



Parks and Recreation Master Plan Update

October 2007

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I. Executive Summary

Purpose of this Plan

The Bloomington Parks and Recreation Master Plan Update is intended to help meet the needs of current and future residents by positioning Bloomington to build on the community's unique parks and recreation assets and identify new opportunities. The citizen driven plan establishes a clear direction to guide city staff, advisory committees, and elected officials in their efforts to enhance the community's parks and recreation programs, services and facilities.

Bloomington Parks & Recreation Mission Statement

Bloomington Parks and Recreation Department will provide essential services, facilities, and programs necessary for the positive development and wellbeing of the community through the provision of parks, greenways, trails, and recreational facilities while working in cooperation with other service providers in the community in order to maximize all available resources.

Philosophy and Objectives

The Bloomington Parks and Recreation Department reviews its philosophy and objectives through a comprehensive planning process. This process generally occurs in five year cycles.

Strategic Action Plan

In addition, the Department, with Park Board and public input, compiles a Strategic Action Plan that outlines the allocation of department resources on an annual basis for a period of generally one to three years, or up to five years. The Strategic Action Plan establishes measurable objectives with defined timelines and assigns staff members to be accountable for completing each objective. The Strategic Action Plan serves as a report card to the community, tracking department progress on specified objectives.

Brief History of Bloomington Parks and Recreation Department

The City Park Board, responsible for the acquisition, development, and maintenance of city park lands, held its first meeting on December 7, 1921. The Department of Recreation was formed in 1946. It was originally governed by the City Recreation Council, which consisted of the School Board, the Park Board, the Recreation Commission, and seven members at-large. In 1948, the governing body was changed and the Department was sponsored by the Board of Education, and the Board of Recreation. The Department of Parks and Recreation held its first meeting on June 26, 1952, bringing the efforts of the City Park Board and the Department of Recreation into one department. This structure serves the park and recreation needs of the City today.

Parks and Recreation Department Overview

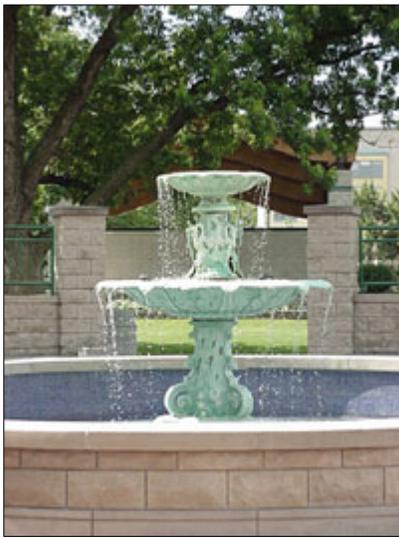
Bloomington Parks and Recreation is a department of the City of Bloomington and receives funding authorized by the Common Council through budget appropriations. Additional funding is provided through fees charged for specific programs and services and through grant funds. Additionally, the Bloomington Parks and Recreation Foundation provides funds through donations and bequests that enhance department programs, services, and projects. Through these means parks and recreation programs and services are provided



and maintained for the citizens of Bloomington.

The Department is known for the quality and variety of its park and recreation services, not only by the community but nationally, as a six time NRPA Gold Medal Finalist and Gold Medal Award winner in 2007. The Department provides an extensive number of services, in comparison to other communities of its size, and impressively does this on a very tight budget.

The Department provides services through three different divisions: Operations and Development, Recreation Services, and Sports Services. Bloomington Parks and Recreation Department (BPRD), as indicated by the community survey results, is recognized as the primary recreation provider in the area. For both youth and adult recreation activities, residents use BRPD activities more than any other provider.



Community Profile

Service Area and Population

The primary service area for this analysis is Bloomington, Indiana. According to the Bloomington/Monroe County Convention and Visitors Bureau Bloomington, Indiana (population 72,032) is largely known as the home to Indiana University. Nestled in the wooded hills of southern Indiana, Bloomington is a one hour drive from Indianapolis, the State Capital. Bloomington's location and natural beauty make it a likely place for many types of outdoor recreation. Home to the state's largest inland lake, only national forest, and a variety of city and county parks, the Bloomington area provides opportunities for hiking, fishing, boating, biking, golfing, and more. The area is also host to a variety of recreational and cultural programs and events.

All auxiliary information for this report such as population makeup and projections, income, race, educational attainment, age, gender was derived from ESRI Business Information Solutions for Bloomington, Indiana. Current and future population projections were obtained from the ESRI Business Information Solutions.

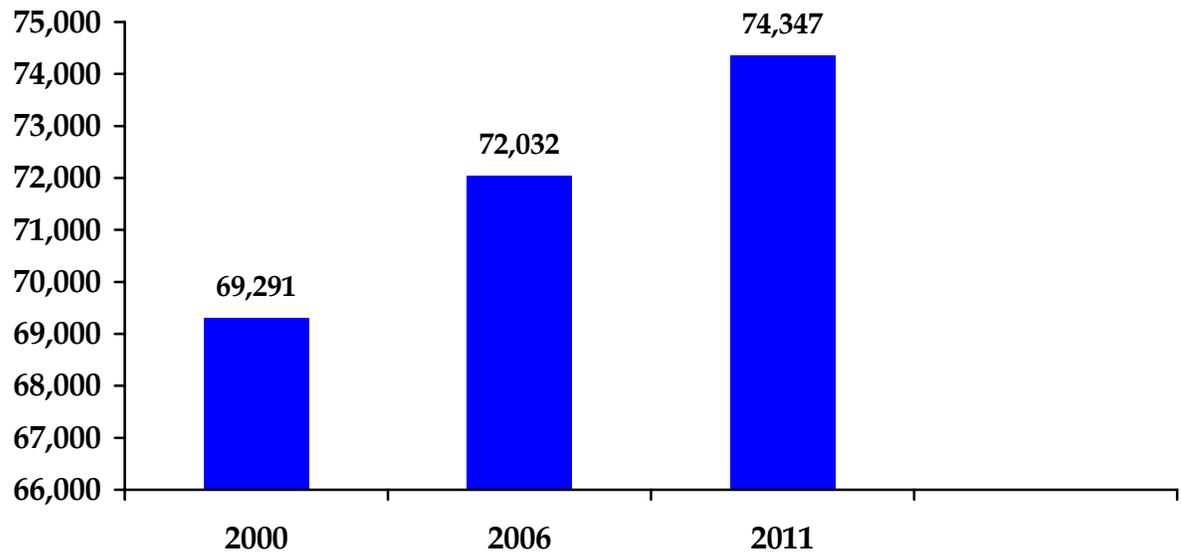
Population Forecasts

Although one can never know the future with certainty, it is helpful to make assumptions about it for economic reasons. The population of Bloomington is forecasted to experience a slow rate of growth from 72,032 in 2006 to 74,347 in 2011, at a rate of .63% annually.

Figure 1 shows population estimates and projected population growth.



Figure 1: Population Growth 2000 to 2011 Projections



Source: ESRI Business Information Solutions

Related Planning Efforts and Integration

The City of Bloomington has undertaken several planning efforts in recent years that have helped inform the planning process for this Parks and Recreation Master Plan Update.

These plans and studies include:

- Citizen Attitude and Interest Survey (April of 2006)
- 50 and Older Citizen Survey (February of 2006)
- City of Bloomington Strategic Action Plan (2003-2007)
- Alternative Transportation & Greenways System Plan (2001)
- Bloomington Parks and Recreation Administrative Policy Manual (2003)

Methodology of this Planning Process

This project has been guided by a project team, made up of city staff and the Board of Park Commissioners. This team provided input to the GreenPlay consulting team throughout the planning process. This collaborative effort creates a plan that fully utilizes the consultant's expertise and incorporates the local knowledge and institutional history that only community members can provide. The project consisted of the following tasks:

Needs Assessment and Public Involvement

- Review of previous planning efforts, city historical information, and two recent statistically valid community interest and opinion surveys.
- Consideration of the profile of the community and demographics, including anticipated population growth.
- Extensive community involvement effort including focus groups, meetings with key stakeholders, community-wide public meetings.
- Identification of alternative providers of recreation services to provide insight regarding the market opportunities in the area for potential new facilities and services.



- Research of trends and statistics related to American lifestyles to help guide the efforts of programming staff.

Level of Service Analysis

- Interviews with staff to provide information about parks and recreation facilities and services, along with insight regarding the current practices and experiences of the City in serving its residents and visitors.
- Analysis addressing recreation, parks, and related services

Inventory

- Inventory of parks and facilities using existing mapping, staff interviews, and on-site visits to verify amenities and assess the condition of the facilities and surrounding areas.

Assessment and Analysis

- Review and assessment of relevant plans
- Organizational SWOT Analysis
- Measurement of the current delivery of service using the GRASP® Level of Service Analysis and allowing for a target level of service to be determined that is both feasible and aligned with the desires of citizens as expressed through the citizen survey. This analysis is also represented graphically in GRASP® Perspectives.
- Exploration of finance and funding mechanisms to support development and sustainability of the system

Recommendations: Goals, Objectives, and Action Plan

- Identification and categorization of recommendations into themes with goals, objectives, and an action plan for implementation.
- Development of an action plan for capital improvements including cost, funding source potentials, and timeframe to support the implementation of the plan.

Timeline for Completing the Master Plan

- Start-up (January 2007)
- Needs Assessment and Public Involvement (February - May 2007)
- Inventory and Assessment of Existing Facilities (January - June 2007)
- Findings Compilation Report (June 2007)
- Standards and Recommendations (March - August 2007)
- Financial Resource Analysis (April - September 2007)
- Recommendations and Action Plans (June - August 2007)
- Final Plan and Presentation (September 2007)

Community Outreach

As part of this planning effort, a complete parks, recreation, open space and trails needs assessment was conducted. Activities included: obtaining community input through focus groups, stakeholders meetings, and community wide public meetings; creating an in-depth profile of demographics of the Oregon City area; and examining national and local recreational trends.



Over 100 community members participated in five citizen focus groups, six stakeholder interviews, and a public forum between February 19th and February 23rd, 2007. Participants represented a wide variety of community interests including park and recreation users, parents of children that participate in city programs, concerned residents, business representatives, partnering organizations, and the Bloomington Park and Recreation Department staff. The consultants facilitated the discussion and led the participants through a series of 20 questions to gain input on a broad range of issues about or affecting the City.

The City of Bloomington conducted a Community Attitude and Interest Survey during November and December of 2006 to help establish priorities for the future development of parks and recreation facilities, programs, and services within the community. The survey was designed to obtain statistically valid results from households throughout the City of Bloomington and surrounding Monroe County. The survey was administered by a combination of mail and phone.

Leisure Vision, a survey firm that specializes in parks and recreation, worked with Bloomington city officials in the development of the survey questionnaire. This work allowed the survey to be tailored to issues of strategic importance to effectively plan the future system.

In November 2006, surveys were mailed to a random sample of 2,500 households in the City of Bloomington and Monroe County. Approximately three days after the surveys were mailed each household that received a survey also received an electronic voice message encouraging them to complete the survey. In addition, about two weeks after the surveys were mailed Leisure Vision began contacting households by phone, either to encourage completion of the mailed survey or to administer the survey by phone.

The goal was to obtain a total of, at least, 600 completed surveys. This goal was exceeded, with a total of 611 surveys having been completed. The results of the random sample of 611 households have a 95% level of confidence with a precision of at least +/- 4%.

Key Findings of the Community Attitude and Interest Survey

Parks and Facility Use and Ratings

- Eighty-eight percent of respondent households have used at least one of Bloomington's 21 parks during the past 12 months. Of the 88% of respondents that have visited parks during the past year, 96% rated the physical condition of all the parks they have visited as either excellent (39%) or good (55%).
- Based on the sum of their top three choices, the parks that respondent households have visited most often are: Bryan Park (70%), Cascades Park (39%), and Griffy Lake Nature Park (24%).
- Based on the sum of their top three choices, the facilities that respondent households have used the most are: Clear Creek Trail (29%), Bryan Park Pool (27%), and Bloomington Rail Trail (26%).



- Three of the 17 facilities had at least 50% of respondents rate their condition as excellent: Clear Creek Trail (71%), Community Gardens (52%), and Winslow Sports Park (50%). It should also be noted that all 17 facilities had over 70% of respondents rate them as being either excellent or good.
- Not knowing what is being offered (19%) is the reason preventing the highest percentage of respondent households from using parks, recreation and sports facilities or programs more often. The other most frequently mentioned reasons include: too far from their residence (18%), not knowing the location of the facilities (14%), and the fees were too high (13%).

Programs

- Twenty-nine percent (29%) of respondent households have participated in programs offered by the City of Bloomington Parks and Recreation Department during the past year, which is equivalent to the national average of 29%.
- Of the 29% of respondents that have participated in Bloomington Parks and Recreation Department programs during the past 12 months, 93% rated the programs as excellent (45%) or good (48%), compared to the national average of 87%.

Community Needs

- From the list of 26 parks and recreation facilities, respondent households felt that the following facilities met their needs 75-100%: adult softball fields (85%), playground equipment (85%), the golf course (82%), and large community parks (79%).
- The top four park and recreation facilities that are rated as only meeting respondent's needs at 50% or less include: indoor fitness and exercise facilities, indoor running/walking track, indoor swimming/leisure pool, and green space and natural areas.
- Based on the sum of their top four choices, the facilities that respondents rated as the most important are: walking and biking trails (51%), small neighborhood parks (28%), nature center and trails (25%), greenspace and natural areas (20%), and large community parks (20%).
- From the list of 23 sports and recreation programs, respondent households felt that the following programs met their needs 75-100%: the Farmers Market (92%), youth sports programs (69%), special events (55%), and adult sports programs (65%).
- The top four sports and recreation programs that are rated as only meeting respondent's needs at 50% or less include adult fitness and wellness programs, special events, water fitness, and nature/environmental programs.
- Based on the sum of their top four choices, the programs that respondents rated as the most important are: Farmers' Market (46%), special events (27%), adult fitness and wellness programs (21%), and nature/environmental programs (16%).



Financial Support

- Respondents indicated they would allocate \$31 out of every \$100 to the improvements/maintenance of existing parks, playgrounds, and recreation facilities. The remaining \$69 were allocated as follows: development of new indoor facilities (\$25), acquisition and development of walking and biking trails (\$21), acquisition of new park land and open space (\$14), construction of new sports fields (\$6), and \$3 to “other.”
- Fifty-seven percent (57%) of respondents are either very willing (23%) or somewhat willing (34%) to pay some increase in taxes to fund the types of parks, trails, recreation and sports facilities that are most important to their household.



Conclusions

It is evident that the Bloomington community highly uses and is extremely satisfied with the city’s parks. This is illustrated by the fact that 93% of respondents rated the condition of the parks as “good” or “excellent,” compared to the national average of 87%. However, it is apparent that the satisfaction levels with the City’s indoor facilities do not compare and could be greatly improved.

Facilities like Frank Southern Ice Arena, Allison-Jukebox Community Center, Banneker Community Center, Bloomington Adult Community Center and Mills Outdoor Pool had 18-27% rating their condition as “poor.” This indicates that the City has opportunities to increase the level of service by making improvements to indoor facilities.

The Bloomington residents are very well informed about the City’s parks and recreation programs. For example, 65% learn about activities from the program guide, and 22% from the City website, compared to the national average of 8%.

The community has a strong need for park and recreation facilities, the community’s highest needs are for walking and biking trails, small neighborhood parks, nature centers, and green space/natural areas. Those facilities stated as the highest needs are generally being met; it is facilities such as indoor fitness and exercise, indoor running/walking track, indoor lap lanes, and indoor swimming/leisure pool that are not being met.

In regard to recreation programs, the community has a wide range of interests and needs. Those programs for which the community has the highest needs are the Farmers’ Market, special events, adult fitness and wellness, and nature/environmental programs. It is interesting to note that the top areas where needs are not being met include adult fitness and wellness, special events, water fitness, and nature/environmental programs.



In developing new facilities, the survey results illustrate that the City should continue to focus on developing neighborhood parks, trails, and indoor recreation facilities, as funds are available. However, as expressed by the survey, it is most important that the City improve and maintain its existing facilities. A majority of residents (57%) are very or somewhat willing to financially support these improvements through an increase of taxes, which should be taken into consideration for future planning and developments.

Areas of Focus for Bloomington

Traditional and Alternative Funding

The City of Bloomington has many aging park and recreation facilities in need of renovations and repairs, and in some cases the City may need to build new facilities. With the recent reductions in the Parks and Recreation Department's budget (\$1.1 million in 2004) there is great need to regain funding allocations and establish new and significant funding sources.

The Department will not be able to initiate another bond process until 2016 and dependency on future grants is unreliable. Trends in recent federal grant awards are primarily for the development of trails, with very little funding allocated for building new facilities or renovating existing ones. Bloomington's needs are to renovate existing and/or consider constructing new indoor facilities.

In addition to regaining traditional funding, it will be important for the Department to actively seek monies from alternative funding sources. The Department will need to continue its efforts to obtain grants, donations, and sponsorships in order to provide for the sustainability of the agency. The City's highest priority for implementing this Master Plan will have to be identifying and obtaining ways to invest in and fund desired and expected quality of life amenities.

Pricing and Cost Recovery

It is important for the Department to develop a philosophy for resource allocation, cost recovery, and resultant pricing and fees that reflect the values of the community and the responsibility the City has to the community. This method is invaluable for making tough resource allocation decisions, and creating pricing and cost recovery strategies. These strategies need to be equitable, defensible, and implementable at all levels, and should be based on the value of the services to the community, not just a comparative evaluation of what has been done before or what others are doing. This philosophy will be very important to providing for the sustainability of the Department.



Increase Partnerships and Collaborations



The Bloomington Parks and Recreation Department has experienced significant budget reductions and due to its current funding cannot be everything to everyone. The Department has done a great job partnering with community organizations and nonprofits to provide services and minimize duplication of efforts. It will be extremely important that the Department continue its philosophy of communication and partnerships with other service providers. Throughout the public input

process, it was stressed that the Department should work to compliment other community organizations and fill the gaps where needs are not being met.

It cannot be emphasized enough the value and benefit of existing and potential partnerships to the community. Collaborations within the community between local governmental agencies such as the Bloomington Parks and Recreation Department and School Districts, Universities, private sector, nonprofit organizations, etc. are the most efficient method of delivering quality services. Each entity has strengths and/or niches to offer to the partnership that can be utilized effectively and without duplication.

There is an increasingly successful trend for Park and Recreation Departments to partner with schools on adjacent land so indoor and outdoor amenities can be shared for usage, capital expenditure, operational costs, scheduling, etc. and each partner increases their value and benefits more efficiently. There is also a growing trend for Parks and Recreation Departments to acquire existing facilities that the private sector built and operated but couldn't generate enough income to stay in business. Typically the cost of the acquisition is much less than planning, designing, and building a new facility. BPRD should research opportunities to implement these trends in the future to increase the Level Of Service within the community. Partnering should continue to be a major focus of the BPRD now and in the future to ensure the quality level of service the community of Bloomington supports and expects.

Capital Improvement Priorities

Focus group participants, staff, and survey respondents all shared major concerns about the age and condition of Bloomington's indoor recreation facilities, as well as improvements needed to some of the neighborhood parks and athletic fields. Indoor facilities such as the Frank Southern Ice Arena, Alison-Jukebox Community Center, Banneker Community Center, and Bloomington Adult Community Center (BACC) are in need of major renovations or new buildings that are more functional for the activities and programs conducted in them.

Some of the types of recreation facilities that were identified by the community as desired for development include indoor programming spaces such as a walking/jogging track, weight/cardiovascular equipment, aerobics/fitness, and a leisure pool. The community also expressed a high need for the development of outdoor facilities including walking and biking trails, small neighborhood parks, natural areas, and additional skateboarding facilities.



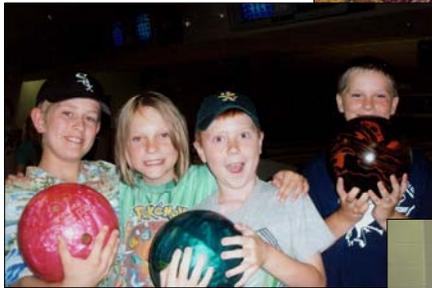
It will be extremely important to prioritize these capital improvements and allocate funding to address these facility needs which most largely contribute to Bloomington's quality of life.

Recreation Programming and Special Events

Bloomington residents have a high need for youth and adult recreation programming, as well as special events, and the Farmers' Market. These activities contribute strongly to the high quality of life that residents have come to expect. Citizens identified that it is important to continue the wide variety of special events, movies in the park, lunch with the arts, concerts, and holiday related events to name a few. With limited resources, identifying the core services of the Department will be important to maintaining its high quality of programming.

Marketing and Communications

The Department has done a tremendous job of promoting the wide variety and high number of programs and facilities that it provides, despite decreases in marketing dollars over the past three years. In addition, the Department and community organizations provide so many activities and services for the community it is difficult for residents to keep track of all that is offered to them. Given these challenges, the Department must find additional creative means and mediums to continue to increase the public's knowledge of the recreation programs and services that the Department is providing.



Recommendations and Action Plans

Goal 1: MAXIMIZE THE PLANNING EFFORT

First Steps

Objective: Incorporate the action items of this plan into the City's annual work plans to achieve the recommendations of this plan and to enhance effectiveness of staff effort.

Strategies:

- Recommendation to City Council by Parks Board for adoption and implementation of the Parks and Recreation Comprehensive Plan.
- Assign responsibility and time frame, and allocate resources necessary to complete each action identified in annual work plans.
- Coordinate Comprehensive Plan recommendations with other City Departments including the Planning Department.

Objective: Assure that all levels of staff are informed of and are set up to work together to implement the recommendations and strategies of the plan.

Strategies:

- Inform all levels of staff of the direction of the Plan, allow for staff input, encourage buy-in, and encourage input from all staff members.
- Provide cross-departmental staff teams/team members, as appropriate, with education development opportunities, necessary equipment, and supplies.

Goal 2: INCREASE TRADITIONAL AND ALTERNATIVE FUNDING SOURCES

Objective: Investigate Potential Traditional Funding Opportunities

The City has the ability to use these mechanisms to enhance the quality of life in Bloomington and expand recreation, park, open space, trails, programs, and services to the community. The survey indicated that fifty-seven percent (57%) of respondents are either very willing (23%) or somewhat willing (34%) to pay some increase in taxes to fund the types of parks, trails, recreation and sports facilities that are most important to their household.

Strategies:

- Work with the City's Administration to sustain adequate operating and maintenance funding to parks and recreation in order to sustain the level of service currently provided to the community and to avoid compounded maintenance and renovation costs.
- Reduce or eliminate the use of non-reverting funds for major capital improvement projects.
- Work with the City's Administration to sustain an adequate capital replacement fund for parks and recreation to be utilized as needed to upgrade and/or replace capital items.



- Work with residents and partners to establish additional revenue through a combination of the following sources to implement the recommendations of the Comprehensive Plan.
 - Allocation of existing City funds
 - Strategic Partnerships
 - Alternative Funding
 - Fees and Charges
 - Property and other Tax sources
 - Grants
 - Investigate support for an education campaign for a ballot initiative to pass a tax increase or bond referendum (in 2016) for future capital improvements.
 - Investigate the capital asset sales potential associated with selling the Bloomington Adult Community Center (BACC) and relocating the existing programs. (See *Goal 7*)
 - Utilize the revenue for renovation of an existing community facility or construction of a new multi-generational indoor community center facility.
 - Offset new building operation costs through leasing space and/or partnering with other community services agencies to share the cost of operating the facility.

Objective: Pursue Alternative Funding to Implement Recommendations from the Comprehensive Plan

Alternative funding methods may be instrumental in order to continue to operate the City’s recreation programs and facilities at the level of service expected by the community. Continuing and expanding the allocation of resources to pursue alternative funding should be considered an investment in the future.

Strategies:

- Identify opportunities to increase community support and revenue opportunities such as grants, partnerships, sponsorships, volunteers and earned income (see *Appendix IX* for Alternative Funding Resources).
- Investigate the possibility of utilizing volunteer efforts or nominally paid students to apply for such funding (i.e. - SPEA Nonprofit Management Program or a retired Bloomington resident).
- Study the possibility of instituting a new Parks Impact Fee on new development and re-development, based on the relevant state law and a community-wide geographic LOS analysis of Parks facilities and services.
- Develop a “Capital Needs List” to identify philanthropic opportunities that align with these needs. Once identified, aggressively apply for grant funding (i.e. - cemetery operations funding through a historic organization.)
- Evaluate and update the existing Sponsorship agreement (see Sample Sponsorship Policy in *Appendix IV*) with equity agreements on an annual basis.
- Create an annual Sponsorship Manual listing all the opportunities for the year and distribute within the community in a menu format that creates a sense of urgency within the business community.



- Continue to increase the visibility and efforts of the Bloomington Community Park and Recreation Foundation to facilitate the receipt of grant funds and other fundraising activities, some of these might include:
 - Create an Annual Fund Program that identifies and creates a relationship with donors that will give to the organization on an annual basis.
 - Utilize a general direct mail campaign, with clear and consistent slogans for each type of funding it provides.
 - Propose different types of charitable giving to potential major donors including, monetary gifts, planned giving, bequests, or annuities.
 - Conduct an annual sponsor, donor event to thank those that donate to the Parks Foundation or parks department.
- Consider revising the existing Naming Rights Policy for parks, facilities, rooms, courts, trails etc. to capture additional revenue by selling naming rights.
- Establish additional partnerships to increasing funding and to gain in-kind donations of time and money (see *Goal 4* for additional information).

Goal 3: EVALUATE PRICING AND COST RECOVERY

Objective: Modify the Cost Recovery Philosophy and Policy

It is important for the Department to modify the **Pricing and Cost Recovery Philosophy** that reflects the values of the community and the responsibility it has to the community. This philosophy will be especially important if the Department moves forward in the development of new programs, additional and/or expanded facilities, and as it strives for sustainability and determines how much it is willing to subsidize operations.

One means of accomplishing this goal is by applying the **Pyramid Methodology**. This methodology develops and implements a refined cost recovery philosophy and pricing policy based on current “best practices” as determined by the mission of the agency and the program’s benefit to the community and/or individual.

Critical to this philosophical undertaking is the support and understanding of elected officials and ultimately citizens. Whether or not significant changes are called for, the agency wants to be certain that it is philosophically aligned with its residents. The development of the core services and cost recovery philosophy and policy is built on a very logical foundation, using the understanding of who is benefiting from a parks, recreation, and natural resources service to determine how the costs for that service should be paid. For an overview of the Pyramid Methodology, please review the contents in *Appendix VIII*.

Strategies:

- Develop ongoing systems that help measure cost recovery goals and anticipate potential pitfalls utilizing the following points:
 - Evaluate current revenue streams and their sustainability.
 - Track all expenses and revenues for all programs, facilities, and services to understand their contribution to overall department costs recovery.
 - Specifically analyze the costs associated with the delivery of all services.



- Analyze who is benefiting from programs, facilities, and services and to what degree they should be subsidized.
- Consider the benefits of modifying the resident and non-resident fee system. Consider creating a resident discount with non-residents paying market rate for a marketable method of implementation.
- Consider eliminating membership fees to the Bloomington Adult Community Center (BACC) to spur an increase in participation.
- Fees for certain programs should acknowledge the full cost of each program (those direct and indirect costs associated with program delivery) and where the program fits on the scale of who benefits from the program of service to determine appropriate cost recovery target.
- Review and increase pricing structure to include the annual rate of inflation and rising commodity prices.
 - Define direct costs as those that are typically costs that exist purely because of the program and change with the program.
 - Define indirect costs as those that are typically costs that would exist anyway (like full time staff, utilities, administration, debt service, etc.)
 - Define ability to pay as an implementation concern to be addressed through the Department's scholarship program.

Objective: Increase Participation and Revenue from Current Services

Strategies:

- Utilize the marketing strategies in *Goal 9: Evaluate Marketing and Communications* to work to increase participation numbers and user fee revenue.
- Evaluate participation numbers of current programming.
 - Increase marketing to enhance participation in programs that are not currently at capacity.
- Reevaluate the provision of services of programs and activities that have a low cost recovery, are not core services, have a low demand and/or another service provider is providing effectively.
 - Consider getting out of services that fall into the above categories.



Goal 4: INCREASE PARTNERSHIPS AND COLLABORATIONS

Objective: Collaborate to Attract More Residents and Visitors to Utilize and Participate in Bloomington's Park and Recreation Services and Facilities

Program and Service Strategies:

- Create new and formalize existing Partnerships (see Sample Partnership Policy in *Appendix X*) with equity agreements that are reviewed annually.
- Continue existing, and establish new, relationships with the following partner organizations to implement the recommendations of this Comprehensive Plan, to identify duplicative services, and to provide high quality recreation programs, activities, and services:
 - Local volunteers
 - Create a "Park Ambassador" Program where residents living adjacent to parks are trained in inspecting parks and filling out a weekly status report for a nominal fee or pass which will also enhance safety in parks.
 - Explore the possibilities of revising and promoting an "Adopt-a-Park" Program to help with park maintenance, beautification, and civic pride.
 - Youth sports associations
 - Monroe County Community School Corporation
 - Strengthen existing and expand to establish new Intergovernmental Agreements (IGAs) with schools for increased use of multi-purpose fields, consistent gym times and days, and other department needs..
 - Monroe County YMCA
 - Sports Plex
 - Monroe County Library
 - Consider expanding the partnership with the Monroe County Library for additional satellite sites, as opportunities arise.
 - Bloomington Boys and Girls Club
 - Big Brothers, Big Sisters
 - Girls Inc.
 - Rhinos
 - Other organizations
 - Continue to increase partnerships with local medical and health organizations to increase fitness and health programming for the aging population within the community.
 - Consider expanding the partnership with Monroe County Parks and Recreation for future parks, shared maintenance, use of athletic fields, and other opportunities.



- Work with the Bloomington Transit Authority to establish a “Recreation Rider” Program that provides discount passes for youth and seniors in need of transportation to and from City recreation facilities.
- Continue to work with the Bloomington/Monroe County Convention and Visitors Bureau and other organizations to attract regional or national tournaments and special events that will act as economic engines for the community.
- Work with local tourism organizations to provide activities such as environmental/wildlife education, tours to nearby attractions, historical tours, and ecotourism.

Facility Strategies:

- Initiate discussions with the University about partnership opportunities and use agreements for the future Indiana University Athletic Complex and existing University athletic and recreation facilities.
- Continue discussions with MCCSC for partnership opportunities when new schools are considered or facility renovations are proposed.
- Propose an update to the park-school joint use policy
- Create a Maintenance Adoption Program with local landscaping companies for small parcels.
 - They maintain the park property to city standards which can be monitored with a small attractive sign “Maintained by _____” and their phone number. This is advertising for them and therefore tends to be properly maintained.
- Work with the Historical Society to assist in maintenance and funding of cemeteries and other historic assets.
- Create a partnership with golf user groups to fundraise for capital improvements and maintenance at the golf course.

Goal 5: ENSURE CONTINUED HIGH LEVEL OF SERVICE IN PARKS

GRASP® Map I: Recommendations

Please refer to this map, located in *Appendix VII*, for a graphic summary of the recommendations listed below

Objective: Budget adequate dollars to keep up with major maintenance and annual equipment replacement costs.

As shown in the GRASP® analysis, overall the City of Bloomington is doing a good job of providing a high level of service to the community. The Department has developed evaluation criteria that establish the need/priority for maintenance and equipment replacement. The criteria should be adhered to in order to ensure equitable maintenance and provision of parks facilities throughout the Bloomington system. The analysis shows that the quantity, quality and distribution of the service is high.



Because of high LOS, capital improvements to outdoor recreation facilities are not the focus of this plan. However, in order to maintain this high standard of quality, the City should ensure that existing facilities continue to be maintained at the existing standard. If maintenance does not remain as a priority for the Department, the level of service to the community will fall to a level that is below expectations of the community. For example, a playground that is unusable due to lack of maintenance is the service equivalent to not having a playground at all.

Strategies:

- Continue with current playground replacement schedule.
 - Request \$90,000-\$100,000 per year in capital replacement dollars annually.
 - Prioritize playgrounds that are out-dated and do not meet current ADA and safety guidelines for replacement.
- Suggested playgrounds for priorities improvements for the next five years include (replacement costs taken from department CIP estimates):
 - Sherwood Oaks - \$60,000
 - Park Ridge - \$50,000
 - Park Ridge East - \$40,000
 - Crestmont Park - \$110,000
- Continue to update the department's CIP.
 - Prioritize improvements to trails and parks in the eastern part of the community to address gaps in service. Historic department averages for the last nine years show that an average of \$1.1 million annually is required for park and facility maintenance projects.
 - Request \$200,000 per year in annual capital replacement dollars for department parking lots.
 - Note: If continued relationship with Public Works department is used to pave/maintain lots, this amount can be lowered.
- Budget an adequate amount for annual operations equipment replacement.
 - Historic averages over the last 8 years show that approximately \$58,000 per year is required to keep up with replacement needs.
- Budget an adequate amount for annual vehicle replacement.
 - Historic averages indicate that approximately \$86,000 per year is required to keep up with replacement needs. (This amount would replace approximately 10% of the department's vehicle fleet on an annual basis.)
- Budget adequate dollars for multiuse trail maintenance.
 - National averages for trail maintenance range from \$10,000 - \$12,000 per mile. The Department should budget annual dollars in this range for trail maintenance to ensure quality trails for users.
- Track actual trail maintenance costs to determine actual department costs. By tracking trail maintenance costs separately from other maintenance activities, the Department can more accurately predict and budget for trail maintenances costs. Because the City's trail system is in its infancy, these early numbers can be essential in planning the growing system.



- Coordinate with public works to bring multi-use trails and side-paths that are maintained by public works up to Parks standards to ensure consistency in trail construction and maintenance throughout the system.
 - Prioritize the Park Ridge/10th Street Trail for coordination and improvement.
- Increase park maintenance by partnering with neighborhood groups for volunteer clean-up days.
- Consider expansion of adopt a trail program.

Goal 6: INCREASE LEVEL OF SERVICE FOR PARKS AND TRAILS

The Level of Service (LOS) for park facilities that is being provided to the community is high as stated in the description of the LOS in section IV. Based on the high level of service throughout Bloomington, this plan recommends that the focus of the department in the next five years be on increasing LOS in the areas of trails and walkable access. The Objectives provided below provide guidance for increasing LOS for these two key areas.



The *GRASP*[®] method of identifying the Level of Service simply determines the collective access to each park and recreational component for each household in Bloomington. Increasing connectivity throughout the community to these amenities will increase the Level of Service to more households.

GRASP[®] Perspective J: Neighborhood Access to Proposed Trail System

This perspective shows the LOS that will be provided to the community if the current plan for trails is realized. Proposed trails and side paths that are shown on this plan were taken from the most current Alternative Transportation and Greenways plan and reflect the portions of that plan that provide recreational value to Bloomington. In showing side-paths as well as multi-use trails, it is understood that the Parks and Recreation Department will have to partner with the Public Works and Planning Departments to help provide this LOS. If this plan is realized the LOS for trails in the community will be increased significantly.



Table 1: GRASP® Perspective J Overall Statistics

Total Acres (includes non-Parks & Rec. properties in the community)	15,000.8
Acres with LOS	13734
Percent Total with LOS	92%
Average LOS per Acre Served	38.5

Table 2: Acres and Percentages Addressing the Needs of Bloomington in terms of trails

Ranking	Acres
Acres with no LOS	1266.6
Acres Below Expectations	5339.4
Acres Meeting Expectations	5242.5
Acres Exceeding Expectations	3152.4
Ranking	Percentage
Percent Total Area with no LOS	8%
Percent Area Below Expectations	36%
Percent Area Meeting Expectations	35%
Percent Area Exceeding Expectations	21%

Objective: Increase level of service trails provide to residents

Strategies:

- Work with the City planning and other departments to accomplish goals as established by the City’s most current Alternative Transportation and Greenways System Plan.
- Add bicycle parking at all park access points, prioritizing parks that connect to side paths, multi-use trails, or greenway trails.
- Make connectivity a priority in trail construction in the City’s Trail system. Coordinate with the Planning department and Public Works to provide bike and pedestrian connections to:
 - Existing multiuse trails and greenways
 - Parks
 - Recreation facilities
 - Indiana University
 - Other city services and businesses
- Work with other City Departments to develop future phases of the B-Line Trail and the Jackson Creek Trail.
- As outlined in the Alternative Transportation and Greenways System Plan, prioritize land acquisition for trail development. Coordinate this effort to include other City departments.
- Prioritize trail construction and land acquisitions that provide recreational trail access and connections to other recreational facilities such as parks and community centers.



Objective: Increase access to parks and recreation facilities.



Strategies:

- Strive to provide parks within one third mile of residents to increase walkability.
- Work with the City Council, Administration and Planning and Public Works departments to provide safe and enjoyable sidewalks or sidepaths as routes to parks.
- Improve partnership and communication with the county to increase access to Monroe County fields.
- Look for opportunities to partner with the University to provide parks near the campus and for students.

Objective: To meet the needs of the current and growing community, increase park acreage in expanding areas and as opportunities arise.

Strategies:

- Take advantage of the opportunity to acquire the “switchyard” property on the south end of the B-Line Trail to increase community open space acreage.
 - Prioritize uses for this acquisition to align with the desired uses as identified in the user survey, including increased natural areas, trails, and nature centers.
 - Consider creating a site plan for the switchyard property when it is acquired.
- Create a Master Plan for the newly acquired Goat Farm Property to respond to the highest needs of the community.
 - Use public process and the most recent public survey to determine development priorities. At the time of this plan increased natural areas, trails, and nature centers were among the most desired components.
- Watch for land acquisitions in the far eastern periphery of the corporate boundaries of the community and around city edges and downtown to fill in gaps in service in growing areas.
- Explore possible acquisition of land beyond city limits to further extend trail systems outside of the community.

Goal 7: INCREASE LEVEL OF SERVICE FOR INDOOR RECREATION SERVICES

Objective: Increase level of service investments for existing indoor facilities

Strategies:

- Make improvements to Frank Southern Ice Arena. Inventory assessments and public input indicate that several improvements can be made to the Frank Southern Ice Arena that would greatly increase the functionality and usability of this facility. The following things have been identified by the City as a part of the CIP budget (as yet unfunded) for improvements:
 - Locker room ventilation – \$8,000
 - Replace gutter and downspouts \$12,000



- Acrylic Dasher Board System, \$120,000
- Arena Insulation, \$30,000
- Other things that need to be addressed at Frank Southern include:
 - Locker room improvements
 - New benches, \$3,000
 - Shower updates, \$3,000
 - New flooring and wall covering in showers, \$9,000
 - Improved daily janitorial maintenance

Objective: Optimize indoor recreation facilities and services to take advantage of potential partnerships and current facilities.

Strategies:

- Consider selling the BACC building to fund the relocation of senior services to a more appropriate facility.
- Continue conversations and negotiations with the School district about future shared use opportunities through a partnership arrangement.
- Explore the possibility of renovation of an existing facility or acquisition of a multigenerational, multiuse community center that could house the BACC activities as well as those of other recreation service providers. Other recreation services agencies could also contribute money toward this potential collaboration from capital asset sales of their existing buildings.
- Consider using the Allison-Jukebox building for other uses.
- Continue to look for facility donors to provide (or purchase) the city with existing facilities or funding for facilities that would provide indoor recreation components that were identified as having a high need by the public including fitness, aquatics, gyms, and community spaces.
 - The Sports Plex is a 100,000 square foot facility that could serve the city as a recreation center. The Allison-Jukebox activities could be moved to this type of facility which would be a vast improvement over the current facility. If necessary, the City could consider utilizing a bond referendum in 2016 to fund this need.
- An indoor aquatic center could be included in a bond referendum (if feasible at that time) and added to an existing recreation center.



Goal 8: EVALUATE PROGRAMMING AND COLLABORATIVE EFFORTS

Objective: Strategically meet the community's demand for new programs and services

Provide a variety of recreational opportunities to meet the various needs of the community; and expand recreation program offerings to meet the changing needs of the community.

Strategies:

- Allocate resources and initiate collaborations to provide quality recreation programming, based on community input.
- Identify core service areas and any programs or activities that are duplicating the services of other organizations.
- Continue to gain information from the community as to what programs are desired and popular through post-program and event evaluations and a statistically-valid survey, at minimum every five years.
- Expand fitness and wellness programs for the entire community, with a focus on aquatics, youth, and older adult programs and opportunities.
- Provide more active recreation opportunities for Baby Boomers.
- Provide more drop-in and one-time programs and activities
- Provide more fitness programs for youth to fight the obesity epidemic.
- Provide more adult lap swim time at pools.
- Provide additional health and wellness programs like yoga, Pilates, and aerobics.
- Increase programming through the use of Monroe County school facilities, by working to increase and strengthen the partnership agreement with the MCCSC. (See *Goal 4* for additional information).

Objective: Establish and promote more special events in Bloomington

Strategies:

- Establish a streamlined community special events plan through collaborative efforts between all City of Bloomington departments and agencies, community partners, and organizations, anchored to common goals. The Bloomington Parks and Recreation Department should seek internal city departmental and community involvement to combine resources for city-wide special events. Many BPRD resources are utilized for community special events and the citizens would like to see more events. Multiple community agencies should contribute resources to these events with a community event committee established for each.



- Investigate the community interest, agency budget capacity, and partnership opportunities for creating additional community special events, to meet the high demand that is illustrated through the Bloomington Citizen Attitude and Interest Survey.
- Work to establish more community special events in lower-income areas of town, such as Butler and Crestmont Parks.
- Coordinate strategic fee-based activities (i.e. - concerts, festivals, etc.) with University events (i.e. - football, basketball, graduation, etc.) to increase participation and revenue. The BPRD can schedule additional events along with or during the same time as University events that will capitalize on the additional IU event attendees in town.

Objective: Evaluate community-wide pre-school, youth and teen program market along with other service providers to determine unmet needs and Bloomington Parks and Recreation Department’s role to fill the service gaps.

Provide pre-school, youth and teen recreational opportunities to meet the determined needs of the community; and create recreation program offerings to meet the changing needs of the youth in the community.

Strategies:

- Initiate collaborations with other social service providers to determine the service gaps within Bloomington and provide quality recreation programming for pre-school, youth and teens, based on community input. Low income youth and teens should be a focus point for determining the target markets for each social service agency as well as the service gaps and what programs will be offered by which agency.
- Identify the core service areas for BPRD and discontinue any programs or activities that are duplicating the services of other organizations serving the pre-school, youth and teen market.
- Continue to gain information from the community as to what pre-school, youth and teen programs are desired and popular through post-program and event evaluations and a statistically-valid survey, at minimum every five years.



Goal 9: EVALUATE MARKETING AND COMMUNICATIONS PRACTICES

Objective: Increase awareness and feedback about Park and Recreation offerings to the public.

Strategies:

- Continue to utilize evaluations and annual in-house benchmarking program to solicit participant feedback and drive programming efforts.
- Continue to collect feedback data that supports the expressed desire for trends and improvements to programs and activities.
- Create a “Mystery Shopper” program where secret shoppers evaluate services anonymously and results are tracked.
- Develop an evaluation process for marketing media such as newspaper, seasonal brochures, website, direct mail, targeted e-mails, radio, and television advertising to continuously determine effectiveness of marketing dollars.
- Create seamless product delivery for park and recreation services that delivers from a consumer vantage.
- Increase promotion and potentially incentives to attract seasonal staff.

Objective: Create a seamless and cohesive customer service delivery system for the provision of all park and recreation programs and services regardless of the location.

Strategies:

- Network the registration system into all Park and Recreation facilities and on the website for ease of registration for patrons.
 - Upgrade existing RecTrac program to the web based version.
- Develop a comprehensive cross training program for all staff and instructors including knowledge of all program areas as well as customer service.
- Use program tracking and evaluation tools to capacity by designing reports to readily identify life cycles of programs, identify programs not meeting minimum capacity (review all program minimums for cost effectiveness), identify waiting lists, etc.

Recommendation Cost Estimates and Timelines

The following table includes capital projects and additional items that significantly impact the annual operational and maintenance budgets. The table is also an implementation schedule with priorities listed in timeframes. The items within each timeframe are not listed in a precise priority order and should be implemented as resources allow or based on immediate needs that may change from year to year. All cost estimates are in 2007 figures. Funding sources listed are suggested methods of funding and can be enhanced with additional methods of funding. Overall staffing cost projections are included in the annual operational and maintenance cost estimates.



Table 3: Recommendation 2008-2013 Priorities

RECOMMENDATION 2008-2013 Priorities	CAPITAL COST ESTIMATE	CAPITAL FUNDING SOURCES	ANNUAL OPERATIONAL & MAINTENANCE COST ESTIMATE <i>(including overall staffing projections)</i>	O/M FUNDING SOURCES
Playground replacement (as listed in Goal 5)	\$400,000	General Fund, Partnerships, Donations, Grants	N/A	General Fund
Additional Bicycle Parking (3 parks, see Recommendations Map <i>Appendix VII</i>)	\$15,000	General Fund	\$300	General Fund
Renovate an existing building / school into Multigenerational Community Center	\$1,500,000	Capital Asset Sales, General Fund or Bond Issue	\$150,000	General Fund
Purchase “Switchyard” property	\$1,000,000	General Fund	N/A	N/A
Develop remaining phases, 2-4, of B-Line Trail	\$5,000,000	Grants, General Fund, TIF Funds, Greenways	\$12,000 per mile	General Fund
Develop Jackson Creek Trail, Phases 1-6	\$5,300,000	Grants	\$12,000 per mile	General Fund, TIF Funds
Create a Master Plan for Goat Farm Park	\$60,000	General Fund	N/A	N/A
Feasibility Study to determine use of “Switchyard” property	\$100,000	General Fund	N/A	N/A
Upgrade Frank Southern Ice Arena	\$250,000	General Fund/Grants/Donations	N/A	N/A
Total 2008-2013 CIP	\$13,625,000			



Table 4: Recommendation 2014-2018 Priorities

RECOMMENDATION 2014-2018 Priorities	CAPITAL COST ESTIMATE	CAPITAL FUNDING SOURCES	ANNUAL OPERATIONAL & MAINTENANCE COST ESTIMATE	O/M FUNDING SOURCES
Playground replacement (4 parks as listed in Department Playground replacement schedule)	\$400,000	General Fund, Partnerships, Donations, Grants	N/A	General Fund
Outdoor Aquatic Facilities Study	\$50,000	General Fund	N/A	N/A
Develop Jackson Creek Trail, Phase 7	\$2,200,000	Grants	\$12,000 per mile	General Fund
Buy or build Recreation Center	\$5,000,000	Bonds	\$400,000	General Fund
Indoor Aquatic Center (if feasible)	\$6,000,000	Bonds	\$200,000	General Fund
Total 2014-2018 CIP	\$13,650,000			
Total 10 YEAR CIP (in 2007 dollars)	\$27,275,000			



II. Past, Present, and Future – The Planning Context

A. Bloomington Parks & Recreation Mission Statement

Bloomington Parks and Recreation Department will provide essential services, facilities, and programs necessary for the positive development and wellbeing of the community through the provision of parks, greenways, trails, and recreational facilities while working in cooperation with other service providers in the community in order to maximize all available resources.

