they offer become a daily pastime for the neighborhood children. Typically, facilities include a children's playground, picnic areas, trails, and open grass areas for passive use, outdoor basketball and tennis courts, and multi-use sports fields. In 2005, Lebanon had three neighborhood parks:

- Booth Park (2.36-acres)
- Christopher Columbus Park (3.52-acres)
- Santiam School Park (5.37-acres)

Community Parks

Community parks primarily provide active and structured recreation opportunities. In general, community park facilities are designed for organized activities and sports, although individual and family activities are also encouraged. Community parks can provide indoor facilities to meet a wider range of recreation interests. Community parks serve a much larger area and offer more facilities. The service area is approximately 0.5 to 5 mile radius and they are usually between 5 to 25 acres in size. As a result of this larger size and service area, these parks often require more support facilities such as parking, restrooms, covered play areas, etc. In 2005, Lebanon had two community parks:

- Bob Smith Memorial Park (8.49-acres)
- Century Park (6.29-acres)

Regional Parks

Regional parks are large recreation areas that serve the entire region. They often attract visitors far beyond the boundaries of the City. They are usually large in size and may focus on one unique feature or offer a wide range of activities and facilities. Generally, they provide a wide variety of specialized facilities such as sports fields, indoor recreation areas, boating and fishing access, camping areas, and large picnic areas. They typically retain large areas in their natural state to provide opportunities for walking, riding, boating, and various types of passive recreation. Regional parks

also typically serve as neighborhood and community parks for their service area, and often have portions that are part of the regional open space system. They usually exceed 25 acres in size and are designed to accommodate large numbers of people. In 2005, Lebanon had one regional park:

- River Park (24.87-acres)

Linear Parks

Linear parks are developed landscaped areas or other lands that follow linear corridors such as streams, abandoned railroad right-of-ways, power lines, and other linear features. They typically contain trails, landscaped areas, viewpoints, and seating areas. Linear Parks can provide a natural environment to walking, jogging, and bicycling. They provide a transportation corridor linking neighborhoods to parks, schools and shopping areas. They provide a variety of passive recreational opportunities all free or relatively free from automobile interference. Lebanon does not currently contain any linear parks.

Special Use Areas

Special use areas are miscellaneous public recreation areas or land occupied by a specialized facility. Some of the uses that fall into this classification include special purpose areas, waterfront parks, landscaped areas, community gardens, single purpose sites used for field sports or sites occupied by buildings. In 2005, Lebanon contained seven special use areas:

- Academy Square Park (7.48-acres)
- City Hall (0.29-acres)
- Gill's Landing (6.23-acres)
- Mural Park (0.09-acres)
- Pioneer Cemetery Park (2.64-acres)
- Ralston Square Park (2.49-acres)
- Santiam Travel Station (1.37-acres)

Trails and Pathways

Trails and Pathways are public access routes and trail-oriented recreational activities including sidewalks, bikeways, multi-use trails and paths. These emphasize safe travel for pedestrians to and from parks and around the community. Trails and Pathways provide opportunities for connections between park facilities and neighborhoods. They provide a variety of trail-oriented activities and can help reduce dependence on the automobile. Trails are described by their predominate activity, such as hiking, Nature/Interpretive, Historic, Multi use, Exercise, Bikeways. In 2005, Lebanon had six trails:

- Eagle Scout Trail
- Trail 1 (Reeves Parkway Trail)
- Trail 2 Alt. B (Pioneer School Trail)
- Trail 8 (7th Street Trail)
- Burkhart Creek Trail (Segment 6)
- West River Trail (Segment 3)

Natural Open Space

Natural open space is defined as undeveloped land primarily left in its natural environment with recreation uses as a secondary objective. It is 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 spaces. In some cases, environmentally sensitive areas are considered as open space and can include wildlife habitats, stream and creek corridors, or unique and/or endangered plant species. In 2005, Lebanon contained one open space area:

- Santiam Riverfront (5.42-acres)

Undeveloped Land

This is land that is undeveloped and has not been designated for a specific park use.

- Carroll Park (0.42-acres)
- Had Irvine Park (1.38-acres)
- Porter Street Park (1.42-acres)
- Project Walden (153.85-acres)

School District Facilities

School facilities are an important resource for recreation and open space. These facilities include athletic fields for baseball, softball and soccer and gymnasiums for volleyball and basketball. In 2005, Lebanon contained eight school district facilities:

- Cascades Elementary School
- Crowfoot Elementary School
- Green Acres School
- Lebanon High School
- Pioneer School
- Queen Anne Park School
- Riverview School

- Seven Oak Middle School

Table 3-5 summarizes park classifications for the City of Lebanon's park system. The classifications define the benefits, functions, size, service area, and amenities for each park.

Table 3-5. Classification System

TYPE OF FACILITY	DEFINITION	BENEFITS & FUNCTION	SIZE CRITERIA	SERVICE AREA	DESIGN CRITERIA	EXISTING PARKS OF THIS TYPE	
						NAME	ACRES
Mini Parks	Mini parks provide passive or limited active recreational opportunities. Mini parks may simply be open lots or may be more developed with a limited number of amenities. These should be accessible by sidewalks, trails, or low-traffic streets.	Mini parks provide a balance between open space and residential development. Mini parks add activity and character to neighborhoods and may be an appropriate space for neighborhood gatherings.	0.25 - 1.0 acres	1/4 mile or less	Mini parks may offer low-intensity facilities such as benches, picnic tables, multi-purpose paved trails, landscaping, and public art. If the mini-park also offers active recreation it may include children's play areas, community gardens, and a limited number of sports courts.	Jaycee Park	0.69
						Library Park	0.44
Neighborhood Parks	Neighborhood parks offer accessible recreation and social opportunities to nearby residents. These should accommodate the needs of a wide variety of age and user groups. These should be accessible by sidewalks, trails, low-traffic residential streets.	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.	1 - 10 acres	1/4 - 1/2 mile	Neighborhood parks should include both passive and active recreation opportunities such as children's play areas, sports courts and fields, picnic facilities, public art, open lawn areas, swimming pools, sitting areas, landscaping, community gardens, restrooms, and pathways. Security lighting and off-street parking may be provided if necessary.	Booth Park	2.36
						Christopher Columbus Park	3.26
						Santiam School Park	5.37
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. Community parks often include facilities for organized group activities, individual, and family activities.	Community parks provide recreation opportunities for all age groups. They provide educational opportunities, serve recreational needs of families, preserve open spaces and unique landscapes, and provide spaces for community activities and events. These parks can serve as a focal point for the community.	5 - 25 acres	1/2 - 5 miles	Community parks may offer sports facilities for large groups, group picnic areas, gardens, amphitheaters, event space, interpretive facilities, and community centers. High quality play areas may be provided to create a family play destination.	Bob Smith Memorial Park	7.70
						Century Park	6.25
Regional Parks	Regional parks provide a variety of active and passive recreation opportunities for all ages and serve to preserve open spaces and landscapes. These parks are larger than community parks and attract people from outside the community.	Regional parks offer recreational opportunities that benefit residents and attract visitors.	25+ acres	Determined by location, size, and amenities offered.	Regional parks should offer a variety of recreation opportunities such as benches, picnic tables, multi-purpose trails, landscaping, camping amenities, and natural areas. These parks may include sports and community facilities similar to a community park.	River Park	24.87
Linear Parks	Linear parks are usually developed around a natural resource such as creek, river or lakeshore.	Linear parks can provide a natural environment for walking, jogging, and bicycling. They provide a transit corridor linking neighborhoods to parks, schools and shopping areas.	none	none	Existing topography and other unique natural features often determine linear park widths. Linear parks of less than 50 "usable" feet should be avoided 100-foot corridor widths or wider are preferred and give greater design flexibility.	None	0.00

Source: Community Planning Workshop (CPW) 2005

Table 3-5. Classification System (cont.)

TYPE OF FACILITY	DEFINITION	BENEFITS & FUNCTION	SIZE CRITERIA	SERVICE AREA	DESIGN CRITERIA	EXISTING PARKS OF THIS TYPE	
						NAME	ACRES
Special Use Areas	Special use areas are miscellaneous public recreation areas or land. These areas can include special purpose areas, waterfront parks, landscaped areas, community gardens, and single purpose sites or sites occupied by buildings	Special use areas provide specialized recreation opportunities that benefit residents and attract visitors.	none	none	Special use areas should offer specialized or special purpose facilities that are not common in park facilities but are unique and important to the park system.	Academy Square Park	7.48
						City Hall	0.39
						Gills Landing	6.23
						Mural Park	0.08
						Pioneer Cemetery Park	2.60
						Ralston Square Park	2.49
						Santiam Travel Station	1.37
Trails and Pathways	Trails and Pathways are public access routes and trail-oriented recreational activities including sidewalks, bikeways, multi-use trails and paths. These emphasize safe travel for pedestrians to and from parks and around the community.	Trails and Pathways provide opportunities for connections between park facilities and neighborhoods. They provide a variety of trail-oriented activities and can help reduce dependence on the automobile.	none	Determined by location of trails and park facilities.	A variety of path and trail types are needed to accommodate activities such as walking, running, biking, dog walking, rollerblading, skateboarding, and horseback riding. Trails may be located within parks or be designated as part of the citywide transportation system. Each type of trail should be designed to safely accommodate users and meet recognized design standards.	Eagle Scout Trail	0.30 miles
						Trail 1	0.24 miles
						Trail 2 Alt. B	0.53 miles
						Trail 8	0.47 miles
						Burkhart Creek Trail	0.11 miles
						West River Trail	0.11 miles
Open Space	Natural open space is undeveloped land primarily left in its natural environment with recreation uses as a secondary objective. It is usually owned or managed by a governmental agency and may or may not have public access.	Natural open space provide passive recreation, interpretive, and educational opportunities to citizens. They also provide benefits to wildlife and preserve habitat.	none	none	This type of land often includes wetlands, steep hillsides or other similar spaces. In some cases, environmentally sensitive areas are considered as open space and can include wildlife habitats, stream and creek corridors, or unique and/or endangered plant species.	Santiam Riverfront	5.42
Undeveloped Land	Undeveloped land is land that has not been designated for a specific use.	Undeveloped land benefits the expansion of the park system and functions to provide future park sites.	none	none	The community should establish criteria for land acquisition and development.	Carroll Park	0.40
						Had Irvine Park	1.38
						Porter Street Park	1.42
						Walden Project	153.85
School District Facilities	School playgrounds and recreational facilities provide a variety of active and passive recreation opportunities designed to service a certain age group within the community.	Residents in the community have the potential to utilize school district facilities for active and passive uses during non-school hours.	Vary in size depending on the population	Determined by location, size, and amenities offered.	Elementary and middle or junior high schools may offer playgrounds and sports facilities. High schools tend to offer solely sport facilities.	Riverview School	12.00
						Pioneer School	12.00
						Green Acres School	10.00
						Seven Oak Middle School	11.00
						Cascades Elementary School	50.20
						Lebanon High School	41.00
						Crowfoot Elementary School	n/a
						Queen Anne Park School	n/a

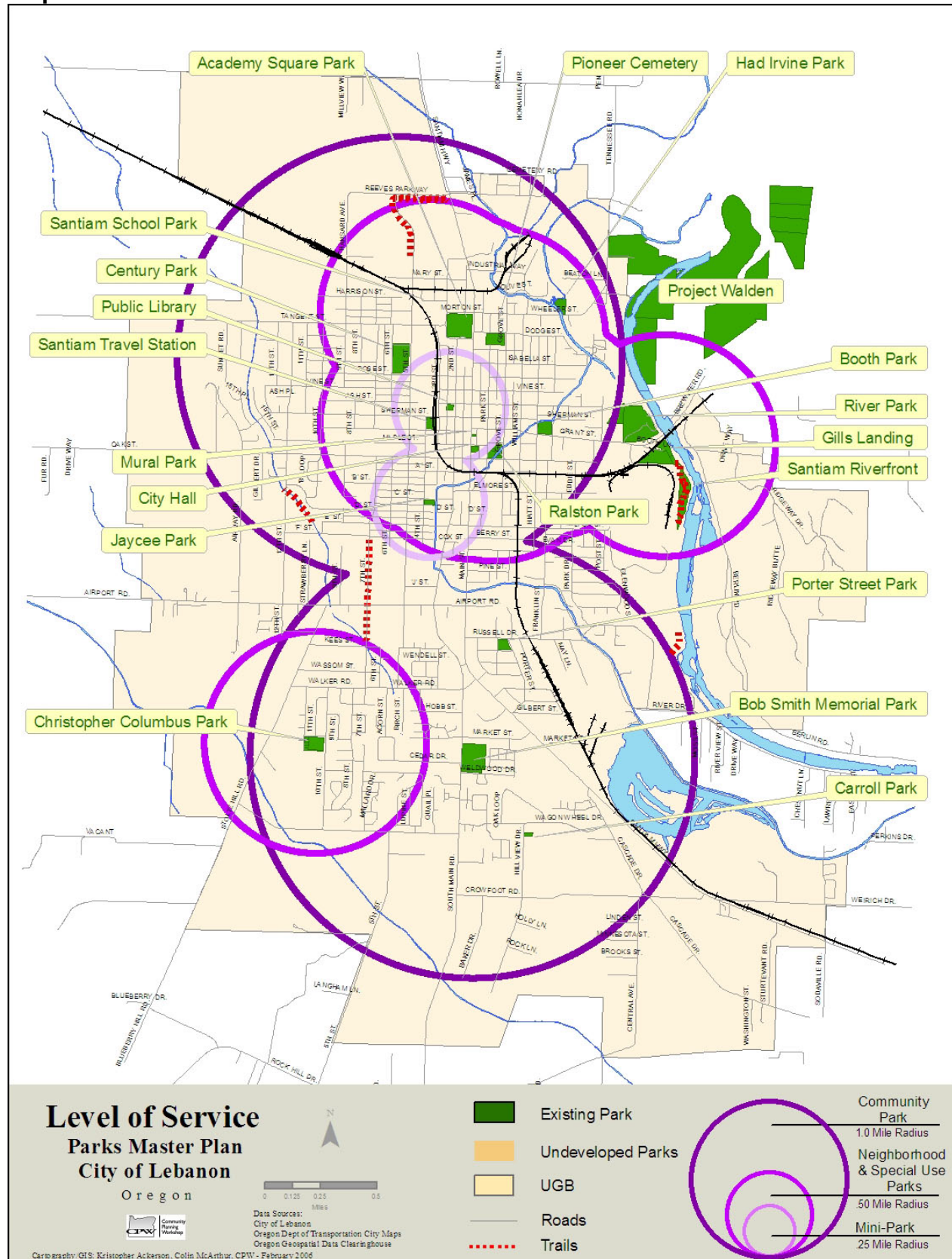
Source: Community Planning Workshop (CPW) 2005

Service Areas

Parks of different sizes and types are needed to serve a diverse population. Currently, Lebanon contains developed mini, neighborhood, community, and regional parks. Each park type has a different service area. In general, mini parks are designed to serve those within a 0 to 0.25 mile radius, neighborhood parks 0.25 to 0.5 mile radius, and community parks 0.5 to 1 mile radius (see classification system, Table 3-5).

Regional, linear, and school parks, as well as trails and connectors are designed to serve varying groups based on the park's amenities and location. When determining the need for, and possible location of, additional parks, it is important to consider these service areas and which areas are currently 'well-served' by parks. Map 3-2 displays park service areas. Each circle represents the service area for one park: the smaller are those of mini-parks and the larger, neighborhood parks.

Map 3-2. Park Service Areas



Source: Community Planning Workshop (CPW) 2006

Level of Service (LOS) Analysis

The Level of Service (LOS) analysis is based on existing park and recreation facilities and the 2004 population estimate for Lebanon. The LOS evaluation provides the basis for defining Lebanon's park needs and for subsequent capital improvements and parkland acquisition programs. The baseline LOS analysis provides guidelines, represented by a ratio expressed as developed acres per 1,000 residents, to help identify the minimum amount of parkland needed to meet present and future recreation demands. Table 3-6 shows the baseline LOS of service for each park classification based on the 2004 population estimate (13,550 people).

In 2005, the City of Lebanon owned and maintained 50.94-acres of developed parks.⁹ As shown in table 3-6, the LOS provided by developed parks is 3.76-acres per 1,000 residents.

Table 3-6. Lebanon Park Acreage Level of Service (LOS) - 2004

PARK CLASSIFICATION	LEVEL OF SERVICE (LOS)	
	ACRES	(acres per 1000 persons)*
Mini Parks		
Jaycee Park	0.69	0.05
Library Park	0.44	0.03
Mini Subtotal	1.13	0.08
Neighborhood Parks		
Booth Park	2.36	0.17
Christopher Coumbus Park	3.26	0.24
Santiam School Park	5.37	0.40
Neighborhood Subtotal	10.99	0.81
Community Parks		
Bob Smith Memorial Park	7.70	0.57
Century Park	6.25	0.46
Community Subtotal	13.95	1.03
Regional Parks		
River Park	24.87	1.84
Regional Subtotal	24.87	1.84
System Wide Total	50.94	3.76

Note: * based on 2004 PSU Population Estimate - 13,550

To maintain this level of service into the future, when the population of Lebanon is expected to grow to 19,597 by the year 2025, Lebanon will need to develop additional parkland. Developing undeveloped lands that are currently owned by the city may meet some of the future demand. Up to 162-acres of undeveloped land that is already owned by the City could potentially be added to the system. However, most of this land is part of the Project Walden property. The City owns three additional sites that can be developed

⁹ Only developed acres for mini, neighborhood, community, regional, and linear parks was used in calculating LOS, according to standard NRPA LOS methodology.

as parks, Carroll Park (0.40-acres), Had Irvine Park (1.38-acres), and Porter Street Park (1.42-acres). Table 3-7 displays the LOS for the 2025 population with the assumption that all of these sites would be developed.

Table 3-7. Lebanon Park Acreage Level of Service (LOS) - 2025

PARK CLASSIFICATION	ACRES	LEVEL OF SERVICE (LOS)
		(acres per 1000 persons)*
Mini Parks		
Carroll Park	0.40	0.02
Jaycee Park	0.69	0.04
Library Park	0.44	0.02
Mini Subtotal	1.53	0.08
Neighborhood Parks		
Booth Park	2.36	0.12
Christopher Coumbus Park	3.26	0.17
Had Irvine Park	1.38	0.07
Porter Street Park	1.42	0.07
Santiam School Park	5.37	0.27
Neighborhood Subtotal	13.79	0.70
Community Parks		
Bob Smith Memorial Park	7.70	0.39
Century Park	6.25	0.32
Community Subtotal	13.95	0.71
Regional Parks		
River Park	24.87	1.27
Regional Subtotal	24.87	1.27
System Wide Total	54.14	2.76

Note: * based on 2025 PSU population projection - 19,597

Communities commonly adopt and strive to achieve level of service standards for parks. Table 3-8 displays a comparison between the current LOS provided by Lebanon parks with that of other communities in Oregon.

The City of Lebanon has chosen not to adopt a level of service standard, instead focusing on acquiring and developing neighborhood park sites in areas that are currently underserved and areas where service will be needed in the future.

Table 3-8. Level of Service (LOS) Comparison

City	Developed Park Acreage	Year 2003 Population	Dev.Parkland/ 1000 residents
Newport	20.0	9,740	2.1
Astoria	21.6	9,890	2.2
Canby	37.0	13,910	2.7
Lebanon	50.9	13,271	3.8
Sweet Home	76.4	8,330	9.2
Turner	13.7	1,480	9.3
Brookings	55.5	5,950	9.3
Lincoln City*	90.3	7,420	12.2
Brownsville	30.5	1,440	21.2

Notes: * It is unclear whether Lincoln City has adopted an Open Space standard

Source: Community Planning Workshop (CPW) 2005

Chapter 4

Needs Assessment

Identifying recreation demand and needs is an important part of the Comprehensive Parks Master Plan. It is also one of the most difficult tasks because so many different variables will influence public recreation participation and demand. What might be right for one community may not be right for another. The problem is compounded by the fact that underestimating needs can result in overuse of facilities, whereas overestimating the need can mean spending money for facilities that are not needed.

To plan for the development and improvement of Lebanon's park system, the City must understand the needs of the community. Social, physical, and economic factors play a complex role in determining these park needs. Key factors include:

- Demographic trends and characteristics (Chapter 2);
- Characteristics of the current park system (Chapter 3);
- National, state, and local trends in recreation and activity participation;
- Residents' current park use, perceptions of the park system, importance of current and desired park amenities. Related to this is willingness and ability of the community to support improvements, expansions, and maintenance of the system, as determined through public input.

This chapter focuses on the latter two factors. It reviews relevant national, state, and local recreational trends and assesses the park and recreational needs of the community based on household survey and community workshop results. By considering the needs and views of Lebanon residents and larger recreational trends, the City can better prioritize future park improvements and maintenance of existing park facilities. In summary, the needs analysis provides the basis for the future direction of Lebanon's parks system.

Outdoor Recreation Participation Trends

Identifying recreation and sports trends is relevant to parks planning because it allows a community to anticipate demand for facilities. Evaluating recreation trends can also help determine the best possible uses of parkland within the City of Lebanon. This section describes relevant outdoor recreation trends at the national, state, and local levels.

Both the National Sporting Goods Association (NSGA) and the Oregon Parks and Recreation Department (OPRD) have compiled sports participation data, which show trends at the national, state, and regional level. An analysis of these trends establishes a context for evaluating Lebanon's park system.

National Participation Trends

The NSGA collects data on national level recreation trends for 42 sports, based on a mail survey sent to a sample of US households, representative of the entire population (294 million in July 2004).¹⁰ The data represent the number of people, in millions, over the age of seven that participated in an activity in 2003. Participation trends outlined in this data may be useful in determining need for certain recreation facilities in Lebanon. According to the 2003 NSGA survey data, the following sports have the highest level of participation nationwide:

1. Exercise walking – 84.7 million participants nationwide (28.8% of total population)
2. Camping – 55.3 million participants (18.8%)
3. Swimming – 53.4 million participants (18.2%)
4. Exercising with Equipment – 52.2 million participants (17.8%)
5. Bowling – 43.8 million participants (14.9%)
6. Fishing – 41.2 million participants (14.0%)¹¹
7. Bicycle Riding – 40.3 million participants (13.7%)

(source: National Sporting Goods Association 2005)

All of these activities are well suited to existing natural and recreation facilities in Lebanon or could provide opportunity for extension of the park system.

Table 4-1 displays national trends in sports participation. The nationwide trends represent the average participation rates in the U.S. To evaluate park uses and activity participation within Oregon and Lebanon, trends at the state and regional level better illustrate area averages.

