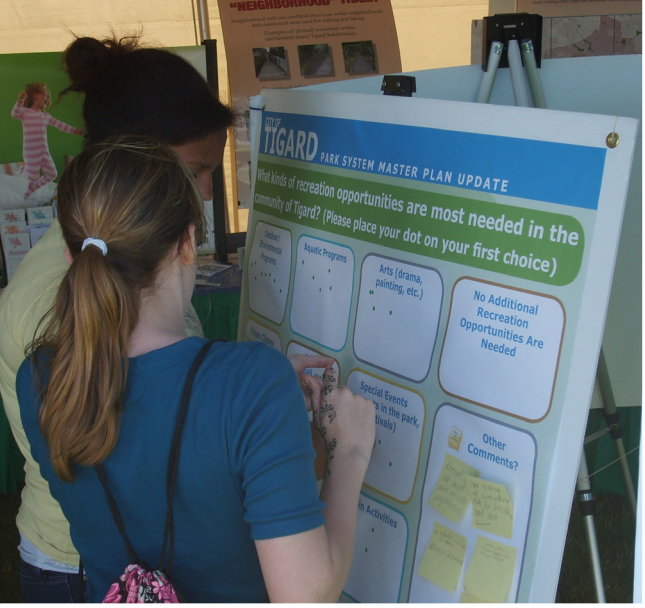

CITY OF TIGARD

Recreation Program Study:
Recommendations and Implementation Plan

FINAL | MARCH 2015

MIG

Tigard Recreation Program Study

Recommendations & Implementation Plan

March 2015

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The key to the development of this document was the involvement of Tigard's active, passionate and well-informed citizenry. The planning team would like to thank the many individuals and groups that provided input throughout this process.

Executive Summary

The question of how to facilitate and fund organized recreation programming in the City of Tigard has surfaced several times over the last 15 years. In 2000, a measure to create a park district in Tigard, Tualatin, Sherwood and portions of unincorporated Washington County was voted on but did not pass. The 2009 *Park System Master Plan* included recommendations for the City to help facilitate and provide space for programs in the community, but funding for the necessary staff person was not approved.

In 2014, the City initiated a *Recreation Program Study* to consider the role that City of Tigard should play in providing recreation programming and services (e.g., classes, events, sports, recreation information). This included identifying community programming priorities and discussing potential sustainable levels of investment in future recreation services.

As part of that study, this Recommendations and Implementation Plan defines both short and long-term community goals to enhance recreation programming based on community priorities. It identifies the necessary resources, estimated costs and an implementation strategy to initiate the highest priority recreation options over a five-year pilot period.

Community Priorities and Goals

A variety of outreach methods were applied during the planning process to ensure that all recommendations were based on community priorities, as well as residents' willingness to pay for enhanced recreation services. Stakeholder interviews, focus group and advisory committee meetings, and an online questionnaire were conducted to identify community recreation needs, goals and desired service levels for recreation programs and events. This feedback was used to identify three programming options—different potential "packages" of recreation services that were tested with residents in a random-sample *Recreation Programs Survey* to gauge their support. These finding were presented to both the Park and Recreation Advisory Board and City Council to identify long-term and short-term goals, as well as a recommended programming solution for the community. The entire process was carried out with the guidance of Tigard's professional staff, volunteer advisory board members and elected officials. Approximately 950 people participated in this planning process.

This community-driven process identified the following short- and long-term goals for recreation programming in Tigard:

Short-Term Goal: **Establish a pilot recreation program to test viability and build support for expanded services.**

Long-Term Goal: **Support a comprehensive public recreation program with a hub of activity, augmented with programs spread across the community.**

This document presents the recommendations and implementation plan to achieve the community's short-term recreation goals for the future.

Recommendations

Program recommendations reflect the community's desire to have the City begin immediately in enhancing recreation information, programs and events for all residents, but especially for underserved groups. It is based on the efficient and best use of existing parks and facilities to enhance recreation options for the community. This involves building on current recreation initiatives undertaken by the City and maximizing opportunities provided by existing recreation providers.

The document identifies resource needs to carry out the following recommendations:

- **Recreation Clearinghouse & Program Guide:** Create a bi-annual recreation guide that provides information about the many different recreation options available in the City.
- **Grants & Scholarships:** Expand the City's existing fund and process for awarding grants to support successful recreation programs and events provided by non-profits and community groups in Tigard. Initiate a scholarship fund to support access of low-income residents to existing recreation programs.
- **Programs & Classes:** Contract with recreation providers to schedule and facilitate programs in existing City parks and facilities. In time, consider expanding program offerings to potential partner facilities.
- **Outdoor Events:** Recruit event providers to increase community events at existing City parks and facilities and provide programs at the new downtown plaza planned for construction. Manage event coordination, scheduling, monitoring, as well as event facility maintenance.
- **Indoor Events:** Recruit event providers to increase community events at indoor City facilities. Manage event coordination, scheduling, monitoring, as well as event facility maintenance.
- **Facility Reservations:** Improve the online facility reservation system (which includes staff reservations for facility use) to be able to offer City facilities for reserved use by community groups and residents. In time, consider training staff to host events as a strategy for revenue generation.
- **Drop-In Activities:** Provide drop-in recreation activities at different locations throughout the community to improve recreation access for residents. Coordinate, staff, equip and host these activities, and focus on serving targeted underserved groups and areas.

Implementation Plan

The City should strive to implement short-term recommendations over the next five years. It will take five years to gradually ramp up tasks to the level of service now desired by the community. Table 1 (beginning on page 13) illustrates tasks to set in motion during Years 1-5, indicating what resources will be needed each year for implementation. In short, implementation is based on the following phasing strategy, with each year adding new elements to enhance programming options:

- **Year 1:** Begin initial coordination, policy development and information, and recreation guide development; increase grants and initiate scholarship awards.
- **Year 2:** Provide pilot programs and outdoor events.
- **Year 3:** Increase grants; increase programs and outdoor events; establish pilot programs for indoor events.
- **Year 4:** Initiate facility reservations and pilot programs for drop-in activities; increase in indoor events.
- **Year 5:** Increase drop-in activities.

