



**AGENDA FOR SPECIAL BUSINESS MEETING  
ASHLAND PARKS & RECREATION COMMISSION**

**March 1, 2023**

**Electronic Meeting – 6 P.M.**

**Public Participation Instructions**

This meeting will be held electronically via Zoom Webinar. Registration is required to view the meeting. A link to the meeting will be sent to you once registration has been completed: [https://zoom.us/webinar/register/WN\\_7uVwMijvScSZx1P5JgPNtw](https://zoom.us/webinar/register/WN_7uVwMijvScSZx1P5JgPNtw)

Written testimony will be accepted via email sent to [sean.sullivan@ashland.or.us](mailto:sean.sullivan@ashland.or.us). Please include “**Public Testimony**” in the subject line. Written testimony submitted before 12:00 pm the Tuesday before the meeting will be made available to the Parks Commissioners before the meeting. All testimony will be included in the meetings minutes.

Oral Testimony will be taken during the electronic public meeting. If you wish to provide oral testimony, send an email to [sean.sullivan@ashland.or.us](mailto:sean.sullivan@ashland.or.us), preferably before 12:00 pm the Tuesday before the meeting. Late requests will be honored if possible. Please provide the following information: 1) make the subject line of the email “**Speaker Request**”, 2) include your name, 3) the agenda item on which you wish to speak on, 4) specify if you will be participating by computer or telephone, and 5) the name you will use if participating by computer (Zoom Name) or the telephone number you will use if participating by telephone. Staff will provide information necessary to join the meeting upon request.

- I. CALL TO ORDER
- II. PUBLIC FORUM
- III. BEAR CREEK GREENWAY GOVERNANCE PRESENTATION (INFORMATION)
- IV. NE BEAR CREEK CLEAN-UP LIMITED ACCESS AGREEMENT (ACTION)
- V. BN 23/25 BUDGET ADOPTION (ACTION)
- VI. ITEMS FROM COMMISSIONERS/STAFF
- VII. ADJOURNMENT

In compliance with the Americans with Disabilities Act, if you need special assistance to participate in this meeting, please contact the City Administrator’s office at (541) 488-6002 (TTY phone number (800) 735-2900). Notification 72 hours prior to the meeting will enable the City to make reasonable arrangements to ensure accessibility to the meeting (28 CFR 35.102-35.104 ADA Title I). Parks Commission meetings are broadcast live on Channel 9, or on CHARTER CABLE CHANNEL 180. Visit the City of Ashland’s website at [www.ashland.or.us](http://www.ashland.or.us).

# ASHLAND PARKS & RECREATION COMMISSION

340 S PIONEER STREET • ASHLAND, OREGON 97520

COMMISSIONERS:

Rick Landt  
Leslie Eldridge  
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Jim Bachman  
Jim Lewis



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Director

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## STAFF MEMORANDUM

**TO:** Ashland Parks and Recreation Commissioners

**FROM:** Michael Black, Director

**DATE:** February 24, 2023

**SUBJECT:** Bear Creek Greenway Governance Discussion

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Commissioner Rick Landt has been representing the City of Ashland and APRC on the Interagency Steering Committee that oversees the Bear Creek Greenway. Recently, a process, called Envision, has been interacting with the public via surveys seeking ways to improve the Greenway experience and has been researching governance options to improve management and funding.

The Steering Committee is in the process of determining a governance model to pursue. Steve Lambert, Jackson County Roads and Parks Director, will join the meeting to provide an update on the process and progress.

Lambert's presentation will be an opportunity to get Commissioners up to speed on the Steering Committee's work and provide time for questions.

Ashland City Councilors have been invited to watch the broadcast.

Attachment

Bear Creek Governance Structure Assessment & Options, January 27, 2023

## I. Current Structure: Joint Powers Agreement

### A. Overview

The 20-mile Bear Creek Greenway (BCGW) is currently collectively administered through an Intergovernmental Agreement (IGA) with the following parties:

- City of Ashland
- City of Central Point
- City of Medford
- City of Phoenix
- City of Talent
- Jackson County

As a result of participating in the IGA, the County and Cities formed an Advisory Committee – the Bear Creek Greenway Joint Powers Committee (JPC).

The original IGA was signed in Feb. 2008. Amendment No. 1 was signed in April 2017.

In the current agreement, the various parties help fund Routine Maintenance (mowing, leaf blowing, graffiti removal, sweeping, etc.) and the cost of a part-time Jackson County staff person dedicated to the BCGW. This results in an estimated annual cost of \$2,880 per mile for Routine Maintenance. Similarly, Major Maintenance activities (asphalt repair or replacement, etc.) are expected to cost \$8,300 per mile, are also jointly funded. The annual contribution for each of the 6 parties is calculated based on the population and mileage of Bear Creek within each jurisdiction.

### B. Strengths

There is good communication, collaboration, and good will among the partners. There is a high level of trust of the County as the coordinating agency. All parties to the IGA feel empowered and heard when it comes to issues, proposed priorities, and allocation of resources along the Greenway. There is consistency in achieving the minimum levels of service along the Greenway, funded through the IGA described above.

There is also strong consensus among the partners that the current organizational structure and funding level are insufficient to realize the Bear Creek Greenway's full potential as a recreation and transportation resource for local residents, a healthy ecological corridor for wildlife, and an economic driver for the region.

### C. Weaknesses

Several drawbacks from the current organizational structure have been mentioned by multiple partners and stakeholders:

- I. Achieving consistency in experience for users along the entire length of the Greenway is difficult, given the current organizational structure that has each partner responsible for a different portion of the BCGW.

