

CITY OF  
**DAYTON**

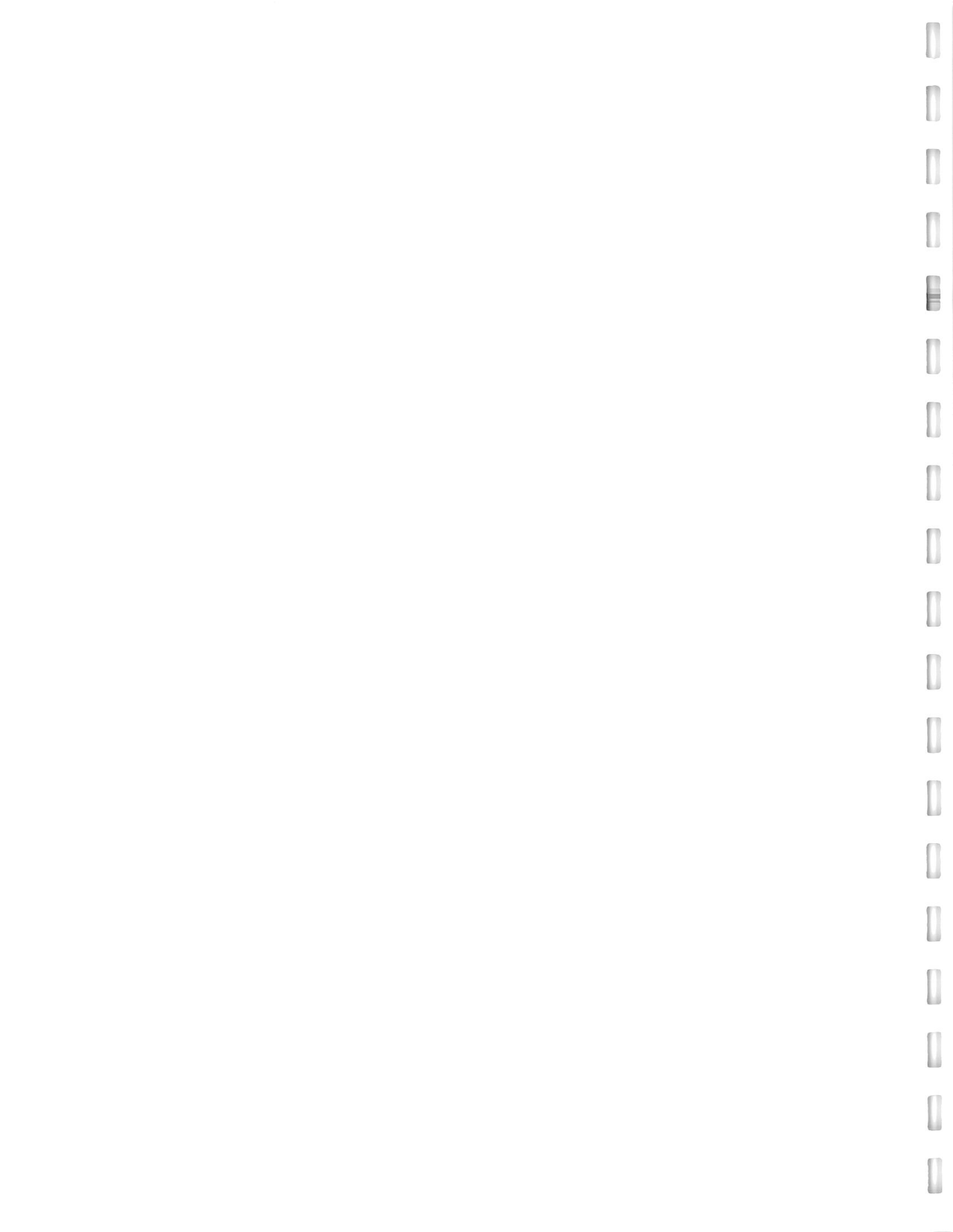
**PARKS AND  
RECREATION  
MASTER PLAN**



**PREPARED BY  
PUBLIC AFFAIRS  
RESEARCH  
CONSULTANTS  
(PARC)**

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**CITY OF DAYTON**  
IN THE HEART OF OREGON'S GARDEN SPOT



Historic Fort Yamhill

**PARKS AND RECREATION MASTER PLAN**

*PREPARED BY*

**PUBLIC AFFAIRS RESEARCH CONSULTANTS (PARC)**

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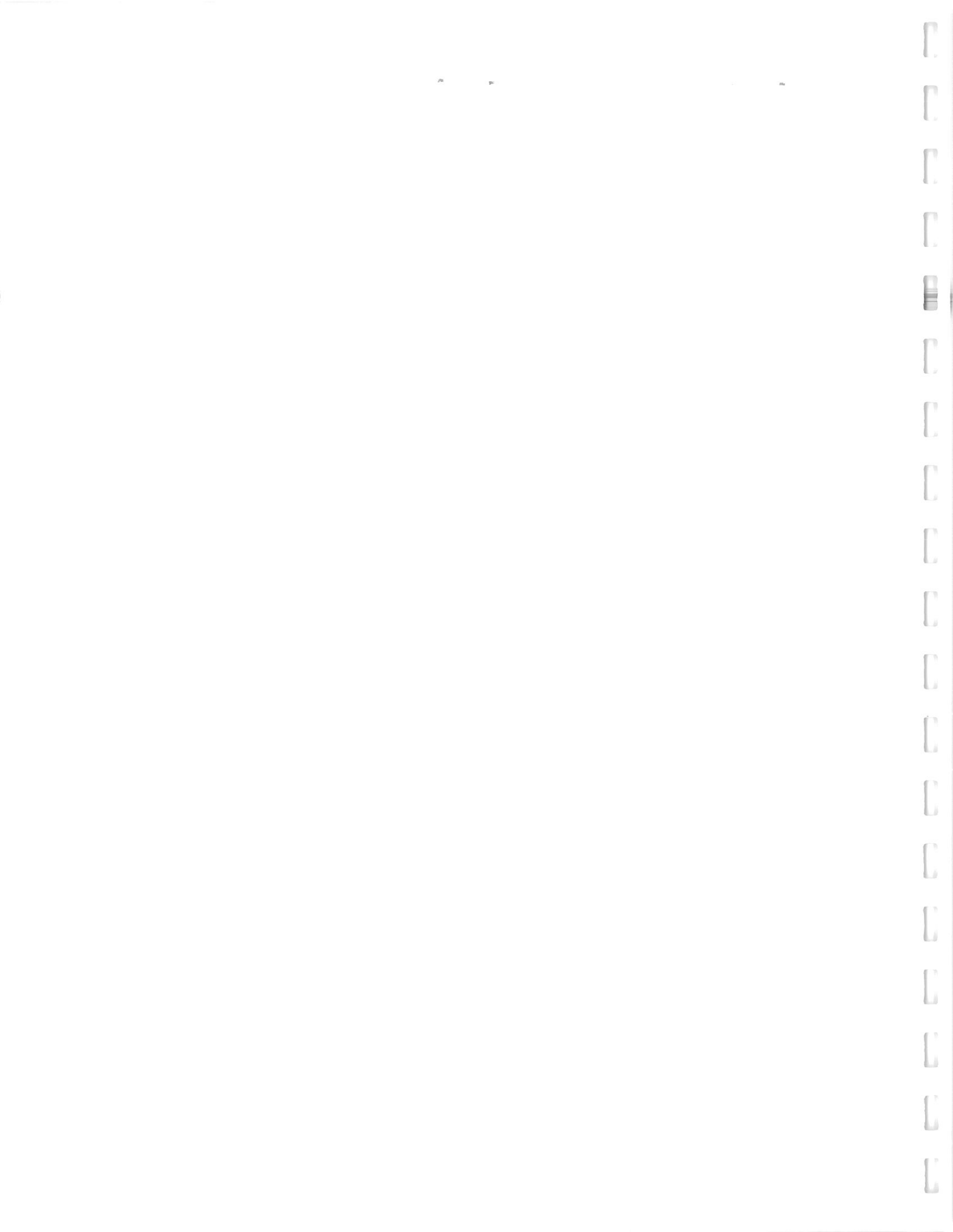
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# EXECUTIVE SUMMARY

## Introduction

The City of Dayton is a rural community located near the banks of the Yamhill River in the western Willamette Valley. Since the 1980's, Dayton has experienced significant growth and change. Today, Dayton's population is approximately 2,230.

The residents of Dayton are interested in maintaining a small-town atmosphere that values and encourages community participation and healthy recreation that supports families, children, and education. Residents look to the City of Dayton (the City) to provide community and neighborhood parks, open green space, and recreational opportunities to meet the evolving needs of the growing community.

With an eye toward the future, the City, working with the Parks Advisory Committee and concerned citizens, has created Dayton's first Parks and Recreation Master Plan. The Parks and Recreation Master Plan is organized into three sections that reflect the processes utilized in developing the plan:

- Section 1 provides a "Situational Analysis" of the community and the existing parks and recreational environment.
- Section 2 provides the "Vision for the Future" complete with priorities and recommendations.
- Section 3 provides the "Operational and Maintenance Plans" that will allow Dayton to achieve its parks and recreation goals.

## Methodology

The City of Dayton hired Public Affairs Research Consultants (PARC) to assist in developing the Parks and Recreation Master Plan. The Parks Advisory Committee was the principle organization in charge of managing and directing the planning process. The entire process was completed over an eight-month period, which began in the spring and concluded in the autumn of 2004. Principle processes utilized to develop this plan included:

- Community workshops
- Stakeholder meetings
- Site visits and assessments
- Research and analysis
- Development of proposals
- Parks Advisory Committee meetings

Upon completion of the process, the Parks Advisory Committee voted to recommend to the Dayton City Council that the City officially adopt the plan. On Monday, December 6, 2004, the Dayton City Council voted to adopt the Dayton Parks and Recreation Master Plan. The vote consisted of six in favor, none opposed, and one abstention.



## SECTION 1: SITUATIONAL ANALYSIS

### Community Profile

In that the Parks and Recreation Master Plan's purpose is to guide future community investment and energies, it is critical that the nature of the community be taken into consideration. Further, an exploration of community and regional trends can be used to help forecast the likely demands and needs for parks and recreational opportunities in Dayton. Some key characteristics of Dayton and regional trends were identified as follows:

#### Community Characteristics

- Dayton's current 2003 population is estimated at 2,230.
- Dayton has become a younger and more diverse community in the past decade.
  - Residents under age 18 comprise 36.7% of Dayton's population base.
  - Senior citizens are 7.6% of Dayton's population base.
- Dayton has a significant Hispanic population.
- Dayton has a larger average household size than Yamhill County and state averages.
- Dayton has a lower per-capita income and median family income than the rest of Yamhill County and the state.
- Employment is primarily based in lower paying agricultural, manufacturing, and service industries.

#### Regional Trends

- At a 1.5% growth rate, Dayton's population is projected to be 2,577 in 2013 and 2,978 in 2023.
- Many residents will likely continue to commute outside of Dayton for work.
- Agri-tourism and heritage tourism are likely to have an ever-increasing impact on Dayton's economic picture.
- Changes to the regional transportation system (including but not limited to the Dundee bypass) may have a significant impact on the community.

### Resource Inventory and Assessment

Residents of Dayton do not generally distinguish between city-owned property and other property when assessing their parks and recreational opportunities. Therefore, the Parks Master Plan provided a complete assessment on parks and recreational venues available to the citizens of Dayton. These venues included the following:

#### City-Owned Parks

- Courthouse Square Park
- Alderman Park
- 11<sup>th</sup> Street Park
- Legion Field

### Non City-Owned Recreation Areas in Dayton

- Palmer Creek Trail
- Dayton School District properties
- Dayton Landing

### Nearby Parks and Recreation Facilities Located Outside of Dayton

- Lafayette Locks Park
- Amity City Park
- City of McMinnville Parks
- Sherwood YMCA
- Chehalem Parks and Recreation District properties

### Additional Recreation Venues of Note

- Chehalem Skate Park
- Newberg BMX Track

## **Recreational Opportunities**

Dayton does not have a community center. Nor does Dayton have a parks and recreation program to develop and coordinate recreation and sports programs. The majority of local sports programs are held at school locations and are hosted and sponsored by the Dayton School District or by independent organizations. The existing recreational programs available in Dayton include the following:

- Dayton Little Guy Football
- Jr. Basketball Program
- Soccer Program
- Dayton Little League
- Girls Softball Program
- Adult Slow Pitch Softball
- Youth Fast Pitch
- Youth Baseball

As part of the planning process, the Parks Advisory Committee reviewed written standards to help determine the quantity and mix of recreational facilities that should be available in Dayton. These standards included the Statewide Comprehensive Outdoor Recreation Plan (SCORP) and the National Recreation and Parks Association. Using these as a “starting point,” the Parks Advisory Committee identified the target number of facilities that should be available in Dayton. These recommendations include:

- Adding one additional indoor basketball court.
- Adding two additional outdoor basketball courts.
- Adding one additional soccer field.
- Adding one additional baseball field.
- Adding one additional playground area.
- Adding one additional developed picnic area.

- Adding a volleyball court.
- Adding a tennis court.
- Adding a skate park.
- Adding horseshoe pits.
- Adding a community garden.

## **Management and Operations**

The Dayton parks system is managed by the City, primarily under the direction of the Dayton Department of Public Works and the Public Works Director. The Public Works Department has three full-time employees. Dayton's city parks are supported by the city system development charges of \$100 per Dayton household.

Considering the limited resources the Public Works Department does a fair to good job maintaining the Dayton area parks. However, some areas for improvement include the following:

- Improve and better maintain the park lawns.
- Replace dying trees.
- Improve park irrigation systems.
- Create a regular maintenance program for park structures including but not limited to the Fort Yamhill Blockhouse, the fountain, and the pavilion.
- Add and maintain landscaping to ensure colorful blooms in all seasons.
- Devise a plan to deal with animal waste in the parks.
- Develop a lighting plan.
- Add long life, low maintenance, vandal discouraging equipment and facilities.

## **SECTION 2: VISION FOR THE FUTURE**

### **Community Process**

To encourage citizen involvement in the development of the Parks and Recreation Master Plan, residents were provided with opportunities to express ideas, obtain information, and share their visions for Dayton area parks. These opportunities included two open community workshops, one held on a Thursday evening and one held on a Saturday morning. In addition, one-on-one interviews were conducted with a number of community stakeholders. Overall, approximately forty residents participated directly in the Parks and Recreation Master Plan development process.

During the community workshops and personal interviews, residents were asked to indicate what improvements and new developments needed to be made to Dayton parks. They were then asked to prioritize their list of recommended improvements. In general, residents felt strongly about providing healthy and safe access to Dayton parks for children, families, seniors, and the greater Dayton community. The community process identified a number of goals concerning Dayton's



parklands and recreational facilities. Some of the most common recommendations are listed below:

- Develop Alderman Park.
- Develop the Dayton Landing.
- Update playground equipment in all parks.
- Build a community center/senior center.
- Build an outdoor skate park.
- Build new and improved restrooms in all parks.
- Develop the 11<sup>th</sup> Street Park.
- Improve the historic fountain in Courthouse Square Park.
- Improve Palmer Creek Trail.
- Create and maintain a landscaping strategy for the parks.
- Improve current basketball courts and add new courts.
- Improve picnic facilities at all parks.
- Add a new water feature at Courthouse Square Park.
- Develop new sports and recreation programs.
- Develop walking trails/encourage inner city walking.
- Develop partnership with the Dayton School District and others.

### **Visioning and Priorities**

Community and neighborhood parks enhance the quality of life for Dayton residents. Well-maintained parks and green spaces encourage healthy, active communities and promote city pride and citizen involvement. In review of the research submitted, input from the community, and a review of the City's and the community's resources, the Parks Advisory Committee recommended the Parks Master Plan focus primarily on the following goals:

- Goal #1: Maintain and improve existing parks.
- Goal #2: Develop Alderman Park.
- Goal #3: Research and develop a skate park.
- Goal #4: Research and develop a community center.
- Goal #5: Develop collaborative efforts with other groups.

### **Courthouse Square Park**

As the most dominant symbol of Dayton, Courthouse Square Park has special significance to the community. The Parks Advisory Committee identified a number of recommendations for improving this community treasure. These recommendations are listed below:

#### Repairs

- Perform repair and preservation work on the blockhouse.
- Repair and improve the pavilion as recommended.
- Consider replacing or repairing the existing fountain.

### Aesthetics

- Develop a maintenance and landscaping plan.
- Use landscaping features to provide barriers between the street and playground.
- Implement a lighting plan that is cohesive in design and includes technology to minimize light trespass and encourage energy efficiency.
- Create continuity by utilizing only one style of picnic tables, garbage cans, etc.
- Widen sidewalks around the park.

### Improvements

- Purchase new playground equipment.
- Design and build ADA-accessible restrooms that compliment the existing architecture.
- Replace covered picnic structure with a structure that compliments the existing architecture.
- Make improvements and repairs to the basketball court.
- Include an interior path through the park.

### New Features

- Add a drinking fountain.
- Create new memorial opportunities.
- Include handicap parking spots adjacent to the park.

### Other

- Remove the bell, cannon, and pump.
- Preserve open green space.

## **Alderman Park**

Alderman Park is currently undeveloped. Its prime location, next to the Yamhill River and within walking distances of the downtown area and the Dayton Landing, make this property truly unique. The development of Alderman Park could make it into a destination for families and organized sports activities. The recommendations made by the Parks Advisory Committee for Alderman Park are listed below:

### Repairs

- Repair or replace the picnic tables and benches.

### Aesthetics

- Develop a maintenance and landscaping plan.
- Create a lighting plan.

### Improvements

- Grade and turf the area.
- Develop the shelf by the river into a small picnic area.

## New Features

- Add potable water.
- Add restrooms.
- Build a covered picnic shelter.
- Add grill(s).
- Add picnic benches.
- Add horseshoe pits.
- Add low-maintenance play structure.
- Develop a soccer field or practice area.
- Consider the possibility of adding tennis courts.

## **11<sup>th</sup> Street Park**

The 11<sup>th</sup> Street Park is Dayton's only true neighborhood park. Its small playground and basketball court offer recreational opportunities for the residents of the area. The Parks Advisory Committee recommended a few improvements to this park. They include the following:

- Repair the basketball court as needed.
- Develop a maintenance and landscaping plan.
- Develop a lighting plan.
- Replace the existing playground equipment.
- Add additional picnic benches.
- Build restrooms.
- Add a drinking fountain.

## **Legion Field**

Legion Field is currently co-owned by the Dayton School District and the City. The Dayton School District has recently discussed the possibility of selling the portion of the park they own. Due to its tenuous and somewhat unpredictable future, the Parks Advisory Committee elected to not address improvements for Legion Field.

## **New Parks and Recreational Development**

While the current focus of the parks and recreation effort by the City is to "maintain and improve existing parks," the Parks Advisory Committee wanted to ensure that future opportunities for new development are not lost. Chief among the potential new facilities are a skate park and a community center/senior center. While a location for these two venues have yet to be identified, a number of possibilities have been documented. Many members of the Parks Advisory Committee and the community at-large felt that these two projects may be developed concurrently and in one location.



## **Collaborative Efforts**

In a city the size of Dayton, success comes from everyone working together. In as much, the success of the parks and recreational opportunities for Dayton residents must also arise from this spirit of cooperation. The City of Dayton recognized and incorporated into the Parks and Recreation Master Plan a desire to continue to pursue and develop collaborative efforts with other organizations and entities who are providing open space and recreational opportunities to the Dayton community.

## **SECTION 3: OPERATIONS AND MAINTENANCE PLANS**

The Parks and Recreation Master Plan does not simply focus on the goals and visions of the community. It equally addresses strategies and plans for reaching these goals. Section 3 of the Parks and Recreation Master Plan focuses on the plans that will help ensure the goals are met, the responsibilities are understood, and the parks are maintained in a sustainable fashion.

### **Management Plan**

Historically, the City has undertaken basic maintenance of its parks on an as needed basis. Dayton's continued growth places new pressures on parks and suggests that the City be a more active manager of facilities and more fully involve the public and other potential partners in this task. Recommendations made by the Parks Advisory Committee include the following:

- Develop a maintenance plan and landscaping plan for each park.
- Adopt a Preservation and Development Plan for Courthouse Square Park.
- Develop community volunteer participation in the upkeep of parks.
- Prioritize park improvements.
- Take advantage of available grant programs and partnerships.

### **Maintenance Plan**

Dayton residents and the Parks Advisory Committee urged the creation of a maintenance plan for each park. If the City is going to invest in park repairs, new facilities, and equipment, residents rightly expect that improvements and additions be maintained to ensure maximum public benefit. Recommendations include the following:

- Create landscape design, maintenance, and improvement schedule.
- Improve parks irrigation system.
- Add more staff to maintain parks.
- Draft a plan to replace current restrooms and new restrooms.
- Create a blockhouse maintenance plan and schedule.
- Improve and replace playground equipment.
- Involve volunteers in maintenance and improvements.
- Solicit public comments.

## **Funding Plan**

The City of Dayton has a wide range of options and approaches from which to choose when it comes to considering how to fund the recommendations in the Parks and Recreation Master Plan. The summarized options include the following:

- Build partnerships and collaborations.
- Pursue self or City funding.
- Seek outside support.
- Promote local fund-raising efforts.
- Research governmental grants.
- Apply to private foundations and trusts when appropriate.

## **Lighting Plan**

A lighting plan assists the City to make incremental decisions in a comprehensive manner. The lighting plan addresses functions that outdoor lighting should serve, the standards for meeting those functions, and a plan for implementing standards. Recommendations in the lighting plan include the following:

- Utilize techniques to reduce light trespass.
- Utilize equipment to increase energy efficiency.
- Utilize timed dimming processes to “announce” the closing time of the parks.
- Utilize interior lighting in parks to improve safety and discourage vandalism.
- Implement the Courthouse Square Park lighting plan in conjunction with a downtown lighting improvement project.

## **Landscape Design**

The landscape plan is essential for accomplishing both aesthetic and practical purposes. Historically, the lack of water availability in Dayton has reduced the ability to utilize landscape design techniques. However, with the new wells and upgrading of the Dayton water system, new possibilities have presented themselves to the community. Specific recommendations concerning the use of landscaping in Dayton parks include the following:

- Use of strategically placed flowering trees to improve the beauty of the parks.
- Use of low shrubs and hedges to create barriers between zones within the parks.
- Natural softscape surfaces used for internal park pathways.
- Flowerbeds and hanging baskets could be used to add color to the parks.
- Regular irrigation and mowing schedules should be implemented to ensure the grass areas of the park are green and lush throughout the year.
- Involve local garden clubs or plant groups to “adopt” sections of the parks and provide for the maintenance of the plants.

## **Playground Equipment**

The Parks Advisory Committee has recommended new playground equipment be added to all of the parks in Dayton. While specific equipment has been recommended for each park, there are a number of standard recommendations made that control the selection of all equipment and the design of the playground areas. These recommendations include the following:

- Surfaces beneath the equipment should be appropriate to provide for adequate shock absorption.
- Playground equipment should be installed in a way that ensures adequate safe zones between all equipment.
- Separate equipment should be available for toddlers and older children in each park.
- The equipment should be separated through the use of low shrubs, hedges, or other natural inhibitors.
- Selection of equipment should meet ADA standards.
- If there are no liability issues, volunteers from the community should be used to prep the playground area and install the equipment.
- Regular maintenance schedules should be implemented with all equipment.

## **CONCLUSION**

The citizens of Dayton recognize the importance of parks and recreational opportunities in enhancing the livability of the community. The Dayton Parks and Recreation Master Plan provides vision, goals, priorities, and strategies for optimizing the community's parks and recreational offerings. As part of the community visioning and goal setting, a number of ideas were presented. The Parks Advisory Committee could have incorporated all ideas into an aggressive and potentially unobtainable plan. Instead, the Parks Advisory Committee felt it was the wisest strategy to focus on improving the existing amenities and building a track record of success. It is the belief of the Parks Advisory Committee that a series of small successes and accomplishments will provide the community momentum needed to sustain the long-term vision. This conservative but effective approach is a reflection on the City's desire to make the Parks and Recreation Master Plan a dynamic road map to success and not simply another plan.



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## INTRODUCTION

### Purpose of the Plan

The City of Dayton recognizes the importance of parks, green spaces, and recreational opportunities in enhancing the livability of the community. In April of 2004, the City of Dayton (the City) contracted with Public Affairs Research Consultants (PARC) to assist the community in this task. To ensure the needs of the community are understood and addressed and the resources of Dayton are prudently applied, the City developed this Parks and Recreation Master Plan.

The plan has been divided into four sections. The first section addresses the current conditions of the community, the park system, and the way these parks are being managed. The second section provides a vision for the future and a pathway for reaching that vision. The third section provides specific operational, maintenance, funding plans, and a bibliography of research sources used in developing this plan. Finally, the fourth section includes appendices of briefing papers and agendas and minutes from community meetings, among other documents.

### Review of Methodology

The methodology for developing this plan followed closely the steps suggested by the Oregon Parks and Recreation Department in their 2002 publication, [A Guide to Oregon Community Park and Recreation Planning](#). The key elements of this process include the following:

- *Organizing a Team:* Members of the community formed the Parks Advisory Committee to lead this planning process.
- *Gathering and Analyze Input:* PARC provided a number of briefing papers for the Parks Advisory Committee to review and discuss.
- *Developing a Public Process:* Two community meetings and a number of informal small meetings were held. At these meetings, community members were able to provide insight and input and state their priorities and issues of concern.
- *Identify Priority Needs and Issue:* This was accomplished partially from the community meetings. In addition, PARC's specialist associates, including architects, land use planners, and historical preservationist, provided analysis of issues and concerns involving Dayton's park system.
- *Develop a Vision and Strategy for Reaching the Vision:* The Parks Advisory Committee, working with community input, briefing papers, and analysis from specialists, developed their vision statement, goals, objectives, and strategies.
- *Develop the Master Plan:* Based on the direction and input from the Parks Advisory Committee, PARC developed and drafted a plan. The Parks Advisory Committee reviewed and gave feedback on this plan. Their comments were recorded and rewrites were completed until they approved this Parks and Recreation Master Plan.
- *Plan Adoption:* The approved Parks and Recreation Master Plan was presented to the Dayton City Council for their review, approval, and adoption. The Dayton City Council adopted the plan on Monday, December 6, 2004.

