

Bend Metro Park & Recreation District

September 07, 2021

# **Board of Directors**

Agenda and Reports



play for life



#### **Our Vision**

To be a leader in building a community connected to nature, active lifestyles and one another.

#### **Our Mission**

To strengthen community vitality and foster healthy, enriched lifestyles by providing exceptional park and recreation services.

#### We Value

Excellence by striving to set the standard for quality programs, parks and services through leadership, vision, innovation and dedication to our work.

Environmental Sustainability by helping to protect, maintain and preserve our natural and developed resources.

Fiscal Accountability by responsibly and efficiently managing the financial health of the District today and for generations to come.

Inclusiveness by reducing physical, social and financial barriers to our programs, facilities and services.

Partnerships by fostering an atmosphere of cooperation, trust and resourcefulness with our patrons, coworkers and other organizations.

Customers by interacting with people in a responsive, considerate and efficient manner.

Safety by promoting a safe and healthy environment for all who work and play in our parks, facilities and programs.

Staff by honoring the diverse contributions of each employee and volunteer, and recognizing them as essential to accomplishing our mission.



## **Board of Directors**

# September 07, 2021 District Office Building | 799 SW Columbia | Bend, Oregon

#### **AGENDA**

The board will meet virtually via Zoom.

To join the meeting virtually, please use this link:

https://us02web.zoom.us/j/82865152389?pwd=K2NNTjFBcVpDNmZPaThGcTJxbXV4Zz09

**Passcode: 006102** 

Join by phone, toll-charges may apply:

1 253 215 8782

Webinar ID: 828 6515 2389

**Passcode: 006102** 

#### 5:30 p.m. CONVENE MEETING

#### **VISITORS**

The board welcomes input from individuals at our public meetings about district-related issues. Members of the community who wish to make public comment may attend the meeting virtually. To provide a public comment, click on the "Raise Hand" option. You will be called into the meeting in the order received. Visitors should turn on their cameras and microphones. All remarks should be limited to 3 minutes or less and relevant to a topic on the agenda. If there are questions, follow up will occur after the meeting. Thank you for your involvement.

#### **WORK SESSION**

- 1. Trails Action Plan Henry Stroud (60 min)
- 2. Strategic Plan Update Rachel Colton and Michelle Healy (30 min)
- 3. Recreation Service Level Updates Matt Mercer (30 min)

#### **CONSENT AGENDA**

1. Minutes: 08/17/2021

#### **BUSINESS SESSION**

1. Drake Park Bank and Trail Improvement Project: GreenWorks PC Contract Contingency – Brian Hudspeth (15 min)

EXECUTIVE DIRECTOR'S REPORT
PROJECT REPORT — In Board Packet
BOARD MEETINGS CALENDAR REVIEW
GOOD OF THE ORDER
ADJOURN

#### **BOARD AGENDA COMMUNICATION**

AGENDA DATE: September 7, 2021

**SUBJECT:** Trail Action Plan

**STAFF RESOURCE:** Henry Stroud, Planner

PREVIOUS BOARD ACTION: None

ACTION PROPOSED: None

**STRATEGIC PLAN:** 

Pillar: Operations & Management Practices

Outcome: A balance between caring for existing infrastructure

and new development

**Strategy:** Work with the board to determine the District's role in

providing transportation options within the urban trail

system in collaboration with the City of Bend

#### **BACKGROUND**

In 2020, district staff were asked by the board to create an action plan listing priority tasks to advance the trail system within the district's purview. Staff have completed a draft of the action plan and will be presenting the initial findings to the board. The purpose of the *Trail Action Plan* is to provide additional guidance to the district on how to prioritize development of its trail system. The action plan will also help direct district resources (i.e., staff time and funding) to the most beneficial projects in the short term.

Since the adoption of the district's comprehensive plan in 2018, several planned trail projects have been completed and there have been other changes that justify a reevaluation of the district's highest priority projects. Nationally, there is an increased awareness of the importance of equity. This plan uses census data to identify potentially disadvantaged communities and prioritizes projects that will benefit them the most. At a local level, city residents have become increasingly focused on improving bicycle and pedestrian mobility. With the adoption of Bend's new Transportation System Plan (TSP) in 2020, the city has proposed the development of a more robust network of on-street bicycle facilities and trails. This plan considers the city's planned bicycle network and prioritizes projects that connect to it.

The action plan serves two primary functions:

- 1. It reprioritizes trail projects identified in the district's Comprehensive Plan using updated criteria that include an analysis of population density and other important demographic indicators.
- 2. It identifies important planning focus areas, outreach focus areas, and asset management projects designed to enhance the quality and usability of the district's trail system.

For each project or focus area, this plan identifies recommended actions to be implemented by district staff.

#### **BUDGETARY IMPACT**

There are no immediate budget impacts associated with the 2021 Trails Action Plan. Funding for trail planning, new construction and redevelopment is prioritized annually in the district's capital improvement plan. Several of the projects identified in the action plan are already included in the current CIP. Ongoing funding for trail maintenance is included each year in the park services' department budget (specifically in the natural resources division).

#### STAFF RECOMMENDATION

None

#### **MOTION**

None

#### **ATTACHMENT**

2021 Trail Action Plan Draft

# Bend Park & Recreation District 2021 Trail Action Plan





Bend Park & Recreation District September 2021

# Contents

Introduction	3
Background	3
Bend's Trail System	3
Other Trail Systems	3
Trail Maintenance	4
Intergovernmental Agreement for Trail Planning & Maintenance	4
BPRD Comprehensive Plan	5
Trails for Transportation	5
Progress Since Adoption of Comprehensive Plan	5
A Note About Trail Mileage	5
Planning Focus Areas	6
Trail Level of Service	6
Transportation System Plan Coordination	6
Trail Crossing Safety	7
Sidepath Development	8
Trail Outreach Focus Areas	8
District Website	8
Adventure Planner	8
Wayfinding Signage	8
Trail Project Ranking	9
Scoring Criteria	9
Key Demographics	10
Project Scores	11
Highest Priority Trail Projects	13
North Unit Canal Trail	13
CO Historic Canal Trail (COHCT) - Reed Market Road to Hansen Park	13
Arnold Canal Trail	14
Big Sky Park Trail	14
Asset Management Projects	15
System Wide Trail Amenities	15
COCC - Shevlin Park Trail Upgrades	15
CO Historic Canal Trail: Blakely Road to Reed Market Road	15
Improve Asphalt Specifications and Management System Wide	16

#### Introduction

The purpose of this action plan is to provide additional guidance for the district on how to prioritize development of its trail system. The district has limited resources for trail development and this plan will help direct these resources towards the most impactful projects. Since the adoption of the district's comprehensive plan in 2018, several planned trail projects have been completed and there have been other changes that justify a reevaluation of the district's highest priority projects.

Nationally, there is an increased awareness of the importance of equity. This plan uses census data to identify potentially disadvantaged communities and prioritizes projects that will benefit them the most. At a local level, city residents have become increasingly focused on improving bicycle and pedestrian mobility. With the adoption of Bend's new Transportation System Plan (TSP) in 2020, the city has proposed the development of a more robust network of on-street bicycle facilities and trails. This plan considers the city's planned bicycle network and prioritizes projects that connect to it.

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- It reprioritizes trail projects identified in the district's Comprehensive Plan using updated criteria that include an analysis of population density and other important demographic indicators.
- 2. It identifies important planning focus areas, outreach efforts, and asset management projects designed to enhance the quality and usability of the district's trail system.

For each project or focus area, this plan identifies recommended actions to be implemented by district staff.

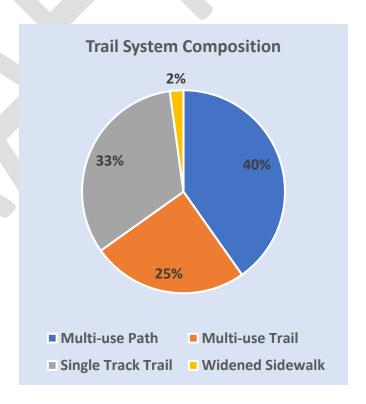
# Background

#### Bend's Trail System

Bend's trail system, often referred to as the "Urban Trail System" includes all of the trails within the district's boundary. It is comprised of a combination of different trail types as summarized below. As of June, 2021, it included more than 109 miles of trail.

#### Trail Types

- Multi-Use Paths: Hard surface trails generally 10 feet or greater in width. "Connector" trails may be as narrow as 5 feet in width.
- Multi-Use Trails: Compacted aggregate surface trails generally 10 feet or greater in width.
   "Connector" trails may be as narrow as 5 feet in width.
- Single Track Trails: Natural surface trails generally ~3 feet in width.
- Widened Sidewalks: Widened sidewalks, almost always concrete. Width varies, but generally 8-10 feet.



### Other Trail Systems

Bend's trail system is connected to both the Deschutes National Forest trail system and to the trail system at Pilot Butte State Park which are managed by the United States Forest Service (USFS) and the Oregon State Parks and Recreation Department, respectively.

These trail systems are major recreation destinations and are intrinsic elements of Bend's trail system. They are so well interconnected that the general public often doesn't recognize that they are managed by separate entities.

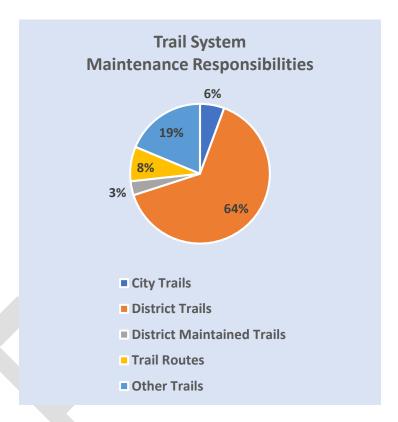


The trails at Pilot Butte State Scenic Viewpoint connect to the district's Larkspur Trail at Larkspur Park.

#### Trail Maintenance

Trail maintenance generally falls into one of five categories:

- 1. City Trails: Trails located in city rights-of-way, easements granted to the city, or easements granted to the public. Maintained by the city.
- 2. *District Trails*: Trails located on district property or within easements granted to the district. Maintained by the district.
- 3. *District Maintained Trails*: City Trails (see above) that are maintained by the district.
- 4. *Trail Routes*: Widened sidewalks and road crossings that are important linkages in the trail system. Maintenance is split between the district and the city.
- 5. *Other Trails*: Any other trail that is not maintained by the district or the city.



# Intergovernmental Agreement for Trail Planning & Maintenance

The district recently completed a new intergovernmental agreement with the city that clarifies trail maintenance responsibilities between both parties. The agreement addresses two long standing issues. First is the division of trail maintenance within city rights-of-way. The new agreement clearly identifies who is responsible for different types of trail infrastructure within city rights-of-way including signal equipment, gates, and pavement markings. Second, the agreement creates a standardized process for the acquisition of trail easements or property by the district through the city's land development process. Prior to the new agreement, the city allowed trail easements or property to be granted to "the public" or to "the City of Bend" even if the district planned to maintain and operate the trail. Moving forward, the district will be granted an easement or property for every new trail that it will maintain.

#### **BPRD Comprehensive Plan**

The district's comprehensive plan includes the "Trail Plan Map" which Identifies 63 miles of planned trails.

