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Memorandum Date: 02/16/2011  
Order Date: 03/15/2011

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**TO:** Board of County Commissioners

**DEPARTMENT:** Public Works

**PRESENTED BY:** Howard Schussler, Assistant Public Works Director

**AGENDA ITEM TITLE:** Order/In the matter of approving the application for and acceptance of a \$161,500 grant from the Oregon Parks and Recreation Department for the Armitage Park Campground ADA Restroom Reconstruction project and delegating contract signature authority to the County Administrator to sign and execute all related contracts.

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**I. MOTION**

Approve the application for and acceptance of \$161,500 grant funding from the Oregon Parks and Recreation Department for the Armitage Park Campground ADA Restroom Reconstruction and delegating contract signature authority to the County Administrator to sign and execute all related contracts.

**II. AGENDA ITEM SUMMARY**

The Oregon Parks and Recreation Department is soliciting applications for the County Opportunity Grant Program for acquisition, development, and rehabilitation projects. This funding is an opportunity for Parks to leverage funding from State Parks to address American with Disabilities Act (ADA) access to the Hilltop Bathroom located at Armitage Campground and provide showers for all visitors to the campground. Parks is asking the Board to support and approve the application for inclusion in the state submittal of projects under the County Opportunity Grant Program.

Lane County Parks and the Parks Advisory Committee (PAC) reviewed current parks and campground needs and identified the Armitage Park Campground ADA Restroom Reconstruction and Facilities Development project as the number one priority project on the Parks 5-Year Capital Improvement Plan (CIP). Parks, therefore, is pursuing leveraged funding to assist with the completion of this highest priority project. This project proposes to reconstruct the existing Hilltop Bathroom located near the most northern portion of the campground. The reconstruction or retrofit of the restroom will be designed according to the ADA

Guidelines and Section 504 of the Rehabilitation Act to accommodate people with disabilities and special needs. This project also includes the possibility of an addition of one ADA shower, three standard showers, and a laundry/washroom facility and vending location.

The estimated total project cost for this project ranges from \$160,000 to \$330,000 depending on which project option is ultimately selected and availability of grant match funds. The Oregon Parks and Recreation Department funds requested amount is up to a maximum of \$161,500 or 50% of the total project cost. It is proposed that the match be funded through a combination of System Development Charge (SDC) funds, up to \$45,000, and reserves. Through discussions with State Parks, staff believes that State Parks is likely to support the grant application and recognizes that the final decision for project scope will not occur until after the award has been announced; therefore the grant request stated as a "not to exceed" amount is acceptable to them.

### III. **BACKGROUND/IMPLICATIONS OF ACTION**

#### A. **Board Action and Other History**

In the past the Board has expressed the desire to seek grant opportunities to help defray the costs of enhancing county parks.

In 2008, the Board approved acceptance from the same granting source to fund the construction of Armitage Park Campground (BO# 08-3-12-6).

Recent related Board action has identified construction of a campground at Armitage Park as being "consistent with the *Lane County Strategic Plan* in developing revenue generating opportunities and opportunities for public/private partnering" (BO# 07-3-14-2).

#### B. **Policy Issues**

The *Park and Recreation SDC Capital Improvement Plan*, items 34 through 37, identify campgrounds as SDC eligible capital projects.

*Lane Code*, Chapter 4 (4.605, 4.645) identifies planning, design, permitting, and construction of park and recreation capital improvements as SDC-eligible activities and all new capacity structures are SDC funding eligible.

Under ORS 390.134, State and Sponsor may enter into an agreement concerning acquisition, development, maintenance, care and use of county park and recreation sites and State may make grants of money to assist Sponsor in such projects.

Under ORS 190.010 and the Lane County Home rule Chapter provide that units of local governments may enter into agreements for the performance of any or all functions and activities that a party to the agreements, its officers or agents, have authority to perform.

Given the precarious nature of funding for parks throughout Oregon, recent policy choices have supported using the limited available funding earmarked for capital improvements to leverage other funding sources and investing in improvements with the greatest potential for revenue generation.

### **C. Board Goals**

This action supports the *Parks Master Plan* Goal 1 by offering a variety of park and recreational opportunities for Lane County residents and visitors and is consistent with the *Statewide Planning Goal #8*, through creating a cooperative with other public agencies in planning park developments for both residents and tourists, and by providing park and recreation facilities that are available to persons of limited finances (*Lane County Parks Master Plan 1980, pg. 10*).

