



# NEWPORT PARK SYSTEM MASTER PLAN

AUGUST 2019





## ACKNOWLEDGMENTS

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The City of Newport appreciates the guidance and efforts of our Advisory Committee members, as well as the City staff, stakeholders, interest groups, civic leaders, and community members who contributed their time, energy, and ideas to this planning effort. Together we have created a vision for a park and recreation system that will serve the residents and visitors of the City of Newport and support a healthy environment and a high quality of life.

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# EXECUTIVE SUMMARY

## **INTRODUCTION**

The Newport Park System Master Plan establishes clear goals and strategies for enhancing the community's parks and recreation facilities through investment and development over the next 20 years. The need to make recommendations for future park upgrades, planning, and development, while paying particular attention to funding parks maintenance, was identified as a community priority through the City's 2040 Visioning process in 2017. The Vision also prioritizes further development of an integrated multi-use trail system that connects neighborhoods, visitor destinations, open spaces, and natural areas.

The System Master Plan builds on the community's unique assets to meet the needs of current and future residents and tourists of the City. This Plan is the result of an extensive and active public engagement process that included:

- » 5 meetings with the Citizens Advisory Committee
- » 10 meetings with over 20 different stakeholder groups and individuals
- » 3 in-person community open houses
- » 3 online surveys
- » 4 press releases
- » 7 Facebook advertisements

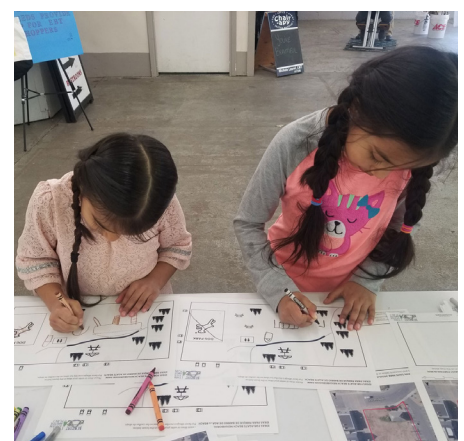


- » 3 joint Planning Commission and City Council work sessions
- » 5 local radio show interviews
- » 3 elementary and high school outreach activities
- » 5 pop-up dot board exercises
- » 1 information table at the Newport Farmer’s Market
- » 1 Spanish language focus group

## EXISTING ASSETS

The City of Newport has a robust system of existing parks, trails, and recreation facilities and a rich natural environment that provide excellent opportunities for recreational activities for residents and visitors. Among its unique assets are:

- » The Pacific Ocean, including numerous beach access points, stretches of sandy beaches, and picturesque rocky cliffs.
- » Four state and federal parks and recreation areas totaling over six hundred acres that serve as regional and statewide destinations, including Agate Beach State Recreation Site, South Beach State Park, Yaquina Bay State Recreation Site, and Yaquina Head Outstanding Natural Area and lighthouse.
- » A variety of neighborhood parks, mini parks, and pocket parks providing opportunities for many residents to access recreation opportunities close to home, and a network of paved and soft-surface trails connecting parks and neighborhoods throughout the city.
- » Over seven hundred acres of undeveloped open space at 18 different locations, including wetlands, forests, walking trails and other opportunities for passive recreation.
- » A 45,000 square foot state-of-the-art Recreation Center, including two gyms, a cardio fitness area, indoor running track, classrooms, multipurpose rooms, and a dance studio.
- » A new year-round indoor Aquatic Center with recreational swimming, swim lessons, lap swims, water fitness, special event swims, swim meets, and pool rentals.
- » A robust 60+ Activity Center, where residents age 60 or older can gather, participate in a variety of drop-in activities, and partake in classes, lectures, field trips, health and wellness opportunities, socializing, and more.
- » City, School District, and other facilities that offer opportunities for people of all ages to participate in a wide variety of sporting activities, including basketball, wrestling, track and field, indoor and outdoor soccer, and more.





## Executive Summary

- » Partnerships with local community groups and organizations that help the City leverage additional resources to provide, support, and maintain park and recreational facilities and programming.

The City's existing park and recreation facilities are an excellent foundation upon which to build and develop a more robust system of parks, trails, and other facilities to serve the City's residents and visitors. The existing park system includes the following types and numbers of facilities:

### » Parks

- Mini-Parks (3)
- Pocket Parks (4)
- Neighborhood Parks (11, including four facilities owned by the Lincoln County School District)
- Destination Parks (4, all owned by state or federal agencies)

### » Special Use Facilities

- Dog parks (2 total, 1 owned by the City of Newport, 1 owned privately)
- Skate park
- Piers and docks (4 total, 2 owned by the City of Newport, 2 owned by the Port of Newport)
- Other special use facilities, such as the 60+ Center, Recreation and Aquatic Center, waysides, etc. (13 total; 8 owned jointly or completely by the City of Newport)

### » Beach Access Points (14)

### » Open Space Areas (12)

### » Undeveloped Sites (6)

### » Trails and trail corridors (6)

A detailed inventory of these facilities can be found in Chapter 2 and Appendix B (Existing Parks Inventory) of the Park System Master Plan.

## **PARK SYSTEM MASTER PLAN OBJECTIVES**

The City of Newport continues to experience growth and is also undergoing shifts in its demographics. Residents age 65 years and older now make up approximately one fourth of the City's population, and the number of residents who identify as Hispanic or Latino has nearly doubled in the last two decades. Today, just over half of the City's residents are renters. Given these changes to the City's population, it will be important to consider the needs of future residents and visitors when thinking about how to further develop and improve upon the City's park system. Some objectives of the Park System Master Plan include:



*Literacy Park*



*Sam Moore Park*



*Agate Beach State Recreation Site*



- » Further development of an integrated multi-use trail system that connects neighborhoods, visitor destinations, open spaces, and natural areas.
- » Increasing the recreational value of existing parks, including creating conceptual designs for underdeveloped spaces.
- » Identifying areas underserved by parks and recreation facilities and proposing new parks and recreation facilities for serving them.
- » Redesign and expansion of the Sam Moore Skate Park and associated neighborhood park and trail.
- » Siting of a bicycle pump track.
- » Recommendations related to siting and management of new community gardens.
- » Assessing how future development of the Wolf Tree Destination Resort can be integrated into the City's park system.
- » Identifying ways to increase energy and natural resource efficiency for park and recreation maintenance and operations.
- » Identifying sustainable funding streams and ways to reduce ongoing maintenance requirements and costs for the City's parks, open spaces, and recreational facilities.
- » Collaborating with community partners to create a park and recreation system that is attractive, sustainable, and well-maintained.

## GOALS AND POLICIES TO GUIDE IMPLEMENTATION

General goals and policies to guide implementation of the Park System Master Plan were generated through Advisory Committee, policymaker, community, and staff input during the public outreach process. They are listed below. Recommended implementation measures and project-specific implementation strategies are described in more detail in the Implementation chapter of the Park System Master Plan.

**Goal 1: Provide a Park System that is visually attractive and well-maintained and that can continue to be maintained and improved in a financially and environmentally sustainable manner over time.**

### Policies:

- » Promote beautification and enhanced stormwater management through the use of climate-appropriate, ocean friendly design and landscaping.
- » Ensure that vegetation used in the City's parks and open spaces be able to withstand local weather and climatic conditions and be as inexpensive and resource-efficient as possible to maintain.
- » Consider materials, durability, accessibility, maintenance needs, and life-cycle costs when making decisions about, and budgeting for, proposed improvements and expansions to park and recreation facilities, including restrooms.



*Coast Street Trail*



*Coastal Gully Open Space*



*Coast Park*



## Executive Summary

- » Explore options for how to most efficiently allocate, organize, and budget for adequate staffing to meet desired service levels.
- » Secure funding for capital improvement projects and maintenance needs identified in the Park System Master Plan.
- » Maintain capital reserves to replace or make major repairs to City-owned park and recreational facilities.
- » Work with community stakeholders, including neighbors, the Chamber of Commerce, and service organizations, to encourage volunteer maintenance of City parks, including regular litter pickup and quarterly or annual invasive vegetation removal.

### **Goal 2: Incorporate and develop a system of multi-use trails offering opportunities for a full range of activities and ability levels.**

#### **Policies:**

- » Maintain and expand the multi-use path and trail system.
- » Work with airport staff to identify, map, and further describe opportunities for community use of trails and other facilities on airport property in a manner consistent with the Airport Master Plan.

### **Goal 3: Meet a full range of indoor and outdoor recreational needs for all ages by including opportunities and facilities for active and passive recreation, sports, socializing, environmental and cultural education, and enjoyment of nature.**

#### **Policies:**

- » Serve all areas of the city in an equitable and effective manner.
- » Focus City and other local resources on meeting the needs of residents while also appealing to visitors.
- » Provide amenities within facilities to meet users' basic needs such as drinking fountains, restrooms, benches, shelters, and flexible open lawn areas.
- » Develop and maintain accessible, all-weather facilities to accommodate small and large group gatherings throughout the year, including picnic shelters, plazas, and other public gathering spaces.
- » Ensure that facilities are planned, designed, and constructed to be safe, easy to maintain, inclusive, and accessible to individuals of all ages, abilities, backgrounds, and income levels.
- » Take an active role in coordinating with field users to help develop and implement a coordinated approach to scheduling, use, and improvement of local playing fields.

### **Goal 4: Maintain and improve public access to the beach and improve recreational access to the Bay, including enhancements for people with limited mobility.**



*Big Creek Park*



*Lucky Gap Trail*



*Yaquina View Elementary School*

**Policies:**

- » Acquire land or easements to create beach access points in areas where there are currently gaps, and to improve existing access that is in poor condition.
- » Pursue opportunities to make accessibility improvements and provide informational signage around beaches and the Bay through strategic partnerships.

**Goal 5: Sustain and enhance partnerships with local community groups and other public agencies, including Lincoln County, the Lincoln County School District, Oregon Parks and Recreation Department, the Port of Newport, and others to integrate and manage recreational resources in a collaborative and cost-effective manner.**

**Policies:**

- » Cooperate and coordinate in long-range planning for enhancements to park and trail facilities that are jointly used by residents and visitors, including proposed improvements at Yaquina Bay State Park, the County Commons, the Port of Newport, the Agate Beach State Recreation Site , and South Beach State Park.
- » Support plans for development of multi-purpose playing fields and a play area at the County Commons site.
- » Support local organizations in their commitment of labor and resources to help improve and maintain playing fields.
- » Partner with School District on use of expertise, labor, and equipment in making improvements to City fields.
- » Work together with local partners to schedule joint use of playing fields and facilities in an equitable, efficient manner.

**Goal 6: Preserve and maintain large contiguous natural areas for use as open space, wildlife habitat, and passive recreation areas.**

**Policies:**

- » Prioritize conservation of significant open spaces and natural resource areas, including beaches and headlands, midcoast watersheds, the Yaquina Bay Estuary, rivers, streams, forests, and fish and wildlife habitat.



*Mike Miller Educational Trail*



*Coast Guard Trail*



*Founding Rock Park*



## FEE AND FUNDING RECOMMENDATIONS

Current sources of parks and recreation funding include fees, transfers from the City’s General Fund, transfers from the City’s transient lodging tax, and a small amount of revenue from investments.

Park and Recreation Fund (201) Resources, FY 2018-2019		
Source	Resources*	Percent total
Total Fees	892,600	50%
Total General Fund	621,239	35%
Total Room Tax	247,600	14%
Total Miscellaneous	16,600	1%
Total Investments	10,000	1%
<b>Total</b>	<b>\$1,788,039</b>	<b>100%</b>

Source: Adopted Budget 2018-2019, City of Newport; \*Resources also include a beginning fund balance that has varied in amounts from \$417,005 to \$630,669 between FY 2015-2016 and FY 2018-2019.

## FUNDING STRATEGIES

The City of Newport already uses several common funding sources to fund park and recreation projects, but could revisit, modify, or streamline these sources based on further analysis to improve their efficiency. These include:

- » Grants
- » System Development Charges (SDCs)
- » General Fund
- » Urban Renewal Funding
- » Transient Room Tax
- » User Fees /Memberships

There are also several potential funding sources not currently used by the City of Newport that may be worth consideration. These potential sources—discussed in more detail in the Capital Improvement Component of the Park System Master Plan—include:

- » Creation of a Parks District
- » Local Option Levy
- » General Obligation (GO) Bonds
- » Stormwater Utility Fees
- » Park Maintenance Fees
- » Food and Beverage Tax

**The estimated cost of improvements identified in this Plan, equating to an average expenditure of around \$570,000 to \$740,000 per year, is significantly higher than the estimated available revenue from existing sources. It will be critical for the City to explore adoption of additional funding sources to achieve the goals and implement the improvements identified in this plan.**



Don and Ann Davis Park

Adoption or modification of any of these funding mechanisms will require a significant amount of analysis, including extensive community discussion and an assessment of the potential political and public support or acceptance of the funding mechanisms. The PSMP process included an initial online survey of relative potential support for several of these funding strategies, as well as other methods to pay for operation and maintenance of parks. Findings from that survey include:

- » Use of grants received almost universal support (97%).
- » Creation of a new Parks District received reasonably strong support in comparison to other funding mechanisms, with 48% supportive, 38% opposed and 13% unsure.
- » General obligation (GO) bonds received similar but slightly lower levels of support, with 45% supportive, 29% opposed and 26% unsure.
- » Opinions about use of a stormwater utility fee were similar to those for a GO bond, with 44% supportive, 31% opposed and 26% unsure.
- » Survey participants were generally opposed to use of a sales tax (28% supportive, 59% opposed and 13% unsure), although they were asked about a general sales tax, rather than a tax on food and beverages.

These survey results are very preliminary. It is recommended that much more extensive community education and analysis of potential public support be undertaken before pursuing any of these funding mechanisms.

## **PRIORITIZED PROJECT RECOMMENDATIONS**

This plan provides near- and long-term strategies for the development, maintenance, and operation of the City’s park system. It is expected to be implemented over the next 10-20 years. Improvements identified in the Plan have been prioritized as short-term (1-5 years), medium-term (6-10 years), and long-term (11-20 years). Priorities are based on the following factors:

- » Direction from Advisory Committee members, City staff, and community members
- » Ability to leverage or use existing City or partner-owned sites, as opposed to needing to acquire new property
- » Presence of community partner(s) with the ability and commitment to assist in making improvements in the short-term
- » Level or frequency of facility use
- » Level-of-service analysis and projected timing of future growth and development in areas where new parks may be needed



*Agate Beach Neighborhood Park*



*Don and Ann Davis Park*



*Franke Wade Park*



## Executive Summary

<b>Tier I Projects (Near Term)</b>		
P-01	<b>Agate Beach Neighborhood and Dog Park Improvements</b>	Existing Park
P-02	<b>Agate Beach Wayside Multi-Use Field</b>	Existing Park
P-03	<b>Betty Wheeler Memorial Field Improvements</b>	Existing Park
P-04	<b>Big Creek Park Improvements</b>	Existing Park
P-09	<b>Frank Wade Park Improvements</b>	Existing Park
P-17/T-J	<b>Sam Moore Park and Trail Improvements</b>	Existing Park and Trail
P-06	<b>Don and Ann Davis Park (Grassy Area)</b>	Existing Park
S-A	<b>South Beach Marina Non-Motorized Boat Launch and Access Improvements</b>	New Special Use
P-D	<b>Lincoln County Commons Multi-Use Fields</b>	New Special Use
S-05	<b>Nye Beach Turnaround - Universal Beach Access</b>	Beach Access
T-B	<b>13th Street and Spring Street - Restored Beach Access on Public Land</b>	Beach Access
T-H / T-I	<b>Ocean to Bay Trail Improvements</b>	Existing Trail
T-L / T-M	<b>Yaquina Bay Beach (Coast Guard) Trail</b>	Existing Trail
X-08	<b>Forest Park Trail Improvements</b>	Existing Trail
T-G	<b>Big Creek Reservoir Trail System</b>	New Trails
<b>Tier II Projects (Medium Term)</b>		
X-01	<b>Pocket Park on NE 7th Street</b>	New Park
P-J	<b>Mini Park at South End of Yaquina Bay Bridge</b>	New Park
S-08	<b>Community Gardens at the Newport Municipal Airport</b>	New Special Use
S-B	<b>Marine Science Drive Non Motorized Boat Launch</b>	New Special Use
P-06	<b>Don and Ann Davis Park - Beach Access Improvements</b>	Beach Access
P-C	<b>Improved Beach Access at Jump-Off Joe</b>	Beach Access
T-K	<b>Ocean to Bay Trail Completion</b>	New Trail
T-O	<b>Chestnut Street Open Space and Trail</b>	New Trail
T-N	<b>Coastal Gully Open Space Trail</b>	New Trail
T-P/S-08	<b>Trail Connections from Mike Miller Park to Newport Municipal Airport and Areas to the South</b>	New Trails & Connections
X-15	<b>San-Bay-O Trail Connection</b>	New Trail
T-C	<b>Agate Beach Neighborhood &amp; Ernest Bloch Wayside Trail Connection</b>	New Trail
T-F	<b>Pollinator Habitat Restoration on 101</b>	New Habitat
<b>Tier III Projects (Long Term)</b>		
P-05	<b>Coast Park Improvements</b>	Existing Park
P-13	<b>Mombetsu Park Improvements</b>	Existing Park
P-20	<b>Yaquina Bay State Park Improvements</b>	Existing Park
P-A	<b>North Newport Neighborhood Park</b>	New Park
P-E	<b>Mini Park South of Highway 20</b>	New Park
P-K	<b>Additional Wilder Neighborhood Park</b>	New Park
P-M	<b>Wolf Tree Destination Resort Recreational Amenities</b>	New Park
S-02	<b>Wilder Dog Park Improvements</b>	Special Use
T-08	<b>Wilder Trail Improvements</b>	Existing Trail
T-R	<b>Nautical Hill Open Space Trail</b>	New Trail
T-S	<b>Oregon Coast Trail - Restored Access on Public Land</b>	Beach Access



Detailed project descriptions and cost estimates for these projects can be found in Chapter 4 and in the Capital Improvement Component (Appendix A) of the Park System Master Plan.

## **PLAN ORGANIZATION**

The first part of this plan provides detailed guidance towards meeting the plan's objectives, including:

- » Introduction and background on park planning in Newport
- » Community Vision and Goals for the future parks and open space system
- » An inventory and level of service analysis of existing facilities
- » Recommendations for new parks and improvements to existing facilities, including improvement priorities and park design guidelines
- » Plan implementation, including a project timeline, implementation strategies, project costs, and funding strategies

The document also includes the following supporting information:

- » Capital Improvement Component that summarizes information and recommendations related to costs and funding associated with existing and future facilities
- » Detailed inventory of existing parks, open spaces, and recreational facilities in Newport
- » A full level of service analysis based on projected population and demographic shifts and existing facilities
- » Detailed design guidelines
- » Climate appropriate planting palette
- » Recommendations related to maintenance, staffing, and partnerships
- » A complete list of community engagement activities conducted throughout the project

The Newport Park System Master Plan is a great accomplishment that demonstrates the community's ability to work together for the benefit of all residents and visitors to the city. In order to keep the plan relevant, the city will want to update specific components of the plan approximately every five years or following major changes in the community.



*Newport Recreation Center*



*Coast Park*



*Cooper Ridge Trail*





# CHAPTER 1: INTRODUCTION

The City of Newport adopted its current Park System Master Plan in 1993. In the 25 years since the Plan's adoption, the City has experienced population growth and shifts in demographics; expanded its Urban Growth Boundary (UGB); made upgrades and additions to its parklands; constructed a large recreation and aquatic center; and expanded its recreational programming.

In 1990, sixteen percent of Newport's population was 65 years or older. Today this age group makes up around one fourth of the city's population. Additionally, the number of Newport residents who identify as Hispanic or Latinx has almost doubled since the year 2000, currently comprising around sixteen percent of the City's population. Over twenty five percent of Newport's youth (age 19 and under) are Hispanic or Latinx, and around one half of Newport's households are renters.

In 2017 the City of Newport underwent a visioning process that indicated strong community support for engaging residents in identifying priorities and future needs related to open space, trail, and park and recreation assets. Newport's 2040 Vision identifies the development of an integrated multi-use trail system that connects neighborhoods, visitor destinations, open spaces, and natural areas as a top-tier strategy. The Vision also identifies the need to make recommendations for future park upgrades, planning, and development with particular attention paid to cultivating sustainable funding streams for maintenance.

In June 2018, the City of Newport embarked on the update of its Park System Master Plan. The process has included evaluating community priorities, future needs, and sustainable funding sources for the network of open space, trail,



park, and recreation assets within the City’s UGB. The update process helped develop and refine the community’s vision for parks and recreation through an interactive community-driven process. The planning process considered current conditions and future needs related to demographics, recreational trends, land availability, funding capacity, and partnership opportunities. The final Plan identifies a preferred path forward and recommends the steps and strategies needed to implement the community’s vision for its park system.

## COMMUNITY ENGAGEMENT

Understanding community priorities for specific types of park and recreation facilities is a key foundation for any parks and recreation plan. Because each community has its own set of conditions, opportunities and needs, it is essential to think strategically about how Newport can leverage its unique resources and opportunities to benefit the things that are most important to community members. This approach serves to develop a plan that Newport’s citizens and decision-makers can stand behind and commit to implementing in a collaborative way.

To ensure the System Master Plan accurately reflects the needs and values of the Newport community, the project team utilized a combination of traditional outreach tools and innovative approaches to reach a broad range of the population, including minority groups and populations that are traditionally underserved by park and recreation amenities. Specific groups targeted for outreach included Newport’s growing Latinx community, high school and elementary school children, and aging populations.

Hundreds of Newport community members participated in the Master Plan update process through a multi-faceted community engagement program. People of diverse demographics, of all ages, from different neighborhoods, and with a range of experiences, perspectives, and needs contributed their insights and ideas for enhancing Newport’s parks. In-person and online events and activities created convenient opportunities for people to share their insights. Outreach forums included Project Advisory Committee (AC) meetings, community open houses, online surveys, stakeholder meetings, Facebook advertisements, radio show interviews, pop-up dot board exercises, and outreach to local schools. A complete list of community engagement activities that took place throughout the process is attached as Appendix D to this report.

## PARK SYSTEM VISION AND GOALS

The following vision statement was prepared based on guidance from the AC and community stakeholders. The vision statement articulates the community’s goals for the future of park and recreation facilities in Newport.

*\*Indicates that the statement aligns with a Greater Newport Area Vision 2040 Strategy*





The City of Newport will collaborate with community partners to create a park and recreation system that will:

- » Be visually attractive and well-maintained and that can continue to be maintained and improved in a financially and environmentally sustainable manner over time.\*
- » Promote beautification and enhanced stormwater management through the use of climate-appropriate, ocean friendly design and landscaping.\*
- » Incorporate and develop a system of multi-use trails offering opportunities for a full range of activities and ability levels, including walking, running, rolling, cycling, and mountain biking.\*
- » Enhance wayfinding signage and create and improve non-motorized connections to better facilitate walking and bicycling between neighborhoods and parks, trails, open spaces, recreational facilities, and visitor destinations.\*
- » Meet a full range of indoor and outdoor recreational needs for all ages by including opportunities and facilities for active and passive recreation, sports, socializing, environmental and cultural education, and enjoyment of nature.
- » Serve all areas of the city in an equitable and effective manner.
- » Maintain and improve public access to the beach and improve recreational access to the Bay, including enhancements for people with limited mobility.
- » Focus City and other local resources on meeting the needs of residents while also appealing to visitors, including leveraging visitor revenues to help fund development and maintenance of park and recreation facilities.
- » Sustain and enhance partnerships with local community groups and other public agencies, including Lincoln County, the Lincoln County School District, Oregon Parks and Recreation Department, the Port of Newport and others to integrate and manage recreational resources in a collaborative and cost-effective manner.\*
- » Provide amenities within facilities to meet users' basic needs such as drinking fountains, restrooms, benches, shelters, and flexible open lawn areas.
- » Develop and maintain accessible, all-weather facilities to accommodate small and large group gatherings throughout the year, including picnic shelters, plazas, and other public gathering spaces.\*
- » Ensure that facilities are planned, designed, constructed, and maintained to promote improved physical health and safety for all community members.
- » Preserve and maintain large contiguous natural areas for use as open space, wildlife habitat and passive recreation areas.\*

## COMMUNITY ENGAGEMENT BY THE NUMBERS

5

meetings of the project advisory committee

10

meetings with over 20 different stakeholders

3

in-person community open houses

3

online surveys

4

press releases

7

Facebook advertisements

3

Planning Commission / City Council work sessions

5

local radio show interviews

3

elementary and high school outreach activities

5

pop-up dot exercise boards

1

information table at the Newport Farmer's Market

1

Spanish language focus group





# CHAPTER 2: EXISTING CONDITIONS

## STATE OF THE SYSTEM

This section provides an inventory of Newport's parks, trails, open spaces, and special use facilities as of October 2018. Evaluating the inventory of existing assets establishes a starting point to determine how the City will need to expand to serve the needs of future residents and community members.

