

**SB 5527 BUDGET REPORT and MEASURE SUMMARY**

**Joint Committee On Ways and Means**

**Prepared By:** Linnea Wittekind, Department of Administrative Services

**Reviewed By:** Matt Stayner, Legislative Fiscal Office

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**Parks and Recreation Department**

**2019-21**

PRELIMINARY

**Budget Summary\***

	2017-19 Legislatively Approved Budget <sup>(1)</sup>	2019-21 Current Service Level	2019-21 Committee Recommendation	Committee Change from 2017-19 Leg. Approved	
				\$ Change	% Change
General Fund	\$ 228,729	\$ 273,580	\$ -	\$ (228,729)	(100.0%)
Lottery Funds	\$ 108,856,337	\$ 109,690,538	\$ 117,278,729	\$ 8,422,392	7.7%
Other Funds Limited	\$ 101,632,140	\$ 98,722,769	\$ 126,409,360	\$ 24,777,220	24.4%
Federal Funds Limited	\$ 16,422,002	\$ 10,294,950	\$ 16,690,443	\$ 268,441	1.6%
<b>Total</b>	<b>\$ 227,139,208</b>	<b>\$ 218,981,837</b>	<b>\$ 260,378,532</b>	<b>\$ 33,239,324</b>	<b>14.6%</b>

**Position Summary**

Authorized Positions	867	867	870	3
Full-time Equivalent (FTE) positions	596.05	599.79	602.55	6.50

<sup>(1)</sup> Includes adjustments through December 2018

\* Excludes Capital Construction expenditures

**Summary of Revenue Changes**

The Oregon Parks and Recreation Department (OPRD) budget has not relied on General Fund since the beginning of the 1999-2001 biennium. OPRD depends on Lottery Funds and Other Funds. Constitutional amendments in 1998 and 2010, dedicated 7.5 percent of net Lottery proceeds to recreation. These funds are statutorily allocated to the Department. Other Funds revenues come mainly from park user and other fees, transfers of recreational vehicle registration, and all-terrain vehicle fuels tax revenues. The Department also receives federal grants.

**Summary of Natural Resources Subcommittee Action**

The mission of OPRD is to provide and protect outstanding natural, scenic, cultural, historic, and recreational sites for the enjoyment and education of present and future generations. The park system includes more than 108,499 acres of land. The Department receives direction from a seven-member Governor-appointed Commission. The Oregon constitution dedicates 7.5 percent of net Lottery proceeds for public parks, shore and beach access, historic sites, and recreation areas, 12 percent of which is dedicated to funding local government park grants. The Subcommittee approved a budget of \$260,378,532 total funds and 870 positions (602.55 FTE). This includes \$117,278,729 Lottery Funds. The total funds budget is a 14.6 percent increase from the 2017-19 Legislatively Approved Budget and an 18.9 percent increase from the 2017-19 current service level. Lottery Funds are a 7.7 percent increase from the 2017-19 biennium Legislatively Approved Budget and a 6.9 percent increase from the 2017-19 current service level.

### Director's Office

This program unit is responsible for the overall management of the Department. It is the liaison and provides support for the Oregon Parks and Recreation Commission. The unit provides policy direction for Department programs and activities and coordination with the Governor's Office, Legislature, and other government agencies. The Director's Office also reviews Department programs, conducts annual internal audits, and coordinates rulemaking in its efforts to improve Department performance. The Subcommittee approved a total funds budget of \$3,142,580 and six full-time equivalent positions (6.00 FTE).

The Subcommittee recommends the following policy packages:

Package 105, Improve Visitor Experience. This package provides one-time expenditure limitation of \$243,900 Lottery Funds and \$256,100 Other Funds to assist with internal and external work to broaden OPRD's reach to a more diverse staff and visitor base. The plan involves investment into internal training to ensure staff understand recreation and service needs of under-represented and non-traditional users. It also includes work to recruit a work force that better represents the changing demographics in Oregon.

Package 801, LFO Analyst Adjustment. This package shifts funding for the Office of Outdoor Recreation from General Fund to Lottery Funds.

Package 802, Technical Position Adjustments. This package includes budgetary adjustments to move a position serving as the Department's Public Information Officer from the Central Services Division to the Director's Office. The duties of this position include serving as the Department's Public Information Officer, responsibility for the Department's response to public records requests, policy advisor to the Director, and project lead for the Director's Office. No classification change is expected.

