



Lane County Parks

Funding Analysis

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Background and Context

Lane County is the sixth largest county in Oregon at 4,722 square miles, and the fourth most populated, with 370,600 residents in 2017.¹ The county is one of two that extends from the Pacific Ocean to the crest of the Cascade Mountains. With 12 incorporated cities and many unincorporated communities, the county is geographically, ecologically, demographically, and economically diverse. Figure 1 shows some of the major municipalities in the county and gives an overview of the county's geography.

Figure 1 Lane County, Major Cities and Land Ownership

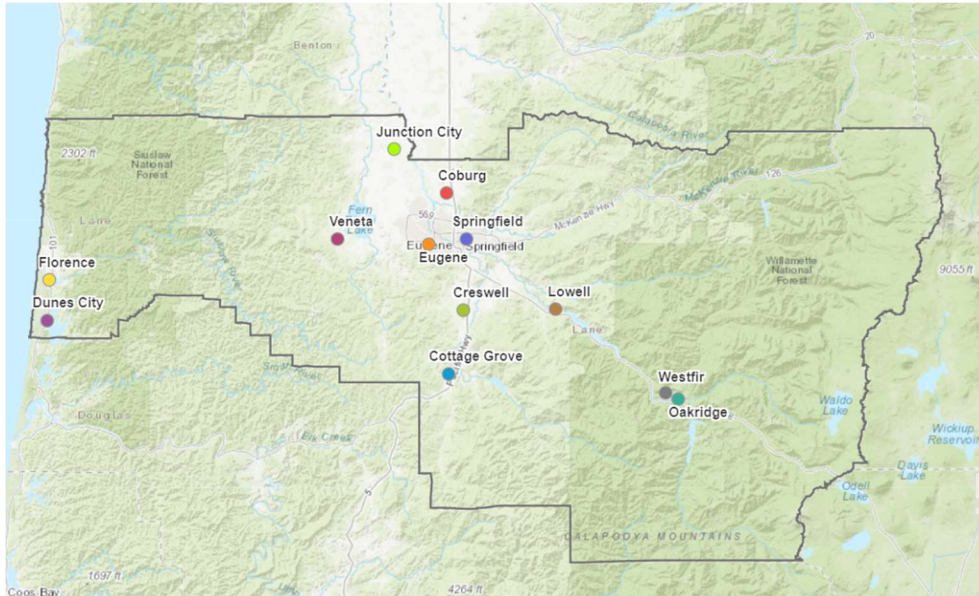


Image Source: Lane County

Lane County's parks are as diverse as the county itself. The county operates parks located near beaches, forests, and river systems, as well as parks located in municipal areas and those bordering federal land. Park visitors enjoy the diversity of Lane County's natural resources, but that diversity is also a challenge. Different parks have different needs, and the parks division has limited staffing and funding to meet them. The county must also balance recreation and natural resource protection; as well as local, tourist, and countywide user needs.²

Lane County approved its new Parks and Open Space Master Plan in November of 2018. The plan is meant to guide the County's efforts to maintain and improve its parks system, and details the community's priorities for investments.³

1. Water-based recreation activities with access to the Pacific Ocean, rivers, and wetlands
2. Nature-based recreation activities with access to campgrounds and picnic areas in natural areas
3. Trail-based recreation activities which expand the network of trails and connect them to community destinations.

¹ Portland State University Population Research Center

² Lane County, Oregon. Parks and Open Space Master Plan, 9

³ Ibid, 23

Parks Department Needs

Lane County Parks would like to better maintain its parks' infrastructure and enhance park facilities. The parks division is focused on above-ground structures such as visitor centers and picnic pavilions; below-ground infrastructure which includes water lines, sewer lines, and irrigation systems; marinas, docks, and boat ramps; campgrounds; and trails, roads, parking lots, and lighting.⁴ Currently the parks department lacks the staffing and funding needed to maintain, upgrade, and enhance park infrastructure and user facilities.⁵ The division has a maintenance backlog of about \$20 million.

The county may prioritize park improvement by targeting parks that offer all three types of recreation opportunities: water-based, nature-based, and trail-based.⁶ The county may also prioritize protecting the parks' natural resources, as well as maintaining park facilities.⁷

Parks Department Budget

Lane County Parks operates via a special revenue fund and receives no funding from the county's general fund. The parks department has been working to decrease expenditures and increase revenues over the past several years. The parks department has an operating budget of roughly \$4.3 million.

Key Revenue Sources

The top three sources of revenue for Lane County Parks are properties and rentals; taxes and assessments; and state revenues from Oregon's RV permit fees. The parks division also collects user fees at day-use sites and campgrounds, and those revenues account for 2.4% of the Parks department's resources. It should be noted that revenues from taxes and assessments have increased over 2018-2019, revenues from properties and rentals remained the same, and revenues from fines and penalties decreased about 12% from 2018-2019.⁸ Figure 2 lists the Parks department's revenues, total budgeted amounts, and percentages of the total budget.

Figure 2 Resources, Lane County, 2019-2020

Resources	Total	Percent of Budget	Percent Change from 2018-2019
Property and Rentals	\$1,940,200.00	44.1%	No Change
Taxes and Assessments	\$1,217,803.00	27.7%	22.1%
State Revenues	\$577,775.00	13.1%	6.4%
Transfers	\$491,340.00	11.2%	No Change
Fees and Charges	\$45,000.00	1.0%	-12.6%
Fines and Penalties	\$18,155.00	0.4%	112.0%
Federal Revenues	\$ -	0.0%	-

Source: Lane County Adopted Budget, 2019-2020

⁴ Henry, Brett

⁵ Ibid, 15

⁶ Ibid, 25

⁷ Ibid, 28

⁸ Lane County, Oregon. 2019-2020 Adopted Budget, 329

Key Expenditures

Materials and Services is the parks department's chief expense. This is a broad category that includes supplies needed for the parks department to carry out its work, including office supplies, tools and equipment, and computers and software. Personnel is the department's next greatest expense, followed by capital expenses. Personnel expenses increased by about 13% over 2018-2019, and capital expenses decreased by 35% over the same time period.⁹ Figure 3 lists Parks department expenses.

Figure 3 Expenses, Lane County, 2019-2020

Requirements	Total	Percent of Budget	Percent change from 2018-2019
Materials and Services	\$2,004,023.00	46.5%	1.0%
Personnel	\$1,850,522.00	42.9%	13.7%
Capital Expenses	\$455,000.00	10.6%	-35.3%

Source: Lane County Adopted Budget, 2019-2020

Methods

To provide recommendations that address the backlogged maintenance, we conducted case study analysis on two Oregon counties: Jackson and Josephine County; and one special district: Bend Parks and Recreation District. Each researcher reviewed one case study to understand the revenue streams and expenditures in this agency. This provided insight on how other communities fund their parks and recreation services. The purpose of this case study analysis was to find revenue-generating methods that were not currently employed in Lane County, or that are employed differently, that could provide either consistent financing or one-time financing options for the backlogged maintenance. This analysis was conducted keeping efficiency of administration, equity, neutrality, and productivity in mind to ensure the best options for Lane County.

Following the case study analysis for each of the agencies, the research team compiled packages to provide examples that Lane County could use to increase their annual revenues and address the \$20 million maintenance backlog. Identified sources from the case studies were compiled into three packages to offer Lane County. Each package was evaluated on criteria to ensure that these budgetary practices would be fair and efficient for the County. Figure 4 provides the criteria and a description of the ranking process. Following the rating of each package, the research team compared the packages based on their ability to provide Lane County with funding based on the criteria. This included recommendations and practices to effectively implement the proposed package.

