



Bend Metro Park & Recreation District

September 6, 2022

Board of Directors Agenda and Reports

www.bendparksandrec.org



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.

play for life

District Office | Don Horton, Executive Director

799 SW Columbia St., Bend, Oregon 97702 | www.bendparksandrec.org | (541) 389-7275



Board of Directors

September 6, 2022

District Office Building | 799 SW Columbia | Bend, Oregon

AGENDA



The board will meet in person with a virtual link to the meeting. The public may provide public input in-person at the meeting or via the virtual Zoom link.

Please use the link below to join the webinar:

<https://us02web.zoom.us/j/84713219029?pwd=UGMwYUppTWg3MGtvQzZyeEYrdlh5dz09>

Passcode: 878721

Or Telephone:

US: +1 669 900 6833

Webinar ID: 847 1321 9029

Passcode: 878721

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 in-person or virtually. To provide public comment virtually, click on the "Raise Hand" option on the Zoom platform. You will be called into the meeting in the order received. Visitors should turn on their cameras and microphones when speaking to the board. 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. Strategic Plan update – *Rachel Colton (30 min)*
2. Recreation Update – *Matt Mercer (40 min)*
3. Budget Committee Selection Process – *Kristin Donald (15 min)*

EXECUTIVE DIRECTOR'S REPORT

PROJECT REPORT – In Board Packet

BOARD MEETINGS CALENDAR

GOOD OF THE ORDER

ADJOURN



Accessible Meeting/Alternate Format Notification

This meeting location is accessible. Sign and other language interpreter service, assistive listening devices, materials in alternate format or other accommodations are available upon advance request. Please contact the Executive Assistant no later than 24 hours in advance of the meeting at sheilar@bendparksandrec.org or 541-706-6151. Providing at least 2 business days' notice prior to the meeting will help ensure availability.

BOARD AGENDA COMMUNICATION

AGENDA DATE:	September 6, 2022
SUBJECT:	Strategic Plan Update
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 September 7, 2021: Strategic Plan Update and Extension January 31, 2022: Annual Action Plan Update and Performance Measures
ACTION PROPOSED:	None
STRATEGIC PLAN:	N/A

BACKGROUND

The 2019-2022 Strategic Plan (Plan) was adopted on June 18, 2019 with a three-year implementation horizon. As a result of shifting priorities resulting from the COVID-19 pandemic and staffing shortages, Plan implementation was extended by two-years through the 2023/2024 fiscal year in September 2021. 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 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 62 actions, which are the implementation focus of the plan, and something that the district closely tracks. Over the course of the strategic plan implementation, 23 additional action items have been added, for a total of 85 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, as well as new priorities identified during the Plan's implementation. 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 2021/2022 Q3 and Q4 Action Item Progress

A total of 52 action items were included in the action plan for the third and fourth quarters of fiscal year 2021/2022. These 52 action items include four added by staff during this review period as a result of board guidance:

1. Revisit out of district fees and registration priority to determine if changes should be made.
2. Improve registration processes and technology to address first day registration challenges and provide exceptional customer experience.
3. Support the community relations department in publishing a minimum of two magazines per year that cover topics of interest such as affordability, landscape maintenance, sustainability, recreation highlights, budget and other topics that speak to the role the district is playing in addressing community-wide livability initiatives.
4. Evaluate the steps necessary for a collaborative process to further consider the South UGB bridge project.

In addition to these new actions, staff is also recommending that two actions that have not yet been started be removed from the plan.

1. Develop a communications partnership plan.
2. Create a partnership management plan with supporting processes and systems.

Partner communications and management are district-wide efforts, and over the Plan implementation period, staff has been very successful at strengthening existing, and fostering new partnerships. Given this success and other more pressing district priorities, staff feels it's prudent to remove these actions to better focus our efforts. Even with removal of these actions, the Plan would still include 21 additional actions than when it was adopted.

Great progress was made in progressing the action items this period with five action items completed and the majority being complete or in progress. In summary, 92-percent of the action items are complete, complete/in-progress or in progress, with only eight-percent, or four action items that have not started (two of which are recommended for removal). A full summary of the progress on the fiscal year 2021/2022 action items during the third and fourth quarters is included as attachment A of this report.

Fiscal Year 2022/2023 Action Items

Given the successful completion of five action items in fiscal year 2021/2022, there are 47 action items remaining, with a total of 37 action items already completed during the Plan's implementation period. If the board is supportive of removing the two action items noted above, then there will be a total of 45 action items remaining. Staff will continue work to complete these remaining action items, and will provide another status update to the board at the 2023 board workshop.

Alignment of Executive Director Goals and the Strategic Plan

Each year staff aligns the Executive Director's goals with the Plan. This alignment shows how these goals support implementation of the Plan, and the vision it contains. Given that the Strategic Plan has a five-year implementation period and is focused on internal district operations, it's expected that not all goals will align with the Plan. When that occurs, a summary of the status of that

particular goal is provided. This alignment of the Executive Director’s goals and the Plan is included as attachment B of this report.

Performance Measures

Performance measures are a valuable tool to help the district track progress towards achieving desired outcomes. The current 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 has developed 13 performance measures to date, which are updated annually, or as frequently as data is available. The board was provided with a comprehensive performance measure update in January, with the exception of the website performance measure. A high-level summary of all performance measures is provided below, and the updated website performance measure is included as attachment C of this report.

