



# CITY of SPENCER

Parks and Recreation Master Plan  
September 2020



# ACKNOWLEDGEMENTS

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## **SPECIAL THANKS TO:**

The Citizens of Spencer and Clay County who provided feedback to help produce this document.

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# EXECUTIVE SUMMARY

## A. Purpose of this Plan

The purpose of the Spencer Parks and Recreation Master Plan is to create an updated, comprehensive Parks and Recreation Master Plan. The plan will include the existing incorporated boundaries within the City limits as well as unincorporated areas outlined for future expansion. The City's last comprehensive plan was completed in 2000.

During the initial Strategic Kick-Off meeting, a project team comprised of City staff members and the consultant team identified several goals for the project. These are intended to guide and lead to a successful development of the plan for the City of Spencer to move forward.

### GOALS IDENTIFIED BY THE PROJECT TEAM

- Identify future park locations
- Determine if current park uses are appropriate
- Expand existing trail system, eventually tying into larger regional system
- Compare staffing and budgets to other communities and trends
- Determine future plans for the aquatic center
- Determine appropriate location for the campground
- Create strategic plan with YMCA for increased organized programs in parks
- Increase utilization of the river as a natural resource
- Provide options for a "greener" downtown corridor
- Identify donation and volunteer opportunities to implement master plan goals
- Provide recommendations for splash pad location
- Explore opportunities for the community to hold more outdoor public events
- Provide a broader range of park programming for all ages, especially more opportunities for adults

## B. Planning Process Summary

The process used in developing this master plan included the formation of an integrated project team that included select staff from the City, the consultant team of Stockwell Engineers, GreenPlay, and RRC Associates, as well as local city leadership, stakeholders, and the community. The project team provided detailed input to the consultant team throughout the project. This process allowed for a collaborative approach to create a comprehensive plan that blends consultant expertise with the local knowledge of community members and stakeholders.

The following chart highlights the timeline of the process:

<b>Strategic Kick-off and Determination of Critical Success Factors</b>	<b>November 2019</b>
Project Coordination	November
Document Collection/Integration of Existing Plans	November
Determination of Project Goals	November
<b>Community Engagement</b>	<b>January – March 2020</b>
Initial Information Gathering	January
Focus Groups/Staff and Stakeholder Interviews	January
Community Public Meeting	January
Statistically Valid Survey	February
Open Link Survey	March
<b>Facility Inventory and Level of Service Analysis</b>	<b>November 2019 – May 2020</b>
Inventory and Level of Service Analysis	November - May
Assessment of Existing Standards	November - May
Demographics, Trends, and Community Profile	January - March
Organizational Analysis	January - May
Program Analysis	January - May
<b>Action/Implementation Plan</b>	<b>May 2020</b>
Visioning Workshop	May
Action Plan/Recommendations	May
Findings Presentation	May
<b>Draft and Final Plans, Presentations, and Deliverables</b>	<b>June – August 2020</b>
Draft Plan Presentation	July
Final Plan Presentation	August

### C. Inventory Assessment Summary

The Spencer Parks and Recreation Department oversees 16 parks with a total of 422 acres. The Spencer Parks and Recreation Department is providing 37.28 acres/1,000 population, which well exceeds the NRPA recommendation of 6.25 – 10.0 acres/1,000 population. Even if the Special Use park sites are not included in the overall acreage inventory, Spencer still has a surplus of 115.41 acres with 16 acres/1,000 population.

The Spencer Parks and Recreation Department's existing park facilities are generally in good condition and provide adequate amenities to serve the neighborhood or larger community as intended. The park district meets NRPA guidelines on acres per 1,000 residents at 38.6 acres. The overall distribution pattern of the parks and facilities indicates Spencer is well covered, except for the far south west corner which does not lie within any park service area. Spencer should consider adding a neighborhood park and trail in this area of the city. If you combine the service area summary with the residents' satisfaction with the overall quality and maintenance of the park sites, it is evident that the Spencer Parks and Recreation Department offers facilities and services that meet the residents' expectations.



## D. Recommendations and Action Plan Summary Table

### Goal 1: Organizational

**Objective 1.1:**

Improve Department maintenance of parks, facilities, and other assets

**Objective 1.2:**

Improve marketing/outreach to community

**Objective 1.3:**

Assess staffing structure and responsibilities to maintain parks, facilities, and other assets

### Goal 2: Program and Service Delivery

**Objective 2.1:**

Increase recreational programming

**Objective 2.2:**

Improve special and community events

**Objective 2.3:**

Enhance public art/art programs

**Objective 2.4:**

Add rental opportunities

**Objective 2.5:**

Increase passive programming

**Objective 2.6:**

Increase fitness and wellness opportunities

**Objective 2.7:**

Enhance environmental/nature programming

### Goal 3: Increase Facilities and Amenities

**Objective 3.1:**

Improve park maintenance

**Objective 3.2:**

Prioritize and schedule park updates

**Objective 3.3:**

Create splash pad plan

**Objective 3.4:**

Design Aquatic Center expansion

**Objective 3.5:**

Update Earl Page Park

**Objective 3.6:**

Update Pederson Park

**Objective 3.7:**

Update East Leach Campground

**Objective 3.8:**

Update West Leach Park.

**Objective 3.9:**

Upgrade Fairview Tennis Courts

**Objective 3.10:**

Upgrade Storybook Park

**Objective 3.11:**

Add a new park in the southwest quadrant of the City

**Objective 3.12:**

Update park signs

**Objective 3.13:**

Update site furnishings, benches, and trash cans

**Objective 3.14:**

Improve lighting

**Objective 3.15:**

Upgrade restrooms..

**Objective 3.16:**

Improve trails and connectivity

**Objective 3.17:**

Add trail loop in southwest quadrant of the City

**Objective 3.18:**

Improve water trails and river access

**Objective 3.19:**

Update park signs

**Objective 3.20:**

Design and build a new parks maintenance shop

## Goal 4: Finance

**Objective 4.1:**

Identify opportunities to increase funding

**Objective 4.2:**

Implement a scholarship program

**Objective 4.3:**

Evaluate fee structures

**Objective 4.4:**

Apply for grants

# I. INTRODUCTION AND PLANNING CONTEXT



## A. Purpose of this Plan

The purpose of the Spencer Parks and Recreation Master Plan is to create an updated, comprehensive Parks and Recreation Master Plan. The plan will include the existing incorporated boundaries within the City limits as well as unincorporated areas outlined for future expansion. The City's last comprehensive plan was completed in 2000.

During the initial Strategic Kick-Off meeting, a project team comprised of City staff members and the consultant team identified several goals for the project. These are intended to guide and lead to a successful development of the plan for the City of Spencer to move forward.

### GOALS IDENTIFIED BY THE PROJECT TEAM:

- Identify future park locations
- Determine if current park uses are appropriate
- Expand existing trail system, eventually tying into larger regional system
- Compare staffing and budgets to other communities and trends
- Determine future plans for the aquatic center
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- Create strategic plan with YMCA for increased organized programs in parks
- Increase utilization of the river as a natural resource
- Provide options for a "greener" downtown corridor
- Identify donation and volunteer opportunities to implement master plan goals
- Provide recommendations for splash pad location
- Explore opportunities for the community to hold more outdoor public events
- Provide a broader range of park programming for all ages, especially more opportunities for adults

## B. Department Overview

The City places an emphasis on park maintenance, improvements, developments, recreation programming, and its trail system. Currently, the Parks and Recreation Department oversees the following:

- More than 15 parks and open spaces (combining for 400+ acres, natural areas, playgrounds, tennis courts, Frisbee golf)
- Campground
- Aquatic center
- Sports complex (consisting of baseball and softball fields)
- 18+ miles of trails
- Recreational programming in a partnership with the local YMCA

The Department services a population of just over 11,000 along with surrounding non-incorporated communities that benefit from the services the Department offers. The Department operates with a budget of just over \$1 million and staff is comprised of 3 full-time employees and seasonal parks and cemetery staff, with help from volunteers and other community partnerships. The City Vision and Mission statements provide a guide to providing Parks and Recreation Services to the community.

### VISION STATEMENT:

A vibrant, thriving center of the region's growth

### MISSION STATEMENT:

Spencer enriches the quality of life of its citizens while attracting new business investments, high-quality jobs, and a growing population.

## C. Methodology of this Planning Process

The process used in developing this master plan included the formation of an integrated project team that included select staff from the City, the consultant team of Stockwell Engineers, GreenPlay, and RRC Associates, as well as local city leadership, stakeholders, and the community. The project team provided detailed input to the consultant team throughout the project. This process allowed for a collaborative approach to create a comprehensive plan that blends consultant expertise with the local knowledge of community members and stakeholders.

The development of this plan included the following tasks which are more fully outlined in the following sections:

- Document Collection and Review
- Community Engagement
- Facility Inventory and Level of Service Analysis
- Operational and Program Analysis
- Recommendations: Goals, Objectives, and Action Plan

## Document Collection and Review

The City provided the consultants with information related to Department operations to assist with the analysis and preparation of the plan including:

- Facility inventory
- Parks inventory
- Programs
- Other service providers
- Department operations
- Department budget
- Policies and procedures
- Previous planning efforts, including:
  - 2000 – Master Park and Recreation Plan
  - 2005 – Master Trails Plan
  - 2015 – Campground Assessment
  - 2015 – Spencer Aquatic Center Assessment
  - 2018 – Economic Development Strategic Work Plan

## Community Engagement

Providing a variety of methods for the community to participate results in the richest data for analysis, the following methods were used:

- Focus groups
- Stakeholder meetings
- Community-wide public meetings
- Statistically-valid community interest and opinion survey
- Open link survey

## Facility Inventory and Level of Service Analysis

A full inventory of parks and facilities using existing mapping and on-site visits to verify amenities and assess the condition of the facilities and surrounding areas, along with the following assessments were conducted:

- Interviews with staff to provide information about parks and recreation facilities and services, along with insight regarding the current practices and experiences in serving residents and visitors
- Identification of alternative providers of recreation services to determine market needs and opportunities in the area for potential new facilities, improvements to current facilities, and new and improved services
- Targeting a level of service that is both feasible and aligned with the desires of citizens as expressed through the statistically valid survey and other public outreach methods

## Operational and Program Analysis

- Evaluation of current operational structure
- Evaluation of current staffing levels
- Evaluation of current program offerings
- Statistically valid community interest and opinion survey
- Identification of alternative providers
- Identification of potential partner organizations

## 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 operational impacts, and timeframe to support the implementation of the plan

The following chart highlights the timeline of the process:

**Table 1: Timeline Process Summary**

<b>Strategic Kick-off and Determination of Critical Success Factors</b>	<b>November 2019</b>
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The process allowed the City to understand the current context of the Department and the community about parks and recreation. The process allowed all individuals in the community to have an opportunity to provide input through community meetings, the open link survey, and public meetings. All information gathered through the process was considered to identify the needs and desires of the community and was used to construct a plan that will benefit the City of Spencer for the next ten years.

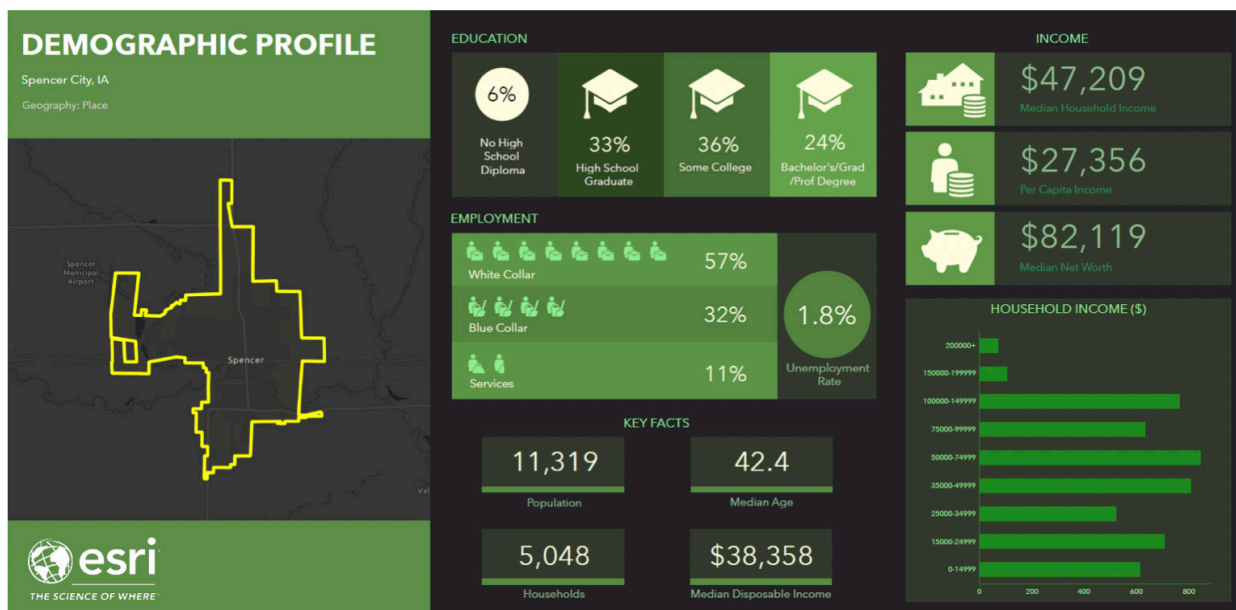
# II. COMMUNITY AND IDENTIFIED NEEDS



## A. Demographic Profile

By analyzing population data, trends emerge that inform decision making and resource allocation strategies for the provision of parks, recreation, and open space management. This demographic profile was compiled in January 2020 from a combination of sources including the ESRI Business Analyst, American Community Survey, and U.S. Census.

Figure 1: City of Spencer Demographic Overview

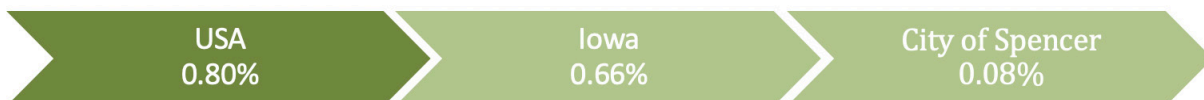


Source: ESRI Business Analyst, U.S. Census

## Population

Growth rates can be a strong comparative indicator of an area's potential for economic development. From 2010 to 2019, the population of City of Spencer on average grew 0.08 percent annually each year, slower than the State of Iowa at 0.66 percent. From 2019 to 2024, the growth rate for the City of Spencer is projected to slow to -0.07 percent.

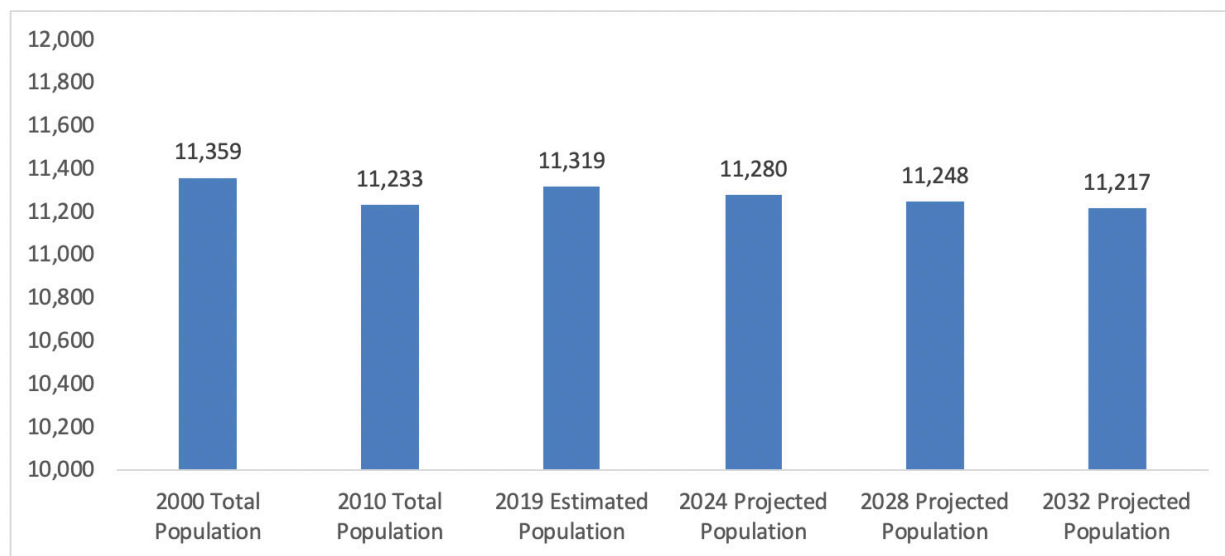
Figure 2: Population Annual Growth Rates (2010 – 2019)



Source: ESRI Business Analyst, U.S. Census

If this projected negative growth rate continues, the population would potentially be less in 2032 (11,217) than in 2000 (11,359). However, U.S. Census population projects are not always accurate, and cannot predict shifts in economic development, housing, or other trends.

**Figure 3: Projected Population Trends from 2000 to 2032**



Source: ESRI Business Analyst, U.S. Census, Population projections from 2028 to 2032 based on 2019 – 2024 growth rate of -0.07 percent

### Age & Gender Distribution

The City of Spencer is made up of 51.90 percent female and 48.09 percent male, with slightly more females than the State of Iowa as a whole.

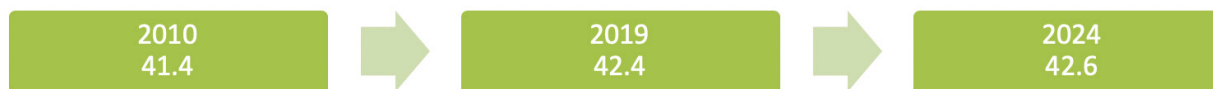
**Table 2: City of Spencer Gender Distribution Compared to State and National Averages**

	City of Spencer	Iowa	USA
2019 Female Population (%)	51.90%	50.31%	50.75%
2019 Male Population (%)	48.09%	49.69%	49.25%

Source: ESRI Business Analyst, U.S. Census

Between 2010 and 2024, the median age in the City of Spencer is projected to increase from 41.4 years of age to 42.6 years.

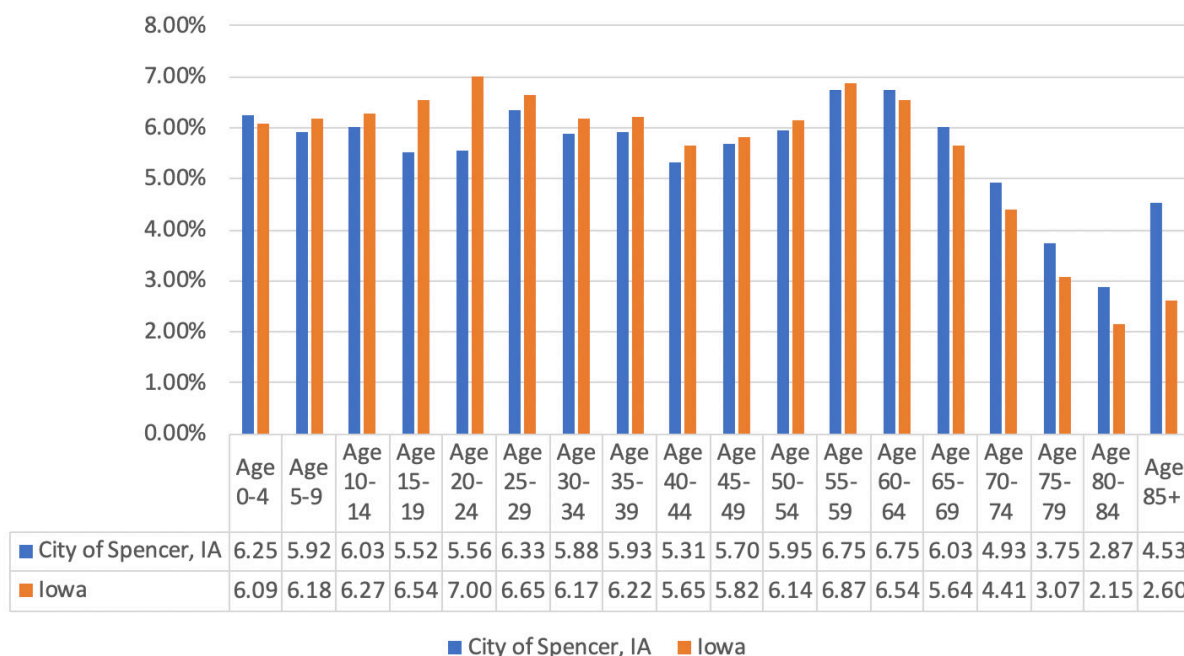
**Figure 4: Median Age of City of Spencer between 2010 and 2024**





Looking at the population age breakdown by five-year increments in the Figure below, there are a few key conclusions. There is a high percentage of residents age 85 plus in the City of Spencer (4.53%), especially when compared to the State of Iowa (2.6%) and the United States (2.02%). Ages 55 to 69 also make up a large percentage of the population, making up almost 20 percent of the community. The State of Iowa has a higher representative of 15- to 24-year-olds than Spencer.

**Figure 5: 2019 Age Distribution in City of Spencer**



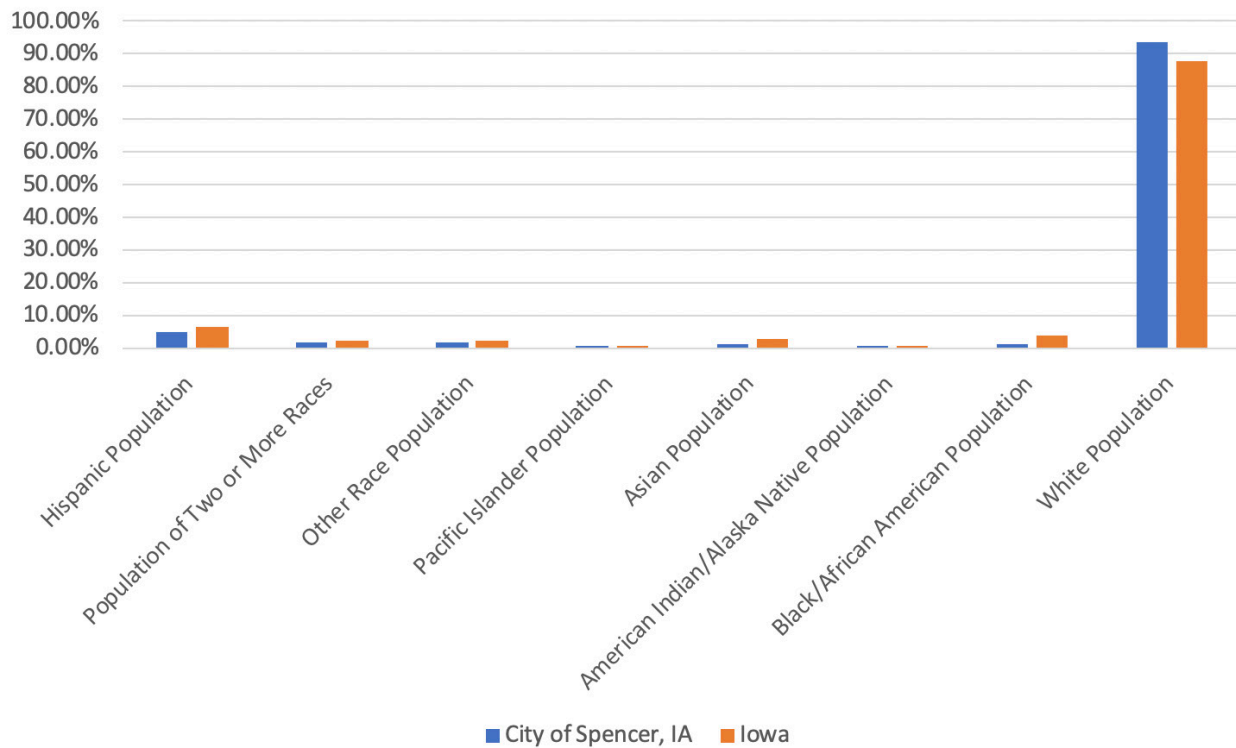
Source: ESRI Business Analyst, U.S. Census

## Race/Ethnic Character

In the United States, communities are generally becoming more diverse. Before comparing this data, it is important to note how the U.S. Census classifies and counts individuals who identify as Hispanic. The Census notes that Hispanic origin can be viewed as the heritage, nationality, lineage, or country of birth of the person or the person’s parents or ancestors before arrival in the United States. In the U.S. Census, people who identify as Hispanic, Latino, or Spanish are included in all of the race categories. **Figure 6** on the following page reflects the approximate racial/ethnic population distribution.

The City is made up of 93.71 percent of White/Caucasian residents, with less than five percent of the population identifying as Hispanic. The total minority population is only 8.69 percent of the population, compared to the State of Iowa at 15.33 percent.

**Figure 6: 2019 Racial/Ethnic Diversity of City of Spencer**



Source: ESRI Business Analyst, U.S. Census

### Educational Attainment

Analyzing the highest levels of educational attainment indicates that the City of Spencer had similar education levels as the State of Iowa and the United States. One primary difference was the attainment of graduate/professional level degrees. In the City of Spencer, only 5.82 percent of residents had completed that level of education, compared to 12.54 percent in the United States. Another interesting finding is that the percentage of those who had not received a high school degree or equivalent, such as a GED, was lower in the City than both the State of Iowa and the United States.

**Table 3: 2019 City of Spencer Educational Attainment**

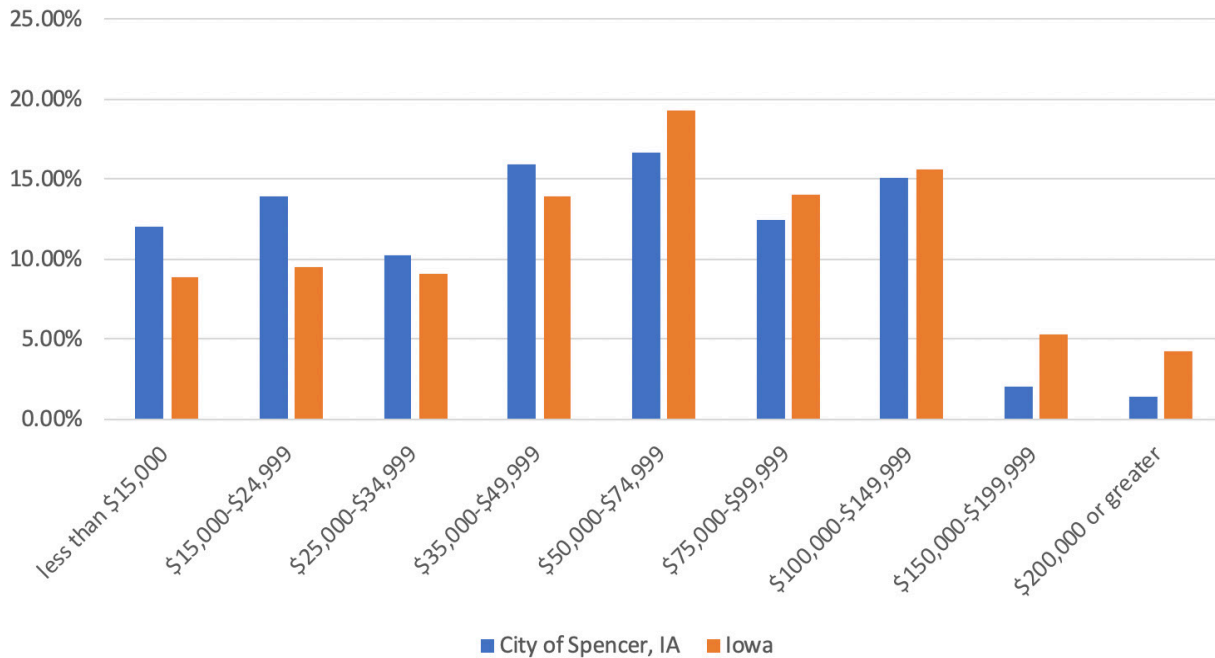
Level of Education	City of Spencer	Iowa	USA
Less than 9th Grade (%)	1.97%	3.11%	4.90%
9-12th Grade/No Diploma (%)	4.42%	4.66%	6.74%
High School Diploma (%)	27.25%	26.00%	23.13%
GED/Alternative Credential (%)	5.92%	4.06%	3.90%
Some College/No Degree (%)	24.34%	20.96%	20.23%
Associate's Degree (%)	11.69%	11.74%	8.58%
Bachelor's Degree (%)	18.58%	19.74%	19.98%
Graduate/Professional Degree (%)	5.82%	9.75%	12.54%

Source: ESRI Business Analyst, U.S. Census

## Household Data

- The median household income in City of Spencer in 2019 was \$47,209, lower than the median household income in Iowa at \$58,745.
- The median home value in City of Spencer was \$131,629, lower than the median home value of Iowa (\$155,685) and the United States (\$234,154).
- The average household size was 2.20 in the City of Spencer, compared to 2.43 in Iowa, and 2.6 in the United States.
- Approximately 13.66 percent of households in City of Spencer received food stamps in 2019, higher than the rate in Iowa at 11.19 percent. About 15 percent of City residents are considered below the poverty level.
- Approximately 30 percent of residents live with some sort of hearing difficulty, vision difficulty, cognitive difficulty, ambulatory difficulty, self-care difficulty, and/or independent living difficulty. This is higher than the national average (25%).

**Figure 7: Median Household Income Distribution in City of Spencer**

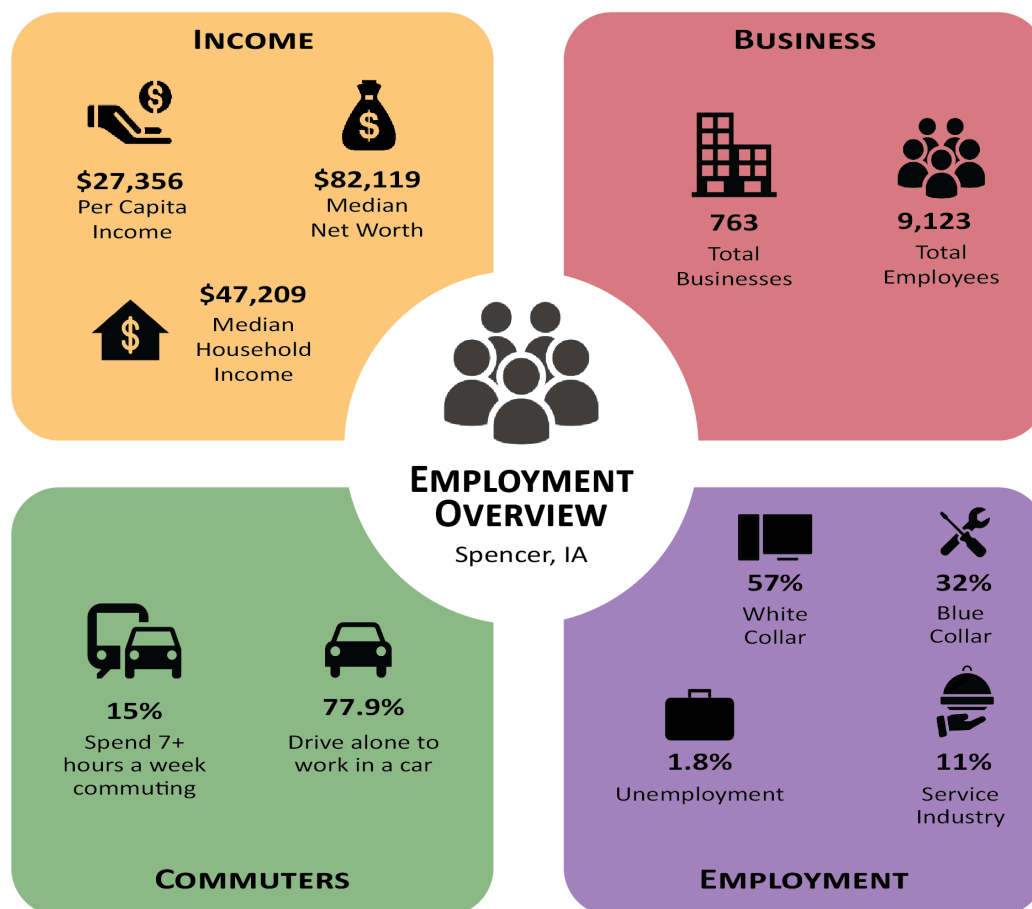


Source: ESRI Business Analyst, U.S. Census

## Employment

- Roughly 57 percent of the population is employed in white collar positions, which typically performs managerial, technical, administrative, and/or professional capacities. Approximately 32 percent were employed by blue collar positions, such as construction, maintenance, etc. 11 percent worked in the service industry.
- About 1.8 percent of the population was unemployed in 2019, lower than the rate of Iowa (2.6%) and the United States (4.6%).
- In terms of commuting, about 15 percent of workers spend seven or more hours commuting back and forth to work each week, and 77.9 percent of commuters drive alone in a car to work.

Figure 8: Employment Overview in City of Spencer, Iowa



Source: ESRI Business Analyst, U.S. Census

## B. Park and Recreation Influencing Trends

The changing pace of today's world requires analyzing recreation trends from both a local and national level. Understanding the participation levels of district residents using data from the U.S. Census Bureau, combined with research of relevant national recreation trends, provides critical insights that help to plan for the future of parks and recreation. These new shifts of participation in outdoor recreation, sports, and cultural programs are an important component of understanding and serving community.

### PART 1: RECREATION BEHAVIOR AND EXPENDITURES OF CITY OF SPENCER HOUSEHOLDS

- Estimated Household Spending on Participation on Recreation
- Adult Participation in Team Sports
- Adult Participation in Fitness Activities
- Adult Participation in Outdoor Recreation
- Adult Participation in Leisure Activities

### PART 2: PARKS AND RECREATION TRENDS RELEVANT TO CITY OF SPENCER

- Adventure Programming
- Americans with Disabilities Act (ADA) Compliance
- Aquatics & Water Recreation Trends
- Community Events and Festivals
- Cycling Trends
- Dog Parks
- Generational Trends in Recreation
- Nationwide Fitness Activity Trends
- Nature Programming/Nature Deficit Disorder
- Outdoor Fitness Trails
- Outdoor Recreation
- Pickleball
- Signage and Wayfinding
- Splashpads
- Winter Recreation



## Parks and Recreation Trends Relevant to City of Spencer

### Local Recreational Expenditures

Data from the Bureau of Labor Statistics provides insights about consumer expenditures per household in 2019. The following information was sourced from ESRI Business Analyst, which provides a database of programs and services where City of Spencer residents spend their money. The table below shows the average dollars spent on various recreational products/services. Money spent on fees and admissions related to entertainment and recreation generated the highest revenues of \$2.35 million in City of Spencer.

