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AMENDED AGENDA
EUGENE CITY COUNCIL
November 30, 2016

12:00 p.m. CITY COUNCIL WORK SESSION and
MEETING OF THE EUGENE URBAN RENEWAL AGENCY
Harris Hall
125 East 8th Avenue
Eugene, Oregon 97401

Meeting of November 30, 2016;
Her Honor Mayor Kitty Piercy Presiding

Councilors

Greg Evans, President	Alan Zelenka, Vice President
George Brown	Mike Clark
George Poling	Chris Pryor
Claire Syrett	Betty Taylor

Note: This agenda has been amended to reflect the addition of a Eugene Urban Renewal Agency Executive Session.

12:00 p.m. CITY COUNCIL WORK SESSION and
MEETING OF THE EUGENE URBAN RENEWAL AGENCY
Harris Hall, 125 East 8th Avenue

The Mayor convenes a meeting of the Eugene Urban Renewal Agency.

1. **URBAN RENEWAL AGENCY EXECUTIVE SESSION**
   Pursuant to ORS 192.660(2)(e)

   Mayor: *The Eugene Urban Renewal Agency will now meet in Executive Session to negotiate real property transactions. The Executive Session is held pursuant to ORS 192.660(2)(e).*

   Representatives of the news media and designated staff shall be allowed to attend the executive session. All other members of the audience are asked to leave the room. Representatives of the news media are specifically directed not to report

on any of the deliberations during the executive session, except to state the general subject of the session as previously announced. No decision may be made in executive session. At the end of the executive session, we will return to open session and welcome the audience back into the room.

The Mayor adjourns the meeting of the Eugene Urban Renewal Agency and convenes a meeting of the Eugene City Council.

2. **WORK SESSION**
   Parks and Recreation System Plan Update

3. **WORK SESSION**
   Fireworks Ban

Adjourn.

The Eugene City Council welcomes your interest in these agenda items. This meeting location is wheelchair-accessible. For the hearing impaired, an interpreter can be provided with 48 hours' notice prior to the meeting. Spanish-language interpretation will also be provided with 48 hours' notice. To arrange for these services, contact the receptionist at 541-682-5010. City Council meetings are telecast live on Metro Television, Comcast channel 21, and rebroadcast later in the week.

El consejo de la Ciudad de Eugene agradece su interés en estos asuntos de la agenda. El lugar de la reunión tiene acceso para sillas de ruedas. Se puede proveer a un intérprete para las personas con discapacidad auditiva si avisa con 48 horas de anticipación. También se puede proveer interpretación para español si avisa con 48 horas de anticipación. Para reservar estos servicios llame al 541-682-5010. Las reuniones del consejo de la ciudad se transmiten en vivo por Metro Television, Canal 21 de Comcast y son retransmitidas durante la semana.

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or visit us online at ***www.eugene-or.gov.***

EUGENE CITY COUNCIL
AGENDA ITEM SUMMARY

Work Session: Parks and Recreation System Plan Update

Meeting Date: November 30, 2016 | Agenda Item Number: 1
Department: Public Works/Library Recreation and Cultural Services | Staff: Carolyn Burke
www.eugene-or.gov | Phone: 541-682-8816

ISSUE STATEMENT
In 2015, the Parks and Open Space and Recreation Services divisions launched a process to establish a plan for the future of the Parks and Recreation System. The goals of the system plan are to address current challenges, plan for future population growth and trends, and create a vision to benefit current and future generations. This work session provides City Council with an update on the *PARKS and RECreate* planning process.

BACKGROUND
City Council received updates in January and June of this year that included the results of extensive public engagement efforts, needs assessment findings, and a vision for the future of Eugene's Parks and Recreation. All this information can be found at www.eugparksandrec.org.

Community Engagement
Over the summer, additional public outreach was conducted to share ideas for the future and identify community priorities. Combined with phase one outreach activities, over 10,000 contacts have been made with community members to support this work. Outreach methods include:

- *Picture Your Parks* newsletter mailed to all 83,000 Eugene households
- An online survey with over 800 respondents
- *Little Red* pop-up tour in 10 locations reaching over 1,500 people
- Neighborhood, community group and stakeholder meetings

A random-sample telephone survey was administered to 300 frequent voters to assess satisfaction with Eugene Parks and Recreation and willingness to support additional funding. The survey report is included as Attachment A. Also, an Advisory Group of fifteen community members with broad interests and representing neighborhoods across Eugene has been formed to assist staff with interpreting community engagement results and to provide recommendations for the final plan. The Parks and Recreation Advisory Group roster is included as Attachment B.

Project Priorities
Four principles, resulting from community input, continue to guide decision-making as draft priorities and funding strategies are identified. The principles are:

- Care for and make the most of what we have- Provide safe, clean and fun parks and recreation facilities, and enhance their value for the community to enjoy.
- Serve the entire community- Provide equitable and welcoming access to parks and recreation facilities, regardless of neighborhood, culture, ability or income.
- Create more connections- Build on Eugene's strong foundation of connected open spaces and trail networks by completing and making new connections to nature at the regional, city and neighborhood levels.
- Build better partnerships- Forge new relationships and reinvent old partnerships across all sectors- community health and social services, land use and transportation, education, arts and culture and economic development.

Draft prioritized project lists have been developed for each planning area (Bethel; River Road/ Santa Clara; Willakenzie; City Central; South east; South west Eugene, and city-wide). A prioritization criteria was applied to each project that took into account current facility conditions, the unique needs and community desires of each planning area and triple bottom line considerations of social equity, environmental health and economic prosperity. The criteria is included as Attachment C and draft prioritized project lists organized by planning area are included as Attachment D.

These project lists are considered preliminary for two reasons:

1. They have not yet been reviewed by the public. Input will be sought throughout the winter to refine the draft priorities.
2. The amount of funding that will be available for both operations and capital has not been determined and will be based on future City Council decisions. The amount of planned funding will affect the number of projects that can be accomplished within the given timeframes.

Implementation and Funding Options

There are two distinct paths, each with different funding mechanisms, which are required for implementation of the Parks and Recreation System Plan:

- Parks Operations and Maintenance (O&M) Funding- As discussed for years, current funding levels are not adequate to steward existing park assets, nor to grow the system. An increase in funding of $2.3 million annually is needed to meet critical maintenance needs, address safety and security concerns, and allow for modest development of new parks in areas of high need. Attachment E provides additional information on the current state of parks and funding needs.
- Parks and Recreation Capital Funding- As discussed above, priority projects have been identified that require capital investment to protect existing assets and/or improve service equity. Attachment F provides additional information on the current state of Eugene's recreation facilities. (Note that some capital projects, such as building a new community center or expanding pool hours, will require additional operating funds as well.)

The Trust for Public Lands (TPL) is a national non-profit group that works with communities across the country to improve access to parks and recreation services and find sustainable solutions to funding challenges. TPL has developed a report that contains funding options for

parks and recreation O&M and capital needs that are available in the state of Oregon and within Eugene's existing governance structure. This report is included as Attachment G.

Next Steps
City staff will continue to meet with the Advisory Group, and engage stakeholders and neighborhood and community groups to refine project priorities and actions. Direction from the City Council regarding funding options for both O&M and capital projects will be sought in early 2017, at which time the implementation plan can be finalized and prepared for City Council adoption. Adoption of a plan is anticipated in late spring of 2017.

RELATED CITY POLICIES

- Council goal for Accessible and Thriving Culture and Recreation *(a community where arts and outdoors are integral to our social and economic well-being and are available to all).*
- Council goal for Fair, Stable and Adequate Financial Resources *(a government whose ongoing financial resources are based on a fair and equitable system of revenues and are adequate to maintain and deliver municipal services).*

COUNCIL OPTIONS

This is an informational work session; no action is required at this time.

CITY MANAGER'S RECOMMENDATION

No action is required at this time.

SUGGESTED MOTION

No action is required at this time.

ATTACHMENTS

A. Random Sample Telephone Survey Report, DHM Research, October 2016
B. Parks and Recreation Advisory Group Roster, November 2016
C. Capital Project Prioritization Criteria, November 2016
D. DRAFT Prioritized Capital Project Lists by Planning Area, November 2016
E. State of Parks Update Report, November 2016
F. State of Recreation Facilities Report, November 2016
G. Conservation Finance Feasibility Study, Trust for Public Lands, May 2016

FOR MORE INFORMATION

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Craig Carnagey, POS Director, (541) 682-4930, craig.t.carnagey@ci.eugene.or.us
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ATTACHMENT A

October 2016

City of Eugene

Parks and Recreation Survey

TELEPHONE SURVEY

dhm RESEARCH
DAVIS HIBBITTS & MIDGHALL INC.
PORTLAND | SEATTLE | WASHINGTON DC

Prepared by DHM Research

503.220.0575
239 NW 13th Ave #205
Portland, OR 97209
www.dhmresearch.com

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Introduction & Methodology 1

From September 29 – October 3, 2016, DHM Research conducted a survey of City of Eugene voters. The purpose of the survey was to assess voter satisfaction with Eugene's parks, community centers, and pools, as well as their willingness to support additional funding.

Research Methodology: The telephone survey consisted of 300 voters and took approximately 15 minutes to complete. This is a sufficient sample size to assess voter opinions generally and to review findings by multiple subgroups.

Respondents were contacted by a live interviewer from a list registered voters, which included cell phones. In gathering responses, a variety of quality control measures were employed, including questionnaire pre-testing and validation. Quotas were set by age, gender, political party, and city ward to model a typical primary election.

Statement of Limitations: Any sampling of opinions or attitudes is subject to a margin of error. The margin of error is a standard statistical calculation that represents differences between the sample and total population at a confidence interval, or probability, calculated to be 95%. This means that there is a 95% probability that the sample taken for this study would fall within the stated margin of error if compared with the results achieved from surveying the entire population. The margin of error for this survey is ±5.7%.

DHM Research Background: DHM Research has been providing opinion research and consultation throughout the Pacific Northwest and other regions of the United States for over three decades. The firm is nonpartisan and independent and specializes in research projects to support public policy making.

Summary & Observations 2

Eugene's voters were overwhelmingly satisfied with parks and recreation, and said that they represent a good value for the taxpayer money they spend.

- 80% of voters were satisfied with parks and recreation, with 32% strongly satisfied.
    - Those who were satisfied most frequently cited the maintenance, abundance, and quality of parks in Eugene. Much of dissatisfied voters' sentiments can be traced to homelessness.
- 72% agreed that parks and recreation provide good value to taxpayers, 39% strongly so.
- Democrats and those who used park or recreation services frequently were more positive. That said, all demographic groups had a positive view of parks and recreation services in Eugene.

Addressing safety concerns in some parks was most important to Eugene's voters.

- Almost all (92%) said safety concerns are somewhat or very important (71%) to address.
    - This high level of importance was consistent across all demographics.
- While insufficient funding (79%), outdated and undersized recreation facilities (74%), and the unequal distribution of parks and recreation sites (72%) were deemed important by about three in four voters, these challenges were a clear step below safety concerns in the mind of Eugene's electorate.
    - Party affiliation directly impacted the importance ascribed to each of these three challenges: Democrats' importance levels were an average of 19% points higher than Republicans'.

Voters were split between thinking funding for parks and recreation services should be kept at current levels (47%) and that funding should be increased (43%). Few desired a decrease.

- Democrats, frequent park visitors, and those with household incomes over $100K annually were more likely to call for an increase in funding.

Asked what were the most important projects to fund for recreation and parks in Eugene, voters focused on renovating and expanding existing offerings, with the exception of a new combined community center and public pool.

- A new combined community center and pool (29%) was deemed the most important recreation project to fund, followed closely by renovating and expanding existing community centers (25%).
- With regards to parks, voters most frequently called for an expansion of the city's trail system (27%) and the renovation and maintenance of existing parks and natural areas (21%).

Satisfaction with the maintenance of the City of Eugene's parks was high, and voters were supportive of fully funding park maintenance.

- 77% were satisfied with the maintenance of Eugene's parks, and 28% were very satisfied.
    - Even among the least satisfied voters—Republicans (66%) and infrequent parks visitors (67%)—two in three were satisfied with maintenance.
- Voters were supportive of two scenarios to fully fund the upkeep of parks—$2 million for park maintenance (71%) and $2.5 million for maintenance as well as safety and security services (64%).
    - Democrats drove support for the more affordable (85%) and more expensive (75%) scenarios.

Presented with four options to increase funding for parks and recreation, with each option building on the previous one in terms of cost and the programs and services offered. Eugene's voters supported Option A (62%) and Option B (57%). They stood in opposition to Option C (61%) and Option D (67%).

- The decrease support between Option B and C suggests that there is a cost threshold that Eugene's voters are not willing to cross to fund the city's parks and recreation.
    - Support was again driven by the Democratic voters—61% of all frequent voters in Eugene. From Option B to C, support among these voters dropped precipitously.
- More voters strongly supported Option B than did Option A. Due to this strong support, and Option B's position as the largest funding measure with the support of voters, in-depth analysis is provided in the Key Findings section of the report.

Voters preferred iterative and temporary funding mechanisms for Eugene's parks and recreation, and that those who can afford more, pay more.

- To pay for expanding and building new parks and recreation facilities, 56% preferred to vote every few years on separate, smaller funding packages instead of one large funding package (35%).
- Similarly, 59% preferred a temporary funding measure to provide additional funding for maintenance and operations, as compared to 33% who favored a permanent funding system.
- To pay for parks and recreation services, a majority called for those who could afford more to pay more (53%). One in three (34%) preferred that all pay equally.

Through the survey, party affiliation proved to be the most salient determinant of voters' opinions. Democrats tended to be more satisfied with parks and recreation, and were more amenable to increases in funding.

- Democrats were more satisfied with parks and recreation, the maintenance of parks, and more likely to agree that parks and recreation provides good value to taxpayers.
- A majority of Democrats favored an increase in funding (56%), while two thirds of other voters favored keeping funding at current levels. When faced with specific funding proposals, Democrats were more supportive than Republicans and independent voters.
- In general, Democrats placed more importance on challenges facing parks and recreation. Across all political affiliations, voters placed extremely high importance on addressing safety concerns.

Satisfaction with parks and recreation was high, and voters recognize the challenges facing parks and recreation in Eugene. However, there were clear price sensitivities throughout the survey.

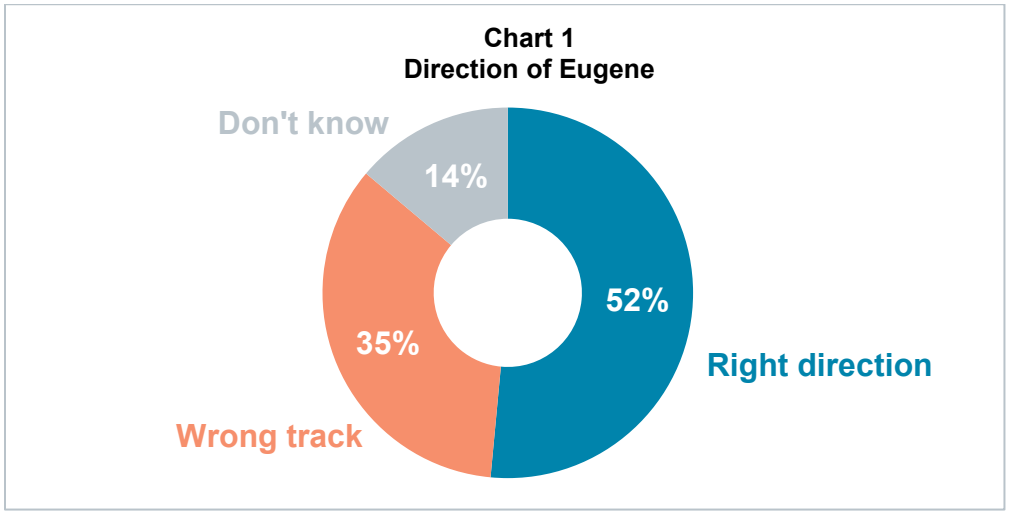
- While voters were supportive of a pair of proposals to fund the maintenance of existing park facilities (71%) and maintenance as well as safety and security services (64%), support fell by 7% points for the second, more expensive proposal.
- With regards to the four options to increase funding, support fell precipitously from Option B (57%), costing $50 million, to Option C (34%), costing $75 million. This drop in support can largely be traced to price sensitivities among Democratic voters.
- As noted above, voters were split about whether funding for parks and recreation should stay at current levels or increase. In this landscape, specifics will be particularly important, including the amount of an increase, the impacts of increased funding, and the form of funding mechanism.

Key Findings 3

DHM Research conducted a telephone survey of voters living in the City of Eugene on behalf of the Parks and Open Space and Recreation Services divisions. The purpose of the survey was to assess voter satisfaction with Eugene's parks, community centers, and pools, as well as their willingness to support certain types of funding.

1.1 WARM UP

Voters in the City of Eugene were by and large positive about the direction their community was headed (Q1). A slight majority of 52% thought things were headed in the right direction, while 35% said they were off on the wrong track, and 14% were unsure.



Source: DHM Research, October 2016

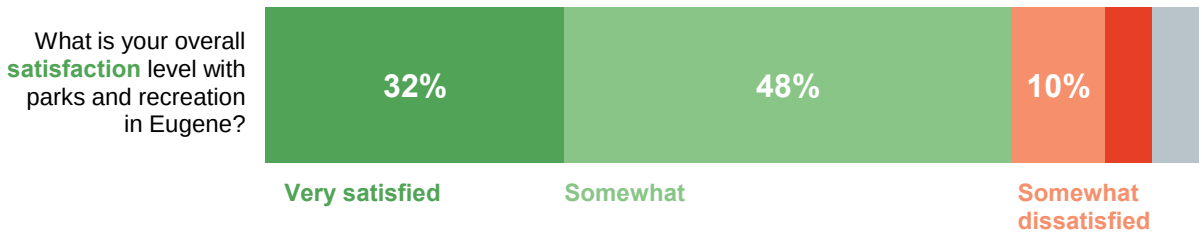
While almost seven in ten Democrats (68%) thought things were headed in the right direction, just 36% of independent voters—including non-affiliated voters, registered Independents, and members of other parties—and 20% of Republicans shared in this optimism. Political affiliation proved to be a major determinant of beliefs throughout the survey, especially on the topic of funding.

Those living in Southeast Eugene were more positive (63%) than voters in Northwest (46%) or Willakenzie (37%). It should be noted that 73% of voters in Southeast were Democrats, as compared to 53% of those from the rest of the city. See the Demographics section of this report on page 19 for an explanation of analysis by geographic area.

1.2 PERCEPTION OF PARKS AND RECREATION

Respondents were asked a series of questions to determine their satisfaction with parks and recreation (Q2), why they held those views (Q3, Q4), and if the city's parks and recreation divisions provided good value to taxpayers (Q5).

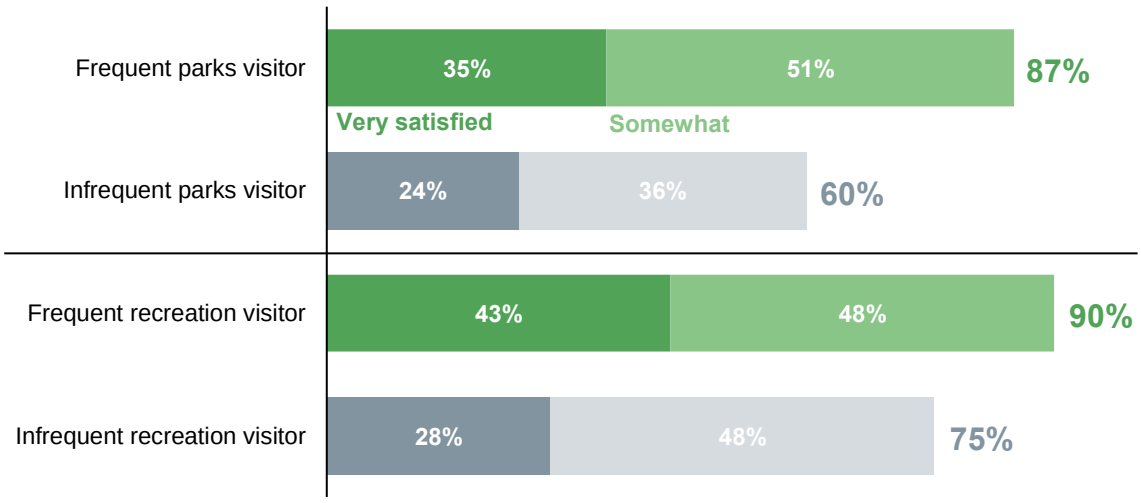
Chart 2
Satisfaction with Parks and Recreation



Source: DHM Research, October 2016

The city's voters were overwhelmingly satisfied with parks and recreation in Eugene (80%), with one in three saying they were very satisfied (Q2). Again, Democrats took a rosier view: 86% were satisfied as compared to 70% of voters with other affiliations.

Chart 3
Satisfaction: Impact of Frequency of Use



Source: DHM Research, October 2016

Voters from households that utilized parks and recreation offerings—parks, community centers, pools—at least once per month were more satisfied than less frequent visitors. Southeast voters (86%) were more satisfied than those from Northwest (72%) or Southwest (70%).

Respondents were asked to explain, in their own words, why they felt the way they did about Eugene's parks and recreation. Those who were satisfied noted the quality of parks, their upkeep, and the abundance of offerings—both in physical spaces and in programming (Q3).

Chart 4
Reasons Satisfied with Parks and Recreation (N=239)

Source: DHM Research, October 2016

Dissatisfied voters focused on safety, upkeep, and homelessness (Q4). While the below results should be interpreted with care due to small sample size (N=47), it is clear that many ascribe their dissatisfaction to the impacts of homelessness in Eugene.

Chart 5
Reasons Dissatisfied with Parks and Recreation (N=47)

Source: DHM Research, October 2016

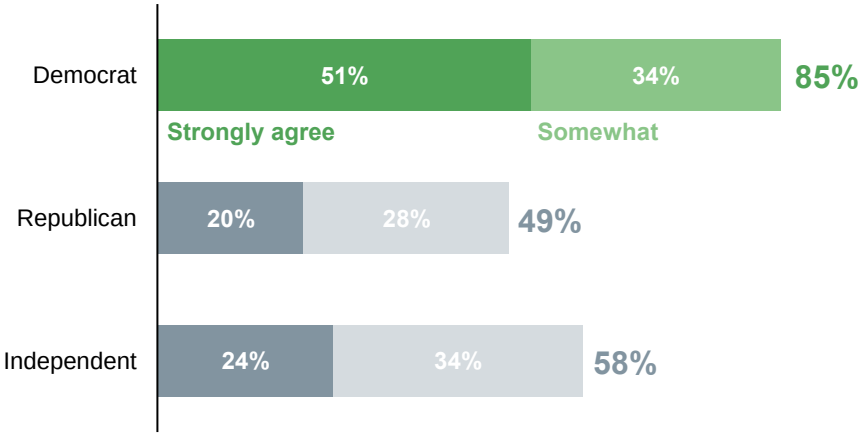
Three-fourths of voters agreed (72%) that the City of Eugene parks and recreation divisions provided good value for the taxpayer money they spend (Q5).

Chart 6
Value of Parks and Recreation

Source: DHM Research, October 2016

Democrats were much more likely to agree that parks and recreation made valuable use of taxpayer money than independent or Republican voters. A higher proportion of Democrats strongly agreed with this claim (51%) than that of Republicans in total agreement (49%).

Chart 7
Value of Parks and Recreation: Party



Source: DHM Research, October 2016

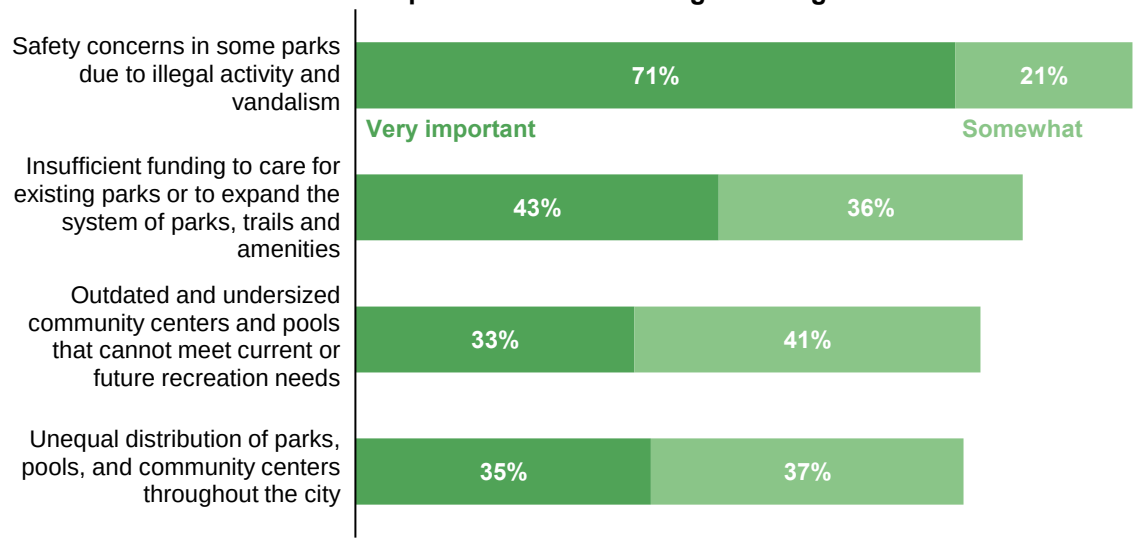
No demographic group had a plurality of those who believed Eugene's parks and recreation did not provide value to taxpayers. That said, some differences were observed.

Voters with household incomes over $100K annually (83%) and who visited parks at least once per month (77%) were also among the most likely to agree that Eugene's parks and recreation were a good value. Again, voters from the Southeast were the most positive of all residents (83%).

1.3 CHALLENGES FACING PARKS AND RECREATION

Respondents were presented with four challenges facing parks and recreation in the City of Eugene—as determined by a needs assessment and community feedback—and asked how important addressing each challenge was (Q6-Q9).