It is anticipated that Years 1-5 will coincide with the City's budgeting cycle and are considered to be fiscal years (July – June). During this time, the City may also continue to test community support for implementing longer-term goals. If support for a community center increases, the City may investigate partner support to develop a multi-purpose recreation center. Efforts to pursue longer-term goals should not preclude the advances in implementing short-term recommendations.

Proposed Funding Approach

Based on responses noted in the voter survey conducted in November 2014, there appears to be sufficient support for a recreation funding measure in the near future. While it will take time to get a funding measure introduced and approved, City staff and Council should consider the approval of City funds initiate Year 1 recommendations to show progress toward City Council's goal of establishing a recreation program in FY 2015-16. This action will help make the strongest possible case for voters to continue to support recreation programming through an added funding mechanism.

Introduction

Purpose of the Study

The City of Tigard is examining the role that City government should play in providing recreation programming and services (e.g., classes, events, sports, recreation information). This includes identifying community programming priorities and discussing potential sustainable levels of investment in future recreation services. Service enhancements may be needed to expand community recreation options and activate City facilities to maximize public benefit and use.

As the City of Tigard has grown into the 12th largest city in Oregon, it has become one of the largest without a public recreation program. City residents value parks and recreation. The community passed a $17 million bond to acquire and develop new parks and natural areas in 2010 while still deep in the great recession. While bond projects will enhance recreation opportunities, these funds do not specifically support recreation programs or events.

Over the last 15 years, the question of how to facilitate and fund organized recreation programming has resurfaced many times. In 2000, Tigard, along with Tualatin, Sherwood and portions of unincorporated Washington County, voted on a measure to create the Atfalati Recreation District. While it had a lot of support (with 46% in favor), the measure failed. In the aftermath of this vote, a strong demand continued in Tigard for recreation programs and services. However, funding was never identified. In 2009, when the City of Tigard updated the Park System Master Plan, recommendations included the City playing a limited role in organizing and providing space for programs in the community. A proposal to fund the necessary staff position made it as far as the budget committee, but it did not succeed due to competing interests. Subsequent efforts to develop the crowd-sourced Recreation Resource Guide reflected the City's desire to make the most of the existing public and private providers. However, the demand for services remains unmet, prompting this *Recreation Program Study* to facilitate a decision-making process to settle the question of Tigard's future role in recreation programming.

Purpose of the Document

As the final step in the *Recreation Program Study,* this document summarizes recommendations and implementation strategies to enhance recreation programming and services. It defines both short and long-term community goals for recreation programming. It recommends a programming solution to achieve short-term goals by implementing a package of programming elements. It identifies the necessary resources and estimated costs to carry out recommendations, and presents these strategies, resource needs and costs on an implementation timeline that plots the development of the program over a five-year pilot period. Finally, the document recommends a funding strategy to set this implementation plan in motion.

Summary of the Process

Begun in Spring 2014, the *Recreation Program Study* was organized in three phases (Figure 1). In Phase 1: Inventory & Program Analysis, the program inventory was updated, funding resources were evaluated and community outreach was started to identify community demands and needs for recreation services, as well as their willingness to support some type of taxing measure. Results were summarized in a market, demand and gap analysis presented to the Project Team. Staff and community feedback was used to identify recreation options to advance. During Phase 2: Scenario Development, these recreation options were

refined into three different service level packages. Community support for these packages was tested in a random-sample phone survey. Initial findings were presented to the Project Team as well as the Parks and Recreation Advisory Board. During Phase 3: Decisions and Implementation, the City sought Council guidance on the types and scale of recreation services that could be affordable and supported. This guidance from City Council help frame the recommendations and implementation strategies presented in this document. The Project Team will review and refine findings before creating a final plan for enhancing City recreation services.

Figure 1: Recreation Program Study Planning Phases

Community Involvement

Public feedback was critical to the *Recreation Program Study.* The planning process engaged City leaders, stakeholders, interest groups and residents in identifying community recreation needs and interests, evaluating feedback to identify the community's recreation goals, and cross-checking the desired level of service with residents in a statistically valid survey. The entire process was carried out with the guidance of Tigard's professional staff, volunteer advisory board members and elected officials. Specific engagement tasks are noted below. Findings and interim materials are presented in Appendices A through C of this document.

- **Stakeholder Interviews:** Interviews ranging from 20-45 minutes in length were conducted by phone and in person to address ten questions related to the provision of recreation programs in Tigard. Interviewees were encouraged to share their insights and views regarding the realities and opportunities to provide or facilitate programming. Stakeholders included the City Manager, members of City Council, recreation providers, affordable housing advocates and development groups.

- **Recreation Questionnaire:** An online questionnaire was available for 7 ½ weeks, from June 11th until August 1st, 2014. The purpose was to collect feedback on recreation participation, satisfaction, and desired programming. The questionnaire link was advertised in the local newspaper, on the City's website, and in an email distributed to a few thousand residents via the City's mailing list. In addition, stakeholders reached out to their organizations to distribute the questionnaire. A total of 604 people responded to the questionnaire, with 354 people answering every question and another 250 partially completing the questions.

- **Focus Groups:** The City held a focus group comprised of 16 community members on August 26th, 2014, from 5-6:15pm at the Tigard Public Works Auditorium. The meeting included one large focus group discussion and two small focus group discussions. The large focus group discussed community recreation priorities, providing answers to four prompts. The two small groups discussed recreation options for the future, with three topics to guide them. Feedback from the focus group was used to refine the recreation matrix in Appendix B.

- **Recreation Program Survey:** A live telephone survey or registered voters in the City of Tigard was conducted October 2 - 8, 2014 by EMC Research. A total of 300 interviews were conducted to gather input on the ratings of City services and programs, identify problems, identify opportunities, and rank funding options, among other subjects. The results of this survey are summarized in Appendix C.

- **Recreation Study Project Team:** The Project Team served as a technical advisory committee composed of staff from various City Departments along with City leaders. The team met three times over the course of the project to review progress and provide guidance on deliverables and key decisions. They reviewed survey findings and identified important characteristics of the recommended programming options.

In addition to the outreach discussed above, City Council and the Parks and Recreation Advisory Board provided guidance at critical points in the planning process.