## Bear Creek Governance Structure Assessment & Options

January 27, 2023

2. It does not allow for an consistent level of Safety, Routine Maintenance and Operations throughout the corridor. Consequently, some communities choose to augment the minimum levels of jointly funded maintenance with additional resources. Other partners do not have additional resources available, resulting in inconsistencies in maintenance levels throughout the corridor. Tasks included in this category include:
  - keeping the Greenway clear of trash, litter, and vegetation
  - sweep or blow trail surface
  - removing graffiti
  - repairing acts of vandalism
3. The current structure is resource inefficient. Each partner must mobilize staff in their city to accomplish various tasks on their segment of the Greenway, as well as their other City or County responsibilities. This results in some duplication of resources among the partners, as well as inefficiencies as staff must add in Greenway tasks in with their other responsibilities.
4. The current structure is also inadequate in generating funds for Capital Repair and Replacement. Often referred to as “Major Maintenance”, this work includes items such as:
  - pavement repairs, resurfacing or reconstruction
  - bridge repair or replacement
  - signage and wayfinding repairs or replacement
  - trail counter installation, repairs, and battery replacement
  - fencing repairs
  - lighting additions
5. The current structure cannot fund Capital Expansion or Connections to the BCGW.
6. Organizational structure and funding levels make it difficult to promote and market the Bear Creek Greenway as both a recreation and transportation resource to local residents as well as an attraction for tourists.
7. Current structure makes it difficult to adequately patrol the Greenway in a unified and coordinated fashion, leading to a significant public perception that the Greenway is unsafe.
8. The current boundaries of the Bear Creek Greenway do not include Bear Creek itself, only include the paved surface and 10’ on each side. This makes it very difficult to manage the vegetation within the banks of the Creek in a coordinated, holistic and prioritized fashion.
9. One of the major property owners in the corridor is the Oregon Department of Transportation. Currently, they are not a party to the IGA or represented on Joint Powers Committee. This makes coordination difficult where Bear Creek Greenway issues overlap onto ODOT lands.
10. There is no single organization who is the advocate, champion, or accountable official for the Bear Creek Greenway. This makes consistent management, marketing, design, safety, and operations almost impossible.

## II. Desired Future Condition

After assessing the current organizational structure, attention was given to the future. What would help the Bear Creek Greenway become more of a valued asset in the region? From public surveys, stakeholder interviews, public meetings, Citizen Advisory Committee and Technical Advisory Committee the following Project Objectives were identified:

### 1. Create a Greenway that extends from Emigrant Lake to the Rogue River

Although over 20 miles of the BCGW have been constructed thus far, the long-term goal is to “extend the trail south through Ashland and on to Emigrant Lake, and to extend north to the tunnel at Kirtland Road, which provides the ‘golden spike’ connection with the proposed 30-mile Rogue River Greenway trail, connecting to Gold Hill, Rogue River and Grants Pass.” (Bear Creek Greenway Management Plan 2017-2022)

### 2. Create a consistent user experience throughout the Greenway

This should include consistent design of the Greenway, as well as uniform usage rules, policies, amenities, maintenance levels, and safety.

### 3. Improve ecological health and fire resistance of the Bear Creek Corridor

Expanding the boundary beyond the existing 30’ wide corridor to include the public lands adjacent to the Trail would allow a coordinated effort at trails maintenance, ecological restoration and vegetation management along the corridor.

### 4. Increase Efficiency in Greenway Operations

Have staff skills directly match the needs of the Greenway, whether it be in routine maintenance, asset repair, pavement inspection, vegetation management or other duties.

### 5. Enhance perceived and actual Safety for the Greenway

In order to address the public concern about public safety along the Greenway, it is highly desirable that there be Staff present on the Greenway to assist users where needed, provide orientation and wayfinding, monitor the corridor for hazards, observe and refer houseless individuals for services, identify users in violation of codes and policies, and be the public ambassadors for the Bear Creek Greenway.

### 6. Support strong connectivity between local businesses and Greenway users

Local businesses like Clyde’s Corner, Kraken Coffee and Organicos Bakery have opened adjacent to the Greenway to serve recreational and commuter users. The Greenway benefits by increased utilization of the public asset, and businesses experience economic benefit by serving those specific users. Consider incentives for additional businesses adjacent to the Greenway, explore opportunities for businesses to serve users with water stations, trash receptacles and restrooms, and establish rules on using Greenway frontage for commercial purposes, such as signs, access gates, etc.

## **7. Support livable communities through creating a desirable place to live, work and play**

The Bear Creek Greenway is a key amenity that contributes to improved health of its residents. But the Greenway is not just a weekend recreational resource. It also connects residents along its entire length, providing a way to traverse the valley without the use of vehicles. Commuting to work is made possible by the Greenway and will help attract residential development, commercial activity and new employers looking for healthy options for their employees.

## **8. Establish a stable and predictable funding level that includes funding for:**

- Increased Level of Service and Efficiency for Safety, Operations and Routine Maintenance
- Capital Repair & Replacement
- Ecological Restoration and Vegetation Management
- Amenities
- Expansion and Connections

## **9. Incorporate ODOT lands into the overall long-term management structure for the Bear Creek Greenway**

The overall objective is that all lands associated with the Greenway are managed and operated in a consistent and unified manner, under common vision and policy. Much of the publicly-owned property adjacent or within the Greenway is owned and managed by the Oregon Department of Transportation. Though ODOT has said they would willingly transfer some of these properties to the Greenway, the current organizational structure has no means of funding the maintenance of these lands, and therefore current partners have not supported taking on these lands.