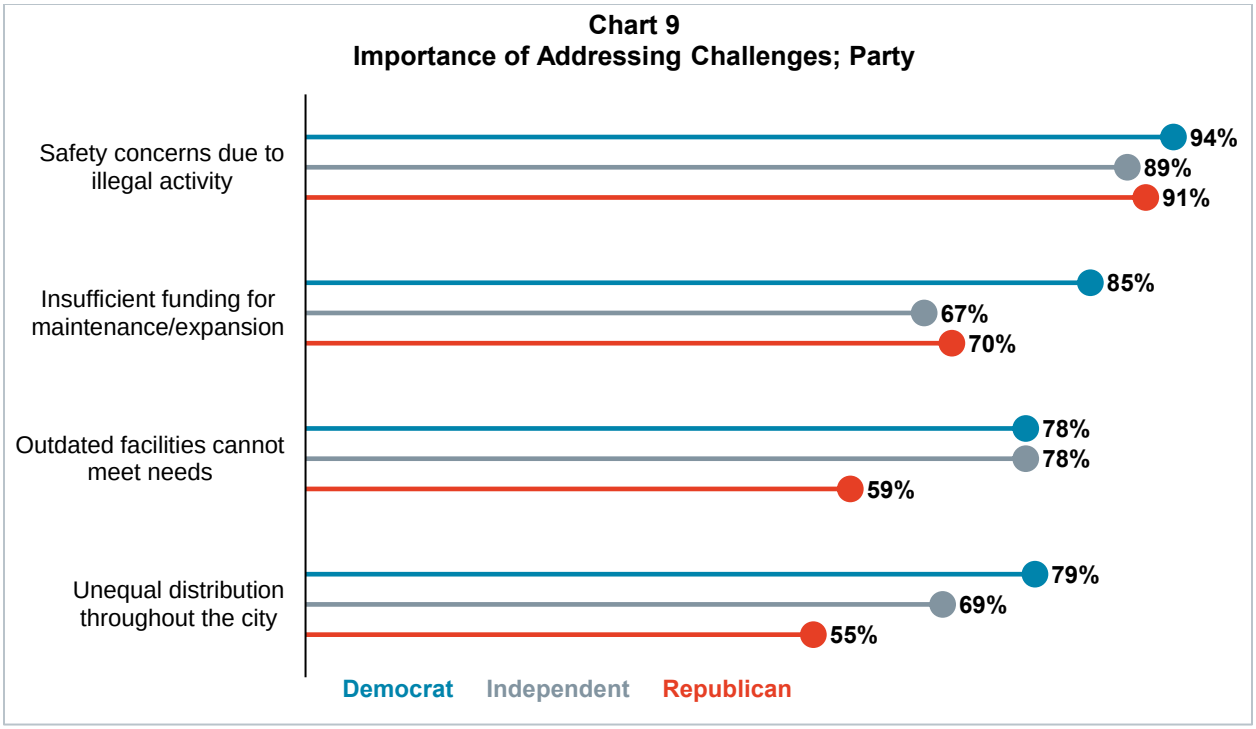
Chart 8
Importance of Addressing Challenges



Source: DHM Research, October 2016

While all four challenges were deemed important by voters, *safety concerns in some parks due to illegal activity and vandalism* stood apart. Almost all (92%) voters said safety concerns were important to address, with 71% describing them as very important—not so far from the proportion of those who found each of the other challenges to be important overall (72-79%). While the other concerns were viewed similarly, *insufficient funding to care for existing parks or to expand the system of parks, trails and amenities* was deemed very important by more of Eugene's voters (43%).

There were few demographic differences with regards to the level of importance voters placed on safety concerns. Notably, those of all political affiliations agreed. Women (77%) were more likely than men (64%) to say safety was very important to address. Voters from Wards 5 (87%) and 6 (88%) were the most likely to give a response of very important.



Source: DHM Research, October 2016

Across the other three identified challenges—insufficient funding, outdated and undersized facilities, unequal distributions of parks and facilities—more variation was observed, with political affiliation leading the way. Democrats placed more importance on each of these three challenges than Republicans did by an average of 19% points. Independent voters provided responses more similar to Democrats except when it came to insufficient funding, where their responses were in line with those of Republicans.

Additionally, those who visited a park at least once a month tended to ascribe higher importance levels (an average of +12% points) to the three challenges than voters who did not. Voters ages 18-29 consistently indicated higher importance levels (88-96%) than older respondents. Southwest voters stood out for the importance they placed on addressing unequal distribution (84%), though caution should be employed in interpreting this data due to small sample size.

1.4 FUNDING LEVEL AND PRIORITIES

The survey also posed a series of questions to determine voters' opinions about funding for parks and recreation services in Eugene (Q10), and what projects they thought were most important for the Parks and Open Space Division (Q11) and Recreation Services Division (Q12) to fund.

Eugene's voters were split between thinking that the city should keep funding for parks and recreation services at their current levels, and that the city should increase funding and add services (Q10). Few called for reductions to funding and cuts to services.

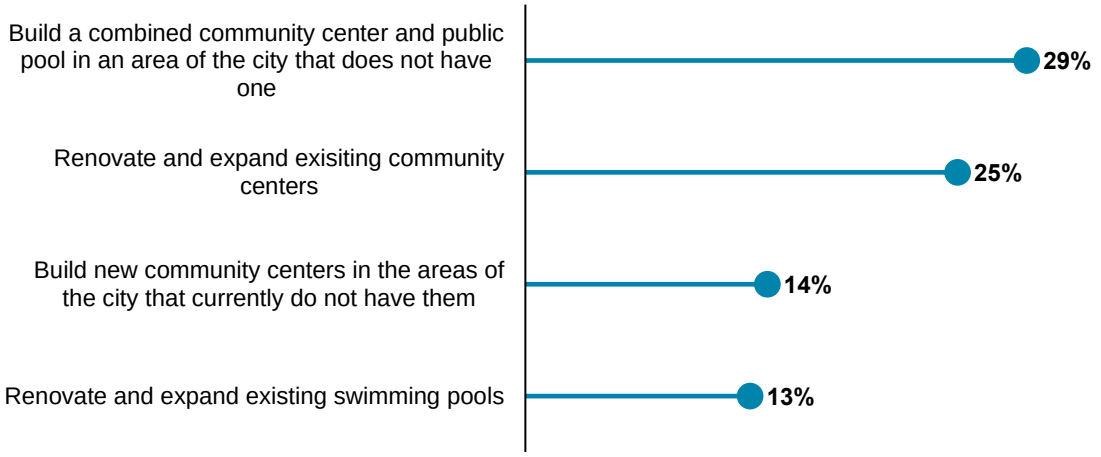
Chart 10
Future of Funding for Parks and Recreation

Source: DHM Research, October 2016

A majority of Democrats (56%) favored an increase in funding, while nearly two-thirds of Republicans (67%) and independent voters (61%) desired that the status quo be maintained. Frequent park visitors were more likely to call for an increase (51%) than less frequent visitors (21%). Voters with household incomes under $25K thought the city should maintain current funding levels (63%), while those with incomes over $100K preferred an increase (58%). Those with incomes between these extremes were split, with 45% preferring to increase funding and 45% preferring to keep funding static.

Respondents were asked which recreation project from a list of five they considered the most important to fund (Q11). Voters were most likely to say it was important to fund a combined community center and pool in an area of Eugene that currently didn't have one, and to provide funds to renovate and expand existing community centers.

Chart 11
Most Important Recreation Project to Fund



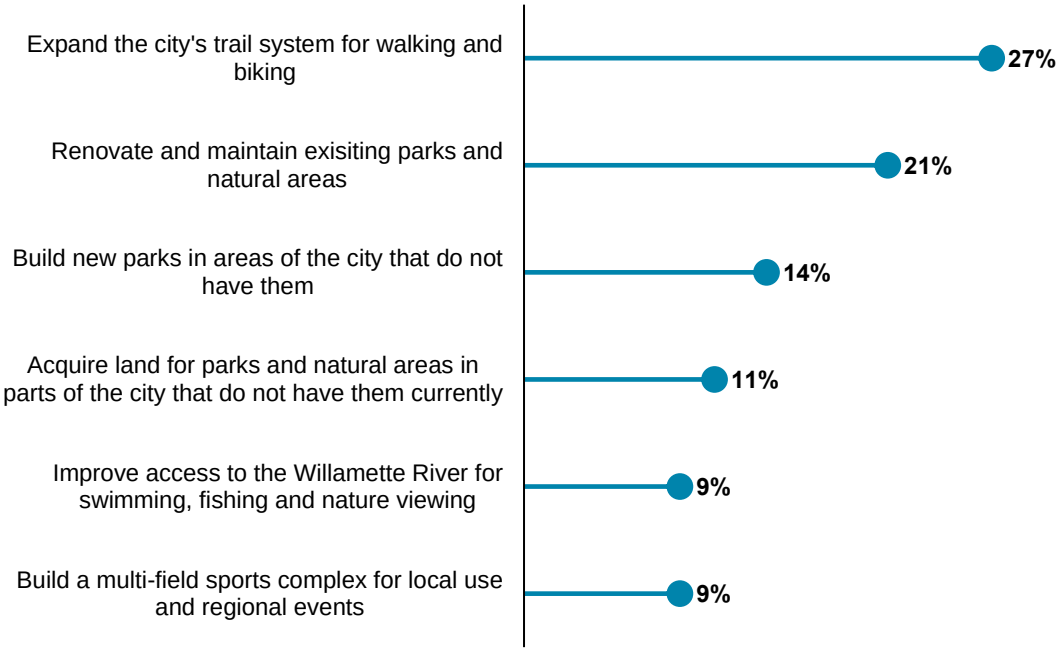
Source: DHM Research, October 2016

Republicans were more likely to prefer renovating and expanding existing community centers (34%), or to say they thought none of the recreation projects were important to fund (19%). Pluralities of Democrats (32%) and independent voters (37%) thought a combined community center and pool in an underserved area of the city was most important.

Those living in Southeast Eugene prioritized building a new combined facility (38%) more than voters from elsewhere in the city (24%).

Respondents were also asked which parks project from a list of six they considered the most important to fund (Q12). Expanding the city's trail system was the most popular project among Eugene's voters, followed by renovating and maintaining existing parks and natural areas.

Chart 12
Most Important Parks Project to Fund



Source: DHM Research, October 2016

Again, a notable proportion of Republicans said none of the proposed projects were important to fund (15%). While Republicans preferred renovation and maintenance, Democrats and independent voters placed more importance on expanding the city's trail system.

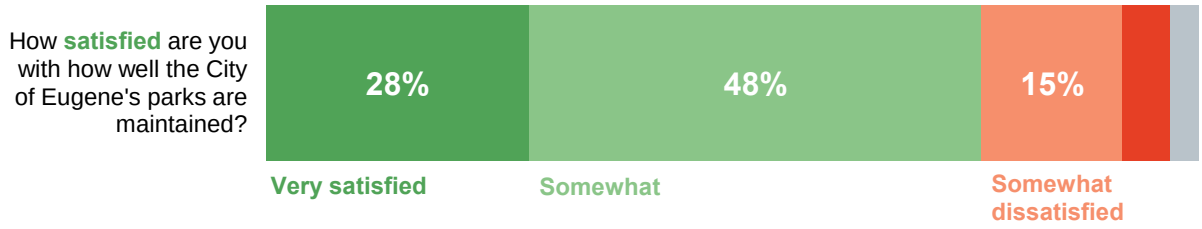
Those with children in their household were more supportive of expanding Eugene's trail system (37%) than those without (24%). One in three frequent park visitors (33%) also prioritized the trails, as compared to just 13% of those who did not visit a park at least once a month. A notable 11 out of 25 of Ward 3 voters said the trail system project was the most important to fund.

1.5 OPERATIONS AND MAINTENANCE

Voters were asked a series of questions about the maintenance and upkeep of Eugene's parks, including their satisfaction (Q13) and support for two possible funding scenarios for park upkeep (Q14-15).

Three in four (77%) were satisfied with the maintenance of the City of Eugene's parks, with 28% saying they were very satisfied (Q13). These results mirror voters' overall satisfaction with parks and recreation in Eugene, as assessed earlier in the survey.

Chart 13
Satisfaction with Maintenance of Parks

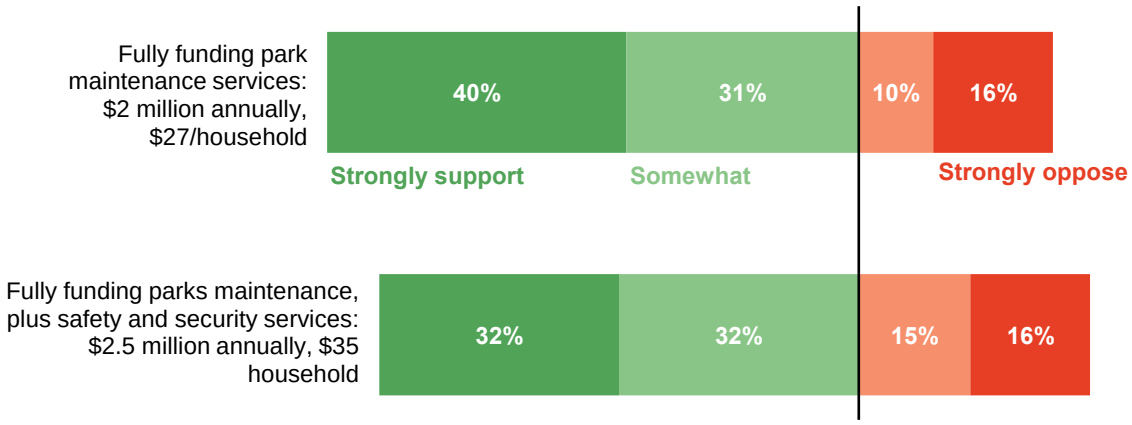


Source: DHM Research, October 2016

Similar demographic patterns were also observed, with Democrats (81%) and frequent park visitors (79%) saying they were more satisfied than Republicans (66%) and infrequent visitors (67%) did. Again, voters from Southeast Eugene were more satisfied at 81%, compared to just 61% of those in Southwest.

Respondents were next given information on a pair of funding scenarios for the upkeep of Eugene's parks. The first scenario called for an additional $2 million annually—about $27 for a typical household—to fully fund maintenance of existing park facilities (Q14). This maintenance included maintaining lawns and natural areas, park clean-up, and servicing restrooms. The second scenario included all the funding for maintenance described in the first scenario, and also allocated funds to provide safety and security services at city parks (Q15). This scenario called for an additional $2.5 million annually, or about $35 for a typical household.

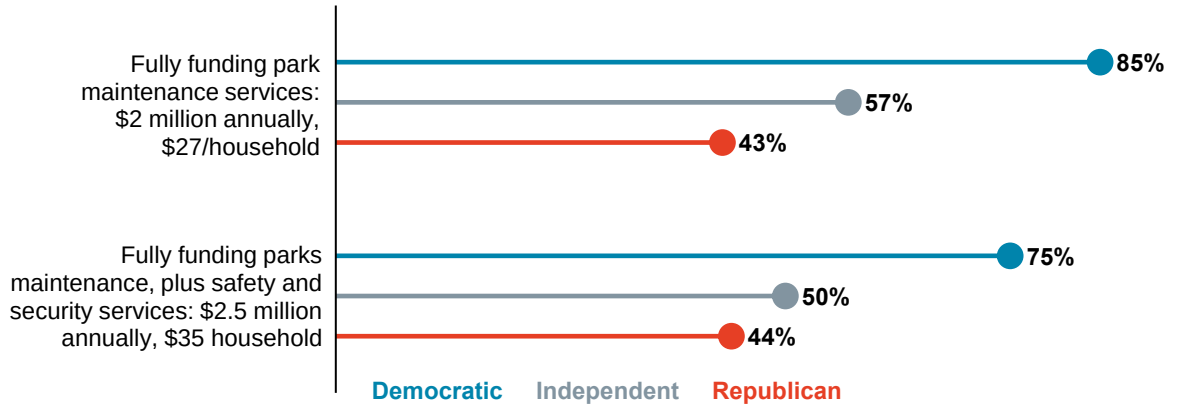
Chart 14
Support: Fully Funding Park Maintainence



Source: DHM Research, October 2016

Support for both funding scenarios was high. Some 71% supported fully funding park maintenance services at a cost of an additional $2 million annually. Nearly as many (64%) supported fully funding maintenance as well as safety and security services for Eugene's parks at an additional cost of $2.5 million annually. In both cases, the proportion of voters in strong support was at least double that of those in strong opposition. This is a simple, yet effective bellwether for the prospects of any funding proposition.

Chart 15
Total Support: Fully Funding Park Maintenance; Party



Source: DHM Research, October 2016

The largest differences in support for both funding scenarios were by political affiliation. Democrats overwhelmingly supported the $2 million (85%) and $2.5 million (75%) scenarios, though support dropped by 10% points—likely due to the increase in cost. Less than half of Republicans supported either measure, though there was no drop in support when considering the more expensive proposal. While Republicans indicated cost sensitivities throughout the survey, the inclusion of funding for safety and security services likely served as a counterbalance. Slight majorities of independent voters supported the $2 million (57%) and $2.5 million (50%) scenarios. Some price sensitivity was observed (-7% points).

Across both scenarios, women were more supportive than men were. More frequent visitors to parks also tended to be more supportive than those who did not visit a park at least once per month. Despite these differences, voters in all four demographic groups exhibited similar price sensitivity.

Table 1
Total Support: Fully Funding Park Maintenance; Price Sensitivity

Demographic	Scenario 1: $2 million	Scenario 2: $2.5 million	Price sensitivity
Women	76%	71%	-5% points
Men	64%	56%	-8% points
Frequent parks visitor	77%	70%	-7% points
Infrequent visitor	57%	51%	-6% points

Source: DHM Research, October 2016

Finally, voters living in Southeast Eugene were significantly more likely to support each scenario than those living in Willakenzie or Northwest.

1.6 FUNDING OPTIONS

Eugene's voters were next asked if they supported or opposed a series of four options to increase funding to maintain and expand parks and recreation programs and services in Eugene (Q16-Q19). Each option built on the previous one, and represented an increase in cost. Respondents were provided with an explanation of the impact the option would have on parks and recreation, total cost, and an estimate for annual burden for a typical household.

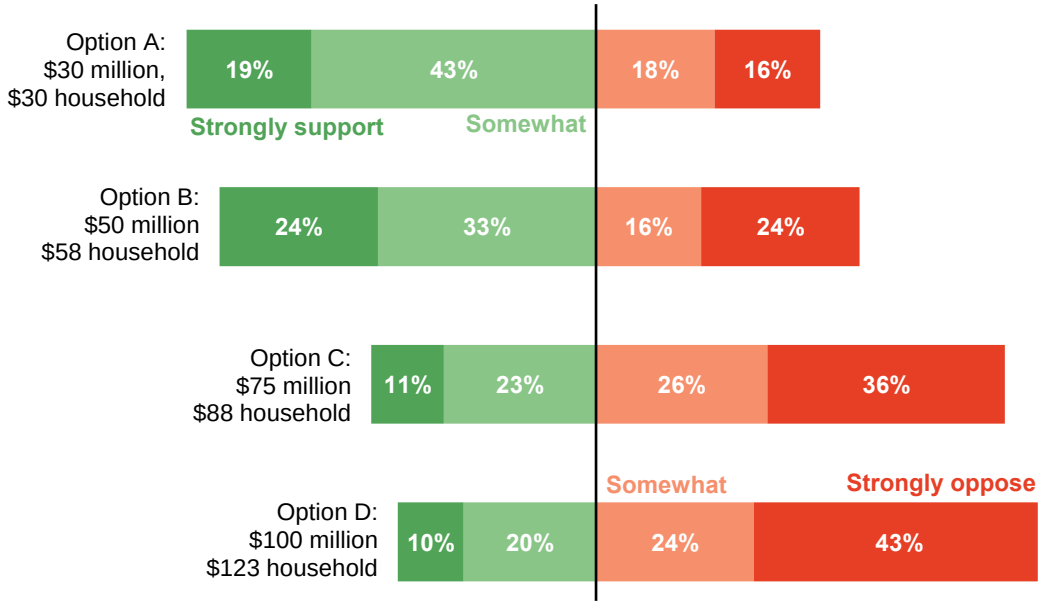
Table 2
Description of Options to Increase Funding

Option	Total Cost	Annual Cost/ Household	Impact
Option A	$30 million	$30	Renovates and expands existing parks and one swimming pool.
Option B	$50 million	$58	Additionally, it renovates and expands up to three existing community centers, improves safe access to the Willamette River, expands the city's trail system for walking and biking, and builds five new neighborhood parks in areas of the city that currently have limited access.
Option C	$75 million	$88	Additionally, it renovates and expands an additional swimming pool and community center, and builds one large community park with playgrounds and picnic areas.
Option D	$100 million	$123	Additionally, it builds one new swimming pool and community center and five additional neighborhood parks in areas of the city that currently have limited access to parks and recreation facilities.

Source: DHM Research, October 2016

Support was highest for Option A, at 62% of Eugene's voters. Option B was supported by nearly as many voters (57%), and the proportion of those in strong support and strong opposition both rose. About one in three (34%) supported Option C, and even fewer did so for Option D (30%). For these last two options, strong opposition was greater than total support.

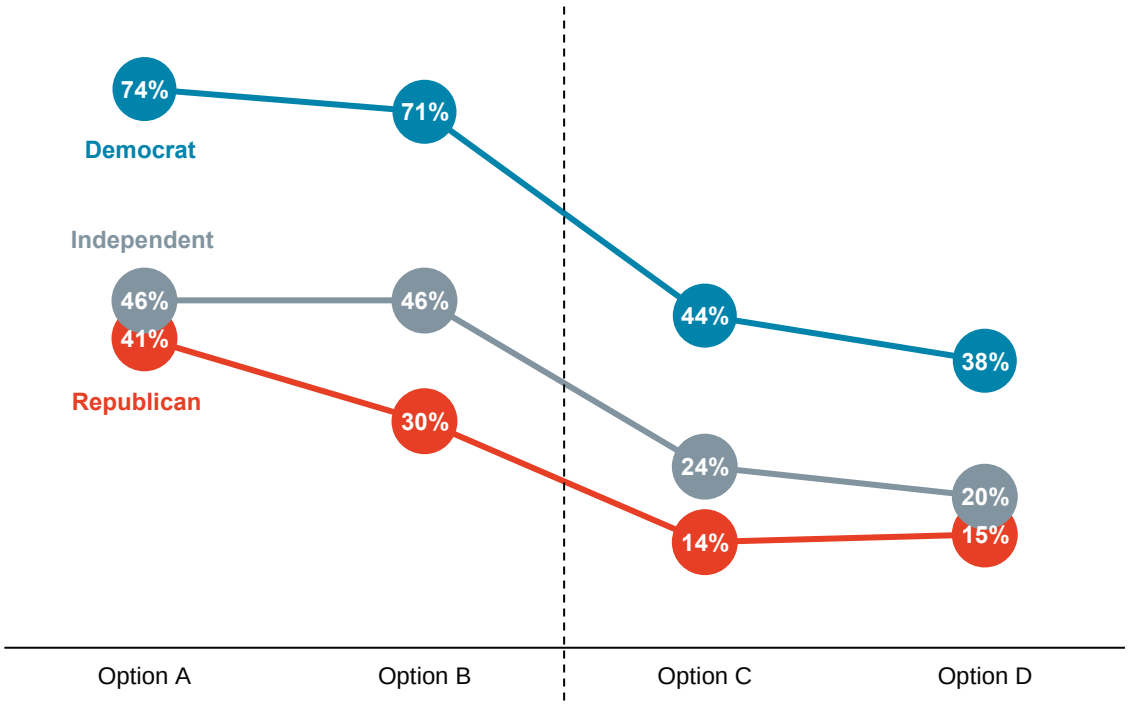
Chart 16
Support: Options to Increase Funding



Source: DHM Research, October 2016

As observed elsewhere in the survey, party affiliation played a significant role in voters' opinions. For Option A, 74% of Democrats were supportive, as compared to 41% of Republicans and 46% of independent voters. Total support for Option B remained consistent for Democrats (71%) and independent voters (46%), while the proportion of Republicans in support fell by 9% points. More Democrats and independent voters were strongly supportive of Option B than Option A.

Chart 17
Total Support: Options to Increase Funding: Party



Source: DHM Research, October 2016

Support for Option C plummeted across all party affiliations, with just 44% of Democrats and less than one in four of independent (24%) and Republican voters (14%) supporting the proposal. The story was much the same for Option D. For both Option C and D, voters under 30 were the only group where a majority supported funding.

As with elsewhere in the survey, those who had visited parks more frequently were supportive of funding for parks and recreation, while less frequent visitors tended to oppose funding. Voters in Southeast Eugene were the most supportive.

OPTION B ANALYSIS

Further analysis of voters' opinions of Option B follows. This is due to Option B's position as the largest funding measure with the support of Eugene's voters, and the increase of strong support seen among Democrats and independent voters (Q17). To recap, 57% supported the option, with 24% in strong support. Four in ten (40%) were opposed, with 24% in strong opposition.

Support tracked with age. For example, 78% of voters under 30 supported Option B as compared to just 49% of those over 65. Voters over the age of 45 (30%) were significantly more likely than their younger counterparts (11%) to strongly oppose Option B.

While no statistical significance was observed in overall support, voters with household income over $75K annually (40%) were twice as likely to strongly support Option B than those with lower incomes (20%).

While overall support was not so different between men (54%) and women (60%), the latter were significantly more likely to strongly support Option B: 30%, as compared to 18%.

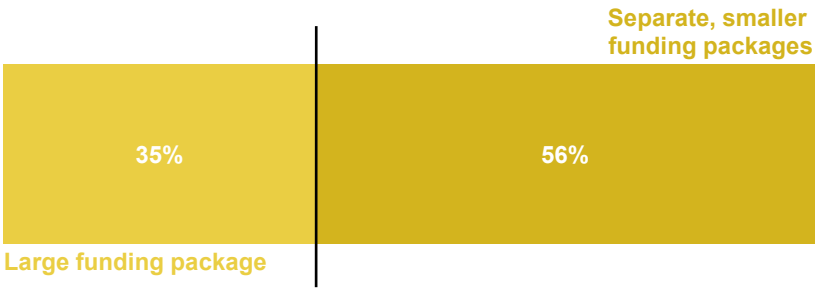
The only groups with a majority in opposition of Option B were Republicans (68%), those who visited parks less frequently than once a month (65%), and independent voters (51%). Almost half of Republicans (45%) and infrequent park visitors (47%) strongly opposed the funding proposal.

