

APPENDIX D: POOL RESOURCES

The CSC team developed the materials in this appendix in response to the interest expressed by the advisory committee and residents in re-opening the Cave Junction city pool. The CSC team developed the following memorandum that describes financing and case studies for maintaining a public use pool.

June 13, 2017

To | Roger Brandt, Cave Junction Parks Advisory Committee
From | Caroline Mellor, Student Consultant, Community Service Center University of Oregon
SUBJECT | CASE STUDIES OF POOLS' FINANCIAL STRUCTURES

Summary

From February to May 2017, Cave Junction, Oregon, community members participated in a variety of outreach activities as part of the development of the Cave Junction Park and Recreation Master Plan. Community members expressed interest in the possibility of a pool facility. The City of Cave Junction requested research on strategies pools use to sustain financial stability. This memo analyzes the funding sources of four pool facilities across Oregon, and provides recommended next steps for Cave Junction. Appendices give examples of different types of funding, case study selection criteria, and an overview of select state policies.

Background and Context

A previously open pool facility in Cave Junction was built in the late 1970s, with operations ceased in 2008. Josephine County originally administered the pool, but eventually passed ownership to the City of Cave Junction. During the Park and Recreation Master Plan outreach, community members shared multiple explanations for the closing of the Cave Junction pool. Explanations included an instability of the pool site, and a lack of funding affecting pool maintenance capacities.

In February 2017, the Community Service Center University of Oregon provided a memo to the Recreation Plan Advisory Committee on options in Southwestern Oregon for a pool site evaluation. Included was research on geotechnical and structural engineers in the region, with a comparison of potential costs, timelines, and factors to determine site feasibility. The existing pool site is on E River Street in Cave Junction, adjacent to the Cave Junction Senior Center, and across from Illinois Valley High School.

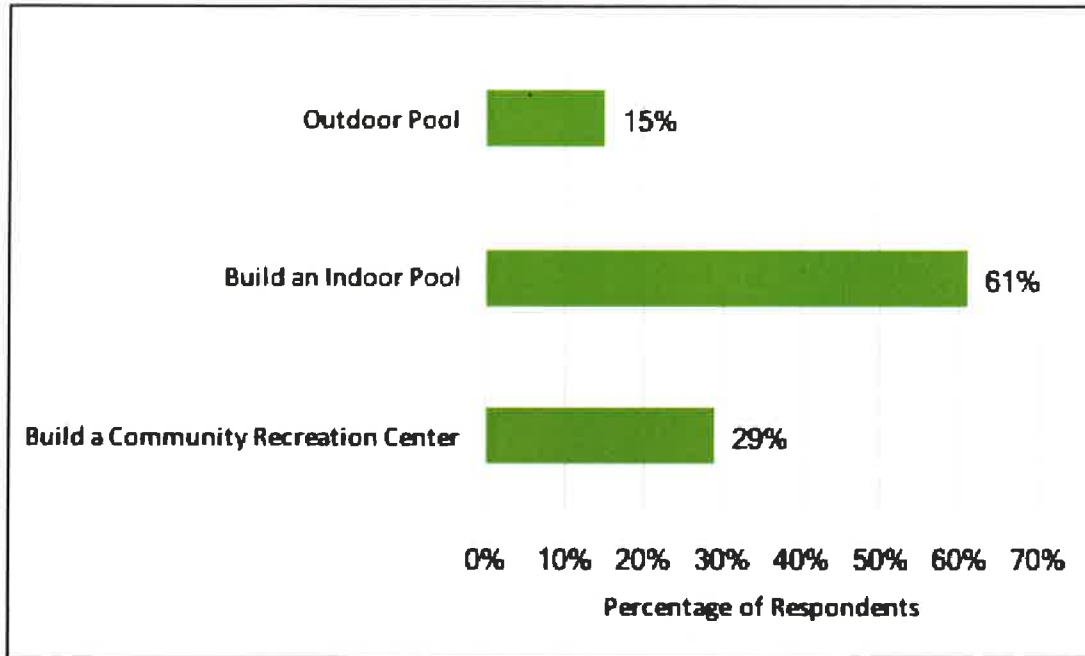
A concrete plan for funding sources is necessary for any new pool in Cave Junction, regardless of the site location. The case studies presented below outline other pools' approaches toward sustainable funding sources.

