

W. T. C.
04-5-19-11

AGENDA COVER MEMO

DATE: May 19, 2004

TO: Lane County Board of County Commissioners

DEPT.: Public Works

PRESENTED BY: Todd Winter, Interim Parks Manager

AGENDA ITEM TITLE: IN THE MATTER OF ADOPTING THE FIVE-YEAR
PARKS AND RECREATION SDC CAPITAL
IMPROVEMENT PLAN (CIP) PRIORITIES LIST FOR
FISCAL YEARS 04/05 THROUGH 08/09

I. MOTION

Adopt the five-year Park and Recreation SDC Capital Improvement Plan Priorities List for FY 04/05 through 08/09.

II. ISSUE OR PROBLEM

Shall the Board of County Commissioners support allocation of unappropriated SDC reserve funds for new development projects listed in the Parks and Recreation (CIP) Priorities List during FY 04/05 in accordance with Chapter 4 of the Lane Code and the Lane County APM Chapter 1, Section 2C.

III. DISCUSSION

A. Background

Lane County Parks and Recreation System Development Charges (SDC) are collected to fund a portion of park capital improvements in response to new development and the subsequent increase in demand for park facilities and services. Guidance for the collection and use of SDCs is articulated in *Lane Code* 4.600 through 4.670. The process for allocating SDC funds is articulated in the Lane County APM Chapter 1, Section 2C. Specific projects eligible for SDC funds are listed in the Parks and Recreation CIP Priorities list.

Recent park history has been that park capital improvements have been funded almost entirely through grants with the County's match being restricted to design & planning, permitting, and project management. Improvements have therefore been driven as much by grant opportunities as they have been by any focused

strategy. Additionally, 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 absent adequate long-range planning that reflects the current and projected County needs and uses.

B. Analysis

In an effort to be prudent and strategic in evaluating the needs of the County's park and recreation system that are being driven by growth and development, staff has identified three public service demand driven improvement projects and a long-range planning project. All projects are consistent with the *Parks and Recreation SDC CIP* and have been reviewed by the Parks Advisory Committee and Finance & Audit Committee.

Project 1) Mercer Lake Boarding Dock.

This project is active park development in the Coast Zone as identified in the CIP. Development and public demand for park and recreational service capacity are significant in the Coast Zone.

Cost breakdown	\$27,250 Oregon State Marine Board grant
	\$ 4,150 Lane County Parks/SDC (project management, permitting, inspection)

This project will leverage SDC funds at a rate of 13.2% SDC to 86.7% grant funds.

Review and Approval Checklist

- 1) **Is this project a priority in the Parks Master Plan?** N/A, the current master plan is outdated and obsolete
- 2) **Is this project listed on the Parks SDC CIP?** Yes, CIP item #5.
- 3) **Has this project been supported by the PAC?** Yes
- 4) **Has the Finance & Audit Committee reviewed this project and what feedback has the Committee provided?** Yes. F&A approved of the project as listed as a Park CIP priority for FY 04/05.
- 5) **What strategic opportunity, if any, does this project address?** The addition of a transient boat and fishing dock was identified in the Parks 2005 Plan. The growing public demand for this facility has been confirmed through discussions with local residents and recreational lake users.
- 6) **What other funds may be leveraged for project completion, if any, (i.e. grants, in-kind matches, donations, public-private partnerships,**

operations funds)? As listed above, 86.7% of all projects costs are expected to come from State grant funding sources.

- 7) **What portion of project work and subsequent costs, if not all, will be for growth-required new park capacity-increasing capital improvements as authorized by ORS 223.309 and LC 4.645?** This entire facility will add new capacity, there is currently no County dock on the Lake.
- 8) **How will the project be accomplished if no SDC funds are approved?** The project will be accomplished with State grant funds and an in-kind match of design and administration labor-hours. However, the labor hours will then be unavailable for other scheduled work and there will be no funding for extra-help labor to backfill the deficit.
- 9) **Will the project require any interagency cooperation?** Possible but none necessary at this time.
- 10) **Is the project dependent upon land use, building, or other permit approvals?** None expected but permit approvals will be addressed as required.
- 11) **How will ongoing operations and maintenance costs be integrated into the budget?** Due to other local structures/facilities, local staff, and design efficiencies, this should be a low maintenance facility for which Park's economy of scale can absorb with little impact.

Project 2) Munsel Lake Vault Toilet.

This project is also active park development in the Coast Zone as identified in the CIP. Public demand has increased due to regional development and improved adjacent facilities and, permanent restroom facilities are necessary for public health, safety, ongoing cost-effective maintenance, and the environment.

