

BOULDER CITY COUNCIL MEETING
1777 Broadway, Council Chambers
Tuesday, February 4, 2014
6 p.m.

AGENDA

1. **CALL TO ORDER AND ROLL CALL**
2. **OPEN COMMENT and COUNCIL/STAFF RESPONSE** (limited to 45 min.) Public may address any city business for which a public hearing is not scheduled later in the meeting (this includes the consent agenda and first readings). After all public hearings have taken place any remaining speakers will be allowed to address council. All speakers are limited to three minutes.
3. **CONSENT AGENDA** (to include first reading of ordinances) Vote to be taken on the motion at this time.
 - A. Consideration of a motion to adopt **a resolution approving** and authorizing **an application for a Great Outdoors Colorado Local Government Planning Grant**
 - B. Introduction, **first reading** and consideration of a motion to order published by title only an **ordinance amending** Chapter 7-6, **“Parking Infractions,”** B. R.C. 1981, **by adding a new Section 7-6-30 prohibiting parking by non-electric vehicles at electric vehicle charging stations, adding a penalty of \$20 for violations,** and setting forth related details
 - C. Introduction, **first reading** and consideration of a motion to order published by title only an **ordinance approving supplemental appropriations to the 2014 Budget**
 - D. Introduction, **first reading** and consideration of a motion to order published by title only an emergency **ordinance amending** Section 4-20-68, **“Flood Related Fee Waiver,”** B.R.C. 1981, **to extend temporary authority to waive certain fees to facilitate recovery and repair work resulting from flood impacts**
4. **POTENTIAL CALL- UP CHECK IN**
Opportunity for Council to indicate possible interest in the call- up of an item listed under agenda Item 8-A1.

ORDER OF BUSINESS

5. **PUBLIC HEARINGS**
 - A. Consideration of a motion to accept the Boulder Parks and Recreation Master Plan and approve the Boulder Valley Comprehensive Plan (BVCP) Parks and Recreation Master Plan Summary

6. **MATTERS FROM THE CITY MANAGER**

A. **Update from the Council Employee Evaluation Committee**

7. **MATTERS FROM THE CITY ATTORNEY**

8. **MATTERS FROM MAYOR AND MEMBERS OF COUNCIL**

9. **PUBLIC COMMENT ON MATTERS** (15 min.) Public comment on any motions made under Matters.

10. **FINAL DECISIONS ON MATTERS** Action on motions made under Matters.

11. **DEBRIEF** (5 Min.) Opportunity for Council to discuss how the meeting was conducted

12. **ADJOURNMENT**

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**CITY OF BOULDER
CITY COUNCIL AGENDA ITEM**

MEETING DATE: February 4, 2014

AGENDA TITLE: Consideration of a motion to adopt a resolution approving and authorizing an application for a Great Outdoors Colorado Local Government Planning Grant.

PRESENTER/S:

Jane S. Brautigam, City Manager
Paul J. Fetherston, Deputy City Manager
Jeff Dillon, Interim Director of Parks and Recreation
Alice Guthrie, Recreation Superintendent

EXECUTIVE SUMMARY:

The purpose of this agenda item is to request consideration and approval of a resolution authorizing an application for a Great Outdoors Colorado (GOCO) Local Government Planning Grant due on March 5, 2014 (Attachment A). This grant, if awarded, will provide additional \$75,000 of funding for the planning of the Civic Area Park Site Plan.

The GOCO grant program is a competitive process open to all cities, counties, and parks and recreation districts in Colorado. This grant encourages goals of incorporating trail access and connectivity, renovating and enhancing existing outdoor recreation facilities and developing site specific plans to include parks, outdoor recreation elements and trails that are distinctly needed and demanded by the community.

Key Issue Identification:

The Plan for Boulder's Civic Area, approved by City Council, identifies an implementation and phasing strategy which include a detailed park site plan as part of phase one. When the master plan is complete, over half of the 27 acre civic area will be park space. Careful planning and the continued high level of public engagement are required for the development of the park at the heart of Boulder.

GOCO Local Government Planning Grant funding will help fulfill the need for a detailed site plan that has the goal of creating a lively and distinct destination that reflects our community's values. Ultimately this plan will lead to the development of an area where

people of all ages, abilities, backgrounds and incomes feel welcome to recreate, socialize, deliberate, learn and access city services.

STAFF RECOMMENDATION:

Staff recommends that the City Council adopt a resolution approving the GOCO Grant application allowing for the development of a Civic Area Park Site Plan.

Suggested Motion Language:

Staff requests council consideration of this matter and action in the form of the following motion:

Motion to adopt a Resolution approving and authorizing an application for a Great Outdoors Colorado Local Government Planning Grant and acceptance of funds for the Civic Area Park Site Plan.

COMMUNITY SUSTAINABILITY ASSESSMENTS AND IMPACTS:

- Economic: A successful GOCO grant application would supplement current funds available to develop a park site plan.
- Environmental: The Boulder Creek flows through the park area with a green spine unifying spaces and providing natural beauty, ecological richness, shade, recreation, art and places to gather. The natural play areas will offer opportunities for environmental learning and nature discovery.
- Social: The park space will provide increased opportunities for inclusive, safe and family-friendly activities.

OTHER IMPACTS:

- Fiscal: A 25 percent match by the grant recipient(s) is required for the GOCO Local Government Planning Grant. The minimum match needed for the grant is \$25,000. The \$25,000 minimum grant match is identified in the 2014 CIP budget for the Parks and Recreation Department.
- Staff time: The Parks and Recreation Department will lead the grant application process with support from Planning and Development Services. Writing support and administering the grant is included in the department's current work plan.

BOARD AND COMMISSION FEEDBACK:

The Parks and Recreation Advisory Board (PRAB) is in support of the Civic Area Park Site Plan. The board had updates throughout the collaborative concept design process in 2013. The final park site plan will be presented to PRAB upon completion in 2015. A list of the City Boards and Commissions involved in the concept plan development are included in Summary of Community Engagement for Civic Area Planning Process. (Attachment B)

PUBLIC FEEDBACK:

The Plan for Boulder’s Civic Area is the result of a high level of community engagement and support from the community. The Summary of Community Engagement for Civic Area Planning Process demonstrates the level of participation in each of the meetings and interactive events.

BACKGROUND:

The Plan for Boulder’s Civic Area reflects over 5,000 ideas and a year-long Boulder collaboration. Over that period, the community came together to define a future for the Civic Area - one that reaffirms shared values and provides a path for engagement and addressing change over time.

This approved concept plan demonstrates how successfully the community provided ideas for how the Civic Area can transform into an even more extraordinary place that reflects the community's shared values as well as its diversity (Attachment C). The park site plan will take the next step towards building a future the community desires.

ANALYSIS

The deadline for this GOCO Local Planning Grant is March 5, 2014. GOCO is scheduled to review the grant applications in April/May with an award date in mid-June. Park site planning would begin after notification of the grant in July of 2014.

ATTACHMENTS:

- A: Draft Resolution
- B: Summary of Community Engagement
- C. Civic Area Park Concept Plan

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RESOLUTION NO. _____

RESOLUTION SUPPORTING THE GRANT APPLICATION FOR A LOCAL GOVERNMENT PLANNING GRANT FROM THE STATE BOARD OF THE GREAT OUTDOORS COLORADO (GOCO) FOR THE CIVIC AREA PARK SITE PLAN

WHEREAS, the City of Boulder is requesting \$75,000 from Great Outdoors Colorado to create a detailed site plan for the Civic Area and

WHEREAS, the City of Boulder supports the Great Outdoors Colorado grant application for The Civic Area Park Site Plan; and

WHEREAS, the City of Boulder supports the completion of the Civic Area Park Site Plan if the grant is awarded; and

BE IT RESOLVED, that the mayor and the City Council of the City of Boulder strongly support the application for a grant to Great Outdoors Colorado; and

BE IT RESOLVED, that if the grant is awarded, the mayor and the City Council of the City of Boulder strongly support the completion of the project; and

BE IT RESOLVED, that if the grant is awarded, the mayor and the City Council of the City of Boulder acknowledges that the grant application includes matching funds which the City of Boulder is solely responsible to provide if a grant is awarded.

BE IT RESOLVED, that if the grant is awarded, the mayor and the City Council of the City of Boulder will confirm the funding necessary to meet the terms and obligations of any Grant awarded.

BE IT FURTHER RESOLVED, that this resolution is to be in full force and effect from and after its passage and approval.

APPROVED this _____ day of _____, 2014

Mayor, Matt Appelbaum

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Summary of Community Engagement for Civic Area Planning Process July 2012 - September 2013

Public Open Houses & Events (8):

- July 11, 2012 Kickoff Reception and Open House (*150 attendees*)
at Boulder Museum of Contemporary Art
- July 14 and August 4, 2012 Dream Boulder/Story Series by EcoArts Connections
(*100 -200 participants*)
at Farmers' Market
- Sept. 12, 2012 Ideas Collaboration Workshop (with guest speaker
Shane Coen)
(*120 participants*)
at Boulder High School
- Dec. 5, 2012 Open House: Choices and Trade-offs (*65 participants*)
at Boulder High School
- December 2012-January 2013 Ideas Competition (*48 entries, 21 finalists, seven
winners in six categories, selected by jury of eight
professionals*)
Gallery display Jan. 20-29 and award ceremony Jan. 29
at Boulder Main Library Gallery and Theater
- January-April 2013 NAIOP Rocky Mountain Real Estate Challenge (*two
teams of graduate students from CU and University of
Denver*)
Jury review and award ceremony May 1
at Marriott, downtown Denver
- May 6, 2013 Open House: Ideas Preference (*60 participants*)
at Boulder High School
- July 11, 2013 Open House: Preliminary Draft Plan with Options
(*150 participants*)
at Boulder Library Gallery and Theater

Public Meetings/Hearings:

- Six City Council meetings/hearings, plus four council study sessions (information and council discussion, no hearing)

- Frequent meetings/hearings with each of 11 city boards and commissions*
- Presentations/discussions with numerous community organizations**

Online Participation:

- Kickoff survey (*39 responses*)
- InspireBoulder.com/Mind Mixer throughout project (*561 comments*)
- Comments submitted through Civic Area website (*25 comments*)
- Email list for project updates and announcements (*over 300 enrollees*)

Other:

- Growing Up Boulder, fall semester 2012 project:
 - Boulder High School
 - New Vista High School
 - Casey Middle School
 - Boulder Journey School Pre-Kindergarten
- Total of over 5000 ideas submitted by participants throughout planning process
- Email correspondence/letters (*20 emails/letters*)

* City boards and commission involved in Boulder Civic Area process:

Arts Commission, Boulder Design Advisory Board, Downtown Management Commission, Human Relations Commission, Landmarks Board, Library Commission, Parks and Recreation Advisory Board, Planning Board, Transportation Advisory Board, Water Resources Advisory Board, West Senior Center Advisory Board

** Community organizations involved in Boulder Civic Area process:

Boulder Bridge House, Boulder Center for the Performing Arts, Boulder County Farmers' Market, Boulder Housing Partners, Boulder Journey School, Boulder Museum of Contemporary Art, Downtown Boulder Improvement District board, Downtown Boulder Inc., Growing Up Boulder, Homelessness Planning Group, PlanBoulder, Tesseract Productions, Urban Land Institute



Just imagine what it could become Park at the Core: Improving It

Over half of the 27 acres—and the heart—of the Civic Area is Civic and Central parks with Boulder Creek flowing through, a green spine that unifies spaces and provides natural beauty, ecological richness, shade, recreation, art and places to gather. Park amenities and activities, such as kiosks, food and seating, lighting, and cohesive signage will be added throughout for a consistent look and feel, and green space will expand through the relocation of parking and structures from the High Hazard Zone (HHZ) to other places. Adjacent buildings will create “eyes on the park” and make the area feel more inclusive, safe and family-friendly.

CIVIC FRONT DOOR

Eat - Relax - Gather
Civic Park north of the creek will remain an open, sunny Great Lawn for gathering and structured sports, but it will also be more enclosed with a new library cafe with outdoor seating, food trucks and carts, performances, games and other events, botanical gardens and outdoor studios.



NATURE IN THE CITY

Nature - Play - Water
Civic Park south of the creek will be a soft, naturalistic, shady refuge that relates to the library and is designed with children and families in mind. Features may include public art, a nature play set, a children's reading garden, a water play sculpture and more seating and plants.



CENTRAL PARK

Music - Performances - Market

Central Park includes the expanded, group seating for the Economic Market and Large-scale events. Expanded programming will be introduced, and the Economic Market will expand into the park. If the baseball is relocated, space in its block could be a new park pavilion or year-round market food.



THE CREEK

Spill - Contemplate - Float

Water users will be encouraged by creating opportunities for access, designing promenade along the site, maximizing the riparian habitat, local in-stream construction safety concerns, and trying the adaptive regional level regulation in some areas and technical back-stops to others.



Park at the Core: Improving It

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**CITY OF BOULDER
CITY COUNCIL AGENDA ITEM**

MEETING DATE: February 4, 2014

AGENDA TITLE: Introduction, first reading and consideration of a motion to order published by title only an ordinance amending Title 7, “Regulation of Vehicles, Pedestrians, and Parking,” Chapter 6, “Parking Infractions,” B.R.C. 1981, by adding a new section 7-6-30 prohibiting parking by non-electric vehicles at electric vehicle charging stations, adding a penalty of \$20 and setting forth related details.

PRESENTERS:

Tom Carr, City Attorney

Jonathan Koehn, Regional Sustainability Coordinator

Kurt Matthews, Manager, Parking Services, Downtown University Hill Management Division
Parking Services

EXECUTIVE SUMMARY:

Plug-in Hybrid Electric Vehicles (PHEVs) are hybrids with high capacity batteries that can be charged by plugging them into an electrical outlet or charging station. PHEVs can store enough electricity to significantly reduce their petroleum consumption under typical driving conditions. In electric car lingo, to “ICE” a parking spot means to park an internal combustion engine (ICE) car in a location reserved only for electric cars.

There are nine electric vehicle charging stations available for public use in the city, provided by private businesses, the city and the university. A number of states and local jurisdictions expressly prohibit parking by non-electric vehicles in designated parking spots with charging stations and have associated penalties. While Boulder designates parking spots at charging locations, the Boulder Revised Code does not expressly prohibit parking by non-electric vehicles at the charging stations or impose a fine for an infraction. The proposed ordinance would prohibit parking by any vehicle at an electric charging station unless the vehicle is actually charging from an adjacent charging facility, and institutes a \$20 fine for the violation.

STAFF RECOMMENDATION:

Suggested Motion Language:

Staff requests council consideration of this matter and action in the form of the following motion:

Motion to introduce on first reading and order published by title only an ordinance

amending Title 7, "Regulation of Vehicles, Pedestrians, and Parking," Chapter 6, "Parking Infractions," B.R.C. 1981, by adding a new section 7-6-30 prohibiting parking by non-electric vehicles at electric vehicle charging stations, adding a penalty of \$20 for violations and setting forth related details.

BACKGROUND:

As gas prices increase and technology costs go down, Boulder residents and businesses are expanding their interest in electric vehicles. Because of their ability to reduce point source pollution and therefore overall emissions coming from the transportation sector, the increase of electric vehicles is an identified strategy in Boulder's climate commitment efforts.

COMMUNITY SUSTAINABILITY ASSESSMENTS AND IMPACTS

- **Economic:**
Currently, there is one dealership in the city selling plug-in electric vehicles. It is likely that additional car dealerships will sell such vehicles in the near future.
- **Environmental:**
With more electric vehicle charging stations being installed throughout the region, electric vehicle drivers can extend their battery life and driving range while reducing their overall transportation costs and their impact on the environment. Supporting plug-in electric vehicles is consistent with the city's climate action goals.
- **Social:**
Access to charging infrastructure is critical for commuters with electric vehicles.

OTHER IMPACTS

- **Fiscal:**
The city receives a fee of \$1 per hour of charging time for charging stations on its property. This fee offsets the cost of the electricity used.
- **Staff Time:**
Implementing this ordinance can be accomplished within existing work plans.

ANALYSIS

In 2010, the city received a \$500,000 grant from the United States Department of Energy to install and study the efficacy of electric vehicle charging stations, in particular with reference to integration into a smart grid. To make electric vehicle driving possible and convenient, the city currently has nine charging stations available for public use across town¹, including:

- South Boulder Recreation Center
- East Boulder Community Center
- North Boulder Recreation Center

¹ A map depicting electric charging station is Attachment B.

- University of Colorado
- Alfalfa's
- Rocky Mountain Institute
- Boulder Nissan
- Walgreens

Since these charging sites have been installed, council has received a number of complaints regarding parking by non-electric vehicles in spaces intended to provide access to charging stations. The complaints generally refer to two charging stations at the South Recreation Center. In response to this issue, the city installed signs identifying the spaces as reserved for electric vehicles, but the problem appears to persist. At the January 2014 council retreat, council asked staff to prepare an ordinance prohibiting parking at charging stations. The attached ordinance responds to that request.

The proposed ordinance creates a parking infraction with a penalty of \$20 for any person parking a vehicle in an electric vehicle charging station if the vehicle is not connected to the charging equipment. The amount of the fine is on the low end of what other jurisdictions are typically charging. Fines range from \$25-\$300². Many jurisdictions impose the same fine as those for illegally parking in a handicapped parking space, which is \$112 in Boulder. Staff selected the amount to fit in with the current penalties in the Boulder Revised Code. Council guidance would be appreciated on the appropriate level of penalty for this new violation.

The default parking penalty in the Boulder Revised Code is \$15. Thus, if there is no penalty provision in the ordinance, the penalty would be \$15. Twenty dollars is the penalty for violation of section 7-6-14, "Unauthorized Parking Prohibited," B.R.C. 1981. Other parking penalties are set forth in the table below:

Section	Violation	Penalty
7-6-22	Parking in Handicapped Space Prohibited	\$112
7-6-13(a)(10)	Parking in a Fire Lane	\$50
7-6-13(b)(2)	Parking Within 5 Feet of a Fire Hydrant	\$50
7-6-13(b)(8)	Parking in a Work Zone or on a Closed Street	\$50
7-6-23(a)(5)	Parking with Expired License Plates	\$50
7-6-21	Parking in a Loading Zone	\$25
7-6-27(d)	Violation on Open Space or Parks Permit Requirement	\$25
7-6-13	Parking in Specified Place (e.g. Sidewalks)	\$25
7-6-14	Unauthorized Parking	\$20
7-6-15	Overtime Parking Signs	\$20
7-6-16	Overtime Parking Meters	\$15
7-6-17	Time Limit Parking Meters	\$15
7-6-20	Parking More Than 72 Hours	\$15
	Any other section not specified	\$15

² Examples of fines include: San Diego: \$50, Washington State: \$124, Hawaii: \$100, Raleigh, NC: \$50, Philadelphia: \$300.

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The proposed ordinance allows parking only while an electric vehicle is actually connected to a charging station. Staff recommends this requirement to facilitate the use of the chargers for their intended purpose and not as reserved parking spots for electric vehicles. In California, there was some criticism of this requirement, because it creates the possibility that a passerby could disconnect the vehicle resulting in a fine for the driver. Staff believes that the requirement should be imposed. A ticket issued because of a third party disconnect could be challenged by demonstrating that the driver had paid for the charge.

Staff also recommends that council allow for signs establishing a time limit. Most modern charging stations can charge an electric vehicle in four hours or less. As technology improves, the time could be reduced. A time limit will encourage turnover and allow for increased usage. Allowing for signage will permit flexibility to adapt to changing technology.

Attachments:

Proposed Ordinance – Attachment A
Charging Station Map – Attachment B

ORDINANCE NO. _____

AN ORDINANCE AMENDING CHAPTER 7-6, "PARKING INFRACTIONS," B.R.C. 1981, BY ADDING A NEW SECTION 7-6-30 PROHIBITING PARKING BY NON-ELECTRIC VEHICLES AT ELECTRIC VEHICLE CHARGING STATIONS, AMENDING SECTION 7-6-2, BY ADDING A PENALTY OF \$20 FOR VIOLATIONS, AND SETTING FORTH RELATED DETAILS.

BE IT ORDAINED BY THE CITY COUNCIL OF THE CITY OF BOULDER, COLORADO:

Section 1. Chapter 7-6, "Parking Infractions," B.R.C. 1981 is amended by the addition of a **new section** to read:

7-6-30 Parking in Space Designated for Charging an Electric Vehicle.

- (a) No vehicle shall be parked in a space designated for charging any electric vehicle by any sign or pavement marking using terms "electric vehicle charging," or otherwise reasonably indicating designation for electric vehicle charging unless the vehicle is an electric vehicle, which is actually connected to electric charging facilities adjacent to the space.
- (b) This section applies to all spaces designated for electric vehicle charging on public property and on private property. The designation of such spaces by a private property owner or lessee has the same effect as designation by public authority and operates as a waiver of any objection to enforcement by peace officers.
- (c) When a traffic control sign is in place giving notice thereof, no vehicle shall remain in a space designated for electric vehicles for longer than the time designated thereon.

Section 2. Section 7-6-2, B.R.C. 1981, is amended to read:

7-6-2 Parking Penalties.

Violations of any of the provisions of this chapter are traffic infractions. Every person who is convicted of, who admits liability for, or against whom a judgment is entered for such a traffic infraction shall be fined or penalized according to the following schedule:

- (a) Section 7-6-22, "Parking in Handicapped Space Prohibited," B.R.C. 1981: \$112.00.
- (b) Paragraph 7-6-13(a)(10) (concerning parking in a fire lane), paragraph 7-6-13(b)(2) (concerning parking within five feet of a fire hydrant), paragraph 7-6-13(b)(8) (concerning parking in a work zone or closed street), paragraph 7-6-23(a)(5) (concerning parking with expired license plates), B.R.C. 1981: \$50.00.

- 1 (c) All violations in section 7-6-21, "Parking in Loading Zone Prohibited," subsection
- 2 7-6-27(d) (concerning parks and open space parking permits), and all violations in
- 3 section 7-6-13, "Stopping or Parking Prohibited in Specified Places," B.R.C. 1981,
- 4 except the paragraphs listed in subsection (b) of this section: \$25.00.
- 5 (d) Sections 7-6-14, "Unauthorized Parking Prohibited," ~~and~~ 7-6-15, "Overtime
- 6 Parking, Signs," and 7-6-30 "Parking in Space Designated for Charging an Electric
- 7 Vehicle," B.R.C. 1981: \$20.00.
- 8 (e) Sections 7-6-16, "Overtime Parking, Meters," 7-6-17, "Time Limit, Meter
- 9 Parking," and 7-6-20, "Parking for More Than Seventy-Two Hours Prohibited,"
- 10 B.R.C. 1981: \$15.00.
- 11 (f) All other sections for which no amount is specifically provided: \$15.00.
- 12 (g) Where specific penalties are otherwise provided, those penalties apply.

13 Section 3. This ordinance is necessary to protect the public health, safety, and

14 welfare of the residents of the city, and covers matters of local concern.

15 Section 4. The City Council deems it appropriate that this ordinance be published

16 by title only and orders that copies of this ordinance be made available in the office of the

17 city clerk for public inspection and acquisition.

18 INTRODUCED, READ ON FIRST READING, AND ORDERED PUBLISHED

19 BY TITLE ONLY this 4th day of February, 2014.

20 _____

21 Mayor

22 Attest:

23 _____

24 City Clerk

25

1 READ ON SECOND READING, PASSED, ADOPTED, AND ORDERED

2 PUBLISHED BY TITLE ONLY this ____ day of _____, 20__.

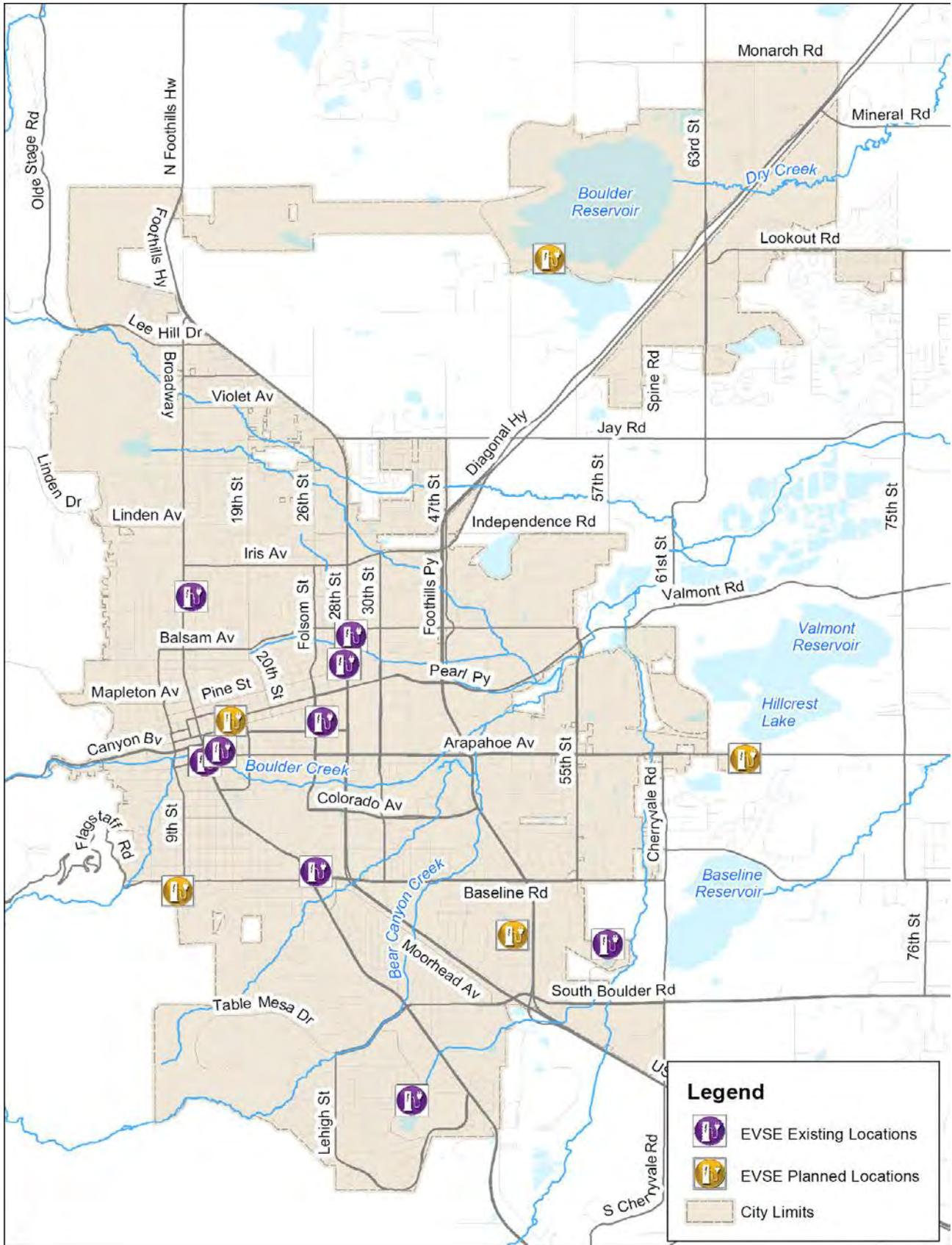
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Mayor

Attest:

City Clerk

City of Boulder Public Electric Vehicle Charging sites as of 1-27-2014



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**CITY OF BOULDER
CITY COUNCIL AGENDA ITEM**

MEETING DATE: February 4, 2014

AGENDA TITLE: Introduction, first reading and consideration of a motion to order published by title only an ordinance approving supplemental appropriations to the 2014 Budget.

PRESENTERS:

Jane S. Brautigam, City Manager
Paul J. Fetherston, Deputy City Manager
Bob Eichen, Chief Financial Officer
Peggy Bunzli, Budget Officer
Elena Lazarevska, Senior Financial Analyst

EXECUTIVE SUMMARY

This proposed supplemental appropriation ordinance (**Attachment D**) adopts on first reading the expenditures associated with the new taxes approved by the voters in November of 2013. Input was received from city council on this agenda item at the Jan. 21, 2014 city council meeting.

Attachment E contains the questions and staff responses to questions asked at the council meeting that needed further follow up and could not be answered at the meeting. Staff will return later in 2014 with a recommended method to allocate the education and the remaining contingencies.

Transportation Tax

The \$4.5 million in the restricted transportation fund is proposed to be appropriated in the following manner (additional detail can be found in **Attachment A**):

Pavement Maintenance	\$1,400,000
Routine Maintenance	\$ 700,000
Transit/TDM/Planning	\$ 400,000
Additional Capacity for Multi-Modal	\$1,000,000
Replenish Operating Reserve used in flood	<u>\$1,000,000</u>
Total	<u>\$4,500,000</u>

Non-medical marijuana taxes

Due to the staggered start of non-medical marijuana businesses, there is likely to be a slower start to revenue collections for this new category. In an effort to ensure the November 2013 ballot language complied with Taxpayer Bill of Rights (TABOR) requirements, \$3.3 million was identified as the amount that would be collected under the maximum tax rates that council could set in the first year. At the rate actually set (which was not at maximum), \$2 million in new marijuana taxes is projected for collection in 2014.

Due to considerable uncertainty about the expenditure impact of the new marijuana business on city operations, best estimates and projections have been made regarding staffing needs and workloads. Based on internal discussions regarding educational efforts regarding non-medical usage of marijuana, it became apparent that additional input and data is needed before final recommendations can be made. As a result, flexibility will be key with regard to staffing impacts, needs and revenue projections in 2014.

Toward that end, operating costs for known appropriations are proposed in **Attachment B**. In an effort to address unknown costs (such as operating, educational programs, etc), a contingency appropriation is proposed, which would be discussed and reviewed by council during the second quarter of 2014. The supplemental \$2 million appropriation is described in the analysis section of this memo for Council consideration.

Since initial council discussions regarding taxing marijuana, it has become evident that this is a unique business segment. It is a new sector with no empirical evidence regarding revenues and expenditures the city will incur. As a result, flexibility in the coming years will be key to deal with costs that will arise.

Staff recommends that all marijuana revenues be deposited into the general fund and all budget recommendations be paid by the general fund. Under that recommendation, any restricted funds that incur costs would request allocation for these expenditures from the general fund through the budget process. By doing so, the city can look across the organization to combine similar programs and costs relative to this new business segment. As a result, revenue allocations would be made.

STAFF RECOMMENDATION

Suggested Motion Language:

Staff requests council consideration of this matter and action in the form of the following motion:

Motion to introduce and order published by title only an ordinance approving supplemental appropriations to the 2014 Budget.

COMMUNITY SUSTAINABILITY ASSESSMENTS AND IMPACTS

- Economic

Marijuana: The imposition of an additional tax on non-medical marijuana may cover the indirect costs to the city of marijuana use and allow the city to provide comprehensive substance abuse programs to mitigate the negative effects of abuse of marijuana.

Transportation: The safe and efficient movement of goods and people is essential to Boulder's economy. The costs of maintaining roads and other facilities are increasing as sales tax revenue and purchasing power are decreasing. Without additional funding for transportation, the condition of our transportation infrastructure will decline.

- Environmental

Marijuana: At this time none have been specifically identified. As this new business segment matures more will become known about the environmental impacts of non-medical marijuana.

Transportation: Safe, convenient and reliable transportation options are necessary to reduce single-occupant vehicle use and transportation-related emissions, and to otherwise meet the goals of the Transportation Master Plan (TMP) and Climate Commitment. Without additional transportation funding, there will be less money available to maintain and enhance the city's transportation system.

- Social

Marijuana: The social impacts of legalized non-medical marijuana have yet to be identified. The ordinance that accompanied the ballot measure for these new taxes was written to mitigate those impacts by using tax funds collected from non-medical marijuana businesses to fund education and treatment.

Transportation: A properly maintained multimodal transportation system benefits all members of the public.

OTHER IMPACTS

- Fiscal

In the **restricted Transportation Fund**, \$4.5 million would be appropriated from additional projected revenue due to the increased tax rate.

An additional \$2 million would be appropriated in the **General Fund** from projected revenue due to the new taxes.

- With regard to the marijuana impacts, when compiling and analyzing direct and indirect costs by departments, it was determined that all such costs are expected to be borne by those departments or programs that are supported and paid for by the general fund.

- Staff time
While some of the costs will be absorbed in the normal staff workload, the proposed supplemental appropriation ordinance will appropriate funding for the increased staff and other resources needed to implement the new programs and services.

BOARD AND COMMISSION FEEDBACK

The Transportation Advisory Board (TAB) reviewed and recommended the tax, level of funding and uses of funds. TAB hosted the Transportation Finance Task Force that helped deliberate on level of funding and uses of funds; had multiple public meetings; and deliberated about the level of funding and the use of funds as a part of their recommendation(s) to Council.

PUBLIC FEEDBACK

Significant public participation was received during the city council meetings when the new marijuana taxes were being vetted for the final ballot language and during the meetings when the time was set to start receiving marijuana licenses.

BACKGROUND AND ANALYSIS

Expenditures and revenues for new taxes

On November 5, 2013, voters approved the following tax measures:

- (a) an increase in the tax restricted to Transportation; and
- (b) specific taxes on the sale of non-medical marijuana.

At the time the ballot passed, the 2014 budget had been previously adopted and it was not certain if and when new revenues would flow to the city if any of the taxes passed. Input received by staff at the city council meeting held Jan. 21, 2014 is reflected in the attached supplementary appropriations ordinance (**Attachment D**).

Transportation:

The approval by the voters raised the restricted transportation tax from .60% to .75%. The appropriation and treatment of revenues received for the new transportation tax is very straight forward. The revenues were approved to be used for transportation only so they will be deposited into the transportation fund and the proposed appropriation are all for transportation purposes that will be paid out of the transportation fund. The incremental revenue is projected to generate approximately \$4.5 million in the first year (rounded up from \$4.48 on the ballot).

Non-Medical Marijuana:

The new non-medical marijuana taxes are not as straight forward. One tax is for an additional 3.5% on top of the 3.56% for retail sales (total of 7.06%). A second tax is a 5.0% excise tax on all cultivation facilities. In addition, the state will share back a portion of the statewide sales based on City of Boulder amount of marijuana sales to total marijuana sales in the state.

With regard to expenditures, staff has made projections to determine the increased workload. To date, all of the costs are for programs that are in the general fund (police, fire, human services, licensing, planning) or will be paid by the general fund even though they are in another fund (building inspections).

While staff has worked diligently to identify all associated costs, it is likely that there will be unknown costs that will be identified during the first few years that will have to be addressed outside of the regular budget cycle. Additional work also needs to be done on educational programs regarding what the programs should be and what level of resources is needed to fund these programs.

Since the ballot language did not set a certain percentage or dollar amount for educational programs, staff suggests the development of a process to allocate funds for such programs. For the first year, staff recommends that \$250,000 (which represents 12.5% of revenues) be placed in an educational contingency for such programs and a process be developed to allocate the funds. While an amount had to be determined for 2014, staff does not recommend that a target amount or percentage be established for perpetuity based on the need for flexibility and agility to meet changing needs in the future.

While the projected revenue for the first year is \$2.0 million, the actual amount will be higher or lower. Due to several factors, the degree of variation one way or the other creates a significant challenge. As a result, flexibility and agility will be needed to respond if projections are significantly lower or higher than projected.

Since the start of non-medical marijuana businesses was staggered, the full impact of monthly revenue collections will not be known until at least the third quarter of 2014. There is approximately a 45 day lag from the end of a month until revenues are collected by the vendor, remitted to the city, and compiled and reported on by the city. Therefore, it is most likely that it will not be known until late 2014 if the \$2 million projection will be exceeded. As the revenue impact of this new business segment on current medical marijuana sales is unknown, it will be monitored closely by city staff during 2014.

As a result of these uncertainties and the need for flexibility, the supplemental appropriations ordinance as proposed would appropriate:

- operating costs in the amount that is based on the information known at this time (\$513,470),
- a city manager's contingency for direct and indirect costs unknown at this time that may occur in 2014 (\$400,000),
- an educational contingency to be allocated after an appropriate process is developed to meet city goals (\$250,000), and
- a separate contingency for the remaining amount up to the \$2 million projected revenue amount (\$836,530 if the projections are met). This final contingency would (1) act as a buffer if revenues fall short of projections, and (2) be used to fund other one-time costs during 2014 if revenue projections are being met.

In past council discussions regarding non-medical marijuana revenues and expenditures, staff has proposed that they both be treated annually as one-time in nature. The rationale for treatment as one-time is a result of the manner in which the federal government currently treats marijuana businesses – the industry is not recognized as legal under federal law. Under the best practices concept of using one-time revenue for one-time expenditures, it would mean that if the revenues were greatly reduced or eliminated by federal action, the matching one-time expenditures could also be eliminated or reduced to meet the new revenue level. To do this, costs need to be known at all times and an administrative budget process has to be in place that is flexible and can adapt as needed. The proposed process will meet these needs.

Key indicators of when these types of revenues will become ongoing revenues include: when a significant number of additional states (or several large states) legalize the use of marijuana for other than medical purposes, or the laws are changed at the federal level to legalize the sale of marijuana.

