

Reinvesting In Our County Parks System

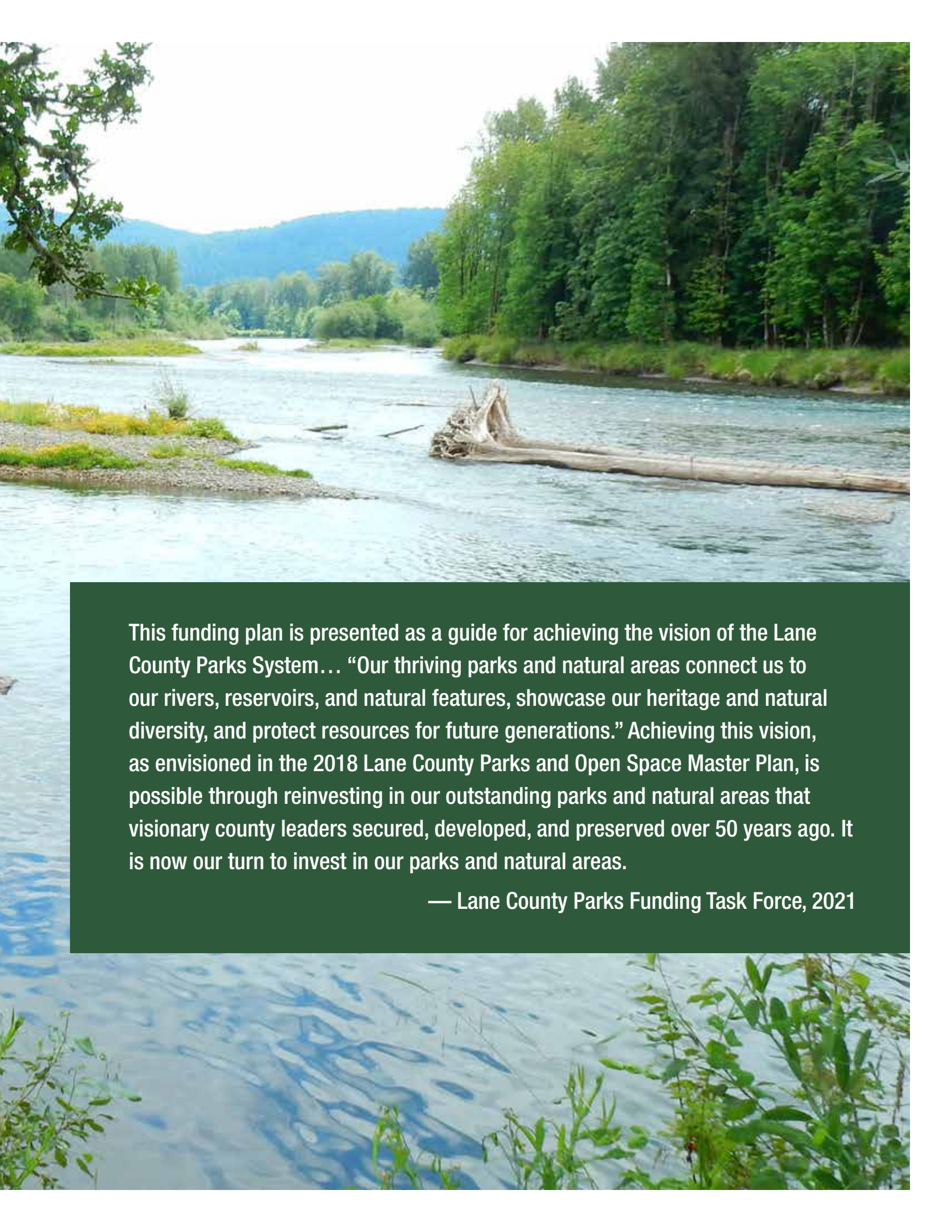
A Funding Plan to Restore a Thriving Parks System in Lane County

Lane
County
Parks





Bellinger Landing County Park



This funding plan is presented as a guide for achieving the vision of the Lane County Parks System... “Our thriving parks and natural areas connect us to our rivers, reservoirs, and natural features, showcase our heritage and natural diversity, and protect resources for future generations.” Achieving this vision, as envisioned in the 2018 Lane County Parks and Open Space Master Plan, is possible through reinvesting in our outstanding parks and natural areas that visionary county leaders secured, developed, and preserved over 50 years ago. It is now our turn to invest in our parks and natural areas.

— Lane County Parks Funding Task Force, 2021

Acknowledgements

Thank you to the Parks Funding Task Force members, who along with Mr. Bob Keefer with the Special Districts Association of Oregon, facilitated the Task Force. Additionally, we wish to acknowledge the Board of County Commissioners, the Parks Advisory Committee, and County staff who gave their time, energy, ideas, and guidance to the Lane County Parks Funding Plan.

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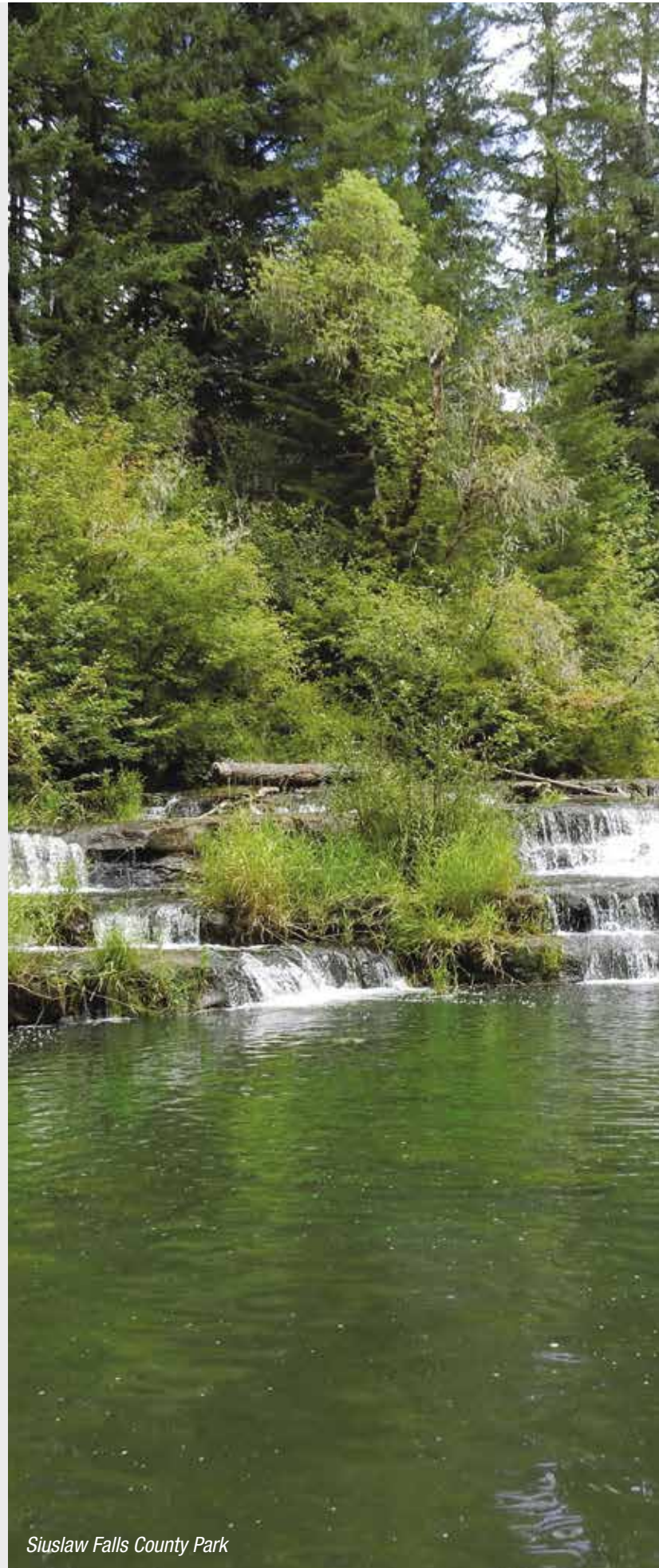
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Siuslaw Falls County Park



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Scenic Overlook at Harbor Vista County Park



Executive Summary

The Lane County Board of County Commissioners approved the Lane County Parks and Open Space Master Plan on December 18, 2018 (Master Plan), which guides the maintenance, operation, and development of the county park system for the next twenty years. The Board approved the formation of the Lane County Parks Funding Task Force in July 2019 with the responsibility of researching and recommending to the Board dedicated funding options that ensure long-term financial stability for Lane County Parks. The task force was formally appointed by Lane County Administrator Steve Mokrohisky in December 2019. A listing of the fifteen-member task force is located on page 13 of this plan. Janelle McCoy and John Clark were elected Chair and Vice-Chair of the task force. The first meeting of the task force was held on February 8, 2020. Further task force meetings were suspended until September 2020 due to the COVID- 19 pandemic. The task force met virtually nine more times between September 2020 and July 2021.

Funding Priorities

At the first task force meeting, the following funding priorities were established:

1. Long-term sustainable funding for park maintenance and operation.
2. Address the multi-million-dollar backlog of deferred maintenance.
3. Enhance the county's ability to pursue and implement conservation and habitat restoration projects.
4. Provide environmental and cultural education programs for youth and adults.
5. Focus on projects that generate net revenue.

The task force also agreed that the parks division should look for opportunities to reduce costs.

Service Priorities

The task force prioritized services of the parks division based upon the vision, mission, and goal statements outlined in the 2018 Parks Master Plan. Additionally, the task force considered the three community priorities in the plan: An Accessible Water-Based System; a Nature-Based Recreation and a Connected Trail-Based Recreation. Lastly, task force members considered their own individual preferences when prioritizing these services. The purpose of this exercise was to assist county staff and task force members in defining the most important services and thereby focus funding efforts and resources to support these services.

The following service priorities were established by the task force.

Current Services

1. Traditional Day Use
2. Recreational Vehicle Camping (tied for first)
3. Non-Motorized Boating
4. Non-Motorized Trails (tied for second)
5. Group Picnic Facilities
6. Habitat Restoration and Protection
7. Tent Camping
8. Motorized Boating

Potential/New Services (note: all four services tied for first)

1. Environmental Education
2. Summer Camps
3. Special Events
4. Outdoor Recreation Activities, Lessons, and Instruction



Accessible Water-Based System



Nature-Based Recreation



Connected Trail-Based Recreation

Cost Recovery

Throughout the United States, public park and recreation agencies have assigned cost recovery levels to assist with the development of fee structures for several types of facilities, services, and programs. The entire cost recovery methodology is an involved process that includes significant input from staff, stakeholders, elected officials, and the public. A full cost recovery planning effort was outside the scope of this project, but a discussion of its merits and consideration of staff recommendations based on “**greater the individual benefit the higher the cost recovery**” was completed by the task force. As a result, cost recovery targets were supported by the task force for a variety of services and facilities. Specific targets can be found on page 23 of this plan. This exercise and process assisted staff with developing funding options, and in the future, rational for setting appropriate fees for a variety of facilities and services. It does not replace a full cost recovery analysis if so desired by Lane County.

Funding Options By Category

The task force reviewed funding options for each of the five different priorities or categories identified: Operations and Maintenance; Deferred Maintenance; Conservation and Habitat Restoration; Education; and Revenue Generation. Each of these categories has unique funding opportunities and requirements. Attempts were made to identify a nexus between the funding source and funding category. Lastly, no one funding mechanism should be considered for subsidizing the entire operation of the county park system or one of the following categories. It will take multiple sources of revenue to fulfill the parks division’s mission and vision and the goals set forth in the Parks and Open Space Master Plan.

Included in the review were traditional and existing sources of revenue along with new sources not currently available to the parks system and/or county. The following is a listing of the primary sources of revenue reviewed by category. Further description and evaluation of revenue sources by category can be found on pages 31-43.



Operations and Maintenance – Utility Fee or Tax, County Service District Formation, Local-Option Levy, Transient Room Tax, Solid Waste Fees, Public/Private Partnerships



Deferred Maintenance – Utility Fee or Tax, 10-year Capital Projects Serial Levy, General Obligation Bonds, Solid Waste Fees, Grants, Timber Sales



Conservation and Habitat Restoration – Utility Fee or Tax, County Service District Formation, Local-Option Levy, Transient Room Tax, Solid Waste Fees, 10-year Capital Projects Serial Levy, General Obligation Bonds, Grants, Timber Sales



Education – Utility Fee or Tax, County Service District Formation, Local-Option Levy, Solid Waste Fees, Public/Private Partnerships, Public/Public Partnerships



Revenue Generating Projects – Revenue Bonds/Certificates of Participation, Grants, Video Lottery Funds, System Development Charges, Sponsorships, Public/Public Partnerships



Shooting Star Flowers in Bloom at Armitage County Park

Community Survey

To assess Lane County voters' views of park funding, a *community survey of likely voters* was conducted on March 2021 by public opinion research firm Fairbank, Maslin, Maullin, Metz & Associates (FM3).

The survey results were presented to the task force on March 25, 2021. The key findings of the survey which included 404 respondents from likely voters from throughout the county are as follows:

Those who visit a park even a few times a year are more likely to support a funding proposal than are those who never visit parks.



- Voters have broadly favorable views of Lane County Parks and approve of their work. Seven in ten say the Parks Division has at least “some need” for funding, though few felt strongly.
- In principle, 59% support increased funding to maintain and improve parks.
- **Those who visit a park even a few times a year are more likely to support a funding proposal than are those who never visit parks.**
- **Top priority projects include water quality, basic park maintenance, protecting wildlife habitat, restoring wildfire damaged parks, and campground maintenance.**
- Determining the funding mechanism will be important. Bonds, a local option levy, a solid waste surcharge, and a hotel/motel tax have majority support in isolation.
- In principle, at least half of the respondents indicated a willingness to pay up to \$60 per year to support parks. **At \$30 per year, most respondents are “very willing” to support parks.**

The full results of the survey are available on the Lane County Parks website. Appendix F provides a summary of the results as presented by FM3.

Recommended Operation and Maintenance Budget

As the highest priority of the task force, parks staff were requested to provide the task force with a recommended operation and maintenance budget that maintains the existing park system at a level to meet visitor expectations, create a safe and clean environment to enjoy recreation activities, preserve natural areas, and fulfill the goals of the Master Plan. The first draft of the budget was presented to the task force in October 2020 and then refined and re-presented in June 2021. The overall operations and maintenance budget required to maintain the current system is \$5.8 million. The budget includes 11 additional staff (three office and eight field), and a material and services increase of \$900,000. \$2.8 million is needed in tax subsidy to balance the budget. The task force supports this recommended level of funding for maintenance and operations of the park system.

Recommended Operations and Maintenance Budget		\$5,800,000
Revenue Sources		\$3,000,000
Fees Generated within Park System	\$2,000,000	
State Revenue, Contracts, Other Revenue	\$1,000,000	
NET SUBSIDY TO BALANCE BUDGET		\$2,800,000

Deferred Maintenance Report/Estimate

The deferred maintenance report completed by consulting firm Faithful and Gould for Armitage, Baker Bay, Orchard Point and Richardson Parks was presented to the task force on June 2021 and the Parks Advisory Committee on September 2021. These four parks were selected for evaluation due to their extensive infrastructure and visitor usage as compared with other developed parks in the system. Generally, the report indicates that the parks are in poor or extremely poor condition. It will cost over \$27 million over the next ten years to restore these four parks to a standard that provides park visitors with a safe, clean, functional, and green place to visit. The remaining parks to be assessed have significantly less infrastructure in place but are in similarly poor to extremely poor condition. It is estimated that an additional \$29 million will be needed over the next ten years to bring the remaining parks up to standard. As a result, the overall deferred maintenance needs for the entire parks system exceeds \$56 million. Critical and potentially critical projects make up \$31 million of the deferred maintenance need. Further evaluation of the deferred maintenance needs of county parks should be completed to revise the funding target and prior to submitting any funding measure to county voters.



Deteriorating Revetment at Perkins Peninsula County Park

Funding Alternatives

Three funding alternatives were prepared to meet the objectives of the Master Plan, task force priorities, and the directive of the Board of County Commissioners. The alternatives were developed after receiving input from the task force, review of the public opinion survey and deferred maintenance study, and in consideration of the recommended operations and maintenance budget. Overall, the task force is recommending that Lane County commit to funding the park system at minimum of \$6 million per year (not including funds generated for or by the park system).

Alternative A Traditional Funding Strategy: \$6 million Local Option Levy

Alternative B County Commission Initiated Fees and Taxes: Levy Utility Fees; Increase Solid Waste Fees and Park Fees; Increase Transient Room Tax

Alternative C Combined Initiative: \$3.5 million Local Option Levy; Increased Solid Waste and Park Fees

All three alternatives focus on the primary goal of providing additional funding for priority needs of the county park system as outlined by the task force. In preparing the funding alternatives, several assumptions were made to assist with forecasting revenue and developing a funding plan. Those assumptions can be found on page 58 of the plan. Of specific note is the assumption that for the next 5-10 years, Lane County will continue to commit approximately \$1 million annually to the park system through the allocation of Car Rental and Transient Room taxes.

As the highest priority of the task force, parks staff were requested to provide the task force with a recommended operation and maintenance budget that maintains the existing park system at a level to meet visitor expectations, create a safe and clean environment to enjoy recreation activities, preserve natural areas, and fulfill the goals of the Master Plan.

It has been over 40 years since the county has made a significant investment in the park system and now would be a great time to leverage existing county funds with new and/or additional revenue to restore a thriving park system in Lane County.

Funding targets for each category of service were developed and supported by the task force as briefly described below.



Operations and Maintenance – Provide **\$2.8 million** annually for staffing, material & services, and marketing as proposed in the revised operations and maintenance budget presented by staff.



Deferred Maintenance – Provide minimally **\$2 million** annually to address deferred maintenance projects as identified in the Facility Condition Assessments report.



Conservation – Include **\$500,000** annually for conservation and habitat restoration projects and provide funding to support matching grants.



Education – Provide **\$200,000** annually to support education programs and facilities at natural resource-oriented parks such as Howard Buford Recreation Area, Camp Lane, and Blue Mountain.



Special Projects – Provide funding support for projects that meet special needs like restoring parks along the McKenzie River, further implementing the Rivers to Ridges Parks & Open Space Vision, providing enhanced beach and river access, and projects that increase tourism. **Amount of funding by discretionary funds (taxes) to be determined.**



Revenue Generating Projects - Improvements to and development of revenue generating facilities (campgrounds, marinas, group picnic shelters, etc.). **Limited discretionary funds may be available.**

The task force recommended that the alternatives include additional funding from the general fund to demonstrate a commitment by the county to address the poor condition of the park system. It has been over 40 years since the county made a significant investment in the park system and now would be a great time to leverage existing county funds with new and/or additional revenue to restore a thriving park system in Lane County.



Orchard Point Boat Ramp and Floating Docks

Alternative A – Traditional Funding Strategy

\$7.5 Million Generated Annually for 5 Years

\$6 million Five-Year Local Option Levy to support park operations and maintenance, deferred maintenance, conservation, and education. Includes \$500k General Fund support.

Property Tax Rate = .1657/\$1000. Average \$225k home = \$37.30/yr.

- Operations and Maintenance - \$2.8m levy funds
- Deferred Maintenance - \$3m (\$2.7m levy funds; \$300k county general funds)
- Conservation - \$500k (\$300k levy funds; \$200k county general funds)
- Education - \$200k levy funds
- Revenue Generation and Special Projects - \$1.0m (\$500k TRT funds and \$500k CRT funds).

Alternative B – County Commission Initiated Fees and Taxes

\$6M Generated Annually for 5 Years

Levy Monthly Utility Fee of \$1.45 per electric account; Increase Solid Waste Disposal Fees by \$4.00 per ton or 4.2%; Increase Park User Fees (amount TBD) and/or Implement Cost Saving Measures; Increase Transient Room Taxes by .5%

- Operations and Maintenance - \$2.8m Utility Fee (*Monthly fee of approximately \$1.35 per account*)
- Deferred Maintenance - \$2m (\$500k Solid Waste funds (*Increase in tonnage fee of \$2.50 per ton*); \$500k General Funds; \$500k Car Rental Tax; \$500k Transient Room Tax).
- Conservation - \$500k (\$300k Solid Waste funds (*Increase in tonnage fee of \$1.50 per ton*) \$200k Utility Fee (*Monthly fee of \$0.10 per account*).
- Education - \$200k from Increased Division Revenue and/or Cost Savings (*Does not include increase in day-use fees.*)
- Revenue Generation and Special Projects - \$500k-750k new TRT funds

Alternative C – Combined Initiative

\$6M Generated Annually for 5 Years

\$3.5 million Five-Year Local Option Levy with Increased Solid Waste Disposal and Park User Fees as specified in Alternative B; Property Tax Rate = .097/\$1000. Average \$225k home = \$21.83/yr.

- Operations and Maintenance - \$2.8m (\$1.8m levy funds; \$500k CRT; \$500k TRT)
- Deferred Maintenance - \$2m (\$1m levy funds; \$500k Solid Waste; \$500k General Funds)
- Conservation - \$500k (\$300k Solid Waste Fees; \$200k levy funds)
- Education - \$200k from Increased Division Revenue and/or Cost Savings (*Does not include increase in day-use fees.*)
- Revenue Generation and Special Projects – \$500k levy funds

Under all three alternatives, staff should pursue, evaluate, and if feasible, implement agreements for operation and management of federal campgrounds within the eastern and southern portions of the county where the parks division currently has facilities (e.g., McKenzie River, Dorena Reservoir).



Wildwood Falls County Park

Task Force Recommendations

To address the maintenance needs of the park system, restore critical habitat, and enhance services as outlined in the *2018 Parks and Open Space Master Plan*, the Lane County Parks Funding Task Force recommends that the county set a **minimum funding target of \$6 million annually**. This amount of funding will be key to restoring a thriving park system in Lane County. The task force more specifically supports the following recommendations.

- 1) **FY 22 Deferred Maintenance Study:** It is recommended that during FY 22 Lane County commit \$100,000 of discretionary funds to the Parks Division to complete another phase of deferred maintenance assessments at 13 significantly developed county parks not completed in the initial study.
- 2) **FY 22 Project Design, Engineering, Feasibility Studies:** It is recommended that the county provide \$250,000 in FY 22 to support design, engineering, and feasibility studies associated with critical water, electric, and sewer improvements at Orchard Point, Richardson, Armitage, and Baker Bay Parks.
- 3) **Preferred Funding Alternative:** Beyond FY 22, the Lane County Parks Funding Task Force recommends that the Board of County Commissioners support funding **Alternative A**, which includes \$500,000 annually from the Lane County general fund. Overall, this alternative provides \$7.5 million annually in support of the county park system and enhances the county's ability to achieve its vision of restoring a thriving parks system for all citizens to enjoy.

Alternative A – \$6 million Five-Year Local Option Levy with current CRT and TRT retained by Parks Division for Special Projects and \$500k General Fund support. Tax Rate = .1657/\$1000. Avg \$225k home = \$37.28/yr.

- Operations and Maintenance - **\$2.8m levy funds**
- Deferred Maintenance - **\$3m (\$2.7m levy funds; \$300k county general funds)**
- Conservation - **\$500k (\$300k levy funds; \$200k county general funds)**
- Education - **\$200k levy funds**
- Revenue Generation and Special Projects - **\$1.0m (\$500k TRT funds and \$500k CRT funds)**. Additional funding from Grants/Video Lottery/SDCs/Revenue Bonds.
Project Examples:

- Projects along the McKenzie River (Holiday Farm Fire Recovery, Hatchery Repairs/Forest Glen/Eagle Rock)
- *Rivers to Ridges – Trail implementation/acquisition
- Improvements to and development of revenue generating facilities (campgrounds, marinas, group picnic shelters, etc.)

*Rivers to Ridges implementation is an example how new funding could be aligned with regional projects that support conservation, open space, and an interconnected non-motorized trail systems.

The alternative provides county residents the opportunity to support the park system within the “willingness to pay” range (less than \$60 annually) as identified in the community survey results. The community survey also indicated that traditional funding sources were more favorable by “likely voters” than new or unique sources. Local option levies are certainly familiar with voters, and once established, they are passed more routinely in subsequent levy requests. If the levy is passed by the voters, the county will have time to further examine other funding mechanisms and propose a more sustainable funding source beyond the initial five-year period of the levy.

