

BRING YOUR DREAMS.



PARKS & RECREATION MASTER PLAN



PARKS AND RECREATION MASTER PLAN

ACKNOWLEDGEMENTS

We would like to thank the many citizens, staff and community groups who provided extensive community input for the development of this Parks and Recreation Master Plan. The efforts of this community will continue to ensure the success of the Brookings Parks, Recreation & Forestry Department.

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In Association with:

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CHAPTER ONE — EXECUTIVE SUMMARY

1.1 INTRODUCTION

The City of Brookings Parks, Recreation & Forestry Department (“Department”) is committed to provide high quality parks and recreation facilities and recreation programs that serve the Brookings community. To build on this legacy, the City desired a *Parks and Recreation Master Plan* (“Master Plan”) to establish a long-term plan focusing on sustainability and maximizing resources while providing an appropriate level/balance of facilities and amenities throughout the community. The Master Plan builds off the adopted 2010 Master Plan and creates a new “road map” for the Department to follow for the next ten years.

The Department builds and maintains the parks in the Brookings Park system, which is comprised of approximately 697-acres. The Department also cooperates closely with the Brookings School District in building and maintaining joint school / park facilities, as well as other City properties. The Department maintains a fully equipped maintenance fleet of vehicles, mowers, and specialty equipment. Full-time staff assisted by seasonal employees, provides all maintenance, and plays a significant role in developing and constructing new parks. Also, the Department provides many programming opportunities to the community that are held at the numerous special-use facilities that include among others the Larson Ice Center, Fishback Soccer Complex, Bob Sheldon Field, Hillcrest Park, Pioneer Park, Dakota Nature Park, and Edgebrook Golf Course.

The Master Plan sought community input to identify and confirm the Department’s vision and expectations for the future of the park and recreation system. Community input was received via virtual focus groups, key stakeholder interviews, a statistically-valid needs analysis survey, and a community online open survey, as well as feedback from the community during open City Council and Parks and Recreation Advisory Board meetings. The information gathered from the community engagement process was combined with technical research to produce the final Master Plan.



1.2 MASTER PLAN GOALS

The Master Plan includes a system-wide assessment and evaluation of existing parks and recreational facilities in conjunction with the development of a comprehensive plan that identifies current and future needs as related to parks and recreation facilities. The Master Plan will establish a prioritized framework for future development or redevelopment of

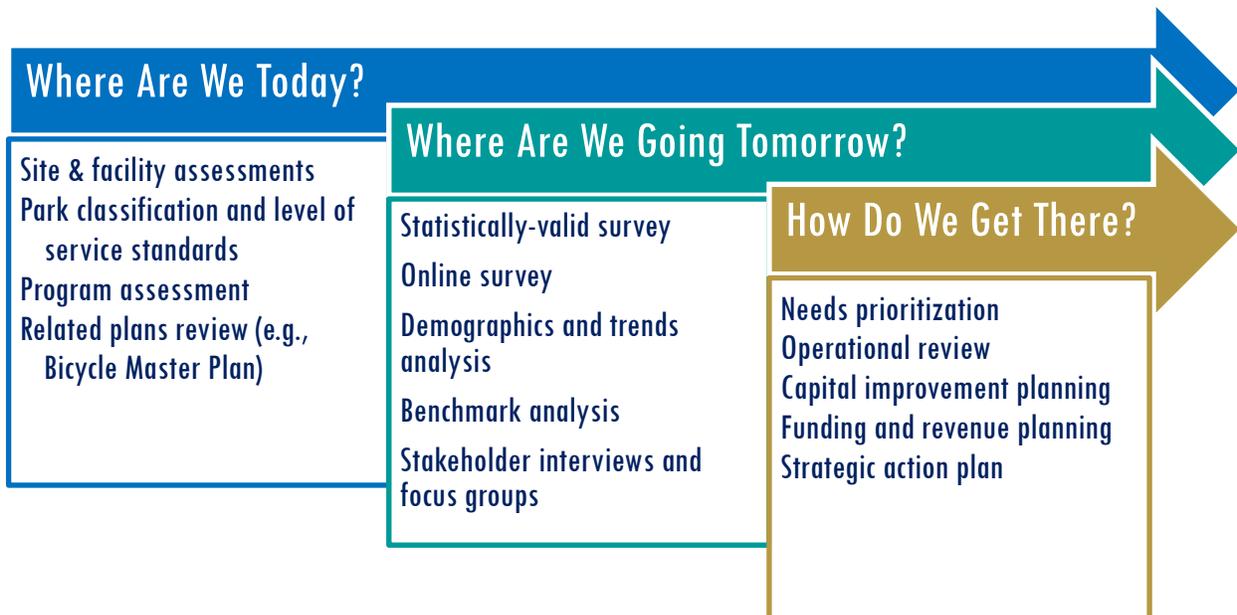
the City’s parks and recreation system over the next ten years. The Master Plan is a resource to develop policies and guidelines related to location, use, resource allocation, and level of service that will provide direction to City staff, Parks and Recreation Board, and the City Council.

The goals of the Master Plan include:

- **Engage the Brookings community**, leadership and stakeholders through innovative public input means to build a shared vision for parks, recreation, facilities, and greenways for the next ten years.
- **Utilize a wide variety of data sources and best practices**, including a statistically-valid survey to predict trends and patterns of use and how to address unmet needs in the City.
- **Determine unique Level of Service Standards** to develop appropriate actions regarding parks, recreation, facilities, and greenways that reflects the City’s strong commitment in providing high quality recreational activities for the community.
- **Shape financial and operational preparedness** through innovative and “next” practices to achieve the strategic objectives and recommended actions.
- **Develop a dynamic and realistic strategic action plan** that creates a road map to ensure long-term success and financial sustainability for the City’s parks, recreation facilities, programs, and greenways, as well as action steps to support the family-oriented community and businesses that call Brookings’s home.

1.3 PROJECT PROCESS

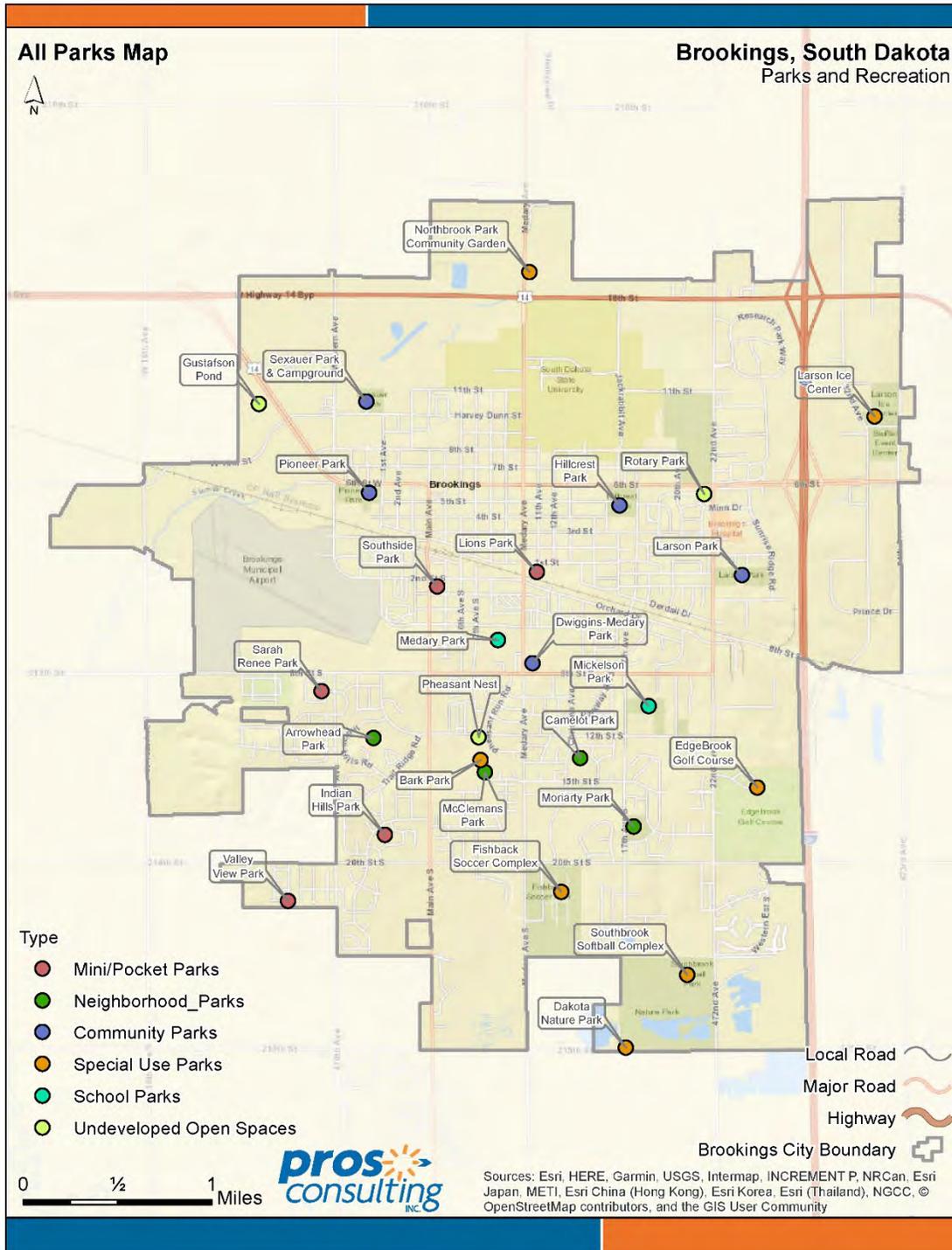
The Master Plan followed a process of data collection, public input, on-the-ground study, assessment of existing conditions, market research, and open dialogue with local leadership and key stakeholders. The project process followed a planning path, as illustrated below:



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1.4 CURRENT PARKS MAP & DEFINITION OF PLANNING AREA

The planning area for this Master Plan includes all areas within the boundaries of the City of Brookings. While this plan recognizes that the actual service areas of some Brookings parks, facilities, and programs may extend beyond the defined boundaries of the planning area as Brookings serves as a regional-hub, the primary purpose of this plan is to first and foremost identify and address the park and recreation needs of Brookings residents. The following map depicts the planning area and location of parks and greenways.





1.4.1 BROOKINGS INVENTORY

Current Brookings inventory by park name, address, park classification and size are detailed below:

Name	Address	Classification	Acres
Indian Hills Park	Half Moon Road & Santee Trail	Mini Park	3.9
Lions Park	Medary Avenue & RR Tracks	Mini Park	2.3
Sarah Renee Park	Western Avenue & Regency Court	Mini Park	2.7
Southside Park	Main Avenue & 2nd Street	Mini Park	3.5
Valley View Park	Rapid Valley Street	Mini Park	2.7
Arrowhead Park	1115 Indian Hills Road	Neighborhood	11.6
Camelot Park	Christine Avenue & Yorktown Drive	Neighborhood	7.3
McClemans Park	15th Street & 7th Avenue	Neighborhood	3.4
Moriarty Park	17th Avenue & Pebble Beach Drive	Neighborhood	10.6
Dwiggins-Medary Park	621 Medary Avenue South	Community	22.5
Hillcrest Park	1520 6th Street and 17th Avenue	Community	19.2
Larson Park	22nd Avenue South & Eastbrook Drive	Community	18.7
Pioneer Park	6th Street & First Avenue	Community	17
Sexauer Park & Campground	121 West 10th Street	Community	19.5
Bark Park	12th Street South & 7th Avenue South	Special Use	0.25
Northbrook Park Community Garden	US Highway 14 Bypass & Medary Avenue	Special Use	60
Dakota Nature Park	22nd Avenue South and 32nd Street	Special Use	135
Fishback Soccer Complex	1100 20th Street South	Special Use	91
Southbrook Softball Complex	22nd Avenue South	Special Use	25
Edgebrook Golf Course	1415 22nd Ave South	Special Use	150
Larson Ice Center	924 32nd Avenue	Special Use	20
Rotary Park	2220 6th St. and 20th Avenue	Open Space	8
Pheasant Nest	12th Street South & 7th Avenue South	Open Space	11
Brookings Prairie	W 44th Street S & 470th Avenue	Open Space	40
Gustafson Pond	6th Street West 1/2-mile NW of the Western Avenue Intersection	Water Space	12.8
		Total Park Acres	697.95

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Name	Address	Classification	Acres
Medary Park	718 5th Street South	School Park	16.7
Mickelson Park	1801 12th Street South	School Park	3
Hillcrest Park	304 15th Avenue	School Park	2.3
6th Street Median	65 th Street Median	Irrigation, Turf, and Trees	13

1.5 VISION, MISSION, AND GUIDING PRINCIPLES

The following outlines the foundational framework for the Brookings Parks, Recreation & Forestry Department including vision, mission, and guiding principles:



1.6 ISSUES AND THEMES

Based on community feedback, stakeholder input, technical analysis, and the priority rankings outlined within this Master Plan, the following issues and themes were developed to enhance the park and recreation system and position it to best serve the current and future needs of the Brookings community:

- Trails, trails, trails . . . the Brookings community loves its trails and wants more of them, as well as completion of the Bike Master Plan.
- Community appreciates the variety of park experiences the City provides and contribution to Brookings' quality-of-life.
- Take-care of what we already own.
- Need for additional indoor recreation and aquatics.
- Activate the parks through more programming.
- Year-round indoor programming is desired.
- Need for additional funding for capital replacements.
- Value the many partnerships with South Dakota State University, the School District, and Sports Groups

1.7 KEY RECOMMENDATIONS

The following four initiatives outline the action plan's key recommendations:

1.7.1 INITIATIVE #1: WELL MAINTAINED AND SAFE PARK LANDS AND TRAILS

Vision: Our vision for park land is to create the correct balance of park space dedicated to neighborhood parks, community parks and trails across the city to ensure a balance of active parks and natural preserved areas.

Goal: Brookings Parks and Recreation provides responsible stewardship and sustainable land management of its 697.95 acres of property, open space, trails, and natural resources.

- Opportunities for self-directed recreation are provided through an extensive system of well-maintained parks, trails, bike paths, natural areas, and accessible open spaces.
- Neighborhood Parks and Community Parks are activated through effective park design and amenities that bring a sense of place, support community recreation needs and create positive experiences for people of all ages.
- Trails are connected through an easy-to-understand bike pathway system of trails and on street sidewalks that allow any user to walk, run or bike in a safe environment.
- Brookings Parks and Recreation maintains and operates a wide variety of amenities in parks both year-round and seasonally to serve residents and visitors of all age groups in a positive and safe environment.
- Park assets are maintained in a proper lifecycle manner to encourage positive use and year-round use through appropriate maintenance and replacement schedules as needed.
- Consistent signage to educate users about parks, wayfinding, safety, and trails are provided.
- Establish a standard for land in the system that is left in a natural state.

1.7.2 INITIATIVE #2: HIGH PERFORMING PARK AND FACILITY MANAGEMENT

Vision: Brookings Park and Recreation staff achieves high levels of community support and satisfaction and is governed and managed in an efficient and cost-effective manner that provides great value from taxes and user fees.

Goal: Adhere to good governance and management principles and practices

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- Park and Recreation Board Polices and By-laws are updated to follow responsible management of the park and recreation system.
- The Park and Recreation Department maintains effective interagency relationships with the Public Works Department and the City Manager's Office.
- Updated pricing policies and partnership polices are established to create equity between partners and user groups.
- Key performance indicators will be established for all operational divisions within the park and recreation system to demonstrate efficiency and effectiveness.
- Use technology to enhance effectiveness and efficiency of the Department will be instituted at a higher level of impact to support the user experience with the Departments services and amenities.
- Create a volunteer program to assist with park maintenance.
- Ensure staffing of park maintenance is aligned with community expectations.

1.7.3 INITIATIVE 3#: ENHANCE PROGRAMS, SERVICES AND EXPERIENCES

Vision: Brookings Park and Recreation vision for programs and services is to activate more park and recreation facilities that serve a wider audience and provide residents the ability to connect to the system.

Goal: High quality recreation programs and amenities are well developed, maintained, operated, and utilized.

- Consider adding a total of two (2) to four (4) additional core programs into the system that could include: summer camps, special events, adult fitness and wellness, environmental education, adventure programs, people with disabilities, life-long learning, STEM, and programs for active adults.
- Develop a feasibility study for an indoor aquatic and community center facility that serves a multitude of core programs that can support the core programs outlined in the most cost-effective manner.
- Park amenity utilization, cost recovery and user satisfaction of amenities and facilities are optimized through scheduling, staffing and amenity access and through effective fee polices.
- A cost-of-service study is conducted on any new programs or facilities to determine the cost of operations and cost effectiveness of each program and amenity operated.
- An effective marketing plan is created to enhance the use of all public mediums to encourage more community awareness, use, and appreciation for program services.

1.7.4 INITIATIVE #4: ENHANCE FINANCIAL MANAGEMENT

Vision: Maximize the value of all parks and recreation facilities to achieve the highest value of use and return on investment.

Goal: Complete the development of a long-term capital improvement and replacement plan with funding strategy.

- Develop business plans for all revenue producing facilities within the system to maximize the use, efficiency of programs and services, staffing and operations to reduce the need for tax support.
- A long-term funding strategy and financial plan for capital investment and reinvestment is developed and implemented.
- Consider a Business Improvement District downtown to assist in the maintenance cost.
- Consider the creation of a Park Foundation to increase capital and operational dollars to support the system as a strategic partner.
- Evaluate land leases on excess park property for commercial investment to generate revenue to offset existing operational costs.

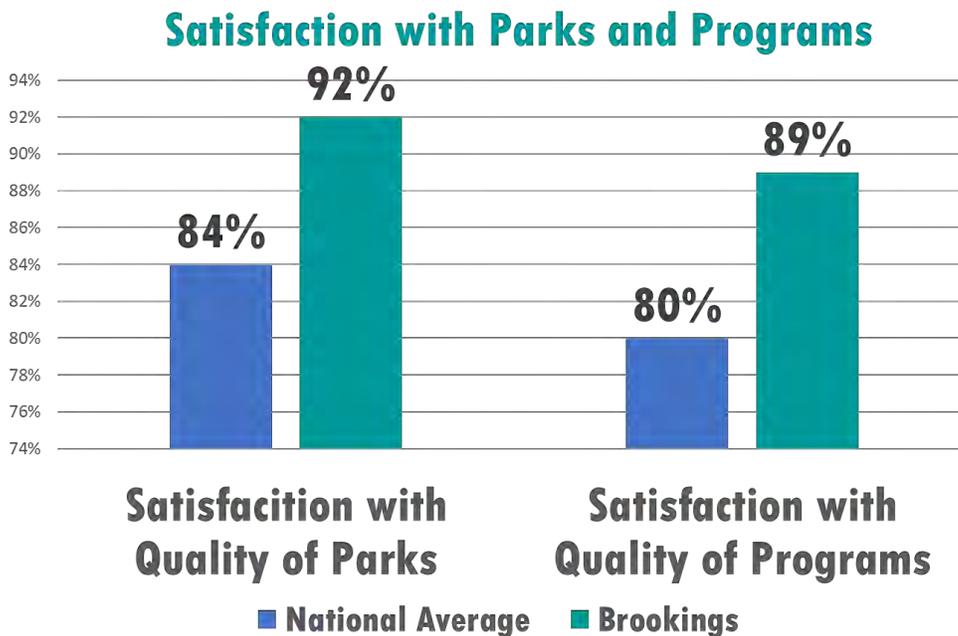
- Consider a land dedication ordinance on new development to cover capital costs in lieu of park land.
- Consider an impact fee on new development to cover capital costs for future city-wide attractions.

1.8 CONCLUSION

The Brookings, Parks, Recreation and Forestry Department does an excellent job serving the Brookings community as evident by the feedback received from the community throughout the master plan.

As with any quality comprehensive planning process, the community was involved throughout the development of the Master Plan through stakeholder and focus group meetings. A total of 997 residents participated in the online and the statistically-valid survey, as well as over 60 participants in the focus group and key stakeholder interviews. Public forums were held in the City, and a citizen survey was offered that helped to prioritize and identify the issues that need to be addressed in the Master Plan and to support the key recommendations that need to be implemented over the next five years.

The Brookings community takes pride in its parks and recreation system, as evident in the table below that is based on the statistically-valid needs assessment survey results with comparison to national benchmarks.



This Master Plan establishes recommendations for Brookings to achieve the vision the community has for the park and recreation system as well as to achieve greater financial sustainability without sacrificing the value of the park assets and amenities or reducing the level of experiences and services available to users. Brookings already oversees an impressive inventory of parkland, trails, and amenities with a dedicated workforce. The key is to ensure there are properly maintained staffing levels for maintenance functions as it adds sustainability to the system and is important to bring all existing assets to their full lifecycle.

It is important that the parks and recreation system finds the balance between the existing and abundant outdoor parks and recreation amenities, while ensuring residents have opportunities for year-round activities and facilities, which may include additional indoor recreation space. The Master Plan is a living document with many moving components that must be achieved simultaneously to ensure Brookings builds upon its legacy over the next five to ten years of providing a comprehensive mix of high quality, programs, facilities, and services that contribute to Brookings high quality of life.

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CHAPTER TWO — BROOKINGS PROFILE

2.1 DEMOGRAPHIC ANALYSIS

A key component of the Master Plan process is a Demographic & Recreation Trends Analysis. This analysis will help provide a thorough understanding of the demographic makeup of residents within the City, as well as national and local recreational trends.



The Demographic Analysis describes the population within the City. This assessment is reflective of the City’s total population and its key characteristics such as age segments, race, ethnicity, and income levels. It is important to note that future projections are based on historical patterns and unforeseen circumstances during or after the time of the analysis could have a significant bearing on the validity of the projected figures.

2.1.1 DEMOGRAPHIC OVERVIEW (2020-2035)

Population:

- 24,337 people live in Brookings
- The City is expected to grow to an estimated 27,952 residents by 2035



Race & Ethnicity:

- 88% of the population is White Alone
- 5% of the population is Asian
- 3% of the population is of Hispanic/Latino origin



Age:

- Median age: 25.4 years old
- By 2035, the 55+ age segment will encompass 20% of the population

Income:

- Median household income: \$50,867
- Median household income is below state and national averages

2.1.2 METHODOLOGY

Demographic data used for the analysis was obtained from U.S. Census Bureau and from Environmental Systems Research Institute, Inc. (ESRI), the largest research and development organization dedicated to Geographical Information Systems (GIS) and specializing in population projections and market trends. All data was acquired in November 2020 and reflects actual numbers as reported in the 2010 Census.

ESRI then estimates the current population (2020) as well as a 5-year projection (2025). PROS utilized straight line linear regression to forecast demographic characteristics for 2030 and 2035. The City boundaries shown below were utilized for the demographic analysis (Figure 1).

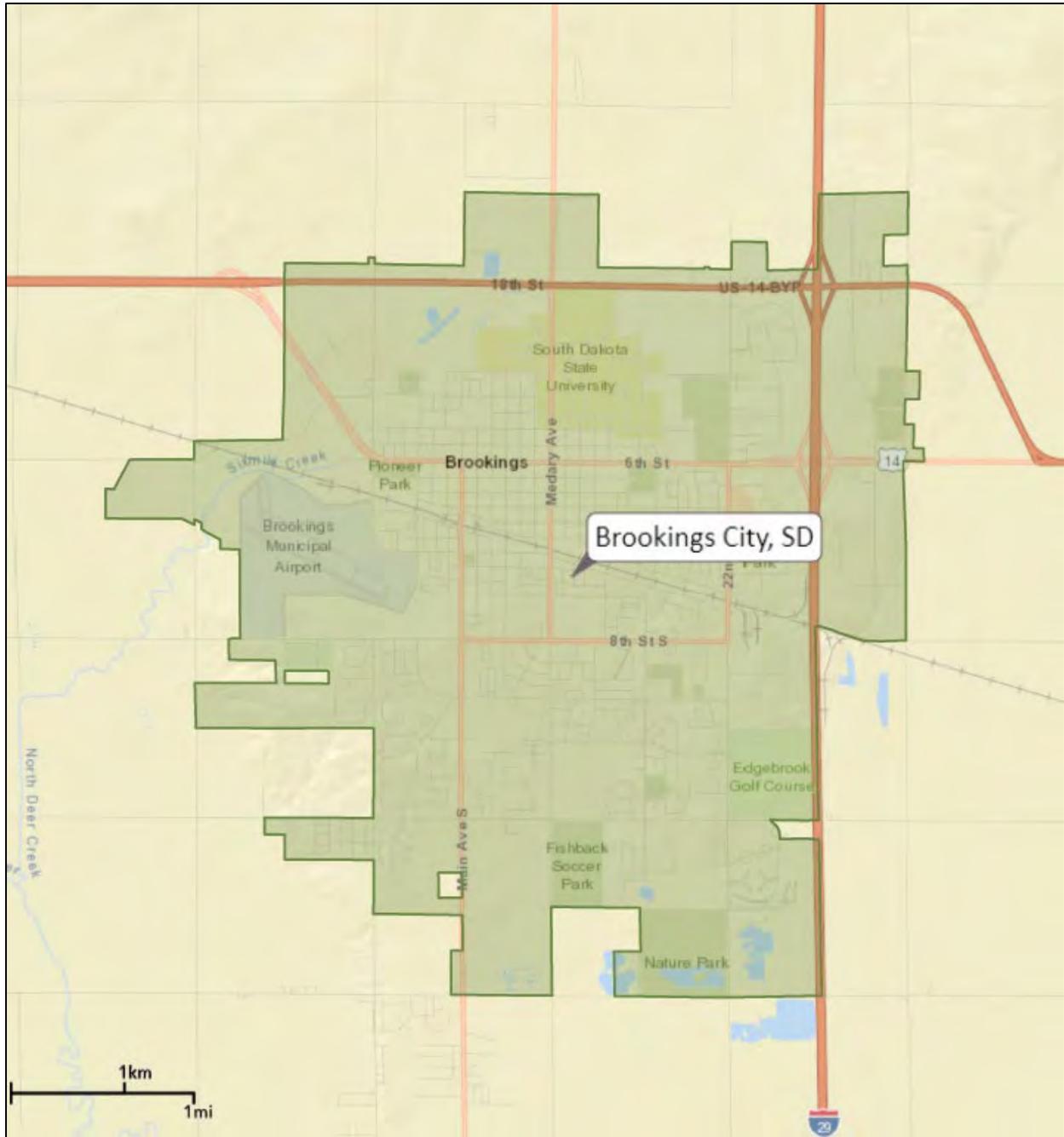


Figure 1: City Boundaries

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POPULATION

The City’s population has experienced a notable growing trend in recent years, increasing 11.23% from 2010 to 2020 (1.12% per year). This is notably higher than the national annual growth rate of 0.81% (from 2010-2020). Similar to the population, the total number of households also experienced an increase in the past decade (13.56% since 2010).

Currently, the population is estimated at 24,337 individuals living within 9,210 households. Projecting ahead, the total population and total number of households are both expected to continue growing at an above average rate over the next 15 years. Based on 2035 predictions, the City’s population is expected to have 27,952 residents living within 10,816 households (Figures 2 & 3).

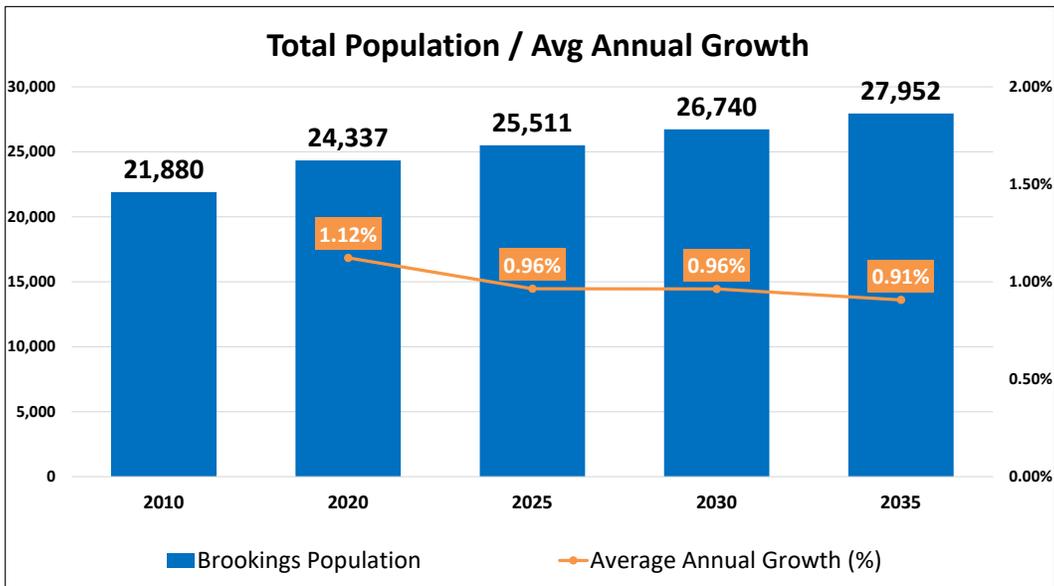


Figure 2: Total Population Projections

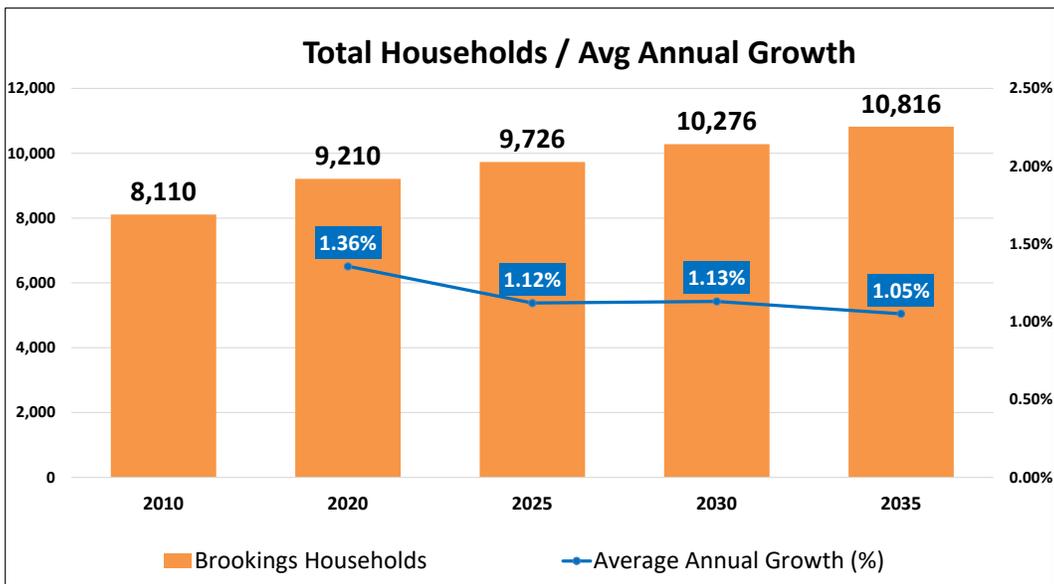


Figure 3: Total Household Projections

AGE SEGMENT

Evaluating the City’s total population by age segments, it exhibits an extremely young populace, with approximately 66% of its residents being under the age of 35-years old. The population has a median age of 25.4 years old which is significantly younger than the U.S. median age of 38.5 years. This sort of discrepancy in age segment distribution is fairly typical for most university cities. With Brookings being home to South Dakota State University, it is expected for the 18-24 population to be greatly higher than the national average.

The overall composition of Brookings’ population is projected remain relatively unchanged over the next 15 years with a minor aging trend. This is most likely due to the fact that the City has a large student-based population that will always provide a constant age group (i.e., once students graduate, they tend to move away to begin their careers and are replaced by a new student population.) However, with the University’s enrollment numbers declining in recent years, the overall population has slowly begun to age and this trend is expected to continue for the foreseeable future.

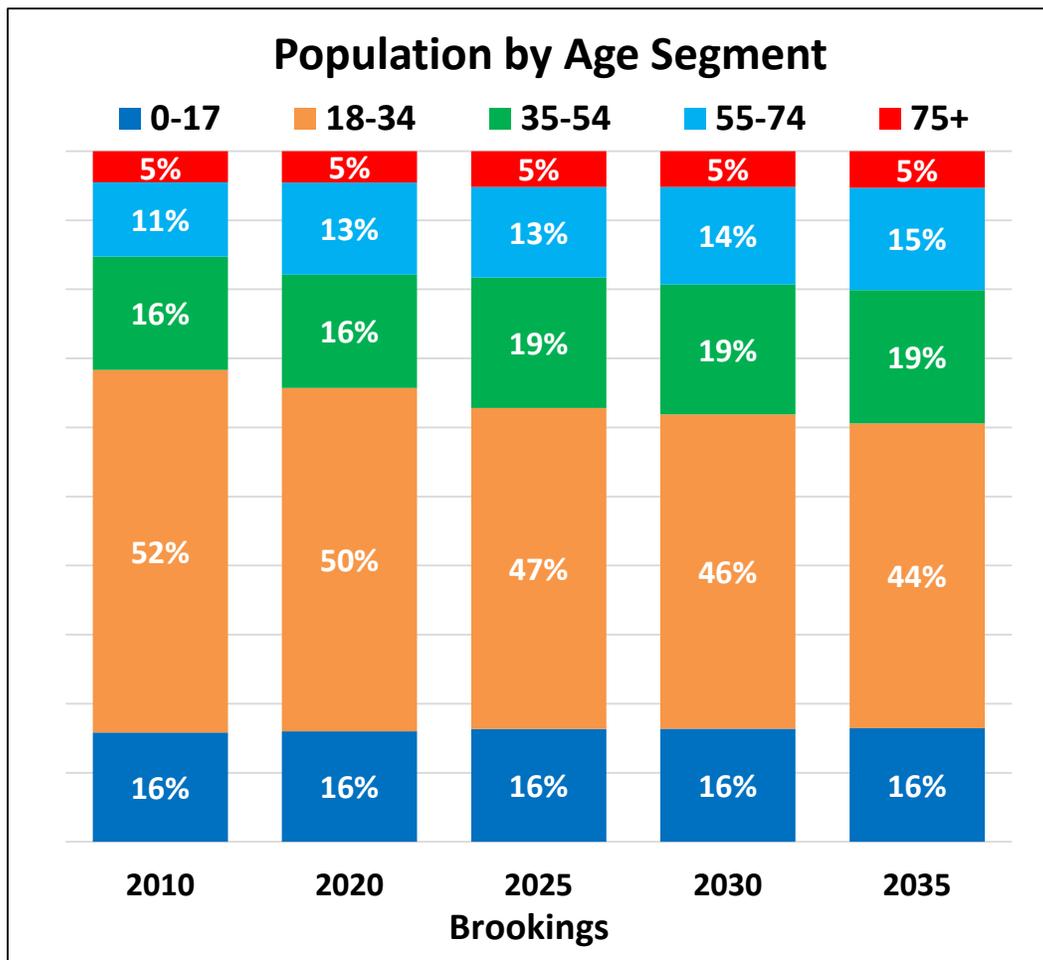


Figure 4: Population by Age Segments

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RACE AND ETHNICITY DEFINITIONS

The minimum categories for data on race and ethnicity for Federal statistics, program administrative reporting, and civil rights compliance reporting are defined as below. The Census 2010 data on race are not directly comparable with data from the 2000 Census and earlier censuses; therefore, caution must be used when interpreting changes in the racial composition of the US population over time. The latest (Census 2010) definitions and nomenclature are used within this analysis.

- **American Indian** — This includes a person having origins in any of the original peoples of North and South America (including Central America), and who maintains tribal affiliation or community attachment
- **Asian** — This includes a person having origins in any of the original peoples of the Far East, Southeast Asia, or the Indian subcontinent including, for example, Cambodia, China, India, Japan, Korea, Malaysia, Pakistan, the Philippine Islands, Thailand, and Vietnam
- **Black** — This includes a person having origins in any of the black racial groups of Africa
- **Native Hawaiian or Other Pacific Islander** — This includes a person having origins in any of the original peoples of Hawaii, Guam, Samoa, or other Pacific Islands
- **White** — This includes a person having origins in any of the original peoples of Europe, the Middle East, or North Africa
- **Hispanic or Latino** — This is an ethnic distinction, a subset of a race as defined by the Federal Government; this includes a person of Mexican, Puerto Rican, Cuban, South or Central American, or other Spanish culture or origin, regardless of race

Please Note: The Census Bureau defines Race as a person's self-identification with one or more of the following social groups: White, Black or African American, Asian, American Indian, and Alaska Native, Native Hawaiian and Other Pacific Islander, some other race, or a combination of these. While Ethnicity is defined as whether a person is of Hispanic / Latino origin or not. For this reason, the Hispanic / Latino ethnicity is viewed separate from race throughout this demographic analysis.

RACE

Analyzing race, the City’s current population is predominantly White Alone. The 2020 estimate shows that 88% of the population falls into the White Alone category, with Asian (5%) representing the largest minority. The racial diversification of the City is notably less diverse than the national population, which is approximately 70% White Alone, 13% Black Alone, and 7% Some Other Race. The predictions for 2035 expect the population to continue diversifying with a slight decrease in the White Alone population, accompanied by minor increases to all other race categories (**Figure 5**).

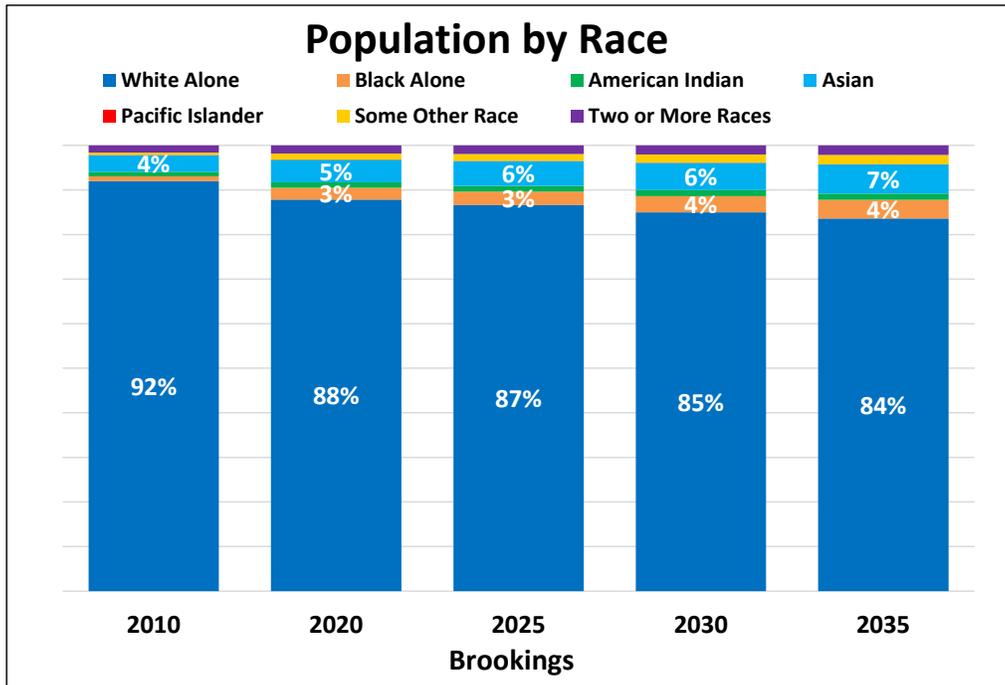


Figure 5: Population by Race

ETHNICITY

The City’s population was also assessed based on Hispanic/Latino ethnicity, which by the Census Bureau definition is viewed independently from race. It is important to note that individuals who are Hispanic/Latino in ethnicity can also identify with any of the racial categories from **Figure 5**.

Based on the 2010 Census, those of Hispanic/ Latino origin represent approximately 3% of the City’s current population, which is significantly less than the national average (19% Hispanic/Latino). The Hispanic/ Latino population is expected to grow minimally, increasing to 5% of the City’s total population by 2035 (**Figure 6**).

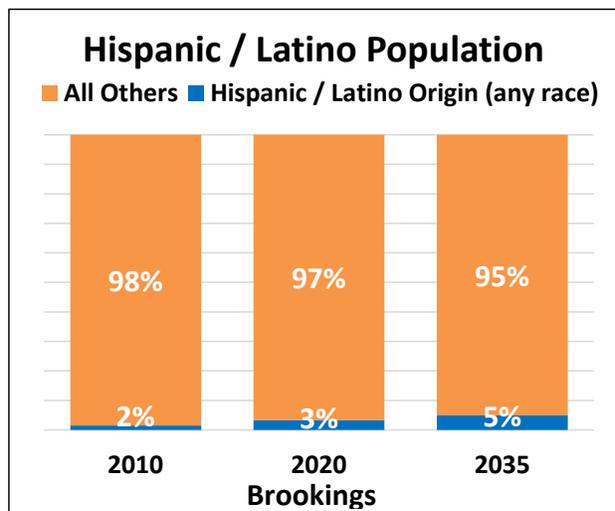


Figure 6: Population by Ethnicity

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HOUSEHOLD INCOME

As seen in Figure 7, the City's per capita income (\$26,122) and median household income (\$50,867) are both lower than state (\$29,872 & \$56,185) and national (\$34,136 & \$62,203) averages. Although income characteristics for the City are much lower than state and national averages, this discrepancy is typical in cities where a large percentage of the population are college students with limited earning capabilities.

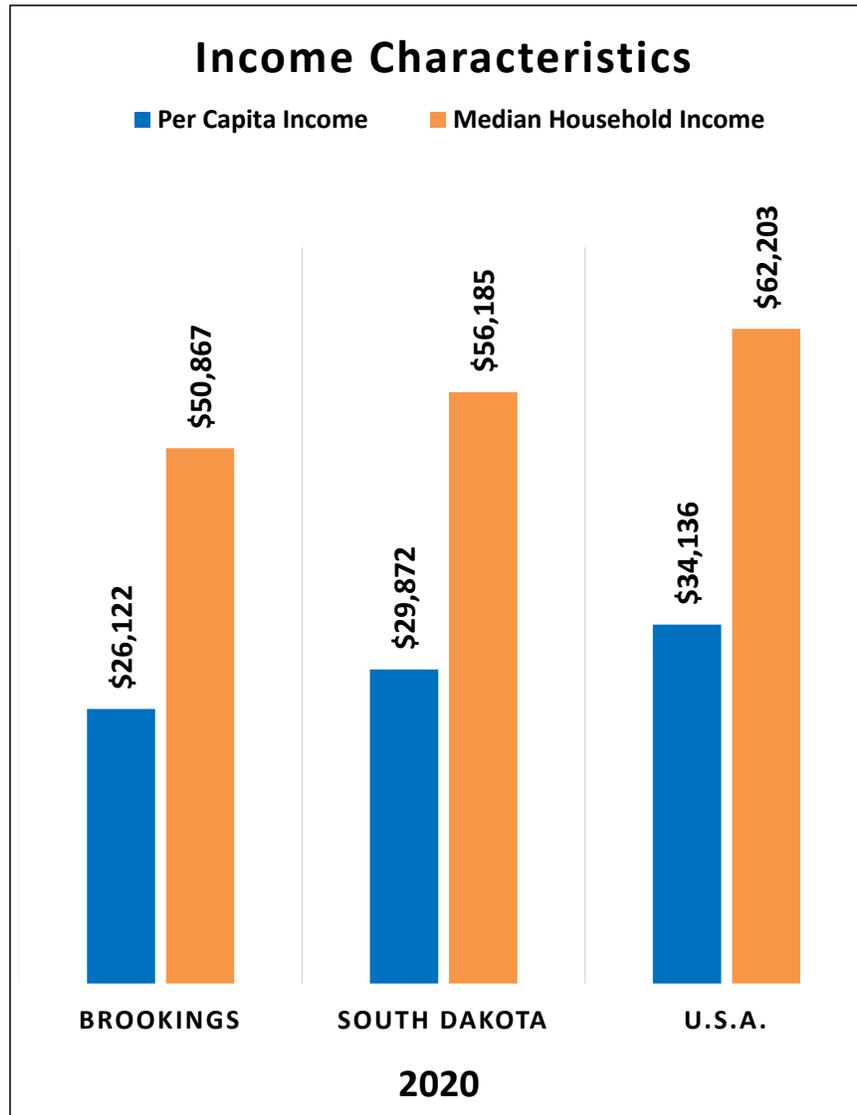


Figure 7: Income Characteristics

DEMOGRAPHIC COMPARATIVE SUMMARY

The table below is a summary of the City’s demographic figures. These figures are then compared to the state and U.S. populations. This type of analysis allows the City to see how their population compares on a local and national scale. The highlighted cells represent key takeaways from the comparison between the City and the national population.

= Significantly higher than the National Average

= Significantly lower than the National Average

2020 Demographic Comparison		Brookings	South Dakota	U.S.A.
Population	Annual Growth Rate (2010-2020)	1.12%	1.13%	0.81%
	Projected Annual Growth Rate (2020-2035)	0.99%	1.00%	0.74%
Households	Annual Growth Rate (2010-2020)	1.36%	1.25%	0.80%
	Average Household Size	2.28	2.41	2.58
Age Segment Distribution	Ages 0-17	16%	24%	22%
	Ages 18-34	50%	22%	23%
	Ages 35-54	16%	23%	25%
	Ages 55-74	13%	23%	23%
	Ages 75+	5%	8%	7%
Race Distribution	White Alone	87.8%	82.4%	69.4%
	Black Alone	2.7%	2.6%	13.0%
	American Indian	1.2%	8.7%	1.0%
	Asian	5.0%	1.9%	5.9%
	Pacific Islander	0.0%	0.1%	0.2%
	Some other Race	1.4%	1.5%	7.1%
	Two or More Races	1.8%	2.8%	3.6%
Hispanic/Latino Population	Hispanic / Latino Origin (any race)	3.3%	4.5%	18.8%
	All Others	96.7%	95.5%	81.2%
Income Characteristics	Per Capita Income	\$26,122	\$29,872	\$34,136
	Median Household Income	\$50,867	\$56,185	\$62,203

Figure 8: Demographic Comparative Summary Table

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DEMOGRAPHIC SUMMARY

- The City's recent **population annual growth rate** (1.12%) is significantly higher than the U.S.'s (0.81%) growth rate.
- The City's **household annual growth rate** (1.36%) is more than 1 ½ times higher than the national average (0.80%).
- When assessing **age segments**, the City exhibits a much younger population than the national age segment distribution. (Note: this is primarily due to the high college student population)
- The City's **racial distribution** is notably less diverse than the national population distribution, with a much greater White Alone population percentage.
- Brookings' percentage of **Hispanic/Latino population** (3.3%) is roughly 1/6 of the national average (18.8%).
- The City's **per capita income** (\$26,122) and **median house income** (\$50,867) are both significantly lower than state (\$29,872 & \$56,185) and national (\$34,136 & \$62,203) averages. (Note: this is also primarily due to the high college student population)

2.1.3 DEMOGRAPHIC IMPLICATIONS

While it is important not to generalize recreation needs and priorities based solely on demographics, the analysis suggests some potential implications for the City.

First, with the population expecting above average growth for the foreseeable future, it is suggested that the City should continue the upkeep of existing facilities in addition to planning to expand facility space and program offerings in order to accommodate the growing population.

Second, the City's overall young population may indicate the need to provide more programs and services for the 18-34-year-old segment. Such a focus could also potentially attract college students and young professionals to stay in Brookings after graduating. However, it will also be important to continue providing services for the growing senior population.

Third, the City's below average income characteristics suggest limited disposable income. The Parks, Recreation & Forestry Department should be mindful of this when pricing out programs and events.

Finally, the City should ensure its growing and diversifying population is included in its offerings, marketing and communications and public outreach.

2.2 RECREATIONAL TRENDS ANALYSIS

The Trends Analysis provides an understanding of national, and local recreational trends. Trends data used for this analysis was obtained from Sports & Fitness Industry Association’s (“SFIA”), National Recreation and Park Association (“NRPA”), and ESRI. All trends data is based on current and/or historical participation rates or statistically-valid survey results.

2.2.1 NATIONAL TRENDS IN RECREATION

METHODOLOGY

The SFIA’s *Sports, Fitness & Recreational Activities Topline Participation Report 2020* was utilized in evaluating the following trends:

- National Recreation Participatory Trends
- Core vs. Casual Participation Trends

The study is based on findings from surveys carried out in 2019 by the Physical Activity Council (“PAC”), resulting in a total of 18,000 online interviews. Surveys were administered to all



genders, ages, income levels, regions, and ethnicities to allow for statistical accuracy of the national population. A sample size of 18,000 completed interviews is considered by SFIA to result in a high degree of statistical accuracy. A sport with a participation rate of five percent has a confidence interval of plus or minus 0.32 percentage points at a 95 percent confidence level. Using a weighting technique, survey results are applied to the total U.S. population figure of 302,756,603 people (ages six and older).

The purpose of the report is to establish levels of activity and identify key participatory trends in recreation across the U.S. This study looked at 122 different sports/activities and subdivided them into various categories including: sports, fitness, outdoor activities, aquatics, etc.

Core vs. Casual Participation

In addition to overall participation rates, SFIA further categorizes active participants as either core or casual participants based on frequency of participation. Core participants have higher participatory frequency than casual participants. The thresholds that define casual versus core participation may vary based on the nature of each individual activity. For instance, core participants engage in most fitness activities more than 50-times per year, while for sports, the threshold for core participation is typically 13-times per year.

In a given activity, core participants are more committed and tend to be less likely to switch to other activities or become inactive (engage in no physical activity) than casual participants. This may also explain why activities with more core participants tend to experience less pattern shifts in participation rates than those with larger groups of casual participants.

2.2.2 NATIONAL SPORT AND FITNESS PARTICIPATORY TRENDS

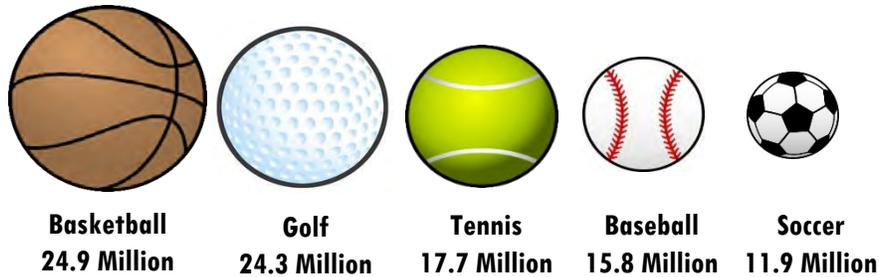
NATIONAL TRENDS IN GENERAL SPORTS

Participation Levels

The sport’s most heavily participated in the United States were Basketball (24.9 million) and Golf (24.3 million), which have participation figures well in excess of the other activities within the general sports category. Followed by Tennis (17.7 million), Baseball (15.8 million), and Outdoor Soccer (11.9 million).

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The popularity of Basketball, Golf, and Tennis can be attributed to the ability to compete with relatively small number of participants. Basketball's success can also be attributed to the limited amount of equipment needed to participate and the limited space requirements necessary, which make basketball the only traditional sport that can be played at the majority of American dwellings as a drive-way pickup game. Even though Golf has experienced a recent decrease in participation in the last 5-years, it still continues to benefit from its wide age segment appeal and is considered a life-long sport. In Addition, target type game venues or Golf Entertainment Venues (e.g., Top Golf) have increased drastically (84.7%) as a 5-year trend. The emergence of Golf Entertainment, such as Top Golf, has helped increase participation for golf as an activity outside of traditional golf course environments.



Five-Year Trend

Since 2014, Golf Entertainment Venues (84.7%), Pickleball (40.5%), and Flag Football (23.1%) have emerged as the overall fastest growing sports. During the last five-years. Similarly, Baseball (20.2%) and Indoor Soccer (17.8%) have also experienced significant growth. Based on the trend from 2014-2019, the sports that are most rapidly declining include Ultimate Frisbee (-49.4%), Squash (-23.4%), Touch Football (-21.5%), Badminton (-15.1%), and Tackle Football (-14.6%).

One-Year Trend

In general, the most recent year shares a similar pattern with the five-year trends; with Boxing for Competition (8.2%), Golf-Entertainment Venues (6.7%), and Pickleball (4.8%) experiencing the greatest increases in participation this past year. However, some sports that increased rapidly over the past five years have experienced recent decreases in participation, such as Rugby (-10.8%) and Gymnastics (-1.5%). Other sports including Ultimate Frisbee (-15.5%), Sand Volleyball (-7.8%), Roller Hockey (-6.8%), and Touch Football (-6.3) have also seen a significant decrease in participate over the last year.

Core vs. Casual Trends in General Sports

Highly participated in sports, such as Basketball, Baseball, and Slow Pitch Softball, have a larger core participant base (participate 13+ times per year) than casual participant base (participate 1-12 times per year). In the past year, Ice Hockey and Softball -Fast Pitch have increased core participation. While less mainstream sports, such as Boxing for Competition, Roller Hockey, Badminton, and Racquetball have larger casual participation base. These participants may be more inclined to switch to other sports or fitness activities.