Where revenues will be deposited

Transportation:

The transportation tax will be deposited in the restricted transportation fund.

Non-medical marijuana:

According to the ballot language approved by voters, non-medical marijuana taxes were not restricted to a specific program or fund. The ballot language stated

TAX TO BE USED FOR PUBLIC SAFETY, ENFORCEMENT AND ADMINISTRATIVE PURPOSES AND FOR COMPREHENSIVE SUBSTANCE ABUSE PROGRAMS INCLUDING WITHOUT LIMITATION PREVENTION, TREATMENT, EDUCATION, RESPONSIBLE USE, INTERVENTION, AND MONITORING, WITH AN EMPHASIS ON YOUTH, AND WITH THE REMAINDER USED BY THE GENERAL FUND.

Due to the high interest from the public, the council and the media in revenues and expenditures associated with medical marijuana, a great amount of interest in non-medical marijuana revenues and expenditures incurred is anticipated. Calculating the revenue collected from medical marijuana is a simpler accounting effort for the city since the tax rate as any other retail item sold in the city.

The new marijuana taxes are more complex since there are separate types of taxes (excise and sales and use) with separate tax rates of their own (5.00% excise and 3.50% in addition to the 3.56% sales and use). Therefore, the city needs to have an efficient and effective method to budget and account for both the revenues and the expenditures for this new and separate tax component.

ATTACHMENTS

- A. Transportation memo regarding proposed uses of the tax increase
- B. 2014 proposed costs and contingency appropriations for non-medical marijuana revenue
- C. Revenue projections for non-medical marijuana 2014
- D. Proposed supplemental appropriations ordinance for the 2014 budget
- E. Follow up on questions from the January 21, 2014 council meeting

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Transportation 2014 Overview

Staff is proposing a 2014 Transportation Budget Supplemental which aligns new Transportation Sales and Use tax revenues with adopted budget guiding principles and priority based budgeting. In concert with prioritized increases in the original 2014 budget, the focus is on safety, taking care of the existing infrastructure first - such as pavement repair, maintenance of the multi use path system, signs, markings, signals maintenance - with some capacity to improve the multimodal system.

There was significant process and community outreach that supported the package for voter approval and this subsequent budget supplemental. The Round One Capital Bond process identified capital investment priorities for the community and for Transportation, with top priority investments supporting maintenance and safety of the multimodal system with some capacity to expand the multi-modal system. A separate Transportation Funding Task Force and the Transportation Advisory Board process supported similar investment priorities and included capital maintenance and enhancement as well as operating and maintenance funding. Overall, council endorsed a level of funding with the first 16 years supported by sales and use tax and subsequent years to be supported with replacement funding that would be more tied to use (such as a VMT fee), to be determined through additional analysis and public process.

There were four categories identified for increased funding during the Transportation Funding process with a fifth category added since the September floods. There will be a combination of non-personnel expense, personnel expense, ongoing and one-time expenditures, and increased capital investment capacity. The following categories would be increased by the approximate levels noted below. Categories one through four would be considered ongoing investment and category five would be considered one-time.

Those categories are:

1) Pavement Maintenance	\$1,400,000
2) Routine Maintenance	\$ 700,000
3) Transit/TDM/Planning	\$ 400,000
4) Additional Capacity to Improve Multi-modal System	\$ 1,000,000
5) <i>Replenish Operating Reserve due to 2013 flood expenditures</i>	<u>\$1,000,000</u>

Total **\$4,500,000**

Transportation is likely to expend the entire 2013 transportation operating reserve on emergency response, debris removal and infrastructure repair related to the flood. Staff believes it is a priority to restore the operating reserve in 2014 in order to respond to unanticipated emergencies such as floods and blizzards. Fortunately, the new tax provides greater ability to replenish the reserve quickly. The ongoing plan is for the operating reserve to increase another 14% in 2015 and then incrementally increase over the next several years to build and maintain capacity to respond to emergencies. Prioritizing significant reserve restoration in 2014 allows time for the Transportation Master Plan (TMP) Update to inform other strategic investments for the 2015 budget process.

Most of the FTE's that are requested in this supplemental budget went through a process with the Capital Bond to determine sufficient staffing to support projects and programs approved by the voters. The latest Transportation funding approved by the voters will allow the city to continue and expand beyond the capital bond supported level of transportation maintenance and capacity building, on an

ongoing basis. The additional increment of staffing beyond the Capital Bond supports operations such as bikeway maintenance and street sweeping.

For additional context, the Transportation Division is not personnel intensive and has a strong track record for ongoing efficiency analyses and reallocations. The current supplemental budget represents an approximate 22% increase in ongoing funding for the division, yet the ongoing staffing increase is just 12%.

Brief explanation of each of the four remaining investment categories:

Pavement Maintenance – The increase allows for pavement maintenance to continue at 2011 capital bond-level investments and would maintain pavement condition ratings within the goal of 75-80 on a 100 scale, a preferred practice. There would be a combination of investments that would preserve pavement life including pavement overlay, chip and seal, major patching and crack filling. Prior to roadway resurfacing, repairs to concrete curb, gutter and sidewalk is typically required. Based on experience to date with the capital maintenance program and pavement management program, and guidance from a consultant on organizational change, this includes converting 1 fixed term FTE to standard and adding 1 FTE.

Routine Maintenance – A number of routine maintenance programs would be increased including signs, markings and signals; transportation system engineering and safety investments; bike path maintenance; extending funding for the existing snow pilot program to ongoing (currently has one-time funding); median maintenance; graffiti; and street sweeping. Staff is still evaluating personnel needs particularly in the signal maintenance program; however, at this time the Division's proposal includes 1 FTE for reallocation. The Division additionally proposes 1.5 new FTE to implement this higher level of service for bikeway maintenance (also keeping pace with additions to the system), street sweeping (on-street bike lane safety), safety engineering and signal system maintenance.

Transit/Travel Demand Management (TDM)/Planning – The TMP Update is currently evaluating the transit system and there are two transit services in need of funding in 2014 – the HOP and Via Mobility Services. In addition, due to program demand, Eco Pass program increases are warranted as well as other TDM program enhancements. Furthermore, this work group supports overall expansion and safety of the multi-modal system. Given ongoing staffing demands for project development and outreach, cross departmental efforts, and added/restored responsibilities, an existing, long-term temporary position is proposed to be converted to standard, ongoing position.

Additional Capacity to Improve the Multi-modal System – The supplemental includes an increase to the Capital Improvement Program (CIP) for multimodal improvements, partially reinstating previously reduced bicycle and pedestrian enhancements and increasing the city's capacity to leverage external funding. The TMP Update and the 2014 Transportation Improvement Program (TIP) process will help guide and refine high priority projects selection/submittal. This work group includes 2 existing fixed-term FTE proposed to be converted to ongoing. Also, based on guidance from an organizational consultant and workload evaluation, staffing recommendations include adding a 0.5 FTE to support this program.

Dept Name	2014 Expenditure Category	Total	Brief Description
City Attorney	Expenses to hire outside counsel	\$75,000	This funding will be used to contract with outside attorneys for any litigation related to appeals of license denials and/or challenges to the ordinance
Finance	Forensic Accountant - contract	\$100,000	This funding will be used to contract with a CPA firm to provide forensic accounting of non-medical marijuana revenue
Finance	Licensing Clerks	\$96,470	This funding will be used for additional licensing FTEs
Police	Vehicle	\$45,000	This funding will be used for a truck to remove and haul confiscated plants
Police	Underage Enforcement	\$20,000	This funding will be used for police officer overtime
Police	Equipment	\$2,500	This funding will be used for air masks
Police	Training	\$2,500	This funding will be used for training for code enforcement
Fire	Overtime costs for inspections and for training of staff to do the inspections	\$12,000	This funding will be used for training and overtime compensation for fire code inspections
Planning and Development Services	Building & Associate Zoning Plans Examiner FTE	\$85,000	This funding will be used for two-year fixed term building plans examiner position to prepare for the expected increase in non-medical marijuana permits and further expedite the issuance of other marijuana building permits
Planning and Development Services	Building Inspector/Enforcement FTE	\$75,000	This funding will be used for two-year fixed term building inspection/enforcement position to prepare for the expected increase in inspection activity related to the three phases of non-medical marijuana licensing and for new licensing once the moratorium expires
Subtotal, Operating Costs		\$513,470	
City Manager Office	Contingency	\$400,000	This is contingency funding for unexpected costs related to non-medical marijuana
Human Services	Educational program development and implementation	\$250,000	This funding will be used for to work with community partners such as Boulder County Public Health, BVSD and Mental Health Partners on scoping and developing educational programs aimed at children and youth. Implement educational program(s) based on community needs, strategic direction and partnerships. This funding could also support additional .5 FTE as well as NPE funding
TBD	Contingency to be allocated later in 2014	\$836,530	Additional contingency funding to be allocated at a later date in 2014
Subtotal, Contingency		\$1,486,530	
TOTAL		\$2,000,000	

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Non-Medical Marijuana Sales- Tax Generation Projections

	Current Sales	50% Increase over Current Sales	100% increase over Current Sales	200% increase over Current Sales
Medical Marijuana Sales (used as base for non-medical)				
Current and Projected Sales	\$ 24,000,000	\$36,000,000	\$48,000,000	\$72,000,000
Sales and Use Tax at 3.5%	\$840,000	\$1,260,000	\$1,680,000	\$2,520,000
Estimated City Excise tax collected				
Excise Tax at 5%	\$480,000	\$720,000	\$960,000	\$1,440,000
Projected Recreational Marijuana Sales	Based on Current Sales	50% Increase over Current Sales	100% increase over Current Sales	200% increase over Current Sales
Estimated non-medical sales	\$24,000,000	\$36,000,000	\$48,000,000	\$72,000,000
New state sales tax rate on non-medical marijuana	10.00%			
City shareback from state	15%			
Total sales tax received by the city from state shareback	\$360,000.00	\$540,000.00	\$720,000.00	\$1,080,000.00
Incremental non-medical amount if projections are met	\$1,680,000.00	\$2,520,000.00	\$3,360,000.00	\$5,040,000.00

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ORDINANCE NO. 7960

AN ORDINANCE RELATING TO THE FINANCIAL AFFAIRS OF THE CITY OF BOULDER, COLORADO, MAKING SUPPLEMENTAL APPROPRIATIONS FOR THE FISCAL YEAR ENDING DECEMBER 31, 2014 SETTING FORTH DETAILS IN RELATION TO THE FOREGOING.

WHEREAS, Section 102 of the Charter of the City of Boulder provides that: "At any time after the passage of the annual appropriation ordinance and after at least one week's public notice, the council may transfer unused balances appropriated for one purpose to another purpose, and may by ordinance appropriate available revenues not included in the annual budget;" and

WHEREAS, the City Council now desires to make certain supplemental appropriations for purposes not provided for in the 2014 annual budget; and,

WHEREAS, required public notice has been given;

NOW, THEREFORE, BE IT ORDAINED BY THE CITY COUNCIL OF THE CITY OF BOULDER, COLORADO, that the following amounts are appropriated from additional projected revenues to the listed funds:

Section 1. General Fund

Appropriation from Additional Revenue	\$2,000,000
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Section 2. Transportation Fund

Appropriation from Additional Revenue	\$4,500,000
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Section 3. The City Council finds that this ordinance is necessary to protect the public health, safety, and welfare of the residents of the City and covers matters of local concern.

Section 4. If any part or parts hereof are for any reason held to be invalid, such shall not affect the remaining portion of this ordinance.

Section 5. The Council deems it appropriate that this ordinance be published by title only and orders that copies of this ordinance be made available in the Office of the City Clerk for public inspection and acquisition.

INTRODUCED, READ, ON FIRST READING, AND ORDERED PUBLISHED
BY TITLE ONLY this 4th day of February, 2014.

Mayor

Attest:

City Clerk

READ ON SECOND READING, PASSED, ADOPTED, AND ORDERED
PUBLISHED BY TITLE ONLY this 18th day of February, 2014.

Mayor

Attest:

City Clerk

Questions from the Jan, 21, 2014 City Council Meeting

Q: What will be the city's priorities for improving street surfaces-which streets?

The transportation division completes a visual assessment and re-rates every street every three years. The street ratings are used to define the repair type, including crack fill, chip and seal, overlay, and reconstruction for the various streets. The ratings are used as an initial indicator and the program is determined annually working to coordinate with utility repairs, other capital projects and adjacent development projects while trying to organize the work in logical areas throughout the city, allowing flexibility for changing conditions.

The annual pavement management program repair list is posted on the website in the spring. A map of streets to be repaired in 2013 and a preliminary list for the 2014 program is included on the website at the following link <https://www-static.bouldercolorado.gov/docs/2013-map-street-resurfacing-reconstruction-1-201305131507.pdf> . The final 2014 list will be put on the website this spring prior to the work beginning and will include additional streets due to the additional \$1.4 million in funding. Prior to the work starting, a mailing is sent to adjacent properties that receive major pavement treatments like overlay and reconstruction. Adjacent property owners can contact staff or send questions to www.InspireBoulder.com if they have questions about their streets.

As noted in this and previous memos, the emphasis of the voter-approved tax increase and extension is on maintenance and operations of the existing multimodal system. Sufficiently funding the pavement repair program is a major component of this budget supplemental.

Also noted previously, a relatively small increment of the additional funding will allow for enhancements to the multimodal system. Given the need to restore Transportation Operating Reserve in 2014, the Transportation Master Plan (TMP) Update and DRCOG Transportation Improvement Program processes will help prioritize the incrementally available funds for multimodal improvements. A link to the TMP Update process is provided here: <https://bouldercolorado.gov/transportation/tmp-update>

Q. Why do we need a specialized truck for marijuana? It does not seem there will be much demand. Could a truck be borrowed from another city department or rented if needed?

The Marijuana Enforcement Officer (Bev Bookout) would be the primary driver of the truck. The City of Boulder currently has 54 marijuana related businesses with 11 pending applications. Bev is responsible for inspecting all of these businesses and ensuring that they are in compliance with state and municipal law. During the course of her duties she sometimes has to make seizures of marijuana and marijuana related products. In the past, the Police Department has borrowed the services of a Forestry truck and a Maintenance truck to haul seized plants to the dump. Several trips have been necessary on some occasions because of the number of plants seized. The Police Department needs a truck for the everyday inspection duties, but also for the more labor intensive seizures. Due to the pungent aroma of marijuana, Bev is unable to use any of our current vehicles because the smell stays in the seats and renders the vehicle unusable until it is aired out and professionally cleaned. If she had a truck assigned to her position, she would be able to transport the marijuana and marijuana related products in the bed of the pick-up with little fear of ruining the inside.

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**CITY OF BOULDER
CITY COUNCIL AGENDA ITEM**

MEETING DATE:

AGENDA TITLE: First reading, and consideration of a motion to publish by title only an emergency ordinance amending Section 4-20-68, "Flood Related Fee Waiver," B.R.C. 1981, to extend temporary authority to waive certain fees to facilitate recovery and repair work resulting from flood impacts.

PRESENTER/S

Jane S. Brautigam, City Manager
Paul J. Fetherston, Deputy City Manager
Tom Carr, City Attorney
David Gehr, Deputy City Attorney
Maureen Rait, Executive Director of Public Works
David Driskell, Executive Director, Community Planning and Sustainability (CP&S)
Hella Pannewig, Deputy City Attorney
Dave Thacker, Building Services Manager/Chief Building Official

EXECUTIVE SUMMARY

On Oct. 15, 2013, City Council adopted Emergency Ordinance No. 7946 authorizing the city manager to waive certain permit and application fees for permits applied for and applications made before Dec. 31, 2013. This emergency ordinance was adopted to facilitate recovery and repair work resulting from flood impacts.

This item requests that City Council temporary extend this authority to waive fees for flood-related permits and applications filed on or before March 1, 2015.

STAFF RECOMMENDATION

Suggested Motion Language:

Staff requests council consideration of this matter and action in the form of the following motion:

Motion to introduce and order published by title only an emergency ordinance amending Section 4-20-68, "Flood Related Fee Waiver," B.R.C. 1981, to extend the authority to

waive certain fees to facilitate recovery and repair work resulting from flood impacts.

COMMUNITY SUSTAINABILITY ASSESSMENTS AND IMPACTS

Economic: These changes will continue to expedite the flood recovery process and moderately impact city revenues during the next year. This ordinance reduces the economic burden on those seeking to obtain permits to restore the damage caused by the flood event.

Environmental: Waiving permit and application fees are meant to encourage compliance with applicable building codes and regulations as part of the recovery process. Structures that are repaired or built in compliance with city building codes are more environmentally sound, than building not build up to code.

Social: Rebuilding and repairing homes and restoring neighborhoods positively contributes to the social fabric of the Boulder community.

OTHER IMPACTS

Fiscal: See section on economic impacts above

Staff time: All work will be completed with existing resources.

Intergovernmental: None

PUBLIC FEEDBACK

Due to the urgent nature of the flood recovery tasks at hand, public feedback has not been sought for these emergency orders.

ANALYSIS

One of the exceptions of Ordinance 7946 gave the city manager authority to waive fees for certain permits and applications filed before Dec. 31, 2013, to facilitate recovery and repair work resulting from the flood.

Emergency Ordinance No. 7946 was found to be necessary to provide support for residents and businesses that have been affected by the September 2013 rain and flood event. The fee waiver provided financial relief to affected parties and encouraged residents and businesses to obtain building permits and inspection services.

From the September 2013 to date, 676 flood permits have been issued and fees waived total approximately \$202,000.

In 2014, applications for flood recovery and repair related permits continue to been filed. During 2014, staff anticipate receiving an additional 150 flood permits with a total approximate fee-waive cost of \$45,000. To continue to facilitate recovery efforts, staff recommends that the temporary fee waiver be extended to permits and applications filed on or before March 1, 2015. Extending till March 2015 aligns with the Federal Emergency Management Agency 18-month window for flood-related claims. Additionally, providing time to obtain fee-waived flood restoration permits will continue to encourage property owners to utilize city permitting and inspections services.

Once the fee waiver period has expired, staff can provide verified year-end totals.

ATTACHMENTS

A: Proposed First Reading Emergency Ordinance

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EMERGENCY ORDINANCE NO. _____

AN EMERGENCY ORDINANCE AMENDING SECTION 4-20-68, "FLOOD RELATED FEE WAIVER," B.R.C. 1981, EXTENDING THE TIME DURING WHICH THE CITY MANAGER IS AUTHORIZED TO WAIVE CERTAIN FEES TO FACILITATE RECOVERY AND REPAIR RESULTING FROM FLOODING, AND SETTING FORTH RELATED DETAILS.

WHEREAS the City Council finds that

A. Between Monday, September 9, 2013, and Tuesday, September 19, 2013, the City of Boulder received an estimated 17.2 inches of rainfall;

B. The city set daily precipitation records on September 10, 11, 12, 13, and 15. The 9.08 inches received on September 12 was the most rainfall ever received on a single day in Boulder since records have been kept. The rain also set records for the months of September and for annual precipitation;

C. The storm has been characterized as both a 100-year flood and a 1000-year event;

D. The storm inflicted severe damage on many homes, businesses, parks and on open space and public infrastructure;

E. On September 12, 2013, the city manager issued a Declaration of Disaster Emergency pursuant to the authority granted in Section 2-2.5-3, B.R.C. 1981, and Colo. Rev. Stat. § 24-33.5-709;

F. On September 17, 2013, the City Council approved the Declaration of Disaster Emergency and extended it until October 15, 2013;

G. On October 15, 2013, the City Council adopted Emergency Ordinance No. 7946 to facilitate disaster response in the city beyond October 16, 2013, the date when the powers of the city manager pursuant to Section 2-2.5-9, B.R.C. 1981 terminated.

H. Ordinance No. 7946 included city manager authority to waive certain fees for permits applied for and applications made before December 31, 2013, as set forth in Section 4-20-68, "Flood Related Fee Waiver," B.R.C. 1981.¹

¹ Ordinance No. 7946 provided for such fee waivers to be located in Section 4-20-67, "Flood Related Fee Waiver," B.R.C. 1981. Following adoption of Ordinance No. 7946, the Flood Related Fee Waiver section was included in the Boulder Revised Code in Section 4-20-68, "Flood Related Fee Waiver," B.R.C. 1981, as section 4-20-67 had also been approved by City Council for Section 4-20-67, "Recreational Marijuana Businesses," B.R.C. 1981.

1 I. Flood recover and repair work continue in the city; therefore, the City Council
2 deems it necessary to extend the authority to waive certain fees to continue to facilitate recovery
and repair work resulting from flooding.

3 NOW, THEREFORE, BE IT ORDAINED BY THE CITY COUNCIL OF THE CITY
4 OF BOULDER, COLORADO:

5 Section 1. Section 4-20-68, B.R.C. 1981, is amended to read:

6 **4-20-68. Flood Related Fee Waiver.**

7 For permits applied for or applications made before ~~December~~ March 31, 2015~~3~~, the city
8 manager may waive any fee required under any of the following sections to facilitate recovery
9 and repair resulting from flooding:

10 (1) Building Permit fees as required by Subsection 4-20-4(c) and Paragraph 4-20-4(f)(7),
Subsection 4-20-8(a), Subsections 4-20-13(c) and (d), and Subsection 4-20-15(b), B.R.C. 1981.

11 (2) Right of Way Permit fees as required by Subsection 4-20-6(b), B.R.C. 1981.

12 (3) Water Permit fees as required by Paragraphs 4-20-23(a)(3), (b)(1) and (b)(2), B.R.C. 1981.

13 (4) Water Service fees as required by Subsection 4-20-24(g), B.R.C. 1981.

14 (5) Wastewater Permit fees as required by Paragraphs 4-20-27(a)(1)—(3), (b)(1) and (b)(2),
15 B.R.C. 1981.

16 (6) Floodplain Development Permit fees as required by Paragraphs 4-20-44 (a)(2), (a)(4) and
17 (b)(1), B.R.C. 1981.

18 Section 2. This ordinance is necessary to protect the public health, safety, and welfare of
19 the residents of the city, and covers matters of local concern.

20 Section 3. The City Council deems it appropriate that this ordinance be published by title
21 only and orders that copies of this ordinance be made available in the office of the city clerk for
22 public inspection and acquisition.

23 Section 4. The City Council finds that public health, peace and safety justify the
24 adoption of this ordinance as an emergency measure.
25

1 INTRODUCTION, READ ON FIRST READING, AND ORDERED PUBLISHED BY
2 TITLE ONLY this 4th day of February, 2014.

3
4
5 Attest: Mayor

6
7 City Clerk

8 READ ON SECOND READING, PASSED, AND ADOPTED AS AN EMERGENCY
9 MEASURE BY TWO-THIRDS OF COUNCIL MEMBERS PRESENT, AND ORDERED
10 PUBLISHED BY TITLE ONLY this 18th day of February, 2014.

11
12
13
14 Attest: Mayor

15
16 City Clerk

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**CITY OF BOULDER
CITY COUNCIL AGENDA ITEM**

MEETING DATE: February 4, 2014

AGENDA TITLE: Consideration of a motion to accept the Boulder Parks and Recreation Master Plan and approve the Boulder Valley Comprehensive Plan (BVCP) Parks and Recreation Master Plan Summary

PRESENTER/S

Jane S. Brautigam, City Manager
Paul J. Fetherston, Deputy City Manager
Jeff Dillon, Parks and Recreation Interim Director
Alice Guthrie, Recreation Superintendant
Abbie Poniatowski, Business Services Manager
Jeff Haley, Planning Manager
Alison Rhodes, Master Plan Project Manager

EXECUTIVE SUMMARY

The Boulder parks and recreation system today is a reflection of the community's long held values and support for parkland, green spaces and fitness and wellness. Extensive public engagement and board involvement in this master planning process have clarified the department's role in health and wellness and building community. This community driven vision will shape the department's delivery of services over the next five years in a way that will enhance today's system and the lives of Boulder's community members (see Attachment A Boulder Parks and Recreation Master Plan).

The community will see a parks and recreation department that is modern, results-driven and collaborative, allowing it to effectively promote the community's health and wellness. The alignment of the department's work, as outlined by the strategies of the master plan, with the city's Sustainability Framework, demonstrate the department's key role in providing a wide variety of civic services and achieving community goals.

STAFF RECOMMENDATION

Suggested Motion Language:

Staff requests council consideration of this matter and action in the form of the following motion:

Motion to accept the Boulder Parks and Recreation Master Plan and approve the Boulder Valley Comprehensive Plan (BVCP) Master Plan Summary.

COMMUNITY SUSTAINABILITY ASSESSMENTS AND IMPACTS

- Economic - Boulder's parks and recreation facilities are a source of positive economic benefits to the community. Many of the initiatives reflect the department's efforts to be good stewards of public assets, ensuring that the community's highest priorities are served with available funding.
- Environmental - Sustainable practices are one of the department's guiding principles presented in this master plan, indicating the department's commitment to being a leader in environmentally sustainable practices in all areas of service. As the master plan is implemented, the Boulder Parks and Recreation Department (BPRD) will serve as a leader in using and promoting sustainable practices in every aspect of providing parks, facilities and programs.
- Social - Community Health and Wellness and Building Community and Relationships are two key themes of this master plan, reflecting the community's desire for the department to be a leader in promoting the community's physical and mental well-being. Civic spaces and close-to-home parks are an important component of building strong neighborhoods, fostering social connections and promoting a healthy community.

OTHER IMPACTS

- Fiscal - The master plan includes scenarios for three levels of funding (see page 81). The fiscally constrained plan is based on current funding levels (\$25 million), targeting funding for renovations and capital improvements related to existing facilities and for focusing services on the highest community priority health and wellness programming. The full action plan requires annual funding of \$42 million, an increase of \$17 million above current levels. The department can implement the proposed action plan scenarios when additional funding is available. The vision plan, representing the complete set of services desired by the community, requires annual funding of \$61.3 million.
- Staff time - Implementation of the master plan will be part of the department's annual action plan, as outlined in chapter nine (see page 92-93).

BOARD AND COMMISSION FEEDBACK

This master planning process has included engagement with several of the city's advisory and policy making boards. PRAB has been instrumental in shaping the policy and direction of this master plan through discussions at regular meetings and through eight study sessions. PRAB reviewed the research and needs assessment which provided the foundation of the master plan. In addition, four members of the PRAB participated in a

community leader PathfindersSM workshop. PRAB participated in discussions related to the mission and vision, the six key themes and the policy statements that will enable BPRD to focus on the community's priorities as expressed in this master planning process. At the June 2013 PRAB meeting, PRAB recommended acceptance of the master plan to City Council (5-0, My. Conroy and M. Guzek absent).

On July 25, 2013, the city's Planning Board discussed the master plan and recommended acceptance (4-0, A. Brocket, B. Bowen, L. May absent) of the master plan to City Council (see Attachment B July 25, 2013 Planning Board Minutes). Planning Board also approved (4-0) the proposed BVCP Boulder Parks and Recreation Master Plan Summary. The recommendation was given with a friendly amendment to add a paragraph about the changing demographics, similar to the section found in the Police Master Plan. The draft master plan was revised to include more detailed information on population make-up (see page 34-35), and further detail can be found in the master plan research report [Community Trends](#).

City Council participation in the master planning process included two study sessions. In November 2012, a joint study session with the PRAB and City Council focused on the policy guidance the department was seeking related to four policy issues: BPRD's role and priority services, adjusting services to trends, balancing community benefit programming with revenue production and also balancing maintenance of existing assets with the desire for new development (see Attachment C Summary of the Nov. 27, 2012 City Council-PRAB Study Session). The City Council also provided input at a May 28, 2013 study session (see Attachment D Summary of the May 28, 2013 City Council Study Session). This study session focused around the purpose of the plan, the key themes of the plan, the department's levels of service, the department's funding and the key policy issues of the master plan. Council was supportive of the master plan and, in the course of the discussion; there were recommendations from council to clarify the shifts the department will make to ensure effective use of resources. Staff clarified that partnerships, for both assets and programs, will be balanced with community values and will ensure that the department is overseeing public assets in a manner that is consistent with the highest levels of community priority.

PUBLIC FEEDBACK

A critical and ongoing part of the master plan is the community engagement process, which is necessary to effectively deliver a community-oriented park and recreation system. The extensive public engagement process is balanced, open, and collaborative to build community-wide trust in the plan and the process. It also provides a framework for confirming core values and goals. This process involved stakeholder interviews, public open houses, public surveys, online engagement, and other significant efforts to target outreach to important, under-participating groups. The engagement program also included a community leader PathfindersSM Workshop and staff interactions. A summary of the public engagement methodologies and findings can be found at <http://bit.ly/110IAWq>.

In addition to the PRAB, Planning Board and City Council, staff also met with the Youth Opportunities Advisory Board and Human Relations Commission in the Needs

Assessment phase of the master planning process, soliciting and receiving valuable suggestions from both groups on outreach to those that do not typically participate in community engagement efforts (e.g. youth and minorities).

BACKGROUND

The BVCP provides the overall policy framework for departmental master planning, including a general statement of the community's long-term desired future. Department and system master plans take the goals and policies of the BVCP and provide specific guidance for delivering city services. Master plans establish detailed policies, priorities, service standards, facility and system needs and capital budgeting for the delivery of services.

This master plan is an update to the 2006 Parks and Recreation Master Plan that (a) provides standards for levels of park and recreation services and facilities in the city, (b) identifies development priorities, a Capital Improvement Program (CIP), and an implementation strategy, and (c) guides the city in equitably allocating services and meeting identified deficiencies and shortfalls in the system as improvements are made for the future.

The master plan is intended to be strategic in focus to help the department respond to three important questions: **What do we do? For whom do we do it? How do we excel?** The primary focus is on short-term strategies that build success over the long-term. The master plan also focuses on high level initiatives rather than more specific and detailed actions. The specific actions will be identified and assigned in the annual action plan. This approach has the added value of enabling the BPRD to be flexible and agile in responding to the rapid pace of societal and local change.

ANALYSIS

The extensive master planning process revealed strong public support for maintaining and improving Boulder's parks, recreation facilities and programs in order to enhance residents' quality of life. The department's streamlined mission clarifies the department's role as a provider of public service in the Boulder community:

BPRD Mission Statement

BPRD will promote the health and well-being of the entire Boulder community by collaboratively providing high-quality parks, facilities and programs.

This mission statement reflects the needs of the community and public expectations of the department. A successful outcome of the master planning process is the alignment among community members, policy boards, and the city organization as to BPRD's role. In implementing the master plan, the department can ensure available resources are best utilized to meet the highest community priorities.

Six key themes, which emerged from the research and community engagement process, have shaped the strategies that are the focus for future action and decision-making for Boulder's Parks and Recreation Master Plan:

- Community Health and Wellness
- Taking Care of What We Have
- Financial Sustainability
- Building Community and Relationships
- Youth Engagement and Activity
- Organizational Readiness

Sustainability Framework

These key themes were evaluated within the context of the Sustainability Framework, a tool created to ensure department master plans align with and advance the goals and priorities of the City Council and community. The tool is comprised of seven categories:

- Safe Community
- Healthy and Socially Thriving Community
- Environmentally Sustainable Community
- Economically Vital Community
- Livable Community
- Accessible & Connected Community
- Good Governance

At the intersection of the seven categories is the city’s ability to best serve the community. The strategies of the master plan align with the Sustainability Framework, demonstrating the department’s key role in providing a wide variety of critical civic services and achieving community goals.

Examples of this alignment include:

Safe Community: In developing a formal Asset Management Plan (page 61), the department will enhance its ability to maintain quality and safe urban parkland, supporting frequent, casual contact among neighbors and leading to the formation of strong neighborhood social ties, the building blocks of strong, secure neighborhoods where people tend to support, care about, and protect one another.

Healthy and Socially Thriving Community: Ensuring that all BPRD services are mission-driven, as directed by the policy of this master plan, will allow the department to most effectively contribute to the community’s physical and mental well-being and cultivate a wide-range of recreation and social opportunities (page 58). The development of health measures will facilitate the effectiveness of department programs in enhancing and/or improving participants’ health.

Environmentally Sustainable Community: BPRD’s forestry division is charged with the care of the city’s urban canopy to ensure that the expansive tree inventory is healthy and contributes to climate action goals through reduction of urban heat island effect and carbon sequestration. The recent discovery of the Emerald Ash Borer in Boulder reiterates the importance of this stewardship. The master plan recommends an update of the urban tree inventory and the development of a forest management plan to ensure that these valuable resources are protected and can continue to contribute to the community’s sustainability (page 61).

Economically Vital Community: In exploring partnerships with other organizations, the department will foster public/private collaboration with key institutions and organizations that contribute to economic sustainability, for example the recent partnership with USA Cycling to host the 2014 Cyclo-Cross Nationals (page 63) In addition, by investing in Boulder's parks such as the Civic Area and Pearl Street Mall, as recommended by the financial strategies of the master plan (see pages 80-89), the parks will continue to enhance property values, increase municipal revenue, bring in homebuyers and workers, and attract retirees.

Livable Community: The maintenance of parkland and facilities as outlined in the master plan will ensure the department is promoting and sustaining a safe, clean and attractive place to live, work and play. Meeting and/or exceeding proximity standards for walkability will support and enhance neighborhood livability for all members of the community (page 59).

Accessible and Connected Community: In partnering with the city's Transportation Department and Greenways Program, the department can enhance connectivity and safe routes to parks, schools and shops (page 59).

Good Governance: The policies and goals related to Organizational Readiness guide the department in good stewardship of the community's investment in parks and recreation. In Being a results driven organization, the department can measure success against community goals. In developing and implementing the Recreation Program Index, the department will enhance and facilitate transparency in our program portfolio and pricing (page 63).

Prioritization and Implementation

The BPRD is responsible for an average of \$25 million annually in operating and capital expenditures with access to other funding sources for one-time capital expenses. As is the case for other city departments, the inflationary costs of personnel, energy and materials coupled with the increasing costs of aging assets, and operations and maintenance costs for new facilities, department expenses are projected to outpace available funding (pages 72-78).

In order to ensure that the BPRD operates within its funding allocations and revenue generated, it must continue to adjust service provision and facility maintenance and operations levels. The master plan emphasizes the importance of ensuring that the highest community park and recreation priorities (as defined by the six themes of the master plan) are met. With a maintenance backlog estimated at approximately \$27 million, difficult trade-off decisions must be made by the department about how to manage and operate facilities and provide programs. The city's CIP guidelines prioritize the maintenance of current assets over the development of new facilities. The community, through this planning process, has indicated strong support for this concept of prioritization. The September 2013 flooding resulted in an additional \$2 million of maintenance backlog and reiterated the importance of investing in our infrastructure in

the interests of public health and safety, community quality of life, and long-term resilience.

Based on current economic conditions, revenue and expenditure projections, funding is not sufficient to maintain all existing system assets while at the same time investing in new park and recreation facilities unless comparable trade-offs occur.

Development of any new facilities will require additional funding for capital as well as operations and maintenance. The policy guidance provided by the master plan requires the (a) completion of a full feasibility study to clarify demand and current facility supply, and (b) identification of the Total Cost of Facility Operations (TCFO) before any new facilities can be considered. The master plan – which identifies areas for further investigation - clarifies that development of new facilities, cannot occur without additional funding or comparable trade-offs. The Civic Area Master Plan and South Valmont City Park Master Plan will utilize this recommended approach.

At the same time, BPRD must respond to the community's values related to recreation programs and activities by providing adequate facilities and programs accessible to the entire community to meet those needs. In order to focus programming on health and wellness and ensure programs are accessible to all community members, the department will need to shift service delivery and resource allocation as well as implementation of best practices in program lifecycle management and evaluation. Programs that align with the highest community values will be prioritized for direct delivery, and others will be evaluated for the most effective manner of delivery.