Community Recreation Goals

This community-driven exploration resulted in identification of a short-term and a long-term goal for recreation programming in Tigard. Ultimately, these goals were expressed by the Park and Recreation Advisory Board in their recommendation to the City Council at the joint work session on November 18, 2014. This two-part recommendation reflects the tension throughout this process around how far the City should go in facilitating programming options. It is important to emphasize that while there was some discussion to determine "how much should we do?" there was an almost universal sense that the City should proceed now with preliminary steps to initiate recreation services.

Long-Term Goal: Supporting a comprehensive public recreation program with a hub of activity, augmented with programs spread across the community.

The driving desire expressed by the community is for improved recreation services for all Tigard residents. Generally those residents with the means to do so have found the recreation services they need in the private sector or with public agencies beyond Tigard city limits. However many residents are unable or unwilling to spend limited resources or travel to meet their recreation needs. The creation of a truly public system of recreation opportunities would benefit all residents by supporting a more cohesive community, improved health and enhanced livability.

A comprehensive program would include a wide variety of program areas, expanding from the community provided sports leagues and private fitness centers to a broader mix of classes, outdoor recreation and community events. The program would also include all of the necessary supporting services such as marketing, volunteer coordination, and facilities management. To provide these programs and services, new multi-purpose recreation facilities would be needed to expand on the classroom, meeting spaces and outdoor park facilities already in the City inventory. Providing both a hub and a series of distributed recreation opportunities (at local parks, neighborhood schools and other locations) reduces the barriers to accessing these activities, particularly for the youth and elderly in the community.

Providing this kind of comprehensive service will require a substantial investment by the community in both capital and ongoing operational funding, particularly since this is an almost entirely new business for the

City of Tigard. This investment does not need to be made all at once, and in most communities is built up over an extended period of time.

Short-Term Goal: Establishing a pilot recreation program to test viability and build support for expanded services.

In the short-term, the community's goal is to immediately enhance recreation opportunities and begin building a substantial platform from which to grow toward the comprehensive program. This includes providing more information in a recreation guide regarding available recreation classes and activities in the area (both public and private providers). The existing classes and opportunities, properly promoted, will make the quickest, highest quality impact on the perception of recreation options in Tigard. As the catalog of programs is grown, the City will begin to expand recreation opportunities for all residents, but more specifically targeting underserved groups and areas, particularly residents who face financial and transportation limitations. This can be accomplished in a variety of ways, but will require new and expanded partnerships, scholarship and grants to involve existing recreation providers in ensuring that targeted needs are met.

For these expanded partnerships and existing providers to reach a broader audience, the City must utilize all potential indoor and outdoor spaces for recreation programs and classes. City parks are a clear opportunity, but improving indoor recreation access and scheduling for community meeting rooms needs to be reestablished. The City also has a prime opportunity to combine an expansion of programs with the realization of an existing pledge to the community for a downtown event plaza. Included in the 2010 parks bond, the events plaza will be a place to hold community gatherings and focus activity around the re-emergent downtown. However, simply building the plaza will not accomplish this goal. The City will need to facilitate and program the kinds of activities that make a downtown plaza a positive addition to the community.

One of the most important features of the City's short-term recreation goal is that it must be financially viable for the City to initiate and to continue. Recreation programming is not currently a part of the services provided by the City of Tigard, and an initial community investment will be needed to create the staff capacity to build this seed program.

This short-term goal, more clearly defined in the next section, is built from the ideas and preferences expressed by Tigard residents, park and recreation users and key stakeholders. These ideas were filtered through the statistically valid phone survey effort to draw out the most important issues and alternatives to Tigard voters.

Recommended Programming Solution

The initial public outreach conducted for this planning process helped define community expectations and goals for recreation programs, events and services. These were refined into three programming packages, which were tested with residents in a random-sample *Recreation Programs Survey,* and then refined through discussions with the Park and Recreation Advisory Board and City Council into both long-term and short-term goals, as well as a recommended programming solution.

Below is an overview of the recommended short-term service option. This document identifies the resources needed to implement these recommendations, as well as anticipated costs and a proposed timeline to initiate services over the next five years. It concludes with a proposed funding and implementation approach to bring new services online.

Overview of Short-term Service Option

The recommended option reflects the community's interest in moving forward immediately on low-cost options to improve recreation information and add programs, classes, and events for underserved groups. This involves building on current recreation initiatives undertaken by the City and maximizing opportunities provided by existing recreation providers.

The recommended programming solution has seven program areas, which are described below.

- **Recreation Clearinghouse & Program Guide:** The City currently provides an online Recreation Resource Guide, a list of recreation opportunities and providers in the broader region. However, residents need a coordinated recreation guide that notes activities, costs, schedules and registration information for programs and classes in Tigard. The guide could be produced and printed as well as posted online twice a year (Spring/Summer and Fall/Winter) to increase community access to and knowledge of existing recreation opportunities. The City would serve as an information clearinghouse for residents, creating a process to collect information from public, private and non-profit providers operating in Tigard, and advertising activities and programs for providers for a fee. For costs savings, the printed version would be available at key community facilities (e.g., library, City Hall, public pools), and distributed through service groups and schools to targeted populations who may not have access to an online version (Note: The Recreation Guide is not intended to be mailed to every household in the city, nor provided to every child attending school.). Notifications of the guide's availability should be included in the Cityscape newsletter, utility bills, school information, and via flyers that can be posted at parks, service centers, medical facilities, coffee shops and other businesses throughout the community.

- **City Grants & Scholarships:** The City of Tigard supports community events and social services through grants to community groups and agencies (by application). The current City guideline for appropriations is one-half of 1% of the prior year's operating budget. However, competition for these funds has increased, and more funds are awarded for social services than community events. To maximize the recreation opportunities provided by proven agencies and non-profits, increasing grant funding (including funding to cover in-kind staff support) for recreation and events is an effective way to reach targeted groups. In addition, the City should create a scholarship fund with awards by application to cover class fees and/or transportation costs for participants who cannot afford the current "pay to play" market costs. For both the scholarships and grant awards, criteria should be developed for award selection and distribution, to ensure that funds support underserved groups (low income residents, seniors) and targeted recreation opportunities (e.g., health & fitness, environmental education, nature-based outdoor recreation, and non-sports interest classes and fine/cultural arts programs).