¹⁰ US Census Annual Estimates of the Population for the United States and States, and for Puerto Rico: April 1, 2000 to July 1, 2004 (NST-EST2004-01)

Table 4-1. National Participation Trends, 1999-2004

Sport	Percent Change		
	1999	2004	(1999-2004)
Total U.S.	245.3	258.5	5.40%
Snowboarding	3.3	6.6	98.30%
Paintball Games	5.1	9.4	84.70%
Skateboarding	7	10.3	48.60%
Target Shooting	13	19.2	47.70%
Workout at Club	24.1	31.8	32.00%
Hockey (ice)	1.9	2.4	28.90%
Mountain Biking (off road)	6.8	8	18.20%
Exercising with Equipment	45.2	52.2	15.40%
Backpack/Wilderness Camp	15.3	17.3	13.00%
Aerobic Exercising	26.2	29.5	12.20%
Camping (vacation/overnite)	50.1	55.3	10.30%
Running/Jogging	22.4	24.7	10.30%
Muzzleloading	3.5	3.8	9.40%
Archery (target)	4.9	5.3	7.60%
Billiards/Pool	32.1	34.2	6.50%
Hunting with Firearms	16.6	17.7	6.40%
Skiing (cross country)	2.2	2.4	5.30%
Bowling	41.6	43.8	5.30%
Exercise Walking	80.8	84.7	4.90%
Canoeing	7.3	7.5	1.90%
Hiking	28.1	28.3	0.90%
Soccer	13.2	13.3	0.50%
Baseball	16.3	15.9	-2.90%
Hunting with Bow & Arrow	6	5.8	-3.40%
Bicycle Riding	42.4	40.3	-4.90%
Football (tackle)	8.7	8.2	-5.80%
Basketball	29.6	27.8	-6.00%
Sailing	2.8	2.6	-6.10%
Boating, Motor/Power	24.4	22.8	-6.80%
Swimming	57.9	53.4	-7.70%
Volleyball	11.7	10.8	-7.90%
Martial Arts	5.1	4.7	-8.70%
Golf	27	24.5	-9.40%
Fishing	46.7	41.2	-11.80%
Tennis	10.9	9.6	-11.90%
Football (touch)	11.1	9.6	-14.10%
Softball	14.7	12.5	-15.00%
Skiing (alpine)	7.4	5.9	-20.30%
Kick Boxing	3.8	2.8	-26.80%
Water Skiing	6.6	4.7	-28.10%
In-Line Roller Skating	24.1	11.7	-51.50%

Notes: Participated more than once (in millions). Seven (7) years of age and older.

Source: National Sporting Goods Association (NSGA), www.nsga.org.

The NSGA also gathers data on youth participation in recreational activities. Table 4-2 summarizes key participation trends between 1999 and 2004. The data show that some activities such as baseball and basketball are experiencing modest or negative growth, while others, such as snowboarding and skateboarding have more than doubled.

Table 4-2. Youth participation in selected recreational activities (in 1000s), 1994 and 2004

Sport	Total 7-11	Change vs 1994	Total 12-17	Change vs 1994	Total	Change vs 1994
Total U.S.	19,650	4.7%	24,988	15.8%	258,533	11.0%
Baseball	4,333	-15.2%	3,959	-4.6%	15,850	5.0%
Basketball	5,867	5.6%	7,175	-9.8%	27,847	-1.2%
Bicycle Riding	9,196	-19.4%	7,770	-17.0%	40,317	-19.1%
Fishing	3,583	-26.6%	4,103	-11.4%	36,265	-10.4%
Golf	1,027	53.3%	2,487	31.9%	24,479	-0.3%
Ice Hockey	292	-24.7%	544	33.3%	2,423	26.6%
In-line Skating	3,313	-52.7%	3,913	-25.8%	11,677	-40.0%
Skateboarding	3,439	82.4%	4,262	111.8%	10,388	111.0%
Skiing (alpine)	659	2.0%	979	-50.2%	5,903	-44.4%
Snowboarding	971	362.4%	2,356	176.2%	6,572	218.9%
Soccer	5,411	-1.5%	3,578	1.2%	13,287	6.2%

Source: National Sporting Goods Association 2005

State and Regional Participation Trends

Data for recreation trends at the state level were collected using two sources: The National Sporting Goods Association (NSGA Index 3) and the 2003-2007 Oregon Statewide Comprehensive Outdoor Recreation Plan (SCORP). Regional data is based on classifications determined by the state of Oregon within SCORP. Lebanon is located in Region Three, which includes Linn, Benton, and Lane Counties.

The NSGA 2003 State-by-State Index compares popularity of certain activities on a state and national level. On the Index, the national average for each sport equals 100. The index is created by dividing a state's percentage of participants in a particular activity by its percentage of the U.S. population.¹¹

The following is a list of activities with the highest participation rates in Oregon, as compared to the national level, based from the NSGA State-by-State Index:

Activities More Popular in Oregon than National Average

1. Skateboarding – 257 (2.57 times greater in Oregon)
2. Snowboarding – 219 (2.19 times greater in Oregon)
3. Scooter Riding – 193 (1.93 times greater in Oregon)

¹¹ For example, Florida has 13.2% of the total participants in saltwater fishing and 5.4% of the U.S. population. This yields an index of 243, indicating Floridians are more than twice as likely (2.43 times) to participate in saltwater fishing as the national average. (from NSGA 2005)

4. Target Shooting – 189 (1.89 times greater in Oregon)
5. In-line Roller Skating – 183 (1.83 times greater in Oregon)

Though the NSGA statewide activities are representative of activities that require equipment use, activities such as skateboarding, scooter riding, and in-line skating are all applicable to Lebanon. The city could further accommodate these popular activities with the expansion of its trail system or the addition of a skate park.

The Oregon SCORP provides more complete data on regional recreation trends. Table 4-3 displays the percentage of the state and region's population that participated in a variety of sports in 2002. The activities noted in bold are particularly applicable to the Lebanon region, based on trends, available resources, and desired types of participation.

Table 4-3. Sports Participation, by Percent of Population, 2002

Recreation Activity	Oregon	Region 3
Picnicking, Sightseeing, and Touring Activities		
Picnicking	23.31	27.48
Sightseeing/driving for pleasure	42.13	41.46
Train or bus touring	2.94	4.06
Visiting cultural/historical sites	27.32	25.24
Non-motorized Snow Activities		
Downhill skiing/snowboarding/telemarking	8.04	8.11
Sledding or general snow play	9.04	9.46
Fishing Activities		
Fishing from a boat	15.84	18.93
Fishing from a bank or shore	18.85	17.57
Fishing from a dock or pier	4.36	3.61
Boating Activities		
Canoeing	3.81	2.70
Sea Kayaking	0.76	0.45
White-Water Kayaking	1.02	0.90
White-Water Rafting	2.88	3.15
Personal watercraft (jet ski, wave runner, etc.)	1.28	2.26
Power boating for pleasure (excludes fishing & water-skiing)	6.34	3.61
Sailing	0.61	1.35
Water-skiing or other towing sport	2.54	1.80
Windsurfing	0.71	0.00
Hunting and Shooting Activities		
Big game hunting (rifle)	8.32	6.31
Big game hunting (bow)	1.18	1.80
Waterfowl hunting	1.82	0.90
Upland bird or small game	4.10	1.80
Trapping	0.18	0.45
Rifle/pistol target shooting	10.90	11.72
Skeet/trap/sporting clay shooting	2.48	3.61
Archery (target shooting)	3.04	3.15
Nature Study Activities		
Bird watching	20.84	19.83
Nature/wildlife observation	28.63	30.19
Outdoor photography	17.94	18.02
Tracking animal signs	5.80	7.21
Collecting (rocks, plants, mushrooms, berries, etc.)	16.78	19.83
Swimming and Beach Activities		
Freshwater Beach Activities	11.08	13.88
Ocean Beach Activities	22.77	28.21
Swimming in an outdoor pool	9.45	9.86
SCUBA diving or snorkeling	1.14	0.45
Camping Activities		
Bicycle camping	1.27	0.90
Boat camping	2.85	3.15
Horseback camping	0.77	1.35
Camping on an ocean beach	3.15	4.96
RV/trailer camping	12.15	13.52
ATV camping	1.48	0.00
Car camping with a tent	13.50	15.77
Snow camping	0.31	0.00

Source: Oregon Statewide Comprehensive Outdoor Recreation Plan, Oregon State Parks Department, 2002

Table 4-3. Sports Participation, by Percent of Population, 2002 (cont.)

Recreation Activity	Oregon	Region 3
Outdoor Sports and Games Activities		
Golf	16.14	14.33
Baseball	3.72	2.69
Football/rugby	4.23	7.61
Ultimate Frisbee	0.76	1.34
Frisbee golf	0.00	0.10
Hang gliding	0.05	0.00
Skydiving	0.39	0.45
Rock climbing	1.43	2.24
Outdoor court games (volleyball, badminton)	3.02	5.37
Outdoor basketball	6.95	3.58
Outdoor Tennis	3.78	3.58
Soccer	4.03	4.47
Softball	3.77	5.83
Using park playground equipment	17.60	11.20
Trail, Road, and Beach Activities		
Backpacking	3.74	4.06
Biking	16.84	21.18
Cross-country skiing/snowshoeing	2.51	2.26
Hiking	20.61	22.53
Orienteering	0.62	0.90
Horseback riding	3.70	3.61
In-line skating/ skateboarding	6.39	5.41
Running/walking for exercise	24.28	29.74
Walking for pleasure	33.03	31.09
All-terrain vehicle riding (3 & 4 wheeler, etc.)	5.65	5.85
Dune buggy riding	1.72	2.70
Four-wheel driving (jeeps, pickups, SUVs, etc.)	6.69	5.41
Motorcycling	3.21	3.61
Snowmobile	1.05	1.35
Other snow vehicle riding	0.12	0.00

Source: Oregon Statewide Comprehensive Outdoor Recreation Plan, Oregon State Parks Department, 2002

Sports and activities with high participation rates that are applicable to the City include: sightseeing and driving for pleasure (42% participation within Region Three), walking for pleasure (31%), running/walking for exercise (30%), nature or wildlife observation (30%), picnicking (27%), visiting cultural or historical sites (26%), hiking (23%), biking (22%), bird watching (20%), fishing (19%), outdoor photography (18%), RV/Trailer camping (14%), golf (14%), and using playground equipment (11%).

The SCORP also identified activities with the most growth and biggest declines in regions 2 and 3 (Willamette Valley Counties) between 1987 and 2002. High growth activities include:

- Nature/Wildlife Observation: +6,150,751 user occasions; +254% growth in user occasions

- Golf: +4,332,266 user occasions; ++224% growth in user occasions
- Using Playground Equipment: +3,392,710 user occasions; +114% growth in user occasions
- Sightseeing/Driving for Pleasure: +2,485,198 user occasions; +69% growth in user occasions
- Baseball: +1,810,203 user occasions; +131% growth in user occasions

Activities that experienced the biggest declines in user occasions included:

- Swimming in an Outdoor Pool: -2,354,221 user occasions; -45% decline in user occasions
- Outdoor Tennis: -609,279 user occasions; -40% decline in user occasions
- Outdoor Volleyball/Badminton -438,394 user occasions; -38% decline in user occasions

All of these activities are available in or near Lebanon. Moreover, the relative increase or decline of a specific activity does not necessarily equate to a high priority need. For example, swimming in outdoor pools was the activity with the largest use decline in Regions 2 and 3 between 1987 and 2002. The SCORP, however, ranks outdoor pool facilities in Region 3 as 6th highest priority need statewide. The SCORP also identifies Region 3 facility shortages for the following activities (not listed in any priority order):

- Walking for pleasure on local community or backcountry trails (all surfaces)
- Running/ walking for exercise on unsurfaced local community or backcountry trails
- Hiking on local community or backcountry trails (all surfaces)
- Biking on surfaced local community and backcountry trails
- Using park playground equipment
- Outdoor Tennis
- Outdoor basketball
- Football/ rugby/ soccer
- Baseball/ softball
- Freshwater Beach Activities
- Total nonmotorized boat ramp use

- Fishing from a dock or pier
- Picnicking

All of the activities listed above can be provided by municipal parks systems. Moreover, many of the activities are primarily provided by municipal parks systems. Coordinating facility improvements with regional needs identified in the SCORP will not only provide Lebanon with a better park system, but will provide the region with needed facilities.

The SCORP also identified a set of funding priorities for Region 3 which includes Benton, Linn and non-coastal Lane Counties:

1. Funding priority for major rehabilitation of existing outdoor recreation facilities. Examples of major rehabilitation projects include irrigation systems, play equipment, lighting, picnic shelters, restrooms, retrofitting of facilities for ADA accessibility, and river access facilities.
2. Funding priority for recreational trail (non-motorized) connectivity. Provide more connectivity between parks, schools, and senior centers. Funding priority should be given to projects connecting communities, existing parks, and that better connect parks into the existing transportation network.
3. Funding priority for river corridor acquisition. Provide funding priority for projects providing river and water access.

This Plan includes several projects in each of these categories. The City should continue to monitor the funding priorities as identified by Oregon State Parks and apply for grant funds as appropriate.

Local Participation Trends

Identifying popular recreational activities among City residents is one method to determine park usage and assess the need for additional park facilities and amenities. To better understand local participation patterns, the planning process included a survey of Lebanon households.¹² Table 4-4 shows the top ten activities that Lebanon residents participate in at least once a week.

¹² Appendix B includes the full survey results.

Table 4-4. Frequent Activities of Survey Respondents

Recreation Activity	Frequently 1 or more times/week
Walking/Hiking	33%
Dog Walking	25%
Bicycling	17%
Playground Use	12%
Wildlife Viewing	11%
Jogging	11%
Group Exercise Class	9%
Picnics/BBQs	8%
Fishing	8%
Basketball	8%

Source: Community Planning Workshop, Lebanon Parks Survey, 2005

The top six recreational activities for survey respondents included: walking/hiking, nature enjoyment, bicycling, playground use, wildlife viewing, and jogging. These recreational activities require the development and maintenance of trails, contiguous sidewalks and protected crosswalks, playgrounds, and additional passive recreation amenities.

Park Use and Perceptions of the Lebanon Park System

The City of Lebanon Parks Survey was distributed to 1,200 randomly selected households in Lebanon (see Appendix B for complete survey methodology). A total of 284 households returned their completed surveys for a 24% response rate. The survey responses are an important means of gaining insight into the community's needs and desires. These ideas are incorporated into this Plan.

In addition to gauging local participation trends (as displayed in Table 4-4), the purpose of the survey was to discover residents' opinions about: the importance of parks; the features and amenities they would like in their parks; the frequency of park use, and; resident satisfaction of parks.

How important are parks?

Survey respondents indicate that they place a high value on park and recreation facilities in their community. The results of the community survey show that parks are an important part of Lebanon's quality of life. Over 85% of survey respondents indicate that parks are either "very important" or "somewhat important," while only 2% felt that parks were either "somewhat unimportant" or "very unimportant." These findings suggest that parks are

important to residents and the City should consider parks to be a high priority.

What are important park characteristics?

Survey respondents were asked to indicate the level of importance regarding a variety of characteristics related to existing and/or new recreational facilities in Lebanon. This allows the City to better understand what the community values within their park system. The various characteristics were divided into five categories, as shown in Table 4-5: (1) general features, (2) facilities, (3) sports fields, (4) sports courts, and (5) park classifications.

Table 4-5. Importance of Park Characteristics

Category	Very Important	Important	Neutral	Unimportant	Very Unimportant	Don't Know
Features						
Close to home or work	28%	35%	29%	4%	2%	2%
Facility is well-maintained	76%	16%	5%	0%	1%	2%
Not crowded	23%	39%	30%	5%	1%	2%
Convenient hours of operation	42%	39%	14%	2%	2%	2%
Safety	74%	16%	7%	0%	2%	2%
Facilities						
Activity Center	26%	27%	33%	6%	2%	5%
River Access	22%	35%	31%	8%	2%	3%
BMX Bike Park	15%	21%	39%	13%	6%	6%
Community Center	19%	39%	31%	6%	3%	3%
Community Gardens	19%	30%	35%	9%	4%	4%
Library	51%	25%	16%	16%	3%	2%
Paved Trails	28%	37%	19%	9%	3%	3%
Unpaved Trails	22%	35%	35%	6%	2%	3%
Playgrounds	22%	31%	35%	6%	2%	3%
Picnic Areas	56%	33%	7%	1%	1%	2%
Skatepark	55%	35%	6%	1%	1%	2%
Water Play Fountain	26%	26%	32%	7%	7%	3%
Boat Launch	21%	28%	35%	7%	4%	4%
Water Trail	21%	30%	37%	7%	2%	3%
Special Events Facilities	17%	26%	36%	10%	3%	8%
Sports Fields						
Baseball	29%	40%	19%	4%	3%	4%
Football	36%	36%	19%	3%	2%	4%
Soccer	27%	32%	29%	7%	2%	4%
Sports Courts						
Basketball	34%	35%	22%	4%	2%	4%
Racquetball	36%	36%	18%	3%	3%	4%
Tennis	18%	25%	36%	11%	4%	5%
Volleyball	29%	38%	23%	3%	3%	4%
Parks						
Mini parks	18%	36%	33%	5%	4%	3%
Neighborhood parks	46%	35%	14%	2%	2%	2%
Community parks	41%	34%	17%	3%	75%	3%
Dog Park	24%	24%	30%	10%	9%	3%
Open space (undeveloped)	23%	15%	39%	10%	8%	6%

Source: Community Planning Workshop, Lebanon Park Survey, 2005

As-highlighted in Table 4-5, survey respondents place high importance on well-maintained facilities, convenient hours of operation, and safety. Important facilities consisted of: activity

center, community center, library, paved trails, picnic areas, skatepark, and waterplay fountain. Baseball, football, and soccer fields and basketball, racquetball, and volleyball courts are also important facilities. Neighborhood Parks and Community Parks are the most important park classifications.

In addition to the above features and facilities, lake recreation opportunities, such as boating and fishing, are also important to survey respondents. Over 49% of respondents indicated that the City should provide these opportunities. Of these, 81% (of survey respondents) wanted lake and pond fishing, 76% wanted small boat sailing or rowing, 65% wanted canoeing, and 41% wanted small boat motorized or flat water kayaking opportunities.

What and how often area parks used?

The frequency of city park use by survey respondents is shown in Table 4-6. The survey results indicate that most developed city parkland is “rarely” or “occasionally” used. River Park has the highest percentage of use with 9% of survey respondents using the park between one to seven times per week. Booth Park, Century Park, Gills Landing, Ralston Square, and Bob Smith Park (formerly Weldwood Park) also have a high percentage of use with at least 5% of survey respondents using the parks between one to seven times per week. Academy Square received the lowest percentage of usage by survey respondents with 89% indicating that they “never” or “rarely” used the park.

These results are not surprising considering that River Park, Booth Park, Century Park, Ralston Square, and Bob Smith Park are large facilities containing the highest concentration of recreational facilities and opportunities. The high percentage of use at Gills Landing is most likely attributed to use of the boat launch, which indicates that there is a demand for this type of facility. The use of Gills Landing is estimated to be higher than represented in the survey because the RV Park was under construction at the time of the survey.

Table 4-6. Park Use Per Household in Lebanon

Park Facility	Never	Rarely (1-3) times/year	Occasionally (4-12) times/year	Sometimes (2-3) times/month	Often (1-3) times/week	Daily (4-7) times/week	Don't Know/Never Use
Academy Square Park	81%	8%	2%	2%			7%
Booth Park	38%	36%	13%	8%	4%	1%	
Burkhart Creek Trail	83%	6%	1%	1%	1%		9%
Century Park	32%	29%	24%	8%	5%	2%	1%
Christopher Columbus Park	68%	13%	7%	5%	2%	0%	5%
City Hall	67%	17%	9%	2%	1%		4%
Eagle Scout Trail	85%	6%	1%	0%	0%	0%	7%
Gill's Landing	30%	29%	24%	10%	4%	2%	
Gill's Landing Campground	80%	13%	1%	1%	2%		0%
Had Irvine Park	85%	6%	0%	0%	0%		8%
Jaycee Park	84%	6%	3%	1%	0%		5%
Library Park	72%	12%	10%	2%	2%	0%	2%
Mural Park	82%	10%	5%	1%	1%		2%
Pioneer Cemetery Park	76%	13%	5%	2%	1%	1%	2%
Pioneer School Park	79%	11%	4%	2%	1%	0%	3%
Ralston Square Park	34%	26%	24%	9%	3%	2%	2%
River Park	16%	29%	32%	13%	5%	4%	1%
Santiam Travel Station	76%	14%	3%	2%			4%
Santiam Riverfront	62%	14%	11%	5%	1%	1%	6%
Santiam School Park	86%	5%	2%	2%	0%	0%	5%
Weldwood Park	58%	20%	13%	5%	5%	1%	2%

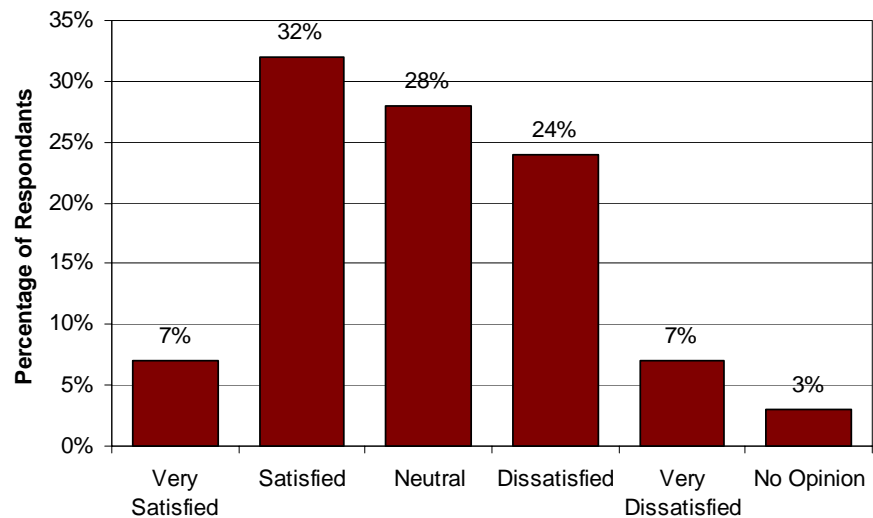
Source: Community Planning Workshop, Lebanon, Parks Survey, 2005

The survey respondents that indicated they “never” or “rarely” used park facilities for the following reasons: don’t know where parks are (94%); inadequate facilities (49%), and; condition of facilities (49%).

How satisfied are residents with Lebanon’s Parks?

In prioritizing improvements for citywide facilities and services, the City should consider the community’s level of satisfaction with the park system. Figure 4-1 shows that nearly 39% of respondents are “very satisfied” or “satisfied.” with Lebanon’s park system. In contrast, 31% of respondents are “dissatisfied” or “very dissatisfied” with the park system. These findings suggest that some survey respondents are not completely satisfied with the current state of the park system.

Figure 4-1. Satisfaction Level with Lebanon's Park System



Source: Community Planning Workshop, Lebanon Parks Survey, 2005

The survey also asked respondents how satisfied they were with the quality of individual parks in Lebanon. Table 4-7 shows the satisfaction rating for each park. Century Park, Gills Landing, Ralston Park, and River Park received the highest satisfaction from survey respondents. Over 38% of the respondents are either “very satisfied” or “satisfied” with these parks. Booth Park and River Park received the lowest satisfaction from survey respondents. Over 23% of the respondents are either “dissatisfied” or “very dissatisfied” with these parks. The contradictory satisfaction among survey respondents regarding River Park indicates that the park is providing some necessary facilities, but for the most part, is not meeting the needs of the community.

The overwhelming majority of responses affirm that residents “don’t know” how satisfied they are with Lebanon’s parks, which indicates that survey respondents were either unaware of these areas or do not frequent them enough to specify a satisfaction level.

