EXHIBIT A

Bear Creek Greenway Management Plan 2017-2022

Table of Contents:

Bear Creek Greenway Background

Purpose and Need of Management Plan

Jurisdiction Boundaries

Routine Maintenance

- **Routine Maintenance Tasks**
- **Options to Accomplish Routine Maintenance**
  - **Cost Estimates**
  - **Staff Recommendation**

Major/Facility-wide Maintenance

- **Inspections & Trail Counters**
- **Bridge & Pavement Preservation Projects**
- **Pavement Repair Projects**
- **Unanticipated Repair Fund**

Facility-wide Improvements

- **Lighting Feasibility Study**

Staffing

- **JPC Staff**
- **Community Engagement & Volunteer Coordinator**

Operations

- **Greenway Ordinance**
- **Greenway Special Event Standards & Procedures**
- **General Greenway Permits**

Expenditures & Funding

Management & Oversight: Joint Powers Committee

Conclusion

Bear Creek Greenway Background

The Bear Creek Greenway is a currently 20-mile paved, multi-use trail that connects the cities of Ashland, Talent, Phoenix, Medford and Central Point. The Greenway is continuous from the Ashland Dog Park to the Dean Creek Frontage Road near the Seven Oaks Interchange on I-5, north of Central Point. The trail provides a separated route from cars, with only two at-grade road crossings. The trail parallels I-5, Highway 99 and Bear Creek and provides Rogue Valley residents and visitors to the area a close-in spot for bird watching and wildlife viewing, as well as exercise and general recreation.

There are benches along the trail as well as several city parks along the route that provide parking, restrooms, drinking water, and picnic tables. The Cities and County share responsibility for routine maintenance of the trail and work jointly to accomplish major maintenance and management of the Bear Creek Greenway.

The long-term goal is to extend the trail south through Ashland and on to Emigrant Lake, and to extend north to the tunnel at Kirtland Road, which provides the "golden spike" connection with the proposed 30-mile Rogue River Greenway trail, connecting to Gold Hill, Rogue River and Grants Pass.

The Bear Creek Greenway is the spine of the non-motorized transportation system in the Bear Creek Valley, providing people with an option to take trips by bike instead of by car. It provides our largest regional urban park through our most populated areas in Southern Oregon, providing a close to home place to connect with nature. It enhances the livability of the region and is often cited as an important amenity considered by people relocating to our area. An annual average of 250 trips per day are taken at any given point along the trail, making the trail as busy as many local streets and roads.

It truly is a gem that deserves the best continued care and investment possible.

Purpose & Need

The Bear Creek Greenway trail and the associated properties along the corridor represent over four decades worth of investment and labor and provide a tremendous asset to the Rogue Valley. Protecting this investment and providing the best possible maintenance and management of the resource is in the best interest of the health of our residents, our communities, and our watershed.

That being said, budgets and staff resources are limited, and investments need to be made strategically and implemented efficiently. In that light, the jurisdictions that manage the trail joined forces in 2008 and signed the Bear Creek Greenway Joint Powers Agreement (JPA), with the mission "to jointly provide for the consistent financial support, management, promotion and maintenance of the greenway." The JPA created a mechanism and set aside funding for staffing and major maintenance, and delineated responsibility boundaries for routine maintenance.

The concept for the JPA and the management and funding model was identified in the "Bear Creek Greenway Management Plan: 2005-2010," completed December of 2006 by the Rogue Valley Council of Governments. The plan also loosely identifies some management goals but doesn't specify projects or programs.

Like its predecessor, the Bear Creek Greenway Management Plan: 2017-2022 is intended to provide the background and framework for the Bear Creek Greenway Joint Powers Agreement. As such, this plan addresses the following:

- Jurisdiction boundaries: designates each city's and the county's responsibility for segments of trail
- Routine maintenance: designates desired level of service and analyzes opportunities for collaborating on routine maintenance efforts
- Major/facility wide maintenance: identifies specific projects that are needed to keep the pavement and bridges in good repair
- Facility wide improvements: identifies projects that are facility-wide in nature (i.e. signage, amenities, etc.)
- Staffing: identifies staff needs
- Funding: identifies funding levels for each jurisdiction based on total need identified, using a formula based on population and lane miles
- Operations: identifies special event standards and permitting, proposes changes to ordinance
- Implementation: provides a framework for the Joint Powers Committee

These elements provide a roadmap for the Greenway during the next five years that will guide maintenance, management and investments based on current needs, as well as identify roles and responsibilities for the jurisdictions.

Jurisdiction Boundaries

Under the Joint Powers Agreement, each city maintains the portions of the Bear Creek Greenway within their Urban Growth Boundaries (UGB) and the County maintains the areas outside of any UGB, with the exception of the City of Ashland, which maintains a portion of the trail parallel to their UGB.

