City of Brookings

WORKSHOP AGENDA

City Council

Monday, February 1, 2010, 4:00pm City Hall Council Chambers, 898 Elk Drive, Brookings, OR 97415

1.	Call to Order	
2.	Roll Call	
3.	 Topics Sewer Capacity, NE Brookings/HSD – Follow up Water Conservation Update Park and Recreation District Formation 	Page 2 7 9
4.	Council Member Requests for Workshop Topics	
5.	Adjournment	

All public City meetings are held in accessible locations. Auxiliary aids will be provided upon request with advance notification. Please contact 469-1102 if you have any questions regarding this notice.



Office of the City Manager

DATE: October 30, 2009



City Manager

TO: Mayor and Council

SUBJECT: Sewer Capacity - Northeast Brookings/HSD

Attached is a memorandum dated October 14, 2009, from City Engineer Steve Major relating to the availability of sewer service in northeast Brookings and the Harbor Sanitary District. This report was prepared following receipt of a proposed annexation of the Tribble property which lays along North Bank Chetco River Road.

The report has significant implications for new development in the northeast area of the City of Brookings, the area served by the Harbor Sanitary District, and areas along the Chetco River which may seek annexation to the City.

The City and the Harbor Sanitary District (HSD) share the use of an existing 20-inch sewer main (sewer interceptor) that starts at Chetco Avenue and terminates at the wastewater treatment plant. There is an existing agreement between the City and HSD that allocates the capacity of this interceptor to 34 per cent City and 66 per cent HSD.

The basic findings are that:

- 1. HSD is very close to their allocated capacity on the interceptor which brings wastewater from the District to the City collection system. At times, HSD is using more than 90 per cent of their allocated capacity.
- 2. The City Engineer estimates that the City is utilizing 85-90 per cent of its allocated capacity on this same interceptor.
- 3. The amount of development that could occur on lands already within the City limits and that would be served by this interceptor would cause the City to exceed its allocated capacity by as much as 77 per cent.

The City Engineer recommended that the City install a portable flow meter to collect flow data that will enable the City to more accurately assess flow capacity. This flow meter has been ordered.

The City's Wastewater Facilities Plan calls for the construction of a parallel 18-inch sewer main to handle the projected increase in flows from both the HSD and City. The estimated cost of this project (in the 2008 HGE report) is \$984,000. A very short segment of this main (on Willow between Hemlock and Railroad) is scheduled for construction in the Downtown Street Improvement Project. The Plan lists this project as a low priority, projecting that the

(2)

need for construction would arise in 2012-17. The City currently has approximately \$750,000 available in a combination of SDC and System Replacement Funds which could be used toward the cost of constructing this project. This project is not budgeted in 2009-10.

I plan to provide a copy of the Dyer Partnership report to HSD and advise them that they are close to exceeding their allocated share of the use of the interceptor. Additionally, each new development proposal within the City that will use the subject interceptor will need an evaluation as to whether a connection to the sewer system will push the City over its allocated capacity.

I am scheduling this matter for discussion at the January City Council workshop.



1330 Teakwood Avenue Coos Bay, Oregon 97420 Ph: (541) 269-0732 Fx: (541) 269-2044 www.dyerpart.com

MEMORANDUM

DATE

October 14, 2009

RECEIVED

TO

Gary Milliman, City Manager

City of Brookings

OCT 1 5.2009

FROM

Steve Major, P.E.

City Engineer

Per.....

PROJECT NAME

Miscellaneous Engineering

Tribble Development/Harbor Interceptor Analysis

PROJECT NO.

145.00E

As part of the pre-application process for the Tribble development, the City has the responsibility of evaluating the remaining capacity, if any, of the City/Harbor Sanitary District (HSD) interceptor and to recommend a point of entry into the City's existing conveyance system. This analysis is divided into four sections; site visit, hydraulic analysis, connection alternatives and conclusions and recommendations. Each section is described as follows:

Site Visit

A site visit was conducted on August 26, 2009 with Public Works personnel to physically review the Tribble site, other existing developments along North Bank Chetco River Road and potential connection points. Existing developments between the Tribble site and US Highway 101 include the Thompson Road area, Chetco River Resort and Riverside RV Resort.

The City's Planning Department also provided a map of other undeveloped or under developed areas that could have an impact on the capacity question. These locations include the Allsup property, Bridge Street area, Constitution Way area, Lundeen Road area, Old County Road, Pacific Terrace Drive, Thompson Road Area, and Walton Subdivision. Of these areas, the only area that would not directly affect the interceptor is the Walton Subdivision. Figure 1 identifies all of the areas that could contribute flow to the interceptor.

The information generated from the site visit and subsequent conversations with city personnel is summarized in the attached Existing and New Developments table. This table lists the zone designation, land area (if known), potential dwelling units, average daily flow and comments for each of the listed areas above. The Allsup property is the only potential development that has estimated dwelling units. This is due to the zoning designation of tourist commercial where the density of dwellings is not defined by area.

City/Harbor Interceptor Capacity Analysis

The City/Harbor interceptor consists of a 20-inch diameter PVC pipe that starts at Chetco

Gary Milliman October 14, 2009 Page 2

Avenue and Oak Street and terminates at the wastewater treatment facility. The "As-Built" drawings indicated the minimum or limiting slope of the pipe to be 0.002 foot/foot. With a Hazen-Williams friction coefficient of 130, the capacity of the pipe, without surcharging, is 4.85 million gallons per day (MGD) or 3,370 gallons per minute (gpm).

Per the City's Wastewater Facilities Plan, March 10, 2008, Section 5.7.3, there is an existing agreement between the City and HSD that allocates capacity of the interceptor to 34 percent and 66 percent, respectively. The associated flows for these percentages are 1,146 gpm and 2,224 gpm or 1.65 MGD and 3.2 MGD, respectively.

Flow records from the city's wastewater treatment facility were examined for the period of July, 2003 to present. The highest flows for this period were recorded in December 2003 and January 2004. The average flows for HSD for these two months were 0.637 MGD and 0.609 MGD, respectively. Closer examination of the District's records showed a peak day flow of 1.16 MGD on December 11 and 12, 2003.

HSD's main pump station was recently updated. This pump station has a new maximum pumping rate of 2,070 gpm. For the peak day flow of 1.16 MGD, this pump station would have had to operate for approximately 9.3 hours in a 24 hour period. High flow situations can occur at flow rates less than the peak day. Any time the HSD pump station operates in the high flow mode, they are within seven percent to their allocated capacity.

