



City Council Work Session
2.25.25



Culture, Parks and Recreation Project

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Purpose of tonight's Work Session

To provide information and respond to some of the issues brought up during the January 22, 2025 work session on the Culture, Parks and Recreation Project.

Project Background

iheartmac.org

- **Project Background**
- **Community Advisory Group**
- **PROS Plan**
- **Location**
- **Historic look at rec facilities**
- **Community Feedback**
- **FAQ's**
- **Contact us**

NEW!

Additional Parks Maintenance Budget Cuts
 25% in Community Parks
 40-50% in Linear Parks
Informed by: City Budgets
Decision by: City Council
 June 2014

Maintenance Services Cut: litter removal, restroom cleaning, repairs, general up-keep, vandalism reporting/repairs, dog waste, mulching, flower planting, tree care, maintenance, cleaning etc.

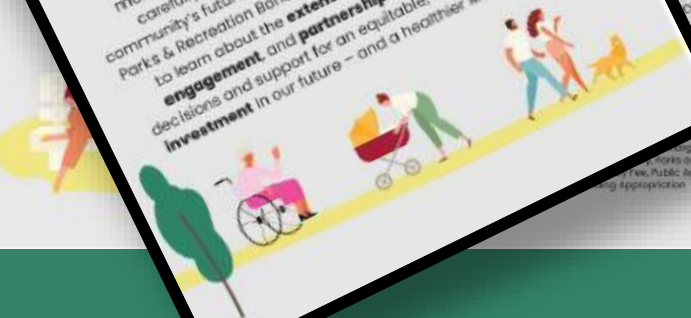


Culture, Parks & Recreation Bond: For a Healthier McMinnville



“Our current budget preventative repairs will be a General Fund contingency”

For 13 years, the City of McMinnville has faced budget challenges making it difficult to keep up with building maintenance. To find the best way forward, the city carefully studied where and how to invest in our community's future - leading to the creation of the Culture, Parks & Recreation Bond. Come with us on a short journey to learn about the **extensive studies, community engagement, and partnerships** which guided our decisions and support for an equitable, and **responsible investment** in our future - and a healthier McMinnville!



Approval of Site Evaluation Criteria
Informed by: MacPAC, City Staff, Consultants
Decision by: MacPAC
 January 2021

Criteria: Development Capacity, Economic Viability, Stewardship of Funding, Supports Diversity, Equity & Inclusion, Regulatory Approval

Analysis of Preferred Sites
Informed by: MacPAC, City Planning Report, Consultants
Decision by: MacPAC
 February 2021

13 Sites Evaluated, 2 Preferred[*]:
 West US6 Expansion Site (22 acres)
 (3) East US6 Expansion Sites (10 acres ea.)
 NW US6 Expansion Site (10 acres)
 Colvin Court (35 acres)
 *West Miller Property Site (27 acres)
 Hwy 30 Industrial Site (200 acres)
 Lusk Site (0.5 acres)
 MID Site #1 (16 acres)
 MID Site #2 (43 acres)
 *Unfield University (60 acres)
 Westman Park (42 acres)

Unfield University & City Enter into Memorandum of Understanding
Decision by: Unfield University
 March 2021

Unfield University Administration No Longer Wishes to Pursue Partnership
Decision by: Unfield University
 September 2021

Scaled Service Level Recommendations
Informed by: MacPAC
Decision by: MacPAC, Support by consensus
 January 2022



Culture, Parks & Recreation Bond: Look Back at the Path to Progress

SCALE LOCATION FINANCE

First Likely Voter Poll Supports Project
Informed by: Voter Polling
Decision by: McMinnville Polled Voters
 May 2024

Adoption of PROS Plan
Informed by: DEIAC, City Staff, Community
Decision by: City Council
 June 2024

Proposed Operating Costs Presented
Informed by: Ballard*King, City Staff
 November 2024

McMinnville Water & Light Miller Property Selected
Informed by: MacPAC, City Staff, McMinnville Water & Light
Decision by: City Council, McMinnville Water & Light
 Signed by McMinnville Water & Light November 2024, Council Acted December 2024

Identified & Analyzed

From Property Taxes, Charge Fees, Charges, Transient Lodging Tax, General Sales Tax, Parks and Recreation District (not included), Public Agency Grants, Philanthropic Grants, etc. (not included)