- **Programs & Classes:** To expand recreation programs, the City should serve as a recreation coordinator, recruiting and contracting with existing providers to offer recreation classes and programs in appropriate City parks and facilities. This model could extend the programs offered by private providers and non-profits into new locations and facilities, which may be more accessible to residents who are not currently served. It also would strive to increase programming options by starting new contract programs and activities in the following service areas:

    - Health & fitness
    - Environmental education/ nature-based outdoor recreation/trails
    - Non-sports interest classes and fine/cultural arts programs

    Existing Tigard Library programs, current and past Police Department youth initiatives, and partnership opportunities with other existing groups should be taken into consideration in determining the right mix of programs to support.

    Contract providers would pay the City a reservation fee for the use of the park/facility, set based on a set policy regarding cost recovery (see Policies and Organizational Needs). The contract provider would handle registration and fee collection, provide all necessary equipment, and keep all proceeds (less the registration fee). With this model, the City subsidizes added recreation programming, but does not incur the risk of being a program provider. An example of this type of programming is bringing in an art instructor to teach ongoing art classes at the Fanno Creek House.

- **Outdoor Events:** The City currently facilitates a few special events in its parks serving residents community-wide, such as the Tigard Balloon Festival at Cook Park. Outdoor events at City parks typically rely on other organizations and partners. For example, the Tigard Tree Lighting at Liberty Park is made possible with support from Tualatin Valley Fire & Rescue, Downtown Tigard merchants, the Tigard Kiwanis Club, Tigard High School student volunteers, and the Tigard Chamber of Commerce. Individual groups can reserve park or facility space for events, paying a processing fee and/or special events permit fee, which varies based on the number of participants and the number of event hours. Special use or alcohol permits are also available for a fee.

    There is a community demand for more special events—with more variation in the size and scale of the events provided. Also, a new downtown plaza, funded through the 2010 voter-approved bond measure, is planned as part of the downtown redevelopment. This multi-purpose hardscape would provide a new space for events and programs.

    To activate these facilities and meet community demands, the City must play a stronger role as an event recruiter or coordinator, targeting small, medium and large special events and community gatherings, such as movies or concerts, markets, fairs and small festivals, community celebrations, walks and races, etc. These events may be held in City civic spaces, parks and trails, or other accessible sites as appropriate given the partners involved. The City's role is to recruit non-profits, businesses or other groups to serve as event producers in providing free or fee-based outdoor events. Once the downtown plaza is constructed, programming this plaza as a social hub for the city will be a major short-term effort.

    Similar to the programming model, the City should play a role as an event coordinator and facilitator, recruiting event providers and charging a reservation fee for the use its facilities. [Note: It is assumed that producers will bring or hire their own event staff or will have applied and have been approved to cover the cost of City staff involvement – e.g., set-up, clean-up, advertising -- through the City grant program.] Event reservation and permitting fees and policies should be reviewed to determine if

different rates should be charged for free and fee-based events and events that are open or closed to the public (see Policies and Organizational Needs). In time, the City may take on a greater role as event organizer and producer, helping expand on the current and past programs put on by the Police and the Library.

- **Indoor Events:** The 2010 voter-approved bond measure also included funds for the Fanno Creek House, designed as a special use area to host small to medium-sized events, meetings and/or classes. This facility could be activated by a combination of programming, indoor events, and facility reservations (see Facility Reservations bullet below). City staff should play a role in recruiting non-profits, businesses or other groups to provide free or fee-based events at this facility or other appropriate indoor sites. Similar to the programming model, the City could act as both an event coordinator and facilitator, charging a reservation fee for the use its facilities. While producers will bring or hire their own event staff, City staff will be needed to monitor building use. Similar to outdoor events, reservation and permitting fees and policies should be reviewed to determine if different rates should be charged for free and fee-based events and events that are open or closed to the public (see Policies and Organizational Needs). In time, and in coordination with Tigard Library efforts, the City may take on a greater role as an organizer and producer of indoor events as well.

- **Facility Reservations:** In Tigard, six park shelters and nine sports fields are currently available for rental. Picnic shelters may be reserved online or in person at the Tigard Public Works Building. Sports field reservations (and event reservations and permits as described above) are only conducted in person. In both cases, residents are offered a 50% discount. At this time, there are no opportunities to reserve meeting rooms or other spaces in City buildings, although there is a demand for space for club and community group use, as well as for private parties and gatherings.

  Short-term recommendations include making appropriate City rooms and facilities open to reservation, via an expanded and improved online and in person reservation system. This will open room reservations again and require coordination with other City Divisions and Departments, as well as new guidelines for use of facilities. For example, a Girl Scout meeting or child's birthday party could be held in the Fanno Creek House (although programs run by contracted staff will have first priority for room use). These reservations would have to be monitored by City staff with keys to lock and unlock buildings. In time, staff could be trained to offer event or activity support (for a fee), such as serving as a party host or game coordinator. The City should set a policy regarding reservation fees (see Policies and Organizational Needs).

- **Drop-In Activities:** There is a need for drop-in recreation activities offered in different locations throughout the community to improve recreation access for residents. The City of Tigard should coordinate, staff, equip and host these activities. The City should offer activities in locations that serve identified underserved groups (e.g., low-income families, teens and seniors) at different sites (e.g., parks, schools, low income housing) across town. The drop-in activities may be organized as ongoing programs, such as a summer playground program that moves from park to park, or one-time special activities in conjunction with a group activity or community fair or festival.

Resource Needs

Implementing the seven programming elements noted above requires a variety of resources, including facilities, staffing, equipment, services and partnerships. Below is a short list of the anticipated labor (staff time) and physical resources needed for implementation, noted by program area.