The city's contribution is harder to define since there is no flow meter on the line(s) that connects to the interceptor. The area that is served by the interceptor includes basins 3B, 3C1 and 3C2 as defined in the Wastewater Facilities Plan. Refer to Figure 2. Development within the four basins is relatively dense. Several high flow generators such as the schools are located within this area. All of the collection lines except for two short segments are 8-inch diameter pipe.

There could potentially be five new pump stations constructed to serve the Bridge Street area, Chetco River Resort, Riverside RV Resort, Lundeen Road area and the Tribble Development. Thompson Road area could gravity feed to the Tribble Development pump station or use a STEP system. A pump station was constructed to serve the Constitution Way area and Allsup property located next to Constitution Way. The capacity of the pumps for this station is approximately 270 gpm. Flows from Pacific Terrace Drive and Old County Road would flow by gravity into the existing conveyance system.

The attached Flow Summary summarizes the flows for the existing and five new pump stations and the gravity flow systems. It also has and infiltration and flow (I/I) component. Instantaneous flow measurements for I/I were taken on March 7, 2007 at the intersection of Chetco Avenue and Oak Street. A total of 134 gpm was measured. All of the developments could generate a total flow of 1289 gpm or an increase in existing flows of 1,019 gpm.

The areas being considered would exceed the City's allocated capacity of 1,146 gpm when fully developed. If the Constitution Way pump station and I/I flow contributions were removed from the City's total allocation there would be approximately 740 gpm or 1.0 MGD remaining to serve the existing and a portion of the new developments.

Gary Milliman October 14, 2009 Page 3

Connection Alternatives

There are two feasible alternatives for a new force main on North Bank Chetco River Road to connect to the existing wastewater conveyance system. These alternatives are summarized as follows:

- Connect to the existing 8-inch diameter gravity line at the end of Fir Street.
- Connect to the existing 8-inch diameter gravity line at the end of Myrtle Street.

Conclusions and Recommendations

The capacity of the City/HSD interceptor has been analyzed on a gpm and daily flow basis. The gpm basis provides a more realistic analysis of how the system should be sized. There are flow events that will be less than the stated maximum flow per day capacity but will equal or exceed the gpm rating. This is party due to the diurnal nature of when flow enters into the system. The conclusions and recommendations are based on the gpm analysis and are summarized as follows:

- With the upgrades to the HSD's main pump station, they are very close to their allocated capacity. Each time they are in the high flow mode they are at approximately 93 percent of their allocated flows.
- Although flows are not metered from Basin 3, due to the amount of existing development within this Basin, I estimate the City is utilizing between 85 and 90 percent of their allocated capacity.
- A portable flow meter should be installed in the manhole at Chetco Avenue and Oak Street to start collecting flow data. This data is needed to accurately assess capacity concerns.
- The City is rapidly approaching its allocated share of the HSD interceptor. Future projected flows would exceed the existing allocation by approximately 77 percent.
- The City needs to investigate capacity increasing alternatives to serve the undeveloped or under developed areas in Basin 3.
- The anticipated flows from the Tribble development, by themselves, will not overload the existing system.
- Other developments within the area are very interested in connecting. Providing service for the entire area will exceed the City's allocated flow for the interceptor. How much of the area can be serviced can not be determined until more accurate flow data is obtained.
- The recommended connection points for a new force main on North Bank Chetco River Road are at the end of Myrtle or Fir Streets.

If you have any questions or concerns after your review, please give me a call.

Enclosures

cc: Dianne Morris w/encl
John Cowan w/encl



City of Brookings

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BUILDING DEPARTMENT LauraLee Gray, Building Official

WATER CONSERVATION PROGRAM REPORT 2009/2010

We faced the same challenge this year as last, attracting citizen interest in our rebate program. We provided the information on our website, ran information on channel 9 and put an ad in the newspaper, all with limited success.

After much discussion about the purpose of our water conservation program we decided to move in a more public oriented direction, first with targeting commercial high water use businesses and second, addressing some of our own water conservation issues.

- We had water conservation "table tents" printed and distributed to all of the motels within the City.
- We retained the services of Utility Services Associates to conduct a leak detection survey on selected areas within the City and the new 18" raw water line on the North Bank Chetco Road. The report is available in the Public Works Inspectors office.
- We installed dual flush toilets, a waterless urinal, metered faucets and removed a leaking water fountain at City Hall and installed low flow shower heads at the pool.

We are currently planning for an information booth at the home show that will include general water conservation information, distribution of soaker hoses, hose sprayer nozzles and toilet tank conversion kits. We will also raffle a rain barrel and a water miser pressure broom to attract further interest in our booth.



The impact of the water conservation program is shown by the following comparisons of water consumption from 2007 (prior to our program), 2008 and 2009.

Average city wide daily consumption of gallons:

2007	2008	2009
1,194,000	1,137,000	1,002,000

Unaccounted for water dropped from 15% in 2008 to 13.5% in 2009 as a result of repairs made to our distribution system after implementation of our water conservation program.

The following is a breakdown of expenditures of the water conservation fund.

STARTING FUND	\$15,000.00
OWNER REBATE PROGRAM Toilet replacement Clothes washer replacement	\$ 966.00 \$ 675.00
Leak repair Committed funding for same	\$ 168.00 \$ 550.00
Staff field inspection time: 28 hours	·
OTHER	
City leak survey	\$ 2,063.00
City restroom retrofits	\$ 4,849.00
Motel tent cards	\$ 570.00
Coos Curry Home Show booth	\$ 1,000.00

We have a current uncommitted balance of \$4,159.00 in the water conservation fund.



Office of the City Manager



City Manager

TO: Mayor and Council

DATE: December 3, 2009

SUBJECT: Park and Recreation District Formation

The City Council has requested a report on the possible formation of a Parks and Recreation District. The key issue driving consideration of a Parks and Recreation District is to more equitably share the cost of park facility development and maintenance, and recreation services among users...both City residents and unincorporated area residents.

Currently, the only local public park and recreation facilities serving Brookings and Harbor area residents are located within the City Limits. The activity field located on property owned and maintained by the Port District is also used for community events, such as the kite derby. All sports fields are located within the City on either City or Brookings Harbor School District property. The City operates the following park facilities:

- Azalea Park includes KidTown, two athletic fields, Capella, performance stage, large
 grass activity field, heritage Azalea area, garden area, wilderness area/trails, snack
 shack.
- Bud Cross Park includes two athletic fields, three tennis courts, outdoor pool, skate park.
- Chetco Point Park.
- Easy Manor Park.
- Various other grass/landscape areas used for passive recreation.

The City also provides funding for a summer recreation program offered through the non-profit Kids After School Program of Education and Recreation (KASPER). The City is the major source of funding for this program.