### Parks Advisory Committee

The Dayton City Council appointed the Parks Advisory Committee (PAC) to pursue the completion of the Dayton Parks and Recreation Master Plan. The eight-member committee includes representatives of the Dayton City Council, the Dayton School District, Chamber of Commerce, local community and sports program volunteers, and Dayton's City Administrator. The PAC met once in May 2004 and twice in June 2004 to dialog with PARC associates and to review and respond to research information and input from Dayton's community members gathered during two community meetings. In addition, the PAC met once in July 2004 and twice in September 2004 to identify the goals, priorities, and strategies addressed in this plan and to recommend any changes, corrections, or clarifications needed. Finally, the Parks Advisory Committee met in October to approve and recommend adoption of this plan by the Dayton City Council. Agendas and minutes of all PAC meetings are included in the Appendix section of this plan.

### Community Meetings

Two open community workshops took place in June 2004 (one on a Thursday evening and one on a Saturday morning). These public meetings invited Dayton's community members to participate in an open and frank discussion about the creation of a Dayton Parks and Recreation Master Plan. Announcements to both meetings were published in the *Dayton Tribune* and posted on an outside information board. A facilitator from PARC worked with community members to brainstorm Dayton's parks and recreation program goals and to prioritize those goals. Food and beverages were served at both meetings. The agendas and minutes of the community meetings are included in the Appendix section of this plan.

### Briefing Papers

Public Affairs Research Consultants provided briefing papers that delved into specific questions and topics about which the PAC had to make decisions. The subject matter included, among other topics, the matter of fees to use parks, park category systems employed by other jurisdictions, and the purposes of different types of parks. The briefing papers also offered analysis of demographic, housing, transportation, and social trends, while discussing how these trends could impact the demand for park facilities. To develop the briefing papers, PARC used data from the U.S. Census, Population Research Center, Office of Economic Analysis, Oregon Employment Department, Economic and Community Development Department, Department of Transportation, and local interviews. Copies of the briefing papers are included in the Appendix section of this plan.

### Specialists

PARC brought a number of specialists to the Dayton community to review the parks and recreation needs of the community. In addition to the community-development specialists that facilitated this project, architects, historical preservationists, commercial contractors, landscape designers, land use planners, and cartographers all participated in providing insight and input into the development of this plan.



# SECTION 1:

## SITUATIONAL ANALYSIS



Fort Yamhill Blockhouse – Courthouse Square Park Dayton, Oregon

## CHAPTER 1: DEFINITIONS

### Definitions and Qualifiers

The purpose of this chapter is to define certain terms, definitions, and standards used throughout this document. Unfortunately, park standards and terms differ from state to state and community to community. The City may wish to adopt formal definitions or change those offered here, but this chapter provides a common starting point.

#### Working Definitions

When dealing with parks and recreation issues, a number of terms are often used. From location to location, these terms often take on different meanings. In order to ensure the clear communication of this Parks and Recreation Master Plan, the following definitions have been included for the reader's consideration:

- *Neighborhood Parks* – Developed to meet the needs of a specific area of a community. Neighborhood parks can be formal parks owned by a city, school grounds used by a neighborhood, or even undeveloped fields or areas.
- *Community Parks* – Offer recreational opportunities for all age groups. These parks are generally larger than neighborhood parks and are used on a more widespread basis. These parks often play host to community events, such as community-wide celebrations and events.
- *Green Spaces* – Offer areas of natural quality that both protect the habitat and provide opportunities for outdoor recreational activities, such as hiking, bird watching, and botanical study.
- *Skate Parks* – Developed as defined recreation spaces for skate boarding.
- *Special Use Parks* – Developed for a single specialized recreational activity, such as a ball field or a swimming pool.
- *Trails* – Offer public access routes that can be used for any combination of hiking, biking, and cross-country running.

#### Park Category Systems

There are a number of ways to categorize a community's park system. Regardless of the system used, a park categorization system is designed to differentiate between types and functions of parks. It is common to categorize parks based on physical characteristics such as size and neighborhood proximity. Parks may also be classified based on the amenities offered or the way the community uses the park. The PAC reviewed a briefing paper titled "Park Category Systems." After review and discussion, the PAC voted not to include a park category system into this Parks and Recreation Master Plan at this time. The briefing paper reviewed by the Parks Advisory Committee is included in the Appendix section of this plan.

## CHAPTER 2: COMMUNITY PROFILE

### Overview

Dayton, Oregon, is located at the junction of three highways (Highway 18, Amity-Dayton Highway 233, and Salem-Dayton Highway 221) at the northern end of the scenic Willamette Valley. Dayton is approximately 38 miles southwest of Portland and 20 miles north of Salem. Dayton is situated along the Yamhill River at the western border of Yamhill County, which is one of the fastest growing counties in Oregon. As was true when Dayton was incorporated in 1880, the local economy is still dependent on agriculture. Today, a growing nursery and grass seed industry and numerous wineries and vineyards surround Dayton. The Dayton area has a moderate, maritime climate with about 40 inches of annual rainfall. Temperatures range from an average of 40° Fahrenheit in January to an average of 70° Fahrenheit in July.

### Demographic Profile of Dayton

The Population Research Center at Portland State University placed the 2003 population of Dayton at 2,230.<sup>1</sup> The Oregon Economic and Community Development Department classifies Dayton as “distressed,” which is based on a combination of economic and social factors.<sup>2</sup> These factors include but are not limited to per capita income, unemployment, and poverty levels compared to the rest of the region and the state.

The population demographics of Dayton reveal several important things about the community. Perhaps one of the most striking statistics is the median age of 29.1 years, which is young for the state and for Yamhill County.<sup>3</sup> Key age related demographic characteristics of Dayton include:<sup>4</sup>

- Median age is five years younger than Yamhill County and seven years younger than the State of Oregon.
- Residents under age 18 comprise 36.7% of the population of Dayton, which is 9.8% higher than Yamhill County as a whole.
- Senior citizens are only 7.6% of Dayton’s population base, compared to 12.8% of Yamhill County’s population.
- In Dayton, 54% of households include children under the age of 18. This is nearly 14% higher than the county’s rate and nearly 24% higher than the average of the State of Oregon.

In addition to its relatively young population, another characteristic that stands out in terms of the composition of Dayton’s population is the high percentage of people that identify themselves as “Hispanic.” Fully 26.2% or 555 out of 2,119 people enumerated in the 2000 U.S. Census

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<sup>1</sup> Population Research Center, Portland State University, “Preliminary Estimates for Oregon, Its Counties and Cities, July 1, 2003,” Released November 17, 2003.

<sup>2</sup> Oregon Economic & Community Development Department, “Distressed Areas and Associated index Values,” January 31, 2003.

<sup>3</sup> 2000 U.S. Census. The data in this paragraph and the following are from this source unless otherwise noted.

<sup>4</sup> All statistics in this paragraph come from the 2000 U.S. Census, which is available on-line at the Population Research Center: <http://www.upa.pdx.edu/CPRC/publications/2000census/index.html>

identified themselves as Hispanic, which is significantly higher than Yamhill County's figure of 10.6% or the state's figure of 8.0%. The combination of a young population and ethnic diversity creates new dynamics that will affect the use of parks in Dayton.

Additional demographic characteristics that set Dayton apart from many other communities in Yamhill County and the state include:<sup>5</sup>

- A larger average household size than Yamhill County and state averages.
- A lower per-capita income, median family income, and median household income levels than the rest of Yamhill County and the state.
- A higher rate of children living in poverty than the rest of Yamhill County or the state.

With these challenging economic characteristics, it would be reasonable to assume Dayton has a high unemployment rate. However, when the 2000 U.S. Census was taken, the unemployment rate for Dayton was a respectable 4.4%. At the same time, Yamhill County reported a rate of 4.1%. Although the intervening years have increased this total, unemployment has not struck Dayton as hard as it has other rural communities. Harney and Grant Counties in the east, for example, reported unemployment over 15% during 2003. Unfortunately, periodic unemployment figures are not reported at city levels year in and year out, and the Oregon Employment Department does not specifically report on Yamhill County. It would appear that the economic conditions in Dayton are more related to low paying agricultural and service industry jobs, as opposed to high unemployment.<sup>6</sup>

The key demographic characteristics discussed above are important to the Parks and Recreation Master Plan in a number of ways. First, young populations and large households will impact the demand and uses of the parks in Dayton. Secondly, low household incomes may actually qualify the City for some government grants that would not otherwise be available to the community. Further analysis of the demography of Dayton is contained in a briefing paper titled "Demographic Profile of Dayton." The PAC reviewed the briefing paper, and it is included in the Appendix section of this report.

### **Businesses and Employers in Dayton**

The local businesses and employers have a bearing on the parks, including funding and demand. The City has a relatively modest job base, and anecdotal evidence suggests that many people live in Dayton and commute to work elsewhere. The region surrounding the Dayton area has a significant agribusiness presence, including vineyards. While no single farm may be a large employer, the composite impact is significant.

The City of McMinnville has several large employers, such as Hazelwood Farms. Cascade Steel Rolling Mills is also an important source of jobs in McMinnville, as is Skyline Manufacturing. According to interviews with the Parks Advisory Committee and city employees, many Dayton-area citizens commute to McMinnville for work. This anecdotal evidence is further supported by

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<sup>5</sup> Oregon Economic & Community Development Department, "Community Development Block Grant Guidelines, Appendix A: Eligible Applicants for 2003 Program," February 2004.

<sup>6</sup> Oregon Employment Department, "Region 3, Economy," April 21, 2004. Available at [www.qualityinfo.org](http://www.qualityinfo.org)



data gleaned from the Oregon Economic and Community Development Department's report on the largest employers in the community and the 2000 U.S. Census.

### **Housing and Homeownership**

A significant demographic component that may bear on parks is the mix of owner and renter occupied housing units. According to the 2000 Census, Dayton had 641 occupied housing units of which 465 or 72.5% were occupied by owners. This is a higher rate of owner-occupied housing than that of Yamhill County or the State. In many communities with low household income levels and young populations, the normal trend is to see a high renter-occupied housing rate, but in Dayton, the opposite is true. This is significant in that it paints a picture of a community where young families just starting out are planting roots and buying their homes.

In general, homes located near the center of Dayton tend to be older, single-family units and are located on larger than normal lots. Residents that live close to the center of Dayton have fairly easy access to local parks and green spaces located just a few blocks away or less. Still, newer homes and new housing developments have been built toward the outlying areas of Dayton. These homes are built on smaller lots and have less convenient access to local green spaces and parks.

### **Distribution of Parks**

While the boundaries are not precise, the Yamhill River effectively binds Dayton to the northeast, Highway 18 to the northwest, and Highway 223 to the southeast. Courthouse Square Park, Alderman Park, and Legion Field are therefore on the northeastern boundary. The 11<sup>th</sup> Street Park, by contrast, is located near the southwest boundary.

One of the things most readily apparent is that Dayton lacks neighborhood parks or parks situated throughout the community within proximity to residential areas. Typically, the objective of most park and urban planning is to put individuals within easy walking distance of green spaces and recreational opportunities. Although most modern developments include provisions for the creation of recreational space, historically this was not the case. Since neighborhood parks are scarce in Dayton, many people use the school facilities or leave the community to find recreational opportunities.

Dayton is a relatively linear community, whose residential areas are confined to the west side of the Yamhill River. Three of Dayton's parks are either in or close to the downtown area and are concentrated within four blocks of one another. This concentration means many residents lack readily accessible parks. Because of the configuration of Dayton, park users tend to come from those residential areas closest to downtown. However, it is important to note that people do come from all of the community for a variety of reasons and at various times.



## Comprehensive Land Use Plan

Drafted in 1979, and updated and adopted in December of 1986, the City of Dayton Oregon Comprehensive Land Use Plan is the guiding planning document for the City. The purpose of the Comprehensive Land Use Plan is to provide a statement of the community's goals, objectives, and policies and to provide direction for developers, decision makers, and others as to uses the City envisions for the land within its sphere of incorporated boundaries. While it does not change existing zoning, the Comprehensive Land Use Plan does provide the context in which decisions regarding zoning changes can be made. Within this context, planning for improvement, expansion, and acquisition of parklands should be consistent with the overall plan. Below are some brief citations from the Comprehensive Land Use Plan that may have an impact on park planning.

### Natural Resource Protection

On page 6 of the Comprehensive Land Use Plan, specific objectives are discussed concerning land development. Two of these objectives are pertinent to the development and improvement of parks in Dayton.<sup>7</sup>

*“To strive for a safe, healthy, and aesthetically pleasing environment, in harmony with the natural landscape.”*

*“To maintain and improve the quality of land resources.”*

Based on these two objectives, all park development and acquisition should be sensitive to the natural setting and resources of the community. This could have some influence on selection of plants for landscaping as well as the choice of materials used for structures and equipment.

### Trees

In the “Open Space” section of the Comprehensive Land Use Plan an overall objective is stated. This singular objective is below:

*“To conserve desired open spaces and protect scenic areas and views.”*

A number of policies are adopted for helping meet this objective. One stated policy is below:

*“The City shall establish provisions to protect existing trees on City owned properties.”<sup>8</sup>*

This policy would indicate that prior to any tree removal associated with park development; a review of the necessity of this action should be taken.

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<sup>7</sup> City of Dayton Oregon Comprehensive Land Use Plan May 1979, updated by ordinance #460, adopted December 1986. Page 6.

<sup>8</sup> IBID pg. 13

## Energy Use

One aspect of this Parks and Recreation Master Plan is the development of standards for lighting in Dayton's parks. While the Comprehensive Land Use Plan makes no direct reference to lighting standards, there is a general objective concerning energy use that has some applicability to this plan. It is the City's objective, as stated in the Comprehensive Plan.

*"To promote the conservation of energy and the use of alternative forms of energy."*<sup>9</sup>

This objective indicates that the lighting section of this Parks and Recreation Master Plan must explore alternative energy technology and potential conservation methods.

## Allocation of Parklands

In the recreation section of the Comprehensive Land Use Plan, the specific criteria for determining the allocation of parklands are discussed. The findings of this section state that the City has five park areas consisting of a total of 9.81 acres. Later in the plan, these five parks are described as what is now known as Courthouse Square Park, Alderman Park, 11<sup>th</sup> Street Park, Legion Field, and the Dayton Landing. From the inclusion of the Dayton Landing, it is clear that the Comprehensive Land Use Plan makes no distinction between City owned lands and other park areas. Additionally, the plan cites the Parks and Recreation Branch of the Oregon Department of Transportation standard of 2.5 acres of parkland for each 1,000 citizens. This standard has been written into the policies section of the Comprehensive Land Use Plan.

Assuming that the same methodology used in developing the Comprehensive Land Use Plan was used today, this amount of parklands would increase further due to the development of the Palmer Creek Trail. Regardless, utilizing the stated area-per-population standard, Dayton would have adequate parklands available to support a population in excess of 3,920. The sole objective stated in this section of the plan is below:

*"To provide citizens of the community with adequate parkland and recreational opportunities."*<sup>10</sup>

Clearly, this objective is consistent with the fundamental goal of the Parks and Recreation Master Plan process represented by this document.

## Historic Sites

The Comprehensive Land Use Plan recognizes the importance of Dayton's history in establishing a sense of community pride and identity. Further, the plan addresses the role that historic structures play in reinforcing pride and awareness of the heritage of the community. The stated objective dealing with history is the following:

*"To preserve significant historic landmarks, sites and structures."*<sup>11</sup>

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<sup>9</sup> IBID pg. 20

<sup>10</sup> IBID pg. 24

<sup>11</sup> IBID pg. 25

With Courthouse Square Park's inclusion on the National Registry of Historic Places, it is clear that the park in general and the historic landmarks (blockhouse, pavilion, and fountain) must take into consideration preservation activities as part of any park planning process.

### Housing

The Comprehensive Land Use Plan states that the "small-town residential character" of Dayton is something that should be encouraged to remain. However, the plan also recognizes that there will be a growing demand for housing in the future. One way the plan attempts to reconcile these two facts is by encouraging new housing to support the quality of life of the community. Specifically, one of the housing policies states the following:

*"All residential developments should provide for recreational opportunities with the development."*<sup>12</sup>

While this policy does not specifically state what those provisions should be, it is clear that any park expansion or improvement activities, such as those related to System Development Charges (SDCs) tied to housing development are consistent with the Comprehensive Land Use Plan.

### **Ordinances**

The Dayton Municipal Code includes a number of ordinances that may have an impact on the improvement, expansion, and operations of parks in the community. A brief summary of these relevant ordinances is provided below, along with their potential significance to the park planning process.

#### Definition of Public Parks

Section 2.10 of the Municipal Code provides the following definition of a public park. "Public Park means real property owned or controlled by the City of Dayton for public recreational use, including, but not limited to Courthouse Square Park... 11<sup>th</sup> Street Park, and Alderman Park."<sup>13</sup> It is interesting that even in the code inclusion of Legion Field has been omitted.

#### General Rules of Use

Within the code, there are specific limitations and prohibitions on the use of public parks announced. They include the following:<sup>14</sup>

- Consequences of disturbances or disregard of park rules.
- A ban on commercial activities without prior approval by Dayton City Council.
- Prohibition on intoxicating beverages.
- Statement of user liability for damages to the park.
- Limitation on weapons (with some exceptions) in the park.

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<sup>12</sup> IBID pg. 35

<sup>13</sup> Dayton Municipal Code, 6/2/97 revised. Page 2-9

<sup>14</sup> IBID pg. 2-9

Based on these rules of use, certain functions that may be considered as part of the park planning process, for example, beer gardens for events and celebrations will have to be modified to conform to the existing codes.

### Park Hours

The codes clearly state the hours of operation for public parks. The operating times outlined in the municipal code are 7:00 a.m. to 10:30 p.m. An exception is listed that requires prior City Council approval.<sup>15</sup> Assuming these hours remain in tact, they can provide guidance to operating procedures outlined in this parks and recreation planning document. For instance, the lighting plan may call for a significant dimming of the park lights near the basketball court to occur at 10:30 p.m., so as to dissuade continued use of the courts during non-operating hours.

### Fires

Code 2.10.4(a) states “no person shall build any fire, including fires to cook food, in a public park, except in permanent barbecue stoves within 20 feet of the covered eating pavilion located in the northwest corner of Courthouse Square Park, or for historical or educational demonstration purposes as determined in advance by the City Council or their designee.”<sup>16</sup> Currently, there is evidence of a number of wildcat fire pits in Alderman Park that are clearly in violation of this code. Further, some discussion has occurred that an additional picnic shelter and barbecue stoves may be added to Alderman Park. Since this code specifically limits the use of barbecue stoves to Courthouse Square Park, an amendment to this code would have to be initiated.



'Wildcat' fire pit in Alderman Park

### Other Park Codes

In addition to the above stated codes, there are a number of other codes that directly impact the use of public parks in Dayton. All of these codes are included in Chapter 2 of the Dayton Municipal Code. They include the following:

- Prohibitions for the unauthorized removal, harm, or destruction of plants within the public parks.
- Prohibition against vandalism within the park.
- Specific banned uses of Miller Fountain in Courthouse Square (wading, swimming, bathing, washing clothes or dishes, and intentionally placing foreign objects in the fountain).
- Requirements for having a pet in the park.
- Process of banning someone from the park.
- Penalty for violation of any of the above-stated codes.

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<sup>15</sup> IBID pg. 2-10

<sup>16</sup> IBID pg. 2-10

### Housing Sub-Developments and Parks

Section 7.2.307.04(E) of the Land Use and Development Code sets out requirements for parks in residential subdivisions. The code requires subdivisions to provide for public parks by one of the following methods:

1. Dedication –The dedication of parkland shall be subject to the following:
  - a. Area: Land shall be dedicated at an area equal to one acre per 100 potential residents. For the purposes of this section, the potential residential population shall be computed at the rate of 3.25 persons for each potential unit for single-family homes and duplexes; and, 2.75 persons for each potential unit for multiple family homes.
  - b. Location: The location of any dedicated parkland shall be determined by the Planning Commission, consistent with the guidelines in the Comprehensive Plan or in a Master parks Plan (sic) adopted by the City Council.
2. Financial Contribution – If the Planning Commission determines there is no need for parkland in this location, or there is no suitable location the subject property for a public park, the developer shall contribute toward a City park fund an amount equivalent to the amount of land that would have been required in item 1, above.

The code continues by announcing how the valuation of the land will be determined, and what constitutes a subdivision. This code will have significant impact on the development and funding of park facilities in Dayton.

### Non-Park Specific Codes

In addition to Chapter 2 of the Dayton Municipal Code, which deals specifically with public parks, a number of other codes may have an impact on the park planning process. Some of these codes are as follows:

- Code provides specifications for Pedestrian and Bicycle Accessways design requirements as part of housing development.
- Code requires conditional use permit for public parks, playgrounds, and other recreational facilities.<sup>17</sup>

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<sup>17</sup> IBID pg. 7.2.1-6 – 7.2.1-14



## CHAPTER 3: TRENDS AND FORECASTS

### Population Trends

The chart below details the changing population of Dayton and Yamhill County over the past 23 years. The percentage of change from the previous reporting date is noted.

	1980	1990	1998	1999	2000	2001	2003
City of Dayton	1,409	1,526	1,920	1,930	2,119	2,109	2,230
% Change	N/A	8.3%	25.8%	5.2%	9.8%	3.4%	1.8%
Yamhill County	55,332	65,551	81,900	83,100	84,992	86,400	88,150
% Change	N/A	18.5%	24.9%	14.6%	2.3%	1.7%	2.0%

Annual % Change – Dayton = 2.53%

Annual % Change – Yamhill County = 2.58%

The population change in Yamhill County and community has remained remarkably high over the last 23 years and there is little to suggest that a change is imminent. According to the Population Research Center Oregon will continue to see growth that exceeds the national average.<sup>18</sup>

Statewide and in Dayton, the economic recession that began approximately in 2000 slowed population growth. However, the rate of growth is still high by any measure, and all indications are that Dayton will continue to expand and put pressure on its limited recreational resources.

Based on a combination of historic growth, the Oregon Office of Economic Analysis projects for Oregon and county projections, the following growth rate is a reasonable projection.<sup>19</sup>

	2000-05	2005-10	2010-15	2015-20
Yamhill County				
Annual Growth Rate	1.05%	1.87%	1.90%	1.79%

The projected growth rate provides a baseline for estimating the growth of Dayton. The table below postulates four average annualized growth rates for the next 20 years, and even the slowest level indicates a burgeoning need.

Ave. Annual Growth	2003	2008	2013	2018	2023
Assume 1.5%	2,230	2,397	2,577	2,770	2,978
Assume 2.0%	2,230	2,453	2,698	2,968	3,265
Assume 2.5%	2,230	2,509	2,822	3,175	3,572
Assume 3.0%	2,230	2,565	2,949	3,392	3,900

<sup>18</sup> Population Research Center, "Oregon Outlook," April 2003, p. 9.

<sup>19</sup> Oregon Office of Economic Analysis, "Forecasts of Oregon's County Populations and Components of Change, 2000-2040," April 2004.

## **Economic Trends**

Across the nation and in Dayton, unemployment rose from 2000 to 2002 and the standard of living deteriorated. Locally however, the continued reliance on agriculture makes the recovery slower in Dayton and the surrounding area. Within the Willamette Valley, “Yamhill County (-3.8%) and Linn County (-4.0%) have suffered the greatest overall job loss since 2000,” which again is reflected in the social fabric of Dayton.<sup>20</sup>

Historically, Dayton’s local economy has not been significantly reliant on tourism. That said, Yamhill County is Oregon’s leading wine region, and it has one-third of the state’s wineries and vineyards, many of the wineries can be found within 10 to 15 minutes of downtown Dayton. The regional wine industry is fast becoming a tourist destination. In addition, many fine restaurants (such as the Joel Palmer House in Dayton), numerous bed and breakfasts, motels, antique shops, and other destinations have sprung up over the last few years and are attracting an increasing number of tourists to the region.

Along with the growth of agri-tourism and the attractions of the wine industry, the region is also working to capitalize on local opportunities for heritage tourism. The aviation museum that houses Howard Hughes’ “Spruce Goose” is among the new venues available in the area. Dayton could benefit from this trend based on the presence of several historic homes, the blockhouse in Courthouse Square Park and the importance of the Joel Palmer House.

While tourism is growing in importance, Dayton is nonetheless part bedroom-community to places like McMinnville and Salem. Consequently, these cities’ general economic trends have the biggest impact on Dayton and provide the best indicators of the future. Among the relevant trends are the positive job growth and the falling unemployment rate.

Although the Federal Reserve reported that many of the jobs lost might not return,<sup>21</sup> on the brighter side, according to the Employment Department, the prospects are rosy for Yamhill County. The Employment Department reports, “Yamhill County has a unique industry mix not found in other areas of the Valley with 20 percent of its employment in private education and health services (5,280 jobs). This combined industry tends to have above-average wages and is expected to have above-average job growth over the next decade.”<sup>22</sup>

## **Social Trends**

Over the last decade, Dayton has become a younger and more diverse community. The community has more young people, larger households, and a growing Hispanic population, which combine to place pressure on the parks and recreation system in Dayton. The Oregon Parks and Recreation Department has postulated that larger families as well as Hispanic residents demand full service parks that provide for recreational opportunities for all family members.