Cost breakdown	\$17,308 Oregon State Marine Board grant
	\$ 2,600 Lane County Parks/SDC (project management, inspection)

This project will leverage SDC funds at a rate of 13% SDC to 87% grant funds.

Review and Approval Checklist

- 1) **Is this project a priority in the Parks Master Plan?** N/A, the current master plan is outdated and obsolete
- 2) **Is this project listed on the Parks SDC CIP?** Yes, CIP item #5.
- 3) **Has this project been supported by the PAC?** Yes

- 4) **Has the Finance & Audit Committee reviewed this project and what feedback has the Committee provided?** Yes. F&A approved of the project as listed as a Park CIP priority for FY 04/05.
- 5) **What strategic opportunity, if any, does this project address?** As use of the boat ramp and transient dock at this location continues to grow along with the local population, the portable comfort station is no longer sufficient or practical. Additionally, the portable facility is frequently vandalized due to its inherent portability, the vault facility is permanent and will dramatically reduce ongoing maintenance costs.
- 6) **What other funds may be leveraged for project completion, if any, (i.e. grants, in-kind matches, donations, public-private partnerships, operations funds)?** As listed above, 87% of all projects costs are expected to come from State grant funding sources.
- 7) **What portion of project work and subsequent costs, if not all, will be for growth-required new park capacity-increasing capital improvements as authorized by ORS 223.309 and LC 4.645?** This will dramatically increase capacity at this site including full-year access.
- 8) **How will the project be accomplished if no SDC funds are approved?** The project will be accomplished with State grant funds and an in-kind match of design and administration labor-hours. However, the labor hours will then be unavailable for other scheduled work and there will be no funding for extra-help labor to backfill the deficit.
- 9) **Will the project require any interagency cooperation?** The project is funded in part by a State Marine Board grant and vault construction will leverage an existing State of Oregon materials and service contract. Additional agency involvement is possible but there is none forecast at this time.
- 10) **Is the project dependent upon land use, building, or other permit approvals?** None expected but permit approvals will be addressed as required.
- 11) **How will ongoing operations and maintenance costs be integrated into the budget?** Due to other local structures/facilities, local staff, and design efficiencies, this should be a low maintenance facility for which Park's economy of scale can absorb with little impact. Regular maintenance costs will decrease.

Project 3) Richardson Park Transient Docks

This project is active park development in the Fern Ridge Zone as identified in the CIP. As public demand for boating related facilities on Fern Ridge continues to increase, this facility leverages boat ramps, the marinas, and day use facilities in a coherent and integrated park service strategy to provide greater use capacity at a modest cost to the County.

Cost breakdown	\$45,950 Oregon State Marine Board grant
	\$45,950 Oregon Dept. of Fish and Wildlife grant
	\$ 8,800 Lane County Parks/SDC (project match)
	\$ 5,000 Lane County Parks (project management)

This project will leverage SDC funds at a rate of 8.3% SDC to 91.7% total project costs.

This project will leverage total Lane County funds at a rate of 13% to 87% grant funds.

Review and Approval Checklist

- 1) **Is this project a priority in the Parks Master Plan?** N/A, the current master plan is outdated and obsolete
- 2) **Is this project listed on the Parks SDC CIP?** Yes, CIP item #6.
- 3) **Has this project been supported by the PAC?** Yes
- 4) **Has this project been reviewed by the Finance & Audit Committee and what feedback has the Committee provided?** Yes. F&A approved of the project as listed as a Park CIP priority for FY 04/05.
- 5) **What strategic opportunity, if any, does this project address?** As use of the Fern Ridge continues to grow, and particularly boating and related day use facility utilization, the lack of adequate transient boating facilities has created an increasing gap in demand and capacity. Greater current demand and even greater projected demand make this facility a significant strategic opportunity.
- 6) **What other funds may be leveraged for project completion, if any, (i.e. grants, in-kind matches, donations, public-private partnerships, operations funds)?** As listed above, 91.7% of all projects costs are expected to come from State grant funding sources and additional Park Division matches.
- 7) **What portion of project work and subsequent costs, if not all, will be for growth-required new park capacity-increasing capital improvements as authorized by ORS 223.309 and LC 4.645?** This is 100% new capacity.