The locations of planned trails in the comprehensive plan have not changed significantly since the district completed the *Parks, Recreation, and Green Spaces: Trails Master Plan* in 2008. This plan is still used as a reference document as it contains more detailed maps of potential trail alignments.

The district's comprehensive plan identifies a planned trail in nearly every long-distance right-of-way that is potentially available for trail development. Future planned trails are likely to be shorter, strategically located trails designed to enhance connectivity to the already planned system or to establish trail access across major barriers.

The comprehensive plan also identifies individual crossing improvement projects and six crossing improvement zones that are larger areas where the district aims to reduce barriers to nearby parks and trails.

### Trails for Transportation

The comprehensive plan identifies a community desire for trails "as active transportation routes." This is to be expected as trails are increasingly being used for both recreation and transportation purposes.

Approximately 6.5% of district residents commute to work by walking or bicycling.

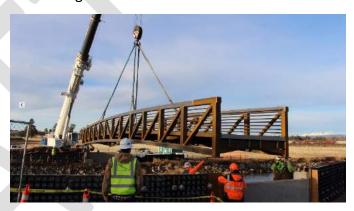
(U.S. Census Bureau (2019), American community Survey 5-year estimates)

Bicycle commuters often seek routes that have the lowest "level of traffic stress." Level of traffic stress is a measure of how comfortable a roadway or trail feels to ride on and is usually based on factors including traffic speed, average traffic volumes, and the type of bicycle facility. Trails that are physically separated from a roadway typically

have the lowest levels of traffic stress and thus are an important and desirable component of non-motorized transportation networks.

# Progress Since Adoption of Comprehensive Plan

Since 2018, several trail projects identified in the district's Comprehensive Plan have been completed or are moving into the construction phase. These projects are displayed on Map 1: Recently Completed & Active Projects and include 7.8 miles of new trail, 7 trail crossing upgrades (including 2 new trail bridges), and 3.2 miles of trail resurfacing.



A new bridge on the 15<sup>th</sup> Street Connector Trail over the Central Oregon Irrigation District canal was installed by the district in 2021.

## A Note About Trail Mileage

Since the comprehensive plan was adopted in 2018, our knowledge and understanding about Bend's trail system has greatly improved.

Beginning in 2019, the district began updating our trail GIS database that stores the location and important data about each trail segment. This process had two major steps. First, trail alignments were remapped using high sensitivity GPS equipment or by adjusting the alignments remotely to match the most recent aerial imagery. This "redrawing" process often resulted in longer trails as turns were more accurately represented in the database. Second, many existing trails that were built through private land development had not been previously mapped. These trails, all of which are open to the public, were mapped and added to

the database (Private trails that are not open to the general public are not included in the database).

These changes lead to an increase in the amount of existing trail miles used to calculate the district's trail level of service (see below).

## **Planning Focus Areas**

This section provides background and recommended actions for several different "planning focus areas" related to trail development.

#### Trail Level of Service

Of the 109 miles of existing trails, 93 miles are considered "primary trails" and are used to calculate the trail level of service. The district's current level of service target is 1-mile of trail per 1,000 residents. The district calculates the level of service each year in February. In 2020, the level of service was is 0.9, just below the target of 1.0.

Primary trails are major routes that may cross multiple neighborhoods and connect multiple park sites. These trails are the longest continuous routes within the district. Connector trails are shorter routes that may link parks and trails to neighborhoods or link two parks.

The latest long-term population projections for Bend predict that the population will increase to 162,362 by 2043 and 255,291 by 2068 (Portland State University, 2017). Meeting the district's target level of service will become increasingly difficult as the population increases and Bend becomes denser.

Transitioning from a quantitative approach to a spatial approach of evaluating level of service, similar to the park walkshed analysis that was carried out to create the "park search areas" identified in the comprehensive plan, may be a more appropriate metric if the population of Bend continues to increase.

Quantitative approaches to evaluating level of service are based on the idea that there are a finite amount people that an amenity can provide service to. However, there is no maximum number of people that has been identified that one mile of trail can support. Moreover, the amount of people that can safely use a trail at one time can be greatly increased by expanding trail width and by making sensible design decisions. The district's most used trail is the Deschutes River Trail between Miller's Landing Park and the Old Mill. In 2020, an average of 832 trail users per day used this trail. This is far below the number of trail users seen on popular trails located in other dense urban areas and the district has not had any significant issues due to high volumes of trail users.

A spatial approach to evaluating level of service may include metrics such as having a trail within ½ mile walking distance of every resident in the district. Map 2: Existing Trail Walksheds displays our current trail walksheds. These are areas within ½ mile of an existing trail entrance using only local streets. The walkshed areas do not cross higher classification streets such as arterials or collectors, as well as other barriers like US97 and the BNSF railroad line.

In 2021, an estimated 36% of District residents live within a trail walkshed.

#### **Recommended Actions**

 Develop spatial metric(s) to evaluate trail level of service

## Transportation System Plan Coordination

#### Low Stress Network

The TSP proposes a low stress network (LSN) of bicycle facilities that is comprised of trails and onstreet facilities, like bicycle lanes, to "provide connections to schools, parks, and other destinations, as well as cross-City travel" (TSP, 2020). The proposed LSN utilizes approximately 13 miles of planned trails identified in the comprehensive plan.

The TSP also identifies 12 key routes that are considered to be the highest priority segments of the LSN. The key routes utilize 4.2 miles of planned trails identified in the comprehensive plan. Construction of the 12 key routes is anticipated to cost \$19 million and was included in the project list for the city's Transportation Bond Measure 9-135 which was approved by voters in November, 2020.

#### Safe Routes to Parks

The TSP includes two important policies related to safe routes to parks:

- 1. Policy 45: "The City is committed to providing safe and comfortable walking and biking routes to parks." Additionally, the TSP identifies the following action in support of this policy: "In collaboration with the Bend Park and Recreation District (BPRD), the City will develop low stress route plans and implementation programs for existing parks. BPRD, in collaboration with the City, will develop low stress route plans and implementation programs for new parks."
- 2. Policy 41: "The City will create and implement a Pedestrian Master Plan to establish a pedestrian network that safely and comfortably serves the community year-round. The Pedestrian Master Plan will identify key pedestrian routes, including crossings."

These policies are consistent with the district's approach to park walkshed analysis and the park search areas and crossing improvement areas identified in the comprehensive plan.

#### **Recommended Actions**

- Prioritize sections of trail identified as part of the LSN.
- To the extent possible, coordinate development of the district's trail system with major LSN projects.
- When planning new parks, identify and prioritize connections to existing and planned trails, sidewalks, and LSN facilities.
- For existing parks, work with the city to identify gaps to existing and planned trails, sidewalks,

and LSN facilities. This will likely be accomplished partly during the creation of the city's forthcoming *Pedestrian Master Plan* or other city led efforts to enhance access to parks.

#### **Trail Crossing Safety**

Road crossings are typically the most dangerous segments of a trail and can present barriers to trail use for less confident trail users.

There are 114 at-grade road crossings within the district that cross roads of varying classifications.

While the majority of trail crossings are of local roadways, there are 39 crossings of higher classification roadways. Additionally, many of these crossings lack the types of pavement markings, signage, and design features recommended by modern trail design guidelines.

Road	# of Trail			
Classification	Crossings			
Highway	1			
Arterial	24			
Collector	14			
Local	75			

#### Trail Crossing Evaluation

BPRD has developed an evaluation methodology based on the current American Association of State Highway and Transportation Officials Guidelines for the Development of Bicycle Facilities, 2012 (AASHTO guidelines) that can be used to determine if a crossing meets key design parameters intended to safeguard trail users. If carried out for all of the existing trail crossings, this type of evaluation could be used to prioritize upgrades where they are most needed. Other factors, such as if the crossing would enhance access to a district park could also be included in the prioritization process.

#### Recommended Actions

 Evaluate all existing at-grade road crossings and prioritize safety upgrades based on results.  Design all new trail-road crossings in accordance with the American Association of State Highway and Transportation Officials Guidelines for the Development of Bicycle Facilities (AASHTO guidelines) and other industry best practices.



The city installed a new trail crossing of 3<sup>rd</sup> Street with trail user activated rapid flashing beacons in 2020.

### Sidepath Development

Many developers are opting to build "sidepaths" in lieu of sidewalks when trail connections are required by the city as a condition of development. Sidepaths are trails located along roadways with minimal separation from the roadway. While these facilities are attractive to developers because they often don't require the dedication of additional rights of way, they are not a good substitute for trails located in independent alignments or separated far enough from a roadway where the influence of traffic is minimized.

Sidepaths pose unique challenges. They are inherently dangerous because drivers are not accustomed to two-way trail traffic next to a roadway. Trail users typically move at higher speeds than pedestrians which causes road and driveway crossings to become especially dangerous as drivers often will not anticipate or be able to easily spot trail users. Additionally, many trail users may not feel comfortable using these facilities due

to the increased level of stress caused by nearby traffic.

#### **Recommended Actions**

- For trails identified in the comprehensive plan, the district should aim to build trails in independent alignments whenever possible
- When sidepath development cannot be avoided, minimize road and driveway crossings and design trails in accordance with current best practices

#### Trail Outreach Focus Areas

The district provides information to the public about our trail system in three primary ways: online via our website and social media, printed maps, and wayfinding signage. This section provides background and recommended actions for several different "outreach focus areas.".

#### District Website

In 2021, staff began updating the website with new printable trail maps, revised trail descriptions, and more detailed information about trail surface and length.

Adding additional information to the website about average trail grade, width, and maximum obstacle height, will allow trail users to make more informed decisions about which trails they are comfortable using.

#### Adventure Planner

The Adventure Planner was last updated in 2018. Since that time, several new trails have been constructed and the district's trail GIS data has significantly improved. Additionally, several new parks and facilities have been built, most notably the Larkspur Community Center.

## **Wayfinding Signage**

Our current wayfinding signage system is a combination of wayfinding bollards, found at most trail entrances and intersections, and various types of trailhead signage. Shevlin Park and Riley Ranch Nature Reserve have custom signage for their internal trail systems. While trail bollards tend to be fairly uniform and consistent throughout the trail system, trailhead signage varies greatly. A district wide inventory of wayfinding signage would allow the district to assess the overall quality of the system and identify actions that can be taken to improve it. New trail signage should emphasize connections to other trail systems and important amenities like parks, schools, downtown, and other popular destinations.

Trail users are increasingly relying on mobile applications for wayfinding including Google Maps, Strava, and All Trails. These applications can be useful; however, they often do not have the most up to date trail information or identify sections of trail that may have seasonal closures or hazards. The U.S. Forest Service provides georeferenced PDF versions of their trail maps that allow users to see location on the map in real time using free applications such as Avenza. These types of maps are also available for and widely used at many of the local snoparks.

Adding geo-reference information to maps is relatively straightforward and would allow the district to provide the public with more enticing mobile friendly options for navigation.

#### **Recommended Actions**

- Update the website with more detailed information including trail grade, width, and maximum obstacle height.
- Update the Adventure Planner with the most current trail data, new facilities, and updated trail descriptions from website.
- Inventory existing trail wayfinding signage.
- Develop trail specific signage plans to ensure that wayfinding is consistent, clear, and emphasizes connections to parks, schools, downtown, and other popular destinations.
- Create geo-referenced versions of the Adventure Planner and printable trails maps.