National Participatory Trends - General Sports					
Activity	Participation Levels			% Change	
	2014	2018	2019	5-Year Trend	1-Year Trend
Basketball	23,067	24,225	24,917	8.0%	2.9%
Golf (9 or 18-Hole Course)	24,700	24,240	24,271	-1.7%	0.1%
Tennis	17,904	17,841	17,684	-1.2%	-0.9%
Baseball	13,152	15,877	15,804	20.2%	-0.5%
Soccer (Outdoor)	12,592	11,405	11,913	-5.4%	4.5%
Golf (Entertainment Venue)	5,362	9,279	9,905	84.7%	6.7%
Softball (Slow Pitch)	7,077	7,386	7,071	-0.1%	-4.3%
Football, (Flag)	5,508	6,572	6,783	23.1%	3.2%
Volleyball (Court)	6,304	6,317	6,487	2.9%	2.7%
Badminton	7,176	6,337	6,095	-15.1%	-3.8%
Soccer (Indoor)	4,530	5,233	5,336	17.8%	2.0%
Football, (Touch)	6,586	5,517	5,171	-21.5%	-6.3%
Football, (Tackle)	5,978	5,157	5,107	-14.6%	-1.0%
Gymnastics	4,621	4,770	4,699	1.7%	-1.5%
Volleyball (Sand/Beach)	4,651	4,770	4,400	-5.4%	-7.8%
Track and Field	4,105	4,143	4,139	0.8%	-0.1%
Cheerleading	3,456	3,841	3,752	8.6%	-2.3%
Pickleball	2,462	3,301	3,460	40.5%	4.8%
Racquetball	3,594	3,480	3,453	-3.9%	-0.8%
Ice Hockey	2,421	2,447	2,357	-2.6%	-3.7%
Ultimate Frisbee	4,530	2,710	2,290	-49.4%	-15.5%
Softball (Fast Pitch)	2,424	2,303	2,242	-7.5%	-2.6%
Lacrosse	2,011	2,098	2,115	5.2%	0.8%
Wrestling	1,891	1,908	1,944	2.8%	1.9%
Roller Hockey	1,736	1,734	1,616	-6.9%	-6.8%
Boxing for Competition	1,278	1,310	1,417	10.9%	8.2%
Rugby	1,276	1,560	1,392	9.1%	-10.8%
Squash	1,596	1,285	1,222	-23.4%	-4.9%

NOTE: Participation figures are in 000's for the US population ages 6 and over

Legend:	Large Increase (greater than 25%)	Moderate Increase (0% to 25%)	Moderate Decrease (0% to -25%)	Large Decrease (less than -25%)
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Figure 9: General Sports Participatory Trends



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NATIONAL TRENDS IN GENERAL FITNESS

Participation Levels

Overall, national participatory trends in fitness have experienced strong growth in recent years. Many of these activities have become popular due to an increased interest among Americans to improve their health and enhance quality of life by engaging in an active lifestyle. These activities also have very few barriers to entry, which provides a variety of options that are relatively inexpensive to participate in and can be performed by most individuals. The most popular general fitness activities amongst the U.S. population include: Fitness Walking (111.4 million), Treadmill (56.8 million), Free Weights (51.4 million), Running/Jogging (49.5 million), and Stationary Cycling (37.1 million).



Fitness Walking
111.4 Million



Treadmill
56.8 Million



**Dumbbell
Free Weights**
51.4 Million



**Running/
Jogging**
49.5 Million



**Stationary
Cycling**
37.1 Million

Five-Year Trend

Over the last five years (2014-2019), the activities growing most rapidly are Trail Running (46.0%), Yoga (20.6%), Cross Training Style Workout (20.2%), and Stationary Group Cycling (17.5%). Over the same time frame, the activities that have undergone the biggest decline include: Traditional Triathlon (-9.2%), Running/Jogging (-8.7%), Free Weights (-8.3%), and Fitness Walking (-1.0%).

One-Year Trend

In the last year, activities with the largest gains in participation were Trail Running (9.9%), Dance, Step, & Choreographed Exercise (7.0%), and Yoga (6.0%). From 2018-2019, the activities that had the largest decline in participation were Traditional Triathlons (-7.7%), Non-Traditional Triathlon (-7.4%), Bodyweight Exercise (-2.8%), and Running/Jogging (-2.6%).

Core vs. Casual trends in General Fitness

The most participated in fitness activities all have a strong core users base (participating 50+ times per year). These fitness activities include: Fitness Walking, Treadmill, Free Weights, Running/Jogging, Stationary Cycling, Weight/Resistant Machines, and Elliptical Motion/Cross Training, all having 48% or greater core users.

National Participatory Trends - General Fitness					
Activity	Participation Levels			% Change	
	2014	2018	2019	5-Year Trend	1-Year Trend
Fitness Walking	112,583	111,001	111,439	-1.0%	0.4%
Treadmill	50,241	53,737	56,823	13.1%	5.7%
Free Weights (Dumbbells/Hand Weights)	56,124	51,291	51,450	-8.3%	0.3%
Running/Jogging	54,188	50,770	49,459	-8.7%	-2.6%
Stationary Cycling (Recumbent/Upright)	35,693	36,668	37,085	3.9%	1.1%
Weight/Resistant Machines	35,841	36,372	36,181	0.9%	-0.5%
Elliptical Motion Trainer	31,826	33,238	33,056	3.9%	-0.5%
Yoga	25,262	28,745	30,456	20.6%	6.0%
Free Weights (Barbells)	25,623	27,834	28,379	10.8%	2.0%
Dance, Step, & Choreographed Exercise	21,455	22,391	23,957	11.7%	7.0%
Bodyweight Exercise	22,390	24,183	23,504	5.0%	-2.8%
Aerobics (High Impact/Intensity Training HIIT)	19,746	21,611	22,044	11.6%	2.0%
Stair Climbing Machine	13,216	15,025	15,359	16.2%	2.2%
Cross-Training Style Workout	11,265	13,338	13,542	20.2%	1.5%
Trail Running	7,531	10,010	10,997	46.0%	9.9%
Stationary Cycling (Group)	8,449	9,434	9,930	17.5%	5.3%
Pilates Training	8,504	9,084	9,243	8.7%	1.8%
Cardio Kickboxing	6,747	6,838	7,026	4.1%	2.7%
Boot Camp Style Cross-Training	6,774	6,695	6,830	0.8%	2.0%
Martial Arts	5,364	5,821	6,068	13.1%	4.2%
Boxing for Fitness	5,113	5,166	5,198	1.7%	0.6%
Tai Chi	3,446	3,761	3,793	10.1%	0.9%
Barre	3,200	3,532	3,665	14.5%	3.8%
Triathlon (Traditional/Road)	2,203	2,168	2,001	-9.2%	-7.7%
Triathlon (Non-Traditional/Off Road)	1,411	1,589	1,472	4.3%	-7.4%

NOTE: Participation figures are in 000's for the US population ages 6 and over

Legend:	Large Increase (greater than 25%)	Moderate Increase (0% to 25%)	Moderate Decrease (0% to -25%)	Large Decrease (less than -25%)
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Figure 10: General Fitness National Participatory Trends



PARKS AND RECREATION MASTER PLAN

NATIONAL TRENDS IN OUTDOOR RECREATION

Participation Levels

Results from the SFIA report demonstrate a contrast of growth and decline in participation regarding outdoor/adventure recreation activities. Much like the general fitness activities, these activities encourage an active lifestyle, can be performed individually or within a group, and are not as limited by time constraints. In 2019, the most popular activities, in terms of total participants, from the outdoor/adventure recreation category include: Day Hiking (49.7 million), Road Bicycling (39.4 million), Freshwater Fishing (39.2 million), and Camping within ¼ mile of Vehicle/Home (28.2 million), and Recreational Vehicle Camping (15.4 million).



Hiking
(Day)
49.7 Million



Bicycling
(Road)
39.4 Million



Fishing
(Freshwater)
39.2 Million



Camping
(<¼mi. of Car/Home)
28.2 Million



Camping
(Recreational Vehicle)
15.4 Million

Five-Year Trend

From 2014-2019, BMX Bicycling (55.2%), Day Hiking (37.2%), Fly Fishing (20.1%), Saltwater Fishing (11.6%), and Mountain Bicycling (7.2%) have undergone the largest increases in participation. The five-year trend also shows activities such as In-Line Roller Skating (-20.5%), Archery (-11.7%), and Adventure Racing (-9.5%) experiencing the largest decreases in participation.

One-Year Trend

The one-year trend shows activities growing most rapidly being BMX Bicycling (6.1%), Day Hiking (3.8%), and Birdwatching (3.8%). Over the last year, activities that underwent the largest decreases in participation include: Climbing (-5.5%), In-Line Roller Skating (-4.4%), and Camping with a Recreation Vehicle (-3.5%).

Core vs. Casual trends in Outdoor Recreation

A majority of outdoor activities have experienced participation growth in the last five- years. Although this a positive trend, it should be noted that all outdoor activities participation, besides adventure racing, consist primarily of casual users. This is likely why we see a lot of fluctuation in participation numbers, as the casual users likely found alternative activities to participate in.

National Participatory Trends - Outdoor / Adventure Recreation					
Activity	Participation Levels			% Change	
	2014	2018	2019	5-Year Trend	1-Year Trend
Hiking (Day)	36,222	47,860	49,697	37.2%	3.8%
Bicycling (Road)	39,725	39,041	39,388	-0.8%	0.9%
Fishing (Freshwater)	37,821	38,998	39,185	3.6%	0.5%
Camping (< 1/4 Mile of Vehicle/Home)	28,660	27,416	28,183	-1.7%	2.8%
Camping (Recreational Vehicle)	14,633	15,980	15,426	5.4%	-3.5%
Fishing (Saltwater)	11,817	12,830	13,193	11.6%	2.8%
Birdwatching (>1/4 mile of Vehicle/Home)	13,179	12,344	12,817	-2.7%	3.8%
Backpacking Overnight	10,101	10,540	10,660	5.5%	1.1%
Bicycling (Mountain)	8,044	8,690	8,622	7.2%	-0.8%
Archery	8,435	7,654	7,449	-11.7%	-2.7%
Fishing (Fly)	5,842	6,939	7,014	20.1%	1.1%
Skateboarding	6,582	6,500	6,610	0.4%	1.7%
Roller Skating, In-Line	6,061	5,040	4,816	-20.5%	-4.4%
Bicycling (BMX)	2,350	3,439	3,648	55.2%	6.1%
Climbing (Traditional/Ice/Mountaineering)	2,457	2,541	2,400	-2.3%	-5.5%
Adventure Racing	2,368	2,215	2,143	-9.5%	-3.3%
NOTE: Participation figures are in 000's for the US population ages 6 and over					
Legend:					
	Large Increase (greater than 25%)	Moderate Increase (0% to 25%)	Moderate Decrease (0% to -25%)	Large Decrease (less than -25%)	

Figure 11: Outdoor / Adventure Recreation Participatory Trends



PARKS AND RECREATION MASTER PLAN

NATIONAL TRENDS IN AQUATICS

Participation Levels

Swimming is deemed as a lifetime activity, which is most likely why it continues to have such strong participation. In 2019, Fitness Swimming was the absolute leader in overall participation (28.2 million) amongst aquatic activities, largely due to its broad, multigenerational appeal.



Five-Year Trend

Assessing the five-year trend, all aquatic activities have experienced growth. Aquatic Exercise stands out having increased (22.7%) from 2014-2019, most likely due to the ongoing research that demonstrates the activity’s great therapeutic benefit, followed by Fitness Swimming (11.5%) and Competition Swimming (4.1%).

One-Year Trend

From 2018-2019, Competitive Swimming (-7.3%) was the only aquatic activity that declined in participation. While both Aquatic Exercise (6.4%) and Fitness swimming (2.3%) experienced increases when assessing their one-year trend.

Core vs. Casual Trends in Aquatics

All aquatic activities have undergone increases in participation over the last five years, primarily due to large increases in casual participation (1-49 times per year). From 2014 to 2019, casual participants for Aquatic Exercise (35.7%), Competition Swimming (22.7%), and Fitness Swimming (18.4%) have all grown significantly. However, all core participation (50+ times per year) for aquatic activities have decreased over the last five-years.

National Participatory Trends - Aquatics					
Activity	Participation Levels			% Change	
	2014	2018	2019	5-Year Trend	1-Year Trend
Swimming (Fitness)	25,304	27,575	28,219	11.5%	2.3%
Aquatic Exercise	9,122	10,518	11,189	22.7%	6.4%
Swimming (Competition)	2,710	3,045	2,822	4.1%	-7.3%
NOTE: Participation figures are in 000's for the US population ages 6 and over					
Legend:	Large Increase (greater than 25%)	Moderate Increase (0% to 25%)	Moderate Decrease (0% to -25%)	Large Decrease (less than -25%)	

Figure 12: Aquatic Participatory Trends

NATIONAL TRENDS IN WATER SPORTS / ACTIVITIES

Participation Levels

The most popular water sports / activities based on total participants in 2019 were Recreational Kayaking (11.4 million), Canoeing (8.9 million), and Snorkeling (7.7 million). It should be noted that water activity participation tends to vary based on regional, seasonal, and environmental factors. A region with more water access and a warmer climate is more likely to have a higher participation rate in water activities than a region that has a long winter season or limited water access. Therefore, when assessing trends in water sports and activities, it is important to understand that fluctuations may be the result of environmental barriers which can greatly influence water activity participation.



Kayaking
11.4 Million



Canoeing
9.0 Million



Snorkeling
7.7 Million



Jet Skiing
5.1 Million



Sailing
3.6 Million

Five-Year Trend

Over the last five years, Stand-Up Paddling (29.5%) and Recreational Kayaking (28.5%) were the fastest growing water activity, followed by White Water Kayaking (9.9%) and Surfing (8.9%). From 2014-2019, activities declining in participation most rapidly were Water Skiing (-20.1%), Jet Skiing (-19.6%), Scuba Diving (-13.7%), Wakeboarding (-12.7%), and Snorkeling (-12.5%).

One-Year Trend

Similarly, to the five-year trend, Recreational Kayaking (3.3%) and Stand-Up Paddling (3.2%) also had the greatest one-year growth in participation, from 2018-2019. Activities which experienced the largest decreases in participation in the most recent year include: Boardsailing/Windsurfing (-9.7%), Sea Kayaking (-5.5), and Water Skiing (-4.8%)

Core VS. Casual Trends in Water Sports/Activities

As mentioned previously, regional, seasonal, and environmental limiting factors may influence the participation rate of water sport and activities. These factors may also explain why all water-based activities have drastically more casual participants than core participants, since frequencies of activities may be constrained by uncontrollable factors. These high casual user numbers are likely why a majority of water sports/activities have experienced decreases in participation in recent years.

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National Participatory Trends - Water Sports / Activities					
Activity	Participation Levels			% Change	
	2014	2018	2019	5-Year Trend	1-Year Trend
Kayaking (Recreational)	8,855	11,017	11,382	28.5%	3.3%
Canoeing	10,044	9,129	8,995	-10.4%	-1.5%
Snorkeling	8,752	7,815	7,659	-12.5%	-2.0%
Jet Skiing	6,355	5,324	5,108	-19.6%	-4.1%
Sailing	3,924	3,754	3,618	-7.8%	-3.6%
Stand-Up Paddling	2,751	3,453	3,562	29.5%	3.2%
Rafting	3,781	3,404	3,438	-9.1%	1.0%
Water Skiing	4,007	3,363	3,203	-20.1%	-4.8%
Surfing	2,721	2,874	2,964	8.9%	3.1%
Wakeboarding	3,125	2,796	2,729	-12.7%	-2.4%
Scuba Diving	3,145	2,849	2,715	-13.7%	-4.7%
Kayaking (Sea/Touring)	2,912	2,805	2,652	-8.9%	-5.5%
Kayaking (White Water)	2,351	2,562	2,583	9.9%	0.8%
Boardsailing/Windsurfing	1,562	1,556	1,405	-10.1%	-9.7%

NOTE: Participation figures are in 000's for the US population ages 6 and over

Legend:	Large Increase (greater than 25%)	Moderate Increase (0% to 25%)	Moderate Decrease (0% to -25%)	Large Decrease (less than -25%)	
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Figure 13: Water Sports / Activities Participatory Trends



2.2.3 PROGRAMS OFFERED BY PARK AND RECREATION AGENCIES (MIDWEST REGION)

PROGRAMS OFFERED BY PARK AND RECREATION AGENCIES (MIDWEST REGION)

NRPA's *Agency Performance Review 2020* summarize key findings from NRPA Park Metrics, which is a benchmark tool that compares the management and planning of operating resources and capital facilities of park and recreation agencies. The report contains data from 1,053 park and recreation agencies across the U.S. as reported between 2017 and 2019.



Based on this year's report, the typical agency (i.e., those at the median values) offers 187 programs annually, with roughly 64% of those programs being fee-based activities/events.

According to the information reported to the NRPA, the top five programming activities most frequently offered by park and recreation agencies, both in the U.S. and regionally, are described in the table below (Figure 14). A complete comparison of regional and national programs offered by agencies can be found in Figure 15.

When comparing Midwest Region agencies to the U.S. average, team sports, themed special events, social recreation events, and fitness enhancement classes were identified in top five most commonly provided program areas offered regionally and nationally.

Top 5 Most Offered Core Program Areas (Offered by Parks and Recreation Agencies)	
Midwest (% of agencies offering)	U.S. (% of agencies offering)
<ul style="list-style-type: none"> Team Sports (96%) 	<ul style="list-style-type: none"> Themed Special Events (88%)
<ul style="list-style-type: none"> Aquatics (96%) 	<ul style="list-style-type: none"> Team Sports (87%)
<ul style="list-style-type: none"> Themed Special Events (89%) 	<ul style="list-style-type: none"> Social Recreation Events (87%)
<ul style="list-style-type: none"> Social Recreation Events (85%) 	<ul style="list-style-type: none"> Fitness Enhancement Classes (82%)
<ul style="list-style-type: none"> Fitness Enhancement Classes (83%) 	<ul style="list-style-type: none"> Health & Wellness Education (81%)

Figure 14: Top 5 Core Program Areas

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Overall, Midwest Region parks and recreation agencies are exceeding the U.S. average regarding program offerings. When utilizing a discrepancy threshold of +/-5% (or more), Midwest agencies are currently offering Team Sports, Aquatics, Individual Sports, Racquet Sports, Safety Training and Golf programs at a greater rate than the national average.

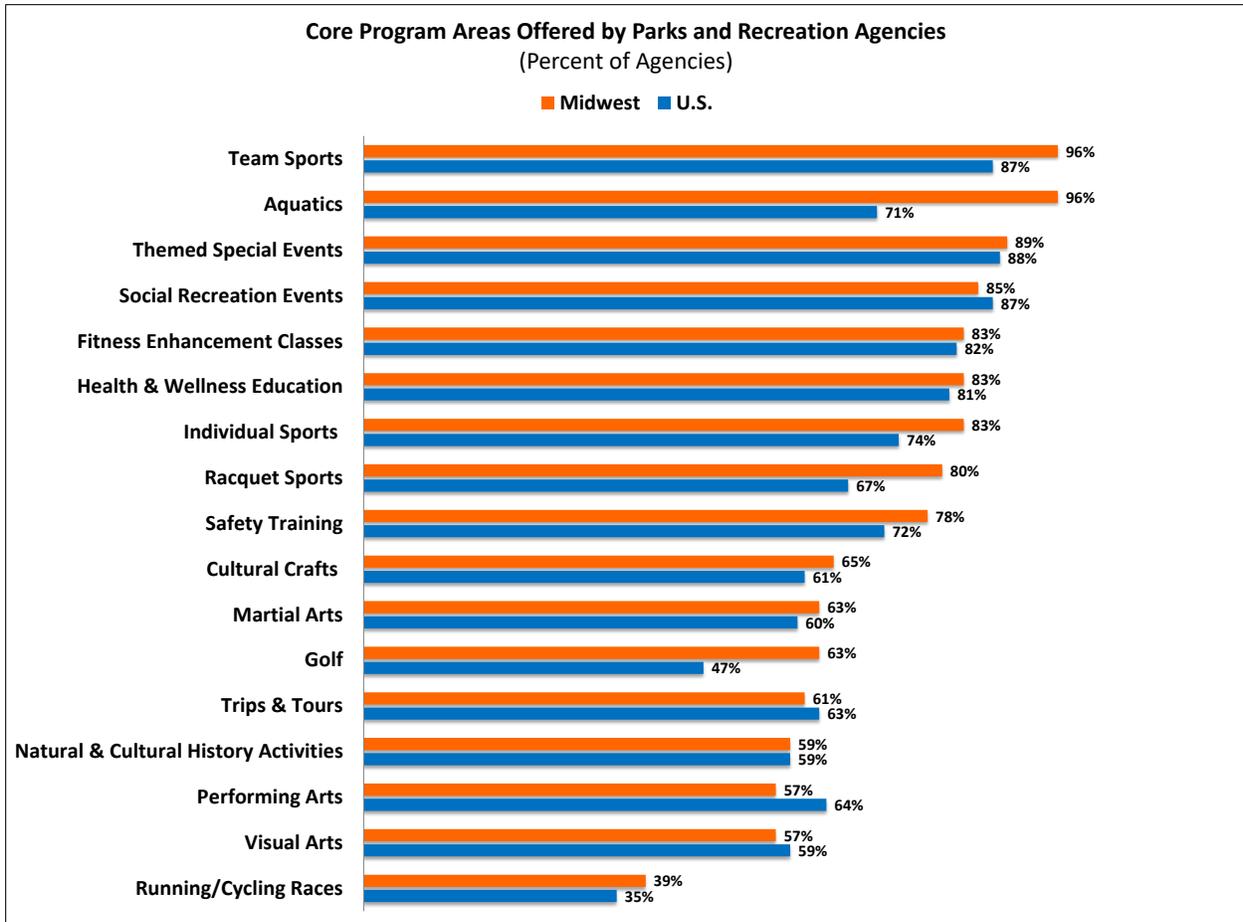


Figure 15: Programs Offered by Parks and Recreation Agencies

TARGETED PROGRAMS FOR CHILDREN, SENIORS, AND PEOPLE WITH DISABILITIES

For a better understanding of targeted programs (programs that cater to a specific age segment, demographic, etc.), NRPA also tracks program offerings that are dedicated specifically to children, seniors, and people with disabilities. This allows for further analysis of these commonly targeted populations on a national and regional basis.

Based on information reported to the NRPA, the top three targeted programs offered by park and recreation agencies, nationally and regionally, are described in the table below (Figure 16). A complete comparison of regional and national targeted program offerings can be found in Figure 17.

Top 3 Most Offered Core Program Areas (Targeting Children, Seniors, and/or People with Disabilities)	
Midwest (% of agencies offering)	U.S. (% of agencies offering)
<ul style="list-style-type: none"> Senior Programs (85%) 	<ul style="list-style-type: none"> Summer Camp (83%)
<ul style="list-style-type: none"> Summer Camp (68%) 	<ul style="list-style-type: none"> Senior Programs (78%)
<ul style="list-style-type: none"> People with Disabilities (62%) 	<ul style="list-style-type: none"> Teen Programs (65%)

Figure 16: Top 3 Core Target Program Areas

Agencies in the Midwest Region tend to offer targeted programs at a lower rate than the national average. Midwest agencies are currently offering Summer Camps, Teen Programs, and STEM Programs at a significantly lower rate than the national average (Figure 17).

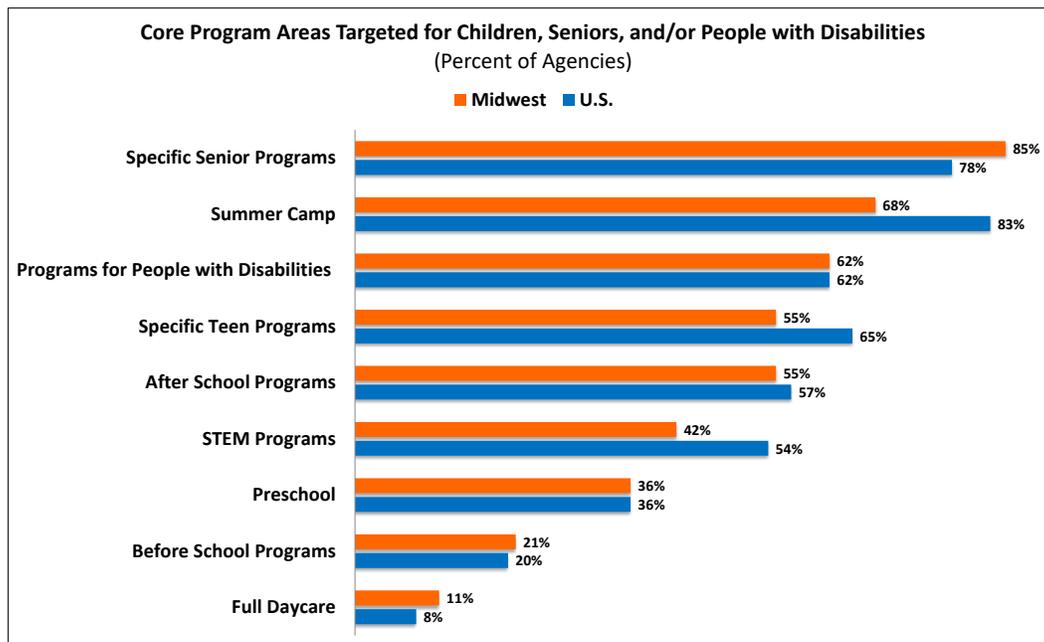


Figure 17: Targeted Programs for Children, Seniors, and People with Disabilities

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2.2.4 LOCAL SPORT AND LEISURE MARKET POTENTIAL

MARKET POTENTIAL INDEX (MPI)

The following charts show sport and leisure market potential data for Brookings, as provided by ESRI. A Market Potential Index (MPI) measures the probable demand for a product or service within the defined service areas. The MPI shows the likelihood that an adult resident living within the City will participate in certain activities when compared to the U.S. national average. The national average is 100 and numbers below 100 would represent lower than average participation rates while and numbers above 100 would represent higher than average participation rates. The service area is compared to the national average in four (4) categories – general sports, fitness, outdoor activity, and commercial recreation.

It should be noted that MPI metrics are only one data point used to help determine community trends; thus, programmatic decisions should not be based solely on MPI metrics.

Overall, when analyzing the City’s MPIs, the data demonstrates well above average market potential index (MPI) numbers. This is particularly noticeable when analyzing the general sports market potential chart, which show all activities scoring above 100. When assessing the fitness, outdoor activity, and commercial recreation MPI charts, a majority of these activities also scored well above the national average (100) including: Went dancing (190 MPI), Pilates (175 MPI), Attended dance performance (170 MPI), Backpacking (162 MPI), and Spent \$1-99 on sports/rec equipment (160 MPI)

These overall above average MPI scores show that the City residents have a rather strong participation presence when it comes to recreational offerings, especially pertaining to sport activities. This becomes significant when the Parks, Recreation & Forestry Department considers starting up new programs or building new facilities, giving them a strong tool to estimate resident attendance and participation.

As seen in the charts below, the following sport and leisure trends are most prevalent for residents within the City. The activities are listed in descending order, from highest to lowest MPI score. High index numbers (100+) are significant because they demonstrate that there is a greater potential that residents within the service area will actively participate in offerings provided by the City’s Parks, Recreation & Forestry Department.

GENERAL SPORTS MARKET POTENTIAL

The general sports MPI chart reveals that overall, the City’s residents are most likely to participate in Tennis (215 MPI), Soccer (205 MPI), and Ice Skating (190 MPI) when compared to the national average.

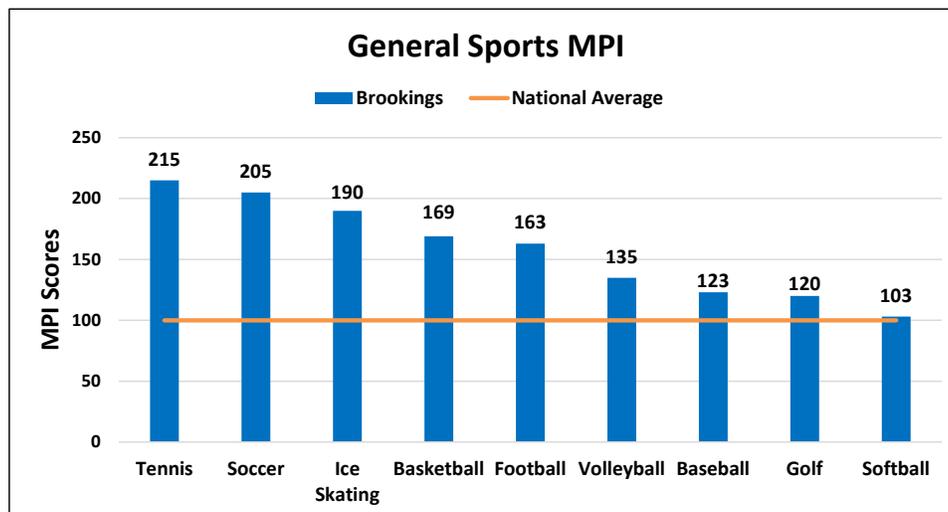


Figure 18: Brookings’ General Sports Participation Trends

FITNESS MARKET POTENTIAL

Overall, the fitness MPI chart reflects some of the highest and lowest MPI scores amongst the four assessed categories, with Pilates (175 MPI) and Jogging/Running (133 MPI) at one end of the spectrum and Yoga (85 MPI) followed by Walking for Exercise (91 MPI) on the other end.

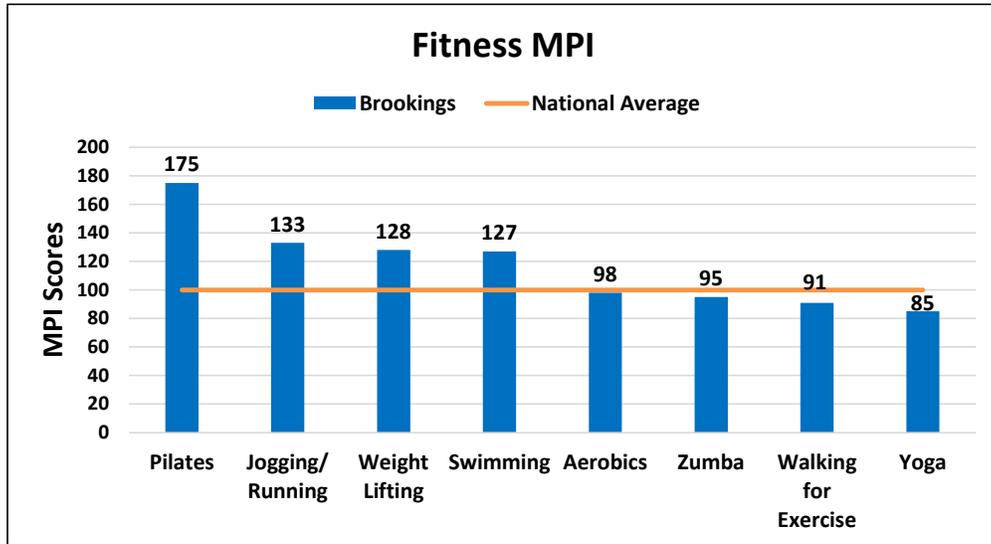


Figure 19: Brookings' Fitness Participation Trends

OUTDOOR ACTIVITY MARKET POTENTIAL

When analyzing Figure 16, Backpacking (162 MPI), Hiking (138 MPI), and Road Bicycling (133 MPI) scored the highest amongst all outdoor activities. While Horseback Riding (89 MPI) is the least participated in activity, and is slightly below the national average.

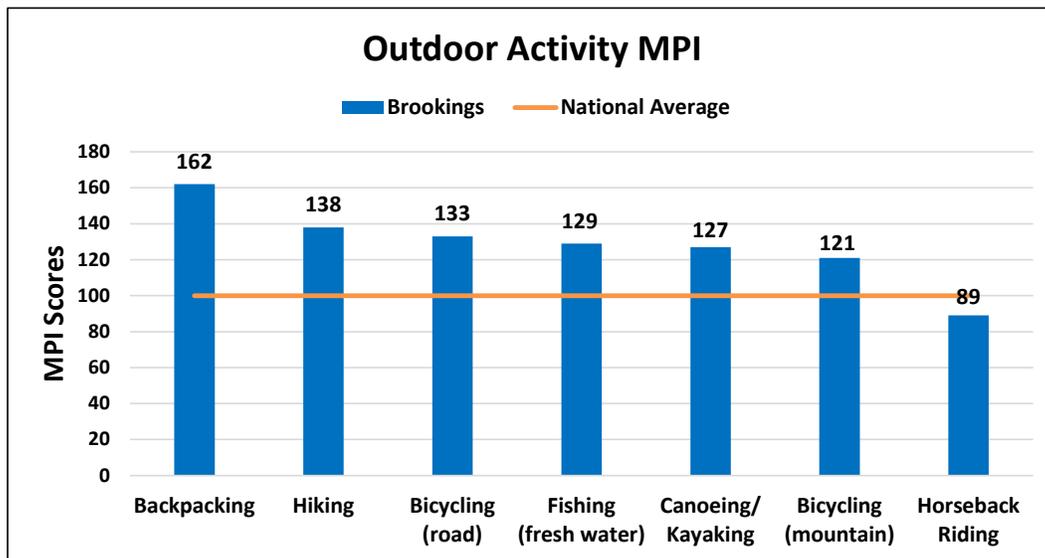


Figure 20: Brookings' Outdoor Activity Participation Trends

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COMMERCIAL RECREATION MARKET POTENTIAL

The commercial recreation MPI chart shows “Went dancing” (190 MPI), “Attended dance performance” (170 MPI), and “Spent \$1-99 on sports/rec equipment” (160 MPI) as the top three activities among City residents when compared to the national average.

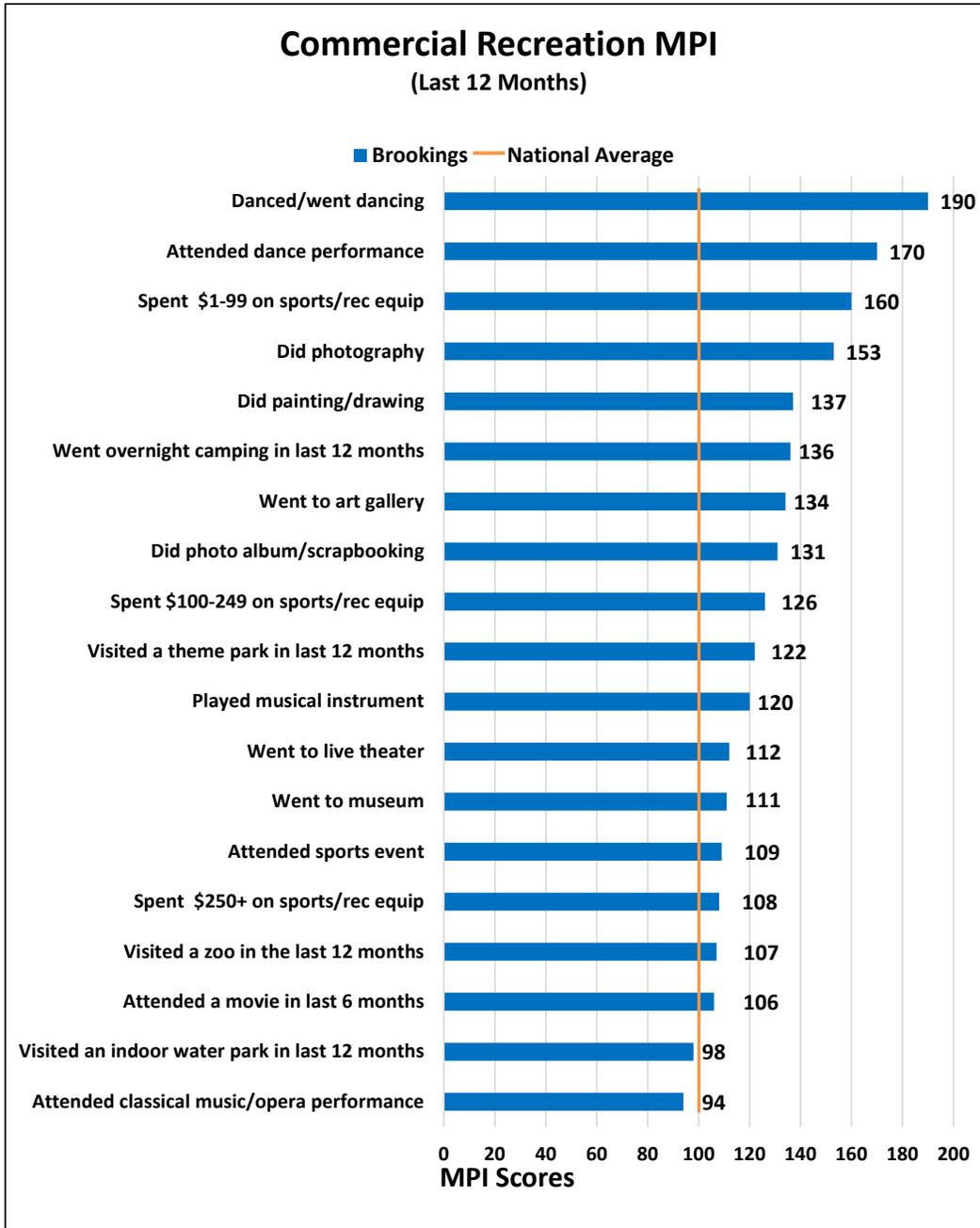


Figure 21: Brookings’ Commercial Recreation Participation Trends

LOCAL RECREATION TRENDS SUMMARY

Overall, the City's residents demonstrate participation trends that have above average potential index numbers in all four categories (general sports, fitness, outdoor activity, and commercial recreation). Activities of particular interest include:

- Participation in sports such as tennis, soccer, and ice skating.
- Fitness related classes pertaining to Pilates, cardio, and weight training
- Outdoor programming in areas such as backpacking/hiking, biking, and fishing
- Money spent on going dancing and attending dance performances as well as buying sporting equipment

Moving forward, it will be important for the Department to continue offering its existing program offerings while also considering some of these new recreational opportunities for its residents and/or partner with other organizations who can ensure resident needs are being met.



PARKS AND RECREATION MASTER PLAN

2.3 BENCHMARK ANALYSIS

2.3.1 METHODOLOGY

With assistance from Department staff operating metrics were identified to benchmark against comparable parks and recreation agencies. The goal of the analysis is to evaluate how the Department is positioned among peer agencies. The benchmark assessment is organized into specific categories based on peer agency responses to targeted questions that lend an encompassing view of each system’s operating metrics as compared to Brookings.

Information used in this analysis was obtained directly from each participating benchmark agency, when available, a 2021 Staffing Analysis completed by Public Sector Personnel Consultants, and information available through the National Recreation and Park Association’s (NRPA) Park Metrics Database.

Due to differences in how each system collects, maintains, and reports data, variances may exist. These variations can impact the per capita and percentage allocations, and the overall comparison must be viewed with this in mind. The benchmark data collection for all systems was complete as of March 2021, and it is possible that information in this report may have changed since the original collection date. The information sought was a combination of operating metrics that factor budgets, staffing levels, and inventories. In some instances, the information was not tracked or not available from the participating agencies. The following agencies were benchmarked:

- Kearney, NE Parks and Recreation Department
- Laramie, WY Parks and Recreation Department
- Aberdeen, SD Parks, Recreation, and Forestry Department
- Hays, KS Parks Department

The table below lists each benchmark agency in the study, arranged by total population served. Peer agencies represent broad geographical coverage across the Midwest/Great Plains, and those selected have demographic and organizational characteristics similar to Brookings. It should also be noted that Brookings is unique, as the City is home to South Dakota State University, and the Department maintains much more than just parks and is more of a “facility provider” for athletic recreation programming.

For all agencies examined, Brookings represents the benchmark median for population density (1,789 residents per sq. mi.) falling just below Kearney (2,366 residents per sq. mi.) and Hays (2,011 residents per sq. mi.).

Agency	State	Jurisdiction Type	Population	Jurisdiction Size (Sq. Mi.)	Population per Sq. Mi.	NRPA Gold Medal Winner	CAPRA Accredited (Year)
Kearney Park and Recreation Department	NE	City	34,301	14.50	2,366	No	No
Laramie Parks & Recreation Department	WY	City	33,295	18.38	1,811	No	No
Aberdeen Parks, Recreation & Forestry Department	SD	City	28,225	25.00	1,129	No	No
Brookings Parks, Recreation & Forestry Department	SD	City	24,337	13.60	1,789	No	No
Hays Parks Department	KS	City	20,510	10.20	2,011	No	No

2.3.2 BENCHMARK COMPARISON

PARK ACRES

The following table provides a general overview of each system’s park acreage. Brookings falls in the middle for number of parks (21) and for total acres owned/managed with 835 acres. Assessing level of service for park acres, Brookings is the highest in the study with 34.29 acres of parkland per 1,000 residents, which is also well above the NRPA median for similar-sized agencies of 9.6 acres per 1,000 residents. Additionally, Brookings also fairs well when analyzing total developed acres per 1,000 residents, ranking second amongst benchmark agencies with 25.00 acres

Agency	Population	Total Number of Parks	Total Developed Acres	Total Developed Acres per 1,000 Residents	Total Acres Owned or Managed	Total Acres per 1,000 Residents
Brookings PRFD	24,337	21	609	25.00	835	34.29
Hays PD	20,510	34	634	30.91	685	33.40
Aberdeen PRFD	28,225	24	612	21.68	857	30.37
Kearney PRD	34,301	18	720	20.99	900	26.24
Laramie PRD	33,295	19	325	9.77	397	11.93
NRPA Median 2020 = 9.6 Acres per 1,000 Residents						

TRAIL MILES

The information below reveals the service levels for dedicated trails within each system. By comparing total trail mileage to the population of the service area, the level of service provided to the community can be determined, which is expressed as trail miles for every 1,000 residents. Brookings represents the benchmark’s lowest agency in terms of total trail mileage (18.8 total miles) and is the second lowest agency for trail mileage per capita (0.77 miles per 1,000) among agencies assessed. However, with 0.77 miles per 1,000, Brookings is well above the national best practice of 0.25-0.5 of trail miles per 1,000 residents.

Agency	Population	Total Trail Miles	Trail Miles per 1,000 Residents
Hays PD	20,510	23.9	1.17
Kearney PRD	34,301	32.0	0.93
Aberdeen PRFD	28,225	25.3	0.89
Brookings PRFD	24,337	18.8	0.77
Laramie PRD	33,295	20.5	0.62
Best Practice = 0.25-0.5 Trail Miles 1,000 Residents			

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STAFFING/VOLUNTEERS

This section compares staffing levels for each system by comparing full-time equivalents (FTEs) to total population as well as levels of volunteers. Total FTEs per 10,000 residents is a key performance metric that assesses how well each system is equipped, in terms of human resources, to serve its jurisdiction. In general, agencies participating in the benchmark study are very well staffed, all being above the national median of 8.9 FTEs per 10,000 residents. Among peer agencies, Brookings is the median in regards to staffing relative to the population served with 27.1 FTEs per 10,000 residents. Brookings also ranked the highest total volunteer hours (650 hours) and third in number of volunteers (80 volunteers) which shows that the system is valued by the community and its residents.

Agency	Population	Volunteers	Total Volunteer Hours	Av. Hours per Volunteer	Total FTEs	FTEs per 10,000 Residents
Kearney PRD	34,301	N/A	N/A	N/A	112	32.7
Aberdeen PRFD	28,225	85	550	6.5	85	30.1
Brookings PRFD	24,337	80	650	8.1	66	27.1
Laramie PRD	33,295	150	600	4.0	54	16.2
Hays PD	20,510	N/A	N/A	N/A	27	13.2
NRPA Median 2020 = 8.9 FTEs per 10,000 Residents						

Utilizing the Staffing Analysis completed by Public Sector Personnel Consultants in 2021, Brookings is higher than the average of 19 Parks/Recreation staff with 22 employees. Regarding, Parks staff only the Department is higher than the average of 9.64 with 11 employees. However, when looking at the Staff per Acre, it is below the average of 0.03 with 0.01. Among peer agencies, the Department has more parks acreage than average, but lower staff per acre than average.

	Parks/Rec Staff	Parks Acreage	Parks Staff	Staff per Acre	PSPC Comments
Aberdeen, SD	33				
Albert Lea, MN	15	432	8	0.02	
Bemidji, MN	11	245	4	0.02	
Emporia, KS	21	325	4	0.01	
Fremont, NE	12.6	400	11	0.03	
Hays, KS	16	636	15	0.02	
Kearney, NE	26	655	19	0.03	
Laramie, WY	25.5	151	10.5	0.07	
Marshall, MN	9.5	171	4.5	0.03	
Mitchell, SD	16	577	8	0.01	
Pierre, SD	13	350	12	0.03	
Watertown, SD	29				
Yankton, SD	15	140	10	0.07	
Averages	19	371	9.64	0.03	
Brookings, SD	22	775	11	0.01	More parks acreage than average, lower staff per acre than average

OPERATING EXPENSE PER CAPITA

Agencies participating in the benchmark study are spending on parks and recreation operations at a substantial rate. Dividing the annual operational budget by each service area’s population allows for a comparison of how much each agency is spending per resident. Brookings ranks third among peer agencies for both total operating expense (\$3.9M) and expense per resident (\$161.93), but higher than the NRPA median of \$95.34 per resident.

This is in part due to the special use facilities (e.g., Larsen Ice Arena) and also because, unlike most agencies, the Department in Brookings is responsible for maintenance outside of traditional parks amenities (e.g., downtown beautification, medians, etc.) which contributes to its higher operating budget.

Agency	Population	Total Operating Expense	Operating Expense per Resident
Kearney PRD	34,301	\$ 6,521,950	\$ 190.14
Aberdeen PRFD	28,225	\$ 5,356,550	\$ 189.78
Brookings PRFD	24,337	\$ 3,941,000	\$ 161.93
Hays PD	20,510	\$ 2,378,058	\$ 115.95
Laramie PRD	33,295	\$ -	\$ -
NRPA Median 2020 = \$95.34 Operating Expense per Residents			

Note: Total Operating Expense was not available for Laramie PRD

DISTRIBUTION OF EXPENDITURES

The table below compares the distribution of expenditures for each agency across personnel, benefits, operations, capital, and other expenses. The median distribution for all agencies reporting to the NRPA database who service 20k-50k residents is also provided for additional perspective. Brookings is spending the third lowest percentage on personnel (58%) and has the second highest percentage of capital expense not in CIP (10%) when compared to benchmark agencies.

Agency	Personnel	Operations	Capital Expense not in CIP	Other
Kearney PRD	70%	30%	0%	0%
Hays PD	64%	36%	0%	0%
Brookings PRFD	58%	32%	10%	0%
Aberdeen PRFD	55%	29%	11%	5%
NRPA Agencies Serving 20k-50k Residents	53%	39%	6%	2%

Note: The distribution of expenditures were not available for the Laramie PRD

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REVENUE PER CAPITA

By comparing each agency’s annual non-tax revenue to the population, the annual revenue generated on a per resident basis can be determined. Although Brookings \$41.75 of revenue generated per resident represents the benchmark median, this level of earned income is significantly higher than the national median of \$25.34 of revenue per resident.

Agency	Population	Total Non-Tax Revenue	Revenue per Resident
Kearney PRD	34,301	\$ 3,778,635	\$ 110.16
Brookings PRFD	24,337	\$ 1,016,080	\$ 41.75
Aberdeen PRFD	28,225	\$ 670,000	\$ 23.74
Hays PD	20,510	\$ 278,415	\$ 13.57
NRPA Median 2020 = \$25.34 Revenue per Residents			

Note: Total Non-Tax Revenue was not available for Laramie PRD

OPERATIONAL COST RECOVERY

Operational cost recovery is a key performance indicator, arrived at by dividing total non-tax revenue by total operating expense. This measures how well each agency’s revenue generation covers the total cost of operations. Overall, agencies participating in the benchmark study have a wide range of cost recovery, with Kearney (58%) achieving above industry best practice levels. Brookings has the second highest cost recovery rate among peer agencies, its 26% operational cost recovery is right at the NRPA median (26.6%).

In addition, as mentioned earlier, Brookings is also responsible for maintaining acreage not included as parks (e.g., downtown beautification, medians, etc.) which add to their operating expenses but are non-revenue generating services.

Agency	Total Non-Tax Revenue	Total Operating Expense	Operational Cost Recovery
Kearney PRD	\$ 3,778,635	\$ 6,521,950	58%
Brookings PRFD	\$ 1,016,080	\$ 3,941,000	26%
Aberdeen PRFD	\$ 670,000	\$ 5,356,550	13%
Hays PD	\$ 278,415	\$ 2,378,058	12%
NRPA Median for Agencies Serving 20k-50k Residents= 26.6% Cost Recovery			

Note: Financials was not available for Laramie PRD



CIP SUMMARY

Due to the volatility of Capital Improvement Plan (CIP) budgets and availability of funding from year to year, the table below reveals the last four years of actual investment and the budgeted CIP for 2021. These figures were then utilized to show the average annual capital investment for each agency. The top performing benchmark agencies are investing significant dollars into CIP efforts each year, as Kearney and Aberdeen are above the NRPA median for agencies serving 20k-50k residents (\$2.9M annual average). Brookings is currently averaging \$1.8M.

Agency	CIP Budget 2017	CIP Budget 2018	CIP Budget 2019	CIP Budget 2020	CIP Budget 2021	Avg. Annual CIP
Kearney PRD	\$ 1,659,094	\$ 952,542	\$ 1,381,721	\$ 7,352,555	\$ 9,867,864	\$ 4,242,755
Brookings PRFD	\$ 516,000	\$ 693,000	\$ 3,613,000	\$ 3,291,000	\$ 923,000	\$ 1,807,200
Aberdeen PRFD	\$ -	\$ -	\$ -	\$ 4,600,000	\$ 1,579,000	\$ 3,089,500
Hays PD	\$ 238,411	\$ 342,800	\$ 232,438	\$ 119,264	\$ 4,170,920	\$ 1,020,767
NRPA Median for Agencies Serving 20k-50k Residents= \$2.9M CIP Budget						

Note: The CIP budgets were not available for Laramie PRD and only two years were available for Aberdeen PRFD

CIP USE

The table below describes the designated uses for capital investments for each of the benchmark agencies. Brookings is primarily focused on renovation (50%) and other/equipment (50%) for capital improvements. The benchmark agencies are spending the majority of their capital budgets on renovation and development, while acquisitions were mainly relevant for Kearney.

Agency	Renovation	Development	Acquisition	Other
Brookings PRFD	50%	0%	0%	50%
Kearney PRD	40%	30%	30%	0%
Hays PD	0%	100%	0%	0%
NRPA Agencies Serving 20k-50k Residents	57%	32%	6%	5%

Note: The Capital Budgets were not available for Laramie PRD or Aberdeen PRFD

MARKETING

Marketing budgets for parks and recreation agencies are typically much less than the private sector, but the industry is beginning to realize the value of investing in marketing and the potential return on investment that can be achieved. The table below compares the most recent marketing expense (2019) and the current marketing budget (2020) for each agency. Then the current budget is divided by the total population served to arrive at the total marketing spend per resident. Brookings represents the third highest marketing budget in the study, and reports the third lowest spending per capita (\$0.73).

Agency	Population	Total Marketing Expense (2019)	Total Marketing Budget (2020)	Marketing \$\$ Spent per Resident (2020)
Hays PD	20,510	\$ 18,535	\$ 30,000	\$ 1.46
Kearney PRD	34,301	\$ 35,110	\$ 29,702	\$ 0.87
Laramie PRD	33,295	\$ 11,201	\$ 26,702	\$ 0.80
Brookings PRFD	24,337	\$ 18,960	\$ 17,730	\$ 0.73
Aberdeen PRFD	28,225	\$ 4,500	\$ 5,000	\$ 0.18

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MARKETING AS PERCENTAGE OF OPERATIONS

The table below describes the marketing expense incurred by each agency and compares it to the Brookings' actual expenditures for 2019 to show what percentage of the operating expenses are dedicated to marketing. Compared to its peers, Brookings ranks second for total marketing expense (\$18,960) and third when comparing the percentage of operations spent on marketing (0.47%). However, all benchmarked agencies fall well below the recommended best practice for total marketing expense as percentage of the total operating budget (3%-4%).

In the case of Brookings, the City's Public Information Officer complements the marketing efforts, and the larger special events in parks conduct their own marketing, while the majority of the marketing is still done by site staff in addition to their day-to-day responsibilities.