1.7 FUNDING MECHANISMS

To close the survey, voters were asked about methods to fund parks and recreation in Eugene, irrespective of if they supported or opposed increasing funding (Q20-Q22). For each question, respondents were asked which of a pair of statements was closer to their preference.

To pay for expanding and building new park and recreation facilities, 56% preferred to vote every few years on separate, and smaller funding packages while just 35% preferred voting on one large funding package that would completely fund parks and recreation needs for the next 10-15 years (Q20).

Chart 18
Type of Funding Package: Expanding

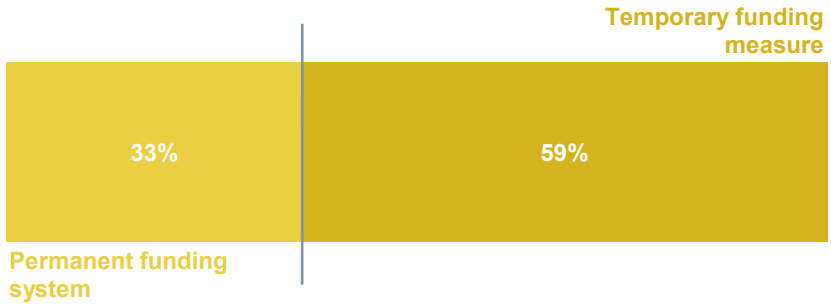


Source: DHM Research, October 2016

To varying degrees, voters from almost all backgrounds preferred the iterative funding process. The one exception was those with a household income of over $100K annually, a slight majority of who preferred one large funding package (50%). Preference for the iterative process was particularly strong among Republicans (68%), infrequent park visitors (69%), and those with incomes of $25K or less (74%).

When it came to providing existing parks with additional funding for maintenance and operations, 59% preferred a temporary funding measure voted on every five years while just one in three (33%) called for a permanent funding system overseen by Eugene's elected leaders (Q21).

Chart 19
Type of Funding Package: Maintenance and Operations

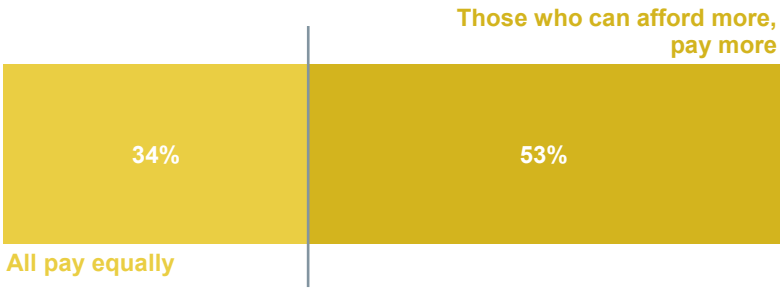


Source: DHM Research, October 2016

This preference was consistent across all demographics, though was particularly pronounced among Republicans (82%), those who had voted in two or fewer of the last four elections (75%), and those with household incomes of less than $50K (71%).

Finally, 53% preferred that those who can afford more, pay more for parks and recreation services, compared to 34% who wanted all to pay equally (Q22).

Chart 20
Preference to Pay for Parks and Recreation Services



Source: DHM Research, October 2016

Democrats strongly preferred that those who can afford more, pay more (65%). A nearly equal proportion of Republican voters preferred that all pay an equal amount (62%). While more evenly split, a plurality of independent voters called for a progressive pay scale (46%).

Demographics 4

The following section contains clarifying information about the demographic makeup of survey respondents, as well as comparisons to frequent and registered voters in Eugene.

By age, survey respondents were demographically consistent with frequent voters—those who had voted in two or more of the last four elections. Frequent voters in most communities tend to skew older than all registered voters, and do so to an even further degree when compared to the general population.

Table 3
Age Comparison

Response Category	Survey Respondents	Frequent Voters (2 of 4)	Registered Voters	Census (18+)
18-29	11%	11%	27%	33%
30-44	20%	20%	23%	22%
45-64	36%	36%	28%	30%
65+	33%	33%	22%	15%

Source: DHM Research, October 2016

Survey respondents were similar to the general population of Eugene in terms of children under the age of 18 living in the household.

Table 4
Children in Household Comparison

Response Category	Survey Respondents	Census (18+)
Children <18 in HH	26%	26%
No Children in HH	70%	74%
Refused	4%	--

Source: DHM Research, October 2016

Those surveyed were also demographically consistent with frequent voters on the basis of party registration. The 1 percentage point difference in independent voters was a result of rounding.

Table 5
Party Affiliation Comparison

Response Category	Survey Respondents	Frequent Voters (2 of 4)	Registered Voters
Democrat	61%	61%	51%
Republican	23%	23%	19%
Independent voters	17%	16%	31%

Source: DHM Research, October 2016

Finally, the distribution of survey respondents by ward was consistent with that of frequent voters. Through the survey, analysis is provided based on four geographic areas made by bundling wards together: Southeast, Willakenzie, Northwest, and Southwest.

Table 6
Ward and Geographic Area Comparison

Response Category	Survey Respondents	Frequent Voters (2 of 4)	Registered Voters
Southeast	39%	39%	40%
Ward 1	14%	14%	13%
Ward 2	17%	17%	13%
Ward 3	8%	8%	13%
Willakenzie	27%	27%	25%
Ward 4	13%	13%	12%
Ward 5	14%	14%	13%
Northwest	22%	22%	24%
Ward 6	11%	11%	12%
Ward 7	11%	11%	12%
Southwest	12%	12%	12%
Ward 8	12%	12%	12%

Source: DHM Research, October 2016

Appendix 5

City of Eugene: Parks and Recreation Survey
September 29 – October 3, 2016
N=300; Frequent Voters; ±5.7% margin of error
15 minutes
DHM Research
Project # 00210

Hello, my name is _____ from (name of fielding house). I have some questions about your community.

WARM UP

1. All things considered, do think that the City of Eugene is headed in the right direction or are things off on the wrong track?

Response Category	N=300
Right direction	52%
Wrong track	35%
(don't read) Don't know	14%

PERCEPTION OF PARKS AND RECREATION

The primary focus of this survey is on the parks and recreation services in the City of Eugene.

2. To start, what is your overall satisfaction level with parks and recreation in Eugene? Are you very satisfied, somewhat satisfied, somewhat dissatisfied, or very dissatisfied?

Response Category	N=300
Very satisfied	32%
Somewhat satisfied	48%
Somewhat dissatisfied	10%
Very dissatisfied	5%
(don't read) Don't know	5%

3. **(if very/somewhat satisfied to Q2)** Why are you satisfied? **(open)**

Response Category	N=239
Well-maintained	24%
Lots of parks/availability	23%
Nice/good parks	20%
Clean/free of litter	11%
Abundance of programs/activities	9%
Close to where I live	7%
Satisfied/no problems	7%
Beautiful parks	7%
Walking/hiking trails	5%
Bike trails	5%
All other responses	4% or less
None/Nothing	2%
Don't know	1%

4. **(if very/somewhat dissatisfied to Q2)** Why are you dissatisfied? **(open)**

Response Category	N=47
Homeless encampments	37%
Parks are not maintained	35%
Too much funding goes to parks	18%
Unsafe -- general	18%
Drugs/drug paraphernalia	16%
Acquiring too much land	11%
Not enough funding	8%
Not safe/won't let me children there	7%
People in charge are badly managing	6%
Other	47%

5. Next, do you agree or disagree with the following statement: The City of Eugene Parks and Recreation provides good value for the taxpayer money they spend. **(wait and ask strongly/somewhat)**

Response Category	N=300
Strongly agree	39%
Somewhat agree	33%
Somewhat disagree	9%
Strongly disagree	10%
(don't read) Don't know	9%

A City of Eugene needs assessment, and community feedback, identified four challenges facing local parks and recreation Please tell me if addressing that challenge is very important, somewhat important, not too important, or not at all important. **(randomize items)**

Response Category	Very Important	Smwt Important	Not Too Important	Not at All Important	Don't know
6. Insufficient funding to care for existing parks or to expand the system of parks, trails and amenities.	43%	36%	11%	6%	4%
7. Outdated and undersized community centers and pools that cannot meet current or future recreation needs.	33%	41%	14%	6%	6%
8. Unequal distribution of parks, pools and community centers throughout the city, leaving some neighborhoods with less access to parks and recreation facilities.	35%	37%	15%	9%	4%
9. Safety concerns in some parks due to illegal activity and vandalism.	71%	21%	5%	1%	2%

10. Which of the following statements is closest to your opinion about funding for parks and recreation services in Eugene **(rotate A and B)**

Response Category	N=300
a. The city should reduce parks and recreation funding and make cuts to services	5%
b. The city should increase parks and recreation funding and add additional services	43%
c. The city should keep funding for parks and recreation services at their current levels	47%
d. **(don't read)** Don't know	6%

PREFERRED OPTIONS

Thank you.

The City of Eugene Parks and Recreation is interested in your opinions about funding.

11. From the following list, please tell me which one of the following recreation projects is the most important to fund. **(randomize options)**

Response Category	N=300
a. Renovate and expand existing community centers	25%
b. Renovate and expand existing swimming pools	13%
c. Build new community centers in areas of the city that currently do not have them	14%
d. Build new swimming pools in areas of the city that currently do not have them	7%
e. Build a combined community center and swimming pool in areas of the city that currently do not have them	29%
f. **(don't read)** None	8%
g. **(don't read)** Don't know	4%

12. Which one of the following parks projects is the most important to fund? **(randomize options)**

Response Category	N=300
a. Improving access to the Willamette River for swimming, fishing and nature viewing	9%
b. Renovate and maintain existing parks and natural areas	21%
c. Build new parks in areas of the city that currently do not have them	14%
d. Expand the city's trail system for walking and biking to connect existing parks, natural areas and neighborhoods	27%
e. Build a multi-field sports complex for local use and regional events	9%
f. Acquire land for parks and natural areas in parts of the city that currently do not have them	11%
g. **(don't read)** None	5%
h. **(don't read)** Don't know	3%

OPERATIONS AND MAINTAINENCE

Thank you. Now I'd like to turn to another set of questions about the maintenance and upkeep of Eugene's parks.

13. Overall, how satisfied are you with how well the City of Eugene's parks are maintained: very satisfied, somewhat satisfied, somewhat dissatisfied, or very dissatisfied?

Response Category	N=300
Very satisfied	28%
Somewhat satisfied	48%
Somewhat dissatisfied	15%
Very dissatisfied	5%
(don't read) Don't know	3%

14. The City of Eugene currently does not have the resources to maintain its existing park facilities, including maintaining lawns and natural areas, park clean-up and servicing restrooms. It would take an additional $2 million annually, or about $27 for a typical household, to fully fund park maintenance.

    Would you strongly support, somewhat support, somewhat oppose, or strongly oppose fully funding park maintenance services?

Response Category	N=300
Strongly support	40%
Somewhat support	31%
Somewhat oppose	10%
Strongly oppose	16%
(don't read) Don't know	3%

15. The City of Eugene also does not have the resources to provide safety and security services at city parks. It would take an additional $2.5 million, or about $35 for a typical household, to fully fund park maintenance and safety and security services.

    Would you strongly support, somewhat support, somewhat oppose, or strongly oppose fully funding parks maintenance, plus safety and security services?

Response Category	N=300
Strongly support	32%
Somewhat support	32%
Somewhat oppose	15%
Strongly oppose	16%
(don't read) Don't know	5%

CAPTIAL FUNDING

I'd now like to ask about four options to increase funding to maintain and expand parks and recreation programs and services. These options are only examples. No decisions have been made. Your answers will help guide further community discussions.

For each, please tell me if you would strongly support, somewhat support, somewhat oppose, or strongly oppose the option. I will read these in order from the least to most comprehensive. The options build on each other. Please keep that in mind and listen closely.

$30 million option

16. Let's call this first option, Option A. Option A Renovates and expands many existing parks and one swimming pool. The total cost is $30 million, or about $30 annually for a typical household.

    Would you strongly support, somewhat support, somewhat oppose or strongly oppose Option A?

Response Category	N=300
Strongly support	19%
Somewhat support	43%
Somewhat oppose	18%
Strongly oppose	16%
(don't read) Don't know	3%

$50 million option

17. Next is Option B. This option includes everything in Option A. Additionally, it Renovates and expands up to three existing community centers, improves safe access to the Willamette River, expands the city's trail system for walking and biking and builds five new neighborhood parks in areas of the city that currently have limited access. The total cost is $50 million, or about $58 annually for a typical household.

    Would you strongly support, somewhat support, somewhat oppose or strongly oppose Option B?

Response Category	N=300
Strongly support	24%
Somewhat support	33%
Somewhat oppose	16%
Strongly oppose	24%
(don't read) Don't know	2%

$75 million option

18. Next is Option C. This option includes everything from Options A and B. Additionally, it Renovates and expands an additional swimming pool and community center, and builds one large community park with playgrounds and picnic areas. The total cost is $75 million, or about $88 annually for each household.

    Would you strongly support, somewhat support, somewhat oppose or strongly oppose Option C?

Response Category	N=300
Strongly support	11%
Somewhat support	23%
Somewhat oppose	26%
Strongly oppose	36%
(don't read) Don't know	5%

$100 million option

19. The final option is Option D. This option includes everything from Options A, B and C. Additionally, it builds one new swimming pool and community center and five additional neighborhood parks in areas of the city that currently have limited access to parks and recreation facilities. The total cost for this option is $100 million, or about $123 annually a typical household.

    Would you strongly support, somewhat support, somewhat oppose or strongly oppose Option D?

Response Category	N=300
Strongly support	10%
Somewhat support	20%
Somewhat oppose	24%
Strongly oppose	43%
(don't read) Don't know	3%

FUNDING MECHANISM

Regardless if you support or oppose increasing funding for park and recreation, I'd like about different methods that the City could fund them.

I am now going to read to you pairs of statements. For each, please tell me which is closer to your preference, even if neither matches your view exactly.

20. To pay for expanding and building new park and recreation facilities, would you prefer to… **(rotate statements)**

Response Category	N=300
a. Vote on one large funding package that would completely fund the parks and recreation needs for the next 10-15 years.	35%
b. Every few years, vote on separate, smaller funding packages that would each make progress towards meeting parks and recreation needs.	56%
c. **(don't read)** Neither	4%
d. **(don't read)** Don't know	6%

21. Existing parks need additional funding for maintenance and operations. Would you prefer… **(rotate statements)**

Response Category	N=300
a. A temporary funding measure that would have to be voted on every five years	59%
b. A permanent funding system that is voted on once and overseen by the city's elected leaders	33%
c. **(don't read)** Neither	3%
d. **(don't read)** Don't know	5%

22. To pay for parks and recreation services, would you prefer that… **(rotate statements)**

Response Category	N=300
a. All pay equally	34%
b. Those who can afford more, pay more	53%
c. **(don't read)** Neither	5%
d. **(don't read)** Don't know	9%

DEMOGRAPHICS

23. Gender **(by observation)**

Response Category	N=300
Male	49%
Female	51%

24. Age **(record from sample)**

Response Category	N=300
18-29	11%
30-44	20%
45-64	36%
65+	33%

25. Area of city: **(record from sample)**

Response Category	N=300
Ward 1	14%
Ward 2	17%
Ward 3	8%
Ward 4	13%
Ward 5	14%
Ward 6	11%
Ward 7	11%
Ward 8	12%

26. Party **(record from sample)**

Response Category	N=300
Democrat	61%
Republican	23%
Independent Party of Oregon	4%
Other	2%
Non-affiliated	11%

27. Voting history **(record from sample)**

Response Category	N=300
0/1 of 4	14%
2 of 4	23%
3 of 4	23%
4 of 4	40%

28. Do any children under age 18 live in your home?

Response Category	N=300
Yes	26%
No	70%
(don't read) Refused	4%

29. Do you own your own home, rent your home, or something else?

Response Category	N=300
Own	69%
Rent	22%
Something Else	5%
(don't read) Refused	4%

30. What is your total household income, before taxes? Remember to include everyone living in your household. Your best estimate will do.

Response Category	N=300
Less than $25,000	16%
$25,000 to less than $50,000	23%
$50,000 to less than $75,000	15%
$75,000 to less than $100,000	9%
$100,000 or more	19%
(don't read) Refused	17%

31. How frequently do you or someone in your household visit Eugene parks?

Response Category	N=300
Daily	14%
Weekly	38%
Monthly	18%
Less than once per month	18%
Never	8%
(don't read) Refused	4%

32. How frequently do you or someone in your household visit a Eugene community center or pool?

Response Category	N=300
Daily	1%
Weekly	9%
Monthly	14%
Less than once per month	34%
Never	36%
(don't read) Refused	4%

Parks and Recreation Advisory Group Membership

10/25/2016

Community Member	**Planning Area**
Coyote Jones (youth representative)	Willakenzie
Dr. Richard Kincade	Springfield
Hugh Prichard	Southeast
Joe Maruschak	Willakenzie
Kelly Prusz	Willakenzie
Kelly Reis	Southwest
Kevin Shanley	Southeast
Lyllye Parker	Willakenzie
Marjorie Smith	City Central
Lucy McGuire (youth representative)	Southwest
Misenga Scott	Southeast
Pat McGillivray	Bethel
Penny Wardle	Bethel
Rosalia Marquez	River Road/ Santa Clara
Scott Sanders	River Road/ Santa Clara
City Staff	
Carolyn Burke, Project Manager	
Craig Carnagey, Parks and Open Space Director	
Craig Smith, Recreation Services Director	
Philip Richardson, POS Staff	
Sandy Shaffer, Recreation Staff	

PARKS & RECreate Project Prioritization

Park and Habitat Projects

11/8/2016

A: Addresses challenges			**Points**
	1	Improves sense of safety	5; 10
	2	Addresses maintenance challenge	5; 10
	3	Improves geographic distribution of parks	10
	4	Addresses identified special facility/amenity gap	5
B: Survey Results			
	5	Community-wide points	up to 5
	6	Planning area points	up to 5
C: Timing/ Urgency (all that apply)			
	7	Mitigating failure	5
	8	Opportunity lost	5
	9	Regulatory mandate	2; 5
	10	Low hanging fruit	2
D: Leverages opportunities (all that apply)			
	11	Connectivity/access	2
	12	Natural resource	2
	13	Multiple benefits (outside realm of P&R)	2
	14	Programming/ education	2
	15	Partner/donation funding	2
	16	Revenue generating	2
	18	Supports green infrastructure	2
E: Addresses trends (all that apply)			
	19	Growing community (capacity enhancing)	2
	20	Specifically targets programmng to serve 55+	2
	21	Location serves diversity	2
	22	Location serves low-income (+youth and density)	2
	23	Addresses climate change	2
Sub-Total			
F: Other circumstances (up to 5 pts)			5
		Total Points	

Recreation Projects

11/8/2016

A: Addresses challenges			**Points**
	1	Addresses Rec Facility capacity/function limitations	5
	2	Improves geographic distribution	10
B: Survey Results			
	3	Community-wide Points	up to 4
	4	Planning Area Points	up to 4
C: Timing/ Urgency (all that apply)			
	5	Mitigating failure	10
	6	Addresses condition issues/ historic preservation	5
D: Leverages opportunities (all that apply)			
	7	Multiple benefits	2
	8	Programming/ education	2
	9	Strong opportunity for partnership	2
	10	Revenue generating	up to 5
	11	Improves sense of safety	2
	12	Improves operating/staffing efficiency	2
	13	Improves energy efficiency/ sustainability	2
E: Addresses trends (all that apply)			
	14	Growing community (capacity enhancing)	2
	15	Specifically targets programmng to serve 55+	2
	16	Location serves diversity	2; 3
	17	Location serves low-income families	2; 3
	18	Addresses climate change	2
		Subtotal	
F: Other circumstances			up to 5
		Total Points	

DRAFT Prioritized Capital Project List
Citywide Projects

11/21/2016

1= 1-5yrs
2= 6-10 yrs
3= beyond

Project #	Project Description	DRAFT Priority
E1	Improve areas for informal family gatherings (Latino Engagement findings)	1
E2	Implement comprehensive signage improvements	1/2/3
E3	Install additional benches throughout system	1
E4	Develop and implement a city-wide irrigation system water management plan	1/2/3
E5	Develop and implement a comprehensive approach to locating inclusive play	1/2/3
E6	Update school playground usage agreements and partner to provide renovations as needed	1/2
E7	Develop and implement a city-wide restroom system master plan	1/2/3
E8	Develop and implement a comprehensive approach to locating multi-generational playgrounds/exercise equipment	1/2/3
E9	P'etanque Court improvements	2
E10	Pickleball Court conversion	1
E11	Neighborhood park lighting improvements	1/2/3
E12	Nature Education Center/ Event rental facility	3
E13	Riverfront equipment rental facility	3
E14	Plan and implement new wetland mitigation bank to support Envision Eugene	1
E15	River visioning project implementation to improve safe access to the Willamette River for swimming, fishing, paddling and nature viewing while maintaining or improving habitat for fish and wildlife	1/2/3
E16	Trails Plan Special Studies	1/2/3
E17	Amazon Creek water trail feasibility study	2
E18	Feasibility study of bicycle/ ped bridge over Willamette River to connect path system to Springfield	2
	Total Planning Area Approximate Project Costs= $26.8 million	

DRAFT Prioritized Capital Project List

Bethel Planning Area

11/21/2016

1= 1-5yrs
2= 6-10 yrs
3= beyond

Project #	Project Description	DRAFT Priority
B1	Acquire 2 new neighborhood park sites in underserved areas (Bc; Be)	2
B2	Golden Gardens Park general park development to serve Ba	1
B3	Grasshopper Meadow Park development	3
B4	Royal/Elizabeth Park development	3
B5	Build 2 new neighborhood park sites in underserved areas (Bc; Be)	3
B6	Lark Park major renovation	2
B7	State Street Park major renovation	2
B8	Trainsong Park major renovation	1
B9	Bethel Community Park rehabilitation	2
B10	Petersen Park rehabilitation	2
B11	Irwin Park rehabilitation	2
B12	Mangan Park rehabilitation	3
B13	Enhance and provide interpretation for Bethel Community Park wetland	2/3
B14	Golden Gardens Park habitat restoration	2/3
B15	Fir Butte habitat restoration (BLM)	1
B16	Willamette Daisy Meadow and Green Hill to Fern Ridge habitat restoration	2
B17	Habitat renovation at priority West Eugene Wetland sites (Meadowlark Prairie, Dragonfly Bend)	1/2/3
B18	Bethel Community Park spray play	1
B19	Build playground at Echo Hollow Pool to serve Bd	1
B20	Improve access to Irwin Park from Bb	1
B21	Improve access to Malabon Elementary playground to serve Bd	1
B22	Improve access to Petersen Park to serve Bf	1
B23	Petersen Park community garden	2
B24	Golden Gardens sports complex	2/3
B25	Meadowview turf field replacement (Bethel SD)	1
B26	Shasta Ballfields major renovation (Bethel SD)	1
B27	Willamette HS turf field replacement (Bethel SD)	1
B28	A2 Channel to Meadowlark Prairie Trail (Trails Plan #C9)	2
B29	Farm Belt Trail connection from Hwy 99 (Metro Wastewater Poplar Plantation) to A2 Channel	1/2/3
B30	Kalapuya High School to Dragonfly Bend trail (Trails Plan #38)	2
B31	A-3 Channel Trail development (Trails Plan #27)	3
B32	Bertelsen Nature Park trail development (Trails Plan #26)	3
B33	Bethel Community Park running trail (Trails Plan #44)	2
B34	Golden Gardens Park running trail (Trails Plan #30)	3
B35	West Eugene Wetlands at Greenhill to Fern Ridge Reservoir/ Fir Butte Road trail development (Trails Plan #29)	2/3
B36	Meadowlark Prairie to Hwy 126 shared-use trail (Bethel portion of Trails Plan #C1)	3
B37	Murin Street path connection (TSP)	3
B38	Fern Ridge West path connection at Royal (TSP)	3
B39	Eugene Recreational Walking Routes Planning/ Neighborhood Greenways: Bethel	1
B40	Echo Hollow Pool expansion/ remodel	1
B41	Petersen Barn expansion/ remodel	2
	Total Planning Area Approximate Project Costs= $70.7 million	

DRAFT Prioritized Capital Project List

City Central Planning Area

1= 1-5yrs
2= 6-10 yrs
3= beyond

11/21/2016

Project #	Project Description	DRAFT Priority
C1	Lincoln School Park renovation	1
C2	Scobert Gardens renovation	1
C3	Sladden Park renovation	1
C4	Washington/Jefferson Park master plan and renovation	2/3
C5	Fairmount Park rehabilitation	3
C6	Monroe Park rehabilitation	2
C7	Skinner Butte Park rehabilitation	3
C8	Skinner Butte Park habitat restoration	1/2
C9	Maurie Jacobs and Skinner Butte Park lighting improvements	1/2
C10	South Bank Path realignment and lighting (EWEB to Frohnmayer Bridge)	1
C11	Downtown play area to serve CCa	1
C12	Increase access along High Street (from 19th to the Ruth Bascom Riverfront Path) to improve access between Amazon Park and river to serve CCb and SEa	1
C13	Acquire Riverfront Park at former EWEB site to serve CCa	1
C14	Riverfront Park at former EWEB site to serve CCa	1/2/3
C15	City Central dog park (location TBD)	2
C16	Park Blocks renovations	1
C17	River House Community Garden Rehabilitation	1
C18	Whiteaker Community Garden Rehabilitation	1
C19	Skinner City Farm Community Garden Rehabilitation	2
C20	Owen Rose Garden Management Plan	2
C21	Owen Rose Garden rehabilitation	3
C22	Washington/Jefferson Park basketball court rehabilitation	1
C23	Maurie Jacobs Field rehabilitation	2
C24	South Bank running trail from Greenway Bridge to DeFazio Bridge (Trails Plan #32)	1
C25	Skinner Butte Park pedestrian trails (Trails Plan #43)	1/2
C26	South Bank Path feasibility study for riverfront path continuation in vicinity of Walnut Station	3
C27	Washington Jefferson Park lighting improvements	2/3
C28	Jefferson Park Improvements	3
C29	Eugene Recreational Walking Routes Planning/ Neighborhood Greenways: City Central	2
C30	Campbell Community Center expansion/ remodel	1
C31	River House Outdoor Center expansion/ remodel	1
C32	Lamb Cottage Improvements	3
C33	Shelton-McMurphey Johnson House Improvements	3
C34	Kaufman Center Improvements	3
	Total Planning Area Approximate Project Costs= $33.4 million	