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<sup>20</sup> Mary Wright, “What’s Happening in the Willamette Valley?” Oregon Economic & Community Development Department Web site, originally published November 25, 2003. Available at: <http://www.qualityinfo.org/olmisj/ArticleReader?itemid=00003340>

<sup>21</sup> Ibid.

<sup>22</sup> Ibid.

Another significant social trend is that today Dayton is becoming a place where people live, but not where they work. While Dayton is not a retail center, its schools are a magnet for the children in the surrounding countryside. The unincorporated areas, in particular, will see continued growth if past trends hold true.

## **Housing Trends**

### Proximity to Parks

Urban planners often call for the development of small neighborhood parks to accommodate the recreational needs of residential areas. As noted earlier, three of Dayton's four parks are in the center of town. An additional park, located on 11<sup>th</sup> Street, serves the role of a traditional neighborhood park. Other recreational venues such as the high, middle, and elementary schools, along with the Palmer Creek Trail, are in proximity to residential neighborhoods. While the citizens of Dayton have not currently identified a need for new parklands associated with residential neighborhoods, as new housing developments push the boundaries of the community, this may become a growing need.

### New Housing Development

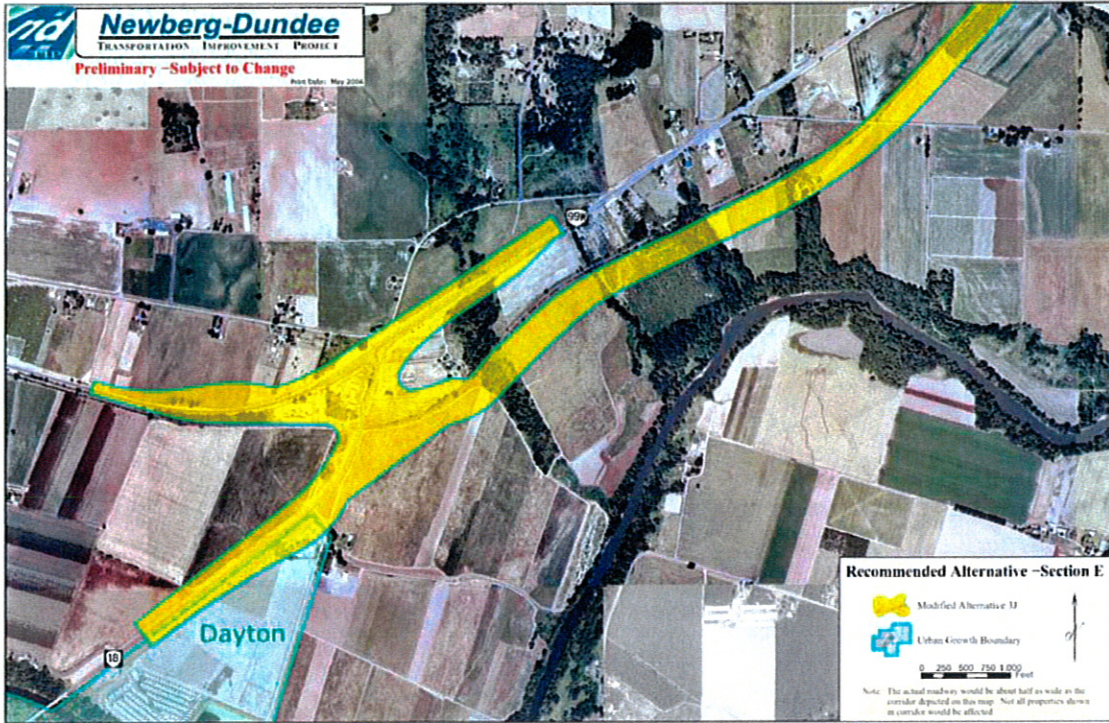
City officials have identified the development of new parks in conjunction with housing trends as an issue to monitor. Currently, however, they do not believe that there is a problem per se with the availability of the existing parks in relationship to residential development. Among the likely trends for new housing is development to the southeast of Ferry Street and along 3<sup>rd</sup> Street, which will increase traffic along the already busy 3<sup>rd</sup> Street corridor. The street is therefore an effective barrier to downtown parks. Development to the south has reached the city limits, but there remains space for development to the north and south of Ferry Street, and northwest of 3<sup>rd</sup> Street, putting new construction close to existing parks. Significant development has already taken place along the Amity-Dayton Highway.

## **Transportation Trends**

For residents south of Ferry Street, which constitutes the Amity-Dayton Highway, the road will likely become busier as the community grows. Eventually, the volume of road activity may require crosswalks or other pedestrian accommodations. Likewise, the volume of traffic on 3<sup>rd</sup> Street constricts the access residents of the southeast have to the parks. The speed limit is higher on a portion of this thoroughfare, which makes the street less pedestrian friendly.

Two major highways (Highway 18 and Highway 99W) run just adjacent to Dayton. The Oregon Department of Transportation has initiated numerous efforts to address issues of congestion, safety, and the flow of commerce. In 1997, work began on the "Newberg-Dundee Transportation Improvement Project." This project incorporates a number of related endeavors, including bridge improvements on Yamhill River bridges on Highway 18 north of Dayton. While the primary focus of this project is on Highway 99W, the implementation of the recommendations could greatly affect the community of Dayton.





Newberg-Dundee Transportation Improvement Project  
Map of Impacted Area

In addition to roadways, alternative transportation plays a role in Dayton. With venues such as the footbridge spanning the Yamhill River and the Palmer Creek Trail, the City can point to real examples of the community's support for walking and hiking opportunities. The development of alternative transportation activities such as hiking, biking, and boating may provide access to funding opportunities that will assist the City in capitalizing further development.





Downtown Development Association’s Resource Team Report also recognized this fact, by suggesting Courthouse Square Park be a cornerstone of the downtown redevelopment effort.<sup>23</sup>

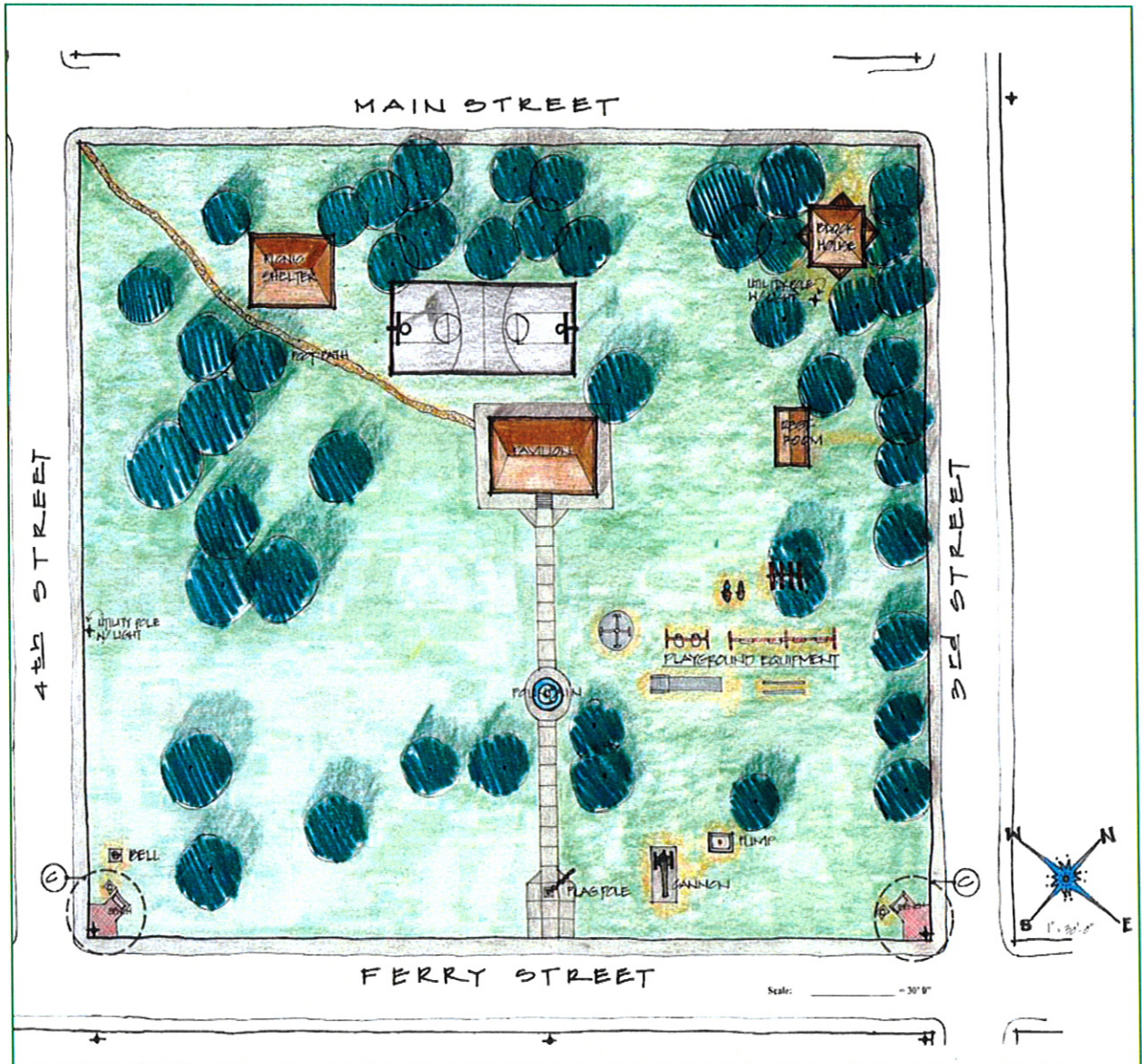
Courthouse Square Park has several different features and amenities. One of the most commanding features of the park is the Fort Yamhill Blockhouse, which is a structure of great historical interest. The park also has restrooms, a covered picnic area, a pavilion, and a central fountain. A full list of features is below. Courthouse Square Park features include the following:

<u>Item</u>	<u>Condition</u>
• Covered picnic area	Satisfactory
• Raised BBQ grill (2)	Satisfactory
• Drinking fountain – currently shut off (1)	Poor
• Underground sprinklers – currently not in use	Unknown
• Pavilion in center of square – with power and lighting	Satisfactory
▪ Power line to the pavilion is hanging low enough to grab	Poor
• Historic central fountain (1917) – currently not operating	Poor
• Historic Fort Yamhill Blockhouse	Satisfactory
• Picnic tables (11)	Satisfactory
• Playground area and equipment	
2 metal swing sets (1 missing 2 swings)	Poor
▪ Teeter totter (4)	Satisfactory
▪ Slide	Satisfactory
▪ Merry-go-round	Satisfactory
▪ Spring mounted riding toys	Poor
▪ Climbing bar	Satisfactory
• Public restrooms (men’s/women’s)	Poor
• Historic cannon	Good
• Basketball court (no lighting) 2 hoops	Satisfactory
• Corner lamp posts (2)	Good
• Additional lamp post on fountain	Satisfactory
• Concrete benches (2)	Good
• Wooden bench (1)	Satisfactory
• Sidewalk surrounding park	Satisfactory
• Alarm bell	Satisfactory
• Covered well with hand pump (doesn’t work)	Satisfactory
• Number of mature trees	Good

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<sup>23</sup> Oregon Downtown Development Association, “Resource Team Report for Dayton, Oregon,” February 19-21, 2002, pp. 10-12.

Map of Existing Courthouse Square Park





## Courthouse Square Park Assessment

The location of Courthouse Square Park at the center of Dayton’s business and central business district is reason enough to develop this full city block into a true community centerpiece. The park has suffered from a lack of water for irrigation in the past. However, the recent addition of a new city well and water system should effectively address this issue. The park would appear more appealing with manicured grass areas and flowerbeds. For instance, a raised flowerbed that currently holds little more than bare dirt surrounds the raised pavilion located in the center of the park.



Pavilion flowerbed

In general, the park is kept clean, but a central fountain with standing water, broken and missing playground equipment, and picnic tables and restrooms in need of maintenance create an atmosphere of neglect and are potential liabilities for the City.

The City lacks a local police force, and consequently, Courthouse Square is a frequent target of vandalism. The restrooms, for example, have had their paper towel holders set on fire and need to be repaired. Vandals also frequently plug the drains for the toilets, sinks, and generally make a mess. The restrooms are therefore a contentious issue for some and create a constant drain on the City’s resources for repairs. The park has likewise lost benches to vandals. While the park needs restrooms, the existing restroom building is not attractive, does not fit the other architecture in the park, and needs attention.



Restrooms



Playground

The playground area equipment is limited and very dated. The swing sets are missing swings and the paint has all but peeled away from most of the play equipment. The park has no gym set and no covered play areas.

The historic Fort Yamhill Blockhouse is located in the northwest corner of the park and is surrounded by mature trees. Although it is in reasonable condition for its age, the building would benefit from lighting and repair and preservation efforts to protect it from further deterioration.



Fort Yamhill Blockhouse

Two corners of the park have attractive concrete benches and lamppost lights, while the other two corners do not. There are several trashcans throughout the park—and at least four different trashcan styles are in use. Consequently, the park lacks consistency and continuity in its overall look and design.



Fountain

During summers, the central fountain is a frequent source of water to cool children off. Unfortunately, it is also the target of vandalism, ranging from soap bubbles to debris. The Oregon Downtown Association (ODA) suggested restoring the “bubblers” on the side of the fountain and widening the sidewalk, which may make sense, but the fountain would benefit from beautification and restoration efforts as well.



The cannon, bell, and covered well with a hand pump are features of the park that commemorate local history, but they lack interpretation and are without a clear relationship or purpose. The well and hand pump in particular are potential safety concerns that could be done away with in the absence of community sentiment regarding their importance or significance.

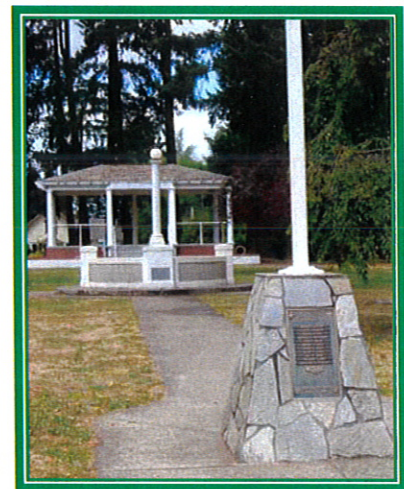


Covered picnic area and basketball court

The picnic area is a well-used facility in the park, and it too could benefit from general maintenance, but more to the point, an architectural tie-in to the pavilion or blockhouse would be helpful. The pavilion requires regular painting and maintenance, and the City has done a good job of preserving it. The basketball court does not have lights and needs to be repainted.

The park lacks drinking fountains, although it does have hose bibs or spigots. The City and its residents may want to consider the provision of water fountains or posting notice of the advisability of drinking water from the restroom sinks and park spigots.

Finally, the signboard on 4<sup>th</sup> Street could be an important source of local information, but it is unobtrusive and not particularly noticeable. Lighting or a more prominent kiosk would certainly improve its visibility, but so too would a paint job and an architectural tie to the rest of the park.



Central walkway

The Courthouse Square Park Preservation and Development Plan—developed concurrently with this Parks and Recreation Master Plan—provides a more detailed assessment of this park, and it should be reference in order to obtain a clear picture of the condition of Courthouse Square Park.

### Alderman Park Inventory

Alderman Park is located across the Yamhill River near the City’s sewer settling ponds. It is directly connected to the downtown area by a long wooden footbridge. It also can be reached by car from Kreder Road and Highway 18. Surrounded by farmland, Alderman Park consists of a large open field (approximately three acres) and an area designated for parking. The acreage is located on the river, but it currently is not used as a park. Alderman Park features include the following:

<u>Item</u>	<u>Condition</u>
• Concrete picnic tables (3)	Fair (1-broken)
• Parking corral	Good
• Water fountain	Broken
• Open field	Fair



Map of Existing Alderman Park





Alderman Park Assessment

Alderman Park is located just across the river from the Dayton Landing (Yamhill County park and boat launch) and is accessible by the footbridge and Kreder Road. This entire area has the potential to become an important part of the City’s parks and recreation area.



Yamhill River

While the City’s settling ponds could be a deterrent to public use of Alderman Park during certain times of the year, the park still has great visual



Alderman Park as viewed from footbridge

appeal since it is located on the east side of the Yamhill River in a peaceful rural setting with great views. The footbridge lends a unique quality to the park that sits on the river’s edge. This area would



Parking area

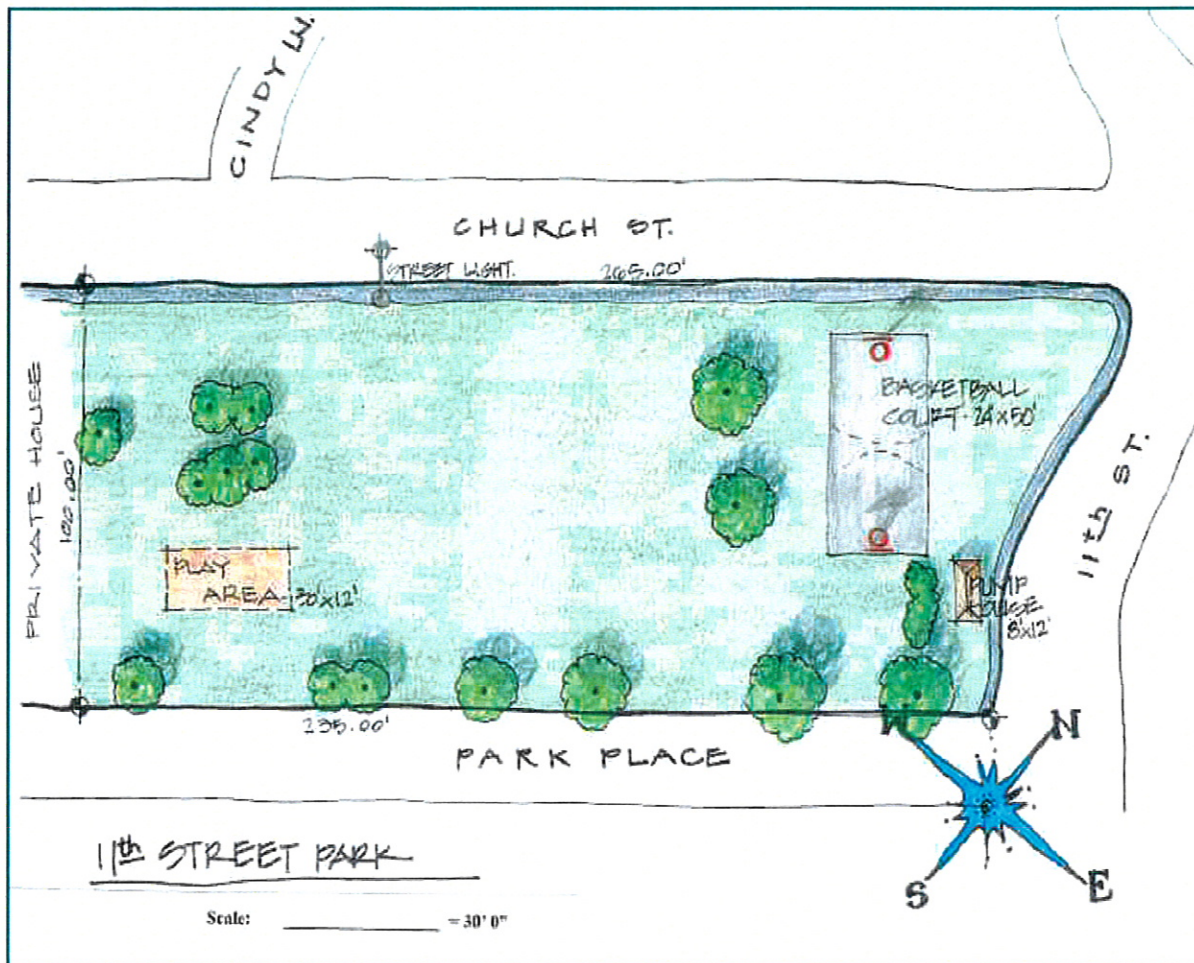
lend itself to a variety of public uses that include large (covered) picnic areas, athletic fields, campsites for boaters/fishing, and walking trails. The area has electricity but needs improved lighting for safety reasons. The parking area could be enlarged for increased usage.

11<sup>th</sup> Street Park Inventory

The 11<sup>th</sup> Street Park is located in a residential area (corner of 11<sup>th</sup> and Church Street) near the city limits. The park is relatively clean, but it has very little landscaping. There are no restrooms or water fountains in the park. 11<sup>th</sup> Street Park features include the following:

<u>Item</u>	<u>Condition</u>
• Basketball court	Fair (one rim broken)
• Swing set	Old (one swing missing)
• Climbing bar	Fair
• Pump house	Fair (significant graffiti)
• Picnic tables (2)	Fair

Map of Existing 11th Street Park



11<sup>th</sup> Street Park Assessment

There is evidence that the park is greatly used by the neighborhood children. The park could use basic maintenance. The basketball court is unlit, and the old metal swing set is missing a swing. Like Courthouse Square Park, 11<sup>th</sup> Street Park could be improved by adding lights to the basketball court and installing new, colorful playground equipment. The addition of restrooms would also greatly improve this park.



Swing set



Basketball court

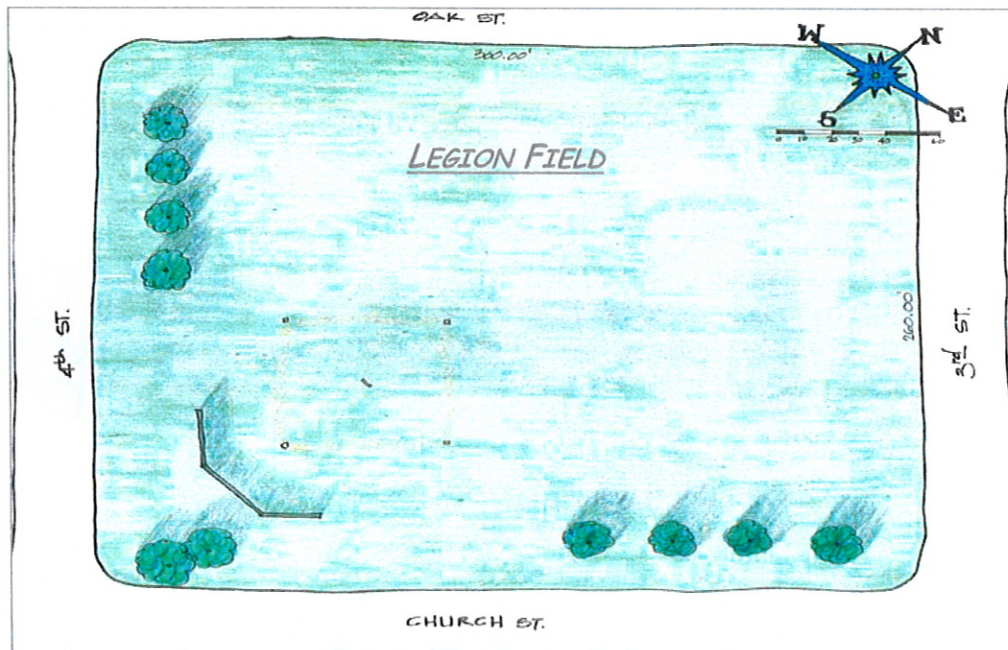


### Legion Field Inventory

Legion Field is located in a residential area and is used for Little League. The park is co-owned by the Dayton School District and the City. The School District owns the half block adjacent to 4<sup>th</sup> Street, and the City owns the half block adjacent to 3<sup>rd</sup> Street. The City leases the School District's part of the park at a nominal fee and maintains the entire park. The School District has discussed the possibility of selling the infield, (to a private company or individual) which would result in the City's loss of this park and green space. The field is approximately two blocks from Courthouse Square Park and has a chain link fence along the infield lines. There is no dedicated parking for the field. Legion Field features include the following:

<u>Item</u>	<u>Condition</u>
• Baseball diamond (with backstop)	Poor
• Dugout area (two benches)	Fair
• Water fountain	Fair

### Map of Existing Legion Field



### Legion Field Assessment

Legion Field provides the bare necessities for a Little League park. Again, lack of irrigation leaves the area looking unkempt. The drinking fountain is merely plumbing pipes with a drinking head, and there is no spectator seating. Improved fencing, well placed seating bleachers, a concession box, and a more permanent and attractive water fountain would greatly improve this park.



Legion Field baseball backstop

## Non City-Owned Parks and Recreation Areas in Dayton

### Palmer Creek Trail

Palmer Creek Trail was adopted by Dayton High School's Future Farmers of America (FFA) as a greenway project to connect the school and city-owned land. There are plans to extend the trail to the Dayton Landing. Currently, the trail runs along Palmer Creek (between one and two miles). It is marked by a trailhead sign located just a few feet from the library. The trail is on School District property. If the trail were extended to the Dayton Landing, it would also weave through city property, county lands, and private lands.



Section of Palmer Creek Trail



Trailhead sign

The Palmer Creek Trail offers the prospect of creating connections throughout the community. The Palmer Creek Trail sign is large and attractive. Still, widening the path at the mouth of the trail and the use of bark dust or gravel at the beginning of the trail would help to identify what looks like a pedestrian shortcut as the actual trail.