Work Session Agenda

1. Financial history and context

- Debt and issuing bonds
- Cost estimates
- How we got here

2. Partnerships

3. Location

4. Phasing

5. Next steps

1. Financial History and Context

2. Partnerships

3. Location

4. Phasing

5. Next steps

Financial History and Context

Debt and issuing bonds

- **Timing of and information about the City's existing debt.**
- **How the timing and phasing of issuing bonds works**
- **How the bond issuance timing and amount translates to annual property taxes assessed**
- **Overview of current property taxes for McMinnville taxpayers**

Financial History and Context

Debt and issuing bonds

- Timing of and information about the City's existing debt.
- How the timing and phasing of issuing bonds works
- How the bond issuance timing and amount translates to annual property taxes assessed
- Overview of current property taxes for McMinnville taxpayers

April 8, 2025 Work Session

Financial History and context

**Any questions to add to the list for
April 8 – debt and issuing bonds?**

Financial History and Context

Cost Estimates Provide the cost estimates and decision-making history regarding building new or rehabilitating the existing structures.

Capital & maintenance cost estimates have informed the CPR project 3 times since 2019.

1. 2019 Facility Condition Assessments
2. 2020 Phase I Feasibility Study
3. 2022 MacPAC Report

Financial History and Context

Cost Estimates

1. **2019 Facility Condition Assessments** – looked at building systems, and building envelopes for all city buildings. Mapped out a 20 year plan, with cost estimate, for ongoing maintenance of existing systems and facilities.

Did not address ADA, seismic issues, program expansion, additions, growth.

Financial History and Context

Cost Estimates

2. **2020 Phase I Feasibility Study** – just looked at the Aquatic Center, Community Center and Senior Center.

Compared estimated costs to **renovate** which did address some ADA, building circulation, safety with **building new** (replacement with the same size and scale as the renovation).

Renovation did address *some* ADA, building circulation issues, some safety, access and security but did not include program expansion, location, parking.

Replacement = same size as renovation numbers but new construction.

Financial History and Context

Cost Estimates

3. **2022 MacPAC Report** – fixed or new systems, growth in programs, ADA, locational issues (lack of parking/safety). Cost estimates provided were for a new, modern recreation center, a new library, updates to the Senior Center.

Expanded, efficient, accessible, new construction for the rec center, new construction for the library, addition and update for the Sr. Center.

Financial History and Context

Cost Estimates

Cautions

- Each estimate served a very different purpose
- Each estimate was done at a different time, for different construction timelines
- Each estimate used different escalators
- Should be considered planning level estimates (like a 5 year budget forecast)
- Construction market has been more volatile in the last few years than historically

Financial History and Context

Cost Estimates

2019 FCA 20 yr maintenance budget/plan	
Aquatic Center	\$ 4,328,898
Community Center	\$ 6,710,954
Senior Center	\$ 1,612,197

- Used to inform overall city facilities conversation
- Used to inform Exec team capital budget conversation
- Knowing we had to do something, phase I feasibility study is funded

Financial History and Context

Cost Estimates

2020 Phase I Feasibility Study		
	Renovation	New
Aquatic Center	\$21,840,000	\$27,300,000
Community Center	\$35,750,000	\$39,325,000
Senior Center	\$2,112,500	\$5,915,000

- Used to inform City Council
- Council was presented with 3 options
- All said preference was to move forward with one new building

Financial History and Context

Cost Estimates

MacPAC	
Aquatic Center	\$111,000,000
Community Center	
Senior Center	\$3,500,000

- Used to shape potential GO bond
- Starting point for scaling
- Used for polling

Financial History and context

Any questions on cost estimates?

Financial History and Context

How Did We Get Here?

- **Oregon's property tax system doesn't grow at the same rate as inflation and is not scaled to community desired service levels**
- **Difficult budget decisions**
- **2008–2009 market crash**
- **2012 City budgets start to shift the way we budget for P&R bldg maintenance / reductions**
- **2013 Significant reductions in parks maintenance**

Financial History and Context

How Did We Get Here?

FY 2012/2013 budget reduced (already lean) P&R facility maintenance line items by 25–30%

Due to the city's current budget challenge, less preventative maintenance is planned; major unanticipated repairs will be covered through General Fund Operational Contingencies. (City's published budget approved by City Council)

Financial History and Context

How Did We Get Here?