### Central Services Program

This program includes Department financial services, public information services, personnel services, and information services. The Subcommittee approved a total funds budget of \$37,827,925 and 79 positions (77.57 FTE). Services include budget and fiscal resources management, staff training, information technology services, and centralized business services such as fleet and purchasing management. It also includes the safety programs and the customer information call center.

The Subcommittee recommends the following policy packages:

Package 101, Operational Cost Increases. This package increases Other Funds expenditure limitation by \$647,329 and Lottery Funds expenditure limitation by \$616,492, for a total funds increase of \$1,263,821. The funding in the package addresses increased costs for two components of OPRD's reservation system. The first issue, an increase in merchant services costs, is related to an increase in the dollar volume of transactions completed using credit or debit cards. The second part is for costs associated with the transition to contracted call center

reservation services from OPRD provided services. The Department transitioned to using contracted call center services in December 2016. Of the nine call center positions established, three were eliminated and six were abolished in favor of the creation of three positions; a design specialist, a public affairs specialist, and a research analyst, as part of a permanent finance plan approved in the 2017-19 biennium. Since the Department repurposed the funding of the six eliminated positions rather than funding the contracted call center services, a funding shortfall was created. The September 2018 Emergency Board provided a one-time increase in expenditure limitation to address the budgetary shortfall.

Package 105, Improve Visitor Experience. This package provides one-time expenditure limitation of \$200,000 total funds. Of this, \$100,000 is to implement ongoing inclusion competency training for all Department staff and a one-time expenditure limitation of \$100,000 total funds to develop an effective branding strategy for the Department.

Package 108, Apply Modern Tech to Improve Service. For reservation system replacement planning, this package provides one-time expenditure limitation of \$243,900 Lottery Funds and \$256,100 Other Funds. For the costs related to the transition to Office 365, this package provides \$283,412 Lottery Funds and \$297,588 Other Funds. Of those amounts, \$73,170 Lottery Funds and \$76,830 Other Funds are one-time. To address increased Enterprise Technology Services (ETS) charges from the Department of Administrative Services, this package provides ongoing expenditure limitation of \$185,364 Lottery Funds and \$194,636 Other Funds. And, to initiate the process of infrastructure evaluation by mapping locations of underground infrastructure in state parks, this package authorizes the establishment of one limited duration position (0.88 FTE) and provides expenditure limitation of \$122,865 Lottery Funds and \$129,011 Other Funds.

Package 802, Technical Position Adjustments. This package includes three separate technical position adjustments. No classification changes are expected as part of the adjustments. The technical position adjustments are as follows; (1) a position serving as the Public Information Officer is moved from Central Services to the Director's Office, (2) three positions, one Manager and two Safety Specialist 2's are moved from Central Services to Direct Services, and (3) a Right of Way Agent position is moved to Central Services from Direct Services. None of the duties of the above positions are expected to change.

#### Park Development

This program combines the acquisitions and facility investments programs. The resulting program acquires new properties according to an Investment Strategy that provides a framework for prioritizing additions to the parks system. The Engineering Division designs and engineers projects, surveys park land and oversees construction for new parks and for maintenance and improvement of current properties. The subcommittee approved a total funds budget of \$43,352,368 and nine positions (9.00 FTE).

The Subcommittee recommends the following policy packages:

Package 104, Improve and Develop Parks. This package provides one-time Other Funds expenditure limitation of \$3,000,000 to address fish passage and habitat concerns at Bates State Park. The existing Bates State Park pond dam fish ladder does not meet current fish passage requirements. The project will allow for renovations or rebuilding of the fish ladder, if necessary, to meet current standards including a fish stream bypass. The addition of a bypass would also reduce the effects of higher water temperature caused by the pond.

Package 105, Improve Visitor Experience. This package provides one-time Lottery Funds expenditure limitation of \$1,500,000 and one-time Other Funds expenditure limitation of \$2,000,000 to provide for increased accessibility improvements in existing day use and overnight facilities throughout the park system and enhance overnight camping options along the coast. The funding will be allocated across three projects. The first is \$500,000 to be used to expand ADA enhancements to picnic facilities, campgrounds, trail systems, and viewpoints. The second is \$1,000,000 to allow for an accelerated schedule of restroom replacements. The remaining \$2,000,000 will allow OPRD to selectively add additional camping along the Oregon coast, including the addition of a small tent walk-in loop at Fort Stevens State Park, and to make improvements to older sites along the coast where campgrounds are built to capacity.