Community Outreach outcomes

A community pool emerged as a priority for community members from the outreach process, including in workshops, the survey, meetings, and interviews. The preference was expressed by outreach participants across different age, gender, race or income levels.

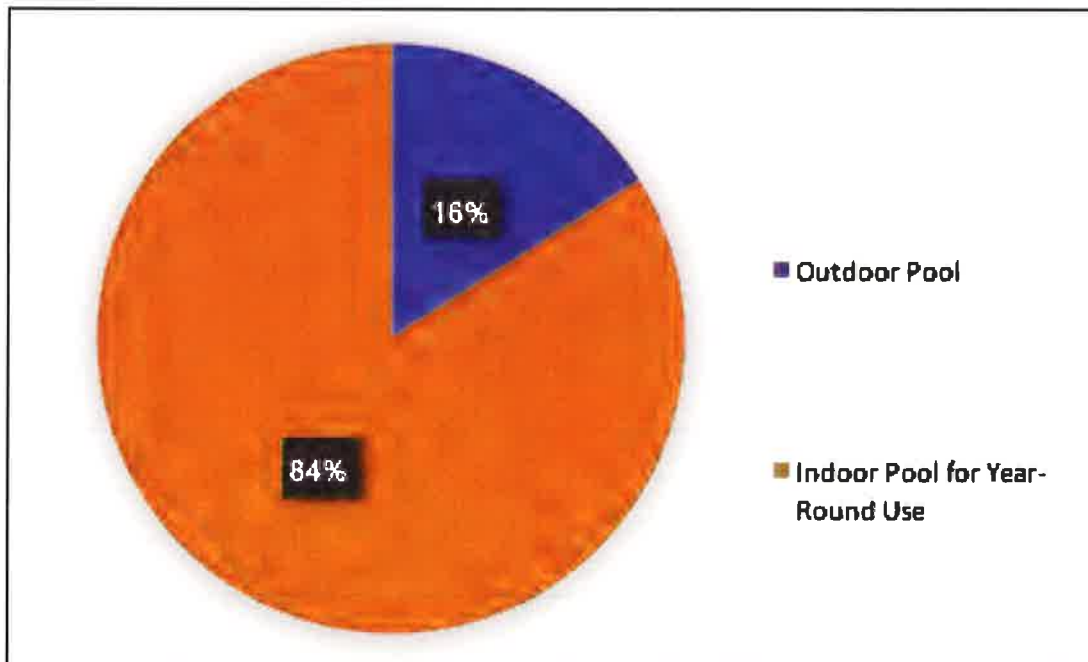
Community Survey: Pool Related Results

Figure 1. Pool Related Priorities by Percentage of Respondents favor for Park and Recreation Priorities in the Next 10 Years



Source: Cave Junction Park & Recreation Survey, 2017. Community Service Center. University of Oregon.