Agency	Total Marketing Expense (2019)	Operational Expense (2019)	Marketing as % of Operations
Hays PD	\$ 18,535	\$ 2,348,426	0.79%
Kearney PRD	\$ 35,110	\$ 6,300,066	0.56%
Brookings PRFD	\$ 18,960	\$ 4,036,000	0.47%
Aberdeen PRFD	\$ 4,500	\$ 5,225,125	0.09%
Best Practice = 3%-4% of Total Operating Budget			
Note: Operational expenses were not available for Laramie PRD			

SOCIAL MEDIA

Social media has increasingly become an integral part of marketing for parks and recreation agencies. The table below provides a snapshot of how many followers / subscribers each agency has across multiple platforms. Brookings has a relatively strong follower base for the three largest outlets, Facebook, Twitter, and Instagram. It should be noted that some Departments utilized their City's account followers in instances where they don't have their own independent social media pages.

Agency	Followers/Subscribers by Social Media Platform			
	Facebook	Twitter	Instagram	YouTube
Hays PD	3,339	83	358	5
Laramie PRD	2,490	N/A	993	N/A
Brookings PRFD	4,648	652	217	N/A
Kearney PRD	6,314	383	613	N/A

Note: Social Media statistics were not available for Aberdeen PRFD



PROGRAM PARTICIPATION

This portion assesses program participation for each agency by comparing total registered program participations to the population of each service area to determine the average participation rate per resident. Program activity is measured in participations (versus participants), which accounts for each time a resident participates in a program and allows for multiple participations per individual. Brookings represents the second lowest of the benchmark agencies with more than 0.13 participation per resident.

It should be noted that Brookings functions as a facility provider for programming and utilizes independent youth sports leagues to provide programming.

Agency	Population	Total Program Participations	Participations per Resident
Hays PD	20,510	11,000	0.54
Kearney PRD	34,301	18,000	0.52
Brookings PRFD	24,337	3,200	0.13
Laramie PRD	33,295	2,500	0.08

Note: Participation numbers were not available for Aberdeen PRFD

PROGRAM REVENUES

As an additional indicator of revenue-generating capabilities of benchmark agencies, the program revenue of each department was compared to total residents within each jurisdiction. Brookings ranks third among benchmark agencies and demonstrates modest earnings from programming, generating approximately \$4.25 in program revenue per resident.

As mentioned earlier, Brookings functions as a facility provider for programming. To continue growing the program revenue per participant, it would be ideal to have a gradual yet continued evaluation of fees and charges to ensure they reflect the market rates and the value of the experience provided.

Agency	Population	Total Program Revenue	Program Revenue per Resident
Laramie PRD	33,295	\$ 293,640	\$ 8.82
Brookings PRFD	24,337	\$ 103,500	\$ 4.25
Hays PD	20,510	\$ 574,632	\$ 28.02

Note: Program Revenue was not available for Aberdeen PRFD or Kearney PRD

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PROGRAM COST RECOVERY

Similar to the overall cost recovery, each agency’s cost recovery levels for programs were assessed by dividing total program revenues by the direct cost to provide them. Brookings falls second amongst benchmark agencies at 151%.

It should be noted, with agencies tracking direct/indirect costs to various degrees, the Department shouldn’t make inferences solely on this operational cost recovery comparison, but rather focus on their own programs’ cost recovery.

Agency	Total Program Revenue	Total Operating Expense for Programs	Operational Cost Recovery for Programs
Laramie PRD	\$ 293,640	\$ 160,000	184%
Brookings PRFD	\$ 103,500	\$ 68,400	151%
Hays PD	\$ 574,632	\$ 534,158	108%

Note: Program Operating Expenses were not available for Aberdeen PRFD or Kearney PRD

2.3.3 SUMMARY OF BENCHMARK FINDINGS

As a whole, the peer agencies selected are well performing park systems which allows Brookings to benchmark itself. Specific areas where study participants perform to an exceptional level include: acres per 1,000 residents, trails per 1,000 residents, staffing levels, operational spending, and earned income.

The benchmark comparison validated the strong performance of Brookings in many areas, such as park acres per 1,000 residents, trail per 1,000 residents, operating expenses per resident, and revenue per resident. These strengths speak to the investment in the system by the City, as well as the ability of the staff to offer high quality parks and services for the community. Brookings is also at the NRPA Median for operational cost recovery at 26%.

The benchmark study also uncovered some limitations and opportunities for Brookings. The level of staffing per acre at 0.01 is below the external average of 0.03, operational cost recovery, CIP usage on development, and marketing as percentage of operations are four areas where Brookings falls below the benchmark median and/or national best practices.

Additionally, while Brookings is fairly low on the program revenue per resident, which is due to being a facility provider. However, fees/charges for use of these facilities should be examined to ensure they are at market rates. There also could be an opportunity to increase non-tax revenue, in order to better offset operating expenses, by revamping or extending the current pricing philosophy for programs and rentals, as well as investing in a revenue generating signature facility (e.g., a multi-generation center).

Overall, the benchmark analysis reveals that Brookings is a strong park system, especially given the number of parks it operates and maintains. The perspective gained through the peer comparison is valuable in identifying areas for improvement and establishing strategic goals to pursue (E.g., Brookings should use this analysis as a baseline comparison that provides key performance indicators (KPIs) to be tracked and measures over time.

CHAPTER THREE – COMMUNITY ENGAGEMENT

Brookings launched the Master Plan in October 2020, which included a robust public engagement process to inventory the current conditions of the system and to help determine the needs and priorities for the future. The planning process incorporated a variety of input from the community. This included a series of key stakeholder interviews and focus group discussions, a statistically valid survey, and an online community survey. Strategies included the following outreach methods:

- Conducted 6 Community Focus Groups
- 16 Stakeholder Interviews with City Council and Park Board
- Staff SWOT Analysis
- Statistically-Valid Survey
 - Goal was 375, received 432 responses
 - Mailed to 2,800 households
 - Precision of +/- 4.6% at the 95% level of confidence
 - Residents were able to return the survey by mail, by phone or completing it online
- Online Survey
 - 565 responses (More than Expected)
 - Available for one month
 - Emulated the Statistically-Valid Survey
 - Provides further insight on community expectations

The following sections in this chapter summarize and highlight the key findings from each stage of the community engagement process.

3.1 KEY STAKEHOLDER AND FOCUS GROUP SUMMARY

3.1.1 OVERVIEW

As part of the Master Plan, key stakeholder interviews were conducted in November and December 2020 to provide a foundation for identifying community issues and key themes. The interviews provide valuable insight and will assist in the development of question topics that will be beneficial for the statistically-valid community survey. A facilitation guide was developed that included a series of questions that spurred conversation and follow up questions were asked when appropriate. Invited stakeholders were identified by the Brookings Parks, Recreation & Forestry Department (Department) staff and included representatives, and approximately 60 members of the community from the following entities:

- | | |
|---------------------------------------|-------------------------------------|
| • City Council Members | • Brookings Lacrosse |
| • City of Brookings Mayor | • Brookings Ice Skating Association |
| • Parks Board Members | • Brookings Figure Skating |
| • City Manager and Asst. City Manager | • Great After School Place (G.A.P.) |
| • South Dakota State University | • Brookings Community Band |
| • Mountain Bike Group | • Brookings Arts Council |
| • Adult Softball | • Brookings Co Youth Mentoring |
| • Adult Baseball | • Brookings Youth Volleyball |

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- Brookings Tennis Association
- Brookings Basketball Association
- Brookings Fellowship of Christian Athletes
- Brookings School District
- Brookings Futbol Club
- Friends of Baseball
- Brookings Aquatics Club
- Arts Festival Committee
- Disability Committee
- Sustainability Committee
- Bike Committee
- Visit Brookings
- Downtown Brookings
- Brookings Fastpitch

After speaking with the many stakeholders and interest groups, it is apparent the pride the community has in the Department and what they can accomplish with their allocated resources. Quality of the parks and maintenance was a key theme, along with the accessibility to an abundant number and type of different park experiences.

3.1.2 VISION FOR THE PARKS AND RECREATION SYSTEM

Residents would like to see enhancement of the existing park system through capital improvement repair, as well as for ongoing maintenance; in other words, take care of what we already own. Outside of parks, facilities that were mentioned for capital improvements were the youth baseball/softball fields. Other comments included activating the current parks through more programming and the current amenities are replaced as they near the end of their lifecycle.

From an equity perspective, as new development continues to the south, we need to ensure residents in those areas have access to parks and connections to the bike trail. Also, regarding trails, the current bike/trail plan needs to be implemented. Other residents have a vision that the Department should offer parks and programs that are inclusive and available to all age groups and socioeconomic backgrounds.

Among comments about facilities, residents would like to see indoor programming space that is flexible, multipurpose, and could be programmed year-round. Long winters, along with limited access to the University and School District facilities, residents want to see programs year-round that are open to the community. Indoor aquatic space was also mentioned by residents because these two facilities are aging, and access to the pools operated by the school district and the SDSU is limiting. A vision of the Department, SDSU, and the School District building a pool together was mentioned. A standalone pickleball court was also mentioned by residents along with more active senior programming as the City is becoming a destination for retirees.

For financing the system, residents want to see the system go to the “next level” and have the best parks and facilities that they are capable of maintaining and funding. Although the system already has fantastic parks, incremental investment is needed for enhancements.

Operationally, residents would like to see the Department appropriately staffed to ensure parks are well-maintained. Other considerations included implementing “no mow” zones to save money so those funds could be used for more staff or programs. Those interviewed felt the Department should continue to be a priority by elected officials since they are vital to Brookings’ quality-of-life.

3.1.3 RESIDENTS VALUE THE MOST

Residents understand that the park system contributes to the overall quality of life, and they value the size and scope of the park system and the investment the City has made in parks. The trail connectivity, green space, outdoor facilities (e.g., sports facilities, golf course, Nature Park, among others), and the diversity of park types in the system are also enjoyed by the residents interviewed. Maintenance was mentioned as an overall value by the community, as residents feel the Department is doing the best they can with the resources available given the number of parks it maintains.

Regarding programs, residents enjoy the diversity of programs that include summer camps, aquatics, disc golf, ice skating, pickleball, youth and senior programming, as well as the access to programs for all people in the City, regardless of income level.



Residents value the many partnerships that the Department has with various sports groups, the school district, and SDSU.

3.1.4 CHALLENGES FACING THE DEPARTMENT

Challenges mentioned by residents include difficulties for land acquisition. Land is becoming less available and what land does remain has significant drainage problems. While mentioned in a positive way, it is challenging for the Department to maintain the system with insufficient staffing resources to maintain all parks in the system. A great number of amenities in the park system are reaching the end of their lifecycle and replacing these amenities will be costly. In addition to maintaining their own parks, the Department takes care of several other properties such as school district property, retention ponds, downtown, and many others.

Another challenge is the lack of indoor programming space that can be used year-round. Currently, reserving facilities at the school district or SDSU is difficult due to demand.

The Department works with many special interest sports groups and they may consider developing an Adult and Youth Sports Association. The Association would consist of all interested parties to provide communication, and an online portal for booking fields and court time since there is ongoing competition for use of fields and courts.

Budgeting and financing were consistently brought up by residents since the Department has extensive maintenance throughout the system. Financing for capital projects and a dedicated funding source outside of the general fund was mentioned by residents. The lack of capital dollars for enhancement of new indoor facilities (e.g., multipurpose indoor program space, and indoor aquatics, and other facilities.) Residents would like the Department to make incremental steps to correct the indoor programming space problem.

Lastly, COVID-19 and its affect for conducting Department programs and the financial impact of the pandemic was brought up consistently by residents.

3.1.5 KEY PROGRAMS AND SERVICES NOT OFFERED OR EXISTING THAT NEED IMPROVEMENT

Regarding programming, residents recognize that many of the youth sports programs are being run by individual private leagues on park property. While this has been helpful for many of the club/private sports teams, there is concern that affordable programs for the entire community may not be at the club/private level. A universal schedule for all sports leagues to access both parks and school property was desired by many of the individuals' representing sports leagues.

Seniors that were interviewed would like to see more activities for active seniors (e.g., pickleball, indoor walking programs, fitness, and other age-appropriate programs). Additionally, more opportunities for adult programming are desired.

Year-round indoor programming was consistently mentioned by residents, as well as more opportunities for outdoor winter recreation programming, and expanded year-round aquatics programs.

Expanded programs for special needs youth and adults was brought up by many residents. Expanding nature / environmental programs at the Nature Center was mentioned, as well as more use by both schools and 4-H members

3.1.6 RECREATION FACILITIES AND PARK AMENITIES NEEDED

Residents expressed a strong desire for year-round multipurpose indoor programming space for people of all ages and abilities. The last time a new community center facility was proposed and was attempted it became very expensive. PROS recommends a feasibility study be done in advance based on what is reasonable and feasible, that has wide age segment appeals and is multifunctional in design and this should be explored. A short-term solution could be using the school district's Fifth Street Gym, the Larson Ice Center while not in use for ice related programming, as well as a portion of the Swiffel Center. Currently, indoor programming space is a premium given the demands by the school district and the sports leagues. Also, an "off ice" hockey training area was mentioned.

Regarding aquatics, indoor aquatics space is desired and could be accomplished through a partnership with SDSU and the school district since current facilities are nearing their lifecycle end. Also, upgrades to the City's outdoor pool are needed to refresh the tired look of the facility.

PARKS AND RECREATION MASTER PLAN

Many residents want to see the Bike Trail completed, enhanced maintenance where the trail is rough, and the addition of a bridge over I-29 to connect the eastside of Brookings. Other outdoor amenities included more nature/hiking trails, creation of a Farmer's Market, downtown greenspace, expansion of the cross-country ski-path from the Nature Park to the golf course, as well as standalone pickleball courts. Additionally, some parks are in need of ADA accessibility such as portions of Pioneer Park and the bandshell.

Other residents mentioned the youth baseball/softball fields need to be upgraded by potentially adding lights to some sports fields including soccer and baseball/softball fields, allowing longer periods of use during the spring and fall.

3.1.7 AREAS OF THE SYSTEM THAT NEED MORE FOCUS

Many participants reiterated the Department should continue to focus on taking care of what they already own and make it better, whether it be maintenance or improved amenities. This requires increasing the community standards for the quality of our parks, as well as the investment in more maintenance staff.

The Department has turned into a "facility" provider and has minimal presence in the parks outside of maintenance staff. Residents would like to see more programs conducted by the Department in parks. Especially sports programs for kids that may not play at the club/private levels. It was also mentioned there should be a way to visually see the sports league schedules online for permitting.

Partnership enhancements between the School District and the Parks Department should be completed with formal agreements, as well as working more with SDSU. There could be other potential partnerships for indoor aquatic development between the City, School District, and SDSU.

Additional recycling opportunities at parks and facilities was mentioned by many participants.

Other comments included improving marketing to include what the Department offers such as program offerings, a Bike Trail map, and a directory of volunteer groups. This would assist those that are in charge of certain sports groups or organizations and would include a database of activities, contacts, and schedules.

Discussions about programming included the expansion of programs for active seniors and "just fun" activities for young kids. The scholarship programs for families in need should be expanded.

3.1.8 TOP PRIORITIES

Each participant was asked their top one or two priorities of the master plan. These priorities are listed below:

- Expanding the "no mow" program and adding pollinator plantings.
- Additional opportunities for the community gardens.
- Upgrades to Pioneer Park, specifically the walking paths.
- More nature-based programming.
- Completion of the Bike Trail.
- Expansion of programming for all age groups.
- ADA Accessibility as we build or upgrade parks, as well as additions of Accessible playground equipment.
- Addition of a downtown "pocket park" element and green space.
- Playground for families with netting near the baseball fields and batting cages.
- Offer programs to all socioeconomic groups.
- Another sports complex for games and tournaments as well as relieve practices schedules.

- Facilities that have a court are now school controlled. A non-school controlled facility would allow for more winter activities.
- Outdoor pickleball courts — six to eight — with restrooms and a shaded area.
- Senior programming for Active Seniors; programming needs to match population.
- Expand cross-country skiing.
- An indoor facility for programming. Need to be creative on financing but needs to get done.
- Tightening up the communication between youth / adult sports and the Department.
- Aquatics facility that serves the whole community.
- Lacrosse competition field that allows it to be visible to the community.
- A 5-10-year facility plan that takes into account the needs of the Schools, University and City, that would allow for a multi-use indoor facility.
- Improvement to the youth baseball / softball fields.
- Additional lighted fields.
- Prioritization on maintaining what we have. Maintenance replacement schedule.
- Extension of the Bike Trail over I-29 to connect SDSU, as well as complete the whole loop.
- Programs to extend our outdoor winter programming.
- Indoor Aquatics Center.
- Additional program opportunities for lower income families.
- Multipurpose indoor programming space for year-round multiuse.
- Awareness of kids with special needs.
- More programs for active seniors. Expansion of senior programming with the Department.
- Opportunities for the Department to provide Mobile Recreation to youth.
- Ways to use art in indoor space.
- Working with community development on new growth / expansion
- Equity in where parks are located.



PARKS AND RECREATION MASTER PLAN

3.2 STATISTICALLY-VALID NEEDS ASSESSMENT SURVEY

3.2.1 OVERVIEW

ETC Institute administered a community interest and opinion survey in March 2021 for the City of Brookings, South Dakota. This study was administered as part of the City's efforts in updating its Parks and Recreation System Master Plan. In this process, it is important for the City to identify future priorities of recreation and parks amenities, facilities, programs, and activities. Information gathered from the assessment will provide data that will help determine priorities which then leaders can use to make decisions that will meet community and resident needs.

3.2.2 METHODOLOGY

ETC Institute mailed a survey packet to a random sample of households in the City of Brookings. Each survey packet contained a cover letter, a copy of the survey, and a postage-paid return envelope. Residents who received the survey were given the option of returning the survey by mail or completing it online at www.BrookingsSurvey.org.

Approximately seven to ten days after the surveys were mailed, ETC Institute sent emails to the households that received the survey to encourage participation. The emails contained a link to the online version of the survey to make it simple for residents to complete. To prevent people who were not residents of the City from participating, everyone who completed the survey online was required to enter their home address prior to submitting the survey. ETC Institute then matched the addresses that were entered online with the addresses that were originally selected for the random sample. If the address from a survey completed online did not match one of the addresses selected for the sample, the online survey was not counted.

The goal was to obtain 375 completed surveys from City residents. A total of 432 surveys were collected. The overall results for a sample of 432 surveys have a precision of at least +/- 4.6% at the 95% level of confidence.

The full report can be found in the **Appendix 3**, and it contains the following:

- Charts showing the overall results of the survey (Section 1)
- Benchmark Analysis comparing the City's results to national results (Section 2)
- Priority Investment Ratings (PIR) Analysis that identifies priorities for facilities/ amenities and programs/ activities in the community (Section 3)
- Tabular Data showing the overall results for all questions on the survey (Section 4)
- A copy of the survey instrument (Section 5)

The major findings of the survey are summarized below and on the following pages.

3.2.3 AMENITY, FACILITY, AND PARK USE AND RATINGS

CITY PARK AND FACILITY USE

Residents surveyed were asked, in the last 12-months, if they or members of their household have used any parks or facilities offered by the Brookings Parks, Recreation, and Forestry Department. Eighty-six percent of residents indicated they have and 14% responded that they have not.

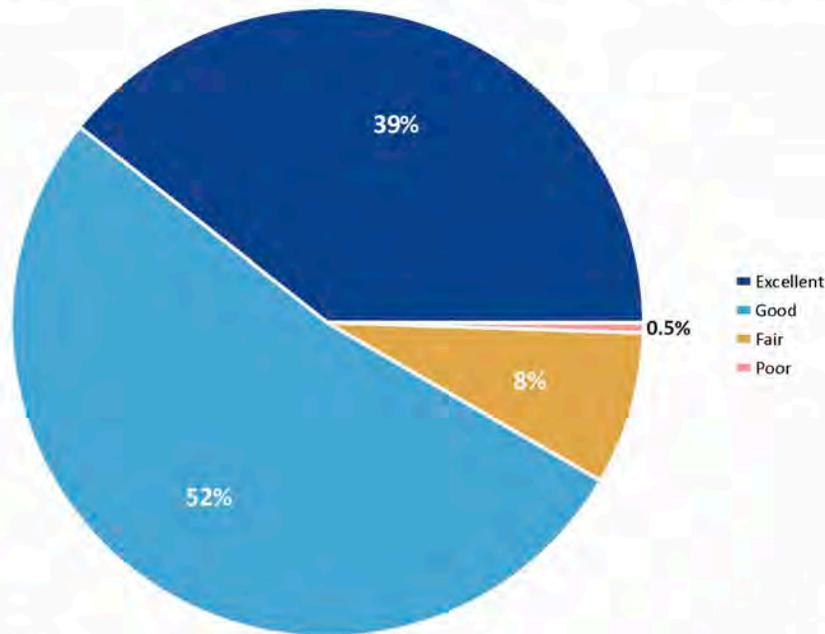
CITY PARK AND FACILITY RATINGS

Of the residents that had indicated they have used a park/facility in the last 12-months (86%); 39% gave the overall quality of parks/facilities a rating of excellent, 52% gave the overall quality of parks/facilities a rating of good, 8% rated the overall quality of parks/facilities as fair, and less than a percent (0.5%) of residents gave the overall quality of parks/facilities a rating of poor. The chart below shows the ratings respondents' gave for the overall quality of parks/facilities.

City of Brookings Community Interest and Opinion Survey: Findings Report (2021)

Q1a. How would you rate the overall quality of parks or facilities that you and members of your household have used?

by percentage of respondents who have used parks or facilities offered by the Brookings Parks, Recreation and Forestry Department in the last 12-months



Source: ETC Institute (2021)

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PARKS AND RECREATION MASTER PLAN

SATISFACTION WITH PARKS AND RECREATION SERVICES

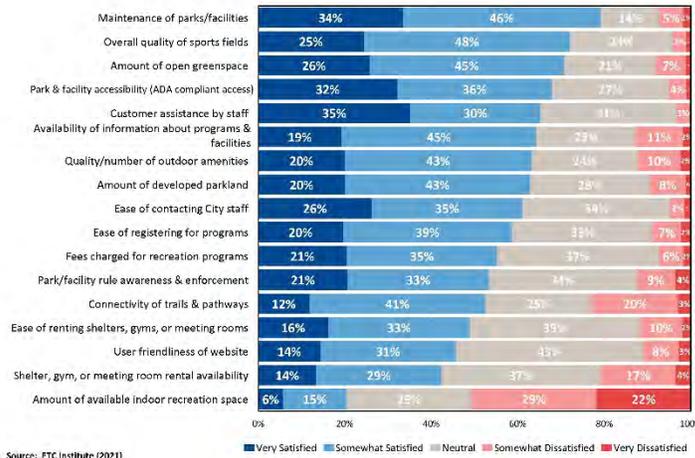
The services that residents are most satisfied with, based on the sum of very satisfied and satisfied responses, are:

- maintenance of parks/facilities (79%),
- overall quality of sports fields (72%),
- amount of open greenspace (71%), and
- park and facility accessibility (68%).

City of Brookings Community Interest and Opinion Survey Findings Report (2021)

Q18. Satisfaction With Parks and Recreation Services

by percentage of respondents using a 5-point scale, where 5 means "very satisfied" and 1 means "very dissatisfied" (without "don't know")



Source: ETC Institute (2021)

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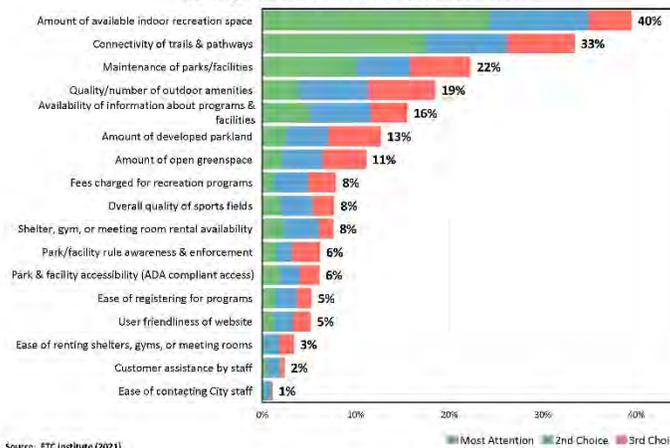
The Parks and Recreation services that residents think should receive the most attention from Brookings over the next five years, based on the sum of respondents' top three choices, are:

- amount of available indoor space (40%),
- connectivity of trails and pathways (33%),
- maintenance of parks/facilities (22%), and
- quality/number of outdoor amenities (19%).

City of Brookings Community Interest and Opinion Survey Findings Report (2021)

Q19. Parks and Recreation Services Residents Think Should Receive the Most Attention from Brookings Over the Next Five Years

by percentage of households who selected the item as one of their top three choices



Source: ETC Institute (2021)

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3.2.4 AMENITY, FACILITY AND PARK NEEDS AND PRIORITIES

FACILITY NEEDS

Respondents were asked to identify if their household had a need for 32 facilities and rate how well their needs for each were currently being met. Based on this analysis, ETC Institute was able to estimate the number of households in the community that had the greatest “unmet” need for various facilities. The four facilities with the highest percentage of households whose needs for facilities are being met 50% or less are listed below.

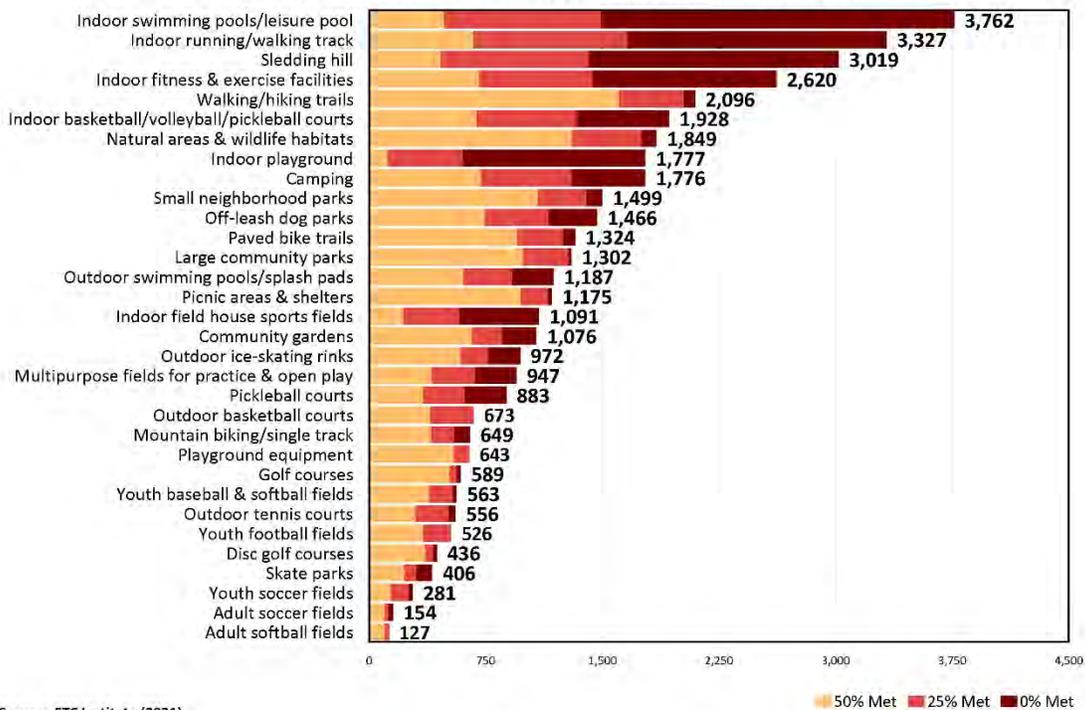
- Indoor Swimming Pools/Leisure Pool: 3,762 households (or 38%)
- Indoor Running/Walking Track: 3,327 households (or 34%)
- Sledding Hill: 3,019 households (or 31%)
- Indoor Fitness and Exercise Facilities: 2,620 households (26%)

The estimated number of households that have unmet needs for each of the 32 facilities that were assessed is shown below.

City of Brookings Community Interest and Opinion Survey: Findings Report (2021)

Estimated Number of Households Whose Need for Facilities Are Being Met 50% or Less

by number of households (based on an estimated 9,887 households in the City of Brookings, SD)



Source: ETC Institute (2021)

50% Met 25% Met 0% Met

PARKS AND RECREATION MASTER PLAN

FACILITY IMPORTANCE

In addition to assessing the needs for each facility, ETC Institute also assessed the importance that residents placed on each one. Based on the sum of respondents' top four choices, the most important facilities to residents were:

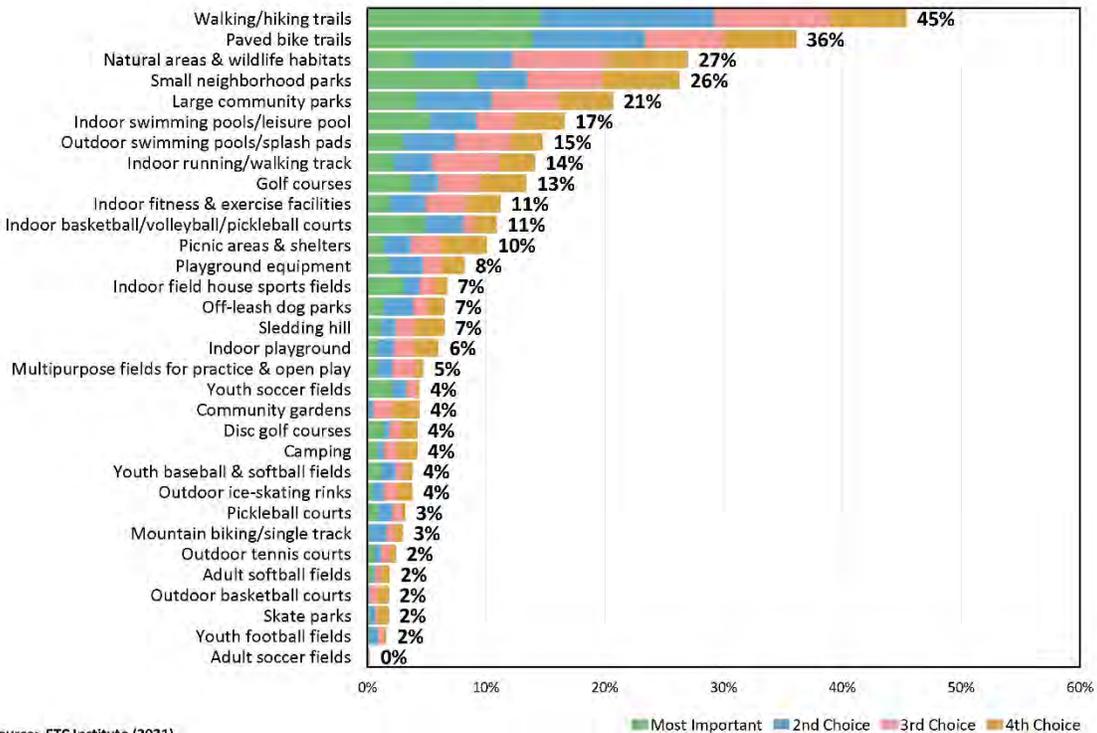
- walking/hiking trails (45%),
- paved bike trails (36%),
- natural areas and wildlife habitats (27%), and
- small neighborhood parks (26%).

The percentage of residents who selected each facility as one of their top four choices is depicted in below.

City of Brookings Community Interest and Opinion Survey: Findings Report (2021)

Q10. Facilities That Are Most Important to Households

by percentage of households who selected the items as one of their top four choices



Source: ETC Institute (2021)

PRIORITIES FOR FACILITY/AMENITY INVESTMENTS

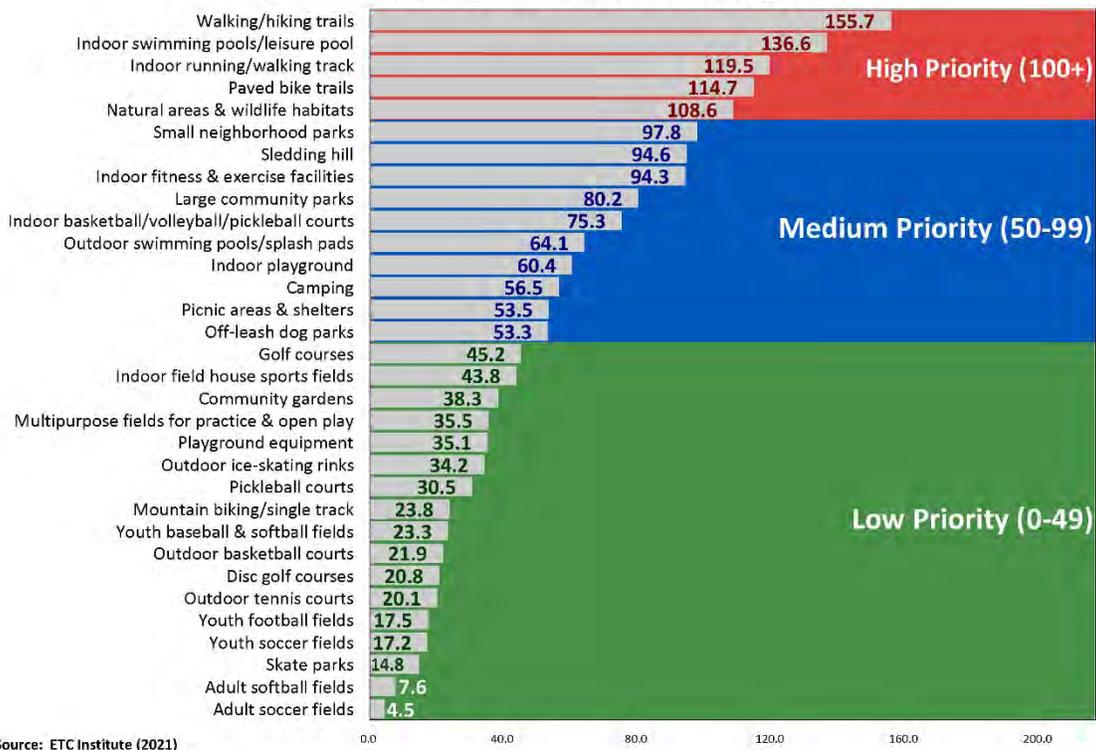
The Priority Investment Rating (PIR) was developed by ETC Institute to provide organizations with an objective tool for evaluating the priority that should be placed on Parks and Recreation investments. The Priority Investment Rating (PIR) equally weighs (1) the importance that residents place on each facility/amenity/program and (2) how many residents have unmet needs for the facility/amenity/program. Details regarding the methodology for this analysis are provided in Section 3 of the report. Based on the Priority Investment Rating (PIR), the five facilities were rated as high priorities for investment are listed below.

- Walking/Hiking Trails (PIR=155.7)
- Indoor Swimming Pools/Leisure Pool (PIR=136.6)
- Indoor Running/Walking Track (PIR=119.5)
- Paved Bike Trails (PIR=114.7)
- Natural Areas and Wildlife Habitats (PIR=108.6)

The chart below shows the PIR for each facility that was rated.

City of Brookings Community Interest and Opinion Survey: Findings Report (2021)

Top Priorities for Investment for Parks and Recreation Facilities Based on the Priority Investment Rating (PIR)



PARKS AND RECREATION MASTER PLAN

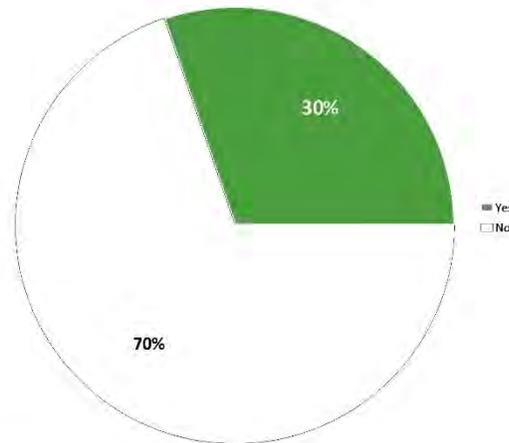
3.2.5 PROGRAM AND ACTIVITY USE AND RATINGS

PROGRAM PARTICIPATION

Three out of ten residents (30%) indicated that they or members of their household have participated in recreation programs, offered by the Parks, Recreation, and Forestry Department, in the last 24-months. Seven out of ten residents (70%) indicated they have not participated in recreation programs offered in the last 24-months.

City of Brookings Community Interest and Opinion Survey: Findings Report (2021)
Q2. In the last 24 months, have you or other members of your household participated in any recreation programs offered by the Parks, Recreation and Forestry Department?

by percentage of respondents



Source: ETC Institute (2021)

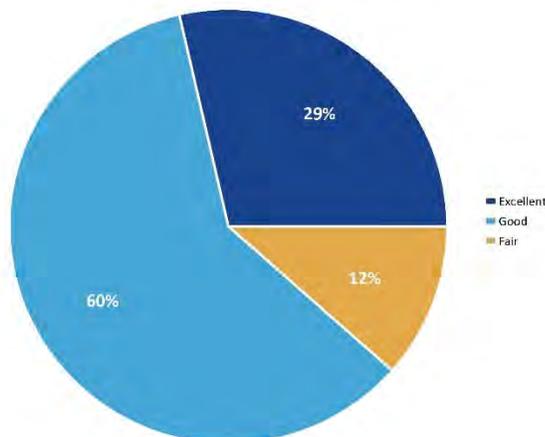
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PROGRAM RATINGS

Of the households that indicated they have participated in recreation programs in the last 24-months (30%); 29% rated the overall quality of programs a rating of excellent, 60% rated the overall quality of programs as good, and 12% rated the overall quality of programs as fair.

City of Brookings Community Interest and Opinion Survey: Findings Report (2021)
Q2a. How would you rate the overall quality of programs that you and members of your household have participated in?

by percentage of respondents who have participated in any recreation program(s) offered by the Brookings Parks, Recreation and Forestry Department in the last 24-months



Source: ETC Institute (2021)

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PREFERRED TIME OF DAY FOR VARIOUS AGE GROUPS TO PARTICIPATE

A portion of this survey was created to analyze what the preferred time of day, for different age groups (children, youth, teen, adults, older adults, and the family), to participate in recreation programs. The most preferred time of day for each age group is below.

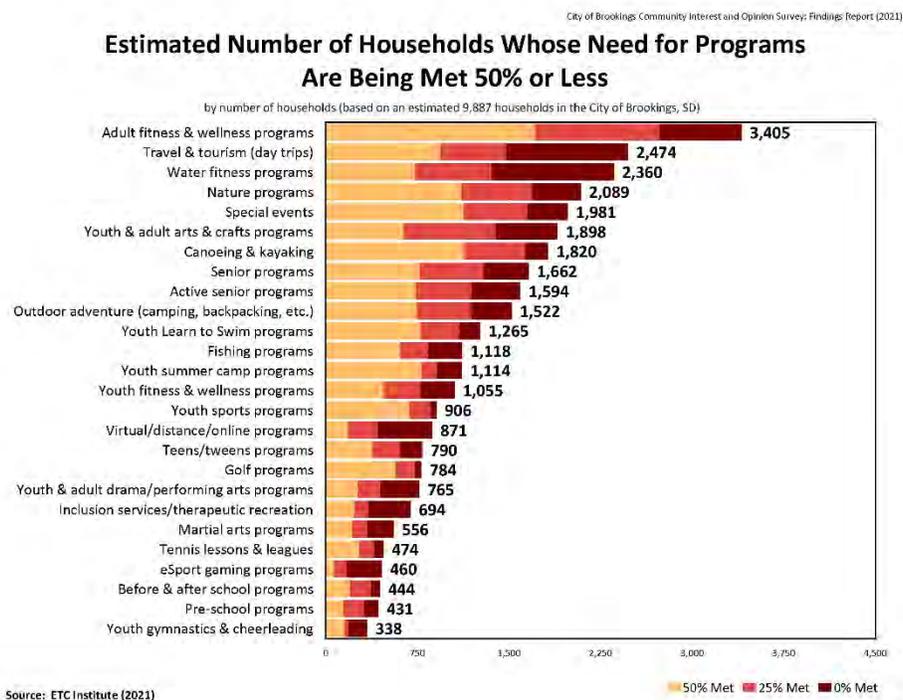
- There is not a significant preferred time of day for households with **children** (under the age of 6 years old) to participate in programs. Twenty-seven percent (27%) of households with children indicated the *evening* (27%), then *morning* (26%), *afternoon* (23%), and 24% said *anytime* is the best preferred time.
- The most preferred time of day for households with **youth** (6 to 12 years old) to participate in programs is the *evening* (29%), followed by *anytime* (27%) and *afternoon*.
- The most preferred time of day for households with **teens** (13 to 17 years old) to participate in programs is the *evening* (37%).
- The most preferred time of day for **adults** (18 to 59 years old) to participate in programs is the *evening* (54%).
- Thirty-nine percent (39%) of households with **older adults** (60 years or older) indicated that the most preferred times of the day to participate in programs is *anytime* and the *morning* (27%).
- The preferred times of day for **families** to use recreation programs are the *evening* (44%) and *anytime* (37%)

PROGRAM NEEDS

Respondents were asked to identify if their household had a need for 26 programs and rate how well their needs for each were currently being met. Based on this analysis, ETC Institute was able to estimate the number of households in the community that had the greatest “unmet” need for various programs. The four programs with the highest percentage of households whose needs are being met 50% or less are listed below.

- Adult Fitness and Wellness Programs: 3,405 households (34%)
- Travel and Tourism (day trips): 2,474 households (25%)
- Water Fitness Programs: 2,360 households (24%)
- Nature Programs: 2,089 households (21%)

The estimated number of households that have unmet needs for each of the 26 programs that were assessed is shown below.



PARKS AND RECREATION MASTER PLAN

PROGRAM IMPORTANCE

In addition to assessing the needs for each program, ETC Institute also assessed the importance that residents placed on each one. Based on the sum of respondents' top four choices, the most valuable programs to residents were:

adult fitness and wellness programs (32%),

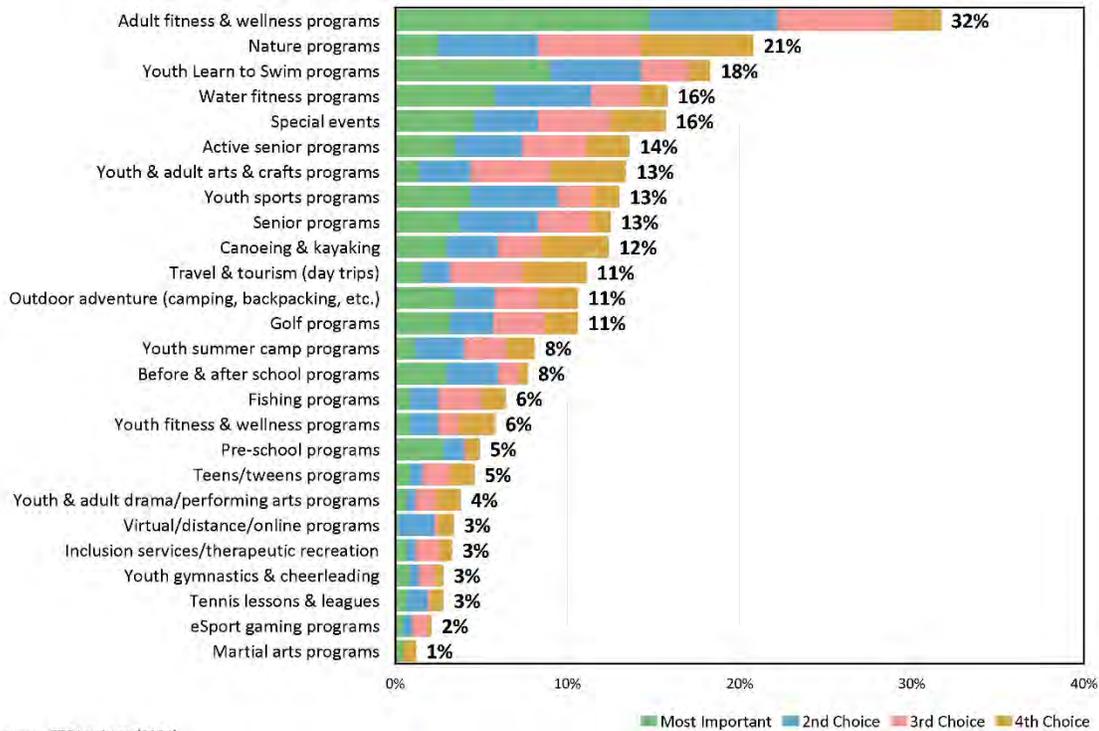
- nature programs (21%),
- youth learn to swim programs (18%), and
- water fitness programs (16%).

The percentage of residents who selected each program as one of their top four choices is depicted below.

City of Brookings Community Interest and Opinion Survey: Findings Report (2021)

Q12. Programs That Are Most Important to Households

by percentage of households who selected the items as one of their top four choices



Source: ETC Institute (2021)

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PRIORITIES FOR PROGRAM INVESTMENTS

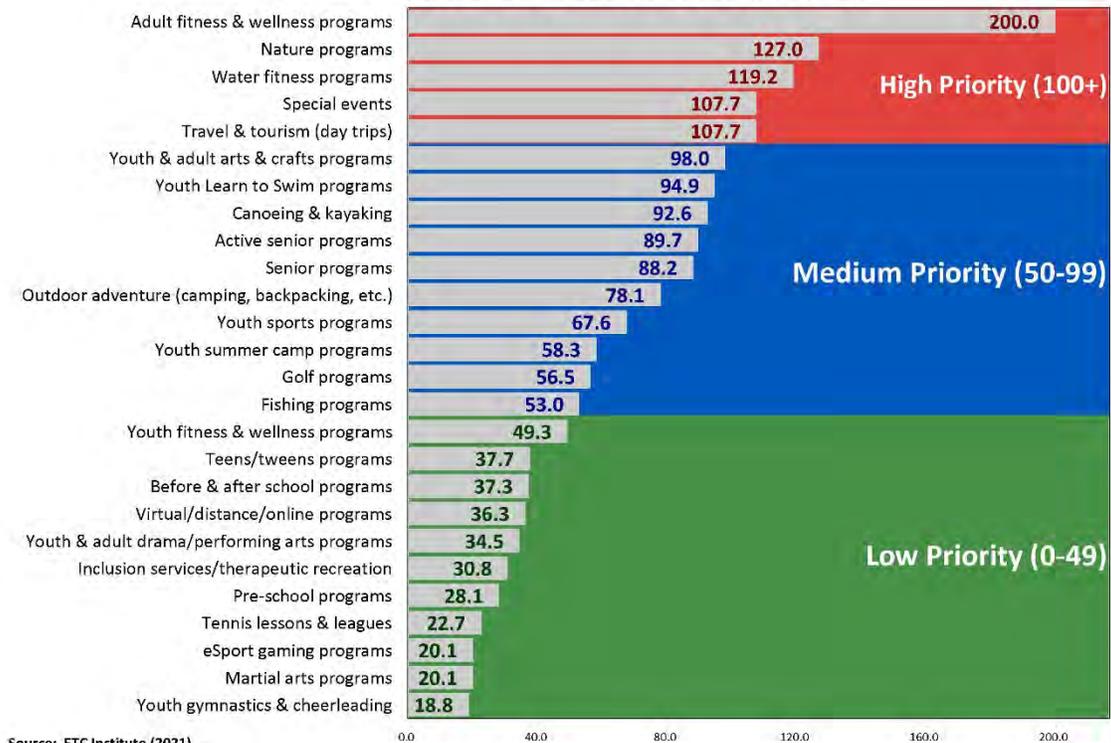
Details regarding the methodology for this analysis are provided above on Page v and in Section 3 of the Findings Report. Based on the Priority Investment Rating (PIR), the five programs were rated as high priorities for investment are listed below.

- Adult Fitness and Wellness Programs (PIR=200.0)
- Nature Programs (PIR=127.0)
- Water Fitness Programs (PIR=119.2)
- Special Events (PIR=107.7)
- Travel and Tourism/Day Trips (PIR=107.7)

The chart below shows the PIR for each program that was rated.

City of Brookings Community Interest and Opinion Survey: Findings Report (2021)

Top Priorities for Investment for Parks and Recreation Programs Based on the Priority Investment Rating (PIR)



Source: ETC Institute (2021)

PARKS AND RECREATION MASTER PLAN

3.2.6 ADDITIONAL FINDINGS

ORGANIZATIONS USED FOR INDOOR/OUTDOOR RECREATION ACTIVITIES

From a list of eleven (11) organizations available for indoor/outdoor recreation activity use, respondent households were asked what organizations they have used during the last 12-months. The top three organizations, that the highest percentage of respondents have visited in the last 12-months, are:

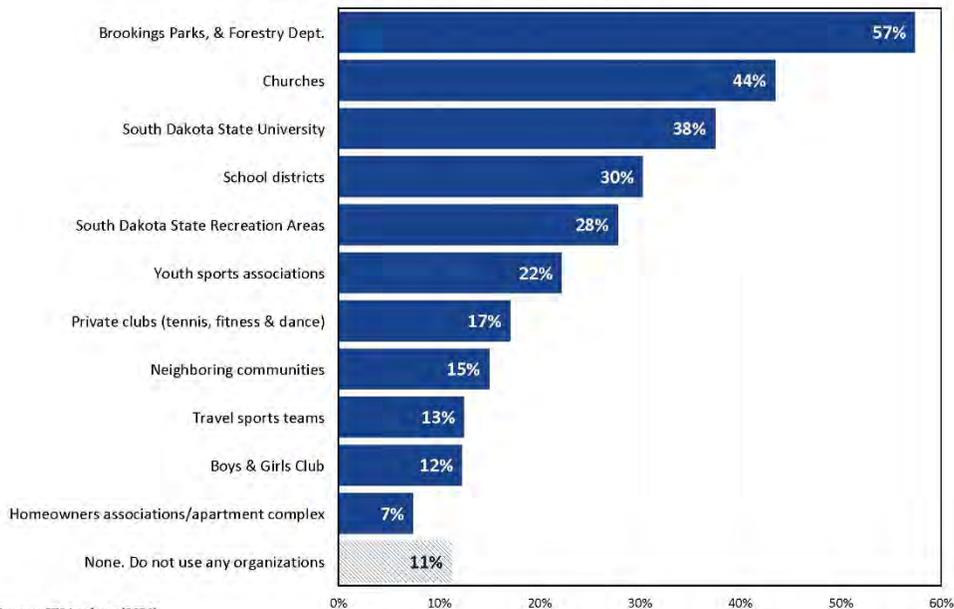
- Brookings Parks, and Forestry Department (57%),
- Churches (44%), and
- South Dakota State University (38%).

The two organizations used by the least percentage of residents are the Boys and Girls Club (12%) and homeowners associations/apartment complex (7%).

City of Brookings Community Interest and Opinion Survey: Findings Report (2021)

Q3. Organizations that households have used for indoor and outdoor recreation activities during the last 12 months.

by percentage of respondents (multiple choices could be selected)



Source: ETC Instituto (2021)

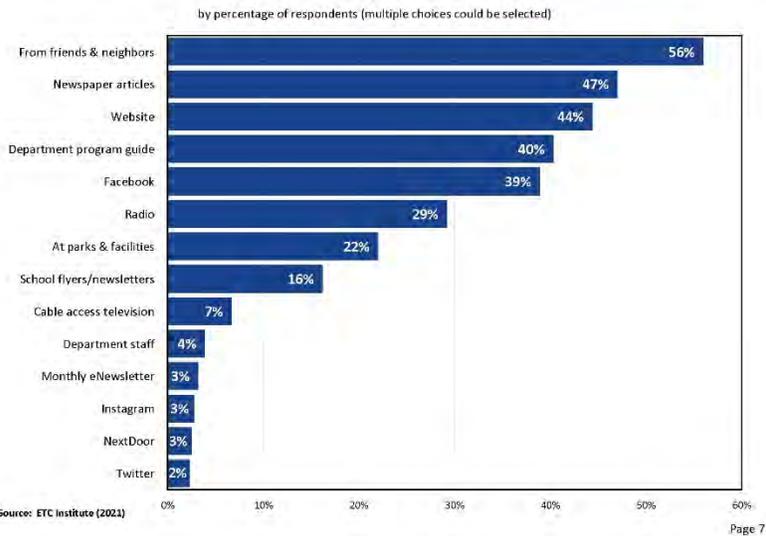
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METHODS RESIDENTS USE TO LEARN ABOUT PROGRAMS AND SERVICES

Residents surveyed were given fourteen (14) methods of communication used for residents to learn about Brookings Parks, Recreation, and Forestry Department programs and services. The top three methods of communication, that the highest percentage of respondents use most to learn about programs and services, are: From friends and neighbors (56%), Newspaper articles (47%), and the website (44%).