⁹ Lane County, Oregon. 2019-2020 Adopted Budget, 329

Figure 4 Evaluation Criteria, 2019

Criterion	Poor	Moderate	Good	Very Good
Equity	Package significantly hinders or bars certain groups or users from use	Package has moderate impacts on certain users or groups	Package has no observed impacts on certain users or groups.	Package makes the existing parks systems more equitable for all users/groups.
Neutrality	Package causes significant shifts in market or uses of parks systems	Package causes moderate shifts in market or uses of park systems.	Package has no observed shifts in market or uses of park systems.	Package corrects/replaces previous unneutral practices.
Administration	Cost to collect is greater than 10% than the revenues generated.	Cost to collect or administer package is 5-10% of revenues generated	Cost to collect or administer package is 5% or less than the revenues generated.	No additional cost to collect. Policies, staff, or structures currently exist to collect the revenues.
Productivity	Less than ¼ of the backlogged maintenance will be achieved	¼ to half of the backlogged maintenance will be achieved	Half or greater of the backlogged maintenance will be achieved	The full amount or greater of the backlogged maintenance will be achieved

Source: Lane County B, Parks and Open Space Research Team

Funding Packages

Package I: Increase day-use fees to fund long-term operations and use system development charges to fund capital projects.

Fees and charges, including user fees and system development charges, are currently collected by Lane County, receiving \$107,700 annually. This is a \$15,500 decrease from last year with steady decline in total revenues collected over the past several years from these sources. The county’s budget mentions that the collection of user fees has increased, despite the decrease in actual dollars collected from user fees and charges actual dollars as seen in the budget. This may be due to changes in system development charges over time. Given that the county already uses both SDCs and user fees, adjusting the use of these revenue sources would be an easily administered revenue generation tactic. Figure 5 provides a summary of the annual revenues possible with increased day use fees and system development charges, including an evaluation of these sources’ ability to meet the evaluation criteria.

We suggest a \$1 increase in user fees only at parks which currently charge such fees to mitigate equity and neutrality concerns with this revenue source. Assuming the rates of usership will remain the same, a \$1 increase to user fees would net \$84,625 for the county parks system. This would result in a \$16,925 increase annually to the parks budget. Over a 10-year period, this would yield \$169,000 dollars in revenue. See Appendix A for further detail about calculations and assumptions for user fee increases.

System Development Charges can be vital aspects of a capital budget as they bring equity to capital projects by requiring those causing impacts to pay for them. In case studies, funds are reviewed every

five years to determine if they are on pace with parks’ needs. This option is separate and in addition to any taxes or fees used in a community and can only be used for developing new parks. SDCs would not directly fund the maintenance backlog, but could offer a shift in existing revenues as SDCs fund capital projects to support new development. See Appendix B for detailed information about the use of SDCs in case study communities. This form of revenue is responsive to market forces and could decline in response to shifts in the housing market. Lane County should be aware that SDCs may not provide consistent revenue year-to-year.

System Development Charges generated \$40,000 in the 2018-2019 fiscal year for Lane County, which issued 314 building permits for new residential construction.¹⁰ In comparison, Jackson County was expected to generate \$75,000 in collected SDC’s in the 2018-2019 year on new residential developments, despite having less residential development with 224 single family dwelling permits issued.¹¹ Jackson county generates approximately \$335 per permit issued in 2018-2019, where Lane County generated \$127. This significant difference in fees per permit may be due to construction of exempted properties or offering credits instead of collecting fees in Lane County. If Lane County increased their SDC to match Jackson County’s by limiting exceptions, increasing fees, and limiting opportunities for credits, they would generate \$65,000 more annually, assuming development remains stable over time. This would contribute an additional \$650,000 over 10 years. For further details about the calculations and assumptions for SDCs, see Appendix A.

Figure 5 Package 1 Evaluation, 2019

Criterion	Day-Use Fee Increase	System Development Charges
Equity	Poor	Good
Neutrality	Poor	Good
Administration	Very Good	Very Good
Productivity	Poor	Poor
Package 1 Revenues Annual Yield Summary		
Funding Source	Potential Operating Revenue	Potential Capital Revenue
User Fees	\$16,925	User fees could also be used for capital expenses.
Systems Development Charges		\$65,000
Total Monetary Yield	\$16,925	\$65,000

Sources: Lane County B, Parks and Open Space Research Team; Lane County Budget 2019-2020; Jackson County Budget 2019-2020; Lane County Building Permit Records 2018-2019; Jackson County Building Permit Records 2018-2019.

Package 2: Public-Private Partnerships, Naming Rights, and Property Sales

Public/Private Partnerships

The Lane County Parks and Open Space plan does not currently list areas where Public/Private Partnerships (PPP) are used, however, the use of partnership is listed as a priority in the department master plan. The document notes that partnerships can assist with joint projects to enhance county parks given the limited accessible resources.¹²

PPP is a strategy of many parks departments across the state, and different strategies may be used: volunteer hours for maintenance and upkeep, in-kind donations of materials, and financial donations.

¹⁰ Lane County Department of Public Works Land Management Division, Building Permits, Building Permit Counts

¹¹ Jackson County Development Services, Building Permit Data for date range 2008-2018

¹² Lane County, Oregon. Parks and Open Space Master Plan

The benefit of using PPP is that outside donations may fund the county's maintenance efforts, and, if the county works with a foundation, the foundation will conduct fundraising and volunteer recruitment with little FTE required by the county. The trade-off is that the county has less control over grant applications and fundraising. See Appendix B for an example of PPP from Wenatchee, Washington.

Estimating yield is difficult, as it relies largely on the capacity of the organization and the partnership details with the county. Observing past budgets for Jackson County, nearly all funds are listed as "grants, gifts, allocations, and donations" and total \$2.2 million.¹³ Jackson County worked with a foundation to fund the Bear Creek Greenway, a trail system that connects several communities and provide access to recreation. The foundation raised \$190,000 to match a \$1.7 million dollar grant.¹⁴ While grants may not always be an option, these partnerships come with immense financial benefit with little staffing needed from the County. There is also the potential for in-kind donations of materials and services on a project, which are not listed in the department budget.

PPP is efficient and productive for a community, relying on the partner to manage and conduct a share of the efforts on a project and sharing the benefits with the county. This strategy is neutral and equitable; it does not shift economy to another jurisdiction or cause competition between jurisdictions and it relies largely on the ability to pay principle. If an individual wants to be involved, they can donate, if they are unable to donate, they can volunteer time. There is no requirement to participate.

Naming Rights to County Projects

Along with PPP, Lane County might consider offering naming rights to parks and/or park amenities. Several cities in California and the Midwest have led successful naming rights campaigns, which have covered or heavily subsidized the cost of upgrading or building new facilities. Lane County would need to determine the dollar amount needed from donors and would need a package of benefits to offer donors. Appendix B lists potential options from the City of Bakersfield, California.

If Lane County Parks were to pursue naming rights, it would need to devote staff time to cultivating relationships with donors. This may require hiring staff specifically for courting donors. One study from Indianapolis notes that pursuing naming rights requires operating the parks in "business mode"—actively pursuing donors, explaining the sales benefits of naming rights, and building awareness amongst businesses and individuals.¹⁵

Naming rights have several benefits: taxpayers are not asked to pay for new or upgraded facilities, so the concerns of equity and neutrality are largely avoided. Donors receive tax write-offs for their donations, as well as name recognition and good will from the community. Further, case studies suggest that naming rights can be highly productive. That said, naming rights campaigns do require a strategy to cultivate donors and develop investment packages. It should be noted that this strategy also runs the risk of over-involving donors in the design, placement, or timeline of the project. Lane County would need to be careful to maintain control of the project.