It should be noted that trail corridor maintenance responsibility is based on jurisdiction boundaries not on property ownership. Issues outside of the 30' wide trail corridor are the responsibility of the property owner. Jurisdictions responsible for routine maintenance may want to complete projects outside of the 30' corridor and should check property ownership and consult with the property owner before doing so.

For this 2016 update, boundaries have been clearly identified and trail segment lengths measured, resulting in minor changes to the mileage. In addition, UGB's have been expanded in two areas resulting in changes to the Bear Creek Greenway jurisdiction boundary:

- Phoenix UGB expansion north of Fern Valley
- Central Point expansion north to the Blackwell Road/Highway 140 area

These revised boundaries add separate, discontinuous sections of management for Jackson County and Central Point, and also result in a very short segment for Jackson County north of Phoenix. If the current system of maintenance is retained, in areas such as these, jurisdictions should consider trading miles and/or compensating each other for work in their section to gain efficiencies.

2016 Bear Creek Greenway Management Responsibility Extents

Note: Total **Central Point trail mileage=2.25**; total **Jackson County trail mileage=5.25**.

Jurisdiction	Description	Approximate Mile Marker	Mileage (20 total)
Ashland	Dog Park to South Valley View	8.0-10.0	2.0
Jackson County	South Valley View to Welcome to Talent sign	10.0-11.5	1.5
Talent	Welcome to Talent sign to Suncrest Road	11.5-13.5	2.0
Jackson County	Suncrest Road to Anderson Creek (+1/8th of a mile)	13.5-15.25	1.75
Phoenix	Anderson Creek to .25-miles north of Fern Valley	15.25-16.75	1.5
Jackson County	.25-miles north of Fern Valley to Glenwood Road	16.75-17.25	.5
Medford	Glenwood Road to Table Rock Road	17.25-24.25	7.0
Central Point	Table Rock Road to Pine Street	24.25-25.5	1.25
Jackson County	Pine Street to Upton Road	25.5-27.0	1.5
Central Point	Upton Road to Dean Creek Road	27.0-28.0	1.0

Routine Maintenance

Routine maintenance refers to the day-to-day activities by staff, contractors/community justice crews, and volunteers to keep the trail clear and free of debris, vegetation and damage. It is a critical element of both real and perceived safety of trail users, and can help foster positive community perceptions of the trail; people are less likely to vandalize and far more likely to utilize a well-maintained trail.

The Bear Creek Greenway is not realizing its full potential for use and community support because there is a common perception, especially in certain areas, that the trail is not safe. In order for the trail to realize its full potential of serving the region as a transportation and recreation corridor, it is critically important that maintenance issues are addressed in a timely fashion. Currently, maintenance activities are not happening consistently- vegetation often grows onto the path, litter is sometimes left for weeks at a time before being removed, and vandalism and graffiti are not addressed in a timely fashion. Trail managers recognize that the level of service on the trail is not consistently as good as it could be.

As previously discussed, the current agreement gives each jurisdiction responsibility for routine maintenance and operations based on urban growth boundaries, effectively creating nine separate segments of trail (10 with the revised UGB extents). The jurisdictions have varying capacities to accomplish the variety of routine maintenance tasks and current level of service is variable between and even within jurisdictions. There is desire by the jurisdictions as well as by trail users for better consistency of level of maintenance along the entire trail.

It should also be noted that trail corridor maintenance responsibility is based on jurisdiction boundaries not on property ownership, but issues outside of the 30' wide trail corridor are typically seen as the responsibility of the property owner, not the maintenance jurisdiction.

The first task in the planning effort was to list the maintenance activities and goals for addressing complaints and/or issues on the trail. Knowing the desired level of maintenance, staff then considered alternative concepts for accomplishing the regular, routine maintenance on the trail and analyzed the costs for current activities and the proposed concepts. At the end of this section, a staff recommendation is given for consideration.

Routine Maintenance Tasks

The following *Regular Routine Maintenance Tasks* table was developed with jurisdiction staff from the county and the cities and gives a summary of regular, routine maintenance activities. The right-hand column depicts suggested guidelines not regulatory standards. This approach reflects the desire to have consistent goals and standards while allowing for flexibility to respect the varying demands and limitations of resources of jurisdictions.