Table 4-7. Satisfaction Level by Park

Facility	Very Satisfied	Satisfied	Neutral	Dissatisfied	Very Dissatisfied	Don't know
Academy Square Park	2%	4%	13%	5%	3%	73%
Booth Park	6%	24%	26%	16%	7%	21%
Burkhart Creek Trail	1%	2%	11%	1%	2%	83%
Century Park	9%	29%	22%	10%	5%	25%
Christopher Columbus Park	3%	11%	17%	6%	6%	57%
City Hall	6%	6%	22%	5%	4%	57%
Eagle Scout Trail	2%	1%	9%	1%	2%	85%
Gills Landing	13%	28%	25%	8%	5%	21%
Gill's Landing Campground	12%	14%	20%	7%	4%	42%
Had Irvine Park	1%	1%	10%	1%	2%	84%
Jaycee Park	3%	3%	17%	4%	7%	66%
Library Park	6%	11%	25%	5%	3%	50%
Mural Park	5%	11%	23%	6%	5%	50%
Pioneer Cemetery Park	4%	6%	22%	6%	5%	57%
Pioneer School Park	3%	6%	21%	3%	2%	65%
Ralston Square Park	21%	18%	18%	8%	4%	31%
River Park	15%	26%	23%	14%	12%	11%
Santiam Riverfront	4%	10%	16%	3%	5%	62%
Santiam Travel Station	7%	10%	17%	3%	5%	58%
Santiam School Park	1%	5%	16%	4%	3%	71%
Weldwood Park	10%	16%	23%	6%	3%	40%

Source: Community Planning Workshop, Lebanon Park Survey, 2005

Park System Needs

Parks and recreation facilities are important to communities and to the residents of Lebanon in particular. However, many residents see opportunities for improvement in the park system. Through the public involvement process, residents voiced suggestions, ideas, and concerns for Lebanon's park system. After reviewing recreation trends, survey results, and input from the community and youth workshops, several key park system needs emerge. Understanding these needs will help the balance and prioritize park improvements, park acquisition, and park maintenance. The following are the system-wide needs that surfaced:

- Increase community awareness
- Provide a range of park types
- Increase connectivity through pedestrian and bicycle trails
- Enhance park amenities
- Enhance park maintenance

- Provide park facilities for all age groups
- Enhance ADA accessibility
- Ensure adequate funding

These needs are described in detail in the following sections.

Increase Community Awareness

Survey data indicate that many Lebanon residents are not familiar with the City's park system. The data are clear that many respondents have not used many of the City's parks. Additionally, the survey data indicate that parks are important to most residents and that a significant percentage (over 30%) are dissatisfied with maintenance of the park system.

These findings point to a need for a community awareness campaign. The City has already taken some key steps in this direction. A parks brochure is available via the City's website.¹³ The City should explore additional strategies to make residents' aware of the City park system.

Beyond making residents aware of the existing park system, the City should take steps to increase awareness around the costs associated with maintaining the City park system.

Provide a Range of Park Types

A park system with a variety of parks provides the community with a wide range of active and passive recreational opportunities. As discussed in Chapter 3, Lebanon has 15 parks: two mini-parks; three neighborhood parks; two community parks, and one regional park. The City also has a number of other facilities.

Community input highlights the need for additional parks of varying sizes within the community, particularly in the southern areas. Residents also expressed desire for natural areas for preservation of open space, protection of visual aesthetics, and passive recreation.

- *Neighborhood Parks.* Three to five additional neighborhood parks are needed within the City by 2025. These parks should be easily accessible to the surrounding neighborhood and accommodate a wide variety of age and user groups.
- *Community Parks.* The Plan does not identify a need for additional community parks. However, the Plan recommends further development of Bob Smith Park.
- *Regional Parks.* The City has one outstanding regional park: River Park. River Park, however, is limited in the types of

¹³ <http://www.ci.lebanon.or.us/files/active/0/ParksBrochure.pdf>

activities it can support. The community has identified needs for additional ballfields, a desire for flatwater recreation, and other facilities that could be provided in a regional park. Moreover, the City has identified a potential site for a regional park at Cheadle Lake.

- *Open Space and Natural Areas.* The City currently contains limited amounts of open space. Open space areas could provide opportunities for passive recreation, protect wildlife habitat, and preserve visual aesthetics.
- *Skatepark.* The City currently does not have a skateboarding facility. The Plan identifies a need for such a facility. Moreover, there has been discussion of locating a skate park in Christopher Columbus Park and/or Santiam School Park. The community has discussed the development of a large skatepark (10,000 – 25,000+ square feet) at Santiam School Park and a small skatepark (+/- 2,000 square feet) at Christopher Columbus Park.

Increase Connectivity through Pedestrian and Bicycle Trails

Residents consistently expressed a desire for increased pedestrian and bicycle paths in the City, connecting parks, schools, and neighborhoods. In particular, residents supported a trail/sidewalk system linking parks and the Santiam River. These trails will enhance recreational opportunities and provide options for alternative transportation.

Enhance Park Amenities

Residents expressed a desire for increased park amenities in existing and future parks. The Plan identifies needs for the following facilities:

- *Community and Event Facilities*, including picnic, barbeque, and community gathering areas.
- *Team Sports Facilities* for football, soccer, baseball, softball, tennis, and volleyball.
- *Swimming or Water Play*, including a swimming area on the Santiam River.
- *Bicycle Facilities*, including bicycle racks in parks, as well as bike lanes and trails.
- *Dog Facilities*, including dog waste stations and small fenced areas in parks where dog waste is a problem and the possible creation of a dog park.

Enhance Park Maintenance

City residents had maintenance concerns. Most concerns focused on vandalism and condition of facilities. These problems can be addressed through increasing staffing levels for maintenance and facility improvements such as turf improvements, additional garbage cans, and increased enforcement of dog and littering laws. However, as the City develops and expands its park system, maintaining high-quality facilities will become more challenging. Establishing and using a maintenance tracking system will help the Parks Department prioritize and manage maintenance needs in the future.

Provide Park Facilities for All Age Groups

The accommodation of various age groups and activities is important to the success of a city's park system. A park system that provides facilities and amenities for a range of ages increases user participation and enhances quality of life in a community. The Plan identifies a need for park features for all ages, including:

- *Children.* Families with young children tend to use parks most often. To encourage park use and accommodate children, it is important to include age-appropriate, safe, and accessible play equipment.
- *Teenagers.* Residents indicated a need for proper park facilities for teens. Facilities or play equipment appropriate for teens may accommodate a greater level of physical activity compared to facilities for children. Such facilities may include a skatepark; basketball, tennis, and volleyball courts, and sports fields. Teens also indicated a desire for additional picnic locations near schools.
- *Adults and Seniors.* Many residents expressed the need for facilities and amenities to meet the recreational needs of adults. There was particular interest in increased pedestrian and bicycle trails, wildlife watching opportunities, and recreational classes.
- *All ages.* Park features like picnic areas, benches, field space, and trails can benefit all members of the community.

Enhance ADA Accessibility

Many residents expressed a need for improved accessibility to existing park and recreation facilities in Lebanon and a desire for additional accessible features in new parks. The facilities cited most often were ADA accessible trails and restrooms. The City has conducted an ADA assessment of park facilities and has made improvements to facilities in order to meet ADA standards.

Recreation facilities are required to be ADA accessible under Titles II and III of the Americans with Disabilities Act. All improved park

facilities have been built to Title II and III specifications and all proposed facilities will conform. Meeting ADA accessibility standards allows all of Lebanon's residents to use and enjoy the parks without restriction.

Ensure Adequate Funding

Sufficient funding is critical to a successful park system. The City will need to access a range of funding options, which are discussed in Chapter 8. Survey results show that residents are most supportive of donations, grants, partnerships, and volunteer arrangements for the development and operation of parks. These strategies should be encouraged and complement funding through tax revenue and SDCs.

Chapter 5

Park Design Guidelines

The following policies and design standards apply to the acquisition and/or development of parks, open space areas and trail systems. Once adopted by the City, they will provide direction to the Staff, Planning Committee and City Council regarding acquisition and development decisions.

General Design Elements

Park elements and facilities vary according to park classification, though certain design elements should be common to all parks:

- Meet and (where possible) exceed ADA guidelines for accessibility.
- Environmental sustainability and stewardship, including:
- Drought-tolerant native plantings with low water-use, including eco-turf (low water-use lawn)
- Energy-efficiency lighting (such as metal-halide and fluorescent), operated by timers and/or sensors (i.e. daylight sensors)
- Non-motorized transit access: bike racks, pedestrian and trail access, and public transit access
- Design for safety: high visibility, site lighting (park/path/parking), avoid hills or mounds that block sightlines;
- Slip-resistant paving;
- Playgrounds should be inspected by a National Playground Safety Inspector and conform to: (a) consumer Products Safety Commission, American Society of Test/Measurement; (b) Americans with Disabilities Act (ADA), and (c) International Play Equipment Manufacturers Association standards.
- Trash receptacles, especially near picnic, play, and activity areas and along trails.
- Benches, especially near transit access/play/activity areas and spaced evenly along paths.

Design Guidelines by Park Classification

Parks are classified as either Mini Parks, Neighborhood Parks, Community Parks, Regional Parks, Special Use Areas, Natural Open Space, or Trails and Connectors following NRPA standard methodology.

Mini-Parks

Mini-parks, tot lots or children's playground are all small single purpose playlots designed primarily for children. They are small and are often limited to a single residential lot. Usually they do not exceed one acre in size. Because of their size, facilities are usually limited to a small grass area, a children's play area and a bench or picnic table.

Policies and Development Criteria:

1. Parks of this type should not be developed unless there is no other option available for larger park sites.
2. There is no size requirement for mini-parks although they should be at least one half acre in size.
3. Appropriate facilities usually include:
 - a. Children's playground (with drinking fountains if park is plumbed)
 - b. Open grass play area
 - c. Picnic tables and/or benches
 - d. Fountain or water feature
4. Site selection criteria:
 - a. The site should be central to the area it serves and mostly flat in nature.
 - b. If possible, walking distance should not exceed one-quarter mile for the area it serves.

Neighborhood Parks

Neighborhood parks are designed primarily for non-supervised, non-organized recreation activities. They are generally small in size (1-10 acres) and usually serve a radius of approximately one half mile. Since these parks are located within walking and bicycling distance of most users, their facilities welcome regular use by both adults and by neighborhood youth of all ages.

Policies and Development Criteria:

1. The site should be reasonably central to the neighborhood it serves.

2. If located separately from a school site, neighborhood parks should be in the 1-10 acre range with five acres being optimum. However, as a practical point, the City may be forced to accept smaller parcels for neighborhood parks in areas where little vacant land is left.
3. At least 50% of the site should be flat and usable and provide space for both active and passive uses.
4. League quality sport fields should be discouraged from neighborhood parks and encouraged in community parks or special complexes.
5. Appropriate facilities include:
 - a. Drinking fountains
 - b. Plumbed restrooms
 - c. Children's playground
 - d. Multi-use practice fields for baseball, softball, soccer, football, etc.
 - e. Paved multi- or single-use court surfaces (basketball, tennis, etc.)
 - f. Sand volleyball courts
 - g. Unstructured open play area (paved and/or sand)
 - h. Open lawn for play and picnics
 - i. Sheltered picnic areas
 - j. Internal pathway systems
 - k. Water features (such as interactive or decorative fountains)
 - l. Community gardens
 - m. Native plant gardens
 - n. Off-leash dog areas
 - o. Art installations (as sculpture, within kiosks, as artistic site furniture, etc. Can be designed and built by community members/local youth.)
 - p. Skate areas
6. Parking requirements:
 - a. Minimum of 3 spaces per acre of active park area.

- b. If the site has adequate on-street parking that does not conflict with adjoining uses, then the parking ratio can be reduced.
- c. The design should encourage access by foot, bicycle, or other non-motorized transport.
- d. Public transit should be within easy walking distance.

Community Parks

A community park is primarily oriented towards active and structured recreation opportunities. In general, community parks are designed for organized sports and community-wide events. In some cases, community parks also provide indoor facilities or specialized facilities of a community-wide interest.

Where there are no neighborhood parks, the community park can also serve this function as well. Community parks serve a much larger area and offer more facilities. As a result, they require more in terms of support facilities such as parking, restrooms, play areas, etc. They usually exceed 10-15 acres in size and often have sport fields or similar facilities as the central focus of the park.

Policies and Development Criteria:

1. The minimum size should be 5 acres with the optimum being 15-20 acres.
2. Acquisition of community park sites should occur far in advance of its actual need.
3. At least ten acres of the site should be usable for active recreation use. Community parks should have drinking fountains and plumbed restrooms. Appropriate facilities include those of neighborhood parks, as well as:
 - a. Plumbed restrooms
 - b. Dedicated sports fields for league play (football, soccer, baseball, softball, etc.)
 - c. Regulation tennis courts
 - d. Both inter- and intra-park trail systems
 - e. Special landscaped areas:
 - i. Community gardens
 - ii. Native plant gardens
 - iii. Other interpretive/cultural areas (animals, cultural gardens, environmental sustainability, etc.)
 - f. Space for special outdoor events

- g. Amphitheater
- h. Open turf (may be combined with sports field)
- i. Water park/pool
- j. Specialized buildings:
 - i. Community centers (Youth/Adult)
 - ii. Libraries
 - iii. Shops (bookstore, café, etc.)
 - iv. Gym
- 4. Parking requirements:
 - a. Dependent upon park activities; a minimum of three (3) off street spaces per acre of active park area.
 - b. Bicycle and public transit should be encouraged through the use of bike racks, bike trails, and transit stops
- 5. Site selection criteria:
 - a. The site should be reasonably central to the area it serves.
 - b. The park should be located on an arterial or collector street.

If possible, the site should have a natural area or heavy landscaped setback to help buffer active uses from adjacent residential areas.

Regional Parks

Regional parks are large recreational areas that serve an entire region. Often they attract visitors far beyond the boundaries of the City. They are usually large in size and often include one specific use or feature that makes the park unique. Most these parks are limited to passive uses and can attract large numbers of people from a wide region.

Policies and Development Criteria:

1. Prior to the addition of a regional park, the City should prepare a detailed maintenance cost analysis to determine its impact upon the maintenance system.
2. The regional park should be designed to meet a wide range of activities and interests but should emphasize the features that make it unique.

3. If the site will attract large volumes of traffic, access should be via an arterial street, bicycle paths, and/or public transit access points.
4. Parking requirements will be dependent upon the activities offered and level of service provided.
5. Facilities in the park will be dependent upon its natural features and its intended use. Possible facilities could include those of community parks, as well as:
 - a. Viewpoints
 - b. Trail systems
 - c. Special or unique physical natural features (ponds, lakes, rivers, animal habitats, and other geological features)
 - d. Interpretative areas (native flora and fauna, geological features, indigenous cultural artifacts/elements, etc.)
6. These parks can contain heavily wooded or environmentally sensitive areas as long as they are protected from active visitor use and/or abuse.
7. Location criteria:
 - a. Location is most often determined by the features it offers (rivers, lakes, or other natural elements.)

Special Use Areas

Special use areas are miscellaneous public recreation areas or land occupied by a specialized facility. Some of the uses that fall into this classification include special purpose areas, waterfront parks, landscaped areas, community gardens, off-leash dog parks, single purpose sites used for field sports, or sites occupied by buildings.

Policies and Development Criteria:

Prior to the addition of any special use area, the City should prepare a detailed maintenance cost analysis to determine its impact upon the maintenance system.

Natural Open Space

Natural open space is defined as undeveloped land primarily left in its natural environment with recreation uses as a secondary objective. It is 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 spaces. In some cases, environmentally sensitive areas are considered as open space and can include wildlife habitats, stream and creek corridors, or unique and/or endangered plant species.

Policies and Development Criteria:

1. Prior to acquiring an open space site, a thorough site analysis (including a Level 1 environmental assessment) should be made to determine if unique qualities and conditions exist that warrant the open space designation.
2. Where feasible, public access into these areas should be encouraged, but environmentally sensitive areas protected from over-use. Encourage access via public transit (when feasible) and/or limit private automobile access, especially for environmentally sensitive areas.
3. Improvements should be kept to a minimum, with protection of the natural environment emphasized.
4. The City should place its emphasis on acquiring open space that is environmentally sensitive or otherwise valuable for outdoor recreation.

Trails and Pathways

Trails and Pathways are designed to provide walking, bicycling and other non-motorized means of linking various parts of the community. Trails can be designed for a single type of activity or be multi-purpose in nature. They should be more recreation-oriented in nature rather than emphasizing a transportation system. Both paved and unpaved trails are appropriate. Some of the possible recreation trail uses include: bicycle and mountain bike riding, walking, hiking, and nature walks.

Policies and Development Criteria:

1. The primary purpose of recreation trails is to provide a recreation experience. Transportation to other parts of the community should be the secondary objective. However, if trails connect to each other, the parks, and the urban infrastructure, they also promote park use, and can be a step in favor of non-motorized transport, resulting in healthier residents and a healthier, more sustainable environment.
2. Whenever possible, recreation trails should not be part of a street roadway.
3. Recreation trails should be interesting to the user and capitalize on scenery or other enjoyable sights. Trails that follow natural watercourses, traverse interesting scenery or cross areas of outstanding beauty should provide an interesting and enjoyable experience for the trail user.
4. Trails should be looped and interconnected to provide a variety of trail lengths and destinations.

5. Trail routes should take into account soil conditions, surface drainage and other physical limitations that could impact the area from over-use.
6. Where trail routes use existing streets, the pathway should be designed to minimize the conflicts between motorists and the user.
7. Some trails should be barrier-free and meet or exceed ADA requirements for accessibility.
8. The trail system should be designed to link various parts of the community as well as existing park sites.

ADA Design Requirements

In 1990, Congress passed the Americans with Disabilities Act (ADA), which is the most recent in a series of laws relating to handicap access. The intent of this law was to strengthen the accessibility requirements for all facilities used by the public. As it relates to park and recreation facilities, the law is intended to insure that a person with a disability has the same opportunity to achieve recreation goals as those without a disability.

Essential to the ADA is the belief that facilities shall be provided in the most integrated setting possible. A public agency is not obligated to guarantee participation but to only provide the opportunity. In addition, structural changes are not necessarily required if other methods will result in equal access.

The definition of disability varies widely and includes a variety of impairments and limitations. This includes people with mobility impairments, visual limitations, hearing impairments, mental retardation, learning impairments and emotional disabilities. In addition, it includes elderly citizens as well as people with temporary disabilities, such as a broken arm or leg. It is estimated that 57% of the population has some sort of disability or physical limitation.

Meeting ADA Requirements for Existing Facilities

The approach to meeting accessibility requirements for existing park and recreational facilities is based on the significance and/or relative level of development of the site. The more significant and intensively used a recreation area becomes, the greater the accessibility must become. Recreation areas that are highly developed such as neighborhood parks, community parks or special use areas require a high level of accessibility. These types of recreation areas should be accessible to people with all types of disabilities. In contrast, very passive areas, such as natural open space that has little development and seldom used, requires less accessibility.

Where evaluation of existing facilities becomes difficult is when an accommodation would result in a substantial economic burden or would require a major change to the nature of service. Under these conditions, a park and recreation agency may refuse to make the accommodations. However, determining a substantial economic burden is difficult. Factors that should be considered include: the cost of change as it relates to the overall operating budget of the agency, the actual cost of the change, the number of individuals who would benefit and the availability of existing funds within the current operating budget.

Meeting ADA Requirements for New Facilities

Meeting ADA requirements for new development is easier and slightly different. The development of new parks and recreation facilities allows a greater flexibility in terms of design opportunities for disabled. Because the intent of ADA is to provide a disabled person with the opportunity to experience a full range of recreational opportunities, new park and recreation facilities should be designed to provide experiences for all ability levels. Individuals with disabilities who enjoy a challenge should be accommodated as well as those who prefer easier outdoor recreation experiences. Ideally, individual sites should provide a full range of opportunities for those disabilities.

However, due to size and physical characteristics of some sites, offering a variety of ability levels is not always possible. Due to their size, larger sites often have a greater opportunity for accommodating varying levels of development and as a result may require greater accessibility. In general, recreational facilities should provide the highest practical level of access to people with disabilities. Keep in mind, however, that access to facilities may be limited due to physical features of the site.

Parkland Acquisition Criteria

The City should assess the following criteria when examining the suitability of potential parkland:

- The topography, geology, access to, parcel size, and location of land available for dedication/purchase;
- Potential adverse/beneficial effects on environmentally sensitive areas;
- Compatibility with the Parks Plan at the time of dedication/purchase;
- Size and location relative to existing developed parks;
- Vehicular and pedestrian access to the site; and
- Parkland need based on providing a distributed LOS to all neighborhoods.

The following scoring matrix (Table 5-1) can be used to determine the suitability of land for dedication/purchase. The matrix rates the site for its environmental attributes and its compatibility with the goals of the Master Plan. Tax lots that receive a score of three or more should be further considered for acquisition.

Table 5-1. Scoring Matrix for Parkland Donations and Acquisitions

Criteria	Meets Criteria (Yes=1, No=0, Partially=0.5)	Comments
Is it within an area not currently served by a neighborhood park? (refer to Service Areas Map – Map 3-2)		
Consisting of predominantly flat topography or containing a level area > 1 acre in size		
Is it compatible with the Parks Plan and Public Facilities Element of the Comprehensive Plan?		
Is it identified in the Parks Plan Acquisition Strategy or Capital Improvements Program?		
Is the site accessible by multiple transportation modes or can it be made accessible by multiple transportation modes? (refer to Trails and Pathways Map – Map 7-2)		
Are there potential benefits to the protection of environmentally sensitive areas (wetlands, floodplain, forest land, etc.) or natural, historic, or cultural resources or scenic views?		
TOTAL		

Source: Community Planning Workshop (CPW) 2005

Chapter 6

Goals, Objectives, and Recommendations

This chapter contains goals and objectives that will guide the development and operation of the Lebanon park system. It also presents a set of specific recommendations for the acquisition, development, operation and management of the park system.

Goals

This section provides goals and objectives to guide the development and maintenance of parks and open space in the Lebanon planning area. The goals and objectives are intended to facilitate the full capacity of the Lebanon parks and recreation system; to set the stage for development of a high quality, equitable system of parks and recreation facilities and services. To be successful, the City will implement the goals and objectives identified through the Capital Improvement Program and the Parkland Acquisition Strategy.

Together, these goals and objectives provide a framework for the City to work toward effective implementation of the overall Lebanon Parks Master Plan. To succeed, specific tasks will need to be identified as individual projects. This plan defines goals and objectives as follows:

- **Goals** are intended to represent the general end toward which an organizational effort is directed. Goals identify how a community intends to achieve its mission and establish a vision for the future. The following goals are statements of the community's aspirations as they relate to park, recreation and open space lands and services.
- **Objectives** are measurable statements, which identify specific steps needed to achieve the stated goal. Often one goal will have a number of objectives.

Goal 1: Parks Planning

Establish a coordinated process for park planning, park acquisition and development that involves citizens and community groups.

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| Objective 1.1. | Engage stakeholder groups, community members, and other local regional recreation providers in the parks planning process. |
| Objective 1.2. | Update the Parks Master Plan every five years to ensure it continues to address the needs of the community. |

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| Objective 1.3. | Develop a trails acquisition and construction plan and implement it through the Capital Improvements Program. |
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Goal 2: Park Design

Provide an environment in all the City's park facilities that is conducive to user safety, health, enjoyment, and wellbeing, through design and management efforts.