### **III. Evaluation Criteria for Governance Options**

As we considered various Options for Governance Structures, the following Evaluation Criteria were used to assess the efficacy of the various options to achieve the Project Objectives outlined above:

- A. Will this option create consistency in operations, management, and user experience throughout the BCGW?
- B. Will this option provide a stable long-term funding source for operations?
- C. Will this option have a broad-based governing body that will be able to focus on the needs of the Bear Creek Greenway, without other competing priorities?
- D. Will this option provide funding for expansion, capital improvements, replacement & repairs?
- E. Will this option accommodate an expanded BCGW boundary to improve ecological health and fire resistance of Bear Creek Corridor?
- F. Will this option increase efficiency of Greenway operations?
- G. Will this option enhance perceived and actual safety of Greenway?
- H. Will this option be able to support local businesses consistently?
- I. Will have ability to market and promote the Greenway to locals and visitors?
- J. Does this option require a public vote to implement?
- K. Will this option be able to apply for Federal and State grants?
- L. Will this option be able to easily enter into agreements with ODOT to include management of ODOT lands in the corridor?

## **IV. Governance Options Considered**

The following five different forms of governance for the future of the Bear Creek Greenway were evaluated by looking at their ability to address the Criteria discussed above.

### **A. Cooperative Agreement (current)**

Description: Organization agreed to by partners via an Intergovernmental Agreement, which is referred to as the Joint Powers Agreement

Proposed Process: Retain, but modify and enhance existing JPA

Example: [Razorback Greenway](#), Arkansas

### **B. County Service District**

Description: Organization created by County to provide services in a designated service area; County Commissioners serve as Board of Directors

Proposed Process: County Commission can establish this under ORS 451

Example: [North Clackamas Parks & Recreation District](#), Clackamas County

### **C. Hybrid: County Service District with County Intergovernmental Agreement**

Description: Organization created by County to provide services in a designated service area; County Commissioners serve as overall Board of Directors, but delegates day to day governance and operations to new ORS 190 Intergovernmental entity

Proposed Process: County obtains approval from all cities in the proposed service area; County Commission can establish County Service District under ORS 451; County and five cities will create an Intergovernmental Entity through IGA

Example: New structure in Oregon

### **D. Special Parks & Recreation District for Greenways**

Description: Autonomous governmental organization that provides parks and recreation services within a designated service district

Proposed Process: County obtains approval from all cities in the proposed service area, then refers a Special District to a vote; see ORS 266 Park and Recreation Districts



# Bear Creek Governance Structure Assessment & Options

January 27, 2023

Examples: [Great Rivers Greenway](#), St. Louis, MO  
[Tualatin Hills Parks & Recreation District](#), Washington County

## E. Non-Profit Organization

Description: Non-Profit organization that provides designated parks and recreation services within a designated service district

Proposed Process: Citizens form a 501(c)3 organization with responsibility for the Greenway; agencies retain ownership of property within boundary, but enter into agreement with non-profit for planning, design, operations and fund-raising

Example: [Waterloo Greenway Conservancy](#), Austin, TX

## F. County Agreement for Transportation Facilities

Description: Newly created autonomous governmental organization that provides transportation services within a designated service district; uncertain if it can provide the recreation, economic development and ecological enhancement services desired for Bear Creek Greenway

Proposed Process: County obtains approval from all cities in the proposed service area, then refers to the electors in the service area; see ORS 190.083

Example: [Central Oregon Intergovernmental Council](#), Crook, Jefferson, and Deschutes Counties

## V. Governance Options Matrix

*(See Attachment next page)*

## Governance Options Matrix

CRITERIA	Cooperative Agreement (Current JPA with Enhancements)	County Service District (ORS 451)	Hybrid: County Service District (ORS 451) with County Intergovernmental Agreement (ORS 190.083)	Parks & Recreation Special District (ORS 266)	Non-Profit Organization	County Agreements for Transportation Facilities (ORS 190.083)
Creates consistency in operations, management, and user experience throughout the Bear Creek Greenway	NO	Uncertain	YES	YES	Only to the extent that partners allow	YES
Provides a stable long-term funding source for operations	NO	YES	YES	YES	NO	YES
Has a broad-based governing body that focused on the Bear Creek Greenway without competing priorities	NO	NO	YES	YES	YES	NO
Provides funding for expansion, capital improvements, replacement & repairs	NO	Uncertain	YES	YES	Highly dependent on philanthropy & grants, along with ongoing operating funds from partners	Uncertain
Accommodates expanded Greenway boundary to improve ecological health and fire resistance of Bear Creek Corridor	NO	YES	YES	YES	NO	Unclear if ecological objectives could be considered needed improvements to transportation facilities
Increases efficiency of Greenway operations	NO	NO	YES	YES	Only to the extent that partners allow	Only to the extent that partners allow
Enhances perceived and actual safety of Greenway	Could develop Ranger program to increase safety; management would be complex through partners	Could develop Ranger program; may compete with other County Priorities	YES	YES	Could develop Ranger program to increase safety; management would be complex through partners	Could develop Ranger program; may compete with other County Priorities
Supports local businesses consistently	NO	Could support local businesses if established as a priority; may compete with other County priorities	Could support local businesses if established as a priority	Could support local businesses if established as a priority	Could support local businesses if established as a priority	Could support local businesses if established as a priority; may compete with other County priorities
Ability to market and promote the Greenway to locals and visitors	Could be possible if made a priority by partners and funded	YES	YES	YES	YES	NO
Requires a public vote to implement	NO	YES; required if a base tax rate is established	YES	YES	NO	YES
Ability to apply for Federal and State grants	YES	YES	YES	YES	NO	YES
Ability to enter agreements with ODOT, including management of ODOT lands in the corridor	NO	YES	YES	YES	NO	YES

