

A note about benchmarking:

The 2015 Benchmarking Report by Trust for Public Lands revealed that some comparisons are not completely accurate (comparing apples to oranges in some cases). This is due to the fact that there are unique factors in every organization, for example:

- Some city's parks departments have maintenance responsibilities of primary city infrastructure (street medians, street trees, stormwater swales, flood control infrastructure, etc.), while other city's parks departments do not.
- Some jurisdictions have small neighborhood based community centers, while other jurisdictions have fewer but larger regionally based community centers.
- Some cities have community garden programs that are managed by a non-profit organization while others are managed by the city.

It is difficult to capture these nuances in a benchmarking exercise. Therefore, it is important to look at many factors, not just benchmarking, when assessing Eugene's Parks and Recreation system. In some cases, the value in this exercise is not just looking at the numbers, but in understanding how and why our system is different.

MEMORANDUM



TO: Neil Bjorklund, Carolyn Burke, Emily Proudfoot, and Andy Fernandez

FROM: Chrissy Pepino and Kelley Hart

RE: Service Level Benchmarking Findings

DATE: August 7, 2015

The Trust for Public Land compared Eugene to five other US Cities with similar demographics. This process included: identifying and submitting a list of comparable US cities to you for review and approval, developing and submitting comparison parameters for your review and approval, collecting data from you and each of the comparison cities on the parameters, and analyzing the data to develop this memo of comparison results.

Some data in this report has been normalized in keeping with Trust for Public Land's City Park Facts data analysis methodology. City Park Facts includes annual park-related data collection for the 100 largest cities in the U.S. The data collected for this effort is consistent with the City Park Facts Report methodology. The City Park Facts data is available at <http://www.tpl.org/2015-city-park-facts>.

Summary of Findings

For this benchmarking analysis we compared data from the Eugene Parks and Open Space Division of the Public Works Department and the Recreation Services Division of the Library, Recreation, and Cultural Services (LRCS) Department to data from park and recreation departments in these five cities: Boise, Fort Collins, Salem, Spokane, and Springfield.¹ These cities were selected based upon population size and other comparable demographics. Here are the key findings from this six city comparison:

- According to US census data, Eugene has the smallest percentage of residents under the age of 18 and the highest percentage of residents below the poverty level.
- In FY2014, the Eugene Parks and Open Space Division and the Recreation Services Division spent \$20.7 million, which was more than Salem, Spokane, and Fort Collins, but less than Springfield and Boise. In terms of spending per resident on all park and recreation functions, Eugene tied Boise for second place (behind Springfield).
- On a per capita basis, Eugene has the second largest staff (as measured by number of full time equivalent park and recreation system staff).
- Eugene has the second highest number of playgrounds for residents under age 18.
- On a per capita basis, Eugene has the highest number of community garden plots and the most miles of off-street *paved* paths and trails.
- On a per capita basis, Eugene has fewer baseball diamonds and fewer multi-purpose fields than Spokane, Fort Collins, and Boise.
- On a per capita basis, Eugene has the second highest number of indoor recreation facilities. Eugene has some of the oldest indoor recreation facilities.
- On a per capita basis, Eugene has the second lowest provision of aquatic facility services, after Salem, which has no facilities owned and operated by the Park and Recreation Department. Eugene also has the second oldest aquatic infrastructure.

¹ The Parks and Open Space Division manages Eugene's parks, playgrounds, trails, open spaces, wetlands, and outdoor shelters. The Recreation Services Division manages pools, community centers, and meeting rooms, and offers diverse recreation experiences in six program areas: Youth and Family, Outdoor, Adult & Senior, Adaptive, Aquatics, and Athletics.

I. Demographics

Figure 1 below illustrates that, while none of these cities share exactly the same demographic profiles as Eugene, there are elements of Boise, Spokane, Fort Collins, Springfield and Salem that together make them a good group for benchmarking. For example, consider the statistics around population size and income. In 2013, Eugene had a population of 159,190 and a median household income of \$42,167. Eugene’s population is larger than Fort Collins and Springfield, but smaller than Salem, Boise, and Spokane. Spokane and Springfield have a lower median household income than Eugene; and Salem, Boise and Fort Collins have higher median household incomes. Eugene’s demographics are notable in two respects. Eugene has the smallest percentage of persons under the age of 18 (18%), (yet ties with Spokane for the highest percentage of persons over the age of 65) and has the highest percentage of persons below poverty level (24%).

Figure 1: Demographic Profiles of Comparison Cities

DEMOGRAPHICS	Eugene	Boise	Fort Collins	Salem	Spokane	Springfield
Population (2013)	159,190	214,237	152,061	160,614	210,721	60,177
Median Household Income (2009-2013)	\$42,167	\$48,524	\$53,780	\$45,971	\$42,092	\$39,273
Persons below poverty level (2009-2013)	24%	16%	19%	19%	19%	22%
White alone, not Hispanic or Latino (2010)	82%	85%	83%	71%	84%	81%
Persons 65 years and over (2010)	13%	11%	9%	12%	13%	12%
Persons under 18 years (2010)	18%	23%	20%	25%	22%	24%

II. Resource Parameters

The Eugene Parks and Open Space Division and the Recreation Services Division spent \$20.7 million combined in FY2014. In that year, Eugene spent more than Salem, Spokane, and Fort Collins, but less than Springfield and Boise. Eugene tied with Boise for second highest spending per resident (FY 2014), behind Springfield. Eugene also has the second highest average annual operating spending per resident (FY12 – FY 14) and the second highest average annual capital spending per resident (FY12 – FY14). Eugene has the second largest number of Full Time Equivalent Park and Recreation System Staff. For more details, please see Figure 2 below.