No.	Performance Measure	Date Established	Board Last Updated	Data Source
1	Improved level of community awareness - familiarity with BPRD	2/4/2020	2/4/2020	Perception Survey
2	Improved level of community awareness - distinction between BPRD and City of Bend	2/4/2020	2/4/2020	Perception Survey
3	Customer Satisfaction Rating - Satisfaction with Parks and Recreation Services	2/4/2020	2/4/2020	Perception Survey
4	Customer Service Rating - satisfaction with customer service	2/4/2020	2/4/2020	Perception Survey
5	Level of Service - Parks and Trails	2/4/2020	1/31/2022	LOS Spreadsheet
6	Environmental Responsibility - BPRD environmental stewardship	2/4/2020	2/4/2020	Perception Survey
7	Residents Served by Organized Recreation Programs	2/4/2020	1/31/2022	RecTrac Data
8	Residents Served by Drop-in Activities	2/4/2020	1/31/2022	RecTrac Data
9	Scholarship Program Access	2/4/2020	1/31/2022	RecTrac Data
10	Needs Based Assistance Provided	2/4/2020	1/31/2022	RecTrac Data
11	Latino Outreach Support	2/4/2020	2/2/2021	Outreach Coordinator
12	Parks/Trails Website Usage	9/7/2021	9/7/2021	Google analytics
13	River Plan Implementation Tracking	1/31/2022	1/31/2022	Implementation Tracker

River Capacity Analysis

At the board’s annual workshop in January, the board inquired about river carrying capacity and how increased river use should be addressed. As a result of that inquiry, staff developed a memorandum regarding the Deschutes River Carrying Capacity. The key take-away from this memorandum was that implementation of the Deschutes River Access and Habitat Restoration

Plan is the best readily available tool to address the need for desired access, and habitat impacts to the Deschutes River. This memorandum is included as attachment D of this report.

ATTACHMENTS

- A. Fiscal Year 2021/2022 Q3 and Q4 Action Item Update
- B. Alignment of Executive Director Goals and the Strategic Plan
- C. Website Performance Metric
- D. River Carrying Capacity Analysis



BEND PARK AND RECREATION DISTRICT 2019-2024 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
2019-2024 STRATEGIC PLAN
SUMMARY OF FISCAL YEAR 2021/2022 Q3 AND Q4
ACTION ITEM STATUS BY PILLAR**

Employees & Workplace Culture
Becoming a workplace that is second to none in performance and satisfaction



- 1 complete action
- 4 complete/in-progress actions
- 7 in progress actions

12

Community Relationships
Strengthening community connections and partnerships



- 1 complete action
- 9 complete/in-progress actions
- 9 in progress actions
- 1 not started actions
- 2 recommended for removal

22

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



- 3 complete actions
- 7 complete/in-progress actions
- 7 in progress actions
- 1 not started action

18

Total Action Items 52



**BEND PARK AND RECREATION DISTRICT
2019-2024 STRATEGIC PLAN
FISCAL YEAR 2021/2022 Q3 AND Q4 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

- Evaluate part-time/seasonal structure to determine if there are more responsive ways to meet business and employee needs

Completed/In Progress

- Recruit to new audiences
- Enhance professional development program for interested employees
- Forecast and communicate potential future positions
- Provide supervisors and managers tools and/or training to improve the performance evaluation process

In Progress

- Collect and analyze data to inform and improve employee retention strategies in areas with high turnover
- Review existing benefit package, as well as new, and non-traditional benefits.
- Evaluate effectiveness of onboarding process. Enhance consistency and delivery methods district-wide based upon evaluation.
- Evaluate effectiveness and value of mandatory training
- Develop alternative training delivery methods
- Evaluate the effectiveness of the recognition program
- Address the need for on-call support in all departments.



**BEND PARK AND RECREATION DISTRICT
2019-2024 STRATEGIC PLAN
FISCAL YEAR 2021/2022 Q3 AND Q4 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

- Evaluate the value and feasibility of collecting demographic information through registration and implement if warranted

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
- Develop operational and communications strategies for the opening of the bike park at Big Sky and unique amenities at Alpenglow

In Progress

- Support the community relations department in publishing a minimum of two magazines per year
- Develop method for ongoing education 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
- Develop maps, signage and other information highlighting accessible recreation opportunities
- Create a diversity, equity and inclusion program that develops a value statement, policies and training opportunities
- Develop and implement a Customer Loyalty Program
- Create a district customer experience program which includes expectations and how-tos, helpful hints, etc.
- Improve registration processes and technology to address first day registration challenges and provide exceptional customer service.



