

W. 9. a.

AGENDA COVER MEMO

DATE: April 14, 2004

TO: Lane County Board of Commissioners

DEPT.: Public Works

PRESENTED BY: Todd Winter, Interim Parks Manager

AGENDA ITEM TITLE: IN THE MATTER OF AMENDING THE PARKS AND RECREATION SDC CAPITAL IMPROVEMENT PLAN (CIP), TO IDENTIFY LONG-RANGE PLANNING ACTIVITIES ELIGIBLE TO BE FUNDED WITH SDC REVENUES

I. MOTION

Amend the Parks and Recreation Capital Improvement Plan (CIP) to identify long-range planning activities eligible to be funded with SDC revenues, specifically that portion of long-range planning costs attributable to the creation of additional park capacity.

II. ISSUE OR PROBLEM

Shall the Board of County Commissioners support amending the Parks and Recreation Capital Improvement Plan (CIP) in accordance with Chapter 4 of the Lane Code to include that portion of long-range planning costs attributable to the creation of additional park capacity.

III. DISCUSSION

A. Background

The Lane County *Parks and Recreation System Development Charges Methodology Report* and the *SDC Capital Improvement Plan (CIP)*, dated September 4, 2001, were adopted by the Board of County Commissioners on March 13, 2002. *Lane Code*, Chapter 4 (4.605, 4.645) identifies planning as an SDC eligible activity; however, the activity and any cost model were not included in the SDC CIP. The *Lane County Parks Master Plan*, an element of the *Lane County Comprehensive Plan*, was last updated in 1980 as a guide to development of Parks through 1995. The degree of change since the last update is such that new development cannot be prudently accomplished without adequate long-range planning that reflects the current and projected County needs and uses.

B. Analysis

Lane Code, Chapter 4, paragraph 4.645 indicates that SDCs were intended to include appropriate planning costs. 4.645 states that SDC revenues may be used for purposes which may include: design and construction plan preparation as well as long-range park planning.

The *Lane County Parks Master Plan* is badly outdated and no longer serves as a useful guide for most park development issues. While the implementation criteria remain relevant, obsolete implementation objectives still focus on parks no longer in the County park inventory such as Alton Baker, Winberry, and Schwarz. Additionally, funding assumptions for park development changed radically less than a year after plan adoption when an Oregon constitutional amendment prohibited the use of road funds for park purposes.

By definition and ORS, the purpose of SDCs is to help pay a portion of the costs associated with park development to meet the needs of growth. A master plan serves as the foundation for identifying appropriate uses, gaps in facility capacity, development prioritization, and decision-making. Without a viable master plan, development has become haphazard, opportunistic based on State grant sources, and non-strategic.

A short list of development priorities supported by the Parks Advisory Committee includes updating the *Parks Master Plan*, development of a campground at Armitage Park, development of a passive recreation area at Three-Mile Prairie near Florence. This is important in that only the Armitage Park campground is in the SDC CIP and neither of the development projects are in the current master plan. Additionally, development of a new campground, which would generate net revenues for the park system, is consistent with and essential for the financial realities of an enterprise fund.

With careful consideration of the master plan, it can be seen as having three significant targets or three relatively equal use models for the park system. 1. Focus on developing new capacity to meet the needs of growth. 2. Major reinvestment in existing infrastructure that continues to serve the public interests. 3. Operational changes driven by changing public demand and environmental realities (physical, political, technological, financial, etc.). With this in mind, it would be reasonable to amend the SDC CIP to include long-range planning with 33.3% of planning costs eligible for SDC funds for the Parks Master Plan.

Additionally, other long-range plans will vary from plan to plan. Development of a new park, driven by growth and the need for greater capacity, could merit a high percentage of costs being reimbursed from SDC funds. A long-range plan for a park that is already heavily developed could merit very little SDC funding. Each of those long-range plans will require analysis of costs attributable to growth-related capacity increasing capital improvement planning prior to approval of SDC funding.

C. Alternatives/Options

1. Support the staff recommendation to amend the Parks and Recreation SDC Capital Improvement Plan (CIP) to include long-range planning at the rate of 33.3% of direct and reasonable costs for the Master Plan and a variable reimbursement for other long-range plans.
2. Support the staff recommendation to amend the Parks and Recreation SDC Capital Improvement Plan (CIP) to include long-range planning at a rate greater or less than 33.3% of direct and reasonable costs for the Master Plan.
3. Do not support amending the Parks SDC CIP to include long-range planning.

D. Recommendations

Staff recommends option 1 above.

E. Timing

As directed, staff would publish the amended Parks and Recreation Capital Improvement Plan (CIP) immediately if option 1 or 2 has been supported.

IV. IMPLEMENTATION/FOLLOW-UP

Dependent upon direction. If option 1 or 2, staff will develop and present an agenda item to the Board to clearly articulate a process for allocating sufficient SDC funds to support actual and projected growth needs of the park system for FY 04/05 budget.