Figure 2: Parks, Open Space, and Recreation Spending and Other Budget Parameters

BUDGETS	Eugene	Boise	Fort Collins	Salem	Spokane	Springfield
Total Spending (FY 2014)	\$20,712,833	\$27,787,040	\$15,800,000	\$7,000,000	\$13,699,922	\$22,000,000
Total Spending per Resident (FY 2014)	\$130	\$130	\$104	\$44	\$65	\$366
Total Annual Operating Spending for the last 3 years (sum of FY 2012-14) ²	\$53,977,575 ³	\$62,046,182 ⁴	\$41,900,000 ⁵	\$7,000,000 ⁶	\$41,458,375	\$36,000,000 ⁷

² Includes capital grants, capital appropriations, private grants, and donations to the agency.

³ Includes park planning and maintenance, urban forestry (street tree maintenance in ROW), median maintenance, and capital program support; does not include stormwater facility maintenance and management for purposes of benchmarking analysis.

⁴ Includes park planning and maintenance, urban forestry (street tree maintenance in ROW), median maintenance, and capital program support.

⁵ This figure includes street tree maintenance in the right-of-way, and does not include any other street tree maintenance.

⁶ This figure includes park planning and maintenance, urban forestry (street tree maintenance in right-of-way), median maintenance, and capital program support.

⁷ This figure does not include expenditures associated with urban forestry.

Average Annual Operating Spending (3 yr. avg.)	\$17,992,525	\$20,682,061	\$13,966,667	\$2,333,333	\$13,819,458	\$12,000,000
Operating Spending per Resident (3 yr. avg.)	\$113	\$97	\$92	\$15	\$66	\$199
Total Annual Capital spending for the last 3 years (sum of FY 2012-14) ⁸	\$14,387,073	\$16,583,936	\$9,300,000	\$14,000,000	\$6,455,512	\$15,000,000
Average Annual Capital Spending (3 yr. avg.)	\$4,795,691	\$5,527,979	\$3,100,000	\$4,666,667	\$2,151,837	\$5,000,000
Capital Spending per Resident (3 yr. avg.)	\$30	\$26	\$20	\$29	\$10	\$83
Park and Recreation System FTE ⁹	131	152	78	36	76	85
Park and Recreation System FTE per 10,000 Residents	8.23	7.09	5.13	2.24	3.61	14.12

⁸ This figure includes the sum of park and recreation capital spending: Parks (park capital only; includes capital grants, capital appropriations, private grants, and donations to the agency) and Recreation(CIP budget only).

⁹ This does not include temporary or seasonal workers. Each department did not separate out the number of recreation FTE and park FTE, therefore the aggregate number of total staff will be used throughout this analysis.

III. Indoor Recreation Facilities

The Eugene Recreation Services Division has more indoor recreation facilities than the comparison cities. On a per capita basis, Eugene has the second highest number of indoor recreation facilities; and also has some of the oldest indoor recreation facilities. Please see Figure 3 for more details.

Figure 3: Indoor Recreation Facility Parameters

INDOOR RECREATION FACILITIES	Eugene	Boise	Fort Collins	Salem	Spokane	Springfield
Total number of indoor recreation facilities ¹⁰	6	4	5	2	0	5
Indoor recreation facility facilities per 20,000 residents	0.75	0.37	0.66	0.25	0.00	1.66
Square footage of indoor recreation facilities ¹¹	51,350	15,000	245,000	10,000	N/A	230,000
Average age of indoor recreation facilities (years)	35	40+	20	5	N/A	25

IV. Aquatic Facilities

There are 3 pools owned and operated by the Eugene Recreation Services Division. On a per capita basis, Eugene has the second lowest provision of aquatic facility services, after Salem, which has no facilities owned and operated by the Park and Recreation Department. Eugene also has the second oldest aquatic infrastructure. Please see Figure 4 for more details.

¹⁰ Number and size of recreation facilities that are actively programmed by the Park and Recreation Department or Districts. This does not include un-programmed recreation facilities, privately held or managed recreation facilities, or facilities operated by other public agencies.

¹¹ This is the combined square footage of all facilities.

Figure 4: Aquatic Facility Parameters

AQUATIC FACILITIES	Eugene	Boise	Fort Collins	Salem	Spokane	Springfield
Number of Indoor / Outdoor Aquatic Facilities ¹²	3	7	4	0	6	2
Aquatic facilities per 100,000 residents	1.88	3.27	2.63	N/A	2.85	3.32
Average age of indoor/outdoor aquatic facilities	37	39	26	N/A	5	32

V. Baseball Diamonds

The Eugene Parks and Open Space Division has a total of 29 ball diamonds (none of which are co-managed via joint use agreements with local school districts). On a per capita basis, Eugene has more baseball diamonds than Salem and Springfield, but lags behind Spokane, Fort Collins, and Boise. Please see Figure 5 for more details.