Routine Maintenance Tasks

Regular Routine Maintenance Tasks	**Minimum frequency/timeline to address**
Routine inspections/address minor issues (vegetation, debris, litter, graffiti, reporting illegal camping, fill brochure holders, etc.)	Weekly
Remove "ladder fuel" type vegetation w/i 10x10x10 trail footprint (10' from each side of the trail and 10' tall)	As needed/within 10 business days of report
Remove puncturevine/goathead (w/i 30' trail/shoulder footprint)	As needed/within 10 business days of report
Remove litter	As needed/ASAP
Sweep/blow trail surface	As needed/within 10 business days of report
Refill brochure holders at kiosks (brochures provided by Bear Creek Greenway Foundation)	As needed/weekly
Non-Predictable Routine Maintenance Tasks	**Frequency/timeline to address**
Repair/remove graffiti	As needed/ within 1 week or as otherwise required
Remove dumping sites	As needed/Address within 1 week if possible
Repair vandalism, including to signage, benches, fencing, and other amenities	As needed/Address within 1 week if possible
Remove blocking vegetation	As needed/within 48 hours
Address drainage issues, wash-outs, flood damage, etc. These items can, and often do, fall into the category of major maintenance	As needed/Signs & cones placed within 48 hours; trail passable within 48 hours of water receding; repair shoulder rock, etc. within 10 business days
Routine Maintenance Tasks Conducted Periodically by Individual Jurisdictions	***NOT included in options for regular, routine maintenance***
Spray pre-emergent on shoulders & puncturevine/invasives as needed	*Utilized in the spring and as needed at other times by some jurisdictions*
Assess & remove hazard trees	*Annually*

Cost Estimates per Mile

Routine maintenance costs for multi-use paths vary widely based on method of staffing or contracting, level of service, and various other factors. Cost estimates from trail systems around the country range anywhere from $2,000-$40,000 per mile. The five cities and the County reported that they currently

spend an average of $4,000-$6,000 per mile annually for routine maintenance of the Bear Creek Greenway.

Options to Accomplish Regular Routine Maintenance

The current system where each jurisdiction maintains the sections within their UGB's creates inconsistencies between (and sometimes within) jurisdiction segments, and there is a lack of efficiency in maintaining short segments separately instead of addressing the trail as a whole. For those reasons, three options have been identified and analyzed for completing regular routine maintenance work on the trail.

When analyzing the three options, the assumptions were:

- Maintenance activities are limited to the 30' trail corridor- the 10' trail and 10' on either side. Larger-scale mowing or other vegetation work outside of that corridor is not considered.
- The cities will continue to mow lawn areas within the 30' footprint through manicured parks.
- The duties taken on jointly in Options B & C are assumed to be limited to the Regular Routine Maintenance Tasks and minor Non-Predictable Routine Maintenance Tasks that don't require a lot of time to address. The remaining maintenance work (non-predictable tasks, spraying if applicable, and hazard tree removal) would still be the responsibility of the maintenance jurisdiction.
- Any additional presence more frequent than identified would be completed by the responsible jurisdiction.
- Work would need to be funded separately by each jurisdiction or through major maintenance funds to bring the trail up to a baseline standard that could be maintained in the times and with the resources identified.

Option A- Remain the same (Jurisdictions responsible for all maintenance)

The first alternative considered is to continue with the current model of each jurisdiction maintaining the area for which they are responsible. As previously mentioned, this model presents some challenges in the way of consistency between and sometimes even within jurisdictions and is inefficient.

Option B- Community Justice Crew

Option B would be to hire Community Justice (CJ) crews to perform a portion of or all of the regular routine maintenance along the entire trail. Per previous experience and discussions with Community Justice Managers, once established, the CJ crew could perform the routine maintenance tasks to the desired level of service on the entire trail in an average of 12 days per month. CJ Crews cost $400 per day, the total annual cost would equal $57,600 or $2,880 per mile. This level of service would allow for biweekly inspections and work on the trail. Increasing the level of service to

a weekly presence could be accomplished by adding 4 more days to the month, for 16 total days per month, with a cost of $76,800 or $3,840 per mile. Jackson County would be responsible for monitoring the CJ Crew work and for payment to the program, and would invoice each of the other participating jurisdictions annually.

Option C- Full-time Greenway Park Worker

A full-time, regular, benefited Bear Creek Greenway Worker could be an option for accomplishing the routine maintenance duties on the trail. This person could also be a "Ranger" and have code enforcement abilities and serve as an enforcement/patrol presence. There would be times when additional workers would be needed to accomplish tasks like weed-eating, addressing puncturevine, addressing large trash issues, and major flood repair, but the person could likely complete many of the routine tasks on their own. The ranger could potentially coordinate the volunteer program.

Costs with benefits for a full time park ranger are estimated at $65,000 annually for staffing plus $20,000 for overhead for a total of $85,000 annually or $4,250 per mile. Rough estimates of additional crew work needed are approximately five days per quarter or 20 days annually for an additional $8,000 or $400 per mile. These crews could also conceivably be parks staff or volunteers.

Regular Routine Maintenance Options

Note: jurisdiction cost estimate includes all activities on the trail, not just those identified as regular, routine maintenance, while the costs for the CJ Crew and Greenway Worker only include costs for the items listed in the table as Regular Routine Maintenance Tasks.