V. ATTACHMENTS

Order with Exhibit "A" – proposed amended SDC CIP

IN THE BOARD OF COUNTY COMMISSIONERS OF LANE COUNTY, OREGON

ORDER NO.

) IN THE MATTER OF AMENDING THE
) PARKS AND RECREATION SDC CAPITAL
) IMPROVEMENT PLAN (CIP), TO IDENTIFY
) LONG-RANGE PLANNING ACTIVITIES
) ELIGIBLE TO BE FUNDED WITH SDC
) REVENUES

WHEREAS, *Lane Code*, Chapter 4 (4.605, 4.645) identifies long-range parks planning as an eligible activity for expenditure of SDC revenues; and

WHEREAS, the *Lane County Parks Master Plan* and other long-range planning is badly outdated and no longer serves as a useful guide for most park development issues; and

WHEREAS, the degree of change since the last *Master Plan* update is such that new development cannot be prudently accomplished without adequate long-range planning that reflects the current and projected County needs and uses; and

WHEREAS, by *Lane Code* definition and ORS, the purpose of SDCs is to help pay a portion of the costs associated with park capacity increasing capital improvements and development to meet the needs of growth; now, therefore

IT IS HEREBY ORDERED, that the Parks and Recreation SDC Capital Improvement Plan (CIP) be amended to include long-range planning as expressly eligible for appropriate SDC funding of direct and reasonable costs attributable to growth-related capacity increasing capital improvement planning for the Parks Master Plan and various individual long-range plans as indicated on Exhibit "A" attached and incorporated here by this reference.

DATED this 14th day of April, 2004.

Bobby Green Sr.
Chair, Lane County Board of Commissioners

APPROVED AS TO FORM

Date 4-7-2004 Lane County



OFFICE OF LEGAL COUNSEL

Lane County		SDC CAPITAL IMPROVEMENTS PLAN					
Parks and Recreation Facilities		2001 - 2020					
			TOTAL PROJECT	GROWTH		GROWTH FUNDING	
	PROJECT	YRS	COST	PORTION	SDC FUNDING	NEEDED FROM OTHER SOURCES	FUNDING SOURCES
LAND ACQUISITION							
1	Undeveloped Park Site Acquisition - acquire approximately 320 acres for growth-required park land needs in Lane County.	01-05	\$1,280,000	100%	\$256,000	\$1,024,000	SDC, grants, donations, fees
2	Undeveloped Park Site Acquisition - acquire approximately 350 acres for growth-required park land needs in Lane County.	06-10	\$1,400,000	100%	\$280,000	\$1,120,000	SDC, grants, donations, fees
3	Undeveloped Park Site Acquisition - acquire approximately 350 acres for growth-required park land needs in Lane County.	11-15	\$1,400,000	100%	\$280,000	\$1,120,000	SDC, grants, donations, fees
4	Undeveloped Park Site Acquisition - acquire approximately 350 acres for growth-required park land needs in Lane County.	16-20	\$1,400,000	100%	\$280,000	\$1,120,000	SDC, grants, donations, fees
PARK DEVELOPMENT							
5	Active Park Development - develop approximately 10 acres of undeveloped park land for growth- required active recreation needs in the Coast Zone.	01-05	\$560,000	100%	\$112,000	\$448,000	SDC, grants, donations, fees
6	Active Park Development - develop approximately 10 acres of undeveloped park land for growth- required active recreation needs in the Fern Ridge Zone.	01-05	\$560,000	100%	\$112,000	\$448,000	SDC, grants, donations, fees
7	Active Park Development - develop approximately 10 acres of undeveloped park land for growth- required active recreation needs in the McKenzie/Willamette Zone.	06-10	\$560,000	100%	\$112,000	\$448,000	SDC, grants, donations, fees
8	Active Park Development - develop approximately 10 acres of undeveloped park land for growth- required active recreation needs in the Coast Zone.	06-10	\$560,000	100%	\$112,000	\$448,000	SDC, grants, donations, fees
9	Active Park Development - develop approximately 10 acres of undeveloped park land for growth- required active recreation needs in the Fern Ridge Zone.	06-10	\$560,000	100%	\$112,000	\$448,000	SDC, grants, donations, fees
10	Active Park Development - develop approximately 10 acres of undeveloped park land for growth- required active recreation needs in the McKenzie/Willamette Zone.	11-15	\$560,000	100%	\$112,000	\$448,000	SDC, grants, donations, fees
11	Active Park Development - develop approximately 10 acres of undeveloped park land for growth-required recreation needs in the Coast Zone	11-15	\$560,000	100%	\$112,000	\$448,000	SDC, grants, donations, fees