Figure 2. Community Preferences by Percent in Favor of a Pool Type



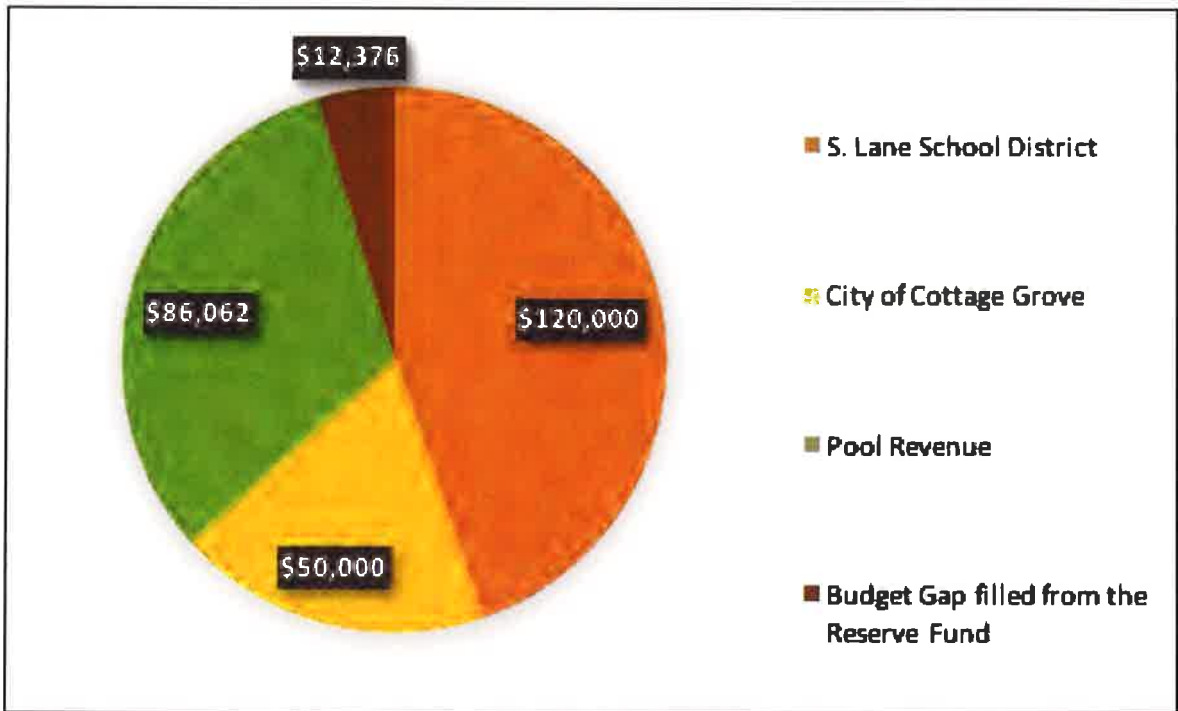
Source: Cave Junction Park & Recreation Survey, 2017. Community Service Center. University of Oregon.

Funding Sources for Pools' Budgets

The case study pools all use multiple funding sources to meet the needs' of their budget. Pool revenue includes fees for admission, programs, lessons, classes, and other amenities (showers, concessions). The Warren Daugherty Aquatic Center (Cottage Grover, OR) and the Burkland Pool (Turner, OR) are managed by the local school district. Both pools receive supplemental funding from their city governments.

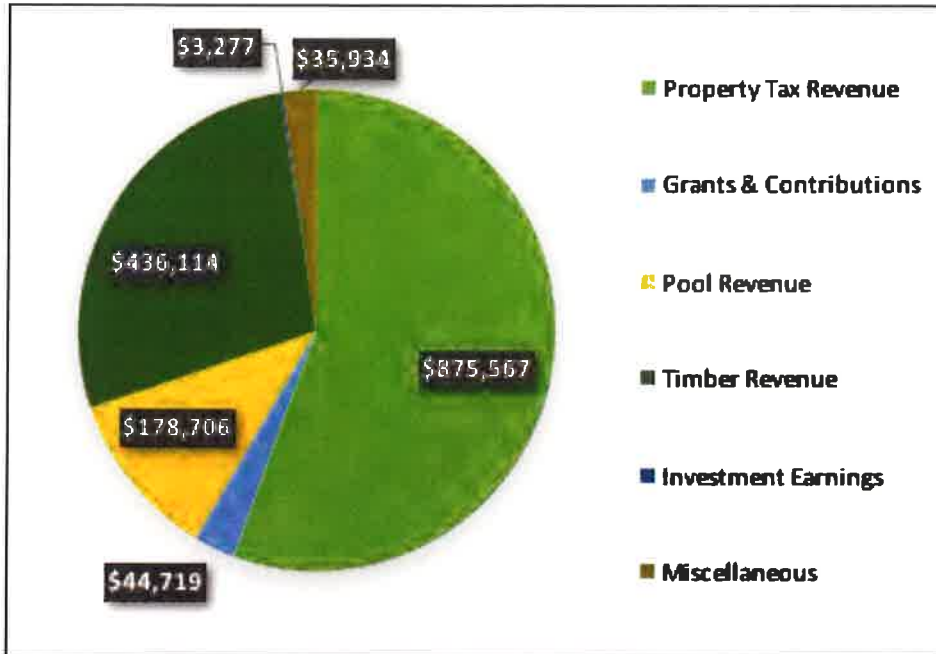
The North County Recreation District (NCRD; Nehalem, OR), & the High Desert Park and Recreation District (Burns, OR) receive funds from property taxes. The collected tax revenue is assessed by Park and Recreation tax districts. A tax district is a method of sourcing funds from the communities that benefited. The NCRD recreation center manages one central site for activities and services. High Desert Park & Recreation District manages the pool, along with multiple other park sites. A 2016 financial evaluation of the Burkland pool showed funding stability only as an outdoor pool.