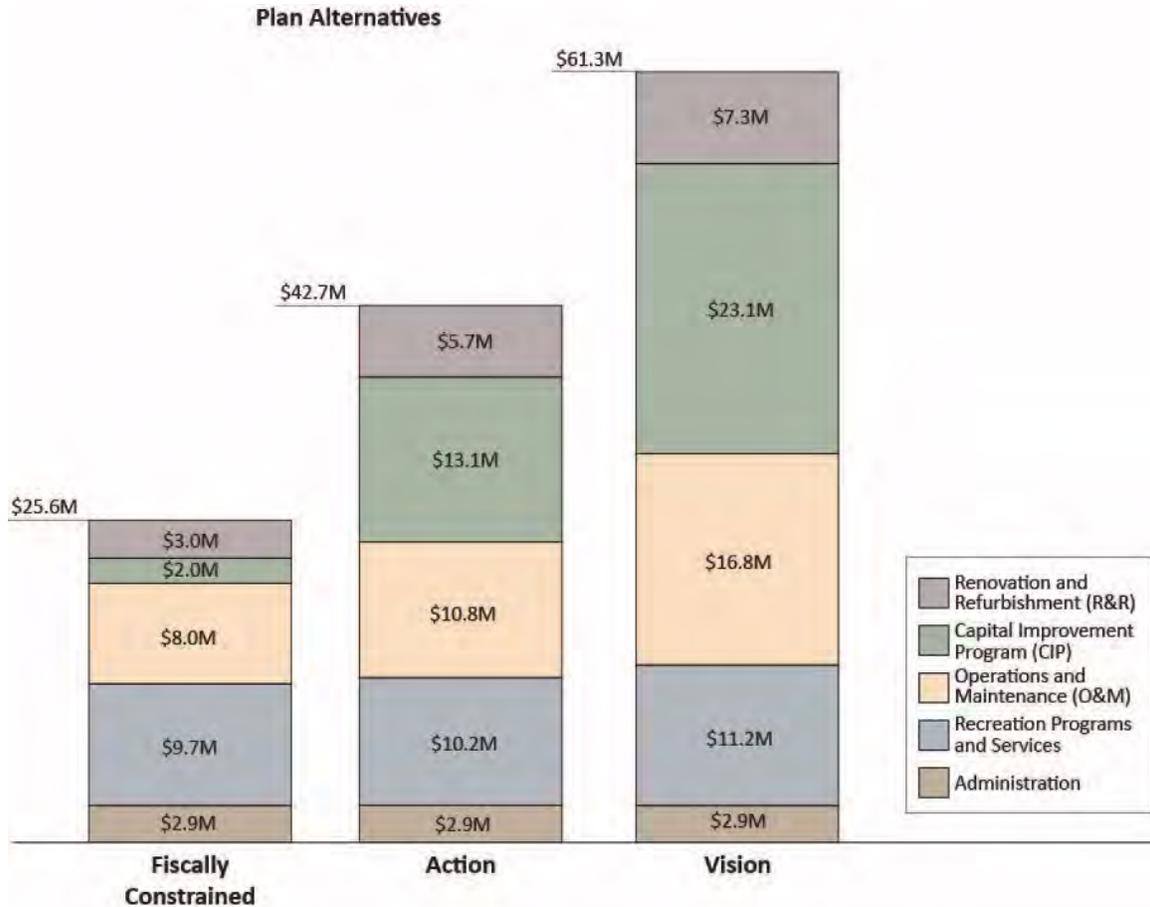
In some cases, high-quality programs will be best delivered by a community partner. The practice of facilitated delivery of programs is in line with national trends in parks and recreation. In collaborating with other organizations, the department can balance the best of the private sector with the good governance and focus on community benefit of municipal parks and recreation. With limited funding, the master plan lays a framework for the department to serve as a leader in evaluating recreation program availability in the community as a whole and reducing redundancies and addressing service gaps. Equitable participation will always be a focus, and the master plan includes several initiatives to develop an enhanced financial aid program. In addition, the plan lays the foundation for improved program management and evaluation to ensure that department-delivered programming is highly effective in achieving outcomes.

Key trade-offs must occur to ensure the department aligns services within existing funding. Support from the PRAB and City Council will be critical in ensuring the department is able to respond to special interest groups and community members whose interests may not align with those of the broader community as identified in this extensive process.

Funding Plan Scenarios

To address this challenge, the master plan presents three alternatives for the parks and recreation system to meet critical needs, to maintain relevance with the community, and to

continue to provide a strong quality of life in the city (pages 80-89). The three alternatives listed below follow the city’s business planning approach which requires departments to prepare for a future without increased revenue. This approach acknowledges the potential for a stark fiscal reality leading to the rebalancing of priorities (and their associated expenditures) using three-tiers of fiscal alternatives. Each alternative reflects different assumptions about available resources. The investment required for the action and vision alternatives depends upon the nature of the additional funding.



1. The **FISCALLY CONSTRAINED alternative** plans for prioritized spending within existing budget targets. This targets funding for renovations and capital improvements related to existing parks. The master plan ensures unallocated funding (from retired debt service and unallocated CIP) reduces the deferred maintenance backlog and increase annual operations and maintenance (O&M) to levels required to properly maintain assets. Recreation and administration would be largely funded at current levels necessitating the redirection of existing resources, over time, from current programs to the highest priority community programs.

2. The **ACTION alternative** describes the additional services or capital improvements that could be undertaken when additional funding is available. The additional capital investment required to accomplish this varies depending on the projects that are funded and must also include funding for O&M as well as annual repair and renovation to maintain facilities for the full life-cycle costs.
3. The **VISION alternative** represents the complete set of services and facilities desired by the community. This scenario increases Levels of Service (LOS) to comparable levels of surrounding benchmark communities, replaces aging facilities such as Scott Carpenter Pool with a modern aquatics center, and upgrades existing recreation centers to expand use and increase programs for youth and health-wellness. The costs for these investments vary widely and require both increases in CIP funding and operating funds to cover the full life-cycle costs.

Each of the alternatives is described for the system's three inter-related elements:

- **Park Land** – the land base that provides areas for active and passive recreation as well as the location for park and recreation assets.
- **Recreation Facilities** – these are the major park assets that provide both active and passive recreation opportunities, from playgrounds to picnic shelters to major recreation centers.
- **Recreation Programs** – these are the planned activities that provide instruction, socialization, competition, and learning to a wide range of community members and visitors to Boulder.

At the intersection of these elements, as shaped by the master plan, is a modern parks and recreation system that can provide the community's desired level of civic services and contribute to community physical and mental well-being.

MASTER PLAN SUMMARY

The following updated summary of the Boulder Parks and Recreation Master Plan for the BVCP is recommended by approval:

The 2013 Parks and Recreation Master Plan guides the Boulder Parks and Recreation Department's (BPRD) investments and strategies through 2018, shaping the delivery of services in a manner that is consistent with city sustainability goals and level of service standards. The master plan includes the department's mission, vision and guiding principles and incorporates initiatives that provide the framework for the department's annual action plan and are structured around six key themes: Community Health and Wellness, Taking Care of What We Have, Financial Sustainability, Building Community and Relationships, Youth Engagement and Activity and Organizational Readiness. This framework will help the department ensure that available resources are focused on the community's park and recreation priorities.

The Planning Board approved this summary on July 25, 2013. If approved by City Council, this summary will be incorporated into the BVCP document.

NEXT STEPS

Upon City Council acceptance of the Boulder Parks and Recreation Master Plan, implementation will take place over a number of years to even out budgetary impacts. BPRD anticipates incorporating new initiatives into the future budget processes, including CIP, as city resources allow. If City Council does not accept the Boulder Parks and Recreation Master Plan and instead provides direction about clarifying issues, then staff will address those issues and return to City Council at a later date for final acceptance.

ATTACHMENTS

- A Boulder Parks and Recreation Master Plan
- B July 25, 2013 Planning Board Minutes
- C Summary of the Nov. 27, 2012 City Council-PRAB Study Session
- D Summary of the May 28, 2013 City Council Study Session

Boulder Parks and Recreation Department Master Plan

Feb DRAFT



Carnegie Branch Library for Local History/Boulder Historical Society Collection

1915 Chautauqua Park Playground

Boulder's Chautauqua opened on July 4, 1898 and continues today as a testament to the community's long-standing support for education, cultural activities and recreation.

100 Years of Excellence



Acknowledgements

City Council

Matt Appelbaum, Mayor
George Karakehian, Mayor Pro Tem
Macon Cowles
Suzanne Jones
Lisa Morzel
Tim Plass
Andrew Shoemaker
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Special thanks to other City of Boulder departments who shared input and guidance throughout the project: Communications, Community Planning and Development Services, Finance, Open Space and Mountain Parks, and Public Works.

Recommended by the Parks and Recreation Advisory Board on June 24, 2013.
Recommended by the Planning Board on July 25, 2013.
Accepted by City Council on February XX, 2014.

Table of Contents

Executive Summary	5
Chapter 1 - Introduction	11
Chapter 2 – Planning Framework	19
Chapter 3 – BPRD System	25
Chapter 4 – Community Trends	33
Chapter 5 – Needs Assessment	39
Chapter 6 – Vision and Goals	53
Chapter 7 – Financial Framework	71
Chapter 8 – Plan Elements	79
Chapter 9 - Implementation	91



Coot Lake

Maps/Figures/Tables

ES.1 Gap Growth	6
ES.2 2016 Uses of Funding	7
ES.3 Annual Action Plan Process	9
1.1 Master Plan Process	15
2.1 BVCP Framework	21
2.2 Benefits Approach	23
3.1 Parkland Classification	26
3.2 Parkland Inventory	27
3.3 BPRD Facility Inventory	28
3.4 BPRD Recreation Programs	29
3.5 Other Parkland Providers	30
4.1 Boulder Population Growth	34
4.2 Boulder Occupancy Chart	36
4.3 BPRD’s Contribution	36
4.4 BPRD’s Role	37
4.5 BVSD Statistics	38
5.1 Benchmark Communities	40
5.2 Parkland LOS	42
5.3 Urban Park Acreage	42
5.4 Recreation Facility LOS	43
5.5 Benefit and Fee Balance	44
5.6 BPRD Prioritization	44

7.1 PBB Results and Criteria	73
7.2 Funding Sources	74
7.3 Funding Sources and Uses	76
7.4 Gap Growth	77
7.5 Community Budget Allocation	77
7.6 2016 Uses of Funding	78
8.1 Plan Alternatives	81
8.2 Total Cost of Facility Ownership	83
8.3 Parkland LOS Alternatives	84
8.4 Recreation Facility LOS Alternatives	86
9.1 Annual Action Plan Process	93

Appendix

A Glossary and Abbreviations	94
B List of BPRD Parks and Facilities	98
C BPRD System Map	100

Master Plan Online: Complete background documents related to this master planning process may be found online at <http://bit.ly/110IAWq>. Documents include full research reports, the complete needs assessment, and details on public engagement methodologies and findings including the master plan community survey.

Letter from the Director

Dear Boulder community members,

Our parks and recreation system is a reflection of the community's long held values and support for parkland, green space, fitness and wellness. Today's system of urban parks, trails, plazas, recreation facilities and programs is a major contributor to Boulder's nationally acclaimed high quality of life and the result of the community support and investment. For over 100 years, the City of Boulder has promoted the community's access to nature, health and wellness in the areas of parks and recreation.

It is in this tradition that we are proud to submit the final *Boulder Parks and Recreation Department Master Plan*. This plan presents the framework and policy that will assist and guide the department in the stewardship of our parks, recreation facilities and programs. The master plan includes broad policies and initiatives that will help shape the services that the department will provide to the community over the next several years. The strategic direction is focused around six key themes that emerged from research and throughout the comprehensive community planning process:

- Community Health and Wellness
- Taking Care of What We Have
- Financial Sustainability
- Building Community and Relationships
- Youth Engagement and Activity
- Organizational Readiness

The plan also includes an outline for an annual strategic planning process that will ensure that the initiatives of the plan become a reality. It is in the implementation of the plan that the community will see a parks and recreation department that is modern, results-driven and collaborative. Reshaping parks and recreation services will require the focused energy and commitment of the department, as well as support from the community. Available funding will be focused on the highest community priorities and, through the support and collaboration of the community, the complete set of desired facilities and services can be achieved.

The *Boulder Parks and Recreation Department Master Plan* is the culmination of 18 months of public outreach with community members, user groups and partners that help provide many of our community's services. These conversations with the community will continue as we work together to accomplish the ambitious but necessary steps to ensure the parks and recreation system continues to enhance the lives of Boulder's community members.

Sincerely,



Robert (Jeff) Dillon
Director
City of Boulder Parks and Recreation



Kirk W. Kincannon, CPRP
Past Director
City of Boulder Parks and Recreation

Executive Summary

Executive Summary

The Boulder Parks and Recreation Master Plan will guide the Boulder Parks and Recreation Department's (BPRD) investments and strategies over the next five years, shaping the delivery of services in a manner that is consistent with city sustainability goals and that meets the community's level of service standards. The master plan is intended to be strategic in helping the department respond to three important questions: (1) What do we do? (2) For whom do we do it? and (3) How do we excel?

The primary focus of the master plan is on the short-term strategies that will build success over the long-term. The master plan also focuses on high level initiatives rather than more specific and detailed actions. Specific actions will be identified and assigned in the annual Action Plan.

The master plan is divided into two parts:

- **Part One: The Setting** summarizes the planning process, including background research and community engagement. The research included benchmark comparisons to similar cities, a needs assessment to identify the department's strengths and challenges, and a review of local and national trends and practices (Chapters 1 to 5). Full research reports may be found online. A critical and ongoing part of the master plan has been the community engagement process, which is necessary to effectively deliver a community-oriented park and recreation system. A summary of the public engagement methodologies and findings may also be found online.
- **Part Two: The Plan** outlines the mission, vision and guiding principles born out of engagement with the community, boards and city staff. The plan

also includes the broad goals and initiatives that will help the department establish the systems and processes to best improve service delivery and modernize the parks and recreation system (Chapters 6 to 9).

This master plan is an update to the City of Boulder *Parks and Recreation 2006 Master Plan* and (a) provides standards for levels of park and recreation services and facilities in the city, (b) identifies development priorities, a Capital Improvement Program (CIP) and an implementation strategy, and (c) guides the city in equitably allocating services and meeting identified deficiencies and shortfalls in the system as improvements are made for the future.

The master planning effort fulfills a key implementation strategy under the city's primary planning document, the *Boulder Valley Comprehensive Plan (BVCP)*. The city's sustainability framework is a tool based on the BVCP and created to ensure that departmental master plans align with and advance the goals and priorities of the city council and the community. The Sustainability Framework is comprised of seven categories that provide the context to develop strategies and initiatives to better serve the Boulder community:

- Community Character
- Natural Environment
- Energy and Climate
- Economic Vitality
- Community Well-Being and Safety
- Mobility and Connectivity
- Good Governance

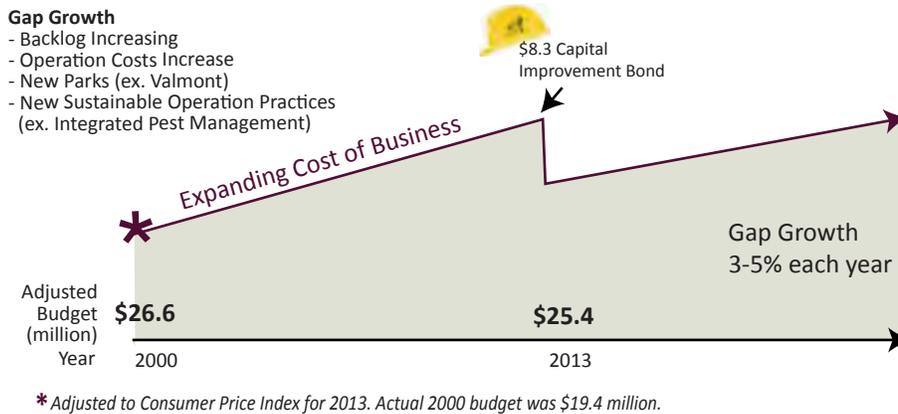


Figure ES.1 Gap Growth

Funding

The BPRD is responsible for an average of \$25 million annually in operating and capital expenditures along with other funding sources for one-time capital expenses. As is the case for other city departments, the inflationary costs of personnel, energy and materials coupled with the increasing costs of aging assets and operations and maintenance for new facilities, department expenses are projected to outpace available funding (Figure ES.1). In order to ensure that the BPRD operates within its funding allocations and generated revenue, the department must continue to adjust service provision and facility maintenance and operations levels (Chapter 7). The master plan emphasizes the importance of ensuring that the highest community park and recreation priorities—as defined by the six themes of the master plan—are met.

With a maintenance backlog estimated at approximately \$27 million, difficult trade-off decisions must be made by the department about how to manage and operate facilities and provide programs. The city’s CIP guidelines prioritize the maintenance of current assets over the development of new facilities. The community, through the planning process, has indicated strong support for this concept of prioritization. Based on current economic conditions, revenue and expenditure projections, funding is not sufficient to maintain all existing system assets and build new park and recreation facilities unless comparable trade-offs occur.

Beginning in 2016, an opportunity exists to address high priority park and recreation needs as a result of retiring debt service. Considerations for use of this funding include but are not limited to:

- Funding deferred maintenance
- Improving or increasing service standards for maintenance operations
- Focusing programming on health and wellness, and youth
- Increasing financial assistance for underserved populations
- Maintaining adequate contingency funds

Table ES.2 shows the projected 2016 funding levels for current practices and the recommended use for a fiscally constrained plan.

Development of any new facilities will require additional funding if existing deficiencies are expected to be improved. The policy guidance provided by the master plan recommends (a) completion of a full feasibility study to clarify demand and current facility supply and (b) identification of the Total Cost of Facility Operations (TCFO) before any new facilities are to be considered. The master plan, which identifies areas for further investigation, clarifies that development of new facilities should not occur without additional funding or comparable trade-offs.

2016 Uses of Funding

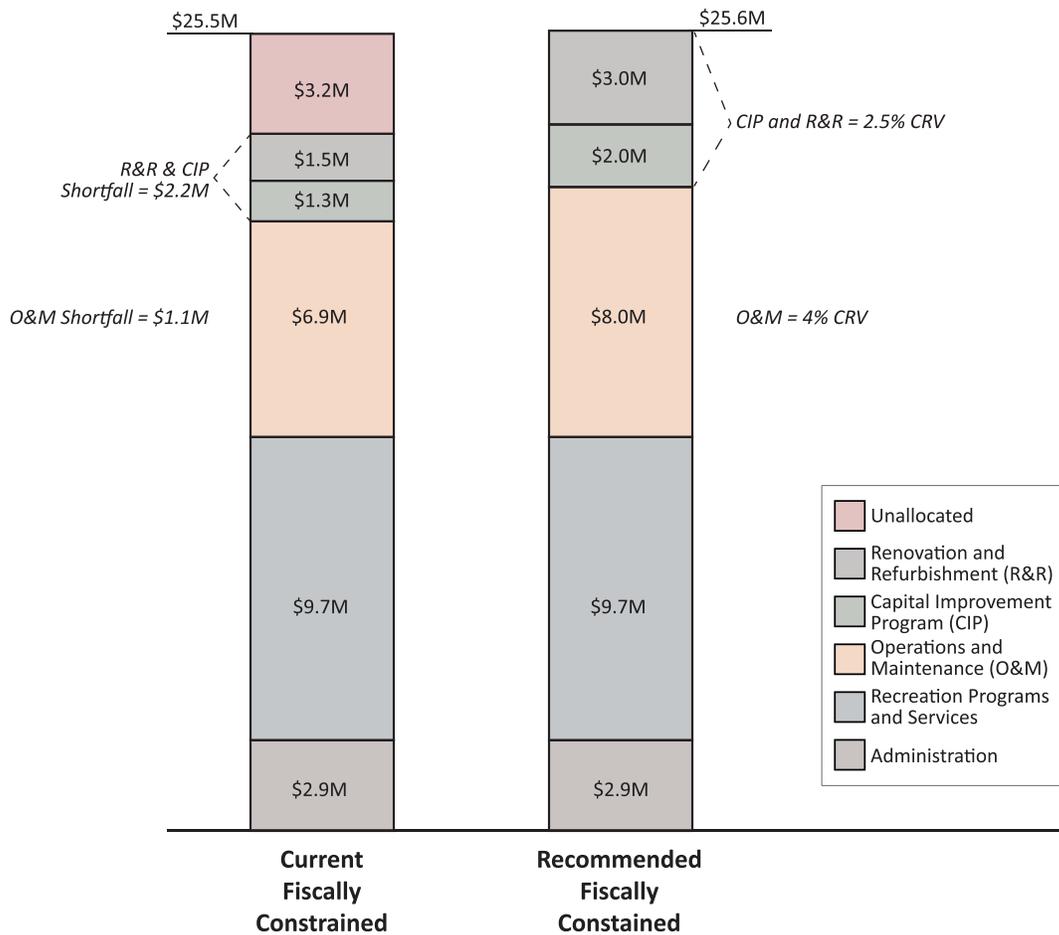


Table ES.2 2016 Uses of Funding (in millions)

At the same time, BPRD must respond to the community’s values related to recreation programs and activities by providing adequate facilities and programs accessible to the entire community to meet those needs. In order to focus programming on health and wellness and to ensure programs are accessible to all community members, the department will need to shift service delivery and resource allocation as well as to implement best practices in program life cycle management and evaluation.

The Path Ahead

At two PathfindersSM workshops, the community and staff laid the foundation for the future, contributing to a new mission and vision for the department. The PathfindersSM also identified six guiding principles to shape all aspects of the department’s services.

BPRD Mission Statement

BPRD will promote the health and well-being of the entire Boulder community by collaboratively providing high-quality parks, facilities and programs.

BPRD Vision

We envision a community where every member’s health and well-being is founded on unparalleled parks, facilities and programs.

Guiding Principles

- Sustainable Practices
- Partnerships
- Health as Our Fundamental Purpose
- The Common Good
- Service Excellence
- Continuous Improvement

Key Themes

Six key themes, which emerged from research and community engagement, have shaped the strategies that are the focus for the future action and decision-making outlined in the master plan:

- Community Health and Wellness
- Taking Care of What We Have
- Financial Sustainability
- Building Community and Relationships
- Youth Engagement and Activity
- Organizational Readiness

The policies, goals and initiatives of the master plan are organized around these six key themes to guide BPRD as it shifts course to achieve the community vision (Chapter 6).

Plan Alternatives

The master plan includes three scenarios, following the city's business planning approach that requires departments to prepare for a future without increased revenue. This approach acknowledges the need for an effective organization to rebalance priorities—and their associated expenditures—using three tiers of fiscal alternatives. Each alternative makes different assumptions about available resources (Chapter 8).

1. The **Fiscally Constrained** alternative plans for prioritized spending within existing funding. This targets funding for renovations and capital improvements related to existing parks and facilities. The master plan ensures unallocated funding (from retired debt service and unallocated CIP) reduces the deferred maintenance backlog and increases annual operations and maintenance (O&M) to levels required to maintain assets. Recreation and administration would be largely funded at current levels necessitating the redirection of existing resources, over time, from current programs to the highest priority community programs.
2. The **Action** alternative describes the additional services or capital improvement that could be undertaken when additional funding is

available. The additional capital investment required to accomplish this varies depending on the projects that are funded and must include funding for O&M as well as annual repair and renovation to maintain facilities for the full life cycle costs.

3. The **Vision** alternative represents the complete set of services and facilities desired by the community. This scenario increases Levels of Service (LOS) to comparable levels of surrounding benchmark communities, replaces aging facilities such as Scott Carpenter Pool with a modern aquatics center, and upgrades existing recreation centers to expand use and increase programs for youth and health-wellness. The costs for these investments vary widely and require both increases in CIP funding and operating funds to cover the full life cycle costs.

The Future BPRD

The final outcome of the master plan is important in that it identifies for the department, the city organization and the community that BPRD needs to recreate itself as a results-oriented, collaborative organization that is creative, innovative and capable of measured risk-taking.

The master plan clearly frames the major policy issues for the department and reinforces the importance of ensuring resources are aligned with the highest community park and recreation priorities. To do this, BPRD will gradually make two shifts in current service delivery:

1. Shift to a practice where available funding is focused on the operations and maintenance of existing parks and facilities. Development of new facilities to provide the expanded LOS desired by the community will occur with a full needs assessment that identifies TCFO and funding.
2. Shift to a practice that facilitates the delivery of high-quality programs with community partners, where most effective, and limits the direct delivery of programs to those that align with the highest community values.

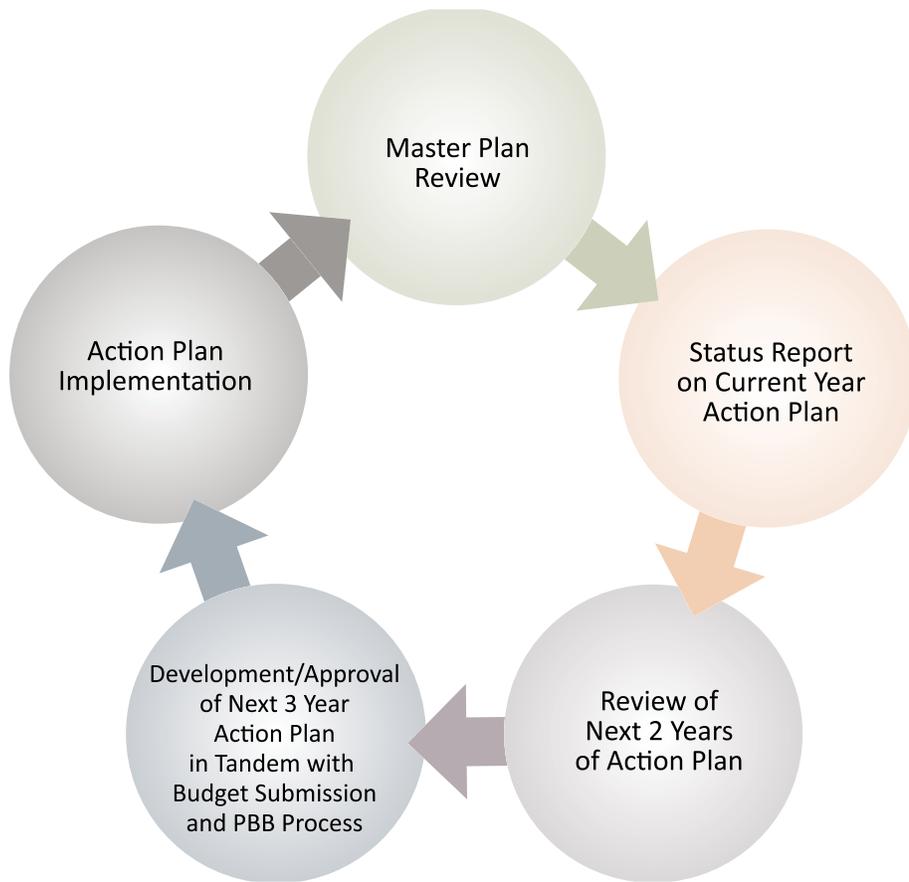


Figure ES.3 Annual Action Plan Process

With the acceptance of this master plan update, BPRD commits to the new mission, vision and guiding principles, as well as the initiatives contained in the fiscally constrained plan. Implementation of the initiatives will require incremental action planning and follow-through on a one to five year basis. The most immediate actions and priorities will be identified in the annual action planning process, as depicted in Figure ES.3

(also Chapter 9). The purpose of this deliberate process, started prior to budget formation and in concert with Parks and Recreation Advisory Board (PRAB), is to make mid-course adjustments in the three-year action plan in order to make the most effective use of resources that meets community need. In order to succeed, BPRD will identify specific tasks as well as individuals responsible for leading them as projects move forward.

PART ONE

The Setting

1: Introduction

100 Years of Excellence

Carnegie Branch Library for Local History/Boulder Historical Society Collection



1887 Baseball Field

Community members enjoy the 4th of July baseball game at one of the town's first fields at 17th and Pearl, which replaced the first park at 13th and Pearl when the land was given to the County for the building of a courthouse.

Boulder Parks and Recreation Department Master Plan



Foothills Community Park

Setting

For over 150 years, since Boulder's earliest days as a mining town, access to nature and parks and recreation have played a vital role in the community's transition from an outpost to a metropolitan center. Today, the city's system of urban parks, open space, trails, plazas, recreation centers, programs, and special events are major contributors to Boulder's nationally acclaimed high quality of life.

Boulder's parks and recreation system developed into a vibrant network of diverse parks and facilities as a direct result of decades of work, leadership, and investment by community members and leaders. The city's parks and recreation system is a major community asset that repays those investments every day. The system enhances Boulder by increasing property values; improving neighborhoods, families and community members; and enhancing lives and job performance as individuals exercise, play and relieve stress. The green, beautiful and sustainable urban environment augments Boulder's majestic natural setting and helps to attract tourists and new businesses and retain a highly qualified workforce.

The *Boulder Parks and Recreation Department Master Plan* is intended to help today's leaders and community members make sound and fruitful decisions that will help the community maintain and enhance our system of urban recreational assets and opportunities for years to come.

Overview of Boulder

Location

With a population of approximately 97,000, Boulder is the 11th most populous city in the state of Colorado. Located in north-central Boulder County at an elevation of 5,430 feet, the city is 25 square miles and approximately 25 miles northwest of Denver. Boulder sits within the Boulder Valley, the meeting point of the Rocky Mountains and the Great Plains. The Flatirons rock formation to the west of the city is a recognizable feature, and a part of Boulder's wide variety of protected natural and recreation areas.



Chautauqua Park

History

Boulder Valley was originally home to the Southern Arapaho tribe of Native Americans; several other tribes routinely visited the area. In 1858, gold seekers established themselves in the area, and, in 1861, the Territory of Colorado was created by Congress to support the growing mining industry. To encourage economic stability, the town campaigned to bring railroad service and the University of Colorado to Boulder. In 1871, the town of Boulder was incorporated.

Also developing in the late 1800s was the concept of the Chautauqua, a movement focusing on adult education and enlightenment. Boulder is home to one of the few remaining Chautauqua institutions in the United States, a testament to the community's long-standing value of the arts and recreation. After World War II, the Boulder population grew, but not without an eye toward managed growth, preserving historic and natural treasures, and building a strong economy. In 1959, Boulder voters approved the "Blue Line" city-charter amendment, which restricted city water service to altitudes below 5,750 feet in an effort to protect the mountain backdrop from development.

In 1961, residents overwhelmingly voted in favor of amending the city charter to combine the long-standing parks and recreation divisions and establish a Boulder Parks and Recreation Department (BPRD). Today, BPRD manages over 1,800 acres of urban parkland and 138,000 square feet of recreation center space, plus many other recreation facilities.

Master Plan Benefits

- Ensure the public health, welfare, and safety of the community
- Assess the current state of the park and recreation system
- Guide the development of the park and recreation system within a community
- Provide a foundation for financial security of the department
- Develop a tool for rational decision-making
- Engage the public in discussing issues and developing solutions
- Coordinate the various functions of the department and other municipal agencies
- Create feasible actions to translate the strategic concepts of the plan into actual implementation

In 1967, Boulder voters became the first in the nation to tax themselves in order to acquire open space and to preserve buffer areas, natural areas and the mountain backdrop. As a result, today the Open Space and Mountain Parks Department (OSMP) manages a system of 45,000 acres of open-space lands surrounding the city, as well as an extensive trail system visited by walkers, hikers, bicyclists, dog walkers, runners and others.

Boulder Today

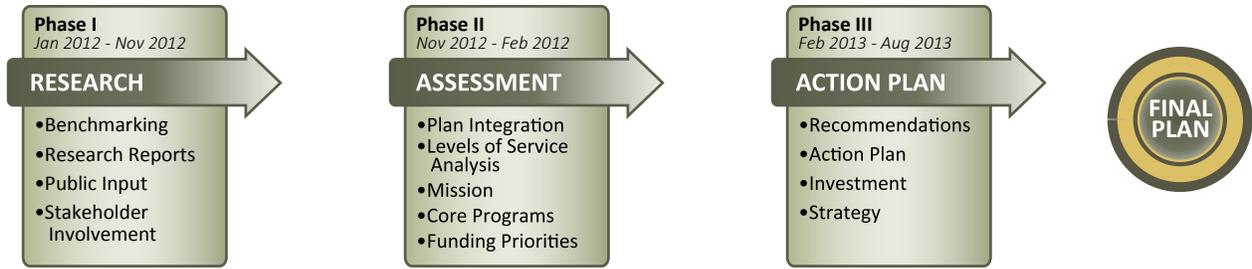
Today Boulder is widely regarded as a progressive community with a vibrant arts, recreation and entertainment scene. It is known for its high quality of life, physically active community members, and many options for fine dining, as well as for being a top tourist destination. Boulder is home to the University of Colorado, which enrolls approximately 30,000 students. Sustainable initiatives and environmentalism are key components to the overarching environmental ethic of the city. The community is home to many "green" initiatives ranging from transportation to building construction to water and energy conservation.

The Planning Process

The Master Plan

This plan provides an update for the City of Boulder *Parks and Recreation 2006 Master Plan*. The plan provides standards for levels of park and recreation services and facilities in the city, along with development priorities, a Capital Improvement Program, and an implementation strategy. The *Boulder Parks and Recreation Department Master Plan* (master plan) will help the City of Boulder to more equitably allocate services and to meet identified deficiencies and shortfalls in the parks and recreation system in the future.

Besides providing an inventory of the facilities, properties and programs and an analysis of use and demand, the plan also documents the extensive public and stakeholder input obtained throughout the master planning process (Figure 1.1). This community input provides a framework for confirming core values and goals. The synthesis of information, public feedback, and measurable and definable goals and objectives can help the community act and invest in the parks and recreation system in a rational, system-wide approach that aligns with community priorities.



Research Includes:

- Trends and Demographics
- Plans and Policies Review
- Charter, Mission and Vision Review
- Assets and Benchmarking
- Financial Sustainability
- Organization Analysis
- Other Survey Findings

Community Engagement Includes:

- Stakeholder Interviews
- Parks and Recreation Advisory Board
- Staff Technical Advisory Group
- Online Discussions
- Community Survey
- Public Workshops
- Outreach to Other Boards and Commissions

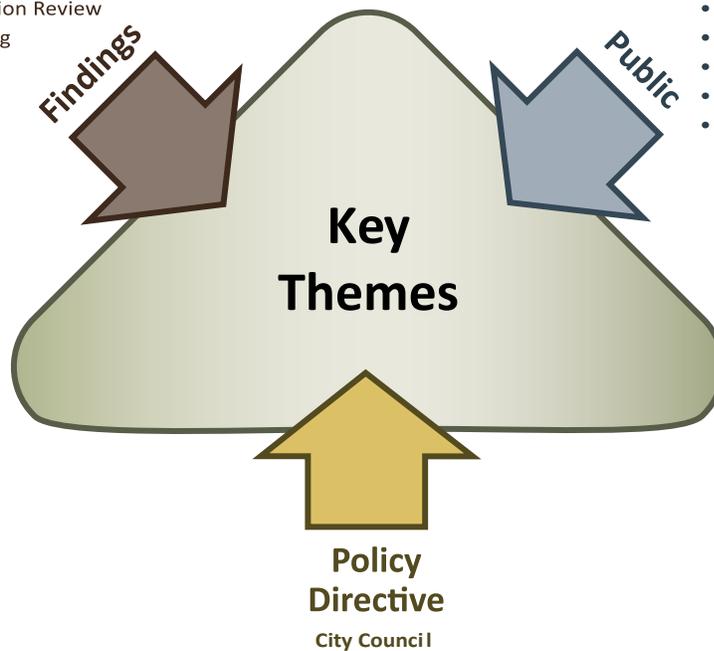


Figure 1.1 Master Plan Process. Development of the master plan was based on a balanced planning process.

Finally, the plan describes the political and administrative processes that can be instituted to make public funding dollars for parks and recreation go further and to make the city's Parks and Recreation Department and PRAB stronger and more transparent to the public. Altogether, this refocusing of priorities can engage the community's passion for recreation and improve the City of Boulder's capacity for action to provide a better future.



Community Open House

Community Engagement

A critical and ongoing part of the master plan is the community engagement process, which is necessary to effectively deliver a community-oriented park and recreation system. A balanced, open, and collaborative engagement process builds community-wide trust in the plan and the process. Community engagement is carefully planned in order to create an outcome that will secure support for, and the ultimate approval of, the master plan by the city council, advisory groups, city management, department staff, and the diverse groups that utilize BPRD's services. Community engagement during the planning process included the following key elements.

Stakeholder Interviews

Starting in January 2012, the project team conducted interviews with key stakeholders representing a wide variety of user groups, community leaders, city staff, the PRAB, and special interest groups.

Public Open Houses

In late October 2012, BPRD staff hosted public meetings focused on the master plan. Staff hosted an additional public open house in April 2013 to review research findings and preliminary recommendations.

Public Surveys

A survey drew from a random, stratified sample of the community to provide statistically representative results. Consultants distributed surveys in September 2012. A total of 663 useable surveys yielded

a response rate of 20.7% and a confidence interval of 3.8% at a confidence level of 95%. An identical survey was made available to any member of the community as an additional tool for engagement, however, results were kept separate.

Online Engagement

Several web-based materials kept the public informed about the master planning project. The Eppley Institute managed a non-city website to share information and collect feedback. Staff also maintained a webpage on BPRD's public website. In addition, the department hosted discussions on the master plan on the City of Boulder's virtual town hall: www.inspireboulder.com.

Targeted Outreach

In an effort to connect with underparticipating groups, BPRD engaged youth, minorities, and other special populations in conversations and focus groups. Staff met with the Youth Opportunities Advisory Board (YOAB), the Human Relations Commission, the Fairview High School Student Council, members of Intercambio, Compañeras, and others. This outreach is ongoing.

PathfindersSM Workshops

Two workshops led by the Eppley Institute in February 2013 helped refine consensus and develop specific strategies for the master plan. One workshop involved community leaders, including representatives from other city departments and the other involved BPRD staff representatives.

Technical Advisory Group (TAG)

Comprised of staff members from across the department, TAG members served as subject matter experts to verify information and research.

