

AGENDA
PLANNING COMMISSION MEETING
WEDNESDAY, JANUARY 15, 2020
7:00 PM
Maggie Osgood Library
70 N. Pioneer Street, Lowell, Oregon

- 1. CALL TO ORDER/ROLL CALL**
- 2. ADMINISTER OATH OF OFFICE**
- 3. APPROVAL OF AGENDA**
- 4. SELECTION OF PLANNING COMMISSION CHAIR AND VICE-CHAIR**
- 5. APPROVAL OF MINUTES**
 - a. November 6, 2019
- 6. OLD BUSINESS**
- 7. NEW BUSINESS**
 - a. Ordinance 300 – Adoption of the Parks and Recreation Master Plan and Comprehensive Plan Amendments
 - Public Hearing
 - Commission Deliberation
 - Commission Decision
- 8. OTHER BUSINESS**
- 9. ADJOURN**

The meeting location is accessible to persons with disabilities. A request for an interpreter for the hearing impaired or for other accommodations for persons with disabilities should be made at least 48 hours before the meeting to the City Clerk, Joyce Donnell, at 541-937-2157.

**City of Lowell, Oregon
Minutes of the Planning Commission Meeting
November 6, 2019**

The meeting was called to order at 7:00 PM by Commissioner Vice-Chair Wallace.

Members Present: Mary Wallace

Members Present Via Teleconference: Lon Dragt, John Myers

Staff Present: CA Cobb, City Planner - Henry Hearley of LCOG

Approval of Planning Commission Minutes: Commissioner Dragt moved to approve minutes from Sept. 4, 2019, second by Commissioner Myers. PASS 3:0

Old Business: None

New Business:

- a. **Land Use File 2019-07 – Partition of Map and Tax Lot #19011421400 for Mark and Cheryl Kelley**

Close Public Meeting: 7:07 PM

Open Public Hearing: 7:07 PM

Land Use File 2019-07 – Partition of Map and Tax Lot #19011421400 for Mark and Cheryl Kelley

- **Staff Report** – Henry Hearley Assistant Planner for Lane Council of Governments, presented report on partition of property located at Assessor’s Map 19-01-14-21, Tax Lot 400. He provided his recommendation and conditions of approval, with an amendment.
- **Applicant Comments** – None
- **Public Comments** – None

Public Hearing Closed: 7:14 PM

Reconvene Public Meeting: 7:15 PM

- **Commission Deliberation** - None
- **Commission Decision** – Commissioner Dragt moved that the Planning Commission approve this applicant for a development permit based on the standards findings conclusions and recommendations amended in the staff report, second by Commissioner Wallace. PASS 3:0

Other Business: None

Adjourn: 7:17 PM

Approved: _____
Lon Dragt - Chair

Date: _____

Attest: _____
Jared Cobb, City Recorder

Date: _____

“SCRIPT FOR THE PLANNING COMMISSIONER CHAIR”

Knowing what to say and when you can make quasi-judicial public hearings run more smoothly. Following is a “script” that you may want to adapt for your use and sample motions for decisions.

1. Public Hearing is now open for the purpose of considering (read from agenda).



2. The procedure I would like follow tonight has is as follows:
 - a. Staff Report
 - b. Questions from the Planning Commission
 - c. Applicant Presentation
 - d. Public Testimony
 - e. General Public Comments
 - f. Applicant Rebuttal

3. Now does any commission member wish to disqualify him or herself for any personal or financial interest in this matter before us tonight, or does any commission member wish to report any significant ex parte or pre-hearing contacts?

Does any member of the audience wish to challenge the right of any commissioner to hear this matter?

Is there any member of the audience who wishes to question the jurisdiction of this body to act on behalf of the City Council in this matter?

4. Oregon Land Use Laws require that all issues be raised if the issues are to be appealed; failure to raise the issues at this hearing may invalidate their further appeal.
5. Will the staff please present their report....Any questions from the commission?
6. Is the applicant, or his representative, present?
 - A. Do you wish to add anything to the staff report?
 - B. Please stand and give your name and address for the record.
 - C. Testimony
 - D. Does the commission have any questions of the applicant?

7. Now is the time for public testimony. Are there any members of the audience who wish to speak in favor of this proposal?...Are there any questions of the applicant? Are there any members of the audience who wish to speak against the proposal? Any questions of the applicant?
8. Does the applicant have any further comments?
9. If there is no further testimony, the Public Hearing is now closed. What's the pleasure of the commission?
10. Discussion. Decision. Next item.

Motions to Approve or Disapprove a Proposal

1. No Changes or Additions. If the commission has no changes or additions to the staff report, the following motion is appropriate:

I move that the Planning Commission (approve/deny) this application for a development permit based on the standards, findings, conclusions and recommendation stated in the staff report.

2. Changes or Additions: If the Commission has changes or additions to the staff report, the following motion is appropriate:

I move that the Planning Commission (approve/deny) this application for a development permit based on the standards, findings, conclusions and recommendation stated in the staff report, except for the following items (or with the addition of the following items):

**** DRAFT****
CITY OF LOWELL
ORDINANCE NO. 300

AN ORDINANCE ADOPTING THE LOWELL PARKS MASTER PLAN AS A REFINEMENT PLAN TO THE LOWELL COMPREHENSIVE PLAN, AND AMENDMENTS TO THE LOWELL COMPREHENSIVE PLAN RELATED TO PARKS AND RECREATION INVENTORY AND POLICIES.

WHEREAS, the City of Lowell City Council, through enactment of Ordinance 300, has adopted the Lowell Parks Master Plan (Exhibit B); and

WHEREAS, the City of Lowell City Council, through enactment of Ordinance 300, has amended the Comprehensive Plan – by replacing existing language addressing Lowell parks and recreation inventory, goals and policies with reference to the goals, objectives, recommendations and inventory contained in the Lowell Parks Master Plan and amended policies to enforce these as indicated in Exhibit C; and

WHEREAS, the City of Lowell Planning Commission reviewed the proposal on January 8, 2020, at a Public Hearing, and recommended approval of the proposed Lowell Parks Master Plan and amendments to the Lowell Comprehensive Plan; and

WHEREAS, evidence exists within the record (Exhibit A) indicating that the proposal meets the requirements of the City of Lowell Comprehensive Plan, Land Development Code and the requirements of applicable state and local law, including consistency with Oregon’s Statewide Planning Goals; and

WHEREAS, the City of Lowell City Council has conducted public hearings and is now ready to take action;

NOW THEREFORE THE CITY OF LOWELL ORDAINS AS FOLLOWS:

Section 1. The City of Lowell City Council adopts the Lowell Parks Master Plan, as set forth in Exhibit B.

Section 2. The City of Lowell City Council adopts amendments to the Comprehensive Plan as set forth in Exhibit C.

Section 3. The City of Lowell City Council adopts the Findings of Fact, attached as Exhibit A, which include findings addressing the consistency of the proposed amendments with the City of Lowell Comprehensive Plan, Land Development Code, and Oregon’s Statewide Planning Goals.

Section 4. Severability. If any phrase, clause, or part of this Ordinance is found to be invalid by a court of competent jurisdiction, the remaining phrases, clauses, and parts shall remain in full force and effect.

Passed by the City Council this _____ day of _____, 2020.

Signed by the Mayor this _____ day of _____, 2020.

ATTEST:

EXHIBIT A

FINDINGS OF FACT

ADOPTION OF LOWELL PARKS MASTER PLAN AND ENABLING AMENDMENTS TO THE LOWELL COMPREHENSIVE PLAN

I. APPLICABLE CRITERIA

The Lowell Parks Master Plan and accompanying Parks and Recreation update is proposed to be adopted as a refinement plan of the Lowell Comprehensive Plan. The vision, goals and recommendations of the Lowell Parks Master Plan will provide policy direction for the areas identified within the Lowell Parks Master Plan. Section 9.253 *Amendments* of the Lowell Land Development Code (LDC) outlines the following key approval criteria for Comprehensive Plan Amendments:

LOWELL LAND DEVELOPMENT CODE, SECTION 9.303

(b) Decision Criteria.

All requests for an amendment to the text or map of this Code or the Comprehensive Plan may be permitted upon authorization by the City Council in accordance with following findings:

- (1) The proposed amendment does not conflict with the intent of the Comprehensive Plan.*
- (2) There is a need for the proposed amendment to comply with changing conditions, new laws or to correct existing deficiencies.*
- (3) The amendment will not have a significant adverse impact on adjacent properties.*
- (4) The amendment will not have a significant adverse impact on the air, water and land resources of the City*
- (5) The amendment will not have a significant adverse impact on public facilities, transportation, the economy, and on the housing needs of the City.*
- (6) The amendment does not conflict with the intent of Statewide Planning Goals.*

II. FINDINGS

LOWELL LAND DEVELOPMENT CODE: SECTION 9.253 AMENDMENTS

It is recognized that this Code or the Lowell Comprehensive Plan may require amendments to adjust to changing circumstances. An amendment may require either,

(a) Legislative Decision as defined in Section 9.303 ...

Amendments may be either Text Amendments or Map Amendments. The City utilizes a single land use map as a Comprehensive Plan Map and a Zoning Districts Map, therefore a

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zone change map amendment is an amendment to the Lowell Comprehensive Plan and the Lowell Land Development Code.

(a) Amendment Application.

An Amendment to this Code may be initiated by the City Council, the Planning Commission or by application of a property owner....

FINDING: The City of Lowell initiated the Lowell Parks Master Plan with the assistance of the University of Oregon’s Institute for Policy Research and Engagement (IPRE). With the assistance of the City and IPRE, the Plan was developed at the direction of the Lowell Parks Master Plan Steering Committee.

SECTION 9.303 (b) Decision Criteria.

These criteria (outlined above) are addressed individually within this findings document.

(c) Decision Process.

(1) Text amendments or zone change map amendments that affect a group or class of properties within the City requires a "Legislative Decision" by the City Council with recommendation by the Planning Commission in conformance with the Legislative Public Hearing procedures of Section 9.307.

FINDING: The procedures outlined in the Lowell Land Development Code for Legislative Public Hearing procedures and notice have been met, including proper DLCD notice. Notice of adoption of the Plan was publicly posted in conspicuous areas and included in utility bills. The proposal is consistent with the Lowell Land Development Code.

LOWELL LDC SECTION 9.303 (b)(1)

The proposed amendment does not conflict with the intent of the Comprehensive Plan.

(COMPREHENSIVE PLAN SECTION 9.914 – COMPREHENSIVE PLANNING)

(d) Plan Amendments and Local Plan Changes

Plan Amendments should be made as needed to maintain the Plan as an up-to-date guideline for urban development in Lowell. Section 9.253 of the Land Development Code provides the procedures for Code or Plan Amendments.

Plan Amendments include text or land use map changes that have widespread and significant impact within the community. The Comprehensive Plan or Land Development Code should be revised as community needs change or when development occurs at a different rate than contemplated by the Plan. Major revisions should not be made more frequently than every five years unless changing conditions warrant this significant action.

...

Major Amendments and Local Changes to the Plan or Code must be adopted by the City Council following a recommendation by the Planning Commission based upon citizen involvement, and coordination with other governmental units and agencies. Citizens in the area and affected governmental units will be given an opportunity to review and comment prior to any proposed Plan or Code change.

FINDING: The Lowell Parks Master Plan provides a much-needed update to the Lowell Parks and Open Space Master Plan that was completed in 2007. Lowell is expected to undergo population growth and development in the next 20 years, which will require an improved parks system to maintain adequate levels of service. The City, through outreach and coordination with other government agencies has established a clear need to amend the Lowell Comprehensive Plan. The City of Lowell did recently have an amendment to the Comprehensive Plan, when the City adopted the Lowell Downtown Master Plan. The proposed Lowell Parks Master Plan has been shared with affected government agencies, including Lane County, Lowell School District, and the Lowell Rural Fire Protection District. The public has also been given opportunities to participate in the development of the Lowell Parks Master Plan as well as review the Plan and provide comment.

f) City/County Coordination

The Lowell Urban Growth Boundary (UGB) and the City Limits are contiguous. That is, they are the same boundary. An “Area of Interest” (AOI) or area of mutual concern was established in 2000 in a “Joint Agreement for Planning Coordination Between Lane County and the City of Lowell”. The City has outright planning responsibility for the area within the City/UGB boundary. The County has planning responsibility for the AOI although it will submit proposed changes and development proposals to the City for review and comment prior to issuing a decision on specified Land Use Action

FINDING: The proposed Lowell Parks Master Plan complements and integrates other plans that guide Lowell and the surrounding area. While the Plan speaks to connections and elements of nearby parks and open spaces that are not City owned or operated, the Plan only involves direct actions and recommendations related to City owned or operated parks and associated property. Lane County has been a participant in the planning process and has the opportunity to review the Plan.

(g) Plan Implementation

Implementation measures are intended to assist in putting the Plan into effect. Generally, Plan implementation includes the enactment of regulatory measures pertaining to land development such as zoning and subdivision regulations that are contained in the Lowell Land Development Code, but also include other studies, reports, standards, plans and ordinances. Capital Improvement Programs or other management measures also assist in implementing Planning Goals and Policies. The Plan and implementing ordinances will be adopted by the Lowell City Council after review and recommendation by the Planning

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Commission and public participation and public hearings. Implementation ordinances will be reviewed and revised as needed. The Plan, supporting documents, and implementing ordinances will be maintained on file in the Lowell City Hall and are easily accessible to the public.

FINDING: The Lowell Parks Master Plan provides a holistic vision, goals, objectives and recommendations for cultivating a full-service parks system. The Comprehensive Plan outlines park and recreation policies that authorize and sustain the implementation of the Parks Master Plan. The adoption of the Parks Master Plan will involve two public hearings, with final action being taken by City Council in the form of an ordinance. Lastly, the Lowell Comprehensive Plan will need to be acknowledge by DLCD.

(h) Plans

There are several specific plans and planning studies that are referenced in the Lowell Comprehensive Plan, but are not a part of the adopted plan. They are identified and referenced in the applicable topic section of the Plan.

FINDING: The Lowell Parks Master Plan will be adopted as a “specific” or “refinement” plan of the Lowell Comprehensive Plan. The Comprehensive Plan will be amended in order to make appropriate reference to the Lowell Parks Master Plan.

(j) Zoning and the Comprehensive Plan

The Comprehensive Plan, while a guide for zoning actions, is not a zoning regulation. Zoning regulations are detailed pieces of legislation that are intended to implement the proposals of the Comprehensive Plan by providing specific standards for use of land in various districts within the community. It is important that zone change proposals be considered in relation to the policies and aims of the Comprehensive Plan. Amendments to the Zoning provisions of this Code that are consistent with the Comprehensive Plan can proceed as provided in the Code. However, zoning amendments that are contrary to the intent of the Comprehensive Plan should be reviewed first as a potential Plan change. If the zoning amendment is deemed in the public interest, then the Comprehensive Plan should be so amended before action on the zoning amendment proceeds. This procedure should guarantee essential coordination between the two planning instruments.

FINDING: Implementation of the proposed Lowell Parks Master Plan will be grounded in local policy through amendments to the Lowell Comprehensive Plan. No changes to the Lowell Development Code are currently proposed.

Section 9.919: Planning Goals and Policies

This section of the Lowell Comprehensive Plan addresses the first two Statewide Planning Goals, *Goal 1- Citizen Involvement and Goal 2 - Land Use Planning.*

The following goals were identified as applicable

Goal 1: “to encourage development in a planned and considered manner consistent with the community’s vision, general health, safety and welfare.”

Goal 5: “to achieve effective communication between city residents and city officials and to provide an ongoing opportunity for all persons to participate in all phases of the planning process.”

The following associated Policies were found to be applicable:

Policy 8: “An active and on-going citizen involvement program shall be maintained by the City to insure that all citizens have an opportunity to be informed and involved in the planning process”

Policy 9: “The City of Lowell shall reinforce the applicable Statewide Planning Goals as they apply to the community through specific goals, objectives and policies in response to community needs.”

FINDING: Consistent with the Lowell Comprehensive Plan, a Lowell Parks and Recreation Master Plan Steering Committee has been formed as a part of the Lowell Parks and Recreation planning process. The Steering Committee is made up of Lowell residents that represent a diverse range of backgrounds, and interests. The volunteer Committee is composed of existing members of the Planning Commission, Parks and Recreation Committee, and at-large residents. It will be the Committee’s responsibility to guide progress, review deliverables, provide feedback, promote community involvement and provide direction to staff. Members of the Steering Committee included:

Lowell Parks Master Plan Steering Committee:

| Member | Affiliations |
|-------------------|-----------------------------------|
| Jerry Bjornstad | Planning Commission |
| Joseph Brazill | Parks and Recreation Committee |
| Aaron Graham | Blackberry Jam Festival Committee |
| Sara Mikulich | Parks and Recreation Committee |
| Tony Moreci | Parks and Recreation Committee |
| Hall O’Regan | Parks and Recreation Committee |
| Mary Wallace | Planning Commission |
| George Wild | Parks and Recreation Committee |
| Tristan Woodhurst | At-large resident |

The proposed Lowell Parks Master Plan is consistent with these Plan Goals and Policies.

Section 9.929: Environment

The following environmental goal is applicable to the proposal.

Goal 2 “The City shall encourage developments that reinforce the aesthetic appeal of the community’s natural setting.”

FINDING: The community and Steering Committee have identified Lowell’s natural assets as one of its key strengths. In addition to traditional play-oriented spaces, Lowell has a unique opportunity to build off of Lowell’s natural beauty and natural features (such as the surrounding hills and reservoirs) that characterize the community. All decisions were made considering how any future growth and development may impact the natural environment. This goal was particularly important in considering the enhancements and connectivity to Orchard Park and by developing the railroad right of way found near Orchard Park. As well as increasing access points to Lowell’s greatest natural feature: Dexter Lake. The proposal is consistent with this policy.

Section 9.939: Population and Economy

The following policies were found to be applicable to the proposal.

Policy 1: “The City of Lowell shall strive for continual and substantial progress toward improving the quality of life for area residents including livability and economic prosperity.”

Policy 2 “The City shall actively encourage young families with children to locate in Lowell to support and maintain the Lowell School District.”

FINDING: The proposed Lowell Parks Master Plan promotes a balance of livability and health and wellness of all residents of Lowell. The Master Planning process was conducted in consultation with students of the Lowell School District and reflects feedback about ways that Lowell parks can support the school’s positive momentum and contribute to inviting open spaces for all ages and residents of Lowell. The proposal is consistent with these policies.

Goal 9.959: Land Use Goals and Policies

The following goals were identified as applicable:

Goal 2: “To preserve open space in the urban environment that will enhance the livability of Lowell.”

Goal 3: “To provide recreational facilities that address the needs of the community and visitors.”

Goal 4: “To provide an inviting Downtown Core Area enhanced with mixed uses, sidewalks, bike lanes, landscaping, distinctive lighting and underground utilities.”

The following associated Policies were found to be applicable:

General Land Use

Policy 3 “The City shall encourage the removal and rehabilitation of unused or abandoned/dilapidated buildings.”

Open Space

Policy 20 “Publicly owned lands shall be encouraged to allow public access for recreational and scenic purposes.”

Policy 21 “The City shall prepare a Park and Open Space Master Plan that incorporates recreation areas, drainage greenways, trails and scenic resources.”

Policy 24 “The City shall require inclusion of landscaping as an integral part of site and street developments.”

FINDING: The Lowell Parks Master Plan provides concepts for utilizing vacant City-owned properties for future park expansion, as well as creating a vibrant downtown core, consistent with the Lowell Downtown Plan. The proposal is consistent with these policies.

LOWELL LDC SECTION 9.303 (b))

(2) There is a need for the proposed amendment to comply with changing conditions, new laws or to correct existing deficiencies.

FINDING: The need for a Lowell Parks Master Plan has been clear given the anticipated growth in Lowell, specifically, in the areas of increased commercial (and mixed-use) activity, residential units, and increased enrollment in the Lowell School District. Additionally, the requirement for a Parks and Open Space Master Plan is identified as a Policy in the Lowell Comprehensive Plan. As such, elements of the Lowell Comprehensive Plan should be routinely revised and updated to keep pace with the current growth and demands of the City. The City, through outreach and coordination with other government agencies has established a clear need for the amendment to the Lowell Comprehensive Plan to revitalize parks and open spaces within Lowell city limits and nearby state and county owned properties and parks. Updated policies and goals with respect to parks and open space are required to address existing deficiencies. This criterion is met.

LOWELL LDC SECTION 9.303 (b))

(3) The amendment will not have a significant adverse impact on adjacent properties.

FINDING: The Lowell Parks Master Plan process included numerous opportunities for public and other stakeholder feedback. The plan’s concepts have also been iterative, taking into account potential adverse impacts on adjacent properties. The Steering Committee was composed of existing members of the Planning Commission, Economic Development

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Committee, Fire Protection District, Parks and Recreation Committee, and at-large residents. The Committee's guides progress, reviewed deliverables, provided feedback and promoted community involvement and awareness. This criterion is met.

LOWELL LDC SECTION 9.303 (b))

(4) The amendment will not have a significant adverse impact on the air, water and land resources of the City

FINDING: The community and Steering Committee have identified Lowell's natural assets as one of its key strengths. Maintaining Lowell's environmental quality is essential to the livability of the community. All decisions were made considering how any future growth and development may impact the natural environment. This goal was particularly important in considering the development of park concept plans, and other landscape improvements. This criterion is met.

LOWELL LDC SECTION 9.303 (b))

(5) The amendment will not have a significant adverse impact on public facilities, transportation, the economy, and on the housing needs of the City.

FINDING: The proposed Lowell Parks Master Plan advances recreation and open space concepts that promote the recreational needs of local residents, visitors, and stakeholders. The process considered major transportation routes and the mobility of people and access to Lowell parks and open spaces. The planning process also looked at investing in parks by increasing the budget (possibility of re-evaluating SDC fee structure to accommodate future park development) for park maintenance and operation to accommodate new parks or improvements. While the Lowell Parks Master Plan doesn't directly relate to housing, new residential developments should take into consideration if residents of the development would be within the City's standard for distance from a park and if not, pursue plans to develop new parkland. The proposal is consistent with this criterion

LOWELL LDC SECTION 9.303 (b))

(6) The amendment does not conflict with the intent of Statewide Planning Goals.

OREGON STATEWIDE PLANNING GOALS

The proposal is consistent with the following applicable Statewide Planning Goals; Statewide Planning Goals not cited below are found to not be applicable to this amendment.

GOAL 1: CITIZEN INVOLVEMENT [OAR 660-015-000(1)]. *To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.*

FINDING: Consistent with the Lowell Comprehensive Plan, a Lowell Parks and Recreation Master Plan Steering Committee has been formed as a part of the Lowell Parks Master

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Planning process. The Steering Committee is made up of Lowell residents that represent a diverse range of backgrounds, and interests. The volunteer Committee is composed of existing members of the Planning Commission, Economic Development Committee, Parks and Recreation Committee, and at-large residents. It will be the Committee’s responsibility to guide progress, review deliverables, provide feedback, promote community involvement and provide direction to staff.

Lowell, and other area residents, had numerous opportunities to become aware of, and engage in planning process related to the Lowell Parks Master Plan. These opportunities included a survey to every resident in town, a booth at the Blackberry Jam Festival, several open houses and a design workshop. Chapter 1, Page 4, of the Master Plan catalogues public outreach.

GOAL 2: LAND USE PLANNING [OAR 660-015-000(2)]

To establish a land use planning process and policy framework as a basis for all decision and actions related to use of land and to assure an adequate factual base for such decisions and actions.

All land-use plans and implementation ordinances shall be adopted by the governing body after public hearing and shall be reviewed and, as needed, revised on a periodic cycle to take into account changing public policies and circumstances, in accord with a schedule set forth in the plan. Opportunities shall be provided for review and comment by citizens and affected governmental units during preparation, review and revision of plans and implementation ordinances.

FINDING: The proposal is consistent with Goal 2 because:

- The Code and Comprehensive Plan amendments provide a factual basis for land use decisions based on technical analyses used to develop the amendments.
- The ordinance adopting the amendment to the Comprehensive Plan and development code, will be adopted by City Council after a public hearing.
- Opportunities have been and will be provided for review and comment by citizens and affected governmental units.

GOAL 5: OPEN SPACES, SCENIC AND HISTORIC AREAS, AND NATURAL RESOURCES. To conserve open space and protect natural and scenic resources.

FINDING: These amendments do not create or amend the City’s list of Goal 5 resources, do not amend a code provision adopted in order to protect a significant Goal 5 resource or to address specific requirements of Goal 5, do not allow new uses that could be conflicting uses with a significant Goal 5 resource site and do not amend the acknowledged urban growth

boundary. City owned parks are addressed under Goal 8 and in the Lowell Parks Master Plan. The proposal is consistent with Goal 5.

GOAL 6: AIR, WATER AND LAND RESOURCE QUALITY. *To maintain and improve the quality of air, water and land resources.*

FINDING: Goal 6 addresses waste and process discharges from development, and is aimed at protecting air, water, and land from impacts from those discharges. The amendments do not affect the City's ability to provide for clean air, water, or land resources. Goal 6 is satisfied.

GOAL 7: AREAS SUBJECT TO NATURAL DISASTERS AND HAZARDS. *To protect life and property from natural disasters and hazards.*

FINDING: Goal 7 requires that local government planning programs include provisions to protect people and property from natural hazards such as floods, landslides, earthquakes and related hazards, tsunamis and wildfires. The Goal prohibits development in natural hazard areas without appropriate safeguards. The amendments do not affect the City's restrictions on development in areas subject to natural disasters and hazards. Further, the amendments do not allow for new development that could result in a natural hazard. Accordingly, Goal 7 does not apply.

GOAL 8: RECREATIONAL NEEDS. *To satisfy the recreational needs of both citizens and visitors to the state.*

FINDING: Goal 8 ensures the provision of recreational facilities to Oregon citizens. The Lowell Parks Master Plan provides a much-needed update the parks and open spaces of Lowell to reflect the current growth occurring in Lowell. The Plan is intended to guide the vision for development and maintenance of Lowell's parks for the next 20 years and add capacity to accommodate the changing population and development needs. Additionally, several policies are designed to make sure the parks are designed for use by all residents and access to parks and open spaces are equitable. Accordingly, the amendments are consistent with Goal 8.

GOAL 9: ECONOMIC DEVELOPMENT. *To provide adequate opportunities for a variety of economic activities vital to public health, welfare and prosperity.*

FINDING: The proposed Lowell Parks Master promotes a balance of livability and economic prosperity. The Master Planning process was conducted in consultation with the Lowell School District and reflects feedback about ways that the Rolling Rock Park, located downtown, and other possible park upgrades and developments can support the school's positive momentum and contribute to attracting young families. The proposal is consistent with Goal 9.

GOAL 10: HOUSING. *To provide for the housing needs of citizens of the state.*

FINDING: The Lowell Parks Master Planning process looked at service area to determine if any neighborhoods within the City are either over – or under served by parks. The assessment is useful in determining whether all neighborhoods in the City are being equitably served by park and recreation infrastructure. As Lowell’s population continues to expand, the City will have to develop new parks in underserved areas and in areas of new housing developments. Additionally, included in the recommendations, is a “parks and recreation” check to each new proposed residential development. This “parks and recreation” check is to determine if the residents of the residential development would be within the City’s standard for distance from a park. If the standard is not met, then the City and developer(s) should pursue plans to develop new parkland. The proposal is consistent with these policies.

GOAL 11: PUBLIC FACILITY PLANNING. *To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.*

Urban Facilities and Services-Refers to key facilities and to appropriate types and levels of at least the following: police protection; sanitary facilities; storm drainage facilities; planning, zoning and subdivision control; health services; recreation facilities and services; energy and communication services; and community governmental services.

FINDING: The amendments provide prioritization and for deliberate anticipation of public improvements. Projects outlined within the Lowell Parks Master Plan include planning level cost estimates, priorities reflective of public and decision maker feedback. It also outlines coordination with other agencies to provide connections to regional parks and trails. Statewide Planning Goal 11 is satisfied.

GOAL 12: TRANSPORTATION. *To provide of a safe, convenient and economic transportation system.*

The Transportation Planning Rule (OAR 660-012-0060), which implements Statewide Planning Goal 12, provides:

(1) If an amendment to a functional plan, an acknowledged comprehensive plan, or a land use regulation (including a zoning map) would significantly affect an existing or planned transportation facility, then the local government must put in place measures as provided in section (2) of this rule, unless the amendment is allowed under section (3), (9) or (10) of this rule. A plan or land use regulation amendment significantly affects a transportation facility if it would:

(a) Change the functional classification of an existing or planned transportation facility (exclusive of correction of map errors in an adopted plan);

(b) Change standards implementing a functional classification system; or

(c) Result in any of the effects listed in paragraphs (A) through (C) of this subsection based on projected conditions measured at the end of the planning period identified in the adopted TSP. As part of evaluating projected conditions, the amount of traffic projected to be generated within the area of the amendment may be reduced if the amendment includes an enforceable, ongoing requirement that would demonstrably limit traffic generation, including, but not limited to, transportation demand management. This reduction may diminish or completely eliminate the significant effect of the amendment.

(A) Types or levels of travel or access that are inconsistent with the functional classification of an existing or planned transportation facility;

(B) Degrade the performance of an existing or planned transportation facility such that it would not meet the performance standards identified in the TSP or comprehensive plan; or

(C) Degrade the performance of an existing or planned transportation facility that is otherwise projected to not meet the performance standards identified in the TSP or comprehensive plan.

FINDING: The amendments are aimed toward a community vision that provides healthy and enjoyable recreational opportunities to its residents and visitors, and build capacity to accommodate Lowell’s changing population and development needs. The proposed Lowell Parks Master Plan does not change the functional classification of a transportation facility or change the standards implementing a functional classification system. The proposed amendments briefly reference transportation, but in a manner that makes parks and open spaces more accessible to all residents. Therefore, the amendments do not have a significant effect under (a) or (b). In regard to (c), the amendments will not significantly increase the level of development beyond that allowed currently. Therefore, the amendments do not significantly affect any existing or future transportation facilities. Based on the above findings, the amendments are consistent with Statewide Planning Goal 12.

GOAL 13: ENERGY CONSERVATION. *Requires development and use of land that maximizes the conservation of energy based on sound economic principles.*

FINDING: To the extent the amendments impact energy conservation, they are consistent with Goal 13.

CONCLUSION:

The Lowell Parks Master Plan and enabling amendments to Lowell Comprehensive Plan are consistent with the applicable criteria.



Prepared for:
City of Lowell

107 E 3rd Street
Lowell, OR 97452

Prepared by:

O UNIVERSITY OF
OREGON | School of Planning, Public
Policy and Management
Institute for Policy Research and Engagement

LOWELL PARKS MASTER PLAN

MAY 2019

VOLUME I: FINAL REPORT

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Special Thanks & Acknowledgements

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Lowell Parks and Recreation Master Plan Steering Committee

Jerry Bjornstad
Joseph Brazill*
Aaron Graham
Sara Mikulich*
Tony Moreci*

Hall O'Regan*
Mary Wallace
George Wild*
Tristan Woodhurst

* Member of the Lowell Parks and Recreation Committee

Institute for Policy Research and Engagement Team

Robert Parker, Program Director
Michael Howard, Project Manager
Greg Oldson, Lead Designer
Steve Dobrinich, Project Associate
Riley Clark-Long, Student Research Associate
Andrew Schurr, Student Research Associate
Amber Shackelford, Project Associate

About the Institute for Policy and Research Engagement

The Institute for Policy Research and Engagement (IPRE) is a research center affiliated with the Department of Planning, Public Policy, and Management at the University of Oregon. It is an interdisciplinary organization that assists Oregon communities by providing planning and technical assistance to help solve local issues and improve the quality of life for Oregon residents. The role of the IPRE is to link the skills, expertise, and innovation of higher education with the transportation, economic development, and environmental needs of communities and regions in the State of Oregon, thereby providing service to Oregon and learning opportunities to the students involved.

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CHAPTER 1: INTRODUCTION

Chapter 1: Introduction

The Lowell Parks and Recreation

Master Plan (Plan) will provide a guiding vision for the development and maintenance of the parks system in Lowell for the next 20 years. The Plan articulates a community vision that (1) provides healthy and enjoyable recreational opportunities to its residents and visitors, and (2) builds capacity to accommodate Lowell's changing population and development needs. The plan provides specific tools and guidance for achieving the goals and vision of city staff and the community at large.

- Pleasant places for residents and visitors to gather and socialize
- Opportunities for exercise and physical activity
- Stress relief and improved psychological health
- Natural area and habitat preservation
- Increased property values and tourism activity
- A source of community pride and engagement

Creating and maintaining park and recreation facilities is a challenge for local governments. Finite land, resources, and administrative and maintenance capacity may all limit a community's ability to expand parks and services to meet their growing needs. Identifying system priorities and matching them with available resources requires thoughtful planning. Communities typically develop and adopt Parks and Recreation Master Plans to guide development of parks systems in a way that is both beneficial to the community and fiscally feasible.

Overview

Park and recreation systems play a vital role in residents' quality of life. Whether through trails, natural areas, play equipment, sports fields, or open space, park and recreation systems offer multiple community benefits, including:¹

Quality of Life refers to an individual's satisfaction with their social and physical surroundings. Parks and recreation are major contributors to the resources, assets, and opportunities that improve quality of life for residents.

¹ *Measuring the Economic Value of a City Park System*. The Trust for Public Land, 2009, *Measuring the Economic Value of a City Park System*.

Purpose of the Plan

This plan provides an extensive update of the 2007 Lowell Parks and Open Space Master Plan. Lowell is expected to undergo population growth and development in the next 20 years which will require improved parks system capacity to maintain adequate levels of service.

The Plan describes the community's vision for its parks and provides specific actions and tools necessary to achieve that vision. The plan:

- Provides a **community profile** that describes demographics, housing, and recreational trends in Lowell.
- Updates the **park inventory** including city owned property as well as trails and linkages.
- Analyze areas in the city that are currently **underserved** by park and recreational opportunities.
- Provides a planning framework of **goals, objectives, and specific recommendations** to guide the City's decisions.
- Includes five-year and ten-year **Capital Improvement Plans** that prioritize park expenditures based on need.

- Details **strategies for acquiring new parkland** to better serve the community of Lowell.
- Contains **funding options and opportunities** for park improvement and acquisition recommendations.

The Parks Planning Process

The parks planning process relied on input from residents, the Lowell Parks and Recreation Master Plan Committee, the Lowell Downtown Master Plan Committee, and City staff. The planning process unfolded in three phases:

- 1. Research** (Summer: June - September)
- 2. Community Engagement & Concept Design** (Summer/Fall: June - December)
- 3. Plan Development** (Fall/Winter: October - March)

The process was managed by a planning team consisting of external consultants (from the University of Oregon's Institute for Policy Research and Engagement) and the City of Lowell Administrator.