DRAFT Prioritized Capital Project List
River Road/ Santa Clara Planning Area

11/21/2016

1= 1-5yrs
2= 6-10 yrs
3= beyond

Project #	Project Description	DRAFT Priority
RS1	Acquire 5 new neighborhood park sites in underserved areas (RSc; RSd; RSe; RSg; RSh)	1/2/3
RS2	Santa Clara Community Park acquisition	1/2/3
RS3	Bobolink Park development	3
RS4	Ferndale Park development	1
RS5	Lone Oak Park development	2
RS6	Ruby Park development	1
RS7	Santa Clara Community Park development	1/2/3
RS8	Build 5 new neighborhood park sites in underserved areas (RSc; RSd; RSe; RSg; RSh)	3
RS9	Terra Linda Park development	2
RS10	Wendover Park development	3
RS11	Bramblewood Park rehabilitation and nature trail development	3
RS12	Walnut Grove Park rehabilitation	3
RS13	West Bank Park playground(s) to serve RSe and RSh	1
RS14	Improve access to Arrowhead Park from RSa	1
RS15	Improve access to Spring Creek Elementary School from RSb	1
RS16	RR/SC community garden (location TBD)	1
RS17	RR/SC dog park (location TBD)	1
RS18	RR/SC spray play at Santa Clara Community Park	3
RS19	Kelly MS turf field replacement (4J)	2
RS20	Madison MS turf field replacement (4J)	1
RS21	North Eugene HS turf field replacement (4J)	2
RS22	Acquire riverfront property between between Beltline and Hileman Landing to continue West Bank Path and provide a connected corridor north of Beltline and south of Hileman Landing (Trails Plan #C11)	1/2/3
RS23	UGB/West Bank Path Continuation north of Beltline, south of Wilkes (Trails Plan #C11)	1
RS24	UGB/West Bank Path continuation north of Wilkes, south of Hileman Landing (Trails Plan	3
RS25	Acquire and Build Farm Belt Trail connection from Hileman Landing to Hwy 99 (Metro Wastewater Poplar Plantation) (Santa Clara portion of Trails Plan #C10)	1/2/3
RS26	Santa Clara Community Park running trail (Trails Plan #C37)	1
RS27	Hansen Lane path connection to West Bank Path (TSP)	2
RS28	McClure Lane path connection to West Bank Path (TSP)	2
RS29	Arbor Drive path connection to West Bank Path (TSP)	2
RS30	West Bank Path Completion (TSP)	2
RS31	West Bank Path rehabilitation	2
RS32	West Bank lighting improvements	1
RS33	West Bank Path running trail (Trails Plan #31)	3
RS34	Eugene Recreational Walking Routes Planning/ Neighborhood Greenways: River Road/ Santa Clara	1
RS35	New multipurpose community center and pool facility	2/3
	Total Planning Area Approximate Project Costs= $66 million	

DRAFT Prioritized Capital Project List
South East Planning Area

11/21/2016

1= 1-5yrs
2= 6-10 yrs
3= beyond

Project #	Project Description	DRAFT Priority
SE1	Acquire two new neighborhood park sites in underserved areas (SEb; SEf)	3
SE2	Civic Stadium Park development to serve CCb and SEa	3
SE3	Build two new neighborhood park sites in underserved areas (SEb; SEf)	3
SE4	Tugman Park renovation	1/2
SE5	University Park renovation	1
SE6	Westmoreland Park master plan, renovation and lighting	2/3
SE7	Amazon Park rehabilitation	3
SE8	Frank Kinney Park rehabilitation	3
SE9	Laurel Hill Park rehabilitation	2
SE10	Shadow Wood Park rehabilitation	3
SE11	Washington Park rehabilitation	2
SE12	Wayne Morse Family Farm rehabilitation	2
SE13	Amazon Creek habitat restoration	1/2/3
SE14	Amazon Headwaters habitat restoration	2/3
SE15	Coryell Ridge habitat restoration	1/2/3
SE16	Habitat renovation in Amazon ash forest and wet prairie sites	1/2
SE17	Hendricks Park habitat restoration	3
SE18	Moon Mountain habitat restoration	2
SE19	South Eugene Meadows habitat restoration	1/2
SE20	Suzanne Arlie habitat restoration	1/2
SE21	Tugman Park habitat restoration	2
SE22	Amazon Path lighting improvements	1/2
SE23	Increase access to Amazon Park to serve SEb	1
SE24	Wayne Morse Family Farm nature play to serve SEb	2
SE25	Hendricks Park nature play to serve SEc	2
SE26	Laurelwood Golf Course master plan and renovation	3
SE27	Amazon Park Community Garden rehabilitation	1
SE28	Hendricks Park Rhododendron Garden management plan and rehabilitation	1/2/3
SE29	Spencer Butte Challenge Course rehabilitation	2
SE30	Hendricks Park rehabilitation	2/3
SE31	South Eugene HS turf field replacement (4J)	2
SE32	Spencer Butte turf field replacement (4J)	1
SE33	Jefferson ATA turf field replacement (4J)	1
SE34	Westmoreland Graham field renovation	2
SE35	Washington Park tennis court renovation	2
SE36	Westmoreland Park tennis court renovation	1
SE37	Spur and neighborhood connector trails in various locations (Trails Plan #5, 7, 8, 9, 10, 13, 15, 16)	2/3
SE38	Moon Mountain to 30th Avenue trail connector loop (Trails Plan #21)	3
SE39	Ribbon Trail to Bloomberg Park trail (Trails Plan #22)	2/3
SE40	Suzanne Arlie Park to 30th Avenue trail (Trails Plan #C7)	2/3
SE41	30th Avenue to Moon Mountain Park trail (Trails Plan #C8)	2/3

Project #	Project Description	DRAFT Priority
SE42	Moon Mountain to Willamette River basin trail (Trails Plan #C12)	2/3
SE43	South Eugene Meadows pedestrian trail (Trails Plan #3)	1
SE44	South Eugene Meadows to Ridgeline Trail at Willamette Street (Trails Plan #4)	2
SE45	Spur and neighborhood connector trails in various locations (Trails Plan #11, 14, 17)	1
SE46	Spur and neighborhood connector trails in various locations (Trails Plan #12b)	3
SE47	Spencer Butte Park west side pedestrian trail (Trails Plan #12a)	1
SE48	Spencer Butte Park barrier-free trail (Trails Plan #39)	2
SE49	Suzanne Arlie Park Ridgeline Trail extension (Trails Plan #18)	1
SE50	Suzanne Arlie Park connector trails and trailhead (Trails Plan #C19)	2
SE51	Upper Amazon (Rexius) running trail renovation (Trails Plan #42)	1
SE52	Moon Mountain Park shared-use trail and trailhead (Trails Plan #20)	2
SE53	Spring Boulevard Path from Central to East 30th (TSP)	1
SE54	West Amazon Drive Path from Martin (TSP)	3
SE55	Wayne Morse habitat restoration	2/3
SE56	Hendricks Park lighting improvements	3
SE57	Eugene Recreational Walking Routes Planning/ Neighborhood Greenways: Southeast Eugene	2
SE58	Amazon Community Center expansion/ remodel	3
SE59	Westmoreland Community Center expansion/ remodel	3
SE60	Laurelwood Golf Course buiding improvements	3
SE61	Washington Park Annex improvements	3
SE62	Wayne Morse Ranch building improvements	3
SE63	Amazon Pool cover and building upgrades	
	Total Planning Area Approximate Project Costs= $50.7 million	

DRAFT Prioritized Capital Project List

South West Planning Area

1= 1-5yrs
2= 6-10 yrs
3= beyond

11/21/2016

Project #	Project Description	DRAFT Priority
SW1	Acquire 3 new neighborhood parks in underserved areas (Swa; SWc; SWg)	2/3
SW2	Hawkins Heights Park development	3
SW3	Mattie Reynolds Park development	1
SW4	Warbling Creek Park development	2
SW5	Build 3 new neighborhood parks in underserved areas (Swa; SWc; SWg)	3
SW6	Berkeley Park renovation	1
SW7	Churchill Sports Park renovation	2
SW8	MLK Jr Park renovation	1
SW9	Skyview Park rehabilitation	3
SW10	Murray Hill habitat restoration	2
SW11	Wild Iris Ridge habitat restoration	1/2
SW12	Southwest spray play (location TBD)	3
SW13	Playground near Amazon channel to serve SWd	1
SW14	Melvin Miller nature play to serve SWg	1
SW15	Southwest dog park (location TBD)	2
SW16	Matthews community garden rehabilitation	1
SW17	Churchill HS turf field replacement (4J)	2
SW18	Churchill HS tennis court renovation (4J)	1
SW19	Berkeley Park to Fern Ridge Path connector trail	1
SW20	Murray Hill to Hwy 126 trail (South West portion of Trails Plan #C1)	3
SW21	Willow Creek Rd to West 11th Ave trail (Trails Plan #C2)	3
SW22	Murray Hill to Wild Iris Ridge trail (Trails Plan #C3)	3
SW23	Wild Iris Ridge to Fern Ridge Path trail (Trails Plan #C4)	1
SW24	Wild Iris Ridge to Blanton Road and South Eugene Meadows trail (Trails Plan #C5)	1/2/3
SW25	Lorane Hwy to Videra Creek trail (Trails Plan #C6)	3
SW26	C1 and C2 connector trail (Trails Plan #C13)	3
SW27	Wild Iris Ridge (south end) shared-use trail (Trails Plan #2)	2
SW28	Melvin Miller pedestrian trail (Trails Plan #35)	3
SW29	Videra Creek pedestrian trail (Trails Plan #36)	3
SW30	Murray Hill shared-use trail (Trails Plan #41)	2
SW31	Fern Ridge Path lighting improvements	1
SW32	Eugene Recreational Walking Routes Planning/ Neighborhood Greenways: Southwest Eugene	1
SW33	New multipurpose community center and pool facility	2/3
	Total Planning Area Approximate Project Costs= $52 million	

DRAFT Prioritized Capital Project List
Willakenzie Planning Area
11/21/2016

1= 1-5yrs
2= 6-10 yrs
3= beyond

Project #	Project Description	DRAFT Priority
W1	Sheldon Sports Park renovation	3
W2	Acquire 4 new neighborhood park sites in underserved areas (Wb; Wc; Wf; Wh)	2/3
W3	Striker Field development	1/2/3
W4	Chase Commons development	1/3
W5	Wildwood Park development	3
W6	Build 4 new neighborhood park sites in underserved areas (Wb; Wc; Wf; Wh)	3
W7	Alton Baker Park (west) master plan update and renovation (including RiverPlay 2)	1/2/3
W8	Tandy Turn Park renovation	3
W9	Ascot Park rehabilitation	2
W10	Brewer Park rehabilitation	3
W11	Cal Young Sports Park rehabilitation	3
W12	Crescent Park rehabilitation	3
W13	Gilham Park rehabilitation	3
W14	Oakmont Park rehabilitation	3
W15	Acquire natural areas along the Willamette and McKenzie Rivers, north of Beltline	3
W16	Alton Baker Park Canoe Canal restoration	2/3
W17	Whilamut Natural Area of Alton Baker Park master plan update and implementation	1/2/3
W18	Alton Baker lighting improvements	1/2
W19	Ascot Park playground development	3
W20	East Bank Park playground(s) to serve Wi	3
W21	Gillespie Butte nature play to serve Wg	3
W22	Increase access to Bond Lane Park from Wd	1
W23	Increase access to Sheldon Sports Park from We	1
W24	Increase access to Bond Lane Park from Wg	1
W25	Alton Baker Park Community Garden rehabilitation	1
W26	Sheldon HS turf field replacement (4J)	2
W27	Sheldon HS tennis court renovation	1
W28	Cal Young turf field replacement (4J)	1
W29	Patterson Slough trail from MLK Blvd to Garden Way (Trails Plan #28)	3
W30	Delta Ponds bridge and trail to complete loop (Trails Plan #34)	1
W31	Debrick Slough trail to connect to Good Pasture Island Rd (Trails Plan #34)	2
W32	East Bank running trail from Owosso Bridge to Delta Ponds (Trails Plan #33)	2
W33	Alton Baker Park Canoe Canal feasibility study	1
W34	East Bank Path near Beltline to Armitage Park feasibility study	2
W35	Sorrel Pond trail rehabilitation	2
W36	Bond Lane Park trail rehabilitation	2
W37	Canoe Canal Path rehabilitation	2
W38	North Bank Path rehabilitation	2
W39	Eugene Recreational Walking Routes Planning/ Neighborhood Greenways: Willakenzie	2
W40	Sheldon Community Center and Pool expansion/ remodel	1/3
W41	Cuthbert Amphitheater back of house improvements	3
	Total Planning Area Approximate Project Costs= $70.9 million	

Playground Equity Map

Eugene Parks and Recreation System

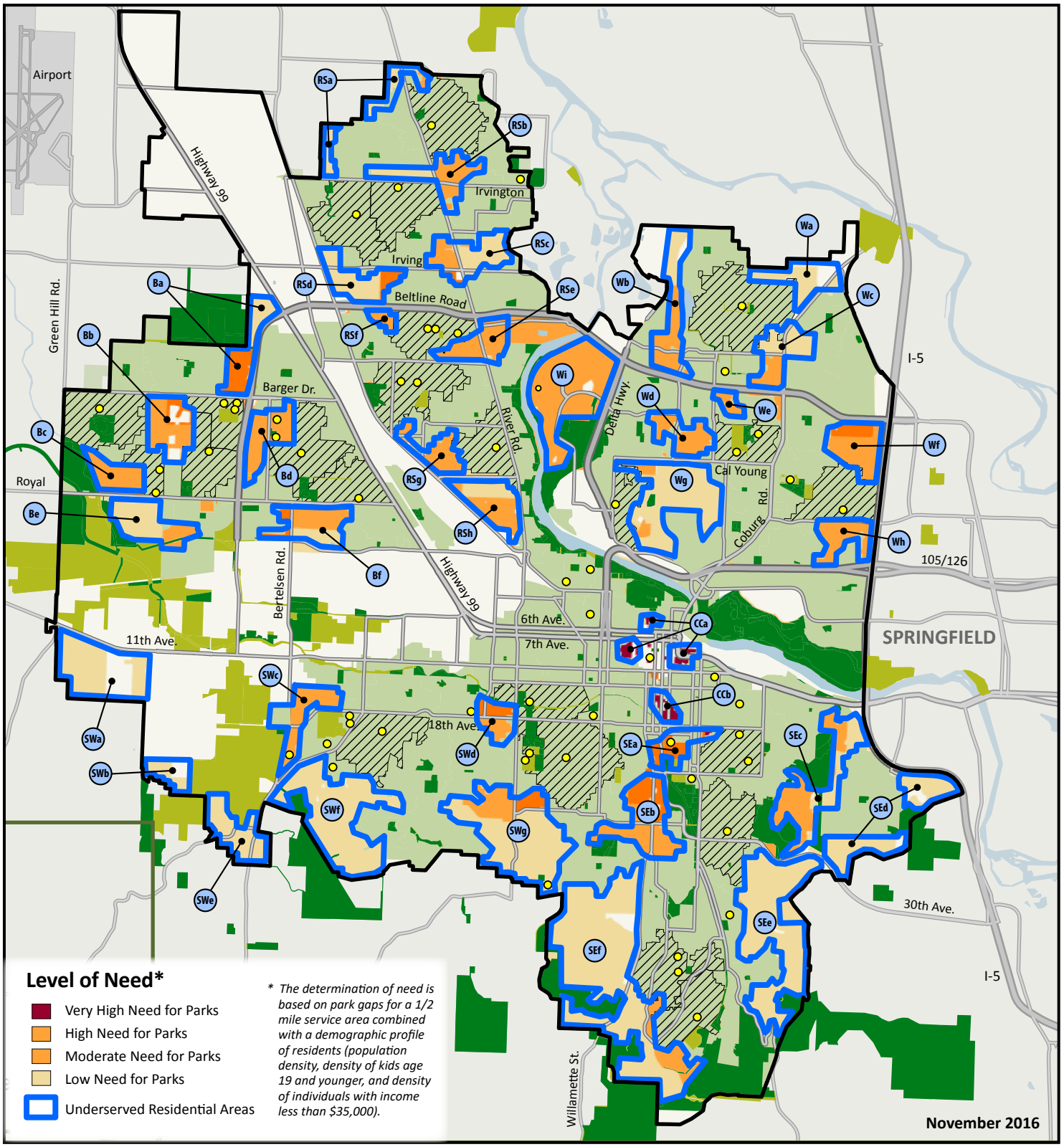
Legend

- School Facilities
- City of Eugene Parks
- Other Conservation Lands (non-City)
- Eugene Urban Growth Boundary (UGB)
- Half-Mile Park Service Areas
- Half-Mile School Service Areas
- SWa — Underserved Area Code

N W E S

0 1/2 1 Mile

Scale



Level of Need*

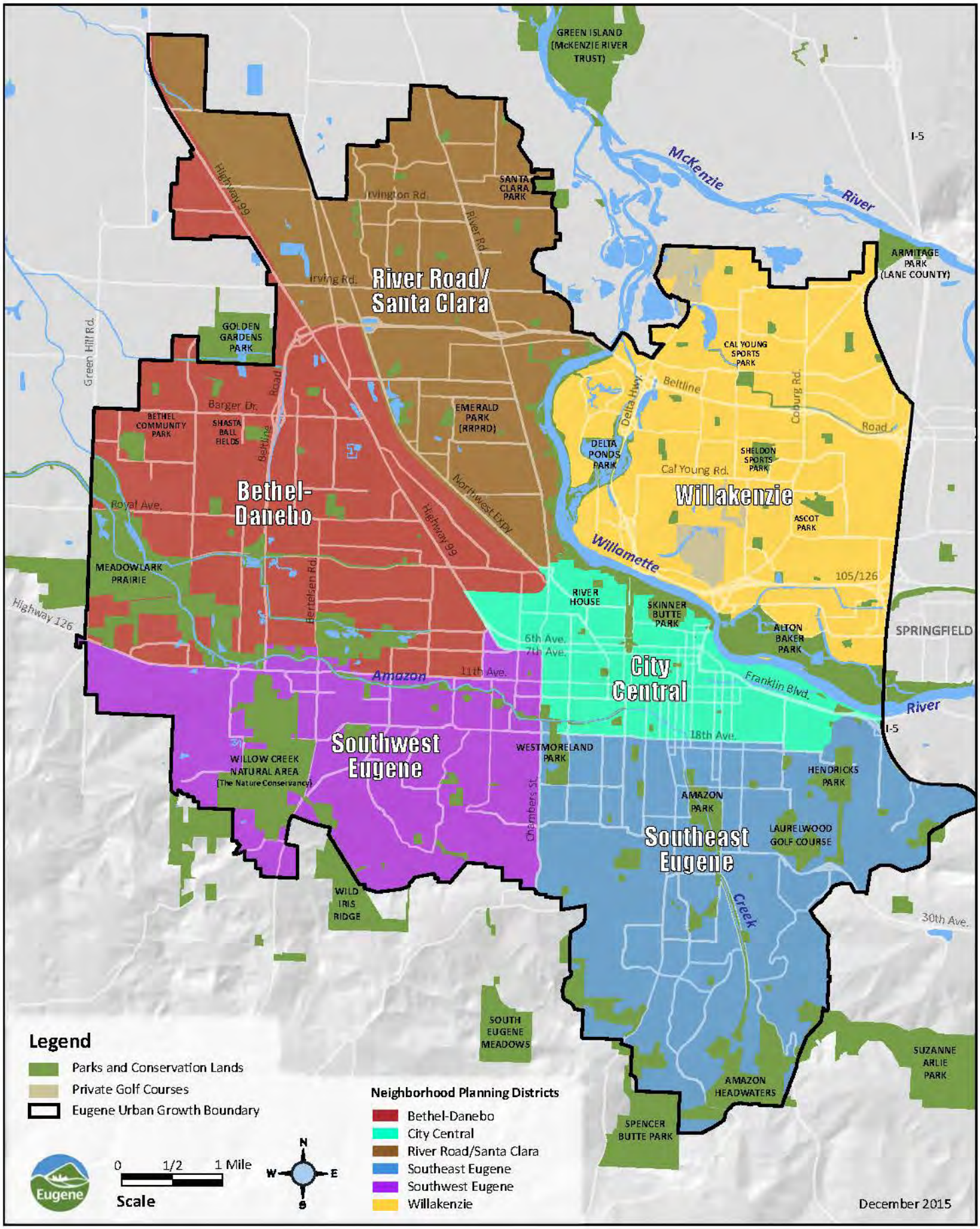
- Very High Need for Parks
- High Need for Parks
- Moderate Need for Parks
- Low Need for Parks
- Underserved Residential Areas

* *The determination of need is based on park gaps for a 1/2 mile service area combined with a demographic profile of residents (population density, density of kids age 19 and younger, and density of individuals with income less than $35,000).*

November 2016

Neighborhood Planning Districts

Eugene Parks and Recreation System



State of Eugene's Parks

2016 Update

A recent survey of over 7,000 Eugene residents found that half are enjoying parks on a daily or weekly basis, and two thirds are visiting at least monthly. This adds up to **more than 9 million adult visits each year.** It is our role as the City of Eugene Parks and Open Space Division to care for these highly-used parks and work collaboratively with the community to steward their development into the future.

This report is an update of the 2014 State of Eugene's Parks Report. It provides a closer look at the present condition of parks, the challenges affecting their condition and how we are working to address those challenges, and **our action plan for improvements.**

Eugene Parks & Open Space

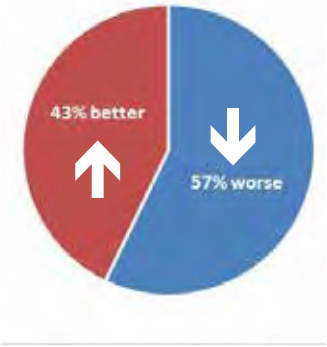
Park Condition Ratings

One of the ways in which we track the health of developed parks is having a staff team from diverse work areas come together every two years to assess and grade various categories in 10 to 15 parks, with a goal of assessing each developed park at least once every five years.

Sample findings that contribute to a lower grade include:

- Aging playground equipment that, although safe, was not in compliance with national standards and/or was missing components to make it functional
- Closed restrooms
- Reoccurring illegal dumping of trash and debris that overwhelm staffing levels
- Graffiti found on park features
- Playground not yet converted from sand to woodchips to comply with safety and accessibility standards
- Paved surfaces are aging and cracked, creating trip hazards
- Turf areas in distressed conditions, brown or completely bare
- Landscape beds are weedy and overgrown with invasive species
- Nonfunctioning wading pools onsite

Park Condition Grade Changes—2009 to 2016



Challenges Impacting Eugene's Parks

- Annual costs to operate and maintain parks have risen over the past 10 years, and general fund revenues have not kept pace. **Compared to 10 years ago, there are fewer full time staff maintaining parks, while total park acreage has more than doubled.**
- Bond funding guided the purchase of 980 additional acres for natural areas and future developed parks **without the corresponding funding needed to stabilize these lands**. Funding was redirected from other necessary services to provide a minimum level of stabilization through activities such as securing property with fencing, creating access points, removing some fuel loads and invasive species, and mitigating illegal dumping.
- Reductions in park staff mean that **aging park assets are not getting the attention they need and are wearing out sooner**. There is a growing backlog of maintenance needs and amenities that need replacement.
- **Illegal camping continues to rise and set new records.** Staff are spending an increasing amount of time trying to keep parks safe and clean, and less time on other operational needs.

- In addition to camping, **illicit activities, such as theft, vandalism, drug use and sales, graffiti and dumping garbage, are taking a toll on parks**. In the first nine months of 2016, over 7,450 bags of garbage and 3,500 needles were removed from camp sites, and there were over 4,000 Eugene Police Department incidences in parks.
- 17 parks sites across Eugene are poised to serve Eugene's growing population and underserved areas but there is currently **no funding to maintain these sites if developed**.

Removed From Parks This Year:*

7,450 bags of garbage and

3,500 needles

*Jan.–Sept., 2016

Meeting The Challenges

- We continue to **adapt maintenance services** to the evolving needs of park users and park infrastructure. For example, although reducing irrigation in parks was a cost savings measure following budget reductions, trees were suffering and dry soils were causing irrigation system failures. Brown turf also made it less inviting for users. Staff continues to focus maintenance activities on the highest use areas in each park and evaluate the effects on areas where maintenance has been reduced. In the summer of 2016, the watering schedule was increased to preserve these assets.
- Our **expanding use of mobile technology and geographic information systems** allows us to more efficiently manage parks assets and provide better customer service. For example, Urban Forestry staff can now use their iPhones in the field to monitor and update detailed geographic information about tree planting dates and locations, pruning schedules and health conditions.
- Our **Eugene Outdoors volunteers play an important role** in helping care for Eugene's parks and building a closer relationship between us and the community we serve. In FY16, individuals, adoption groups and service organizations contributed 15,500 volunteer hours valued at over $365,000.
- **Partnerships and grants help boost our resources**. Between January 1, 2015 and October 31, 2016 three grants totaling $259,910. This funding went toward fuels reduction, invasive species removal and the introduction of native plants in natural areas.

In FY16, individuals, adoption groups and service organizations contributed **15,500** volunteer hours valued at over **$365,000.**

- Over the summers of 2015 and 2016, Park Ambassadors and Eugene Police bike patrol officers **worked full time addressing illicit activities** in the Riverfront Park System and providing community outreach. This work provided a model for how safety concerns could be addressed across the park system year round.