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## Memorandum

**TO:** Ashland Parks and Recreation Commissioners

**FROM:** Michael Black, Director

**DATE:** February 23, 2023

**SUBJECT:** NE Bear Creek Clean-up Limited Access Agreement

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### SITUATION

The Freshwater Trust (TFT) has secured funding to carry out Almeda Fire clean-up on the North side of Bear Creek along section of the creek stretching from Ashland to Phoenix. The proposed clean-up area includes property that is managed by APRC. The funder requires TFT to secure a limited access agreement to carry out the project. Eugene Wier of TFT, who will be present at the meeting, is seeking the limited access agreement from Commissioners.

### BACKGROUND

The clean-up area in Ashland is comprised of portions of four separate tax lots totaling approximately 19 acres. Two of which are owned by Jackson County, one is private property, and the other property is managed by APRC. The portion of the project area managed by APRC is 2.5 acres located on the same tax lot as Ashland Pond ([Taxlot - 381E33 – 1900](#)). Ashland Pond is located on the south side of Bear Creek. This project would take place on the portions of this Taxlot to the north of Bear Creek.

The project activity would involve:

- 1) Development of access trails for project development, site cleanup (including trash and hazard trees and downed branches), ongoing stewardship, and future emergency response. Access trails will be kept outside the 50' riparian buffer.
- 2) Clean up non-degradable materials site wide including recent and historic trash dumps and illegal campsites.
- 3) Treatment invasive weeds in riparian buffer (50' back from bank). No clearing, just treatment.
- 4) Clearing of invasive vegetation and processing of small diameter woody materials (outside 50' riparian buffer).
- 5) Pruning a selection of naturally regenerating and remnant live and dead trees to improve growth structure and ensure rapid canopy development in naturally recruiting vegetation.
- 6) Create safe snags (canopy removal with main trunk retention) where dead trees pose hazard to people or infrastructure. ~100 trees

### ASSESSMENT

This project will increase the potential for further restoration activities and will address safety concerns posed by hazard trees burned in the Almeda Fire.

If the funding is extended to December 30 2022 The Freshwater Trust would propose to:

Strategically interplant the project area to increase diversity, cover and structure. Using the 2022 Bear Creek Vegetation Assessment and onsite conditions to determine a native plant mix that would enhance each project site taking into account existing species diversity, desired vegetation structure (future condition) and management objectives.

Targeted plantings to increase diversity and fill gaps where native vegetation is lacking, the goal would be species diversity and density for resilience and habitat values. The plantings would be non-irrigated but would have biodegradable establishment aids like wood mulch, fertilizer and water holding crystals. If funding allows, we will propose at least one season of stewardship.

#### RECOMMENDATION

Staff recommends Commissioners enter into a limited access agreement with The Freshwater Trust to carry out the clean-up project.

#### *Possible Motion*

*I move to direct staff to enter into a limited access agreement with The Freshwater Trust for APRC managed land included in the project area to carry out the clean-up project.*

#### Attachment

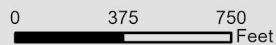
Bear Creek North Bank Proposed Project Area Map



# Bear Creek RM 22.9 OWEB North Bank Fire Recovery City of Ashland Land



- ..... Bear Creek
- ▬ Tax lot boundary
- ▨ City of Ashland planting area (2.6 acres)
- ▨ North bank restoration proposed project area (18.8 acres)
- ▨ WQT planting project (10.3 acres)
- ▨ Additional weed treatment area (5.8 acres)



Date: 2/21/2023  
Imagery: Oregon 2020 NAIP  
Coordinate System: NAD 1983 Oregon Statewide Lambert  
Projection: Lambert Conformal Conic North American (1983)



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## Memorandum

**TO:** Ashland Parks and Recreation Commissioners

**FROM:** Michael Black, Director

**DATE:** February 24, 2023

**SUBJECT:** Biennium 2023-25 Budget Proposal

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Staff has prepared a balanced budget for the Commissioners to review and approve. This budget represents a virtually flat budget in terms of staffing, with an increase of less than one FTE over the previous Biennium.

The Materials and Services budget, which is the portion of the budget with discretionary spending and where the focus of the budget review takes place, has increased over the previous biennium due to a priority to fund deferred maintenance projects. All of the increases in the M&S budget related to deferred maintenance are offset by Food and Beverage Taxes, which can be used for repair and rehabilitation purposes.

Overall, the Materials and Services budget has increased by about \$1,000,000 and the repair and rehabilitation categories (mostly deferred maintenance) account for 100% of that increase. The entire increase in Materials and Services will be offset by Food and Beverage Tax revenue.

In summary, the increases in the budget are generally in two categories: A) Personnel, where the increases are dictated by personnel contracts and agreements that have already been approved, as well as PERS and Insurance costs; and, B) Materials and Services, where all of the increased costs over the previous biennium are offset by Food and Beverage Tax revenue.

Detail on the proposed budget can found in the following pages of budget narrative and the attached budget details.