Parks and Recreation Advisory Board (PRAB)

The PRAB played a significant role in the master plan by attending public meetings, reviewing background research, advising on the master plan's direction, and recommending the plan to the city council. In addition, PRAB held eight study sessions related to the master plan from February 2012 through May 2013. The PRAB's guidance has been highly instrumental in shaping the policies of the master plan.

City Council

As the final body to accept the master plan, the city council engaged in the project at several key junctures. PRAB and the city council convened for a three-hour study session on the master plan in November 2012. Two council members also attended the community PathfindersSM workshop in February 2013. In May 2013, a follow-up study session allowed city council to discuss the draft plan.

2: Planning Framework

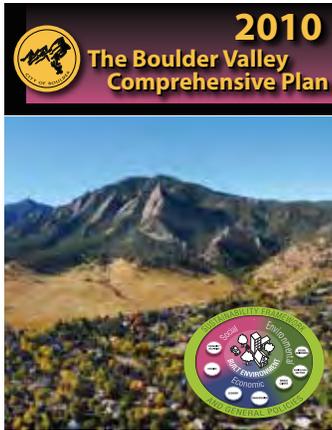
100 Years of Excellence



1930 Hygienic Swimming Pool-Interior

Boulder's first pool opened in 1923 using warm water produced from the manufacture of ice by the Hygienic Ice and Cold Storage Company. The spring-boards, slides, trapeze, rings are gone, but the Hygienic Swimming Pool was purchased by the city in 1945 and is known these days as Spruce Pool and still a facility many enjoy.

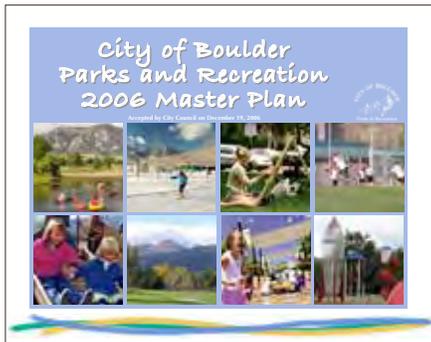
Boulder Parks and Recreation Department Master Plan



Comprehensive Planning

The master planning effort is a key implementation strategy under the city’s primary planning document, the 2010 Boulder Valley Comprehensive Plan (BVCP). According to the BVCP, Boulder’s park and recreation programs are tangible ways to shape neighborhoods and to move the community toward the vision of becoming one of the most sustainable and livable communities in the world.

The master plan reflects that Boulder is continuously evolving in ways that reflect ongoing changes to economic, political, social, and environmental processes. Community members, local organizations, and city governments are collaborating to produce plans to inform and guide that evolution and thus pursue the best future possible.



Boulder Valley Comprehensive Plan

As with all city master plans, this plan takes its overall policy direction from the BVCP. The BVCP outlines core values and guidance to achieve sustainability, intergovernmental cooperation, organized urban development, expansion of utilities services, and other initiatives. The sustainability framework is particularly critical to the *Parks and Recreation Master Plan* and focuses on principles of environmental, economic, and social sustainability along with an emphasis on community engagement.



Related Plans

Sustainability Framework

In addition to other planning documents, it is important to consider the city’s Sustainability Framework, which was built upon the foundation of the BVCP and Priority Based Budgeting results. The Sustainability Framework is a tool to help ensure that each departmental master plan aligns with and advances the goals and priorities of the city council and community. Applying Boulder’s Sustainability Framework to planning requires consideration of seven strategy areas.

The seven categories provide the context to develop strategies and initiatives to continue to better serve the Boulder community as depicted in Figure 2.1. At the intersection of all these areas is the community’s ability to sustainably meet its needs now and in the future.



Figure 2.1 BVCP Framework. The community sustainability framework helps to advance the goals and priorities of the city council and community.

Safe Community



Boulder’s strategies for a safe community include fostering a climate of safety for individuals in neighborhoods and public places. Boulder’s green residential spaces are gathering places where neighbors form social ties that produce stronger, safer neighborhoods. In addition, Boulder’s well maintained parks create a perception of safety.

Healthy and Socially Thriving Community



Boulder strives to promote a healthy community and to address social and cultural inequities, recognizing that environmental, economic, and social sustainability are built upon full community involvement. Boulder’s park and recreation system provides one of the most effective ways to build a sense of community and improve quality of life. The community can participate in activities that strengthen the mind, spirit, and body. In turn, parks and recreation programs build social capital, the backbone of a strong and engaged community.

Livable Community



Boulder’s compact, interconnected urban form helps ensure the community’s environmental health, social equity, and economic vitality. An urban park system helps to define the shape and feel of a city and its neighborhoods. Boulder’s urban parks, which include parkland, plazas, greenways, landscaped boulevards, public malls, and civic spaces, help define the community’s layout, real estate value, traffic flow, public events, and the civic culture.

Accessible & Connected Community



BPRD works to maintain and develop a balanced and well-connected system of parks and recreation facilities that is linked to all modes of travel. Linking parks, greenways, river corridors, and other natural or restored lands to create an interconnected green-space system provides benefits for people, wildlife, and the economy. It helps connect people and neighborhoods, provides opportunities for exercise that can counter today's trends in obesity and adult-onset diabetes, and enhances emotional well-being by bringing nature "close to home."

Environmentally Sustainable Community



Green infrastructure is an interconnected system of green spaces that conserves natural ecosystem values and functions, sustains clean air and water, and provides a wide array of benefits to people and wildlife. Urban parks cool and clean the air, improve and modify local wind circulations, and better regulate precipitation patterns. Recreation centers and other facilities also have a major role in implementing energy policies. Recycling, composting, and high-efficiency lighting and heating/cooling systems can dramatically reduce the city's carbon footprint and contribute to the financial and environmental sustainability of the Boulder community.

Economically Vital Community



Boulder parks are a source of positive economic benefits; they enhance property values, increase municipal revenue, and attract homebuyers, workers, and retirees. When linked properly with local visitor service providers, parks and recreation often emerges as an "engine" that drives tourism in the community by providing access to unique features, programs, and experiences such as special events and festivals. Recreation facilities provide sites for sports tournaments and athletic events, which can be major sources of tourism and economic benefits.

Good Governance



Supporting the community's strategic decision-making with timely, reliable, and accurate data and analysis based on current research is critical for meeting all sustainability goals. Managing assets for the full lifecycle cost and maintaining existing infrastructure promote a healthy and safe community while contributing to financial sustainability. In addition, using a lifecycle management approach for recreation services that calls for planning, implementing, and evaluating programs is imperative to effectively meet diverse and changing community needs. Utilizing best management practices and new technology and providing professional development are necessary to effectively and efficiently manage all operations and provide good customer service.

The Benefits Approach

Boulder's park and outdoor recreation opportunities, along with natural open space, greenbelts, trails, mountain views, and access to thousands of acres of wilderness, lend character to the city. Urban parks add charm to neighborhoods, increase property values, and provide a balance between nature and development.

A parks and recreation master plan that adopts a wide perspective, viewing BPRD as one provider in the context of a broader community-wide parks and recreation system, will be most effective in serving the city's holistic interests. The four distinct elements illustrated in Figure 2.2 and listed below should be fostered and balanced within the community-wide parks and recreation system.

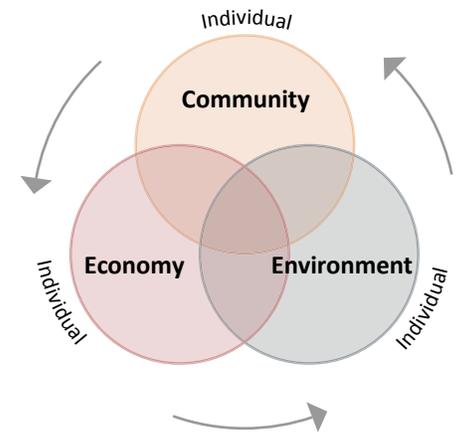


Figure 2.2 Benefits Approach

- **Benefit #1: Individual Development**

Parks and recreation facilities and programs provide for a well-balanced and healthy community. In the resident survey, respondents pointed to health benefits as the top reason for recreating. Recreation provides the individual with a renewed sense of self-worth. Play provides an opportunity to engage our creative self, regardless of age.

- **Benefit #2: Community Building**

Park and recreation systems are one of the most effective tools for building a sense of community and improving quality of life. Parks channel positive community participation by getting diverse people to work together toward a shared vision. Volunteer participation is an important part of community-building through our parks and recreation system.

- **Benefit #3: Economic Enhancement**

Parks improve property values, attract people to live and work in the community, and persuade retirees to stay in the area. Economic revitalization of neighborhoods and town centers is enhanced by investment in parks that in turn attract private investment capital. Our parks and recreation facilities and programs are not only enjoyed by community members but also attract visitors and contribute to the local tourism markets.

- **Benefit #4: Environmental Stewardship**

Our natural areas retain and filter storm water, serve as buffers between incompatible land uses, lend definition to neighborhood areas, provide links between residential areas, parks, and schools, and protect wildlife and fish habitat while providing recreation opportunities close to home.

3: BPRD System

100 Years of Excellence



Carnegie Branch Library for Local History/Boulder Historical Society Collection

1890-1926 Boulder Creek

Since Boulder's earliest frontier days, Boulder Creek has been a center of activity and development. Today, the creek is lined with park land bought in increments by the city throughout the 20th century as part of the Olmsted Plan.

Boulder Parks and Recreation Department Master Plan

Park Type	Current	Undeveloped	Total
Neighborhood Parks	306.74 acres	19.42 acres	326.16 acres
Community Parks	149.66 acres	19.00 acres	168.66 acres
City/Regional Parks	716.88 acres	274.68 acres	991.56 acres
Civic Spaces	316.79 acres	0.00 acres	316.79 acres
Total	1,490.07 acres	313.10 acres	1,803.17 acres*

**Park acreage in 2030 if undeveloped land is improved*

Table 3.1 Parkland Classification. Boulder's system is categorized by park type.



North Boulder Park

Boulder's Premier System

Boulder Parks and Recreation Department (BPRD) manages a premier system of over 1,800 acres of parkland in approximately one hundred parks and offers more than 2,500 programs for community members of all backgrounds, ages, and abilities. The department is responsible for approximately \$274 million in park facilities. This includes 288 acres of managed turf and irrigated park lands, 15 miles of greenway trails, 38,500 urban trees, 43 athletic fields, 40 playgrounds, 36 park shelters, 40 tennis courts, and an additional 47 mixed courts used for basketball, handball, or skate parks. In addition, the department manages the Flatirons Golf Course, Boulder Reservoir, Valmont City Park, Pearl Street Mall, and numerous other public facilities.

Parkland

Urban park systems generally provide a wide array of diverse settings for diverse uses, and this is certainly the case for the community of Boulder. Of the 1,800 acres of parkland within the city limits, 1,490 acres are developed for use and an additional 313 acres are reserved for future parkland development. Over half of these acres are natural areas that connect with larger open spaces and greenbelts. A park classification system, based upon industry best practices, community engagement and benchmark communities illustrates an equitable system of parks for the city (Table 3.1). Table 3.2 demonstrates the current distribution of Boulder's parkland as well as the distribution when total parkland is developed.

Neighborhood Parks

Neighborhood parks typically range in size between five and 20 acres and are usually located within walking distances of neighborhood residences. In Boulder, smaller parks with playgrounds sized between one and five acres are also included in the neighborhood parks classification. Neighborhood parks are often considered the most fundamental park type in a city's system. Examples of Boulder's neighborhood parks include North Boulder Park and Melody Park.

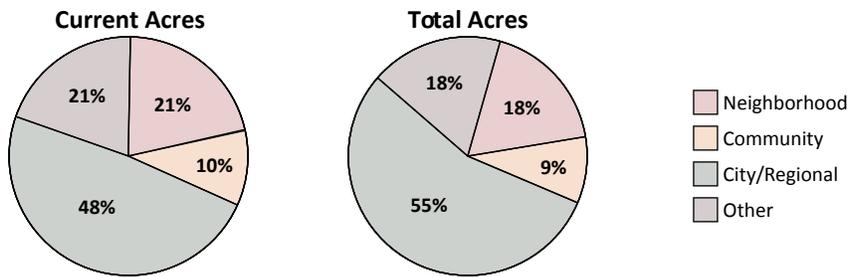


Table 3.2 Parkland Inventory

Community Parks

Community parks are larger than neighborhood parks and can be up to 100 acres. Community parks generally include a mix of natural areas and developed facilities. They provide space for recreational activities that serve a wider population than the surrounding neighborhood and are intended to serve a larger geographic area of the city. Boulder’s three community parks are Foothills, East Boulder and Harlow Platts Community Parks.

City and Regional Parks

City and regional parks are large, often up to 300 acres, and serve the entire community. They provide space for high-intensity recreational activities as well as large tracts of open space. These areas frequently attract visitors from outside of the community. Valmont City Park and the Boulder Reservoir are examples of this type of park in Boulder.

Civic Spaces

BPRD also manages other land types for various uses not characterized by the classifications above. These include areas like Columbia Cemetery, the historic Harbeck House, Pearl Street Mall and the Civic Area around the Municipal Complex, including the library grounds and City Hall. Civic spaces also include the Boulder Creek Bike Path and several community garden sites.

Natural Areas

BPRD also manages natural areas and urban forests along stream corridors and on open parcels that are still undeveloped and reserved for future park sites. In addition to these natural areas, many of the existing developed parks have acres that have been left natural or are adjacent to natural areas, including Valmont City Park and Harlow Platts Community Park. These areas attract wildlife and invasive plant and aquatic species that require management similar to that required on open space property.

Life Cycle Asset Management or Asset Management is the systematic process of maintaining, upgrading and operating physical assets cost effectively. It combines engineering principles with sound business practices and economic theory, and it provides tools to facilitate a more organized logical approach to decision-making.

The Asset Management Topical Report contains a full inventory of parkland.

BPRD Facility Inventory	
Aquatic Facility	5
Recreation Center	3
Golf Course	1
Diamond Ball Field	24
Rectangular Field	20
Playground	40
Skate Park	1
Bike Park	1
Dog Park	4
Picnic Shelter	34
Tennis Court	40
Community Garden	4

Table 3.3 BPRD Facility Inventory. The Asset Management Topical Report contains a full inventory of recreation facilities.

Recreation Facilities

BPRD operates \$200 million in major facilities and equipment, of which \$50 million is managed in cooperation with the Facilities and Asset Management (FAM) division of the Public Works Department. These facilities support both general informal use by the public as well as specialized or scheduled use for athletic competitions, recreation programs, or other events (Table 3.3). Recreation facilities have highly specialized maintenance and management requirements and are subject to different standards than urban parkland.

Active Recreation Facilities

Active recreation facilities operated by BPRD include tennis courts, recreation centers, aquatic facilities, ball diamonds, and rectangular fields. While some of these facilities can be used for different activities, many are single or narrow purpose. Active recreation facilities are typically more costly to develop and operate over time. Community decisions about the provision of these facilities generally take into consideration the extent of the user base, life cycle management costs, and existence of similar facilities in or near the community.

Passive Recreation Facilities

Passive or community recreation facilities include playgrounds, picnic shelters, community gardens, and some open rectangular fields for use that is unstructured and informal. These facilities play a significant role in giving parks their character, and as a result of their broader use, a wider segment of the general public tends to access them. While passive or community recreation facilities are usually less expensive to develop and maintain, they also have notable life cycle costs associated with their management.

Specialized Recreation Facilities

Some specialized recreation facilities such as the Flatirons Golf Course, dog parks, the Valmont Bike Park, and skate parks are suited only for specific uses. While these facilities can garner visibility and community support, they may serve only a narrow slice of the community and can be the most costly facilities to maintain and operate over time. City parks and recreation departments typically conduct thorough needs assessments before committing to the development and ongoing maintenance of specialized facilities, carefully vetting plans with the community, advisory boards, and governing bodies.

Recreation Programs

BPRD is a major—and, in some ways, the dominant—provider of recreation services in Boulder. It offers over 2,500 individual recreation programs each year to both Boulder residents and non-residents.

Major program areas are listed in Table 3.4, along with their average number of registrations and annual revenue. These figures tell only part of the story, however. Not all programs require advance registration; there are many that are open to drop-in participation. Also, not all programs generate income, though they may provide community benefits. BPRD's processes for tracking program participation and outcomes are currently being revised to improve their effectiveness, and this master plan provides several strategic recommendations on how to collect and evaluate recreation program data.

Most programs are held at one of the three recreation centers managed by BPRD: however, programs are conducted at other department facilities as well. Some aquatics programs take place at Scott Carpenter Pool and Spruce Pool. All pottery programs and services are held at the City of Boulder Pottery Lab. Several sports programs are held at East Mapleton Ball Fields, Pleasant View Fields, Martin Park, and Stazio Softball Fields. The Iris Studio is used for some dance, Pilates, and mind and body programs such as yoga and chi kung. Through partnerships, other programs take place at non-BPRD locations such as the East Boulder Senior Center and The University of Colorado.

Aquatics, dance, fitness, mind and body, Pilates, pottery, sports, and weight training all offer both adult programming and youth programming. Special interest activities such as drawing, painting, cooking, and drama are also available for all ages. In addition, the Boulder Reservoir programs include sailing lessons, water sports and summer day-camps.

Many programs, like those that introduce participants to basic fitness activities or teach people to swim, are offered not only to serve the individual, but also to provide a community benefit. These community programs offered by BPRD include EXPAND (Exciting Programs and New Dimensions) and YSI (Youth Services Initiative). EXPAND provides a variety of therapeutic recreation services to community members with disabilities. The YSI program provides youth ages six to 18 with after-school and summer programs as well as special events and trips.

A number of special events are also offered by BPRD, sometimes in collaboration with other city departments or organizations. These events include community cleanup days, father and daughter dances, special nature programs, art fairs, races and parades.

BPRD Recreation Programs		
	Registrations	Revenue
Aquatics	2,735	\$191,855
Dance	2,316	298,988
EXPAND	1,331	86,664
Fitness	997	81,907
Gymnastics	5,631	652,045
Mind and Body	1,890	146,666
Pilates	790	78,201
Pottery	1,024	178,583
Reservoir	450	84,521
Special Interest	342	49,790
Sports	5,052	1,167,336
Weight Training	985	164,358
YSI	694	2,398
<i>Average, 2009-2011</i>		

Table 3.4 Recreation Programs. The Recreation Programs and Services Topical Report contains a full listing of all BPRD programs.

Nearby Parkland Providers	Acreage
OSMP	45,000
BCPOS	35,000
USFS	1,500,000
NPS	266,000
CPW	14,000
Other	1,000
TOTAL	1,861,000

Table 3.5 Other Parkland Providers. BPRD is part of a larger system of parkland providers.

Other Providers

The BPRD is not the only provider in the overall system of park and recreation services in the community. Organizations from the public, private, and nonprofit sectors all play a role in offering programs and facilities that relate to parks and recreation.

Other Providers of Parkland

The Boulder Valley School District (BVSD) maintains land around school properties, and these lands are frequently used as *de facto* parks—especially those with playgrounds, athletic fields, and pathways. The Boulder Library manages small parcels of land that host concerts and events. The Transportation Division of the Public Works Department maintains many of the city’s urban greenways and trails.

The dominant provider of open space in Boulder is the Open Space and Mountain Parks Department (OSMP), which manages the city’s 45,000 acres (Table 3.5). Boulder County Open Space (BCPOS) provides an additional 35,000 acres of open space and 110 miles of trails. The United States Forest Service (USFS) manages Arapaho and Roosevelt National Forests, which provide outdoor recreational opportunities. Rocky Mountain National Park, managed by the National Park Service (NPS), is approximately one hour from Boulder. Also, Colorado Parks and Wildlife (CPW) has several state parks near Boulder, including Eldorado Canyon, Golden Gate Canyon, and St. Vrain State Parks.

Other Providers of Recreation Facilities and Programs

In addition to providing small outdoor spaces for events, the Boulder Library occasionally offers film screenings, art shows, and literary events. In addition to operating part of the East Boulder Community Center, the Department of Human Services offers cultural,

recreational, wellness, and educational programs for youth, families, and seniors. Boulder County Public Health provides programs that promote positive health behaviors and environmental practices.

Most other providers of recreation facilities and programs are from the nonprofit or private sector. The YMCA of Boulder County and the University of Colorado manage recreation centers comparable to those provided by BPRD. In addition, there are many private businesses that provide specialized programs and facilities for activities such as yoga, Pilates, golf, and fitness. Nonprofit athletic organizations coordinate seasonal schedules and tournaments and often utilize the facilities of BPRD. Other special-interest organizations also play a role in conducting programs.

Organizational Structure

The Department of Parks and Recreation is led by a director, who is appointed by the city manager. There are three divisions to accomplish the department's mission: the Administrative Division manages functions such as budgeting, marketing, communications, information systems, and technology management; the Parks and Planning Division is responsible for the day to day operations of the parks system, planning and development of new parks, and renovation of existing parks and facilities; and the Recreation Division operates the department's recreation facilities and manages recreation programming.

An overarching goal of the master plan is to investigate the department's role as a provider of park and recreation services in the community and to make recommendations about the structure of the department to allow for greater effectiveness. The city charter articulates the most fundamental expectations of the department and directs PRAB to advise BPRD staff on parks and recreation matters.

4: Community Trends

100 Years of Excellence

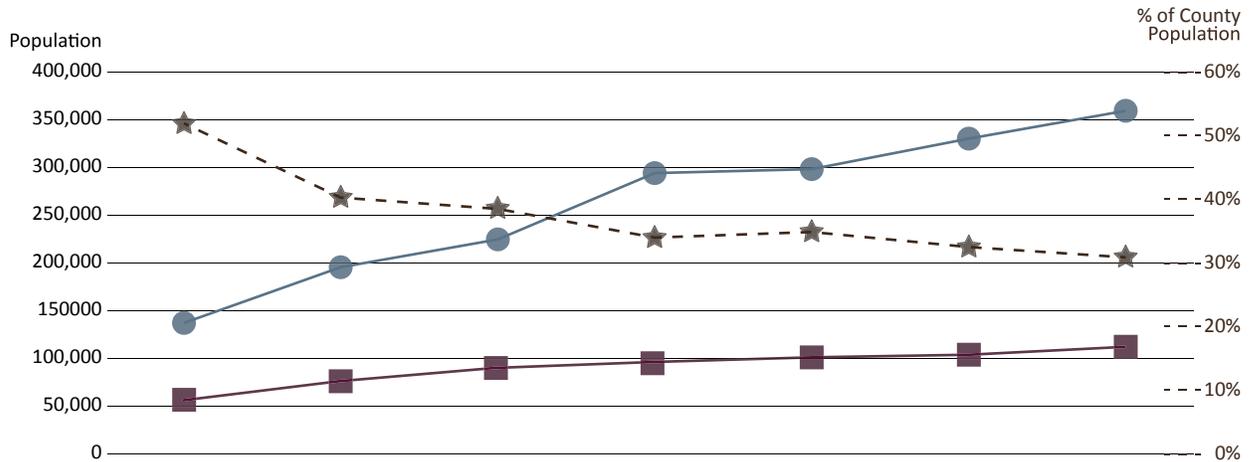


Carnegie Branch Library for Local History/Boulder Historical Society Collection

1919 Boulder Fire Station #2

In the mid-1950s, the Pottery Lab moved to the decommissioned Fire Station #2, built in 1908. A city sign shop operated upstairs until early in the 1960s, when pottery programming occupied the entire building as it does today.

Boulder Parks and Recreation Department Master Plan



Year	1970	1980	1990	2000	2010	2020	2030
● Boulder County	131,889	189,625	225,339	291,288	294,567	332,107	366,960
■ City of Boulder	66,870	76,685	83,312	99,093	97,706	110,000	114,000
★ % of County Population	50.7%	40.4%	37.0%	34.0%	33.2%	33.1%	31.1%

Source: 2010 Census and City of Boulder Planning

Table 4.1 Boulder Population Growth Chart. Boulder's current population of 99,700 is expected to climb to 114,000 residents by 2030.

Planning Backdrop

Examining the key issues and evolving trends of the community provides a critical backdrop to other research findings and helps compose an accurate, comprehensive depiction of community needs. Exploring the key issues and trends relevant to parks and recreation in Boulder sets the stage for the meaningful strategic recommendations of this master plan.

Boulder's Population

In the past forty years, Boulder's population has grown at a rate of about 1.6% annually, from 66,870 residents in 1970 to 97,706 residents in 2010. With an estimated 97,385 residents in 2013, the population has remained steady since 2006, representing the lowest rate of growth in a generation. However, growth is predicted to occur between now and 2030 at a rate of about 1% each year, bringing the city's population to approximately 114,000 residents (Table 4.1). The growth rate of Boulder County is expected to increase at a noticeably higher rate than that of the City of Boulder. As a result, the percentage of the county's population living in the City of Boulder will continue to decrease, with more growth likely to occur in neighboring Longmont and surrounding areas.

According to the Boulder Valley Comprehensive Plan, changes to the composition of the population by age and income levels will likely result in an additional demand for human services. Boulder's population is aging, and the county's population of age 60 and



BPRD developed Dakota Ridge in 2009 to provide recreation opportunities near new development in North Boulder.

over is expected to nearly double by 2020. The majority of Boulder households are now non-family households, and the poverty rate for local households continues to increase. The growing Latino population is another notable trend in demographics, doubling between 1990 and 2000.

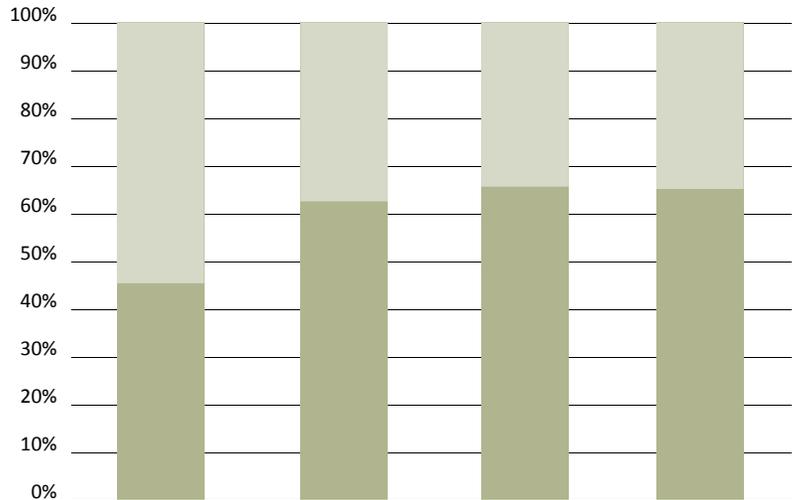
Boulder Development Patterns

Areas of the city are becoming less suburban and more urban. Over the past decade, over 3,000 new housing units have been developed. Approximately five million square feet of commercial and industrial space have been built as well. However, the city limits have not expanded significantly, contributing to the trend of infill and the urbanization of Boulder.

Boulder has undertaken several initiatives to control urban sprawl and has adopted policies to manage growth. The city has instituted taxes and ordinances to preserve open space and prevent urban services like water and sewer from expanding outside of a defined boundary. Additionally, Boulder is home to many "green" initiatives ranging from transportation and building construction to water and energy conservation.

Land Use and Housing Trends

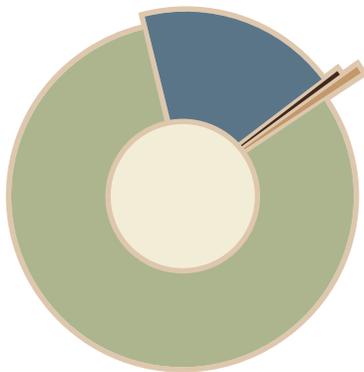
Municipal policies restricting urban sprawl have had the intended effect of maintaining a distinct urban edge and community separation focusing development in urban areas. Areas where



Home Occupancy	City of Boulder	Boulder County	Colorado	United States
Renter-Occupied	53.1%	37.7%	34.1%	34.6%
Owner-Occupied	46.9%	62.3%	65.9%	65.4%

Table 4.2 Boulder Occupancy Chart. More than half the homes in Boulder are occupied by renters as opposed to owners.

To what degree do parks and recreation contribute to Boulder being a physically healthy community?



Greatly Contributes 80.7%
 Somewhat Contributes 18.5%
 Does not Contribute 0.2%
 Can't say / no opinion 0.6%

Figure 4.3 BPRD's Contribution. According to the 2012 Master Plan Community Survey, parks and recreation facilities and programs are an important component of Boulder's healthy lifestyle.

significant change is anticipated are the Gunbarrel area, East Boulder, and Boulder Junction. New infill developments in residential zones will likely include a variety of housing types across a range of prices, including more affordable units than currently exist in most Boulder neighborhoods. The 2010 American Community Survey reports that more than half of the homes in Boulder are occupied by renters as opposed to owners, a trend that is commonly found in university communities (Table 4.2). This trend differs from trends across Boulder County, the State of Colorado, and the United States, where more than 50% of homes are owner-occupied.

In their analysis of data from the 2010 Decennial Census, the City of Boulder Department of Community Planning and Sustainability observed that the number of individuals per household in Boulder has decreased almost continuously since 1970. Since that time, Boulder has been below the national, state, and county averages for people per household. In 2000, the national average was 2.59 individuals per household; Boulder was 2.20 individuals per household. At the time of the 2010 Census, the national average was 2.58, and Boulder was 2.16. In recent years the neighborhoods of North Boulder, Williams Village, East Boulder and Central Boulder added more new households than any other part of the city. Most future housing is anticipated to be attached housing and the demand for high quality urban parks and open space will continue.

Additionally, if rezoning and residential development of infill sites occurs, this may eventually require the city to acquire and develop new parkland for urban open space and recreation. Considering growth patterns, these sites may not be large enough to provide larger parks, so smaller neighborhood parks, pocket parks, or urban plazas will likely need to be considered.

Wellness Culture

Boulder is a highly active community that cares deeply for both individual and community wellness. Additionally, there is a community mentality to promote healthy living in all aspects of service provision, including environmental health. Sustainable initiatives are key components to the overarching environmental ethic of the city.

Issues related to public health bear significant relevance to the provision of parks and recreation in Boulder, especially in terms of social and environmental sustainability (Figure 4.3). Residents of Colorado, particularly Boulder, are more active than many other people in the country. The Center for Disease Control and Prevention reports that 53.9% of Coloradans get the recommended amount of physical activity, compared to only 48.1% of the national population. While Colorado is the healthiest state, its residents are growing less healthy by the year. Many Coloradans, particularly today's youth, are increasingly sedentary. As a result, state childhood obesity rates (14.2% in 2009, an increase of 4.3% from 2007) are a cause for attention among park and recreation professionals.

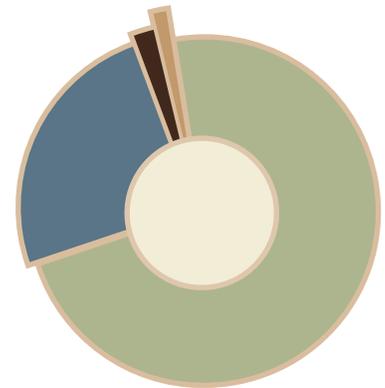
Recreation Trends

Boulder is renown for its abundance of recreational opportunities available to those who reside or visit the city. Recreation providers span the public, private and nonprofit sectors and represent an ever-growing array of activities. Among the most popular active recreation pursuits in the community are swimming, yoga, Pilates, running and fitness activities. According to the 2012 Sporting Goods Manufacturers Association report, fitness sports remained the most popular physical activity in the nation. The national participation rate is approximately 60%, and activities such as boot camp style training have led this set of activities. In addition, activities such as spinning (stationary cycling) are growing in popularity. Health and wellness have been pushed to the forefront of park and recreation agencies in recent years, and, in 2012, the National Recreation and Park Association established a health and wellness pillar, thus recognizing it as a critical area to focus their efforts (Figure 4.4).



North Boulder Recreation Center

How much do you agree that it is important for BPRD to promote physical and mental well-being?



Strongly Agree	72.4%
Somewhat Agree	24.5%
Somewhat Disagree	1.9%
Strongly Disagree	1.2%

Figure 4.4 BPRD's Role. Results of the 2012 Master Plan Community Survey indicate strong support for promoting health through BPRD parks, facilities and programs.

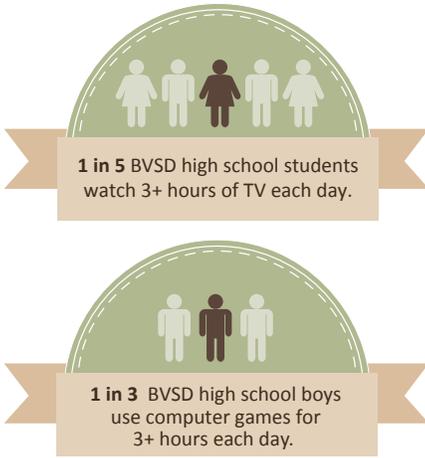


Figure 4.5 BVSD Statistics. In Boulder, as elsewhere, youth are spending significant time engaging in sedentary, indoor activities.

Boulder residents' tendency to prefer individual, non-team activities such as fitness activities is consistent with broader trends, which have shown a decrease in team sports and athletics, especially for adults. Nationally, with the exception of soccer, team and individual sports participation has decreased since 2001. In the last two years, indoor volleyball, slow-pitch softball, and tackle football have experienced a decline of at least 10% in overall participation. Sports such as baseball, basketball, flag football and soccer have experienced a smaller decline. Ultimate Frisbee, beach volleyball, rugby, lacrosse, field hockey and most racquet sports have seen the only participation increase over the last two years. National trends confirm that traditional pastime sport activities have a declining participation while nontraditional sporting activities are on the rise.

Like much of the United States, Colorado is experiencing declining youth participation in outdoor recreation activities. In his book, *Last Child in the Woods: Saving Children from Nature Deficit Disorder*, Richard Louv coins the term "nature deficit disorder" to describe the phenomenon of many of today's youth not experiencing the social, mental and physical benefits of being outside and recreating. Moreover, young adults become significantly less active as they enter adulthood, from about the ages of 17 to 22. Figure 4.5 demonstrates the extent of local youth participation in sedentary indoor activities.

5: Needs Assessment

100 Years of Excellence



Carnegie Branch Library for Local History

1950 Band Shell Seating in Central Park

The Civic Area and Band Shell have played a significant role in the social and cultural life of the city for over a hundred years. Built in 1938, the Band Shell is an established, familiar and prominent visual landmark for community members.

Boulder Parks and Recreation Department Master Plan

Benchmark Communities		
Benchmark	Scale	Pop.
Boulder, CO	--	97,385
Broomfield, CO	Regional	55,889
Foothills PRD, CO	Regional	90,000
Fort Collins, CO	Regional	143,986
S. Sub PRD, CO	Regional	150,000
Westminster, CO	Regional	106,114
Ann Arbor, MI	National	113,934
Asheville, NC	National	83,393
Berkeley, CA	National	112,580
Bloomington, IN	National	80,405
Naperville PRD, IL	National	143,000
Tempe, AZ	National	161,719

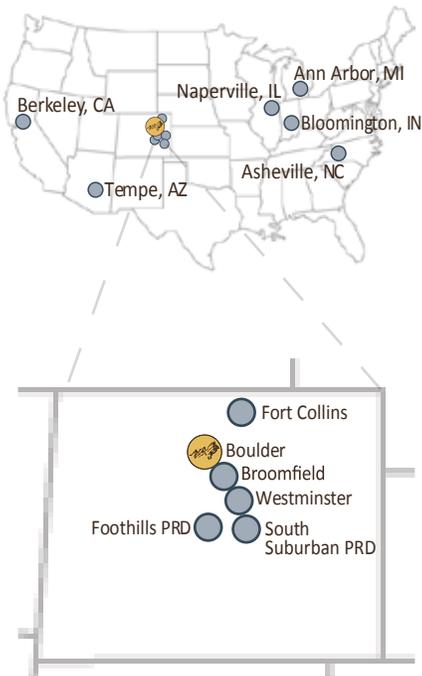


Figure 5.1 Benchmark Communities. The master plan compared Boulder's parks and recreation system to that of similar communities. The Benchmark Analysis Topical Report contains an analysis of all data points.

Needs Assessment Methods

Accurately assessing needs is one of the fundamental parts of a planning process. Informed by data about the situation and environment, timely and appropriate decisions need to be made about how to meet the community's demand with a supply of the right mix of services. Demand is derived from multiple sources: community engagement, research on trends, findings from benchmark communities and related research. Supply is informed by policy guidance, organizational structure, available resources and other factors. As such, conducting a needs assessment requires a synthesis of a wide array of inputs that ultimately yield valuable information about how to establish Level of Service (LOS) standards.

This needs assessment utilized a triangulation approach to derive findings that inform service levels for the BPRD. The community engagement activities discussed in Chapter 1, which included open houses, stakeholder meetings, the community survey and PathfinderSM meetings provided information about service needs. Research drawn from topical reports developed as part of the planning process provided another source. Benchmarking provided a mechanism to compare Boulder's park and recreation facilities, programs and administration to other cities.