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| Objective 2.1. | Develop new parks to be ADA accessible. Wherever appropriate and possible, upgrade existing park facilities to make them ADA compliant. |
| Objective 2.2. | Implement park design standards to ensure that existing and future parks meet these standards. |
| Objective 2.3. | Design new parks to be attractive, low-maintenance, energy efficient, environmentally sensitive, and cost-efficient. |
| Objective 2.4. | Promote the use of sustainable, locally available materials and native plant species in park layout and construction |
| Objective 2.5. | Engage stakeholders and community groups in park design and development. |

Goal 3: Park Maintenance and Operation

Manage and operate all sites to maintain a safe and clean parks system.

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| Objective 3.1. | Upgrade and/or replace facilities or equipment that is in poor condition i.e. restrooms, playground equipment, picnic facilities, etc. |
| Objective 3.2. | Continue to repair acts of vandalism or other damage within 48 hours or as soon as possible. |
| Objective 3.3. | Continue to provide a continuous training program for permanent employees to enhance professional maintenance operations. Ensure that seasonal staff is adequately trained for the job duties assigned to them. |
| Objective 3.4. | Increase staffing for maintenance and operations. |

Goal 4: Parkland Acquisition

Acquire additional parkland to ensure that all areas of the City are adequately served by park facilities.

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| Objective 4.1. | Acquire land for neighborhood parks in areas within the UGB that are currently underserved by parks. |
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- Objective 4.2. Ensure that lands acquired through purchase or dedication meet the City’s parkland acquisition standards.
- Objective 4.3. Prepare master plans for the development, maintenance, and operation of parklands as soon as possible after acquisition.
- Objective 4.4. Invest Park acquisition funds for those lands that meet the highest priority, identified needs within the planning area.

Goal 5: Natural Resources and Open Space

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

- Objective 5.1. Protect the Santiam River corridor, Ridgeway Butte, Santiam Wagon Trail, the Albany-Santiam Canal, Burkhart Creek, Oak Creek, Hospital Slough, Marks Slough, Cheadle Lake, and the ponds at Project Walden.
- Objective 5.2. Preserve areas of open space to protect habitat and corridors that connect to regional open spaces.
- Objective 5.3. Protect riverfront access ways and develop riverfront park sites through direct acquisition of property or cooperation with private developers and public agencies.

Goal 6: Trails and Pathways

Develop pedestrian paths and trails along street rights-of-way, utility corridors, greenways, rivers, and park access routes linking open spaces, residential neighborhoods, existing parklands, places of commerce, public facilities, civic buildings, and school sites.

- Objective 6.1. Work collaboratively with the Trails Committee to develop and implement the Trails Plan.
- Objective 6.2. Expand trails and connections utilizing areas within the floodplain, easements, and parklands to areas not currently served, including both developing and established areas of the city.
- Objective 6.3. Enhance trail signage and create trailheads and kiosks for educational and interpretative services.

Goal 7: Safety

Provide park facilities that are safe for the enjoyment of the entire community.

- Objective 7.1. Enforce the operational hours of the parks (Sunrise to Dusk).

Objective 7.2.	Investigate the need for improved security that may include police patrol, citizen patrol, park hosts, and/or electronic surveillance.
Objective 7.3.	Strengthen crime prevention through environmental design strategies that increase visibility and perception of safety in current and future parks.
Objective 7.4.	Design all park facilities with park user safety as a top priority. Seek input from citizen and community groups to ensure safety and high quality park facilities.

Goal 8: Park Awareness

Develop and implement park awareness strategies to educate and inform residents and visitors about the park system.

Objective 8.1.	Develop a citywide park identification system, attractive "Lebanon" signage and directional signage for each park
Objective 8.2.	Establish a kiosk at Ralston Park and River Park that highlights the parks and their uses throughout the City, identifies areas of interest, and provides a detail park system brochure and map.

Recommendations

The recommendations that follow are intended to provide guidance to the Parks Committee/Tree Board as it implements the parks master plan. The recommendations are broad and long-term and provide a framework for system-level improvements. The capital improvements program and acquisition plan (Chapter 7) provide a more specific set of actions to implement the plan.

1. Park Facility Plan

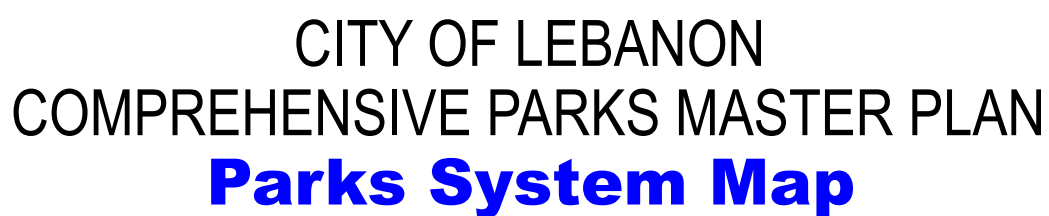
The park facility plan is the physical layout of parks, open space, trail systems and other recreation areas. The "ideal park system" is one that consists of a hierarchy of several different types or classifications of parks, each offering different recreational opportunities. By recognizing that different types of parks serve different purposes, a park system can be developed that is easy to manage, more efficient to maintain, reduces conflicts between users and lessens the impact on surrounding neighborhoods.







The basic concept behind the development of the park facility plan in Lebanon is to assure that every neighborhood in the City is served by a neighborhood and/or community park. These types of parks will provide the core of the park system for Lebanon. Other types of parks are intended to compliment the neighborhood and community park system.

To achieve this, it means the acquisition of new sites, the development of vacant park sites, modifying existing parks and using school grounds. The facility plan described in this report is organized as follows:

- Park Areas (Mini Park, Neighborhood Parks, Community Parks, Regional Parks, and Special Use Areas)
- Natural Open Space
- Trails and Pathways

The park facility plan covers the area within city limits as well as the unincorporated land in the Urban Growth Area which combine to make up the planning area. An (*) denotes that the park site is located outside or partially outside the city limits. The City does not have jurisdiction over these sites and coordination with Linn County will be necessary to acquire parkland.



-  M - Mini Parks
-  N - Neighborhood Parks
-  C - Community Parks
-  R - Regional Parks
-  OS - Open Space
-  S - Special Use Areas

Proposed Parks

-  M - Mini Parks
-  N - Neighborhood Parks
-  C - Community Parks
-  R - Regional Parks
-  OS - Open Space
-  S - Special Use Areas

Legend

-
- Planning Area
- Water
- UGB
- Proposed Open Space Corridor
- Railroad
- Streets
- Existing Trails
- Proposed Trails
- CPW Community Planning Workshop
- Cartography: Colin McArthur, CPW - March 2014
Data Source: City of Lebanon, Lion Country



Cartography: Colin McArthur, CPW - March 2006
Data Source: City of Lebanon, Linn County

Each site is identified by a number and a letter (ex. Site M-1). The number is for identification purposes only. Map 6-1 shows the location of each site. The letter indicates the type of park site coded as follows:

- | | |
|-----------|---|
| M | Mini-Park |
| N | Neighborhood Park |
| C | Community Park |
| R | Regional Park |
| OS | Open Space Area |
| S | Special Use Area |
| * | Denotes Proposed or Undeveloped Site |

The intent of this plan is to show the general location of future park sites and open space areas. Exact size and location will be determined at the time of acquisition by ownership patterns and other factors. The location and arrangement of the park facility plan is designed to serve the City as growth continues.

Mini Parks

Mini parks are often expensive to maintain, provide limited facilities and predominantly serve only a small segment of the population located close to the park. Because of an overriding need for neighborhood and community facilities, the City should evaluate the acquisition and development of Mini Parks with a high level of scrutiny.

- | | |
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| Recommendation 1-1 | Evaluate future Mini Park acquisition and development on a case-by-case basis with a high level of scrutiny. |
|--------------------|--|

Currently, there are two existing mini-parks in the City, Jaycee Park and Library Park. Carroll Park is an undeveloped Mini Park owned by the City. Recommendations for each of these sites are discussed below.

Jaycee Park

Site M-1 0.69-acres

This existing park site is located off 4th Street adjacent to the Santiam-Albany Canal. Currently, this park is undergoing improvements. The park was initially developed by the Jaycee organization. Rhodes Warden Insurance has developed a concept redevelopment plan and is in the process of completing construction of a restroom/picnic shelter facility, playground, and walkways.

- Recommendation 1-2. Provide support and continue to encourage continued participation by private businesses and individuals to maintain and improve Jaycee Park.

Carroll Park ***Site M-2****0.40-acres**

This site is located off Hill View Drive and only contains a small open grass area. The property is too small for a neighborhood park and is bordered by residences on three sides. Because of the limited size and the lack of opportunities for further expansion the City should either consider trading or selling this site, or expand the size of the park site to accommodate a neighborhood park. If the City sells the site, revenue from the sale of this site should be used to acquire and develop a more suitable site to serve the residents of this area.

Recommendation 1-3. Consider selling the property to fund the acquisition of a larger parcel suitable for a neighborhood park, or expand the park size to accommodate a neighborhood park.

Neighborhood Parks

Neighborhood parks are small in nature (1 to 10-acres in size) and provide primarily non-supervised and non-organized recreation activities for the local neighborhood. The intent of the park facility plan is to provide a neighborhood park within convenient walking distance of all Lebanon neighborhoods. To achieve this objective the City will need to both acquire new sites and upgrade existing sites.

Booth Park**Site N-1****2.36-acres**

This park site is located off Grant Street between Hiatt Street and Cleveland Street. Although this park is somewhat smaller than is preferred, it is one of the few developed neighborhood park sites in the City. Facilities at the park include a children's playground, a youth baseball/softball field, an open play area and a picnic shelter. The local Lions Club is affiliated with this park and is a possible source of income for future park improvements.

Recommendation 1-4. Improve and maintain the youth baseball/softball field as an active recreation use until a suitable replacement facility is provided elsewhere.

Recommendation 1-5. Replace or relocate the existing backstop at the youth baseball/softball field.

Recommendation 1-6. Plan for additional improvements including an internal pathway system, upgrading the children's playground, landscaping, on-street parking, and the wooden curbs around the play area should be replaced with standard rounded edge concrete curbs.

Christopher Columbus Park**Site N-2****3.26-acres**

This park is located off Lindsay Lane between 10th Avenue and 12th Avenue. Facilities at the site include a playground area, a softball/baseball field, a picnic shelter, a basketball court, an open play area and a paved pathway. The City has acquired five lots

directly west of the park that total approximately 0.75-acres. Currently, this area is not irrigated and the existing facilities are in need of improvement. A conceptual development plan for improvements to Christopher Columbus Park is included as Figure 7-2.

Recommendation 1-7. Plan for future improvements including a multi-use playfield (ball diamond and soccer field), a sand volleyball court, expanded irrigation and drainage system, mini-skatepark (2,000 square feet), play area, and sports courts (basketball and/or tennis).

Proposed Airport Road Park * Site N-3 5.00-acres

Currently, this neighborhood does not have any developed parks or recreational areas. The majority of the neighborhood is designated mixed density residential in the City's Comprehensive Plan. Since much of this area is already developed, there are limited options available for potential park sites. One option is to develop a neighborhood park in conjunction with a proposed storm water detention area.

Recommendation 1-8. Acquire and develop a neighborhood park site in the vicinity of Airport Road/Strawberry Lane.

Proposed Porter Street Park * Site N-4 1.42-acres

This proposed park site is located off Russell Drive, just west of the Burlington Northern Railroad. The majority of this area is outside the existing City limits but is within the City's urban growth area. Currently, this neighborhood is underserved and does not have any developed parks. The Porter Street Park site was recently acquired by the City and contains a remnant orchard, several mature trees, and grass areas. A conceptual development plan for Porter Street Park is included as Figure 7-6.

Recommendation 1-9. Develop Porter Street Park as a neighborhood park with facilities including a multi-use play area, a picnic area, paved internal pathway system, automatic irrigation system, landscaping and trees.

Recommendation 1-10 Explore opportunities to expand Porter Street Park through acquisition of neighboring lands if they become available.

Proposed Oak Creek Park * Site N-5 5.00-acres

This proposed park site is located in southern Lebanon adjacent to Oak Creek. This area is currently outside the existing City limits, but lies within the urban growth boundary. While this general area is currently undeveloped, it has been designated for mixed density residential development. This area is expected to experience rapid growth in the immediate future. The City should look to acquire a neighborhood park site in this area to serve this future

Recommendation 1-11. Acquire and develop a neighborhood park site along Oak Creek to serve residents in the southern portion of the City.

This proposed park site is located near Cascade Drive in southeast Lebanon. This area is currently outside the existing City limits but is within the urban growth boundary. The City should acquire a neighborhood park site in this area to serve the future neighborhood. A trail linkage should be provided to connect with the proposed Lebanon Loop Trail.

Community Parks

The objective of the park facility plan is to maintain two community parks that will serve the entire Lebanon area. One site located in the northern portion of the City and another in the south. Currently, Century Park serves the northern part of the City and Bob Smith Memorial Park serves the southern part. Following are recommendations for maintaining and improving these facilities.

This existing park site is located just west of 5th Street, across from the Boys and Girls Club. This facility receives a lot of use due to its close proximity to the Boy's and Girls Club. Existing facilities include a softball field, a soccer field, playground area, three lighted tennis courts, two lighted basketball courts, and a picnic area. Although the site is smaller than what is normally preferred for a community park, it does provide many recreational opportunities. Currently, parking is provided by on-street parking surrounding the park. A park right-of-way abuts the park to the north that could be converted to a parking area. Improvements to this park should include a small parking area at this location. The design of the parking area needs to accommodate private residences along Carolina Street that utilize the right-of-way as primary access.

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Bob Smith Memorial Park**Site C-2****7.70-acres**

This existing park site is located on south Main, just south of Market Street. Facilities at the site include three youth baseball/softball fields, a restroom building and a large parking area. The City and the Boys and Girls Club have a joint maintenance agreement for maintenance of the ball diamond infield during softball season. While this park currently functions as a sport field complex, it could offer additional recreational opportunities if additional facilities were added. An undeveloped area of the park facility located north of Weldwood Drive could be developed to include parking, a playground, and picnic areas.

- Recommendation 1-14. Parking lot needs to be asphalted. It was built with recycled asphalt and never sealed. It is currently breaking up and needs to be slurry sealed or have 3 inches of asphalt added to preserve the parking lot. Construct a new or expanded parking area to provide for an additional 15 spaces.
- Recommendation 1-15. Construct a picnic area in the space between ballfields or behind the outfield fence on the south and provide a trail connection to the south.
- Recommendation 1-16. Plan for additional improvements including a multi-use open play area and multi-use paved court.

Regional Parks

Regional parks are intended to serve the entire region. In the case of Lebanon, this could include Albany, Sweet Home and Waterloo. The intent of the park facility plan is to develop a regional park facility that would serve these areas as well as capitalize on the tourists that pass through the city.

River Park**Site R-1****24.87 Acres**

River Park is the largest of all the developed city parks. It is located off Grant Street, on the west bank of the Santiam River. Facilities include a restroom building, picnic shelter, children's playground, open multi-use play area and parking.

One of the problems with this site is the excessive network of roads that travel through the park. This creates a number of small separated areas that are removed from the main body of the park. Another problem with this park is that it has the parts of a neighborhood park, a community park and a regional park. Unfortunately, it does not meet the full needs of any of these types of parks. A conceptual development plan to address these issues and for additional improvements to River Park is included as Figure 7-4.

- Recommendation 1-17. Open up more of the waterfront for viewing and access and develop fishing access points.

- Recommendation 1-18. Plan for improvements including a small group picnic area, medium-sized picnic shelters, new children's playground, parking and access, paved pathway system, large community shelter, riverfront trail system, and sports courts.
- Recommendation 1-19. In addition to the proposed improvements there is a significant opportunity to expand the size of the park by acquiring the 2.58-acre property directly to the north which is currently owned by the City of Albany.

Proposed Cheadle Lake Regional Park * Site R-2 93-acres

A multi-use regional park attracting large groups of people could be developed in the Lebanon area. If developed, this park, because of its size, should be designed in a manner and have the facilities to generate substantial revenue. Potential activities in this type of park are numerous and include: large group picnics; a place for large group gatherings (ex. Strawberry festival); RV camping; boating and fishing; trails; reserved areas for hosting sporting events, music events, etc. A conceptual development plan, illustrating the site's potential as a multi-use regional park, has been prepared by the City and is included as Figure 7-7.

The Cheadle Lake site provides potential to accommodate many if not all of these facilities. The site is located east of Highway 20, adjacent to Cheadle Lake outside the City limits but within the urban growth boundary. It is designated for general industrial use in the City's Comprehensive Plan.

The Lebanon Community Foundation, a local nonprofit organization is actively pursuing the development of this site as a joint venture between the city and their organization. The Lebanon Community Foundation is interested in securing the site, garnering financial support, providing access to infrastructure, and developing park and festival facilities on the site. The organization has drawn up an eight phase implementation plan which began in 1997 and is scheduled for completion in 2011. The Lebanon Community Foundation's conceptual development plan for Cheadle Lake Park is included as Figure 7-8.

- Recommendation 1-20. Evaluate the feasibility and developing the Cheadle Lake Site as a multi-use regional park.
- Recommendation 1-21. Prepare an updated conceptual development plan for future development of the Cheadle Lake Site.

Special Use Areas

Special Use Areas are miscellaneous sites that do not fit into any of the other categories. These sites are discussed below.

Gill's Landing**Site S-1****6.23-acres**

This park is located south of Grant Street, along the west bank of the Santiam River. The site contains a boat launch, RV park, campground, parking, and picnic areas. Currently, Gill's Landing is the only park in the Lebanon area that provides boating facilities and physical access to the Santiam River. Physical access to the river is limited. The City should develop a beach swimming area and create fishing access points between Gill's Landing and River Park to open up the waterfront for viewing and access. Gill's Landing is also a central access point to several proposed trails in the Trails Plan including the Project Walden, West River Parkway, and East River Parkway. The area can function as a trailhead if facilities are provided.

Recommendation 1-22. Create a beach swimming area and develop fishing access points between Gill's Landing and River Park.

Recommendation 1-23. Develop trailheads connecting to the Project Walden, West River Parkway, and East River Parkway trails.

Had Irvine Park**Site S-2****1.38-acres**

This park site is located off Wheeler Street and is adjacent to the Albany-Santiam Canal. Currently the site is undeveloped and consists only of an open grass area. Pioneer School students, under the direction of a biology teacher, have installed some riparian plantings along the Mark's Slough and have conducted invasive species removal. Had Irvine Park is a key access point for the Lebanon trails system and can serve as trail head. The site also provides interpretive and educational opportunities associated with natural area restoration and enhancement. A conceptual development plan for improvements to Had Irvine Park is included as Figure 7-5.

Recommendation 1-24. Plan for improvements including a small parking area and trailhead, trails and pathways, natural interpretive and educational opportunities, benches, and bridge access across Mark's Slough.

Mural Park**Site S-3****0.08 Acres**

Mural Park is a 0.08 acre park located in downtown Lebanon, adjacent to Main Street. It is approximately 92' deep by 38' wide. Facilities at the site include a landscaped plaza and seating area. The site is bordered to the north and south by existing building walls and to the east by a remnant wall, which is a potential safety concern. The plaza seating area is in need of hard surface pathways.

Recommendation 1-25. Plan for improvements including removing the east wall and constructing hard surface pathways in the plaza and seating area.

Ralston Square Park**Site S-4****2.49-acres**

Ralston Square Park is located off Park Street, between Maple Street and Oak Street. Facilities at this site include a gazebo, a picnic area, open play area and some landscaped areas. The City recently acquired property housing a former service station in the southwest corner of the block. The park now includes this property and spans the entire block. A conceptual development plan for improvements to Ralston Square Park is included as Figure 7-3.

- Recommendation 1-26. Convert the former service station to a community gathering picnic shelter.
- Recommendation 1-27. Plan for additional improvements including a bridge crossing the Albany-Santiam Canal, viewing and seating areas along the canal, trails along the canal, lighting, a small gazebo, and landscaping and trees.
- Recommendation 1-28 Explore opportunities to expand Ralston Square Park through acquisition of neighboring lands if they become available.

Proposed North Entrance Gateway ***Site S-5****0.20 Acres**

This proposed site is located in the northern entrance of the city, off Highway 20. The intent is to develop a gateway feature that would identify the entrance of the City and improve the appearance of the Lebanon area. This proposed site would function as a gateway into the City from the north. This site could also serve as a visitor information area for the motorists entering the City from the north. This area could also be linked with the proposed Lebanon Loop Trail.

- Recommendation 1-29. Acquire and develop a North Entrance Gateway site off Highway 20 near the north entry to the City.

Proposed N. Santiam Day Use Area ***Site S-6****5.00 Acres**

This proposed park site is located off Brewster Road, adjacent to the abandoned landfill. The landfill is currently owned by the City of Lebanon and consists of 55.14 acres. In addition to the landfill site, the County owns some land to the north which could potentially provide some recreational opportunity or open space.

Currently, river access to the Santiam River is very limited. To increase the recreational opportunities on the South Santiam River, it is recommended that a day use park be developed downstream from Gill's Landing. This park would provide an additional access point for drift boats and rafts. To develop this site, it is recommended that the City work cooperatively with Linn County and other agencies to develop a boating facility in this area.

- Recommendation 1-30. Coordinate with Linn County to acquire and develop a day-use park facility along the Santiam River downstream from Gill's Landing that includes a non-

motorized boat launch, restrooms, trails, and a parking area.

Proposed West Entrance Gateway * Site S-7 0.20 Acres

This proposed site is located at the west entrance to the city on Highway 34. Like the proposed north entrance gateway, the intent is to develop a gateway feature and wayside specifically oriented towards the motorist entering the City from the east. This site could also be linked with the proposed Lebanon Loop Trail.

Recommendation 1-31. Acquire and develop a West Entrance Gateway on Highway 34 near the west entrance to the City.

Proposed Ridgeway Butte Viewpoint Site S-8 2.00 Acres

This proposed site is located at the top of Ridgeway Butte, near the eastern edge of the planning area. This site is currently within the city limits. Because this site is a unique resource to the community and offers a panoramic view of the entire Lebanon area, it is recommended that a portion of this area be preserved and developed into a scenic overlook. When developed, the proposed Ridgeway Butte Trail in the Lebanon Trails Plan would provide a connection to the proposed viewpoint.

Recommendation 1-32. Acquire and develop a scenic overlook at Ridgeway Butte to connect with the proposed trail system.

Recommendation 1-33 Connect to Linn County trail system when it becomes available.

Proposed S. Santiam Day Use Area * Site S-9 2.00-acres

This proposed park site is located off River Drive, just west of the Lebanon Dam. This site is outside the City's urban growth area. Currently, river access to the South Santiam River is very limited. To increase the recreational opportunities on the Santiam River, the City should strengthen the need to coordinate with the City of Albany, Linn County, and the State Marine Board to establish a boat access point upstream from Gill's Landing, near the Lebanon Dam. This area would provide an additional access point for drift boats and rafts.