Option	**Approximate Annual Costs (per mile)**	**Benefits**	**Drawbacks**
Jurisdiction (current)	$4,000-$6,000**	Jurisdiction ownership	Inconsistent Not cost-effective Several points of contact
CJ Crew	$2,880/mile $3,840/mile for weekly presence	Consistent and cost effective	Not as likely to foster staff ownership
Greenway Worker/Ranger	$4,250 Plus $400- extra help	Consistent One point of contact	More expensive than other options

Cost Implications
The table below shows what each jurisdiction would contribute for a maintenance program based on jurisdiction mileage. "Current Costs" are estimated based on $4,000 per mile, which is the lowest of the average reported costs of the jurisdictions, and provides the best comparison to the other options since the work will only encompass the regular, routine maintenance tasks.

Routine Maintenance Option Costs for Each Jurisdiction

Jurisdiction **(Cost per trail mile)**	**Mileage**	**Current Costs** **($4,000)**	**CJ Crew-Recommended** **($2,880)**	**Worker/Ranger** **($4,650)**
Ashland	2.0	$8,000	$5,760	$9,300
Jackson County	5.25	$21,000	$15,120	$24,413
Talent	2.0	$8,000	$5,760	$9,300
Phoenix	1.5	$6,000	$4,320	$6,975
Medford	7.0	$28,000	$20,160	$32,550
Central Point	2.25	$9,000	$6,480	$10,463

Recommendation
Staff and the Joint Powers Committee recommends a two year pilot program utilizing the Community Justice Crew "bi-weekly presence" option. This option is the least costly and it would help address the inconsistent level of service and be more efficient. The jurisdictions would be able to utilize their staff who are currently working on the Greenway for other activities and possibly save funds.

Jackson County JPC Staff will coordinate and manage the effort including invoicing the cities annually and providing monthly payments to the Community Justice program, as well as scheduling and monitoring the CJ Crew work. The County will develop a scope of work based on the regular routine maintenance tasks and CJ Crew leaders will monitor approximate time spent in each jurisdiction segment of trail and log it on all invoices.

To measure success, staff will conduct site visits and take photos and/or videos of the trail before the pilot begins in July of 2017 and at six month intervals. CJ Crew time commitment per each jurisdiction's segment(s) will be calculated at six month intervals as well, and surveys of jurisdiction staff and stakeholders will be conducted. A survey conducted by SOU students in November of 2016 could be replicated in 2017 or 2018 to gauge trail user satisfaction.

It is important to note that all of the jurisdictions do not need to participate in the pilot for it to be viable, but increased participation will result in better opportunities to monitor level of service and changes in efficiency and consistency throughout the entire 20-mile trail.

Major/Facility-wide Maintenance

Major maintenance typically refers to large-ticket projects that are mostly related to keeping the pavement and bridges in good repair, and which are most likely to be accomplished through contractors. These projects generate from root or water damage to the pavement, pavement reaching its life expectancy, and/or natural disasters such as flooding or earthquakes. Costs for repairs can't entirely be anticipated for natural disasters, but can often be anticipated and budgeted for in cases of pavement failure due to age and root damage. Major maintenance costs also include the costs for assessment of the trail condition and ongoing costs for trail counters.

Much has been accomplished in regards to major maintenance and paving in the eight years since the Joint Powers Agreement was signed. Three sections of trail, nearly seven miles, were entirely reconstructed. A root test-plot project that included several repair options for root-heaved trail was installed, signage including map kiosks and directional signs have been installed, five trail counters are monitoring the use on the trail, and many other small repair projects have been completed.

Looking forward, work will continue to be required to keep the trail itself in a state of good repair. This section of the plan discusses pending projects for 2016/2017 which have already been approved for funding by the JPC but have not been completed yet including fog sealing, shouldering, grant match, bridge inspections and repairs, and trail counter licenses and batteries. It also identifies the major maintenance projects proposed on the Bear Creek Greenway for the 2017-2022 timeframe (highlighted in bold text). Cost estimates are based on the best information available and do not take inflation into account.

Inspections and Trail Counters

Part of the major maintenance program is inspection of the trail and bridges. The entire trail should be inspected annually to assess pavement condition by the Joint Powers staff or another qualified party, and all of the creek crossings should be inspected annually by County Bridge Crews or other qualified individuals. These inspections identify any immediate safety hazards that need to be addressed.

A more thorough inspection of the bridges by a certified bridge engineer should occur every five years, and staff should continue to consult with county and city experts to assess the 20-miles of pavement every five years. These inspections identify pavement maintenance needs on the trail.

Major maintenance funds include bridge inspection costs, which includes clearing around the bridges to allow access, and assumes staff continues the pavement inspections and reports.

Funds also include trail counter costs- the five trail counters transmit data via cell phone service, which is $2,100 annually, and need new batteries every other year ($500 total cost).