Figure 3. Pool A. Indoor: Pool Only Warren Daugherty Aquatic Center, Cottage Grover, Oregon



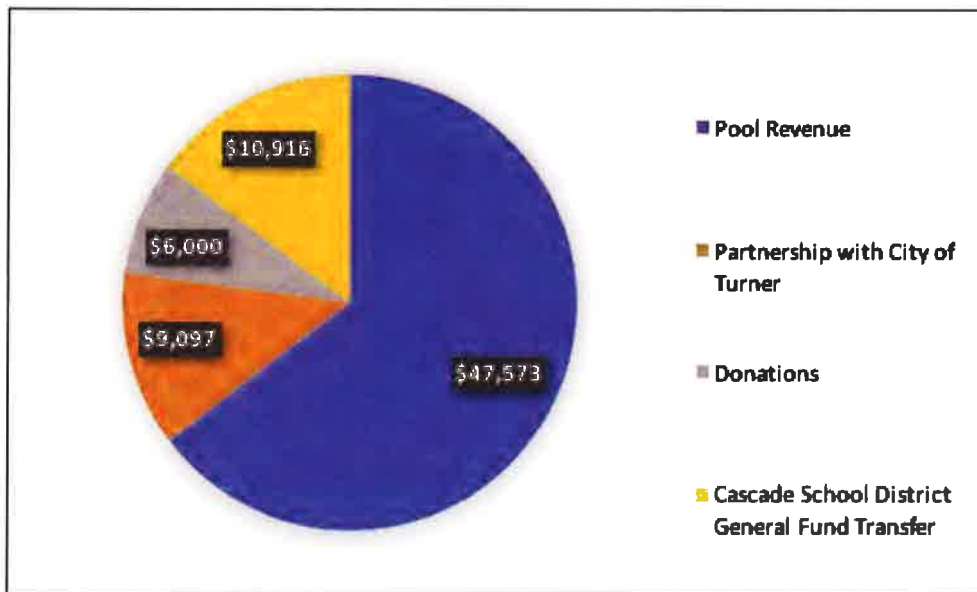
Source: McCasline, Carrie. "Re: Pool Operation Inquiry - Student Consultant, University of Oregon." Message to Caroline Mellor. 1 June 2017. E-mail. South Lane School District

Figure 4. Pool B. Indoor: Recreation Center Pool North County Recreation District Aquatic Center, Nehalem, Oregon