Philosophy and Objectives

The Bloomington Parks and Recreation Department reviews its philosophy and objectives through a comprehensive planning process. This process generally occurs in five year cycles.

Strategic Action Plan

In addition, the Department, with Park Board and public input, compiles a Strategic Action Plan that outlines the allocation of department resources on an annual basis for a period of generally one to three years, or up to five years. The Strategic Action Plan establishes measurable objectives with defined timelines and assigns staff members to be accountable for completing each objective. The Strategic Action Plan serves as a report card to the community, tracking department progress on specified objectives.

B. Purpose of this Plan

The Bloomington Parks and Recreation Master Plan Update is intended to help meet the needs of current and future residents by positioning Bloomington to build on the community's unique parks and recreation assets and identify new opportunities. The citizen-driven plan establishes a clear direction to guide city staff, advisory committees, and elected officials in their efforts to enhance the community's parks and recreation programs, services and facilities.

C. History of Bloomington Parks and Recreation Department

The City Park Board, responsible for the acquisition, development, and maintenance of city park lands, held its first meeting on December 7, 1921. The original Park Board consisted of the following officers:

Mr. Eugene Bender, President
Mr. Albert Hoadley, Vice-President
Mrs. Alice Cosler, Secretary

The Department of Recreation was formed in 1946. It was originally governed by the City Recreation Council, which consisted of the School Board, the Park Board, the Recreation Commission, and seven members at-large. In 1948, the governing body was changed and the Department was sponsored by the Board of Education, and the Board of Recreation. The Department of Parks and Recreation held its first meeting on June 26, 1952, bringing the efforts of the City Park Board and the Department of Recreation into one department. This structure serves the park and recreation needs of the City today.



History of Leadership

Administrators

Jerry T. Femal
Bill R. Wilson
L. Franklin Ragan
Norman C. Merrifield
Steven A. Wolter
Thomas (Mick) Renneisen

Term

1946-1970
1970-May, 1981
September 1981-July 1991
July 1991-January 1995
April 1995-June 1996
June 1996 - present

Mayors

Loba "Jack" Bruner
Tom Lemon
Emmett Kelly
Tom Lemon
Mary Alice Dunlap
Jack Hooker
Frank McCloskey
Tomilea Allison
John Fernandez
Mark Kruzan

Term

1939-47
1948-52
1952-56
1956-62
1962-64
1964-71
1972-82
1983-95
1996-2003
2004 - Present

Park Board Presidents

Marion Rogers
Eugene Bender
Ralph Mills
Lloyd Olcott
Jay Ellis
Les Coyne
Edna Ballinger
Richard Zabriski
Mary Catherine Carmichael

Term

1946-1948
1948-1950
1950 - ?
1970-1976
1977
1978, 1981, 1987-2005
1979, 1982
1980, 1983-1986
2006-present

Park Board Members

Albert Hoadley
Mary H. Beck
J. M. Cravens
Edwin Fletcher
Fred J. Prow
Allan Wylie
Fred Seward
William Adams
U.S. Hanna
A.O. Henry
M.R. Currie
J.A. Wells
Mrs. Hare

Term

1921-?
1921-1927
1921-1928
1921-1928
1923-1934
1921-1931
1927-1929
1928-1946
1929-1937
1931-1939
1933-1941
1934-1937
1937-1941



Frank Gentry	1939-1943
Cecile L. Waldron	1941-1943
Fay Hancock	1941-1943
Irvin Thrasher	1943-1947
Roger Black	1943-1947
Marion Rogers	1943-1947
Erwin Alexander	1946-1948
James Goodman	1949-?
Bennett Henry	1948-?
Carl Stewart	1948-?
Eugene Bender	1947-?
Jack Hooker	1956
Lloyd Olcott	1970-1976
Tim Ellis	1970
John Ingram	1970-1972
Reggie Ford	1970-1972
C.H. East	1970-1975
Doug Halton	1971-1972
Beverly Cairns	1971-1974
Delma Packard	1971-1976
John Tinder	1972-1973
Jay Ellis	1973-?
Mary Alice Dunlap	1975-1976
Lola Debro	1975-1980
Les Coyne	1976-present
Edna Ballinger	1976-1989
Ernest Horn	1976-1986
Richard Zabriski	1980-1994
Larry Isom	1981-1985
Dr. Cornell	1982-1985
B.A. Kuntz	1985-1987
Dr. Brad Bomba	1986-1987
Johnson	1987-1989
Bill Finch	1989-1992
Grier Werner	1989-1998
Viola Taliaferro	1992-1997
Joe Hoffmann	1993-present
Jim Murphy	1997-1999
Mary Catherine Carmichael	1997-present
John Carter	2000-present



D. Parks and Recreation Department Overview

Department Description

Bloomington Parks and Recreation is a department of the City of Bloomington and receives funding authorized by the Common Council through budget appropriations. Additional funding is provided through fees charged for specific programs and services and through grant funds. Additionally, the Bloomington Parks and Recreation Foundation provides funds through donations and bequests that enhance department programs, services, and projects. Through these means parks and recreation programs and services are provided and maintained for the citizens of Bloomington.

E. Related Planning Efforts and Integration

The City of Bloomington has undertaken several planning efforts in recent years that have helped inform the planning process for this Parks and Recreation Master Plan Update.

These plans and studies include:

- Citizen Attitude and Interest Survey (April of 2006)
- 50 and Older Citizen Survey (February of 2006)
- City of Bloomington Strategic Action Plan (2003-2007)
- Alternative Transportation & Greenways System Plan (2001)
- Bloomington Parks and Recreation Administrative Policy Manual (2003)

F. Methodology of this Planning Process

This project has been guided by a project team, made up of city staff and the Board of Park Commissioners. This team provided input to the GreenPlay consulting team throughout the planning process. This collaborative effort creates a plan that fully utilizes the consultant's expertise and incorporates the local knowledge and institutional history that only community members can provide. The project consisted of the following tasks:

Needs Assessment and Public Involvement

- Review of previous planning efforts, city historical information, and two recent statistically valid community interest and opinion surveys.
- Consideration of the profile of the community and demographics, including anticipated population growth.
- Extensive community involvement effort including focus groups, meetings with key stakeholders, community-wide public meetings.
- Identification of alternative providers of recreation services to provide insight regarding the market opportunities in the area for potential new facilities and services.
- Research of trends and statistics related to American lifestyles to help guide the efforts of programming staff.



Level of Service Analysis

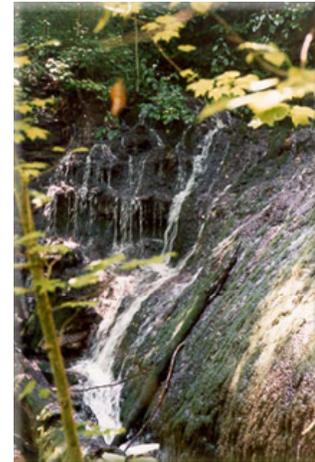
- Interviews with staff to provide information about parks and recreation facilities and services, along with insight regarding the current practices and experiences of the City in serving its residents and visitors.
- Analysis addressing recreation, parks, and related services.

Inventory

- Inventory of parks and facilities using existing mapping, staff interviews, and on-site visits to verify amenities and assess the condition of the facilities and surrounding areas.

Assessment and Analysis

- Review and assessment of relevant plans.
- Organizational SWOT Analysis.
- Measurement of the current delivery of service using the GRASP® Level of Service Analysis and allowing for a target level of service to be determined that is both feasible and aligned with the desires of citizens as expressed through the citizen survey. This analysis is also represented graphically in GRASP® Perspectives.
- Exploration of finance and funding mechanisms to support development and sustainability of the system.



Recommendations: Goals, Objectives, and Action Plan

- Identification and categorization of recommendations into themes with goals, objectives, and an action plan for implementation.
- Development of an action plan for capital improvements including cost, funding source potentials, and timeframe to support the implementation of the plan.

G. Timeline for Completing the Master Plan

Start-up	January 2007
Needs Assessment and Public Involvement	February - May 2007
Inventory and Assessment of Existing Facilities	January - June 2007
Findings Compilation Report	June 2007
Standards and Recommendations	March - August 2007
Financial Resource Analysis	April - September 2007
Recommendations and Action Plans	June - August 2007
Final Plan and Presentation	September 2007



III. What We Want - Our Community and Identified Needs

Identification of current park resources, as well as recreation trends, community demographics, and needs help us better understand future recreational opportunities and identify the unique niche of the City of Bloomington. The historic values and standards the Parks and Recreation Department brings to the community, along with the park and recreation trends, work together to create a unique opportunity for Bloomington to plan and implement for the future.

Following is an overview of the Bloomington community and a needs assessment of parks and recreation facilities and services. This section first describes the key demographic information and national and statewide trends in parks and recreation services.

Community input from stakeholder interviews, focus groups and a community meeting is described and identifies strengths, weaknesses, and opportunities of Bloomington's parks and recreation facilities and services. Results from a statistically-valid community survey are summarized and highlighted to further clarify recreation needs and interests. Finally, the GRASP® inventory of current parks and recreation facilities is reviewed. All of this information provides a framework to understand Bloomington's context, community needs, and future direction.

A. Community Profile and Demographic Information

Service Area and Population

The primary service area for this analysis is Bloomington, Indiana.

According to the Bloomington/Monroe County Convention and Visitors Bureau Bloomington, Indiana (pop. 69,000) is largely known as the home to Indiana University.¹ Nestled in the wooded hills of southern Indiana, Bloomington is a one hour drive from Indianapolis, the State Capital. Bloomington's location and natural beauty make it a likely place for many types of outdoor recreation. Home to the state's largest inland lake, only National forest, and a variety of city and county parks, the Bloomington area provides opportunities for hiking, fishing, boating, biking, golfing, and more. The area is also host to a variety of recreational and cultural programs and events.

All auxiliary information for this report such as population makeup and projections, income, race, educational attainment, age, gender was derived from ESRI Business Information Solutions for Bloomington, Indiana. Current and future population projections were obtained from the ESRI Business Solutions.

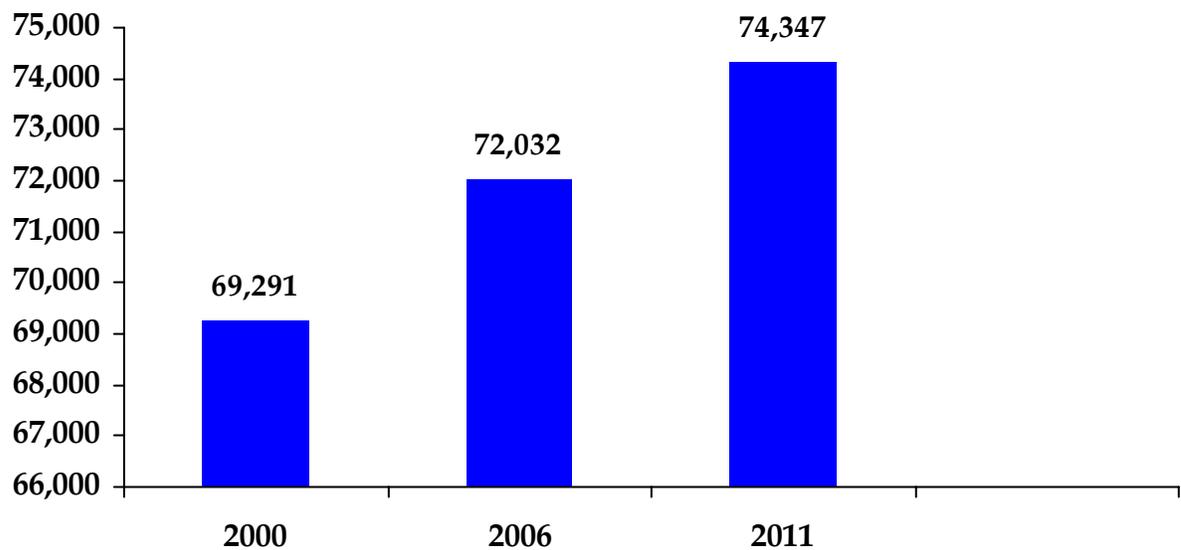
Population Forecasts

Although one can never know the future with certainty, it is helpful to make assumptions about it for economic reasons. The population of Bloomington is forecasted to experience a slow rate of growth from 72,032 in 2006 to 74,347 in 2011, at a rate of .63% annually.

¹<http://www.visitbloomington.com/listings/index.cfm?catID=4¬ify=1&ContentID=42>



Figure 1: Population Growth 2000 to 2011 Projections



Source: ESRI Business Information Solutions

Age Distribution

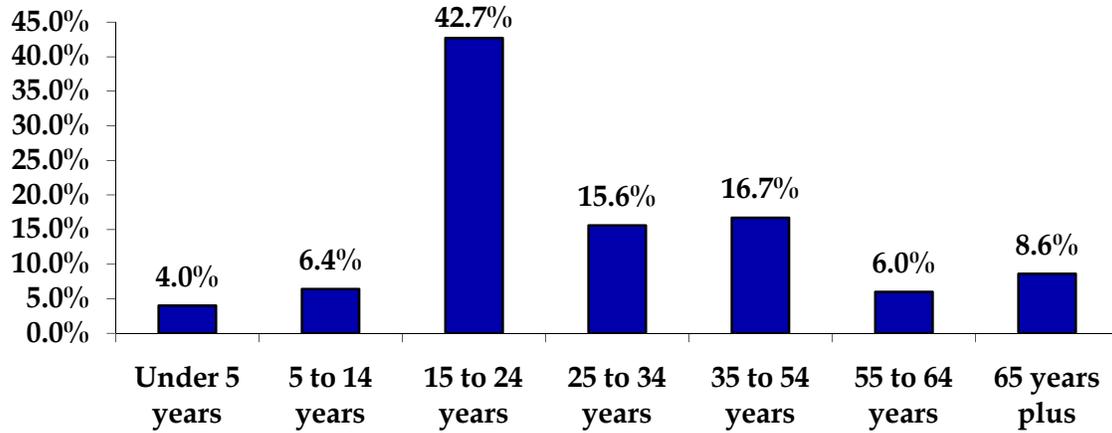
The following age breakdown is used to separate the population into age-sensitive user groups and to retain the ability to adjust to future age-sensitive trends. Population distribution by age for Bloomington is demonstrated in *Figure 2*.

- **Under 5 years: (4%)** This group represents users of preschool and tot programs and facilities, and as trails and open space users, are often in strollers. These individuals are the future participants in youth activities.
- **5 to 14 years: (6.4%)** This group represents current youth program participants.
- **15 to 24 years: (37.7%)** This group represents teen/young adult program participants moving out of the youth programs and into adult programs. Members of this age group are often seasonal employment seekers.
- **25 to 34 years: (15.6%)** This group represents involvement in adult programming with characteristics of beginning long-term relationships and establishing families.
- **35 to 54 years: (16.7%)** This group represents users of a wide range of adult programming and park facilities. Their characteristics extend from having children using preschool and youth programs to becoming empty nesters.
- **55 to 64 years: (6.0%)** This group represents users of older adult programming exhibiting the characteristics of approaching retirement or already retired and typically enjoying grandchildren.
- **65 years plus: (8.6%)** Nationally, this group will be increasing dramatically. Current population projections suggest that this group will grow almost 70% in the next 13 years. Programming for this group should positively impact the health of older adults through networking, training and technical assistance, and fundraising. Recreation centers, senior centers, and senior programs can be a significant link in



the health care system. This group generally also ranges from very healthy, active seniors to more physically inactive seniors.

Figure 2: Population Age Distribution – Bloomington, Indiana (2006)

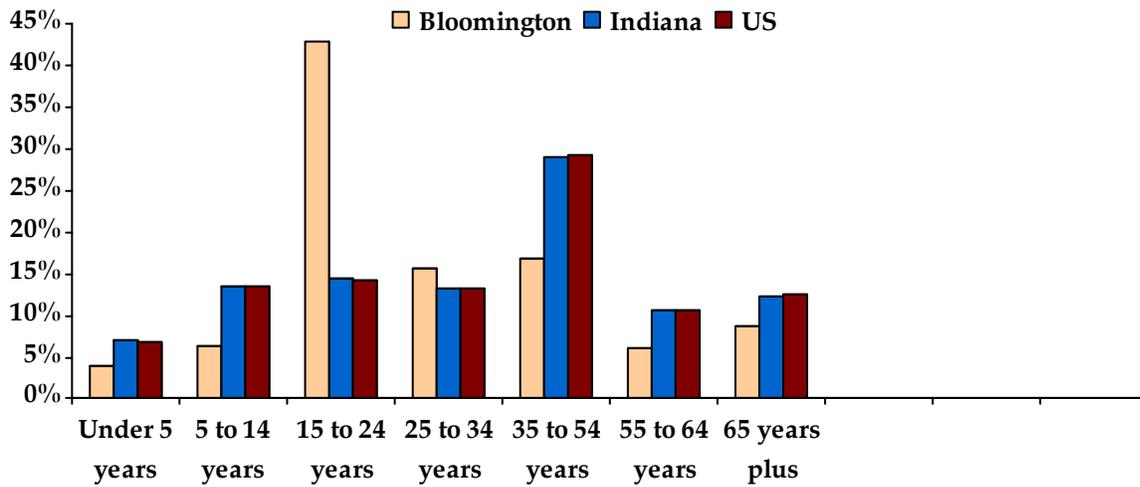


Source: ESRI Business Information Solutions

Population Comparisons

The State of Indiana is within one percentage point of national population percentages in all categories. However, the population of Bloomington is considerably different than the national averages in every category. *Figure 3* shows a graphic representation of population figures for Bloomington and the State of Indiana in relation to the whole United States. Of note, Bloomington is significantly higher in the 15-24 (42.7%) and the 25-34 age groups (15.6%), compared to CO (14.5% and 13.1%, respectively) and the US (14.2% and 13.2%, respectively). The 35-54 and 55-64 age groups are notably lower than national averages by 12% and 4.6% respectively. It is also interesting to observe that the 65 and older group (8.6%) is remarkably smaller than national averages (12.5%).

Figure 3: 2006 Population Comparisons-Bloomington, State of Indiana, and United States



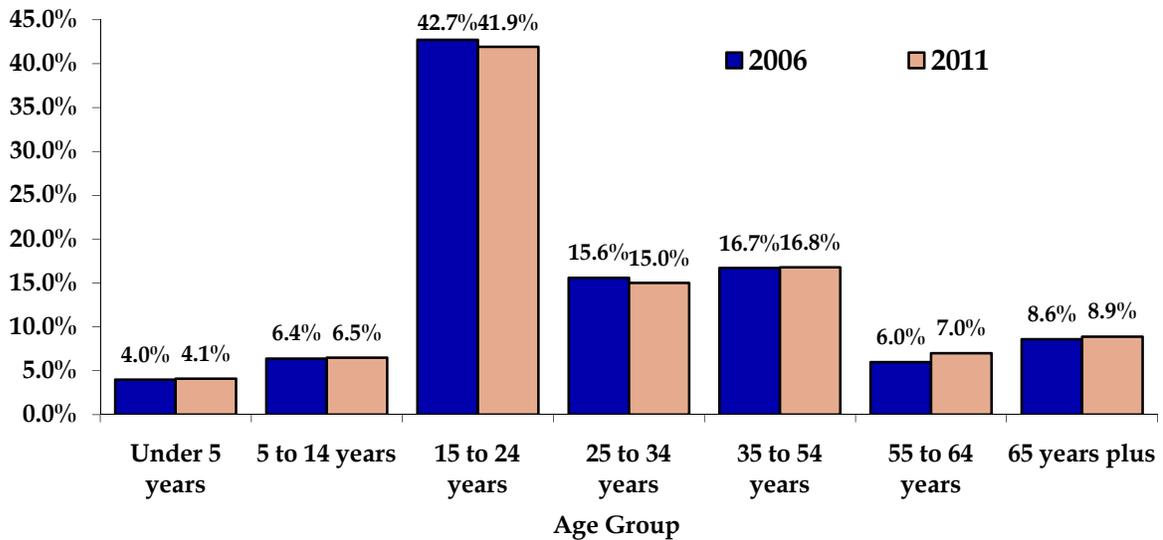
Source: ESRI Business Information Solutions

These statistics illustrate that Bloomington has a high percentage of the population in the 15-24 age group as the result of Indiana University. However, it appears that many of those students stay in the Bloomington area following graduation and/or are attracted to the graduate programs at the University, considering the high percentage of the population in the 25-34 age range. The attractiveness of Bloomington to these age groups may also be a result of the city's geographic location in the rolling hills of southern Indiana that provide for a high number and wide-variety of parks, recreation facilities, and trails.

Based on the projections illustrated in *Figure 4*, it is evident that Bloomington's demographic profile will not be changing much over the next five years. The community's age makeup will generally stay the same in the toddler (under 5) and youth (5-14) age groups, young adult (15-24), and adult (25-34 and 35-44) categories. Each of the age groups are predicted to change less than 1% by 2011. Older adults (65+) will increase by one percentage point, while aging Baby Boomers (55-64) will only increase by 0.3%.

These demographics are important to consider in providing various types of recreational programming. The City should be cognizant of its key program users, the services of alternative providers, and of changing trends in providing programming for older adults. For example, nearly half of its service population is University students, and targeting this market for revenue-producing programs and special events may help subsidize program areas for users who have less ability to pay. However, it is also important to consider that there are a number of alternative providers also providing for this age group. Another important programming issue is related to this country's aging population. Those in the 55 and older age groups are much more active and have more disposable income than the "senior" generations before them.

Figure 4: Projected Demographic Changes by Age Group (2006-2011)



Source: ESRI Business Information Solutions



Gender

The 2006 population estimate for Bloomington consists of 48.8% male and 51.2% female. The State of Indiana and the United States consist of 49.2% male and 50.8% female.

Race

Statistics gathered from ESRI Business Solutions provide the race breakdown for Bloomington. As shown in *Table 1*, the race with the largest population is white (84.6%). The next largest segment of the population is Asian or Pacific Islander making up 7.1% of the total population. Investigating and providing recreation programming that celebrates the culture and diversity within Bloomington should be considered in the future.

Table 5: Race Comparisons for 2006

Race	Bloomington	State of Indiana	United States
White Alone	84.6%	86.2%	73.0%
Black Alone	4.5%	8.8%	12.6%
American Indian Alone	0.3%	0.3%	0.9%
Asian/Pacific Islander Alone	7.1%	1.4%	4.4%
Some Other Race (alone)	1.3%	2.0%	6.4%
Two or More Races	2.2%	1.4%	2.8%
Hispanic Origin (Any Race)	3.1%	4.4%	14.8%

Source: ESRI Business Information Solutions

Education

More than half of the population, or 54.9%, has either a Bachelor's or a Master's degree. 19.4% of the population in the State of Indiana and 24.4% of the population in the U.S. has a Bachelor's or a Master's degree. Bloomington's high education rates can be attributed primarily to the fact that it is home to Indiana University. The educational attainment breakdown is shown in *Table 2*.

Table 6: Educational Attainment – 25 Years and Older (2000)

Degree	Bloomington	State of Indiana	United States
Less than 9 th Grade	2.9%	5.3%	7.5%
9 th -12 th Grade, No Diploma	5.9%	12.6%	12.1%
High School Graduate	16.3%	37.2%	28.6%
Some College, No Diploma	16.0%	19.7%	21.0%
Associate	4.1%	5.8%	6.3%
Bachelor's	25.4%	12.2%	15.5%
Master's/Prof/Doctorate	29.5%	7.2%	8.9%

Source: ESRI Business Information Solutions

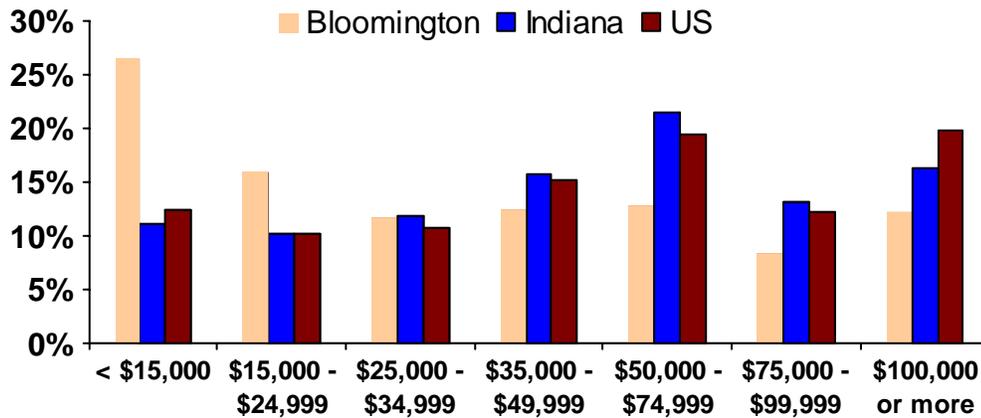


Household Income

The estimated 2006 median household income for Bloomington was \$31,100. Per capita income was \$22,123. The median household income for the State of Indiana was \$50,854 and the U.S. was \$51,546. The per capita income for the State was \$25,441 and the U.S. was \$27,084.

The largest share of households (26.5%) earns less than \$15,000, followed next by those earning \$15,000 - \$24,999 (16.0%). Both of these figures are likely the result of the high percentage of university students living in the area. Based on the information in *Figure 5*, it can be deduced that permanent Bloomington residents (approximately half of the total population) have somewhat comparable household incomes to both the State of Indiana and the Nation. Given this information and the community’s interest in parks, recreation, and quality of life, this could translate into a higher willingness to pay for quality recreation activities.

Figure 5: Household Income - Bloomington compared to Indiana and the US (2006)

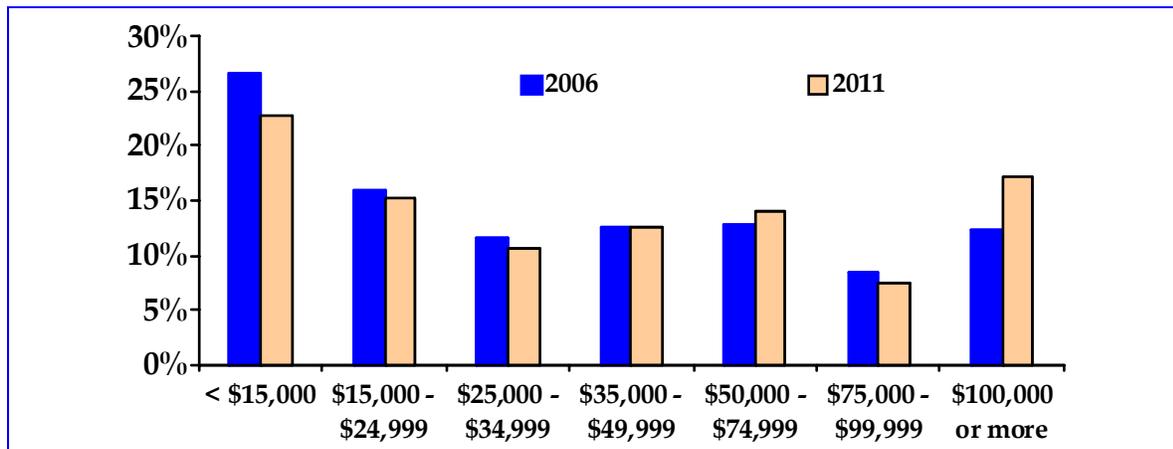


Source: ESRI Business Information Solutions

In addition to the demographics of Bloomington, it is important to analyze the community’s shifting income levels. As illustrated in *Figure 6*, the community’s median income is projected to increase significantly, from \$31,100 in 2006 to \$36,315 in 2011. As previously illustrated in *Figure 5*, Bloomington has a higher population in the lowest income bracket than state and national averages. Yet, in the next five years the City will increase significantly in the \$100,000 income level and above. These statistics indicate that Bloomington is likely to evolve into a more affluent community that is attractive because of the many quality of life amenities available to its residents.



Figure 6: Household Income Projections for 2011 for Bloomington



Source: ESRI Business Information Solutions

Household Size and Units

The 2006 average household size in Bloomington is 2.05 people. Nationally, the average size is 2.59 and in the State of Indiana it is 2.50. *Table 7* shows that the highest category of housing units (57.1%) is renter-occupied in Bloomington, followed by owner-occupied at 35.4%. The high percentages of renter-occupied housing, compared to the State and Nation, is illustrative of the transient population typical in college towns. These percentages are not projected to change significantly by 2011.

Table 7: 2006 Housing Units for Bloomington, Indiana, and the U.S.

	Bloomington	Indiana	United States
Owner Occupied Housing Units	35.4%	66.5%	61.6%
Renter Occupied Housing Units	57.1%	24.6%	28.9%
Vacant Housing Units	7.5%	8.9%	9.5%

Source: ESRI Business Information Solutions

Health and Obesity

The United Health Foundation has ranked Indiana 32nd in its 2005 State Health Rankings, unchanged from 2004². The State’s biggest strengths include:

- A low rate of motor vehicular deaths, at 1.3 deaths per 100,000,000 miles driven
- A low incidence of infectious disease, at 11.8 cases per 100,000 population
- A low violent crime rate, at 325 offenses per 100,000 population

Some of the challenges the State faces include:

- A high prevalence of smoking, at 24.8 percent of the population
- A high prevalence of obesity, at 25.5 percent of the population
- A high rate of cancer deaths, at 220.0 deaths per 100,000 population

² <http://www.unitedhealthfoundation.org/shr2005/states/Indiana.html>



- A high infant mortality rate at 8 deaths per 1,000 live births

Park and recreation agencies have a significant role to play in the continuum of healthcare, especially related to the provision of opportunities to encourage physical activity, working to reverse the increasing prevalence of obesity.

B. Current Park and Recreation Trends

As the population of the United States continues to grow, the challenge for park and recreation agencies will be to understand how to adapt to the changing characteristics and needs of the communities they serve. The following trends have been taken from a report prepared for use by recreation professionals and compiled from a variety of research, surveys, and studies. It provides data and information on historical and projected trends related to parks and recreation.

Programming Trends

Generally, people desire quality over quantity, and want a first class experience in the form of excellent customer service, programs, and facilities. Recreation programs need to offer a whole “experience,” as people look to add depth, self-fulfillment, and self-expression to the basic recreation activity.

Population-Based Programming Trends

General Trends

- Adults are moving away from team activities to more individual activities.
- There is an increased demand for family programs and programs for girls and women.
- People have less unstructured time, so length of programs and sessions should be reduced.
- There is increased demand to open traditional male sports to females.

Preschool

Park and recreation agencies are finding success in programming for the preschool age child by responding to parent feedback and desires. The requests tend to center around opportunities to expose a child to a variety of activities and to provide interaction outside the child’s own home. Popular requests include:

- Parent-child programming for tots, starting at age nine months. Specifically: swimming, gymnastics, cooking, music, art, story time, and special holiday classes.
- Daytime activities for stay-at-home parents.
- Evening parent-child activities for working parents.
- Activities for children 24-36 months (art, music, story time).
- Little tot sports for four to five year olds. Specifically soccer and T-ball.

Youth

Out of school activities and programs provide support for youth and working families and benefit the youth socially, emotionally, and academically. After-school programs have been proven to decrease juvenile crime and violence, reduce drug use, decrease smoking, and



alcohol abuse, and decrease teen pregnancy. Furthermore, research demonstrates, in comparison to unsupervised peers, children who participate in after-school programs show improvement in standardized test scores and decreased absenteeism and tardiness.

According to the Sporting Goods Manufacturers Association (SGMA), seven of the 15 most popular activities for children are team sports including: baseball, basketball, tackle football, ice hockey, soccer, softball, and volleyball. Organized, after-school activities, club sports, and programs targeted at school aged children could help to fill the fitness void that is growing larger in United States schools.

Older Adults

Leisure Trends' "Retirement in America" (2004) indicates that older Americans' leisure time is increasingly being spent doing physical activities, in educational classes, turning hobbies into investments, utilizing online retail and education websites, partaking in adventure travel and attending sporting events. These trends may be the result of the fact that, for many, retirement is starting earlier than it has in the past. Approximately 70% of the current retired population entered retirement before the age of 65. These new retirees are younger, healthier, and have more money to spend for the services they want.



This will only increase as Baby Boomers retire. The oldest Boomers turned 60 years old in 2006, and are about to retire in record numbers. These trends are important to recognize and may explain the changing demands nationally, from traditional low-cost social services to more active programming for which older residents are willing to pay.

Special Populations

More activities are being adapted for participants with disabilities. Programs should be developed to be "universally" accessible. Beginner or introductory classes aimed to make all individuals feel comfortable are becoming increasingly popular, for example, "gentle yoga." Park and recreation facilities also need to be considered for accessibility. It is important to invest in park and recreation renovation and updates that make facilities more user friendly for individuals of all ability levels. (Berg & Van Puymbroeck)



Activity-Based Programming Trends

General Trends

- Activities are moving towards unstructured, individual, and drop-in programs.
- There is increasing demand for self-directed activities, with less reliance on instructors and more flexible timing.
- Information technologies allow for the design and customizing of recreation and fitness activities (reducing the need for a “standard package”).

Fitness Programming

There have been many changes in fitness programs from 1998 to 2004. What clients wanted in 1998 is not necessarily what they want today. Some fitness programs have increased in popularity since 1998 including: Pilates, stability/ball-based exercise, personal training, post-rehab strengthening, fitness programs for kids, and sport-specific training, walking programs? Declining fitness programming since 1998 includes: dance (ballet, tap, etc.), abdominal exercise, health fairs, sports clinics, high-impact aerobics, mixed-impact aerobics, step aerobics, stress management classes, weight management classes, lifestyle classes, and low-impact aerobics. (IDEA)

Participation Trends

Population-Based Participation

Youth

- For youth 7 to 11 years of age, bicycle riding has the highest number of participants.
- Skateboarding remains a favorite, with 4.6 million participants in 2005. In-line skating participation decreased 44.2% between 1995 and 2005. The mean age for male skateboarders in 2005 was 16.4 years, while the mean age for females was 18.6 years. (NSGA)
- The number of youth participants in amateur softball increased 6.7% between 2004 and 2005. The number of youth Amateur Softball Association teams increased 6.25% for the same time period. (2007 Statistical Abstract)



Table 8: Youth Participation in Selected Activities & Sports (in thousands) 1995 to 2005

Activity	Ages 7 to 11 Years		Ages 12 to 17 Years	
	2005 Participation	Percent Change 1995 to 2005	2005 Participation	Percent Change 1995 to 2005
Baseball	4,700	-13.7%	3,536	-22.2%
Basketball	6,071	-3.9%	7,705	-11.6%
Bicycle Riding	9,816	-23.3%	7,373	-27.4%
Fishing	3,791	-18.0%	4,948	13.4%
Football (Tackle)	1,672	3.0%	3,453	-3.5%
Golf	747	-13.7%	2,169	7.4%
Ice Hockey	410	-21.8%	781	10.3%
In-Line Skating	4,252	-46.9%	3,811	-44.2%
Skateboarding	4,786	219.1%	4,691	156.5%
Skiing (Alpine)	1,062	72.7%	1,153	-26.0%
Snowboarding	781	91.0%	2,310	197.7%
Soccer	5,136	1.6%	3,780	8.4%
Softball	2,039	-18.9%	2,553	-34.2%
Tennis	1,053	-9.0%	2,216	-1.5%
Volleyball	1,195	-40.3%	3,381	-21.2%

Source: National Sporting Goods Association

Older Adults

The top three sports activities for persons 65 years and older in 2004 were: exercise walking, exercising with equipment, and swimming. The majority (60%) of the most popular activities for seniors are fitness related, according to the Sporting Goods Manufacturers Association 2006 Edition of Sports Participation. There are more than 10 million participants ages 55 years and older that exercise walk and more than eight million participants that stretch and exercise on a treadmill.

Activity-Based Participation

- Extreme sports continue to increase in popularity. The number one extreme sport continues to be in-line skating followed by skateboarding, each of which had more than 10 million participants in 2004. (SGMA)
- Some highlights from the National Sporting Goods Association participation survey include:
 - In 2004, the average number of days of participation in Pilates was 42.5 days, up from 38.3 days in 2003.



- Exercise walking is the number one activity for Americans, with 86 million participants in 2005. Exercise walking has experienced a 22% increase since 1995. For women, exercise walking is also the number one activity with 51.8 million participants.
- Yoga and Tai Chi had a total participation of 5.6 million in 2003. The 2005 data indicates that women account for 87.2% of the total participation.
- Weightlifting participation increased 35.4% between 2004 and 2005.

Table 9: Participation in the Top 10 Activities & Sports (in millions) 2004 to 2005

Activity	Total Participation*	Percent Change 2004 to 2005
Exercise Walking	86.0	1.5%
Swimming	58.0	8.5%
Exercising w/ Equipment	54.2	4.0%
Camping (vacation/overnight)	46.0	-16.8%
Bowling	45.5	3.5%
Fishing	43.3	5.2%
Bicycle Riding	43.1	7.0%
Billiards/Pool	37.3	8.9%
Weightlifting	35.5	35.4%
Workout at Club	34.7	9.2%

*Participated more than once, for persons seven years and older

Source: National Sporting Goods Association

Team Sports

- The average age for participants in team sports ranges from 16 to 29 years. For males the range is 18.2- 29.3 years, compared to 16.2- 25.3 years for females. (NSGA)
- Overall participation in amateur softball has been declining since 2000. The number of adult Amateur Softball Association teams decreased three percent between 2004 and 2005. (2007 Statistical Abstract)
- Among team sports, ice hockey rebounded to over 2.5 million participants in 2005 from 1.9 million in 2004. (SGMA)



Table 10: Participation in Team Sports (in millions) 2000 to 2005

Sport	2000 Participation*	2005 Participation*	Percent Change 2000 to 2005
Baseball	15.6	14.6	-6.4%
Basketball	27.1	29.9	10.4%
Football (Tackle)	7.5	9.9	33.0%
Hockey (Ice)	1.9	2.4	25.4%
Soccer	12.9	14.1	9.8%
Softball	14.0	14.1	0.8%
Volleyball	12.3	13.2	7.7%

*Participated more than once, for persons seven years and older.

Source: National Sporting Goods Association

Among the team sports, tackle football (20.1%) and soccer (18.1%) experienced the largest increases in participation between 1995 and 2005. At the same time, a decline in softball (-20%) and volleyball (-26.5%) participation occurred. (NSGA)

The number of women playing team sports has also been increasing. Females account for a significant number of softball participants: slow-pitch 47% and fast-pitch 75%. In court and grass volleyball, females represent the majority of participants and in beach volleyball they represent 46% of all players. (SGMA)

However, team sports continue to experience an overall trend of declining participation.

Fitness

Fitness sports participation showed increases for all activities between 2004 and 2005 including: exercise walking (1.5%), swimming (8.5%), exercising with equipment (4%), bicycle riding (7%), weightlifting (35.4%), aerobic exercising (14.4%), running and jogging (9.5%) and mountain biking (14.9%). These activities are listed in descending order of total participation. (NSGA)

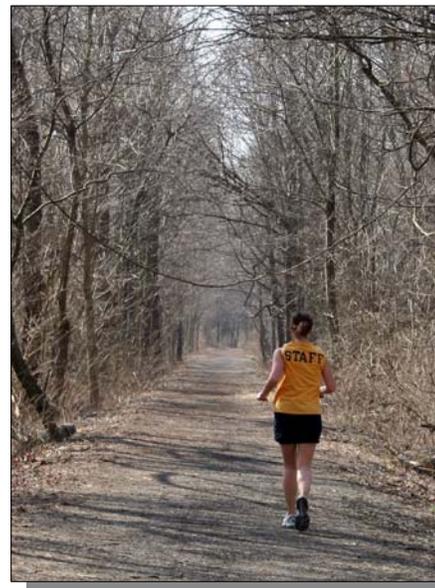


Table 11: Participation in Fitness Activities (in millions) 2000 to 2005

Activity	2000 Participation*	2005 Participation*	Percent Change 2000 to 2005
Aerobic Exercise	28.6	33.7	17.7%
Bicycle Riding	43.1	43.1	0.1%
Exercise Walking	86.3	86.0	-0.3%
Exercise w/ Equipment	44.8	54.2	21.0%
Running/Jogging	22.8	29.2	28.2%
Swimming	60.7	58.0	-4.5%
Weight Lifting	24.8	35.5	43.0%

*Participated more than once, for persons seven years and older.

Source: National Sporting Goods Association

Recreation Facility & Equipment Trends

Recreation Facilities

The current national trend is toward a “one-stop” facility to serve all ages. Large multipurpose regional centers (65,000-125,000 sq. feet) are designed to appeal to all age groups and interest levels. This design helps increase cost recovery because it saves on staff costs, it encourages retention and participation, and it saves on operating expenses.

Typical amenities of these facilities may include:

- Leisure and therapeutic pools
- Weight and cardiovascular equipment
- Interactive game rooms
- Nature centers, outdoor recreation, and education centers
- Regional playgrounds for all ages of youth
- In-line hockey and skate parks
- Indoor walking tracks
- Themed décor

Amenities that are still considered alternative but are increasing in popularity include:

- Dog parks
- Skateboard parks
- Climbing walls
- BMX tracks.
- Indoor soccer
- Cultural art facilities
- Green design techniques and certifications (such as Leadership in Energy and Environmental Design (LEED))



In a recent survey 52% of the recreation industry survey respondents indicated they were willing to pay more for green design knowing it would significantly reduce or eliminate the negative impact of buildings on the environment and occupants.

Park Trends

The Trust for Public Land has published a report titled: “The Benefits of Parks: Why America Needs More City Parks and Open Space.” The report makes the following observations about the health, economic, environmental, and social benefits of parks and open space:

- Physical activity makes people healthier.
- Physical activity increases with access to parks.
- Contact with the natural world improves physical and physiological health.
- They increase both residential and commercial property values.
- They add value to the community and economic development efforts.
- They increase tourism.
- Trees are effective in improving air quality and act as natural air conditioners.
- Trees assist with storm water control and erosion.
- They reduce crime and juvenile delinquency.
- They provide recreational opportunities for all ages.
- They help create stable neighborhoods and strong communities.



A shift has occurred in the approach of urban planning, from designing around the automobile to designing public spaces that engage a community. Cities are shifting focus from public to private space, creating less of a community environment. Civic life requires settings in which people meet as equals. The most significant amenity that the City can offer potential residents is a public realm where people can meet.

Parks and Recreation Administration Trends

Professional Demands

Park and Recreation professionals face many challenges including:

- Doing more with less, this requires partnership development.
- Partnering with nonprofit and public forms of service.
- Increasing the quality and diversity of services.
- Moving toward a more business-like model while not competing with the private sector.
- Increasing demand for parks and open space in urban areas and decreasing ability to maintain it.
- The need to provide support for the socially and economically disadvantaged through programs in areas such as childcare, nutrition, etc.
- Increased responsibility for measurement and evaluation. (van der Smissen et al.)



Administration

The trend in park and recreation management is towards outcome based management reflecting the effect on quality of life of those who participate or benefit from parks and recreation opportunities. Outcome based management is useful in establishing the benefit to community and individuals. (van der Smissen et al.)

Four primary factors of change in parks and recreation are:

- Demand- increases in requests for services.
- Technology- advances that affect how services are managed.
- Information- data, transmission, channels used to inform clients.
- People- shifts in the characteristics of people. (van der Smissen et al.)

Level of subsidy for programs is declining and more enterprise activities are being developed, thereby allowing the subsidy to be used where deemed appropriate. Agencies across the United States are increasing revenue production and cost recovery. Agencies are hiring consultants for master planning, feasibility, strategic, and policy plans. Recreation programmers and administrators are getting involved at the beginning of the planning process.

Information technology has allowed for tracking and reporting of park and recreation services and operations. Pricing is often done by peak, off-peak, and off-season rates. More agencies are partnering with private, public, and nonprofit groups. Organizations are often structured into service divisions for athletics, seniors, facilities, parks, planning, etc. rather than by geographic unit.

Conclusion

American society is changing in many ways which is, in turn, impacting parks and recreation. For example, the population is growing older with the first of the Baby Boomer generation turning 60, and becoming more diverse in terms of race and ethnicity. This provides both opportunities and challenges for park and recreation providers in terms of programming and participation.

Studies demonstrate links between physical activity and the prevention and reduction of obesity and chronic ailments such as diabetes, cardiovascular disease, and depression. Our youth are at increasing risk to become obese partially due to advances in technology and decreasing physical education programs.

Park and recreation programming and facilities help to influence healthy lifestyle choices. Understanding ways to influence behavior to reduce health risks and improve the overall health individuals is of increasing importance.

A “one-size fits all” approach to programs and facilities will most likely not be successful. The recreation professional must remain flexible, participate in the planning process, and think both creatively and strategically, so the organization can be a positive influence on the community and its residents.



C. Community and Stakeholder Input

The following is a synopsis of issues that were identified during meetings held between February 19th and February 23, 2007. Over 100 community members as well as Bloomington Park and Recreation Department staff participated in five citizen focus groups, six stakeholder interviews, and a public forum.

Meeting the diverse needs of the community

Many residents had concerns regarding the City's ability to provide programming, facilities, and facility amenities to the diverse population of Bloomington. The following are key issues that were identified from the meetings.