### Trail Project Ranking

This plan applies a new scoring methodology to trail projects identified in the comprehensive plan. Projects that have been completed, are in construction or have a clear path to construction, or are no longer being considered by the district were not scored. This new scoring methodology is designed to allow the district to make better decisions about investments in trail development and to ensure that projects with the most positive benefits are prioritized.

The scoring criteria used cover several different areas of interest to the district including population density, the demographics of district residents, support for non-motorized transportation, and connections to other regional trail networks.

### Scoring Criteria

The following criteria were used to evaluate each project:

- Identified as part of the city's LSN
- Identified as "High Priority" in district comprehensive plan
- Enhances access to BPRD park
- Fills gap in trail network/reduces barriers along trail system
- Located in or adjacent to area that is 50% or greater than district average for population density
- Located in or adjacent to area that is 50% or greater than district average for percent poverty
- Located in or adjacent to area that is 50% or greater than district average for percent Latino or Hispanic
- Connects to Regional Trail Network(s) or provides access to unincorporated areas of Deschutes County

For each criterion, a score of 1-4 was assigned and the scores for each project were totaled to determine the final score.

•

- (4) The project clearly supports the criterion and/or makes substantial improvements in the criteria category
- (3) The project partially addresses the criterion and/or makes moderate improvements in the criteria category
- (2) The project idea does not support the intent of, provides minor or incidental benefit and/or negatively impacts the criteria category
- (1) The project neither meets nor does not meet intent of criterion. The project idea has no effect, or criterion does not apply

#### **Key Demographics**

Data from the U.S. Census Bureau's 2019 American Community Survey 5-year estimates were analyzed to identify block groups that are significantly greater (50% or more) than the average for the "greater Bend area" for three key demographics: population density, percent population in poverty, and percent minority population.

The greater Bend area includes: (1) all of the block groups that are wholly or partially within the district boundary. (Two block groups that partially overlap the district boundary were excluded because they contained minimal residences and their boundaries extended far beyond what could reasonably be considered the greater Bend area.)
(2) Select block groups immediately adjacent to the district boundary that contain multiple residences and can reasonably be considered part of the greater Bend Area.

Block groups that exceeded the average by more than 50% were determined by calculating the percent change between the value for individual block groups and the average for the greater Bend Area. These block groups are displayed on Map 3: Block Groups with the Highest Minority Populations, Map 4: Block Groups with the Highest Population Densities, and Map 5: Block Groups with the Highest Rates of Poverty.

Formula:

Percent change = ((A-B)/Absolute Value(B))\*100

A = Individual block group value

B = Greater Bend area average

# **Project Scores**

Project Score:									
Project	Part of low stress network	Identified as "High Priority" in comprehensive plan	Enhances access to BPRD facility	Fills gap in trail network / reduces barriers along trail system	Serves high population density area	Serves high poverty area	Serves high minority area	Connects to regional trail network(s) or provides access to unincorporated areas	Total
COHCT from Blakely Road to Hansen Park	3	4	4	4	3	3	4	2	27
North Unit Canal Trail	4	4	4	3	4	3	2	3	27
Big Sky Park Trail (other agency project)	4	1	4	3	2	4	3	3	24
Arnold Canal Trail and Trailhead Development	4	4	3	3	1	2	2	4	23
DRT Galveston to Miller's Landing	4	4	4	4	1	3	1	1	22
Riley Ranch Nature Reserve Bike/Pedestrian Bridge	1	4	4	4	1	1	1	4	20
DRT Putnam to Riley Ranch Nature Reserve Bike/Pedestrian Bridge	1	4	4	4	1	1	1	4	20
DRT Kirkaldy to Putnam	1	4	4	4	1	1	1	4	20
High Desert Park Trails	3	4	3	2	1	2	2	1	18
Neff and Hamby Rd. Crossings	1	2	4	3	1	3	1	3	18
Hansen To Big Sky Park Trail	3	2	4	2	1	1	1	3	17
Central Oregon Historic Canal Trail from Hansen Park to Eastgate Park	1	4	3	2	1	1	1	4	17
Pilot Butte Canal Trail	1	4	2	2	2	1	1	4	17
DRT South Urban Growth Boundary (UGB) & Bike/Pedestrian Bridge	1	4	1	4	1	1	1	4	17
DRT North Trailhead to Serve New Density	1	4	4	4	1	1	1	1	17
Central Oregon Historic Canal Trail from	1	4	3	1	1	1	1	4	16

Eastgate Park to The Badlands									
Tumalo Creek Trail	1	1	4	3	1	1	1	4	16
Transcanada Trail	2	2	3	1	1	2	1	4	16
DRT Connector to Shevlin Park	1	1	4	4	1	1	1	2	15
Shevlin Park North - Tumalo Creek Bike/Pedestrian Bridge	1	2	4	3	1	1	1	2	15
Hansen Park Trailhead	1	4	1	1	1	4	1	1	14
Powerline Trail	1	1	4	1	1	1	1	4	14
Riley Ranch Nature Reserve Neighborhood Access	1	2	4	1	1	1	1	2	13
South Deschutes River Trail (DRT) Buck Canyon Trailhead	1	1	2	2	1	1	1	2	11

## **Highest Priority Trail Projects**

The four highest scoring projects are displayed on Map 6: Highest Scoring Projects and should be prioritized by the district for completion. As noted below, the Big Sky Park Trail is a non-district project that was included in the comprehensive plan. Other projects should be prioritized based on their score, the availability of district resources, or opportunities that arise through private land development or city lead projects.

More detailed descriptions of each of the projects can be found in the comprehensive plan.

#### North Unit Canal Trail

The North Unit Canal Trail is a planned a multi-use trail from Butler Market Road near the BNSF railroad line and US97 to the district boundary east of Pine Nursery Park. The trail is planned to follow the North Unit Irrigation Canal which is jointly managed by the Bureau of Reclamation (BOR) and the North Unit Irrigation District (NUID). Because the canal is jointly managed by both agencies, and the ditch rider road passes through private property, the district will need to secure trail easements from all of the private property owners in addition to securing all of the necessary federal permits.

The district recently completed preliminary title research for all of the properties within the planned trail corridor and have developed a conceptual trail plan that will serve as the basis for additional planning and the development of more detailed construction plans.

Several projects that are part of the development of this trail are currently underway. The district is getting ready to construct a short connector trail through an undeveloped section of Canal Row Park that will connect nearby neighborhoods to the entrance to the North Unit Canal Trail. The district has also entered into a development agreement with Pahlisch Homes to construct a 0.5-mile portion of the trail and a neighborhood park within the Petrosa neighborhood development.

Currently, the undeveloped section of trail between Canal Row Park and Pine Nursery Park sees heavy use. This section is also the most feasible to construct as the planned alignment only passes through four privately owned properties and construction of the trail is expected to be relatively simple. Development of the trail to the west of Canal Row Park is expected to be more complicated as there are a greater number of private properties that will be impacted and the trail passes through a steep spillway area where the Pilot Butte Canal runs parallel to the North Unit Canal. This area is an attractive nuisance and potential safety hazard for trail users.

#### **Recommended Actions**

 Prioritize development of the trail between Canal Row Park and the Petrosa neighborhood



The existing ditch rider road along the North Unit Canal is ideal for trail development and provides stunning mountain views.

## CO Historic Canal Trail (COHCT) - Reed Market Road to Hansen Park

The COHCT - Reed Market to Hansen Park trail is a planned multi-use trail between the existing COHCT at Reed Market Road and Hansen Park, a yet to be developed property owned by the district. A 0.6-mile segment of this trail is currently open for use between Sherwood Forest Drive and Ferguson Road.

The planned trail passes through two distinct areas where the district has been unable to secure easements or property for the trail. The first area is through the Nottingham neighborhood. The ditch rider road is currently fenced off on either side of the neighborhood with locked gates only accessible by neighborhood residents. The neighborhood association has historically been resistant to allowing any public access. An alternative trail alignment utilizing 15<sup>th</sup> Street has been suggested by residents and is identified as a key route in the city's LSN.

The second area is between Ferguson Road and 27<sup>th</sup> Avenue. The ditch rider road passes through more than 70 private properties and the district would need to secure easements or property from each property owner in order to develop the trail. No alternative alignment has been identified.

Several projects have recently been completed or are currently underway within the trail corridor. In 2020, the district was awarded \$64,321 to improve safety at three road crossings: Blakely Avenue, Brosterhous Avenue, and Ferguson Road. The district recently installed a new trail bridge over the canal at 15<sup>th</sup> street and funded safety upgrades to the trail crossing of 15<sup>th</sup> Street. Development of the 15<sup>th</sup> Street trail connector to Alpenglow Park and Knott Road is currently underway.

#### **Recommended Actions**

- Develop and study alternatives for the trail through the Nottingham Neighborhood
- Develop strategy to secure remaining trail right of way between Reed Market Road and Hansen Park or develop and study alternatives

#### **Arnold Canal Trail**

The Arnold Canal Trail will run between the 15<sup>th</sup> Street Trail Connector and the Oregon Department of Transportation's (ODOT) planned Bend to Lava Butte Paved Path at the Baker/Knott Road US97 interchange. The district currently has a license agreement for a portion of the trail that runs along

the canal between US97 and China Hat Road. However, the district does not have any rights between China Hat Road and 15<sup>th</sup> Street. The district should study the feasibility of this alignment in more detail and develop a conceptual plan to aid future planning and design efforts.

ODOT, in partnership with the USFS is completing the planning and preliminary design for a paved multi-use path along the US 97 corridor that connects the City of Bend with the Lava Lands Visitor Center. The district is holding ongoing discussions with ODOT on how best to connect the trails including a safe trail crossing of Knott Road and the development of a shared trailhead facility. The district had previously identified a potential trailhead location on China Hat Road, however, the district and ODOT are now exploring the possibility to locate the trailhead where it can serve both trails and be developed as part of ODOT's project.

#### Recommended Actions

- Develop and study alternatives for the trail between the 15<sup>th</sup> Street Trail Connector (connects to Alpenglow Park) and China Hat Road
- Continue to work with ODOT to connect the planned to Lava Butte Paved Path to the Arnold Canal Trail, develop a safe crossing of Knott Road, and trailhead that serves both trails

#### Big Sky Park Trail

The Big Sky Park Trail will run between the Larkspur Trail and Big Sky Park. This project was identified in the comprehensive plan to be completed by another agency as it is located completely within the right of way for Neff Road. This trail is also identified as a key route on the LSN and was included in a proposal for a protected east-west bicycle route by members of the city council and the district's board. This project is also within or adjacent to areas of Bend that were determined to have significantly greater populations of the three demographic indicators included in the project scoring criteria.

The district has plans to expand Big Sky Park over the next several years with a new bike park, single track trails, a cyclocross course, and many other bicycle focused amenities. These improvements will be an attractive amenity for district residents.

#### Recommended Actions

 Work with the city to support the development of the trail and connections to the Larkspur Trail and Big Sky Park

## **Asset Management Projects**

### **System Wide Trail Amenities**

The district trail system is intended to be used for both recreation and transportation and it is important to recognize that many trail users will likely drive to trail entrance points. While the city's development code does not contain any requirements to provide parking as part of trail development projects, the district should carefully examine the availability of parking along both existing and planned trail corridors. If there is no public parking available for long stretches of trail, the district should consider developing additional trailhead parking or enhancing connections to other parking options.