FY 2013/2014 budget reduced in parks maintenance.

- Reduced litter removal, restroom cleaning, general park upkeep and vandalism reporting and repair**
- Park restrooms closed for winter**
- Irrigation systems shut down**
- Reduced or eliminated mulching, fall plantings, annual flowers, trail maintenance and playground cleanings**

Financial History and Context

Any questions on how we got here?

How do we make fee structures fair when residents are already paying property taxes, non-residents don't?

The Rec Center proposed operating budget presented to City Council in November 2024 includes a 25% discount for in city residents.

Did we look at all of the revenue options?

Funding/resources evaluated during phase I:

Property Taxes

Fees for services

System Development Charges

Transient Lodging Taxes

General Obligation Bond

Operating Levy

Creating a special district

Park Utility Fee

Public Agency & Philanthropic Grants

Donations

State and Federal Appropriations

Partnerships

In proposed operating budget

–Fees for Services

–Partnerships (long term rentals)

Other less certain options exist, but were not included due to uncertainty

–Naming rights

–Donation amounts

What is the cost to put a measure on the ballot?

For a November 2025 election:

A conservative estimate would be \$115,000 – \$125,000 depending on voter turnout.

The cost estimates for park construction and maintenance in the PROS Plan seem high.

- Construction cost estimates are in line with regional costs, estimated by a consulting firm.*
- Checked against our recent actuals*
- Maintenance estimates were checked against regional providers*

Finance History and Context?

Any questions?

1. Financial History and Context

2. Partnerships

3. Location

4. Phasing

5. Next steps

Partnerships

- P&R, Library – built on partnerships currently
- Project partners were listed & evaluated in phase I
- Staff message – we're ready to partner
- Formalizing partnerships (MOU's, etc)
- Timing challenge for commitment

Partnerships

Has Linfield been considered a partner?

- **P&R has a long history of partnering with work study/employees/volunteers from Linfield**
- **2021 MOU about the location**
- **Linfield did not renew MOU**
- **Participated in MacPAC**

Partnerships

Any questions about partnerships?

1. Financial History and Context
2. Partnerships
- 3. Location**
4. Phasing
5. Next steps

Rec Center Location

What about expanding the current pool?

- Came up in Phase I
- Site is already too small
- Parking is problematic, particularly during arthritis/older adult programming at the pool
- Developable area is 2.8 acres and currently has 35 trees