Programs

A multigenerational appeal is desired. There is a need for:

- More children's programs (three and up)
- More after school programs
- More teen programs (especially during summer)
- More programs for seniors (particularly fitness)
- More programs for Baby Boomers (particularly fitness)

Expansion/Upgrades

Many people expressed concern about existing facilities not being adequate for the population growth. Below are some specific comments and suggestions regarding upgrading or building new facilities:

- Make facilities, playgrounds, and parks accessible for the handicapped and disabled
- Provide bathrooms for Highland Village Park and Winslow Woods Parks
- Build or upgrade the ice rink
- Build or upgrade the pool
- Upgrade the equipment at Park Ridge East
- Upgrade the golf course

Existing facilities

Listed below are specific concerns about existing facilities:

- Banneker Center is competing with many other organizations that provide similar services
- Frank Southern Ice Arena
 - Only has one sheet of ice
 - Lunch time is only open free skate
 - Free skate is very crowded
 - Is not open year round
- Bryan Park Pool
 - Is filled to capacity and adults cannot enjoy until late afternoon
 - Only has two small lap lanes
- BACC
 - Has difficulty gaining and retaining members
 - Is too cold in winter



Community Involvement/Awareness

- The program guide should be well distributed, published early, and contain more details about programs
- Information about parks, facilities, and programs should be readily available

Fitness, Health, and Wellness

There were many comments about the need for fitness programs for all age groups. Specific concerns included:

- The risk of increasing childhood obesity
- Seniors needing fitness programs and facilities to accommodate their active lifestyles
- The need for fitness centers and fitness programming in general
- The need to increase sports programming

Safety

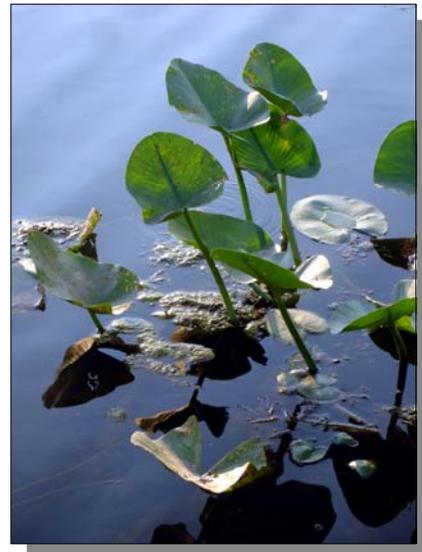
The need for children and citizens to have safe places to go and play arose in many meetings. Some specific suggestions and concerns are listed below:

- Need to increase park safety
- Need to increase supervision at after school programs
- Need to partner with law enforcement

Green space

Concerns were raised about population increases and how urban sprawl and development will affect green space. Below are some specific concerns:

- Preserving and increasing connectivity and trails
- Preserving and increasing natural areas and wild growth
- Financial limitations affecting the ability to keep up with developers
- The park system being built inequitably



Maintenance

Maintenance issues include:

- Facilities are aging
- There is a lack of funding
- There is no system in place to acquire money for maintenance equipment
- There is a need to increase public support and educate the community to stop vandalism and destruction of landscaping
- Thomson Park needs improved maintenance
- Rosehill Cemetery:
 - Needs improved maintenance
 - Maintenance fees should be paid by the City
 - Should be completely subsidized by taxpayers
 - Should be marketed as historic green space to increase tourism



Affordability

Keeping program costs low, and in some cases lowering the cost of programs and facility fees, was a main concern of the people interviewed during this process. Suggestions and concerns included:

- The need to create affordable programs and camps
- The need to make scholarships available for programs and camps

Transportation

Comments regarding transportation included:

- Should improve Rail Trail
- Should add transportation options for children to and from programs

Partnerships/Collaboration

Concern about duplicating programs within the City, as well as a need to team up with other organizations, was a frequently voiced issue. Below are some of the existing partner organizations to continue collaboration with:

- Public library
- County parks
- CONA/HAND
- The University
- Big Brothers, Big Sisters
- Fairview site (adding recreation components to the site)
- Boys and Girls Club
- School district
- YMCA

Programs or facilities that should be eliminated

Suggestions were made as to whether or not any facilities or programs should be eliminated entirely. Below are those suggestions:

- Seminary Park should be eliminated
- Summer Camps should be eliminated
- BACC should move to the old Ponderosa building on Seminary Square.
- Banneker should offer different programming. There are many organizations providing the same services.
- Should eliminate duplicate programs like after school programs, senior programs, and outdoor/environmental programs.

Underserved parts of the community

Below are areas and groups that participants identified as being underserved by the Parks and Recreation Department:

- Children aged 3 through 13
- Teens aged 13 through 18
- The international community
- Low income families
 - Programs are too expensive
 - There is no free transportation



- Senior citizens
 - There is a lack of physical fitness programs
 - Programs are not affordable
- Families with working or single parents
 - Need transportation for children
 - Need programs for children of single parents
- East Side
 - There is a lack of parks on the East Side
- Area of Highway to Walnut and Winslow to Fairfax
- South side of town (past the high school)
 - New residential development needs parks
- Central (campus)- 17th Street to 3rd Street, Woodland to Rodgers
 - Only has People's Park. Needs more parks.
- West side of Highway 37 (White Hall Pike to Curry)
 - There is a lot of housing in that area without parks.
- West Side
 - Does not have recreation facilities (only Karst Park, which is a county park).
 - Need to improve Butler Park by adding more programming and supervision.

Strengths

Below are strengths of the Parks and Recreation Department that were acknowledged by participants during the meetings:

The Department

- Has a great staff. They are knowledgeable, responsible, dedicated, and progressive.
- Has a broad vision of what parks and recreation encompasses.
- Hires knowledgeable instructors.
- Is very particular about hiring and training.
- Looks for and takes advantage of partnership opportunities.
- Is receptive to input.
- Is good at taking care of the environment.
- Is very creative with programming.
- Has good longevity and retention of staff.
- Makes good use of existing facilities.
- Has good leadership.
- Has a strong presence in the community.
- Keeps up with technology (online registration, credit cards, etc.).



Programs

- The Rails to Trails program is good.
- Program instructors are very good.
- Hook-a-Kid on Golf tournament is a great event.
- Programs focus on kids being outdoors not just team sports.
- Kid City is a great program.
- Have good special events, including:
 - Concerts
 - Farmer's Market
 - Lunch with the Arts
 - Amazing October
 - Bark in the Park

Green space and facilities

- The trails are great and the bike trails are starting to be extended.
- Great existing parks, specifically:
 - Cascades Parks (especially the playground)
- Forestry is above average (47% in Bloomington vs. national average of 32%).
- Overall acreage of parks is high
- Diversity of the parks, specifically:
 - Griffy and Leonard Springs

Areas for Improvement

Below are areas the Parks and Recreation Department can improve upon that were brought up during the meetings:

The Department

- Needs better publicity
- Is underfunded for all that they do
- Has a lack of communication with the public
- Has employees that are retiring- they will lose expertise and institutional knowledge
- Can't keep up with new acquisition of properties because of lack of funding
- Should improve partnerships with the County
- Takes on more than it should with existing resources
- Needs more long-term funding and capital replacement

Green space/facilities

- There is a lack of indoor walking space.
- The overall maintenance of parks and facilities needs to improve.
- There is a lack of large facilities for rentals.
- Mills pool needs work.
- Need more places for pets
- Miller-Showers Park should have been something the community celebrates, but instead took a hit for it.
- Bryan Park
 - Has a playground too near the basketball courts (children overhear bad language).



- Needs another baby swing.
- Ice rink
 - Is overused.
 - Is under maintained.
 - Is overbooked, at times.
- Golf course
 - Doesn't have enough staff for grounds crew of golf course.
 - Doesn't have enough maintenance equipment for the course.
- Banneker needs landscaping and grounds maintenance.

Funding

Below are responses to questions about funding; the anticipated responses to a tax increase, bond referendum, and suggestions about alternate funding methods.

A tax increase or bond referendum would be successful if...

- People had clear proof of need.
- It was appropriately tied to a specific program or facility.
- It was clear where the money was going.
- It was clear how the community would benefit.
- The next stage of B-Line could be sold through a bond campaign.
- They did a series of improvements for multiple buildings.

Alternate funding methods

- Partnerships (*See Partnerships/Collaboration in the Key Issues section*).
- Donations
- Grants
- More fee's

The Bloomington Master Plan Update focuses on addressing the top priorities as identified by participants in the focus groups, as well as the citizen's surveys recently conducted. The top priorities include (but are not limited to): partnerships and collaborations, maintenance, improving community awareness, improving and adding trails and connectivity, expanding and building new facilities (with a focus on increasing multigenerational appeal), and improving and adding programs (particularly programs for health and fitness, youth, and aging Baby Boomers).

D. Statistically Valid Community Survey Findings

Overview of the Methodology

The City of Bloomington conducted a Community Attitude and Interest Survey during November and December of 2006 to help establish priorities for the future development of parks and recreation facilities, programs, and services within the community. The survey was designed to obtain statistically valid results from households throughout the City of Bloomington and surrounding Monroe County. The survey was administered by a combination of mail and phone.



Leisure Vision, a survey firm that specializes in parks and recreation, worked with Bloomington city officials in the development of the survey questionnaire. This work allowed the survey to be tailored to issues of strategic importance to effectively plan the future system.

In November 2006, surveys were mailed to a random sample of 2,500 households in the City of Bloomington and Monroe County. Approximately three days after the surveys were mailed each household that received a survey also received an electronic voice message encouraging them to complete the survey. In addition, about two weeks after the surveys were mailed Leisure Vision began contacting households by phone, either to encourage completion of the mailed survey or to administer the survey by phone.

The goal was to obtain a total of, at least, 600 completed surveys. This goal was exceeded, with a total of 611 surveys having been completed. The results of the random sample of 611 households have a 95% level of confidence with a precision of at least +/- 4.0%.

The following summarizes key findings:

Parks and Facility Use and Ratings

- 88% of respondent households have used at least one of Bloomington's 21 parks during the past 12 months. Of the 88% of respondents that have visited parks during the past year, 96% rated the physical condition of all the parks they have visited as either excellent (39%) or good (55%).
- Based on the sum of their top three choices, the parks that respondent households have visited most often are: Bryan Park (70%), Cascades Park (39%), and Griffy Lake Nature Park (24%).
- Based on the sum of their top three choices, the facilities that respondent households have used the most are: Clear Creek Trail (29%), Bryan Park Pool (27%), and Bloomington Rail Trail (26%).
- Three of the 17 facilities had at least 50% of respondents rate their condition as excellent: Clear Creek Trail (71%), Community Gardens (52%), and Winslow Sports Park (50%). It should also be noted that all 17 facilities had over 70% of respondents rate them as being either excellent or good.
- Not knowing what is being offered (19%) is the reason preventing the highest percentage of respondent households from using parks, recreation and sports facilities or programs more often. The other most frequently mentioned reasons include: too far from their residence (18%), not knowing the location of the facilities (14%), and the fees were too high (13%).



Programs

- Twenty-nine percent (29%) of respondent households have participated in programs offered by the City of Bloomington Parks and Recreation Department during the past year, which is equivalent to the national average of 29%.
- Of the 29% of respondents that have participated in Bloomington Parks and Recreation Department programs during the past 12 months, 93% rated the programs as excellent (45%) or good (48%), compared to the national average of 87%.

Community Needs

- From the list of 26 parks and recreation facilities, respondent households felt that the following facilities met their needs 75-100%: adult softball fields (85%), playground equipment (85%), the golf course (82%), and large community parks (79%).
- The top four park and recreation facilities that are rated as only meeting respondent's needs at 50% or less include: indoor fitness and exercise facilities, indoor running/walking track, indoor swimming/leisure pool, and greenspace and natural areas.
- Based on the sum of their top four choices, the facilities that respondents rated as the most important are: walking and biking trails (51%), small neighborhood parks (28%), nature center and trails (25%), greenspace and natural areas (20%), and large community parks (20%).
- From the list of 23 sports and recreation programs, respondent households felt that the following programs met their needs 75-100%: the Farmers Market (92%), youth sports programs (69%), special events (55%), and adult sports programs (65%).
- The top four sports and recreation programs that are rated as only meeting respondent's needs at 50% or less include adult fitness and wellness programs, special events, water fitness, and nature/environmental programs.
- Based on the sum of their top four choices, the programs that respondents rated as the most important are: Farmers' Market (46%), special events (27%), adult fitness and wellness programs (21%), and nature/environmental programs (16%).

Financial Support

- Respondents indicated they would allocate \$31 out of every \$100 to the improvements/maintenance of existing parks, playgrounds, and recreation facilities. The remaining \$69 were allocated as follows: development of new indoor facilities (\$25), acquisition and development of walking and biking trails (\$21), acquisition of new park land and open space (\$14), construction of new sports fields (\$6), and \$3 to "other."
- Fifty-seven percent (57%) of respondents are either very willing (23%) or somewhat willing (34%) to pay some increase in taxes to fund the types of parks, trails, recreation and sports facilities that are most important to their household.

Conclusions

It is evident that the Bloomington community highly uses and is extremely satisfied with the city's parks. This is illustrated by the fact that 93% of respondents rated the condition of the parks as "good" or "excellent," compared to the national average of 87%. However, it is apparent that the satisfaction levels with the City's indoor facilities do not compare and



could be greatly improved. Facilities like Frank Southern Ice Arena, Allison-Jukebox Community Center, Banneker Community Center, Bloomington Adult Community Center and Mills Outdoor Pool had 18-27% rating their condition as “poor.” This indicates that the City has opportunities to increase the level of service by making improvements to indoor facilities.

The Bloomington residents are very well informed about the City’s parks and recreation programs. For example, 65% learn about activities from the program guide, and 22% from the City website, compared to the national average of 8%.

The community has a strong need for park and recreation facilities, the community’s highest needs are for walking and biking trails, small neighborhood parks, nature centers, and green space/natural areas. Those facilities stated as the highest needs are generally being met; it is facilities such as indoor fitness and exercise, indoor running/walking track, indoor lap lanes, and indoor swimming/leisure pool that are not being met.

In regard to recreation programs, the community has a wide range of interests and needs. Those programs for which the community has the highest needs are the Farmers’ Market, special events, adult fitness and wellness, and nature/environmental programs. It is interesting to note that the top areas where needs are not being met include adult fitness and wellness, special events, water fitness, and nature/environmental programs.

In developing new facilities, the survey results illustrate that the City should continue to focus on developing neighborhood parks, trails, and indoor recreation facilities, as funds are available. However, as expressed by the survey, it is most important that the City improve and maintain its existing facilities. A majority of residents (57%) are very or somewhat willing to financially support these improvements through an increase of taxes, which should be taken into consideration for future planning and developments.

IV. What We Have Now - An Analysis of Programs and Spaces

Bloomington Parks and Recreation, as indicated by the community survey results, is recognized as the primary recreation provider in the area. 44% of respondents have used the Department’s services at least once over the last 12 months. Furthermore, for both youth and adult recreation activities, residents use BRPD activities more than any other provider.

The Department is known for the quality and variety of its park and recreation services, not only by the community but nationally, as a six time NRPA Gold Medal Finalist and Gold Medal Award winner in 2007. The Department provides an extensive number of services, in comparison to other communities of its size, and impressively does this on a very tight budget.

Findings related to facilities, uses, and Level of Service analysis follow in the GRASP® Level of Service Analysis section to provide insights into how these parks and recreation facilities are meeting current needs and will meet future needs.



A. Recreation Programming and Services

The Department provides services through three different divisions: Operations and Development, Recreation Services, and Sports Services. Following are the major program and service areas and some of the key responsibilities and accomplishments within those areas.

Park and Facility Services

Operations

Operations provides resource protection, development, grounds maintenance, facility maintenance, repair, renovation, construction, landscaping, event setups, public safety and sanitation services for the property, equipment, and facilities contained within 34 public parks and related public facilities and trails. These services are provided on a year-round basis for all residents and visitors to the community totaling over one million users per year.



Sample responsibilities and accomplishments include:

- Upgrading playground surfacing at nine City parks
- Completing accessibility improvements at Reverend Ernest D. Butler Park (formerly Ninth Street) and Twin Lakes Sports Park
- Acquiring three mile abandoned CSX rail corridor (29.2 acres) for \$3,225,000 with the assistance of a Federal Highway Administration Transportation Enhancement Grant in 2005

Natural Resources

The natural resources staff enhance and protect natural areas managed by the Parks and Recreation Department including: Griffy Lake Nature Preserve, Wapehani Mountain Bike Park, and Leonard Springs Nature Park. They also provide outdoor recreational and educational opportunities at these sites for all ages in the community.

Sample responsibilities and accomplishments include:

- Providing boat rental opportunities for 3,500 boaters from April through October
- Providing outdoor education for over 350 local children April through October
- Providing trail maintenance opportunities for over 380 volunteers from April through October
- Supporting the Watershed Management Steering Committee for Griffy Lake

Landscaping Services

Landscaping services staff provide landscape planting and maintenance services for publicly owned property, including parks, throughout the City of Bloomington on a year-round basis.



Sample responsibilities and accomplishments include:

- Maintaining 113 garden plots
- Maintaining 72 landscaped plots
- Planting ornamental grasses in traffic island and as a screen for restroom facility at the skate park at Upper Cascades Park

Cemetery Services

Cemetery services staff administer and maintain the publicly owned Rose Hill and White Oak cemeteries and grave sites, mausoleums, monuments, statuary, and related structures on those properties. The sale of gravesites and related internment services is administered on a year-round basis.

Sample responsibilities and accomplishments include:

- Maintaining 4,400 cemetery plots
- Providing 50 burial services
- Assisting Landscaping Services in planting 300 peonies at Rose Hill Cemetery

Urban Forestry Services

Urban Forestry staff provides high quality urban forestry maintenance and administration for publicly owned property, including parks, throughout the City of Bloomington in an ongoing effort to protect and enhance the urban forest, and contributes to the appearance and beautification of the City of Bloomington. These services are provided on a year-round basis with concentration on the urban core of the City.

Sample responsibilities and accomplishments include:

- Planting 346 trees in 2005, including 155 trees planted in City parks and 191 trees planted along streets and on City property
- Promoting a "Don't Top Trees" campaign with ads in the local Yellow Pages and on



- City of Bloomington Transit buses
- Presenting with the Indiana Urban Forest Council's Outstanding Project Award in October for the tree plantings in and design of Miller-Showers Park. The park was also presented with the Merit Award for Engineering Excellence by the American Council of Engineering Companies of Indiana.

Recreation Programs

Rhino's After-School

This is a partnership-operated, after-school program for area youth ages 13 to 21. The program is located at Rhino's Youth Center, and is a safe, "alcohol, tobacco, and other drug" free (ATOD) environment.



Sample responsibilities and accomplishments include:

- Providing Bloomington with a drop-in center with structured programming from three to six p.m. Monday through Friday.
- Providing programs that include Youth Radio, Youth Video, Youth Mural Art, and Youth Journalism to 100 youth weekly. (This goal translates into approximately 5,000 participations annually).
- Pursuing grant funding. Rhino's After School Program received an Indiana Criminal Justice Institute grant for \$75,000. The partners involved in this grant are Rhinos Youth Center, Big Brothers/Big Sisters, and Aurora High School. (Over \$ 44,000of the funds were received in 2005).

Youth Services

These programs provide recreational opportunities for Bloomington youth under the age of 18.

Sample responsibilities and accomplishments include:

- Teen X-Treme, a program that offers a number of summer extreme activities including: caving, rock climbing, and overnights
- Kid City Original, a summer camp of 90 kids, designed for children to explore their community while promoting healthy leisure lifestyles
- Kid City Quest, a summer camp program, and Counselor's in Training attract over 140 participants annually
- Leadership/Challenge Education Program- hosted 46 user groups (252 adults and 925 youth) in its first year as a Bloomington Parks and Recreation facility, for a total of 176.5 hours of programming

Bloomington Adult Community Center

This is a multipurpose facility, which offers year-round daily recreational programs to approximately 600 adults, ages 50 and older. Programs include travel, fitness, special events, the Senior Expo, computer instruction, and social activities.

Sample responsibilities and accomplishments include:

- Hosting more than 600 facility rentals attracting over 28,000 participants, including 486 rentals with waived fees and 136 paid rentals.
- Growing membership by more than 26%, an increase of 112 new members.
- Hosting the Senior Expo at the Bloomington Convention Center in May, 2007 with the theme of "Cruising into the Sunset" attracting 1,953 participants and 93 exhibitors.

Benjamin Banneker Community Center

This is a multipurpose three floor facility that offers year-round programs and services for all age groups. Amenities include a gymnasium, recreation room, kitchen, library, and game hall. Programs include special events, family activities, drop-in activities, youth basketball leagues, special interest classes and activities, summer programs and camps, and a



variety of other services. The facility is available for rental to private groups or Parks Department partners.

Sample responsibilities and accomplishments include:

- Participating in Bloomington Bikes Week by working with the Bloomington Hospital and Healthcare System and Highland Park Elementary School in hosting a Bike Rodeo that provided bike safety instruction and free helmets to approximately 150 participants.
- Continuing to work closely with the Bloomington Hospital, MCCSC, IU School of Education to provide programs and special events for children and their families.
- Partnering with MCCSC (Monroe County Community School Corporation) to run a free summer food service program that provided four lunch sites, a snack site and a dinner site at the Banneker Community Center, as well as supervised activities at each location, serving approximately 3,000 meals.

Adult Services

These programs provide adult leisure education classes, and gardening programs and facilities for the community. People's University of Bloomington, serving adults 18 years of age and older, provides a variety of leisure classes throughout the year. The Community Gardening Program offers recreational and educational gardening activities and facilities during gardening season.



Sample responsibilities and accomplishments include:

- Trying to reach capacity of 98 gardening spaces in community gardens by offering both conventional and organic recreational gardening opportunities in the 88 rental plots and 10 accessible raised beds at Willie Streeter Community Gardens in Winslow Woods Park.
- Continuing to seek and develop partnerships in order to facilitate the offering of adult leisure classes to 2,750 patrons.
- Facilitating classes taught by community members for community members, through People's University of Bloomington, an adult leisure education program which continued to grow in 2005 with over 2,750 participations.

Inclusive Recreation

This provides recreation services and programs for people with disabilities to facilitate participation in the most integrated setting, promoting interactions between individuals with and without disabilities in all Parks and Recreation programs. Consultation is provided by the CTRS Inclusive Recreation Coordinator on the accessibility requirements of programs, activities, sites, and facilities. Services provided include inclusion plans to provide reasonable accommodations for activity and equipment adaptation. Programs are developed specifically for individuals with disabilities.



Sample responsibilities and accomplishments include:

- Supporting the Monroe County Special Olympics Management Team in implementing five Special Olympics programs: track, golf, softball, bowling, and basketball (as defined by Special Olympics Indiana).
- Making Kid City Camps fully inclusive providing 26 children with disabilities reasonable accommodations, making it possible for them to participate in the camp program of their choice.
- Providing inclusion programs through the Sports Division: Swim, Tennis, Golf Clinic, and Ice Skating lessons with 76 participations in 2005.

Community Events and Cultural Arts

These programs and events provide an eclectic mix of cultural and outdoor activities and year-round events to provide enjoyment, education, and a sense of community for the diverse people who make Bloomington their home. Partnerships, collaborations, and direct service allowed Community Events and Cultural Arts to record over 143,500 participations in 2005.

Sample responsibilities and accomplishments include:

- Continuing the Performing Arts Series, offering 24 diverse concerts, including the Bloomington Jazz Festival, two theatrical performances, and free eight movies in various parks, attracting approximately 10,189 participants. These concerts and performances were supported with over \$14,000 in sponsorships.
- Offering other events in 2005 including: A Fair of the Arts, EarthWorks, BubbleFest, Egg Scramble, Seusspicious Behavior, Pumpkins in the Park, Touch a Truck, The Great Bloomington Pumpkin Launch, Festival of Ghost Stories, and Candy Cane Hunt. These events had over 13,425 participants.
- Attracting over 105,000 visitors in 2005 to Farmers' Market.
- Collecting almost 3,000 pounds of produce at the market site for Plant a Row for the Hungry.

Sports

Aquatics

Staff plans, coordinates, and facilitates recreational swimming, formal lessons, private rentals, special group use, and advanced aquatic/personal safety training for the Bloomington community and its visitors at the Bryan Park and Mills outdoor pools.



Sample responsibilities and accomplishments include:

- Experiencing a record year for total revenue of \$213,916.
- Facilitating the Evening with the Stars program, which resulted in over 600 patrons floating to *Shark Tale* and *The Neverending Story*.



- Provided the NRPA Pool Cool Program - a sun safety program incorporated into swim lessons for children ages five to 10 years old. This program educates pool users about the dangers of overexposure to the sun.

Frank Southern Center

This center provides recreational and organized ice skating and off-season skating activities to the community of Bloomington and surrounding communities, from September through mid-March.

Sample responsibilities and accomplishments include:

- Increasing Youth Hockey registrations by 25% in a challenging market.
- Instituting new programs which included: Hockey Skating Clinics, Skate and Scare, Sweetheart Skate, Night Owl Skating, and the Great Public Skate, all designed to increase traffic and exposure.
- Generating high participation numbers for 2005: 9,154 in public skating admissions, 1,449 in the Adult Hockey League, 2,801 in the Learn to Skate program, 8,286 in the Youth Hockey program, 2,951 in Blades Hockey, and 3,594 in IU Hockey.

Cascades Golf Course

This course is a 27-hole municipal golf facility including a driving range, practice greens, and clubhouse that facilitates golf programs and daily play for area golfers.

Sample responsibilities and accomplishments include:

- Providing affordable public golfing for 30,000 rounds of golf on a manicured 27 hole golf course.
- Increasing pro shop sales by 30% (\$60,232, \$15,491 over 2004 sales.)
- Increasing concessions revenue by 8% (\$46,396, \$5,891 over 2004 sales.)
- Hosting 70 outings and special golf events in 2005.



Adult Sports

Adult Sports Services plans, coordinates, and facilitates adult sports for the Bloomington community at the Twin Lakes Sports Complex, Lower Cascades fields, local tennis courts, and in various MCCSC facilities.

Sample responsibilities and accomplishments include:

- Providing adult softball leagues at Twin Lakes Softball Complex and lower Cascades ball fields from April through October, facilitating 54,000 participations.
- Providing tennis facilities, lessons, tournaments, leagues, and programs for adults and youth of all skill levels and ages.
- Providing winter basketball leagues for 120 participants from October through April in MCCSC facilities for adults of all skill levels.
- Providing volleyball leagues for 120 participants from October through April, in MCCSC facilities for adults of all skill levels.



Youth Sports Services

Youth Sports Services plans, coordinates, and facilitates operations for Winslow Sports Complex, Upper Cascades, Ernest D. Butler (Ninth Street) Park ball diamonds, Bryan Park ball diamonds, and Olcott Park sports fields. These facilities host Bloomington Junior League Baseball, Babe Ruth Baseball, Girls Inc. Softball, MCCSC baseball and softball, and Monroe County baseball and softball, and Monroe County Youth Football events through partnerships with the Department.

Sample responsibilities and accomplishments include:

- Introducing a competitive girls softball option for Bloomington girls 14 and under, named "Bloomington Lightning." The program had four teams and seventy five girls in its first year.
- Hosting the Traditions of Golf National Golf Tournament at Cascades Golf Course for 20 teams from the United States and Mexico.
- Hosting field rental to Monroe County Youth Football with 2,700 participations.
- Hosting field rental to Monroe County Youth Soccer with 4,500 participations.

Conclusions

The BPRD provides an immense amount and variety of park and recreation programs, with strong participation and satisfaction. The benefit that these services bring to the community is immeasurable. However, with the Department's financial constraints it is important to assess the programs provided to ensure that the Department is serving its mission and not extending its resources beyond its key goals and objectives. BPRD has been a victim of its own success and many other City departments and government agencies often make requests for services or partnerships, spreading the Department's resources even thinner.

Focusing efforts and resources on the Department's core competencies will be very important for its long term sustainability, as well as the provision of quality park and recreation services. The Department needs to ensure that costs of programs and services are being covered adequately through fees and charges. Establishing a value-based Pricing and Cost Recovery Philosophy (*see* detailed information in *Appendix VIII*) will be critical to the future of the Department, and the programs and services it provides.

B. Inventory

Bloomington Context

Bloomington is located in the rolling hills of south central Indiana. It is home to Indiana University which is a large part of the Bloomington community. The landscape provides ample opportunities for woodland and wetland preservation. Bloomington has historically been a progressive community that places high importance on providing an inclusive and caring community. In particular, the Parks and Recreation Department strives to meet and exceed national standards for parks and recreation. The Department has been a finalist for the country's most prestigious parks and recreation award for six of the last nine years. Bloomington has a diverse and comprehensive inventory that contains parks, facilities, trails, and natural areas. The topography of Bloomington makes park design both challenging and interesting, however the parks have been well designed to take advantage of the native vegetation, as well as provide space for active recreation. Generally, the



parks contain a group shelter, playground, open turf, and native vegetation. The parks also consistently have benches, picnic tables, and dog waste collection stations.

Existing Infrastructure

The parks and recreation system can be thought of as an infrastructure that serves the health and wellbeing of people. This infrastructure is made up of parts and pieces that are combined in various ways to provide services. The result is a system of parks, trails, open space, and other facilities. The current inventory includes the following main features:

Community Parks

Bloomington's larger parks provide a variety of experiences to the residents of Bloomington. Bryan and the Cascades Parks are historic parks that serve as gathering points for the community. Olcott and Miller-Showers Park are newly developed and feature the latest storm water management techniques and modern playgrounds. The other large parks offer sports fields (Winslow Sports Park and Twin Lakes) and natural areas (Winslow Woods). Also included in the inventory of larger parks are a 27 hole golf course, which are located in the same area as other large parks like Griffy Nature Park and Upper and Lower Cascades Parks.

Neighborhood Parks

Smaller parks offer the same diversity of experience that is presented in the larger parks. These small parks are located throughout the community and are generally within easy walking distance of residential neighborhoods. Most of the small parks offer play equipment, open turf, and a wooded area. Several offer tennis courts or other more unique features. The community also has several small urban parks that act as gathering spaces for the downtown area of Bloomington.

Greenway Trails

In response to community input associated with the last Parks and Recreation Master Plan, Bloomington has placed a strong emphasis on the construction of multi-use trails. The newest trail, the B-line trail, is planned and a .61 mile portion will be constructed in the next year. This trail will go through the western edge of downtown and will connect residents with the Farmers' Market and other downtown events. Currently, the constructed trails are built along railroad and utility rights-of-way and are considered linear parks.

Nature Parks / Preserves

Open Space in Bloomington takes the form of nature parks and nature preserves. The community currently has four properties that fall into this category. The largest is Griffy Lake Park, located in the north part of the community and highly valued by residents. Several of the properties are owned by the Community Foundation of Bloomington and Monroe County but are operated and maintained by the City.



Indoor Facilities

The City has several indoor facilities that provide spaces for a variety of programming from senior activities to ice hockey. These facilities are aging and are serving purposes for which they were not originally designed. The aging indoor facilities include: Frank Southern ice Arena, Bloomington Adult Community Center, Banneker Center and Allison-Jukebox Community Center.

Other Providers

There are several other recreation providers in the community that both partner and compliment the efforts of the City. These include the Boys and Girls Club, Girls Inc., and the YMCA, among others.

Inventory of Existing Components

In planning for the delivery of parks and recreation services, it is useful to think of parks, trails, indoor facilities, and other public spaces as combining to create an infrastructure. This infrastructure allows people to exercise, socialize, and maintain a healthy physical, mental, and social wellbeing. The infrastructure is made up of components that support this goal. Components include such things as playgrounds, picnic shelters, courts, fields, indoor facilities, and other elements that allow the system to meet its intended purpose.

For Bloomington, a detailed inventory located and catalogued all of the components using this information to analyze the Levels of Service provided by the system, which will be explained in more detail in the following sections.

The inventory was completed in a series of steps. The planning team first prepared a preliminary list of existing components using aerial photography and the city's Geographic Information System (GIS). Components identified in the aerial photo were given GIS points and names.

Next, field visits were conducted by the consulting team and by city staff to confirm the preliminary data and collect additional information. Some, but not all of the school sites were visited, so the inventory relies on the aerial photos and the familiarity of city staff with school properties for the completeness of the inventory of the school facilities.

During the field visits and evaluations, missing components were added to the data set, and each component was evaluated as to how well it met expectations for its intended function. During the site visits the following information was collected:

- Component type
- Component location
- Evaluation of component condition
- Evaluation of comfort and convenience features
- Evaluation of park design and ambience
- Site photos
- General comments



The inventory team used the following three tier rating system to evaluate each component on such things as the condition of the component, its size, or capacity relative to the need at that location, and its overall quality:

- B = Below Expectations (1)
- M = Meets Expectations (2)
- E = Exceeds Expectations (3)

Components were evaluated from two perspectives: first, the value of the component in serving the immediate neighborhood, and second, its value to the entire community.

The setting for a component and the conditions around it affect how well it functions, so in addition to scoring the components, each park site or indoor facility was given a set of scores to rate its comfort, convenience, and ambient qualities. This includes such things as the availability of restrooms, drinking water, shade, scenery, etc.

Information collected during the site visit was then compiled and corrections and comparisons were made to GIS. Following the comparisons and compilation, the inventory was sent to city staff for corrections and comments.

The compiled inventory data can be found in the inventory spreadsheet of the electronic version of this file and in *Appendix VII*, GRASP® Map B.

C. The GRASP® Level of Service Analysis

Level of Service Analysis

During the planning process, several methods were employed to analyze the current system in relation to the needs of the community. This relationship is often referred to as *Level of Service (LOS)* and each method used in this analysis provides a different look at the community and addresses different aspects of the system. These tools allow for analysis of the inventory, location, distribution, and access to parks and recreation. When the results of each analysis are considered together as a group, a full view of the system and the LOS that is provided to each resident is created upon which recommendations can be formed.

This plan incorporates an enhanced approach using the Geo-Referenced Amenities Standards Program (GRASP®). This methodology builds on traditional community standards based on capacity, but can track not only the quantity, but also quality and distribution of amenities or components.

GRASP® methodology applies to individual components, such as basketball courts, as well as to overall facilities such as neighborhood and community parks. It replaces the traditional classification of park sites with a look at the individual components within parks and open space according to their functions, to create a component-based system. By thinking of the components within the parks, trails, and recreational facility system as an integrated whole that provides a service to residents, it is possible to measure and quantify the net level of service provided.



NRPA Standards

LOS is typically defined in parks and recreation master plans as the capacity of system components and facilities to meet the needs of the public. The traditional means of measuring Levels of Service (LOS), often called the **NRPA** (National Recreation and Parks Association) **Standards** per 1,000 population (or “capacity”). This methodology was developed in the 1970s and 80s and it is now recognized as not accurate for the majority of public agencies because each community has different demographics, physical conditions, and market conditions that make national standards inappropriate. Even NRPA officials are now calling this standards methodology “obsolete.”

Classification Schemes

Another traditional approach to planning that has been avoided in this inventory is the classification of parks into categories such as Neighborhood Parks and Community Parks. In Bloomington, as in many municipalities, parks serve on both levels, and do not always fall neatly into one category or another. For this reason, the GRASP® process assigns both a neighborhood and a community value to each individual component within a park, without regard to the “classification” of that park.

Process

In the inventory stage of the plan, each of various components found within the park and recreation system were evaluated for quality and condition, and assigned a component score. The geographic location of each component was also recorded. The quantity of each component is recorded as well, providing a look at capacity.

Comfort, convenience, and ambience characteristics that are part of the context and setting of a component were also evaluated and recorded in the inventory as a modifier value. These comfort and convenience features are items such as drinking fountains, seating, and shade. They are not characteristics of the component itself, but when they exist in proximity to a component they enhance the value of the component. In GRASP® terminology these are referred to as *Modifiers*. In addition, the overall park setting was considered. The quality of the users’ experience is also enhanced by a pleasant setting and good design. Components within a park that is well designed and well maintained offer a higher level of service than ones in a park that nobody wants to visit. Proper design not only makes a place look nice, it makes it feel safe and pleasant, and encourages people to visit more often and stay longer. This evaluation was recorded as the *Design and Ambiance Score*.



Using GRASP® methodology, a Base Score is calculated for each component using the following formula:

Component Score x Modifier Value x Design and Ambience Score = Base Score

By combining the base scores of each component it is possible to measure the service provided by the entire park system from a variety of perspectives and for any given location. This was done, and the results are presented in a series of maps (*Perspectives in GRASP® terminology*) and tables that make up the GRASP® analysis of the study area.

GRASP® Level of Service Perspectives show how well the community is served by any given set of components by using maps to graphically display the GRASP® values, and with quantified measurement spreadsheets (as presented in the Summary Tables, Community Components GRASP® Scores & Population Ratios, and the Capacities LOS Chart). This quantification system provides a benchmark against which a community can determine how well it is doing providing services in relation to the community's goals, presently and over time.

The GRASP® enabled dataset is "living" digital data. Bloomington is encouraged to maintain and update this valuable resource, so that further analyses may be performed in the future to measure progress in maintaining and enhancing levels of service for the community.

GRASP® Mapping

For each Perspective, each inventoried component has been assigned a service value, or GRASP® score, and a service area, (or buffer), based on a radius from the component. Components were scored two ways, first for their value to the surrounding neighborhood, and second for their value to the entire city (communitywide score). For example, a small lot in a pocket park might have a high value to the immediate neighborhood and a low value to someone who lives across town. For the GRASP® mapping, only the neighborhood scores are used. The community scores are used to determine community levels of service for key components, which will be discussed in a later section.

The buffer is the distance from which getting to the component can be accomplished within a reasonable time frame. One mile buffers have been placed around each component and shaded according to the component's GRASP® score. This represents a distance from which convenient access to the component can be achieved by normal means such as driving or bicycling. In addition, a one-third mile buffer has been plotted for each component. The one-third mile buffer shows the distance that a resident can reasonably walk in 10 minutes. Scores are doubled within the one-third mile buffer to reflect the added accessibility of walking, since almost anyone can reach the location on their own by walking, even if they don't drive or ride a bicycle.



When service areas, with their scores for multiple components, are plotted on a map a picture emerges that represents the cumulative service provided by that set of components upon the geographic area. Where service areas for multiple components overlap, a darker shade results from the overlap. Darker shades indicate locations that are served by a combination of more components and/or higher quality ones. The shades all have numeric values associated with them, which means that for any given location on a GRASP® Perspective, there is a numeric GRASP® Level of Service score for that location and that particular set of components.

The maps can be used to determine levels of service throughout the community from a variety of perspectives. These perspectives can show a specific set of components, depict estimated travel time to services, highlight a particular geographic area, or display facilities that accommodate specific programming.

In the completed maps, it is not necessary for all parts of the community to score equally in the analyses. The desired level of service for any particular location will depend on the type of service being analyzed, and the characteristics of the particular location. Commercial, institutional, and industrial areas might reasonably be expected to have lower levels of service for parks and recreation opportunities than residential areas. Levels of service for retail services in high density residential areas might be different than those for lower density areas.

The maps can be used to determine if current levels of service are appropriate in a given location. If so, then plans can be developed that provide similar levels of service to new neighborhoods. Conversely, if it is determined that different levels of service are desired, new planning can differ from the existing community patterns to provide the desired LOS.

Reading the GRASP® Perspectives

Each Perspective shows the cumulative levels of service across the study area when the buffers for a particular set of components are plotted together. As stated before, where there are darker shades, the level of service is higher for that particular perspective. It is important to note that the shade overlaying any given point on the Perspective represents the cumulative value offered by the surrounding park system to an individual situated in that specific location, rather than the service being provided by components at that location to the areas around it.

The larger scale map in each of the perspectives show the GRASP® buffers with an infinite tone range that shows the nuances of service that is being provided to the community. At this scale it is easier to see the differences in services provided by parks and individual components. The complete Perspective series is set to the same tone scale so they can be compared side by side. The inset Perspective shows the GRASP® score ranges grouped into categories as the scores represent service that is Below Expectation, Meets Expectations, or Exceeds Expectations. A description of this scoring method can be found in *Appendix III*. In the inset, you can see clearly what areas fall into each of the categories for a summarized look at the service that is being provided. Different score breaks were used on the inset maps so that each set of components is being evaluated based on what the expectations are for each Perspective. For this reason, these Perspectives cannot be compared.



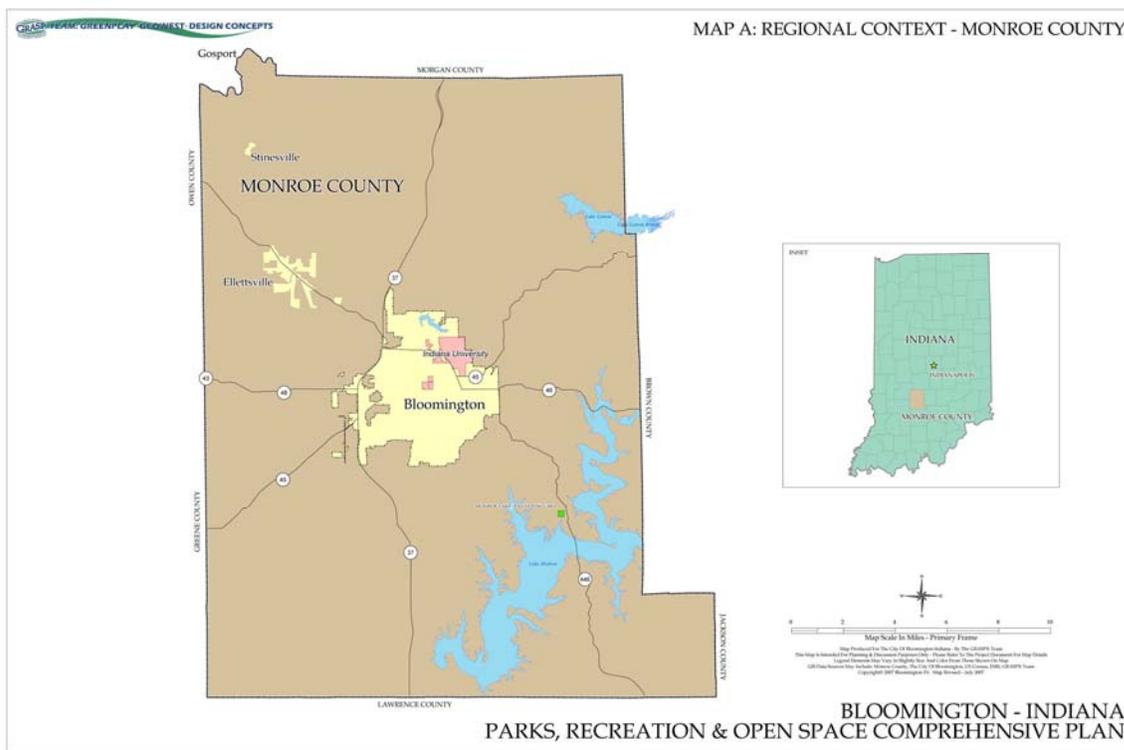
By reviewing the Perspectives, it is possible to see where higher and lower levels of service are being provided from a given set of components. Decisions can then be made regarding the appropriateness of the levels of service and whether or not to change the system in some way to alter levels of service in various locations.

GRASP® Perspectives and Map Descriptions

The complete larger versions of the GRASP® Perspectives and maps can be found in *Appendix VII*.

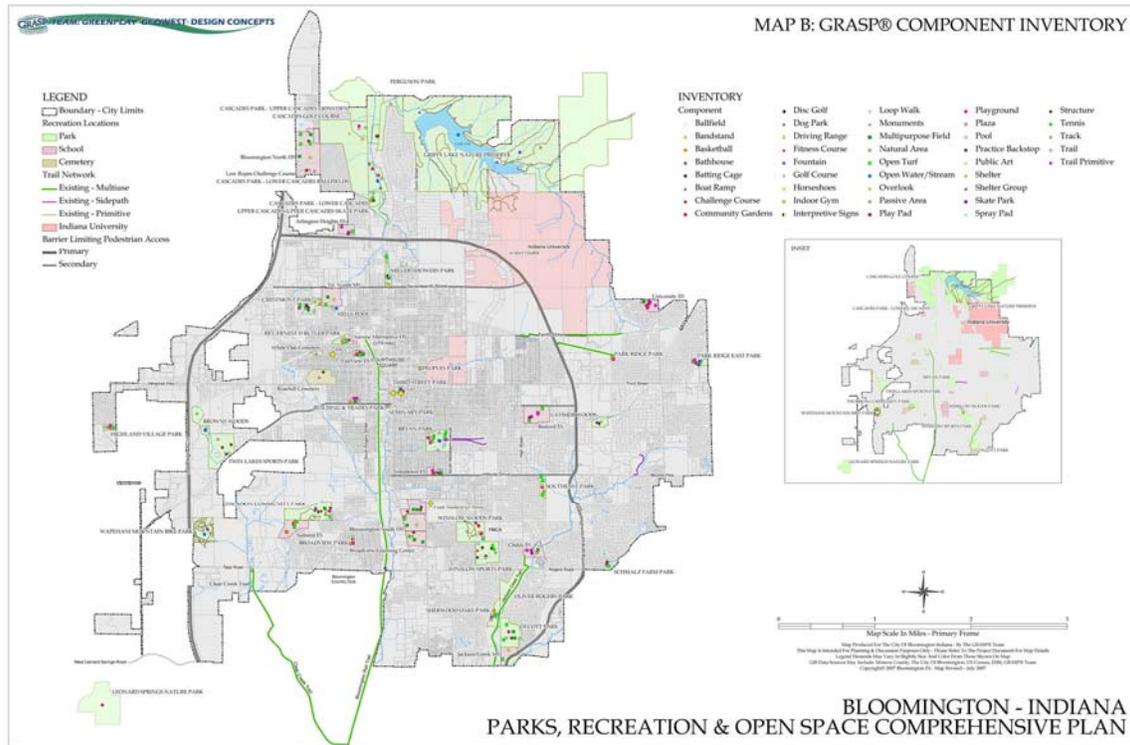
Map A: Regional Perspective

This map shows the community and the surrounding context including parks in surrounding areas, landmarks, and regional roads.



Map B: Inventory

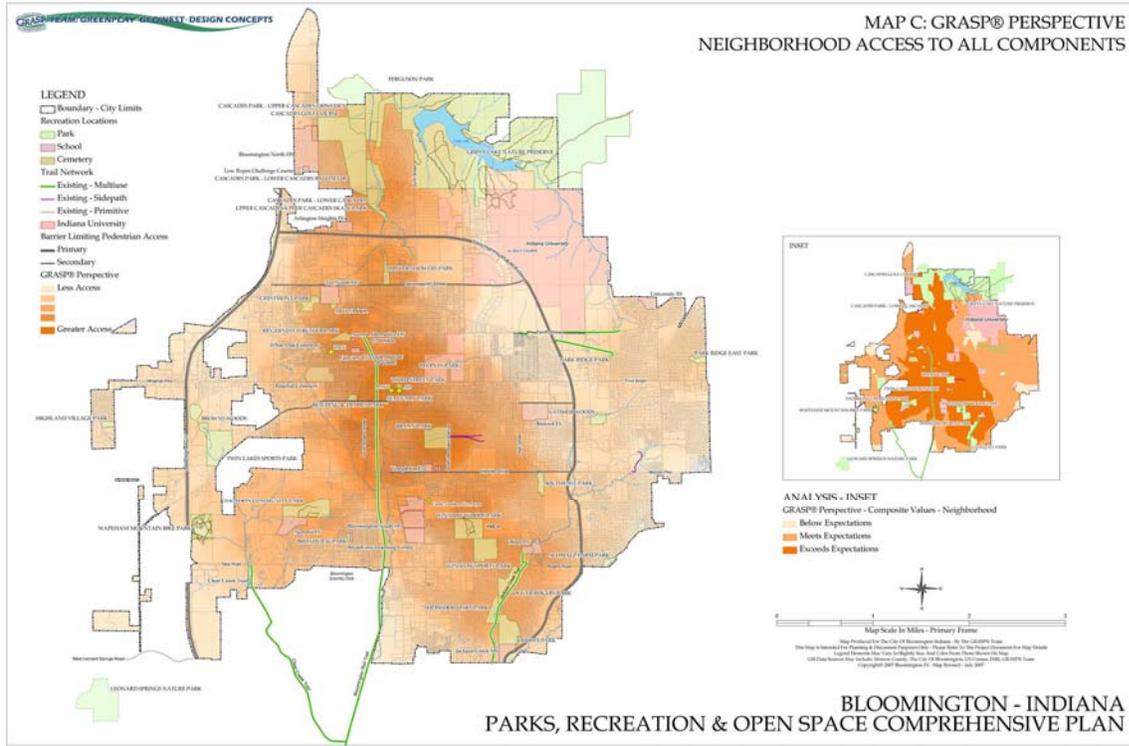
This map shows the existing components of the system and where they are located. In addition, schools, landmarks, and barriers to pedestrian access are shown for reference.