**BEND PARK AND RECREATION DISTRICT
2019-2024 STRATEGIC PLAN
FISCAL YEAR 2021/2022 Q3 AND Q4 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

- 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 a communications plan to educate and inform District staff about operative and capital budgets

Complete/In Progress

- Cross train employees to ensure there is back up and support for key functions in order to balance work loads
- 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
- 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
- Integrate sustainability values and practices in recreation programming when feasible

In Progress

- Define minimum and desired staff levels for each service area of the district
- Evaluate the steps necessary for a collaborative process to further consider the South UGB bridge project
- Develop specific environmental responsibility guidelines which drive purchasing decisions
- Implement a risk-based approach to reserves and periodically evaluate.
- Create a public awareness campaign to inform the public about the district's sustainability practices
- Revisit out of district fees and registration priority to determine if changes should be made.
- Research best practices, methods and tools for long term planning and forecasting to enhance scenario analysis



**BEND PARK AND RECREATION DISTRICT
2019-2024 STRATEGIC PLAN
FISCAL YEAR 2021/2022 Q3 AND Q4 ACTION ITEM SUMMARY**

Not Started/Recommended for Removal Action Items

Community Relationships

Not Started

- Revise the district's current partnership policy to define different levels of collaborative relationships and criteria

Recommended for Removal

- Develop a communications partnership plan
- Create a partnership management plan with supporting processes and systems

Operations & Management Practices

Not Started

- Education and outreach for staff about the Comprehensive Plan, LOS targets and current status



BPRD Executive Director Goals Alignment with Strategic Plan

August 2022

Overview: This document aligns the district's executive director goals with all applicable Strategic Plan pillars, desired outcomes, strategies and actions. It also provides the status of each referenced action item. Where no such strategic plan reference exists, an update on the status of the goal is provided.

Goal 1 – Complete a DEI action plan that includes developing initiatives that address the board's role in the DEI effort.

a. **Pillar** – Community Relationships

Desired outcome 3 – District services that are accessible to all.

Strategy 3b – Foster a climate of inclusion for all community members

i. **Action i** – Create a diversity, equity, and inclusion program that develops a value statement, policies, and training opportunities.

1. **Status** – As a first step in the effort the district worked with a consultant to conduct an organizational assessment. In January 2022, the DEI Final Assessment Report was presented to the board. The recommendations in the report along with feedback from extensive staff outreach serve as a foundation of the DEI Action Plan, which is in development. It is targeted for completion Fall 2022.

Goal 2 – Publish a series of white papers that can help facilitate discussion around trail user conflict and river carrying capacity that may provide useful direction in district planning efforts.

a. **Pillar** – Operations and Management Practices

Desired outcome 2 – A balance between caring for existing infrastructure and new development.

Strategy 2b – Ensure the district is maintaining its adopted Level of Service targets.

i. **Action i** – 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.

1. **Status** – Trail Action Plan (TAP) is complete, as is the trail maintenance/planning IGA with the City. In addition, the City's recently adopted Transportation System Plan increased coordination between the City and BPRD. The TAP, IGA and TSP are tools that will help facilitate increased trail miles within the district's service area.

ii. **Action ii** – Measure progress on meeting the LOS targets for parks and trails in the adopted Comprehensive Plan and Capital Improvement Plan (CIP).

1. **Status** – Progress on meeting the district's LOS targets is measured annually and reported to the board every winter. In 2022, the district did not meet LOS targets for both neighborhood parks and trails, partially due to the rapid population growth that the district is experiencing.

District staff continues to work to meet LOS targets, including locating parks within one-half mile of all district residents.

b. **Pillar** – Operations and Management Practices

Desired outcome 3 – Be a local leader in environmental stewardship.

Strategy 3b – Improve efforts to be responsible stewards of the natural environment.

i. **Action ii** – Complete the River Access Study that identifies the appropriate level of recreation access with environmental impacts on the Deschutes River.

1. **Status** – The plan was adopted by the board in 2021 and the improvements identified in this plan will help to address potential impacts associated with increased usage. In addition, staff has written a white paper about river carrying capacity that will be shared with the board at the September 6 board meeting.

Goal 3 – Examine ways to address registrations for high demand programs such as Kids, Inc. and summer camps that typically fill “in minutes.” E.g. lottery, registration waiting rooms, registration equity, etc.

a. **Pillar** – Community Relationships

Desired outcome 4 – Exceptional customer and community experiences

Strategy 4a – Provide exceptional experiences during each facet of the customer’s interaction with the district.

i. **Action v**– Improve registration processes and technology to address first day registration challenges and provide exceptional customer experience.

1. **Status** – Initiated a cross departmental work team to improve the registration experience for customers, make it more efficient for staff, and address equity in registration process. Increasing processing capacity and reliability including internet speed, website hosting, server capacity, streamline checkout process and transaction times, testing queuing software and piloting staggered registration this winter.

Goal 4 – Support the community relations department in publishing a minimum of two magazines per year that cover topics of interest such as affordability, landscape maintenance, sustainability, recreation highlights, budget and other topics that peak to the role the district is playing in addressing community-wide livability initiatives.

a. **Pillar** – Community Relationships

Desired outcome 2 – A community better informed about the district.

Strategy 2a– Generate a greater public understanding that BPRD is the community’s dedicated source for park and recreation services.

i. **Action ii** – Support the community relations department in publishing a minimum of two magazines per year that cover topics of interest such as affordability, landscape maintenance, sustainability, recreation highlights,

budget and other topics that peak to the role the district is playing in addressing community-wide livability initiatives.

1. **Status** – A new action was added to the Strategic Plan to address this goal. A magazine-style publication with features stories will be produced twice a year, targeting a fall and spring release. The first publication is targeted to be released fall 2022.

Goal 5 – Advance discussions that will locate the district’s art programs in one location.

