

W. Q. D.

AGENDA COVER MEMO

DATE: January 24, 2005 (Date of Memo)
February 9, 2005 (Date of Work Session)

TO: Lane County Board of Commissioners

DEPT.: Public Works, Parks Division

PRESENTED BY: Todd Winter and Celia Barry

AGENDA ITEM TITLE: In the Matter of the Lane County Parks and Open Space Master Plan Update

I. MOTION

None Requested

II. ISSUE OR PROBLEM

This is an informational item about the Lane County Parks and Open Space Master Plan Update effort now underway. Staff wishes to brief the Commissioners on the project and provide an early opportunity for feedback about the public process and to contribute to the first draft of the plan. Attachments A and B are being distributed throughout Lane County at various meetings, by email and mail, and via the Internet (www.lanecounty.org/parks/masterplan.htm). A postcard is also being sent out to park users and organizations to let them know about the project and web site. Attachment A, and the website, provide more detailed information about the Plan purpose, need, and public process.

Attachment B is a questionnaire being used to solicit comments that will be used to produce a first draft, which will then be released for additional public comment that will be considered in proposing a version for adoption. Commissioners (and any other interested parties) are encouraged to submit individually completed questionnaires prior to April 8, 2005.

Attachment C is a Draft Outline, offered here for any initial reactions. It is likely to change, perhaps significantly, before the draft is presented for adoption; however, it gives you a flavor of the general approach.

III. DISCUSSION

A. Background

Lane County's Parks & Open Space Master Plan is being updated for the first time since 1980. The update will replace the 1980 Plan, which is a component of the Lane County Comprehensive Plan and is therefore a land use document. The required state process is a

legislative plan amendment subject to Oregon land use law requirements as spelled out in Lane Code Chapter 12 and 16.400. Oregon Administrative Rules (OAR) 660-034, in particular, applies to Park Planning.

Attachment A provides additional background.

B. Analysis

The Parks and Open Space Master Plan is a "Single Purpose Plan" that includes both rural and urban areas. Attachment D is an illustration of the relationship of the Parks and Open Space Plan to the overall County Comprehensive Plan.

Public Process

Attachment E is a copy of the Public Involvement Plan (PIP) approved by the Parks Advisory Committee (PAC) and the Lane County Planning Commission (LCPC) at their November meetings.

The Technical Advisory Committee described in the PIP is composed of 21 federal, state, and local agencies, cities, EWEB, recreation districts, and watershed councils throughout the County. TAC representatives have agreed to review the first draft of the Plan update and provide assistance on an as-needed basis, specific to their individual expertise and geographic area.

A mailing list totaling approximately 1,950 contacts is composed of park users (based upon reservations for picnics, camp sites, moorages, and events); neighborhood, youth, service, and nonprofit organizations; schools, chambers, commercial recreational interests, park volunteers, concessionaires, caretakers, and hosts; utilities, city officials and staff; federal and state agencies, and others. Each will receive a postcard, or an email or letter accompanying Attachments A and B, about the project and web site. Notice of release of the first draft will be sent to organizations, agencies, and other key contacts such as elected and appointed officials, and to individuals who request to be on the mailing list.

Nine informational meetings have been scheduled to date throughout the County. The Parks Division is taking advantage of existing city and watershed council venues to reach out to a diversity of interests. As time allows at the meetings, participants are led through the questionnaire (Attachment B) and their comments added to the public record. Meetings have or will be held in Florence, Creswell, Coburg, Oakridge, and with four of the watershed councils, which are composed of a variety of interest groups and therefore offer an invaluable opportunity to reach out in both rural and urban areas throughout the County. The Cottage Grove Planning Commission will receive a briefing from their City staff. A meeting with youth organizations and park volunteers for the Howard Buford Recreation Area is also anticipated.

Funding

The Parks and Open Space Master Plan Update effort is being funded by a combination of system development charges and revenue from the Parks Division's timber program at Blue Mountain.

C. Alternatives/Options

This is an informational item only.

D. Recommendations

Not applicable.