- 8) **How will the project be accomplished if no SDC funds are approved?** The project will be accomplished with State grant funds and an in-kind match of design and administration labor-hours. However, the labor hours will then be unavailable for other scheduled work and there will be no funding for extra-help labor to backfill the deficit.
- 9) **Will the project require any interagency cooperation?** The project is funded through State grants, therefore cooperation with the involved State agencies will be ongoing. Additionally, all work at Fern Ridge requires cooperation with the Army Corps of Engineers.
- 10) **Is the project dependent upon land use, building, or other permit approvals?** Possible with the Division of State Lands and Army Corps as required and permit approvals will be addressed as required.
- 11) **How will ongoing operations and maintenance costs be integrated into the budget?** Expected increased use will be accompanied by increased day use and/or seasonal pass fees.

Project 4) Update the *Lane County Parks Master Plan*.

Long-range planning is identified in the CIP. The *Lane County Parks Master Plan* was last updated in 1980 as a guide to development of Parks through 1995. The *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. 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 opportunistic based on State grant sources, and non-strategic, and not necessarily on prioritized park system needs.

Lane Code, Chapter 4, paragraph 4.645 states that SDC revenues may be used for long-range park planning. A short list of development priorities supported by the Parks Advisory Committee includes updating the *Parks Master Plan*.

Cost breakdown	\$46,667 Lane County Parks Fund (that portion of planning that will likely focus on reinvestment in existing infrastructure and ongoing operations)
	\$23,333 Lane County Parks/SDC (that portion of planning that will likely focus on capital improvement)

This project will leverage SDC funds at a rate of 33.3% SDC to 66.7% total project costs.

- 1) **Is this project a priority in the Parks Master Plan?** Yes, this would revise the Parks Master Plan.
- 2) **Is this project listed on the Parks SDC CIP?** Yes, CIP item #38.
- 3) **Has this project been supported by the PAC?** Yes
- 4) **Has this project been reviewed by the Finance & Audit Committee and what feedback has the Committee provided?** Yes. F&A approved of the project as listed as a Park CIP priority for FY 04/05.
- 5) **What strategic opportunity, if any, does this project address?** This document would provide general direction for the Lane County parks system for the foreseeable future. It would involve the public, key stakeholders, users, and staff. The Master Plan would create a legal framework for changing park uses over time to meet the needs of Lane County for active and passive recreation. This is the single most important tool for guiding park use and development.
- 6) **What other funds may be leveraged for project completion, if any, (i.e. grants, in-kind matches, donations, public-private partnerships, operations funds)?** 66.7% of planning and GIS costs will be funded through the Parks operating budget to accommodate that portion of the planning effort that would respond to changing uses and reinvestment in existing infrastructure not directly related to growth.
- 7) **What portion of project work and subsequent costs, if not all, will be for growth-required new park capacity-increasing capital improvements as authorized by ORS 223.309 and LC 4.645?** 33.3% of the project is estimated to be focused on addressing changes and increased demand driven by population growth.
- 8) **How will the project be accomplished if no SDC funds are approved?** The project will be accomplished with Parks operating funds. However, regular maintenance of some park facilities will be deferred or reduced.
- 9) **Will the project require any interagency cooperation?** Numerous other agencies will be involved as key stakeholders. Cooperation is expected to be in the nature of providing input and discussions of system-wide impacts.
- 10) **Is the project dependent upon land use, building, or other permit approvals?** Not permits specifically, however; land use decision processes, comprehensive plan changes, and Code amendments may be a part of the overall planning process and may impact plan time lines.

- 11) **How will ongoing operations and maintenance costs be integrated into the budget?** No operations or maintenance costs associated – may reduce long term costs due to fewer permitting requirements.

C. Alternatives/Options

1. Adopt the five-year Park and Recreation SDC Capital Improvement Plan Priorities List for FY 04/05 through 08/09 as reviewed by the Finance & Audit Committee and recommended by the Parks Advisory Committee.
2. Adopt a modification of the five-year Park and Recreation SDC Capital Improvement Plan Priorities List for FY 04/05 through 08/09 and designate an amount less than \$38,883 of System Development Charge funds, currently unappropriated reserves, for use in fiscal year 2004/2005 for one or more identified projects.
3. Do not adopt the five-year Park and Recreation SDC Capital Improvement Plan Priorities List for use in fiscal year 2004/2005.

D. Recommendations

Staff recommends option 1 above.

E. Timing

As directed, implementation of the SDC CIP Priorities List would occur with the beginning of the fiscal year 04/05.

IV. IMPLEMENTATION/FOLLOW-UP

Expenditure of allocated SDC funds would occur upon approval of the FY 2004-2005 budget and with individual project timelines.