### Dayton School District Property

There are three schools located in the Dayton School District: Dayton Elementary School, Dayton Junior High School, and Dayton High School. Dayton Junior High School is located right next to Dayton High School, and its facilities are limited to classrooms only. The junior and senior high schools share the gymnasium and other athletic and extra-curricular spaces inventoried below:

- One large gymnasium – basketball court
- A smaller multi-purpose room – basketball court
- Cafeteria/common room – available for rent to the community (fee based on usage -\$100)
- Football field – stadium located on one side of the track
- Baseball field – stadium bench and outbuildings with concessions and restrooms
- Softball fields– two fields with restrooms, benches, and concession stand
- Track



Football stadium



Baseball field



Softball field



The elementary school has a large play area behind the school, which is partially bordered by the Palmer Creek Trail. The play area consists of both playground equipment and team sports amenities. Recreational amenities located at the elementary school are inventoried below:

- Soccer field – two goals no bleachers
- T-Ball fields – two fields with backstops, currently in very poor condition
- Baseball field – Little League size with backstop and team benches
- Sheltered play structure – with four basketball rims
- Playground equipment



Soccer field



Baseball field



Shelter and playground equipment

### Dayton Landing

The Dayton Landing is located on the Yamhill River near the mouth of Palmer Creek. The Dayton Landing is also located just a couple blocks from Courthouse Square Park and across the river from Alderman Park. Yamhill County owns the 2.3-mile open space. There is little more



Boat launch

here than a paved boat launch area and a portable restroom. However, the parking area is large and has potential for development.

The Dayton Landing is strategic because it is the only developed public boat access site on the Yamhill River, and it is only a few miles from the confluence with the Willamette River.

However, facilities are limited and, besides the

paved access to the river, lack amenities or infrastructure to experience the river. This boat launch is used by a large number of fishing and boating people from around the valley and, if developed, has the potential to draw tourism to Dayton.

However, it is located very close to housing, which could prove a problem if usage increased. Consequently, the area could be more clearly defined with groomed green spaces and perimeter fencing on the City's side. It would also greatly benefit from public restrooms and picnic and cooking areas.



Dayton Landing from footbridge



## **Nearby Parks and Recreation Facilities Located Outside of Dayton**

### Lafayette Locks Park

Lafayette Locks Park is a historic 8.8-acre county park located one mile northwest of Dayton on the Yamhill River. The park is a remnant from the stern-wheeler that once traveled the Yamhill River. The park has picnic areas, benches, and play equipment.

Lafayette Locks Park receives routine maintenance from the Yamhill County and receives heavy use during the summer months. The equipment and picnic areas are dated but in satisfactory condition. In addition, the City of Lafayette has two city-owned parks.

### Amity City Park

The City of Amity is located six miles from Dayton. Amity does not have a Parks District or Parks Plan. There is a city park located on the corner of 4<sup>th</sup> Street and Enos. Park amenities include the following:

- Small skateboard park
- Baseball field (Little League size)
- Covered picnic area with limited kitchen facilities reserved for events (\$80)
- Basketball court
- Public restrooms
- Playground with equipment

### City of McMinnville

The City of McMinnville is located 6.97 miles from Dayton and has an extensive parks system for a community with a population of 24,000. McMinnville parks and recreation facilities and programs include the following:

- An indoor aquatic center - has a full weight room and a variety of classes and programs for all ages. It is available to rent for parties during non-public hours.
- A community center - has conference facilities, an auditorium with retractable seating, various meeting rooms, food service, athletic facilities, indoor jogging track, and basketball and volleyball courts.
- A senior center - has four meeting rooms and reception area. It is available for rent on weekends and evenings.

McMinnville public parks' amenities differ from park to park and include picnic areas, play structures, walking trails, public tennis courts, softball/baseball fields, soccer fields, and a swimming pool. McMinnville area public parks include the following:

- Airport Park – has picnic tables, hiking trails, play equipment.
- City Park – includes the aquatic center and has covered and non-covered picnic areas, cooking areas, playground equipment, walking trails, and public tennis courts.
- Joe Dancer Park – has hiking trails, softball, baseball, and numerous soccer fields.

- Kiwanis Marine Park – connected to Joe Dancer Park, not accessible by car. It is located on the Yamhill River but does not have river access. It does have a couple picnic tables and a restroom.
- Wortman Park East – has covered picnic areas, trails, and playground equipment. The covered picnic areas are available for rent. The park has three patio areas that can accommodate 90-120 people with cooking areas, running water, playground equipment, and horseshoe pits.
- Wortman Park West – offers a covered shelter to accommodate 150 people with electricity, a cooking area, and open space. Wortman Park picnic areas rent for \$95 other areas are first come first served.

### Sherwood

The City of Sherwood, located on Highway 99 West, 18 miles from Dayton, has a state of the art Regional Family YMCA. The YMCA features year-round athletic, sports, and family programs for all ages. While a joining membership fee is required, the monthly membership is kept relatively low – for those living within Sherwood the fees are \$35 per person or \$50 per family. The YMCA also offers several free programs. Facilities include the following:

- Weight training room
- Health and fitness programs
- Indoor zero depth pool
- A free teen center
- Indoor rock climbing wall
- Family gym
- Basketball courts
- Sports programs

### Chehalem Parks and Recreation District

The Chehalem Parks and Recreation District is a special purpose district that encompasses 68 square miles of Yamhill County. It is based in the communities of Dundee (located 5.7 miles from Dayton) and Newberg (located 8.2 miles from Dayton). Unlike many park departments, the district operates on its own tax base and is under the direction of its own five-member elected policy board. The district is responsible for administering programs that enrich leisure time and provide positive free time opportunities for roughly 25,000 residents.

Recreation programs are funded by participants, enabling the district to keep its tax base low while still maintaining hundreds of acres of public lands. The district protects and preserves more than 350 acres of developed parkland and open space. Chehalem Parks and Recreation District facilities include Chehalem Armory Center, Chehalem Senior Center, Chehalem Youth Center, Chehalem Community Cultural Center, Chehalem Community Center, Chehalem Aquatic and Fitness Center, Bonnie Benedict Pre-School, and an 18-hole public golf course with trail system planned. Most of these facilities can be reserved for conferences, weddings, graduations, dances, and other activities. Several have full kitchen facilities.

The district also offers individual and family opportunities available including swimming, athletics, crafts, arts, drama, dance music, clubs, tours, self-enrichment, educational and fitness programs, camps, and special events throughout the year. The facilities are located in 14 developed parks situated in and around Dundee and Newberg. There remain five undeveloped park areas for future growth.

Neighborhood parks include the following:

- Amory Park
- Babe Nicklous Pool Park
- College Park
- Crabtree Park
- Dundee Scenic Overlook
- Gladys Park
- Falcon Crest Park
- Hoover Park
- Memorial Park
- Oak Knoll Tot Lot
- Scott Leavitt Park
- Spring Meadow Park

Community parks include the following:

- Dundee Billick Park
- Darnell Wright Softball Complex at Crater Park
- Ewing Young Park
- Jaquith Park

The public can reserve picnic shelters or groups of tables at Jaquith, Memorial, Crabtree, Babe Nicklous Pool Park, and Dundee Billick Park. Applications and a small fee are required. The following can be found in various parks throughout Dundee and Newberg:

- Tennis courts
- Softball fields
- Basketball courts
- Horseshoe pits
- Walking paths
- Nature trails
- Covered picnic shelters
- Skateboarding
- Swimming
- Soccer fields
- Public restrooms
- Volleyball courts
- Meeting rooms
- Kitchens
- Pool tables
- Table tennis
- Ponds and streams

The Chehalem Parks and Recreation District also sponsors cooperative projects with the Newberg School District, police department, fire department, and public library as well as the Dundee and Carlton Community Progress Teams, the Newberg Chamber of Commerce, Dundee Party in the Parks Committee, and the Newberg Old Fashioned Festival. The district helps to enhance livability and community spirit. In addition, nonresident services are frequently arranged to provide leisure opportunities for the nearby communities of Carlton, Yamhill, Dayton, St. Paul, and Amity.

### **Additional Venues of Note**

#### Chehalem Skate Park

Chehalem Skate Park is located in Ewing Young Park. It was created in response to more than 200 middle-school-age youths petitioning the Chehalem Parks and Recreation District to build a skate park. The district listened, an architect was hired, and the skateboard park site was established at Ewing Young Park. In July of 1999, underground work began with the drainage, electricity, and water systems being set in place. The site was roughed out, but the project shut down in October to wait out the rains. In March of 2000, expert finishers that had a skating background were hired. They tweaked the original design and completed what you see today, one of the largest and best skate parks in the U.S. Below are some facts about the skate park:

- 29,000 square feet of skating surface
- Five tons of re-bar
- Over 670 yards of concrete
- 15,000 tons of base rock
- Total cost: \$307,266 (includes \$70,000 of donations)

#### Newberg BMX Track

Newberg BMX Track is also located in Ewing Young Park. At the same time the skate park was being built, local teens asked for a BMX track. With the skate park already planned for Ewing Young Park, adding a bike track at the same site made sense. Originally, a small track was built with the help of community volunteers. Since the site was so popular, Chehalem Parks and Recreation was awarded a grant for \$5,000 from the National Recreation and Park Association to help build the “Nationally Sanctioned” course. A professional track builder was brought in and after five days of moving thousands of tons of dirt, the track was completed. The track is now ready for local and national races as well as recreational drop-in riding and racing.

## CHAPTER 5: RECREATION PROGRAMS

### Existing Sports Programs

There are a several sports programs available to Dayton area youths (and adults). The majority of the local sports programs are held at school locations, such as the football field, soccer field (located behind the elementary school), softball field, and at Legion Field. Since there is not a local community center or parks and recreation program that coordinates athletic and sports programs, it was difficult to discover how, what and where activities occur and/or how to participate. Many programs operate as independent organizations, while others operate in cooperation with the McMinnville Parks and Recreation Department or are tournament programs organized by Sports Marketing Northwest, which is a regional company. The following list of organized sports programs in Dayton was compiled from discussions with school staff and several local parents:

- Dayton Little Guy Football
- Jr. Basketball Program
- Soccer Program
- Dayton Little League
- Girls Softball Program
- Adult Slow Pitch
- Youth Fast Pitch
- Youth Baseball

### Existing Events

In speaking with several members of the community, it is evident that in addition to the City many individuals and organizations, such as the Future Farmers of America (FFA) and the Dayton School District, feel that they have a large investment in Dayton's parks. Many of the community events listed below are cooperative events that include participation from the Dayton Chamber of Commerce, the Dayton School District, FFA, Dayton Fire Department, the City, and others.

The following organized events are held in Dayton's parks. Most of these events, unless otherwise noted, are held in Courthouse Square Park.

- *Old Timers Celebration* – Held the last full weekend in July. Approximately 300-600 people attend. Activities include food booths, games, challenges, music, dancing, volkswalk, and quilt show. In the past, they have included time trials for vintage cars and a car display. On Sunday night, the Dayton Fire Department has a chicken BBQ and past graduates of the high school attend.
- *Cinco de Mayo* – Held in early May. It is a fund-raiser for the 'High School Graduation Party.' Activities include food, music, dance performances, and other activities.



- *Santa in the Park* – Held during the Christmas holiday season. Activities include a choir performance, children visit Santa in the pavilion and Mrs. Santa in the Firehouse, and hot chocolate and treats are served.
- *Spring/Summer Concerts* – Held in the spring and summer. Activities include performances by Dayton School District’s choir(s) and band in the park. In the past, regional musicians have been sponsored to perform.
- *Easter Egg Hunt* – Held the weekend of Easter. Activities include an Easter egg hunt for children among other activities.
- *Annual Cornfest* – Held in September. The Cornfest is hosted by the Dayton City Council and serves 200-400 people.

### **Dayton School District Park Uses**

- Outdoor classes (sciences and physics)
- Summer reading programs
- Nature Trail - Palmer Creek Trail (FFA)

### **Ordinal Assessment of Opportunities**

There are many ways to assess the recreational opportunities of a community. Resources such as the Statewide Comprehensive Outdoor Recreation Plan (SCORP) or the National Recreation and Parks Association, attempt to provide ordinal measurements. These measurements are found in the form of recommended number of facilities based on the population of a community. While these measurement systems provide some standards, there are a number of other factors that can affect the appropriate allocation of recreational opportunities in a community. For instance, rural communities may need fewer formal hiking trails and green spaces than an urban setting. In rural communities, undeveloped lands in and around the community often provide the resources needed to pursue recreational activities such as biking, hiking, jogging, and wildlife viewing.

The following table reflects the ordinal standards as suggested by the Oregon SCORP, the National Outdoor Recreation Association, and local conditions and needs. Significantly, the targets for Dayton do not represent a straight mathematical calculation and some may appear contradictory. For example, Dayton has three outdoor basketball courts, the SCORP standard is one per 1,000 residents, but the target is five. The reason for the apparent disparity is that the target reflects the specific needs of Dayton based on the high percentage of young people, the use of recreational facilities, the location of facilities, future growth, and trends. These local factors combine to convince the PAC that five is an appropriate target, regardless of the SCORP ordinal standard. Indeed, the SCORP represents a starting point and general guideline, rather than a hard and fast law for facilities distribution.

Categories	Standard	# Currently	Target
Basketball (indoor)	1 per 1,000 residents	1	2
Basketball (outdoor)	1 per 1,000 residents	3	5
Soccer	1 per 2,000 residents	1	2
Softball	1 per 3,000 residents	2	2
Baseball (full facilities)	1 per 1,500 residents	1	2
Football	1 per 20,000 residents	1	1
Volleyball	1 per 5,000 residents	0	1
Tennis	1 per 2,000 residents	0	1
Skate Park	1 per 5,000 residents	0	1
Playgrounds	1 per 1,200 residents	3	4
Picnic Areas	1 per 1,500 residents	2	3
Horseshoe Pits	1 per 2,000 residents	0	1
Running/Walking Track	1 per 20,000 residents	1	1
Trail System	1 mile per 1,000 residents	1.5 miles	5 miles
Pavilions	No standard	1	1
Boat Ramps	No Standard	1	1
Gardens	No Standard	0	1

### Community Assessment of Opportunities

Public Affairs Research Consultants interviewed a number of community members and from these interviews, an assessment of the adequacy of recreational opportunities revealed itself.<sup>24</sup> From these interviews, themes such as more and better restrooms were prevalent. In addition, comments on what recreational needs the community has included the following:

- Multi-use playground equipment
- Skate park
- Additional basketball courts
- Improved picnic areas
- More soccer fields
- Tennis court
- Swimming pool
- BMX track
- Walking trails
- Community center

### Service Matrix of Recreational Facilities in Dayton

From a number of sources, including the community's observations and ordinal measurements, a profile of the adequacy of Dayton's recreational facilities was developed. This was placed on a matrix (below) organized by facility type and arranged alphabetically. This matrix does not represent a prioritized list.

<sup>24</sup> See Appendix, Briefing Paper "Usage of Dayton Parks" and Notes on Community Meetings

**Key:**

- Alderman Park (AP)
- Connelly Field (CF)
- Courthouse Square Park (CSP)
- Dayton Landing (DL)
- Elementary School (ES)
- 11<sup>th</sup> Street Park (11<sup>th</sup>)
- High School/Jr. High School (HS)
- Legion Field (LF)
- Palmer Creek Trail (PCT)

Category	Available and Adequate	Some but not Adequate	None	Comments
<b>SPORTS FACILITIES</b>				
Baseball		X		<b>Current:</b> Located at ES, LF, and HS. <b>Need:</b> HS field is in excellent condition. LF and ES fields are extremely rough and appear nearly unusable.
Basketball (outdoor)		X		<b>Current:</b> Located at CSP, ES, HS, and 11 <sup>th</sup> . <b>Need:</b> Most courts are in rough condition and some have damaged rims. Courts located in CSP cause some issues with other park users.
Basketball (indoor)		X		<b>Current:</b> Located at HS and ES. <b>Need:</b> Available for non-school functions.
Football		X		<b>Current:</b> Located at HS. <b>Need:</b> If a youth league were created, this could create a need for an added venue.
Soccer		X		<b>Current:</b> Located at ES. <b>Need:</b> At least one additional field is needed for practice and league play.
Softball	X			<b>Current:</b> Located at CF (2x). <b>Need:</b> Both fields in good condition. No additional fields needed.
Tennis			X	<b>Current:</b> None <b>Need:</b> Community members have expressed desire for venue.
Volleyball		X		<b>Current:</b> Located at HS. <b>Need:</b> A venue for non-school use is needed.

Category	Available and Adequate	Some but not Adequate	None	Comments
<b>YOUTH ORIENTED RECREATION</b>				
BMX Track			X	<b>Current:</b> None <b>Need:</b> Youth have requested this venue be made available.
Playgrounds and Play Equipment		X		<b>Current:</b> Located at CSP and ES. Swings available at 11 <sup>th</sup> . <b>Need:</b> Some equipment is in need of repair or replacement, and additional equipment may be added at other locations.
Inline Skating			X	<b>Current:</b> None <b>Need:</b> No stated demand.
Skate Park			X	<b>Current:</b> None <b>Need:</b> Youth have requested this venue be made available.
<b>FULL FAMILY RECREATION</b>				
Barbecues/Grills		X		<b>Current:</b> Located at CSP (2x). <b>Need:</b> If AP is developed as a picnicking area, adding grills there should be considered.
Boating	X			<b>Current:</b> Located at DL. <b>Need:</b> No additional need has been identified.
Cross Country Bicycling	X			<b>Current:</b> Located at PCT. <b>Need:</b> No additional need has been identified.
Equestrian Trails			X	<b>Current:</b> None. <b>Need:</b> No stated demand.
Fishing	X			<b>Current:</b> Located at DL. There are also a number of access points to the Yamhill River in and near Dayton. <b>Need:</b> No additional need has been identified.
Golf			X	<b>Current:</b> None. Nearest located in McMinnville and Dundee. <b>Need:</b> No stated demand.
Hiking Trails		X		<b>Current:</b> Located at PCT, a well-developed trail. <b>Need:</b> Expansion of the PCT towards DL could be added.



Category	Available and Adequate	Some but not Adequate	None	Comments
<b>FULL FAMILY RECREATION (continued)</b>				
Historical Interpretation	X			<b>Current:</b> Located at CSP (blockhouse). There are also a number of historic properties in Dayton. <b>Need:</b> While the kiosk at CSP has a map of historic properties, additional promotion of these sites may be pursued as an economic development strategy.
Horseshoe Pits			X	<b>Current:</b> None <b>Need:</b> If AP or other venues were developed to encourage larger gatherings, this would be a good addition to consider.
Jogging Trails		X		<b>Current:</b> Located at PCT and HS track. <b>Need:</b> While there are few established trails, there is adequate countryside near Dayton, so this may not need to be added.
Picnic Areas and Picnic Tables		X		<b>Current:</b> Picnic tables located at AP, CSP, and 11 <sup>th</sup> . Large covered picnic shelter at CSP. <b>Need:</b> Improvements in the condition at AP are needed; only one of the three tables at AP is in decent shape.
Swimming Pool Indoor and/or Outdoor			X	<b>Current:</b> None. The closest swimming pool is located in McMinnville. <b>Need:</b> While every community would like a pool, the current population of Dayton likely would not justify the expense.

## **CHAPTER 6: MANAGEMENT AND OPERATIONS**

### **Overview**

The City, primarily under the direction of the Dayton Department of Public Works and the Public Works Director, manages the Dayton parks system. The Department of Public Works has three full-time employees. While each employee spends some time maintaining city parks, one employee primarily spends 50% of his/her time on parks maintenance.

There currently exists no written maintenance plan for Dayton parks. The parks have a general maintenance routine that includes regular (weekly and bi-weekly) mowing of Courthouse Square Park, 11<sup>th</sup> Street Park, and Legion Field during summer months. In addition, Alderman Park is mowed once a month in the summer. Other mowing is completed on an as needed basis. In the fall, leaves are vacuumed, blown, and mulched as time and weather permits in Courthouse Square Park, 11<sup>th</sup> Street Park, and Legion Field. If there is a storm approaching, public works' employees conduct a visual check of the parks to be certain that any tree branches, that need to be removed, are removed prior to the storm and, likewise, after a storm.

Public works' employees empty garbage cans in the parks once or twice a week as needed. The City also contracts with a janitorial service during summer months to clean the restrooms in Courthouse Square Park once daily. During the rest of the year, public works' employees clean restrooms as needed and when resources allow. When available, the City uses other volunteer crews (jail crews and others assigned to community service) to clean and work in the parks. Contract employees and specialists such as an arborist are hired as needed.

Other maintenance items such as changing light bulbs, repairing items and structures, painting, and planting are accomplished on an as needed basis when employees and financial resources are available.

### **Funding**

Dayton's city parks are supported by city system development charges (SDCs) of \$100 per Dayton household. The SDCs could be raised by approval from the City Council. As a result of new housing developments within city boundaries that preferred to donate money to the city parks rather than create green space within the development, the City has acquired approximately \$45,000 to acquire new green space, \$50,000 for a new restroom in Courthouse Square Park and \$25,000 for development of 11<sup>th</sup> Street Park. The City also has reserves within its budget of \$52,000 to purchase new playground equipment and \$4,000 to support Alderman Park. These funds have thus far been held in reserve until goals and priorities are established and this Parks and Recreation Master Plan is finalized.

## Maintenance Issues and Concerns

Acts of vandalism are extremely high in Dayton's parks, particularly in Courthouse Square Park and especially in its restrooms. Vandals rip out the urinals, steal light bulbs, tear out the wire mesh surrounding bulbs, and regularly plug up the toilets and sinks until they overflow. In addition, other real maintenance concerns include the following:

- Growing and maintaining park lawns.
- Replacing dying trees.
- Adding drip lines around the trees.
- Maintaining the blockhouse.
- Maintaining equipment and park structures.

Dayton parks maintenance and management goals include the following:<sup>25</sup>

- Create a spray and maintenance schedule.
- Improve the parks irrigation system.
- Add more staff to maintain parks.
- Develop a facilities maintenance plan:
  - When will the roof need to be replaced (how long will the materials last)?
  - When will structures need paint and/or replacement (what is the lifetime of the products used)?
- Draft a plan to replace current restroom and fixtures with vandal resistant facilities.
- Add long-life, low-maintenance playground equipment.
- Create a blockhouse maintenance plan.
- Add restrooms and maintenance plans for all city parks.
- Develop a landscape plan, which includes plants that bloom in all seasons.
- Create a maintenance plan for growing and mowing different types of grasses, such as for the sports field in Alderman Park.
- Devise a plan and means to deal with animal waste in parks/owner responsibility.

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<sup>25</sup> Interview with City of Dayton Staff, August 2004.





**SECTION 2:**  
**VISION FOR THE FUTURE**



## CHAPTER 7: THE FUTURE OF DAYTON'S PARKS

### Overview of the Community Process Used

The community process utilized for this project consisted of three main elements. The first element consisted of informal interviews. Public Affairs Research Consultants (PARC) sought out and interviewed a number of stakeholders concerned with parks and recreation issues. These interviews were generally initiated by PARC and were for gleaning specific information and insight likely to be possessed by those being interviewed. The second element consisted of regular meetings of the Parks Advisory Committee (PAC). Made up of a cross section of Dayton residents, the PAC met between one and three times a month during this process. Finally, the third element consisted of two community goal-setting workshops, which were held as a part of this process. These meetings took place on June 3, 2004 and June 19, 2004. The meetings were both publicized in the local newspaper and with posted flyers. The main goal of these meetings was to identify issues and concerns and develop some community priorities.

While the two community goal-setting sessions were distinctly different in the methodology the group chose to pursue brainstorming, it is interesting that both meetings produced similar results. Below are three comparisons of the meetings results. The first comparison lists the top ten priorities from each of the meetings.

<b>Item</b>	<b>Priority ranking in the 6/3/04 meeting</b>	<b>Priority ranking in the 6/19/04 meeting</b>
Develop Alderman Park	Rank 1	Rank 6
Update playground equipment or add new equipment to all parks	Rank 2	Unranked
Develop and improve Dayton Landing	Rank 3	Rank 1
Build a community/senior center	Rank 4	Rank 8
Build an outdoor skate park	Rank 5	Rank 3
Build new or improved restrooms in all parks	Rank 6	Rank 9 (tie)
Improve historic fountain or add a new water feature in Courthouse Square Park	Rank 7	Rank 5
Create and maintain landscaping plan for all parks	Rank 8	Unranked
Improve current basketball courts and add new courts	Rank 9	Unranked
Improve picnic facilities at all the parks	Rank 10	Unranked
Develop the 11 <sup>th</sup> Street Park	Unranked	Rank 2
Improve Palmer Creek Trail	Unranked	Rank 4
Develop new community sports and recreation programs	Unranked	Rank 6
Develop walking trails and encourage inner city walking	Unranked	Rank 7
Develop partnerships with school district and others	Unranked	Rank 9 (tie)

The second comparison combines the prioritization from both meetings. Prioritizing was done through the same methodology at both meetings, even though the master list of goals was developed independently at the meeting. Information on how each group voted is included in the Appendix section of this plan.

<b><u>Priority</u></b>	<b><u>Item</u></b>
1.	Develop Alderman Park.
2.	Develop the Dayton Landing.
3.	Update the playground equipment and/or add new equipment in all parks.
4.	Develop the Dayton Landing.
5.	Build a community center/senior center.
6.	Build an outdoor skate park.
7.	Build new, improved restrooms at all the parks.
8.	Develop the 11 <sup>th</sup> Street Park.
9.	Improve historic fountain, add a new water feature Courthouse Square Park.
10.	Build new skate park.
11.	Improve Palmer Creek Trail.
12.	Create and maintain a landscaping plan for the parks.
13.	Improve current basketball courts and add new courts.
14.	Improve picnic facilities at all the parks.
15.	Add new water feature (fountain to walk in) to Courthouse Square Park.
16.	Develop new community sports and recreation programs.
17.	Develop walking trails/encourage inner city walking.
18.	Develop partnership with school district and others.

The third comparison only looks at those items that were included in the top-ten priorities on each group’s list. The point totals from each community meeting for these items have been combined to create a combined prioritized list.