¹³ Jackson County Budget 2019-2020, 2014-2015, 2009-2012

¹⁴ Milestones, Bear Creek Greenway Foundation

¹⁵ Schoettle, Anthony

Property Sales

Finally, Lane County could use receipts from county property sales to help fund the parks department’s ongoing expenses. Lane County collects revenue from the sale of tax-foreclosed real property, and these funds are placed in Special Revenue Fund 260.¹⁶ Lane County may be able to dedicate up to \$205,943 of this funding to Public Works and the parks department specifically. See Appendix A for calculations.

Additionally, Special Revenue Fund 260 has a reserve of \$7,875,617.¹⁷ According to Lane County policy, reserves are resources set aside for future use or emergency uses, and are one-time funds, meaning that they should be spent on capital projects, rather than ongoing expenditures.¹⁸ Lane County administration and county commissioners would need to decide whether the \$20 million backlog in the parks department’s maintenance projects constitutes an emergency in order to tap the reserves in Special Revenue Fund 260 specifically for capital investments.

Reallocating proceeds of property sales to parks would be efficient to administer. The county is already engaged in property sales, and has the administrative capacity sell properties and allocate revenues to its chosen funds. Property sales may make up a small portion of the county’s overall budget, particularly in stable markets, but they may provide a small measure of relief to the parks program.

Figure 6 Package 2 Evaluation, 2019

Criterion	PPP	Naming Rights	Property Sales
Equity	Very Good	Good	Very Good
Neutrality	Very Good	Good	Very Good
Administration	Moderate	Moderate	Good
Productivity	Good—Very Good	Good—Very Good	Good
Package 2 Revenues Annual Yield Summary			
Funding Source	Potential Operating Revenue	Potential Capital Revenue	
Public-Private Partnerships	Total value of maintenance and upkeep	\$2,200,000	
Naming Rights		Total value of new or upgraded investments	
Reallocation of Property Sales Revenue	\$205,943		
Tapping Fund 260 Reserves		\$7,875,617	
Total Monetary Yield	\$205,943 plus value of maintenance	\$10,075,617 plus value of capital projects	

Sources: Lane County B, Parks and Open Space Research Team; Lane County Budget 2019-2020; Jackson County Budget 2019-2020

¹⁶ Lane County, Oregon. 2019-2020 Adopted Budget, 61.

¹⁷ Ibid, 123

¹⁸ Ibid

Package 3: Deferred Maintenance and Operations Levies

Lane County Parks currently receives no property tax or general fund revenue to fund its operations.¹⁹ The parks department must acquire some form of revenue to fund the \$20 million in deferred, future, and current operational costs. Bend Parks & Recreation funds a large portion of its operations by using a permanent property tax voted in by citizens in 1976. To fund operations costs during the economic downturn, Bend voters approved a General Obligations Bond.²⁰ Unlike a bond, a levy can be used for maintenance and operations and provide funding to hire more staff.

Considering the diversity of use by the public and the needs by the parks department, a levy provides the best funding option because it quickly generates the needed funds for the deferred maintenance costs, and supplies funding for current and future operations costs.²¹ However, a levy requires voter approval, and getting that approval for county projects can be a difficult decision for residents in cities like Eugene that recently passed a parks levy measure which resulted in voters approving a \$0.19 per \$1000 assessed value tax on property to fund operations and \$0.26 per \$1000 assessed value to fund the capital improvement of city parks.²²

Deferred Maintenance Levy

If Lane County secured a ten-year levy of \$0.10 per \$1000 assessed value, the county would generate \$3.2 million per year in needed revenue for the deferred maintenance. After ten years this revenue would cover all the deferred maintenance, and result in a surplus of approximately \$7.3 million to be set aside in a rainy-day fund for future maintenance or operational needs. Figure 8 below shows the revenue generation year-to-year in a five-year period.

Operations Levy

The Deferred Maintenance Levy would fund the deferred maintenance costs, but provides no ongoing support for the future. The research team sees an opportunity to request a longer-term solution by asking for an additional \$0.05 per \$1000 assessed value for an operations levy.

This levy could be used to fund all park operations and provide the funding for the additional staff needed to start a campaign that promotes county parks as a healthy lifestyle choice, encouraging more use. An operations levy could also lower or eliminate park user fees, which suggests it has a very good neutrality factor.

Package 3 does not have significant impacts for equity or neutrality because it should not negatively impact specific user groups, and the possibility of eliminating user fees may make this a neutral policy. Administration costs for both levies would be minimal: Lane County has the mechanisms in place to collect and distribute funds collected by the levies. Finally, levies are very productive, and have the potential to meet or exceed all the county's funding needs.

¹⁹ Lane County, Oregon. 2019-2020 Adopted Budget, 64.

²⁰ Bend Metro Park & Recreation District Adopted Budget 2019-2020

²¹ Lane County, Lane County Parks and Open Space Master Plan

²² City of Eugene, Oregon. "Real Market Value on a Typical (Median) Home in Lane County, 1

Figure 7 Package 3 Evaluation Criteria, 2019

Criterion	Operations Levy	Deferred Maintenance Levy
Equity	Good	Good
Neutrality	Very Good	Very Good
Administration	Good	Good
Productivity	Very Good	Very Good

Source: Lane County B, Parks and Open Space Research Team

Figure 8 Package 3 Revenue Yield Summary, 2019

	Year 1	Year 2	Year 3	Year 4	Year 5
Operational Levy	\$1,613,359	\$3,226,718	\$4,840,077	6,453,436	8,066,795
Deferred Maintenance Levy	\$3,226,718	\$6,453,436	\$9,680,154	\$12,906,872	\$16,133,591

Sources: Lane County B, Parks and Open Space Research Team; Lane County Detail of Tax District Levies

Evaluation

Package 1

Package 1 requires no additional administrative support, as user fees and system development charges are already collected by the county. This proposal calls for an increase to existing sources. User fees have equity, neutrality, and productivity considerations to keep in mind. Increasing fees could result in a decrease in usership due to inability to pay, making them less productive in the long run. This could be compounded by shifting patterns of parks usage to those that do not charge for services, contributing to the decline in user fee revenue to support parks operations and maintenance. These concerns contribute to low neutrality and equity scores. Additionally, productivity of this package is largely reliant on market factors due to the use of SDCs and assumes that the market will either remain stable or will have a series of fluxes that will balance over time to support capital projects.

This package does not provide adequate funds to address the backlogged maintenance in a reasonable time frame. These revenue sources would take over 100 years for the backlogged maintenance to be addressed were this the only changes to the budget. Our research team finds that it is unsuitable as a standalone package for the county in addressing the backlogged maintenance.

Package 2

Package 2 requires no additional burden on taxpayers because the costs are borne by community groups or individual donors who opt to support the parks. This option has the potential to dramatically increase the county's capital revenues and may partially offset its ongoing expenses by partnering with volunteer groups. Finally, the county may build relationships with business owners and individuals who are able to support the parks for years and who help to guarantee funding for the parks in the future.

Lane County would need to dedicate staff time to cultivating relationships with potential volunteers, foundations, and private donors. These relationships take time to build, and the county may not see monetary results for several years. Package 2 is also difficult to quantify. The county may find that donors are able to completely cover the costs of capital projects, or that donations fall short, leaving the county responsible for making up the difference.

Package 3

Package 3 provides ample funding in a reasonable timeframe and provides a sustainable funding source for the future. In addition, the package leaves a surplus to build a rainy-day fund and could remove user fees. This package is rated good in equity and administration and very good in neutrality and productivity because it meets the county’s core value of responsibly managing the parks department by fulfilling its budgetary commitments. Providing a sustainable funding source fulfills the parks department vision by protecting resources for future generations.