This action supports the *Parks Master Plan* by maintaining and enhancing existing infrastructure for the benefit of the general public. (*Lane County Parks Master Plan 1980, pg. 4*)

This action supports the *Strategic Plan* overall goal to protect the public's assets by maintaining, replacing or upgrading the County's investments in systems and capital infrastructure. (*Lane County Strategic Plan 2001-2005, pg. 13*)

Generally, this action supports *Strategic Plan Core Strategy D4 - Pursue* intergovernmental revenue and private donations by applying for other public agencies' money for the project.

Armitage Park Campground ADA Restroom Reconstruction and Facilities Development Project has significant potential to increase revenue to Parks by increasing ADA access to potential campers and their family/guests. It also has the potential to increase the customer/user base by providing showers that will allow tent campers to extend their stay from 3 days up to 14 days. Currently, allowing tent campers to stay longer than three days without these showers being available would not be allowable under law. This project also provides an opportunity to collaborate with other government agencies and private sector partners in the enhancement of an already treasured high-tech campground.

### **D. Financial and/or Resource Considerations**

This project will apply up to \$45,000 of SDC's as a match for State Parks campground grant resources. Staff is proposing that the remaining resources for this project will be funded based on reserves, temporarily deferring the purchase of

new capital equipment such as a mower, and reallocating those funds to this project. Additionally, it is anticipated that Parks will experience cost savings from reorganized contracts and operational changes. Parks currently has two tax-foreclosed properties in inventory that could be sold to provide additional revenue if necessary, but is not considering these potential funds as essential to fund this project.

Armitage Park Campground Phase 1 was completed and opened in February 2009, with development of Phase 2 planned for a later date. The development permit for construction of Phase 2 stipulates that before we can begin construction, the final requirements of the Phase 1 permit must be met; namely, the Hilltop Bathroom must be made ADA compliant and accessible. This project meets and exceeds that requirement and will allow Parks the ability to continue moving towards the final completion of Phase 2 of the entire campground development project in the future.

## **E. Analysis**

Reconstruction and additions to the Hilltop Bathroom will be approximately 70% all new capacity and is expected to help bring in much needed additional operating revenue into Park's budget and is projected to continue to provide a highly demanded service based on industry input and its location on the McKenzie River and near I-5.

According to the most recent Oregon Statewide Outdoor Recreational Resource/Facility Bulletin Inventory, there were 43,901 RV campsites in the state. Region 3 had only 3,832 of these sites or 8.7%. Lane County Parks manages 120 RV campground sites in Region 3, or 3.1% of the sites in the region or 0.27% throughout the state. Additionally, this report shows there were 10,707 tent campsites in the state, with 930 of those sites, or 8.7%, in Region 3. Lane County Parks manages 48 tent campsites, or 5.2% in the region or 0.45% throughout the state. Lane County is the forth-largest county in the state and Eugene is the third largest city in the state. It has been estimated that over three million visitors come to Lane County each year and approximately 1,900,000 of them travel through the Eugene/Springfield area. The result of these studies and the lack of existing campsites in region 3 demonstrates the need to provide fully operational campsites to meet the existing needs of our residents and visitors.

Armitage Park Campground was completed and opened in February 2009 with the assistance from the County Opportunity Grants Program. Within its first year of operation Armitage Park Campground was operating at around 90% occupancy throughout the year. We believe that is due primarily to the overwhelming desire of residents and visitors to camp in region 3, and the lack of existing campsites in the same region. We also believe it is due to the campground being a state-of-the-art facility; providing a variety of amenities, diverse recreational opportunities, a

beautiful peaceful setting, and outstanding customer service.

Though Armitage Park Campground offers these outstanding features, the inadequacy of the Hilltop Bathroom's ADA functionality and the lack of shower facilities limit the use of the campground primarily to those who have a RV or trailer and exclude individuals with certain types of disabilities. Increasing accessibility and camping opportunities is a high priority goal and this project will do exactly that. This project increases close-to-home camping opportunities. In addition, Armitage Park Campground is a two-phase development campground; with phase one being completed in February 2009. The permit stipulates that before phase 2 construction can begin, a shower facility must be in full operation. This project creates the bridge to development and construction of phase 2 for both tent and RV campers.

The Oregon Outdoor Recreation Plan (SCORP) notes that the top activity for individuals ages 55-74 is RV/trailer camping. SCORP also records that camping in tents was the most preferred youth program activity across all age groups. SCORP key planning recommendations for an increasingly diverse Oregon population list the local recommendation #1 to develop close-to-home camping, and their data indicated that the most common outdoor activity Hispanics would like to do more of was camping. This project will enhance recreational opportunities for a rapidly aging Oregon population and promote and encourage active outdoor recreation by providing better facilities for the number one activity for individuals ages 55-74. It will provide adequate tent camping amenities – thus promoting the most preferred youth program activity, and encourage individuals and families from diverse backgrounds to participate in the most common activity they would like to do more of. Finally, Armitage Park Campground also offers access to water-based recreation, promoting and encouraging increased physical activity, contributing to the battle to overcome Oregon's physical activity crisis.