E. Timing

A target time line is the last page in Attachment D. The timeline will depend to some extent on public involvement and whether unanticipated issues are raised; however it is our intent to provide enough early opportunities for concerns to be aired to preclude delays toward the end of the project. We anticipate returning to the Board of Commissioners in Winter 2005-2006 with a proposed Plan for adoption.

IV. IMPLEMENTATION/FOLLOW-UP

No follow-up at the Board level is needed at this time. Overall follow-up activity is shown in the project time line as described above under Timing. The PAC is receiving monthly updates on the progress of this project. Issues raised by the public will be brought to the PAC to give them an opportunity to provide advice prior to release of the Plan draft(s). Once ready for proposed adoption, a joint hearing will be scheduled with the PAC and LCPC, after which they will make their individual recommendations, which will be presented along with the public comment record to the County Commissioners. You will then have your own public hearing before considering the Plan for adoption. Once adopted, the Plan will become a component of the County's Comprehensive Plan and provide a long term strategy for the provision of recreation and open space in Lane County. Financial stability, partnerships, provision of recreational opportunities for youth, and tourism, will be emphasized in the plan.

V. ATTACHMENTS

- A. Lane County Parks and Open Space Plan Update – Overview
- B. Questionnaire (completed questionnaires from the County Commissioners are welcome, and are due April 8, 2005.
- C. Draft Outline (subject to change)
- D. Comprehensive Plan document chart
- E. Public Involvement Plan approved by Lane County Parks Advisory Committee and Planning Commission



LANE COUNTY PARKS AND OPEN SPACE MASTER PLAN UPDATE

www.lanecounty.org/parks/masterplan.htm

LANE COUNTY PARKS VISION STATEMENT

Lane County Parks will be recognized for providing thriving natural areas, accessible and well-maintained facilities, and a variety of recreational opportunities in a fiscally responsible manner.

BACKGROUND

The Lane County Parks and Open Space Master Plan was first adopted in January 1981. The Plan is a component of the County General Plan and Rural Comprehensive Plan. Now 24 years old, an update is long overdue. The population has grown 17.3% (1980-2000 Census), and the County has experienced demographic shifts and corresponding changes in the dynamics of demand for parks, recreation, and open space. Financial realities at the state and local level and within County government have concentrated public service priorities on basic health and safety, with major impacts on Parks Division operations, which have in many respects been forced into a reactive mode in making outdoor recreation available. In the absence of a plan that reflects current conditions and anticipates the future, it has been difficult for the Parks Division to perform strategically and to stabilize funding. Maintaining existing facilities alone has been a challenge. Meanwhile, the population continues on a steady climb (averaging about 1.7% per year), ensuring that demand for recreational open space will continue to grow.

An updated Plan is crucial for the County Parks Division to work toward financial stability and provide adequate recreational facilities to meet public demand. Recreation is a key tourism component, and therefore is important to the County's economic development. And by providing a place to exercise and enjoy clean air, parks promote a healthy population.

For all of these reasons, an updated County Parks and Open Space Master Plan is not only prudent but a necessary ingredient in County government efforts to continue to promote a healthy and high quality of life for Lane County citizens and visitors.

PURPOSE

The purpose of adopting a new Lane County Parks and Open Space Master Plan is to:

- replace the outdated 1980 Lane County Parks and Open Space Master Plan;
- comply with related state and local laws;
- forecast and document public need and demand for recreation and open space resources;
- develop corresponding goals, policies, and recommendations, consistent with the Parks Division Vision Statement, to help meet this demand for the next 20 years;
- market Lane County Parks to potential new users and financial sources; and
- be a working document that serves as both a reference and a compass for Lane County Parks Division and other public and private interests working with the Division.

OVERALL PLAN CONCEPT

The Master Plan update will document the condition of the existing 71 County Parks, analyze needs and issues, and set forth goals, policies and recommendations. The Plan will incorporate:

- Parks Division knowledge and participation in Plan development;
- statistical data regarding population demographics and recreational preferences, primarily from the Oregon Parks and Recreation Department's 2003-2007 State Comprehensive Outdoor Recreation Plan (SCORP);
- inventory data of parklands, facilities, and amenities; and
- public outreach employing a variety of methods.