City of Brookings Community Interest and Opinion Survey: Findings Report (2021)

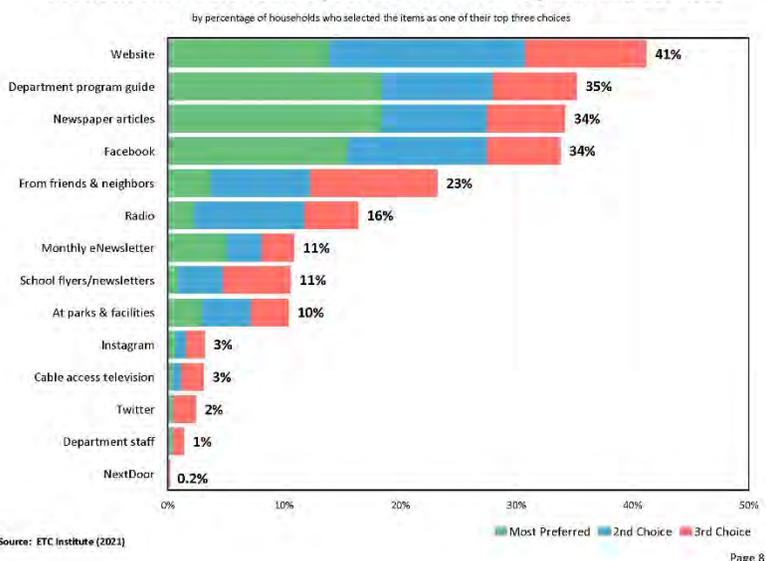
Q4. Ways Residents Learn About Brookings Parks, Recreation, and Forestry Department Programs and Services.



The methods that residents indicated are their most preferred ways to learn about programs and services, based on the sum of respondents' top three choices, are: By the website (41%), Department program guide (35%), Newspaper articles (34%), and Facebook (34%).

City of Brookings Community Interest and Opinion Survey: Findings Report (2021)

Q5. Residents Preferred Ways to Learn About Programs and Services



PARKS AND RECREATION MASTER PLAN

BARRIERS TO FACILITY AND/OR PROGRAM USE/PARTICIPATION

From a list of twenty-one (21) potential reasons, respondent households were asked to indicate the reasons that deter them from using parks, recreation facilities, or programs that are offered by Brookings Parks, Recreation, and Forestry more often. The top four reasons/barriers given, by residents, were:

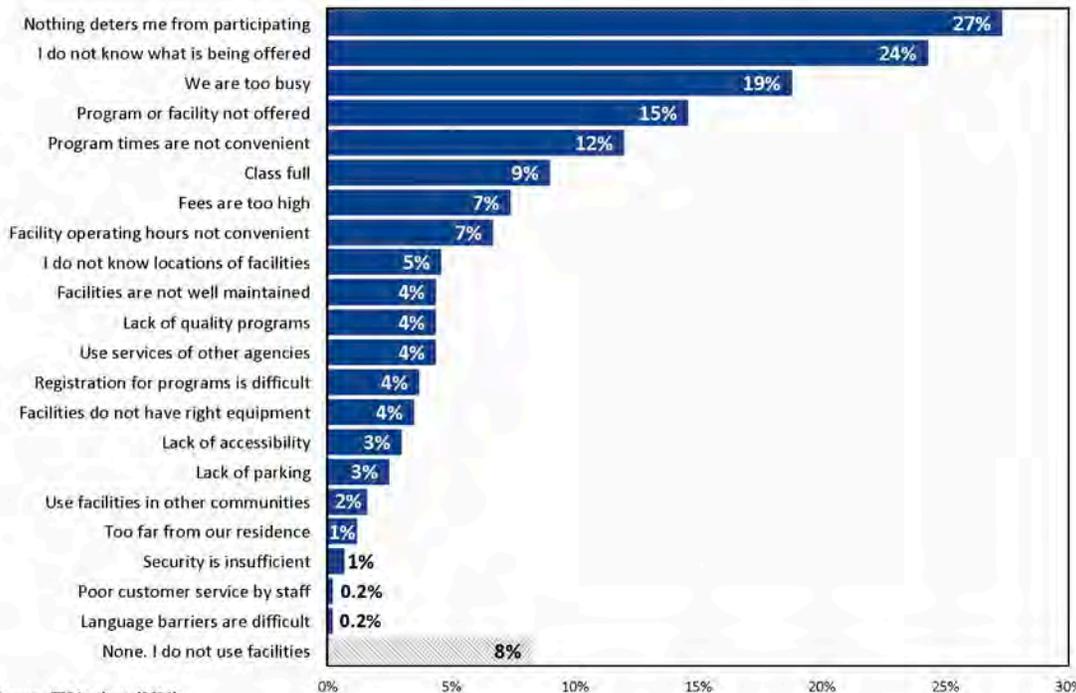
- I do not know what is being offered (24%),
- we are too busy (19%),
- program or facility is not offered (15%), and
- program times are not convenient (12%).

Twenty-seven percent (27%) of residents surveyed responded that nothing deters them/their household from participating in or using parks/recreation facilities or programs.

City of Brookings Community Interest and Opinion Survey: Findings Report (2021)

Q6. Reasons That Deter Households From Using Parks, Recreation Facilities or Programs of Brookings Parks, Recreation and Forestry More Often

by percentage of respondents (multiple choices could be selected)



Source: ETC Institute (2021)

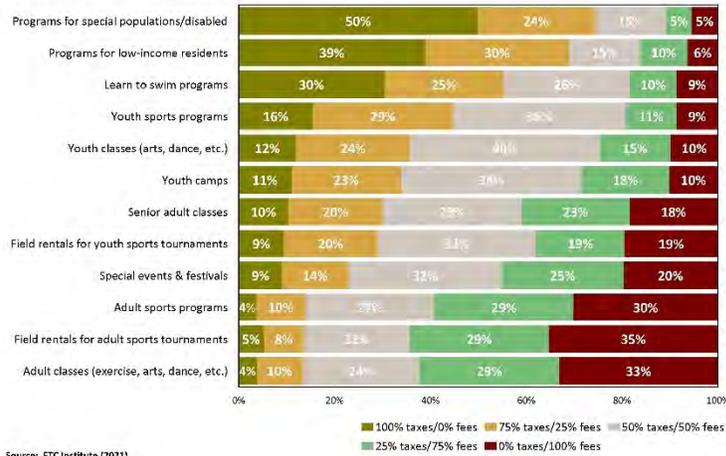
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PROGRAM COSTS

Residents surveyed were asked to indicate their opinion about what percent of Brookings Parks, Recreation, and Forestry Department program costs should be paid by taxes and what percentage should be paid by user fees. The table below shows the sum percentage of residents that indicated program costs should be paid by 25% to 100% of taxes. The top three programs, that residents think costs should be paid by a percentage (25%-100%) of taxes, are: programs for special populations/disabled (95%), programs for low-income residents (94%), and learn to swim programs (91%).

Q7. What percent of Brookings Parks, Recreation and Forestry Department program costs should be paid by taxes and what percent by user fees?

by percentage of respondents using a 5-point scale, where 5 means "100% taxes/0% fees" and 1 means "0% taxes/100% fees" (without "don't know")



Source: ETC Institute (2021)

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The top three programs, that residents think costs should be paid by a percentage (25%-100%) of user fees, are: adult sports programs (96%), adult classes such as exercise, arts, dance, etc. (96%), and field rentals for adult sports tournaments (95%).

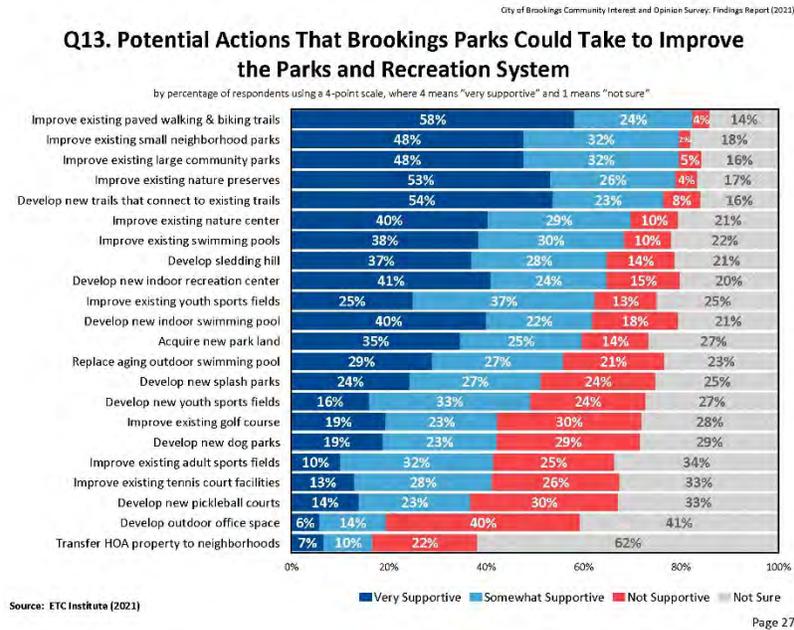
Program Costs Paid With 25% to 100% of Taxes		Program Costs Paid With 25% to 100% of User Fees	
Programs for special populations/disabled	94.6%	Adult sports programs	96.3%
Programs for low-income residents	93.7%	Adult classes (exercise, arts, dance, etc.)	96.2%
Learn to swim programs	91.4%	Field rentals for adult sports tournaments	94.8%
Youth sports programs	91.4%	Special events & festivals	90.9%
Youth classes (arts, dance, etc.)	90.1%	Field rentals for youth sports tournaments	90.6%
Youth camps	89.9%	Senior adult classes	89.6%
Senior adult classes	81.6%	Youth camps	89.0%
Field rentals for youth sports tournaments	80.6%	Youth classes (arts, dance, etc.)	88.1%
Special events & festivals	80.3%	Youth sports programs	84.5%
Adult sports programs	69.9%	Learn to swim programs	69.6%
Adult classes (exercise, arts, dance, etc.)	66.9%	Programs for low-income residents	61.1%
Field rentals for adult sports tournaments	64.8%	Programs for special populations/disabled	50.1%

PARKS AND RECREATION MASTER PLAN

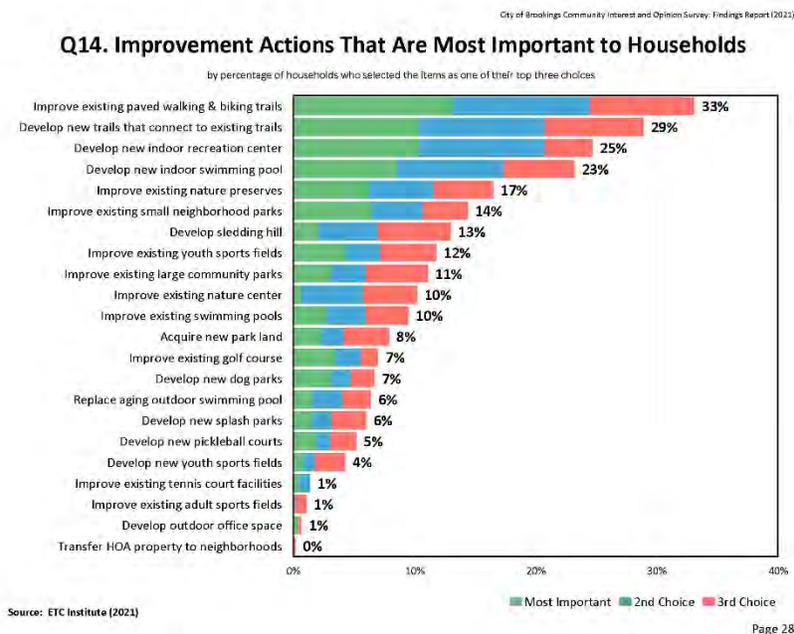
POTENTIAL IMPROVEMENTS

Residents were asked to give their opinion on how much they would support actions that Brookings Parks could take to improve the Parks and Recreation system. The actions with the highest levels of support, based on the sum of *very supportive* and *somewhat supportive* responses by residents *who had an opinion*, are listed below.

- Improve existing paved walking and biking trails (82%)
- Improve existing small neighborhood parks (80%)
- Improve existing large community parks (80%)



The potential actions that are most important to residents, based on the sum of respondents' top three choices, are: improve existing paved walking and biking trails (33%), develop new trails that connect to existing trails (29%), and develop a new indoor recreation center (25%).

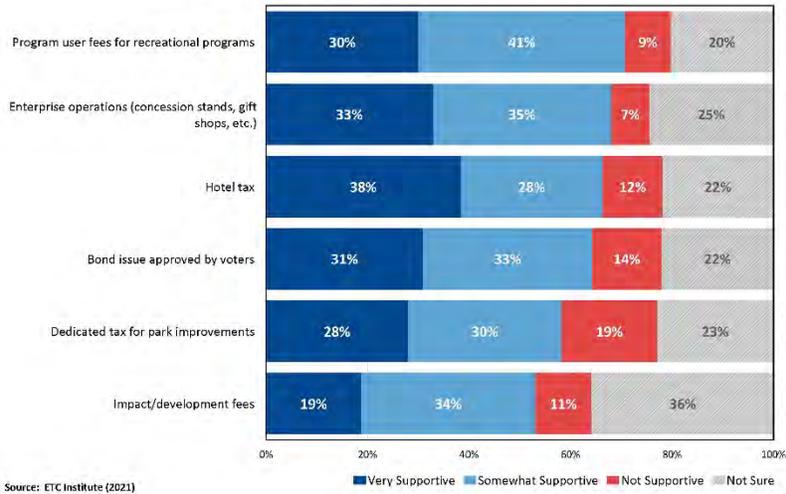


IMPROVEMENT FUNDING

The level of support that households have for potential funding mechanisms that could be used to pay for improvements are listed below. Based on the sum of *very supportive* and *somewhat supportive* responses, the top three potential funding mechanisms residents support to pay for improvements, are: program user fees for recreational programs (71%), enterprise operations (68%), and hotel tax (66%).

Q15. Level of Support Households Have for Potential Funding Mechanisms That Could be Used to Pay for the Improvement Actions

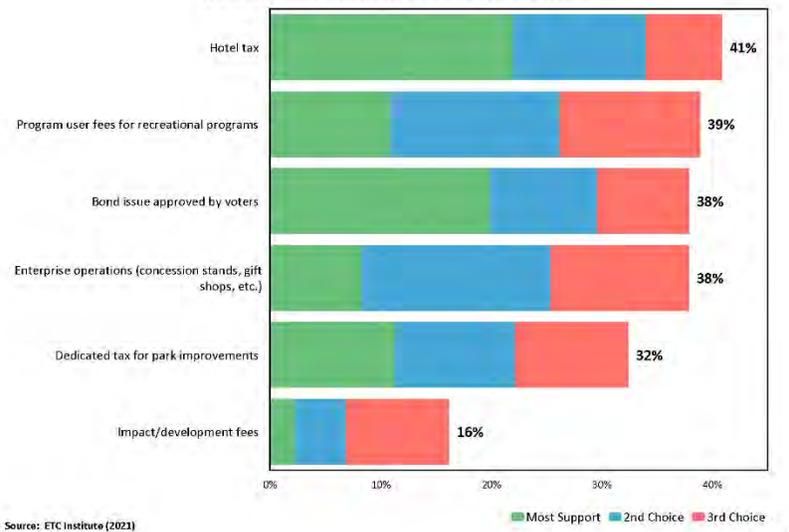
by percentage of respondents using a 4-point scale, where 4 means "very supportive" and 1 means "not sure"



The potential funding mechanisms that residents most support, based on the sum of respondents' top three choices, are a hotel tax (41%) and program user fees for recreational programs (39%).

Q16. Funding Mechanisms Households Most Support

by percentage of households who selected the items as one of their top three choices



PARKS AND RECREATION MASTER PLAN

FUNDING PRIORITIES

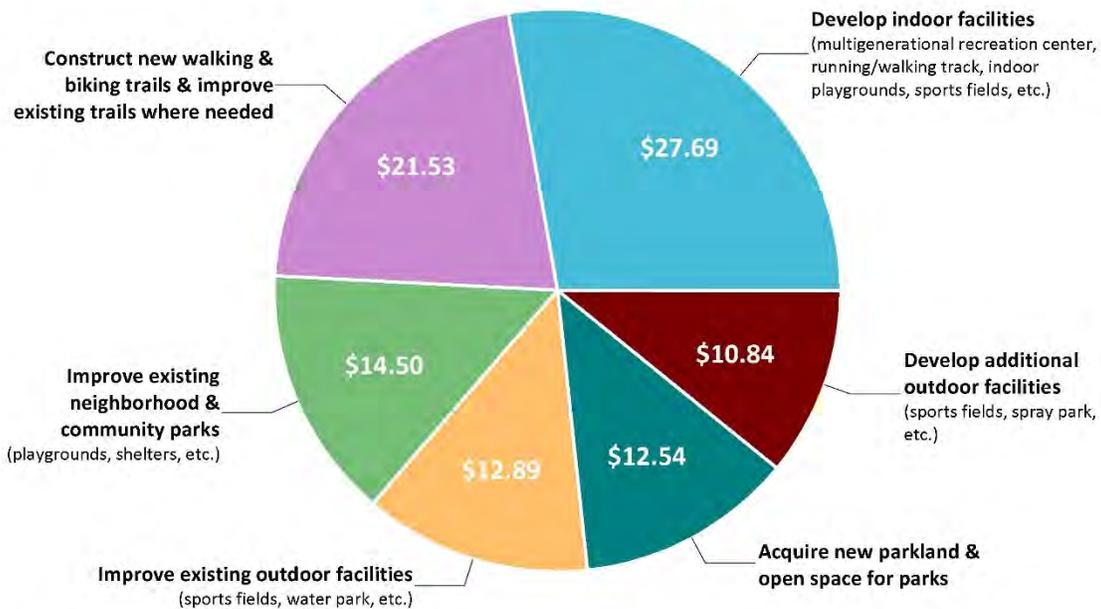
Residents were asked to give their opinion on how to budget and allocate funds among categories of funding that were listed. If residents were given \$100 (hypothetically), based on survey results, how they would prioritize funding is listed below.

- \$27.69 for developing indoor facilities.
- \$21.53 for constructing new walking and biking trails and to improve existing trails where needed.
- \$14.50 for improving existing neighborhood and community parks.
- \$12.89 for improving existing outdoor facilities.
- \$12.54 for acquiring new parkland and open space for parks.
- \$10.85 for developing additional outdoor facilities.

City of Brookings Community Interest and Opinion Survey: Findings Report (2021)

Q17. If you had a budget of \$100, how would you allocate the funds among the categories of funding listed below?

by percentage of respondents



Source: ETC Institute (2021)

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3.2.7 RECOMMENDATIONS

To ensure that the City of Brookings continues to meet the needs and expectations of the community, ETC Institute recommends that the Parks and Recreation Department sustain and/or improve the performance in the areas that were rated as high priorities, as indicated by the Priority Investment Rating (PIR).

The facilities and programs with the highest PIR ratings are listed below

FACILITY PRIORITY INVESTMENTS

- Walking/Hiking Trails (PIR=155.7)
- Indoor Swimming Pools/Leisure Pool (PIR=136.6)
- Indoor Running/Walking Track (PIR=119.5)
- Paved Bike Trails (PIR=114.7)
- Natural Areas and Wildlife Habitats (PIR=108.6)

PROGRAM PRIORITY INVESTMENTS

- Adult Fitness and Wellness Programs (PIR=200.0)
- Nature Programs (PIR=127.0)
- Water Fitness Programs (PIR=119.2)
- Special Events (PIR=107.7)
- Travel and Tourism/Day Trips (PIR=107.7)

3.3 ELECTRONIC SURVEY

An online survey (powered by SurveyMonkey) was completed to gain a better understanding of the characteristics, preferences, and satisfaction levels of Brookings Parks, Recreation, & Forestry users. The survey was open for just over five weeks, from March 22nd through April 28th, 2021, and received a total of 565 responses.

This online survey mirrored the statistically-valid survey conducted back by ETC Institute. This allowed residents who may have not been randomly selected to participated in the statistically-valid surveys an opportunity to be part of the community input process. The results of the Electronic Survey can be found in **Appendix 3**.

An important distinction is made between the general Online Community Survey and the Statistically-Valid Survey (besides the statistical validity of the results); that is, 30% of the Statistically-Valid Surveys were taken by current or recent users of the system compared with 46% of the general Online Community Survey participants being current or recent users. Therefore, the Statistically-Valid Survey provides a more representative sample of the City's population as a whole, while the Online Community Survey provides (potentially) more insight to existing user opinion.

Overall, the findings from the Online Community Survey are rather similar to the Statistically-Valid Survey results. In many instances, the results mirror each other. The following pages outline the key takeaways from a comparison of both surveys.



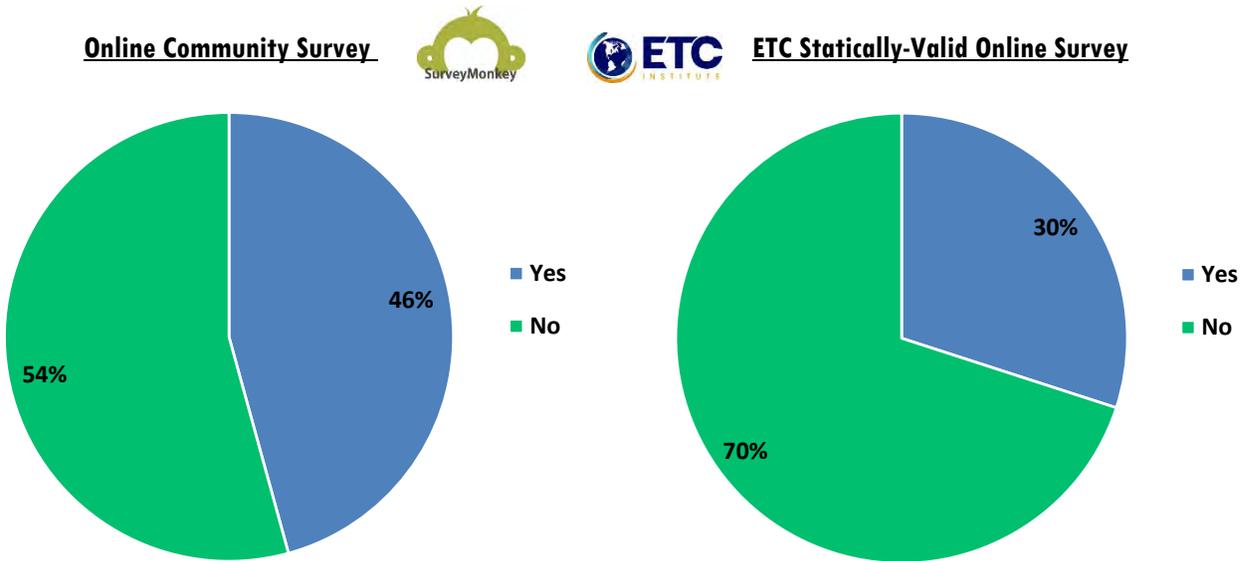
PARKS AND RECREATION MASTER PLAN

3.3.1 KEY SURVEY SIMILARITIES

The following response areas generated similar results between both surveys.

PROGRAM PARTICIPATION

Program participation was approximately 16% greater in the Online Community Survey (46%) versus the ETC Statistically-Valid Survey (30%).



PREFERRED COMMUNICATION METHODS

Both surveys resulted in the same top three preferences regarding preferred communication methods.

- | | |
|--|---|
| <p>Online Community Survey</p> <ol style="list-style-type: none"> 1. Website 2. Facebook 3. Department Program Guide | <p>ETC Statistically-Valid Survey</p> <ol style="list-style-type: none"> 1. Website 2. Department Program Guide 3. Facebook |
|--|---|

PARTICIPATION BARRIERS

The top three barriers for more participation were also the same for both the Online Community Survey and the ETC Statistically-Valid Survey.

- | | |
|---|--|
| <p>Online Community Survey</p> <ol style="list-style-type: none"> 1. I don't know what is being offered 2. Program or facility not offered 3. We are too busy | <p>ETC Statistically-Valid Survey</p> <ol style="list-style-type: none"> 1. I don't know what is being offered 2. We are too busy 3. Program or facility not offered |
|---|--|

PARKS/FACILITIES NEEDS

The top five most “needed” facilities/amenities were the same for both surveys with just the order of priority reversed on some amenities

<u>Online Community Survey</u> 	<u>ETC</u>  <u>Statistically-Valid Survey</u>
1. Walking/hiking trails	1. Walking/hiking trails
2. Large community parks	2. Small neighborhood parks
3. Paved bike trails	3. Natural areas and wildlife habitats
4. Small neighborhood parks	4. Large community parks
5. Natural areas and wildlife habitats	5. Paved bike trails

PROGRAM NEEDS

Three of the top five “needed” programs were the same in both the Online Community Survey and the ETC Statistically-Valid Survey (Adult fitness and wellness programs, Nature programs, and Canoeing/ kayaking).

<u>Online Community Survey</u> 	<u>ETC</u>  <u>Statistically-Valid Survey</u>
1. Adult fitness and wellness programs	1. Adult fitness and wellness programs
2. Youth Learn to Swim programs	2. Nature programs
3. Youth sports programs	3. Canoeing and kayaking
4. Nature programs	4. Special events
5. Canoeing and kayaking	5. Water fitness programs

MOST IMPORTANT IMPROVEMENT ACTIONS

When analyzing the most important improvement actions, four of the top five actions were the same in both surveys. With the only difference being action item #5 switching from “Improving existing swimming pools” to “Improve existing nature preserves”.

<u>Online Community Survey</u> 	<u>ETC</u>  <u>Statistically-Valid Survey</u>
1. Develop new indoor recreation center	1. Improve existing paved walking and biking trails
2. Develop new indoor swimming pool	2. Develop new trails that connect to existing trails
3. Improve existing paved walking and biking trails	3. Develop new indoor recreation center
4. Develop new trails that connect to existing trails	4. Develop new indoor swimming pool
5. Improve existing swimming pools	5. Improve existing nature preserves

PARKS AND RECREATION MASTER PLAN

PARKS & RECREATION SERVICES NEEDING MOST ATTENTION

In reviewing the parks and recreation services that are in need of the most attention, both the Online Community Survey and the ETC Statistically-Valid Survey had the same top five answers.

Online Community Survey 	 Statistically-Valid Survey
--	---

- | | |
|--|--|
| <ol style="list-style-type: none">1. Amount of available indoor recreation space2. Connectivity of trails and pathways3. Maintenance of parks/facilities4. Availability of information about programs and facilities5. Quality/number of outdoor amenities | <ol style="list-style-type: none">1. Amount of available indoor recreation space2. Connectivity of trails and pathways3. Maintenance of parks/facilities4. Quality/number of outdoor amenities5. Availability of information about programs and facilities |
|--|--|

3.3.2 IMPLICATIONS

After analyzing the data collected from the public engagement process, there are several public priorities that rose to the surface:

- Adult fitness and wellness programs and nature programs are top community priorities
- Walking/hiking trails, large community parks, paved bike trails, small neighborhood parks, and natural areas and wildlife habitats are important park/facility needs
- Desire for an indoor aquatic facility and indoor recreation multi-purpose center
- There is a willingness to financially support improving and maintaining existing facilities/amenities as well as developing new facilities
- Focusing on the City's website, Facebook page, and Department Program Guide will be important in communication efforts
- The community understands there is a need for tax subsidy AND user fees to help sustain the system; additionally, there is commonality among the type of services that should be more user fee-based and those that should be funded more with tax dollars

CHAPTER FOUR – PARKS, FACILITIES, AND PROGRAM ANALYSIS

4.1 PARK CLASSIFICATIONS

4.1.1 INTRODUCTION

In developing design principles for parks, it is important that each park be programmed, planned, and designed to meet the needs of its service area and classification within the overall park and recreation system. Every park, regardless of type, needs to have an established set of outcomes. Park planners/designers design to those outcomes, including operational and maintenance costs associated with the design outcomes.

Each park classification category serves a specific purpose, and the features and facilities in the park must be designed for the number of age segments the park is intended to serve, the desired length of stay deemed appropriate, and the uses it has been assigned. Recreation needs and services require different design standards based on the age segments that make up the community that will be using the park. A varying number of age segments will be accommodated with the park program depending on the classification of the park. The age segments used for this purpose are broken into the following sets and subsets:

- Ages 0-17
 - Ages 0-5
 - Ages 6-12
 - Ages 13-17
- Ages 18-34
 - Ages 18-24
 - Ages 25-34
- Ages 35-54
 - Ages 35-44
 - Ages 45-54
- Ages 55-74
 - Ages 55-64
 - Ages 65-74
- Ages 76+

DEFINITIONS

Land Usage: The percentage of space identified for active or passive use within a park. A park master plan should follow land usage guidelines.

- **Active Use:** An area that requires more intensive development to support the desired recreation activities. Spaces are designed specifically to encourage people to congregate and interact with each other. Active areas include built amenities, such as playgrounds, splash pads, sports courts or fields, community centers, program pavilions, swimming pools, rentable shelters, and similar amenities. Active may also be used in reference to a program or activity that requires a more vigorous physical effort to participate, such as playing sports, swimming, working out, skating, etc.
- **Passive Use:** An area that has minimal to no development, usually for the purpose of providing non-programmed open space and/or preserving or restoring natural habitat. Areas that are developed are designed to promote casual and frequently self-directed activities, such as hiking, fishing, bird watching, wildlife viewing, picnicking, kite-flying, Frisbee, or similar generally unstructured activities. Built amenities may include trails, boardwalks, fishing piers, benches, picnic tables, grass meadows, etc. Passive may also be used in reference to a program or activity that requires minimal physical exertion to participate, such as attending an arts and crafts class, continuing education program, etc.

Park/Facility Classifications: Includes Mini Park, Neighborhood Park, Community Park, Special Use Park/Facility, School Grounds, Trails, and Nature Preserves/Open Space.

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Signature Facility/Amenity: This is an enhanced facility or amenity which is viewed by community as deserving of special recognition due to its design, location, function, natural resources, etc. A signature facility/amenity is frequently synonymous with the park from the general public's perspective. A signature facility/amenity may also be a revenue facility. Examples include a standalone sports complex, community center, waterpark, destination playground, amenities, or natural features.

Site Features: The specific types of facilities and amenities included within a park. Site features include such elements as a community center, playground, splashpads, picnic shelters, restrooms, game courts, trails, open meadows, nature preserves, etc. These types of amenities are categorized as lead or support amenities. Community demographics and needs should be considered when identifying site features for a park.

Revenue Facilities: These include facilities that charge a fee to use in the form of an admission fee, player fee, team fee, or permit fee. These could include pools, golf courses, tennis courts, recreation centers, sport field complexes, concession facilities, hospitality centers, reservable shelters, outdoor or indoor theatre space, and special event spaces.

User Experiences: The type of intentional recreation experiences a user has available to them when visiting a park. A park master plan should incorporate user experience recommendations based on the following types of experiences:

- **Leader-Directed Experiences:** An experience received from a facility, amenity, or service where participant involvement is directed by a leader and supervision is required for participation. These experiences, usually provided through an organized class, often promote skill development or learning, but may be for recreational purposes only. Leader-directed experiences typically require advance registration and include a user fee to participate. Examples include day camps, learn-to-swim programs, environmental education classes, sports leagues, etc. Certain types of special events, such as concerts, 5K fun runs/walks, or similar events that rely on the performance or significant coordination of someone to occur are also considered leader-directed experiences.
- **Self-Directed Experience:** An experience received from a facility, amenity or service that provides opportunities for individuals or groups to participate independently and at their own pace. Supervision, when provided, is primarily to promote safety or regulate attendance. A user fee may or may not be charged, depending on the setting. Advance registration is often not required. Examples include playground or splashpad usage, picnicking, disc golf, nature walks, walking a dog, etc. General use of a community center, such as using fitness equipment, using the gym or indoor aquatic during open times, or walking the track, are also considered self-directed experiences.

4.1.2 PARK CLASSIFICATIONS

MINI PARKS

Mini parks are generally small, (usually four acres or less) and have a service area of one-quarter (1/4) mile or less. These parks specialize in one or two types of services or facilities and are intended to the adjacent neighborhoods. As the neighborhood needs change, the focus of mini parks can change. The parks typically contain a children's play area, a picnic area, and possibly a basketball court.

The City of Brookings inventory includes Indian Hills Park, Lions Park, Sarah Renee Park, Southside Park, and Valley View Park.

Mini parks are not designed to accommodate more than very limited recreation services. They are typically able to provide recreation services for one user group such as a playground, splashpad, benches for walkers, landscape, and trails for enjoyment of the natural environment or display of public artwork.

- **Size of park:** Mini Parks are usually under three acres in size. Anything larger would typically be considered a neighborhood park.
- **Service radius:** Several City blocks or less than 1/4 mile in a residential setting.
- **Site selection:** Servicing a specific recreation need, ease of access from the surrounding area, and linkage to the community pathway system are key concerns when selecting a site. Ideally, it will have adjacency to other park system components,

most notably greenways, and the trail system. Location is determined by the needs of the neighborhood, partnership opportunities and the availability and accessibility of land.

- Length of stay: One-hour experience or less.
- Site features: Community input through the public meeting process needs to be the primary determinant of the development program for this type of park. Mini Parks are not designed to accommodate more than very limited recreation use. They are typically able to provide recreation use for one user group such as a playground or splash pad for youth, benches for walkers, landscape, and trails for enjoyment of the natural environment or display of artwork for the local neighborhood. Amenities are ADA compliant. Although demographics and population density play a role in location, the justification for a Mini Park lies more in servicing a specific recreation need or taking advantage of a unique opportunity. Given the potential variety of Urban Plaza activities and locations, services can vary.
- Landscape design: Appropriate design to enhance the park theme/use/experience.
- Revenue facilities: None.
- Land usage: 90% active/10% passive. The character may be one of intensive use or aesthetic enjoyment. Area businesses and residents should be encouraged to assist in policing and the day-to-day maintenance of this type of park, as they are located in downtown areas. The primary function of such a park is to provide recreation space to those areas of the City where population densities limit the available open space.
- User experiences: Predominately self-directed, but a signature amenity may be included which provides opportunities for leader-directed programs. Depending on the size and location, special events could be activated.
- Maintenance standards: Dependent on-site features, landscape design, and park visitation.
- Signage: Directional signage and facility/amenity regulations to enhance user experience.
- Parking: Parking is typically not required.
- Lighting: Site lighting is typically used for security and safety.
- Naming: Consistent with the agency's naming policy for naming of parks, such as being named after a prominent or historic person, event, or natural landmark.

NEIGHBORHOOD PARK

A neighborhood park is typically 3-10 acres in size; however, some neighborhood parks are determined by use and facilities offered and not by size alone. The service radius for a neighborhood park is one half mile or six blocks. Neighborhood parks should have safe pedestrian access for surrounding residents; parking may or may not be included but if included accounts for less than ten cars and provides for ADA access. Neighborhood parks serve the recreational and social focus of the adjoining neighborhoods and contribute to a distinct neighborhood identity.

Currently, the Department has many neighborhood parks within its inventory such as Arrowhead Park, Camelot Park, McClemons Park, and Moriarty Park.

- Size of park: 3 to 10 acres (usable area measured). Preferred size is eight acres.
- Service radius: 0.5-mile radius.
- Site selection: On a local or collector street. If near an arterial street, provide natural or artificial barrier from traffic. Where possible, next to a school. Encourage location to link subdivisions and linked by trails to other parks.
- Length of stay: One-hour experience or less.

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- Site features: One signature amenity (e.g., playground, splashpad, sport court, gazebo); no restrooms unless necessary for a signature amenity; may include one non-programmed sports field; playgrounds for ages 2-5 and 5-12 with some shaded elements; typically, no reservable shelters; loop trails; one type of sport court; no non-producing/unused amenities; benches, small picnic shelter(s) next to play areas. Amenities are ADA compliant.
- Landscape design: Appropriate design to enhance the park theme/use/experience. Customized to demographics of neighborhood; safety design meets established Crime Prevention Through Environmental Design (CPTED) standards; integrated color scheme throughout.
- Revenue facilities: None.
- Land usage: 85% active/15% passive.
- User experiences: Typically, self-directed, but a signature amenity may be included which provides opportunities for leader-directed programs.
- Maintenance standards: Dependent on-site features, landscape design, and park visitation.
- Signage: Directional signage to the park, as well as within the park, and facility/amenity regulations to enhance user experience.
- Parking: Design should include widened on-street parking area adjacent to park, when feasible. Goal is to maximize usable park space. As necessary, provide 5-10 spaces within park including accessible parking spaces. Traffic calming devices encouraged next to park.
- Lighting: Security only. Lighting on all night for security.
- Naming: Consistent with the agency's naming policy for naming of parks, such as being named after a prominent or historic person, event, donor, or natural landmark.

COMMUNITY PARK

Community parks provide diverse recreation opportunities to serve the residents of Brookings. These include active and passive recreation, as well as self-directed and organized recreation opportunities for individuals, families, and small groups. Community Parks often include facilities that promote outdoor recreation and activities such as walking and biking, picnicking, playing sports, playing on playgrounds, and fishing. These sites also include natural areas, emphasizing public access to important natural features. Since community parks may attract people from a wide geographic area, support facilities are required, such as parking and restrooms. Self-directed recreation activities such as meditation, quiet reflection, and wildlife watching also take place at community parks.

Community parks generally range from 10 to 100 acres depending on the surrounding community. Community parks serve a larger area — radius of one to three miles — and contain more recreation amenities than a neighborhood park. Currently, the City of Brookings has many Community Parks that include Dwiggin-Medary Park, Hillcrest Park, Larson Park, Pioneer Park, and Sexauer Park & Campground.

- Size of park: 10 to 100 acres, but ideally 20 to 40 acres.
- Service radius: One to three-mile radius.
- Site selection: On two collector streets minimum and preferably one arterial street. If near arterial street, provide natural or artificial barrier from traffic. Minimal number of residences abutting site. Preference for adjacent or nearby proximity with school or other municipal use. Encourage trail linkage to other parks.
- Length of stay: Two to three hours experience.

- Site features: Four signature amenities at a minimum: (e.g., trails, sports fields, large shelters/ pavilions, community playground for ages 2-5 and 5-12 with some shaded elements, recreation center, pool or family aquatic center, sports courts, water feature); public restrooms with drinking fountains, ample parking, and security lighting. Amenities are ADA compliant. Multi-purpose fields are appropriate in this type of park.
- Landscape design: Appropriate design to enhance the park theme/use/experience. Enhanced landscaping at park entrances and throughout park.
- Revenue facilities: One or more (e.g., picnic shelters, program pavilion, dog park).
- Land usage: 65% active and 35% passive.
- User experiences: Mostly self-directed experiences, but may have opportunities for leader-directed programs based on available site features and community demand.
- Maintenance standards: Dependent on-site features, landscape design, and park visitation.
- Signage: Directional signage to the park, as well as within the park, and facility/amenity regulations to enhance user experience. May include kiosks in easily identified areas of the facility.
- Parking: Sufficient to support the amenities; occupies no more than 10% of the park. Design should include widened on-street parking area adjacent to park. Goal is to maximize usable park space. Traffic calming devices encouraged within and next to the park.
- Lighting: Security lighting and lighting appropriate for signature amenities.
- Naming: Consistent with the agency's naming policy for naming of parks, such as being named after a prominent or historic person, event, donor, or natural landmark.
- Other: Strong appeal to surrounding neighborhoods; integrated color scheme throughout the park; partnerships developed with support groups, schools and other organizations; loop trail connectivity; linked to trail or recreation facility; safety design meets established CPTED standards.

SPECIAL USE PARK

Special use parks are those spaces that do not fall within a typical park classification. A major difference between a special use park and other parks is that they usually serve a single purpose whereas other park classifications are designed to offer multiple recreation opportunities. It is possible for a special use facility to be located inside another park.

Special use parks generally contain one facility or amenity that falls into the following categories:

- **Historic/Cultural/Social Sites** — Unique local resources offering historical, educational, and cultural opportunities. Examples include arboretums, memorials, historic downtown areas, commercial zones, arboretums, display gardens, and amphitheaters. Frequently these are located in community or regional parks.
- **Golf Courses** — 9- and 18-hole complexes with ancillary facilities such as club houses, driving ranges, program space and learning centers. These facilities are highly maintained and support a wide age level of males and females. Programs are targeted for daily use play, tournaments, leagues, clinics and special events. Operational costs come from daily play, season pass holders, concessions, driving range fees, earned income opportunities, and sale of pro shop items.
- **Indoor Recreation Facilities** — specialized or single purpose facilities. Examples include community centers, senior centers, performing arts facilities, and community theaters. Frequently these are located in community or regional parks.
- **Outdoor Recreation Facilities** — Examples include aquatic parks, disk golf, skateboard, BMX, and dog parks, ski area, standalone sports complex, which may be located in a park.

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The City of Brookings has many different special use facilities within its current inventory, such as Bark Park, Northbrook Community Park Community Garden, Dakota Nature Park, Fishback Soccer Complex, Southbrook Softball Complex, and Edgebrook Golf Course.

- **Size of park:** Depends upon facilities and activities included. The diverse character of these parks makes it difficult to apply acreage standards.
- **Service radius:** Depends upon facilities and activities included. Typically serves special user groups while a few serve the entire population.
- **Site selection:** Given the variety of potential uses, no specific standards are defined for site selection. As with all park types, the site itself should be located where it is appropriate for its use.
- **Length of stay:** Varies by facility.
- **Site Features:** Varies by facility.
- **Revenue facilities:** Due to nature of certain facilities, revenue may be required for construction and/or annual maintenance. This should be determined at a policy level before the facility is planned and constructed.
- **Land usage:** Varies by facility.
- **User experiences:** Varies by facility.
- **Maintenance standards:** Dependent on-site features, landscape design, and park visitation.
- **Signage:** Directional signage to the park, as well as within the park, and facility/amenity regulations to enhance user experience. May include kiosks in easily identified areas of the facility.
- **Parking:** On-street or off-street parking is provided as appropriate for facility.
- **Lighting:** Security lighting and lighting appropriate for facility.
- **Landscape design:** Appropriate design to enhance the park theme/use/experience.
- **Naming:** Consistent with the agency's naming policy for naming of parks, such as being named after a prominent or historic person, event, donor, or natural landmark.
- **Other:** Integrated color scheme throughout the park; safety design meets established CPTED standards.

SCHOOL GROUNDS

By combining the resources of two public agencies, such as the City of Brookings the Brookings School District, the school grounds classification allows for expanding the recreation, social, and educational opportunities available to the community in an efficient and cost-effective manner. Through a partnership agreement, the City uses schools for after school programming.

Facilities may include one to three meeting rooms, a kitchen, a game room, a computer lab, and a gym with either three volleyball courts or two basketball courts. The important outcome in the joint-use relationship is that both the school district and the park system benefit from shared use of facilities and land area.

Depending on circumstances, school grounds often complement other community open lands. As an example, an elementary school can serve as neighborhood park providing a playground and open space to the surrounding community during non-school hours. Similarly, a middle school or high school may serve in a number of capacities that could include indoor sport courts, athletic fields, tennis courts, etc.

- **Size:** Variable as it depends on function.
- **Location:** Determined by location of school district property.
- **Site features:** May include playgrounds, tennis courts, basketball courts, athletic fields, and trails.

- Signage: Directional signage to the park, as well as within the park, and facility/amenity regulations to enhance user experience. May include kiosks in easily identified areas of the School Grounds for public use.
- Recreation services: Mainly self-directed recreation activities. Where feasible, if athletic fields are developed on school grounds, they are oriented to youth programming. Establishing a joint-use agreement is recommended to making school ground designations work for both agencies. This is particularly important to maintenance, liability, use, and programming of the facilities.

NATURE PRESERVES/OPEN SPACE

Nature preserves/open space are undeveloped but may include natural or paved trails. Grasslands under power line corridors are one example and creek areas are another. Nature preserves/open space contain natural resources that can be managed for recreation and natural resource conservation values such as a desire to protect wildlife habitat, water quality, and endangered species. Nature preserves/open space also can provide opportunities for nature-based, self-directed, low-impact recreational opportunities such as walking and nature viewing. These lands consist of:

- Individual sites exhibiting natural resources.
- Lands that are unsuitable for development but offer natural resource potential.
- Parcels with steep slopes and natural vegetation, drainage ways and ravines, surface water management areas (man-made ponding areas), and utility easements.
- Protected lands, such as wetlands/lowlands and shorelines along waterways, lakes, and ponds.

The intent of nature preserves/open space is to enhance the livability and character of a community by preserving as many of its natural amenities as possible. Integration of the human element with that of the natural environment that surrounds them enhances the overall experience. The City of Brookings offers many unique nature preserves/open space parks that include Rotary Park, Pheasant Nest, Brookings Prairie, and Gustafson Pond.

- Amenities: May include paved or natural trails, wildlife viewing areas, mountain biking, disc golf, nature interpretation, and education facilities.
- Maintenance standards: Demand-based maintenance with available funding. Biological management practices observed.
- Lighting: None.
- Signage: Directional signage to the park, as well as within the park, and facility/amenity regulations to enhance user experience. May include kiosks in easily identified areas of the facility.
- Landscape design: Generally, none. Some areas may include landscaping, such as entryways or around buildings. In these situations, sustainable design is appropriate.

TRAILS

trails include natural and built corridors that typically support trail-oriented activities, such as walking, jogging, biking, skating, etc. Trails function as linear parks by linking features together and providing green buffers. Trails may be located along abandoned railroad lines, transportation or utility rights-of-way, riparian corridors, or elongated natural areas. Greenways/trails and linear parks may be of various lengths and widths, and these corridors typically support facilities such as viewing areas, benches, and trailheads. Trails between key destinations can help create more tightly-knit communities, provide opportunities for non-motorized transportation, and link to the regional trail system. The Brookings Park system includes the main Ally Frerichs Trail, as well as trails in Dakota Nature Park, and loop trails in other parks are examples of trails.

- Size: Typically, unencumbered land at least 30-feet wide. It may include a trail to support walk, bike, run, and sometimes equestrian type activities. Usually, an urban trail is at minimum 10-feet wide to support pedestrian and bicycle uses. Trails incorporate signage to designate where a user is located and where the trails connect in the community.

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- **Site selection:** Located consistent with approved a community’s comprehensive plan and/or alternative transportation plan as appropriate.
- **Amenities:** Parking and restrooms at major trailheads. May include station points, which include a bench, drink fountain, trail map, and bike repair station, pocket parks/public plazas along the trail.
- **Maintenance standards:** Dependent on-site features, landscape design, and park visitation.
- **Lighting:** Security lighting at trailheads is preferred. Lighting in urbanized areas or entertainment districts as appropriate.
- **Signage:** Mileage markers at half mile intervals. Interpretive kiosks as deemed appropriate.
- **Landscape design:** Coordinated planting scheme in urban areas. Limited or no landscape planting in open space areas with a preference for maintaining natural areas as a buffer to neighbors.
- **Other:** Connectivity to parks or other community attractions and facilities is desirable.

4.2 PARKS AND FACILITIES ASSESSMENT

As part of the life-cycle asset plan, Confluence completed a park assessment of the entire Brookings park system. The full Assessment is located in **Appendix 3**. The following pages outline the methodology and general findings.

In order to understand the current park, open space, and facility resources owned or managed by the City of Brookings Department of Parks, Recreation, and Forestry, the Consulting Team completed an inventory and assessment of all of these resources and assets in the fall of 2020. This assessment included a park tour by Department staff to gain an overview and feel of the system, followed by individual trips to further analyze and assess the amenities.

The purpose of this assessment was to inventory the park system’s existing amenities, evaluate the condition and identify opportunities for improvement. The assessment was utilized, along with other technical research reports, to assist with ‘Level of Service’ analysis and the final Park and Recreation System Plan including recommendations and action strategies.

4.2.1 ASSESSMENT METHODOLOGY

Each facility or amenity visited was inventoried and assessed for quality. The following sections, categorizations, and ratings were used to asses each asset:

- **Site Location & General Site Description:** This section includes a physical address, the size of the asset, classification of the amenity (ex, Neighborhood Park, Community Park, Special Use Park, etc.), and any special maintenance requirements associated with the park or facility.
- **Inventory of Amenities & Condition:** This section includes a comprehensive list of amenities available at the site, as well as a notation regarding ADA accessibility. The condition of each amenity is rated using a 3-point scale: Excellent Condition (+); Good Condition (0); Needs Attention (-).
- **Strengths & Opportunities:** In this section, the Consultant lists the relative strengths and improvement considerations associated with the resource. This can be used to inform maintenance priorities and the Capital Improvement Plan.
- **Photo Inventory:** This section shows photos of the site at the time it was assessed, to complement the written descriptions of the site’s current status.

4.2.2 PARK ASSESSMENT BY CLASSIFICATION

MINI PARKS

Mini Parks in Brookings consistently provide the following amenities:

- Park shelter
- Playground
- Sport court, generally basketball
- Limited site lighting
- Accessible walkways between amenities
- Park identification signage

Size: Varies from 2.3 acres (Lions Park) to 3.9 acres (Indian Hills Park) with a median size of 2.7 acres and an average of 3.8 acres.

Existing Mini Parks: Indian Hills Park, Lions Park, Sarah Renee Park, Southside Park, and Valley View Park

Evaluation & Opportunities: Opportunities for additional experiences at Mini Parks may include:

- Add ADA access to features, where missing
- Court improvements
- Playground equipment and surfacing updates
- Park signage updates



Indian Hills Park



Southside Park



Valley View Park



Sarah Renee Park

PARKS AND RECREATION MASTER PLAN

NEIGHBORHOOD PARKS

Neighborhood Parks in Brookings consistently provide the following amenities:

- Park shelter
- Park Restrooms (excluding McClemons Park)
- Playground
- Sport court, generally basketball (predominantly full court or multiple hoops)
- Flex field lawn area with backstop
- Recreation Trail or Trail Access
- Limited site lighting
- Park identification signage

Size: Varies from 3.4 acres (McClemons Park) to 11.6 acres (Arrowhead Park) with a median size of 7.3 acres and an average of 8.2 acres.

Existing Neighborhood Parks: Arrowhead Park, Camelot Park, McClemons Park, and Moriarty Park.

Evaluation & Opportunities: Opportunities for additional experiences at Neighborhood Parks may include:

- Add ADA access to features, where missing
- Court improvements
- Playground equipment and surfacing updates
- Add splash pad within park system
- Trail updates or expansion
- Park signage updates



Arrowhead Park



Camelot Park



McClemons Park



Moriarty Park

COMMUNITY PARKS

Community Parks in Brookings consistently provide the following amenities:

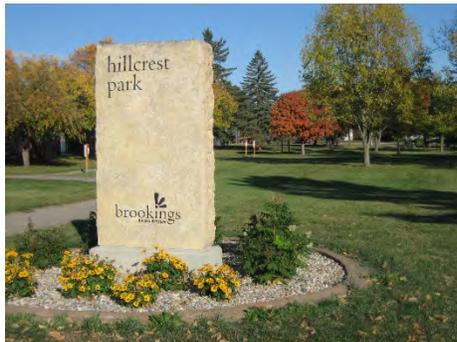
- Park shelter
- Playground
- Sport court, generally basketball (predominantly half court)
- Flex field lawn area with backstop
- Drinking fountain
- Limited site lighting
- Accessible walkways between amenities
- Park identification signage

Size: Varies from 17.0 acres (Pioneer Park) to 22.5 acres (Dwiggins-Medary Park) with a median size of 19.2 acres and an average of 19.38 acres.

Existing Community Parks: Dwiggins-Medary Park, Hillcrest Park, Larson Park, Pioneer Park, and Sexauer Park & Campground

Evaluation & Opportunities: Opportunities for additional experiences at Community Parks may include:

- Add Miracle Ballfield
- Add Public Wi-Fi Access
- Court improvements
- Playground equipment and surfacing updates
- Expand amenities - Pickleball
- Add sledding hill within park system
- Trail expansion
- Parking lot repairs or improvements
- Park signage updates



Hillcrest Park



Larson Park



Pioneer Park



Sexauer Park

PARKS AND RECREATION MASTER PLAN

SPECIAL USE PARKS

Size: Varies from 0.25 acres (Bark Park) to 150 acres (Edgebrook Golf Course) with a median size of 60 acres and an average of 56.6 acres.