Recommendation 1-34. Coordinate with Linn County, the City of Albany, and the State Marine Board to acquire and develop a boat access point upstream from Gill's Landing near the Lebanon Dam.

Proposed Mountain River Village Access Point * Site S-10 6.80-acres

The proposed Mountain River Village Access Point is unnamed and currently under construction. It is part of the South Santiam Greenway. Amenities include open space, trails, and parking.

Recommendation 1-35. When constructed, include the proposed Mountain River Village Access Point in parks system planning.

Natural Open Space

The value of natural open space is to preserve land in its natural state, protect wildlife habitat and provide separation between urban uses. In Lebanon, the most significant open space areas are the riparian corridors along the creeks and the South Santiam River.

Proposed Santiam River Corridor Site OS-1 150-acres

The Santiam River Corridor is an important natural feature and asset to the City of Lebanon. The corridor provides critical habitat for wildlife and passive recreation opportunities for residents. The corridor also functions as the backbone for key linkages between proposed and existing park facilities including Cheadle Lake, Ridgeway Butte, River Park, and the Walden Project. Acquisition and protection of the Santiam River Corridor is a critical element of the parks facility plan.

Recommendation 1-36. Acquire and designate for protection open space sites along the Santiam River Corridor. Develop passive recreation opportunities where appropriate.

Proposed Oak Creek Corridor Site OS-2 40-acres

The Oak Creek Corridor is located in the southeast portion of the City. The riparian corridor along Oak Creek provides valuable habitat for wildlife and passive recreation opportunities for residents in connection with the development of the Lebanon Trails Plan.

Recommendation 1-37. Acquire and designate for protection open space sites along the Oak Creek Corridor. Develop passive recreation opportunities where appropriate.

Proposed Burkhart Creek Corridor Site OS-3 XX-acres

The Burkhart Creek corridor is located in the western portion of the City. Similar to Oak Creek, the riparian corridor along Burkhart Creek provides valuable habitat for wildlife and passive recreation opportunities for residents in connection with the development of the Lebanon Trails Plan.

Recommendation 1-38. Acquire and designate for protection open space sites along the Burkhart Creek Corridor. Develop passive recreation opportunities where appropriate.

Proposed Albany-Santiam Canal Corridor OS-4 XX-acres

The Albany-Santiam Canal bisects the City and provides a physical connection to several park facilities including Cheadle Lake, Jaycee Park, Ralston Square Park, Booth Park, and Had Irvine Park. Currently, the canal is owned by the City of Albany and its use is restricted. In the future, the City should explore the feasibility of partnering with the City of Albany to establishing passive recreation uses, such as trails and pathways and canoeing, along its length.

These proposed trails and pathways could also be used for maintenance access for service vehicles.

Recommendation 1-39. Explore the feasibility of partnering with the City of Albany to provide passive recreation opportunities along the Albany-Santiam Canal.

Table 6-1. Summary of Land Requirements

No.	Site	Existing Acreage	Proposed Acreage	Total Acreage
Mini Parks				
M-1	Jaycee Park	0.69		0.69
M-2	Carroll Park	0.40		0.40
	Subtotal	1.09		1.09
Neighborhood Parks				
N-1	Booth Park	2.36		2.36
N-2	Christopher Columbus Park	3.26		3.26
N-3	Proposed Airport Road Park		5.00	5.00
N-4	Proposed Porter Street Park	1.42		1.42
N-5	Proposed Oak Creek Park		5.00	5.00
N-6	Proposed Cascade Drive Park		5.00	5.00
	Subtotal	7.04	15.00	22.04
Community Parks				
C-1	Century Park	6.25		6.25
C-2	Bob Smith Memorial Park	7.70		7.70
	Subtotal	13.95		13.95
Regional Parks				
R-1	River Park	24.87	2.58	27.45
R-2	Proposed Regional Park		93.00	93.00
	Subtotal	24.87	95.58	120.45
Special Use Areas				
S-1	Gill's Landing	6.23		6.23
S-2	Had Irvine Park	1.38		1.38
S-3	Mural Park	0.08		0.08
S-4	Ralston Square Park	1.49		1.49
S-5	Proposed North Entrance Gateway		0.20	0.20
S-6	Proposed North Santiam Day-use Area		5.00	5.00
S-7	Proposed West Entrance Gateway		0.20	0.20
S-8	Proposed Ridgeway Butte Viewpoint		2.00	2.00
S-9	Proposed South Santiam Day-use Area		2.00	2.00
	Subtotal	9.18	9.40	18.58
Natural Open Space				
OS-1	Proposed Santiam River Corridor		150.00	150.00
OS-2	Proposed Oak Creek Corridor		40.00	40.00
OS-3	Proposed Burkhart Creek Corridor		40.00	40.00
OS-4	Proposed Albany-Santiam Canal Corridor		40.00	40.00
	Subtotal		230.00	270.00
	TOTAL	56.13	349.98	446.11

Notes: Existing acreage references City-owned property. Proposed acreage references property for land acquisition.
Proposed acreage does not include potential expansions of Ralston Square and Porter Street Parks.

Source: City of Lebanon, Community Planning Workshop (CPW), 2006

Trails and Pathways

The intent of the trails plan is to provide a system of off-street recreation trails to serve the City. In addition to the off-street trail system, the City currently also has an existing bikeway master plan. This plan identifies a number of routes for on-street bicycle lanes. Some of the routes are identical to those identified in the proposed off-street trails plan.

Although the Comprehensive Parks Master Plan did not identify specific routes for on-street bike lanes, it is important to coordinate the two plans to ensure that both the recreational and transportation needs are met. Outlined below are the recommendations for the recreational trail system in Lebanon. Refer to Map 7-1 for the location of trails in the trails plan.

Recommendation 1-40. Continue to plan, implement, and construct the trails and pathways in the Trails Plan as needed funding and land are secured.

Recommendation 1-41. Coordinate the Trails Plan with the Comprehensive Plan off-street trail system.

2. Specialized Recreation Areas and Facilities

Sports Complex

As the City continues to grow the need for sports fields will increase. This need can be met by scattering the fields throughout the City or by developing a sports field complex. Combining fields into one complex has several advantages including lower maintenance costs and easier management of league and tournament play.

Recommendation 2-1. Explore the feasibility of acquiring and developing a sports field complex that contains a minimum of two softball fields and two senior baseball fields at the regional park site (see Site R-2)

Recommendation 2-2. Prepare a detailed feasibility study and conceptual development plan prior to acquisition and development to assess the financial implications of the development.

Festival Grounds

The intent of the festival grounds is to develop an area that could capitalize on the City's location and the tourism industry. This area could be used to host the annual Strawberry Festival as well as several other special events. The festival grounds may be integrated with the Cheadle Lake Regional Park in the future.

Recommendation 2-3. Consider developing a large multi-use recreational area for holding special events and festivals.

- Recommendation 2-4. Prepare a detailed feasibility study prior to the development of the festival ground to assess the financial impacts of the development.

Lebanon Pioneer Cemetery

This site has been designated by the state as a pioneer cemetery. The cemetery provides an informal open area for the citizens of Lebanon and as well as a place of historic significance. The City made improvements to the cemetery in 2003 that included HRC approved trails, lights, sidewalks, along the north street with a short retaining wall, and installation of a historic cemetery monument. Because of the historical significance of the site, the City should continue to renovate and repair the facility as funds become available.

- Recommendation 2-5. Continue to renovate and repair the Pioneer Cemetery as funds become available.

Riverfront Access

The South Santiam riverfront and adjoining riparian area are unique natural resources that offer numerous recreational opportunities. Currently, these resources are under-utilized and provide limited riverfront access.

- Recommendation 2-6. Expand riverfront access opportunities along the South Santiam River. See recommendation 1-31.
- Recommendation 2-7. Develop a riverfront management plan to address issues such as: types of recreation uses; management of the riparian areas; safety and use; signage, educational and interpretive issues; development and vegetation setbacks.

3. Administration and Management

Marketing and Advertising

To promote more interest and awareness in parks, the City should aggressively promote and market its park and open space system. The City has developed and distributes a park brochure. The City also conducts marketing through advertising at the Gill's Landing RV Park, phone book web pages, and the City website.

- Recommendation 3-1. Continue to promote and market the park and open space system.
- Recommendation 3-2. Market special recreational areas, particularly those areas that could potentially produce revenues.

Offer Recreation Services

The City can consider providing limited recreation programs in sports and other services. In order to offer recreation services the City would need to hire or designate staff to administer programs

and charge user fees to pay for administrative costs, maintenance, and utility charges. Additional staff would establish adult sports leagues, search for volunteers to offer recreation classes and promote and manage community events.

Recommendation 3-3. Explore opportunities for providing limited recreation programs in sports and other services.

4. Park Maintenance Operations

Parks Maintenance Management Plan

A Parks Maintenance Management Plan establishes maintenance and time standards, identifies priorities, and prepares year work schedules. By approaching park and facility maintenance on a systematic basis, planning can be reduced and maintenance tasks spread out more evenly over the year. The maintenance department is constrained by a need for additional personnel to complete yearly maintenance responsibilities. The development and implementation of a management plan needs to be complemented by increases in staffing levels for maintenance.

Recommendation 4-1 Increase Parks Maintenance personnel.

Recommendation 4-2. Develop and implement a Parks Maintenance Management Plan.

Park Maintenance Funding

Due to a need for additional personnel and a lack of funding resources the City's parks are currently maintained at a minimum level. As the City continues to grow, it is expected that the City's resources and park maintenance personnel will also increase. To help manage the system more effectively the City should explore alternative funding strategies such as a park utility fee.

Recommendation 4-3. Explore alternative funding strategies such as a park utility fee for park maintenance.

5. Miscellaneous Operations

As-Built Drawings

Currently, there are limited records of what exists in the existing parks. To help maintain records of its facilities the City should have drawings prepared of all park sites.

Recommendation 5-1. Hire additional parks personnel or a consultant to prepare and record as-built drawings for all existing park sites.

Recommendation 5-2. Ensure that as-built drawings are prepared by contractors for all future developed park sites.

Consistency of Design and Materials

Currently, there is little consistency of design or site furnishings between the various parks. The City should establish design standards and a comprehensive list of site furnishings, materials and equipment in order to bring consistency to the park system.

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| Recommendation 5-3. | Establish design standards and a comprehensive list of site furnishings, materials and equipment. |
| Recommendation 5-4. | Implement design standards in all park improvement projects and the development of future park facilities. |

City Beautification

A Street Tree Plan for the City was completed in 2003 and is currently in use. No park specific trees are specified in the plan and all trees that are not prohibited in the plan can be used in parks.

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| Recommendation 5-5. | Ensure that all proposed tree species, placement of trees, and standards for tree planting and maintenance are consistent with the Lebanon Street Tree Plan. |
| Recommendation 5-6. | Protect important and historic trees designated for protection by the Park Committee Tree Board. |

Summary of Recommendations

Table 6-2 presents a summary of the recommendation discussed in the previous sections. The recommendations are coded (ex. 1-5) and sorted by category and facility/purpose. The first number in the code references the categories as follows: (1) Park Facility Plan; (2) Specialized Recreation Areas and Facilities; (3) Administration and Management; (4) Park Maintenance Operations; and (5) Miscellaneous Operations. The second number in the code refers to the number of recommendations in that specific category.

Table 6-2. Summary of Recommendations

Park Facility Plan Recommendations		
Facility/Purpose	Code	Recommendation
Mini Parks		
General	1-1	Evaluate future Mini Park acquisition and development on a case-by-case basis with a high level of scrutiny.
Jaycee Park	1-2	Provide support and continue to encourage the volunteer efforts to maintain and improve Jaycee Park.
Carroll Park	1-3	Consider selling the property to fund the acquisition of a larger parcel suitable for a neighborhood park, or expand the park size to accommodate a neighborhood park.
Neighborhood Parks		
Booth Park	1-4	Improve and maintain the youth baseball/softball field as an active recreation use until a suitable replacement facility is provided elsewhere.
	1-5	Replace or relocate the existing backstop at the youth baseball/softball field.
	1-6	Plan for additional improvements including an internal pathway system, upgrading the children's playground, landscaping, and on-street parking.
Christopher Columbus Park	1-7	Plan for future improvements including a multi-use playfield, expanded irrigation and drainage system, mini-skatepark (2,000 square feet), play area, and sports courts.
Proposed Airport Road Park	1-8	Acquire and develop a neighborhood park site in the vicinity of Airport Road/Strawberry Lane.
Proposed Porter Street Park	1-9	Develop Porter Street Park as a neighborhood park with facilities including a multi-use play area, a picnic area, paved internal pathway system, automatic irrigation system, landscaping and trees.
Proposed Porter Street Park	1-10	Pursue opportunities to expand park through acquisition of adjacent lands if they become available
Proposed Oak Creek Park	1-11	Acquire and develop a neighborhood park site along Oak Creek to serve residents in the southern portion of the City.
Proposed Cascade Drive Park	1-12	Acquire and develop a neighborhood park site near Cascade Drive in southeast Lebanon to serve existing and future residents.
Community Parks		
Century Park	1-13	Construct a small parking area in the right-of-way that abuts the north edge of the park.
Bob Smith Memorial Park	1-14	Construct a new or expanded parking area to provide for an additional 15 spaces.
	1-15	Construct a picnic area in the space between ballfields or behind the outfield fence on the south and provide a trail connection to the south.
	1-16	Plan for additional improvements including a multi-use open play area and multi-use paved court.
Regional Parks		
River Park	1-17	Open up more of the waterfront for viewing and access and develop fishing access points.
	1-18	Plan for improvements including a small group picnic area, medium-sized picnic shelters, new children's playground, parking and access, paved pathway system, large community shelter, riverfront trail system, and sports courts.
	1-19	In addition to the proposed improvements there is a significant opportunity to expand the size of the park by acquiring the 2.58-acre property directly to the north which is currently owned by the City of Albany.
Proposed Regional Park (Cheadle Lake Site)	1-20	Evaluate the feasibility and developing the Cheadle Lake Site as a multi-use regional park.
	1-21	Prepare an updated conceptual development plan for future development of the Cheadle Lake Site.

Table 6-2. Summary of Recommendations (Cont.)

Park Facility Plan Recommendations		
Facility/Purpose	Code	Recommendation
Special Use Areas		
Gill's Landing	1-22	Create a beach swimming area and develop fishing access points between Gill's Landing and River Park.
	1-23	Develop trailheads connecting to the Project Walden, West River Parkway, and East River Parkway trails.
Had Irvine Park	1-24	Plan for improvements including a small parking area and trailhead, trails and pathways, natural interpretive and educational opportunities, and bridge access across Mark's Slough.
Mural Park	1-25	Plan for improvements including removing the east wall and constructing hard surface pathways in the plaza and seating area.
Ralston Square Park	1-26	Convert the former service station to a community picnic shelter.
	1-27	Plan for additional improvements including a bridge crossing the Albany-Santiam Canal, viewing and seating areas along the canal, trails along the
	1-28	Pursue opportunities to expand park through acquisition of adjacent lands if they become available
Proposed North Entrance Gateway	1-29	Acquire and develop a North Entrance Gateway site off Highway 20 near the north entry to the City.
Proposed North Santiam Day-use Area	1-30	Encourage and coordinate with Linn County to acquire and develop a day-use park facility along the Santiam River downstream from Gill's Landing that includes a non-motorized boat launch, restrooms, trails, and a parking area.
Proposed West Entrance Gateway	1-31	Acquire and develop a West Entrance Gateway on Highway 34 near the west entrance to the City.
Proposed Ridgeway Butte Viewpoint	1-32	Acquire and develop a scenic overlook at Ridgeway Butte to connect with the proposed trail system.
	1-33	Connect to Linn County trail system when it becomes available.
Proposed South Santiam Day-use Area	1-34	Strengthen the need to coordinate with Linn County, the City of Albany, and the State Marine Board to acquire and develop a boat access point upstream from Gill's Landing near the Lebanon Dam.
Proposed Mountain River Village Access Point	1-35	When constructed, include the proposed Mountain River Village Access Point in parks system planning.
Natural Open Space		
Proposed Santiam River Corridor	1-36	Acquire and designate for protection open space sites along the Santiam River Corridor. Develop passive recreation opportunities where appropriate.
Proposed Oak Creek Corridor	1-37	Acquire and designate for protection open space sites along the Oak Creek Corridor. Develop passive recreation opportunities where appropriate.
Proposed Burhart Creek Corridor	1-38	Acquire and designate for protection open space sites along the Burhart Creek Corridor. Develop passive recreation opportunities where appropriate.
Proposed Albany-Santiam Canal Corridor	1-39	Explore the feasibility of partnering with the City of Albany to provide passive recreation opportunities along the Albany-Santiam Canal.
Trails and Pathways		
General	1-40	Continue to plan, implement, and construct the trails and pathways in the Trails Plan as needed funding and land are secured.
General	1-41	Coordinate the Trails Plan with the Bike Plan and the TSP.

Table 6-2. Summary of Recommendations (Cont.)

Specialized Recreation Areas and Facilities Recommendations		
Facility/Purpose	Code	Recommendation
Sports Complex	2-1	Explore the feasibility acquiring and developing a sports field complex that contains a minimum of two softball fields and two senior baseball fields at the regional park site (see Site R-2)
	2-2	Prepare a detailed feasibility study and conceptual development plan prior to acquisition and development to assess the financial implications of the development.
Festival Grounds	2-3	Consider developing a large multi-use recreational area for holding special events and festivals.
	2-4	Prepare a detailed feasibility study prior to the development of the festival ground to assess the financial impacts of the development.
Lebanon Pioneer Cemetery	2-5	Continue to renovate and repair the Pioneer Cemetery as funds become available.
Rivefront Access	2-6	Expand riverfront access opportunities along the South Santiam River.
	2-7	Develop a riverfront management plan to address issues such as: types of recreation uses; management of the riparian areas; safety and use; signage, educational and interpretive issues; development and vegetation setbacks.
Administration and Management Recommendations		
Facility/Purpose	Code	Recommendation
Marketing and Advertising	3-1	Continue to promote and market the park and open space system.
	3-2	Market special recreational areas, particularly those areas that could potentially produce revenues.
Offer Recreation Services	3-3	Explore opportunities for providing limited recreation programs in sports and other services.
Parks Maintenance Operations Recommendations		
Facility/Purpose	Code	Recommendation
Parks Maintenance Management Plan	4-1	Increase Parks Maintenance personnel.
	4-2	Develop and implement a Parks Maintenance Management Plan.
Park Maintenance Funding	4-3	Explore alternative funding strategies such as a park utility fee for park maintenance.
Miscellaneous Operations Recommendations		
Facility/Purpose	Code	Recommendation
As-Built Drawings	5-1	Hire additional parks personnel or a consultant to prepare and record as-built drawings for all existing park sites.
	5-2	Ensure that as-built drawings are prepared by contractors for all future developed park sites.
Consistency of Design and Materials	5-3	Establish design standards and a comprehensive list of site furnishings, materials and equipment.
	5-4	Implement design standards in all park improvement projects and the development of future park facilities.
City Beautification	5-5	Ensure that all proposed tree species, placement of trees, and standards for tree planting and maintenance are consistent with the Lebanon Street Tree Plan.
	5-6	Protect important and historic trees designated for protection by the Park Committee Tree Board.

Source: City of Lebanon, Community Planning Workshop (CPW), 2006

Chapter 7

Park System Improvements

This chapter provides a framework for improvements to and maintenance of existing parks and the development of new parks through 2026. It includes a discussion of system improvements, conceptual plans for new and existing park development, trail and pathway development, and park specific capital improvement projects. The improvements proposed in this chapter were developed through community participation, assistance of the Lebanon Parks Committee/Tree Board, and input from City staff.

System Improvements

The system improvements component of the Park Plan provides recommendations for future development of the Lebanon park system, based on needs identified in Chapter 4. Input from City residents, the Parks Committee/Tree Board, and City staff suggested necessary park improvements including development of new parks, redevelopment of existing parks, and trail and pathway development.

Park Development

As discussed in Chapter 3, the City owns several park facilities that are in need of major upgrades to meet the needs and expectation of residents. In addition, the City owns several undeveloped park sites that if developed would provide much needed facilities to augment the park system. This section discusses the conceptual redevelopment of Academy Square Park, Christopher Columbus Park, Ralston Square Park, and River Park and the development of Had Irvine Park, Porter Street Park, and Cheadle Lake Park. The conceptual development plans for these facilities are included as Figures 7-1 through 7-7.

Academy Square Park

Academy Square Park is a 7.48-acre special use area. The west side of the park is bordered by the Lebanon Senior Center and a proposed site for a new City of Lebanon civic building, which The *Lebanon Facilities Master Plan* shows as being a City Hall and Library building. The park contains some improvements including paved paths, benches, a monument, trees, and lawn areas. The southern portion of the park contains a grove of historic Oregon White Oaks.

The conceptual development plan for Academy Square Park, as shown in Figure 7-1, proposes a modified circulation system and several new amenities. The proposed design is based on the concept of creating a campus setting in the heart of downtown Lebanon that

connects and related to various public facilities (Library, Senior Center, and proposed new civic buildings), Main Street, and public open space. The design features an open plaza adjacent to the proposed site of a new City civic building, an interactive water feature, and a labyrinth. The design essentially divides the site into two quads with the water feature and labyrinth forming the center. A central walk runs down the center of the site accessing the open plaza and an existing monument, which is to be enhanced and featured prominently. Secondary walks crisscross the quads providing connection to the buildings and walkways surrounding the site. Other components of the design include seating, plant and flower beds, and campus-like lawn areas. Parking is provided on-street and in the lots surrounding the site. The oak grove along the southern edge of the site is retained and protected from encroachment. The project will create an attractive civic space that provides for passive recreation uses and includes complementary features that will draw visitors and residents to the site.

Christopher Columbus Park

Christopher Columbus Park is a 3.26-acre neighborhood park. Currently the park contains a basketball court, playground, softball/baseball field, shelter, benches, lawn areas, picnic tables, entrance sign, and trash receptacles. The park was constructed with approximately 6 foot high perimeter mounds along the north and east sides. The mounds are a security concern because they impede visibility from the street though the park.

Christopher Columbus Park is currently the only neighborhood park in the southern portion of Lebanon. Therefore, it has the potential to be highly used and should provide a variety of active recreation uses. The design, as shown in Figure 7-2, is based on creating an active neighborhood park that serves residents of all ages. The concept includes an improved softball/baseball field with seating, a new 2000-sf skatepark, an updated play area, a new sand volleyball court, a new community shelter, improved restrooms, and a relocated improved basketball court. The elements are connected by a path and walkway system that also functions as a jogging trail around the site. The perimeter mounds are lowered to a height of approximately 18-inches with the intent to retain as many existing trees as possible along the mounds. New trees are proposed in the center of the site as a visual and shade buffer between the softball/baseball field and the play area. Surrounding the active area are lawn and accent plant beds. The project will create a highly-usable active space that will provide for a variety of recreation activities and facilities that are in large demand in this area of the City.

Ralston Square Park

Ralston Square Park is a 2.49-acre special use area. The Santiam-Albany canal bisects the site. The City recently acquired property housing a former service station in the southwest corner of the

block. The park is primarily a passive use area with seating and picnic areas. Facilities include a gazebo, open play area, a rose garden, restrooms, trails and walkways.