## **ASHLAND PARKS and RECREATION COMMISSION FUNDING BACKGROUND (PARKS FUND)<sup>1</sup>**

Article 19, Section 3 of the Charter of the City of Ashland states that:

*“said Park Commission [...] shall have control and management of all park funds, whether the same is obtained by taxation, donation or otherwise, and shall expend the same judiciously for beautifying and improving the City's parks.”*

Article 19, Section 3 further states that:

*“each year, said Commission shall cause a careful estimate to be made of the money required for park purposes for the ensuing year and file the same with the City Recorder.”*

The Ashland City Charter is still in effect and governs aspects of governance for the City of Ashland and has primacy over all other local laws in the event of an inconsistency.

### **Level of Funding - Millage**

Until 1997 when Oregon’s Measure 50 was adopted, the Ashland Park Commission received an operating levy of no less than \$2.09 per \$1,000. This funding was acquired from the assessment of property taxes by the City of Ashland according to Article 19, Section 3 of the City Charter.

The Charter of the City of Ashland plainly links the physical requirements to maintain the parks and recreation system (the “System”) with the obligation for adequate funding. Since 1908, without waiver, the Ashland Park Commission has followed the requirements of Article 19, Section 3 and has created a careful estimate of the fiscal requirements for park purposes for said years. That estimate was submitted that to the City in the form of an annual budget.

Until fiscal year 20/21, the City Council has faithfully dedicated the required funds to maintain the System, which was consistently \$2.09/\$1,000.

In FY 20/21 APRC and the City Council agreed upon a temporary reduced parks millage rate of \$1.89/\$1,000 due to a critical financial crisis affecting the City of Ashland. The City of Ashland has not increased the millage dedicated to APRC for any one fiscal year beyond \$1.89/\$1,000 since FY 20/21.

The reduction in funding over the past four years has had several large-scale impacts on APRC and its ability to maintain the System. Most notably, a major reduction in staffing – prior to the change in funding, APRC had a total FTE count of 39.75. that count has been reduced to 34.75 in the current biennium.

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<sup>1</sup> The parks fund is a separate fund from the City of Ashland’s General Fund and represents the resources for funding the operations of Ashland Parks and Recreation Commission. APRC has three funds: Parks Fund; Capital Improvement Program Fund; and, Vehicle Fund.

**Funding Sources Used by APRC (Parks Fund)**

Funding the Ashland Parks and Recreation System requires more than the millage received from the City of Ashland property taxes. In fact, property taxes account for about three-quarters (75%) of the total resources required to fund APRC. Some background on the funding sources and percentages of funding for each source is below:

1. City of Ashland Property Taxes (general fund): 75.5%
2. Food and Beverage Tax (restricted to repair and rehabilitation of parks): 9%
3. Recreation Revenue (fees earned from recreation programs): 8%
4. Grants and Other Fees for Services (APRC collects fees for services performed for other organizations): 4.5%
5. Carry Forward Balance (APRC may use reserve funds as required to help fund operations): 3%

Detail of the actual revenue figures can be found below.

**BIENNIUM 2023/25 EXPENSES and RESOURCE REQUIREMENTS (PARKS FUND)**

Staff has prepared a balanced budget for the Parks and Recreation Commissioners to review and approve. The highlights of that budget can be organized in the following categories:

1. Personnel and Benefits
2. Materials and Services/ Deferred Maintenance/Parks Improvements
3. Central Service Fees

The following is a summary of the expense that make up the 2023/25 Biennial Budget. Full detail can be found on the attached documents.

	FY 22 Actual	FY 23 Budgeted	FY24	FY25	Total BN 24/25
<b>Personnel Total</b>	\$ 3,945,266	\$ 4,340,075	\$ 4,702,097	\$ 4,849,038	\$ 9,551,135
<b>M&amp;S Total</b>	\$ 1,411,581	\$ 1,513,007	\$ 1,830,967	\$ 1,872,546	\$ 3,703,513
<b>Parks Improvements</b>	\$ 85,000	\$ 25,000	\$ 100,000	\$ 100,000	\$ 200,000
<b>Capital Outlay</b>	\$ -	\$ -	\$ 75,000	\$ 75,000	\$ 150,000
<b>Central Service Charges</b>	\$ 1,361,026	\$ 1,361,024	\$ 1,446,082	\$ 1,446,082	\$ 2,892,164
<b>Total M&amp;S and Personnel</b>	<b>\$ 6,802,874</b>	<b>\$ 7,239,106</b>	<b>\$ 8,154,146</b>	<b>\$ 8,342,667</b>	<b>\$ 16,496,812</b>
Contingency	\$ 224,000		\$ 250,000		\$ 250,000
<b>Total APRC General Fund Expenses</b>	<b>\$ 7,026,874</b>	<b>\$ 7,239,106</b>	<b>\$ 8,404,146</b>	<b>\$ 8,342,667</b>	<b>\$ 16,746,812</b>

Some narratives for the development of this budget are found below:

**Personnel and Benefits**

	FY 22 Actual	FY 23 Budgeted	FY24	FY25	Total BN 24/25
<b>Personnel Total</b>	\$ 3,945,266	\$ 4,340,075	\$ 4,702,097	\$ 4,849,038	\$ 9,551,135

The above information is relative to the conversation in this section. Detailed information is attached to this memo.

There are very few changes to the Personnel and Benefits portion of the budget. The major change to the budget expenses is wrapped up in the recently approved Management Resolution. That resolution



created a plan for increased pay for some categories of employees and scheduled Cost of Living Allowances for three years (2022 4%; 2023 4%; and, 2024 3%). These increases have been built into the proposed budget.

Staff is proposing to keep the staffing level at the reduced level of 35 FTEs, which is an increase of one-quarter of an FTE (.25) over the previous biennium. As reported earlier, the traditional level of staffing for APRC is about 39-40 FTEs.