- **Recreation Clearinghouse & Program Guide:**
  - Staff time to collect and coordinate information for bi-annual recreation guide
  - Contracted printer for guide layout and printing (or use of staff time for in-house design and layout, with contracted time for printing)
  - Staff time to develop notifications of the guide's availability
  - Staff time for flyer development and distribution for advertising
- **Grants & Scholarships:**
  - Staff time to review recreation and event grant applications
  - Staff time to develop scholarship fund and solicit contributions
  - Staff time to review scholarship applications and make awards
  - Increased grant funds
  - Scholarship funds
- **Programs & Classes**
  - Staff time to recruit contract providers
  - Staff time for room/site scheduling and fee collection
  - Coordinated internal scheduling system
  - Increased janitorial services and facility maintenance
  - Use of existing City parks and facilities (e.g., Library, Public Works facilities, Senior Center, Fanno Creek House)
  - Potential coordination to use partner facilities (development of joint-use agreements)
- **Outdoor Events**
  - Staff time to recruit event providers
  - Staff time for room/site scheduling and fee collection
  - Coordinated internal scheduling system
  - Increased janitorial services and facility maintenance
  - Use of existing City parks and outdoor facilities, plus new downtown plaza planned for construction

  - Potential coordination to use partner facilities
- **Indoor Events**
  - Staff time to recruit event providers
  - Staff time for room/site scheduling and fee collection
  - Coordinated internal scheduling system
  - Staff time for event monitoring and building open/close
  - In time, trained staff for event hosting and support
  - Increased janitorial services and facility maintenance
  - Use of existing City parks and facilities
  - Potential coordination to use partner facilities
- **Facility Reservations**
  - Improved online facility reservation system (that includes staff reservations for facility use)
  - Staff time for in-person recreation reservations
  - Increased janitorial services and facility maintenance
  - Staff time for use monitoring and building open/close
  - In time, trained staff for event hosting and support
- **Drop-In Activities**
  - Staff time for activity coordination and publicity
  - Staff time to host activities (travel, setup/cleanup and activities)
  - Recreation equipment (for playground program; for community festivals)
  - Equipment storage and transportation (recreation van)

Policies and Organizational Needs

Implementing the seven programming areas will require policy and organizational decisions to support this new area of service for the City of Tigard. The topics below have been identified by the planning team as important topics for the City to consider. The new Recreation Coordinator may be involved in developing and documenting new policies as determined by the City.

- **Recreation within City's Organizational Structure:** The recommended "home" within the City's organizational structure for initial Recreation Services staff is under Public Works, parallel to or within the Parks group. This reflects the close relationship between the staff that manage and maintain facilities and the new recreation services that will utilize them. As services grow, this organizational structure should be revisited to ensure that Recreation is placed in the department where most appropriate.

- **Staffing Requirements:** Recreation staff will be needed to monitor and implement recreation and events programming. Staff will adhere to existing personnel policies established by the City. In addition, the City should establish policies regarding requirements for staff presence at programs/events on City property or at activities implemented by City staff. Policies should clarify protocol such as the following:
    - The availability of City staff or "in kind support" for programs/events produced with others, with costs offset through the City's grant funding program for set-up, clean-up, advertising, and other services.
    - Lock/unlock procedures for indoor facilities, staff presence during contract-provider programs, and where staff must be stationed for safety and security during community or private facility use (e.g., by front door).
    - Requirements for event staff presence at outdoor events at City facilities, and whether park maintenance staff could meet these requirements if working in the same park during the time of the event.
    - Supervisory requirements for City staffed drop-in activities based on age and numbers of participants (e.g., two staff per 30 elementary-aged kids in a playground program).
    - The use of volunteers, interns, staffing from partner organizations, etc., for programming and event support.
- **Contract Provider Requirements:** Before contract provided programs and events are initiated, the City will need to define requirements for these providers and for contracted services. This includes identifying contractor selection criteria and contract language for the provision of contract classes and events. The contract language may be similar to other City contract services, but may include special provisions to ensure the supervision and safety of recreation participants given the nature of the activities involved. It should define the types of recreation programs, events and services that are or are not allowable in different parks and city facilities.
- **Program Grant and Scholarship Criteria:** In order to refine the existing community grant program and implement a scholarship program for individual participants, the City will need to establish the criteria that qualify applicants and assist in decision-making when allocating resources.
- **Investment Expectations (cost recovery/pricing philosophy):** The amount of the City's investment in recreation will depend in part on the pricing policies it establishes for programs and services, as well as the cost recovery expectations that underlie those fees. The City will need to revisit and in some cases create new pricing policies that define how fees are set for programs, events, and facility reservations. It is recommended that following be considered in policy development:
    - Facility reservation fees should be based on time reserved (not time used). This can be based on blocks of time (e.g, four hours) or actual time in hourly increments. This policy is needed to prevent groups from reserving more time than needed and will free up facilities for reservation and use by other contract programs or groups. [Note: this policy represents a change in how sports field fees are charged.]
    - Facility fees should be set to recover direct costs for labor and materials associated with facility provision for programs and events, such as recreation staffing, equipment (if any), added janitorial services, and utilities (if these can be measured or estimated for the program/activity). Some direct costs may be charged separately, such as a separate sports field reservation charge and hourly field lighting charge.

- Depending on what the market will bear, some indirect costs may be offset by facility use fees. These costs include such things as advertising and marketing, facility depreciation, general supplies (e.g. staff cell phone), accounting and payroll services, and other facility costs (building overhead). For example, the City may charge for a portion of indirect costs or add a $5/hour capital replacement fee for programs and events to offset the long-term impact on City facilities.
- Policies should address if different rates should be charged for City residents and non-residents and non-profits vs. other for-profit or private facility users.
- Special event policies should address whether different rates should be charged based on number of participants registered or anticipated.
- Policies should address whether different rates should be charged for free and fee-based events offered on City property and events that are open or closed to the public.
- Policies should identify where refundable deposits are required, such as for cleaning or damage.
- Policies should address fees for special uses, such as vendors, alcohol and sound permits, special equipment rentals, application processing fees, reservation changes, added event monitors, etc.
- In time, as the City transitions to a program provider (rather than recruiter and facilitator), the City should determine if different cost recovery rates should be set based on the types of participants served. For example, activities that have individualized benefits have a higher cost recovery rate than those with community-wide benefits. Activities for targeted underserved groups (e.g., low income, teens) may have lower cost recovery rates.