The conceptual development plan for Ralston Square Park, as shown in Figure 7-3, focuses on retaining the existing amenities and uses while enhancing various features of the park, including the canal banks and public access, and incorporating the former service station as a community element. Two new pathways are proposed adjacent to the canal providing access through the site. Between the pathways and the canal the banks will be reinforced to prevent further erosion and several seating and viewing areas are proposed to provide visitors with opportunities to be near water. A bridge crossing the canal will provide east-west access through the site. A new small gazebo and accent plantings are proposed in the southeast corner.

The former service station will be partially deconstructed and the remaining structure will be adapted for use as a community picnic shelter. The asphalt parking area around the shelter will be retained on the north, west, and south sides and converted to public parking. In the future, the east side of the shelter bordering the canal will be converted to lawn and terraces providing outdoor seating and leisure activities. The park will be lighted to address safety and access concerns. The overall concept for Ralston Square retains the site's ability to function as a community gathering space but enhances or provides new features that are intended to complement this use, such as the shelter, access, and the gazebo.

River Park

River Park is a 24.87-acre regional park. Currently, the park is essentially divided into three components. The first component consists of a former campground area. The second component consists of a more active use area containing 14 horseshoe courts, a playground area known as "Fort Stanley", a short bicycle path and a multi-use playfield. The third component is composed of a passive use area located along the river. Facilities consist of a picnic area, a picnic shelter/restroom building and some informal riverfront access. Other amenities include an entrance sign, irrigation system, horseshoe pits, benches, lawn areas, picnic tables, and trash receptacles. Four gravel parking areas and one paved parking area serve the park.

The conceptual development plan for River Park, as shown in Figure 7-4, retains all of the existing components and provides for new elements which are intended to reestablish the park as a large community open space providing active and passive recreation options, special event facilities, and educational opportunities. The design improves the existing ballfield and provides a shelter and open area adjacent to it for picnicking and barbecues. The former playground is relocated to the north where a new playground is proposed and utilized as an open space for overflow parking. The

existing shelter is retained and a sand volleyball court is located between it and the new playground. Three of the horseshoe pits are retained and two new basketball courts are located adjacent two them. The former tent-camping area is converted to a day-use picnic and gathering area. A community gathering shelter is proposed north of the playground and two medium-sized shelters are proposed along trails in other locations. Along the river a new pathway with river access points and overlooks provides a connection between the park and the river. The former dead-end roads are connected forming a looped access route through the parks that enhances circulation. A network of trails and sidewalks provides pedestrian and bicycle connection through the park, as well as interpretive and educational opportunities where the trail moves through natural areas. The overall design for River Park focuses on improving the park as a Regional Park with the ability to accommodate large events while providing for day-to-day active as passive recreation activities.

In addition to the proposed improvements, there is a significant opportunity to expand the size of the park by acquiring the property directly to the north, which is currently owned by the City of Albany. The Master Plan recommends purchase of the City of Albany Property 2.58 acres north of River Park. The property is predominantly a forested natural area that could provide passive and limited active recreation opportunities and additional waterfront access. The City of Albany owned property is a proposed site for River Bank filtration wells for the drinking water system. This use can be used in conjunction with park use. The acquisition would complement the proposed facilities at River Park.

Had Irvine Park

Had-Irvine Park is a 1.38-acre park. The park is mostly undeveloped although it includes a gravel access drive and parking area, two picnic tables, and a grass area. Pioneer School students, under the direction of a biology teacher, have installed some riparian plantings along the Mark's Slough and have conducted invasive species removal. Prior to this planning process, the Santiam Watershed Council and Pioneer School students developed a preliminary conceptual plan for the site.

The conceptual development plan for Had Irvine Park, as shown in Figure 7-5 is based on the concept plan that was developed by the Pioneer School Students. Had Irvine Park is a key-access point for the proposed Lebanon Trail System once fully constructed. It is also bordered by riparian areas on two sides. The focus of the concept plan is to provide trailheads for accessing the trail system and to promote the ideas of natural system restoration as community education and partnership opportunities. A small parking area will be provided off of Wheeler Street. The parking area will access trail routes that extend off-site and nature trails that bisect the site. Small picnic and gathering area will be provided adjacent to the

parking area. Two nature trails will parallel both the Albany-Santiam Canal and Mark's Slough. The trails will provide interpretive and educational opportunities to residents and students. Surrounding the trails will be both riparian and woodland restoration areas. Two nature shelters will provide interpretive materials that discuss the restoration activities that are ongoing and benefits to plants and wildlife. The overall concept for Had Irvine Park focuses on creating a park that functions as a natural area that provides educational opportunities about habitat restoration, opportunities for limited passive recreation, and a trailhead for the future trail system.

Porter Street Park

Porter Street Park is a 1.42-acre undeveloped park. The park site was recently acquired by the City and contains a remnant orchard, several mature trees, and grass areas.

The conceptual redevelopment plan for Porter Street Park, as shown in Figure 7-6, focuses on creating a small neighborhood park that provides for both passive and active recreation activities. The park design includes a community shelter, playground, picnic areas, pathways, and lawn areas.

Cheadle Lake Recreation Area

The City of Lebanon has prepared a conceptual development plan for a festival and events center at Cheadle Lake (Figure 7-7) and the Lebanon Community Foundation has prepared a conceptual development plan for a park at Cheadle Lake (Figure 7-8). The proposed Cheadle Lake Recreation Area, located off Highway 20, is approximately 93 acres. Highway 20, which is a primary tourist route between the Willamette Valley and the Cascades, offers excellent visibility and access to the site. Cheadle Lake, which is located adjacent to the site, offers additional recreational opportunities such as boating and fishing.

The basic concept for the site consists of three components; each designed to complement the other two. The first component consists of an RV park/camping area, future Parks and Recreation offices, and other amenities – including, but not limited to a store, tackle shop, boat rental, and non-motorized boat storage building.

The second component is the development of festival grounds and event center complex. This component is currently being developed and used by the Lebanon Community Foundation as the home of the Strawberry Festival and Star Spangled Celebration. The full development plans for this component call for a festival events site, amphitheater, exhibition hall/event center, and group picnic/event site.

The third component consists of the development of a sport field complex including softball/baseball fields, soccer/football fields, a pavilion, and extensive parking. In addition to good viability and

access to Highway 20, the site is located in an industrial area. Because of the adjacent uses, noise and lighting impacts will be minimal. With the development of a RV camping area and group picnic site, these facilities could complement each other during tournaments.

Because of the unique recreational opportunities provided at the Cheadle Lake site, any future conceptual plans for development should include revenue generation opportunities for the City as a key element. These opportunities could consist of an RV park, boat use and rentals, and boating events.

Figure 7-1. Academy Square Park Concept Plan

Concept: A campus setting in the heart of downtown connecting the public library, senior center, and Main Street with public open space.

Program: Interactive Water Feature, Labyrinth, Enhanced Memorial, Trails and Pathways, Benches, Protected Oregon White Oak Grove.

CITY OF LEBANON



Community
Planning
Workshop

Designers: Bethany Buck, Julie Stevens
Colin McArthur

February 2006

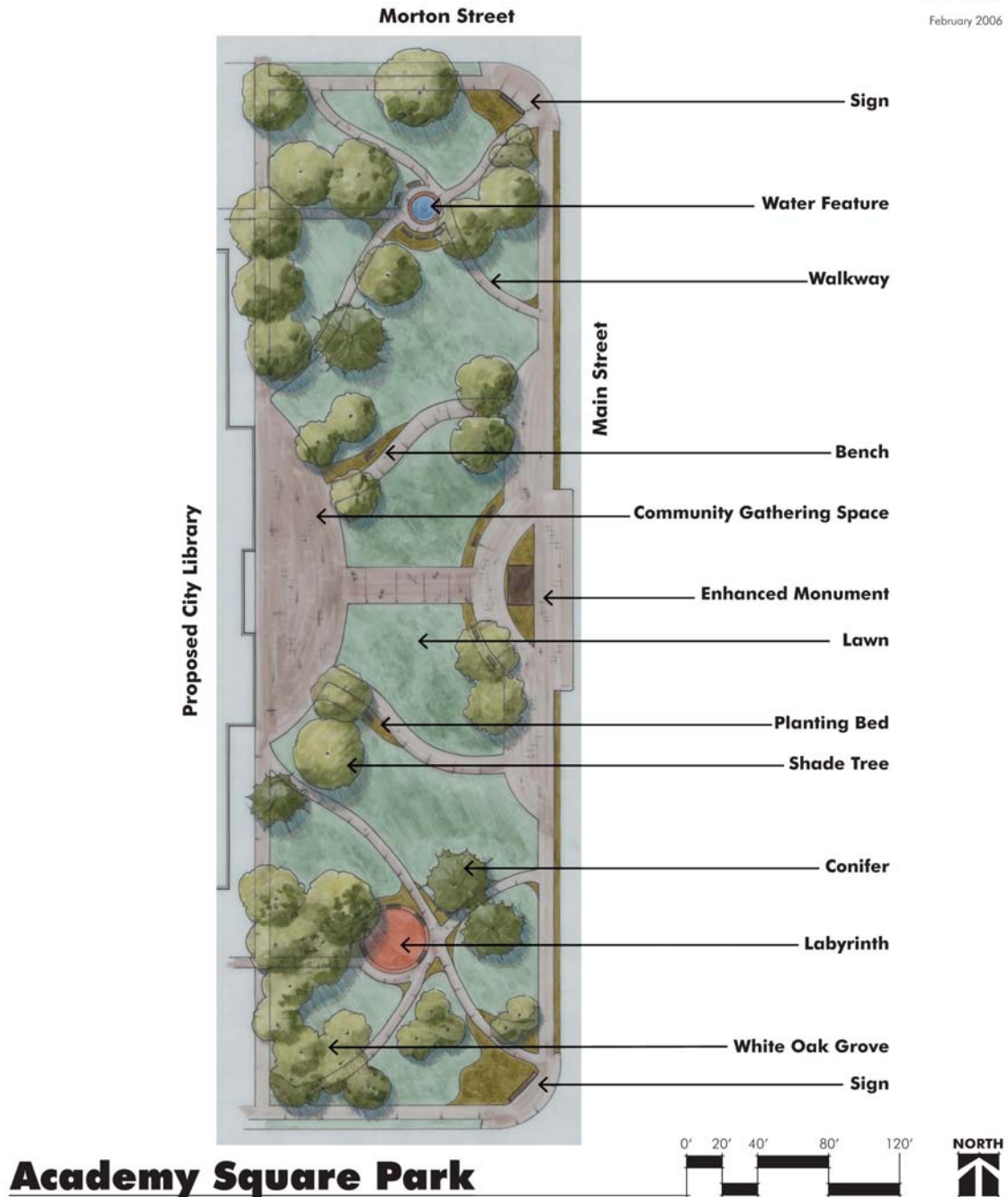


Figure 7-2. Christopher Columbus Park Concept Plan

Concept: An active, highly used, community park serving groups of all ages.

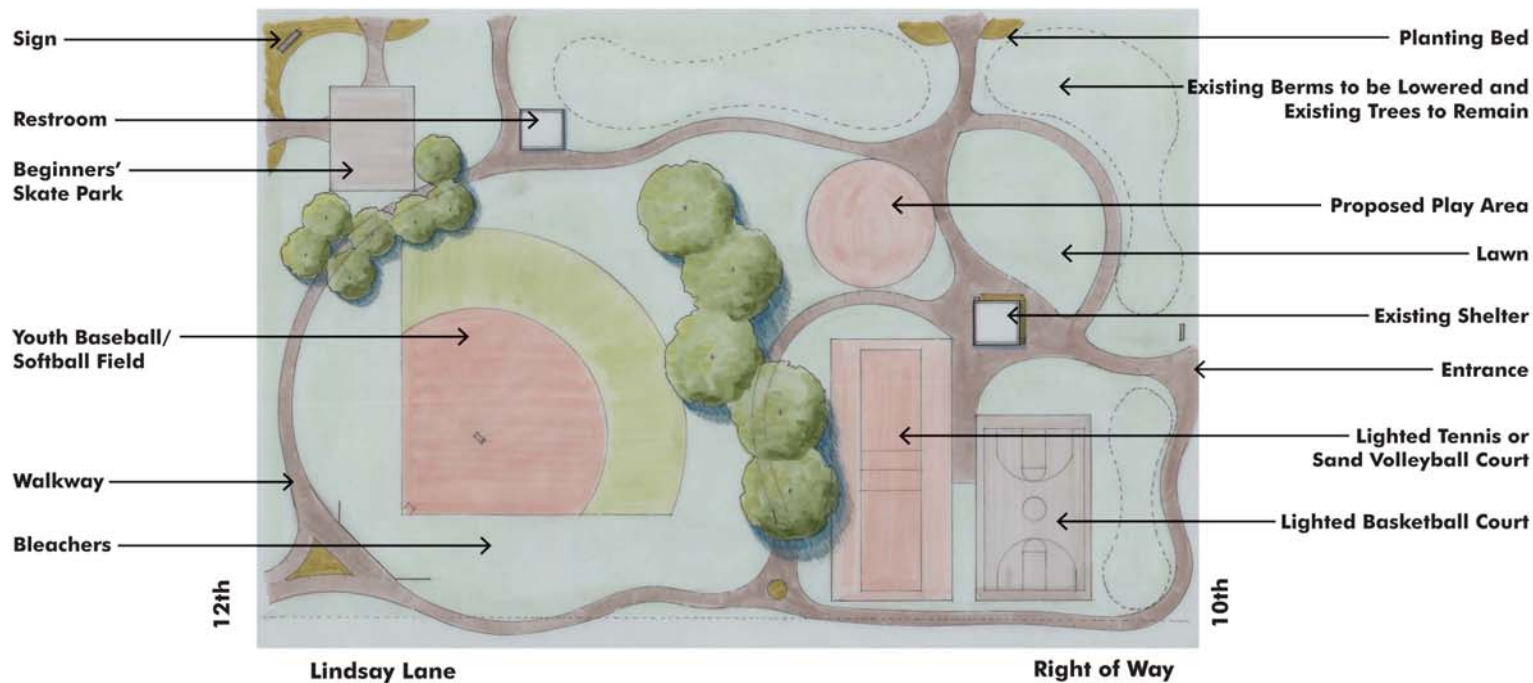
Program: Downsized Grass Mounds, Mini Skatepark, Sand Volleyball or Tennis Court, Basketball Court, Playground, Paths with Trail Connections, Restrooms.

CITY OF LEBANON



Designers: **Bethany Buck, Julie Stevens**
Colin McArthur

February 2006



Christopher Columbus Park

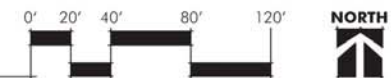


Figure 7-3. Ralston Square Park Concept Plan

Concept: An enhanced public square for community events, passive recreation, seasonal displays and gatherings, and cultural events

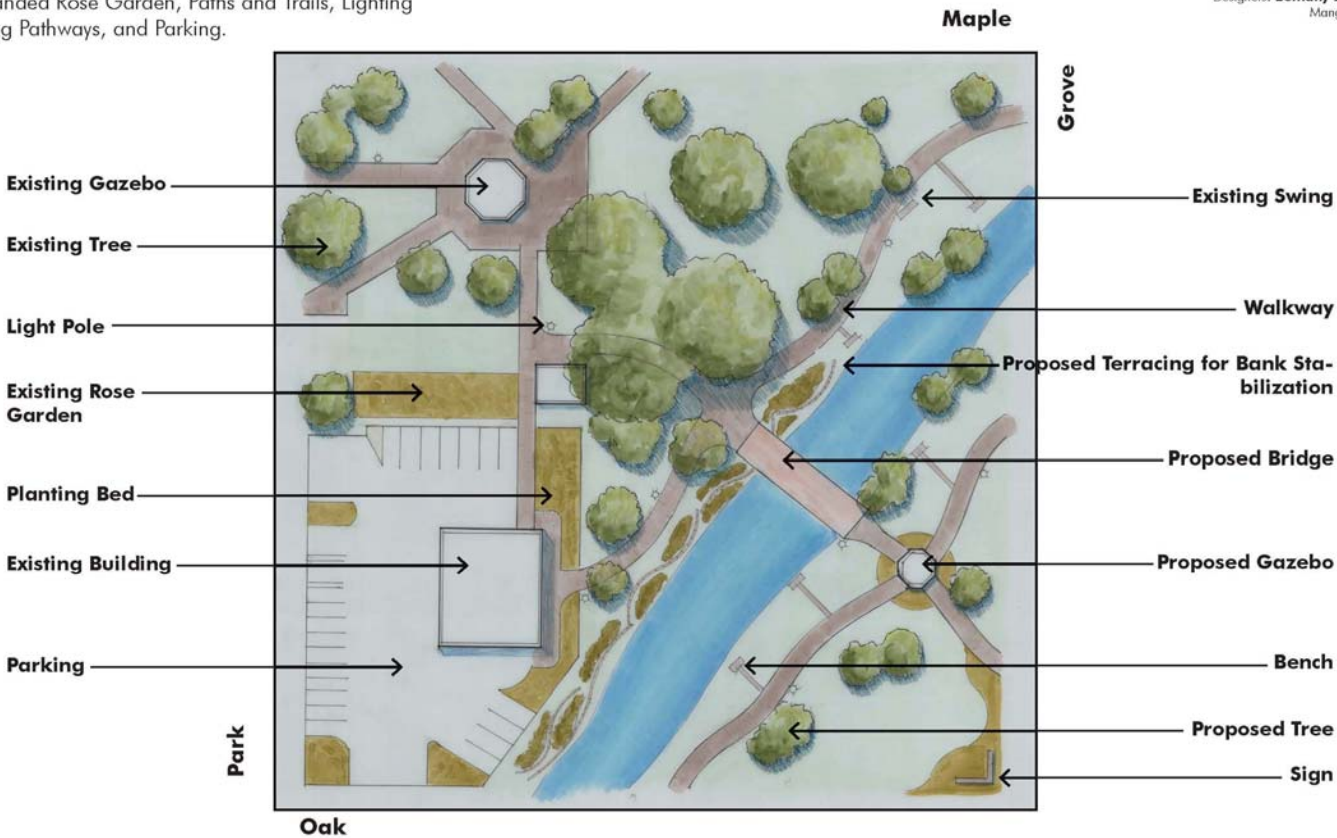
Program: Footbridge, Renovated Shelter, Terracing and Bank Stabilization, Gazebo, Expanded Rose Garden, Paths and Trails, Lighting along Pathways, and Parking.

CITY OF LEBANON



Designers: **Bethany Buck, Julie Stevens**
Manager: **Colin McArthur**

December 2005



Ralston Square Park

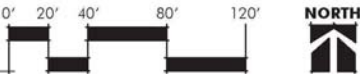


Figure 7-4. River Park Concept Plan

Concept: A large community/regional park providing both active and passive recreation options, special event facilities, and educational and interpretive opportunities.

Program: Community Shelter, Interpretive Shelters, River Overlooks, Nature Trails, Educational and Interpretive Signage, Horseshoe Pits, Basketball Courts, Sand Volleyball Court, Youth Baseball/Softball Field, Children's Playground, Barbecue Pits, Parking, and Pathway and Trail System.

CITY OF LEBANON



Designers: **Bethany Buck, Julie Stevens**
Colin McArthur
February 2006



Figure 7-5. Had Irvine Park Concept Plan

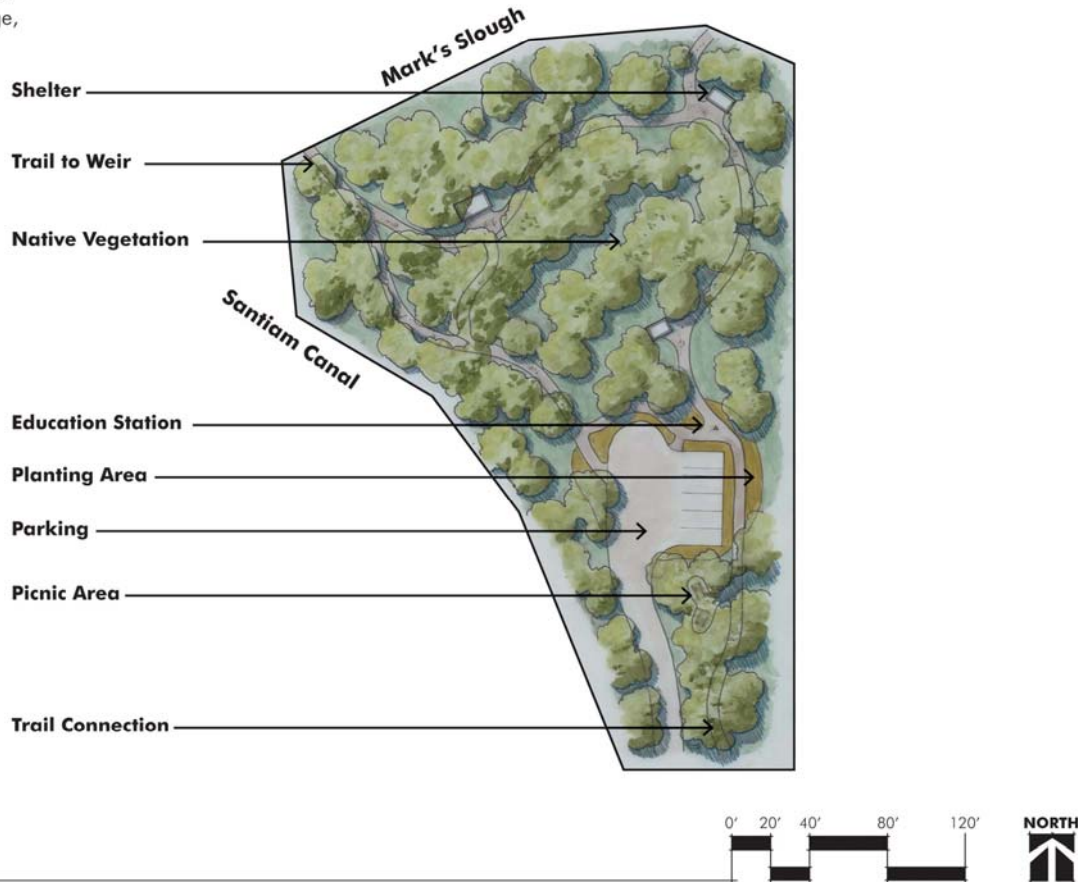
Concept: A key trailhead for the trails system and connectivity. Also features important natural systems. The park focus is based on community education opportunities and partnerships related to restoration.

Program: Trailheads to River Park, Walden Project, and Pioneer School Park, Restoration of Natural Features, Viewing and Observation Shelters, Educational and Interpretive Signage, Picnic Facilities, and Parking.

CITY OF LEBANON



Designers: **Bethany Buck, Julie Stevens**
Colin McArthur
February 2006



Had Irvine Park

Figure 7-6. Porter Street Park Concept Plan

Concept: A community gathering space providing passive recreation opportunities, picnic areas, and a children's playground.