Perspective C: GRASP® Perspective - Neighborhood Access to All Components

This Perspective utilizes all components provided by all providers to give a picture of how the system of public spaces is serving the overall parks and recreation needs of Bloomington. Each component is given both a one-third mile radius and a one mile radius. The Neighborhood Score from the inventory has been used, along with the modifiers identified for each park, to derive GRASP® scores for each of the components as described before. This score is then and applied to the buffers. Generally Bloomington provides excellent service to its residents. Only small gaps in service occur in at the southeast edge of the community and on the Indiana University campus. Concentrations of service occur in a corridor that runs north south through the central part of the City surrounding the City’s larger parks. Overall, the community is well served at the one-third mile and one mile service area.





A summary table has been prepared that shows the GRASP® scores as they are below expectations, are meeting expectations, or are exceeding expectations and provides further analysis of the LOS.

Table 12: Overall Statistics

Total Acres	15,000.8
Acres with LOS present	14975.4
Percent Total with LOS	99.8%
Average LOS per Acre Served	197.4

Table 13: Acres and Percentages Addressing the Needs of Bloomington

Ranking	Acres
Acres with no LOS	25.4
Acres Below Expectations	971.4
Acres Meeting Expectations	7071.0
Acres Exceeding Expectations	6933.0
Ranking	Percentage
Percent Total Area with no LOS	0.17%
Percent Area Below Expectations	6.00%
Percent Area Meeting Expectations	47.00%
Percent Area Exceeding Expectations	46.00%



The GRASP® Summary Analysis Table (located in *Appendix V*) shows that 99.8% of Bloomington is covered by at least some level of service (GRASP® score greater than zero). This high percentage demonstrates the commitment that the City has to provide, as well as, operate and maintain parks. The small areas that are not within one mile of a park or trail occur on the IU campus and in the very southeastern edge of the city. The average score for the served area is 197.4 points, well above the computed minimum target base score explained in *Appendix III*, and in the highest end of the Meeting Expectations category.

It is important to keep in mind that while the percentages in *Table 13* suggest that the service levels are, in large part, exceeding expectations, Bloomington's system generally operates at a higher expectation level. So, if 46% of the system is operating at an Exceeding Expectations level, it may still be important to increase this percentage. It should also be an important focus to maintain the high expectation level of service that the community demands.

Of the area that has some service, 93% is receiving service that meets or exceeds expectations. This shows that not only are parks distributed throughout the community, but that the quality, setting and comfort of the parks is also excellent. Again, this indicates a high dedication on the part of the City and the Parks and Recreation Department to park and trail facilities, however it also indicates that a significant amount of resources have been, and must continue to be, dedicated to the upkeep and maintenance of these facilities to continue to meet the expectations of the community.

Perspective D: GRASP® Perspective - Walkable Access to All Components

This Perspective shows the level of service provided to the community at a walkable level. All components are shown and each has only a one-third mile buffer. These buffers have been truncated at barriers. Scores within the buffers are equal to the base score for the components, calculated as described in *Appendix III*, and doubled to reflect the walkable access, as was done on Perspective C. In a sense, this is Perspective C with the one mile buffers removed.

In comparison with Perspective D, this illustration shows more gaps in service. In other words fewer people are able to access a park within one-third of a mile from their home than from one mile. Walkable access is strong in the core of town with more gaps appearing towards the edges of development, along an old railroad corridor that runs north and south, west of downtown, and in the neighborhood southwest of IU.



Perspective D: GRASP® Perspective - Walkable Access to All Components

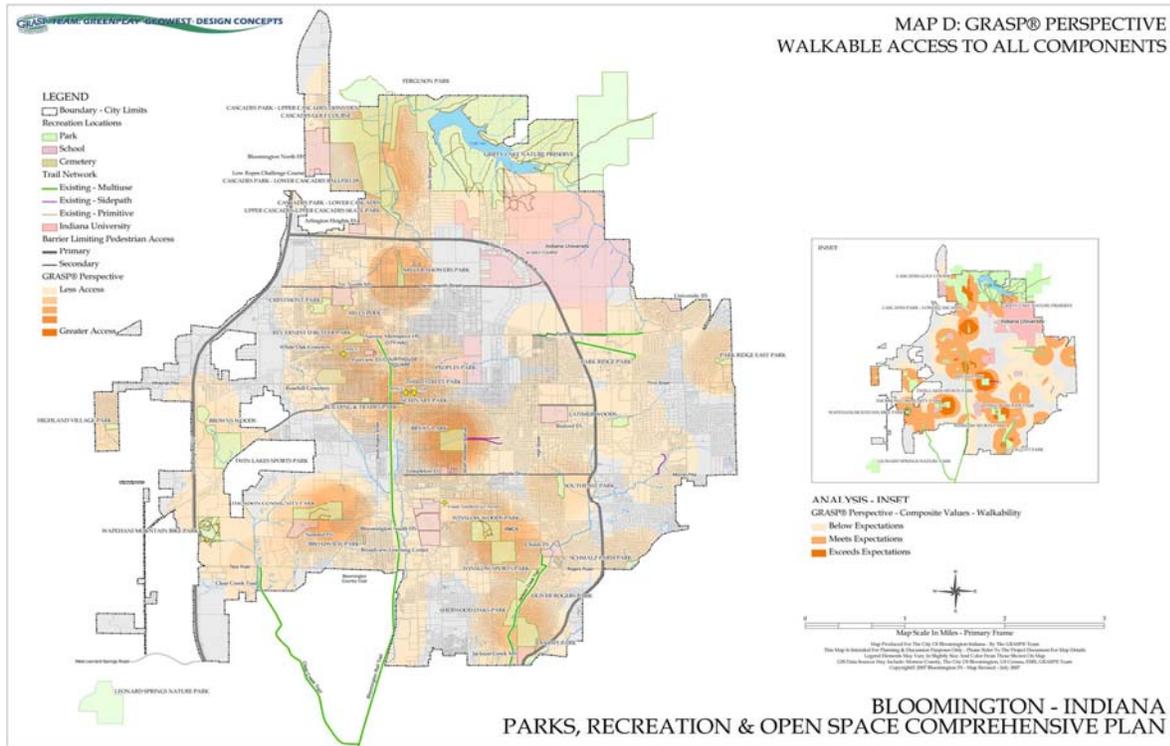


Table 14: GRASP® Perspective D Overall Statistics

Total Acres	15,000.8
Acres with LOS	11,027.6
Percent Total with LOS	74%
Average LOS per Acre Served	71.6

Table 10a: Acres and Percentages Addressing the Needs of Bloomington

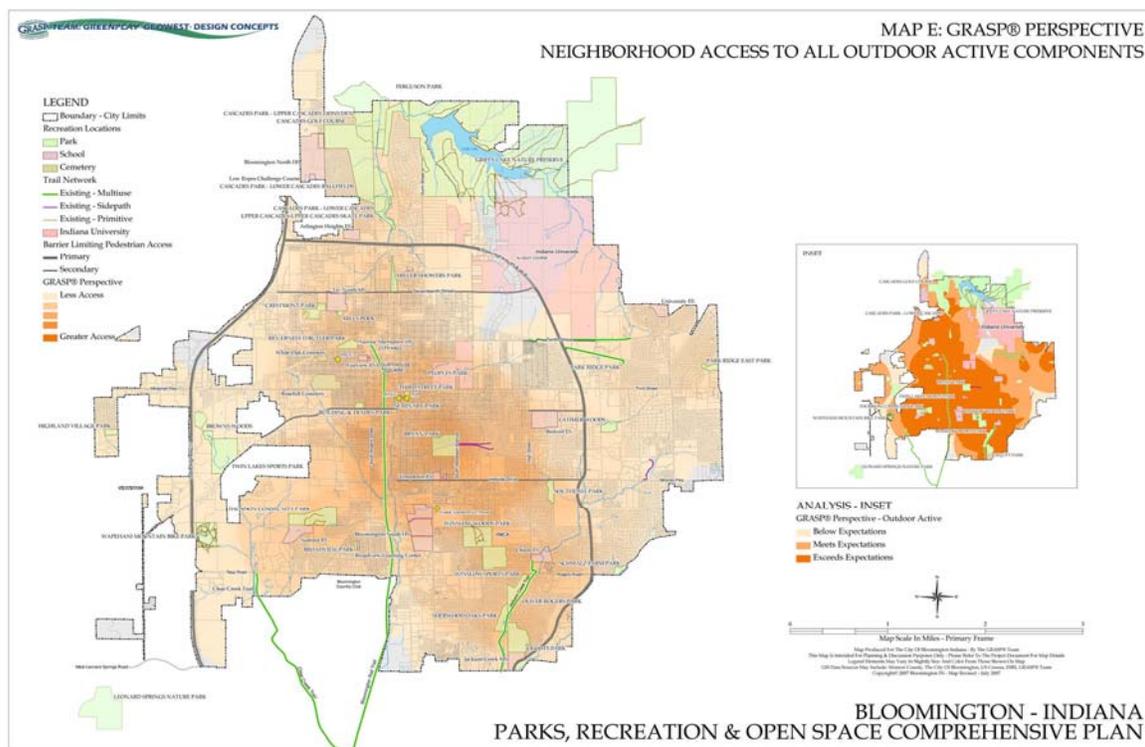
Ranking	Acres
Acres with no LOS	3973.2
Acres Below Expectations	3860.2
Acres Meeting Expectations	6266.9
Acres Exceeding Expectations	1640.4
Ranking	Percentage
Percent Total Area with no LOS	26%
Percent Area Below Expectations	26%
Percent Area Meeting Expectations	42%
Percent Area Exceeding Expectations	6%



When looked at this way, it is seen that 74% of Bloomington has at least some LOS (GRASP® score greater than zero) within walking distance of home, and that the average value of service within this area is 71.6 points which is in the number range of the Meeting Expectations category. Within the area that has some service almost half of the area is receiving service at or above the score range that meets expectations.

Once again, this perspective indicates that Bloomington is doing well in providing an overall LOS for residents within walking distance of homes, although there is room for improvement in the percentage of the community covered by walkable LOS. One way to improve LOS is to extend the trail and greenway system, if possible, in areas without LOS. Another way would be to acquire park property within the areas that do not have service or have service that is below expectations.

GRASP® Perspective E: Neighborhood Access to All Outdoor Active Components



Recreation components that provide active recreation opportunities are shown in this perspective. Like Perspective C, this illustration is a neighborhood level perspective and uses the one-third mile and one mile buffers. By comparing with Perspective F which shows passive components, the system can be analyzed to make sure that it is providing a variety of component types throughout the City. Higher levels of service are being provided to residents living near Bryan Park, and the sports parks in the southern part of the community. Like Perspective C, coverage is good but some small gaps occur near IU and at the perimeter of the community.



Active outdoor components shown on this map include: ballfields, basketball courts, batting cages, boat ramps, challenge courses, disc golf, dog parks, driving ranges, fitness courses, golf courses, horseshoes, loop walks, multipurpose fields, open turf, play pads, playgrounds, outdoor pools, practice backstops, skate parks, spray pads, tennis courts, and trails.

Table 15: GRASP® Perspective E Overall Statistics

Total Acres	15,000.8
Acres with LOS	13629.3
Percent Total with LOS	91.3%
Average LOS per Acre Served	97.8

Table 11a: Acres and Percentages Addressing the Needs of Bloomington

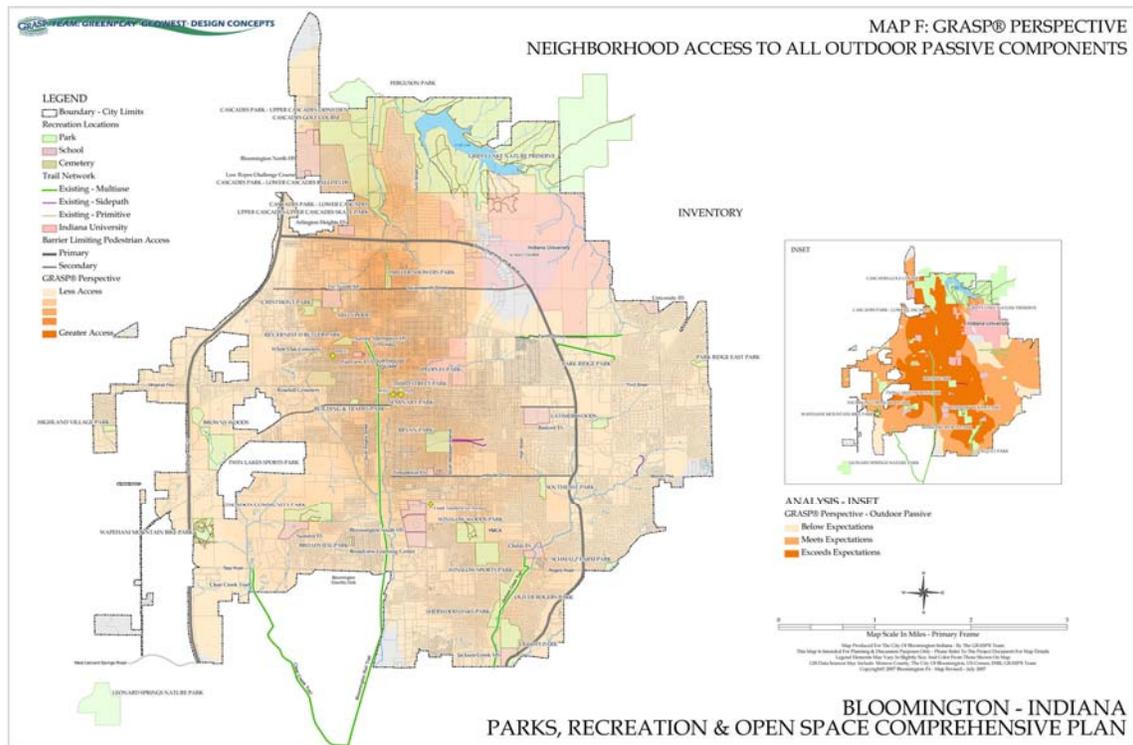
Ranking	Acres
Acres with no LOS	1371.5
Acres Below Expectations	1393.1
Acres Meeting Expectations	4914.3
Acres Exceeding Expectations	7290.9
Ranking	Percentage
Percent Total Area with no LOS	9%
Percent Area Below Expectations	9%
Percent Area Meeting Expectations	33%
Percent Area Exceeding Expectations	49%

Table 11a shows that the residents of Bloomington enjoy a good coverage of access to active components. 91% of the area of Bloomington is within one mile of at least one active component. Additionally, 82% of the community has service that meets or exceeds expectations. When looking at active components, only 9% of the City does not have any service.

GRASP® Perspective F: Neighborhood Access to All Outdoor Passive Components

This Perspective shows the level of service that is being provided to residents by outdoor components that provide a passive experience for users. Passive outdoor components shown on this map include: bandstands, bathhouses, boat ramps, challenge courses, community gardens, dog parks, field overlooks, fountains, interpretive signs, loop walks, monuments, natural areas, open turf, open water, overlooks, passive areas, plazas, public art, shelters, and trails.





The Perspective shows that at least some level of service is found across most of Bloomington and like Perspective E, a good portion of the community is receiving service that meets or exceeds expectations.

Table 16: GRASP® Perspective F Overall Statistics

Total Acres	15,000.8
Acres with LOS	14381.6
Percent Total with LOS	96%
Average LOS per Acre Served	76.5

Table 12a: Acres and Percentages Addressing the Needs of Bloomington

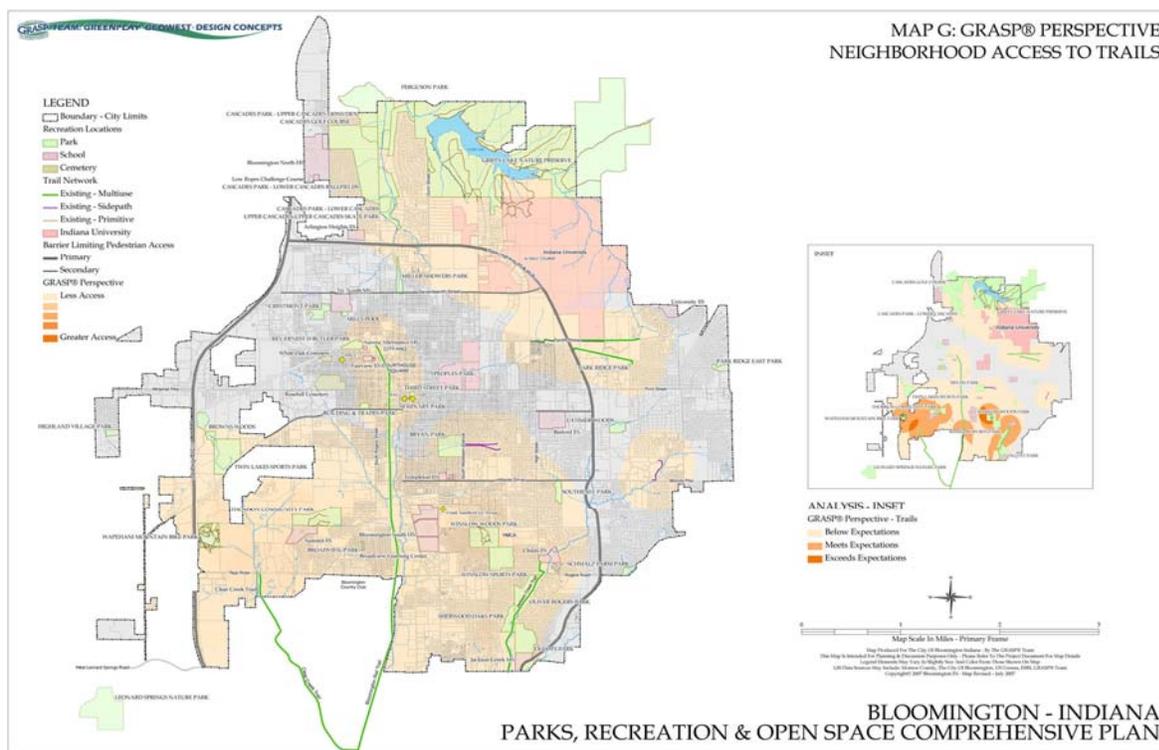
Ranking	Acres
Acres with no LOS	619.2
Acres Below Expectations	1265.9
Acres Meeting Expectations	5970.7
Acres Exceeding Expectations	6648.8
Ranking	Percentage
Percent Total Area with no LOS	4%
Percent Area Below Expectations	8%
Percent Area Meeting Expectations	40%
Percent Area Exceeding Expectations	45%



GRASP® Perspective G: Neighborhood Access to Trails

For this Perspective, trails that are located on a significant right-of-way (ROW), offer significant recreational value, and have such things as benches, interpretive signs, etc., are scored at a value equal to that of three components with normal modifiers and ambience. This is because these types of trails function much like a park with a combination of active and passive components, and because of the high value that is typically placed on trails in the needs assessment process. Other trails were scored according to the service they provide and how well they met the expectations for their intended purpose. A detailed explanation of scoring can be found in *Appendix III*. The score for a given length of trail was assigned to a one-third mile buffer paralleling the trail along both sides.

Aside from greenways, trails exist as components within parks. These are also shown on this Perspective if they meet the proper criteria. Trails as components in parks typically provide access to a natural area or are a part of a larger trail network probably geared to multi-modal use. In addition, the distinction can be made that trails in parks are often accompanied by interpretive signage and other features that make them destinations within the park. Sidewalks that exist purely to provide access to park components or are a circuit (counted elsewhere as loop walks) are not included in this Perspective. Trails that are shown as components of parks receive both one-third and one mile buffers, just as components do in the other Perspectives.



This Perspective shows that Bloomington has a small, but developing, trail network. Because trail construction has been a priority for the Department, the trail system is growing and plans for more trails are planned and funded. However, at this time, significant gaps in



service still occur. This Perspective also shows that most of the service that is being provided within neighborhoods is access to trails that are components within parks rather than trails that are linear, or long ribbons of park land and provide access to components throughout the community. It is important to note that the City's two premier trails are located outside of city limits and, while close to the City and very available to residents, these trails are not adding to the neighborhood level of service for the City. Once the planned trails are constructed the LOS will be improved dramatically. The City should continue to keep trails as a priority and pursue construction funding.

Table 17: GRASP® Perspective G Overall Statistics

Total Acres	15,000.8
Acres with LOS	9762.5
Percent Total with LOS	65%
Average LOS per Acre Served	26.2

Table 14a: Acres and Percentages Addressing the Needs of Bloomington

Ranking	Acres
Acres with no LOS	5238.3
Acres Below Expectations	7756.0
Acres Meeting Expectations	2006.5
Acres Exceeding Expectations	0.0
Ranking	Percentage
Percent Total Area with no LOS	35%
Percent Area Below Expectations	52%
Percent Area Meeting Expectations	13%
Percent Area Exceeding Expectations	0%

GRASP® Perspective H: Neighborhood Access to Indoor Components

Indoor recreation components that provide both active and passive recreation opportunities are shown in this Perspective. Typical components include: gyms, fitness rooms, and other specialized facilities.

The Perspective shows that large areas of Bloomington are beyond the walkable or short drive distance associated with indoor recreation facilities. This may or may not be a problem, depending upon the expectations of residents and the philosophy of the City. Current trends are towards providing fewer indoor centers with a greater variety of components in each one. Currently, 55% of the City has access to at least some indoor LOS. Most of the areas without service are located around the perimeter of the City, in newer developments, and in the eastern edge of the City.



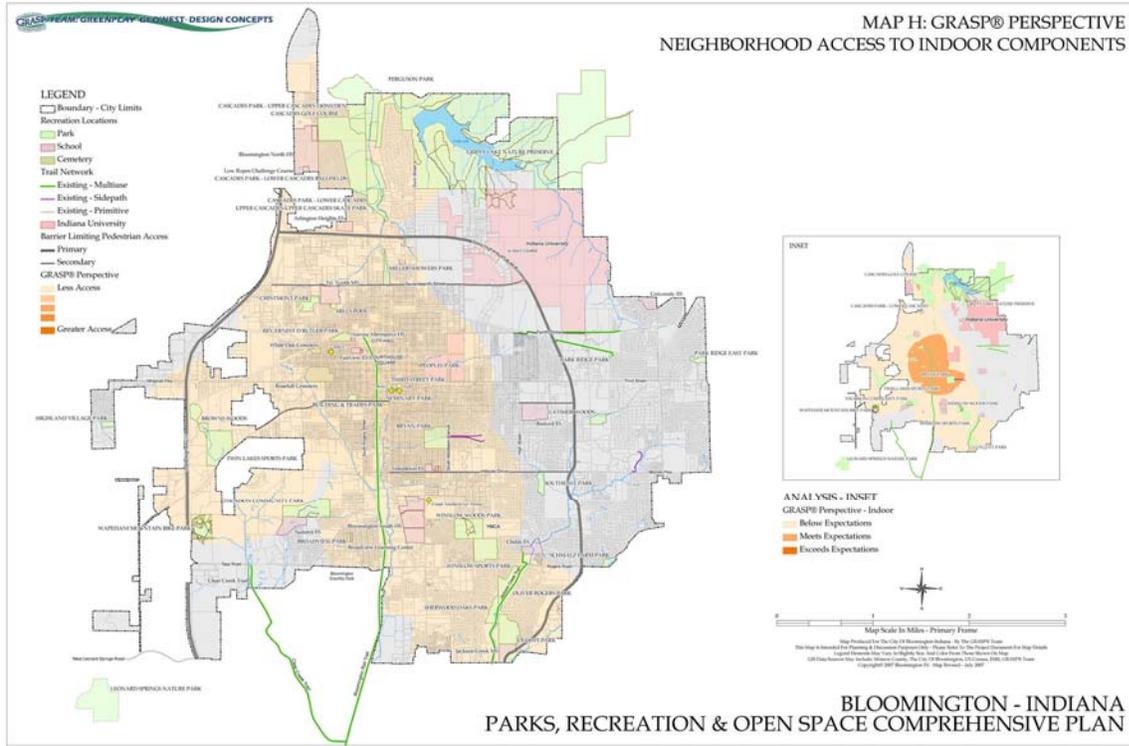


Table 18: GRASP® Perspective H Overall Statistics

Total Acres	15,000.8
Acres with LOS	8238.9
Percent Total with LOS	55%
Average LOS per Acre Served	17.9

Table 14a: Acres and Percentages Addressing the Needs of Bloomington

Ranking	Acres
Acres with no LOS	6716.9
Acres Below Expectations	6734.7
Acres Meeting Expectations	1549.2
Acres Exceeding Expectations	0.0
Ranking	Percentage
Percent Total Area with no LOS	45%
Percent Area Below Expectations	45%
Percent Area Meeting Expectations	10%
Percent Area Exceeding Expectations	0%

See **Appendix VII** for *Neighborhood Access to Proposed Trails (Perspective J) and Recommendations Map (Map I)*.



Communitywide LOS

The GRASP® Perspectives show how service is distributed within the community. For some components, location is less important than having an adequate quantity or capacity at an expected level of quality. Because GRASP® scores are a blend of quantity and quality they can be used to create numerical indices for LOS that account for both characteristics. *Table 15* shows these indices for key components in Bloomington. Definitions for these key facilities are found in the Component and Definition table located in *Appendix II*.

Table 19: Community Components GRASP® Scores and Population Ratios

	Current Population	72,032	Projected Population	74,347
	Total GRASP® score per component type	GRASP® score per 1,000 population (GRASP® Index)	Total GRASP® score needed at projected population	Additional GRASP® score needed
Ballfield	122.4	1.70	126	3.9
Basketball	74.6	1.04	77	2.4
BMX	0.0	0.00	0	0.0
Disc Golf	2.4	0.03	2	0.1
Dog Park	2.4	0.03	2	0.1
Hockey In-line	0.0	0.00	0	0.0
Multi-use Field	20.8	0.29	21	0.7
Outdoor Pool	12.6	0.17	13	0.4
Picnic shelters (all city owned)	40.5	0.56	42	1.3
Playground (all city owned)	59.9	0.83	62	1.9
Raquetball	0.0	0.00	0	0.0
Skate Park	7.8	0.11	8	0.3
Sledding Hill	0.0	0.00	0	0.0
Tennis Courts	166.2	2.31	172	5.3
Water Play	7.8	0.11	8	0.3
Total	517.4	7.18	534	17



The first part of *Table 19* shows the total GRASP® scores for that component when all of the components in the dataset are included. During the inventory process, two sets of scores were assigned to each component, a Neighborhood score and a Communitywide score. The Communitywide scores are used to create this table.

The second column in the table shows the index that results when the GRASP® score is divided by the current population of Bloomington, in thousands. This is the GRASP® Index for that component. The third column in the table shows the total GRASP® score that must exist to achieve the same GRASP® Index at the projected population, and the fourth column shows the additional number of GRASP® points needed to achieve that score.

This information can be used to plan for future improvements to the parks and recreation infrastructure to accommodate growth. Because GRASP® scores are a blend of quantity and quality it is possible to increase them by either adding components or improving the quality of existing ones. In most cases, a combination of the two will be recommended. Used in conjunction with the GRASP® Capacities LOS Table in *Appendix VI*, the best combination of quantity and quality can be determined for planning purposes. The GRASP® Indices also allow the community to benchmark its combined LOS for quality and quantity of service over time and measure its progress.

D. Level of Service Capacity

Capacities LOS Findings

For some components, the quantity needed is proportional to the population that will be served by that component. This is a fairly easy calculation when components are programmed for use. The programming determines how many people will be using the facilities over a period of time. Sports fields and courts fall into this category. For other components, the ratio of components to the population may vary, depending upon the size or capacity of the component and the participation levels within the community for the activity served by the component. Skate parks and group picnic facilities fall into this category.

The GRASP® Capacities LOS table represents the Capacity LOS for Bloomington. This table closely resembles a traditional LOS analysis and shows how the quantities of certain park and recreation components compare to population. For each component, the table shows the current quantity of that component on a per 1,000 persons basis (referred to as the Capacity LOS) and the pro rata number of persons in the community represented by each component. This kind of analysis can be used to show the capacity of the current inventory, or in other words, how many people are potentially being served by park components.

It is important to note that this table is simply one tool that is used to make final recommendations and establish budgets. The numbers of facilities shown on this table may differ from the final recommendations. One reason for this is that some components may be added to existing parks on land that is currently owned by the City, or may be an expansion or upgrade of existing facilities, while others may require the purchase of additional land. In some cases, the prescribed additional components may be provided by partner agencies



or other entities to the satisfaction of the City, and therefore there may be little or no cost to the City.

Using both the Capacities LOS and the GRASP® Indices, recommendations can be made that assure that the appropriate blend of quantity and quality will be maintained within the parks and recreation system over time. The GRASP Capacities LOS table appears on the following page. It is also in *Appendix VI*.



Mills Pool



Capacities LOS for Community Components Bloomington, IN

	Ballfield	Dog Park	Disc Golf (per 18 holes)	Multi-use Field - large	Outdoor pool	Shelter - large (group)	Playground, Destination	Skate Park	Recreational Trails (mi.), Paved and Primitive
INVENTORY									
City Components	16	1	1	4	2	6	1	1	27
Schools	0	0	0	0	0	0	0	0	0
Other	0	0	0	0	0	0	0	0	0
TOTAL	16	1	1	4	2	6	1	1	27
CURRENT RATIO PER POPULATION									
<i>CURRENT POPULATION 2006</i>	72,032								
Current Ratio per 1000 Population	0.22	0.01	0.01	0.06	0.03	0.08	0.01	0.01	0.37
Population per component	4,502	72,032	72,032	18,008	36,016	12,005	72,032	72,032	2,668
<i>PROJECTED POPULATION - YEAR 2011</i>	74,347								
Total # needed to maintain current ratio of all existing facilities at projected population	17	1	1	4	2	6	1	1	28
<i>Number that should be added to achieve current ratio at projected population</i>	<i>1</i>	<i>0</i>	<i>0</i>	<i>0</i>	<i>0</i>	<i>0</i>	<i>0</i>	<i>0</i>	<i>1</i>



V. How We Manage – Analysis of Administrative Findings

A. Strategic Planning and Organizational Development

Sustainability

The Bloomington Parks and Recreation Department has grown and evolved significantly over the past decade. The agency has grown not only in the number of parks, facilities, recreation resources it maintains, but also in the number of programs, activities, and services it provides. The Department is known as a celebrated resource in the community for its excellent services, quality facilities, and dedicated staff, all of which strongly contribute to the Bloomington community's quality of life.

The Department is not currently in a sustainable position. With a decrease in budgeted funding allocation the past several years, the Department has had to rely on its reserves to support operations, maintenance, and programs, thus continually reducing the level of those reserves. This trend needs to be reversed.

Financial Resources

Through the 1990's and early 2000's, the Department had a strong stream of revenue to support the increasing demand for its services. However, in 2003, this steady stream was significantly reduced. More detailed information can be found in the Funding and Cost Recovery section of this document. However, acquisition and development of new park and recreation facilities and an increasing demand for the Department's services has continued.

Over the past three years, the Department has used its financial reserves to maintain the level and quality of services the community has come to expect. These expectations for a high quality and wide variety of services have not diminished, but without additional funding allocated, the Department will not be able to continue this level of service. The allocations of the 2007 and future budget cycles are critical to the long term sustainability of the Department. Establishing a target reserve minimum so that efforts can be made to replenish the reserve funds will provide a clearer picture. This must go hand in hand with identifying the full costs of all current services as well as anticipating the full cost of new services and re-tooled services (such as the consideration of partnerships) so that decisions are well informed.

Facility Partnerships

Given the financial constraints, it will be very important to investigate potential partnerships to provide for the increasing demands of the community. In particular, survey results indicate that the community is in need of new and improved indoor recreation facilities. However, without the resources to build and maintain new facilities, the Department has been "band-aiding" its existing facilities, which are quite aged and worn.

During the public input process, the consultants and staff spoke with numerous current and potential partnering organizations. Some of these organizations include the Monroe County School Corporation (MCCSC), the YMCA, the Bloomington/Monroe County Convention and Visitors Bureau, Big Brothers Big Sisters, the Boys and Girls Club, and the Bloomington Community Park and Recreation Foundation. The information provided in *Section III* of this



document provides more detailed information on the results of this information gathering process.

There are a number of potential opportunities to partner with these organizations to provide indoor recreation facilities, youth programs, and health and wellness activities. The Department should continue conversations with each of these organizations, assess the alignment of their missions, goals, and objectives, and then begin to discuss the detailed planning and management logistics associated with each partnership opportunity. The discussions should also include a specific focus on desired outcomes and resources each partner brings to the table to be able to appropriately evaluate the opportunity and make decisions on whether or not to move forward.

One particular opportunity that currently seems to align with the goals of the Department is a potential “land swap” between the School District and BPRD. The School District is in need of a larger facility and site to support the student population at a local elementary school. The Department is in need of an indoor recreation facility to support the growing needs of the community for a multipurpose, multigenerational recreation center. There is the potential for the School District and the Department to swap land and build a school with an adjoining recreation center on a park site and reestablish the park on the nearby school site. This opportunity could mutually benefit not only the School District and the Department, but a number of social service agencies within the community as well. This prospect should continue to be thoroughly investigated and defined.

Core Services and Pricing Philosophies

The community’s increasing demands for recreation services, as well as the agency’s reputation for providing quality programs, has influenced the high number and broad areas of service the Department currently provides. In conversations with the staff and alternative providers it was discussed that the Department may potentially be providing services that are outside of its mission and core services.

The Department should initiate a strategic planning effort, with a primary focus on the evaluation of its programs and services. It is important to identify the Department’s core programs and services and balance those with the resources available.

Section V of this document contains a description of the GreenPlay Pyramid Methodology used to assist with pricing and cost recovery issues. This methodology may also be used to consider the appropriate allocation of department resources. It is based on the premise that use of tax dollars should align with programs and services that benefit the broader community and are clearly within the mission of the Department. Programs and services that benefit smaller segments of the community, provide a higher degree of individual benefit, and/or are not directly aligned with the mission of the Department should be much less dependent on tax subsidy, should be highly supported through fees and charges, or should be accomplished through partnership with others who have mutual interest.



Organizational Development

Planning

BPRD is a progressive and sophisticated agency that has placed a high priority on its planning, evaluation, and reporting efforts. This is illustrated by the City and the Department's development and adoption of strategic plans such as:

- The 2003 Parks, Recreation, and Open Space Comprehensive Plan
- Two 2006 Community Attitude and Interest Surveys (One was specific for residents 50+)
- Mayor Mark Krusan's Four Initiatives (Community Commerce, Community Collaboration, Community Condition, and Community Character)
- The City of Bloomington Growth Policies Plan
- Bloomington Alternative Transportation and Greenways System Master Plan

Furthermore, the Department has administrative procedures and reporting in place that allow the tactical implementation of its strategic planning on a daily, monthly, and annual basis. These include efforts such as an annual marketing plan, program evaluations, detailed division budgeting procedures and accounting.

Emphasis on strategic planning, evaluation and reporting must continue, especially considering the Department's financial constraints. Detailed accounting and reporting should be used to illustrate the efficiencies and innovations of the Department, as well as financial limitations. It will become increasingly important to illustrate the compounded deferred maintenance costs as a result of shortfalls in capital, operations, and maintenance funding.

Due to very broad missions, it is common for parks and recreation agencies to be asked to support numerous initiatives from maintenance and operations to programming. It is also true that park and recreation agencies want to be in a position to respond to those requests. However, often there is inadequate accounting for the cost of that support, which also eats into the Department budget. When a request is being considered, the true cost of responding to that cost should be identified and conveyed regardless of the City's decision to waive a fee that would cover the cost or to charge an appropriate fee to cover or at least partially offset some of the cost.

Succession Planning

In discussions with staff, it became apparent that there is some concern about succession planning for the retirement of key staff members, especially in the Operations Division. Since this time, steps have been taken to administer an organizational review analysis. The purpose of the analysis is to create a vision for what the internal structure of the Department will be in five to 10 years. This planning process will also identify the actions need to minimize knowledge loss during staffing transitions and retirement.



Staffing

It will also be important for the Department to address not only staff efficiencies and time allocations (given the expanding park and recreation system) but also the lack of growth in staff. Key elements to this issue are staffing levels, recruitment, and retention of seasonal staff. Funding has been cut to staff seasonal positions, which has created a heavy burden on full-time staff. Efforts have been made to recruit quality staff by providing adequate pay, but this has resulted in hiring less people. It has been difficult for the Department to retain experienced staff without the capability of giving loyal seasonal staff members steady pay increases or any types of benefits. Continually replacing staff is expensive. This cost should be analyzed and options should be explored for addressing this issue. These options could include using the continual recruitment and training savings to consider funding of a limited package of benefits, or consideration of creating full-time positions where appropriate.

Conclusion

From a strategic thinking standpoint, the Department has to put itself in a position to tell its story regarding the fulfillment of its mission, and illustrate that story with the true financial picture that goes along with it. The interpretation of a public park and recreation agency's mission is generally very broad. It is expected to be a direct service provider as well as to provide untold support to many other organizations. It is imperative that conscious decisions to provide service and support be based on a full understanding of the costs involved.

Beginning in the 1980's, an expectation emerged that parks and recreation agencies should "run like a business." In some communities this was translated to "pay for play" without appropriate regard for the contribution that the agencies make to the overall wellbeing of the community. This resulted in some cases in losing sight of the agency's mission and expectations of the community regarding use of their tax dollars to support the parks and recreation program. Today, "running like a business" has been reinterpreted to the more appropriate strategic action of being accountable. Decision makers must have accurate and full information at their disposal in order to make purposeful decisions that lead to desirable and sustainable outcomes.

B. Funding and Cost Recovery

Traditional Funding

The funding for park and recreation services in Bloomington primarily comes from traditional funding methods such as fees and charges, property taxes, a financial institution tax, license excise tax, and a commercial excise tax. As a result of a growing community, a steady tax base, and strong support for parks and recreation, the Department was well funded for most of the 1990's through 2003. However, this steady stream of funding was reduced by \$1.1 million in the 2004 budget cycle.

Since that time, costs have been cut and the Department's non-reverting funds (funds gained through admissions and fees that can be used for program related expenses with surpluses generated used for discretionary spending by the Department), have been utilized to cover basic operations and maintenance. Continual need to utilize the non-reverting funds over the past three years has left the Department with very little reserves.



The Department has made long range planning for its parks, facilities, and programs a high priority. The priorities identified through this Comprehensive Plan will be used to establish an action plan for maintenance and capital improvements of the City's park and recreation facilities. However, there is currently not any funding to support the needed capital improvements of an aging system, the costs of these deferred repairs and maintenance will only grow and compound over time.

A majority of the Department's capital funds for 2002-2007 are a result of a \$6.1 million general obligation bond sold in 2001, a Transportation Enhancement Act (TEA 21) grant received for the development of the Clear Creek Trail, and a \$5.4 million earmarked grant to acquire the CSX Corridor and construct the first phase of the B-Line Trail. The Department will not be able to pass another bond until 2016 and dependency on future grants is unreliable. It is a recent trend in federal grants that most awards are for the development of trails, with very little funding allocated for building new facilities or renovating existing ones, which Bloomington is highly in need of.

Along with funding the Department's current programs, facilities, and programs, the Department has been given the responsibility of operating and maintaining the previously mentioned additional facilities and services. However, these facilities have not come with the necessary budget for operations and maintenance. With little reserves left in the non-reverting fund, and a very large and growing park and recreation system to maintain, the 2008 budget cycle and allocations will be critical to the sustainability of the Department.

Table 20, Table 21, and Table 22 provide a detailed account of the Department's overall budget, general fund levels, non-reverting fund levels, and total operating budget.



Olcott Park



Table 20: Bloomington Parks and Recreation Department Budget (2001-2007)

FUND	2001	2002	2003	2004	2005	2006	2007	2008
SOURCE	<u>Actual</u>	<u>Actual</u>	<u>Actual</u>	<u>Actual</u>	<u>Adjusted</u>	<u>Adjusted</u>	<u>Projection</u>	<u>Projection</u>
General Fund	\$4,797,810	\$6,342,377	\$5,990,530	\$6,053,703	\$5,207,891	\$5,721,426	\$5,699,520	\$5,710,480
Non Reverting Fund	\$1,274,485	\$1,050,555	\$1,166,763	\$1,399,034	\$1,131,289	\$1,237,279	\$1,124,370	\$1,194,095
Subtotal GF & NR	\$6,072,294	\$7,392,932	\$7,157,293	\$7,452,737	\$6,339,180	\$6,958,705	\$6,823,890	\$6,904,575
Landscaping GF	\$404,055	\$37,298	\$0	\$0	\$0	\$0	\$0	\$0
Bond Fund		\$2,436,893	\$3,240,952	\$1,782,863	\$637,033	\$15,143	\$100,000	\$100,000
Grants & Other Funds	\$98,533	\$270,462	\$82,804	\$72,946	\$196,243	\$170,942	\$675,000	\$175,000
Grants & Other Funds Expenses	\$50,000	\$2,530,348	\$3,199,525	\$1,481,634	\$668,317	\$221,803	\$0	\$0
TOTAL BUDGET	\$6,574,882	\$10,137,585	\$10,481,049	\$9,308,546	\$7,172,456	\$7,144,790	\$7,598,890	\$7,179,575



Table 21: BPRD General Fund Budget (2001-2008)

	2001	2002	2003	2004	2005	2006	2007	2008
GENERAL FUND	<u>Actual</u>	<u>Actual</u>	<u>Actual</u>	<u>Actual</u>	<u>Adjusted</u>	<u>Adjusted</u>	<u>Projection</u>	<u>Projection</u>
Tax Revenue	\$3,706,366	\$5,253,743	\$4,887,011	\$4,944,030	\$4,124,520	\$4,373,186	\$4,623,000	\$4,627,200
Administration	\$2,060	\$5,932	\$991	\$673	\$296	\$836	\$700	\$0
Community Relations	\$0	\$0	\$0	\$0	\$0	\$175	\$0	\$0
Aquatics	\$70,399	\$110,991	\$102,425	\$105,162	\$127,589	\$143,975	\$122,000	\$0
Frank Southern Center	\$135,939	\$140,178	\$132,416	\$143,818	\$141,428	\$140,721	\$154,500	\$138,000
Golf Services	\$655,852	\$602,317	\$607,909	\$625,234	\$615,814	\$612,292	\$600,000	\$138,800
Natural Resources	\$15,238	\$11,272	\$12,045	\$20,172	\$20,873	\$20,101	\$20,000	\$612,000
Youth Services	\$43	\$0	\$7,273	\$0	\$0	\$0	\$0	\$22,000
BACC	\$5,443	\$15,475	\$4,381	\$5,376	\$6,147	\$5,418	\$8,820	\$0
Community Events	\$0	\$0	\$0	\$495	\$0	\$0	\$0	\$6,480
Adult Sports-Player Fees	\$151,467	\$136,929	\$130,270	\$130,583	\$117,958	\$116,936	\$116,000	\$0
Youth Sports	\$50,867	\$36,808	\$77,563	\$49,659	\$32,802	\$39,990	\$35,000	\$115,000
Special Olympics/ Inclusive Recreation	\$869	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Operations	\$3,246	\$18,731	\$10,604	\$11,078	\$1,335	\$2,511	\$1,500	\$0
Project Break Away/ Rhino's After School	\$19	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Landscaping - Cemeteries - Urban Forestry	sep fund	\$10,003	\$17,644	\$16,928	\$19,129	\$18,310	\$18,000	\$17,000
General Fund Total:	\$4,797,810	\$6,342,377	\$5,990,530	\$6,053,703	\$5,207,891	\$5,721,426	\$5,699,520	\$5,710,480



Table 22: BPRD Non-Reverting and Total Fund Budget (2001-2008)

NON-REVERTING	2001	2002	2003	2004	2005	2006	2007	2008
FUND	<u>Actual</u>	<u>Actual</u>	<u>Actual</u>	<u>Actual</u>	<u>Actual</u>	<u>Actual</u>	<u>Projection</u>	<u>Projection</u>
Administration	\$26,064	\$30,107	\$28,986	\$28,270	\$31,681	\$32,028	\$29,000	\$30,350
Aquatics	\$65,024	\$103,779	\$127,816	\$100,664	\$112,730	\$110,251	\$102,650	\$104,900
Frank Southern Center	\$228,477	\$89,103	\$107,015	\$74,988	\$127,529	\$91,780	\$88,000	\$89,500
Rhino's	\$0	\$3,971	\$35,452	\$66,549	\$49,665	\$25,061	\$63,100	\$5,000
Golf Course	\$39,823	\$38,740	\$39,500	\$101,297	\$126,387	\$134,372	\$120,500	\$115,500
Natural Resources	\$594	\$701	\$125	\$134,591	\$3,600	\$1,797	\$2,000	\$1,800
Youth Services	\$209,425	\$216,745	\$251,151	\$216,297	\$190,821	\$194,912	\$219,850	\$208,300
BACC	\$69,191	\$37,324	\$29,440	\$29,207	\$23,787	\$25,990	\$30,725	\$25,949
Community Events	\$40,143	\$37,541	\$41,445	\$61,307	\$62,095	\$65,294	\$59,532	\$65,396
Adult Sports	\$286,748	\$254,968	\$268,654	\$409,110	\$243,939	\$358,234	\$258,000	\$348,000
Youth Sports	\$25,940	\$117,485	\$44,251	\$19,490	\$37,993	\$73,240	\$19,500	\$54,000
BBCC	\$36,363	\$50,243	\$33,463	\$42,212	\$43,568	\$49,197	\$46,279	\$50,000
Adult Services	\$17,508	\$25,201	\$37,161	\$44,554	\$46,069	\$54,810	\$51,284	\$51,000
Inclusive Rec	\$5,179	\$14,795	\$4,658	\$1,841	\$34	\$207	\$150	\$300
Operations	\$224,006	\$29,853	\$112,645	\$55,384	\$31,390	\$32,881	\$25,500	\$36,500
Urban Forestry	\$0	\$0	\$5,000	\$13,274	\$0	\$1,121	\$5,000	\$1,000
Non Reverting Fund total:	\$1,274,485	\$1,050,555	\$1,166,763	\$1,399,034	\$1,131,289	\$1,257,495	\$1,124,370	\$1,194,095
Subtotal GF & NR	\$6,072,294	\$7,392,932	\$7,157,293	\$7,452,737	\$6,339,179	\$6,978,921	\$6,823,890	\$6,904,575
Landscaping GF	\$404,055	\$37,298	\$0	\$0	\$0	\$0	\$0	\$0
Bond Fund		\$2,436,893	\$3,240,952	\$1,782,863	\$637,033	\$15,143	\$100,000	\$100,000
Grants and Other Funds	\$98,533	\$270,462	\$82,804	\$72,946	\$196,243	\$170,942	\$675,000	\$175,000
GRAND TOTAL:	\$6,574,882	\$10,137,585	\$10,481,049	\$9,308,546	\$7,172,455	\$7,165,006	\$7,598,890	\$7,179,575
* These grant funds were deposited into the non-reverting fund								



Cost Recovery

A coordinated and funded plan for the upkeep and replacement of recreational facilities is extremely important to establishing a strong financial position for the provision of parks and recreation services. However, progressive pricing efforts often go a long way in recovering the direct and indirect operating costs of providing a recreational program. It will be especially important that the Department establish a pricing methodology that reflects the community's values, but also generates adequate revenue, and is reflective of the individual benefit received from the service or program offered.