Rec Center Location

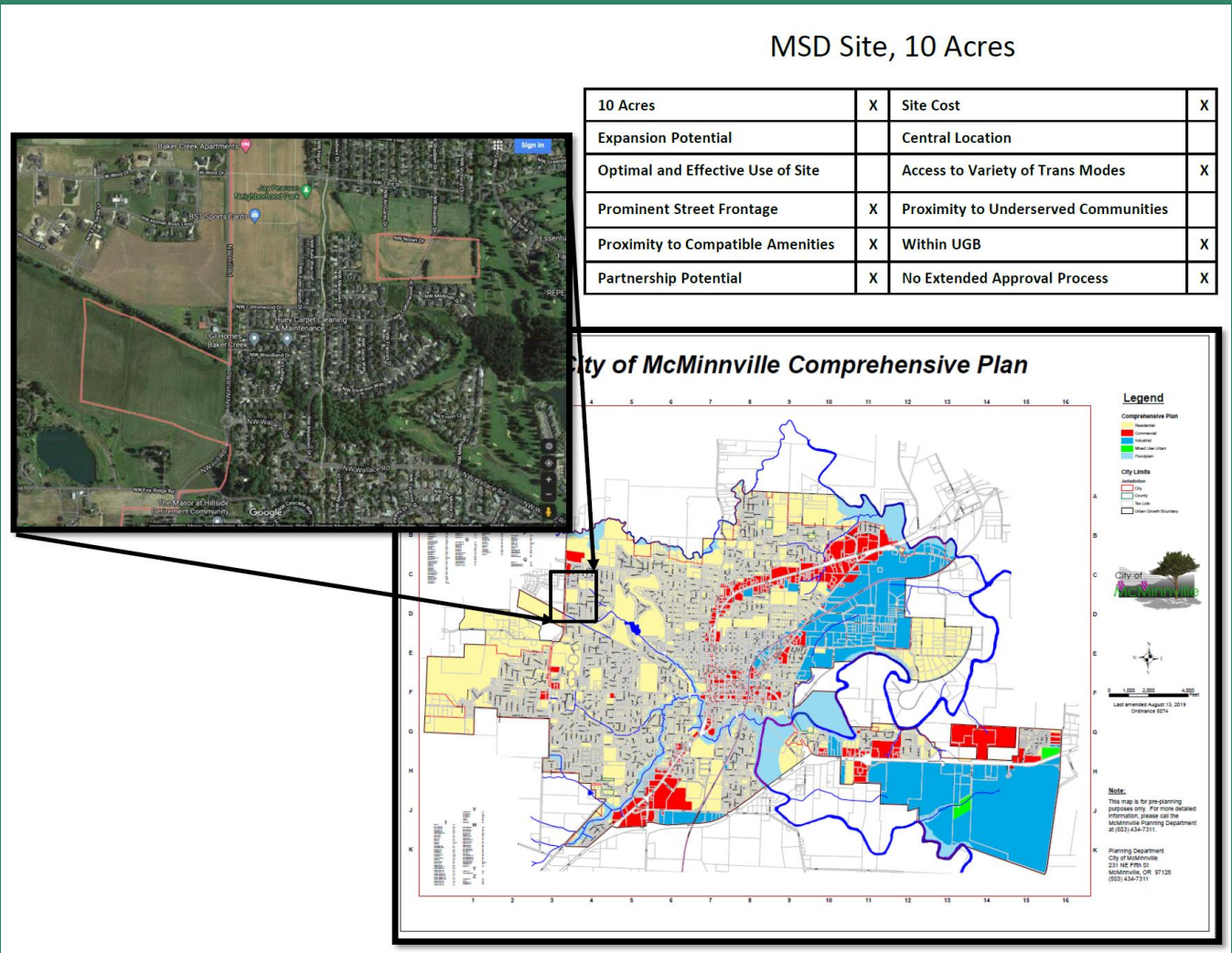
MacPAC adopted siting criteria

- Development Capacity (future expansion)
- Economic viability
- Stewardship of funding
- Supports inclusion and equity
- Regulatory issues

Rec Center Location

Site analysis

- 10 acre parcels
- 13 sites identified & analyzed
- Example of MacPAC's site analysis



Rec Center Location

- March 2021 Linfield & City enter into a memorandum of understanding (MOU)
- Sep. 2021 Linfield chose not to renew MOU
- Dec. 2024 Mac W&L and City enter into a memorandum of understanding. City Council then authorized Purchase and Sale Agreement – City has approximately 2 years to fund construction (potential 60 day extension).

Rec Center Location

Any questions about location?

1. Financial History and Context
2. Partnerships
3. Location
- 4. Phasing**
5. Next steps

Phasing/Scaling

Could include

- Smaller facilities with fewer amenities
- Building in phases (5 year, 10 year, etc.)
- Funding in phases (one bond, two bond, etc.)
- Borrowing in phases (April 8th)

Phasing/Scaling

Could include

MacPAC

- Smaller facilities with fewer amenities
- Building in phases (5 year, 10 year, etc.)
- Funding in phases (one bond, two bond, etc.)
- Borrowing in phases (April 8th)

Phasing/Scaling

MacPAC report includes 3 different options related to building amenities

- **Optimal**
- **Mid**
- **Base**
- **(Below Base)* CC/AC already here**

Phasing/Scaling

RECREATION/AQUATIC CENTER, SENIOR CENTER & LIBRARY

Next Steps

MACPAC LEVELS OF SERVICE

With consideration for the next steps, the MacPAC developed a range of levels of service for the Recreation/Aquatic Center, Library and Senior Center projects. The charts on this page and the following summarize the current facility condition and levels of service ranging from base to mid and optimal. This information will be a valued resource and referenced with additional planning work to refine and right size the facilities.