Eugene's Parks and Natural Areas

4,698 Total Acres

3,801 Acres of Natural Areas

67 Developed Parks

52 Playgrounds

47 Miles of Trails

17 Future Developed Park Sites

Our Plan of Action

- We will be working to **solve our $2.3 million operations and maintenance funding gap in order to sustain a healthy and vibrant park system** which would mean opening closed restrooms, increasing custodial service levels, restoring ongoing and preventative maintenance services on amenities, and fully stabilizing undeveloped park sites by creating controlled access points, managing invasive species, addressing fire hazards, and mitigating illegal dumping.
- Solving the operations gap will allow us to **focus on the growing need for a year-round security presence in Eugene's parks** which will be comprised of park ambassadors, a dedicated police officer and seasonal bike patrol officers.
- Solving the maintenance and operations gap will put us in a position to be able to **develop five neighborhood parks and one community park in underserved areas** over the next five years.
- Through extensive work to get community input and a thorough analysis of the system's strengths, challenges, and opportunities, the **Parks and Recreation System Plan is creating a vision and implementation plan that will pave the way forward for future park improvements.** It is anticipated that the plan will be ready for City Council adoption by spring 2017.
- We will **build on the successful Parks and Recreation System Plan engagement efforts** by getting out and meeting the people we serve in person and boosting social media efforts in order to foster better communication and collaboration.

Eugene Parks & Open Space

1820 Roosevelt
541-682-4800
eugene-or.gov/parks

Memorandum

Date: November 22, 2016
To: Eugene City Council
From: Craig Smith, Recreation Division Manager
Subject: Attachment F: State of Recreation Facilities Report– Community Centers and Pools

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Recreation Community Centers and Pools

Understanding the Inventory

Beginning with Washington Park, the first community center built in 1947, and concluding with Hilyard Community Center, completed in 1990, the City of Eugene Recreation Division has a unique mix of facilities that exist because of donation, acquisition, or built new. Each one of these facilities, despite their age and design continue to contribute to the health and wellness, artistic endeavors, educational opportunities, and social connectedness of the Eugene community. This inventory includes a total of 16 unique facilities.

The core of the inventory includes 6 community centers that are actively staffed and programmed:

- Campbell CC (1962)
- Sheldon CC (1968)
- River House Outdoor Center (1972)
- Amazon CC (1973)
- Petersen Barn CC (1976)
- Hilyard CC (1990)

The core inventory also includes 3 aquatic facilities;

- Amazon Pool (built 1957and remodeled in 2001)
- Sheldon Pool (1968)
- Echo Hollow Pool (1969)

The additional inventory includes 7 facilities that are leased to variety of local agencies, are used as alternative programming sites or community rental facilities. They also include facilities that hold historic significance in our community. They include; Westmoreland CC (Boys and Girls Club of Emerald Valley), Kaufman House (leased by OSU Extension Services), Shelton- McMurphy Johnson House (Historic Site, S-MJ Association), Wayne Morse Family Farm (Historic Site, rental facility), Washington Park & Lamb Cottage (rental facilities) and Laurelwood Golf Course Club House (leased to private contractor).

For a complete detailed summary of the current status of the Recreation Community Centers and Pools, please see the Recreation Facility Assessment, an appendix to the Parks and Recreation System Needs Assessment.

Recreation Community Centers and Pools - Challenges

<u>From the Eugene Parks and Recreation 1989 Master Plan:</u> "Existing Constraints: Community centers are not always able to fully achieve their potential to serve as social and recreational centers for their adjacent neighborhoods because of the lack of space and facilities, less than optimal locations, lack of amenities…….. or outdated designs. "

<u>Aging Facilities</u>
Since the 1989 Master Plan, the City has added one new community center, Hilyard, and had one major renovation of a pool, Amazon. The facilities have been maintained so they are available to use safely and effectively every day of the year, but overall community centers and pools are currently operating with systems that have exceeded their useful life. Most have gone through various levels of minor renovation to increase their efficiency and some have had major systems repair to keep them functional. Some are in need of major renovation based on the age of their infrastructure.

<u>Small Facilities</u>
At the time in which our community centers and pools were either donated, acquired, or built, they met the community needs for recreation programming. Since that time, Eugene's population has nearly doubled, and the programmability and size of the community centers is not meeting the current and future needs of the community. The national best practice strategy for Parks and Recreation Departments is to build multi-purpose community centers and pools, roughly in the 50,000 square foot size range.

<u>Renovation of Existing Facilities</u>
Recreation staff have recently worked with architects form Robertson-Sherwood to review all community centers and pools to identify the deferred maintenance of each facility, and determine what renovation components are recommended to bring that facility up to its full capacity in providing services within the service area.

<u>Equitable Geographic Access</u>
It is has been clearly identified in Parks & Recreation master plans since the 1989 that there are two geographic areas of Eugene that are not being served with community centers or pools, Southwest Eugene and Santa Clara. These planning areas have seen significant population growth, yet have not seen the creation of community centers and pools to serve that growth.

Recreation Community Centers and Pools – Next Steps

The message that was received from the Eugene community during the last 16 months of extensive public outreach identifies both the need to "*Care for and make the most of what we have", and "Serve the entire community"*. This message is clear, yet it creates a challenging process when prioritizing projects in the next evolution of recreation community centers and pools. There is a need to both take care of all of our aging facilities as well as build new in areas of Eugene that continue to remain unserved.

<u>Priority Criteria</u>
The baseline criteria for prioritizing the renovation of community centers and pools as well as building new community centers and pools is identified in **Attachment C – Capital Project Prioritization Criteria** of this Council Work Session packet. This criteria serves as a foundation for comparing baseline information and triple bottom line thinking, but there are other variables in determining where to prioritize recreation service enhancements, such as services provided by partner agencies and any increase in the ongoing cost of operations.

Community Partner Variables
Since the creation of Eugene Recreation services in the 1920's, the Recreation Division has always maintained a high level of community collaboration and partner relationships in providing recreation services across the Eugene community. The longest standing collaborations exist with both local school districts and how facilities (gyms, fields, pools) have been shared to reduce the cost of operating and maintaining to the local taxpayer.

In prioritizing the next recreational facility investments in our community, one must understand the services that are also being provided by other key organizations within our community. Those organizations include both 4j and Bethel School Districts, the Boys and Girls Club of Emerald Valley, the YMCA, and Kidsports. It also includes the peers within Eugene that include the River Road Park and Recreation District, as well as peers from across the river, Willamalane Park and Recreation District. In addition, the Recreation Division, has relationships with over 150 organizations and agencies that rely on our facilities to provide or enhance their own missions.

It is necessary to understand this network of agencies and services and assess the variables they bring to the table in making priority decisions in the Parks and Recreation System Plan. This is especially important when looking through the access and geographic distribution component of the triple bottom line lens.

Increased Operating and Maintenance Costs
A key variable when considering any capital improvement that provides new facilities, or significantly expanded services, is the need to also identify the increased operating and maintenance cost. In the current financial environment, additional operating costs are a considerable challenge to overcome.

See **Attachment D - Draft Prioritization Capital Project Lists by Planning Area** to identify the initial Recreation Community Center and Pool capital projects after they were reviewed with both the prioritization criteria and the community wide variables.

Draft Priority Projects - Community Centers

The #1 priorities in the *Draft Prioritization Capital List* lean strongly to the "*take care for what you have*" approach. These priorities are based again on variables that include increasing service and efficiency without significant increase in additional O&M costs, and the impact of partnerships or strategic plans by other community organizations.

- Sheldon Community Center/Pool renovation - creates efficiencies by combining both facilities and increase programming amenities
- Campbell Community Center -increases health, fitness and other programming amenities for adult population
- River House Outdoor Center -increases educational space, operating space, and community meeting space

The #2 priorities include:

- Phase 1 of a Multi-purpose community center/pool in one of the unserved areas of town – the potential to create a Community School Service Strategy exists in both SW Eugene and Santa Clara
- Petersen Barn CC renovation – increases programming amenities and capacity to serve the area

Draft Priority Projects - Pools

Again, the #1 priorities in the *Draft Prioritization Capital List* lean strongly to the "take care for what you have" approach for pools. Those choices are also based on minimizing additional operation and maintenance costs while also understanding the impact of partnerships and strategic plans by community partners.

- Sheldon Community Center/Pool renovation - creates efficiencies by combining both facilities and increase programming amenities
- Echo Hollow Pool renovation – has the potential to coordinate with Bethel SD with the future renovation of Cascade MS, strengthening the Community School Service Strategy in this area of Eugene

A 2014 Business Operations Audit by Ballard King and a 2016 Feasibility Study provided by Conventions Sports & Leisure International, clearly indicated the need for increased pool space in Eugene. When identifying priorities, the Ballard King audit identified; *"Future capital dollars should be focused on Echo Hollow Pool and Sheldon to increase the leisure offerings of those facilities."*

Building a seasonal roof over Amazon Pool is a strategy that offers the least cost in capital expense in increasing pool access during the winter months. This capital savings is offset by the additional costs in maintaining and operating Amazon Pool for an additional six months of the year. This strategy also comes into question based on the likelihood of the YMCA building a new indoor pool in close proximity to Amazon Pool. There is more analysis yet to be completed in fully determining this particular strategy.

The #2 priorities include:

- Phase 1 of a Multi-purpose community center / pool in one of the unserved areas of town – the potential to create a Community School Service Strategy exists in both SW Eugene and Santa Clara

Sports Complex

The partnerships with both local school districts have led to the creation of an inventory of outdoor sports fields that are, for the most part, proportionately distributed throughout Eugene, and we collaborate to make those facilities equitably available to community and school use. These sports fields include approximately 47 grass rectangle fields and diamond fields as well as 11 synthetic turf rectangle fields.

In partnership with Travel Lane County and Willamalane PRD, the City of Eugene just completed Phase 1 of a Feasibility Study for Potential New Multi-Use Sports Facilities in Eugene, conducted by Conventions Sports & Leisure International. Phase 1 of the study did indicate; "*High demand for an outdoor field complex – The results of the market demand analysis conducted for this study suggest that high quality baseball/softball and soccer/multisport fields represent the greatest areas of market need in the Eugene-Springfield area. A single, high quality complex could be designed to deliver these fields to generate sustainable revenues, satisfy unmet local needs, allow for the growth of local sports, and recreation programming, and generate incremental economic impact through the attraction of new non-local tournaments."*

The City of Eugene and Travel Lane County are currently collaborating to complete Phase 2 of the Feasibility Study. Results of Phase 2, completed within the next 90 days, will give clearer information on Site Analysis, Construction Costs, Financial Operations Analysis, and Economic Impact.

CONSERVATION FINANCE FEASIBILITY STUDY | MAY 2016

CITY OF EUGENE, OREGON

THE TRUST FOR PUBLIC LAND

Eugene City Manager's Office

February 17, 2016

Paul Kundtz
Northwest Regional Director
The Trust for Public Land
901 Fifth Avenue, Suite 1520
Seattle, WA 98164

Dee Frankfourth, Associate National Director Conservation Strategies
The Trust for Public Land
901 Fifth Avenue, Suite 1520
Seattle, WA 98164

Dear Mr. Kundtz and Ms. Frankfourth:

By this letter, I am requesting on behalf of the Eugene City Council technical advice and assistance from your organization in connection with our efforts to develop a program to finance parks and recreation, and land conservation, and potential related ballot measure(s). As part of your advice and assistance, we understand you may provide feasibility research, conduct one or more public opinion surveys, and develop strategies for our consideration, based upon your extensive experience with these kinds of projects in support of parks and recreation systems regionally and nationally.

We are interested not only in the factual information that you can provide to us, but also your organization's analysis, professional judgment and recommendations on public financing mechanisms and measures that are available to us. Although your submissions will be directed to the attention of Craig Carnagey, Parks and Open Space Director, we understand that your responses to this request will be for the general use of the City of Eugene organization.

This request will continue in effect for any subsequent advice you offer or presentations you submit for the use of the City related to such matters. In addition, we would like to take this opportunity to request that you continue to be available to provide technical advice and assistance in this area and on related matters in the future.

Thank you for your organization's contributions to the work of the City of Eugene to continue bringing excellence to the Eugene community through our parks and recreation system.

Sincerely,

Jon R. Ruiz
City Manager

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THE TRUST FOR PUBLIC LAND

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INTRODUCTION

The Trust for Public Land is a national nonprofit land conservation organization working to protect land for human enjoyment and well-being. The Trust for Public Land helps conserve land for parks, greenways, recreation areas, watersheds and wilderness. Since 1972, the Trust for Public Land has protected more than 3 million acres and completed more than 5,200 park and conservation projects. To help public agencies or land trusts acquire land, the Trust for Public Land's Conservation Finance program assists communities in identifying and securing public financing. The Trust for Public Land offers technical assistance to elected officials, public agencies, and community groups to design, pass, and implement public funding measures that reflect popular priorities.

Helping communities to secure dedicated conservation funding is often the tipping point that can lead to deeper ecological responsibility, including more prudent land use, better managed growth, and the increased protection of natural landscapes. To stimulate engagement across jurisdictions and constituencies, the Trust for Public Land has historically found effective partnerships among a broad spectrum of players, from the environmental left to the fiscally conservative right, and recognizes that it is important to consistently explore new tools that can encourage and strengthen the willpower of the voters to seek dedicated conservation funds. This focused, up-front investment pays dividends over the long-term in voter-supported funding that is dedicated to conservation.

Since 1996, the Trust for Public Land has been involved in nearly 500 successful ballot measures and 20 successful legislative campaigns that have created more than $57 billion in new funding for parks, restoration, and land conservation. Voters have approved 81 percent of the ballot measures assisted by the Trust for Public Land, including 12 successful measures in Oregon since 1996. Recent successes include the passage of a $68 million bond for park improvements and upgrades in the City of Portland in 2014, as well as the passage of a 5-year local option property levy of 9.6 cents per $1,000 for park improvement, operations, and maintenance in the Portland Metro special district in 2013. These measures passed with 74 and 56 percent support, respectively. In 2012, voters in the Bend Park and Recreation District approved a $29 million bond for the purpose of protecting natural areas, connecting trails, improving parks, and providing water safety. Also in 2012, a $20 million bond for the acquisition and improvement of parks, trails, watersheds, wildlife habitat, and other natural areas was passed by voters in the Willamalane Park and Recreation District. These measures passed with 52 and 53 percent support, respectively.

The City of Eugene has asked the Trust for Public Land to explore public funding options available for parks and recreation in the city. Given the substantial investment of time and resources required for a successful conservation finance initiative, preliminary research is essential to determine the feasibility of such an effort. This research provides a stand-alone, fact-based reference document that can be used to evaluate financing mechanisms from an objective vantage point.[1,2]

If city officials decide to pursue a funding option, then such options should match political and fiscal realities in the city. A possible next step could be testing voter attitudes toward a specific set of funding proposals. The Trust for Public Land would then recommend conducting a public opinion survey that tests ballot language, tax tolerance, and program priorities of Eugene voters.

[1] The contents of this report are based on the best available information at the time of research and drafting, March-April 2016.
[2] This feasibility study is not a legal document and should not be relied upon as a legal opinion.

EXECUTIVE SUMMARY

Many opportunities exist to fund parks and recreation in the City of Eugene. At the heart of the most successful funding programs is a substantial, long-term, dedicated source of local revenue. With a reliable source of funds, local governments can establish meaningful parks and recreation priorities that protect the most valuable resources, are geographically distributed, and otherwise meet important goals and values. Furthermore, local governments with significant funds are much better positioned to secure and leverage funding from the federal government and attract other local and state government or private philanthropic partners.

Nationwide, a range of public financing options has been utilized to fund parks and open space preservation. These include general obligation bonds, the local sales tax, the property tax, and less frequently used mechanisms such as special assessment districts, real estate transfer taxes, impact fees, and income taxes. Communities in Oregon have traditionally been able to rely on a mix of funding due to the availability of state funding and local conservation funding measures.

The property tax and general obligation bonds are the principal local revenue sources that could be permitted for conservation purposes in Oregon. Counties and municipalities are authorized to acquire land and easements for purposes including parks, trails, watershed protection, floodplain management, farmland, and cultural and historic preservation. In Oregon, municipalities rather than counties have largely undertaken conservation finance ballot measures. Most of these measures are bonds.

This report is intended to analyze mechanisms available to both the Parks and Open Space Division and the Recreation Division. It does not address the formation of a special district, as there are many legislative and political obstacles that would need to be overcome. Thus a special district is not included in the scope of this report. The report begins by analyzing several local public funding tools available to the City of Eugene, including revenue generating capacity, estimated costs to taxpayers, and implementation procedures. Each revenue option is available to both Parks and Recreation. The City of Eugene must determine whether to use the generated revenue for Parks, Recreation, or both divisions. These tools are summarized below, as well as in Appendix A.

- General Obligation Bonds: Bonds are the most utilized tool for parks capital purposes by local governments in Oregon. Generally, bond proceeds are limited to capital projects and may not be used for operations and maintenance purposes. The City of Eugene could issue a general obligation bond for $30 million at a cost of about $31 per household per year. Voter approval is required.
- Local Option Property Tax Levy: In Oregon, three jurisdictions including Eugene have been successful in dedicating a property tax to parks and recreation. The City of Eugene could levy a local option property tax of $0.1616 per $1,000 of assessed value and generate approximately $2.5 million annually, at a cost of about $33 per year for the average homeowner. Revenues may be used for operating and maintenance purposes. Voter approval is required.
- Parks Service Fee: The City of Eugene could implement a maintenance utility or service fee for parks and recreation facilities. A monthly fee of $3 would generate about $2.5 million annually at a cost of $36 per housing unit, not accounting for the costs of administering the fee, which could be substantial. Revenues may be used for operating and maintenance purposes. Several cities in Oregon have used this mechanism. For example,

the City of Medford assesses a monthly fee for operations, administration, maintenance, repair, improvement, renewal, replacement, and reconstruction of parks and recreation facilities, beautification, and right-of-way areas. The city council may implement a city service fee by ordinance or put a measure to the voters at an election.

- Restaurant Tax: The City of Eugene could implement a tax on meals and non-alcoholic beverages at restaurants. For example, a 1 percent tax could generate roughly $3.1 million per year, depending on restaurant sales and not taking into account the costs of administering the tax. Revenues may be used for operating and maintenance purposes. Two jurisdictions in Oregon levy a tax on restaurant meals. The city council may implement a restaurant tax by ordinance.
- Transient Room Tax: An increase of 1 percent in Eugene's TRT rate from 4.5 to 5.5 percent could net about $467,000 in revenue in a typical year. Assuming that 70 percent is used for tourism promotion and facilities according to state law, this leaves 30 percent of the net proceeds, or about $140,000, which would be available for city services such as parks and recreation. Revenues may be used for operating and maintenance purposes. During 2014, 85 cities and 15 counties in Oregon levied a locally administered transient room tax. The city council may increase the TRT and dedicate the new funds to parks and recreation by ordinance.
- Marijuana Tax: The City of Eugene might expect to generate roughly $200,000 per year from a 3 percent tax on recreational marijuana, not including the costs to administer the tax. Revenues may be used for operating and maintenance purposes. The city council has placed a measure on the November 2016 ballot; however, the revenues are not dedicated to any particular use. Voter approval is required. Several municipalities in Colorado impose local taxes on marijuana sales. Since 2013, 52 local Colorado jurisdictions have passed taxes on marijuana.

In general, Oregon voters have shown support for funding parks and open space measures – approving 20 of 33 local funding questions (61 percent) since 1996. The most common finance mechanism utilized by local jurisdictions in the state is general obligation bonds, which accounted for 15 of the successful ballot measures, followed by the property tax, and then the meals or restaurant tax. The City of Eugene has been highly supportive of local parks and recreation measures. Creating a dedicated funding source in the city could help to address both capital and stewardship needs for parks and recreation.

This report also provides a brief summary of election trends, upcoming elections, and government structure in the City of Eugene.

OVERVIEW

Home to more than 160,000 people, Eugene is Oregon's third largest city. It covers approximately 43.8 square miles, with the Willamette River running through the heart of the city and the McKenzie River joining the Willamette to the north of town. The elevation is 426 feet above sea level and the city's topography features Skinner Butte to the north of downtown and the south, the landmark Spencer Butte, now a 310-acre city park.[3]

Demographics and Economy

In 2015, Eugene's population for the entire Urban Growth Boundary (as defined in the Needs Assessment, includes the City of Eugene and some surrounding areas) was 185,000. Over the next 20 years, it is estimated to grow to approximately 219,000, an increase of 18 percent. According to the city's comprehensive planning effort, Envision Eugene, this growth will primarily occur within the existing urban area, increasing the development density of the city.[4] The table below contains general demographic information for Eugene, compared to Oregon and the United States.

Population			
	Eugene	**Oregon**	**United States**
Population, % change - April 1, 2010 to July 1, 2015	4.6%	4.8%	4.1%
Race and Hispanic Origin			
	Eugene	**Oregon**	**United States**
White alone	85.8%	83.6%	72.4%
Black or African American alone	1.4%	1.8%	12.6%
American Indian and Alaska Native alone	1.0%	1.4%	0.9%
Asian alone	4.0%	3.7%	4.8%
Native Hawaiian and Other Pacific Islander alone	0.2%	0.3%	0.2%
Two or More Races	4.7%	3.8%	2.9%
Hispanic or Latino*	7.8%	11.7%	16.3%
**Hispanics may be of any race, so also are included in applicable race categories.*			
Housing			
	Eugene	**Oregon**	**United States**
Median value of owner-occupied housing units, 2010-2014	$237,000	$234,100	$175,700
Families and Living Arrangements			
	Eugene	**Oregon**	**United States**
Language other than English spoken at home, % of persons age 5 years+, 2010-2014	11.5%	14.9%	20.9%
Education			
	Eugene	**Oregon**	**United States**
High school graduate or higher, % of persons age 25 years+, 2010-2014	93.3%	89.5%	86.3%
Bachelor's degree or higher, % of persons age 25 years+, 2010-2014	39.9%	30.1%	29.3%
Income and Poverty			
	Eugene	**Oregon**	**United States**
Median household income (in 2014 dollars), 2010-2014	$42,715	$50,521	$53,482
Persons in poverty, %	24.4%	16.6%	14.8%
Sources: US Census QuickFacts, Portland State University http://www.pdx.edu/prc/population-reports-estimates			

[3] https://www.eugene-or.gov/1383/About-Eugene
[4] City of Eugene Parks and Recreation System Needs Assessment Report

At the heart of the Eugene economy are the homegrown small- and medium-sized businesses. Most of Eugene's businesses employ fewer than 20 workers. Including sole proprietorships and limited partnerships, there are more than 10,000 businesses in and around Eugene.[5] Eugene's top ten principal employers are shown in the table below.

2015 Ten Principal Employers		
Employer	**Employees**	**% of Total Employment**
PeaceHealth Medical Group	5,500	3.45%
University of Oregon	5,406	3.39%
US Government	1,575	0.99%
City of Eugene	1,369	0.86%
Springfield School District	1,283	0.80%
Lane County	1,279	0.80%
State of Oregon	1,229	0.77%
Eugene School District 4J	1,163	0.73%
Lane Community College	1,009	0.63%
McKenzie-Willamette Medical Center	895	0.56%
Source: City of Eugene 2015 Comprehensive Annual Financial Report		

Needs Assessment

Eugene's Parks and Recreation divisions fall under separate departments. Parks and Open Space, which manages the city's parks and natural areas, is part of the Public Works Department. Recreation, which provides many community programs and operates the city's pools and community centers, is part of the Library, Recreation and Cultural Services Department. In 2015, the two divisions worked together to produce a needs assessment report for the parks and recreation system. This system is comprised of 3,745 acres of natural areas, 48 neighborhood parks, 19 community and metropolitan parks, 6 community centers, 3 pools, 87 miles of paths and trails, and 6,000 programs and events per year. Each year, the system sees 9.3 million park visits and 2.7 million recreation facility visits by adults. Eugene has 26 acres of parkland per 1,000 residents.[6] To assess Eugene's park and recreation needs, a comprehensive report was undertaken and issued in January 2016.

Parks and Natural Areas Needs

Over the past 16 years, Eugene residents have passed two bond measures that supported nearly doubling the acreage within the park system. While this expansion added great value for future residents and their park opportunities, there is a growing challenge. During those 16 years, the park maintenance budget has remained at virtually the same pre-expansion levels, leading to an annual gap of approximately $1.5 million in funding for annual maintenance and operations of parks. Contributing to this gap are a series of budget reductions, combined with the costs of maintenance deferrals and increases in vandalism, graffiti, and illegal camping. The result of these funding shortages persisting over many years is a cumulative backlog of deferred maintenance capital projects totaling nearly $24 million. In order to reduce costs, the Parks and Open Space Division has made adjustments including reductions in turf watering in neighborhood parks, mowing of sports fields, and materials for trail maintenance. Three park restrooms were also closed.

[5] http://web.eugenechamber.com/business/ratings_reports.aspx
[6] City of Eugene Parks and Recreation System Needs Assessment Report

Examples of aging park infrastructure include play equipment reaching the end of its useful life, broken and worn out park furniture, bark running trails that are not up to safety and usability standards, cracked and unsafe concrete paths, and restrooms needing repairs and aesthetic upgrades. While the city has managed to extend the life of these types of amenities for many years, eventually they will need to be removed or closed if funding for maintenance remains limited. Maintenance of natural areas through trail maintenance, vegetation management and habitat enhancement is an ongoing expense needed to keep these areas safe and protect and sustain the natural beauty valued by the community.[7]

Recreation Needs

Like most city services, operating funds for recreation programming were trimmed through the recession years. This reduction has impacted the level of service that recreation currently provides. Additional funding would be needed in the future to meet these service gaps:

- meeting the growing challenge of serving seniors and people with disabilities;
- providing additional scholarships for low-income families;
- expanding school district partnerships to provide after-school programming;
- and staffing new community centers or pools in currently underserved areas.

Five of Eugene's six community centers were built in the late 1960s and 70s (averaging 45 years old). By current standards, they have a relatively small average size of 8,500 square feet. In addition to their size, the quality and condition of the facilities reflect their age and lack of financial investment in renovation or expansion. As a result, most centers are in need of rehabilitation, are costly to maintain, and do not have the capacity or the flexibility to meet growing community programming needs. The city has identified a backlog for approximately $10 million in rehabilitation needs in these facilities.