- a. **Status** – District staff completed the renovation of the Harmon Park “Hobby Hut” in the spring of 2022 for the district’s clay program. Other art programs were shifted to Larkspur Community Center. Initial funding was included in the 2022/2023 budget to begin saving towards the purchase or lease of a centralized location to eventually house all of the district art programs in one location. The district anticipates needing to continue saving in future fiscal years. Concurrently, staff continues to research possible locations.

Goal 6 – Follow-up with the employee survey by taking actions in areas that show the need for improvement for departmental work areas, compensation and employee development.

- a. **Pillar** – Employees and Workplace Culture
 - Desired outcome 1** – Sufficiently staffed with well qualified employees in all positions
 - Strategy 1a** – Be an employer of choice through recruitment and retention practices that reflect needs and work experiences desired by a modern work force.
 - i. **Action iv** – Collect and analyze data to inform and improve employee recruitment strategies.
 1. **Status** – Data from employee survey has been analyzed and additional data is being collected to help improve retention. This includes the creation of turnover reports, focus groups, staying interviews and planning for promotion of the benefit package through the new Human Resources Management System (HRMS) once launched.
 - ii. **Action v** – Review existing benefits package, as well as new, and non-traditional benefits (identify what non-traditional benefits are).
 1. **Status** – Data from employee survey has been analyzed and additional data is being collected to help refine benefits. This includes review of benefits of similar agencies, comparison of BPRD benefits to their benefits, and analysis of benefit usage by employees. Examples of non-traditional benefits include the updated education reimbursement policy and Kids Inc. scholarships.

Goal 7 – Facilitate board discussion about executive director succession by July 2023.

- a. **Pillar** – Employees and Workplace Culture

Desired outcome 2 – All employees have an opportunity to learn and grow

Strategy 2a – Plan for meeting future leadership transitions

i. **Action ii** - Forecast and communicate potential future positions.

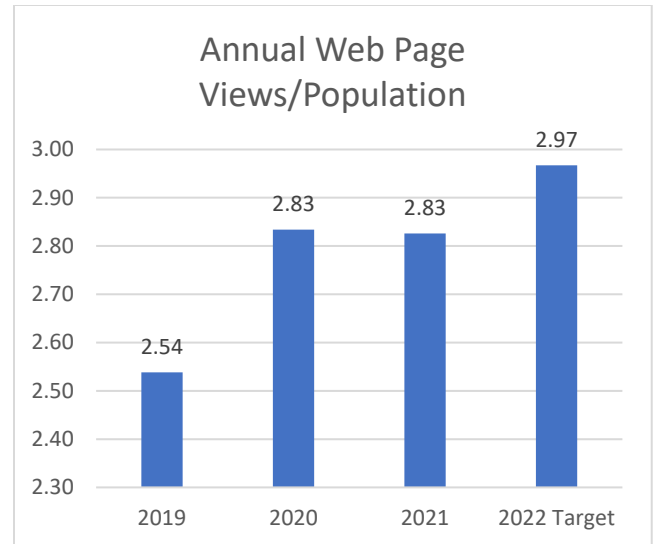
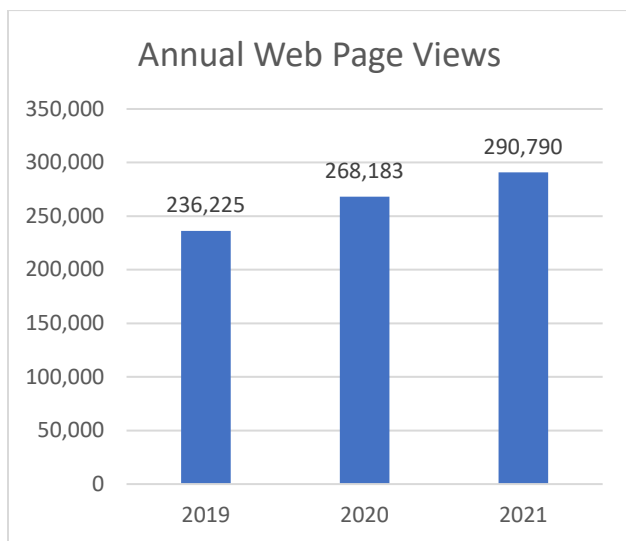
1.**Status** – Preliminary discussions with board leadership have taken place to begin thinking about how to recruit or appoint the next executive director.

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, Parks, and Trails webpages. Measurement period: Annually from January 1-December 31).



Status: Webpage views per population were unchanged from 2020 to 2021. As such, views did not hit the targeted 5% annual growth. This lack of achieving the target can be attributed to a rapid population growth from 2020 to 2021, which was closely aligned with the growth in views of the applicable web pages.

Key Performance Indicator: The number of webpage views per district population with a baseline of 2.54 established in 2019.

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

TO: BPRD Board
 From: Rachel Colton, Park Planner
 RE: Deschutes River Carrying Capacity
 DATE: May 18, 2022

At the board workshop on January 31, 2022, the board inquired about the carrying capacity of the Deschutes River during discussion of a new performance measure to track implementation of the Deschutes River Access and Habitat Restoration Plan (River Plan). Concerns were voiced about the possibility of “loving the river to death”, amidst the increase in river usage witnessed in the summer of 2021, and the accompanying habitat degradation. This memo is a response to that concern, and documents research staff has done to date.