RECREATION/AQUATIC CENTER

	BELOW BASE (CURRENT)	BASE	MID	OPTIMAL
AQUATIC & REC CENTER(S)	Deteriorating AC & CC, not enough capital maintenance and building management funds, unprogrammable space which leads to lost revenue options, not accessible, space does not match current programming needs.	<p>OPTION 1 Keep AC & CC at current locations and current sizes.</p> <p>Repairs are made, deferred and ongoing maintenance is adequately funded. In addition, investments are made at both facilities to remove accessibility barriers. Both buildings would have a radical refresh and potential remodels to make space more programmable.</p> <p>OPTION 2 One new facility at either site analyzed for optimal scenario – replacing the same size and scale aquatic amenities as at the current aquatic center (Lap pool: 56'x25 yards; Warm water pool: 2,160 sq') and with the same size gym and two rooms similar to rooms 102 and 103 at the current Community Center.</p>	<p>New rec center, < 124,736 sq', scaled down from optimal level.</p> <ul style="list-style-type: none"> Indoor lap pool at 25 yards x 32 meter 4,000 sq' family pool with water play features (fountains, slides, etc.) Gym with one court Drop-in childwatch center After school/youth center 1/2 size gymnastics room Elevated walk/jog track Weight/cardio space Group exercise studio Multi-purpose room Catering kitchen One craft/classroom spaces Indoor playground 	<p>New approximately 124,736 sq' facility at Linfield University owned property or Mac W&L property (if not an outright property purchase from either party or if additional partners want to share the facility, the City will need to reevaluate the size of amenities included here). If other sites are reviewed, MacPAC's location criteria should be used to evaluate.</p> <p>NEW!</p> <ul style="list-style-type: none"> Gym with 2-courts Drop-in childwatch center Dedicated gymnastics room After school/youth center 50 meter x 25 yard lap pool with deep water and 12-13 lanes (in a separate room than rec pool) with seating for 500 6,000 sq', 4-6 lane indoor warm water family pool with water play features (fountains, slides, etc.) Diving boards, slides, climbing walls and/or swings in pool <p>IMPROVED</p> <ul style="list-style-type: none"> Elevated walk/jog track Weight/cardio space Group exercise studio Multi-purpose room Catering kitchen Two craft/classrooms Indoor playground
OUTDOOR AQUATICS OPTION 1	Splash at Discovery Meadows	Outdoor aquatics should be deferred like other outdoor amenities and included in the Parks and Open Space Master Plan process.		
OUTDOOR AQUATICS OPTION 2	Splash at Discovery Meadows	Outdoor 25 yard 6 lane lap pool with adjacent spray ground as part of either the current facility option above or the new facility option above.		

Phasing/Scaling – Rec Center

Base Level ↓

Mid Level

Optimal Level

OPTION 1

- Keep AC & CC at current locations and current sizes.
- Repairs are made, deferred and ongoing maintenance is adequately funded.
- Investments are made at both facilities to remove accessibility barriers.
- Both buildings would have a radical refresh and potential remodels to make space more programmable.

OPTION 2

- One new facility at new site
- Replacing the same size and scale aquatic amenities as at the current aquatic center
- Same size gym
- two rooms (rentals, classrooms, rec programming)

Phasing/Scaling – Rec Center

Base Level Level

Mid Level ↓

Optimal

- New rec center < 124,736 sq',
- Indoor lap pool at 25 yards x 32 meter
- 4,000 sq' family pool with water play features (fountains, slides, etc.)
- Gym with one court
- Drop-in childwatch center
- After school/youth center
- 1/2 size gymnastics room
- Elevated walk/jog track
- Weight/cardio space
- Group exercise studio
- Multi-purpose room
- Catering kitchen
- One craft/classroom spaces
- Indoor playground

Phasing/Scaling – Rec Center

Base Level Level	Mid Level	↓ Optimal
<ul style="list-style-type: none">• New rec center 125,000 sf• Gym with 2-courts• Drop-in childwatch center• Dedicated gymnastics room• After school/youth center• 50 meter x 25 yard lap pool with deep water and 12-13 lanes (in a separate room than rec pool) with seating for 500• 6,000 sq', 4-6 lane indoor warm water family pool with water play features (fountains, slides, etc.)• Diving boards, slides, climbing walls and/or swings in pool		

Phasing/Scaling

Any questions about phasing scaling?

Next Steps

- **April 8, 2025 work session**
- **Additional scenarios or options to bring back?**