Existing Special Use Parks:

	<u>Amenity</u>
Bark Park	Dog Park
Dakota Nature Park	Walking, Biking, and Pond Recreation
Edgebrook Golf Course	18 Hole and 9 Hole Course
Fishback Soccer Complex	10 Full-sized Soccer Fields
Northbrook Park Community Garden	Community Garden Plots and Support Amenities
Southbrook Softball Complex	5 Field Softball Complex

Evaluation & Opportunities: Opportunities for additional experiences at Neighborhood Parks may include:

- Improve or expand trails
- High demand for garden plots; consider additional location
- Add second dog park within the system
- Consider additional campground sites



Bark Park



Dakota Nature Park



Southbrook Softball Complex



Fishback Soccer Complex

4.3 LEVEL OF SERVICE STANDARDS

4.3.1 OVERVIEW

Level of Service (LOS) standards are guidelines that define service areas based on population that support investment decisions related to parks, facilities, and amenities. LOS standards are updated over time as industry trends and community demographics change.

The consulting team evaluated park facility standards using a combination of resources. These resources included market trends, demographic data, community and stakeholder input, the statistically-valid community survey, and general observations. The existing level of service was based on analysis of Brookings park system and other service providers in the City (e.g., School District, Boy's and Girl's Club, South Dakota South Dakota, South Dakota Game Fish and Parks, and the Children's Museum). This information allowed standards to be customized to Brookings.

It is important to note that these LOS standards should be viewed as a guide. The standards are to be coupled with conventional wisdom and judgment related to the particular situation and needs of the community. By applying these standards to the population of Brookings, gaps or surpluses in park and facility types are revealed.

4.3.2 PER CAPITA "GAPS"

According to the LOS, there are multiple needs to be met to properly serve the Brookings community today and in the future. The existing level of service meets and exceeds best practices and recommended service levels for many items; however, there are several areas that do not meet recommended standards. Although Brookings meets the standards for total park acres, there is a small deficit for neighborhood, community, and special use, park acreage, as well total miles of trails.

For outdoor amenities, Brookings only shows a shortage a Splashpad. In terms of indoor space, Brookings has a shortage of approximately 22,000 square feet of indoor recreation space and 12,700 of indoor aquatic space.

It should be noted, however, that other providers in Brookings, such as the School District, Boy's and Girl's Club, South Dakota South Dakota, South Dakota Game Fish and Parks, and the Children's Museum, adds to the community inventory measured in the Level of Service. It is important for Brookings to understand its role in the LOS in relation to the other providers in order to position itself by maintaining its importance in providing parks, open space, and trails within the local market.

The standards that follow are based upon population figures for 2020 and 2025, the latest estimates available at the time of analysis.

PARKS AND RECREATION MASTER PLAN

The Level of Service Standard helps to determine community unmet needs based on the Community Survey, NRPA National Standards, best practices in the Upper Midwest area in communities of similar size and nature.

2020 Inventory - Developed Facilities											Current Facility Standards			Five Year Projected Facility Standards		
Amenities	Brookings Inventory	School Inventory	Other Inventory	Total Inventory	Current Service Level based upon population			Recommended Service Levels; Revised for Local Service Area			Meet Standard/ Need Exists	Additional Facilities/ Amenities Needed		Meet Standard/ Need Exists	Additional Facilities/ Amenities Needed	
PARK TYPE:																
Mini/Pocket Parks	15.10		2.73	17.83	0.73	acres per	1,000	0.50	acres per	1,000	Meets Standard	-	Acre(s)	Meets Standard	-	Acre(s)
Neighborhood Parks	32.90			32.90	1.35	acres per	1,000	1.40	acres per	1,000	Need Exists	1	Acre(s)	Need Exists	3	Acre(s)
Community Parks	96.90			96.90	3.98	acres per	1,000	3.75	acres per	1,000	Meets Standard	-	Acre(s)	Meets Standard	-	Acre(s)
Special Use Parks	481.25		30.00	511.25	21.01	acres per	1,000	19.25	acres per	1,000	Meets Standard	-	Acre(s)	Meets Standard	-	Acre(s)
School Parks		7.26		7.26	0.30	acres per	1,000	0.29	acres per	1,000	Meets Standard	-	Acre(s)	Meets Standard	-	Acre(s)
Total Developed Park Acres	626.15	7.26	32.73	666.14	27.37	acres per	1,000	25.19	acres per	1,000	Meets Standard	-	Acre(s)	Meets Standard	-	Acre(s)
Undeveloped (Open Spaces)	71.80			71.80	2.95	acres per	1,000		acres per	1,000	Meets Standard	-	Acre(s)	Meets Standard	-	Acre(s)
Total Park Acres	697.95	7.26	32.73	737.94	30.32	acres per	1,000	25.19	acres per	1,000	Meets Standard	-	Acre(s)	Meets Standard	-	Acre(s)
TRAILS:																
Paved Park Trails	14.14			14.14	0.58	miles per	1,000	0.80	miles per	1,000	Need Exists	5.33	Mile(s)	Need Exists	6.27	Mile(s)
Natural Park Trails	6.70			6.70	0.28	miles per	1,000	0.40	miles per	1,000	Need Exists	3.03	Mile(s)	Need Exists	3.50	Mile(s)
Total Park Trail Miles	20.84			20.84	0.86	miles per	1,000	1.20	miles per	1,000	Need Exists	8.36	Mile(s)	Need Exists	9.77	Mile(s)
On Street Bicycle Trail Miles	8.00			8.00	0.31	miles per	1,000		miles per	1,000	Meets Standard	-	Mile(s)	Meets Standard	-	Mile(s)
OUTDOOR AMENITIES:																
Small Shelters	11.00	-		11.00	1.00	site per	2,212	1.00	site per	5,000	Meets Standard	-	Sites(s)	Meets Standard	-	Sites(s)
Large Shelters	8.00	-		8.00	1.00	site per	3,042	1.00	site per	5,000	Meets Standard	-	Sites(s)	Meets Standard	-	Sites(s)
Youth Baseball Fields	9.00	0.99		9.99	1.00	field per	2,436	1.00	field per	5,000	Meets Standard	-	Field(s)	Meets Standard	-	Field(s)
Adult Baseball Fields	1.00	0.33		1.33	1.00	field per	18,298	1.00	field per	20,000	Meets Standard	-	Field(s)	Meets Standard	-	Field(s)
Softball Fields	6.00	-		6.00	1.00	field per	4,056	1.00	field per	5,000	Meets Standard	-	Field(s)	Meets Standard	-	Field(s)
Rectangular Multi-Purpose Fields	20.00	0.99		20.99	1.00	field per	1,159	1.00	field per	4,000	Meets Standard	-	Field(s)	Meets Standard	-	Field(s)
Basketball Courts	10.00	1.32		11.32	1.00	court per	2,150	1.00	court per	2,500	Meets Standard	-	Court(s)	Meets Standard	-	Court(s)
Tennis / Pickleball Courts	12.00	-		12.00	1.00	court per	2,028	1.00	court per	2,500	Meets Standard	-	Court(s)	Meets Standard	-	Court(s)
Playgrounds	14.00	0.99	1.00	15.99	1.00	site per	1,522	1.00	site per	2,500	Meets Standard	-	Site(s)	Meets Standard	-	Site(s)
Sand Volleyball Courts	7.00	0.33		7.33	1.00	court per	3,320	1.00	court per	5,000	Meets Standard	-	Court(s)	Meets Standard	-	Court(s)
Dog Parks	1.00			1.00	1.00	site per	24,337	1.00	site per	30,000	Meets Standard	-	Site(s)	Meets Standard	-	Site(s)
Skateparks	1.00	-		1.00	1.00	site per	24,337	1.00	site per	40,000	Meets Standard	-	Site(s)	Meets Standard	-	Site(s)
Splashpads				-	1.00	site per	-	1.00	site per	20,000	Need Exists	1	Site(s)	Need Exists	1	Site(s)
Outdoor Pools	1.00	-		1.00	1.00	site per	24,337	1.00	site per	40,000	Meets Standard	-	Site(s)	Meets Standard	-	Site(s)
INDOOR AMENITIES:																
Indoor Recreation Space (Square Feet)	18,000.00		11,000.00	29,000.00	1.19	SF per person		2.00	SF per person		Need Exists	19,674	Square Feet	Need Exists	22,022	Square Feet
Indoor Special Use Space (Square Feet)	72,450.00			72,450.00	2.98	SF per person		2.75	SF per person		Meets Standard	-	Square Feet	Meets Standard	-	Square Feet
Indoor Aquatic Space (Square Feet)	-			-	-	SF per person		0.50	SF per person		Need Exists	12,169	Square Feet	Need Exists	12,756	Square Feet
Current Estimated Population	24,337															
5-Year Projected Population	25,511															

Notes

School inventory has been reduced to a third of the total amount due to the lack of accessibility to the general public.

Other Inventory include parks owned by the State of South Dakota, South Dakota Game, Fish and Parks, Boy's and Girl's Club, and the Children's Museum of South Dakota.

On Street Bicycle Trail Miles, which includes 6 miles of streets with shared lane markings and 2 miles of streets with standard bike lanes, are not included in Total Park Trail Miles.

SDSU and the school district both operate an indoor pool, but both are nearing their lifecycle use and lack accessibility to the general public and were not included.



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PARKS AND RECREATION MASTER PLAN

4.4 GIS MAPPING

Service area maps and standards assist Brookings in assessing where services are offered, how equitable the service distribution and delivery is across the Brookings service area, and how effective the service is as it compares to the demographic densities. In addition, looking at guidelines with reference to population enables Brookings to assess gaps in services, where facilities are needed, or where an area is over saturated. This allows the Brookings city management to make appropriate capital improvement decisions based upon need for a system as a whole and the ramifications those decisions may have on a specific area.

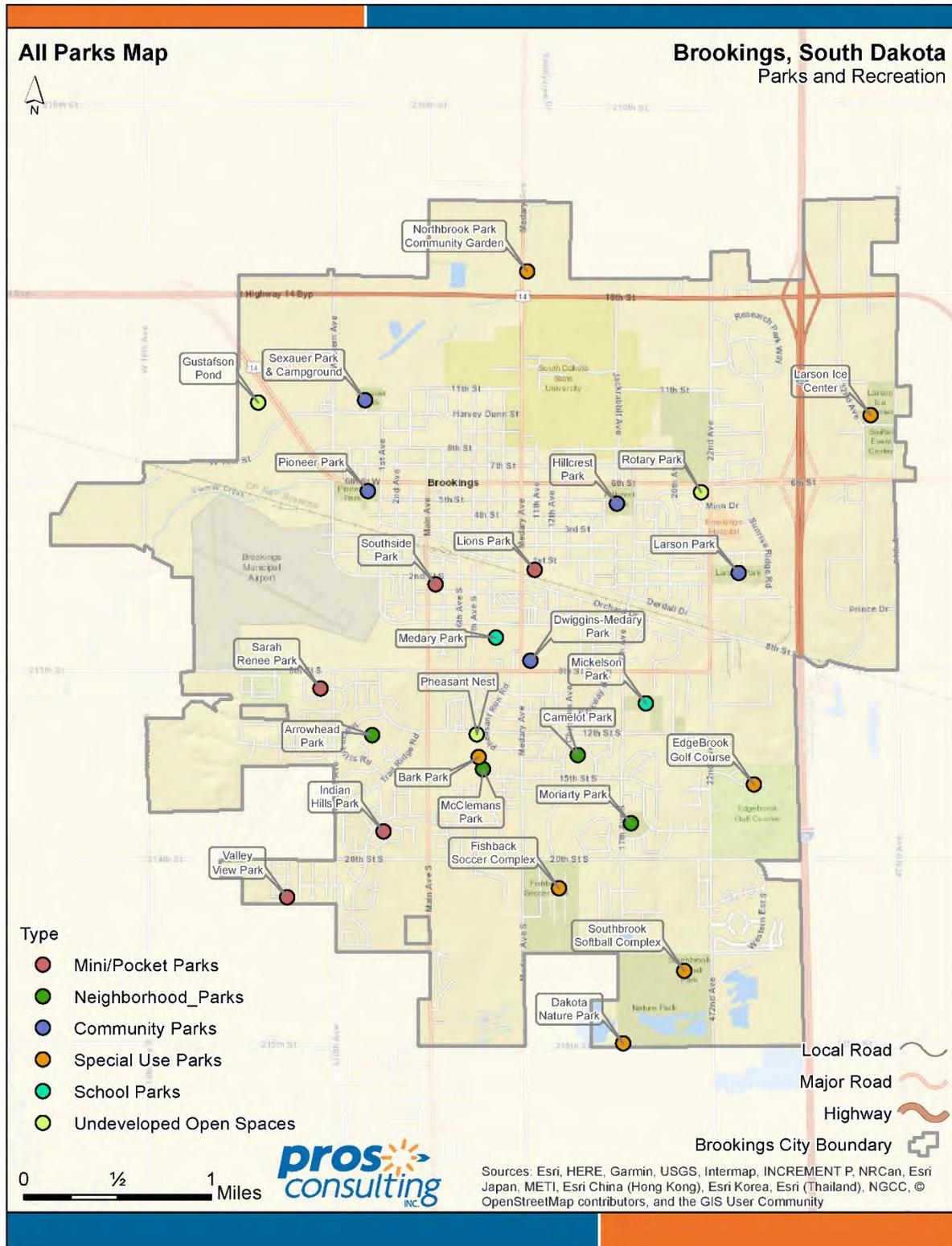
The maps contain several circles, which represent the recommended per capita LOS found on the previous page. The circles' size varies dependent upon the quantity of a given amenity (or acre type) located at one site and the surrounding population density. The bigger the circle, the more people a given amenity or park acre serves and vice versa. Additionally, some circles are shaded a different color which represents the "owner" of that particular amenity or acre type. There is a legend in the bottom left-hand corner of each map depicting the various owners included in the equity mapping process. The areas of overlapping circles represent adequate service, or duplicated service, and the areas with no shading represents the areas not served by a given amenity or park acre type. It should be noted that Brookings has excellent coverage of parks throughout the City.

Service area maps were created for:

- All Parks Location
- Mini/Pocket, Neighborhood, Community, and Special Use Parks
- Mini/Pocket Parks
- Neighborhood Parks
- Community Parks
- Special Use Parks
- School Parks
- Undeveloped Open Space
- Adult Baseball Fields
- Basketball Courts
- Dog Parks
- Indoor Aquatics
- Indoor Recreation
- Indoor Special Use
- Large Shelters
- Natural Trails
- Outdoor Pools
- Paved Trails
- Playgrounds
- Rectangular Multi-Purpose Fields
- Sand Volleyball Courts
- Skateparks
- Small Shelters
- Splashpads
- Tennis / Pickleball Courts
- Youth Baseball Fields

4.4.1 SERVICE AREA MAPS

ALL PARKS LOCATION

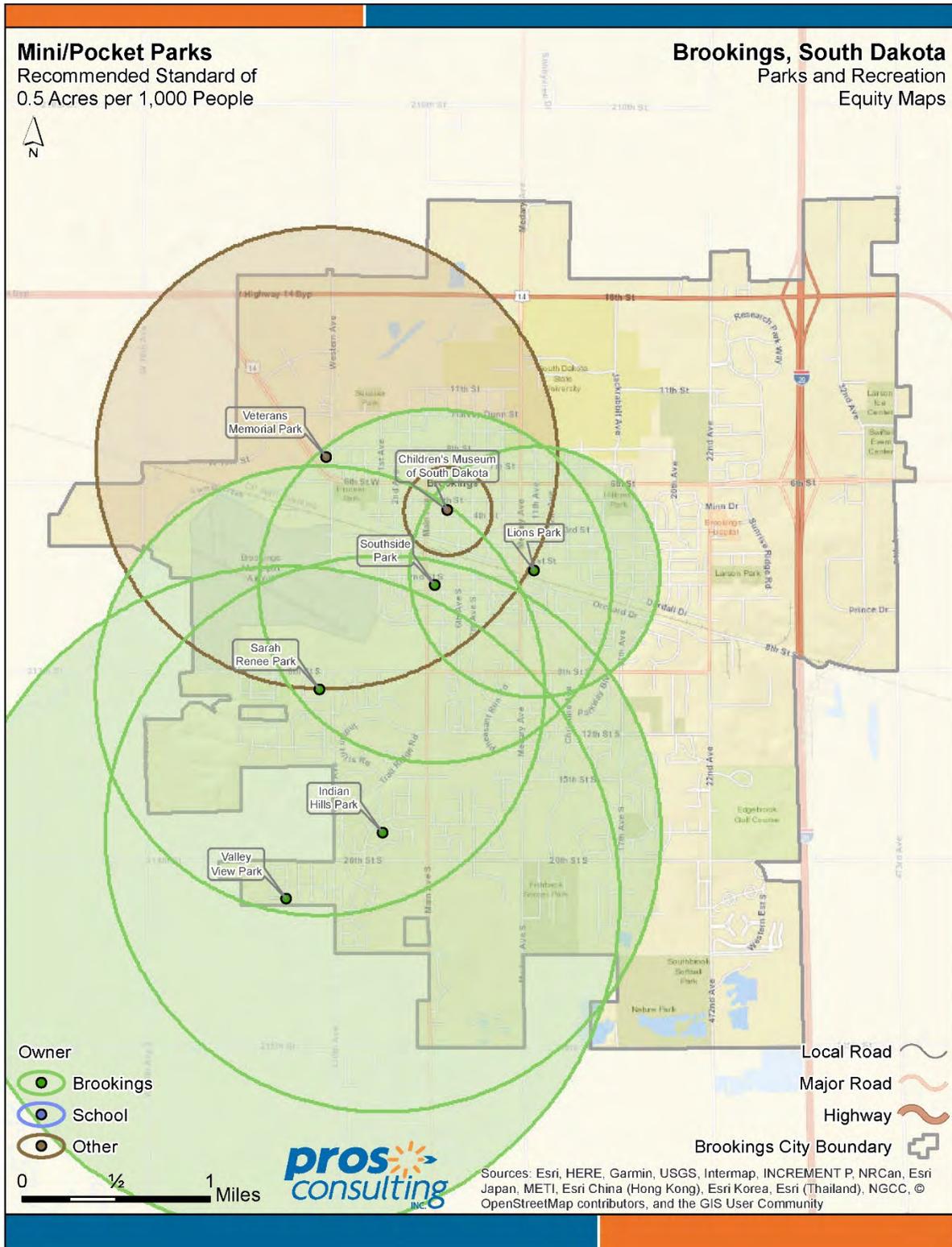


PARKS AND RECREATION MASTER PLAN

MINI, NEIGHBORHOOD, COMMUNITY AND SPECIAL USE PARKS

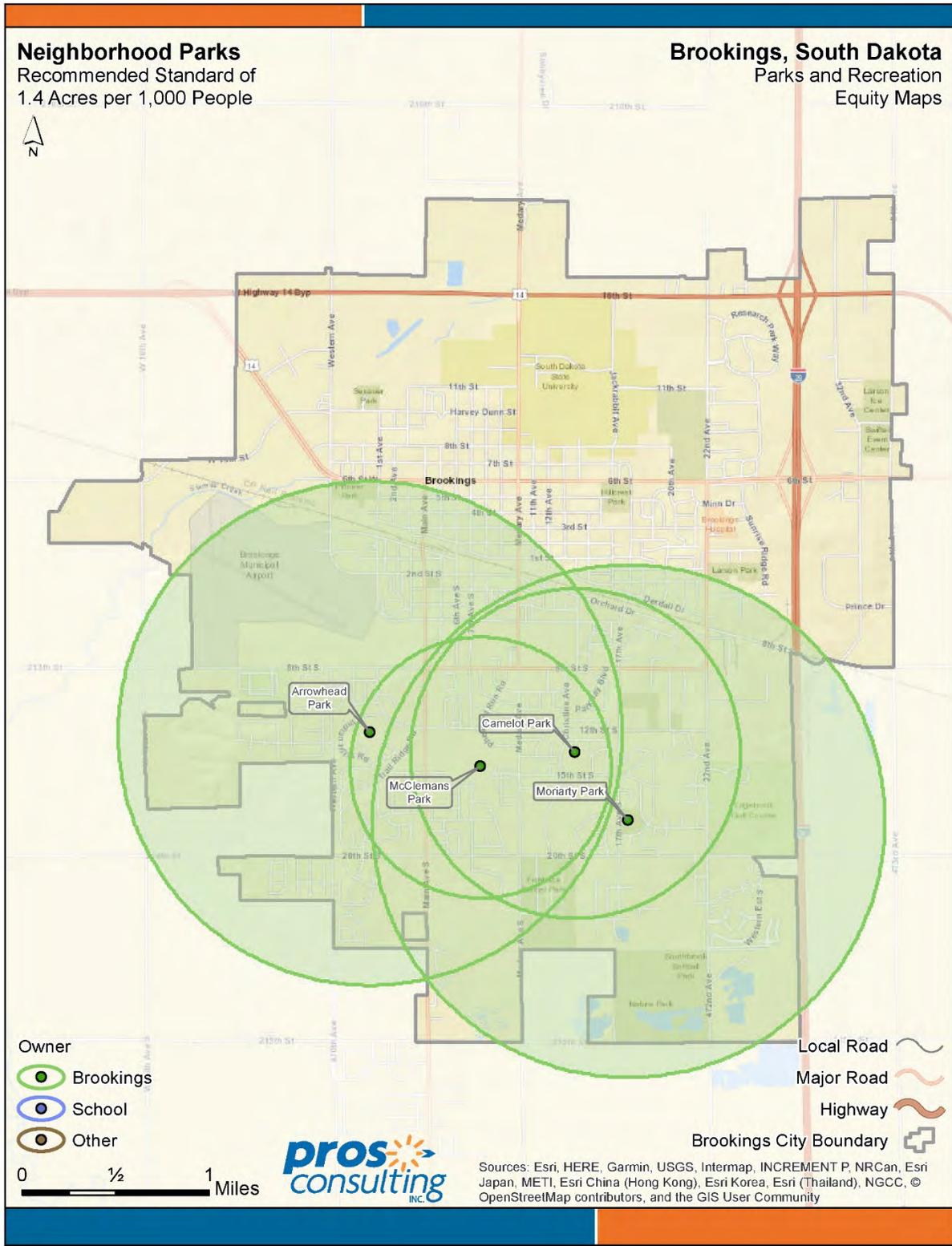


MINI PARKS

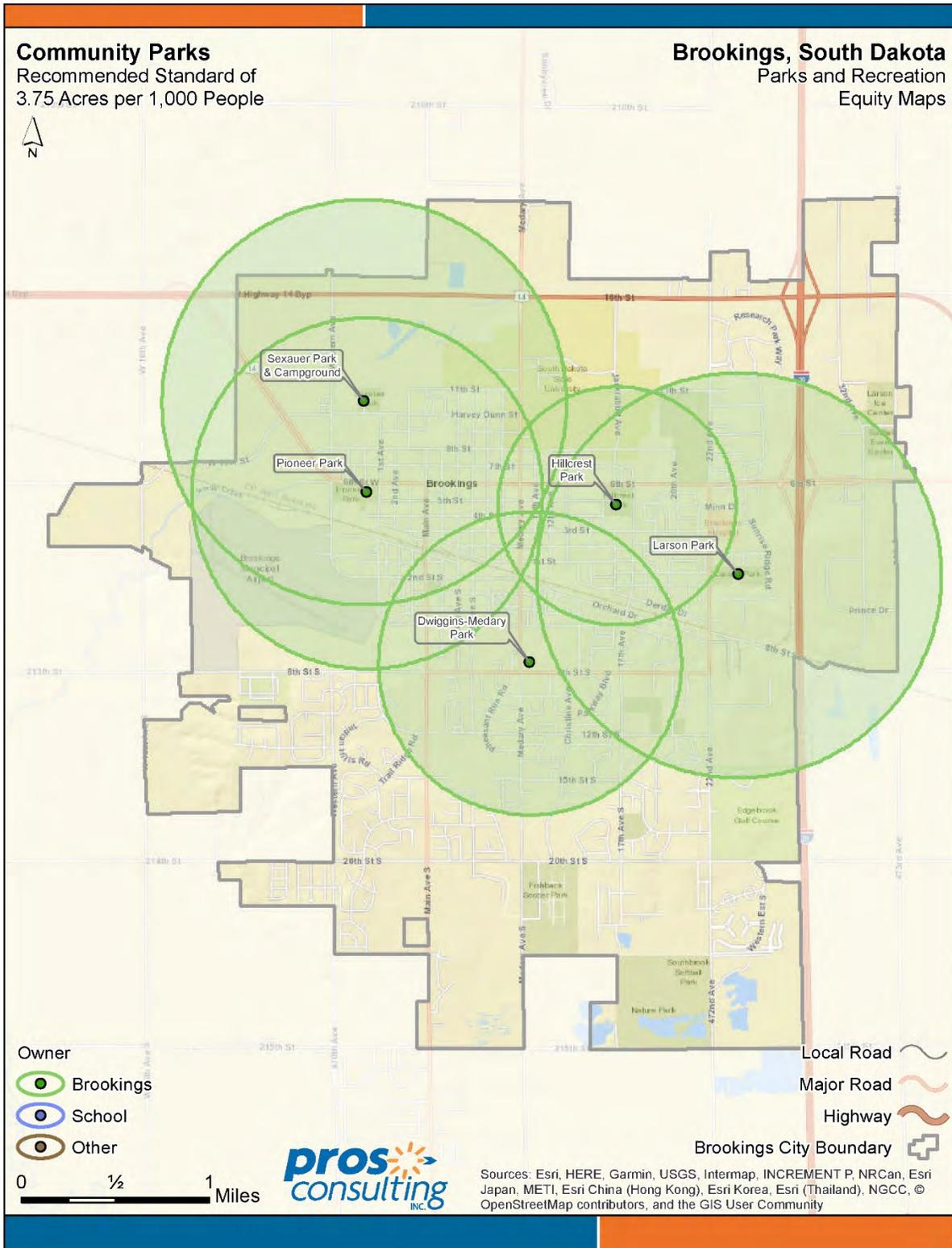


PARKS AND RECREATION MASTER PLAN

NEIGHBORHOOD PARKS

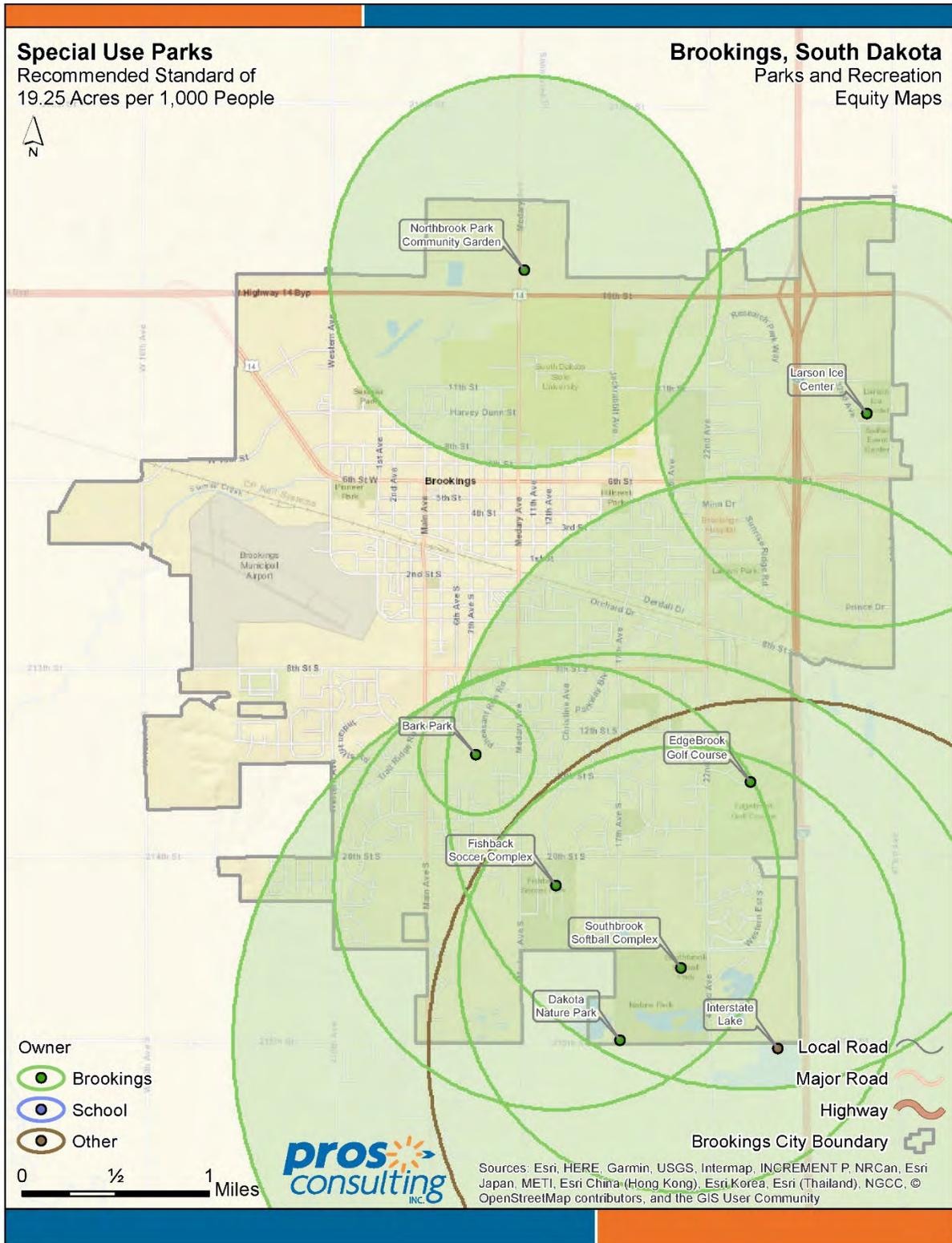


COMMUNITY PARKS

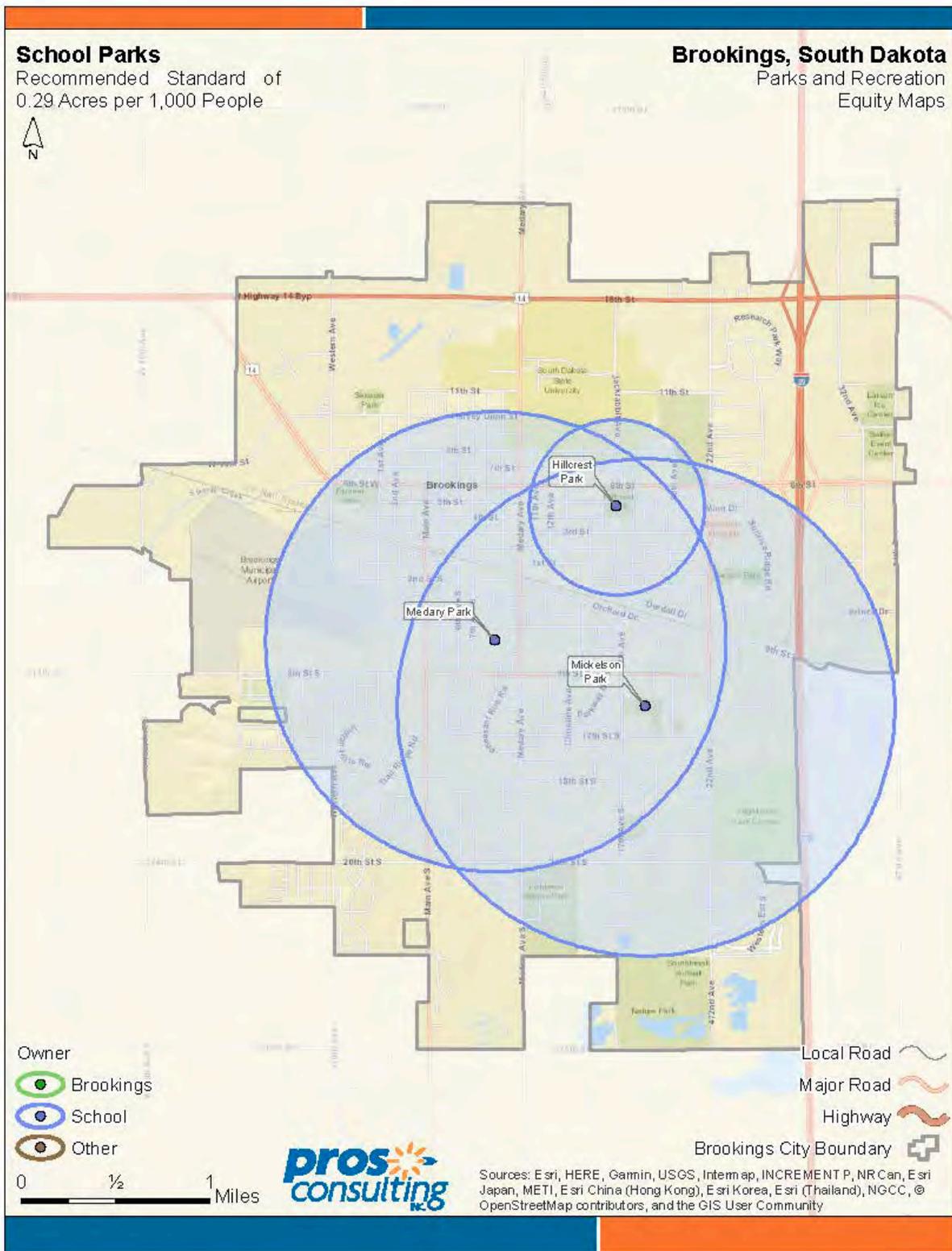


PARKS AND RECREATION MASTER PLAN

SPECIAL USE PARKS

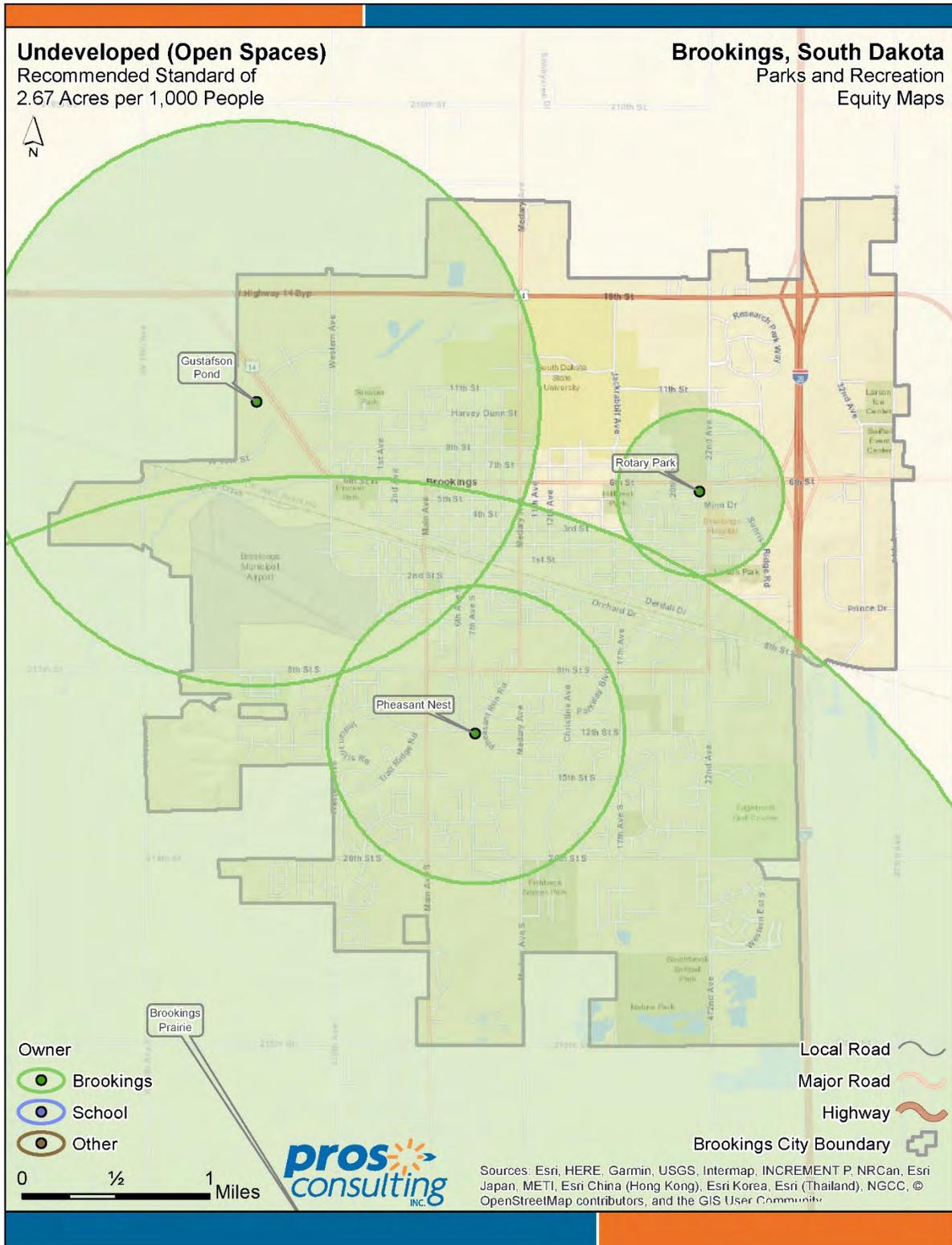


SCHOOL PARKS



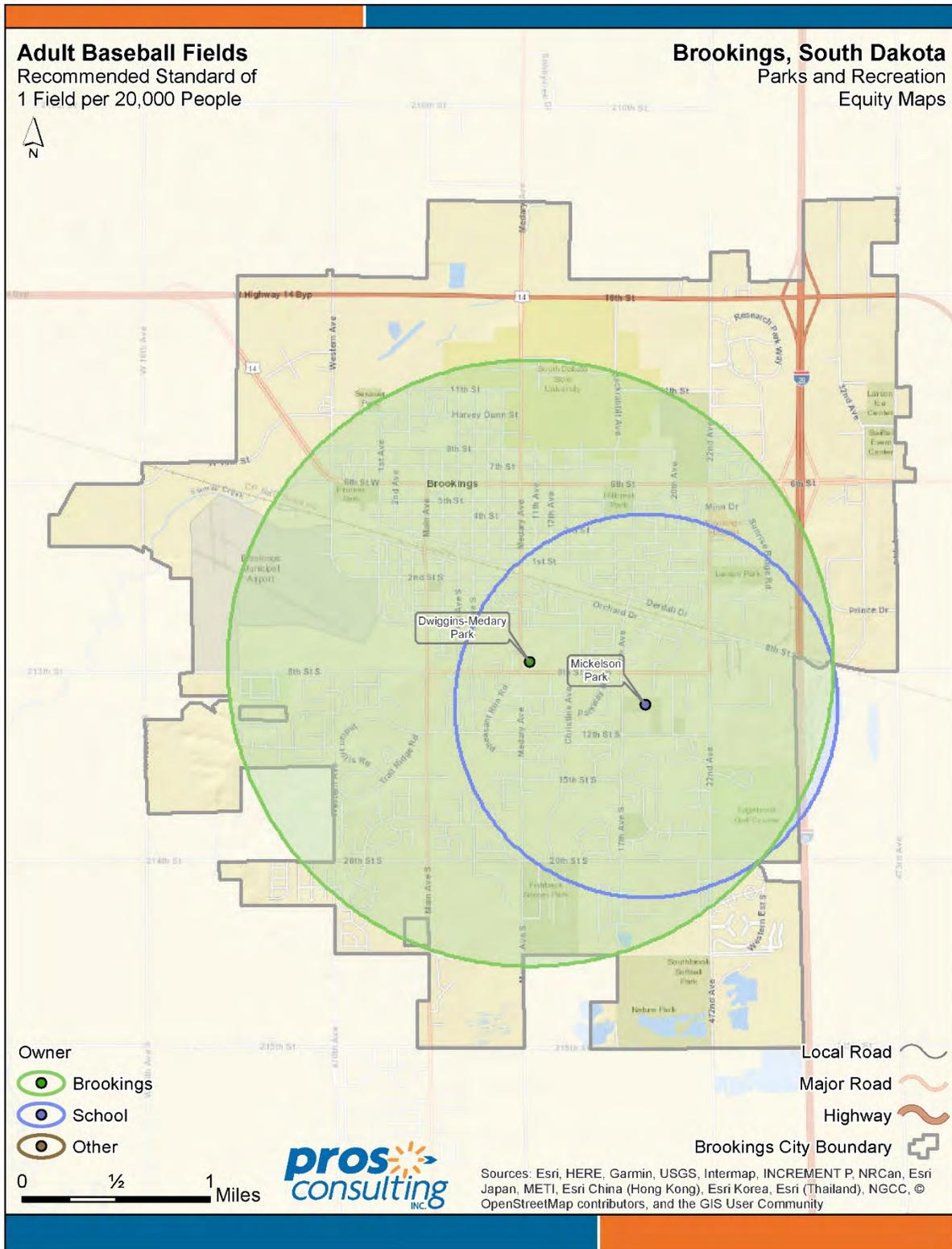
PARKS AND RECREATION MASTER PLAN

UNDEVELOPED OPEN SPACE



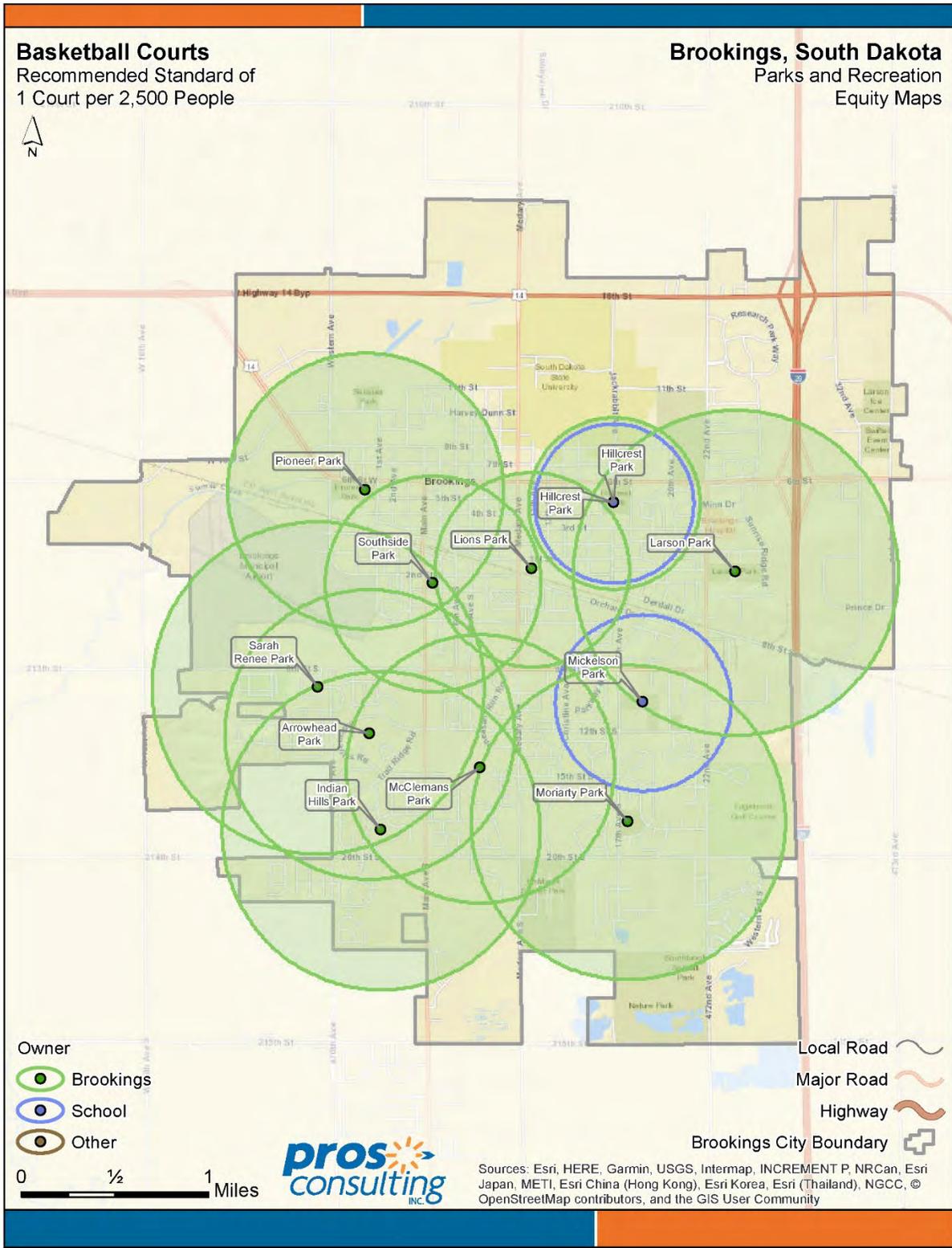
ADULT BASEBALL FIELDS

SDSU has an adult baseball field that the University uses, but it is not included due to limited access to the public.

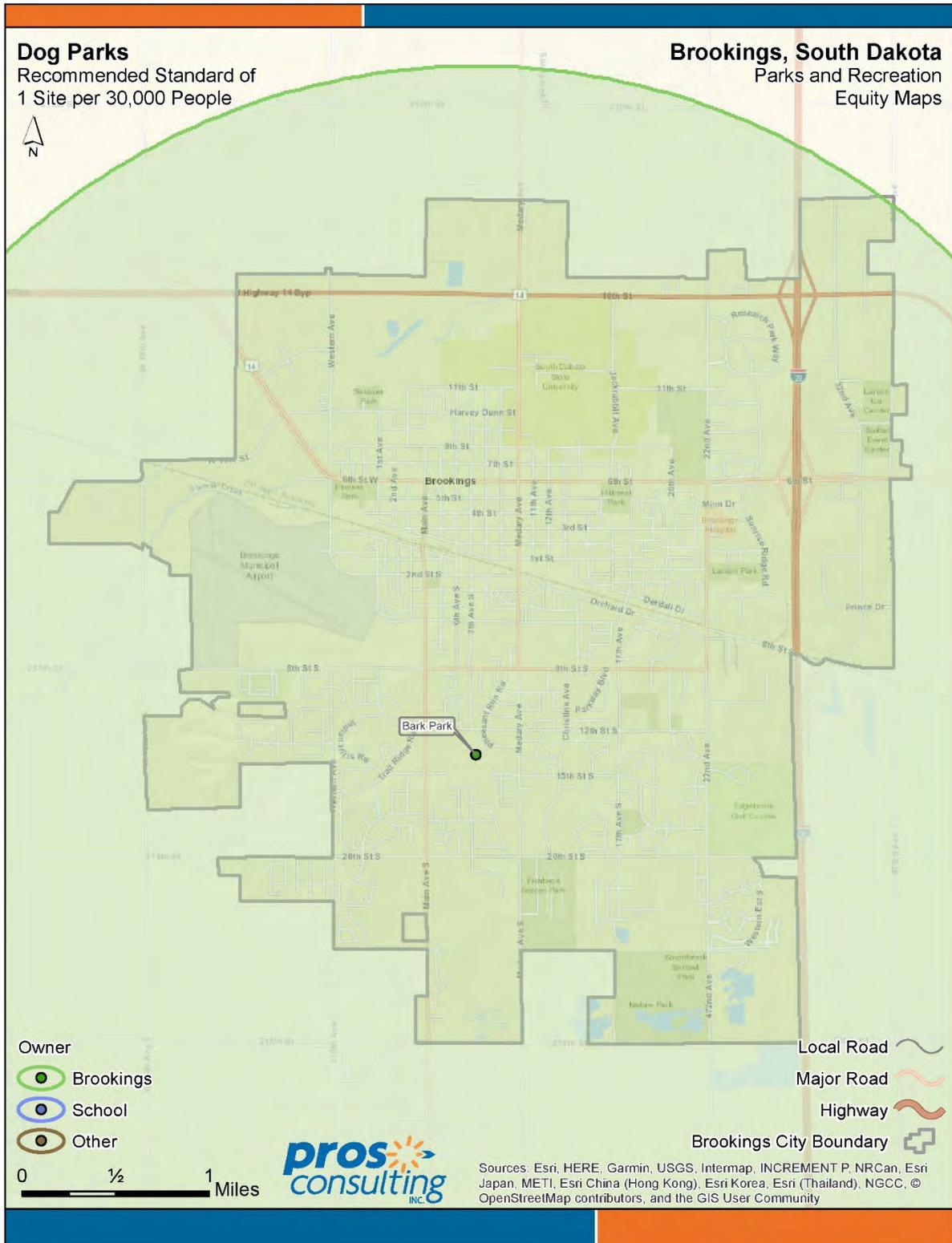


PARKS AND RECREATION MASTER PLAN

BASKETBALL COURTS



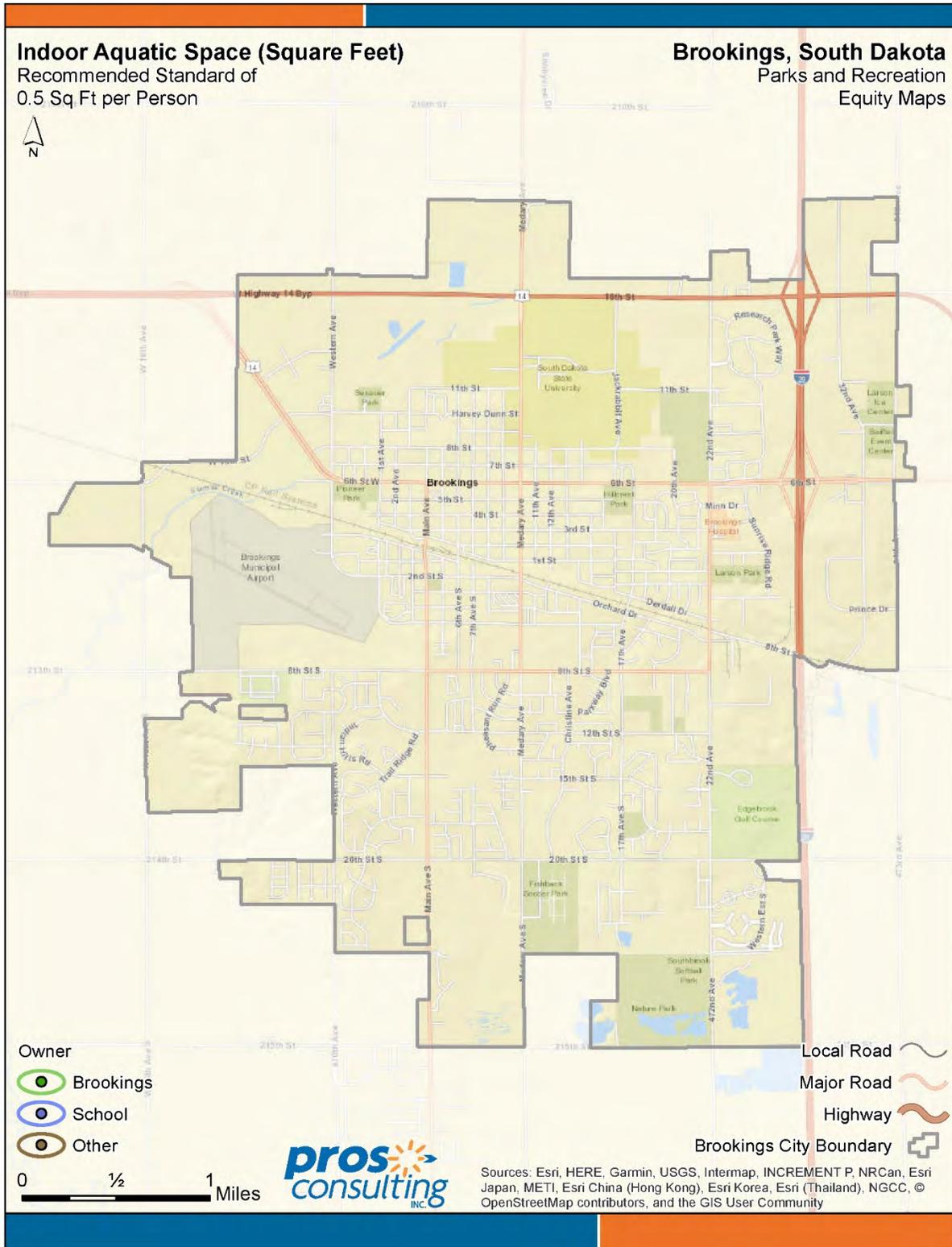
DOG PARKS



PARKS AND RECREATION MASTER PLAN

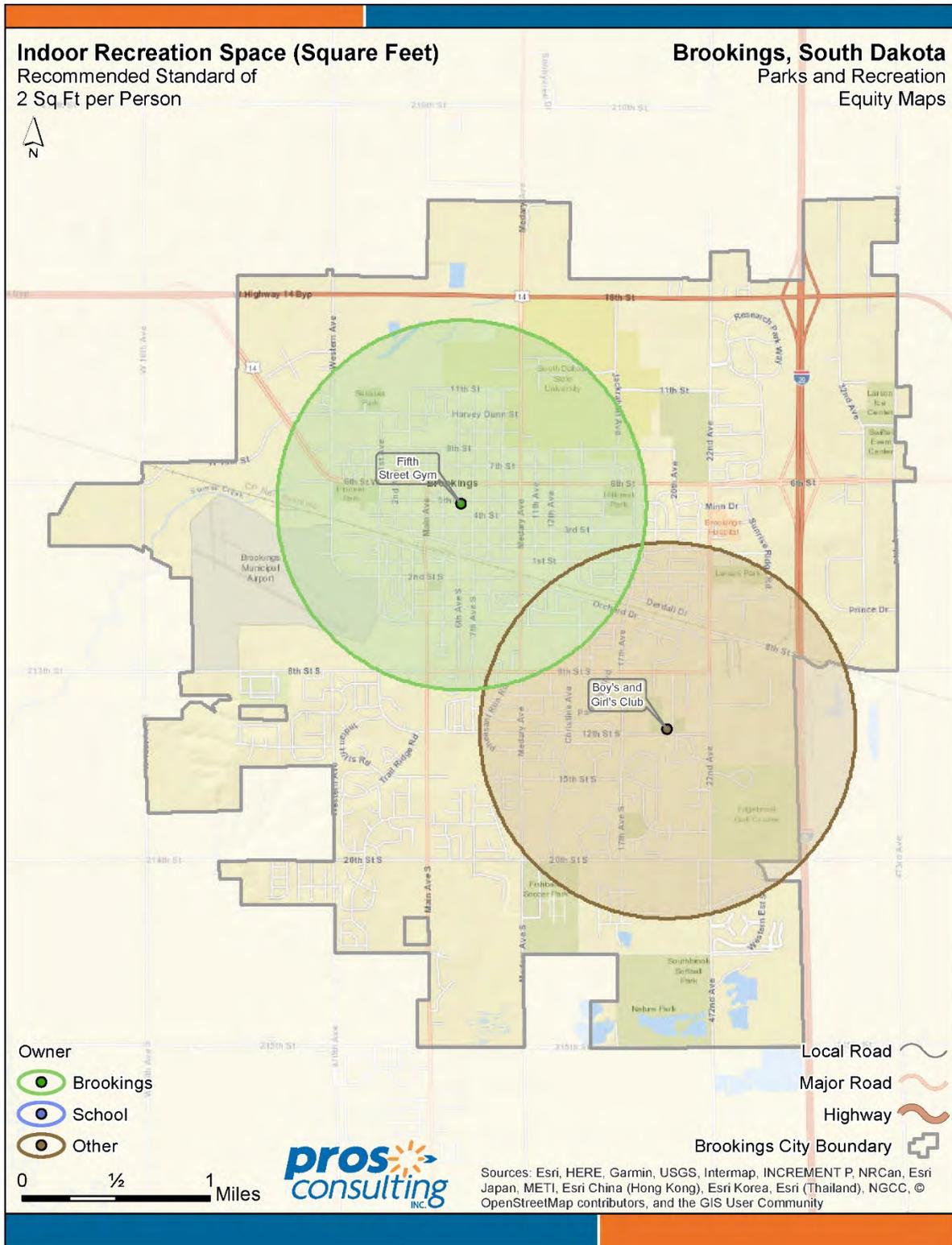
INDOOR AQUATICS

Indoor aquatic facilities are available at SDSU and the School District, however, both facilities are nearing end of Lifecycle and have limited public access.