Staff is proposing the following personnel changes in the proposed budget:

*Reductions* – these positions are currently vacant and staff is proposing to unfund and leave them vacant in the coming budget:

1. Executive Analyst/Promotions Coordinator (1.0 FTE)
2. Senior Services Office Assistant II (.75 FTE)

*Reclassifications of Existing Positions* – the following job classifications were unfunded in 2020 due to budget cuts. Staff is proposing to refund these positions with funds from the reductions above and fill them in the coming budget:

1. Parks Superintendent (1.0 FTE)
2. Parks Tech I (1.0 FTE)

**Materials and Services/Parks Improvements/Capital Outlay**

	FY 22 Actual	FY 23 Budgeted	FY24	FY25	Total BN 24/25
M&S Total	\$ 1,411,581	\$ 1,513,007	\$ 1,830,967	\$ 1,872,546	\$ 3,703,513
Parks Improvements	\$ 85,000	\$ 25,000	\$ 100,000	\$ 100,000	\$ 200,000
Capital Outlay	\$ -	\$ -	\$ 75,000	\$ 75,000	\$ 150,000
<b>Total APRC M&amp;S General Fund Expenses</b>	<b>\$ 1,496,581</b>	<b>\$ 1,538,007</b>	<b>\$ 2,005,967</b>	<b>\$ 2,047,546</b>	<b>\$ 4,053,513</b>

The above information is relative to the conversation in this section. Detailed information is attached to this memo.

Most of the changes in this area of the budget are related to inflation and increased charges for services. This budget pays for small tools, utilities, some professional services, training, equipment rentals and other materials related expenses.

Some of the more noteworthy matters in this area are:

1. Parks Operations is planning to spend more money on small tool replacement this biennium in order to replace older combustible motors with battery powered equipment.
2. Building maintenance is planned to increase and will be funded by Food and Beverage Taxes under the proposed budget. (repair and rehab).

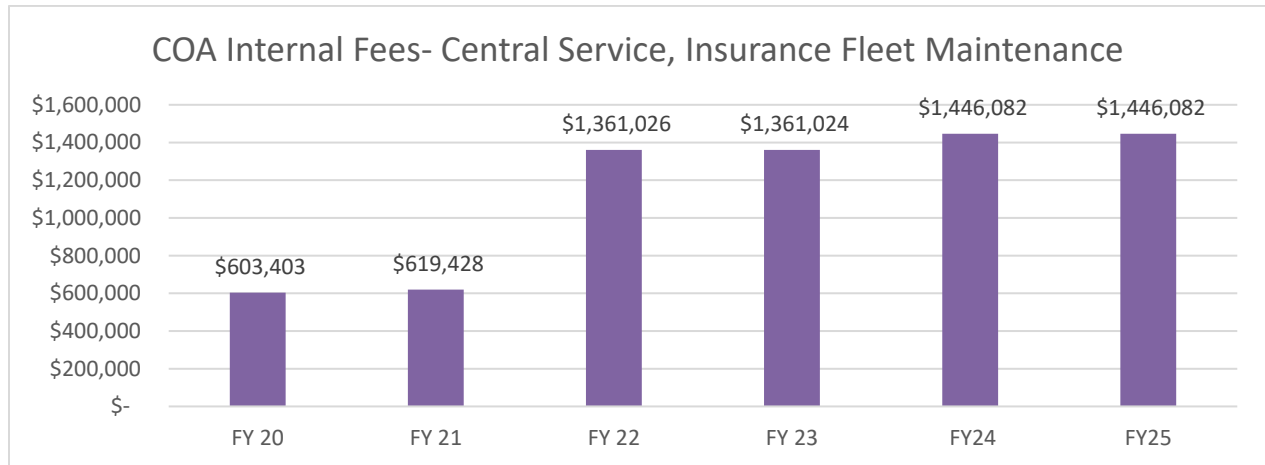
3. Contracted professional services will increase slightly in the area of promotions. We already use a contract for most of the Recreation Guide creation, but they will be responsible for 100% of the Recreation Guide in the coming budget.
4. A major effort to address deferred maintenance in the upcoming biennium is necessary to protect APRC physical resources. Food and Beverage taxes will be used to address increases in the budget for deferred maintenance (repair and rehab.).
5. This area of the budget appears to be much higher than previous years (34%); however, 100% of the increase (about \$1,000,000 for the Biennium) is related to deferred maintenance or maintenance projects funded by Food and Beverage Tax revenue (repair and rehab).
6. Staff is proposing to use Food and Beverage Tax to fund contracts related to repair and rehabilitation of parks, which includes the Pathway contract for restoring cleanliness of restrooms in parks.

**Central Service Fees**

	FY 22 Actual	FY 23 Budgeted	FY24	FY25	Total BN 24/25
Central Service Charges	\$ 1,361,026	\$ 1,361,024	\$ 1,446,082	\$ 1,446,082	\$ 2,892,164

The above information is relative to the conversation in this section. Detailed information is attached to this memo.

This area of the budget is where the City of Ashland charges APRC for “central services.” These services include Human Resources, Legal, Finance, Payroll, Accounts Payable, Fleet Maintenance, Liability Insurance and other categories. These fees are dictated by the City of Ashland and all City departments pay their portion of the central services fees. We are planning for a 3% increase in this area. As you can see below, between 2021 and 2022 these fees increased 220%.