Other amenities should also be considered. Typically, the district only provides limited amenities along trails which include benches, trash cans, and dog waste stations. Other amenities, like bathrooms, picnic benches, and drinking fountains are generally located within district parks and many trails lack access to these for long stretches. The district should consider providing additional amenities at major trailheads and along trails at regular intervals.

#### **Recommended Actions**

- Provide trailhead parking near trail entrances where there is no other public parking available
- Install additional amenities, like bathrooms, picnic benches, and drinking fountains at major trailheads and along trails at regular intervals

### COCC - Shevlin Park Trail Upgrades

This trail provides the only viable off-street connection between Bend's westside and Shevlin Park's primary trailhead and parking area.

The existing trail is comprised of 5-foot wide paved trail which is not wide enough to support comfortable two-way bicycle travel and natural surface single track trail of varying widths that at times is very steep and not suitable for bicycles. The district is planning to widen limited portions of the paved trail in 2021, although no plans exist to make the rest of the trail more suitable for bicycles.

The district should consider upgrades to the entire trail corridor between McClain Drive and the Shevlin Park trailhead parking area.

#### **Recommended Actions**

 Evaluate the existing trail to see where it can be widened, grades can be reduced, the surface can be improved to better facilitate bicycle traffic.

# CO Historic Canal Trail: Blakely Road to Reed Market Road

This project involves surface improvements and minor ADA upgrades to an existing section of trail between Blakely Road and Reed Market Road.

This trail was resurfaced in 2017 with trail surface aggregate (TSA), but the surface has poor adhesion and is not performing as expected. In some areas, loose gravel has accumulated to depths of 4 inches and is a safety hazard and greatly diminishes the trail experience. Newer TSA applications with a modified specification are performing much better.

The district has agreed to inherit a bridge that currently serves as a driveway access for a private property located across the canal from the trail. The approach to this bridge from the trail and the roadway is poorly designed, has excessive cross slopes, and will need to be modified to meet ADA specifications.

#### Recommended Actions

- Scrape and resurface sections of trail as necessary with newer TSA specification
- Modify trail grade near bridge approach to meet ADA upgrades



Trail surface aggregate installed by the district in 2017 has poor adhesion and is several inches thick in some locations making trail use difficult.

# Improve Asphalt Specifications and Management System Wide

Asphalt cracking is major problem for trails in Central Oregon. Many of Bend's paved trails, including the West Bend Trail, Haul Road Trail, Pine Nursery Park Trails, and the Deschutes River Trail have suffered some form of cracking. If they become large enough, asphalt cracks and gaps diminish the trail experience, exacerbate deterioration of the surrounding trail surface, and may pose a safety risk. Two years ago, the district began renting equipment to fill and seal these cracks however this is often ineffective at filling larger voids. Other field treatments for filling these cracks, such as cold patching, often are not as durable as the surrounding trail surface and deteriorate quickly.

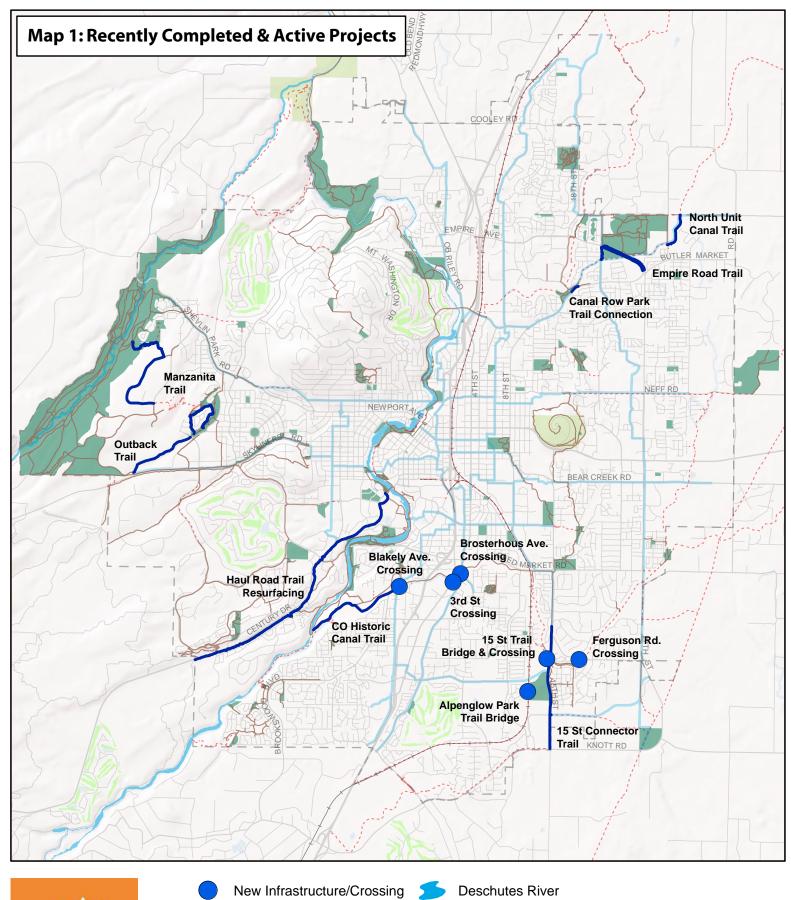
In locations where cracks are prevalent and closely spaced, the district should consider repaving these sections with hot mix asphalt. However, this

process is more expensive and may not always be feasible within the district's budget.

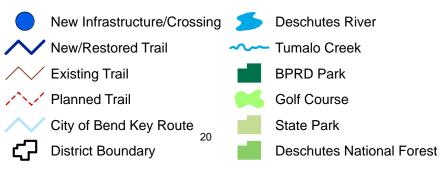
Asphalt cracking will continue to be a problem for asphalt trails unless the district and the city can develop a more robust asphalt specification that minimizes cracking. This may include thicker courses of asphalt, better quality control for subsurface aggregate compaction, or methods such as "slip sheathing" that utilize membrane between layers of asphalt to better allow for expansion and contraction.

#### **Recommended Actions**

- Continue regular crack sealing of district trails
- For cracks that pose a safety hazard, consider cold patching or similar methods. Where appropriate, consider repaving heavily cracked sections of trail
- Research more robust specifications for trail paving, including the use of concrete where feasible, to mitigate cracking and long-term maintenance