INDOOR RECREATION SPACE

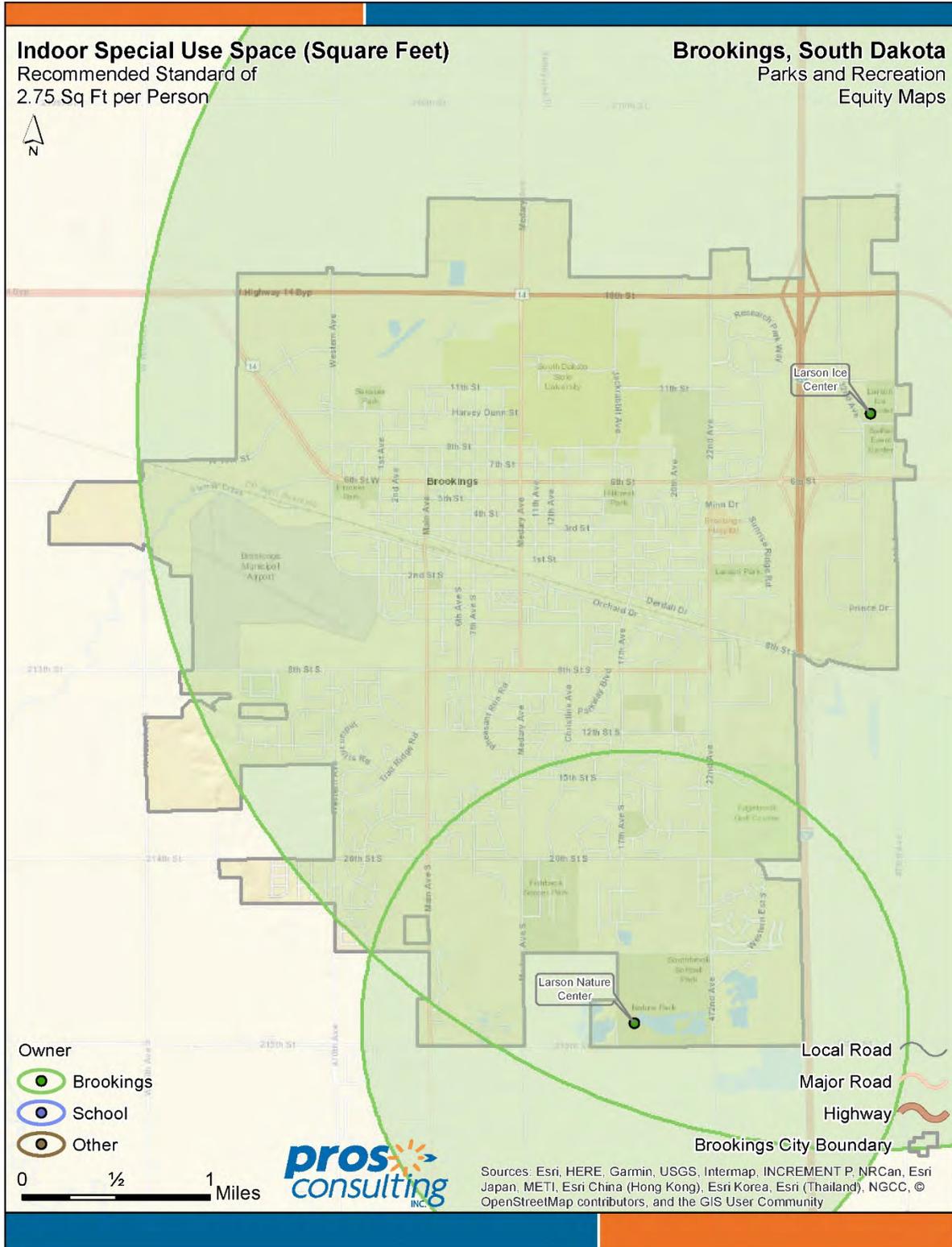
It should be noted that SDSU provides indoor recreation space, but not included due to limited access to the public. Also, the Fishback Soccer Club has opened a special use/private training facility.



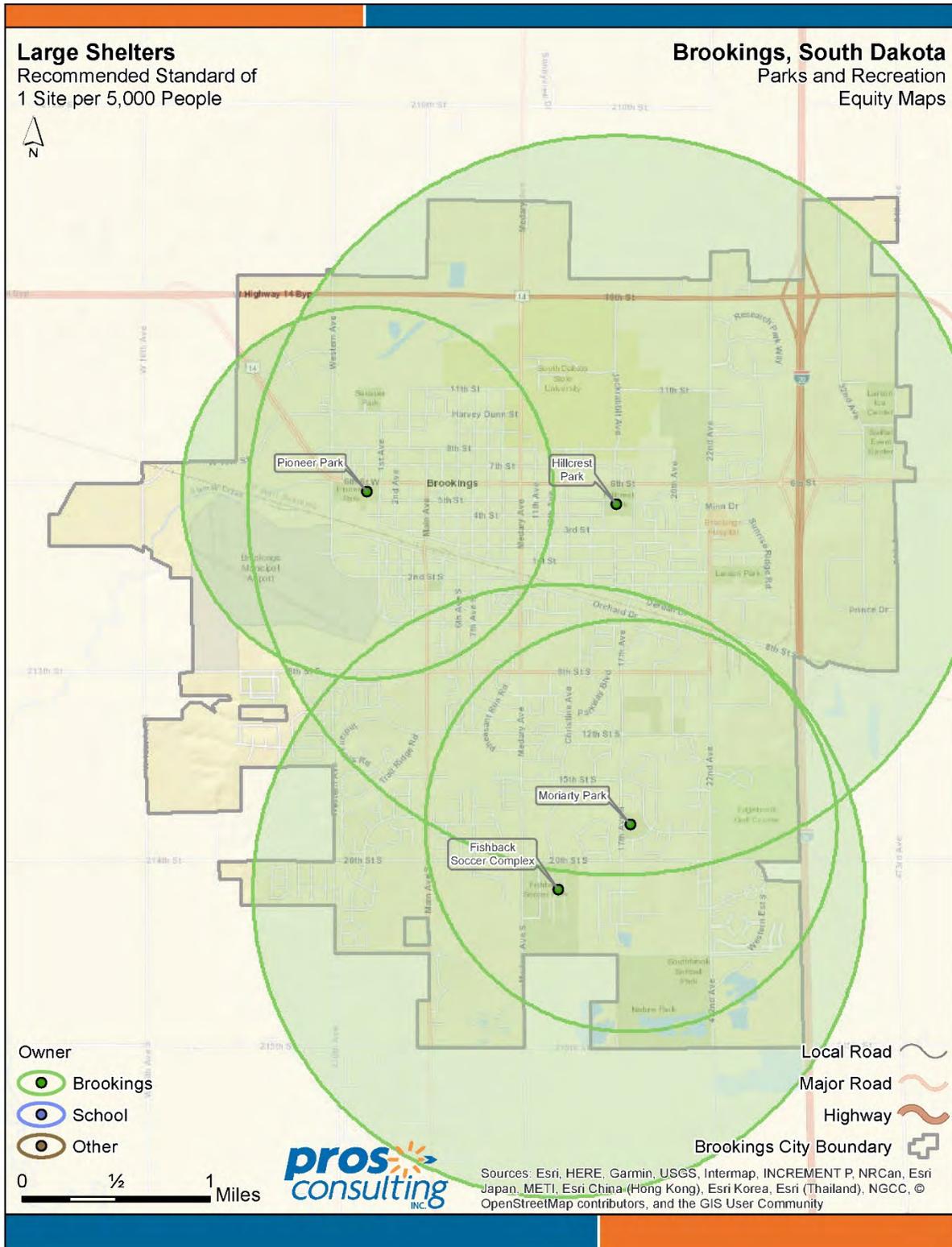
PARKS AND RECREATION MASTER PLAN

INDOOR SPECIAL USE

Brookings County also has an Indoor Adventure Center, but not included on the map below.

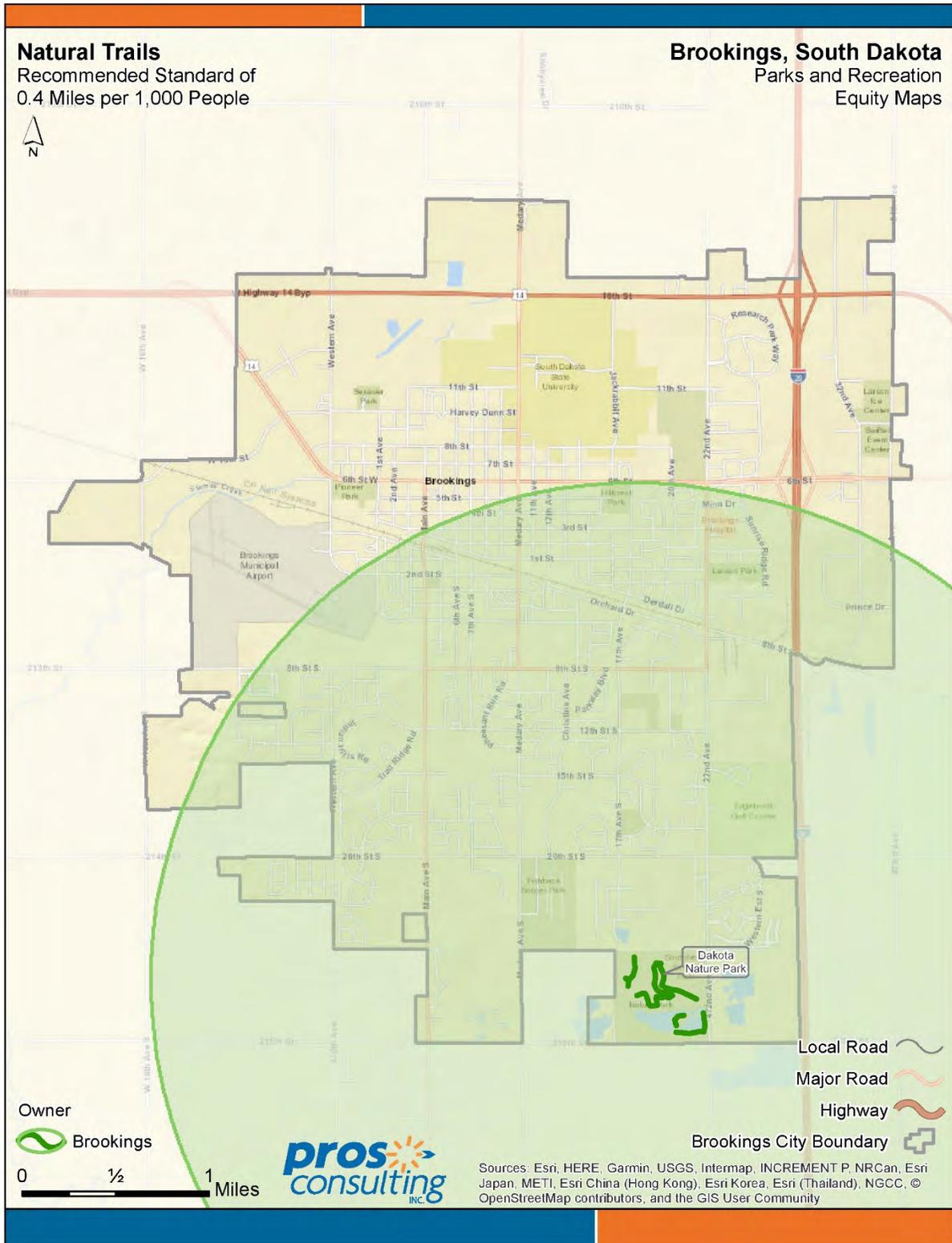


LARGE SHELTERS

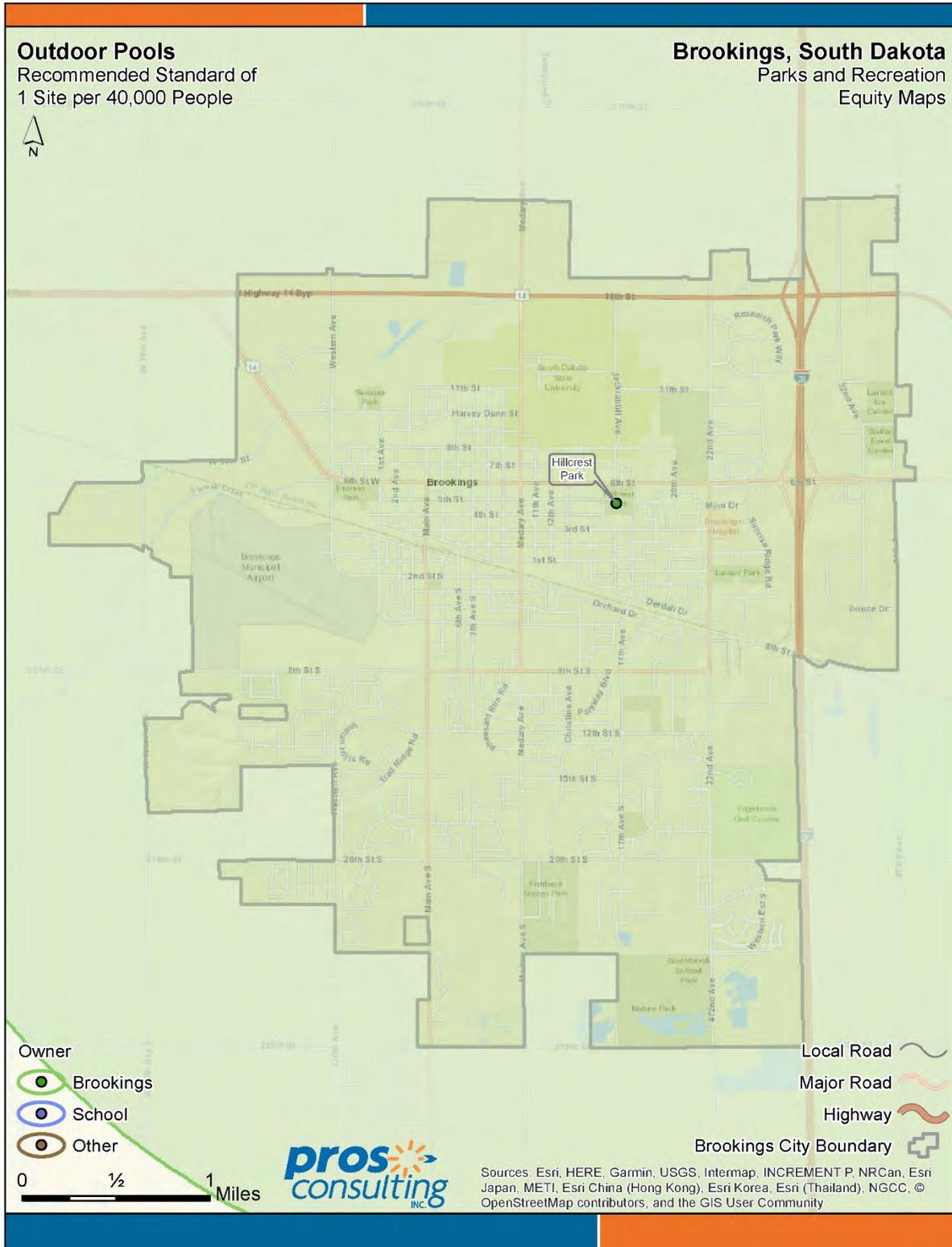


PARKS AND RECREATION MASTER PLAN

NATURAL TRAILS

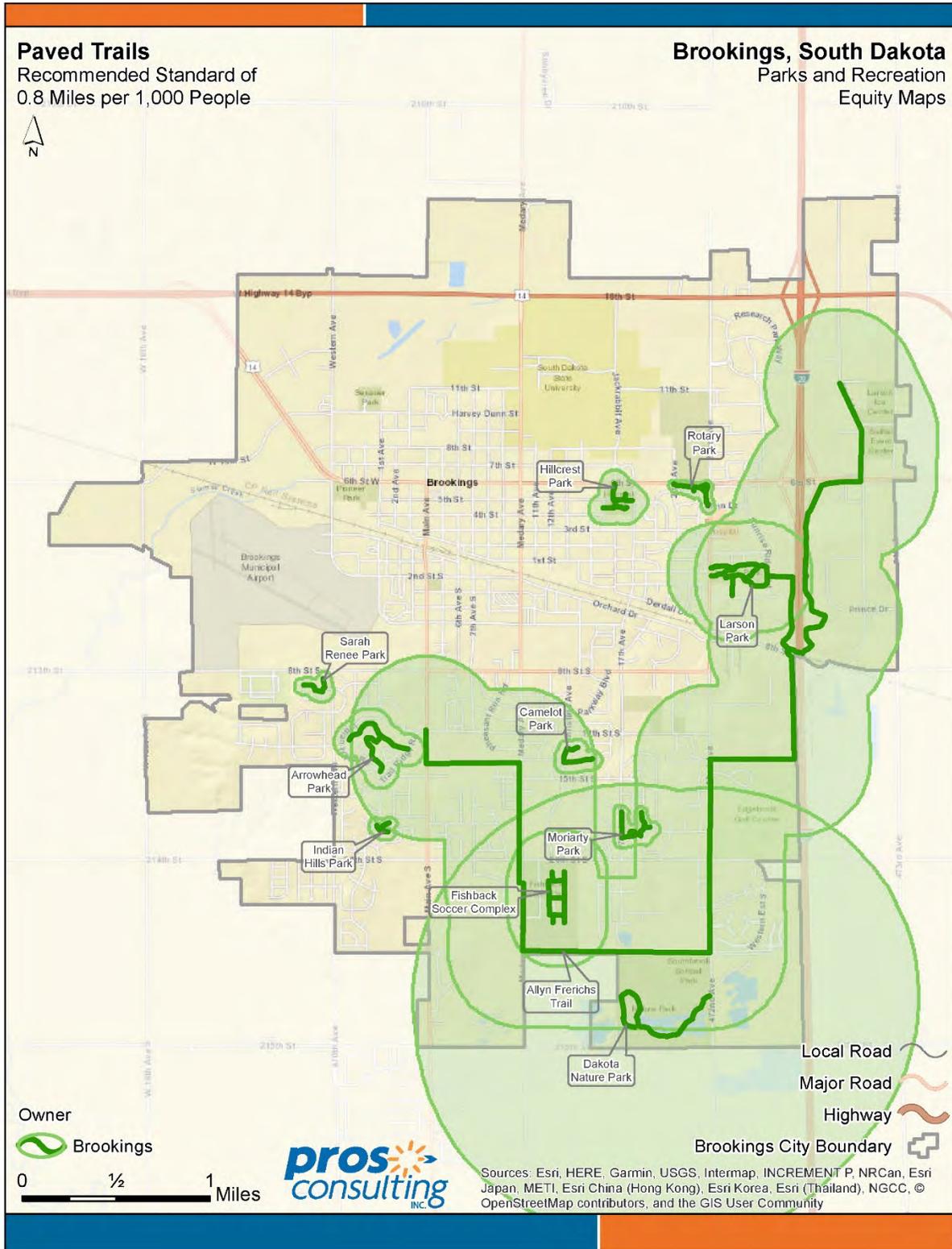


OUTDOOR POOLS

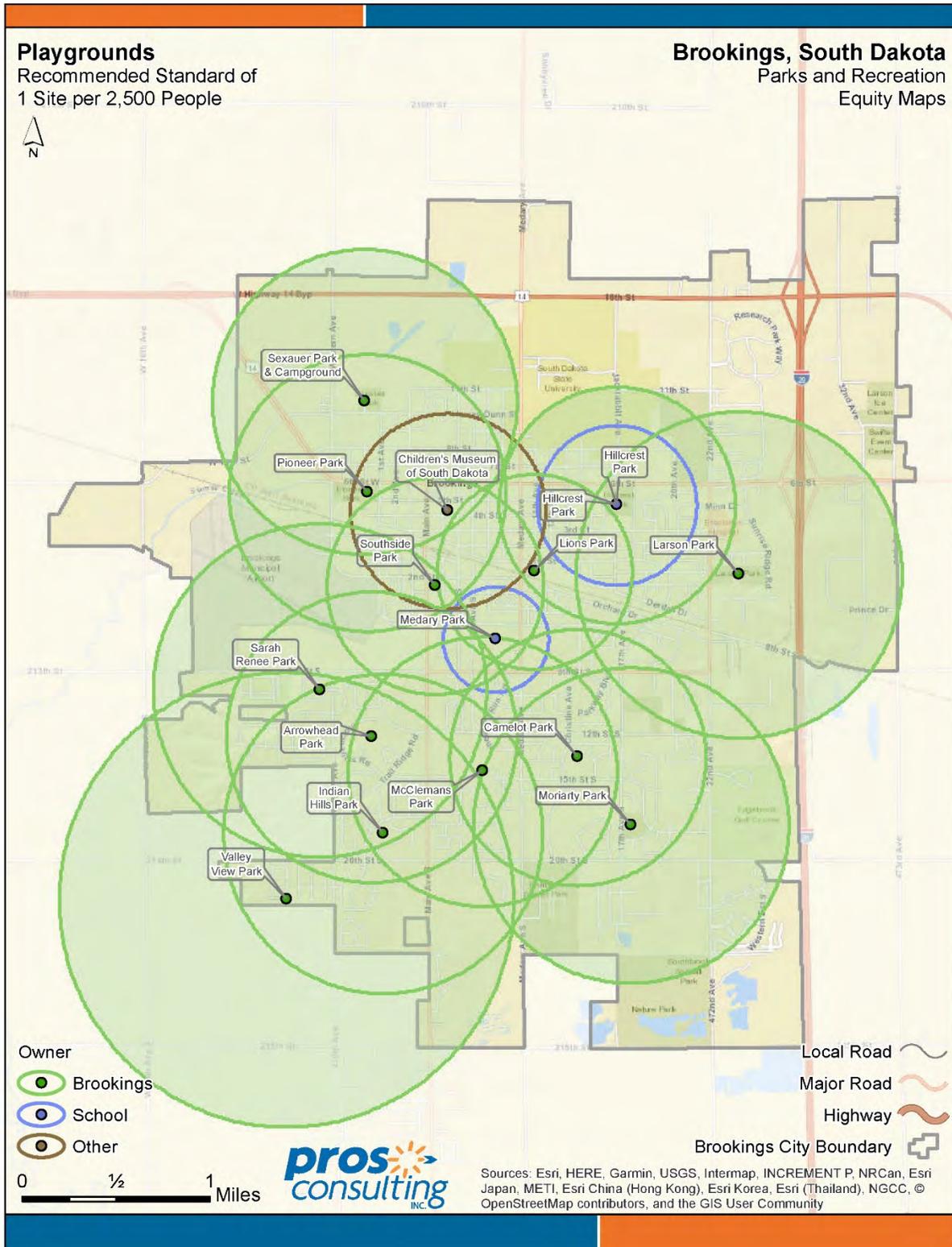


PARKS AND RECREATION MASTER PLAN

PAVED TRAILS

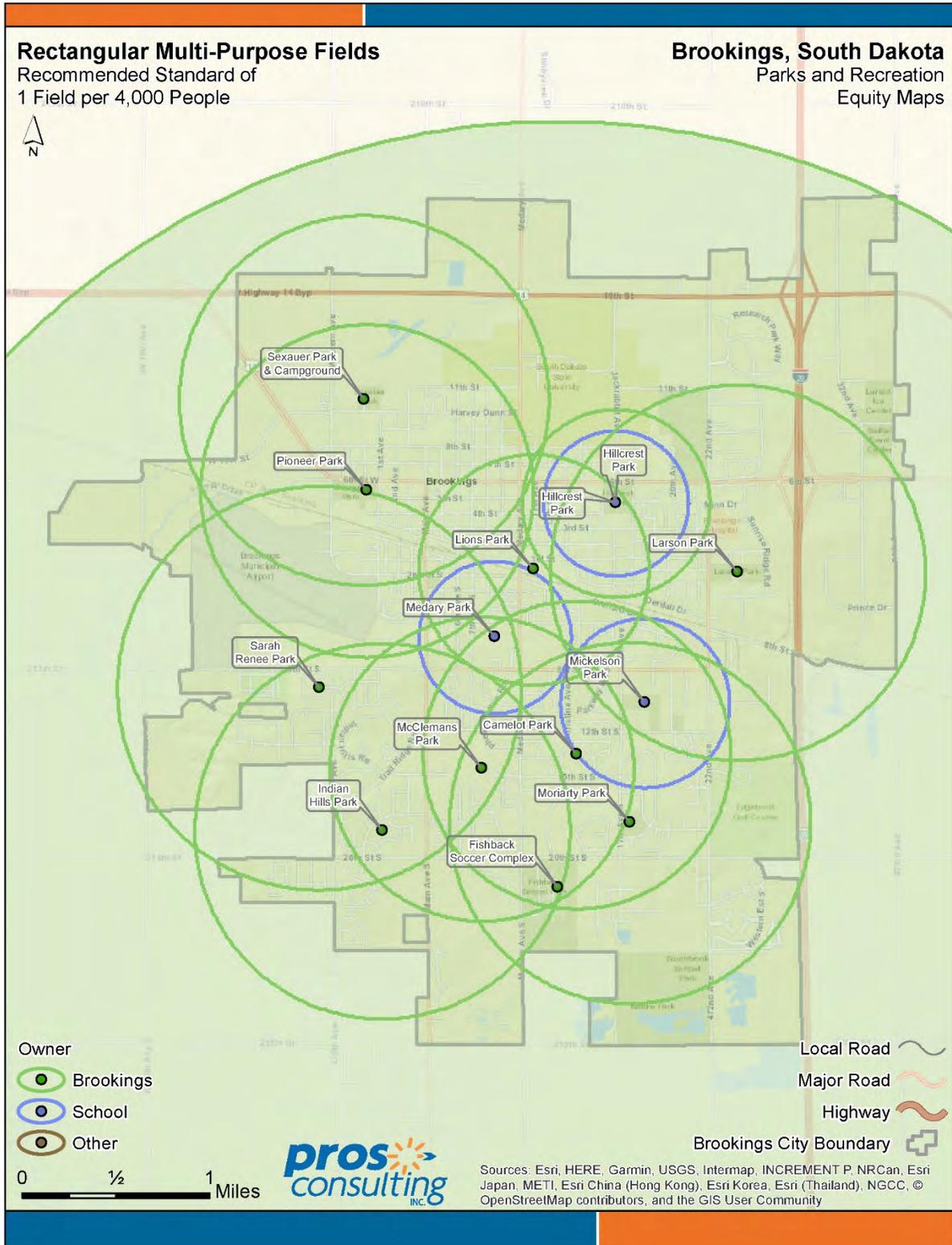


PLAYGROUNDS

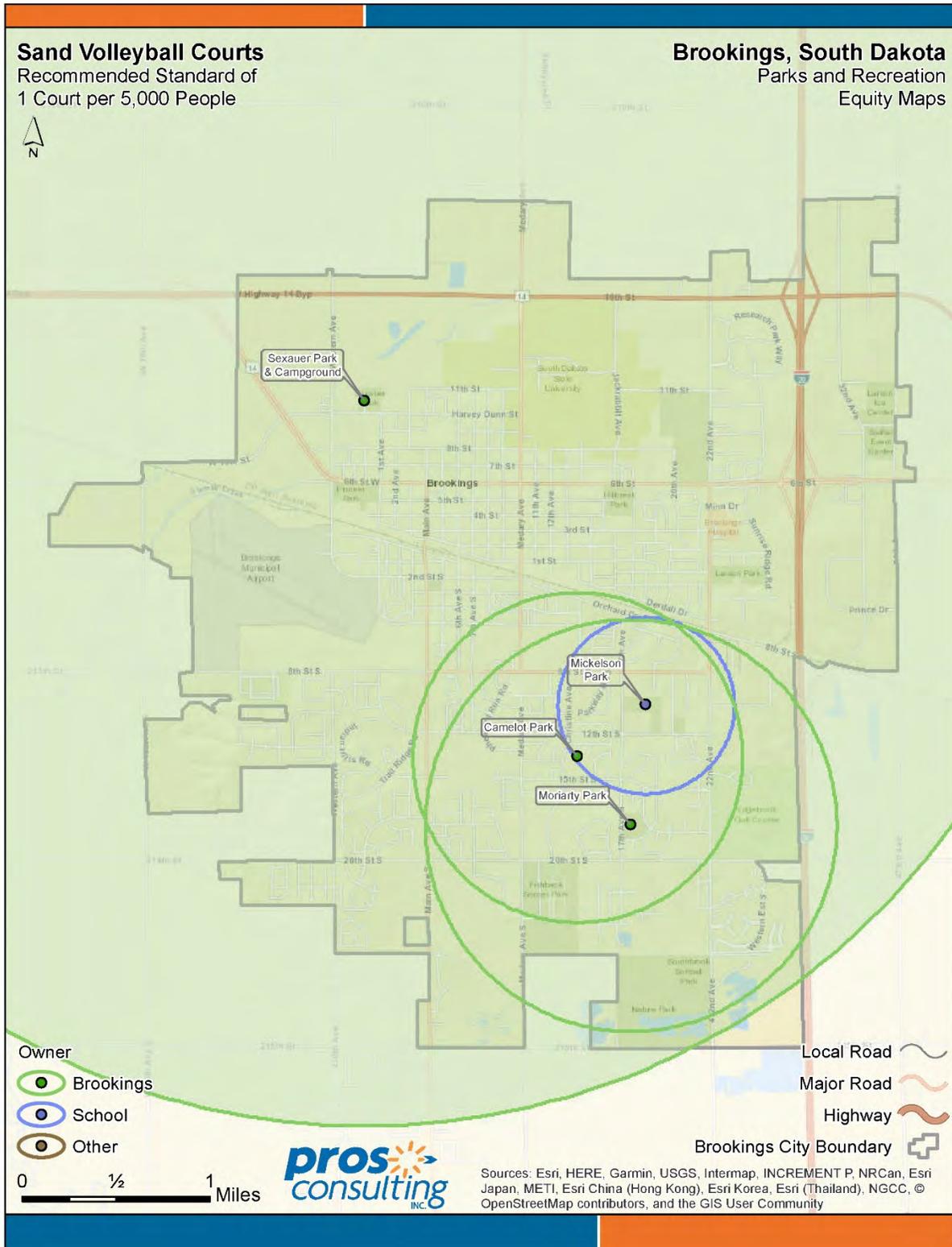


PARKS AND RECREATION MASTER PLAN

RECTANGULAR MULTI-PURPOSE FIELD

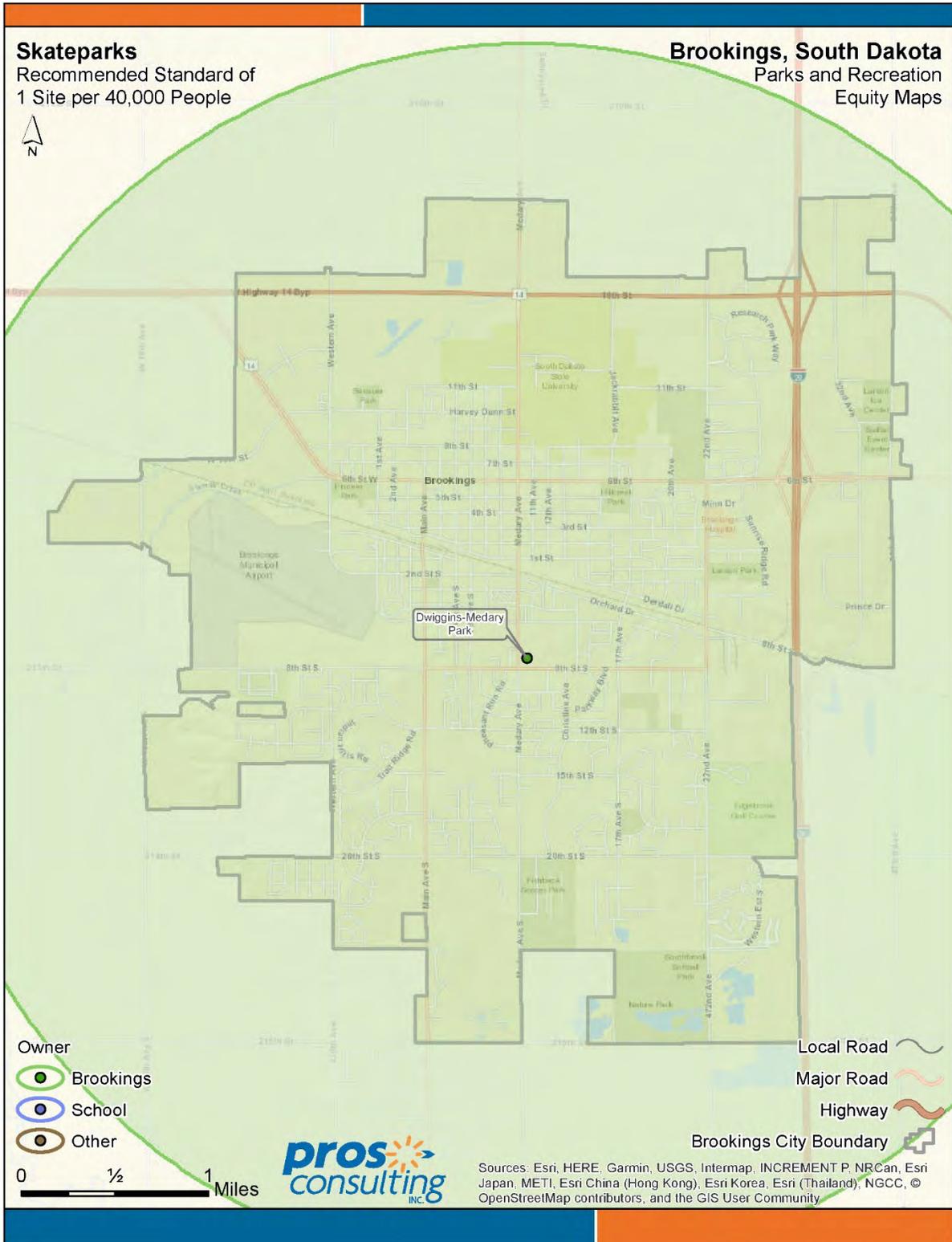


SAND VOLLEYBALL COURTS

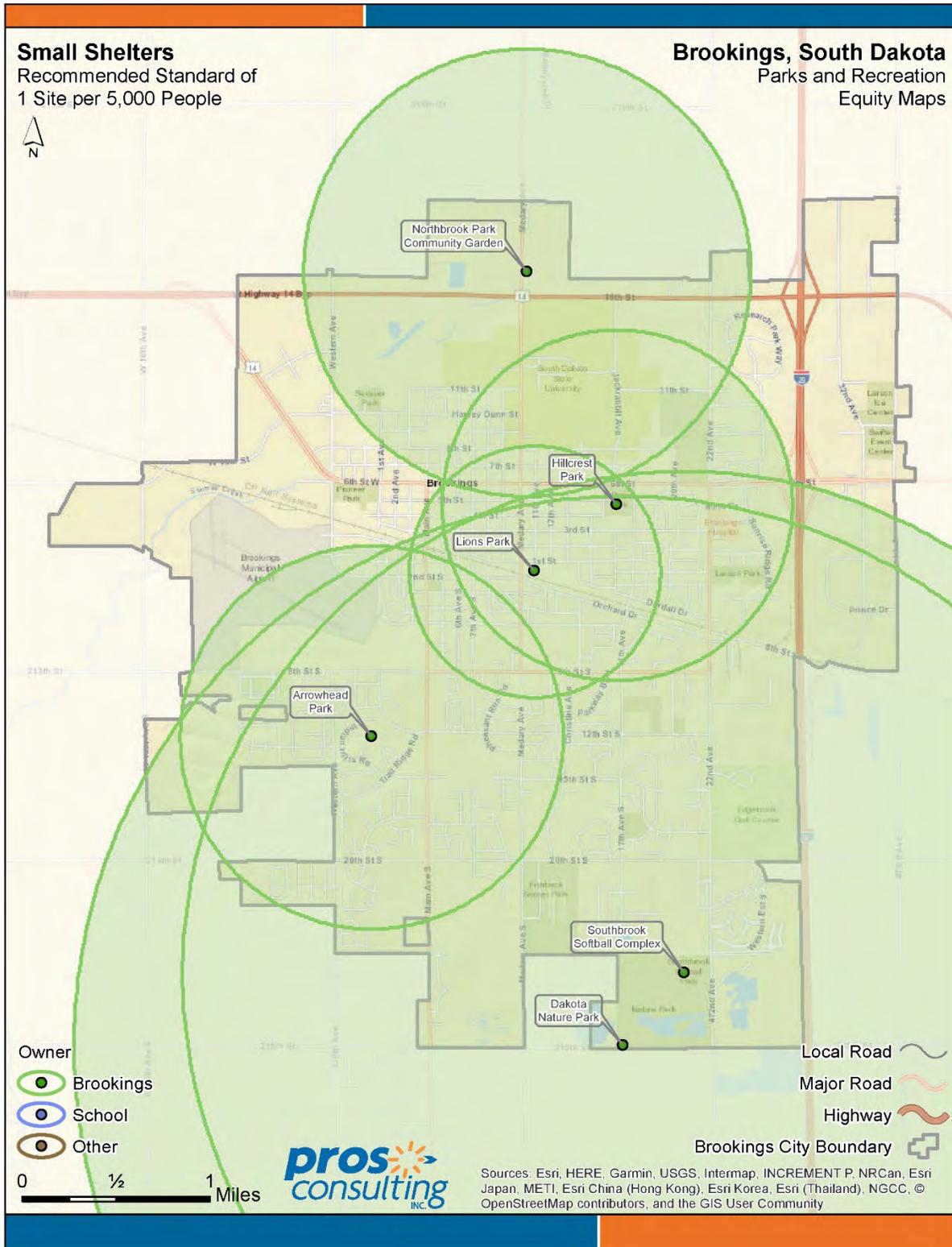


PARKS AND RECREATION MASTER PLAN

SKATEPARKS

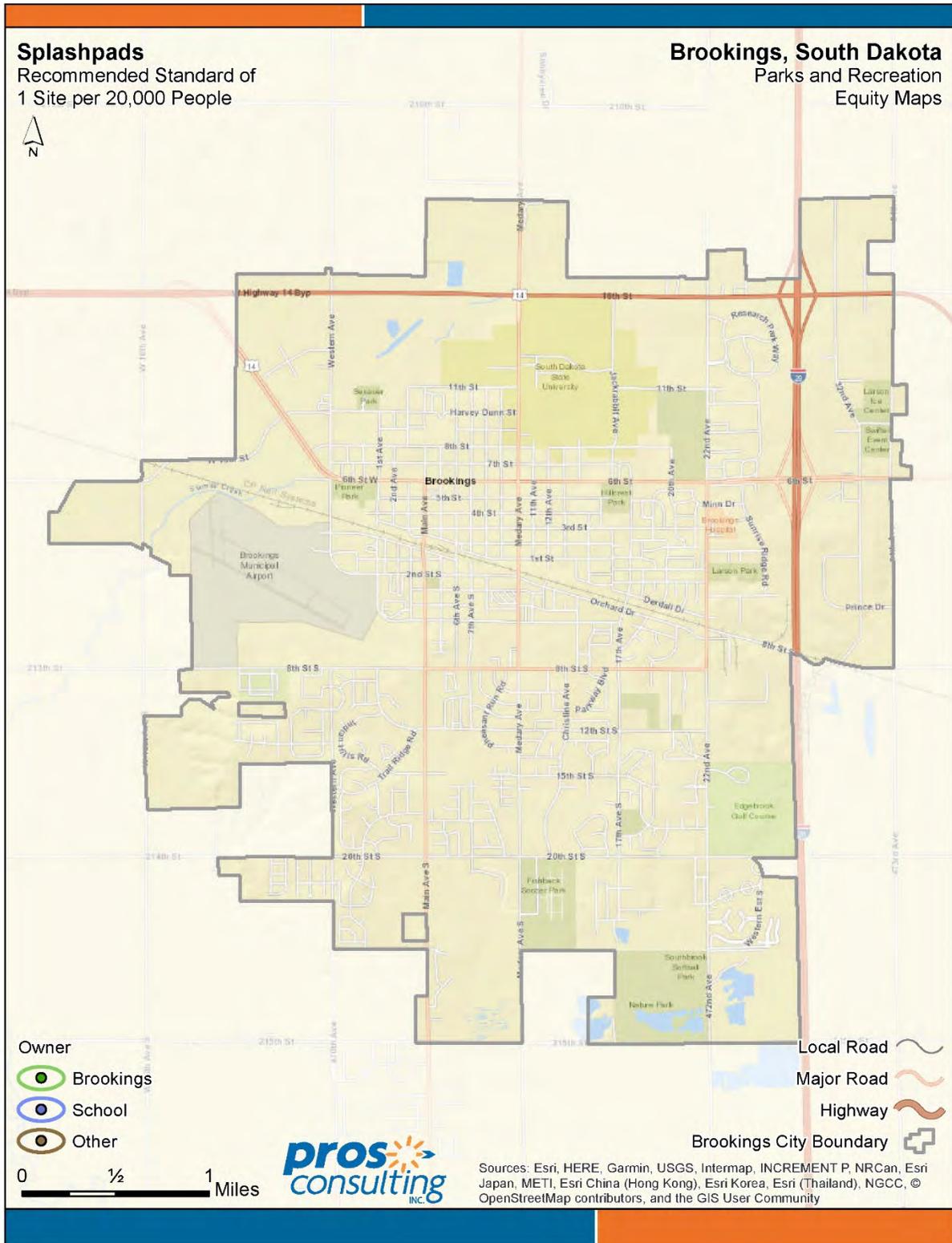


SMALL SHELTERS

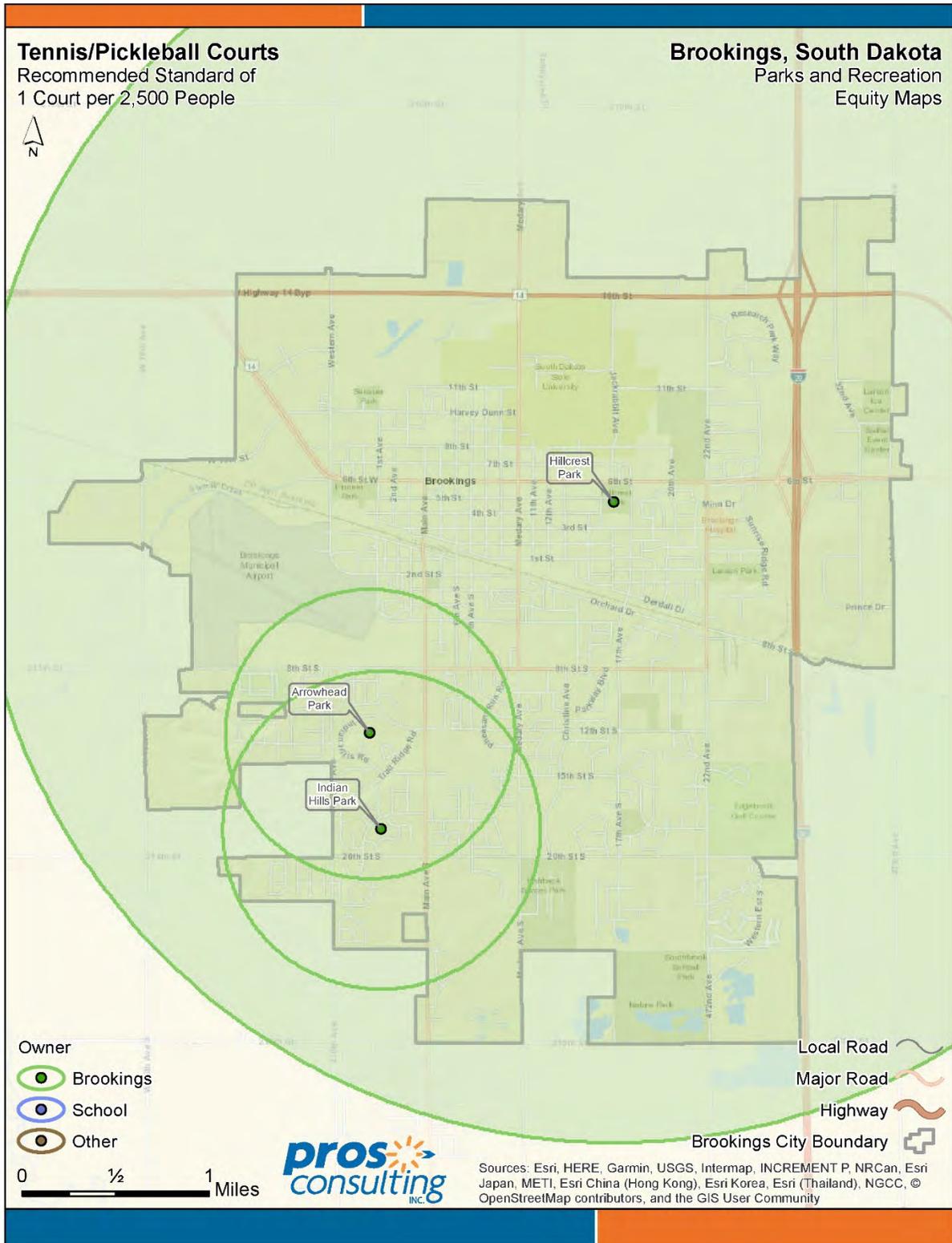


PARKS AND RECREATION MASTER PLAN

SPLASHPADS

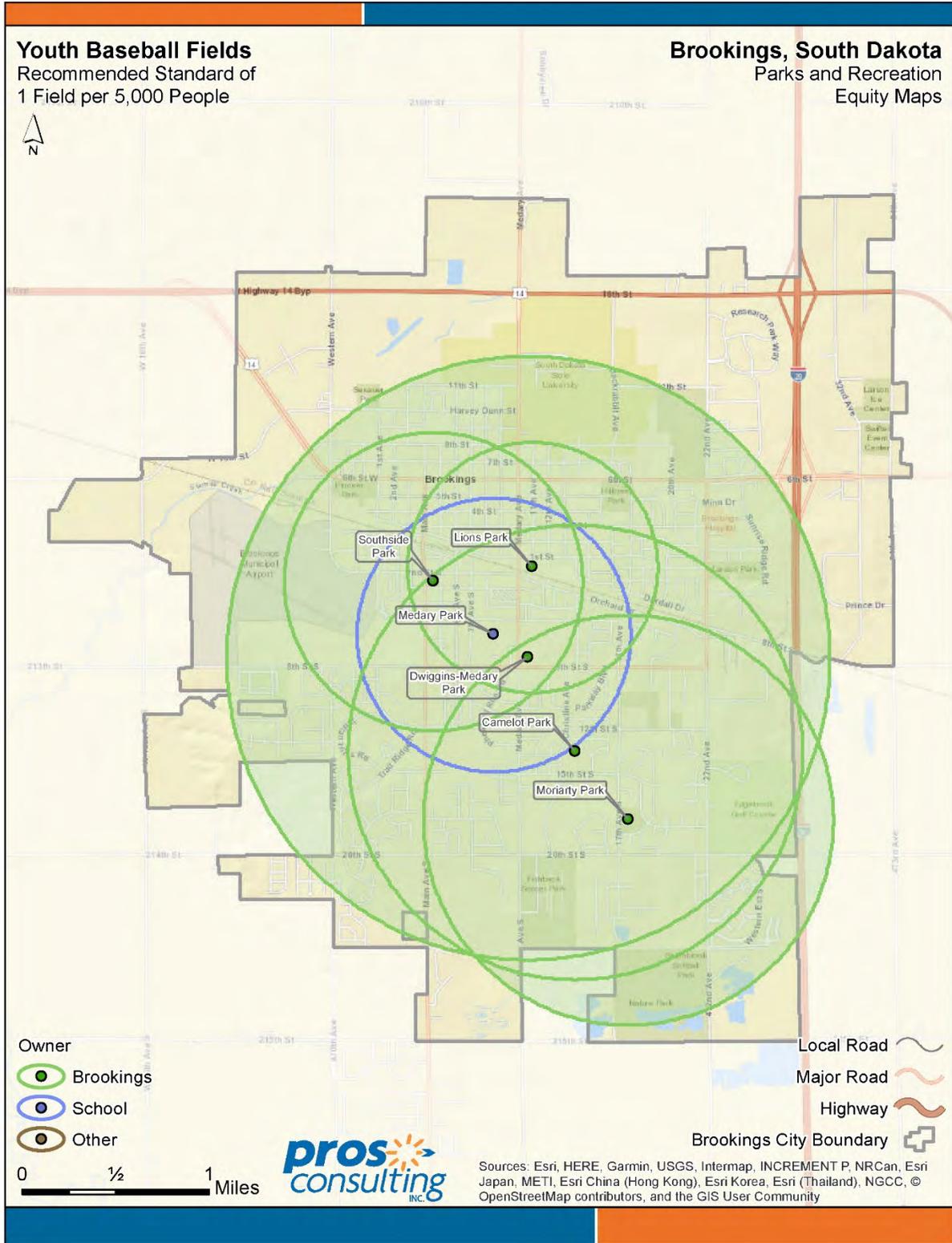


TENNIS/PICKLEBALL COURTS



PARKS AND RECREATION MASTER PLAN

YOUTH BASEBALL FIELDS



4.5 PROGRAM ASSESSMENT

4.5.1 INTRODUCTION

As part of Brookings’ Parks and Recreation Master Plan, the consulting team performed a Recreation Program Assessment of the services offered by the City’s Parks, Recreation and Forestry Department (“Department”). The assessment offers an in-depth perspective of program and service offerings and helps identify strengths, challenges, and opportunities regarding programming. The assessment also assists in identifying core programs, program gaps within the community, key system-wide issues, areas of improvement, and future programs and services for residents and visitors.

