

**MINUTES FOR SPECIAL BUSINESS MEETING**  
**ASHLAND PARKS & RECREATION COMMISSION**  
**March 1, 2023**  
**Electronic Meeting – 6 P.M.**

Present: Commissioners Landt (Chair), Eldridge (Vice-Chair), Adams, Bachman, Lewis; Director Black, Deputy Director Dials, Senior Services Superintendent Glatt, Analyst Kiewel, Manager Sullivan

Absent: None

This meeting was recorded and uploaded to the APRC YouTube Channel: [https://youtu.be/Sto9\\_GEcGmQ](https://youtu.be/Sto9_GEcGmQ)

**I. CALL TO ORDER**

Landt called the meeting to order at 6 p.m.

**II. PUBLIC FORUM**

Written comments were received prior to the meeting and have been posted to the website.

**III. BEAR CREEK GREENWAY GOVERNANCE PRESENTATION (INFORMATION)**

Steve Lambert, Jackson County Roads and Parks Director, gave a presentation on the Bear Creek Greenway ENVISION program that included the following items (additional detail included in the [meeting packet](#))

- The Almeda and Central Point fires have acted as a reset for Greenway management
- The history of partnering on the greenway infrastructure, but not natural areas
- There is now an opportunity to bring experts together to work more collaboratively, such as natural resource managers, recreation managers and law enforcement
- The ENVISION process kicked off in the fall of 2021 and will wrap in the summer of 2023. The process includes the following steps
  - Identify opportunities and constraints
  - Perform public outreach
  - Identify desired future conditions
  - Develop a preferred alternative of governance/funding
- The ENVISION steering committee is currently made up of representatives from Ashland, Medford, Phoenix, Talent, Central Point, Jackson County, ODOT
  - Representatives consist of staff and elected officials
- Public outreach efforts have included a survey of over 3,000 responses; 2 open houses; collaborated with local partners
  - The bottom line of the outreach is that the public cares about the greenway
- Six governance options were explored
  - Current Model – JPC
  - Non-Profit
  - Special District (ORS 266)
  - County Service District (ORD 451)
  - Hybrid County Service District
  - Agreement for Transportation Facilities (ORS 190.083)
- Desired future conditions of the greenway include
  - Complete greenway to Emigrant Lake
  - Consistent user experience across jurisdictional lines
  - Ecological health/fire resiliency
  - Increase efficiency in operations (currently have 7 different jurisdictions working on management)
  - Enhance safety
  - Connect greenway to local businesses
  - Support livable communities
  - Stable and predictable funding

- Incorporate ODOT into a management agreement (many portions of the greenway go through ODOT right-of-ways)
- Lambert reviewed the six governance models that were explored
  - Joint Powers Agreement - Current Governance Structure
    - Involved a high level of trust between jurisdictions
    - No stable funding source
    - Does not adequately address off trail areas
    - No funding for expansion
    - ODOT is not party to the agreement
    - No single champion for the greenway
  - Non-Profit
    - Other non-profit models have struggled
    - No stable funding source/highly dependent on private donations
    - Not eligible for state or federal grants
    - Not eligible to enter into agreements with ODOT
  - Agreement for Transportation Facilities (ORS 190.083)
    - Explored, but not a good fit
    - Can only use funding for transportation services which would likely exclude funding recreation, natural resources, etc.
  - Special Parks and Recreation District (ORS 266)
    - Creates stable funding source
    - Requires a vote of the public to create a new governmental entity (elected board)
    - Allows for grants and expansion
    - Would require jurisdictions to turn greenway over to the newly created entity
  - County Service District (ORS 451 & 198)
    - Creates stable funding source
    - Requires a vote of the public to create a new governmental entity (County Commissioners would become the board)
    - Allows for grants, expansion and ODOT partnership
    - May not provide multi-jurisdictional input
  - Hybrid County Service District
    - Requires a vote of the public to create a new governmental entity (County Commissioners would become the board)
    - Create an intergovernmental entity (jurisdictional input through an IGA)
    - Creates stable funding source
    - Allows for grants, expansion and ODOT partnership
    - Retains jurisdictional control of greenway