The City currently spends approximately \$354,000 annually on parks and recreation services. This does not include periodic cleanup work at the parks performed by public works employees who are not budgeted in the parks department budgets.

SPECIAL DISTRICTS GENERALLY

A special district is a unit of local government formed by the residents of an area to provide a needed community service. Throughout Oregon, over 950 special services districts provide a broad range of community services. That's more than three times the number of cities in Oregon. State law (ORS 198.010 and 198.335) provide for the creation of 28 types of special districts. Locally, we are familiar with a number of special districts, including the sanitary and water districts serving areas south of the Chetco River, the library district, the hospital district based in Gold Beach, and the 18 fire districts located in Curry County. Currently, there are no parks and recreation districts in Curry County.

Most special districts have the authority to tax property inside their boundaries for finance the services they provide, and are all directed by a governing body elected by the voters.

The value of special districts as a separate governmental form has been debated in many states. Critics question whether there are too many districts and whether they are accountable. A study by the Washington State Local Governance Study Commission made the following observations concerning special districts:

Strong Points of Special Districts

- Special districts can tailor services to citizen demand and concentrate on efficiently providing limited services.
- Special districts can provide a source of financing for an urban service such as fire protection or parks and recreation other than through the general fund of a city.
- Special districts can directly link costs to benefits. General purpose local governments (cities) levy general taxes to pay for an array of public services and taxpayers often do not perceive that the services they receive are directly related to the amount of taxes they pay.
- Special districts can be very responsive to their constituents because most special
 districts are geographically small and have fewer residents than counties and cities.
 This advantage, however, can be lost as regions grow and governments become more
 complex.

Criticism of Special Districts

- Too many governments. Local government would be more effective and efficient if there were fewer units of government.
- Lack of voter participation. Fewer voters participate in the election of special district officers, making the districts a less representative form of government.
- Lack of visibility. Citizens may have a hard time determining which government is
 responsible for providing certain services and "who is in charge" when separate
 special district provide water, sewer, parks, library and fire protection services to the
 community.

- Inefficiency. It costs more cumulatively to administer stand-alone single-purpose
 public agencies than to administer a single unit of government providing a variety of
 services.
- Lack of regional coordination. Coordination between special districts and general purpose governments is often lacking, especially with regard to regional planning.

In addition to the formation of a Parks and Recreation District in the Brookings-Harbor area, there has also been discussion of the consolidation of fire districts and the City fire department...creating one separate consolidated fire district...and the formation of a police district. These discussions appear driven by a number of issues, including a sense of fairness in sharing the cost of providing services and the lack of adequate services in the unincorporated area.

As we study the matter of district formation further, it is important for the City Council to keep in mind that, while the formation of a special district and the ceding of a service to that district may initially reduce the burden on City taxpayers, the City also loses control of the future. The residents of a new special district may chose to enact a new property tax levy or levy higher fees for service than Brookings residents are paying today. With the exception of utility districts, special districts are primarily property tax based, while cities can use a variety of revenue sources to pay for the same services. An elected special district board of directors...a fire district board for example...could enact fire regulations and code interpretations that may impact building and road construction activities in the City. These are a few examples of the pitfalls of moving toward providing services through special districts.

PARKS MASTER PLAN

The City adopted a Parks Master Plan in August 2002. The Master Plan identified the need for park facilities in both the City and the unincorporated territory. The Plan discusses the concept of forming a Parks and Recreation District (see attached except from the Plan) as a method of spreading the cost of park development and maintenance across a larger tax base.

HOW TO FORM A PARKS AND RECREATION DISTRICT

Parks and Recreation districts are governed by ORS Chapter 266. ORS 266.110 provides that "A community may form a municipal corporation to provide park and recreation facilities for the inhabitants."

Formation of a District may be initiated through the filing of a petition with the County Commissioners by either 1) 100 registered voters from within the proposed district, or 2) the owners of 10 per cent of the acreage within the proposed District. The petition must include information such as the number of proposed members of the board of directors, the proposed tax rate, financial feasibility study and other information. Essentially, someone must develop a plan of organization and financing for the District before the petition can be circulated.

District formation may also be initiated by the County Board of Commissioners. The same types of information must be developed and made available to the public.

If the proposal includes a permanent tax rate, an election on the formation of the District is required. An election is also required if the County Board receives requests for an election by at least 15 per cent of or 100 registered voters. There are also several opportunities for registered voters and property owners to challenge the formation of a District. The District is formed only after a majority vote at a subsequent election.

PAST ATTEMPT AT DISTRICT FORMATION

Records indicate that there was an effort to form a Parks and Recreation Distinct in the Brookings-Harbor area in 1995. There is no information in City files that indicates why this proposal did not go forward. I was able to contact one former member of the citizens committee who was working on the formation; his recollection was that the effort failed due to opposition from the City.

WHAT TO INCLUDE IN A PARKS AND RECREATION DISTRICT

There are a number of policy decisions, some affecting other units of government, that need to be addressed before a plan for formation of a Parks and Recreation District would move forward. These include:

- 1. Would the ownership of existing City-owned parks be transferred to the new district?
- 2. Would the District be responsible for maintenance and programming on school athletic fields? School sports buildings?
- 3. Would the Distract provide recreation services as well as parks?
- 4. Would the District assume ownership of the golf course?
- 5. Would the District assume responsibility for coastal access points (i.e. Mill Beach, Tanbark)? Social Security Bar?

WHY WOULD AN UNINCORPORATED AREA VOTER SUPPORT FORMATION?

The formation of a Parks and Recreation District would require voter approval. If cost sharing of parks and recreation services is a goal, why would an unincorporated area resident vote to form a district and levy a property tax sufficient to support the operation of that District if they are currently receiving services at no cost to them?

The MCRPD has experienced two annexations since its original formation in 1973. The Mendocino area annexed to the MCRPD in 1982 and the Point Arena area annexed in 1989. Both of these areas annexed because there were no public parks and recreation facilities or programming in those communities and the MCRPD agreed to plan for and develop facilities and programming in those outlying communities.

I believe that, for a District formation effort to be successful in the Brookings-Harbor area, the plan for the new District would need to include providing something new to the taxpayers...perhaps a new swimming pool, recreation center or additional parks in the unincorporated area.

WHAT WOULD A DISTRICT LOOK LIKE?

ORS Chapter 266 outlines the basic organizational structure and authorities of a Parks and Recreation District. These include, but are not limited to:

- 1. The election of a 3-5 member Board of Directors.
- 2. Methods for execution of contracts.
- 3. Financial reporting.
- 4. Authority to develop rules and regulations.
- 5. Authority to establish fees and charges.
- 6. Authority to hire employees.
- 7. "To compel all residents and owners within the district to connect their houses and habitations with the street sewers, drains or other sewage disposal systems."
- 8. Authority to issue bonds.