- **Field and Facility Allocation:** To initiate recreation services and particularly as the numbers of programs, events and facility reservations increase, the City will need to establish a prioritized system for facility allocation. Cost efficiencies, cost revenues, number of people served, and a variety of other factors should be taken into consideration. Scheduling priorities could be identified as follows:
  - First scheduling priority is given to City-provided programs.
  - Second scheduling priority is for City-coordinated programs (contracted providers) and recreation providers with existing City facility use agreements.
  - Third scheduling priority is given to non-profits and/or recreation providers who would offer programs and events to targeted service groups or City residents of all ages.
  - Fourth scheduling priority is given to private firms and/or individuals interested in reserving facilities for private events, parties, or activities.
- **Strategic Use of Partner Facilities:** The planning team recognizes that other public agencies and entities have available space that could (in time) support some type of recreation programs and/or events. The team recommends that the City coordinate and establish activities first in City facilities only. Once successful, the City may look to other available options, such as school buildings, churches, fire department rooms, etc. The City should establish guidelines and policies for the use of partner facilities, addressing factors such as whether the City would lease the space or obtain it through a joint use agreement, and recruit a contracted provider to program this space. Policies should address cost limits for what the City may pay for use of partner facilities.
- **Recreation Policies and Procedures Manual:** All policies and procedures relating to the implementation of recreation services should be summarized in a cohesive manual.

- **Forms and Paperwork:** New or updated forms (including online systems and/or paperwork) will be needed to implement services. Examples include the following:
  - Scholarship application form
  - Contract for contracted program providers
  - Facility joint use agreement
  - Facility reservation and special use permitting forms
  - Liability release for participants in drop-in activities if there is a risk of injury (e.g., playground activity).

Dedicated time will be needed for the new Recreation Coordinator along with other City staff to review, establish and document new policies associated with the provision of recreation and event services. Some of these policies (e.g., staffing requirement and cost recovery) will affect the cost factors for establishing and sustaining services.

Implementation Plan Timeline

The City should strive to implement short-term recommendations over the next five years. It will take five years to gradually ramp up tasks to the level of service now desired by the community. Table 1 illustrates tasks to set in motion during Years 1-5, also indicating what resources will be needed each year for implementation. In short, implementation is based on the following phasing strategy showing what is added or increased each year:

- Year 1: Initial coordination, policy development and information, recreation guide start-up and printing, increase in grants, beginning of scholarship awards
- Year 2: Pilot programs and outdoor events
- Year 3: Increased grants, increased programs and outdoor events, establishment of pilot programs for indoor events
- Year 4: Initiation of facility reservations and pilot programs for drop-in activities, increase in indoor events
- Year 5: Increase in drop-in activities

It is anticipated that Years 1-5 will coincide with the City's budgeting cycle and are considered to be fiscal years (July – June). During this time, the City may also continue to test community support for implementing longer-term goals. If support for a community center increases, the City may investigate partner support to develop a multi-purpose recreation center. Efforts to pursue longer-term goals should not preclude the advances in implementing short-term recommendations.

Table 1: Implementation Plan Timeline

Program Area or Need	*Year One*	*Year Two*	*Year Three*	*Year Four*	*Year Five*
Recreation Clearinghouse & Program Guide	• Identify City of Tigard recreation and event providers and establish mailing list • Coordinate with recreation guide printer to identify printing costs for bi-annual guide • Establish printing schedule and deadline for information needed from recreation providers • Establish contracts with recreation providers willing to pay fee for referral and publication of registration info in recreation guide • Sell advertisements to other City businesses and agencies to offset costs • Print guide twice a year. Distribute copies. • Coordinate announcements of Recreation Guide availability • Create flyer announcement for posting	• Update provider list; continue coordination to determine who is listed in recreation guide on an annual basis • Continue selling advertisements to offset costs	• Update provider list; continue coordination to determine who is listed in recreation guide on an annual basis • Continue selling advertisements to offset costs	• Update provider list; continue coordination to determine who is listed in recreation guide on an annual basis • Continue selling advertisements to offset costs	• Update provider list; continue coordination to determine who is listed in recreation guide on an annual basis • Continue selling advertisements to offset costs
City Grants & Scholarships	• Increase grant funds; earmark them for community events and recreation programming • Establish scholarship fund to cover registration and/or transportation costs for applicants by award • Involve staff and PRAB members in soliciting donations from businesses and community groups for recreation scholarship fund • Develop criteria for award selection to ensure that funds support underserved groups and targeted recreation opportunities • Involve Recreation Coordinator in reviewing grant and scholarship applications	• Continue grant and scholarship endowment, application evaluations and awards • Strive to increase community/business contributions to scholarship programs	• Continue grant and scholarship endowment, application evaluations and awards • Strive to increase community/business contributions to scholarship programs	• Continue grant and scholarship endowment, application evaluations and awards • Strive to increase community/business contributions to scholarship programs	• Continue grant and scholarship endowment, application evaluations and awards • Strive to increase community/business contributions to scholarship programs
Programs & Classes	• List recreation programs and classes provided by the Tigard Library and other entities in City parks and facilities. Identify scheduling opportunities and constraints. • Identify potential to expand some programs into other City facilities • Establish internal scheduling system, business plan, operations policies, contractor selection criteria, and contract language for the provision of contract classes • Establish pricing policy that minimizes the ongoing city investment in programs and classes • Using Recreation Guide contacts, identify providers willing to provide contract programs or classes in City facilities	• Pilot an initial set of 2-3 limited duration programs in City facilities for a season (e.g., 2-3 months), advertising these opportunities in the Recreation Guide. Schedule additional janitorial and maintenance time needed. • Evaluate pilot programs and make any changes needed • Conduct second round of pilot programs, organizing 5-10 programs to be included in Recreation Guide and launched in next bi-annual season. • Begin identifying additional providers for Year 3 programs and classes	• Launch City-coordinated recreation programming in City facilities. Schedule additional janitorial and maintenance time needed. • Increase programs and classes based on contract staff availibility and market demand • Identify prime programming hours for City facilities. Update the City's internal scheduling system to hold those times for programs, and free other times for other facility reservations.	• Continue City-coordinated recreation programming in City facilities • Discuss with partners opportunities to provide programs and classes in partner facilities based on contract staff availibility and market demand • Establish facility joint-use agreements with partners; conduct pilot program in partner facility	• Continue City-coordinated recreation programming in City facilities and, where successful, in partner facilities
Outdoor Events	• Coordinate with the Chamber of Commerce and Library on strategies and efforts to provide events downtown, either in parks or other outdoor public spaces • Identify the development schedule for the new urban plaza; determine if pilot events should target this venue or an existing downtown plaza (though partnership) • Create a contact list for event providers; initiate discussions with these providers to identify opportunties for event facilitation downtown • Review and update event reservation and permitting fees and policies	• Pilot an initial set of 2-3 events (discrete or ongoing) downtown, building on the Library's concert series and advertising these opportunities in the Recreation Guide. Schedule additional janitorial and maintenance time needed. • Evaluate pilot events and make any changes needed • Conduct second round of pilot programs, advertising these opportunities in the recreation guide • Begin identifying additional providers for Year 3 outdoor events	• Launch City-coordinated and facilitated special events downtown. Schedule additional janitorial and maintenance time needed. • Increase the numbers and types of events depending on the interest of event producers and market demand	• Continue the focus on activating the downtown plaza • Expand the coordination/facilitation of special events to other City sites, including parks and trails located across the community • Discuss with partners opportunities to provide special events in partner facilities based on contract staff availability and market demand • Establish facility joint-use agreements with partners; conduct pilot program in partner facility	• Continue the focus on activating the downtown plaza • Continue City coordinated special events in City facilities, and where successful, in partner facilities