#### Discussion

- Lambert clarified that there is not currently a parallel entity using these tools specifically, ECSO (Emergency Communications of Southern Oregon is similar though)
- Lambert clarified that it would be necessary to draft an IGA (inter-governmental agreement) prior to the creation of the district to allow all jurisdictions to work collectively to come to terms and finalize the agreement
- Landt stated it would be possible to create an IGA under a Special Parks District similar to how it could be created under a County Service District
- Lambert stated houseless issues on the greenway were a big concern voiced by survey respondents and that there were no statements made that this project would be able to fully solve issues associated with houseless issues, but noted that tangible concerns such as trash clean-up could be improved under a new model of governance
- Lambert clarified that there seemed to be consensus that the Special Parks District would be challenging for partners and that he sees the hybrid option as the most viable
  - Landt suggested that there should be a seventh category explored that would create a Special Parks District with the creation of an intergovernmental entity through an IGA
- Lambert stated it will be necessary to bring all involved jurisdictions together to settle on a governance model to pursue

#### IV. N.E. BEAR CREEK CLEAN-UP LIMITED ACCESS AGREEMENT (ACTION)

The Freshwater Trust (TFT) has secured funding to carry out Alameda Fire clean-up on the North side of Bear Creek along section of the creek stretching from Ashland to Phoenix. The funder requires TFT to secure a limited access agreement to carry out the project. Eugene Wier of TFT, was introduced and is seeking the limited access agreement from Commissioners. Wier provided the following information:

- TFT has been working with the City of Ashland on restoration work to secure shade credits to comply with the Clean Water Act (some of this work has been done on APRC properties)
  - This work has been focused on south banks to create shade with little work occurring on the north bank of the creek
- Restoration can have a slowing effect when fires move through areas
- A funding source has been identified to work on north bank projects and TFT is looking to do this work in areas where south bank restoration has begun
- To secure the funding there is a requirement to secure an access agreement with property owners
  - 2.5 acres of the project area are controlled and managed by APRC on the Ashland Pond parcel
- Brush, debris, and weeds will be removed through mechanical means (no herbicide treatments)
- Wier is still working with the adjacent property owner to be able to gain access to the APRC parcel
  - Wier stated it would be helpful for the Commissioners to grant a limited access agreement if the access issue with the adjacent property owner is worked out
  - A map of the area was displayed on screen (the map was included in the [meeting packet](#))

**Motion:** Bachman moved 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 described in this memo. Seconded by Eldridge

**Discussion:** Bachman stated it is good for APRC to have this group clean up this area and hopes the issues with the adjacent property owner can be worked out. Adams stated support for the motion and congratulated Wier for securing funding to carry out restoration work.

**Vote:** The vote was all yes

#### V. BN 23/25 BUDGET ADOPTION (ACTION)

Black displayed slides on screen and reviewed the proposed budget. The presentation begins at [1:06:15 in the meeting recording](#) and can be viewed in its entirety. A summary of the presentation is below:

- Black reviewed dates of the budget process which includes a presentation to City Council on March 7 with final approval done by June 20
- Black provided a summary of historical levels of funding from 1906 – present as included in the memo in the [meeting packet](#)
- The proposed budget requests \$2.00/\$1,000 of assessed property value
- The Parks Funds, which funds the operations of APRC has several sources that are:
  - City of Ashland Property Taxes - \$12,568,772
  - Grants, Contracts, Other - \$760,940
  - Recreation Revenue - \$1,352,000
  - From CIP Fund - \$1,495,090
  - Carry Forward Balance - \$450,858
    - The revenue covers expenses for a two-year biennium period
- Black displayed a table identifying expenses/resource requirements (see below)

## BN 2023/25 EXPENSES/RESOURCE REQUIREMENTS

	FY 22 Budgeted	FY 23 Budgeted	FY24	FY25	Total BN 24/25
<b>Personnel Total</b>	\$ 4,362,991	\$ 4,400,417	\$ 4,702,097	\$ 4,849,038	\$ 9,551,135
<b>M&amp;S Total</b>	\$ 1,659,955	\$ 1,702,531	\$ 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>	\$ 7,468,972	\$ 7,488,972	\$ 8,154,146	\$ 8,342,667	\$ 16,496,812
<b>Contingency</b>	\$ 224,000		\$ 130,848		\$ 130,848
<b>Total APRC General Fund Expenses</b>	\$ 7,692,972	\$ 7,488,972	\$ 8,284,994	\$ 8,342,667	\$ 16,627,660