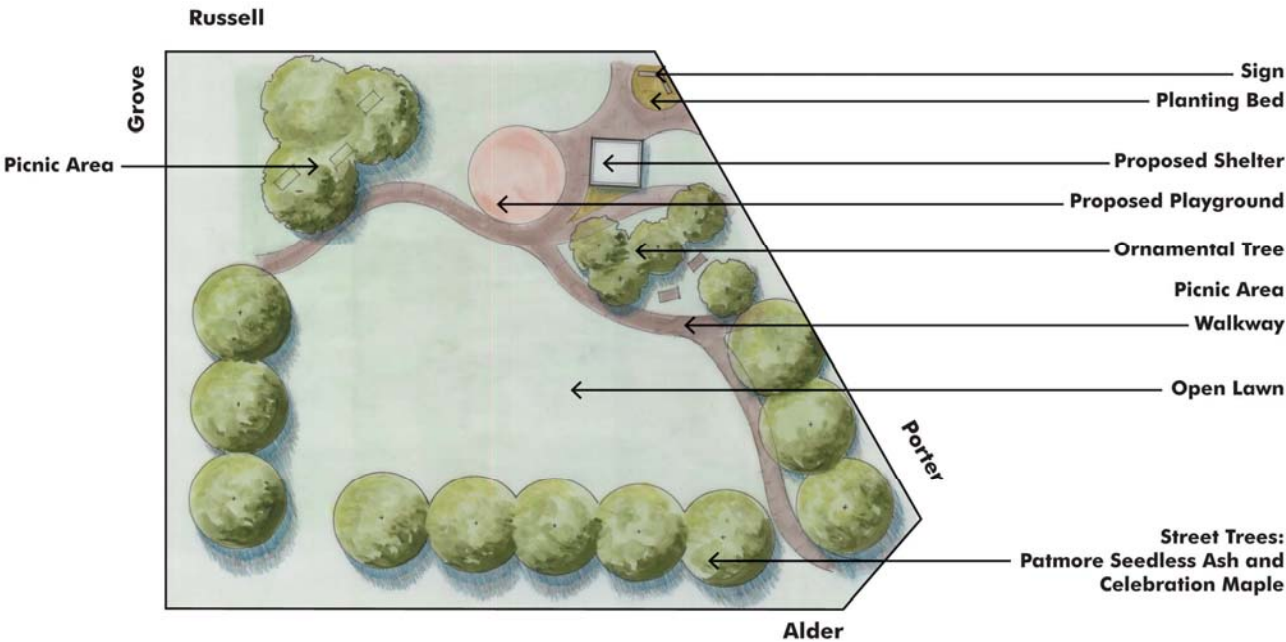
Program: Playground, Picnic Areas, Pathways, Open Lawn Areas, and a Shelter.

CITY OF LEBANON



Designers: Bethany Buck, Julie Stevens
Colin McArthur

February 2006



Porter Street Park

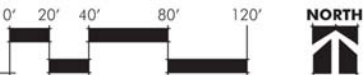
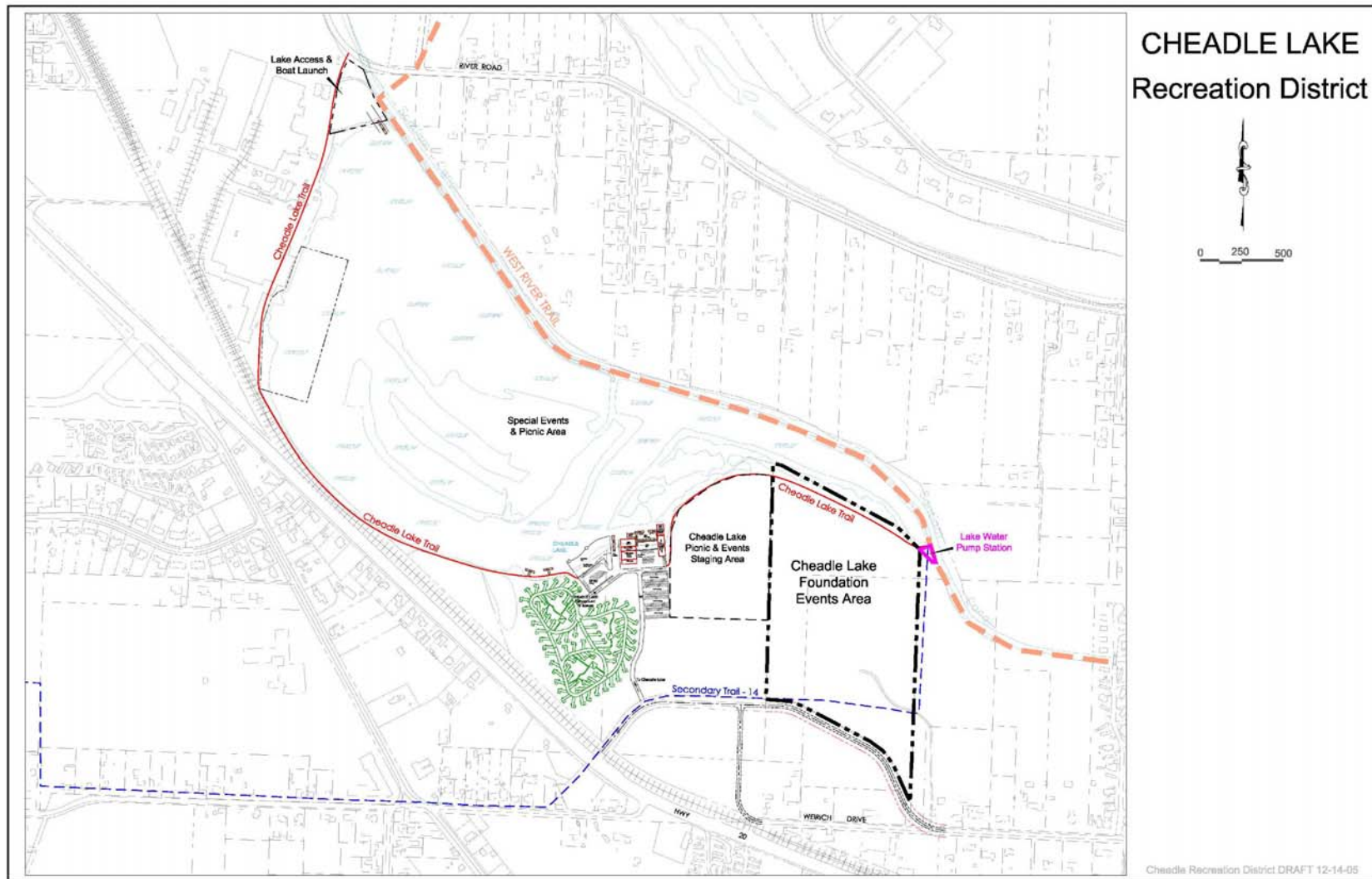


Figure 7-7. Cheadle Lake Festival and Event Concept Plan



Source: City of Lebanon, 2005

Figure 7-8. Cheadle Lake Park



Source: Lebanon Community Foundation (LCF), 2006

Trail and Pathway Development

Trails and pathways are an important component of the park system. Connecting different sites via greenways, trails, and pathways leads to more usable, accessible, and visible parkland. The park and open space system becomes better integrated, connecting neighborhoods, commercial areas, parks, schools, and other points of activity.

Trails and pathways include sidewalks, bike paths, and multi-use trails. These emphasize safe pedestrian travel to and from parks, residential areas, and activity centers around the community. Trails and connectors provide opportunities for connections between park facilities and neighborhoods and reduce reliance upon automobiles for travel. Citywide trails and park specific trails will also create recreational opportunities.

The intent of the Lebanon Trail Plan is to provide a system of off-street recreation trails to serve the City. The trail system includes a total of approximately 45-miles of proposed trails. Currently, six trail segments have been constructed. The following section provides a discussion of the trails in the trails plan. A map of proposed trails is included as Map 7-1.

Several major trails serve as the backbone of the trail system and provide connection routes around and through the City and to natural features surrounding the City. These consist of Burkhart Creek Trail, East River Trail, West River Trail, North Boundary Trail, South Boundary Trail, Oak Street Pedway, Ridgeway Butte Trail, South Santiam Water Trail, and Project Walden Trail. Additional trails extend from major trails to access certain facilities or neighborhoods, or to provide connection between trails. The trails in the trails plan are discussed in the following section.

Burkhart Creek Trail

2.75-miles

The Burkhart Creek Trail begins off of Highway 34 near the crossing of the Burkhart Creek. From this point, the trail extends south through some residential areas until reaching Oak Street. From Oak Street, the trail continues along the drainage corridor, crosses Airport Road, and connects with Cascade Elementary School and Bob Smith Memorial Park.

East River Trail

2.94-miles

The East River Trail begins at the Project Walden area and extends south along the east bank of the Santiam River to the edge of the City limits near Berlin Road. The East River Trail connects to the Ridgeway Butte Trail.

West River Trail

3.23-miles

The West River Trail also begins at the Project Walden area and extends south along the west bank of the Santiam River to River Drive. From this point the trail travels along the northern bank of Cheadle Lake to an intersection with the South Boundary Trail.

North Boundary Trail**2.20-miles**

The North Boundary Trail begins at the intersection of the northern terminus of the West Boundary Trail and Reeves Parkway. It extends north to Gore Drive, then east along Gore Drive, and then southeast along the Albany-Santiam Canal.

South Boundary Trail**4.49-miles**

This proposed trail corridor generally follows the course of Oak Creek and the southern urban growth area boundary. The trail begins south of Airport Road at the southern terminus of the West Boundary Trail. From this point, the trail extends southeast along Oak Creek to Rock Hill Drive, then east to Sodaville Road, and then north along Sodaville Road to a connection with the West River Trail.

Oak Street Pedway**2.45-miles**

The Oak Street Pedway begins at the western edge of the urban growth boundary and extends east along Oak Street to Gill's Landing and the Santiam River.

Ridgeway Butte Trail**1.18-miles**

This proposed trail would begin at the base of Ridgeway Butte, just off Berlin Road. From this point, the trail would meander up the side of the Butte. Because of the topography, the trail alignment would traverse the hillside and offer numerous views of the surrounding landscape. Once reaching the top, the trail would connect with the proposed Ridgeway Butte Overlook.

South Santiam River Water Trail**10.76-miles**

This proposed trail corridor would essentially follow along the waterway of the South Santiam River. The trail would begin at a point north of the old City landfill on some undeveloped County owned parkland. River access would be at the undeveloped Linn County property, at River Village, and at Gills Landing. The water trail could continue upstream to Sweet Home and downstream connecting Lebanon to Jefferson and eventually connect to the Willamette River trail system.

Project Walden Trail**2.45-miles**

The Project Walden Trail includes 2.45 miles of trails that access various features and amenities at Walden Pond.

Additional Trails

The **Eagle Scout Trail** begins north of Gill's Landing and extends north along the westbank of the Santiam River. The trail is 0.30-miles in length and surfaced with gravel and dirt. A paved trail connects Gill's Landing north to River Park.

The **Historic Santiam Wagon Trail** served as a livestock, freight, and stage route over Santiam Pass in the 1800s. New in 2005 was the addition of a section of the multi-jurisdictional Santiam Wagon

Trail to the Lebanon trail system. The trail head includes an informational kiosk that directs visitors from Lebanon to additional US Forest Service trail heads that lead into eastern Oregon. In 1998, the Governor established the Oregon Historic Trails Advisory Council (OHTAC) to oversee and provide advice on Oregon's 16 historic trails.

Trail 1 begins at the intersection of the North Boundary Trail and Reeves Parkway and extends east along the parkway for 0.60-miles.

Trail 2 begins at Pioneer School, extends north along 5th Street, then west along Reeves Parkway, and south along Highway 20 to Industrial Way.

Trail 3 begins at the North Boundary Trail along Mark's Slough and extends south for 0.51-miles where it connects with Had Irvine Park and Trail 4.

Trail 4 extends From Had Irvine Park south for 0.72 miles to River Park.

Trail 5 begins at the Walden Pond area and then extends west along Mark's Slough for 0.79-miles (Alternate B) or west and then north along Tennessee Road for 0.57-miles (Alternate A), to an intersection with the North Boundary Trail.

Trail 6 is a 0.14-mile trail connecting the Oak Street Pedway to Booth Park.

Trail 7 is a 0.06-mile trail connecting the Oak Street Pedway to Ralston Square Park.

Trail 8 utilizes 7th Street, F Street, and 4th Street to provide a connection between Burkhardt Creek Trail and the Oak Street Pedway. Trail 8 is 1.08-miles in length.

Trail 9 is a loop trail that begins at the West River trail and extends north and west for 1.26-miles to connect with Trail 17.

Trail 10 begins at the South Boundary Trail and extends east to provide a connection to Christopher Columbus Park and the surrounding neighborhood. Trail 10 is 0.42-miles in length.

Trail 11 is a loop trail that extends east from the South Boundary Trail, near the intersection of Oak Creek and South 5th Street, along Crowfoot Road and then loops back to South 5th Street. Trail 11 is 0.96 miles in length. Trail #11 connects to the west boundary trail and loops via a paved trail that runs along the storm water collection ditch that runs through Heather Estates.

Trail 12 extends south from Bob Smith Memorial Park for 0.44-miles to provide a connection to Trail 13, and then the West River Trail.

Trail 13 begins south of Carroll park and extends west along Crowfoot Road for 1.60-miles to connect with the West River Trail.

Trail 14 extends north from the South Boundary Trail between Central Avenue and Washington Avenue for 0.26-miles to the proposed Cascade Drive Park.

Trail 15 begins at the intersection of Burkhart Creek and Maple Street and extends east for 0.15-miles to Green Acres School.

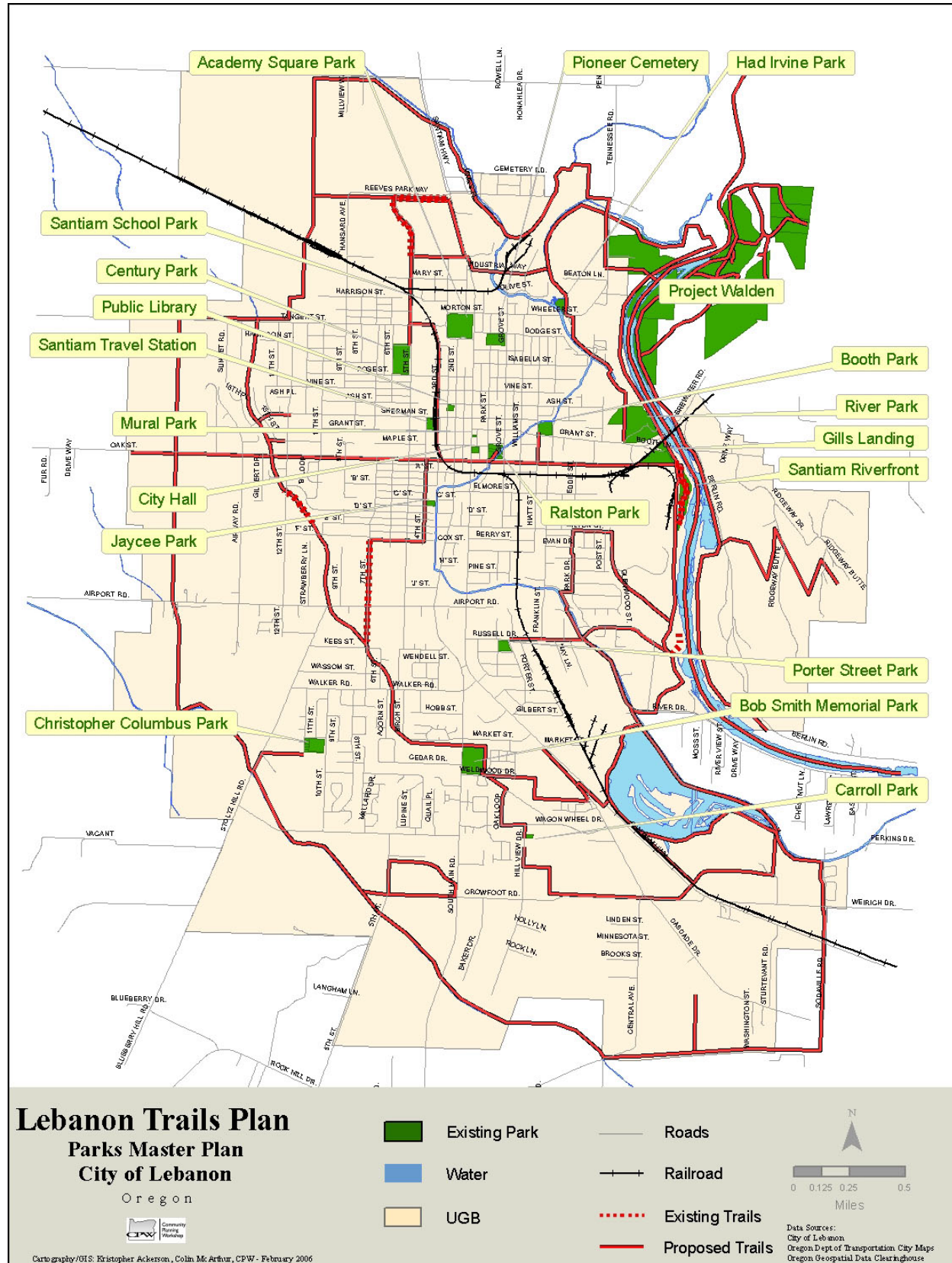
Trail 16 begins at Pioneer School and extends south along 5th Street for 0.40-miles to Santiam School Park.

Trail 17 begins at the proposed Porter Street Park and loops south along the Albany-Santiam Canal to connect with the West River Trail and then extends west back to the park. Trail 17 is 1.19-miles in length.

Trail 18 begins at Bob Smith Memorial Park and extends east to connect with the Cheadle Lake Trail. Trail 18 is 0.55-miles in length. The trail connects Bob Smith Memorial Park with the Santiam Wagon Road and the Cheadle Lake loop trail.

Trail 19 begins at Oak Street Pedway and follows the east side of the RXR right-of-way and 3rd Street north to Tangent, then to Santiam School Park and connects to Trail 16 at Tangent and 5th Street. Trail 19 is 0.72-miles in length.

Map 7-1. Lebanon Trail Plan



Source: Community Planning Workshop (CPW) 2006

Capital Improvements Plan (CIP)

Capital Improvement Programs (CIP) are often used as internal planning tools to identify proposed development projects and estimated costs for park development. The purpose of the CIP is to provide specific details for proposed improvements at the park level. Implementing these park projects will help the City of Lebanon fulfill its park system goals and objectives for the next twenty years. The CIP assists in the decision-making process and helps guide the City towards increased operational efficiencies. The CIP provides a strategy to enhance the City's ability to provide safe, healthy, and attractive recreation facilities and open space resources for its residents.

The 2006-2016 CIP is presented in a separate Parks CIP document. The Parks CIP reflects the input from three sources: (1) residents of Lebanon, gained through the community workshop, the youth workshop, and the household survey; (2) an inventory of existing parks and facilities, as well as discussions with public works staff; and (3) the Parks Committee/Tree Board, who provided feedback and refinement during two work sessions.

The CIP projects list are an extension of the recommended park improvements for existing facilities discussed in Chapter 3 and the park facility plan recommendations discussed in this chapter. The CIP provides a description of each project, estimated costs, and timeline for completion. The CIP focuses on improvement of parks based on meeting existing standards, developing facilities of high importance to residents, and improving connectivity within the City and park system.

Systemwide Priorities

The following criteria are recommended for prioritizing projects in the capital improvement plan.

High priority

- Recreation facilities upgrade and maintenance projects should have the highest priority, since they will have an immediate impact.
- Trail development should be a high priority considering the lack of facilities and the high interest in trail related activities.
- Wherever possible, the joint use of public facilities should be encouraged.
- Facilities that generate economic return should be a high priority.

Medium priority

- The acquisition of future park sites should have a medium to high priority because it is critical to preserve land while it is still available.
- New park development should have a medium priority. Those areas that do not have access to park and recreation facilities should be given the first priority.
- Preservation of open space should have a medium priority because of the minimal cost associated with acquisition and maintenance.
- Increasing riverfront opportunities should be given priority.

Low priority

- The development of a regional park should be given a low to medium priority because of the positive influence of tourism on the local economy.

Parkland Acquisition

Communities need parks of different sizes and types to adequately serve diverse populations. Lebanon needs to acquire and develop new parkland to meet the needs of the current and future population over the next 20 years. Based on this Plans evaluation of the current park system, discussions with City staff, and input received from the community, acquiring new parkland is critical in developing and maintaining the park system.

Existing Park System

The City of Lebanon currently owns and maintains 50.94-acres of developed parks. The developed parkland includes two mini parks, three neighborhood parks, two community parks, and one regional park. Developed parkland does not include special use areas and open space. Lebanon's current population is 13,500 residents¹⁴, resulting in a current level of service (LOS) of 3.76-acres per 1,000 residents.

Lebanon has not established an adopted LOS standard. Instead, the City intends to provide a sufficient LOS to each neighborhood based on an evaluation of the facility need for each neighborhood. The objective of the Lebanon park system is to provide a neighborhood or community park within walking distance (1/2 mile) of every residence. This strategy was developed based on direction from the Parks Committee/Tree Board and conversations with City staff.

¹⁴ Based on Portland State University (PSU) population estimates, 2004

The current park system contains multiple deficiencies in that large areas of the City are not currently served by parks. The focus of City land acquisition efforts is directed towards addressing these deficiencies.

Projected Parkland Needs

In 2025, additional parkland will be needed to serve the population, which is forecasted to grow to approximately 19,500 residents.¹⁵ To maintain the current LOS of 3.76-acres per 1,000 residents provided by the system, with the anticipated population increase, the City will need to provide approximately 74-acres of developed parkland. Table 7-3 displays the cumulative amount of developed parkland needed to maintain the current LOS standard for every five-year period through 2025 (assuming immediate development of all existing land). This could be achieved through the development of all existing undeveloped parkland and the acquisition of an additional 20-acres of new parkland.

Table 7-3. Projected Parkland Acquisition Needs

	2005	2010	2015	2020	2025
Projected Population	13,787	15,035	16,396	17,881	19,500
LOS Standard (acres per 1,000 residents)	3.76	3.76	3.76	3.76	3.76
Developed Parkland	50.94				
Undeveloped Parkland	2.80				
Total Parkland	53.74				
Parkland Needed to Reach LOS Standard	51.84	56.53	61.65	67.23	73.32
Cumulative Surplus / Deficit	1.90	(2.79)	(7.91)	(13.49)	(19.58)

Notes: Undeveloped Parkland does not include the 150.85-acre Walden Pond site and the 0.40-acre Carroll Park site.

Source: Community Planning Workshop (CPW), 2005

Table 7-3 illustrates the importance of land acquisition. By 2010 the City's existing supply of undeveloped parkland will not be sufficient to maintain the current LOS standard without the acquisition and development of additional parkland.

The acquisition and development of four 5-acre neighborhood park facilities by 2025 would provide the City with a sufficient amount of developed parkland acreage based on current growth and population projections. Strategically locating neighborhood parks in areas currently underserved by parks would address the system deficiencies discussed in the previous section.