Bridge Inspections & Brushing: $14,000

$2,000 annually (4 years) for County Crews and CJ Crew brushing work

$6,000 every 5 years for engineer inspection

Trail Counter Batteries & Transmission: $11,500

$500 every other year for batteries

$2,100 annually for license/data transmission

2016/2017 Trail Counter License & Batteries: $2,600
Total 5 Year Costs for Inspections & Counters: $25,500

Bridge Preservation Projects
All of the bridges along the Bear Creek Greenway were inspected by an engineer in the summer of 2015 and several issues were identified, the most significant issues are joint replacements for two bridges in order to smooth the transition between the trail and the bridge structure. The JPC has committed $5,000 to complete this work which will occur in 2016/2017.

The next structural bridge inspections scheduled for 2020 and/or any significant hydrological events may determine or result in additional bridge repair needs, and $10,000 will be set aside for bridge maintenance for the next five years.

2016/2017 Bridge Inspections & Repairs: $7,000
Bridge work (contingency fund): $10,000

Pavement Preservation Projects
Maintaining the asphalt on the trail includes fog sealing to protect the investment and prolong the life of the asphalt. Fog sealing and shouldering the trail as a whole as opposed to splitting it into jurisdictional boundaries is more efficient and cost effective, therefore these items should be coordinated for the trail and considered major maintenance.

Fog sealing is scheduled to take place in 2016/2017 as soon as weather permits on the newest sections of trail: South Valley View to Suncrest, Barnett to Biddle Loops, and Pine Street to the Dean Creek frontage road, totaling nearly 10 miles of trail, using a system recently adopted by the City of Medford Public Works. The Suncrest to Barnett section should be fog sealed using the County or similar materials and method. The remaining sections (Dog Park to Valley View and Biddle to Pine) will not be fog sealed in 2016 because there are other projects recommended.

Approximately $40,000 of funds will be expended for the fog sealing effort in 2017 under the current agreement. The fog seal will not need to be reapplied until 2022, following the schedule of sealing every 6-8 years, so no costs are anticipated for the 2017-2022 timeline.

$60,000 has been approved by the Joint Powers Committee for shouldering work to be completed on the trail in 2016/2017. The work will address portions of trail with a 2” or greater drop, and the trail will likely need to be touched up in about 5 years, $10,000 is dedicated to that effort.

2016/2017 Shouldering: $60,000
2017-2022 Shouldering touch up: $10,000

Bridge contingency & Pavement Preservation Projects Total: $20,000

Pavement Repair Projects
The 2-mile segment from the Biddle Road Loops to Pine Street is now the oldest section of trail (built in 1996). It has very significant transverse cracking (which is not a safety issue, but is of concern) and also has some sections of longitudinal cracking (a significant safety issue), one significant slumped area and several areas of root heaves. The proposed repair for this section is to replace the longitudinal cracking and root heave issues with concrete, and to crack seal and slurry seal the remainder of the trail segment.

Biddle to Pine Street: $110,000

The slightly newer 2-mile segment of trail from the Ashland Dog Park to South Valley View Road (built in 1998) has similar issues that should be addressed, specifically the areas with longitudinal cracking and root heaves.

Ashland Dog Park to South Valley View: $180,000

There are many sections of trail that are damaged by root heaving, which will continue to be a maintenance issue. Staff has identified and mapped several "spot repair" pavement needs on the Bear Creek Greenway and tiered them into short term (0-5 years) and long term (5-10 years) categories based on height and location of heaves on the pavement, taller bumps on shady curves on the trail being the most urgent to repair. The repair type is suggested based on the information learned from the root repair test plot project and other efforts since.

Staff identified 10-15 short-term repair plots totaling roughly 1,300' that need to be repaired in the next five years, and several that should be ground away with the pavement grinder. Funds to complete the $165,000 project have been secured through the 2016 Recreational Trails Program utilizing $75,000 of JPA funds for match, and $10,000 should be committed towards grinding the remaining root heave issues not addressed by the RTP project.

Root Repair- remove & replace: $165,000 (FUNDED w/ 2016 RTP Grant- JPC Match $75,000 out of current JPA agreement)
Root Repair- grind: $10,000

Long term
When the Bear Creek Greenway Management Plan is updated in 2022, there will likely be additional root heaves on the trail that will need to be considered for repair. In addition, the 6.5-miles of trail between Suncrest Road and Barnett Road was constructed in the mid-2000's and will not likely need any major investment until 2025 or later but should be monitored, especially the transverse cracking in the ~.25-mile section just north of East Glenwood Road.

The newest sections (including the segments that were reconstructed in 2012) will not likely need major investment until 2035 or later. Spot issues will continue to arise and should be addressed as necessary.

Total Pavement Repair= $300,000

Unanticipated Costs: Repairs due to Natural Disasters or Unforeseen Issues
It is important to maintain a contingency fund to complete repairs on the trail that are needed as a result of natural disasters like floods and earthquakes. It should be noted that most costs to repair damage from a major event will likely be covered by FEMA, so this fund could be used as match for FEMA or for smaller event repairs.