Lane County							
Parks and Recreation Facilities							
2001 - 2020							
			TOTAL PROJECT	GROWTH		GROWTH FUNDING	
	PROJECT	YRS	COST	PORTION	SDC FUNDING	NEEDED FROM OTHER SOURCES	FUNDING SOURCES
12	Active Park Development - develop approximately 7 acres of undeveloped park land for growth-required active recreation needs in the Fern Ridge Zone.	11-15	\$392,000	100%	\$78,400	\$313,600	SDC, grants, donations, fees
13	Active Park Development - develop approximately 8 acres of undeveloped park land for growth-required active recreation needs in the McKenzie/Willamette Zone.	16-20	\$448,000	100%	\$89,600	\$358,400	SDC, grants, donations, fees
14	Active Park Development - develop approximately 8 acres of undeveloped park land for growth-required active recreation needs in the Fern Ridge Zone.	16-20	\$448,000	100%	\$89,600	\$358,400	SDC, grants, donations, fees
15	Passive Park Development - develop approximately 10 acres of undeveloped park land for growth-required passive recreation needs in the Fern Ridge Zone.	01-05	\$60,000	100%	\$12,000	\$48,000	SDC, grants, donations, fees
16	Passive Park Development - develop approximately 10 acres of undeveloped park land for growth-required passive recreation needs in the Coast Zone.	01-05	\$60,000	100%	\$12,000	\$48,000	SDC, grants, donations, fees
17	Passive Park Development - develop approximately 10 acres of undeveloped park land for growth-required passive recreation needs in the McKenzie/Willamette Zone.	01-05	\$60,000	100%	\$12,000	\$48,000	SDC, grants, donations, fees
18	Passive Park Development - develop approximately 10 acres of undeveloped park land for growth-required passive recreation needs in the Fern Ridge Zone.	06-10	\$60,000	100%	\$12,000	\$48,000	SDC, grants, donations, fees
19	Passive Park Development - develop approximately 10 acres of undeveloped park land for growth-required passive recreation needs in the Coast Zone.	06-10	\$60,000	100%	\$12,000	\$48,000	SDC, grants, donations, fees
20	Passive Park Development - develop approximately 10 acres of undeveloped park land for growth-required passive recreation needs in the McKenzie/Willamette Zone.	06-10	\$60,000	100%	\$12,000	\$48,000	SDC, grants, donations, fees
21	Passive Park Development - develop approximately 10 acres of undeveloped park land for growth-required passive recreation needs in the Fern Ridge Zone.	11-15	\$60,000	100%	\$12,000	\$48,000	SDC, grants, donations, fees

Lane County							
Parks and Recreation Facilities 2001 - 2020							
						GROWTH FUNDING	
PROJECT		YRS	TOTAL PROJECT COST	GROWTH PORTION	SDC FUNDING	NEEDED FROM OTHER SOURCES	FUNDING SOURCES
22	Passive Park Development - develop approximately 10 acres of undeveloped park land for growth-required passive recreation needs in the Coast Zone.	11-15	\$60,000	100%	\$12,000	\$48,000	SDC, grants, donations, fees
23	Passive Park Development - develop approximately 10 acres of undeveloped park land for growth-required passive recreation needs in the McKenzie/Willamette Zone.	11-15	\$60,000	100%	\$12,000	\$48,000	SDC, grants, donations, fees
24	Passive Park Development - develop approximately 8 acres of undeveloped park land for growth-required passive recreation needs in the Fern Ridge Zone.	16-20	\$48,000	100%	\$9,600	\$38,400	SDC, grants, donations, fees
25	Passive Park Development - develop approximately 8 acres of undeveloped park land for growth-required passive recreation needs in the Coast Zone.	16-20	\$48,000	100%	\$9,600	\$38,400	SDC, grants, donations, fees
26	Passive Park Development - develop approximately 8 acres of undeveloped park land for growth-required passive recreation needs in the McKenzie/Willamette Zone.	16-20	\$48,000	100%	\$9,600	\$38,400	SDC, grants, donations, fees
SPECIAL FACILITIES - BOAT RAMPS							
27	Boat Ramps - install 3 boat ramps for growth-required needs throughout Lane County.	01-05	\$75,000	100%	\$0	\$75,000	Grants, donations, fees
28	Boat Ramps - install 3 boat ramps for growth-required needs throughout Lane County.	06-10	\$75,000	100%	\$25,000	\$50,000	SDC, grants, donations, fees
29	Boat Ramps - install 3 boat ramps for growth-required needs throughout Lane County.	11-15	\$75,000	100%	\$0	\$75,000	Grants, donations, fees
30	Boat Ramps - install 2 boat ramps for growth-required needs throughout Lane County.	16-20	\$50,000	100%	\$25,000	\$25,000	SDC, grants, donations, fees
SPECIAL FACILITIES - MARINA SLIPS							
31	Marina Slips - Install 47 marina slips for growth-required needs throughout Lane County.	06-10	\$500,000	100%	\$100,000	\$400,000	SDC, grants, donations, fees
32	Marina Slips - install 47 marina slips for growth-required needs throughout Lane County.	11-15	\$500,000	100%	\$100,000	\$400,000	SDC, grants, donations, fees
33	Marina Slips - install 48 marina slips for growth-required needs throughout Lane County.	16-20	\$500,000	100%	\$80,000	\$420,000	SDC, grants, donations, fees