Cost recovery refers to the amount of revenue that the agency takes in from fees, charges, and alternative funding in proportion to operational expenditures allocated from the General Fund. In 2005 (the last year "Actual" subsidy levels were provided), the Department recovered 35% of the costs associated with providing high quality parks and recreation services, meaning 65% of the operations were subsidized by the General Fund. See *Table 19* for the subsidy levels associated with each of the program areas.

The Department's projected subsidy levels for 2006 and 2007 are approximately 67% (cost recovery of 33%). The subsidy level has hovered between 65% and 75% since 2002. Examples across the country show a wide range of subsidy levels or tax investment, from 15% to 80% and higher, depending upon the mission of the organization, construction funding payback, operation funding availability, the community's philosophy regarding subsidy levels and user fees, and structure of agency budgets.

The Department subsidy goals (cost recovery reversed) are set by the Board of Park Commissioners, to be implemented by staff. These goals are based on three categories of programs, derived from the value or benefit the community receives.

Table 23: Subsidy Levels by Program Area

Category	Subsidy Level	Definition
Basic	(75-100% subsidy)	Benefits all people in the community
Merit	(26-74% subsidy)	Benefits individuals who participate and all others in the community
Private	(0-25% subsidy)	Benefits the individual who participates

The Department has policies in place that establish a general structure for pricing and subsidy levels. Yet, work could be done to develop among board, staff, council and the public, a philosophical understanding of the balance between pricing (and the benefits received by the community as a whole, appropriate for use of a subsidy) and the individual (appropriate for fees and charges). The Department's existing pricing methodologies could be strengthened to better assess the direct and indirect costs of programs and to set pricing based on the values of the community and provide for the sustainability of the Department.



Dr. John Crompton from Texas A&M, a leading educator and researcher on the benefits and economic impact of leisure services indicates that the national average is around 34% cost recovery, conversely indicating an average of around 66% subsidy. Today, at 33% the City's cost recovery is slightly below the national average. It is in the Department's best interest to evaluate the existing pricing strategies and develop a cost recovery philosophy that truly reflects the values placed on leisure and recreation services by the City and its community.



Bryan Park



Table 24: Subsidy/Cost Recovery Levels (2002-2007)

Program Area	Category	Subsidy % associated with this category	2002 Actual Subsidy %	2002 Actual Subsidy \$\$	2003 Actual Subsidy %	2003 Actual Subsidy \$\$	2004 Actual Subsidy %	2004 Actual Subsidy \$\$	2005 Actual Subsidy %	2005 Actual Subsidy \$\$	2006 Actual Subsidy %	2006 Actual Subsidy \$\$	2007 Subsidy Goal
Inclusive Rec - Inclusive	Basic	75 - 100% subsidy	92%	\$ 38,439.00	98%	\$ 55,015.00	98%	\$ 55,693.00	100%	\$ 80,383.00	100%	\$ 100,771.00	98%
Inclusive Rec - Special O	Basic	75 - 100% subsidy	78%	\$ 47,286.00	88%	\$ 34,299.00	80%	\$ 34,299.00	n/a	\$ n/a	n/a	\$ n/a	80%
Adult Sports	Private	0 - 25% subsidy	31%	\$ 158,261.00	33%	\$ 191,158.00	19%	\$ 114,356.00	30%	\$ 157,666.00	33%	\$ 239,459.00	25%
Adult Services	Merit	26 - 74% subsidy	68%	\$ 49,751.00	61%	\$ 52,116.00	49%	\$ 43,039.00	52%	\$ 49,776.00	47%	\$ 49,421.00	80%
Aquatics - Bryan Pool	Merit	26 - 74% subsidy	33%	\$ 101,196.00	19%	\$ 44,059.00	22%	\$ 59,055.00	12%	\$ 30,767.00	17%	\$ 47,177.00	25%
Aquatics - Mills Pool	Basic	75 - 100% subsidy	95%	\$ 129,325.00	73%	\$ 95,488.00	87%	\$ 87,067.00	78%	\$ 76,043.00	78%	\$ 84,521.00	85%
BBCC	Basic	75 - 100% subsidy	85%	\$ 244,349.00	84%	\$ 245,161.00	81%	\$ 225,075.00	85%	\$ 255,977.00	85%	\$ 286,236.00	85%
BACC	Merit	26 - 74% subsidy	78%	\$ 185,224.00	80%	\$ 175,064.00	78%	\$ 168,387.00	86%	\$ 190,428.00	86%	\$ 200,970.00	67%
Golf Services	Private	0 - 25% subsidy	21%	\$ 163,357.00	18%	\$ 138,273.00	12%	\$ 38,577.00	12%	\$ 103,315.00	19%	\$ 177,988.00	10%
Community Events	Basic	75 - 100% subsidy	77%	\$ 179,545.00	75%	\$ 166,381.00	64%	\$ 131,714.00	65%	\$ 209,582.00	77%	\$ 216,762.00	75%
Frank Southern Ice Arena	Merit	26 - 74% subsidy	34%	\$ 114,796.00	40%	\$ 151,157.00	37%	\$ 67,459.00	27%	\$ 85,461.00	33%	\$ 113,342.00	25%
Community Relations	Basic	75 - 100% subsidy	100%	\$ 162,774.00	100%	\$ 248,256.00	100%	\$ 241,119.00	99%	\$ 240,893.00	98%	\$ 268,237.00	95%
Natural Resources	Basic	75 - 100% subsidy	93%	\$ 167,349.00	94%	\$ 179,458.00	89%	\$ 178,691.00	90%	\$ 213,930.00	91%	\$ 214,022.00	90%
Youth Services	Merit	26 - 74% subsidy	53%	\$ 235,512.00	44%	\$ 221,504.00	37%	\$ 161,708.00	55%	\$ 233,200.00	55%	\$ 235,962.00	50%
Youth Sports	Merit	26 - 74% subsidy	78%	\$ 192,316.00	65%	\$ 166,652.00	72%	\$ 110,874.00	75%	\$ 207,535.00	70%	\$ 269,803.00	70%
Operations	Basic	75 - 100% subsidy	97%	\$ 1,596,493.00	90%	\$ 1,228,075.00	94%	\$ 1,267,491.00	97%	\$ 1,564,023.00	97%	\$ 1,096,024.00	95%
Landscaping/Cemeteries/Urban Forestry	Basic	75 - 100% subsidy		n/a		n/a		\$ 466,295.00		\$ 16,594.00	96%	\$ 502,374.00	95%
Rhino's After-School	Basic	75 - 100% subsidy	88%	\$ 91,754.00	60%	\$ 61,967.00	56%	\$ 101,617.00	69%	\$ 113,227.00	85%	\$ 147,842.00	95%
DEPARTMENT SUBSIDY LEVELS			68.37%		65.94%		64.55%		65.23%		65.33%		69.32%
DEPARTMENT COST RECOVERY LEVELS			31.63%		34.06%		35.45%		34.77%		34.67%		30.68%



Developing a Pricing and Cost Recovery Philosophy

Developing a pricing philosophy, based on the Pricing Pyramid Model, will help identify consensus for the City as to what participants should be charged for programs, facility rentals, and other recreation services. Developing a pricing philosophy will involve examination of the types of programs, facilities, and services offered and what segment of the population these programs, facilities, and services are serving to determine.



Who benefits from the service?

Is it the community in general or, a specific segment of the community or someone from outside the community benefiting from the service? Is it serving youth, adults, seniors, people with disabilities, nonprofit organizations or for profit organizations? The Pyramid Model provides insight regarding the group benefit levels and whether the individual or

group receiving the service generates the need to be subsidized or should bear the cost of providing the service.

Questions

Some questions that should be addressed are:

- Will the full cost fee pose a hardship for specific users?
- If so, are there methods in place to ease these situations of financial hardship (i.e., scholarships, sponsorships, sliding scale fees, etc.)?
- To what degree do community values support taxpayer subsidy of the cost of service for certain special needs individuals? For example, is the community supportive of subsidizing services for disabled or low income people?
- How will the fee level impact demand for the service? For instance, will fees increase demand because they are reasonable, affordable, and have perceived value or will they decrease demand because they are too high?

To what degree should indirect costs be applied to program and facility fees?

Direct and indirect costs will need to be assigned to specific programs, facilities, and services in order to understand balancing costs with revenues.

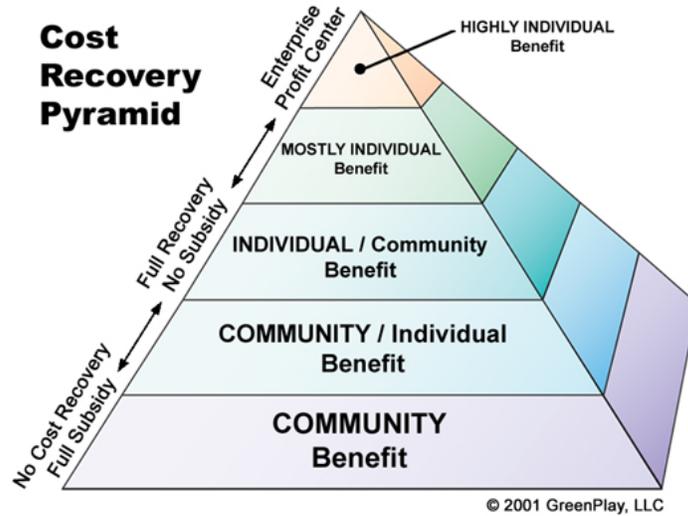
- **Direct Costs:** includes all the specific, identifiable expenses associated with providing a service. A few examples include wages and benefits, contracted services, rental of facility and equipment directly related to the service, and purchased equipment and supplies.
- **Indirect Costs:** encompasses facility overhead including the administrative costs of the department, fund debt service, contractual services, and various other appropriate costs.



Pricing Pyramid Model

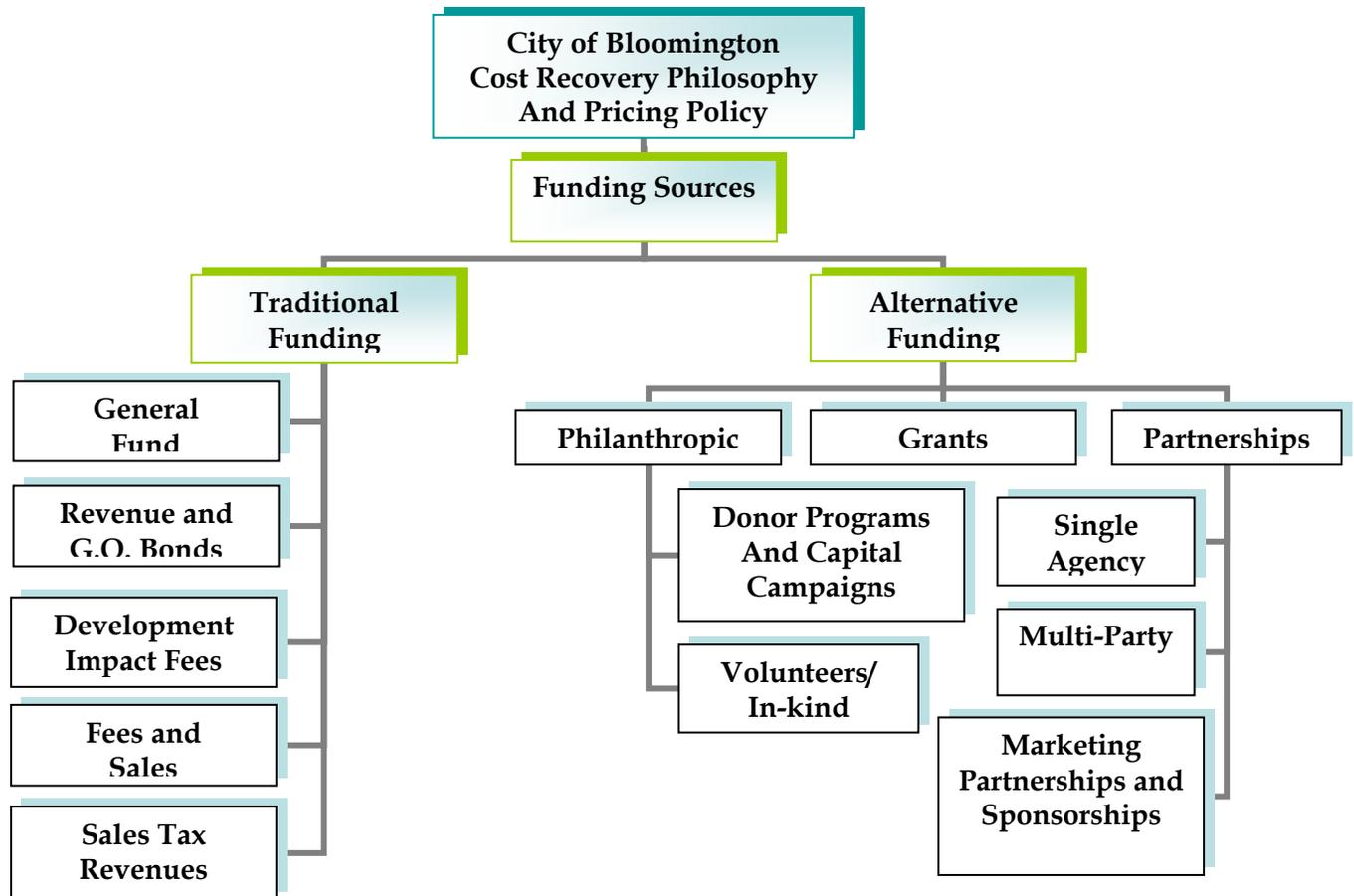
First, the City will need to develop detailed tracking of revenues and expenses (direct and indirect) to determine cost recovery for programs and facilities.

Once current cost recoveries are determined, the City should then develop a pricing and cost recovery philosophy and a pricing policy that reflects the values of the community and the City's responsibility to the community. This philosophy will be of great importance as the City moves forward in the development of new programs or facilities, and in determining how much it is willing to subsidize any new offerings. A sample cost recover policy outline can be found in *Appendix VIII*.



The City has historically used a variety of funding mechanisms for financial resources. The following schematic shows the wide variety of funding mechanisms available.





In order to fund the Department in the future, consideration will need to be made for a variety of types of funding sources. It cannot be expected that traditional (general fund or taxing) funding alone will cover the desired amenities and services. The following pages outline a variety of funding sources that can be considered to increase revenue and cost recovery for funding the Department.

Alternative Funding and Partnerships

Alternative Funding

BPRD has done extremely well in recent years to maximize the Department’s resources through alternative funding strategies and sources. These strategies include grant writing, use of volunteer efforts, and solicitation of sponsorship funds. The Department has recognized the value of maximizing alternative funding sources and has a dedicated staff person, the Special Services Coordinator, who oversees volunteers and sponsorships. This dedicated position has been very successful and brought great returns to the Department. For example, in 2005 the Department benefited from over 13,000 hours in volunteer service and approximately \$76,000 in sponsorship dollars. Furthermore, the Department solicited and was awarded over \$3.2 million in grants between 2001 and 2007.



Volunteers

In 2005, BPRD had a total of 1,418 volunteers equaling 13,388 hours of service to the departmental programs and events. Please review the information in *Table 21* for a detailed account and breakdown of the program areas for which volunteer services were contributed. It is significant to note that the number of volunteer service hours is the equivalent workload of 6.5 full-time employees. Solely based on salaries and wages that would be dedicated to these 6.5 employees, this is a significant cost savings to the Department.

It is also impressive that 50 individuals completed the volunteer orientation. The orientation process thoroughly trains volunteers to be important on-going assets for many programs. Moreover, the Department also worked with 189 service learners that represented various schools of academia from Indiana University and Ivy Tech State College. Based on these impressive recruitment, training, and volunteer efforts, BPRD was presented with the Service Learning Community Partner Award by the office of Community Outreach and Partnership in Service Learning at Indiana University.



Twin Lakes

Table 25: Bloomington Parks and Recreation Volunteer Service (2005)

Program Area	# of Volunteers	Total Volunteer Hours
Adult / Family	383	4931
Community Events	366	1394
Community Relations	128	3761
Inclusive Recreation	9	49
Operations	211	1046
Sports	109	620
Youth Services	212	1585
TOTAL	1,418	13,388



Sponsorship

The Special Services Coordinator has established a tiered, five level sponsorship package, with specific benefits for each level. The Department touts benefits such as name recognition, development of future sales and customers, a positive contribution to the community, and enhancement of the business or organization's public image. These relationships are strengthened by recognition strategies such as the BRAVO and Parks Partner Awards. The success of this program is illustrated by the fact that in 2005, 219 businesses and individuals provided monetary, in-kind, or service sponsorships for the programs and events, which equates to approximately \$76,000. **Table 22** provides a detailed breakdown of the sponsorship amounts provided to each program area.

Table 26: Bloomington Parks and Recreation Sponsorships (2005)

Program Area	Sponsorship \$
Adult / Family	\$ 27,011
Community Events	\$ 25,234
Operations	\$ 4,482
Sports	\$11,786
Youth Services	\$7,156
Total	\$75,736

Grant Awards

The Department has been fairly aggressive in seeking and applying for grant funding for a wide variety of projects. These range from acquisition dollars for trail development, to dollars from education agencies for food service programs, to funding for playground equipment. These grants have primarily been solicited by individual employees within different program areas for specific projects or facilities. The Department has been fairly successful in these efforts. Between 2001 and 2007, the Department was awarded over \$3.2 million in grants. Table 23 provides detailed information on the grant awards. The success of grant writing efforts could be increased if the Department identified a dedicated staff member, intern, or volunteer to organize and write these proposals.



Table 27: Bloomington Grant Awards and Projections (2001-2007)

Grants & Other Funds	2001 Actual	2002 Actual	2003 Actual	2004 Actual	2005 Actual	2006 Projection	2007 Projection	2001-07 Total
Mills Pool Donation Rotary			\$13,000					\$13,000
Rhino's			\$28,247	\$62,260	\$44,113	\$45,000	\$45,000	\$224,620
Natural Resources Griffy				\$133,452	\$1,310			\$134,762
CAPE grants				\$3,968				\$3,968
BBCC Food Service Program					\$5,730	\$6,000	\$6,000	\$17,730
Clear Creek Trail	\$201,668		\$86,331					\$287,999
Clear Creek Trail				\$23,246				\$23,246
Jackson Creek Trail							\$500,000	\$500,000
CSX Trail							\$2,000,000	\$2,000,000
CDBG Grant Broadview playground						\$125,000		
Urban Forestry			\$5,000	\$5,575				\$10,575
Other Misc. Grants		\$15,252						\$15,252
TOTAL	\$201,668	\$15,252	\$132,578	\$228,501	\$51,153	\$51,000	\$2,551,000	\$3,231,152



Alternative Funding Sources

Although the Department has been very successful in the alternative funding strategies it has employed, it is important to recognize that there are other sources available.

The following summarizes research findings on potential funding sources that could enhance capital expenditures for construction and operating budgets for the City. These potential sources do not represent any particular funding strategy over another.

Philanthropic

Philanthropy is defined as the concept of voluntary giving by an individual or group to promote the common good and improve the quality of life. Philanthropy generally takes the form of donor programs, capital campaigns, and volunteer and in-kind services.

The time commitment to initiate a philanthropic campaign can be significant. Current city resources that could be dedicated to such a venture are limited. If this option is deemed possible by city decision makers, it is recommended that the City outsource most of this task to a nonprofit or private agency experienced in seeking funding of this type.

To manage a volunteer program, typically an agency dedicates a staff member to oversee the program for the entire city. This staff member would then work closely with human resources, as volunteers are another form of staffing a program, facility, or event. Relevant methods are discussed below:

Bloomington Community Park and Recreation Foundation

The Bloomington Community Park and Recreation Foundation was incorporated in 1967 to assist in keeping the Bloomington community beautiful, culturally satisfying and dynamic by enhancing park and green space, cultural amenities, sports and fitness opportunities, activities for senior citizens, wholesome programs for youth, public parkways, trees and flowers. In order to help support the mission of the parks department, the Foundation is classified as a 501(c)3 charitable organization and accepts tax deductible donations in cash, securities, real estate or other gifts. The mission of the Park Foundation is “to receive gifts, legacies, and devices to be used for providing future park lands, future facilities and for providing specific recreation and park programs”.

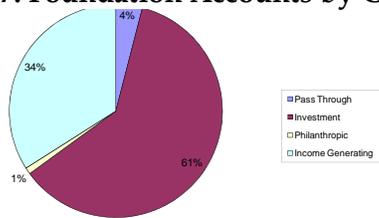
The Park Foundation is run by a board of directors, consisting of 24 members from the Bloomington community. In addition, there are 4 ex-officio members including the city park board president and vice president, the parks department director and the mayor. The board voted in 2005 to honor two long time members with emeriti membership. The organization is supported by a part-time intern as well as six department staff members.

The Park Foundation had an ending balance of \$868,284 in 2006. The majority of these funds (61%) are held in investments, including 3 endowments. The income generating funds include two annual special events held by the Foundation. Grants, scholarships, the tree fund and sponsorships are considered pass through accounts. The Foundation holds this money but the funds are restricted for a specific purpose. The Foundation has a small percentage (1%) of



funds dedicated to philanthropic purposes such as the employee fund that is used to reward department employees with awards and special lunches.

Figure 7: Foundation Accounts by Group 2006



In their forty year history, the Park Foundation has been making a difference in the Bloomington community through enhancing and creating parks and providing recreation opportunities to all residents. The organization serves as a land holding entity for the parks department and has accepted many gifts of land which the department has turned into parks. Some of the most recent accomplishments of the Park Foundation continue to support their mission through diversification of funds, providing youth scholarships and receiving grants.

Lloyd Olcott Youth Scholarship Endowment

In honor of his endless contributions to the Bloomington community, the Lloyd Olcott Youth Scholarship Endowment was created in 2001. Lloyd was a founding member of the Park Foundation and a long time member of the park board and city council in which he played a key role in the development of recreational facilities in Bloomington. The Olcott Endowment was created to support scholarships for area children to participate in recreation programs who otherwise would not be able to afford it. The original goal was to raise approximately \$250,000 in order to meet the anticipated scholarship needs of the community on an annual basis. With an initial balance of \$70,000, the size of the endowment has increased threefold in only five short years. To continue its growth and to fulfill the rising need of area youth, the board set a goal to increase this endowment to \$300,000 by 2008 to make available approximately \$9,000-\$15,000 of interest for scholarships to area youth.

Scholarships

The role of the Olcott endowment fills a need in the community as the demand for youth scholarships increases. In 2006, the Foundation awarded \$19,257 in scholarships which provided 161 scholarships to 103 families in the Bloomington area. Since its inception the scholarship program has grown each year. Just in the past six years, the scholarship amount



and number of children served has increased drastically. From 2000 to 2006 the number of children awarded scholarships increased from 94 to 161, a 71% increase. In that same time period, the total amount awarded has almost doubled from \$11,446 in scholarships in 2000. Current needs are approximately \$19,000 annually, with future needs anticipated to be approximately \$25,000 annually.

There are several sources of funding that support the Park Foundation's scholarship fund. In 2006, interest from the Olcott Endowment provided 38% of the total scholarship funds. However, half of the scholarship money was raised at two annual special events: the Golf Scramble and the Hoosier Hills Bike Tour. Personal donations comprised the remaining 12% of the funds.

Matchstick Endowment Campaign

A recent part of the growth of the Olcott Endowment and the scholarship program is the Foundation's participation in the Matchstick Endowment Campaign. Offered through the Community Foundation of Bloomington and Monroe County, the Matchstick campaign is a 3 for 1 matching grant created to encourage local nonprofits to start new or build existing endowment funds. The Park Foundation was selected as a partner agency in 2006 and was able to exceed their \$10,000 goal, adding \$16,036 to the Olcott Youth Scholarship endowment. Selected as a partner again in 2007, the Park Foundation set a goal of \$16,000. The Matchstick campaign has not only increased the Foundation's ability to provide scholarships but has reinvigorated the organization and its membership and staff in terms of fundraising.

Friends of Parks

Friends of Bloomington Parks, an entity of the Park Foundation, was established in 2005 to raise awareness of park issues and help provide funding for park improvements through donations. May 2006 saw the kick off of the Friends campaign which included new fundraising literature, presence at a variety of community events and advertisements in the Park and Recreation program guide. In 2006, the Friends of Parks gained 54 new members who supported the efforts of the Foundation to keep Bloomington parks green and growing.

Friends Associations (single focused purpose)

These groups are formed to raise money typically for a single focus purpose, which could include a certain park facility or program that will better the community as a whole and its specific interest.

Volunteers/In-Kind Services

This is an indirect revenue source, in that persons donate time on an hourly basis to assist the department in providing a product or service. This reduces the City's cost in providing the service, plus it builds advocacy for the system.

Grants

Grants are used primarily as a way to supplement funding already received. For example, grants can be used for program purposes, planning, design, and seed money. Due to their infrequent nature, grants are normally looked at as a way to fund a specific venture and should not be used as a continuous source of funding for a particular effort.



General Purpose or Operating Grants

When a grant maker gives your organization an operating grant, you can use it to support the general expenses of operating your organization. An operating grant means the fund provider supports your organization's overall mission and trusts you to make good use of the money.

Program or Support Grants

A program or support grant is given to support a specific, connected set of activities, with a beginning and an end, specific objectives and predetermined costs. Listed below are some of the most common types of program or support grants:

Planning grants

When planning a major new program, you may need to spend a good deal of time and money conducting research. A planning grant supports initial project development work, including investigation of the needs of your constituents, consultations with experts in the field, or other planning activities.

Facilities and Equipment Grants

These grants help organizations buy long lasting physical assets, such as buildings. The applicant organization must make the case that the new acquisition will help serve its clients better. Fund providers considering these requests will not only be interested in the applicant's current activities and financial health, but will also inquire to the financial and program plans for the next several years. Fund providers do not want to help an organization or program only to see it shut down in a few years because of poor management.

Matching Grants

Many grant makers will provide funding only on the condition that your organization can raise an amount equal to the size of the grant from other sources. This type of grant is another means by which foundations can determine the viability of an organization or program.

Seed Money or Start-up Grants

These grants help a new organization or program in its first few years. The idea is to give the new effort a strong push forward, so it can devote its energy to setting up programs without worrying constantly about raising money. Such grants are often for more than one year, and frequently decrease in amount each year.

Management or Technical Assistance Grants

Unlike most project grants, a technical assistance grant does not directly support the mission related activities of the organization. Instead, it supports the organization's management or administration and the fundraising, marketing, financial management, etc.

Program Related Investments (PRIs)

In addition to grants, the Internal Revenue Service allows foundations to make loans, called Program Related Investments (PRIs), to nonprofits. PRIs must be for projects that would be eligible for grant support. They are usually at a low or zero interest rate. PRIs must be paid back to the grant maker. PRIs are often made to organizations involved in building projects.

Corporate Sponsorships, Naming Rights and Advertising Sales



This revenue funding source allows corporations to invest in the development or enhancement of new or existing facilities in a park and recreation system. Sponsorships are also frequently used for programs and events. (A Sample Sponsorship Policy is provided in *Appendix IV*). Many cities, towns, and counties throughout the country have successfully sold the naming rights for newly constructed facilities or when renovating existing buildings. Newly developed and renovated parks have also been successfully funded through the sales of naming rights. Generally the cost for naming rights offsets the development costs associated with the improvement. People incorrectly assume that selling the naming rights for facilities is reserved for professional stadiums and other high profile team sport venues. This trend has expanded in the recent years to include public recreation centers and facilities as viable naming rights sales opportunities.

Naming rights can be a one time payment or spread out with a fixed payment schedule over a defined period of time. During this time the sponsor retains the “rights” to have the building named for them. Also during this time, all publications, advertisements, events, and activities could have the sponsoring group’s name as the venue. Naming rights negotiations need to be developed by professionals, to ensure a proper agreement that benefits all agents.

Partnerships

Bloomington Parks and Recreation has a great number and wide variety of formal partnership agreements with community organizations and agencies. The purpose of developing cooperative service agreements, partnerships, and collaborations is to promote community involvement in department activities, increase services offered to the public, reduce the expense of providing services, increase the visibility of the department, develop a sense of community, create leadership, and encourage new resources in the community.

In recent years, the BPRD has had Program Partnership Agreements with numerous special interest groups which include, but are not necessarily limited to, the following counterpart and complimentary associations and agencies in the community:

Sports Services

- Bloomington Babe Ruth Baseball Association- Partnership for Babe Ruth Youth Baseball Program
- Bloomington Junior League Baseball Association- Partnership for youth baseball program
- Bloomington Blades High School Hockey- Partnership for Blades Hockey Program.
- Bloomington Youth Hockey Association- Partnership for youth hockey program
- Bloomington Figure Skating Club- Partnership Figure Skating Program
- Bloomington Junior League Baseball Association- Partnership for Junior League Baseball Program
- Bloomington Junior League Baseball Association- Partnership for Junior League Baseball Program, Cal Ripken Division
- Bloomington Umpires Association- Partnership for providing a quality softball programs
- Girls Incorporated- Partnership for Girls Softball Program



- Bloomington/Monroe County Convention and Visitors Bureau- Partnership to bring Sporting Events to Bloomington

Recreation and Special Events

- Lake Monroe Sailing Association- Partnership for sailing program
- “Jazzercise”- Partnership to provide “Jazzercise” and “Junior Jazzercise” classes
- Rhino’s Youth Center- Partnership for After-School Programs that include Youth Radio, Youth Journalism (The Antagonist), Youth Mural Arts, and Youth Video (Rhinoplasty)
- Worm’s Way, Hilltop Garden and Nature Center, Bloomingfoods Market and Deli, Mother Hubbard’s Cupboard and Hoosier Hills Food Bank- Partnership for Plant a Row for the Hungry
- Wonderlab- Partnership for BubbleFest
- Monroe County Parks and Recreation Department- Partnership for Special Olympics FAST Program
- Monroe County Community School Corporation- Partnership for Alternative to Suspension Program
- Area 10 Agency on Aging, Nutrition Project- Partnership for Hot Meals for Senior Citizens Program
- Monroe County Parks and Recreation- Partnership for Tea and Antiques Program
- Monroe County Civic Theater- Partnership for Shakespeare in the Park Program
- Stone Belt- Partnership to provide services and programs for people with disabilities
- Bloomington Pets Alive- Partnership for the Canine Carnival
- Bloomington Playwright’s Project, Bloomington Area Arts Council, John Waldron Arts Center- Partnership for Bloomin’ Puppetfest
- Center for Sustainable Living, Bloomingfoods Market and Deli, Indiana University Council for Environmental Stewardship, and Heartwood- Partnership for Simply Living Fair
- Monroe County Public Library - Partnership to provide materials for a satellite library at the Banneker Community Center.
- Riddle Point at Lake Lemon- Partnership agreement for use of Riddle Point for Kid City summer camp program
- Ryder- Partnership to cooperate in the provision of free outdoor movies for the benefit of the general public
- MCCSC - Partnership agreement to provide a site for the low ropes challenge facility.
- Bloomington Flying Fish Volkssporting Club- Partnership agreement to provide recreational walking and other Volkssporting activities

Parks and Facilities

- BCT Management- Partnership for programs at the historic Buskirk-Chumley Theater
- Elm Heights Neighborhood Association and Harmony School- Partnership for the development and ongoing improvement of neighborhood public use playground amenities
- Interlocal Cooperation Agreement between the Monroe County Community School Corporation and the City of Bloomington



- Land Lease Agreements with the Community Foundation of Bloomington/Monroe County for Latimer and Brown’s Woods properties
- Facility Use Agreements with various organizations and groups authorizing use of Departmental facilities and playing/practice fields
- Agreement with Bloomington Junior League Baseball Association to provide food and beverage concession at Winslow Sports Complex , North Side
- Agreement with Bloomington Babe Ruth Baseball Association to provide food and beverage concession at Winslow Sports Complex, South Side
- Agreement with MCCSC to develop park land that would benefit parks and MCCSC in such a way to complement each other and be used mutually, cooperatively and jointly, and agree that cooperative use of the sites will enhance each site and serve the public interest and welfare
- Agreement with Senior Cyber-Net for facility use of a computer lab

Community Policies and Initiatives

- Bloomington Area Arts Council- Partnership to provide more affordable, effective visual arts opportunities for the community.
- Cooperation Service Agreement with the Bloomington Hospital to provide programs which promote social, physical, emotional mental health education.

Based on the Department’s financial challenges, in order to provide for the growing and changing demands of the community, seeking out and utilizing formalized partnerships will continue to be critical to providing the Department’s core programs and services. The effectiveness of the Department’s current agreements should be reevaluated periodically to ensure adequate equity agreements. A sample, or template, to use as a basis for this evaluation can be found in the Sample Partnership Policy in *Appendix IV*.

Additional funding resources can be found in Appendix IX.

C. Benchmarking Analysis

Benchmarking Purpose

In order to get a complete picture of Bloomington’s park and recreation facilities, resources, and services in comparison to other national leaders in the park and recreation industry, it was benchmarked against five outstanding and similar cities, for the years 2006-2007. These include: Ames (IA), Lawrence (KS), Terre Haute (IN), Bolingbrook (IL), and Fort Collins (CO), all of which are similar sizes and many of which are college or university towns. The complete set of benchmarking data is found in *Table 28*.

Limits of Comparative Data and Analysis

Benchmarking is an important tool that allows the comparison of certain attributes of the city’s management of public spaces (parks, recreation, arts, cultural, and related services) with other similar communities. It is very difficult to find exact comparable communities because each has its own unique identity, its own way of conducting business, and differences in what



populations they serve. While many park and recreation departments serve primarily its residents, others serve a large portion of non-residents.

Additionally, organizations typically do not break down the expenditures of maintainable park acreage versus natural areas and open spaces or type of indoor recreation spaces they have in the same way. Details are also limited due to the time involved in retrieving this information. This being said, the benchmarking information presented here should be used as a catalyst for the City of Bloomington to continue to research best practices for more specific areas when they are needed.

Benchmarking Data Sought

The communities were chosen primarily due to the perceived similarities to the City of Bloomington. Some of the key benchmarking data sought includes:

- Population
- Median income levels
- Total full-time equivalencies (FTE)
- Total park and recreation acres managed by agency
- Total operating budget
- Breakdown of the sources and allocation of the budget
- Number and types of parks, trails, outdoor, and indoor facilities
- Fees and charges for facility rental, admissions, and programs

Additionally, benchmarking data looks to weigh pertinent data along with comparing against a “per thousand” population calculation in some cases.



Banneker Community Center



Table 28: Benchmarking Comparison - Bloomington, Indiana

Topic	Bloomington, IN	Ames, IA	Bend, OR	Bolingbrook, IL	Fort Collins, CO	Lawrence, KS	Terre Haute, IN
Community/Agency Overview	2006 Number	2006 Number	2006 Number	2006 Number	2006 Number	2006 Number	2006 Number
Population of Service Area	69,229	51,000	76,249	73,000	139,908	94,859	60,000
Median Income of Community	\$34,308	\$44,518	\$58,800	\$84,000	\$44,459	\$64,700	\$28,010
Total P&R Acres Managed by Agency	2,264	1,200	2,402	NA	1,192	3,497	970
Park Acres Per 1000 Residents	32.70	23.53	31.50	NA	8.52	36.86	16.16
Agency Resources	2006 Number	2006 Number	2006 Number	2006 Number	2006 Number	2006 Number	2006 Number
Full-time Employees-FTEs	59	22	82	56	72	75	44
FTEs per 1,000 Residents	.85	.43	1.07	.77	.51	.79	.73
FTE Part-time/Seasonal Staff (divide total seasonal hours by 2,080 hours)	61 (based on hours)	150 (workers)	83 (based on hours)	630 (workers)	137 (workers)	85 (workers)	NA
Total Operating Budget	\$7,277,750	\$2,400,000	\$12,194,610	\$10,200,000	\$13,489,928	\$8,342,246	\$2,500,000
Salaries and Wages Budget	\$4,429,531	NA	\$7,298,456	\$4,950,000	\$7,811,201	\$5,618,377	\$1,500,000
Maintenance Budget	\$2,224,140	\$1,000,000	\$3,512,741	\$2,400,000	\$2,349,674	\$3,427,945	\$752,900
Maintenance Per Acre	\$982	\$833	\$1,462	NA	\$1,971	\$980	\$776
Revenue from Taxes	\$4,870,309	\$1,400,000	\$9,538,000	\$5,000,000	\$8,282,672	\$4,827,945	\$2,167,436
Percent of Budget from Taxes	67%	58%	78%	49%	61%	58%	87%
Revenue from Fees and Charges	\$2,359,254	\$1,400,000	\$3,822,899	\$5,200,000	\$4,904,443	\$2,640,850	\$117,945
Percent of Budget from Fees/Charges	32%	58%	31%	51%	36%	32%	5%



Topic	Bloomington, IN	Ames, IA	Bend, OR	Bolingbrook, IL	Fort Collins, CO	Lawrence, KS	Terre Haute, IN
Average Capital Budget (past 5 yrs.)	\$301,994	\$350,000	\$7,407,819	\$2,000,000	\$2,045,000	\$1,000,000	NA
Percent of Total CITY/DISTRICT Budget in Reserve	27%	NA	6.2%	14% of previous year revenue	NA	15%-18%	NA
Parks and Facilities	2007 Number	2007 Number	2007 Number	2007 Number	2007 Number	2007 Number	2007 Number
Total Number of Parks	40	34	71	45	42	55	34
Total Acres of Parks	639	1,200	1,503	964	741	3,497	970
Developed athletic fields	236	200	102	65	92	33	4
Open space (not parks)	1,389	400	889	46	31,376	1,250	0
Miles of Trails							
Total paved trail miles	4	28	24	14	28	50	10
Total soft surface trail miles	23	10	27	1	33	15	0
Outdoor Facilities							
Parks	38	34	71	45	42	55	34
Baseball/softball fields	18	0	12	18	41	7	2
Soccer fields	0	6	10	17	42	17	2
Football fields	2	0	1	7	10	5	0
Golf courses (number of holes)	27	9	0	9	45	18	36
Outdoor swimming pools	2	1	0	1	1	1	2
Traditional swimming pools	2	1	0	0	0	NA	2
Leisure aquatic centers	0	0	2	1	1	1	0
Playgrounds	27	20	0	38	39	27	14
Park shelters	13	6	0	17	42	19	40



Topic	Bloomington, IN	Ames, IA	Bend, OR	Bolingbrook, IL	Fort Collins, CO	Lawrence, KS	Terre Haute, IN
Skate parks	1	1	1	2	3	2	NA
Dog parks	0	1	1	NA	3	2	NA
Indoor Facilities							
Community/Recreation Centers	3	1	0	3	4	5	1
Indoor walking tracks	0	0	0	0	2	0	0
Indoor Pools	0	1	0	1	3	1	0
Number of competitive lap lanes	0	6	22	6	16	21	0
Leisure aquatic centers	0	0	2	0	2	1	0
Dedicated Senior Centers	1	0	1	0	1	0	0
Ice Rinks (total sheets of ice)	1	1	0	0	3	0	0
Gymnasiums	1	1	0	0	0		0
Full size courts (84-94 foot length)	1	1	0	3	5	3	0
Cross courts (within full courts)	0	2	0	6	7	6	0
Fees and Charges	2007 Number						
Daily Pool Admission							
Adult	\$2.50	\$3.00	\$5.00	\$7.00	\$4.25	\$3.75	\$2.50
Youth	\$2.00	\$2.50	\$3.00	\$7.00	\$3.25	\$1.75	NA
Golf Fees							
9 holes daily	\$20	\$19	NA	\$17	\$16	\$15	\$17
18 holes daily	\$20	\$28	NA	NA	\$29	\$23	\$28
9 holes cart	\$6	\$10	NA	\$13	\$11	\$10	\$9



Topic	Bloomington, IN	Ames, IA	Bend, OR	Bolingbrook, IL	Fort Collins, CO	Lawrence, KS	Terre Haute, IN
18 holes cart	\$12	\$14	NA	NA	\$16	\$15	\$16
Membership/ season pass rates (family)	\$655	\$910	NA	NA	\$500	NA	\$950
Ice Time (per hour)							
Public skating admission	\$4.00	\$4.75	NA	NA	\$3.75	NA	NA
Hockey team rental	\$195.00	\$190.00	NA	NA	\$135.00	NA	NA
Figure skating rental	\$7.00	\$7.25	NA	NA	\$10.00	NA	NA
Skate rental	\$2.00	\$2.75	NA	NA	\$2.00	NA	NA
Ballfield (per hour)							
Game use	\$35.00	\$45.75	\$24.00	NA	\$18.00	\$12.50	NA
Practice use	\$23.00	\$10.75	\$18.00	\$30.00	\$18.00	Free	
Adult Sports (average hourly cost)							
Adult softball	\$47.33	\$25.75	NA	\$2.75	\$69.00	\$33.00	\$17.00
Adult basketball	\$37.92	NA	NA	\$6.00	\$50.00	\$40.00	NA
Adult volleyball	\$28.80	\$15.00	NA	\$3.00	\$29.00	\$18.45	\$14.00
Adult tennis lessons	\$5.00	\$5.00	NA	NA	\$11.00	\$4.38	NA
Day Camp Fees (avg./hour)	\$4.09	\$1.50	NA	\$2.45	NA	\$4.42	NA



Analysis of Benchmarking

Bloomington is serving a similar sized community as the rest of the agencies, but has a significantly lower median income level than most of the other communities. BPRD manages the second highest number of park and recreation acres (2,264), following Lawrence which manages (3,497). BPRD's full-time staffing levels (58.75) are just slightly higher than average (51.15) which, for the number of acres and programs that they manage, indicates that the Department is very efficient and productive. The comparison of part-time employee staffing levels is difficult to analyze because numbers were not provided in consistent terms among all of the agencies.

The resources that BPRD had available to provide its services and maintain its facilities is very important to the quality of the Department's programs, parks, and recreation centers. Bloomington was toward the middle to bottom half of the comparison for total operating budget. This is of concern since the agency has the second highest number of acres to operate and maintain. The Department's percent of revenue from taxes and fees and charges was in line with the other agencies. However, its average capital budget is significantly lower than the other agencies with similar operating budgets, by \$700,000-\$1,700,000 dollars.

Bloomington has a similar number of parks and outdoor facilities, but has notably more developed athletic fields and open space to maintain than the other agencies. It is important to take into consideration the high amount of funding, staff, and equipment that is necessary to maintain developed athletic fields. In regard to indoor facilities, Bloomington has a slightly higher number of indoor facilities than the other communities. However, based on additional information provided, it is evident that some of the other agencies are managing much newer facilities, with indoor leisure aquatic centers, lap lanes, and multiple gymnasiums.

In regard to fees, BPRD's aquatic admissions are the lowest of all of the agencies. This may be an area that the Department can consider raising fees to increase sustainability. Golf fees are also at the bottom of the range for daily charges, and significantly lower (over \$200) for membership rates. Ames, IA is the only other community with an ice rink and the rental rates for hockey and figure skating between the two agencies are in line with each other. Bloomington's rental rates for ball fields are in the middle of the range for the other agencies. However, the costs of a number of the adult sports (basketball, volleyball, and softball) are at the top of the range. It is important to be cautious of the interpretation of all of these fees, because it is difficult to create an apples-to-apples comparison.

D. Areas of Focus for Bloomington

Traditional and Alternative Funding

The City of Bloomington has many aging park and recreation facilities in need of renovations and repairs, and in some cases the City may need to build new facilities. With the recent reductions in the Parks and Recreation Department's budget (\$1.1 million in 2004) there is great need to regain funding allocations and establish new and significant funding sources.



The Department will not be able to initiate another bond process until 2016 and dependency on future grants is unreliable. Trends in recent federal grant awards are primarily for the development of trails, with very little funding allocated for building new facilities or renovating existing ones. Bloomington's needs are to renovate existing and/or consider constructing new indoor facilities.

In addition to regaining traditional funding, it will be important for the Department to actively seek monies from alternative funding sources. The Department will need to continue its efforts to obtain grants, donations, and sponsorships in order to provide for the sustainability of the agency. The City's highest priority for implementing this Master Plan will have to be identifying and obtaining ways to invest in and fund desired and expected quality of life amenities.

Pricing and Cost Recovery

It is important for the Department to develop a philosophy for resource allocation, cost recovery, and resultant pricing and fees that reflect the values of the community and the responsibility the City has to the community. This method is invaluable for making tough resource allocation decisions, and creating pricing and cost recovery strategies. These strategies need to be equitable, defensible, and implementable at all levels, and should be based on the value of the services to the community, not just a comparative evaluation of what has been done before or what others are doing. This philosophy will be very important to providing for the sustainability of the Department.

Increase Partnerships and Collaborations

The Bloomington Parks and Recreation Department has experienced significant budget reductions and due to its current funding cannot be everything to everyone. The Department has done a great job partnering with community organizations and nonprofits to provide services and minimize duplication of efforts. It will be extremely important that the Department continue its philosophy of communication and partnerships with other service providers. Throughout the public input process, it was stressed that the Department should work to compliment other community organizations and fill the gaps where needs are not being met.

It cannot be emphasized enough the value and benefit of existing and potential partnerships to the community. Collaborations within the community between local governmental agencies such as the Bloomington Parks and Recreation Department and School Districts, Universities, private sector, nonprofit organizations, etc. are the most efficient method of delivering quality services. Each entity has strengths and/or niches to offer to the partnership that can be utilized effectively and without duplication.