- Main Take-Aways

- We are comparing the 21/23 Baseline Budget to the 23/25 Proposed Budget
  - Total increase from 21/23 Budget to 23/25 Proposed Budget: \$1,445,716 or 10%
  - Personnel up \$787,727 or 10%
    - FTE count remains virtually flat (34.75 to 35.00 FTEs)
  - Materials and Services up \$581,027 or 17%
    - Transferring \$747,545/year from F&B (repair and rehab)
  - Central Service Fees up \$170,114 or 6%
  - Contingency is down -\$93,152
  - Revenue request from Property Taxes: \$2.00/\$1,000 (up from \$1.89, still reduced from \$2.09)
- The budget includes the funding to bring back the Parks Superintendent position
  - Black displayed slides with tables that compared the proposed budget with the current budget

### Personnel Expenses Table

	FY 22 Budgeted	FY 23 Budgeted	FY24	FY25	Total BN 24/25
<b>Personnel Total</b>	\$ 2,268,745	\$ 2,321,378	\$ 2,574,049	\$ 2,653,593	\$ 5,227,642
<b>Temps</b>	\$ 345,250	\$ 345,250	\$ 365,000	\$ 365,000	\$ 730,000
<b>Benefits</b>	\$ 1,748,996	\$ 1,733,789	\$ 1,763,047	\$ 1,830,445	\$ 3,593,493
<b>Total APRC Personnel General Fund Expenses</b>	\$ 4,362,991	\$ 4,400,417	\$ 4,702,097	\$ 4,849,038	\$ 9,551,135

- Cost of Living Increasing: 2022 4%; 2023 4%; and, 2024 3%
- Staffing Level to remain virtually unchanged: (34.75 to 35.00)
- Reclassifying two vacant positions (Analyst/OAll – Superintendent/Park Tech I)
- Personnel Increase: \$787,727 or 9.0% from baseline 2021/23 budget

### M&S, Park Improvements and Capital Outlay Expense Table

	FY 22 Budgeted	FY 23 Budgeted	FY24	FY25	Total BN 24/25
<b>M&amp;S Total</b>	\$ 1,659,955	\$ 1,702,531	\$ 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>Total APRC M&amp;S General Fund Expenses</b>	\$ 1,744,955	\$ 1,727,531	\$ 2,005,967	\$ 2,047,546	\$ 4,053,513

- Deferred Maintenance, and some general maintenance to be funded by Food and Beverage: \$747,545/year
- Total Increase in M&S: \$581,027/Biennium
- Total increase in budget 17%
- 100% of increase covered by F&B

The following expenses would be covered by Food and Beverage Tax revenue (see table below)