**Table 4: Recreational Expenditures in City of Spencer, Iowa**

Variable	Individual	Total
Entertainment/Recreation - Fees & Admissions	\$465.96	\$2,352,153
Membership Fees for Social/Recreation/Civic Clubs	\$152.19	\$768,264
Entertainment/Recreation -Sports/Rec/Exercise Equipment	\$145.34	\$733,690
Fees for Recreational Lessons	\$88.23	\$445,399
Entertainment/Recreation - Toys/Games/Crafts/Hobbies	\$86.81	\$438,196
Camp Fees	\$41.01	\$207,028
Pet Services	\$46.08	\$232,620
Bicycles	\$21.56	\$108,829
Hunting & Fishing Equipment	\$48.44	\$244,528
Camping Equipment	\$13.44	\$67,821
Water Sports Equipment	\$4.53	\$22,881
Winter Sports Equipment	\$3.26	\$16,444

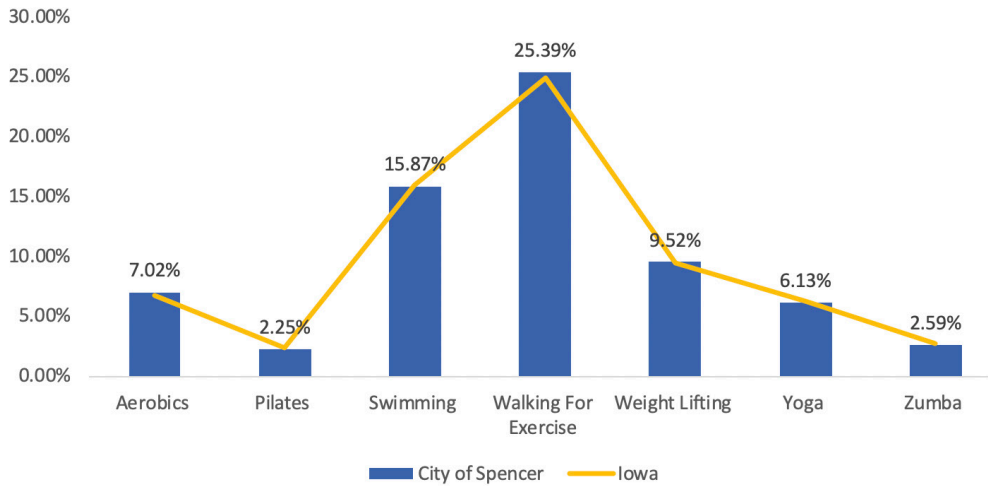
Source: ESRI Business Analyst

### Fitness and Health Behavior

The figure below shows household participation in various fitness activities. Participation was highest for the following activities:

- Walking for Exercise (25.4%)
- Swimming (15.9%)
- Weightlifting (9.5%)

**Figure 9: Fitness and Wellness Participation of City of Spencer compared to the State of Iowa**

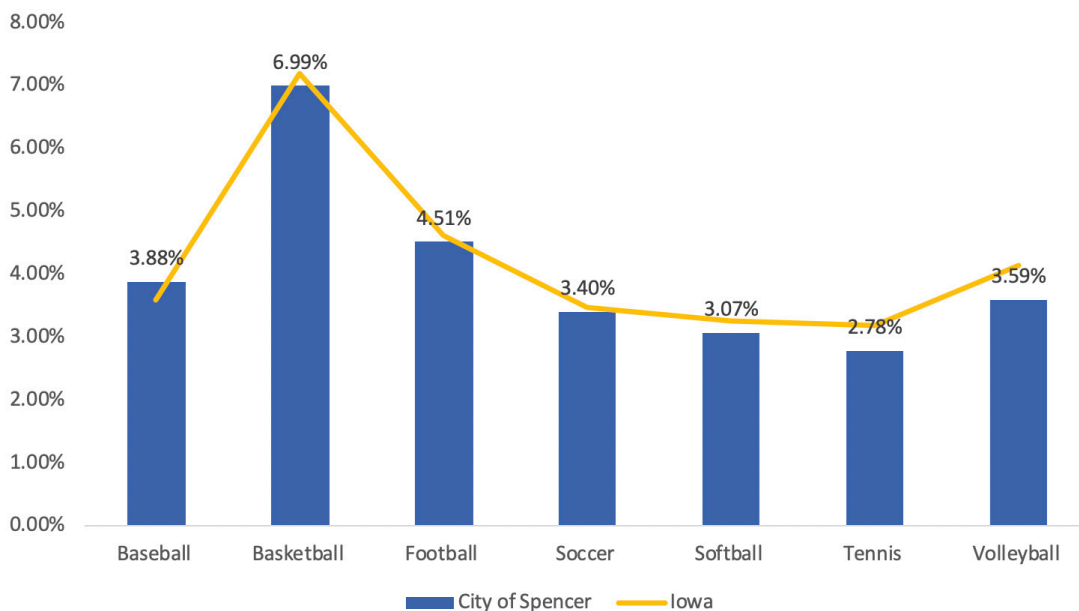


Source: U.S. Census Bureau; ESRI Business Analyst

### Team Sport Participation

According to census data, households in City of Spencer had the highest participation in basketball (6.99%), football (4.51%), and volleyball (3.59%).

**Figure 10: Team Sport Household Participation in City of Spencer compared to State of Iowa**



Source: U.S. Census Bureau; ESRI Business Analyst

### Adventure Programming

Many people used to look to travel or tourist agencies for adventurous excursions reserved for private companies. However, more municipalities have started to offer exciting experiences such as zip lining, challenge/obstacle courses, and other risk-taking elements on a local level. These agencies may form partnerships with specialized companies to provide adventure packages or they may offer them in-house. One example of an effective partnership for outdoor adventure is in Castle Rock, Colorado. Philip S. Miller Park offers an incredible example to how an adventure park can be effectively maintained and operated through a public private partnership.

While the park is owned and operated by the Town of Castle Rock Parks and Recreation Department, one of its largest attractions, complete with zip line tours, the EPIC Sky Trek, and the EPIC Adventure Tower, is owned and operated by a company called Royal Gorge Zip Line Tours. This company hires and trains its own staff, maintains its own equipment, and does an impressive job at marketing the park through videos, social media, and other promotional tactics. The lease agreement grants the town five percent of the gross revenues.

As for the adventure elements themselves, the zip line tours offer up to ten different flying courses, some reaching 50 miles per hour. The second feature, the Epic Sky Trek, has three different levels, each for various abilities, ideal for team building. It even features some of the most popular Ninja Warrior elements. Beyond the adventure features offered through the partnership, there are also adventure elements throughout the park, managed by the parks and recreation department. On top of the 7.4 miles of single-track trails, the Challenge Hill outdoor staircase puts walkers and runners to the test with 200 timber steps to the top of the mountain. From the trails, you will probably notice the impressive adventure playground that takes advantage of the topographic landscape.

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From the trails, you will probably notice the impressive adventure playground that takes advantage of the topographic landscape.



**Figure 11: Castle Rock Zip Line Tours Epic Tower Element**





**Figure 12: Roanoke County Parks and Recreation “Explore Park” Cargo Net**

Castle Rock, CO, is not the only agency capitalizing on adventure programming. Roanoke County Parks and Recreation in Virginia recently redeveloped “Explore Park” – an outdoor adventure attraction with trails, camping, zip lines, and challenge obstacles. Several programs take place at the park – such as introductions to paddle boarding, stargazing and astronomy, wildlife classes, and much more. Riverfront access provides fishing, boat launches, and tubing – managed by a local concessionaire. “Treetop Quest” is the aerial park that gives participants four and up the chance to fly on “Tarzan swings,” climb cargo nets, and balance on tight ropes.

### ADA Compliance

On July 26, 1990, the federal government officially recognized the needs of people with disabilities through the Americans with Disabilities Act (ADA). This civil right law expanded rights for activities and services offered by both state and local governmental entities (Title II) and non-profit/for-profit entities (Title III). Parks and Recreation agencies are expected to comply by the legal mandate, which means eliminating physical barriers to provide access to facilities, and providing reasonable accommodations regarding recreational programs through inclusive policies and procedures.

It is a requirement that agencies develop an ADA Transition Plan, which details how physical and structural barriers will be removed to facilitate access to programs and services. The Transition Plan also acts as a planning tool for budgeting and accountability.<sup>1</sup>

### Aquatics and Water Recreation Trends

In 2018, the National Sporting Goods Association (NSGA) ranked swimming second nationwide in sports participation.<sup>2</sup> However, in the past several years, several different aquatics trends have emerged that offer a new take on the traditional rectangle pool. Nationally, there is an increasing trend towards indoor leisure and therapeutic pools. This is important, as swimming for fitness was the top aspirational activity for “inactives” in all age groups, according to the Sports & Fitness Industry Association (SFIA) 2016 Sports, Fitness and Leisure Activities Topline Participation Report. Lazy rivers have become more common as a leisure pool element, but also for swim lessons, therapeutic reasons, and sports conditioning work.<sup>3</sup>

To add a fun aquatics element, agencies are experimenting with using large inflatables in pools. Most of these inflatables are related to challenge course elements, with slides, rock climbing elements, and other obstacles. Regarding pool design, zero-depth entry is considered more accessible for young children, seniors, and those with disabilities. Splash pad elements are also becoming more common in shallow waters. In addition, sometimes volleyball nets and basketball hoops can be installed to encourage play.<sup>4</sup>

1 Mark Trieglaff and Larry Labiak, National Recreation and Park Association: “Recreation and the Americans with Disabilities Act,” Accessed August 2019: <https://www.nrpa.org/parks-recreation-magazine/2016/august/recreation-and-the-americans-with-disabilities-act/>

2 “2018 Sport Participation Snapshot,” National Sporting Goods Association, 2018.

3 “Sports, Fitness, and Leisure Activities Topline Participation Report,” Sports and Fitness Industry Association, 2016.

4 “Swim with the Current: What’s Trending in Aquatics,” Campus Rec, 2018. <https://campusrecmag.com/swim-current-trending-aquatics/>

## Community Events and Festivals

In the context of urban development, from the early 1980's there has been a process that can be characterized as "festivalization," which has been linked to the economic restructuring of towns and cities, and the drive to develop communities as large-scale platforms for the creation and consumption of "cultural experience."

The success rate for festivals should not be evaluated simplistically solely based on profit (sales), prestige (media profile), size (numbers of events). Research by the European Festival Research Project (EFRP)<sup>5</sup> indicates there is evidence of local and city government supporting and even instigating and managing particular festivals themselves to achieve local or regional economic objectives, often defined very narrowly (sales, jobs, tourists). There is also a growing number of smaller, more local, community-based festivals and events in communities, most often supported by local councils that have been spawned partly as a reaction to larger festivals that have become prime economic-drivers. These community-based festivals often will re-claim cultural ground based on their social, educational, and participative value. For more information on the values of festivals and events, see the CRC Sustainable Tourism research guide<sup>6</sup> on this topic.

In 2014, festivals grew in popularity as economic drivers and urban brand builders. Chad Kaydo describes the phenomenon in the January 2014 issue of *Governing Magazine*: "Municipal officials and entrepreneurs see the power of cultural festivals, innovation-focused business conferences and the like as a way to spur short-term tourism while shaping an image of the host city as a cool, dynamic location where companies and citizens in modern, creative industries can thrive."<sup>7</sup>

## Cycling Trends

These activities are attractive as they require little equipment, or financial investment, to get started, and are open to participation to nearly all segments of the population. For these reasons, participation in these activities are often promoted as a means of spurring physical activity and increasing public health. The design of a community's infrastructure is directly linked to physical activity – where environments are built with bicyclists and pedestrians in mind, more people bike and walk. Higher levels of bicycling and walking also coincide with increased bicycle and pedestrian safety and higher levels of physical activity. Increasing bicycling and walking in a community can have a major impact on improving public health and life expectancy.

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<sup>5</sup> EFRP is an international consortium seeking to understand the current explosion of festivals and its implications and perspective. <http://www.efa-aef.eu/en/activities/efrp/>, accessed October 2012.

<sup>6</sup> Ben Janeczko, Trevor Mules, Brent Ritchie, "Estimating the Economic Impacts of Festivals and Events: A Research Guide," Cooperative Research Centre for Sustainable Tourism, 2002, <http://www.sustainabletourisonline.com/1005/events/estimating-the-economic-impacts-of-festivals-and-events-a-research-guide>, accessed October 2012.

<sup>7</sup> Chad Kaydo, "Cities Create Music, Cultural Festivals to Make Money," *Governing*, January 2014, <http://www.governing.com/topics/finance/gov-cities-create-mucis-festivals.html>.

#### **PUBLIC HEALTH TRENDS RELATED TO BICYCLING AND WALKING INCLUDE:**

- Quantified health benefits of active transportation can outweigh any risks associated with the activities by as much as 77 to 1 and add more years to our lives than are lost from inhaled air pollution and traffic injuries.
- Between 1966 and 2009, the number of children who bicycled or walked to school fell 75 percent, while the percentage of obese children rose 276 percent.
- Bicycling to work significantly reduces absenteeism due to illness. Regular bicyclists took 7.4 sick days per year, while non-bicyclists took 8.7 sick days per year.

#### **ECONOMIC BENEFITS OF BICYCLING AND WALKING INCLUDE:**

- Bicycling and walking projects create 8 to 12 jobs per \$1 million spent, compared to just 7 jobs created per \$1 million spent on highway projects.
- Cost benefit analyses show that up to \$11.80 in benefits can be gained for every \$1 invested in bicycling and walking.

#### **NATIONAL BICYCLING TRENDS:**

- There has been a gradual trend of increasing bicycling and walking to work since 2005.
- Infrastructure to support biking communities is becoming more commonly funded in communities.
- Bike share systems, making bicycles available to the public for low-cost, short-term use, have been sweeping the nation since 2010. Twenty of the most populous U.S. cities have a functional bike share system.
- Bicycle touring is becoming a fast-growing trend around the world, including the United States and Canada. "Travelers are seeking out bike tours to stay active, minimize environmental impact, and experience diverse landscapes and cityscapes at a closer level."<sup>8</sup>
- Urban bike tours, popular in cycle-friendly cities in Europe, are taking hold in the United States as well. Bikes and Hikes LA, an eco-friendly bike and hike sightseeing company founded in September 2014 offers visitors the opportunity to "see the city's great outdoors while getting a good workout." In New York, a hotel and a bike store are partnering to offer guests cruisers to explore the city during the summer of 2014.<sup>9</sup>
- One of the newest trends in adventure cycling is "fat bike," multiple speed bikes that are made to ride where other bikes can't be ridden, with tires that are up to 5 inches wide run at low pressure for extra traction. Most fat bikes are used to ride on snow, but they are also very effective for riding on any loose surface like sand or mud. They also work well on most rough terrain or just riding through the woods. This bike offers unique opportunities to experience nature in ways that would not be possible otherwise.<sup>10</sup>

8 Hope Nardini, "Bike Tourism a Rising Trend," Ethic Traveler, <http://www.ethicaltraveler.org/2012/08/bike-tourism-a-rising-trend/>, accessed March 2014

9 Michelle Baran, "New Trend: Urban Bike Tours in Los Angeles and New York," Budget Travel Blog, <http://www.budgettravel.com/blog/new-trend-urban-bike-tours-in-los-angeles-and-new-york.11772/>, accessed March 2014

10 Steven Pease, "Fat Bikes, How to Get the Most Out of Winter Cycling," Minnesota Cycling Examiner, <http://www.examiner.com/article/fat-bikes-the-latest-trend-adventure-cycling>, February 1, 2014.

Agencies around the country are working to proactively regulate E-Bikes on their trails and greenways. In September of 2019, the Interior's land agencies – including the National Park Service, the U.S. Fish and Wildlife Service, the Bureau of Land Management, and the Bureau of Reclamation – were ordered to allow E-bikes where other types of bicycles are allowed.

According to this policy, E-bikes are no longer defined as motorized vehicles.<sup>11</sup> Statewide, there are also regulations which should be considered at a local level in regard to allowing electrical assisted bicycles on bike paths, pedestrian paths and multi-purpose trails. Agencies such as Boulder County in Colorado are implementing pilot programs to test the potential of e-bikes on trails and the impact that they have to the environment, other trail users, and wildlife.<sup>12</sup>

## Dog Parks

Dog parks continue to see high popularity and have remained among the top planned addition to parks and recreational facilities over the past three years. They help build a sense of community and can draw potential new community members and tourists traveling with pets.<sup>13</sup>

In 2014, a new association was formed dedicated to providing informational resources for starting and maintaining dog parks, the National Dog Park Association. *Recreation Magazine*<sup>14</sup> suggests that dog parks can represent a relatively low-cost way to provide an oft-visited a popular community amenity. Dog parks can be as simple as a gated area, or more elaborate with “designed-for-dogs” amenities like water fountains, agility equipment, and pet wash stations, to name a few. Even “spraygrounds” are being designed just for dogs. Dog parks are also places for people to meet new friends and enjoy the outdoors.

The best dog parks cater to people with design features for their comfort and pleasure, but also with creative programming.<sup>15</sup> Amenities in an ideal dog park might include the following:

- Benches, shade, and water – for dogs and people
- At least one acre of space with adequate drainage
- Double gated entry
- Ample waste stations well-stocked with bags
- Sandy beaches/sand bunker digging areas
- Custom designed splashpads for large and small dogs
- People-pleasing amenities such as walking trails, water fountains, restroom facilities, picnic tables, and dog wash stations.

11 The Great Public Lands E-Bike Rush of 2019, Outside Online, 2019: <https://www.outsideonline.com/2402117/public-lands-ebikes>

12 “E-bikes on Open Space,” Boulder County, <https://www.bouldercounty.org/open-space/management/e-bikes/>, Accessed December 28, 2018

13 Joe Bush, “Tour-Legged-Friendly Parks, Recreation Management, February 2, 2016.

14 Emily Tipping, “2014 State of the Industry Report, Trends in Parks and Recreation,” Recreation Management, June 2014.

15 Dawn Klingensmith “Gone to the Dogs: Design and Manage an Effective Off-Leash Area”, Recreation Management, March 2014, [http://recmanagement.com/feature\\_print.php?fid=201403fe02](http://recmanagement.com/feature_print.php?fid=201403fe02)

## Generational Preferences

Activity participation and preferences tend to vary based on several demographic factors but can also differ based on generational preferences. According to the Pew Research Center, the following birth years identify generations into the categories below.

**Table 5: Generation by Age**

<b>Silent Generation</b>	<b>1928-45</b>
<b>Baby Boomers</b>	<b>1946-64</b>
<b>Generation X</b>	<b>1965-80</b>
<b>Millennial</b>	<b>1981-96</b>
<b>Generation Z</b>	<b>1997-Present</b>

*Source: Pew Research Center*

### **BABY BOOMERS**

As Baby Boomers enter and enjoy retirement, they are looking for opportunities in fitness, sports, outdoors, cultural events, and other activities that suit their lifestyles. With their varied life experiences, values, and expectations, Baby Boomers are predicted to redefine the meaning of recreation and leisure programming for mature adults. Boomers are second only to Generation X and Millennials in participation in fitness sports in 2019.<sup>16</sup>

Boomers will look to park and recreation professionals to provide opportunities to enjoy many life-long hobbies and sports. When programming for this age group, a customized experience to cater to the need for self-fulfillment, healthy pleasure, nostalgic youthfulness, and individual escapes are important. Recreation trends are shifting from games and activities that boomers associate with senior citizens. Activities such as bingo, bridge, and shuffleboard will likely be avoided because boomers relate these activities with old age.

### **GENERATION X**

Many members of Generation X are in the peak of their careers, raising families, and growing their connections within the community. As suggested by the 2017 Participation Report from the Physical Activity Council, members of Generation X were “all or nothing” in terms of their levels of physical activity; with 37 percent reported as highly active, and 27 percent reported as completely inactive. As further noted in the Report, over 50 percent of Generation X was likely to have participated in fitness and outdoor sports activities. An additional 37 percent participated in individual sports.

<sup>16</sup> Physical Activity Council, Participation Report, 2019: <http://www.physicalactivitycouncil.com/pdfs/current.pdf>

## THE MILLENNIAL GENERATION

The Millennial Generation is generally considered those born between about 1981 and 1996, and in April 2016, the Pew Research Center reported that this generation had surpassed the Baby Boomers as the nation's most populous age group.<sup>17</sup>

As Millennials tend to be more tech-savvy, socially conscious, achievement-driven age group with more flexible ideas about balancing wealth, work, and play. They generally prefer different park amenities, and recreational programs, as opposed to their counterparts in the Baby Boomer generation. Engagement with this generation should be considered in parks and recreation planning. In an April 2015 posting to the National Parks and Recreation Association's official blog, *Open Space*, Scott Hornick, CEO of Adventure Solutions suggests the following seven things to consider making your parks millennial friendly:<sup>18</sup>

1. Group activities are appealing.
2. Wireless internet/Wi-Fi access is a must – being connected digitally is a millennial status-quo and sharing experiences in real time is something Millennials enjoying doing.
3. Having many different experiences is important – Millennials tend to participate in a broad range of activities.
4. Convenience and comfort are sought out.
5. Competition is important, and Millennials enjoy winning, recognition, and earning rewards.
6. Facilities that promote physical activity, such as trails and sports fields, and activities like adventure races are appealing.
7. Many Millennials own dogs and want places they can recreate with them.

In addition to being health conscious, Millennials often look for local and relatively inexpensive ways to experience the outdoors close to home; on trails, bike paths, and in community parks.<sup>19</sup>

## GENERATION Z

As of the 2010 Census, the age group under age 18 forms about a quarter of the U.S. population. Nationwide, nearly half of the youth population is ethnically diverse, and 25 percent is Hispanic.

Characteristics cited for Generation Z, the youth of today, include:<sup>20</sup>

1. The most obvious characteristic for Generation Z is the widespread use of technology.
2. Generation Z members live their lives online and they love sharing both the intimate and mundane details of life.
3. They tend to be acutely aware that they live in a pluralistic society and tend to embrace diversity.
4. Generation Z tend to be independent. They do not wait for their parents to teach them things or tell them how to make decisions, they Google it.

<sup>17</sup> Richard Fry, "Millennials overtake Baby Boomers as America's Largest Generation", *Pew Research Center Fact Tank*, April 25, 2016, <http://www.pewresearch.org/fact-tank/2016/04/25/millennials-overtake-baby-boomers/>, accessed May 2015

<sup>18</sup> Scott Hornick, "7 Ways to Make Your Park More Millennial Friendly", *Parks and Recreation Open Space Blog*, August 19, 2015, <http://www.nrpa.org/blog/7-ways-to-make-your-parks-millennial-friendly>, accessed May 2016

<sup>19</sup> "Sneakernomics: How The 'Outdoor' Industry Became The 'Outside' Industry", *Forbes*, September 21, 2015, <http://www.forbes.com/sites/mattpowell/2015/09/21/sneakernomics-how-the-outdoor-industry-became-the-outside-industry/2/#50958385e34d>, accessed May 2016

<sup>20</sup> Alexandra Levit, "Make Way for Generation Z", *New York Times*, March 28, 2015, <http://www.nytimes.com/2015/03/29/jobs/make-way-for-generation-z.html>, accessed May 2016

With regard to physical activity, a 2013 article published by academics at Georgia Southern University noted that the prevalence of obesity in Generation Z (which they describe as individuals born since the year 2000) is triple that of Generation X (born between 1965 and 1981). It suggests that due to increased use of technology, Generation Z spends more time indoors, is less physically active, and more obese compared to previous generations. The researchers noted that Generation Z seeks social support from peers more so than any previous generation. This is the most competent generation from a technological standpoint, but Generation Z also tends to fear, and often struggles with, some basic physical activities and sports. The 2019 Physical Activity Council Participation Report found that team sport participation in Generation Z declined over the past six years a 0.2 percent annually.<sup>21</sup>

**Nationwide Fitness Activity Trends**

According to the Sports and Fitness Industry Association, high impact intensity training (HIIT) and cross-training style workouts, or CrossFit, are two of the top trending aerobic activities. CrossFit combines elements of gymnastics, weightlifting, running, rowing, and other sports to create a varied fitness regime.

Regarding individual sports, off-road triathlons have seen almost 17% average annual growth for the last five years. These races, such as XTERRAs, consist of a competitive combination of swimming, mountain biking, and trail running.

Pickleball, a paddle sport mixing badminton, tennis, and table tennis, is still trending, gaining an average 8 percent growth each year according to the SFIA report. Growing even slightly faster is Cardio Tennis at 9.1 percent. Cardio Tennis is a fitness program that focuses on combining a full body workout with elements of tennis.

Engaging non-participants is one of the challenges of parks and recreation agencies. Data shows that having someone, such as a friend or family member, join first time users will increase participation more than any other reason.

**Table 6: 2018 Nationwide Highest Trending Fitness Activities**

<b>Aerobic Activity</b>	<b>5 Year Avg. Annual Change</b>	
High Impact Intensity Training (HIIT)	↑	9.3%
Cross-Training Style Workouts	↑	6.6%
Row Machine	↑	5.8%
Stair Climbing Machine	↑	5.6%
Aquatic Exercise	↑	5.0%
Tai Chi	↑	5.0%
<b>Strength Activity</b>	<b>5 Year Avg. Annual Change</b>	
Kettleballs	↑	7.0%
<b>Individual Sports</b>	<b>5 Year Avg. Annual Change</b>	
Triathlon (Off-Road)	↑	17.1%
Martial Arts	↑	11.2%
MMA for Fitness	↑	11.1%
Trail Running	↑	9.6%
Boxing for Competition	↑	9.5%
Adventure Racing	↑	7.3%
Boxing for Fitness	↑	6.2%
<b>Racquet Sports</b>	<b>5 Year Avg. Annual Change</b>	
Cardio Tennis	↑	9.1%
Pickleball	↑	8.5%

*Source: 2018 Sports, Fitness, and Leisure Activities Topline Participation Report, 2012 - 2017*

21 Physical Activity Council, Participation Report, 2019: <http://www.physicalactivitycouncil.com/pdfs/current.pdf>

## TEAM SPORT PARTICIPATION

According to the SFIA report, hockey, rugby, and lacrosse have all experienced an increase of participation nationwide. Although roller skating and ice skating have declined in participation, field hockey and ice hockey have both seen growth. Field hockey, from 2016 to 2017, grew 15.9 percent. Ice Hockey has grown 2.8 percent average annually for the last five years. Ultimate Frisbee, touch football, and fast pitch softball have seen a significant decline in the last five years.

**Table 7: Team Sport Average Annual Growth**

Team Sport	5 Year Avg. Annual Change	
Rugby	↑	16.5%
Baseball	↑	10.4%
Swimming on a Team	↑	10.1%
Fast Pitch Softball	↓	-2.7%
Touch Football	↓	-3.5%
Ultimate Frisbee	↓	-8.7%

*Source: 2018 Sports, Fitness, and Leisure Activities Topline Participation Report, 2012 - 2017*

## OLDER ADULTS AND SENIOR PROGRAMMING

Many older adults and seniors are choosing to maintain active lifestyles and recognize the health benefits of regular physical activities. With the large number of adults in these age cohorts, many communities have found a need to offer more programming, activities, and facilities that support the active lifestyle this generation desires.

Public parks and recreation agencies are increasingly expected to be significant providers of such services and facilities. The American Academy of Sports Medicine issues a yearly survey of the top 20 fitness trends.<sup>22</sup> It ranks senior fitness programs eighth among most popular fitness trends for 2015. Whether it is Silver Sneakers, a freestyle low-impact cardio class, or water aerobics, more Americans are realizing the many benefits of staying active throughout life. According to the National Sporting Goods Association, popular senior programming trends include hiking, birding, and swimming.

## OUTDOOR FITNESS TRAILS

A popular trend in urban parks with trail use for health, wellness, and fitness activities is to install outdoor fitness equipment along the trails. These can be spaced out or a more popular option is to cluster the fitness apparatus just off the trail with a peaceful and pleasing view of nature.



<sup>22</sup> American College of Sports Medicine, "Survey Predicts Top 20 Fitness Trends for 2015", <http://www.acsm.org/about-acsm/media-room/news-releases/2014/10/24/survey-predicts-top-20-fitness-trends-for-2015>, accessed January 2015.



## OUTDOOR RECREATION

Outdoor recreation has become a thriving economic driver, creating 7.6 million jobs in 2018 and generating \$65.3 billion in federal tax revenue. Close to half of the US population six and older participated in at least one outdoor activity in 2017. The most popular activity was running – which included both jogging and trail running. Participation among Hispanics and Asians has increased by 1.0 percent and 0.9 percent in the last five years in outdoor recreation, respectively.<sup>23</sup>

## PICKLEBALL

Pickleball continues to be a fast-growing sport throughout America. Considered a mix between tennis, ping pong, and badminton, the sport initially grew in popularity with older adults. However, now the sport is being taught in schools across the country. Pickleball will continue to grow, judging by its growth in just the last several years. From 2016 to 2017, pickleball grew 12.3 percent to 2.815 million players. Dedicated pickleball courts are desired by avid players, rather than playing on striped tennis courts.

Figure 13: Pickleball Trends from 2016 - 2017



Source: SFIA Topline Report

23 Outdoor Industry Association, Accessed January 2020: <https://outdoorindustry.org/>

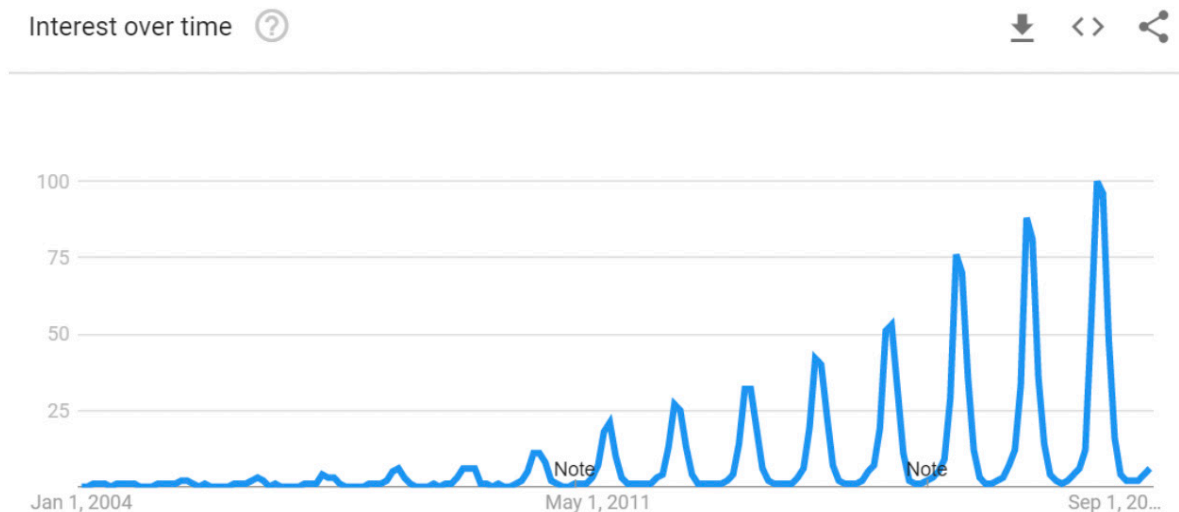
## Signage and Wayfinding

To increase perception and advocacy, a parks and recreation professional needs to prioritize opportunities that impact the way the community experiences the system. This can start with signage, wayfinding, and park identity. The importance of signage, wayfinding, and park identity to encourage awareness of locations and amenities cannot be understated. A park system impacts the widest range of users in a community, reaching users, and non-users, across all demographic, psychographic, behavioral, and geographic markets. In a more narrow focus, the park system is the core service an agency can use to provide value to its community (ex. partnerships between departments or commercial/residential development, high-quality and safe experiences for users, inviting community landscaping contributing to the overall look or image of the community). Signage, wayfinding, and park identity can be the first step in continued engagement by the community, and a higher perception or awareness of a park system, which can lead to an increase in health outcomes.

## Splashpads

Splash pads, or spray grounds, have seen enormous growth in popularity over the past decade. Simply looking at search terms over time (from 2004 to present), Google Trends show that more people are searching for this amenity.

**Figure 14: “Splash pad” (Google trends)**



The popularity of splash pads is geographical and is more common in the West. According to a Feature Article from June 2016 “A Look at Trends in Aquatic Facilities,” splash play areas were least common in the Northeast; only 31.9 percent of responding agencies had this amenity, compared to 55.8 percent of those in the West.<sup>24</sup> Urban areas are more likely to have splash play areas than rural areas. This shift is most likely due to the benefits of splash play areas.

Compared to a traditional aquatic facility, splash pads typically incur lower maintenance costs, less programming, and lower staffing costs. Over a third of survey respondents said that they plan to add splash pads to their list of features.



**Figure 15: Example of a Nature Splash Pad**

### Winter Recreation

Winter sports are gaining popularity in the United States, and their economic contributions are being tracked and monitored. According to a report in collaboration with POW (Protect Our Winters) and REI, in February 2018, snow sports such as snowboarding, skiing, and snowmobiling generated an estimated \$20.3 billion in economic value in the United States, primarily through ski resorts, hotels, bars, restaurants, grocery stores, and gas stations.<sup>25</sup> More than 20 million people participated in downhill skiing, snowmobiling, and snowboarding between 2015 and 2016. One sport that is on the rise is cross country skiing, which saw a 12 percent increase in popularity. The numbers from the Outdoor Recreation Topline Report show that cross country skiing is on the rise.<sup>26</sup>



A study from the United States Forest Service demonstrated the impact that non-motorized winter recreation sports can have on local economies. In their study, the USFS analyzed the Gallatin National Forest in Montana. Results indicated that cross country skiing generated an economic impact of over \$400,000 and supported 30 local jobs. Another study of visitor use data showed that people who travel to National Forests spent on average \$97 per day, while locals spent approximately \$27 per day for day trips. For overnight trips, that estimate increased to \$537 for visitors. In this study, snowshoeing and ski touring were considered as part of the category of cross-country skiing.<sup>27</sup>

day trips. For overnight trips, that estimate increased to \$537 for visitors. In this study, snowshoeing and ski touring were considered as part of the category of cross-country skiing.<sup>27</sup>

<sup>24</sup> Aquatics: A Look at Trends in Aquatic Facilities, Recreation Management, June 2016 <http://recmanagement.com/feature/201606fe03/1>

<sup>25</sup> Protect Our Winters, REI Coop, The Economic Contributions of Winter Sports in a Changing Climate; Accessed April 2019; [https://gzg764m8l73gtwxg366onn13-wpengine.netdna-ssl.com/wp-content/uploads/2018/02/POW\\_2018\\_economic\\_report-1.pdf](https://gzg764m8l73gtwxg366onn13-wpengine.netdna-ssl.com/wp-content/uploads/2018/02/POW_2018_economic_report-1.pdf)

<sup>26</sup> Outdoor Foundation, Outdoor Recreation Participation Topline Report (2016); Accessed January 2019, [https://outdoorindustry.org/wp-content/uploads/2017/04/2017-Topline-Report\\_FINAL.pdf](https://outdoorindustry.org/wp-content/uploads/2017/04/2017-Topline-Report_FINAL.pdf)

<sup>27</sup> Winter Wildlands Alliance, Human Powered Snowsports Trends and Economic Impacts, Accessed January 2019, <https://winterwildlands.org/wp-content/uploads/2016/11/Economic-Impact-2016.pdf>

## C. Community and Stakeholder Input

Four focus group meetings and one open public meeting were held January 8 - 9, 2020. A total of 54 participants attended the focus group sessions, with 25 in an attendance for the open public meeting. The meetings were held during flexible days and times to promote attendance and participation in locations of the community that would allow for an appropriate setting and provide accommodations for those in attendance. Many organizations were represented at each of the meetings, including local sports groups, non-profit organizations, community businesses, and residents with an interest in the City parks and recreation.

During the meetings, the participants provided input regarding the Department in the following areas:

- Strengths of the Department
- Areas for improvement that needed to be addressed in the master plan
- Improvements needed at existing parks and amenities
- Additional parks, amenities, and programs needed in the community
- Current parks, amenities, or programs that need to be repurposed or added
- Key partners that the Department should consider
- Key issues within the community
- Priorities for the Department over the next five years

A detailed non-prioritized presentation was delivered during the open public meeting that summarized the findings and allowed those in attendance to contribute to the list. The presentation has been provided as a staff document to the Department. A summary of the findings during the input process was used to develop the Community Survey to gain more insight into the future needs and priorities of the residents and users of the parks and recreation system.

## D. Community Survey Summary

The purpose of the community survey was to gather community feedback on the City of Spencer Parks and Recreation Department facilities, amenities, programs, and future planning. The survey included both an “invitation” and an “open link” opportunity to participate. A total of 738 responses were received with 556 responses through the invitation mailing and 182 received through the open link. The following is a summary of the survey, the full report along with all open-ended comments has been provided as a staff document to the City. The full report can be found in **Appendix C**.

### SELECTED KEY FINDINGS:

- Respondents are satisfied with the quality of Spencer parks, facilities, recreation programs, and services.
- Respondents believe that special events and/or festivals put on by the City of Spencer would be important.
- When asked how important and well facilities or services are meeting the needs of the community, water/river trails, opportunities, and access; and water play/aquatic facilities were rated above average for importance but fell below average in terms of needs of respondents being met.
- There is broad support for the City exploring funding mechanisms.
- There may be some room to improve communication with Spencer residents about parks, facilities, recreation programs, and services offered.
- Four in five invite respondents (81%) support the City building a new splash pad facility.
- Thirty-one percent of respondents identified both the current Aquatic Center and North School Park as their most preferred location for a new splash pad facility.