A good analogous situation is in Fort Bragg, California, (population 6,623). Fort Bragg is located within the Mendocino Coast Recreation and Parks District. The MCRPD was formed in 1973 and encompasses an area serving the incorporated Cities of Fort Bragg and Point Arena (pop. 474), and the unincorporated communities of Casper, Mendocino, Rockport and Gualala. The MCRPD is governed by a five member board of directors elected at large. The boundaries of the MCRPD use the combined boundaries of the Fort Bragg, Mendocino and Point Arena school districts.

The MCRPD budget is \$1.2 million. The District operates a 21,000 square foot aquatics/recreation center in Fort Bragg, a community center located in an old schoolhouse in Mendocino, a 47-acre botanical gardens (leased to a non-profit), a five acre park (includes a dog park), maintains all school athletic fields in Fort Bragg and Mendocino, and programs the recreational use on two small City-owned parks (tennis court and "wilderness" park) in Fort Bragg. The City manages coastal access points apart from the District. The MCRPD conducts recreation programming, including aquatics, fitness classes, sports camps, after school study labs, summer programs, and coordinates the use of athletic fields on school district property. The MCRPD also owns a 600-acre parcel upon which they plan to develop a golf course and regional park. The MCRPD has 12 full time employees and a cadre of seasonal part time employees/instructors.

More recently, the MCRPD has experienced a financial crisis (see attached) that has resulted in layoffs and program curtailments. Reports are that the City of Fort Bragg may be called upon to assist the District with its operations cost shortfall.

Based upon an Assessed Value of \$1,419,214,669 (Chetco Library District) a property tax rate of \$0.27 per \$1,000 AV would be needed to support a budget of \$354,000. This presumes no increase in cost for administration or new capital improvements. An operation similar in size to MCRPD would require a tax rate of more than \$1.00 per \$1,000 AV.

District Boundaries

In the Brookings-Harbor area, the Park and Recreation District boundaries could emulate the Brookings-Harbor School District boundary, the Chetco Community Library District boundary or some new configuration. In the 1995 District formation effort, there was strong opposition from Pistol River area property owners to being included in the District, and that area was excluded by the formation committee.

ALTERNATIVES

Alternatives to forming a new, stand-alone Parks and Recreation District would include:

- 1. Adding a parks and recreation function to the existing Chetco Community Library District authority.
- 2. Adding a parks and recreation function to the existing Brookings Port District authority.
- 3. Forming a County Service District under ORS Chapter 451

Adding Parks/Recreation to Existing District Functions

Under this alternative, the voters of the Chetco Community Library District or the Brookings Port District could add parks and recreation as an authorized function of the District. A property tax rate spreading the cost of providing parks and recreation services across all of the properties within the District could accompany the ballot measure. Policy and management of parks and recreation facilities and services would then revert to the Library District Board or the Port District Board.

County Service District

ORS Chapter 451 authorizes the County for form special Service Districts. ORS 451.010(d) specifically authorizes the formation of a Service District for the purpose of "Public parks and recreation facilities, including land, structures, equipment, supplies and personnel necessary to acquire, develop and maintain such park and recreation facilities and to administer a program of supervised recreation services."

Service Districts formed under ORS 451 are distinctly different from Parks and Recreation Districts formed under ORS 266 in that there is no separate, stand-along governmental agency formed. The County Board retains governance and administrative authority over the Service District.

Formation of s Service District may be initiated by petition or by the County Board itself. This is, essentially, what has been discussed in connection with the formation of the Law Enforcement District. Essentially, the purpose of the Service District is to provide a funding mechanism (property tax) to support a specific service desired by the residents within an unincorporated territory. A City may consent to have the area of the City included in a Service Area.

A master plan identifying the financing needs, projects, boundaries and tax rate needed to provide the facility and/or service must be prepared. The County Board has the authority to levy a property tax of up to 50 cents per \$1,000 assessed valuation for a maximum of five years to fund the services provided by the Service District. A permanent tax rate may be established by the voters, who can also approve a tax rate for servicing bonded indebtedness.

Under this concept, (for the purpose of this discussion, Concept 1) the County could form a Service District in the unincorporated area that is benefitting from parks maintained by the

City, levy a property tax within that area, and then remit the proceeds to the City through a contractual arrangement by which the City agrees to make parks available for the use of unincorporated area residents. A master plan would be needed to determine the cost of park maintenance/operation, recreation services and new facility development to fairly distribute the cost among City and unincorporated area residents.

Under Concept 2, the County could form a Service District and, with the consent of the City, include the area of the City within the District, levy a property tax within the District to fund the full cost of providing parks and recreation services, and contact with the City to provide those services and facilities. The City could reduce its tax rate by a like amount.

Either of these concepts would be more efficient than forming a separate stand-alone Parks and Recreation District...with its own administrative overhead. It would achieve the City's goal of spreading the cost of parks and recreation services to all of the beneficiaries. It would avoid the issues of transferring parkland ownership and management to a new entity.

I will schedule this matter for discussion at the February City Council workshop.

Federal Land and Water Conservation Fund grants administered by the Oregon Department of Parks and Recreation, for example, require that the proposed project be consistent with the outdoor recreation goals and objectives contained in the State Comprehensive Outdoor Recreation Plan (SCORP). Because grants are usually highly competitive, staff time should be allocated carefully to apply for grants that are a good fit.

Because many grant agencies look favorably upon collaborative projects, a potential benefit of grant proposals is that they can foster partnerships between agencies, organizations, and the City. Appendix A outlines organizations' goals and provides contacts for state, regional, and federal grant opportunities.

Park and Recreation District

Many cities utilize a parks and recreation district to fulfill park development and management needs. This may have merit in an area such as Brookings-Harbor, where many park-users live outside the city limits. ORS Chapter 266 enables the formation of a park and recreation district. According to statute, there are several initial steps required to form a park and recreation district.

Formation of a parks and recreation district should involve all interested citizens within the area proposed to be served by the district. The City and interested residents should consider the following:

- The area to be served (rough boundaries should be established, specific boundaries will be required with the formal proposal)
- The assessed valuation of the area to be served
- Sources of potential revenue, such as taxes, user fees, grants, etc.
- The anticipated level of services to be provided
- The cost to provide these services

One aspect associated with forming a park and recreation district is that city staff would give all or partial control of parks and recreation to another organization. This could be viewed as a drawback as the City loses control over park acquisition and maintenance or a benefit as the City's parks facilities would be maintained and paid for through a separate source.