PUBLIC OUTREACH

We Want To Hear From You. County staff are using several outreach methods to make the most of a lean budget to offer opportunities for public participation. The web site provides a description of how and when the public can provide comments.

Focus Group Process

Staff is currently reaching out to parks and open space interests through "Focus Group" meetings, telephone calls, email, and written correspondence. If you would like to participate either as an organization or individual, here's how you can do so:

1. Please complete a QUESTIONNAIRE. Comments are due by **APRIL 8, 2005**.
2. Meetings are being held with local organizations. Meetings are being scheduled through approximately **March 30, 2005**. If you would like more information about these meetings, please call 541-682-6935.

Deadline for Comments

We would like to receive these first round of comments (including completed questionnaires) by **April 8, 2005**. Written comments may be submitted at meetings, by mail, or email.

You can also complete a short "User Survey". The survey is available on the web or on request from the contact information below.

All comments are welcome and will be placed in the public record.

Future Opportunity to Comment

Once the 1st draft is available for your review (targeted for Spring or Summer 2005), it will be published on the web site, a notice will be mailed to organizations and individuals who requested to be on the mailing list, and comments will be taken for about 3 weeks. Then a 2nd draft will be published and presented at public hearings for proposed adoption. Additional details about the process are on the web site.

Questions? Or, to Get On The Mailing List:

Email: celia.barry@co.lane.or.us, or

Call: 541-682-6935, or visit the web site at www.lanecounty.org/parks/masterplan.htm

**Lane County Parks & Open Space Master Plan Update
QUESTIONNAIRE**

THIS INFORMATION WILL BE INCLUDED IN THE PUBLIC RECORD. ATTACH EXTRA PAGES AS NECESSARY

1. What are some general comments or suggestions you have for County Parks?
2. What are the most important issues that should be dealt with in the County Parks Plan, and why?
3. What suggestions do you have for dealing with these issues?
4. What operational changes would you like to see in how County Parks are managed, if any?
5. Are there specific parks, areas, or type of recreational use you'd like to comment about?
6. Are there specific goals and policies you'd like to see included in the plan? What are they?
7. What are some possible ways that County Parks could collaborate with your business or organization?
8. Please write or attach any additional comments you'd like to make. Thank You!

PLEASE PRINT CLEARLY

*ORGANIZATION _____

*INDIVIDUAL OR CONTACT NAME _____ PHONE _____

INDIVIDUAL OR CONTACT NAME EMAIL ADDRESS _____

MAILING ADDRESS --INCLUDING CITY AND ZIP _____

*MAY THE RECORD SHOW THAT THESE COMMENTS REPRESENT THE ORGANIZATION LISTED ABOVE?

CHOOSE ONE!

YES (IF YES, CONTACT NAME & PHONE # MUST BE INCLUDED)

NO, THESE ARE MY PERSONAL COMMENTS ONLY

SUBMIT BY APRIL 8, 2005 TO:

Email : celia.barry@co.lane.or.us, or

Mail: Celia Barry, Lane Co. Public Works, 3040 N. Delta Hwy., Eugene, OR 97408

**LANE COUNTY
PARKS & OPEN SPACE MASTER PLAN UPDATE**

DRAFT OUTLINE
December 8, 2004

Note: this outline is a general idea of the Plan content;
it may change as the planning effort progresses

LANE COUNTY PARKS VISION STATEMENT

MISSION STATEMENT

EXECUTIVE SUMMARY

INTRODUCTION

PARK RESOURCES

PARK PROGRAMS

PARK MANAGEMENT AND OPERATIONS

EXISTING PARK LANDS, FACILITIES, AND SERVICES

PARTNERSHIPS

PUBLIC PARTICIPATION PROCESS

NEEDS & DEMAND ANALYSIS

IMPLEMENTATION: FUTURE PLANS & PROGRAMS

MARKETING

FINANCING

APPENDICES

COMPREHENSIVE PLAN FOR LANE COUNTY
 (includes all adopted general and detailed plans)

EUGENE-SPRINGFIELD METROPOLITAN AREA PLAN
 (includes all land within plan boundaries)

LANE COUNTY GENERAL PLAN
 (includes all unincorporated lands beyond Metropolitan Plan Boundary and small city Urban Growth Boundaries)