## Demographics

The survey looked at demographic profile of the city and it was revealed that the invitation survey showed that the age distribution represents the City as accurately weighted according to the American Community Survey. In addition to age, the survey also asked questions according to number of years lived in the city, gender of the respondents, household composition, own or rent, live with a dog, require ADA accessibility, race/ethnicity, and household income. The following are highlights of the demographics:

- 51% of respondents have children at home
- 24% do not have children
- 24% are empty nesters with children no longer at home
- Average number of years living in Spencer area is 23.9
- Over half (52%) of invite respondents have lived in the area for 20 years or more
- 52% of respondents own a dog
- 6% of respondents has a need for ADA accessible facilities and amenities
- 64% of respondents were female
- 86% percent of invite respondents own their residence
- 5% of households require ADA-accessible facilities and services
- 48% reported an annual household income of less than \$75,000
- 40% earn between \$75,000 and \$149,000 annually

## Current Parks and Recreation Events and Facilities

The survey asked residents their satisfaction level of the parks and recreation offerings based on a five-point scale, with one not at all satisfied and five being very satisfied. The survey showed that residents are very satisfied with the parks and recreation offerings with scores of 4.0 or higher for all areas, as shown in **Figure 16**.

**Figure 16: Satisfaction with Parks, Facilities, Recreation Programs, and Service Offerings**

Q 5: How satisfied have you and the members of your household been with the quality of Spencer parks, facilities, recreation programs, and services you've used in the past 12 months?

Invite Sample Only

Rating Category	Avg.	n=	Percent Responding:		
			1 & 2	Neutral (3)	4 & 5
Parks visited	4.2	500	4%	13%	41% 42% 83%
Events attended	4.1	335	4%	20%	36% 40% 75%
Recreation facilities	4.0	415	8%	18%	39% 35% 74%
Recreation programs or services used	4.0	333	8%	21%	33% 38% 71%

\*Ratings categories are sorted in descending order by the average rating  
Source: RRC Associates and GreenPlay

The survey also asked residents to identify how important specific facilities, parks, programs, and events are to their household as well as how these areas are meeting their household needs. **Figures 17 - 20** highlight these findings.

**Figure 17: Importance of Facilities and Parks**

Q 7: Please rate A: How important the following FACILITIES AND PARKS are to you household:  
Invite Sample Only

Rating Category	Avg.	n=	Percent Responding:		
			1 & 2	Neutral (3)	4 & 5
Trails and pathways	4.5	508	5%	8%	21% 67% 87%
Stolley Park	4.2	505	9%	12%	25% 54% 80%
Water / River Trails, Opportunities, and Access	3.8	502	17%	16%	24% 43% 67%
Playgrounds	3.8	496	16%	19%	19% 45% 65%
Water play / aquatic facilities	3.7	495	17%	21%	20% 41% 61%
Ball diamond athletic fields (baseball, softball)	3.5	503	26%	17%	22% 35% 57%
Multipurpose athletic fields (soccer, football)	3.4	497	18% 26%	18%	24% 32% 56%
Basketball courts	3.1	490	20% 35%	24%	22% 19% 41%
Dog Park	3.0	499	32% 40%	17%	18% 25% 43%
Campgrounds	2.8	494	29% 44%	21%	18% 35%
Tennis courts	2.8	492	26% 19% 45%	23%	32%
Ice Rink	2.7	489	29% 46%	24%	30%
Disc Golf	2.7	488	30% 17% 47%	25%	28%
Amphitheater	2.6	490	29% 45%	28%	27%
Skate Park	2.0	492	52% 18% 69%	14%	17%

\*Ratings categories are sorted in descending order by the average rating  
Source: RRC Associates and GreenPlay

**Figure 18: Needs Met of Facilities and Parks**

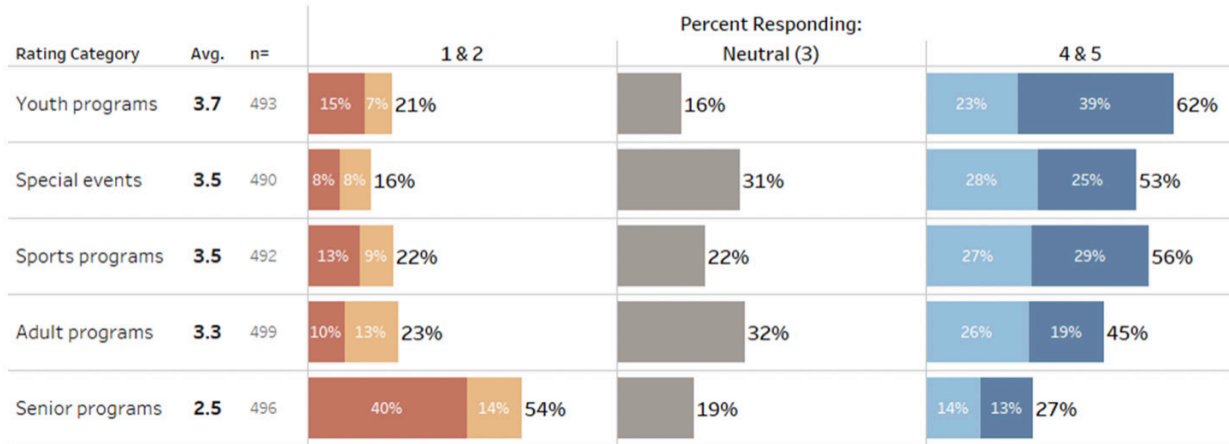
Q 7: Please rate B: How well the FACILITIES AND PARKS are meeting the needs of Spencer area residents:  
Invite Sample Only

Rating Category	Avg.	n=	Percent Responding:		
			1 & 2	Neutral (3)	4 & 5
Ball diamond athletic fields (baseball, softball)	4.2	400	6%	16%	30% 48% 79%
Playgrounds	4.2	413	2%	20%	34% 44% 78%
Stolley Park	4.1	430	6%	16%	38% 40% 78%
Multipurpose athletic fields (soccer, football)	4.1	388	7%	19%	35% 40% 75%
Trails and pathways	3.9	453	9%	20%	37% 34% 71%
Dog Park	3.9	332	12%	17%	35% 36% 71%
Skate Park	3.7	309	15%	21%	34% 30% 64%
Basketball courts	3.7	340	15%	24%	34% 27% 61%
Tennis courts	3.6	346	15%	25%	33% 27% 60%
Water play / aquatic facilities	3.6	402	17%	25%	33% 24% 57%
Water / River Trails, Opportunities, and Access	3.6	381	16% 20%	25%	29% 26% 55%
Disc Golf	3.5	312	19%	31%	29% 21% 50%
Campgrounds	3.3	344	22%	31%	27% 19% 47%
Amphitheater	3.3	293	24%	31%	26% 19% 45%
Ice Rink	2.7	282	27% 16% 43%	27%	17% 30%

\*Ratings categories are sorted in descending order by the average rating  
Source: RRC Associates and GreenPlay

**Figure 19: Importance of Programs and Events**

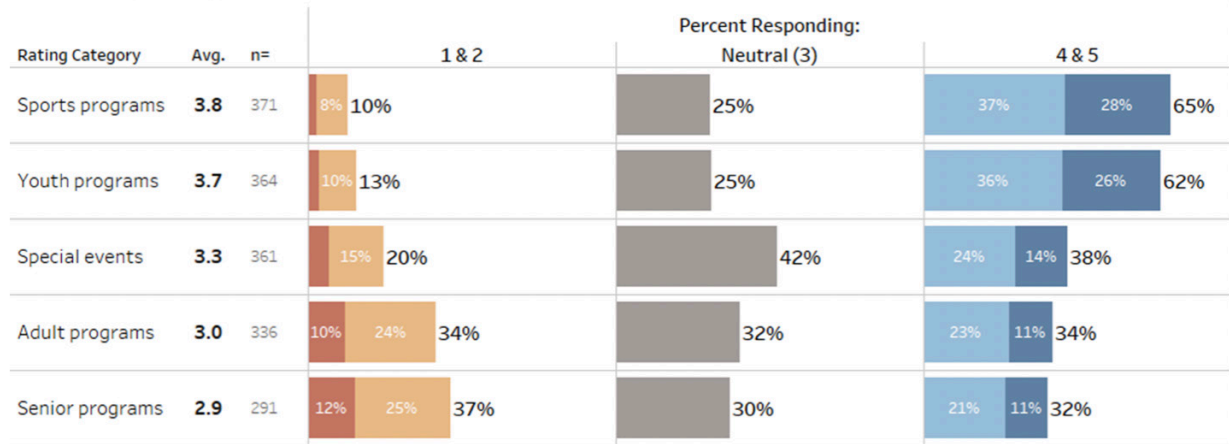
Q 7: Please rate A: How important the following PROGRAMS AND EVENTS are to you household:  
Invite Sample Only



\*Ratings categories are sorted in descending order by the average rating  
Source: RRC Associates and GreenPlay

**Figure 20: Needs Met of Programs and Events**

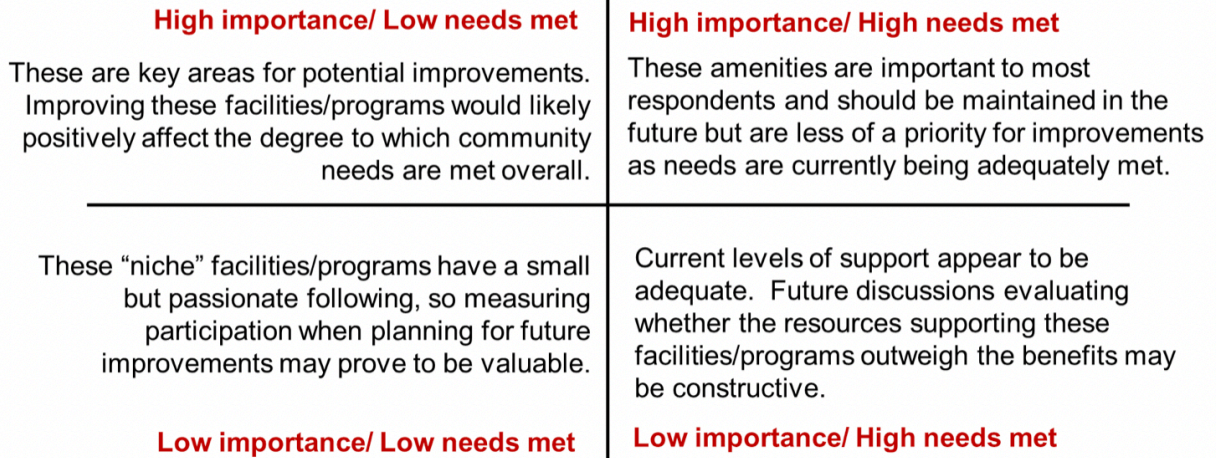
Q 7: Please rate B: How well the PROGRAMS AND EVENTS are meeting the needs of Spencer area residents:  
Invite Sample Only



\*Ratings categories are sorted in descending order by the average rating  
Source: RRC Associates and GreenPlay

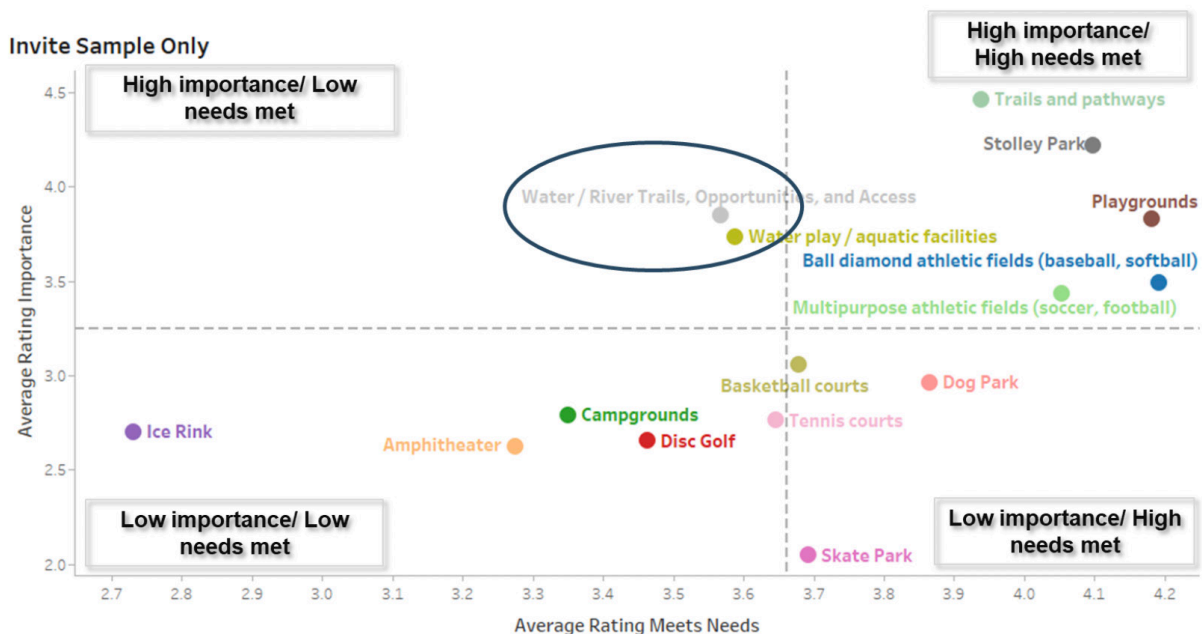
The results of the importance versus needs met results allows the City to benefit from an Importance Performance matrix that provides a tool to use for identifying future facilities, parks, programs, and events that will most benefit the residents. **Figure 21** defines the matrix:

**Figure 21: Importance-Performance Matrix**



**Figure 22** shows that Water Play/Aquatic Facilities and Water/River Trails, Opportunities, and Access fall into the High Importance/Low Needs Met matrix, identifying these areas for potential improvements.

**Figure 22: Facilities and Parks Importance/Needs Met Matrix**

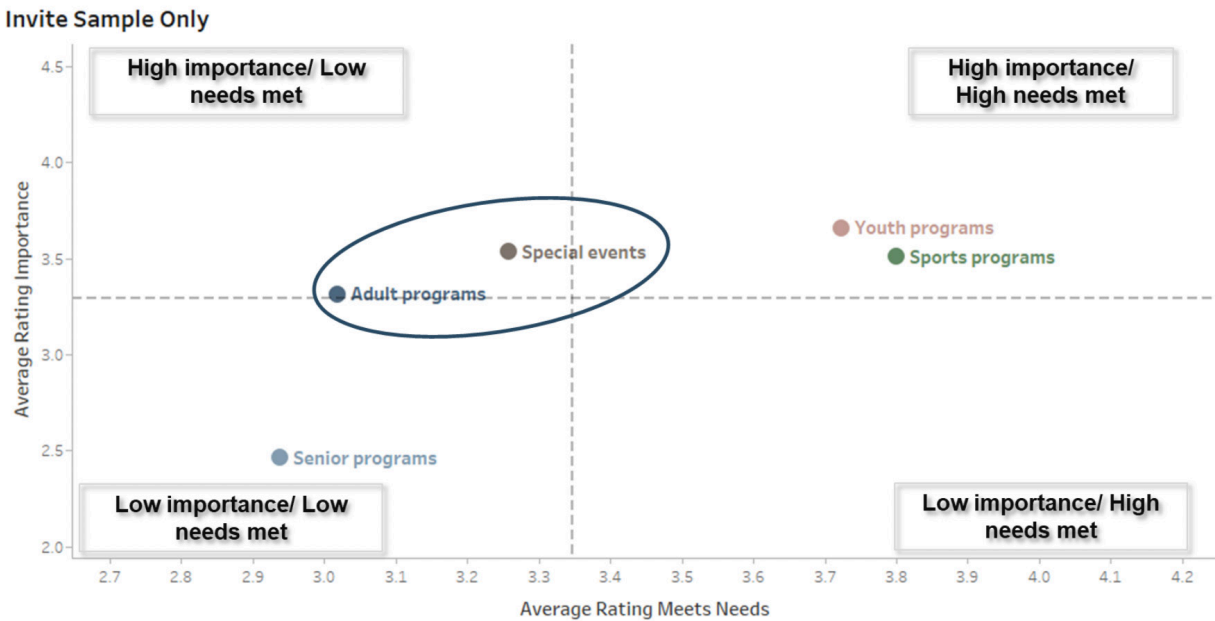


Source: RRC Associates and GreenPlay



**Figure 23** shows that adult programs and special events are important but may not be adequately meeting the needs of Spencer residents. Youth programs and sports programs were rated as both important and meeting needs, while senior programs are not meeting needs, but are also relatively unimportant, at least among the overall invite sample.

**Figure 23: Programs and Events Importance/Needs Met Matrix**

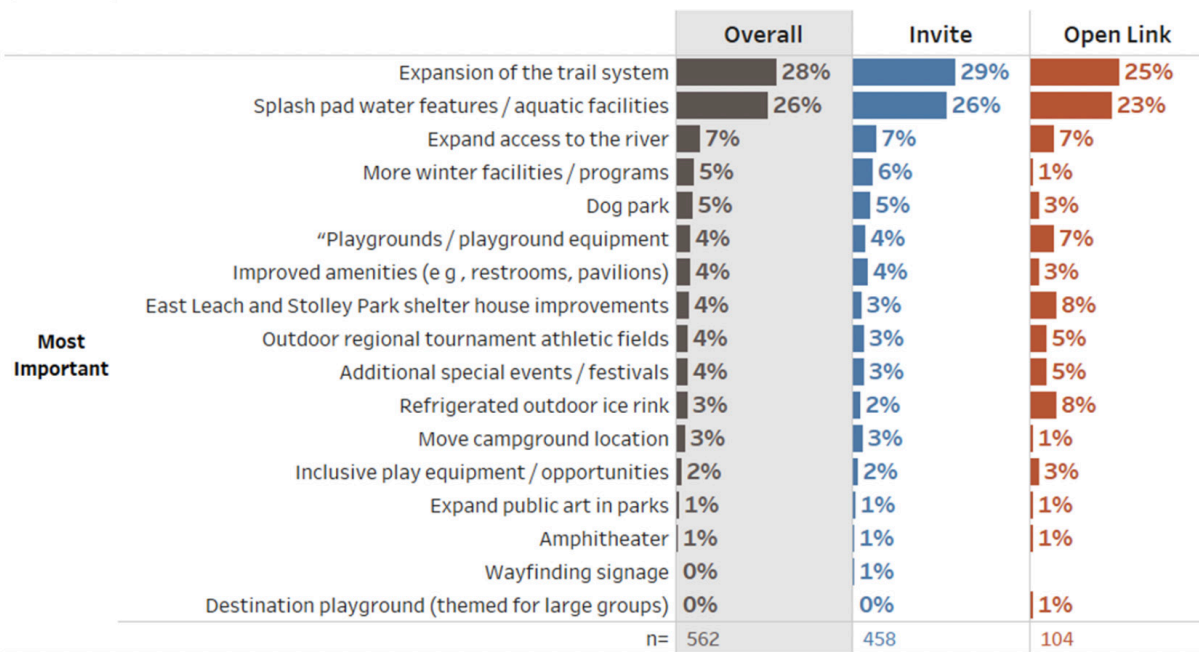


## Future Parks and Recreation Events and Facilities

The survey asked residents to address future priorities for the City regarding parks, facilities, programs, and events over the course of the next five to ten years. When asked to identify the top three priorities for adding, expanding, or improving parks and recreation facilities the survey revealed a quarter or more of invite respondents chose expanding the trail system or adding splash pad features/aquatic facilities. The high level of consensus on these priorities is notable. Other priorities trailed by a large margin (the third most important priority, “expand access to the river,” was chosen by just 7% of respondents) as noted in **Figure 24**.

**Figure 24: Priorities for Parks and Recreation Facilities in next 5-10 Years**

Q 9: From the list in the previous question, please select the top three highest priority items for you and your household

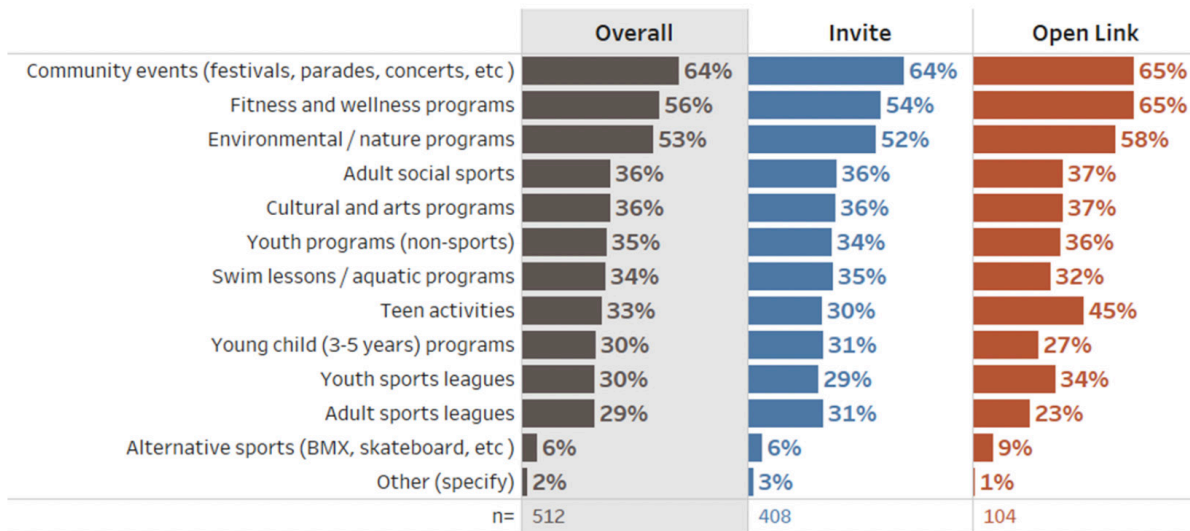


Source: RRC Associates and GreenPlay

Three programs stood out when respondents were asked to address future programming. Each program being cited by over half of respondents: community events, fitness and wellness programs, and environmental/nature programs. Programs of secondary importance were clustered closely between 29 and 36 percent of invite respondents, while alternative sports (BMX, skateboard, etc.) are a relatively low priority with just six percent of invite respondents. **Figure 25** shows the breakdown per program area.

**Figure 25: Priorities for Future Programs**

Q 14: Please indicate whether you and your household have a need for any of the following programs (CHECK ALL THAT APPLY)



Source: RRC Associates and GreenPlay

## Communication

Just over a third of invite respondents (35%) rated Spencer a three out of five in terms of communication effectiveness. Forty-seven percent rated it ineffective or not at all effective (1 or 2), while 17 percent rated it effective or very effective (4 or 5). The average rating was 2.6 among the invite sample.

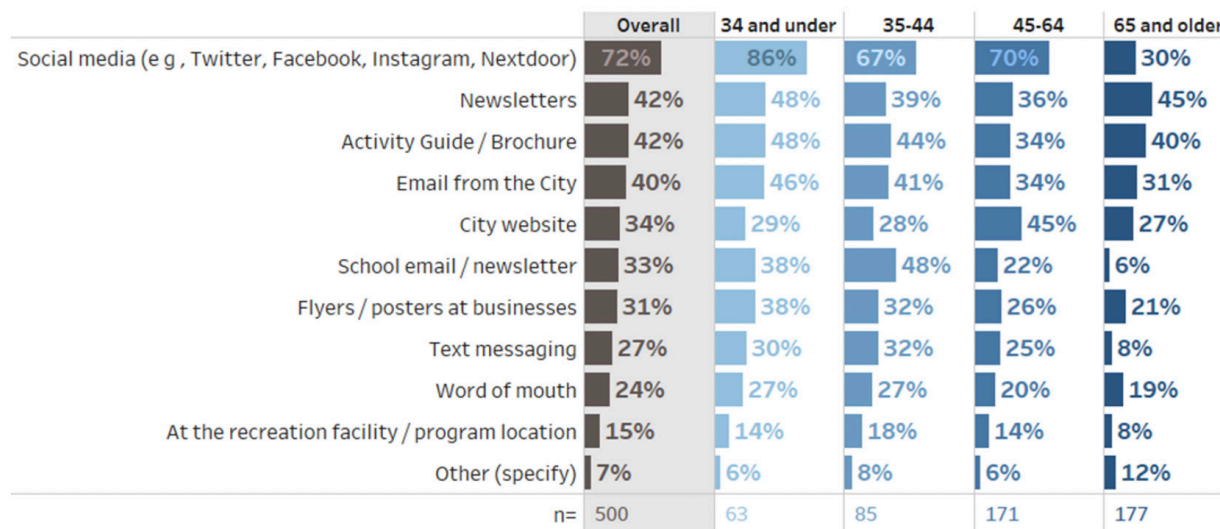
Social media should be considered an effective means of distributing information about Spencer’s parks, facilities, recreations programs, and services with 72 percent of invite respondents citing it as the best way for them to receive information.

Viewed by age, social media is a less preferred method of receiving information among those 65 or older (30%). For older respondents, newsletters (45%) and activity guides/brochures (40%) will be more effective. Social media is highly preferred among respondents 34 and under (86%).

**Figure 26: Top Methods of Receiving Information**

Q 16: What are the best ways for you to receive information on Spencer’s parks, facilities, recreation programs, and services? (CHECK ALL THAT APPLY)

Invite Sample Only



Source: RRC Associates and GreenPlay

## Financial Choices

The survey asked various questions regarding funding future parks and recreational opportunities. Regarding support or additional funding mechanisms to help pay for operations and maintenance of parks and recreation facilities, nearly nine in 10 (88% of the invite sample) responded with “Yes.” Respondents were less supportive, albeit still supportive, of exploring an Aquatic Center fee (65% “Yes”). The survey also revealed that support for exploring bonds for future parks and recreational amenities was high at 86 percent of the invite sample responding “Yes.”

The survey then asked the same questions and broke down the responses based on annual household income (**Figure 28**). Support for exploring funding mechanisms to help pay for operations and maintenance (Q17) and bonds for future parks and recreational amenities (Q19) was strong regardless of household income. There is less support for an Aquatic Center fee increase among those earning less than \$75,000 annually (57%) relative to those with higher household incomes (73% - 78%).

**Figure 27: Support for Funding Mechanism Based on Household Income**

Invite Sample Only

		Overall	Under \$75,000	\$75,000 - \$149,999	\$150,000 or more
Q 17: Would you support the City exploring funding mechanisms to help pay for operations and maintenance of parks and recreation facilities and services in Spencer that currently exist or may be developed in the future?	Yes	88%	87%	94%	88%
	No	12%	13%	6%	12%
	n=	493	224	141	45
Q 18: Would you support the City exploring Aquatic Center fee increases to cover additional hours, staff, and/or upgrades?	Yes	65%	57%	73%	78%
	No	35%	43%	27%	22%
	n=	497	226	142	46
Q 19: Would you support the City exploring bonds for future parks and recreational amenities (trails, park development, playground maintenance or replacement, aquatic center upgrades, splash pad, etc )?	Yes	86%	85%	91%	88%
	No	14%	15%	9%	12%
	n=	496	225	141	45

Source: RRC Associates and GreenPlay

Overall, the survey was positive for the City and respondents believe a strong parks and recreation system is beneficial to the community. The survey revealed the residents believe that providing safe places for youth, encouraging active lifestyles, ensuring parks and recreation opportunities are accessible to all, and focusing on providing family-oriented activities were rated as the most important purposes of parks, recreation, and open space in Spencer.

## E. Organizational and Program Analysis

The following sections identifies the current state of the Department’s internal operation. An organizational and staffing analysis is provided to help the Department understand its current needs and look toward the future to determine potential challenges that may be faced as growth occurs within the Department over the next several years.

### Organizational Analysis

The organization is small but strong internally and well respected and appreciated in the community. The Department is made up of the following staff:

- 3 full time employees
- 15 park seasonal staff
- 5-8 cemetery seasonal staff

At this time, maintenance and upkeep is one of biggest issues identified through public engagement and staff interviews. Internally, the Department faces the challenge of trying to maintain the upkeep of the current parks system, while continuing to administer the day to day operations. With the Department anticipating growth to occur over the next 5-10 years in all areas; parks, amenities, and programming, there is a need for additional staffing and organizational support to be addressed to continue to provide the quality of service expected from residents and users of the system.

## Current Staffing

A staffing analysis was performed for the Department to broadly assess and identify areas of concern to ensure proper staffing for workload expectations. At this time, maintenance and upkeep is the biggest issue identified through public engagement and staff interviews. The parks staff appear to be understaffed to handle the current workload. Feedback obtained through public engagement shows that parks are well maintained but that there is concern that the standard of care could be increased.

Regarding recreation, the Department has the goal to increase program offerings and has a plan in place to hire a full-time position to oversee this area. As programs are added and improved, the plan needs address increased participation rates and planning for hiring additional part time and support staff to address the challenges that come with increasing program offerings. A priority should be placed on providing superior service levels while maintaining appropriate staff size to maintain standards expected of the community.

## Staffing Considerations

The Department would benefit by evaluating existing staff levels based on current needs and projected future staffing in both parks and recreation as growth and expansion of Department assets increase in the near future. It is necessary to remain in a position to provide residents and users the level of service that will meet the demand as facilities, amenities, and programs continue to grow over the course of the next five to ten years.

The 2020 NRPA Agency Performance Review using data from Park Metrics, the NRPA's park and recreation agency benchmarking tool shows various data that identifies staffing levels based on population, budget, and many other factors. The most recent data identifies cities that have populations under 20,000 residents have a median of 10 full time equivalent staff (FTEs). Agencies with budgets between \$500,000-\$1 million identify a median of 7.4 FTEs, while agencies with budgets between \$1-\$5 million have a median of 25.5 FTEs. The Department would best incorporate their own standards to evaluate their operations based on those of the national standards, as well as taking into account the trends and staffing levels with their own state and surrounding states with similar size populations, budgets, and number of parks, facilities, and programs.

## Program Analysis

The City of Spencer works closely with various partners throughout the community in providing programming. Spencer takes pride in providing a quality of life and promoting safe and enjoyable outdoor activities for all citizens as expressed through the Department Mission statement.

## Existing Programs

The Department currently offers a limited number of programs and events, as there is a strong relationship with the local YMCA who provides most of the programming to the residents. The Department currently offers programs in the following categories:

- Pre-School Programs
- Adult Sports
- Aquatics Programs
- Special Events

**Table 8: Sample Programs by Category**

Program Category	Program Type	Age Group
Pre-School Programs	Playground Program	Pre-School
Adult Sports	Sand Volleyball Co-ed Softball Church League Softball	Adult
Aquatics	Begin to Swim Lessons Doggie Dip Fundraiser	Youth Family
Special Events	Live Healthy Iowa 5K Spencer Smore’s and Blazing Pines	Youth Adult Family

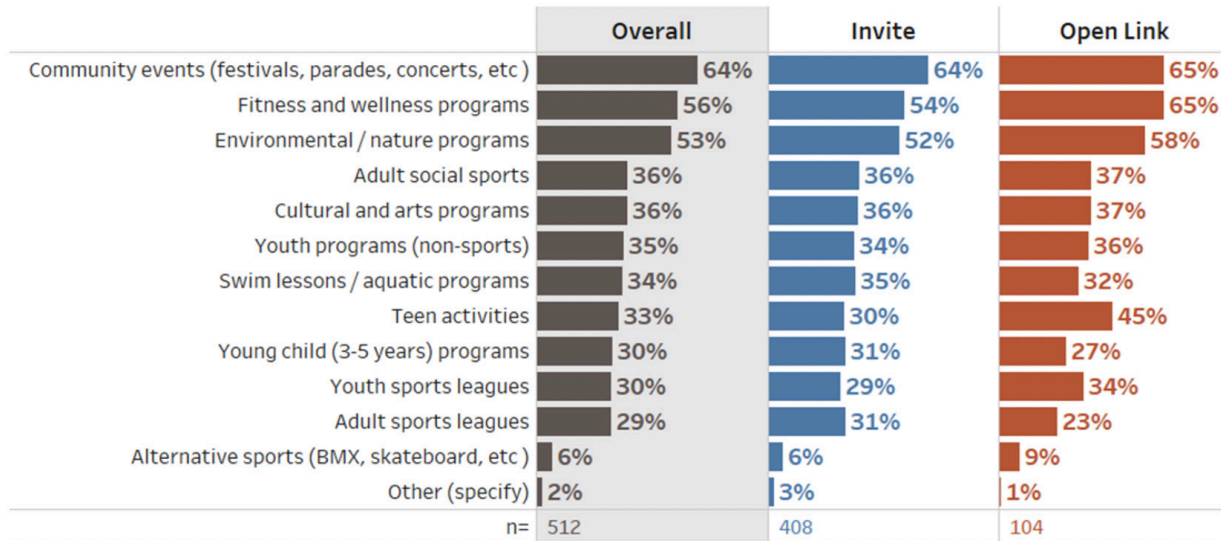
The City’s playground program is held in the summer for early childhood education that is free of charge. Adult sports consist of softball and volleyball leagues, with participants paying a team registration fee. Aquatics programs consist of swim lessons offered through the Spencer Family Aquatic Center with no registration fee. The aquatic center is operated by the City through an agreement with the YMCA who provides staffing, opening, and closing responsibilities of the facility. Special events are the most regarded programming the city offers with various activities, including Doggie Dip fundraiser, Live Healthy Iowa 5K, and the Spencer Smore’s and Blazing Pines. The events range from no fee to up to \$25.

**KEY FINDINGS:**

- The City offers a small sample of programming
- There is no cost recovery policy in place for current programs, most programs are free or require a minimal fee
- The YMCA has a strong presence in the community and provides a majority of programming
- The survey identified that the City could improve in providing communication to residents
- Demographic data from the survey shows that approximately 55% of respondents have children at home
- Most survey respondents believe that special events and/or festivals put on by the City of Spencer would be important or very important.
- Youth programs, special events, and adult programs were the highest rated programs from majority of residents.
- Adult programs and senior programs were rated lowest in terms of how well they are meeting residents’ needs.
- Sports programs and youth programs are best meeting the needs of Spencer area residents.
- Adult programs and special events are important but may not be adequately meeting the needs of Spencer residents.
- Youth programs and sports programs are important and meeting needs of residents
- Senior programs are not meeting needs but are also considered less important
- Survey respondents with children at home were more likely to report hindered use of recreational facilities and programs due to “Not aware of the services offered” and “no time or other personal reasons” as top deterrents for participating
- Community events, fitness and wellness programs, and environmental/nature programs were the top needs of survey respondents (Figure 29).

**Figure 28: Household Need for Programming**

Q 14: Please indicate whether you and your household have a need for any of the following programs (CHECK ALL THAT APPLY)



Source: RRC Associates and GreenPlay

### Program Development

While the residents of Spencer are satisfied with the programs that are offered, there is a need for additional programming. Residents expressed a desire to see more programming for special/community events, fitness and wellness, and environmental and nature opportunities. As staff begin to grow programming, the programs should be regularly assessed for viability. Decisions regarding growth, changes, expansions, enhancements, and/or program eliminations need to be made carefully and with proper data, while considering the strong partnership the City currently has with the YMCA. Starting new programs, based on community demand and/or trends, need to be well researched, planned, and advertised to provide the best possibility of their success. If new program interest seems enough based on a survey or community input, then the new programs should be developed, advertised, and implemented. The City may benefit by growing programming through partnerships and relationships with outside agencies.

### Program Evaluation

The Department should have a process in place to evaluate the success of current program offerings and criteria to determine the development of new programs. The Department would benefit by developing an evaluation process that considers the administration and improvement of current programs, as well as evaluating the viability of programming, including eliminating or suspending existing programs. A few simple questions should be asked of participants and staff about each program that includes:

- Is participation increasing or decreasing? If participation is increasing, then it could mean that the program should be continued. If participation is decreasing, are there steps to take to increase interest through marketing efforts, changes to the time/day of the program, format, or instructor? If not, it may be time to discontinue the program.
- Is there information contained in the participation/staff feedback that can be used to improve the program?