<b><u>Priority</u></b>	<b><u>Item</u></b>
1.	Develop Dayton Landing.
2.	Develop Alderman Park.
3.	Build a skate park.
4.	Build a community/senior center.
5.	Add a new water feature or renovate the fountain in Courthouse Square Park.
6.	Add new restrooms in all parks.

### **Needs Survey**

As a result of two community meetings and conversations with more than twenty-four community members (in person and by telephone), PARC has completed the following *Needs Assessment* of Dayton area parks and recreation programs.



### Park Identification

It is clear that the majority of community members interviewed and in attendance at community meetings were not aware that Dayton had more than one park—Courthouse Square Park. There was a great deal of enthusiasm when informed of Dayton’s other parks and green spaces that are addressed in this Parks and Recreation Master Plan. Of course, the new knowledge usually resulted in a request for signs to identify the existing Dayton parks and green spaces. This included both road signs and park signs.



Courthouse Square Park sign

Most community members were not aware of Alderman Park or the 11<sup>th</sup> Street Park. Nor did they know that the Dayton Landing was owned by Yamhill County. The high interest in Alderman Park and 11<sup>th</sup> Street Park during the community meetings possibly is the result of excitement about the potential of developing *new* park spaces. There certainly was significant interest in increasing the usability of both Alderman Park and 11<sup>th</sup> Street Park.

### Youth, Families, and Seniors

Not necessarily evident when reviewing the written results of the community meetings was the high number of requests to meet the need of the areas youth. As Dayton’s demographic profile revealed, 54% of all Dayton households include persons under the age of 18 living at home. Suggestions to address the needs of children and young adults included installing new multi-use playground equipment, building a community center, creating year-round recreation programs, and adding athletic fields and courts (soccer, baseball, basketball, tennis).

While Dayton’s demographics do not indicate a large senior population, community members insist that the seniors are vocal, active, and need both a meeting space and program development. Most agreed that a dual community center/senior center would provide adequate space for seniors to generally gather, receive meals, host events, and hold weekly recreation programs.

### Skate Park

The majority of those interviewed, and supported by the results of both community meetings, agreed that building a skate park was a top priority. Most had their own idea of where the park should be located, but they agreed that it should be somewhere visible and that the youth should be part of the park design, maintenance, and the defining and enforcement of skate park rules. Areas suggested for locating the skate park included behind the property that holds the Fire Hall, 11<sup>th</sup> Street Park, and somewhere closer to the school.

### Courthouse Square Park

While discussing the current usage of Dayton’s parks, almost everyone commented on how often individuals and the community use Courthouse Square Park. The heavy park usage established many specific requests for upgrading park facilities and improving park amenities. High on every list was the need for new playground equipment and new restrooms followed by improved picnic facilities, increasing safety, and maintaining green space. Some community members that live close to the park would prefer to discourage late night park usage—for example, turn off or down the bright lights, limit basketball court use after certain hours, and lock the restrooms.



### Alderman Park

During each community meeting and individual conversations, there was heightened interest in pursuing the possible development of Alderman Park. The mere mention of the 3 + acre green space located across the river sparked an almost endless list of potential uses that included but were not limited to the following:

- Soccer fields
- Frisbee golf course
- Picnic area (BBQ pits, benches, covered areas)
- Camping area
- Bocce court
- Tennis courts
- Fitness course



Example of covered picnic area

### Dayton Landing

Also high on the community's priority list was to improve the Dayton Landing. The local FFA leader, Mitch Coleman, stated that Yamhill County has at least limited plans to develop this often-used river access area. Community members expressed high interest in building a deck/area to safely fish from, adding restrooms, improving parking, creating a path to the bridge, adding picnic facilities, and lighting the parking and boat loading areas.

### Palmer Creek Trail

There were many conversations regarding Palmer Creek Trail and the development of other walking paths/trails throughout Dayton. Palmer Creek Trail is well appreciated and inspires enthusiasm on how the community and the City can participate in improving the trail. Ideas for improvements were diverse and included the following:

- Create a trail map that includes mileage.
- Create markers to identify plants.
- Widen the path – making it more accessible to those with disabilities.
- Make the path more identifiable (gravel, bark dust).
- Add benches.
- Add picnic tables.
- Lengthening the trail (plans are in place to do this).
- Creating a written long-term plan for the trail.
- Clean up the trail.
- Form adult volunteer groups to participate (Friends of the Palmer Creek Trail).
- Add an exercise course.

Members also wanted to encourage other walking paths, courses, and trails throughout Dayton and suggested the following:

- A historic homes walking tour.
- More sidewalks.
- Paths by the river.
- Paths across the river.

### 11<sup>th</sup> Street Park

Only a few people who were interviewed or attended a community meeting were aware of the 11<sup>th</sup> Street Park. The few that knew of the park assumed it was a private neighborhood park rather than a city park. Requested park improvements here were in keeping with the other Dayton parks in general—for example, add restrooms, new play equipment, picnic areas, and light the basketball court.

### Landscaping and Maintenance

There were numerous requests for increased efforts toward park beautification. The community acknowledged the issues that had been caused by the water shortage in Dayton; yet, there remained a significant interest in moving beyond this problem and developing a park landscaping and maintenance plan. Many suggested that a core volunteer group be formed to assist in gardening and landscaping on a routine basis. Requests for park landscaping and maintenance included the following:

- Community garden area.
- Flowers around the pavilion in Courthouse Square Park.
- Green lawns in the parks.
- An improved general maintenance plan for all parks.
- Develop a landscaping plan.

## CHAPTER 8: VISIONS AND PRIORITIES

### Vision

Community and neighborhood parks enhance the quality of life for Dayton area residents. Well-maintained parks and green spaces encourage healthy, active communities and promote civic pride and citizen involvement. The City of Dayton will develop a Parks and Recreation Master Plan that will:

- Enhance the overall livability of Dayton area residents.
- Encourage community participation.
- Provide safe areas for children and youth to gather and play.
- Promote active lifestyles.
- Support strong healthy families and businesses.
- Encourage regional tourism.
- Foster pride in city parks.
- Restore and preserve selected historic features.
- Discourage crime.

The City of Dayton will accomplish this vision through the pursuit of the following goals:

- Make improvements to current parks infrastructure.
- Create a parks landscape, lighting, and maintenance plan.
- Replace damaged and outdated picnic and playground equipment.
- Build new restrooms and add potable water to all parks.
- Establish a plan to restore, renovate, and review historic features in the parks.
- Explore collaborative projects.
- Develop new recreation facilities.

### Goals

The Parks Advisory Committee having reviewed the public comments, the briefing papers, and a conceptual plan for the parks system (titled “Conceptual Ideas for Dayton Parks” and included in the Appendix section of this plan) defined the following near-term goals.

#### Goal #1: Maintain and Improve Existing Parks

The Parks Advisory Committee recognizes the assets that the community parks represent. While it is attractive to dream about creating new facilities, the Parks Advisory Committee believes that it is critical to preserve, protect, and repair existing systems before developing new facilities. Of note, due to the current mixed ownership situation of Legion Field and the uncertainty of the future of that facility, the Parks Advisory Committee recommended these maintenance and improvement efforts do not extend to Legion Field.

Below is a list of some key strategies for meeting this goal. In subsequent chapters of this plan, more details are provided for the implementation of these strategies.

- Develop maintenance plan for current parks.
- Develop landscaping and lighting plan for current parks.
- Build new restrooms:
  1. Courthouse Square Park
  2. 11<sup>th</sup> Street Park
  3. Alderman Park
- Develop potable water at all parks.
- Restore and improve the blockhouse and pavilion.
- Add new playground equipment to existing parks.

Goal #2: Develop Alderman Park

Alderman Park in many ways is the unknown treasure of the City's parks. Many members of the community were not even aware that this currently unimproved property was part of the parks system. Due to its scenic location near the river, the vision for Alderman Park is to combine leisurely picnicking activities with children's play equipment. Due to the large open field, the Parks Advisory Committee also views Alderman park as the potential home of a new soccer field and/or tennis court.

Goal #3: Research and Develop a Skate Park

Due to the young population in Dayton, many community members have included a skate park as a top priority for the community. Many rural and small communities have developed skate parks over the past five years. There are a number of models that combine youth involvement with design features, the use of volunteer labor, and ways of addressing potential safety and liability issues. Key strategies involved in this goal include the following:

- Agree on a site.
- Develop a design.
- Utilize innovative resources to capitalize the project.
- Develop operational guidelines that address issues of liability, safety, and maintenance.

Goal #4: Research and Develop a Community Center

A multi-use facility to serve as a community center and/or senior center was one of the top priorities defined during the community meetings. While not a park, this facility would most certainly be essential to the recreational opportunities enjoyed by the citizens of Dayton. The Parks Advisory Committee would like to look at innovative strategies for citing and capitalizing this type of facility. One conceptual plan has this building being located at the location of the current Dayton Fire Hall. The new multi-use facility would also include the city hall, library, and possibly be the grounds for the skate park. Key strategies involved in this goal include the following:

- Identify the feasibility of developing a new multi-use facility.
- Agree on preferred location and project partners.



- Develop a conceptual design.
- Develop a capitalization strategy.
- Develop a business plan defining operational processes.

Goal #5: Develop Collaborative Efforts with Other Groups

Most residents of Dayton do not readily discriminate between properties owned by the City, Yamhill County, or the Dayton School District when pursuing their recreational activities. The Parks Advisory Committee recognizes the importance of collaborative partnerships to enhance the livability of the community. Therefore, a goal that will ensure that the community stays open and interested in the potential of collaborating with Yamhill County, the Dayton School District, and Future Farmers of America has been included in this plan. These partnerships may lead to further improvement and development of community assets, such as the following:

- Dayton Landing
- Palmer Creek Trail
- Legion Field
- Other sites

## CHAPTER 9: COURTHOUSE SQUARE PARK

### Vision

Courthouse Square Park continues to serve as the “family room” to the growing Dayton community. It is the central gathering space for community events, city presentations, extended classrooms, and family celebrations. A well planned and well maintained park that features complementary design elements will provide years of enjoyment to area residents and encourage positive growth and interconnectivity.



Fountain and pavilion

### Top Priority Improvements

#### Repairs

- Perform repair and preservation work on the blockhouse.
- Repair and improve the pavilion as recommended. Get rid of the brick planter area that surrounds the pavilion.
- Consider replacing the fountain with a new water feature or repair and restore existing fountain.



Blockhouse

#### Aesthetics

- Develop a maintenance and landscaping plan for the park.
- Develop and integrate a common theme or style for all park architecture and equipment.
- Use landscaping features to provide barrier between street and playground.
- Implement a lighting plan that is cohesive in design and includes a timing system to dim lights in the late evening.
- Create a continuity flow with uniform picnic tables and garbage cans.
- Widen sidewalks around the park to be friendlier and not hindered by parked cars opening their doors.

#### Improvements

- Purchase and install new playground equipment.
- Design and build new ADA-accessible restrooms that compliment the existing architecture (blockhouse or pavilion) and are vandal proof to the extent possible.
- Replace covered picnic structure with new structure that compliments existing architecture.
- Make improvements and repairs to the basketball court as necessary (resurface/paint).
- Include an interior path through park that is of compacted materials and handicap accessible.



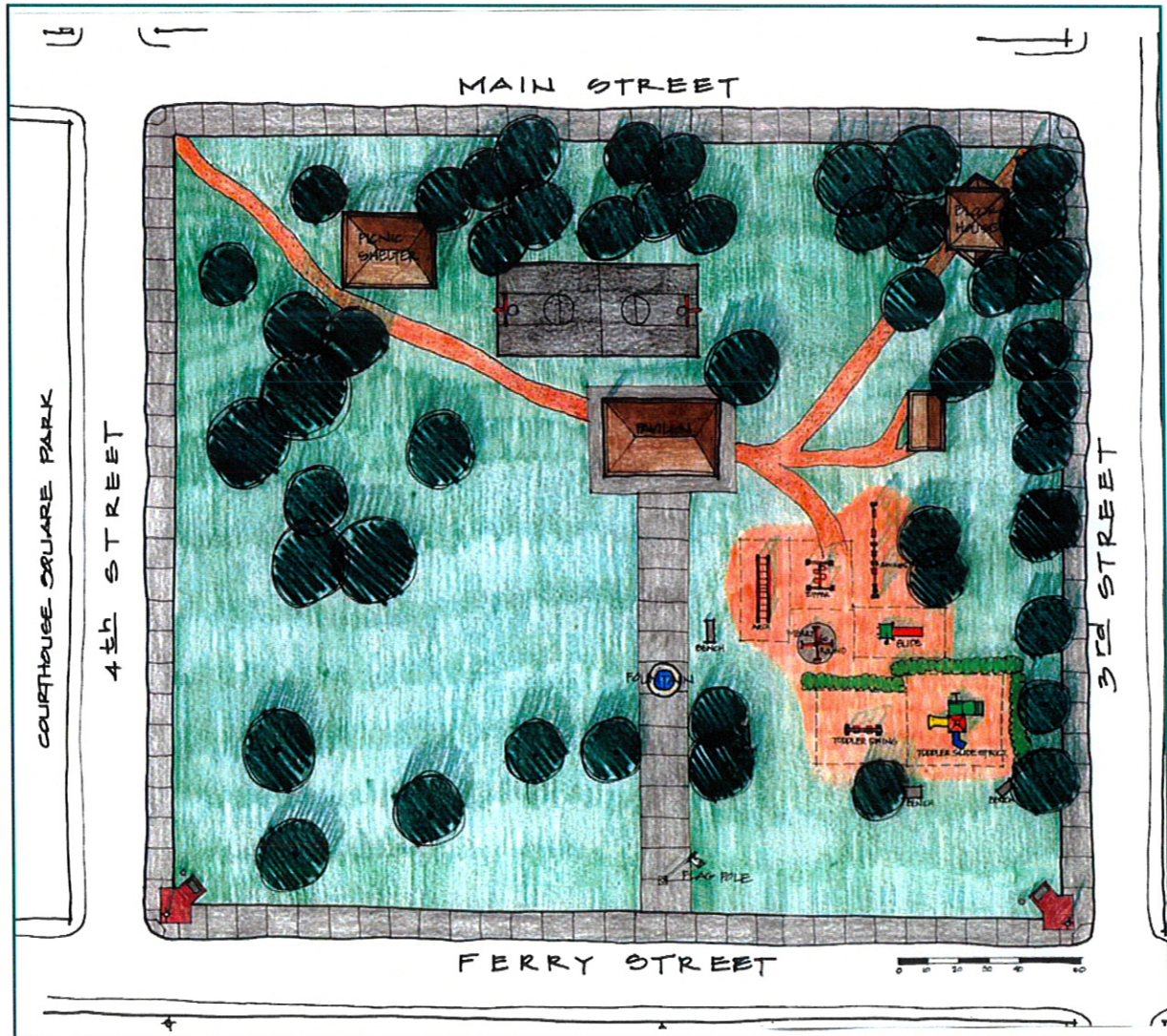
New Features

- Add a drinking fountain.
- Create a memorial opportunity in the park other than the plaques strewn throughout the park.
- Include handicap parking spots on all four corners and add a loading zone.

Other

- Remove the bell, cannon, and pump.
- Preserve green space.

Map of Proposed Improvements in Courthouse Square Park



## CHAPTER 10: ALDERMAN PARK

### Vision

Alderman Park provides Dayton residents with many new opportunities for recreation and relaxation. Located away from the city center on the banks of the Yamhill River, the park can be accessed by a footbridge or by a gravel road and has the potential to become a destination area for family gatherings, anglers, and sports teams.



Open field at Alderman Park

### Top Priority Improvements

#### Repairs

- Repair or replace picnic tables and benches.



Existing picnic table

#### Aesthetics

- Develop a maintenance and landscaping plan.
- Create lighting plan.

#### Improvements

- Grade and turf the area.
- Develop the shelf by the river to be small picnicking area and include safety barrier between picnic area and the river.



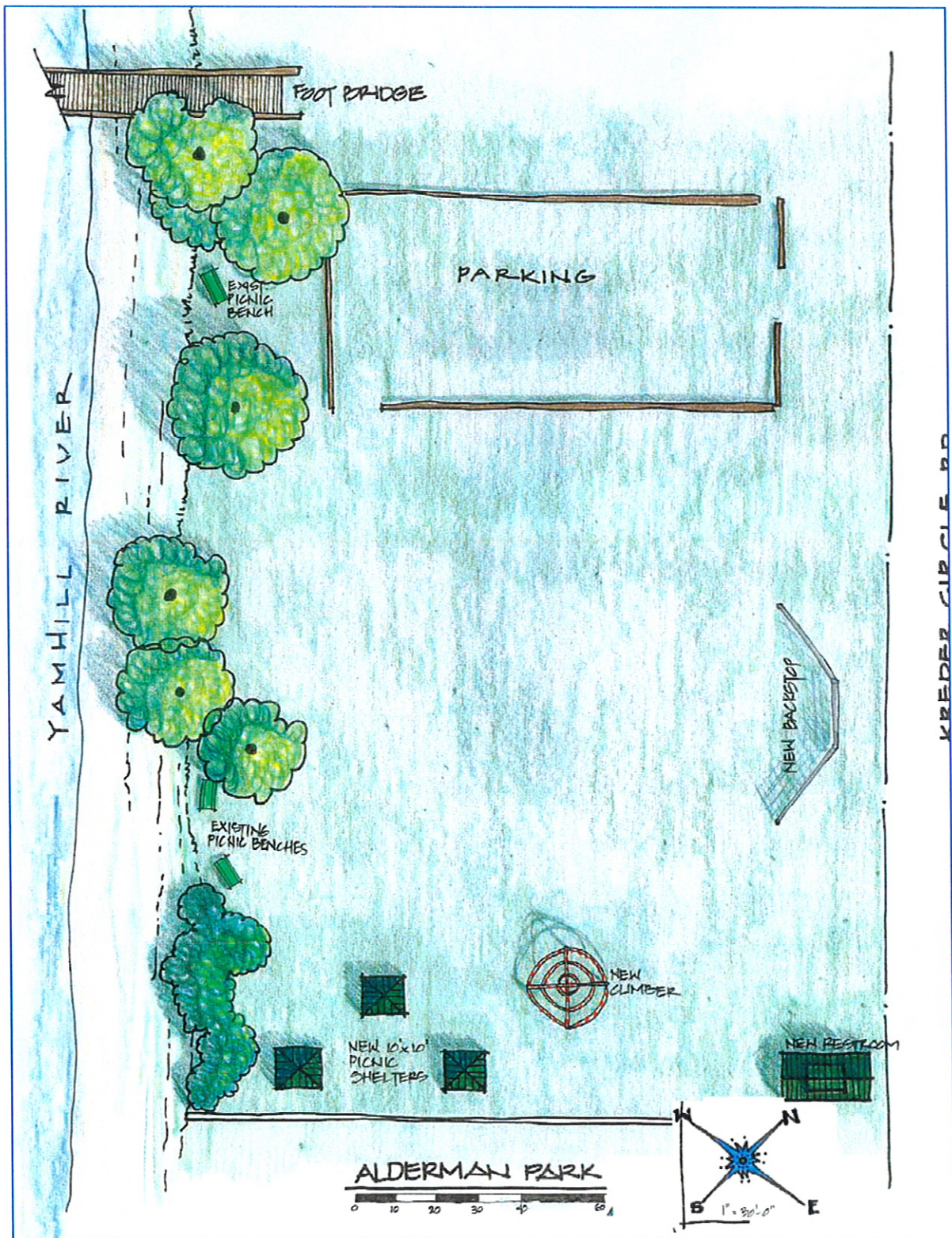
Yamhill River

#### New Features

- Add potable water.
- Add restrooms.
- Build covered picnic shelter.
- Add grill(s).
- Add picnic benches.
- Add horseshoe pits.
- Add minimalist, high-safety, low-maintenance play structure (pipe/tunnel area).
- Develop a soccer field or practice area.
- Consider the possibility of adding a tennis court.



Map of Proposed Improvements in Alderman Park





# CHAPTER 11: 11<sup>TH</sup> STREET PARK

## Vision

Situated in a residential area surrounded by homes, the 11<sup>th</sup> Street Park offers local residents a place to relax and connect with their neighbors. It provides children a safe place to play and families an area to picnic in the evening and weekends.

## Top Priority Improvements

### Repairs

- Repair and improve basketball court as needed.

### Aesthetics

- Develop maintenance and landscaping plan.
- Develop lighting plan.

### Improvements

- Replace playground equipment.
- Add picnic benches.

### New Features

- Install restrooms and drinking fountain/water spigot.

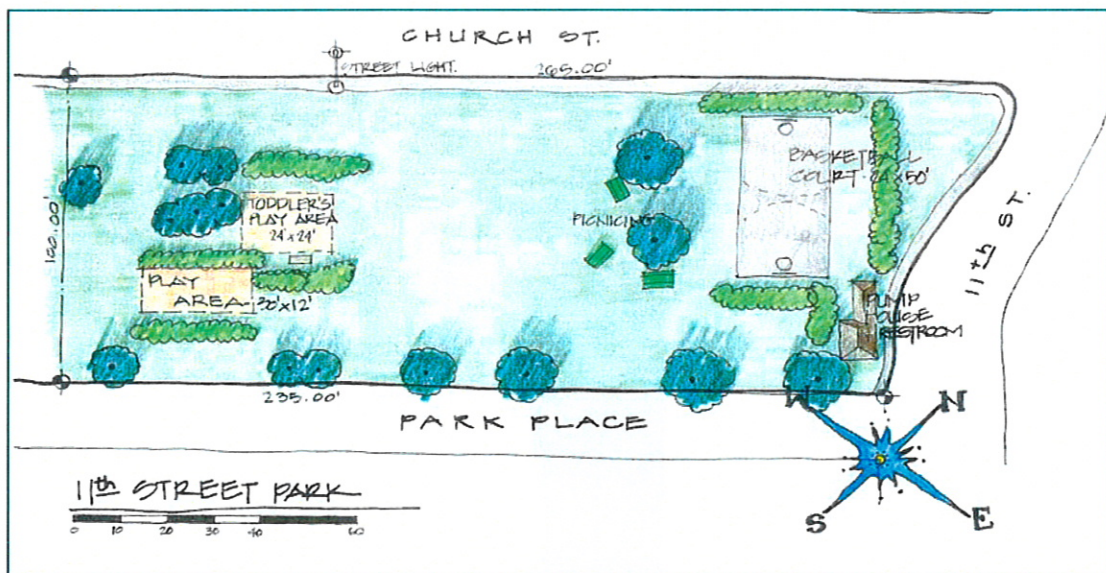


Basketball court



Picnic area

## Map of Proposed Improvements in 11th Street Park



## CHAPTER 12: LEGION FIELD

### Vision

Due to the uncertainty of plans for Legion Field, the Parks Advisory Committee decided not to address a vision for the park in this plan. Legion Field is jointly owned by the City of Dayton and the Dayton School District. The School District owns the half of the park adjacent to 4<sup>th</sup> Street, and the City owns the half of the land adjacent to 3<sup>rd</sup> Street.

Legion Field is located just a few blocks from Courthouse Square Park in a residential area. There has been some discussion by the District about the possibility of selling the field and building homes on the lot. There is potential to purchase Legion Field from the School District and use it for green space or a neighborhood park. Currently, Legion Field is very basic with minimal improvements and thus is used infrequently for other than its designated purpose.



### Considerations for the Future

While the PAC elected not to address planning for Legion Field, they did set a goal of continuing to pursue strong collaborative efforts. In light of this goal, the PAC identified some key improvements that they would encourage, should Legion Field continue to be used as a recreational venue in Dayton. These considerations for the future include the following:

- Communicate with the School District regarding long-term plans for park.
- Consider purchasing park.
- Add restrooms and potable water.
- Improve landscaping and overall maintenance.
- Add bleachers.



## CHAPTER 13: NEW PARKS AND RECREATION DEVELOPMENT

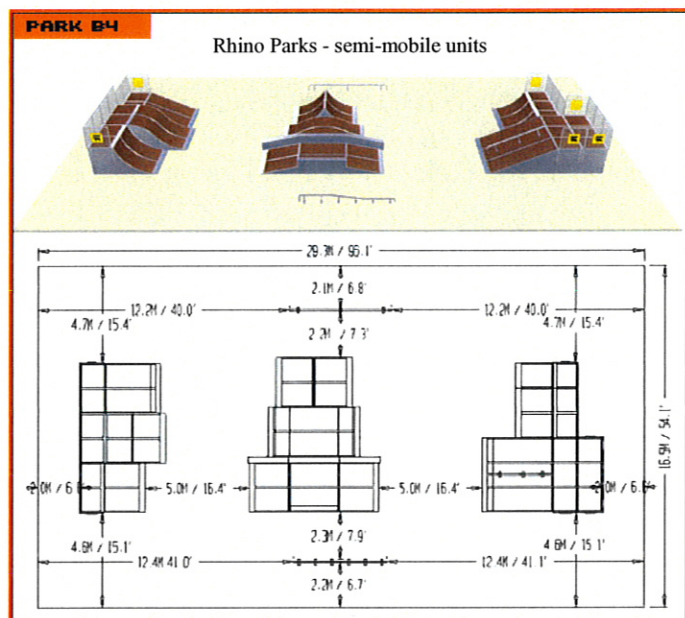
### Vision

In addition to improving and maintaining current Dayton parks, the City will continue to explore the development of parks and recreation priorities that evolved during community goal setting sessions with Dayton residents. As part of a longer-term development plan, Dayton envisions a community center where seniors can gather to socialize and share meals, where recreation classes are offered for community members of all ages, and where community-wide and family events can be held indoors. Dayton's youth are also supported in their pursuit to develop a well-designed and highly visible skate park that encourages positive youth interaction and responsibility.