The inventory describes existing park and recreation facilities located within Newport's UGB. It includes facilities and properties owned by the City of Newport, the Lincoln County School District, Lincoln County, the Oregon Department of Parks and Recreation, the Port of Newport, and other landowners. All of the facilities provide some current or potential future recreational value or amenity and are either available for use by the public today or are planned to be so in the future. The inventory identifies a primary and secondary classification for each facility and includes descriptive information about size, location, ownership, available amenities, and other information relevant to the use or condition of the facility.

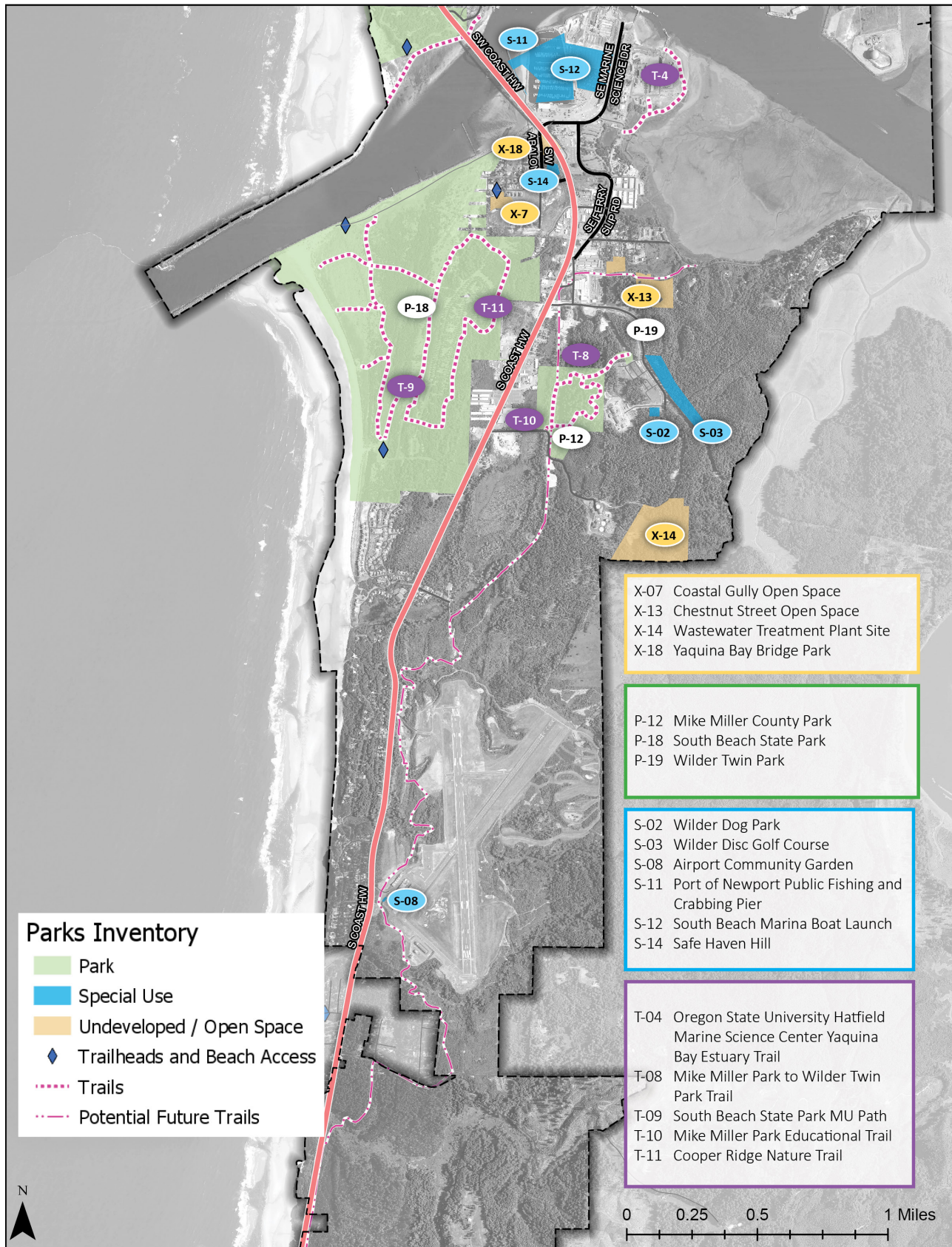
The inventory is meant to provide basic information about these facilities and also helps inform the Plan's recommendations for future improvements to the park system. The following figures and tables provide the names, locations, and acreage of Newport's existing facilities. The full Existing Parks Inventory Report, which includes definitions for each facility type and profiles for each Newport facility, is attached as Appendix B to this report.







FIGURE 2. PARK INVENTORY MAP - SOUTH





<b>TABLE 1. SUMMARY OF FACILITIES BY CLASSIFICATION</b>	
<i>Park Name</i>	<i>Acreage</i>
<b>PARKS</b>	
<b>Pocket Parks</b>	
P-08 Founding Rock Park	0.1
P-07 Former Clock Tower Site	0.1
P-10 Hurbert Street Pocket Park	0.1
<b>Total Acreage</b>	<b>0.3</b>
<b>Mini Parks</b>	
P-03 Betty Wheeler Memorial Park	3.8
P-06 Don and Ann Davis Park	3.1
P-11 Literacy Park	1.0
P-13 Mombetsu Sister City Park	0.4
<b>Total Acreage</b>	<b>8</b>
<b>Neighborhood Parks</b>	
P-01 Agate Beach Neighborhood and Dog Park	1.9
P-04 Big Creek Park	2.4
P-05 Coast Park	1.15
P-09 Frank V. Wade Memorial Park	7.8
P-14 Newport High School	6.0
P-15 Newport Middle School	20.0
P-16 Sam Case Elementary	2.75
P-17 Sam Moore Skate Park and Parkway	5.3
P-19 Wilder Twin Park	1.6
P-22 Yaquina View Elementary School	7.75
<b>Total Acreage</b>	<b>57</b>
<b>Private Park</b>	
S-19 Agate Beach Golf Course	43
<b>Destination Park</b>	
P-02 Agate Beach State Recreation Site	25
P-18 South Beach State Park	466
P-20 Yaquina Bay State Recreation Site	32
P-21 Yaquina Head Outstanding Natural Area	100
<b>Total Acreage</b>	<b>623</b>
<b>SPECIAL USE FACILITIES</b>	
<b>Dog Park</b>	
P-01 Agate Beach Neighborhood and Dog Park	1.9
S-02 Wilder Dog Park	0.7

<b>Total Acreage</b>	<b>3</b>
<b>Skate Park</b>	
P-17 Sam Moore Skate Park and Parkway	5.3
<b>Pier</b>	
S-04 Abbey Street Pier/Bayfront Restroom	0.6
S-09 Bay Street Pier	0.1
S-10 Port Dock 1 (Sea Lion Dock)	0.1
S-11 Port of Newport Public Fishing and Crabbing Pier	0.1 Mi
<b>Total Acreage</b>	<b>1</b>
<b>Special Use Areas</b>	
S-12 South Beach Marina Boat Launch	-
S-14 Safe Haven Hill	1
S-05 Nye Beach Turnaround	0.7
S-15 Ernest Block Memorial Wayside	2.0
S-16 Lincoln County Commons	10
S-01 Presbyterian Church Community Gardens	1.0
S-03 Wilder Disc Golf Course	2.38 Mi
S-06 60+ Center	-
S-07 Recreation and Aquatic Center	-
S-08 Airport Community Garden Site	-
S-17 Performing Arts Center (PAC)	-
S-18 Visual Arts Center (VAC)	-
S-13 Newport Summer Farmers Market	0.7
<b>Total Acreage</b>	<b>15</b>
<b>UNDEVELOPED PARKLAND AND OPEN SPACE</b>	
<b>Undeveloped</b>	
X-01 NE 7th St	1.1
X-02 Smith Storage Tank	0.35
X-03 Point Park	0.1
X-06 Big Creek Reservoir	536
X-17 Jump Off Joe	6.9
X-18 Yaquina Bay Bridge Park	3.0
<b>Total Acreage</b>	<b>547</b>
<b>Open Space</b>	
X-04 Agate Beach Site (Blocks 109/110)	2.3
X-05 Big Creek Open Space	12.93
X-07 Coastal Gully Open Space	2.8
X-08 Forest Park	92
X-09 Little Creek Open Space	21

X-10 Coast Park Open Space	0.2
X-11 Nautical Hill Open Space	24.5
X-12 SW 9th St. Property	0.2
X-13 Chestnut Street Open Space	9.6
X-14 Wastewater Treatment Plan Site	33.5
X-15 San-Bay-O Open Space	0.75
X-16 Museum Properties	0.3
<b>Total Acreage</b>	<b>200</b>

TRAILS AND BEACH ACCESS	
Beach Access	
T-01 Lucky Gap Trail	0.2
T-02 Ocean to Bay Trail	0.67
T-09 South Beach State Park MU Path	1.1

T-11 Cooper Ridge Nature Trail	1.75
T-06 Yaquina Bay Beach Trail (Coast Guard Trail)	0.5
<b>Total Mileage</b>	<b>4</b>
Trails	
T-03 Sam Moore Parkway Trail	0.28
T-04 Oregon State University Hatfield Marine Science Center Yaquina Bay Estuary Trail	0.5
T-05 Bayfront Boardwalks	0.25
T-08 Mike Miller Park to Wilder Twin Park Trail	0.8
T-07 Coast Street Trail	0.12
T-10 Mike Miller Park Education Trail	1.0
<b>Total Mileage</b>	<b>3</b>

## LEVEL OF SERVICE ANALYSIS

This section describes the methodology and results of the Newport Park System Master Plan Level of Service (LOS) Analysis. The LOS analysis describes the City's current and future parks needs and identifies gaps in parks coverage in terms of park types, facilities, and locations.

Park and recreation facilities are categorized using the following classifications. Smaller parks such as mini-parks and neighborhood parks are intended to provide for those who live within a close vicinity, while larger destination parks serve visitors from near and far.

## CHANGING DEMOGRAPHICS

Portland State University's Population Research Center (PRC) provides 50-year coordinated population forecasts for cities throughout the state of Oregon. According to the forecast for Lincoln County and its cities, Newport had an estimated population of 10,825 within its UGB in 2017, and is expected to grow to 12,728 by 2035, at an average rate of 0.9% per year.

In the 1990s only sixteen percent of Newport's population was 65 years or older. Today that number has risen to one-fourth of the total population. Older adults in particular value opportunities to walk close to where they live on paved accessible trails or pathways. They also value comfortable, accessible places to sit within park facilities and to rest along trails. Beach activities rate as one of the four most popular recreational activities for older Oregonians according to the most recent Statewide Comprehensive Outdoor Recreation Plan (SCORP) survey. Many older residents in Newport use facilities and services provided by the Newport 60+ Center and Recreation Center. Older adults on average have a greater incidence of physical mobility limitations than other community members, and some are no longer able to drive at night, or at all. All of these factors can have an impact on community elders' ability to access different types of parks, trails and other recreation facilities.

The number of Newport residents who identify as Hispanic or Latinx has almost doubled in over the last two decades—today over one quarter of Newport's youth (age 19 and under) are Hispanic or Latinx. Taking these changing demographics and future population projections into consideration will be an important element in



planning for the future of the City’s Park System. The most recent SCORP survey indicated that Latinx residents share recreational priorities that are similar to those of most other Oregonians. The most popular recreational activities for Latinx respondents include walking on sidewalks, pathways and trails; relaxing, hanging out, escaping the heat, etc.; beach activities; and picnicking. Although the differences are not statistically significant, Hispanic and Latinx populations do tend to show a slightly greater preference for soccer fields and areas for large family or group gatherings (i.e. picnic shelters with cooking facilities).

In addition to changes in the overall population, there are distinct differences in the population of “outer” and “central” Newport. Residents of outer Newport, including North Newport, Agate Beach, and South Beach, tend to be older, without children in the household, more likely to own their home, and whiter. Those living in “central” Newport are more likely to be renters, Hispanic or Latinx, and have children in their household. The greatest concentration of households with children under 18 are in Nye Beach and Central Newport. The greatest concentration of households containing a member over the age of 65 are in between Cape Foulweather and the Agate Beach Wayside, in the City Center/Bayfront area, and between South Beach and Ona Beach. These differences play an important role in the number and type of park facilities and park improvements desired by the community in these areas.

### **ACREAGE, POPULATION, AND PROXIMITY TO PARKS**

A common indicator of level of service for a parks system is to examine the amount of park land per 1,000 residents. Table 2 identifies the estimated acreage of Newport’s inventoried parks as compared to the current and forecasted population.

Newport meets or exceeds SCORP suggested standards for all park types and has increased its ratio of public parkland in all listed categories since the creation of the City’s last Park System Master Plan in 1993. The one exception to this is destination parks, where existing facilities continue to serve an increasing population, resulting in a slight decrease in destination parks per 1,000 residents since 1993. The local ratio still greatly exceeds the SCORP suggested standard, in large part due to the number and size of state parks in the area which have been categorized as destination parks in this report. The increase in the ratio of neighborhood parks since the 1993 plan can be attributed to the expansion of Sam Moore Parkway and the construction of Wilder Twin Park and Agate Beach Neighborhood and Dog Park.

Newport school playgrounds and playing fields are available for community use outside of school hours, per a shared use agreement between the City and the Lincoln County School District. School grounds have been counted as neighborhood parks within this analysis, which contributes significantly to the city’s per capita ratio of neighborhood parks. However, community use is



*Agate Beach Neighborhood Park*



*Bayfront Boardwalk*



*Coast Guard Trail*

restricted to non-school hours, which creates some limitations for families with very young children and children who do not attend Newport area schools. Overall, the partnership between the School District and the City of Newport greatly benefits area residents by increasing community access to playgrounds and playing fields through shared use of facilities at area schools. Maintaining this partnership will be essential to maintaining or increasing park levels of service for Newport residents in the future.

**TABLE 2. PARK ACREAGE**

<i>Park Type</i>	<i>Total Acreage</i>	<i>Park Acres per 1,000 Residents (2017 pop. of 10,825)</i>	<i>Park Acres per 1,000 Residents (est. 2035 pop. of 12,728)</i>	<i>SCORP 2013-2017 Suggested Standard</i>
<b>Neighborhood Park (Including schools)</b>	57	5.3	4.5	1 to 2
<b>Neighborhood Park (not including schools)</b>	20	1.9	1.6	1 to 2
<b>Mini or Pocket Park</b>	9	0.8	0.7	0.25 to 0.50
<b>Destination Park</b>	623	57.6	41.1	20 to 30
<b>Private Park</b>	43	4.0	3.4	none
<b>Special Use Parks</b>	23.5	2.2	1.8	none
<b>Undeveloped Open Space</b>	748	69	58.8	about 2 to 6

This simple level of service analysis does not provide the full picture of facilities within Newport, in part due to the city’s unique beach and bay-related amenities, which are difficult to quantify in terms of acreage. It is also difficult to use this type of assessment for comparison purposes because state and national parks planning organizations no longer recommend basing parks service on state or national acreage guidelines. This analysis may, however, provide a useful metric to track over the long term, as the city’s population continues to grow.

Access to park resources, rather than mere acreage, is expected to be a more appropriate lens through which to examine parks in Newport. We have defined the following general “service areas” for park classifications within the inventory. Not all park types have a service area defined. In some cases, such as near the Agate Beach Neighborhood and Dog Park, these service areas do not cross Highway 101 because there are no safe pedestrian or bicycle connections.

**TABLE 3. PARK SERVICE AREAS**

<i>Park Classification</i>	<i>Service Area</i>	<i>Notes</i>
<b>Destination Park</b>	More than an hour to several days driving time	Destination parks are intended to serve the regional community, as well as tourists.
<b>Neighborhood Parks (including schools)</b>	.5 Miles	These parks are intended to serve residents within walking distance and include facilities owned by both the City and School District.
<b>Mini Parks &amp; Pocket Parks</b>	.25 Miles	These parks often do not include parking and are intended to provide open space amenities to nearby residents. Some provide little to no recreational value.
<b>Beach Access Points</b>	.5 miles (walking) and 3 miles (driving)	Access to the beach is an important amenity for Newport, providing opportunities for walking and various types of recreation
<b>Private Parks</b>	Whole Community	Private parks, such as the Agate Beach Golf Course, can have a wide draw and service area.



FIGURE 3. BEACH ACCESS POINTS WITH 1/2 MILE BUFFER AND 3 MILE BUFFER

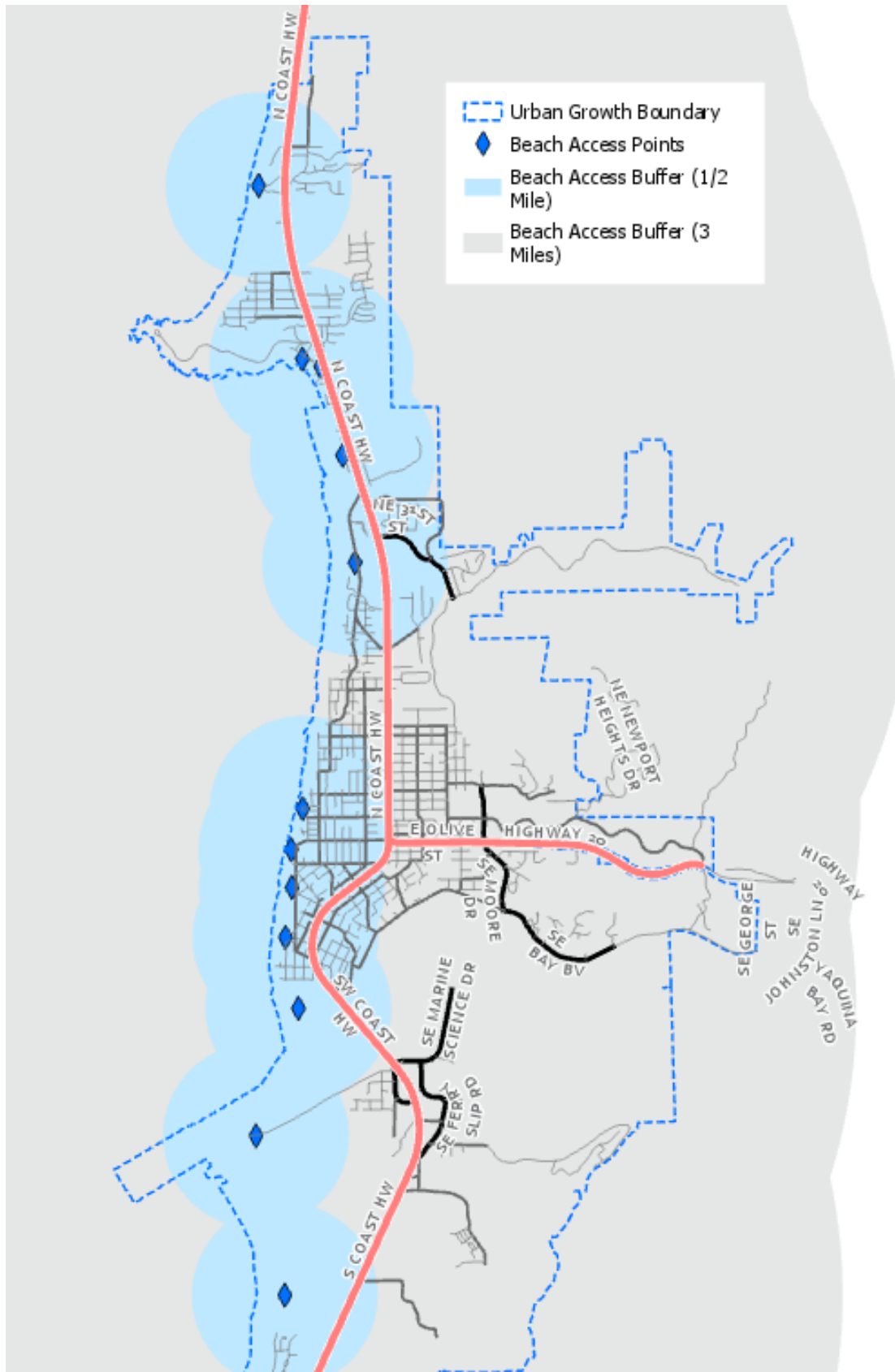






FIGURE 5. NEIGHBORHOOD PARKS AND SERVICE AREA BUFFERS

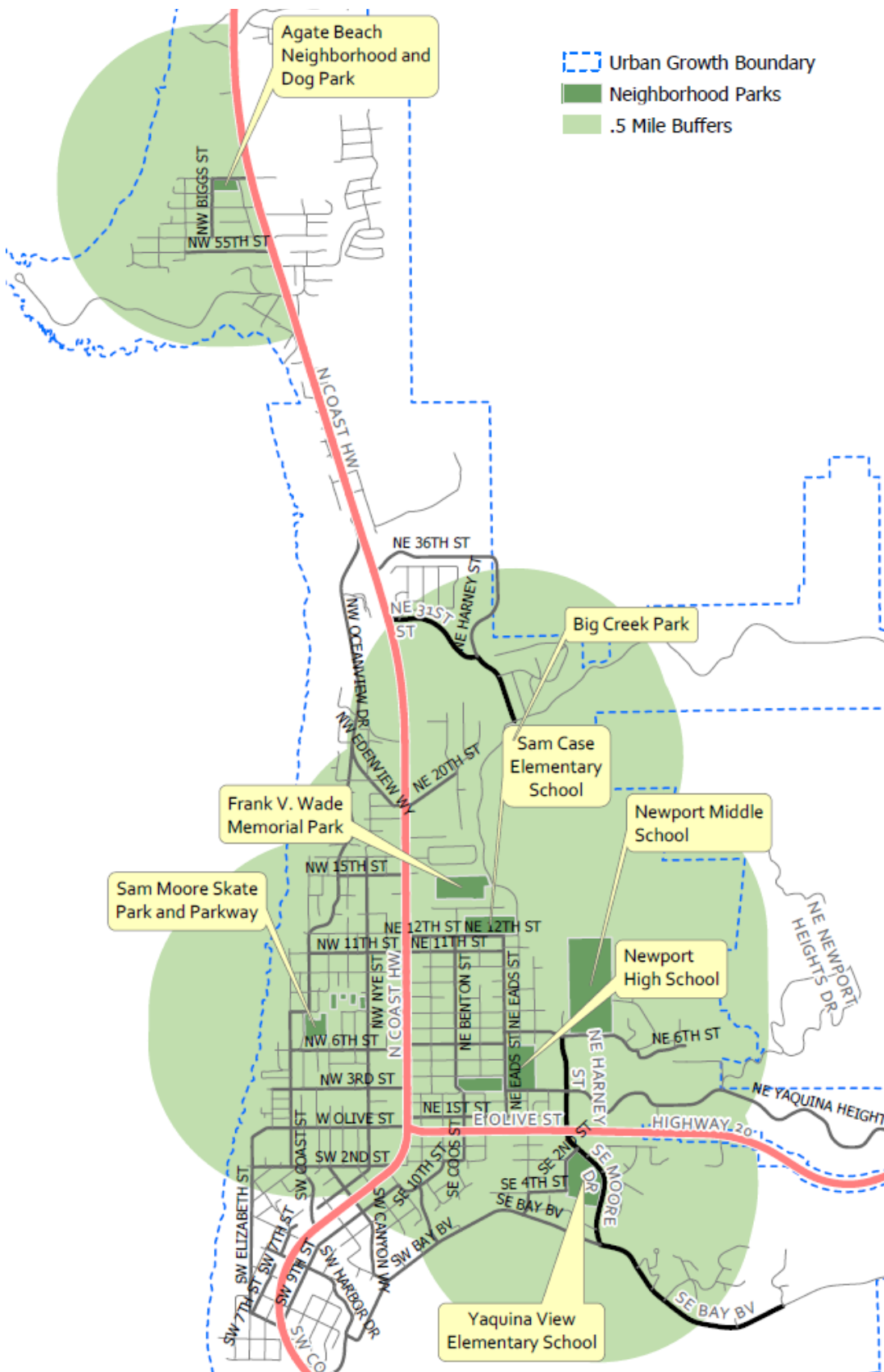


Figure 6 shows these service area buffers for all parks overlaid on the City’s residential zoning designations. Areas outside these buffers in solid orange represent residential land that may not have easy access to park facilities or beach access points.