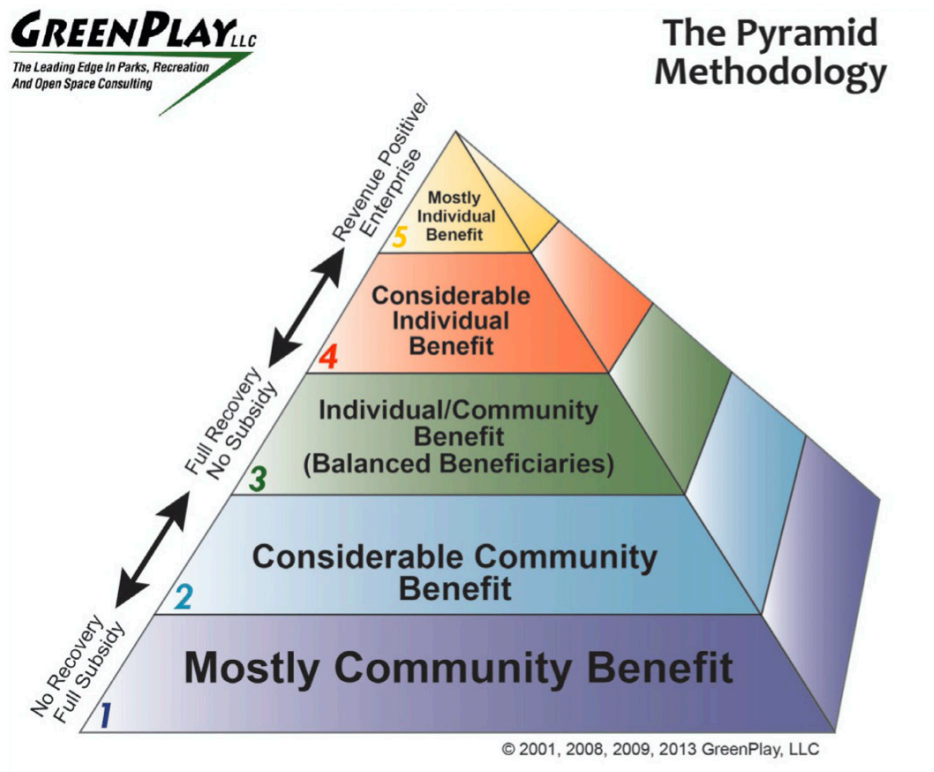
- Are cost recovery goals being met? If not, can costs be reduced or can fees be realistically increased?
- Is there another provider of the program that is more suitable to offer it? If yes, the Department could provide referrals for its customers.
- Is this program taking up facility space that could be used for expansion of more popular programs or new programs in demand by the community?

### Resource Allocation and Subsidy Level Policies

Parks and recreation facilities, programs, and services are essential to improving the lives of Spencer’s community. However, not all facilities, programs, and services are equal. In general, the more a facility, program, or service provides a community benefit to its citizens as a whole, the more that service should be paid for by all citizens using general fund allocation. The more a facility, program, or service provides individual benefits, the more that service should be paid for through user fees. A resource allocation and subsidy philosophy adopted by the City of Spencer can acknowledge the many known public benefits a healthy parks and recreation system provides to the community. Parks and recreation services are known to promote and contribute to economic development, a sense of safety, and the public’s well-being.

Applying a process to determine resource allocation philosophy and subsidy policy can be done using an industry tool called the “Pyramid Methodology” shown in **Figure 29**. This methodology develops and implements a refined philosophy and policy based on current best practices as determined by the mission of the agency and categorical service benefits to the community and/or individual. A resource allocation and subsidy philosophy and policy can support Spencer’s public facilities and services goal of ensuring public services which are cost-effective.

**Figure 29: Pyramid Methodology**





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# III. INVENTORY AND LEVEL OF SERVICE ANALYSIS



## A. Inventory Classification of Parks

NRPA states “A park system, at a minimum, should be composed of a ‘core’ system of park lands, with a total of 6.25 to 10.5 acres of developed open space per 1,000 population.” In addition, as a means of organizing the open space facilities found in Spencer, the park sites are classified according to a NRPA hierarchy that provides for a comprehensive system of interrelated parks. These NRPA guidelines and definitions serve as a good baseline for determining a minimum standard for park services; however, they are refined to address the needs of the users of the Spencer Parks and Recreation Department. The classifications used in the Spencer Parks and Recreation Department are as follows:

- Mini Park
- Neighborhood Park
- Community Park
- Sports Complex
- Natural Resource
- Special Use

**Figures 31 - 35** illustrate the Spencer Parks and Recreation Department’s parks and facilities that were inventoried as well as illustrate the service area of they provide.

### Mini Park

The smallest type of park, “mini parks,” are mainly designed to serve a concentrated population or a specific age group or function but they can serve persons of all ages located in the immediate area. Another term “pocket park” has also been used to identify mini parks in recent years.

They are designed for up to a ¼ - mile radius of service and are 1.5 acres or less in size. The park is generally a “walk-to” type park, meaning no parking facilities for automobiles are normally found. Their primary purpose is to provide recreation to residents where major roads do not have to be crossed.

The amenities provided can center on play apparatus for young children; however, some included passive activities for adults and seniors depending on the needs of the surrounding neighborhood. Other amenities typically include gazebos, benches, scenic overlooks, picnic tables, and ornamental landscaping. Mini park service levels are 0.25 to 0.5 acres per thousand residents.

The Spencer Parks and Recreation Department contains two mini parks, and include:

- Earl Page Park – 1.0 acre
- Sunset Park – 1.6 acres

## Neighborhood Park

Neighborhood parks form the foundation of the park district and serve as the recreational and social focus of the neighborhood. They generally range in size from five to 10 acres; however, due to the available land within the park district as well as the amenities provided, sites as small as two acres in size may be appropriate for a neighborhood park. Neighborhood parks are designed for a ¼ to ½ mile radius of service. Concentrated intense recreation activities are common in these parks and they are usually designed within a limited amount of space. These parks serve residents in a variety of age groups. The park should be easily accessible, and access should be uninterrupted by major roads or other significant barriers.

Neighborhood park features include aesthetically designed play areas, picnic areas, splash pads, ball fields, skating, open space for field games, shelters, and walking paths. Typically, neighborhood parks do not provide off street parking; however, parking may be necessary due to the scope of activities and size. Neighborhood park service levels are 1.0 to 2.0 acres per thousand people.

The Spencer Parks and Recreation Department contains five neighborhood parks, and includes:

- Fairview Park – 6.4 acres
- North School Park – 3.3 acres
- Deerfield Park – 5.1 acres
- West View Memorial Park – 4.6 acres
- Waterway Park – 4.7 acres

*Westview Memorial Park*



*North School Park*



*Deerfield Park*

## Community Park

Community parks are diverse in nature, serving a broader purpose than the neighborhood or mini parks. They are larger than neighborhood parks and are intended to serve large populations of the community. Community parks usually have both day and evening activities which can result in lighted fields and amenities. Community parks include a mix of active and passive activities and attract users of all ages. Large play structures, baseball fields, football fields, soccer fields, hiking trails, sled hills, and swimming pools can all be part of a community park. The service area for such a facility can vary based upon the size and scope of activities offered; however, a park of this type may serve 50,000 – 80,000 people or five to eight acres per 1,000 people.

Community parks generally range in size from 15 to 50 acres. However, due to available land area, sites over ten acres in size can be appropriate to accommodate such activities. These parks are designed for a one- to three-mile radius of service and usually serve two or more neighborhoods. They are also easily accessible by multiple modes of transportation with on-site parking available.

The one- to three-mile service area radius for this park classification indicates Spencer’s three community parks cover the land within the Department’s boundaries.

The Spencer Parks and Recreation Department contains three community parks, and includes:

- East Leach Park – 61.8 acres
- West Leach Park – 39.1 acres
- Riverview Park and Moose Pond – 58.1 acres



*East Leach Park*



*West Leach Park*

## Sports Complex

These parks are larger than community parks and provide more opportunities for active recreation, including team sports, tournament play, and other forms of recreation that require more land. Service levels are 2.0 acres per 1,000 resident and typically serves the entire community.

The Spencer Parks and Recreation Department has one sports complex, and includes:

- Pederson Memorial Park – 29 acres

## Special Use Park

Special use parks are areas that include specialized recreational activities. These activities can have a broad range from field houses, marinas, gardens, outdoor theaters, nature centers, and golf courses. NRPA does not have specific standards for special use parks; however, these parks usually provide amenities that serve the entire agency boundary as well as visitors from outside the community.

The Spencer Parks and Recreation Department has 5 facilities that fall into this special use category:

- East Leach Campground – 6.3 acres
- Storybook Park – 11.1 acres
- Stolley Park & Pond – 129.6 acres
- DeWolf Park – 10.5 acres

## Level of Service

Based upon the Park, Recreation, Open Space and Greenway Guidelines, the NRPA Level of Service (LOS) is a standard evaluation of park type and acreage across all park agencies based on what they offer their residents (James D Mertes, 1996). The LOS is typically defined in parks and recreation master plans as a ratio representing the minimum amount of open space and park land needed to meet the recreations demands of the community.

The NRPA recognizes the importance of the level of service as:

- An expression of minimum acceptable facilities for citizens of every community.
- A guideline to determine land requirements for various kinds of park and recreation areas and facilities.
- A basis for relating recreational needs to spatial analysis within a community-wide system of parks, recreation areas, and open areas. (James D. Mertes, 1996)

NRPA also states that each community should be considered on an individual basis in order to tailor the most appropriate range, quantity and quality of recreational facilities within the Department's fiscal limits. Acreage of park land per 1,000 residents remain the most common technique of expressing equal opportunity, even though conditions and needs vary greatly between areas. This technique was utilized to help in determining the Level of Service for the Spencer Parks and Recreation Department.

**Table 9** incorporates the 11,319 population served by the Spencer Parks and Recreation Department and compares it to the minimum NRPA Standard of acres per 1,000 population for each Mini Park, Neighborhood and Community Park classifications. NRPA does not have standards that pertain to special use parks. Spencer is slightly deficient in the acreage per population for Mini Parks but exceeds the acreage for Neighborhood and Community Parks.

**Table 9: 2019 Population of Spencer, IA compared to NRPA Standards**

2020 Population of Spencer, IA: 11,319					
Park Classification	Spencer Existing Parks		NRPA Recommended Guidelines		Total Acreage Provided
	Acreage	Level of Service (acres per 1,000 residents)	Acreage	Level of Service (acres per 1,000 residents)	
Mini Parks	2.6	0.23	2.83	0.25	(-0.23 acre deficit)
Neighborhood Parks	24.1	2.13	11.32	1	12.78 acre surplus
Community Parks	159	14.05	56.6	5	102.40 acre surplus
<b>TOTAL ACRES</b>	<b>185.7</b>	<b>16.41</b>	<b>70.75</b>	<b>6.25</b>	

**NRPA PARK METRICS**

The NRPA Park Metrics is a search-able, online database for use by park and recreation departments all over the country. The power of NRPA Park Metrics is its ability to run comparative reports to help agencies effectively manage and plan their resources and facilities. The park agency enters the information regarding their agency and the data can then be used to generate benchmarking reports. Users also have access to GIS mapping tools.

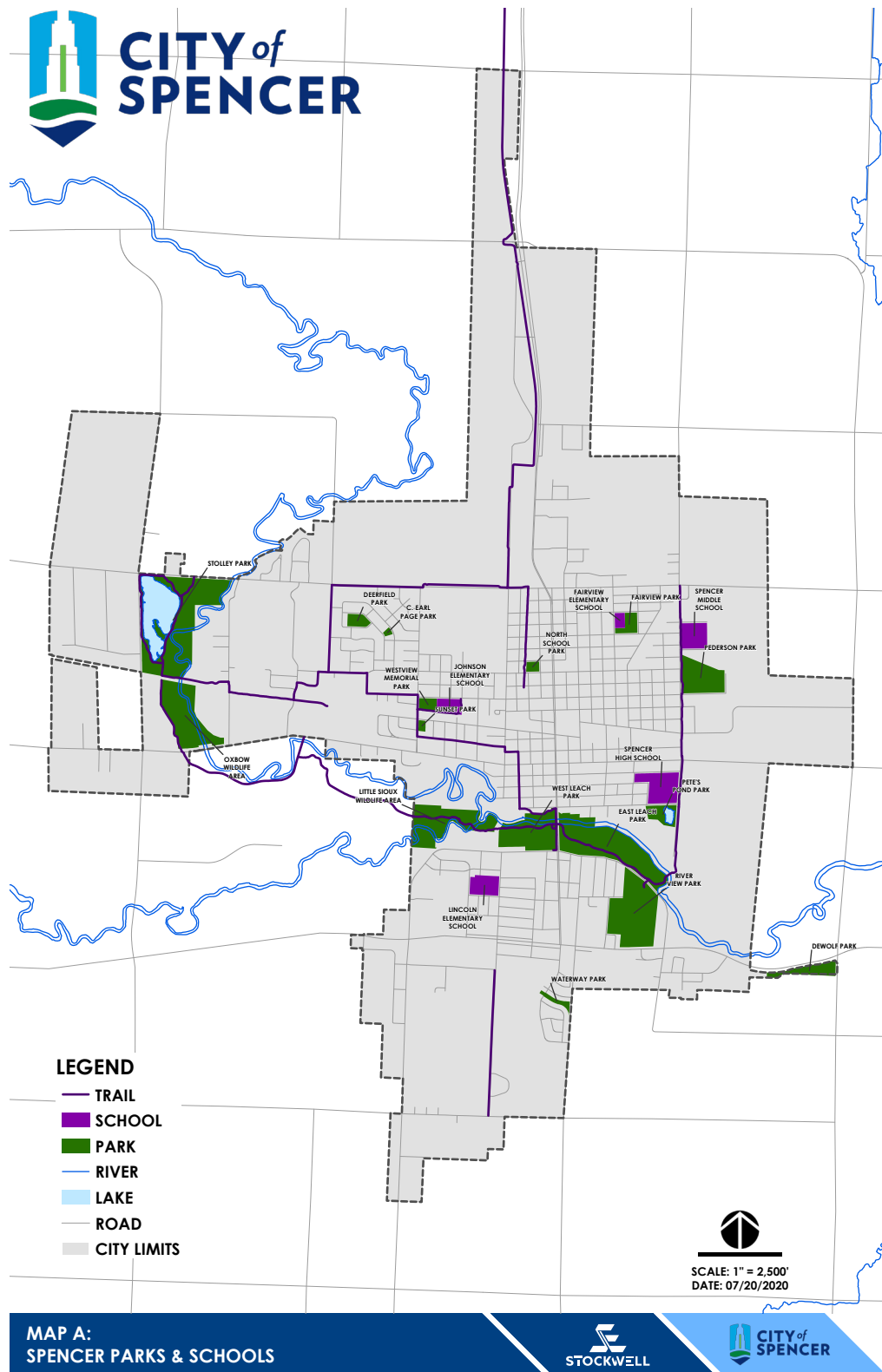
The Spencer Parks and Recreation Department should create a profile through NRPA Park Metrics and compare the Department’s results against other agencies that have completed a profile of similar size and demographics. The database will let you compare the number of facility types such as ballfields, basketball courts, and tennis courts and the data will be applicable to the communities surrounding Spencer that are also utilizing NRPA Park Metrics and not based on a median of the national average.

**Creating the Inventory**

The Level of Service analysis process involved assembly of a detailed inventory of public physical assets available for use by the Spencer community. This asset inventory was created to serve the city in several ways. It can be used for a wide variety of planning and operations tasks such as asset management as well as future strategic master plans. The assets inventory currently includes public parks, recreation, and trails assets managed by the Parks and Recreation Department. There is a total of 16 developed parks throughout the city.

**Figure 30** shows the study area and key locations of park facilities and schools. Larger scale maps can be found in **Appendix A**.

Figure 30: City of Spencer System Map Showing All Parks and Recreation Inventory





## CATCHMENT AREAS

Catchment areas, also called buffers or radii, are used to display Level of Service areas in the community. A radius of a specific distance is drawn around each park or trail. People use a variety of transit modes to reach a recreation destination: on foot, on a bike, in a car, via public transportation, or utilizing any combination of these or other alternatives. The mode is often determined, at least in part, by the distance to be traveled.

Overall LOS analysis for the City of Spencer applied a primary catchment distance of 1/2 mile. This distance represents a travel time of 15 minutes based on an average walking speed of three miles per hour. A 1/2-mile catchment is able to account for longer actual walking distances due to indirect routes, as are commonly found in a grid street pattern, and serves to ensure a travel time of 15 minutes or less for most people.

## B. Findings

Perspective maps were generated to evaluate the outdoor park facilities available to residents. For purposes of this study, the city limit boundary of Spencer was used as the extent of the study area. The City of Spencer boundary may be found in Map A for reference. Relevant findings include:

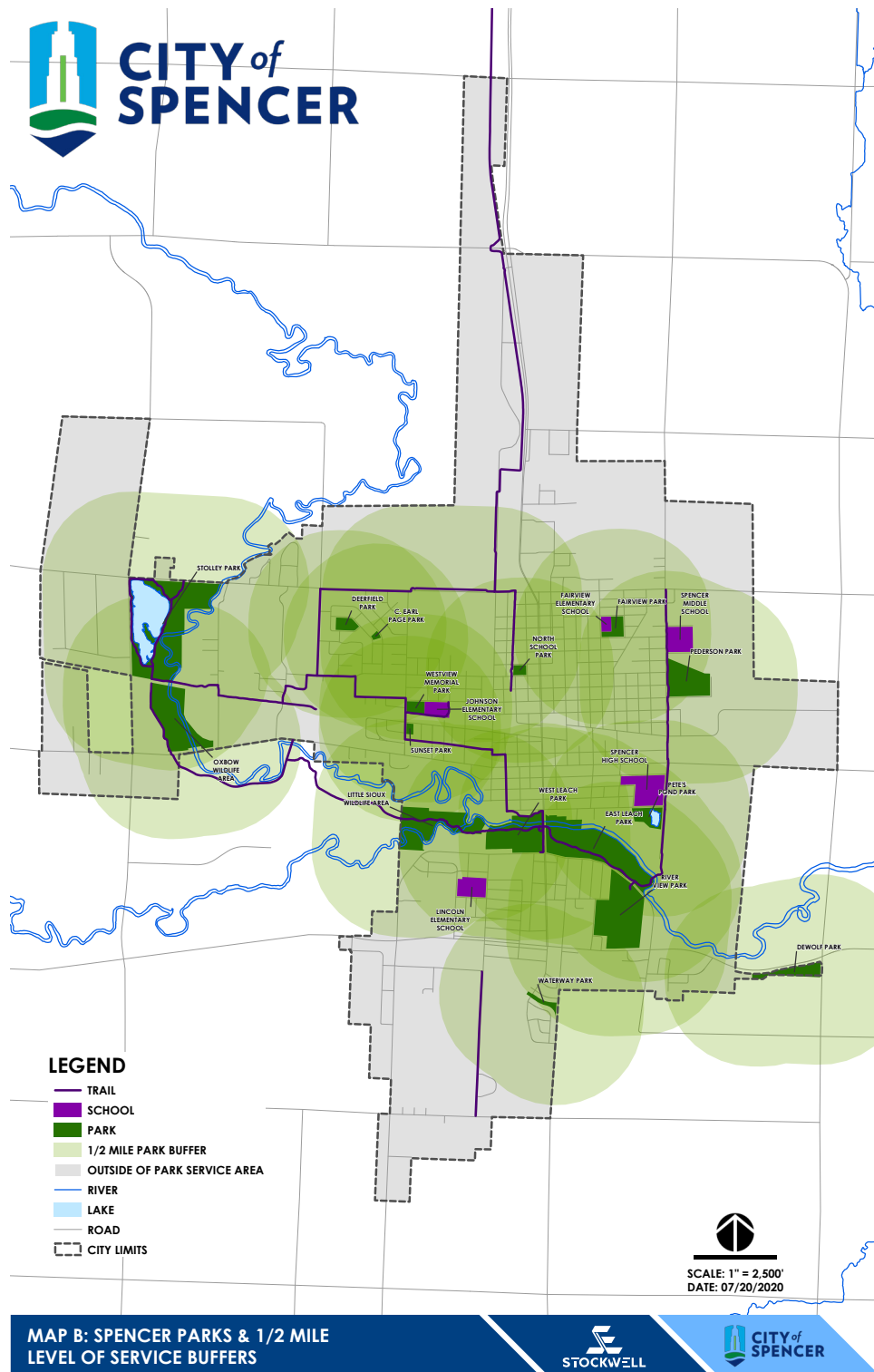
- Wide variety of well distributed recreational opportunities.
- Overall level of service is high for trails and parks combined.
- River access is limited with minimal amenities at access points.

## Overall Level of Service

Multiple perspectives were created to examine Overall Level of Service for the City of Spencer. Results of this analysis are displayed in **Figure 31**, **Figure 32**, **Figure 33**, **Figure 34**, and **Figure 35**.

**Figure 31** models access to all parks by all transportation modes. One-half mile catchment radii have been placed around each park boundary. Areas of darker color represent areas with a higher level of service.

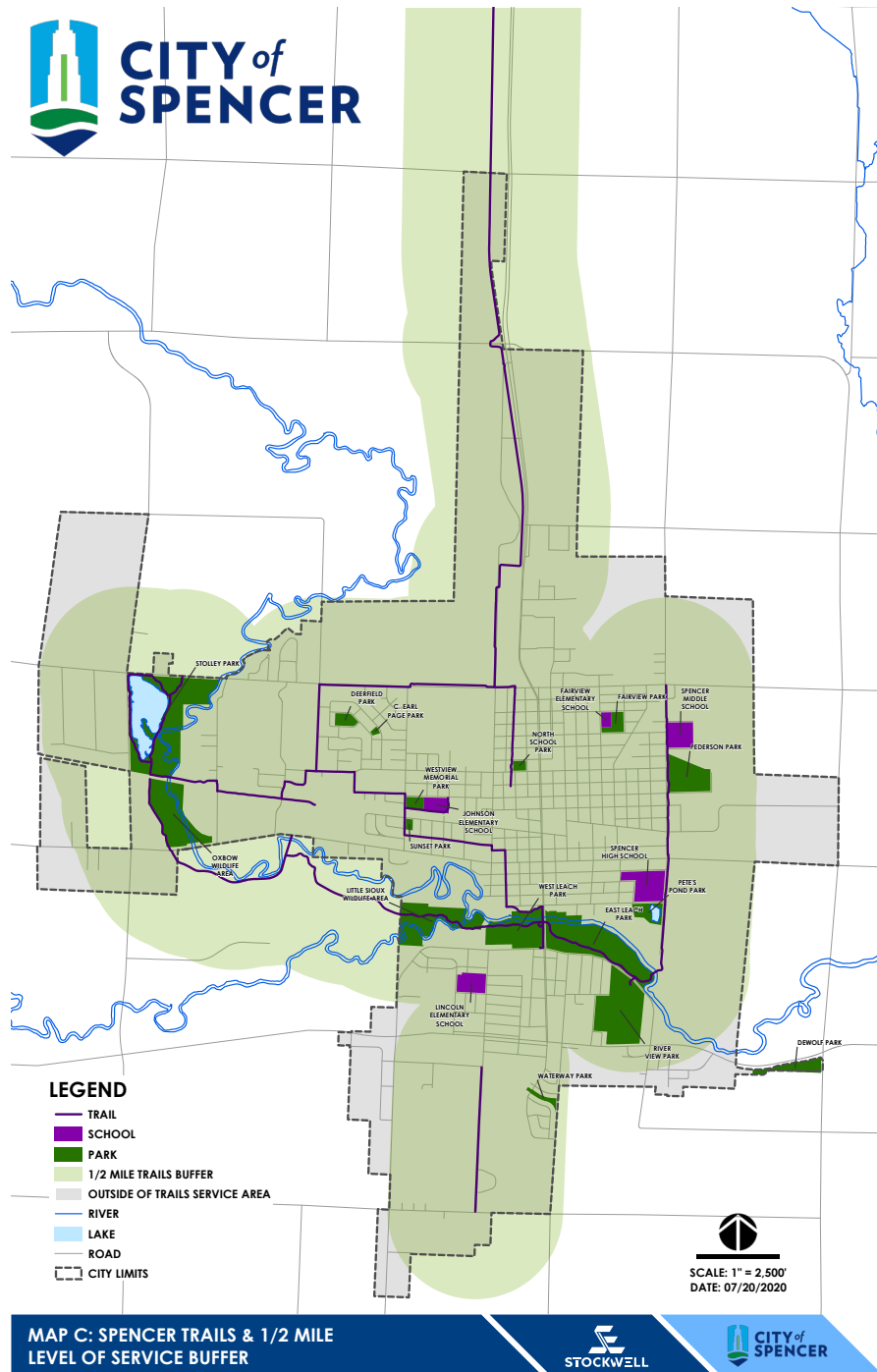
Figure 31: Spencer Parks with ½-Mile Level of Service Buffer



In general, **Figure 31** indicates that Spencer has great distribution of facilities and good general access to parks and outdoor recreation facilities.

**Figure 32** models the location of all bike trails and designated bike lanes in the City of Spencer. One-half mile catchment radii have been placed around each length of trail and/or bike route. Light green areas represent the ½-mile radii around each trail.

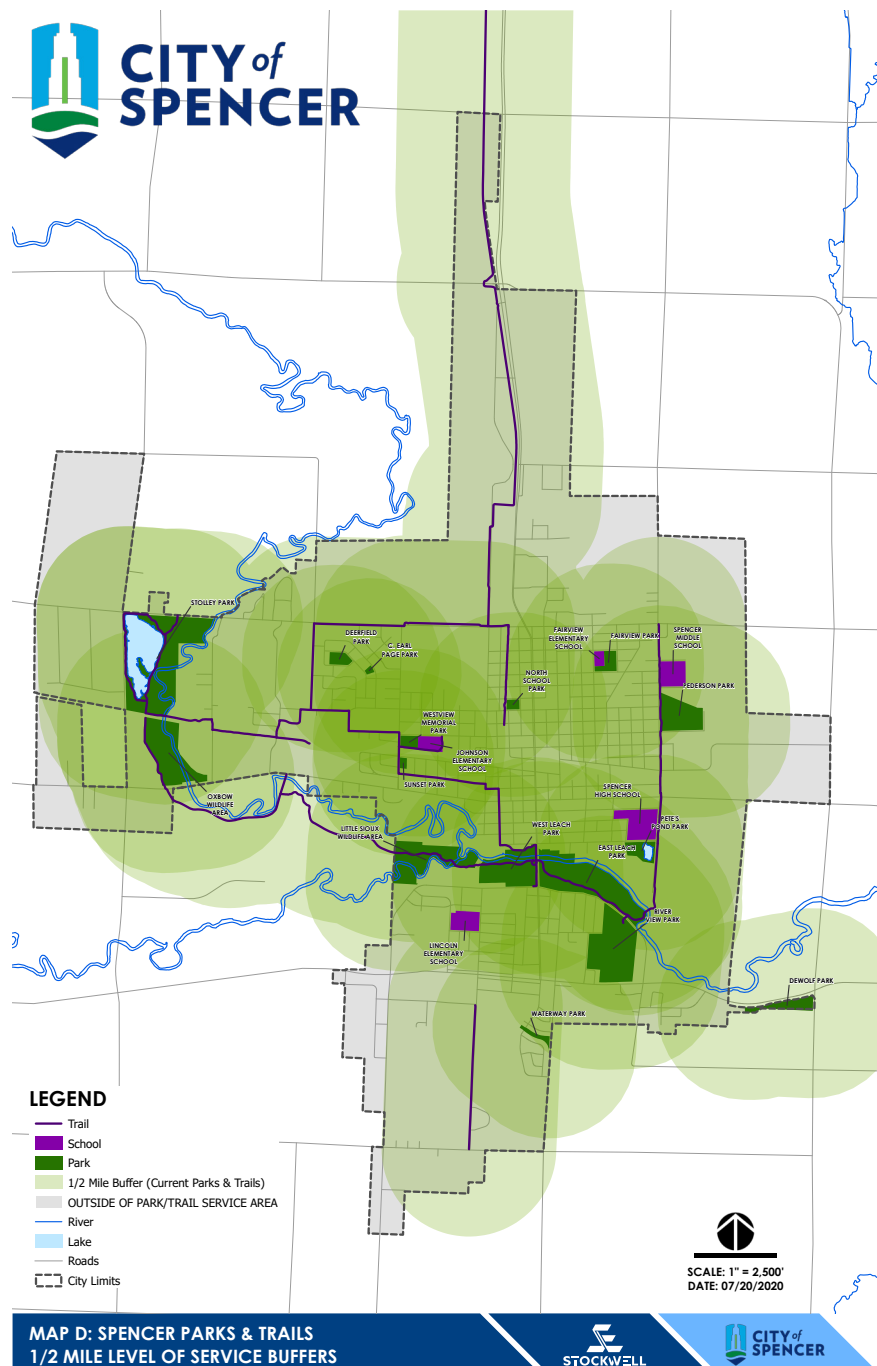
**Figure 32: Spencer Trails with ½-Mile Level of Service Buffer**



In general, **Figure 32** indicates that Spencer has great distribution of bike trails and designated bike routes throughout the city.

**Figure 33** models access to all parks and trails by all transportation modes and is the combination of **Figure 31** and **Figure 30** into one map. One-half mile catchment radii have been placed around each park boundary, trail, and designated bike route. Areas of darker color represent areas with a higher level of service.

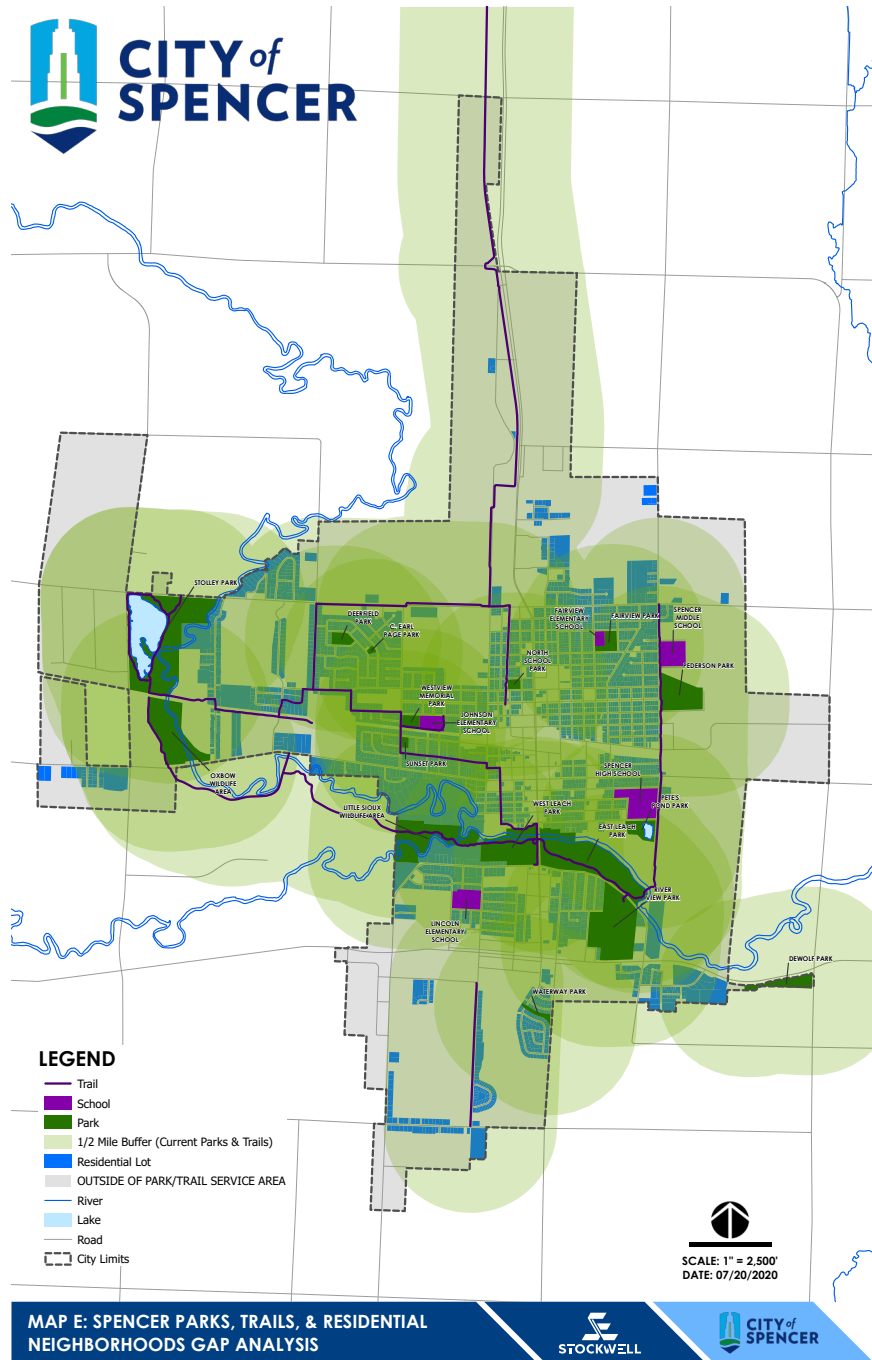
**Figure 33: Spencer Parks and Trails with ½-Mile Level of Service Buffer**



In general, **Figure 33** indicates that Spencer has excellent distribution of facilities and good general access to parks, trails, and designated bike lanes.

**Figure 34** models access to all parks and trails, as shown in Map D, and also underlays residential neighborhoods beneath the level of service buffers. One-half mile catchment radii have been placed around each park boundary, trail, and designated bike route overlaid on top of the residential neighborhoods.

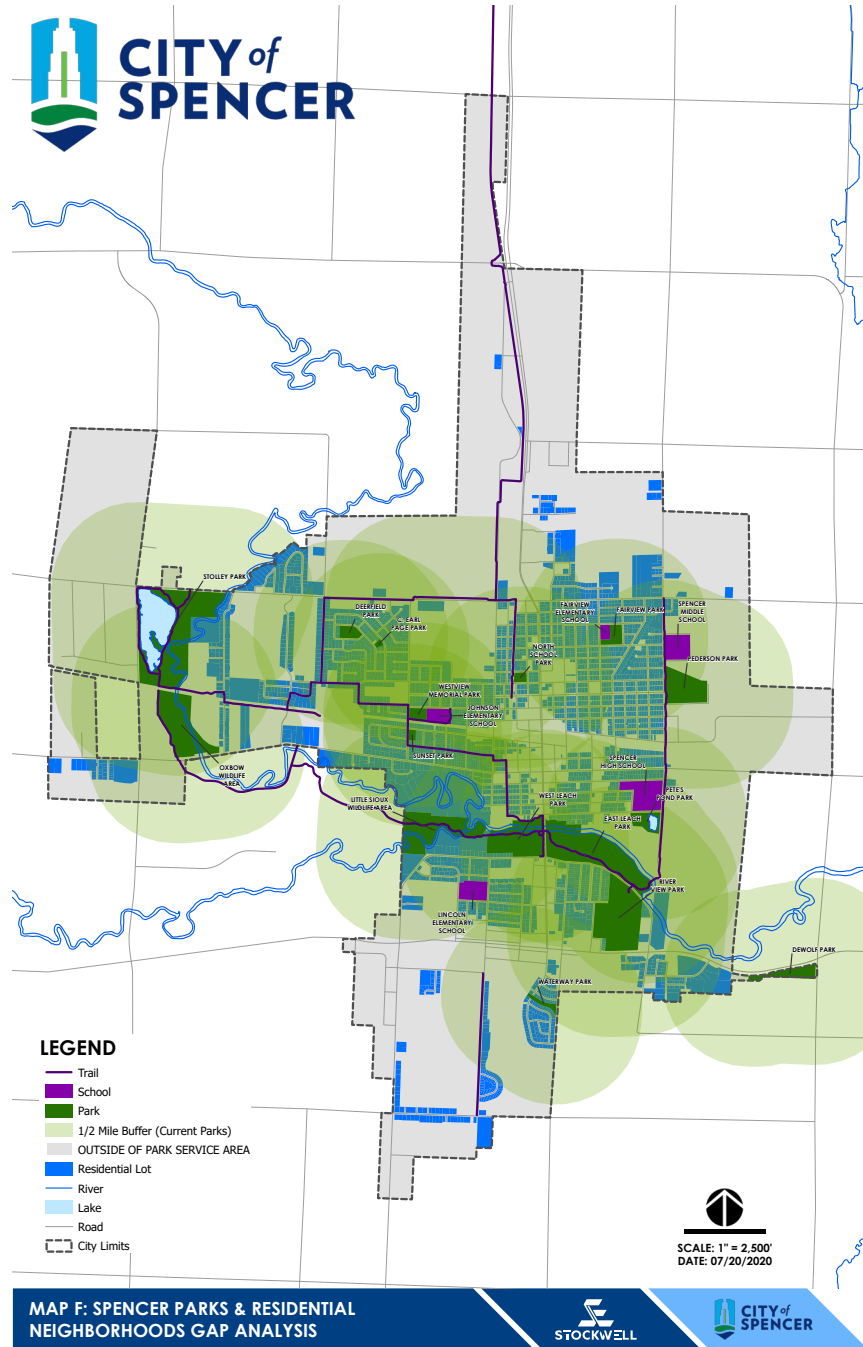
**Figure 34: Spencer Parks, Trails, and Neighborhoods Gap Analysis**



In general, **Figure 34** indicates that Spencer has excellent distribution of facilities and good general access to parks, trails, and designated bike lanes within residential areas. This map demonstrates that most Spencer residents are within ½-mile of a park or bike trail or lane. There is a gap in service in the southwest quadrant of the city.