Figure 5: Ballfield Parameters

BALL DIAMONDS	Eugene	Boise	Fort Collins	Salem	Spokane	Springfield
# of grass ball diamonds	29	46	38	10	97	5
# of synthetic ball diamonds	0	0	0	0	0	2
Total number of ball diamonds ¹³	29	46	38	10	97	7
Ball Diamonds per 10,000 residents	1.82	2.15	2.50	0.62	4.60	1.16

¹² Number and size of aquatic facilities / swimming pools that are deeper than 4 feet that are actively programmed by the Park and Recreation Department or Districts.

¹³ Number of ball diamonds that are actively programmed by the Park and Recreation Department or Districts; may include a joint use agreement or MOU with city parks department and school districts.

VI. Multi-Purpose Sports Fields

With a combined total of 35 multi-purpose fields (grass and synthetic), Eugene has more fields per capita than Springfield and Salem, but less than Fort Collins, Boise, and Spokane. Please see Figure 6 for more details.

Figure 6: Multi-Purpose Sports Fields Parameters

MULTI-PURPOSE SPORTS FIELDS	Eugene	Boise	Fort Collins	Salem	Spokane	Springfield
# of multi-purpose grass fields	24	48	49	12	43	0
# of multi-purpose synthetic fields	11	0	0	0	2	4
Total number of multi-purpose fields ¹⁴	35	48	49	12	45	4
Multi-purpose fields per 10,000 residents	2.20	2.24	3.22	0.75	2.14	0.66

VII. Playgrounds

As shown in Figure 7, the Eugene Parks and Open Space Division has a total of 52 playgrounds (this figure does not include school playgrounds since Eugene does not have joint use agreements with the school districts). Eugene has the second highest number of playgrounds for residents under age 18.

Figure 7: Playground Parameters

PLAYGROUNDS	Eugene	Boise	Fort Collins	Salem	Spokane	Springfield
# of playgrounds ¹⁵	52	79	44	49	61	29
Playgrounds per 10,000 residents	3.27	3.69	2.89	3.05	2.89	4.82
Total # of residents under the age of 18	28,973	48,632	30,260	40,475	47,202	14,623

¹⁴ Number of multi-purpose sports fields that are actively programmed by the Park and Recreation Department or Districts; may include a joint use agreement or MOU with city parks department and school districts.

¹⁵ Does include school playgrounds that have a joint use agreement or MOU with city parks department and school districts.

Playgrounds per 10,000 residents under age 18	17.95	16.24	14.54	12.11	12.92	19.83
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VIII. Community Garden Plots

The Eugene Parks and Open Space Division has a total of 346 community garden plots. On a per capita basis, Eugene has the most community garden plots.

Figure 8: Community Garden Plot Parameters

COMMUNITY GARDEN PLOTS	Eugene	Boise	Fort Collins	Salem	Spokane	Springfield
Total community garden plots	346	31	52	200	3	80
Community garden plots per 10,000 residents	21.74	1.45	3.42	12.45	0.14	13.29

IX. Paths and Trails

On a per capita basis, Eugene has the most miles of off-street *paved* paths and trails. On a per capita basis, Eugene has the third highest number of miles of off-street *unpaved* paths and trails. Please see Figure 9 for additional details.

Figure 9: Off-street *paved* paths/trails and Off-street *unpaved* paths/trails parameters

PATHS AND TRAILS	Eugene	Boise	Fort Collins	Salem	Spokane	Springfield
Off-street paved paths/trails (miles)	46	25	36	12	25	6
Miles of paved trail per 10,000 residents	2.89	1.17	2.37	0.75	1.19	1.00
Off-street unpaved paths/trails (miles)	41	150	unknown	11	5	23
Miles of unpaved trail per 10,000 residents	2.58	7.00	N/A	0.68	0.24	3.82

X. Available Parkland

The Eugene Parks and Open Space Division manages the second highest acreage of natural areas, behind Boise. Please see Figure 10 for more details.

Figure 10: Parkland Parameters

AVAILABLE PARKLAND	Eugene	Boise	Fort Collins	Salem	Spokane	Springfield
Parkland within (or immediately adjacent to) city limits	4,366	5,531	1,318	2,235	4,000	1,350
Total developed park areas (acres)	376	1,174	1,276	1,313	1,000	1,100
Total natural areas (acres)	3,745	4,357	42	1,369	3,000	950
Sum of total developed park areas and natural areas (acres)	4,121	5,531	1,318	2,682	4,000	2,050
Sum of total developed park areas and natural areas (acres) per 1,000 residents	26	26	9	17	19	34
Sum of total developed park areas and natural areas (acres) per FTE	31	36	17	75	53	24
Are there other major park holdings not owned/operated by your agency within city boundaries?	1,144	unknown	Not really, just schools sites	13 acres	no	Very minimal