The alternative provides sufficient funding annually to significantly address the backlog of deferred maintenance projects. **Nearly one-half of the deferred maintenance backlog of critical and potentially critical projects (\$31 million) would be completed within the first five years** if funding is secured at \$3 million annually as proposed. The other alternatives as outlined (\$2 million annually) would complete approximately one-third of the critical and potentially critical deferred maintenance projects.

The \$500,000 for habitat and conservation projects is also in alignment with the results of the community survey where county residents strongly support projects that enhance water quality and maintain, improve, and preserve natural areas/open spaces throughout the county. Consistent funding for habitat stewardship in Lane County Parks is important for maintaining and improving habitat functions. Funding will also provide means for the division to leverage additional resources through pursuing grants and by working collaboratively with other agencies and natural resource partners. Funding would also be available to support the Northwest Youth Corps and similar groups to assist with labor intensive habitat restoration projects.

The task force also recommends that the county support efforts to expand its ability to provide environmental education opportunities for county residents, primarily youth. By investing \$200,000 annually, the county will develop a more vibrant, inspired, and informed public about the importance natural areas play in preserving and protecting our environment. The more people are connected to nature, the more they will value and preserve it for future generations.

Prior to placing the proposed levy or any funding measure on the ballot, the task force recommends that the **county conduct an additional public opinion survey** to assess the current viability of the proposed measure. The survey will assist the county in determining if changes need to be made in the measure, identify what issues are most important to voters, and how best to provide information to the public to assure that the measure is well understood by voters.

- 4) **Special Projects and Campground Expansion:** Alternative A recommends the dedication of \$1 million annually from the Car Rental Tax and the Transient Room Tax for development of revenue generating projects and special projects that support the local tourism industry and the park system. This amount of commitment will assure progress is made in the improvements to and development of recreation facilities along the fire damaged McKenzie River Valley. It will also help generate economic activity in nearby rural communities which are dependent upon recreation and tourism as part of their economic development strategy. **Specific projects will need to be identified and evaluated prior to submitting the proposed levy to Lane County voters.**
- 5) **Cost Reduction:** The Parks Division should also fully evaluate, and where appropriate, implement the potential cost reduction/saving measures described earlier in this report including support of a **robust volunteer program and potential disposal of surplus properties.** Efficient and effective operations will help the county meet its vision and goals of the park system.
- 6) **Public Awareness:** Additionally, if the proposed local option levy passes, the division must utilize this five-year period to develop additional public awareness of the park system and the value it brings to the county. Marketing the park system will be essential along with keeping the community updated on the progress made on restoring our parks. These efforts will pay significant dividends on passage of the next levy and instituting a long-term funding mechanism for county parks (e.g., County Service District; Utility Fee/Tax).



Wildwood Falls County Park



Ben & Kay Dorris Park (owned by State of Oregon but maintained by Lane County Parks as part of the McKenzie Cooperative)



Introduction

The Lane County Board of Commissioners approved the Lane County Parks and Open Space Master Plan on December 18, 2018 (Master Plan). The plan provides guidance for the operation, maintenance, and development of the county park system for the next 20 years. The vision and goals of the park system as stated in the master plan and provided below, provides county leadership with direction on how best to meet the recreational needs of county residents for decades to come.



68
PARKS

4400
ACRES

VISION

“ Our thriving parks and natural areas connect us to our rivers, reservoirs, and natural features, showcase our heritage and natural diversity, and protect resources for future generations. ”

GOALS

1. Collaborate

Engage residents, volunteers, interest groups, educational providers, businesses, and local, state, and federal agencies as partners in the coordinated effort to expand, enhance, interpret, provide, and protect parks, natural areas, trails, and recreation opportunities across Lane County.

2. Connect

Attract people to nature, the outdoors, and County parks by providing a variety of experiences, improving park and facility access, increasing stewardship, supporting environmental education/nature interpretation, and improving communications.

3. Create Vibrancy

Re-invigorate and revitalize key parks as thriving, family-friendly outdoor activity hubs through redesign, renovation, and programming to help position Lane County as the best county for outdoor recreation and play.

4. Generate Economic Vitality

Create a strategic and holistic park management approach that balances local needs with opportunities to create economic benefits in surrounding communities and/or generate revenue to re-invest in parks.

5. Protect Resources

Sustain and protect unique County assets, cultural resources, and natural resources as our legacy for future generations.

6. Reflect Our Values – Emphasize our diverse, natural character and make high impact, low-cost moves to maintain sites, sustain infrastructure and improve the quality, safety and attractiveness of park amenities, landscaping, and recreation facilities.

With 68 parks distributed throughout Lane County and encompassing nearly 4400 acres of diverse properties, Lane County has an impressive inventory of parks, natural areas, and recreational amenities. With the support of county residents, commissioners, staff, volunteers, and partners, Lane County has the potential to realize its vision of the park system and achieve its goals. But to realize this vision and achieve these goals, the county park system is in desperate need of additional funding that is sustainable and will address current operational deficiencies and a quarter century backlog of deferred maintenance. The Board indicated their support of the master plan’s vision and goals when they committed to the formation of the Lane County Parks Funding Task Force on July 9, 2019, through the approval of

Resolution No. 19-07-09-09. The task force was charged with the responsibility of researching and recommending to the Board dedicated funding options that ensure long-term financial stability for Lane County Parks.

The following report summarizes the work of the task force and recommends a mix of funding alternatives that will fulfill the county’s vision for the park system, achieve the goals of the master plan, and most importantly provide the funding needed to address the recreational needs, demands, and wishes of Lane County residents.

The Lane County Parks Funding Task Force was formally appointed by Lane County Administrator Steve Mokrohisky in December 2019. The Task Force members are:

Janelle McCoy, Executive Director of Friends of Buford Park

John Clark, Retired Parks Supervisor with City of Eugene

Dale Weigandt, Retired Superintendent at River Road Park and Recreation District

Brad van Appel, Executive Director at Mount Pisgah Arboretum

James Houghton, Owner of Level 32 Racing

Randy Dersham, Former Executive Director at the McKenzie River Discovery Center, McKenzie River Guide

Erika Thessen, County Resident, Parks and Recreation Advocate

Art Farley, Eugene Parks Foundation

Scott Coleman, Orchard Point Marina Volunteer

Andy Vobora, Travel Lane County - Eugene, Coast to Cascades

Jim Mayo, Lane County Parks Advisory Committee

Renee Jones, Willamalane Park and Recreation District Board Member

Don Mathes, Friends of Osgood Park

Bob Warren, McKenzie River Trust

Kevin Shanley, Lane County Parks Advisory Committee, Friends of Buford Park Board President

Prior to forming the Task Force, the Public Works Department approved a contract with the Special Districts Association of Oregon (SDAO) to facilitate and lead the task force in their efforts of developing a recommended funding plan to the Board of County Commissioners. SDAO appointed Senior Consultant Bob Keefer, former Willamalane Park and Recreation District Superintendent and Lane County Parks Division Manager, to manage the project. The work plan/schedule of the task force is included as Appendix A to this report.

The first meeting of the Task Force was February 8, 2020. The task force elected Janelle McCoy as Chair and John Clark as Vice Chair. Shortly after the first meeting, meetings of the Task Force were suspended due to the COVID-19 pandemic. Meetings of the Task Force resumed as virtual meetings in September 2020.

Throughout the planning process the task force continued to review, refine, and develop priorities that would assist with directing funding sources to the most important needs and services and to advance funding alternatives and recommendations to be considered by the Board of County Commissioners.



Shelter at Armitage County Park



Funding Priorities

At the first meeting of the Task Force, the task force received a presentation by Parks Division Manager Brett Henry focused on the history of the park system, current and deferred maintenance deficiencies, and parks division budget limitations. After the presentation, the task force was asked to prioritize categories of issues associated with managing the park system. The task force agreed that the county should focus funding on the following issues in priority order:

1. Long-term sustainable funding for park maintenance and operation.
2. Address the multi-million-dollar backlog of deferred maintenance.
3. Enhance the county's ability to pursue and implement conservation and habitat restoration projects.
4. Provide environmental and cultural education programs for youth and adults.
5. Focus on projects that generate net revenue.

The task force also agreed that the Parks Division should look for opportunities to reduce costs.



View of Fern Ridge Reservoir from Perkins Peninsula County Park



Scope of Services Priorities

The task force reviewed and prioritized a list of services the Parks Division provides park visitors either currently or could provide in the future. Many of the additional services are supported by the parks master plan. Administrative and support services are not included in the list.

The list of services reviewed by the task force is as follows:

Existing Services



Trail at Hendricks Bridge County Park

1. Traditional Day Use – Family picnic facilities, sunbathing, swim beaches, playgrounds
2. Small and Large Group Picnic Facilities – Designated covered or uncovered space with support facilities and services
3. Tent Camping – Designated space with support facilities and services
4. Recreation Vehicle Camping – Designated space with utilities, support facilities and services
5. Organizational Camp – Provide and manage Camp Lane to support rentals by organizations for retreats, youth camps, family reunions, weddings, etc.
6. Motorized Boating – Boat launches, short and long-term moorage, boat trailer parking
7. Non-Motorized Boating – Boat launches, boat trailer parking, moorage
8. Non-Motorized Trails – Hiking, Equestrian, Mountain Biking
9. Habitat Restoration and Protection – Pursue and manage opportunities to protect and restore natural habitats, protect native and endangered species, improve water quality, interpretative education programs
10. Special Events – Provide space and support facilities
11. Dog Parks – Provide space and support facilities
12. Covered Bridges – Maintain safe access to all off-line covered bridges within Lane County



Camp Lane A-Frame Cabin

Potential Services

1. Environmental and Outdoor Education – Currently provided primarily by partners. County could provide a more active role with paid and volunteer staff through programming, tour guides, interpretative displays, and other measures.
2. Cultural History Education – Interpretative services, signage, preservation
3. Summer Camps – Provide programming and management of variety camps for youth (e.g., sailing, river rafting, environmental education, outdoor education, etc.) at Camp Lane and other parks
4. Equipment and Game Rentals – boats, volleyball nets, cornhole, ladder ball, horseshoes
5. Special Events – Host and produce special events (concert series, outdoor plays, movies in the park)
6. Outdoor Recreation Activities Lessons and Instruction – (e.g. sailing, fly fishing, kayaking, and backpacking)
7. Event Planning and Service for Rental Groups
8. Sports Facilities and Courts – Provide facilities to support organized sports such as soccer, softball, pickleball, lacrosse, disc golf, etc.
9. Food Concession Facilities – Enhance facilities to support fixed and mobile food vendors

The task force prioritized these services based upon the vision, mission, and goal statements outlined in the Master Plan. Additionally, the task force considered the three community priorities in the plan an Accessible Water-Based System, Nature-Based Recreation, and Connected Trail-Based Recreation. Lastly, task force members considered their own individual preferences when prioritizing these services.

Task force members were asked to list their top six existing services and their top three potential services. The result of the exercise led to the task force prioritizing the following current services and the top potential or new services.

Current Services

1. Traditional Day Use
2. Recreational Vehicle Camping (tied for first)
3. Non-Motorized Boating
4. Non-Motorized Trails (tied for second)
5. Group Picnic Facilities
6. Habitat Restoration and Protection
7. Tent Camping
8. Motorized Boating

Potential/New Services (note: all four services tied for first)

1. Environmental Education
2. Summer Camps
3. Special Events
4. Outdoor Recreation Activities, Lessons, and Instruction

The purpose of this exercise was to assist county staff and task force members in defining the most important services and thereby focus funding efforts and resources to support these services. However, that does not mean the county should not pursue other services as resources allow and opportunities arise.



Stewart Covered Bridge



Richardson County Park



Cost Recovery

Throughout the United States, public park and recreation agencies have looked to assignment of cost recovery levels to assist with the development of fee structures for several types of facilities, services, and programs. One successful model (methodology) is the Cost Recovery Pyramid developed by GreenPlay, LLC. As an example, and from a county park system, please see the attached Cost Recovery Pyramid from Coconino County, Arizona (Appendix B).



Lane County Campsite

Locally, Willamalane Park and Recreation District has used this methodology since 2008. A copy of the district's cost recovery pyramid is also attached to this report (Appendix C). The methodology allowed the district to set fees based on the philosophy that if a program, service, and/or facility provides primarily a community benefit it should receive a higher level of subsidy (taxes and/or other non-fee for service funding) than a program, service, and/or facility that provides a benefit for primarily an individual. The methodology allows for filters (exceptions) based on historical uses, funding opportunities, policy direction, market, and other factors. Cost recovery targets are based on the direct cost of providing the service. Overhead and indirect costs are generally not considered.

The entire cost recovery methodology is an involved process that includes significant input from staff, stakeholders, elected officials, and the public. A full cost recovery planning effort was outside the scope of this project but a discussion of its merits and consideration of staff recommendations based on the rational discussed above (greater the individual benefit the higher the cost recovery) was completed by the task force. This exercise and process assisted staff with developing funding options, and in the future, rational for setting appropriate fees for a variety of facilities and services. It does not replace a full cost recovery analysis if so desired by Lane County Parks.

Based on the task force's previous work on prioritization of services, staff assigned the following cost recovery categories and targets for each type of service or facility. Four benefit categories based on the Coconino County model are provided. The definition of the benefit categories are as follows:

Community Benefit

- Facilities, programs, and services that **benefit the community**. These services may increase property values, provide safety, address social needs, and enhance the quality of life for residents. These services are provided at *minimal or no fee* to visitors.

Community/Individual Benefit

- Facilities, programs, and services that **promote individual physical and mental well-being and may promote skill development**. They may also have an economic benefit to nearby and allied businesses. Fees are charged to support a sizable portion of the direct cost of the service.

Individual/Community Benefit

- Facilities, programs, and services that have **mostly an individual benefit and an underlying community benefit**. These services may promote individual physical and mental well-being but also represent specialized or individualized services. Fees are charged to support at least *all the direct cost of the service*.

Highly Individual Benefit

- Facilities, programs, and services that have a **profit potential** may share market space, or needed assets with the private sector, or may fall outside the core mission of the agency. Fees are charged to *pay all the direct costs plus creating a profit to offset subsidy for other levels of service and/or reserves for replacement of facilities associated with the service*.

Facilities

Type	Category – Who Benefits	Cost Recovery Target
Traditional Day Use	Community	<25%
Natural Areas	Community	<25%
Trails	Community	<25%
Non-Motorboat Landing	Community/Individual	>25% <100%
Sports* (min develop)	Community/Individual	>25% <100%
Motorboat Landing	Community/Individual	>25% <100%
Group Picnic	Individual/Community	>100%
Special Event Venue	Individual/Community	>100%
Moorage	Highly Individual	>150%
Camping	Highly Individual	>150%
Organizational Camp	Highly Individual	>150%

*Sports – Minimally developed facilities like sand volleyball, disc golf, and use of existing turf for sports fields.



Services/Programs

Type	Category – Who Benefits	Cost Recovery Target
Enviro/Cultural Ed (Youth)	Community/Individual	>25% <100%
Enviro/Cultural Ed (Adult)	Individual/Community	>100% <150%
Lessons/Instruction (Youth)	Individual/Community	>100% <150%
Lessons/Instruction (Adult)	Highly Individual	>150%
Equipment Rental	Highly Individual	>150%
Special Event Production	Highly Individual	>150%
Day/Overnight Camps	Highly Individual	>150%
Food Concession	Highly Individual	>150%

The task force supported staff recommendations and the categories of cost recovery and revenue targets to develop funding expectations for facilities and services.



Orchard Point Marina



Lowell Covered Bridge



photo: [wikicommons pithecanthropus4152](https://commons.wikimedia.org/wiki/File:Thropus4152)

Cost Reduction

Reducing costs and improving operating efficiencies were discussed by the task force as a means of assisting with creating a sustainable operating budget for the park system.



View of Chicken Point from Harbor Vista County Park

Generally, task force members recommended that the parks division work toward the following key actions:



- better utilization of volunteers and friends' groups;



- improved use of technology for managing staff, informing the public, and facility operations;



- utilization of public/public and public/private partnerships for management of facilities; and



- potential disposal of surplus properties including liquidating some properties or transferring ownership to other public agencies and/or nonprofits.



Fern Ridge Reservoir near Perkins Peninsula County Park



Beginning of Siltcoos River Trail at Westlake County Park

Parks Division staff identified additional cost saving measures:



- reduce the size of maintained turf/landscape areas;



- evaluate caretaker/host agreements and contracts with other public agencies for maintenance services and make changes as necessary to ensure efficiency and cost recovery;



- evaluate and complete energy conservation projects (LED lighting, variable speed pumps, irrigation control systems, etc.);



- develop a more robust preventative maintenance program;



- change automatic fee stations from cash to credit/debit card stations;



- reduce indirect cost from other county agencies and assure that contract for services/supplies are competitively bid.



Hileman County Park on the Willamette River

All the ideas listed above are being further evaluated by county staff for cost/benefit analysis and potential implementation. Additionally, some of the measures are part of the funding plan options considered later in this report.



Archie Knowles Campground



Proposed Budget to Maintain Current Park System

In October 2020, Parks Division Manager Brett Henry presented to the task force a report outlining the required budget to maintain the existing park system at a level to meet visitor expectations, create a safe and clean environment to enjoy recreation activities, preserve natural areas, and fulfill the goals of the Master Plan. The report was based on the manager's and the staffs' expertise in the field and best practices. Additionally, they utilized established park maintenance metrics provided by the National Recreation and Park Association for county parks throughout the United States. The initial report indicated an operating budget of \$6 million which would fund 10 additional employees (two office and 8 field) and increase materials and services by \$1.69 million. By maintaining non-tax revenue at \$2.5 million (e.g., fees, charges, state funds, contract payments, etc.), the tax support needed to balance the budget was \$3.5 million annually. This base funding amount does not include the cost of deferred maintenance, other capital projects, and/or new services. Furthermore, the base funding amount does not include current county allocations of Car Rental Taxes and Transient Room Taxes of \$915,000 annually. The target of \$3.5 million was subsequently used to determine funding rates for a variety of funding sources (taxes and fees) needed to balance the budget.



Picnic Shelter at Hendricks Bridge County Park



Funding Options by Category

As was outlined earlier, addressing long-term sustainable funding for park maintenance and operation is the highest priority of the task force. Second is addressing a significant backlog of deferred maintenance which impacts the ability to address long-term sustainable funding for park operations. Of lesser priority, but particularly important to the task force, is conservation and revenue generation. The task force is also interested in supporting a more robust environmental and cultural education program for youth and adults. Each of these categories has unique funding opportunities and requirements. Outlined and identified below are potential funding sources with a general overview of each funding mechanism reviewed by the task force.

The division will need to be innovative, resourceful, and focused on building community support and awareness to fully meet its potential.

Additionally, these funding ideas are based on an overall theme of not making long-term commitments with short-term dollars. Specifically, hiring full-time employees and expanding parks, facilities, and services without a long-term plan of sustainability is something that should be avoided. With that said, it may be necessary to secure short-term funding (e.g., 5-year local option levy) to prove the viability of the investment by the public.

Attempts are made to identify a nexus between the funding source and funding category. For instance, expansion of camping facilities has an economic impact on nearby communities and businesses. As such, a funding source like video lottery funds which are focused on economic development could be a prime candidate for funding assistance for these types of projects. Parks and natural areas help offset the environmental damage that we as humans create by polluting the air, ground, and water. Therefore, assessing a fee or tax on utilities, solid waste disposal, and/or timber sales is a way for the public to invest in environmental protection and restoration.

Lastly, no one funding mechanism should be considered for subsidizing the entire operation of the county park system or one of the following categories. It will take multiple sources of revenue to fulfill the parks division's mission and vision. Existing resources such as user fees and dedicated state funds will continue to be a vital part of funding the division's operations. The division will need to be innovative, resourceful, and focused on building community support and awareness to fully meet its potential.



Category: Maintenance and Operation Funding

As was identified earlier, the funding source must be dedicated and relatively consistent to sustain maintenance and operations. Additionally, the funding source should increase with service demand and inflation. To obtain this goal, the funding might require approval by county voters. Providing a mechanism or mechanisms that meet these basic requirements allows the county to maintain its park system into the foreseeable future.

Funding Sources

Utility Tax or Fee

At least three cities in Oregon (Medford, West Linn, and Tigard) have imposed a park maintenance fee on city water utilities. Fees range from \$5 - \$16 per unit per month. In California, cities and counties have authority with voter approval to enact a utility tax on water, sewer, electricity, natural gas, and communications. These taxes are a consumption tax and range from 2.5% to 7.5%. Cities and counties have used the funds for basic public services such as police, fire, libraries, youth and senior programs, and parks. No community or county in Oregon imposes a general utility tax like California's, other than franchise fees associated with utility lines in the public right-of-way.

With that said, a monthly utility fee that is assessed per account could generate significant funding at an exceptionally low monthly cost to homeowners, renters, and businesses. For instance, assuming that there are approximately 190,000

electric service accounts in the county (based on EWEB's 86,000 accounts and then proportionally based on the county wide population), a monthly fee of \$1 would generate over \$2.2 million annually. If this estimate is close, the monthly fee would need to be \$1.50 per month per account to generate \$3.5 million for park maintenance and operation.

Pros

- Low cost per household
- Invests back into the environment
- The fee could be adjusted annually to be aligned with inflation costs
- No competition from other public agencies
- Lane County is currently evaluating a collection system for a similar fee associated with storm water management

Cons

- Untested so will need significant legal review and approval. Must determine if the county can enact the fee, and if so, will it require a public vote?
- Utilities may oppose
- Additional collection costs but should be relatively easy to manage if set up as a monthly service fee and forwarded to the county.
- Needs more research to determine the number of accounts
- Additional burden for low income



Ada County Park

County Service District

A County Service District can be formed under ORS 451. The County Commissioners serve as the governing body. It requires approval of voters within the district boundary if a permanent tax rate is proposed. The boundary does not have to be the entire county. Incorporated cities within the proposed district boundary must also approve of the district before the district can be formed by the county commission or through the public vote. The County Service District cannot perform the same service as other special districts within its proposed boundary unless the county service district takes over the service of that district(s).

Pros

- The district has taxing authority, and depending on the size and scope of services, the permanent tax rate could be as low as \$.105/\$1000 to generate \$3.5 million in property taxes if the district encompasses the entire county.
- Funding grows with increases in assessed value
- Administrative and support costs from the county would be minimal
- Flexible – Could be established in a smaller geographical area for a specific purpose (e.g., Rivers to Ridges Implementation, Willamette Confluence and Howard Buford Recreation Area Management, countywide trail development)

Cons

- Requires a public vote
- Cities must approve
- Could cause compression within metro areas
- Could be confusing to taxpayers
- Scope must be limited to assure that services do not duplicate services of other special districts

Solid Waste Fee

Over 200,000 tons of waste is deposited at the Short Mountain Landfill each year. The county receives \$19 million annually from waste disposal fees which equates to a fee average of \$95 per ton.

If Lane County were to commit to utilizing solid waste disposal fees to support park maintenance and operation, it would not be the only agency to do so. Metro, the regional government in the Portland area, is responsible for solid waste disposal. Metro charges an excise tax of \$12.47 per ton that generates \$19.2 million in revenue for Metro's general fund. A substantial portion of those funds support Metro's parks, trails, and open spaces.

If Lane County increased the waste disposal fee by \$12.50 per ton, the county would generate an additional \$2.5 million for park maintenance and operations. To meet the \$3.5 million funding target the disposal fee would need to increase by 18.4% to \$17.50 per ton.

Pros

- Would not require a public vote, although it may be advantageous to do so
- Invests back into the environment
- The fee could be adjusted annually to align with inflation costs
- Consistent funding stream
- The fee collection system is in place so the administrative costs would be low
- Lane County has previously supported transfers from the Waste Management Division to the Parks Division

Cons

- It would require a significant increase in disposal fees
- The solid waste industry may oppose
- Solid waste disposal companies may decide to haul garbage to other landfills and thereby reduce overall revenue received by the county
- Illegal dumping may increase

Local Option Levy

The Oregon Constitution prohibits Lane County and other public agencies from increasing their permanent tax rate. Therefore, the only option for increasing property tax rates and property tax revenues is through the passage of five-year local option levies. Levies require approval of voters and over 50% voter turnout if the levy vote is not held in May or November.