Research

The research phase of this project included a kick off meeting, site visits, and an inventory of park facilities to understand the current condition of parks. Information collected during this phase of the project forms the backbone of the project and set the stage for plan development.

Community Engagement & Concept Design

During the summer and fall of 2018 the planning team focused on community engagement and the development of design concepts. The planning team asked for feedback on how residents would like to see their parks improved and added to in the future through a series of public workshops and events, and a mailed survey (with an option to complete it online). This feedback helped the planning team create

updated goals and specific actions for the Lowell parks system. IPRE landscape design team also gathered information through site visits, and public outreach events to develop general design concepts for Rolling Rock Park and the

Railroad Corridor Park.

Community engagement provides tangible benefits to the process by: (1) providing insight into community members' values and preferences; (2) developing and nurturing an environment of goodwill and trust; (3) building consensus support for the Plan. Throughout the planning process, the planning team used a variety of methods to gather input from Lowell residents, including:

- Three public workshops
- Numerous site visits
- A mailed and online community-wide survey
- A hard-copy survey administered in schools to youth aged 11 – 13
- A public open-house
- Engagement through City of Lowell social media
- A project website



Dexter Lake Blackberry Jam Festival Workshop at Rolling Rock Park

Source: Institute for Policy Research and Engagement

This Plan combines community input with technical analysis to provide a framework for achieving the goals and objectives that implement the parks system vision. The Plan can also be integrated into other planning decisions that relate to areas of parks planning.

Relationship to Other Plans

The Lowell Parks Master Plan complements and integrates with other plans that guide Lowell and the surrounding area.

The **Parks and Recreation Element of Lowell's Comprehensive Plan** (updated concurrently with the Lowell Parks and Recreation Master Plan) serves as a technical guide to land use decisions related to parks and recreation. While the Lowell Parks and Recreation Master Plan provides a holistic vision and recommendations for cultivating a full-service parks system, the Comprehensive Plan Element focuses more on land use and development policies that will facilitate the implementation of the Master Plan.

The **Lowell Downtown Master Plan** is intended to guide development and public improvement within the downtown business district. It includes ways to improve the relationship of downtown to Rolling Rock Park.

The **Downtown Lowell Resource Team Report** includes information intended to assist revitalization of the downtown business district, including methods to enhance Rolling Rock Park and improve

its relationship with downtown. The plan also included several beautification projects to improve public areas and right-of-way near the town entrance, and downtown business district (including Rolling Rock Park).

The **City of Lowell Strategic Plan** is the management plan for the City. The plan is a political, compliance, and inspirational document that provides the Council's political direction in addressing the City's vision, mission, goals, prioritized objectives, and provides clarity and inspiration to the City Administrator and staff in addressing the priorities of the Council and community. Objective 9.0 of the plan addresses parks and recreation.

The **Lowell Capital Improvement Plan** is also being updated in conjunction with Parks Plan update. It provides a detailed roadmap for implementing needed improvements and additions to the park system in the next 20 years.

The **Lowell School District 10-Year Facilities Plan** provides direction on improving school district facilities in the context of current needs, enrollment, and projections for the decade. The Junior High School and High School are in downtown Lowell and provide recreation facilities. The Master Plan proposes a development of an all-weather track, to relocate the competition football field to the school site, and to relocate the baseball field to an off-site location. The plan also proposes a new gymnasium that includes a basketball court and a fitness center.

The **Lane County Parks and Open Space Master Plan** provides a 20-year vision for the future of parks in Lane County. The Lowell Covered Bridge and Interpretive Site is listed as a special use park. The plan lists several potential site treatments for the park including: facility stewardship, historic resources stewardship, maintenance, and collaboration.

The **Willamette River Middle Fork State Parks Master Plan** provides for Oregon Parks and Recreation Department’s (OPRD) plans for future development, use, and management of state park lands on the Middle Fork Willamette River and Dexter Reservoir including Lowell State Recreation Site. This plan should be consulted if future trail connections are considered to the Lowell State Recreation Site.

The **Oregon Statewide Recreation Trails Plan** constitutes Oregon’s ten-year plan for recreational trail management. This plan should be consulted if future trail connections are considered to the Lowell State Recreation Site.

The **Rivers to Ridges: Metropolitan Regional Parks and Open Space Study Vision and Strategies** provides a framework for future regional open space planning efforts. It includes a proposed Eugene to Pacific Crest regional trail that connects to Lowell via a crossing below the Dexter Dam at Dexter State Park. This plan should be consulted if future trail connections are considered to the Lowell State Recreation Site.

The **Dexter Lake Shoreline Management Plan** provides guidance for managing the Dexter Lake shoreline

including: rules and regulations, shoreline allocations, and requirements for permitting private facilities on public lands. If future park and recreation development occurs along Dexter Lake shoreline, the SMP will be a document in need of consultation.

Organization of the Plan

The remainder of the Lowell Parks Master Plan is organized as follows:

Chapter 2: Community Profile – Provides information on Lowell’s planning area, projected growth, and socio-demographic trends.

Chapter 3: The Lowell Parks System – Provides an overview of the City of Lowell’s existing parks and recreation facilities, park service areas, and park classifications.

Chapter 4: Park and Recreation Needs – Presents findings from the community engagement process, including what the community values in a park system and identified needs and wants for future park improvements.

Chapter 5: Park System Vision, Goals, Objectives, and Recommendations — Presents a 20-year vision for the Lowell park system, including goals and recommended action items. These recommendations outline specific efforts which the City and community can undertake to achieve the desired vision.

Chapter 6: Park System Improvements —

Includes proposed methods recommendations to improve existing park and recreation facilities as well as suggestions for *future* expansion of the parks system.

Chapter 7: Funding and Implementation Strategy —

Provides descriptions of (1) the parks system's current organization structure; (2) current operating budget; (3) projected park system expenditures; and (4) descriptions of funding tools available to the City of Lowell.

Volume II: Park Concept Plans —

Gives a detailed explanation of the process for developing the Rolling Rock Park redesign and Railroad Corridor improvements. This volume also includes the concept plan for Paul Fisher Park.

Volume III - Appendix A:**Community Engagement and**

Outreach — Explains the community input process and shares findings from the community workshops and community survey.



Lowell Covered Bridge Interpretive Center

Source: City of Lowell

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CHAPTER 2: COMMUNITY PROFILE

Chapter 2: Community Profile

The purpose of this section is to provide context and a summary profile for the City of Lowell. Additional detailed inventory and existing conditions information contained in the City of Lowell Comprehensive Plan and other relevant planning documents is incorporated herein by reference.

Physical Characteristics

Geographically, the City of Lowell is located approximately 20 miles from the Eugene-Springfield area in the Cascade foothills along a narrow finger of the Southern Willamette Valley formed by the Middle Fork of the Willamette River. Lowell is a community regionally known for accessible recreation opportunities. Just north of Highway 58 and bisected by Jasper-Lowell Road (aka North Shore Drive/Pengra Road) the City lies on the north side of the Middle Fork of the Willamette River along Lookout Point and Dexter Reservoirs. The area is a destination among anglers, rowers, other water sport enthusiasts, hikers, bikers, and equestrians.

Lowell's climate is consistent with the Marine west coast climate zone, with warm summers and cool, wet winters. Average annual rainfall is around 46 inches, while snow accumulation is not

common the city averages a few inches of snowfall annually. Temperatures in Lowell range from an average low of 36°F in January to an average high of 79°F in July. According to the Oregon Climate Change Research Institute, Lowell is likely to experience changes in historic precipitation and temperature patterns in the coming decades. Expected impacts include changes in hydrology, water availability, and increased risk of drought and wildfire.

At an elevation of 741 feet above sea level, the city occupies a small plateau about 45 feet above Dexter Lake and is surrounded by hilly terrain with elevations ranging from 695 feet at the shore of Dexter Lake to 2,141 feet at the summit of Disappointment Butte, to the northeast of Lowell.

According to the US Census Bureau, there are 1.18 square miles within Lowell's urban growth boundary (74% land) and the City has a population density of about 1,318 people per square mile.

Demographic Characteristics

Population

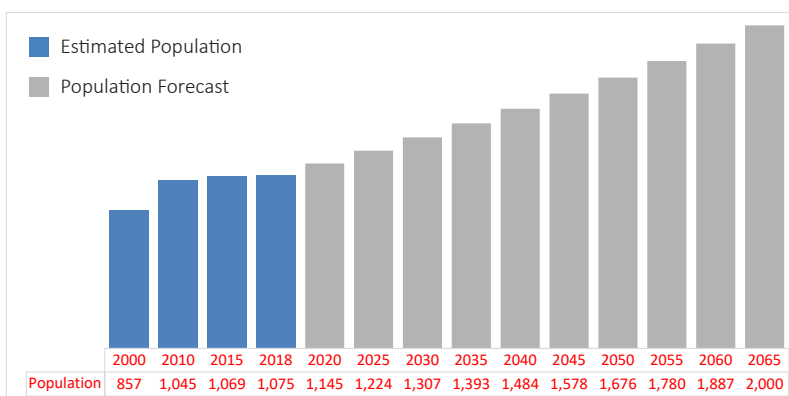
In 2018, Portland State University estimated the Lowell population at 1,075 residents. Between 2000 and 2018 the City grew at a faster rate than Lane County with the population increasing from 857 to 1,075 – an average annual growth rate (AAGR) of 1.3%. During that same period Lane County grew at a rate of 0.8%.

In 2015, Portland State University published the Coordinated Population Forecast for Lane County which projects population growth for the County and cities through 2065. The forecast projects Lowell’s population to be 1,484 in 2040 with an AAGR of 1.5% over that period (2018-2040). Between 2040 and 2065 Lowell’s population is forecast to grow by 516 with an AAGR of 1.2%. Lowell’s population is expected to increase by roughly 18% by 2040 and 86% by 2065. In terms of total countywide growth, Lowell is projected to account for roughly 0.6% of the forecasted population growth through 2040 and 0.7% of the forecasted population growth through 2065.

Age, Sex, and Households

It is important to understand the age distribution of a community before planning parks as the age of a resident has important implications on how the parklands will be utilized. Different age groups have different needs and expectations for park uses. American Community Survey data

Figure 2-1: Lowell Historical and Forecast Population Growth



Source: Coordinated Population Forecast for Lane County, Portland State University, 2015; NOTE: Includes population within the entire Urban Growth Boundary.

reveals that the median age in Lowell is 40 years old.

Table 2-2 shows the reported age distribution for Lowell in 2017. Like much of the United States and Oregon, Lowell is aging. From 2010 to 2017, the population of adults 75 or older increased more than any other age group, going from 4% to 10%. About 29% of the population is below the age of 18 while slightly more of the population (31%) is over the age of 55 (up from 16% in 2010).

Table 2-2: Lowell Age

| Age Distribution | Number | Percent |
|-------------------|--------|---------|
| Under 5 Years | 96 | 8% |
| 5 to 17 Years | 265 | 21% |
| 18 to 24 Years | 58 | 5% |
| 25 to 34 Years | 85 | 7% |
| 35 to 44 Years | 188 | 15% |
| 45 to 54 Years | 160 | 13% |
| 55 to 74 Years | 259 | 21% |
| 75 to 84 Years | 113 | 9% |
| 85 Years and Over | 16 | 1% |

Source: American Community Survey Tables: 2013-- 2017 (5-Year Estimates) (ACS17_5yr), ACS 2017 (5-Year Estimates), U.S. Census Bureau

About 36% of seniors (over 65 years old) have some form of disability compared with only 6% of the non-adult population (those 18 or under).

2017 American Community Survey data estimates that 51% of Lowell residents are female and 49% are male.

Families represent a significant part of the community. About 69% of households are families (13% are one-parent families).

Forty percent of households in the City have children under 18, compared to Lane County’s 25%.

In many communities, children and families use parks regularly as places of recreation, meeting places, exercise, and connecting to nature.

These trends indicate that the City should consider creating more recreation options that serve the needs of older and retired people. The

needs of older and retired people. The City should also consider the needs of children, families, and adolescents, particularly when assessing features, programming, and accessibility of park facilities.

Race and Ethnicity

2017 American Community Survey data indicates Lowell has a predominantly white population, the number of residents identifying as Hispanic or Latino has risen statewide, countywide, and citywide within the past decade. The population identifying as Hispanic or Latino doubled from 4% to 8% between 2010 and 2017. Table 2-3 illustrates the ethnic makeup of the City.

Table 2-2: Lowell Race and Ethnicity

| Race and Ethnic Categories | Number | Percent |
|--|--------|---------|
| White | 1,084 | 87% |
| Black/African American | 0 | 0% |
| American Indian and Alaskan Native | 7 | 1% |
| Asian | 37 | 3% |
| Native Hawaiian and Other Pacific Islander | 0 | 0% |
| Some Other Race | 0 | 0% |
| Two or More Races | 10 | 1% |
| Hispanic or Latino | 102 | 8% |

Source: American Community Survey Tables: 2013-- 2017 (5-Year Estimates) (ACS17_5yr), ACS 2017 (5-Year Estimates), U.S. Census Bureau

Lowell may continue to see growth in non-white populations. As minority populations increase, park systems may need to change to accommodate different needs and desires. Lowell parks should not only be a welcoming and accessible space for all residents but should also reflect the community’s growing diversity with the services, design, and activities offered.

Housing

Housing characteristics are important to consider in parks planning as they can indicate growth, economic stability, and permanence of residency.

Approximately 89% of homes in Lowell are owner occupied. Median house value for owner occupied units is \$172,400 (about \$95,000 less than Lane County). About 20% of the households in Lowell are cost burdened (paying more than 30% of their income on housing).

Of Lowell's occupied housing units, approximately 25% are manufactured/mobile homes, as opposed to single unit homes. This is higher than in Lane County and the United States as a whole, where less than 10 percent of housing units are manufactured/mobile homes.

Economics

Income

Lowell's median household income \$56,726 for 2017 is about the same as the state of Oregon (\$56,119) and higher than Lane County (\$47,710). The American Community Survey reports that about one-third of the Lowell population is classified as poor or struggling based on the ratio of income to poverty level (income to poverty level under 2.00).

Industry

The City is primarily a residential community with a limited local employment base. Workers primarily commute to the Eugene-Springfield metro area. The early industries in Lowell consisted of hop raising, stock

raising, and timber-related industries. Some timber-related industries, land management, and agriculture industries still exist in town. About seven-percent of families, children, and seniors are living in poverty. Lowell has a labor force of approximately 512 people (55% of the Lowell population; 1% unemployed). More than 16% of employees working in Lowell work in health care and social assistance, 12% work in services and retail trade, and 12% in education.

Conclusion

Lowell's population has been relatively stable but is expected to grow over the next 45 years. Nearby cities of Eugene, Springfield, Creswell, and nearby unincorporated areas of Lane County are expected to experience annual growth between 1.0% to 1.5% over the next 20 years, adding thousands to the total Lane County population. Because Lowell receives high traffic from out of town visitors, the rapid growth of surrounding cities may influence the extent of parks and recreation services required in Lowell.

A growing regional population may demand a comparable increase in infrastructure and public goods. Public amenities such as parks and recreation will play a crucial role in maintaining livability and general welfare of the community, particularly as an influx of new residents and visitors drives economic growth and housing development.



Flowers and Playground at Paul Fisher Park
Source: Institute for Policy Research and Engagement



CHAPTER 3: THE LOWELL PARK SYSTEM

Chapter 3: The Lowell Park System

This chapter focuses on Lowell’s existing park system inventory. A critical step in parks planning is identifying (1) how much parkland exists, (2) where parks are located, (3) what facilities and amenities parks provide, and (4) what condition parks are in. This information is used to create both a parks inventory and a park classification system. The parks inventory and classification processes identify the strengths and weaknesses of a park system by revealing areas or activities that are underserved by the system. In addition, these processes help to identify improvements that need to be made to the system overall as well as to individual parks within the system.

Park Classifications

The Oregon Statewide Comprehensive Outdoor Recreation Plan (SCORP) Community Park and Recreation Planning Guide for Oregon Communities (2019 DRAFT) presents a park classification system for Oregon. The classification system applies to all local, regional, and state park systems in Oregon. This classification system is based on standards that have been developed and refined by the National Recreation and Parks Association (NRPA). **Table 3.1** presents the SCORP park classifications selected for the City of Lowell. Selected classifications are based on local community need, resources, and conditions.

Table 3.1 - Lowell Park Classifications

| Parkland Classification System | SCORP | Lowell |
|--------------------------------|-------|--------|
| Pocket Parks (Mini Parks) | ✓ | ✓ |
| Urban Plaza Parks | ✓ | ✓ |
| Neighborhood Parks | ✓ | ✓ |
| Community Parks | ✓ | ✓ |
| Regional Parks | ✓ | ✓ |
| Special Use Parks | ✓ | ✓ |
| Linear Parks | ✓ | ✓ |
| School Facilities | | ✓ |
| Trails, Pathways, and Bikeways | ✓ | ✓ |
| Historic Sites | | ✓ |
| Nature Parks | ✓ | |
| Regional Sports Parks | ✓ | |
| Destination Parks | ✓ | |

Parks are assessed based on level of development, amenities, size and service area. The park classifications are provided to give city staff, community members, developers, and consultants common language when discussing potential parks improvements and new park development. These parks classifications will provide Lowell with a framework for park planning. Importantly, these classifications are not intended to substitute for site-specific park design.

The following tables present a local park classification system based on national best practice. These classifications are based on the Oregon SCORP classification system with refinements to address the unique context and characteristics present in the City of Lowell.

Mini (Pocket) Parks

| | |
|-----------------|---|
| Typical Acreage | 0.25 – 2 acres |
| Service Area | 5-10 minute walking time (roughly ¼ mile radius) |
| LOS Guidelines | 0.25 to 0.50 acres per 1,000 |
| Existing Parks | N/A |
| Planned Parks | To be determined |
| Definition | Mini parks provide basic recreation opportunities on small lots within residential areas. These parks are designed to serve residents in immediately adjacent neighborhoods. Amenities may include playgrounds, benches, and picnic tables. |



Cowden Park in Madras, Oregon
 Source: Institute for Policy Research and Engagement

Urban Plaza Parks

| | |
|-----------------|--|
| Typical Acreage | 0.25 – 3 acres |
| Service Area | Entire community – visitors tend to be those who reside, work in, or visit the area for other purposes, such as shopping, employment, meetings, or dining. |
| LOS Guidelines | 0.1 to 0.2 acres per 1,000 |
| Existing Parks | N/A |
| Planned Parks | To be determined |
| Definition | Urban plaza parks are public gathering spaces in urban spaces that foster community interaction and civic pride. They are small in size (¼ to 3 acres) and intensely developed. These parks offer opportunities for placemaking and economic development in the downtown core. Urban plaza parks typically include amenities such as drinking fountains, benches, litter receptacles, trees and shrubs, paved walkways and plazas. |



Centennial Plaza in Sandy, Oregon
 Source: Oregon’s Mt. Hood Territory

Special Use Parks

| | |
|---------------------|---|
| Typical Acreage | Varies - Size determined by use |
| Service Area | Varies |
| LOS Guidelines | N/A |
| Existing Facilities | Lowell Covered Bridge Interpretive Center (Lane County) |
| Planned Facilities | To be determined |
| Definition | Special use facilities include stand-alone recreation facilities not located within larger parks. Their size and service area vary depending on their use. Special use parks support single-purpose facilities, such as interpretive centers, ballfields dedicated to one sport, off-leash dog areas, skate parks, boat ramps, swimming pools, community centers, urban plazas, and community gardens. Special use parks that have a community or regional draw may require supporting facilities such as parking or restrooms. |



Lowell Covered Bridge Interpretive Center
 Source: Eugene, Cascades & Coast - Travel Lane County

Neighborhood Parks

| | |
|-----------------|--|
| Typical Acreage | 2 - 20 acres |
| Service Area | 5-10 minute walking time (roughly 1/4 to 1/2 mile) |
| LOS Guidelines | 0.1 to 2.0 acres per 1,000 |
| Existing Parks | Paul Fisher Park |
| Planned Parks | <i>To be determined</i> |
| Definition | <p>Neighborhood parks provide close-to-home recreation opportunities for nearby residents. These parks are designed to serve neighbors within walking and bicycling distance of the park. Amenities can include playground equipment, outdoor sport courts, sport fields, picnic tables, pathways, and multi-use open grass areas. A neighborhood park should accommodate the needs of a wide variety of age and user groups. These spaces are designed primarily for non-supervised, non-organized recreation activities. The needs of pedestrians, bicyclists and other non-motorized travelers should be a high priority consideration in the design of these parks. Connectivity to the surrounding neighborhood is vital to these parks. Sidewalks, bike paths, crosswalks and connections to larger trail systems should be established. These parks may be co-located with school facilities.</p> |



Paul Fisher Park

Source: Institute for Policy Research and Engagement

Community Parks

| | |
|-----------------|--|
| Typical Acreage | 15 - 100 acres |
| Service Area | May draw residents from the entire community (roughly 1-mile). |
| LOS Guidelines | 2.0 to 6.0 acres per 1,000 |
| Existing Parks | Rolling Rock Park <i>Orchard Park (USACE)</i> |
| Planned Parks | <i>N/A</i> |
| Definition | <p>Community parks provide both active and passive recreation opportunities that appeal to the entire community. These sites draw residents from throughout the community. Community parks can accommodate large numbers of people and offer a variety of facilities, including group picnic areas and shelters, sport fields and courts, children's play areas, trail or pathway systems, community festival or event space, and green space or natural areas. Community parks often require support facilities, such as off-street parking and restrooms. The size of these parks provides opportunities to offer active and structured recreation activities for young people and adults.</p> |



Cannon Street Bridge at Rolling Rock Park

Source: City of Lowell

** NOTE: Orchard Park is owned and maintained by the US Army Corps of Engineers. We have included it here because it serves many community park functions.

Regional Parks

| | |
|-----------------|---|
| Typical Acreage | 100+ acres |
| Service Area | 45 minute drive time |
| LOS Guidelines | 5.0 to 10.0 acres per 1,000 |
| Existing Parks | <i>Lowell State Recreation Site (OPRD)</i> |
| Planned Parks | <i>To be determined</i> |
| Definition | <p>Regional parks are large parks that provide access to unique or cultural features and regional-scale recreation facilities. These parks often include significant green space to preserve unique natural areas, riverfront corridors, wetlands, and agricultural or forested areas. Regional parks may include properties for which there are no immediate development plans and that are situated in such a way as to primarily serve the surrounding neighborhood (land banked properties). Regional parks also may accommodate large group activities and often have infrastructure to support sporting events, festivals, and other revenue-generating events to enhance the City's economic vitality and identity. Activities available in regional parks include picnicking, boating, fishing, swimming, camping, trail use, etc. Regional parks include supporting facilities, such as restrooms and parking.</p> |

** NOTE: Nearby OPRD parks include: Dexter SRS, Elijah Bristow State Park, Jasper SRS, Fall Creek Reservoir SRS (Cascara, Fisherman's Point, Free Meadow, Lakeside, North Shore, Skycamp, and Winberry). Nearby USACE parks include: Meridian Park/Boat Launch, Signal Point Boat Ramp, Landax Landing Park, and Ivan Oakes Campground.



Elijah Bristow State Park
Source: Reserve America

Linear Parks

| | |
|-----------------|---|
| Typical Acreage | Varies based on corridor length |
| Service Area | May draw residents from the entire community (roughly 1-mile). |
| LOS Guidelines | 0.5 to 1.5 acres per 1,000 |
| Existing Parks | None |
| Planned Parks | <i>Railroad Right-of-Way</i> |
| Definition | <p>Linear parks include natural or built corridors that connect parks and neighborhoods, provide linkages through the city, and preserve open space. Linear parks may include abandoned railroad lines, utility rights-of-way, wildlife corridors, or elongated natural areas defined by drainage feature or topographical changes, such as riparian corridors. Linear parks typically support trail-oriented activities including walking, jogging, and biking. Linear parks typically include amenities such as rest benches, picnic tables, trailhead kiosks, parking, and way finding markers. They may also include smaller-scale neighborhood park amenities such as play areas, picnic areas, and exercise stations.</p> |



Waterhouse Linear Park in Tualatin, Oregon
Source: Tualatin Hills Park & Recreation District

Historic Sites

| | |
|---------------------|--|
| Typical Acreage | Varies |
| Service Area | Varies |
| LOS Guidelines | N/A |
| Existing Facilities | <p>Hyland Cemetary</p> <p>Lowell Grange</p> <p><i>Lowell Covered Bridge</i> Interpretive Center (Lane County)</p> |
| Planned Facilities | <i>To be determined</i> |
| Definition | <p>Historic sites are special areas that celebrate unique cultural resources or history. This may include Native American and cultural heritage points of interest, interpretive demonstration sites, and all preserved historical landmarks and landscapes. These sites offer educational, and cultural opportunities which are unique to Lowell. These create a sense of place within the community and may also function as a tourist attraction.</p> |



Lowell Grange
Source: City of Lowell

Park Inventory

The park inventory provides a starting point for the planning process. The inventory establishes how much parkland exists, where parks are located, what facilities and amenities parks provide, and what condition parks are in.

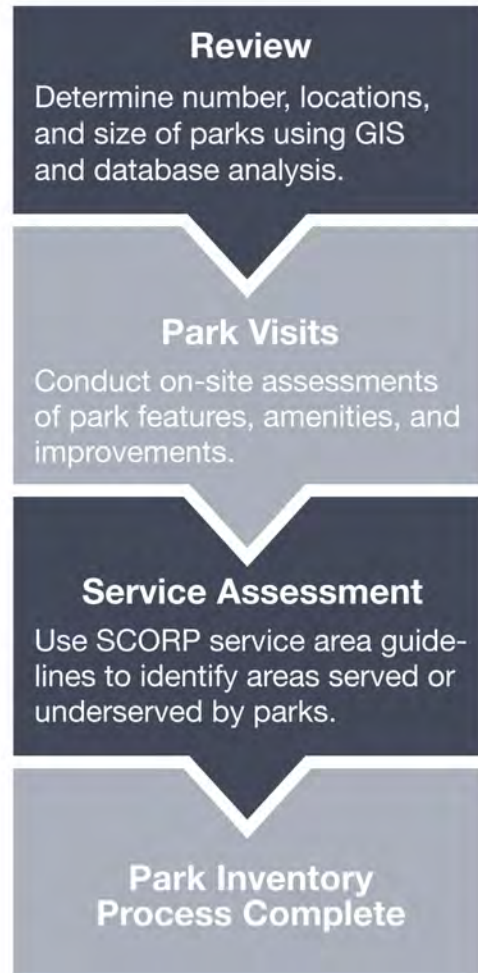
As a first step in the park inventory process, the planning team reviewed the number, location, and size of Lowell parks using a combination of Geographic Information System (GIS) and database analysis. In addition to parks owned by the City of Lowell, the team inventoried US Army Corps of Engineer (USACE), Oregon Parks and Recreation Department (OPRD), county park, and school facilities commonly used by Lowell residents. The planning team used this information to update the park inventory and assess whether the SCORP level of service recommendations are being met in each park classification category.

Next, the planning team visited each of the city-owned park facilities to conduct an on-site physical assessment of park features, amenities, and improvements. The parks inventory process identifies the strengths and weaknesses of a park system by revealing areas or activities that are underserved by the system, as well as overall improvements the system requires.

Finally, the planning team conducted a location-based service area assessment to determine how well individual neighborhoods across the city are being served by parks. To complete the service area assessment,

the planning team used the SCORP service area guidelines to determine areas that are either served or underserved by parks.

Figure 3.1 presents a schematic of the park inventory process.



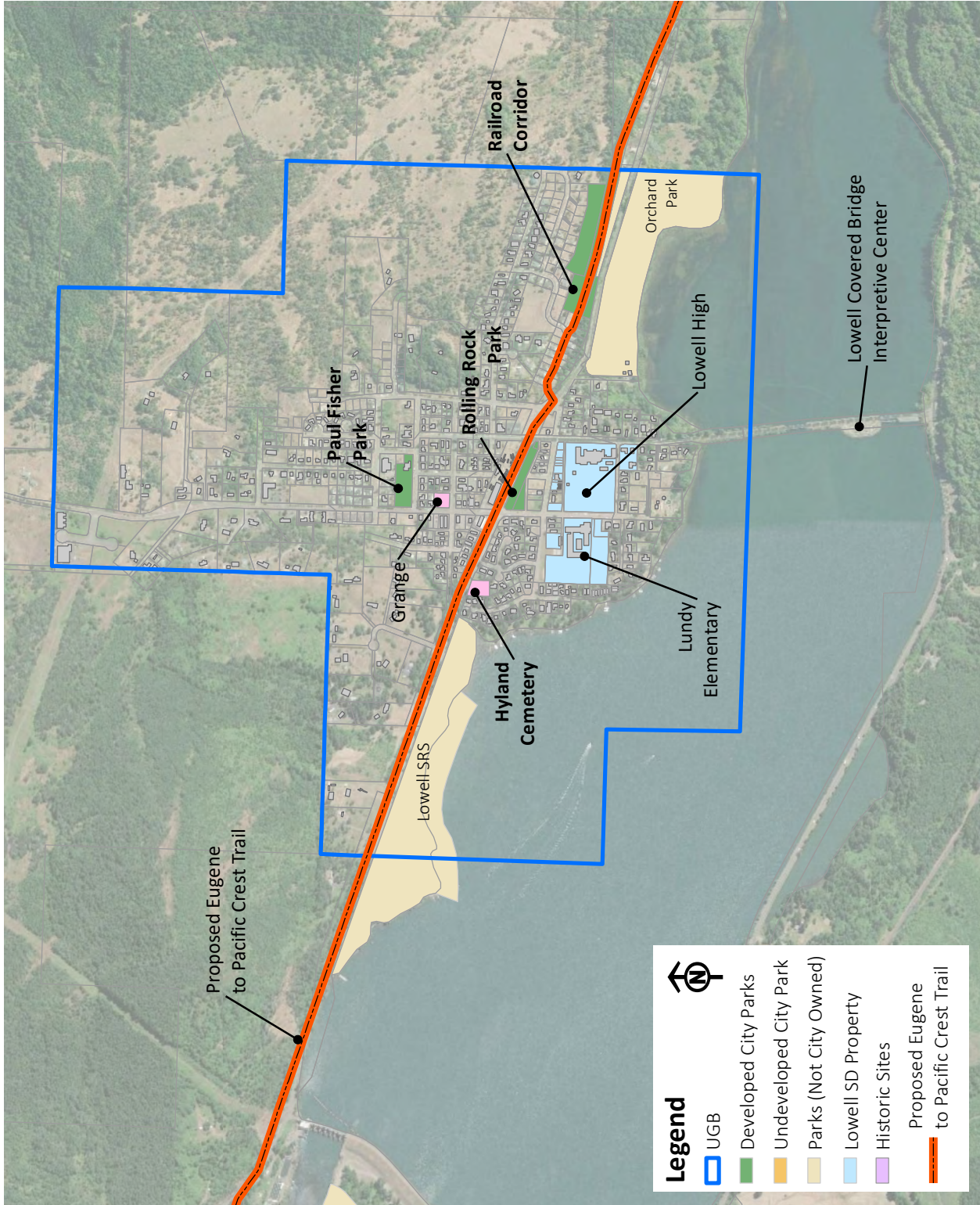
The City of Lowell maintains and owns two developed parks (built up with infrastructure to serve park visitors): Paul Fisher Park and Rolling Rock Park and one undeveloped linear park (Railroad Corridor Park) near its eastern edge. It is also one of the jurisdictions responsible for managing the Covered Bridge Interpretative Center, owned by Lane

County. The City also has 1.5 acres of open space (Hyland Cemetery) which is an historic site. **Table 3.2** presents the City of Lowell Park Inventory.

Table 3.2 - Lowell Park Inventory

| Parks by Park Class | Development Status | Acreage | | | Owner |
|---|--------------------|-----------|-------------|-------|------------------------|
| | | Developed | Undeveloped | Total | |
| Mini (Pocket) Parks | | | | | - |
| None | - | - | - | - | - |
| Urban Plaza Parks | | | | | - |
| None | - | - | - | - | - |
| Neighborhood Parks | | | | | 1.7 |
| Paul Fisher Park | Developed | 1.3 | 0.4 | 1.7 | City of Lowell |
| Community Parks | | | | | 12.0 |
| Rolling Rock Park | Developed | 1.6 | 0.4 | 2.0 | City of Lowell |
| Orchard Park | Developed | 10.0 | 0.0 | 10.0 | USACE |
| Regional Parks | | | | | 46.0 |
| Lowell State Recreation Site | Developed | 46.0 | 0.0 | 46.0 | OPRD |
| Special Use Parks | | | | | 1.0 |
| Lowell Covered Bridge Interpretive Center | Developed | 1.0 | 0.0 | 1.0 | Lane County |
| Linear Parks | | | | | 7.7 |
| Railroad Corridor | Undeveloped | 0.0 | 7.7 | 7.7 | City of Lowell |
| School Facilities | | | | | 16.0 |
| Lowell High | Developed | 8.0 | 0.0 | 8.0 | Lowell School District |
| Lundy Elementary | Developed | 8.0 | 0.0 | 8.0 | Lowell School District |
| Trails, Pathways, and Bikeways | | | | | |
| Paul Fisher Park Pathways | Developed | - | - | - | City of Lowell |
| Rolling Rock Park Pathways | Developed | - | - | - | City of Lowell |
| North Shore Trail | Developed | - | - | - | USACE |
| Dexter Lake Shoreline | Developed | - | - | - | USACE |
| Eugene to Pacific Crest Trail | Varies | - | - | - | Varies |
| Historic Sites | | | | | 3.0 |
| Hyland Cemetery | Developed | 1.5 | 0.0 | 1.5 | City of Lowell |
| Lowell Grange | Developed | 0.5 | 0.0 | 0.5 | Private |
| Lowell Covered Bridge Interpretive Center | Developed | 1.0 | 0.0 | 1.0 | Lane County |

Figure 3.1 - Lowell Park Inventory Map



Other Recreation Assets

The Lowell area has an abundant supply of parks and recreation assets managed by the state, county, and US Army Corps of Engineers (USACE) within a drive of 5-10 minutes of the City. These include the Dexter, Fall Creek, and Lowell State Recreation Areas on the nearby reservoirs/lakes, Winberry Creek and Elijah Bristow State Parks, USACE's Orchard Park, the Lowell Covered Bridge Interpretive Center (Lane County), and regional trail networks including the Eugene to Pacific Crest Trail which travels through Lowell and connects to the North Shore Trail.