Agency Input

In order to begin addressing the viability of establishing a carrying capacity along the Deschutes River within the district’s service area, staff reached out to two individuals knowledgeable in this capacity – Joe Severson, Planning/GIS Coordinator, Oregon State Marine Board and Dan Miller, Community Planner, National Park Service. Some highlights from our conversations are below with the key take-away being – *Implementation of the River Plan is the best readily available tool to address the need for desired access, and habitat impacts to the Deschutes River.*

- **Role of the River Plan** – Per Joe Severson and Dan Miller, implementation of the River Plan is an excellent way to minimize impacts to habitat as it identifies issues we should focus on rectifying. Managing access through site planning and public engagement is great for setting realistic expectations with visitors, and allowing for a collaborative approach when developing goals and objectives to provide a quality experience. Closing and restoring areas where informal access is occurring is a key element of the River Plan, and goes a long way towards improving the riparian habitat along the river. In addition, improvement projects within the plan are identified at parks that can better support public access to the water. Both Dan Miller and Joe Severson explicitly said that they would recommend focusing on implementation of the River Plan versus development of a carrying capacity metric. They cautioned that a carrying capacity development process would require public input, and likely be a two-year process.
- **Carrying Capacity as a Tool** – Carrying capacity is subjective and difficult to quantify, and may be best implemented in less urbanized areas. In the district’s service area, it would be difficult for us to affect carrying capacity given that the district does not control all river access. Even if some sort of permit program was desired by the district, implementation would be fraught with challenges due to the abundance of locations where individuals can access the river that are not under the district’s control.
- **Carrying Capacity and Visitor Behavior** – For many situations, the habitat degradation issues we are experiencing are a function of visitor behavior, more so than the numbers of visitors. Carrying capacity is focused on setting a specific limit, and would be unlikely to resolve impacts related to behavior. For example, simply setting a limit on the number of people who could access the Deschutes River on any given day, would not necessarily impact whether someone who used the river would allow their dog to enjoy the river off-leash. If visitor behavior is poor

and a carrying capacity is desired, then a lower capacity must be established to accommodate environmentally detrimental behavior.

- **Alternatives to Carrying Capacity** – Visitor Use Management and Limits of Acceptable Change are two options akin to carrying capacity. For these options, you wouldn't cap river use, rather you would identify thresholds that trigger actions. For example, the district would document the existing conditions and identify a level of condition that is unacceptable and would trigger action (i.e. if x percentage of vegetation is impacted from visitation, we will do x, y, z.). Like setting carrying capacity, it would require a new research and outreach effort to pursue either of these options, and it can be really difficult to set triggers. More information about both programs follows:
 - **Visitor Use Management** – Dan provided [this document](https://visitorusemanagement.nps.gov/VUM/Framework) (<https://visitorusemanagement.nps.gov/VUM/Framework>) for reference which is a Visitor Use Management Framework prepared by the Interagency Visitor Use Management Council. The document states that “Visitor use management is the proactive and adaptive process for managing characteristics of visitor use and the natural and managerial setting using a variety of strategies and tools to achieve and maintain desired resource conditions and visitor experiences. Simply put, it means managing use well to provide sustainable recreation.” This approach is how many public agencies manage ski resorts – skiing is consolidated in one small geographic area, which minimizes the impacts to the rest of the park. This is akin to focusing access to the Deschutes River at designated access points so that other areas can be preserved as natural habitat. This is something the River Plan is working to help achieve.
 - **Limits of Acceptable Change** – Dan provided [this document](https://tinyurl.com/2p8jen87) (<https://tinyurl.com/2p8jen87>) from the Australian Government, which provides a high level overview of limits of acceptable change. In this document, “Limits of acceptable change are defined as the variation that is considered acceptable in a particular component or process of the ecological character of the wetland, without indicating change in ecological character that may lead to a reduction or loss of the criteria for which the site was Ramsar listed.” This tool can be used to monitor site changes and determine limits of acceptable change. When those limits are exceeded, actions must result to remedy the impact.

River Plan Projects

As noted, the River Plan includes numerous projects to address damage to habitat and the need for improved river access. In addition, the River Plan also includes numerous systemwide projects to address behavioral changes to help improve river health. Specifically:

- **Project 1** – Consistent Signage: Implement a consistent signage and educational approach for all district river access properties. This should include multi-lingual signage. Kiosks with information about river and riparian zone restoration and protection would be useful at some river parks.
- **Project 2** – Outreach and Education: Provide outreach and education with partners to make parks more welcoming to all. Riverbend and Harmon parks were identified as potential locations.

- Project 3 – Volunteer Ambassador Program: Expand volunteer ambassador program to include high use river parks.
- Project 4 – Adopt-a-Trail Program – Expand the adopt-a-trail program to support the use of designated trails along the river.

As noted previously, impacts to habitat are often a function of visitor behavior more so than the number of visitors. These projects will work to shift behavior with a goal of having a positive impact on river health.

District Work to Date

Even prior to the commencement of River Plan development, the district has been working to manage use and protect habitat. What follows are some examples of this work.