Many jurisdictions throughout Lane County utilize levies to increase and/or maintain their services as noted below:

- Lane County: 4-H and Extension Services Levy, Jail and Critical Youth Services Levy
- City of Eugene: Parks & Recreation Levy, Library Services Levy
- City of Springfield: Fire and Life Safety Levy, Jail Operations and Police Services Levy
- Fire Districts: Coburg, Junction City, McKenzie, Santa Clara, South Lane, & Upper McKenzie
- School Districts: Crow Applegate & Eugene 4J
- Park Districts: River Road Park and Recreation District



Camas Flowers in Full Bloom Zumwalt County Park

Most of the jurisdictions passed multiple levies to maintain services beyond the initial five-year period.

To meet the \$3.5 million funding target for parks maintenance and operation, county voters would need to approve a five-year local option levy at a tax rate of \$.105/\$1000 assessed value. A home assessed at \$225,000 would pay \$23.60 per year (less than \$2 per month) in increased property taxes if the measure were approved.

Pros

- Low cost for a typical homeowner
- The amount collected will increase annually as assessed value grows
- The fee collection system is in place so administrative costs would be low
- The public understands the funding mechanism and has approved similar levies for multiple purposes throughout the county
- The purpose of the levy is clear and focused

Cons

- Would require approval of the public
- May compete with levies from other agencies
- Must be renewed every five years to assure sustainability of the division
- Could cause compression within the metro area

Transient Room Tax

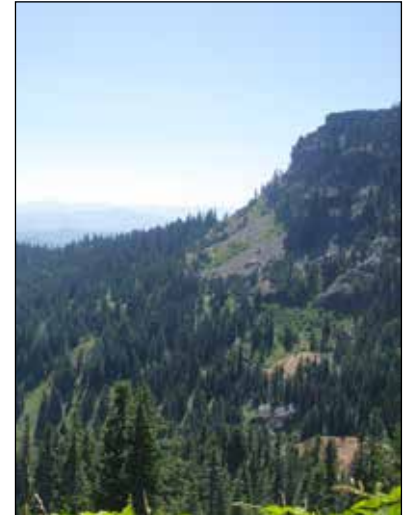
Lane County collects over \$12 million per year in transient room taxes throughout the county. Approximately 78% of the taxes are collected in the Eugene/Springfield metro area. The tax varies by locality. For instance, the Eugene/Springfield Metro Area takes in 9.5%; Florence and Cottage Grove receives a share of 9%; and the balance of Lane County is allocated the remaining 8%. The State of Oregon also collects a 1.5% room tax for lodging. County Transient Room Tax funds are allocated as follows: 70% of the funds are dedicated to marketing of the visitor industry in Lane County; 10% of the funds are set aside for operating the Lane County History Museum and other museums; 10% of the funds are used for rural tourism and marketing; and 10% of the funds are used for Special Projects. The Parks Division receives approximately \$600,000 from the tax via annual budget appropriation from Lane County.

Pros

- Visitors pay the tax which drastically reduces the burden on county residents
- Prior to COVID 19, the amount of room tax collected countywide saw a steady increase annually of approximately 6%.
- The fee collection system is in place to lower administrative costs
- The tax can be enacted by the County Commissioners, but a public vote may have some advantages

Cons

- The lodging industry would most likely be opposed. Especially considering the short-term impacts on the industry due to the COVID 19 pandemic and the recent forest fire in the McKenzie River area.
- Subject to change and/or reallocation by the County Commissioners
- Would require a substantial increase in the rate (above 2% points) to meet the funding target of \$3.5 million for park maintenance and operation



*Bohemia Mountain, Bohemia Saddle
County Park*

Recently, Linn County enacted a 1% increase in their room tax. All taxes collected in the Albany area are dedicated to the county fairgrounds. All room taxes outside of Albany are dedicated to the county parks department for capital improvements within the park system.

Public Private Partnerships



Currin Covered Bridge

In the western United States, park agencies in Oregon, California and Arizona have initiated public private partnerships with management companies (e.g., HooDoo, American Leisure, Recreation Resource Management, and Aramark) to manage and operate campgrounds and large day use areas. The USFS has used similar contracts for operating its campgrounds. Under these operating agreements, private companies are responsible for managing and maintaining the parks and facilities in exchange for receiving the revenue generated on site. The management company either pays a fee to the host agency or in exchange, makes capital investments into the facilities. The host agencies maintain ownership, control the fee structure, and set standards for care of the property. The agreements usually have a term of 10 years or more.

Lane County used limited-service concessionaire contracts in the past to assist with operating marinas, campgrounds, and food concessions. The county has maintained responsibility for facility maintenance and capital improvements. No county park or facility was completely managed and maintained by a private company. The most viable parks for considering a public private partnership are limited to those in proximity to each other and where user fees are charged.

Pros

- The financial burden of maintaining the parks is reduced
- Staff can focus efforts on less populated and developed parks

Cons

- Administering and managing the contract
- Initial contract solicitation and negotiations would take considerable time
- The public may be confused by the arrangement and question the viability of the contract
- The feasibility of entering into a contract may only be at select parks and/or geographical areas within the county

A summary of major funding sources for operation and maintenance is provided below.



Category: Deferred Maintenance

Lane County has initiated a contract with Faithful and Gould for a Facility Condition Assessment to determine the deferred maintenance backlog at Orchard Point, Richardson, Armitage, and Baker Bay Parks. These highly developed regional parks with extensive utility systems, pathways, roads, and parking lots are heavily used by the public. Additionally, three of these parks have campgrounds (Richardson, Armitage, & Baker Bay) and three have marinas (Orchard Point, Richardson, & Baker Bay). As such, a significant amount of the county's deferred maintenance backlog

is located at these sites. County maintenance staff will complete an assessment of the remaining parks if additional funds are available to continue the study by the consultants. The Faithful and Gould deferred maintenance report will be presented to the Task Force, Lane County Parks Advisory Committee, and the Lane County Commissioners. The report will also be available to the public on the county parks website. For purposes of this report, we will consider a \$27 million deferred maintenance backlog as the funding target.

Funding for deferred maintenance can take several forms. Slightly different than maintenance and operation funding, deferred maintenance is often funded with limited duration type funding (i.e., general obligation bonds, 10-year local option levies for capital projects, grants, one-time general fund commitments, etc.). However, if an operations budget that could provide long-term funding for these types of projects was obtainable, the county could avoid the additional burden of passing another tax levy.

Revenue Source	Amount or Rate	Annual Revenue	Action Needed to Implement	Administrative Effort to Implement and Manage	Sustainable/Ongoing Revenue	Comments
5-Year Local Option Levy	Less than \$.15/1000; annual property tax payment less than \$30 per yr	\$3.5-4.5m	Refer by BCC; Approve by voters	Minimal	"Possibly, but must be approved every 5-years"	Traditional; Public Understands;
Utility Fee (Electric)	Less than \$2 per month based on 190k accounts	\$3.5m at \$1.50 per month per meter; \$4.5m at \$1.93 per month per meter	BCC Approval	Collection will require support from utilities; new administration	"Yes, but BCC could revoke, change the fee w/o vote"	New for the county; utility fees for a few cities is in place in Oregon; Needs more research from legal and base assumption standpoints
County Service District	If county-wide less than \$.15/1000	\$3.5-4.5m	"Refer by BCC; approval of city councils, approval of voters, metro plan amendment"	County Administration already in place	Yes	Complicated process; have to work through impacts to other p&r districts; can be downsized to be regional;
Solid Waste Fee	\$17.50/ton increase	\$3.5m; can be scaled down for specific purposes	BCC Approval	Minimal	"Yes, but BCC could revoke, change the fee w/o vote"	"Large increase to meet O/M target; may be good source for conservation, education, and/or a portion of deferred maintenance; More research needed on cost of monthly residential fee."
Transient Room Tax Increase	Over 2 percentage points	\$3.5m; can be scaled down for specific purposes	BCC Approval	Collection system already in place	"Yes, but BCC could revoke, change the fee w/o vote"	\$600k already used to support county parks; Significant increase in tax to meet funding needs for O/M; Legal issues may need to be addressed.

Funding Sources

GO Bond

General Obligation Bonds (GO Bonds) are traditionally used for capital investments in public facilities including land acquisition, park development and improvements, schools, roads, libraries, recreation facilities, and fire stations. GO bonds are funded and backed by tax revenue. As with five-year local option levies, GO bonds require approval of voters and require over 50% voter turnout if the vote is not held in May or November. The payment period for GO bonds is normally 10 to 20 years. The interest rate varies depending upon when the bonds are sold. Current rates are relatively low. For purposes of this report, it is estimated that the average interest rate of a 20-year bond is 3.5% (includes all origination costs figured into the interest rate). At this rate and term, the anticipated yearly payment on a \$20 million bond would be \$1.4 million requiring a tax rate in the vicinity of \$.042/\$1000 in assessed value. Taxpayers would pay an additional \$8 million in interest payments over the 20-year bond payment period. A home assessed at \$225,000 would pay \$8.50 per year in additional property taxes to support the measure.



Howard J. Morton County Park (photo of sign before Holiday Farm Fire)

10-year Capital Serial Levy

Similar to local option levies, 10-year capital serial levies require voter approval and require over 50% voter turnout if the levy vote is not held in May or November. The proceeds from the levy must be used for capital projects and not day-to-day operations. A 10-year, \$2 million per year levy would require a tax rate of \$.06/\$1000 in assessed value. A home assessed at \$225,000 would pay \$13.50 per year in additional property taxes to support the measure. Compression may be an issue.

Timber Sales

Without knowing the amount of timber available at county park sites and other county owned properties, assessing the capacity to fund deferred maintenance is limited. With that said, traditionally proceeds from timber sales assisted in funding capital projects. If the county were to set policy that any county timber sold would be allocated to the Parks Division for capital projects and improvements, the division could use the funds for one-time projects that do not require immediate attention (e.g., foot bridges at HBRA, picnic shelter renovation, energy conservation projects, etc.). A full assessment would need to be completed before determining the viability of this funding option.

Solid Waste

Please see previous discussion regarding Solid Waste Disposal Fees. In this case, if the disposal fees were increased by \$5 per ton, \$1 million per year would be available for deferred maintenance projects.

Grants

Traditional state and federal grant sources remain available for deferred maintenance type projects (i.e., Land and Water Conservation Fund, Local Government Grant Program, Recreational Trails Program, County Opportunity Grant, & Marine Board Facility Grants). However, all these grant sources require a match and funding is highly competitive. Major restoration and rehabilitation projects seem to compete well when the agency match is secure, the project is essential for visitor safety, and a plan is in place for maintaining the project once the improvement is completed. Additionally, public support for the project must be demonstrated.

Category: Conservation

The Parks Division does not have dedicated funding for conservation projects. However, through working in partnership with groups like The Friends of Buford Park, The Mount Pisgah Arboretum, The Nature Conservancy, and the McKenzie River Trust, the division has secured funding and volunteers to make considerable progress on conservation projects within the county. Goal Five of the 2018 Parks Master Plan identifies protecting cultural and natural resources as a priority. The Funding Task Force has also identified this goal as a priority. Assuming the division will need to hire at least two full-time equivalent Natural Area employees and funding for basic supplies and services to support the work, the division will need \$250,000 annually to fulfill this goal.

Funding Sources

Funding sources listed under the maintenance and operations category could be used to annually subsidize the conservation program. Small incremental increases would be necessary in the proposed taxes and/or fees. Please see the previous descriptions of the funding sources for additional information about each funding source.

Utility tax/fee

Increase the fee by \$.11 per month to support the conservation program as described above.

County Service District

Increase the proposed tax rate of \$.105/\$1000 to \$.115/\$1000 to support the conservation program as described above.

5-year Local Option Levy

Increase the proposed tax rate of \$.105/\$1000 to \$.115/\$1000 to support the conservation program as described above.

Solid Waste

A \$1.25 per ton increase in the solid waste disposal fees would generate \$250,000 annually to support the conservation program described above.



Archie Knowles Campground



Clear Lake Dunes County Park

GO Bond

Please see previous discussion regarding GO Bonds. Proceeds from GO Bonds could be used for capital projects associated with conservation projects. However, day-to-day management and operations would not be eligible.

10-year Capital Projects Serial Levy

Funds from this source would not be eligible for day-to-day management and operations of conservation projects. Capital projects would be eligible.

Timber Sales

Proceeds from timber sales would be eligible to support conservation projects. However, the funding source is too unpredictable to commit funding for day-to-day management and operations.

Grants

Proceeds from grants are not routinely available for long term management and operations. However, some grants for specific projects are available and are a routine source for conservation projects.



Category: Revenue Generation

This category of projects is associated with looking at opportunities to develop projects that will create more revenue than expenses. Developing additional campgrounds that qualify for funding from the State's RV License Fee program may be the best example of projects that meet this objective. Other projects may include expanded marinas, concession facilities, and large group picnic and venue sites. Feasibility studies should be completed on any of the projects anticipated under this category. Public tax support for the projects should be minimal and primarily for a feasibility analysis and to support initial start-up costs.

Funding Sources

Revenue Bonds/Certificates of Participation

These funding mechanisms have been used by the county for development of campgrounds and replacement of marinas. Revenue bonds do not require voter approval. However, the county must demonstrate the ability to pay back the bonds through existing and expected revenue. Previous bonds for the campgrounds and marinas had a ten-year term.

Grants

The availability of grants for these types of projects is limited. However, the County Opportunity Grant for campgrounds is a reliable source of potential funding for expanding campgrounds within the county and was used in the past for the expansion of Richardson and Harbor Vista Campgrounds and development of the Armitage Campground.

Video Lottery

Lane County receives approximately \$1.6 million in video lottery funds annually. The funds are dedicated to economic development and support the county's economic development program (staffing and programs). The Oregon Video Lottery provides infrastructure funds for local economic development efforts, however competition for the funds is high. Use of the funds for projects that demonstrate a direct economic impact on local rural communities should be highly considered. These funds may be a great source of matching funds for grants.

Sponsorships

Private sponsorships may be a source for specific projects with significant advertising exposure and/or those that meet other objectives of private business. However, funding is limited and highly competitive. The county would need to commit to a robust marketing campaign to support these types of initiatives. County regulations may need to be revised to permit advertising in the parks.

System Development Charges

Lane County imposes System Development Charges (SDCs) for parks on new residential building permits outside of the incorporated areas of Lane County. The system development charge on a single-family residence is \$404. Currently, there is approximately \$260,000 in the SDC Fund. The fees are used to expand capacity within the park system and therefore are primarily used for capital projects associated with increasing the ability for more people to use the parks.

Public/Public Partnerships

Opportunities exist to enter partnerships with other public agencies. For instance, the Linn County Parks Department is managing the United States Forestry Service (USFS) campgrounds in the Sweet Home Ranger District. In exchange, the department receives all revenue from the campgrounds except for the reservation fees. The department nets over \$100,000 annually from the contract. Instead of paying the USFS the 5% concession fee, they invest in capital repairs and improvements at the sites.

Lane County has a similar opportunity with the USFS within the McKenzie and Middle Fork Ranger Districts. However, both districts have private contractors managing the campgrounds currently. When the contracts are up for renewal in 2022, the county could pursue a partnership with one or both districts. Another opportunity may exist in the Cottage Grove area with the US Army Corps of Engineers (Corps). The Corps manage two campgrounds: Pine Meadows (100 sites) on Cottage Grove Lake and Schwarz Park (59 RV sites & 6 Group sites) on Dorena Lake. Both sites are extremely popular. Schwarz Park is located at the base of the dam and on the way to Baker Bay Park.



Boat Slide at Lloyd Knox Park



Category: Education

The Parks Funding Task Force and the 2018 Parks Master Plan support efforts by the Parks Division to develop opportunities for environmental education, nature interpretation, and stewardship. Based on discussions with the task force regarding cost recovery, these types of programs, services, and facilities should recover their direct costs via fees and charges, grants, and use of volunteers. Indirect costs of such services could be funded through public tax support. If at least one full-time equivalent employee is needed to support this effort, the division would need \$100,000 annually to fulfill this objective.

Funding Sources

Funding sources listed under the maintenance and operations category could be used to annually subsidize the education program. Small incremental increases would be necessary in the proposed taxes and/or fees. Please see the previous descriptions of the funding sources for additional information about each funding source.

Utility tax/fee

Increase the fee by \$.05 per month to support the education program as described above.

County Service District

Increase the proposed tax rate of \$.105/\$1000 to \$.011/\$1000 to support the education program as described above.

5-year Local Option Levy

Increase the proposed tax rate of \$.105/\$1000 to \$.011/\$1000 to support the education program as described above.

Solid Waste

A \$.50 per ton increase in the solid waste disposal fees would generate \$100,000 annually to support the education program described above.

Public/Public Partnership

Many other public agencies may be able to support the education program. Creating a strong partnership with Soil and Water Conservation Districts, Watershed Councils, Lane Education Service District, school districts, and colleges should be pursued.

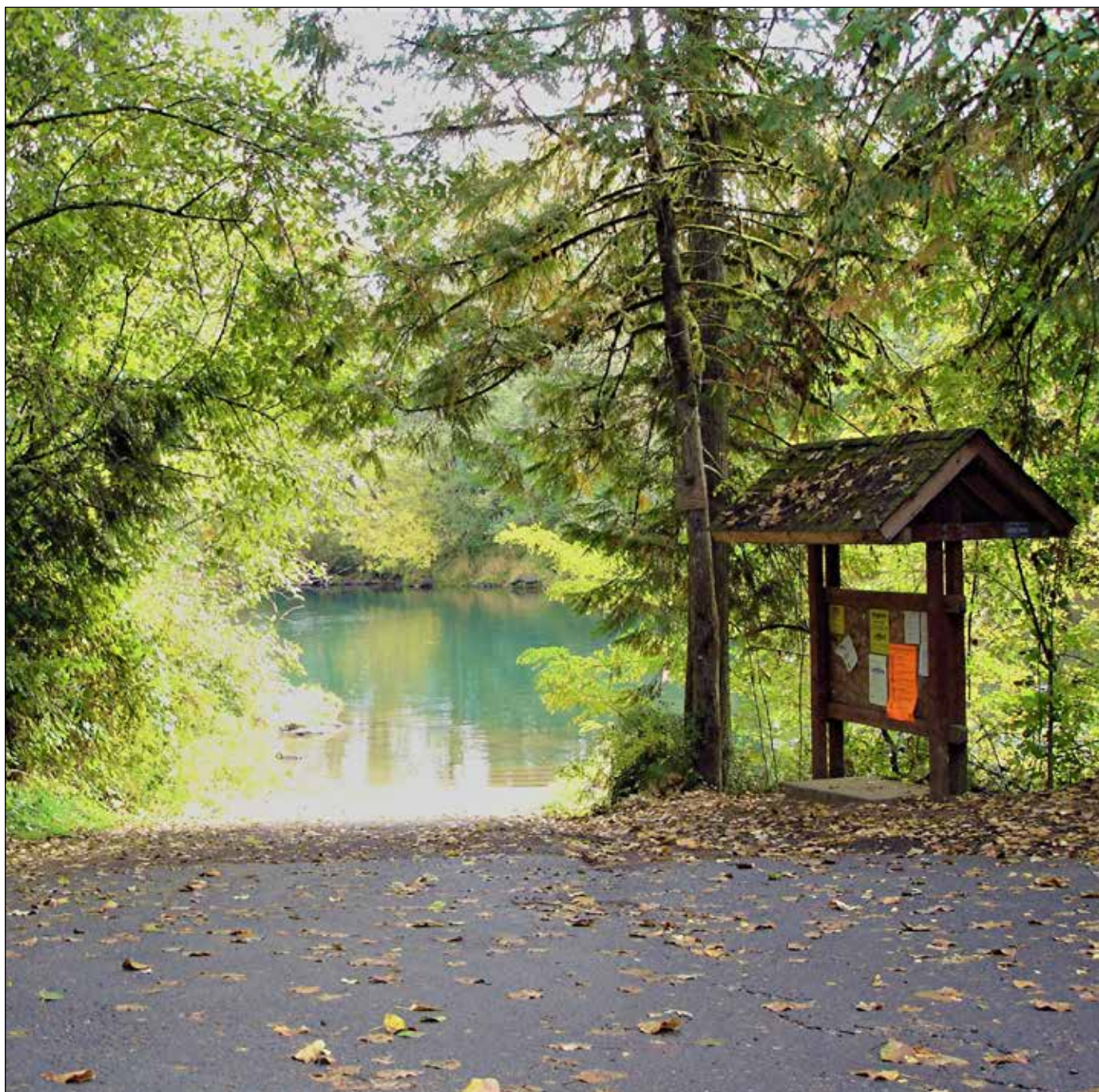
Public/Private Partnership

Several non-profit organizations could also partner with the county on education programs. The Friends of Buford Park, The Mount Pisgah Arboretum and others could lead the effort with financial support from the county and other grants.



*Hendricks Bridge County Park,
McKenzie River Shoreline*

Although not listed as a separate category, if Lane County took the initiative to be the leader and facilitator of interconnected trail systems county-wide, the project would also need a sustainable funding source. The amount of funding at the time of this report is unknown. However, this long-term initiative could provide incentive for greater support from county residents for the overall park system and potentially provide funds to maintain and enhance the system. By no means is the above listing of funding sources exhaustive. Some sources like an increase in the timber severance tax may require a change in state law and require legislative support from the county's intergovernmental office, the Association of Oregon Counties, and state legislators.



Greenwood Landing Boat Ramp





Community Survey

In February 2021, Lane County entered a contract with a public opinion research firm Fairbank, Maslin, Maullin, Metz & Associates (FM3) to conduct a community survey to assess Lane County voters' views of park funding. The survey results were presented to the task force on March 25, 2021. The summary presentation is included as Appendix F of this report. The full survey results are available online at the Lane County Parks website.



View of McKenzie River, Bellingham Landing County Park

The key findings of the survey which included 404 respondents from likely voters from throughout the county are as follows:



- Voters have broadly favorable views of Lane County Parks and approve of their work. Seven in ten say the Parks Division has at least “some need” for funding, though few feel strongly.



- In principle, 59% support increased funding to maintain and improve parks. That level of support increases after voters hear about potential projects, accountability provisions, and positive messaging – and stays high after a brief set of critiques.



- Those who visit even a few times a year are more likely to support a funding proposal than are those who never visit parks.



- Top priorities for projects are water quality, basic park maintenance, protecting wildlife habitat, restoring wildfire damaged parks, and campground maintenance. Howard Buford Recreation Area (Mount Pisgah) and McKenzie River access are the most important specific areas.

- Determining the details will be key. Bond measures, local option levies, a solid waste surcharge, and a hotel/motel tax have majority support in isolation. Forming a county service district and assessing a utility tax/fee were not well supported.



\$60 yr / \$30 yr

- In principle, at least half of the respondents indicated a willingness to pay up to \$60 per year to support parks. At \$30 per year, most respondents are “very willing” to support parks.
- The most compelling support messages have to do with leaving a legacy for future generations, the contribution parks make to public health, and the importance of affordable outdoor recreation given a rising cost of living.



- On the other side of the coin, concern about the economy and the financial struggles many families are facing produces the most reservations about a potential ballot measure.



Richardson Marina



View of Dorena Lake from Baker Bay County Park



Recommended Operations and Maintenance Budget

Between October 2020 and June 2021, the Parks Division staff continued to analyze the proposed budget for maintaining the existing park system. Based on that additional review and research with assistance from county staff, the required budget to maintain the county park system was revised in June 2021. Mr. Henry presented the updated analysis to the task force. Please see Appendix E for the full report.

In summary, the revised operating budget decreased from \$6 million to \$5.8 million and the tax subsidy for operations and maintenance reduced from \$3.5 million to \$2.8 million.