Eleven benchmark communities provided 93 data points on a variety of parameters pertinent for comparison to the Boulder parks and recreation system (Figure 5.1).

The Needs Assessment should be validated by department staff on an annual basis. This validation should include reviewing local participation data, national park and recreation trends, data from future community surveys and program evaluation reports.

Findings on Recreation Demand

Access to close-to-home parks, playgrounds and picnic areas is highly valued by residents according to the community survey and public meetings. This value aligns with research suggesting that neighborhood parks in close proximity to homes provide opportunities for children to experience nature and engage in physical activity.

Natural areas are important to the community. Approximately nine out of ten community survey respondents indicated that it was "very important" to have forests and natural areas in Boulder.

The community also requested flexible and adaptable spaces for diverse forms of recreation. Specific comments cited the importance of providing spaces that can be used for playing athletic sports on an informal basis and open fields that can be used for special events or passive recreation.

Fitness is the most popular recreation activity according to local participation estimates and national trend research. Activities such as running, aerobics, stationary cycling, yoga and exercising to music have shown increases nationally in recent years. Community engagement input placed a very high importance on promoting physical and mental well-being, and the community expressed a strong desire for BPRD to continue to provide fitness programs regardless of whether they are offered elsewhere in the community.

Outdoor activities like hiking and recreational canoeing and kayaking are increasing in popularity nationwide. Other activities such as wildlife viewing and camping are relatively popular in the Front Range region, including Boulder. BPRD's overall use at the Reservoir has increased since 2009 with some of the highest growth recorded in the north shore, Coot Lake area.

Nontraditional sports such as ultimate Frisbee and lacrosse have seen modest participation increases both locally and nationally in recent years. However, participation in traditional team and individual sports such as football, baseball, softball, and basketball has decreased nationally since 2007. BPRD's sport programs have followed the national declining trend.

Concern about the availability of recreation facilities such as ball diamonds, rectangular fields and pools emerged as an issue and appears to be a result of a number of conditions, including: scheduling conflicts and high demand during prime times; lack of multi-use fields; lack of coordination with Boulder Valley School District (BVSD) and Boulder County Parks and Open Space (BCPOS); and a slightly lower Level of Service than surrounding communities. Better active and strategic facility scheduling along with improvement of multi-use fields and coordination with other providers are likely to resolve this issue. In addition, needs assessments of athletic fields and aquatic needs are necessary in order to assess the demand of specific facilities. These specialized needs assessments should include studying the financial and operational implications of new development.



East Boulder Community Park



Boulder Reservoir



Gerald Stazio Ballfields

Park Type	Level of Service (LOS) (Acres per 1,000 residents)		Acres Needed by 2030 to Maintain 2006 Standard	
	2006 LOS Standard in Benchmark Cities	Current LOS in Boulder	2030 Projection (Full Development)	
Neighborhood Parks	3.00	3.15	2.71	+21.84 acres
Community Parks	1.50	1.54	1.45	+5.34 acres
City/Regional Parks	1.00 - 3.00	7.36	8.55	-643.56 acres
Total	5.50 - 7.50	12.05	12.71	-616.38 acres

Table 5.2 Parkland LOS. Given existing undeveloped parkland, BPRD will continue to provide more than enough parkland to meet demand through 2030.

Total urban parkland includes all classifications, both current acreage and those planned for development.

It also includes an additional 316.79 acres of other land types managed by BPRD by not tracked for benchmarking purposes, such as the the Flatirons Golf Course, Stazio Softball Complex, the Civic Area and Pearl Street Mall.

Level of Service Analysis

Needs are expressed through an LOS analysis that considers all findings. Numeric LOS metrics are most commonly used when analyzing parkland and recreation facilities so as to express acreage or availability in per capita terms. However, effective assessments of recreation programs often rely more heavily on other factors, such as specific programming trends.

Parkland

The analysis and projections of future parkland needs are based upon industry and community standards in addition to other needs assessment research. Table 5.2 provides an overview of the LOS for the urban parkland provided by BPRD, and Figure 5.3 demonstrates Boulder's urban Park acreage LOS in relation to other communities.

Urban Park Acres per 1,000 residents

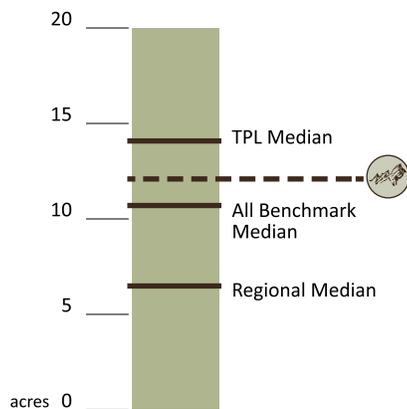


Figure 5.3 Urban Park Acreage. Boulder exceeds benchmark communities' LOS.

Given Boulder's existing acreage and high LOS for urban parkland, the community is well poised to meet future needs. In fact, with the total supply of acreage available for development, the amount of open space supplied by OSMP and other providers, and the availability of land associated with schools, it is anticipated that there will not be any additional requirements to acquire new lands. This assumption is dependent on BPRD developing existing undeveloped lands in balance with growing recreation needs and maintaining a balance of developed and natural areas in urban parks. It also assumes:

- BPRD will target new single-use or specialized facilities to the larger city or community park sites, freeing up neighborhood parks for more appropriate uses that currently have single-use facilities that are often reserved for leagues or team play.
- BPRD will plan South Valmont City Park for development with a balance of active and passive multi-use facilities, assuming a fiscally constrained outlook.
- BPRD will plan Area III Park Reserve for long-term future needs if funding is available for the vision plan.

Facility Type	LOS per	Existing		Benchmark Cities Comparison		
		Quantity	Current LOS	National LOS Median	Colorado LOS Median	TPL LOS Median
Diamond Ball Field	10,000	24	2.46	2.45	2.89	1.6
Picnic Shelter	10,000	34	3.49	2.71	4.73	n/a
Playground	10,000	40	4.11	3.96	3.96	2.2
Rectangular Field	10,000	20	2.05	1.32	5.22	n/a
Tennis Court	10,000	40	4.11	2.44	2.44	1.8
Aquatic Facility (Outdoor)	100,000	2	2.05	2.49	1.79	n/a
Aquatic Facility (Indoor)	100,000	3	3.08	1.94	2.08	n/a
Community Garden	100,000	4	4.11	1.22	0	n/a
Dog Park	100,000	5	5.13	1.54	1.56	0.6
Golf Course	100,000	1	1.03	1.4	2.08	0.7
Recreation Center	100,000	3	3.08	n/a	n/a	3.5
Skate Park	100,000	1	1.03	1.24	1.33	0.4

Table 5.4 Recreation Facility LOS.

- BPRD will establish partnerships with BVSD for joint use of elementary schools and potential use of athletic fields.

Recreation Facilities

The following recreation facilities classifications are intended for use as guidelines to analyze and plan for a recreation facility inventory. This inventory reflects the interests of the Boulder community, accounts for relevant national trends, provides direction for future recreation facility management and fit within current and future funding levels. Table 5.4 provides a summary of the current and projected LOS for each facility type based on the current population (i.e., 97,385) and provides a summary of the benchmark communities.

The greatest demand for LOS increases are likely related to aquatics, fitness, athletic fields and close-to-home outdoor nature activities. Research indicated that swimming is one of the top-ranked aspirational sports for people of all ages, and according to community engagement, scheduling time for the use pool lanes is difficult. Further analysis should be conducted to determine if this demand issue can be addressed through alternative scheduling arrangements.

Because fitness activities in general remain popular, the LOS for fitness-oriented recreation facilities should be maintained. While many other providers can be found in Boulder, survey results indicated a strong desire for BPRD to continue to provide fitness programs and facilities regardless of whether they are offered elsewhere in the community.

* TPL LOS Median refers to the Trust for Public Land's (TPL) City Park Facts Median for 2012. City Park Facts is a project of The Trust for Public Land, the nation's largest national nonprofit organization working to create and improve neighborhood parks. Through an annual survey, TPL's Center for City Park Excellence maintains the nation's most complete database of park facts for the 100 most populous U.S. cities

This desire is in conflict with the department's limited funding and national trends and the type of service provision can be changed to reflect fitness trends. With the growing number of private fitness clubs such as yoga studios, BPRD can continue to provide fitness programs (as desired by the community); however, a shift to more drop-in and facilitative service provision may be necessary.

Ensuring close-to-home opportunities for community members to enjoy nature may be associated with parkland levels of service, but it is also important to plan for adequate facilities to facilitate outdoor recreation in an urban setting. Therefore, there is a need to continue to provide playgrounds, picnic shelters and community gardens.

Recreation Programs

Determining LOS adjustments for recreation programs relies on much of the same research and data used for the recreation facility LOS analysis. However, quantitative level-of-service metrics are used less frequently when assessing recreation programs. In fact, a needs assessment often addresses issues regarding the management and administration of programming.

In terms of the programs themselves, fitness, yoga, swimming, weight lifting and nature programming are likely to be the most popular in coming years. Service levels for these program areas should be closely monitored. Fitness sports remained the most popular physical activity in the nation, with a national participation rate of approximately 60%. Yoga participation has increased over the last several years, and swimming remains one of the top aspirational interests for individuals of all ages. The number-one aspirational interest for ages 13 to 44 is working out with weights. This interest is reflected in the nationwide positive trend of weight training participation.

A major priority of the BPRD is to make informed management decisions based on budgeting and financing metrics. In particular, policy decisions regarding specific recreation programs often consider the extent to which the cost to deliver a program can be recovered. However, decisions are increasingly informed by another factor: the degree of benefit that the program provides to the community. Community benefit programs differ from individual benefit programs in that the latter provide benefits that are generally exclusive to the individual while the former enhance the health, safety and livability of the community. Examples of BPRD community benefit programming include EXPAND and YSI. It is necessary to identify how programs and services compare in terms of community versus individual benefit as well as high versus low degree of cost recovery (Figure 5.5). Figure 5.6 demonstrates the populations the community supports for BPRD program delivery.

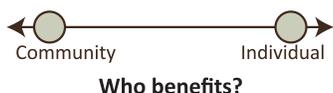
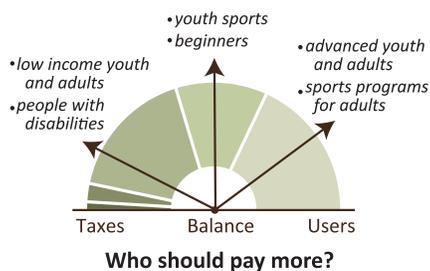


Figure 5.5 Benefit and Fee Balance. The 2012 Master Plan Community Survey indicates that tax subsidy should focus on programs for those with low incomes and/or disabilities.

How important is it for BPRD to provide recreation programs for...

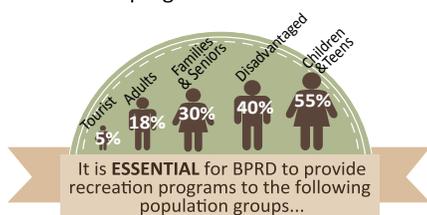


Figure 5.6 BPRD Prioritization. According to the 2012 Master Plan Community Survey, BPRD should prioritize programs for youth and disadvantaged populations.

Another need observed during the process involves the life cycle management of programs and services, particularly after programs have been implemented. Program evaluations play a vital role in informing management decisions and currently are underutilized at BPRD. A life cycle management approach to recreation programs involves establishing clear, measurable program objectives and then measuring how well the program achieved those stated objectives.

The method of delivering recreation programs and services is changing, and a recent international trend has been to leverage partnerships to conceive, design, implement, evaluate and retire programs. Boulder has innumerable opportunities to pursue public-private, public-nonprofit and public-public partnerships. In fact, many of BPRD's existing programs have a critical dependence upon partnerships. In order to sustain the provision of programs over the long term, a number of key partnership relationships must continue to be cultivated and strategically managed.

It may be particularly valuable to examine the provision of so-called traveling competitive programs, which we define in this plan as either team or individual recreation activities provided by BPRD that have been established to compete with teams within leagues in a broader geographic area. Certain BPRD dance and gymnastics programs participate in tournaments and travel to other communities during a competitive season. These are worthy of review because they are generally provided by non-governmental organizations, including other organizations in the Boulder community. While it may indeed be appropriate to continue this model of service delivery in Boulder, additional policy guidance and analysis are warranted before developing recommendations for alternative methods for providing these activities.

Organizational Assessment

Organizational assessments are a typical component of park and recreation master plans. They are frequently complex and represent the opinions of many sectors of the community, and importantly, the employees, leaders, managers and executives of the organization. This complexity creates a tapestry of approaches to assess and then make recommendations to improve the organization. Findings and recommendations from the BPRD organizational assessment are summarized below.

The complete Organizational Assessment contains four parts:

Position analysis: a competency analysis for individual positions and the organization as a whole.

Organizational culture: results of qualitative assessments and an organizational survey.

Department alignment: strategies, including staffing structures, position gaps, and realignment of duties to improve culture and external relationships.

The Future BPRD Organization: observations for strategic actions that move BPRD toward becoming a more effective organization.

Competency Focus

BPRD has position descriptions and requirements to perform the duties in programs, parks and facilities but some are not current or do not reflect published professional or agency standards. That is not to say that BPRD staff are not qualified to perform duties required of them, however, it does suggest that an internal focus on technical-professional competencies of the staff, as they are hired, developed, trained and promoted, needs to be more externally focused on standards than on the evolution of employee abilities within the department.

Culture

An organization's culture is made up of many parts, both visible and invisible. BPRD's culture is a complex combination of past department structures (including from Mountain Parks), different leadership patterns provided by past directors, long tenured employees who have been through many changes and declining funding and resource availability over the past years. The existing culture presents many challenges to current BPRD employees and leaders and can be addressed by a deliberate and careful internal focus to enhance the culture. In turn, this will improve organizational performance and effectiveness. A priority commitment is needed at BPRD to; a) align BPRD staff priorities with those of the community; b) enhance communication throughout BPRD; c) develop organization behaviors that reinforce desirable cultural themes of collaboration, teamwork, high performance, trust, measured risk taking, innovation and staff development; and d) improved employee understanding of governance and public policy decision making.

Alignment

As in any organization, alignment adjustments need to be made to improve effectiveness and better meet changing community need as identified in master plans. BPRD has experienced many reorganizations in the last 10 years and while these have, in part, been needed, there is a need to better align the organization with the trends, needs and standards identified in the master plan.

To this end, no significant reorganization is found to be necessary. The challenges needed are a gradual repurposing of positions, realignment of priorities that may affect positions and adjustments to grade and compensation. These changes are recommended for implementation over the next three fiscal years and efforts were made to reassign staff where possible to similar higher priority duties. These

recommendations ultimately create no additional budget impact. The recommendations do, if followed, create a more flexible and agile organization that can better adjust to rapidly changing and clearly visible community need. It is clear from the assessment that BPRD does need to quickly implement matrix team structures that allow groups of people to work outside current hierarchy and chain of command to meet emerging community needs in parks, recreation and facilities.

The Future BPRD

The Boulder community values and expects a great deal from their park and recreation department. In order to meet these demands, BPRD will have to focus on becoming a high performing organization that meets specific requirements including:

1. Establishing clear visions that are supported by flexible and achievable strategic plans, and clearly articulated philosophies that set the standards for everyone's behavior.
2. Emphasizing customer retention in their BPRD programs and business processes.
3. Clarifying the leadership role, the behaviors employees must exhibit to execute the organization's strategies and the difference between the management and leadership activities each individual performs.
4. Implementing processes that reinforce strategy; setting up work flows and tasks; and using a wide variety of metrics to measure work.
5. Creating a set of well-established values that are the deep drivers of employee behavior and are well understood by the vast majority of the employees.

In the end, BPRD needs to create employees and an overall organization that is a results-oriented, collaborative organization that is creative, innovative and capable of measured risk-taking and provide a team framework of support and trust.

Conclusion: Key Issues and Observations

While Boulder's parks and recreation system is strong, there are challenges to be met to maintain the quality and accessibility of the system. Through research, observation, community engagement and analysis, the following six themes emerged that frame the key issues facing BPRD and the parks and recreation system.



Valmont Bike Park

Community Health and Wellness

- The community recognizes strongly that parks and recreation contribute to Boulder being a physically healthy community, to the quality of life of community members, and to a sense of place.
- According to public input, the department should focus on public health, community engagement, and cultural activities.
- Programming should be accessible to all members of the community, especially youth and those with low incomes or disabilities.
- Programs should address changing trends such as the aging population and the desire for more flexibility in programming to meet today's lifestyles.



Boulder Reservoir

Take Care of What We Have

- Maintenance of existing facilities should be improved and use of existing facilities should be prioritized over building new facilities.
- Asset and facility operations only marginally reflect a life cycle approach; it is difficult to account for the total cost of facility ownership (TCFO).

- Data on facilities is incomplete, preventing an accurate depiction of their condition and utilization. Lack of data has also hampered prioritization and decision-making.
- Direction and a long-term planning framework are needed in order to balance demand for new and/or highly specialized facilities with sustaining maintenance and operations of existing facilities.



Pearl Street Mall

Financial Sustainability

- Department resources are limited. They do not support all current demands for services and cannot meet all needs under an “all things to all people” approach.
- BPRD should shift from developing new parks and facilities with existing funding to prioritizing the ongoing operations and maintenance of existing parks and facilities with existing funding.
- Recreation programs lack a consistent methodology for tracking the total costs of service delivery, including allocating the appropriate costs to the appropriate facilities; adequately budgeting program inception and evaluation; and systematically reviewing programs for sunset.
- Cost recovery for certain programs is an identified goal, but additional consensus is needed on cost-recovery methods. Specifically, more guidance is needed about cost-recovery targets for different program types and consistency in calculating cost recovery.
- The low-income scholarship and subsidy program does not have dedicated funding. There has been little evaluation regarding the effectiveness of the program.



Tree Planting

Building Community and Relationships

- Civic spaces and close-to-home parks are important components of building strong neighborhoods and making social connections.
- The public desires more parks and facilities events to engage the community, such as block parties and local celebrations.



East Boulder Community Park

Youth Engagement and Activity

- BPRD should more actively engage youth with places, facilities and programs.
- Access to nature should be facilitated through connectivity to the parks.
- Access to programming could be maximized through partnerships, an enhanced scholarship program and improved use of technology and social media.



PathfindersSM Meeting

Organizational Readiness

- Some duplication of service delivery among other providers is appropriate in order to provide adequate coverage but the existing degree of duplication is too high.
- BPRD should shift from delivering recreation programs directly to a role where BPRD facilitates program delivery among community partners.
- Outcome evaluation for programs is limited to rudimentary assessment due to IT limitations and business practices.
- Facilities and programs do not track attendance with consistent methods. In many cases, it is difficult or impossible to differentiate between registration and actual attendance statistics.
- Departmental operations are limited by inefficiencies in organizational structure and communication.
- No consistent formal mechanism exists to create, maintain or evaluate partnerships with similar providers in the community.

In summary, the department has the need to ensure that resource allocation is focused on these six key themes and the challenges related to each. As the department aligns existing funding with community priorities (as defined by the six themes), two gradual shifts will occur:

1. Shift to a practice where available funding is focused on the operations and maintenance of existing parks and facilities. Development of new facilities to provide the expanded LOS desired by the community will occur only with a full needs assessment that identifies TCFO and funding.
2. Shift to a practice that facilitates the delivery of high-quality programs with community partners where most effective and limits the direct delivery of programs to those that align with the highest community values.

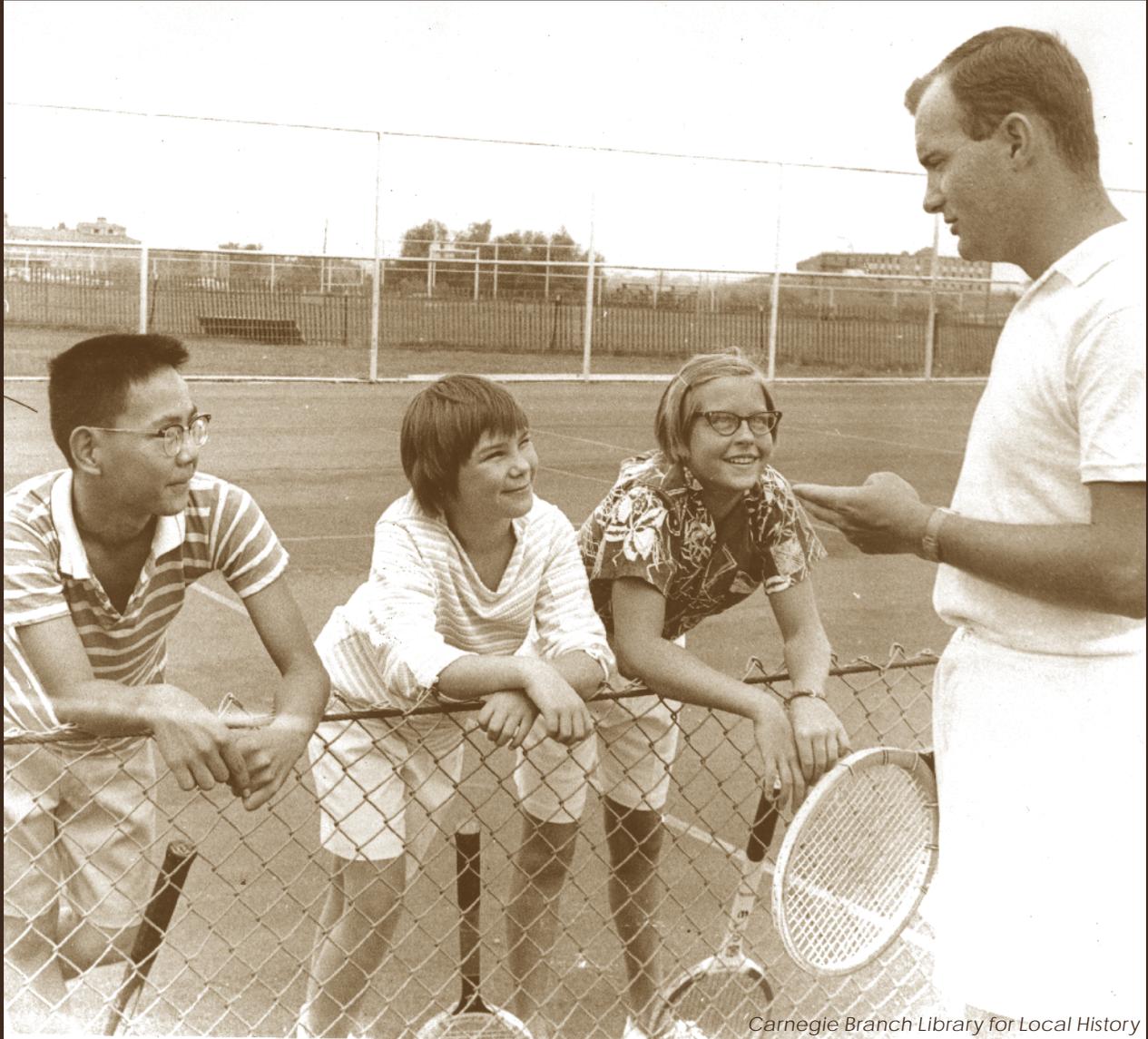
As these shifts are implemented, the department will be able to ensure that available funding is focused on community values and oversee public assets in a manner that ensures responsible stewardship.

PART TWO

The Plan

6: Vision and Goals

100 Years of Excellence



Carnegie Branch Library for Local History

1950 Recreation Tennis Program

The recreation division has been providing activities for community members since the formation of the Department of Public Welfare in 1918. Activities have ranged widely over the years; however, community health and wellness has always been a priority.

Boulder Parks and Recreation Department Master Plan

MISSION

BPRD will promote the health and well-being of the entire Boulder community by collaboratively providing high-quality parks, facilities and programs.

VISION

We envision a community where every member's health and well-being is founded on unparalleled parks, facilities and programs.

Banner Service Excellence for a Healthy Community

Boulder Park and Recreation Strategic Foundation

There is strong public support for maintaining and improving Boulder's parks, recreation facilities and programs in order to enhance residents' quality of life. Public support, however, is defined around residents' key concerns and priorities. Based on the findings from the research and community engagement, a number of strategic directions for BPRD are proposed to begin the process of reshaping parks and recreation services to meet community expectations. These strategic directions are intended to empower the full capacity of the Boulder parks and recreation system; to resolve the issues revealed in the research process; and to set the stage for development of a high quality, equitable system of parks and recreation land, facilities and services. To be successful, the master plan will require the focused energy, commitment and resources of the city, other government agencies, local businesses, user groups and the general population.

The foundation of BPRD is built on the department's mission, vision, banner and guiding principles. Each of the principles and strategies are based on the public involvement process and inform individual goals, objectives and specific actions and recommended policies that have emerged through this process and will be necessary to carry out the intent of the master plan.

Implementation of the recommendations presented in this chapter will require incremental action planning and follow-through on a one- to five-year basis. Together, these goals provide a framework for BPRD to work toward effective implementation of BPRD plans including the master plan. To succeed, specific tasks as well as individuals responsible for leading those tasks will need to be identified as initiatives are moved forward.

Guiding Principles

There are several overarching principles that guide all aspects of the department's services. These principles form the basis for service excellence in implementing the master plan.



Photovoltaic solar panels on the Silver LEED certified North Boulder Recreation Center

Sustainable Practices

Ensuring an environmentally, economically and socially sustainable future is an overarching priority for the Boulder community. BPRD will serve as a leader in using and promoting sustainable practices in every aspect of providing parks, facilities and programs.



Boulder County Youth Corps performs trail maintenance at the Boulder Reservoir

Partnerships

Providing a high-quality parks and recreation system for the Boulder community requires constant collaboration with stakeholders and other service providers. BPRD will actively foster and maintain partnerships within the community to provide the most effective and efficient facilities and services possible.



Boot camp brings people together to enjoy Harlow Platts Park and push each other to stay fit

Health as Our Fundamental Purpose

Physical activity and leisure contribute to our individual health, and the presence of park and recreation services enhance the quality of health in our community. BPRD's fundamental purpose is to provide an excellent infrastructure of parks, facilities and programs that makes healthy lifestyles for all members of the community possible.

Guiding Principles



BPRD's nationally recognized EXPAND program provides recreation opportunities to people with disabilities



Swim lessons help kids socialize and also encourage the life-long (and sometimes life-saving) skill of swimming



Frasier Meadows residents discuss the design of Burke Park with CU Environmental Design students

The Common Good

BPRD provides programs and facilities that strengthen the community through physical wellness, environmental health, economic vitality and social equity. Ensuring that park and recreation services promote the public good and are accessible to all community members is not always easy but is critical to the welfare of the entire community.

Service Excellence

Providing high-quality programs and facilities yields high-quality experiences and outcomes. Founded on a passion for offering excellent services and carrying out the City of Boulder's vision, BPRD staff are committed to providing outstanding experiences for all users.

Continuous Improvement

Identifying and applying emerging best practices makes programs and services more effective and helps maintain relevance and legitimacy as our community and work evolves. BPRD emphasizes the continuous improvement of parks, facilities and programs through ongoing evaluation and enhancement.

Themes

From the community engagement process, six core themes emerged as the basis for future action and decision-making for Boulder’s parks and recreation plan. These themes are the product of a comprehensive, on-going public engagement process. The six themes are:

- Community Health and Wellness
- Taking Care of What We Have
- Financial Sustainability
- Building Community and Relationships
- Youth Engagement and Activity
- Organizational Readiness

The public input, extensive research and best practices review in the master plan have resulted in strategic directions that will reshape Boulder’s parks and recreation system to reflect community need and emerging issues. The master plan expands Boulder’s vision of a high quality, equitable system of parks and recreation land, facilities and services. The resulting strategic direction will focus energy, commitment and resources of the municipality, other departments, local businesses and user groups to revitalize—where necessary—and maintain—where appropriate—our parks, recreation facilities and programs to be one of the best in the world.

Strategic Framework

Clearly, parks and recreation facilities, in the public’s opinion, are not just a luxury; they are important building blocks to creating a healthy community. Parks are one of the most visible and positive public services. They affect the lives of all age groups, contribute to quality of life and are participated in voluntarily. In addition, the park system balances individual growth, community building, economic development and environmental stewardship at the local level through the following strategic framework. BPRD’s commitment to public engagement in this master plan has been rigorous and has included broad segments of the community. Continued commitment is critical to the strategic framework.

These six key themes directly inform the development of strategic recommendations for the BPRD. Policy statements are presented for each theme, along with a set of long-range goals that describe the desired future condition of the Boulder parks and recreation system and possible initiatives for achieving long-range goals. Implementation methodology and the department’s annual strategic action planning process are described in Chapter Nine.



Valmont City Park

Theme 1

Community Health and Wellness



Valmont Bike Park

Overview

Parks provide measurable health benefits, from encouraging direct contact with nature and a cleaner environment, to opportunities for physical activity and social interaction. Throughout the master planning process, the Boulder community has indicated a desire for BPRD to focus on public health and wellness through parks, facilities and programs. National trends indicate that obesity rates, especially among children, are rising in Colorado and in Boulder, emphasizing the important role that parks and recreation services can continue to play in keeping Boulder a healthy and vibrant community.

Policies

- All BPRD services will emphasize the important and unique mission of the department to enhance the public health and wellness of the community.
- The department shall provide for Boulder community members' health and wellness through deliberate and thoughtful design of programs, facilities, parks and services.
- The department shall serve as a facilitator, collaborator and leader with local organizations in efforts to improve the community's health and wellness.
- BPRD shall use a life cycle management approach in recreation programming and facility asset management to ensure service provision remains aligned with community interests.
- Park and recreation services shall be available and accessible to all.

Primary Sustainability Categories for This Theme



Long-Range Goals

Initiatives

- | | |
|---|---|
| A. Park and recreation services remain aligned with the public interest in health and wellness. | <ol style="list-style-type: none">1. Conduct user satisfaction and use survey.2. Conduct annual review and evaluation of existing programs to ensure alignment with mission.3. Review new programs for fit with department mission. |
| B. Parks and facilities will be provided to meet and/or exceed proximity standards. | <ol style="list-style-type: none">1. Partner with the city Transportation Division and Greenways Program to enhance connectivity and safe routes to parks and schools.2. Review population data to determine distribution by age, gender, income and ethnicity.3. Partner with other agencies (e.g. BVSD) to ensure parks and playground facilities are within ½ mile of residents. |
| C. Analyze health impacts of department services. | <ol style="list-style-type: none">1. Review Health Impact Assessment (HIA) best practices with service provider roundtable members and together develop health measurements for Boulder. Link to program objectives.2. Communicate annual data findings to community members and partners. |
| D. Use data to evaluate services through a life cycle approach. | <ol style="list-style-type: none">1. Annually review research on best practices, local and national trends.2. Develop and implement standardized measurement and evaluation processes based on identified and measurable program objectives.3. Enact a best practice that requires partners to record and report information and data that is compatible with BPRD evaluation frameworks. |
| E. Leverage partnerships with health providers and allied agencies that contribute essential components to the overall health of Boulder. | <ol style="list-style-type: none">1. Organize regular roundtable discussions with key stakeholder agencies and organizations to coordinate provision of services and activities. |

Theme 2

Taking Care of What We Have



Boulder Reservoir

Overview

The maintenance of existing facilities and parks is a consistent theme expressed by the public and civic leaders. There is a clear preference for spending tax revenue on maintaining or enhancing existing park and recreation facilities. With an increasing backlog of over \$27 million in repairs for existing facilities, Boulder will need to identify ways to allocate limited resources to ensure the long-term viability of the park and recreation system for the future.

Policies

- BPRD shall ensure adequate resources are available to maintain and operate assets within community sustainability goals by implementing a life cycle approach.
- An asset management system that tracks asset condition, critical systems maintenance and repair and rehabilitation requirements will be implemented and used in making park and facility investment decisions.
- The proposed development of any new park and facility assets shall be evaluated through a feasibility study that includes a needs assessment, user profile, projected participation analysis, development funding method, life cycle cost pro forma and alternative development trade-off analysis.
- BPRD shall seek and develop partnerships and opportunities to leverage maintenance and capital building funds.

Primary Sustainability Categories for This Theme



Long-Range Goals

Initiatives

A. Reduce maintenance backlog and identify adequate funding to sustain a satisfactory Facility Condition Index (FCI).

1. Develop an Asset Management Program (AMP) and implement a relational database for built assets as well as for urban forestry and natural resources.
2. Complete Facility Condition Index (FCI) assessment for all assets.
3. Adopt recommended park classifications and settings to aid in resource allocation, with guidelines and Total Cost of Facility Ownership (TCFO) for each classification setting.
4. Develop maintenance and safety standards.
5. Develop a forest management plan and update the urban tree inventory.

B. Develop an Asset Priority Index (API) that emphasizes adequate funding for operation and maintenance of existing facilities over development of new facilities.

1. Conduct asset priority index assessment using best practices with external stakeholders and the public through an annual "Park Report Card" process.
2. Establish a depreciation (sinking fund) account for operations and maintenance of assets.

C. Provide multi-functional, flexible facilities that can accommodate a variety of unforeseen needs and recreation use trends.

1. Conduct a follow up assessment on sub-area plans to determine if additional facilities are needed.
2. Renovate appropriate current facilities for multi-purpose use.
3. Create additional artificial turf rectangular fields designed for multi-purpose use.
4. Conduct a site planning study for undeveloped acreage at Valmont City Park to determine best multi-functional use of space.
5. Conduct a long-range area study for the development of Area III Park Reserve to meet future needs.
6. Conduct an Aquatics Feasibility Study.
7. Conduct an Athletics Fields Feasibility Study.
8. Conduct joint facility condition assessment of recreation centers with Facilities and Asset Management (FAM).

D. Collect, analyze and routinely use appropriate data to make decisions regarding asset management and budget priorities.

1. Develop a Capital Improvement Plan (CIP) to meet LOS recommendations in alignment with TCFO using best practices.
2. Develop annual CIP and Renovation and Replacement (R&R) evaluation process that includes regular updates to FCI and API.
3. Establish FCI target and provide depreciation fund to allocate 2.5% of Current Replacement Value (CRV) on an annual basis to maintain desired FCI.
4. Conduct an economic impact study for regional and national tournaments and events.

Theme 3

Financial Sustainability



Pearl Street Mall

Overview

Stakeholders and community leaders recognize the limits to public funding and the need to focus on core services as the most effective methods of allocating limited funding. Balancing multiple and increasing demands from the public within existing resources is a challenge. Boulder community members support that parks and recreation services contribute to the social welfare of the whole community.

Boulder parks are a source of positive economic benefits; they enhance property values, increase municipal revenue and attract homebuyers, a quality workforce, and retirees. Parks and recreation amenities drive tourism in the community. Parks and recreation facilities offer both community members and visitors unique features and programs, and provide unique experiences such as special events and festivals.

Policies

- BPRD shall categorize services using a recreation priority index based on the organizational mission, target population served, service outcomes, contributions to the Boulder sustainability framework, partnership value and redundancy with services provided by others in the community in order to guide offerings.
- BPRD shall determine the actual cost of an activity or service using a standardized method that emphasizes consistency of data inputs and analysis methods.
- BPRD shall establish cost recovery rates and associated pricing. Fees shall be based on the recreation priority index, community versus individual benefit, cost to provide services and the prevailing market rate for comparable services.

Primary Sustainability Categories for This Theme



Long-Range Goals

Initiatives

- | | |
|---|--|
| A. Calculate total cost of facility ownership and of providing services and utilize data in resource allocation. | <ol style="list-style-type: none">1. Develop business plans for facilities and program areas.2. Identify direct and indirect costs of providing services.3. Standardize cost-recovery calculation to include indirect expenditures and consistent application in all areas. |
| B. Develop a Recreation Priority Index (RPI). | <ol style="list-style-type: none">1. Establish program objectives to specify the outcome or impact desired by the program or service.2. Categorize programs depending upon the degree of community or individual benefit provided.3. Establish cost recovery rates.4. Identify funding sources and implement service based pricing. |
| C. Determine the appropriate portfolio of services to ensure and promote financial sustainability goals. | <ol style="list-style-type: none">1. Define and communicate funding sources of services.2. Evaluate the existing commercial use program fees.3. Develop a mechanism to spin-off appropriate programs to partners.4. Establish a framework for consolidating or ending recreation programs.5. Develop protocol for ongoing monitoring of the services of other providers to inform decisions about BPRD program and facility offerings. |
| D. Leverage partnerships, including those foundations and nonprofits, to increase funding and optimize service provision. | <ol style="list-style-type: none">1. Determine areas of highest-leverage partnership needs.2. Grow relationships and leverage fundraising with foundations and nonprofit partners. |

Theme 4

Building Community and Relationships



Tree Planting

Overview

Building community engagement and cultural activities through outreach programs and initiatives is another key theme of the master plan. Civic spaces and close-to-home parks were recognized as an important component of building strong neighborhoods and making social connections. There is a desire to allow for more community events in the parks and facilities that engage the local community and neighborhoods.