These program findings and comments are based from a review of information provided by the Department including program descriptions, financial data, website content, and discussions with staff. This report addresses the program offerings from a systems perspective for the entire portfolio of programs.

4.5.2 FRAMEWORK

The recreation goals are the Department include:

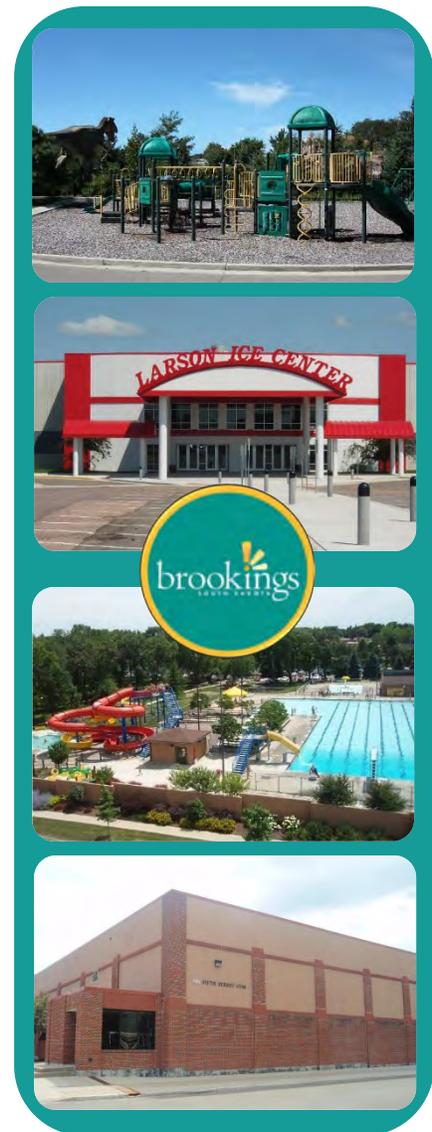
- Establishing an atmosphere at each sponsored activity, which is supportive of the efforts of each participant and affirms their worth.
- Providing enjoyable recreational activities, which enhance the quality of life for participants and volunteer leaders.
- Providing recreational opportunities, both competitive and non-competitive, for persons of all ages at a reasonable expense.

In order to help achieve these goals, the Department provides a broad range of youth and adult public recreational activities. These program offerings are supported with dedicated spaces which include 21 parks, a soccer complex, a softball complex, a golf course, a nature center, an outdoor aquatic center, an indoor gymnasium, and an indoor ice rink. However, it should be noted that the Department currently does not program most of these facilities but instead partners with independent youth sports leagues to program these spaces.

4.5.3 PROGRAM ASSESSMENT OVERVIEW

Below are some overall observations that stood out when analyzing the program assessment sheet:

- Overall, the **program descriptions** need to ensure that the key benefits and goals of each Core Program Area are effectively communicated to the public.
- **Age segment distribution** is aligned with the community’s current population but needs to be monitored annually to ensure program distribution continues to match Brookings’ demographics.
- **Program lifecycles:** Approximately 2% of the system’s current programs are categorized in the Introduction Stage, while 2% of programs fall into the Decline Stage. A complete description of Lifecycle Stages can be found in **Section 4.5.5**.



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- The City's **volunteer program** allows residents and organizations to easily get involved and give back to the community through various volunteer opportunities, special events, programs, but needs to be better tracked and managed to guarantee efficiency.
- From a **marketing and promotions** standpoint, the staff utilizes a variety of marketing methods when promoting their programs including: printed and online program guides, the City's website, flyers/brochures, direct mail, radio advertisements, and various social media channels as a part of the marketing mix.
 - The Department would benefit from identifying Return on Investment (ROI) for all marketing initiatives.
 - Opportunity to increase the number of cross-promotions.
- Currently, **customer feedback methods** are not being utilized. Moving forward, it is highly recommended that the Department begins incorporating user feedback as a key performance measure that can be tracked over time. Specifically, pre-program evaluation and lost customer surveys are highly recommended feedback tools that should be considered moving forward.
- **Pricing strategies** are varied across the board. Currently, the most frequently used approach is age segment pricing. This is good practice and should be continued in addition to implementing some new pricing strategies which can be found in **Section 4.5.5..** Furthermore, it is essential to understand current cost of service in order to determine ideal cost recovery goals.
- **Financial performance measures** such as cost recovery goals are currently being utilized on a Core Program Area basis. Moving forward, it is recommended for staff to continue tracking cost recovery for all program areas. When doing so, the staff should factor in all direct and indirect costs pertaining to programming. A focus on developing consistent earned income opportunities would be beneficial to the Department's overall quest for greater fiscal sustainability.

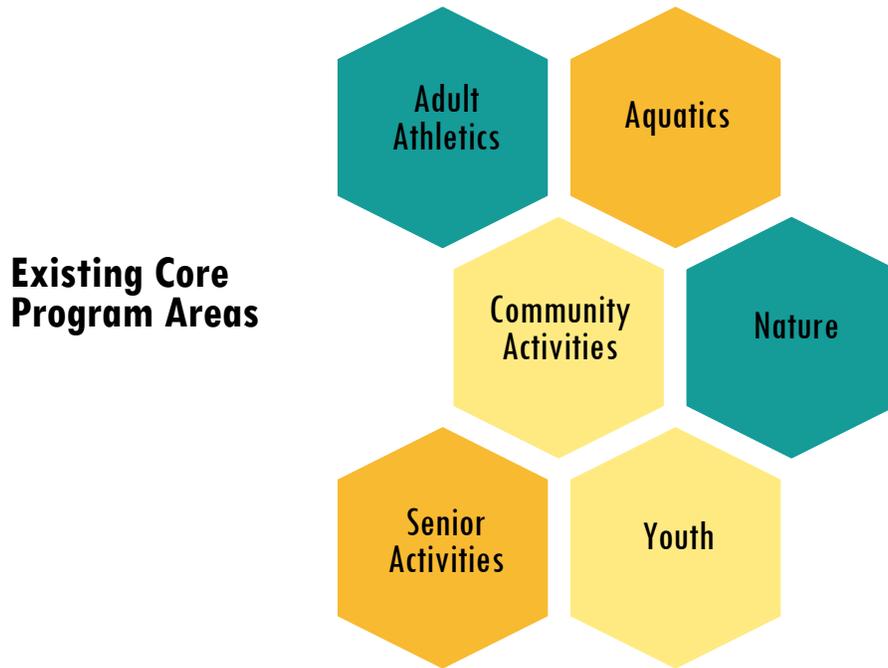
4.5.4 CORE PROGRAM AREAS

To help achieve the mission, it is important to identify Core Program Areas based on current and future needs to create a sense of focus around specific program areas of greatest importance to the community. Public recreation is challenged by the premise of being all things to all people. The philosophy of the Core Program Area is to assist staff, policy makers, and the public to focus on what is most important. Program areas are considered as Core if they meet a majority of the following categories:

- The program area has been provided for a long period of time (over 4-5 years) and/or is expected by the community.
- The program area consumes a relatively large portion (5% or more) of the agency's overall budget.
- The program area is offered 3-4 seasons per year.
- The program area has wide demographic appeal.
- There is a tiered level of skill development available within the program area's offerings.
- There is full-time staff responsible for the program area.
- There are facilities designed specifically to support the program area.
- The agency controls a significant percentage (20% or more) of the local market.

EXISTING CORE PROGRAM AREAS

In consultation with the Department staff, the planning team identified six Core Program Areas currently being offered.



PARKS AND RECREATION MASTER PLAN

CORE PROGRAM AREA DESCRIPTIONS, GOALS, & EXAMPLE PROGRAMS

Adult Athletics



Description: Leagues and programs offered for adults.

Goals: Provide the opportunity for adults to socialize while participating in an athletic activity of their choice.

- Adult Tennis Lessons
- Co-ed Volleyball
- Kickball
- Men's Basketball
- Sand Volleyball

Aquatics



Description: Aquatic based programming.

Goals: Provide swim lessons and other aquatic based activities for the community's leisure time.

- Learn to Swim
- Lifeguard Training
- Open Swim
- Water Aerobics
- Wee Waders

Community Activities



Description: Activities and events for all ages that help bring the community together.

Goals: Provide activities that promote unity and inclusion for all community residents.

- Arbor Day Run/Walk
- Community Games
- Soggy Doggy Day
- Open skate
- Summer Arts Festival

Nature



Description: Nature based programs for youth and adults.

Goals: Introduce youth & adults to a wide area of different nature-based programs.

- Creepy Crawler Critters
- Fishin' Friday's
- I Spy Mystery Challenge
- Nature Explorers
- Wildlife Rangers

Senior Activities



Description: Programming offered to those ages 55 and older.

Goals: Provide quality opportunities for education, physical exercise, social interaction, and mental stimulation to the 55+ population.

- 8-Ball Pool
- Dominos
- Fit & Fun Cardio
- Pinochle
- Senior Games

Youth



Description: Programs offered for youth.

Goals: Provide basic programs for youth of all skill levels.

- Learn to Skate
- Kickstart Soccer
- Safety Town
- T-Ball
- Tennis Academy

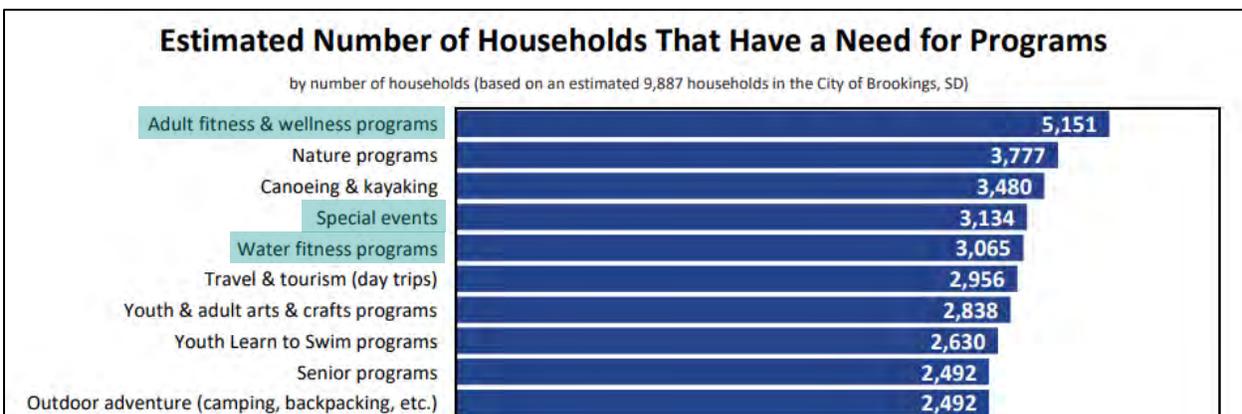
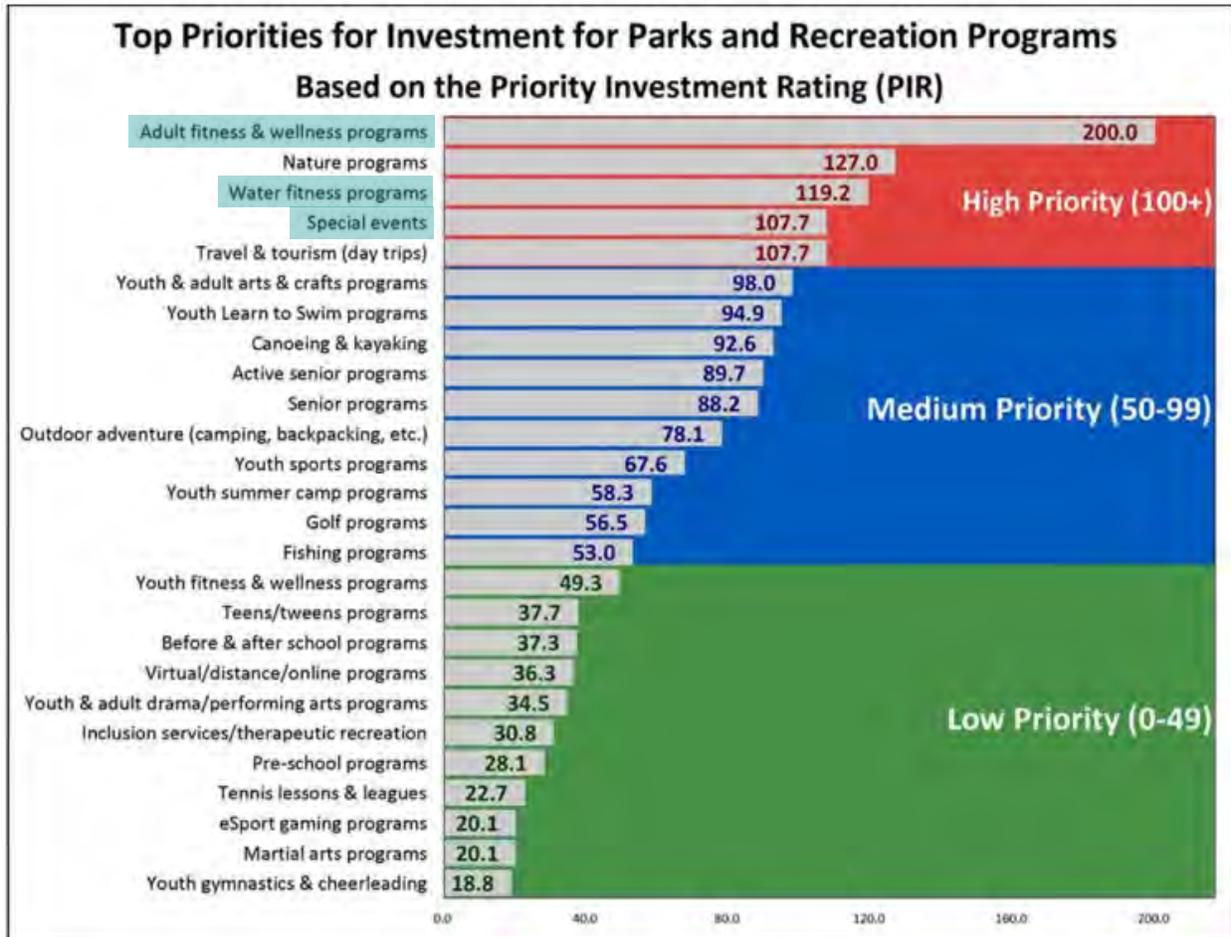
CORE PROGRAM AREA RECOMMENDATIONS

These existing Core Program Areas provide a generally well-rounded and diverse array of programs for the community. Based upon the observations of the planning team, demographic and recreation trends information, Department staff should evaluate Core Program Areas and individual programs, ideally on an annual basis, to ensure offerings are relevant to evolving demographics and trends in the local community. Furthermore, based on community input, residents have a need for additional nature programs as well as more community activity offerings.

PARKS AND RECREATION MASTER PLAN

POTENTIAL NEW CORE PROGRAM AREA RECOMMENDATIONS

The Department should explore adding additional Core Program Areas to assist in fulfilling existing unmet needs. Based on the results from the Statistically Valid Community Survey, Brookings’ residents have a strong “Need” for Fitness Programs, specifically adult and aquatic programs, as well as Special Events. Both program areas received a very high Priority Investment Rating (PIR) base on resident responses as well as a strong household need rating.



4.5.5 PROGRAM STRATEGY ANALYSIS

AGE SEGMENT ANALYSIS

The table below depicts each Core Program Area and the most prominent age segments they serve. Recognizing that many Core Program Areas serve multiple age segments, Primary (noted with a ‘P’) and Secondary (noted with an ‘S’) markets are identified.

Age Segment Analysis						
Core Program Area	Preschool (5 & Under)	Elementary (6-12)	Teens (13-17)	Adult (18+)	Senior (55+)	All Ages Programs
Adult Athletic				P	S	
Aquatic	P	P	P	S	S	S
Community Activities	S	S	S	S	S	P
Nature	S	S	S	S	S	P
Senior Activities					P	
Youth		P	S			

For this report, an Age Segment Analysis was completed by Core Program Area, exhibiting an over-arching view of the age segments served by different program areas, and displaying any gaps in segments served. It is also useful to perform an Age Segment Analysis by individual programs, in order to gain a more nuanced view of the data. Based on the age demographics of the City, current programs seem to be well-aligned with the community’s age profile. With roughly 50% of Brookings’s population falling between 18-34, it is fitting that the Young Adult segment is highly catered to.



That being said, the lack of primary programs dedicated to the Preschool segment is noticeable. Moving forward, it is recommended that the Department considers introducing new programs to address any unmet needs. With approximately one-third of the youth population (0-17) being 0-5 years-old, offering an adequate number of Preschool programs is important for the Departments success. Such programs as Nature Kids or Arts & Crafts are popular programs with this age segment and were both ranked high in terms of “need” in the Community Survey. Additionally, by offering more youth programs, it could help incentives more young families to move to Brookings.



Staff should continue to monitor demographic shifts and program offerings to ensure that the needs of each age group are being met. It would be best practice to establish a plan including what age segment to target, establish the message, which marketing method(s) to use, create the social media campaign, and determine what to measure for success before allocating resources towards a particular effort.

PARKS AND RECREATION MASTER PLAN

PROGRAM LIFECYCLE

A Program Lifecycle Analysis involves reviewing each program offered by the Department to determine the stage of growth or decline for each. This provides a way of informing strategic decisions about the overall mix of programs managed by the agency to ensure that an appropriate number of programs are “fresh” and that relatively few programs, if any, need to be discontinued. This analysis is not based on strict quantitative data, but rather, is based on staff members’ knowledge of their program areas. The following table shows the percentage distribution of the various lifecycle categories of the City’s programs. These percentages were obtained by comparing the number of programs in each individual stage with the total number of programs listed by staff members.

Lifecycle	Description	Actual Programs Distribution		Recommended Distribution
Introduction	New Programs; modest participation	2%	35%	50%-60% Total
Take-Off	Rapid participation growth	0%		
Growth	Moderate, but consistent participation growth	33%		
Mature	Slow participation growth	59%	59%	40%
Saturation	Minimal to no participation growth; extreme competition	4%	6%	0-10% Total
Decline	Declining participation	2%		

The Lifecycle Analysis depicts a slightly skewed program distribution. Approximately 35% of all programs fall within the beginning stages (Introduction, Take-Off, & Growth); however only 2% of that is allocated between the Introduction and Take-Off stage. With so few programs in these early stages, it suggests the Department may be lacking when it comes innovation and creating new program opportunities for residents. It is recommended to have 50-60% of all programs within the three beginning stages because it provides the Department an avenue to energize its programmatic offerings. Eventually, these programs will begin to move into the Mature stage, so these stages ensure the pipeline for new programs is there. It is key to continue adding new programs in the Introduction stage as those programs are meant to progress through the lifecycle stages.

According to staff, 59% of all program offerings fell into the Mature stage. This stage anchors a program portfolio and it is recommended to have roughly 40% of programs within the Mature category in order to achieve a stable foundation. Additionally, 6% of programs are Saturated or Declining. It is a natural progression for programs to eventually evolve into saturation and decline. However, if programs reach these stages rapidly, it could be an indication that the quality of the programs does not meet expectations, or there is not as much of a demand for the programs.

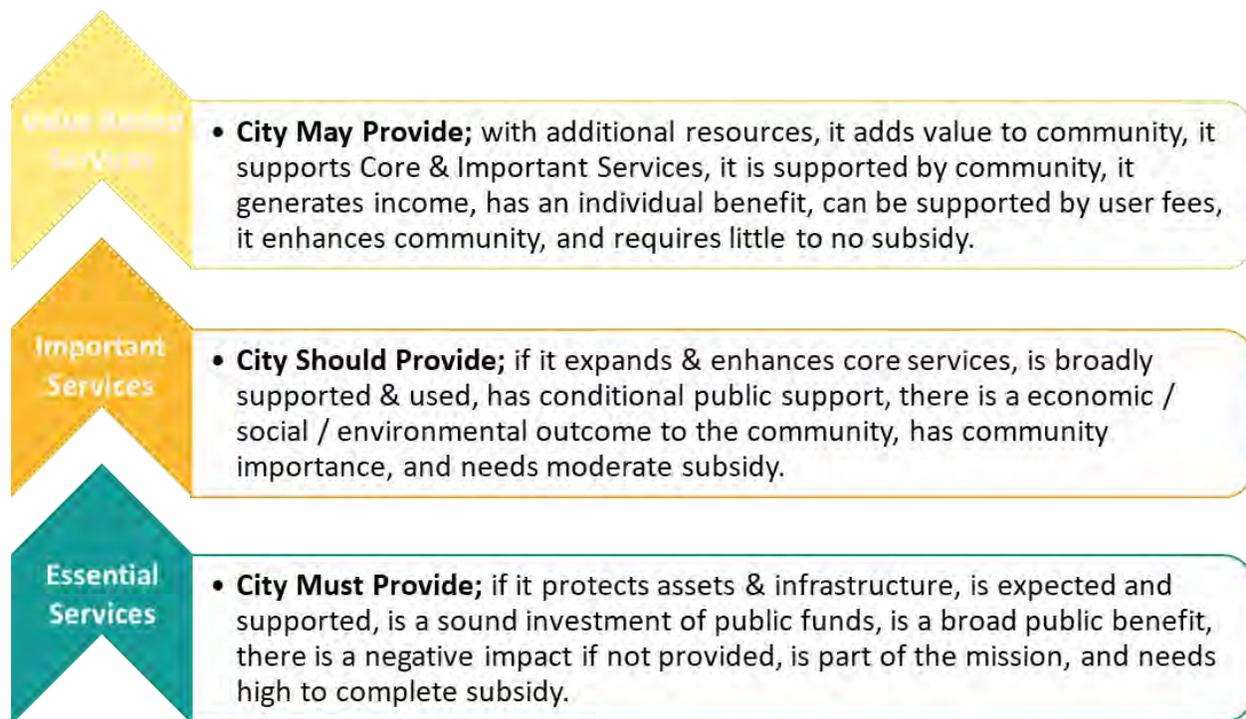
As programs enter the Decline stage, they must be closely reviewed and evaluated for repositioning or elimination. When this occurs, the Department should modify these programs to begin a new lifecycle with the Introductory stage or to add new programs based upon community needs and trends. Staff should complete a Program Lifecycle Analysis on an annual basis and ensure that the percentage distribution closely aligns with desired performance. Furthermore, the Department could include annual performance measures for each Core Program Area to track participation growth, customer retention, and percentage of new programs as an incentive for innovation and alignment with community trends.

PROGRAM CLASSIFICATION

Conducting a classification of services analysis informs how each program serves the overall organization mission, the goals and objectives of each Core Program Area, and how the program should be funded regarding tax dollars and/or user fees and charges. How a program is classified can help to determine the most appropriate management, funding, and marketing strategies.

Program classifications are based on the degree to which the program provides a public benefit versus a private benefit. Public benefit can be described as everyone receiving the same level of benefit with equal access, whereas private benefit can be described as the user receiving exclusive benefit above what a general taxpayer receives for their personal benefit.

For this exercise, the Department used a classification method based on three categories: Essential Services, Important Services, and Value-Added Services. Where a program or service is classified depends upon alignment with the organizational mission, how the public perceives a program, legal mandates, financial sustainability, personal benefit, competition in the marketplace, and access by participants. The following graphic describes each of the three program classifications.

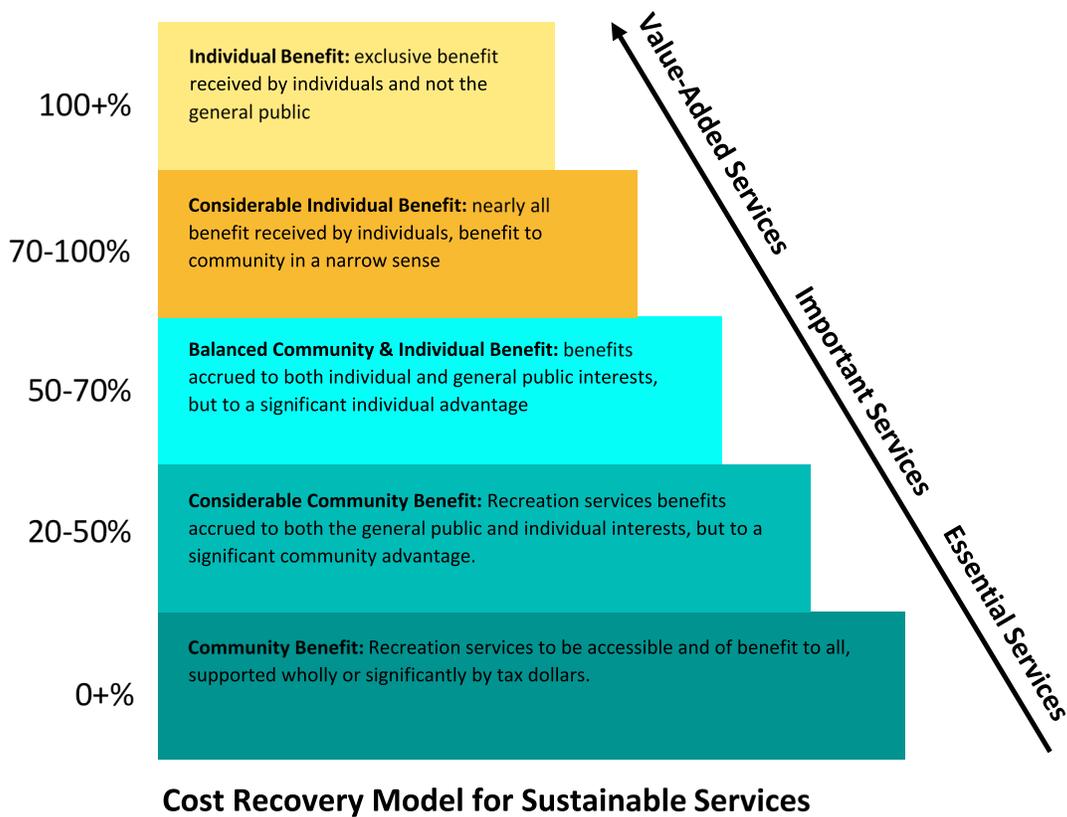


PARKS AND RECREATION MASTER PLAN

With assistance from staff, a classification of programs and services was conducted for all of the recreation programs offered by the Department. The results presented in the following table represent the current classification of recreation program services. Programs should be assigned cost recovery goal ranges within those overall categories. A full list organized by core area can be found in **Appendix 4**.

Brookings Program Classification Distribution		
Essential	Important	Value-Added
11%	71%	18%

As the Department continues to evolve to better meet the community’s needs, there could be an added benefit to managing the services if they all were classified according to the Cost Recovery Model for Sustainable Services depicted below.



Given the broad range of cost recovery goals (i.e., 0% to 40% for Essential Services or 40% to 80% for Important Services), it would be helpful to further distribute programs internally within sub-ranges of cost recovery as depicted in the previous Figure. This will allow for programs to fall within an overall service classification tier while still demonstrating a difference in expected / desired cost recovery goals based on a greater understanding of the program’s goals (e.g., Pure Community services versus Mostly Community Services or Community and Individual Mix versus Mostly Individual Mix).

COST OF SERVICE & COST RECOVERY

Cost recovery targets should at least be identified for each Core Program Area, and for specific programs or events when realistic. The previously identified Core Program Areas would serve as an effective breakdown for tracking cost recovery metrics including administrative costs. Theoretically, staff should review how programs are grouped for similar cost recovery and subsidy goals to determine if current practices still meet management outcomes.

Determining cost recovery performance and using it to make informed pricing decisions involves a three-step process:

1. Classify all programs and services based on the public or private benefit they provide (as completed in the previous section).
2. Conduct a Cost of Service Analysis to calculate the full cost of each program.
3. Establish a cost recovery percentage, through Department policy, for each program or program type based on the outcomes of the previous two steps and adjust program prices accordingly.

The following provide more detail on steps 2 & 3.

Understanding the full Cost of Service

To develop specific cost recovery targets, full cost of accounting needs to be created on each class or program that accurately calculates direct and indirect costs. Cost recovery goals are established once these numbers are in place, and the Department’s program staff should be trained on this process. A Cost of Service Analysis should be conducted on each program, or program type, that accurately calculates direct (i.e., program-specific) and indirect (i.e., comprehensive, including administrative overhead) costs. Completing a Cost of Service Analysis not only helps determine the true and full cost of offering a program, but it also provides information that can be used to price programs based upon accurate delivery costs. Figure 8 illustrates the common types of costs that must be accounted for in a Cost of Service Analysis.



PARKS AND RECREATION MASTER PLAN

The methodology for determining the total Cost of Service involves calculating the total cost for the activity, program, or service, then calculating the total revenue earned for that activity. Costs (and revenue) can also be derived on a per unit basis. Program or activity units may include:

- Number of participants
- Number of tasks performed
- Number of consumable units
- Number of service calls
- Number of events
- Required time for offering program/service

Agencies use Cost of Service Analysis to determine what financial resources are required to provide specific programs at specific levels of service. Results are used to determine and track cost recovery as well as to benchmark different programs provided by the Department between one another. Cost recovery goals are established once Cost of Service totals have been calculated. Program staff should be trained on the process of conducting a Cost of Service Analysis and the process should be undertaken on a regular basis.

Current Cost Recovery

The Department currently tracks cost recovery on a Core Program Area level. The table below highlights current cost recovery goals as well as actual cost recovery for the last fiscal year (2020). In analyzing the table below, the Department is either meeting or exceeding all their cost recovery targets. Adult Athletics and Nature Programs stand out for having the greatest cost recovery at 300% and 285% respectively. It is recommended that the Department continue tracking and setting cost recovery goals for each Core Program Area and for specific programs or events where practical.

Cost Recovery Goal by Core Program Area					
Core Program Area	Current Cost Recovery (Direct Costs)	Actual Cost Recovery (2020)	Core Program Area	Current Cost Recovery (Direct Costs)	Actual Cost Recovery (2020)
Adult Athletic	100%	300%	Nature	100%	285%
Aquatic	100%	120%	Senior Activities	0%	0%
Community Activities	0%	0%	Youth	100%	115%

Cost Recovery Best Practices

Cost recovery targets should reflect the degree to which a program provides a public versus individual good. Programs providing public benefits (i.e., Essential programs) should be subsidized more by the Department; programs providing individual benefits (i.e., Value-Added programs) should seek to recover costs and/or generate revenue for other services. To help plan and implement cost recovery policies, the consulting team has developed the following definitions to help classify specific programs within program areas.

- Essential Programs-category are critical to achieving the organizational mission and providing community-wide benefits and therefore, generally receive priority for tax-dollar subsidization.
- Important or Value-Added program classifications generally represent programs that receive lower priority for subsidization.
 - Important programs contribute to the organizational mission but are not essential to it; therefore, cost recovery for these programs should be high (i.e., at least 80% overall).
 - Value-Added programs are not critical to the mission and should be prevented from drawing upon limited public funding, so overall cost recovery for these programs should be near or in excess of 100%.

PRICING

Pricing strategies are one mechanism agencies can use to influence cost recovery. Overall, the degree to which the Department uses various pricing strategies is rather limited. Pricing tactics are concentrated in age segment pricing however, some core areas also use group discounts and customer’s ability to pay.

Currently, no Core Program Area utilizes more than one pricing strategy. Moving forward, it is strongly recommended that the Department begin incorporating additional pricing tactics when deemed appropriate. Residency rates, weekday/weekend rates, prime/non-prime time rates, cost recovery goals, market rates, and by location pricing are all valuable tools and should be considered when setting prices. These untapped pricing strategies are useful to help stabilize usage patterns and help with cost recovery for higher quality amenities and services. The consulting team recommends that all Core Program Areas utilize cost recovery as a major factor in determining pricing and look at underutilized pricing strategies to bolster participation and revenue.

Staff should continue to monitor the effectiveness of the various pricing strategies they employ and adjust as necessary. It is also important to continue monitoring for yearly competitor and other service providers (i.e., similar providers) as found in **Appendix 4**. The table below details pricing methods currently in place by each Core Program Area and additional areas for strategies to implement over time.

Pricing Strategies										
Core Program Area	Age Segment	Family/ Household	Residency	Weekday/ Weekend	Prime / Non- Prime Time	Group Discounts	By Location	By Competition (Market Rate)	By Cost Recovery Goals	By Customer's Ability to Pay
Adult Athletic						X				
Aquatic	X									
Community Activities	X									
Nature	X									
Senior Activities										X
Youth	X									

PARKS AND RECREATION MASTER PLAN

PROGRAM STRATEGY RECOMMENDATIONS

In general, the Department program staff should continue the cycle of evaluating programs on both individual merit as well as the program mix as a whole. This can be completed at one time on an annual basis, or in batches at key seasonal points of the year, as long as each program is checked once per year. The following tools and strategies can help facilitate this evaluation process:

Mini Business Plans

It is recommended that Mini Business Plans (2-3 pages) for each Core Program Area be updated on a yearly basis. These plans should evaluate the Core Program Area based on meeting the outcomes desired for participants, cost recovery, percentage of the market and business controls, cost of service, pricing strategy for the next year, and marketing strategies that are to be implemented. If developed regularly and consistently, they can be effective tools for budget construction and justification processes in addition to marketing and communication tools.

Program Development & Decision-Making Matrix

When developing program plans and strategies, it is useful to consider all of the Core Program Areas and individual program analysis discussed in this Program Assessment. Lifecycle, Age Segment, Classification, and Cost Recovery Goals should all be tracked, and this information, along with the latest demographic trends and community input, should be factors that lead to program decision-making. Community input can help staff focus in on specific program areas to develop new opportunities in what group of citizens to target including the best marketing methods to use.

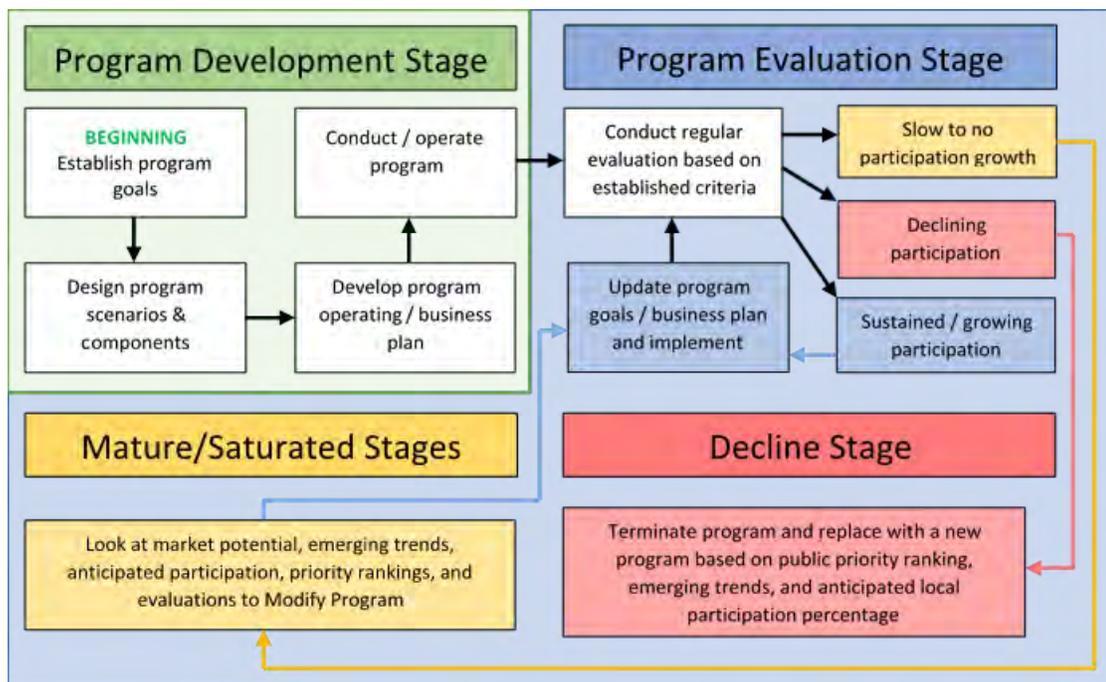
A simple, easy-to-use tool similar to the table below will help compare programs and prioritize resources using multiple data points, rather than relying solely on cost recovery. In addition, this analysis will help staff make an informed, objective case to the public when a program in decline, but beloved by a few, is retired. If the program/service is determined to have strong priority, appropriate cost recovery, good age segment appeal, good partnership potential, and strong market conditions the next step is to determine the marketing methods by completing a similar exercise as the one seen below.

Marketing & Promotion Methods				
Program Idea (Name or Concept): _____				
Marketing Methods	Content Developed	Contact Information	Start Date	
Activity Guide				
Website				
Newspaper Article				
Radio				
Social Media				
Flyers - Public Places				
Newspaper Ad				
Email Notification				
Event Website				
School Flyer/Newsletter				
Television				
Digital Sign				
Friends & Neighbors Groups				
Staff Promotion @ Events				
Internal Factors				
Priority Ranking: High Medium Low				
Program Area: Core Non-core				
Classification: Essential Important Discretionary				
Cost Recovery Range: 0-40% 60-80% 80+%				
Age Segment: Primary Secondary				
Sponsorship/Partnership				
Potential Partnerships: Monetary Volunteers Partner Skill Location/Space				
Potential Sponsors: Monetary Volunteers Sponsor Skill Location/Space				
Market Competition				
Number of Competitors: _____				
Competitiveness: High Medium Low				
Growth Potential: High Low				

Program Evaluation Cycle (with Lifecycle Stages)

Using the Age Segment and Lifecycle analysis, and other established criteria, program staff should evaluate programs on an annual basis to determine program mix. This can be incorporated into the Program Operating/Business Plan process. A diagram of the program evaluation cycle and program lifecycle is found in the table below. During the Introductory Stages, program staff should establish program goals, design program scenarios and components, and develop the program operating/business plan. Regular program evaluations will help determine the future of a program.

If participation levels are still growing, continue to provide the program. When participation growth is slowing (or non-existent) or competition increases, staff should look at modifying the program to re-energize the customers to participate. When program participation is consistently declining, staff should terminate the program and replace it with a new program based on the public's priority ranking and/or in activity areas that are trending nationally/regionally/locally, while taking into consideration the anticipated local participation percentage.



PARKS AND RECREATION MASTER PLAN

4.5.6 MARKETING, VOLUNTEERS, AND PARTNERSHIPS

CURRENT RECREATION MARKETING AND COMMUNICATIONS

The Department's current marketing plan utilizes several communication methods to connect with residents including printed and online program guides, the City's website, flyers/brochures, direct mail, radio advertisements, and various social media channels.

Effective communication strategies require striking an appropriate balance between the content with the volume of messaging while utilizing the "right" methods of delivery. The Department has a broad distribution of delivery methods for promoting programs. It is imperative to continue updating the marketing plan annually to provide information for community needs, demographics, and recreation trends.

An effective marketing plan must build upon and integrate with supporting plans and directly coordinate with organization priorities. The plan should also provide specific guidance as to how the Department's identity and brand is to be consistently portrayed across the multiple methods and deliverables used for communication.



WEBSITE

The Department's website (<https://cityofbrookings-sd.gov/204/Parks-Recreation-Forestry>) has several features making it easy to navigate and user friendly. There is a navigation bar located along the left side of the homepage as well as a "Quick Link" section located in the bottom righthand corner, both assist users in finding specific information on secondary pages. Further down the homepage users will find "Social Media" which has links to all of the City's social media pages including, Facebook, Instagram, Twitter, and YouTube. Making is easy for resident to follow/subscribe to the City's varies platform in order to better stay connected on what is happening in the community.

CITY OF BROOKINGS | SOUTH DAKOTA

- Dakota Nature Park +
- Douglas Chittick Community Gardens +
- Downloads, Registration Forms & Rules
- EdgeBrook Golf Course +
- Forestry Missions, Programs & Services +
- Hillcrest Aquatic Center +
- Larson Ice Center +
- Larson Park Disc Golf
- Park & Recreation Advisory Board
- Parks & Facilities Listing
- Parks Missions, Programs & Services +
- Recreation Mission, Programs & Services +
- Sexauer Park Campground

Home | Government | Departments/Divisions | Parks, Recreation & Forestry

Parks, Recreation & Forestry

Creating Community Through People, Parks & Programs

Parks Responsibilities

The Parks Department builds and maintains the parks in the Brookings Park system, comprising over 640 acres. The department also cooperates closely with the [Brookings School District](#) in building and maintaining joint school / park facilities.

The Parks Department maintains a fully equipped maintenance fleet of vehicles, mowers and specialty equipment. Full-time staff assisted by seasonal employees, provides all maintenance and plays a significant role in developing and constructing new parks. For more information, please refer to the [Master Park Plan \(PDE\)](#).

Forestry Purpose

The purpose of the forestry section of Parks, Recreation and Forestry is to preserve and perpetuate one of the community's most valuable natural resource and asset - its municipal forest of trees on public property, including boulevards, parks and other city properties. The City of Brookings is responsible for the planting, care and maintenance and removal / replacement of trees on public property, including city boulevards, parks and schools.

Recreation Opportunities

The Recreation Department provides a wide range of youth, adult and family public recreational activities. City recreation exists to provide opportunities for leisure time activities at an affordable cost, usually subsidized by public funds, which are not feasible or easily provided by the private sector.

Photos

Brookings's Parks, Recreation and Forestry Department periodically takes photo's of participants in our programs, during special events and in the parks. These photo's may be used in the City's media publications.

Contact Us

Dusty Rodiek
Director
[Email Dusty Rodiek](mailto:Email.Dusty.Rodiek)

Parks, Recreation & Forestry

Physical Address
520 3rd Street, Suite 130
Brookings, SD 57006

Phone: (605) 692-2708
Fax: (605) 697-8355

Hours:
Monday - Friday
8:00 a.m. to 5:00 p.m.

NOTE: Hours of operations may be impacted by COVID-19. For the latest updates, visit our [COVID-19 page](#).

[Directory](#)



Contact Us

City of Brookings
520 3rd Street, Suite 230
Brookings, SD 57006
Phone: 605-692-6281

Social Media

- [Facebook](#)
- [Instagram](#)
- [LiveTV](#)
- [Twitter](#)
- [YouTube](#)

Quick Links

- [Career Opportunities](#)
- [COVID-19](#)
- [Parks & Recreation Online Registration](#)
- [Snow & Ice Removal](#)
- [Trash & Recycling](#)
- [Volunteer](#)

Helpful Links

- [Home](#)
- [Site Map](#)
- [Contact Us](#)
- [Accessibility](#)
- [Copyright Notices](#)

- [Employment opportunities](#)
- [Parks & Recreation Online Registration](#)
- [Facebook Page](#)
- [FAQ's](#)
- [Recreation Program Guide \(PDF\)](#)

PARKS AND RECREATION MASTER PLAN

SOCIAL MEDIA

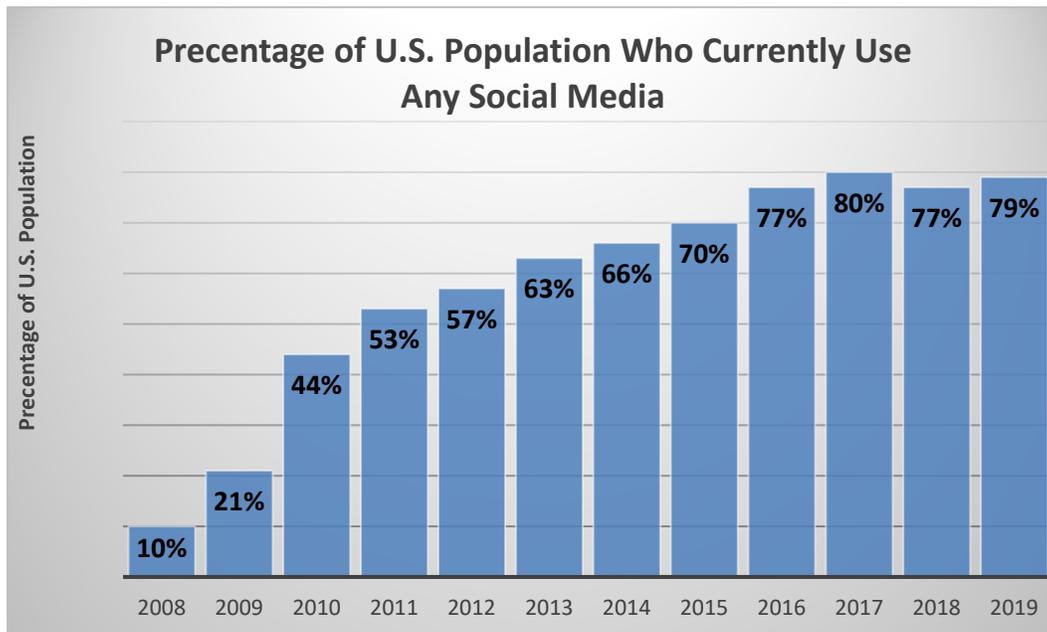
The City of Brookings utilizes Web 2.0 technology through Facebook, Instagram, Twitter, and YouTube. The key to successful implementation of a social network is to move the participants from awareness to action and creating greater user engagement. This could be done by:



- Allowing controlled 'user generated content' by encouraging users to send in their pictures from the City's special events or programs.
- Introducing Facebook-only promotions to drive greater visitation to Facebook.
- Leverage the website to obtain customer feedback for programs, parks and facilities and customer service.
- Maximize the website's revenue generating capabilities.
- Conduct annual website strategy workshop with the staff to identify ways and means that the website can support the City's Social Media Trends.

Social Media Users

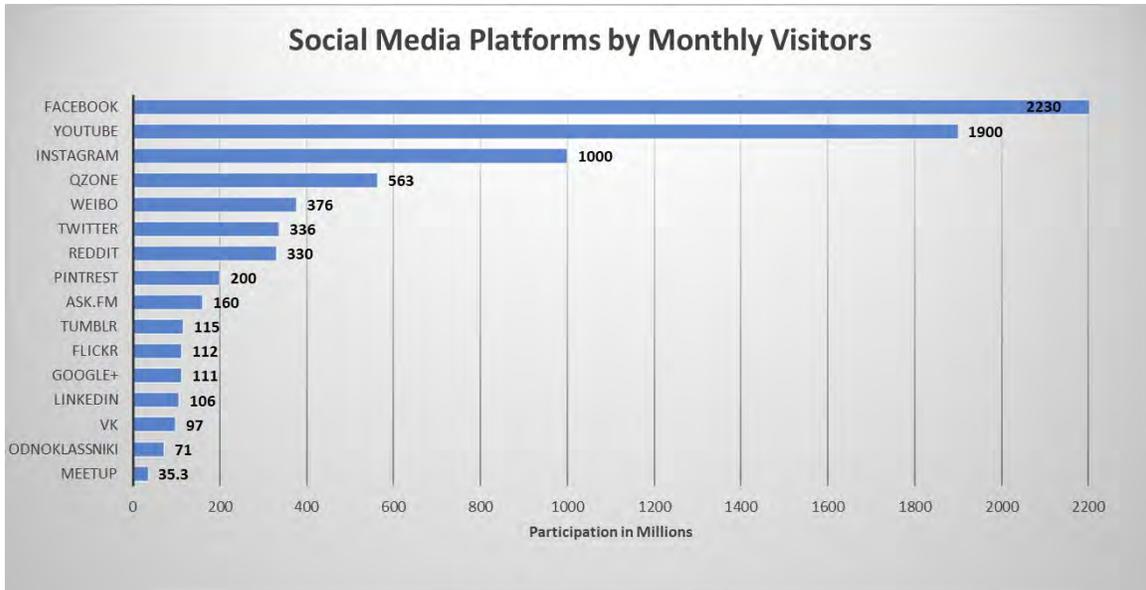
Over the last decade, social media has become one of the Country's fastest growing trends. With only ten percent of the country using social media in 2008; today, an estimated seventy-nine percent of the U.S. population is currently using some form of social media. With such a large percentage of the population using these online media platforms in their daily lives, it becomes essential for the City to take advantage of these marketing opportunities. Social media can be a useful and affordable tool to reach current and potentially new system users. Such platforms as Facebook, YouTube, Instagram, Pinterest, Twitter, or LinkedIn are extremely popular with not only today's youth but also young and middle-aged adults.



Source: <https://www.statista.com/statistics/273476/percentage-of-us-population-with-a-social-network-profile/>

Social Media Platforms

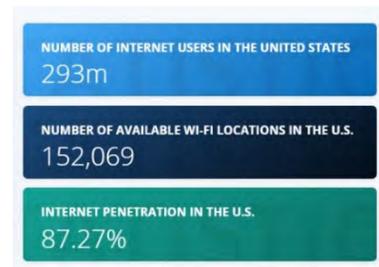
Below is a chart that depicts the most frequently used social media sites throughout the world. As of August 2019, Facebook stands out as the most heavily trafficked social media platform, with an estimated 2.2 billion visitors per month. YouTube is second with 1.9 billion visitors per month.



Source: www.dreamgrow.com/top-15-most-popular-social-networking-sites/

Mediums Used to Access the Internet

The neighboring image is taken directly from Statista.com and depicts the number of internet users in the United States, number of available Wi-Fi locations, and internet penetration in the US. Only 10% of surveyed adults state they do not use the internet in 2019. As of 2018 Statista, the United States has the largest online market in the world with 312 million users.



Source: www.statista.com/topics/2237/internet-usage-in-the-united-states/

MARKETING AND COMMUNICATIONS RECOMMENDATIONS

- Ensure the marketing plan includes the components and strategies identified in this section.
- Establish priority segments to target in terms of new program/service development and communication tactics.
- Establish and review regularly performance measures for marketing; performance measures can be tracked through customer surveys as well as some web-based metrics.
- Leverage relationships with partners to enhance marketing efforts through cross-promotion that include defined measurable outcomes.

PARKS AND RECREATION MASTER PLAN

4.5.7 VOLUNTEER AND PARTNERSHIP MANAGEMENT

Today's realities require most public recreation and parks departments to seek productive and meaningful partnerships with both community organizations and individuals to deliver quality and seamless services to their residents. These relationships should be mutually beneficial to each party to better meet overall community needs and expand the positive impact of the agency's mission. Effective partnerships and meaningful volunteerism are key strategy areas for the City to meet the needs of the community in the years to come.

CURRENT VOLUNTEER MANAGEMENT

When managed with respect and used strategically, volunteers can serve as the primary advocates for the City and its offerings. Currently, Brookings has volunteer opportunities posted on the City's website, underneath the "Quick Links" section. Additionally, volunteer applications for those who are wanting to get involved are also available online (<https://cityofbrookings-sd.gov/578/Volunteer-Opportunities>).



Management of volunteers is currently limited primarily due to staffing restraints. However, it is recommended that the Department begin tracking volunteers on an annual basis. Key performance indicators such as number of volunteers, volunteer hours, type of volunteers (E.g., community service, special event, intern, etc.) should be tracked. Tracking volunteer hours can be used in budget discussions showing how well the Department is able to leverage limited resources. A complete list of volunteer recommendations and best practices can be found in **Appendix 4**.



RECREATION PROGRAM PARTNERSHIPS

The Department currently works with several different types of partners throughout the community. These partnerships support facilitation of programs and sponsorships of community events. As with tracking of volunteer hours, tracking partnerships helps show leadership how well staff can leverage resources. In many instances, partnerships are inequitable to the public agency and do not produce reasonable shared benefits between parties. It is not suggested that the Department's existing partnerships are inequitable; rather, in general many park and recreation agencies' partnerships tend to be inequitable.

The following recommended policies will promote fairness and equity within the existing and future partnerships while helping staff to manage against potential internal and external conflicts. Certain partnership principles must be adopted by the Department for existing and future partnerships to work effectively. These partnership principles are as follows:

- All partnerships require a working agreement with measurable outcomes and will be evaluated on a regular basis. This should include reports to the agency on the performance and outcomes of the partnership including an annual review to determine renewal potential.
- All partnerships should track costs associated with the partnership investment to demonstrate the shared level of equity.
- All partnerships should maintain a culture that focuses on collaborative planning on a regular basis, regular communications, and annual reporting on performance and outcomes to determine renewal potential and opportunities to strengthen the partnership.

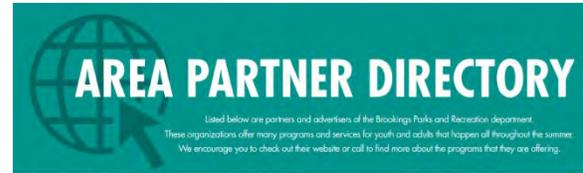
Additional partnerships can be pursued and developed with other public entities such as neighboring towns/cities, colleges, state or federal agencies, non-for-profit organizations, as well as with private or for-profit organizations. There are recommended standard policies and practices that will apply to any partnership, and those that are unique to relationships with private, for-profit entities.