Budget Source	FY 21	Recommended
FTE	18.8	29.8
Personnel Costs	\$1,995,517	\$3,000,000
Operating Costs (without Personnel)	\$1,623,827	\$2,800,000
Total Expenses (with Personnel)	\$3,619,344	\$5,800,000
Total Non-Tax Revenue	\$2,946,190	\$3,000,000
Net Tax Support	\$915,126	\$0
Net Funding Goal	N/A	\$2,800,000

In summary, the revised operating budget decreased from \$6 million to \$5.8 million and the tax subsidy for operations and maintenance reduced from \$3.5 million to \$2.8 million. The budget anticipates \$3 million from non-tax revenue and includes 11 additional full-time staff (three office and eight field) and an increase in Material and Services of approximately \$900,000. The previous budget included 10 additional staff and a \$1.67 million increase in material and services. Other assumptions remained the same for the recommended budget (deferred maintenance, other projects, and/or new services, and funding from Car Rental or Transient Room taxes was not factored in the budget). The \$2.8 million tax subsidy for park operation and maintenance became the new funding target for this category of services.



Baker Bay Marina



Public Restroom at Bellinger Landing County Park



Boat Ramp at Bellinger Landing County Park



Richardson Marina



Fishing Pier at Westlake County Park



Howard J. Morton County Park



Harbor Vista County Park



Marina Docks, Richardson County Park



Deferred Maintenance Report

Lane County contracted with Faithful and Gould to assess the deferred maintenance needs of Armitage, Baker Bay, Orchard Point, and Richardson County Parks, the most heavily developed recreation facilities within the park system. System wide, these parks encompass the greatest percentage of utilities (electric, water, sanitary sewer, irrigation), asphalt parking lots and roads, buildings, marinas, and landscape areas that are maintained by the parks division.

Generally, the facilities assessment report indicates that the parks are in poor or extremely poor condition. The report indicated it will cost over \$25 million over the next ten years to restore these four parks to a standard that provides park visitors with a safe, clean, and green place to play.

The deferred maintenance report was presented to the task force in June 2021 by Dean Leonard of Faithful and Gould. Generally, the facilities assessment report indicates that the parks are in poor or extremely poor condition. The report indicated it will cost over \$25 million over the next ten years to restore these four parks to a standard that provides park visitors with a safe, clean, and green place to play. The estimate includes all costs associated with completing the specified projects along with an annual 4% inflation factor. The task force agreed to increase the deferred maintenance budget to \$36.8 million, a 50% increase in the original estimate of \$25 million provided by Faithful and Gould to set a funding target for deferred maintenance costs associated with all the parks.

In September 2021 Mr. Leonard updated the facilities assessment report. The revised 10-year deferred maintenance estimate for the four parks studied increased from \$25 million to \$27 million. \$15.9 million was identified as the amount needed to fund critical and potentially critical projects that should be addressed immediately.

To provide a better educated estimate for establishing a deferred maintenance budget target for the entire system, Mr. Leonard was requested to provide staff with his best estimate of deferred maintenance requirements for the remaining parks. The remaining parks have significantly less infrastructure in place to assess but are in similarly poor to extremely poor condition. Without any onsite analysis, Mr. Leonard evaluated the inventory of assets of the remaining parks and estimated that the 10-year deferred maintenance requirements to be \$29 million. Based on this high-level analysis, the estimated critical and potentially critical deferred maintenance needs throughout the park system is \$31 million. The 10-year deferred maintenance need for all the parks exceeds \$56 million.

Further evaluation of the deferred maintenance needs of county parks should be completed to revise this deferred maintenance needs prior to submitting a funding measure to county voters.



Armitage Park Welcome Sign



Baker Bay



Richardson Marina



Orchard Point Marina



Shindler Landing County Park



Parking Area at Hendricks Bridge County Park



Parking Area at Hendricks Bridge County Park



Storm Water Drainage After a Heavy Rain, Hendricks Bridge



Newly Constructed Walkway to Hendricks Bridge Boat Ramp (East Viewpoint)



Newly Constructed Walkway to Hendricks Bridge Boat Ramp (West Viewpoint)



Richardson Campground



Funding Alternatives

Three funding alternatives were prepared to meet the objectives of the Master Plan, task force priorities, and the directive of the Board of County Commissioners. The alternatives were developed after receiving input from the task force, review of the public opinion survey and deferred maintenance study, and in consideration of the recommended operations and maintenance budget.

Alternative A Traditional Funding Strategy: \$6 million Local Option Levy

Alternative B County Commission Initiated Fees and Taxes: Levy Utility Fees; Increase Solid Waste Fees and Park Fees; Increase Transient Room Tax

Alternative C Combined Initiative: \$3.5 million Local Option Levy; Increased Solid Waste and Park Fees

All three alternatives focus on the primary goal of providing additional funding for priority needs of the county park system as outlined by the task force:

1. Long-term sustainable funding for park maintenance and operation
2. Address the multi-million-dollar backlog of deferred maintenance
3. Enhance the county's ability to pursue and implement conservation and habitat restoration projects
4. Provide environmental and cultural education programs for youth and adults
5. Focus on projects that generate net revenue

In preparing these funding alternatives, the following assumptions were used:

- The FY (Fiscal Year) 20/21 countywide assessed value is \$36.2 billion and is used to calculate corresponding property tax rates for the alternatives. \$3.6 million in property tax receipts will be generated for every \$.10/\$1000 assessed.
- The median assessed value of \$225,000 for a home in Lane County is used to identify the amount of additional property taxes to be paid by a typical homeowner if a property tax levy is approved by Lane County voters.
- Receipts from user fees (day use, camping, annual passes, etc.) will remain consistent and will grow with inflation. FY 18/19 receipts were just over \$2,000,000.
- Future charges for services will be based on the Cost Recovery principle, where the greater the individual benefits, the less support comes from taxes. Consequently, opportunities to use general tax support for facilities like marinas and campgrounds will be limited along with programs or services that primarily serve individual interests.
- State Funds from RV License fees and from the Oregon State Marine Board Marine Assistance Program will continue at current amounts. FY 18/19 payments were just under \$530,000.
- The Parks Division will continue to pursue grant funding to support capital improvement, development, and habitat/conservation projects.
- For the next 5-10 years, Lane County will commit current allocations of the Car Rental Tax (CRT) and Transient Room Tax (TRT) funds to the Parks Division, approximately \$1,000,000 annually.
- If Lane County pursues a local option levy or other funding measure, that measure will be on the ballot in May 2022 or November 2022.



Fee Area Sign, Mapleton Landing

Funding targets for each category of service are described below.



Operations and Maintenance – Provide **\$2.8 million** for staffing, material & services, and marketing as proposed in the revised operations and maintenance budget presented by staff.



Deferred Maintenance – Provide **minimally \$2 million** annually to address deferred maintenance projects based on the Faithful and Gould Facility Assessment Report and the division’s five-year capital improvement plan. The division should leverage these funds with other funding sources to enhance its ability to complete additional projects.



Conservation – In addition to funding positions in the Operations & Maintenance budget, include **\$500,000** for actual projects (e.g., stream and habitat restoration, invasive plant removal, water conservation measures, etc.) and funding to support matching grants. Specific projects should be identified and prioritized for funding and implementation.



Education – Provide **\$200,000** annually to support education programs at facilities such as Howard Buford Recreation Area, Camp Lane, Blue Mountain, and other natural resource-oriented parks. Possible additions of outdoor classrooms and interpretative facilities should be developed as identified in the parks master plan.



Special Projects – Provide funding support for projects that meet special needs like restoring parks along the McKenzie River, further implementing the Rivers to Ridges Parks & Open Space Vision, providing enhanced beach and river access, and projects that increase tourism. **Amount of funding by discretionary funds (taxes) to be determined.**



Revenue Generation Projects - Improvements to and development of revenue generating facilities (campgrounds, marinas, group picnic shelters, etc.). **Limited discretionary funds would be available.**

The funding alternatives are influenced by the findings from the FM3 public opinion survey. The survey indicated an increase in taxes was supported by the public if it was in the range of \$20-40 annually. There was support for a higher rate, but less so. Across the nation, a tax increase of \$40-50 for parks and natural areas has been favorably supported by the voting public. The survey also indicated generally that the public favored traditional sources (property taxes) over new sources (utility fees/taxes). With that said, the survey respondents also preferred taxes that they would not have to pay (transient room tax). The task force discounted this result because the amount of increase needed to fund operation and maintenance and/or deferred maintenance would be too high to be acceptable to the hospitality industry creating substantial resistance to the funding measure. Furthermore, there was consensus among the task force that any funding mechanism should be paid by residents throughout the county.

Lastly, the task force recommended that the alternatives include additional funding from the general fund to demonstrate a commitment by the county to address the poor condition of the park system. It has been over 40 years since the county has made a significant investment in the park system and now is the time to leverage existing county funds with new and/or additional revenue to restore a thriving park system in Lane County.

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Baker Bay Marina



“Telling the History” of Helfrich Landing

The task force originally focused alternatives on passage of a local option levy. However, staff were encouraged to present additional funding strategies that included other funding sources. The following funding alternatives were presented and reviewed by the task force. Pros and cons of each funding source are outlined in the Maintenance and Operation section of this report (Pages 32-36). None of the alternatives meet the long-term sustainable funding for the parks division. However, the alternatives provide building blocks for securing such funding as the parks are restored, promoted, and used by Lane County residents and visitors.

Alternative A – Traditional Funding Strategy \$7.5 Million Generated Annually for 5 Years

\$6 million Five-Year Local Option Levy to support park operations and maintenance, deferred maintenance, conservation, and education. Includes \$500k General Fund support.

Property Tax Rate = 16.57¢/\$1000. Average \$225k home = \$37.30/yr.

- Operations and Maintenance - **\$2.8m** levy funds
- Deferred Maintenance - **\$3m** (\$2.7m levy funds; \$300k county general funds)
- Conservation - **\$500k** (\$300k levy funds; \$200k county general funds)
- Education - **\$200k** levy funds
- Revenue Generation and Special Projects - **\$1.0m** (\$500k TRT funds and \$500k CRT funds).

Alternative B – County Commission Initiated Fees and Taxes \$6M Generated Annually for 5 Years

Levy Monthly Utility Fee of \$1.45 per electric account; Increase Solid Waste Disposal Fees by \$4.00 per ton or 4.2%; Increase Park User Fees (amount TBD) and/or Implement Cost Saving Measures; Increase Transient Room Taxes by .5%

- Operations and Maintenance - **\$2.8m** Utility Fee (Monthly fee of approximately \$1.35 per account)
- Deferred Maintenance - **\$2m** (\$500k Solid Waste funds (Increase in tonnage fee of \$2.50 per ton); **\$500k** General Funds; \$500k Car Rental Tax; \$500k Transient Room Tax).
- Conservation - **\$500k** (\$300k Solid Waste funds (Increase in tonnage fee of \$1.50 per ton) \$200k Utility Fee (Monthly fee of \$0.10 per account).
- Education - **\$200k from Increased Division Revenue and/or Cost Savings** (Does not include increase in day-use fees.)
- Revenue Generation and Special Projects - **\$500k-750k new TRT funds**

Alternative C – Combined Initiative

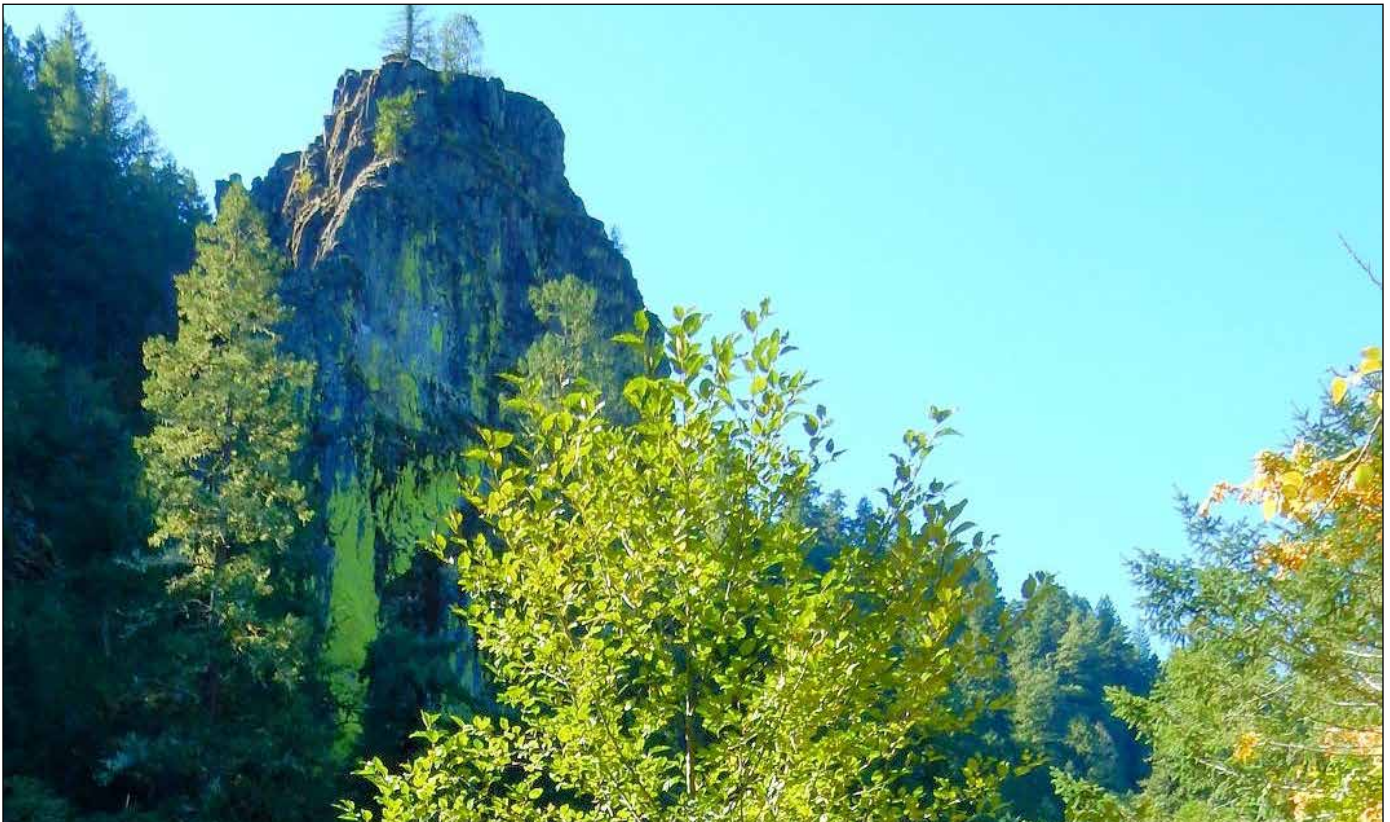
\$6M Generated Annually for 5 Years

\$3.5 million Five-Year Local Option Levy with Increased Solid Waste Disposal and Park User Fees as specified in Alternative B; Property Tax Rate = 9.7¢/\$1000. Average \$225k home = \$21.83/yr.

- Operations and Maintenance - **\$2.8m** (\$1.8m levy funds; \$500k CRT; \$500k TRT)
- Deferred Maintenance -**\$2m** (\$1m levy funds; \$500k Solid Waste; \$500k General Funds)
- Conservation - **\$500k** (\$300k Solid Waste Fees; \$200k levy funds)
- Education - **\$200k from Increased Division Revenue and/or Cost Savings** (Does not include increase in day-use fees.)
- Revenue Generation and Special Projects – **\$500k levy funds**

Under all three alternatives, staff should pursue, evaluate, and if feasible, implement agreements for operation and management of federal campgrounds within the eastern and southern portions of the county where the parks division currently has facilities (e.g., McKenzie River, Dorena Reservoir). This public/public partnership could lead to increased net funding from user fees and increased RV License Fees from the State. Staff should also prioritize development and improvement projects along the McKenzie River to re-develop parks and facilities damaged and/or destroyed by the Holiday Farm Fire.

Staff should prioritize development and improvement projects along the McKenzie River to re-develop parks and facilities damaged and/or destroyed by the Holiday Farm Fire.



View of Iconic Eagle Rock from Eagle Rock County Park



Richardson County Park



RECOMMENDATIONS

To address the maintenance needs of the park system, restore critical habitat, and enhance services as outlined in the 2018 Parks and Open Space Master Plan, the Lane County Parks Funding Task Force recommends that the county set a minimum funding target of \$6 million annually. This amount of funding will be key to restoring a thriving park system in Lane County.

The task force more specifically supports the following additional recommendations.

1) FY 22 Deferred Maintenance Study



Deteriorating Revetment at Perkins Peninsula County Park

It is recommended that Lane County commit \$100,000 discretionary funds in FY 22 to the Parks Division to complete another phase of deferred maintenance assessments at 13 significantly developed county parks not completed in the initial study. Parks to be assessed in this next phase of the study include Harbor Vista, Camp Lane, Perkins Peninsula, Zumwalt, Hendricks Bridge, Howard Buford Recreation Area, Old McKenzie Fish Hatchery, Linslaw, Triangle Lake, Archie Knowles, Farnham, Bender, and Westlake. By assessing the condition of these additional parks, the amount of funding needed to address critical deferred maintenance issues will be more definitive and provide an opportunity to revise the deferred maintenance target estimate of in excess of \$56 million prior to submitting any funding measure to the public.

2) FY 22 Project Design, Engineering, Feasibility Studies

It is recommended that the county provide funding in FY 22 to support design, engineering, and feasibility studies associated with critical water, electric, and sewer improvements at Orchard Point, Richardson, and Baker Bay Parks. The amount of funding to complete these studies is estimated at \$250,000. This investment will allow the division to proceed with high priority projects in a timely manner once funding is approved. Additionally, completion of such studies could assist the division with securing grants to further leverage local funds.



Deteriorating Stairway at Perkins Peninsula County Park

3) Preferred Funding Alternative

Beyond FY 22, the Lane County Parks Funding Task Force recommends that the Board of County Commissioners support funding Alternative A, which includes \$500,000 annually from the Lane County general fund. Overall, this alternative provides \$7.5 million annually in support of the county park system and enhances the county's ability of achieving its vision of restoring a thriving parks system for all citizens to enjoy. The task force understands that the levy must be approved by Lane County voters, and it will take a committed effort by county leadership and county park advocates to pass a levy.

Alternative A

\$6 million Five-Year Local Option Levy with current CRT and TRT retained by Parks Division for Special Projects and \$500k General Fund support. Tax Rate = 16.57¢/\$1000. Avg \$225k home = \$37.28/yr.

- Operations and Maintenance - **\$2.8m levy funds**
- Deferred Maintenance - **\$3m (\$2.7m levy funds; \$300k county general funds)**
- Conservation - **\$500k (\$300k levy funds; \$200k county general funds)**
- Education - **\$200k levy funds**
- Revenue Generation and Special Projects - **\$1.0m (\$500k TRT funds and \$500k CRT funds)**. Additional funding from Grants/Video Lottery/SDCs/Revenue Bonds. Project Examples:

- Projects along the McKenzie River (Hatchery Repairs/Forest Glen/Eagle Rock)
- *Rivers to Ridges – Trail implementation/acquisition
- Improvements to and development of revenue generating facilities (campgrounds, marinas, group picnic shelters, etc.)

**Rivers to Ridges implementation is an example how new funding could be aligned with regional projects that support conservation, open space, and interconnected non-motorized trail systems.*

The alternative provides county residents the opportunity to support the park system within the “willingness to pay” range (less than \$60 annually) as identified in the community survey results. Further, it creates adequate funding to improve and maintain the county park system while also providing opportunity funding for special projects like improvements to parks along the McKenzie River and development of revenue generating facilities.

The community survey also indicated that traditional funding sources were more favorable by likely voters than new or unique sources. Local option levies are certainly familiar with voters, and once established, they are passed more routinely in subsequent levy requests. If the levy is passed by the voters, the county will have time to further examine other funding mechanisms and propose a more sustainable funding source beyond the initial five-year period of the levy. Additionally, the Board of County Commissioners could proceed with the other two proposed alternatives if the levy does not pass and institute the proposed utility fee and increase solid waste disposal and park user fees as previously outlined.

Task Force Recommendation:

**\$6 million
Five-Year Local
Option Levy**

**16.57¢/\$1000
Tax Rate**

**\$37.28/yr.
Average for a
\$225k home**



Orchard Point Marina

The Alternative A provides sufficient funding annually for the highest priority deferred maintenance projects. **Nearly one-half of the deferred maintenance backlog of critical and potentially critical projects (\$31 million) would be completed within the first five years** if funding is secured at \$3 million annually as proposed. The other alternatives as outlined (\$2 million annually) would complete approximately one-third of the critical and potentially critical deferred maintenance projects. Please see the funding scenarios provided below.

Lane County Parks Deferred Maintenance Funding Level Scenarios for Critical and Potentially Critical Projects

Nearly one-half of the deferred maintenance backlog of critical and potentially critical projects (\$31 million) would be completed within the first five years if funding is secured at \$3 million annually as proposed.

\$3 million Deferred Maintenance Funding Level						
Year		2021	2022	2023	2024	2025
High Developed Parks (4)	\$16,000,000					
Remaining Parks (60+)	\$15,000,000					
TOTAL	\$31,000,000	\$31,000,000	\$28,000,000	\$25,000,000	\$22,000,000	\$19,000,000
Funding Available	\$3,000,000	\$3,000,000	\$3,000,000	\$3,000,000	\$3,000,000	\$3,000,000
Balance of Critical Needs		\$28,000,000	\$25,000,000	\$22,000,000	\$19,000,000	\$16,000,000
% of Critical Need Projects Completed		9.68%	19.35%	29.03%	38.71%	48.39%

\$2 million Deferred Maintenance Funding Level						
Year		2021	2022	2023	2024	2025
High Developed Parks (4)	\$16,000,000					
Remaining Parks (60+)	\$15,000,000					
TOTAL	\$31,000,000	\$31,000,000	\$29,000,000	\$27,000,000	\$25,000,000	\$23,000,000
Funding Available	\$2,000,000	\$2,000,000	\$2,000,000	\$2,000,000	\$2,000,000	\$2,000,000
Balance of Critical Needs		\$29,000,000	\$27,000,000	\$25,000,000	\$23,000,000	\$21,000,000
% of Critical Need Projects Completed		6.45%	12.90%	19.35%	25.81%	32.26%

\$1 million Deferred Maintenance Funding Level						
Year		2021	2022	2023	2024	2025
High Developed Parks (4)	\$16,000,000					
Remaining Parks (60+)	\$15,000,000					
TOTAL	\$31,000,000	\$31,000,000	\$30,000,000	\$29,000,000	\$28,000,000	\$27,000,000
Funding Available	\$1,000,000	\$1,000,000	\$1,000,000	\$1,000,000	\$1,000,000	\$1,000,000
Balance of Critical Needs		\$30,000,000	\$29,000,000	\$28,000,000	\$27,000,000	\$26,000,000
% of Critical Need Projects Completed		3.23%	6.45%	9.68%	12.90%	16.13%

Projects and services funded under Alternative A should be identified early in the budget and levy process and should encompass projects from throughout the county. Additional staff work will need to be completed on budget details and a refined budget presented to the Parks Advisory Committee and Board of County Commissioners prior to submitting the levy for a public vote.

The additional \$500,000 requested in county general fund support would demonstrate the county's commitment to rebuilding the park system and supporting the mission, vision, and goals of the Parks & Open Space Master Plan. The amount recommended is approximately the same as the anticipated costs associated with the indirect charges from County Administration and the Public Works department as identified in the recommended operations and maintenance budget.

The \$500,000 for habitat and conservation projects is also in alignment with the results of the community survey where county residents strongly support projects that enhance water quality and maintain, improve, and preserve natural areas/ open spaces throughout the county. Natural Areas are an important part of the Lane County Park system. A natural resource function and value assessment has shown that Lane County manages many parks with high resource values. The diversity of habitat types represented in parks across the county also provides opportunities for park visitors to experience a wide range of natural habitats. Consistent funding for habitat stewardship in Lane County Parks is important for maintaining and improving habitat functions. Funding will also provide means for the division to leverage additional resources through pursuing grants and by working collaboratively with other agencies and natural resource partners. Funding would also be available to support the Northwest Youth Corps and similar organizations to assist with labor intensive habitat restoration projects. By committing to this level of consistent funding, the county has an opportunity to leave a legacy of natural areas that will be enjoyed by future generations of Lane County residents and visitors for centuries to come.