In addition to park classification, the parks inventory completed for this task identified important park amenities. These parks have been defined as having at least two of the following three amenities: Playground equipment, an open field, and a picnic area. These parks are shown on Figure 7 and listed below:

- » P-45 Agate Beach Neighborhood and Dog Park
- » P-20 Big Creek Park
- » P-04 Coast Park
- » P-21 Frank V. Wade Memorial Park
- » P-46 Sam Moore Skate Park and Parkway
- » P-10 Wilder Twin Park
- » P-29 Sam Case Elementary
- » P-25 Newport Middle School
- » P-40 South Beach State Park

Notes about these areas:

**Northern Newport**

- » Residences north of Schooner Creek / NW 68th are outside of the service area of the Agate Beach Neighborhood and Dog Park, though many homes west of Highway 101 are adjacent to the beach itself. Cul-De-Sacs, unimproved roads, and winding subdivisions in this area mean the Agate Beach Park is even further removed from and less accessible to many of the surrounding neighbors. Highway 101 is the only route for reaching parks to the South, and there are no sidewalks, marked or signalized crossings, or bicycle lanes in this area. This situation is likely to be exacerbated by projected future residential growth in this area.
- » Some residentially-zoned land lies outside the service area buffers of park facilities on the northeastern edge of the UGB. However, this land is not currently developed and largely unbuildable due to steep slopes and natural features such as Schooner Creek.
- » The residential areas between NE 31st and NE 36th (which include a significant multifamily development) are outside the service areas for parks with full amenities. Big Creek Park is the closest to these areas, but there are no sidewalks on NE Harney, NE 31st, or N Coast Highway to allow for pedestrian access. The Ocean to Bay Trail at NE 31st crosses beneath Highway 101, but few other safe highway crossings are available in this area.

**Central Newport, South of Highway 20, East of Highway 101**

- » There is undeveloped land outside the buffer surrounding the Bayfront, north of Bay Blvd/Yaquina Bay Road. Many residences in this area are on the south-facing slope with views of Yaquina Bay. There are no sidewalks east of Vista Drive. The Bayfront boardwalk and piers are a significant recreational amenity, but the only park facilities in this area apart from those at Yaquina View Elementary School are across Highway 101 or Highway 20.

**South Beach**

- » There is a significant area zoned R-4 Residential High-Density Multifamily at the southern tip of the City which is the planned location of the Wolf Tree Destination Resort Area. This area does not contain park facilities currently. It will be important to develop new parks, trails and recreation facilities to serve this area as future development occurs.



FIGURE 6. ALL PARKS SERVICE AREA BUFFERS AND RESIDENTIAL LAND

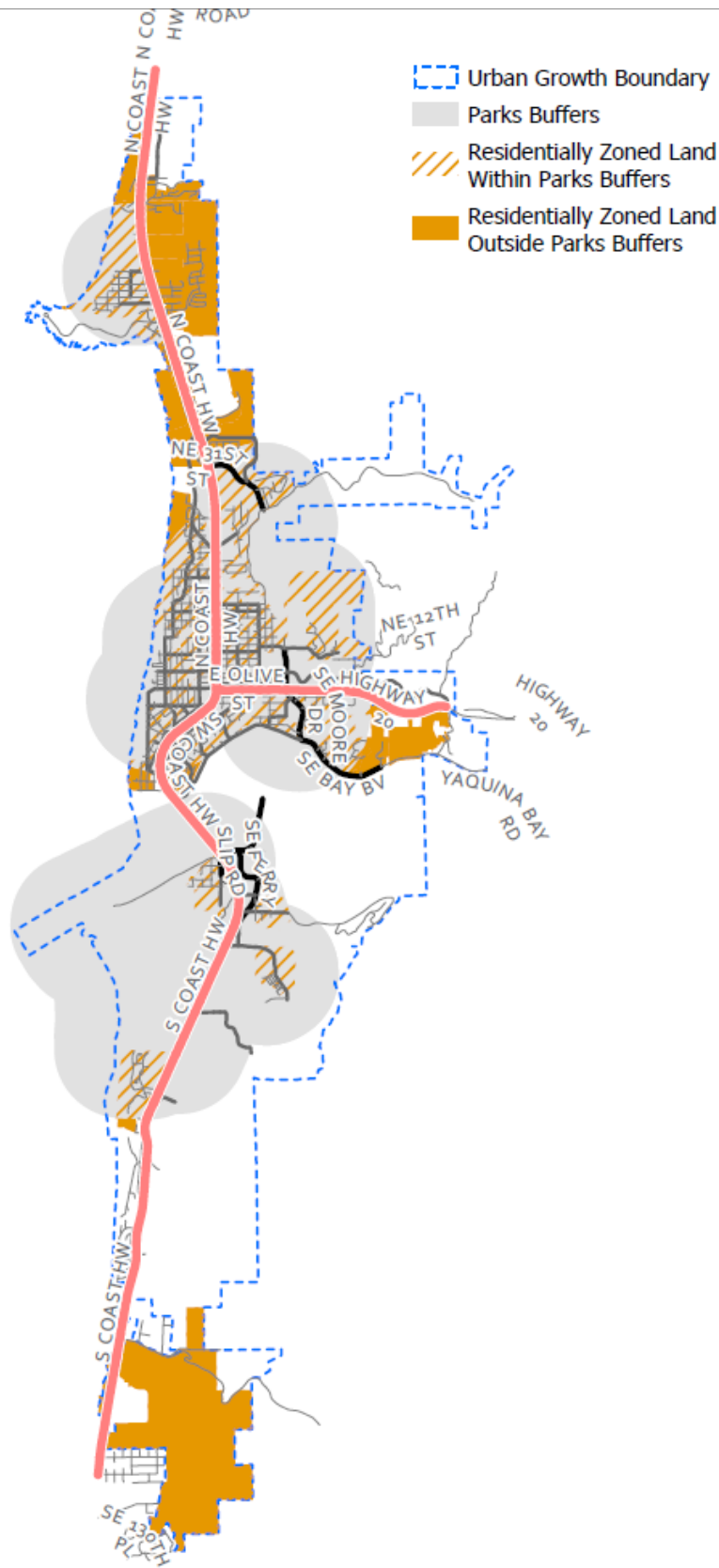
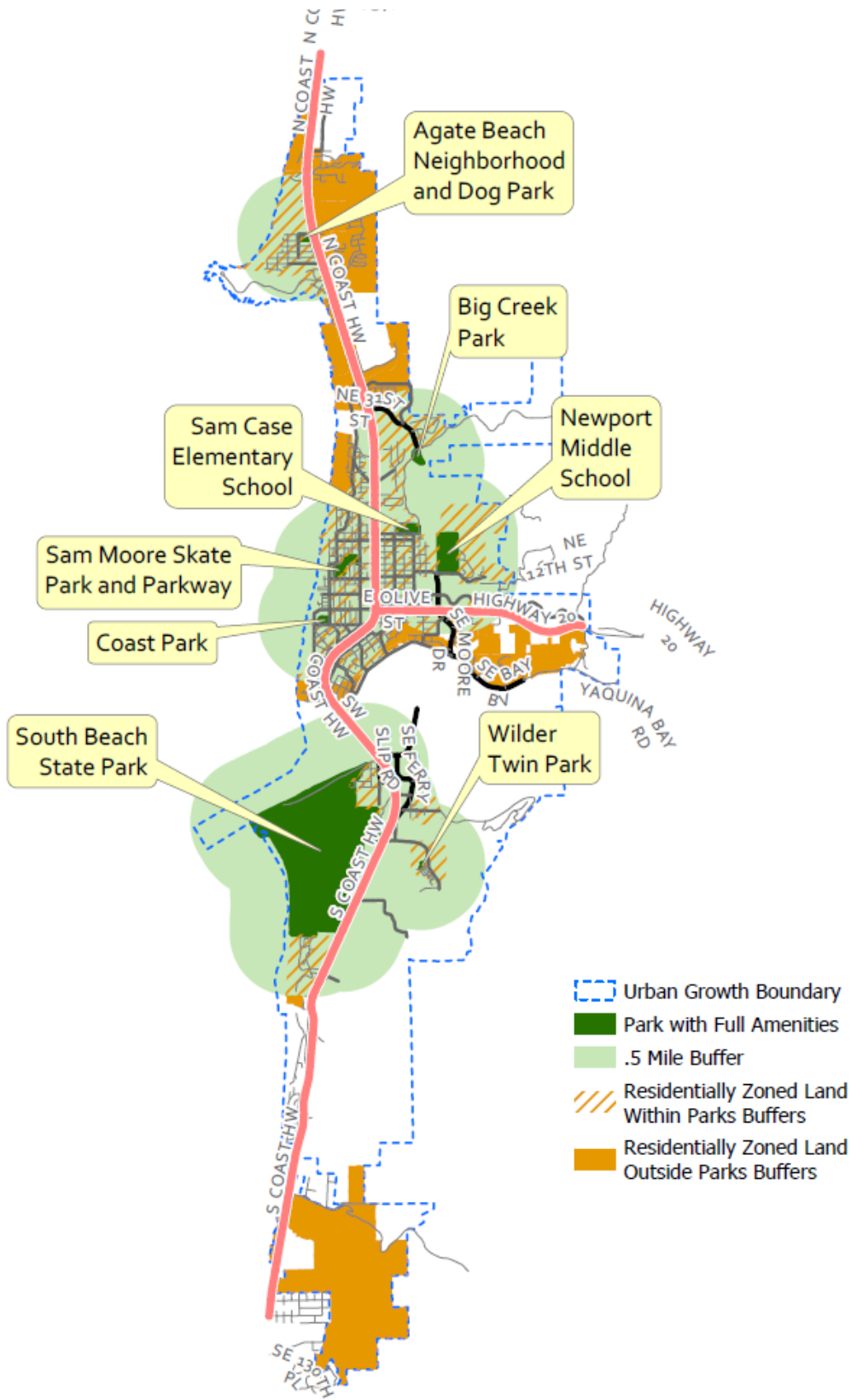


FIGURE 7. FULL SERVICE PARKS AND BUFFERS WITH RESIDENTIALLY-ZONED LAND





## BEACH ACCESS

As Figure 4 indicates, all residents of Newport live within a reasonable driving distance of 3 miles or less from a beach access point. Overall, Newport area residents and visitors enjoy an abundance of access to beach and ocean related recreational amenities. In terms of walkable beach access, located within a half mile of homes and lodging on the city's west side, there is a noticeable gap between NW 12th and NW 20th Streets. A beach access at NW Spring Street and 13th Street encroached onto private property and was removed by the land owner in 2017. The City is working with the owner and other persons in the neighborhood on plans to restore the beach access such that it is contained on public property. Erosion, hydrological shifts and storm surges pose challenges for maintaining safe and accessible beach access from year to year, making beach access in Newport challenging or entirely inaccessible for people with limited mobility. The ADA-accessible interpretive boardwalk at South Beach State Park is the only beach access in the city that is universally accessible at the time of this report.

## RECREATIONAL PLAYING FIELDS

The SCORP publishes recommended guidelines for the number of playing fields per 1,000 residents. While the need for these types of facilities can vary significantly by local community, this information provides a starting point for assessing the City's supply and level of service for these types of facilities. For most types of facilities, the City of Newport exceeds the SCORP guidelines, including for youth and recreational baseball and softball fields. However, depending on how existing ball fields are classified, Newport does not meet the SCORP recommended standard for baseball and softball fields. That said, it is important to note that the baseball field at Frank Wade Park is used exclusively by the School District for high school baseball. More outreach is needed to determine the adequacy of the City's existing ball field facilities for different ages, local leagues, and demands.

**TABLE 4. PARK AND RECREATION FACILITIES**

<b>Facility Type</b>	<b>Total Number</b>	<b>Facilities per 1,000 Residents</b> (2017 pop. of 10,825)	<b>Facilities per 1,000 Residents</b> (est. 2035 pop. of 12,728)	<b>SCORP 2013-2017 Recommended LOS per 1,000 Residents</b>
<b>Baseball Fields</b>	1	0.09	0.08	0.2
<b>Softball Fields</b>	2	0.18	0.16	0.2
<b>Youth Baseball/Softball</b>	5	0.5	0.4	0.2
<b>Outdoor Basketball courts</b>	5	0.5	0.4	0.2
<b>Multipurpose fields*</b>	3	0.3	0.2	N/A
<b>Soccer Fields</b>	3	0.3	0.2	0.2
<b>Non School District Soccer/ Multipurpose fields</b>	0	0	0	0.2
<b>Tennis courts</b>	5	0.5	0.4	0.35
<b>Picnic shelters</b>	5	0.5	0.4	0.3
<b>Playgrounds</b>	9	0.8	0.7	0.4
<b>Skateboard Parks</b>	1	0.09	0.08	0.04
<b>Off-leash dog parks</b>	2	0.2	0.2	0.04
<b>Non-motorized boat launches</b>	0	0	0	0.25
<b>Trails, Pathways, and Bikeways</b>	7	0.6	0.5	0.5 to 1.5 miles

\*Includes soccer, football, and lacrosse

Newport has two soccer fields at Newport Middle School, one at Newport High School, and a series of informal practice fields in additional locations. The City does not currently have any of its own soccer or multipurpose playing fields, and local leagues are dependent on the school fields for games. Local soccer club organizers report that they are able to use baseball and softball fields (Frank Wade and Betty Wheeler parks) for soccer primarily during the Fall season; they are not able to use these fields during the Spring. The group typically runs teams ranging from four-year-olds to middle school age kids. The fields are used by approximately 25 teams within Newport area. While younger players can use a variety of smaller spaces, the primary unmet need is for more lined, specific sized fields for older kids. These teams are maximizing current field capacity by using fields that are smaller than needed, in part by having multiple teams sharing fields. More fields, particularly artificial turf fields, and a more efficient scheduling system are needed.



Newport Middle School

There are not any non-motorized boat launches within the UGB. Additionally, the City’s provision of trails, pathways, and bikeways falls on the low end of the SCORP standard.

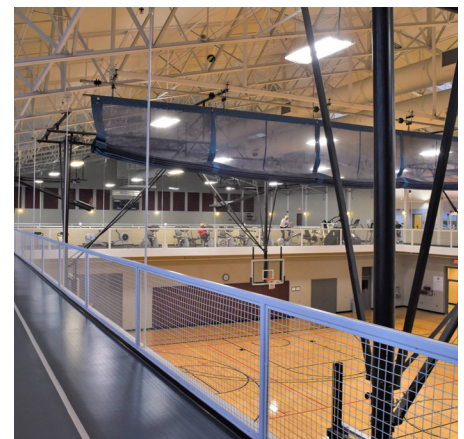
**RECREATIONAL FACILITIES**

The Newport Recreation Center averages around 19,400 non-unique visits per month. Monthly totals are summarized below for March 2017-September 2018.

TABLE 5. NEWPORT RECREATION CENTER, VISITORS PER MONTH, MARCH 2017 – SEPTEMBER 2018			
Month	Visitors	Month	Visitors
March 2017	21,785	March 2018	21,786
April 2017	21,665	April 2018	18,016
May 2017	19,400	May 2018	18,483
June 2017	17,930	June 2018	18,960
July 2017	18,600	July 2018	19,090
August 2017	20,175	August 2018	21,941
Sept 2017	17,160	September 2018	17,483
October 2017	20,680	-	-
November 2017	20,150	-	-
December 2017	20,800	-	-
January 2018	26,020	-	-
February 2018	28,120	-	-



Bay Street Pier



Newport Recreation Center

**VISITOR NEEDS AND PATTERNS**

Spending of visitors/tourists coming to see Newport’s parks, particularly nearby Oregon State Parks properties, is an important contributor to the Newport economy. The amount and type of spending was surveyed and



modeled in a January, 2018 report<sup>1</sup>, shown in the excerpted table below. In addition to visiting state parks in Newport, visitors use beach access points throughout the community and frequent a number of local parks, including Coast Park and Don and Ann Davis Park in particular, as well as the Newport Recreation and Aquatic Center. Specific visitation numbers for City parks are not available, but the impact of visitors on these facilities is an important consideration in identifying future needed improvements to these and other parks and recreational facilities in Newport.



Agate Beach Neighborhood Park

**Table 2— Average spending of visitors to Oregon State Parks Coastal Region, central zone, \$ per party per trip**

Spending categories	Non-local Day	Non-local Overnight	Local Day	Local Overnight	Non-primary
Lodging	0.00	15.93	0.00	15.19	32.97
Camping	0.00	57.31	0.00	22.55	29.80
Restaurant	27.26	56.76	6.86	22.43	45.65
Groceries	10.99	56.12	9.19	37.36	32.63
Gasoline	11.40	37.55	4.24	17.10	25.31
Entry Fees	3.82	15.12	2.50	7.20	7.91
Recreation & entertainment	7.45	7.99	1.05	5.07	8.17
Souvenirs and other expenses	<u>5.08</u>	<u>27.63</u>	<u>0.92</u>	<u>5.69</u>	<u>20.49</u>
<b>Total</b>	<b>66.00</b>	<b>274.41</b>	<b>24.76</b>	<b>132.59</b>	<b>202.93</b>
Sample size	151	955	137	105	744
Percent error	23%	7%	30%	25%	10%

All figures expressed in 2016 dollars. Percent error represents the size of the 95% confidence interval around the estimate of total visitor spending.

1 White, Eric M. Economic Activity from Recreation use of Oregon State Park Properties—System Report. January, 2018. [https://www.oregon.gov/oprd/PLANS/docs/scorp/2013-2018\\_SCORP/EconomicActivityRecreationOregonStateParksSystemReport.pdf](https://www.oregon.gov/oprd/PLANS/docs/scorp/2013-2018_SCORP/EconomicActivityRecreationOregonStateParksSystemReport.pdf)





# CHAPTER 3: RECOMMENDATIONS

This chapter summarizes opportunities and constraints related to Newport's existing system of parks, trails, and open spaces and makes recommendations for new facilities and improvements to existing facilities. The opportunities and constraints maps that follow note park, recreational facility and trail deficiencies and identify opportunities to address them. The recommended improvements are intended to serve current and future residents while acknowledging that the actual use of the City's parks and open spaces greatly exceeds what is typical for a city the size of Newport due to the large number of seasonal visitors. The improvement strategies section of the report is organized into two major categories:

- » Parks (primarily neighborhood and pocket parks, but also some special use facilities) and beach access points
- » Trails and other connections

## OPPORTUNITIES AND CONSTRAINTS

The following maps depict opportunities and constraints of the City's park and recreation system. The deficiencies identified were gathered based on a review of previous planning documents, interviews with local stakeholders, feedback from community workshops and other public engagement activities, and briefings with the Planning Commission and City Council. Many but not all of the following opportunities and constraints shown on the following maps have been incorporated into the list of proposed improvement projects that follows. Some projects were added to the list while others were eliminated based on further analysis and community discussion.



FIGURE 8. OPPORTUNITIES AND CONSTRAINTS MAP - NORTH

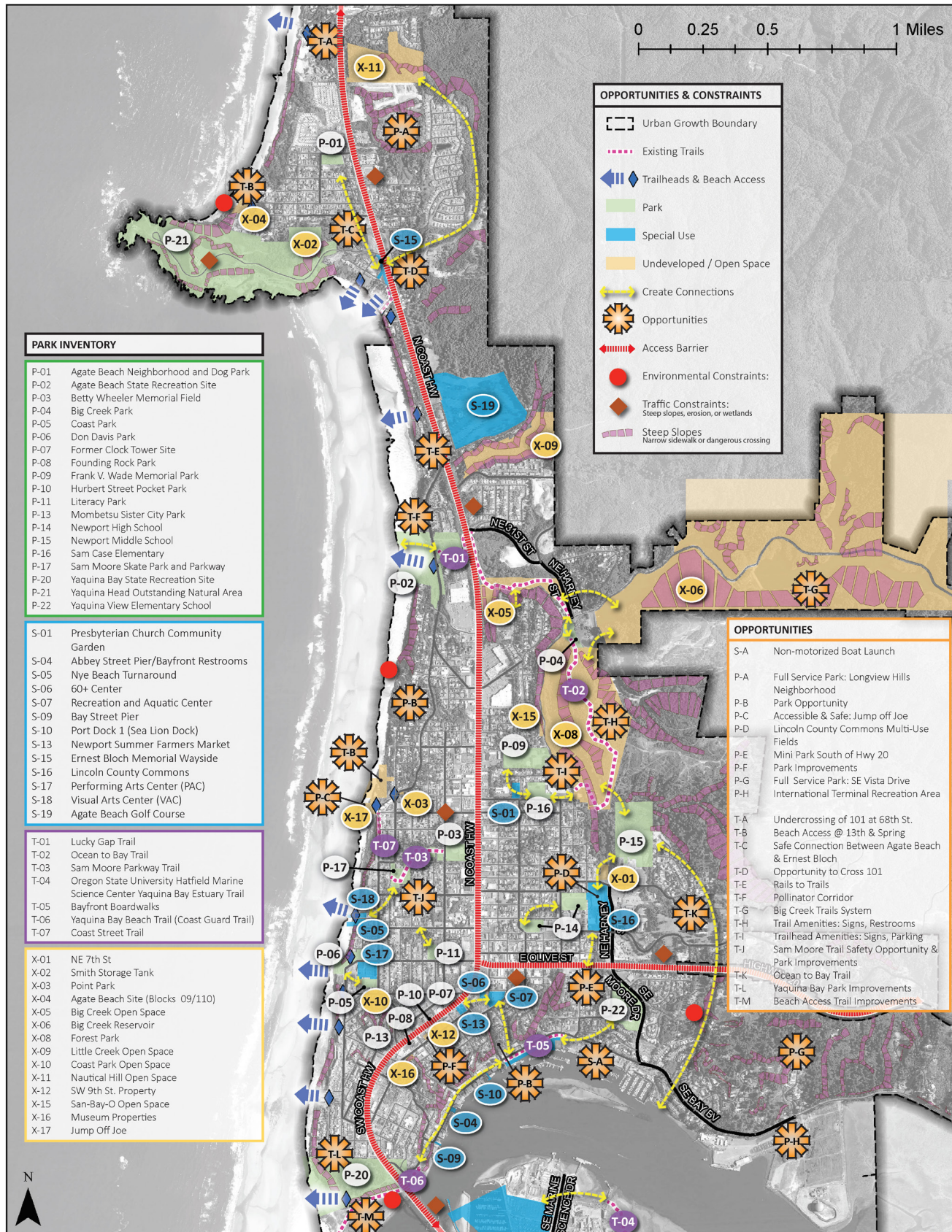
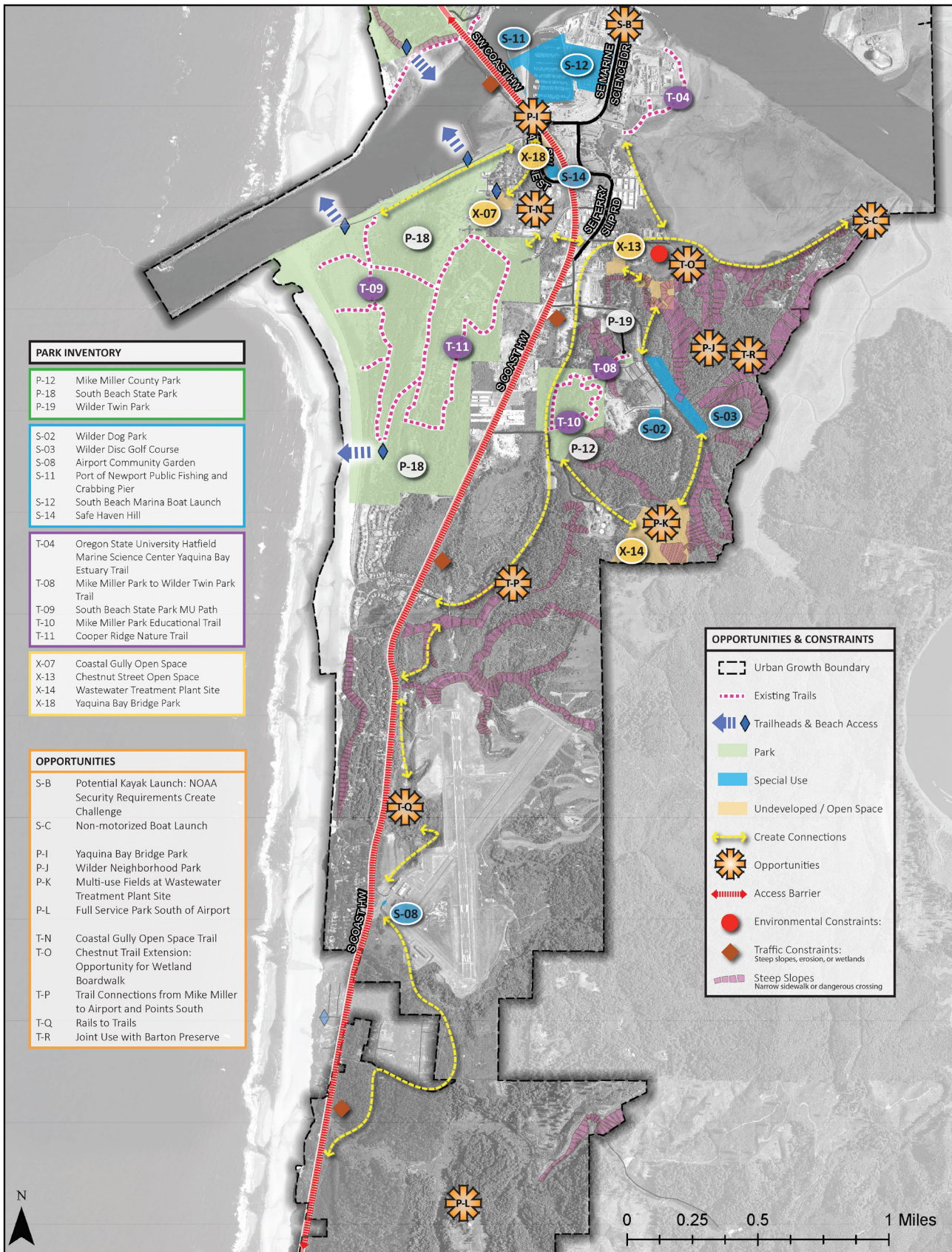