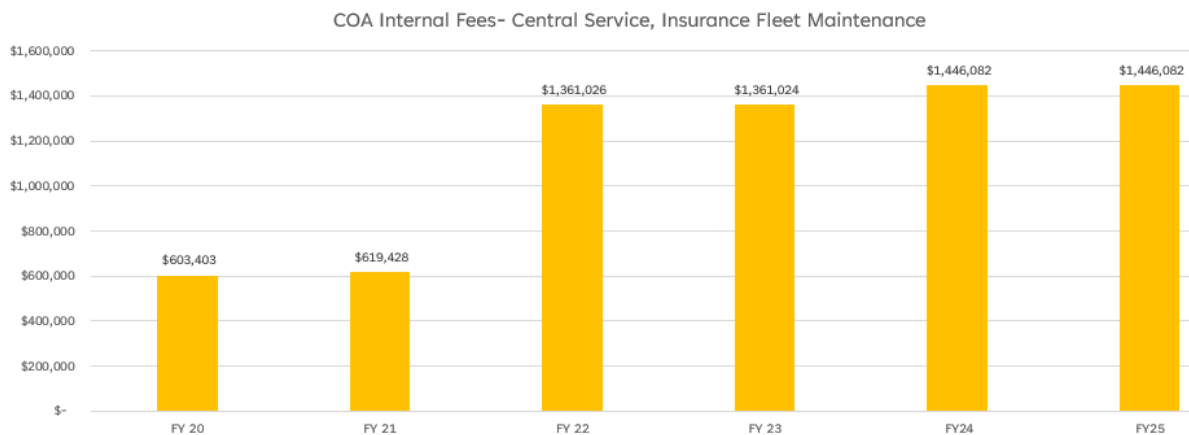
	FY 24 PROJECTION	FY25 PROJECTION
<i>Irrigation Maintenance</i>	\$ 25,000	\$ 25,000
<i>Building Maintenance</i>	\$ 150,000	\$ 150,000
<i>Disposal &amp; Sanitary Service</i>	\$ 25,000	\$ 25,000
<i>Custodial</i>	\$ 15,000	\$ 15,000
<i>Grounds Care</i>	\$ 21,000	\$ 21,000
<i>Fertilizer</i>	\$ 5,775	\$ 5,775
<i>Professional Services</i>	\$ 225,770	\$ 225,770
<i>Urban Tree Service &amp; Pruning</i>	\$ 15,000	\$ 15,000
<i>Parks Improvements</i>	\$ 100,000	\$ 100,000
<i>Capital Outlay</i>	\$ 75,000	\$ 75,000
<b>sub-total</b>	<b>\$ 657,545</b>	<b>\$ 657,545</b>
<i>Trails Work</i>	\$ 25,000	\$ 25,000
<i>General Maintenance</i>	\$ 5,000	\$ 5,000
<i>Forestry/Trail Maintenance</i>	\$ 25,000	\$ 25,000
<i>Forestry</i>	\$ 35,000	\$ 35,000
<b>sub-total</b>	<b>\$ 90,000</b>	<b>\$ 90,000</b>
<b>total</b>	<b>\$ 747,545</b>	<b>\$ 747,545</b>

### Central Service Expense Table

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

- Planning for a 6% increase in these fees.
- Human Resources, Legal, Finance, Payroll, Accounts Payable, Fleet Maintenance, Liability Insurance and other categories

### Central Service Expense Increase History



## Revenue Requirements Table

Parks Fund Revenue	FY 22 Amended Actual	FY23 Amended	Proposed FY24	Proposed Totals FY25	BN FY24/FY25
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>

- City of Ashland – Property Taxes (City General Fund)
  - \$1.89/\$1,000 represents a total yearly sum of \$5,938,745
  - \$2.00/\$1,000 represents a total yearly sum of \$6,284,386
    - The difference between sums represented by a millage of: \$1.89 and \$2.00 is: \$345,641
  - \$2.09/\$1,000 represents a total yearly sum of \$6,567,183
    - The difference between sums represented by a millage of: \$1.89 and \$2.09 is: \$628,438
- Considering all other resources, including F&B transfers, Recreation Revenue, etc. APRC needs the equivalent of \$2.00/\$1,000 to maintain current staffing levels

**CIP Project List Table** ([link to electronic full-size table](#)) – Black reviewed specific CIP Projects (this part of the presentation begins at [1:59:54 in the meeting recording](#)). It was noted that the table includes typos in the grey headers identifying the years. The time period for this list is 2023/2024 & 2024/2025.

Description	2023/25 Budget Proposal	FY 2023/24			FY 2024/25			2022-23 Totals
		F&B	SDC	Other (grant/loan)	2019-20 Totals	F&B	SDC	
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 Bidge	700,000	150,000		550,000	700,000			-
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 facilities fund)	300,000	150,000			150,000	150,000		150,000
Oak Knoll Golf Course Improvements	550,000	550,000			550,000			-
Alternative 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/depreciation equipment fund)	845,090	422,545			422,545	422,545		422,545
ICC Irrigation Control	200,000	100,000			100,000	100,000		100,000
<b>Total</b>	<b>16,945,802</b>	<b>4,760,232</b>	<b>234,878</b>	<b>2,266,100</b>	<b>7,261,210</b>	<b>1,409,592</b>	<b>150,000</b>	<b>8,125,000</b>