Table 1: Implementation Plan Timeline

Program Area or Need	*Year One*	*Year Two*	*Year Three*	*Year Four*	*Year Five*
Indoor Events	—	• Coordinate with the Library on strategies and efforts to provide events as an event coordinator/facilitator • Create a contact list for event providers; initiate discussions with these providers to identify opportunities for event facilitation downtown • Review and update event reservation and permitting fees and policies • Review the City's internal schedule for programming; coordinate indoor events around this schedule	• Pilot an initial set of 2-3 events (discrete or ongoing), advertising these opportunities in the Recreation Guide. Assign staff to monitor facility use. Schedule additional janitorial and maintenance time needed • Evaluate pilot events and make any changes needed • Conduct second round of pilot indoor events, advertising these opportunities in the Recreation Guide • Begin identifying additional providers for Year 4 indoor events	• Launch City-coordinated and facilitated indoor special events. Schedule additional janitorial and maintenance time needed • Increase the numbers and types of events depending on the interest of event producers and market demand	• Continue the focus on activating City facilities through indoor events. • Discuss with partners opportunities to provide special events in partner facilities based on contract staff availability and market demand • Establish facility joint-use agreements with partners; conduct pilot program in partner facility • Expand staff role to fee-based event or activity support (e.g., party hosts, game coordinators, etc.)
Facility Reservations	—	—	• Establish/refine pricing policy for facility reservations to cover all costs of reservations. • Research online facility reservation system that can be coordinated with City internal schedule of programs, events and classes	• Implement online reservation system (with prime time held for classes/recreation programs, which have first priority for scheduling) • Augment staff time to cover in-person reservations • Assign staff to monitor room or facility use. Schedule additional janitorial and maintenance time needed	• Continue making City facilities available to individuals and community groups by reservation • Expand staff role to fee-based event or activity support (e.g., party hosts, game coordinators, etc.)
Drop-In Activities	—	—	—	• Establish internal scheduling system, business plan, operations policies for drop-in recreation programs •Purchase equipment; secure transportation and staffing •Identify targeted sites for pilot program; consider initiating a summer playground program that rotates on four different dates to four sites • Evaluate pilot program and make any changes needed	• Continue and expand drop-in activities, providing programs at different City sites for different age groups • Discuss with other agencies opportunities to provide drop-in activities at other sites, such as schools, low-income housing, etc. Consider a partnership to provide snacks/meals to low-income residents in conjunction with these drop-in activities. • In time, consider revenue-generating opportunities to provide drop-in recreation activities for community groups and agencies willing to pay for these recreation services
Resources Needed *Recreation Staffing*	• New Hire: Recreation Coordinator (1 FTE)	• Recreation Coordinator (1 FTE)	• Recreation Coordinator (1 FTE)	• Recreation Coordinator (1 FTE) • New Hire: Recreation Support Staff (1 FTE; likely 2-3 seasonal or part-time positions)	• Recreation Coordinator (1 FTE) • Recreation Support Staff (1 FTE; likely 2-3 seasonal or part-time positions)
Professional Services	• Layout, printing, mailing for Recreation Guide	• Layout, printing, mailing for Recreation Guide	• Layout, printing, mailing for Recreation Guide	• Layout, printing, mailing for Recreation Guide	• Layout, printing, mailing for Recreation Guide
Equipment and Technology	—	—	• Expanded online reservation system	• Expanded online reservation system • Recreation equipment purchase (drop-in activities) • Mobile recreation van or City vehicle use	• Expanded online reservation system • Equipment replacement fund • Mobile recreation van or City vehicle use
Other City Investment	• Increased funding for grants and scholarships	• Continued funding for grants and scholarships • Start-up funding for pilot programs and outdoor events	• Increased funding for grants and scholarships • Funding for programs and outdoor events • Funding for pilot indoor events (unrecovered costs)	• Continued funding for grants and scholarships • Funding for programs, outdoor and indoor events (unrecovered costs)	• Continued funding for grants and scholarships
Facilities (including maintenance and janitorial needs)	• Use of City-owned facilities	• Use of City-owned facilities • Additional janitorial services, facility maintenance	• Use of City-owned facilities • Additional janitorial services, facility maintenance	• Use of City-owned facilities • Additional janitorial services, facility maintenance • Potential use, lease or rental of School District or other facilities (pending agreement)	• Use of City-owned facilities • Additional janitorial services, facility maintenance • Potential use, lease or rental of School District or other facilities (pending agreement)
Total Estimated Investment*	$209,000	$250,000 - $275,000	$400,000 - $500,000	$700,000 - $800,000	$800,000
Potential Year of Implementation	FY 2015-16	FY 2016-17	FY 2017-18	FY 2018-19	FY 2019-20

*For an explanation of cost estimates, see the section on Estimated Implementation Costs.

Estimated Implementation Costs

Planning level costs to implement the short-term service option are identified below, with observations about the longer-term cost implications. Estimates and observations focus on the costs associated with program implementation. Resources required for implementation of each program area are presented under the following categories. These same categories provide the framework for the "Resources Needed" as identified Table 1: Implementation Plan Timeline.