In order to satisfy *APM Chapter 1, Section 2A, Issue I*, the following is the list of questions that need to be answered when a Board agenda item relates to approval of a grant or any project or proposal with limited duration funding.

**1. What is the match requirement, if any, and how is that to be covered for the duration of the grant?**

The match requirement is 50% of the total project cost. This amount will come from Parks SDC, Reserves, deferring some capital equipment purchases, and reduced materials & supplies expenses.

**2. Will the grant require expenditures for Material and Services or capital not fully paid for by the grant?**

This project will be competitively bid as a capital improvement project and require the approved funding sources to cover a portion of the match as well as any overages that may include expenditures for Material and Services.

**3. Will the grant funds be fully expended before county funds need to be spent?**

No. This is a contract with a reimbursable agreement. Lane County Parks will distribute the full cost of the project upon project commencement and will receive project reimbursement per the match split according to the reimbursable agreement (billed to the state on a quarterly basis).

**4. How will the administrative work of the grant be covered if the grant funds don't cover it?**

Administrative costs were included in project cost estimates. Lane County will cover this activity in proportion to the match split.

**5. Have grant stakeholders been informed of the grant sun-setting policy so there is no misunderstanding when the funding ends? Describe plan for service if funding does not continue.**

The grants are a one-time, project specific allocation that will need to be completed prior to December 31, 2012. There is no expectation that there will be continued funding.

**6. What accounting, auditing and evaluation obligations are imposed by the grant conditions?**

Currently, no formal auditing system is established with these grant funds beyond the generally accepted accounting practices and standards already in place at Lane County.

**7. How will the department cover the accounting, auditing and evaluation obligations? How are the costs for these obligations covered, regardless whether they are in the department submitting the grant or a support service department? Does the department acknowledge that the county will need to cover these costs and is it an appropriate cost incurred by support service departments?**

These activities will be managed by Public Works staff utilizing, among other tools, the cost accounting system, Engineering staff, and Parks staff. Costs associated with these activities will be covered by Parks and are appropriate incurred costs by support service departments.

**8. Are there any restrictions against applying the county full cost indirect charge?**

No, there are no restrictions.

**9. Are there unique or unusual conditions that trigger additional county work effort, or liability, i.e., maintenance of effort requirements or supplanting prohibitions or indemnity obligations?**

No. Site is currently operated as a designated county park. Grant will only enhance.

**10. Grants involving technology issues require Information Services department review and approval prior to submission to the Board to ensure compatibility with existing county systems and development tools.**

This is not an IS related project.

**11. Information Services department sign-off is required for all agenda items requesting funding for new or enhanced computer applications/systems that will interface with existing county systems/infrastructure.**

This is not an IS related project.

**12. If this is a grant funded computer/software applications project,  
a. Who is the project sponsor? Who will assume responsibility for the new system after it is developed? Not Applicable – Non-IS.**

**b. Who will actually develop the new system/application? Not Applicable – Non-IS.**

**c. What will happen to the software application/system after the grant funding has ended? Not Applicable – Non-IS.**

**d. Who will pay for ongoing maintenance and staff costs, if any? Not Applicable – Non-IS.**

### **Review and Approval Checklist for SDC Appropriation**

**1. Is this project a priority in the Parks Master Plan?** The current official Master Plan (1980) is outdated and obsolete. The Master Plan revision is nearing its final stages at this time. That revision includes industry trend data that indicates that camping is the number one recreational activity in the United States and developing campgrounds and promoting outdoor recreational activity is a high priority of the revised plan.

**2. Is the project listed on the Parks SDC CIP?** Yes, this project is listed as the number one priority on the Parks 5-Year CIP.

**3. Has the project been supported by the PAC?** Yes, in November, 2010, the PAC identified this project as its number one priority in the 2011-2016 five-year CIP Priorities List.

**4. Has the Finance & Audit Committee reviewed this project and what feedback has the Committee provided?** No. As consideration for the new

Board and to provide an opportunity for all board members to ask detailed questions and due to time limitations of application due dates, Parks is asking the Board to use this opportunity to review and discuss typical Finance and Audit topics.

**5. What strategic opportunity, if any, does this project address?** This project is intended and anticipated in increase revenues at Armitage Park Campground through increased tent camper occupancy and overnight stay duration, and by providing increased ADA access. Perhaps more importantly, this project will provide full access to the entire campground for all campers, enhance the overall camping experience by providing showers and a laundry/washroom facility, and a covered location for local advertisements and vending opportunities. This project is intended to meet a public need or service demand and provides an opportunity to explore public/private collaborative relationships.