Parks and recreation programs build social capital, which is the backbone to a strong and engaged community. Parks promote a healthy community and address social and cultural inequities recognizing that environmental, economic and social sustainability are built upon full community involvement.

Policies

- BPRD shall build community through partnerships that are mutually beneficial, mission focused and grounded in BPRD guiding principles as demonstrated in parks, facilities, and programs.
- Parks and recreation services shall be promoted and accessible to all community members.
- BPRD shall use inclusive and transparent community engagement practices that encourage participation by all community members.

Primary Sustainability Categories for This Theme



Long-Range Goals

Initiatives

- | | |
|---|---|
| A. Create and implement a strategic framework for developing and managing community partnerships. | <ol style="list-style-type: none">1. Establish partnership standards and guidelines and assign a staff member to manage overall process.2. Identify partnership needs and actively seek out partnerships to meet needs. |
| B. Ensure that public engagement efforts include outreach to the full community. | <ol style="list-style-type: none">1. Conduct a user satisfaction and use survey.2. Develop a comprehensive list of community groups.3. Develop and implement a communication outreach plan.4. Evaluate outcomes of outreach efforts to ensure goals are met. |
| C. Develop relationships with community leaders and organizations. | <ol style="list-style-type: none">1. Develop and implement an outreach program for key stakeholders and groups.2. Establish regular outreach with similar agency leaders such as OSMP, YMCA, CU, BVSD, etc., as well as community leaders. |
| D. Conduct regular community program analysis to identify gaps or redundancies in services in order to coordinate program offerings or service provision by the appropriate agency or organization. | <ol style="list-style-type: none">1. Develop community work groups to identify efficiencies and partnership opportunities.2. Determine programs for shifts in service delivery and implement shifts. |
| E. Ensure that services are promoted and accessible to all community members. | <ol style="list-style-type: none">1. Develop an enhanced financial aid program.2. Explore opportunities to promote services to non-English speakers. |

Theme 5

Youth Engagement and Activity



East Boulder Community Park

Overview

Like much of the nation, Colorado is experiencing declining youth participation in outdoor recreation activities. There is a need to actively engage youth with park places, facilities and programs that are place-based. This includes the need for facilities for youth sports as well as providing more access to nature in the parks system. There is a strong community desire for after-school programs in partnership with the Boulder Valley School District (BVSD) and other nonprofit organizations. The community feels that youth should be a priority for the BPRD.

Parks offer children the daily benefits of direct experience with nature—the motivation to explore, discover and learn about their world and to engage in health-promoting physical activity. Parks engage children in experiential learning through play and shared experiences with peers. Moreover, parks provide a valuable resource for closing the educational achievement gap and offer a vehicle for children’s participation in community development, citizenship and democratic processes.

Policies

- BPRD shall enhance the health, safety and overall development of Boulder’s youth through parks, facilities and services.
- BPRD shall support family activities that benefit youth and build a strong sense of community and place.

Primary Sustainability Categories for This Theme



Long-Range Goals

Initiatives

- | | |
|---|---|
| A. Involve youth in civic process, including service learning and decision-making. | <ol style="list-style-type: none">1. Create a joint working group consisting of department leadership, PRAB and YOAB members.2. Identify new program opportunities and funding requirements.3. Implement new programs, as recommended, and evaluate outcomes. |
| B. Increase youth participation in physical activity and nature programs. | <ol style="list-style-type: none">1. Evaluate existing service and participation levels.2. Create a youth programming work group with department staff.3. Expand outreach to under-represented groups.4. Develop an enhanced financial aid program.5. Develop a social media plan to encourage youth engagement. |
| C. Increase environmental awareness and conservation ethics among Boulder youth. | <ol style="list-style-type: none">1. Increase youth participation in a BPRD volunteer program.2. Partner with agencies to expand environmental awareness.3. Review the Statewide Comprehensive Outdoor Recreation Plan (SCORP).4. Implement programming partnerships with OSMP, the Forest Service and other land management or conservation agencies. |
| D. Balance nature play and developed areas in parks to improve youth exposure to the outdoors. | <ol style="list-style-type: none">1. Adopt nature play design guidelines and standards. |
| E. Leverage partnerships with agencies that serve youth to increase participation in all forms of recreation, sport, outdoor activities and play. | <ol style="list-style-type: none">1. Coordinate with other providers to develop a comprehensive plan that provides for the most efficient use of resources and optimizes service delivery.2. Partner with youth recreation groups and create a Youth Sports Commission that reports to PRAB. |

Theme 6

Organizational Readiness



PathfindersSM Meeting

Overview

Trends in the profession indicate a shift in the management of public park and recreation facilities from a direct service provider to a model in which BPRD facilitates and supports both profit and nonprofit entities in providing recreation services and programs to be effective. This shift will require new capabilities with an emphasis on delivery methods and enhancing staff development. Additionally, it is critical to create more business management practices to leverage the use of new technologies, data driven decision-making and collaborative decision-making tools to prepare the organization to respond to changes over time.

Policies

- BPRD shall ensure that the department workforce, structure and culture is designed and prepared to respond to community needs.
- BPRD shall develop a highly effective workforce that will positively impact the community's health and quality of life.

Primary Sustainability Categories for This Theme



Long-Range Goals

Initiatives

- | | |
|--|--|
| A. BPRD’s mission, vision and guiding principles are clearly articulated and supported by the community. | <ol style="list-style-type: none">1. Adopt the revised mission, vision and guiding principles.2. Develop and implement a department communication plan. |
| B. Focus on overall workforce learning and development. | <ol style="list-style-type: none">1. Identify professional competencies required for each position and review bi-annually.2. Identify and develop a plan to eliminate competency gaps in the workforce.3. Norm positions to ensure standards and competencies are similar at like levels and to ensure that skills will transfer.4. Incorporate technical parks and recreation professional competencies in employee evaluation system and development plans. |
| C. Develop a results-oriented, collaborative, innovative organization. | <ol style="list-style-type: none">1. Develop an organization that is highly-skilled in cross-teaming.2. Develop organization performance measures by functional area (Balanced Scorecard Approach). |
| D. Strive for strategic alignment with partnerships and like-minded organizations. | <ol style="list-style-type: none">1. Host a regular roundtable with community service providers.2. Evaluate all partnerships for alignment with the BPRD mission.3. Create a comprehensive, shared database with organizations that includes common goals and action items to develop collaboration opportunities.4. Actively seek out partnerships to meet needs. |

Conclusion

The six themes presented in this chapter provide a framework for addressing the needs of the park and recreation system that is reflected by community input and overall city planning guidance. Monitoring the effectiveness of the policies, long-term goals and initiatives is important to the success of the department and efforts to evaluate implementation should be rooted in quality data.

The action plan itself will lay out a progression of steps to identify the most useful metrics and build capacity to collect and analyze the data required to perform these assessments. Combined with the ongoing involvement of PRAB, city council, stakeholders, and the community at large, the department's policy framework and action plan will be adjusted on an annual basis to ensure the continued provision of quality facilities and services.

7: Financial Framework

100 Years of Excellence



Carnegie Branch Library for Local History/Daily Camera Collection

1956 Boulder Reservoir

Boulder Reservoir was built in 1954 as a new water supply for the growing community and in the summer of 1955 hosted the first recreational uses including water ski shows, ski jumping contests and boating exhibitions.

Boulder Parks and Recreation Department Master Plan

Funding

Following the economic downturn in recent years and the slow recovery being experienced in Colorado and across the nation, the City of Boulder continues a conservative budgeting approach. In spite of the difficult financial climate, however, city departments continue to provide high-quality facilities, programs and services to the community. There are signs that the local economy is improving slowly, and modest increases in the city's primary revenues, including sales, use and property taxes, may occur beginning in 2013. Regardless of the uncertainties for the future, the city's budget reflects a continued commitment to high standards of public service and efficient service delivery. It assigns limited available funding to programs supporting the highest community priorities, as defined by the Priority Based Budgeting (PBB) goals and, in accordance with the Capital Improvement Program's Guiding Principles.

The Boulder Parks and Recreation Department (BPRD) is funded by multiple sources that vary in stability and required use. Currently, the department has direct financial management responsibilities of \$25M on average annually for operating and capital purposes and has potential access to other funding sources for one-time growth-related capital expenses. The department provides an array of programs and services that benefit the community (e.g., parks and playgrounds) to specialized users. With community input, the BPRD is revising its financial planning efforts and decision-making framework to ensure that resources take care of existing facilities and parks and are allocated in a matter that is consistent with priorities.

As discussed in the needs assessment, during the past five years, the department's funding sources have remained constant. BPRD funding sources are projected to grow at a modest rate (approximately 2-3%, depending on the source) over the next five years. At the same time, due to the inflationary costs of personnel, energy and materials coupled with the increasing costs of aging assets and operations and maintenance of new facilities, expenses are projected to outpace that growth. Thus, while the department's funding is more stable than in past years, the gap between expenses and funding will only grow if the department does not adjust its service provision and facility maintenance and operations to ensure limited funding is spent to meet the highest community priorities.

Financial Decision-Making

The City of Boulder has established a framework to make effective use of the city’s limited resources. Priority Based Budgeting (PBB) was implemented with the 2011 budget process and is a tool to ensure city service priorities are based on community goals and values, and that these priorities should drive budget decisions. The goals and values were developed through an extensive community process. Implementation of PBB is two-fold; follow best practices for allocating resources to ensure fiscal health and identify a prioritization scheme.

Programs and services are ranked and prioritized based on two sets of criteria: (1) their ability to help the community achieve desired results and (2) basic program attributes. These criteria are presented in Figure 7.1.

Community Results Goals	Basic Program Criteria
<ul style="list-style-type: none"> • Accessible and connected community • Economically vital community • Environmentally stable community • Healthy and socially thriving community • Safe community • Good governance 	<ul style="list-style-type: none"> • Mandate to provide service • Change in demand for service • Reliance on City to provide service • Self sufficient / cost recovery • Cost avoidance / increasing inefficiencies

Figure 7.1 PBB Results and Criteria

The PBB process has become an important tool not just for citywide budget decisions but also for direct departmental decision-making efforts. PBB is reviewed annually across the organization to ensure community priorities are reflected in the services provided by the department. PBB can be more effective as the department refines its categories to better align with community values as demonstrated in this planning process. Currently, however, the PBB process does not include goals and criteria to assist in prioritizing capital budget decisions.

In order to plan and prioritize capital investments, the Department applies specific guiding principles based on the city’s Capital Improvement Program (CIP) guiding principles and the department’s 2006 master plan goals. The departmental CIP framework is also utilized to determine and plan CIP projects and make budget decisions that are sustainable over time. These criteria (e.g., safety compliance, commitment, efficiency, revenue) and priorities are also focused on maintaining the integrity of the current infrastructure and facilities before expanding and/or enhancing programs and facilities.

BPRD Funding Sources

Funding Sources and Uses

General Fund \$4,618,343

The city’s General Fund is supported by fees, sales, property and other taxes. General Fund dollars are allocated to city departments and projects by city council through an annual budget process. Parks and Recreation primarily uses its allocation to fund park and forestry operations and department administration.

Permanent Parks and Recreation Fund \$2,412,224

The Permanent Parks and Recreation Fund (PPRF) is the department’s capital improvement and acquisition fund. Funded specifically from property and development excise taxes, the fund is for the dedicated purpose of acquiring land and renovating or improving existing parks and recreational facilities. It may not be used to fund daily operations or routine maintenance.

Recreation Activity Fund (RAF) \$9,892,100

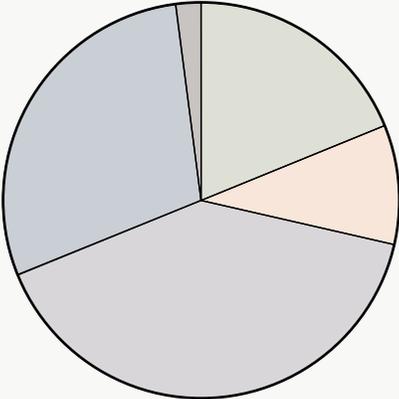
The RAF is used to operate and maintain the department’s many recreation, fitness and sports facilities and programs. RAF funds are largely derived from program and facility use fees with some supplemental funding from the General Fund (primarily to fund subsidized programs for individuals with disabilities and youth from families with low incomes).

.25 Cent Sales Tax Fund \$7,124,262

The department receives voter-approved sales tax funds (.25 cent) that are dedicated to acquiring, developing, operating and maintaining parks and recreation facilities. In November 2012, voters renewed the tax with an 85% voter approval, through 2035.

Lottery Fund \$493,000

The city lottery fund is a special revenue fund that accounts for state conservation trust fund monies allocated to local governments based on population. State conservation trust fund monies are dedicated to parks, recreation, and open space site maintenance and capital improvements. The city receives about \$800,000 on an annual basis from the state and allocates \$425,000 to the parks and recreation department.



- General Fund
- Permanent Parks and Recreation Fund
- Recreation Activity Fund
- .25 Cent Sales Tax Fund
- Lottery Fund

Figure 7.2 Funding Sources.

Outlook

Although the department's General Fund allocation is projected to keep pace with key operational expenses, the fund is based on tax collections and shared with other departments who provide core and essential city services.

The city has recently experienced lower PPRF contributions due to a decline in assessed property values. The PPRF is funded through a 0.9-mill property tax, a development excise tax, and donations. All of these revenue sources are sensitive to economic conditions.

Most RAF user fee revenues, including recreation centers, golf, aquatics, recreation programs, and the reservoir, experienced increases between 2010 and 2012. The general fund subsidy transfer to the RAF (about \$1.6 million annually) remained relatively constant over the last three years.

As with any sales tax, earnings are based on collections, so the source of this fund is volatile but anticipated to maintain stability with the potential for minimal growth given improvement in the local economy. The upcoming retirement of the bond debt associated with the .25 sales tax present the city with an opportunity to clarify how to address resource needs when additional funds become available in 2016.

In 2011, the city's contribution was reduced based on the city's population. This allocation is expected to remain constant or increase based on population growth projections.

Other Department Funding

There are three other funds that contribute to the department's resources: the capital development fund, the 2011 capital improvement fund, and the Boulder Junction improvement fund. All of these funds are capital improvement funds with monies dedicated to specific capital improvements for parks and recreation facilities and land acquisitions in city growth areas.

The capital development fund accounts for citywide development impact fee collections allocated to growth-related parks and recreation facility development.

The 2011 capital improvement fund accounts for the department's portion of a citywide bond issuance to fund infrastructure improvements. This bond was a one time infusion to be spent over three years to decrease backlog on existing assets. About \$8.3 million in revenue is budgeted in this fund in 2012. Per the bonding restrictions, this funding must be utilized by the end of 2014.

The Boulder Junction improvement fund was established in 2012 to account for development excise tax and construction-use tax revenue allocated to fund park land and recreation facility acquisition and development in the Boulder Junction area.

	2014	2015	2016	2017	2018	2019
Projected Sources of Funds						
General	\$ 4,604	\$ 4,720	\$ 4,838	\$ 4,960	\$ 5,085	\$ 5,085
Permanent P&R	\$ 2,559	\$ 2,559	\$ 2,599	\$ 2,662	\$ 2,749	\$ 2,790
Recreation Activity	\$ 10,363	\$ 10,552	\$ 10,748	\$ 10,946	\$ 11,110	\$ 11,275
.25 Cent Sales Tax	\$ 7,470	\$ 7,720	\$ 7,979	\$ 8,238	\$ 8,502	\$ 8,774
Lottery	\$ 425	\$ 425	\$ 425	\$ 425	\$ 425	\$ 425
Total	\$ 25,421	\$ 25,976	\$ 26,589	\$ 27,231	\$ 27,871	\$ 28,349
Projected Uses of Funds						
Debt Service	\$ 2,190	\$ 2,193	\$ -	\$ -	\$ -	\$ -
Administration	\$ 2,768	\$ 2,839	\$ 2,911	\$ 2,986	\$ 3,062	\$ 3,115
Operations & Maintenance	\$ 6,687	\$ 6,837	\$ 6,865	\$ 7,022	\$ 7,182	\$ 7,245
Rec Programs & Services	\$ 9,492	\$ 9,570	\$ 9,699	\$ 9,881	\$ 10,067	\$ 10,257
Capital Improvement Program	\$ 2,511	\$ 1,321	\$ 1,309	\$ 1,407	\$ 1,315	\$ 1,315
Renovation & Refurbishment	\$ 1,050	\$ 1,450	\$ 1,462	\$ 1,474	\$ 1,487	\$ 1,500
Total*	\$ 24,698	\$ 24,210	\$ 22,246	\$ 22,770	\$ 23,113	\$ 23,432
<i>*Total usages of funding does not match total sources of funding in any given year due to unscheduled CIP expenses, reserves and opportunity cost expenditures.</i>						
Projected Available Funding	\$ 723	\$ 1,766	\$ 4,343	\$ 4,461	\$ 4,758	\$ 4,917

Table 7.3 Funding Sources and Uses (in millions)

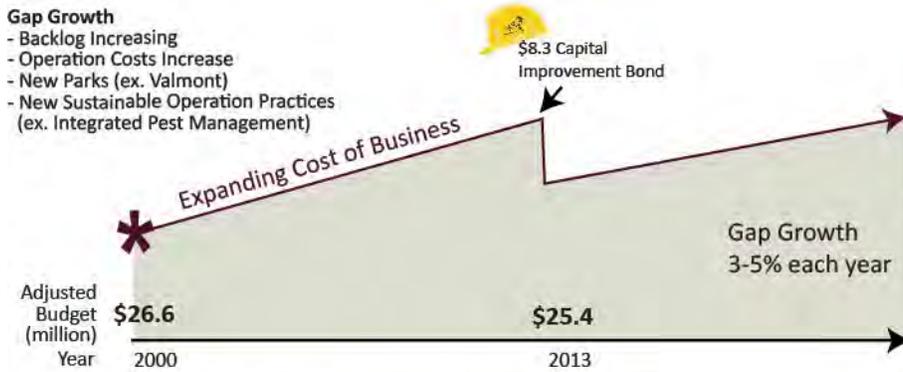
Financial Projection

Table 7.3 shows the projection of the sources of funding and projected expenses and uses based on current department priorities. Beginning in 2016, an opportunity exists to address high priority park and recreation needs as a result of retiring debt service. Considerations for use of this funding include but are not limited to:

- Funding deferred maintenance
- Improving or increasing service standards for maintenance operations
- Focusing programming on health and wellness and youth
- Increasing financial assistance for underserved populations
- Maintaining adequate reserves

Implications for Park and Recreation Master Plan

BPRD must be prepared to make changes related to resource allocation in order to continue meeting the community's expectations



* Adjusted to Consumer Price Index for 2013. Actual 2000 budget was \$19.4 million.

Figure 7.4 Gap Growth. The gap between expenses and funding will continue to grow unless the department adjusts its service provision and facility maintenance and operations.

for its parks and recreation system. The current budget reflects an economic reality that is not predicted to shift anytime soon, and it is within this reality that the department must plan for the future. With a maintenance backlog estimated at \$27 million, the department faces difficult trade-off decisions about how to manage and operate its facilities and provide its programs (Figure 7.4).

The city’s CIP guidelines prioritize the maintenance of current assets over the development of new facilities. The community, through the planning process, has indicated strong support for this concept of prioritization (Figure 7.5). Even with the indications of a modest economic turnaround and the renewal of the .25 Cent Sales Tax, funding is not sufficient to take care of all aging assets and build new park and recreation facilities.

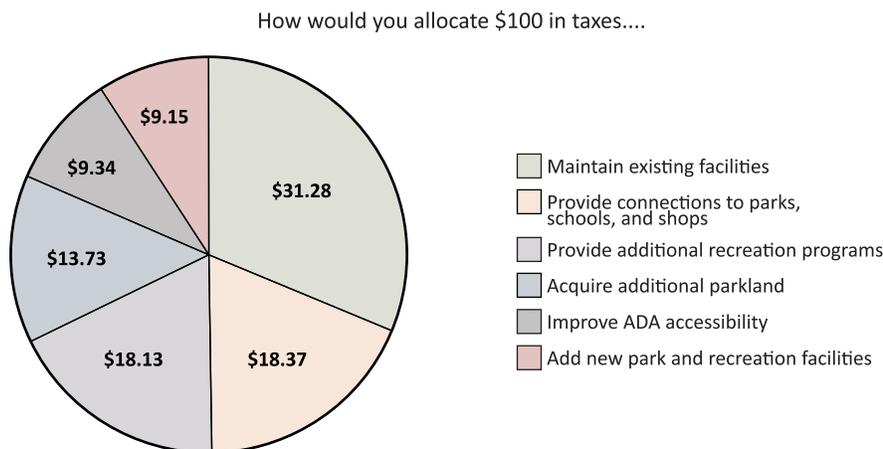


Figure 7.5 Community Budget Allocation. In the 2012 master plan community survey, maintenance of existing facilities received the highest funding allocation.

2016 Uses of Funding

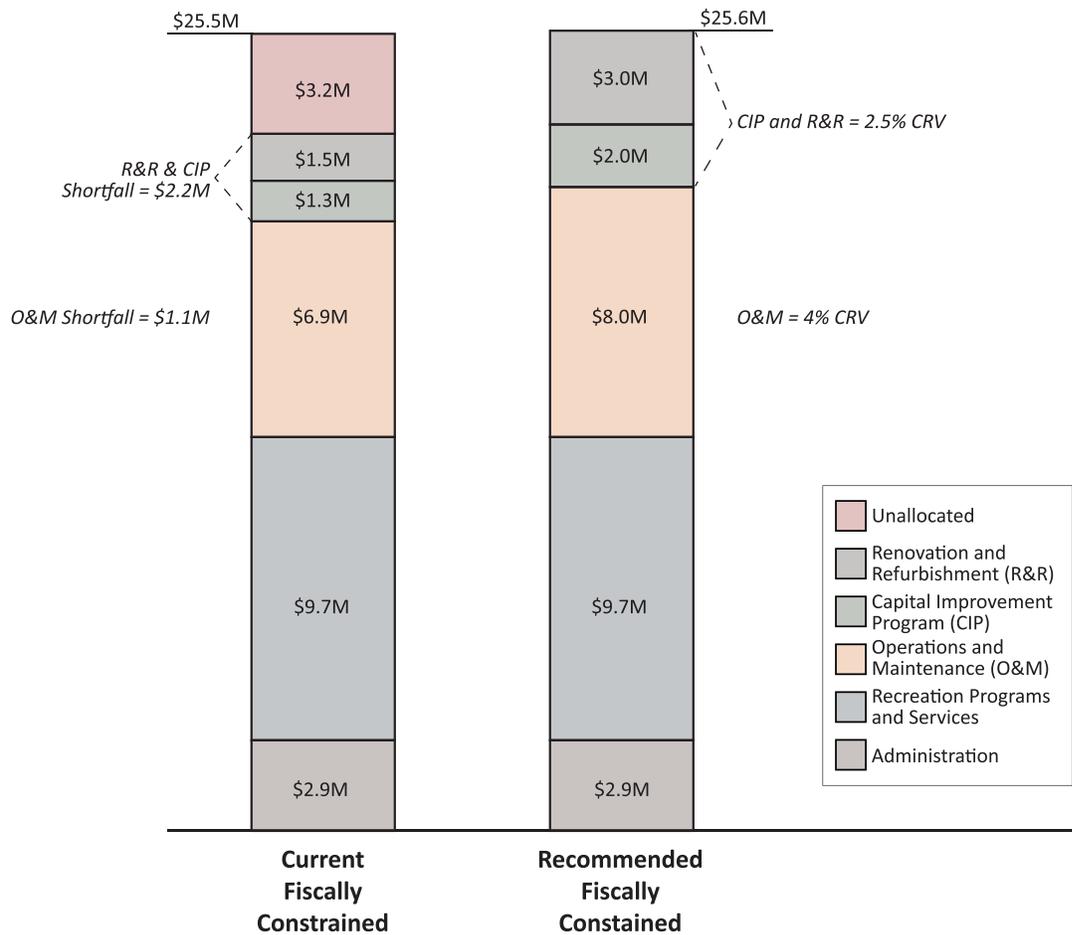


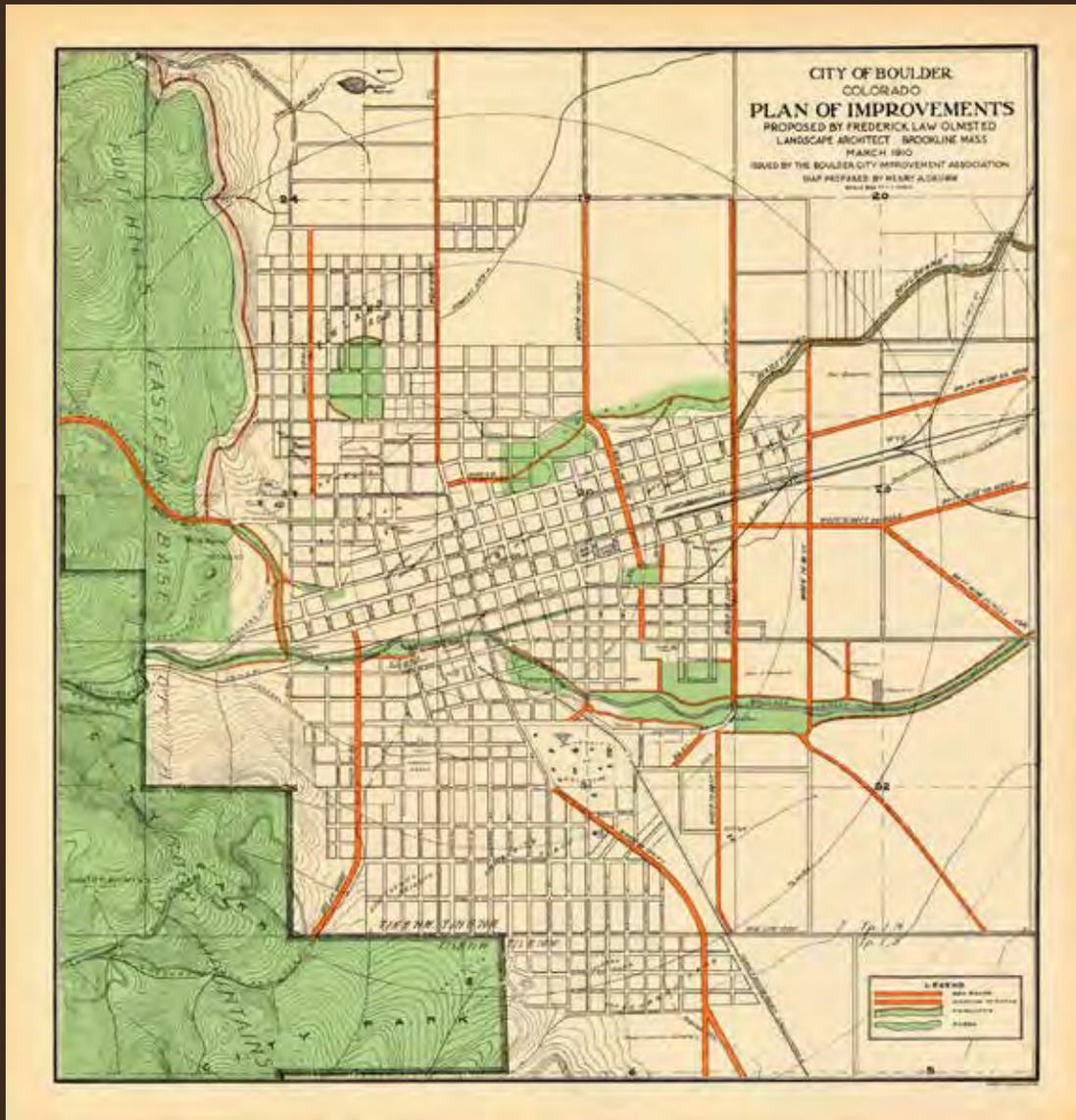
Table 7.6 2016 Uses of Funding (in millions). The left column depicts current projected uses of 2016 funding and the column on the right demonstrates the recommended allocation to take care of existing assets based on best practices in asset management.

Development of any new facilities will require trade-offs and or additional funding. The policy guidance provided by the master plan recommends: (a) completion of a full feasibility study to clarify demand and current facility supply and (b) identification of the Total Cost of Facility Operations (TCFO) before any new facilities can be considered. The master plan, which identifies areas for further investigation, clarifies that development of new facilities should not occur without additional funding or comparable trade-offs (Table 7.6).

Simultaneously, the department must respond to the community's shifting values related to recreation activities, not only by providing adequate facilities and programs to meet those needs but by making them accessible to the entire community. In addition, to focus programming on health and wellness and ensure programs are accessible to all community members, the department will need to shift service delivery and resource allocation as well as implement best practices in program life cycle management and evaluation.

8: Plan Elements

100 Years of Excellence



1910 Olmsted Plan

In 1910, Frederick Law Olmsted, Jr. devised a plan for Boulder that included many far-reaching recommendations, including the undergrounding of wiring, the designation of the Boulder Creek corridor for park use and the city manager form of government.

Boulder Parks and Recreation Department Master Plan

MISSION

BPRD will promote the health and well-being of the entire Boulder community by collaboratively providing high-quality parks, facilities and programs.

VISION

We envision a community where every member's health and well-being is founded on unparalleled parks, facilities and programs.

Priorities and Decisions

The facilities, programs and services provided by BPRD form a high-quality park and recreation system enjoyed by the entire community. This system offers broad social, environmental and economic benefits to Boulder and community members highly value these facilities and services. Population pressures, evolving activity interests, development patterns, demographic trends and economic considerations all pose challenges to the department.

The department's new mission and vision statements provide a framework for addressing these needs. They provide the department with a renewed focus on providing for the community's overall well-being through collaborative relationships with partners. Indeed, the realities of the city's financial situation underscore the importance of developing and maintaining partnership. The outlook for the future suggests that BPRD will face challenging trade-off decisions about how to prioritize limited resources while meeting the needs for the community.

This chapter builds off of the financial information presented in the last chapter by presenting alternatives for ways the parks and recreation system will need to change in order to meet critical needs, maintain relevance with the community and continue to provide a strong quality of life for the city.

Alternatives

The three alternatives follow the city's financial planning approach introduced in 2006, requiring each department to prepare for a future without increased revenue. This approach acknowledges a stark fiscal reality leading to the continuous rebalancing of priorities and their associated expenditures, using a three-tier spending plan. Each tier reflects different assumptions about available resources (Table 8.1).

Plan Alternatives

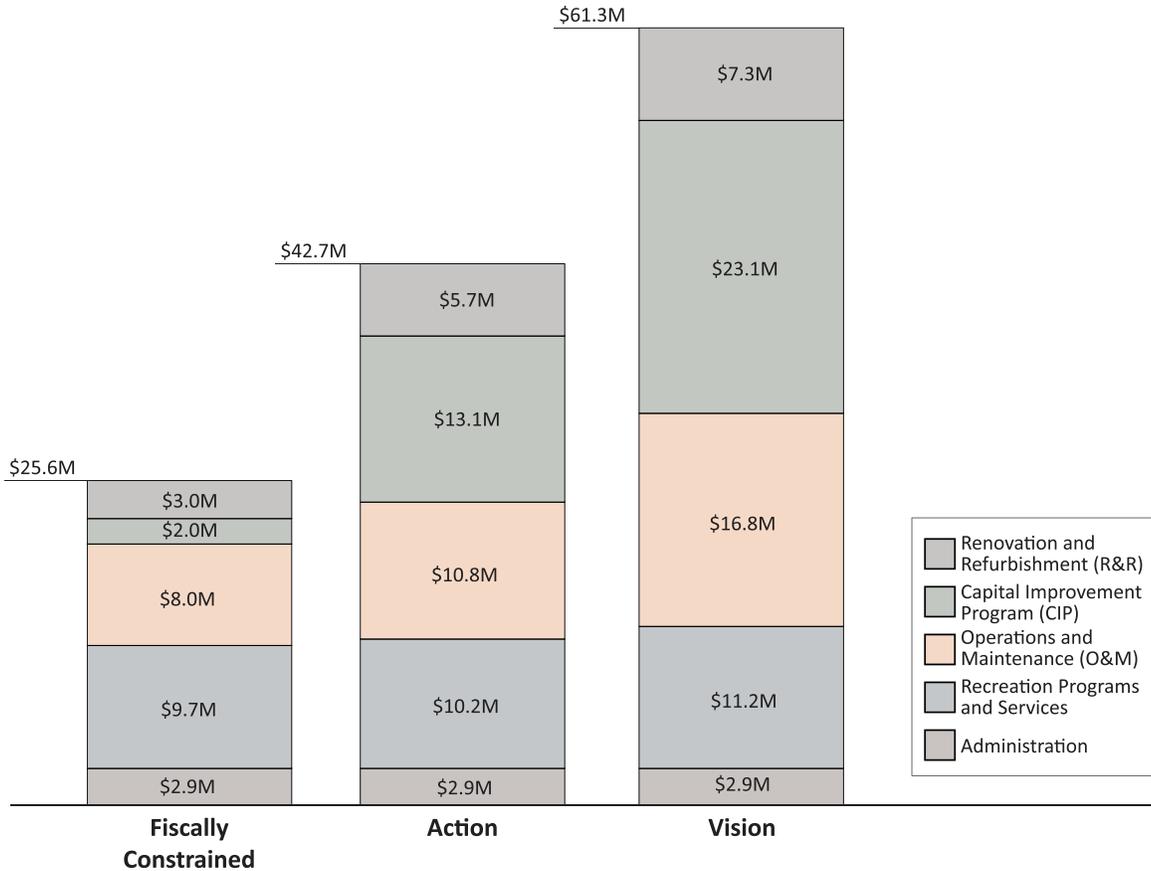


Table 8.1 Plan Alternatives

- The **Fiscally Constrained** alternative plans for prioritized spending within existing budget targets. The intention of this alternative is to refocus and make the most of existing resources with the primary goal being for the department to maintain services. The actions associated with the FISCALLY CONSTRAINED alternative are mostly procedural or are operational changes that require limited or no funding to accomplish.
- The **Action** alternative describes the extra services or capital improvement that should be undertaken when additional funding is available. This includes strategically enhancing existing programs, beginning new alternative programs, adding new positions or making other strategic changes that would require additional operational or capital funding. In coordination with the CMO, PRAB, and city council, BPRD would evaluate and analyze potential sources of additional revenue, including but not limited to capital bond funding, program income, grants and existing or new taxes.

- The **Vision** 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 community and by providing a long-range look to address future needs and deficiencies. In this master plan, the VISION alternative addresses aging facilities to make improvements in operational effectiveness and the overall sustainability of the park and recreation system.

Elements

The three alternatives are described for each of the system's three inter-related elements.

- **Parks** are the land base that provides areas for active and passive recreation as well as the location of park and recreation assets. This system of parks has a unique balance of developed urban areas with amenities as well as natural features.
- **Recreation Facilities** are the major park assets that provide both active and passive recreation opportunities, from playgrounds to picnic shelters to major recreation centers.
- **Recreation Programs** are the planned activities that provide instruction, socialization, competition and learning to a wide range of community members and visitors to Boulder.

All of these elements fit together to form a park and recreation system that is enjoyed by the entire community. Boulder's park and recreation facilities provide broad benefits to the community including individual, social, economic and environmental benefits. Residents place a high value on these facilities and services and have grown to expect high standards from the city. The local economy benefits through attracting and maintain an educated and healthy workforce; the local tourism industry benefits through attracting visitors for special events and extended vacations; and local businesses benefit with increased sales producing tax revenues for the city.

What does it Cost?

Amenity	Estimated Life Cycle (Years)	Current Replacement Value (CRV)*	Annual O&M*	10-Year R&R*	Total Cost of Facility Ownership (TCFO)*
Playground	25	\$ 225,000	\$ 9,000	\$ 5,625	\$ 464,063
Athletic Field	20	\$ 1,700,000	\$ 68,000	\$ 42,500	\$ 3,145,000
Shelter	30	\$ 35,000	\$ 1,400	\$ 875	\$ 79,625
Pavillion (w/ Restroom)	30	\$ 175,000	\$ 7,000	\$ 4,375	\$ 398,125
Tennis Court	30	\$ 85,000	\$ 3,400	\$ 2,125	\$ 193,375
Basketball Court	30	\$ 85,000	\$ 3,400	\$ 2,125	\$ 193,375
Asphalt Parking Lot	30	\$ 390,000	\$ 15,600	\$ 9,750	\$ 887,250
Dog Park	25	\$ 425,000	\$ 17,000	\$ 10,625	\$ 876,562
Skate Park	30	\$ 925,000	\$ 37,000	\$ 23,125	\$ 2,104,375
Community Garden	25	\$ 60,000	\$ 2,400	\$ 1,500	\$ 123,750
Par Course	25	\$ 85,000	\$ 3,400	\$ 2,125	\$ 175,312
Disc Golf Course	20	\$ 80,000	\$ 3,200	\$ 2,000	\$ 148,000

** Estimated costs in 2013 dollars and based on concept level planning and do not include engineer level estimates. Detailed cost estimates will be developed as part of the public outreach for projects.*

Table 8.2 Total Cost of Facility Ownership

The parks and recreation facilities along with programs and services are unified into a single system that forms links among the major parks, educational facilities, and local neighborhoods with recreation services and programs geared to a healthy community. Trails and greenways can be thought of as strands that link parks and facilities together like a string of pearls. With the implementation of this master plan, the majority of Boulder community members will be able to have recreation opportunities close to their home with safe, walkable connections to parks and recreation facilities throughout Boulder (Table 8.2).