Recreation on Dexter Lake
 Source: Oregon Association of Rowers

Figure 3.2 - Regional Parks Map



Table 3.3 presents the Level of Service evaluation for the City of Lowell park system. Using the Oregon Statewide Comprehensive Outdoor Recreation Guide standards, Lowell does not currently meet the Level of Service minimums for developed Pocket Parks, Urban Plaza Parks, Linear Parks, or trails, pathways, and bikeways. Notably, Lowell currently owns additional land

in the linear park and trails, pathways, and bikeways categories (Railroad Corridor). When this park is developed, Lowell will meet the minimum level of service guidelines in those park categories. The informally developed Eugene to Pacific Crest Trail which runs through the City is not included in this analysis.

Table 3.3 - Level of Service

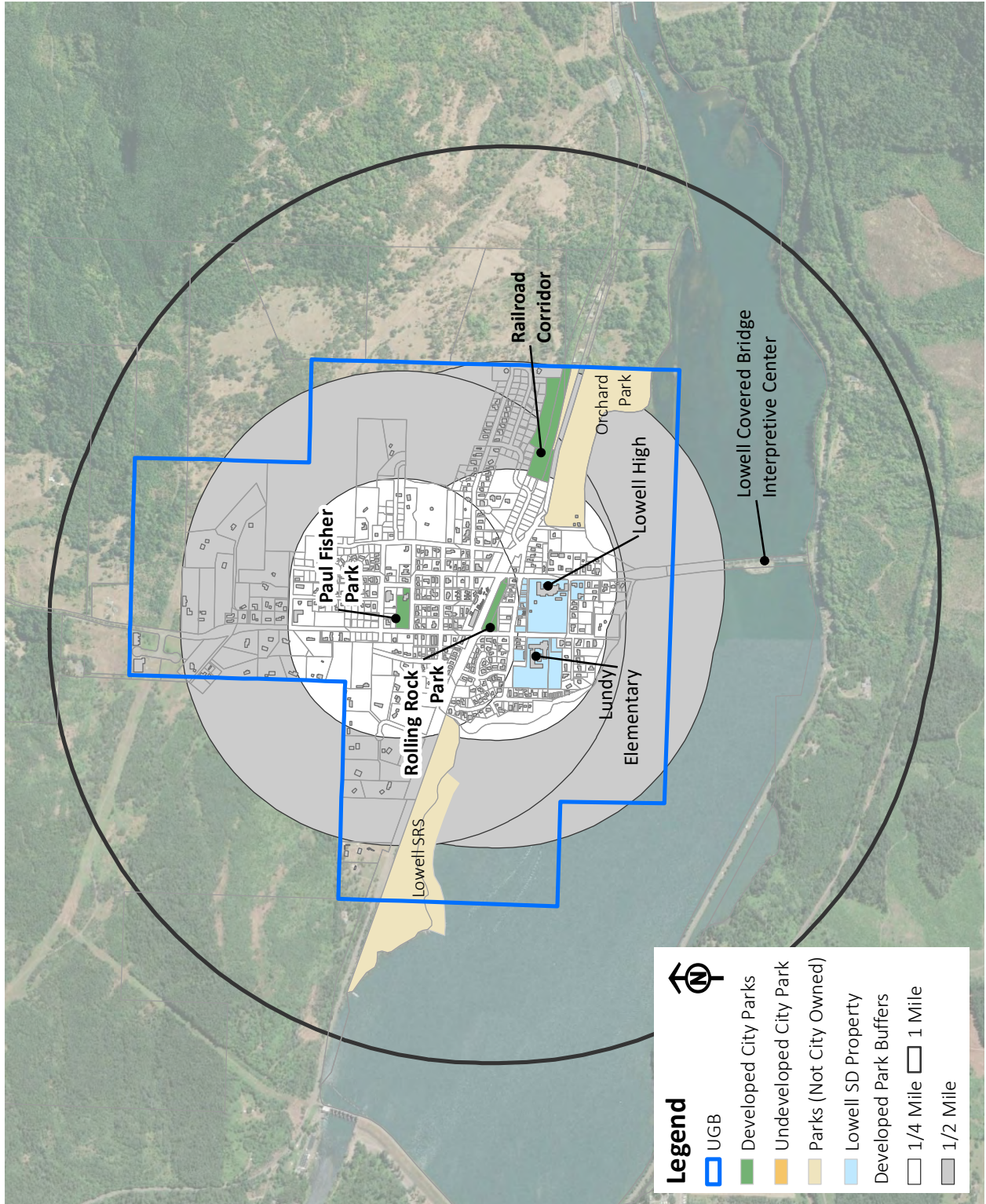
| Parkland Classification System | Developed Acreage | Level of Service (LOS) | SCORP LOS Guidelines (acres/1,000 pop.) |
|--------------------------------|-------------------|-------------------------|---|
| Pocket Parks (Mini Parks) | 0 | 0.00 | 0.25 to 0.50 |
| Urban Plaza Parks | 0 | 0.00 | 0.1 to 0.2 |
| Neighborhood Parks | 1.33 | 1.27 | 1.0 to 2.0 |
| Community Parks* | 11.64 | 11.12 | 2.0 to 6.0 |
| Regional Parks | 46 | 43.94 | 5.0 to 10.0 |
| Special Use Parks | 1 | 0.96 | N/A |
| Linear Parks | 0 | 0.00 | 0.5 to 1.5 |
| Special Use Parks | 1 | N/A | N/A |
| School Facilities | 16 | N/A | N/A |
| Trails, Pathways, and Bikeways | < 0.5 miles | 0.5 to 1.5 miles | 0.5 to 1.5 miles/1,000 pop. |
| Historic Sites | 16 | N/A | N/A |

Service Area Assessment

The park service area assessment is intended to determine if any neighborhoods within the city are either over- or under-served by parks. This assessment is useful in determining whether all neighborhoods in the city are being equitably served by park and recreation infrastructure. To complete the assessment, the planning team used the SCORP service area guidelines to determine areas that are either served or underserved by parks.

Figure 3.2 on the following page show quarter-mile and half-mile buffers around each of Lowell’s two developed parks- based on park classifications, these two parks should serve residents within an approximate quarter-mile (Paul Fisher) to mile radius (Rolling Rock). The map reveals areas where residents do not have easy access (quarter-mile walking distance) to parks: the northern-, western-, and eastern-most portions of the city.

Figure 3.3 - Service Area Assessment



As Lowell’s population continues to expand, the City will have to develop new parks in underserved areas. **Chapter 6** and **Appendix A** of this plan provide more detail about how the City might work to expand the park system and promote better access to existing parks.

Evaluation of the Park System

For a community of its size, Lowell has access to a robust park, trails, and open space system. Lowell has a range of smaller parks, such as Paul Fisher and Rolling Rock parks. Lowell State Recreation Site, an OPRD facility, affords local access to a combination of regional park amenities. Taken together, these parks provide a solid foundation to the City’s park system.

However, as noted in the Community Profile, **this system will need to expand to meet the growing demands of an expanding and diversifying population.** The City should also work to increase use of existing facilities by increasing community knowledge of parks and investing in necessary changes and improvements.

A key consideration for park system improvements moving forward is the concentration of park facilities in the downtown core. Residents and

community stakeholders commented on the relative lack of neighborhood-scale park facilities on the northern and eastern ends of the City during the engagement and outreach process. Notably, the City of Lowell is aware of this issue and has targeted mini-parks with future development in these areas of the City.

Parks and their facilities should be targeted towards reaching a previously underserved area (e.g., northern and eastern neighborhoods), demographic (e.g., youth, older adults), or function (e.g., hiking). At the same time, the entire park system must emphasize connectivity. By creating multiple entry ways, good signage, and walking/biking paths between parks, the City can help to increase overall park use. Ultimately, all park improvements and expansions should strive to improve quality of life and access to recreation opportunities for all residents.

In addition to traditional play-oriented parks, Lowell can build on the natural beauty and natural features (such as the surrounding hills and reservoirs) that characterize the community. Orchard Park is a good example of a park that incorporates the natural landscape, and in the future, the City can enhance connectivity to this park by developing the railroad right of way found across the street from Orchard Park.

Lowell Parks System Map



Let us know what would improve YOUR parks system!

More small neighborhood parks?



Better connectivity?

Are new trails, paths, sidewalks needed?



Better pedestrian access to the water.

Pedestrian access State

More covered eating areas

Water the grass!!

- ROLLING ROCK PARK
- PAUL FISHER PARK
- RAILROAD CORRIDOR PARK (PROPOSED)
- HYLAND CEMETERY
- ORCHARD PARK (ARMY CORPS)
- LOWELL STATE PARK (STATE)
- LOWELL COVERED BRIDGE INTERPRETIVE CENTER

- City property
- State and Federal property
- School property
- Urban growth boundary

CHAPTER 4:

PARK AND

RECREATION NEEDS

Chapter 4: Park and Recreation Needs

Community input is an essential component of any planning process, allowing residents to have a voice in shaping their community, express their needs and desires, and ensure efficient and desirable use of public resources. The Lowell Parks planning team sought input from a variety of residents, young and old, to ensure recommendations for the future of Lowell’s parks aligned with how residents would like to see parks evolve and change.

Lowell residents who provided input into the parks master plan expressed satisfaction with local parks favoring Lowell State Recreation Area and Covered Bridge Park more strongly than parks operated by the City. Fifty-nine percent of residents who responded to the Parks Master Plan Survey rated parks as very important to the quality of their life (34% rated parks as important). Many respondents also identified areas of desired improvement for current or future parks in Lowell.

This chapter describes key themes to emerge from the community input phase of the master plan process. We derive these themes from a three-month outreach process which included:

- A **community survey** mailed to residents, available online or in paper form (127 responses received)
- Three **public workshops** in or near parks
- A **youth survey** with sixth grade students (19 responses received)
- Opportunities to comment via **social media**

For community engagement methodology and specific findings from the community engagement process, please refer to **Appendix C**.

Facilities, Maintenance & Safety

Park Facilities

Residents would like to see more variety in the facilities EXISTING parks provide. The following are some of the facilities of high interest for future addition to parks, as expressed through the survey and conversations with residents:

→ **Restrooms** were rated as the **highest priority** for future addition to parks (67% of survey respondents indicated this was a high priority).

“Shaded areas are desperately needed. A splash pad or water features would be great. The bathrooms are always dirty. A basketball court for the teenagers and older kids would be WONDERFUL!”

~ Survey Respondent

→ **Facilities to accommodate parties and group gatherings** were the second highest priority for park improvements and additions. There was high interest in adding **sheltered or covered areas** (63% of respondents rated this as a high priority), **picnic tables** (50% of respondents rated this as a high priority), and a **community center** (33% of respondents rated this as a high priority)

“[Paul Fisher Park] is underutilized! It’s the main park local families use...this should serve multigenerations, skate park, splash park, covered areas.”

~ Survey Respondent

→ **Water features** were popular in both survey responses and workshop activities. On the survey, 44% rated water, spray, or splash play features as a high priority (28% medium priority) addition for future investment in the parks.

→ Residents would like **green space or natural areas** in the parks. Using parks for exercise (47%) and relaxation (38%) were

two of the most prevalent activities people self-reported using the parks for on the survey. Survey respondents rated **green space or natural areas** (44%), **unpaved trails** (35%), **paved trails** (30%) and **community vegetable gardens** (25%) as high priority future park improvements and additions. Additionally, many residents who commented

during public workshops expressed a desire for walking trails, areas to sit and relax, and to have more shade trees.

Community Feedback

Park Satisfaction

92%

of respondents agree parks are very important or important to Lowell's **quality of life**

Residents are **most satisfied** with:

Access/
Always Open



Events



Park Locations



Residents are **least satisfied** with:

Dead Grass/
Irrigation

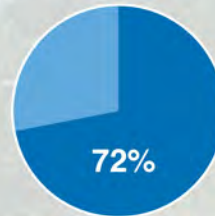


Rolling Rock Park



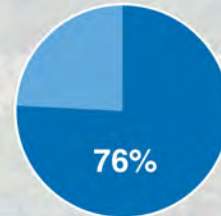
28% of respondents are dissatisfied or very dissatisfied with Rolling Rock Park

Lowell State Park



72% of respondents are satisfied or very satisfied with Lowell State Park; 76% with Covered Bridge

Covered Bridge



Park Preferences

Priority **outdoor park amenities**, according to survey respondents:

High

Restrooms

Sheltered or covered areas

Picnic tables

Medium

Playground equipment

Horseshoe pits

Basketball courts

Low

Football fields

Soccer fields

Pickle ball

Other park preferences identified at outreach events:

Green & Natural Spaces



More Shade



Better Pedestrian Routes to Parks



Parks East & North of Downtown



Park Visitation

94%

of respondents have been to a Lowell park at least once in the past year

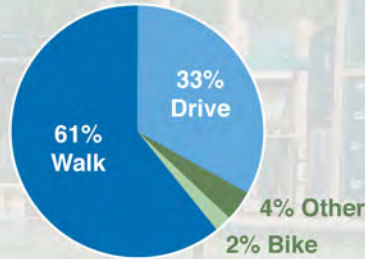
Parks **most frequently visited** on a monthly to weekly basis:

- 1 Lowell State Park (40%)
- 2 Rolling Rock Park (39%)
- 3 Paul Fisher Park (33%)

Top Park Activities:



How do residents get to parks?



Underserved Visitors

Of all park visitors, residents agree **teenagers, people with disabilities, and children under 5** are least well served by parks.

Kids & Parks

Best thing about parks:

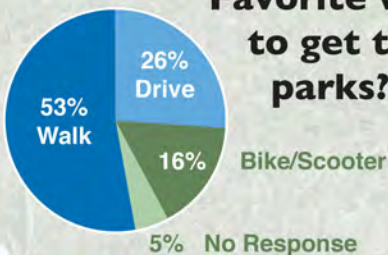


Worst thing about parks:



37% of kids surveyed feel safest at parks with adults or family present

Favorite way to get to parks?



Park Funding

35% of respondents would support a new fee on their utility bill to pay for parks improvement

43% would potentially support a new fee, depending on its specifics (costs, etc.)



62% of residents who would support or potentially support a new fee would be willing to pay \$4-\$6 a month or more for a higher level of service

Residents would prioritize spending on:

- 1 Improving **existing** facilities & equipment
- 2 Park maintenance

Park Maintenance

Those who provided input generally Lowell’s parks needed additional maintenance and improvements.

→ Most maintenance related complaints centered on the lack of working irrigation systems in city parks.

→ Those who provided input desired additional shade trees and other irrigated plants to beautify and make the parks more comfortable.

→ Some workshop and survey participants were concerned about **restrooms** being poorly kept or locked at inconvenient hours during the day.

“I like the historic equipment idea [in Rolling Rock Park] but the lawn maintenance is an issue. It's a park full of weeds.”

~ Survey Respondent

“[Increase] overall security of bathrooms/picnic areas to keep drug use out of these areas and make them feel safe for all ages to use.”

~ Survey Respondent

→ Some survey respondents felt parks to be unsafe due to perceived vagrancy and drug use in parks. Most comments cited either homeless/vagrant activity (drug use) as the cause of security issues.

→ Youth report feeling safe in parks when **trusted adults**

(parents, other family) are present. This was followed closely by presence of **friends or other kids**.

→ Respondents to the youth survey listed **getting hurt** and **fear of others** under the “worst thing about parks” question. Community survey respondents and

outreach booth participants also identified fear of others (homeless, transient, drug users, etc.) as a reason they feel parks are unsafe.

Park Safety

There was general concern and dissatisfaction with safety in the parks.

→ Survey respondents who did not regularly use parks ranked feeling unsafe (29% of respondents) as one of the top reasons they didn’t visit parks.

→ Some youth respondents indicated that certain **park surfaces** (e.g. wood chips) were undesirable and posed a safety issue due to splinters or falls.

Access and Use

Park Use

Residents use parks for a mix of exercise, play, and relaxation.

- Survey respondents ranked the **farmer's market** as the top activity they use parks for followed closely by **play time**, and **exercise**. **Relaxation, entertainment**, and **dog walking** were other top choices. Youth respondents ranked **playing and spending time with friends** as their favorite thing to do in parks.
- **Parks are well used** by the people who responded to the survey or commented during

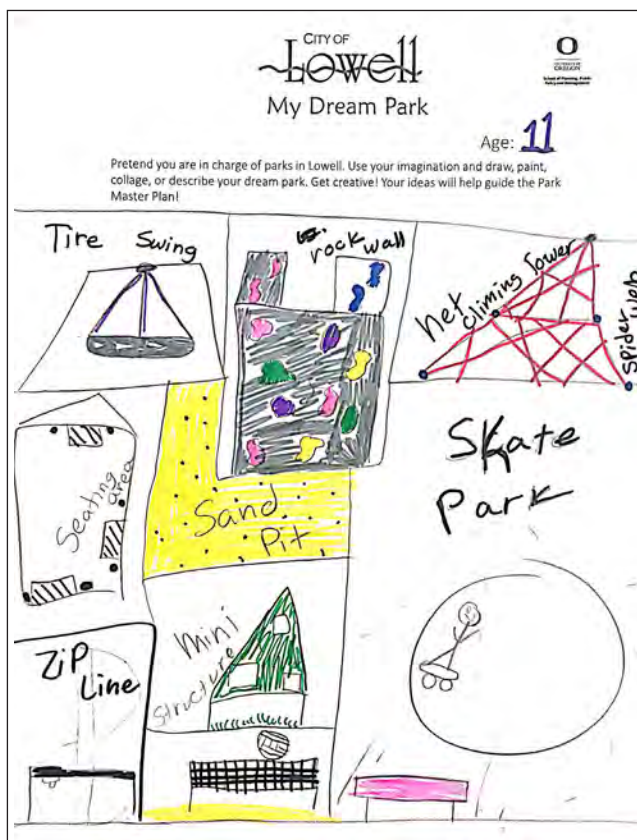
the public engagement process. Ninety-four percent of survey respondents indicated that they have visited a park within the prior 12-month period. **Rolling Rock** and **Lowell State** parks receive the most use followed by **Paul Fisher** and the **Covered Bridge Interpretive Center**.

Comfort of Use

The hot summer climate in Lowell presents a barrier to residents' use of the parks.

- Both workshop attendees and survey respondents expressed a desire for more cooling devices or techniques to be used in the parks, particularly to replace the shade trees in Paul Fisher Park. Ideas included **increasing shade and providing more water play features**.

- At workshops, participants made many verbal requests for the addition of more shade trees, covered rest and play areas, and artificial shade devices for events (particularly during the Blackberry Jam Festival and farmer's market) on hot days (such as shade canopies).



Vision from Lowell School Workshop

Source: Institute for Policy Research and Engagement

Access and Transportation

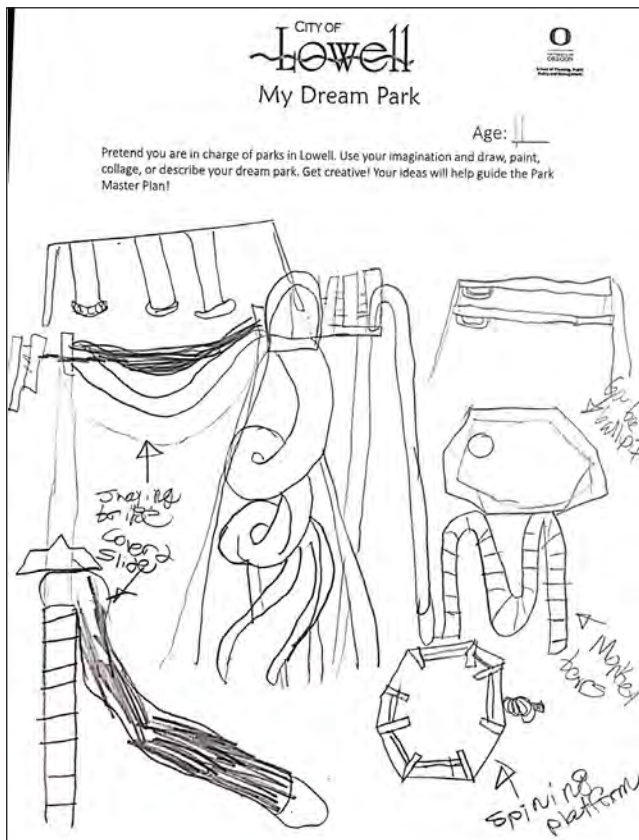
Parks need to accommodate a wider range of community needs, values, and mobility options.

- Community members feel that **teenagers, people with disabilities, and children (0-5, 6-12)** are the **underserved** by Lowell parks.
- Neighborhoods on the north and east sides of Lowell are underserved by park infrastructure.
- A majority of the community survey respondents (61%) indicate they walk to access parks. Notably, most youth-survey respondents indicate

“I think we need a trail between downtown and the state park. The nice park and waterfront would get a lot more local use if it was accessible by foot.”

~ Survey Respondent

that walking is their favorite way to get to a nearby park. However, in survey comments and during workshops, residents also expressed frustration over the difficulty of walking to some parks. They felt there were no easy pedestrian routes connection to Lowell State Recreation Area, Orchard Park, or the Covered Bridge. In addition, they pointed out the lack of sidewalks connecting Rolling Rock Park and Paul Fisher Park.



Vision from Lowell School Workshop
 Source: Institute for Policy Research and Engagement

Investing in Parks

Residents desire more park and recreation facilities and they are willing to pay more for them.

Funding

- About one-third of survey respondents said they would support a park levy or bond to pay for improved park and recreation facilities; 43% indicated it depends citing existing high utility fees and whether they agreed with future proposed improvements.

- Of respondents who are willing or potentially willing to support a park levee or bond 66% would **pay between \$1 and \$6 per month** for a higher level of service; an additional 23% would be willing to pay more than \$10 per month.

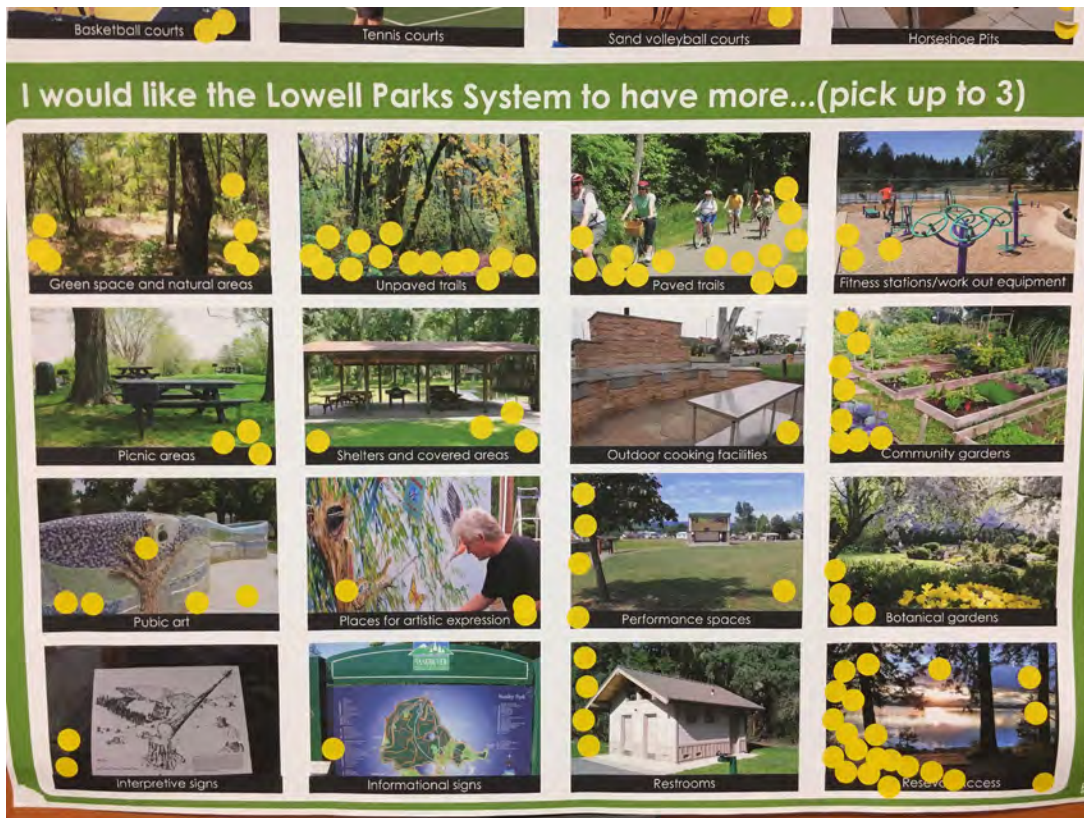
Priorities

- About 71% of respondents think that Lowell does NOT need additional parks.
- Survey respondents would spend the most on improving existing parks followed by park maintenance and improving security.
- Survey respondents and community members at public workshops expressed a desire for more events, additional parks and recreation amenities for adults and kids, and additional connections between parks and the reservoir.

"I would like to see better kayak access at Orchard Park."

"Nonmotorized dock for kayaking, paddle boarding, and fishing."

~ Survey Respondents

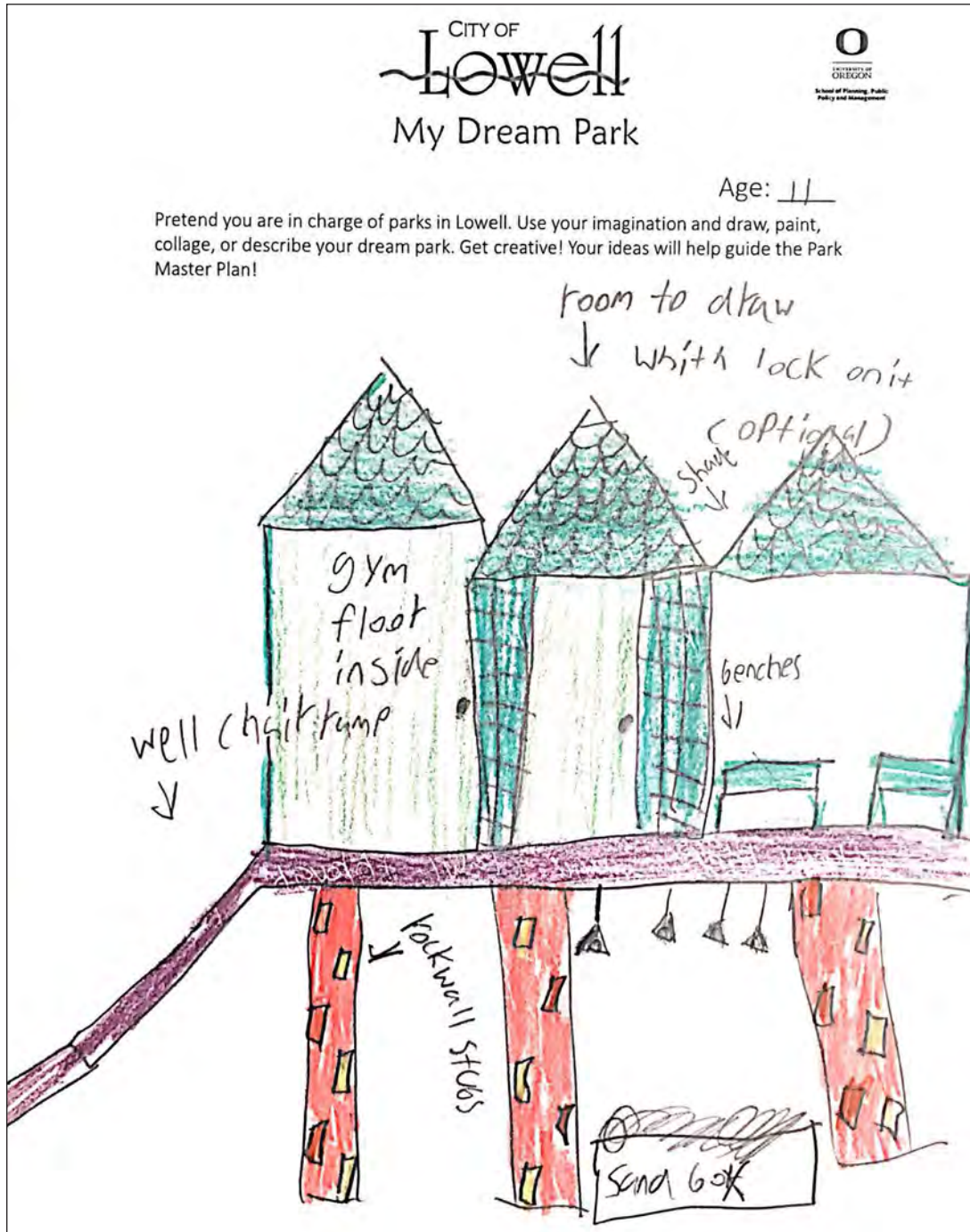


Dot Preference Poster

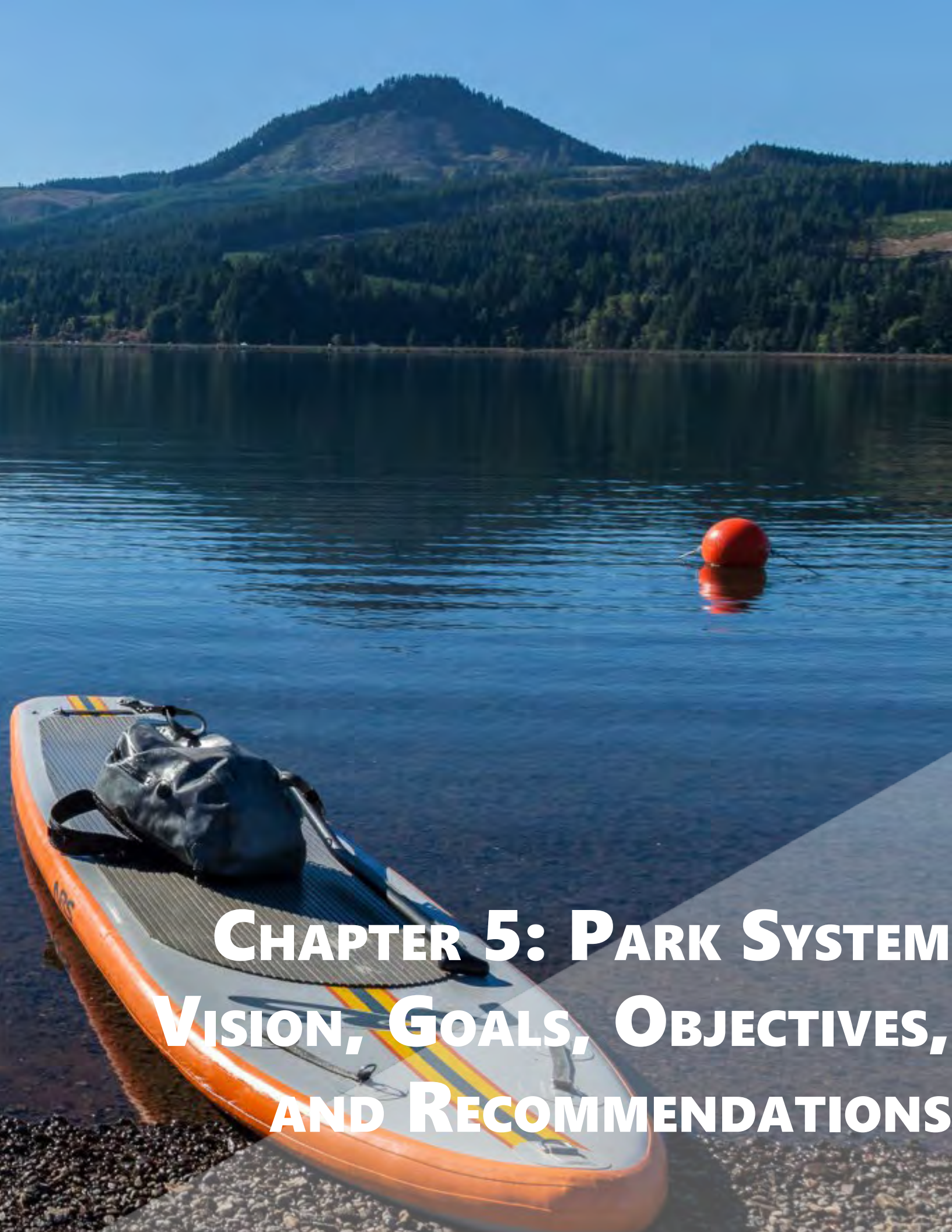
Source: Institute for Policy Research and Engagement

“My favorite park memory is when...I made my first friend.”

~ Youth Survey Respondent



Vision from Lowell School Workshop
Source: Institute for Policy Research and Engagement



CHAPTER 5: PARK SYSTEM VISION, GOALS, OBJECTIVES, AND RECOMMENDATIONS

Chapter 5: Park System Vision, Goals, Objectives, and Recommendations

This chapter presents a set of goals that will guide Lowell Parks System development for the next 20-years.

The purpose of the goals is to capture and communicate the vision and policy direction for the park system moving forward.

The values and desires of the City of Lowell and its residents guide the parks master planning process and future decisions made regarding the parks

system. A series of Parks Committee meetings, community workshops, and conversations with City staff led to the development of the vision statement, goals, and recommendations found in this chapter. The vision statement, goals, and recommendations provide guidance for the development of new facilities and other capital improvements as well as operation and maintenance decisions made for Lowell’s system of parks.

Vision

The City of Lowell recognizes the value of its parks, open space, and recreational opportunities as places to relax and recreate, build relationships, carry on traditions, and create a sense of place. For this reason, the Lowell Parks and Open Space Master plan will focus on strengthening community ties among users, connecting local and regional facilities, aiding in positive and educational youth development, and providing a safe and attractive place for healthy exercise, fun events, and programming for a diverse set of residents and visitors.

The City of Lowell Parks and Recreation Master Plan will:

- Foster pride in City parks
- Recognize our local heritage
- Enhance and connect people with local natural areas
- Provide safe areas for children to play
- Promote healthy family and community interaction
- Encourage active lifestyles
- Adequately serve Lowell’s growing and increasingly diverse population
- Identify Lowell as a unique and beautiful tourist destination

Park System Goals

The Lowell Parks and Recreation Master Plan update establishes a set of goals that provide a framework for development of the park system. The plan goals are intended to be used as a guide to address current and future community needs. Each goal includes one or more objectives that provide guidance on specific steps to take in order to achieve the goal. Because each goal is equally important, the goals are not listed in priority order.

- ◆ **Increase diversity of recreational opportunities, events, and programming.**
- ◆ **Provide adequate park system funding to maintain parks.**
- ◆ **Develop a vibrant park system, acquire parkland to accommodate future needs, and equitably distribute parks and recreational services as the community grows.**
- ◆ **Support connections within the Lowell parks system and to other regional systems.**
- ◆ **Protect and improve Lowell residents’ access to Dexter Lake.**
- ◆ **Develop and advance partnerships with local, state, and federal organizations.**

Recommendations

To achieve these goals, the Master Plan update establishes a set of **Objectives** and associated **Recommendations**. The objectives and recommendations are intended to serve as a framework for continued improvement of the park system.