- Recreation Staffing
- Professional Services
- Equipment and Technology
- Other City Investment
- Facilities

Implementation costs can be estimated fairly reliably for Year 1 of implementation. Looking forward, however, the actual costs will vary based on policy decisions (such as cost recovery expectations and established fees) and assumptions about the degree of expansion of program options. For this reason, cost estimates are noted as ranges for Years 2-5. These estimated costs reflect a conservative approach for implementation, with total costs within the range of approval noted by respondents in the Recreation Program Survey completed in October 2014. Both internal City decisions and external factors (e.g., equipment costs, competition and market rates for recreation) will affect actual costs to provide the services noted in the implementation plan.

Recreation Staffing

The primary cost associated with the initiation of programming in Tigard is the hiring of a recreation professional to focus existing and new efforts of the City. A model job description defining the characteristics and duties of this position is included in Appendix D.

- Recreation Coordinator (1.0 FTE): $130,000 - $140,000 per year, which reflects the full cost of the employee.

With the roll out of expanded program offerings, additional support staff will be needed to assist in implementation.

- Recreation Support Staff (multiple seasonal or part time totaling 1.0 FTE): $90,000 - $100,000

Professional Services

The layout, printing and mailing of the recreation guide can be done cost effectively using professional services, rather than City staff for this task. While there are many variables in how the recreation guide could be produced and distributed (including doing some of the work in-house), a cost estimate for these services is based on similar publications utilizing a mix of paper and online distribution.

- Total recreation guide production budget: $40,000
- In the first year, the City should target off-setting this cost by 50% through the sale of advertisements and listings for other recreation providers and services.
- In following years, a more aggressive target should be achievable.

Equipment and Technology

For the initial two years, no new equipment or technology will be needed to support the recommended program implementation. However, as the City offers more contracted programs and facilities for reservation, an online reservation system will be an essential in Year 3 to minimize staff time in processing paper applications and registrations. Further, as new recreation options are explored and implemented, the City should establish a budget for the necessary equipment. This will vary based on the types of programming implemented in Year 4 but may include rental, lease or purchase of event support equipment, supplies and equipment needed directly by drop-in activities and programs, or the necessary transportation to bring equipment for drop-in activities to locations around the city. The anticipated budget amounts for equipment and technology are listed below:

- Year 3: $100,000
- Year 4: $300,000
- Year 5: $200,000

Other City Investment

The direct investment in providing recreation opportunities will come in the form of City-provided grants, scholarships and start-up funding for pilot programs. Starting immediately in Year 1, additional grant and scholarship funding will open up opportunities for more Tigard residents to take advantage of recreation opportunities that already exist in the community. This investment will need to grow in Year 2 to support the development of pilot programming options, which will later be more self-sustaining. Beginning Year 3, an increase in both grant funding and funding for programs and pilot indoor and outdoor events will be needed. This amount carries forward into Years 4 and 5. The following assumptions are reflected in the numbers below:

- Year 1: $56,000
- Year 2: $75,000-$100,000
- Year 3 forward: $200,000

Facilities

The direct costs of opening, securing and cleaning City-owned facilities and/or monitoring events is intended to be captured in, and largely covered by, facility-use fees paid by a contracted provided or person who reserves the facility for a private event. Consequently, no facility costs are noted for Years 1-4 of program implementation. However, there may be costs associated with the use of non-City facilities, such as schools and churches, in Year 5. Partner facilities may be reserved by the City (as per a negotiated joint use agreement) to bring programming opportunities closer to where users live and to underserved areas of the community. Securing these locations may require maintenance or reservation fees that are not completely recovered through fees paid by a contracted program provider. These assumptions are noted in the numbers below. [Note: while direct costs for facilities are estimated below, the management, maintenance and operations of City facilities will increase City staff workload and may ultimately result in additional indirect costs to the City. These indirect costs are not estimated here.]

- Year 5 : $100,000 (for investment in access to non-City facilities)

Proposed Funding Approach

Based on responses noted in the voter survey conducted in November 2014, there appears to be sufficient support for a recreation funding measure in the near future. Respondents showed a likelihood of supporting a taxing measure at a level somewhere between $20 and $60 per year for the average household. While it will take time to get a funding measure introduced and approved, City staff and Council should consider the approval of City funds initiate Year 1 recommendations to show progress toward City Council's goal of establishing a recreation program in FY 2015-16. This action will help make the strongest possible case for voters to continue to support recreation programming through an added funding mechanism. This proposed funding approach is described briefly below.

- **Initial Funding:** The City should make the initial investment to start a City recreation program. This amounts to designating City funds to support the first two years of the Implementation Plan. An approved budget for Year 1 allows the City to hire the first essential staff position, begin outreach efforts, and immediately increase community recreation opportunities by providing added support through recreation grants and scholarships. Future budget allocations for Year 2 (not yet approved) would allow the City to initiate pilot recreation programs and classes. This allows the City to explore recreation options and make quick advancements in a practical, results-oriented way, all the while building a broader constituency for a funding vote at the end of Year 2.

- **Additional Funding:** The City will need additional funding to implement the increased level of service for recreation that is proposed for Year 3. To do this, the City should begin immediately in Year 1 considering the types of funding options that could provide the necessary funding for Years 3-5 and beyond. Potential options include a utility tax, a five-year renewable local option levy, or the establishment of a Park and Recreation District. The longer-term question regarding the development of a multi-purpose recreation center may influence the type of funding mechanism desired. Either way, the City will want funding in place to advance recreation options in the first five years–whether or not additional facilities or programs are planned for the long term.

  Community education regarding the value of the proposed recreation program should begin early in Year 2. This would require an effective marketing campaign to raise awareness about the improvements/expansion of programming-related activities that are being set in motion in Year 2. To have funding in place to support Year 3 recommendations, the City should put a funding measure on the ballot in November of Year 2. If approved, the funding amount would be used to increase recreation services, as per the City's budgeting process for fiscal Year 3, and then subsequently for Years 4 and 5.

  If the measure is not approved in Year 2, the City will need to identify through its budgeting process the level of funding that can be supported for Year 3 services. Depending on Council goals that year, the City should revisit its strategy to obtain voter-support for enhanced recreation services.