Parkland LOS Strategic Alternatives

Park Type	Level of Service (LOS) (Acres per 1,000 residents)		2030 Strategic Alternatives (Acres per 1,000 residents)		
	Benchmark Cities	Boulder	Fiscally Constrained	Action	Vision
Neighborhood Parks	3.00	3.15	2.71	2.81	2.81
Community Parks	1.50	1.54	1.45	1.45	1.45
City/Regional Parks	3.00	7.36	6.18	6.44	6.96
Total	7.50	12.05	10.34	10.70	11.22

Table 8.3 Parkland LOS Alternatives

Fiscally Constrained

- South Valmont City Park will be planned but will not be developed without additional funding.
- Some neighborhood and community parks currently owned (approximately 25-26 acres) will be improved including, Violet Park, Maxwell Lake Park and Foothills Park, and some planned neighborhood parks and gaps may be developed.
- Current parks maintenance will be emphasized through upgrades to critical park facilities with 50% of FCI goals achieved (FCI target of 0.10, from current 0.14) and establish sinking fund to maintain facilities at new FCI.
- Two existing parks will be upgraded on an annual basis to meet adopted design standards.

Action

- South Valmont City Park will be planned and some community and multi-use facilities (playground and shelter) will be developed (approximately 30 acres).
- Remaining neighborhood and community parks currently owned (approximately 38 acres) will be improved, including Heatherwood Park. Some planned neighborhood parks and gaps may be developed.
- Current parks maintenance will be emphasized through upgrades to critical park facilities with 75% of FCI goals achieved (FCI target 0.7) and expanded O&M services and sinking fund.
- Four existing parks will be upgraded on an annual basis to meet adopted design standards.

Vision

- South Valmont City Park will be planned with balance of community use facilities and athletic fields will be developed (approximately 90 acres).
- All neighborhood and community parks currently owned (approximately 38 acres) will be improved, including Gunbarrel and the Civic Area. Some planned neighborhood parks and gaps may be developed
- Current parks maintenance will be emphasized through upgrades to critical park facilities and full FCI goals will be achieved (FCI target 0.06) and expanded O&M services and sinking fund.
- Five existing parks will be upgraded on an annual basis to meet adopted design standards.

Fiscally Constrained

- Partnerships with Greenways and Transportation will be used to improve links in the system.
- The Civic Area will be planned and upgrades to existing park elements will be made.
- Design guidelines and standards for parks and recreation facilities, including new urban park models, will be developed.
- A joint use agreement with BVSD for shared use of neighborhood school playgrounds will be updated.
- Upgrades to Pearl Street Mall will be completed.

Action

- Partnerships with Greenways and Transportation will be used to improve links in the system.
- Civic Area planning will develop new enhancements as identified in Civic Area Plan.
- Boulder Junction Park improvements will be constructed with development impact funds.
- Facility condition reports on major aging buildings will be conducted with FAM. Asset priority will be developed for each facility to determine funding levels or methods to remove from park inventory, if appropriate.

Vision

- Partnership will support the upgrade of Tom Watson Park to a community park with improved facilities.
- Boulder Reservoir major south shore development will be implemented per the Reservoir Master Plan.
- An area-wide trail link will be developed along 51st Street at the Reservoir.
- The Civic Area will be fully developed as a community park based on outcomes of the Civic Area Plan.
- A master plan of Area III will be conducted to identify future parkland needs

Recreation Facility Strategic Alternatives

Facility Type	Level of Service (LOS)			2030 Strategic Alternatives		
	Existing Quantity	LOS Per	Existing LOS	Fiscally Constrained	Action	Vision
Diamond Ball Field	24	10,000	2.46	0	0	4
Rectangular Field	20	10,000	2.05	0	0	6
Playground	40	10,000	4.11	2	3	5
Dog Park	5	100,000	0.51	0	0	1
Picnic Shelter	34	10,000	3.49	2	4	6
Tennis Court	40	10,000	4.11	-4	-2	0
Community Garden	4	100,000	4.10	0	1	2

Table 8.4 Recreation Facility LOS Alternatives

Fiscally Constrained	Action	Vision
<ul style="list-style-type: none"> No new major structures or buildings will be developed. 	<ul style="list-style-type: none"> Existing turf fields will be upgraded to multi-use artificial turf, where appropriate. 	<ul style="list-style-type: none"> Multi-sports complexes, including 4-diamond and 6-rectangle fields suitable for tournament play will be built, pending an athletic study and available alternative funding.
<ul style="list-style-type: none"> Aquatics Study and feasibility analysis will be conducted. 	<ul style="list-style-type: none"> New playgrounds will be developed. 	<ul style="list-style-type: none"> Upgrades to existing recreation centers will be made based on the outcome of the facility study.
<ul style="list-style-type: none"> Athletic Field Study and feasibility analysis will be conducted. 	<ul style="list-style-type: none"> ADA upgrades will be made to achieve 15% above compliance. 	<ul style="list-style-type: none"> A new aquatics facility will be developed based on the outcome of the aquatics study.
<ul style="list-style-type: none"> Recreation facility study and analysis will be conducted. 	<ul style="list-style-type: none"> Shelters will be added to major park sites. 	<ul style="list-style-type: none"> ADA upgrades will be made to achieve 30% above compliance.
<ul style="list-style-type: none"> Partnerships with BVSD, Boulder County and CU will be established to share facilities. 	<ul style="list-style-type: none"> One community garden site will be developed. 	
<ul style="list-style-type: none"> Upgrades to existing facilities will continue. 	<ul style="list-style-type: none"> Aging infrastructure at recreation centers will be enhanced. 	
<ul style="list-style-type: none"> ADA upgrades will be made in compliance with the transition plan. 		
<ul style="list-style-type: none"> Upgrades to recreation centers will be made to repurpose existing facilities. 		

Recreation Programs and Services Alternatives

The path for developing a system plan for recreation programs and services is less clear than for physical assets like parks and community centers. The effort relies on three factors that are not easily quantified: cost recovery goals that translate into fees and charges for services; market rates for fees and charges; and new program service initiatives based on the community needs assessment. These three factors are the major considerations under the Boulder funding scenarios that forecast alternative choices.

In considering the LOS for recreation programs and services, BPRD business practices that establish fee and charge rates for direct and indirect costs for services, as presented below, within the context of market willingness to pay rate and financial assistance for community members who cannot afford user fees. In addition, program and service business practices for recreation program life cycle management should also consider outcomes; alignment with mission and high-quality programming; annual reviews; and duplication of services.

		<p style="text-align: center;"><i>Community benefit except where program is for advanced level programs</i></p>		
YOUTH PROGRAMMING		Fiscally Constrained	Action	Vision
Fee Scenario		<ul style="list-style-type: none"> Direct costs plus all indirect costs recovered through fees, donations and tax subsidies 	<ul style="list-style-type: none"> Direct costs and partial indirect costs recovered through increased alternative funding 	<ul style="list-style-type: none"> Dedicated tax and alternative funding for highest community-good youth programming
	Program Scenario	<ul style="list-style-type: none"> Introductory level youth programming and outdoor programming emphasizing health and wellness is expanded to meet community values by eliminating or brokering current BPRD programs 	<ul style="list-style-type: none"> Outdoor recreation and introductory youth programming is expanded by 10% and available at multiple locations 	<ul style="list-style-type: none"> Introductory level youth programming is expanded by 20%
<ul style="list-style-type: none"> Advanced level programming (including competitive and travel programs) service models are evaluated for partnership delivery 		<ul style="list-style-type: none"> Community desired programs in outdoor, emphasizing health, and other areas will be expanded by 20% 		

ADULT PROGRAMMING



Individual benefit except where program is for target population or aged

	Fiscally Constrained	Action	Vision
Fee Scenario	<ul style="list-style-type: none"> • Direct costs plus all indirect costs recovered through fees 	<ul style="list-style-type: none"> • Direct costs plus all indirect costs recovered through fees/ alternative funding 	<ul style="list-style-type: none"> • Direct cost plus all indirect costs recovered through fees/ alternative funding
Program Scenario	<ul style="list-style-type: none"> • Current adult programming is evaluated to ensure alignment with community values 	<ul style="list-style-type: none"> • Alternative funding sources allows BPRD to offer new trending programming 	<ul style="list-style-type: none"> • Adult programming is robust and aligns with community priorities

SPECIAL EVENTS



Community benefit with strong fundraising potential through fees/charges, sponsors and donors

	Fiscally Constrained	Action	Vision
Fee Scenario	<ul style="list-style-type: none"> • Direct cost plus partial indirect cost recovered through fees, donations and partnerships 	<ul style="list-style-type: none"> • Direct costs recovered through alternative funding with minimal fees to participants 	<ul style="list-style-type: none"> • Direct costs recovered through alternative funding with no event fee
Program Scenario	<ul style="list-style-type: none"> • Limited department special events focused on health and wellness, youth and community building 	<ul style="list-style-type: none"> • Five additional focused special events are provided or facilitated by the department 	<ul style="list-style-type: none"> • Ten additional focused special events are provided or facilitated by the department

(TARGETED) COMMUNITY PROGRAMMING



Targeted toward the special populations of the community with few, if any, opportunities to charge fees. Tax and donor supported

	Fiscally Constrained	Action	Vision
Fee Scenario	<ul style="list-style-type: none"> • Direct cost plus partial indirect cost recovered through fees and donations • Tax revenue is allocated for specific target populations with specific outcomes 	<ul style="list-style-type: none"> • Alternative funding to subsidize direct costs 	<ul style="list-style-type: none"> • Costs are 100% funded through alternative sources for low-income and special population programs
Program Scenario	<ul style="list-style-type: none"> • Partnerships are leveraged with BPRD resources to enhance service to low-income and underserved groups • Redundancies are reduced to ensure effective use of resources 	<ul style="list-style-type: none"> • The Financial Assistance Program for low-income participants is enhanced to facilitate broader participation 	<ul style="list-style-type: none"> • Participation rates by underserved groups and special populations are representative of community demographics

9: Implementation

100 Years of Excellence



Carnegie Branch Library for Local History

1975 Pearl Street Construction

The city closed four blocks of Pearl Street to auto traffic in June 1976 to support downtown businesses with a pedestrian mall. Parks and Recreation was charged with maintaining the mall as it would a park. In 2012, the number one reason cited for visiting downtown was to enjoy the setting and hang out.

Boulder Parks and Recreation Department Master Plan

Moving Forward

With the acceptance of this master plan, BPRD commits to the new mission, vision and guiding principles, as well as the initiatives contained in the Fiscally Constrained Plan.

The Boulder Park and Recreation Master Plan identifies the system wide levels of service that BPRD will use for implementation of an annual 'strategic action' planning process that will be an integral part of the annual work plan and budgeting process.

With this master plan as a guide, BPRD's strategic action planning process includes; a) reviewing the potential initiatives for the next 5 years followed by, b) a three year action plan, and c) a deliberate planned annual process of evaluating the current year's action plan with updated planning for the following three years. This approach is adopted to ensure that the Boulder Park and Recreation Master Plan is a living document that does not sit on a shelf but is used to improve the overall system that reflects the stated goals of the community well into the future.

The Annual Action Planning Process

The Action Planning Process is simple in its approach. The purpose of this deliberate process, started prior to budget formation and in concert with PRAB, is to make mid-course adjustments in the three-year action plan in order to make the most effective use of resources that meets community need. The Annual Action Planning Process is depicted in Figure 9.1 and includes:

- Review of the master plan
- Review current year Action Plan and update status.
- Update the Needs Assessment, including: review of local participation and population data, national park and recreation trends, findings from community engagement, reviews of levels of service and the next two years of the Action Plan.
- Development and approval of next three year Action Plan in tandem with budget submission, CIP development and PBB process.
- Implement Action Plan

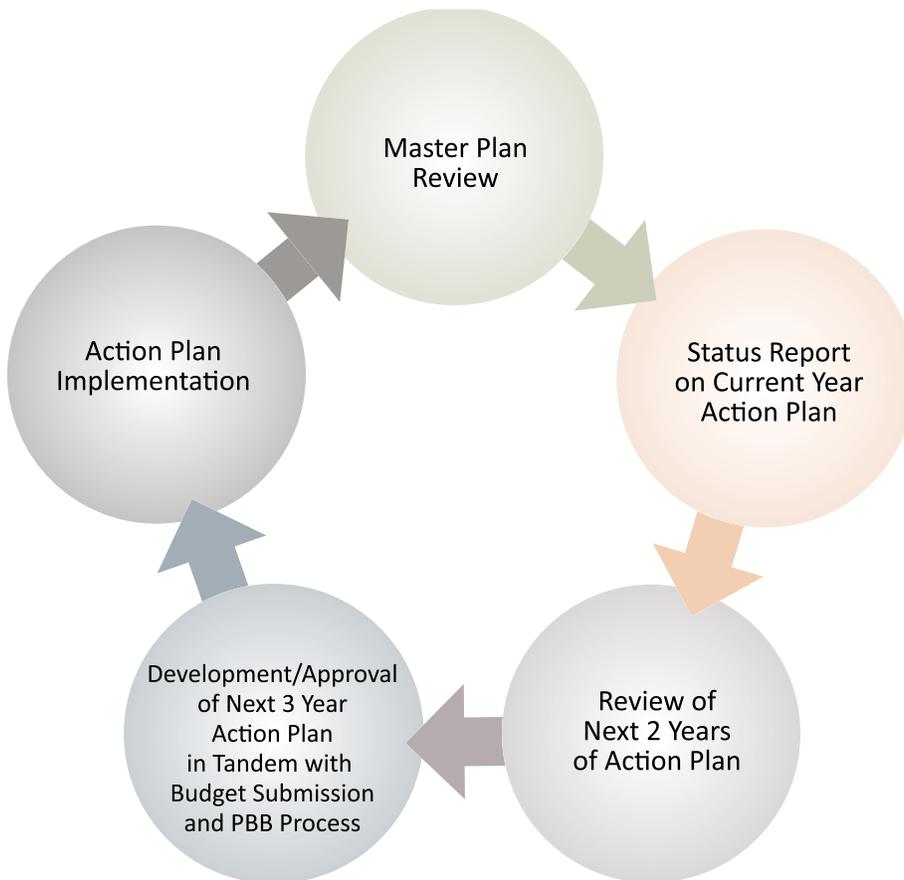


Figure 9.1 Annual Action Plan Process

Conclusion

The framework for this forecast is clear related to capital investment. While the Capital Improvement Program (CIP) in the constrained plan includes upgrades to existing facilities and parks with corresponding O&M increases, the bulk of these funds are focused on lowering and maintaining a FCI for current park and recreation assets at a desired level. Action and Vision LOS Alternatives require additional funding above the current constrained budget.

The forecast for recreation programs and services is also clear. In the constrained plan, recreation programs would be funded at the current levels, reinforcing the importance of ensuring resources are directed at the highest community benefit programs. The department will make trade-offs between current programs to develop new ones and enhance programming that aligns with community priorities. Action and Vision Alternatives witness a greater change in programs and services to meet community needs. Alternative funding sources allow for broader participation and increased levels of service.

Appendix A

Glossary

Assessment – process of comparing and evaluating an entity against established standards, and documenting the differences.

Asset – real or personal property which organizations desire to track and manage as a distinct identifiable entity. It may be a physical structure or grouping of structures, land features, or other tangible property that has a specific service or function. The term “asset” can also be applied to movable items, such as vehicles and equipment.

Asset deficiency – a facility defect that occurs when maintenance and repair tasks are not performed in a timely manner. When allowed to accumulate uncorrected, they inevitably lead to deterioration of performance, loss of asset value, or both. An accumulation of such uncorrected deficiencies is a backlog that represents a liability (in both physical and financial terms) for an asset.

Asset management – a systematic process of maintaining, upgrading, and operating physical assets cost-effectively.

Asset priority index (API) – an asset evaluation process that quantifies the value of an asset in relation to the mission of the organization. The API ranks assets according to a numeric rating system.

Backlog – The unfunded deficiencies work required to bring facilities to a condition that meets accepted codes, laws, and standards to achieve expected life.

Benchmark – A well-defined, widely accepted standard of performance used to measure progress toward a specific state or level of competency.

Benchmarking – The continuous process of measuring a product, service, or process against the best practices of recognized leaders in the field in order to achieve superior performance.

Blue line – result of 1959 Boulder City Charter amendment that limited water extensions above an elevation of 5,750 feet to preserve the mountain backdrop.

Business core program – program comparable to private market offerings and offered at market rates.

Capital improvement – new construction or an alteration that helps an asset better meet its intended purpose.

Casual participant – categorization used by SGMA referring to individuals that participate in a particular recreational activity 1-49 times during a year.

City park – park classification type representing sites that are generally 100-300 acres in size. Designed to serve the entire community, they generally provide a mix of natural beauty and developed facilities.

Community benefit – a good that is shared for all (or most) members of a society or social group.

Condition assessment – The inspection and documentation of the condition of the features of an asset as measured against the applicable maintenance or condition standards. It provides the basis for long-range maintenance planning, as well as annual work plans and budgets.

Core participant – categorization used by SGMA referring to individuals that participate in a particular recreational activity 50 or more times during a year.

Cost recovery – recoupment of the financial expenditure associated with providing a service.

Critical system – a collection of components that typically operate in conjunction to provide an essential service and whose failure, removal, or non-operation may result in loss or harm.

Current acres – as used in this plan, the number of acres that are developed and open for use at this time.

Current replacement value (CRV) – the dollar amount needed to pay to replace an asset at the present time according to its current worth.

Deferred maintenance – maintenance that was not performed when it should have been or was scheduled to be completed and then put off or delayed.

Diamond ball field – athletic field used for baseball or softball.

Dog parks – areas in which dogs can play without leashes.

Excise tax – a tax that is paid when purchases are made on a specific good (e.g. gasoline, sporting goods)

Existing acres – see “current acres”

Facility – see “asset”

Facility condition index (FCI) – A measure of a facility’s relative condition at a particular point in time compared to similar facilities. The FCI rating is a ratio of the cost of repair of an asset’s deficiencies divided by the current replacement value for the asset.

Feasibility study – an evaluation and analysis of the potential of a proposed project or venture that objectively explores costs versus benefits. Costs and benefits can be financial, social, environmental, or political.

Frequent participant – categorization used by SGMA referring to individuals that participate in a particular recreational activity 100 or more times during a year.

Individual benefit – a good that is excludable and yields benefit only to one individual or group.

Infill development – development of vacant parcels of land within the city which were not developed when initial development occurred, or were cleared of substandard structures and are ready for new development.

Level of Service (LOS) – an expression of the minimum recreation and park infrastructure capacity required to satisfy the needs of residents of the community. Unless otherwise specified, LOS is expressed as per 1,000 population.

Life Cycle – all stages of providing a facility or service including conception, planning, design, implementation, evaluation, monitoring, retirement, and/or disposal.

Life Cycle asset management – systematic process of maintaining, upgrading, and operating physical assets cost effectively.

Millage – an ad valorem tax that an owner is required to pay on the value of a taxable property.

Multi-use field – typically rectangular, areas consisting of either sand-based engineered soils or artificial turf used for playing surfaces for athletics.

Needs Assessment – a systematic process for determining and addressing gaps between current conditions and desired conditions.

Preventive maintenance – regularly scheduled periodic maintenance activities (within a year) on selected equipment.

Private good – see “individual benefit.”

Recreation facility – major sport or leisure complexes that house many formal and informal athletic events.

Recreation priority index (RPI) – a service evaluation process that quantifies the value of a recreation program or service in relation to the mission of the organization. The RPI ranks programs or services according to a numeric rating system.

Regular participant – categorization used by SGMA referring to individuals that participate in a particular recreational activity 50-99 times during a year.

Setting – categorization type for park and recreation facilities that describes the intended use and function. A setting also provides contextual information for managers about operational decisions.

Social core program – traditional youth programs, programs that target community members with disabilities or low incomes, and activities that enhance the health, safety, and livability of the community.

Social good – see “community benefit.”

Stakeholder – group or individual who can affect, or is affected by, the achievement of the organization’s mission. Examples include managers, employees, policy makers, suppliers, vendors, citizens, and community groups.

Total Cost of Facility Ownership (TCFO) – all costs associated with operating an asset over its full life cycle, including planning, design, acquisition, construction, operation, maintenance, recapitalization, and disposal.

Undeveloped parkland – areas owned by the City of Boulder that are reserved for future park development.

Urban services – defined by the Boulder Valley Comprehensive Plan, urban services include public water, public sewer, stormwater and flood management, urban fire protection and emergency medical care, urban police protection, multimodal transportation, and developed urban parks.

Abbreviations

ADA – Americans with Disabilities Act (1990)

API – Asset priority index

BPRD – Boulder Parks and Recreation Department

BVCP – Boulder Valley Comprehensive Plan

BVSD – Boulder Valley School District

CAPRA – Commission on the Accreditation of Park and Recreation Agencies

CMO – City Manager's Office

COB – City of Boulder

CPRP – Certified Park and Recreation Professional

CRV – Current replacement value

CU – University of Colorado

EBCC – East Boulder Community Center

EXPAND – Exciting Programs Adventures and New Dimensions

FCI – Facility condition index

IU – Indiana University

LOS – Level of service

NBRC – North Boulder Recreation Center

NRPA – National Recreation and Park Association

OSMP – Open Space and Mountain Parks Department

PBB – Priority Based Budgeting

PLAY – Parks and Leisure for Adults and Youth (Boulder Foundation)

PLWG – Pottery Lab Working Group

PRORAGIS - Park and Recreation Operating Ratio and Geographic Information System

PVA – Program Viability Assessment

RPFP – Recreation Programs and Facilities Plan (2010)

RPI – Recreation Priority Index

SBRC – South Boulder Recreation Center

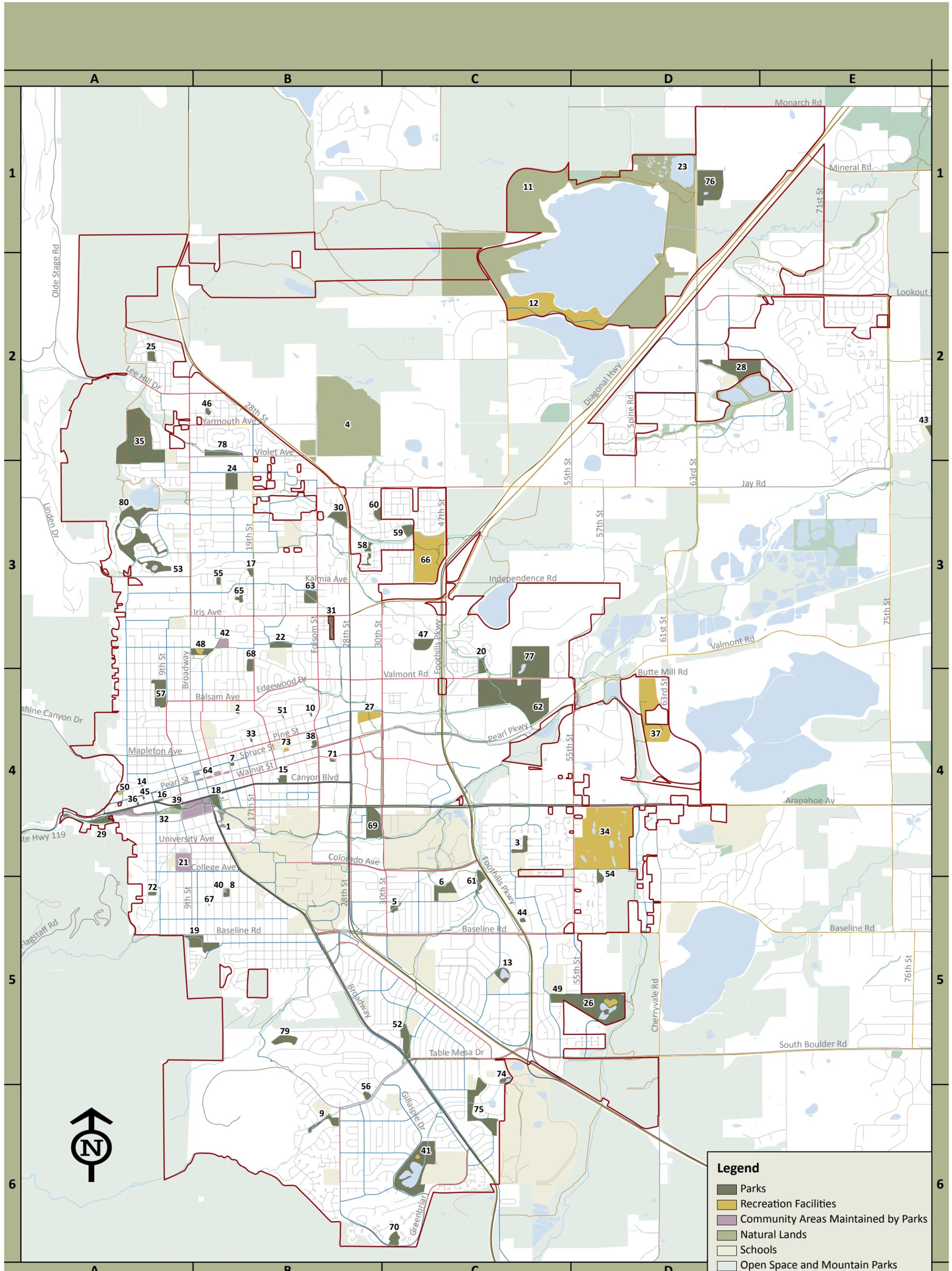
SGMA – Sporting Goods Manufacturers Association

TCFO – Total Cost of Facility Ownership

YSI – Youth Services Initiative

Map ID	Map Location	Park, Facility or Area Name	Address	Acres	Picnic Shelter	Playground	Restroom	Diamond Field	Rectangular Field	Tennis Court	Basketball Court	Volleyball Court	RTD	Bike trail
1	B4	Andrews Arboretum	1560 Broadway	0.7									x	x
2	B4	Ann Armstrong Park	1650 Alpine	0.2										
3	C4	Arapahoe Ridge Park	1280 Eisenhower Dr	4.8	x	x		x		x			x	
4	B2	Area III	Hwy 36 & 26th St	187.5										
5	C5	Arrowwood Park	3185 Aurora Ln	2.0		x							x	x
6	C5	Aurora 7 Park	3805 E Aurora Ave	7.9				x	x				x	x
7	B4	Barker Park	1518 Spruce St	0.5		x							x	x
8	B5	Beach Park	12th & Euclid	1.8		x								
9	B6	Bear Creek Park	1095 Lehigh St	6.6									x	
10	B4	Bluff Park	2472 Bluff St	0.2										
11	C1	Boulder Reservoir Natural Area	5100 Reservoir Rd	379.8										x
12	C2	Boulder Reservoir Regional Park	5100 Reservoir Rd	67.4	x		x					x		x
13	C5	Burke Park	490 Mohawk Dr	6.1	x								x	
14	A4	Campbell Robertson Park	510 Mountain View Rd	0.1									x	
15	B4	Canyon Park	2035 Canyon Blvd	2.4		x					x		x	x
16	A4	Canyon Pointe Park	Canyon & Walnut	0.6									x	
17	B3	Catalpa Park	3685 19th St	1.3	x								x	
18	B4	Central Park	1236 Canyon Blvd	3.6									x	x
19	B5	Chautauqua Park	900 Baseline Rd	12.4	x	x	x			x			x	
20	C3	Christensen Park	3100 Kings Ridge Blvd	4.5	x	x							x	x
21	A4	Columbia Cemetary	1291 9th St	10.9										
22	B3	Columbine Park	2202 Glenwood Dr	4.4		x			x	x				
23	D1	Coot Lake	6247 63rd St	65.1			x							x
24	B3	Crestview Park	1897 Sumac Ave	7.8		x								
25	A2	Dakota Ridge Park	501 Dakota Blvd	3.0	x	x							x	x
26	D5	East Boulder Community Park	5660 Sioux Dr	53.4	x	x			x	x	x	x		
26	D5	East Boulder Community Center	5660 Sioux Dr	3.0		x	x						x	x
27	B4	East Mapleton Ballfields	2900 Mapleton Ave	7.8		x	x	x					x	x
28	D2	Eaton Park	6505 Nautilus Ct	26.2	x								x	x
29	A4	Eben G. Fine Park	101 Arapahoe Ave	6.9	x	x	x						x	x
30	B3	Elks Park	3995 N 28th St	7.9	x			x					x	x
31	B3	Elmer's Two Mile Park	2700 Iris	4.1	x	x								x
32	A4	Evert Pierson Kids' Fishing Pond	9th and Boulder Creek	4.9									x	x
33	B4	Fitzpatrick Park	1800 Mapleton Ave	0.3									x	
34	D4	Flatirons Golfcourse	5706 Arapahoe	127.1	x	x							x	x
35	A2	Foothills Community Garden	800 Cherry Ave	0.9									x	x
35	A2	Foothills Community Park	800 Cherry Ave	65.2	x	x	x		x		x		x	x
36	A4	Fortune Community Garden	1920 4th St	0.1									x	
36	A4	Fortune Park	1920 4th St	0.3									x	
37	D4	Gerald Stazio Ballfields	2445 Stazio	42.3	x	x	x	x						x
38	B4	Greenleaf Park	2940 Spruce St	1.5		x					x		x	x

39	A4	Haertling Sculpture Garden	9th & Canyon	1.0									x	x
40	B5	Harbeck House	1206 Euclid	0.4		x								
41	C6	Harlow Platts Community Park	1360 Gillaspie Dr	50.1	x	x			x	x		x	x	x
42	B3	Hawthorne Community Garden	15th & Hawthorne	4.0									x	x
43	E2	Heatherwood Park	7805 Heatherwood Dr	5.6										
44	C5	Hickory Community Garden	Hickory & Foothills	0.8									x	x
45	A4	Hiram Fullen Park	5th & Pearl	0.2										
46	B2	Holiday Park	4650 14th St	1.1		x							x	x
47	C3	Howard Heuston Park	3200 34th St	7.6		x					x			
48	B3	Iris Center-Administration	3198 Broadway	1.5		x							x	x
49	D5	Keewaydin Meadows Park	Manhattan & Sioux	4.5	x	x				x			x	x
50	A4	Knollwood Park	280 Spruce St	0.6						x				
51	B4	Lover's Hill Park	22nd & Mesa	0.2										
52	C5	Martin Park	36th & Eastman	9.3	x	x		x		x	x		x	x
53	A3	Maxwell Lake Park	Linden Park dr N of Linden	8.6										x
54	D4	Meadow Glen Park	5662 Pennsylvania Pl	2.5		x					x			x
55	B3	Melody Park	16th & Kingwood	1.2	x	x								
56	B6	Mesa Memorial Park	3201 Table Mesa Dr	1.7									x	x
57	A4	North Boulder Park	9th & Dellwood	12.7	x	x	x	x	x		x			
48	B3	North Boulder Recreation Center	3170 Broadway	1.5		x							x	x
48	B3	Olmsted Park	3170 Broadway	5.3						x		x	x	x
58	B3	Palo Central-South	Palo Pkwy & Paseo del Prado	2.8										x
59	C3	Palo East	4340 Corriente Dr	4.1		x							x	x
60	C3	Palo North	30th & Redwood	3.0						x			x	x
61	C5	Park East	Aurora & Mohawk	4.7	x	x					x		x	x
62	C4	Park Operations	5200 E. Old Pearl St	8.1		x								x
63	B3	Parkside Park	26th & Kalmia	5.6	x	x					x			
64	B4	Pearl Street Mall	Pearl Street, between 11th and 15th St	2.9				x					x	x
65	B3	Pineview Park	Cloverleaf S of Kalmia	1.6	x	x								
66	C3	Pleasantview Fields	3805 47th St	52.6				x		x			x	x
67	B5	Pottery Lab	1010 Aurora	0.1		x								
68	B3	Salberg Park	3045 19th St	3.0	x	x	x				x		x	
69	B4	Scott Carpenter Park and Pool	1505 30th St	16.9	x	x	x	x					x	x
70	C6	Shanahan Ridge Park	3299 Redstone Ln	4.3		x							x	
71	B4	Sinton Park	26th and Walnut	0.5									x	
72	A5	Smith Park	Gilbert & Cleveland	1.1		x								
41	C6	South Boulder Recreation Center	1360 Gillaspie	0.6		x							x	x
73	B4	Spruce Pool	2150 Spruce St	0.8		x							x	
74	C5	Tantra Environmental Park	Tantra Dr & Moorhead Cr	2.5										
75	C6	Tantra Maintenance Facility	685 Tantra Dr	0.7										
75	C6	Tantra Park	46th & Hanover	20.9	x	x			x					x
76	D1	Tom Watson Park	6180 63rd St	31.0		x		x		x	x	x		
77	C3	Valmont City Park	Valmont and Airport Rd	127.2	x	x	x		x				x	x
78	B2	Violet Park	4501 19th St	7.3									x	x
79	B5	West Highland Park	1900 Dartmouth	6.6										
80	A3	Wonderland Lake Park	301 Poplar Ave	31.0	x	x								x



Boulder Parks and Recreation Department System Map 2014

**CITY OF BOULDER
PLANNING BOARD ACTION MINUTES
July 25, 2013
1777 Broadway, Council Chambers**

2013 AUG 30 AM 8:34

A permanent set of these minutes and a tape recording (maintained for a period of seven years) are retained in Central Records (telephone: 303-441-3043). Minutes and streaming audio are also available on the web at: <http://www.bouldercolorado.gov/>

PLANNING BOARD MEMBERS PRESENT:

Crystal Gray
John Putnam
Mary Young, Chair
Sam Weaver

PLANNING BOARD MEMBERS ABSENT:

Aaron Brockett
Bryan Bowen
Leonard May

STAFF PRESENT:

Peggy Bunzli, Finance
Joe Castro, Facilities & Asset Management
Jeff Dillon, Parks and Recreation
Charles Ferro, Development Review Director for CP&S
Bob Harberg, Utilities
Dave Hayes, Police
Don Ingle, Information Technology
Donna Jobert, DUHMD
Kirk Kincannon, Parks and Recreation
Elaine McLaughlin, Senior Planner
Susan Meissner, Administrative Assistant III
Chris Meschuk, Planner II
Mike Orosel, OSMP
Alison Rhodes, Parks and Recreation
Susan Richstone, Deputy Director of Planning and Development Services
Hella Pannewig, Assistant City Attorney
Chandler Van Schaack, Planner I
Stephaney Westhusin, Transportation
Frank Young, Fire Department

1. CALL TO ORDER

Chair, **M. Young**, declared a quorum at 6:07 p.m. and the following business was conducted.

2. APPROVAL OF MINUTES

There were no minutes scheduled for approval.

3. PUBLIC PARTICIPATION

No one from the public spoke.

4. DISCUSSION OF DISPOSITIONS, PLANNING BOARD CALL-UPS/CONTINUATIONS

- A. USE REVIEW (LUR2013-00032): Request to convert an existing 5,000 square foot retail space into "Made Movement" professional office and accessory retail use at 2206 Pearl in the MU-3 zone district. The call-up period expires on July 29, 2013.**

The board did not call this item up.

- B. USE REVIEW (LUR2013-00024): Request to convert an existing 2,400 square foot office space into a new indoor athletic facility, at 5485 Conestoga in the IG zone district. The call-up period expires on July 29, 2013.**

The board did not call this item up.

- C. Administrative SITE REVIEW: For assisted living and memory care facility with 93 rooms for up to 117 residents. Includes associated accessory support services.**

The board did not call this item up.

5. PUBLIC HEARING ITEMS

- A. Public hearing and consideration of a recommendation to City Council on the proposed 2014-2019 Capital Improvement Program (CIP).**

Staff Presentation:

C. Meschuk and P. Bunzli presented to the board.

Board Questions:

J. Dillon, S. Westhusin, B. Harberg, J. Castro, M. Orosel, F. Young and M. Beckner answered questions from the board.

Public Hearing:

No one from the public spoke

Board Comments:

C. Gray would like to acknowledge and include energy savings in the CIP. She would also like the city to more aggressively pursue GOCO funding.

S. Weaver recommended including a table with a list of projects having something to do with energy, to reinforce integration between the CIP process and BVCP and Climate Commitment. He did not think this was necessary this year but should be considered in future CIP planning. He thought the CIP was well written and easy to understand.

J. Putnam thought that the format, level of information and consistency were very strong. Some of the utilities water projects were a bit difficult to understand and could be made more user friendly by adding a larger map to show the water projects west of Boulder. He also recommended tracking carbon reduction data in future CIPs.