1. **River Access** – Recreational access to the river became legal in 2005. Prior to this time, it was not allowed due to the dangerous interface between people recreating and sawmill operations. Since river recreation became legal, the district has created 25 designated access points to facilitate ingress and egress of the river, while minimizing habitat impacts.
2. **Improved river access at Drake Park** – This work is will be completed fall 2022 and is part of the broader \$7.3M Drake Park Improvement Project. It includes the development of accessible beach access where none currently exists.
3. **Replaced sand at Riverbend beach** – In 2019, the beach sand at Riverbend Park was replaced with gravel. This is beneficial for the aquatic environment as it minimizes sediment loading in the river.
4. **Park and Float/Ride the River Shuttle** – In order to address anticipated loss of parking near Riverbend Park, the Park and Float combined with the Ride the River Shuttle were launched in 2018. The Park and Float satellite parking lot combined with transit service provides an alternative mobility option to facilitate ease of access to Riverbend Park and from Drake Park.
5. **Whitewater Park** – The Whitewater park was opened in 2015 and replaced the Colorado Avenue Dam. The Whitewater Park includes three channels that both facilitate recreation and protect habitat. Specifically, these channels include:
 - a. **Fish Ladder Channel** – which is used for both fish passage and river recreation.
 - b. **Whitewater Channel** – which is used by whitewater kayakers, surfers and paddleboarders.
 - c. **Habitat Channel** – this channel exists to protect and enhance river health, and provides habitat to important local and migratory wildlife. There is no public access in this ecologically sensitive area.
6. **Spotted Frog Habitat Protection** – Spotted frog habitat can be found between the Bill Healy Bridge and the Bend Whitewater Park. Through the district’s manipulation of the gates at the whitewater park, water levels in spotted frog habitat are managed to ensure the frogs are not negatively impacted. The district has developed a Safe Harbor Plan in partnership with United States Fish and Wildlife Service to outline conservation actions that the district will implement and monitor, to ensure a net conservation benefit in the recovery of the Oregon spotted frog.
7. **River Clean-ups** – The district supports the annual Upper Deschutes Watershed Council’s (UDWC) river clean-up. These clean-ups occur at six locations along the Deschutes, the majority

of which are within the district's service area. As part of these clean-ups, volunteers pull invasive weeds and remove litter from stream banks and the river floor.

8. **Riverbend South Access and Restoration Project** – This project is a partnership between the district and UDWC. The project site currently includes eight user-created access points and degraded habitat. As part of this project, three designated access points will be created, and habitat will be restored. The project is currently going through permitting with construction expected to start in Fall of 2022, and be completed in Spring of 2023.
9. **Development of the River Plan** – As discussed throughout this memorandum, the district completed a two-year effort to develop the River Plan. This plan includes projects to improve river access and habitat. The plan has an implementation period of approximately ten years.

Communities/Agencies to Analyze

In speaking with Joe, he provided some communities and agencies we can research should the district choose to proceed with additional analysis about carrying capacity or similar mechanisms. Options suggested include:

- **Portland River Plan for the South Reach of the Willamette River** - Like Bend, this reach of the river includes a mix of parks and residential docks and access. The South Reach Plan aligns with the Willamette Greenway Plan (Goal 15), which mandates that jurisdictions "protect, conserve, enhance and maintain the natural, scenic, historical, agricultural, economic and recreational qualities of lands along the Willamette River." The South Reach Plan established river setbacks, landscaping requirements, and floodplain development regulations to improve watershed health and limit development in riparian areas. This plan could be reviewed and analyzed to see if any new river management practices would apply to the district. It should be noted, that the district does not have purview over many of the tools used in this plan (like river setbacks, etc.) as those are under the purview of the City of Bend. The City's development code includes the Waterway Overlay Zone along the Deschutes River that includes provisions to balance development and the natural environment.
- **Bureau of Land Management and federal agencies** – Federal agencies looked at carrying capacity in the past, but seemed to have moved away from that process. The reasons for deviation from establishing carrying capacity for federal lands could be evaluated further.
- **Permit Systems (boater pass)** – A few of Oregon's rivers like the John Day and the Lower Deschutes use a boater pass program. However, in Bend, there is residential and private access to the river, and limiting or setting river access restrictions in the district's service area could be difficult.

Recommendation

Based upon the research completed to date, staff recommends that the district not pursue establishing a carrying capacity or use of a similar tool and instead, focus staff resources and available funding on implementation of the River Plan. By implementing the River Plan, the district will be completing key projects to improve visitor access and address habitat degradation. All projects in the plan were heavily vetted by the community in an outreach process that included over 4,700 community touchpoints. As such, the district already has broad community support for the projects included within the adopted River Plan.

BOARD AGENDA COMMUNICATION

AGENDA DATE:	September 6, 2022
SUBJECT:	Recreation Update
STAFF RESOURCE:	Matt Mercer, Recreation Services Director
PREVIOUS BOARD ACTION:	None
ACTION PROPOSED:	None
STRATEGIC PLAN:	
Pillar:	Community Connection
Outcome:	Exceptional customer and community experiences

BACKGROUND

Recreation is wrapping up another busy and successful summer season and preparing for fall and school-year programming. Staff will provide a three-part report that includes the following items:

- Summary of summer season recreation programs and facility use including participation and visitation numbers, key trend and outreach efforts.
- Update on Kids INC Afterschool Program including progress on staffing, current registration and waitlist status and plans to increase capacity.
- Report on efforts underway to improve the registration process and experience and respond to the issues encountered during both summer and fall registrations.