Two of the city's three pools were built in the late 1960s and are now 48 years old. The newest pool, which was expanded and renovated in 2001, is only open six months each year, as it is an outdoor pool. This places the burden of aquatic services through the winter months on the two older pools, which are both in need of major renovation. Many of the primary systems of both pools (plumbing, electrical, HVAC, furnishings) are beyond their expected useful life. The plumbing system in one pool complex needed its plumbing system replaced two years ago, and the other could fail at any time.[8]

Funding

Funding for renovating or replacing park and recreation amenities and facilities is limited, and, because of the magnitude of the need, will require voter-approved bond funding or another large source of capital dollars dedicated to specific projects. Ongoing sources of maintenance-eligible facility replacement funds are relatively limited when compared to the backlog of work needing to be addressed. Small amounts of the city's General Fund and developer impact fees are allowed to be dedicated to park renovation work, but in general, Community Centers, Parks and Pools tend to be managed to maintain infrastructure in its current state for as long as possible. Available capital dollars for maintenance-based re-construction in Parks has been focused almost solely on projects

[7] City of Eugene Parks and Recreation System Needs Assessment Report
[8] City of Eugene Parks and Recreation System Needs Assessment Report

that will reduce maintenance or make maintenance more sustainable over the long term, such as conversion of large landscape planting beds to lawn areas and conversion of sand play surfacing in playgrounds to wood fiber chips.

In general, the inability of the city to adequately fund ongoing park maintenance and to be able to significantly invest in renovation and updating of existing community center facilities and pools has contributed to the acceleration of aging infrastructure and often, reduction in park and recreation system services.[9] This lack of adequate on-going maintenance funding has also halted construction of new facilities on land the city already owns, due to insufficient capacity to maintain additional facilities.

The table below summarizes the current annual operating and maintenance (O&M) budget of the Parks and Open Space and Recreation Divisions, as well as estimated O&M expenses for potential future parks and recreation facilities. For example, a new 4-acre neighborhood park could be expected to cost $60,000 per year to maintain. While Recreation has quantified a shortfall in the 2016 O&M budget, services have been reduced to accommodate reduced funding. The ongoing future maintenance and operations expenses should be considered when planning to develop or construct any new parks or recreation facilities. This table includes expenses only and does not account for any revenue generated by and for these services, such as recreation fees and stormwater charges.

Annual Parks and Recreation O&M Expenses			
Parks O&M		**Recreation O&M**	
FY2016 Operating Budget*	$6,265,279	FY2016 Operating Budget	$9,993,203
O&M Shortfall	$1,500,000		
Source: City of Eugene FY 2016 Budget			
**Potential Future O&M Expenses*			
Potential Future Parks/Rec Facility		**Annual O&M Expense**	
New 4-acre Neighborhood Park		$60,000	
New 40-acre Community Park		$750,000	
New 100-acre Natural Area		$50,000	
New Community Center/Pool Complex		$2,500,000	

*Does not include Stormwater Utility funds.

Parks Systems Development Charges

Systems Development Charges (SDCs) are a type of development impact fee that is authorized by state statutes and Eugene's city charter for the purpose of collecting revenues to help fund development of urban infrastructure that supports and serves new growth. SDCs have been collected in Eugene since 1978, and provide funds for transportation, wastewater, stormwater, and park system infrastructure. These funds are generated by a fee assessed to new residential and commercial development. Each type of infrastructure has its own SDC methodology adopted by the city council. As specified in the Parks SDC Methodology, the majority of funds generated by the Parks SDC (77 percent) may only be used to fund park infrastructure that increases capacity to serve new growth, while a smaller percentage (23 percent) may be used to renovate existing

[9] City of Eugene Parks and Recreation System Needs Assessment Report

facilities to maintain their capacity.[10] The current net parks SDC per unit for a single-family home is $3,953.[11]

Currently, there is approximately $7.8 million in collected Parks SDCs dedicated to new capacity that the city cannot responsibly spend because it does not have the resources to maintain any additional parks or facilities. Once the gap in operations and maintenance funding has been closed, the city will be able to spend the Parks SDC funds on new parks and facilities in good conscience.

Recent Issues

In 2006, Eugene voters passed a $27.5 million bond for parks and open space. As of early 2016, about $22 million of the authorized bond funds have been spent on projects authorized under the bond language. Due to a higher incidence of willing sellers, available sites, and lower land costs, more land has been acquired in the ridgeline system on the south side of the city than on the north side of the city. This has resulted in total expenditure of nearly $3 million more in bond funds on the south side of the city than on the north side. Local news reports indicate that there may be some citizen concern about where the funds have been spent.[12]

Furthermore, the acquisition and development of parks, community centers, and pools has not kept pace with urban growth and development in newer areas of the city, including the north, west and southwest parts of Eugene. While progress has been made to acquire parkland in these areas, much of it remains undeveloped, due to a lack of funding. Both the north and southwest areas lack community centers and pools. The Needs Assessment identified geographical areas which are underserved in terms of access to parks and recreation facilities. Further research is needed to calculate how many residents live in these underserved areas.

[10] System Development Charge Methodologies, Appendix E Excerpt (Park System Details), https://www.eugene-or.gov/2247/Systems-Development-Charges
[11] Parks SCD Unit Rates, https://www.eugene-or.gov/DocumentCenter/View/20783
[12] http://registerguard.com/rg/opinion/34200649-78/city-has-parkland-promises-to-keep.html.csp#

CHOOSING A LOCAL FUNDING STRATEGY

Generally, there are three broad-based types of revenue sources available to local governments to pay for parks and recreation: discretionary annual spending (i.e. budget appropriation), creation of dedicated funding streams such as voter-approved special taxes or fees, and the issuance of bonds. The financing options utilized by a community will depend on a variety of factors such as taxing capacity, budgetary resources, voter preferences, and political will. While most local governments can create funding for parks and recreation through their budgetary process, this either happens infrequently or does not yield adequate funding.

In the Trust for Public Land's experience, local governments that create funding via the budget process provide substantially less funding than those that create funding through ballot measures. As elected officials go through the process of making critical budgetary decisions, funding for parks and recreation lags behind other public purposes and well behind what voters would support. It is often quite difficult to raise taxes without an indisputable public mandate for the intended purpose.

The power of conservation finance ballot measures is they provide a tangible means to implement a local government's vision. With their own funding, local governments are better positioned to secure scarce funding from state or federal governments or private philanthropic partners. Having a predictable funding source empowers the municipality, county, or special district to establish long-term conservation priorities that protect the most valuable resources, are geographically distributed, and otherwise meet important community goals and values.

Nationwide, a range of public financing options has been utilized by local jurisdictions to fund parks and recreation, including general obligation bonds, the local sales tax, and the property tax. Less frequently used mechanisms have included real estate transfer taxes, impact fees, and income taxes. The ability of local governments and special districts to establish dedicated funding sources depends upon state enabling authority.

Conservation finance measures are not right for every local government or they might not be the best approach at the moment. Budget appropriations and other revenue mechanisms that can be implemented by the local government, such as developer impact fees, may well serve as short-term funding options while parks and recreation proponents develop a strategy and cultivate broad support for longer-term financing options.

Local Conservation Finance Ballot Measures in Oregon

The property tax and general obligation bonds are the principal local, voter-approved revenue sources that could be permitted for conservation purposes in Oregon. Counties and municipalities are authorized to acquire land and easements for purposes including parks, trails, watershed protection, floodplain management, farmland, and cultural and historic preservation. These mechanisms have different requirements for authorization. In Oregon, municipalities rather than counties have largely undertaken conservation finance ballot measures. Most of these measures are bonds, which can only be used for capital expenses.[13] The property tax may be used to fund operations and maintenance.

[13] The Trust for Public Land's Conservation Almanac Database

Oregon voters have shown support for funding parks and open space measures – approving 20 of 33 local funding questions (61 percent) since 1996. The most common finance mechanism utilized by local jurisdictions in the state is general obligation bonds, which accounted for 15 of the successful ballot measures. Two jurisdictions, the City of Portland and the Portland Metro special district, have passed local option property taxes for parks and land conservation.[14]

Conservation Finance Ballot Measures in Oregon, 1996-present			
Finance Mechanism	**Number of Measures**	**Total Funds Approved**	**Passed**
Bond	22	$562,345,000	15
Local Option Property Tax	8	$99,400,000	2
Constitutional Amendment	2	$2,440,000,000	2
Meals Tax	1	$30,000,000	1
Total	33	$3,131,745,000	20

Source: The Trust for Public Land's LandVote Database. The LandVote database tracks ballot measures that include significant funding for land acquisition.

General Obligation Bonds

Upon voter approval, a city may issue general obligation bonds to finance capital construction or capital improvements, such as land acquisition or building construction. Generally, bond proceeds are limited to capital projects and may not be used for operations and maintenance purposes.[15] An Oregon city many not issue or have outstanding at the time of issuance general obligation bonds in a principal amount that exceeds three percent of the real market value of the taxable property within its boundaries.[16] The city determines the maturity dates for bonds to provide for short-term, interim, or long-term borrowing and establishes the principal amounts, interest rates, and other terms and conditions of the bonds.[17]

In order to pay the principal of and interest on outstanding general obligation bonds, the city levies annually an ad valorem property tax on the taxable property within the boundaries of the city. The revenues of this levy many only be used to pay the principal of and interest on the general obligation bond.[18] Property taxes imposed to pay the principal and interest on voter-approved general obligation bonds for capital construction or improvements are not subject to the property tax limits of Measure 5.[19] Measure 5 limitations are discussed further in the following section on the Property Tax.

General obligation bonds are a popular finance mechanism for funding land conservation in Oregon. Since 1996, several municipalities in Oregon, including Eugene, have passed general obligation bonds for parks and recreation. See Appendix B for examples of municipal bond ballot language.

[14] The Trust for Public Land's LandVote Database
[15] Federal IRS rules governing the issuance of tax-exempt bonds limit the use of proceeds to capital purposes such that only a small fraction of bond funds may be used for maintenance or operations of facilities. State and local laws may further limit the use of bond proceeds.
[16] Unless the city charter provides a lesser limitation; Oregon Revised Statutes §287A.050
[17] Oregon Revised Statutes §287A.300
[18] Oregon Revised Statutes §287A.140
[19] Oregon Constitution Article XI Section 11b

Successful Conservation Bonds in Oregon, 1996-present				
Jurisdiction Name	**Date**	**Description**	**Total Funds Approved**	**% Yes**
Portland	11/4/2014	Bond for park improvements and upgrades	$68,000,000	74%
Bend Park and Recreation District	11/6/2012	Bond to protect natural areas, connect trails, improve parks and provide water safety	$29,000,000	52%
Willamalane Park and Recreation District	11/6/2012	Bond for the acquisition and improvement of parks, trails, watersheds, wildlife habitat and other natural areas	$20,000,000	53%
Tigard	11/2/2010	Bond for the acquisition of parkland	$17,000,000	52%
Cannon Beach	5/19/2009	Bond for the protection of Ecola Creek watershed	$4,000,000	51%
Tualatin Hills Park and Recreation District	11/4/2008	Bond for new parks, land acquisition, trails, and facility renovation	$100,000,000	51%
Metro-Portland	11/7/2006	Bond to preserve natural areas, and protect water quality, fish and wildlife habitats	$227,400,000	59%
Eugene	11/7/2006	Bond to acquire parks and open space	$27,490,000	59%
Lake Oswego	11/5/2002	Measure 3-93; Bond for parks, open space and pathways	$9,750,000	58%
Corvallis	11/7/2000	Bond issue for open space acquisition	$7,900,000	65%
Roseburg	11/3/1998	Bonds for parks and trails	$2,500,000	55%
Lake Oswego	11/3/1998	Measure No. 3-20, Bond for open space, sports field renovation	$13,000,000	60%
Eugene	11/3/1998	Ballot Measure 20-30, Bond for Parkland Acquisition, Sports Field, Swimming Pool	$25,305,000	67%
West Linn	11/3/1998	Measure 3-37, Bond for Parks, Recreation	$8,000,000	51%
Lincoln City	11/3/1998	Bond measure for open space acquisition	$3,000,000	52%
Source: The Trust for Public Land's LandVote Database				

Debt Capacity in the City of Eugene

Eugene's outstanding indebtedness from voter approved general obligation bonds totaled $19 million at the end of Fiscal Year 2015. The city's general obligation debt is rated "Aa1" by Moody's Investors Service, indicating strong credit and low risk. The State of Oregon limits debt to 3 percent of real market value. However, the City of Eugene has debt policies that further limit the available debt capacity in order to reflect a more affordable level of debt that could be issued. The Budget Committee and city council have adopted debt guidelines that limit net direct debt to 1 percent of real market value. The table to the right depicts the city's debt capacity and indicates the amount of marginal capacity available. Eugene has ample capacity to issue bonds under the debt limits.

General Obligation Debt Limitation	
Real Market Value	$22,488,946,078
Debt Capacity - 1% of Real Market Value	$224,889,461
Outstanding Debt	($18,990,300)
Debt reserve	$354,949
Net Debt Subject to 1% limitation	($18,635,351)
Marginal Capacity	$206,254,110
Source: City of Eugene, FY2016 Budget, FY2015 Comprehensive Annual Financial Report	

Issuing Debt for Parks and Recreation

The table below includes the general obligation bond projections from a variety of potential debt issuances displaying the average household cost for each. For example, the City of Eugene could issue $30 million in general obligation bonds at a cost of about $31 per year for the typical homeowner based on an average home assessed value of $189,821. This would represent a property tax increase of $0.1613 per $1000 of assessed value. See Appendix B for implementation procedures and ballot language requirements.

City of Eugene Estimated Bond Financing Costs			
Bond Issue	**Annual Debt Service**	**Mill Increase**	**Annual Cost Per Household***
$10,000,000	$735,818	0.0538	$10
$20,000,000	$1,471,635	0.1075	$20
$30,000,000	$2,207,453	0.1613	$31
$40,000,000	$2,943,270	0.2151	$41
$50,000,000	$3,679,088	0.2688	$51
$70,000,000	$5,150,723	0.3764	$71
$100,000,000	$7,358,175	0.5377	$102
Assumes a 20-year bond issue at 4.0% interest rate			
Total taxable assessed value = $13,685,478,306, Lane County Assessment and Taxation			
**Average assessed value = $189,821, Lane County Assessment and Taxation*			

The Trust for Public Land's bond cost calculations provide an estimate of debt service, tax increase, and cost to the average homeowner in the community of potential bond issuances for land conservation. Assumptions include the following: the entire debt amount is issued in the first year and payments are equal until maturity; 20-year maturity; and a 4 percent interest rate. Property tax estimates assume that the city would increase property taxes to pay the debt service on bonds; however, other revenue streams may be used. The cost per household represents the average annual impact of increased property taxes levied to pay the debt service. The estimates do not take into account growth in the tax base due to new construction and annexation over the life of the bonds, the property tax collection rate, or the costs of issuing the bonds. The jurisdiction's officials, financial advisors, bond counsel and underwriters would establish the actual terms.

Local Option Property Tax Levy[20]

While property tax revenue makes up only a portion of most city budgets, it is usually a critical resource supporting daily operations. Both the Oregon Constitution and Oregon Revised Statutes limit the amount and types of tax a city may impose. The first property tax limitation came in 1990 with the passage of Ballot Measure 5. Article XI, Section 11(b), Oregon Constitution. Ballot Measure 5 imposed a tax rate limit on local governments: one for schools (kindergarten through community colleges), and one for all other local governments. Oregon local governments are limited to billing each property tax account no more than $10.00 per $1,000 of ***real market value*** (RMV) plus any voter approved general obligation bonded debt (school districts have a $5.00 limit).

Ballot Measure 50 was adopted by the voters in November 1996. Measure 50 created a new property tax system by repealing the tax base system and replacing it with a permanent tax rate system with some local options and the concept of maximum assessed value. The measure set the

[20] The property tax overview was largely excerpted from League of Oregon Cities, City Handbook, May 2013

maximum assessed value for each property in 1997 equal to 90 percent of the 1995-96 real market value and placed a cap on ***assessed value*** (AV) growth of 3 percent annually, except for new construction, subdivision, remodeling, rezoning, loss of special assessment or exemption. Because assessed values were initially established at levels below real market values, and because the real estate market has appreciated at a rate of more than three percent in most years since Ballot Measure 50 passed, the assessed values of many properties are substantially lower than their real market values. This means that assessed values may continue to increase even though the real market value of a property can be falling as a result of current market conditions.

When the total of a local government (non-school) tax rates on a property for all purposes except payment of general obligation bonds exceed $10 per $1,000 of real market value, the property is said to be in compression. All property tax levies except levies for general obligation bonds are subject to compression.

Local option levies are subject to "special compression." This means that local option levies are reduced (to zero if necessary) before other levies are reduced to bring the total tax on the property down to the Measure 5 limit. Compression is calculated separately for each property, so it is possible for one property to be in compression, and for the neighboring property not to be.

A city may determine through the budget process that it needs additional funds to operate. State law allows for local option levies, either for a specific or general purpose. Local option levies for operating purposes may only extend for five years. Levies for capital purposes may extend for ten years or the useful life of the project, whichever is shorter. Levy authority can be expressed as a target total dollar amount or as a rate per thousand.

Local option levies can be structured as either a fixed dollar amount per year for the term of the levy or as a fixed rate per thousand dollars of assessed value. There are pros and cons to each approach and a government should carefully weigh these as they decide what to put forth to the voters. Eugene has used both approaches in past levies, and the library local option levy recently approved by voters was structured as a fixed dollar levy.

Since 1996, two jurisdictions in Oregon have passed local option levies for parks and land acquisition. The City of Eugene has passed two recreation property tax levies:

- On November 7, 2000, Eugene voters passed Ballot Measure 20-37, a two-year, $3.5 million local option tax levy, to fund youth activities. The levy expired on June 30, 2003.
- On November 5, 2002, Eugene voters passed Ballot Measure 20-67, a four year, $0.86 per $1,000 of assessed value local option levy expected to raise approximately $8 million. Of this amount, 7 percent was retained by the city to directly provide youth services, and the remaining 93 percent was split between the 4J and Bethel school districts based upon their relative share of assessed value within the City of Eugene (83 percent to 4J and 17 percent to Bethel). These school district funds were used to provide five categories of services historically supported by the city.

See Appendix C for examples of local option levy ballot language.

Successful Parks and Recreation Property Tax Ballot Measures in Oregon, 1996-present				
Jurisdiction Name	**Date**	**Description**	**Total Funds Approved**	**% Yes**
Portland Metro	5/21/2013	5-year local option levy of $0.096 per $1,000 for park improvement and operations and maintenance	$50,000,000	56%
Portland	11/5/2002	5-year $0.39 per $1,000 assessed value property tax increase for park services, repairs, maintenance, and recreation programs	$49,400,000	65%
Eugene	11/5/2002	5-year $0.86 per $1000 tax rate for schools and youth recreation	$29,200,000	54%
Eugene	11/7/2000	2-year $3.5 million per year for recreation services	$7,000,000	64%
Sources: The Trust for Public Land's LandVote Database, City of Eugene				

Operating Levies

Local options levies for operating purposes provide local governments with the possibility of collecting additional operating dollars from property taxes beyond the permanent levy. Although these collections are subject to Measure 50 compression, local option levies may present the most significant, efficient and equitable form of revenue raising options for local governments.[21] Local option levies for operating purposes may only extend for five years.

In November 2015, voters in the City of Eugene approved a five-year local option levy to fund expanded Eugene Public Library services. The levy will raise $2.7 million annually for five years (about $36 per year for a typical Eugene property tax statement, or about 17 cents per $1,000 assessed value).[22]

In May 2016, Lane County voters passed a levy to fund Oregon State University Extension Service's local programs. The levy will pay staff salaries and fund programs such as 4-H, Master Gardener, Master Food Preserver and others over the next five years. Property owners countywide will be charged a tax of 1.5 cents per $1,000 of assessed value. The owner of a home assessed at $200,000 will pay an extra $3 a year under the levy. The levy is projected to send an estimated $426,000 in tax revenue to the Extension Service in the first fiscal year, starting in July 2016.[23]

Capital Levies

Local option levies can be used for capital purposes. Levies for capital purposes can extend up to the lesser of 10 years or the useful life of the financed capital items. Capital items can include any capitalizable asset, including items that are specifically excluded from general obligation debt by Measure 50. Capital local options levies are rarely seen in Oregon. Because the levy is subject to the same voter approval requirement as GO bonds but the revenue stream is subject to the Measure 5 tax rate limits, municipalities tend to favor GO bond authority over the local option levy. However, because general obligation bond proceeds are more limited in usage, some jurisdictions have opted for local option levies to pay for things that would otherwise be disallowed under general obligation bond provisions (for example, supplies and equipment).[24]

[21] League of Oregon Cities, Debt Issuance Manual, September 2007
[22] https://www.eugene-or.gov/2984/FIVE-YEAR-LIBRARY-LOCAL-OPTION-LEVY
[23] City of Eugene, personal communication
[24] League of Oregon Cities, Debt Issuance Manual, September 2007

Revenue Raising Capacity in the City of Eugene

The City of Eugene levies its permanent tax rate of $7.0058 per $1,000 of taxable assessed value; although the effective tax rate paid in FY2016 is expected to be about $6.90 per $1,000 of assessed value due to the impact of the urban renewal tax increment calculation on overlapping tax rates.[25] The table to the right summarizes the estimated revenues and costs of various levels of mill increase. For example, an increase of $0.1616 per $1000 of assessed value would generate roughly $2.5 million per year at a cost of $33 per year for the average household, notwithstanding any Measure 5 compression. See Appendix C for implementation procedures and ballot language requirements.

Estimated Revenue & Cost of Property Tax Increase		
Mill Increase	**Annual revenue**	**Annual cost per household**
0.0970	$1,500,000	$20
0.1293	$2,000,000	$27
0.1616	$2,500,000	$33
0.1939	$3,000,000	$40
0.2263	$3,500,000	$47

Parks Service Fee

City service or utility fees are typically set to recover part or all of the costs of a group of services broadly accessed by occupants of property in a city, such as police, fire, and parks. These fees are billed to persons who occupy or have use of developed property. Unlike electricity, water, stormwater, and sewer utility services, such a fee would fund services that are not delivered directly to the property and are not directly measurable. The purpose of the fee is to provide stable funding to ensure the services remain available to the community.[26] Several municipalities in Oregon have adopted service fees to supplement various city services, including public safety services, such as police and fire departments, and parks and recreation. City service fees may be imposed by ordinance or by placing a measure on the ballot.

The City of Eugene currently imposes stormwater and wastewater service fees. These fees are included in customers' monthly water bills. A flat service fee for parks and recreation could be added to the monthly statements in a similar manner. In this case, the city would need to work with the Eugene Water and Electric Board (EWEB) to include a fee on the utility's bills.[27] While the stormwater and wastewater fees are required to be collected by EWEB under the city charter, there is no such requirement for other types of fees, and EWEB would have to agree to collect the fee. Alternatively, the city could develop and implement a billing process separate from EWEB; however, administrative costs would be much higher and the collection rate would likely be lower. It is also possible to structure the fee in order to provide reduced fees for multi-family housing, low-income households, and seniors, as other municipalities have done when implementing a service fee.

A measure on the May 2013 ballot asked Eugene voters if they would rather pay a capped, monthly service fee to maintain funding for certain community services, or have those services reduced or eliminated. The fee was defeated at the ballot, with only 33 percent support.[28] If approved, the measure would have authorized a monthly fee to maintain public safety services, homeless and

[25] City of Eugene FY2016 Budget
[26] Revenue Team, Report to the City of Eugene Budget Committee, April 2014, http://eugene-or.gov/2582/Revenue-Team
[27] EWEB is an administrative unit of the City of Eugene, Oregon (the City) with responsibilities for operation of the water and electric utilities delegated by City Charter to the publicly elected board of five commissioners.
[28] Revenue Team, Report to the City of Eugene Budget Committee, April 2014, http://eugene-or.gov/2582/Revenue-Team

basic human services, and quality of life services including parks and recreation. The 2013 proposed City Service Fee would have been a flat fee, capped at a maximum of $10 per month for residential and $30 per month for nonresidential property. The actual fee would have been set by council and could be less than the cap. To produce the $5.3 million needed to fund the specified services, it was anticipated that the actual monthly fee would be less than the cap. Actual revenue yield would depend on how the fee was implemented in an ordinance that was never drafted because the measure failed. The person who was responsible for paying the stormwater sewer service charges would have been the responsible party for paying the City Service Fee. It would have been levied on developed property, with different rates for residential and nonresidential units. The measure would also have required Council to establish a program for assistance to low income individuals.[29,30] The ballot language from this measure can be found in Appendix D.

Precedent in Oregon

In 2005, the Medford city council approved Ordinance 2005-120 establishing a monthly fee per unit to be billed via the Medford water bill. Each developed parcel in the City of Medford is assessed a fee per unit per month. Ordinance 2005-120 states that the person paying the city's water utility charges shall pay the fee. The fee commences upon connection to the water system, completion, occupancy, or use of improvements; whichever comes first.[31] The City of Medford operates its own water utility, so it was able to easily administer the new fee as an addition to the existing billing system.

Revenues from the monthly fee can be used for operations, administration, maintenance, repair, improvement, renewal, replacement and reconstruction of parks facilities, beautification, and right-of-way areas.[32] The monthly Park Utility Fund fee, currently $2.95, is charged for each occupied residential dwelling unit, business unit or tenant space.[33]

Several other cities also impose a utility fee for parks. The table below summarizes the amount and structure of the fee for selected example cities.

Municipal Park Utility Fees

Municipality	Monthly Residential Fee	Notes
Central Point	$1.00	Charged per water meter for all residential and non-residential users, except multifamily, which is $0.50 per unit
Gresham	$7.50	Charged per unit to single-family homes, multi-family property owners, and businesses; 95% of proceeds used to support Public Safety services; remaining 5% goes toward Parks; 4.1% vacancy discount for unoccupied multi-family units
Medford	$2.95	Charged for each occupied residential dwelling unit, business unit, or tenant space; fee not assessed when property is unoccupied
Talent	$3.00	Charged per unit for all residential and non-residential units on developed property
Tigard	$3.75	Charged per unit for all residential and non-residential units; ~$7.00 for business customers, based on number of parking spaces; fee-reduction program for qualifying low-income households who earn 50 percent of the state median income.
West Linn	$13.01	Charged to residents only, per household

[29] http://www.lanecounty.org/Departments/CAO/Operations/CountyClerk/elections/Documents/backup/20-211.pdf
[30] Revenue Team, Report to the City of Eugene Budget Committee, April 2014, http://eugene-or.gov/2582/Revenue-Team
[31] http://www.ci.medford.or.us/Page.asp?NavID=1065
[32] http://www.fcsgroup.com/news/documents/ParkImpactDG.pdf
[33] http://www.ci.medford.or.us/Page.asp?NavID=1065

Revenue Raising Capacity in the City of Eugene

The table below summarizes the estimated revenues and costs of various levels of service or maintenance utility fees. For example, Eugene could institute a flat-rate fee of $3 per month per unit, which would cost each housing unit approximately $36 annually, and would generate roughly $2.5 million per year from residential units alone, not including a low income assistance program or any factor for non-payment or administration of the fee, which could be substantial. Further research is needed to calculate the additional revenue that could be generated from non-residential units, as well as the effects of any reduced fee programs. The proposed service fee in 2013 would have been set by the city council to generate $5.3 million, with a maximum fee of $10 per month for residential properties and $30 per month for businesses. See Appendix D for implementation procedures and ballot language requirements.