By committing to this level of consistent funding, the county has an opportunity to leave a legacy of natural areas that will be enjoyed by future generations of Lane County residents and visitors for centuries to come.



One specific project that the task force supports is an effort to expand campgrounds not only as a public service, but to generate revenue to help offset costs of operating other services.

The task force also recommends that the county support efforts to expand its ability to provide environmental education opportunities for county residents, primarily youth. By investing \$200,000 annually the county will develop a more vibrant, inspired, and informed public about the importance natural areas play in preserving and protecting our environment. As people are connected to nature, the more they will value and preserve it for future generations. Furthermore, environmental education programs will also help connect county residents to the park system. As a result, public support will increase, and the likelihood of financial support should also increase. Much of this effort can be accomplished through contracting and partnering with allied organizations that specialize in and provide environmental education programs within the county. These organizations have the expertise and capacity to create and implement programs like day camps, outdoor schools, nature hikes, workshops, and other events without duplicating county efforts. Parks division staff and volunteers can focus on other activities like sponsoring or leading campfire programs, sponsoring river cleanup events, engaging in social media campaigns, distributing printed materials, constructing outdoor classrooms, and installing interpretative signage throughout the park system.

Prior to placing the proposed levy or any funding measure on the ballot, the task force recommends that the county conduct an additional public opinion survey to assess the current viability of the proposed measure. The survey will assist the county in determining if changes need to be made in the measure, identify what issues are most important to voters, and how best to provide information to the public to assure that the measure is well understood by voters.



Old McKenzie Fish Hatchery

4) Special Projects and Campground Expansion

Alternative A recommends dedicating \$1 million from the Car Rental Tax and the Transient Room Tax for development of revenue generating projects and special projects that support the local tourism industry and the park system. This amount of commitment will assure progress will be made in the improvements to and development of recreation facilities along the fire damaged McKenzie River Valley. Furthermore, projects that generate revenue and increase visitation will assist the county with maintaining a balance of funding between user fees and tax subsidies. It will also help generate economic activity in nearby rural communities which are dependent upon recreation and tourism as part of their economic development strategy. **Again, specific projects will need to be identified and evaluated prior to submitting the proposed levy to Lane County voters.**

One specific project that the task force supports is an effort to expand campgrounds not only as a public service, but to generate revenue to help offset costs of operating other services. Expansion of and improvements to existing campgrounds should be strongly considered by the county. The potential public/public partnership regarding campground management with the United States Forest Service, and possibly the Army Corps of Engineers should also be pursued as previously outlined. A business plan should be developed for such an initiative.

The amount of funding for these types of projects can be enhanced through leveraging grant funds, video lottery proceeds, system development charges, and revenue type bonds. For example, improvement and development projects within the McKenzie River Valley could be eligible for funding through the American Rescue Plan Act, Land and Water Conservation Fund, Local Government Grant Program, Campground Opportunity Fund, and county dedicated video lottery funds. Many of these grants require matching funds and such funds would be available if Alternate A is supported by the Board of County Commissioners and Lane County voters approve the proposed levy.



Boat Ramp & Fishing Pier, Westlake County Park

5) Cost Reduction

The Parks Division should also fully evaluate, and where appropriate, implement the potential cost reduction/saving measures described earlier in this report including support of a **robust volunteer program** and **potential disposal of surplus properties**. Efficient and effective operations will help the county meet its vision and goals of the park system.

6) Public Awareness

Additionally, if the proposed local option levy passes, the division must utilize this five-year period to develop additional public awareness of the park system and the value it brings to the county. Marketing the park system is essential along with keeping the community updated on the progress made on restoring our parks. These efforts will pay significant dividends on passage of the next levy and instituting a long-term funding mechanism for county parks (e.g., County Service District or Utility Fee/Tax).



Summit Monument at Howard Buford Recreation Area



CONCLUSION

The 15-member Lane County Parks Funding Task Force met 10 times between February 2020 and July 2021. Nine of those meetings were held virtually due to the COVID 19 Pandemic. Throughout the process of developing this funding plan, the task force vetted information provided from staff and consultants, engaged in meaningful dialogue to assure that all points of view were shared, and demonstrated perseverance in evaluating potential funding options and alternatives. The task force fully supports the recommendations within the funding plan and encourages the Board of County Commissioners to proactively pursue a \$6 million annual funding package for the county park system. The task force understands that a variation of any funding alternatives may be necessary to meet the overall needs of the county and at the same time provide county parks with sustainable funding to meet the obligations set forth in the 2018 Lane County Parks and Open Space Master Plan as approved by the County Commissioners.



LANE COUNTY PARKS FUNDING TASK FORCE – REVISED WORK PLAN

Date: August 20, 2020

Project Summary: In October 2019, Lane County entered into a consultant services contract with the Special Districts Association of Oregon (SDAO) for the purposes of leading and facilitating discussions with the Lane County Parks Funding Task Force. The Task Force is charged with the submitting an action plan to the Board of Commissioners that outlines dedicated and sustainable funding options for county park operations, capital repair and improvements, and development as described in the 2018 Lane County Parks and Open Space Master Plan.

In the spring of 2020, the COVID 19 pandemic required the county to suspend the work of the task force until September 2020. This revised work plan has been developed to outline a new schedule for completing the action plan and submitting the plan to the Board of County Commissioners.

Lane County Parks Funding Task Force - Revised Workplan/Schedule

The following is an outline of meeting topics and project activities to be accomplished over the next year. The dates, times, and location will be finalized as the planning process proceeds. Due to the pandemic, meetings may be held via video conferencing and may require additional pre-meeting preparation by staff and task force members.

- Task Force Meeting One – February 2020 (COMPLETED)
 - County Administrator – Welcome, Introduce, and Review the purpose of the task force and his passion for this project
 - Parks Division Manager – Provide a quick history lesson of the county parks system; the extent of the deficiencies associated with maintenance and level of service; and current budget realities
 - Consultant – Review task force work plan/calendar. Facilitate a discussion and lead a process to establish categorical funding priorities (e.g. maintenance, capital improvements, development, conservation, revenue generation, reduce costs, etc.)
 - Consultant – Work with task force members to elect Chair and Vice Chair, meeting time and length, preferred meeting days, etc.)
- Task Force Meeting Two – September 2020
 - Consultant and/or Task Force Chair – Review outcome of first meeting
 - Parks Division Manager – Provide update on deferred maintenance
 - Consultant – Facilitate a discussion about the scope of services the county parks division should strive to provide. Prioritize these services.
 - Consultant – Lead brainstorm session on potential funding sources

- Task Force Meeting Three – October 2020
 - Guest Speaker – Eugene Parks and Open Space: Passage of Bonds for parks and natural areas
 - Parks Division Manager – Cost of Parks Report
 - Parks Division Manager – Provide an update on preferred level of service funding to maintain the county park system
 - Consultant – Facilitate a discussion and recommendations on cost recovery of different types of facilities and services.
 - Consultant – Facilitate a discussion regarding the possibility of reducing costs (e.g. operating efficiencies, disposition of surplus properties, contract with other recreation providers to maintain, operate, and/or program services, etc.). What type of strategies/actions should be considered?
- Task Force Meeting Four – November 2020
 - Consultant – Present and receive feedback on possible funding mechanisms for different categories of parks, recreation facilities, and services.
 - Parks Division Manager – Present any staff recommendations for reducing costs.
- Task Force Meeting Five – January 2021
 - Parks Division Manager – Present findings of deferred maintenance analysis
 - Consultant – Facilitate discussion and prioritize initial recommended funding sources
 - Consultant – Facilitate discussion on development of a community survey questionnaire. Parks Division Manager will be responsible for leading efforts to complete the survey utilizing a firm that specializes in community surveys.

Possible meeting in February to complete further discussions on funding sources
- Task Force Meeting Six – March 2021
 - Consultant – Facilitate a discussion on Community Survey Results
 - Consultant – Work with the task force to finalize recommendations

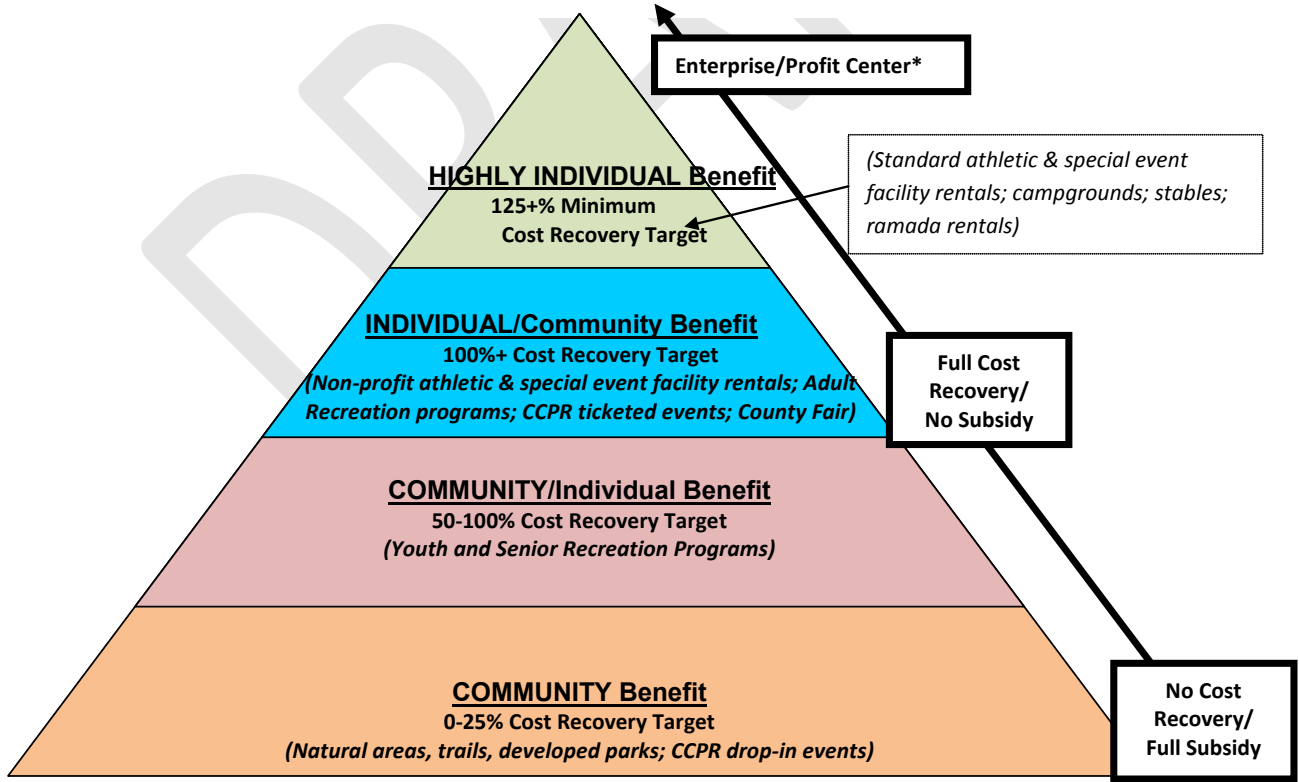
Possible meeting in April to complete further discussions on recommendations
- Task Force Meeting Seven – May 2021
 - Consultant – Present an action plan and recommendations to be presented to the Parks Advisory Committee and the Lane County Board of Commissioners. Receive feedback from the task force. (After the meeting, edit the action plan and/or recommendations prior to presenting to the PAC and BCC.)
- PAC Presentation – June 2021
 - Parks Division Manager, Task Force Chair, and Consultant present action plan and recommendations. Request PAC support.
- BCC Presentation – September 2021
 - County Administrator, Parks Division Manager, Parks Advisory Committee Chair, Task Force Chair, and Consultant present action plan and recommendations

Assigning Levels of Subsidy and Cost Recovery

Once the agency has outlined its core services and assigned them onto the Pyramid Level that best aligns with the agency’s philosophy, the following step is to designate degrees of subsidy and/or cost recovery for each level. Resource allocations, or subsidy levels, are intended to be *goals* - they provide guidance from which to start considering where to utilize funding resources or to assess fees. These goals also serve as benchmarks from which to analyze the success or underperformance of programs and services and it aids staff in making decisions about retaining, modifying or eliminating them.

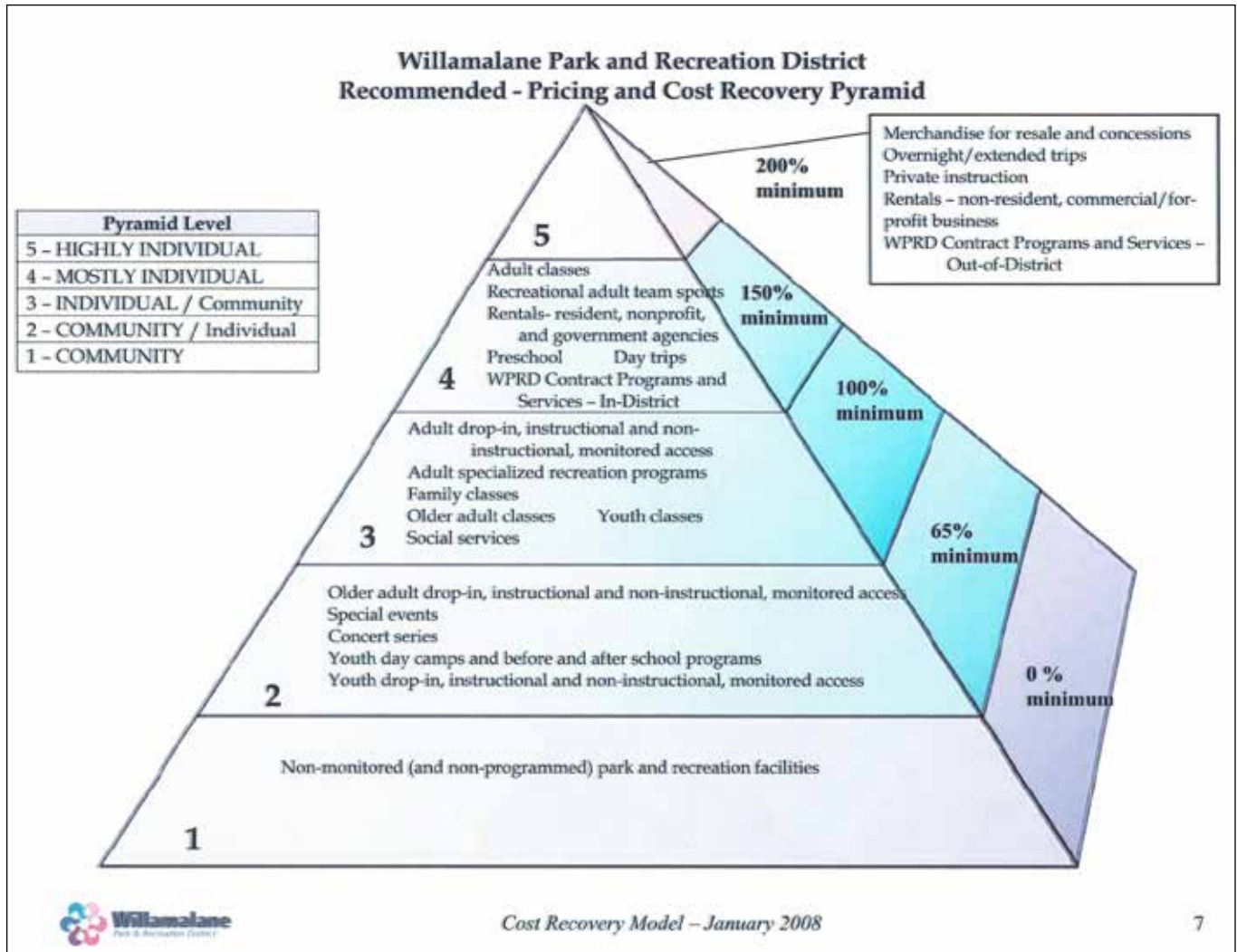
The Parks and Recreation Department and the Parks and Recreation Commission recommend the following model which outlines the department’s core services along the Pyramid Model levels and the recommended goals for resource allocation, and cost recovery. Also see Appendix B for greater detail for each program and services as well current subsidy and cost recovery ratios.

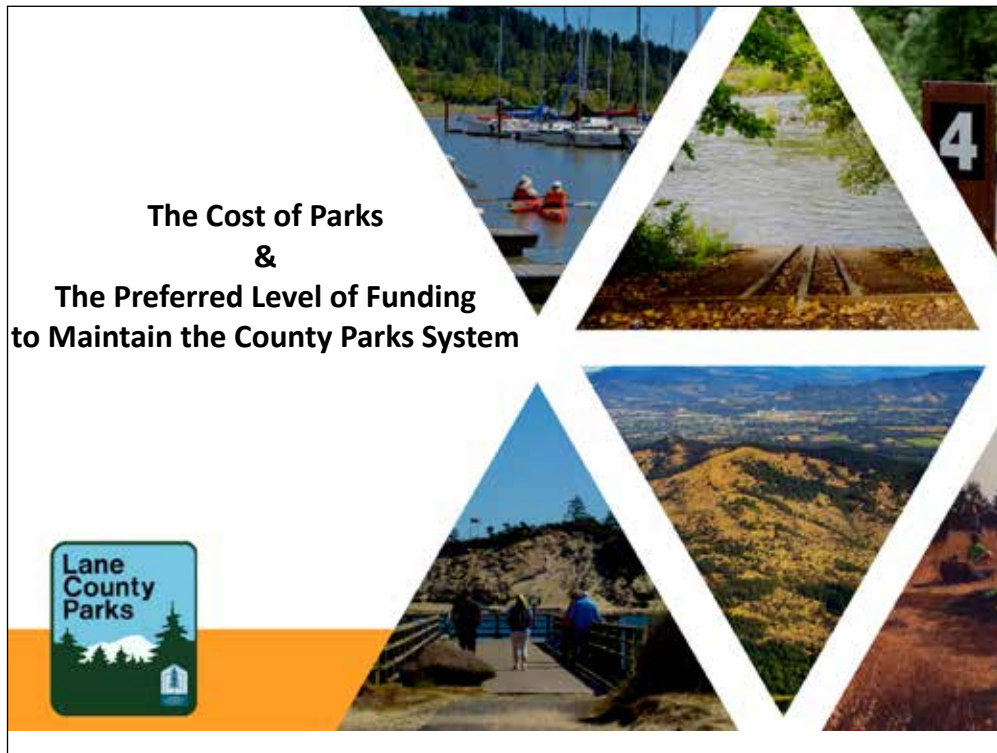
**Coconino County Parks and Recreation Resource Allocation & Cost Recovery Model
(Staff and the PRC Recommendation)**



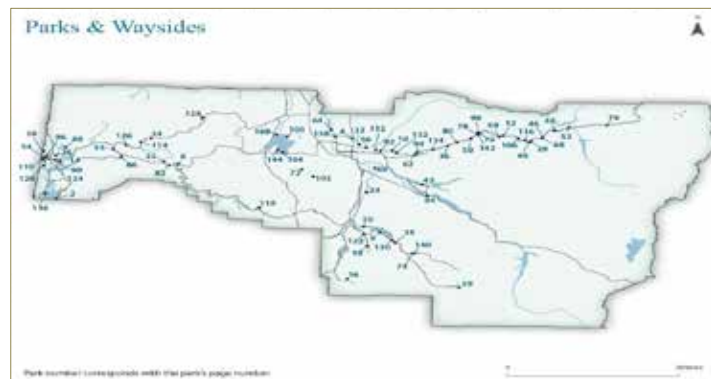
*Profit in this context is additional funding that will offset subsidies in the other allocation categories.

Appendix C Willamalane Park and Recreation District – Cost Recovery Pyramid





2020 Lane County Parks System



- **68 Properties encompassing 4,364 acres**
- **5 Campgrounds (227 RV campsites) & 3 Marinas (400 slips), 43 Boat Ramps**
- **Admissions 2014-2019 (day-use: 67,500 – 83,000, season passes: 5,088 – 7,475) & Camping Reservations (15,800 – 30,000)**

Cost of Parks Report (2015-2019)

- **Regional Parks** (Armitage, Baker Bay, HBRA, Orchard Point, Perkins Peninsula, Richardson)
\$550,174
- **Campgrounds** (Armitage, Archie Knowles, Baker Bay, Harbor Vista, Richardson)
\$266,100
- **Marinas** (Baker Bay, Orchard Point, Richardson)
\$46,500
- **Natural Areas** (HBRA, Hileman, Kinney, Vickery)
\$82,900
- **Boat Landings**
\$51,695

Cost of Parks Report (2015-2019)

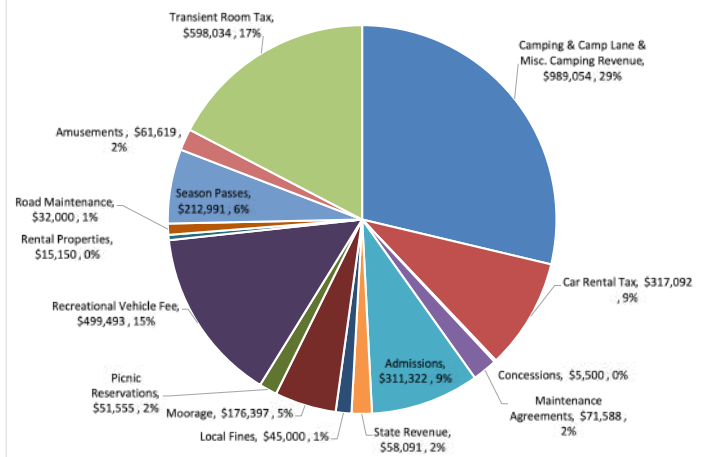
Operating Expenses = \$3,385,000

- Personnel & Fringe Benefits
- Materials & Services
- Capital Outlay



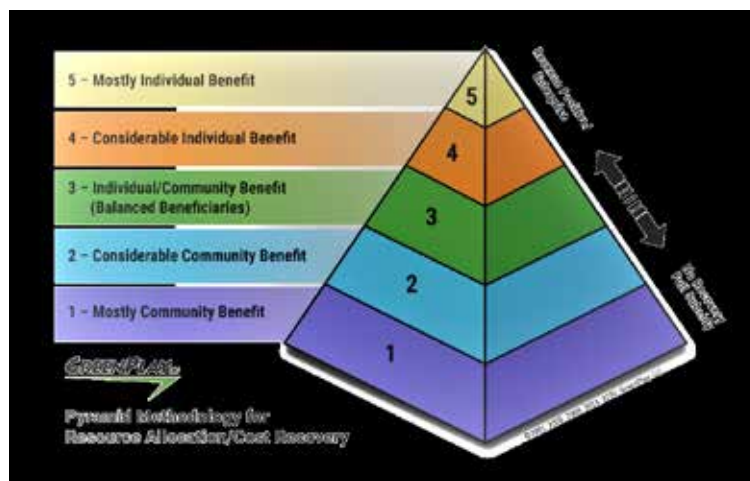
Revenue Sources


Operating Revenue (2014-19):
\$3,444,220




Operating Revenue (2014-19) without TRT & CRT: \$2,529,094

Preferred Level of Funding to Maintain the Lane County Parks System





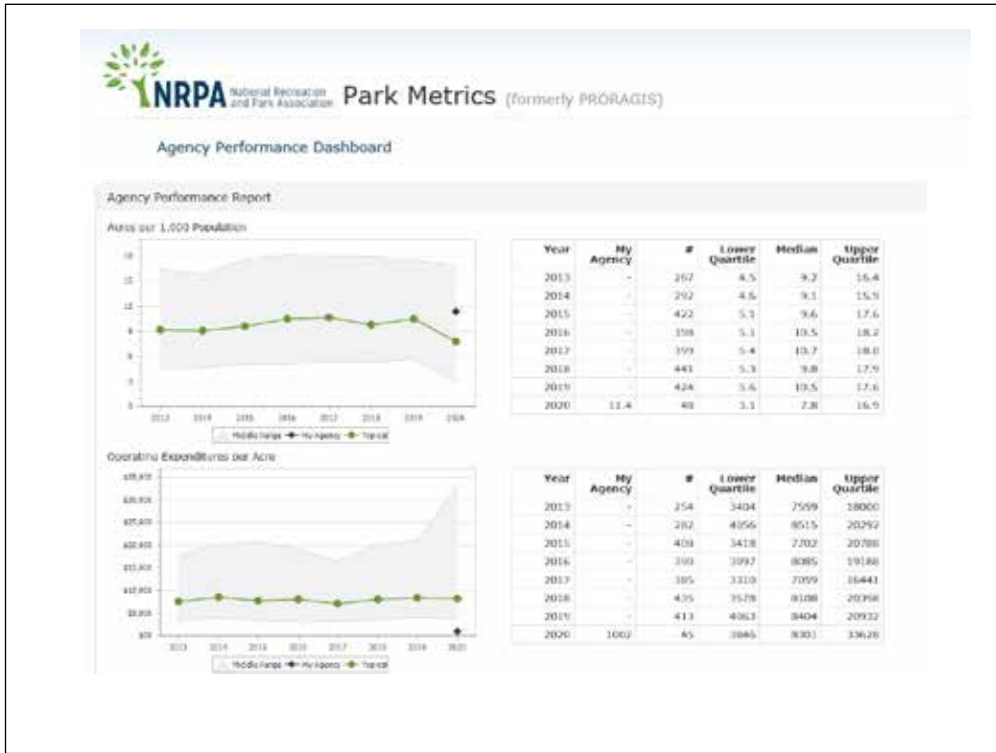
- Location & Size of Jurisdiction
- Workload: Number of Parks = 68, Number of Acres = 4,364, Miles of Trails = 31.5
- Facilities (Buildings, Campgrounds, Marinas) & Built Infrastructure
- Services, Programs, & Policies
- Agency Operations (Operating Budget & Capital Budget)