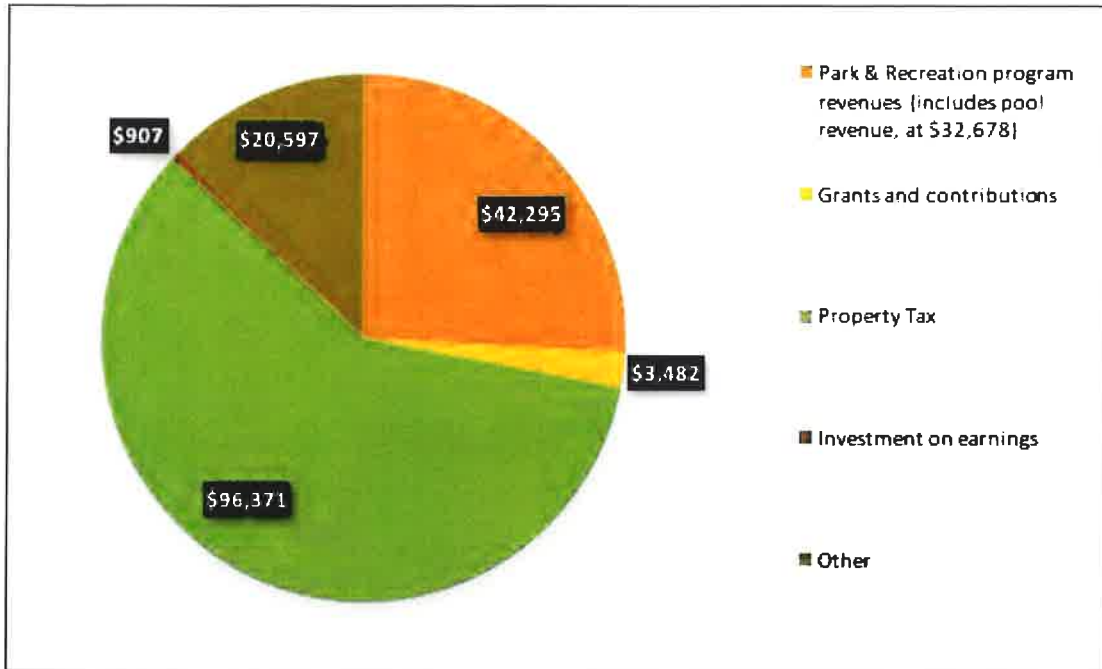
Source: State of Oregon. Secretary of State Audits Division. *North County Recreation District Annual Financial Report*. Albany: Accuity, 2016. *Local Government Audit Reports*. Web. 6 June 2017.

Figure 5. Pool C. Outdoor Pool: Pool Only Burkland Pool, Cascade School District, Turner, Oregon



Source: Community Service Center University of Oregon. *Evaluation of Programmatic, Operational, and Financial Options for the Turner Burkland Pool*. Eugene: Community Planning Workshop, 2016. Scholars Bank University of Oregon. Web. 4 February 2017.

Figure 6. Pool 4. Outdoor Only Pool, within a larger Park & Recreation District High Desert Park and Recreation, Burns Oregon



Source: State of Oregon. Secretary of State Audits Division. *High Desert Park and Recreation District Independent Auditors Report*. Burns: Oster Professional Group, 2016. *Local Government Audit Reports*. Web. 6 June 2017.

Pros of Pools' Funding Sources:

- School district and city partnerships can strengthen a pools' long-term sustainability
- Tax districts can provide help sustain a pool for a local community, a local region, or between two neighboring cities
 - Neighboring cities: John Day & Canyon City Park and Recreation Tax District (outdoor pool, summer swim team)
- Reserve Funds can help to cover short-term gaps in funding (particularly if earn interest)

Cons of Pools' Funding Sources:

- Funding sources not a long-term a guarantee of long-term pool feasibility
- Cottage Grove Pool: The South Lane School District has asked the City of Cottage Grove to increase their funding; City is unsure of its ability to make a long-term commitment.
- Funding sources must continue to be re-evaluated
 - The facility can now be reimbursed by Medicare Silver & Fit for exercise classes

Take Aways for Cave Junction

Cave Junction Implementable Next Steps

Initial Sequence

- Create a formal pool group

- Examples: Friends group, Committee
- Decide Pool Location
 - Establish existing site feasibility
- Set a Budget
- Designate roles of group members
 - Point people for tasks
 - Timetable & shared documentation for task & updates
- Regular & transparent public communication on progress