A major challenge with Package 3 is that a levy requires voter approval. Voters in case study communities have not approved levies for similar requests, and voters in Lane County denied a request for a new county courthouse. However, voters in Eugene approved a parks bond and levy which suggests that people in the largest city in the county might not be as averse to funding parks as they were to approving a courthouse. Because of this, Lane County would need to explore the focus and extent of a levy in depth before sending it to voters. A levy would require some administrative work at the assessor’s office in order to collect and process the new funds, but this is expected to be minimal. The use of levy funds to remove user fees is progressive but could create capacity issues due to potential drastic changes in user patterns.

Figure 9 Package Evaluation Comparison, 2019

Criterion	Package 1	Package 2	Package 3
Estimated Maximum Yield	\$81,925 (annually)	\$7.8 million (one-time)	\$4.8 million (annually)
Equity	Moderate	Good	Good
Neutrality	Moderate	Good	Very good
Productivity	Poor	Good-Very good	Very good
Administration	Good	Moderate	Good

Source: Lane County B, Parks and Open Space Research Team

Recommendation

Package three is the most productive option for the county, and it scores well on equity, neutrality, and administrative costs. We recommend that Lane County send two levies to voters: one to pay for ongoing maintenance, and another for capital projects.

Although a levy ranks well according to our metrics, there is no reason Lane County cannot also employ strategies from Packages 1 and 2. If Lane County chose to tap the revenues in Fund 260, those funds could be available in the next fiscal year. Likewise, increasing user fees by \$1 would generate an estimated \$200,000 per year, which would also be available quickly. Lane County may also begin cultivating relationships with donors: community and volunteer organizations who can provide maintenance, and individuals and businesses who buy naming rights. These relationships will take time to build, and the county can start the process in order to generate funding in a few years’ time. Finally, Lane County can use SDC’s, which provide some funding that can be used to boost parks as the community grows.

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Washington State Parks. Fund 4650—State Parks and Recreation Expenditures/Revenues by Activity and Program, 2019. Obtained via email from Brian Thrasher, Records and Forms Manager at Washington State Parks. November 20, 2019.

Appendix A: Assumptions & Calculations

User Fees

User Fees Assumptions:

Parks usership will be the same or similar over time.

Parks user fees: \$4

User Fees Calculations:

Total User Fees and Charges in Parks Budget: \$107,700

User Fees estimate: \$67,700 (calculated by subtracting total user fees and charges by the cited SDC revenue from county budget, $\$107,700 - \$40,000 = \$67,700$)

Parks User Fees: \$4 (assumed based on previous experience with visits at county parks)

Number of user fees collected: 16,925 (calculated by dividing the user fees estimate by the parks user fees, $\$67,000 / \$4 = 16,925$ units)

Potential revenue after \$1 increase: \$84,625 (calculated by multiplying number of user fees collected by parks user fees increased by \$1, $16,925 \times \$5 = \$84,625$)

Additional revenue annually: \$16,925 (calculated by subtracting user fees estimate from potential revenue after \$1 increase, $\$84,625 - \$67,700 = \$16,925$)

SDC estimate: \$40,000 (cited SDC revenue from the county budget)

SDC

SDC Assumptions:

County building permit issuance will remain the same over time with no exemptions offered.

SDC Calculations:

Total User Fees and Charges in Parks Budget: \$107,700

Lane County SDC revenue 2018-2019: \$40,000 (cited SDC revenue from the county budget)

Number of Lane County building permits issued in 2018-2019: 314 building permits for new residential construction. New residential construction includes 156 residential accessories, 2 retaining walls, and 156 single family dwelling permits.

Lane County revenue generated per charge: \$127 (Calculated by dividing Lane County SDC revenue by number of building permits issued, $\$40,000 / 314 = \127)

Jackson County SDC revenue 2018-2019: \$75,000 (cited SDC revenue from the county budget)

Number of Jackson County building permits issued in 2018-2019: 224 building permits for single family dwellings

Jackson County revenue generated per charge: \$335 (Calculated by dividing Jackson County SDC revenue by number of building permits issued, $\$75,000/224 = \335)

Lane County modeled increased SDC: \$105,000 (Calculated by multiplying Jackson County revenue generated per charge by the number of Lane County building permits, $\$335 \times 314$)

Property Sales

Property Sales Assumptions:

Fund 260 holds funds from property sales, and funds from the transient room tax in an unspecified amount. We assume that 33% of Fund 260 comes from property sales.

We assume that Administration would be able to dedicate the equivalent of one extra staffer to Parks.

Property Sales Calculations:

Share of Fund 260 from county property sales: \$106,715,668 (Calculated by dividing the total of Fund 260 by one third, $\$323,380,811 * .33$)

Fund 260 is shared amongst County Administration, the District Attorney, the Sheriff's Office, and Public Works. County Administration takes the largest share of Fund 260, with 62 FTE staff using \$12,768,495.

Per-staff member share of property sales: \$205,943 (Calculated by dividing Administration's total share of Fund 260 by 62, $\$12,768,495/62$)

Share of property sales potentially available to parks division: \$205,943 (Assuming that Administration will dedicate the equivalent of one more staffer to the parks division.)

Levy

Levy Assumptions:

County property values will not decline due to recession.

We assume that most county residents reside in the Eugene UGB.

Levy Calculations:

Median home value figures: \$305,140, Derived from the county report of median home values.

Total assessed value of Lane County at \$32,267,182,417. Using the county Detail of Taxing District Levies document, we derive the total assessed value minus the exempt property. ($\$32,779,668,839 - (\$9,314,345 + \$521,800,767)$)

To obtain the total tax levy collected: Divide TAV by 1000, then multiply by 0.10 to determine the dollar amount generated per year. $((TAV/1000) * 0.10)$

Appendix B: Case Studies

Supplemental Case Studies Relating to Specific Package Options – Page 16

Bend Parks and Recreation District Case Study – Page 17

Jackson County Parks and Recreation Case Study – Page 20

Josephine County Parks and Recreation Case Study – Page 27

Supplemental Case Studies Relating to Specific Package Options

Public-Private Partnerships Case Studies

Squilchuck State Park, in Wenatchee, Washington provides a case study for the attractiveness of trails in parks. Squilchuck is 288 acres, features a small group campsite, and in 2013 was earning about \$300 per year from day-use passes.²³ Washington State Parks considered closing Squilchuck, but instead partnered with the Evergreen Mountain Bike Alliance (EMBA) to build new mountain bike trails. EMBA has built a large skills park, eight miles of singletrack, and has plans to expand the trail network. In 2019, the park earned \$1,672 from day-use passes.²⁴ This is not a huge amount of total dollars, but does represent that Squilchuck's visitation quintupled from 2013 to 2019.

Lane County could form partnerships with the Disciples of Dirt, the Alpine Trail Crew Association, and the Greater Oakridge Area Trail Stewards to build new trails in Lane County parks. The county would benefit from increased attractions, and therefore increased user fees, in these parks. In turn, the trail organizations would benefit from having trails on protected lands that will not be logged or developed. These organizations already have volunteer trail crews, so they are efficient at building trail, and, if Squilchuck is any example, increased trail options can be productive for the county. The county's expenses would be staff time to arrange the partnership, and small potential costs such as portable restrooms to accommodate increased users.