FIGURE 9. OPPORTUNITIES AND CONSTRAINTS MAP - SOUTH



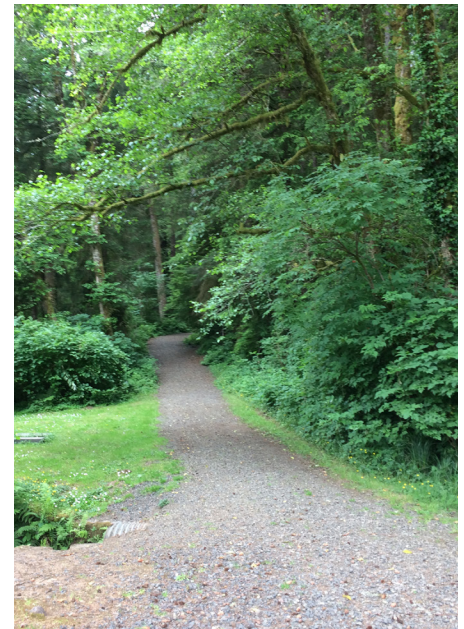


# IMPROVEMENT STRATEGIES AND PRIORITIES

The recommended improvements identified in this section build on work described in this Plan, including the following:

- » Inventory of existing park and trail facilities
- » Analysis of current park level of service (LOS)
- » Identification of park and recreation opportunities and challenges
- » Extensive community engagement efforts, including:
  - Meetings of a project Advisory Committee
  - Stakeholder interviews and meetings
  - Community Workshops and Online Surveys

The following images illustrate the types of amenities and improvements described in the following sections. These photos are not meant to reflect specific design recommendations; rather they are intended to serve as examples of the types of amenities that could be developed. Where possible, the images are of park and trail amenities that are already developed in the City of Newport.



Forest Park Trail at Big Creek Park



A number of projects were initially considered for inclusion in the PSMP but ultimately removed as part of the process of further assessing them with city staff, the project advisory committee and others. A detailed list of these projects and more specific information about the rationale for removing them is found in Appendix E. Reasons for removing projects typically included the following:

- » Facility is duplicative of other facilities in the same general location.
- » Limited community support for improvement.
- » Significant constraints or challenges to implementation, including incompatibility with surrounding uses, zoning, land availability, topography, or other issues.
- » More appropriate to consider as a transportation project within the city's Transportation System Plan process (for selected trail or other bicycle/pedestrian connections).
- » Cost expected to exceed potential benefits.

In addition to the recommendations included in the remainder of this Chapter, Chapter 4 describes strategies to implement these improvements. These include project-specific implementation strategies for high priority improvements.

## **PARK RECOMMENDATIONS**

The Park System Master Plan update process has identified a variety of opportunities to improve the City's existing parks. It also has identified areas of the city that are not adequately served by park facilities and where the development of a new park is recommended. Following is a summary of the recommendations for existing and new park facilities, open spaces, and special use facilities. Most of Newport's residents live reasonably close to an existing neighborhood park or other facility that helps meet their everyday recreational needs. However, many of these facilities lack the amenities needed to fully serve residents and visitors. Following is a summary of recommended improvements to existing park and special use facilities, organized by facility type. These recommendations are based on an assessment of existing parks and feedback from community members. The location of improvements and amenities recommended also are shown on Figure 10 and Figure 11.

**Accessibility and Inclusion.** It is important to make park and trail facilities accessible to a full range of users, from small children to older adults, and including people with mobility or other physical limitations. New City parks should be designed to be accessible and inclusive to a full range of users and to fulfill requirements associated with the Americans with Disabilities Act (ADA). At the same time, it can be very challenging and expensive to provide universal accessibility in some cases, particularly in areas with steep topography and/or for longer trails in natural settings where such improvements can be either cost-prohibitive or have significant impacts on natural areas. In addition, many beach access points are located next to steep bluffs, are subject to erosion, and terminate on shifting and soft sands, adding to accessibility challenges.

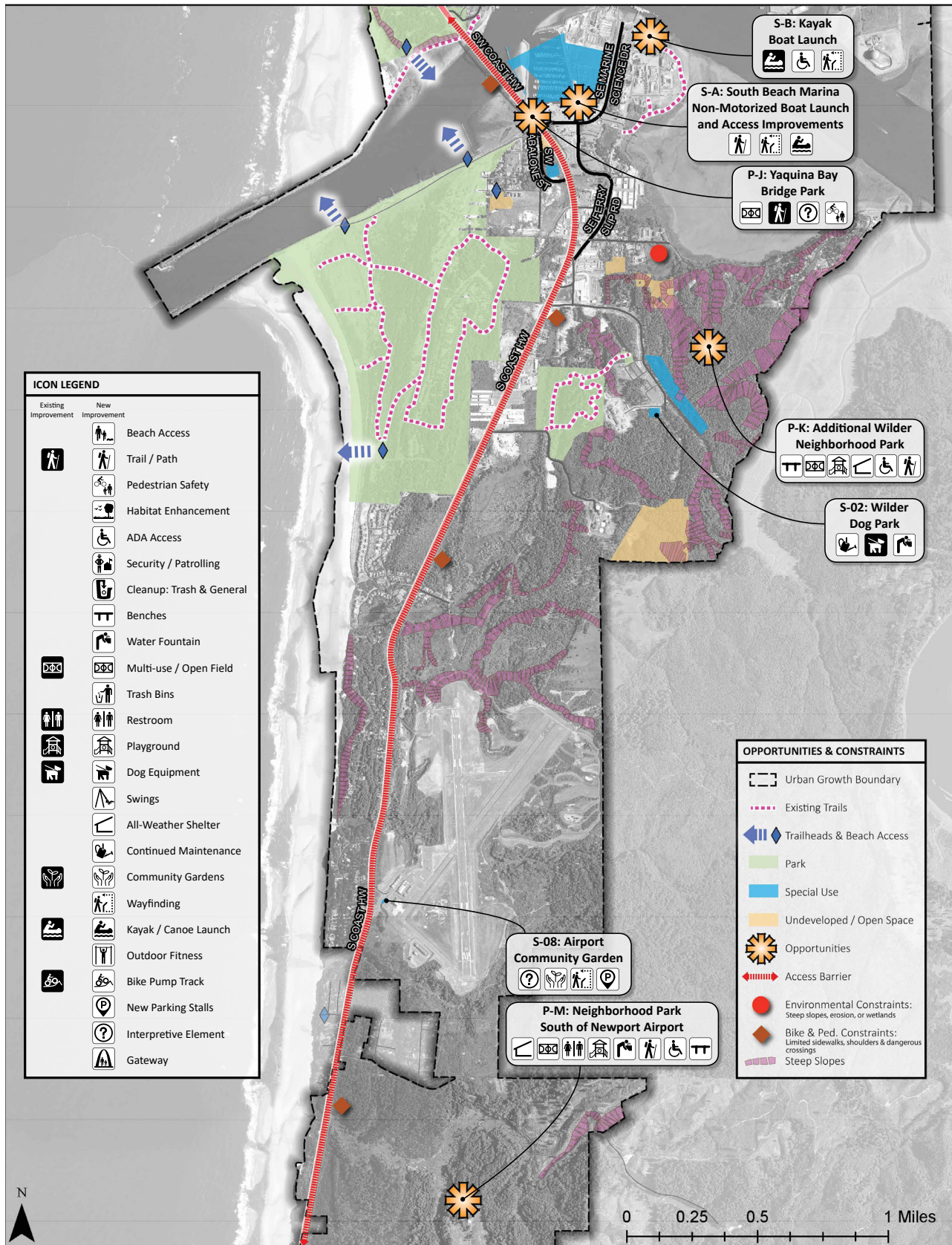
The City should strive to make park facilities inclusive and accessible to as many people as possible and will need to design new facilities to meet ADA requirements. This Plan highlights several projects that are intended to improve accessibility, including improvements at the Nye Beach Turnaround, Sam Moore Park, Big Creek Park, and Don and Ann Davis Park. For other specific improvements, a more detailed accessibility assessment is recommended (e.g., Yaquina Bay Beach (Coast Guard) Trail and Forest Park Trail improvements, new parks). For still other improvements to existing facilities, accessibility will be balanced with other conditions and needs, including topography, impact on natural resources, and cost/benefit calculations, among others. Some examples of improvements to existing parks to fulfill these accessibility objectives could include adding accessible pathways and Spanish language signage.







FIGURE 11. PARK & BEACH IMPROVEMENT STRATEGIES - SOUTH





**EXISTING PARKS:**

**P-01 Agate Beach Neighborhood & Dog Park (Tier I)**

Playground equipment was previously removed due to maintenance issues, and a climbing rock was added in its place. Improvements to this park were mentioned in a number of public comments, as well as in discussions with stakeholders and park maintenance staff. The project team recommends removing the existing rock feature and replacing it with a play structure. This and other structures should be constructed of durable, long-lasting materials that will require minimal maintenance. A concept plan for Agate Beach Neighborhood Park is shown in Figure 12. Feedback from a community survey indicated that creating accessible walkways, adding a new play structure, and improving maintenance are the top three priorities for this facility.

» Improvements:

- Create accessible walkways
- Add new play structure and tot lot
- Improve maintenance and security
- Landscape improvements, including more native plantings
- Separate large and small dog areas
- Add water fountain for people and dogs
- Pave and stripe parking areas
- Add improved wayfinding and non-motorized pathways for entering from NW Biggs and NW 60th on west side of park



Agate Beach Neighborhood Park

**FIGURE 12. AGATE BEACH NEIGHBORHOOD AND DOG PARK CONCEPT PLAN**





**P-02 Agate Beach Wayside Multi-Use Field (Tier I)**

The OPRD Master Plan for South Beach and Beverly Beach Management Units proposes to reduce the size of the main parking lot and replace the eastern end with a maintained lawn for multi-purpose recreation activities. This improvement will require coordination with State Parks on desired community uses for the open space.

» Improvements: Add additional multi-use field in underserved location

**P-03 Betty Wheeler Memorial Field (Tier I)**

The City has developed a concept plan for improvements to Betty Wheeler Memorial Field. Figure 13 below depicts the planned improvements to the facility.

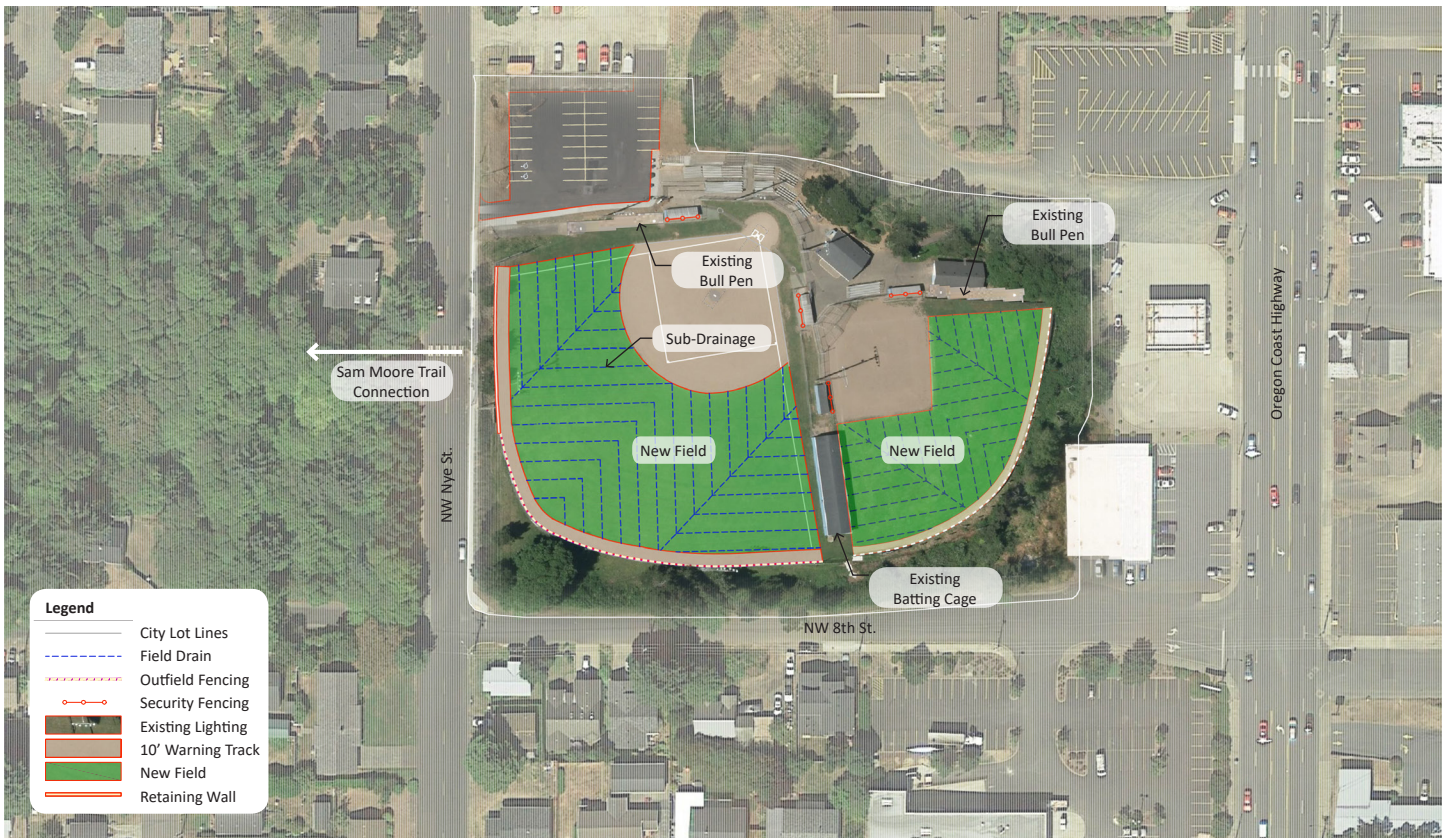
» Improvements:

- Add new multi-use fields
- Stripe parking lot, including dedicated handicapped parking
- Replace fence materials
- Install new retaining walls
- Improve drainage and field conditions
- Demolish storage building
- Improve maintenance
- Replace lighting



Betty Wheeler Memorial Field

**FIGURE 13. BETTY WHEELER MEMORIAL FIELD CONCEPT PLAN**





**P-04 Big Creek Park (Tier I)**

Comments received from community members note that the field area floods in winter, that existing park equipment is rusted out, and that the picnic shelter needs to be improved or re-built as an all-weather shelter. Other community member recommendations include the addition of a swing set, as well as restroom facilities. The project team recommends adding a permanent restroom facility and improving or replacing play equipment in poor condition. Feedback from a community survey indicated that adding a permanent restroom is the top priority for this facility. Other priority improvements include enhancing connections to Forest Park and the Ocean to Bay Trail, adding a all-weather picnic shelter, and improving park maintenance. A concept plan for Big Creek Park is shown in the following figure.

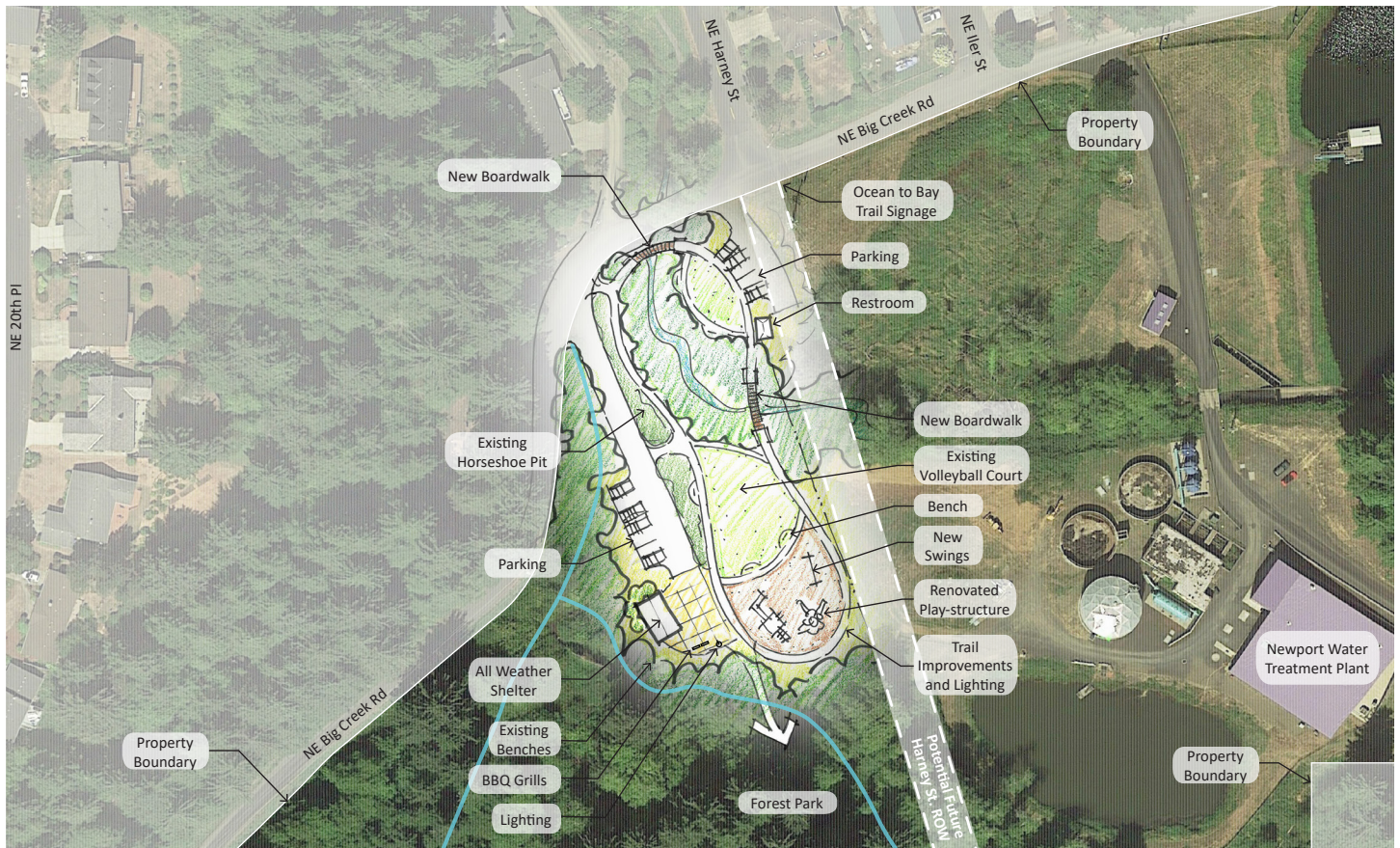
» Improvements:

- Add permanent restroom
- Add an all-weather picnic shelter
- Improve existing play equipment, including adding swings and a nature, mud, and/or water-based play feature
- Add new boardwalks
- Enhance connections to Forest Park and the Ocean to Bay Trail
- Add accessible walkways



Big Creek Park

**FIGURE 14. BIG CREEK PARK CONCEPT PLAN**





**P-05 Coast Park (Tier III)**

Public comments regarding Coast Park expressed a desire for a major overhaul of the playground equipment, noting that many facilities have been broken for some time. Maintenance staff note that the replacement parts for the specially designed equipment must be ordered from overseas and can take a significant amount of time to obtain. The project team’s recommendation is to develop a plan to phase out chronically broken equipment with more durable equipment that is easier to replace or repair and that can be used by younger children. There also has been discussion of expanding the facility into the area to the north.