Estimated Revenue & Cost of Maintenance Utility Fee			
Monthly Fee	**Number of housing units***	**Annual Revenue****	**Annual cost per housing unit**
$1	69,951	$839,412	$12
$2	69,951	$1,678,824	$24
$3	69,951	$2,518,236	$36
$4	69,951	$3,357,648	$48
$5	69,951	$4,197,060	$60
**US Census QuickFacts*			
***Excludes low income assistance program, any factor for non-payment of the fees, and the cost of administering the fee.*			

Restaurant Tax

A retail sales tax is an excise tax levied on a range of goods and services at the point of final sale to an end-user or consumer. It can be imposed as a general sales tax applying to a broad range of goods and services. It can also be made quite narrow and selective in the range of goods and services subject to the tax. Oregon state law prevents local retail sales taxes on alcohol and tobacco products. Oregon has no general retail sales taxes, but a number of selective local retail sales taxes are in place. For example, Ashland and Yachats have city-wide retail sales taxes on restaurant meals. These are taxes on food and non-alcoholic beverages served by restaurants.[34]

In November 2009, voters in the City of Ashland approved a 5 percent meals tax extension, with 80 percent of the revenue devoted to sewage capital projects and 20 percent for open space purchases. This measure is expected to generate $30 million over its 20-year lifespan, of which $6 million is set aside for open space purchases, and was approved with 59 percent support.[35] See Appendix E for the ballot language used in this measure.

In March 1993, the City of Eugene proposed a 3 percent restaurant tax to be used as a general revenue source. The measure failed with only 40 percent voter support.

Revenue Raising Capacity in the City of Eugene

Ashland's 5 percent meals tax generates roughly $2 million per year.[36] If a similar 5 percent tax was imposed in Eugene, it could be expected to generate revenues close to $15.5 million, based on

[34] Revenue Team, Report to the City of Eugene Budget Committee, April 2014, http://eugene-or.gov/2582/Revenue-Team
[35] The Trust for Public Land's LandVote Database
[36] http://www.bendbulletin.com/entertainment/restaurants/1457291-151/sales-tax-islands

Estimated Annual Revenue from Meals Tax	
Tax	**Annual Revenue***
1%	$3,100,000
3%	$9,300,000
5%	$15,500,000
Source: City of Eugene, Revenue Team Report	
**Does not include cost of administration.*	

the $97 per capita generated in Ashland. This estimate is in line with a 2014 report from the City of Eugene Revenue Team, which estimated that a 5 percent restaurant tax would raise approximately $15.5 million annually, based on a 2007 Economic Census report of restaurant sales in the city.[37] Thus, a 1 percent tax could be expected to generate roughly $3.1 million per year. This tax would be borne by visitors as well as residents. Further research is needed to determine what portion of the revenue would be generated by visitors. See Appendix E for implementation and ballot language requirements.

Transient Room Tax

Transient lodging taxes (TLT), or the Transient Room Tax (TRT) in Eugene, are one of the most direct means for jurisdictions to collect revenues from visitors. During 2014, 85 cities and 15 counties in Oregon levied a locally administered TLT. This tax, ranging from 2 percent to 13.5 percent, is collected on the sale (i.e., rental) of a room at a lodging establishment such as a hotel, motel, bed and breakfast, or at a campground site or RV park.[38] Oregon recently raised the state lodging tax of 1 percent to 1.8 percent for four years, beginning in July 2016, and to 1.5 percent after that.[39]

To fund the promotion of tourism, the 2003 Legislative Assembly (HB 2267) established a statewide transient lodging tax and the Oregon Tourism Commission. Transient lodging was defined as "hotel, motel and inn dwelling units that are designed for temporary overnight human occupancy, and includes spaces designed for parking recreational vehicles during periods of human occupancy of those vehicles." The law required the Oregon Tourism Commission to use at least 80 percent of lodging tax net receipts to fund state tourism marketing programs and up to 15 percent to implement regional tourism marketing programs.[40]

For new or increased local government lodging taxes imposed by cities and/or counties, the law required that at least 70 percent of net revenue be used to fund tourism promotion or tourism related facilities. The law also required that new or increased local lodging taxes allow for at least 5 percent of the tourism revenues to be retained by lodging providers to cover tax collection administrative costs.[41] This leaves 30 percent which can be used for city services, such as parks and recreation.[42]

Revenue Raising Capacity in the City of Eugene

Eugene currently imposes a 4.5 percent tax under the authority of the city's Transient Room Tax Ordinance on all overnight stays in the city, including hotels and motels, campgrounds, retreat centers, RV parks, bed and breakfasts, and vacation rentals. The tax is collected by the lodging operator, who retains a collection fee of 5 percent of the amount collected and remits the balance to

[37] Revenue Team, Report to the City of Eugene Budget Committee, April 2014, http://eugene-or.gov/2582/Revenue-Team
[38] Oregon Travel Impacts 1991-2014, April 2015, Dean Runyan Associates
[39] http://registerguard.com/rg/news/local/34122721-75/story.csp
[40] Oregon's State Lodging Tax, Oregon Department of Revenue, April 2015
[41] Oregon's State Lodging Tax, Oregon Department of Revenue, April 2015
[42] Oregon Revised Statutes §320.350

the city. According to Eugene's city code, all revenues must be placed in the Cultural Services Fund, which accounts for operation of the Hult Center, Community Events, Public Art and Cuthbert Amphitheater. Lane County also levies a transient room tax, as does the state of Oregon, making the current total TRT rate within Eugene 11.3 percent.[43]

The amount of taxes currently available for any given period, approximately $2.1 million[44] in fiscal year 2015, varies with the lodging occupancy rate. An increase of 1 percent in the tax rate from 4.5 to 5.5 percent could net about $467,000 in revenue in a typical year. The table below illustrates the potential revenue amounts from a TRT increase. See Appendix F for implementation and ballot language requirements.

Estimated Revenue of Transient Room Tax		
TRT Rate Increase	**Annual Revenue***	**30% for Parks and Recreation**
1%	$466,667	$140,000
2%	$933,333	$280,000
3%	$1,400,000	$420,000
Source: City of Eugene Revenue Team Report		
**Based on revenue of $2.1 million from existing 4.5% TLT, net of collection fee retained by operators.*		

Marijuana Tax

Municipalities in Oregon are authorized to impose a tax on the sale of recreational marijuana. HB 3400 passed in 2015, and provides that cities may adopt an ordinance, which must be referred to the voters, imposing a tax or fee of up to 3 percent on the sale of marijuana items by a retail licensee. The ordinance must be referred to the voters in a statewide general election, meaning an election in November of an even-numbered year. Although HB 3400 provides that cities may impose a tax on sales by retail licensees, it remains unclear whether a city can tax medical marijuana. In particular, a city should consult its attorney on whether the authority to impose a tax or fee on "the production, processing or sale of marijuana items," vested solely in the Legislature except as provided in HB 3400, includes the authority to tax medical marijuana.[45]

To date, no Oregon municipalities have imposed a tax on the sale of recreational marijuana. However, the Eugene city council has referred a 3 percent tax on recreational marijuana to the November 2016 ballot. The revenues have not been dedicated to any particular use; the council will discuss how to use the proceeds during a work session in September 2016. City staff estimated that the tax could raise between $200,000 and $600,000, but cautioned that these estimates are very speculative.

The state of Oregon currently imposes a tax of 25 percent on sales of recreational marijuana. The tax was expected to generate $1 million in January; actual revenue was $3.48 million, more than three times what was expected. Information on how much each county or city generated is not yet available. The revenues from the state tax, minus operating costs, will be divided among a variety of accounts: 40 percent for the common school fund, 20 percent for mental health, 15 percent for

[43] Revenue Team, Report to the City of Eugene Budget Committee, April 2014, http://eugene-or.gov/2582/Revenue-Team
[44] Net of 5% collection fee retained by operators, City of Eugene
[45] League of Oregon Cities, Local Government Regulation of Marijuana in Oregon, August 2015

state police, 10 percent for cities, 10 percent for counties, and 5 percent for the state Health Authority.[46]

Several municipalities in Colorado impose local taxes on marijuana sales. Since 2013, 52 local jurisdictions have passed taxes on marijuana.[47] The table to the right shows several Colorado municipalities' taxes on recreational marijuana.

Colorado Municipal Taxes on Recreational Marijuana	
Municipality	**Tax**
Aurora	5%, up to 10% authorized
Boulder	3.50%
Breckenridge	5%
Denver	3.5%, up to 15% authorized
Pueblo	8%, up to 15% authorized (excise tax)
Source: Colorado Municipal League	

Revenue Raising Capacity in the City of Eugene

Because the sale of recreational marijuana is so new in Oregon, any revenue estimates are fairly speculative. In January 2016, the state of Oregon collected $3.48 million in tax revenue from the state's 25 percent tax on recreational marijuana. This equates to approximately $14 million in sales. Based on its population, Eugene's sales can be estimated at $566,000, meaning the city could have generated nearly $17,000 from a 3 percent sales tax in the month of January. Thus annual revenue in the city from a potential 3 percent tax on recreational marijuana could be estimated at nearly $204,000. The table below summarizes these calculations, and does not include the cost of administering the tax.

Estimated Revenue based on State of Oregon	
Oregon sales Jan 2016*	$14,000,000
Oregon population**	3,970,239
Marijuana sales per capita Jan 2016	$4
Eugene population***	160,775
Estimated sales per month	$566,931
Estimated monthly revenue from 3% tax	$17,008
Estimated annual revenue from 3% tax	$204,095
**http://www.oregonlive.com/marijuana/index.ssf/2016/03/first_month_of_taxed_recreatio.html*	
***US Census QuickFacts*	
****2015 City of Eugene Comprehensive Annual Financial Report*	

Fort Collins, Colorado is similar in population to Eugene. While the city does not have a special tax on marijuana, collections from the city's general sales tax of 3.85 percent on marijuana sales was estimated to be $200,000 in 2015. Thus total annual marijuana sales in the city can be estimated to total nearly $5.2 million, which is approximately $33 per capita. Based on this per capita estimate, Eugene's sales can be estimated at $5.3 million, which would generate nearly $160,000 from a 3 percent tax on recreational marijuana in the city. The table on the following page summarizes these calculations.

[46] http://registerguard.com/rg/news/local/34174852-75/first-month-of-oregon-recreational-marijuana-taxes-nets-3.48-million.csp
[47] Colorado Municipal League

Estimated Revenue based on Fort Collins, CO	
Fort Collins population*	156,480
2015 sales tax collections from marijuana**	$200,000
Fort Collins general sales tax	3.85%
Estimated 2015 marijuana sales	$5,194,805
Estimated sales per capita	$33
Eugene population***	160,775
Estimated marijuana sales	$5,337,390
Estimated revenue from 3% tax	$160,122
**US Census QuickFacts*	
***Fort Collins 2015-2016 Budget*	
****2015 City of Eugene Comprehensive Annual Financial Report*	

Based on these two estimates, the City of Eugene might expect to generate roughly $160,000 to $204,000 per year from a 3 percent tax on recreational marijuana, not accounting for the costs of administration. Once location-specific data from the January 2016 collections in Oregon is available, a more accurate estimate of Eugene's revenue generating capacity can be calculated. However, a longer history of revenue collections will provide a more accurate estimate than calculations based on one month of data for a new revenue source such as the marijuana tax. See Appendix G for implementation procedures and an example of ballot language.

ELECTION TRENDS

Cities across the country have an impressive track record of passing funding measures for parks and recreation. Since 1996, voters in Oregon have approved 20 of 33 state and local measures for a 61 percent success rate.

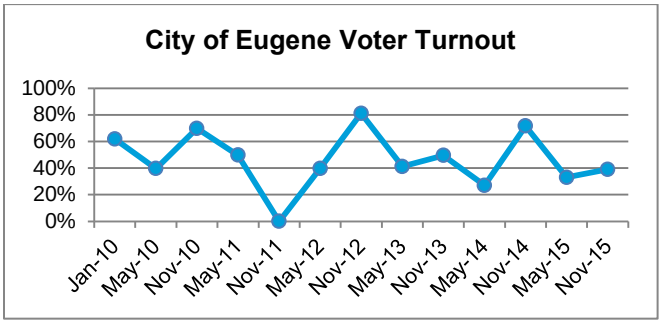
In the City of Eugene, voters have been highly supportive of local and statewide measures for parks, recreation, and conservation. In November 1998, Oregon voters approved the dedication of 15 percent of state lottery proceeds for parks, beaches, wildlife, and watershed protection. The measure passed with 67 percent support statewide and 75 percent support from Eugene. In November 2010, Oregon voted to continue this dedication, with 69 percent support statewide and 82 percent support from Eugene. The City of Eugene has also passed two bonds, once in 1998 and again in 2006, as well as two property taxes for recreation services in 2000 and 2002.[48] These results are summarized in the table below.

Conservation Ballot Measure Election Results

Jurisdiction	Date	Description	Total Funds Approved	Conservation Funds Approved	Status	% Yes	% Yes Eugene
Oregon	11/2/2010	Constitutional amendment	$1,740,000,000	$1,740,000,000	Pass	69%	82%
Eugene	11/7/2006	Bond	$27,490,000	$20,200,000	Pass	59%	59%
Eugene	11/5/2002	Property Tax	$29,200,000	n/a	Pass	54%	54%
Eugene	11/7/2000	Property Tax	$7,000,000	n/a	Pass	64%	64%
Eugene	11/3/1998	Bond	$25,305,000	$9,070,000	Pass	67%	67%
Oregon	11/3/1998	Constitutional amendment	$700,000,000	$700,000,000	Pass	67%	75%

Sources: The Trust for Public Land's LandVote Database, City of Eugene

As of March 2016, the City of Eugene had 86,961 registered voters, including 42,138 Democrats (48 percent), 27,180 Independents (31 percent), and 17,643 Republicans (20 percent).[49] The chart below summarizes voter turnout in the City of Eugene for each special, primary, and general election since 2010. In November 2011, there were no City of Eugene, Lane County, or Oregon state-wide measures on the ballot, so Eugene voters did not receive ballots.[50] In November 2013, only two Eugene districts voted on a school district question, so the percent voter turnout is based on a small portion of Eugene voters (301 voters).



[48] The Trust for Public Land's LandVote Database
[49] http://app.l2political.com/reports/PDF/OR/ORCNTY_LANE-PCP.PDF
[50] http://kval.com/news/local/oregon-election-results-november-5-2013-11-20-2015

Upcoming Elections

There are two elections remaining in 2016: September 20 and November 8. One statewide measure has been referred to the November 8, 2016 ballot. There are several potential statewide measures. Currently no measures have been filed for Lane County. The City of Eugene has referred a 3 percent tax on recreational marijuana to the November 2016 ballot. It is too distant to know what might appear on 2017 ballots. However, there will likely be some local levies up for renewal. For instance, the Lane County Public Safety Levy will expire and may be on the ballot for renewal, likely in November 2017 or May 2018.[51] School District 4J has a local option levy that runs through 2020 and will need to be renewed.[52]

The table below outlines the City of Eugene's filing deadlines for 2016 elections. The 2017 and 2018 election schedules are not yet available; however, the deadlines will be similar.

City of Eugene 2016 Election Deadlines for Ballot Measures Referred by City Council						
Council authorizes Voters' Pamphlet process*	**Last day Council may pass Resolution or Ordinance placing new measure on ballot**	**Ballot Title prepared by Attorney** 5th business day after Recorder sends measure to Attorney	**Ballot Title appeal deadline** 7 business days after ballot title rec'd from CAO by CRO**	**Measure filed w/LC Elections** 61st day prior	**Legal Notice of election published** 10 days prior	**2016 Election Date*****
December 14, 2015	December 14, 2015	December 22, 2015	December 31, 2015	January 7, 2016	February 27, 2016 (February 23 to RG)	March 8, 2016 (2nd Tues)
February 8, 2016	February 8, 2016	February 17, 2016	February 26, 2016	March 17, 2016	May 7, 2016 (May 3 to RG)	May 17, 2016 (3rd Tues)
June 22, 2016	June 22, 2016	June 30, 2016	July 10, 2016	July 16, 2016	September 4, 2016	September 20, 2016 (3rd Tues)
July 25, 2016 (last meeting date before summer break)	July 25, 2016 (last meeting date before summer break)	August 2, 2016	August 11, 2016	September 8, 2016	October 29, 2016 (October 25 to RG)	November 8, 2016
**Additional time is required for recruitment and selection of Voters' Pamphlet Opponent Committee members. This is an approximate date and authorization to begin the process may occur prior to Council action to place the measure on the ballot.*						
***Appeals are filed with Lane County Circuit Court; therefore, timeline is contingent on court's ability to expedite hearing.*						
****The City is charged to participate in elections other than the Primary and General in even numbered years; and the costs, which are prorated by voter count per district, would be determined by level of participation of other districts.*						
Source: Beth Forrest, City Recorder, City of Eugene						

[51] City of Eugene
[52] http://www.4j.lane.edu/communications/localoptionlevy2014/

CITY GOVERNMENT

In 1944, the citizens of Eugene adopted the council/manager form of government. In this form of government, the city council develops legislation and policies to direct the city, but hires a professional manager (the city manager) to oversee City of Eugene personnel and operations and to carry out the city council's direction. Jon Ruiz is currently serving as city manager.

The mayor serves as the city's political head and chairperson of the council. He or she is elected by the city at large on a nonpartisan ballot for a four-year term. The mayor is the formal representative of the city. He or she presides over city council meetings but has no vote except in the case of a tie. The mayor can veto any decision, but a two-thirds vote of the council can override the veto.

The city council, Eugene's legislative body, has eight members. The city council is responsible for passing laws, setting community goals, adopting policy and deciding which services the city will provide. Councilors are elected on a nonpartisan ballot for four-year terms. One councilor is elected from each of eight wards with one-half of the council elected every two years. An ordinance may be passed by majority vote of the council after it has been considered at two council meetings. Alternatively, an ordinance may be passed after only one meeting if the council votes unanimously to approve it.

City of Eugene Government			
Seat	**Name**	**Term Ends**	**Notes**
Mayor	Kitty Piercy	Jan 2017	Lucy Vinis won May 2016 primary
Councilmember, Ward 1	George Brown	Jan 2017	Seat up for election in 2016
Councilmember, Ward 2	Betty Taylor	Jan 2017	Seat up for election in 2016
Councilmember, Ward 3	Alan Zelenka	Jan 2019	
Councilmember, Ward 4	George Poling	Jan 2019	
Councilmember, Ward 5	Mike Clark	Jan 2019	
Councilmember, Ward 6	Greg Evans	Jan 2019	
Councilmember, Ward 7	Claire Syrett	Jan 2017	Seat up for election in 2016
Councilmember, Ward 8	Chris Pryor	Jan 2017	Seat up for election in 2016

APPENDICES

Appendix A: Revenue Options Summary

Summary of Revenue Options			
Option	**Description & Revenue Generating Potential**	**Process**	**Comments & Considerations**
General Obligation Bond	The City of Eugene could issue general obligation bonds to support capital purposes. For example, a general obligation bond for $30 million would cost the average household $31 per year. Bond Issue / Debt Service / Tax Req'd / Cost/Home/Year* **$30 million** / $2,207,453 / 0.1613 / $31 *Average assessed value = $189,821. The debt service figure for the proposed bond issue above is based upon a general obligation bond issued for 20 years at 4% interest. These estimates do not take into account bond issuance costs, property tax collection rates or changes in assessed value over the life of the bonds. This rate is used only for illustration. City officials, financial advisors, bond counsel, and underwriters would establish the actual terms of any bond issue.	Voter approval required.	Bonds raise substantial amounts of money, enabling the city to make important acquisitions now while land is available. Costs would be spread out over a long time horizon, and therefore are borne by both current and future residents. Bond funds may not be used for operations and maintenance.
Property Tax	The City of Eugene could levy a local option property tax for parks and/or recreation purposes. For example, a property tax of $0.20 per $1,000 of assessed value could generate approximately $2.7 million annually, at a cost of about $38 per year for the average homeowner. Mill Rate / Revenue/Year / Cost/Home/Year* 0.1616 / $**2,500,000** / $33 *Average assessed value = $189,821.	Voter approval required.	A local option levy would create significant funding for parks and conservation that could be used for operations and maintenance purposes. A local option levy may be imposed for five years (ten years if imposed for capital purposes only). Local option levies are counted under the Measure 5 tax rate limits and are the first to be affected by compression loss if/when applicable.
Parks Utility Fee	The City of Eugene could implement a maintenance utility fee for parks. A monthly fee of $3 would generate about $2.5 million annually at a cost of $36 per housing unit. Fee/Month / Revenue/Year* / Cost/Housing Unit $3 / **$2,518,000** / $36 *Based on 69,951 housing units. Does not include a low income assistance program, any factor for non-payment, and the cost of administering and collecting the fee.	Ordinance or voter approval.	A monthly utility fee would create significant funding for parks that could be used for operations and maintenance purposes. The fee would be spread out over both residential and non-residential properties, with potential for reduced fees for low-income/senior housing. Revenue estimate based on residential units only, further research needed to estimate potential revenue from non-residential properties. Eugene attempted to implement service fee via ballot measure in 2013. The measure was defeated.
Restaurant Tax	The City of Eugene could implement a meals tax. For example, a 1% tax could generate roughly **$3.1 million** per year, depending on restaurant sales. This estimate is based on revenues collected by Ashland, as well as a 2014 report by the City of Eugene Revenue Team. Does not include the cost of administering the tax.	Ordinance or voter approval.	Allows the city to collect revenues from visitors. Eugene attempted to implement a restaurant tax via ballot measure in 1993. The measure was defeated. Revenues may be used for operations and maintenance.

Transient Room Tax	The City of Eugene could increase the local tax on lodging and dedicate a portion of the revenue to parks and recreation purposes. Tax Increase — Revenue/Year* — 30% for Parks 1% — $466,667 — **$140,000** *Based on revenue of $2.1 million from existing 4.5% TLT.	Ordinance or voter approval.	Allows the city to collect revenues from visitors. 70% of revenues must be used for tourism purposes, after netting out the 5% collection fee. Revenues may be used for operations and maintenance.
Marijuana Tax	The City of Eugene might expect to generate roughly **$160,000 to $204,000** per year from a 3 percent tax on recreational marijuana. This estimate is based on revenues collected in January 2016 by the state of Oregon, as well as revenues collected by Fort Collins, CO in 2015. This does not take into account the costs of administering the new tax.	Voter approval required.	Several municipalities in Colorado impose local taxes on marijuana sales. Since 2013, 52 local jurisdictions have passed taxes on marijuana. Revenues may be used for operations and maintenance.

Appendix B: General Obligation Bond Implementation, Ballot Language Requirements, and Examples

Implementation Procedure

General obligation bonds must be approved by a majority of the voters voting in a May or November general election, or at a special election with at least 50 percent voter turnout (i.e., approved by a "double majority" of voters).[53]

Bond measures can be submitted to voters on the following dates:

- second Tuesday in March (double majority required);
- third Tuesday in May;
- third Tuesday in September (double majority required); or
- first Tuesday after the first Monday in November.[54]

The general election is held on the first Tuesday after the first Monday in November of each even-numbered year.[55]

Ballot Language Requirements and Examples

The ballot title of any measure, other than a state measure, to be initiated or referred shall consist of:

- A caption of not more than 10 words which reasonably identifies the subject of the measure;
- A question of not more than 20 words which plainly phrases the chief purpose of the measure so that an affirmative response to the question corresponds to an affirmative vote on the measure; and
- A concise and impartial statement of not more than 175 words summarizing the measure and its major effect.[56]

If the election is not the May or November election, and thus the "double majority" requirement applies, the ballot must include the following statement as the first statement of the ballot title summary:

- "This measure may be passed only at an election with at least a 50 percent voter turnout."
- The words of this statement do not count towards the word limits described above.[57]

The ballot title of any measure requesting elector approval of bonds, the principal and interest on which will be payable from taxes imposed on property or property ownership that are not subject to the limitations of sections 11 and 11b, Article XI of the Oregon Constitution (including general obligation bonds), shall contain the following statement immediately after the ballot title question and appearing with it, in this manner:

[53] League of Oregon Cities, Debt Issuance Manual, September 2007
[54] Oregon Revised Statutes §221.230
[55] League of Oregon Cities, Debt Issuance Manual, September 2007
[56] Oregon Revised Statutes §250.035
[57] Oregon Revised Statutes §250.036

- "Question: (herein the question is stated) If the bonds are approved, they will be payable from taxes on property or property ownership that are not subject to the limits of sections 11 and 11b, Article XI of the Oregon Constitution."
- The words of this statement do not count towards the word limits described above.

The ballot title statement for any measure requesting elector approval of bonds, the principal and interest on which is to be payable from taxes imposed on property or property ownership that are not subject to the limitations of sections 11 and 11b, Article XI of the Oregon Constitution (including general obligation bonds), shall contain a reasonably detailed, simple and understandable description of the use of proceeds.

The front of the outer envelope in which the ballot title is delivered shall state, clearly and boldly printed in red, "CONTAINS VOTE ON PROPOSED TAX INCREASE."[58]

Portland, November 2014

Referred to the People by the City Council

26-159 Bonds to fix playgrounds, trails; improve park facilities, safety, accessibility.

Question: Shall Portland fix, improve park facilities by issuing bonds estimated to maintain current tax rate; require audits and public oversight? If the bonds are approved, they will be payable from taxes on property or property ownership that are not subject to the limits of sections 11 and 11b, Article XI of the Oregon Constitution.