Each recommendation is labeled with a priority level (**Table 5-1**). The level reflects the urgency of need as well as the amount of time needed to complete the recommendation. **High priority (P1)** recommendations are necessary to meet existing park needs and are intended to be completed within five years. **Medium priority (P2)** recommendations are not critical to the improvement of the park system. They may require additional planning or resources and are intended to be completed beyond five years of plan adoption. **Low priority (P3)** recommendations will not be necessary until other future expansions occur or are otherwise not critical to the meeting the needs of the park system.

Table 5-1: Levels of Priority for Recommendations

| | |
|------------------------|--------------------|
| High Priority | 1-5 years |
| Medium Priority | 6-12 years |
| Low Priority | 13-20 years |

Goal 1: Increase diversity of recreational opportunities, events, and programming.

Objectives

- 1.1 Host at least three unique events in parks each summer.
- 1.2 Ensure that youth programming is available during each summer.
- 1.3 Ensure that at least three different types of recreational programming (youth and adult) are offered each year (for example, sports programming, arts & crafts programming, summer reading programming, etc.)
- 1.4 Offer free or reduced-cost fee options to at least one quarter of all recreational programming participants.

Recommendations

1. Host or financially support at least six community events each year that cater to residents and visitors of all ages. (P1)
2. Support an annual water sports event to introduce youth and adults to kayaking, paddle

boarding, rowing, and showcase Dexter Lake. (P1)

3. Work with the library to create regularly scheduled and diverse recreational programming for residents of all ages. (P1)
4. Continue to provide financial support to the Lowell School District summer recreation program to allow the development of events for all ages. (P1)
5. Encourage families to visit parks through advertising in both print and social media to raise awareness of local events (for example, advertise low cost outdoor events and showcase food trucks at events). (P1)
6. Develop an “accessibility” checklist for all events and programming supported by the City to help monitor and ensure that the City offers a wide range of event and programming options that do not systematically exclude certain groups – the checklist could include sections about cost, timing, physical accessibility, cultural appropriateness to Lowell’s population, and outreach methods. (P1)
7. Develop and support an annual “Dam Run”. (P2)
8. Partner with the School District, the Library, and relevant non-profits or foundations to offer scholarships or reduced-fee options to low-income recreational programming participants. (P2)

Goal 2: Provide adequate funding to maintain and operate parks.

Objectives

- 2.1 Increase the budget for park maintenance and operations to accommodate expected new parks or improvements (budget expansion should cover equipment and materials, utility costs, and staff time).
- 2.2 Identify and evaluate external grant, donation, or endowment opportunities to develop outside funding streams for parkland development. The external capital sources could come from non-profits (such as a local parks foundation), state government, or federal agencies.

Recommendations

1. Develop turf management plan to ensure City turf is maintained at an acceptable standard. **(P1)**
2. Develop an annual maintenance inventory/checklist to use each late winter/early spring to identify and prioritize maintenance projects for the coming year. **(P1)**
3. Develop a program for hiring high school students to perform part-time maintenance work during the summer **(P2)**
4. Host a community-wide clean-up and celebration day in late spring to engage community members in downtown and parks beautification in preparation for the summer season **(P2)**
5. Provide additional FTE as seasonal demand requires. **(P3)**



Bench at Paul Fisher Park

Source: Institute for Policy Research and Engagement

Goal 3: Develop a vibrant park system, acquire parkland to accommodate future needs, and equitably distribute parks and recreation services as the community grows.

Objectives

Part 1: Existing Park Improvement Objectives

- 3.1 Continue to incorporate the historic, natural, and cultural landscape of Lowell into park designs.
- 3.2 Upgrade aging or broken equipment to keep parks safe and fun for all ages.
- 3.3 Only develop new parks or recreation amenities after a secure maintenance funding stream has been identified.

- 3.4 Integrate Rolling Rock Park with the downtown business district.
- 3.5 Add amenities like public art, interpretive signs, lighting, and seating to improve parks' aesthetic ambiance and safety.

Part 2: Park System Expansion Objectives

- 3.6 Expand the park system and services to accommodate the needs of Lowell's growing population. Continue to evaluate levels of service and concentrate new park development in the underserved areas of Lowell.

Recommendations

1. Re-evaluate SDC fee structure to accommodate future park development (e.g., pocket parks, neighborhood parks). (See Appendix A for a preliminary evaluation of SDCs.)
(P1)
2. Add a "parks and recreation" check to each new proposed residential development to determine if residents would be within the city's standard for distance from a park – pursue plans to develop new parkland when this standard is not met.
(P1)

Goal 4: Support connections within the Lowell parks system and to other regional systems.

Recommendations

1. Identify and pursue funding sources that will support the development of wayfinding in Lowell parks (target at least one new wayfinding project every 5 years) **(P1)**
2. Identify and pursue funding sources that will support the development of new trail connections between local and regional parks/recreation amenities (target at least one new trail connection project every 10 years) **(P1)**
3. Coordinate with other agencies (Lane County, USACE, OPRD) to provide connection to regional trails (Lowell SRS, Orchard Park, Lowell Covered Bridge Interpretive Center, Eugene to Pacific Crest Trail, North Shore trail) **(P2)**

Objectives

- 4.1 Ensure that every park in Lowell has at least one wayfinding sign or object to show connections with other local and regional parks and recreation opportunities
- 4.2 Develop at least one new trail connection between Lowell parks and parks/recreation amenities outside of the City’s control every 10 years



Rolling Rock Park
 Source: Institute for Policy Research and Engagement

Goal 5: Protect and improve Lowell residents' access to Dexter Lake.

Objectives

- 5.1 Increase the number of access points to Dexter Lake within city limits by at least two in the next 10 years

- 5.2 Ensure that each lake access point within city limits has wayfinding signage.

Recommendations

- 1. Better identify and develop the path to Dexter Lake from Alder by adding signage and creating a more defined entrance **(P1)**

- 2. Identify and pursue funding sources that would support the development of a dock for non-motorized boats (kayaks, canoes, etc.) at Orchard Park **(P1)**

- 3. Identify and pursue funding sources that would support the development of additional access points within city limits (for example, to formalize and improve informal access points or to build out new access points). **(P3)**



Dexter Lake
Source: Oregon Parks and Recreation Department

Goal 6: Develop and advance partnerships with local, state, and federal organizations.

Objectives

- 6.1 Develop formal relationships or partnership agreements with the Lowell School District, Lane County Parks, the Oregon Parks and Recreation Department, and the Army Corps of Engineers that outline collaboration expectations (including funding expectations) between the City and each of these partners by 2022
- 6.2 Update formal agreements at least every five years and develop new agreements with new organizations as needed

Recommendations

1. Convene exploratory partnership meetings with the Lowell School District, Lane County Parks, the Oregon Parks and Recreation Department, and the Army Corps of Engineers by the end of 2020 – meetings should explore and clarify the needs and capacity of each entity. **(P1)**
2. Based on the needs and capacity identified during each meeting, draft, refine, and finalize formal agreements with each entity by 2022 – agreements should include a list of the benefits of the relationship to each party, a list of the roles and responsibilities each party agrees to as part of the partnership, and a timeline for reviewing and revising agreements on a regular basis to ensure they remain relevant. **(P1)**
3. Add two ex officio positions on the Lowell Parks Committee for representatives from the School District and the Library. **(P2)**
4. Encourage a representative from Lowell to serve on the Lane County Parks Advisory Committee **(P3)**

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CHAPTER 6: PARK SYSTEM IMPROVEMENTS

Chapter 6: Park System Improvements

This chapter expands on recommendations contained in Chapter 5. Specifically, we present planned or desired improvements on a park-by-park or facility-by-facility basis. Importantly, the improvements listed here provide the basis for the cost and budget estimates contained in Chapter 7.

The recommendations for existing park improvements and park expansion should guide staffing and financial planning activities that will contribute to the enhancement of Lowell’s park system. To complement the recommendations, **Appendix A** includes design guidelines for new parks that the City will develop in the future. For more information regarding the cost of the recommendations presented in this chapter, refer to the park budget, and parkland/capital improvement guides included in Chapter 7.

As with the park system recommendations, the plan organizes the Facility Improvements into the following functional categories: Existing Park Improvements, New Park Improvements, Trail Improvements, and Open Space Improvements. Note that additional funding and implementation recommendations are listed in Chapter 7.

Existing Park Improvements

Rolling Rock Park

The Lowell Park Master Plan update process included a focused examination of potential upgrades to Rolling Rock Park. The proposed Rolling Rock concept design (refer to Volume II – Park Concept Plans for additional detail) presents park improvement options based on public input and feedback collected during the outreach and engagement phase. Planned improvements to Rolling Rock Park include:

- hierarchy of pathways (paved and unpaved) and park entrances (including a park entrance plaza)
- amphitheater seating area
- trees to provide shade and beauty
- seating/bench(es)
- picnic table(s)
- covered pavilion with restroom and concessions
- relocate historic caboose and railroad interpretation features
- playground equipment
- lighting
- signage
- irrigation system
- open lawn
- ornamental perennials/annuals
- bike parking
- garbage/recycling receptacles
- parking on all adjacent streets

Paul Fisher Park

Desired improvements at this developed park located at N Moss Street and E 3rd Street include (refer to Volume II – Park Concept Plans for additional detail):

- playground equipment
- playground surfacing
- signage
- basketball court/lights
- paved path/sidewalk
- seating/bench(es)/seat walls
- fences (wood/metal)
- picnic table(s)
- open lawn
- trees
- landscaping
- irrigation
- garbage/recycling receptacles

New Park Improvements

Railroad Corridor Park

Potential improvements to this approximate eight-acre, park-designated, city-owned property located off Wetleau Drive may include (refer to Volume II – Park Concept Plans for additional detail):

- gravel parking
- kiosk and interpretive signage
- gravel trail
- benches
- forest thinning
- native plant revegetation
- garbage/recycling receptacles (optional)
- exercise equipment (optional)

Non-Lowell Park Facility Improvements

Orchard Park

Trail connection to Railroad Corridor, canoe/kayak dock or launch, picnic shelters. NOTE: this facility is owned and operated by the US Army Corps of Engineers and these proposed facilities are unplanned).

Covered Bridge Interpretive Center

Restroom-concession facility, two new picnic shelters, eight-foot wide paved walkways (NOTE: these facilities are unplanned).

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CHAPTER 7: FUNDING AND IMPLEMENTATION STRATEGY

Chapter 7: Funding and Implementation Strategy

A vibrant, well-used park system relies on a solid foundation of organizational and financial support.

As Lowell’s park system grows, so must the funding and staff support required to provide engaging programming and high-quality maintenance. This chapter describes the current organizational and financial structure of Lowell’s park system and provides resources that will help the City grow into the future.

Current Organizational Structure and Operations

Lowell Public Works Department oversees the Lowell park system. The Department is responsible for the upkeep and maintenance of City-owned parks, trails, and undeveloped open space, as well as landscaping on other City-owned properties. The City also helps maintain the Lowell Covered Bridge which is owned by Lane County. Work is carried out by city employees and community volunteers.

City Staff assigned to park oversight, maintenance, and operations include (total 0.48 FTE):

- **City Administrator** – approximately 0.05 FTE dedicated towards parks
- **Public Works Director** – approximately 0.05 FTE dedicated towards parks
- **2 Utility Workers** – a combined total of approximately 0.10 FTE dedicated towards parks between the two workers
- **1 Maintenance Worker** – approximately 0.28 FTE dedicated towards parks

In addition to the public works staff who manage park operations and maintenance, the City of Lowell has a Parks & Recreation Committee. The Parks Committee consists of five appointed members who serve two-year staggered terms and meet once a month.² The Parks Commission serves as a vision-keeper for the Lowell park system. As of 2019, the park system has no paid staff responsible for recreation and special event programming. However, the City does support the Lowell School District Summer Recreation Program.

² City of Lowell Parks & Recreation Committee webpage (as of March 2019): <https://www.ci.lowell.or.us/bc-parkscommittee>

Funding Requirements

Park systems require funding for personnel, equipment, ongoing maintenance, programming, periodic improvements, and periodic expansion. According to the NRPA, a typical park and recreation agency spends roughly 55% of its budget on personnel, 38% on operating expenses, 5% on non-CIP capital expenditures, and 2% on other needs. Typical expenses across each of these categories include:

- **Personnel:** Includes salaries, wages, and benefits for full-time, non-full-time, and contract personnel.
- **Operations:** Includes operational support where the capital fund repays the operating budget, enterprise funds, interdepartmental transfers, and (occasionally) dept service.
- **Non-CIP Capital Expenses:** Includes capital equipment (e.g. computers, vehicles, mowers, tractors, etc.), cyclical maintenance, and (occasionally) dept service.

“On average, park and recreation agencies derive three fifths of their operating budgets from general fund tax support, although the percentage of funding from general fund tax support tends to be lower at agencies with larger operating budgets. The second largest source of funding for most agencies is earned/generated revenues, accounting for an average of 25 percent of operating expenditures. Some agencies depend on special, dedicated taxes for part of their budgets. These park and recreation districts obtain the majority of their funding from tax levies dedicated to park and recreation purposes approved by citizen referenda.”

2018 NRPA AGENCY PERFORMANCE REVIEW

Park revenue comes from property taxes (General Fund), System Development Charges (SDCs), and any grants the City receives.

Park expenses fall into two main categories: operating costs and capital outlay.

The next two sections present information on the City of Lowell’s operating and capital budgets respectively.

Operating Budget (Parks Fund)

The City of Lowell operating budget for parks (Parks and Recreation Fund) covers ongoing costs such as staffing, operations, maintenance, and equipment. It does not include longer term, “big ticket” items such as equipment purchases for a new park; these items are instead incorporated into the Parks and Recreation Department’s Capital Improvement Plan when they arise.

Revenue for the Parks Department comes from the General Fund, System Development Charges (SDCs), and any grants the City receives (Table 7-1). General Fund revenues currently cover all park operations. The General Fund is comprised of City property taxes, franchise fees, State shared revenues, contracted positions, and regulatory fees.

Within the General Fund the parks department covers the maintenance and operation of City parks including, but not limited to: mowing, landscaping (tree trimming, weed control, etc.), litter removal, water, sewer, equipment, and public restroom maintenance. In addition, this fund supports maintenance of the Lane County Covered Bridge and Interpretive Center under an existing agreement with Lane County. Finally, the Parks Fund supports the coordination of park related activities such as the Dexter Farmers Market. In addition, the City maintains a separate fund to support the Blackberry Jam Festival.

The operating budget is developed during the normal budget cycle each year. Beginning in April, the Public Works Director works with the Budget Officer to discuss budget estimations

Table 7-1: Lowell Parks Operating Budget

| | FY 16 - 17 Actual | FY 17 - 18 Actual | FY 18-19 Estimate | FY 19-20 Proposed |
|------------------------------------|----------------------|----------------------|----------------------|----------------------|
| Revenue | | | | |
| General Fund Beginning Cash | | | | |
| Total General Fund Beginning Cash | \$123,608 | \$184,077 | \$225,395 | \$231,767 |
| General Fund Revenues | | | | |
| Total General Fund Revenues | \$271,164 | \$297,048 | \$1,134,211 | \$1,388,458 |
| Interfund Transfers | | | | |
| Total Interfund Transfers | \$10,421 | \$0 | \$0 | \$0 |
| SDC Fund | | | | |
| Total SDC Fund | \$6,737 | \$67,550 | \$74,803 | \$69,014 |
| Parks SDC Fund | | | | |
| Total Parks SDC Fund | \$0 | \$0 | \$15,171 | \$8,822 |
| TOTAL REVENUE | \$411,930 | \$548,675 | \$1,434,409 | \$2,926,446 |
| Parks Requirements | | | | |
| Personnel Services | | | | |
| Total Personnel Services | \$23,466 | \$25,265 | \$25,614 | \$39,088 |
| Materials & Services | | | | |
| Total Materials & Services | \$17,787 | \$11,789 | \$55,883 | \$22,803 |
| Capital Outlay | | | | |
| Total Capital Outlay | \$0 | \$0 | \$426,500 | \$790,000 |
| Debt Service | | | | |
| Total Debt Service | \$0 | \$0 | \$0 | \$0 |
| Interfund Transfers | | | | |
| Total Interfund Transfers | \$0 | \$0 | \$0 | \$0 |
| Contingency | | | | |
| Total Contingency | \$0 | \$0 | \$0 | \$0 |
| Reserved | | | | |
| Ending Reserve | \$0 | \$0 | \$0 | \$0 |
| TOTAL PARKS REQUIREMENT | \$41,253 | \$37,053 | \$507,998 | \$851,891 |

Source: City of Lowell Budget

Officer to discuss budget estimations for the upcoming fiscal year. The budget is then drafted and approved by June 30. This section presents park operating budget information from FY 2016-2017 through FY 2019-2020. The approved FY 2018-2019 budget includes funds allocated for parkland acquisition (\$426,500) and the proposed FY 2019-2020 budget includes proposed funding for Rolling Rock Park Improvements (\$790,000).

In the U.S., the typical park and recreation agency (in a jurisdiction with fewer than 20,000 residents) has **median operating expenditures of just over \$93 per person, per year.**³ Based on Lowell’s proposed FY 19-20 parks operating budget of \$61,891 (not

³ Ibid.

including the \$790,00 proposed for Rolling Rock Park improvements), **Lowell will spend just under \$58 per person on parks in FY 19-20 (in FY 18-19 the City spent just under \$76 per person** on parks, not including funds spent on parkland acquisition). The City estimates a future parks operating budget of \$87,412 (**approximately \$81 per person**) to be paid for through the General Fund, which may be supplemented by a parks utility fee or special levy. Considering Lowell’s small size and low population density overall, per person spending appears reasonable.

Table 7-1 shows the last four fiscal year Park Fund budget allocations. The table shows that the Lowell Parks operating budget has increased substantially. This is in large part due to land acquisition (FY 18-19) and proposed park improvements (FY 19-20) for Rolling

Capital Budget: SDC Park Improvement Fund

The Lowell Parks SDC Improvement funds facilitate new capital construction and park system expansion projects. These projects include significant improvement or expansion of existing parks and development of new parks. When new development occurs in the City, Systems Development Charges (SDCs) generate revenue for these funds. Due to modest increases in development in recent years, the SDC Funds are growing. Improvement Fund growth has facilitated several recent upgrades to the park system. These upgrades

include new playground equipment for Paul Fisher Park and land acquisition on property adjacent to Rolling Rock Park. The Parks Reimbursement SDC Funds recover costs associated with capital improvements already constructed or under construction.

In Lowell, City Ordinance No. 389 (amended 2007) establishes the method for determining SDCs. The 2019-20 SDC fee for parks is \$1,032 per “equivalent dwelling unit” (EDU). A 3% administration fee is also collected. Uses that provide lodging (motels, hotels, and RV parks) pay 65% of the total Parks SDC per EDU (number of spaces/units). Non-residential uses do not pay a Parks SDC Fee.

Table 7-2 shows a comparison of SDC park fees collected for similarly sized cities across Oregon. The table shows that the Lowell park SDC is lower than the average for similarly sized cities. The Lowell Parks SDC fee is based on 1 Equivalent Dwelling Unit (EDU) for residential development. Commercial, industrial, and other non-residential developments that do not provide lodging do not pay a Parks SDC fee. Uses that provide lodging, such as motels, hotels, and RV parks, are assumed to be occupied 65% of the time, and pay 65% of the total Parks

Table 7-2: SDC Comparisons

| City | Residential | | | Total |
|---------------|--------------|---------------|-------------|----------------|
| | Improvement | Reimbursement | Other Fee | |
| Tangent | \$3,239 | \$0 | \$0 | \$3,239 |
| Coburg | \$0 | \$2,934 | \$147 | \$3,081 |
| Yamhill | \$3,023 | \$0 | \$0 | \$3,023 |
| Columbia City | \$2,019 | \$0 | \$0 | \$2,019 |
| Amity | \$65 | \$1,053 | \$0 | \$1,118 |
| Lowell | \$985 | \$47 | \$31 | \$1,063 |
| Depoe Bay | \$660 | \$0 | \$0 | \$660 |
| Irrigon | \$500 | \$0 | \$0 | \$500 |

Source: League of Oregon Cities, City websites, Research and Analysis by IPRE

SDC per EDU, multiplied by the number of spaces or units.

Cities that collect SDCs for non-residential development often charge a rate based on square footage of building (e.g., rate per 1,000 SF) and may charge based on the type of development (NAICS code).

According to the NRPA, the typical park and recreation agency serving a population of fewer than 20,000 has a median five-year capital budget of

roughly \$650,000. **Table 7.3** shows that both revenue and expenditures in the Park Improvement Budget lag well behind the national median. However, Lowell has successfully funded significant park development and improvement projects through a mix of private donations, sponsorships, and State of Oregon Parks and Recreation Department Grant sources. These funds have supported the acquisition of parkland and multiple improvement projects.

Table 7-3: Lowell SDC Park Improvement Budget

| | FY 16 - 17 Actual | FY 17 - 18 Actual | FY 18-19 Estimate | FY 19-20 Proposed |
|--|----------------------|----------------------|----------------------|----------------------|
| Resources | | | | |
| Beginning Balance | | | | |
| Total Beginning Balance | \$26,033 | \$28,833 | \$37,691 | \$46,513 |
| Use of Money and Property | | | | |
| Total Use of Money and Property | \$0 | \$34 | \$942 | \$1,163 |
| Park System Development Charges (SDC) | | | | |
| Total Park SDC | \$2,800 | \$8,824 | \$7,880 | \$7,880 |
| TOTAL RESOURCES | \$28,833 | \$37,691 | \$46,513 | \$55,556 |
| Requirements | | | | |
| Materials and Services | | | | |
| Total Materials and Services | \$0 | \$0 | \$0 | \$10,000 |
| Capital Outlay | | | | |
| Total Capital Outlay | \$0 | \$0 | \$0 | \$45,556 |
| Ending Balance | | | | |
| Total Ending Cash Balance | \$28,833 | \$37,691 | \$46,513 | \$0 |
| TOTAL REQUIREMENTS | \$0 | \$0 | \$0 | \$0 |

Source: City of Lowell Budget

Projected Expenditures

Based on the recommendations provided in Chapter 6, this plan includes projected expenditures for high- and medium priority capital improvement projects. These include the following projects already included in the FY 19-20 budget:

- Park SDC Funds - \$20,456
- Estimated Completion date - Fall 2020

Park Improvements

To simplify capital planning for Park Improvements, this plan presents High (1-5 year) and Medium (6-12 year) project priorities. Given the City’s track record of successfully leveraging city funding against other public, private, and philanthropic sources, these projects will likely need to be reevaluated and reprioritized on an annual basis. The primary purpose of presenting these budget projections is to compare existing revenue with likely expenditures. The City will utilize these projections to evaluate policy options, where needed, to achieve the City’s park system goals.

Rolling Rock Park Improvements

- Total Project Cost Estimate – \$790,000
- Grant Funds – \$750,000
- General Fund – \$40,000
- Estimated completion date – Fall 2020

Railroad Corridor Improvements

- Total Project Cost Estimate – \$20,639
- Park SDC Funds – \$20,639
- Estimated completion date – Summer 2020

Paul Fisher Park Improvements

- Total Project Cost Estimate – \$612,436
- Grant Funds – \$428,705
- Bond/Loan – \$183,731
- Estimated completion date – Summer 2022

Cannon Street Festival Area Improvements

- Total Project Cost Estimate – \$338,498
- Grant Funds – \$50,000
- Bond/Loan – \$268,042



*Lowell Beautification Day at Rolling Rock Park
Source: City of Lowell*

Table 7-4 and **Table 7-5** forecast roughly \$2.6 million in park improvements (in 2019 dollars) over the next 10-years. These improvements are needed to address currently underserved neighborhoods, address safety concerns within existing

parcs, and ensure that the Lowell park system keeps pace with population growth over time. Refer to Volume II- Appendix A for additional park-specific budget forecasts for Rolling Rock Park, Railroad Corridor Park, and Paul Fisher Park.

Table 7-4: P1 Parkland Improvements (FY19-20 through FY23-24)

| Program Element | Quantity Unit | Cost/Unit | Projected Cost |
|--|---------------|----------------------------|---------------------|
| New Parks | | | \$ 359,137 |
| <i>Railroad Corridor</i> | | | \$ 20,639 |
| Phase I Improvements | 1 Each* | \$ 20,639 | \$ 20,639 |
| <i>Cannon Street Festival Area</i> | | | \$ 338,498 |
| Cannon Street Festival Area Improvements | 1 Each** | \$ 338,498 | \$ 338,498 |
| Existing Parks | | | \$ 1,402,436 |
| <i>Rolling Rock Park</i> | | | \$ 790,000 |
| Update/Improve Rolling Rock Park (Phase I) | 1 Each* | \$ 790,000 | \$ 790,000 |
| <i>Paul Fisher Park</i> | | | \$ 612,436 |
| Update/Improve Paul Fisher Park (Phase I) | 1 Each* | \$ 612,436 | \$ 612,436 |
| | | SUBTOTAL | \$ 1,761,573 |
| | | Add 10% Design/Engineering | \$ 176,157 |
| | | Add 15% Contingency | \$ 264,236 |
| | | Add 2% Fees | \$ 35,231 |
| | | TOTAL | \$ 2,237,198 |

*Refer to budget detail in Volume II
**See CIP for budget detail

Source: Institute for Policy Research and Engagement estimates.

Table 7-5: P2 Parkland Improvements (FY24-25 through FY28-29)

| Program Element | Quantity Unit | Cost/Unit | Projected Cost |
|--------------------------|---------------|---------------------|-------------------|
| New Parks | | | \$ 124,470 |
| <i>Railroad Corridor</i> | | | \$ 124,470 |
| Phase II Improvements | 1 Each* | \$ 124,470 | \$ 124,470 |
| | | SUBTOTAL | \$ 124,470 |
| | | Add 15% Contingency | \$ 18,671 |
| | | Add 2% Fees | \$ 2,489 |
| | | TOTAL | \$ 145,630 |

*Refer to budget detail in Volume II

Source: Institute for Policy Research and Engagement estimates.

Looking at the Capital Improvement Fund over the past four years, average revenue from SDCs has been just over \$12,000 per year (only FY 18-19 and 19-20 included). Assuming this rate holds steady over the next 10-years,

expected revenue would total just under \$120,000 for capital projects. This is less than 5% of the projected improvement total. Table 7-6 shows the roughly \$2.48 million funding gap that the City will need to fill to

complete these projects. While Lowell has been successful at raising external funds to support park improvements, the revenue gap suggests that the City may need to consider additional funding tools moving forward.

This section presents potential funding tools available to the City for park system improvements and maintenance. This information was gathered through a case study review of other cities' Park Master Plans

Table 7-6: Budget Comparison

| Budget Projection | Amount |
|--|---------------------|
| 10-year High and Medium Priority Improvement | \$2,600,628 |
| 10-year SDC Park Fund Revenue at Current 5-Year Annual Average | \$119,965 |
| Capital Improvement Funding Gap | -\$2,480,663 |

within the State of Oregon as well as professional knowledge of parks planning and internet research. City of Lowell staff together with the City Council will need to work together to develop the most appropriate funding strategy for the

Additional Funding Tools

community's park system given the current fiscal environment and other influencing community factors.

The NRPA reports that in 2018 most park and recreation agencies generated operating revenues from multiple sources. Across all agencies surveyed, these sources include the following (percentages reflect average percentage distribution of operating expenditures):

- General Fund Tax Support (59%)
- Earned/Generated Revenue (25%)
- Dedicated Levies (8%)
- Other Dedicated Taxes (3%)
- Grants (2%)
- Sponsorships (1%)
- Other Sources (2%)

Importantly, smaller jurisdictions generally fund a higher percentage of their operating budgets through general fund tax support. Even so, the second largest source of funds for most park agencies is earned/generated revenues.

General Fund

The general fund accounts for all city financial resources that are not specifically tied to another fund. Resources come from a wide variety of revenue streams and support essentially all of the local government's essential functions, including policy and legislation, public safety, code enforcement, economic development, city officials, and so on. Use of the general fund may not be the most appropriate revenue structure because the general fund has competing priorities with essential City services.

Alternatively, the City may want to consider dedicated funding tools that would allow the park system to be more self-sustaining. The general fund may potentially be used to offset administrative, liability, or fleet operation expenditures of the park systems rather than capital

improvement projects or park systems maintenance. Currently, Lowell park operations are primarily funded through the General Fund.

Utility Fees

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

Parks utility fees are used by local governments across the State of Oregon. Cities such as Medford, Talent, and West Linn have successfully implemented Parks Utility Fees for the operation and maintenance of parks, facilities, beautification and right-of-way areas. Parks Utility Fees for these three cities range from \$2.80 in the City of Talent to \$9.20 in the City of West Linn.

When surveyed, 35% of Lowell residents were supportive of a monthly fee to pay for new parks, park improvements or maintenance. Another 43% of respondents indicated that their support would depend on the specifics which were proposed. Respondents who answered ‘yes’ or ‘it

depends’ were also asked how much they would be willing to pay. Sixty-six-percent of those respondents indicated that they would be willing to pay between \$1 and \$6 per month for park services and maintenance.

Implementation of parks utility fee allows local governments to continually invest in parks, making it possible for these assets to be used by residents. The parks utility fee can be increased to stabilize the on-going maintenance

Table 7-7: Park Utility Fee Revenue Potential

| Monthly Fee (\$) | 2019 Revenue Potential | | Estimated 2040 Revenue Potential* | |
|------------------|------------------------|----------|-----------------------------------|----------|
| | Monthly | Annual | Monthly | Annual |
| \$1 | \$459 | \$5,508 | \$594 | \$7,123 |
| \$2 | \$918 | \$11,016 | \$1,836 | \$22,032 |
| \$3 | \$1,377 | \$16,524 | \$2,754 | \$33,048 |
| \$4 | \$1,836 | \$22,032 | \$3,672 | \$44,064 |
| \$5 | \$2,295 | \$27,540 | \$4,590 | \$55,080 |
| \$6 | \$2,754 | \$33,048 | \$5,508 | \$66,096 |

Presents the estimate revenue generation, based on the number of housing units in Lowell in 2017 (US Census Bureau estimates)

* Based on an assumed 29% increase in households (Lowell’s population is expected to grow 20% by 2040 and persons per household is expected to decrease)

needs which represent a large long-term cost to the City. This would relieve the park system’s reliance on revenue from the City’s General Fund.

Based on the population (and projected population growth) of Lowell, the City should consider a \$1 to 6 monthly utility fee. More on the formation of a park and recreation district is described in the section below.

Local Improvement District or Parks and Recreation District

Forming a local improvement district or parks and recreation district are common funding tools for park

systems. Both types of designated districts establish a tax on real property within a specified area to off-set all or part of the costs of a public revitalization or development initiative. This provides a long-term and stable revenue stream to be used for either maintenance or capital improvements to local parks.

Parks and recreation districts establish a set (fixed) rate or percentage-based tax to support the park system. In a local improvement district, rates can be apportioned according to the estimated benefit that will accrue for each property. Bonds are then sold for the amount of the improvement or special project.

These tools present an opportunity for local residents to invest in their neighborhoods and support projects and initiatives they have identified as a priority. Funding is generated from a tax levy on real property within a specified area. In turn, these funds directly benefit the designated area and the local residents therein.

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

fundraising and financial management should be considered.

Lowell could consider adding a park district.

Tax Levy

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

Public, Organizational or Government Grants

Grants provide a source of revenue not otherwise accessible within a local community. This funding source can be used for either large or small-scale projects. Lowell successfully competes for Oregon Park and Recreation Department Grants on a regular basis. This funding tool is best used for projects that have a set goal(s) or tangible improvement. Grant contributions should not be considered a primary funding tool for a self-sustaining park system, but rather to

supplement occasional special projects.

Grants can be highly competitive and often require matching contributions. When applying for grants it is important to do substantial outreach and research to ensure the proposed project or initiative adheres to the criteria set forth in the grant. In recent years the number of transportation related grants, especially for pedestrian and bicycle infrastructure, has increased substantially. Other park related projects or initiatives well-suited for grants include trails and greenways, natural resource conservation and water quality, public safety, and tree planting.

Donations, Contributions and Volunteer Support

Donations of labor, cash, land, or park infrastructure (such as benches, trees, or playground equipment) can be used for specific projects. Examples of donations from community members for capital improvement projects could include an annual tree planting day sponsored by a local organization, property donation to the City, a fundraiser drive, or “legacy planning” through individual estates. This funding tool is well suited for capital improvements projects because it provides a tangible enhancement or “finished product” to the local park system to which donors or participants can feel connected.

Volunteers may provide direct and indirect support to the park system. For example, a neighborhood association

that agrees to provide mowing or litter removal for a local park directly saves on paid maintenance tasks. Volunteer safety patrols may indirectly reduce facility damage and vandalism, protecting City assets. Volunteer hours and cash and in-kind donations can also be used to achieve matching requirements for grant funding.

In addition to offsetting park expenditures, donations and contributions provide a platform for the local community to engage with and take pride in their park system. The drawbacks of donations and contributions include considerable time and effort needed by City staff to organize and promote opportunities and participation is often unpredictable and irregular.

Park Dedication in Lieu of Fees

Under Section 3.410 of Ordinance 234 (SDC Ordinance) Lowell provides “Credits for Development” of qualified capital improvements, including parks. Public dedication offers guaranteed land for the parks system expansion in step with land development trends and helps to relieve the pressure of new development on the parks system. This tool is best utilized when coupled with strong outreach efforts to land developers.

Transient Room Tax

Lane County currently administers Transient Room Tax (TRT) programs for cities in Lane County. These tax dollars are to be used for the promotion

and development of tourism and visitor programs. The amount of tax dollars available for any given period varies with the lodging occupancy rate. Existing TRT does not generate large revenues in Lowell, however, the potential exists during large events such as rowing regattas and boat races. The City currently does not have its own tax, however, does receive funds from Lane County. The City can adopt its own lodging tax. In the past, TRT applied only to Bed and Breakfasts (B&Bs) in Lowell, however the state recently adopted legislation that also subjects Air B&B, VRBO, and others to these taxes.

User Fees

User fees may be collected from individuals for park system facility rentals. As the park system expands and new facilities are built, this reservation program could expand. Parking fees could potentially be utilized at special events. Although user fees will typically only make up a small amount of the total park system revenue, these fees could help offset day-to-day maintenance costs. When considering renting city owned facilities it is important to have a fair fee structure applicable to all interested parties regardless of affiliation.

Land Trust and Easements

Land trusts and easements are often considered a win-win solution to set aside land for parks, natural areas, or rights of way. This is because these tools (1) are a voluntary action on the

part of a local community member, business, advocacy group, or other organization and (2) offer tax incentives for the benefactor. Trusts can be acquired by the City or partnering organization through a donation, estate will, reduced priced sale, or exchange. Private property owners can acquire easements. Easements may be an especially attractive tool for accessibility projects and initiatives that aim to connect parks and natural areas throughout the city that may be separated by numerous public and private properties. Private property owners are able to allow full or limited access through their property without forfeiting other property rights.