**6. What other funds may be leveraged for project completion, if any, (i.e. grants, in-kind matches, donations, public-private partnerships, operations funds)?** Up to a total of \$45,000 in SDCs and as much as \$165,000 fro Oregon State Parks may be combined with other park funding.

**7. Please describe what portion of project work and subsequent costs, if not all, will be for new capacity?** With consideration given that a bathroom facility already exist at this location, it is estimated that approximately 70% of the facility is considered new capacity: new ADA stalls, new ADA access ramps and doorways, new shower facility, new laundry/washroom and vending facility.

**8. How will the project be accomplished if no SDC funds are approved?** The project may be accomplished with exclusive use of Parks Reserves, foregoing the purchase of a new mower and reallocating those funds to this project instead, and through cost savings from new contracts and operational changes.

**9. Will the project require any interagency cooperation?** The Parks Division will cooperate with State Parks for grant funding and with all agencies from which permits and lane use approvals may be required.

**10. Is the project dependent upon land use, building, or other permits?** Yes, and the Parks Division has been working closely with permitting agencies since the earliest planning stages. The preliminary permitting requirements have already been met during the Armitage Campground Development project which was completed in February 2009.

**11. How will ongoing operations and maintenance costs be integrated into the budget?** The operations and maintenance costs associated with the current



facility are already established in the budget. It is anticipated that any additional costs associated with the operations of this reconstructed facility will be minimal.

**F. Alternatives/Options**

1. Approve the application to State Parks for a grant in the amount of up to \$161,500 and authorize the County Administrator to accept the grant should it be awarded. Delegate contract signature authority to the County Administrator to sign and execute the applicable contracts and agreements.
2. Approve the application to State Parks for a grant in an amount different from the \$161,500 requested and authorize the County Administrator to accept the grant should it be awarded. Delegate contract signature authority to the County Administrator to sign and execute the applicable contracts and agreements.
3. Not authorize application for and acceptance of the grant proposal and make no additional budget allocations.

**V. RECOMMENDATION**

Staff is recommending that the Board approve Option 1.

**VI. TIMING/IMPLEMENTATION**

It is anticipated that project will begin in March 2012 and be completed by September 30, 2012.

**VII. FOLLOW-UP**

Staff will coordinate to implement this project upon execution of the agreement.

**VII. ATTACHMENTS**

- Board Order
- Artist rendition of the largest project option.

IN THE BOARD OF COUNTY COMMISSIONERS OF LANE COUNTY, OREGON

ORDER NO.

( IN THE MATTER OF APPROVING THE  
( APPLICATION FOR AND ACCEPTANCE OF A  
( \$161,500 GRANT FROM THE OREGON PARKS  
( AND RECREATION DEPARTMENT FOR THE  
( ARMITAGE PARK CAMPGROUND ADA  
( RESTROOM RECONSTRUCTION PROJECT AND  
( DELGATING CONTRACT SIGNING AUTHORITY  
( TO THE COUNTY ADMINISTRATOR TO SIGN  
( AND EXECUTE ALL RELATED CONTRACTS.  
(

**WHEREAS**, the Lane County Parks Advisory Committee has identified this project as the top priority for Lane County Parks projects as recommended to the Board of County Commissioners in the five-year *Park and Recreation SDC Capital Improvement Plan Priorities List* for FY 11/12 through FY 15/16; and

**WHEREAS**, the lack of restroom and shower facilities accessible to individuals with disabilities limits the use of the Armitage Park campground primarily to those who have a RV or trailer and excludes individuals with certain types of disabilities; and

**WHEREAS**, Armitage Park Campground is a two-phase development campground; with phase one being completed in February 2009 with the permit stipulating that before phase 2 construction can begin, a shower facility must be in full operation; and

**WHEREAS**, the permit for developing the campground stipulated that tent camping must be limited to three days if the County has no shower facility available, excluding longer visits by tent campers;

**NOW THEREFORE, IT IS**

**ORDERED** that the application for and acceptance of \$161,500 in grant funding from the Oregon Parks and Recreation Department for the Armitage Park Campground ADA Restroom Reconstruction project is approved and contract signature authority is hereby delegated to the County Administrator to sign and execute all related contracts.

Effective date: \_\_\_\_\_ day of \_\_\_\_\_, 2011.

\_\_\_\_\_  
Faye Stewart, Chair  
Lane County Board of Commissioners

Approved as to Form  
Date 3-7-11 Lane County  
\_\_\_\_\_  
Office of Legal Counsel