A benefit of a park and recreation district is the potential formation of a permanent tax base from property tax assessments specifically for parks. Upon formation of a district, the chief petitioners must complete an economic feasibility statement for the proposed district. That statement forms the basis for any proposed permanent tax rate. The assessment must include:

- A description of the services and functions to be performed or provided by the proposed district
- An analysis of the relationships between those services and functions and other existing or needed government services
- A proposed first year line item operating budget and a projected third year line item operating budget for the new district that demonstrates its economic feasibility²⁵

Based on this analysis, the chief petitioners can determine the permanent tax rate for the district. If there is a formation election held, the permanent tax rate, if any, must be included in that election.

Park and recreation districts require a commitment from residents and staff. Outreach and surveying are two important aspects of delivering needed services. If Brookings-Harbor residents are interested in pursuing a park and recreation district, they should also consider who would make up the board and what other funding mechanisms would be pursued—such as a park and recreation foundation.

In Brookings, it may be worthwhile to explore the possibility of combining a park and recreation district with the established library district or creating a district that is limited to the provision of only a covered pool and community center.

Land Trusts

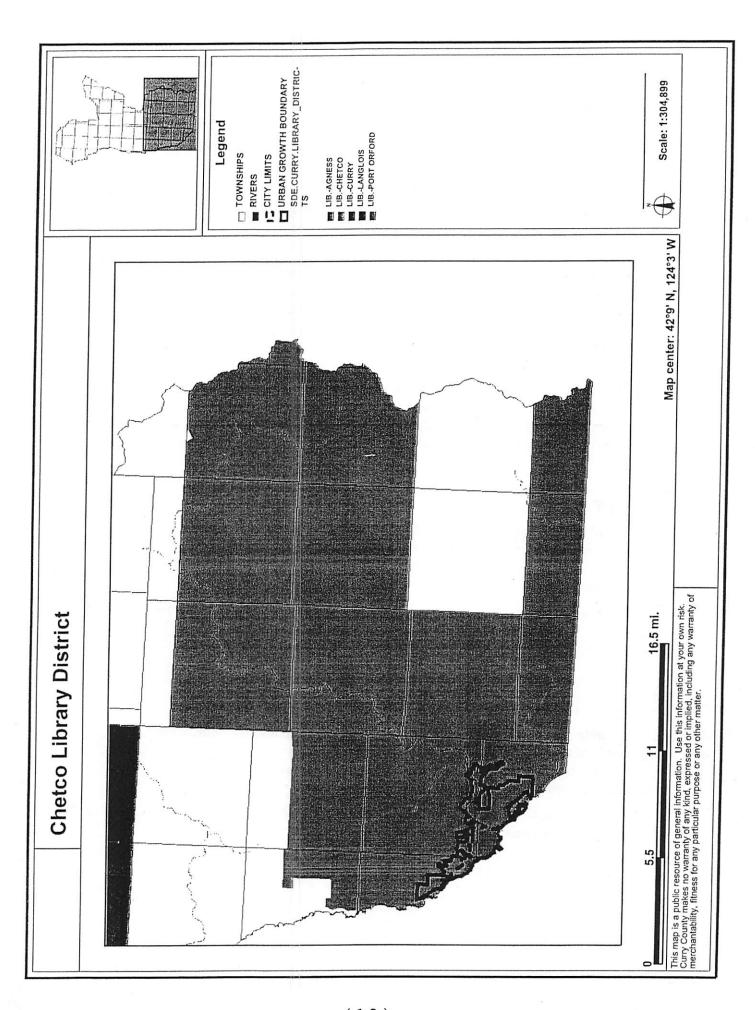
Land trusts use many tools to help landowners protect their land's natural or historic qualities. Land in land trusts may provide open space for aesthetic, visual or recreation purposes. Tools used by land trusts include:

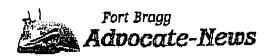
- Conservation easements (which allow land to be protected while a landowner maintains ownership)
- · Outright land acquisition by gift or will
- Purchases at reduced costs (bargain sales)
- Land and/or property exchanges

A landowner can donate, sell, or exchange part of their land rights to a land trust, in cooperation with the City. There is a tax incentive to donate the land as a charitable gift, although it is the responsibility of the landowner to pursue the tax deduction.

Collaborating with land trusts and landowners takes considerable time and effort. Steps included in the process are:

- Determining the public benefit of a landowner's property for preservation. This step identifies the natural or historic values of the land
- Working with the landowner to develop goals and objectives for the land





Rec district wrestles with cash flow crisis

By CONNIE KORBEL Staff Writer -

Updated: 09/24/2009 07:51:40 AM PDT
The recently opened C.V. Starr Community Center has excellent, spacious, comfortable, fully-equipped, and, of course, brand new meeting room facilities available to rent. In ironic contrast, last Wednesday's Mendocino Coast Recreation and Park District board discussion focused on the quickly spiraling out-of-control financial situation.

The fiscal discussion was prefaced by about 90 minutes of public comments about fees, schedules and minor facility glitches experienced during the first month of operations.

Jumping forward to finances, Business Manager Michelle Gordon was asked to comment on the district's cash flow.

"Where we're at right now? I called the bank yesterday, — we had one of the biggest payrolls we've ever had — after the [two-week] payroll and claims [\$53,000 to be approved] tonight, we're down to \$148,000 in the bank," said Gordon. "We definitely need a finance meeting. The money is dropping very quickly."

The Sept. 15 payroll was \$60,000, including considerable one-time-only overtime pay, according to board President David Yeomans.

Copies of the closing statement for the year ending June 30 were distributed; the report reveals a 12-month operating loss of \$136,784 encumbered before moving into the new facilities.

President Yeomans said, "\$136,784 in the red is not surprising to me, [but] not great news by any stretch of the imagination."

MCRPD still does not have an approved budget for 2009-10, which began on July 1.

Community members Peter Glusker, M.D., and Mara Thomas had prepared a statement they submitted to Yeomans registering their comments.

"Both Mara and I are deeply concerned because our review of the preliminary budget suggests there may be some unexpected problem areas that really underlines what you just heard [from Gordon]," said Glusker. "The appearance of problem areas of this magnitude are a great concern."

On the expense side, Glusker cited the election line item as just one example. The budget allows for \$5,000.

Irwin confirmed the expense will actually be \$15,000 to \$20,000 for the Nov. 3 election and the adjustment would need to be made.

"The cost of the election is only [one] example," said Glusker.
"With what I do know, there's tons of things in that budget
that disturb us."

Glusker asked the board to have an independent certified audit conducted.

"Ideally sconer than later because of the urgencies of what's happening," said Glusker. "We're really worried. The budget just doesn't make sense. The numbers just don't add up right."