The drawbacks of land trusts and easements are that these tools can take a considerable amount of time and effort from City staff. If land trusts are considered for the Lowell park system, the City or Parks Commission may want to partner with a conservancy group for advising or management assistance.

Wetland Mitigation Banking

Wetland mitigation banking is a planning and funding tool used to protect, restore, and enhance critical conservation areas, including wetlands, streams, and sensitive habitat areas. It should not be considered for a manicured or highly maintained park, but rather for natural areas where development is unlikely.

Wetland mitigation banking aims to consolidate small fragmented

mitigation projects into larger contiguous sites. A mitigation banker (in this case the City of Lowell) would undertake a design and compliance process to preserve a conservation area under its jurisdiction. Once the process is complete, the banker can acquire “credits” or payments from private developers for certain applicable projects. Developers buy credits from the City when they wish to improve a property for commercial purposes that would impact a wetland, stream, or habitat area on that property. In theory the loss of a small wetland, stream, or habitat area on the developer’s property would be compensated with the preservation of a larger conservation area on the City’s property.

Wetland mitigation banking has a significant amount of compliance and a steep learning curve; however, this tool has continued to grow in popularity and can be used to offset management costs for natural and open spaces that meet specified requirements. Wetland mitigation banking should not be considered a short-term strategy, as it takes substantial commitment and upfront investment from a city.

During the first five years or initial phase, the City would be required to fund management plans and any necessary retainers. The City also must work with federal land agencies, such as the Army Corps of Engineers, and subject matter experts for planning purposes. After the first five years, the local wetland mitigation banking program typically enters into a maintenance phase with substantially less operating and management costs.

In order for the City of Lowell to be approved for wetland mitigation banking they must meet certain criteria, including (1) owning a site that is conducive and appropriate for wetland mitigation (i.e. vegetation, hydrology, and soil types), (2) having necessary up-front capital and commitment, and (3) access to necessary resources (i.e. subject matter expertise and earthmoving equipment).

According to the City of Roseburg, which currently uses wetland mitigation banking, there is a potential for the initiative to be profitable once it enters the maintenance phase. An established 15-acre wetland area under Roseburg’s jurisdiction costs the City roughly \$5,000 to maintain annually; whereas conservation credits are being sold for \$85,000 – 100,000 per acre⁴. Furthermore, the City of Roseburg has experienced a relatively high demand for conservation credits, making this funding tool a reliable source of revenue. Today, there are only a limited number of local jurisdictions using wetland mitigation banking. The demand for conservation credits from developers is higher than what is currently available through supply⁵.

The first step for consideration of this option is to identify suitable properties within the Urban Growth Boundary.

⁴ Pope, Tracy, interview by Jennifer Self. Parks Director, City of Roseburg (December 2014).

⁵ *Ibid.*



Lowell State Recreation Area
Source: City of Lowell



Prepared for:
City of Lowell

107 E 3rd Street
Lowell, OR 97452

Prepared by:

O UNIVERSITY OF
OREGON | School of Planning, Public
Policy and Management
Institute for Policy Research and Engagement

LOWELL PARKS MASTER PLAN

MAY 2019

VOLUME II: PARK CONCEPT PLANS

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Lowell Parks and Recreation Master Plan Steering Committee

Jerry Bjornstad
Joseph Brazill*
Aaron Graham
Sara Mikulich*
Tony Moreci*

Hall O'Regan*
Mary Wallace
George Wild*
Tristan Woodhurst

* Member of the Lowell Parks and Recreation Committee

Institute for Policy Research and Engagement Team

Robert Parker, Program Director
Michael Howard, Project Manager
Greg Oldson, Lead Designer
Steve Dobrinich, Project Associate
Riley Clark-Long, Student Research Associate
Andrew Schurr, Student Research Associate
Amber Shackelford, Project Associate

About the Institute for Policy and Research Engagement

The Institute for Policy Research and Engagement (IPRE) is a research center affiliated with the Department of Planning, Public Policy, and Management at the University of Oregon. It is an interdisciplinary organization that assists Oregon communities by providing planning and technical assistance to help solve local issues and improve the quality of life for Oregon residents. The role of the IPRE is to link the skills, expertise, and innovation of higher education with the transportation, economic development, and environmental needs of communities and regions in the State of Oregon, thereby providing service to Oregon and learning opportunities to the students involved.

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Rolling Rock Park Concept Plan

Introduction

Rolling Rock Park is currently an approximately 1.6 acre park located in the center of downtown Lowell, adjacent to North Shore Drive. Its main features include historical exhibits that showcase the town’s logging and railroad heritage, along with an amphitheater and open lawn areas that accommodate some of the Lowell’s summer events like the Blackberry Jam and the Farmer’s Market.

The town of Lowell is currently undergoing a planning process to re-envision a vibrant downtown infrastructure for new businesses, municipal buildings, residential living and public spaces. Within this master plan, Rolling Rock Park would become a slightly larger 2 acre park that is consolidated into a large block as opposed to its current linear layout. ICPE and the town of Lowell have come up with the following goals and conceptual plan to guide the development of the newly envisioned Rolling Rock Park.



Rolling Rock Park

Source: Institute for Policy Research and Engagement

- Develop versatile park spaces that can accommodate a variety of uses and events including the Farmer’s Market and Blackberry Jam.
- Represent important aspects of Lowell’s history through interactive and educational display and interpretation.

Goals

- Create a “Central Park” for Lowell that provides a diverse and vibrant open space to connect existing neighborhoods and schools with future downtown development.

Design Elements & Use Areas

Circulation - Develop a hierarchy of pathways and park entrances to allow visitors to access various use areas throughout the park and to connect to existing and future development. The

majority of pathways throughout the park will be 5-6' wide poured concrete. The grading of all pathways should conform to ADA design guidelines to allow equal access to and throughout the park for all abilities.

Parking - Create parallel parking on all adjacent streets (North Shore Drive, South Moss Street, Cannon Street, East Main Street).

Trees - A variety of trees should be located throughout the park to provide shade for seating and picnic areas as well as providing seasonal beauty. The West and South sides of the park will have the highest density of trees to provide some evening shade at events and provide some canopy for the playground and picnic areas. All trees within the park must be pruned for safety and to maintain open sightlines throughout the park. Native and drought tolerant species should be selected whenever possible.

Seating - Seating benches should be located throughout the park. Location and installation of benches can happen over time as areas are assessed for need, including; shade, views, and proximity to other park features (playground, pathways).

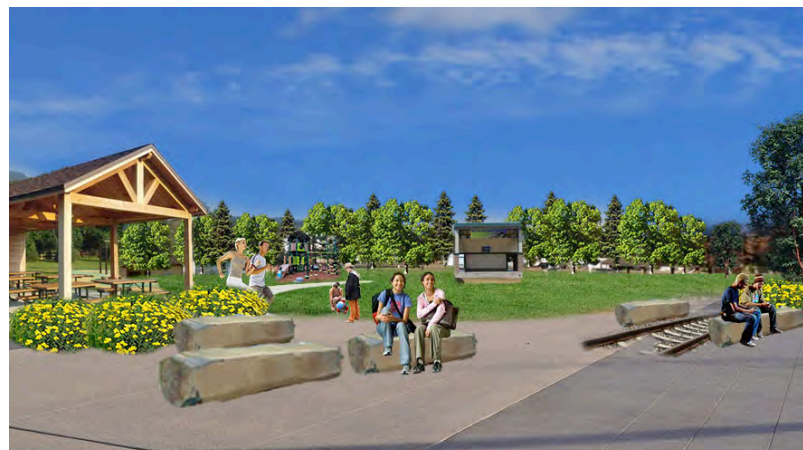
Picnic Pavilions and dispersed picnic tables - Picnic pavilions and tables are represented in the Rolling Rock concept plan. Because of the high cost of a new park, both of these amenities should be

assessed regarding their need and location, and could be phased in at a later time. Reuse of materials from the existing picnic pavilions should be considered.

USE AREAS

Historic Caboose and Railroad Interpretation - The concept plan proposes using the caboose as an interpretive feature along North Shore Drive. Portions of track will be constructed parallel to the historic alignment and inter-planted with grasses and flowering perennials to provide a nostalgic feel along with relaying the historic utility of the railroad. Interpretive signage should be provided as necessary, and some of the existing railroad features (lights, crossing signals) can be used to expand the historical and educational value for visitors.

Park Entrance Plaza - The northeast entrance is designed as the main entrance to the park, following work completed with the Lowell Downtown Master Plan. In order to connect with future urban planning, this will be a broad entrance that opens into the park looking onto the amphitheater and bandstand. This plaza is designed



to give recognition to the historic railroad line while also providing colorful plantings and seating benches to relax and enjoy the space. This plaza should also include park signage in addition to allowing space for public art. Whenever possible local materials should be used. This may include locally quarried basalt columns for seating benches or repurposed steel railroad track in the landscape and for construction of signage and other structures (pavilions).

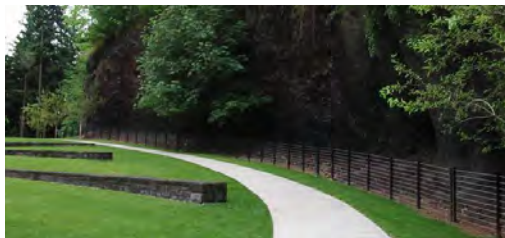


Tree Grove Picnic and Interpretive Area – The tree grove will be planted with native and drought tolerant species to provide shade for a dispersed picnic area. Native species and species with particular importance to the logging industry can be marked with interpretation and used as an educational element. This area could also act as a site to display some of the existing logging equipment.



Amphitheater Seating Area – The amphitheater area will be regraded to allow for at least two 18” high terraced seating benches. The seating benches can be constructed from poured concrete, or local basalt can be used either as a veneer or stacked as a rough boulder wall. The surrounding amphitheater area will be maintained as relatively level grass terraces.

Covered Picnic Pavilion – The concept design proposes a 60’ x 30’ covered pavilion toward the northeast corner of the park. The pavilion would provide covered seating for picnic tables as well as restrooms and a small concessions area.





Playground – A small playground area is proposed in the concept design to diversify the park and provide activities for multiple age groups. Playground equipment should provide for a diversity of uses along with consideration for ADA access. A tall central tower structure could provide children with amazing views of the park and the surrounding natural landscape.

Open Lawn – The east side of the park, including a large lawn area, is designed as flexible open space to accommodate events like the Farmer’s Market, as well as being a versatile space for other active or passive uses. This flexible lawn area will be relatively level to serve as an events space and will be easily accessible from either Cannon or East Main Street.

Rolling Rock Park Design Concept



- | | | |
|---|--|--|
| ① HISTORIC CABOOSE AND RAILROAD INTERPRETATION | ⑦ EXISTING BANDSTAND |  PICNIC TABLE |
| ② PARK ENTRANCE PLAZA | ⑧ TREE GROVE (PICNIC AREA) |  BENCHES |
| ③ SEATING BENCHES (BASALT COLUMNS OR FORMED CONCRETE) | ⑨ SMALL PLAYGROUND |  COVERED PICNIC PAVILIONS |
| ④ BUS STOP | ⑩ OPEN LAWN (FLEXIBLE SPACE USED FOR FARMERS MARKET) |  SOFT TRAIL |
| ⑤ AMPHITHEATER SEATING AREA | | |
| ⑥ COVERED PICNIC PAVILION (COULD INCLUDE CONCESSIONS AND RESTROOMS) | | |

Rolling Rock Park Cost Estimate

| Program Element | Quantity | Unit | Cost/Unit | Total |
|--|----------|---------|---------------|---------------|
| Phase I (Primary infrastructure) | | | | |
| SITE PREPARATION/DEMOLITION | | | | |
| Removal of existing paths | 1,000 | Sq. Ft. | \$ 1.00 | \$ 1,000.00 |
| Site clearing and grading | 87,120 | Sq. Ft. | \$ 0.50 | \$ 43,560.00 |
| HARD SURFACES | | | | |
| Paths | | | | |
| 5' hard surface paths (4" concrete) | 2300 | Sq. Ft. | \$ 8.50 | \$ 19,550.00 |
| 4' soft paths | 500 | Sq. Ft. | \$ 3.50 | \$ 1,750.00 |
| Entry Plaza | | | | |
| Seating walls with basalt veneer | 60 | In. ft. | \$ 30.00 | \$ 1,800.00 |
| Concrete flatwork | 3900 | In. ft. | \$ 8.50 | \$ 33,150.00 |
| Amphitheater Area | | | | |
| Seating walls | 250 | In. ft. | \$ 30.00 | \$ 7,500.00 |
| Playground Area | | | | |
| Concrete curb | 155 | In. ft. | \$ 30.00 | \$ 4,650.00 |
| Playground surfacing (wood chips) | 122 | CY | \$ 32.00 | \$ 3,904.00 |
| 6" Drainage rock | 61 | CY | \$ 18.40 | \$ 1,122.40 |
| STRUCTURES | | | | |
| 50' x 30' Pavilion with Restroom and concessions | 1 | Each | \$ 200,000.00 | \$ 200,000.00 |
| Play Equipment | 1 | Each | \$ 75,000.00 | \$ 75,000.00 |
| Relocate Caboose | 1 | ls | \$ 8,000.00 | \$ 8,000.00 |
| LANDSCAPING AND IRRIGATION | | | | |
| Vegetation | | | | |
| Trees (2" caliper) (does not include street trees) | 14 | Each | \$ 250.00 | \$ 3,500.00 |
| Conifers (6-7') (does not include street trees) | 12 | Each | \$ 150.00 | \$ 1,800.00 |
| Planting beds (Soil prep, fertilizers, plant materials, mulch) | 3780 | Sq. Ft. | \$ 3.50 | \$ 13,230.00 |
| New Lawn (includes soil prep) | 70000 | Sq. Ft. | \$ 1.25 | \$ 87,500.00 |
| Irrigation | 1 | ls | \$ 30,000.00 | \$ 30,000.00 |
| SITE FURNISHINGS | | | | |
| Site Amenities | | | | |
| Picnic tables | 4 | Each | \$ 1,500.00 | \$ 6,000.00 |
| Seating benches (6' ADA) | 4 | Each | \$ 1,000.00 | \$ 4,000.00 |
| Bike racks | 6 | Each | \$ 300.00 | \$ 1,800.00 |
| Garbage can | 3 | Each | \$ 750.00 | \$ 2,250.00 |
| New entrance signage | 1 | Each | \$ 1,500.00 | \$ 1,500.00 |
| Lighting | | | | |
| Along paths (75' oc) | 7 | Each | \$ 4,500.00 | \$ 31,500.00 |

| | |
|----------------------|----------------------|
| SUBTOTAL | \$ 584,066.40 |
| Add 10% Design/Engin | \$ 58,406.64 |
| Add 15% Contingency | \$ 87,609.96 |
| Add 2% Fees | \$ 11,681.33 |
| TOTAL | \$ 741,764.33 |

| | | | | |
|--|---|------|--------------|--------------|
| Phase II (Additional amenities) | | | | |
| STRUCTURES | | | | |
| 20' diameter covered picnic pavilion | 2 | Each | \$ 30,000.00 | \$ 60,000.00 |
| SITE FURNISHINGS | | | | |
| Site Amenities | | | | |
| Picnic tables | 4 | Each | \$ 1,500.00 | \$ 6,000.00 |
| Seating benches (6' ADA) | 4 | Each | \$ 1,000.00 | \$ 4,000.00 |

| | |
|----------------------|---------------------|
| SUBTOTAL | \$ 70,000.00 |
| Add 10% Design/Engin | \$ 7,000.00 |
| Add 15% Contingency | \$ 10,500.00 |
| Add 2% Fees | \$ 1,400.00 |
| TOTAL | \$ 88,900.00 |

Rolling Rock Park Cost Estimate

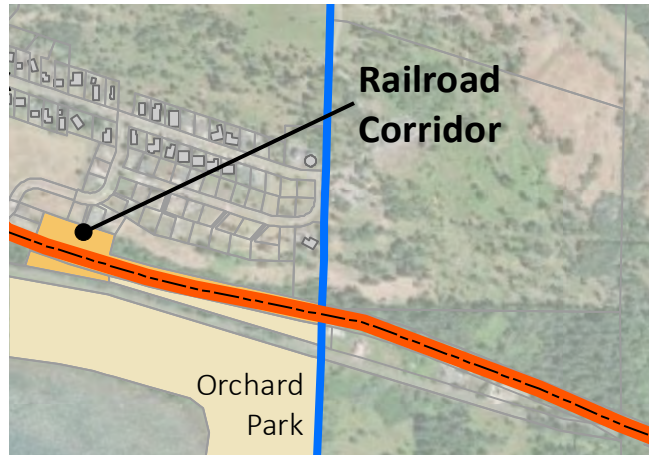
| Program Element | Quantity | Unit | Cost/Unit | Total |
|--|----------|---------|---------------|----------------------|
| Phase I (Primary infrastructure) | | | | |
| SITE PREPARATION/DEMOLITION | | | | |
| Removal of existing paths | 1,000 | Sq. Ft. | \$ 1.00 | \$ 1,000.00 |
| Site clearing and grading | 87,120 | Sq. Ft. | \$ 0.50 | \$ 43,560.00 |
| HARD SURFACES | | | | |
| Paths | | | | |
| 5' hard surface paths (4" concrete) | 2300 | Sq. Ft. | \$ 8.50 | \$ 19,550.00 |
| 4' soft paths | 500 | Sq. Ft. | \$ 3.50 | \$ 1,750.00 |
| Entry Plaza | | | | |
| Seating walls with basalt veneer | 60 | ln. ft. | \$ 30.00 | \$ 1,800.00 |
| Concrete flatwork | 3900 | ln. ft. | \$ 8.50 | \$ 33,150.00 |
| Amphitheater Area | | | | |
| Seating walls | 250 | ln. ft. | \$ 30.00 | \$ 7,500.00 |
| STRUCTURES | | | | |
| 50' x 30' Pavilion with Restroom and concessions | 1 | Each | \$ 200,000.00 | \$ 200,000.00 |
| Relocate Caboose | 1 | ls | \$ 8,000.00 | \$ 8,000.00 |
| LANDSCAPING AND IRRIGATION | | | | |
| Vegetation | | | | |
| Trees (2" caliper) (does not include street trees) | 14 | Each | \$ 250.00 | \$ 3,500.00 |
| Conifers (6-7') (does not include street trees) | 12 | Each | \$ 150.00 | \$ 1,800.00 |
| Planting beds (Soil prep, fertilizers, plant materials, mulch) | 3780 | Sq. Ft. | \$ 3.50 | \$ 13,230.00 |
| New Lawn (includes soil prep) | 70000 | Sq. Ft. | \$ 1.25 | \$ 87,500.00 |
| Irrigation | 1 | ls | \$ 30,000.00 | \$ 30,000.00 |
| SITE FURNISHINGS | | | | |
| Site Amenities | | | | |
| Picnic tables | 8 | Each | \$ 1,500.00 | \$ 12,000.00 |
| Seating benches (6' ADA) | 8 | Each | \$ 1,000.00 | \$ 8,000.00 |
| Bike racks | 6 | Each | \$ 300.00 | \$ 1,800.00 |
| Garbage can | 3 | Each | \$ 750.00 | \$ 2,250.00 |
| New entrance signage | 1 | Each | \$ 1,500.00 | \$ 1,500.00 |
| Lighting | | | | |
| Along paths (75' oc) | 7 | Each | \$ 4,500.00 | \$ 31,500.00 |
| SUBTOTAL | | | | \$ 509,390.00 |
| Add 10% Design/Engin | | | | \$ 50,939.00 |
| Add 15% Contingency | | | | \$ 76,408.50 |
| Add 2% Fees | | | | \$ 10,187.80 |
| TOTAL | | | | \$ 646,925.30 |

| | | | | |
|--|------|---------|--------------|----------------------|
| Phase II (Playground/Additional structures) | | | | |
| Playground Area | | | | |
| Concrete curb | 155 | ln. ft. | \$ 30.00 | \$ 4,650.00 |
| Playground rubber surfacing | 3300 | SF | \$ 11.00 | \$ 36,300.00 |
| Playground Concrete pad for rubber surface | 3300 | SF | \$ 8.00 | \$ 26,400.00 |
| STRUCTURES | | | | |
| 20' diameter covered picnic pavilion | 2 | Each | \$ 30,000.00 | \$ 60,000.00 |
| Play Equipment | 1 | Each | \$ 75,000.00 | \$ 75,000.00 |
| SUBTOTAL | | | | \$ 202,350.00 |
| Add 10% Design/Engin | | | | \$ 20,235.00 |
| Add 15% Contingency | | | | \$ 30,352.50 |
| Add 2% Fees | | | | \$ 4,047.00 |
| TOTAL | | | | \$ 256,984.50 |

Railroad Corridor Park Concept Plan

Introduction

Railroad Corridor Park is composed of approximately 7.5 acres of land and is located on the eastern edge of Lowell's urban growth boundary. Other than the railroad corridor itself, much of the property has steep slopes and is densely vegetated with Douglas fir upland forest. The city owned property, with its stable and relatively level railroad bed, provides an excellent opportunity to develop a trailhead and short, forested trail. ICPE has developed the following concept plan and design recommendations to utilize this section of old railroad corridor as the



Location of Railroad Corridor Park property

Source: Institute for Policy Research and Engagement

beginning of an expanded local trail system and to capitalize on the railroad's historic significance.

Design Elements & Use Areas

TRAILHEAD DEVELOPMENT



Parking – A parking area will be constructed at the west end of the park off of Wetleau Drive. Initially this parking area will be crushed gravel and should accommodate 5-10 vehicles. Over time, if trail use increases, it may be worth considering paving the parking area with asphalt or concrete. This would also allow ADA accessibility to the Railroad Corridor portion of the trail.



Trailhead information – A small kiosk will be installed at the trailhead. Some useful information may include: rules and regulations, trail maps, historical railroad interpretation, and other information about forest restoration efforts or local ecological systems.

TRAILHEAD DEVELOPMENT



Railroad Corridor Trail – The main trail along the historic railroad right of way will be an 8' wide crushed gravel trail. This approximately ¼ mile trail will provide an easy walking, jogging or biking experience. Some amenities along the trail could include seating benches as well as constructed overlook areas to utilize views through the forest towards Dexter Reservoir. This trail has the potential to eventually continue along the railroad right of way, connecting to Lookout Point and even as a long term connection to the Eugene to Pacific Crest Trail (PCT). Paving this ¼ mile section should be considered in the future to provide accessibility to all.



Connecting trails – As a small hub in the local trail system, efforts should be made to connect this trailhead to Orchard Park and to Lowell's downtown area. A 3' crushed gravel trail will be constructed to connect the Railroad corridor trail to Orchard Park. A series of steps and switchbacks will need to be constructed in order to get the trail down a steep section between the trailhead and West Boundary Rd.

FOREST MANAGEMENT

Forest thinning, invasive species removal and native species restoration

– In order to have a safe, healthy and beautiful trail and natural park, the approximately 7.5 acres of city owned park land should be assessed for forest thinning and invasive species removal. In 2002, a trail plan was developed for this park

providing a variety of restoration and management needs. The plan also mentioned the potential of compensating some park costs through the sale of the thinned lumber on the property. Regular forest management will also need to take place to keep this a safe and vibrant park.

Railroad Corridor Park Design Concept



Railroad Corridor Park Cost Estimate

| Program Element | Quantity | Unit | Cost/Unit | Total |
|---|----------|---------|-------------|---------------|
| TRAILHEAD | | | | |
| Gravel parking lot (stabilized crushed rock surfacing 4" depth, 12" base) | 6500 | Sq. Ft. | \$ 5.25 | \$ 34,125.00 |
| Kiosk and signage | 1 | Each | \$ 5,000.00 | \$ 5,000.00 |
| RIGHT OF WAY TRAIL | | | | |
| 8' Crushed gravel trail | 11200 | Sq. Ft. | \$ 3.50 | \$ 39,200.00 |
| Seating benches (6' ADA) | 3 | Each | \$ 1,000.00 | \$ 3,000.00 |
| Interpretive signage | 2 | Each | \$ 500.00 | \$ 1,000.00 |
| ADDITIONAL TRAILS | | | | |
| 3' Crushed gravel trail | 2070 | Sq. Ft. | \$ 3.50 | \$ 7,245.00 |
| FOREST MANAGEMENT | | | | |
| Forest thinning/Invasive species removal | 7 | Acre | \$ 4,700.00 | \$ 32,900.00 |
| Native plant revegetation | 7 | Acre | \$ 1,000.00 | \$ 7,000.00 |
| SUBTOTAL | | | | \$ 129,470.00 |
| <i>Add 10% Design/Engineering</i> | | | | \$ 12,947.00 |
| <i>Add 15% Contingency</i> | | | | \$ 19,420.50 |
| <i>Add 2% Fees</i> | | | | \$ 2,589.40 |
| TOTAL | | | | \$ 164,426.90 |

Paul Fisher Park Cost Estimate

| Program Element | Quantity | Unit | Cost/Unit | Total |
|---|----------|---------|--------------|---------------|
| SITE PREPARATION/DEMOLITION | | | | |
| Sawcut paving | 0 | Sq. Ft. | \$ 1.20 | \$ - |
| Remove existing sidewalks | 2,294 | Sq. Ft. | \$ 1.00 | \$ 2,294.00 |
| Relocation of playground equipment | 1 | LS | \$ 2,100.00 | \$ 2,100.00 |
| Stripping - Haul off (4" depth) | 186 | CY | \$ 10.30 | \$ 1,915.80 |
| Site Grading | 1 | LS | \$ 1,030.00 | \$ 1,030.00 |
| Import 12" topsoil in low area | 564 | CY | \$ 25.80 | \$ 14,551.20 |
| PAVING | | | | |
| New Parking Lot | 3958 | Sq. Ft. | \$ 8.25 | \$ 32,653.50 |
| Existing Parking Resurfaced | 4667 | Sq. Ft. | \$ 6.20 | \$ 28,935.40 |
| Jointed concrete walks, plaza, basketball court -4" | 8722 | Sq. Ft. | \$ 8.50 | \$ 74,137.00 |
| Reinforced concrete basketball court | 2376 | Sq. Ft. | \$ 8.50 | \$ 20,196.00 |
| Playground edging - 12" | 446 | Sq. Ft. | \$ 30.00 | \$ 13,380.00 |
| Overlay and striping of basketball court | 2376 | Sq. Ft. | \$ 0.77 | \$ 1,829.52 |
| Concrete Seat Walls (18") | 77 | In. ft. | \$ 30.00 | \$ 2,310.00 |
| FENCING | | | | |
| New Cedar Fence (6') | 326 | In. ft. | \$ 24.75 | \$ 8,068.50 |
| Ornamental metal (6' Open) | 221 | In. ft. | \$ 31.00 | \$ 6,851.00 |
| SITE FIXTURES AND FURNISHINGS | | | | |
| Playground Equipment | 1 | LS | \$ 35,000.00 | \$ 35,000.00 |
| Playground Surfacing | 172 | CY | \$ 32.00 | \$ 5,504.00 |
| 6" Drainage rock- Play areas | 86 | CY | \$ 18.40 | \$ 1,582.40 |
| Perf pipe under play areas to ditch | 200 | In. ft. | \$ 1.13 | \$ 226.00 |
| Filter fabric | 1 | LS | \$ 1,550.00 | \$ 1,550.00 |
| Park Signage | 0 | each | \$ 1,200.00 | \$ - |
| Park Benches | 4 | each | \$ 1,000.00 | \$ 4,000.00 |
| Trash Receptacles | 3 | each | \$ 750.00 | \$ 2,250.00 |
| Bike Racks | 6 | each | \$ 300.00 | \$ 1,800.00 |
| Basketball Court Lights | 2 | each | \$ 2,580.00 | \$ 5,160.00 |
| Horseshoe Pits | 2 | each | \$ 200.00 | \$ 400.00 |
| LANDSCAPING | | | | |
| Plant beds (includes soil prep., and plants) | 19292 | Sq. Ft. | \$ 3.50 | \$ 67,522.00 |
| New shade trees | 17 | each | \$ 250.00 | \$ 4,250.00 |
| New ornamental trees | 10 | each | \$ 250.00 | \$ 2,500.00 |
| New conifer trees | 0 | each | \$ 150.00 | \$ - |
| New Lawn (includes soil prep) | 15215 | Sq. Ft. | \$ 1.50 | \$ 22,822.50 |
| New/restored irrigation system | 1 | LS | \$ 25,780.00 | \$ 25,780.00 |
| UTILITIES | | | | |
| Water System 180 LF 6.00 1,080 | 180 | In. ft. | \$ 6.20 | \$ 1,116.00 |
| Electrical System 750 LF 5.90 4,425 | 750 | In. ft. | \$ 6.10 | \$ 4,575.00 |
| Wireless security camera system & install 1 LS 1000 | 1 | LS | \$ 1,030.00 | \$ 1,030.00 |
| SUBTOTAL | | | | \$ 397,319.82 |
| Add 10% Design/Engin | | | | \$ 39,731.98 |
| Add 15% Contingency | | | | \$ 59,597.97 |
| Add 2% Fees | | | | \$ 7,946.40 |
| TOTAL | | | | \$ 504,596.17 |

Trail System Concept Plan

Introduction

Access to the Dexter Lake shoreline within the City and nearby recreation areas is a priority for residents of Lowell. As a part of the trail system established for the City, a trail network extending from the Lowell State Recreational Site on the west to Orchard Park on the east needs to be developed. The intermediate public access point that already exist also need to be developed as public pathways that do not impact adjoining

private properties. A need for additional public boat dock capacity has been identified. The City could provide those facilities, without a boat launch ramp, at some later date at the lake access point at the south end of Moss Street or at Orchard Park.

Concept Design





Prepared for:
City of Lowell

107 E 3rd Street
Lowell, OR 97452

Prepared by:

O UNIVERSITY OF
OREGON | School of Planning, Public
Policy and Management
Institute for Policy Research and Engagement

LOWELL PARKS MASTER PLAN

MAY 2019

VOLUME III: APPENDIX A

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Special Thanks & Acknowledgements

Institute of Policy Research and Engagement wishes to thank the following individuals for their assistance with this project. We thank Jared Cobb (City Administrator) for their advice and assistance throughout the project. We also thank the Lowell Parks and Recreation Master Plan Steering Committee for their dedication to this project.

Lowell Parks and Recreation Master Plan Steering Committee

Jerry Bjornstad
Joseph Brazill*
Aaron Graham
Sara Mikulich*
Tony Moreci*

Hall O'Regan*
Mary Wallace
George Wild*
Tristan Woodhurst

* Member of the Lowell Parks and Recreation Committee

Institute for Policy Research and Engagement Team

Robert Parker, Program Director
Michael Howard, Project Manager
Greg Oldson, Lead Designer
Steve Dobrinich, Project Associate
Riley Clark-Long, Student Research Associate
Andrew Schurr, Student Research Associate
Amber Shackelford, Project Associate

About the Institute for Policy and Research Engagement

The Institute for Policy Research and Engagement (IPRE) is a research center affiliated with the Department of Planning, Public Policy, and Management at the University of Oregon. It is an interdisciplinary organization that assists Oregon communities by providing planning and technical assistance to help solve local issues and improve the quality of life for Oregon residents. The role of the IPRE is to link the skills, expertise, and innovation of higher education with the transportation, economic development, and environmental needs of communities and regions in the State of Oregon, thereby providing service to Oregon and learning opportunities to the students involved.

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Appendix A: Community Input

This appendix describes the process for gathering input that informed the Lowell Parks and Recreation Master Plan and documents the findings from the various public comments we received.

Public Workshops

Public input was solicited via three public workshops held July 28th and September 9th, 2018.

July 28th Workshop: Blackberry Jam

On July 28th Institute for Policy Research & Engagement (IPRE) staff attended the Blackberry Jam in order to gather community input on the City’s park system including desired facilities, improvements to existing parks, and input on future development of the Railroad Corridor property. Staff collected input in a variety of forms including dot posters, a park system map, park specific maps, and a short intercept survey.

DOT PREFERENCE POSTER

The IPRE team used dot preference posters (also known as dot voting, sticker voting, sticking dots, etc.) to measure participant preferences for park amenities. Participant placed up to three stickers next to their top preferences. The posters presented 16 park amenity options. Over 60 people participated in this activity.

| Site Elements | Placed | Site Elements | Placed |
|-------------------------------|--------|------------------------------------|--------|
| Splash/spray play areas | 28 | Restrooms | 4 |
| Reservoir access | 23 | Playground equipment | 4 |
| Skate parks | 19 | Basketball courts | 4 |
| BMX parks | 18 | Fitness stations/workout equipment | 3 |
| Off-leash dog areas | 15 | Picnic areas | 3 |
| Unpaved trails | 14 | Places for artistic expression | 3 |
| Paved trails | 14 | Soccer fields | 3 |
| Sand volleyball courts | 9 | Interpretive signs | 2 |
| Community gardens | 8 | Baseball and softball fields | 2 |
| Green space and natural areas | 7 | Horseshoe pits | 2 |
| Nature play playgrounds | 7 | Outdoor cooking facilities | 1 |
| Covered play areas | 7 | Informational signs | 1 |
| Public art | 5 | Climbing features | 1 |
| Performance spaces | 5 | Football fields | 1 |
| Shelters and covered areas | 4 | Disc golf | 1 |
| Botanical gardens | 4 | Tennis courts | 0 |



IPRE students presenting dot preference posters at the Blackberry Jam

Source: Institute for Policy Research and Engagement

ROLLING ROCK AND LOWELL MAPS

The IPRE team presented two maps at the Blackberry Jam, a map of Rolling Rock Park and a map of all City of Lowell parks and city property. The maps instructed participants to “Let us know what would improve your parks system!” and “What would make Rolling Rock Park the GREATEST community park?”

Rolling Rock Park Map Feedback:

The following notes are the direct responses written on sticky notes and placed on the maps by participants at the Blackberry Jam.

- Water the grass
- Green Grass- more trees
- More water fountains anywhere in Rolling Rock
- Bring municipal buildings + fire department here
- More events/performances that would make the stage worth while

Lowell Parks System Feedback:

The following notes are the direct responses written on sticky notes and placed on the maps by participants at the Blackberry Jam.

System Wide:

- Water the grass!! (System wide)
- More covered eating areas (System wide)

“Downtown” area:

- Pickleball
- More speed bumps on Hyland Street near E. 4th Street
- Water access

Orchard Park: single flotation launch

- Double sidewalks connecting city parks + orchard park
- Dog park
- Playground or kid facilities
- Campground/RV
- Walking trails, disc golf, docks, historical signage

Lowell State Park area:

- Pedestrian access to state park
- Pedestrian access to the water

INTERCEPT MINI SURVEYS

Of the three engagement activities used during the Blackberry Jam, the short-written survey attracted the least number of participants. The team received 16 survey responses, representing only about a quarter of the total people contacted.