**APRC REVENUE REQUIREMENT FOR THE PARKS FUND**

To balance the budget, it’s required to have revenues that equal or exceed the required resources above. The following information is a summary of the revenue projections for the upcoming Biennium:

<b>Parks Fund Revenue</b>	<b>FY 22 Amended Actual</b>	<b>FY23 Amended</b>	<b>Proposed FY24</b>	<b>Proposed Totals FY25</b>	<b>BN FY24/FY25</b>
Carry Forward Balance	\$ 412,137	\$ 342,469	\$ 257,921	\$ 192,937	\$ 450,858
City of Ashland	\$ 5,447,828	\$ 5,552,939	\$ 6,284,386	\$ 6,284,386	\$ 12,568,772
Grants, Contract, Other	\$ 337,842	\$ 328,131	\$ 380,470	\$ 380,470	\$ 760,940
Rec Revenue Totals	\$ 779,067	\$ 750,850	\$ 673,500	\$ 678,500	\$ 1,352,000
From CIP Fund	\$ 50,000	\$ 435,000	\$ 747,545	\$ 747,545	\$ 1,495,090
<b>Proposed Revenue</b>	<b>\$ 7,026,874</b>	<b>\$ 7,409,389</b>	<b>\$ 8,343,822</b>	<b>\$ 8,283,838</b>	<b>\$ 16,627,660</b>
<b>Total Proposed Operating Expenses</b>	<b>FY 22 Amended Actual</b>	<b>FY23 Amended</b>	<b>Proposed FY24</b>	<b>Proposed Totals FY25</b>	<b>BN FY24/FY25</b>
COA Internal Charges- Central Service, Insurance, Fleet	\$ 1,361,026	\$ 1,361,024	\$ 1,446,082	\$ 1,446,082	\$ 2,892,164
Admin	\$ 462,942	\$ 482,711	\$ 918,018	\$ 936,278	\$ 1,854,296
Open Space-Forestry & Trails	\$ 730,772	\$ 1,041,616	\$ 780,302	\$ 795,396	\$ 1,575,698
Operations	\$ 2,580,090	\$ 2,506,046	\$ 3,139,903	\$ 3,236,668	\$ 6,376,571
Rec Programs	\$ 430,935	\$ 639,529	\$ 556,970	\$ 571,176	\$ 1,128,146
Nature Center	\$ 255,121	\$ 270,369	\$ 287,527	\$ 297,300	\$ 584,826
Golf	\$ 613,303	\$ 585,060	\$ 588,498	\$ 609,020	\$ 1,197,518
Senior Services	\$ 368,684	\$ 352,751	\$ 378,077	\$ 390,364	\$ 768,441
Contingency	\$ 224,000	\$ -	\$ 250,000		\$ 250,000
<b>Total</b>	<b>\$ 7,026,874</b>	<b>\$ 7,239,106</b>	<b>\$ 8,345,376</b>	<b>\$ 8,282,284</b>	<b>\$ 16,627,660</b>

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Simply stated, to maintain the status quo with FTEs at APRC and to provide a similar level of service throughout the System, APRC will need to maintain at least the same level of staffing, which will require the equivalent of the millage of \$2.00/\$1,000 of assessed property value.

An analysis of the difference in funding levels follows:<sup>2</sup>

1. \$1.89/\$1,000 represents a total yearly sum of \$5,938,745
2. \$2.00/\$1,000 represents a total yearly sum of \$6,284,386
  - a. The difference between sums represented by a millage of: \$1.89 and \$2.00 is: \$345,641
3. \$2.09/\$1,000 represents a total yearly sum of \$6,567,183
  - a. The difference between sums represented by a millage of: \$1.89 and \$2.09 is: \$628,438

The results above coupled with the requirements to funding APRC through the 23/25 Biennium indicate that APRC must request a total millage of \$2.00/\$1,000 or a total of \$345,641 per fiscal year more than the recent four-year precedent of funding APRC at the equivalent of \$1.89/\$1,000.

### **CAPITAL IMPROVEMENT PROGRAM (CIP FUND)**

The following detail is related to the Capital Improvement Fund, which is separate from the Parks Fund and has separate resources available to fund it.

The coming biennium is different than many in the past for a few reasons:

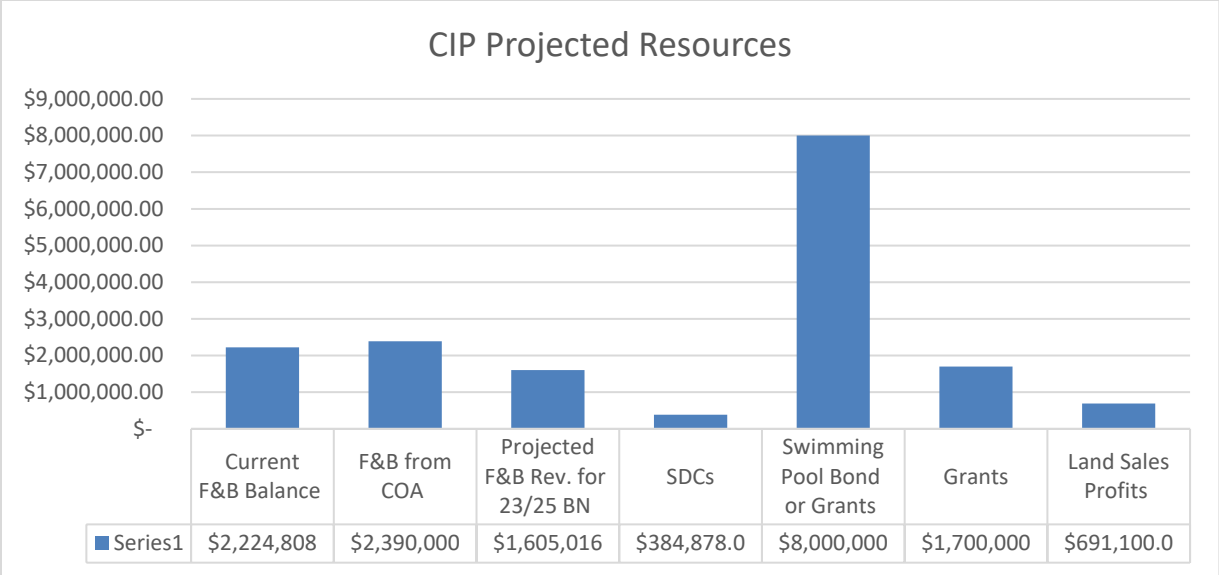
1. Revenues for Food and Beverage have consistently come in higher than expected during the pandemic; however, spending stayed low.
2. The City of Ashland amended the 21/23 Budget during their Strategic Choices process, which removed all of the Food and Beverage revenue from our operations budget. Those earnings for Food and Beverage (73% of the total of Food and Beverage Tax collected in FY22/23) will be added the Parks CIP Fund in the coming biennium.