Unanticipated Repair fund for Flood, Fire, Earthquake: $30,000

Major Maintenance 5-year costs:

Inspections & Trail Counters	$25,500
Pavement & Bridge Preservation	$20,000
Pavement Repair	$300,000
Unanticipated Repair Fund	$30,000
Total	**$375,000 (rounded)**

Facility-wide improvements

Considering the trail and the public land corridor as a whole rather than individual sections is important for elements such as signage and amenities, as well as for planning efforts like the RVCOG Greenway Vegetation Management Study, underway as of fall 2016. The JPC has discussed several ideas throughout the years and decided that the JPC funded vegetation management study and a proposed lighting study are the most important facility-wide considerations over the next five year horizon.

Lighting Feasibility Study

Along with improving routine maintenance, incorporating lighting on at least some sections of the trail has been identified by trail managers and trail users as a desired safety amenity. There are a lot of discussions and review that needs to take place in consideration of incorporating lighting including environmental and community concerns as well as costs of installation, power, and ongoing maintenance and operations. There are many options for type of lights and power sources and requests have also been made to trail managers to incorporate charging stations for electric wheelchairs.

The JPC agreed that further analysis is needed and a lighting feasibility study should be completed. The study will incorporate public input and will analyze opportunities and constraints in consideration of lighting on the Bear Creek Greenway.

2016/2017 Vegetation Management Plan: $20,000
Lighting Feasibility Study: $15,000

Other facility-wide improvements have been discussed but no further action has been proposed through this Management Plan effort. These items, including amenities (benches, trash receptacles, fountains, bike racks, bike fix-it stations, playgrounds, par courses/exercise areas, emergency phones, etc.), a parallel soft surface trail, and bike rental/bike share could be considered in future planning efforts.

Safety & Homelessness

There was also conversation around safety concerns and managing homelessness on the Bear Creek Greenway Corridor. Both of these issues warrant further discussion but were not in the purview of this particular plan. It is vital that conversations with trail managers, law enforcement and the community continue about how best to address the safety concerns. One model to consider is the Sunriver Police Department Bicycle Patrol, which consists of eight seasonal employees and eight community volunteers who patrol the trails of Sunriver to “ensure that Sunriver residents and many thousands of visitors enjoy their experience and exercise proper safety while riding, walking or running on the Sunriver pathways.” Trail managers and law enforcement should discuss this model for the Greenway.

Staffing

Jackson County, per the Joint Powers Agreement, currently provides 24 hours per week of staffing for the Bear Creek Greenway. Work includes several critical elements of greenway maintenance and operations management, as well as planning for trail extensions and improving the connections from communities to the trail. Jackson County will continue this work at this level of service in the future and also add work not previously identified in the JPA.

JPC staff duties per the JPA include:

- Coordinate JPC meetings- minimum quarterly schedule
- Update the Management Plan and Funding Table every 5 years
- Coordinate annual bridge inspections by County crews and 5 year inspections by certified engineers
- Conduct annual pavement assessment & make recommendations for annual priority schedule for major maintenance projects
- Coordinate annual/as needed meetings with maintenance staff
- Coordinate annual/as needed meetings with police, fire & EMS
- Coordinate annual/as needed meetings with natural resources stakeholders
- *Coordinate JPC grant applications***
- *Coordinate JPC projects***

***Costs for staff time for these items can be recovered per the agreement*

Additional tasks provided by County staff:

- Serve as central clearinghouse for trail questions & issues
    - Outreach to the public for trail closures, projects, etc.
    - Consultation and review special event permits for the BCG
- Coordinate the management and maintenance of the five trail counters
- Identify and support potential expansion projects: monitor funding programs, advocate for the Bear Creek/Rogue River Greenways and projects that connect to them
    - Liaison with Bear Creek and Rogue River Greenway Foundations

JPC Staffing Costs & Contributions

Under the 2008 agreement, the County provides an employee that staffs the Greenway for 24 hours per week and contributes $42,000 for labor costs and absorbs the overhead costs ($18,700) and each city contributes $2,600 annually toward the staff member. Total contributions for labor (not including overhead) are currently $55,000. Costs for labor for the position dedicated to the JPC have increased 20% and are now an estimated $66,000 annually for 24 hours/week. Cost increases are reflected in the revised annual contributions below.