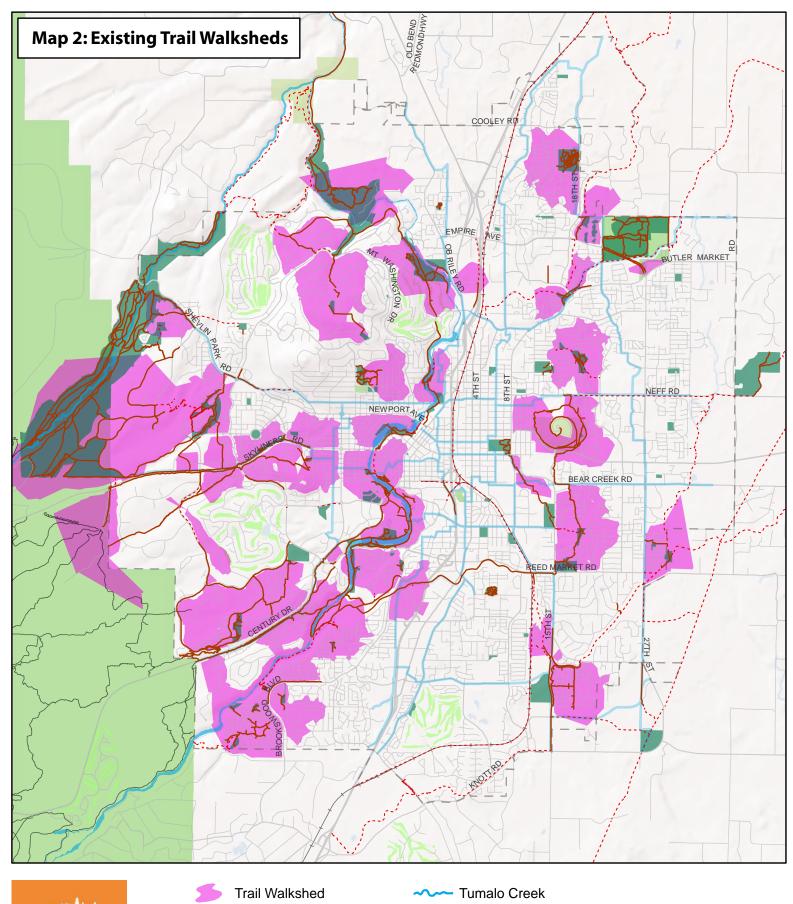






0.5

1 Miles

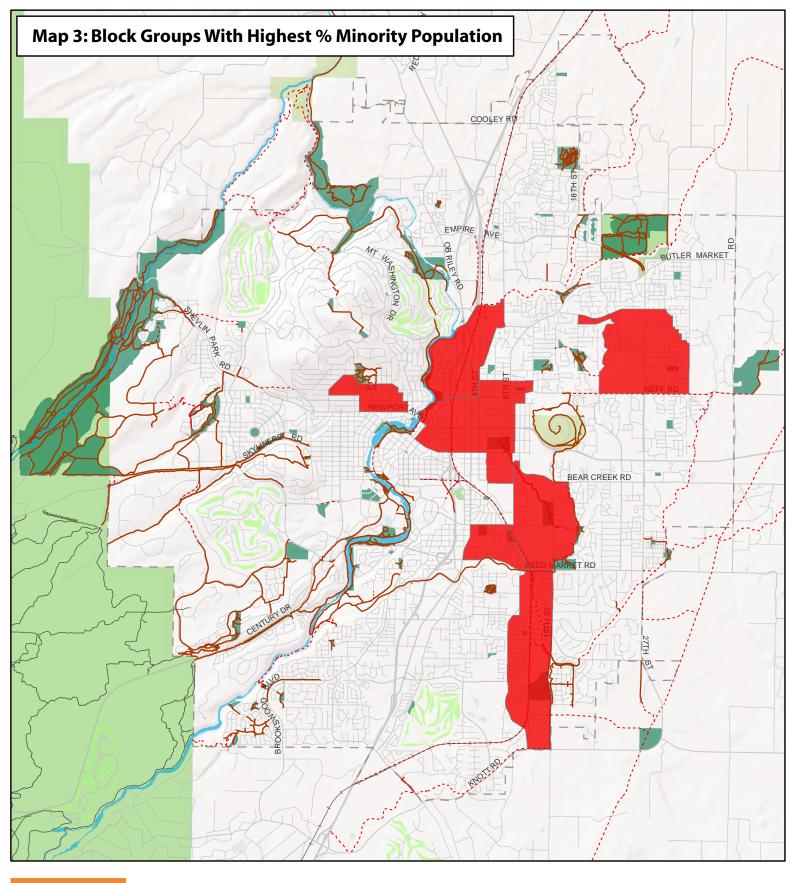






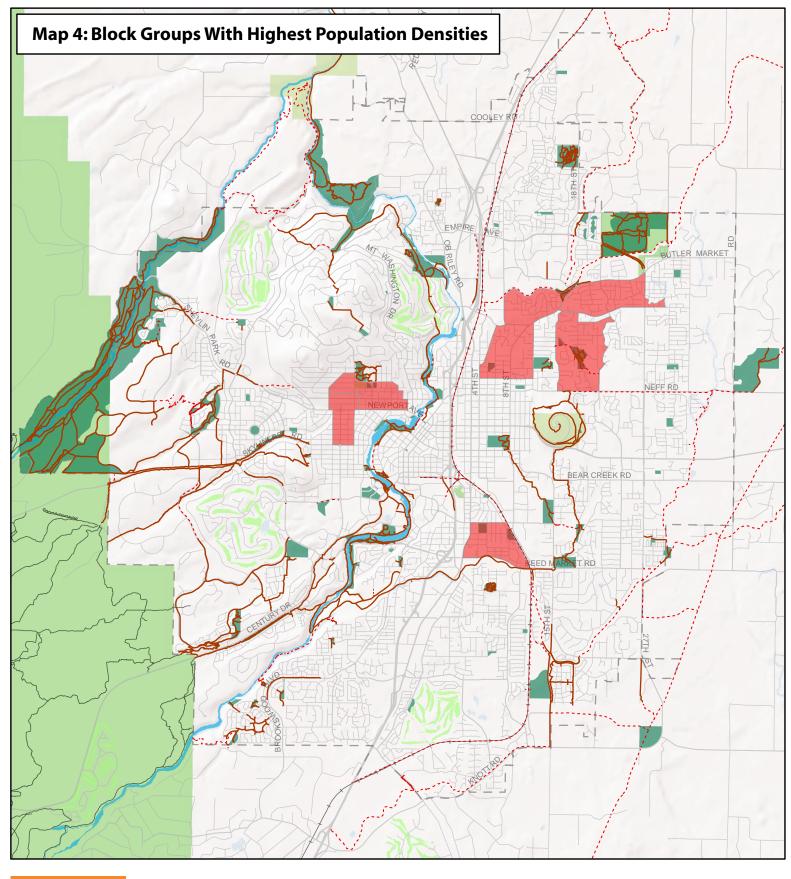


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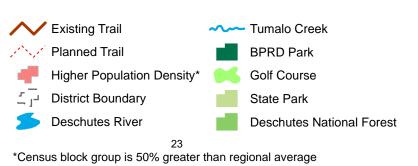




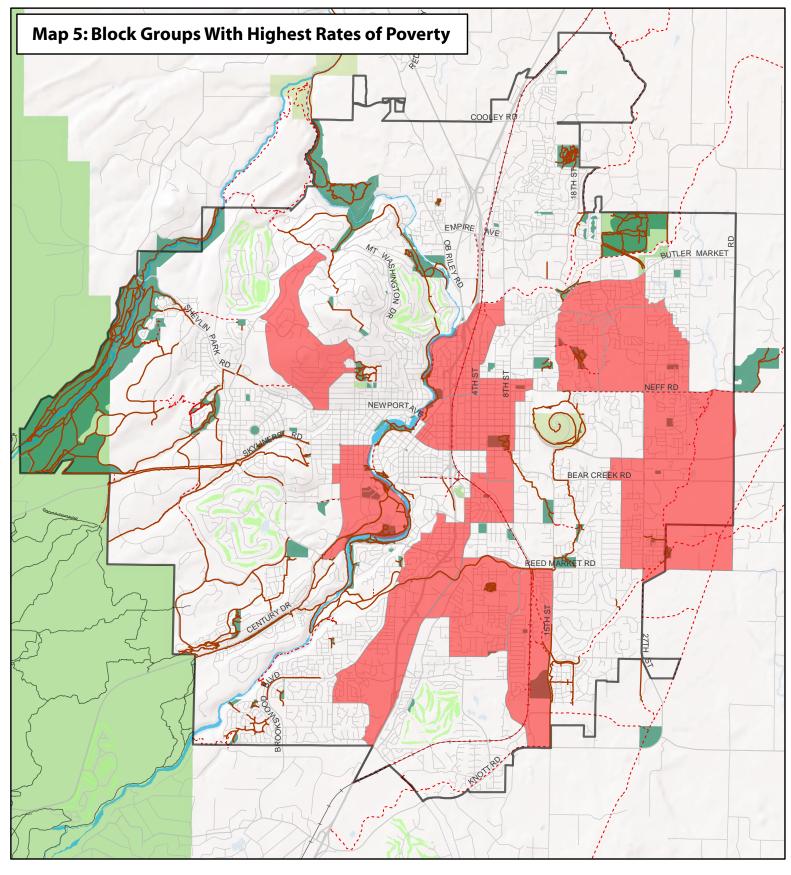










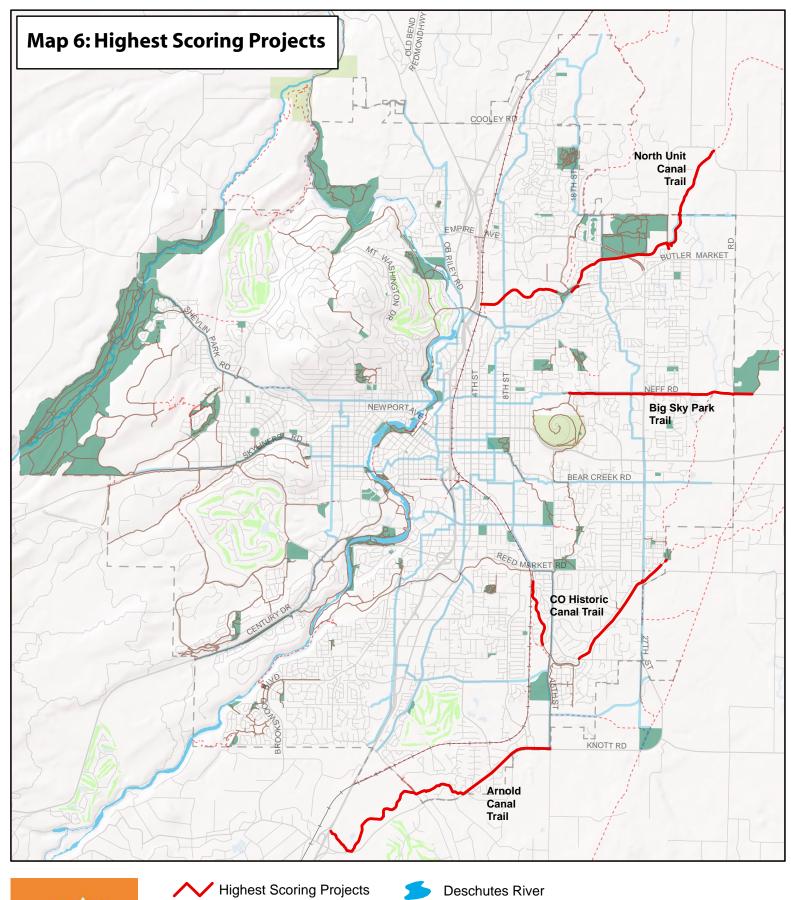








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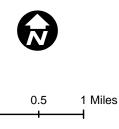






25

**Deschutes National Forest** 



#### **BOARD AGENDA COMMUNICATION**

AGENDA DATE: September 7, 2021

SUBJECT: Strategic Plan Update and Extension

STAFF RESOURCE: Rachel Colton, Park Planner

Michelle Healy, Deputy Executive Director

**PREVIOUS BOARD ACTION:** June 18, 2019: Strategic Plan Adoption

February 4, 2020: Annual Action Plan Update and

Performance Measures

February 2, 2021: Annual Action Plan Update and

**Performance Measures** 

ACTION PROPOSED: None

STRATEGIC PLAN: N/A

#### **BACKGROUND**

The 2019-2022 Strategic Plan was adopted on June 18, 2019. The development of the plan spanned a total of 9 months, and included input from over 100 staff members and all board members. In addition to input from staff and the board, the plan was also informed by extensive district documentation, including, but not limited to the district's previous strategic plan, the comprehensive plan, perception survey results, the 2014 Commission for Accreditation of Park and Recreation Agencies (CAPRA) documentation, district policies, program offerings and relevant master plans. The plan has an internal/operational focus and includes actions that will drive the district towards achieving goals and serving the public in an inclusive manner. Other planning documents like the comprehensive plan are external/implementation focused with a bigger picture view. The Comprehensive plan include projects to help meet the identified community needs over the plan's ten-year implementation period.

The strategic plan is comprised of foundational pillars inclusive of employees and workplace culture, community relationships, and operations and management practice. These pillars are supported by desired outcomes, strategies, actions and performance metrics. The adopted plan includes 61 actions, which are the implementation focus of the plan, and something that the district closely tracks. Over the course of the strategic plan implementation, 19 additional action items have been added, for a total of 80 action items. These additional action items were necessitated by the COVID-19 pandemic, which significantly strained staff resources and required that priorities be shifted to address more immediate needs. It's important to note that these actions do not represent all of the work that the district staff completes, rather, they are key actions that help support achievement of the Strategic Plan's goals.

#### Fiscal Year 2020/2021 Q3 and Q4 Action Item Progress

A total of 42 action items were included in the action plan for the third and fourth quarters of fiscal year 2020/2021. Though some of these action items were identified for completion, many were

either identified for completion at a later date, or are on-going efforts through the Strategic Plan implementation period. To better track those action items that can both be complete while still in progress (for example, we track Latino Outreach on an annual basis, but will do so for the entirety of the Strategic Plan implementation period), they are now marked as completed/in progress (C/IP). A full list of all 42 action items and their status is included as an attachment to this report. In summary, the majority of the action items are complete or in progress, with a number of action items continuing throughout the duration of the Strategic Plan implementation.

#### Fiscal Year 2021/2022 Action Items

A total of 52 action items were identified to be completed this fiscal year, with a total of 29 action items already completed during the plan's implementation period (inclusive of the 19 action items that were added due to the COVID-19 pandemic). Of these 52 action items, one has been completed, 30 are already in progress, with the remaining to be initiated. A full summary of remaining action items is included as an attachment to this report.

#### **Performance Metrics**

Performance measures are a valuable tool to help the district track progress towards achieving desired outcomes. The current Strategic Plan is the first time the district has formally employed the use of performance measures, and the plan includes suggested measures for consideration. Staff used those measures as a starting point and developed 11 draft performance measures in fiscal year 2019-2020, which are updated annually in February of each year.

In fiscal year 2021-2022 the district desires to create an additional four performance metrics for a total of 15 performance measures. One includes the website usage performance metric, which is included as an attachment to this board report. Additional potential performance measures being evaluated include metrics associated with energy and water use, and implementation of American with Disability Act transition projects.

#### **Suggested Update Approach**

The Strategic Plan implementation has been slowed by the need to address shifting priorities resulting from the COVID-19 pandemic and staffing shortages. In order to ensure the plan can be fully implemented, staff recommends that two additional years be added to the implementation period. This would result in a five-year implementation period for the plan. It's important to note that extension doesn't prevent the board and staff from making future changes to the plan given that it's reviewed with the board on an annual basis at a minimum. In addition, this extension is in line with implementation durations for previous strategic plans. Specifically, the previous strategic plan also had a five-year implementation period from 2012-2017 and the plan prior to that had a four-year implementation period from 2007-2011.

If the Strategic Plan implementation period is extended, staff would come back to the board to discuss how action items would be distributed over the remaining three-year implementation period.

#### **BUDGETARY IMPACT**

The action items identified in the Strategic Plan are incorporated into the district's budget on an annual basis. Extension of the plan would allow for some action items to be shifted to future fiscal years, potentially resulting in savings in the fiscal year 2021/2022 budget.