The best thing(s) about parks in Lowell:

- Open friendly
- Laid back
- Train parked
- Cool old time equipment
- They are close and open to all
- There always open + stage
- They are open 24/7 just about
- Nice grass, events, open all the time, stage
- The events
- Events like the BBJ or farmers market
- Two great locations for kids and for events/city hall businesses
- Distance between our home
- Distance from home
- That a small town has 3 parks, amphitheater
- Water + flush toilets, regular upkeep
- Beautiful lake + park

The worst thing(s) about parks in Lowell:

- So empty
- Not enough tables that are covered /protected
- Dead grass, tweakers
- Dead grass, not enough light
- Grass
- Dead grass-irrigate
- Grass, bathrooms
- Need a water fountain, more shade
- No irrigation
- Homeless people
- Bathrooms are a little rough
- No great walking paths for strollers, kids, etc.
- Vandalism
- Needs more kid friendly play areas

What Lowell parks really need is:

- Playground, water fountain, flowers, benches
- Not enough tables that are covered /protected
- More water fountains, family BBQ areas
- Water access at Orchard Park, single floatation access
- Shade + a sand volleyball court
- More disc parks, good walking trail, volleyball court
- Sand volleyball court
- Walking paths
- Outdoor activity areas
- Better bathrooms, public pool
- Public pool, skate park
- Starbucks
- Downtown businesses/water features for kids
- Water park
- Walking paths

If I had \$100 to spend on Lowell parks, I would spend it on:

- Playground, water fountain
- More restrooms, play structures
- Sprinklers/water lawn
- Sprinklers
- Invest it to raise more money
- Trees
- Trees
- Shade
- Watering lawn
- Start a walkway around the marina
- Repair Lowell Park sign
- Public events
- More lake access for swimming

What's your zip code:

- Lowell (5)
- Fall Creek (4)
- Eugene (2)
- Lane County (1)
- Oakridge (1)
- Springfield (1)

Any additional thoughts, suggestions, or comments about the future of parks in Lowell:

- We would love to see a disc golf course, walking path around the marina, and more walking paths in general
- Repair the exterior of the “Chartreuse Caboose”
- Needs more things for young adults to do (and kids)
- Just give me a reason to want to come to the park when there isn’t an event

Key Conclusions

Throughout the event, the IPRE team received a wide range of feedback from residents and visitors alike. Some common perceptions on Lowell Park’s current condition as well as desires for future amenities, uses, and changes became clear.

CURRENT CONDITIONS

- Grass needs watering
- Parks need more shade
- Happy about convenient location of current parks
- Many people seemed to like the interpretative stuff in Rolling Rock Park, but just as many want to see it gone/repurposed

DESIRES FOR THE FUTURE

- More events or other additional programs that take place in parks and serve as a draw
 - o Events for seniors, children, families, and teens
 - o Concerts or performances
 - o Sports tournaments
- Additional parks and recreation amenities
 - o Water fountains
 - o Irrigation for grass
 - o Trees
 - o Covered eating and playing areas
 - o Non-motorized watercraft dock/launch
 - o Off-leash dog park
- Parks and recreation amenities for kids and teens
 - o Splash/spray park
 - o BMX or skate park
 - o Climbing features
 - o Baseball fields or sand volleyball court
- More connections between existing city parks and other nearby parks (like the state park)
 - o More pedestrian connections between parks and public spaces
 - o Connecting Lowell parks to surrounding parks like Orchard and Lowell State Park using trails or sidewalks
 - o Strong desire for a path around the lake/reservoir

The following list orders the top 7 amenities by popularity at the Grange Breakfast:

- Splash play area (13)
- Climbing wall (11)
- Reservoir access (9)
- Community gardens (7)
- Paved trails (7)
- Botanical gardens (7)
- Shelters and covered areas (5)

ROLLING ROCK AND LOWELL MAPS

The IPRE team presented two maps at the Lowell Grange breakfast, a map of Rolling Rock Park and a map of all City of Lowell parks and city property. The maps instructed participants to “Let us know what would improve your parks system!” and “What would make Rolling Rock Park the GREATEST community park?”

Rolling Rock Park Map Feedback:

The following notes are the direct responses written on sticky notes and placed on the maps by participants at the Grange Breakfast. Notes in parenthesis were added by IPRE staff to denote the geographic location that the comment refers to and if any comments were made multiple times, if applicable.

- Lots more trees!!
- Pavilions/covered eating areas
- Green grass, sprinklers
- What happened to the skate park?
- Amphitheater seating
- Playground (near intersection of North Shore Dr. and Pioneer Street)
- Downtown parking (on Cannon Street south of the park)
- Businesses/downtown here (along East Main Street)
- Downtown- city hall, library (west side of park near Moss Street and North Shore Dr.)
- Could the city acquire this corner? (property at corner of E main St. and Moss St)

Lowell Parks System Feedback:

The following notes are the direct responses written on sticky notes and placed on the maps by participants at the Grange Breakfast.

System Wide:

- Water grass-all (x3)
- Senior Center
- Big pool
- Trail around lake
- Splash pool
- Local history

Orchard Park and Railroad Corridor:

- New park here (x2)
- Kayak (x2) • Dog park
- Trails, paths, sidewalks to connect existing parks

Lowell State Park area:

- Trail to state park
- Sidewalks to state park

September 2nd Workshop: Dexter Lake Farmer's Market

On September 2nd Institute for Policy Research & Engagement (IPRE) staff attended the Dexter Lake Farmer's Market to gather community input on the City's park system including desired facilities, improvements to existing parks, and input on future development of the Railroad Corridor property. Staff collected input in a variety of forms including dot posters, a park system map, park specific maps, and a short intercept survey. The Dexter Farmer's Market was less busy than normal during the 2-3 hours the IPRE team was stationed there, likely due to the Labor Day Weekend.

DOT PREFERENCE POSTER

The IPRE team used dot preference posters (also known as dot voting, sticker voting, sticking dots, etc.) to measure participant preferences for park amenities. Participant placed up to three stickers next to their top preferences. The posters presented 16 park amenity options.

The following list orders the top 8 amenities by popularity at the Dexter Lake Farmers Market:

- Covered play area (6)
- Off-leash dog areas (4)
- Splash play area (3)
- Climbing features (3)
- BMX parks (3)
- Unpaved trails (3)
- Outdoor cooking facilities (3)
- Community gardens (3)

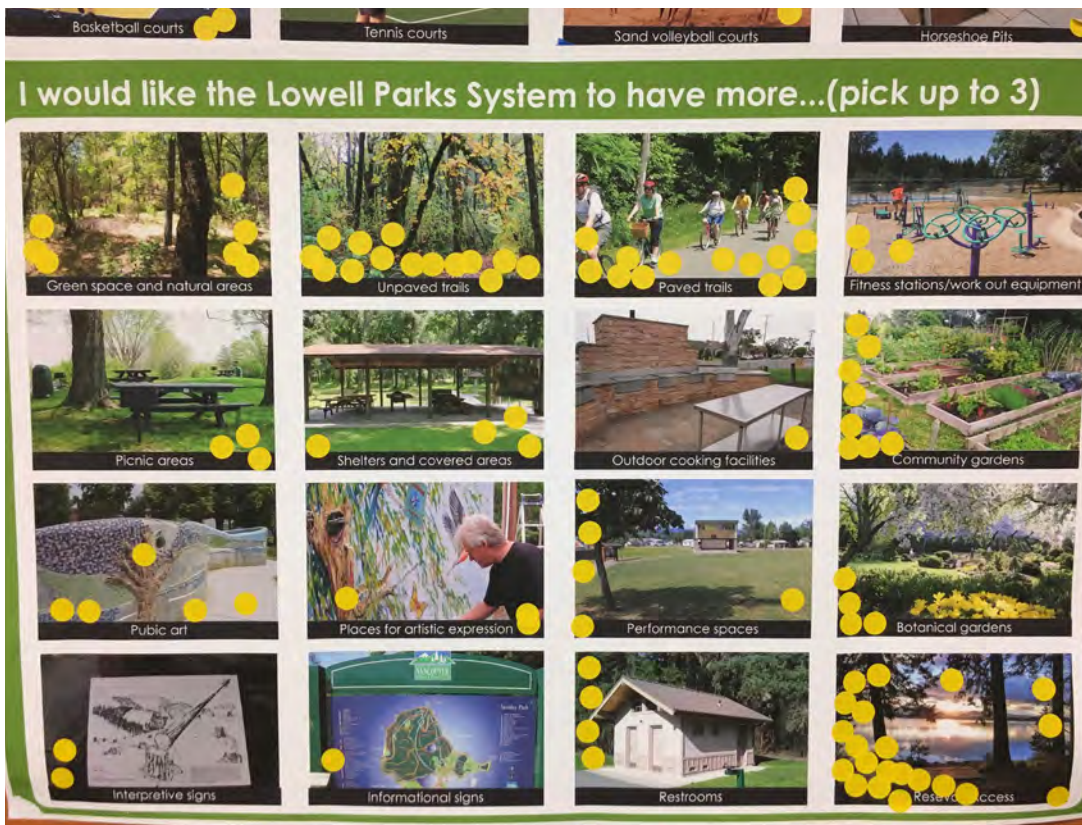
ROLLING ROCK AND LOWELL MAPS

The IPRE team presented two maps at the Dexter Lake Farmer's Market, a map of Rolling Rock Park and a map of all City of Lowell parks and city property. The maps instructed participants to "Let us know what would improve your parks system!" and "What would make Rolling Rock Park the GREATEST community park?"

Rolling Rock Park Map Feedback:

The following notes are the direct responses written on sticky notes and placed on the maps by participants at the Dexter Lake Farmer's Market. Notes in parenthesis were added by IPRE staff to denote the geographic location that the comment refers to and if any comments were made multiple times, if applicable.

- Water the grass (x2)
- Trees in the park (x2)
- Dwarf fruit trees
- City Hall located at east side of park
- Consolidate historical/interpretative stuff so it takes up less space



Dot Preference Poster

Source: Institute for Policy Research and Engagement

Lowell Parks System Feedback:

The following notes are the direct responses written on sticky notes and placed on the maps by participants at the Dexter Lake Farmer's Market. IPRE staff added numbers in parenthesis to denote duplicate or multiple responses.

System Wide:

- Amenities (playground, reservoir, etc.) are disconnected and too spread out
- Concern over yellow jackets in parks

Lowell State Park area:

- Better water levels than Fall Creek

Key Conclusions

Throughout the two events on September 2 (Grange Breakfast and Dexter Lake Farmer's Market), the IPRE team received a wide range of feedback from residents and visitors. The team noticed patterns in some common perceptions of the Lowell Park's system as well as desires for future amenities, uses, and changes.

CURRENT CONDITIONS

- Grass needs watering and parks need more regular maintenance
- Parks need more shade and trees
- Many people seemed to like the interpretative stuff in Rolling Rock Park, but just as many want to see it gone/repurposed
- Lack of connectivity between city parks/properties and between city parks and other regional parks

DESIRES FOR THE FUTURE

- More events or other additional programs that take place in parks and serve as a draw
 - More events for seniors, children, families, and teens
 - Concerts, performances
- Additional amenities
 - Irrigation for grass
 - More trees for shade
 - Covered eating and playing areas
 - Non-motorized watercraft dock in town
 - Dog park
- More connections between existing city parks and other nearby parks (like the state park or Orchard Park)
 - More pedestrian connections
 - Sidewalks or pedestrian connections to and from town to state park
 - Pedestrian access to the reservoir from town
- Potential re-design and re-use of Rolling Rock Park
 - For example moving Town Hall/Library to part of the park
- Downtown
 - Use part of Rolling Rock Park to support development of a Downtown area in Lowell
 - Bring city government facilities to the park
 - Encourage business development on North Shore Drive or E. Main Street
 - More parking near Rolling Rock park for future visitors to Downtown

Youth Survey:

As part of the outreach effort for this project IPRE staff created a ten-question worksheet for students in the Lowell School District to complete and return to their teacher. The worksheet focused on generating student input on the local park district including likes, dislikes, and desired additions to the Lowell Parks System. Nineteen students in grade 6 completed the worksheet. The sections below outline input gathered from student worksheets.

WORKSHEET RESULTS

Q1: Best thing about parks is:

| Complete Results | Count |
|-------------------------------------|-------|
| Fun place to play / be with friends | 7 |
| Playground/Park Equipment | 7 |
| Fresh air/open space | 3 |
| Other | 1 |
| No Response | 1 |

Q2: Worst thing about parks is:

| Complete Results | Count |
|-------------------------|-------|
| Dirty/Gross | |
| Bark chips | 5 |
| Restrooms | 1 |
| Getting hurt | 2 |
| Other | 5 |
| Boring/not enough to do | 3 |
| Not enough shade | 1 |
| Missing equipment | 1 |

Q3: My favorite park in Lowell is:

| Complete Results | Count |
|-------------------|-------|
| Rolling Rock | 1 |
| Paul Fisher | 11 |
| Elementary School | 3 |
| Other | 1 |
| None | 2 |
| No Response | 1 |

Q4: My favorite thing to do at a park is:

| Complete Results | Count |
|------------------------------|-------|
| Play games | 3 |
| No Response | 1 |
| Play on the playground | 9 |
| Spend time w/friends, family | 3 |
| Other | 3 |

Q5: I feel safe in parks when:

| Complete Results | Count |
|---------------------------|-------|
| Family/Adult present | 7 |
| Alone | 1 |
| No Response | 1 |
| Safe/clean infrastructure | 6 |
| Don't Know | 1 |
| Other | 3 |

Q6: My favorite piece of playground equipment is:

| Complete Results | Count |
|------------------|-------|
| Swings | 3 |
| Monkey bars | 4 |
| No response | 1 |
| Other | 5 |
| Rock walls | 2 |
| Merry go rounds | 2 |
| Tire swing | 2 |

Q7: My favorite park memory is:

| Complete Results | Count |
|-----------------------|-------|
| Risk Taking/Free Play | 11 |
| Time with Friends | 3 |
| Family time | 2 |
| "When I was little" | 1 |
| Other | 1 |
| No Response | 1 |

Q8: My favorite way to get to nearby parks is:

| Complete Results | Count |
|------------------|-------|
| Walk | 10 |
| Drive | 5 |
| Bike | 2 |
| Scooter | 1 |
| No Response | 1 |

Q9: I like to go to the park with:

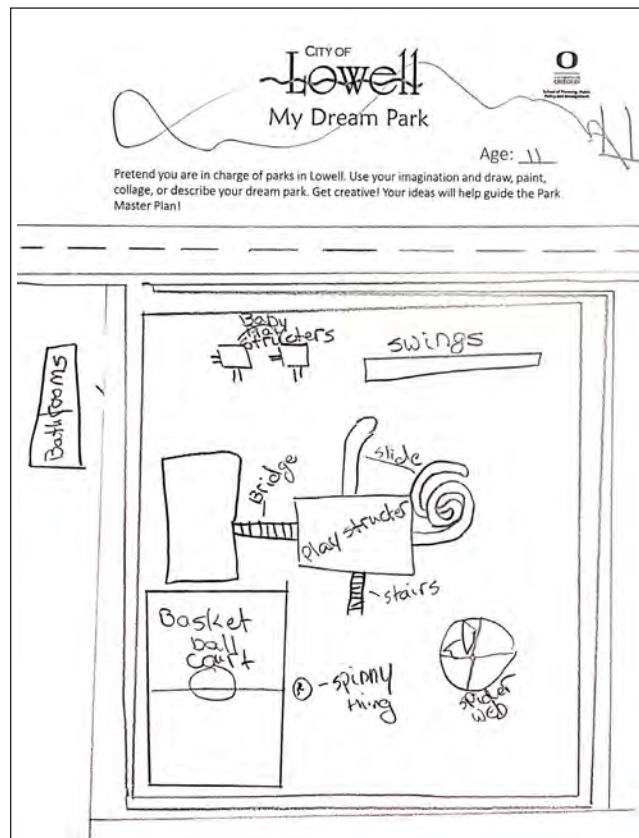
| Complete Results | Count |
|------------------|-------|
| Friends | 8 |
| Family | 3 |
| Friends & family | 6 |
| No Response | 1 |
| Other | 1 |

Q10: Adults think the most important thing about parks is:

| Complete Results | Count |
|------------------|-------|
| Safety | 13 |
| No Response | 1 |
| Active for kids | 2 |
| Other | 3 |

Students were asked to draw their dream park. Items in drawings included:

- Swings (13)
- Slides (9)
- Tire swings (6)
- Play structure (6)
- Jungle gym (spider web, etc.) (6)
- Climbing rock wall (6)
- Zip line (7)
- Trampoline (4)
- Pool (2)
- Basketball court (2)
- Volleyball court (4)
- Football field (2)
- Picnic areas/ benches (6)
- Restrooms (2)
- Trees (4)
- Sand pit (4)
- Merry go round (8)
- See-saw (2)
- Gravel
- Fountain (2)
- Monkey bars (5)
- Bark chips
- Baby play structure
- Wheel chair ramp
- Room to draw
- Bounce house (2)
- Archery
- Slip n slide (2)
- Obstacle course
- Launch pad
- Sports courts (general)
- Gaming lounge
- Bike track
- Ball pit
- Water slide
- Skate park



Vision from Lowell School Workshop
 Source: Institute for Policy Research and Engagement

Community Survey

The community survey was created to obtain more expansive input on park usage, satisfaction, comments, and funding strategies from a broader range of residents than those who attended public workshops and other outreach events.

Methodology

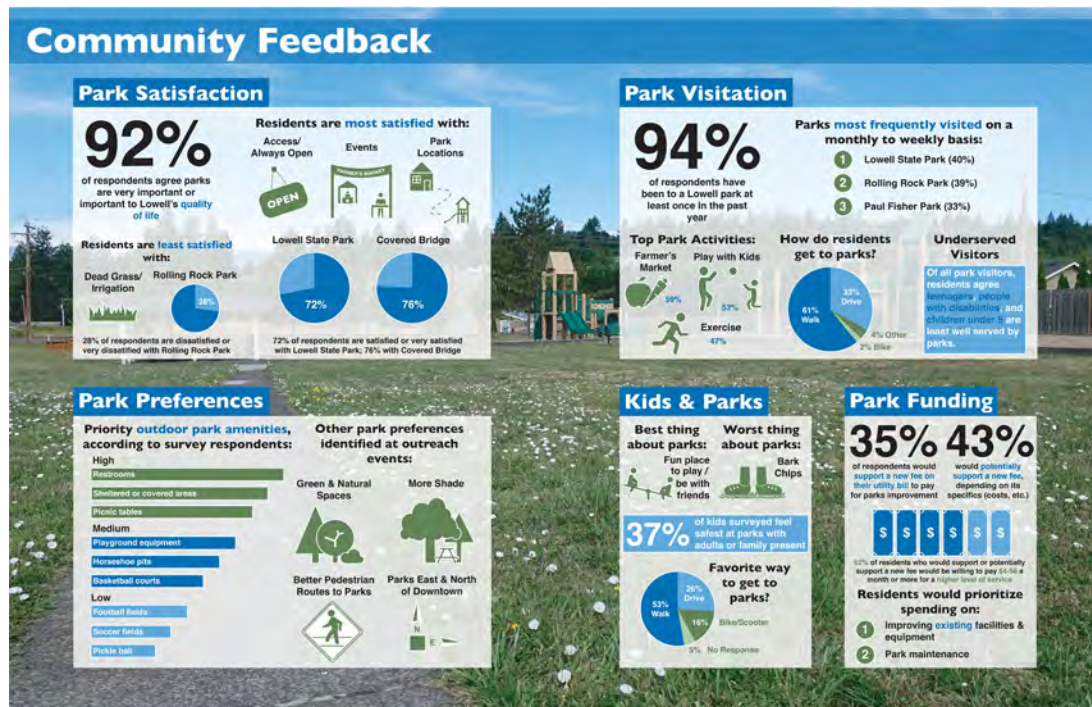
IPRE mailed a survey to all households that receive a utility bill within the City of Lowell. The City of Lowell promoted the survey link using their Facebook page. Respondents were provided the option of mailing in the survey or following a link and responding electronically. In total, the survey received 127 responses.

The results provide insight into what some residents see as priorities for their parks.

Responses

The parks planning team created the following visual summary of key points to emerge from the responses to the survey. We also provide a full summary of responses to each of the survey's 16 questions (aside from those questions recorded under text responses).

SUMMARY OF KEY THEMES

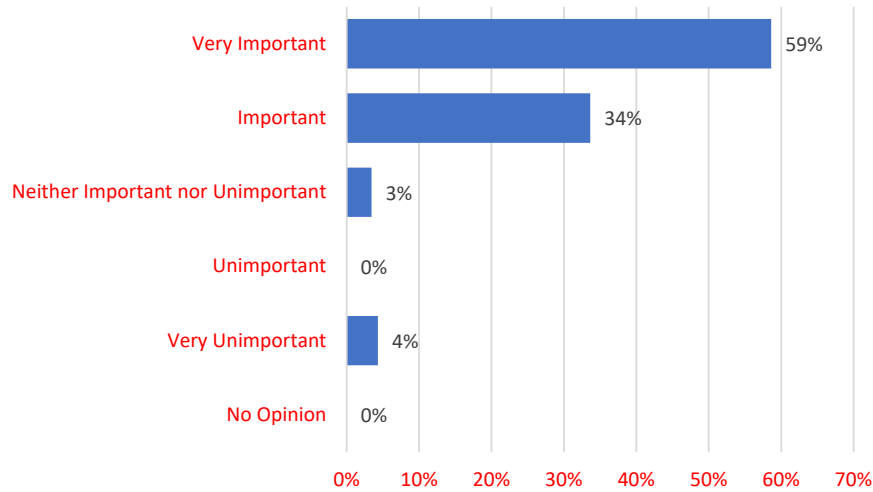


FULL SURVEY RESPONSES

The following pages contain the full responses to the parks survey, excluding questions that required text responses. Text responses are recorded at the end of this appendix.

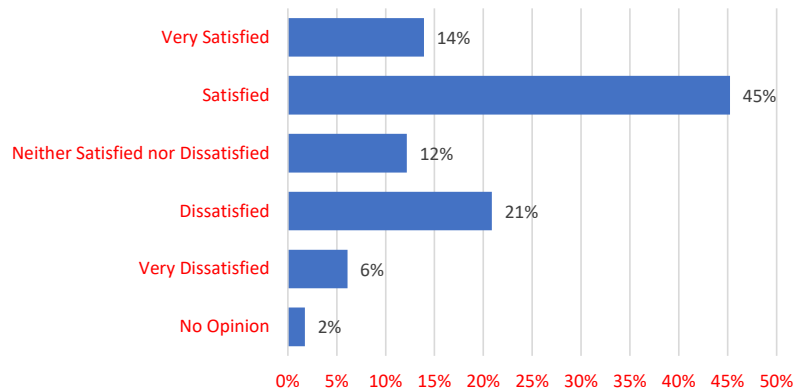
LOWELL COMBINED SURVEYS

Q1: In your opinion, how important or unimportant are parks to Lowell's quality of life? (n=116)

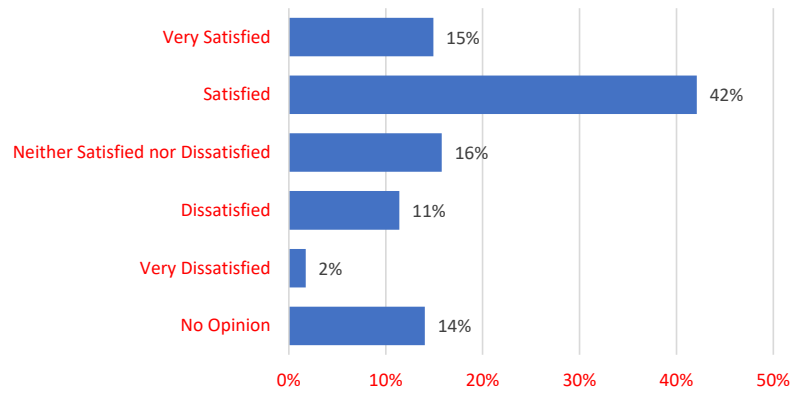


Q2: How satisfied or dissatisfied are you with the overall quality of the following parks?

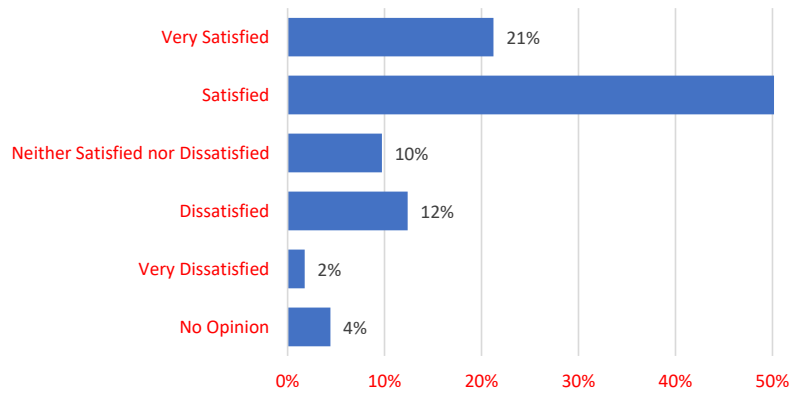
Rolling Rock Park (n=115)



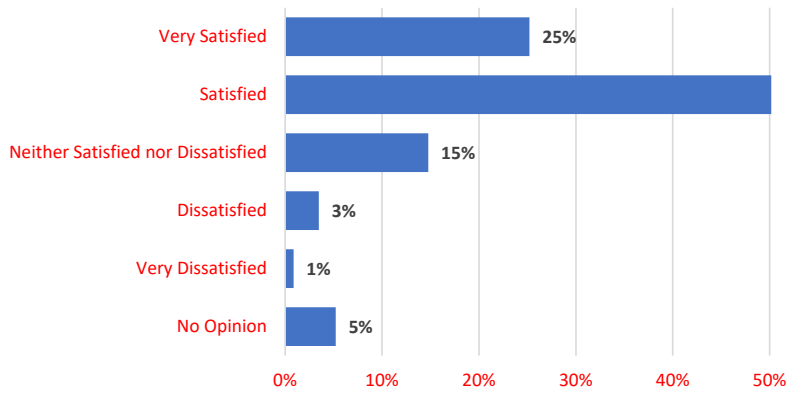
Paul Fisher Park (n=114)



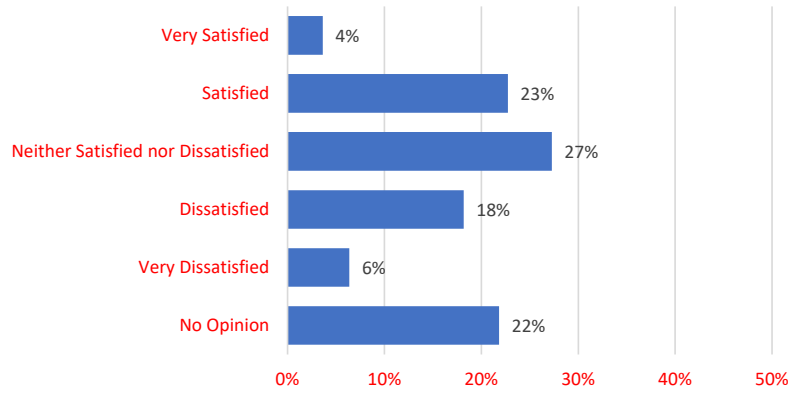
Lowell State Park (n=113)



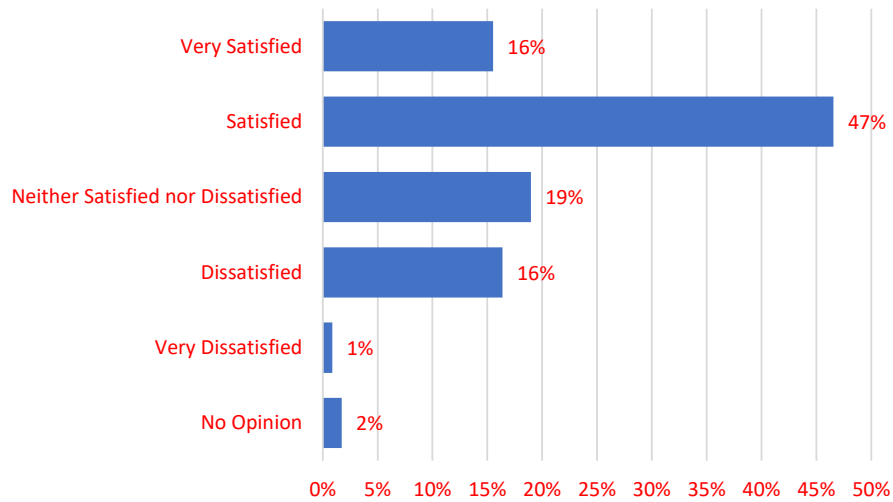
Covered Bridge Park (n=115)



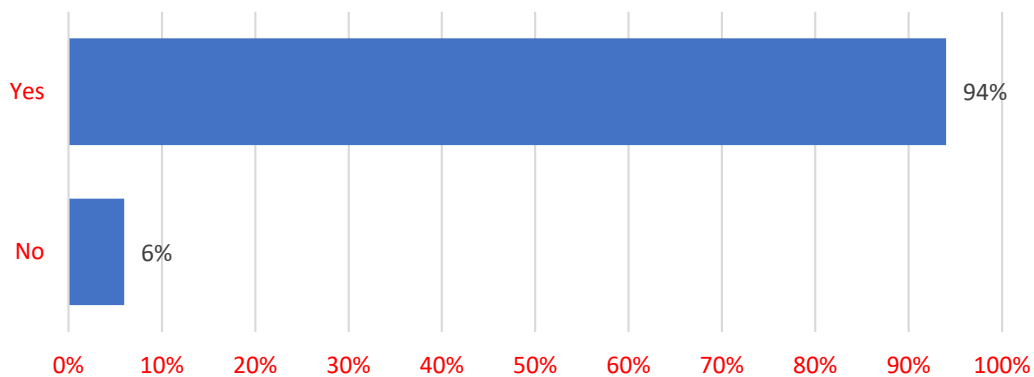
Orchard Park (n=110)



Q3. How satisfied or dissatisfied are you with the level of maintenance in Lowell's parks system? (n=116)



Q4. Have you visited a park in Lowell in the last 12 months? (n=117)



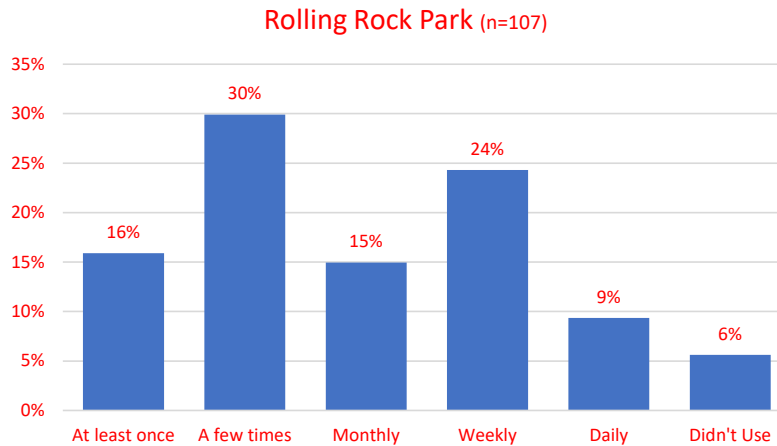
**Q5. If you answered NO, what are the main reasons you DIDN'T use a park?
(Check all that apply)**

| Answer | Count |
|------------------------------------|-------|
| Feel unsafe | 2 |
| Don't have time | 2 |
| Condition of facilities | 1 |
| Don't know where parks are located | 1 |
| Inadequate facilities | 0 |
| Not accessible | 0 |
| Too far away | 0 |
| Too crowded | 0 |
| Limited parking | 0 |
| Would rather do something else | 0 |
| Other: | 3 |

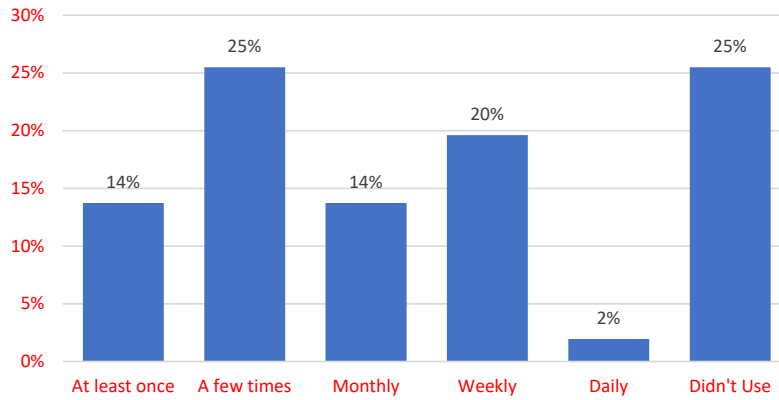
Q5. "Other" text responses:

- we are retired and spend our outside time on our property
- over rated in coastal town to pay a fee state gets to[o] much money

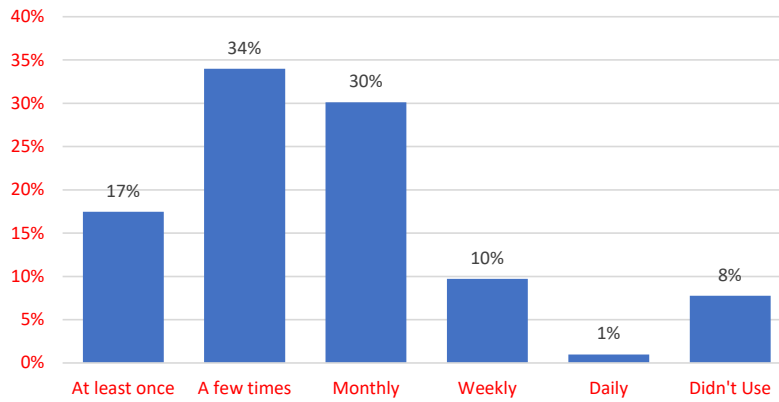
Q6. In the past year, approximately how often did you visit the following park sites?