### Top Priority Improvements

#### Skate Park

- Build park somewhere highly visible.
- Potential area located behind City Hall or near high school.
- Involve kids in designing park.
- Involve kids in setting and enforcing rules.
- Consider Rhino Parks (semi-mobile units).



#### Community Center/Senior Center

- Provide and coordinate youth sports programs.
- Provide youth arts and other recreation activities.
- Create community activity programs.
- Develop summer programs for kids.
- Develop programs for seniors.
- Provide ongoing education classes.
- Provide community dances.
- Build meal site for seniors.
- Create gathering site for seniors.
- Build indoor gymnasium.
- Include folding screens to split gymnasium into two areas.
- Build a kitchen.
- Include library and City Hall in building design.



## CHAPTER 14: COLLABORATION EFFORTS

### Vision

The City recognizes the importance and potential strength of maintaining and developing collaborative projects with regional organizations such as the Dayton School District, Yamhill County Parks District, and the Future Farmers of America. The City remains open and interested in the potential to develop further the Dayton Landing, Palmer Creek Trail, and Legion Field. The City also envisions that the facilities owned and operated by the Dayton School District are reasonably accessible to the public.

### Top Priority Improvements

#### Dayton Landing

- Improve lighting/signage.
- Add fishing wall for safety.
- Create landscaped area.
- Add restrooms and potable water.
- Improve boat ramp to river.
- Create a trail to the footbridge.
- Improve parking.
- Cut off vehicle access to walking bridge.
- Add picnic areas/seating areas.
- Restore stream bank to make healthier.
- Develop better communication and partnership with Yamhill County Parks District.
- Add trails that connect to Palmer Creek Trail.

#### Palmer Creek Trail

- Create trail map to identify length and difficulty of trail.
- Widen trail/improve handicap accessibility.
- Create long-term plan for trail development.
- Add areas to sit and eat.
- Repair and maintain bridge.
- Create self-guided nature walk brochure/sign.
- Clean up the trail.
- Create a voluntary adult work party to maintain trail.
- Advertise and educate public about trail.
- Engage students in planning trail.



**SECTION 3:**  
**OPERATIONS AND MAINTENANCE PLANS**



Arial photo of Dayton taken in 1994

## **CHAPTER 15: MANAGEMENT PLAN**

### **Purpose**

The City recognizes a need to undertake comprehensive management of Dayton's parks and, to this end, has adopted the principles of the management plan described below. The overarching purpose of the plan is to ensure that the City undertakes active management of its parks and remains cognizant of the local needs, the available resources, and opportunities to improve the parks and local infrastructure whenever possible.

Historically, the City has undertaken basic maintenance of its parks, but this has frequently just been on an as needed basis. Furthermore, Dayton is growing, adding new residents, and becoming more diverse; all of which places new pressures on the parks. Consequently, the City sees a need to be a more active manager of the facilities and to involve the public more fully, to encourage community involvement, and to develop partnerships wherever possible.

### **Issues and Concerns**

Dayton occupies a unique niche compared to some surrounding communities and therefore providing parks presents a similarly novel challenge. In particular, the lack of a local police force creates opportunities for vandalism that tend to be exploited. The park facilities, especially the restrooms in Courthouse Square Park are the frequent, indeed regular, focus of vandals who clog plumbing, rip fixtures from the wall, and even set fire to the scarce combustible materials. In addition, Dayton's high percentage of young people creates higher than average demand for parks and recreational facilities compared to other communities of its size.

Other issues and concerns, apart from those that focus on destruction, includes the sentimental attachment of residents to the trees and features of the parks that present maintenance, safety, or convenience problems. For example, any action taken to thin or fell dying trees is usually strongly resisted by residents. Likewise, the fountain in Courthouse Square Park is typically dirty, used for bathing in some instances, difficult to maintain, and yet beloved by most residents as an integral part of the park. In part, these issues point to the need to develop reliable communication with the public and a method to receive and respond to concerns.

Finally, perhaps the biggest concern relating to the parks is one of supply. Dayton is growing and, as noted, has a large youth population. This creates diversity of use demands for parks and recreational opportunities. Of course, the schools meet some needs, but there is clear evidence that amenities that are more diverse are already needed, and this need is sure to grow in the future. Taken together, the City faces several pressing issues as it works to manage its parks and recreational facilities.



## Goals

- Improve communications and relationship with the public.
- Build support for park renovation or development programs/initiatives.
- Create a guiding philosophy for the maintenance, changes, development, and use of the parks.
- Identify needs and resources.
- Identify strengths, weaknesses, opportunities, and threats to the parks.
- Improve staff and the City's efficiency by identifying and correcting small problems, understanding community concerns and preferences, and responding more quickly.
- Improve the City's ability to respond to concerns and address problems.
- Develop policies and procedures to guide the City and staff actions in a consistent manner.
- Systematically reach out to recreational partners, including the School District, Yamhill County, and private landowners.
- Improve public safety as it relates to the parks.
- Utilize volunteer help and support for parks development, programs, and maintenance.

## Recommendations

The recommendations identified here are the result of public commentary, the Parks Advisory Committee, and a review of the policies and procedures of other communities. At the same time, the recommendations provide a starting point for the development of Dayton's park management plan and policies. The management plan should, and will, be amended and expanded as the City of Dayton moves forward, implements the recommendations, and adjusts to the changing environment.

- Develop a maintenance plan for each park with a schedule of activities.
- Develop a landscaping plan for each park.
- Adopt the Preservation and Development Plan for Courthouse Square Park, especially the blockhouse.
- Include in the landscaping plan, or as a separate document, a policy and plan to replace dying trees that includes public input and comment.
- Prioritize park maintenance and improvement.
- Publicize park priorities and solicit public comment.
- Develop community volunteers, and encourage local participation in the upkeep and improvement of the parks.
- Develop a replacement schedule for park items.
- Take regular advantage of Oregon State Parks and Recreation Department's grant programs, including those designated for historic preservation activities.
- Develop protocols for working partnerships with other recreational providers and entities with resources to assist the City in its park development goals.
- Enter into Memorandums of Understanding (MOUs) with other recreational providers and stakeholders to address recreational needs in Dayton, such as the School District, Yamhill County, and private landowners.

## **Evaluation and Benchmarks**

Any management plan or action plan needs benchmarks to assist the undertaking body in measuring progress and assessing the effectiveness of that plan. To this end, the City has identified several key milestones that it expects to reach as it implements its management plan and develops it further. These milestones are as follows:

- Adopt Parks and Recreation Master Plan by December 6, 2004.
- Adopt Courthouse Square Park Preservation and Development Plan by February 2005.
- Creation and implementation of a maintenance plan by May 15, 2005.
- Sign parks MOU with Yamhill County outlining specific responsibilities and commitments regarding the Dayton Landing by autumn of 2005.
- Complete implementation of Phase I of the Courthouse Square Park Preservation and Development Plan recommendations by end of 2005.
- Publicize goals for the parks and priority lists by spring of 2005.
- Receive public commentary on the priority lists by June 1, 2005.
- Begin work on 11<sup>th</sup> Street Park by September 2005.
- Complete renovation and restoration of Courthouse Square Park by end of 2006.
- Begin work on Alderman Park by 2006.

## **CHAPTER 16: MAINTENANCE PLAN**

### **Purpose**

One of the key issues and concerns that arose as part of the parks master planning process for the City of Dayton was the need to take a more active role in managing its parks and, in particular, to increase the resources devoted to park maintenance. The public and the Parks Advisory Committee urged the creation of a maintenance plan that prioritizes services and increases the attention each park receives.

There are many reasons for the emphasis on the adoption of a maintenance plan, but one of them is that over the past several years, the City has not been able to water the parks throughout the summer. This has led to an unkempt appearance. A new well and water system has alleviated this issue. The new water system allows Dayton to address the question of irrigation, but the issue is bigger than simply the grass. The parks are targets of vandalism and playground equipment is old and worn. The facilities in Courthouse Square Park show their age and everything from the pavilion to the picnic shelter need to be repaired and maintained.

If the City is going to invest in park repairs, new facilities, and equipment, residents rightly expect that the new equipment will be maintained to ensure the maximum public benefit. Therefore, creating and adopting a maintenance plan that is realistic and reflects the resources of the City is an important step in demonstrating that the City of Dayton truly can and will take care of the investment.

Significantly, the maintenance plan for Dayton's parks must reflect the actual capacity and resources of the City. Too often plans are drafted reflecting an ideal that is not grounded in the reality of limited resources and competing needs. Dayton's maintenance plan will be a compromise that should have public comment and reflect the priorities developed in the master planning process.

### **Issues and Concerns**

One of the foremost guiding principles of Dayton's maintenance plan is to maximize the benefits available from its limited resources. Consequently, the City will prioritize Courthouse Square Park and activities that facilitate the broadest number of users and uses. It is more important to the residents of Dayton to maintain good fields for baseball, softball, football, soccer, and other games than it is to make annual upgrades to a single basketball court or build a new single use facility.

Another driving issue and concern relating to the maintenance of Dayton's parks is that of safety. Broken, ill maintained, or untended facilities creates potential for injury. Not only is the City interested in keeping the public safe because it is the right thing to do, but it must also be concerned about insurance rates and the threat of lawsuits. Thus, an organized and reasoned

maintenance plan is a clear public benefit for the people who use the park, as well as the local taxpayers who ultimately bear the cost of problems.

Many manufacturers of playground equipment offer the availability of liability insurance. As a condition of this insurance, specific maintenance activities and schedules are provided. The City will be expected to document that proper maintenance and inspections have been undertaken. Therefore, the maintenance plan for playground equipment should be updated and implemented as new equipment is purchased and installed.

Another significant concern for the City, as well as the public, is the landscaping in the parks, especially Courthouse Square Park. The trees in the park are beloved by many, including the memorial trees. The City is wary of cutting dying trees and even pruning others, lest a public outcry result, even though there are compelling safety reasons to act. A maintenance plan that spelled out Dayton's policies and procedures for pruning and cutting down trees, as well as for planting new ones, would help address the problem and give the public a chance to be involved in its creation.

## **Goals**

- Create a maintenance plan for each of the City's parks based on the priorities identified in the management plan.
- Use the MOU process developed in the management plan to identify Dayton's responsibilities for the Dayton Landing and the Palmer Creek Trail.
- Allocate resources to maximize the effectiveness of every dollar spent.
- Publicize maintenance plan drafts and allow the public to comment.
- Incorporate public comments and priorities into the plan.
- Involve volunteers in the upkeep of the parks.
- Publish the maintenance goals for each park and invite commentary.
- Incorporate maintenance standards set by recognized authorities, such as the National Recreation and Park Association.
- Develop protocols that encourage staff members to identify small problems before they become larger concerns.
- Ensure that staff members have the training to perform the maintenance and knowledge of the plan.
- Undertake an annual assessment of strengths, weaknesses, opportunities, and threats to the parks.
- Refine the maintenance plan and practices on an annual basis based on staff experience, changing cost structures, and public preference.
- Improve public safety as it relates to the parks.

## **Recommendations**

The recommendations identified here are the result of public commentary, the Parks Advisory Committee, and a review of the policies and procedures of other communities. As with other plans and recommendations in this Parks and Recreation Master Plan, this section represents a



starting point for a parks' maintenance plan. The overarching recommendation is that the City, or its staff, reviews the plan on a regular basis to make sure that it is relevant and practical. Indeed, an un-amended or outdated plan is probably worthless and a clear sign that it is not being used or is not useful.

- Create a spray and maintenance schedule.
- Improve the parks irrigation system.
- Add more staff to maintain parks.
- Develop a facilities maintenance plan:
  - When will the roof need to be replaced (how long will the materials last)?
  - When will structures need paint and/or replacement (what is the lifetime of the products used)?
- Draft a plan to replace current restrooms and fixtures with vandal resistant facilities.
- Add long-life, low-maintenance playground equipment.
- Create a blockhouse maintenance plan.
- Add restrooms and maintenance plan for all city-owned parks.
- Develop a landscape plan that includes plants that bloom in all seasons.
- Create a maintenance plan for growing and mowing different types of grasses, such as for the sports field in Alderman Park.
- Devise a plan and means to deal with animal waste in parks/owner responsibility.
- Publicize park maintenance schedule so that it is available to residents who may be concerned or have a question.
- Solicit public comments.
- Provide meaningful replies to public questions and concerns.
- Develop community volunteers, and encourage local participation in the maintenance of the parks.
- Develop a replacement schedule for park items.

### **Evaluation and Benchmarks**

Any maintenance plan or action plan needs benchmarks to assist the undertaking body in measuring progress and assessing the effectiveness of that plan. To this end, the City has identified several key milestones that it expects to reach as it implements a management plan and develops it further.

- Draft a landscape plan for the parks by April 1, 2005, that addresses planting and removal of trees, involvement of volunteers, and coordinates plantings to include seasonal blooms.
- Draft ordinance for the Dayton City Council to consider regarding the responsibilities of pet owners for the actions of their pets in Dayton's parks by April 1, 2005.
- Draft spray plans for the parks by May 15, 2005.
- Solicit and collect public commentary on spray plans by June 15, 2005.
- Adopt spray plans for the parks by September 1, 2005.
- Draft a maintenance plan for Courthouse Square Park by July 1, 2005, with specific plans for each facility in the park, including the blockhouse, pavilion, picnic structure, fountain, and restrooms.

- Solicit and collect public commentary on the plan for Courthouse Square Park by September 1, 2005.
- Adopt the maintenance plan for Courthouse Square Park by October 1, 2005.
- Draft a maintenance plan for 11<sup>th</sup> Street Park by September 15, 2005, which reflects any new facilities or changes.
- Solicit and collect public commentary on the plan for 11<sup>th</sup> Street Park by November 15, 2005.
- Adopt the maintenance plan for 11<sup>th</sup> Street Park by January 1, 2006.
- Draft a maintenance plan for Alderman Park by January 1, 2006.
- Solicit and collect public commentary on the plan for Alderman Park by March 1, 2006.
- Adopt the maintenance plan for Alderman Park by May 1, 2006.

## **CHAPTER 17: FUNDING PLAN**

### **Introduction**

The City of Dayton has a wide range of options and approaches from which to choose when it comes to considering how to fund the recommendations in this Parks and Recreation Master Plan. In order to sort out the options, which include private grants, government grants, tax dollars, businesses, individuals, fees, and fund-raisers; the City must have a plan. It must have a plan not only for the parks, which the Parks and Recreation Master Plan provides, but also for raising funds. Moreover, the City must recognize that while it is an important part of the fund-raising milieu, it needs partners, local proponents, and supporters if it is going to be successful seeking outside dollars to assist in funding parks.

This chapter and funding plan assume that the City will seek non-city revenue to support the parks. To secure non-city revenue will require not only a plan, but also a core contingent of committed individuals and partners with whom the City can work to raise funds.

### **Partners and Collaboration**

At the outset, it is vital that the City recognize the opportunities available to it, as well as those that are not. Specifically, this means that while there are many potential sources of park funding, not all of them are willing to give to a city or a municipal government. Consequently, the City would do well to cultivate relationships with local tax-exempt, 501(c)(3) organizations that have the ability to apply to private foundations and trusts. Some private foundations and trusts accept applications for municipal governments, but most do not.

A review of the 501(c)(3) nonprofits in the community available through online sources and conversations reveals that there are a few logical or obvious partners for the City. The Dayton Heritage Society and Dayton's Code 1 organization are two such possible partners, but the City may find it most advantageous to cultivate the development of a new nonprofit if there was sufficient interest. In addition to allowing the community to pursue funding from private foundations and trusts, collaborative relationships, such as Dayton student internship programs, help demonstrate support for the project and assist in meeting match requirements.

### **Self or City Funding**

In many ways, the easiest method to secure funding for the parks is to dedicate City of Dayton revenue to the parks. This method avoids the expense of applications, administration, and partnership building. In addition to using these funds, the City could opt to create a special tax district, which is a common municipal mechanism. Typically, tax districts have a separate governing board.

Another method available to the City is to pursue a bond measure. A bond could raise a significant amount of capital to be used for improvements, equipment purchases, or some

combination of activities. However, a bond is type of tax, and based on local sentiment, the passage of a bond measure is far from a sure solution. Moreover, if the bond is defeated, it may create ill will toward the parks in general.

Similarly, the City could pursue debt financing, which is similar to a bond issue. The USDA operates a “Community Facilities” program for rural places that Dayton could use to build or renovate a community center or similar structure. In the case of the USDA, the loan is amortized over 40 years and typically has a subsidized rate of 4% to 5%.

Alternatively, the City could decide to impose user fees and dedicate that revenue to the parks. However, preliminary indications are that this would be unpopular, and the City has no system to handle the administration. Moreover, the parks’ open access points do not lend themselves to user fees and it is doubtful that sufficient funding could be raised to make a material difference to the parks.

### **Seeking Outside Support – Steps**

Assuming the City prefers to seek outside support, the first thing it should do is to identify its purposes and costs. The steps include the following:

- 1) Outline objectives for park projects.
- 2) Determine costs.
- 3) Identify opportunities for in-kind contributions of materials and/or labor.
- 4) Create a local fund-raising plan – including naming responsible individuals.
- 5) Solicit for local donations and contributions.
- 6) Identify potential grant sources.
- 7) Pursue grant applications.

### **Local Fund-Raising**

Local fund-raising is an essential component to any campaign, and there is no way around the requirement. If the City has sufficient funds to match a government grant, then a true local campaign could be avoided, but any funder, be it a governmental agency or private foundation will demand to see evidence of local support and contribution. Some communities opt to launch comprehensive local campaigns that include events, fund-raisers, direct mailings, and solicitations. Obviously, these campaigns require more work, but if the City does not have the resources to provide matching requirements, this is an option.

Significantly, governmental grants require matching percentages, and city funds are as good as any other. However, for private foundations, this is not the case. Private foundations will expect to see evidence of local support and this usually means contributions, be it in the form of cash or in-kind materials and labor. The private funding community expects to see significant local contribution as evidence of community support and project viability. No funder wants to back a project that fails. Therefore, community support is an essential ingredient in gauging the likelihood of ultimate success. A review of the Oregon Foundation Databook, the documents and materials from the Foundation Center, and individual guidelines reveals suggested local



contributions ranging from 10% to 50%. Thus, if Dayton expects to raise funds through private foundations, it will need to solicit locally.

### **Governmental Grants**

Perhaps, the State of Oregon grant funds offer the best funding opportunities for Dayton and its parks. The State Parks and Recreation Department has several different grant programs, including the Land and Water Conservation Program, a recreational trails grant program, and the Local Government Grants Program. These are clearly the best-fit opportunities for the City.

Other state agencies that might have grant funds available include the State Historic Preservation Office for a project involving the blockhouse or Courthouse Square Park. The Oregon Economic and Community Development Department (OECDD) administers programs that might have funding available. The Community Development Block Grant (CDBG) program is one such program, but this program works best for a community facility, such as a community center, not for parks improvement projects. OECDD also has a Downtown Revitalization Grant that may be applicable for sidewalks and perimeter lighting at Courthouse Square Park.

Likewise, depending on future appropriations, the Oregon Tourism Commission, the Oregon Cultural Trust, and the Oregon Arts Commission may have small grant funds available. For example, if the City were to combine the parks and arts, then an Oregon Arts Commission “Arts Builds Communities” grant may be an ideal fit. Support for signage may also be found through the Tourism Commission, although these organizations have curtailed grant programs significantly during the recent recession.

Finally, the Oregon Housing and Community Services has a Community Incentive Fund grant program that is targeted for funding downtown improvements, along with other specific priorities. Due to the poor economy, the legislature chose not to fund this program in 2003, but they may elect to revisit funding in 2005.

### **Private Foundations and Trusts**

Almost universally, private foundations and trusts require a 501(c)(3) tax-exempt organization to be the applicant for grant requests. To meet this standard, the City needs to collaborate with appropriate organizations. Unfortunately, Dayton has relatively few local or regional private funders that it could tap for this project. The Spirit Mountain Community Fund might consider an application in the range of \$20,000 to \$75,000, and it does not require a nonprofit to be the applicant.

Large private funders PARC would consider as potential funders include the Ford Family Foundation, the Meyer Memorial Trust, and the M.J. Murdock Charitable Trust. The Collins Foundation, may also consider the project, but at a level closer to that of Rose E. Tucker Charitable Trust, the Autzen Foundation, and the U.S. Bank Foundation (\$15,000 to \$25,000). There are many other small funders that give from \$5,000 to \$15,000 that Dayton would have to pursue with the assistance of a 501(c)(3) nonprofit organization.

In addition to foundations that fund parks and recreation activities, there are other fundable elements included in this Parks and Recreation Master Plan. Funders such as the Kinsman Foundation are interested in funding historic preservation activities. Charlotte Martin Foundation will fund specific organized athletic projects. Even skate parks have specialized funding options. For example, the Tony Hawk Foundation only funds the development of skate parks in rural communities. As the City attempts to fund each element of the plan, it will be important to think beyond just parks and recreation and explore other funding priorities that match the activity.

### **Businesses and Corporations**

Unfortunately, Dayton has few businesses and no national corporations with a local presence. Therefore, a successful campaign would have to solicit from businesses in Yamhill County and McMinnville with customers in Dayton. Among the important businesses that need to be asked to give are professional offices, including doctors, lawyers, accountants, architects, and other professionals.

### **Operating Costs**

The discussion above discusses funding options and opportunities to create and build parks. Generally, funding is much more readily available for capital costs to build or renovate a park, rather than to operate them continuously. Indeed, it may be impractical to find support for continuing operations, since most funders consider the sustainability of any given project before making their decision. If the City cannot afford to operate, maintain, and repair its parks, it may find it difficult to find support for those activities.

If the City of Dayton does believe it needs operating support, a potential strategy is to seek capacity building grants or planning grants that could underwrite operations while the City creates a sustainability plan. However, in the end, the City will have to find a mechanism to operate the parks on its own, since outside funders are highly unlikely to support continuing operations.

## CHAPTER 18: LIGHTING PLAN

### Overview

The purpose of developing a lighting plan for the Dayton Parks system is to address the desired functions that outdoor lighting should serve, the standards for meeting those functions, and a plan for implementing these standards. As with all technology, lighting has substantially changed in recent years. New technologies have enhanced the energy efficiency of the lamps (bulbs) themselves. While enhancements in materials, such as cast aluminum, have affected both the cost and options of the posts. Finally, a lighting plan will enable the City to make incremental decisions in a comprehensive manner.

### Current Situation

#### Courthouse Square Park

Currently, Dayton's park lighting scheme represents a series of ad hoc decisions. Courthouse Square Park has two, single Victorian-style light posts located on the corners of 3<sup>rd</sup> and Ferry Streets and 4<sup>th</sup> and Ferry Streets as part of the matching entries into the park (consisting of a brick pad, a bench, and the light post). These posts were purchased from a foundry in Fife, Washington, within the last decade. However, this foundry has since gone out of business.<sup>26</sup> These street lamps are 10-foot-tall posts with a single light fixture on the top. The posts are each equipped with two brackets to support 24-inch hanging baskets. These brackets were purchased directly from Country Gardens in McMinnville, and this style bracket continues to be available for about \$35 each.

In addition to the two historic replica light posts in Courthouse Square Park, a standard halogen light is located near the south corner of the blockhouse. This light is mounted on a utility pole and has a photocell to control the operation of the light. Another halogen light is located on the perimeter of the park on 4<sup>th</sup> Street. Some additional lights are located on the pavilion, in the restrooms, and as part of the fountain. These lights are controlled by a manual switch only. No specialized lighting has been included for the picnic shelter, playground area, or the basketball court.

The downtown core area in Dayton has a number of streetlights. While these are not part of Courthouse Square Park, their ambient light affects the park. There are streetlights located across from the park on the corners of 3<sup>rd</sup> and Ferry Streets, 4<sup>th</sup> and Ferry Streets, 3<sup>rd</sup> and Main Streets, and 4<sup>th</sup> and Main Streets. In addition, there is one streetlight located across the park, on Ferry Street located approximately in the middle of the block. The presence of these streetlights creates a negative impact on the aesthetics of Courthouse Square Park, as well as the entire downtown. Therefore, replacement of the downtown streetlights in accordance with the Courthouse Square Park lighting improvements is recommended.

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<sup>26</sup> PARC interview with Melissa McLaughlin (8/16/04), Owner of Country Gardens. Country Gardens was the company that coordinated the purchase of the two existing posts in Courthouse Square Park.

Alderman Park

Alderman Park has no lighting within the park’s boundaries.

11<sup>th</sup> Street Park

Although a degree of lighting of the park is achieved through adjacent properties and streetlights, 11<sup>th</sup> Street Park has no lighting within the park’s boundaries. One streetlight is located on the perimeter of the park on Church Street near Cindy Lane.

**Goals**

Currently, the City of Dayton Land Use and Development Code does not contain language specific to lighting. While a number of communities have elected to add language to their municipal codes to control such issues as “light pollution” and “light trespass” to-date this has not been an issue in Dayton. However, within the context of developing a lighting plan for the parks in Dayton, the Park Advisory Committee has identified some general goals and principles that should be included in all lighting decisions. Key elements of these goals are described below.

Improve Sensitivity to Neighbors

As discussed previously, two of the three active parks do not have any internal lighting at all, and the third, Courthouse Square Park, has limited lighting. As considerations are given to adding lighting to these parks, the Park Advisory Committee is adamant that this additional lighting does not encroach or interfere with neighboring properties.

Improve Usability of Park

Currently in Dayton, the parks are open every night until 10:30 p.m. The addition of lighting to the parks should enhance the ability of the public to utilize the parks for their intended purposes, during all hours of operation. Since each of the three main park facilities has both passive and active uses, the lighting should be consistent to these uses.

Improve Safety

Improving safety has a number of factors. From ensuring the parks do not contain dark, hidden spaces where crimes can occur, to making sure equipment and play areas are well lit during hours of use, safety should be a paramount component of any plan.