#### **STAFF RECOMMENDATION**

Staff recommends extension of the 2019-2022 Strategic Plan through fiscal year 2023/2024 to allow sufficient time for plan implementation to be completed, and requests board consideration and support for this request.

#### **MOTION**

None, however, staff is seeking feedback and general consensus from the board on extending the timeline of the plan by two years.

#### **ATTACHMENTS**

- A. 2019-2022 Strategic Plan (link to online version of plan only)
- B. Fiscal Year 2020/2021 Q3 and Q4 Action Item Update
- C. Fiscal Year 2021/2022 Action Items
- D. Website Performance Metric



# BEND PARK AND RECREATION DISTRICT 2019-2022 STRATEGIC PLAN PILLARS AND DESIRED OUTCOMES

# Employees & Workplace Culture

Becoming a workplace that is second to none in performance and satisfaction



- Sufficiently staffed with well-qualified employees in all positions
- Employees have the opportunity to learn and grow
- A workforce that is heard, informed, involved and valued

# **Community Relationships**

Strengthening community connections and partnerships



- The district is strategic about partnerships
- A community better informed about the district
- District services that are accessible to all
- Exceptional customer and community experiences

# Operations & Management Practices

Building upon current management practices that support responsible use of resources and stability



- Staffing levels that are consistent with district growth
- Balance between caring for existing infrastructure and new development
- Be a local leader in environmental stewardship
- Financial well-being supported by strong business practices



# BEND PARK AND RECREATION DISTRICT 2019-2022 STRATEGIC PLAN SUMMARY OF FISCAL YEAR 2020/2021 Q3 AND Q4 ACTION ITEMS BY PILLAR

# **Employees & Workplace Culture**

Becoming a workplace that is second to none in performance and satisfaction



- 3 completed/in progress actions
- 3 in progress actions (includes 1 ahead of schedule)
- 3 not started/on hold/delayed actions

# **Community** Relationships

Strengthening community connections and partnerships



- 6 completed/in progress actions
- 7 in progress actions
- 5 not started/on hold/delayed actions

18

15

9

# Operations &

Management Practices
Building upon current
management practices
that support responsible
use of resources and
stability



- 2 completed/in progress actions
- 9 in progress actions
- 4 not started/on hold/delayed actions

**Total Action Items** 42



# **Employees and Workplace Culture**

Sufficiently staffed with well-qualified employees in all positions Employees have the opportunity to learn and grow A workforce that is heard, informed, involved and valued

### **Complete/In Progress**

- Recruit to new audiences
- Forecast and communicate potential future positions
- Develop alternative training and delivery methods

#### **In Progress**

- Evaluate part-time/seasonal structure to determine if there are more responsive ways to meet business and employee needs
- Collect and analyze data to inform and improve employee retention strategies in areas with high turnover
- Evaluate effectiveness and value of mandatory training



# **Community Relationships**

The district is strategic about partnerships
A community better informed about the district
District services that are accessible to all
Exceptional customer and community experiences

### **Complete/In Progress**

- Create stronger and more meaningful partnerships with government agencies
- Educate our workforce on how to respond effectively and professionally to misinformation about BPRD
- Increase knowledge of and access to the district's scholarship program
- Invest in targeted programming that minimizes barriers for low-income populations
- Expand targeted outreach for the Latinx population
- Analyze recreation participant data to identify underserved geographic areas in programming

#### **In Progress**

- · Identify and formalize legacy community partnerships that have not been documented
- Develop method for ongoing education and information sharing with Board, Budget Committee members and the public on district finances and resource allocation decisions
- Develop a BPRD 101 fact sheet, presentation template and talking points
- Create a diversity, equity and inclusion program that develops a value statement, policies and training opportunities
- Develop and implement a Customer Loyalty Program
- Develop operational and communications strategies for the opening of the bike park at Big Sky and unique amenities at Alpenglow



# **Operations & Management Practices**

Staffing levels that are consistent with district growth
Balance between caring for existing infrastructure and new development
Be a local leader in environmental stewardship
Financial well-being supported by strong business practices

#### **Complete/In Progress**

- Cross train employees to ensure there is back up and support for key functions in order to balance work loads
- Evaluate current and preventative maintenance practices and adjust as needed
- Measure progress on meeting the LOS targets for parks and trails in the adopted Comprehensive Plan and CIP

#### **In Progress**

- Determine additional steps and resources necessary to fully implement the district's Asset Management Plan
- Develop a tool to forecast O&M costs prior to a project being listed on the CIP
- Plan and prioritize funding for a new Park Services Shop
- Work with the Board of Directors to determine the district's role in providing transportation options within the urban trail system in collaboration with the City of Bend
- Implement additional sustainable practices in each operational area which embrace environmental standards and support the City of Bend's Climate Action Plan
- Develop specific environmental responsibility guidelines which drive purchasing decisions (including equipment, supplies, structures and furnishings, etc.)
- Complete the River Access Study that identifies the appropriate level of recreation access with the environmental impacts on the Deschutes River
- Develop a communications plan to educate and inform district staff about operating and capital budgets



## Not Started/On Hold/Delayed Action Items

#### **Employees & Workplace Culture**

- Enhance professional development program for interested employees
- Provide supervisors and managers tools and/or training to improve the performance evaluation process
- Address the need for on-call support for all departments

#### **Community Relationships**

- Develop a communications partnership plan
- Revise the district's current partnership policy to define different levels of collaborative relationships and criteria
- · Create a partnership management plan with supporting processes and systems
- Evaluate the value and feasibility of collecting demographic information through registration and implement if warranted
- Create a district customer experience program which includes expectations and how-tos, helpful hints, etc.

#### **Operations & Management Practices**

- Define minimum and desired staff levels for each service area of the District
- Education and outreach for staff about the Comprehensive Plan LOS Target and current status
- Integrate sustainability values and practices in recreation programming when feasible
- Implement risk-based approach to reserves and periodically evaluate



# BEND PARK AND RECREATION DISTRICT 2019-2022 STRATEGIC PLAN PILLARS AND DESIRED OUTCOMES

# Employees & Workplace Culture

Becoming a workplace that is second to none in performance and satisfaction



- Sufficiently staffed with well-qualified employees in all positions
- Employees have the opportunity to learn and grow
- A workforce that is heard, informed, involved and valued

# Community Relationships

Strengthening community connections and partnerships



- The district is strategic about partnerships
- A community better informed about the district
- District services that are accessible to all
- Exceptional customer and community experiences

## Operations & Management Practices

Building upon current management practices that support responsible use of resources and stability



- Staffing levels that are consistent with district growth
- Balance between caring for existing infrastructure and new development
- Be a local leader in environmental stewardship
- Financial well-being supported by strong business practices



# BEND PARK AND RECREATION DISTRICT 2019-2022 STRATEGIC PLAN SUMMARY OF FISCAL YEAR 2021/2022 ACTION ITEM STATUS BY PILLAR

## Employees & Workplace Culture

Becoming a workplace that is second to none in performance and satisfaction



- 1 complete action
- 3 complete/in progress actions
- 6 in progress actions
- 4 not started/on hold/delayed actions

**Community** Relationships

Strengthening community connections and partnerships



- 8 complete/in progress actions
- 7 in progress actions
- 6 not started/on hold/delayed actions

**Operations &** 

**Management Practices** 

Building upon current management practices that support responsible use of resources and stability



- 4 complete/in progress actions
- 7 in progress actions
- 6 not started/on-hold/delayed actions

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**Total Action Items** 

14

21

17

**52** 



# BEND PARK AND RECREATION DISTRICT 2019-2022 STRATEGIC PLAN Fiscal Year 2021/2022 ACTION ITEM SUMMARY

### **Employees and Workplace Culture**

Sufficiently staffed with well-qualified employees in all positions Employees have the opportunity to learn and grow A workforce that is heard, informed, involved and valued

#### Completed

• Identify and implement opportunities for cross departmental teams

#### **Completed/In Progress**

- · Recruit to new audiences
- Forecast and communicate potential future positions
- Develop alternative training delivery methods

#### **In Progress**

- Evaluate part-time/seasonal structure to determine if there are more responsive ways to meet business and employee needs
- Collect and analyze data to inform and improve employee retention strategies in areas with high turnover
- Enhance professional development program for interested employees
- · Evaluate effectiveness and value of mandatory training
- Provide supervisors and managers tools and/or training to improve the performance evaluation process
- Evaluate the new Flexible Work Schedule policy to determine if it's meeting the needs of employees, the District and the overall intent of the policy and adjust as necessary



### BEND PARK AND RECREATION DISTRICT 2019-2022 STRATEGIC PLAN FY2021/2022 ACTION ITEM SUMMARY

### **Community Relationships**

The district is strategic about partnerships
A community better informed about the district
District services that are accessible to all
Exceptional customer and community experiences

#### **Complete/In Progress**

- Create stronger and more meaningful partnerships with government agencies
- Educate our workforce on how to respond effectively and professionally to misinformation about BPRD
- Increase knowledge of and access to the district's scholarship program
- Invest in targeted programming that minimizes barriers for low-income populations
- · Expanded targeted outreach for the Latinx population
- Analyze recreation participant data to identify underserved geographic areas in programming
- Evaluate the effectiveness of the Needs Based Assistance (NBA) policy and plans in 2022 and adjust as necessary
- Evaluate and prioritize removal of additional barriers to participation

#### **In Progress**

- Identify and formalize legacy community partnerships that have not been documented
- Develop method for ongoing education and information sharing with the Board, Budget committee members and the public on district finances and resource allocation decisions
- Develop a BPRD 101 fact sheet, presentation template and talking points
- Create a BPRD tour where District staff and/or Board members can present District information and happenings of interest Increase knowledge of and access to the district's scholarship program
- Create a diversity, equity and inclusion program that develops a value statement, policies and training opportunities
- Develop and implement a Customer Loyalty Program
- Develop operational and communications strategies for the opening of the bike park at Big Sky and unique amenities at Alpenglow



### BEND PARK AND RECREATION DISTRICT 2019-2022 STRATEGIC PLAN FY2021/2022 ACTION ITEM SUMMARY

## **Operations & Management Practices**

Staffing levels that are consistent with district growth
Balance between caring for existing infrastructure and new development
Be a local leader in environmental stewardship
Financial well-being supported by strong business practices

#### **Complete/In Progress**

- Cross train employees to ensure there is back up and support for key functions in order to balance work loads
- Develop a tool to forecast O&M costs prior to a project being listed on the CIP
- Evaluate current and preventative maintenance practices and adjust as needed
- Measure progress on meeting the LOS targets for parks and trails in the adopted Comprehensive Plan and CIP

#### **In Progress**

- Determine additional steps and resources necessary to fully implement the district's Asset Management Plan
- Plan and prioritize funding for a new Park Services Shop
- Work with the Board of Directors to determine the district's role in providing transportation options within the urban trail system in collaboration with the City of Bend
- Implement additional sustainable practices in each operational area which embrace environmental standards and support the City of Bend's Climate Action Plan
- Develop specific environmental responsibility guidelines which drive purchasing decisions (including equipment, supplies, structures, furnishings, etc.)
- Complete the River Access Study that identifies the appropriate level of recreation access with the environmental impacts on the Deschutes River
- Develop a communications plan to educate and inform District staff about operative and capital budgets



# BEND PARK AND RECREATION DISTRICT 2019-2022 STRATEGIC PLAN FISCAL YEAR 2021/2022 ACTION ITEM SUMMARY

### Not Started/On Hold/Delayed Action Items

#### **Employees & Workplace Culture**

- Review existing benefits package, as well as new and non-traditional benefits (identify what non-traditional benefits are)
- Evaluate effectiveness of onboarding process. Enhance consistency and delivery methods District-wide based upon evaluation
- Evaluate the effectiveness of the recognition program
- · Address the need for on-call support in all departments

#### **Community Relationships**

- Develop a communications partnership plan
- Revise the district's current partnership policy to define different levels of collaborative relationships and criteria
- · Create a partnership management plan with supporting processes and systems
- Evaluate the value and feasibility of collecting demographic information through registration and implement if warranted
- Create a district customer experience program which includes expectations and how-tos, helpful hints, etc.