**Figure 34** models access to all parks, as shown in **Figure 31**, and underlays residential neighborhoods beneath the level of service buffers. One-half mile catchment radii have been placed around each park boundary overlaid on top of the residential neighborhoods. There is a gap in service in the southwest quadrant of the city.

**Figure 35: Spencer Parks and Neighborhoods Gap Analysis**



In general, **Figure 35** indicates that Spencer has excellent distribution of facilities and good general access to parks within residential areas. This map demonstrates that the City of Spencer has done an excellent job of locating and planning park spaces in concentrated residential areas.

## **Amenity Summary**

A complete Inventory Matrix is provided as a staff level document. This matrix provides a detailed assessment of each park amenity in every park. This inventory and analysis of the existing amenities was done by visiting every park in December 2019. A detailed park amenity breakdown is included in *Appendix B*.

## **Inventory Summary**

- Parks are well maintained.
- Pederson Memorial Park is in fair condition. Upgrades to lights and scoreboards are needed.
- Earl Page Park should be repurposed.
- Good variety of neighborhood/community parks throughout the area.

## **Conclusion**

The Spencer Parks and Recreation Department's existing park facilities are generally in good condition and provide adequate amenities to serve the neighborhood or larger community as intended. The park district meets NRPA guidelines on acres per 1,000 residents at 38.6 acres. The overall distribution pattern of the parks and facilities indicates Spencer is well covered, except for the far south west corner which does not lie within any park service area. Spencer should consider adding a neighborhood park and trail in this area of the city. If you combine the service area summary with the residents' satisfaction with the overall quality and maintenance of the park sites, it is evident that the Spencer Parks and Recreation Department offers facilities and services that meet the residents' expectations.



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## IV. KEY ISSUES

Key issues and themes for focus were identified using several tools, including review of existing plans and documents, focus groups, stakeholder meetings, a community survey, inventory and level of service analysis, and staff/project team input. The information gathered from these sources were evaluated, and the following recommendations and action plans were developed.

The findings are summarized on the following Key Issues Matrix, which captures all of the key issues that surfaced during the Master Plan process and prioritizes them on one matrix. The key issues were placed into four categories on the matrix:

- a. Priority
- b. Opportunity to Improve
- c. Minor or Future Issue
- Left Blank means the issue did not come up or was not addressed in that venue

The qualitative data planning tools used to determine the priority of key issues include:




1. Existing planning documents/Staff Input
2. Consultant team's expertise
3. Public forum input

The quantitative data planning tools used to determine the priority of the key issues include:



1. Community Survey
2. Facility Assessment/LOS

Preliminary recommendations are listed for each key issue and presented to the Parks and Recreation project team to gather input on the prioritization of the final recommendations and action plans. The Key Issues Matrix summarizes the areas that need immediate attention and determine the direction of the implementation of recommendations in the Master Plan.




**Table 10: Key Issues Matrix - Organizational**

Spencer, IA Parks and Recreation Master Plan		Qualitative Data			Quantitative Data		Consultant's Analysis and Professional Expertise
 <p><b>Key Issue - Rating Scale</b>                      a - priority                      b - opportunity to improve                      c - minor or future issue                      blank means the issue didn't come up or wasn't addressed</p>	 	Consultant Team	Staff Input	Public Input	Community Survey	Facility Assessment	<b>Preliminary Recommendations</b>
		<b>Organizational</b>					
Improve Department maintenance of parks, facilities, and other assets		a	a	a	a	a	Reevaluate current operation to create a greater focus of maintenance levels and standards to the Parks and Recreation Department. Seek partnerships, volunteer opportunities, other avenues for maintenance and cleanliness of parks. Improve trail upkeep.
Marketing/Outreach to community		a	a	a	a		Identify various forms of communication methods that are used to receive information and reach the public. Improve communication (including YMCA) with residents throughout the city. Improve online presence. Create a brand for the Department and improve marketing and communication of the brand and department.
Staffing structure and responsibilities to maintain parks, facilities and other assets.		a	a	a			Reevaluate current operation within the City Department to create a greater focus of maintenance levels and standards to the Parks and Recreation Department.  Develop a department-wide staffing plan to address the following: -current deficiency in maintenance -future expansion of programming -future acquisition/expansion of parks system  Seek partnerships, volunteer opportunities, other avenues for maintenance and cleanliness of parks.




**Table 11: Key Issues Matrix - Programs and Services**

Spencer, IA Parks and Recreation Master Plan		Qualitative Data			Quantitative Data		Consultant's Analysis and Professional Expertise	
 <b>Key Issue - Rating Scale</b> a - priority b - opportunity to improve c - minor or future issue blank means the issue didn't come up or wasn't addressed		Consultant Team	Staff Input	Public Input	Community Survey	Facility Assessment	 Preliminary Recommendations	
		Programs and Services						
Increase recreational programming		a	a	a	a			Create programming to increase opportunities for Youth, Special Events, Sports, Adults, and Active Seniors. Consider programs that offer more diverse opportunities. Consider alternative programs such as E-sports and other non-traditional to reach a new audience. Work closely with community partners to develop new programming and minimize duplication. Increase opportunities for middle school and high school ages, youth. Cross programming opportunities with library and other organizations/departments. Adults sports leagues.
Special Events/Community Events		a	a	a	a			Evaluate current events and look to improve upon those that are successful. Address trends that are relevant to the area to provide new events to bring the community together. Identify partnerships with other organizations to introduce new events/activities that reach a diverse audience. Public awareness events/opportunities with partners. Unique events/tournaments: Disc golf tournaments, challenge courses, dog agility, etc.
Public art/Art programs		b	b	b	b			Expand public art throughout the community and arts in the parks events. Identify areas and opportunities to increase public art awareness. Theater in parks.
Rental opportunities		b	b	a	a			Consider locations and opportunities for rentals; canoes, kayaks, ice skates, sports equipment, winter sports, etc.
Passive programming		b	b	a	a			Consider passive use of parks, less frequent programs in certain parks to allow passive/non-programmed activities to take place. Provide informal activities/events.
Fitness and Wellness		b	b	a	a			Identify opportunities and partnerships to increase fitness and wellness programming and special events.
Environmental/Nature programming		b	b	b	a			Consider opportunities and partnerships to provide more environmental awareness and nature programming. Take advantage of the natural areas and parks in the city by providing nature opportunities (education, special events, etc.). Consider programs such as outdoor photography, scavenger hunts, and other programming that takes advantage of the nature areas.

**Table 12: Key Issues Matrix - Facilities and Amenities**

Spencer, IA Parks and Recreation Master Plan		Qualitative Data			Quantitative Data		Consultant's Analysis and Professional Expertise	
 <b>Key Issue - Rating Scale</b> a - priority b - opportunity to improve c - minor or future issue blank means the issue didn't come up or wasn't addressed	 	Consultant Team	Staff Input	Public Input	Community Survey	Facility Assessment	<b>Preliminary Recommendations</b>	
<b>Facilities &amp; Amenities</b>								
Park Maintenance		a	a	a	a	a		City and users should work to establish a new normal expectation of park conditions and maintenance. Spencer has many parks to maintain/mow. Evaluate which parks can be naturalized with "no mow" areas to help keep up with mowing the areas that have higher traffic/visibility.
Prioritize and schedule park updates		a	a	a	a	a		Develop system to continue to assess parks and park components on an annual basis (cyclical replacement program)
Splash Pad		a	a	a	a			The community is very passionate about building a splash pad. Recommend developing a concept plan and cost estimates for a splash pad at North School Park. This would be beneficial for the community.
Aquatic Center Maintenance Repairs		a	a	a	a	a		The existing Aquatic Center is dated and updated facilities are needed. Follow minimum repair and replacement recommendations outlined in the Spencer Family Aquatic Center Evaluation and Assessment Report conducted January 5, 2015.
Aquatic Center Expansion		a	a	a	a	a		Develop master plan and cost estimates for an expanded aquatics center based on recommendations for additional improvements outlined in the Spencer Family Aquatic Center Evaluation and Assessment Report conducted January 5, 2015. Recommend expansion potentially includes lazy river, slide complex, and deep water pool.
Earl Page Park		a	a	a	a	a		Earl Page is in need of updated playground equipment, concrete sidewalks and ADA accessibility. Earl Page Park should be repurposed to a unique use (i.e. pollinator park) as Deerfield Park is a couple blocks away and has the same amenities.
Pederson Park		a	a	a	b	b		Several of the fields need the fences/backstops, lighting, bleachers and scoreboards updated.
East Leach Campground		a	a	a	a	a		The campgrounds at East Leach Park are in need of updating. However, since that portion of the park is often flooded and underutilized, it is recommended that new camping facilities get relocated to Riverview Park/Moose Pond. Camping cabins could be added to Stolley Park for a different user experience. Previous campground area and facilities should be re-purposed/programmed to better complement East Leach Park amenities.
West Leach Park		b	b	b		b		Follow recommendations outlined in the Spencer's Riverfront Plan written in May 2017.
Fairview Tennis Courts		b	b	b	b	b		The tennis courts need upgrading and resurfacing. Repurpose tennis courts to pickleball courts.
Storybook Park		b	b	b	a	b		Add fitness circuit to park sidewalk loop and consider bringing stories back and repairing book holders.
New Park in SW Quadrant of City		a						There currently is not a park in the southwest part of the city. Develop a park in the southwest quadrant of Spencer to better serve the community in that area.
Park Signs		a	a	a		a		Ensure all parks have a park sign. Update old signs to new city standard. Some larger parks with more than one entrance may need more than one sign.
Site Furnishings, Bench & Trash		a	b			a		Update all benches, picnic tables, trash cans, signs, etc. to City Standard. Many parks have a mixture of city standard and old mesh site furnishings - update so they all match. Replacement schedule should be established for most facilities.
Lighting		a	a	a		a		Address lighting concerns within individual parks, replace non-working lights, add lighting to trails and parks without lighting
Restrooms - Improve existing, address lack of at some parks		a	a	a	a	a		Work on a plan to update and make restrooms accessible in larger park areas. Most parks do not have restroom facilities.
Trails and Connectivity		b	b	a	a	b		City should work on better establishing and/or defining Trails/Walkways throughout the City and connections to all parks (i.e. signage and trailheads). Continue to expand trail system as opportunities arise.
Add trail loop in southwest quadrant of city		a						Expand trail system to southwest quadrant of Spencer. Loop the trail through Lincoln Elementary School, new park in the south west, Waterway Park and Riverview Park.
Water Trails and River Access		b	b	a	a	b		Follow recommendations outlined in the Spencer's Riverfront Plan written in May 2017. Partner with County Conservation Board to provide access points on the river.
Amenity Accessibility		b	b	a	b	b		As parks are upgraded, provide ADA accessible connections to and ensure all amenities are ADA accessible. Consider designing and building fully accessible and all inclusive themed destination playground in East Leach Park when current playground has reached the end of its life cycle.
Parks Maintenance Shop		a	a			a		Parks and Recreation shop is highly visible and is in need of replacement. Develop plan for new maintenance shop and site plan in current location.

**Table 13: Key Issues Matrix - Finance**

Spencer, IA Parks and Recreation Master Plan		Qualitative Data			Quantitative Data		Consultant's Analysis and Professional Expertise	
 <p><b>Key Issue - Rating Scale</b>                      a - priority                      b - opportunity to improve                      c - minor or future issue                      blank means the issue didn't come up or wasn't addressed</p>	 	Consultant Team	Staff Input	Public Input	Community Survey	Facility Assessment	<p><b>Preliminary Recommendations</b></p>	
<b>Finance</b>								
Identify opportunities to increase funding		a	a	a	a			Potential support for funding mechanism to support pay for operations and maintenance of parks and facilities. Consider fees increase to improve quality of facilities and programs. Fees to cover additional hours, staff, and upgrades. Potential support for bond referendum to fund multiple projects. Consider internal budget and opportunities to ask/seek additional funding to support improvements in the maintenance and care of the parks and all other assets of the city to bring to a community standard. Consider partnerships to help offset expenses in operating and running programs. Seek partners that provide duplicated services or support city and department as a whole. Re-evaluate current contracts with partners.
Scholarship Program		a	a					Consider a scholarship program, provide a streamlined application process. Identify a plan to seek funding and support for the scholarship program. Market the scholarship program as a "department wide" program that allows participation in all programs/events for those who qualify.
Fee Structures		a	a		b			Consider fee increase for Aquatic Center to cover additional hours of operation, staffing, and improvements of facility. Implement program budget sheets and consider cost recovery efforts for programming and operations. Consider an internal cost recovery program that consistently guides pricing for programs, special events, rentals, and public private partnerships..
Grants		a	a					Increase resources towards grants and/or philanthropic efforts. Consider dedicated staff to seek fundraising and grant opportunities.



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# V. RECOMMENDATIONS AND ACTION PLANS



## A. Action Plan, Cost Estimates, and Prioritization

The following Goals, Objectives, and Action Items for the recommendations are drawn from the public input, inventory, level of service analysis, findings feedback, and all the information gathered during the master planning process with a primary focus on maintaining, sustaining, and improving the City of Spencer parks, recreation, open space, and trails. All cost estimates are in 2020 figures where applicable. Most costs are dependent on the extent of the enhancements and improvements determined or known at this time.

Timeframe to complete is designated as:

- Short-term (up to 3 years)
- Mid-term (4-6 years)
- Long-term (7-10 years)

### Goal 1: Organizational

#### Objective 1.1:

*Improve Department maintenance of parks, facilities, and other assets.*

Actions	Capital Cost Estimate	Operational Budget Impact	Timeframe to Complete
1.1.a Reevaluate current operation to create a greater focus of maintenance levels and standards to the Parks and Recreation Department.	N/A	Staff Time	Short-term
1.1.b Seek partnerships, volunteer opportunities, other avenues for maintenance and cleanliness of parks.	N/A	Staff Time	Short-Term

1.1.c Improve trail upkeep	TBD	TBD	Short-Term
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**Objective 1.2:**  
*Improve Marketing/Outreach to community.*

Actions	Capital Cost Estimate	Operational Budget Impact	Timeframe to Complete
1.2.a Identify various forms of communication methods that are used to receive information and reach the public.	N/A	Staff Time	Short-term
1.2.b Improve communication (including YMCA) with residents throughout the city.	N/A	Staff Time	Short-Term
1.2.c Improve online presence.	N/A	Staff Time	Short-Term
1.2.d Create a brand for the Department and improve marketing and communication of the brand and department.	N/A	Staff Time	Short-Term



**Objective 1.3:**

*Assess staffing structure and responsibilities to maintain parks, facilities, and other assets.*

Actions	Capital Cost Estimate	Operational Budget Impact	Timeframe to Complete
1.3.a Reevaluate current operation within the City Department to create a greater focus of maintenance levels and standards to the Parks and Recreation Department.	N/A	Staff Time	Short-/Mid-Term
1.3.b Develop a department-wide staffing plan to address the following: <ul style="list-style-type: none"><li>• Current deficiency in maintenance</li><li>• Future expansion of programming</li><li>• Future acquisition/expansion of parks system</li></ul>	N/A	Staff Time/TBD	Short-Term
1.3.c Seek partnerships, volunteer opportunities, other avenues for maintenance and cleanliness of parks.	N/A	Staff Time	Short-Term

**Goal 2: Program and Services**

**Objective 2.1:**

*Increase recreational programming.*

Actions	Capital Cost Estimate	Operational Budget Impact	Timeframe to Complete
2.1.a Create programming to increase opportunities for Youth, Special Events, Sports, Adults, and Active Seniors.	N/A	Staff Time	Short-Term
2.1.b Consider programs that offer more diverse opportunities.	N/A	Staff Time	Short-Term
2.1.c Consider alternative programs such as E-sports and other non-traditional to reach a new audience.	N/A	Staff Time	Short-Term
2.1.d Work closely with community partners to develop new programming and minimize duplication.	N/A	Staff Time	Short-Term
2.1.e Increase opportunities for middle school and high school ages, youth.	N/A	Staff Time	Short-Term

2.1.f Cross programming opportunities with library and other organizations/ departments.	N/A	Staff Time	Short-Term
2.1.g Provide adults sports leagues.	N/A	Staff Time	Short-Term

**Objective 2.2:**  
*Improve special and community events.*

Actions	Capital Cost Estimate	Operational Budget Impact	Timeframe to Complete
2.2.a Evaluate current events and look to improve upon those that are successful.	N/A	Staff Time	Short-Term
2.2.b Address trends that are relevant to the area to provide new events to bring the community together.	N/A	Staff Time	Short-Term
2.2.c Identify partnerships with other organizations to introduce new events/activities that reach a diverse audience.	N/A	Staff Time	Short-Term

2.2.d Public awareness events/opportunities with partners.	N/A	Staff Time	Short-Term
2.2.e Unique events/tournaments: disc golf tournaments, challenge courses, dog agility, etc.	N/A	Staff Time	Short-Term

**Objective 2.3:**  
***Enhance public art/art programs.***

Actions	Capital Cost Estimate	Operational Budget Impact	Timeframe to Complete
2.3.a Expand public art throughout the community and arts in the parks events.	TBD <i>(Factors: type of public art, donated by artist or city furnished)</i>	TBD	Mid-Term
2.3.b Identify areas and opportunities to increase public art awareness.	N/A	Staff Time	Mid-Term
2.3.c Provide theater in parks.	TBD <i>(Factors: production scale, special equipment)</i>	TBD	Short-/Mid-Term

**Objective 2.4:**  
**Add rental opportunities.**

Actions	Capital Cost Estimate	Operational Budget Impact	Timeframe to Complete
2.4.a Consider locations and opportunities for rentals; canoes, kayaks, ice skates, sports equipment, winter sports, etc.	TBD <i>(Factors: rental equipment quantity, quality, and brand)</i>	Staff Time/Additional Revenue	Short-/Mid-Term

**Objective 2.5:**  
**Increase passive programming.**

Actions	Capital Cost Estimate	Operational Budget Impact	Timeframe to Complete
2.5.a Consider passive use of parks, less frequent programs in certain parks to allow passive/non-programmed activities to take place.	N/A	Staff Time	Mid-Term
2.5.b Provide informal activities/events.	TBD <i>(Factors: equipment, sponsors)</i>	Staff Time	Mid-Term

**Objective 2.6:**  
*Increase fitness and wellness opportunities.*

Actions	Capital Cost Estimate	Operational Budget Impact	Timeframe to Complete
2.6.a Identify opportunities and partnerships to increase fitness and wellness programming and special events.	N/A	Staff Time	Mid-Term

**Objective 2.7:**  
*Enhance environmental/nature programming.*

Actions	Capital Cost Estimate	Operational Budget Impact	Timeframe to Complete
2.7.a Consider opportunities and partnerships to provide more environmental awareness and nature programming.	N/A	Staff Time	Mid-Term
2.7.b Take advantage of the natural areas and parks in the city by providing nature opportunities (education, special events, etc.)	N/A	Staff Time	Mid-Term
2.7.c Consider programs such as outdoor photography, scavenger hunts, and other programming that takes advantage of the nature areas.	N/A	Staff Time	Mid-Term

**Goal 3: Facilities and Amenities**

**Objective 3.1:**  
*Improve park maintenance.*

Actions	Capital Cost Estimate	Operational Budget Impact	Timeframe to Complete
3.1.a City and users should work to establish a new normal expectation of park conditions and maintenance.	N/A	Staff Time	Short-Term
3.1.b Spencer has many parks to maintain/mow. Evaluate which parks can be naturalized with “no mow” areas to help keep up with mowing the areas that have higher traffic/visibility.	N/A	Additional Staff Time	Short-Term

**Objective 3.2:**  
*Prioritize and schedule park updates.*

Actions	Capital Cost Estimate	Operational Budget Impact	Timeframe to Complete
3.2.a Develop system to continue to assess parks and park components on an annual basis (cyclical replacement program.)	N/A	Staff Time	Short-/Mid-/Long-Term

**Objective 3.3:**  
**Create splash pad plan.**

Actions	Capital Cost Estimate	Operational Budget Impact	Timeframe to Complete
3.3.a. Develop a concept plan and cost estimates for a splash pad at North School Park.	\$300,000 - \$1,000,000 <i>(Factors: system type, size of facility, number of features)</i>	Staff Time	Short-Term

**Objective 3.4:**  
**Design Aquatic Center expansion.**

Actions	Capital Cost Estimate	Operational Budget Impact	Timeframe to Complete
3.4.a Develop master plan and cost estimates for an expanded aquatics center based on recommendations for additional improvements outlined in the Spencer Family Aquatic Center Evaluation and Assessment Report conducted January 5, 2015.	See 2015 Spencer Family Aquatic Center Evaluation & Assessment Report	Staff Time/TBD	Mid-Term
3.4.b Recommend expansion potentially includes lazy river, slide complex, and deep-water pool.	See 2015 Spencer Family Aquatic Center Evaluation & Assessment Report	Staff Time/TBD	Mid-Term



**Objective 3.5:**  
**Update Earl Page Park.**

Actions	Capital Cost Estimate	Operational Budget Impact	Timeframe to Complete
3.5.b Develop master plan and repurpose to a unique use (i.e. pollinator park) as Deerfield Park is a couple blocks away and has the same amenities.	TBD <i>(Factors: design of facility and quantity/ quality of elements included)</i>	Staff Time	Short-Term

**Objective 3.6:**  
**Update Pederson Park.**

Actions	Capital Cost Estimate	Operational Budget Impact	Timeframe to Complete
3.6.a Several of the fields need the fences/ backstops, bleachers, and scoreboards updated.	\$100,000 / field for updates	N/A	Mid-Term

**Objective 3.7:*****Update East Leach Campground.***

Actions	Capital Cost Estimate	Operational Budget Impact	Timeframe to Complete
<p>3.7.a Consider relocating campground to Riverview Park/Moose Pond.</p> <p>Camping cabins added to Stolley Park for a different user experience.</p> <p>Previous campground area and facilities should be re-purposed/programmed to better complement East Leach Park amenities.</p>	\$15,000/camping space	Factors: staff for reservations/ maintenance	Short-/Mid-Term

**Objective 3.8:*****Update West Leach Park.***

Actions	Capital Cost Estimate	Operational Budget Impact	Timeframe to Complete
<p>3.8.a Follow recommendations outlined in the Spencer's Riverfront Plan written in May 2017.</p>	See 2017 Spencer Riverfront Plan	TBD	Mid-/Long-Term

**Objective 3.9:*****Upgrade Fairview Tennis Courts.***

Actions	Capital Cost Estimate	Operational Budget Impact	Timeframe to Complete
3.9.a Upgrade and resurface. Repurpose tennis courts to pickleball courts.	\$25/square yard for resurfacing and miscellaneous repair items	N/A	Mid-Term

**Objective 3.10:*****Upgrade Storybook Park.***

Actions	Capital Cost Estimate	Operational Budget Impact	Timeframe to Complete
3.10.a Add fitness circuit to park sidewalk loop and consider bringing stories back and repairing book holders.	TBD <i>(Factors: quality/ quantity of fitness equipment, surfacing at stations)</i>	N/A	Mid-Term

**Objective 3.11:*****Add a new park in the southwest quadrant of the City.***

Actions	Capital Cost Estimate	Operational Budget Impact	Timeframe to Complete
3.11.a Develop a neighborhood park in the southwest quadrant of Spencer to better serve the community in that area.	\$600,000 (once land is acquired)	Factors: size/additional maintenance	Short-/Mid-Term

**Objective 3.12:**  
**Update park signs.**

Actions	Capital Cost Estimate	Operational Budget Impact	Timeframe to Complete
3.12.a Ensure all parks have a park sign. Update old signs to new city standard. Larger parks with more than one entrance may need more than one sign.	Typical City Cost	N/A	Short-Term

**Objective 3.13:**  
**Update site furnishings, benches, and trash cans.**

Actions	Capital Cost Estimate	Operational Budget Impact	Timeframe to Complete
3.13.a Update all benches, picnic tables, trash cans, signs, etc. to City Standard. Many parks have a mixture of city standard and old mesh site furnishings - update so they all match.	Typical City Cost	N/A	Short-/Mid-/Long-Term
3.13.b Develop a replacement schedule for all facilities.	N/A	Staff Time	Short-/Mid-/Long-Term

**Objective 3.14:**  
***Improve lighting.***

Actions	Capital Cost Estimate	Operational Budget Impact	Timeframe to Complete
3.14.a Address lighting concerns within individual parks, replace non-working lights, add lighting to trails and parks without lighting.	\$5,000/light fixture	Factors: electricity costs	Short-Term

**Objective 3.15:**  
***Upgrade restrooms.***

Actions	Capital Cost Estimate	Operational Budget Impact	Timeframe to Complete
3.15.a Develop a plan to update and make restrooms accessible in larger park areas and consider addition of restrooms to parks that do not have restroom facilities.	\$350/square foot for new restroom facilities	N/A	Mid-Term

**Objective 3.16:**  
***Improve trails and connectivity.***

Actions	Capital Cost Estimate	Operational Budget Impact	Timeframe to Complete
3.16.a City should work on better establishing and/or defining Trails/Walkways throughout the City and connections to all parks (i.e. signage and trailheads.)	N/A	Staff Time	Mid-/Long-Term

3.16.b Continue to expand trail system as opportunities arise.	\$150/Linear Foot of Trail	TBD	Mid-/Long-Term
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**Objective 3.17:**  
*Add trail loop in southwest quadrant of the City.*

Actions	Capital Cost Estimate	Operational Budget Impact	Timeframe to Complete
3.17.a Expand trail system to southwest quadrant of Spencer. Loop the trail through Lincoln Elementary School, new park in the south west, Waterway Park and Riverview Park.	\$150/Linear Foot of Trail (once land is acquired)	TBD	Short-/Mid-Term

**Objective 3.18:**  
*Improve water trails and river access.*

Actions	Capital Cost Estimate	Operational Budget Impact	Timeframe to Complete
3.18.a Follow recommendations outlined in the Spencer's Riverfront Plan written in May 2017. Partner with County Conservation Board to provide access points on the river.	See 2017 Spencer Riverfront Plan	TBD	Mid-Term

**Objective 3.19:*****Increase amenity accessibility.***

Actions	Capital Cost Estimate	Operational Budget Impact	Timeframe to Complete
3.19.a As parks are upgraded, provide ADA accessible connections to and ensure all amenities are ADA accessible.	TBD <i>(Factors: specific to each park and amenities needed)</i>	N/A	Mid-/Long-Term
3.19.b Consider designing and building fully accessible and all-inclusive themed destination playground in East Leach Park when current playground has reached the end of its life cycle.	\$750,000	N/A	Mid/Long-Term

**Objective 3.20:*****Design and build a new parks maintenance shop.***

Actions	Capital Cost Estimate	Operational Budget Impact	Timeframe to Complete
3.20.a Develop a plan for new Parks and Recreation maintenance shop and site plan in current location.	\$300/square foot for new maintenance facility	Factors: type and size of building and equipment	Short-/Mid-Term

**Goal 4: Finance**

**Objective 4.1:**

*Identify opportunities to increase funding.*

Actions	Capital Cost Estimate	Operational Budget Impact	Timeframe to Complete
4.1.a Consider potential support for funding mechanism to support pay for operations and maintenance of parks and facilities.	N/A	N/A	Short-Term
4.1.b Consider fees increase to improve quality of facilities and programs. Fees to cover additional hours, staff, and upgrades.	N/A	N/A	Short-Term
4.1.c Potential support for bond referendum to fund multiple projects.	N/A	N/A	Short-Term
4.1.d Consider internal budget and opportunities to ask/seek additional funding to support improvements in the maintenance and care of the parks and all other assets of the city to bring to a community standard.	N/A	N/A	Short-Term



4.1.e Consider partnerships to help offset expenses in operating and running programs.	N/A	N/A	Short-Term
4.1.f Seek partners that provide duplicated services or support city and department. Re-evaluate current contracts with partners.	N/A	N/A	Short-Term

**Objective 4.2:**  
*Implement a scholarship program.*

Actions	Capital Cost Estimate	Operational Budget Impact	Timeframe to Complete
4.2.a Consider a scholarship program, provide a streamlined application process.	N/A	N/A	Short-Term
4.2.b Identify a plan to seek funding and support for the scholarship program.	N/A	N/A	Short-Term
4.2.c Market the scholarship program as a “department wide” program that allows participation in all programs/events for those who qualify.	N/A	N/A	Short-Term

**Objective 4.2:**  
**Evaluate fee structures.**

Actions	Capital Cost Estimate	Operational Budget Impact	Timeframe to Complete
4.3.a Increase resources towards grants and/or philanthropic efforts and continue working with current partners to secure funding.	N/A	N/A	Short-/Mid-Term
4.3.b Implement program budget sheets and consider cost recovery efforts for programming and operations.	N/A	N/A	Short-/Mid-Term
4.3.c Consider an internal cost recovery program that consistently guides pricing for programs, special events, rentals, and public private partnerships.	N/A	N/A	Short-/Mid-Term

**Objective 4.4:**  
***Apply for grants.***

Actions	Capital Cost Estimate	Operational Budget Impact	Timeframe to Complete
4.4.a Increase resources towards grants and/or philanthropic efforts.	N/A	Staff Time	Short-Term
4.4.b Consider dedicated staff to seek fundraising and grant opportunities.	N/A	Staff Time	Short-/Mid-/Long-Term

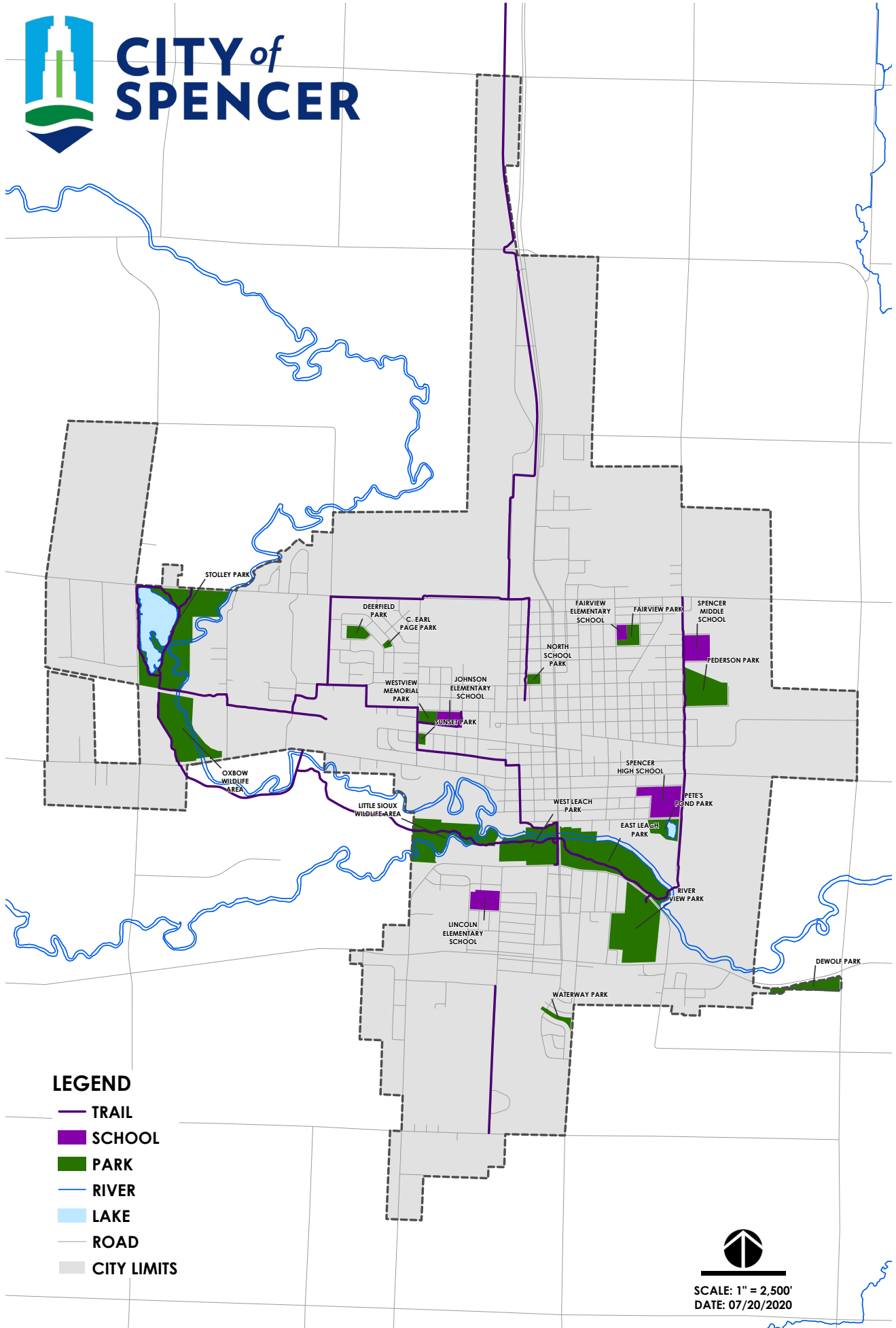


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# APPENDIX A: MAPS



# CITY of SPENCER



## LEGEND

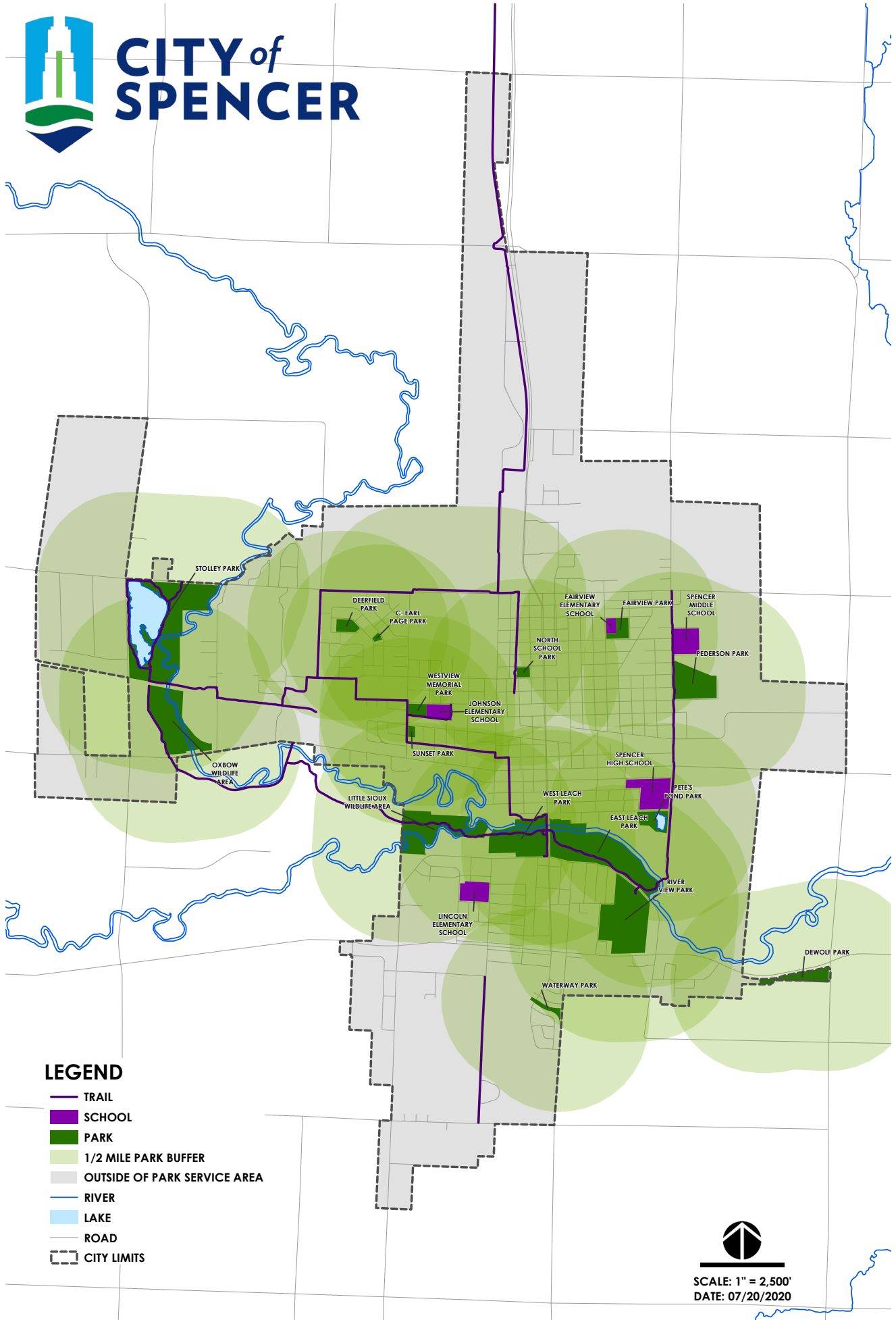
-  TRAIL
-  SCHOOL
-  PARK
-  RIVER
-  LAKE
-  ROAD
-  CITY LIMITS