Agency Performance Dashboard

Ratio	My Agency	#	Lower Quartile	Median	Upper Quartile
Operating Expenditures per Capita	\$12.45	50	\$41.78	\$79.60	\$124.13
Revenue per Capita	\$6.73	47	\$9.04	\$18.50	\$25.92
Total Revenue to Total Operating Expenditures	75.3%	49	16.7%	27.2%	32.5%
Total Tax Expenditures per Capita	\$2.72	47	\$26.85	\$58.52	\$89.89
Operating Expenditures per Acre	\$1,882	45	\$3,644	\$8,201	\$33,623
Operating Expenditures per FTE	\$231,214	31	\$49,508	\$97,908	\$136,639
FTE's per 10,000 Population	0.5	54	4.1	6.7	14.2
Acres of Parks per 1,000 Residents	11.4	48	3.1	7.8	16.3
Number of residents per park	5,519	48	1,642	2,536	4,662
Number of acres per park	64.2	49	8.8	18.7	53.7
Number of Participants per Program		31	11	37	138
Ratio of Fee Programs to all Programs		32	52.4%	76.7%	96.8%
Ratio of Building Attendance to Park Attendance	33.0%	26	10.0%	48.0%	100.0%

Appendix D Brett Henry, Parks Division Manager – Required Budget to Maintain Park System Presentation



Ideal Annual Personnel & Operating Budget

Budget Source	Current	Ideal
FTE	18.8	28.8
Personnel Costs	\$1,716,390	\$2,629,363
Operating Costs (without Personnel)	\$1,668,610	\$3,337,220
Total Expenses (with Personnel)	\$3,385,000	\$5,966,583
Total Non-Tax Revenue	\$2,529,094	\$2,529,094
Net Tax Support	\$915,126	\$0
Net Funding Goal	N/A	\$3,437,489/YR

*Capital budget is not included

Recommended Operating Budget

An infusion of operational funding is vital to bring Lane County Parks' services and programs up to an acceptable standard within the next five years. The current operations and maintenance budget does not provide the necessary resources to keep up with an ever growing backlog of maintenance nor does it allow for the capacity to serve the nearly one million park visitors that recreate at Lane County Parks each year.

The addition of parks personnel to serve the public and maintain the parks is essential to disperse the workload and improve operational efficiency. We are proposing the addition of eleven full-time employees. Three staff are needed in the office. This includes a planner to assist with the implementation of the Parks & Open Spaces Master Plan, a natural areas employee to improve our capacity to preserve and enhance our valuable natural resources within our parks, and an office assistant to provide a higher level of customer service. Additionally, eight field personnel are needed in the field (8 Park Maintenance Rangers). The additions increases our staff from less than 20 full-time employees to nearly 30. The increase in annual personnel costs is a little over \$1,004,483.

The Parks Division currently spends approximately \$3.4M a year to operate and maintain the parks. In order to provide optimal maintenance of our facilities (which includes better turf maintenance, irrigation, proper maintenance of our larger built infrastructure like our: campgrounds, marina docks, picnic shelters, cabins, and maintenance of natural areas and trails), we must significantly increase our material and services expenses by \$902,054. Additionally, vehicles and equipment that accompany the additional personnel increases our capital outlay totals by \$267,500 (vehicles, trailers, mowing and landscaping equipment, and radios). If you add in the personnel increases along with the extra maintenance costs our operating budget now totals \$5,800,000 under the recommended budget scenario.

The additional personnel costs with the addition of our recommended operating costs brings our total expenses to \$5,800,000 annually. If the projected revenue increases based on use/cost recovery and discretionary revenue (Transient Room Tax & Car Rental Tax) is removed, we are left with \$3,000,000 in annual revenue. The total recommended operating expenses of \$5,800,000 a year minus the non-tax revenue sources yields a net funding goal or subsidy of \$2,800,000 a year.

Budget Source	FY 21	Recommended
FTE	18.8	29.8
Personnel Costs	\$1,995,517	\$3,000,000
Operating Costs (without Personnel)	\$1,623,827	\$2,800,000
Total Expenses (with Personnel)	\$3,619,344	\$5,800,000
Total Non-Tax Revenue	\$2,946,190	\$3,000,000
Net Tax Support	\$915,126	\$0
Net Funding Goal	N/A	\$2,800,000

EXPENSES AND NON-TAX REVENUE

\$5,800,000 – Operations and Maintenance including 11 additional FTE

\$2,800,000 – Deferred Maintenance

\$ 400,000 – Conservation and Education

\$9,000,000 – Total Budget to Maintain Current System, Address Deferred Maintenance, and Funds for Conservation and Education

\$3,000,000 – Non-Tax Revenue (\$2,946,053 was the amount in last year’s budget. We should be able to anticipate an increase based on use/cost recovery and other factors)

\$6,000,000 – Tax Revenue needed to balance the budget w/o funding for special or revenue generating projects

TAX REVENUE

\$6,000,000 – **Local Option Levy** (2.8M Operation and Maintenance, 2.8M Deferred Maintenance, 400K Conservation & Education)

Appendix E Recommended Operating Budget for Lane County Parks (June 2021 Report)

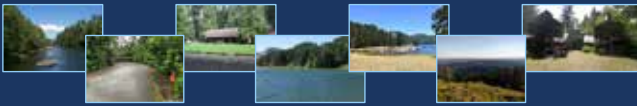
Increase in Materials & Services

<u>Materials & Services</u>	<u>FY 21</u>	<u>Recommended</u>	<u>Increase</u>
<i>Professional & Consulting</i>	\$294,403.00	\$350,000.00	55,597
<i>Public Safety Services</i>	\$8,800.00	\$50,000.00	41,200
<i>Road Work Services</i>	\$20,000.00	\$40,000.00	20,000
Motor Fuel & Lubricants	\$4,500.00	\$10,000.00	5,500
Automotive Equipment Parts	\$100.00	\$5,000.00	4,900
Tires	\$1,000.00	\$5,000.00	4,000
Maintenance of Equipment	\$43,000.00	\$73,000.00	30,000
<i>Maintenance of Structures</i>	\$59,548.00	\$140,000.00	80,452
<i>Maintenance of Grounds</i>	\$17,500.00	\$190,000.00	172,500
<i>Fleet Equipment/Vehicle Svcs</i>	\$188,166.00	\$250,000.00	61,834
<i>County Indirect Charges</i>	\$154,298.00	\$265,000.00	110,702
<i>Dept Support/Direct</i>	\$192,929.00	\$250,000.00	57,071
Office Supplies	\$4,330.00	\$10,000.00	5,670
<i>Advertising & Publicity</i>	\$9,200.00	\$100,000.00	90,800
DP Supplies & Access	\$5,734.00	\$8,000.00	2,266
Small Tools & Equipment	\$12,000.00	\$25,000.00	13,000
Special Supplies	\$5,000.00	\$10,000.00	5,000
Clothing & Personal Supplies	\$6,000.00	\$10,000.00	4,000
Safety Supplies	\$3,000.00	\$10,000.00	7,000
Campsite Supplies	\$14,634.00	\$30,000.00	15,366
Janitorial Supplies	\$19,500.00	\$50,000.00	30,500
Road Work Supplies	\$100.00	\$10,000.00	9,900
<i>Agricultural Supplies</i>	\$2,500.00	\$50,000.00	47,500
<i>Building Material Supplies</i>	\$30,975.00	\$75,000.00	44,025
Electrical Supplies	\$7,000.00	\$20,000.00	13,000
Business Expense & Travel	\$500.00	\$5,000.00	4,500
Outside Education & Travel	\$2,750.00	\$10,000.00	7,250

Appendix E Recommended Operating Budget for Lane County Parks (June 2021 Report)

County Training Classes	\$500.00	\$5,000.00	4,500
Training Services & Materials	\$0	\$5,000.00	5,000
Remaining M&S Costs	\$515,860	\$515,860	0

Total Materials & Services (FY21)	\$1,623,827
Total Increases in M&S	\$902,054
Total Recommended M&S	\$2,525,881
Capital Outlay Increases	\$267,500
Total Recommended Operating Costs	\$2,793,381



Lane County Voter Views of Parks Funding

Key Findings from a Survey of Lane County Voters Conducted March 11-14, 2021

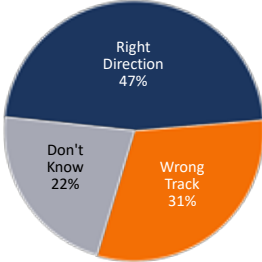



OPINION
RESEARCH
& STRATEGY

220-6057





A plurality believes the county is generally headed in the right direction.

Overall, would you say things in Lane County are generally headed in the right direction, or do you feel that they are pretty seriously on the wrong track?





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Survey Specifics and Methodology

Dates	March 11-14, 2021
Survey Type	Dual-mode Voter Survey
Research Population	Likely May 2022 Voters in Lane County
Total Interviews	404
Margin of Sampling Error	(Full sample) ±4.9% at the 95% Confidence Level (Half sample) ±7.0% at the 95% Confidence Level
Contact Methods	 Telephone Calls  Email Invitations
Data Collection Modes	 Telephone Interviews  Online Survey


(Note: Not All Results Will Sum to 100% Due to Rounding)

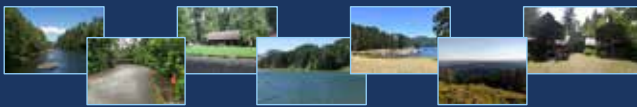

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More than three in four have a favorable view of Lane County Parks.


I'm going to ask you about government agencies and institutions in and around Lane County. Please tell me if, in general, you have a favorable or unfavorable opinion. If you have never heard of it, please just say so.

	Very Fav.	Smwt. Fav.	NHO	Can't Rate/Don't Know	Smwt. Unfav.	Very Unfav.	Total Fav.	Total Unfav.
Oregon State Parks	45%	37%	8%	6%			82%	7%
Lane County Parks	36%	40%	9%	10%			76%	14%
Willamalane Park and Recreation District	35%	30%	9%	21%			64%	5%
City of Eugene Parks	27%	35%	13%	12%	10%		62%	22%
Lane County government	12%	42%	7%	20%	18%		55%	38%
Your local City government	12%	35%	11%	16%	26%		47%	42%
River Road Park and Recreation District	20%	26%	16%	32%	5%		46%	6%


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Issue Context

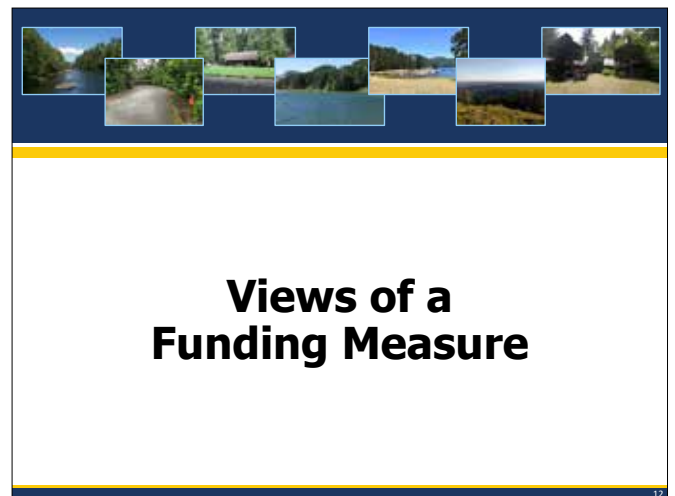
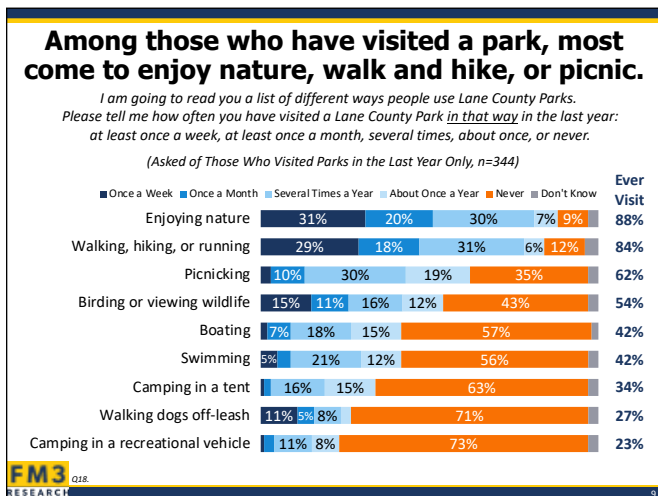
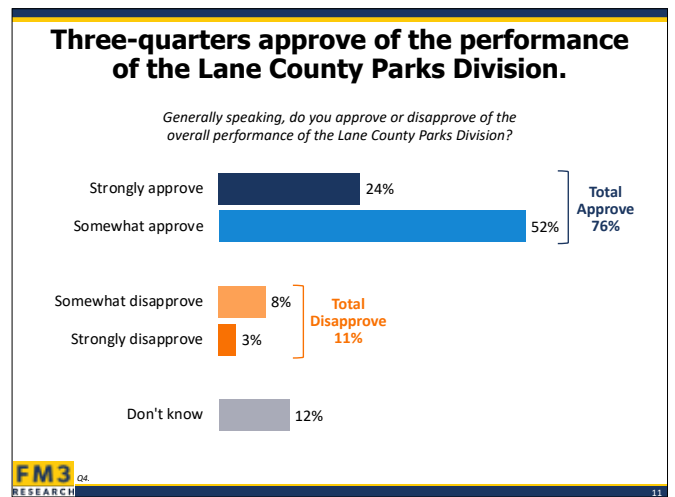
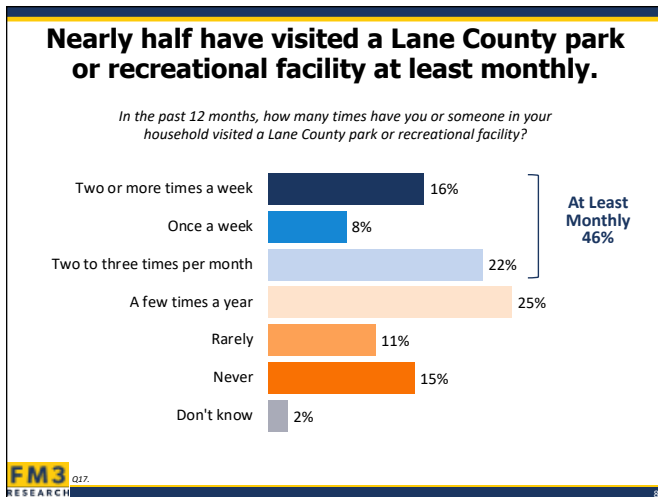
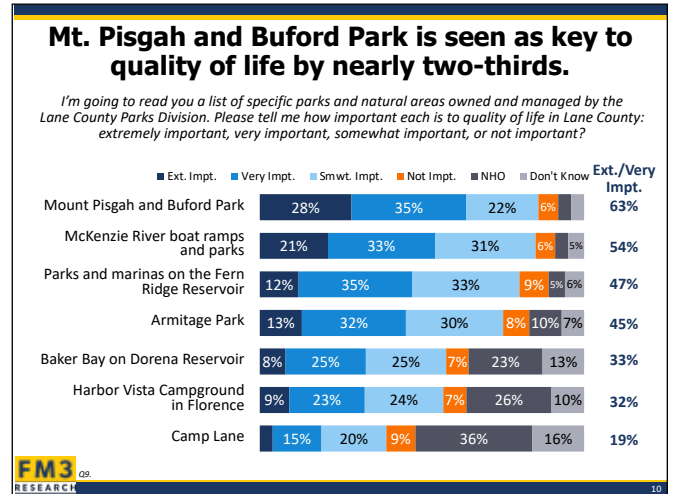
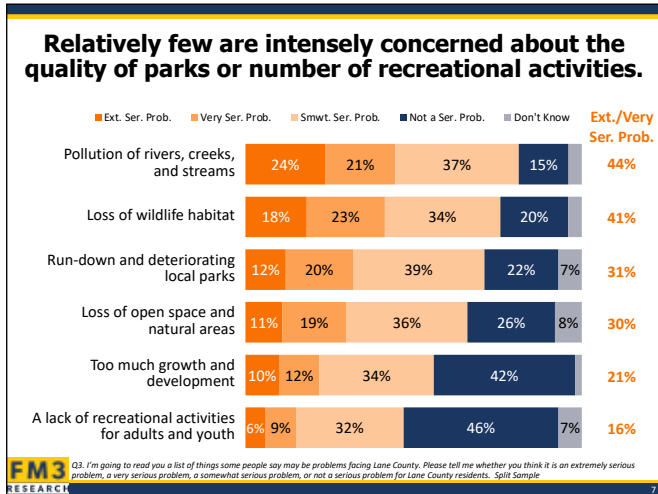

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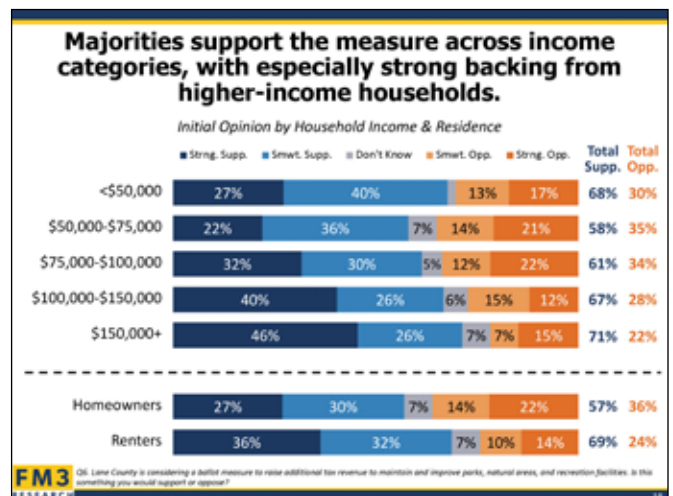
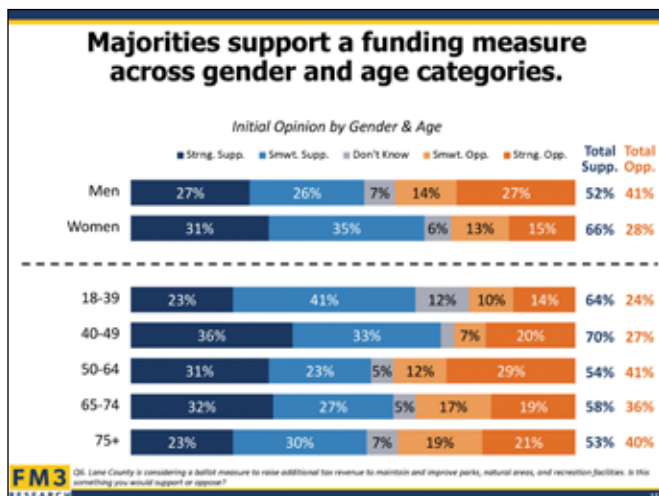
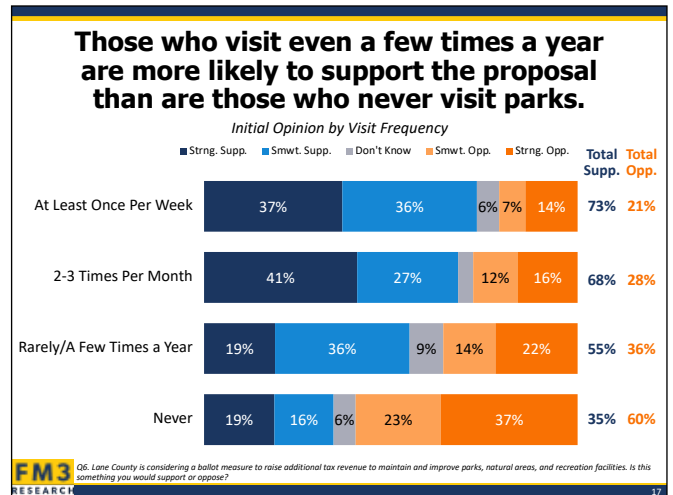
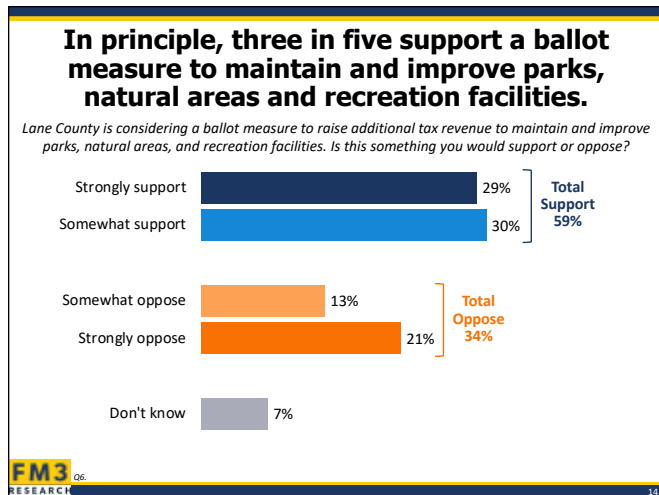
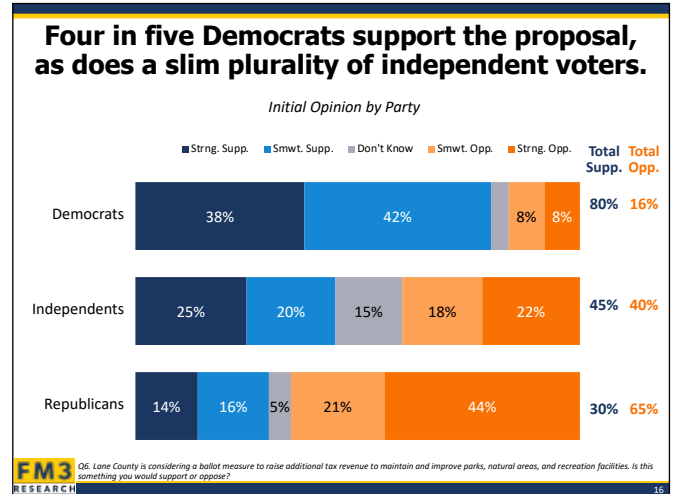
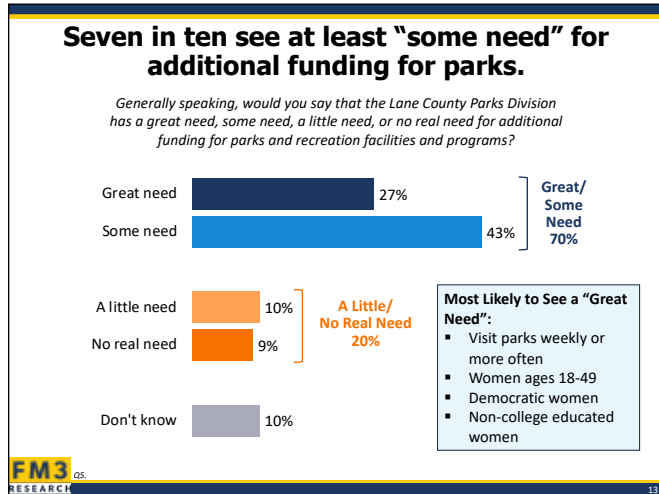
Homelessness is broadly perceived as the most serious problem facing the county, followed by coronavirus and housing costs.