#### **Operations & Management Practices**

- Define minimum and desired staff levels for each service area of the district
- · Education and outreach for staff about the Comprehensive Plan, LOS targets and current status
- · Create a public awareness campaign to inform the public about the district's sustainability practices
- Integrate sustainability values and practices in recreation programming when feasible
- Implement risk-based approach to reserves and periodically evaluate
- Research best practices, methods and tools for long term planning and forecasting to enhance scenario analysis



# BEND PARK AND RECREATION DISTRICT 2019-2022 STRATEGIC PLAN NEW ACTION ITEMS COMPLETED IN FY 20/21

### Action items previously added to the Strategic Plan

#### **Employees & Workplace Culture**

- Develop virtual training for new employees to provide a welcoming onboarding experience in times of remote work
- Develop and implement electronic workflow for numerous processes in HR, payroll and safety to improve efficiency and support remote work
- Develop virtual benefits orientation including fillable forms to streamline benefits enrollment
- Complete financial statement audit electronically/virtually for the first time in BPRD's history

#### **Community Relationships**

- · Live stream all board meetings to provide transparency in planning and operations
- Provide virtual recreation classes to engage a diverse cross section of the district's population
- Provide IT, RecTrac & communication resources to address frequent changes in recreation services and ensure seamless patron experience
- Develop contract procurement processes in DocuWare to improve efficiencies and customer service experience
- Develop and implement a contract retainage account process to improve external customer service communication and experience, and relationships with bankers and contractors
- Partner with City of Bend and Deschutes County to provide personal protective equipment for staff and the community
- Partner with Better Together and Bend-La Pine Schools to create all-day childcare program for working families in need during distance learning
- Serve as deputy Joint Information Center manager for tri-county communications support to Emergency Operations Center
- Develop relationship with Deschutes County Health Department to establish criteria and notification protocols to reduce community infection of COVID-19
- · Manage staff and volunteer effort for public health distribution of masks at the river and at fall sports
- Convene partners to align messaging and education for water activities during COVID, including at lakes and rivers
- Update Park Services operating processes to minimize potential COVID exposure for employees and park visitors
- Install approximately 2,000 signs in parks and on trails to support safe public use of parks, river corridor and trails

#### **Operations & Management Practices**

- Update building HVAC systems to increase outdoor air circulation, and installation of over 300 high efficiency filters to remove particulate matter particles from indoor air

  41
- Reassign staff during COVID pandemic to allow for cross training and minimize layoffs

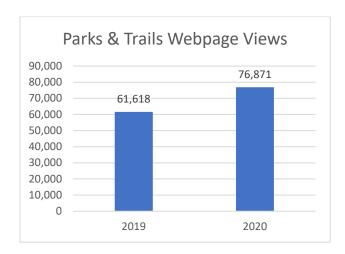
#### Website views per population

Pillar: Community Relationships

**Desired Outcome 2:** A community better

informed about the district

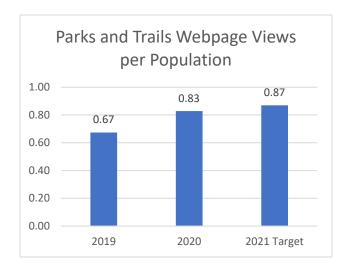
Performance Metric: The number of annual page views on the Parks & Trails webpage (https://www.bendparksandrec.org/parkstrails/). Measurement period: Annually from January 1-December 31).



**Key Performance Indicator:** The number of webpage views per district population with a

baseline of 0.67 established in 2019.

**Target:** The district's goal is to increase Parks & Trails webpage views by 5% annually.



**Status:** Webpage views per population increased 15% from 2019 to 2020, exceeding the targeted 5% annual growth. This growth rate may be attributed to increased interest in parks and trails driven by COVID and resident desire to spend more time outdoors.



### **Board of Directors**

August 17, 2021

District Office Building | 799 SW Columbia | Bend, Oregon

A video of the entire board meeting can be viewed on the website: https://www.bendparksandrec.org/about/board-meeting-videos/

#### **BOARD PRESENT**

Ariel Méndez Deb Schoen Zavier Borja Jason Kropf

#### **BOARD ABSENT**

Nathan Hovekamp

#### **STAFF PRESENT**

Don Horton, Executive Director
Michelle Healy, Deputy Executive Director
Julie Brown, Manager of Communications and Community Relations
Lindsey Lombard, Administrative Services Director
Matt Mercer, Director of Recreation
Sheila Reed, Executive Assistant
Brian Hudspeth, Development Manager
Henry Stroud, Trail Planner
Rachel Colton, Park Planner

#### 5:30 p.m. MEETING CONVENED

#### **VISITORS**

None

#### **WORK SESSION**

1. Park Naming Recruitment – Rachel Colton

Ms. Colton said that recruitment for the Park Naming Committee has already begun with various advertisements. She explained the process, application and scoring process. She asked the board for their feedback on the process.

The board supported the process and said they are looking forward to the applications.

#### **CONSENT AGENDA**

1. Minutes: 08/03/2021

Director Schoen made a motion to approve the consent agenda. Director Borja seconded. The motion passed unanimously, 4-0.

#### **BUSINESS SESSION**

1. Approve gift of public art piece in Discovery West – Henry Stroud and Valerie Yost

Mr. Stroud reviewed the map of Discovery West neighborhood and the parkland that has been and will be acquired. He explained the art piece gift of Annie Londonderry as a complimentary piece to the nearby mural titled Women of Discovery. He showed slides of the drawings of the sculpture and Ms. Yost went into more detail about the art piece created by a local artist.

Mr. Stroud explained the district responsibilities of accepting the art:

- Provide ongoing maintenance
- Display for a minimum of seven years
- Preserve visibility and access to the sculpture

The board asked if Spanish language could be added to the sculpture and if the east side of town is getting art as well. Ms. Yost said that Spanish could be considered. Deputy Director Healy spoke about some art recently donated to east side facilities and potential art donations to Alpenglow Park.

Director Schoen made a motion to approve the Londonderry public art gift from NWX2 LLC to the Bend Park and Recreation District. Director Borja seconded. The motion passed unanimously, 4-0.

2. Front-line Staffing Strategies Proposal – Matt Mercer and Michelle Healy

Mr. Mercer described the staff shortage as a crisis and said if the district is unable to hire more staff that the district level of service will be reduced. This includes reducing capacity of programs, cancelling programs, reducing custodial work, and other areas. He explained the job fairs that have been held and said there are three more coming up. He noted that the energy for recruitment has been higher than ever and staff is trying to primarily fill front-line positions.

Mr. Mercer reviewed the strategies outlined in the board report to recruit and retain staff in the front-line positions.

The board commended the plan and said that it shows employees that they are valued.

Director Borja made a motion to approve the conversion of up to 20 FTE of currently budgeted parttime and seasonal hours to create 20 new full-time positions as identified in the board report. Director Kropf seconded. The motion passed unanimously, 4-0.

#### **EXECUTIVE DIRECTOR'S REPORT**

- Executive Director Horton spoke about the new OSHA heat rule and wildfire smoke rule. The smoke rule will dictate parameters for employees to work outside. The district will offer five paid shifts of shut down leave to employees when there is a lack of work due to an emergency closure due to heat or smoke.
- The district is entering into a partnership with a disc golf group. The partnership will include a course at Skyline Park. The group will fund the equipment for the course.
- Tomorrow is Director Borja's birthday.

#### **CALENDAR**

#### **GOOD OF THE ORDER**

- Director Kropf wished Director Borja a happy birthday and commented that he supported the cautious approach for staff travel.
- Director Schoen said she has enjoyed attending one of the district DEI events last week. She also agreed that staff should be cautious and not attend the NRPA conference.
- Director Borja thanked everyone for the birthday wishes, supported the decision about the conference and commended staff on their work at the outreach events.
- Director Méndez thanked everyone for their flexibility on the Zoom meetings. He commented about the fires and his friends that have been evacuated.

#### ADJOURN 6:56 pm

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Prepared by, Sheila Reed Executive Assistant	
Ariel Méndez, Chair	Deb Schoen, Vice-Chair
Jason Kropf	Nathan Hovekamp
Zavier Borja	

#### **BOARD AGENDA COMMUNICATION**

AGENDA DATE: September 7, 2021

SUBJECT: Drake Park Bank and Trail Improvement Project –

GreenWorks PC Contract Contingency

STAFF RESOURCE: Brian Hudspeth, Development Manager

Don Horton, Executive Director

**PREVIOUS BOARD ACTION:** October 6, 2020 Approve additional contingency for

A&E contract

September 2, 2020 Project Update

November 6, 2018 Award CMGC Contract

September 4, 2018 Project Update

June 19, 2018 Approve contract amendment for

construction documents

December 19, 2017 Project Update 30% DD Design

October 17, 2017 Project Update

**ACTION PROPOSED:** Approve additional contingency for the contract with

GreenWorks PC to complete project permitting

STRATEGIC PLAN:

**Pillar:** Operations & Management Practices

Outcome: A balance between caring for existing infrastructure

and new development

**Strategy:** Ensure the district is maintaining its adopted level of

service targets

#### **BACKGROUND**

In November of 2016 the board authorized a contract with GreenWorks, PC to develop 30% design documents for bank and trail improvements in Drake Park. GreenWorks PC completed the 30% design documents in December of 2017. The board reviewed the design that same month.

On June 19, 2018, the board authorized the executive director to enter into a contract amendment with GreenWorks, PC to move the project forward to a 100% construction document level. Since that time the project documents have been completed, and all necessary permits have been approved, however the city building permit expired, and will need to be fully re-submitted.

Last October the Board awarded an increase to Green Works contract to allow for permitting of a Section 106 permit with State Historical & Preservation Office (SHPO). That work has been completed and a memorandum of understanding with SHPO has been executed.

Due to the expiration of the building permit with the city, we need to re-submit the plans for a new permit. Additionally, we have asked the consultant to separate the plans to show a Phase 1 and

Phase 2 project. Phase 1 consists of work wholly within the district's ownership, and does not require easements. Phase 2 consists of the work along the river that does require an adjacent landowner easement. This city required that we modify the existing planning permit to allow for the phased construction and sign off by planning so that building can issue a permit. This work was never budgeted in the consultant's original efforts and therefore will require additional funds to complete.