There is an increasingly successful trend for Park and Recreation Departments to partner with schools on adjacent land so indoor and outdoor amenities can be shared for usage, capital expenditure, operational costs, scheduling, etc. and each partner increases their value and benefits more efficiently. There is also a growing trend for Parks and Recreation Departments to acquire existing facilities that the private sector built and operated but couldn't generate enough income to stay in business. Typically the cost of the acquisition is much less than planning, designing, and building a new facility. BPRD should research



opportunities to implement these trends in the future to increase the Level Of Service within the community. Partnering should continue to be a major focus of the BPRD now and in the future to ensure the quality level of service the community of Bloomington supports and expects.



Capital Improvement Priorities

Focus group participants, staff, and survey respondents all shared major concerns about the age and condition of Bloomington’s indoor recreation facilities, as well as improvements needed to some of the neighborhood parks and athletic fields. Indoor facilities such as the Frank Southern Ice Arena, Alison-Jukebox Community Center, Banneker Community Center, and Bloomington Adult Community Center (BACC) are in need of major renovations or new buildings that are more functional for the activities and programs conducted in them.

Some of the types of recreation facilities that were identified by the community as desired for development include indoor programming spaces such as a walking/jogging track, weight/cardiovascular equipment, aerobics/fitness, and a leisure pool. The community also expressed a high need for the development of outdoor facilities including walking and biking trails, small neighborhood parks, natural areas, and additional skateboarding facilities.

It will be extremely important to prioritize these capital improvements and allocate funding to address these facility needs which most largely contribute to Bloomington’s quality of life.

Recreation Programming and Special Events

Bloomington residents have a high need for youth and adult recreation programming, as well as special events, and the Farmers’ Market. These activities contribute strongly to the high quality of life that residents have come to expect. Citizens identified that it is important to continue the wide variety of special events, movies in the park, lunch with the arts, concerts, and holiday related events to name a few. With limited resources, identifying the core services of the Department will be important to maintaining its high quality of programming.

Marketing and Communications

The Department has done a tremendous job of promoting the wide variety and high number of programs and facilities that it provides, despite decreases in marketing dollars over the past three years. In addition, the Department and community organizations provide so many activities and services for the community it is difficult for residents to keep track of all that is offered to them. Given these challenges, the Department must find additional creative means and mediums to continue to increase the public’s knowledge of the recreation programs and services that the Department is providing.



VI. Great Things to Come – Recommendations and Action Plans

A. Recommendations

Goal 1: MAXIMIZE THE PLANNING EFFORT

First Steps

Objective: Incorporate the action items of this plan into the City’s annual work plans to achieve the recommendations of this plan and to enhance effectiveness of staff effort.

Strategies:

- Recommendation to City Council by Parks Board for adoption and implementation of the Parks and Recreation Comprehensive Plan.
- Assign responsibility and time frame, and allocate resources necessary to complete each action identified in annual work plans.
- Coordinate Comprehensive Plan recommendations with other City Departments including the Planning Department.

Objective: Assure that all levels of staff are informed of and are set up to work together to implement the recommendations and strategies of the plan.

Strategies:

- Inform all levels of staff of the direction of the Plan, allow for staff input, encourage buy-in, and encourage input from all staff members.
- Provide cross-departmental staff teams/team members, as appropriate, with education development opportunities, necessary equipment, and supplies.

Goal 2: INCREASE TRADITIONAL AND ALTERNATIVE FUNDING SOURCES

Objective: Investigate Potential Traditional Funding Opportunities

The City has the ability to use these mechanisms to enhance the quality of life in Bloomington and expand recreation, park, open space, trails, programs, and services to the community. The survey indicated that fifty-seven percent (57%) of respondents are either very willing (23%) or somewhat willing (34%) to pay some increase in taxes to fund the types of parks, trails, recreation and sports facilities that are most important to their household.

Strategies:

- Work with the City’s Administration to sustain adequate operating and maintenance funding to parks and recreation in order to sustain the level of service currently provided to the community and to avoid compounded maintenance and renovation costs..
- Reduce or eliminate the use of non-reverting funds for major capital improvement projects.



- Work with the City’s Administration to sustain an adequate capital replacement fund for parks and recreation to be utilized as needed to upgrade and/or replace capital items.
- Work with residents and partners to establish additional revenue through a combination of the following sources to implement the recommendations of the Comprehensive Plan.
 - Allocation of existing City funds
 - Strategic Partnerships
 - Alternative Funding
 - Fees and Charges
 - Property and other Tax sources
 - Grants
 - Investigate support for an education campaign for a ballot initiative to pass a tax increase or bond referendum (in 2016) for future capital improvements.
 - Investigate the capital asset sales potential associated with selling the Bloomington Adult Community Center (BACC) and relocating the existing programs. (See *Goal 7*)
 - Utilize the revenue for renovation of an existing community facility or construction of a new multi-generational indoor community center facility.
 - Offset new building operation costs through leasing space and/or partnering with other community services agencies to share the cost of operating the facility.

Objective: Pursue Alternative Funding to Implement Recommendations from the Comprehensive Plan

Alternative funding methods may be instrumental in order to continue to operate the City’s recreation programs and facilities at the level of service expected by the community. Continuing and expanding the allocation of resources to pursue alternative funding should be considered an investment in the future.

Strategies:

- Identify opportunities to increase community support and revenue opportunities such as grants, partnerships, sponsorships, volunteers and earned income (see *Appendix IX* for Alternative Funding Resources).
- Investigate the possibility of utilizing volunteer efforts or nominally paid students to apply for such funding (i.e. - SPEA Nonprofit Management Program or a retired Bloomington resident).
- Study the possibility of instituting a new Parks Impact Fee on new development and re-development, based on the relevant state law and a community-wide geographic LOS analysis of Parks facilities and services.
- Develop a “Capital Needs List” to identify philanthropic opportunities that align with these needs. Once identified, aggressively apply for grant funding (i.e. - cemetery operations funding through a historic organization.)
- Evaluate and update the existing Sponsorship agreement (see Sample Sponsorship Policy in *Appendix IV*) with equity agreements on an annual basis.



- Create an annual Sponsorship Manual listing all the opportunities for the year and distribute within the community in a menu format that creates a sense of urgency within the business community.
- Continue to increase the visibility and efforts of the Bloomington Community Park and Recreation Foundation to facilitate the receipt of grant funds and other fundraising activities, some of these might include:
 - Create an Annual Fund Program that identifies and creates a relationship with donors that will give to the organization on an annual basis.
 - Utilize a general direct mail campaign, with clear and consistent slogans for each type of funding it provides.
 - Propose different types of charitable giving to potential major donors including, monetary gifts, planned giving, bequests, or annuities.
 - Conduct an annual sponsor, donor event to thank those that donate to the Parks Foundation or parks department.
- Consider revising the existing Naming Rights Policy for parks, facilities, rooms, courts, trails etc. to capture additional revenue by selling naming rights.
- Establish additional partnerships to increasing funding and to gain in-kind donations of time and money (see *Goal 4* for additional information).

Goal 3: EVALUATE PRICING AND COST RECOVERY

Objective: Modify the Cost Recovery Philosophy and Policy

It is important for the Department to modify the **Pricing and Cost Recovery Philosophy** that reflects the values of the community and the responsibility it has to the community. This philosophy will be especially important if the Department moves forward in the development of new programs, additional and/or expanded facilities, and as it strives for sustainability and determines how much it is willing to subsidize operations.

One means of accomplishing this goal is by applying the **Pyramid Methodology**. This methodology develops and implements a refined cost recovery philosophy and pricing policy based on current “best practices” as determined by the mission of the agency and the program’s benefit to the community and/or individual.

Critical to this philosophical undertaking is the support and understanding of elected officials and ultimately citizens. Whether or not significant changes are called for, the agency wants to be certain that it is philosophically aligned with its residents. The development of the core services and cost recovery philosophy and policy is built on a very logical foundation, using the understanding of who is benefiting from a parks, recreation, and natural resources service to determine how the costs for that service should be paid. For an overview of the Pyramid Methodology, please review the contents in *Appendix VIII*.

Strategies:

- Develop ongoing systems that help measure cost recovery goals and anticipate potential pitfalls utilizing the following points:
 - Evaluate current revenue streams and their sustainability.



- Track all expenses and revenues for all programs, facilities, and services to understand their contribution to overall department costs recovery.
- Specifically analyze the costs associated with the delivery of all services.
- Analyze who is benefiting from programs, facilities, and services and to what degree they should be subsidized.
- Consider the benefits of modifying the resident and non-resident fee system. Consider creating a resident discount with non-residents paying market rate for a marketable method of implementation.
- Consider eliminating membership fees to the Bloomington Adult Community Center (BACC) to spur an increase in participation.
- Fees for certain programs should acknowledge the full cost of each program (those direct and indirect costs associated with program delivery) and where the program fits on the scale of who benefits from the program of service to determine appropriate cost recovery target.
- Review and increase pricing structure to include the annual rate of inflation and rising commodity prices.
 - Define direct costs as those that are typically costs that exist purely because of the program and change with the program.
 - Define indirect costs as those that are typically costs that would exist anyway (like full time staff, utilities, administration, debt service, etc.)
 - Define ability to pay as an implementation concern to be addressed through the Department's scholarship program.

Objective: Increase Participation and Revenue from Current Services

Strategies:

- Utilize the marketing strategies in *Goal 9: Evaluate Marketing and Communications* to work to increase participation numbers and user fee revenue.
- Evaluate participation numbers of current programming.
 - Increase marketing to enhance participation in programs that are not currently at capacity.
- Reevaluate the provision of services of programs and activities that have a low cost recovery, are not core services, have a low demand and/or another service provider is providing effectively.
 - Consider getting out of services that fall into the above categories.

Goal 4: INCREASE PARTNERSHIPS AND COLLABORATIONS

Objective: Collaborate to Attract More Residents and Visitors to Utilize and Participate in Bloomington's Park and Recreation Services and Facilities

Program and Service Strategies:

- Create new and formalize existing Partnerships (see Sample Partnership Policy in *Appendix X*) with equity agreements that are reviewed annually.
- Continue existing, and establish new, relationships with the following partner organizations to implement the recommendations of this Comprehensive Plan, to



identify duplicative services, and to provide high quality recreation programs, activities, and services:

- Local volunteers
 - Create a “Park Ambassador” Program where residents living adjacent to parks are trained in inspecting parks and filling out a weekly status report for a nominal fee or pass which will also enhance safety in parks.
 - Explore the possibilities of revising and promoting an “Adopt-a-Park” Program to help with park maintenance, beautification, and civic pride.
- Youth sports associations
- Monroe County Community School Corporation
 - Strengthen existing and expand to establish new Intergovernmental Agreements (IGAs) with schools for increased use of multi-purpose fields, consistent gym times and days, and other department needs..
- Monroe County YMCA
- Sports Plex
- Monroe County Library
 - Consider expanding the partnership with the Monroe County Library for additional satellite sites, as opportunities arise.
- Bloomington Boys and Girls Club
- Big Brothers, Big Sisters
- Girls Inc.
- Rhinos
- Other organizations
 - Continue to increase partnerships with local medical and health organizations to increase fitness and health programming for the aging population within the community.
 - Consider expanding the partnership with Monroe County Parks and Recreation for future parks, shared maintenance, use of athletic fields, and other opportunities.
 - Work with the Bloomington Transit Authority to establish a “Recreation Rider” Program that provides discount passes for youth and seniors in need of transportation to and from City recreation facilities.
 - Continue to work with the Bloomington/Monroe County Convention and Visitors Bureau and other organizations to attract regional or national tournaments and special events that will act as economic engines for the community.
 - Work with local tourism organizations to provide activities such as environmental/wildlife education, tours to nearby attractions, historical tours, and ecotourism.

Facility Strategies:

- Initiate discussions with the University about partnership opportunities and use agreements for the future Indiana University Athletic Complex and existing University athletic and recreation facilities.
- Continue discussions with MCCSC for partnership opportunities when new schools are considered or facility renovations are proposed.



- Propose an update to the park-school joint use policy
- Create a Maintenance Adoption Program with local landscaping companies for small parcels.
 - They maintain the park property to city standards which can be monitored with a small attractive sign “Maintained by _____” and their phone number. This is advertising for them and therefore tends to be properly maintained.
- Work with the Historical Society to assist in maintenance and funding of cemeteries and other historic assets.
- Create a partnership with golf user groups to fundraise for capital improvements and maintenance at the golf course.

Goal 5: ENSURE CONTINUED HIGH LEVEL OF SERVICE IN PARKS

GRASP® Map I: Recommendations

Please refer to this map, located in *Appendix VII*, for a graphic summary of the recommendations listed below

Objective: Budget adequate dollars to keep up with major maintenance and annual equipment replacement costs.

As shown in the GRASP® analysis, overall the City of Bloomington is doing a good job of providing a high level of service to the community. The Department has developed evaluation criteria that establish the need/priority for maintenance and equipment replacement. The criteria should be adhered to in order to ensure equitable maintenance and provision of parks facilities throughout the Bloomington system. The analysis shows that the quantity, quality and distribution of the service is high. Because of high LOS, capital improvements to outdoor recreation facilities are not the focus of this plan. However, in order to maintain this high standard of quality, the City should ensure that existing facilities continue to be maintained at the existing standard. If maintenance does not remain as a priority for the Department, the level of service to the community will fall to a level that is below expectations of the community. For example, a playground that is unusable due to lack of maintenance is the service equivalent to not having a playground at all.

Strategies:

- Continue with current playground replacement schedule.
 - Request \$90,000-\$100,000 per year in capital replacement dollars annually.
 - Prioritize playgrounds that are out-dated and do not meet current ADA and safety guidelines for replacement.
- Suggested playgrounds for priorities improvements for the next five years include (replacement costs taken from department CIP estimates):
 - Sherwood Oaks - \$60,000
 - Park Ridge - \$50,000
 - Park Ridge East - \$40,000
 - Crestmont Park - \$110,000
- Continue to update the department’s CIP.



- Prioritize improvements to trails and parks in the eastern part of the community to address gaps in service. Historic department averages for the last nine years show that an average of \$1.1 million annually is required for park and facility maintenance projects.
- Request \$200,000 per year in annual capital replacement dollars for department parking lots.
 - Note: If continued relationship with Public Works department is used to pave/maintain lots, this amount can be lowered.
- Budget an adequate amount for annual operations equipment replacement.
 - Historic averages over the last 8 years show that approximately \$58,000 per year is required to keep up with replacement needs.
- Budget an adequate amount for annual vehicle replacement.
 - Historic averages indicate that approximately \$86,000 per year is required to keep up with replacement needs. (This amount would replace approximately 10% of the department's vehicle fleet on an annual basis.)
- Budget adequate dollars for multiuse trail maintenance.
 - National averages for trail maintenance range from \$10,000 - \$12,000 per mile. The Department should budget annual dollars in this range for trail maintenance to ensure quality trails for users.
- Track actual trail maintenance costs to determine actual department costs. By tracking trail maintenance costs separately from other maintenance activities, the Department can more accurately predict and budget for trail maintenances costs. Because the City's trail system is in its infancy, these early numbers can be essential in planning the growing system.
- Coordinate with public works to bring multi-use trails and sidepaths that are maintained by public works up to Parks standards to ensure consistency in trail construction and maintenance throughout the system.
 - Prioritize the Park Ridge/10th Street Trail for coordination and improvement.
- Increase park maintenance by partnering with neighborhood groups for volunteer clean-up days.
- Consider expansion of adopt a trail program.

Goal 6: INCREASE LEVEL OF SERVICE FOR PARKS AND TRAILS

The Level of Service (LOS) for park facilities that is being provided to the community is high as stated in the description of the LOS in section IV. Based on the high level of service throughout Bloomington, this plan recommends that the focus of the department in the next five years be on increasing LOS in the areas of trails and walkable access. The Objectives provided below provide guidance for increasing LOS for these two key areas.

The *GRASP*[®] method of identifying the Level of Service simply determines the collective access to each park and recreational component for each household in Bloomington. Increasing connectivity throughout the community to these amenities will increase the Level of Service to more households.



GRASP® Perspective J: Neighborhood Access to Proposed Trail System

This perspective shows the LOS that will be provided to the community if the current plan for trails is realized. Proposed trails and side paths that are shown on this plan were taken from the most current Alternative Transportation and Greenways plan and reflect the portions of that plan that provide recreational value to Bloomington. In showing sidepaths as well as multi-use trails, it is understood that the Parks and Recreation Department will have to partner with the Public Works and Planning Departments to help provide this LOS. If this plan is realized the LOS for trails in the community will be increased significantly.

Table 29: GRASP® Perspective J Overall Statistics

Total Acres (includes non-Parks & Rec. properties in the community)	15,000.8
Acres with LOS	13734
Percent Total with LOS	92%
Average LOS per Acre Served	38.5

Table 30: Acres and Percentages Addressing the Needs of Bloomington in terms of trails

Ranking	Acres
Acres with no LOS	1266.6
Acres Below Expectations	5339.4
Acres Meeting Expectations	5242.5
Acres Exceeding Expectations	3152.4
Ranking	Percentage
Percent Total Area with no LOS	8%
Percent Area Below Expectations	36%
Percent Area Meeting Expectations	35%
Percent Area Exceeding Expectations	21%

Objective: Increase level of service trails provide to residents

Strategies:

- Work with the City planning and other departments to accomplish goals as established by the City’s most current Alternative Transportation and Greenways System Plan.
- Add bicycle parking at all park access points, prioritizing parks that connect to side paths, multi-use trails, or greenway trails.
- Make connectivity a priority in trail construction in the City’s Trail system. Coordinate with the Planning department and Public Works to provide bike and pedestrian connections to:
 - Existing multiuse trails and greenways
 - Parks
 - Recreation facilities
 - Indiana University

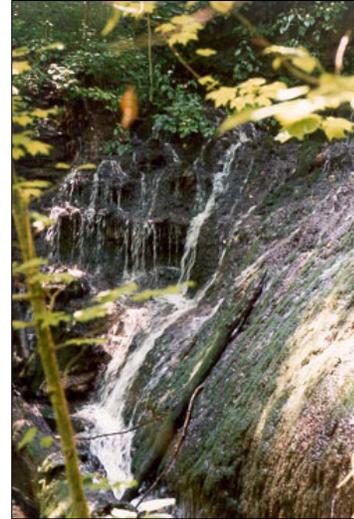


- Other city services and businesses
- Work with other City Departments to develop future phases of the B-Line Trail and the Jackson Creek Trail.
- As outlined in the Alternative Transportation and Greenways System Plan, prioritize land acquisition for trail development. Coordinate this effort to include other City departments.
- Prioritize trail construction and land acquisitions that provide recreational trail access and connections to other recreational facilities such as parks and community centers.

Objective: Increase access to parks and recreation facilities.

Strategies:

- Strive to provide parks within one third mile of residents to increase walkability.
- Work with the City Council, Administration and Planning and Public Works departments to provide safe and enjoyable sidewalks or sidepaths as routes to parks.
- Improve partnership and communication with the county to increase access to Monroe County fields.
- Look for opportunities to partner with the University to provide parks near the campus and for students.



Objective: To meet the needs of the current and growing community, increase park acreage in expanding areas and as opportunities arise.

Strategies:

- Take advantage of the opportunity to acquire the “switchyard” property on the south end of the B-Line Trail to increase community open space acreage.
 - Prioritize uses for this acquisition to align with the desired uses as identified in the user survey, including increased natural areas, trails, and nature centers.
 - Consider creating a site plan for the switchyard property when it is acquired.
- Create a Master Plan for the newly acquired Goat Farm Property to respond to the highest needs of the community.
 - Use public process and the most recent public survey to determine development priorities. At the time of this plan increased natural areas, trails, and nature centers were among the most desired components.
- Watch for land acquisitions in the far eastern periphery of the corporate boundaries of the community and around city edges and downtown to fill in gaps in service in growing areas.
- Explore possible acquisition of land beyond city limits to further extend trail systems outside of the community.



Goal 7: INCREASE LEVEL OF SERVICE FOR INDOOR RECREATION SERVICES

Objective: Increase level of service investments for existing indoor facilities

Strategies:

- Make improvements to Frank Southern Ice Arena. Inventory assessments and public input indicate that several improvements can be made to the Frank Southern Ice Arena that would greatly increase the functionality and usability of this facility. The following things have been identified by the City as a part of the CIP budget (as yet unfunded) for improvements:
 - Locker room ventilation - \$8,000
 - Replace gutter and downspouts \$12,000
 - Acrylic Dasher Board System, \$120,000
 - Arena Insulation, \$30,000

- Other things that need to be addressed at Frank Southern include:
 - Locker room improvements
 - New benches, \$3,000
 - Shower updates, \$3,000
 - New flooring and wall covering in showers, \$9,000
 - Improved daily janitorial maintenance

Objective: Optimize indoor recreation facilities and services to take advantage of potential partnerships and current facilities.

Strategies:

- Consider selling the BACC building to fund the relocation of senior services to a more appropriate facility.
- Continue conversations and negotiations with the School district about future shared use opportunities through a partnership arrangement.
- Explore the possibility of renovation of an existing facility or acquisition of a multigenerational, multiuse community center that could house the BACC activities as well as those of other recreation service providers. Other recreation services agencies could also contribute money toward this potential collaboration from capital asset sales of their existing buildings.
- Consider using the Allison-Jukebox building for other uses.
- Continue to look for facility donors to provide (or purchase) the city with existing facilities or funding for facilities that would provide indoor recreation components that were identified as having a high need by the public including fitness, aquatics, gyms, and community spaces.
 - The Sports Plex is a 100,000 square foot facility that could serve the city as a recreation center. The Allison-Jukebox activities could be moved to this type of facility which would be a vast improvement over the current facility. If necessary, the City could consider utilizing a bond referendum in 2016 to fund this need.
- An indoor aquatic center could be included in a bond referendum (if feasible at that



time) and added to an existing recreation center.

Goal 8: EVALUATE PROGRAMMING AND COLLABORATIVE EFFORTS

Objective: Strategically meet the community's demand for new programs and services

Provide a variety of recreational opportunities to meet the various needs of the community; and expand recreation program offerings to meet the changing needs of the community.

Strategies:

- Allocate resources and initiate collaborations to provide quality recreation programming, based on community input.
- Identify core service areas and any programs or activities that are duplicating the services of other organizations.
- Continue to gain information from the community as to what programs are desired and popular through post-program and event evaluations and a statistically-valid survey, at minimum every five years.
- Expand fitness and wellness programs for the entire community, with a focus on aquatics, youth, and older adult programs and opportunities.
- Provide more active recreation opportunities for Baby Boomers.
- Provide more drop-in and one-time programs and activities
- Provide more fitness programs for youth to fight the obesity epidemic.
- Provide more adult lap swim time at pools.
- Provide additional health and wellness programs like yoga, Pilates, and aerobics.
- Increase programming through the use of Monroe County school facilities, by working to increase and strengthen the partnership agreement with the MCCSC. (See *Goal 4* for additional information).

Objective: Establish and promote more special events in Bloomington

Strategies:

- Establish a streamlined community special events plan through collaborative efforts between all City of Bloomington departments and agencies, community partners, and organizations, anchored to common goals. The Bloomington Parks and Recreation Department should seek internal city departmental and community involvement to combine resources for city-wide special events. Many BPRD resources are utilized for community special events and the citizens would like to see more events. Multiple community agencies should contribute resources to these events with a community event committee established for each.
- Investigate the community interest, agency budget capacity, and partnership opportunities for creating additional community special events, to meet the high demand that is illustrated through the Bloomington Citizen Attitude and Interest Survey.
- Work to establish more community special events in lower-income areas of town, such as Butler and Crestmont Parks.
- Coordinate strategic fee-based activities (i.e. - concerts, festivals, etc.) with University events (i.e. - football, basketball, graduation, etc.) to increase participation and



revenue. The BPRD can schedule additional events along with or during the same time as University events that will capitalize on the additional IU event attendees in town.

Objective: Evaluate community-wide pre-school, youth and teen program market along with other service providers to determine unmet needs and Bloomington Parks and Recreation Department's role to fill the service gaps.

Provide pre-school, youth and teen recreational opportunities to meet the determined needs of the community; and create recreation program offerings to meet the changing needs of the youth in the community.

Strategies:

- Initiate collaborations with other social service providers to determine the service gaps within Bloomington and provide quality recreation programming for pre-school, youth and teens, based on community input. Low income youth and teens should be a focus point for determining the target markets for each social service agency as well as the service gaps and what programs will be offered by which agency.
- Identify the core service areas for BPRD and discontinue any programs or activities that are duplicating the services of other organizations serving the pre-school, youth and teen market.
- Continue to gain information from the community as to what pre-school, youth and teen programs are desired and popular through post-program and event evaluations and a statistically-valid survey, at minimum every five years.

Goal 9: EVALUATE MARKETING AND COMMUNICATIONS PRACTICES

Objective: Increase awareness and feedback about Park and Recreation offerings to the public.

Strategies:

- Continue to utilize evaluations and annual in-house benchmarking program to solicit participant feedback and drive programming efforts.
- Continue to collect feedback data that supports the expressed desire for trends and improvements to programs and activities.
- Create a "Mystery Shopper" program where secret shoppers evaluate services anonymously and results are tracked.
- Develop an evaluation process for marketing media such as newspaper, seasonal brochures, website, direct mail, targeted e-mails, radio, and television advertising to continuously determine effectiveness of marketing dollars.
- Create seamless product delivery for park and recreation services that delivers from a consumer vantage.
- Increase promotion and potentially incentives to attract seasonal staff.



Objective: Create a seamless and cohesive customer service delivery system for the provision of all park and recreation programs and services regardless of the location.

Strategies:

- Network the registration system into all Park and Recreation facilities and on the website for ease of registration for patrons.
 - Upgrade existing RecTrac program to the web based version.
- Develop a comprehensive cross training program for all staff and instructors including knowledge of all program areas as well as customer service.
- Use program tracking and evaluation tools to capacity by designing reports to readily identify life cycles of programs, identify programs not meeting minimum capacity (review all program minimums for cost effectiveness), identify waiting lists, etc.

Recommendation Cost Estimates and Timelines

The following table includes capital projects and additional items that significantly impact the annual operational and maintenance budgets. The table is also an implementation schedule with priorities listed in timeframes. The items within each timeframe are not listed in a precise priority order and should be implemented as resources allow or based on immediate needs that may change from year to year. All cost estimates are in 2007 figures. Funding sources listed are suggested methods of funding and can be enhanced with additional methods of funding. Overall staffing cost projections are included in the annual operational and maintenance cost estimates.

Table 31: Recommendation 2008-2013 Priorities

RECOMMENDATION 2008-2013 Priorities	CAPITAL COST ESTIMATE	CAPITAL FUNDING SOURCES	ANNUAL OPERATIONAL & MAINTENANCE COST ESTIMATE <i>(including overall staffing projections)</i>	O/M FUNDING SOURCES
Playground replacement (as listed in Goal 5)	\$400,000	General Fund, Partnerships, Donations, Grants	N/A	General Fund
Additional Bicycle Parking (3 parks, see Recommendations Map <i>Appendix VII</i>)	\$15,000	General Fund	\$300	General Fund
Renovate an existing building /school into Multigenerational Community Center	\$1,500,000	Capital Asset Sales, General Fund or Bond Issue	\$150,000	General Fund



RECOMMENDATION 2008-2013 Priorities	CAPITAL COST ESTIMATE	CAPITAL FUNDING SOURCES	ANNUAL OPERATIONAL & MAINTENANCE COST ESTIMATE <i>(including overall staffing projections)</i>	O/M FUNDING SOURCES
Purchase "Switchyard" property	\$1,000,000	General Fund	N/A	N/A
Develop remaining phases, 2-4, of B-Line Trail	\$5,000,000	Grants, General Fund, TIF Funds, Greenways	\$12,000 per mile	General Fund
Develop Jackson Creek Trail, Phases 1-6	\$5,300,000	Grants	\$12,000 per mile	General Fund, TIF Funds
Create a Master Plan for Goat Farm Park	\$60,000	General Fund	N/A	N/A
Feasibility Study to determine use of "Switchyard" property	\$100,000	General Fund	N/A	N/A
Upgrade Frank Southern Ice Arena	\$250,000	General Fund/Grants/ Donations	N/A	N/A
Total 2008-2013 CIP	\$13,625,000			



Table 32: Recommendation 2014-2018 Priorities

RECOMMENDATION 2014-2018 Priorities	CAPITAL COST ESTIMATE	CAPITAL FUNDING SOURCES	ANNUAL OPERATIONAL & MAINTENANCE COST ESTIMATE	O/M FUNDING SOURCES
Playground replacement (4 parks as listed in Department Playground replacement schedule)	\$400,000	General Fund, Partnerships, Donations, Grants	N/A	General Fund
Outdoor Aquatic Facilities Study	\$50,000	General Fund	N/A	N/A
Develop Jackson Creek Trail, Phase 7	\$2,200,000	Grants	\$12,000 per mile	General Fund
Buy or build Recreation Center	\$5,000,000	Bonds	\$400,000	General Fund
Indoor Aquatic Center (if feasible)	\$6,000,000	Bonds	\$200,000	General Fund
Total 2014-2018 CIP	\$13,650,000			
Total 10 YEAR CIP (in 2007 dollars)	\$27,275,000			





Appendix I - GRASP® History and Methodology



APPENDIX I - GRASP® HISTORY AND METHODOLOGY

GRASP® (Geo-Referenced Amenities Standards Program) *Composite-Values Level of Service Analysis Methodology*

Analysis of the existing parks, open space, trails, and recreation systems are often conducted in order to try and determine how the systems are serving the public. A Level of Service (LOS) has been typically defined in parks and recreation master plans as the capacity of the various components and facilities that make up the system to meet the needs of the public. This is often expressed in terms of the size or quantity of a given facility per unit of population.

Brief History of Level of Service Analysis

In order to help standardize parks and recreation planning, universities, agencies and parks and recreation professionals have long been looking for ways to benchmark and provide “national standards” for how much acreage, how many ballfields, pools, playgrounds, etc., a community *should* have. In 1906 the fledgling “Playground Association of America” called for playground space equal to 30 square feet per child. In the 1970’s and early 1980’s, the first detailed published works on these topics began emerging (Gold, 1973, Lancaster, 1983). In time “rule of thumb” ratios emerged with 10 acres of parklands per thousand population becoming the most widely accepted norm. Other normative guides also have been cited as “traditional standards,” but have been less widely accepted. In 1983, Roger Lancaster compiled a book called, “Recreation, Park and Open Space Standards and Guidelines,” that was published by the National Park and Recreation Association (NRPA). In this publication, Mr. Lancaster centered on a recommendation “that a park system, at minimum, be composed of a core system of parklands, with a total of 6.25 to 10.5 acres of developed open space per 1,000 population (Lancaster, 1983, p. 56). The guidelines went further to make recommendations regarding an appropriate mix of park types, sizes, service areas, and acreages, and standards regarding the number of available recreational facilities per thousand population. While the book was published by NRPA and the table of standards became widely known as “the NRPA standards,” **these standards were never formally adopted for use by NRPA.**

Since that time, various publications have updated and expanded upon possible “standards,” several of which have been published by NRPA. Many of these publications did benchmarking and other normative research to try and determine what an “average LOS” should be. It is important to note that NRPA and the prestigious American Academy for Park and Recreation Administration, as organizations, have focused in recent years on accreditation standards for agencies, which are less directed towards outputs, outcomes and performance, and more on planning, organizational structure, and management processes. **In essence, the popularly referred to “NRPA standards” for LOS, as such, do not exist.** The following table gives some of the more commonly used capacity “standards” today.



Commonly Referenced LOS Capacity “Standards”

Activity/ Facility	Recommended Space Requirements	Service Radius and Location Notes	Number of Units per Population
Baseball Official	3.0 to 3.85 acre minimum	¼ to ½ mile Unlighted part of neighborhood complex; lighted fields part of community complex	1 per 5,000; lighted 1 per 30,000
Little League	1.2 acre minimum		
Basketball Youth	2,400 – 3,036 vs.	¼ to ½ mile Usually in school, recreation center or church facility; safe walking or bike access; outdoor courts in neighborhood and community parks, plus active recreation areas in other park settings	1 per 5,000
High school	5,040 – 7,280 s.f.		
Football	Minimum 1.5 acres	15 – 30 minute travel time Usually part of sports complex in community park or adjacent to school	1 per 20,000
Soccer	1.7 to 2.1 acres	1 to 2 miles Youth soccer on smaller fields adjacent to larger soccer fields or neighborhood parks	1 per 10,000
Softball	1.5 to 2.0 acres	¼ to ½ mile May also be used for youth baseball	1 per 5,000 (if also used for youth baseball)
Swimming Pools	Varies on size of pool & amenities; usually ½ to 2- acre site	15 – 30 minutes travel time Pools for general community use should be planned for teaching, competitive & recreational purposes with enough depth (3.4m) to accommodate 1m to 3m diving boards; located in community park or school site	1 per 20,000 (pools should accommodate 3% to 5% of total population at a time)
Tennis	Minimum of 7,200 s.f. single court area (2 acres per complex	¼ to ½ mile Best in groups of 2 to 4 courts; located in neighborhood community park or near school site	1 court per 2,000
Volleyball	Minimum 4,000 s.f.	½ to 1 mile Usually in school, recreation center or church facility; safe walking or bike access; outdoor courts in neighborhood and community parks, plus active recreation areas in other park settings	1 court per 5,000
Total land Acreage		Various types of parks - mini, neighborhood, community, regional, conservation, etc.	10 acres per 1,000

Sources:

David N. Ammons, *Municipal Benchmarks - Assessing Local Performance and Establishing Community Standards*, 2nd Ed., 2002

Roger A. Lancaster (Ed.), *Recreation, Park and Open Space Standards and Guidelines* (Alexandria, VA: National Recreation and Park Association, 1983), pp. 56-57.

James D. Mertes and James R. Hall, *Park, Recreation, Open Space and Greenways Guidelines*, (Alexandria, VA: National Recreation and Park Association, 1996), pp. 94-103.



In conducting planning work, it is key to realize that the above standards can be valuable when referenced as “norms” for capacity, but not necessarily as the target standards for which a community should strive. Each community is different and there are many varying factors which are not addressed by the standards above. For example:

- Does “developed acreage” include golf courses”? What about indoor and passive facilities?
- What are the standards for skateparks? Ice Arenas? Public Art? Etc.?
- What if it’s an urban land-locked community? What if it’s a small town surrounded by open Federal lands?
- What about quality and condition? What if there’s a bunch of ballfields, but they haven’t been maintained in the last ten years?
- And many other questions....

GRASP®

In order to address these and other relevant questions, a new methodology for determining Level of Service was developed. It is called a **composite-values methodology** and has been applied in communities across the nation in recent years to provide a better way of measuring and portraying the service provided by parks and recreation systems. Primary research and development on this methodology was funded jointly by GreenPlay, LLC, a management consulting firm for parks, open space and related agencies, Design Concepts, a landscape architecture and planning firm, and Geowest, a spatial information management firm. The trademarked name for the composite-values methodology process that these three firms use is called **GRASP® (Geo-Referenced Amenities Standards Program)**. For this methodology, capacity is only part of the LOS equation. Other factors are brought into consideration, including *quality, condition, location, comfort, convenience, and ambience*.

To do this, parks, trails, recreation, and open space are looked at as part of an overall infrastructure for a community made up of various components, such as playgrounds, multi-purpose fields, passive areas, etc. The ways in which the characteristics listed above affect the amount of service provided by the components of the system are explained in the following text.

Quality – The service provided by anything, whether it is a playground, soccer field, or swimming pool is determined in part by its quality. A playground with a variety of features, such as climbers, slides, and swings provides a higher degree of service than one with nothing but an old teeter-totter and some “monkey-bars.”

Condition – The condition of a component within the park system also affects the amount of service it provides. A playground in disrepair with unsafe equipment does not offer the same service as one in good condition. Similarly, a soccer field with a smooth surface of well-maintained grass certainly offers a higher degree of service than one that is full of weeds, ruts, and other hazards.

Location – To be served by something, you need to be able to get to it. The typical



park playground is of more service to people who live within easy reach of it than it is to someone living all the way across town. Therefore, service is dependent upon proximity and access.

Comfort – The service provided by a component, such as a playground, is increased by having amenities such as shade, seating, and a restroom nearby. Comfort enhances the experience of using a component.

Convenience – Convenience encourages people to use a component, which increased the amount of service that it offers. Easy access and the availability of trash receptacles, bike rack, or nearby parking are examples of conveniences that enhance the service provided by a component.

Ambience – Simple observation will prove that people are drawn to places that “feel” good. This includes a sense of safety and security, as well as pleasant surroundings, attractive views, and a sense of place. A well-designed park is preferable to poorly-designed one, and this enhances the degree of service provided by the components within it.

In this methodology, the geographic location of the component is also recorded. Capacity is still part of the LOS analysis (described below) and the quantity of each component is recorded as well.

The methodology uses comfort, convenience, and ambience as characteristics that are part of the context and setting of a component. They are not characteristics of the component itself, but when they exist in proximity to a component they enhance the value of the component.

By combining and analyzing the composite values of each component, it is possible to measure the service provided by a parks and recreation system from a variety of perspectives and for any given location. Typically this begins with a decision on “**relevant components**” for the analysis, collection of an accurate inventory of those components, analysis and then the results are presented in a series of maps and tables that make up the **GRASP**® analysis of the study area.

Making Justifiable Decisions

All of the data generated from the **GRASP**® evaluation is compiled into an electronic database that is then available and owned by the agency for use in a variety of ways. The database can help keep track of facilities and programs, and can be used to schedule services, maintenance, and the replacement of components. In addition to determining LOS, it can be used to project long-term capital and life-cycle costing needs. All portions of the information are in standard available software and can be produced in a variety of ways for future planning or sharing with the public.



It is important to note that the GRASP® methodology provides not only accurate LOS and facility inventory information, but also works with and integrates with other tools to help agencies make decisions. It is relatively easy to maintain, updatable, and creates easily understood graphic depictions of issues. Combined with a needs assessment, public and staff involvement, program and financial assessment, GRASP™ allows an agency to defensibly make recommendations on priorities for ongoing resource allocations along with capital and operational funding.



Appendix II - GRASP® Component Definitions



Appendix II - GRASP® Component Definitions

Amphitheater, Small - A small informal outdoor space with a stage area and seating. Does not have the capabilities for lights or amplification. Used primarily for local and informal events.
Amphitheater, Medium - A medium-sized outdoor space with a stage area and seating. The stage is generally a built structure and accommodates amplification and lights. Used for community events.
Amphitheater, Large - A large outdoor space with a stage and seating. The stage is a built structure and can accommodate excessive amounts of amplification and lighting. Used primarily for regional events.
Amusement Ride - Any carnival-like ride that is motorized and provides entertainment.
Aquatic feature, Small (Sprayground or Wading Pool) - Can be a wading pool or other interactive water feature that doesn't have restricted access or lifeguards.
Aquatic feature, Medium (Outdoor Pool) - Consists of a single lap pool. has restricted access and lifeguards.
Aquatic feature, Medium (Destination Sprayground) - Consists of many and varied spray features. Does not have standing water, but is large and varied enough to attract users from outside the immediate neighborhood.
Aquatic feature, Large (Aquatic Park) - A facility that has at least one lap pool and one separate spray ground or feature.
Archery Range - A designated area for practice and/or competitive archery activities. Meets safety requirements and has appropriate targets and shelters.
Backstop, Practice - Describes any size of grassy area with a practice backstop, used for practice or pee-wee games.
Ballfields - Describes softball and baseball fields of all kinds. Not specific to size or age-appropriateness.
Ballfields, Youth - Describes softball and baseball fields that accommodate youth play.
Baseball, Adult - Describes a field that is built specifically for baseball. Accommodates Babe Ruth League and larger.
Basketball - Describes a full sized outdoor court with two goals. Half courts scored as (.5).
Batting Cage - A stand-alone facility that has pitching machines and restricted entry.
Blueway - River, Stream or canal, that is used for aquatic recreation.
BMX Course - A designated area for non-motorized Bicycle Motocross. Can be constructed of concrete or compacted earth.
Boat Ramp - A designated area with facilities for launching a boat in to a river, lake or other body of water
Bocce Ball - one standard sized court, lined and designated for bocce ball
Disk Golf - Describes a designated area that is used for disk golf. Includes permanent basket goals and tees. Scored per 18 holes.
Dog Park - Also known as "a park for people with dogs" or "canine off-leash area". An area designed specifically as an off-leash area for dogs and their guardians.
Fishing Facilities - Any area that is designated for and promotes fishing. Can include landings and docks.
Fitness course - Consists of an outdoor path that contains stations that provide instructions and basic equipment for strength training.
Garden, Community (vegetable) - Describes any garden area that provides community members a place to have personal vegetable/flower gardens.
Garden, Display - Describes any garden area that is designed and maintained to provide a focal point in a park. Examples include: rose garden, fern garden, native plant garden, wildlife garden etc.
Golf - Counted per 18 holes. (18 hole course = 1 and 9 hole course = .5)
Handball - Outdoor courts designed for handball.
Hockey, In-line - Regulation size outdoor rink built specifically for league in-line hockey games and practice.
Hockey, Ice - Regulation size outdoor rink built specifically for league ice hockey games and practice.



Appendix II - GRASP® Component Definitions

Horseshoe Courts – A designated area for the game of horseshoes. Including permanent pits of regulation length. Counted per court.
Loop Walk – Any sidewalk or path that is configured to make a complete loop around a park or feature and that is sizeable enough to use as a exercise route (min. ¼ mile - 1320 ft.- in length)
Multi-purpose field, Small – Describes a specific field large enough to host at least one youth field sport game. Minimum field size is 45’ x 90’ (15 x 30 yards). Possible sports may include, but are not limited to: soccer, football, lacrosse, rugby, and field 1 hockey. Field may have goals and lining specific to a certain sport that may change with permitted use. Neighborhood or community component
Multi-purpose field, Large – Describes a specific field large enough to host at least one adult field sport game. Minimum field size is 180’ x 300’ (60 x 100 yards). Possible sports may include, but are not limited to: soccer, football, lacrosse, rugby, and field hockey. Field may have goals and lining specific to a certain sport that may change with permitted use. Neighborhood or community component
Multi-purpose field, Multiple – Describes an area large enough to host a minimum of one adult game and one youth game simultaneously. This category describes a large open grassy area that can be arranged in any manner of configurations for any number of field sports. Minimum field size is 224’ x 468’ (75 x 156 yards). Possible sports may include, but are not limited to: soccer, football, lacrosse, rugby, and field hockey. Field may have goals and lining specific to a certain sport that may change with permitted use. Neighborhood or community component
Natural area – Describes an area in a park that contains plants and landforms that are remnants of or replicate undisturbed native areas of the local ecology. Can include grasslands, woodlands and wetlands.
Open Turf – A grassy area that is not suitable for programmed field sports due to size, slope, location or physical obstructions. Primary uses include walking, picnicking, Frisbee, and other informal play and uses that require an open grassy area.
Open Water – A body of water such as a pond, stream, river, wetland with open water, lake, or reservoir.
Playground - Destination – Playground that serves as a destination for families from the entire community, has restrooms and parking on-site. May include special features like a climbing wall, spray feature, or adventure play.
Playground - local-Playground that is intended to serve the needs of the surrounding neighborhood. Generally doesn’t have restrooms or on-site parking.
Play pad – a paved area that is painted with games such as hopscotch and four-square. Often found in school yards.
Public Art – Any art installation on public property.
Racquetball – Outdoor courts designed for racquetball.
Shelter – Large/Group- A shade shelter with picnic tables, large enough to accommodate a group picnic or other event for at least 25 persons with seating for a minimum of 12 - may include restrooms.
Shelter – Small/Individual- A shade shelter with picnic tables, large enough to accommodate a family picnic or other event for approximately 4-12 persons with seating for a minimum of 4 .
Shooting Range- A designated area for practice and competitive firearms shooting activities. Meets safety requirements and has appropriate targets and shelters.
Shuffle Board - one standard sized court, lined and designated for shuffle board
Skate Feature – A stand-alone feature in a park. May be associated with a playground but is not considered a part of it.
Skate park – An area set aside specifically for skateboarding, in-line skating, or free-style biking. May be specific to one user group or allow for several user types. Can accommodate multiple users of varying abilities. Usually has a variety of concrete features and has a community draw.



Appendix II - GRASP® Component Definitions

Softball, Adult - Describes a field that accommodates adult softball play. Sized for Girls High School play and larger.
Tennis courts - One regulation court that is fenced and has nets.
Tennis Complex - Regulation courts that are fenced and have nets. Placed in a group of 8 or more courts.
Track, competition - A multi-lane, regulation sized track appropriate for competitive track and field events and available for public use. Community component.
Trails - primitive- Trails, unpaved, that is located within a park or natural area. That provides recreational opportunities or connections to users. Measured per each if quantity available.
Trails-multi-use- Trails, paved or unpaved, that are separated from the road and provide recreational opportunities or connections to walkers, bikers, roller blade-ers and equestrian users. Located within a dedicated ROW. May run through a park or parks but is not wholly contained within a single park. Can be a component of a park if it goes beyond the park boundaries, or can be its own park type. Measured in miles.
Volleyball court - One full-sized court. Surface may be grass, sand, or asphalt. May have permanent or portable posts and nets.
Water feature - A passive water-based amenity that provides a visual focal point. Includes fountains, and waterfalls.



Appendix III - GRASP® Scoring Methodology and Process



APPENDIX III - GRASP® SCORING METHODOLOGY AND PROCESS

INVENTORY DATA COLLECTION PROCESS

The inventory was completed in a series of steps.

1. The planning team first prepared a preliminary list of existing components using aerial photography and the city's Geographic Information System (GIS).
2. Components identified in the aerial photo were given GIS points and names.
3. Next, field visits were conducted to confirm the preliminary data and collect the following information:
 - Component type
 - Component location
 - Evaluation of component condition - record of comfort and convenience features
 - Evaluation of comfort and convenience features
 - Evaluation of park design and ambience
 - Site photos
 - General comments

The inventory team used the following three-tier rating system to evaluate each component:

- B = Below Expectations (1),*
- M = Meets Expectations (2,) and*
- E = Exceeds Expectations (3)*

How Components are Scored:

For each occurrence of the components listed below, a score for that feature is placed in the appropriate column on the Facilities Score Sheet according to the following directions. If a feature is used for multiple functions, such as a softball field that is also used for T-Ball or youth soccer games, it is scored only once under the description that best fits the use that for which the feature is designed.

For each component, a score of two (2) points is assigned if it meets expectations for its intended purpose and meets the Basic Characteristics (refer to the Component Description list, Appendix X) described for that feature. The Basic Characteristics should all be present and in good repair to warrant the score of two.

If the component clearly exceeds the Basic Characteristics or is of exceptional quality, a score of three (3) is assigned.



If all of the Basic Characteristics are not present, or if they are present but are under-sized, in disrepair, or otherwise sub-standard, a score of one (1) is assigned for the feature.

If the feature exists but is not useable because it is unsafe, obsolete, or dysfunctional, it may be listed in the feature description, and assigned a score of zero (0).