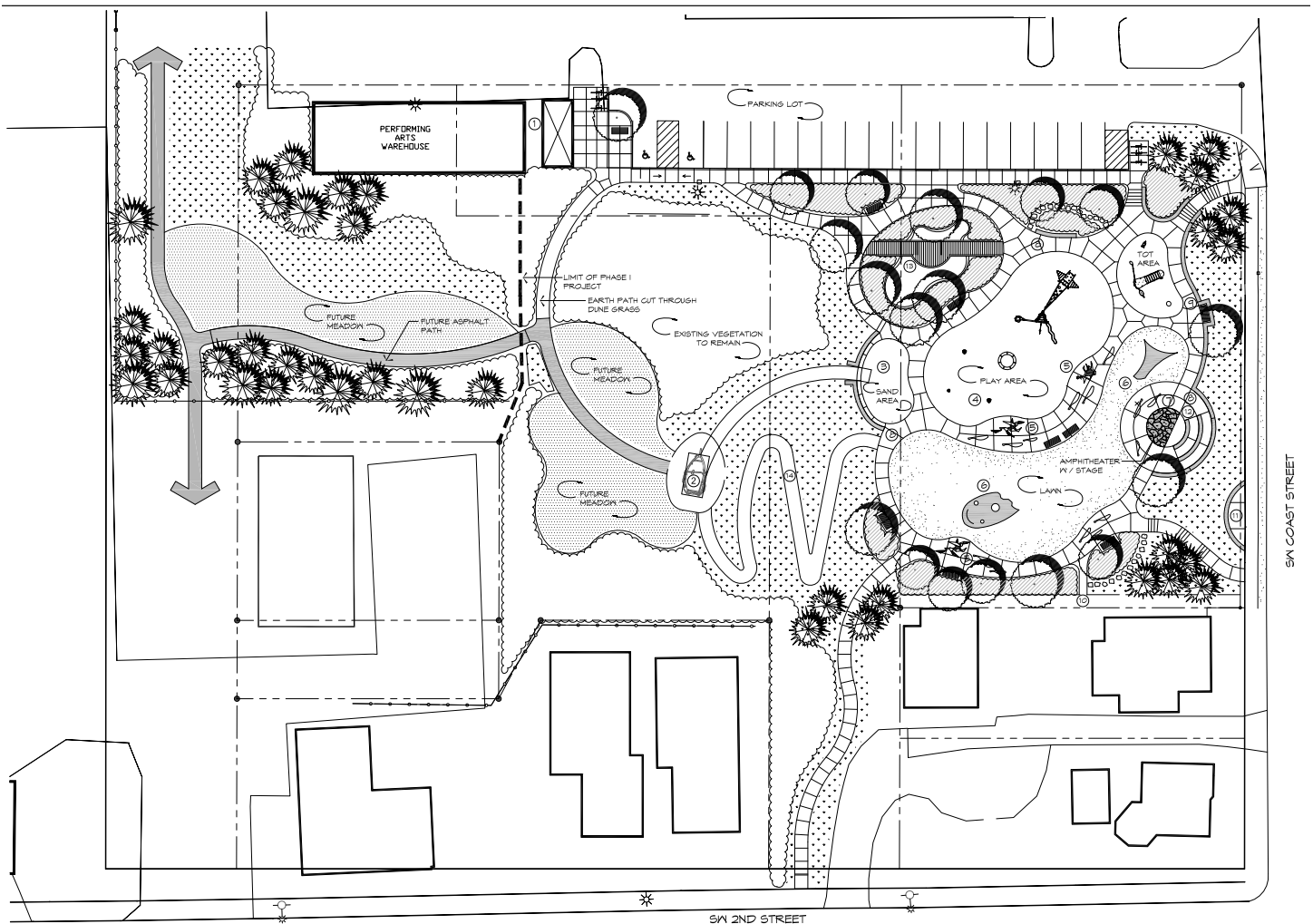


Coast Park

» Improvements:

- Improve existing play equipment
- Phase out chronically broken equipment with more durable parts

**FIGURE 15. COAST PARK SITE PLAN**





**P-06: Don & Ann Davis Park Grassy Area (Tier I)**

This project is a preliminary concept to improve the grassy area of Don and Ann Davis Park. Feedback from a community survey indicated that creating a flexible event space, climate-appropriate vegetation, and adding new pathways are the top three priorities for this facility. A preliminary concept plan is shown in Figure 16 below.

» Potential Improvements:

- Create a flexible event space
- Add climate-appropriate vegetation
- Add new pathways
- Create a sculpture garden
- Renovate the parking area
- Add a new wayfinding kiosk
- Add gateway feature
- Improve beach access
- Add seating area



Don and Ann Davis Park

FIGURE 16. DON AND ANN DAVIS PARK CONCEPT PLAN



**P-09: Frank V. Wade Memorial Park (Tier I)**

Comments received from the public survey note that much of the existing playground equipment is rusted out and likely does not meet safety standards. An additional comment requested that the City re-surface the tennis courts. The project team’s recommendation is to improve or replace existing play equipment, improve maintenance of the restroom facilities and keep them open year-round, and add trash bins to the south side of the park.

» Improvements:

- Replace existing play equipment
- Improve existing restrooms
- Add waste bins on the south side of the park
- Resurface tennis courts for tennis and pickleball
- Add wayfinding signage for connections to San-Bay-O and Chambers Ct.



*Frank Wade Park*

**P-13: Mombetsu Park (Tier III)**

Comments received through the public survey noted that the park appears to be neglected. The project team recommends improved maintenance and upkeep for the facility.

» Improvements:

- Improve maintenance
- Add climate-appropriate vegetation
- Improve non-motorized connections to the park



*Mombetsu Park*

**P-17: Sam Moore Park (Tier I)**

Comments received through public surveys and at advisory committee meetings included the need for vegetation removal, maintenance improvements, opportunities for community gardening, and a possible expansion of the skate park. Additionally, the Lincoln County Juvenile Shelter has proposed a community garden project at the site. The project team’s recommendation is to develop a formalized agreement related to garden upkeep and maintenance, as well as to add waste bins and conduct general park cleanup such as removing graffiti and cleaning up trash. Planning for a community garden should be done with consideration for an improved bicycle and pedestrian accessway from 8th Street. Local skate park designer and builder Dreamland has recommended preliminary major maintenance activities. They have proposed coordinating volunteer and pro-bono labor to help leverage funds committed by the City. Feedback from a community survey indicated that adding trail lighting is the top priority for this facility. Other priority improvements include trail improvements, invasive species removal, and improvements to landscaping and the existing skate park. A concept plan for Sam Moore Park is presented in Figure 17.

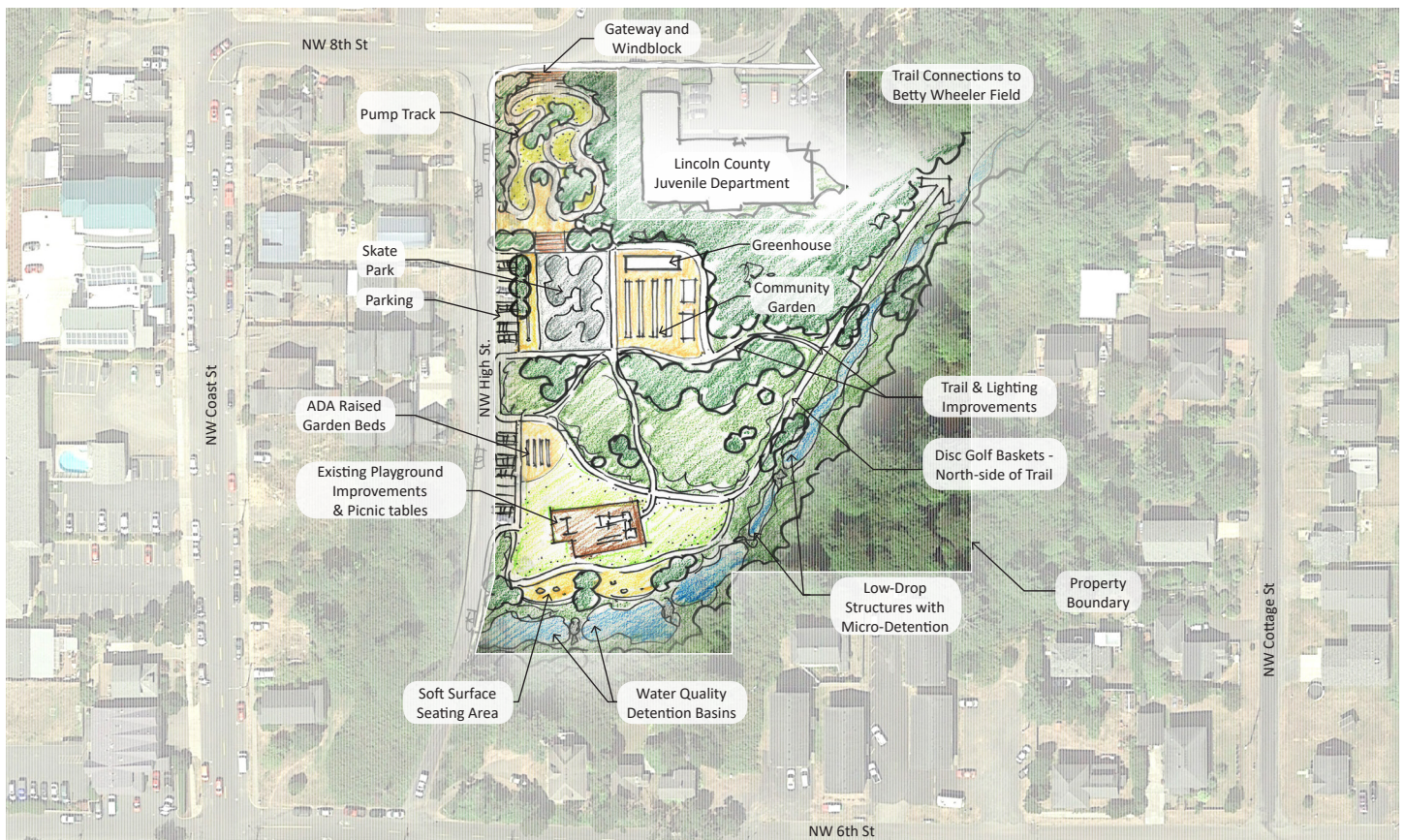
» Improvements:

- Improve trails, including adding trail lighting
- Improve landscaping, including removing invasive species



- Improve maintenance and security, and organize annual park cleanup and graffiti removal
- Add waste bins
- Develop formalized agreement for community garden use with Lincoln County Juvenile Shelter
- Add a bicycle pump track
- Improve parking lot and non-motorized connections and add gateway feature from 8th street
- Coordinate skatepark expansion in partnership with Dreamland and local skatepark non-profit
- Stormwater detention and water quality improvements
- All other improvements proposed in 2015 Sam Moore Park Schematic Design Concept

FIGURE 17. SAM MOORE PARK CONCEPT PLAN



**P-20 Yaquina Bay State Park (Tier III)**

Because this is a state-owned facility, the project team recommends coordinating with the Oregon Park and Recreation Department (OPRD) to implement improvement opportunities.

» **Improvements:**

- Add fitness equipment or other recreational amenities at west end of park in coordination with OPRD
- Improve pedestrian safety
- Add benches



**S-02 Wilder Dog Park (Tier III)**

Comments received in the public survey indicated that the existing equipment at this facility is in poor condition. In addition, the location of this facility may be temporary. The project team recommends identifying a long-term location for the facility; creating a formal partnership agreement with the property owner re: future construction and maintenance of the new facility; and ultimately replacing existing equipment with new dog amenities and infrastructure.

» **Improvements:**

- Identify long-term location and create a formal partnership agreement with the property owner for future construction and maintenance of the new facility
- Replace aging equipment with new slip-proof amenities
- Separate large and small dog areas
- Add water spigot or fountain
- Improve maintenance



Wilder Dog Park

**S-08: Newport Municipal Airport Community Garden (Tier II)**

Comments received at a meeting with local stakeholders indicated a desire for a community garden at the Newport Municipal Airport. The project team recommends adding a community garden as well as public parking at the site. Planning for future improvements at the airport will need to take the runway protection zone into consideration.

» **Improvements:**

- Support community volunteers in efforts to add community garden
- Add wayfinding and an interpretive feature
- Add dedicated parking



Wilder Twin Park

**S-A: South Beach Marina Non-Motorized Boat Launch and Access Improvements (Tier I)**

Comments received at a meeting with local stakeholders indicated a desire for a non-motorized boat launch for kayaks and canoes along Marine Science Drive at the closed boat ramp. The Port of Newport recently made improvements to create a non-motorized boat launch at its closed boat ramp at the South Beach Marina, although many community members appear to be unaware of these improvements.

» **Improvements:**

- Coordinate with Port of Newport to add wayfinding and signage directing users to parking and newly improved access to non-motorized boat launch at South Beach Marina



South Beach Marina



- Support Port in seeking funding to improve and expand dock behind Rogue Brewery, creating a seamless and scenic connection between surrounding non-motorized pathways

**S-B: Marine Science Drive Non-Motorized Boat Launch (Tier II)**

Comments received at a meeting with local stakeholders indicated a desire for a non-motorized boat launch for kayaks and canoes at the end of Marine Science Drive. The project team recommends adding the boat launch to the east of NOAA.



Marine Science Drive

» Improvements:

- Coordinate with OSU on improving access and adding signage

**NEW PARKS**

The Level of Service (LOS) Analysis conducted earlier in this planning effort identified areas of Newport that are not being adequately served by a neighborhood park. These areas are one-half mile or more away from an existing park or recreation facility and/or have physical barriers (such as limited pedestrian infrastructure and non-signalized highway crossings) that make it difficult to access nearby park or recreation facilities. This section of the report identifies proposed facilities, organized by facility type, for areas of the city that were determined to be below the LOS threshold. Locations for most of the proposed new facilities are general, with the exception of areas where the team was able to identify a City-owned property within a given area that represents a specific opportunity site. The project team was also able to identify more specific locations when information was available about the general size and character of the land needed, or related conditions such as the presence of steep slopes, wetlands or riparian areas, surrounding uses, and access. Chapter 4 of this Plan includes land acquisition recommendations for parks, trails, and open spaces.

**P-A: North Newport Neighborhood Park (Tier III)**

The project team recommends developing a park that is accessible for residents of North Newport and other nearby areas where future additional residential development is projected. This area is on the eastern edge of the city that was identified as deficient in park access through the LOS analysis. No city-owned property has been specifically identified for this facility.

» Improvements:

- Add playground, restroom, water fountain, all-weather picnic shelter and tables, benches, and flexible open lawn area

**P-D: Lincoln County Commons (Tier I)**

Lincoln County is currently in the process of preparing a refined master plan for the Lincoln County Commons facilities (formerly known as the Lincoln County Fairgrounds), which is located within Newport’s city limits. The refined site plan for the project is presented in the following figure. The project team recommends that the City coordinate with the County to add two multi-use fields to the site, as well as pathways connecting to surrounding destinations as shown in the refined site plan below.

» **Improvements:**

- Program flexible open lawn areas to serve as community multi-use fields
- Create non-motorized pathways connecting surrounding destinations
- Improve pedestrian safety

**FIGURE 18. LINCOLN COUNTY COMMONS REFINED SITE PLAN**



**P-E: Mini Park South of Highway 20 (Tier III)**

The project team recommends developing a mini park in the area south of Highway 20. No city-owned property has been specifically identified for this facility. If no suitable location is found, the City should explore serving recreational needs in an alternate manner such as adding play equipment on the Bayfront and/or completing the Ocean to Bay trail, including trailhead amenities, within this general area.

» **Improvements:**

- Add water fountain, benches, all-weather picnic shelter and tables, and flexible open lawn area
- Create non-motorized pathways connecting surrounding destinations



**P-J: Yaquina Bay Bridge Park (Tier II)**

The City of Newport has a concept plan for the Yaquina Bay Bridge Park, a small property located under the south end of the bridge. The site plan, presented below, includes pedestrian connection improvements, an interpretive sculptural element, sheltered picnic areas, benches, a basketball court, and an area to host a farmer’s market or other events. Feedback from a community survey indicated that the top two priorities for this future facility are creating an event space for a farmers market or other events and improving connectivity for cyclists and pedestrians.

» **Improvements:**

- Create event space for farmers market or other events
- Improve connectivity for cyclists and pedestrians
- Add sheltered picnic areas and benches
- Add interpretive sculptural element
- Add a basketball court or a multi-use court (basketball, futsal, pickleball, etc.)
- Implement recommendations of Yaquina Bay Bridge Open Space Concept Plan

**FIGURE 19. YAQUINA BAY BRIDGE OPEN SPACE CONCEPT PLAN**



**P-K: Additional Wilder Neighborhood Park (Tier III)**

The project team recommends developing an additional neighborhood park in the Wilder neighborhood, which is a new community on the southern edge of the city. As future phases of the community are developed, another neighborhood park will be needed to serve new residents. The recommendation was suggested in a comment received through the public survey. No city-owned property has been specifically identified for this facility; the park would be developed on property owned by Wilder as part of a future development phase.

» Improvements:

- Add playground, all-weather picnic shelter and tables, benches, and a multi-use field
- Add pathways to different park features that are accessible to people with limited mobility
- Add sand volleyball court

**P-M: Neighborhood Park South of Newport Municipal Airport (Tier III)**

The project team recommends developing a neighborhood park south of the Newport Municipal Airport, which was an area identified as deficient in park access through the LOS analysis. No city-owned property has been specifically identified for this facility. This new facility would be constructed in conjunction with development of the Wolf Tree Destination Resort.

» Improvements:

- Add playground, restrooms, water fountain, all-weather picnic shelter and tables, benches, and a multi-use field in conjunction with future development of Wolf Tree Destination Resort
- Add pathways to different park features that are accessible to people with limited mobility



*Newport Municipal Airport  
Photo Credit: Jelson25*

**X-01: Pocket Park on NE 7th Street (Tier II)**

The project team recommends improving the parcel in the northeast corner of NE 7th Street and NE Harney Street. A comment received through the public survey noted that the site seems to be underutilized. Suggestions for the facility include a small playground or community garden. Public comments also suggested a trail or sidewalk connecting to the existing Ocean to Bay Trail that runs through Big Creek Park to the north. The property is currently owned by the City.

» Improvements:

- Plant trees and climate-appropriate vegetation along exposed property edges
- Create and enhance non-motorized connections to Ocean to Bay Trail, Forest Park, Middle School, and County Commons
- Add a community garden
- Negotiate relocation of Public Works dump site with Public Works Department



*Site for Pocket Park on NE 7th Street*



**Multi-Use Playing Fields.** A recurring theme heard during the PSMP outreach process was the need for additional multi-use fields to serve the needs of youth and adult recreation, including practice and playing fields for soccer, baseball, lacrosse, and other sports. Based on the level-of-service analysis conducted for this Plan and interviews with local sports organizations, the City currently lacks an adequate number of fields to support these current needs, and demands are expected to increase in the future. Sports group representatives indicated that given the number of youth and adult teams, number of available fields, and commitments to school and other activities, there is a much higher demand for sports fields than can currently be accommodated with the existing number of city and school-owned fields. A general lack of large flat sites within city limits creates constraints and challenges for developing new multi-use fields. This Plan identifies several specific improvements or potential opportunity sites to help address this need, including proposed improvements at the County Commons and the Agate Beach Wayside open space area. Considerations for inclusion of multi-use fields to meet future demand should be incorporated into siting and designing new neighborhood parks identified in this Plan. In addition, a concerted, targeted effort to identify one or more sites that could accommodate multiple fields also is recommended. The City should partner with local sports leagues or groups, the Lincoln County School District, and other partner organizations in future funding, siting, and programming of multi-use fields.

## **BEACH ACCESS RECOMMENDATIONS**

Beaches provide a variety of recreational opportunities for residents and visitors, and beach access represents an important recreational asset for the City of Newport. There are approximately 14 beach access points located within the city, and all residents of Newport live within a reasonable driving distance of 3 miles or less from an existing beach access point. In fact, the majority of residents live much closer than 3 miles to the nearest access point. However, the city has some gaps in walkable beach access, which is defined as access points that are located within one-half mile of a residence and do not require crossing pedestrian barriers. Many residents located in the east side of the city also lack walkable access due to having to cross US 101—a major pedestrian barrier—to reach the beach.

There is a notable gap in access on the west side of the city between NW 12th Street and NW 20th Street. There was previously a beach access point located at the intersection of NW Spring Street and 13th Street that encroached onto private property and was removed by the land owner in 2017. The City is currently working with the property owner and other persons in the neighborhood on plans to restore the beach access such that it is contained on public property. This project is discussed in more detail in the trail connections section of this report beginning on page 41.

Long-term goals for the City should be to acquire land or easements to create beach access points in areas where there are currently gaps, and to improve existing access that is in poor condition. However, given high land values, the City does not anticipate actively acquiring privately-owned developable property for beach access in the near future. Rather, the City plans to target undeveloped ROW and/or City-owned properties to create new beach access points, where feasible. The City could also seek opportunities to acquire property through a foreclosure process, depending on the location, cost of access, and physical conditions or constraints of the subject property.

In addition to gaps in access, there are only a small number of beach access points in the city that are accessible for people with limited mobility. Erosion, hydrological shifts, and storm surges pose challenges for maintaining safe and accessible beach access from year to year. The ADA-accessible interpretive boardwalk at South Beach State Park is the only beach access in the city that is currently universally accessible. Although ADA-accessible beach access continues to pose challenges, the following recommendations are considered to be physically feasible and not

extraordinarily costly. Figure 10 and Figure 11 depict the improvement strategies recommended by the project team, which are discussed in more detail in the following sections.

**P-06: Don and Ann Davis Park (Tier II)**

The project team recommends improving the trail alignment for beach access at Don and Ann Davis Park to make it more accessible for people with limited mobility.

» Improvements:

- Coordinate with OPRD on repairs to very end of ramp where it connects to beach to improve accessibility for people with mobility limitations



*Don and Ann Davis Park*

**S-05: Nye Beach Turnaround Universal Beach Access (Tier I)**

The project team recommends partnering with Surfrider to achieve ADA-compliant beach access at the Nye Beach Turnaround.

» Improvements:

- Partner with Surfrider to provide universal beach access at the Nye Beach Turnaround
- Improve ADA accessibility; explore providing check-out of beach wheelchairs, beach access mats, and other means while accommodating weather/sand/trucking issues



*Nye Beach Turnaround*

**T-B: 13th Street and Spring Street Restored Beach Access (Tier I)**

As noted previously, there was once a beach access point located at the intersection of NW Spring Street and 13th Street that encroached onto private property and was removed by the land owner in 2017. The City is currently working with the property owner and other persons in the neighborhood on plans to restore the beach access such that it is contained on public property. The project team recommends creating a new trail connection to the beach in this location. Because 13th Street is currently undeveloped there may be an opportunity for a trail in the undeveloped ROW.

» Improvements:

- Restore trail connection to beach
- Add wayfinding

**P-C: Improved Beach Access at Jump-Off Joe (Tier II)**

Jump-Off Joe was once a 100-foot high sandstone headland that separated Agate Beach from Nye Beach. It earned its name because those walking between the two beaches had to climb up it and jump off the other side. The arch formation has since deteriorated to two small stubs of sandstone. The site also was the location of a previously planned development which did not move forward subsequent to installation of concrete foundations. The project team recommends adding a trail for accessible beach access to the site, if feasible. However, erosion and safety concerns must first be considered.



## TRAILS & CONNECTIONS RECOMMENDATIONS

Throughout Oregon, walking and bicycling are consistently rated as some of the highest-priority recreational activities for people in almost all age groups, and this is true for Newport community members as well. Although walking and biking can occur on local streets and sidewalks, there is value in residents living in close proximity to off-street trails as well. Newport already has many existing off-street trails in natural areas and throughout the city. This section of the report makes recommendations about key opportunities for trail expansions and connections, with an emphasis on partnering with community organizations for implementation. The following figures show the locations of proposed trail and connection improvements. During the planning process community members identified potential improvements to the City's existing trail facilities. The following recommendations range from improving the trails themselves to adding amenities such as wayfinding signage and trailhead facilities. Additional improvements to trails or pathways which serve both a recreation and transportation purpose will be included in the City's Transportation System Plan (TSP).