Parkland Acquisition Areas

The primary objective of the Parks Master Plan is to provide a neighborhood park within walking distance (1/2-mile) of all residential areas. Considering the service areas for parks and

¹⁵ Based on Portland State University (PSU) population projections, 2004.

expected growth areas, several current and future residential areas are not currently served by neighborhood parks. The service areas represent the area from which most of the users come to use the park (see Map 3-2). As shown on the map, the following areas are not currently served by parks:

- West area (from Burkhart Creek to the UGB)
- Central area (along Airport Road)
- Southern area (from Stoltz Hill Road to Sodaville Road)
- East/Central area (from the Albany/Santiam canal to the Santiam River)

Additional considerations are physical barriers, which may limit service in areas that appear served. For example, Highway 20, Highway 34, Burkhart Creek, and the Albany Santiam Canal exist as access barriers. Based on current service areas and the existence of physical barriers CPW identified priority locations for neighborhood or community park acquisition and development. These areas are displayed on Map 6-1.

Recommendations 1-8 through 1-11 discuss the need for neighborhood parks in locations that correspond to the areas listed above and displayed on Map 6-1. In addition, the future development of Porter Street Park as a neighborhood park will address an area with identified park need.

Parkland Acquisition Costs

Lebanon currently acquires parkland primarily through dedication and direct purchase. Estimating the cost of parkland acquisition is challenging. Each property is unique and its value is influenced by a unique set of factors. Location is among the most important of those factors, but not the only one that will influence value. From the perspective of vacant land in developing areas, land that is serviced will have a higher value than land that is not serviced. Subdivided land will be more expensive than tract land.

A cursory analysis of data from the City's buildable lands inventory indicates that tract land (parcels of 1 acre or larger) within the Lebanon are valued between \$1,500 and \$100,000 per acre. The average value of the land included in the sample was about \$22,000 per acre. It is likely that these figures underestimate land values given current market conditions. Thus, per acre assumptions between \$30,000 and \$60,000 were used to calculate parkland acquisition costs. Based on these assumptions and the need for 19.58 acres of additional parkland, the city can expect to spend between \$587,400 and \$1,174,800 on land acquisition in the next 20 years.

Park System Improvements Summary

The City can expect to spend approximately \$13,000,000 for trail development, maintenance, park acquisition, and development in the next 20 years. This value is based upon the maintenance costs of \$1000 per year per acre, land acquisition costs at an average cost of \$45,000 per acre for the 20 needed acres, \$100,000 per acre for new park development, and 35 miles of new trails. It does not include the costs of capital improvements that are identified in the CIP. Those costs are presented in the separate Parks CIP document.

Table 7.4: Estimated Costs for Park System Improvements

Years	2006-2010	2011-2015	2016-2020	2021-2025	Total
Estimated Cost of Park Maintenance*	\$295,000	\$320,000	\$345,000	\$370,000	\$1,330,000
Estimated Cost of Land Acquisition, Low Value	\$150,000	\$150,000	\$150,000	\$150,000	\$600,000
Estimated Cost of Land Acquisition, High Value	\$300,000	\$300,000	\$300,000	\$300,000	\$1,200,000
Estimated Cost of New Park Development**	\$500,000	\$500,000	\$500,000	\$500,000	\$2,000,000
Estimated Cost of New Trail Construction	\$2,209,581	\$2,209,581	\$2,209,581	\$2,209,581	\$8,838,324
Total Estimated Costs, Using Average Land Price	\$3,229,581	\$3,254,581	\$3,279,581	\$3,304,581	\$13,068,324

Source: Community Planning Workshop (CPW), 2006

Notes: * Assuming maintenance costs \$1,000 per developed acre consistent with Lebanon is currently spending. ** Assuming average development cost of \$100,000 per acre. Estimate based on City of Lebanon SDC Ordinance development estimates and average development cost estimates from the City of Eugene and Oregon Parks and Recreation.

Chapter 8

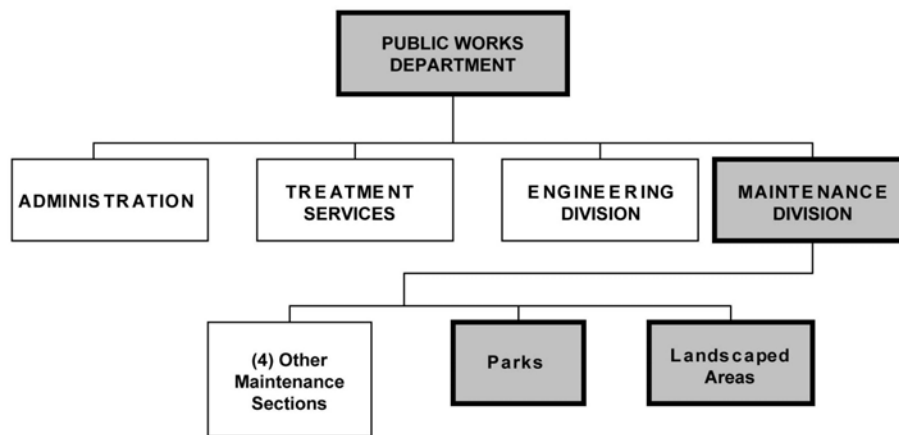
Funding Strategy

This chapter recommends funding and support strategies to implement the capital improvement and acquisition priorities identified in this plan. The funding strategy includes an evaluation of public (federal, state, local) and private (foundations, corporations, individuals) funding sources. The funding strategy also addresses nonmonetary support in the form of partnerships and volunteerism. Some of the funding sources are new to the City whereas others have been utilized in the past.

Current Operations and Budget

Unlike most communities, the Public Works Department has the responsibility of managing and operating the park system in Lebanon. Parks reside under the Maintenance Division of the Public Works Department. The department uses both full-time and part-time employees to maintain the park system. Total employment levels are broken down in Table 8-1.

Figure 8-1. Department Operations



Source: City of Lebanon

Table 8-1. Employment Levels for Park and Recreation Services, 2005-2006

Division	Full-Time Employees	Part-Time (FTE)	Total (FTE)
Administration	0.66		0.66
Parks Maintenance	2.34	0.40	2.74
TOTAL	3.00	0.40	3.40

Notes: FTE = Full time equivalent (2,050 annual hours)

Source: City of Lebanon

Operating Budget

The cost of parks maintenance operations has varied over the last six years. For most communities, the average is roughly 10-12% of the total General Fund expenditures.

Table 8-2. Comparison of Park Maintenance Expenditures to Total City General Fund Expenditures

Year	Total City General Fund Expenditures	Parks Maintenance Expenditures	% of Total
1999-00	\$4,218,342	\$163,258	3.9%
2000-01	\$4,041,838	\$191,494	4.7%
2001-02	\$4,430,552	\$186,852	4.2%
2002-03	\$4,951,418	\$389,174	7.9%
2003-04	\$4,380,137	\$342,081	7.8%
2004-05	\$4,253,841	\$382,457	9.0%
2005-06	\$5,260,507	\$499,307	9.5%

Source: City of Lebanon

NOTE: The increase in the percent of total is directly associated with increased grant funding during these periods and does not truly represent the funds that were available as a percentage of the overall general fund budget.

Current Budget and Future Funding Needs

The desired park system for the City of Lebanon will cost approximately \$13,000,000—not including capital improvement projects identified in the CIP—in the next 20 years. To meet this goal, the City must acquire additional funding for the development and operation of Lebanon's park system.

The City currently funds the majority of capital expenses through system development charges and grants. System Development Charges (SDCs) are fees imposed on new development to help fund off-site project impacts on the City's infrastructure. The City's SDC Ordinance assesses fees for both residential and commercial development. Table 8-3 provides a projection of park SDC revenues based on housing and employment forecasts presented in the 2004 *Lebanon Urbanization Study* (ECONorthwest, June 2004).

The analysis indicates that Lebanon's park SDC will generate approximately \$1.66 million over the 2005-2025 period.¹⁶ The majority of SDC revenues will come from residential development.

¹⁶ In 2005 dollars.

Table 8.3. Projected park SDC revenue, 2005-2025

	2005	2010	2015	2020	2025	Total 2005-2025
Residential						
Forecast						
Population	13,961	15,196	16,540	18,004	19,597	
Population						
Change, 5 year						
period		1,235	1,344	1,464	1,593	5,636
Expected						
Increase in						
Dwelling Units, 5						
year period*						
Single-family		441	480	523	569	2,013
Multifamily		139	152	165	180	636
SDC per dwelling						
unit						
Single-family		\$ 588.41	\$ 588.41	\$ 588.41	\$ 588.41	
Multifamily		\$ 480.20	\$ 480.20	\$ 480.20	\$ 480.20	
Residential SDC						
Revenue		\$ 326,472	\$ 355,286	\$ 387,008	\$ 421,110	\$ 1,489,877
Commercial						
Forecast						
Employment	7,849	8,660	9,471	10,282	11,093	
Employment						
Change, 5 year						
period		811	811	811	811	3,244
SDC per						
employee		\$ 52.28	\$ 52.28	\$ 52.28	\$ 52.28	
Commercial SDC						
Revenue		\$ 42,404	\$ 42,404	\$ 42,404	\$ 42,404	\$ 169,615
Total SDC						
Revenue						
Generated		\$ 368,876	\$ 397,690	\$ 429,412	\$ 463,513	\$ 1,659,491

Source: Base data from the *Lebanon Urbanization Report* (ECONorthwest, June 2004); SDC rates from the City of Lebanon; estimates by Community Planning Workshop
Note: estimates are in 2005 dollars

Table 8-4 compares the estimated costs associated with park acquisition, development, and operations to the estimated SDC revenue. Note that some costs, such as maintenance and operations cannot be paid for with SDC funds.

Table 8-4. Comparison of Estimated Costs and SDC Revenues

Years	2006-2010	2011-2015	2016-2020	2021-2025	Total
Costs					
Estimated Cost of Park Maintenance*	\$295,000	\$320,000	\$345,000	\$370,000	\$1,330,000
Estimated Cost of Land Acquisition, Low Value*	\$150,000	\$150,000	\$150,000	\$150,000	\$600,000
Estimated Cost of Land Acquisition, High Value*	\$300,000	\$300,000	\$300,000	\$300,000	\$1,200,000
Estimated Cost of Park Development*	\$500,000	\$500,000	\$500,000	\$500,000	\$2,000,000
Estimated Cost of New Trail Construction	\$2,209,581	\$2,209,581	\$2,209,581	\$2,209,581	\$8,838,324
Total Estimated Costs, Using Average Land Price	\$3,229,581	\$3,254,581	\$3,279,581	\$3,304,581	\$13,068,324
Revenues					
Estimated SDC Revenue	\$368,875	\$397,690	\$429,412	\$463,513	\$1,659,490
General Fund Maintenance Contribution	\$500,000	\$500,000	\$500,000	\$500,000	\$500,000
Total Revenues	\$868,875	\$897,690	\$929,412	\$963,513	\$2,159,490
Potential Deficit	(\$2,360,706)	(\$2,356,891)	(\$2,350,169)	(\$2,341,068)	(\$10,908,834)
Average Annual Deficit	(\$472,141)	(\$471,378)	(\$470,034)	(\$468,214)	(\$545,442)

Based upon this analysis, the City will face a deficit of about \$470,000 annually during the twenty-year period if the City continues to rely on SDC revenues and general fund contributions at the current rate. In order to meet the fiscal demands of an expanding park system, the City will need to pursue alternative funding strategies to meet this deficit. The following section discusses a variety of recommended funding options; additional information and sources can be found in Appendix E.

Recommended Funding Strategies

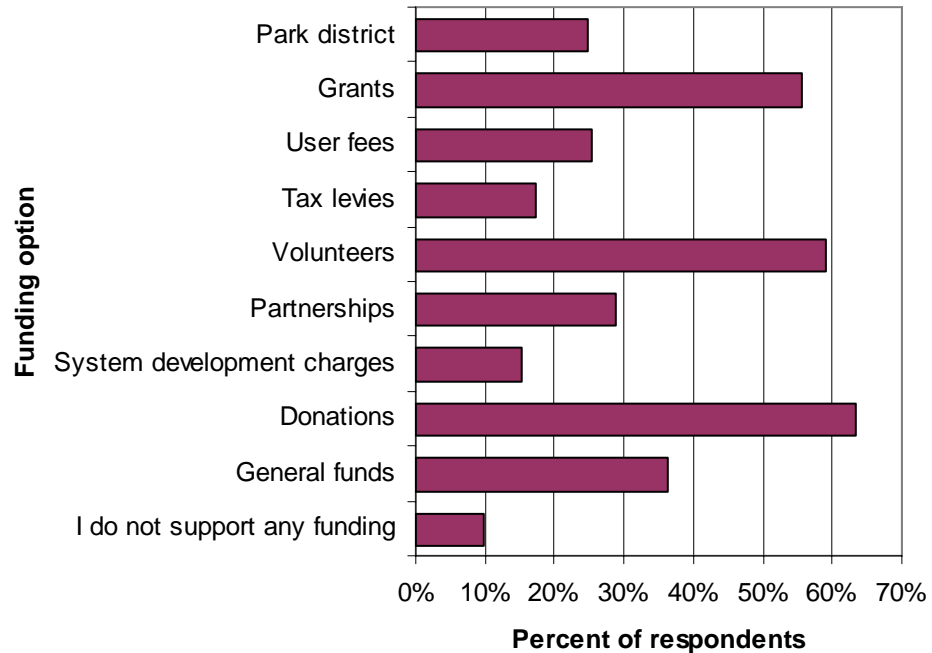
Lebanon will need to obtain funding from diverse sources to maintain and expand its park system. Table 8-5 summarizes the range of funding and support strategies available to Lebanon. Currently, the City is using a variety of strategies, including donations, grants, partnerships, and SDCs, in addition to general fund revenue. The City, however, has many options to expand both short and long-term parks funding.

Table 8-5. Potential Park System Funding and Support Strategies

Funding Source	Implementation Time	Duration	Level of Current Use	Pros	Cons
Partnerships	Short-Term	Varies	Yes	Builds cooperation Increases ability to pursue projects through sharing of resources	Requires ongoing coordination No guarantee of success
Donations	Short-Term	Ongoing	Yes	Can be a win-win situation May include land, financial, or materials	Requires continuous time and effort
Grants	Short-Term	Varies and limited	Yes	Good track record with grants often leads to more grants Often support new, one-time expenditures	Requires staff time for applications (with no guarantee) and ongoing reporting Often short-term and only for specific projects (not usually including staff time) Often require matching funds
Parks and Recreation District	Long-Term	Ongoing	No	Provides ongoing source of funds All area park users (not only City residents) would pay for services Fund source would directly and only benefit parks	Long-time to form Some citizens may oppose Could mean loss of revenue (control) for City
Land Trusts	Long-Term	Ongoing	No	Good way of working with landowners	Often have very specific projects in mind Lengthy process Land trusts may have limited resources
Bonds	Long-Term	Limited	No	Distributes cost over life of project Can generate substantial capital	Debt burden must not be excessive May require voter approval
Levies	Long-Term	Limited	No	Can generate reduced-interest funding Can provide substantial funding for short-term (under 10 year) projects	Intergenerational inequity (levies are carried by current users, although future users will benefit.) Requires voter approval (double majority)
System Development Charge	Short-Term	Ongoing	Yes	Development helps pay for the capital improvements, which will be necessary to provide residents with adequate park services. Ordinance in place	Can only be used for capital improvements, not for deferred or ongoing maintenance needs.
Park Maintenance Fee	Long-Term	Ongoing	No	Would provide a stable stream of funding for maintenance Addresses identified maintenance funding issue Several Oregon cities have adopted fees	Requires passage by City Council Some citizens and businesses may oppose

Figure 8-2 shows residents would be most likely to support the use of donations, grants, and volunteers as funding sources. Fewer than half of respondents supported the use of general funds, park districts, partnerships, user fees, SDCs, and tax levies. Moreover, nearly 10% of respondents felt that parks should receive no funding.

Figure 8-2: Preferred Funding Options



Potential Funding Sources

The following list provides brief descriptions of sources for funding park improvements. The list includes both monetary and non-monetary sources such as volunteerism and partnerships with community groups.

1. City General Fund

This source comes from the City's annual operating budget. In the past, park development and minor improvements has not been a high priority of the City.

2. Capital Improvement Fund

Some cities create a long term capital development program and allocate money each year for major projects. Currently, Lebanon does have such a program.

3. Special Serial Levy

This is a property tax assessed for the construction and/or operation of park facilities. This type of levy is established for a given rate for 3-5 years. This type of levy requires a simple majority of voter approval. The advantage of this type of levy is that there are no interest charges. However, because of Measure 5, this type of levy has become unpopular because it affects the overall tax limitation of the taxing agencies in the area.

4. General Obligation Bond

These are voter approved bonds with the assessment placed on real property. The money can only be used for capital improvements and

not maintenance. This property tax is levied for a specified period of time (usually 20-30 years). Passage requires a majority approval by the voters. This type of property tax does not affect the overall tax limitation. One disadvantage of this type of levy is the high interest costs.

5. Revenue Bonds

These bonds are sold and paid from the revenue produced from the operation of a facility. This approach does not require voter approval unless required by local ordinance.

6. HUD Block Grants

Grants from the Federal Department of Housing and Urban Development are available for a wide variety of projects. Most are distributed in the lower income areas of the community. Grants can be up to a 100%. This is a program that would be applicable to Lebanon.

7. Systems Development Charges

These are development fees imposed on new development. The money can only be used for park land acquisition and/or development. Lebanon has this type of fee for funding new park acquisition and development. SDCs could be raised to recover more of the cost for capital improvements and land acquisition.

8. State Bicycle Funds

This is revenue from state gas taxes that are distributed to each county based on size. For Lebanon, the amount averages about \$2,500 a year.

9. State Marine Board Grants

Grants are available for the development and operation of marine related facilities. Such items as restrooms, docks, boat ramps, parking areas, etc. are eligible. Money is also available for education, safety training and maintenance of facilities. Grants up to 100% are available. Gill's Landing was developed with funds from this program.

10. Land and Water Conservation Fund

This is a federal grant program for the acquisition and development of parks and open space. At one time this was a significant funding source but over the years the amount has been significantly reduced. This program requires a 50% local match. Oregon Department of Parks and Recreation administers this program. Century Park tennis/basketball rehab and Weldwood Parking lot construction were improved with funds from this program.

11. Certificates of Participation

This is a lease-purchase approach in which the City sells Certificates of Participations (COP's) to a lending institution. The City then pays the loan off from revenue produced by the facility or

from its general operating budget. The lending institution holds title to the property until the COP's are repaid. This procedure does not require a vote of the public. The City currently has a COP for water system improvements. This mechanism historically has a higher interest rate.

12. Donations

Donations of labor, land or cash. Several park facilities in Lebanon have been partially developed from labor and funds received from local service groups.

13. Public Land Trusts

Private land trusts such as the Oregon Parks Foundation Inc. and the Nature Conservancy of Oregon acquire and hold land for eventual acquisition by a public agency. Being a private organization, this type of trust has certain advantages over a city.

14. Lifetime Estates

This is an agreement between a land owner and the city that gives the owner the right to live on the site after it is sold.

15. Exchange of Property

An exchange of property is between a private land owner and the city. For example, the city could exchange an unneeded water reservoir site for a potential park site currently under private ownership.

16. Joint Public/Private Partnership

This concept is relatively new to park and recreation agencies. The basic approach is for a public agency to enter into a working agreement with a private corporation to help fund, build and/or operate a public facility. Generally, the three primary incentives that a public agency can offer is free land to place a facility (usually a park or other piece of public land), certain tax advantages and access to the facility. While the public agency may have to give up certain responsibilities or control, it is one way of obtaining public facilities at a lower cost.

17. Private Grants and Foundations

Private grants and foundations provide money for a wide range of projects. They are sometimes difficult to find and equally difficult to secure because of the open competition. They usually fund unique projects or ones of extreme need.

18. Urban Forestry Grants

There are two funding grant programs in the area of urban forestry. The first is funded by the U.S. Small Business Administration and provides grants to purchase and plant trees. Urban street tree planting programs are sometimes funded by this method.

19. Transportation Equity Act for the 21st Century (TEA21)

Oregon will receive considerable revenue from TEA21 for transportation enhancement activities and facilities. Some of the eligible projects related to recreation include trail development, acquisition of scenic easements, landscape and other scenic beautification projects and mitigation of water pollution due to highway runoff. This program is administered by the Oregon Department of Transportation (ODOT).

20. U.S. Forest Service Cooperative Forestry Programs

There are two funding grant programs in the area. One is for Economic Diversification Studies and the other is for Economic Recovery. These types of grants are awarded to timber-dependent communities. In 1993, the appropriation was 542,000 for studies and 765,000 for development.

21. Forest Plan Program

The details of this program are still unavailable. However, it is anticipated that this program will be a major source of revenue for projects in the Lebanon area.

22. Park Utility Fees

Similar to a water bill, park utility fees allow the community to pay for ongoing park improvement and maintenance costs. The City determines the fee amount, which may change to reflect costs. Each developed parcel pays the utility fee, which begins upon connection to the water system. Other determinants include household occupancy and/or use of improvements. The fee is then included as a line item of the utility bill. The ordinance also allows the City to change the fee based upon revised estimates. The City of Medford established a park utility fee ordinance. The ordinance imposes a per unit/monthly fee that is billed via the City water bill. If the City of Lebanon enacted a \$1.00 fee per household, it could expect to receive approximately \$66,000 in 2006 (5,500 households x \$1/mo x 12 months) and \$92,000 in 2025.

23. Park and Recreation District

Many cities utilize a parks and recreation district to fulfill park development and management needs. ORS Chapter 266 enables the formation of a park and recreation district. According to statute, there are several initial steps required to form a park and recreation district.

Formation of a parks and recreation district should involve all interested citizens within the area proposed to be served by the district. The City and interested residents should consider the following:

- The area to be served (rough boundaries should be established, specific boundaries will be required with the formal proposal)

- The assessed valuation of the area to be served
- Sources of potential revenue, such as taxes, user fees, grants, etc.
- The anticipated level of services to be provided
- The cost to provide these services
- One aspect associated with forming a park and recreation district is that city staff would give all or partial control of parks and recreation to another organization. This could be viewed as a drawback as the City loses control over park acquisition and maintenance or a benefit as the City's parks facilities would be maintained and paid for through a separate source.
- A benefit of a park and recreation district is the potential formation of a permanent tax base from property tax assessments specifically for parks. Upon formation of a district, the chief petitioners must complete an economic feasibility statement for the proposed district. That statement forms the basis for any proposed permanent tax rate. The assessment must include:
 - A description of the services and functions to be performed or provided by the proposed district
 - An analysis of the relationships between those services and functions and other existing or needed government services
 - A proposed first year line item operating budget and a projected third year line item operating budget for the new district that demonstrates its economic feasibility

Based on this analysis, the chief petitioners can determine the permanent tax rate for the district. If there is a formation election held, the permanent tax rate, if any, must be included in that election.

Park and recreation districts require a commitment from residents and staff. Outreach and surveying are two important aspects of delivering needed services. If residents are interested in pursuing a park and recreation district, they should also consider who would make up the board and what other funding mechanisms would be pursued—such as a park and recreation foundation.

24. Cheadle Lake Urban Renewal District (URD)

Lebanon adopted the Cheadle Lake Urban Renewal Plan in August 2000. The Plan creates the Cheadle Lake Urban Renewal District (URD). The purpose of the Plan is to (1) encourage rehabilitation and redevelopment consistent with the City's comprehensive plan and zoning regulations, (2) provide the infrastructure necessary for redevelopment of the area, and (3) stimulate economic development.

Park improvements could be paid for with money financed through the urban renewal district.