The GRASP® analysis recognizes that value results from a combination of attributes. These include capacity or quantity, but can also include quality and accessibility. Quality itself is a combination of things, but essentially is based on the suitability of something for its intended purpose. For example, consider the value of an older-model luxury car to a brand-new economy model. Both cars may be suitable for the intended purpose of getting passengers to a destination, and they may have equal value, but the value is derived from different combinations of condition and features. The service value of components in the parks and recreation system works on similar principles.

An older model playground with lots of features, but in less-than-perfect condition may be equal in the value of service it provides to a new playground with fewer features that are in perfect condition and are ones that are currently most desired by the public. The metric in determining value is whether or not something meets expectations for its intended use. In the case of the cars, both cars meet the expectation to carry passengers safely, comfortably, and reliably to their destination, but each one does so with a different combination of attributes. A brand-new luxury car with lots of features, on the other hand, may clearly exceed this basic expectation.

Neighborhood and Community Scoring

Components were evaluated from two perspectives: first, the value of the component in serving the immediate neighborhood, and second, its value to the entire community.

Neighborhood score

Each component was evaluated from the perspective of a resident that lives nearby. High scoring components are easily accessible to pedestrians in the neighborhood, are attractive for short and frequent visits, and are unobtrusive to the surrounding neighborhood. Components that do not have a high neighborhood score may not be located within walking distance of residents, have nuisance features such as sports lighting, or may draw large crowds for which parking is not provided.

Community Score

Additionally each component is evaluated from the perspective of residents in the community as a whole. High scoring components in this category may be unique components within the parks and recreation system, have a broad draw from throughout the community, have the capacity and associated facilities for community-wide events, or are located in areas that are accessible only by car.



Indoor Components

Indoor components are generally thought to be accessible to the entire community, partially because it is often not financially feasible to provide indoor facilities at a walking distance from every distance from each residence. Additionally indoor facilities often provide programs and facilities that are geared to the community as a whole, or in larger communities, are intended for a region of the city. For these reasons indoor facilities are given only one score.

How Modifiers (comfort and convenience features) are scored:

Outdoor Modifiers

Besides standard components, this inventory also evaluates features that provide comfort and convenience to the users. These are things that a user might not go to the parks specifically to use, but are things that enhance the users' experience by making it a nicer place to be. The presence of features such as drinking water, shade, seating, and restrooms in proximity to a component has the effect of increasing the value of the component. Modifiers encourage people to stay longer and enjoy the components more fully. These features are scored as listed above with the 1-3 system. In this case it is not important to get a count of the number or size of these components. Instead the score should reflect the ability of the item to serve the park. For example, having one bench in a 60-acre park may not be enough and therefore benches would receive a "1." Likewise, having 20 benches in a ¼ acre park maybe too many and would also score a "1." Conversely, a park with an appropriate number of benches that are located to take advantage of shade, views, and park activity, may score a "3."

Indoor Modifiers

For indoor facilities the comfort and convenience features change slightly to reflect the characteristics of the building. Building modifier categories include: setting, entry function, overall building condition, and quality of restrooms.

Activity and Sports Lighting

During the site visit, evaluators recorded the presence of activity or sports lighting for each component. This modifier counts for lighting that allows for component use in the evening/night hours. Although it applies to all outdoor components, it is most often associated with ballfields, sports courts, and shelters. This modifier does not apply to security lighting.

How Design & Ambience is scored:

The quality of the users' experience is also enhanced by a pleasant setting and good design. Components within a park that is well-designed and maintained in good condition offer a higher level of service than ones in a park that nobody wants to visit. Good design not only makes a place look nice, it makes it feel safe and pleasant, and encourages people to visit more often and stay longer. In the GRASP® formula, a site with a level of design and ambience that is consistent with local norms will have its component scores raised by a factor of two. Sites where design



and ambience is below expectations receive a multiplier of one, and therefore do not see an increase in the value of the components, and sites with exceptional design and ambience receive a multiplier of three.

How Trails are scored

Because traveling the length of any given trail is difficult, trail information is often collected with the aid of staff. Trails can be scored as independent parks or greenways or as individual components within another park. The former type of trail receives its own set of scores for modifiers and design and ambience. The trail in the latter situation takes on the modifiers and design and ambience of the larger park in which it resides.

4. Information collected during the site visit was then compiled and corrections and comparisons made to GIS. Following the comparisons and compilation, the inventory was sent to the City staff for corrections and comments.

INVENTORY COMPILATION AND SCORING PROCESS

Once the inventory has been reviewed and approved by the client the information is compiled to create a GRASP® base score. The GRASP® base score is created by applying the modifiers and design and ambience scores to the component score. Also at this time other modifiers are applied as appropriate to the project. The most typical type of modifier is the ownership modifier.

Ownership Modifier

This modifier is generally a percentage that is applied to the GRASP® score after other modifiers have been applied. It accounts for access and control of components that are provided by alternative providers. For example, in most cases schools are given a 50% ownership modifier which halves the GRASP® score to account for the limited access that the neighborhood has to school facilities.

Adjusted modifier score

In the inventory process, modifiers were scored by a process similar to that used for components. These scores were used to calculate a modifier value for each site. If a site has a high modifier value, the values of the components located there are increased by a factor of 1.3. A modifier value in the middle range is considered “normal,” and increases the values of the components by a factor of 1.2. A site with a modifier value in the low range will increase the value of components located there by a factor of 1.1, and at a site with no modifiers the value of the components is not increased. To determine the range that defines high, medium, and low, the total of all modifier scores is calculated. The range of totals in the community is then divided into three groups and given an adjusted score based on where it falls in the range of scores, thus scores of 1 to 7 = 1.1, 8 to 14 = 1.2, and 15 to 21 = 1.3.



COMPOSITE GRASP® SCORE

Finally, the final Composite GRASP® score for each component is determined by using the following formula:

$$\frac{(\text{total component score}) (\text{adjusted modifier score}) (\text{design and ambiance score}) (\text{ownership modifier})}{\text{Composite GRASP® score}} =$$

GRASP® TARGET SCORES

GRASP® perspectives show the cumulative level of service available to a resident at any given location in the City. It is a blended value based on the number and quality of opportunities to enjoy a recreation experience that exist in a reasonable proximity to the given location. If a philosophy is adopted wherein the goal is to provide some minimum combination of opportunities to every residence, a GRASP® score can be calculated that represents this minimum.

A reasonable goal would be to offer a selection of active and passive recreation opportunities to every residence, along with access to a recreational trail. The formula for calculating the GRASP® value of such a combination of components is:

Number of Components x Score for each Component x Modifier Value (will be 1.2 if adequate set of modifiers is present) x Design and Ambiance Score (will be 2.0 if met to normal expectations) = Base Score*

Components:

If we assume that a combination of three components and the park itself (acting as a component) should be made available to each home, then the number of components for a minimum level of service is four. Within these four components it is assumed that there is a mix of both active and passive components. Active components include things like courts, athletic fields, etc., and passive components include things such as picnic shelters, natural areas, landscaped gardens, art, etc. Although this example uses a park and outdoor components, service is provided in the same way from indoor components and is considered interchangeable with outdoor components assuming that a good mix of both are present in the parks and recreation system. "Making available," as used in GRASP®, means that they exist within a reasonable distance of the home.

Components that meet normal expectations for size, quality, capacity, and condition receive a score of two in the GRASP® system, so that score will be used to calculate the target minimum score.

Modifiers:

In addition to components, parks, buildings, and other public spaces have things in them to make them more comfortable and convenient to use. In the GRASP® system these are called modifiers. A modifier value in the middle range is considered "normal," and increases the values of the components by a factor of 1.2. For the purpose of calculating a minimum target score, therefore, a modifier value of 1.2 will be used.



Design & Ambience:

The quality of the users' experience is also enhanced by a pleasant setting and good design. Components within a park or building that is well-designed and maintained in good condition offer a higher level of service than ones in a location that nobody wants to visit. Good design not only makes a place look nice, it makes it feel safe and pleasant, and encourages people to visit more often and stay longer. In the GRASP® formula, a site with a level of design and ambience that is consistent with local norms will have its component scores raised by a factor of two. A design and ambience factor of two will be used to calculate the minimum target score.

Computed Minimum Base Score:

In determining the target score it is also assumed that the ownership value is 100% - meaning that there is no change in score based on ownership. Plugging in the assumptions described above, a minimum base score for park and indoor components is calculated:

Number of Components (4) x Score for each Component (2.0) x Modifier Value (1.2) x Design and Ambience Score (2.0) = Base Score (19.2)

Trails Minimum Base Score:

In addition to having access to a park with a base score, it is ideal to for residents to also have access to a trail. It can be assumed that a trail has an intrinsic value as providing both active and passive opportunities. Also the land or right-of way that contains the trail provides value to the community by providing a break in the urban landscape and providing the opportunity for the trail. This equates to three components. In same way that parks are modified with comfort and convenience scores and design and ambience, trails also have increased value by considering these things. Thus the equation that creates the base score for trails is:

Number of Components (3) x Score for each Component (2.0) x Modifier Value (1.2) x Design and Ambience Score (2.0) = Base Score (14.4)

When combining the base score for trails and base score for parks a score of **33.6** is used as the GRASP® score that can be reasonably expected for residents.

Because the ability to walk to components makes them more available, GRASP® places a premium on their scores for the area within walking distance. On the Perspective the Base Score is doubled within 1/3 mile of the component. (The 1/3 mile distance represents an approximate 10-minute walk. Barriers that restrict walking have also been taken into account, by cutting off the double-score value around the component at the barrier.) When the score is doubled, the desired GRASP® score is therefore **67.2** for any given residential location, assuming that the basic set of components and other conditions described above have been met.

In built-out areas, in addition to the service received from the basic set of components described above, homes will also have access to components located further away from them than 1/3 mile. GRASP® assumes that components up to a mile away are "available" to a home. A mile is easily traveled by automobile, bicycle, or other means within a reasonable



amount of time, unless unusual circumstances exist. The service value of these components is equal to their base score for the components, calculated according to the formula above. If the standard of having the basic set of components within 1/3 mile of each home is met uniformly across the entirety of an area within a one-mile radius of a given home, there could be as many as seven or more parks serving the home with the basic (non-doubled) score of 19.2 points. The total value of these would add another 134.4 points, raising the score at the subject residence to a total value of **201.6**. This explains why values much higher than the basic minimum of 33.6 are typically found on the composite Perspective.

Component Diversity

However, the mix of components needs to be considered further. For example, a home that is within 1/3 mile of four tennis courts and no other amenities would meet the basic numeric standard, but not the intent of the standard. Other duplications are even more likely within the one-mile radius. Based on this, it is recommended that the goal be to provide the minimum score to as many homes as possible, but also to exceed the minimum by some factor whenever possible.

GRASP® LEVEL OF SERVICE AND DETERMINING COMMUNITY EXPECTATIONS

When preparing a GRASP® perspectives or summary tables using the GRASP® scores, the actual scores are grouped according to whether they are below expectations, meeting expectations or exceed expectations. GRASP® score breaks are determined based what components are represented in each perspective and show how areas meet expectations.

Composite, Walkability, and Indoor

It is assumed that there is a point at which the number or quality of recreation components falls below expectations. Likewise, when a resident receives service from a certain number or quality of components, that level of service exceeds the expectations of the community.

The point as which service falls below expectations is determined as when a resident doesn't have access to a score which represents access to the equivalent of a park and a trail receiving the base score within one mile of their home. The score that equates to this condition is **33.6**.

The high end of the scores that represent conditions that are meeting expectations is the score of **201.6** which, as explained above is equivalent to a person living within 1/3 mile from a park and a trail with a base scores and access to seven park receiving the base score within one mile of their home.



Trails

When trails are the focus of the GRASP® perspective the point as which service falls below expectations is determined as when a resident has access to less than one multi-use trail within 1/3 mile from their home. The score that equates to this condition is **28.7**.

The high end of the scores that represent conditions that are meeting expectations is the score of **57.6** which, as explained above is equivalent to access to more than one multi-use trail within 1/3 mile, one park trail within 1 mile, and one connector trail @1/3 mile.

Trails maps and summary tables use the following breaks:

>0 - 28.7 = below expectations

28.8 - 57.6 = meets expectations

57.7+ = exceeds expectations

Active and Passive

For the perspectives that focus on active or passive components residents that have access to less than 3 components (2 in parks and 1 trail) within 1 mile – or a score of **14.3** – are receiving service that is below expectations.

Residents that have access to more than 3 components within 1/3 mile and 14 components (2 in 7 parks) within one mile, for a score of **67.3** are receiving service that exceeds expectations.

Active and Passive maps and summary tables use the following breaks:

>0 - 14.3 = below expectations

14.4 - 67.2 = meets expectations

67.3+ = exceeds expectations



Appendix IV – Sample Sponsorship Policy



Sample XX Partnership Policy and Proposal Format

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XX Partnership Policy And Proposal Format

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E. Sponsorships	TBD
F. Limited Decision-Making Partnerships	TBD
G. Benefits of Partnerships	TBD
II. The Partnering Process	TBD
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A. Mission Statements and Goals	TBD
B. Other Considerations	TBD
C. Selection Criteria	TBD
D. Additional Assistance	TBD
 <i>Part Two</i>	
Proposed Partnership Outline Format	TBD



I. XX Partnership Policy

A. Purpose

This policy is designed to guide the process for XX in their desire to partner with other private, non-profit, or other governmental entities for the development, design, construction and operation of possibly partnered recreational or related facilities and/or program partnerships that may occur on the Agency property.

XX would like to identify for-profit, non-profit, and governmental entities that are interested in proposing to partner with the Agency to develop recreational and related facilities and/or programs. A major component in exploring any potential partnership will be to identify additional collaborating partners that may help provide a synergistic working relationship in terms of resources, community contributions, knowledge, and political sensitivity. These partnerships should be mutually beneficial for all proposing partners including the Agency, as well as for the citizens of the community.

This policy document is designed to:

- Provide essential background information,
- Provide parameters for gathering information regarding the needs and contributions of potential partners, and
- Identify how the partnerships will benefit XX and the community.

Part Two, The “Proposed Partnership Outline Format”, provides a format that is intended to help guide Proposing Partners in creating a proposal for review with XX staff.

B. Background and Assumptions

Partnerships are being used across the nation by governmental agencies in order to utilize additional resources for their community’s benefit. Examples of partnerships abound, and encompass a broad spectrum of agreements and implementation. The most commonly described partnership is between a public and a private entity, but partnerships also occur between public entities and non-profit organizations and/or other governmental agencies.

A Note on Privatization:

This application is specific for proposed partnering for new facilities or programs. This information does not intend to address the issue of privatization or transferring existing agency functions to a non-agency entity for improved efficiency and/or competitive cost concerns. An example of privatization would be a contract for a landscaping company to provide mowing services in a park. The agency is always open to suggestions for improving services and cost savings through contractual arrangements. If you have an idea for privatization of current agency functions, please call or outline your ideas in a letter for the agency’s consideration.



In order for partnerships to be successful, research has shown that the following elements should be in place prior to partnership procurement:

- There must be support for the concept and process of partnering from the very highest organizational level, i.e. the Board of Trustees, City Council, and/or Department Head.
- The most successful agencies have high-ranking officials that believe that they owe it to their citizens to explore partnering opportunities whenever presented, those communities both solicit partners and consider partnering requests brought to them.
- It is very important to have a Partnership Policy in place before partner procurement begins. This allows the agency to be proactive rather than reactive when presented with a partnership opportunity. It also sets a “level playing field” for all potential partners, so that they can know and understand in advance the parameters and selection criteria for a proposed partnership.
- A partnership policy and process should set development priorities and incorporate multiple points for go/no-go decisions.
- The partnership creation process should be a public process, with both Partners and the Partnering Agency well aware in advance of the upcoming steps.

C. Partnership Definition

For purposes of this document and policy, a Proposed Partnership is defined as:

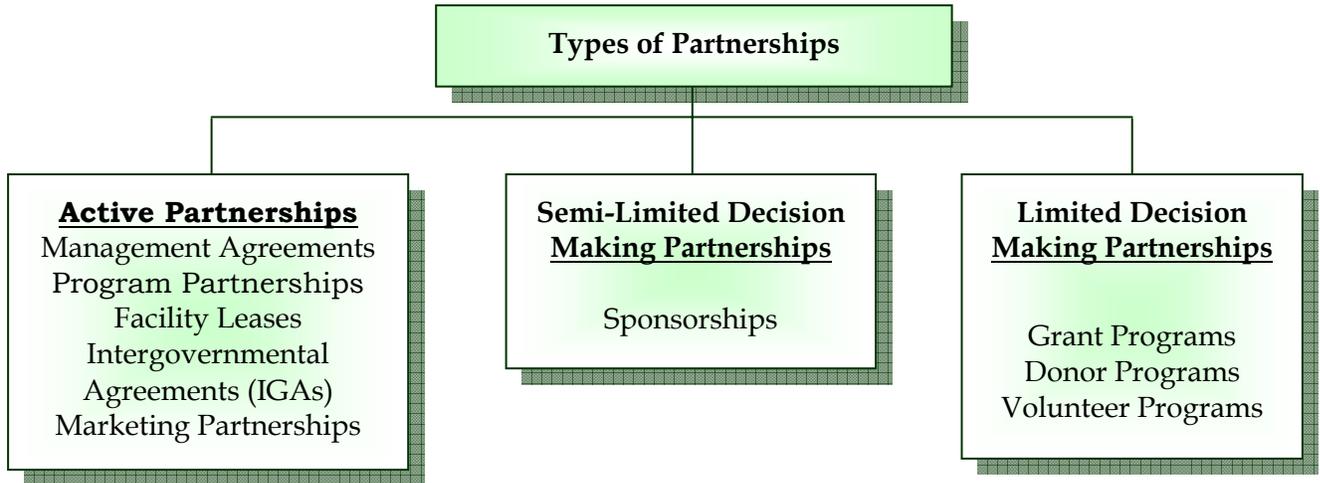
"An identified idea or concept involving XX and for-profit, non-profit, and/or governmental entities, outlining the application of combined resources to develop facilities, programs, and/or amenities for the Agency and its citizens."

A partnership is a cooperative venture between two or more parties with a common goal, who combine complementary resources to establish a mutual direction or complete a mutually beneficial project. Partnerships can be facility-based or program-specific. The main goal for XX partnerships is enhancing public offerings to meet the mission and goals of the Agency. XX is interested in promoting partnerships which involve cooperation among many partners, bringing resources together to accomplish goals in a synergistic manner. Proposals that incorporate such collaborative efforts will receive priority status.

Partnerships can accomplish tasks with limited resources, respond to compelling issues, encourage cooperative interaction and conflict resolution, involve outside interests, and serve as an education and outreach tool. Partnerships broaden ownership in various projects and increase public support for community recreation goals. Partners often have flexibility to obtain and invest resources/dollars on products or activities where municipal government may be limited.



Partnerships can take the form of (1) cash gifts and donor programs, (2) improved access to alternative funding, (3) property investments, (4) charitable trust funds, (5) labor, (6) materials, (7) equipment, (8) sponsorships, (9) technical skills and/or management skills, and other forms of value. The effective use of volunteers also can figure significantly into developing partnerships. Some partnerships involve active decision making, while in others, certain partners take a more passive role. The following schematic shows the types of possible partnerships discussed in this policy.



D. Possible Types of Active Partnerships

XX is interested in promoting collaborative partnerships among multiple community organizations. Types of agreements for Proposed “Active” Partnerships may include leases, contracts, sponsorship agreements, marketing agreements, management agreements, joint-use agreements, inter-governmental agreements, or a combination of these. An innovative and mutually beneficial partnership that does not fit into any of the following categories may also be considered.

Proposed partnerships will be considered for facility, service, operations, and/or program development including associated needs, such as parking, paving, fencing, drainage systems, signage, outdoor restrooms, lighting, utility infrastructure, etc.

The following examples are provided only to illustrate possible types of partnerships. They are not necessarily examples that would be approved and/or implemented.



Examples of Public/Private Partnerships

- A private business seeing the need for more/ different community fitness and wellness activities wants to build a facility on Agency land, negotiate a management contract, provide the needed programs, and make a profit.
- A private group interested in environmental conservation obtains a grant from a foundation to build an educational kiosk, providing all materials and labor, and needs a spot to place it.
- Several neighboring businesses see the need for a place for their employees to work out during the work day. They group together to fund initial facilities and an operating subsidy and give the facility to the Agency to operate for additional public users.
- A biking club wants to fund the building of a racecourse through a park. The races would be held one night per week, but otherwise the path would be open for public biking and in-line skating.
- A large corporate community relations office wants to provide a skatepark, but doesn't want to run it. They give a check to the Agency in exchange for publicizing their underwriting of the park's cost.
- A private restaurant operator sees the need for a concessions stand in a park and funds the building of one, operates it, and provides a share of revenue back to the Agency.
- A garden club wants land to build unique butterfly gardens. They will tend the gardens and just need a location and irrigation water.

Examples of Public/Non-Profit Partnerships

- A group of participants for a particular sport or hobby sees a need for more playing space and forms a non-profit entity to raise funds for a facility for their priority use that is open to the public during other hours.
- A non-profit baseball association needs fields for community programs and wants to obtain grants for the building of the fields. They would get priority use of the fields, which would be open for the Agency to schedule use during other times.
- A museum funds and constructs a new building, dedicating some space and time for community meetings and paying a portion of revenues to the Agency to lease the land.



Examples of Public/Public Partnerships

- Two governmental public safety agencies see the need for more physical training space for their employees. They jointly build two gyms adjacent to Agency facilities to share for their training during the day. The gyms would be open for the Agency to schedule for other users at night.
- A school district sees the need for a climbing wall for their athletes. The district funds the wall and subsidizes operating costs, and the Agency manages and maintains the wall to provide public use during off hours.
- A university needs meeting rooms. They fund a multi-use building on Agency land that can be used for Agency community programs at night.

E. Sponsorships

XX is interested in actively procuring sponsorships for facilities and programs as one type of beneficial partnership. Please see *the XX Sponsorship Policy* for more information.

F. Limited-Decision Making Partnerships: Donor, Volunteer, and Granting Programs

While this policy document focuses on the parameters for more active types of partnerships, the Agency is interested in, and will be happy to discuss, a proposal for any of these types of partnerships, and may create specific plans for such in the future.

G. Benefits of Partnerships with XX

The Agency expects that any Proposed Partnership will have benefits for all involved parties. Some general expected benefits are:

Benefits for the Agency and the Community:

- Merging of resources to create a higher level of service and facility availability for community members.
- Making alternative funding sources available for public community amenities.
- Tapping into the dynamic and entrepreneurial traits of private industry.
- Delivering services and facilities more efficiently by allowing for collaborative business solutions to public organizational challenges.
- Meeting the needs of specific groups of users through the availability of land for development and community use.

Benefits for the Partners:

- Land and/or facility availability at a subsidized level for specific facility and/or program needs.
- Sharing of the risk with an established stable governmental entity.
- Becoming part of a larger network of support for management and promotion of facilities and programs.



- Availability of professional Agency recreation and planning experts to maximize the facilities and programs that may result
- Availability of Agency staff facilitation to help streamline the planning and operational efforts.

II. The Partnering Process

The steps for the creation of a partnership with the XX are as follows:

2. XX will create a public notification process that will help inform any and all interested partners of the availability of partnerships with the Agency. This will be done through notification in area newspapers, listing in the brochure, and through any other notification method that is feasible.
3. The proposing partner takes the first step to propose partnering with the Agency. To help in reviewing both the partnerships proposed, and the project to be developed in partnership, the Agency asks for a **Preliminary Proposal** according to a specific format as outlined in *Part Two - Proposed Partnership Outline Format*.
4. If initial review of a Preliminary Proposal yields interest and appears to be mutually beneficial based on the Agency Mission and Goals, and the Selection Criteria, an Agency staff or appointed representative will be assigned to work with potential partners.
5. The Agency representative is available to answer questions related to the creation of an initial proposal, and after initial interest has been indicated, will work with the proposing partner to create a checklist of what actions need to take place next. Each project will have distinctive planning, design, review and support issues. The Agency representative will facilitate the process of determining how the partnership will address these issues. This representative can also facilitate approvals and input from any involved Agency departments, providing guidance for the partners as to necessary steps.
6. An additional focus at this point will be determining whether this project is appropriate for additional collaborative partnering, and whether this project should prompt the Agency to seek a **Request For Proposal (RFP)** from competing/ collaborating organizations.

Request For Proposal (RFP) Trigger: In order to reduce concerns of unfair private competition, if a proposed project involves partnering with a private "for-profit" entity and a dollar amount greater than \$5,000, and the Agency has not already undergone a public process for solicitation of that particular type of partnership, the Agency will request Partnership Proposals from other interested private entities for identical and/or complementary facilities, programs or services. A selection of appropriate partners will be part of the process.

7. For most projects, a **Formal Proposal** from the partners for their desired development project will need to be presented for the Agency's official development review processes



and approvals. The project may require approval by the Legal, Planning, Fire and Safety, Finance and/or other Agency Departments, Parks and Recreation Advisory Board, Planning Board, Elected Officials, and/or the Agency Manager's Office, depending on project complexity and applicable Agency Charter provisions, ordinances or regulations. If these reviews are necessary, provision to reimburse the Agency for its costs incurred in having a representative facilitate the partnered project's passage through Development Review should be included in the partnership proposal.

8. Depending on project complexity and anticipated benefits, responsibilities for all action points are negotiable, within the framework established by law, to assure the most efficient and mutually beneficial outcome. Some projects may require that all technical and professional expertise and staff resources come from outside the Agency's staff, while some projects may proceed most efficiently if the Agency contributes staff resources to the partnership.
9. The partnership must cover the costs the partnership incurs, regardless of how the partnered project is staffed, and reflect those costs in its project proposal and budget. The proposal for the partnered project should also discuss how staffing and expertise will be provided, and what documents will be produced. If Agency staff resources are to be used by the partnership, those costs should be allocated to the partnered project and charged to it.
10. Specific **Partnership Agreements** appropriate to the project will be drafted jointly. There is no specifically prescribed format for **Partnership Agreements**, which may take any of several forms depending on what will accomplish the desired relationships among partners. The agreements may be in the form of:
 - Lease Agreements
 - Management and/or Operating Agreements
 - Maintenance Agreements
 - Intergovernmental Agreements (IGAs)
 - Or a combination of these and/or other appropriate agreements

Proposed partnership agreements might include oversight of the development of the partnership, concept plans and project master plans, environmental assessments, architectural designs, development and design review, project management, and construction documents, inspections, contracting, monitoring, etc. Provision to fund the costs and for reimbursing the Agency for its costs incurred in creating the partnership, facilitating the project's passage through the Development Review Processes, and completing the required documents should be considered.



11. If all is approved, the Partnership begins. The Agency is committed to upholding its responsibilities to Partners from the initiation through the continuation of a partnership. Evaluation will be an integral component of all Partnerships. The agreements should outline who is responsible for evaluation, the types of measures used, and details on what will occur should the evaluations reveal Partners are not meeting their Partnership obligations.



III. The Partnership Evaluation Process

A. Mission Statements and Goals

All partnerships with XX should be in accord with the Agency's and any specifically affected Department's Mission and Goals. For purposes of example for this policy, the following sections utilize the XX's Parks & Recreation Department's Mission and Goals to represent how a proposed partnership for that Department would be preliminarily evaluated:

NEED SPECIFIC MISSION STATEMENT

Sample XX Parks & Recreation Mission Statement:

The XX Parks & Recreation Department provides and cares for public park lands and creates opportunities for personal growth. We work with the citizens of the Agency to provide a broad spectrum of opportunities to renew, restore, refresh, and recreate, balancing often stressful life-styles. We encourage the participation of individuals and families to develop the highest possible level of physical and mental well-being. We believe that well-balanced, healthy people contribute to a productive and healthy community.

NEED SPECIFIC GOALS

Sample Goals of the Park & Recreation Department:

- Promoting physical and mental health and fitness
- Nourishing the development of children and youth
- Helping to build strong communities and neighborhoods
- Promoting environmental stewardship
- Providing beautiful, safe, and functional parks and facilities that improve the lives of all citizens
- Preserving cultural and historic features within the Agency's parks and recreation systems
- Providing a work environment for the Parks & Recreation Department staff that encourages initiative, professional development, high morale, productivity, teamwork, innovation, and excellence in management

B. Other Considerations

1. Costs for the Proposal Approval Process

For most proposed partnerships, there will be considerable staff time spent on the review and approval process once a project passes the initial review stage. This time includes discussions with Proposing Partners, exploration of synergistic partnering opportunities, possible RFP processes, facilitation of the approval process, and assistance in writing and negotiating agreements, contracting, etc. There may also be costs for construction and planning documents, design work, and related needs and development review processes mandated by Agency ordinances.



Successful Partnerships will take these costs into account and may plan for Agency recovery of some or all of these costs within the proposal framework. Some of these costs could be reimbursed through a negotiated agreement once operations begin, considered as construction expenses, or covered through some other creative means.

2. Land Use and/or Site Improvements

Some proposed partnerships may include facility and/or land use. Necessary site improvements cannot be automatically assumed. Costs and responsibility for these improvements should be considered in any Proposal. Some of the general and usual needs for public facilities that may not be included as Agency contributions and may need to be negotiated for a project include:

- Any Facilities or non-existent Infrastructure Construction
- Roads or Street improvements
- Maintenance to Specified Standards
- Staffing
- Parking
- Snow Removal
- Lighting
- Outdoor Restrooms
- Water Fountains
- Complementary uses of the Site
- Utility Improvements (phone, cable, storm drainage, electricity, water, gas, sewer, etc.)
- Custodial Services
- Trash Removal

3. Need

The nature of provision of public services determines that certain activities will have a higher need than others. Some activities serve a relatively small number of users and have a high facility cost. Others serve a large number of users and are widely available from the private sector because they are profitable. The determination of need for facilities and programs is an ongoing discussion in public provision of programs and amenities. The project will be evaluated based on how the project fulfills a public need. Proposals should specifically explain how if they propose to be made available with a subsidy, as would be the case if a partnership is made through the dedication of public land or facilities as a lower than market value.

4. Funding

Only when a Partnership Proposal demonstrates high unmet needs and high benefits for Agency citizens, will the Agency consider contributing resources at a below market value to a project. The Agency recommends that Proposing Partners consider sources of potential funding. The more successful partnerships will have funding secured in advance. In most cases, Proposing Partners should consider funding and cash flow for initial capital development, staffing, and ongoing operation and maintenance.

The details of approved and pending funding sources should be clearly identified in a proposal.



For many partners, especially small private user groups, non-profit groups, and governmental agencies, cash resources may be a limiting factor in the proposal. It may be a necessity for partners to utilize alternative funding sources for resources to complete a proposed project. Getting alternative funding often demands creativity, ingenuity, and persistence, but many forms of funding are available.

Alternative funding can come from many sources, e.g. Sponsorships, Grants, and Donor Programs. A local librarian can help with foundation and grant resources. Developing a solid leadership team for a partnering organization will help find funding sources. In-kind contributions can in some cases add additional funding.

All plans for using alternative funding should be clearly identified. The Agency has an established Sponsorship Policy, and partnered projects will be expected to adhere to the Policy. This includes the necessity of having an Approved Sponsorship Plan in place prior to procurement of sponsorships for a Partnered Project.

C. Selection Criteria

In assessing a partnership opportunity to provide facilities and services, the Agency will consider (as appropriate) the following criteria. The Proposed Partnership Outline Format in Part Two gives a structure to use in creating a proposal. Agency staff and representatives will make an evaluation by attempting to answer each of the following Guiding Questions:

- How does the project align with the Agency and affected Department's Mission Statement and Goals?
- How does the proposed facility fit into the current Agency and the affected Department's Master Plan?
- How does the facility/program meet the needs of Agency residents?
- How will the project generate more revenue and/or less cost per participant than the Agency can provide with its own staff or facilities?
- What are the alternatives that currently exist, or have been considered, to serve the users identified in this project?
- How much of the existing need is now being met within the Agency borders and within adjacent Agencies?
- What is the number and demographic profile of participants who will be served?
- How can the proposing partner assure the Agency of the long-term stability of the proposed partnership, both for operations and for maintenance standards?
- How will the partnered project meet Americans with Disabilities Act and EEOC requirements?
- How will the organization offer programs at reasonable and competitive costs for participants
- What are the overall benefits for both the Agency and the Proposing Partners?



D. Additional Assistance

XX is aware that the partnership process does entail a great deal of background work on the part of the Proposing Partner. The following list of resources may be helpful in preparing a proposal:

- Courses are available through local colleges and universities to help organizations develop a business plan.
- The Chamber of Commerce offers a variety of courses and assistance for business owners and for those contemplating starting new ventures.
- Reference Librarians at local libraries can be very helpful in identifying possible funding sources and partners, including grants, foundations, financing, etc.
- Relevant information including the XX Comprehensive and Master Plans, the Parks and Recreation Master Plan, site maps, and other documents are available at the Agency Offices. These documents may be copied or reviewed, but may not be taken off-site.
- The XX Web Site (*insert web site address here*) has additional information.
- If additional help or information is needed, please call (###) ###-####.



Part Two
Proposed Partnership Outline Format
(Sample format to be used by the Parks & Recreation Department)

Please provide as much information as possible in the following outline form.

I. Description of Proposing Organization:

- | | |
|---|--|
| <ul style="list-style-type: none">• Name of Organization• Years in Existence• Contact Names, Mailing Address,
Profiles
Physical Address, Phone, Fax, E-mail | <ul style="list-style-type: none">• Purpose of Organization• Services Provided• Member/User/Customer
• Accomplishments• Legal Status |
|---|--|

II. Summary of Proposal (100 words or less)

What is being proposed?

III. Benefits to the Partnering Organization

Why is your organization interested in partnering with the XX Parks & Recreation Department? Please individually list and discuss the benefits (monetary and non-monetary) for your organization.

IV. Benefits to the XX Parks & Recreation Department

Please individually list and discuss the benefits (monetary and non-monetary) for the XX Parks & Recreation Department and residents of the Agency.

V. Details (as currently known)

The following page lists a series of *Guiding Questions* to help you address details that can help outline the benefits of a possible partnership. Please try to answer as many as possible with currently known information. Please include what your organization proposes to provide and what is requested of XX Parks & Recreation Department. Please include (as known) initial plans for your concept, operations, projected costs and revenues, staffing, and/or any scheduling or maintenance needs, etc.

Guiding Questions

Meeting the Needs of our Community:

- In your experience, how does the project align with park and recreation goals?
- How does the proposed program or facility meet a need for Agency residents?
- Who will be the users? What is the projected number and profile of participants who will be served?
- What alternatives currently exist to serve the users identified in this project?



- How much of the existing need is now being met? What is the availability of similar programs elsewhere in the community?
- Do the programs provide opportunities for entry-level, intermediate, and/or expert skill levels?

The Financial Aspect:

- Can the project generate more revenue and/or less cost per participant than the Agency can provide with its own staff or facilities?
- Will your organization offer programs at reasonable and competitive costs for participants? What are the anticipated prices for participants?
- What resources are expected to come from the Parks & Recreation Department?
- Will there be a monetary benefit for the Agency, and if so, how and how much?

Logistics:

- How much space do you need? What type of space?
- What is your proposed timeline?
- What are your projected hours of operations?
- What are your initial staffing projections?
- Are there any mutually-beneficial cooperative marketing benefits?
- What types of insurance will be needed and who will be responsible for acquiring and paying premiums on the policies?
- What is your organization's experience in providing this type of facility/program?
- How will your organization meet Americans with Disabilities Act and EEO requirements?

Agreements and Evaluation:

- How, by whom, and at what intervals should the project be evaluated?
- How can you assure the Agency of long-term stability of your organization?
- What types and length of agreements should be used for this project?
- What types of “exit strategies” should we include?
- What should be done if the project does not meet the conditions of the original agreements?





Appendix V - GRASP® Level of Service Summary Analysis



Insert Appendix V here



Appendix VI - GRASP® Level of Service Capacities Spreadsheet



Capacities LOS for Community Components

Bloomington, IN

			Disc Golf (per 18 holes)	Multi- use Field - large	Outdoor pool	Shelter - large (group)	Playground, Destination	Skate Park	Recreational Trails (Mi.), Paved and Primitive
	Ballfield	Dog Park							

INVENTORY									
City Components	16	1	1	4	2	6	1	1	27
Schools	0	0	0	0	0	0	0	0	0
Other	0	0	0	0	0	0	0	0	0
TOTAL	16	1	1	4	2	6	1	1	27

CURRENT RATIO PER POPULATION

CURRENT POPULATION 2006	72,032								
Current Ratio per 1000 Population	0.22	0.01	0.01	0.06	0.03	0.08	0.01	0.01	0.37
Population per component	4,502	72,032	72,032	18,008	36,016	12,005	72,032	72,032	2,668

PROJECTED POPULATION - YEAR 2011	74,347								
Total # needed to maintain current ratio of all existing facilities at projected population	17	1	1	4	2	6	1	1	28
<i>Number that should be added to achieve current ratio at projected population</i>	<i>1</i>	<i>0</i>	<i>1</i>						



Appendix VII – Maps and Perspectives

GRASP®MAP A: Regional Context – Monroe County

GRASP®MAP B: Component Inventory

GRASP® Perspective C: Neighborhood Access to All Components

GRASP® Perspective D: Walkable Access to All Components

GRASP® Perspective E: Neighborhood Access to All Outdoor Active Components

GRASP® Perspective F: Neighborhood Access to All Outdoor Passive Components

GRASP® Perspective G: Neighborhood Access to Trails

GRASP® Perspective H: Neighborhood Access to Indoor Components

GRASP® Map I: Recommendations

GRASP® Perspective J: Neighborhood Access to Proposed Trails



Appendix VIII - Cost Recovery Pyramid Methodology



Appendix VIII Cost Recover Pyramid Methodology

Cost Recovery Pyramid Methodology



The creation of a cost recovery philosophy and policy is a key component to maintaining financial control, equitably pricing offerings, and identifying core programs, facilities and services for an agency.

Critical to this philosophical undertaking is the support and buy-in of elected officials and advisory boards, staff and ultimately of citizens. Whether or not significant changes are called for, the organization wants to be certain that it is philosophically aligned with its constituents. The development of the cost recovery philosophy and policy is built upon a very logical foundation, using the understanding of who is benefiting from the parks and recreation service to determine how that service should be paid for.

The development of the cost recovery philosophy can be broken down into the following steps:

Step 1 - Building on Your Mission - What is Your Mission?

The entire premise for this process is to fulfill the Community mission. It is important that organizational values are reflected in the mission. Often mission statements are a starting point and further work needs to occur to create a more detailed common understanding of the interpretation of the mission. This is accomplished by involving staff in a discussion of a variety of Filters.

Step 2 -Understanding Filters and the Pyramid

Filters are a series of continuums covering different ways of viewing service provision. The **Primary Filters** influence the final positioning of services as they relate to each other and are summarized below. The **Benefits Filter**, however, forms the **foundation** of the **Pyramid Model** and is used in this discussion to illustrate a cost recovery philosophy and policies for parks and recreation organizations. The other filters are explained later.

Filter	Definition
Benefit	Who receives the benefit of the service? (Skill development, education, physical health, mental health, safety)
Commitment	What is the intensity of the program?
Trends	Is it tried and true or a fad?
Obligation	Is it our role to provide? (Is it legally mandated, e.g. ADA)
Market	What is the effect of the program in attracting customers
Relative Cost to Provide	What is the cost per participant?
Environmental Impact	What is the impact to the resource or other visitors?
Political	What out of our control?
Who We Serve	Are we targeting certain populations?





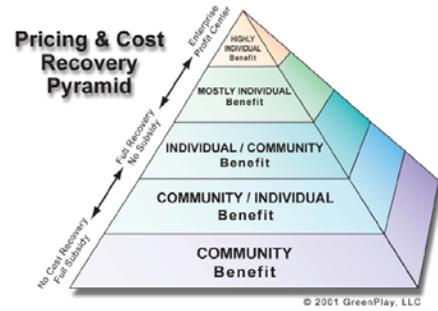
The Benefits Filter

The principal foundation of all the filters is the **Benefits Filter**. It is shown first as a continuum and then applied to the Cost Recovery Pyramid model.

Conceptually, the base level of the pyramid represents the mainstay of a public parks and recreation program. Programs appropriate to higher levels of the pyramid should only be offered when the preceding levels below are full enough to provide a foundation for the next level.

This foundation and upward progression is intended to represent the public parks and recreation core mission, while also reflecting the growth and maturity of an organization as it enhances its program and facility offerings.

It is often easier to integrate the values of the organization with its mission if they can be visualized. An ideal philosophical model for this purpose is the pyramid. In addition to a physical structure, *pyramid* is defined by Webster’s Dictionary as “an immaterial structure built on a broad supporting base and narrowing gradually to an apex.” Parks and recreation programs are built with a broad supporting base of core services, enhanced with more specialized services as resources allow. Envision a pyramid sectioned horizontally into five levels.



COMMUNITY Benefit

The foundational level of the pyramid is the largest, and includes those programs, facilities and services that benefit the **COMMUNITY** as a whole. These

programs, facilities and services can increase property values, provide safety, address social needs, and enhance quality of life for residents. The community (made up of residents of the State of Arizona) generally pays for these basic services and facilities through taxes. These services are offered to residents at minimal or no fee. A large percentage of the tax support of the agency would fund this level of the pyramid.



Examples of these services could include the existence of the community parks and recreation system, the ability for youth to visit and enjoy facilities on an informal basis, development and distribution of marketing brochures, low-income or scholarship programs, park and facility planning and design, park maintenance, and research, or others.

NOTE: All examples are generic - your programs and services may be very different based on your agencies mission, demographics, goals, etc.

COMMUNITY / INDIVIDUAL Benefit

The second and a smaller level of the pyramid represents programs, facilities and services that promote individual physical and mental well-being, and provide recreation skill development. They are generally the more traditionally expected services and beginner instructional levels. These programs, services and facilities are typically assigned

fees based on a specified percentage of direct and indirect costs. These costs are partially



offset by both a tax subsidy to account for the **COMMUNITY** Benefit and participant fees to account for the **INDIVIDUAL** Benefit.

Examples of these services could include the ability of teens and adults to visit facilities on an informal basis, ranger led interpretive programs, and beginning level instructional programs and classes, etc.

INDIVIDUAL / COMMUNITY Benefit

The third and even, yet smaller level of the pyramid represents services that promote individual physical and mental well-being, and provide an intermediate level of recreational skill development. This level provides more **INDIVIDUAL** Benefit and less **COMMUNITY** Benefit and should be priced to reflect this. The individual fee is higher than for programs and services that fall within the lower levels of the pyramid.



Examples of these services could include summer recreational day camp, summer sports leagues, year-round swim team, etc.

MOSTLY INDIVIDUAL Benefit

The fourth and even smaller level of the pyramid represents specialized services generally for specific groups, and may have a competitive focus. In this level, programs and services may be priced to recover full cost, including all direct and indirect costs.



Examples of these services might include specialty classes, golf, and outdoor adventure programs. Examples of these facilities might include camp sites with power hook-ups.

HIGHLY INDIVIDUAL Benefit

Stretching to the top, the fifth and smallest level of the pyramid represents activities that have a profit center potential, and may even fall outside of the core mission. In this level, programs and services should be priced to recover full cost plus a designated profit percentage.



Examples of these activities could include elite diving teams, golf lessons, food concessions, company picnic rentals and other facility rentals, such as for weddings, or other services.

Step 3 - Sorting Services

It is critical that this sorting step be done with staff, and with governing bodies and citizens in mind. This is where ownership is created for the philosophy, while participants discover the current and possibly varied operating histories, cultures, missions and values of the organization. It is the time to develop consensus and get everyone on the same page, the page you write together. Remember, as well, this effort must reflect the community and must align with the thinking of policy makers.

Sample Policy Language:

XX community brought together staff from across the department to sort existing programs into each level of the pyramid. This was a challenging step. It was facilitated by an objective and impartial facilitator in order to hear all viewpoints. It generated discussion and debate as participants discovered what different staff members had to say about serving culturally and economically different parts of the community; about historic versus

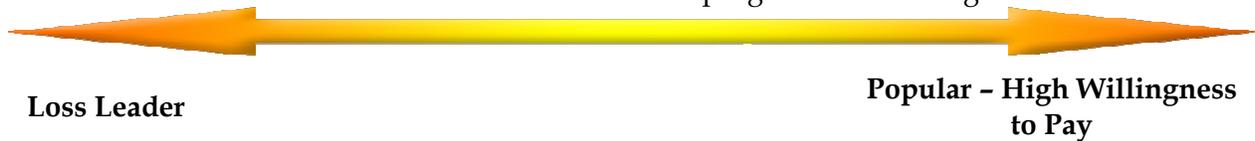


recreational parks; about adults versus youth versus seniors; about weddings and interpretive programs; and the list goes on. It was important to push through the “what” to the “why” to find common ground. This is what discovering the philosophy is all about.

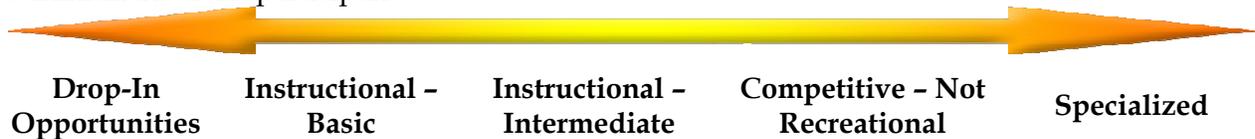
Step 4 - Understanding the Other Filters

Inherent in sorting programs into the pyramid model using the benefits filter is the realization that other filters come into play. This can result in decisions to place programs in other levels than might first be thought. These filters also follow a continuum form however do not necessarily follow the five levels like the benefits filter. In other words, the continuum may fall totally within the first two levels of the pyramid. These filters can aid in determining core programs versus ancillary programs. These filters represent a layering effect and should be used to make adjustments to an initial placement in the pyramid.

THE MARKETING FILTER: What is the effect of the program in attracting customers?



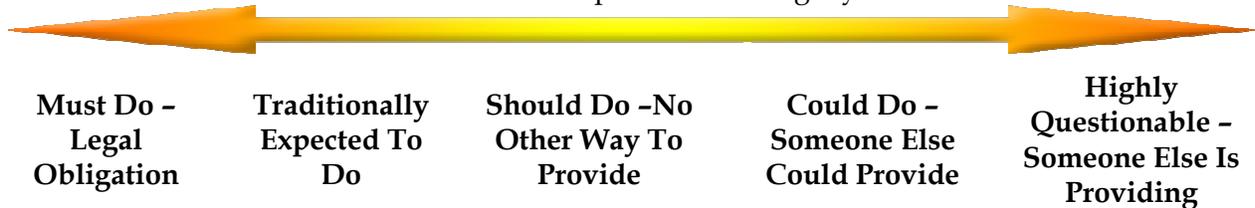
THE COMMITMENT FILTER: What is the intensity of the program, what is the commitment of the participant?