Naming Rights Case Studies

The City of Bakersfield, California's Recreation and Parks department launched a naming rights campaign a new amphitheater in 2006. Because this was a new strategy, city staff struggled to know the right amount to ask for—they wanted to ask for an amount large enough to be taken seriously, but small enough to be affordable for the types of businesses in the area. Eventually, staff decided to ask specific companies in town for 10% of the overall construction costs. The city placed the donor's money into a special account which was used solely for events at the amphitheater. The city also created a sponsorship package, which included a full-page advertisement in the amphitheater's brochure, parking passes and reserved seats at events, event shirts, and the company's logo on all event brochures. Once the amphitheater was named, Bakersfield also sold naming rights to benches, art installments, banners, and pavilions. These sales helped the city build relationships with smaller donors, and covered many of their incidental costs.²⁵

Likewise, Cincinnati, Ohio has successfully cultivated relationships with local businesses to help fund their city-owned facilities. Cincinnati received \$100,000 from a local bank to put towards a community center, and an additional \$50,000 from a funeral home to put towards a gymnasium in the same facility. Both companies received tax write-offs for their donations, as well as name recognition and good will from the community.²⁶

²³ Washington State Parks, 2013

²⁴ Washington State Parks, 2019

²⁵ Hoover, Dianne

²⁶ Ibid

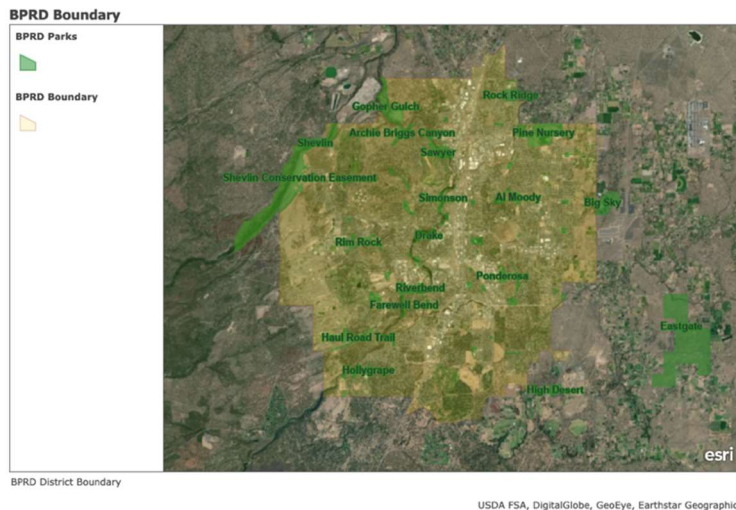
Jurisdiction Case Studies: Bend Parks and Recreation District; Jackson County Parks; Josephine County Parks

Bend Parks

Bend, Oregon is centrally located in the state near the Cascade Mountain Range, high desert plateau and the Cascade Lakes. The central area of the state is very popular among outdoor enthusiasts including skiers/snowboarders, backpackers, kayakers, fishermen and hunters. This offers an ideal environment for the Bend Parks & Recreation District (BPRD) and likely has some influence on its success. Prior to becoming the BPRD, the city managed parks until 1976 when citizens prioritized creating the district. The BPRD was created mainly to protect parks from the pressure of shifting funds out of parks to other community needs like road repairs. In this same year, citizens voted to dedicate property tax money to the district to provide parks and recreation services to the city. The BPRD operates on an annual budget cycle that totals \$81,212,321 in funds and expenditures of \$78,712,321. According to the budget document, this area has seen significant growth between 1997 – 2007 and this growth trend is expected to continue.

District Overview

The district is governed by a board of 5 elected members as the legislative branch. In this role the board members set policy, form the budget committee, hire and direct the Executive Director, and adopts the



annual budget. The Executive Director's role is administration of the district and managing staff. The budget process is initiated by the Executive Director publishing an ad looking for new budget committee members. The first budget is published by Apr 23, made available to the public by May 3, then public hearings notice on May 24 with the hearing taking place on June 4. The tax levy is then certified on July 15 by Deschutes County.

The map to the left shows the service area of the district, it should be noted that Tillicum park is not shown here but it is part of the park district. The district is slightly larger than the urban growth boundary of the city and covers a 32.5 square mile area. The parks department employs 123 full-time employees and 405 part-time employees. District properties combine for a total of 3,038 acres with 70 miles of trail and 158 acres in community parks. They operate six different facilities including the popular Juniper Swim and Fitness Center.

District Revenues

District funds are generated from property tax, user fees, systems development charges and grants, donations or sponsorships. The property tax rate is assessed at \$1.461 per \$1000 of total assessed value, and property tax revenue is expected to increase by \$690,000 for 2020. User fees make up the next

staff wages and benefit packages as a priority to ensure that the district attracts the most highly qualified of employees. Materials and Services is expected to cost the district \$6,289,007 in 2020. These are mostly funded out of the general fund with a small portion being contributed by the SDC fund and Recreational Facility Rental fund.



Conclusion

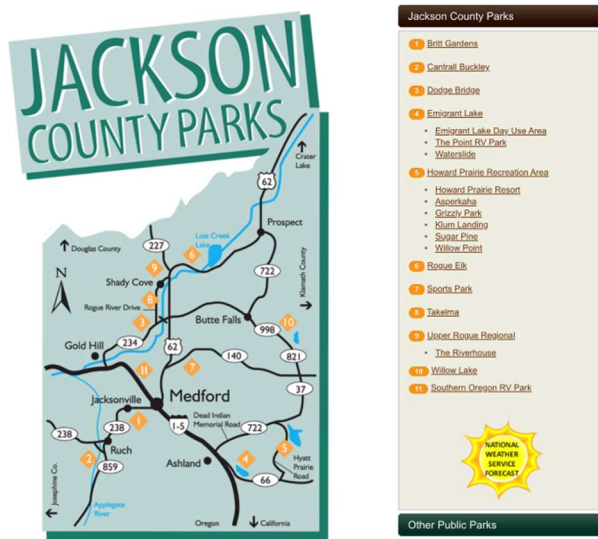
While Bend and Lane County are in the same state, they're not on the same planet when it comes how they fund their parks services. Bend takes a very progressive approach that involves revenue given to them as a district in a property tax measure by its citizens. Lane county has no such funding, their budget comes largely from user fees collected at sites in their jurisdiction. While Bend has user fees in its parks, it doesn't solely rely on them as a revenue source. SDC charges are also another huge distinction in the means of funds coming into Bend in comparison with Lane County which didn't appear to have any of these fees. All this budget information helps define some key potential revenue sources that are missing in the Lane County Parks overall budget.

Jackson County Parks

Background

Located in Southern Oregon along the California border, Jackson County covers 2,802 square miles.²⁷ The County government serves the unincorporated population of Jackson County, estimated at 64,865 people according to Portland State University's Population Research Center 2018 population estimates.²⁸ Priorities seen from this county's budget include the County Parks program, which manages the operation and maintenance of 21 public parks and 2 greenway trails, encompassing over 7,000 acres of land and water.²⁹ Figure 1 provides a mapped view of the county and the parks that it supports. Camping, trails, parks, watersports, and other outdoor recreation opportunities are some of the services provided by the County program.

Figure 1: Map of Jackson County Operated Parks



Sources: Jackson County Parks and Recreation

This memo will detail the budgetary practices, programs, revenues, and expenditures for the Jackson County Parks Program Budget. The information gathered and assessed for Jackson County will assist in making recommendations to support necessary maintenance the Lane County Parks Program.

²⁷ "FactMap2018.Pdf," accessed November 11, 2019, <https://apps.jacksoncounty.org/gis/PDFmaps/FactMap2018.pdf>.

²⁸ "About Jackson County, Oregon," accessed November 11, 2019, <https://jacksoncountyor.org/County/About-Us>.