Yes
No

Tigard, November 2010

Bond to Acquire Open Spaces, Protect Clean Water, Improve Parklands

Question: Shall city issue $17 million general obligation bonds to acquire, preserve and protect open spaces, water quality, habitat, and parks?
If the Bonds are approved, they will be payable from taxes on property or property ownership that are not subject to the limits of Sections II and IIb, Article XI of the Oregon Constitution.

Summary: If approved, this measure would authorize the City of Tigard to sell up to $17 million in bonds for land acquisition, restoration, capital construction and improvements allocated as follows:
• 80% or more to acquire land to preserve open space, parklands, and wildlife habitat, protect streams for improved local water quality to benefit fish and wildlife,
• 20% or less to create and improve community parks, recreational areas and trails, and
• Up to 10% of the total for downtown parkland.

This investment is for the benefit of current and future generations.

The Parks and Recreation Board would provide oversight; spending would be audited by the City's yearly audit.

Bonds would mature in 21 years or less from issuance and may be issued in one or more series. The estimated additional annual cost to property owners would be $0.29 per $1,000 of assessed valuation. For a home with the median assessed value of $207,000, the City estimates that the additional monthly cost would be about $4.99 per month, or $60 per year.

[58] Oregon Revised Statutes §250.037

Cannon Beach, May 2009

Measure 4-144 - CITY OF CANNON BEACH

BOND AUTHORIZATION ACQUIRE ECOLA TRACT TO PROTECT WETLANDS, STREAMS, FORESTLANDS

Question: Shall City acquire Ecola Tract to protect wetlands, streams, salmon habitat, forestlands; issue up to $4 million general obligation bonds?

If the bonds are approved, they will be payable from taxes on property or property ownership that are not subject to the limits of sections 11 and 11b, Article XI of the Oregon Constitution.

Summary: This measure would authorize the City of Cannon Beach to sell up to $4 million in bonds to acquire the 800-acre Ecola Tract from the Oregon Department of Forestry for the protection of wetlands, streams, forestlands, salmon, trout and wildlife habitat. Acquired lands would expand the existing City-owned Ecola Creek Forest Reserve. Additionally, proceeds would pay associated bond issuance costs.
The City would establish a citizen oversight committee and require a yearly independent financial audit, as well as create a management plan with input from citizens for the acquired land. The management plan would focus on conservation, restoration and passive recreation.
Bonds would mature in 21 years or less from issuance and may be issued in one or more series. The estimated additional annual cost to property owners if all $4 million in bonds are sold would be $0.36 per $1,000 of assessed valuation. For the owner of a home with the median assessed value of $200,516, the additional annual cost would be approximately $75 per year.

Appendix C: Property Tax Implementation, Ballot Language Requirements, and Examples

Implementation Procedure

Local options levies can be imposed only with voter approval. Local options levy elections are subject to the same "double majority" requirements as general obligation bonds. If the election was held in May or November, the double majority requirement would not apply. The March and September elections are subject to the "double majority" requirement.

Ballot Language Requirements and Examples

The ballot title of any measure, other than a state measure, to be initiated or referred shall consist of:

- A caption of not more than 10 words which reasonably identifies the subject of the measure;
- A question of not more than 20 words which plainly phrases the chief purpose of the measure so that an affirmative response to the question corresponds to an affirmative vote on the measure; and
- A concise and impartial statement of not more than 175 words summarizing the measure and its major effect.[59]

If the election is not the May or November election, and thus the "double majority" requirement applies, the ballot must include the following statement as the first statement of the ballot title summary:

- "This measure may be passed only at an election with at least a 50 percent voter turnout."
- The words of this statement do not count towards the word limits described above.[60]

The ballot title for a measure authorizing the imposition of local option taxes shall contain the following statement and information:

- "This measure may cause property taxes to increase more than three percent."

As part of the question, the ballot title for a measure authorizing or renewing the authorization of the imposition of local option taxes shall state:

- The length in years of the period during which the proposed local option tax will be imposed.
- The first fiscal year in which the proposed local option tax will be imposed.[61]

If the measure is authorizing the imposition of local option taxes, the front of the outer envelope in which the ballot title is delivered shall state, clearly and boldly printed in red, "CONTAINS VOTE ON PROPOSED TAX INCREASE".[62]

[59] Oregon Revised Statutes §250.035
[60] Oregon Revised Statutes §250.036
[61] Oregon Revised Statutes §280.070
[62] Oregon Revised Statutes §250.038

For a levy imposed based on a fixed amount, the statement in the ballot title for the measure that explains the chief purpose of the measure and gives reasons for the measure shall state the total amount of money to be raised by the proposed local option tax, in dollars and cents. If the statement in the ballot title for the measure submitted includes an estimated tax impact, it shall be based on the most current estimate of assessed value from the county assessor. The measure shall bear the statement:

- "The estimated tax cost for this measure is an ESTIMATE ONLY based on the best information available from the county assessor at the time of estimate and may reflect the impact of early payment discounts, compression and the collection rate."
- This statement is to be added to and made a part of the 175-word statement, however, will not count towards the 175-word limitation.

For a levy imposed based on a fixed millage rate, an estimate of the total amount of money to be raised for each year of the proposed local option tax shall be stated in dollars and cents. If this levy raises more money than estimated, the excess collections above that estimate shall be considered a budget resource for the levy fund in the next fiscal year of the subdivision. This statute does not apply to an election authorizing general obligation bonds or the tax levies to repay general obligation bonds. This statement is to be added to and made a part of the 175-word statement, however, will not count towards the 175-word limitation.[63]

Portland Metro, May 2013

Measure No. 26-152
METRO
Local option levy: improve natural areas, water quality for fish

Question: Shall Metro improve natural areas, water quality for fish: five-year operating levy, $.096 per $1,000 assessed value, beginning 2013? This measure may cause property taxes to increase more than three percent.

Summary: Twice in two decades, Metro voters approved measures to acquire thousands of acres of natural areas throughout the tri-county region. Past measures could not include money for maintenance and restoration. This levy creates a dedicated fund to improve water quality for salmon and native fish, remove invasive weeds that threaten the health of these natural areas, restore wetlands and provide opportunities for people from around the region to experience nature close to home.

Cost
The estimated cost for the typical household is $20 per year for five years.

Result of a "yes" vote
• Improve water quality in local rivers and streams for salmon and other native fish including the Clackamas, Sandy, Tualatin rivers; Fanno, Johnson creeks.
• Restore wildlife habitat and remove weeds that choke plants wildlife need for food and shelter.
• Restore wetlands and floodplains to control flooding, provide habitat for birds and amphibians.
• Construct or replace capital projects in parks, such as restrooms, picnic shelters, playgrounds.
• Provide nature education programs in natural areas to visitors and school-aged children.

The proposed rate (at $.096/$1,000) will raise approximately $10.2 million in 2013-14, $10.4 million in 2014-15, $10.6 million in 2015-16, $ 10.9 million in 2016-17 and $11.2 million in 2017-18. The estimated tax cost for this measure is an ESTIMATE ONLY based on the best information available from the county assessors at the time of estimate.

[63] Oregon Revised Statutes §280.075

Portland, November 2002
26-34 FIVE-YEAR LEVY TO RESTORE PARK SERVICES, REPAIRS, RECREATION PROGRAMS QUESTION: Shall Portland repair, restore maintenance to parks, playgrounds, pools; levy $.39 per $1,000 assessed valuation for five years beginning 2003? (This measure may cause property taxes to increase by more than three percent.)

Appendix D: Service Fee Implementation, Ballot Language Requirements, and Example

Implementation Procedure

Under Oregon's constitutional home rule powers the Eugene city charter grants the city council broad authority over matters within the city's boundaries. The city council may implement a city service fee by ordinance. Alternatively, the fee may be placed on a ballot by the council, by citizen initiative, or by referendum petition.[64]

Ballot Language Requirements and Example

The ballot title of any measure, other than a state measure, to be initiated or referred shall consist of:

- A caption of not more than 10 words which reasonably identifies the subject of the measure;
- A question of not more than 20 words which plainly phrases the chief purpose of the measure so that an affirmative response to the question corresponds to an affirmative vote on the measure; and
- A concise and impartial statement of not more than 175 words summarizing the measure and its major effect.[65]

If the election is not the May or November election, and thus the "double majority" requirement applies, the ballot must include the following statement as the first statement of the ballot title summary:

- "This measure may be passed only at an election with at least a 50 percent voter turnout."
- The words of this statement do not count towards the word limits described above.[66]

There are no specific requirements for maintenance utility or service fee ballot measures.

Eugene, May 2013
Monthly fee for City fire, police, homelessness and other services. Question: Shall City maintain fire, policy, homelessness and quality of life services with monthly fee capped at $10 for residences? If approved, this measure would authorize a monthly fee to maintain:. -public safety services, such as a fire company (fire engine and nine firefighters/paramedics), police detectives, mobile mental health crisis team (CAHOOTS) and teen court -homeless and basic human services such as emergency shelter for homeless youth -quality of life services such as downtown and branch libraries, Sheldon swimming pool, recreation programs and services, neighborhood park restrooms and parks maintenance The measure would raise funds by authorizing City Council to impose a monthly fee of no more than $10/month for residences and $30/month for businesses. The actual fee would be set by Council. The measure would require Council to establish a program for assistance to low income individuals who would be subject to the fee. An oversight committee would annually determine whether revenues generated by the fee were spent for authorized purposes. Council would be required to review the fee after five years to decide if it should be revised or terminated.

[64] Revenue Team, Report to the City of Eugene Budget Committee, April 2014, http://eugene-or.gov/2582/Revenue-Team
[65] Oregon Revised Statutes §250.035
[66] Oregon Revised Statutes §250.036

Appendix E: Restaurant Tax Implementation, Ballot Language Requirements, and Example

Implementation Procedure

Under Oregon's constitutional home rule powers the Eugene city charter grants the city council broad authority over matters within the city's boundaries. The city council may implement a restaurant tax by ordinance. Alternatively, the tax may be placed on a ballot by the council or by referendum petition.[67]

Ballot Language Requirements and Example

The ballot title of any measure, other than a state measure, to be initiated or referred shall consist of:

- A caption of not more than 10 words which reasonably identifies the subject of the measure;
- A question of not more than 20 words which plainly phrases the chief purpose of the measure so that an affirmative response to the question corresponds to an affirmative vote on the measure; and
- A concise and impartial statement of not more than 175 words summarizing the measure and its major effect.[68]

If the election is not the May or November election, and thus the "double majority" requirement applies, the ballot must include the following statement as the first statement of the ballot title summary:

- "This measure may be passed only at an election with at least a 50 percent voter turnout."
- The words of this statement do not count towards the word limits described above.[69]

There are no specific requirements for sales tax ballot measures.

Ashland, November 2009
Extend the 5% tax on food and beverage to 2030. Question: Shall 5% tax on prepared food and beverages extend to 2030 for parks and wastewater treatment improvements including debt repayment? This measure extends the five percent tax on prepared food and beverages sold by restaurants, caterers, grocery store delis, coffee shops and other establishments. Alcoholic beverages are excluded. Tax revenues are dedicated for acquisition of park land and for capital improvements of parks and the wastewater treatment plant including debt repayment. Funds may only be used for park and wastewater capital improvements projects identified in the City's adopted Capital Improvement Plan. The City Council can reduce or eliminate the tax at anytime. Restaurants retain 5% of the tax collected. The City may use up to 2% for administrative expenses. The tax is not collected on food or beverages sold on school grounds or college campuses (except food sold by an independent contractor or non-educational catered events), on hospital grounds, in vending machines, at senior centers, or by non-profits or service clubs at street booths or concessions. Food provided by bed and breakfast inns is excluded. For single events, such as weddings, costing more than $5,000 the tax is capped at $250.

[67] Revenue Team, Report to the City of Eugene Budget Committee, April 2014, http://eugene-or.gov/2582/Revenue-Team
[68] Oregon Revised Statutes §250.035
[69] Oregon Revised Statutes §250.036

Appendix F: Transient Room Tax Implementation and Ballot Language Requirements

Implementation Procedure

While all revenue from Eugene's current TRT must continue to go to the Cultural Services Fund, state law permits an increase in the tax rate to generate additional revenue. An increase in the TRT and dedication of increased revenues could be accomplished by ordinance; a public vote would not be required, but the ordinance would be referable. City code would also need to be amended if part of the increased revenue were to be directed to city operations not directly related to tourism. This can be accomplished by ordinance. The TRT could also be increased by citizen initiative, referral to the ballot by Council, or by a successful citizen referendum petition to the Council.[70]

Ballot Language Requirements

The ballot title of any measure, other than a state measure, to be initiated or referred shall consist of:

- A caption of not more than 10 words which reasonably identifies the subject of the measure;
- A question of not more than 20 words which plainly phrases the chief purpose of the measure so that an affirmative response to the question corresponds to an affirmative vote on the measure; and
- A concise and impartial statement of not more than 175 words summarizing the measure and its major effect.[71]

If the election is not the May or November election, and thus the "double majority" requirement applies, the ballot must include the following statement as the first statement of the ballot title summary:

- "This measure may be passed only at an election with at least a 50 percent voter turnout."
- The words of this statement do not count towards the word limits described above.[72]

There are no specific requirements for TLT ballot measures.

[70] Revenue Team, Report to the City of Eugene Budget Committee, April 2014, http://eugene-or.gov/2582/Revenue-Team
[71] Oregon Revised Statutes §250.035
[72] Oregon Revised Statutes §250.036

Appendix G: Marijuana Tax Implementation and Ballot Language Example

Implementation Procedure

Cities in Oregon may adopt an ordinance, which must be referred to the voters, imposing a tax or fee of up to 3 percent on the sale of marijuana items by a retail licensee. The ordinance must be referred to the voters in a statewide general election, meaning an election in November of an even-numbered year.[73]

Ballot Language

Below is an example of ballot language provided by the League of Oregon Cities.[74]

BALLOT TITLE
A caption which reasonably identifies the subject of the measure
10 word limit under ORS 250.035(1)(a)

"Imposes city tax on marijuana retailer's sale of marijuana items"

QUESTION
A question which plainly phrases the chief purpose of the measure so that an affirmative response to the question corresponds to an affirmative vote on the measure
20 word limit under ORS 250.035(1)(b)

"Shall City of {name} impose a {up to three percent} tax on the sale in the City of {city} of marijuana items by a marijuana retailer?"

SUMMARY
A concise and impartial statement summarizing the measure and its major effect
175 word limit under ORS 250.035(1)(c)

"Under state law, a city council may adopt an ordinance to be referred to the voters of the city imposing up to a three percent tax or fee on the sale of marijuana items in the city by a licensed marijuana retailer.

Approval of this measure would impose a {up to three} percent tax on the sale of marijuana items in the city by a licensed marijuana retailer. The tax would be collected at the point of sale and remitted by the marijuana retailer.

{Under state law, a city that adopts an ordinance that prohibits the establishment in the area subject to the jurisdiction of the city of a medical marijuana processor, medical marijuana dispensary, or recreational marijuana producer, processor, wholesaler, or retailer may not impose a tax or fee on the production, processing or sale of marijuana or any product into which marijuana has been incorporated. This measure would become operative only if the measure

[73] League of Oregon Cities, Local Government Regulation of Marijuana in Oregon, August 2015
[74] League of Oregon Cities, Local Government Regulation of Marijuana in Oregon, August 2015

proposing to prohibit the establishment of any of those marijuana entities does not pass by a majority of votes.}"[75]

[75] Cities that desire to provide voters with the most options may wish to put both a measure banning certain activities and a tax measure before the voters at the same time. Cities that elect to do so should include this wording explaining the effect of the vote.

With any questions or for more information please contact:

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EUGENE CITY COUNCIL
AGENDA ITEM SUMMARY

Work Session: Fireworks Ban

Meeting Date: November 30, 2016 | Agenda Item Number: 2
Department: Fire | Staff Contact: Fire Chief Joe Zaludek
www.eugene-or.gov | Contact Telephone Number: 541-682-7115

ISSUE STATEMENT

City Council has requested information to consider a complete ban of fireworks with exceptions for professional event displays and within designated locations in Eugene. Impacts from the pervasive use of fireworks include the risk of injuries and property damages from fires, and the noise generated from them disrupts the quality of life for animals, senior citizens, military veterans, refugees, and community members at large. The purpose of this work session is to provide City Council with information to consider a ban on the use of fireworks in Eugene.

BACKGROUND

For Eugene, the purchase, use and storage of Oregon legal fireworks is regulated through Oregon Administrative Rules (OAR) and Oregon Revised Statutes (ORS). Legal fireworks may be purchased only from permitted (state and local) fireworks retailers and stands. Oregon law bans possession, use or sale of fireworks that fly, explode or travel more than six feet on the ground or 12 inches in the air (e.g., firecrackers, bottle rockets, M-80's and similar devices). State and local permits are also required for public displays. Discharge of legal fireworks is restricted by the Eugene Code (EC 4.934) to June 23 – July 6, Dec 31, and Jan 1. A violation of EC 4.934 is punishable by a maximum fine of $500.

Retail sales of permitted fireworks and related products occur within the city of Eugene from June 23 through July 6 each year. Annually, there are about 28 retail outlets permitted and inspected in Eugene. An average of five permits are issued annually for public displays. Authorized public displays also generate a variety of noise complaints and impact the quality of life for many residents.

Enforcement on the use of illegal fireworks in Eugene is handled by the Eugene Police Department. Additionally, the enforcement of this prohibition has been previously identified as a regional issue.

In response to drought-like conditions, in July 2015, the City Council banned all fireworks in the Wildland Urban Interface (WUI) area for properties south of 18th Avenue and east of Agate Street.

Over the past few years, increased fire patrols have been deployed to observe and report illegal fireworks use and to provide public education. Designated locations identified for members of the public to set off fireworks can create a problem for the City or property owner due to the potential for property damage and injury when a high number of participants using fireworks are close to one another.

Approaches by Other Oregon Communities

Research shows that currently Jacksonville, Talent, and Rogue River prohibit the use of all fireworks. Additionally, Ashland prohibits the use of fireworks at any time, except wire-cored sparklers, smoke bombs, party poppers and ground snakes.

Challenges with Enforcing Fireworks Restrictions

Enforcement of fireworks restrictions are the responsibility of the local law enforcement agency. The greatest challenge to implementing restrictions of fireworks will be to overcome entrenched community behaviors that have developed through years of permissiveness relating to fireworks use. Enforcement on discharges of illegal fireworks or the use of legal fireworks outside the permitted dates would require resources from both the Police and Fire Departments. Police would need to be available to confiscate fireworks from individuals or block parties. It is often difficult to determine the exact location of the fireworks use, identify the responsible party and to respond to the overwhelming number of complaints.

RELATED CITY POLICIES

Previous Council action instituted a date-specific ban on the use of all fireworks, allowing use only between June 23 and July 6, and December 31 and January 1. (City of Eugene Ordinance 20555, EC 4.934)

COUNCIL OPTIONS

Option 1

Adopt a city-wide, year-round ban on the use of fireworks, except for fire code-permitted public displays. Financial impacts: Fire Marshal's Office revenue for retail fireworks permits totaling $6300 in 2015. Retail sales revenue for retailers will be eliminated inside the city of Eugene. Possible increased costs for dedicated fire patrols. Increased costs for police enforcement is approximately $3,500 per added day of dedicated enforcement and education.

Option 2

Adopt a year-round ban on the use of fireworks for the area south of 18th and east of Agate Street, *i.e.*, the Wildland Urban Interface area of Eugene that was the subject of the Council's temporary ban in 2015. Financial impact to Fire: none. Financial impact to Police: approximately $3,500 per added day of dedicated enforcement and education.

Option 3

Make no changes to the City's current fireworks restrictions.

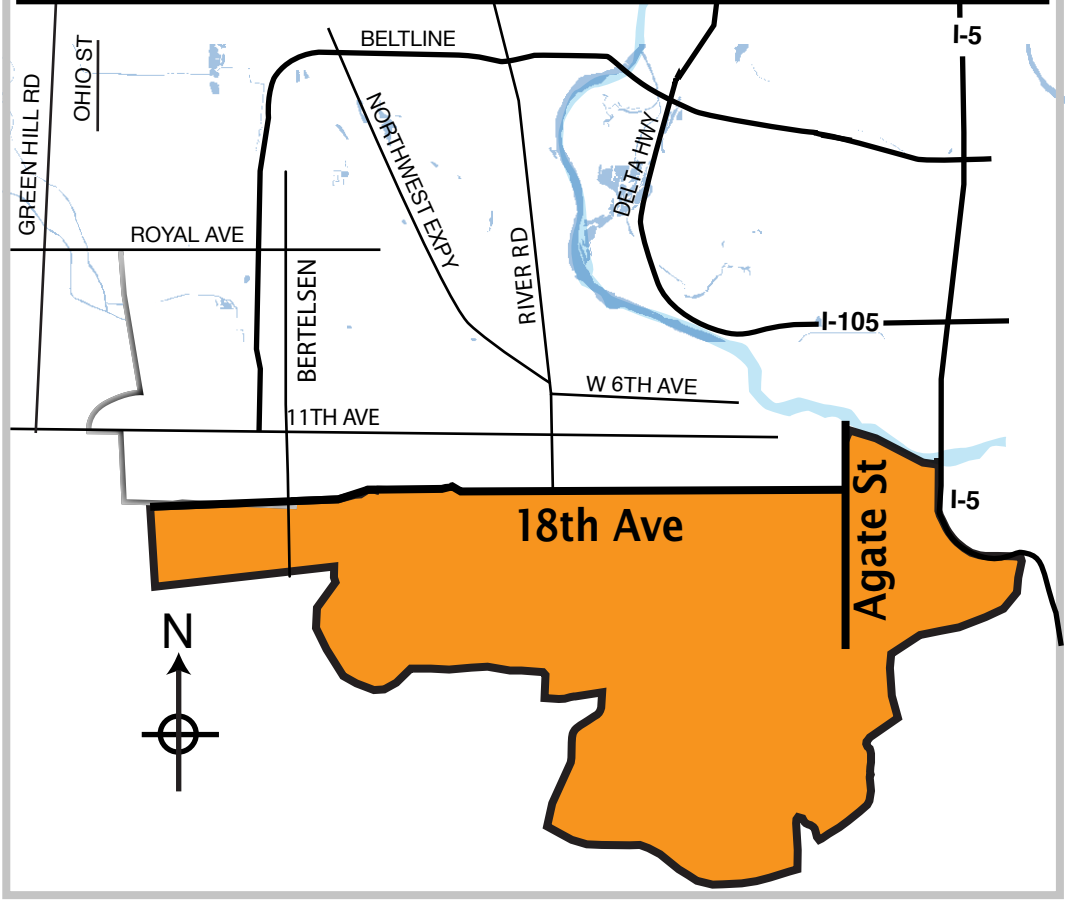
CITY MANAGER'S RECOMMENDATION
The City Manager is seeking direction on which option(s) if any, council wishes to take to a public hearing.

SUGGESTED MOTION
No motion is suggested.

ATTACHMENTS
A. Wildland Urban Interface Area map for proposed ban
   https://www.eugene-or.gov/2668/Fireworks-Enforcement
B. Council Ordinance 20555

FOR MORE INFORMATION
Staff Contact: Fire Chief Joseph Zaludek
Telephone: 541-682-7115
Staff E-Mail: joe.s.zaludek@ci.eugene.or.us

Fireworks Prohibited



COUNCIL ORDINANCE NO. 20555

COUNCIL BILL 5147

AN ORDINANCE PROHIBITING THE USE OF FIREWORKS WITHOUT A PERMIT WITHIN THE CITY LIMITS IN THE AREAS SOUTH OF 18TH AVENUE OR EAST OF AGATE STREET IN 2015; DECLARING AN EMERGENCY; AND PROVIDING FOR AN IMMEDIATE EFFECTIVE DATE.

ADOPTED: July 1, 2015

SIGNED: July 1, 2015

PASSED: 8:0

REJECTED:

OPPOSED:

ABSENT:

EFFECTIVE: July 1, 2015

ORDINANCE NO. 20555

AN ORDINANCE PROHIBITING THE USE OF FIREWORKS WITHOUT A PERMIT WITHIN THE CITY LIMITS IN THE AREAS SOUTH OF 18TH AVENUE OR EAST OF AGATE STREET IN 2015; DECLARING AN EMERGENCY; AND PROVIDING FOR AN IMMEDIATE EFFECTIVE DATE.

The City Council of the City of Eugene finds as follows:

A. Section 4.934 of the Eugene Code, 1971, restricts the use of fireworks, allowing their use only on December 31, January 1, and June 23 through July 6, unless otherwise authorized by the City Manager by Administrative Rule.

B. Severe drought conditions exist within the City of Eugene. Therefore, it is necessary for public health and safety to disallow the use of fireworks within Eugene in the areas south of 18th Avenue or east of Agate Street through the remainder of 2015, except for December 31, and except for a public fireworks show permitted under Section 105.6B of the Fire Code.

NOW, THEREFORE,

THE CITY OF EUGENE DOES ORDAIN AS FOLLOWS:

Section 1. In addition to restrictions on the use of fireworks under State law and City Code, the use, lighting, detonation or display of fireworks is prohibited within the City of Eugene in the areas south of 18th Avenue or east of Agate Street through the remainder of 2015, except that this prohibition does not apply on December 31, 2015, and does not apply to a public fireworks show permitted under Section 105.6B of the Fire Code.

Section 2. Due to the severe drought conditions and the upcoming 4th of July holiday, an emergency is declared to exist that cannot be addressed by the ordinance adoption procedures of Section 28(1) of the Eugene Charter of 2002. Immediately prior to adoption of this Ordinance, the City Council unanimously agreed to proceed with consideration of this Ordinance with an abbreviated notice of the public hearing date.

Section 3. As this matter has been declared an emergency, pursuant to the provisions of Section 32(2) of the Eugene Charter of 2002, with the affirmative vote of two-thirds of the members of the City Council, upon adoption by the Council and approval by the Mayor, or passage over the Mayor's veto, this Ordinance shall become effective immediately.

Passed by the City Council this

1st day of July, 2015.

Beth Forrest

City Recorder

Approved by the Mayor this

1st day of July, 2015.

Kitty Piercy

Mayor