- Plan Policies
- Coastal Plan Diagram
- Inland Plan Diagram

SMALL AREA PLANS

Examples:

- Willakenzie Plan
- Whiteaker Plan

PLANS FOR SMALL INCORPORATED CITIES
 (areas within Urban Growth Boundaries)

- COTTAGE GROVE
- CRESWELL
- OAKRIDGE
- WESTFIR
- LOWELL
- COBURG
- JUNCTION CITY
- VENETA
- FLORENCE
- DUNES CITY

SPECIAL PURPOSE PLANS

Examples:

- 19th & Agate Special Area Study
- Fairmount/U of O Special Area Study

SINGLE PURPOSE PLAN
 (may include metro, rural, and small city areas)

Examples:

- Transportation System Plan
- Solid Waste Management Plan
- Parks and Open Space Plan
- Coastal Resources Management Plan

Lane County Parks and Open Space Master Plan Update
Public Involvement Plan
Approved by Parks Advisory Committee on November 8, 2004
Approved by Lane County Planning Commission on November 16, 2004

VISION STATEMENT

Lane County Parks will be recognized for providing thriving natural areas, accessible and well-maintained facilities, and a variety of recreational opportunities in a fiscally responsible manner.

BACKGROUND

The Lane County Parks and Open Space Master Plan was first adopted in January 1981. The Plan is a component of the County General Plan and Rural Comprehensive Plan. Now 24 years old, an update to the 1980 Plan is long overdue. State land use requirements for Parks Master Planning have changed, and uses that the Parks Division would like to develop within the Parks must be a part of an adopted master plan. The population has grown 17.3% (1980-2000 Census), and the County has experienced significant demographic shifts and corresponding changes in the dynamics of demand for parks, recreation, and open space. Financial realities at the state and local level and within County government have concentrated public service priorities on basic health and safety, with major impacts on Parks Division operations.

As the 1980 Plan's relevance diminished over the years, and as circumstances changed, the County Parks Division has in many respects been forced into a reactive mode, doing what is necessary to make outdoor recreation available to County residents. In the absence of a plan that reflects current conditions and anticipates the future, it has been a challenge for the Parks Division to perform strategically and to stabilize funding. Management strategies respond to public open space and recreational needs with leaner approaches and by taking advantage of opportunities as they arise. Meanwhile, the population continues on a steady climb, ensuring that demand for recreational open space will continue to grow.

For all of these reasons, an updated County Parks and Open Space Master Plan is not only prudent but a necessary ingredient in County government efforts to continue to maintain a relatively high quality of life for Lane County citizens.

PURPOSE

The purpose of adopting a new Lane County Parks and Open Space Master Plan is to:

- replace the outdated 1980 Lane County Parks and Open Space Master Plan;
- comply with applicable state land use laws and other state and local policies and regulations;
- forecast and document public need and demand for recreation and open space resources, and develop a corresponding set of goals, policies, and recommendations, consistent with the Parks Division Vision Statement, to meet this demand for the next 20 years;
- market Lane County Parks to potential new users and financial sources; and
- be a working document that serves as both a reference and a compass for Lane County Parks Division and other public and private interests working with the Division.

OVERALL PLAN CONCEPT

Generally speaking the Master Plan update will look at and document existing County Parks conditions, analyze needs and issues, and set forth goals, policies and recommendations. The effort will use a combination of substantive information and public involvement procedures to evaluate County Parks today and for the future. These include 1) Parks staff knowledge and participation in Plan development; 2) statistical data regarding population demographics and recreational preferences; 3) inventory data of parklands, facilities, and amenities; and 4) public outreach.

In January 2003, the Oregon Parks and Recreation Department published the 2003-2007 State Comprehensive Outdoor Recreation Plan (SCORP). It includes a detailed Demand and Needs Analysis, based in part on a 2002 survey of Oregon residents. The report is organized by region, and delineates recreational needs and demands for Lane County in two state regions—one east of the Coast range and one west, with the latter also covering coastal Lincoln County. In combination with public outreach efforts conducted by County staff for the Parks Master Plan update, the SCORP analysis, including the 2002 survey, will be an important piece of the needs assessment and future plans and recommendations for Lane County Parks.