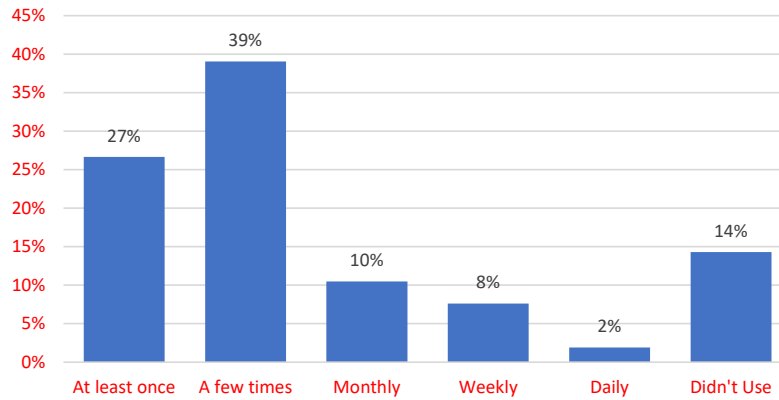
Paul Fisher Park (n=102)

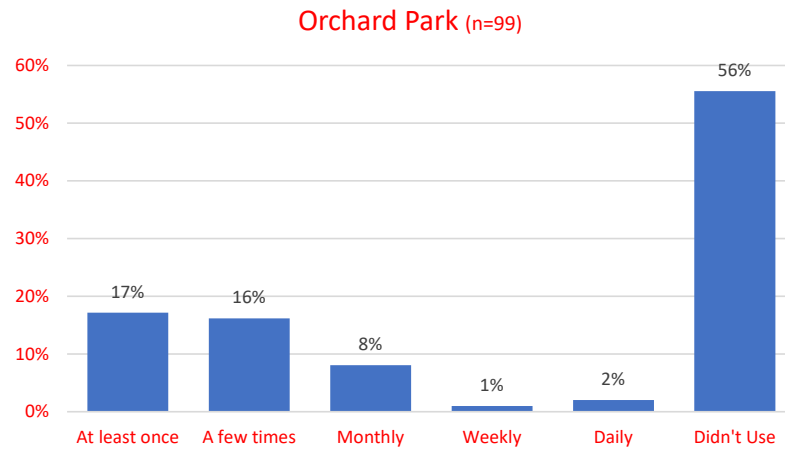


Lowell State Park (n=103)

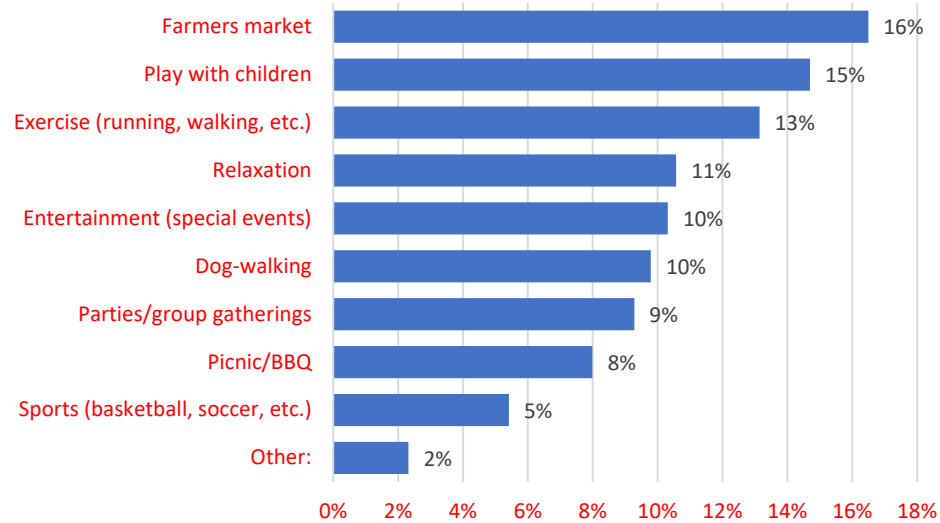


Covered Bridge Park (n=105)





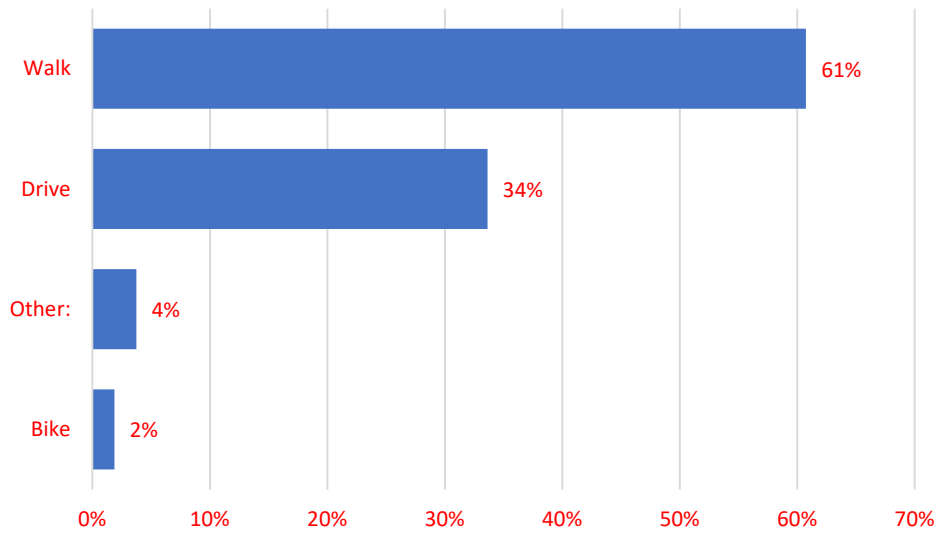
Q7. What activities do you or your household use the parks for? (check all that apply)



Q7. "Other" text responses:

- Water sports
- kayaking
- Photography
- jet boat, rowers, kayaking
- Sunsets over the lake
- Rowing, standup paddleboarding
- Fishing
- yell at tweekers

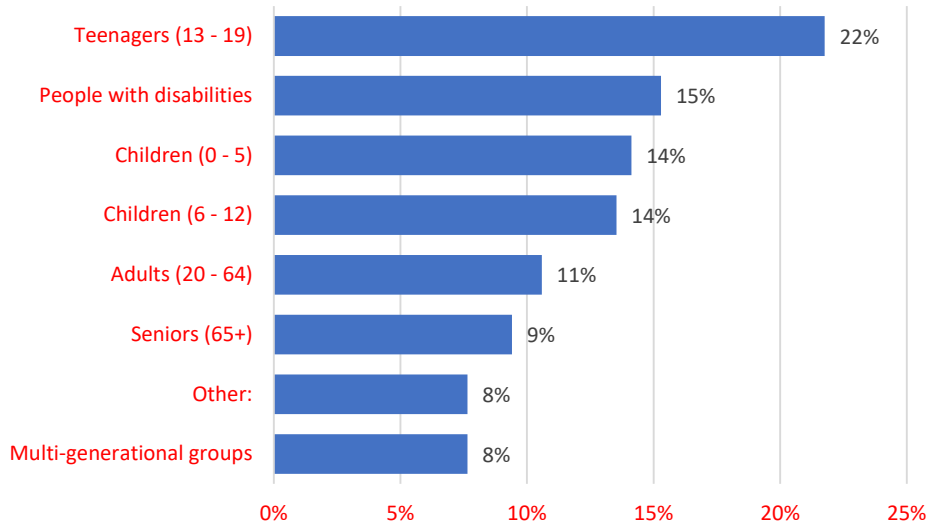
Q8. How do you most frequently get to parks? (Choose one)(n=107)



Q8. "Other" text responses:

- walk and drive
- Ride
- Walk 90% Drive 10%
- Walk, Bike, and Drive

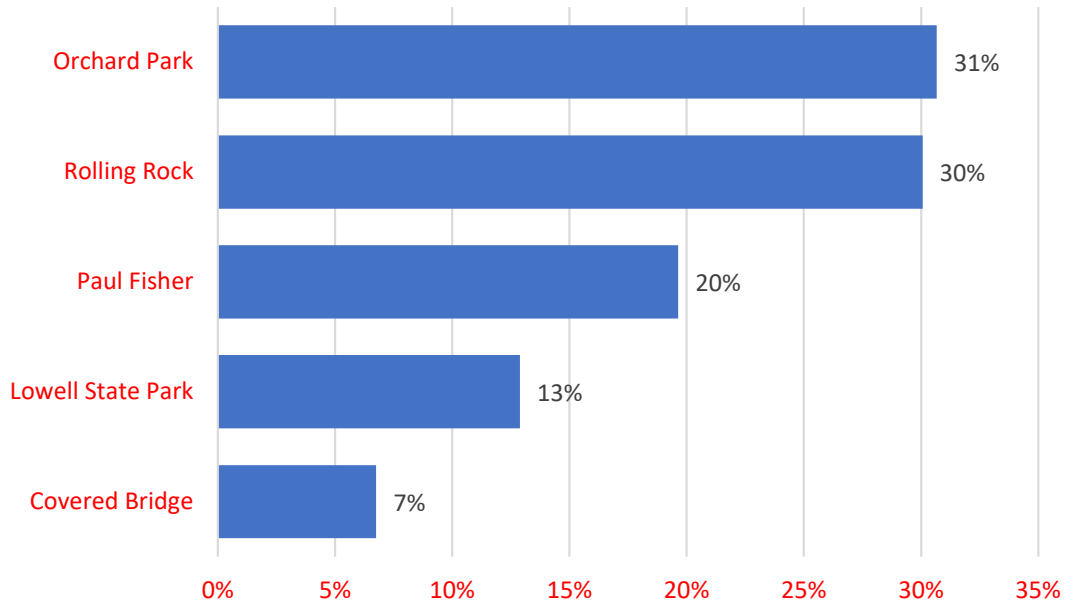
Q9. Check any and all populations you feel are underserved by Lowell's parks.



Q9. "Other" text responses:

- not sure
- none (4)
- Need a skatepark for bored teens!
- all people can enjoy
- everyone should be welcomed
- Kayakers and Canoers
- Dogs
- tweakers
- People with dogs

Q10. Are there any parks that you feel are underutilized or need improvement? If so, which park(s)? (Check all that apply)



Q11. Please provide information on what, if anything, is needed to improve parks selected in Q10.

General:

- Water play area
- Playgrounds
- There is not alot to do in the summer at the those parks for kids! More shade is needed and or water fun of any kind. Lowell is a growing community and we need more to offer the kids all year round really! A community pool/rec building would offer all year round activities and bring more business to lowell, not a skate park.
- All need improvements and upgrades
- More hoops, horseshoes, kid playgrounds. Cover for parties, bathrooms, water features.
- Bathrooms
- Cleanliness
- More for youth. skate park
- Irrigation System
- Water and maintain grass (eliminate weeds in grass) there are events in these parks but the grass is completely dead and brown to enjoy the atmosphere
- While not terrible, in general the parks tend to look a bit unkempt
- The lake is a very great resource for the city. it would be nice to have a large green/mowed lawn at Lowell Park that can be used and seen from Hwy 58.

- We live next to 3 water sources and yet during the summer the grass is dry and dead and hot fun to be on for an extended period of time. Its scratchy to touch- not to mention its ugly. Parks in Eastern OR desert area look better than ours. (Parks in the town of sisters OR are beautiful green) yet Lowell sits next to a dam and is completely dry and dead, its ridiculous.
- Watering the grass
- When Paul maintained the parks they were green and weed free... and worked part time. Water Them!!
- More shade trees are always appreciated
- More trees
- Overall security of bathrooms/picnic areas to keep drug use out of these areas amd make them feel safe for all ages to use
- Trails need more maintained for people to walk. Water system.
- Become a place people want to go- SHADE, water, safe paths & parking, clean, open, maintained.
- The grass is ALWAYS brown. There also needs to be more shaded areas at all parks. Even planting trees would help. Concentrate on existing parks and paths please we need improvements for the people of Lowell before we focus on animal parks.
- Grass shade

Rolling Rock Park:

- Play equipment for younger children (3-8 yrs old)
- Play equipment kids can use.
- needs play equipment (sml. amt>) more picnic tables.
- Kids playground, more picnic tables, bbq pit., patrolling area for transients
- think the stage area in rolling rock should be more utalized, parhaps as a weekly or bi-weekly music venue
- Should be where City Hall & the library are located along with some downtown businesses
- Move all equipment to one end so there is open space at other end
- Additional Parking
- Plz fix drinking fountain
- Scate park for the kids
- has too many logging equipment, it's too busy with these equipments
- I like the historic equipment idea but the lawn maintenance is an issue. It's a park full of weeds.
- It needs to be kept green.
- It would be great if the grass maintained and watered. We have the BBJ here and the weeds and dirt is not a good look on any day but especially for events.
- Water water water the grass.
- irrigation system
- Cleanliness
- Water the grass repaint the railroad on sidewalk what happened to the skate park so many wanted?

- This park could use some beautification- it's pretty ugly- maybe some shrubs or plants- flowers? It would soften the edges and make it more appealing maybe some trees around the stage area.
- it's a fun park and informational. It would be nice to have more shrubbery/ landscaping around the machinery displays soap or hand sanitizer in the bathroom. Also landscaping around the stage would improve aesthetics
- Remove the homeless and drug abuse
- always scary homeless looking people hanging out so we dont stop
- Mitigate vagrant use of space so it feels safer and maintain grass
- Remove transients
- better supervision on who attended and what they're doing
- Green grass, more seating, a water feature?
- the bbq and picnic area seem like a good idea, but people are often unsure of how / when to utilize them. It would be nice if they were upgraded and seemed more "official".
- Irrigation, large shelter
- make rolling rock bigger lawn from N.S. Drive all the way to main. Do away with old plan to put in offices with apartments overhead, or the town house/ apt. idea. Keep coffee shop and plan for 1 restaurant, but make the rest open with lawn and perhaps things for kids to climb on put in basketball court (1/2 court)
- Water the grass, plant more trees. Host more activities. Clean bathrooms.
- clean the mold off of the train. Put hanging baskets (flowers) from the lamp poles or other poles. small cost for flowers- city could water. Would make a tremendous impact with little cost. I would volunteer to make baskets. also plant flowers- vegetation that are drought tolerant. You need something to distract the visitor from looking at the ugly busses across the street which is an eyesore to this town.
- This park needs shade, a feature that's entertaining for small kids and some barrier from the busy road.
- More tables, less vagrants
- Invest in quality landscape/hardscape and smart eco watering system.
- Dead grass?! We are right by a lake! Water the park! Trees, please.. Where are the trees? This is Oregon; plant trees! Make it a school project or something. Dead grass and no trees does not equal relaxing, fun, or beauty.
- Need shade trees to help during hot summer months. Need to water the lawn
- More things to do

Paul Fisher Park:

- Sucks for 361 days of the year, more play equipment for kids and families at Paul Fisher, no basketball courts, tennis courts, skate park missing etc.
- Make sure playground equipment is clean.
- Parking car and bike
- Should have a splash pad & canopies to block the sun.
- This park is underutilized! It's the main park local families use. Needs a fence near main road. This should serve multigenerations, skate park, splash park, covered areas.

- It would be great to include a skate park at Paul Fisher, It would also be beneficial to add more cover/sitting to Paul Fisher Park
- needs more activities for 13-19 year olds as well as 20-64 and 65 + year olds
- irrigation system
- Need to water the grass.
- It needs new trees planted.
- The shade was taken away when they took the big tree out and nothing was done to replace it. It's miserable sitting there baking in the sun. The little covered area is definitely not sufficient when a huge tree was removed. Something needs to be done to provide shade
- Shade
- The shade trees were cut down. New trees need to be replanted.
- Shade
- Remove transients
- Ada features, clean open restrooms
- cleaner, more greenery, activities
- More shaded areas, places to sit, possibly a basketball court, trash cans.
- Needs shade, trees and benches, walking trail around it. It is so hot now with the trees gone. Needs trees or shad/covered areas. More areas to sit, maybe a gazebo? walking trail around perimeter for parents to exercise/run while kids play.
- Shaded areas are desperately needed. A splash pad or water features would be great. The bathrooms are always dirty. A basketball court for the teenagers and older kids would be WONDERFUL!!!
- Irrigation, large shelter, trees
- The slides are unusable in the summer- kids burn their legs. Not sure how that can be addressed.
- The park deperatly needs shade, more attention to broken play equipment, and a fence along the moss street side at the least.
- More shade, splash pad would be amazing
- Provide more shadrd areas and maintain grass
- More covered area, water feature or at least lawn sprinklers
- Good little city park
- Location?



Paul Fisher Park Playground

Source: Institute for Policy Research and Engagement

Lowell State Park:

- I wish there were more barkchip pedestrian paths leading over to L.S.P.
- Bike paths
- What's up with the concrete beach? Where's the food carts / restaurant? RV & camping spaces!
- yurts for rent in the Lowell State Park, possible restaurant on the lake at the Lowell State Park!
- Safe trails to bike and walk. CLEAN swim area with no duck poop. Food stand. Float rentals for older kids/adults, paddle boards, kayaks, etc..
- Yurts, campsites, restaurant by the water, building/shed to store kayaks, SUPS, or to rent
- needs to be watered
- Would be nice to have the trails along the lake more maintained.
- Grass
- Watering the grass
- Trees or shade structures near the water
- Water tested and treated for safe swimming (pets and people)
- make it more accesible
- Dry crunchy grass no one wants to sit on, even with a blanket. Play toys are out dated. swimming area is gross from all the goose poop. not fond of the concrete in the swimming area either.
- Irrigation, RV park/cabins/camping, equipment rentals
- Needs more trees and softer grass

Covered Bridge:

- Prohibit or enforce no camping sleeping there
- Not much here, Maybe bring a coffee cart down like in the past. Seems in the summer it gets used a lot by people who like to fish.
- Need to keep the piegon waste cleaned up on the bridge I close the bridge 5 days each week.
- Mowing & mulch
- Cleanliness
- The bird poop inside the bridge
- cleaner, more greenery, activities
- Better water access
- some railings are broke. There needs to be doggie bags because people leave dog droppings everywhere. It needs to be cleaned the day after major events instead of leaving overflowing trash cans for days.
- Continue maintenance inside bridge to clean bird poop. Cameras to prevent vandalism. Safe path to walk/bike access it.
- Needs more open hours, attention to vandalized and gross bathrooms, and updated signage.
- Looks like a nice little place to fish maybe

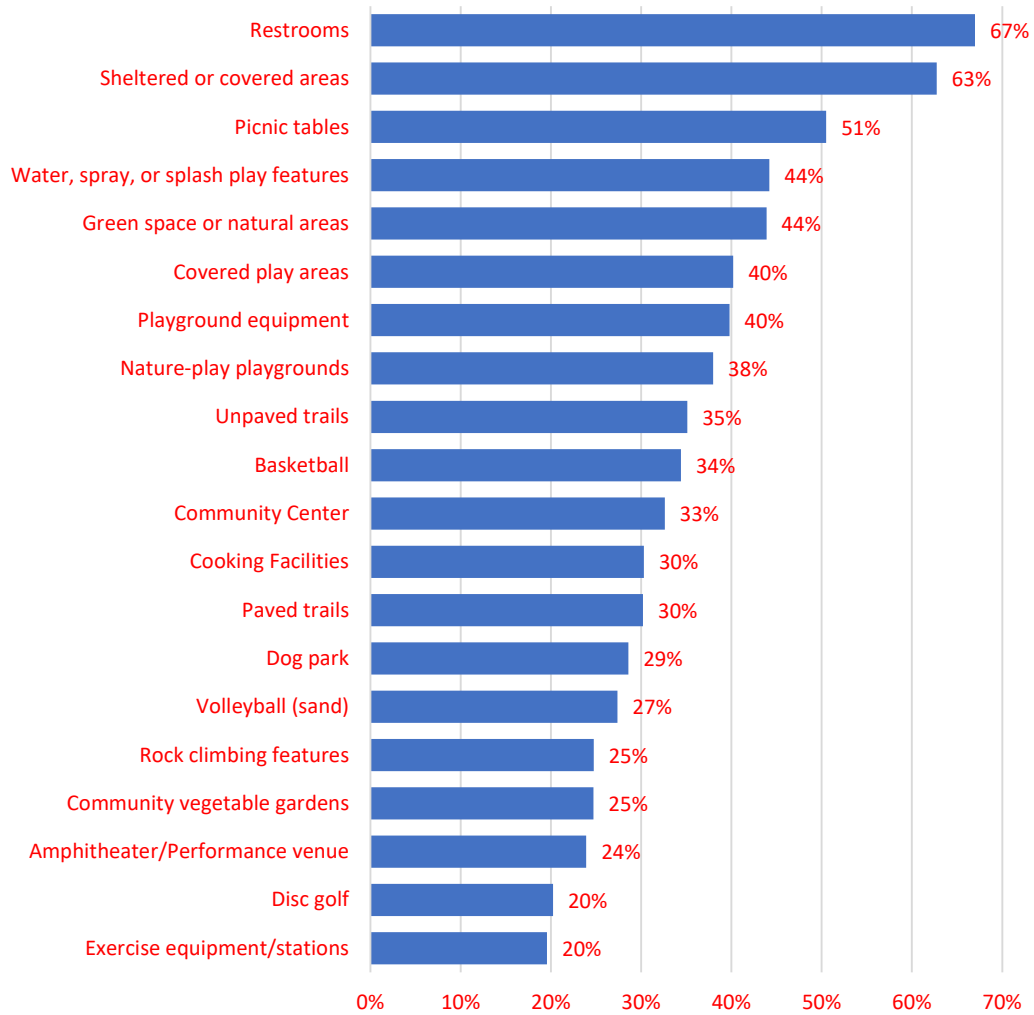
Orchard Park:

- Need a canoe/kayak dock or launch. There's plenty of parking but no point in going there. This would divert traffic away from the water plant.

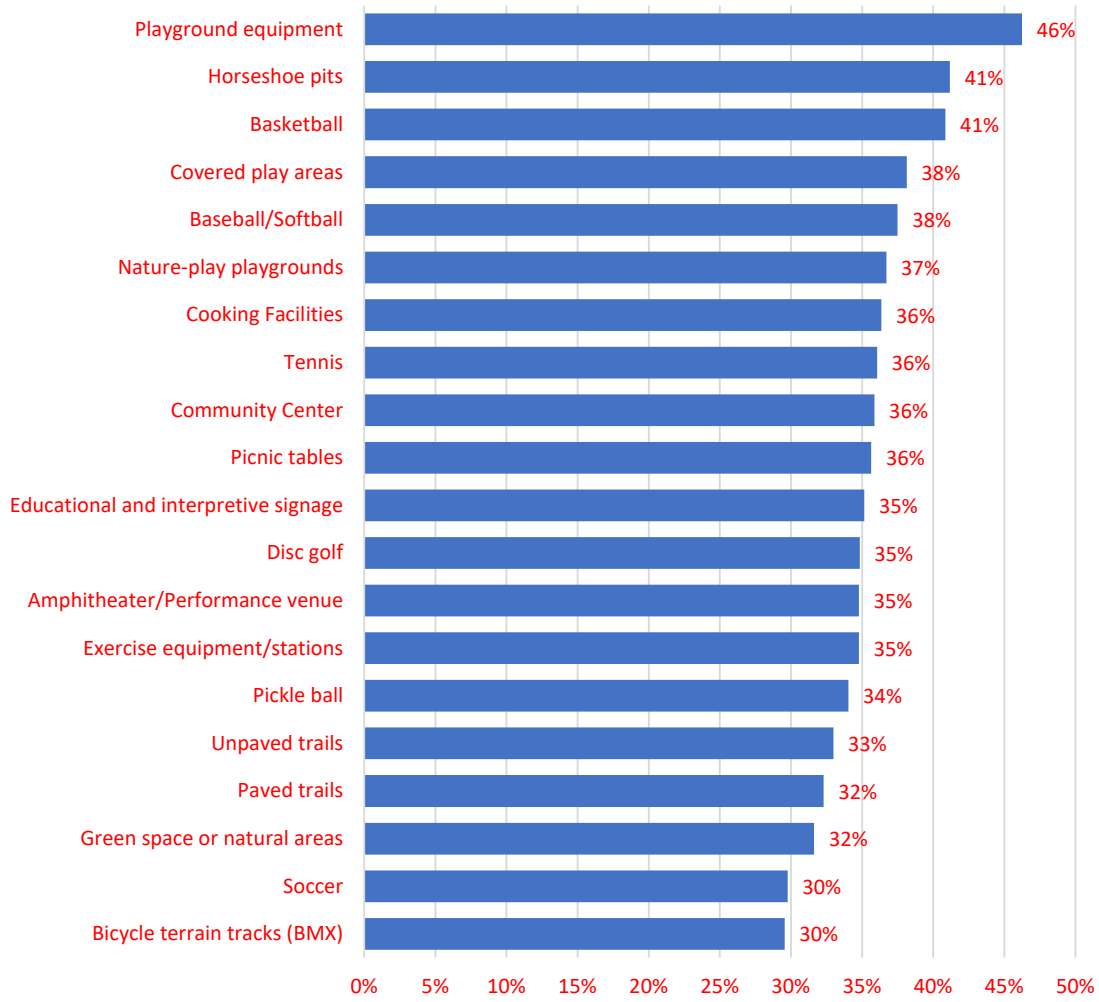
- Orchard park is lovely! But not many know about it. A playground or more picnic tables/covers areas for use would be nice.
- Would be nice to have some history signs at orchard park if there is history. Also is there a yearly cider press at the orchard in the fall? Nice the ACE swears it withus
- need dock access for water activities
- keep orchard park year round. Put in kayak dock
- more tables, benches
- making it more accessable to kayakers
- better access to water- dock? pathway?
- Bike paths
- It would be good if there was lake access
- I enjoy the peace and quiet. It would be great to get a docks and/or kayak rental system.
- More things to do
- Kayak dock
- Better lake access at orchard park. Possible boat dock. I would like to see better kayak access at Orchard park. I wish there was a way to cross the river to Dexter Park.
- Rowing dock to launch kayaks, SUPs, canoes
- Recreational dock for kayaks, paddle boards, fishing
- More useable area, covered area
- Mowed more often keep walkway clear of blackberries
- Drive in road needs fixed
- prune trees
- Last time i checked this park was closed. This park was never really a place to hang out back when i was in high school. Was never maintained which is sad because it is right on the river. ,
- It needs to be mowed more frequently.
- poisen oak needs to be gotten rid of.
- Take care of the orchard trees so they can produce good fruit.
- overgrown, not much to do
- I'm unsure where orchard park is, so feel it needs more publicity
- Never heard of it.
- Lived in Lowell for three years, didn't really know Orchard park existed.
- More access year round.
- Gate seems to be closed a lot
- Location ?
- Unknown
- I have tried to stop by this park several times and it has never been open
- Bathrooms are usually closed and it is chained off so cars can't get.
- Clear it up and add water access/boat ramp for canoes and kayaks.
- More open- feels creepy, natural play area, access to water.
- MOWING!! Basic grounds maintenance and tables for picnicing etc.
- cleaner, more greenery, activities
- unlock the bathroom, put in a lake dock

Q12. How important are the following park facilities to you or your household? Mark your preference for future investment in the improvement or addition of the following park facilities.

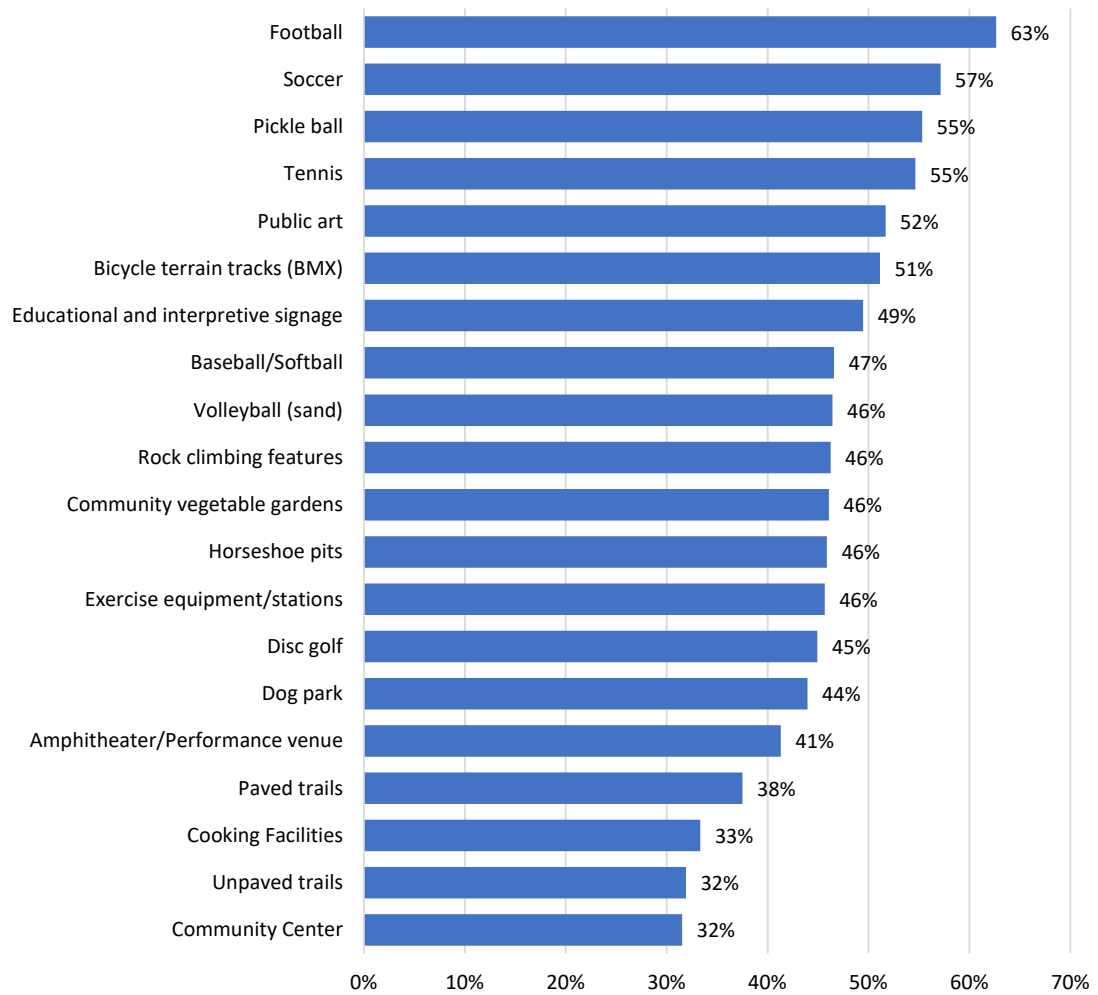
Top 20 High Priority Park Facilities



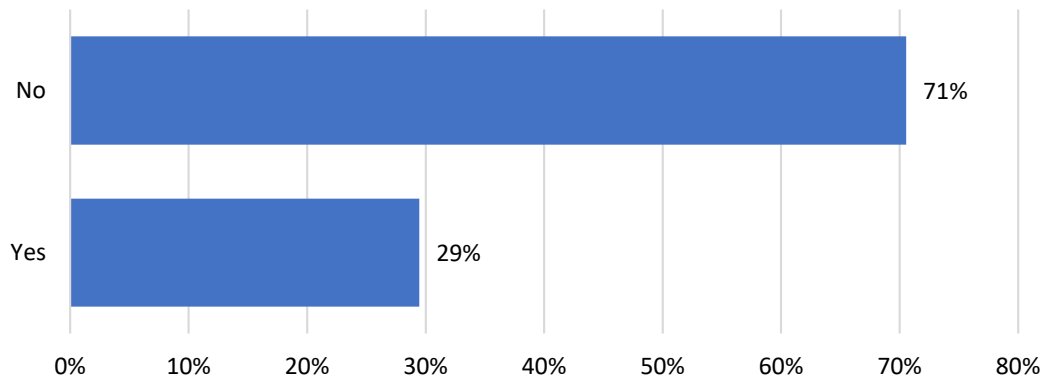
Top 20 Medium Priority Park Facilities



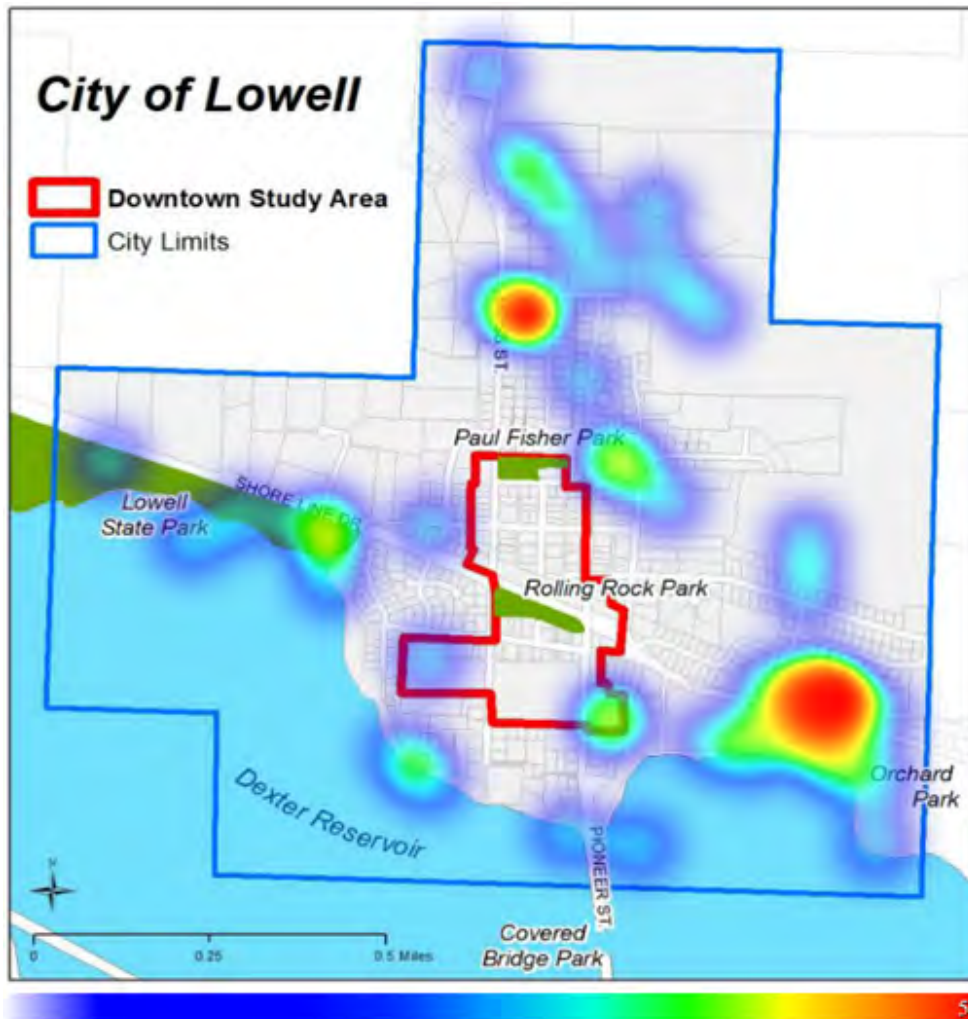
Top 20 Low Priority Park Facilities



Q13. Do you think the City of Lowell needs additional parks? (n=112)



Q14. Using the map below, please mark the location(s) where you would like to see new parks located. Consider areas that may be under-served by parks currently. Choose up to three locations.