## CIP PROJECT LIST 23/25

- Black reviewed the anticipated funding sources for CIP:
  - Food and Beverage Tax Revenue: \$6,219,824 (see breakdown of these funds below)
    - Current F&B Balance \$ 2,224,808.00
    - F&B from COA \$ 2,390,000.00
    - Projected F&B Rev. \$ 1,605,016.00
    - Total: \$ 6,219,824.00
  - SDCs: \$384,878
  - Swimming Pool Grants/Bonds/Other: \$8,000,000
  - Grants: \$1,700,000

- Land Sales: \$691,1000
  - Grant Total: \$16,995,802
    - Black stated that there are resources available to fiscally achieve all items on the list, but there may not be enough time.
      - The statement was corrected to acknowledge that the funds for the pool have yet to be specifically identified
- There was discussion about the annual projections for Food and Beverage being too high and Black was asked what would be changed in the CIP if the projection was reduced by \$100,000 per year
  - Black stated that he would look at projects funded by Food and Beverage which could include reducing \$100,000 from the first year of the pool and look at other projects that could be reduced. It would also be possible to reduce the pool in the first year by \$200,000 and then allocated funds from F&B that exceed the lower projection
    - Black stated that he would need direction from Commissioners to make reductions to other projects
- Black provided the following summary of the presentation
  - We are comparing the 21/23 Baseline Budget to the 23/25 Proposed Budget
  - Total increase from 21/23 Budget to 23/25 Proposed Budget: \$1,445,716 or 10%
  - Personnel up \$787,727 or 10%
  - FTE count remains virtually flat (34.75 to 35.00 FTEs)
  - Materials and Services up \$581,027 or 17%
  - Transferring \$747,545/year from F&B (repair and rehab)
  - Central Service Fees up \$170,114 or 6%
  - Contingency is down -\$93,152
  - Revenue request from Property Taxes: \$2.00/\$1,000 (up from \$1.89, still reduced from \$2.09)
- Black recommended approval of the Operating Budget, CIP Budget and also recommended changing the F&B annual estimate from \$700K per year to \$800K per year
  - Black stated this is an estimate and reducing it by \$100,000 would be a more fiscally conservative estimate and that this adjustment will not impact the ability for APRC to carry out the listed CIP projects
  - Landt stated because OSF has fewer plays it is optimistic to estimate that F&B will come back to 2019 levels and noted the curve on the revenue chart indicates that it will take a few more years to get back on track with pre-COVID revenue levels
  - Bachman stated that he suggests a projection on the curve that would estimate a lower number for the first year and a higher number for the second year
  - Lewis noted that inflation could have the impact of increasing revenue from F&B

**Motion:** Bachman moved to approve the operating budget as presented. Seconded by Adams

**Discussion:** Bachman stated the budget being presented is what is needed to keep the system whole and it should move forward for consideration by the Budget Committee who can make their own recommendation. Landt pointed out that past budgeting processes would include working out the budget with the City Administrator, which is not consistent with the City Charter and that the process to present City Council with a budget is consistent with the City Charter. Lewis thanked staff for the presentation and noted this is far more information than what had been provided when he was on the Commissioner 20 or so years ago.

**Vote:** The vote was all yes

**Motion:** Bachman moved to approve the CIP budget as presented with one change, that is the projected Food and Beverage revenue should be reflected as \$650,000 in the first year of the biennium and \$750,000 in the second year of the biennium. Seconded by Eldridge.

**Discussion:** Bachman thanked staff for the extensive review of the budget process. Eldridge stated support for the budget and appreciated staff efforts to make it understandable. Lewis stated two important aspects of the overall budget are the focus on deferred maintenance and bringing back the Parks Superintendent.

**Vote:** The vote was all yes

**VI. ITEMS FROM COMMISSIONERS/STAFF**

None

**VII. ADJOURNMENT**

The meeting adjourned at 8:32 p.m.

Respectfully submitted

Sean Sullivan, Business Operations Manager