SCALE: 1" = 2,500'  
DATE: 07/20/2020

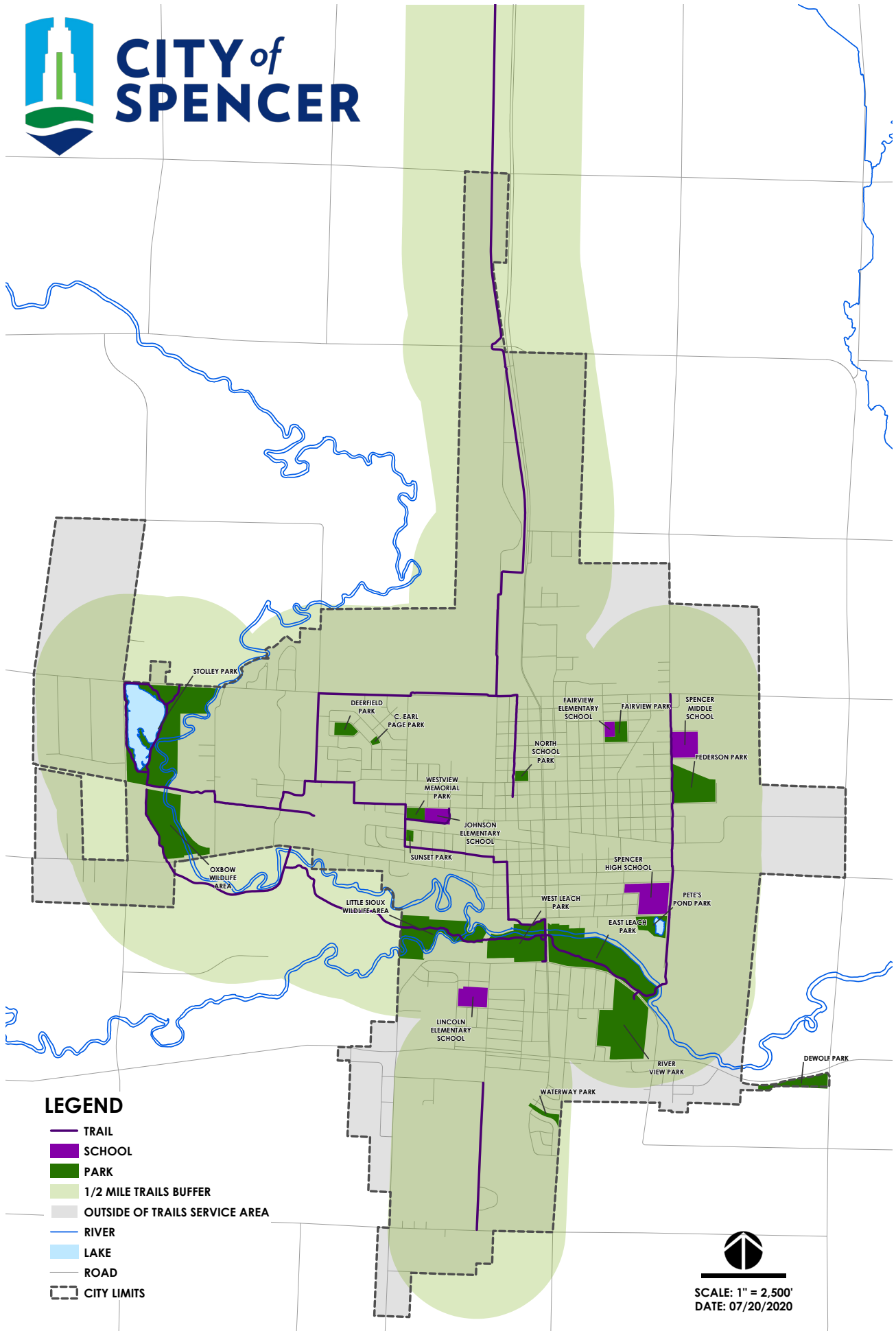


# CITY of SPENCER





# CITY of SPENCER



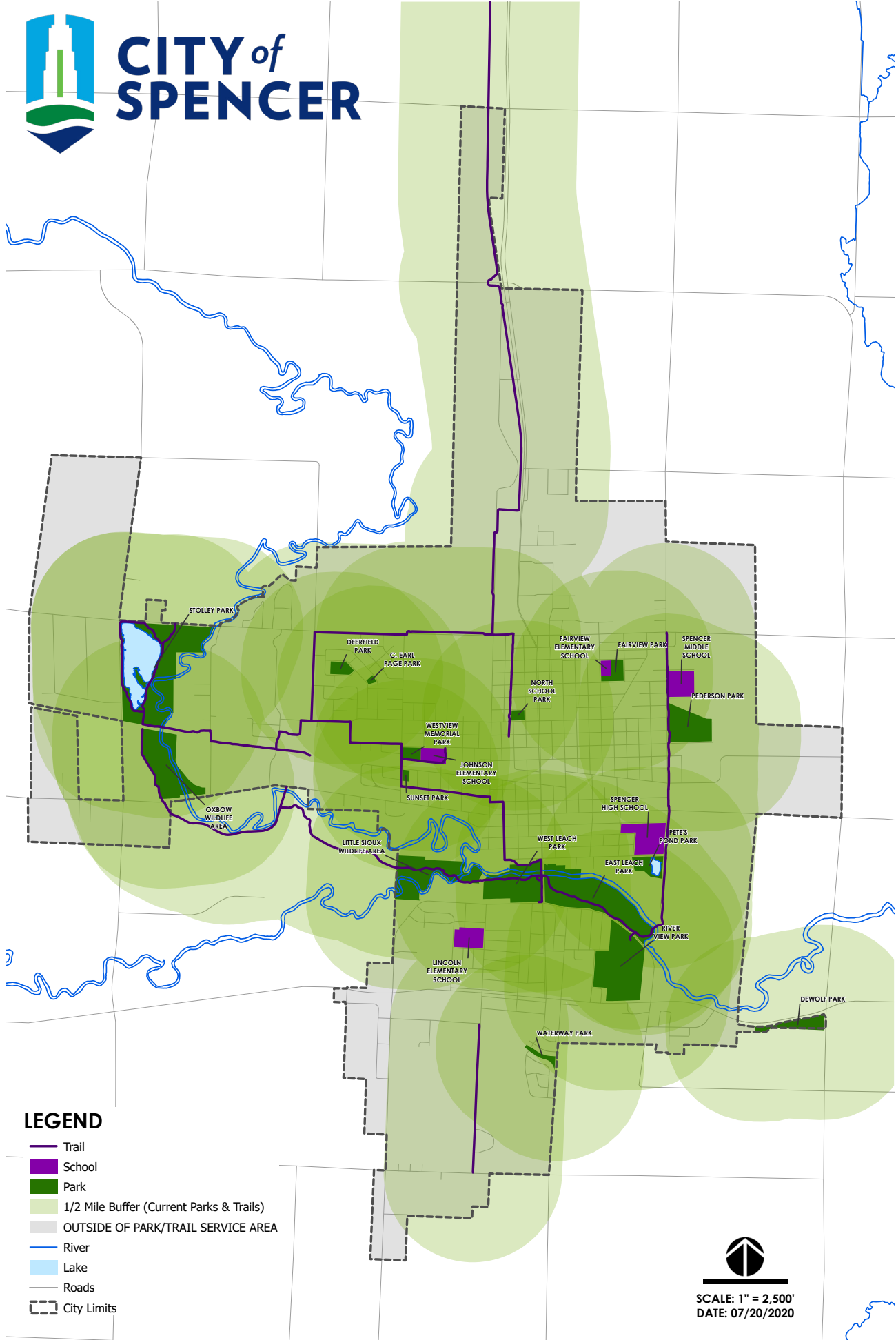
**MAP C: SPENCER TRAILS & 1/2 MILE LEVEL OF SERVICE BUFFER**







# CITY of SPENCER



## LEGEND

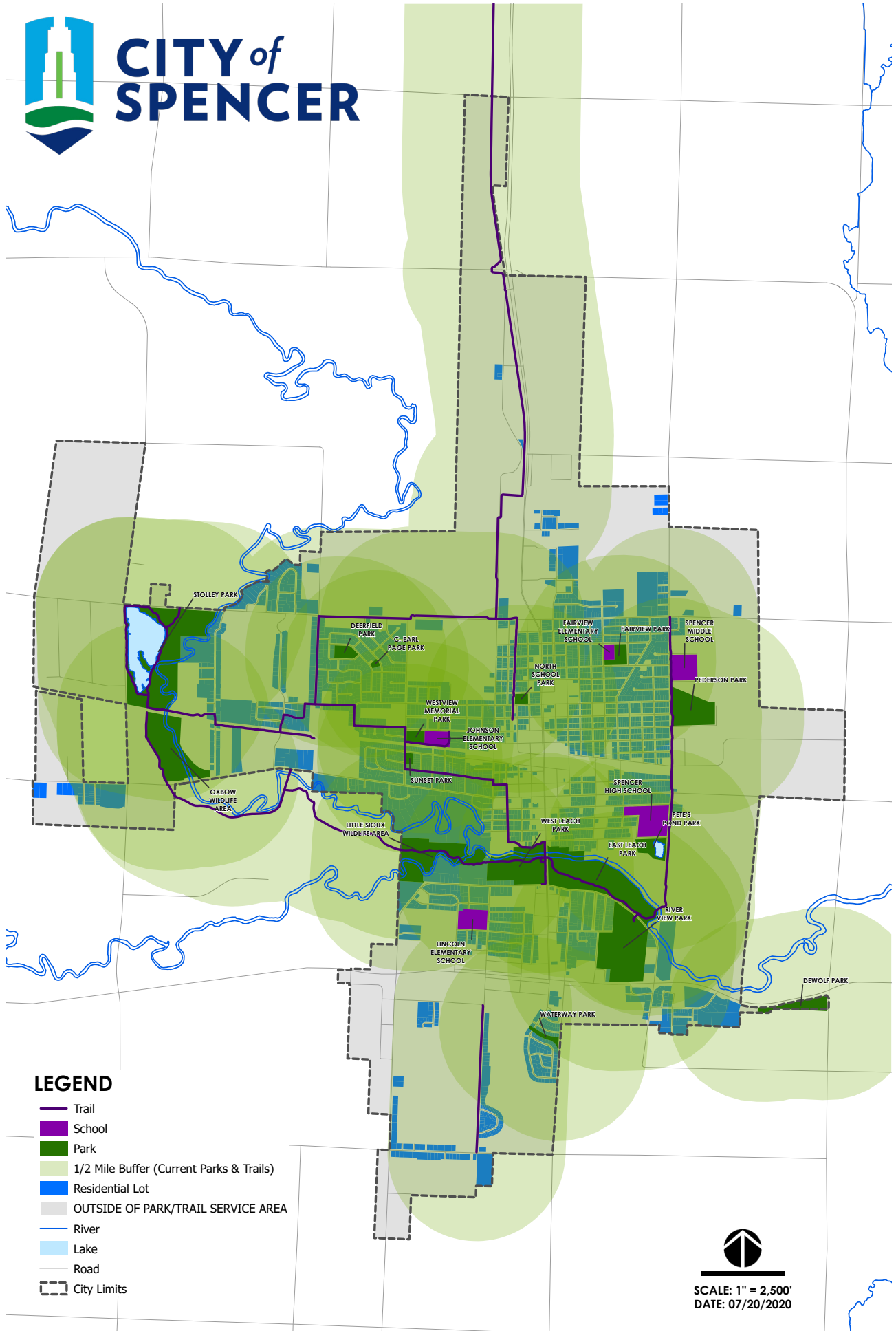
- Trail
- School
- Park
- 1/2 Mile Buffer (Current Parks & Trails)
- OUTSIDE OF PARK/TRAIL SERVICE AREA
- River
- Lake
- Roads
- City Limits



SCALE: 1" = 2,500'  
DATE: 07/20/2020

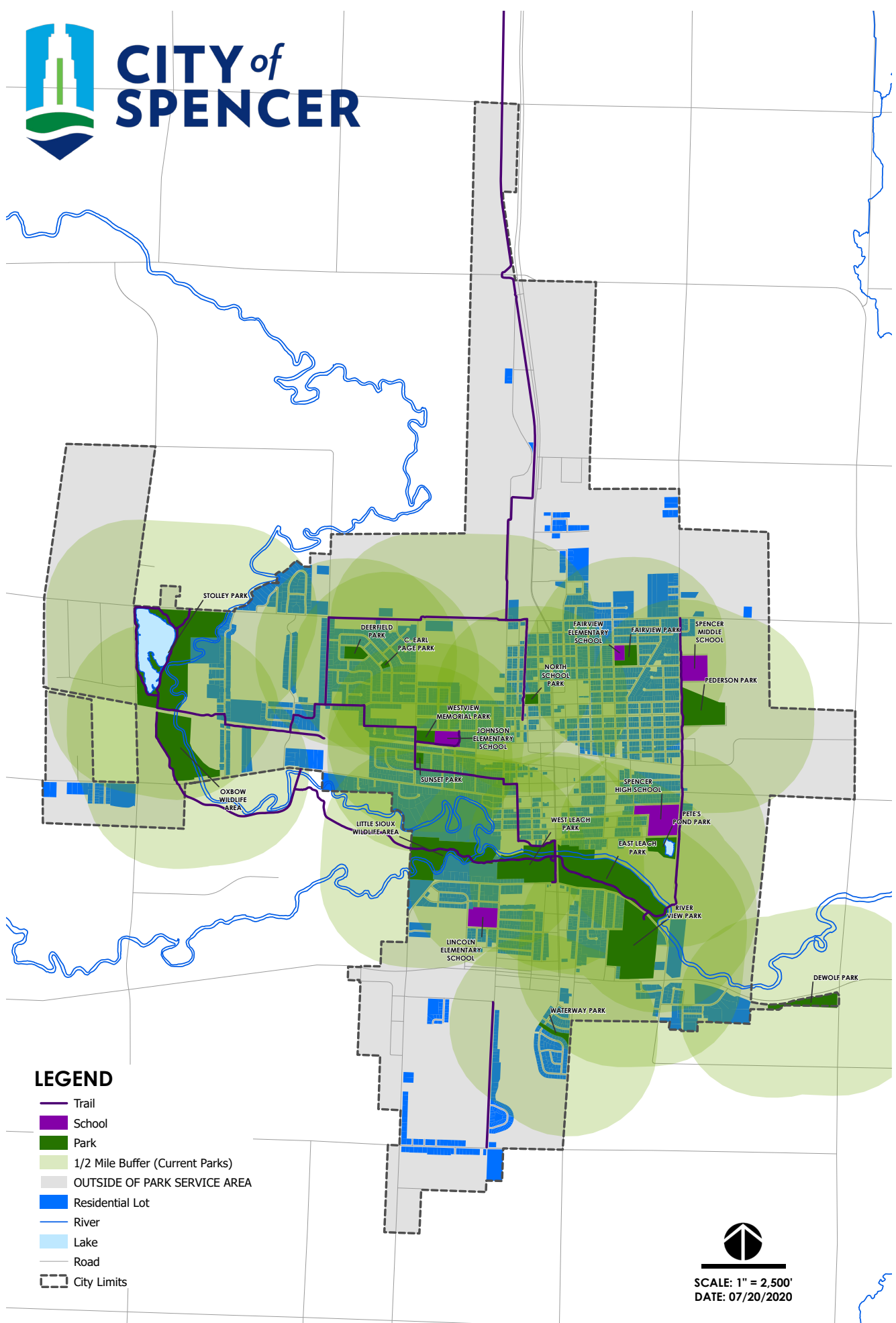


# CITY of SPENCER





# CITY of SPENCER



## LEGEND

- Trail
- School
- Park
- 1/2 Mile Buffer (Current Parks)
- OUTSIDE OF PARK SERVICE AREA
- Residential Lot
- River
- Lake
- Road
- City Limits



SCALE: 1" = 2,500'  
DATE: 07/20/2020

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# APPENDIX B: PARK AMENITY BREAKDOWN

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AMENITY	East Leach Park	West Leach Park	East Leach Park Campgrounds	Riverview Park & Moose Pond	Storybook Park	Stolley Park & Pond	Pederson Memorial Park	Fairview Park	NorthSchool Park	Deerfield Park	Earl Page Park	West View Memorial Park	Sunset Park	Waterway Park	DeWolf Park	Oxbow Wildlife Area	TOTAL AMENITIES
Small Dog Park																1	1
Large Dog Park																1	1
Shelter House					1												
Campground		1															1
Storybook Trail				1													1
Amphitheater				1													1
RC Track						1											1
Stage	1										1						2
Ice Rink	1																1
Plant Identification Sign						2											
Fishing Pier					1												
Canoe Launch		1			1												2
<b>Other Amenities</b>																	
Above Ground Planter	2																2
Memorial	1							1									2
Flag Pole	2					3		1									6
Public Art	2																2
<b>Sports Fields</b>																	
Soccer Field		1															1
Baseball Field						2											2
Softball Field						5											5
Youth Baseball Field						3											3
T-ball Field (Kindergarden)						1											1
Batting Cage						2											2
Concession Stand						1											1
Storage Shed						5	1										6
Tennis Court				8				4									12
<b>Total Amenities</b>	<b>124</b>	<b>12</b>	<b>18</b>	<b>19</b>	<b>9</b>	<b>67</b>	<b>70</b>	<b>27</b>	<b>41</b>	<b>34</b>	<b>13</b>	<b>19</b>	<b>25</b>	<b>26</b>	<b>12</b>	<b>9</b>	<b>525</b>
<b>Parking Stalls</b>	<b>45</b>													<b>3</b>			<b>48</b>



# Park Amenities

## Inventory & Analysis



**Project:** Parks & Recreation Master Plan  
 Spencer, IA  
 SEI Project Number: 19331

May 21, 2020

East Leach Park				
Park Classification: Community Park				
Park Size: 61.8 acres				
Park ID	Amenity	Information	Score	Field Comment
01	Public Art	along Grand Avenue, mosaic mural walls and limestone seatwalls, in paver area, with ground lights	1	large pieces of mosaic missing, some pavers settling
01	Parking Lot	concrete, 42 spaces	2	
01	Entry Pillars	near parking entrance, historic/field stone masonry, covered in vines	1	remove overgrown vegetation and repair pillars
01	Litter Receptacle	city standard by skate park	2	missing label on top
01	Recycle Receptacle	city standard by skate park	2	
01	Litter Receptacle	metal mesh style	1	replace with city standard
01	Litter Receptacle	metal mesh style	1	replace with city standard
01	Light Pole	pedestrian scale, prairie style shield	2	remove graffiti from light pole
01	Picnic Table	traditional style, movable, near skatepark	2	
01	Picnic Table	traditional style, movable, near skatepark	2	
01	Skate Park	black coated chain-link fence, 8' tall; poured concrete park with metal edges on features	2	
01	Drinking Fountain	by skate park	2	starting to rust in places
01	Volleyball Court	sand, wood poles, but no nets currently	2	two courts share same area
01	Volleyball Court	sand, wood poles, but no nets currently	2	two courts share same area
01	Pet Waste Station	city standard, near volley ball courts	2	
01	Grill	old style	2	old, rusted
01	Grill	old style	2	old, rusted
01	Grill	old style, double grill	2	old, rusted
01	Bench	memorial, along trail	2	no arms, not ADA accessible
01	Public Art	along trail	1	chips in paint and rusting
01	Trail	10' wide concrete, throughout park, part of larger city system	2	
01	Light Pole	pedestrian scale, blue, around play area only, do not match other park lights	2	
01	Litter Receptacle	metal mesh style, blue, at play area	1	replace with city standard
01	Litter Receptacle	metal mesh style, blue, at play area	1	replace with city standard
01	Bench	metal mesh, blue, with back and arms, on concrete, along sidewalk, matches play equipment	2	
01	Bench	metal mesh, blue, with back and arms, on concrete, along sidewalk, matches play equipment	2	
01	Bench	metal mesh, blue, with back and arms, on concrete, along sidewalk, matches play equipment	2	
01	Bench	metal mesh, blue, with back and arms, on concrete, along sidewalk, matches play equipment	2	
01	Bench	metal mesh, blue, with back and arms, on concrete, along sidewalk, matches play equipment	2	
01	Bench	metal mesh, blue, with back and arms, on concrete, along sidewalk, matches play equipment	2	
01	Bench	metal mesh, blue, with back and arms, on concrete, along sidewalk, matches play equipment	2	
01	Bench	metal mesh, blue, with back and arms, on concrete, along sidewalk, matches play equipment	2	
01	Bench	metal mesh, blue, with back and arms, on concrete, along sidewalk, matches play equipment	2	
01	Bench	metal mesh, blue, with back and arms, on concrete, along sidewalk, matches play equipment	2	
01	Bench	metal mesh, blue, with back and arms, on concrete, along sidewalk, matches play equipment	2	
01	Bench	metal mesh, blue, with back and arms, on concrete, along sidewalk, matches play equipment	2	
01	Play Structure	very large, wood mulch with concrete curb	2	





**East Leach Park****Park Classification:** Community Park**Park Size:** 61.8 acres

Park ID	Amenity	Information	Score	Field Comment
01	Bench	bleacher-style, in concrete	2	Not included in matrix quantities
01	Bench	bleacher-style, in concrete	2	Not included in matrix quantities
01	Bench	bleacher-style, in concrete	2	Not included in matrix quantities
01	Bench	bleacher-style, in concrete	2	Not included in matrix quantities
01	Bench	bleacher-style, in concrete	2	Not included in matrix quantities
01	Bench	bleacher-style, in concrete	2	Not included in matrix quantities
01	Bench	bleacher-style, in concrete	2	Not included in matrix quantities
01	Bench	bleacher-style, in concrete	2	Not included in matrix quantities
01	Bench	bleacher-style, in concrete	2	Not included in matrix quantities
01	Bench	bleacher-style, in concrete	2	Not included in matrix quantities
01	Bench	bleacher-style, in concrete	2	Not included in matrix quantities
01	Parking Lot/Ice Rink	gravel lot with concrete edge	1	
01	Rec Trail Sign		2	
01	Parking Area	gravel, pull-in from road, about 3 spaces, marked by wood posts in ground at southeast corner of park	2	
01	Picnic Table	set in concrete	2	
01	Pet Waste Station	city standard	2	
01	Pedestrian Bridge	metal with wood planks	2	metal is warped in places

**Other Notes:** Levee protects 10 acres of park including campgrounds & maintenance facility. The building, parking and structure are located outside the levee, play equip is not. No park sign

# Park Amenities

## Inventory & Analysis



**Project:** Parks & Recreation Master Plan  
 Spencer, IA  
 SEI Project Number: 19331

May 21, 2020

West Leach Park				
<b>Park Classification:</b> Community Park				
<b>Park Size:</b> 39.1 acres				
Park ID	Amenity	Information	Score	Field Comment
02	Restroom Building		1	no access to building
02	Disc Golf	9-hole course with 5'x12' concrete tee-boxes	2	individual hole signs need repair
02	Litter Receptacle	metal drum can on base for car use	1	remove and replace with city standard
02	Gravel Drive	delineated by wood posts	2	"no entry" sign past parking area
02	Picnic Table (ada)	wood on concrete pad	2	matches other ada tables
02	Picnic Table (ada)	wood on concrete pad	2	matches other ada tables; peeling paint
02	Picnic Table (ada)	wood on concrete pad	2	matches other ada tables; peeling paint
02	Picnic Table	metal on concrete pad	1	warped - may have been damaged from flooding
02	Grill	small, old-style	2	rusted
02	Grill	small, old-style	2	rusted
02	Open Playfield		1	uneven playing field and not ADA accessible
02	Canoe Launch	dirt launch area to Little Sioux River	1	
<b>Other Notes:</b> gravel drive into the site is delineated by wood posts; "No Vehicles" sign past gravel parking area; dirt parking area near canoe launch; concrete city trail runs through park along Little Sioux River; No park sign				

# Park Amenities

## Inventory & Analysis



**Project:** Parks & Recreation Master Plan  
 Spencer, IA  
 SEI Project Number: 19331

May 21, 2020

East Leach Park Campgrounds				
<b>Park Classification:</b> Special Use Park				
<b>Park Size:</b> 6.3 acres				
Park ID	Amenity	Information	Score	Field Comment
03	Parking Area	large gravel lot, connects to ice rink lot or playground lot	2	
03	Light Poles	throughout park	2	some city standard, some old green metal
03	Camping Spaces	29 spaces above levee, with water and electric; 90? spaces in floodplain	2	
03	Asphalt Paths	provide access to lower camping spaces	2	
03	Grill	traditional	2	
03	Grill	traditional	2	
03	Grill	traditional	2	
03	Fire Ring		2	
03	Fire Ring		2	
03	Fire Ring		2	
03	Park Sign	Old wood style	1	update to new city standard
03	Building	restroom, 3 event rooms	2	
03	Grill	traditional	2	
03	Grill	traditional	2	
03	Picnic Table	in concrete patio	2	
03	Picnic Table, ada	in concrete patio	2	
03	Picnic Tables		2	100+ currently stored here
03	Bench	metal swinging bench along concrete trail	2	
03	Recycle Center	located off of parking area	2	
03	Pet Waste Station		2	
<b>Other Notes:</b> six-acre park - most camp sites will be under water when river floods.				

# Park Amenities

## Inventory & Analysis



**Project:** Parks & Recreation Master Plan  
 Spencer, IA  
 SEI Project Number: 19331

May 21, 2020

Riverview Park & Moose Pond				
Park Classification: Special Use Park				
Park Size: 10.3 acres				
Park ID	Amenity	Information	Score	Field Comment
04	Pet Waste Station	city standard	2	
04	Trail Rules Sign		2	
04	Picnic Shelter	hexagon, 8' sides on square concrete pad	2	needs to be painted
04	Litter Receptacle	city standard	2	
04	Recycle Receptacle	city standard	2	
04	Trail	10' concrete throughout park	2	
04	Grill	Traditional	2	
04	Picnic Table	in concrete	1	wood, covered in moss
04	Grill	four-top, on concrete	2	
04	Tennis Court	black chain-link fence, 12' tall backs, 8' tall sides	1	part of east set of two, surface in poor condition; not lighted
04	Tennis Court	black chain-link fence, 12' tall backs, 8' tall sides	1	part of east set of two, surface in poor condition; not lighted
04	Tennis Court	black chain-link fence, 12' tall backs, 8' tall sides	2	part of middle set of four, surface in fair condition; not lighted
04	Tennis Court	black chain-link fence, 12' tall backs, 8' tall sides	2	part of middle set of four, surface in fair condition; not lighted
04	Tennis Court	black chain-link fence, 12' tall backs, 8' tall sides	2	part of middle set of four, surface in fair condition; not lighted
04	Tennis Court	black chain-link fence, 12' tall backs, 8' tall sides	2	part of middle set of four, surface in fair condition; not lighted; outlet provided northwest of these courts
04	Tennis Court	black chain-link fence, 12' tall backs, 8' tall sides	1	part of west set of two, surface in poor condition; not lighted
04	Tennis Court	black chain-link fence, 12' tall backs, 8' tall sides	1	part of west set of two, surface in poor condition; not lighted
04	Berm	large landscape berm along south side of tennis courts provides seating	2	
04	Sign/Shade Structure	small wood sign and shade structure; seems to be missing benches	2	
04	Drinking Fountain		1	missing panel, rusted/corroded
<b>Other Notes:</b> Future Master Plan available, south half of park is in floodplain, north half is above floodplain				

# Park Amenities

## Inventory & Analysis



**Project:** Parks & Recreation Master Plan  
 Spencer, IA  
 SEI Project Number: 19331

May 21, 2020

Storybook Park				
Park Classification: Special Use Park				
Park Size: 8.8 acres				
Park ID	Amenity	Information	Score	Field Comment
05	Litter Receptacle	city standard	2	
05	Recycle Receptacle	city standard	2	
05	Pet Waste Station	city standard	2	
05	Storybook Signs	located along looped trail around pond	1	many are damaged, some are missing
05	Bench	memorial bench on concrete base, has arms	2	
05	Amphitheater	limestone retaining walls around circle plaza, pile of limestone pieces at center	1	vandalism and spray paint on some boulders
05	Litter Receptacle	city standard	2	
05	Recycle Receptacle	city standard	2	
05	Pet Waste Station	city standard	2	
<b>Other Notes:</b> formerly Pete's Pond Park; 10' wide concrete trails throughout park are in good condition, no park sign				



# Park Amenities

## Inventory & Analysis



**Project:** Parks & Recreation Master Plan  
 Spencer, IA  
 SEI Project Number: 19331

December 5, 2019

<b>Stolley Park &amp; Pond</b>				
<b>Park Classification:</b> Special Use Park/Natural Resource Area				
<b>Park Size:</b> 129.6 acers				
<b>Park ID</b>	<b>Amenity</b>	<b>Information</b>	<b>Score</b>	<b>Field Comment</b>
06	Park Sign	wood beam and braces on concrete with metal sign hanging from beam	1	wood beam/braces are in bad shape, peeling/chipped paint
06	Trail Rules Sign		2	
06	Parking Area	gravel	2	
06	Shelter House		2	
06	Water Fountain	old, doesn't work?	1	remove and replace
06	Picnic Tables	8 under shelter, 5 outside shelter - wood, painted	2	
06	Grill		2	
06	Grill		2	
06	Litter Receptacle	metal drum can on base for car use	1	remove and replace with city standard
06	Pet Waste Station	city standard	2	
06	Litter Receptacle	city standard	2	
06	Recycle Receptacle	city standard	2	
06	Trail	10' concrete	2	encircles lake
06	Parking Area	gravel, for about 3 cars	2	at SMU pump house
06	Picnic Table	wood, painted	2	in grass
06	Trail Rules Sign		1	near SMU pump house - needs upgrading
06	Bench	with arms on concrete, memorial engraved	2	
06	Parking Area	gravel, marked with wood posts, for about 10 cars	2	
06	Litter Receptacle	city standard	2	
06	Recycle Receptacle	city standard	2	
06	Bench	old wood bench, no arms, memorial plaque	1	
06	Picnic Table	wood, painted	2	
06	Trail Rules Sign		1	
06	Pet Waste Station		2	
06	Plant Identification Sign	wood sign with painted sign "Sumac"	1	
06	Picnic Table	wood, painted	2	
06	Bench	with arms on concrete, memorial engraved	2	
06	Shelter	small hexagon shelter	2	
06	Table	ADA, memorial engraved in table	2	
06	Trail	10' concrete path	2	connection from Country Club Lane to Stolley Park
06	Bench	with arms on concrete, memorial engraved	2	
06	Pedestrian Bridge		2	

06	Bench	with arms on concrete, memorial engraved	2	
06	Bench	old wood bench, no arms	1	
06	Litter Receptacle	old metal drum	1	replace with city standard
06	Litter Receptacle	old metal drum	1	replace with city standard
06	Picnic Table	wood, painted	2	
06	Canoe Launch	gravel, small sand beach	2	
06	Picnic Table	wood, painted	2	
06	Picnic Table	wood, painted	2	
06	Picnic Table	wood, painted	2	
06	Pet Waste Station	city standard	2	
06	Picnic Table	ADA	2	
06	Fishing Pier		2	
06	Canoe Launch Sign	wood posts with hanging metal sign	1	repair sign so that it doesn't hang crooked
06	Bench	with arms on concrete, memorial engraved	2	on fishing pier
06	Bench	with arms on concrete, memorial engraved	2	on fishing pier
06	Bench	no arms, warped	1	
06	Parking Area	gravel	2	
06	Plant Identification Sign	wood sign with painted "Alpine Currant"	1	remove - poor condition and Alpine Currant no longer there
06	Bench	old wood bench, no arms, memorial plaque	1	
06	Picnic Table		2	
06	Grill	old, rusted through - grill has fallen off pedistal	1	remove
06	Bike Repair Station		3	looks new
06	Little Free Library		2	
06	Bench	with arms on concrete, memorial engraved	2	
06	Picnic Table	memorial engraved in table	2	
06	Bench	with arms on concrete, memorial engraved	2	
06	Bench	with arms on concrete, memorial engraved	2	
06	Picnic Table	wood, painted - chunk of one of the seats is missing	1	
<b>Other Notes:</b> Portions of the trail have significant cracks/heaving or appears to have pulled apart at the joint down the middle.				