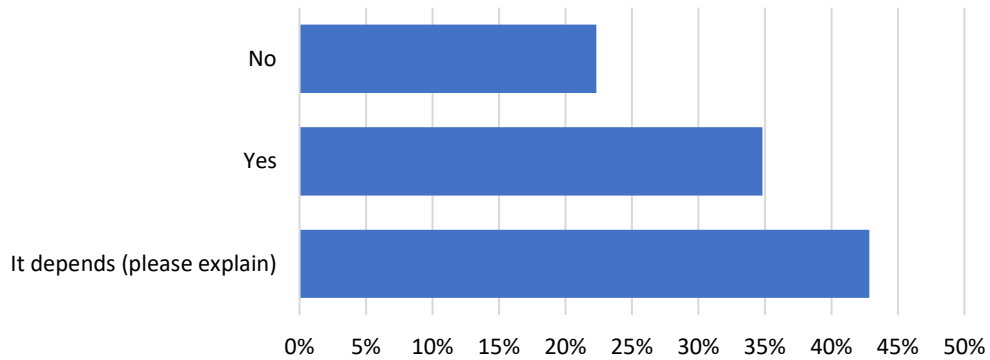


Q15. If you think Lowell needs additional parks or open space, please tell us what kind of NEW parks or recreation facilities you would like.

- City has a lot on alder street that “could” be local picnic area with a walking trail to the state park.
- A park with more undercover seating and some type of water interaction for the kids like a splash pad
- North dot- Public pool or community center. South dot- Play ground by the BCA
- Develop bank, hiking trails. Better water access at orchard park I would love a safe sidewalk out in covered bridge park. Berry vines encroach on the side of road. you need to stop, while a truck goes by then walk around the thorny canes. I understand there have been fatalities.
- a pool/rec. building
- I think our community could really benefit from a dog park. Before recently having a baby I would drive into town to take my dog to a dog park, and this is no longer sustainable for me with a baby in tow as well. I know there are many dogs in our small town that could benefit from a dog park. One of the features we loved about the amazon dog park in Eugene was that they divided the small and large dogs. This allows for safety and causes less issues between dogs of varying sizes. These dog parks also had a walking path along the edge of the fences that we really enjoyed. It allowed my dog to run free while I walked laps. We have tried to do this at the high school track, but now with the track being closed for maintenance on the football field we can't. I'm sure a dog park is something the city could rally behind and even fundraise for. I would definitely be willing to donate to this cause! I also feel paved walking paths (whether within a park or outside) would be extremely beneficial. As I stated I have recently had a baby and the amount of places we feel safe walking around town with a stroller are extremely limited. There aren't as many well kept sidewalks as one would think. If there was a paved trail somewhere we could walk on that would be really nice. Thinking about the future for our family a splash pad or water feature park could be extremely cool as well. I know parks in town have had much success with that!
- A park with play equipment for young children 2-5 and older kids 6-12. a sandy area for kids. More than 2 swings. A skate park or bmx track would be a nice thing for the older kids. I currently drive my kids to quartz park in Springfield to play. the toys are nice and spread apart, multiple swings and spinning features (not sure why kids want to spin but apparently its a hit) they have a nice basketball court to play on or if no one is using it my kids roller skate or use their scooters on it. There is a little circle path my oldest rides his bike around. No wood chips which is a blessing. the sand pit is nice with no water to make it messy. .
- I think we need a trail between downtown and the state park. The nice park and waterfront would get a lot more local use if it was accessible by foot.
- Vacant corner lot old store was on at Hyland for skate parks, Free community center for activities, Grange charges too much
- amusement park

- Trail around the lake. 2) Develop park on railroad right of way or somewhere near Sunridge Development. 3) Encourage a business for water rental equipment i.e. kayaks, canoes, paddle boards, paddle bikes, etc. 4) Develop additional access areas to lake.
- Family oriented.. Covered areas, playground, Picnic tables, bbq's, water, bathrooms.
- Would like to see more beach access on the lake. Dexter is a great place for boating but with such limited beach. I think would be greater with more beach.
- Trails/hiking area Rail road bed trail area
- Walk and bike path on the water (this was drawn in on the map AS)
- Accessibility to Dexter Lake as a safe walking/biking path
- I'd love to see biking trails anywhere. I'd pay a \$20-\$30 day permit if I could rent covered space close to water, bathrooms & playground. Maybe horseshoes, volleyball etc.
- updated playgrounds, trees or shaded areas, more trails and more things to do
- Splash pad
- We need more camping areas
- Nonmotorized dock for kayaking, paddle boarding, and fishing-Additional walking trails-Dog park-RV park/cabins/campground
- I would enjoy a dog park. I currently drive to town a couple times a week to take my dog to dog parks. I would go daily if we had one in Lowell. Seems like this could be a fairly easy addition to any extra land around Lowell. Just fence it in and mowing it and such which I'm sure is already happening. It would be nice to have two fenced areas to separate large and small dogs, creates less of an issue. Walking or running paved paths would also be a large draw.
- You should add a park with water for the kids and a dog park for the dogs. Dogs need a space to run around freely and play with other dogs. Many tourists traveling through could also stop for potty breaks for people and dogs at dog parks. When we travel we search for dog parks along the way so everyone can stretch their legs and dogs can get the wiggles out. Great tourist opportunity for Lowell and the small business.
- establish a park on Disappointment Butte with a restaurant
- It would be nice to have a skate park with trees and green grass so watching my kids play is cool and fun. Maybe a basketball court.
- water and mow what we have
- We need walking trails to the Marina. They do not need to be paved, just smoothed out. We also need walking trails between Paul Fisher and Rolling Rock parks.
- I would appreciate the high school track being open to the public. It would also be nice to set up a walking group to not only enjoy getting some exercise but to meet people in the community.

Q16. Would you support a new fee on your utility bill to pay for parks improvements, improved maintenance, and/or new parks? (n=112)

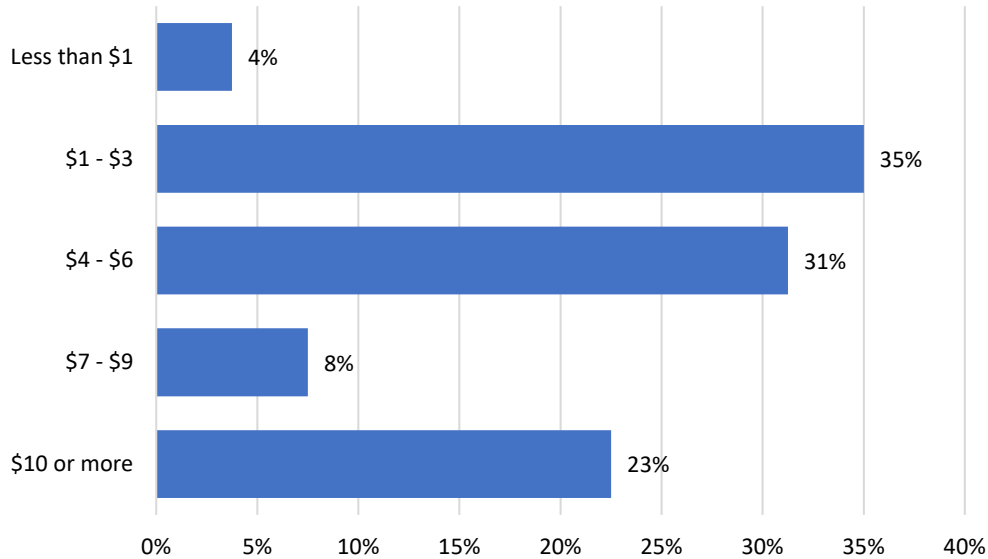


Q16. "It depends" text responses:

- City needs to be more frugal with its current expenditures I think it wastes money
- I feel there is a lot of wasted spending at the parks
- No. Already pay plenty .. Now pumping water from the lake but people cant afford to water their lawns. And why isnt the sprinkler system in PFP being used?
- It would depend on whether I agree with what improvements were being done. I think our water bills are too high already considering the water is disgusting.
- Lowell's water and sewer rates are so high that it is already a burden for many of its current residents
- We have a state park right down the road. Rolling Rock Park and Paul Fisher Park are a waste of money and land use.
- Willing to help support development of new parks to increase tourism and quality of life for Lowell residents
- \$ amount not to exceed \$3 mo.
- If it is going toward adding more family friendly equipment
- I can't give you a yes or a no until I have an idea of what the increase would be
- We pay a lot for city water/sewer and during a algae bloom we drink bottled water, which costs even more. Would depend on how much more revenue the improvements would bring in.
- If it wasn't too expensive- because water is already pretty expensive.
- I think it's more important to clean up the town. Get rid of junk cars and R.V.s, make people keep all their junk in the backyard out of sight.
- Absolutely would NOT support new parks. Lowell already has plenty particularly considering it is surrounded by public land. Would consider a small fee if existing parks would be mowed and maintained more regularly
- Depends on what the money will be used for
- If it goes to the improvements only and is a low cost. Water is already so expensive especially when its hardly used at my house.

- I would like to see what the current budget is and how that existing money is being used towards these parks. I would also like to see the plan and date before agreeing to a fee and how much.
- Depends on if the money will go for upgrades only.
- It would depend on what the fee amount was and whether there was a solid plan in place prior to imposing the fee. In addition, the improvements and maintenance would need to be something that the citizens of the community could see on a regular basis. Accountability for these things being done and followed through with would be a big determining factor for me.
- Yes if i liked the improvements
- Depends on if they are going to water the grass and make them actually look nice and provide ample shade
- Would depend on what the money was going to be used for and how long until changes were made and if the fee was permanent or temporary.
- It entirely depends on the fee. If it was reasonable. Then yes. I believe the sewer fees are already pretty high. An extra 5 or 10 dollars a month if put in the right place could do alot.
- what the fee is and if it really goes towards the parks.
- Yes yes yes! If there was a dog park I would definitely be willing to pay a fee. I would not feel comfortable doing so if I didn't feel like it was something my family could use.
- It might be s Financial hardship if it was too much.
- I believe we need to improve what we have. We are a small community with amazing outdoor space. It would be great to expand on what we have, before we build another park space. Rolling rock park is not well designed and it is not very inviting. It is underutilized by the public. I would support the city acquiring the adjoining lots to expand the park with paved parking, a bicycle area, skateboard park, a court for sports and a covered cook/gathering area. This would bring more family activity to the park and keeping vandalism down.

Q17. If you answered YES or IT DEPENDS, what monthly fee would you be willing to pay for a higher level of service? (The table below lists potential uses of the fee for reference.) (n=80)



Q 18. If you were given \$100 to spend on parks in Lowell how would you divide it among the following categories? You may put it all in one category or in any combination of categories. (n=113)

| | Average Allocation | Count |
|--|--------------------|-------|
| Improving existing facilities and equipment | \$ 26.58 | 113 |
| Park maintenance | \$ 19.08 | 113 |
| Improving security | \$ 15.32 | 113 |
| Improving recreational programming for children, adults, and seniors | \$ 12.13 | 113 |
| Building new parks and new park facilities | \$ 9.56 | 113 |
| Improving parking (cars and bikes) | \$ 3.88 | 113 |
| Other: | \$ 13.45 | 113 |

Q18. "Other" text responses:

- Water the parks
- Improve bathrooms at rolling rock
- water the grass at rolling rock, first view of Lowell
- Park programs like music/movies at the park at night
- Shade trees at Paul Fisher park
- Would LOVE a splash pad and volleyball court
- Water grass
- Water for the grass
- Kayak/Canoe dock at Orchard Park
- Watering grass, keeping it green

Q 19-25 were specific to downtown development and are omitted from these results. See the Downtown Master Plan for survey results.

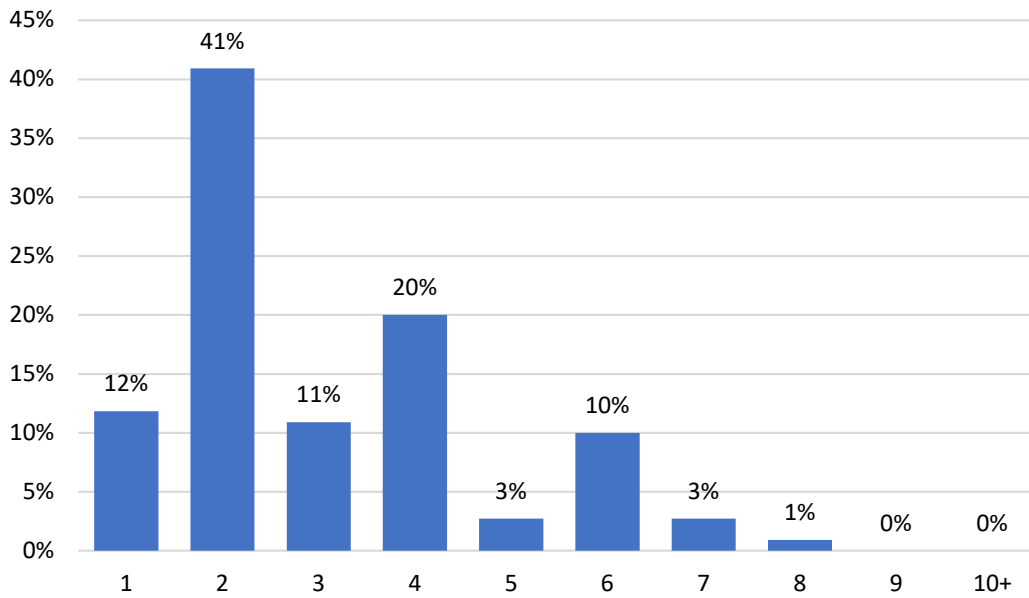
Q26. Do you have any additional comments or suggestions about how to improve Lowell's Parks or Downtown?

- I really hate the boat races. They are loud, noise all day 2) closes use of the lake for the 3 nicest weekends of the summer 3) There is nobody who lives here I know that likes it.
- too much is spent on parks. Reduce costs and reduce water bill it is outrageous.
- Need sidewalks along moss street to the parks
- I have a dog and three young children, and we use the school yard at the elementary school and the high school trade multiple times a week, year around. They are not official "city parks" but are what can use.
- Don't infringe on private property rights and the right to peaceful enjoyment of one's own property!!! most important
- Parks and cemetery are the first thing people see... keep them green!!
- Water the grass! Park, Rolling Rock, is the first thing people see when they drive in- it should be beautiful.
- new library and a pioneer museum with historical information about Lowell and the surrounding area.
- The parks and downtown need to be more cohesive- sidewalks connecting most parks to the main city features- post office, library, parks, and markets to the schools and grange. Mostly, sidewalk on both sides of moss street!
- Lowell already has a solid base: we just need more people coming in to capitalize on it. More biking/hiking trails would be great, and better kayak / sailing / paddle board facilities.
- Commercial design cohesiveness- maybe covered bridge theme- lakeside theme- resort/Lodge etc. Not a mishmash of weirdly painted bldgs.
- Would love to see something fun/safe for our teens to enjoy. Not sure what that would be though. Bowling alley? :)
- Green grass and where is downtown?
- FYI, the city hall and fire dept should be Downtown and not some side street in Lowell. Get rid of Rolling Rock Park, then rebuild both in its place. Keep the music hall for evening and day events.
- Keep the parks green in the summer, clean up towns of old cars and RV in peoples front yards.
- Lowell has a lot of good things going for it. Don't try to make it something it is not.
- No
- We need to focus on building a vibrant downtown and a connection to the Marina. The covered bridge is overrated. Many more people use the Marina and we should focus on that connection. It would be great to get a restaurant back in there.

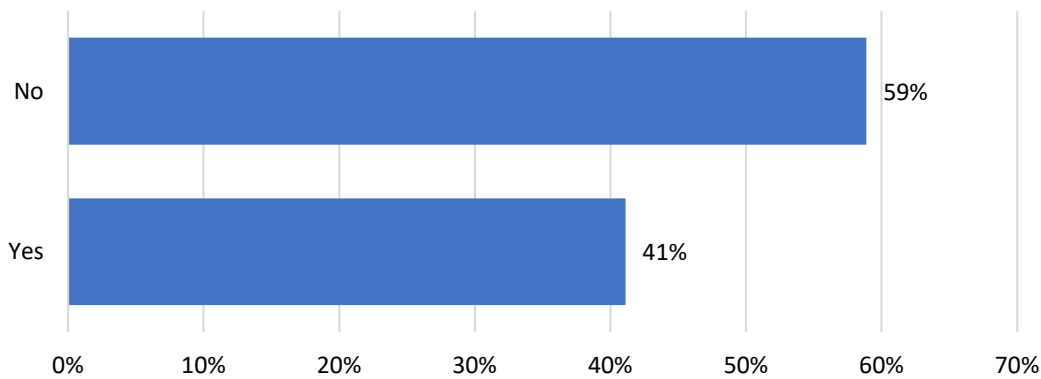
- Rolling Rock Park is sitting on some valuable land that could be better used for commercial purposes as it is highly visible to the road that runs by it. If we made the park smaller (half the size), and allowed commercial buildings (offices, retail, restaurant) on the other half, that would be a start. Also the “Green Tortoise” building is sitting on valuable commercial land as well. If that lot could be divided and the remaining area be used for commercial use, that would be better. We also need to consider mixed used developments such as apartments above and commercial uses on the ground floor. Right now there is no downtown; the few shops and businesses we have are scattered about.
- Parks have been continually improving, impressive for the size of city. Downtown continues to fragment, little economic growth, needs strong zoning to become a downtown... Encourage several blocks of business density
- We need to promote businesses to coming in so others from surrounding areas are coming here to shop and supporting our community. We need to upgrade the parks so they aren’t outdated and run down. The Lowell state park needs bathrooms closer to the lake and shade structures closer to the water. The whole city needs an upgrade. If an increase in utility costs the money should go to updates not to staff.
- Increase tourism by developing the Lowell Marina waterfront (paddle boat rentals, cafe) Adding or creating a splash pad area for kids Rolling Rock park needs to be better maintained and security added
- Parks- Improved maintenance of existing parks with additional trees and larger shelters. For new parks, additional trails and more access to the lake with nonmotorized recreational dock, kayak and paddle board rentals. Downtown- Small, traditional downtown feel with restaurants, retail, and services to meet needs of residents and visitors on North Shore Drive. Additional multifamily housing; first floor commercial, second floor condos or apartments. Preserve and improve the western half of Rolling Rock Park for special events. Wider sidewalks and street lighting. Design standards to encourage historic architecture, such as Lowell Junior/Senior High School and the Green Tortoise. Scale of any new development should fit Lowell.
- Good on ya for giving us a voice. Your doing good work for our community
- Stop trying to make our quiet quaint town bigger. The bigger it gets the more crime we see. We need more safety features like street lights and police presence than we do more tourist. Most of us dread summer when the “townies” come to town and real havoc on our community.
- I think you are doing a great job by WANTING to improve our town in ways WE as citizens want it improved. It would be very easy for you all to use your power to do nothing, or only do what you as a governing group think should be done. I also appreciate this survey and your willingness for change!
- I encourage positive downtown development as long as it doesn’t impinge on the existing residential area nearby- possible problems would be traffic, noise, trash, and crime. It’s easy to say will attract and build these restaurants, motels, and more people, cars, but they need to be in coordination with the people who live across the street, or in earshot of such activity.
- Define where downtown is. Main St. is deceiving. People think Main St. is downtown

- This survey is a waste of money. 450 households, mostly low income, could have had a door to door volunteer sampling
- As government offices create no income for the district (property taxes) I discourage any more publicly owned buildings
- A hotel and restaurant should be a priority.
- We love it here and encourage any growth!
- Traffic signals, speed limit enforcement.

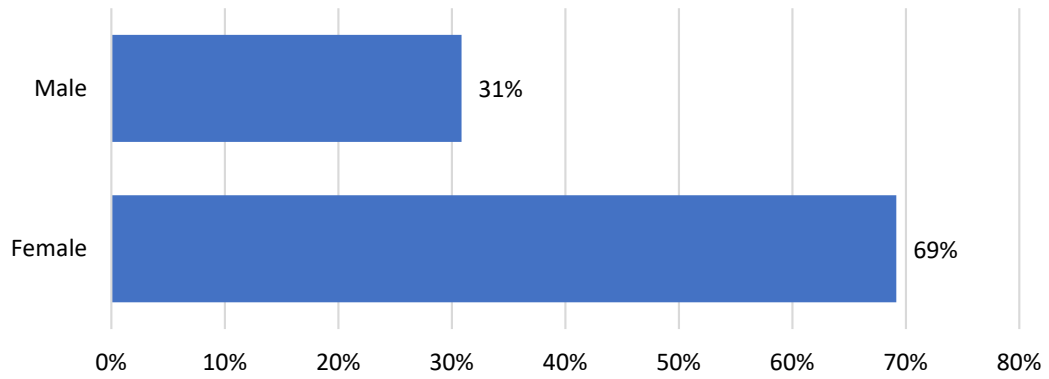
Q27. How many people live in your household (including yourself and children)? (n=110)



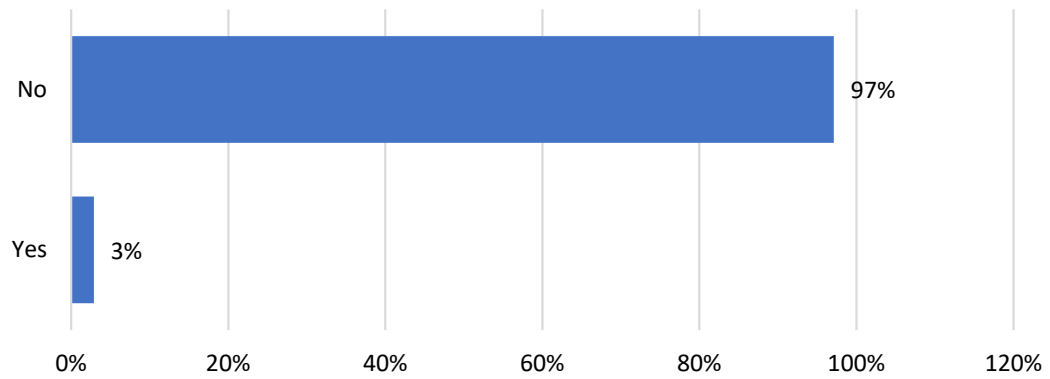
Q28. Are there children in your household? (n=107)



Q29. What is your gender? (n=107)



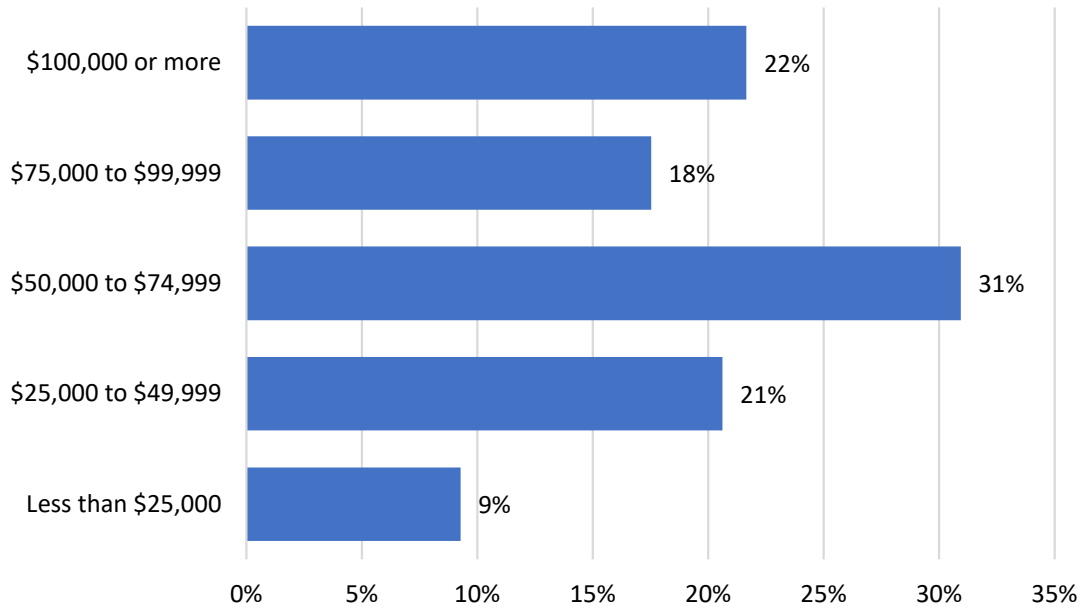
Q29. What is your gender? (n=107)



Q31. What is your age? (n=99)

| | Number | Percent |
|-------------------|--------|---------|
| 5 to 17 Years | 1 | 1% |
| 18 to 24 Years | 2 | 2% |
| 25 to 34 Years | 12 | 12% |
| 35 to 44 Years | 28 | 28% |
| 45 to 54 Years | 8 | 8% |
| 55 to 74 Years | 48 | 48% |
| 85 Years and Over | 0 | 0% |

Q32. What was the combined income for your entire household last year? (n=97)



Q33. What is your zip code? (n=104)

| | Number | Percent |
|-----------------------|--------|---------|
| Crescent Lake (97425) | 1 | 1% |
| Creswell (97426) | 1 | 1% |
| Dextger (97431) | 1 | 1% |
| Fall Creek (97438) | 5 | 5% |
| Lowell (97452) | 96 | 92% |

Facebook Comments

In August 2018, Parks and Recreation Committee member Aaron Graham gathered comments from about 40+ residents via the social networking site Facebook on the types of things they would like to see added to Lowell’s Parks and Downtown area. Below is a list of the information that he gathered:

- Bike Paths to our parks
- A bike path around the lake
- Greener Grass/Watering system in the parks
- More Trees in park for shade
- A splash pad in the park
- Fences around the City Hall Park
- Covered play structures for shade in Summer, rain cover in the winter
- Cleaner Restrooms
- Dog Park
- Canoe rentals
- Bike Rentals
- Dining Facilities
- Community Center
- More trees around the city, updated landscapes
- A Skatepark
- A Basketball Court in the Park

solids stabilization capacity. I/I continues to be a problem and additional I/I will decrease this capacity.

(3) Projected Needs

As a result of the out-of-date population projections contained in the Sewer Master Plan, until an update is completed, the City should use the population projections at 2.2% and 3.0% contained in Section 9.613 for the Water System for projecting Sewer System capacity needs.

(4) National Pollutant Discharge Elimination System (NPDES) Permit

The City's current NPDES permit provides for a population capacity of 1,115 and needs to be increased at the next renewal. The recent sewer treatment plant improvements were designed and constructed to meet regulatory requirements for increased discharges.

Refer to the 2001 Wastewater Facility Plan for more details.

(d) Stormwater Drainage

The City has no Stormwater Drainage Master Plan or designed stormwater drainage system. Because of the City's location primarily on hillside areas, primary storm drainage is provided by natural drainageways channeling stormwater from those hillside areas into Dexter Reservoir. In the more developed portions of the City, stormwater drainage is provided through a combination of open ditches and stormwater sewers which channel stormwater into the existing natural drainageways. New requirements limiting Total Maximum Daily Load for various contaminants being discharged into the Willamette River will require the City to complete a Stormwater Drainage Management Plan in the near future.

SECTION 9.963 PARKS & RECREATION (See Lowell Park Master Plan)

~~The scenic and recreational resources of Lane County are of exceptional quality. Its spectacular beauty includes the wilderness of the high Cascades, lakes, reservoirs, rivers and streams.~~

~~Lowell is situated in an area that features a wide variety of recreational opportunities. Within a six mile radius of Lowell can be found a variety of regional parks, which include:~~

~~(a) Rural Riverfront Parks~~

- ~~• Jasper State Recreation Site. Sixty two acres south of the river across from Jasper, with picnic facilities, a playground, group recreational facilities, and a proposed expansion of 71 acres on the eastern side.~~
- ~~• Fall Creek Park. Five acres midway between Jasper and Unity, with picnic facilities (Lane County Park).~~
- ~~• Clearwater Park. Ninety acres on north side of river across from Mt. Pisgah and presently undeveloped (Lane County Park).~~
- ~~• Elijah Bristow State Park. Eight hundred forty seven acres located along the Middle Fork of the Willamette River from Dexter State Recreation Site westward two miles, with natural areas, picnicking, hiking and equestrian trails.~~

- ~~Pengra Access. A State Park located across the river from Elijah Bristol which has a boat ramp and boater parking area.~~
- ~~Additional Boat Launches. The Army Corps of Engineers maintained two boat launch areas adjacent to Dexter State Recreation Site below Dexter Dam, one on each side of the river.~~

(b) Reservoir Parks

- ~~Dexter State Recreation Site. Presently 93 acres on Dexter Reservoir has parking, picnicking, boat launching facilities and an 18 hole Disc Golf Course.~~
- ~~Lowell State Recreation Site. Presently 46 acres on Dexter Reservoir between the City of Lowell and Dexter Dam, with boating, swimming, concessions and picnicking facilities~~
- ~~Orchard Park . One hundred acres between Lowell and Lookout Point Dam on Dexter Reservoir. (U.S. Army Corps of Engineers Park).~~
- ~~South Beach Park. Four acres located between Route 58 and Dexter Reservoir, used for picnicking (U.S. Army Corps of Engineers Park).~~
- ~~Meridian Park. Located on the north side of Lookout Point Reservoir just east of the dam. Facilities include restroom, picnic area and high water boat launch. (U.S. Army Corp of Engineers Park).~~
- ~~Signal Point Boat Launch. Located on north side of Lookout Point Reservoir approximately 6 miles east of the dam. Contains a year round boat launch, parking and restroom facilities. (U.S. Army Corp of Engineer Facility)~~
- ~~Ivan Oakes Park. Located on Lookout Point Reservoir (U.S. Army Corps of Engineers Park)~~
- ~~Winberry Park and Boat Ramp, North Shore Park, Sky Camp, Vascara Campground, Fisherman's POnt Group Camp, Free Meadow, Lakeside 1 and Lakeside two, all located on Fall Creek Reservoir and operated by State Parks, which provide a variety of recreational activities.~~

(c) Lowell City Parks

- ~~Paul Fisher Park. Located at the intersection of Moss and 3rd Street next to City Hall, this approximately 2.0 acre park contains picnic and playground facilities~~
- ~~Rolling Rock Park. Located on the south side of North Shore Drive between Moss Street and Pioneer Street, this approximately 1.5 acre park is developed as a heritage park with displays of historic logging and railroad equipment. It contains picnic and restroom facilities and it the site of the annual Blackberry Jam Festival.~~
- ~~Future Planned Park Area. The City currently owns approximately 8 acres of wooded land on the east side of town which used to be the Union Pacific Railroad right-of-way. This land is currently undeveloped but but approximately 2 acres is anticipated to be developed as a natural park with hiking and picnic facilities at some future date.~~

~~Recreational opportunities within the community should be expanded through the continued improvement of city, neighborhood and local area parks, together with the school grounds. The integration of city parks with the regional parks will serve the local~~

~~needs of students and residents while providing attractive recreational opportunities for tourist and visitors~~

~~It is important that the City develop a Parks & Recreation Master Plan in the near future. This plan is needed to identify improvements for existing parks, to plan for future parks and recreational facilities and to plan for the development of linear greenways and trails within the community. The Master Plan should also include a Capital Improvement Program to identify costs and priorities for park acquisition and improvements.~~

SECTION 9.964 FACILITIES AND SERVICES PROVIDED BY OTHERS

(a) Solid Waste

Lane County has a Solid Waste Management Plan to provide systematic control of storage, collection, transport, separation, processing, recycling, recovery and disposal of solid waste on a countywide basis. Solid waste management, through the countywide solid waste plan, should provide a basis for meeting future solid waste needs of Lowell

Lowell is served by two private refuse haulers. The residents of Lowell also have access to the County's Rattlesnake Creek Road Transfer Site located southwest of Lowell. Waste from this latter transfer site is hauled by Lane County to Short Mountain Landfill, Hazardous wastes which are not recycled are sent to the Arlington Landfill, the authorized hazardous waste disposal site in Oregon. Information as to what constitutes a hazardous waste may be requested from DEQ's regional representative in Eugene or from the Lane County Solid Waste Division.

(b) Lowell School District 71

The Lowell School District encompasses the City of Lowell and the Fall Creek, Unity and Lookout Point Areas. School facilities include one grade school and one combination high school/middle school. Enrollment in 2005 was 300 students.

School district enrollment has been steadily declining over the last 30 year. It has declined from a total of 472 in 1975 to 300 in 2005. This decline is a result of several circumstances. The City of Lowell, which accounts for less than 50% of enrollment has not had the infrastructure to support growth through much of the 1980s and 1990s. State land use laws have made rural residential development more costly than typical families with school age children can afford. Societal changes towards smaller families with fewer children have also led to a decline in school age children. In order to increase enrollment in the Lowell School District, the provision of housing that will attract families with children is a primary City goal.

In projecting enrollment, it must be assumed that there will be no significant increase in school age enrollment from the unincorporated areas outside the City with changes to State land use regulations. Assuming a 3% growth rate within Lowell and that 50% of the current enrollment are City of Lowell residents, resulting in a net school enrollment growth of 1.5%, the following enrollment growth can be anticipated. If the City is successful in attracting families with school age children, net enrollment might increase as much as 2.5%

8. The City shall continue to support regional efforts to provide recreational, cultural and other services not available in the City of Lowell.

Parks and Recreation

9. The City shall design park and recreation programs to address the needs of all age groups within the community.
- ~~10. The City shall prepare and maintain a Park & Open Space Master Plan that provides the City with a unifying park, open space, bike and pedestrian system.~~
- ~~11. The City shall provide additional parks to accommodate the growing needs of the community.~~
- ~~12. The City shall integrate State and Federal park and open space planning into City planning.~~
13. The City shall require developers to deed park land as a condition of development approval or provide an in-lieu-of fee for park acquisition or improvement.

10. The City shall increase diversity of recreational opportunities, events, and planning

11. The City shall provide adequate funding to maintain and operate parks

12. The City shall develop a vibrant parks system, acquire parkland to accommodate future needs and equitably distribute parks and recreation services as the community grows

14. The City shall support connections within Lowell parks system and to other regional systems.

15. The City shall protect and improve Lowell residents' access to Dexter Lake

Sanitary Sewer System

- ~~19~~¹⁷. The City shall maintain and implement a Sewer System Master Plan that will be reviewed and updated at least every 5 years.
- ~~20~~¹⁸. Existing development utilizing on-site disposal systems with identified health or pollution hazards shall be required to connect to the municipal sewer system.
- ~~21~~¹⁹. Except under approved circumstances, all development shall connect to the City sewer system.

Storm Drainage

- ~~22~~²⁰. The City shall complete and implement a Drainage System Master Plan that will be reviewed and updated at least every 5 years.
- ~~23~~²¹. Future developed areas shall be provided with an adequate storm drainage system with full the costs being borne by the developer unless approved otherwise by the City.