Discourage Vandalism

As with many public facilities throughout the country, the parks in Dayton have experienced acts of vandalism in the past. These acts have ranged from painting graffiti on park structures, to the actual destruction of picnic tables, garbage cans, and playground equipment. In addition, theft of park property, such as picnic tables has also been an issue in the past. Through the use of proper lighting, the Parks Advisory Committee believes that some of these acts of vandalism will be eliminated due to the increased ability of neighborhood and community policing of the parks themselves.



## Increase Aesthetics

The parks play an important role in the “feel” of Dayton. The blockhouse, pavilion, and fountain all have become icons of the community. Courthouse Square Park is truly viewed as the center of the town. Through the proper selection of light poles and fixtures and the placement of lighting to accent these community treasures, the beauty and importance of the parks can be enhanced.

## Reduce Energy Costs

The Parks Advisory Committee recognizes that the addition of the number of park lights will likely mean an increase of operating cost. Therefore, it is the desire of the PAC to explore and utilize, when possible, new technologies that will enhance the energy efficiency of the park lighting.

## **Lighting Component Overview**

### Lamps

While many communities begin the process by determining the type of fixture and light post they want, the California Local Government Commission on Lighting recommends, “starting from the top.”<sup>27</sup> It is their contention that the light source itself has the greatest impact on the energy efficiency of the lighting plan. In addition, since not all light fixtures accommodate all types of lamps, it is essential that this decision be made first. Finally, each type of lamp has characteristics that will impact illumination and light spillover. These characteristics will influence the placement of lights and the possible need for shields and glare control devices. The five basic types of lamps are described below with characteristics that may impact the decision making process.

- Mercury Vapor lamps are commonly used in streetlight applications. This technology dates back to the 1950’s, and while not energy efficient by today’s standards, they are still more than twice as efficient as regular incandescent lamps. These lamps tend to have a bright white light and while aesthetically pleasing to some, this also leads to significant glare issues.
- High Pressure Sodium (HPS) lamps are the overwhelming leader in streetlights today. While three to four times more efficient than mercury vapor lamps, the HPS lamps are still considered “old technology.” For communities considering a dimming or reduced intensity option for late hours, this lamp will not meet their needs.
- Low Pressure Sodium (LPS) lamps are a more energy efficient option to the HPS lamps. These lamps were specifically designed to have little or no lumens degradation throughout the lifetime use of the bulb. However, as with HPS the orange yellow tint provides some issues with depth perception and clarity.
- Metal Halide lamps are more efficient than mercury vapor lamps, but tend not to be as efficient as LPS or even HPS lamps. They provide a very bright light that is good for sports uses; however, they cause a significant glare issue. These lamps can be dimmed with switches or dimmable ballasts; unfortunately, this can lead to additional maintenance issues.

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<sup>27</sup> “Currents An Energy Newsletter for Local Governments”

- Induction lighting lamps represent a new alternative for outdoor lights. While expensive to purchase, the long lifespan and low maintenance costs can make up for these expenses over the long run.

Style	Characteristics	Lamp Efficiency	Lifespan
Mercury Vapor	<ul style="list-style-type: none"> <li>• Inexpensive to install and purchase</li> <li>• Expensive to operate due to relative inefficiency</li> <li>• Dimmable</li> <li>• Good color</li> <li>• Tend to have glare issues</li> <li>• Include hazardous material (mercury)</li> </ul>	13-48 lumens per watt	12,000-24,000 hours
High Pressure Sodium	<ul style="list-style-type: none"> <li>• Energy Efficient</li> <li>• Orange-Yellow light color can be problematic for some applications</li> <li>• Dimmable with special ballast or switching (note dimming lights changes color and may reduce lifespan)</li> </ul>	45-110 lumens per watt	12,000-24,000 hours
Low Pressure Sodium	<ul style="list-style-type: none"> <li>• Energy Efficient</li> <li>• Orange-Yellow light color can be problematic for some applications</li> <li>• Do not attract insects</li> <li>• Are not dimmable</li> <li>• Expensive fixtures</li> </ul>	80-180 lumens per watt	10,000-18,000 hours
Metal Halide	<ul style="list-style-type: none"> <li>• Good color</li> <li>• Relatively short life and high maintenance</li> <li>• Relatively expensive to operate due to inefficiency</li> <li>• Dimmable with special ballast or switching (note dimming lights can reduce the lifespan of the lamp)</li> </ul>	60-100 lumens per watt	10,000-15,000 hours
Induction Lighting	<ul style="list-style-type: none"> <li>• High initial cost</li> <li>• Energy efficient</li> <li>• Low maintenance costs</li> <li>• Long lifespan</li> <li>• Not dimmable</li> </ul>	61-76 lumens per watt	100,000+ hours

In addition to the styles of lamp described above, some use of compact fluorescent lighting is being implemented for outdoor purposes. While these lights have generally been used as an alternative to traditional incandescent lamps (outside of restrooms, in picnic shelters, etc.), due to their relatively low lumens output, some communities are beginning to use this technology to replace metal halide floodlights too.

### Shields and Glare Control

In recent years, the International Dark Sky Association (IDA) has championed the issue of light pollution. While much of the work of IDA has focused around education, the impact of their efforts can be seen at a number of levels. Communities such as Sandy and Bend have recently adopted lighting ordinances that promote the principles of preserving dark skies. The Sandy ordinance has been included in the Appendix section of this plan to be used as a reference for future code discussion.

In response to this growing movement, many manufacturers have brought new shielding and glare control devices to the market. Today a community has a number of options on how to focus their lights on the object, instead of allowing the light to intrude on neighbors and the external environment.

Reduction of glare and light trespass is not a new quest. For years, indoor lights have used shades to provide a shield and help direct the light. Outdoor lighting shielding principles are similar. By using shielding techniques, the source of the illumination becomes unobtrusive. Only the illuminated area is visible from a distance. This is often referred to as “neighbor friendly” lighting. In addition to providing a more aesthetically pleasing lighting system, shielding helps focus the light source and therefore takes less illumination to accomplish the same effect at ground or sight level.

Other glare reduction methods include using spotlights instead of broadcast lights, using reflectors in fixtures to aim light, mounting the light posts lower and closer together than traditional lighting layouts, and using dimmers and switches. Some of these methods are discussed further below.

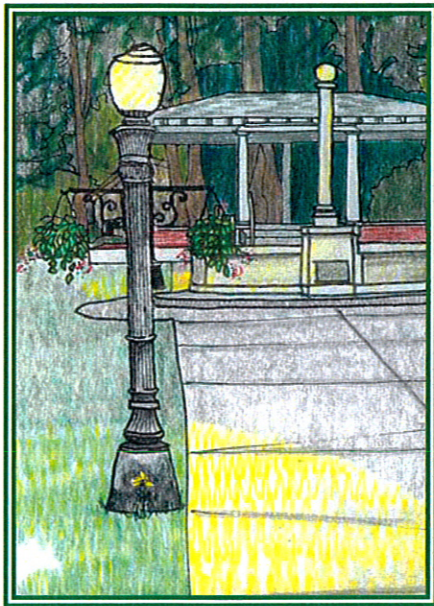
### Fixtures and Posts

Most lighting companies will allow the customer to mix and match fixtures and light posts. In addition, many communities have added banner and/or flower mounting brackets on their light posts. In selecting fixtures and light posts for the Dayton parks system, a number of considerations must be addressed.

When selecting the fixture, compatibility is the most important consideration. Compatibility covers a number of topics. Not every fixture is compatible with every type of lamp or switch. In addition, shielding as a way to reduce light trespass is generally a function of the design of the fixture itself. Therefore, clearly stating these preferences to the light distributor will be essential to ensure the light fixture is compatible in functionality with all other elements of the park’s lighting plan. Further, the light fixture itself should be compatible aesthetically with the environment. For instance, in Courthouse Square Park, a replica gaslight fixture may offer compatibility with the historic nature of the park.



Selecting the light post also requires a number of issues to be addressed. Posts that are mounted relatively low (10' to 12') tend to be more pedestrian friendly and help prevent light trespass. However, lower mounted posts need to be placed in closer intervals in order to provide the same spatial illumination. This will add expense to the project. One way of reducing expense is by using cast aluminum for posts instead of the more traditional cast iron or steel. While cast aluminum posts have a number of beneficial features such as rust prevention, they are less stout than iron or steel posts. This generally will not create issues in pedestrian friendly areas with relatively low posts, such as in a park.



Example of light post with hanging brackets

Many communities use their light post for other aesthetic purposes. Some communities have added brackets to hang banners on the light post during community events and celebrations. Still other communities have added brackets to hang flower baskets from the light post. The two light posts in Courthouse Square Park have two brackets to hang 24" flower baskets from each side. If brackets for flower baskets are going to be added to the post, it is important to make sure the walls of the post are thick enough to accommodate the weight. Twenty-four inch hanging baskets can add up to 150 pounds of dead weight stress to the pole. Finally, communities such as Independence have begun to include drip irrigation systems running inside of the post that water the hanging flower baskets. If Dayton wishes to incorporate any of these items, it is important that this be identified in the specifications of the posts being purchased.

### Controls

There are a number of ways to control the operation of the lights in the parks of Dayton. Devices include dimmers, timers, and a variety of switches. Many of these devices can work in conjunction with one another to provide the lighting control desired. However, it is critical that the lamp and fixture selected are compatible with the desired device being used.

Dimmers can be controlled manually or with a timer to reduce the intensity of the light at specific times. The Parks Advisory Committee has expressed an interest in utilizing this technology to reduce the light in the parks between the time the parks close at night and daylight. A reduced light would still provide illumination for safety, but it would not be as obtrusive to neighbors as full illumination. It is important to remember that some lamp styles cannot work with dimmers, and with others, the use of dimmers may reduce the lifespan of the lamp. Therefore, the use of dimmers may not be practical as an energy-saving method, but could provide a nice ambiance to the parks in Dayton.



Whereas photocells are used as a switch technique, timers have more variety. Timers can be used in conjunction with photocells or dimmers to provide additional control over the park lighting. Some or all of the lights could be controlled by timers to turn the lights off after a specific time. While this may provide some energy savings, it counteracts the safety impact of adequate park lighting during non-operational hours.

Wireless remote control systems are gaining popularity in relationship to lighting ball fields and other special use recreational areas. Some models utilize a touch-tone command from a keypad or telephone. Other features include a warning device, where if not responded to in a timely manner, will shut the lights off. The goal of all of these systems is to ensure that sports field lighting is not on when the field is not being utilized.

Other devices that may be incorporated into the lighting scheme for the Dayton parks system may include motion detector switches, standard manual switches, and lighting control boards. When weighing the options, it is important to determine how each device impacts light trespass, safety, aesthetics, energy efficiency, and maintenance cost.

## **Recommendations**

Lighting in the parks should promote safety, utilization, and aesthetic enhancement. However, these outcomes must be guided by the principles of energy efficiency and “good neighbor” practices. Due to the rapid changes in technology and the increased industry wide sensitivity to “good neighbor” practices, it is reasonable to assume that as Dayton implements the lighting plan, new options and opportunities will make themselves available. Therefore, it is a central recommendation that prior to making any specific purchase of park lighting equipment or supplies, that a review of current technology and practices is completed. Organizations such as the International Dark-Sky Association and the Illuminating Engineers Society are good sources for completing such an update and review.

### Courthouse Square Park

The lighting in Courthouse Square Park should accomplish a number of critical goals. These include the following:

- Enhance and compliment the historic nature of the park.
- Provide a continuity of design throughout the park.
- Provide for enhanced safety and a deterrent to vandalism.
- Provide utilization lighting for the basketball court and the playground area.
- Provide functional lighting for the restrooms, fountain, pavilion, and picnic shelter.

*Perimeter and Path lighting:* The lighting used around the perimeter of the park and adjacent to the internal pathway will provide for both safety and enhanced aesthetic quality. By utilizing a historic pole and fixture, the lighting will complement the historic structures in the park. Poles of 10’-12’ in height with proper shielding to prevent trespass and control glare will be critical in order to provide both the ambiance and “neighbor friendly” approach. A dimmable lamp (such as metal halide) and a control that dims the light 30% to 50% from 10:30 p.m. until dawn would

provide for energy savings while maintaining safety functionality. Other specific recommendations include the following:

- If fixtures and lampposts that match the current lights on the corner of 3<sup>rd</sup> and Ferry Streets and 4<sup>th</sup> and Ferry Streets cannot be inexpensively found, replace all posts in the park with a consistent historical style and reuse the two existing lights as part of the 11<sup>th</sup> Street Park.
- Poles should be mounted 20 to 30 feet apart. An alternating pattern should be used along the internal path.
- Plant hangers should be installed on the lampposts on the perimeter of the park, and drip irrigation systems should be included.
- Weather tight electrical outlets should be installed at the base of all posts.
- Cast aluminum posts with replica fixture and proper controls and bulbs should cost between \$1,500 and \$2,500 each, installed.

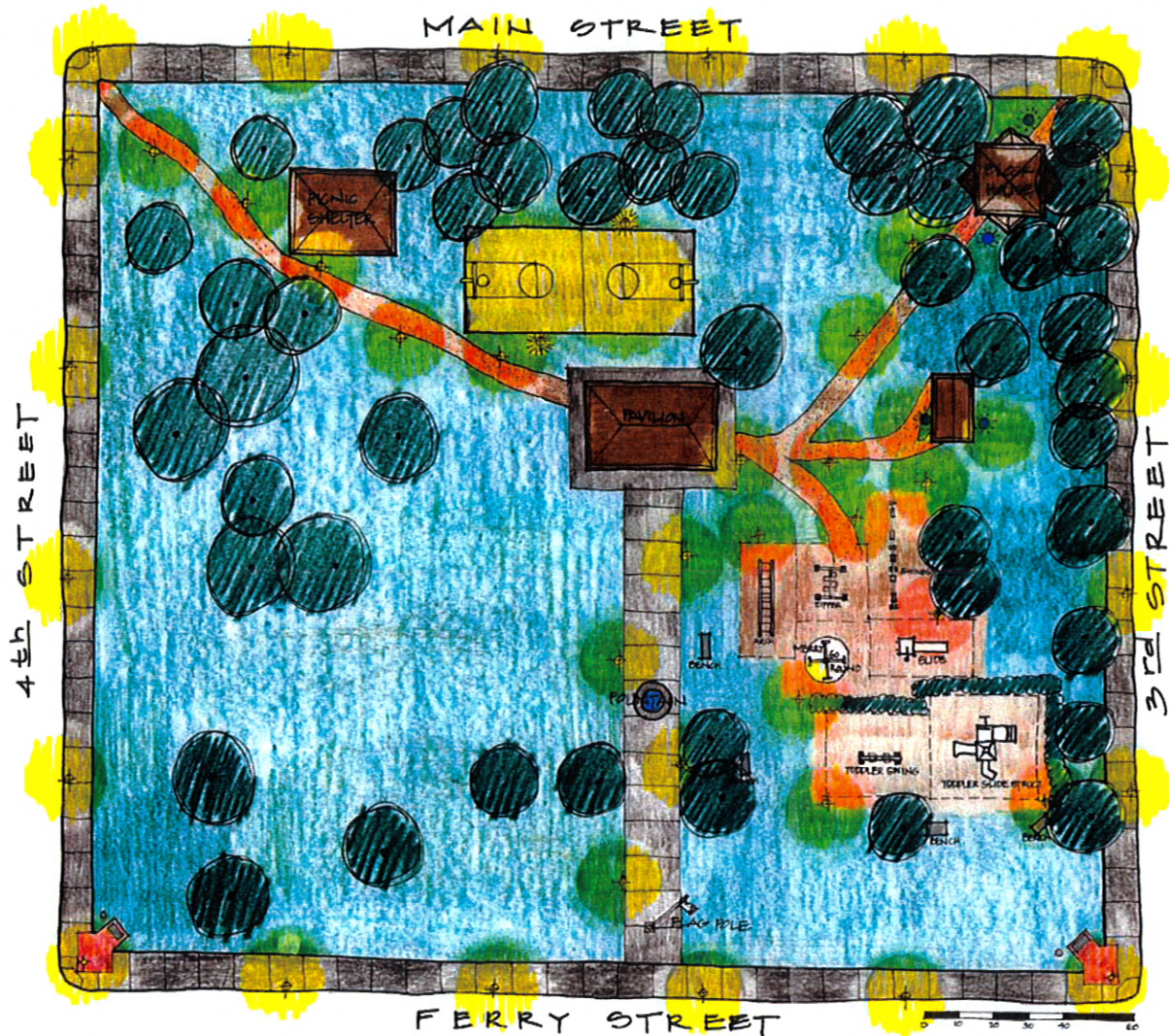
*Playground Area:* Light posts and fixtures matching the perimeter of the park could be clustered in the playground area. However, these lights do not need to be dimmed during off hours. A control that utilizes a photocell at dusk to turn the light on and a timer that turns the lights off at 10:30 p.m. will be sufficient. The ambient light from the perimeter and path lighting should provide for adequate safety due to the open sight lines of the park itself. These posts may have banner hangers on them instead of flower basket holders. Seasonal banners could be made as part of community art classes and projects involving children and displayed in the playground area.

*Basketball Court:* Due to its location in the park, the use of lighting on the basketball court requires special attention to glare control and prevention of light trespass. A single court will often consist of two, 20-foot-high light posts, with 1,000-watt metal halide lamps. Any spill over from these lights will overpower the perimeter lighting and could create light trespass on the neighboring properties along Main Street. Using reflectors and shields, these lights should be carefully aimed at the court. Further, they should be controlled by a photocell at dusk, which turns the lights on and a timer that turns them off at 10:30 p.m. when the park closes. Lighting the basketball court should cost between \$5,000 and \$7,000 installed.

*Other lighting Considerations:* Functional lighting in the restrooms and picnic shelter should use motion detectors and compact fluorescent bulbs where appropriate. All historic lighting in the pavilion and fountain should be made functional. A soft directional floodlight mounted from the current pole near the blockhouse, or mounted low and aiming up, should be used to dramatize the blockhouse. In addition, street lighting in the downtown core using matching posts and fixtures would help improve the pedestrian friendly feel of the downtown area and create continuity with Courthouse Square Park.



Map of Lighting Plan for Courthouse Square Park



Alderman Park

The plan for Alderman Park provides for two distinct types of activities. The picnic shelter and small play area, along with the shelf area near the river, are areas of leisurely use. Families will gather there enjoy a meal, read a book, and play with their children. On the other hand, the park is viewed as the likely home of a new soccer field and possibly tennis court. The lighting needs of these two uses are distinctly different.

The area around the picnic shelter and play area should be lighted in a similar fashion to Courthouse Square Park. While historic replica lighting is not as necessary in Alderman Park as it is in Courthouse Square Park, due to the relatively close proximity, the City may want to use the same style of posts and fixtures. Since Alderman Park is more remote than Courthouse Square Park, the use of dimmable lights may not be needed. In addition, if lights are to be dimmed, they may not need to be dimmed as significantly as in Courthouse Square Park in order to provide for better safety lighting.

The athletic fields and courts, if lighted, should have special attention paid to ensuring proper shielding and directional orientation. Further, remote accessed controls with alert systems, which require someone present to acknowledge that the lights need to stay on, should be used to reduce the cost of lighting empty fields.

Soccer fields should be lighted to match the caliber of play of the field. The U.S. Soccer Foundation calls for four to six, 50-foot-high poles with 1500-watt metal halide lamps for lighting one soccer field.<sup>28</sup> New technology that employs internal louvers with visors will direct more light directly to the field, reduce light spill, and glare problems. The equipment cost for lighting a single soccer field ranges between \$35,000 and \$60,000. With added labor costs, these lighting packages can extend beyond \$80,000.<sup>29</sup>

A single tennis court is generally lighted through a six-pole configuration. A double court set-up generally uses a nine-pole configuration. Poles are generally 20-foot-high and utilize 1000-watt metal halide lamps. The equipment cost for a single court lighting setup generally will run between \$5,000 and \$7,500. A double court setup will be between \$9,000 and \$12,000.<sup>30</sup>

### 11<sup>th</sup> Street Park

The use of a few lighting posts and fixtures in the playground area of the park and near the pump house would help provide some improved aesthetic value to the park, as well as help reduce vandalism. However, as a neighborhood park, it is critical that “good neighbor” practices are implemented as part of the lighting plan. A system where the lights are dimmed after 10:30 p.m. similar to that recommended for Courthouse Square Park is recommended here.

In addition to aesthetic and safety functions of lighting, 11<sup>th</sup> Street Park is home to one of the community’s outdoor basketball courts. If the community chooses to light this court, a two- to four-pole lighting configuration utilizing 20-foot-high poles and 1000-watt metal halide lamps could be used. A control system that utilizes photocells to turn the lights on at dusk and timers that turn the lights off at 10:30 p.m. should also be incorporated. The equipment cost for lighting an outdoor basketball court ranges between \$5,000 and \$7,000.<sup>31</sup>

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<sup>28</sup> “Lighting Standards of the U.S. Soccer Foundation”

<sup>29</sup> Musco Sports Lighting Company

<sup>30</sup> Techlight Recreational and Residential Landscape Lighting.

<sup>31</sup> Musco Sports Lighting Company



## CHAPTER 19: LANDSCAPE DESIGN

### Overview

A comprehensive landscape plan for each of the parks in Dayton will incorporate a number of design elements such as lighting, pathways, historic features, and playground equipment. Many of these elements have been discussed in detail within this Parks and Recreation Master Plan. This chapter focuses on the use of plants, trees, and grasses to accomplish the goals set forth by the Parks Advisory Committee (PAC).

### Design Factors

A number of goals, some of which are not intuitively related to landscape design, have been announced by the PAC. Many of these goals might be positively or negatively impacted by the botanical choices that are made as part of the landscape plan. Below is a brief summary of key factors that must be taken into consideration when selecting plants, trees, and ground cover for the parks in Dayton.

#### Water and Irrigation

In recent years, Dayton has suffered from a lack of water reserves in the summer. In response to this shortage, the grass and limited plants in the parks have not been routinely irrigated. This has led to a somewhat disheveled appearance late in the summer months. In the spring of 2004, Dayton initiated a water project that increased the amount of water available by sinking a new well and upgrading the municipal water delivery system. While this project substantially addresses the past water shortage issues, the lesson of the last few years should not be forgotten. Therefore, a consideration should be made to select drought resistant species whenever this presents a viable option to the City.

#### Maintenance

Currently, the Public Works Department along with some volunteer labor does maintenance on the parks. Routine maintenance such as weeding, fertilizing, spraying, and debris removal will best be accomplished if a regular maintenance schedule can be developed. In addition, it is reasonable to assume that resources for maintenance will continue to be tested into the immediate future. Therefore, consideration should be given to selecting species that at best reduce the maintenance efforts and at least do not negatively affect the time and resources required for properly maintaining the parks.

#### Security and Vandalism

Vandalism has been an ongoing issue in the parks in Dayton. Due to the absence of a municipal police force, community monitoring of the parks is required to ward off acts of vandalism. Open sight lines from the perimeters of the parks provide the greatest opportunity to ensure the community has the ability to police the parks. Therefore, any significant creation of blind spots or isolated area created from the placement of hedges, shrubs, and trees should be avoided.

### User Compatibility

The parks serve a number of functions in the community. The functional areas tend not to be isolated within the parks. It is common to have an area that is both used as a contemplative space, where someone might be quietly reading, and as an active space, where two or more children may be playing a vigorous game of tag. Therefore, the design of the parks must accommodate multiple uses. Plants that are fragile will not lend themselves to an activity driven setting and should be avoided.

### Natural Setting

The people of Dayton and the PAC have made it clear that they want the parks to provide a natural setting. Playground equipment in green and brown tones has been stipulated as a way to encourage a natural environment. Accordingly, the selection of trees, plants, and ground cover should recognize this goal. Therefore, special attention should be paid to selecting indigenous plants for use in the parks.

### **Courthouse Square Park**

One of the dominant features of Courthouse Square Park is the number of mature fir trees that dominate the northeast and northwest perimeters of the park. A few smaller deciduous trees are located on the Ferry Street side of the park. The large grassy area on the southwest and southeast sections of the park is relatively flat and, in the past, has had mostly dead grass in the late summer due to a lack of water. The entry monuments, (brick pad, light post, bench, and trashcan) located on the corner of 3<sup>rd</sup> and Ferry Streets and the corner of 4<sup>th</sup> and Ferry Streets, have little in way of decorative use of plants. The interior sidewalk that runs from Ferry Street to the fountain and on to the pavilion does not include any significant flowerbeds or use of plants.

### Trees

The Oregon Downtown Development Association recommended that fruit and flowering trees be added to the area around the entry monuments.<sup>32</sup> It was their belief that these trees would improve the aesthetics of the park and tie in with a downtown streetscape project they were proposing. In addition to adding continuity with the downtown redevelopment improvements, these trees would add color in the spring and fall. Special attention should be paid to ensure these trees do not create a canopy that eventually blocks the interior or perimeter park lights.

The addition of trees to Courthouse Square Park would indeed improve the aesthetics of the park and create continuity with a general downtown streetscape project that might occur in the future. However, the maintenance of existing trees is also critically important. An assessment of the existing trees in Courthouse Square Park determined that many of the old Big Leaf Maples are in a serious state of decline. Many have large branches that are dead or dying. In addition, to impacting the health of the tree itself, these branches create a potential safety issue. A full survey by an ISA Certified Arborist would be useful in creating a tree-by-tree action plan. This could also help identify locations where replacement trees should be planted to ensure the park maintains a healthy stand of prominent trees well into the future.