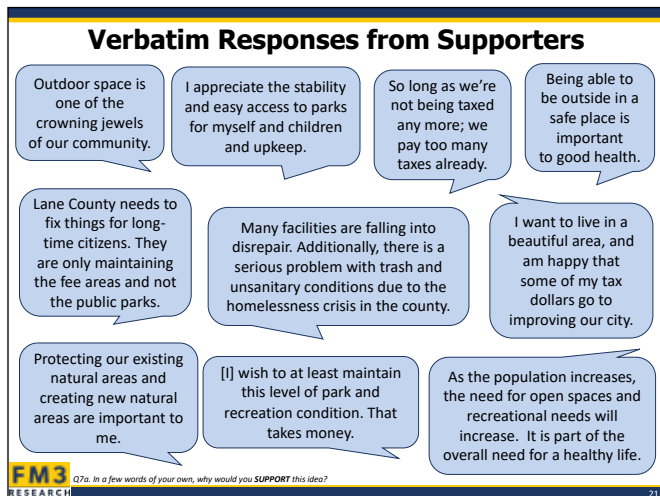
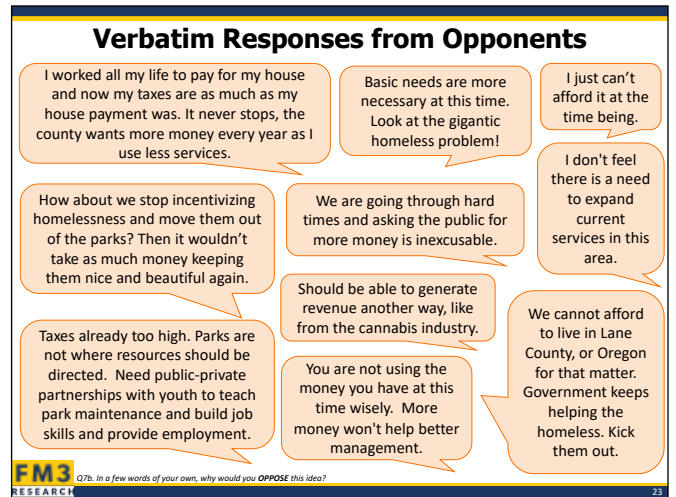
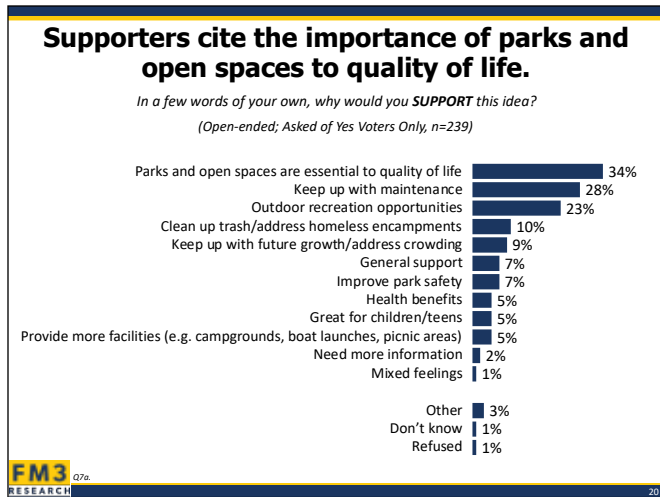
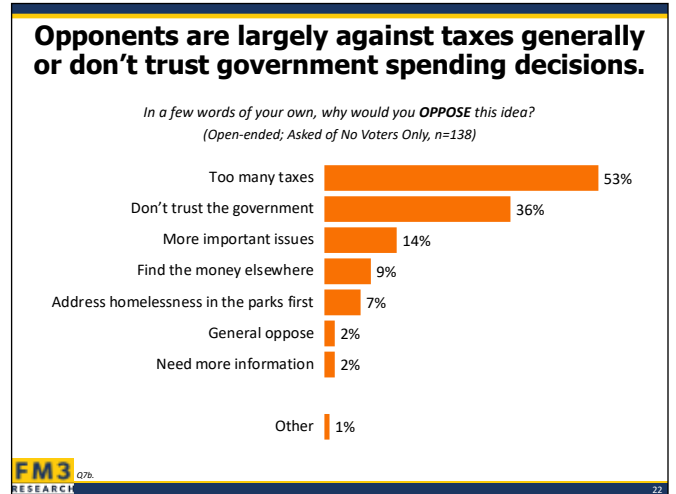
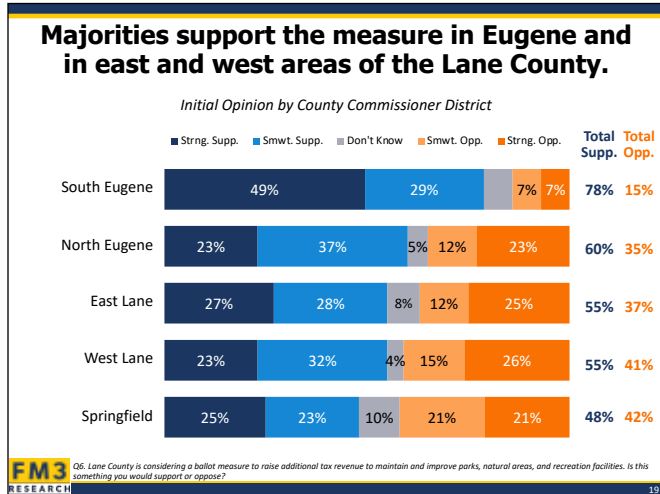
I'm going to read you a list of things some people say may be problems facing Lane County. Please tell me whether you think it is an extremely serious problem, a very serious problem, a somewhat serious problem, or not a serious problem for Lane County residents.

	Ext. Ser. Prob.	Very Ser. Prob.	Smwt. Ser. Prob.	Not a Ser. Prob.	Don't Know	Ext./Very Ser. Prob.
Homelessness	55%	38%	5%			93%
The economic impacts of the coronavirus outbreak	38%	41%	16%	5%		79%
The cost of housing	35%	39%	19%			74%
The public health impacts of the coronavirus outbreak	26%	36%	22%	13%		63%
Climate change	32%	22%	17%	26%		54%
The amount you pay in local taxes	24%	21%	26%	26%		45%

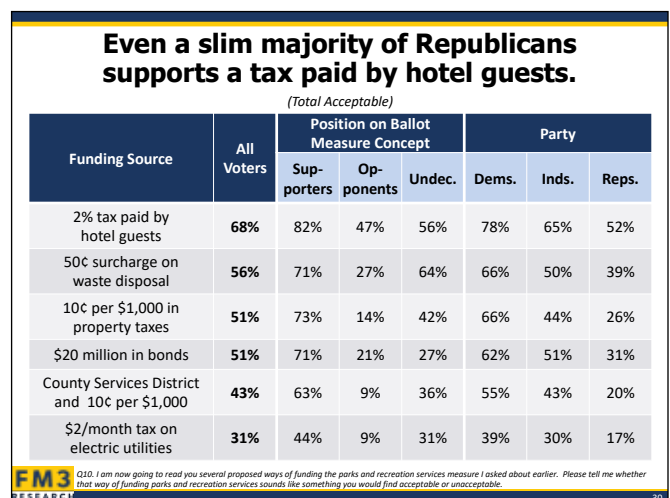
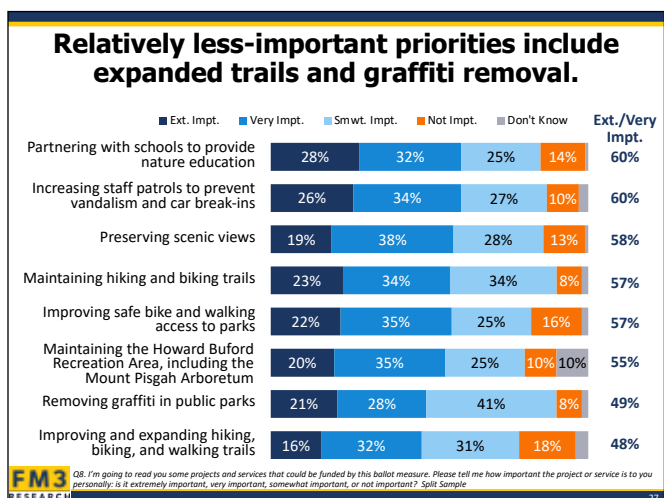
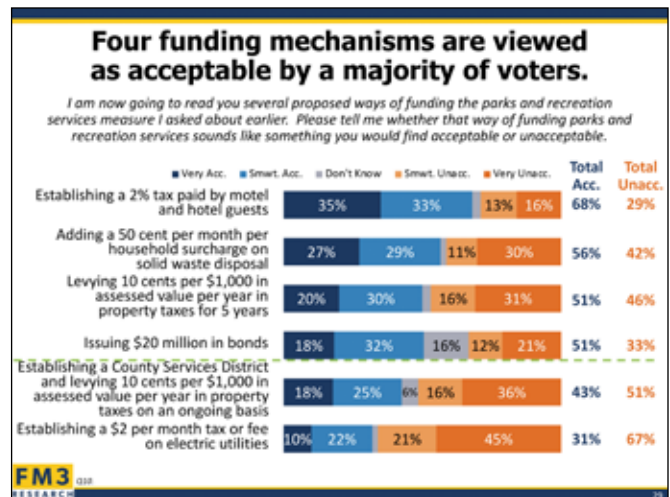
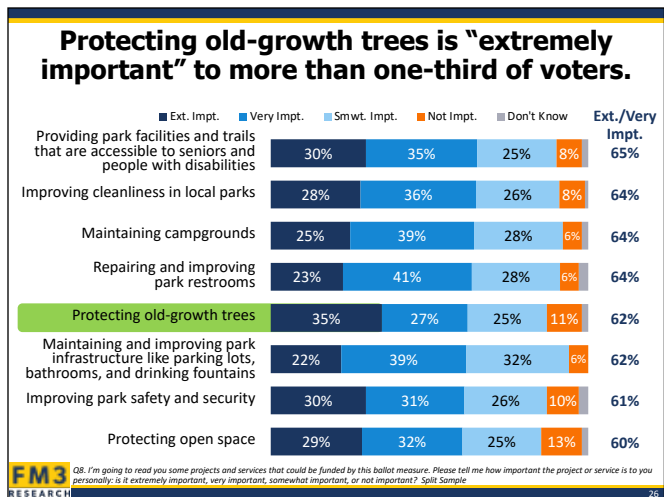
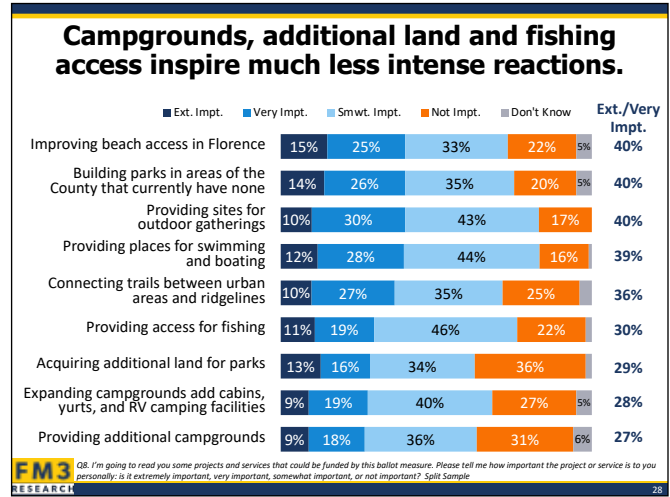
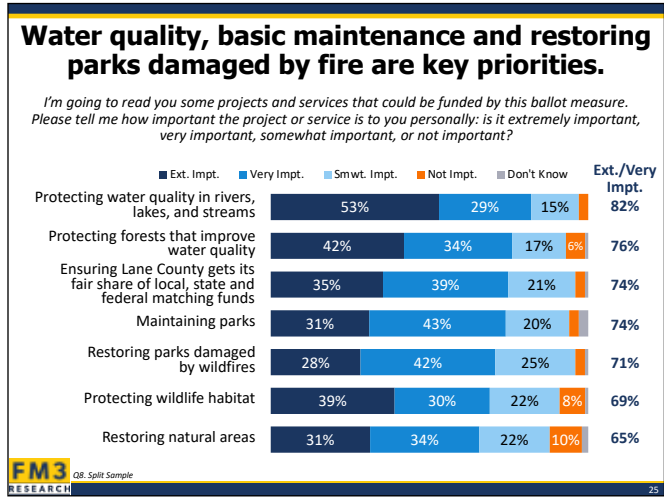

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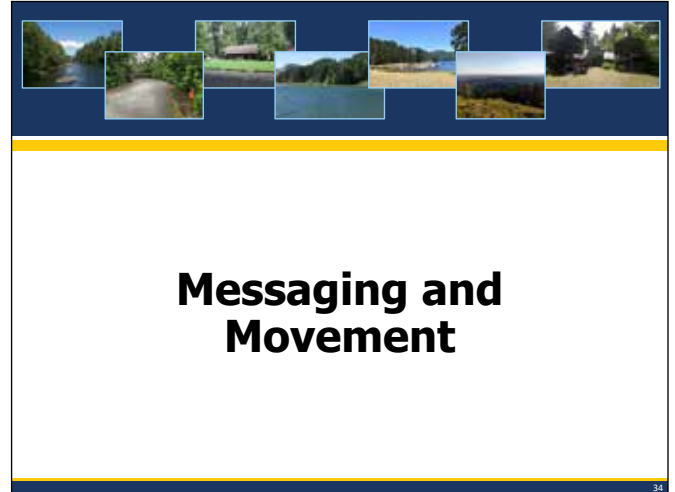
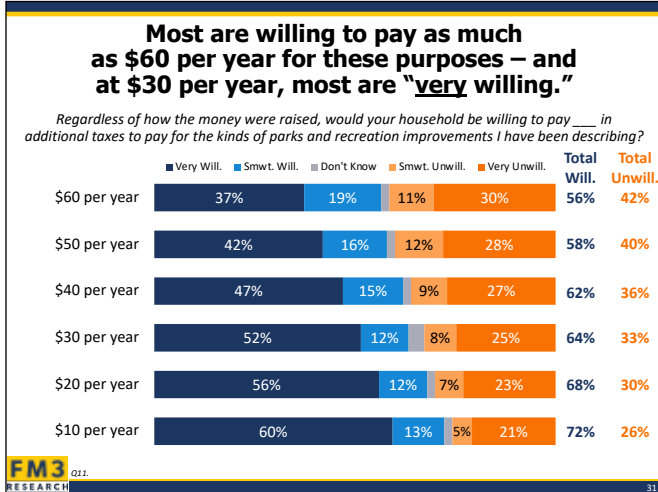






Voter Priorities and Willingness to Pay



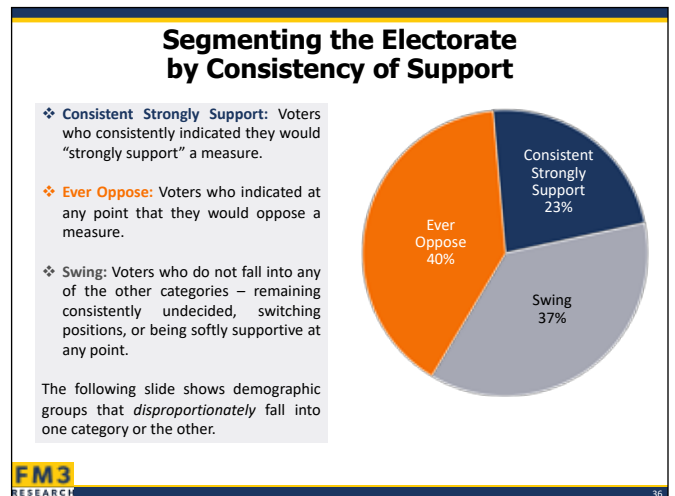
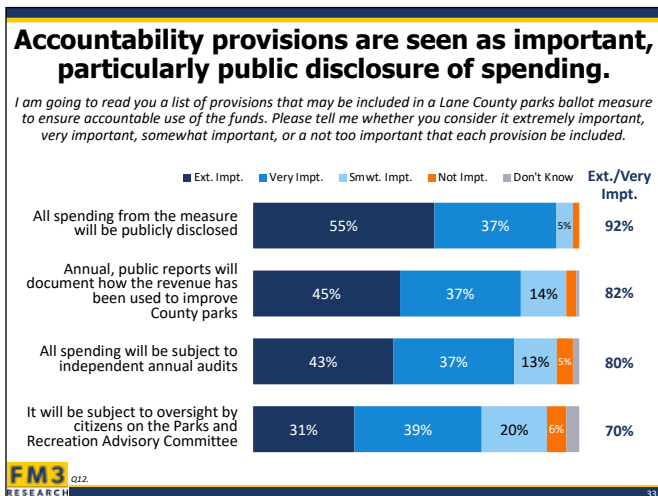
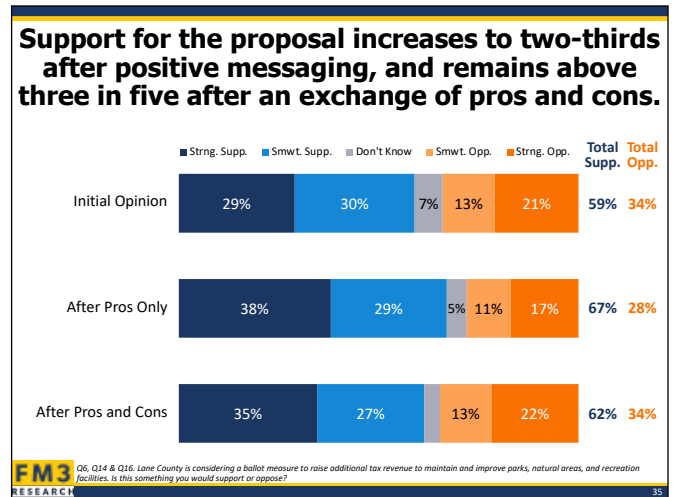


Independents’ willingness to pay dips below a majority at \$50 per year.

(Total Willing)

Amount	All Voters	Position on Ballot Measure Concept			Party		
		Sup-porters	Op-ponents	Undec.	Dems.	Inds.	Reps.
\$60 per year	56%	81%	14%	53%	71%	48%	33%
\$50 per year	58%	82%	15%	58%	73%	51%	35%
\$40 per year	62%	88%	20%	58%	76%	60%	38%
\$30 per year	64%	87%	23%	62%	78%	63%	38%
\$20 per year	68%	92%	28%	66%	82%	66%	44%
\$10 per year	72%	94%	36%	71%	85%	68%	52%

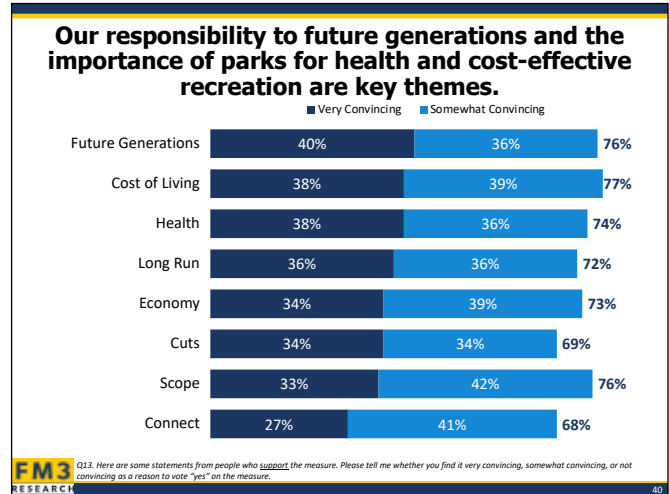
FM3 RESEARCH Q11 32



Demographic Profile of the Segments

Consistent Strongly Support	Swing	Ever Oppose
23% of the Electorate	37% of the Electorate	40% of the Electorate
HH income \$150K+	Democrats ages 18-49	Republican men
Democrats ages 50+	Women ages 18-49	Republicans ages 50+
Visit parks 2-3 times/month	Ages 18-49	Republicans
Post-graduate educated	Democrats	Never visit parks
Independents under 50	Visit parks rarely	Republicans ages 18-49
Democrats	Democratic women	Non-college educated men
Democratic women	Democratic men	High school educated
College-educated women		Some college or less
Visit parks weekly+		Independents ages 50+
Democratic men		Some college education

FM3 RESEARCH 37



Messaging in Favor of a Parks Funding Measure (Ranked in Order of Effectiveness)

(FUTURE GENERATIONS) This measure will preserve Lane County's natural beauty by protecting rivers, streams, trees, natural areas, and wildlife habitat. It will ensure that our children and grandchildren enjoy the same quality of life we do.

(COST OF LIVING) Our parks, trails, campgrounds, marinas, and beaches have something for everyone. They provide affordable places for recreation and access to the river, close to home in communities throughout Lane County. As the cost of living increases, it is more important than ever to invest in keeping them available.

(HEALTH) This measure will help keep our community healthy. Lane County kids, families, and seniors who visit parks for play and exercise have better physical, psychological, and mental health outcomes – all of these more important than ever.

(LONG RUN) The longer we wait to restore our natural areas, and park and recreation infrastructure, the more it will cost us in the long run. By making the investment to take care of our parks and recreation system today, we can avoid more costly problems in future years.

FM3 RESEARCH 38

The scope of needed improvements and benefits for affordable recreation are key to independent voters.

(Very Convincing)

Statement	All Voters	Segments			Party		
		Cons. Str. Support	Swing	Ever Oppose	Dems.	Inds.	Reps.
Future Generations	40%	77%	47%	14%	55%	35%	17%
Cost of Living	38%	68%	40%	19%	49%	38%	17%
Health	38%	73%	44%	12%	47%	32%	26%
Long Run	36%	69%	41%	12%	43%	36%	22%
Economy	34%	73%	40%	7%	41%	29%	23%
Cuts	34%	67%	36%	13%	47%	29%	15%
Scope	33%	66%	39%	10%	41%	39%	14%
Connect	27%	61%	28%	8%	34%	28%	15%

Q13. Here are some statements from people who support the measure. Please tell me whether you find it very convincing, somewhat convincing, or not convincing as a reason to vote "yes" on the measure.

FM3 RESEARCH 41

Messaging in Favor of Parks Funding Measure; Continued

(ECONOMY) Recreation in Lane County produces a total net economic value of more than \$5.3 billion, more than 12,000 jobs and over \$650 million in gross domestic product impacts. Investing in our parks will help our economy recover and grow.

(CUTS) The coronavirus pandemic and economic downturn have forced Lane County Parks to draw down their rainy-day fund, and closing campgrounds meant a half-million dollar decline in funding. At the same time, the pandemic has meant more people than ever are using our parks. New funding is needed now to repair and maintain our parks and natural areas.

(SCOPE) Lane County Parks is responsible for 68 parks and natural spaces throughout the County, which together require millions of dollars in investments to ensure safe operations. This funding will help upgrade essential infrastructure and provide safe, healthy recreational experiences for people of all ages and walks of life in every corner of the County.

(CONNECT) This funding will help Lane County Parks work with other parks agencies to connect local residents to our rivers and ridges – providing a variety of trails for people to walk, hike, and bike. As our community grows and changes, we can use this funding to preserve opportunities to get outdoors and enjoy open space.

FM3 RESEARCH 39

Messaging Opposing a Parks Funding Measure (Ranked in Order of Effectiveness)

(COST OF LIVING) The cost of living in Lane County is already too high. We should not vote to increase the cost of getting by, especially things like utility or property taxes that make it even harder to pay for housing.