V. ATTACHMENTS

Board Order and Attachment A -SDC Capital Improvement Plan Priorities List
Attachment B – Lane Code Extract
Attachment C – Draft APM

IN THE BOARD OF COUNTY COMMISSIONERS OF LANE COUNTY, OREGON

)IN THE MATTER OF ADOPTING THE FIVE-
)YEAR PARKS AND RECREATION SDC
)CAPITAL IMPROVEMENT PLAN (CIP)
)PRIORITIES LIST FOR FISCAL YEARS 04/05
)THROUGH 08/09

ORDER NO.

WHEREAS, Lane County Parks and Recreation System Development Charges (SDC) are collected to fund a portion of park capital improvements in response to new development and the subsequent increase in demand for park facilities and services; and

WHEREAS, projects eligible for SDC funds are listed in the Parks and Recreation CIP Priorities List; and

WHEREAS, the five-year Park and Recreation SDC Capital Improvement Plan Priorities List for FY 04/05 through 08/09 has been reviewed by the Parks Advisory Committee and the Finance & Audit Committee; and

WHEREAS, staff has identified three public service demand driven improvement projects and a long-range planning project, all of which are consistent with the *Parks and Recreation SDC CIP*; and

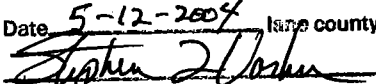
WHEREAS, the proposed projects are planned for the Coast Zone, Fern Ridge Zone, and system-wide; addressing growth-driven needs across the entire park system; and

IT IS HEREBY ORDERED, that Lane County Board of Commissioners adopt the five-year Park and Recreation SDC Capital Improvement Plan Priorities List for FY 04/05 through 08/09 attached as Attachment "A".

DATED this 19th day of May, 2004.

Chair, Lane County Board of Commissioners

APPROVED AS TO FORM

Date 5-12-2004 Lane county

OFFICE OF LEGAL COUNSEL

Parks CIP Priorities List for FY 04/05 – 08/09

*SDC Eligible Projects Marked with **

Scheduled FY 04/05 Parks CIP Projects:

Lane County Parks Master Plan revision (#38 SDC CIP) - \$70,000*
Mercer Lake Boarding Dock (#5 SDC CIP) - \$31,350*
Munsel Lake Vault Toilet (#5 SDC CIP) - \$19,958*
Richardson Transient Docks (#6 SDC CIP) - \$105,700*
Perkins Peninsula Boat Ramp and Transient Dock - \$179,633

Total Grant Funds: \$281,091 – 69% of total project costs
Total County Funds: \$125,550 – 31% of total project costs
Requested SDC Funds: \$38,883 – 9.5% of total project costs

NOTE 1: Scheduled FY 04/05 projects, except the Parks Master Plan revision, are funded by ODFW and Oregon State Marine Board grants. These four projects would not have been listed as funding priorities but become active projects as a result of grant opportunities. The Lane County match for these projects is based on design, project administration, oversight, and inspection labor hours.

Five-Year CIP Priorities for 2004 - 2009

1. Armitage Campground construction (all new capacity) - \$500,000*
2. Picnic Shelter @ Perkins Peninsula (all new capacity) - \$75,000*
3. Richardson Park Marina (total replacement and expansion) - \$500,000*
4. Expand camping @ Harbor Vista (install 3 RV sites and 3 Yurts, new capacity) - \$60,000*
5. Play Structure @ Armitage (all new capacity) - \$50,000*
6. Play Structure @ Baker Bay (all new capacity) - \$50,000*
7. Perkins Campground construction (all new capacity) - \$425,000*
8. Baker Bay high water boat ramp/day use area (expansion of capacity available at park) - \$250,000*
9. Kienzle Barn Picnic Area @ HBRA (all new capacity) - \$75,000*
10. Construct new shelters @ Camp Lane (replacement of current capacity) - \$70,000

Other considerations:

Play Structure @ Harbor Vista*
Construct accessible trail at HBRA (North and South areas)*
Play Structure @ Perkins*
Kienzle House renovation at HBRA.

Extract of LC 4.645

4.645 Dedicated Accounts and Appropriate Use of Accounts.

(1) There is created a separate, dedicated account entitled the Parks and Recreation Improvement Fee SDC Account. All monies derived from the Parks and Recreation Improvement Fee SDC shall be placed in the Parks and Recreation Improvement Fee SDC Account and shall be used solely for the purpose of providing capacity-increasing capital improvements as identified in the adopted Parks and Recreation CIP as it currently exists or as hereinafter amended, and eligible administrative costs. In this regard, these SDC revenues may be used for purposes which may include:

- (a) design and construction plan preparation as well as long-range parks planning;
- (b) permitting;
- (c) land and materials acquisition, including any costs of acquisition or condemnation;
- (d) construction of parks and recreation capital improvements;
- (e) design and construction of new drainage facilities required by the construction of parks and recreation capital improvements and structures;
- (f) relocating utilities required by the construction of improvements;
- (g) landscaping;
- (h) construction management and inspection;
- (i) surveying, soils and material testing;
- (j) acquisition of capital equipment that is an intrinsic part of a facility;
- (k) demolition that is part of the construction of any of the improvements on this list;
- (l) payment of principal and interest, necessary reserves and costs of issuance under any bonds or other indebtedness issued by the County to provide money to construct or acquire parks and recreation facilities;
- (m) direct costs of complying with the provisions of ORS 223.297 through 223.314, including the consulting, legal, and administrative costs required for developing and updating the system development charge methodologies and capital improvement program; and the costs of collecting and accounting for system development charge expenditures.

- (2) Money on deposit in the Parks and Recreation SDC accounts shall not be used for:
- (a) any expenditure that would be classified as a maintenance or repair expense; or
 - (b) costs associated with the construction of administrative office facilities that are more than an incidental part of other capital improvements; or
 - (c) costs associated with acquisition or maintenance of rolling stock.

(3) The County may prioritize SDC-funded projects and may spend SDC revenue for eligible projects anywhere in Lane County. *(Revised by Ordinance 1-02, Effective 3.13.02)*



ADMINISTRATIVE PROCEDURES MANUAL

Chapter 1
Section 2b
Issue 1 45/123/04

SUBJECT: PROCESS FOR APPROVAL OF PARK SDC FUND CAPITAL IMPROVEMENT PLAN -PRIORITIES LIST

I. Purpose

The purpose of this procedure is to establish a standard method to provide pertinent information to the Board of County Commissioners (BCC) regarding review and approval of the Parks and Recreation System Development Charge (SDC) Capital Improvement Plan (CIP) priorities list.

II. Scope

This procedure is applicable to all County departments.

III. Amendment

The County Administrator may amend this procedure as required.

IV. Procedure

- A. New capacity-increasing capital improvements and/or development to accommodate growth and funded by Parks and Recreation SDC revenues shall be guided through annual development of a five-year Parks SDC Capital Improvement Plan priorities list.
 1. The Park Manager will annually coordinate the revision and approval of the SDC CIP priorities list using the following as guidance:
 - a) Parks SDC CIP,
 - b) Parks Master Plan,
 - c) Parks Advisory Committee (PAC) input/recommendations, and
 - d) Strategic Opportunities
 2. The two primary purposes for the five-year Parks SDC Capital Improvement Plan priorities list are:

- a) To allocate limited SDC resources to projects that provide an appropriate return in providing growth-required new park capacity, and
- b) To provide the most efficient scheduling of staff workforce resources.

B. Review & Approval Process

1. The Park Manager will submit a draft SDC Capital Improvement Plan priorities list to the Finance and Audit committee during the month of January of each year for review before submission to the Board of County Commissioners.
2. SDC CIP priorities list Cover Memo. The Park Manager will submit a draft SDC Capital Improvement Plan priorities list to the Board of County Commissioners during the month of January of each year.

- a) When allocation of Parks SDC funds will be requested, the following items will be addressed for each project on the SDC Capital Improvement Plan priorities list:

- 1) Is this project a priority in the Parks Master Plan?
- 2) Is this project listed on the Parks SDC CIP?
- 3) Has this project been supported by the PAC?
- 4) What strategic opportunity, if any, does this project address?
- 5) What other funds may be leveraged for project completion, if any, (i.e. grants, in-kind matches, donations, public-private partnerships, operations funds)?
- 6) What portion of project work and subsequent costs, if not all, will be for growth-required new park capacity-increasing capital improvements as authorized by ORS 223.309 and LC 4 645?
- 7) How will the project be accomplished if no SDC funds are approved?
- 8) Will the project require any interagency cooperation?
- 9) Is the project dependent upon land use, building, or other permit approvals?
- 10) How will ongoing operations and maintenance costs be integrated into the budget?

3. Annual review and approval by BCC

Using the format in B.2. above, those projects proposed for funding in the new fiscal year and recommended by the Parks Advisory Committee, will be reviewed by the Board of County Commissioners for approval annually to facilitate inclusion in budget documents prepared for Budget Committee and BCC review and adoption.

C. Budget appropriation/allocation

Having received Board of County Commissioners approval, SDC CIP priority list funded project appropriations will be identified in the appropriate budget documents for BCC adoption.

V. Interpretation and Implementation

Any questions concerning the intent or application of this procedure should be addressed to the County Administrator, who is responsible for the interpretation and implementation of this procedure.

Authorized: _____
County Administrator Effective Date

Draft