*Sam Moore Trail*



FIGURE 20. TRAIL IMPROVEMENT STRATEGIES - NORTH

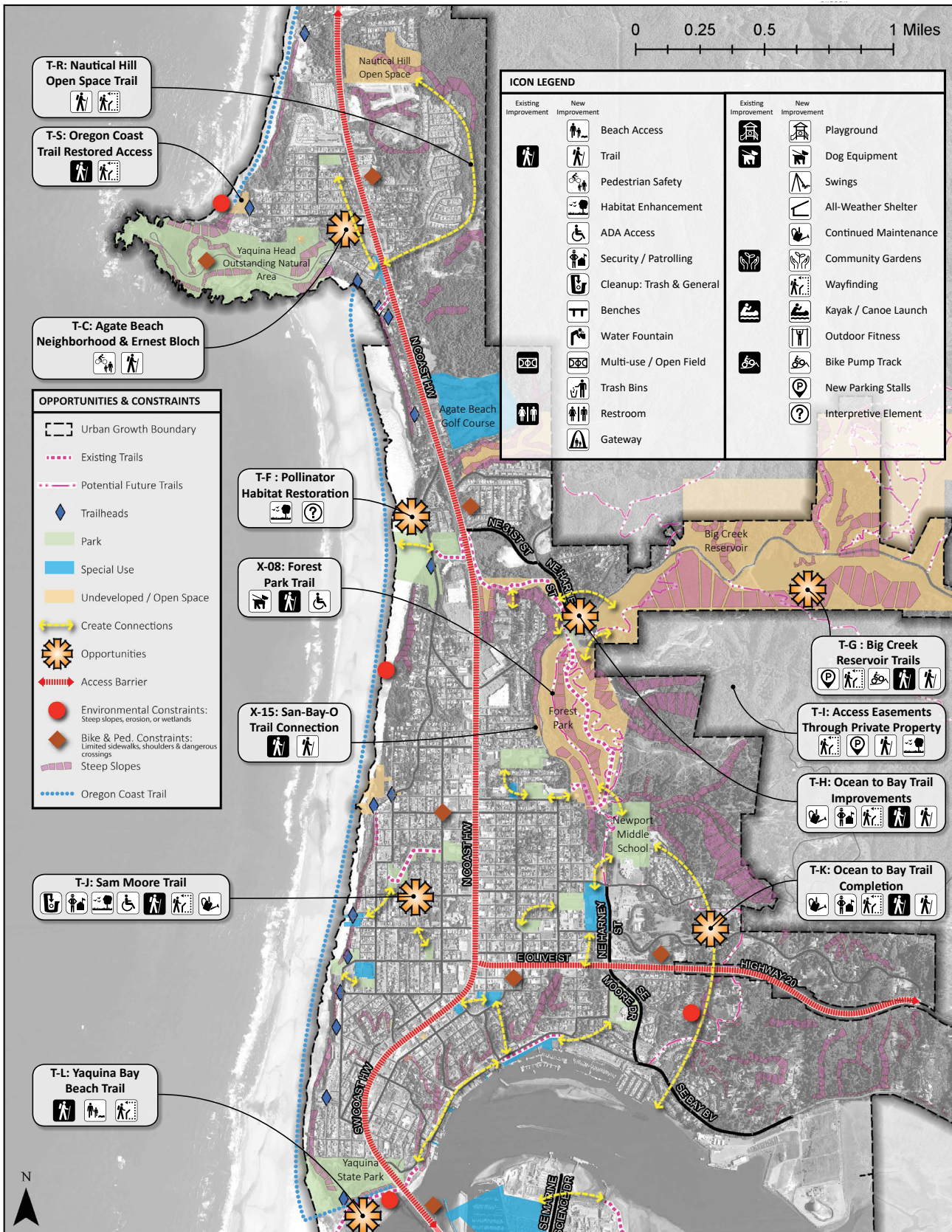
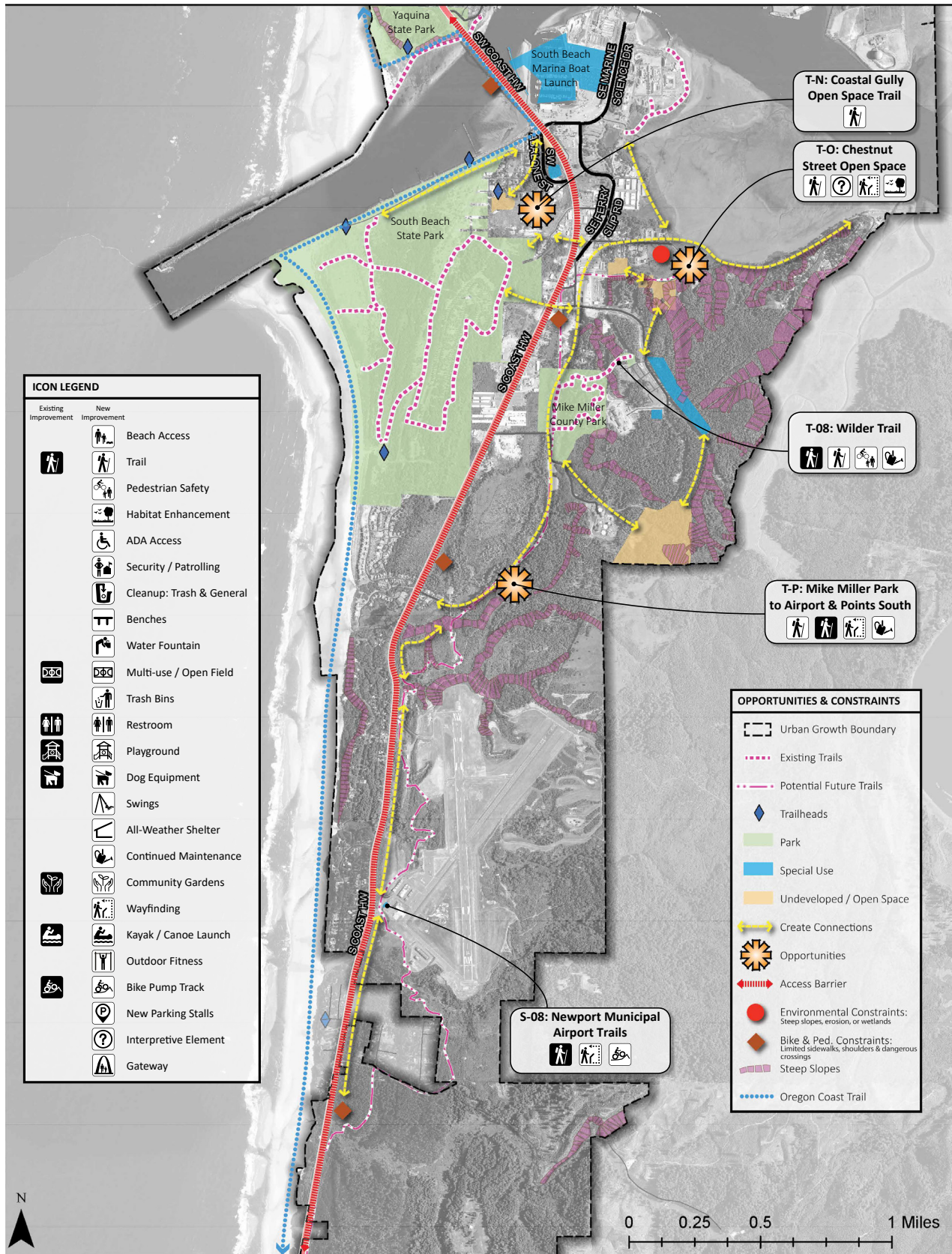




FIGURE 21. TRAIL IMPROVEMENT STRATEGIES - SOUTH



ICON LEGEND	
Existing Improvement	New Improvement

OPPORTUNITIES & CONSTRAINTS	
	Urban Growth Boundary
	Existing Trails
	Potential Future Trails
	Trailheads
	Park
	Special Use
	Undeveloped / Open Space
	Create Connections
	Opportunities
	Access Barrier
	Environmental Constraints: Steep slopes, erosion, or wetlands
	Bike & Ped. Constraints: Limited sidewalks, shoulders & dangerous crossings
	Steep Slopes
	Oregon Coast Trail

**EXISTING TRAIL CONNECTIONS**

**S-08: Newport Municipal Airport Trails (Tier II)**

There is already an existing network of trails in the natural areas surrounding the Newport Municipal Airport. Airport personnel and community members have suggested expanding the system and adding wayfinding and trailhead amenities to support the expansion. The project team recommends adding new trails and trail connections in the area, as well as wayfinding signage. To the extent possible, tree clearing and brushing on airport property outside of the runway protection zone should be coordinated with trail expansion opportunities.

» Improvements:

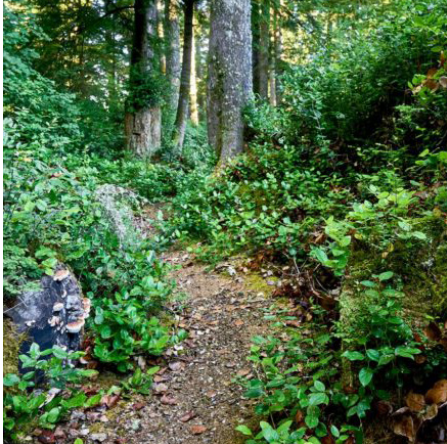
- Add new trail connections
- Add wayfinding and signage

**T-08: Wilder Trail (Tier III)**

The project team recommends making trail improvements and improving trail maintenance along the trail connection to Mike Miller Park. The need for these improvements was identified by a comment received through the public survey.

» Improvements:

- Improve trail maintenance and connections to Mike Miller Park and Oregon Coast Community College (OCCC)
- Improve pedestrian safety



*Wilder Trail*

**T-J: Sam Moore Trail (Tier I)**

Comments about this existing trail received through the survey indicated possible public safety concerns along the trail associated with homeless and illegal camping activities. The project team recommends adding wayfinding signage at both ends of trail, adding lighting for safety, cleaning up existing trash and debris, pruning trees and shrubs, and adding an accessible trail connection from the skate park. The conceptual plan for improvements to Sam Moore Park described earlier in this report also includes plans to construct new stormwater management facilities adjacent to the trail.

» Improvements:

- Adding wayfinding signage at both ends of trail
- Improve maintenance
- Improve security and add lighting for safety (downcast to reduce light pollution)
- Clean up trash and debris
- Improve landscaping, including pruning trees and shrubs
- Add an accessible trail connection from skate park area



*Sam Moore Trail*



- Add stormwater management facilities adjacent to trail as proposed in 2015 Sam Moore Park Schematic Design Concept

**X-08: Forest Park Trail (Tier II)**

Comments received through the public survey indicated that the existing trail is steep and rocky and not accessible for people with limited mobility. The project team recommends improving parts of the trail to make it accessible for all ages and abilities, as well as adding dog amenities.



*Forest Park Trail*

» Improvements:

- Improve trails to make park accessible for all ages and abilities
- Add dog amenities (dog bags and trash receptacles)
- Establish a management plan for the open space area surrounding the trail

**NEW TRAIL CONNECTIONS**

This section of the report recommends general locations for connections between parks, recreation facilities, neighborhoods, and activity centers. In some cases, the recommended locations indicate specific alignments identified by City staff or community stakeholders, and in other cases the recommendations are more general.

**T-C: Agate Beach Neighborhood & Ernest Bloch Wayside (Tier II)**

The project team recommends creating new trail connections between the Ernest Bloch Memorial Wayside and the Agate Beach neighborhood on the west side of Highway 101. This project should be addressed in the City’s updated TSP.



*Ernest Bloch Memorial Wayside*

» Improvements:

- Connect Ernest Bloch Memorial Wayside and the west side Agate Beach neighborhood with new off-highway trails connecting through Yaquina Head Outstanding Natural Area
- Improve pedestrian safety

**T-F: Pollinator Restoration on US 101 North of Agate Beach State Recreation Site (Tier II)**

The Pollinator Restoration Project: Central Oregon Coast is a citizen group working with Lincoln County and ODOT to help restore the pollinator habitat along the US 101 corridor from Yachats to Newport. The City of Newport has committed to creating and expanding pollinator-friendly habitat as part of its BEE CITY USA affiliation. The project team recommends creating habitat and an aesthetic pollinator corridor north of Agate Beach State Recreation Site along the west side of US 101.

» Improvements:

- Create habitat and an aesthetic pollinator corridor in collaboration with the Pollinator Restoration Project
- Add an interpretive feature

**T-G: Big Creek Reservoir Trails (Tier I)**

Local trails advocates have identified plans for a system of trails in Big Creek Reservoir. The project team recommends adding hiking, walking, and mountain biking trails consistent with their suggestions, as well as adding trailhead signage, parking, and wayfinding signage to support the concept. It is also recommended that the City develop partnerships with bicycle advocacy groups in addition to trail advocacy groups to implement this recommendation. A preliminary map of proposed trails in this area is included below.

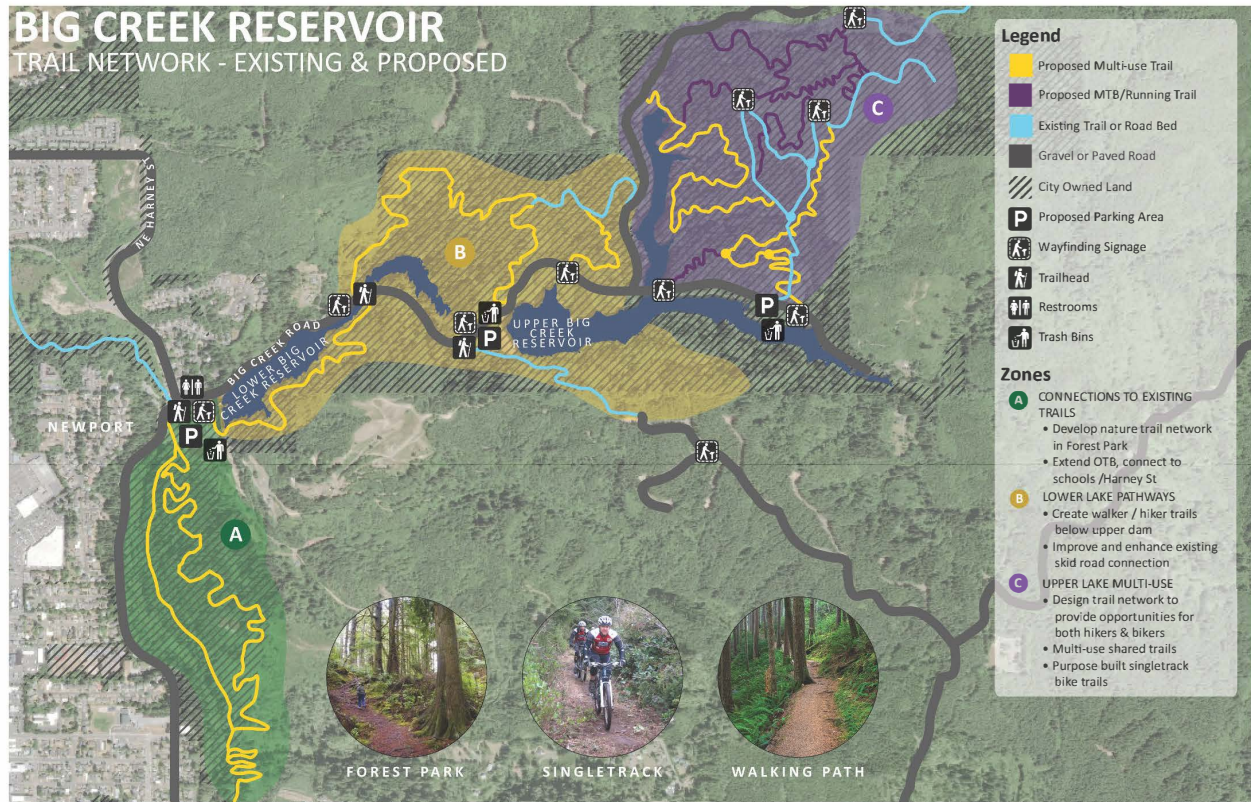


Big Creek Reservoir

» **Improvements:**

- Add hiking, walking, and mountain biking trails, wayfinding signage, parking, and trailhead facilities

**FIGURE 22. BIG CREEK RESERVOIR TRAIL NETWORK CONCEPT PLAN**



City of Newport: Park System Master Plan - Big Creek Reservoir





**T-H / T-I / T-K: Ocean to Bay Trail Improvements and Completion (Tier I)**

A proposed alignment for completing the Ocean to Bay Trail has already been mapped; however, the City has not obtained the easements needed to complete the trail. The recommendation for completing this trail system includes adding trail wayfinding and signage, non-slip materials for boardwalks, lighting, and parking, as well as improved maintenance and patrolling.



*Ocean to Bay Trail*

» Improvements:

- Obtain easements
- Add wayfinding signage, lighting, and parking
- Improve trail maintenance and security

**T-L / T-M: Yaquina Bay Beach (Coast Guard) Trail (Tier I)**

The project team recommends completing trail access to the beach, which would require a joint agreement with the State parks department, as well as the Army Corps that controls the jetty. A comment received through the public survey noted that the trail is currently not complete.

» Improvements:

- Complete and improve trail to North Jetty
- Add wayfinding signage
- Improve pedestrian safety



*Coast Guard Trail*



**T-N: Coastal Gully Open Space Trail (Tier II)**

The Coastal Gully Open Space Trail is a planned component of the Coho/Brant Infrastructure Refinement Plan and includes a new trail system and boardwalk. The preferred site plan for the concept is presented below.

» Improvement: New trail connection and boardwalk

**FIGURE 23. COASTAL GULLY OPEN SPACE CONCEPT PLAN**



**T-O: Chestnut Street Open Space Trail (Tier II)**

The project team recommends adding a nature walk with interpretive signage along the west side of the existing trail by the wetland, including wildlife viewing opportunities and habitat enhancements.

» Improvements:

- Acquire easement
- Add nature walk trail with interpretive signage and wayfinding
- Enhance habitat and add wildlife viewing opportunity



**T-P: Trail Connections from Mike Miller Park to Newport Municipal Airport and Areas to the South (Tier II)**

The project team recommends adding a new trail connection from Mike Miller Park to the Newport Municipal Airport and areas to the south, as well as improving existing trails in the park. Comments received during the advisory committee meetings, at the public meeting, and from the Trails Advisory Group expressed a desire for this connection, and also indicated that there are currently tripping hazards on existing trails in Mike Miller Park due to erosion and root structures.



Mike Miller to Wilder Twin Trail

» **Improvements:**

- Add new trail connection with wayfinding signage
- Improve maintenance

**X-15: San-Bay-O Trail Connection (Tier II)**

The project team recommends adding a pedestrian and bicycle trail connection between Northeast San-Bay-O Circle and Big Creek Road.

» **Improvements:**

- New pedestrian and bicycle connection



Mike Miller Trail

# DESIGN STANDARDS TOOLKIT

This section describes climate appropriate materials as well as a proposed process that the City can use to help standardize Park System materials and elements such as signage, site furnishings, and trails. Developing specific standards and specification for park system elements typically is an extensive process and is generally undertaken with the assistance of a landscape architecture firm and often with robust community engagement.



Nature play example by Michael Cole

## CLIMATE APPROPRIATE MATERIALS

### GOALS

Create a City-wide consistency in materials to withstand the climatic conditions of Newport including high winds, rain and moisture and corrosion.

### FACTORS TO CONSIDER

- » Use
- » Rain and Moisture
- » Wind
- » Corrosion
- » Durability
- » Maintenance
- » Eco-Friendliness
- » Cost

TABLE 6. CLIMATE APPROPRIATE MATERIALS

Material	Use	Resist Rain and Moisture	Resists Wind	Resists Corrosion	Good Durability	Type of Maintenance	Eco-Friendly	Cost
Wood (treated, stained, or painted)	Bench, Picnic table, signage, shelter	Not long term	Yes	Yes	Yes	High	Yes	Low
Wood - Teak	Bench, Picnic table, signage, shelter	Yes	Yes	Yes	Yes	Low	Yes	High
Powder Coated Steel	Bench, Picnic table, Trash receptacle, bike racks, bollards, play equipment, shelters, signage	Yes	Yes	Yes	Yes	Low	Yes	Medium
Concrete	Picnic Tables, benches, trash receptacle, seat walls	Yes	Yes	Yes	Yes	Low, but need periodic inspection	Yes	Medium
Recycled Plastic (High Density Polyethylene - HDPE)	Bench, Picnic table, play equipment	Yes	Yes, bolted down	Yes	Yes	Low	Yes	Low



## SITE FURNISHINGS

### GOALS

- » To establish a consistent, signature style for the City of Newport's Park System;
- » To provide designers and project managers with an easy-to-use reference manual as they implement projects; and
- » To simplify park and natural area maintenance by standardizing parts and materials

### PROCESS

1. Develop a set of values for the standards (described below).
2. Decide on a certain time frame for when the standards should be finalized and create a schedule for developing, reviewing, refining and finalizing them.
3. Use a collaborative process involving a cross-departmental committee of City of Newport staff and the professional services of Landscape Architecture firm. Consider involving the broader community in reviewing options and identifying preferences.
4. Review and develop a list of the pros and cons of existing City of Newport furnishings.
5. Review an inventory of other park systems' site furnishing standards.
6. Work with Landscape Architect on initial concepts for new standards.
7. Use values as screening criteria that each furnishing standard would be measured against before it is final recommendations.

### VALUES TO CONSIDER

- » **Sustainability.** Each furnishing standard should consider life cycle costs (purchase, maintenance and replacement) as well as environmental and social sustainability. Locally sourced and climate appropriate products are preferred.
- » **Accessibility.** Each furnishing standard should comply with the Americans with Disabilities Act (ADA).
- » **Aesthetics.** All of the furnishings should contribute to a unified style that is timeless, simple, useful and congruent with the surrounding environment.
- » **Durability.** Selected furnishings should require minimal maintenance and should be able to be renovated at a low cost (e.g., replacement components, if applicable, should be relatively easy to acquire quickly and inexpensively, to the greatest degree feasible).
- » **Cost.** Furnishings should be competitively priced.



*Don & Ann Davis Park*



*Wilder Twin Park*



*Big Creek Park*

**TABLE 7. EXAMPLES OF CLIMATE APPROPRIATE SITE FURNISHING OPTIONS**

**Bench**



**Material:** Recycled Plastic Slats, Powder Coated Steel Frame  
**Manufacturer:** Columbia Cascade  
**Product Name:** Parkway Bench  
**Model Number:** 2017-6  
**Unit Price:** \$810

**Picnic Table**



**Material:** Recycled Plastic Slats, Powder Coated Steel Frame  
**Manufacturer:** Columbia Cascade  
**Product Name:** Greenway Picnic Table  
**Model Number:** 2168  
**Unit Price:** \$1,965

**Bike Racks**



**Material:** Powder Coated Steel  
**Manufacturer:** Columbia Cascade  
**Product Name:** Original CycLoops  
**Model Number:** 2170-7-E-G  
**Unit Price:** \$450

**Boardwalk**



**Material:** Pultruded Fiberglass Decking  
**Manufacturer:** Fibergate  
**Product Name:** Safe T Span  
**Model Number:** I 4015  
**Unit Price:** \$12.80 / sf (decking only)



<b>Bollards</b>			
		<b>Material:</b> Powder Coated Steel	<b>Manufacturer:</b> Columbia Cascade
		<b>Product Name:</b> Metal Bollard	<b>Model Number:</b> 2190-E
		<b>Unit Price:</b> \$150	
<b>Drinking Fountains</b>			
		<b>Material:</b> Powder Coated Steel	<b>Manufacturer:</b> Columbia Cascade
		<b>Product Name:</b> Restoration Drinking Fountain	<b>Model Number:</b> 2010-01
		<b>Unit Price:</b> \$3,285	
<b>Picnic Shelter</b>			
		<b>Material:</b> Powder Coated Steel	<b>Manufacturer:</b> Natural Structures
		<b>Product Name:</b> Rocky Mountain Picnic Shelter	<b>Model Number:</b> 98-R20030-4T
		<b>Unit Price:</b> \$30,000	
<b>Playground</b>			
	<b>Manufacturer:</b> Columbia Cascade		<b>Manufacturer:</b> Columbia Cascade
	<b>Product Name:</b> PipeLine		<b>Product Name:</b> PipeLine
	<b>Model Number:</b> 9817		<b>Model Number:</b> 9808
	<b>Unit Price:</b> \$26,360		<b>Unit Price:</b> \$12,485

Note: Costs for site furnishings do not include installation.

**SIGNAGE**

**GOAL**

Ensure a standardized, consistent look to park, trail and natural area signs.

**PROCESS**

1. Define a clear and expedited process for:
  - » Creating full sign systems
  - » Adding or replacing signs in existing systems
  - » Maintaining signs
  - » Creating temporary signs
2. Document the process for determining the need for a sign.
3. Create a cost-effective way of producing signs.
4. Establish a visually easy-to-identify hierarchy of entrance, directional/identification and trail signage.
5. Ensure that signs harmonize with the natural environment in an aesthetic, consistent way with good site design. Standards should guarantee that signs are attractive, concise, clear and sited in the optimal locations.
6. Minimize impact of signs on parks and natural areas.
7. Create standards that incorporate durable materials and provide for cost-effective long-term maintenance.
8. Provide criteria for prioritizing signs.