Pool Group Roles & Procedures Established

Decisions to Determine

- Primary Administrative Partner
- Type of pool
- Cost estimate within set budget
 - Construction capital and expected maintenance costs; capital decided first
- Approach to fee & program prices
- Amount and variety of programming, amenities & services
- Type and quantity of staff necessary

Importance of Establishing a Formal Pool Group

Members of different local groups in Cave Junction have expressed interest in becoming an administrative partner for a future pool facility in Cave Junction. The outreach conducted within the development of the Cave Junction Park and Recreation Master Plan showed a low capacity for communication between groups. The Cave Junction Park and Recreation Master Plan recommends creating a formal park and recreation group, either non-profit or public.

A Formal group can:

- Support consistency in communications within the community
- Support consistency in communications to outside partners
- Set roles and responsibilities
 - Designate point people for ongoing projects and specific tasks
 - Streamline & coordinate conversations for a future pool in Cave Junction.
 - Community members know who to go to with a concern or suggestion
- Facilitate productive decision-making capabilities
 - Consensus building process
 - Between group members, organizational partners, & community
 - Incremental developments continuously & concretely move a pool plan forward

Applicable Funding Strategies

Funding strategies will need to balance pool long-term feasibility with ensuring access to for community members with limited financial means. A plan for a future pool facility will need to include expected sources of initial funding and long-term operational budget sources.

Budget Allocation Overview

- Capital Funding
 - Construction funds separate from operational

- Operational Funding
 - Day-day needs of the pool
 - Administrative
 - Maintenance
 - Staff
 - Daily facility operation
 - Utilities
 - Program costs
 - Examples: Swim lessons, swim team, classes

Types of Funding Strategies

- Bond Measure
 - Based off future income
- Pool District Tax Structure
 - Property Tax revenue
 - Bond measure creates tax district
- System Development Charges
 - For specific public services (sewer, water, streets, parks)
 - To offset cost of development & provide a continuous, stable funding source
- Grants
 - Useful if by a planned, on-going
- Funds from Partners
 - School District
 - Non-profits/ Organizations served by pool
 - Program providers
- Planned, ongoing fundraisers
 - Example: Friends of the North County Recreation
 - Regular & planned funding raising efforts
- Rental space
- Pool Trust Fund
 - Earned interest

Implementation Overview

A Capital Improvement Plan (CIP)

A capital improvement plan (CIP) is vital foundation to the planning of any physical construction, including renovations, or new buildings. A CIP is a distinct part of any facility's plan that lays out the necessary expenditures, and the associated budget, sources of financing, expected management of each, and the projected timeline. These projects are non-reoccurring, tangible, and have a useful life of at least 3-5 years.

Funds for CIP projects are set aside solely for single, one-time projects. The North County Recreation District distributes donations and grants into a Capital Assets Reserve Fund to hold funds until needed for specific projects. This distinction is explained yearly in the beginning of the fiscal year adopted budget.

Operational Funding

Separate from capital improvement plans, a pool facility must account of the day-to-day cost of operating the pool. A pool facility's plan must include anticipated sources to cover day-to-day costs, such as facility operation, staff, programming, and maintenance.

Selected Examples and Implementation Details

Tax District

A tax district can increase a pool's feasibility by providing the capital funding needed for initial costs, and a reliable stream of funds for operational costs. A tax district can increase accessibility with lowered user fees for those living within the tax district boundaries.

Example: Example: The John Day Canyon City Park and Recreation Department uses a tax district. Their website states, "Out of District Policy: Out of District residents do not pay property taxes that support the park and recreation district and are charged an additional percentage for most programs."

Tax districts are created by voters approving a ballot measure. The district is structured so that those inside a boundary pay a tax marked to go towards the facility at hand. Those that live within the pay a lower fee to use the pool, compared to those that live outside the tax district jurisdiction. A bond referendum is a loan to a government from a private lender. This load is based on the future ability of the financed project to generate income (taxes, revenue).