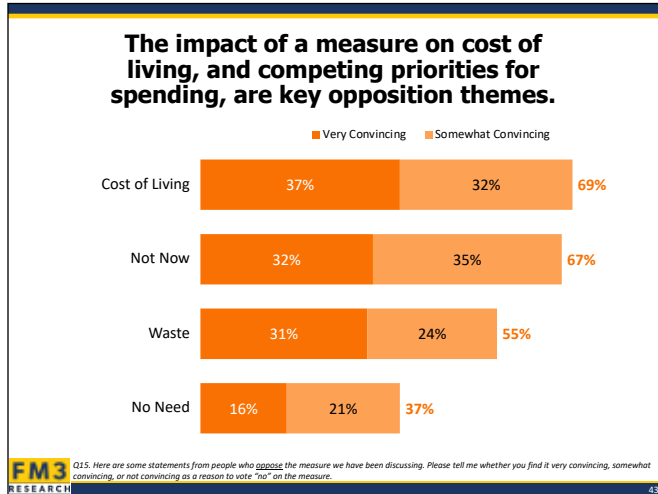
(NOT NOW) Now is not the time to dedicate more taxes to pay for park improvements – not when we have so many more urgent needs, like public safety, healthcare, road repairs, and supporting local businesses hurt by the pandemic.

(WASTE) The County has enough taxpayer dollars to repair and upgrade parks if they would just cut waste and mismanagement. Rather than raising our taxes, officials should tighten their belts and find money for parks in the existing budget.

(NO NEED) This measure just isn't necessary. We already have plenty of parks, community centers, trails, marinas, campgrounds, natural areas, and open space throughout the County.

Q15. Here are some statements from people who oppose the measure we have been discussing. Please tell me whether you find it very convincing, somewhat convincing, or not convincing as a reason to vote "no" on the measure.

FM3 RESEARCH 42



- ### Conclusions
- Voters have broadly favorable views of Lane County Parks and approve of their work. Seven in ten say the Parks Division has at least “some need” for funding, though few feel strongly.
 - In principle, 59% support increased funding to maintain and improve parks. That level of support increases after voters hear about potential projects, accountability provisions and positive messaging – and stays high after a brief set of critiques.
 - Determining the details will of course be key: bonds, a waste surcharge, and a hotel/motel tax have majority support in isolation. In principle, at least half are willing to pay up to \$60 per year.
 - Top priorities for projects are water quality, basic park maintenance, protecting wildlife habitat, restoring wildfire damaged parks, and campground maintenance.
 - The most compelling support messages have to do with leaving a legacy for future generations, the contribution parks make to public health, and the importance of affordable outdoor recreation given a rising cost of living.
 - On the other side of the coin, concern about the economy and the financial struggles many families are facing produces the most reservations about a potential ballot measure.

Opposition is most resonant with voters already include to oppose a measure.

(Very Convincing)

Statement	All Voters	Segments			Party		
		Cons. Str. Support	Swing	Ever Oppose	Dems.	Inds.	Reps.
Cost of Living	37%	7%	20%	70%	25%	31%	65%
Not Now	32%	6%	18%	60%	22%	35%	49%
Waste	31%	5%	16%	60%	15%	35%	59%
No Need	16%	0%	6%	35%	9%	16%	30%

Q15. Here are some statements from people who oppose the measure we have been discussing. Please tell me whether you find it very convincing, somewhat convincing, or not convincing as a reason to vote "no" on the measure.

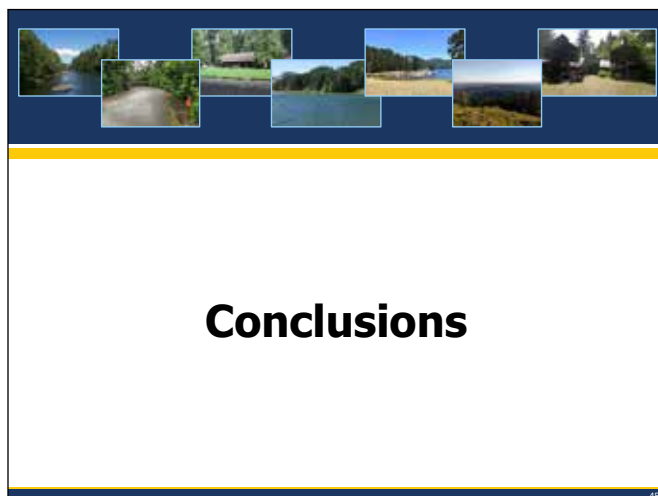
For more information, contact:

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Understanding of the Project and Questions the Project has Address

- ✓ How do we prioritize the reduced funding allocation?
- ✓ How can we reduce the growing deferred maintenance list?
- ✓ What assets do we have? What condition are they in?
- ✓ Are those assets being used to their full potential?
- ✓ Are they compliant with applicable codes and/or standards?
- ✓ How much funding do we need in order to maintain or improve the current conditions?
- ✓ When do we need to complete recommended capital projects?
- ✓ What will the condition be as a result of a given funding level?
- ✓ Where can we achieve cost savings?

Creating Knowledge to make Strategic Decisions

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Parks Assessed

Park	Region	Acres
Armitage	3	7.1
Baker Bay	6	80.4
Orchard Point	3	57.7
Richardson	2	114.8

Assets to be Assessed

Structures

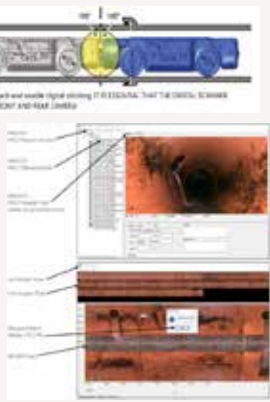
- Parking
- Pavilions
- Lodges/cabins
- Play equipment
- Trails



Facilities

- Visitor centers
- Restrooms
- Picnic areas
- Campsite hookups
- Marinas

Below-Grade Infrastructure Utilities and Tanks

- Water/Irrigation
- Sewer
- Gas
- Electric









Implemented Through Six Phases

- ✓ An essential planning stage
- ✓ Detailed asset inventory and condition evaluation
- ✓ Lifecycle and cost analysis
- ✓ Accurate defensible cost estimates

- ✓ Preparation of a comprehensive reports and inventory
- ✓ ISO 9001 Quality Assurance Practice
- ✓ Strategic Capital Needs Plan



Results



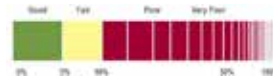



4 Facilities Assessed

- Armitage
- Baker Bay
- Orchard Point
- Richardson

Summary of Condition FACILITY CONDITION NEEDS INDEX (FCI)

$$FCI = \frac{\text{Value of Maintenance, Repair, and Replacement of the Asset (DM)}}{\text{Current Replacement Value of the Facility(s) (CRV)}}$$



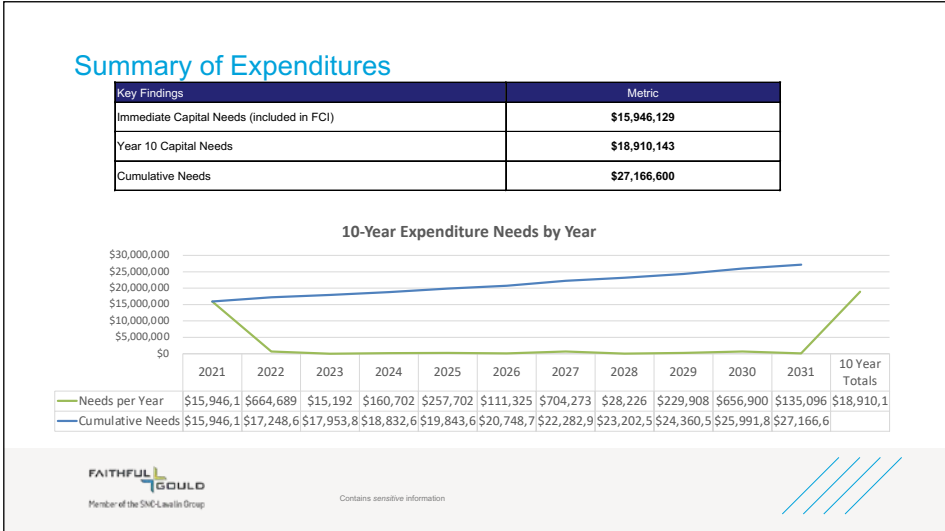
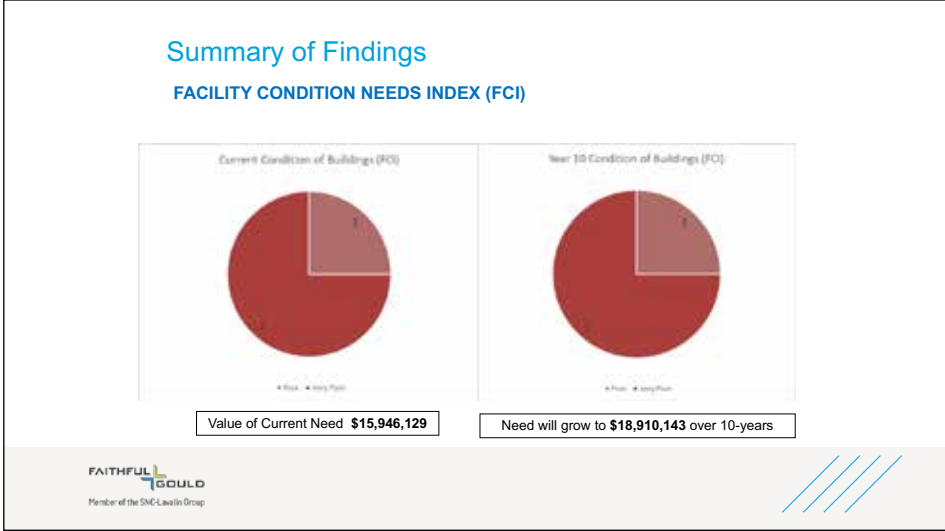
Key

Condition	Definition	Percentage Value
GOOD	In a new or well-maintained condition, with no visual evidence of wear, soiling or other deficiencies	0% to 5%
FAIR	Subject to wear, and soiling but is still in a serviceable and functioning condition	5% to 10%
POOR	Subjected to hard or long-term wear. Nearing the end of its useful or serviceable life.	Greater than 10%
V-POOR	Subjected to hard or long-term wear. Has reached the end of its useful or serviceable life. Renewal now necessary	Greater than 60%

Buildings with a FCI above 60% should be considered for Demolition

Summary of Findings FACILITY CONDITION NEEDS INDEX (FCI)

Facility	Gross Square Footage	Current Replacement Value (\$)	Immediate Capital Needs (\$)	Total Capital Needs Over 10 Year Study Period (\$)	Current Year FCI Rating %	Year 10 FCI Rating %
Armitage	13,865	\$6,810,630	\$1,476,894	\$2,810,176	21.7%	41.3%
Baker Bay	3,708	\$3,456,223	\$2,623,670	\$2,672,463	75.9%	77.3%
Orchard Point	7,370	\$6,081,225	\$3,974,328	\$4,879,751	65.4%	80.2%
Richardson	17,780	\$11,762,805	\$7,871,238	\$8,547,753	66.9%	72.7%
Totals	42,723	\$28,110,882	\$15,946,129	\$18,910,143	56.7%	67.3%
Cumulative Needs	42,723	\$28,110,882	\$15,946,129	\$27,166,600	56.7%	96.6%



Summary of Expenditures

Building	Current Replacement Value	Building Size	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Grand Total
Armitage	\$4,696,986	13,865	\$1,476,884	\$443,791	\$0	\$10,764	\$86,461	\$58,070	\$336,113	\$11,898	\$65,938	\$320,247	\$0	\$2,810,176
Baker Bay	\$2,383,602	3,708	\$2,623,670	\$0	\$2,605	\$6,727	\$0	\$0	\$9,683	\$3,789	\$2,392	\$19,287	\$4,310	\$2,672,463
Orchard Point	\$4,193,948	7,370	\$3,974,328	\$220,898	\$0	\$67,456	\$171,240	\$37,178	\$335,238	\$0	\$0	\$9,988	\$63,425	\$4,878,751
Richardson	\$8,112,279	17,780	\$7,871,238	\$0	\$12,587	\$75,755	\$0	\$16,078	\$23,239	\$12,539	\$161,578	\$307,379	\$67,360	\$8,547,753
Grand Total			\$15,946,129	\$664,689	\$15,192	\$160,702	\$257,702	\$111,325	\$704,273	\$28,226	\$229,908	\$656,900	\$135,096	\$18,910,143
Cumulative Total			\$15,946,129	\$17,248,683	\$17,953,801	\$18,832,655	\$19,843,683	\$20,748,735	\$22,282,957	\$23,202,502	\$24,360,510	\$25,991,831	\$27,166,600	

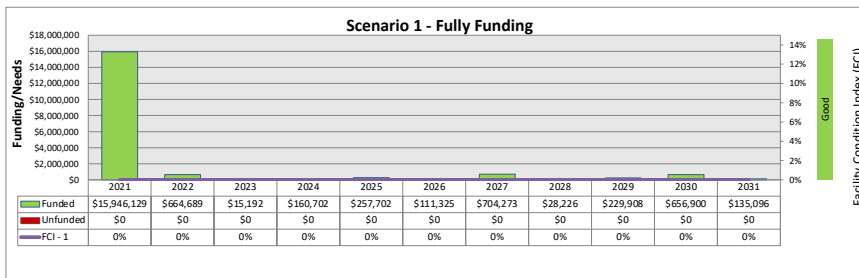
Key Findings – Actions over \$50,000

Action	Park	Cost	Year	Action	Park	Cost	Year
Replace TPO Single ply Roof Membrane incl. Insulation	Armitage	\$83,916	2021	Replace Concrete Curb or Berm	Orchard Point	\$218,860	2021
Replace Asphalt Parking Lot With Striping	Armitage	\$118,955	2021	Replace Boat Dock Pressure Treated Wood	Orchard Point	\$2,201,100	2021
Replace Asphalt Parking Lot With Striping	Armitage	\$558,175	2021	Replace Complete Irrigation System	Orchard Point	\$661,430	2021
Replace 3in. PVC Water Pipe _ Direct Bury	Armitage	\$192,193	2021	Crack Repair, Seal Coating, and Restriping to Parking Lots	Orchard Point	\$194,393	2022
Replace Furnace, Electric	Armitage	\$152,472	2022	Crack Repair, Seal Coating, and Restriping to Parking Lots	Orchard Point	\$194,393	2027
Crack Repairs and Seal Coating to the asphalt Roadway	Armitage	\$220,918	2022	Replace Water Storage Tank	Richardson	\$104,894	2021
Crack Repairs and Seal Coating to the asphalt Roadway	Armitage	\$220,918	2027	Replace Circulation Pump and Motor, 2 to 5 HP	Richardson	\$73,187	2021
Replace Performed Corrugated Metal Roof Panels	Baker Bay	\$73,753	2021	Replace Concrete Curb	Richardson	\$377,970	2021
Replace Asphalt Parking Lot With Striping	Baker Bay	\$362,283	2021	Replace Asphalt Parking Lot With Striping	Richardson	\$1,342,181	2021
Replace Concrete Curb	Baker Bay	\$125,305	2021	Replace Boat Dock Pressure Treated Wood	Richardson	\$397,665	2021
Replace Boat Dock Pressure Treated Wood	Baker Bay	\$674,270	2021	Replace Complete Irrigation System	Richardson	\$3,003,885	2021
Replace Irrigation System	Baker Bay	\$786,248	2021	Replace 2in. PVC Water Pipe _ Direct Bury	Richardson	\$85,756	2021
Replace Asphalt Parking Lot With Striping	Orchard Point	\$517,912	2021	Replace 4in. PVC Water Pipe _ Direct Bury	Richardson	\$997,990	2021
Replace 6in. PVC Water Pipe _ Direct Bury	Richardson	\$252,140	2021	Replace RV Hookups _ Electric and Water	Richardson	\$73,370	2030
ProPipe Cost Estimate for Piping Repairs	Baker Bay	\$85,654	2021	ProPipe Cost Estimate for Piping Repairs	Richardson	\$352,740	2021



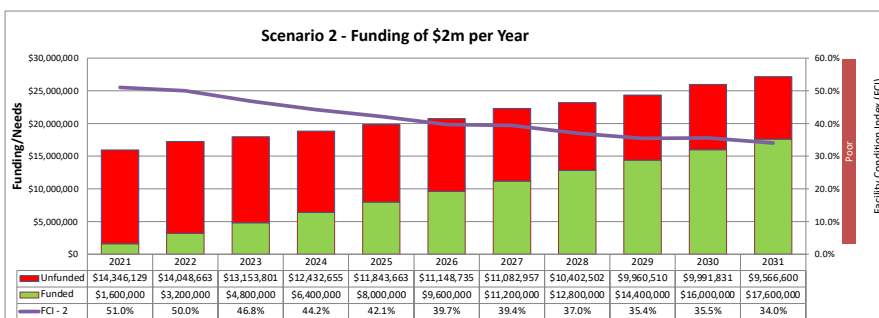
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Summary of Findings
Budget Scenarios

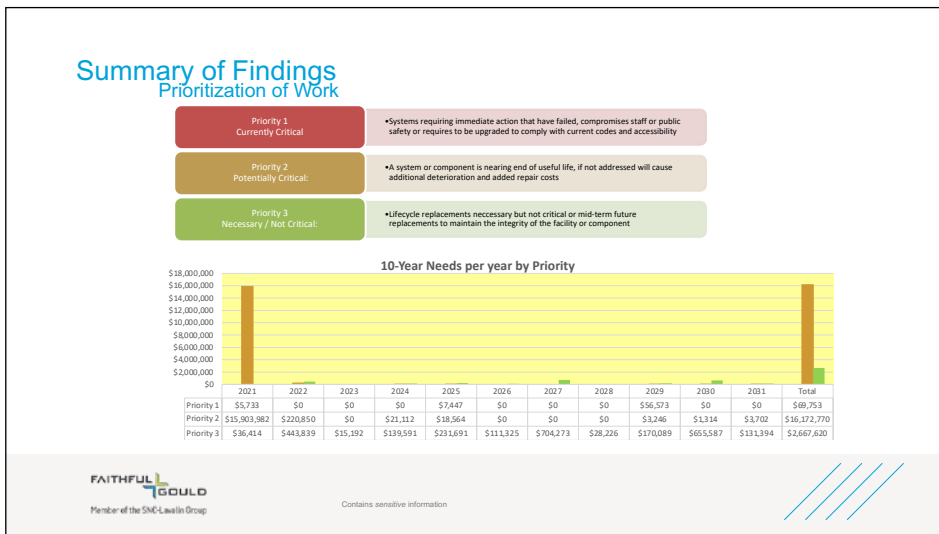
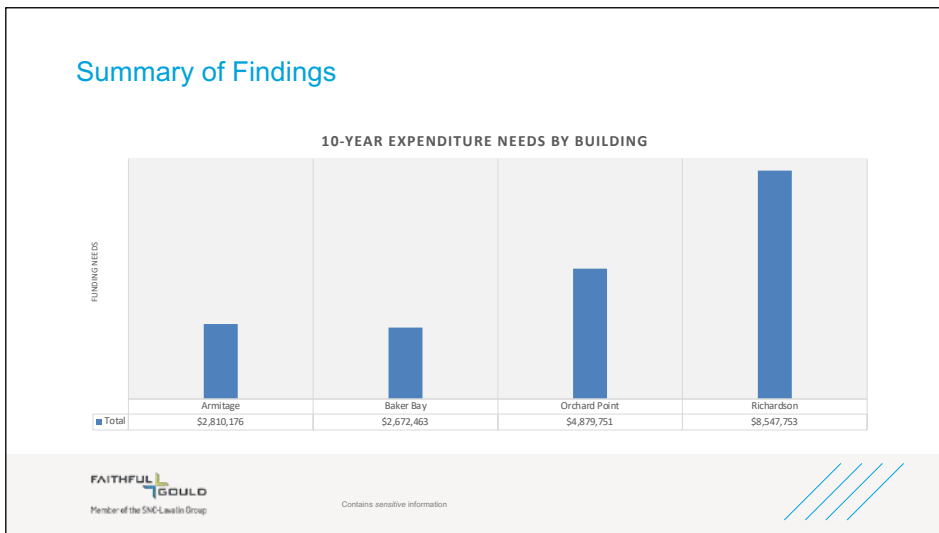
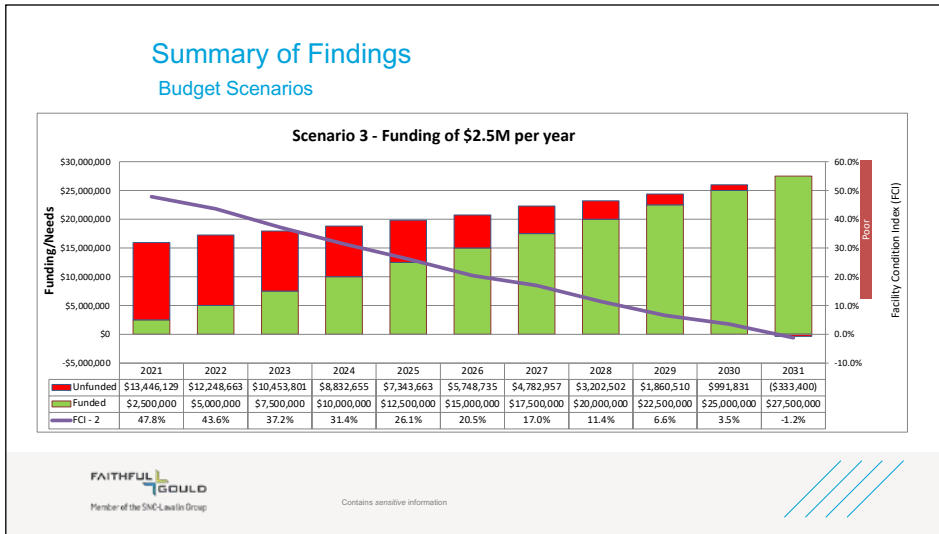


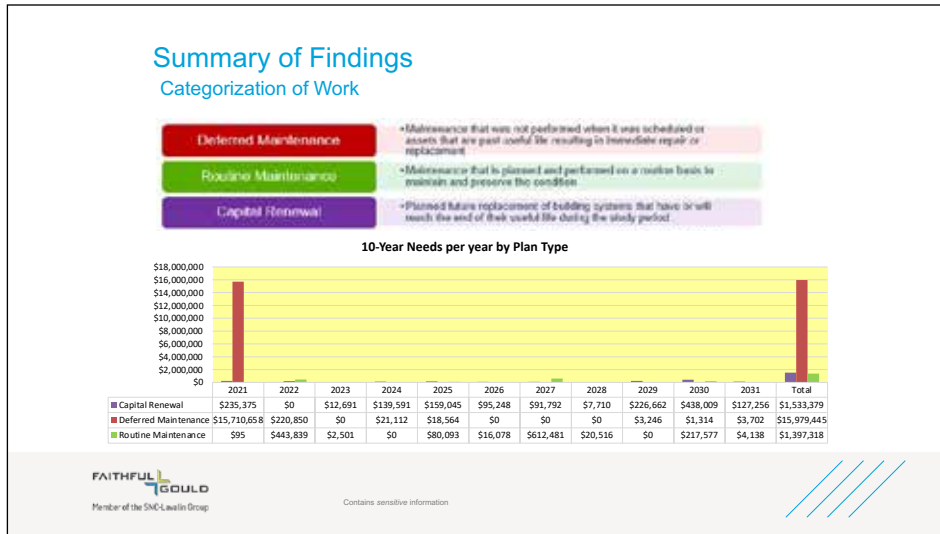
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Summary of Findings
Budget Scenarios



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Conclusion

The Lane County portfolio for this study consists of four parks located throughout the county.

There is a total of \$18,910,143 in necessary expenditures over the study period. However, should funding not be available, the cumulative need with annual inflation applied will grow to \$27,166,600.

There is an immediate capital need of \$15,946,129

- 1 park is currently rated in poor condition.
- 3 parks are currently rated in very poor condition.

Over the next 10 years, the facilities will continue to deteriorate if there is no capital investment.

- 1 park will be rated in poor condition.
- 3 parks will be rated in very poor condition.

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*Front Cover Photo: Howard Buford Recreation Area
Back Cover Photo: Bellinger Landing*