**TRAILS**

**GOALS**

- » Create a Citywide system of trails to ensure a consistent look, high standard of quality, and basic level of safety.
- » Create accessible portions of the trail system.
- » Create a sustainable system that requires minimal maintenance and has minimal impacts on the environment.

**PROCESS**

1. Create an inventory of existing trails.
2. Develop an inventory of support facilities.
3. Conduct a more detailed future needs assessment, building on work already conducted for the PSMP.
4. Identify needed improvements to specific trails.
5. Establish standards for the construction, maintenance, and rehabilitation of trails, including related to the following:



Don and Ann Davis Park



HMSC Estuary Trail



Don and Ann Davis Park



- » Tread Width – Actual walking surface
- » Clearance Width – Areas around trail to be kept free of vegetation
- » Clearance Height
- » Slope – trail stability, accessibility
  - Maximum slope
  - Cross slope
- » Trail Surface - Material
  - Asphalt
  - Concrete
  - Natural surfacing
  - Wood chips
  - Gravel



TABLE 8. EXAMPLE OF TRAIL DEVELOPMENT STANDARDS

Trail Type	Vertical Clearance	Corridor Clearance	Treadway Width	Surfacing Materials	Trail Length	Grade
Hiking	8-10 feet	4 -8 feet	4-6 feet	Bare soil, rocks, stone dust, or wood chips. May have hardened surface (concrete, asphalt or boardwalks) in high use areas.	0.25 – 5 mi. (1/2 day) / 5-15 mi. (full day)	0-5%; Max – 15% sustained; 40%+ shorter than 50 yd.; Outslope – 4% max
Multi-use Greenway Trail	8-10 feet	10-12 ft. (1 lane) / 12-16 ft. (2 lane) / 16-20 ft. (2 lane – high volume)	6 ft. (1 lane) / 8-10 ft. (2 lane) / 12-14 ft. (2 lane – high volume)	Smooth pavement, asphalt, concrete, crushed gravel, clay or stabilized earth.	Min. – 5 mi. loop (1.5-2 hour) / 15-25 mi. of linear or loop trails (day trip)	0-5%; Max: 5-10% sustained; 15% shorter than 50 yd. Outslope of 2-4%
Mountain Biking	8-10 feet	1.5 – 6 ft. (1 lane)	Novice - 36 in / Intermediate - 24-30 in / Advanced - 12-18 in	Firm natural surface including soil, rocks, wood; hardened surface for wet areas.	Min. – 5 mi. loop (1.5-2 hour) / 15-25 mi. of linear or loop trails (day trip)	Over all grade not to exceed 10%. Climbing turns not to exceed 7-12%. Out slope of 3-5%

Resources:

<https://www.nps.gov/noco/learn/management/ncttrailconstructionmanual1.htm>

<https://www.blm.gov/sites/blm.gov/files/Guidelines-for-a-Quality-Trail-Experience-2017.pdf>

**PLANTING PALETTE**

The City of Newport Planting Palette includes an extensive list of plants that are accessible for the City of Newport. The palette includes trees, shrubs, forbs, and grasses that are native to or thrive in Newport's unique climate. Newport can have a harsh climate due to the wind and salt climate as well as sandy soils. The full detailed list is included as Appendix G. The list is not final and should be added to as well as reviewed on a periodic basis.

**TREE MANUAL**

The City of Newport is currently developing a Tree Manual that will provide a set of standards regarding acceptable tree species, placement locations and spacing requirements, how and where to plant, how to maximize tree benefits, and environmental factors that impact whether trees will thrive in a given location. The manual also includes a list of prohibited tree species that are known to damage infrastructure with their root systems or are known to be invasive. Planting, trimming, and removal of trees on City-owned property must comply with the specifications outlined in the Tree Manual and Newport's Municipal Code.



Coast Park





# CHAPTER 4: IMPLEMENTATION

## IMPROVEMENT PRIORITIES

This Plan is a long-term plan for the development, maintenance and operation of the City's park system. It is expected to be implemented over the next 10-20 years. Improvements identified in the Plan have been categorized and prioritized as short-term (1-5 years), medium-term (6-10 years), and long-term (11-20 years). Priorities are based on the following factors:

- » Direction from PSMP Advisory Committee members, City staff, and other community members
- » Ability to leverage or use existing City or partner-owned sites, as opposed to needing to acquire new property
- » Presence of community partner(s) with the ability and commitment to assist in making improvements in the short-term
- » Level or frequency of facility use
- » Level-of-service analysis and projected timing of future growth and development in areas where new parks may be needed

<b>Tier I Projects (Near Term)</b>		
P-01	<b>Agate Beach Neighborhood and Dog Park Improvements</b>	Existing Park
P-02	<b>Agate Beach Wayside Multi-Use Field</b>	Existing Park
P-03	<b>Betty Wheeler Memorial Field Improvements</b>	Existing Park
P-04	<b>Big Creek Park Improvements</b>	Existing Park
P-09	<b>Frank Wade Park Improvements</b>	Existing Park
P-17/T-J	<b>Sam Moore Park and Trail Improvements</b>	Existing Park and Trail
P-06	<b>Don and Ann Davis Park (Grassy Area)</b>	Existing Park
S-A	<b>South Beach Marina Non-Motorized Boat Launch and Access Improvements</b>	New Special Use
P-D	<b>Lincoln County Commons Multi-Use Fields</b>	New Special Use
S-05	<b>Nye Beach Turnaround - Universal Beach Access</b>	Beach Access
T-B	<b>13th Street and Spring Street - Restored Beach Access on Public Land</b>	Beach Access
T-H / T-I	<b>Ocean to Bay Trail Improvements</b>	Existing Trail
T-L / T-M	<b>Yaquina Bay Beach (Coast Guard) Trail</b>	Existing Trail
X-08	<b>Forest Park Trail Improvements</b>	Existing Trail
T-G	<b>Big Creek Reservoir Trail System</b>	New Trails
<b>Tier II Projects (Medium Term)</b>		
X-01	<b>Pocket Park on NE 7th Street</b>	New Park
P-J	<b>Mini Park at South End of Yaquina Bay Bridge</b>	New Park
S-08	<b>Community Gardens at the Newport Municipal Airport</b>	New Special Use
S-B	<b>Marine Science Drive Non Motorized Boat Launch</b>	New Special Use
P-06	<b>Don and Ann Davis Park - Beach Access Improvements</b>	Beach Access
P-C	<b>Improved Beach Access at Jump-Off Joe</b>	Beach Access
T-K	<b>Ocean to Bay Trail Completion</b>	New Trail
T-O	<b>Chestnut Street Open Space and Trail</b>	New Trail
T-N	<b>Coastal Gully Open Space Trail</b>	New Trail
T-P/S-08	<b>Trail Connections from Mike Miller Park to Newport Municipal Airport and Areas to the South</b>	New Trails & Connections
X-15	<b>San-Bay-O Trail Connection</b>	New Trail
T-C	<b>Agate Beach Neighborhood &amp; Ernest Bloch Wayside Trail Connection</b>	New Trail
T-F	<b>Pollinator Habitat Restoration on 101</b>	New Habitat
<b>Tier III Projects (Long Term)</b>		
P-05	<b>Coast Park Improvements</b>	Existing Park
P-13	<b>Mombetsu Park Improvements</b>	Existing Park
P-20	<b>Yaquina Bay State Park Improvements</b>	Existing Park
P-A	<b>North Newport Neighborhood Park</b>	New Park
P-E	<b>Mini Park South of Highway 20</b>	New Park
P-K	<b>Additional Wilder Neighborhood Park</b>	New Park
P-M	<b>Wolf Tree Destination Resort Recreational Amenities</b>	New Park
S-02	<b>Wilder Dog Park Improvements</b>	Special Use
T-08	<b>Wilder Trail Improvements</b>	Existing Trail
T-R	<b>Nautical Hill Open Space Trail</b>	New Trail
T-S	<b>Oregon Coast Trail - Restored Access on Public Land</b>	Beach Access



## TIMELINE FOR IMPLEMENTATION

The schedule for implementing the specific recommendations in the Plan will depend on the availability of funding and, in some cases, the pace of population or employment growth that drives the need for projects. That said, following is a proposed timeline for implementation, based on priorities identified in the plan and other factors.

### Short Term (1-5 years)

- » Implement high priority projects, as resources are available. Implementing these projects will entail the following activities common to all projects:
  - Secure funding sources for capital construction
  - Acquire land, as needed, for new facilities
  - Develop a plan for future maintenance and ensure that projected available funds are adequate for long-term operation and maintenance
  - Develop detailed, site-specific Master Plans
  - Conduct community outreach processes as part of the site-specific Master Planning process
  - Seek community partners to assist in development via in-kind labor or other contributions, as well as ongoing maintenance of improvements
- » Identify land acquisition plans for medium-term projects

### Medium Term (6-10 years)

- » Secure funding sources for Tier II projects
- » Develop new or refined conceptual master plans
- » Seek or respond to potential partnerships for projects

### Long Term (11-20 years)

- » Complete recommended Tier III projects, pending availability of funding
- » Reassess system plan priorities and complete a targeted update of the plan to reflect updated priorities
- » Continue to implement improvements to selected existing park facilities

## GOALS, POLICIES, AND STRATEGIES

Goals, policies and strategies to guide implementation of the Park System Master Plan were generated through Advisory Committee, policy-maker, community, and staff input during the public outreach process. These goals, policies, and strategies provide both overarching guidance and specific direction for future implementation of the PSMP. They will guide future decisions related to development and use of funding sources, design of



Frank Wade Park



Big Creek Park



Coast Park

and location of park facility improvements, operation and maintenance of facilities, and other related activities.

**Goal 1: Provide a Park System that is visually attractive and well-maintained and that can continue to be maintained and improved in a financially and environmentally sustainable manner over time.**

- » **Policy 1.1:** Promote beautification and enhanced stormwater management through the use of climate-appropriate, ocean friendly design and landscaping.
  - **Implementation Measure 1.1.1:** Utilize low impact development practices when making park improvements, including retaining native vegetation, minimizing impervious surfaces, selecting pervious materials for paved parking areas, walkways, and hardscaping, and creating rain gardens and bioretention facilities.
- » **Policy 1.2:** Ensure that vegetation used in the City’s parks and open spaces be able to withstand local weather and climatic conditions and be as inexpensive and resource-efficient as possible to maintain.
  - **Implementation Measure 1.2.1:** Develop and periodically update a written manual for the care, preservation, pruning, planting, replanting, removal, and disposition of trees and plantings in parks, along public streets, and in other public places.
  - **Implementation Measure 1.2.2:** Train parks maintenance personnel in fundamentals of landscape and grounds maintenance.
- » **Policy 1.3:** Consider materials, durability, accessibility, maintenance needs, and life-cycle costs when making decisions about, and budgeting for, proposed improvements and expansions to park and recreation facilities, including restrooms.
  - **Implementation Measure 1.3.1:** Use durable, weather-resistant, environmentally friendly materials for park facility furnishing and amenities to reduce repair and replacement frequency and costs.
  - **Implementation Measure 1.3.2:** Develop City standards for site furniture and wayfinding to ensure signage is consistent throughout the city and furnishings are durable, consistent, and attractive. Coordinate with City committees as part of these efforts.
  - **Implementation Measure 1.3.3:** Develop a City policy for memorial items that includes considerations for long-term maintenance.
- » **Policy 1.4:** Explore options for how to most efficiently allocate, organize, and budget for adequate staffing to meet desired service levels.
  - **Implementation Measure 1.4.1:** Identify and develop metrics to track quality of service as relates to Park and Recreation Department staffing levels and to assess productivity and quality of parks maintenance.



*Don and Ann Davis Park*



*Ernest Bloch Wayside*



*Frank Wade Park*



- **Implementation Measure 1.4.2:** Use established metrics to assess and make informed decisions about adequacy of current Parks Maintenance and Park and Recreation staffing levels and to determine how to most efficiently allocate Parks Maintenance staffing resources.
- **Implementation Measure 1.4.3:** Leverage temporary employees as a cost-effective way to meet peak season needs.
- **Implementation Measure 1.4.4:** Consider implementing an online form or hotline for parks maintenance requests.
- » **Policy 1.5:** Secure funding for capital improvement projects and maintenance needs identified in the Park System Master Plan.
  - **Implementation Measure 1.5.1:** Include Park System Master Plan capital projects on the list of capital improvement projects eligible to be funded with SDC revenues, where such projects are needed to accommodate future community growth. Assess viability of increasing Parks SDC collections to provide additional funding for capital projects.
  - **Implementation Measure 1.5.2:** Initiate a process to define and prioritize objectives for park and recreation fee pricing to arrive at a set of cost recovery targets. Consider conducting a concurrent market assessment to identify going market rents for comparable facilities in the City’s market area.
  - **Implementation Measure 1.5.3:** Be proactive about negotiating development agreements within Urban Renewal Areas in the interest of leveraging partnerships with private developers to create new park spaces.
  - **Implementation Measure 1.5.4:** Utilize visitor revenues to help fund development and maintenance of park and recreation facilities.
  - **Implementation Measure 1.5.5:** Leverage matching grants and community partnerships to supplement City funding.
  - **Implementation Measure 1.5.6:** Conduct a cost-benefit analysis of hiring a part-time grant writer.
  - **Implementation Measure 1.5.7:** Explore the creation of a Parks District funded by local property taxes and/or service fees to provide parks, open spaces, trails, and community programs within the district.
- » **Policy 1.6:** Maintain capital reserves to replace or make major repairs to City-owned park and recreational facilities.
  - **Implementation Measure 1.6.1:** Establish the total value of parks and recreational assets, including park equipment and improvements, and conduct analyses to estimate each asset’s full life cycle costs. Set replacement reserve targets at an annualized level commensurate



Coast Park



Sam Moore Park



Wilder Disc Golf Course

with cost estimates, using ten percent of each asset’s operating revenue as a recommended benchmark.

- » **Policy 1.7:** Work with community stakeholders, including neighbors, the Chamber of Commerce, and service organizations, to encourage volunteer maintenance of City parks and trails, including regular litter pickup and quarterly or annual invasive vegetation removal.
  - **Implementation Measure 1.7.1:** Evaluate the potential benefits and required resources needed to implement an organized volunteer program, and determine whether the City has the capacity to implement the program.
  - **Implementation Measure 1.7.2:** Develop formal agreements regarding maintenance commitments and duration from partners and volunteers, including a liability waiver component.

**Goal 2: Incorporate and develop a system of multi-use trails offering opportunities for a full range of activities and ability levels.**

- » **Policy 2.1:** Maintain and expand the multi-use path and trail system.
  - **Implementation Measure 2.1.1:** Identify opportunities within the city for creating non-motorized connections to existing and planned trails.
  - **Implementation Measure 2.1.2:** Identify the need for trailhead facilities (e.g., parking areas, wayfinding signage, trash receptacles, etc.) and ongoing maintenance in connection with planning for future trails.
  - **Implementation Measure 2.1.3:** Prepare a more detailed plan for the City’s trail system, including classes of trails, trailheads, wayfinding and signage, parking areas, and other amenities.
  - **Implementation Measure 2.1.4:** Establish a City trail-building and maintenance program that provides opportunities for volunteer involvement.
  - **Implementation Measure 2.1.5:** Develop connector trails that provide direct bicycle and pedestrian access from neighborhoods, visitor destinations, schools, and parks onto the City’s major trail networks.
  - **Implementation Measure 2.1.6:** Develop a maintenance program for the Bayfront boardwalks.
- » **Policy 2.2:** Work with airport staff to identify, map, and further describe opportunities for community use of trails and other facilities on airport property in a manner consistent with the Airport Master Plan.
  - **Implementation Measure 2.2.1:** Develop a formal agreement regarding scope of permissible community use of, and future improvements to, trails on airport property.



Abbey Street Pier



Agate Beach Wayside



Big Creek Park



- **Implementation Measure 2.2.2:** Partner in securing easements across intervening properties between the airport and existing or planned trails and other recreational facilities.
- **Implementation Measure 2.2.3:** Coordinate tree clearing and brushing outside the runway protection zone with potential trail expansion opportunities.
- » **Policy 2.3:** Coordinate with community groups on proposed plans for development and maintenance of trails.
  - **Implementation Measure 2.3.1:** Encourage trail advocates to create a formal organization such as a 501(c)(3) non-profit which could enter into an agreement with the City to commit to initial trail-building and future maintenance activities.

**Goal 3: Meet a full range of indoor and outdoor recreational needs for all ages by including opportunities and facilities for active and passive recreation, sports, socializing, environmental and cultural education, and enjoyment of nature.**

- » **Policy 3.1:** Serve all areas of the city in an equitable and effective manner.
  - **Implementation Measure 3.1.1:** Work with private developers to identify, dedicate, and improve park areas as part of future development projects, with a focus on providing additional park and recreational facilities that meet residents' needs and are consistent with the Vision and Goals of the Park System Master Plan.
- » **Policy 3.2:** Focus City and other local resources on meeting the needs of residents while also appealing to visitors.
  - **Implementation Measure 3.2.1:** Identify potential sites, acquisition and operating costs for future development of City owned multi-purpose fields.
  - **Implementation Measure 3.2.2:** Develop new informational materials for residents and visitors about City parks and trails.
- » **Policy 3.3:** Provide amenities within facilities to meet users' basic needs such as drinking fountains, restrooms, benches, shelters, and flexible open lawn areas.
- » **Policy 3.4:** Develop and maintain accessible, all-weather facilities to accommodate small and large group gatherings throughout the year, including picnic shelters, plazas, and other public gathering spaces.
- » **Policy 3.5:** Ensure that facilities are planned, designed, and constructed to be safe, easy to maintain, inclusive, and accessible to individuals of all ages, abilities, backgrounds, and income levels.
  - **Implementation Measure 3.5.1:** Periodically evaluate community perceptions of, and any gaps in, safety, accessibility, and maintenance



*Coastal Gully Open Space*



*Bay Front Boardwalk*



*Coast Guard Trail*

# 1 2 3 4

of facilities through surveys, evaluation forms, and community outreach.

- **Implementation Measure 3.5.2:** Develop recommendations related to siting, design, implementation, and management of new community gardens with a focus on providing accessibility to individuals of all ages, abilities, backgrounds, and income levels.
- » **Policy 3.6:** Take an active role in coordinating with field users to help develop and implement a coordinated approach to scheduling, use, and improvement of local playing fields.

## Goal 4: Maintain and improve public access to the beach and improve recreational access to the Bay, including enhancements for people with limited mobility.

- » **Policy 4.1:** Acquire land or easements to create beach access points in areas where there are currently gaps, and to improve existing access that is in poor condition.
  - **Implementation Measure 4.1.1:** Seek opportunities to acquire property through the County's tax foreclosure process, depending on the location, cost of access, and physical conditions or constraints of the subject property.
- » **Policy 4.2:** Pursue opportunities to make accessibility improvements and provide informational signage around beaches and the Bay through strategic partnerships.

## Goal 5: Sustain and enhance partnerships with local community groups and other public agencies, including Lincoln County, the Lincoln County School District, Oregon Parks and Recreation Department (OPRD), the Port of Newport, and others to integrate and manage recreational resources in a collaborative and cost-effective manner.

- » **Policy 5.1:** Cooperate and coordinate in long-range planning for enhancements to park and trail facilities that are jointly used by residents and visitors, including proposed improvements at Yaquina Bay State Park, the County Commons, the Port of Newport, the Agate Beach State Recreation Site, and South Beach State Park.
  - **Implementation Measure 5.1.1:** Partner in acquiring land for or constructing facilities intended for community use within or adjacent to OPRD facilities.
  - **Implementation Measure 5.1.2:** Partner in pursuing grants and funding opportunities for improvements to jointly used park, trail, and recreation facilities.
- » **Policy 5.2:** Support plans for development of multi-purpose playing fields and a play area at the County Commons site.



Cooper Ridge Trail



Bay Street Pier



Frank Wade Park



- **Implementation Measure 5.2.1:** Engage community members and neighboring residents, including families with children, to identify priority needs for the proposed multi-purpose playing fields and play area at the County Commons.
- » **Policy 5.3:** Support local organizations in their commitment of labor and resources to help improve and maintain playing fields.
  - **Implementation Measure 5.3.1:** Provide technical support in determining the most cost-effective design for future improvements to existing and new fields.
- » **Policy 5.4:** Partner with School District on use of expertise, labor, and equipment in making improvements to City fields.
- » **Policy 5.5:** Work together with local partners to schedule joint use of playing fields and facilities in an equitable, efficient manner.
  - **Implementation Measure 5.5.1:** Regularly review and update joint use agreements with community partners approximately every three to five years.
  - **Implementation Measure 5.5.2:** Establish a set of procedures for allocating and scheduling use of fields by local sports teams and/or other community members concurrent with development of the proposed multi-purpose open space at the Agate Beach State Recreation Site and the proposed multi-purpose playing fields at the County Commons.

**Goal 6: Preserve and maintain large contiguous natural areas for use as open space, wildlife habitat, and passive recreation areas.**

- » **Policy 6.1:** Prioritize conservation of significant open spaces and natural resource areas, including beaches and headlands, midcoast watersheds, the Yaquina Bay Estuary, rivers, streams, forests, and fish and wildlife habitat.
  - **Implementation Measure 6.1.1:** Develop a management plan for open space and passive recreational areas, emphasizing that any development in these areas be done in an environmentally friendly and sustainable manner.
  - **Implementation Measure 6.1.2:** Assess whether or not the City should establish open space provisions tied to large scale development in code.

**PROJECT-SPECIFIC IMPLEMENTATION STRATEGIES**

Following is a summary of project-specific details and strategies for implementing selected high priority projects, including opportunities for partnering with local community groups or organizations. Detailed cost estimates for each project are found in Attachment 1 to the Capital Improvement Component (Appendix A).



*Newport Farmer's Market*



*Wilder Park*



*Don and Ann Davis Park*

**Agate Beach Neighborhood and Dog Park Improvements (P-01)**

- » Refine concept diagram and conduct community outreach processes to develop a more detailed Master Plan for the site.
- » Engage neighboring residents, including families with children and dog owners, in the community outreach process to identify priority needs for new tot lot and playground and improved dog park.
- » Work with community stakeholders, including neighbors, Chamber of Commerce and service organizations, to encourage volunteer maintenance, including regular litter pickup, quarterly or annual invasive vegetation removal, and similar activities.

**Betty Wheeler Memorial Field Improvements (P-03)**

- » Refine concept diagram and conduct community outreach processes to develop a more detailed Master Plan for the site.
- » Work with local sports team groups to develop shared/volunteer maintenance plan for selected maintenance activities (e.g., regular litter pickup, field lining, and other, similar activities).

**Big Creek Park Improvements (P-04)**

- » Assess parking needs to help design parking area improvements.
- » Determine approach for improving existing or siting new restrooms, taking utility needs, ongoing staffing needs and associated maintenance costs into consideration.
- » Refine proposed improvements to park with consideration for providing universal access to specific amenities, wind-protection for picnic area, mitigation of seasonal flooding issues, and impact of future street improvements adjacent to the park.
- » Coordinate improvements to wayfinding signage with Forest Park, Big Creek Reservoir and Ocean to Bay trail improvements.
- » Refine concept diagram and conduct community outreach processes to develop a more detailed Master Plan for the site.
- » Work with community stakeholders, including neighbors, Chamber of Commerce and service organizations, to encourage volunteer maintenance, including regular litter pickup, quarterly or annual vegetation removal, and similar activities.

**Frank Wade Park Improvements (P-09)**

- » Assess historic and projected future usage of tennis courts; depending on results determine whether to retain and rehabilitate courts or replace or repurpose them, fully or in part, with another amenity such as basketball courts or futsal.



*Sam Moore Park*



*Agate Beach Neighborhood Park*



*Big Creek Park*



- » Explore option of providing year-round access to restrooms, taking utility needs, ongoing staffing needs and associated maintenance costs into consideration.