Package 106, Prep for State Park System Centennial in 2022. This package provides one-time Other Funds expenditure limitation of \$7,000,000 to allow for the construction of several projects in commemoration of the State Parks Centennial. The projects currently planned include development of a new overnight camping facility at Fogerty Creek State Park, a new parking area, visitor orientation/education facility, projects to mitigate congestion at Silver Falls State Park, implementation of visitor/traffic management at Smith Rock, and development of new entrance areas and a visitor welcome center at Smith Rock State Park.

Package 107, Invest in Signature State Trails. This package provides one-time Other Funds expenditure limitation of \$2,250,000 to provide funding for work on closing gaps in the Oregon Coast Trail and for improvements associated with the extension of the Historic Columbia River Trail. Of the total investment, \$1,250,000 will be used to conduct an assessment of existing Coast Trail conditions and facility needs, provide trail restoration or trail reroutes to achieve maintenance goals, design and construct identified trail side facilities and improve trail signage as needed. The remaining \$1,000,000 would be used in conjunction with the Oregon Department of Transportation (ODOT) funded projects to make improvements at Viento State Park where the Columbia River Highway Trail would intersect and overlay a portion of the existing shop access road. The Department would work with ODOT on site grading, construction of a new shop access road, and employee parking area.

Package 109, Targeted Strategic Park Acquisitions. This package provides one-time Lottery Funds expenditure limitation of \$3,000,000 for the purchase of state park property.

**Budget Note:**

In addition to any other required materials, Oregon Parks and Recreation Department shall provide a report to the Joint Committee on Ways and Means during the budget presentation hearings for the 2021-23 biennium detailing purchases of additional park property completed, or anticipated to be completed during the 2019-21 biennium. The report must include, at a minimum, the specific location, acres, and price paid for each property, and the initial development and management plan for each property.

**Direct Services**

This program manages the park system including daily park services, functions, and routine maintenance. It manages land, state scenic waterways, ocean shores, and natural resources. It includes engineering services for operations, parks safety and risk management, and operations support. When possible, the program uses the inmate work crews through the Parks and Prisons program, which began in the 1997-99 biennium. It manages threatened and endangered species, habitats, and watershed health issues on park land. This program has responsibility for park planning functions including master, strategic, long-term, land use, and recreational planning for land and water-based trail systems and volunteers. The Subcommittee approved a total funds budget of \$124,383,493 and 748 positions (481.98 FTE).

The Subcommittee recommends the following policy packages:

**Package 101, Operational Cost Increases.** This package provides increased expenditure limitation of \$1,211,806 Other Funds and \$201,717 Lottery Funds for budget items where costs are increasing faster than inflation and the cost is generally outside of the department's control. These costs include; expenditures from the user-fee preventative maintenance fund, extraordinary inflation for utilities, fleet and fire protection, "enterprise" activities related to vended goods or services at campgrounds, and additional expenditure limitation for the "lower Deschutes River dedicated account" for the funding of allowable projects from the account. The package also provides a one-time increase in Federal Funds expenditure limitation of \$118,000 that is supported by additional revenue from the U.S. Bureau of Reclamation for construction projects in the Prineville management unit.

**Package 102, Grant Obligations from Past Biennium.** This package provides one-time Lottery Funds expenditure limitation of \$158,423 and one-time Other Funds expenditure limitation of \$475,271 to complete work under a grant awarded to the Department from the Federal Emergency Management Agency (FEMA) for state park properties damaged in the Willamette Valley and along the Oregon coast due to 2015 winter storms. Not all work was completed during the 2017-19 biennium.

**Package 103, Agency Shared Costs for State Capitol Park.** This package provides one-time Other Funds expenditure limitation of \$400,000 for the Department to conduct an evaluation of necessary repairs at the State Capitol Park. The funding for the evaluation is transferred to ORPD from Department of Administrative Services for this purpose.