Example: A bond referendum was used to establish the Fruita Community Center Pool in Fruita, Colorado.

Example Grants

Rogue Gateway Rotary Club District Grants

- The Rotary Club of Illinois Valley can apply for district rotary grants. This grant can be applied toward a specific need in pool development, as they are intended to serve small-scale, short-term needs in club communities.
 - Rotary.org

Example: The Rotary Club's website references youth programs as an example that meets a criteria of meeting a community need. The Rogue Gateway Rotary Club of Grants Pass has previously awarded local community organizations such as the Siskiyou Community Health center with district grants.

Meyer Memorial Trust

- The Trusts' General Purpose Grants can fund projects related to education, health, social welfare, and other community-oriented activities. The trust is not limited by time or monetary constrains for proposals.
 - MMT.org

Southern Oregon Regional Economic Development Inc.

- Non-profit focused on economic prosperity in Josephine and Jackson Counties. Although focused on small-businesses, partnership structures could make SOREDI a potential source for loans. They also provide coordination among regional agencies for training, financial planning, help with permits, and site selection.
 - SOREDI.org

The Carpenter Foundation

- The Carpenter Foundation provides grants for human services projects in Josephine and Jackson Counties. The foundation could be a potential source of Capital Improvements Plan (CIP) funds. They usually do not make multi-year grants & often administer one grant per agency/ per year.
 - Carpenter-foundation.org

Case Study Pools' Characteristics relatable to Cave Junction

Selection Criteria

The chosen cities all share certain characteristic(s) with Cave Junction.

Shared categories:

- Demographic characteristics
 - Population size
- Geography
 - Rural area
 - Near public land (Forest Service, Bureau of Land Management, National Park Service, Wilderness Designations, Fish & Wildlife Refuges)
- Economic characteristics
 - Economic conditions/ factors representative of Cave Junction
 - Previous economic situation resulted from similar historical forces
 - A current or historical local economy based on natural resources
 - A local economy in transition
- A local, cultural preference for or existing patterns of lower taxes.
- Unique ways they fundraised and/or sustain funding over time.

Pool Profiles

Warren Daugherty Aquatic Center (Cottage Grove, Oregon)

Built in 1955; Covered in 1965

The Warren Daugherty pool is an example of adjustment in administrative structure due to shifts in financial constraints. South Lane School District was the original administrator. Public support for the pool persuaded the City of Cottage Grove to partner to be a supplemental funding source. Recent community fundraising efforts have not been able to address existing, gaps in the budget. Pool management has begun to introduce creative approaches toward financial stability. In April 2017, seniors classes can be reimbursed with Medicare Silver and Fit.

North County Recreation District Aquatics Center (Nehalem, Oregon)

Built in 1930; Tax District Established in 1977

The aquatics center was initially developed out of community interest for children to have a safe place to swim. Nehalem has an official population (pop: 2710) smaller than Cave Junction. The recreation district highlights the long-term sustaining of a recreation facility by a successful partnership between smaller communities.

The special district is made up of a 210-square-mile area in Tillamook County. In addition to Nehalem, the district contains the communities Manzanita and Wheeler. Administration of the NCRD (facility, programming) is by a joint board of five elected officials, and full-time staff. A volunteer council of district residents advises each department.

Burkland Pool (Turner, Oregon)

Built in the 1960s

The city of Turner has a population close that of Cave Junction (pop: 1,854.). Although Turner is less than five miles from the I-5 corridor, the pool has operated at a deficit for many years. Cascade School District is the sole administrative partner. Financial instability of the pool's budget over the last 10 years has required fund transfers from the City of Turner & the school district's general fund. The pool's budget has historical come almost entirely from pool revenue. Burkland now sees a need for a diversity of funding sources. Burkland is an example of program design lowering funding demands. Burkland is an outdoor pool, with a swim team that competes in the summer.