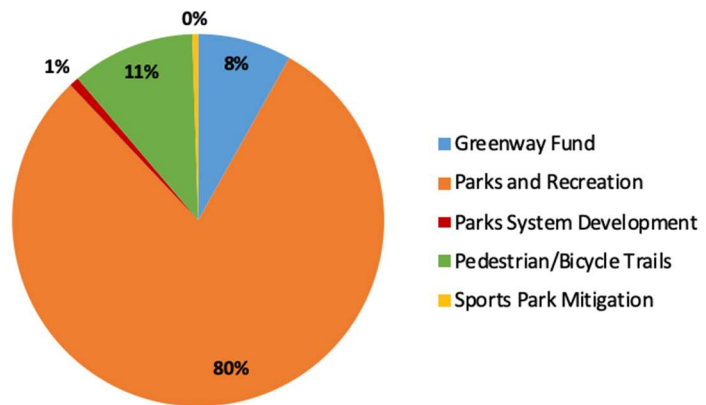
²⁹ "Jackson County Budget 2019-2020," Jackson County Budget Committee, July 1, 2019, accessed November 11, 2019, <https://jacksoncountyor.org/Departments/Administration/County-Budget>

Budget

The Jackson County Budget is a program-based budget, which focuses primarily on the outcomes for the community. The Jackson County budget merges the Roads and Parks Program budgets, which combined, occupy the second largest revenue generation and expenditures of any program. To make a fair comparison and recommendations to Lane County Parks Program, this memo will discuss five programs in the Roads and Parks Budgets that are

managed by the Jackson County Parks and Recreation Department: the Greenway Fund, Parks and Recreation, Parks System Development, Pedestrian and Bicycle Trails, and the Sports Park Mitigation. Figure 2 shows the percentage of revenue generated by each program, showing that the greatest generator of revenue is the Parks and Recreation Program, likely since this department is responsible for staffing and maintenance of the department.

Figure 2: Share of Revenue by Program



Source: Jackson County Budget, FY 2019-2020

An Advisory Committee provides governance for the Parks and Recreation Department. This entity acts as the main point of communication between the Jackson County residents and County Government to share recreation needs and services with the County Board of Commissioners.³⁰ Meetings are held monthly and include representatives from each of the Jackson County Cities and several “Members at Large” tasked with representing the County as a whole.

Revenues

Jackson County Parks and Recreation Program generates \$5,986,582 in revenue from five main sources: fees and service charges; fund balance; grants, gifts, allocations, and donations; interfund transfers; and other resources. The budgetary process aggregates revenue streams into these sources, meaning that descriptions of the specific revenues are not available in a line item format. This memo will attempt to identify the uses of these sources in developing and maintaining the Parks System in Jackson County.

³⁰ “Parks and Recreation Advisory Committee - Jackson County, Oregon,” accessed November 16, 2019, <http://jacksoncountyor.org/Commissions-Committees/Committees/Parks-and-Recreation-Advisory-Committee>.

Figure 2 describes the share of revenue generated by each source. Detail about each of the sources and what makes up the share can be found in the subsections below.

Fees and Service Charges

Fees and Service Charges are the primary revenue generated by the Parks and Recreation Program, at 48% of revenues coming from this source. The Parks and Recreation Program provides routine maintenance and monitoring of the local parks and other Jackson County recreation areas, meaning that this is likely used primarily for operations of the system.³¹ In contrast, the Parks Systems Development program is funded entirely through user fees to fund the parks systems capital projects.

It is unclear where the total user fees originate, whether they are fees for parking, entry fees, or event fees. The budget does cite one user fee revenue source is campsite and RV park fees are used to support the Parks and Recreation Program. The Parks Systems Development Program on the other hand, requires fees from new development in the county, outside of a city's urban growth boundary, so that Parks services can be developed to serve these new developments.

Fund Balance

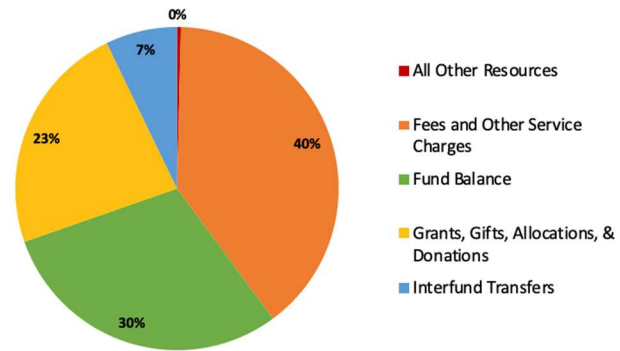
A common source of revenue is the fund balance. This source is not generated during the current fiscal year; rather, it is remaining from previous years expenditures and rolled over into the current budget. This is a revenue source for all of the Parks Department supported programs. Given the large amount of dollars in some of these funds year to year, this could point to savings for capital projects or larger dollar value operating expenses that will occur in a future fiscal year.

Grants, Gifts, Allocations, and Donations

The Jackson County's Budget describes this revenue generally as state grants and allocations from state collected taxes, although this revenue source can include donations, sponsorships, private, non-profit, local government, and federal sources.³² This is supported in the full county budget, which provides a breakdown of funding that falls in these buckets. The majority of the Grants, Gifts, Allocations and Donations source come from State sources in the full County budget. Greater detail is not provided for the full budget and this detailed breakdown is not extended to the Parks department budget. We can see that 23% of the department revenue comes from grants, gifts, allocations, and/or donation sources.

This revenue source is generated in the Parks and Recreation Program and the Pedestrian/Bicycle Trails Program. The narrative provided in the budget explains that the gas tax pays a large portion of the

Figure 3: Share of Revenue by Source



Source: Jackson County Budget, FY 2019-2020

³¹ "Jackson County Budget 2019-2020," Jackson County Budget Committee, July 1, 2019, accessed November 11, 2019, <https://jacksoncountyor.org/Departments/Administration/County-Budget>

³² Ibid.

Pedestrian/Bicycle Trails program, but no other detail is provided to explain revenue for these funds.³³ There may be additional grants, donations, or allocations contributing to this fund.

The Greenway Fund Program describes in the narrative that two foundations provide fundraising for this program and that the majority of the funding for the program is donation or grant based. There is not a line item in their budget that would tie this budget to the grants, gifts, allocations, and donations revenue source. I can extrapolate that these donations were allocated to a different funding source, as there was a significant revenue generated by user fees during the 2016-2017 fiscal year that has been rolled over as existing revenue for this fund over the years. Another alternative may be that the Greenway Fund donations have shifted to the roads program, which partners on this project.

Interfund Transfers

The landscaping arm of the Parks and Recreation department generates all needed revenue through services provided to other departments.³⁴ This is seen in the budget as revenue through interfund transfers. Interfund transfers through the department have remained steady in the past several years, indicating that recently, there have likely been minimal changes in the use of interfund transfers for the program.

In contrast, the Pedestrian/Bicycle Trails Fund has seen significant variation in its revenue from interfund transfers. This program has seen an increase in interfund transfers over time. The contrast between the two programs use of interfund transfers may be that the Parks and Recreation Program is largely operations based where the Pedestrian/Bicycle Trails Fund is more capital centered in its use.

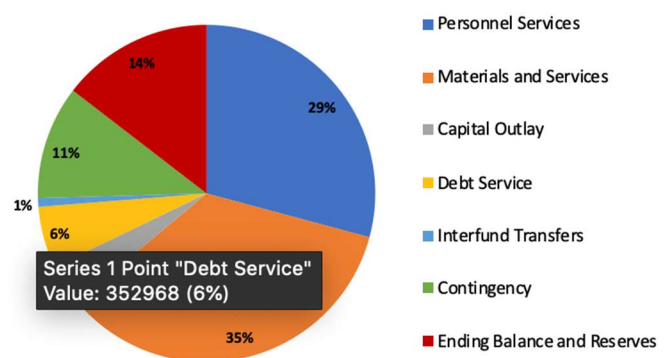
All Other Resources

The budget includes a final category of revenue for the park's programs, which is All Other Resources. The budget does not describe what types of revenue might be aggregated into this line of the budget. This source is present in all Jackson County Parks and Recreation Department program budgets.