Yeomans clarified questions raised by Glusker related to the line item on donations that have been committed to for the current year, which he said were, in his opinion, conservative. He also confirmed the district has annual independent audits. The 2008 audit has just been completed and will likely be discussed at the October board meeting.

"I recognize the fundamental changes we are going through and the potential for very great, dire financial circumstances in this district," said Yeomans. "I don't question that. I think we all recognize there's the potential for a hugely looming cloud."

Thomas took a different approach to the same concerns. She asked numerous critical questions, including how much of the \$340,000 advance on property tax assessment from the county was left, what remains in the contingency fund for emergencies, and how much money the new facilities are generating in the early weeks.

"Are you anywhere near meeting the revenue projected on the budget?" Thomas asked.

Irwin replied, "We haven't gotten that far yet."

Thomas wanted to know how Irwin came up with twice the



revenues that were projected by former district administrator Beth Pine for the C.V. Starr Foundation.

"I went through a month-to-month assessment of the whole year of all the fees that were before the proposed fees and charges at the [Aug. 19] public meeting where a lot were eliminated or combined," Irwin said. "I came up with what I felt [is] a very realistic figure based on looking at the projections done by the consultant two years ago and Beth Pine's assessment. I had to agree with her [Pine]; she was right on target on a lot of things."

Thomas said, "It's my understanding that it's [revenues] double Beth's estimate."

Pine, who was in the audience spoke up.

"It is double my estimate," she said.

Yeomans pointed out that almost \$450,000 of the Fort Bragg revenues are from two after-school programs and have "nothing to do with revenues from the facility."

Thomas argued that the revenues projected for Fort Bragg alone are twice — \$780,000 vs. the current \$1.4 million — what was provided to the C.V. Starr Foundation for the first year's operating budget.

"The new budget being proposed is \$1 million for 10 months. That is apples and oranges with my budget. My budget was for the entire year and it was for \$700,000," Pine said. "It was never projected at \$100,000 a month. We never projected 100 percent cost recovery. This budget projects 100 percent cost recovery."

The room went quiet until Yeomans said, "I don't particularly feel I'm the person to be the driving force behind evaluating that."

Thomas plowed forward.

"You've listed \$135,000 in facility passes. That's a lot of people coming in buying passes; \$270,000 in facility admission — you have 10 months to make that. It means you have to have \$885 a day, seven days a week for the next 10 months. That's 220 people a day to come through paying four bucks.

"I think you need to look at these figures now and figure out if you're anywhere near making the revenue you expect to

make from this facility. Otherwise, you've gotten most of the property tax through the fiscal year, where are you going to get the money to operate?"

Irwin offered to meet with Thomas privately to explain how he arrived at his projections.

"I don't think it's just me that this needs to be run by; it's the community," Thomas said. "The community is extraordinarily concerned that we've got this brand new facility and we don't have the money to run it. It sounds like you're out of money [by] next month."

Irwin said the following:

"We knew we were going to make some adjustments in the first three months of operations. We're still getting settled in. We don't have all the computers up tracking the attendance. We will be cutting back. It wasn't intended to be a year-round [payroll] situation.

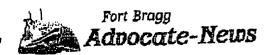
"I've heard about 20 comments tonight in criticisms about why don't you pay for this, why don't you have staff here, why don't you do this My gosh, if we were to listen to all people want, want, want, we wouldn't have the money to operate it. We have to make some tough decisions, yes, on who do we lay off, what positions can we do without? What do we essentially need? It's a wants vs. needs scenario.

"What do you do? You're damned if you do and damned if you don't. You're [Thomas] right. It needs to be reevaluated. That was the plan of this board [based] on what's coming through the gate. Our registration on programs is poor, from what I'm understanding. Adjustments will have to be made.

"You need \$400,000 to \$500,000 right now and don't have it and you're going to have to bite the bullet and go to the public and say, how important is the Rec and Parks in your community to you and help sustain it.

"I'm telling you as a professional grant writer, there are just not many people who are going to ante up and pay your bills. Public agencies depend on public resources — public taxation. It's going to take more than user fees to cover expenses. It's no surprise.

"We can't be open 24-7 here. There are going to have to be some sacrifices by the public, [such as] I guess we can't use the pool today, they don't have enough money to operate it.



Rec District plans cutbacks

By CONNIE KORBEL Staff Writer -

Updated: 11/12/2009 07:54:45 AM PST Following District Administrator Bruce Irwin's mutual severance agreement with the Mendocino Coast Recreation and Park District, the board of directors has divvied up the job's responsibilities and created teams to carry forward everything from special projects to daily oversight.

In addition to standing (finance and personnel, in particular) and special ad hoc committee sessions, the full board is meeting weekly with staff support and public input. President David Yeomans is now the temporary interim administrator.

No rock is going unturned, as they say; the board is uncovering, assessing and re-evaluating every nook and cranny of the organization that celebrated completion of the C.V. Starr Community Center and Sigrid and Harry Spath Aquatic Facility in August.

Financial situation

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At last Friday's board meeting, Yeomans submitted a report from Wednesday's three-and-a-half-hour finance meeting. Summarizing the situation, he said:

"MCRPD is currently facing some very difficult times. In addition, there is not a very bright or hopeful picture ahead of us for the next year or two. That being said, we can either give up or continue to do what we have been most successful at, that being pushing forward [through] the impossible.

"For our immediate future, the balance of this fiscal year, it is likely that we can be successful if we can manage to significantly reduce our expenses while continuing to increase both the usage and accompanying revenue for our facilities.

"A combination of community contributions of time and money, coupled with a commitment to support the district with a sustaining revenue stream (possibly a property tax measure), will allow MCRPD to be successful in providing a broad range of recreational and community building opportunities to the Mendocino Coast.

"It would be difficult to overstate the level of concern that the

board, our staff and our community have about this situation. We have spent all of our time and resources building the Starr Community Center. We did not receive any operational funds with the generous gifts that built this facility.

"Our budget has doubled this year without any new revenue, aside from some funding unique to this year. We did not figure out how to manage it, further we opened after our peak summer revenue season at the height of the worst economic period in this country in many years. The little bit of extra money we may have in this fiscal year is not going to stretch very far."

Financial strategy

Yeomans continued: "The finance committee considered a broad range of topics [Nov. 3] including our current cash position, our short-term cash strategy, including increased revenue and expense reductions, possible sources of credit or lending, and our longer term working capital plans. The discussion about what we will need to accomplish in the second half of this fiscal year to make ourselves viable in the next year is an ongoing one.

"Most of our focus was on increasing revenue and reducing expenses. The expense reduction discussion includes reduction of staffing hours, coverage levels, salary cuts, health insurance copay and district expense reductions. The discussion could also include furlough days and change in holiday benefits.