#### **BUDGETARY IMPACT**

The district's 2020-24 Capital Improvement Plan (CIP) includes \$7,380,000 of funding for the project. Of the \$7,380,000 in funding, \$4,343,812 is system development charges, \$2,289,418 is property taxes and \$749,770 is alternate funding (Land and Water Conservation Fund grant). To date approximately \$1,028,774 has been spent on design, permitting and easement acquisition for the project.

The GreenWorks, PC contract funding is broken down as follows:

Current board approved funding for GreenWorks, PC contract,	\$910,596.22
including contingency	
Additional contingency required to complete permitting	\$15,000.00
Proposed revised board approved funding allocation	\$925,596.22

The CIP budget for this project can support the additional \$15,000 being requested for this contract. However, the project is two years past its originally scheduled construction time due to the acquisition of necessary easements and permits. With the construction industry experiencing unprecedented inflation rates within our community, the project is expected to exceed the original 100% construction estimate (developed in fall 2019). Staff will be re-evaluating this project during the CIP update this fall, and will bring to the board any additional funding needs during the 2022 board workshop.

#### **STAFF RECOMMENDATION**

Staff recommends approving additional contingency for the contract with GreenWorks, PC in an amount of \$15,000 to complete the city permitting for the project.

#### **MOTION**

I move to authorize an additional \$15,000 of contingency for the contract with GreenWorks, PC on the Drake Park Bank and Trail Improvement Project for a total project budget not to exceed \$925,596.22

#### **ATTACHMENT**

None



# PLANNING & DEVELOPMENT PROJECT UPDATES September 2021

#### COMMUNITY AND REGIONAL PARK PROJECTS



<u>Drake Park DRT & Bank Improvement Project:</u> Staff is still working with the last three landowners (PP&L, Deschutes Opportunity Development LLC, and Mirror Pond Solutions) to obtain the required right of way easements needed to construct the trail. The Land and Water Conservation grant the district received from State Parks last spring is still being reviewed by the National Parks Service for approval. Staff is working with the General Contractor on a bid for a Phase 1 portion of the project; this will include work that within district owned property and does not require an easement. Once the pricing has been finalized, staff will bring that cost to the Board for approval. This also requires a modification to the land use permit. That process has been started with the City, as well as a new application for building permits, all other agency permits have now been granted.



Alpenglow Community Park: Park construction began this past winter and will continue through 2021, with project completion expected in the spring of 2022. The work currently underway is site grading, irrigation, plantings and sod, paving, pathways, the playground curb and footings, bouldering area structures are being installed, as well as the event stage and restroom are in process. Paving has been completed along 15<sup>th</sup> Street, and parking lots are currently being constructed. The COID bridge is in place and the trail connections are in use. The pedestrian bridge at Alpenglow is in the works and is planned for September. Staff will continue to coordinate with adjacent property owners and neighbors during construction, keeping them updated on the progress of the park.



<u>JSFC Pool Tank Renovation:</u> Due to a series of issues, the project did not reach substantial completion until the end of August. Recreation staff is now finalizing the pool and natatorium space for opening to the public.



<u>Big Sky Park Expansion:</u> The project is out to bid and the pre-bid meeting is August 26<sup>th</sup> with the bid opening date is September 16<sup>th</sup>. Construction is anticipated to start fall 2021.

#### **NEIGHBORHOOD PARK PROJECTS**



<u>Northpointe Park:</u> A pre-construction meeting was held with the General Contractor. They will be starting on the project as soon as possible, with an anticipated completion date in the spring of 2022.



<u>Shevlin West Park Land:</u> Construction of the Shevlin West subdivision is underway as the developer is required to dedicate 3.5 acres of park land for a neighborhood park. The developer has finished building the required roads and sidewalks adjacent to the park. The board approved the PSA in February.



<u>Hollygrape Park ADA Improvements:</u> Due to only a single bid after the first RFP that far exceeded the project's budgeted amount, the project will be put out for re-bid this winter.



Park Search Area 4 - Petrosa Neighborhood Park: BPRD and Pahlisch Homes are coordinating on a park and trails in the UGB northeast edge expansion area. The master plan includes a 5-acre neighborhood park, and a section of the NUID Canal Trail, which will both be managed by the district and called for in the district's master plan. Other trails and open spaces within the development will be managed by an HOA. Now that the board has approved the developer agreement and park master plan, staff is coordinating with Pahlisch on the design and construction of the park and trails, and conveyance of ownership to BPRD. 60% design on the park is complete and staff and the team are working towards the 90% construction document set.

#### **TRAIL PROJECTS**



<u>Canal Row Park Trail Connection:</u> This 520-foot trail connection that will fill a gap between an existing multi-use trail adjacent to Butler Market Road and Canal Row Park. The trail will greatly enhance connectivity from the surrounding neighborhoods by creating a trail through a heavily trafficked section of Butler Market that currently has no sidewalks. A Notice to Proceed has been sent to the contractor and they are expected to start construction this month. The project must be completed by the end of the year.



<u>Haul Road Trail:</u> The project is under construction. The trail has been re-paved from McKay Park to The Athletic Club of Bend. Work continues moving west. Various sections of the trail will be closed for construction over the next several months.



<u>Central Oregon Historic Canal Trail Road Crossing Safety Improvements:</u> BPRD has completed design work for safety upgrades to four road crossings on the Central Oregon Historic Canal Trail; Blakely Road, Brosterhous Road, Ferguson Avenue and 27<sup>th</sup> Street. BPRD recently obtained the necessary permits the City. Contract documents are being put together for the Blakely and Brosterhous crossings and the work should be happening this fall. Upgrades to the remaining crossings will occur in subsequent years as additional sections of the trail are improved near those locations. BPRD was recently awarded a grant of \$64,218 from the Deschutes County MPO to fund construction of the Blakely, Brosterhous and Ferguson crossings.



<u>Trail Maintenance Intergovernmental Agreement:</u> BPRD recently entered into a new agreement that clarifies trail maintenance responsibilities and promotes improved coordination with city on trail construction that occurs through private land development. Now, BPRD staff is working with city staff on a set of revisions to the Bend Development Code to support the agreement. We anticipate that Bend's City Council will approve the recommended code changes later summer 2021.

#### **RIVER PROJECTS**



<u>Deschutes River Access and Habitat Restoration Plan:</u> The draft plan was available for public review from July 19<sup>th</sup> through August 20<sup>th</sup>. Staff shared information on the plan and invited the public to comment through the August 3<sup>rd</sup> board meeting, a virtual community meeting, a dual language community meeting, a dual language outreach event and written comments on the document. A second dual language outreach event was scheduled but canceled due to hazardous air quality. Staff will share a summary of comments and any recommended changes to the draft plan at the October 5<sup>th</sup> board meeting.



**Riverbend South Access and Restoration Project:** With full funding for construction secured, staff and UDWC have begun to coordinate on what will likely be a long permitting process, with the goal of breaking ground on this project in the fall of 2022. Staff has also been working on an updated development agreement with UDWC for the construction portion of the project. Once finalized, the agreement will come to the board for approval.

#### OTHER PROJECTS AND FUTURE DEVELOPMENT



**Diversity, Equity and Inclusion (DEI) Initiative:** The district opened a DEI community survey as part of the yearlong effort to assess strengths, opportunities for growth and develop actions to build trust with members of the community. The survey is open through August 22. Staff will be promoting the survey at multiple events, culminating with a community day in Al Moody Park on August 19. Following the survey, Talitha Consults will develop an organizational assessment and district DEI action plan. This is expected to be completed in this fall.



<u>Park Search Area 5 (Talline Development):</u> BPRD is coordinating with a consortium of small developers on a preferred conceptual design development on the Shevlin Sand & Gravel property. The proposed development would include a mix of residential and commercial properties as well as a contiguous neighborhood park and natural area. BPRD is currently in preliminary negotiations with the developer group regarding potential acquisition and management of the park & natural area by BPRD.



**Murphy Road Development:** BPRD and JL Ward Co. are coordinating on provision of a district park and natural area in this development in southeast Bend. The 102-acre development extends both north and south of Murphy Road and east of Country Club Drive. The proposal includes a 2.5-acre neighborhood park adjacent to an 11-acre natural area with almost a mile of natural surface trail. The development is zoned standard density residential and is expected to include 399 single-family homes and 49 townhomes.



**Easton Master Plan Development:** BPRD and Pahlisch Homes are coordinating on provision of a park and trails in southeast Bend. The district's comprehensive plan calls for a park (search area #28) and a portion of the future High Desert Trail in this area. The Easton development is east of 15<sup>th</sup> Street and the future Caldera High School. The property is 75 acres and zoned standard density residential. The development will include approximately 428 single family homes and 127 townhomes, a 2.75-acre park, a recreation center and additional trails within the development.



**SDC Waivers for Affordable Housing:** Park SDC waivers for 388 units have been approved through coordination with the City of Bend's Affordable Housing Committee. Following the board approval of an additional 150 waivers, a remaining 162 waivers are available through the end of 2022. Staff and legal counsel have completed the necessary deed restriction documents for seven of the developments, totaling 328 units. In addition, BPRD has approved SDC waivers for three temporary shelter projects, totaling 31 units.

#### **Board Calendar**

#### 2021

\*This working calendar of goals/projects is intended as a guide for the board and subject to change.

#### September 21 – Canceled

#### <u>September 27 – Board Training</u>

#### October 5

#### **Work Session**

- ◆ Park Services Update: Irrigation Mike Duarte and Sasha Sulia (20 min)
- ◆ River Plan Summary of public input and recommended plan changes *Rachel Colton* (30 minutes)
- ◆ DEI update Bronwen Mastro, Natalie Broadus Beard and Talitha Consultants (45 min)
- Service Level Updates

#### **Business Session**

- ◆ Award Construction Contract Big Sky Park Infrastructure Jason Powell (15 min)
- ◆ Naming Committee Selection Rachel Colton (30 min)
- ◆ Authorize pre-work amendment for Drake Park DRT Project Phase 1 − Brian Hudspeth (30 min)

#### October 19

#### **Work Session**

- Foundation Board/Thank you to Paul
- Service Level Updates

#### **Business Session**

◆ Approve Design Consultant Contract – Bend Golf and Country Club Site – *Ian Isaacson* (15 min)

#### November 2

**Work Session** 

#### **Business Session**

◆ River Plan – Consideration of Plan adoption – Rachel Colton (30 minutes)

#### November 16

**Work Session** 

**Business Session** 

#### December 7

**Work Session** 

#### Consent Agenda

Codify Policies

#### **Business Session**

#### December 21

#### **Work Session**

◆ Receive Budget Committee Applications and Review Process – *Betsy Tucker (10 min)* Business Session

Award Construction Contract – Hollygrape Park ADA Jason Powell (15 Min)

IGA with the City for Planning – Michelle Healy and Don Horton (45 min)

IGA with the City for Mirror Pond Silt Removal – Don Horton (30 min)

Agreement for Riverbend South project with UDWC – Ian Isaacson (20 min)

Park Services Report: Fleet and Equipment Program – Roy Radcliff (15 min)

Park Services Report: Prescribed Fire – (30 min)

Park Services Report: Hardsurface Program – Alan Adams and Jason Monaghan (15 min)

Update on Bi-lingual Communications – Julie Brown and Kathya Avila Choquez (20 min)

Sustainability Plan

Website Update/Data Sharing

Special/Public event policy – Matt Mercer and Michael Egging (30min)

Park Maintenance Shop