### **Sam Moore Park and Trail Improvements (P-17/T-J)**

Work with Dreamland, the Lincoln County Juvenile Department, and other community partners to refine and agree on plans and strategies for improving Sam Moore Park. Partnership opportunities are expected to include expansion and improvements to the skate park facilities; development of a bicycle pump track; development and use of a community garden; and enhancements to the adjoining trail and proposed future stormwater treatment facilities. A conceptual plan for this facility is included in this Master Plan. Recommended implementation activities include working with partners to do the following:

- » Refine and further develop a more detailed concept plan that meets priority needs of all parties.
- » Determine an approach for allocating garden plots within the proposed community garden; establish facilities and protocols for access to the garden.
- » Identify opportunities for sharing maintenance responsibilities with facility users, other local residents and community groups.
- » Develop formal agreements regarding maintenance commitments from partners and volunteers.
- » Work with community stakeholders, including neighbors, Chamber of Commerce and service organizations, to encourage volunteer maintenance, including regular litter pickup, quarterly or annual vegetation removal, and similar activities.
- » Refine concept diagram and conduct community outreach processes to develop a more detailed Master Plan for the site.

### **South Beach Marina Non-Motorized Boat Launch and Access Improvements (At Closed Boat Ramp) (S-A)**

- » Coordinate with Port of Newport to add wayfinding and signage directing users to parking and newly improved access to the non-motorized boat launch at South Beach Marina.
- » Support Port in seeking funding to improve and expand dock behind Rogue Brewery, creating a seamless and scenic connection between surrounding non-motorized pathways.

### **Lincoln County Commons Improvements (P-D)**

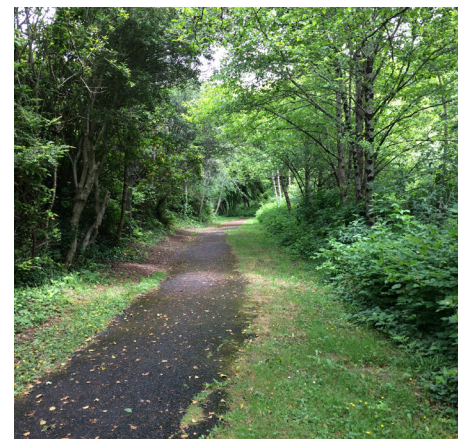
Engage in a process with Lincoln County, local sports groups and families with children regarding future use of multi-purpose playing fields and development of a play area at this facility. Current plans for future improvements to and



Frank Wade Park



Sam Moore Skate Park



Sam Moore Trail

1 2 3 4

use of the Lincoln County Commons property include development of one or more multi-use playing fields which would be available for use by the public. This facility could help meet identified needs for playing and practice fields by local sports groups in Newport. Plans also include a designated play area which could help bridge the gap identified through this planning process for play areas serving families with very young children. The City should work with the County and local sports groups, families with children and community members to do the following:

- » Affirm plans for community use and access to the fields.
- » Establish a set of procedures for allocating and scheduling use of the fields by local sports teams and/or other community members; determine which entity will be responsible for coordinating and scheduling use of the fields.
- » Determine an equitable approach to paying for future maintenance and operation of the fields. This could include contributions from partnering agencies and organizations, collection of user fees, in-kind or volunteer labor by users, or other strategies.
- » Engage community members and neighboring residents, including families with children, to identify priority needs for proposed play area.

**Nye Beach Turnaround Universal Beach Access (S-05)**

Work with Surfrider to implement universal access at the Nye Beach turnaround. The Newport chapter of the Surfrider Foundation has expressed willingness to partner with the City on implementing improvements that would allow all residents of and visitors to Newport to access the beach at the Nye Beach Turnaround. Recommended implementation activities include partnering with Surfrider to do the following:

- » Contact accessibility improvement partners in Cannon Beach and Lincoln City for recommendations related to liability, maintenance, signage, equipment, wheelchair storage and checkout procedures
- » Recruit an accessibility advisor to project
- » Refine concept for proposed improvements
- » Identify funding sources and secure project funding
- » Verify permitting requirements (if any) and establish maintenance agreement with OPRD
- » Engage Newport Chamber of Commerce regarding opportunities for partnership and promotion

**13th Street and Spring Street Restored Beach Access (T-B)**

Continue to work with the property owner and other persons in the neighborhood on plans to restore the beach access such that it is contained on public property. Implementation strategies include:



*HMSC Unofficial Kayak Launch Area*



*Nye Beach Turnaround*



*Coast Guard Trail*



- » Determine most appropriate alignment, considering factors such as available public right-of-way, topography, cost, etc.
- » Continue negotiations with adjacent property owners to reach an agreement regarding acquisition of any needed property or easements.
- » Work with community stakeholders, including neighbors, Chamber of Commerce and service organizations, to encourage volunteer maintenance, including regular litter pickup and trail maintenance.

**Ocean to Bay Trail Improvements and Completion (T-H / T-I)**

- » Secure needed easements from property owners.
- » Establish detailed design plan, including width and surfacing of new trail sections, as well as location and design of signage, lighting and trailhead parking.



Founding Rock Park

**Yaquina Bay Beach (Coast Guard) Trail Improvements (T-L / T-M)**

- » Conduct assessments of the underlying geology of the potential trail corridor.
- » Determine the desired level of accessibility for the trail.
- » Determine the most appropriate alignment, considering, cost, topography, accessibility requirements and other factors.
- » Secure needed easements or agreements from the Coast Guard, Oregon Department of Parks and Recreation, and other property owners, as needed.
- » Identify needed amenities for the trail, including signage, benches, or other features.



Ocean to Bay Trail

**Forest Park Trail Improvements (X-08)**

- » Determine what level of accessibility is desired or needed along specific segments of the trail.
- » Identify needed amenities for the trail, including signage, benches, or other features.
- » Seek in-kind, volunteer resources for vegetation clearing, grading and construction of the trail, including from local residents, business owners and user groups.
- » As a related but separate effort, develop a management plan for Newport’s open space and passive recreational areas, including Forest Park.

**Big Creek Reservoir Trail System (T-G)**

Continue to work closely with local bicycle advocates to implement the proposed trail system. A local mountain biking group is currently working with the City to create plans to develop a system of trails on city-owned property



Coast Guard Trail

# 1 2 3 4

in the Big Creek Reservoir area. The group has researched and evaluated the area and begun to map out a system of trails, primarily for mountain biking. A preliminary conceptual plan for this area is included in this Master Plan. Further work and coordination between this group and the City is needed to move forward with planning, implementing and maintaining this proposed trail system. Subsequent steps are likely to include:

- » Prepare a more detailed plan for the trail system and associated amenities, including classes of trails, trailheads, signage, parking areas, and other amenities.
- » Identify land acquisition and easements needed for full build out of trail system, including connections to existing road network and other trail systems.
- » Secure needed easements from property owners.
- » Develop construction standards for proposed trails classes, including standard widths, appropriate surfacing materials, adequate drainage, well-designed grade, and erosion control measures
- » Develop cost estimates for construction of the trails system and amenities; incorporate in-kind labor for trail construction in the estimates, as appropriate.
- » Determine a long-term maintenance approach, including volunteer trail maintenance to the greatest degree possible; enter into maintenance and shared use agreements with volunteer maintenance organizations.
- » Plan in conjunction with development of new Big Creek dam. Investments for roads related to the dam project should specify conversion to trails after project completion.

## COST ESTIMATES

As part of the process of developing this Plan, the project team estimated costs for each improvement project. The level of detail of the cost estimates varies as follows:

- » General cost estimates are provided for new park facilities based on unit costs per acre and are presented as a cost range. Costs for these facilities do not include soft costs or land acquisition costs.
- » Unit costs per lineal feet are provided for new trails.
- » For most improvements to existing facilities, costs are provided for specific improvements based on typical costs of such improvements in other municipalities. These estimates include soft costs.
- » For selected facilities where conceptual diagrams of improvements were created, more detailed costs have been provided. These estimates also include soft costs.



*Coast Guard Trail*



*Big Creek Reservoir*



*Lucky Gap Trail*



All costs represent planning-level costs. “Planning-level” costs are general in nature and are based on the approximate number and size of components of a facility or on a conceptual plan, coupled with estimated unit costs for typical materials or amenities anticipated for the facility. They are in contrast to more accurate cost estimates that are based on detailed facility designs and quotes or bids from manufacturers, vendors, or contractors. In some cases, general cost estimates for new facilities represent a very wide variation from the low to the high end of the estimate. Trail costs have not been estimated although costs per lineal foot of different types of trails are included.

More accurate costs will need to be developed as part of detailed master plans prepared for individual facilities. The following table summarizes total costs by type of improvement. More detailed cost information is included in the accompanying Capital Improvement Component (Appendix A).

**TABLE 9. ESTIMATED COST RANGES FOR NEW FACILITIES (PER FACILITY)**

Park Type	Total Construction Cost	
	Low	High
<b>Mini-Park, Pocket Park</b>	\$50,000	\$150,000
<b>Neighborhood Park</b>	\$400,000	\$750,000
<b>Special Use</b>	\$8,000	\$50,000
<b>Open Space</b>	\$200,000	\$400,000
<b>Beach Access</b>	\$50,000	\$500,000

Note: Costs estimated in 2019 dollars

**TABLE 10. GENERAL COST ESTIMATES FOR PROPOSED NEW TRAILS**

12' Asphalt (LF)	8' Asphalt (LF)	8' Soft Surface (LF)	6' Asphalt (LF)
\$48.00	\$32.00	\$24.00	\$24.00

Notes:

Costs estimated in 2019 dollars

Cost includes subbase; cost could vary 2-4 times linear foot based on impacts, terrain, location (urban verse rural), and other amenities

**TABLE 11. ESTIMATED COSTS FOR SPECIFIC IMPROVEMENTS (2019 \$)**

<i>Project ID</i>	<i>Project</i>	<i>Park Type</i>	<i>Cost Estimate</i>
<b>Tier I Projects (Near Term)</b>			
P-01	<b>Agate Beach Neighborhood and Dog Park Improvements</b>	Existing Park	\$ 548,853
P-02	<b>Agate Beach Wayside Multi-Use Field</b>	Existing Park	n/a
P-03	<b>Betty Wheeler Memorial Field Improvements</b>	Existing Park	\$ 901,091
P-04	<b>Big Creek Park Improvements</b>	Existing Park	\$ 760,892
P-09	<b>Frank Wade Park Improvements</b>	Existing Park	\$ 650,286
P-17/T-J	<b>Sam Moore Park and Trail Improvements</b>	Existing Park and Trail	\$ 1,394,688
P-06	<b>Don and Ann Davis Park (Grassy Area)</b>	Existing Park	\$ 556,502
S-A	<b>South Beach Marina Non-Motorized Boat Launch and Access Improvements</b>	New Special Use	n/a
P-D	<b>Lincoln County Commons Multi-Use Fields</b>	New Special Use	\$ 10,000 - \$ 20,000
S-05	<b>Nye Beach Turnaround - Universal Beach Access</b>	Beach Access	\$ 50,000 - \$ 500,000
T-B	<b>13th Street and Spring Street - Restored Beach Access on Public Land</b>	Beach Access	\$ 50,000 - \$ 500,000
T-H / T-I	<b>Ocean to Bay Trail Improvements</b>	Existing Trail	\$ 223,587
T-L / T-M	<b>Yaquina Bay Beach (Coast Guard) Trail</b>	Existing Trail	See Table 10
X-08	<b>Forest Park Trail Improvements</b>	Existing Trail	\$ 113,022
T-G	<b>Big Creek Reservoir Trail System</b>	New Trails	\$ 3,157,048
<b>Tier II Projects (Medium Term)</b>			
X-01	<b>Pocket Park on NE 7th Street</b>	New Park	\$ 50,000 - \$ 150,000
P-J	<b>Mini Park at South End of Yaquina Bay Bridge</b>	New Park	\$ 486,277
S-08	<b>Community Gardens at the Newport Municipal Airport</b>	New Special Use	\$ 8,000 - \$ 15,000
S-B	<b>Marine Science Drive Non Motorized Boat Launch</b>	New Special Use	\$ 20,000 - \$ 50,000
P-06	<b>Don and Ann Davis Park - Beach Access Improvements</b>	Beach Access	\$ 50,000 - \$ 500,000
P-C	<b>Improved Beach Access at Jump-Off Joe</b>	Beach Access	\$ 50,000 - \$ 500,000
T-K	<b>Ocean to Bay Trail Completion</b>	New Trail	See Table 10
T-O	<b>Chestnut Street Open Space and Trail</b>	New Trail	\$ 200,000 - \$ 400,000
T-N	<b>Coastal Gully Open Space Trail</b>	New Trail	\$ 713,427
T-P/S-08	<b>Trail Connections from Mike Miller Park to Newport Municipal Airport and Areas to the South</b>	New Trails & Connections	See Table 10
X-15	<b>San-Bay-O Trail Connection</b>	New Trail	See Table 10
T-C	<b>Agate Beach Neighborhood &amp; Ernest Bloch Wayside Trail Connection</b>	New Trail	See Table 10
T-F	<b>Pollinator Habitat Restoration on 101</b>	New Habitat	\$ 10,000 - \$ 1,000,000



<b>Tier III Projects (Long Term)</b>			
P-05	<b>Coast Park Improvements</b>	Existing Park	\$ 114,660
P-13	<b>Mombetsu Park Improvements</b>	Existing Park	\$ 37,674
P-20	<b>Yaquina Bay State Park Improvements</b>	Existing Park	\$ 131,040
P-A	<b>North Newport Neighborhood Park</b>	New Park	\$ 400,000 - \$ 750,000
P-E	<b>Mini Park South of Highway 20</b>	New Park	\$ 50,000 - \$ 150,000
P-K	<b>Additional Wilder Neighborhood Park</b>	New Park	\$ 400,000 - \$ 750,000
P-M	<b>Wolf Tree Destination Resort Recreational Amenities</b>	New Park	\$ 400,000 - \$ 750,000
S-02	<b>Wilder Dog Park Improvements</b>	Special Use	\$ 124,488
T-08	<b>Wilder Trail Improvements</b>	Existing Trail	See Table 10
T-R	<b>Nautical Hill Open Space Trail</b>	New Trail	See Table 10
T-S	<b>Oregon Coast Trail - Restored Access on Public Land</b>	Beach Access	\$ 50,000 - \$ 500,000

Note: Costs estimated in 2019 dollars

<b>TABLE 12. SUMMARY OF TOTAL ESTIMATED COSTS</b>			
	<i>Specific Projects</i>	<i>General Projects</i>	
		<i>Low</i>	<i>High</i>
<b>Tier I</b>	\$7,525,881	\$110,000	\$1,020,000
<b>Tier II</b>	\$1,756,206	\$328,000	\$1,115,000
<b>Tier III</b>	\$407,862	\$1,300,000	\$2,900,000
<b>Total</b>	\$9,689,949	\$1,738,000	\$5,035,000
	<b>Total All Projects</b>	<b>\$11,427,949</b>	<b>\$14,724,949</b>

Notes:

Costs estimated in 2019 dollars

Pollinator Habitat Restoration project (T-F) not included in cost estimate summary

## FUNDING STRATEGIES

### CAPITAL IMPROVEMENTS

Current sources of funding for parks capital improvements include transfers from the City's General Fund, transfers from the City's transient lodging tax, and parks System Development Charges (SDCs), which can be used to pay for construction of new facilities necessitated by population growth. The bulk of the revenues transferred from the general fund and transient lodging tax are used for operation and maintenance costs. Only a limited portion of these funds are available and have been used for parks capital improvements in the recent past. For example, capital outlays totaled approximately \$142,000 during the last two fiscal years, or about \$71,000 per year.

Proceeds from parks SDCs in the most recent fiscal year were approximately \$40,000. SDC rates are \$0.51 per square foot for single-family detached homes (or about \$1,000 for a 2,000 square foot home) and \$633 per unit for all other housing types. The City is forecasted to grow by about 1,900 people in the next 20 years, adding approximately 1,100 new housing units, assuming current household size and occupancy rates. This would equate to roughly \$1 million in parks SDC revenues over the next 20 years, measured in current dollars, or about \$50,000 per year.

Typical funding sources for capital improvements include the following:

- » **Parks System Development Charges (SDCs).** Although the City already has adopted parks SDCs, it could update the methodology for the fee and increase the amount of the fee to reflect the cost of new parks facilities necessitated by new growth.
- » **General obligation bonds.** State law allows local governments to issue general obligation debt for infrastructure improvements. The GO bond is paid for by increased property taxes over the life of the bonds.
- » **Local Option Levy.** These are temporary property tax increases, approved by voters to fund operations of local government services. Local option levies cannot exceed five years (10 years for capital projects), though they can be reviewed and extended indefinitely at five-year intervals, if the public continues to vote in favor of the levies.
- » **Park and recreation district.** Local governments can create special or local districts. In this case, a parks district. The parks district would need to be created by statute, ordinance, or resolution, or any other local government document that states the parks district is its own government entity with the purpose of providing a specific service, for a specific location. Such a district would have its own permanent tax rate and that rate could be set to pay for both anticipated capital costs, as well as operation and maintenance costs of existing and new facilities.

The estimated cost of improvements identified in this plan is significantly higher than the estimated available revenue from existing sources. The total cost of specific improvements in the plan is approximately \$9.7 million, excluding trail improvement projects. The cost of more general improvements (e.g., new parks where a specific site has not been identified) could range from \$1.74 million to \$5 million, also excluding trail improvements. Trail improvement costs are provided on a per linear foot or mile basis and total costs have not been developed, given the uncertain length of many of the trails identified in the Plan. This equates to an average expenditure of about \$570,000 to \$740,000 per year, excluding trail costs. It will be critical for the City to explore adoption of additional funding sources to achieve the goals and implement the improvements identified in this Plan.



- » **Stormwater utility fee.** Many cities are able to justify the use of a stormwater fee for parks funding by designing parks that also act as stormwater facilities. In Newport, residents and businesses pay a utility fee to the City for stormwater runoff on an ongoing basis, thus creating a steady stream of revenue that could potentially be used to fund park improvements with a nexus to stormwater management.
- » **Grants.** Funds from this source can supplement or match city funds for programs, planning, design, seed money, and construction. Grants are best for funding specific ventures, as cities cannot depend on them as a continuous source of funding.
- » **Food and beverage tax.** The City could establish a tax on the sale of prepared food and beverages and dedicate revenues directly to a combination of capital improvements and operation and maintenance costs for park facilities. The cities of Yachats and Ashland both have a sales tax on prepared food and non-alcoholic beverages.

Adoption and revision of any of these funding mechanisms will require a significant amount of analysis, including extensive community discussion and an assessment of the potential political and public support or acceptance of the funding mechanisms. The PSMP process included an initial online survey of relative potential support for several of these funding strategies, as well as other methods to pay for operation and maintenance of parks. Findings from that survey include:

- » Use of grants received almost universal support (97%).
- » Creation of a new Parks District received reasonably strong support in comparison to other funding mechanisms, with 48% supportive, 38% opposed and 13% unsure.
- » General obligation (GO) bonds received similar but slightly lower levels of support, with 45% supportive, 29% opposed and 26% unsure.
- » Opinions about use of a stormwater utility fee were similar to those for a GO bond, with 44% supportive, 31% opposed and 26% unsure.
- » Survey participants were generally opposed to use of a sales tax (28% supportive, 59% opposed and 13% unsure), although they were asked about a general sales tax, rather than a tax on food and beverages.

These survey results are very preliminary. It is recommended that much more extensive community education and analysis of potential public support be undertaken before pursuing any of these funding mechanisms. Existing and potential funding sources for parks and recreation are detailed in Table 13.



*Presbyterian Church Community Garden*



*Sam Moore Parkway*



*Sam Moore Skate Park*

**TABLE 13. PARK AND RECREATION FUNDING SOURCES**

<i>Funding Mechanism</i>	<i>Source</i>	<i>Capital Projects</i>	<i>Repair &amp; Maintenance</i>	<i>Programs, Events</i>	<i>Used in Newport?</i>
<b>System Development Charges (SDCs)</b>	City	x			✓
<b>General Fund</b>	City	x	x		✓
<b>Urban Renewal</b>	City	x			✓
<b>Local Option Levy</b>	City	x	x		
<b>General Obligation, Revenue or Other Bonds</b>	City	x			✓
<b>Ticket Sales, Admissions (User Fees)</b>	City		x	x	✓
<b>Membership and Season Pass Sales</b>	City		x	x	✓
<b>Transient Room Tax</b>	County	x	x		✓
<b>Food and Beverage Tax</b>	City	x	x	x	
<b>Friends Associations (Parks Foundations)</b>	Private	x	x		
<b>Volunteer Programs</b>	Private	x	x	x	✓
<b>Stormwater Utility Fee</b>	City	x	x		
<b>Parks Maintenance Fee</b>	City		x		
<b>Grants</b>					
<i>General Purpose or Operating Grants</i>					
<i>Planning Grants</i>					
<i>Facilities and Equipment Grants</i>					
<i>Matching Grants</i>					
<i>Management or Technical Assistance Grants</i>					
<b>Program-Related Investments (PRIs)</b>	Foundations	x			
<b>Corporate Sponsorships</b>	Private	x	x	x	
<b>Parks District</b>	Public	x	x		
<b>Gifts</b>	Public	x	x	x	✓

**PARKS OPERATIONS AND MAINTENANCE**

Current sources of funding for parks operations and maintenance include fees, fines and forfeitures (including user fees for specific park and recreation facilities), transfers from the City’s General Fund, transfers from the City’s transient lodging tax, and small amount of revenue from investments. The accompanying CIC (Appendix A) includes detailed information about staffing and maintenance levels and organization, cost recovery from fees, and capital reserves to cover major maintenance and facility replacement costs.

In addition to the operation and maintenance funding sources currently used by the City, the City could consider the following additional potential funding sources to cover these expenses.

- » **Parks District Formation** (see above description)
- » **Stormwater Utility Fee** (see above description)
- » **Grants** (see above description)



- » **Parks Maintenance Fee.** A parks maintenance fee would be similar to a utility fee. Households and businesses would be charged a flat rate per month for using parks, trails and open spaces that the City maintains. State law allows for cities to charge fees for services provided by the city without vote of their residents. The City charter and municipal code must also allow for this fee without a resident vote.

Similar to the discussion of funding mechanisms for capital improvements, adoption of a Parks Maintenance Fee also would require additional assessment and community conversation. At the same time, unlike some of the other funding sources described above (e.g., GO bonds and local option levies), a parks maintenance fee does not require a public vote. Survey respondents were split on their potential support for this mechanism, with 34% supportive, 39% opposed and 26% unsure.

In addition to the funding mechanisms described above, a number of other tools can and should be considered to supplement these strategies, including:

- » **Gifts.** It is common for community members and local businesses to gift funds for a project or program they would like to see in a community. Parks, open space preservation, and parks programs tend to be more appealing subjects for gifts than more intangible city programs, as community members can see and report how their gifts are being used.
- » **Parks Foundation.** This is a managed fund of money that usually originates from a large gift or a late person's estate. Foundations have a mission for the types of projects they give to and support. Foundations usually administer monies in the forms of grants or gifts.
- » **Partnerships with other community organizations.** The City of Newport is fortunate to have a variety of community partners who are instrumental in helping to provide and maintain park and recreation facilities, programs and services to Newport residents and visitors. Maintaining and enhancing these partnerships will be critical to successful implementation of this Plan. Key partnerships and associated strategies are described further in Appendix H.
- » **Volunteer labor and in-kind donations.** One strategy for leveraging additional resources for maintenance of park and recreation facilities and reducing costs associated with those activities is to engage volunteer groups in helping maintain local facilities. This can include "adopt-a-park" programs, regular park cleanup or maintenance by local or out-of-town volunteers, community service-related activities, youth volunteer efforts through collaboration with the School District, or others. This strategy is described in more detail in Appendix H.

The accompanying Capital Improvement Component (Appendix A) summarizes considerations and recommendations associated with evaluating the potential use of these funding mechanisms in more detail.