Action taken

"The only recommended action item for today [Nov. 3] was to institute a 15 percent reduction of expenses districtwide," Yeomans said.

"This means that all employees and managers are being asked to be creative in their thinking about how to be more efficient in their work, to be more cautious in how they use the time and resources of the district.

"We have not progressed to the point of having supervisors with budget responsibility. We will get there, but for now the employees who need to spend, schedule or manage the resources of the district, need to do that with the goal of reducing by 15 percent."

Other activities

Board members Bob Krebs and Jon McColley are evaluating the scheduling, including the aquatics program, staffing levels and appropriateness of the existing management structure.

"As that work progresses, we will have a much better idea of what savings are possible," Yeomans said.

"We are not going to achieve all of our needed financial goals in the context of employee cuts, whatever form they may take.

"None of us are taking this tightly. This is the beginning of the discussion. The difficult part of this process is that there is not a lot of time for the discussion to go on. Our cash position is very weak and will remain so into the next year."

Next meeting

The finance committee will meet at 9 a.m. this Friday, Nov. 13, followed by the full board at 11 a.m. at the Starr Center's conference room.

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Saturday, Feb. 4, 1995, Brookings, Oregon • 4 Sections

Pistol River taken m park district

By TRACY REED Pilot Staff Writer

The proposed park and recreation district will not include Pistol River, a citizens group decided Thursday.

The group met to discuss the progress of subcommittees and clarify a question raised at the last meeting.

Steering committee member Keith Pepper said Rocky McVay, county commissioner, told him he had heard from many Pistol River residents who were unhappy with the idea of being included in the new district.

Pepper asked for a show of hands of those who thought Pistol River should be excluded from the district.

Nearly everyone in the room favored excluding Pistol

The group decided the district should follow the lines of the the Chetco Community Library District, which includes:property/owners.from the state line northward to just south of Pistol River and east to the national forest

As originally proposed, the district would have had the same boundaries as the Port. of Brookings Harbor district.

Several subcommittées deabout goals that had been de-... she said. fined at the last meeting. If the district is founded.

YMCA could be brought in full bill for regreation

to develop a recreational program for young people.

"We don't have to have a building for a YMCA," Randolph said. A storefront office would be sufficient.

Jeanne Nelson listed options the swimming pool subcommittee discussed.

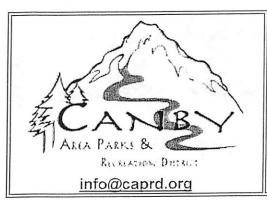
"We all agreed that we would like to see the pool open at least to the level we are currently operating (three and a half months), she said. They also wanted to extend the season to five months. Eventually, they would like the pool enclosed and operating year-round.

But this doesn't mean expenses will be met, she said. "It means you're going to go ... in the hole 12 months instead of four "

Other subcommittees gave reports on the work that had been accomplished, includ ing a report by Elmo Williams on an idea for a Butchart Gardens type of project in Azalea Park. The subcommittees were asked to continue to firm up their ideas

Lee Rogers announced that the next meeting would be postponed until after the elections at the end of March. livered reports to the group. It will be announced later,

Stacey Randolph and Joe sthe city of Brookings resi-Cello explained how the dents will no longer pay the



"It is our vision is to create a legacy for future generations by strengthening and uniting our community through parks and recreation. It is our goal to enhance the quality of life and recreational opportunities for our citizens through improved facilities, programs, services and personnel."

Welcome to

Canby Area Parks and Recreation District

CAPRD Board

Home

Meeting Minutes

Events

FAO

<u>Media</u>

Community Resources

Contact Us



PUBLIC NOTICE

Monthly Board of Directors meeting

2nd Thursday of the month

7:00 pm

Meets at the City of Canby
- City Hall Conference
Room.

Like the Tualatin Hills Park and Recreation District in Beaverton, and the Chehalem Park and Recreation District in Newberg, the Canby Area Park and Recreation District (CAPRD) is a special district with a defined service area, and an independent, elected <u>board of directors</u>. In Oregon, special districts were able to be formed to provide a specific service to the citizens within specific boundaries. Often these districts provided water or sewer services in unincorporated areas. Recreation districts were often formed in areas that included both incorporated cities, and adjacent unincorporated areas. This is what happened in the Canby area.

In 1964 the voters in the southern Clackamas County approved a measure to form the South Clackamas Recreation District (SCRD). The District's boundaries roughly mirrored those of the Canby Union High School District. At that time, the voters did not approve a corresponding tax base for the District. Because of that, the District is currently unfunded.

Over the past four decades the name of the South Clackamas Recreation District was changed to the Blue Heron Recreation District (BHRD), and in November 2006 changed to the current Canby Area Parks and Recreation District (CAPRD). The Board of Directors felt that the current name more aptly described where we are, and what services we want to provide.

It is our vision is to create a legacy for future generations by strengthening and uniting our community through parks and recreation. It is our goal to enhance the quality of life and recreational opportunities for our citizens through improved facilities, programs, services and personnel. We are working with the City of Canby to explore new and innovative funding options in order to responsibly build a funded district. We are reorganized, re-energized and moving forward to become a more efficient and effective organization. With community support, partnership and action Canby can have a thriving parks and recreation system.

Revised 2/9/07

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Area News



New Policy on Fees For City Residents Living in the Park District

History of City Residents Living within the Park District Boundaries

For the past 30 years, District residents who constructed homes on their property, or constructed substantial additions to their existing homes, have been required to annex to the City of Eugene.

To address this loss of revenue, an intergovernmental agreement between the District and the City of Eugene was implemented in 1982. Each year, the City of Eugene would reimburse the District for those in-district residents that had been annexed to the City of Eugene. The amount of the reimbursement peaked at \$117,000 in 2002 and has been at \$100,000 for the last 6 years.

In April 2008, the City of Eugene indicated that it will no longer reimburse the District beginning with the upcoming fiscal year (July 1, 2009-June 30, 2010).

City of Eugene Residents Living within the Park District Boundaries will pay Out-of-District Fees.

Since City of Eugene residents residing within the District boundaries do not pay taxes for the operation of the park district, the District must now charge out-of-district fees for those city residents. Therefore, City of Eugene residents living within the park district boundaries will be charged out-of-district fees beginning September 1, 2009. The registration process for Park District activities will require additional time and steps to verify whether residents residing within the park district boundaries are city residents so out-of district fees can be charged.

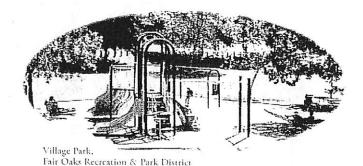
Can Anything be Done to Reverse this Policy?