# Park Amenities

## Inventory & Analysis



**Project:** Parks & Recreation Master Plan  
 Spencer, IA  
 SEI Project Number: 19331

May 21, 2020

Pederson Memorial Park				
Park Classification: Sports Complex				
Park Size: 34.1 acres				
Park ID	Amenity	Information	Score	Field Comment
07	Parking Area	concrete, 90-degree off-street	2	
07	Park Sign	with flag pole, plaque and plaque on rock	1	plaque in landscaping has fallen over, pole has no rope
07	Pet Waste Station	city standard	2	
07	RC Track	6' chain-link fence around facility	2	signs on fence are peeling
07	Youth Baseball (West)	lighted, field in fair condition		backstop poor at places, 18' tall at center
07	Dugouts		2	
07	Bleachers	5 rows, on concrete pad	2	
07	Bleachers	5 rows, on concrete pad	1	
07	Litter Receptacle	city standard	2	
07	Recycling Receptacle	city standard	2	
07	Scoreboard		2	
07	Youth Baseball (North)	lighted, field in fair condition		backstop good, about 25' tall
07	Dugouts		2	
07	Bleachers	5 rows, on concrete pad	2	
07	Bleachers	5 rows, on concrete pad	2	
07	Bleachers	5 rows, on concrete pad	2	
07	Litter Receptacle	city standard	2	
07	Recycling Receptacle	city standard	2	
07	Scoreboard		2	
07	Flagpole	in outfield, shared with South Field	2	
07	Youth Baseball (South)	lighted, field in fair condition		
07	Dugouts		2	
07	Bleachers	5 rows, on concrete pad	2	
07	Bleachers	5 rows, on concrete pad	2	
07	Bleachers	5 rows, on concrete pad	2	
07	Litter Receptacle	city standard	2	
07	Recycling Receptacle	city standard	2	
07	Scoreboard		2	
07	Flagpole	in outfield, shared with North Field	2	

## Pederson Memorial Park

**Park Classification:** Sports Complex

**Park Size:** 34.1 acres

Park ID	Amenity	Information	Score	Field Comment
07	Softball (1)	lighted, field in fair condition		fence warped in some areas
07	Dugouts		2	
07	Bleachers	5 rows, on concrete pad	2	
07	Bleachers	5 rows, on concrete pad	2	paint peeling/worn off
07	Bleachers	5 rows, on concrete pad	2	paint peeling/worn off
07	Litter Receptacle	city standard	2	
07	Recycling Receptacle	city standard	2	
07	Scoreboard		2	
07	Softball (2)	lighted, field in fair condition, power lines run through outfield (no poles)		backstop needs repair
07	Dugouts		2	graffiti
07	Bleachers	5 rows, on concrete pad	2	paint peeling/worn off
07	Bleachers	5 rows, on concrete pad	2	
07	Bleachers	5 rows, on concrete pad	2	
07	Litter Receptacle	city standard	2	
07	Recycling Receptacle	city standard	2	
07	Scoreboard		2	
07	Softball (3)	lighted, field in fair condition, fences look okay		
07	Dugouts	some cracks on outside face of walls	2	
07	Bleachers	5 rows, on concrete pad	2	paint peeling/worn off
07	Bleachers	5 rows, on concrete pad	2	paint peeling/worn off
07	Bleachers	5 rows, on concrete pad	2	paint peeling/worn off
07	Litter Receptacle	city standard	2	
07	Recycling Receptacle	city standard	2	
07	Scoreboard		2	
07	Softball (4)	lighted, field in okay condition - slight lip between in and outfield		
07	Drinking Fountain		2	
07	Dugouts		2	
07	Bleachers	5 rows, on concrete pad	2	
07	Bleachers	5 rows, on concrete pad	2	
07	Litter Receptacle	city standard	2	"trash" label is peeling off
07	Recycling Receptacle	city standard	2	
07	Scoreboard		2	
07	Storage Shed		2	
07	Concrete Pad	adjacent shed, power available at corner of pad		

## Pederson Memorial Park

**Park Classification:** Sports Complex

**Park Size:** 34.1 acres

Park ID	Amenity	Information	Score	Field Comment
07	Softball (5)	lighted, field in okay condition - slight lip between in and outfield		
07	Dugouts		2	
07	Bleachers	5 rows, on concrete pad	2	
07	Bleachers	5 rows, on concrete pad	2	
07	Litter Receptacle	city standard	2	
07	Recycling Receptacle	city standard	2	
07	Scoreboard		2	
07	T-ball Field (Kindergarten)	12' backstop okay, 3' fences need some repair		
07	Bench	bleacher style, on concrete for "dugout"	1	chain-link fence running along back, in poor condition
07	Bench	bleacher style, on concrete for "dugout"	1	chain-link fence running along back
07	Bleachers	5 rows, on concrete pad	2	
07	Bleachers	5 rows, on concrete pad	2	
07	Litter Receptacle	city standard	2	
07	Recycling Receptacle	city standard	2	
07	Batting Cage	set of 2, on one concrete pad, 6' chain-link fence		near South Field
07	Storage Shed		2	
07	Bench	bleacher style	2	
07	Baseball (Scott)	lighted, field in fair condition, fences look good		
07	Dugouts		2	
07	Bleachers	5 rows, on concrete pad	2	
07	Bleachers	5 rows, on concrete pad	2	
07	Bleachers	5 rows, on concrete pad	2	
07	Bleachers	5 rows by entrance drive	2	should be removed
07	Litter Receptacle	city standard	2	
07	Recycling Receptacle	city standard	2	
07	Scoreboard		2	
07	Flagpole		2	in outfield, shared with South and North Fields
07	Play Area			
07	Storage Shed	near north driveway	2	
07	Large Group Picnic Shelter	20'x40', with electric	2	
07	Grill	traditional	2	
07	Grill	traditional	2	
07	Drinking Fountain		2	
07	Light pole	at center of park	2	
07	Play Structure	wood mulch and concrete edging	2	

## Pederson Memorial Park

**Park Classification:** Sports Complex

**Park Size:** 34.1 acres

Park ID	Amenity	Information	Score	Field Comment
07	Batting Cage	set of 3, on one concrete pad, 6' chain-link fence	2	near South Field
07	Storage Shed		2	
07	Bench	bleacher style	2	
07	Bench	bleacher style	2	
07	Concessions Stand	with shelter and restroom		pergola patios to south and north
07	Picnic Table	movable	2	
07	Picnic Table	movable	2	
07	Picnic Table	movable	2	
07	Picnic Table	movable	2	
07	Picnic Table	movable	2	
07	Picnic Table	movable	2	
07	Picnic Table, ada	movable	2	
07	Picnic Table, ada	movable	2	
07	Bench	memorial, bleacher style	2	
07	Drinking Fountain	attached to building	2	
07	Drinking Fountain	attached to building	2	
07	Litter Receptacle	blue, metal, mesh	1	replace with city standard
07	Litter Receptacle	blue, metal, mesh	1	replace with city standard
07	Litter Receptacle	blue, metal, mesh	1	replace with city standard
07	Bike Rack	metal rack	2	
07	Bike Rack	metal rack	2	
07	Recycle Center	wood fence, along street, near building	2	
07	Baseball (Cardinal)	lighted, 24' tall backstop okay, field okay, outfield signs not legible		
07	Park Sign	old wood sign	1	paint peeling/worn off
07	Bleachers	5 rows	1	broken
07	Bleachers	5 rows	2	
07	Scoreboard	wood, paint peeling	1	
07	Speakers	on dugouts, broken	1	
07	Dugouts		1	graffiti
07	Batter's Eye	evergreen trees in good condition	2	
07	Storage Shed	wood, paint peeling, falling apart	1	

**Other Notes:**

# Park Amenities

## Inventory & Analysis



**Project:** Parks & Recreation Master Plan  
 Spencer, IA  
 SEI Project Number: 19331

May 21, 2020

Fairview Park				
Park Classification: Neighborhood Park				
Park Size: 6.4 acres				
Park ID	Amenity	Information	Score	Field Comment
09	Park Sign		1	update to new city standard
09	Tennis Court	lighted, 12' chain link fence	1	surface in poor condition
09	Tennis Court	lighted, 12' chain link fence	1	surface in poor condition
09	Tennis Court	lighted, 12' chain link fence	1	surface in poor condition
09	Tennis Court	lighted, 12' chain link fence	1	surface in poor condition
09	Storage Shed	small, wooden, accessed from inside tennis court fence	1	remove and replace
09	Pet Waste Station	city standard	2	
09	Picnic Table	on concrete	2	
09	Little Free Library		2	
09	Open Playfield		2	
09	Portable Soccer Net		1	
09	Portable Soccer Net		1	
09	Picnic Table (ada)	on concrete	2	
09	Backstop	chain link, 12' tall, 3 panel - 8' wide each	2	
09	Open Playfield		2	
09	Large Group Shelter	wood, 20'x32', with outlets	2	
09	Grill		2	
09	Grill		2	
09	Litter Receptacle	city standard	2	
09	Recycle Receptacle	city standard	2	
09	Drinking Fountain		2	
09	Picnic Table	metal, square, seats 8, matching under large group shelter	2	

## Fairview Park

**Park Classification:** Neighborhood Park

**Park Size:** 6.4 acres

Park ID	Amenity	Information	Score	Field Comment
09	Picnic Table	metal, square, seats 8, matching under large group shelter	2	
09	Picnic Table	metal, square, seats 8, matching under large group shelter	2	
09	Picnic Table	metal, square, seats 8, matching under large group shelter	2	
09	Picnic Table	metal, square, seats 8, matching under large group shelter	2	
09	Picnic Table (ada)	metal, square, seats 6, matching under large group shelter	2	

**Other Notes:** one light pole at center of park, matching typical lights along street



# Park Amenities

## Inventory & Analysis



**Project:** Parks & Recreation Master Plan  
 Spencer, IA  
 SEI Project Number: 19331

May 21, 2020

North School Park				
Park Classification: Neighborhood Park				
Park Size: 2.9 acres				
Park ID	Amenity	Information	Score	Field Comment
10	Park Sign	City Standard	2	
10	Pet Waste Station		2	typical city station
10	Bench	metal on concrete, no arms	1	not ADA accessible
10	Bench	metal on concrete, no arms	1	not ADA accessible
10	Basketball	full court with 2 hoops	2	
10	Open Playfield		2	
10	Bench	metal on concrete, no sidewalk access, no arms	1	not ADA accessible
10	Bench	metal on concrete, no sidewalk access, no arms	1	not ADA accessible
10	Drinking Fountain	broken, random with attached metal box	1	remove
10	Bench	metal on concrete, no sidewalk access, no arms	1	not ADA accessible
10	Bench	metal on concrete, no sidewalk access, no arms	1	not ADA accessible
10	Bench	metal on concrete, no sidewalk access, no arms	1	not ADA accessible
10	Flag Pole	in paver memorial area, no light	2	pavers need to be replaced or repaired
10	Dedication Plaque	in paver memorial area	1	bricks on memorial should be replaced
10	Bench	in paver memorial area, with arms	1	does not match other park benches, sagging
10	Bench	in paver memorial area, with arms	1	does not match other park benches, sagging
10	Play Structure		2	wood mulch with concrete edge
10	Play Equipment	swings, 2 regular, 2 infant	2	wood mulch with concrete edge
10	Play Equipment	tire swing	2	wood mulch with concrete edge
10	Play Equipment	bug climbing gym/monkey bars	2	wood mulch with concrete edge
10	Play Equipment	rock climbing wall	2	wood mulch with concrete edge
10	Litter Receptacle	city standard	2	
10	Recycle Receptacle	city standard	2	
10	Bench	mesh style, has arms	2	

## North School Park

**Park Classification:** Neighborhood Park

**Park Size:** 2.9 acres

Park ID	Amenity	Information	Score	Field Comment
10	Little Free Library		2	
10	Drinking Fountain		2	
10	Large Group Shelter	metal octagon, 15' sides with outlets & light	2	
10	Picnic Table	metal, square, seats 8, matching, under large group shelter	2	
10	Picnic Table	metal, square, seats 8, matching, under large group shelter	2	
10	Picnic Table	metal, square, seats 8, matching, under large group shelter	2	
10	Picnic Table	metal, square, seats 8, matching, under large group shelter	2	
10	Picnic Table	metal, square, seats 8, matching, under large group shelter	2	
10	Picnic Table	metal, square, seats 8, matching, under large group shelter	2	
10	Picnic Table	metal, square, seats 8, matching, under large group shelter	2	
10	Picnic Table	metal, square, seats 8, matching, under large group shelter	2	
10	Picnic Table	metal, square, seats 8, matching, under large group shelter	2	
10	Picnic Table (ada)	metal, square, seats 6, matching, under large group shelter	2	
10	Grill	large, metal	2	
10	Grill	large, metal	2	
10	Prep Table	by grill, matching	2	
10	Prep Table	by grill, matching	2	
10	Litter Receptacle	metal drum	1	replace with city standard

**Other Notes:** west sidewalk is part of larger city trail, sidewalks throughout park, off-street parking only

# Park Amenities

## Inventory & Analysis



**Project:** Parks & Recreation Master Plan  
 Spencer, IA  
 SEI Project Number: 19331

May 21, 2020

Deerfield Park				
Park Classification: Neighborhood Park				
Park Size: 5.1 acres				
Park ID	Amenity	Information	Score	Field Comment
11	Large Group Shelter	22'x36' metal with outlets	3	
11	Picnic Table	metal, square, seats 8, matching, under large group shelter	3	
11	Picnic Table	metal, square, seats 8, matching, under large group shelter	3	
11	Picnic Table	metal, square, seats 8, matching, under large group shelter	3	
11	Picnic Table	metal, square, seats 8, matching, under large group shelter	3	
11	Picnic Table	metal, square, seats 8, matching, under large group shelter	3	
11	Picnic Table	metal, square, seats 8, matching, under large group shelter	3	
11	Picnic Table	metal, square, seats 8, matching, under large group shelter	3	
11	Picnic Table	metal, square, seats 8, matching, under large group shelter	3	
11	Picnic Table (ada)	metal, square, seats 6, matching, under large group shelter	3	
11	Serving Table	metal, matches picnic tables, under large group shelter	3	
11	Recycle Receptacle	city standard	2	
11	Litter Receptacle	city standard	2	
11	Grill	large, metal	3	
11	Grill	large, metal	3	
11	Prep Table	matches grill	3	
11	Prep Table	matches grill	3	
11	Play Structure		3	wood mulch with concrete edge
11	Play Equipment	climbing web	3	wood mulch with concrete edge, matches play structure
11	Play Equipment	swings; 2 regular, 1 infant, 1 ada	3	wood mulch with concrete edge, matches play structure
11	Play Equipment	zip line	3	wood mulch with concrete edge, matches play structure
11	Play Equipment	hang & spin	3	wood mulch with concrete edge, matches play structure
11	Play Equipment	group sit & spin (ada)	3	wood mulch with concrete edge, matches play structure
11	Play Equipment	spring teeter-totter	3	wood mulch with concrete edge, matches play structure
11	Play Equipment	individual sit & spin	3	wood mulch with concrete edge, matches play structure
11	Play Equipment	individual sit & spin	3	wood mulch with concrete edge, matches play structure
11	Drinking Fountain	1 base, 3 fountains (2 ada), 1 spout	3	
11	Bench	metal, 6' with back, matches other bench, with arms	3	on concrete

## Deerfield Park

**Park Classification:** Neighborhood Park

**Park Size:** 5.1 acres

Park ID	Amenity	Information	Score	Field Comment
11	Bench	metal, 6' with back, matches other bench, with arms	3	on concrete
11	Basketball	1 hoop on half-circle court	2	
11	Backstop	chain link, 10' tall, 3-8' wide panels	2	
11	Open Playfield		2	
11	Pet Waste Station	city standard	2	
11	Pet Waste Station	city standard	2	

**Other Notes:** 10' concrete trails throughout park are in good condition; 5 small berms create buffer to the north and northeast of the play equipment; on-street parking only, no park sign

# Park Amenities

## Inventory & Analysis



**Project:** Parks & Recreation Master Plan  
 Spencer, IA  
 SEI Project Number: 19331

May 21, 2020

Earl Page Park				
Park Classification: Mini Park				
Park Size: 1.0 acre				
Park ID	Amenity	Information	Score	Field Comment
12	Park Sign	old wood sign	1	update to new city standard
12	Picnic Shelter	wood, 12'x20'	1	
12	Picnic Table	matches other table	2	matches other table
12	Picnic Table	matches other table	2	matches other table
12	Bench	in grass, no arms	1	not ADA accessible
12	Bench	in grass, no arms	1	not ADA accessible
12	Play Equipment	spiral slide	1	on pea gravel, not ADA accessible
12	Play Equipment	swings, 2 regular, 2 infant	1	on pea gravel, not ADA accessible
12	Play Equipment	climbing cactus	1	on pea gravel, not ADA accessible
12	Picnic Table	set in grass, covered in moss, does not match other tables	1	
12	Basketball	one hoop	1	
12	Backstop	wood post retaining wall, 4' high at middle	1	
12	Open Playfield		2	
<b>Other Notes:</b> no sidewalks; berm along north side of park creates barrier; on-street parking only				

# Park Amenities

## Inventory & Analysis



**Project:** Parks & Recreation Master Plan  
 Spencer, IA  
 SEI Project Number: 19331

May 21, 2020

West View Memorial Park				
Park Classification: Special Use Park				
Park Size: 4.8 acres				
Park ID	Amenity	Information	Score	Field Comment
13	Pet Waste Station	city standard	2	
13	Pet Waste Station	city standard	2	
13	Bench	prairie-style, metal, w memorial plaque, with arms	2	on concrete, matches other park benches
13	Bench	prairie-style, metal, w memorial plaque, with arms	2	on concrete, matches other park benches
13	Bench	prairie-style, metal, w memorial plaque, with arms	2	on concrete, matches other park benches
13	Bench	prairie-style, metal, with arms	2	on concrete, matches other park benches
13	Bench	prairie-style, metal, with arms	2	on concrete, matches other park benches
13	Bench	prairie-style, metal, with arms	2	on concrete, matches other park benches
13	Bench	prairie-style, metal, with arms	2	on concrete, matches other park benches
13	Bench	prairie-style, metal, with arms	2	on concrete, matches other park benches
13	Bench	prairie-style, metal, with arms	2	on concrete, matches other park benches
13	Bench	prairie-style, metal, with arms	2	on concrete, matches other park benches
13	Bench	composite wood material, w memorial plaque, with arms	2	on concrete, along city trail
13	Stage	composite decking material	2	good condition, some broken glass
13	Little Free Library		2	
13	Drinking Fountain		2	
13	Bike Rack	prairie-style, metal row	2	
13	Litter Receptacle	city standard, located far northeast corner of park	2	
13	Recycle Receptacle	city standard, located far northeast corner of park	2	
<b>Other Notes:</b> concrete sidewalks throughout parks, connect to larger city trail system running along the south side of the park; paver and garden areas for benches located throughout park, pavers need repair; on-street parking or adjacent elementary parking lot available, no park sign				

# Park Amenities

## Inventory & Analysis



**Project:** Parks & Recreation Master Plan  
 Spencer, IA  
 SEI Project Number: 19331

May 21, 2020

Sunset Park				
Park Classification: Mini-Park				
Park Size: 1.6 acres				
Park ID	Amenity	Information	Score	Field Comment
14	Park Sign	old wood sign	1	update to new city standard
14	Play Structure		2	wood mulch with concrete edge
14	Play Equipment	tire swing	2	wood mulch with concrete edge, matches play structure
14	Play Equipment	triangle spring teeter-totter	2	wood mulch with concrete edge, matches play structure
14	Play Equipment	stand and spin	2	wood mulch with concrete edge, matches play structure
14	Play Equipment	car on spring	1	car sags to ground, wood mulch with concrete edge
14	Play Equipment	swings, 2 regular, 2 infant	1	wood mulch with concrete edge, matches play structure
14	Litter Receptacle Base		1	remove
14	Little Free Library		2	
14	Bench	metal, 6' with back and arms	2	on concrete, matches backless bench, play equipment and picnic tables
14	Bench	metal, 6', backless, with arms	2	on concrete, matches bench with back, play equipment and picnic tables
14	Basketball	1/2 court with one hoop	2	
14	Litter Receptacle	city standard	2	
14	Recycle Receptacle	city standard	2	
14	Drinking Fountain	1 base, 3 fountains (2 ada)	2	
14	Grill	metal	2	
14	Picnic Shelter	14'x20' wood	2	
14	Picnic Table	metal, square, seats 8, matching, under shelter	2	
14	Picnic Table	metal, square, seats 8, matching	2	
14	Picnic Table	metal, square, ada, seats 6, matching, under group shelter	2	
14	Bike Rack	single, metal, embedded, matching	2	
14	Bike Rack	single, metal, embedded, matching	2	
14	Pet Waste Station	city standard	2	
14	Backstop	chain link, 12' tall, 3 panel, 8',10',8' wide	1	has been fixed/patched multiple times
14	Open Playfield		2	
<b>Other Notes:</b> city sidewalk runs along west side of park; on-street parking only				

# Park Amenities

## Inventory & Analysis



**Project:** Parks & Recreation Master Plan  
 Spencer, IA  
 SEI Project Number: 19331

May 21, 2020

<b>Waterway Park</b>				
<b>Park Classification:</b> Mini-Park (or Neighborhood Park?)				
<b>Park Size:</b> 4.7 acres (previously 3.0 acres (east) and 1.7 acres (west))				
<b>Park ID</b>	<b>Amenity</b>	<b>Information</b>	<b>Score</b>	<b>Field Comment</b>
15	Park Sign	old wood sign, on opposite side of road than park	2	remove and install new city standard sign by playground
15	Parking Area	off-street for about three cars	2	
15	Picnic Shelter	16'x30' on concrete pad, gravel drive to concrete pad	2	
15	Picnic Table	under shelter	2	
15	Picnic Table, ada	under shelter	2	
15	Picnic Table	near shelter, on concrete	2	
15	Grill		2	
15	Grill		2	
15	Litter Receptacle	metal mesh drum	1	replace with city standard
15	Drinking Fountain		2	
15	Basketball Court	half court with one hoop	2	
15	Litter Receptacle	city standard style	2	
15	Recycle Receptacle	city standard style	2	
15	Bike Rack	single, metal, embedded, matching	2	
15	Bike Rack	single, metal, embedded, matching	2	
15	Open Play Area		2	
15	Play Structure	wood mulch with concrete edge	2	
15	Play Equipment	standing spinner	2	
15	Play Equipment	plane teeter	2	
15	Play Equipment	triangle teeter	2	
15	Play Equipment	one swing, ada	2	
15	Play Equipment	sand digger	2	
15	Play Equipment	swings, 2 regular, 2 infant	2	
15	Play Equipment	tire swing	2	



## Waterway Park

**Park Classification:** Mini-Park (or Neighborhood Park?)

**Park Size:** 4.7 acres (previously 3.0 acres (east) and 1.7 acres (west))

Park ID	Amenity	Information	Score	Field Comment
15	Bench	on concrete, matches other, with back and arms	2	
15	Bench	on concrete, matches other, with back and arms	2	

**Other Notes:** previously separated into East and West parks. Long, narrow drainageway.

# Park Amenities

## Inventory & Analysis



**Project:** Parks & Recreation Master Plan  
 Spencer, IA  
 SEI Project Number: 19331

May 21, 2020

DeWolf Park				
<b>Park Classification:</b> Natural Resource Area				
<b>Park Size:</b> 10.1 acres				
Park ID	Amenity	Information	Score	Field Comment
16	Park Sign	wood sign, sign along US - 18, not at entrance	1	replace with new city standard, move sign to entrance
16	Litter Receptacle	metal barrel, near parking lot	1	replace with city standard
16	Pet Waste Station	city standard, near parking lot	2	
16	Grill	old style, near parking lot	2	
16	Picnic Table		2	
16	Open Playfield		2	
16	Small Dog Park	6' tall chain link fence with rules signs and large sponsor signs	2	rules signs are peeling and should be fixed/replaced
16	Large Dog Park	6' tall chain link fence with rules signs and large sponsor signs	2	rules signs are peeling and should be fixed/replaced
16	Pet Waste Station	city standard, in large dog park	2	
16	Pet Waste Station	city standard, in small dog park	2	
16	Picnic Table	movable, wood table	2	
16	Picnic Table	movable, wood table	2	
<b>Other Notes:</b> large gravel lot, marked with wood posts; gravel trail from lot to fenced dog areas, gate restricting vehicle access along trail				

# Park Amenities

## Inventory & Analysis



**Project:** Parks & Recreation Master Plan  
Spencer, IA  
SEI Project Number: 19331

December 5, 2019

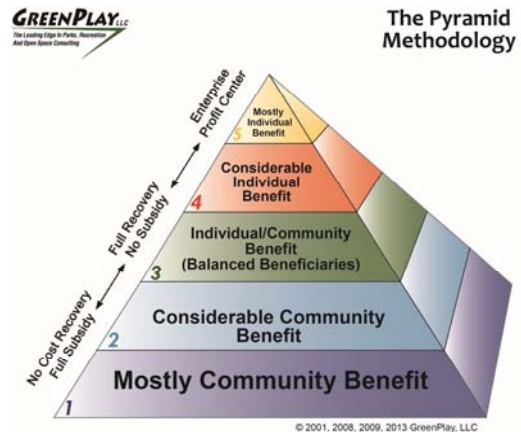
Oxbow Wildlife Area				
<b>Park Classification:</b> Natural Resource Area				
<b>Park Size:</b> 49.8 acres				
Park ID	Amenity	Information	Score	Field Comment
22	Park Sign	New city standard	3	newly installed
22	Parking Area	gravel, marked with wood posts	2	
22	Trail Rules Sign		2	
22	Pet Waste Station	city standard style	2	
22	Litter Receptacle	city standard style	2	
22	Recycle Receptacle	city standard style	2	
22	Picnic Table		2	
22	Trail	10' concrete trail	2	some large cracks and heaving
22	Bench	bench with arms and memorial plaque	2	plaque is worn and hard to read
<b>Other Notes:</b>				

# **APPENDIX C: COST RECOVERY PYRAMID METHODOLOGY**

**THE PYRAMID METHODOLOGY: COST RECOVERY AND SUBSIDY ALLOCATION PHILOSOPHY**

The creation of a cost recovery and subsidy allocation philosophy and policy is a key component to maintaining an agency’s financial control, equitably pricing offerings, and helping to identify core services including programs and facilities.

Critical to this philosophical undertaking is the support and buy-in of elected officials and advisory boards, staff, and ultimately, citizens. Whether or not significant changes are called for, the organization should be certain that it philosophically aligns with its constituents. The development of a financial resource allocation philosophy and policy is built upon a very logical foundation, based upon the theory that those who benefit from parks and recreation services ultimately pay for services.



The development of a financial resource allocation philosophy can be separated into the following steps:

**Step 1 – Building on Your Organization’s Values, Vision, and Mission**

The premise of this process is to align agency services with organizational values, vision, and mission. It is important that organizational values are reflected in the vision and mission. Oftentimes, 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 and a vision for the future. This is accomplished by engaging staff and community members in a discussion about a variety of Filters.

**Step 2 – Understanding the Pyramid Methodology, the Benefits Filter, and Secondary Filters**

Filters are a series of continuums covering different ways of viewing service provision. **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.

Filter	Definition
<b>Benefit</b>	Who receives the benefit of the service? (Skill development, education, physical health, mental health, safety)
<b>Access/Type of Service</b>	Is the service available to everyone equally? Is participation or eligibility restricted by diversity factors (i.e., age, ability, skill, financial)?
<b>Organizational Responsibility</b>	Is it the organization’s responsibility or obligation to provide the service based upon mission, legal mandate, or other obligation or requirement?
<b>Historical Expectations</b>	What have we always done that we cannot change?
<b>Anticipated Impacts</b>	What is the anticipated impact of the service on existing resources? On other users? On the environment? What is the anticipated impact of not providing the service?
<b>Social Value</b>	What is the perceived social value of the service by constituents, city staff and leadership, and policy makers? Is it a community builder?

## THE BENEFITS FILTER

The principal foundation of the Pyramid is the **Benefits Filter**. Conceptually, the base level of the pyramid represents the mainstay of a public parks and recreation system. Services appropriate to higher levels of the pyramid should only be offered when the preceding levels below are comprehensive enough to provide a foundation for the next level. This foundation and upward progression is intended to represent public parks and recreation's core mission, while also reflecting the growth and maturity of an organization as it enhances its service 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.

### MOSTLY COMMUNITY Benefit

The foundational level of the Pyramid is the largest, and includes those services including programs and facilities which **MOSTLY** benefit the **COMMUNITY** as a whole. These services may increase property values, provide safety, address social needs, and enhance quality of life for residents. The community generally pays for these basic services via tax support. These services are generally offered to residents at a minimal charge or with no fee. A large percentage of the agency's tax support would fund this level of the Pyramid.

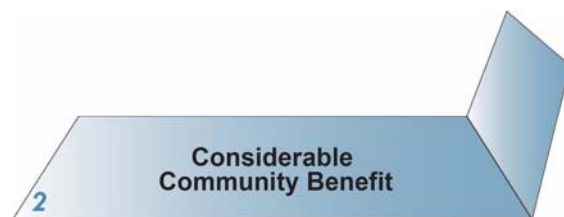


*Examples of these services could include: the existence of the community parks and recreation system, the ability for youngsters to visit facilities on an informal basis, low-income or scholarship programs, park and facility planning and design, park maintenance, or others.*

**NOTE: All examples above are generic – individual agencies vary in their determination of which services belong in the foundation level of the Pyramid based upon agency values, vision, mission, demographics, goals, etc.**

### CONSIDERABLE COMMUNITY Benefit

The second and smaller level of the Pyramid represents services which promote individual physical and mental well-being, and may begin to provide skill development. They are generally traditionally expected services and/or beginner instructional levels. These services are typically assigned fees based upon a specified percentage of direct (and may also include indirect) costs. These costs are partially offset by both a tax subsidy to account for **CONSIDERABLE COMMUNITY** benefit and participant fees to account for the **Individual** benefit received from the service.



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

### BALANCED INDIVIDUAL/COMMUNITY Benefit

The third and even smaller level of the Pyramid represents services that promote individual physical and mental well-being, and provide an intermediate level of skill development. This level provides balanced **INDIVIDUAL** and **COMMUNITY** benefit and should be priced accordingly. The individual fee is set to recover a higher percentage of cost than those services that fall within lower Pyramid levels.



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

### CONSIDERABLE INDIVIDUAL Benefit

The fourth and still smaller Pyramid level represents specialized services generally for specific groups, and those which may have a competitive focus. Services in this level may be priced to recover full cost, including all direct and indirect expenses.



*Examples of these services could include: specialty classes, golf, and outdoor adventure programs.*

### MOSTLY INDIVIDUAL Benefit

At the top of the Pyramid, the fifth and smallest level represents services which have profit center potential, may be in an enterprise fund, may be in the same market space as the private sector, or may fall outside the core mission of the agency. In this level, services should be priced to recover full cost in addition to 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 – Developing the Organization’s Categories of Service

In order to avoid trying to determine cost recovery or subsidy allocation levels for each individual agency service including every program, facility, or property, it is advantageous to categorize agency services into like categories. This step also includes the development of category definitions that detail and define each category and service inventory “checks and balances” to ensure that all agency services belong within a developed category. *Examples of Categories of Service could include: Beginner Instructional Classes, Special Events, and Concessions/Vending.*

## Step 4 – Sorting the Categories of Service onto the Pyramid

It is critical that this sorting step be done with staff, governing body, and citizen representatives involved. This is where ownership is created for the philosophy, while participants discover the current and possibly varied operating histories, cultures, and organizational values, vision, and mission. It is the time to develop consensus and get everyone on the same page – the page that is written together. Remember, this effort must reflect the community and must align with the thinking of policy makers.

**Sample Policy Development Language:**

XXX community brought together staff from across the department, agency leadership, and citizens to sort existing programs into each level of the Pyramid. The process was facilitated by an objective and impartial facilitator in order to hear all viewpoints. It generated discussion and debate as participants discovered what different people had to say about serving culturally and economically varied segments of the community, about historic versus active-use parks, about the importance of adult versus youth versus senior activities, and other philosophical and values-based discussions. This process gets at both the “what” and “why” with the intention of identifying common ground and consensus.

**Step 5 – Defining Direct and Indirect Costs**

The definition of direct and indirect costs can vary from agency to agency. What is important is that all costs associated with directly running a program or providing a service are identified and consistently applied across the system. Direct costs typically include all the specific, identifiable expenses (fixed and variable) associated with providing a service. These expenses would not exist without the service and may be variable costs. Defining direct costs, along with examples and relative formulas is necessary during this step.

Indirect costs typically encompass overhead (fixed and variable) including the administrative costs of the agency. These costs would exist without any specific service but may also be attributed to a specific agency operation (in which case they are direct expenses of that operation). If desired, all or a portion of indirect costs can be allocated, in which case they become a direct cost allocation.

**Step 6 – Determining (or Confirming) Current Subsidy/Cost Recovery Levels**

This step establishes the expectation that the agency will confirm or determine current cost recovery and subsidy allocation levels by service area based on the new or revised definition of direct and in-direct costs. This will include consideration of revenues sources and services costs or expenses. Typically, staff may not be cost accounting consistently, and these inconsistencies will become apparent. Results of this step will identify whether staff members know what it costs to provide services to the community, whether staff have the capacity or resources necessary to account for and track costs, whether accurate cost recovery levels can be identified, and whether cost centers or general ledger line items align with how the agency may want to track these costs in the future.

**Step 7 – Establishing Cost Recovery/Subsidy Goals**

Subsidy and cost recovery are complementary. If a program is subsidized at 75%, it has a 25% cost recovery, and vice-versa. It is more powerful to work through this exercise thinking about where the tax subsidy is used rather than what is the cost recovery. When it is complete, you can reverse thinking to articulate the cost recovery philosophy, as necessary.

The overall subsidy/cost recovery level is comprised of the average of everything in all of the levels together as a whole. This step identifies what the current subsidy level is for the programs sorted into each level. There may be quite a range within each level, and some programs could overlap with other levels of the pyramid. This will be rectified in the final steps.

This step must reflect your community and must align with the thinking of policy makers regarding the broad picture financial goals and objectives.



**Examples**

Categories in the bottom level of the Pyramid may be completely or mostly subsidized, with the agency having established limited cost recovery to convey the value of the experience to the user. An established 90-100% subsidy articulates the significant community benefit resulting from these categories.

The top level of the Pyramid may range from 0% subsidy to 50% excess revenues above all costs, or more. Or, the agency may not have any Categories of Service in the top level.

**Step 8 – Understanding and Preparing for Influential Factors and Considerations**

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

**THE COMMITMENT FACTOR:** What is the intensity of the program; what is the commitment of the participant?



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



**THE POLITICAL FILTER:** What is out of our control?

This filter does not operate on a continuum, but is a reality, and will dictate from time to time where certain programs fit in the pyramid

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



**THE RELATIVE COST TO PROVIDE FACTOR:** What is the cost per participant?



**THE ECONOMIC CONDITIONS FACTOR:** What are the financial realities of the community?



**FINANCIAL GOALS FACTOR:** Are we targeting a financial goal such as increasing sustainability, decreasing subsidy reliance?



### Step 9 – Implementation

Across the country, ranges in overall cost recovery levels can vary from less than 10% to over 100%. The agency sets their goals based upon values, vision, mission, stakeholder input, funding, and/or other criteria. This process may have been completed to determine present cost recovery levels, or the agency may have needed to increase cost recovery levels in order to meet budget targets. Sometimes, simply implementing a policy to develop equity is enough without a concerted effort to increase revenues. Upon completion of steps 1-8, the agency is positioned to illustrate and articulate where it has been and where it is heading from a financial perspective.

### Step 10 – Evaluation

The results of this process may be used to:

- articulate and illustrate a comprehensive cost recovery and subsidy allocation philosophy
- train staff at all levels as to why and how things are priced the way they are
- shift subsidy to where it is most appropriately needed
- benchmark future financial performance
- enhance financial sustainability
- recommend service reductions to meet budget subsidy targets, or show how revenues can be increased as an alternative
- justifiably price new services

*This Cost Recovery/Subsidy Allocation Philosophy: The Pyramid Methodology Outline is provided by:*



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# Parks and Recreation Cost Recovery Exercise

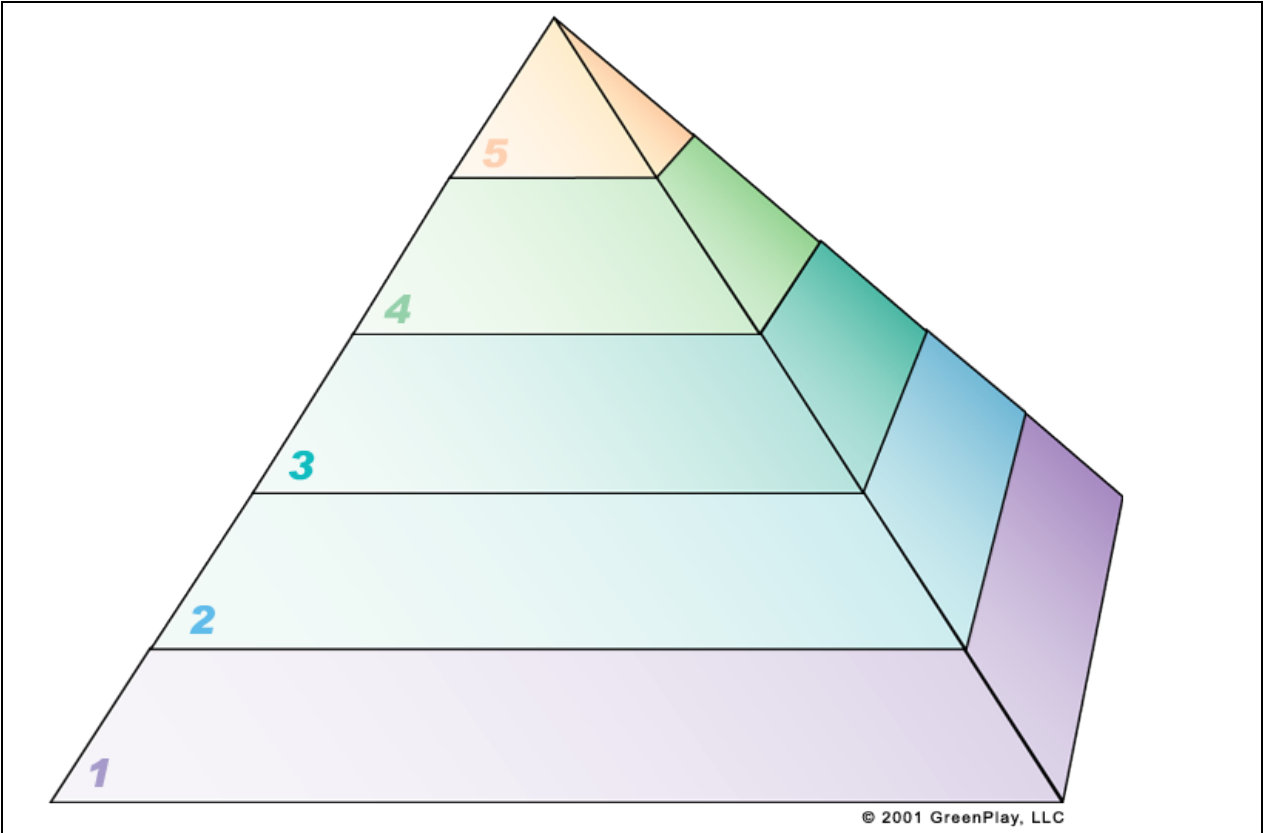
Please sort the programs and activities below giving them an appropriate pyramid level number in your opinion.