Expenditures

The Jackson County Parks Budget breaks down to 7 categories of expenditures: personnel services, capital outlay, materials and services, debt service, interfund transfers, contingency, and ending balance and reserves. Figure 3 shows the share of the budget that each of these expenditures use. Operations are a major expense given that the personnel services and materials and services categories occupy 64% of the department budget across the 5 programs. Based on the limited expenses to other

Figure 4: Share of Expenditures



Source: Jackson County Budget, FY 2019-2020

³³ Ibid.

³⁴ Ibid.

departments through interfund transfers, it is apparent that the department relies very little on other departments for services.

The end balance and reserves are described as savings within programs for future expenses in the budget narrative.³⁵ In the case of the Parks Programs, this portion of the budget could be for capital projects or additions in FTE to the department. Similarly, the contingency expenses are holds on the budget for unexpected expenses. The total County budget includes just over \$20,000,000 in contingency funds, which is under the limit for reallocation that would require a public hearing.³⁶ These dollars have the potential to be shifted and moved to other departments, which is why they are not included in the expenditures as a contingency, so they are not used.

Capital Projects

Capital Purchases and projects are divided into 2 categories: recurring and non-recurring, which stipulate requirements to fit each category. Purchases of \$5,000 or more and that have a useful life greater than one year, or that add to the value of an asset are included in the Jackson County Capital Outlay as recurring capital projects.³⁷ The Parks Department lists the replacement of a tractor at \$35,000 as a recurring capital expense.

Non-recurring capital projects are purchases greater than \$10,000 in value that are not replacement expenses.³⁸ This list tends to be reserved for larger, multi-year projects. There is 1 parks project to replace aging utility infrastructure at Howard Prairie Resort estimated to cost \$200,000. These two projects are reflected in the expenditures detail from figure 3, which shows that 4% of the programs budget is reserved for capital outlay.

Analysis

The Lane County Parks and Open Space program budget receives approximately \$4,000,000 in revenue annually and is currently seeking options to increase revenue to support their existing parks infrastructure.³⁹ Similar to the Jackson County Parks and Recreation Budget, the Lane County Budget receives no General Fund support. Review of user fees, donations, and interfund transfer revenue sources from Jackson County will provide greater insight into the efforts that may be successful in Lane County.

User fees have been successful revenue for Jackson County, but this may not translate as effectively to Lane County. Over the past several years, Lane County has seen declining revenue generation from user fees. Additional analysis may need to be conducted to adequately assess the reasoning for this decline. If users are skipping paying the fee or visiting parks that do not offer fees to avoid them, this may not be the best use of the County's revenue generating efforts. Further, Jackson County also receives the

³⁵ Ibid.

³⁶ Ibid.

³⁷ Ibid.

³⁸ Ibid.

³⁹ "FY 19-20 Adopted Budget.Pdf," accessed November 16, 2019, https://www.lanecounty.org/UserFiles/Servers/Server_3585797/File/Budget/2019-2020%20Adopted/FY%2019-20%20Adopted%20Budget.pdf.

largest amount of user fees from RV registrations in the state. The extent that their program is successful may be influenced by this factor.

Donations are not listed in the Lane County budget, although if coming from state or federal sources, these may be allocated differently. This revenue source accounts for 23% of the Jackson County revenues and provides funding for at least 3 programs. This could benefit the Lane County program as another venue for outside funding, but also as showing public support for their program by partnering and receiving donations from private and nonprofit entities. An example can be seen in Jackson County's partnership with the greenway foundations to help move this project forward.

The landscaping strategy used by Jackson County effectively provides funds to support this arm of the Parks and Recreation program through interfund transfer. Incorporating services to other departments may provide a boost in funding for the Lane County Parks Department. The concern is that this task may be managed by another department in Lane County. Currently, landscaping is listed under Public Works general services, but it is unclear if this is a service managed by the parks department as materials and services. While the landscaping example from the Jackson County budget may not fit best, there could be opportunities for Lane County Parks to capitalize on work it is already engaged in to increase revenues.

Conclusion

Jackson County and Lane County have very different budgeting practices and addressing some of these differences could increase revenues in Lane County. Options that may be suitable for Lane County to include in their considerations for addressing backlogged maintenance include the use of user fees, donations, and interfund transfers for services provided to generate department revenues. It will be essential in onboarding the proposed strategies that the County remain critical of the suggestions as the exact strategy in Jackson County may not easily be employed in Lane County. Items like interfund transfer for services provided require equipment and departments needing services to be successful. The budget does not shed much light on the assets or partnerships that Lane County Parks have, and thus it is unclear whether this would be an immediately applicable option for the department's revenue shortcomings. Similarly, the use of donations requires identifying and partnering with local champions who might lead fundraising or provide gifts to the County to promote the parks program. Incorporating this critical lens can assist in teasing out concerns and potential issues in implementing strategies in Lane County.

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Josephine County Parks

Purpose

This document provides an outline of Josephine County, Oregon’s Parks Program. This memo briefly profiles Josephine County, and discusses the key statutes, resources, and requirements of the Josephine County Parks Program. Finally, this memo discusses practical implications for Lane County’s parks department.

County History and Profile

Josephine County is located in southwest Oregon, along the border with California. (Figure 1) For thousands of years, the area that is now Josephine County was inhabited by the Takelma people. The Takelma lived in small villages along the Rogue River. In the 1850’s, after white settlers arrived in the area, the Takelma were forcibly removed, and relocated to the Siletz reservation on the Oregon coast. Today the Confederated Tribes of the Siletz Indians work to educate the public about Indian heritage, and hold ceremonies on their historical lands.⁴⁰

White settlers were attracted to the Rogue River valley’s mining opportunities in the 1830’s. Mines were less viable than settlers had expected, however, and farming and timber harvesting became the area’s most important economic drivers well into the 20th century.⁴¹

In 2018, Josephine County’s population was roughly 87,000, which is a 6% increase over the population in 2010.⁴²

Service Area

Josephine County has a total area of 1,640 square miles.⁴³ The majority of Josephine County’s land is managed by the federal government—the Bureau of Land Management’s Grant’s Pass field office, and the Rogue River-Siskiyou National Forest.⁴⁴ Josephine County Parks manages 843 acres within the county, and park facilities serve day users and overnight campers. Most parks are located at various points along the Rogue River, and provide boat ramps, fishing access, campgrounds, playgrounds, hiking

Figure 1 Josephine County, Oregon



Source: Oregon Secretary of State

⁴⁰ National Parks Service, Oregon Caves National Monument and Preserve. Takelma Tribe.

⁴¹ Ibid.

⁴² US Census Bureau.

⁴³ Ibid.

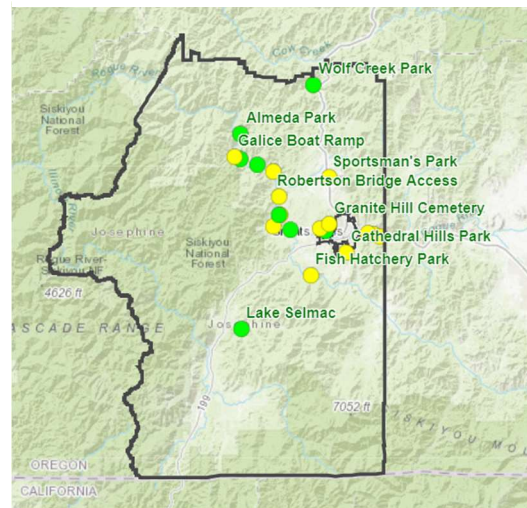
⁴⁴ Bureau of Land Management. Medford District Office.

trails, and picnic and group facilities.⁴⁵ Figure 2 shows the location of Josephine County's parks. Parks marked with a yellow dot indicate day-use-only facilities.