Package 104, Improve and Develop Parks. This package provides ongoing expenditure limitation of \$48,780 Lottery Funds and \$51,220 Other Funds to develop and implement comprehensive archaeological testing projects at state parks. The information will be used to identify key archaeological features and sites, delineate site boundaries, and provide critical archaeological background information to expedite clearances on needed projects.

Package 110, Support Multiagency Salmonberry Trail Project. This package provides one-time Other Funds expenditure limitation of \$500,000 and the authorization to establish a limited duration position (1.00 FTE) to work as a project manager on the Salmonberry Trail Project. The package recognizes \$425,000 in new revenues from grants and donated funds raised for the project. The remaining funding is carried-forward from prior biennia.

Package 111, Invest in Parks and Heritage Staff. This package provides expenditure limitation of \$112,591 Lottery Funds and \$118,222 Other Funds and authorizes the establishment of one position (0.88 FTE) as an additional Park Region Manager. This allows OPRD to divide the existing three regions of the state into four regions, reducing travel time and balancing workload.

Package 802, Technical Position Adjustments. This package includes three separate technical position adjustments. No classification changes are expected as part of the adjustments. The technical position adjustments are as follows; (1) a position serving as the Public Information Officer is moved from Central Services to the Director's Office, (2) three positions, one Manager position, and two Safety Specialist 2 positions are moved from Central Services to Direct Services, and (3) a Right of Way Agent position is moved to Central Services from Direct Services. None of the duties of the above positions are expected to change.

#### Community Support and Grants

This program administers five grant programs: All-Terrain Vehicle grants, Land and Water Conservation grants, local government grants, the Recreational Vehicle County Opportunity grants, and Recreational Trails grants. The program also includes the Heritage Program, which covers heritage conservation, the State Historic Preservation Office and support for the Heritage Commission. The office administers federal and state programs for historic and archeological resource planning and preservation. The office also assists with the management, development and interpretation of historic and cultural resources in the parks system. The Subcommittee approved a total funds budget of \$51,672,166 and 28 positions (28.00 FTE).

The Subcommittee recommends the following policy packages:

Package 101, Operational Cost Increases. This package provides \$3,000,000 Other Funds expenditure limitation to allow OPRD to distribute increased funding available from the increase in fuels tax approved during the 2017 Legislative Session. The increased limitation will be used to award grants for operations, maintenance, and law enforcement of ATV riding areas.

Package 102, Grant Obligations from Past Biennium. This package reestablishes expenditure limitation for certain grant programs phased-out of the Department’s budget at the current service level. The grants include: \$5.18 million for the Main Street grant program, \$613,000 for the County Opportunity Grant program, and \$6.27 million for the Land and Water Conservation Fund and the Recreational Trails program.

Package 106, Prep for State Park System Centennial in 2022. This package provides \$490,000 in Lottery Fund expenditure limitation to supplement existing funding in four community grant programs. The package adds \$150,000 to the Diamond in the Rough historic preservation grant program, increases funding for the Preserving Oregon historic and archaeology grant program by \$150,000, increases funding for the Heritage grant program by \$150,000 for non-building heritage projects, and increases funding for the Museum grant program by \$40,000.

Package 111, Invest in Parks and Heritage Staff. This package provides ongoing expenditure limitation of \$9,607 Lottery Funds and \$7,503 Federal Funds to reclassify two positions. An Administrative Specialist position will be converted to a Natural Resource Specialist position. An Information Systems Specialist position will be reclassified upward to better reflect current duties.

Package 802, Technical Position Adjustments. This package includes budgetary adjustments to move a Program Analyst 2 from Community Support and Grants to Direct Services. The position is expected to work on property management, planning, and stewardship projects. No classification change is expected.

**Summary of Performance Measure Action**

See attached “Legislatively Approved 2019-2021 Key Performance Measures.”