The total resources shown in the proposed budget are: \$16,995,802, and the total requirements as shown in the attached information are: \$16,995,802. This budget balances.

Detail for the sources of funding and the levels of funding for CIP Fund is below.

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<sup>2</sup> All references to the sum of taxes represented by a certain millage are based on 2022 Assessed Valuation Data for the City of Ashland available from Jackson County.



The proposed Capital Improvement Plan is contained in the following chart and in the attachments.

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Description	2023/25 Budget Proposal	FY 2023/24				FY 2024/25			
		F&B	SDC	Other (grant/ loan)	2019-20 Totals	F&B	SDC	Other (grant/ loan)	2022-23 Totals
Dept Payments (Calle, Briscoe, Garfield)	374,734	187,687			187,687	187,047			187,047
Real Estate Acquisition	384,878	-	234,878		234,878		150,000		150,000
Repair Perozzi Fountain @ Lithia Park	650,000	-		650,000	650,000			-	-
Japanese Garden	100,000	-		50,000	50,000			50,000	50,000
Daniel Meyer Pool Rebuild	10,200,000	2,200,000			2,200,000			8,000,000	8,000,000
East Main Park Development	1,266,100	325,000		941,100	1,266,100				-
East Main Park Pump Track	75,000	75,000			75,000				-
Kestral Park Bridge	750,000	200,000		550,000	750,000				-
Lithia Park Improvements	300,000	75,000		75,000	150,000	75,000		75,000	150,000
All Parks Master Plan	150,000	150,000			150,000				-
Building Maintenance (sinking/depreciation faci	300,000	150,000			150,000	150,000			150,000
Oak Knoll Golf Course Improvements	550,000	550,000			550,000				-
Secondary Irrigation Improvements	100,000	50,000			50,000	50,000			50,000
Ashland Creek Park Basketball Court	100,000	-			-	100,000			100,000
Parking Lot/Road/Sidewalk Repairs in Parks	300,000	150,000			150,000	150,000			150,000
Capital Outlay	350,000	175,000			175,000	175,000			175,000
General Maintenance Trx to GF (sinking/deprec	845,090	422,545			422,545	422,545			422,545
ICC Irigation Control	200,000	100,000			100,000	100,000			100,000
<b>Total</b>	<b>16,995,802</b>	<b>4,810,232</b>	<b>234,878</b>	<b>2,266,100</b>	<b>7,311,210</b>	<b>1,409,592</b>	<b>150,000</b>	<b>8,125,000</b>	<b>9,684,592</b>

## **ANALYSIS**

The upcoming biennium will be a challenge for the Ashland Parks and Recreation Commission, similar to the previous two biennia. The reduced funding from the City's General Fund, or property taxes, requires APRC to continue to leave positions unfunded and make do with the resources we have, which will continue to affect levels of service in Parks and Recreation.

Although it is not inevitable that the City Council will grant APRC its request for funding at the level of \$2.00/\$1,000 of assessed property values, it is very clear that if APRC does not receive this level of funding, we will be required to reduce staffing to historically low rates.

The current FTE count is 34.75 and the proposed FTE count for the proposed budget adds .25 FTEs, totaling 35 FTEs. Fiscal increases in this area of the budget are at 15% despite the fact that we are only increasing a quarter of an FTE. The main reason for such a large increase in personnel relates to planned increases in salaries.

One of the main themes for the 23/25 Biennium is repair and rehabilitation of park facilities. Fortunately, resources from the Food and Beverage Tax are available to offset those types of activities. This will allow APRC to accomplish these much-needed repairs without increasing the request from the City's General Fund more than the current request.

## **CONCLUSION**

Ashland City Charter, Article 19, Section 3 states that:

*"each year, said Commission shall cause a careful estimate to be made of the money required for park purposes for the ensuing year and file the same with the City Recorder, whereupon there shall be included in said general levy not to exceed four and one half (4-1/2) mills on the dollar to meet such requirements."*

The proposed budget, as detailed in the attached documents, is a "careful estimate of the money required" for Park and Recreation Purposes.

## **RECOMMENDATION**

Staff respectfully requests that the Commissioners review the attached budget in detail and approve the budget as proposed or with changes in the upcoming March 1, Parks Commission Special Meeting.

The Commissioners should make two separate motions. One for the Parks Fund and the other for the CIP Fund.