Enabling Statutes and Governance

The Josephine County Parks Ordinance was established to “protect Josephine County parks and recreational areas, to protect the health, safety and general welfare of the public using such areas, and to ensure the best use of and benefits from such areas.”⁴⁶ The Board of County Commissioners is responsible for regulating the use of the parks, and may delegate its authority to the County Parks Program.⁴⁷ The director of the County Parks Program is appointed by the Board of County Commissioners, and is responsible for the administration of park facilities, including scheduling maintenance, collecting fees, purchasing equipment, and hiring and firing parks staff.⁴⁸ The Parks Ordinance also establishes permitted and prohibited activities within county parks, sets the hours and seasons that parks are accessible, and states that the Circuit Court for the state of Oregon for the County of Josephine has jurisdiction over any violations of the Parks Ordinance.⁴⁹

Figure 2 Josephine County's Parks



Source: Josephine County Parks

Parks Budget

Total Budget

The Josephine County Parks Program has been working to cut costs for the last several years. Initially, the Parks Program was funded by the county's general fund. Josephine County has since required the Parks Program to fund itself. To do this, the Parks Program increased user fees, cut operating expenses, and decreased staff from 30 FTE several years ago, to 10.8 this year.⁵⁰ In 2019-2020, the Parks Program's total budget was \$1,950,000.⁵¹

Revenue Sources

Nearly 60% of the Parks Program is funded by user fees for overnight camping, day use fees, and picnic pavilion rentals. Appendix A details the fee schedule for these facilities. Intergovernmental resources, which in this case are Oregon RV permit fees that are distributed to counties based on formula, make up about 20% of the Parks Program budget.⁵² Finally, Josephine County has an Economic Development fund which is paid for with lottery dollars.⁵³ For the last several years, County Commissioners have allocated \$20,000 of those funds to the Parks Program.⁵⁴ Figure 3 lists Josephine County's total resources. (NB:

⁴⁵ Josephine County. Josephine County Parks Landing Page.

⁴⁶ Josephine County Code. Ord. 2010-3 § 2

⁴⁷ Ibid, Ord. 2010-3 § 4.

⁴⁸ Josephine County Code. Ord. 2010-3 § 5 and 3 § 6

⁴⁹ Ibid. Ord. 2010-3 § 7 through 3 § 10

⁵⁰ O'Hare, Arthur

⁵¹ Josephine County, Oregon. Budget 2019-2020, Special Revenue Funds.

⁵² Ibid

⁵³ Josephine County. Presentation to Josephine County Budget Committee RE: Economic Development Funds.

⁵⁴ Josephine County, Oregon. Budget 2019-2020, Special Revenue Funds.

Josephine County’s budget listed a beginning fund balance as part of its revenues, which has been left off this chart.)

Figure 3 Parks Program Revenue Sources

Resources	Budgeted Amount	Percent of Total Revenues
Fees and Charges for Services	\$ 1,149,500.00	58.9%
Invergovernmental Resources	\$ 398,500.00	20.4%
Grants—Economic Development	\$ 20,000.00	1.0%
Interest and Other Resources	\$ 14,000.00	0.7%

Source: Josephine County 2019-2020 Budget

Key Expenditures

The Parks Program’s largest expense is for personnel, which makes up about 38% percent of the budget. Materials and services make up nearly the same amount, while the Parks Program’s contingency fund takes about 19% of the budget.⁵⁵ The budget memo states that the Parks Program is striving for efficiency, and recently brought its camping reservation system in-house in order to provide a local job and better customer service. The Parks Program is also working to cultivate better relationships with community groups and organizations in order to increase volunteering in County Parks.⁵⁶ This may be a good way to help the Parks Program cut costs on day-to-day upkeep and larger maintenance projects. Figure 4 lists all expenditures for the Josephine County Parks Program.

Figure 4 Parks Program Expenses

Requirements	Budgeted Amount	Percent of Total Revenues
Personnel	\$ 732,400.00	37.6%
Materials and Services	\$ 731,400.00	37.5%
Contingency Fund	\$ 366,000.00	18.8%
Internal Services	\$ 117,200.00	6.0%
Internal Services for GIS	\$ 3,000.00	0.2%

Source: Josephine County 2019-2020 Budget

⁵⁵ Josephine County, Oregon. Budget 2019-2020, Special Revenue Funds.

⁵⁶ Ibid

Bonds and Capital Projects

Funding for capital projects comes from county property sales. These are foreclosed properties that the county sells, and then dedicates a portion of the proceeds to the Parks Program. In 2019-2020, Josephine County listed \$309,000 in revenue from property sales to parks, general government, forestry, and facilities; and granted another \$715,000 specifically to the Parks Program for capital projects.⁵⁷ Josephine County also seeks grant funding from non-profit foundations.⁵⁸

Practical Implications for Lane County

Josephine County's Park Program is in a similar situation to Lane County's Parks Department. Neither program receives funding through general funds, and both programs are struggling to meet user demands and maintenance needs on a limited budget.

Five strategies emerge from Josephine County's Parks Program:

- Funding capital projects through county property sales
- Dedicating a portion of lottery ticket sales to fund parks
- Raising user fees
- Building relationships with volunteers and community groups
- Reducing staff

These elements have helped Josephine County's Parks Program remain viable as it moved off the county's general fund. Lane County may be able to allow property sales and lottery ticket sales to help the parks program meet its budgetary needs. This would require some changes that County Commissioners would need to approve, but they may be useful avenues to explore.

Additionally, Lane County may increase user fees at its parks. It is worth highlighting that fees and charges make up 59% of Josephine County's revenues, but 46.5% of Lane County's budget (this includes two line items: properties and rentals and user fees and charges).⁵⁹ There are differences in other revenues between the two counties, but there may be an opportunity for Lane County to assess its fee structure and make sure fees are commensurate with demand.

Both counties are working to cultivate relationships with volunteers and community groups to help provide upkeep and maintenance. Lane County's public works budget states that a new volunteer coordinator will help build relationships with the community, so it seems Lane County is exploring how to engage with volunteers to utilize their skills and interests.⁶⁰

Finally, Josephine County reduced their expenditures by reducing staff. This is an avenue that Lane County is aware of, but also notes that reducing staff makes it difficult to carry out park operations and maintenance and enforce rules.⁶¹ Josephine County is much smaller than Lane, and its parks are clustered fairly close together, which makes it easier for park staff to carry out their work. Lane County, with its large and diverse geographic area, may find that cutting staff is not worth any savings.

⁵⁷ Josephine County, Oregon. 2019-2020 Capital Project Funds.

⁵⁸ O'Hare, Arthur

⁵⁹ Ibid, 331

⁶⁰ Lane County, Oregon. 2019-2020 Adopted Budget Document. Public Works. 329

⁶¹ Ibid, 331

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Josephine County Fee Schedule

Schedule of fees for Josephine County Parks Program. Schedule appears on Josephine County Parks Program's website, <http://www.co.josephine.or.us/Page.asp?NavID=1899>. These fees are largely in line with Lane County's fees. Lane County's annual pass costs \$40, but the daily rate is \$4. Lane County's camping fees and picnic fees are very similar to Josephine County's.

Parking Fees	
Day Use	\$5 per vehicle
Affixed Annual Pass	\$30
Transferrable Annual Pass	\$55
Bus Parking	\$20

Camping	
Full hook-up	\$30-\$35 per night, depending on park
Partial hook-up	\$25-\$30 per night, depending on park
Tent Site	\$10-\$25 per night, depending on park
Yurt	\$50-\$55 per night, depending on park
Group Camp Site	\$60-\$75 per night, depending on park
Extra Vehicle at Campsite	\$5
Reservation Fee	\$9
Firewood	\$5

Picnic Facilities	
Picnic Shelter Fees	Between \$50 and \$180, depending on number of people accommodated
Electricity at Picnic Shelters	\$10
Ballfields	\$40
Concession permit for summer	\$100
One-day Concession Permit	\$10