THE TRENDS FILTER: Is the program or service tried and true, or is it a fad?



THE OBLIGATION FILTER: Is it our role to provide? Is it legally mandated?



THE RELATIVE COST TO PROVIDE FILTER: what is the cost per participant?



The top level may range from 0% subsidy to 50% excess revenues above all costs, or more. Or, your organization may not have any activities or services in the top level.

Step 7 – Adjust Fees to Reflect Your Comprehensive Cost Recovery Philosophy

Across the country, ranges in overall cost recovery levels can vary from less than 10% to over 100%. Your organization sets your target based on your mission, stakeholder input, funding, and/or other circumstances. This exercise may have been completed to determine present cost recovery level. Or, you may have needed to increase your cost recovery from where you are currently to meet budget targets. Sometimes just implementing the policy equitably to existing programs is enough, without a concerted effort to increase fees. Now that this information is apparent, the organization can articulate where it has been and where it is going – by pyramid level and overall, and fees can be adjusted accordingly.

Step 8 – Use Your Efforts to Your Advantage in the Future

The results of this exercise may be used:

- To articulate your comprehensive cost recovery philosophy;
- To train staff at all levels as to why and how things are priced the way they are;
- To shift subsidy to where is it most appropriately needed;
- To recommend program or service cuts to meet budget subsidy targets, or show how revenues can be increased as an alternative; and,
- To justify the pricing of new programs.



This Sample Cost Recovery Philosophy and Policy Outline is provided by:

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Appendix IX - Additional Funding Resources



Appendix IX Additional Funding Sources

Additional Funding Sources

The following funding sources are currently being used, or could easily be used by the City of Bloomington Parks and Recreation Department to create the necessary budgets for capital and operational expenditures. These are purposefully not prioritized for consideration.

Ticket Sales/Admissions

This revenue source is utilized for accessing facilities for self-directed activities such as pools, ice-skating rinks, ballparks and entertainment activities. These user fees are currently used extensively to help offset operational costs.

Membership and Season Pass Sales

The Bloomington Parks and Recreation Department offers memberships at recreation and sports facilities to offset operational costs. These membership fees can also apply to other facilities such as recreation centers, fitness centers, tennis centers, golf courses, ice-rinks, etc.

Permits (Special Use Permits)

These special permits allow individuals to use specific park property for financial gain. The City currently utilizes permits to either receive a set amount of money or a percentage of the gross service that is being provided.

Reservations

This revenue source is currently used for the participant's right to reserve specific public property for a set amount of time. The reservation rates are set and apply to shelters, sports areas, or other type of facilities for a special activity.

Recreation Service Fees

This is a dedicated user fee, which can be established by a local ordinance or other government procedures for the purpose of constructing and maintaining recreation facilities. The fee can apply to all organized activities, which require a reservation of some type, or other purposes as defined by the local government. Examples of such activities include adult basketball, volleyball, and softball leagues, youth baseball, soccer, and softball leagues, and special interest classes. The fee allows participants an opportunity to contribute toward the upkeep of the facilities being used. Bloomington Parks and Recreation utilizes these fees for technology improvements.

Inter-modal Transportation and Efficiency Act

This funding program, commonly called TEA-21 Grants was authorized by the Federal Government in 1991. Funds are distributed through the state. There are several million dollars in enhancement revenues available for transportation related projects, including bicycle and pedestrian trails, rail depot rehabilitation, landscaping, and beautification projects. The Bloomington Parks and Recreation Department uses these funds extensively for trail development. Clear Creek, Jackson Creek and B-Line Phase I have all been the beneficiaries of TEA funds.



Capital Improvement Fees

These fees are on top of the set user rate for accessing facilities such as golf, recreation centers, and pools to support capital improvements that benefit the user of the facility.

Land and Water Conservation Fund

These funds are awarded for acquisition and development of parks, recreation, and supporting facilities through the National Park Service and State Park System. The Bloomington Parks and Recreation Department has several facilities that have received LWCF funds although not much has been allocated recently.

General Obligation Bonds

Bonded indebtedness issued with the approval of the electorate for capital improvements and general public improvements. The City of Bloomington bonded in 2001 for pool improvements, Miller Showers Park, Cascades Park renovations, and the Skate Park construction.

Special Improvement District/Benefit District

Taxing districts established to provide funds for certain types of improvements that benefit a specific group of affected properties. Improvements may include landscaping, the erection of fountains, and acquisition of art, and supplemental services for improvement and promotion, including recreation and cultural enhancements. Funds from Thomson and Downtown TIF's have been used for various parks initiatives.

Inter-local Agreements

Contractual relationships entered into between two or more local units of government or between a local unit of government and a nonprofit organization for the joint usage or development of sports fields, regional parks, or other facilities. The best example of an inter-local agreement is with MCCSC/Jackson Creek School and Olcott Park.

Revenue Bonds

Bonds used for capital projects that will generate revenue for debt service where fees can be set aside to support repayment of the bond as utilized with the golf course expansion.

Bond Referendum

The plan recommends substantial capital needs, renovations, and new facilities, to meet the needs and demands of residents of the City. These bonds would be general obligation bonds initiated through City Council approval and citizens would vote when the existing bonds are retired in 2016.

Cost Avoidance

The Department must take a position of not being everything for everyone. It must be driven by the market and stay with the Department's core businesses. By shifting its role as direct provider, the City will experience savings by deciding whether or not to provide that facility or program. This is considered cost avoidance. The estimated savings could be realized through partnering, outsourcing, or deferring to another provider for a service or facility. The Bloomington Parks and Recreation Department is constantly reevaluating services by using a life cycle analysis process and defining its core mission.



Lighting Fees

Some cities charge additional fees for the lighting charges as it applies to leagues, special use sites, and signature type facilities that require lighting above a recreational level. This typically includes demand charges. Bloomington builds the lighting fees into the adult softball fees and additional charges for field rentals with lights.

Land Trust

Many cities have developed land trusts to help secure and fund the cost for acquiring land that needs to be preserved and protected for greenway purposes. This could be a good source to look to for acquisition of future lands. The Sycamore Land Trust already exists as a separate entity. The City of Bloomington has a partnership to manage greenspaces with the Community Foundation who has maintenance endowments to cover the cost of managing the properties.

Gaming Tax

This tax is very popular in the Midwest and Rocky Mountain states that have gambling. These dollars come in a form of a percentage of what the city and state receive. This is a very popular revenue source that is typically shared with schools, libraries, and parks. Bloomington has a very small allocation from the state that is allocated throughout the city departments.

Merchandising Sales

This revenue source comes from the public or private sector on resale items from gift shops and pro shops for either all of the sales or a set gross percentage. The Bloomington Parks and Recreation Department sells merchandise at the ice arena, golf course, and for national tournaments.

Concession Management

Concession management is from retail sales or rentals of soft goods, hard goods, or consumable items. The City either contracts for the service or receives a set of the gross percentage of the full revenue dollars that incorporates a profit after expenses. Bloomington manages some concessions in-house and contracts other areas out to the private sector.

Program Contractor Fees

Cities receive a percentage of gross contractor fees for contractor programs held on city facilities. The percentages usually range from 25% to 40% depending on space, volume, and the amount of marketing the city does for the contractor. In Bloomington, a Jazzercise agreement exists and could be expanded for additional activities.

Community Gardens

Many city agencies will permit out food plots for community gardens as a small source of income. Bloomington currently utilizes this revenue source.



Surplus Sale of Equipment by Auction

Cities have surplus auctions to get rid of old and used equipment that generates some income on a yearly basis. The City of Bloomington has an auction every year.

Local Option Income Tax

Local option income tax allows cities to levy a quarter to a half cent as income taxes to support parks and recreation services, facilities, and land. This is usually not voted on by the community but instead within the home rule of the city charter. The City of Bloomington collects this tax and redistributes it among the city departments.

Security and Clean-Up Fees

Cities will charge group and individual security and cleanup fees for special events and other types of events held in parks. Bloomington currently utilizes this revenue source.

Room Overrides on Hotels for Sports Tournaments and Special Events

Cities have begun to keep a percentage of hotel rooms that are booked when the city hosts a major sports tournament or special event. The overrides are usually \$5.00 to \$10.00 per room depending on what type of room. Monies collected help offset operational costs for the city in hosting the events. Bloomington Parks and Recreation currently use this for the national softball tournaments and can look at additional opportunities.

Product Sales

This is where the city sells specific products for purchases or consumption by the public. This would include trees (as Bloomington already does), food, maple syrup, livestock animals, fish, plants, etc.

Raffling

Some cities purchase antique cars that can be raffled off against Hole-In-One contests. The city buys the cars, takes Hole-In-One insurance out and sells tickets at golf tournaments on the course for \$1.00 to \$5.00. The Parks Foundation currently does this.

Wheel Tax on Cars/Vehicles

Many cities have a city sticker tax on vehicles based on the type of vehicle. This allows for park agencies to receive a portion of this money to cover the costs of roads, hard surface paths, and parking lots associated with parks. The City of Bloomington currently receives a portion of this tax and allocates it to various city departments.

Equipment Rental

The revenue source is available on the rental of equipment such as tables, chairs, tents, stages, bicycles, roller blades, boogie boards, etc. that are used for recreation purposes. Bloomington Parks and Recreation currently rents picnic kits although additional rental opportunities could be expanded.

Booth Lease Space

In some cities, they sell booth space to sidewalk type vendors in parks or at special events for a flat rate based on volume received. The booth space can apply to Farmer's Markets



(like Bloomington's), tournaments (like those held in Bloomington), festivals, special events, art schools, and antique type fairs.

Special Fundraisers

Many park and recreation agencies have special fundraisers on an annual basis to help cover specific programs and capital projects. The Parks Foundation has several special events each year.

Family Tree Program

Many cities have worked with local hospitals to provide cash to the parks system to buy and plant a tree in honor of every new born in the city. The hospitals invest \$250 to \$300 and receive the credit from the parents of the newborns. The parks system gets new trees of ample size. Bloomington currently utilizes this revenue source.

Maintenance Endowments

Maintenance Endowments are set up for organizations and individuals to invest in ongoing maintenance improvements and infrastructure needs. Endowments retain money from user fees, individual gifts, impact fees, development rights, partnerships, conservation easements, and for wetland mitigations. Currently there is a partnership with the Community Foundation for two land holdings that we manage with assistance from maintenance endowments.

Private Concessionaires

Contract with a private business to provide and operate desirable recreational activities financed, constructed, and operated by the private sector with additional compensation paid to the city.

Catering Permits and Services

This is a license to allow caterers to work in the park system on a permit basis with a set fee or a percentage of food sales returning to the city. Also, many cities have their own catering service and receive a percentage of dollars off the sale of their food.

Parking Fee

This fee applies to parking at selected destination facilities such as selected special events (like in Bloomington), major stadiums and other attractions to help offset capital and operational cost. Parking lot permit sales can also be considered for an additional revenue source.

These funding sources are potential funding opportunities the City of Bloomington Parks and Recreation Department would consider for additional funding of capital and operational expenditures.



Utility Roundup Programs

Some park and recreation agencies have worked with their local utilities on a roundup program whereby a consumer can round their bill up to the even dollar amount and the department receives the difference between the actual bill and the even dollar amount. Ideally, these monies are used to support utility improvements such as sports lighting, irrigation costs, and HVAC costs.

Franchise Fee on Cable

This allows cities to add a franchise fee on cable to be designated for parks. The normal fee is \$1.00 a month or \$12.00 a year per household. Fees are usually designated for open space acquisition or capital improvements.

Hotel, Motel and Restaurant Tax

Tax based on gross receipts from charges and meals services, which may be used to build and operate sports fields, regional parks, golf courses, tennis courts, and other special park and recreation facilities. This is currently being discussed at the state level. Convention and visitor bureaus have historically used these funds for their dedicated purposes. Many park and recreation agencies have been successful retaining a portion of this tax based on bringing events to the city with large economic impacts.

10,000 Golf Rounds Priced Anyway the Golf Pro Desires

This pricing strategy allows the golf course operator to maximize his revenues during peak times and fill in excess capacity in the low use times to maximize play. The city benefits by the increase in play because of the incentives to users.

Manufacturing Product Testing and Display

This is where the city works with specific manufacturers to test their products in parks, recreation facilities and in program services. The city tests the product under normal conditions and reports back to the manufacturer how their product is doing. Examples are in lighting, playgrounds, tires on vehicles, mowers, irrigation systems, seed and fertilizers, etc. This city gets the product for free but must pay for the costs of installation and for tracking results.

Dog Park Fees

These fees are attached to kennel clubs for the right for their club to have their own dog park facilities for their exclusive use. Fees are on the dogs themselves and on people who take care of dogs. Fees can also be set for individual dog owners.

Subordinate Easements - Recreation and Natural Area Easements

This revenue source is available when the city allows utility companies, businesses, or individuals to develop some type of an improvement above ground or below ground on their property for a set period of time and a set dollar amount to be received by the city on an annual basis.



Irrevocable Remainder Trusts

These trusts are set up with individuals who typically have more than one million dollars in wealth. They will leave a portion of their wealth to the city in a trust fund that allows the fund to grow over a period of time and then is available for the city to use a portion of the interest to support specific park and recreation facilities or programs that are designated by the trustee. This could be a Parks Foundation initiative.

Establish a Greenway Utility

Greenway utilities are used to finance acquisition of greenways and development of the greenways by selling the development rights underground for the fiber optic types of businesses. This could be a future option with the location of the B-Line Trail.

Life Estates

This source of money is available when someone wants to leave their property to the city in exchange for them to live on their property until their death. The city usually can use a portion of the property for park purposes and then all of it after the person's death. This revenue source is very popular for individuals who have a lot of wealth and their estate will be highly taxed at their death and their children would have to sell the property because of probate costs. This allows the person to receive a good tax deduction yearly on their property while leaving a life estate. It is good for the city because they do not have to pay for the land. This could be a Parks Foundation initiative.

Land Swaps

This is where the city trades property to improve their access of protection of resources. This could include property gain by the city for nonpayment of taxes or where a developer (or other entity) needs a larger or smaller space to improve their profitability. The city typically gains more property for more recreation opportunities in exchange for the land swap.

Patron Cards

This allows patrons of a specific recreational facility to purchase patron cards for a month or a year that allows them special privileges above the general public. These privileges include having rights to early tee times, registration, reservations, and special tours, shows or events. The patron cards can range in price from \$15.00 a month to \$150.00 a year.

Hospitality Centers

These types of recreation facilities are developed by cities for use by the public for wedding, reunions, and special gatherings. The recreation facilities are not subsidized but operate at a profit. Some facilities are managed by outside caterers.

Hospital - Rehabilitation Contracting

Cities will contract with hospitals for their rehabilitation patient's work that can be provided at local recreation centers with their therapists overseeing the work. This provides a steady level of income for the fitness center and encourages the post-rehab patients to join. Payments are made by health insurance companies.



Film Rights

Many cities permit out their sites such as old ballparks, unique grounds, or sites for film commissions to use. The film commission pays a daily fee for the site plus the loss of revenue the city will incur if the site generates income.

Fishing License for City or County Lakes

In some cities and counties, they have their own put and take fish operation and safe fishing laws for their lakes, for trout and specialty fish. This concept could include permits to launch a boat at Lake Griffy.

These funding sources are potential funding opportunities the City of Bloomington Parks and Recreation Department could consider for additional funding of capital and operational expenditures. These funding sources may not be available currently in the State of Indiana or an intergovernmental agreement may be necessary for implementation. These funding sources may meet with some resistance and be more difficult to implement.

Dedication/Development Fees

These fees are assessed for the development of residential or commercial properties with the proceeds to be used for parks and recreation purposes, such as open space acquisition, community park site development, neighborhood parks development, regional parks development, etc. Currently, the Planning Department negotiates greenspace allocation as PUD's come to them. They consult the Parks Department on each opportunity. These impact fees would have to be enabled to allow for this.

Entertainment Tax

This tax is on ticket sales for major entertainment venues such as concert facilities, golf tournaments, and car racing venues to help pay for traffic control and sports stars who come into the City (they would be taxed based on the earnings they receive from their winnings). This tax also applies to video game machines.

Solid Waste Fee

Cities are able to add cost for landfills and drop stations that are designated to provide space and facilities for both. Once these fees cover the cost of buildings and landfills they can rededicate a percentage to other city services such as parks and recreation. Many cities have opted to finance park improvements from solid waste fees. Currently there is an existing solid waste district.

Rental Car Tax

This tax is designated for land acquisition purposes. Some cities have used a percentage of rental car taxes to support land acquisition or improvements in parks.

Establish a Designated License Plate for Parks

This funding mechanism can be used to finance improvements or programs in the city through a designated license plate.



Cell Tower Lease

Cell towers attached to existing light poles in game field complexes is another source of revenue the city could seek in helping support the department. It is usually not desirable to place these cell towers in natural settings. They are preferable in already impacted areas within park property.

Private Developers

These developers lease space from city owned land through a subordinate lease that pays out a set dollar amount plus a percentage of gross dollars for recreation enhancements. These could include a golf course, marina, restaurants, driving ranges, sports complexes, equestrian facilities, recreation centers, and ice arenas.

Benefit Assessment Act of 1982

(Government Code section 54703 et seq.)

This statute provides a uniform procedure for the enactment of benefit assessments to finance the maintenance and operation costs of drainage, flood control, and street light services and the cost of installation and improvement of drainage or flood control facilities. Under legislation approved in 1989 (SB 975, Chapter 1449), this authority is expanded to include the maintenance of streets, roads, and highways. As with most other assessment acts cities, counties, and special districts that are otherwise authorized to provide such services may use it.

Facilities Benefit Assessment (FBA)

The FBA ordinance establishes areas of benefit to be assessed for needed improvements in newly developing areas. Each parcel within an area of benefit is apportioned its share of the total assessment for all improvements (including those required for later development phases) which is then recorded on the assessment roll. Assessments are liens on private property as with the state assessment acts. Upon application for a building permit the owner of the parcel must pay the entire assessment (the payment is prorated if only a portion of the parcel is being developed at one time). Payment releases the city's lien on the property. The funds that are collected are placed in separate accounts to be used for the needed improvements and do not exceed the actual cost of the improvements plus incidental administrative costs.

The Mello-Roos Act

The 1982 Mello-Roos Community Facilities Act (Government Code Sections 53311 et seq.) enables cities, counties, special districts, and school districts to establish community facilities districts (CFDs) and to levy special taxes to fund a wide variety of facilities and services. The proceeds of a Mello-Roos tax can be used for direct funding and, in the case of capital facilities, to pay off bonds. Mello-Roos financing has similarities to special taxes and special assessments, and in some situations, it has advantages over both.

Licensing Rights

This revenue source allows the department and city to license its name on all resale items that private or public vendors use when they sell clothing or other items with the cities name on it. The normal licensing fee is 6 to 10% of the cost of the resale item.



Sales Tax

The revenue source is very popular for funding park and recreation agencies either partially or fully. The normal sales tax rate is one cent for operations and one half cent for capital. This tax is very popular in high traffic tourism type cities and with counties and state parks.

Food and Beverage Tax

The tax is usually associated with convention and tourism bureaus and sometimes meets with some resistance. However, since parks and recreation agencies manage many of the tourism attractions or bring large economic impact events to the city, they receive a portion of this funding source for operational or capital expenses.

Water Utility Fee

Cities have added a special assessment onto water utility fees paid by homeowners and businesses to cover the costs of water, streets, trees, landscaping, fountains, and pools. The fee is usually a percentage of the bill (two or three percent).

Earnings Fee

This fee taxes communities who have high population of workers who do not live in the city but work in the city. The employees pay one-half percent of their total salary earned to the city to cover safety forces, streets, public works, and park and open space services

Insurance Tax

Cities can tax insurance payments as it applies to insurance premiums on homes, cars, inventory, and equipment. Parks and Recreation Departments can receive a percentage of the city's tax collected on insurance premiums. This tax is for parks and recreation and is typically used for dedicated purposes to reduce liability in parks and recreation facilities. Some cities have used it for new capital improvements.

Sale of Mineral Rights

Many cities sell their mineral rights under parks for revenue purposes to include water, oil, natural gas, and other by products for revenue purposes.

Integrated Financing Act

This legislation creates an alternate method for collecting assessments levied under the Landscaping and Lighting Act, the Vehicle Parking District Law and the Park and Playground Act. This act applies to all local agencies. This act can be used to pay the cost of planning, designing, and constructing capital facilities authorized by the applicable financing act. They can pay for all or part of the principle and interest on debt incurred pursuant to the applicable financing act and can reimburse a private investor in the project. It serves two unique properties: first, it can levy an assessment which is contingent upon future land development and payable upon approval of a subdivision map, zone change, or the receipt of building permits; and second, it allows the local agency to enter into an agreement with a private investor whereby the investor will be reimbursed for funds advanced to the agency for the project being financed.

Business Excise Tax

This tax is for new businesses that settles into a community on products sold based on the wholesale cost.



Leasebacks on Recreational Facilities Can Produce Revenue

Many cities do not have capital dollars to build revenue producing facilities so they hire a private investor to build the facility according to the specifications they want. The investment company will finance the project and the city will lease it back from them over 20 years. This can be reversed where by the city builds the facility and leases to private management to operate it for a percentage of gross dollars to pay off the construction loans through a subordinate lease.

Credit Card Surcharge on Sports/Entertainment Tickets, Classes, Golf

This fee is a surcharge on top of the regular sports revenue fee or a convenience fee for use of MasterCard and Visa. The fee usually is no more than five dollars and usually is three dollars on all exchanges. The money earned is used to help pay off the costs of improvement, or for operational purposes.

Creation of an Authority

The city could adopt the creation of a recreation authority or district to create an atmosphere that would allow the department to initiate long term successes. Many successful park districts exist throughout the country and facilitate creative business approaches to leisure services that some governmental entities cannot provide.

Real Estate Transfer Fees

As cities expand, the need for infrastructure improvements continues to grow. Since parks add value to neighborhoods and communities, some cities have turned to real estate transfer fees to help pay for needed renovations. Usually transfer fees amount to one-fourth to one-half percent on the total sale of the property.

Annual Appropriation/Leasehold Financing

This is a more complex financing structure which requires use of a third party to act as issuer of the bonds, construct the facility, and retain title until the bonds are retired. The city would enter into a lease agreement with the third party, with annual lease payments equal to the debt service requirements. The bonds issued by the third party are considered less secure than general obligation bonds of the city, and therefore more costly. Since a separate corporation issues these bonds, they do not impact the city's debt limitations and do not require a vote. However, they also do not entitle the city to levy property taxes to service the debt. The annual lease payments must be appropriated from existing revenues.

Industrial Development Bonds

Specialized revenue bonds issued on behalf of publicly owned, self-supporting facilities.

Alcohol Tax

A percentage of alcohol tax gained by the state is made available for individual city park and recreation departments to retain support efforts to develop programs and services targeted for youth to assist in skill development programs, after-school programs, summer camps, and other family type programs.



Cigarette Tax

In some states the sales tax gain by the state for cigarettes is redistributed to cities for programs to teach and curb youth smoking through effective prevention recreation programs.

Sell Development Rights

Some cities and counties sell their development rights below park ground or along trails to fiber-optic companies or utilities. The park agency retains a yearly fee on a linear foot basis. This could be an option for trails.

Tax on Sporting Goods

In some states, the states collect a sales tax on sporting goods equipment as it applies to fishing and boating supplies and recreation equipment. This revenue is redistributed to cities on a population basis and from licenses sold.

Agricultural Leases

In some city parks, they lease low land property along rivers or excess land to farmers for crops. The city typically gets one-third of the value of the crops or, they lease it on a per acre basis.

Reverse Sponsorships

This revenue source allows agencies to receive indirect revenue from cross promoting their current sponsors with professional sporting events such as in racing with cars and drivers and significant sports heroes. Indirect sponsorships provide up to 15% of the sponsorship value back to the city for linking their parks and recreation sponsors with professional sports.

Signage Fees

This revenue source taxes people and businesses with signage fees at key locations with high visibility for short term events. Signage fees range in price from \$25 per signs up to \$100 per sign based on the size of the sign and location.

Recommendations related to funding improvements can be found in ***Section VI*** of the Master Plan, Recommendation Cost Estimates.



Appendix X - Sample Partnership Policy



Sample XX Partnership Policy and Proposal Format

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XX Partnership Policy And Proposal Format

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I. XX Partnership Policy

A. Purpose

This policy is designed to guide the process for XX in their desire to partner with other private, non-profit, or other governmental entities for the development, design, construction and operation of possibly partnered recreational or related facilities and/or program partnerships that may occur on the Agency property.

XX would like to identify for-profit, non-profit, and governmental entities that are interested in proposing to partner with the Agency to develop recreational and related facilities and/or programs. A major component in exploring any potential partnership will be to identify additional collaborating partners that may help provide a synergistic working relationship in terms of resources, community contributions, knowledge, and political sensitivity. These partnerships should be mutually beneficial for all proposing partners including the Agency, as well as for the citizens of the community.

This policy document is designed to:

- Provide essential background information,
- Provide parameters for gathering information regarding the needs and contributions of potential partners, and
- Identify how the partnerships will benefit XX and the community.

Part Two, The “Proposed Partnership Outline Format”, provides a format that is intended to help guide Proposing Partners in creating a proposal for review with XX staff.

B. Background and Assumptions

Partnerships are being used across the nation by governmental agencies in order to utilize additional resources for their community’s benefit. Examples of partnerships abound, and encompass a broad spectrum of agreements and implementation. The most commonly described partnership is between a public and a private entity, but partnerships also occur between public entities and non-profit organizations and/or other governmental agencies.

A Note on Privatization:

This application is specific for proposed partnering for new facilities or programs. This information does not intend to address the issue of privatization or transferring existing agency functions to a non-agency entity for improved efficiency and/or competitive cost concerns. An example of privatization would be a contract for a landscaping company to provide mowing services in a park. The agency is always open to suggestions for improving services and cost savings through contractual arrangements. If you have an idea for privatization of current agency functions, please call or outline your ideas in a letter for the agency’s consideration.



In order for partnerships to be successful, research has shown that the following elements should be in place prior to partnership procurement:

- There must be support for the concept and process of partnering from the very highest organizational level, i.e. the Board of Trustees, City Council, and/or Department Head.
- The most successful agencies have high-ranking officials that believe that they owe it to their citizens to explore partnering opportunities whenever presented, those communities both solicit partners and consider partnering requests brought to them.
- It is very important to have a Partnership Policy in place before partner procurement begins. This allows the agency to be proactive rather than reactive when presented with a partnership opportunity. It also sets a “level playing field” for all potential partners, so that they can know and understand in advance the parameters and selection criteria for a proposed partnership.
- A partnership policy and process should set development priorities and incorporate multiple points for go/no-go decisions.
- The partnership creation process should be a public process, with both Partners and the Partnering Agency well aware in advance of the upcoming steps.

C. Partnership Definition

For purposes of this document and policy, a Proposed Partnership is defined as:

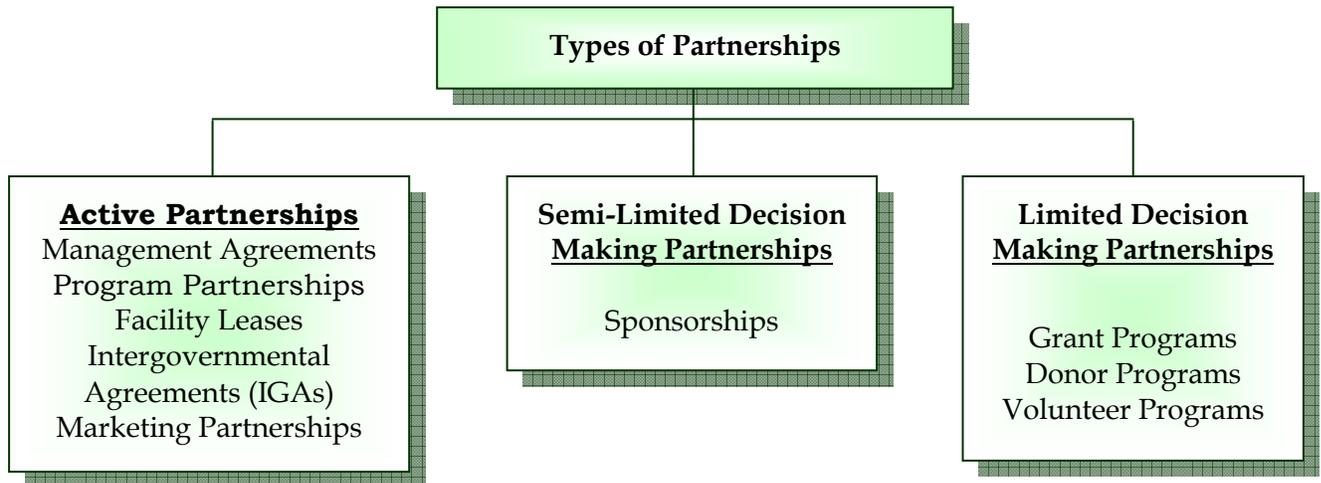
"An identified idea or concept involving XX and for-profit, non-profit, and/or governmental entities, outlining the application of combined resources to develop facilities, programs, and/or amenities for the Agency and its citizens."

A partnership is a cooperative venture between two or more parties with a common goal, who combine complementary resources to establish a mutual direction or complete a mutually beneficial project. Partnerships can be facility-based or program-specific. The main goal for XX partnerships is enhancing public offerings to meet the mission and goals of the Agency. XX is interested in promoting partnerships which involve cooperation among many partners, bringing resources together to accomplish goals in a synergistic manner. Proposals that incorporate such collaborative efforts will receive priority status.

Partnerships can accomplish tasks with limited resources, respond to compelling issues, encourage cooperative interaction and conflict resolution, involve outside interests, and serve as an education and outreach tool. Partnerships broaden ownership in various projects and increase public support for community recreation goals. Partners often have flexibility to obtain and invest resources/dollars on products or activities where municipal government may be limited.



Partnerships can take the form of (1) cash gifts and donor programs, (2) improved access to alternative funding, (3) property investments, (4) charitable trust funds, (5) labor, (6) materials, (7) equipment, (8) sponsorships, (9) technical skills and/or management skills, and other forms of value. The effective use of volunteers also can figure significantly into developing partnerships. Some partnerships involve active decision making, while in others, certain partners take a more passive role. The following schematic shows the types of possible partnerships discussed in this policy.



D. Possible Types of Active Partnerships

XX is interested in promoting collaborative partnerships among multiple community organizations. Types of agreements for Proposed “Active” Partnerships may include leases, contracts, sponsorship agreements, marketing agreements, management agreements, joint-use agreements, inter-governmental agreements, or a combination of these. An innovative and mutually beneficial partnership that does not fit into any of the following categories may also be considered.

Proposed partnerships will be considered for facility, service, operations, and/or program development including associated needs, such as parking, paving, fencing, drainage systems, signage, outdoor restrooms, lighting, utility infrastructure, etc.

The following examples are provided only to illustrate possible types of partnerships. They are not necessarily examples that would be approved and/or implemented.

Examples of Public/Private Partnerships

- A private business seeing the need for more/ different community fitness and wellness activities wants to build a facility on Agency land, negotiate a management contract, provide the needed programs, and make a profit.
- A private group interested in environmental conservation obtains a grant from a foundation to build an educational kiosk, providing all materials and labor, and needs a spot to place it.



- Several neighboring businesses see the need for a place for their employees to work out during the work day. They group together to fund initial facilities and an operating subsidy and give the facility to the Agency to operate for additional public users.
- A biking club wants to fund the building of a racecourse through a park. The races would be held one night per week, but otherwise the path would be open for public biking and in-line skating.
- A large corporate community relations office wants to provide a skatepark, but doesn't want to run it. They give a check to the Agency in exchange for publicizing their underwriting of the park's cost.
- A private restaurant operator sees the need for a concessions stand in a park and funds the building of one, operates it, and provides a share of revenue back to the Agency.
- A garden club wants land to build unique butterfly gardens. They will tend the gardens and just need a location and irrigation water.

Examples of Public/Non-Profit Partnerships

- A group of participants for a particular sport or hobby sees a need for more playing space and forms a non-profit entity to raise funds for a facility for their priority use that is open to the public during other hours.
- A non-profit baseball association needs fields for community programs and wants to obtain grants for the building of the fields. They would get priority use of the fields, which would be open for the Agency to schedule use during other times.
- A museum funds and constructs a new building, dedicating some space and time for community meetings and paying a portion of revenues to the Agency to lease the land.

Examples of Public/Public Partnerships

- Two governmental public safety agencies see the need for more physical training space for their employees. They jointly build two gyms adjacent to Agency facilities to share for their training during the day. The gyms would be open for the Agency to schedule for other users at night.
- A school district sees the need for a climbing wall for their athletes. The district funds the wall and subsidizes operating costs, and the Agency manages and maintains the wall to provide public use during off hours.
- A university needs meeting rooms. They fund a multi-use building on Agency land that can be used for Agency community programs at night.



E. Sponsorships

XX is interested in actively procuring sponsorships for facilities and programs as one type of beneficial partnership. Please see *the XX Sponsorship Policy* for more information.

F. Limited-Decision Making Partnerships: Donor, Volunteer, and Granting Programs

While this policy document focuses on the parameters for more active types of partnerships, the Agency is interested in, and will be happy to discuss, a proposal for any of these types of partnerships, and may create specific plans for such in the future.

G. Benefits of Partnerships with XX

The Agency expects that any Proposed Partnership will have benefits for all involved parties. Some general expected benefits are:

Benefits for the Agency and the Community:

- Merging of resources to create a higher level of service and facility availability for community members.
- Making alternative funding sources available for public community amenities.
- Tapping into the dynamic and entrepreneurial traits of private industry.
- Delivering services and facilities more efficiently by allowing for collaborative business solutions to public organizational challenges.
- Meeting the needs of specific groups of users through the availability of land for development and community use.

Benefits for the Partners:

- Land and/or facility availability at a subsidized level for specific facility and/or program needs.
- Sharing of the risk with an established stable governmental entity.
- Becoming part of a larger network of support for management and promotion of facilities and programs.
- Availability of professional Agency recreation and planning experts to maximize the facilities and programs that may result
- Availability of Agency staff facilitation to help streamline the planning and operational efforts.

II. The Partnering Process

The steps for the creation of a partnership with the XX are as follows:

- A. XX will create a public notification process that will help inform any and all interested partners of the availability of partnerships with the Agency. This will be done through notification in area newspapers, listing in the brochure, and through any other notification method that is feasible.



- B. The proposing partner takes the first step to propose partnering with the Agency. To help in reviewing both the partnerships proposed, and the project to be developed in partnership, the Agency asks for a **Preliminary Proposal** according to a specific format as outlined in *Part Two - Proposed Partnership Outline Format*.
- C. If initial review of a Preliminary Proposal yields interest and appears to be mutually beneficial based on the Agency Mission and Goals, and the Selection Criteria, an Agency staff or appointed representative will be assigned to work with potential partners.
- D. The Agency representative is available to answer questions related to the creation of an initial proposal, and after initial interest has been indicated, will work with the proposing partner to create a checklist of what actions need to take place next. Each project will have distinctive planning, design, review and support issues. The Agency representative will facilitate the process of determining how the partnership will address these issues. This representative can also facilitate approvals and input from any involved Agency departments, providing guidance for the partners as to necessary steps.
- E. An additional focus at this point will be determining whether this project is appropriate for additional collaborative partnering, and whether this project should prompt the Agency to seek a **Request For Proposal (RFP)** from competing/ collaborating organizations.

Request For Proposal (RFP) Trigger: In order to reduce concerns of unfair private competition, if a proposed project involves partnering with a private "for-profit" entity and a dollar amount greater than \$5,000, and the Agency has not already undergone a public process for solicitation of that particular type of partnership, the Agency will request Partnership Proposals from other interested private entities for identical and/or complementary facilities, programs or services. A selection of appropriate partners will be part of the process.

- F. For most projects, a **Formal Proposal** from the partners for their desired development project will need to be presented for the Agency's official development review processes and approvals. The project may require approval by the Legal, Planning, Fire and Safety, Finance and/or other Agency Departments, Parks and Recreation Advisory Board, Planning Board, Elected Officials, and/or the Agency Manager's Office, depending on project complexity and applicable Agency Charter provisions, ordinances or regulations. If these reviews are necessary, provision to reimburse the Agency for its costs incurred in having a representative facilitate the partnered project's passage through Development Review should be included in the partnership proposal.
- G. Depending on project complexity and anticipated benefits, responsibilities for all action points are negotiable, within the framework established by law, to assure the most efficient and mutually beneficial outcome. Some projects may require that all technical and professional expertise and staff resources come from outside the Agency's staff, while some projects may proceed most efficiently if the Agency contributes staff resources to the partnership.



- H. The partnership must cover the costs the partnership incurs, regardless of how the partnered project is staffed, and reflect those costs in its project proposal and budget. The proposal for the partnered project should also discuss how staffing and expertise will be provided, and what documents will be produced. If Agency staff resources are to be used by the partnership, those costs should be allocated to the partnered project and charged to it.
- I. Specific **Partnership Agreements** appropriate to the project will be drafted jointly. There is no specifically prescribed format for **Partnership Agreements**, which may take any of several forms depending on what will accomplish the desired relationships among partners. The agreements may be in the form of:
- Lease Agreements
 - Management and/or Operating Agreements
 - Maintenance Agreements
 - Intergovernmental Agreements (IGAs)
 - Or a combination of these and/or other appropriate agreements

Proposed partnership agreements might include oversight of the development of the partnership, concept plans and project master plans, environmental assessments, architectural designs, development and design review, project management, and construction documents, inspections, contracting, monitoring, etc. Provision to fund the costs and for reimbursing the Agency for its costs incurred in creating the partnership, facilitating the project's passage through the Development Review Processes, and completing the required documents should be considered.

- J. If all is approved, the Partnership begins. The Agency is committed to upholding its responsibilities to Partners from the initiation through the continuation of a partnership. Evaluation will be an integral component of all Partnerships. The agreements should outline who is responsible for evaluation, the types of measures used, and details on what will occur should the evaluations reveal Partners are not meeting their Partnership obligations.



III. The Partnership Evaluation Process

A. Mission Statements and Goals

All partnerships with XX should be in accord with the Agency's and any specifically affected Department's Mission and Goals. For purposes of example for this policy, the following sections utilize the XX's Parks & Recreation Department's Mission and Goals to represent how a proposed partnership for that Department would be preliminarily evaluated:

NEED SPECIFIC MISSION STATEMENT

Sample XX Parks & Recreation Mission Statement:

The XX Parks & Recreation Department provides and cares for public park lands and creates opportunities for personal growth. We work with the citizens of the Agency to provide a broad spectrum of opportunities to renew, restore, refresh, and recreate, balancing often stressful life-styles. We encourage the participation of individuals and families to develop the highest possible level of physical and mental well-being. We believe that well-balanced, healthy people contribute to a productive and healthy community.

NEED SPECIFIC GOALS

Sample Goals of the Park & Recreation Department:

- Promoting physical and mental health and fitness
- Nourishing the development of children and youth
- Helping to build strong communities and neighborhoods
- Promoting environmental stewardship
- Providing beautiful, safe, and functional parks and facilities that improve the lives of all citizens
- Preserving cultural and historic features within the Agency's parks and recreation systems
- Providing a work environment for the Parks & Recreation Department staff that encourages initiative, professional development, high morale, productivity, teamwork, innovation, and excellence in management

B. Other Considerations

1. Costs for the Proposal Approval Process

For most proposed partnerships, there will be considerable staff time spent on the review and approval process once a project passes the initial review stage. This time includes discussions with Proposing Partners, exploration of synergistic partnering opportunities, possible RFP processes, facilitation of the approval process, and assistance in writing and negotiating agreements, contracting, etc. There may also be costs for construction and planning documents, design work, and related needs and development review processes mandated by Agency ordinances.



Successful Partnerships will take these costs into account and may plan for Agency recovery of some or all of these costs within the proposal framework. Some of these costs could be reimbursed through a negotiated agreement once operations begin, considered as construction expenses, or covered through some other creative means.

2. Land Use and/or Site Improvements

Some proposed partnerships may include facility and/or land use. Necessary site improvements cannot be automatically assumed. Costs and responsibility for these improvements should be considered in any Proposal. Some of the general and usual needs for public facilities that may not be included as Agency contributions and may need to be negotiated for a project include:

- Any Facilities or non-existent Infrastructure Construction
- Roads or Street improvements
- Maintenance to Specified Standards
- Staffing
- Parking
- Snow Removal
- Lighting
- Outdoor Restrooms
- Water Fountains
- Complementary uses of the Site
- Utility Improvements (phone, cable, storm drainage, electricity, water, gas, sewer, etc.)
- Custodial Services
- Trash Removal

3. Need

The nature of provision of public services determines that certain activities will have a higher need than others. Some activities serve a relatively small number of users and have a high facility cost. Others serve a large number of users and are widely available from the private sector because they are profitable. The determination of need for facilities and programs is an ongoing discussion in public provision of programs and amenities. The project will be evaluated based on how the project fulfills a public need. Proposals should specifically explain how if they propose to be made available with a subsidy, as would be the case if a partnership is made through the dedication of public land or facilities as a lower than market value.

4. Funding

Only when a Partnership Proposal demonstrates high unmet needs and high benefits for Agency citizens, will the Agency consider contributing resources at a below market value to a project. The Agency recommends that Proposing Partners consider sources of potential funding. The more successful partnerships will have funding secured in advance. In most cases, Proposing Partners should consider funding and cash flow for initial capital development, staffing, and ongoing operation and maintenance.

The details of approved and pending funding sources should be clearly identified in a proposal.



For many partners, especially small private user groups, non-profit groups, and governmental agencies, cash resources may be a limiting factor in the proposal. It may be a necessity for partners to utilize alternative funding sources for resources to complete a proposed project. Getting alternative funding often demands creativity, ingenuity, and persistence, but many forms of funding are available.

Alternative funding can come from many sources, e.g. Sponsorships, Grants, and Donor Programs. A local librarian can help with foundation and grant resources. Developing a solid leadership team for a partnering organization will help find funding sources. In-kind contributions can in some cases add additional funding.

All plans for using alternative funding should be clearly identified. The Agency has an established Sponsorship Policy, and partnered projects will be expected to adhere to the Policy. This includes the necessity of having an Approved Sponsorship Plan in place prior to procurement of sponsorships for a Partnered Project.

C. Selection Criteria

In assessing a partnership opportunity to provide facilities and services, the Agency will consider (as appropriate) the following criteria. The Proposed Partnership Outline Format in Part Two gives a structure to use in creating a proposal. Agency staff and representatives will make an evaluation by attempting to answer each of the following Guiding Questions:

- How does the project align with the Agency and affected Department's Mission Statement and Goals?
- How does the proposed facility fit into the current Agency and the affected Department's Master Plan?
- How does the facility/program meet the needs of Agency residents?
- How will the project generate more revenue and/or less cost per participant than the Agency can provide with its own staff or facilities?
- What are the alternatives that currently exist, or have been considered, to serve the users identified in this project?
- How much of the existing need is now being met within the Agency borders and within adjacent Agencies?
- What is the number and demographic profile of participants who will be served?
- How can the proposing partner assure the Agency of the long-term stability of the proposed partnership, both for operations and for maintenance standards?
- How will the partnered project meet Americans with Disabilities Act and EEOC requirements?
- How will the organization offer programs at reasonable and competitive costs for participants?
- What are the overall benefits for both the Agency and the Proposing Partners?



D. Additional Assistance

XX is aware that the partnership process does entail a great deal of background work on the part of the Proposing Partner. The following list of resources may be helpful in preparing a proposal:

- Courses are available through local colleges and universities to help organizations develop a business plan.
- The Chamber of Commerce offers a variety of courses and assistance for business owners and for those contemplating starting new ventures.
- Reference Librarians at local libraries can be very helpful in identifying possible funding sources and partners, including grants, foundations, financing, etc.
- Relevant information including the XX Comprehensive and Master Plans, the Parks and Recreation Master Plan, site maps, and other documents are available at the Agency Offices. These documents may be copied or reviewed, but may not be taken off-site.
- The XX Web Site (*insert web site address here*) has additional information.
- If additional help or information is needed, please call (###) ###-####.



Part Two
Proposed Partnership Outline Format
(Sample format to be used by the Parks & Recreation Department)

Please provide as much information as possible in the following outline form.

I. Description of Proposing Organization:

- Name of Organization
- Years in Existence
- Contact Names, Mailing Address,
- Purpose of Organization
- Services Provided
- Member/User/Customer

Profiles

- Physical Address, Phone, Fax, E-mail
- Accomplishments
- Legal Status

II. Summary of Proposal (100 words or less)

What is being proposed?

III. Benefits to the Partnering Organization

Why is your organization interested in partnering with the XX Parks & Recreation Department? Please individually list and discuss the benefits (monetary and non-monetary) for your organization.

IV. Benefits to the XX Parks & Recreation Department

Please individually list and discuss the benefits (monetary and non-monetary) for the XX Parks & Recreation Department and residents of the Agency.

V. Details (as currently known)

The following page lists a series of *Guiding Questions* to help you address details that can help outline the benefits of a possible partnership. Please try to answer as many as possible with currently known information. Please include what your organization proposes to provide and what is requested of XX Parks & Recreation Department. Please include (as known) initial plans for your concept, operations, projected costs and revenues, staffing, and/or any scheduling or maintenance needs, etc.

Guiding Questions

Meeting the Needs of our Community:

- In your experience, how does the project align with park and recreation goals?
- How does the proposed program or facility meet a need for Agency residents?
- Who will be the users? What is the projected number and profile of participants who will be served?
- What alternatives currently exist to serve the users identified in this project?



- How much of the existing need is now being met? What is the availability of similar programs elsewhere in the community?
- Do the programs provide opportunities for entry-level, intermediate, and/or expert skill levels?

The Financial Aspect:

- Can the project generate more revenue and/or less cost per participant than the Agency can provide with its own staff or facilities?
- Will your organization offer programs at reasonable and competitive costs for participants? What are the anticipated prices for participants?
- What resources are expected to come from the Parks & Recreation Department?
- Will there be a monetary benefit for the Agency, and if so, how and how much?

Logistics:

- How much space do you need? What type of space?
- What is your proposed timeline?
- What are your projected hours of operations?
- What are your initial staffing projections?
- Are there any mutually-beneficial cooperative marketing benefits?
- What types of insurance will be needed and who will be responsible for acquiring and paying premiums on the policies?
- What is your organization's experience in providing this type of facility/program?
- How will your organization meet Americans with Disabilities Act and EEO requirements?

Agreements and Evaluation:

- How, by whom, and at what intervals should the project be evaluated?
- How can you assure the Agency of long-term stability of your organization?
- What types and length of agreements should be used for this project?
- What types of “exit strategies” should we include?
- What should be done if the project does not meet the conditions of the original agreements?