PRELIMINARY



## DETAIL OF JOINT COMMITTEE ON WAYS AND MEANS ACTION

Oregon Parks and Recreation Department  
Linnea Wittekind -- 503-378-3108

DESCRIPTION	GENERAL FUND	LOTTERY FUNDS	OTHER FUNDS		FEDERAL FUNDS		TOTAL ALL FUNDS	POS	FTE
			LIMITED	NONLIMITED	LIMITED	NONLIMITED			
2017-19 Legislatively Approved Budget at Dec 2018 *	\$ 228,729	\$ 108,856,337	\$ 101,632,140	\$ -	\$ 16,422,002	\$ -	227,139,208	867	595.05
2019-21 Current Service Level (CSL)*	\$ 273,580	\$ 109,690,538	\$ 98,722,769	\$ -	\$ 10,294,950	\$ -	218,981,837	867	599.79
<b>SUBCOMMITTEE ADJUSTMENTS (from CSL)</b>									
<b>SCR 63400-100-10 - Directors Office</b>									
Package 105: Improve Visitor Experience									
Services and Supplies	\$ -	\$ 243,900	\$ 256,100	\$ -	\$ -	\$ -	500,000		
Package 801: LFO Analyst Adjustment									
Personal Services	\$ (273,580)	\$ 273,580	\$ -	\$ -	\$ -	\$ -	-	0	0.00
Package 802: Technical Position Adjustments									
Personal Services	\$ -	\$ 191,499	\$ 201,077	\$ -	\$ -	\$ -	392,576	1	1.00
<b>SCR 63400-200-10 - Central Services</b>									
Package 101: Operational Cost Increases									
Services and Supplies	\$ -	\$ 616,492	\$ 647,329	\$ -	\$ -	\$ -	1,263,821		
Package 105: Improve Visitor Experience									
Services and Supplies	\$ -	\$ 97,560	\$ 102,440	\$ -	\$ -	\$ -	200,000		
Package 108: Apply Modern Tech to Improve Service									
Personal Services	\$ -	\$ 72,272	\$ 75,887	\$ -	\$ -	\$ -	148,159	1	0.88
Services and Supplies	\$ -	\$ 763,269	\$ 801,448	\$ -	\$ -	\$ -	1,564,717		
Package 802: Technical Position Adjustments									
Personal Services	\$ -	\$ (455,247)	\$ (478,020)	\$ -	\$ -	\$ -	(933,267)	(3)	(3.00)
<b>SCR 63400-300-10 - Park Development</b>									
Package 104: Improve and Develop Parks									
Services and Supplies	\$ -	\$ -	\$ 3,000,000	\$ -	\$ -	\$ -	3,000,000		
Package 105: Improve Visitor Experience									
Services and Supplies	\$ -	\$ 1,500,000	\$ 2,000,000	\$ -	\$ -	\$ -	3,500,000		
Package 106: Prep for State Park System Centennial in 2022									
Services and Supplies	\$ -	\$ -	\$ 7,000,000	\$ -	\$ -	\$ -	7,000,000		
Package 107: Invest in Signature State Trails									
Services and Supplies	\$ -	\$ -	\$ 2,250,000	\$ -	\$ -	\$ -	2,250,000		
Package 109: Targeted Strategic Park Acquisitions									
Services and Supplies	\$ -	\$ 3,000,000	\$ -	\$ -	\$ -	\$ -	3,000,000		
<b>SCR 63400-400-10 - Direct Services</b>									
Package 101: Operational Cost Increase									
Services and Supplies	\$ -	\$ 201,717	\$ 1,211,806	\$ -	\$ 118,000	\$ -	1,531,523		