BUDGETARY IMPACT

Technology upgrades to improve the registration and website performance will result in some unanticipated expenses; however, the cost is expected to be covered with existing budgeted resources and there will not require any board action necessary.

ATTACHMENT

None

BOARD AGENDA COMMUNICATION

AGENDA DATE:	September 6, 2022
SUBJECT:	Budget committee selection process
STAFF RESOURCE:	Kristin Donald, Administrative Services Director
PREVIOUS BOARD ACTION:	None
ACTION PROPOSED:	Discuss any changes to the Budget Committee selection process

BACKGROUND

The district's budget committee consists of five members that are appointed by the board of directors. To be eligible to serve as a budget committee member, per Oregon's Local Budget Law, a candidate must reside within the district's boundaries, be a registered voter, and be willing to commit to serving a three-year term. There are currently three vacant seats on the district's budget committee; Thomas Fisher has resigned and Donna Owens and Larry Kimmel have completed their term at the end of the budget process for the fiscal year 2021-22.

For prior appointments, board members have taken into consideration a variety of criteria during their selection process. The criteria have included the candidates' skills and experiences, their neighborhood, and prior experience with the district. Also, a significant factor in the prior selection processes has been the makeup of the current budget committee members to have a committee that best represents various areas and backgrounds in the broader community.

Staff advertises the Budget Committee openings and asks for applications 3-4 weeks prior to the board receiving the information. The applications and summaries of information are provided to the board in advance of the appointment meeting for review and scoring.

The board has previously committed to using the following review and selection process:

- board members receive all eligible applications and read, review and rate the candidates on their own time;
- the rating system to be used: three points for each board member's first candidate, two for the second, and one for the third;
- all individual ratings are then provided to staff;
- staff summarizes the data and provides to the board, at the board meeting for appointment, the names of the candidates who received the highest combined ratings; and
- the board will consider those candidates for appointment.

BUDGETARY IMPACT

None

STAFF RECOMMENDATION

Staff recommends the board either keep the existing process or make minor modifications to keep the scoring simple for candidates to understand and for the board to score.

MOTION

None, for information purposes only.

ATTACHMENTS

A. Budget Committee Application

**Bend Park & Recreation District
Budget Committee Applicant Questionnaire**

1. Please provide your:
 - Name:
 - Years you have been a Bend resident:
 - Address of residence:
 - Contact email address:
 - Contact phone number:

2. Please provide a brief overview of your background that you see as applicable to this position.

3. What is the primary reason or reasons that you are interested in the district's budget committee position?

4. Have you served on any other budget committees and/or what finance-related qualifications would you bring to this role?

5. What are some of your other skills and/or experiences that you believe the district can benefit from?

6. What are your personal or direct experiences with the district, if any?

Bend Park & Recreation District
Budget Committee Applicant Questionnaire

- 7. What previous or current community involvement have you had in Bend?

- 8. Are you able and willing to commit to attending the district’s annual budget committee meetings (always in May) and other tours and/or meetings as requested for three consecutive budget seasons?

- 9. How did you learn about the open budget committee position?



PLANNING & DEVELOPMENT PROJECT UPDATES September 2022

COMMUNITY AND REGIONAL PARK PROJECTS



Alpenglow Community Park: Alpenglow Park had a grand opening event on July 15th and the community was able to enjoy all of the various amenities of the park, minus the bridge connection to the Hidden Hills neighborhood. The bridge connection has since been completed, and the park is now in full use and park construction complete.



Drake Park DRT & Bank Improvement Project: Staff is working with the remaining two landowners to obtain the required right of way easements needed to construct the trail. Construction on phase 1 is now mostly complete. With the approval of the GMP work is scheduled to start on the final phase of the project with an expected completion by spring of 2023.



Big Sky Park Expansion: Construction on the Big Sky Park improvements is still underway. The access roads and parking lots are paved, the perimeter path is going in and numerous bike park elements are in various stages of completion. The pump track is paved, but still required additional work to embankments and surrounding areas, the trials area is constructed, the skills course area and single-track area are roughed in but still need wooden and steel elements to be installed. The bike park elements were in part funded through a grant from the Bend Sustainability Fund. Construction is expected to be complete in the fall of 2022.



Sawyer Park Entrance and Parking Lot Upgrades: Three conceptual designs were developed based on responses from the first round of outreach and existing site conditions. They were shared with staff and the community for feedback in a second round of outreach. The preferred conceptual design is being developed based on input from outreach. The application for the Land and Water Conservation Fund grant is in progress.



Pine Nursery Park Phase 5: This project completes the amenities identified in the concept plan (formerly known as the Master Plan) for Pine Nursery Park including additional sports fields. This project may consider the installation of softball/baseball infields with all-weather turf to expand seasonal use. Trail lighting and other community park improvements may be part of the scope as well. The full scope of this project will be refined through staff coordination that is in progress.

NEIGHBORHOOD PARK PROJECTS



Little Fawn Park - (Project #155): Staff presented the preferred concept design to the board in July and the plan was approved. This approval sets in motion the continued design and refinement of the plans for the park. Staff will continue to work with our consultants through the fall and winter on the designs and permitting for the park.



Fieldstone Park – Park Search Area 4: Construction of Fieldstone Park has begun. Site grading and a majority of the paving work is installed. Completion is expected in the spring of 2023.