VOLUNTEER AND PARTNERSHIP RECOMMENDATIONS

The planning team recommends the following regarding volunteers and partnerships:

Establish formal Volunteer and Partnership Policies and Agreements

Following the best practice listed in the previous section as well as in **Appendix 4**, continue to monitor and update established volunteer and partner policies and agreements which are tailored to the different types of volunteers and partnerships the Department encounters. Additionally, begin tracking volunteer metrics which include individual volunteers used annually and volunteer hours donated annually. Lastly, begin requiring written agreements for all partnerships and identify specific measurable outcomes for each partnership.



<p>BROOKINGS COUNTY 4-H/21ST CENTURY EXTENSION 605-693-8280</p> <p>BROOKINGS ARTS COUNCIL (605) 692-4177 • www.brookingsartscouncil.org</p> <p>BROOKINGS ADULT SOFTBALL ASSOCIATION www.btwmfball.com</p> <p>BROOKINGS COMMUNITY BAND www.facebook.com/BrookingsAreaCommunityBand</p> <p>BROOKINGS FIGURE SKATING CLUB www.brookingsfigc.com</p> <p>BROOKINGS FRIENDS OF BASEBALL www.brookingsbaseball.com</p> <p>SOUTH DAKOTA ART MUSEUM www.sdartemuseum.org</p> <p>BROOKINGS FUTSAL CLUB www.brookingsfsc.com</p> <p>BROOKINGS BASKETBALL ASSOCIATION www.brookingsbasketball.com</p> <p>BROOKINGS ICE SKATING ASSOCIATION www.brookingsice.org</p>	<p>BROOKINGS SCHOOL DISTRICT www.brookings.k12.sd.us</p> <p>BROOKINGS SWIM CLUB www.brookingswimclub.com</p> <p>BROOKINGS TAE KWON DO CLUB brookingstaekwondo.com</p> <p>BROOKINGS WRESTLING CLUB www.brookingswrestling.com/</p> <p>BOYS & GIRLS CLUB AND THE CLUB TEEN CENTER www.greatfuture.org/brookings</p> <p>BROOKINGS YOUTH FAST PITCH SOFTBALL ASSOCIATION www.brookingsfastpitch.com</p> <p>BROOKINGS YOUTH FOOTBALL www.brookingsyouthfootball.com</p> <p>DAROTA PLAINS HART CLUB www.southdakotahartclub.com</p> <p>SOUTH DAKOTA STATE UNIVERSITY www.sdstate.edu</p> <p>BROOKINGS COUNTY OUTDOOR ADVENTURE CENTER www.brookingsadventure.com/</p>	<p>SPECIAL OLYMPICS-BROOKINGS www.sood.org/</p> <p>PRAIRIE STRIDES RUNNING CLUB www.prairiestrides.net</p> <p>BROOKINGS TENNIS CLUB brookings.tennis@gmail.com</p> <p>CHILDREN'S MUSEUM OF SOUTH DAKOTA www.prairieplay.org</p> <p>SOUTH DAKOTA DEPARTMENT OF GAME, FISH AND PARKS www.gfp.sd.gov</p> <p>BROOKINGS ACTIVITY CENTER haugasa@cityofbrookings-sd.gov</p> <p>BROOKINGS PUBLIC LIBRARY (605) 692-9407 • www.brookingslibrary.org</p> <p>HUNGERFORD CHIROPRACTIC & PHYSICAL THERAPY (605) 697-5145</p> <p>BROOKINGS YOUTH VOLLEYBALL CLUB www.brookingsyouthvolleyball.com</p> <p>BROOKINGS AREA FCA www.BrookingsAreaFCA.org</p>
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4.6 FACILITY / AMENITY PRIORITY RANKINGS

The purpose of the Facility/Amenity and Program Priority Rankings is to provide a prioritized list of facility/amenity and program needs for the community served by the Brookings Parks, Recreation & Forestry Department. Quantitative data was used from the statistically-valid community survey, which asked residents to list unmet needs and rank their importance. A weighted scoring system is used to determine the priorities for Brookings’s facilities/amenities and programs:

Data Source	Component	Weighting
Quantitative Data	Unmet Needs Reported by the Community Survey – This is used as a factor from the total number of households stating whether they have a need for a facility/amenity and the extent to which their need for facilities/amenities has been met. Survey participants were asked to identify this for 32 different facilities/amenities and 26 program areas.	50%
	Importance Rankings Reported by the Community Survey – This is used as a factor from the importance allocated to a facility/amenity by the community. Each respondent was asked to identify the top four most important 32 facilities/amenities and 26 program areas.	50%



4.6.1 FACILITY PRIORITY RANKINGS

The following “heat map” depicts facility/amenity priority overall for the 32 facility/amenities.

Facilities	
Walking/hiking trails	1
Indoor swimming pools/leisure pool	2
Indoor running/walking track	3
Paved bike trails	4
Natural areas & wildlife habitats	5
Small neighborhood parks	6
Sledding hill	7
Indoor fitness & exercise facilities	8
Large community parks	9
Indoor basketball/volleyball/pickleball courts	10
Outdoor swimming pools/splash pads	11
Indoor playground	12
Camping	13
Picnic areas & shelters	14
Off-leash dog parks	15
Golf courses	16
Indoor field house sports fields	17
Community gardens	18
Multipurpose fields for practice & open play	19
Playground equipment	20
Outdoor ice-skating rinks	21
Pickleball courts	22
Mountain biking/single track	23
Youth baseball & softball fields	24
Outdoor basketball courts	25
Disc golf courses	26
Outdoor tennis courts	27
Youth football fields	28
Youth soccer fields	29
Skate parks	30
Adult softball fields	31
Adult soccer fields	32

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4.6.2 PROGRAM PRIORITY RANKINGS

The following “heat map” depicts program priority overall for the 26 programs.

Programs	
Adult fitness & wellness programs	1
Nature programs	2
Water fitness programs	3
Special events	4
Travel & tourism (day trips)	5
Youth & adult arts & crafts programs	6
Youth Learn to Swim programs	7
Canoeing & kayaking	8
Active senior programs	9
Senior programs	10
Outdoor adventure (camping, backpacking, etc.)	11
Youth sports programs	12
Youth summer camp programs	13
Golf programs	14
Fishing programs	15
Youth fitness & wellness programs	16
Teens/tweens programs	17
Before & after school programs	18
Virtual/distance/online programs	19
Youth & adult drama/performing arts programs	20
Inclusion services/therapeutic recreation	21
Pre-school programs	22
Tennis lessons & leagues	23
eSport gaming programs	24
Martial arts programs	25
Youth gymnastics & cheerleading	26

4.7 CAPITAL IMPROVEMENT PLAN

Based on the findings of the Park and Facility Assessment, estimates for probable costs for Park improvements were developed for inclusion in the Parks Department 5-year and 10-year Capital Improvement Plan. Costs developed are based on local and regional historical cost data. **A full 10-Year Capital Improvement Plan is located in Appendix 5.**

Improvements were organized into a three-tier plan, identifying improvements as one of the following categories:

4.7.1 CRITICAL/SUSTAINABLE ALTERNATIVE

Prioritized spending within existing budget targets and focuses on deferred maintenance and lifecycle replacement of assets and amenities within the existing parks system. The intention of the alternative is to refocus and make the most of existing resources with the primary goal being for the City to maintain high quality services.

REPRESENTATIVE PROJECTS ADDED TO THE CIP

- Arrowhead Park — Pond Renovations
- Dakota Nature Park — Trail Repairs
- Lions Park — Playground Equipment Replacement
- Sexauer Park — Sand Volleyball Edge Improvements

4.7.2 EXPANDED SERVICES ALTERNATIVE

Extra services or capital improvement that should be undertaken when additional funding is available. This includes strategically enhancing and renovating existing parks and facilities to better meet the park and recreational needs of residents that would require additional operational or capital funding.

REPRESENTATIVE PROJECTS ADDED TO THE CIP

- Moriarty Park — North End Trail Loop Connection
- Dakota Nature Park — Parking Expansion
- Fishback Soccer Complex — Add Internal Trails
- Fishback Soccer Complex — Add Playground

4.7.3 VISIONARY ALTERNATIVE

Represents the complete set of services and facilities desired by the community. It is fiscally unconstrained but can help provide policy guidance by illustrating the ultimate goals of the parks and recreation system and by providing a long-range look to address future needs and deficiencies.

Visionary Alternatives address complete renovations of aging parks and facilities and the development of new parks and facilities. Funding for visionary projects would be derived from partnerships, private investments, and new tax dollars.

REPRESENTATIVE PROJECTS ADDED TO THE CIP

- New Indoor Community/Recreation Center
- New Sledding Hill
- New Miracle Field
- New Ballfields (4)

4.7.4 SUMMARY

The proposed additions to the 5- and 10-year CIP that were identified through the Park and Facility Assessment include approximately 48 new improvements across the Park and Recreation System, totaling approximately \$2.5 million in new Critical/Sustainable Improvements, \$850,000 in new Expanded Services, and \$34.8 million in potential Visionary Investments.

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CHAPTER FIVE — OPERATIONAL REVIEW AND FINANCIAL ANALYSIS

5.1 OPERATIONAL REVIEW

In May of 2021, meetings were held with the Parks and Forestry Department staff through an evaluation of existing parks and recreation sites, discussions with the maintenance staff responsible for the parks and recreation facilities, as well as an assessment of data provided by the Division. Additionally, all of the Department's current partnership agreements were reviewed and this analysis can be found in **Appendix 4**.

5.1.1 ATHLETIC FIELDS

The division is in charge of Athletic Fields and includes the management and maintenance of a ten-(10) field Fishback Soccer Complex, a five (5) field Southbrook Softball Complex, a renovated Bob Sheldon Competition ballfield, as well as numerous smaller game and practice fields. All the competitive sports fields are maintained at a Level One or Level Two maintenance standard, which is the highest level of care for sports fields, which is exceptional for a division of its staffing level. Soccer fields are mowed three times per week, and the baseball and softball fields are mowed two times per week. The smaller baseball/softball fields do not receive the same level of care as the stand-alone facilities, which is normal industry practices.

The competitive sports fields host many tournaments for in-city play, as well as travel teams who visit Brookings for the sports tournaments, specifically in soccer and baseball. These travel teams provide an economic boost to the local economy with hotel stays and food and beverage sales taxes from the players and their families who stay in Brookings. The level of maintenance efforts the Division provides these fields should continue as Brookings residents benefit from the great sports facilities available, and the City from the economic impact.

5.1.2 LARSON ICE CENTER

Larson Ice Center, a two (2) rink facility, is open between October through April each year and serves Brookings residents. One rink is open in July. The parks and recreation maintenance staff clean the facility during the week and weekends. There is only one employee who maintains the ice center during the season. The biggest complaint the City receives is on the condition of the ice as being too hard or too soft. In the future, the City will need to replace the dehumidification system at Larson Ice Center.

5.1.3 PARK MAINTENANCE

The Parks maintenance division consists of three (3) working supervisors and five (5) park technicians that each have two (2) seasonal staff that support them in the field. The staff work on a rotation basis, but work together on larger projects, while maintaining a total of approximately 627 developed-acres. These crews also maintain the downtown library, police/fire stations and the downtown landscape areas. Most of the maintenance standards in downtown Brookings are maintained at a Level One maintenance standard during the spring and summer, which is an appropriate level. Hillcrest Park, Larson Park, and Pioneer Park are maintained at the highest level in the City due to the Arts Festival and the numerous amenities and activities held in these three parks.

The staff indicate that the City is good at providing the necessary equipment to complete their work, and they also have the ability to contract for specialty equipment as needed. The Division has a mechanic on staff that cares for the equipment, but they will contract elements of service on equipment when needed. Staff contract out irrigation work, which is difficult to maintain themselves during peak summer season.

Currently, maintenance staff complete approximately 28-30 mow-cycles annually, which is appropriate for the parks maintained and is industry standard. The level of care is appreciated by the community as evident in the high marks from the statistically valid survey. Ninety-two percent (92%) of residents rate the quality of parks they have visited as "Excellent" or "Good," which is higher than the national average of eighty-four percent (84%).

Funding for the care of the downtown streetscape that includes hanging baskets, flower beds, and street trees is funded through the City's General Fund. The City should consider establishing a Business Improvement District that can help support the funding for these higher level of maintenance areas due to the business benefit from the maintenance quality of downtown through the elevated landscape care that is provided by the City park and maintenance staff.

5.1.4 FORESTRY

The Forestry Division maintains approximately 10,000 street trees and 5,000 to 6,000 park trees throughout the city. The Forestry Division currently includes four (4) staff positions. The City of Brookings is designated a Tree City USA.

The Forestry Division has established a 7–10-year pruning schedule, which is a good standard to follow and mirrors best practices for street trees. This pruning schedule also aligns with the Street Department on when they are performing maintenance.

Currently, staff do not track the cost plant a street tree or the cost to maintain a tree each year. The biggest issue facing the Forestry Division is the emergence of the Emerald Ash Borer, which has not yet been found in Brookings County. The City has approximately 3,000 to 4,000 ash trees in their inventory now. The City has been planting 300 trees annually to try to overcome the potential loss. The City does have a tree nursery, but it is not very large. Forestry crew priorities are street trees followed by park trees. The City does not receive any wheel tax money to support street trees, which many cities use these dollars to help maintain street trees and boulevards along with parking lots as part of the wheel tax funds.

Presently, developers are not required to plant street trees as part of their development. The City does not have a Tree Commission to help bring awareness and support for trees in Brookings.

5.1.5 OPERATIONAL ISSUES

The maintenance shop that the Division utilizes does not have adequate covered space to store equipment during the winter, which reduces the life of equipment and should be addressed to increase the lifecycle of equipment. Presently, staff do not track the lifecycle of equipment or the lifecycle of park amenities to budget for replacement.

Seasonal maintenance staff have been difficult to retain due to low starting hourly pay at \$10.25/hour with a cap of \$15/hour. The City does escalate the hourly payment each year, but it is low and not competitive. Current practice is that Supervisors train seasonal and part-time staff. Returning employees are worth the investment of paying a higher rate due to the learning curve and they usually do not resign after two weeks. Presently, current staffing levels do not allow enough time to do preventative maintenance on natural areas.

The Division does not utilize a volunteer program to assist in maintaining areas of the system, which could be beneficial in regards to the downtown plantings and other high-profile areas. Volunteer sources that could be tapped are SDSU fraternities and sororities, Teen Challenge of the Dakotas, and seniors.

The Division does maintain storm water at detention ponds and saw storm water funds increase for from \$15,000 to \$30,000 last year. Parks and Forestry staff support Public Works during snow events in helping to clean streets, parking lots, sidewalks and trails across the City.

5.1.6 RECOMMENDATIONS

1. Consider the development of a Business Improvement District downtown to help support the cost to provide downtown beautification.
2. Consider having other City departments contract for maintenance around their buildings versus the expectation that the parks department will cover these costs.
3. Developers should pay for installation of trees along streets and within their developments.
4. Create a Tree Commission or Parks Foundation to advocate for policies that support funding their own tree program and replacement schedules.
5. Work with South Dakota State University Forestry School to help staff on a native plantings program and on special forestry projects using students.

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6. Consider purchasing a maintenance management software (for parks and recreation, not public works) to track lifecycle replacement schedules of equipment, asset lifecycle of amenities, cost of service for maintenance standards, and forestry inventory.
7. Raise the part-time pay for park maintenance staff to a competitive level to reduce employee turnover.
8. Create a volunteer program for park maintenance, especially for downtown plantings and other high-profile areas. This would require hiring a volunteer coordinator that is a volunteer to help with coordination.
9. Establish a Teen Challenge of the Dakotas Program for the parks and recreation department.
10. Track the asset value of the park system and try to budget for 3%-5% of total asset value to take care of what the city already owns each year.
11. Continue to transfer maintained parkland to natural areas to cut down on mowing costs.
12. Replace the dehumidification system ~~and~~ at Larson Ice Center to improve ice quality.
13. Increase maintenance staff where appropriate. Staffing levels are below the benchmark average for the population served, and the number of park acres maintained is higher than most cities of similar population. A recent staffing study completed in December 2020 showed that the City maintains more park acreage than average and had the lowest staff per acre.



5.2 FINANCIAL ANALYSIS

This section of the report presents the financial assessment of the Parks, Recreation & Forestry Department of the City of Brookings, SD, as a part of the master plan process. As a key element of the Plan, PROS Consulting reviewed available information to assess the financial situation of the Department. The revenues, expenditures and capital funds were analyzed to identify trends and assess the Department's financial integrity. The cost recovery for facilities, programs and services at major functional levels has been analyzed to assess the cost-of-service recovery.

The Covid-19 epidemic is a significant negative impact of most of the nation's park and recreation operations for the 2020 year and may continue in 2021. The 2020 results are included in the analysis but should be viewed considering the pandemic.

The PROS Team reviewed the detailed cost and activity information prepared by the Department staff. Following is a list of the cost and activity data reviewed:

- Actual Revenue and Expenditure Summary Reports for 2016 through 2020
- Budget Book for 2021
- Comprehensive Annual Financial Report for 2019
- Capital Improvements Plan, 2021
- Staffing Level Data Collection prepared by Public Sector Personnel Consultants, 2020

5.2.1 FINANCIAL STRENGTH

The revenues and expenditures without Golf Transfers for fiscal years ending 2016 through 2021 are shown in **Figure 22**.

	2016 Actual	2017 Actual	2018 Actual	2019 Actual	2020 Actual	2021 Budget
Revenues	\$979,874.57	\$1,098,283.65	\$1,020,256.95	\$1,016,091.28	\$695,245.08	\$985,638.00
Expenditures	\$3,993,940.05	\$3,787,301.45	\$4,202,550.16	\$3,954,553.45	\$3,122,705.81	\$3,938,209.00
Revenues Over (Under) Expenditures	(\$3,014,065.48)	(\$2,689,017.80)	(\$3,182,293.21)	(\$2,938,462.17)	(\$2,427,460.73)	(\$2,952,571.00)
Cost Recovery	24.53%	29.00%	24.28%	25.69%	22.26%	25.03%

Figure 22 - Revenues, Expenditures and Cost Recovery

The cost recovery is between 22.26% and 29.00% for the actual years in study period. The budgeted cost recovery for 2021 is 25.03%. The cost recovery has decreased over the analysis period.

The revenues and expenditures with Golf Transfers for fiscal years ending 2016 through 2021 are shown in **Figure 23**.

	2016 Actual	2017 Actual	2018 Actual	2019 Actual	2020 Actual	2021 Budget
Revenues and Transfers	\$1,085,519.57	\$1,098,283.65	\$1,306,127.06	\$1,305,341.28	\$874,095.08	\$1,257,515.00
Expenditures and Transfers	\$3,993,940.05	\$3,787,301.45	\$4,202,550.16	\$3,954,553.45	\$3,123,673.09	\$3,938,209.00
Revenues Over (Under) Expenditures	(\$2,908,420.48)	(\$2,689,017.80)	(\$2,896,423.10)	(\$2,649,212.17)	(\$2,249,578.01)	(\$2,680,694.00)
Cost Recovery	27.18%	29.00%	31.08%	33.01%	27.98%	31.93%

Figure 23 - Revenues, Expenditures and Cost Recovery including Golf Transfers

The cost recovery with Golf Transfers is between 27.18% and 33.01% for the actual years in study period. The budgeted cost recovery for 2021 is 31.93%.

Best practice cost recovery for park and recreation programs is between 40% to 60%. The actual recovery for Brookings Parks, Recreation & Forestry is less than anticipated. Most parks and recreation agencies are mandated to have a certain cost recovery to balance the funding sources to their specific level of financial sustainability. These are based on the needs of a community and the revenue capabilities of designed facilities. The Department needs financial policies and cost recovery goals at the program level. The Department is mostly a facility provider for youth and adult athletics. The Department does not offer youth baseball, youth football, youth basketball, Adult's softball, etc. but provides the facilities for these sports. This influences the Department's ability

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to recover costs as the City was not focused on revenue generation in earlier years of developing the park system. The functional Divisions are analyzed in the following sections.

5.2.2 PARKS

The Parks revenues and expenditures for fiscal years ending 2016 through 2021 are shown in **Figure 24**.

Parks and Nature Park operations are combined beginning with the 2021 fiscal year. For this analysis, the Parks and Nature Park financial information has been combined for all years of the analysis.

Parks and Playgrounds cost recovery is 4.96% to 10.54% during the study period. Parks are anticipated to have low-cost recovery. Revenues from program fees and revenues decreased by 5% over the analysis period. Between 2016 and 2019, Capital expenditures decreased by 56.75%. The Capital expenditures decreased by 91% through projected 2021.

	2016 Actual	2017 Actual	2018 Actual	2019 Actual	2020 Actual	2021 Budget
Revenues	\$96,814.14	\$90,014.86	\$199,180.81	\$92,306.03	\$76,250.00	\$91,933.56
Expenditures	\$1,951,604.16	\$1,537,431.01	\$1,889,699.16	\$1,745,531.07	\$1,575,135.00	\$1,439,355.78
Revenues Over (Under) Expenditures	(\$1,854,790.02)	(\$1,447,416.15)	(\$1,690,518.35)	(\$1,653,225.04)	(\$1,498,885.00)	(\$1,347,422.22)
Cost Recovery	4.96%	5.85%	10.54%	5.29%	4.84%	6.39%

Figure 24 - Parks Revenues, Expenditures and Cost Recovery

The average expenditure per acre is shown in **Figure 25**, which is based on the number of parks and miles of trails the Department maintains. The average cost per acre has decreased over the study period.

	2016 Actual	2017 Actual	2018 Actual	2019 Actual	2020 Actual	2021 Budget
Expenditures	\$1,951,604.16	\$1,537,431.01	\$1,889,699.16	\$1,745,531.07	\$1,575,135.00	\$1,439,355.78
Park Acres Maintained	665.55	662.17	662.17	662.17	662.17	662.17
Average Cost per Acre	\$2,932.32	\$2,321.81	\$2,853.80	\$2,636.08	\$2,378.75	\$2,173.70

Figure 25 - Average Expenditure per Acre

5.2.3 AQUATICS

The Aquatics revenues and expenditures for fiscal years ending 2016 through 2021 are shown in **Figure 26**.

The Covid-19 epidemic eliminated most of the nation's aquatics operations for the 2020 year. The 2020 results are included in the analysis but should be viewed considering the epidemic. The cost recovery is between 39.17% and 52.59% for the years excluding 2020. The 2020 results were 23.10% cost recovery. Best practice cost recovery for aquatics activities is approximately 40%. The historic cost recovery for aquatics is less than other agencies. The cost recovery for projected 2021 is 52.29%. Good cost recovery supports facility maintenance and allows for quality programming to be provided. Cost recovery for aquatics programs is generally 40% to 80%, while cost recovery for water parks is usually 100% or more.

As industry mandates and expenses increase due to consumables and repair and maintenance, the Department should recommend amending fees to achieve cost recovery goals as needed.

	2016 Actual	2017 Actual	2018 Actual	2019 Actual	2020 Actual	2021 Budget
Revenues	\$188,660.86	\$176,106.14	\$185,449.74	\$155,431.15	\$7,561.12	\$184,000.00
Expenditures	\$358,736.67	\$429,008.07	\$355,727.58	\$396,811.28	\$32,725.88	\$351,861.00
Revenues Over (Under) Expenditures	(\$170,075.81)	(\$252,901.93)	(\$170,277.84)	(\$241,380.13)	(\$25,164.76)	(\$167,861.00)
Cost Recovery	52.59%	41.05%	52.13%	39.17%	23.10%	52.29%

Figure 26 - Aquatics Revenues, Expenditures and Cost Recovery

5.2.4 RECREATION

The Recreation program revenues and expenditures for fiscal years ending 2016 through 2021 are shown in **Figure 27**.

The Covid-19 epidemic eliminated most of the nation's recreation programs for the 2020 year. The 2020 results are included in the analysis but should be viewed considering the epidemic. The cost recovery is between 23.87% and 41.77% for the years excluding 2020. The 2020 results were 6.94% cost recovery. PROS anticipates cost recovery for recreation activities between 40% to 100%. The cost recovery for the Recreation programs is less than anticipated but is projected to increase in 2021.

	2016 Actual	2017 Actual	2018 Actual	2019 Actual	2020 Actual	2021 Budget
Revenues	\$122,753.99	\$102,554.28	\$95,356.04	\$98,911.42	\$22,096.40	\$112,100.00
Expenditures	\$293,870.65	\$300,118.90	\$299,764.52	\$297,682.86	\$318,236.94	\$469,721.00
Revenues Over (Under) Expenditures	(\$171,116.66)	(\$197,564.62)	(\$204,408.48)	(\$198,771.44)	(\$296,140.54)	(\$357,621.00)
Cost Recovery	41.77%	34.17%	31.81%	33.23%	6.94%	23.87%

Figure 27 - Recreation Revenues, Expenditures and Cost Recovery

5.2.5 LARSON ICE ARENA

The Larson Ice Arena revenues and expenditures for fiscal years ending 2016 through 2020 are shown in **Figure 28**.

	2016 Actual	2017 Actual	2018 Actual	2019 Actual	2020 Actual	2021 Budget
Revenues	\$154,331.91	\$161,144.45	\$144,485.15	\$131,638.10	\$153,563.22	\$124,500.00
Expenditures	\$375,981.88	\$485,244.01	\$583,460.09	\$397,409.04	\$346,903.57	\$449,608.00
Revenues Over (Under) Expenditures	(\$221,649.97)	(\$324,099.56)	(\$438,974.94)	(\$265,770.94)	(\$193,340.35)	(\$325,108.00)
Cost Recovery	41.05%	33.21%	24.76%	33.12%	44.27%	27.69%

Figure 28 - Larson Ice Arena Revenues, Expenditures and Cost Recovery

The cost recovery is between 24.76% and 44.27% for the study period. Best practice cost recovery for Ice facilities is usually between 40% to 80%. The cost recovery for the Arena is less than similar agencies. Revenues decreased by 19.33% and expenditures increased by 19.58% over the study period. The facility would benefit from a business plan to create a stronger level of cost recovery.

5.2.6 FORESTRY

The Forestry revenues and expenditures for fiscal years ending 2016 through 2021 are shown in **Figure 29**.

Forestry operations are not anticipated to recover costs of operations. The Forestry cost recovery is 0.66% to 4.06% over the study period. Forestry operations are not anticipated to generate revenues.

	2016 Actual	2017 Actual	2018 Actual	2019 Actual	2020 Actual	2021 Budget
Revenues	\$19,710.67	\$12,063.92	\$3,692.00	\$14,614.58	\$4,343.31	\$5,000.00
Expenditures	\$485,028.69	\$560,858.46	\$558,918.77	\$524,708.20	\$352,196.92	\$409,893.00
Revenues Over (Under) Expenditures	(\$465,318.02)	(\$548,794.54)	(\$555,226.77)	(\$510,093.62)	(\$347,853.61)	(\$404,893.00)
Cost Recovery	4.06%	2.15%	0.66%	2.79%	1.23%	1.22%

Figure 29 - Forestry Revenues, Expenditures and Cost Recovery

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5.2.7 GOLF

Golf revenues and expenditures for fiscal years ending 2016 through 2021 are shown in **Figure 30**. The Golf cost recovery before Transfer is between 75.20% and 84.18% over the study period. Similar, Golf operations recover approximately 100% of the operations and maintenance costs. The Golf expenditures increased by 47.95% and the revenues increased by 21.68% over analysis period. The analysis shows improved revenue generation is needed. Golf operations are impacted by decreased in the rounds of Golf shown in **Figure 32**.

	2016 Actual	2017 Actual	2018 Actual	2019 Actual	2020 Actual	2021 Budget
Revenues	\$397,603.00	\$399,571.00	\$392,093.21	\$523,189.06	\$526,198.00	\$483,788.00
Expenditures	\$528,718.00	\$474,641.00	\$617,329.25	\$721,504.15	\$626,926.23	\$782,248.00
Revenues Over (Under) Expenditures	(\$131,115.00)	(\$75,070.00)	(\$225,236.04)	(\$198,315.09)	(\$100,728.23)	(\$298,460.00)
Cost Recovery	75.20%	84.18%	63.51%	72.51%	83.93%	61.85%

Figure 30 - Golf Revenues, Expenditures without Transfers and Cost Recovery

Golf revenues and expenditures with Transfers for fiscal years ending 2016 through 2021 are shown in **Figure 31**. The Golf cost recovery with Transfers is between 95.18% and 117.23% over the study period. The Golf expenditures with Transfers increased by 47.95% and the revenues with Transfers increased by 50.16% over analysis period. With the Transfers, Golf operations has achieved greater than 100% cost recovery.

	2016 Actual	2017 Actual	2018 Actual	2019 Actual	2020 Actual	2021 Budget
Revenues and Transfers	\$503,248.00	\$556,400.00	\$677,963.32	\$812,439.06	\$705,048.00	\$755,665.00
Expenditures and Transfers	\$528,718.00	\$474,641.00	\$617,329.25	\$721,504.15	\$627,893.51	\$782,248.00
Revenues Over (Under) Expenditures	(\$25,470.00)	\$81,759.00	\$60,634.07	\$90,934.91	\$77,154.49	(\$26,583.00)
Cost Recovery	95.18%	117.23%	109.82%	112.60%	112.29%	96.60%

Figure 31 - Golf Revenues, Expenditures with Transfers and Cost Recovery

The historic rounds of Golf decreased by 47.89% between 2016 and 2019 as shown in **Figure 32**.

Golf Rounds	2016	2017	2018	2019
9-Holes	6,214	6,244	5,123	3,098
18-Holes	1,908	1,989	1,381	1,134
Total Rounds	8,122	8,233	6,504	4,232

Figure 32 - Rounds of Golf

5.2.8 STAFFING

Staffing, shown in **Figure 33**, demonstrates consistent strength to operate and maintain facilities. The staffing is consistent over the study period.

Recreation	2016	2017	2018	2019	2020	2021
Aquatic Center	0	0	0	0	0	0
Recreation	2	2	2	2	3	3
Park	11	12	12	13	11	11
Ice Arena	1	1	1	1	2	2
Forestry	4	4	4	4	4	4
Golf	2	2	2	2	2	2
Total	20	21	21	22	22	22

Figure 33 - Staffing

Nationally, municipal park operations have experienced a significant decrease in personnel due to economic conditions related to the recession and COVID-19. Many departments are finally increasing capacity to properly maintain the system now that economic conditions have improved. The Brookings Parks, Recreation & Forestry Department has maintained staffing.

Personnel Costs to Total Expenditures is shown in **Figure 34**. The Personnel costs are 50.58% to 57.81% for the analysis period. Staffing costs are typically 55-65% of total operating budget including benefits.

	2016 Actual	2017 Actual	2018 Actual	2019 Actual	2020 Actual	2021 Budget
Personnel Costs	\$2,020,232.03	\$2,097,138.68	\$2,151,902.30	\$2,214,603.95	\$1,808,333.03	\$2,274,529.00
Total Expenditures	\$3,993,940.05	\$3,787,301.45	\$4,202,550.16	\$3,954,553.45	\$3,122,705.81	\$3,938,209.00
Personnel Costs to Total Expenditures	50.58%	55.37%	51.20%	56.00%	57.91%	57.76%

Figure 34 - Personnel Costs to Total Expenditures

The City had a Staffing Level Data Collection prepared by Public Sector Personnel Consultants in 2020. The analysis showed Brookings in the lowest quartile for parks and recreation functions of the comparative cities. The key is to ensure there are properly maintained staffing levels for maintenance functions as it adds sustainability to the system and is important to bring all existing assets to their full lifecycle.

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5.2.9 CAPITAL IMPROVEMENT PLANNING

The City demonstrates a commitment to the Department's facilities and infrastructure through planning investments in the Parks, Recreation & Forestry system as shown in **Figure 35**.

PARKS AND RECREATION 10-Year Capital Improvement Plan										
	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030
Vehicles and Equipment	390,000	165,000	90,000	60,000	35,000	100,000	35,000	105,000	213,000	35,000
Park Facility	163,000	300,000	255,000	529,500	295,000	155,000	30,000	125,000	125,000	0
Activity Center	50,000	141,500	0	0	0	0	0	453,175	0	62,650
Tree Planting	0	25,000	25,000	25,000	25,000	25,000	25,000	25,000	25,000	25,000
Larson Ice Arena	205,350	0	38,600	450,000	285,150	447,100	822,600	89,100	105,000	0
Golf Course	165,000	151,250	175,500	115,000	309,000	180,000	308,100	189,700	215,000	36,000
Library	764,650	522,125	0	75,000	75,000	170,000	0	231,625	0	142,638
Public Art	61,569	70,000	70,000	70,000	70,000	70,000	70,000	70,000	70,000	70,000
Total Parks and Recreation	\$1,799,569	\$1,374,875	\$654,100	\$1,324,500	\$1,094,150	\$1,147,100	\$1,290,700	\$1,288,600	\$753,000	\$371,288

Figure 35 - Parks, Recreation & Forestry Capital Program

Capital expenditures included in the operations and maintenance (O&M) budget is shown in **Figure 36**. The Department invested 3.85% to 22.44% of the O&M budget to capital. The 2021 budget projects investing 7.91% on capital. A nominal percent of Capital expenditures to O&M budget is generally 4%. The Department capital is at a good level compared with similar agencies.

	2016 Actual	2017 Actual	2018 Actual	2019 Actual	2020 Actual	2021 Budget
Capital Expenditures in O&M Budget	\$896,336.81	\$534,727.46	\$607,828.95	\$556,376.72	\$120,226.25	\$311,500.00
Total Expenditures	\$3,993,940.05	\$3,787,301.45	\$4,202,550.16	\$3,954,553.45	\$3,122,705.81	\$3,938,209.00
Capital Expenditures to Total Expenditures	22.44%	14.12%	14.46%	14.07%	3.85%	7.91%

Figure 36 - Capital Expenditures to Total Expenditures

5.2.10 FINANCIAL ASSESSMENT SUMMARY

The Brookings Parks and Recreation Financial Assessment was developed from one-on-one discussions with Department and City leadership, as well as a review of the financial information provided by the Department. The total annual operating budget for the Park and Recreation Division is \$3,938,209 which equates to \$157.52 per capita and is a good number for the type of parks and recreation services that are provided by the Department in comparison to the national average which includes capital cost.

The Department does not have a dedicated Park and Recreation Fund, but is supported primarily through the general fund, which is primarily sales tax driven. The challenge for the Department is maintaining the current asset inventory while meeting the growth of the City and the expectations of residents that would like to have the City provide more resources especially with the need for an indoor space. The ability for the Department to meet the growing needs for additional park and recreation experiences will require new financial and funding strategies.

The current level of cost recovery that derives from user fees, grants, and other type of service fees in total budget is approximately \$1,257,515 or 32% of the total budget (\$3,938,209), which is close to the national average of 37% for a community the size of Brookings according to National Recreation and Park Association. If the Department wishes to achieve this benchmark, it would need to recover an additional approximation of \$200,000 from earned income funding sources to help support the operational budget, which can be achieved through some minor changes in how the system operates and new funding sources.

The key to any park and recreation system is how well its budget of funds is tied into a "business culture" for park and recreation services. This requires that the Department focus on efficiency, cost of service, asset management, and the ability to maximize earned income opportunities to offset operational costs that will provide the highest level of positive experiences for people of all ages.

The Department strives to operate in a “business culture” where revenues and expenses are tied together. To further actualize this culture, the Department should strive towards the following traits that should be reviewed for relevance in their financial approach to managing the park and recreation system in the future.

COST OF SERVICE

The Department needs to track the true cost of service for both direct and indirect costs, which would allow the Department to understand what it costs to provide and maintain a mile of trail, a sports field, a pool, a park of any type, and a playground, as well as the cost to deliver programs and maintain recreation facilities.

Assessment

- Regarding park maintenance, the Department does track some of the direct cost, as well as the lifecycle cost of maintaining their assets. As the City acquires additional park land and recreation facilities, staff need to increase operational dollars as part of the budget process from existing users and new earned income opportunities so to not overextend their budget and personnel costs.
- Cost of service tracking is inconsistent on the recreation side of the Department, specifically tracking cost of every experience provided. Instead, many of these services are funded by taxes or a combination of user fees methods such as program fees, admissions, permits, rentals, or partnership agreements.

Recommendation

- Develop a program management system as it relates to assessing direct and indirect programmatic cost of service tracking of facilities and programs. This should account for labor/administrative cost, facility use values, and other identified peripheral cost. The Department utilizes Active Net that can provide that module for the system.
- Cost of service should be updated and tracked annually for programs, facilities, and maintenance. Adjustments should be made on pricing of partnership agreements to keep partnerships and services equitable between the user and the Department. Unit costs should be tracked and reported to ensure there is focus on cost per experience, cost per unit, cost per hour, cost per acre, cost per person or other programs / services they want to measure. The same would apply to, revenue per hour, revenue per square foot, revenue per person, and revenue per user.
- Lifecycle maintenance and replacement should continue to be made a priority for existing facilities and parks to keep these assets in the best possible condition for years to come.

PRICING

The Department needs a formal and effective Pricing Policy that is tied to direct and indirect costs and to a cost recovery goal for each program and service provided. A Pricing Policy is based on a classification of service approach to what is a defined public good and what is a private good within a service, as well as when and how to seek earned income dollars to support their operational budgets at an agreeable level.

Assessment

- The Department does not have a current pricing policy to address more effective programming equity and availability of recreational experiences, as well as how to cost out facility cost to users. Currently, there is built in levels of pricing entitlement with special interest groups that needs to be addressed.

Recommendation

- Review current pricing practices and establish a pricing and cost recovery policy that better aligns to individuals based upon an equity model driven through periodic updates. Continue to review the establishment of instructor costing to revenue models, additional partnerships, and grants to leverage programs, and the increase of community events that align with inclusive experiences in the parks.

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- Staff will need to be trained on the cost-of-service process and how to properly classify services, so they are appropriately pricing services that are provided. All facilities and programs should be tied to measurable outcomes that track, cost per experience, cost per hour, cost per square foot, cost per mile, cost per acre, and cost per game as examples. Staff will need to be trained on how to communicate price to users as well.
- The staff should eliminate programs that are no longer cost effective and past their useful life. The alternative is to utilize contract providers to deliver the services in a more cost-effective manner. Currently, the Department does a good job of contracting programmers to offset fulltime programmers' costs and this should continue where applicable.
- Continue to evaluate Partnership Agreements to show they are fair and equitable with what the Department is investing in the partnership. The Department should not enable a partner by subsidizing them more than what is required by agreement. As costs increase, the partners contribution should follow the City's commitment to support the service or facility.

STAFFING

The Department needs to track their staffing costs to include fulltime, part-time, and seasonal staff including benefits to keep staffing costs below 60% of their total operational budget.

Assessment

- This presents a challenge for the Department, as the need to address competent staffing against available funds continues to be seen on a local and national level.

Recommendation

- As the Department strives to develop top-tier talent, it will need to increase staff training to facilitate a comprehensive succession plan. The Department will need to continue in-house training, while coupled with external opportunities that extend beyond parks and recreation management to innovation in programming strategies and technology. Business training would be useful for the following areas: cost-of-service establishment, pricing, and classifying services based on the level of benefit received, partnership development and management, earned income development, and unit costing. Marketing and development of services will continue to be made a priority.
- The Department will continue to strive to maintain staffing and benefit costs below 60% of the operational budget to keep the level of operational dollars in place. This provides the best possible experience for users of all programs, facilities, and park operations.

BUSINESS PLANNING

Most park and recreation agencies have business plans in place to manage golf course operations, aquatic facilities, community centers, ice rinks and revenue producing facilities to meet the cost recovery goals originally established for those facilities when they were built.

Assessment

- Currently, there are no business plans in place tied to revenue producing facilities that are tied to specific outcomes.

Recommendation

- Earned income options should be built into the budget of each revenue producing facility to help offset operational costs from rentals, permits, user fees, sponsorships, grants, partnerships, and other revenue sources. Additional methods should be considered to provide more financial options for staff who manage these facilities and programs for the Department. The use of rental versus contracted space could be utilized along with equity-based fee models to provide for sustainable programming options.

ADDITIONAL RECOMMENDATIONS

The following key recommendations include the following:

- The staff will strive to present key performance metrics that demonstrate efficiency and effectiveness to move from an “effort-based culture” to an “outcome-based culture” in all areas of the system.
- All facilities will track their level of use and make changes to the programs or services if usage levels fall below 60% of the targeted level.
- Feasibility studies should be developed for new parks and recreation facilities before they are built to ensure the City has the revenue to support these opportunities and the Department does not get overextended. Prior to the facility becoming operational, the Department will develop business plans to support operations and long-term asset needs.
- All partnerships will have written agreements that are reviewed and updated on an annual basis. These agreements are as equitable as they were designed to be from the beginning.



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5.3 FUNDING AND REVENUE STRATEGIES

Park systems often rely on the same funding sources for their projects, programs, and capital improvements, as well as the ongoing financial support their agency requires. Funding sources change regarding how they provide funding and what organizations they will support.

Understanding the type of sources and opportunities available can be valuable to the sustainability of a park and recreation system. It is important to expand the range of sources where funding is obtained and develop a strategy to locate new sources. Developing new funding strategies, understanding what information new funding sources are available, and having the Department compliant and being committed to the work necessary to obtain funding can be lengthy and time consuming, yet it can provide capital and operational dollars when normal funding channels change.

The following three categories are examples of sources considered to be viable methods used in the parks and recreation industry:

- **Dedicated Funding:** These funds (often in the form of various tax options) are appropriated or set aside for a limited purpose.
- **Earned Income:** Revenue generated by membership fees, facility rentals, program fees and other sources where the agency is paid for services or what they provide.
- **Financial Support:** These monies are acquired by applying for grants, through foundation fundraising, corporations, organizations, as well as state and federal sources.

5.3.1 DEDICATED FUNDING SOURCES

- **Taxable Bonds** through Voter Approved Referenda are used primarily to support the development of large community-based projects like a community center, field house, signature park, trails system
- **Transient Occupancy Tax from Hotels** are used to help pay for recreation facilities that have a high level of tourism involved such as sport tournaments for youth and adults held in the city by the Department and are used to help build and pay for the development and management of those facilities.
- **Land Value Captive Taxes** such as a Tax Increment Finance Funds are used to help support community centers and field houses whereby businesses benefit from higher property values based on their location to these amenities and the difference between the existing property values and the new property value is used to fund the development until the development is paid off.
- **Local Improvement Districts or Business Improvement Districts** are typically established in communities that are in a downtown business district. The BID district requires 60% of the owners to support the BID before it can be put into place and the money is used for improving the aesthetics such as streetscapes, flowers, sidewalk cleaning, signage, sidewalk furniture, hosting concerts and special events that attract people to spend time and money in the downtown area.
- **Developer Impact Fees** are used to support neighborhood park development in the property near or in their development as a way of enticing new homeowners to move into the development. The developer pays the impact fee at the time of the permit like impact fees for roads, sewers, and general utilities based on the value of the homes that are being built.
- **Real-Estate Transfer Fees** are established at usually 1% of the sale price of a home and is paid by the buyer to support ongoing park infrastructure in the area where the house is located.

5.3.2 EARNED INCOME

- **Land Leases** allow park system to lease prime property to developers for restaurants along trails or in parks, retail operations that benefit users in the park to support the ongoing operation of the park over a period of time.

- **Health Care/Hospital Partnerships** are becoming a major partner for park and recreation agencies to help support the development of community centers that have health related amenities in them like fitness centers, therapy pools and walking tracks. Some health care providers put in rehab centers inside of the community center and pay the development cost associated with the ongoing building costs.
- **Fees for Services** are typically used to support the operational cost and capital cost for parks and recreation programs and amenities which is occurring in Brookings now.
- **Room Override Rates** from hotels used for major tournaments. These revenues go back to the city to help pay for the management and cost of hosting the tournament.
- **Establishment of a Park Foundation** is an appropriate revenue source for the Department to consider especially in a college town. The Park Foundation typically raised money for park related improvements, programs for disadvantaged users and they support the development of new facilities that are needed in the city.
- **Local Not-for-Profit Foundations Gifts** usually help pay for specific music at special events or for helping to provide a running event in the city or a sports tournament.
- **Capital Fee on top of an Access Fee** to pay for a revenue producing facility need. This type of fee is usually associated with an amenity like a golf course where the users help to improve an irrigation system or improve cart paths because they benefit most from the capital fee. The fee is removed once the improvement is paid off.
- **Corporate Sponsorships** help to pay for the operations of signature facilities like sports complexes, indoor community centers, ice rinks and they pay for an impression point usually in the \$0.35 to \$0.50 per impression point on an annual basis.
- **Naming Rights** are used to help to capitalize a community center or special use facility and typically are good for 10 to 20 years before it is removed.
- **Public/ Not-for-Profit/ Private Partnerships** are used to help offset operational costs or capital costs for community-based facilities like trails, nature centers, sport complexes, community centers, ice rinks, signature parks, special event sites that bring in and support a high level of users.
- **Licensing Fees** for a signature park or event that others want to use to make money from can be applied to elements of a park from a user or business as it applies to products sold on site, music, advertising, and ongoing events to be held on site.
- **Outsource Operations** to the private sector to save money where the cost is less costly to provide the same level of service. This can be in any form of service the system provides now from contracting with instructors, managing forestry operations, managing landscapes in the city, care of park related equipment are a few examples.
- **Volunteerism** is an indirect funding source use by many departments to support the operations of parks and recreation services. The time the volunteer gives can be used for in kind support matches on state and federal grants in lieu of money. Best practices agencies try to get 15% of the work force hours from volunteers.
- **Maintenance Endowments** are established as new facilities are developed like all-weather turf to support replacement costs when the asset life is used up and need replaced.
- **User Fees** are currently used by the Department is using now to offset their operational cost based on the private good that the service is providing to the user.
- **Entrance Fees** (pools, community centers, parks)
 - Membership Fee (community centers, pools, dog parks, ice facilities, golf, tennis, etc.)

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- Daily Fees
- Non-Resident Fees
- Group Fees
- Prime Time and Non-Prime Time fees
- Group and Volume Fees
- Permit Fees
- Reservation Fees
- Catering Fees
- Food Truck Fees
- Camping Fees
- Ticket Sales
- Photography Fees
- Price by loyalty, length of stay and level of exclusivity.

5.3.3 FINANCIAL SUPPORT

- **Land and Water Conservation Fund** is the primary funding source for federal grants and requires a match from the local jurisdiction of 50%.
- **Transportation Alternatives Program (TAP)** provides greenways and trails grants for park systems across the system.
- **Recreation Trails Funding Program** for development of urban linkages, trail head and trailside facilities.
- **Private Donations** can be sought to help develop community-based facilities like community centers, sports complexes, outdoor theatres, and nature education facilities.



CHAPTER SIX — ACTION PLAN

Based on community feedback, stakeholder input, technical analysis, and the priority rankings outlined within this Master Plan, the following key initiatives and recommendations were developed to enhance the park and recreation system and position it to best serve the current and future needs of the community. The full Action Plan can be found in **Appendix 1**.

6.1 KEY RECOMMENDATIONS

6.1.1 INITIATIVE #1: WELL MAINTAINED AND SAFE PARK LANDS AND TRAILS

Vision: Our vision for park land is to create the correct balance of park space dedicated to neighborhood parks, community parks and trails across the city to ensure a balance of active parks and natural preserved areas.

Goal: Brookings Parks and Recreation provides responsible stewardship and sustainable land management of its 697.95 acres of property, open space, trails, and natural resources.

- Opportunities for self-directed recreation are provided through an extensive system of well-maintained parks, trails, bike paths, natural areas, and accessible open spaces.
- Neighborhood Parks and Community Parks are activated through effective park design and amenities that bring a sense of place, support community recreation needs and create positive experiences for people of all ages.
- Trails are connected through an easy-to-understand bike pathway system of trails and on street sidewalks that allow any user to walk, run or bike in a safe environment.
- Brookings Parks and Recreation maintains and operates a wide variety of amenities in parks both year-round and seasonally to serve residents and visitors of all age groups in a positive and safe environment.
- Park assets are maintained in a proper lifecycle manner to encourage positive use and year-round use through appropriate maintenance and replacement schedules as needed.
- Consistent signage to educate users about parks, wayfinding, safety, and trails are provided.
- Establish a standard for land in the system that is left in a natural state.

6.1.2 INITIATIVE #2: HIGH PERFORMING PARK AND FACILITY MANAGEMENT

Vision: Brookings Park and Recreation staff achieves high levels of community support and satisfaction and is governed and managed in an efficient and cost-effective manner that provides great value from taxes and user fees.

Goal: Adhere to good governance and management principles and practices

- Park and Recreation Board Policies and By-laws are updated to follow responsible management of the park and recreation system.
- The Park and Recreation Department maintains effective interagency relationships with the Public Works Department and the City Manager's Office.
- Updated pricing policies and partnership policies are established to create equity between partners and user groups.
- Key performance indicators will be established for all operational divisions within the park and recreation system to demonstrate efficiency and effectiveness.
- Use technology to enhance effectiveness and efficiency of the Department will be instituted at a higher level of impact to support the user experience with the Departments services and amenities.
- Create a volunteer program to assist with park maintenance.
- Ensure staffing of park maintenance is aligned with community expectations.

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6.1.3 INITIATIVE 3#: ENHANCE PROGRAMS, SERVICES AND EXPERIENCES

Vision: Brookings Park and Recreation vision for programs and services is to activate more park and recreation facilities that serve a wider audience and provide residents the ability to connect to the system.

Goal: High quality recreation programs and amenities are well developed, maintained, operated, and utilized.

- Consider adding a total of two (2) to four (4) additional core programs into the system that could include: summer camps, special events, adult fitness and wellness, environmental education, adventure programs, people with disabilities, life-long learning, STEM, and programs for active adults.
- Develop a feasibility study for an indoor aquatic and community center facility that serves a multitude of core programs that can support the core programs outlined in the most cost-effective manner.
- Park amenity utilization, cost recovery and user satisfaction of amenities and facilities are optimized through scheduling, staffing and amenity access and through effective fee policies.
- A cost-of-service study is conducted on any new programs or facilities to determine the cost of operations and cost effectiveness of each program and amenity operated.
- An effective marketing plan is created to enhance the use of all public mediums to encourage more community awareness, use, and appreciation for program services.

6.1.4 INITIATIVE #4: ENHANCE FINANCIAL MANAGEMENT

Vision: Maximize the value of all parks and recreation facilities to achieve the highest value of use and return on investment.

Goal: Complete the development of a long-term capital improvement and replacement plan with funding strategy.

- Develop business plans for all revenue producing facilities within the system to maximize the use, efficiency of programs and services, staffing and operations to reduce the need for tax support.
- A long-term funding strategy and financial plan for capital investment and reinvestment is developed and implemented.
- Consider a Business Improvement District downtown to assist in the maintenance cost.
- Consider the creation of a Park Foundation to increase capital and operational dollars to support the system as a strategic partner.
- Evaluate land leases on excess park property for commercial investment to generate revenue to offset existing operational costs.
- Consider a land dedication ordinance on new development to cover capital costs in lieu of park land.
- Consider an impact fee on new development to cover capital costs for future city-wide attractions.

CHAPTER SEVEN – CONCLUSION

The Brookings, Parks, Recreation and Forestry Department does an excellent job serving the Brookings community as evident by the feedback received from the community throughout the master plan.

As with any quality comprehensive planning process, the community was involved throughout the development of the Master Plan through stakeholder and focus group meetings. A total of 997 residents participated in the online and the statistically-valid survey, as well as over 60 participants in the focus group and key stakeholder interviews. Public forums were held in the City, and a citizen survey was offered that helped to prioritize and identify the issues that need to be addressed in the Master Plan and to support the key recommendations that need to be implemented over the next five years.

The Brookings community takes pride in its parks and recreation system, as evident in the table below that is based on the statistically-valid needs assessment survey results with comparison to national benchmarks.



This Master Plan establishes recommendations for Brookings to achieve the vision the community has for the park and recreation system as well as to achieve greater financial sustainability without sacrificing the value of the park assets and amenities or reducing the level of experiences and services available to users. Brookings already oversees an impressive inventory of parkland, trails, and amenities with a dedicated workforce. The key is to ensure there are properly maintained staffing levels for maintenance functions as it adds sustainability to the system and is important to bring all existing assets to their full lifecycle.

It is important that the parks and recreation system finds the balance between the existing and abundant outdoor parks and recreation amenities, while ensuring residents have opportunities for year-round activities and facilities, which may include additional indoor recreation space. The Master Plan is a living document with many moving components that must be achieved simultaneously to ensure Brookings builds upon its legacy over the next five to ten years of providing a comprehensive mix of high quality, programs, facilities, and services that contribute to Brookings high quality of life.