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<sup>32</sup> "Resource Team Report for Dayton, Oregon, February 19-21, 2002" pg. 52

### Barriers and Inhibitors

The use of shrubs and hedges to create barriers and inhibitors to pedestrian flow within the park provides a natural alternative to fencing and other hardscape barriers. The barriers should be relatively low, as to not interfere with sight lines. In addition, the plants used should be hardy enough to withstand the inevitable abuse they will receive. Specific areas, identified by the PAC, for the creation of barriers and inhibitors include:

- A low barrier separating the toddler's play area from the older children's play area. This barrier should allow parents to supervise children in both areas from a single location. However, it should inhibit a toddler from wandering in front of an older child on the swing or merry-go-round.
- A barrier delineating the play area with special attention paid to the 3<sup>rd</sup> Street side of the park. This barrier should establish the basic borders to the play area and inhibit children from running into traffic on 3<sup>rd</sup> Street. The barrier should be low enough not to obscure sight lines of pedestrians or motorist.
- Between the basketball court and Main Street, a barrier should be created to prevent the encroachment of basketballs and basketball players.

### Pathway Delineation

The Courthouse Square Park Preservation and Development Plan calls for the worn path running from the corner of 4<sup>th</sup> and Main to the pavilion to be widened and formalized through the use of an ADA approved softscape surface. Other existing paths, running from the pavilion to the play area and from the restrooms to the blockhouse, will also be formalized and made ADA accessible. In addition, the concrete sidewalk running from Ferry Street to the pavilion will be made wider to dramatize the pathway. The strategic placement of low, hardy shrubs will help delineate these pathways and present a pedestrian friendly appearance.

### Flowerbeds

The lighting plan for Courthouse Square Park calls for a number of replica light posts to be installed within the interior and on the perimeter of the park. Each of these light posts will have brackets to accommodate two 24-inch flower baskets. These baskets provide an opportunity to add color and fragrance to the park without creating a significant number of stand-alone flowerbeds to maintain. However, the development of decorative flowerbeds as part of the entry monuments on the corner of 3<sup>rd</sup> and Ferry Streets and the corner of 4<sup>th</sup> and Ferry Streets would greatly add to the aesthetic quality of the park.

### Ground Cover

As mentioned earlier, the grass in Courthouse Square Park has generally been left to die in the late summer due to a lack of water. The maintenance plan for the park has called for mowing the park twice a month during the spring and summer. With the establishment of the play area (including a soft surface of uncompressed materials) and the formalized pathways, the grassy area of the park should also reflect a more groomed look throughout the year. A lush blanket of grass, especially in the southeast section of the park, would be consistent with the presence of the pavilion, fountain, and general open area of the park.

Recommendations

Objective	Recommendation(s)	Characteristics
Flowering trees near entry monuments	<ul style="list-style-type: none"> <li>• Malus ‘Prairiefire’</li> <li>• Cornus kousa</li> <li>• Magnolia grandiflora</li> </ul>	<ul style="list-style-type: none"> <li>• Light pink flowers in early spring, burgundy foliage. Relatively pest and disease free. Height and width 20’ x 20.’</li> <li>• Creamy white flowers in the spring. Some fall color. Red berries in the fall are attractive to birds. Height and width 20’ x 30.’</li> <li>• Large broad-leafed evergreen. Produces huge white flowers in the summer. Fruit can sometimes be messy. Should be planted as a single specimen tree. Height and width 80’ x 40.’</li> </ul>
Fruit trees near entry monuments	<ul style="list-style-type: none"> <li>• No recommendation</li> </ul>	<ul style="list-style-type: none"> <li>• We would discourage this choice based on the high need of pesticide applications necessary to maintain a healthy plant.</li> </ul>
Shrub barrier between toddler play area and general play area	<ul style="list-style-type: none"> <li>• Ecallonia “ Compacta”</li> <li>• Euonymus fortunei radicans</li> <li>• Ceanothus gloriosus</li> <li>• Ilex cornuta “Routunda”</li> <li>• Hebe species</li> <li>• Ornamental grasses- Miscantus sinensis</li> <li>• Polystichum (sword fern)</li> <li>• Viola nuttallii</li> </ul>	<ul style="list-style-type: none"> <li>• Small evergreen shrub with pink flowers.</li> <li>• Trailing or vining shrub.</li> <li>• Low growing shrub. Dark green leaves and deep blue flowers in the late spring.</li> <li>• Evergreen with small shiny green leaves.</li> <li>• Many varieties to choose from. Various foliage variations. Flowers are generally blue or white.</li> <li>• Large selection to choose from.</li> <li>• Native drought tolerant plant</li> <li>• Yellow spring flowers. Fragrant. Plant will reseed.</li> </ul>



Objective	Recommendation(s)	Characteristics
Barrier used to delineate play area	<ul style="list-style-type: none"> <li>• All shrubs and plants listed above are appropriate here.</li> </ul>	<ul style="list-style-type: none"> <li>• See above</li> </ul>
Perennials used to delineate play area	<ul style="list-style-type: none"> <li>• Vinca minor</li> <li>• Rubus pentalobus</li> <li>• Lavender species</li> </ul>	<ul style="list-style-type: none"> <li>• Low growing vining ground cover with blue flowers.</li> <li>• Evergreen with crinkly green leaves. Excellent fall color.</li> <li>• Gray-green foliage, fragrant flowers.</li> </ul>
Barrier between basketball court and Main Street	<ul style="list-style-type: none"> <li>• Consider using hardscape</li> </ul>	<ul style="list-style-type: none"> <li>• Incorporation of a vegetation as a barrier in this area is very difficult due to the nature of the environment and use. Would require a plant with dense shallow roots.</li> </ul>
Plants used to delineate pathways	<ul style="list-style-type: none"> <li>• Physocarpus</li> <li>• Philadelphus</li> <li>• Spiraea douglasii</li> <li>• Acer circinatum</li> </ul>	<ul style="list-style-type: none"> <li>• Native species or named cultivar. Broadly arching branches. Suitable to partial shade and limited water. 10' x 15'</li> <li>• Native species or named cultivar. Deciduous shrub with fragrant white flowers. 8' x 8'</li> <li>• Low growing native deciduous shrub with light lavender flowers. 5' x 5'</li> <li>• Low growing tree, native under story plant. Brilliant fall color.</li> </ul>
Flowerbeds near entry monuments	<ul style="list-style-type: none"> <li>• Perennials - Tulip, Daffodil, Snowdrop</li> <li>• Perennials - Aster variety (Michaelmas daisy), Helenium autumnale</li> <li>• Perennials-Rosa (miniature), Phylgelius, Coreopsis, Rudbeckia, Hemerallis</li> <li>• Annuals- Marigold, Nasturtium, Zinnia (miniature)</li> <li>• Viburnum davidii, Juniperus "Blue Star"</li> </ul>	<ul style="list-style-type: none"> <li>• Spring blooming bulbs.</li> <li>• Fall blooming herbaceous perennials.</li> <li>• Summer blooming herbaceous perennials.</li> <li>• Long blooming summer annuals.</li> <li>• Evergreen shrubs.</li> </ul>

Objective	Recommendation(s)	Characteristics
Ground cover	<ul style="list-style-type: none"> <li>• Polystichum (sword fern)</li> <li>• Tolmiea meenziesii</li> <li>• Mahonia aquifolium</li> <li>• Viola nuttallii</li> <li>• Gaultheria shallon</li> </ul>	<ul style="list-style-type: none"> <li>• Native shade plant.</li> <li>• Coarsely toothed lobed leaves. Mounding growth habit. Native to the area.</li> <li>• Suckering evergreen. Yellow flowers in the spring. Spiny leaf tips. Native to the area.</li> <li>• Yellow spring flowers. Fragrant. Plant will reseed.</li> <li>• Matting ground cover. Blue berries with grounded shiny leaves. Would require more moisture than other plants in this area.</li> </ul>

**Alderman Park**

The distinguishing features of Alderman Park are the wooded area by the river and the flat open field waiting for development. Another defining characteristic of this park is that it is adjacent to the wastewater settling ponds. The development plan for Alderman Park includes a picnic shelter, a small play area to be located at the southeast section of the park, and possibly the installation of a soccer field on the northern part of the park. Further, the bank area between the developed part of the park and the river will continue to remain natural with the inclusion of some informal trails to the river. The open field is currently covered with un-irrigated orchard grass. Finally, Alderman Park sits adjacent to the Yamhill River and lies well within the 100-year flood plain, so this must be taken into consideration when developing a landscape plan for this park.

Trees

While the riverbank area of this park is heavily treed, the remainder of this undeveloped park is an open field. The addition of some trees around the picnic shelter would incorporate the wooded area near the river to this recreational area. In addition, trees could be planted along the wastewater settling ponds to create a visual barrier and to mitigate unpleasant odors that may emanate from the ponds.

Barriers and Inhibitors

The riverbank provides a natural inhibitor to access the river. The underbrush and wooded area prevent accidental access to the ground below. However, there is no such barrier between the flat open space and the immediate drop off to the riverbank. The development of a barrier that runs parallel with the river could be used to inhibit the egress of small children from the safety of the flat area to the danger of the steep riverbank.

### Ground Cover

The development plan calls for the installation of an athletic/soccer field as the dominant aspect of this park. Ground preparation will be extensive to ensure proper drainage and site specifications. Since this feature will dominate the entire park, it is likely that the same ground cover used as turf in the athletic/soccer field will also be used as ground cover throughout the park.

### Recommendations

<b>Objective</b>	<b>Recommendation(s)</b>	<b>Characteristics</b>
Trees on the east side of the park	<ul style="list-style-type: none"><li>• Douglas Fir</li></ul>	<ul style="list-style-type: none"><li>• Complete the existing row of trees.</li></ul>
Trees to create a barrier between the settling ponds and the park	<ul style="list-style-type: none"><li>• Cupressocyparis leylandii</li></ul>	<ul style="list-style-type: none"><li>• Fast growing conifer that is drought resistant once established. Height and width 50' x 25.'</li></ul>
Turf for athletic/soccer field	<ul style="list-style-type: none"><li>• Perennial Ryegrass</li></ul>	<ul style="list-style-type: none"><li>• Over seed the entire field at least three-times per year. Mow the field two times a week (April-October), one time a week (November, February, and March) and as needed (December and January).</li></ul>

## **11<sup>th</sup> Street Park**

The 11<sup>th</sup> Street Park is a classic neighborhood park characterized by a basketball court, a small play area, and separated by an open space. The park has little vegetation and like the other parks in Dayton, it has suffered from a lack of irrigation during the summer. Arborvitae is planted along the back fencerow to create a border between the park and the neighboring houses. However, these plants are somewhat small and planted widely apart. A few small deciduous trees are planted in the interior of the park. The southwest border of the park has a large row of trees that create a shaded area in the park and a significant barrier between the park and the neighboring house. However, this is an area that has repeatedly been damaged by vandalism.

### Trees

Due to the lack of mature trees in the park, the park suffers from a lack of shade and a feeling of being incomplete. The open area in the middle of the park, extending towards the play area could accommodate some large evergreens, which would help make the park feel more inviting.

### Flowerbeds

The 11<sup>th</sup> Street Park lacks color and charm. While existing in a neighborhood setting, it boasts none of the landscaping elements of the neighboring houses. Although the open space of the park should not be lost, the addition of some perimeter flowerbeds and ornamental shrubs could help change the feel of this park. Through the use of flowerbeds, low hedges, and other landscape features, the park could be viewed as “the best backyard in the neighborhood.”

Ground Cover

As mentioned earlier, the grass in 11<sup>th</sup> Street Park has generally been left to die in the late summer due to a lack of water. The maintenance plan for the park has called for mowing of the park twice a month during the spring and summer. A more drought resistant grass may be used to stimulate the “backyard” feel.

Recommendations

<b>Objective</b>	<b>Recommendation(s)</b>	<b>Characteristics</b>
Trees in the interior to add shade	<ul style="list-style-type: none"> <li>• Cedrus deodara</li> <li>• Koelreuteria paniculata</li> </ul>	<ul style="list-style-type: none"> <li>• Fast growing tree with wide graceful sweeping branches. Grows up to 60’ in height.</li> <li>• Fairly rapidly growing deciduous tree. Produces small flowers, which are followed by interesting lantern shaped fruit. Drought resistant once fully established.</li> </ul>
Flowerbeds to create “best backyard in the neighborhood” feel	<ul style="list-style-type: none"> <li>• Hemerallis species</li> <li>• Dierama pulcherrimum</li> <li>• Coreopsis verticilata</li> <li>• Helenium autumnale</li> </ul>	<ul style="list-style-type: none"> <li>• Very drought resistant plant with a wide variety of colors of blooms.</li> <li>• Wands of purple flowers emerge from grass-like foliage. Very drought resistant once established.</li> <li>• Long summer-blooming perennial with yellow flowers.</li> <li>• Fall blooming herbaceous perennial. Drought resistant once established.</li> </ul>
Ornamental shrubs to create “best backyard in the neighborhood” feel	<ul style="list-style-type: none"> <li>• Hydrangea species</li> <li>• Viburnum tinus</li> <li>• Buddleja species</li> </ul>	<ul style="list-style-type: none"> <li>• Available as a wide selection of deciduous flowering shrubs. Can withstand drought conditions once established.</li> <li>• Flowering broadleaf evergreen. White flowers in the spring followed by blue fruit throughout the winter.</li> <li>• Rapidly growing deciduous shrub with honey scented flowers that bloom throughout the summer. Certain species are listed on Oregon’s noxious weed list, although cultivars do not create a problem.</li> </ul>



## CHAPTER 20: PLAYGROUND EQUIPMENT PLAN

### Playground Equipment Standards

In developing a playground equipment plan for the parks in Dayton, the equipment should be specified to meet industry safety standards. Most good playground equipment manufacturers will provide liability insurance with their equipment, which will help protect the City in the event of a playground injury. Policies often range between \$10 million and \$50 million in coverage per incident.

### Layout Considerations

#### Surfacing

The surface under and around the playground equipment will have a major impact on both safety and maintenance. Most playground equipment specifications include specific surfacing requirements. In most cases, these specifications will include the circumference of the affected area and the depth of loose and shock absorbent surface required for each piece of equipment. These specifications should be followed when installing the playground equipment.

Shock absorbent materials come in two styles: “Unitary Materials” and “Loose Fill.” “Unitary Materials” are held in place by a binder and are generally manmade items, such as rubber mats. “Loose Fill” materials are, as the name implies, loose material semi-contained to a specific area through excavation or retaining barrier methods. “Loose Fill” materials are rated for shock absorbency in both uncompressed and compressed matters. While these materials generally are attractive to park planners due to their relatively low cost, they do require regular maintenance schedules. Maintenance should include checking depth of materials and removing and replacing materials if necessary.

The Handbook for Public Playground Safety, published by the U.S. Consumer Product Safety Commission, lists the shock absorbency of a variety of “Loose Fill” materials. In measuring shock absorbency, the standard of “Critical Height” is used. “Critical Height” is the recommended highest fall onto a surface that is likely not to cause significant injury. The various surfaces are listed below:

<b>Material</b>	<b>6” Deep Uncompressed</b>	<b>9” Deep Uncompressed</b>	<b>12” Deep Uncompressed</b>	<b>9” Deep Compressed</b>
Wood Chips or Wood Mulch	7 ft. “Critical Height”	10 ft. “Critical Height”	11 ft. “Critical Height”	10 ft. “Critical Height”
Double Shredded Bark Mulch	6 ft. “Critical Height”	10 ft. “Critical Height”	11 ft. “Critical Height”	7 ft. “Critical Height”
Engineered Wood Fibers	6 ft. “Critical Height”	7 ft. “Critical Height”	12+ ft. “Critical Height”	6 ft. “Critical Height”

<b>Material</b>	<b>6” Deep Uncompressed</b>	<b>9” Deep Uncompressed</b>	<b>12” Deep Uncompressed</b>	<b>9” Deep Compressed</b>
Fine Sand	5 ft. “Critical Height”	5 ft. “Critical Height”	9 ft. “Critical Height”	5 ft. “Critical Height”
Coarse Sand	5 ft. “Critical Height”	5 ft. “Critical Height”	6 ft. “Critical Height”	4 ft. “Critical Height”
Medium Gravel	5 ft. “Critical Height”	5 ft. “Critical Height”	6 ft. “Critical Height”	5 ft. “Critical Height”
Shredded Tires	10-12 ft. “Critical Height”	N/A	N/A	N/A

Source: Handbook for Public Playground Safety

### Sight Lines and Drainage

In Courthouse Square Park, low shrubs will provide a barrier between the playground area and 3<sup>rd</sup> Street (see Chapter 19). Assuming the playground area is in the northeast section of Alderman Park, this type of barrier will not be needed. Likewise, simply repairing or replacing the swing set in the 11<sup>th</sup> Street Park will not require this type of barrier. While some level of landscaping barriers may be used at all of the parks, no barrier, be it organic or manmade, should obscure sight lines between likely locations of adult supervision and children utilizing the equipment.

Prior to adding new playground equipment in any of the three subject parks (Courthouse Square Park, Alderman Park, and 11<sup>th</sup> Street Park) consideration should be given to ensuring that proper drainage is available. A slight slope will serve the drainage needs of the area. Assuming the surface material consists of uncompressed “loose fill” materials, this same slight slope and adequate drainage will reduce the maintenance and replacement costs of surface materials.

### Locating Equipment

There are a number of ways to choose the location of playground equipment. The three most common are based on 1) level of activity, 2) age of intended user, and 3) popularity of use. Any or all three of these standards can be considered when choosing where to place each equipment piece.

Most manufacturers of playground equipment have designed their equipment as modular set-ups. In addition, most manufacturers and distributors of commercial playground equipment will make placement recommendations based on the package of equipment purchased for the site. While these services should be utilized, the following are general principles for locating equipment:

- Popular, heavily used equipment should be dispersed to avoid crowding.
- Moving equipment, such as swings and merry-go-rounds, should be located toward a corner or side edge of the play area.
- The “zone of use” (the area that surrounds each piece of equipment, based on how the equipment is used) of different pieces of active equipment should not overlap any other piece of equipment’s “zone of use.”
- Separate by “buffer zone” (e.g. shrubs, benches, low fence) preschool equipment from the rest of the playground equipment whenever possible.

## **Maintenance Considerations**

When a community elects to purchase and install playground equipment, they must also make the commitment for ensuring the maintenance of the equipment and the area around the playground. Commercial playground equipment manufacturers and distributors will provide a specific maintenance schedule for each piece of equipment ordered. This maintenance schedule should be strictly followed. In addition to inspection and maintenance of the equipment, regular inspection and maintenance of the surface and surrounding area should likewise be adopted.

## **Accessibility**

When adding or upgrading playgrounds, it is important to recognize that accessibility standards are regulated by the Americans with Disabilities Act (ADA). These standards have been drafted to include a number of exceptions and definitions. However, these standards may change and therefore should be reviewed prior to any final design, acquisition, and construction of new playground area. Currently, key components of these standards include the following:

- At least one of each type of ground level playground component must be made ADA accessible.
- A number of ground level components equal to or greater than 50% of elevated components must be ADA accessible.
- Accessible ground level components must be fully integrated into the playground area.
- At least 50% of the elevated play components must be accessible.
- Routes connecting accessible components must also be accessible.

## **Equipment**

During the September 1, 2004, meeting of the PAC, a discussion was held on the type of equipment desired for each of the parks. The PAC reviewed information provided by SiteLines Park and Playground Equipment, who has a regional office in Portland.<sup>33</sup> SiteLines is a distributor of a number of manufacturer's equipment and provided a wide variety of options for consideration by the PAC. Below is a summary of some of the equipment recommendations of the Parks Advisory Committee.

### Courthouse Square Park

The PAC had a number of general principles that they felt applied to all playground equipment to be installed in Courthouse Square Park.

- Wooden structures preferred, but metal will work if appropriate in appearance.
- Natural colors (brown and green) preferred.
- Single units rather than modular-structure (unless a special price makes a modular affordable).

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<sup>33</sup> SiteLines Park and Playground Products, Catalogue of Products dated 8/04. SiteLines regional office can be contacted at PO Box 25156, Portland, OR 97298. Or at [www.sitelines.com](http://www.sitelines.com).

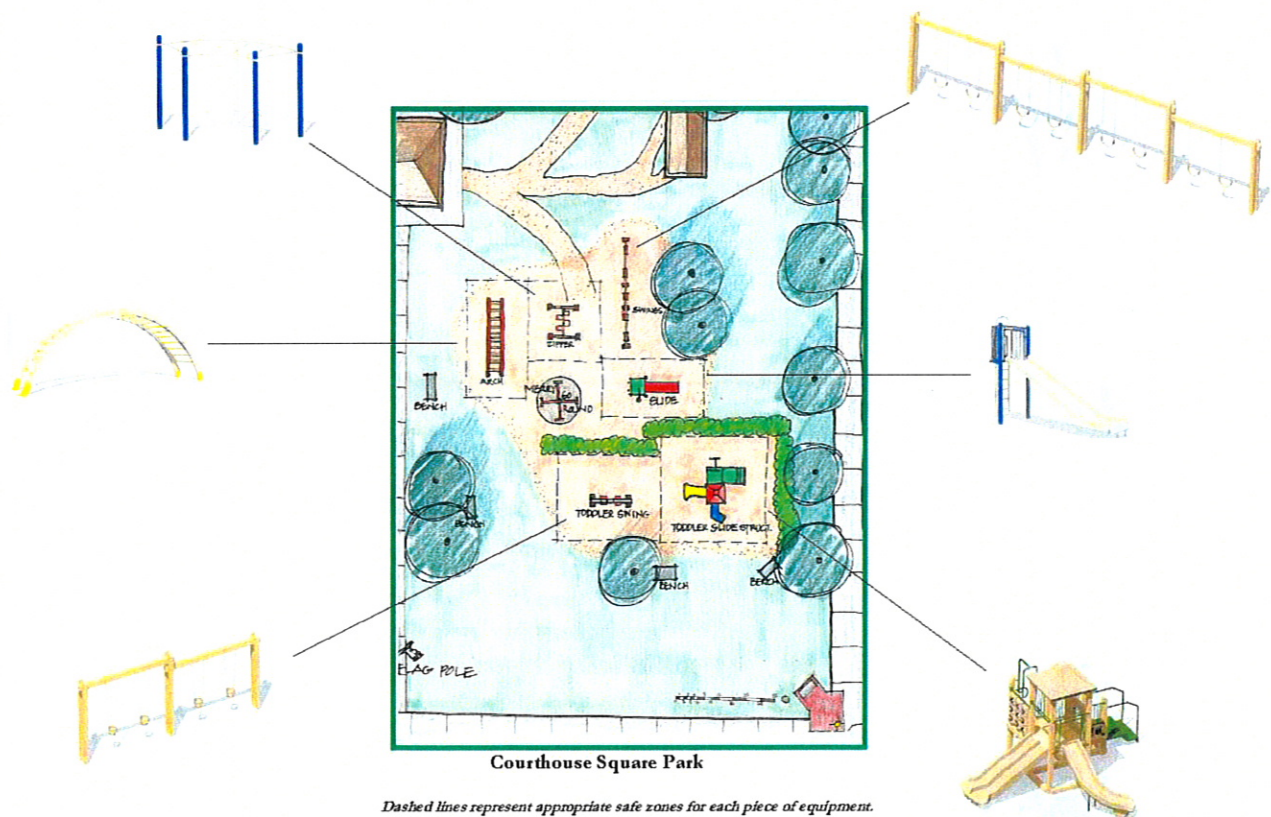
Examples of specific new equipment identified as desirable by the PAC include the following:

- New slide
- New swings
- New zipper

Other equipment considerations and observations include the following:

- Keep the existing merry-go-round.
- Remove the bouncing animal play equipment and get something better for toddlers.
- Remove the existing teeter-totter.
- Work with insurance carrier and equipment manufacturer to see how volunteers could be used to install the equipment without creating liability or warranty issues.
- Prepare the surface of the play area with wood or rubberized surface.

### Map of Proposed Play Area for Courthouse Square Park



*Dashed lines represent appropriate safe zones for each piece of equipment.*



### Alderman Park

Alderman Park is located in the 100-year flood plain, so it is critical that any improvements are reasonable for this environment. The PAC recommended a tunnel or climbing structure, such as a plastic irrigation pipe as being the only playground equipment in the park.

### 11<sup>th</sup> Street Park

The PAC identified new swings and a slide as desired equipment for the 11<sup>th</sup> Street Park. In addition, the PAC felt metal or wood would be acceptable materials as long as the equipment was conducive to a natural theme (browns and greens).

## **Summary**

As a cost-saving device, many communities look into building their own playground equipment or purchasing equipment not intended for heavy playground use. While it may appear slightly more expensive to work with a distributor who specializes in commercial playground equipment, the additional services may be well worth the added cost.

As discussed earlier, most reputable commercial playground equipment manufacturers or distributors will include liability insurance policies with the purchase of their equipment. Further, most distributors selling modular composite structures will provide design layout services to custom design how the various components should be sited on the property. Finally, it is the job of these manufacturers to keep abreast of the latest designs, technologies, and regulatory issues. Therefore, their representatives will likely address concerns such as ADA accessibility, vandalism protection, and which types of equipment are in demand.

To assist in the process of selecting specific equipment and/or a commercial equipment distributor, a Web directory of commercial playground equipment manufacturers has been included in the Appendix section of this plan.

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# SECTION 4: APPENDICES





\*Please note that due to space constraints, the following Appendices have been packaged under separate cover.

## **APPENDIX A**

### **Parks Advisory Committee**

- Contact List
- Agendas and Minutes
- Briefing Papers

### **Community Meetings**

- Sign-In Sheets
- Agendas and Minutes

### **Dayton City Council**

- Resolution to Adopt Plan

## **APPENDIX B**

### **Sandy Lighting Ordinance**

## **APPENDIX C**

### **Web Directory of Commercial Playground Equipment Manufacturers**