Staffing Costs: $3,120 per City; County= $50,400 + Overhead (these are separate from the formula funds)

Community Engagement & Volunteer Coordinator

There is currently a lot of interest in the Adopt-a-Greenway and Greenway Host programs, but staff capacity to manage these programs is limited. To capitalize on the opportunities, Jackson County will hire a volunteer coordinator to recruit and manage volunteers and foster a robust Greenway Volunteer

program. The coordinator position will also help with existing events and develop other programs and events that focus on the Greenway and potentially raise revenue through events to offset the cost of the position. The coordinator will also help with regular, routine maintenance on the trail—the efforts of the volunteers may offset some of the maintenance costs for each jurisdiction.
This position has a great deal of potential to improve the community connection with the Bear Creek Greenway and help overcome the safety perception problems with the trail.

Costs with benefits for a half-time volunteer coordinator are an estimated $25,000 for salary/benefits and $15,000 for overhead (vehicle, computer, supplies) annually.

Community Engagement & Volunteer Coordinator tasks include:

- Recruiting, screening, training and managing volunteers (individuals and groups)
- Developing outreach materials including brochures and presentations, and updating the www.jacksoncounty.org/bearcreekgreenway website and Facebook page
- Tabling at events, especially related to the Bear Creek Greenway- providing participants information about the trail and about volunteering
- Hosting rides, walks, and other events on the trail

.5- FTE Community Engagement & Volunteer Coordinator: $40,000/year=$200,000

Operations

Ordinance Revision

There are several elements of the Bear Creek Greenway Ordinance that have been identified as needing clarification and/or updating. Jurisdiction staff should work together to discuss the following concerns and make revisions to the ordinance as necessary. It should be noted that each jurisdiction will need to go through their own individual process to update the ordinance and it is critical that the ordinance is consistent along the entire trail.

(1) Motorized vehicles: the current ordinance prohibits use of any motorized vehicles and doesn't give exception for motorized wheelchairs/mobility devices or electric-assist bicycles, both of which should be allowed on the trail (and be subject to the speed limit and other regulations). Consideration should be given to a permitting system to allow event organizers and others to use motorized vehicles on the trail, including education about proper driving on the trail.

(2) Trail closure at night: under the current ordinance, the trail closes between 10pm and 6am. Many of the signs say "sunrise to sunset," and regardless, many commuters use the trail outside of those hours. This may be something to revisit.

(3) Alcohol is currently prohibited within the Greenway with no permitting option, and is often requested for special events.

(4) Consideration may be given to incorporate other trails/trail extensions under the ordinance (i.e. Rogue River Greenway).

(5) Concessions: the current ordinance allows for concessions (fixed or mobile) and advertising if specifically permitted by the Greenway Authority or other appropriate local government authority. This doesn't necessarily need to be revisited but a system to alert the other jurisdictions should be put into place.

Event Standards & Procedures

As more and more event organizers look to the Bear Creek Greenway to host events it is important to implement a system where criteria and requirements are consistent and which incorporates all impacted jurisdictions into the review. The event demands on the trail are also an opportunity to recover some of the costs associated with events, there are significant impacts to the trail both from a maintenance standpoint and to other trail users on the trail during events, as well as staff time commitments to reviewing special event permits. Lastly, it is important to have a clearinghouse of events to avoid double-booking and over scheduling the trail.

Jackson County, through the Community Engagement & Volunteer Coordinator and JPC Staff, will be the clearinghouse of events and take in the applications for events on the Bear Creek Greenway. Event organizers anticipating 50 or more participants or charging registration fees will fill out an application and submit it to Jackson County Parks. Once the application is deemed complete, the County will notify any impacted jurisdictions and give them at least a week to comment. The County will then respond to the organizer with any additional criteria and issue the appropriate permit or agreement (based on event size and impact to the trail).

It's important to note that jurisdictions with street or park impacts will still have separate permitting processes and associated fees. Events on just one jurisdiction's section of trail may be processed exclusively by that jurisdiction's staff, but County staff should be notified in order to put the event on the BCG Event Calendar.

Fees to cover staff time for processing events will be incorporated based on the descriptions below. The guidelines are recommended as a starting point, with staff having the discretion to apply the permit criteria based on impacts to the trail and staff time needed. Note that any proposal for fees collected by Jackson County will need to go through Board of Commissioner Review and any proceeds from the fees would go towards the Bear Creek Greenway. Jurisdictions reviewing permits on their segments of trail are encouraged to require similar permits including charging the appropriate fees.

- Small events:
    - Less than 100 participants
    - Less than 5 miles on the trail
    - Permit is signed application
    - $50 application fee
- Medium events:
    - 100-300 participants
    - Between 5-10 miles on the trail
    - Permit is signed application or agreement (staff discretion based on impact)
    - $100 application fee
- Large events:
    - 300+ participants
    - 10+ miles on the trail
    - Permit is signed agreement
    - Fees minimum $250, maximum $500; $75 late fee

Applications must be submitted at least 30 days prior to the proposed event (60 days for large events) and Jackson County will review applications within 15 business days. Applications will be accepted up to one year in advance. Only one event should occur on any section of trail per day (multiple events can take place, but they have to occur at different areas of the trail), and events will be considered "reserved" when the permit or agreement is signed and fees have been paid. A master calendar will be kept by Jackson County on the Greenway website.