PUBLIC INVOLVEMENT COMPONENTS

Staffing

Long range planning staff from two Public Works sections—Engineering/Transportation Planning and Land Management/Planning --will work with Parks Division staff to coordinate with other agencies, stakeholders, and the public in Plan development. This will include holding meetings, scheduling Parks Advisory Committee, Lane County Planning Commission and Board of County Commissioners work sessions and hearings, disseminating information to the public, as well as soliciting input, and communicating how comments are considered and dealt with.

Geographic Information Systems (GIS) staff in the Transportation Planning Section are producing maps for the Plan.

Staff Visioning Retreat

In October 2004 the Parks Division held a staff retreat facilitated by long range planning staff. The day-long retreat covered several topical areas including critical issues, parklands, community, customer service, equipment and maintenance, and financing. The discussion provided a foundation of information about existing conditions, issues, and the future envisioned by Parks Division staff who are directly involved with Lane County parklands and users on a daily basis.

Technical Advisory Committee (TAC)

The TAC will be composed primarily of agencies within and outside of Lane County government that have recreational land management responsibilities or other jurisdictional relationships to County, State, and City parklands. The TAC's purpose is to provide review and comment with regard to jurisdictional and technical issues.

Interested Parties Mailing List

The mailing list for the Plan update is one of the most important public involvement pieces because it allows us to directly contact individuals and groups with a known or potential interest in Lane County Parks. The list will be extensive, and is being developed from the following sources:

- a. Agency and stakeholder contacts on Parks Division mailing lists for the Parks Advisory Committee, picnic reservations, moorage holdings, and events;
- b. Board of County Commissioners agenda mailing list;
- c. Lane County Planning Commission agenda mailing list;

- d. Lane County City Councils, public service providers, private businesses, private service organizations, watershed councils and other nonprofit groups with a known or potential interest in parks planning.

Web Site

The Web has proven to be highly effective and efficient in disseminating information during previous long range planning efforts. The User Survey form (discussed below) is now available on the Parks Division web page. Draft Plan materials and supplementary information will also be published on the web site. The web site will encourage review of and written comment on the draft, provide information and updates about meetings and other aspects of the public involvement and adoption process, and provide staff contact information.

Focus Groups

There are few people in Lane County who would claim a lack of interest in parklands, so public outreach that casts a wide net is critical. Past experience shows that newspaper and other media outreach, no matter how concerted such efforts may be, do not achieve the level of notice appropriate for the level of interest that the Parks and Open Space master planning effort is expected to generate. Therefore, staff will make individual contact to specific, key interests, or 'focus groups'. Recreational interests, non-profit and quasi-public organizations, private recreation service and product suppliers, agencies responsible for safety, and tourism and chamber interests will all be contacted to meet in groups, individually, or by teleconference.

User Surveys

A half-page user survey was distributed during the 2004 Summer parks season primarily in developed parks in and near the Eugene-Springfield metropolitan area, including Howard Buford Recreation Area and County parks surrounding Fern Ridge Reservoir. The form is also available in English and Spanish on the Parks Division web site. Staff is publicizing the survey through a news release to area print, radio, and television media, non-profit organization newsletters, and events. Comments submitted will be a part of the public record and used in developing Plan content.

Public Hearings

Lane Code Chapters 12 and 16 provide procedural requirements based upon state land use law for processing plan amendments. At least one hearing before the Planning Commission and one before the Board of County Commissioners is required prior to adoption. The public hearing with the Planning Commission will be scheduled jointly with the County Parks Advisory Committee. A news release will publicize the hearings to all print, television and radio media, and legal notices will be published in the Eugene Register-Guard.

After each hearing is concluded, staff will prepare written responses to issues raised. The draft Parks Master Plan Update will be amended as appropriate based upon direction of appointed and elected officials, and adopted by ordinance.

Public Record

All public processes will be documented in the record which will be made available to the Parks Advisory Committee, Planning Commission, and Board of County Commissioners. Written comments will be included in hard copy and summarized with staff responses and recommendations, and a record of any resulting revisions to the Plan documents.