Lane County		2001 - 2020		GROWTH FUNDING		amended 04/14/04	
Parks and Recreation Facilities		TOTAL PROJECT COST		GROWTH PORTION		NEEDED FROM OTHER SOURCES	
PROJECT	YRS	COST	PORTION	SDC FUNDING	OTHER SOURCES	FUNDING SOURCES	
SPECIAL FACILITIES - CAMP SITES							
34	Camp Sites - install 10 Camp Sites for growth- required needs throughout Lane County.	01-05	\$150,000	100%	\$30,000	\$120,000	SDC, grants, donations, fees
35	Camp Sites - install 10 Camp Sites for growth- required needs throughout Lane County.	06-10	\$150,000	100%	\$30,000	\$120,000	SDC, grants, donations, fees
36	Camp Sites - install 10 Camp Sites for growth- required needs throughout Lane County.	11-15	\$150,000	100%	\$30,000	\$120,000	SDC, grants, donations, fees
37	Camp Sites - Install 10 Camp Sites for growth- required needs throughout Lane County.	16-20	\$150,000	100%	\$30,000	\$120,000	SDC, grants, donations, fees
LONG-RANGE PLANNING							
38	Parks Master Plan Revise the Parks Master Plan, an element of the County's Comprehensive Plan	04-20	\$70,000	33.33%	\$23,333	\$46,667	SDC, fees, Car Rental Tax
39	Long Range Park Plans Coast Zone	04-10	\$20,000	*	*	*	SDC, fees, grants
40	Long Range Park Plans Fern Ridge Zone	04-10	\$20,000	*	*	*	SDC, fees, grants
41	Long Range Park Plans McKenzie Willamette Zone	04-10	\$20,000	*	*	*	SDC, fees, grants
42	Long Range Park Plans Coast Zone	11-20	\$20,000	*	*	*	SDC, fees, grants
43	Long Range Park Plans Fern Ridge Zone	11-20	\$20,000	*	*	*	SDC, fees, grants
44	Long Range Park Plans McKenzie Willamette Zone	11-20	\$20,000	*	*	*	SDC, fees, grants
SUMMARY							
NOTES:		<p>1. Growth needs are based on 100% of expected population growth, with SDCs funding 20% of capital improvements and a variable percent (*) of long-range planning with grants, donations, fees and other sources providing remaining growth-required revenues.</p> <p>2. Park development costs include all costs associated with planning and development of infrastructure (i.e., roads, water, etc.), and other park facilities (i.e., picnic shelters, restrooms, etc.)</p> <p>3. SDC revenues may be used for acquisition of additional land and/or development of undeveloped acreage, but may not be used to renovate or repair deficiencies in developed acreage.</p> <p>* The costs of planning for new growth-related capacity increasing capital improvement development planning attributable to actual or projected growth will vary from plan to plan. Actual cost models will be developed for each unique plan and included in the CIP priorities list.</p>					
		TOTAL		GROWTH		GROWTH FUNDING	
PROJECT	YRS	PROJECT COSTS	PORTION	SDC FUNDING	OTHER SOURCES	NEEDED FROM	
Undeveloped Park Site Acquisition		\$5,480,000	100%	\$1,096,000	\$4,384,000		
Active Parks Development		\$5,208,000	100%	\$1,041,600	\$4,166,400		
Passive Parks Development		\$684,000	100%	\$136,800	\$547,200		
Specialty Facility Development		\$2,375,000	100%	\$450,000	\$1,925,000		
Parks Master Plan		\$70,000	33.33%	\$23,333	\$46,667		
Long-Range Planning		\$120,000	*	*	*		
Total		\$13,937,000		\$2,747,733	\$11,069,267		
Totals do not include long-range planning costs							
sub-total	01-05	\$2,805,000	100%	\$546,000	\$2,259,000		
sub-total	06-10	\$3,985,000	100%	\$807,000	\$3,178,000		
sub-total	11-15	\$3,817,000	100%	\$748,400	\$3,068,600		
sub-total	16-20	\$3,140,000	100%	\$623,000	\$2,517,000		
long-range planning sub-total	04-10	\$130,000	*	\$23,333	\$46,667	Not all inclusive	
long-range planning sub-total	11-20	\$60,000	*	*	*		
Total		\$13,937,000	100%	\$2,747,733	\$11,189,267		