The Board of Director's had a historic meeting in July, 2008 with the Eugene City Council. The Board made an unsuccessful bid in convincing the Council to reconsider the annual \$100,000 payment. Several months later the District found out that the Eugene City Council previously unanimously approved the River Road Santa Clara Transition Agreement that stated the park district should continue to be funded and to increase the funding as more annexations take place. The Board of Directors sent letters to all City Councilors and none responded. We sent a second letter to Councilor Andrea Ortiz, who represents City residents in River Road, to which she did not respond.

Almanor Recreation & Park District Ambrose Recreation & Park District Arcade Creek Recreation & Park District Arden Manor Recreation & Park District Arden Park Recreation & Park District Auburn Area Recreation and Park District Bear Mountain Recreation & Park District Bear River Recreation & Park District Beaumont-Cherry Valley Recreation & Park District Boulder Creek Recreation & Park District Buttonwillow Recreation & Park District Carmel Valley Recreation & Park District Carmichael Recreation & Park District Central Plumas Recreation & Park District Chico Area Recreation & Park District Coachella Valley Recreation & Park District Coalinga-Huron Recreation & Park District Conejo Recreation & Park District Cordova Recreation & Park District Dunsmuir Recreation & Park District Durham Recreation & Park District East Bay Regional Park District Fair Oaks Recreation & Park District Feather River Recreation & Park District Fulton-El Camino Recreation & Park District Georgetown Divide Recreation District Greater Vallejo Recreation District Hayward Area Recreation & Park District Hesperia Recreation & Park District Highlands Recreation District Isla Vista Recreation & Park District Jurupa Area Recreation & Park District Ladera Recreation District Lake Cuyamaca Recreation & Park District La Selva Recreation District Livermore Area Recreation & Park District McFarland Recreation & Park District Mendocino Coast Recreation & Park District Mission Oaks Recreation & Park District Monterey Peninsula Regional Park District Monte Rio Recreation & Park District Mt. Shasta Recreation & Park District North of the River Recreation & Park District North County Recreation & Park District North Highlands Recreation & Park District Orangevale Recreation & Park District Paradise Recreation & Park District Pleasant Hill Recreation & Park District Pleasant Valley Recreation & Park District Rancho Simi Recreation & Park District Rim of the World Recreation & Park District Rio Linda-Elverta Recreation & Park District Russian River Recreation & Park District Shafter Recreation & Park District Silverado-Modjeska Recreation & Park District Soledad Mission Recreation District Southgate Recreation & Park District Strawberry Recreation District Sunrise Recreation & Park District Tehachapi Valley Recreation & Park District Truckee-Donner Recreation & Park District Tuolumne Park and Recreation District

Valley-Wide Recreation & Park District Wasco Recreation & Park District

Weed Recreation & Park District Western Gateway Recreation & Park District Westside Recreation & Park District



California Recreation & Park Districts

CARPD Fostering Quality and Excellence

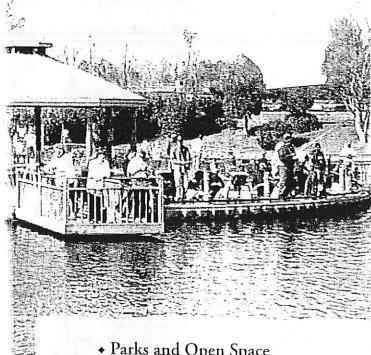
Since 1958, the California Association of Recreation and Park Districts has been dedicated to improving the quality and efficiency of recreation and park districts. Through two joint powers authorities, CARPD recreation and park district members are eligible for reduced rates on workers compensation coverage and liability/property damage insurance - saving local communities thousands of dollars. The board of directors is made up of representatives from CARPD recreation and park districts and tracks legislation and other issues that affect member districts. Each spring, CARPD hosts an annual conference and awards competition to recognize outstanding programming, facilities, and service to the community.

California Association of Recreation & Park Districts P.O. Box 22671 Sacramento, California 95822

> www.carpd.org email: calrpds@aol.com

Executive Director, Henry Agonia (916) 446-2098 • Fax (916) 446-6095

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- Parks and Open Space
- Recreation Programs

Essential Services

...that improve the quality of life

CALIFORNIA ASSOCIATION OF ECREATION AND PARK DISTRICTS According to the
California Public
Resources Code,
section 5780,
recreation, park, and
open space facilities and
services are essential services
to improving and protecting
the quality of life for all
Californians. These services support
the public peace, health and welfare of
California residents.

For at least seven decades, state laws have authorized recreation and park districts to provide recreation programs, local parks, and open spaces. In October 2001, the legislature revised Senate Bill 707 (The Recreation and Park District Law) with the intent that:

Recreation and park districts continue to provide recreation programs, local parks and open spaces to serve the diversity of their community and residents while working in cooperation with other agencies and organizations

Local Accountability

California's 67 recreation and park districts function as local government to provide recreational opportunities within a specific boundary. Service areas range in size from small to very large and often cross other county borders to serve the recreational needs of a community. Today's recreation and park districts provide services at the highest levels of accountability and responsibility to the public.

Community Partners

Recreation and park districts as local service providers are empowered to participate in a wide variety of commu-

nity endeavors. They frequently form informal partnerships with other government units, care groups, and private sectors to enhance services to their constituents. These relationships take the



Senior Volunteer, Pleasant Hill RPI

form of joint powers agreements, personnel resources, and mutual aid pacts for emergency response. Working with city, county, and school districts, recreation and park districts maximize local government resources to effectively and efficiently meet community needs.

Leaders

Recreation and park districts are governed by boards of directors who are directly accountable to the public.



Board of Directors, East Bay Regional Park District

Board members are local residents who may be elected or appointed for fixed terms. Their actions are subject to the Brown Act and related public governing agencies. Board members have usually been involved with their local recreation and park district activities and continue to interact within the framework of the community. Thousands of dedicated people have served on the districts' boards of directors, aided by able administrators, recreation leaders and parks staff.

Funding

Funding for recreation and park districts comes from: property taxes (a percentage of the "one percent" property tax); program fees and charges; assessment districts; local state and federal grants, and donations.

As in any form of local government, recreation programs have increased dramatically in recent years, although Recreation and Park Districts have consistently shown the slowest rate of spending growth among local government. Districts are independently audited each year and are subject to state and public scrutiny (as any form of local government).

California Recreation and Park Districts are local and regional providers who work together with others to meet the recreational needs of their local communities.



Bille Park Expansion, Paradise Recreation & Park District

Contact your local recreation and park district for information on the specific services, parks, open space and recreational programs they offer to your community.