High Desert Park & Recreation Pool (Burns, Oregon)

The pool managed by the High Desert Park and Recreation District has comparable characteristics to Cave Junction from economic and geographic conditions. The pool is in Burns, (pop: 2806), situated in rural Harney County, and Southeastern Oregon. Unlike pools near or less than two hours from the I-5 corridor, the City of Burns is geographically isolated from potential shared resources in larger communities. Burns and Hines, the other city in the tax district, are experiencing an economic transition period similar to that of Cave Junction. As Cave Junction is bordered by the public lands of the Siskiyou-Rogue River National Forest & Bureau of Land Management, Burns and Hines are between the Malheur National Forest and Steens Wilderness.

Supplemental Case Study: Gleason Pool (John Day, Oregon)

The Gleason Pool is another example of collaboration between two smaller cities to form a park and recreation tax district. The Gleason pool is managed by the joint John Day Canyon City Park and Recreation. The economies in John Day & Canyon City are undergoing a transition period. In April 2017, the City of John Day has started developing new private-public partnerships, and integrating different community development project. As with the Burkland pool, the Gleason pool has options to meet community needs, with swim team competing in the summer.

Supplemental Source: State of Oregon. Secretary of State Audits Division. *John Day Canyon City Park and Recreation District Independent Auditors Report*. John Day: Oster Professional Group, 2004. *Local Government Audit Reports*. Web. 6 June 2017.

Regulatory and Safety Considerations

State Rules and Procedures

The State of Oregon's Public Health Department's Environmental Health Division stipulates regulations that a pool facility must follow to be certified safe for public use. Steps to following the health code, and the related forms can be found at:

Josephine County Webpage → Departments → Public Health → Environmental Health → Pools, Spa, and Tourist Facility:

<https://public.health.oregon.gov/HealthyEnvironments/Recreation/PoolLodging/Pages/index.aspx>

Pool Safety Requirements

The Federal Pool and Spa Safety Act has specific requirements and recommendations for meeting federal pool safety standards. Additionally, the Pool Safety Act website contains many brochures, example posters, and other material for use by pools to inform patrons of safe pool practices. This information can be found at:

- PoolSafety.Gov

Aquatic Health

The Center for Disease control has a Model Aquatic Health Code for public swimming pools. Their website provides various tools, form templates, and example protocols for incidents such as body fluids, chemical spills, waterborne illnesses, or chlorine issues. Model forms include incident response and inspection templates. Education and training opportunities are designed for aquatics staff.

→ <https://www.cdc.gov/mahc/>

Liability

The State of Oregon requires that all public pool operators comply with the rules laid out in Oregon Administrative Rules Chapter 333 – Division 60 - Public Swimming Pools

→ <https://public.health.oregon.gov/HealthyEnvironments/Recreation/PoolLodging/Documents/poolrules.pdf>

Sample State Funding Policies: Tax Districts

The State of Oregon regulates tax districts; development, amount of tax to be collected, geographic boundaries, and rules and roles for the tax district board. Ballot measure to form a tax district are administered through county elections. Board member elections follow the same county processes.

Excerpts of Policies in State Law

State of Oregon Law ORS 266 Park and Recreation Districts

District Formation

“A community may form a municipal corporation to provide park and recreation facilities for the inhabitants.”

District Authority

“To assess, levy and collect taxes to pay the cost of acquiring sites for and constructing, reconstructing, altering, operating and maintaining any lakes, parks, recreation grounds and buildings that may be acquired, or any lawful claims against the district, and the running expenses of the district.”

Tax Collection

“Each year the district board shall determine and fix the amount of money to be levied and raised by taxation, for the purposes of the district. The total amount in dollars and cents shall

not exceed one-half of one percent (0.0050) of the real market value of all taxable property within the district.”

Source: Legislative Counsel Committee. *CHAPTER 266—Park and Recreation Districts*. 2015. Web. 12 June 2017.