*When completing this as your Park and Recreation agency, your mission and vision are utilized to help determine the pyramid levels*

## Organizational Services

Tournaments	Art Programs	Teen Programs
Admissions – Public Swim	Fitness Classes	Concessions
Facility Rentals	Swim Lessons	Senior Activities
Adult Sports	Youth Sports	Birthday Parties
Golf Programs	After School Program	Therapeutic Programs
Day Camps	Community-wide Special Events	Environmental Education Programs

# Categorizing Services



**Level**

**5 – HIGHLY INDIVIDUAL**

**4 – MOSTLY INDIVIDUAL**

**3 – INDIVIDUAL / Community**

**2 – COMMUNITY / Individual**

**1 – COMMUNITY**

## Sample

### ***Cost Recovery Model and Resource Allocation Philosophy*** **The Pyramid Methodology - Sample Definition of Direct and Indirect Costs**

**Direct Cost:** Includes all the specific, identifiable expenses (fixed and variable) associated with providing a service or program. These expenses would not exist without the program or service and often increase exponentially.

#### **All Programs and Services:**

- Full-time staff (level TBD) and their direct reports.
- Part time/hourly and seasonal time staff (level TBD) and their direct reports.
- Hourly or part time salaries for instructors, leaders, aides, field supervisors, officials, coaches.
- Personnel benefits including FICA and Medicaid, Social Security, Worker's Compensation Insurance, Unemployment Insurance, Retirement, Health, Dental, and other Insurance premiums as applicable; currently estimated at XX% for full-time benefited employees, X% for part time/ employees.
- Contractual services for coaches, officials, instructors, etc.
- Consumable equipment and supplies like ping pong balls, paper, clay and glazes, kiln firing, art supplies provided by instructor or agency, chalk, food, paper.
- Uniforms, tee shirts, for participants and staff.
- Non-consumable equipment purchased only for the program that require periodic, continual replacement or are necessary for the start of the program like yoga mats, blocks, bouncy balls, basketballs, low free weights, racquets and goggles.
- Training specifically for the program or service like CPR and First Aid, on-going or reimbursed training and certifications.
- Transportation costs like van driver and mileage, parking, tolls, detailing, or rental of busses, taxis, metro, etc.
- Entry fees, tickets, admissions for participants and leaders/instructors.
- Rental fees for facilities, spaces, janitors, charge backs, etc.
- Marketing/promotion/printing/distribution/fliers/etc. associated directly for programs.
- Pro-rata share of general marketing expenses for brochure space.
- Repair or maintenance of program or service specific equipment like piano tuning, pottery wheel, kiln, etc.
- Any other costs associated or attributed specifically with the program or service.

**Facilities and Spaces:** Includes applicable direct costs above and:

- General operational services and supplies like janitorial/custodial staff and cleaning supplies, restroom supplies, maintenance, etc.
- Building monitoring, insurance, utilities, etc. (may be contracted directly or may be allocations from another Department or General Services).
- Licensing Agreements like ASCAP, BMI, Motion Pictures, etc.

## Sample

**Indirect Cost:** Encompasses all remaining overhead (fixed and variable) not identified as Direct Costs including the administrative costs of the agency. These costs would generally exist without any one specific service. Often **Departmental Administration or Indirect Costs** are lumped into a category of service called “Support Services” and are shown on the foundation level of the pyramid.

- Fund debt service
- Marketing and research – general support
- General contractual services like janitorial, security, armored car
- Facility operating costs and utilities if not charged back
- Full and Part time employees (level TBD) salaries and benefits, supplies, equipment and contracts for Department Director’s Office and staff, Division Chiefs, Managers, Supervisors, Administration, Management Services, and technology costs etc.
- Temporary help for vacancies and absences
- Employment ads
- Office equipment and supplies
- Office furniture (PLCR or CIP)
- Computers, cell phones, blackberries, etc.
- Vehicles used for administration and mileage reimbursement
- Maintenance of grounds, capital equipment and building structure (PLCR or General Services)
- Various other appropriated costs

**Aquatics and Recreation Centers** generate revenues through fees and charges on their own through drop-in admission and passes. Therefore, most of the facility operating cost is allocated directly to the Supervised or Monitored Park/Facility category of service and rentals.

### Costs Allocation Methodology for:

- Aquatics/Recreation Centers Rentals – Hourly costs for these types of facilities are based on a formula using expenditures directly related to the cost of operating the facility. Expenditures include utilities, telecommunications, custodial services and supplies, a percentage of FTE staff, and a percentage of hourly staff. Those costs are divided into operating hours in each facility and the square footage of the facility. This formula establishes per hour/per square foot rates for each facility. The rate is used to determine cost recovery levels for rentals.
- Programs – The cost of a program is determined by calculating all direct expenditures associated with the program. Expenditures include FTE and hourly staff time (program development and scheduling, registration and maintenance, and instruction/leader), services and supplies, and contractor percentage, when applicable. (A decision should be made if each program will also be allocated a facility use cost – this is more of a full cost allocation method... far more detailed..... if not elected, the facility carries all the operating costs)

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# **APPENDIX D: SAMPLE PARTNERSHIP POLICY 2017**



# *Sample*

## **Administrative Policy for Partnership and Partnership Proposal Format**

*Created By:*

**GREENPLAY<sub>LLC</sub>**

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And Open Space Consulting*

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# Sample Parks and Recreation Department Administrative Policy for Partnership And Partnership Proposal Format

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# I. XX Parks and Recreation Department Administrative Policy for Partnership

## A. Purpose

This policy is designed to guide the process for XX Parks and Recreation Department in its desire to partner with private, non-profit, or other governmental entities for the development, design, construction, and operation of possibly partnered recreational facilities and/or programs that may occur on City property.

The XX Parks and Recreation Department would like to identify for-profit, non-profit, and governmental entities that are interested in proposing to partner with the City to develop recreational facilities and/or programs. A major component in exploring any potential partnership is 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 City, and particularly beneficial 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.
- Identify how the partnerships will benefit the XX Parks and Recreation Department and the community.

**Part Two: The “Proposed Partnership Outline Format,”** provides a format to help guide Proposing Partners in creating a proposal for review by XX Parks and Recreation Department staff.

## **B. Background and Assumptions**

Partnerships are being used across the nation by governmental agencies 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.

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.: Board or Trustees, a 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 Parks and Recreation Department and for-profit, non-profit, and/or governmental entities, outlining the application of combined resources to develop facilities, programs, and/or amenities for the City 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 Parks and Recreation Department partnerships is enhancing public offerings to meet the mission and goals of the City. The XX Parks and Recreation Department 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.

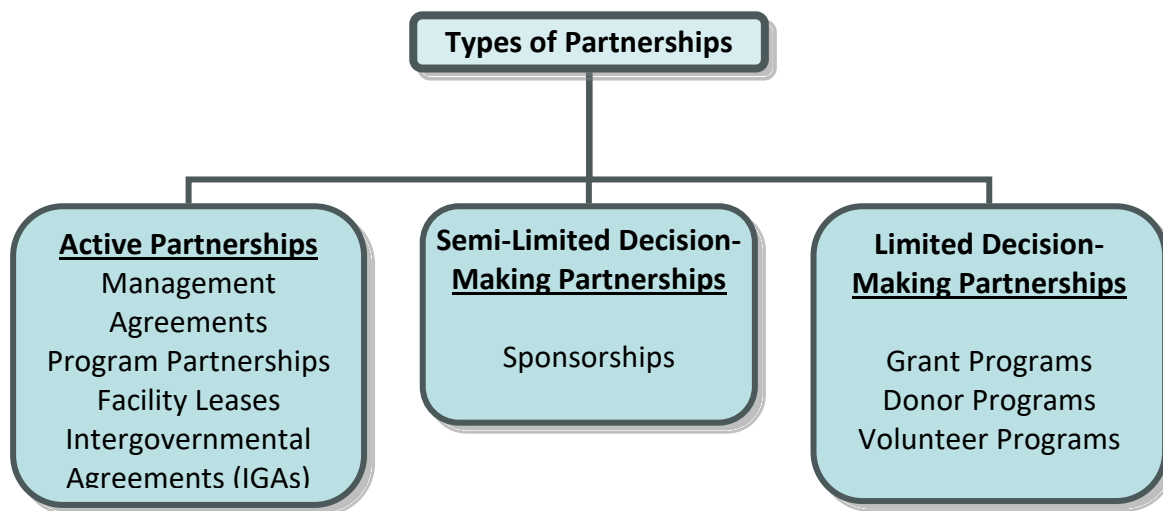
### **Note on Privatization:**

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 City functions to a non-City 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 City is always open to suggestions for improving services and cost savings through contractual arrangements. If you have an idea for privatization of current City functions, please call or outline your ideas in a letter for the City's consideration.

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**

The XX Parks and Recreation Department 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 City 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 is in need of 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 City to operate for additional public users.

- A biking club wants to fund the building of a race course 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 City 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 City.
- 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. The Association would get priority use of the fields, which would be open for the City 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 City to lease its land.

#### **Examples of Public/Public Partnerships**

- Two governmental entities contribute financially to the development and construction of a recreational facility to serve residents of both entities. One entity, through an IGA, is responsible for the operation of the facility, while the other entity contributes operating subsidy through a formula based on population or some other appropriate factor.
- Two governmental public safety agencies see the need for more physical training space for their employees. They jointly build a gym adjacent to City facilities to share for their training during the day. The gyms would be open for the City 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 City manages and maintains the wall to provide public use during non-school hours.
- A university needs meeting rooms. They fund a multi-use building on City land that can be used for City community programs at night.

## **E. Sponsorships**

The XX Parks and Recreation Department is interested in actively procuring sponsorships for facilities and programs as one type of beneficial partnership. Please see the ***XX Parks and Recreation Department 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 City 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 Parks and Recreation Department**

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

### **Benefits for the City 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 City recreation and planning experts to maximize the facilities and programs that may result.
- Availability of City staff facilitation to help streamline the planning and operational efforts.





## II. The Partnering Process

The steps for creation of a partnership with the XX Parks and Recreation Department are as follows:

- A. XX Parks and Recreation Department will create a public notification process that will help inform any and all interested partners of the availability of partnerships with the City. This will be done through notification in area newspapers, listing in the brochure, or through any other notification method that is feasible.
- B. The proposing partner takes the first step to propose partnering with the City. To help in reviewing both the partnerships proposed, and the project to be developed in partnership, the City 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 City Mission and Goals, and the Selection Criteria, a City staff member or appointed representative will be assigned to work with potential partners.
- D. The City 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 City 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 City 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 City 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 City has not already undergone a public process for solicitation of that particular type of partnership, the City 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 City's official development review processes and approvals. The project may require approval by the Legal, Planning, Fire and Safety, Finance, and/or other City Departments, Parks and Recreation Advisory Board, Planning Board, The Board of Trustees, and/or the City Supervisor's Office, depending on project complexity and applicable City Charter provisions, ordinances or regulations. If these reviews are necessary, provision to reimburse the City 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 ensure the most efficient and mutually beneficial outcome. Some projects may require that all technical and professional expertise and staff resources come from outside the City's staff, while some projects may proceed most efficiently if the City 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 City 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 City 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 City 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 and what types of measures will be used, and should detail 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 Parks and Recreation Department should be in accord with the City's and the Parks and Recreation Department's Mission and Goals to indicate how a proposed partnership for that Department would be preliminarily evaluated.

##### **SAMPLE MISSION STATEMENT**

The XX Parks and Recreation Department will provide a variety of parks, recreation facilities, and program experiences equitably throughout the community. Programs will be developed and maintained to the highest quality, ensuring a safe environment with exceptional service while developing a lifetime customer. Services will demonstrate a positive economic investment through partnerships with other service providers, both public and private, ensuring a high quality of life for citizens of XX.

##### **(Sample) GOALS –**

- Promote physical and mental health and fitness
- Nourish the development of children and youth
- Help to build strong communities and neighborhoods
- Promote environmental stewardship
- Provide beautiful, safe, and functional parks and facilities that improve the lives of all citizens
- Preserve cultural and historic features within the City's parks and recreation systems
- Provide 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, 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 City ordinances.

Successful Partnerships will take these costs into account and may plan for City recovery of some or all of these costs within the proposal framework. Some of these costs could be considered as construction expenses, reimbursed through a negotiated agreement once operations begin, 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 City contributions, and may need to be negotiated for a project, include:

- 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.

## **4. Funding**

Only when a Partnership Proposal demonstrates high unmet needs and high benefits for City citizens, will the City consider contributing resources to a project. The City 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. Obtaining 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 and/or internet searches 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 City 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 City will consider (as appropriate) the following criteria. The Proposed Partnership Outline Format in Part Two provides a structure to use in creating a proposal. City staff and representatives will make an evaluation by attempting to answer each of the following Guiding Questions.

- How does the project align with the City and Department's Mission Statement and Goals?
- How does the proposed facility fit into the current City and Department's Master Plan?
- How does the facility/program meet the needs of City residents?
- How will the project generate more revenue and/or less cost per participant than the City 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 City boundaries and within adjacent cities?
- What is the number and demographic profile of participants who will be served?
- How can the proposing partner assure the City of the long-term stability of the proposed partnership, both for operations and for maintenance standards?
- How will the partnered project meet the Americans with Disabilities Act (ADA) and Equal Employment Opportunity Commission (EEOC) requirements?
- How will the organization offer programs at reasonable and competitive costs for participants
- What are the overall benefits for both the City and the Proposing Partners?

## D. Additional Assistance

The XX Parks and Recreation Department 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 and/or operational pro-formas.
- The Chamber of Commerce offers a variety of courses and assistance for business owners and for those contemplating starting new ventures.
- There are consultants who specialize in facilitating these types of partnerships. For one example, contact **GreenPlay LLC** at **303-439-8369** or **info@greenplayllc.com**.
- Reference Librarians at libraries and internet searches can be very helpful in identifying possible funding sources and partners, including grants, foundations, financing, etc.
- Relevant information including the ***City of XX Comprehensive Plan***, the ***Parks and Recreation Master Plan***, site maps, and other documents are available at the \_\_\_\_\_. These documents may be copied or reviewed, but may not be taken off-site.
- The XX Parks and Recreation Department Web Site (***www.XXXX.com***) has additional information.
- If additional help or information is needed, please call **000-000-0000**.



## Part Two

# Sample Proposed Partnership Outline Format

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

### I. Description of Proposing Organization:

- Name of organization
- Years in business
- Contact name, mailing address, physical address, phone, email
- Purpose of organization
- Services Provided/member/user/customer profiles
- Accomplishments
- Legal status

### II. Summary of Proposal (100 words or less)

What is being proposed in terms of capital development, and/or program needs?

### III. Decision-Making Authority

Who is authorized to negotiate on behalf of the organization? Who or what group (i.e. Council/Commission/Board) is the final decision maker and can authorize the funding commitment? What is the timeframe for decision making?

### IV. Benefits to the Partnering Organization

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

### V. Benefits to the Sample Parks and Recreation Department

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

### VI. 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 and 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 City 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?
- How does this project incorporate environmentally sustainable practices?

### ***The Financial Aspect:***

- Can the project generate more revenue and/or less cost per participant than the City can provide with its own staff or facilities? If not, why should the City partner on this project?
- Will your organization offer programs at reasonable and competitive costs for all 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 City, and if so, how and how much?

### ***Logistics:***

- How much space do you need? What type of space?
- What is critical related to location?
- 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 ADA and EEOC requirements?

### ***Agreements and Evaluation:***

- How, by whom, and at what intervals should the project be evaluated?
- How can you assure the City 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?

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# **APPENDIX E:**

## **SAMPLE SPONSORSHIP POLICY 2017**

# *Sample*

**XX**

**Parks & Recreation Department**

**Sponsorship Policy**

*Created for XX by:*

**GREENPLAY<sup>LLC</sup>**

*The Leading Edge In Parks, Recreation  
And Open Space Consulting*

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# XX Parks & Recreation Department Sponsorship Policy

## Introduction

The following guidelines in this Sponsorship Policy have been specifically designed for the XX Parks & Recreation Department, while considering that these guidelines may be later adapted and implemented on a city-wide basis. Some assumptions regarding this policy are:

- Partnerships for recreation and parks facilities and program development may be pursued based on the XX Partnership Policy, encouraging the development of partnerships for the benefit of the city, its citizens, and potential partners. Sponsorships are one type of partnership, and one avenue of procurement for alternative funding resources. The Sponsorship Policy may evolve as the needs of new projects and other City departments are incorporated into its usage.
- Broad guidelines are offered in this policy primarily to delineate which types of sponsors and approval levels are currently acceptable for the XX Parks & Recreation Department.
- The policy should ensure that the definition of potential sponsors may include non-commercial community organizations (for example: YMCAs and Universities), but does not include a forum for non-commercial speech or advertising.
- Sponsorships are clearly defined and are different from advertisements. Advertisements are one type of benefit that may be offered to a sponsor in exchange for cash or in-kind sponsorship.
- The difference between sponsors and donors must be clarified, as some staff and the public often confuse and misuse these terms.

## Structure

**Part A** of this document gives the **Sponsorship Policy**

**Part B** gives the **Levels of Sponsorship Tiers and Benefits**

**Part C** provides the vocabulary and **Glossary of Sponsorship Terms**

**Part A.**  
**Sponsorship Policy**  
**XX Parks & Recreation Department**

**I. Purpose**

In an effort to utilize and maximize the community's resources, it is in the best interest of the City's Parks & Recreation Department to create and enhance relationship-based sponsorships. This may be accomplished by providing local, regional, and national commercial businesses and non-profit groups a method for becoming involved with the many opportunities provided by the Parks & Recreation Department. The Department delivers quality, life-enriching activities to the broadest base of the community. This translates into exceptional visibility for sponsors and supporters. It is the goal of the Department to create relationships and partnerships with sponsors for the financial benefit of the Department.

**Sponsorships vs. Donations**

It is important to note that there is a difference between a sponsorship and a philanthropic donation. Basically, sponsorships are cash or in-kind products and services offered by sponsors with the clear expectation that an obligation is created. The recipient is obliged to return something of value to the sponsor. The value is typically public recognition and publicity or advertising highlighting the contribution of the sponsor and/or the sponsor's name, logo, message, products, or services. The Sponsor usually has clear marketing objectives that they are trying to achieve, including but not limited to the ability to drive sales directly based on the sponsorship, and/or quite often, the right to be the exclusive sponsor in a specific category of sales. The arrangement is typically consummated by a letter of agreement or contractual arrangement that details the particulars of the exchange.

In contrast, a donation comes with no restrictions on how the money or in-kind resources are used. This policy specifically addresses sponsorships, the agreements for the procurement of the resources, and the benefits provided in return for securing those resources. Since donations or gifts come with no restrictions or expected benefits for the donor, a policy is generally not needed.

## II. Guidelines for Acceptable Sponsorships

Sponsors should be businesses, non-profit groups, or individuals that promote mutually beneficial relationships for the Parks & Recreation Department. All potentially sponsored properties (facilities, events, or programs) should be reviewed in terms of creating synergistic working relationships with regard to benefits, community contributions, knowledge, and political sensitivity. All sponsored properties should promote the goals and mission of the Parks & Recreation Department as follows:

### NEED SPECIFIC MISSION STATEMENT

#### XX Parks & Recreation Mission Statement:

### NEED SPECIFIC GOALS

#### Goals of the Park & Recreation Department:

## III. Sponsorship Selection Criteria

### A. Relationship of Sponsorship to Mission and Goals

The first major criterion is the appropriate relationship of a sponsorship to the above outlined Parks & Recreation Department's Mission and Goals. While objective analysis is ideal, the appropriateness of a relationship may sometimes be necessarily subjective. This policy addresses this necessity by including Approval Levels from various levels of City management staff and elected officials, outlined in **Section B**, to help assist with decisions involving larger amounts and benefits for sponsorship.

**The following questions are the major guiding components of this policy and should be addressed prior to soliciting potential sponsors:**

- Is the sponsorship reasonably related to the purpose of the facility or programs as exemplified by the Mission Statement and Goals of the Department?
- Will the sponsorship help generate more revenue and/or less cost per participant than the City can provide without it?
- What are the real costs, including staff time, for procuring the amount of cash or in-kind resources that come with the generation of the sponsorship?

**Sponsorships which shall NOT be considered are those which:**

- Promote environmental, work, or other practices that, if they took place in the City, would violate U.S. or state law (i.e., dumping of hazardous waste, exploitation of child labor, etc.), or promote drugs, alcohol, or tobacco, or that constitute violations of law.
- Duplicate or mimic the identity or programs of the Parks & Recreation Department or any of its divisions.



- Exploit participants or staff members of the Department.
- Offer benefits which may violate other accepted policies or the Sign Code. **DO YOU HAVE A SIGN CODE?**

### **B. Sponsorship Plan and Approval Levels**

Each project or program that involves solicitation of Sponsors should, PRIOR to procurement, create a Sponsorship Plan specific to that project or program that is in line with the Sponsorship Levels given in **Part B**. This plan needs to be approved by the Management Team Members supervising the project and in accordance to City Partnership, Sponsorship, and Sign Code policies. In addition, each sponsorship will need separate approval if they exceed pre-specified limits. The Approval Levels are outlined below:

<b>Under \$1,000</b>	The program or project staff may approve this level of Agreement, with review by their supervising Management Team Member.
<b>\$1,001 to \$10,000</b>	The Agreement needs approval of a Management Team Member.
<b>\$10,001 to \$25,000</b>	The Agreement needs approval of the entire Senior Management Team and Department Director.
<b>Over \$25,000</b>	The Agreement needs approval of the City Supervisor (the City Supervisor may recommend a City Council or Board of Trustees review).

### **C. No Non-Commercial Forum is Permitted**

This criterion deals with the commercial character of a sponsorship message. The City intends to create a limited forum, focused on advertisements incidental to commercial sponsorships of Parks & Recreation facilities and programs. While non-commercial community organizations or individuals may wish to sponsor Department activities or facilities for various reasons, no non-commercial speech is permitted in the limited forum created by this policy.

Advertisements incidental to commercial sponsorship must primarily propose a commercial transaction, either directly, through the text, or indirectly, through the association of the sponsor's name with the commercial transaction of purchasing the commercial goods or services which the sponsor sells.

The reasons for this portion of the Policy include:

- (1) The desirability of avoiding non-commercial proselytizing of a "captive audience" of event spectators and participants.
- (2) The constitutional prohibition on any view-point related decisions about permitted advertising coupled with the danger that the City and the Parks & Recreation Department would be associated with advertising anyway.

- (3) The desire of the City to maximize income from sponsorship, weighed against the likelihood that commercial sponsors would be dissuaded from using the same forum commonly used by persons wishing to communicate non-commercial messages, some of which could be offensive to the public.
- (4) The desire of the City to maintain a position of neutrality on political and religious issues.
- (5) In the case of religious advertising and political advertising, specific concerns about the danger of “excessive entanglement” with religion (and resultant constitutional violations) and the danger of election campaign law violations, respectively.

Guidelines for calculating the **Levels of Sponsorship Tiers and Benefits** are provided and outlined in **Part B**.

## **IV. Additional Guidelines for Implementation**

### **A. Equitable Offerings**

It is important that all sponsorships of equal levels across divisions within Parks & Recreation yield the same value of benefits for potential sponsors.

### **B. Sponsorship Contact Database**

A designated staff person or representative of the Parks & Recreation Department will keep an updated list of all current sponsors, sponsored activities, and contacts related to sponsorship.

#### ***Purpose of Maintaining the Database:***

- Limit duplicate solicitations of one sponsor
- Allow management to make decisions based on most appropriate solicitations and levels of benefits offered
- Keep a current list of all Department supporters and contacts
- Help provide leads for new sponsorships, if appropriate

For staff below Management Team level, access to the database will be limited to printouts of listings of names of sponsors and their sponsored events. This limited access will provide information to help limit duplicated solicitations, and will also protect existing sponsor relationships, while allowing the evaluation of future sponsorships to occur at a management level.

If a potential sponsor is already listed, staff should not pursue a sponsorship without researching the sponsor's history with the most recently sponsored division. If more than one division wishes to pursue sponsorship by the same company, the Management Team shall make a decision based on several variables, including but not limited to:

- History of sponsorship, relationships, and types of sponsorship needed.
- Amount of funding available.
- Best use of funding based on departmental priorities.

### **C. Sponsorship Committee**

A committee consisting of the supervisors of each program using sponsorships and other management team designees shall meet twice per year to review the database, exchange current contract samples, and recommend adjusting benefit levels and policy as needed. Changes shall not take effect before approval by the Management Team.

## **Part B.**

### **Levels of Sponsorship Tiers and Benefits**

The following tiers are presented as a guideline for types of benefits that may be presented as opportunities for potential sponsors.

Each sponsorship will most likely need to be individually negotiated. One purpose for these guidelines is to create equity in exchanges across sponsorship arrangements. While for the sake of ease the examples given for levels are based on amount of sponsorship requested, the level of approval needed from City staff is really based on the amount of benefits exchanged for the resources. The levels of approval are necessary because the costs and values for different levels of benefits may vary, depending on the sponsorship. It is important to note that these values may be very different. Sponsors will not typically offer to contribute resources that cost them more than the value of resources that they will gain and, typically, seek at least a 2-1 return on their investment. Likewise, the City should not pursue sponsorships unless the total value the City receives is greater than its real costs.

A hierarchy of Sponsors for events, programs, or facilities with more than one sponsor is listed below from the highest level to the lowest. Not all Levels will necessarily be used in each Sponsorship Plan. Note that the hierarchy is not dependent on specific levels or amounts of sponsorship. Specific levels and amounts should be designed for each property before sponsorships are procured within the approved Sponsorship Plan. Complete definitions of terms are included in **Part C**.

#### ***Hierarchy of Sponsorship Levels (highest to lowest)***

**Parks and Recreation Department-Wide Sponsor ⇒**  
**Facility/Park Title or Primary Sponsor ⇒**  
**Event/Program Title or Primary Sponsor ⇒**  
**Presenting Sponsor (Facility, Event, or Program) ⇒**  
**Facility/Park Sponsor ⇒**  
**Program/Event Sponsor ⇒ Media Sponsor ⇒ Official Supplier ⇒**  
**Co-sponsor**

This hierarchy will help decide the amounts to ask various sponsors for, and will determine what levels of benefits to provide. It is important to build flexibility and choice into each level so that sponsors can have the ability to choose options that will best fit their objectives. Note that the benefits listed under each level are examples of value. The listing does not mean that all of the benefits should be offered. It is a menu of options for possible benefits, depending on the circumstances. These are listed primarily as a guideline for **maximum** benefit values. It is recommended that each project create a project-specific Sponsorship Plan for approval in advance of Sponsorship procurement, based on the benefits available and the values specific to the project.

## **I. Sponsorship Assets and Related Benefits Inventory**

***TO BE DETERMINED FOR EACH AGENCY BASED ON OFFERINGS  
(PROPERTIES), VALUATION, AND DETERMINED BENEFITS***

***A tiered structure of actual values and approval levels should be  
determined as part of a Sponsorship Plan.***

## **Part C.**

# **Glossary of Sponsorship Terms**

### **Activation**

The marketing activity a company conducts to promote its sponsorship. Money spent on activation is over and above the rights fee paid to the sponsored property. Also known as leverage.

### **Advertising**

The direct sale of print or some other types of City communication medium to provide access to a select target market.

### **Ambush Marketing**

A promotional strategy whereby a non-sponsor attempts to capitalize on the popularity/prestige of a property by giving the false impression that it is a sponsor. Often employed by the competitors of a property's official sponsors.

### **Audio Mention**

The mention of a sponsor during a TV or radio broadcast.

### **Business-to-Business Sponsorship**

Programs intended to influence corporate purchase/awareness, as opposed to individual consumers.

### **Category Exclusivity**

The right of a sponsor to be the only company within its product or service category associated with the sponsored property.

### **Cause Marketing**

Promotional strategy that links a company's sales campaign directly to a non-profit organization. Generally includes an offer by the sponsor to make a donation to the cause with purchase of its product or service. Unlike philanthropy, money spent on cause marketing is a business expense, not a donation, and is expected to show a return on investment.

### **Co-sponsors**

Sponsors of the same property.

### **CPM (Cost per Thousand)**

The cost to deliver an ad message to a thousand people.

### **Cross-Promotions**

A joint marketing effort conducted by two or more co-sponsors using the sponsored property as the central theme.

### Donations

Cash or in-kind gifts that do not include any additional negotiated conditions in return.  
Synonyms: Philanthropy, Patronage.

### Editorial Coverage

Exposure that is generated by media coverage of the sponsored property that includes mention of the sponsor.

### Emblem

A graphic symbol unique to a property. Also called a mark.

### Escalator

An annual percentage increase built into the sponsorship fee for multi-year contracts. Escalators are typically tied to inflation.

### Exclusive Rights

A company pays a premium or provides economic benefit in exchange for the right to be the sole advertised provider, at the most competitive prices, of goods purchased by consumers within Parks & Recreation Department facilities and parks.

### Fulfillment

The delivery of benefits promised to the sponsor in the contract.

### Hospitality

Hosting key customers, clients, government officials, employees, and other VIPs at an event or facility. Usually involves tickets, parking, dining, and other amenities, often in a specially designated area, and may include interaction with athletes.

### In-Kind Sponsorship

Payment (full or partial) of sponsorship fee in goods or services rather than cash.

### Licensed Merchandise

Goods produced by a manufacturer (the licensee) who has obtained a license to produce and distribute the official Marks on products such as clothing and souvenirs.

### Licensee

Manufacturer which has obtained a license to produce and distribute Licensed Merchandise.

### Licensing

Right to use a property's logos and terminology on products for retail sale. Note: While a sponsor will typically receive the right to include a property's marks on its packaging and advertising, sponsors are not automatically licensees.

### Mark

Any official visual representation of a property, including emblems and mascots.

### Mascot

A graphic illustration of a character, usually a cartoon figure, used to promote the identity of a property.

### Media Equivalencies

Measuring the exposure value of a sponsorship by adding up all the coverage it generated and calculating what it would have cost to buy a like amount of ad time or space in those outlets based on media rate cards.

### Media Sponsor

TV and radio stations, print media, and outdoor advertising companies that provide either cash, or more frequently advertising time or space, to a property in exchange for official designation.

### Municipal Marketing

Promotional strategy linking a company to community services and activities (sponsorship of parks and recreation programs, libraries, etc.)

### Option to Renew

Contractual right to renew a sponsorship on specified terms.

### Philanthropy

Support for a non-profit property where no commercial advantage is expected.  
Synonym: Patronage.

### Perimeter Advertising

Stationary advertising around the perimeter of an arena or event site, often reserved for sponsors.

### Premiums

Souvenir merchandise, produced to promote a sponsor's involvement with a property (customized with the names/logos of the sponsor and the property).

### Presenting Sponsor

The sponsor that has its name presented just below that of the sponsored property. In presenting arrangements, the event/facility name and the sponsor name are not fully integrated since the word(s) "presents" or "presented by" always come between them.

### Primary Sponsor

The sponsor paying the largest fee and receiving the most prominent identification (Would be naming rights or title sponsor if sponsored property sold name or title).

### Property

A unique, commercially exploitable entity (could be a facility, site, event, or program)  
Synonyms: sponsee, rightsholder, seller.



### Right of First Refusal

Contractual right granting a sponsor the right to match any offer the property receives during a specific period of time in the sponsor's product category.

### Selling Rights

The ability of a sponsor to earn back some or all of its sponsorship fee selling its product or service to the property or its attendees or members.

### Signage

Banners, billboards, electronic messages, decals, etc., displayed on-site and containing sponsors ID.

### Sole Sponsor

A company that has paid to be the only sponsor of a property.

### Sponsee

A property available for sponsorship.

### Sponsor

An entity that pays a property for the right to promote itself and its products or services in association with the property.

### Sponsor ID

Visual and audio recognition of sponsor in property's publications and advertising; public-address and on-air broadcast mentions.

### Sponsorship

The relationship between a sponsor and a property, in which the sponsor pays a cash or in-kind fee in return for access to the commercial potential associated with the property.

### Sponsorship Agency

A firm which specializes in advising on, managing, brokering, or organizing sponsored properties. The agency may be employed by either the sponsor or property.

### Sponsorship Fee

Payment made by a sponsor to a property.

### Sports Marketing

Promotional strategy linking a company to sports (sponsorship of competitions, teams, leagues, etc.).

### Supplier

Official provider of goods or services in exchange for designated recognition. This level is below official sponsor, and the benefits provided are limited accordingly.

### Title Sponsor

The sponsor that has its name incorporated into the name of the sponsored event, project, and/or property.

### Venue Marketing

Promotional strategy linking a sponsor to a physical site (sponsorship of stadiums, arenas, auditoriums, amphitheatres, racetracks, fairgrounds, etc.)

### Web Sponsorship

The purchase (in cash or trade) of the right to utilize the commercial potential associated with a site on the World Wide Web, including integrated relationship building and branding.

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# APPENDIX F: SAMPLE BUDGET SHEET

# PROGRAM PRICING PROPOSAL

## CITY OF ????? -

Program/Event: \_\_\_\_\_ Day(s)/Date(s): \_\_\_\_\_  
 Site: \_\_\_\_\_ Times: \_\_\_\_\_  
 Location of Program/Event: \_\_\_\_\_ Ages: \_\_\_\_\_  
 Program Originator/Leader: \_\_\_\_\_

### PROGRAM PRICING

#### 1) STAFFING *(Planning & Implementation)*

	<u>HOURS</u>	<u>RATE</u>	<u>COST</u>
Program Coordinator _____	X	0.00	\$ 0.00
Aide _____	X	0.00	\$ 0.00
Aide _____	X	0.00	\$ 0.00
1) TOTAL:			\$ 0.00

#### 2) EXPENDITURES

- Promotion, Supplies, Equipment, Permits, Licenses, Inspections, Contractors (i.e referrees, sound tech, etc.)

1	_____	\$	0.00
2	_____	\$	0.00
3	_____	\$	0.00
4	_____	\$	0.00
5	_____	\$	0.00
6	_____	\$	0.00
7	_____	\$	0.00
2) TOTAL:			\$ 0.00

#### 3) TRANSPORTATION

	<u>RATE</u>	<u>MILES</u>	<u>COST</u>
City Vehicle _____	X		\$ 0.00
Employee Vehicle _____	X		\$ 0.00
3) TOTAL:			\$ 0.00

ESTIMATED DIRECT COSTS [(1) + (2) + (3)] \$ 0.00

#### 4) PRICING

PROPOSED FEE:
0.00

MINIMUM NUMBER OF PARTICIPANTS: \_\_\_\_\_ X FEE \_\_\_\_\_ REVENUE: \$ 0

ESTIMATED REVENUE: \$ 0.00

ESTIMATED PROFIT/DEFICIT: \$ 0.00