See the attached Bear Creek Greenway Special Event Permit Application.

Bear Creek Greenway Concession Permits

As previously mentioned, permits can be used for various activities on the Bear Creek Greenway including concessions, motor vehicle use, etc. Communication between jurisdictions is recommended whenever a special permit is issued on the trail, and consideration may be given for developing a Bear Creek Greenway-specific permit.

Funding

Total Expenditures

The total expenditures for all costs except routine maintenance and JPC staffing under this plan are estimated $610,000. Staff anticipates a beginning fund balance of $110,000 which leaves approximately $500,000, or $100,000 annually to fully fund the plan as proposed. This does not include the work mentioned previously which is already funded for the 2016/2017 timeframe ($205,000 for fog seal, shouldering, trail counters, RTP grant match, bridge inspections and repair, and the Vegetation Management Plan). The beginning fund balance of $110,000 is accurate assuming the work is completed by July 1, 2017.

Grant funds could be pursued and/or fundraising could occur through the new Community Outreach Coordinator for several elements of the Management Plan, thus reducing the money needed to implement the plan. Any unused portion after five years could be refunded to the jurisdictions or used as a starting fund balance for the 2023 plan.

2017-2022 Expenditures

Major Maintenance	$ 375,000.00
Facility Wide Improvements	$ 15,000.00
Volunteer Coordinator	$ 200,000.00
Contingency	$ 20,000.00
Total	**$ 610,000.00**
Beginning fund balance	$ 110,000.00
Total Needed	$ 500,000.00
Annual	**$ 100,000.00**

Major Maintenance Contributions

The current JPA divides the responsibility for funding the $67,000 annual major maintenance contribution using a formula based on lane miles of trail and population. Staff updated the lane miles and population data, the following table shows contributions weighted 90% based on population and 10% based on lane miles of trail.

Jurisdiction	% Trail Miles	% of Pop.	Annual Major Maintenance Fund Contribution	Annual BCG JPC Staffing Contribution	Total Annual Bear Creek Greenway Joint Powers Contribution
Ashland	10	10.60	$10,538	$ 3,120	$13,658
Talent	10	3.26	$3,931	$ 3,120	$7,051
Phoenix	7.5	2.38	$2,893	$ 3,120	$6,013
Medford	35	40.33	$39,797	$ 3,120	$42,917
Central Point	11.25	9.08	$9,298	$ 3,120	$12,418
Jackson County	26.25	34.35	$33,544	$ 50,400	$83,944
Total	100	100	$100,000	$ 66,000	$166,000

Management & Oversight

The Bear Creek Greenway Joint Powers Committee plays a critical role of oversight of the funds and projects supported through the Joint Powers Agreement and this Management Plan. Historically, the JPC has met approximately quarterly and has been comprised of a combination of jurisdiction staff and elected officials. The JPC Bylaws were based on the JPA and were adopted shortly after JPC formation in 2008.

This new Management Plan is much more prescriptive and should reduce the need for regular meetings, but it's important that the JPC stay engaged on the efforts. JPC Staff will coordinate an annual meeting and provide an annual report, and the JPC will review and approve an annual work plan for the next year. The JPC will also be convened as needed to make decisions about changing scope or budget of projects and/or to review revisions to the projects or programs in this Management Plan. New information and ideas should always be considered and changing direction from the Plan should be considered when appropriate and prudent. Because sometimes decisions are needed to be made in a timely fashion, email voting and conference calls should be an option for Joint Powers Committee decisions and meetings.

In order to eliminate the need for JPC approval on already approved projects, JPC staff will move forward with any work listed within this Management Plan scope as long as it is within 10% of the budget. Any project that significantly changes in scope or budget will be brought back to the JPC before proceeding.

Committee membership will include one voting member and one alternate from each jurisdiction- ideally one staff member and one elected or appointed official (i.e. a Parks and Recreation Commissioner or City Counselor). It's important that both elected officials and staff are engaged.

A Bear Creek Greenway Technical Working Group comprised of staff from each jurisdiction will meet approximately bimonthly to discuss greenway management. JPC staff will coordinate the meetings including scheduling time and location, building an agenda, and making sure notes are taken and sent out.

Conclusion

This Management Plan will help provide a road map for continued joint management and maintenance of the Bear Creek Greenway. The proposed plan will bring a new and greatly improved level of service to greenway maintenance through projects that will improve the trail itself and also to greenway management through the new Community Outreach & Volunteer Coordinator position. A survey through SOU is underway as of November of 2016 and if at all possible a follow up survey should be conducted in 3-4 years to measure success of the plan. Survey results and JPC input will be pertinent information to frame the next Bear Creek Greenway Management Plan- 2022-2027.