Hollygrape Park ADA Improvements: The work at Hollygrape Park has been completed. The new ADA paths and access ways have been very much appreciated by the local neighborhood.



Shevlin West: This 3.5-acre piece of property in the Shevlin West subdivision was dedicated to the district to meet the open space requirement for the development. A development agreement was signed in March of 2021 for the building of the park and required frontage improvements. Design is anticipated to begin Fall 2022.

TRAIL PROJECTS



Central Oregon Historic Canal Trail Crossing Safety Improvements: BPRD has completed installing safety upgrades at the Blakely Road and Brosterhous Road crossings which includes new signage, pavement markings, and accessibility upgrades. Final ROW inspections are expected soon for the completion of the project. The district is working on a partnership with the City of Bend on the Ferguson Road crossing. The City has a planned sewer project that will impact the crossing area, and will be installing the improvements to the crossing on the north side of the road as part of that project. This leaves some minor work left on the south side of Ferguson Rd for BPRD to complete once the City's sewer work is done.



North Unit Canal Trail: BPRD has entered into contract with Flagline Engineering the design and permitting for Phase 1 of the trail between Canal Row Park and Deschutes Market Road. The contractor recently completed a detailed survey of the trail corridor and is beginning preliminary design work and the required trail easement property descriptions. BPRD will issue another RFP to hire a right of way agent to help with the complex property transactions that are expected later in 2022. A public outreach event was held on August 6th for community members to learn more about the project and take a short tour with district staff.

RIVER PROJECTS



Miller’s McKay Columbia River Access Project: Data collection and analysis is near complete and staff will soon begin developing conceptual designs for each project location. Once concepts are complete this fall, staff will begin an extensive public outreach campaign to present the concepts to the community and collect feedback about them. Staff will also begin researching grant funding opportunities to cover some of the cost for future construction.



Riverbend and Farewell Bend Parks River Access and Parking Analysis: This project is part of the implementation of the Deschutes River Access and Habitat Restoration Plan. Specifically, this project was prompted by Project 11 in the plan – the district shall complete a parking analysis for parking proximate to Farewell Bend and Riverbend parks to determine how best to adequately address parking needs for these parks. In partnership with Kittelson and Associates, the district completed an intercept survey and parking utilization survey in July to better understand existing access and usage patterns at and around these parks. This data will be utilized by the consultant to develop a report with findings, recommendations and next steps.



Riverbend South Access and Restoration Project: A contractor, Cascade Civil Corp. has been selected for this project and construction is slated to begin late fall/early winter 2022. The extensive permitting process continues to move forward.

OTHER PROJECTS AND FUTURE DEVELOPMENT



SDC Waivers for Affordable Housing: Park SDC waivers for 389 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 86 waivers are available through the end of 2022. Staff and legal counsel have completed the necessary deed restriction documents for eight of the developments, totaling 376 units. In addition, BPRD has approved SDC waivers for three temporary shelter projects, totaling 25 units.

currently in



Park Search Area Planning: District planners regularly work with local developers or property owners selling large parcels of land to acquire property for new parks and trails in district Park Search Areas as defined by the 2018 Comprehensive Plan.

RPP – The RFP issuance date was delayed, but published on July 29, 2022. Proposals are due August 30th, with services anticipated to start by October.

currently in



Diversity, Equity and Inclusion (DEI) Initiative: The draft action plan is in the final phase of editing and is anticipated to be shared with the board late fall 2022.

**Board Calendar
2022-2023**

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

September 20 NRPA Conference – Meeting Canceled

October 4

Work Session

- ◆ South DRT History – *Henry Stroud and Michelle Healy (45 min)*
- ◆ Review Summer Whitewater Park Operations – *Ryan Richards and Jason Monaghan (20 min)*

Business Session

- ◆ Approve preferred concept plan for Sawyer Park and resolution of support for LWCF grant application – *Bronwen Mastro and Rachel Colton (30 min)*
- ◆ Award GMP for Drake Park DRT Project – *Brian Hudspeth (20 min)*
- ◆ Approve Ponderosa Park/Wilson Ave. temporary construction access permit – *Brian Hudspeth (15 min)*

October 18

Work Session

- ◆ DEI Update – *Bronwen Mastro and Becky Rexford (30 min)*
- ◆ COID Property overview – *Michelle Healy (45 min)*
- ◆ Pre-Qualified A/E process overview – *Justin Sweet (15 min)*

Business Session

- ◆ Approve SE Neighborhood Park Development Agreement – *Henry Stroud (20 min)*

November 1

Work Session

- ◆ Riverbend and Farewell Bend Parks Access and Parking Analysis Draft Report – *Rachel Colton (30 min)*

Business Session

November 15

Work Session

- ◆ Budget Committee Applications and Review Process – *Kristin Donald (10 min)*

Business Session

December 6

Work Session

Business Session

December 20

Work Session

Business Session

- ◆ Accept 2020-21 Annual Comprehensive Financial Report – *Eric Baird and Brenda Bartlett (15 min)*

City of Bend presentation of parking districts (Tobias Marx) – Sara Anselment

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

Website Update/Data Sharing

Approve Land Acquisition consultant RFP – *Sara Anselment*

IGA with NUID for canal trail – *Henry Stroud*