## DETAIL OF JOINT COMMITTEE ON WAYS AND MEANS ACTION

Oregon Parks and Recreation Department  
Linnea Wittekind -- 503-378-3108

DESCRIPTION	GENERAL FUND	LOTTERY FUNDS	OTHER FUNDS		FEDERAL FUNDS		TOTAL ALL FUNDS	POS	FTE	
			LIMITED	NONLIMITED	LIMITED	NONLIMITED				
Package 102: Grant Obligations from Past Biennia Services and Supplies	\$ -	\$ 158,423	\$ 475,271	\$ -	\$ -	\$ -	633,694			
Package 103: Agency Shared Costs for State Capitol Park Services and Supplies	\$ -	\$ -	\$ 400,000	\$ -	\$ -	\$ -	400,000			
Package 104: Improve and Develop Parks Services and Supplies	\$ -	\$ 48,780	\$ 51,220	\$ -	\$ -	\$ -	100,000			
Package 110: Support Muliagency Salmonberry Trail Project Personal Services	\$ -	\$ -	\$ 296,706	\$ -	\$ -	\$ -	296,706	1	1.00	
Services and Supplies	\$ -	\$ -	\$ 203,294	\$ -	\$ -	\$ -	203,294			
Package 111: Invest in Parks and Heritage Staff Personal Services	\$ -	\$ 98,583	\$ 103,513	\$ -	\$ -	\$ -	202,096	1	0.88	
Services and Supplies	\$ -	\$ 14,008	\$ 14,709	\$ -	\$ -	\$ -	28,717			
Package 802: Technical Position Adjustments Personal Services	\$ -	\$ 263,748	\$ 509,345	\$ -	\$ -	\$ -	773,093	3	3.00	
<b>SCR 63400-500-10 - Community Support and Grants</b>										
Package 101: Operational Cost Increase Services and Supplies	\$ -	\$ -	\$ 3,000,000	\$ -	\$ -	\$ -	3,000,000			
Package 102: Grant Obligations from Past Biennia Special Payments	\$ -	\$ -	\$ 5,796,868	\$ -	\$ 6,269,990	\$ -	12,066,858			
Package 106: Prep for State Park System Centennial in 2022 Special Payments	\$ -	\$ 490,000	\$ -	\$ -	\$ -	\$ -	490,000			
Package 111: Invest in Parks and Heritage Staff Personal Services	\$ -	\$ 9,607	\$ -	\$ -	\$ 7,503	\$ -	17,110	0	0.00	
Package 802: Technical Position Adjustments Personal Services	\$ -	\$ -	\$ (232,402)	\$ -	\$ -	\$ -	(232,402)	(1)	(1.00)	
<b>TOTAL ADJUSTMENTS</b>	\$ (273,580)	\$ 7,588,191	\$ 27,686,591	\$ -	\$ 6,395,493	\$ -	41,396,695	3	2.76	
<b>SUBCOMMITTEE RECOMMENDATION *</b>	\$ -	\$ 117,278,729	\$ 126,409,360	\$ -	\$ 16,690,443	\$ -	260,378,532	870	602.55	
% Change from 2017-19 Leg Approved Budget	(100.0%)	7.7%	24.4%	0.0%	1.6%	0.0%	14.6%	0.3%	0.0%	
% Change from 2019-21 Current Service Level	(100.0%)	6.9%	28.0%	0.0%	38.9%	0.0%	18.9%	0.3%	0.5%	

\*Excludes Capital Construction Expenditures

# Legislatively Approved 2019 - 2021 Key Performance Measures

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**Agency:** Parks and Recreation Department

**Mission Statement:**

To provide and protect outstanding natural, scenic, cultural, historic and recreational sites for the enjoyment and education of present and future generations.

Legislatively Approved KPMs	Metrics	Agency Request	Last Reported Result	Target 2020	Target 2021
1. PARK VISITATION - Visitors per acre of Oregon Parks and Recreation Department property.		Approved	480	450	450
2. HERITAGE PROGRAM BENEFITS - Number of properties, sites, or districts that benefit from an OPRD-managed heritage program.		Approved	2,064	2,107	2,130
3. Grant Programs - Percent of Oregon communities that benefit from an OPRD-managed grant program.		Approved	52%	54.70%	57.10%
4. PROPERTY ACQUISITION - Recreation lands index: Park lands and waters acquired by OPRD as a percentage of total goal. (Linked to Oregon Benchmark #91)		Approved	78%	82%	83%
5. FACILITIES BACKLOG - Percent reduction in facilities backlog since 1999.		Approved	0%	85%	85%
6. CUSTOMER SATISFACTION - Percent of customers rating their satisfaction with the agency's customer service as "good" or "excellent": overall customer service, timeliness, accuracy, helpfulness, expertise and availability of information.	Accuracy	Approved	0%	95%	95%
	Availability of Information		0%	95%	95%
	Overall		0%	95%	95%
	Helpfulness		0%	95%	95%
	Timeliness		0%	95%	95%
	Expertise		0%	95%	95%
7. COMMISSION BEST PRACTICES - Percent of total best practices met by the State Parks and Recreation Commission.		Approved	100%	100%	100%

**LFO Recommendation:**

The Legislative Fiscal Office recommends adoption of the Key Performance Measures and targets as presented.

**SubCommittee Action:**

The subcommittee approved adoption of the Key Performance Measures and Targets as recommended by LFO