Motion:

On a motion by **J. Putnam**, seconded by **S. Weaver**, the Planning Board voted 4-0 (**A. Brockett**, **B. Bowen** and **L. May** absent) to recommend to City Council the 2014 Capital Improvement Program, including the list of CIP projects to undergo a Community and Environmental Assessment Processes as outlined in the staff memorandum dated July 25, 2013.

The board would like to integrate and assure consistency between the city's Climate Commitment and BVCP policies. They recommended that future CIP documents include summary information on energy and greenhouse gas emissions savings through capital projects as well as project information sheets outlining a more detailed analysis on reductions and savings.

B. Public Hearing and Recommendation to City Council for Acceptance of the Boulder Police Master Plan and Approval of the Boulder Valley Comprehensive Plan (BVCP) Police Master Plan Summary and Amend Urban Service Criteria and Standards.

Staff Presentation:

M. Beckner and **J. Crean** presented to the board.

Board Questions:

M. Beckner and **J. Crean** answered questions from the board.

Public Hearing:

No one from the public spoke.

Board Comments:

C. Gray recommended that other board members do a ride along with the Boulder Police Department to better understand the Land Use Alcohol Code changes.

S. Weaver thought that the format for the plan was excellent and easy to read. He would like to see other Master Plans follow a similar format.

Motion:

On a motion by **C. Gray**, seconded by **J. Putnam**, the Planning Board voted 4-0 (**A. Brockett**, **B. Bowen** and **L. May** absent) to recommend to City Council acceptance of the Police Master Plan and that the Planning Board approve the proposed amendments to the BVCP Police Master Plan Summary and to the BVCP Urban Service Criteria and Standards.

C. Public Hearing and Recommendation to City Council for Acceptance of the Boulder Parks and Recreation Master Plan and Approval of the revised Boulder Valley Comprehensive Plan (BVCP) Parks and Recreation Master Plan Summary.

Staff Presentation:

K. Kincannon and **J. Dillon** presented the item to the board.

Board Questions:

K. Kincannon and **J. Dillon** answered questions from the board.

Board Comments:

C. Gray commended staff on the public process and community engagement. She expressed concern that the new trend in high-density infill will require more parks for residents lacking in their own dedicated outdoor space. She thought that Parks and Recreation and the Urban Forestry unit need to be better funded.

S. Weaver thought this was an excellent and thorough document. He noted that gardening is the single most common pastime in the country and thought it would continue to be a growing trend. He recommended adding more community gardening opportunities in city parks. Perform use studies at passive parks and use the lesser-used areas in parks as gardens.

M. Young recommended adding a community garden to a location on 13th Street between Alpine and North Streets. This area would be in very high demand.

C. Gray agreed with **S. Weaver**. She thought the gardens could tie back to the neighborhood involvement and ownership portion of the Master Plan as an important role in programming neighborhood-specific activities in parks.

S. Weaver appreciated the breakdowns in the Plan and recommended adding a

prioritized list of items that are of importance to their mission.

Public hearing:

No one from the public spoke.

Motion:

On a motion **S. Weaver**, seconded by **J. Putnam**, the Planning Board voted 4-0 (**A. Brockett**, **B. Bowen** and **L. May** absent) to recommend to City Council acceptance of the Parks and Recreation Master Plan and that the Planning Board approve the proposed amendments to the BVCP Parks and Recreation Master Plan Summary. With a friendly amendment by **M. Young** to add a paragraph about the changing demographics, similar to the section found in the Police Master Plan. The friendly amendment was accepted by **S. Weaver**.

6. MATTERS FROM THE PLANNING BOARD, PLANNING DIRECTOR, AND CITY ATTORNEY

A. Civic Area Preliminary Draft Plan

S. Weaver thought that this process has successfully engaged the community and the vision gives a good amount of specificity while maintaining flexibility. He thought that the middle portion of the site design is spot on, liked the proposal for the West end, and found it helpful to consolidate city functions in one location. He suggested that staff closely consider the farmers market's needs and asked if it could be replicated in other areas of the city on non-competing days to make it more accessible to residents. He noted that the band shell has not been included in these drawings and thought that it would be hard to site with the current program. The arts area should be driven by the needs of the community.

J. Putnam recommended that staff consider the approach to planning for capacity in the park. He noted that Golden recently completed a similar project and has experienced higher volumes of people than the infrastructure can accommodate. He encouraged staff to consider how to plan for crowds at peak times.

S. Weaver agreed with **J. Putnam's** comment. He recommended that outdoor sculpture be changed every few months. He cited Tesuque in Santa Fe as an example.

J. Putnam also cited the Walker Art Center in Minneapolis.

C. Gray would like to see the band shell represented on the plan and emphasized the importance of creating opportunities to have many eyes on the park for safety. She liked the idea of repurposing the Municipal Building and cited the old Palo Alto Municipal building that was converted to an arts facility.

She thought that staff did a great job on the Civic Area process hoped that the city could meet the timeline to utilize the civic use pad by the St. Julien Hotel.

M. Young noted that the Civic Area plan has several features, as opposed to one primary feature, to draw people to the park.

J. Putnam recommended that the creek become an area of attraction through an engineered wave, water hole, or other feature. He explained that Englischer Garten in Munich has a popular engineered wave in the river that people surf. He thought that there could be some opportunities along the river that are smaller rather than large blockbusters.

B. Update on proposed City Council discussion about emails related to an agenda item sent to Planning Board members during deliberations of the item.

H. Pannewig addressed this item in an email and did not feel that it was necessary to discuss it further. She encouraged the board members to call her with questions.

J. Putnam thought that it would make sense to draft a written policy per the recommendation in **H. Pannewig's** email.

C. Electronic Board Communications

H. Pannewig explained that she was concerned about emails that sounded like a discussion. All meetings must be public and decisions may not be made via email. It is okay to send informational and organizational items, note that there is a topic that a member wants to bring up at a consequent meeting, and ask questions of staff as long as none become a discussion. Members may ask questions of staff while copying Planning Board members as long as it is not related to a previous conversation.

J. Putnam recommended that protocols be written pertaining to questions submitted by the public with regard to public hearing items. He thought that it would be helpful send an automatic response.

S. Meissner will follow up with IT to create an auto response to emails sent to boulderplanningboard@bouldercolorado.gov.

C. Gray recommended that Planning Board to have a hotline similar to the Council hotline. She did not think that important items are being sufficiently forwarded to interested members of the public. She would like to see more transparent communication.

H. Pannewig noted that Council has person dedicated to maintaining the hotline and there is not currently funding for a similar role for Planning Board. She

proposed a study session to discuss these issues.

S. Weaver did not think that a hotline would be helpful or is something that the public would want. He saw little value because it does not change the board's ability to respond to correspondence. He recommended that all correspondence be posted to the website instead.

This will be discussed further at the dedicated study session.

S. Richstone explained that the absences have become a matter of difficulty for applicants.

S. Weaver asked that **S. Richstone** explain this in an email to the board members.

The September 12th meeting will consist of a study session to discuss these matters from 5:30- 7p.m. and the public hearing for Boulder Jewish Commons will begin at 7p.m.

S. Meissner will send calendars through the end of the year to allow for holiday planning.

7. DEBRIEF MEETING/CALENDAR CHECK

8. ADJOURNMENT

The Planning Board adjourned the meeting at 10:29 p.m.

APPROVED BY



Board Chair

8/15/13
DATE

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**CITY OF BOULDER
CITY COUNCIL AGENDA ITEM**

MEETING DATE: January 8, 2013

AGENDA TITLE: Consideration of a motion to accept the summary of the November 27, 2012 Joint City Council/Parks and Recreation Advisory Board Study Session on the Parks and Recreation Department Master Plan.

PRESENTERS:

Jane S. Brautigam, City Manager
 Paul J. Fetherston, Deputy City Manager
 Kirk Kincannon, CPRP, Director of Parks and Recreation
 Jeff Dillon, Parks and Planning Superintendent
 Alice Guthrie, Recreation Superintendent
 Abbie Poniatowski, Senior Business and Finance Manager
 Jeff Haley, Parks and Planning Manager
 Alison Rhodes, Master Plan Staff Lead

EXECUTIVE SUMMARY:

This agenda item provides a summary of the November 27, 2012 Joint City Council/Parks and Recreation Department Study Session on the Master Plan project.

STAFF RECOMMENDATION:

Suggested Motion Language:

Staff requests council consideration of this matter and action in the form of the following motion:
 Motion to accept the study session summary (Attachment A) of the November 27, 2012 Study Session on the Parks and Recreation Department Master Plan Update.

ATTACHMENT:

A: Summary of the November 27, 2012 Joint City Council/Parks and Recreation Advisory Board Study Session on the Parks and Recreation Department Master Plan.

Attachment A

November 27, 2012 Study Session on Parks and Recreation Master Plan Update

PRESENT

City Council: Mayor Matthew Appelbaum, Deputy Mayor Lisa Morzel, Council Members Suzy Ageton, KC Becker, Macon Cowles, Suzanne Jones, George Karakehian, Tim Plass and Ken Wilson.

Staff members: Jane S. Brautigam, city manager; Paul J. Fetherston, deputy city manager; Kirk Kincannon, director of parks and recreation; Jeff Dillon, superintendent of parks and planning; Alice Guthrie, superintendent of recreation; Abbie Poniatowski, senior business and finance manager; Jeff Haley, planning manager; Alison Rhodes, master plan staff lead.

Parks and Recreation Advisory Board members: Bob Yates, chair; Michelle Estrella, vice-chair; and Board Members Michael Conroy, Myriah Conroy, Michael Guzek, Rick Thayer and Kelly Wyatt.

Consultant: Steve Wolter, executive director, Eppley Institute for Parks and Public Lands; Jeff Bransford and Austin Hochstetler, project managers, Eppley Institute for Parks and Public Lands.

PURPOSE

The purpose of this study session and discussion was to present an overview of the Parks and Recreation Department Master Plan process and update, and to provide the City Council an opportunity to discuss the key themes and policy issues that have emerged as a result of the research and public engagement.

OVERVIEW OF THE PRESENTATION AND DISCUSSION

Kirk Kincannon and Steve Wolter presented an overview of the process to-date (November 2012). Staff and consultants are concluding the research phase of the project, which formed the foundation of the master plan update and included extensive research and community engagement. The results of the research, as well as the public engagement to-date, have resulted in the identification of these key themes: Community Health and Wellness; Recreation Programming; Environmental Stewardship; Asset Management; Financial Sustainability; Community Building and Relationships; Youth Engagement and Activity; Connecting Parks, Facilities and Trails; and Organizational Change. The discussion was focused around four policy issues (trends, role of the department, programs and services, and infrastructure investment), identified in the questions listed below, that have emerged along with the key themes.

Trends

The consultant presented research in the parks and recreation industry indicating the trends of increasing youth obesity, nature deficit disorder and changing demographics, which include an increase in minority populations and seniors. Benchmark agencies and other parks and recreation departments have responded to these trends by partnering with public health agencies, school districts and health care providers. The community has indicated that it is very important that the City of Boulder Parks and Recreation Department (BPRD) contribute to the community's physical health, as well as promoting physical and mental well-being.

1. **Question for Council:** *As trends evolve, should needs be met by adding services or replacing them?*

Discussion Outcome

Throughout the discussion, there was alignment among City Council, the Parks and Recreation Advisory Board (PRAB), and department staff on the trends presented that have been discovered through research and community input. The City Council discussed several major trends including an awareness of shifting demographics relative to growing minority populations, aging populations and how the department accommodates the needs and expectations of special segments (e.g., youth, disadvantaged populations) of the community. Secondly, City Council agreed that the department must actively engage youth in programs and services in order to address social health issues such as nature deficit disorder, childhood obesity and keeping youth active in their community. Several unique ideas were discussed for staff consideration, such as incentive programs that encourage youth activity similar to summer reading programs, a "living school bus" to encourage walking to school and coordinating safe routes to school through parks. Thirdly, City Council agreed on the important trend illustrating that the department touches all aspects of public health in the community. City Council and PRAB agree that the department can increasingly play a critical role in creating a healthy community through programs and facilities that promote wellness. Council members also suggested that the department needs to assess the trends relative to the appropriate timeframe. Are the trends short-term or will they have long-term, lasting effects on the community?

Role of the Department

The consultant communicated the need for the department to focus the services it provides to ensure they are meeting the needs of the community. Traditionally, parks and recreation agencies focus on beginner programs and on health and wellness. BPRD offers a broad spectrum of programs and the community is satisfied with the services provided by the department. Given limited resources, there is a need to ensure the department is strategic in program delivery, so that subsidies and resources can be directed to serving the community in the most effective way.

2. **Question for Council:** *What are BPRD's essential or priority services?*

Discussion Outcome

Council communicated alignment with the community and PRAB relating to the importance of creating social equity in the programs and facilities of the department, determining sustainable funding priorities, developing facilities that provide an appropriate return on investment and meet the needs of the community, and determining appropriate trade-offs given limited resources for the department. Council suggested engaging the community in a survey to determine trade-offs that would indicate the preference of the community for the programs and services that the department provides. Council also aligned with PRAB in discussing the idea of partnerships and privatizing certain programs and services. Many communities have a process for transitioning elite and/or specialized programs to a private service provider in the community. The council raised general concerns about the survey and the fact that the survey does not represent a fully balanced demographic of the city resident population. Department staff agreed and indicated that additional work was being undertaken to gather input from the under-represented populations. Council also agreed that the survey was only one source of information among many included in the update process. Council agreed with the results of the community input indicating that tax-payer subsidy is appropriate for programs for the disadvantaged populations in the community. Furthermore, there was discussion about the appropriate funding source for subsidy (general fund vs. dedicated funds) for programs and services that benefit the community.

Programs and Services

The consultant conveyed that the BPRD offers a broad spectrum of recreation programs and services and has a cost recovery rate that is much higher than benchmark agencies. The community has indicated that it is essential that the department provide recreation programming for children and teens, disadvantaged populations, families and seniors. The community has also suggested that programs for youth, low-income populations and people with disabilities should be subsidized by taxes. There is a need for the department to more formally define who it is serving and how programs are funded.

3. Question for Council: How should the BPRD balance providing community good with revenue production?

Discussion Outcome

Council and PRAB both agreed that the department needs to remain focused on providing social equity in the programs, services and facilities that it provides. There was discussion about the concern of trying to be “all things to all people.” There is a desire of City Council for the department to illustrate how current funding meets the priorities of the community that were identified in the survey. The council indicated a preference that the department focuses on programs that promote wellness and healthy lifestyles, and that meet the needs of the disadvantaged in the community. The council and PRAB both asked that the department review the current fee structure, revisit the existing pricing model for cost recovery and determine where and how subsidy is applied. Council also requested that the department review resident versus non-resident fees and potential partnership opportunities with the community providers of similar programs and services.

Infrastructure Investment

There is an increasing need for asset management and Boulder's approach is ahead of the curve. Research clarifies the issue for the BPRD, demonstrating that department assets are in fair condition overall, bordering on poor, with a maintenance backlog estimated at over \$37 million. The community has demonstrated both that priority for maintaining existing facilities is high and that there is some desire for new and specialized facilities.

4. Question for Council: How does the BPRD prioritize maintaining existing facilities with developing new ones?

Discussion Outcome

There is alignment among the City Council, PRAB and the community on the priority of "taking care of what you have" when it comes to balancing maintaining existing facilities and developing new assets. Council understands that, given limited resources and multiple community needs, appropriate trade-offs will need to be made and the department cannot be "all things to all people." PRAB supported the need of the department to appropriately budget annually to address maintenance backlogs and the City Council would like to understand the current maintenance backlog and how it is being addressed in funding priorities. The council requested more information about how funds are spent on operating vs. capital expenditures, what the current approach is to addressing the maintenance backlog of facilities, and about the department's investment priorities. The council also requested additional information on any proposed land acquisition, as well as the current acreage for new park development. In the context of park planning and development, council members also emphasized the importance of beauty within the parks, the many benefits that parks provide the community and the desire for Boulder's parks to be "world-class" in design and functionality.

Next Steps

In the course of the discussion, there were several specific requests from council for further information. The following questions will be addressed during the Needs Assessment and will be available for the May 28, 2013 City Council Study Session:

- How is funding currently spent? Does current spending match the priorities in the survey? How should it be spent/prioritized (operating vs. capital)?
- What opportunities exist to bring in other funding sources?
- What are the department's investment priorities? Where is the biggest "bang for our buck"/Return on Investment (ROI)?
- What programs and services does the general fund currently subsidize? What should it subsidize?
- What is the current maintenance backlog – how is it being prioritized and addressed?
- What are the department's land acquisition priorities and plans?
- What are the department's park development priorities and plans? Should park classification be revisited?
- How should the department balance use of facilities by local groups and tournaments and events?

Continuing outreach to the minority populations and youth is clearly a high priority, and staff will update results and public engagement information as outreach is conducted. The PRAB will be engaged in study sessions in January, February and April of 2013 and those packets, as well as those of the regular PRAB meetings, will have additional information about community engagement. Members of council will have the opportunity to participate in the stakeholder work session (Pathfinder) in February 2013, and will also receive an update in an Information Packet in April. City Council will discuss the draft needs assessment and action plan in the May 28, 2013 study session.



**CITY OF BOULDER
CITY COUNCIL AGENDA ITEM**

MEETING DATE: June 18, 2013

AGENDA TITLE: Consideration of a motion to accept the summary of the May 28, 2013 City Council Study Session on the Parks and Recreation Department Master Plan.

PRESENTERS:

Jane S. Brautigam, City Manager
 Paul J. Fetherston, Deputy City Manager
 Kirk Kincannon, CPRP, Director of Parks and Recreation
 Jeff Dillon, Parks and Planning Superintendent
 Alice Guthrie, Recreation Superintendent
 Abbie Poniatowski, Senior Business and Finance Manager
 Jeff Haley, Planning Manager
 Alison Rhodes, Master Plan Project Manager

EXECUTIVE SUMMARY:

This agenda item provides a summary of the May 28, 2013 City Council Study Session on the 2013 Parks and Recreation Master Plan.

STAFF RECOMMENDATION:

Suggested Motion Language:

Staff requests council consideration of this matter and action in the form of the following motion:
 Motion to accept the summary (Attachment A) of the May 28, 2013 study session on the Parks and Recreation Department Master Plan.

ATTACHMENT:

A: Summary of the May 28, 2013 City Council Study Session on the Parks and Recreation Department Master Plan.

Attachment A

May 28, 2013 Study Session on Parks and Recreation Master Plan Update

PRESENT

City Council: Mayor Matthew Appelbaum, Mayor Pro Tem Lisa Morzel, Council Members Suzy Ageton, Macon Cowles, Suzanne Jones, George Karakehian, Tim Plass and Ken Wilson.

Staff members: Jane S. Brautigam, City Manager; Paul J. Fetherston, Deputy City Manager; Kirk Kincannon, Director of Parks and Recreation; Jeff Dillon, Superintendent of Parks and Planning; Alice Guthrie, Superintendent of Recreation; Abbie Poniatowski, Senior Business and Finance Manager; Sarah DeSouza, Senior Manager, Jeff Haley, Planning Manager; Alison Rhodes, Master Plan Project Manager, Catherine Williams, Park Planner.

Parks and Recreation Advisory Board member: Kelly Wyatt.

Consultant: Steve Wolter, Executive Director, Eppley Institute for Parks and Public Lands

PURPOSE

The purpose of this study session and discussion was to review the progress of the Parks and Recreation Department Master Plan and to provide the City Council an opportunity to discuss the policy issues that have emerged as a result of the research and public engagement.

OVERVIEW OF THE PRESENTATION AND DISCUSSION

Kirk Kincannon and Steve Wolter presented an overview of the process, key findings and recommendations. The ensuing discussion focused around the purpose of the plan, the key themes of the plan, the department's levels of service, the department's funding and the key policy issues of the master plan.

Purpose of the Plan

The presentation reviewed the extensive planning process that included significant research and community engagement. Two PathfindersSM workshops, one for community leaders and one for staff, reviewed the key findings and contributed to the development of a new mission and vision for the department, as well as six guiding principles. The master plan is intended to be a five year roadmap for the department. As council clarified, it is a high-level plan that will help the department set up the systems and processes that will lead to success over time.

Key Themes

In addition, six key themes emerged early, endured throughout the master planning process and stand out as the areas in which the department should focus resources to best serve the community:

- Community Health and Wellness
- Taking Care of What We Have
- Financial Sustainability
- Building Community and Relationships
- Youth Engagement and Activity
- Organizational Readiness.

Council agreed on the importance of Community Health and Wellness as a major focus and wanted to ensure the department successfully communicates the breadth of this category to ensure that health benefits from passive recreation areas and services, such as forestry and flower programs, are included. Council also agreed upon the importance of organizational readiness in the department's ability to move forward in serving the community. The department must prepare staff to create partnerships and be stewards of them, for example in the creation of a youth sports advisory committee to facilitate field space negotiations, conversations about scholarships and pricing.

Levels of Service

Staff reviewed levels of service (LOS) related to the three categories of services the department provides: parkland, recreation facilities and recreation programs.

- Parkland: Boulder currently exceeds LOS standards for all park types. The department manages a well established and distributed set of urban parks. When 2030 populations and community build-out are considered, the department's undeveloped lands will be critical in meeting the future needs of the community. Further acquisition, however, is not seen as necessary at this time to meet 2030 parkland levels of service.
- Recreation Facilities: While Boulder meets LOS standards for major facility types, there is some discussion as to possible unmet needs in the community. Council sought clarification as to levels of service for athletic fields. Boulder is not the leader in LOS among regional benchmark communities for athletic fields and the master plan identifies the need to conduct detailed feasibility studies for both athletic fields and aquatics facilities. These detailed studies will be conducted by technical experts who will ensure valid data is used to assess supply and demand and the total cost of facility ownership (TCFO) is identified before the community is asked to invest in new recreation facilities.
- Recreation Programs: The department holds a high LOS with a broad portfolio of programs that are well-loved by participants. Research and community engagement suggest the department should focus on beginner and youth programs, as well as ensuring programs are accessible to all community members. Council discussed the term "social good" and encouraged the department to be transparent in what that term means and what programs the general fund is subsidizing, allowing community members the opportunity to express their approval, or not, of usage of tax revenue.

Department Funding

As is the case for all city departments, the cost of providing services is increasing at a pace that is exceeding the growth of revenues. To manage this challenge, the department must ensure that the annual planning process focuses resources on community priorities.

Council discussed the recent renewal of the dedicated .25 cent sales tax for parks and recreation and plans for usage of that funding when bond debts are retired at the end of 2015. Staff clarified that the ballot language did not specify usage beyond funding parks and recreation services. The ballot language suggested possible uses “fund parks and recreation services, development, renovation and refurbishment, and parkland acquisition for passive and recreational uses...” Staff will obtain direction from the Parks and Recreation Advisory Board (PRAB), City Council and ongoing community engagement to focus where those dollars will be best spent when available. While the decision does not need to be made now, this master planning process demonstrated the community’s desire to prioritize the maintenance of existing facilities over the development of new and the desire for the department to provide programming for youth, those with disabilities and those with low incomes.

Master Plan Key Policy Issues

Staff presented the two key shifts that will occur as the department focuses resources on the highest community priorities, and council provided input to ensure clarity and transparency in these policy issues.

Taking Care of What We Have: The department has an estimated backlog of deferred maintenance of \$27 million. Staff clarified that this backlog is related to existing facilities only, and does not include the development of any new facilities, including at south Valmont City Park. It does include the replacement of existing assets, such as the recent refurbishment at Canyon Park, Columbine Park and Palo Park East. The community has expressed support for the prioritization of maintaining existing assets over the development of new, and new development within existing funding would occur only with comparable trade-offs. The master plan does provide a framework for the development of new assets. The Athletic Field Feasibility Study scheduled for fall 2013, and the Aquatics Feasibility Study scheduled for 2014, will provide the detailed analysis required before the department seeks the additional funding that would facilitate new development.

The framework of the master plan includes a very measured approach to new development that includes identifying the need, TCFO, and funding not only for development but also for the ongoing operations and maintenance of any new facilities. Partnerships and alternative funding sources will be critical in the development of any new recreation facilities and may also support operations and maintenance of existing assets. Partnerships could include the university, the school district and organized groups, such as youth and/or adult sports organizations. Some of these groups have expressed interest in partnership and also communicated that they have available funding. An effective foundation has also been a successful source of alternative funding in other communities and council expressed support for philanthropic campaigns to support parks and recreation.

The Area III Park Reserve will be critical in meeting any future needs beyond what could be provided at south Valmont City Park, and that discussion should happen in the next five years.

Shift of Program Delivery

In order to focus resources on community valued programs such as those for youth, those with disabilities and those with low incomes and beginner level activities, the department will examine the best delivery model for each program area. Staff will evaluate program delivery and substitutability within the community. Where the opportunity exists for a community partner to deliver the service more effectively, staff will analyze the return on investment and resource utilization to determine the best delivery model.

Council sought clarification as to what effects facilitative delivery would have on the quality and availability of programs. Kirk Kincannon provided successful examples of partnerships, such as with Gonzo Tennis for adult and youth tennis and Avid 4 Adventure for programming at Valmont Bike Park. Kincannon also clarified that affordability, pricing, city values and expectations are all part of initial conversations with providers, as well as included in contracts. Any transfer in management of programs will be expected to be as seamless as possible to participants.

The merit in facilitative delivery is that it allows the department to focus available resources on the programs identified as high priority by the community. With limited funding, the master plan lays a framework for the department to serve as a leader in evaluating recreation program availability in the community as a whole and reducing redundancies and addressing service gaps. Equitable participation will always be a focus, and the master plan includes several initiatives to develop an enhanced financial aid program. In addition, the plan lays the foundation for improved program management and evaluation to ensure that department delivered programming is highly effective in achieving outcomes.

Next Steps

In the course of the discussion, there were some suggestions from council for staff to clarify the shifts the department will make to ensure effective use of resources. Staff will also clarify that partnerships, for both assets and programs, will always be balanced with community values and ensure that the department is overseeing public assets in a manner that ensures responsible stewardship. Staff will revise the draft plan to include council suggestions and address council's concerns. The final plan will then begin the approval process at the June 24 PRAB meeting with a public hearing and PRAB recommendation of the plan. The next step is Planning Board public hearing and plan recommendation on July 25. The final step in approving the 2013 Parks and Recreation Master Plan Update is the plan's acceptance by City Council, scheduled for consideration on September 17, 2013.

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Council Working Agreements

Council Process:

- The council will work on general discipline in being prepared to ask questions and make comments.
- The council asks the mayor to intervene if discussion on agenda items extends beyond a reasonable time frame.
- The council will engage in the practice of colloquy to fully explore the different sides of a specific point.
- The mayor will ask the city clerk to set the timer lights for council members if discussions begin to exceed efficient debate. Members should respect the lights as a time reminder, but will not be bound by them as absolute limits.
- Rather than restating a point, council members should simply say “I agree.”
- The council agenda committee may, with advance notice, adjust each public speaker's time to two rather than three minutes during public hearings for items on which many speakers want to address the council.
- Council members will grant each other permission to mentor and support each other on how each person contributes to the goal of being accountable for demonstrating community leadership.
- In order to hear each other respectfully and honor the public, council will avoid body language that could convey disrespect, side conversations, talking to staff, whispering to neighboring council members, passing notes, and leaving the council chambers.
- Regarding not revisiting past discussions, the council should check-in with fellow members periodically to ensure that this is not an issue.
- During a council meeting, any form of electronic messages, including emails and texts, that relate to matters being considered and which arrived at any time during that meeting shall not be read by council members, nor shall any messages on matters under consideration be sent by council members.

Council Communication:

- Council members agree to keep quasi-judicial roles scrupulously separate between members of boards and members of council, avoid expressing ideas to board members on things coming before the board, and carefully disclose or recuse themselves when there is involvement with board members on a topic.
- Council agrees to e-mail the city manager about issues that they run into that staff or boards may be working on so that the manager can be actively involved in managing issues and keeping the full council informed well in advance of items coming before council for action.
- Members will keep the full council informed on issues from committees, public groups or other agencies that they are following, through hot line e-mails, brief verbal reports at the end of council meetings or other means.
- The council will find ways to support majority council decisions and adequately inform the public, through responsive letters that explain how divergent points of view were heard and honored in decisions, via standard e-mail responses for hot issues, by occasional council Letters to the Editor to clarify the facts, or by seeking out reporters after meetings to explain controversial decisions.

Council Committees:

- Council committee meetings will be scheduled to accommodate the council members on the committee.
- Notice of the times and places for each committee meeting will be noticed once per month in the Daily Camera.
- The council agenda will include time for reports from committees under Matters from Members of Council, noting that written communications from the committees are appropriate as well.

Selection of Mayor and Mayor Pro Tem:

- Council members will make a good faith effort to the select the mayor and mayor pro tem in an open and transparent process.
- After the council election, members seeking election as mayor or mayor pro tem should:
 - make their interest in the positions known to their fellow members as soon as possible;
 - focus their communication with other council members on the positive attributes the member brings to the positions; and
 - refrain from any negative remarks about any person seeking election as mayor or mayor pro tem.
- Nominated individuals' presentations may include, but need not be limited to the following:
 - the skills and attributes the member would bring to the mayoral position;
 - the member's ability to efficiently run council meetings, respect the views of the minority while allowing the majority to rule, and perform other mayoral duties;
 - how the member would represent the city and city council and mayor position at gatherings outside of city council meetings
 - how the member would serve on and appoint other council members to regional and national boards and commissions; and
 - how the member would promote trust of the community and other council members.
- Council members should work to avoid divisiveness by being inclusive during the mayoral selection process.

Agreed: Members of the Boulder City Council

_____	_____	_____
_____	_____	_____
_____	_____	_____

Approved by Council: January 21, 2014

City Council Goals – 2013

Top Priorities:

1. Boulder's Energy Future

The top priority for the City in 2013 is the development of a framework for planning the energy future for the city of Boulder. This framework will focus on the idea of localization, the overarching goal of which is:

To ensure that Boulder residents, businesses and institutions have access to energy that is increasingly clean, reliable and competitively priced.

2. Climate Action Plan

Outline the next generation of climate action efforts in Boulder

Consider extension of CAP tax

3. Affordable Housing

Receive report of the Task force created in 2010 to evaluate goals and the approach to affordable housing and Based on Council review and discussion of these recommendations, develop an action plan to improve the availability of affordable housing in the city

Consider policies regarding inclusionary housing for rental units

4. Civic Center Master Plan

Study and develop a master plan for the area between 15th and 9th Streets, with a focus on Farmer's Market and area between Broadway and 15th Street.

Next Tier Priorities:

1. University Hill Revitalization

Continue work of Ownership Group to develop comprehensive revitalization strategy

Investigate formation of a general improvement district, including the commercial area and part of the residential area to control trash and other problems

Change boundaries of BMS land use to coincide with UHGID through BVCP process

Support private development and investment in Hill area

Partner with CU to consider opportunities for properties in the Hill area

Provide an opportunity to explore big ideas

2. Homelessness

Participate in Ten Year Plan to Address Homelessness

Balance long term and short term approaches to address needs

Invest new resources in Housing First model

Work with partners, such as BOHO, to address approaches to immediate needs

3. Boulder Junction Implementation

Work with RTD and selected developer of site to maximize mixed use urban center

Invest in planned infrastructure

Achieve goals of plan while ensuring flexibility in working with developers

Prioritize city actions to facilitate private investment

Focus additional planning work on reconsidering use for Pollard site



**City Council
2013 Work Plan by Council Goal**

TOP PRIORITIES

GOAL: Boulder's Energy Future			
1st Quarter	2nd Quarter	3rd Quarter	4th Quarter
<ul style="list-style-type: none"> ▪ Boulder's Energy Future – ongoing analysis of municipalization and work on Energy Action Plan with updates to council at roundtables ▪ Recommended strategies to achieve community's energy goals - Study Session and Public Hearing 	<ul style="list-style-type: none"> ▪ Boulder's Energy Future – based on the strategies approved by Council in 1st Quarter, ongoing analysis of municipalization and work on Energy Action Plan with updates to council at roundtables ▪ Municipalization Exploration Project Work Plan Phase 2 – Study Session 	<ul style="list-style-type: none"> ▪ Boulder's Energy Future – ongoing analysis of municipalization and work on Energy Action Plan with updates to council at roundtables ▪ Study Session 	<ul style="list-style-type: none"> ▪ Boulder's Energy Future – ongoing analysis of municipalization and work on Energy Action Plan with updates to council at roundtables ▪ Study Session

GOAL: Climate Action Plan			
1st Quarter	2nd Quarter	3rd Quarter	4th Quarter
<ul style="list-style-type: none"> ▪ Boulder Canyon Hydroelectric Project ▪ Climate Commitment – RFQ for consulting assistance for targets and goal setting, development of new GHG inventory, and tracking and reporting tools ▪ Energy Efficiency: <ul style="list-style-type: none"> ○ Launch of 2013 program priorities ○ Upgrades in City Buildings – employee education and outreach project (IP) ▪ Disposable Bag Fee – implementation plan and revised budget (IP) ▪ Transportation Master Plan (TMP) – 	<ul style="list-style-type: none"> ▪ Commercial Energy Efficiency Strategy (CEES) - feedback on options (Study Session) ▪ Climate Commitment – Study Session to review program annual targets, short/ long term goals, tracking and reporting systems ▪ Electric/ Hybrid vehicles – project closeout ▪ Energy Efficiency – finalize Market Innovations approach (Study Session) ▪ Solar/ Wind Generation Facility Code Changes ▪ SmartRegs – code changes 	<ul style="list-style-type: none"> ▪ CEES – adopt Energy Rating and Reporting Ordinance ▪ Climate Commitment – policy integration with TMP and ZWMP ▪ Energy Efficiency – launch Market Innovations competition ▪ Zero Waste Master Plan (ZWMP) – draft 	<ul style="list-style-type: none"> ▪ Climate Commitment – policy integration with TMP and ZWMP ▪ Energy Efficiency <ul style="list-style-type: none"> ○ Upgrades in City Buildings – results of employee education and outreach (IP) ▪ SmartRegs – options for quality control of rental housing inspections



initial results of Transportation Funding Task Force (Study Session)			
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GOAL: Affordable Housing

1 st Quarter	2 nd Quarter	3 rd Quarter	4 th Quarter
<ul style="list-style-type: none"> ▪ ADU/ OAU – study results (IP) ▪ Comprehensive Housing Strategy issues - stakeholder engagement process ▪ Density and Distribution of affordable and special needs housing - report ▪ Inclusionary Housing Rental Policy – consideration of ordinance changes following stakeholder engagement process ▪ Mobile Homes Parks – legislative agenda 	<ul style="list-style-type: none"> ▪ Comprehensive Housing Strategy <ul style="list-style-type: none"> ○ Stakeholder engagement process ○ Study Session 	<ul style="list-style-type: none"> ▪ Comprehensive Housing Strategy issues - stakeholder engagement process 	<ul style="list-style-type: none"> ▪ Comprehensive Housing Strategy issues - stakeholder engagement process

GOAL: Civic Area Plan

1 st Quarter	2 nd Quarter	3 rd Quarter	4 th Quarter
<ul style="list-style-type: none"> ▪ Board and community input ▪ Council participation in Ideas Competition 	<ul style="list-style-type: none"> ▪ Council direction on preferred option(s) and strategies ▪ Draft plan <ul style="list-style-type: none"> ○ Development ○ Community input ○ Study Session ▪ Municipal Space Study Final Report 	<ul style="list-style-type: none"> ▪ Boulder Civic Area vision and plan <ul style="list-style-type: none"> ○ Study session ○ Public hearings on adoption 	



NEXT TIER PRIORITIES

GOAL: University Hill Revitalization			
1st Quarter	2nd Quarter	3rd Quarter	4th Quarter
<ul style="list-style-type: none"> ▪ 2013 action priorities confirmed by Council at January retreat ▪ Hill Residential Service District – update ▪ Innovation District - update 	<ul style="list-style-type: none"> ▪ Action on other priorities ▪ Hill Residential Service District – 1st reading of petition 	<ul style="list-style-type: none"> ▪ Capital infrastructure improvements for the residential and commercial areas – consider during CIP process 	

GOAL: Addressing Homelessness			
1st Quarter	2nd Quarter	3rd Quarter	4th Quarter
<ul style="list-style-type: none"> ▪ City and Community Efforts – Denver sleeping ordinance (IP) ▪ Housing First (1175 Lee Hill Road) – Statement of Operations (IP) ▪ Work plan check in and priority – Council retreat 	<ul style="list-style-type: none"> ▪ Analysis of funding for homeless services and alignment with the Ten Year Plan and unmet needs ▪ Ten Year Plan to Address Homelessness – progress update (IP) 	<ul style="list-style-type: none"> ▪ Analysis and recommendations regarding banning panhandling on street corners 	<ul style="list-style-type: none"> ▪ Ten Year Plan to Address Homelessness – progress update (IP)

GOAL: Boulder Junction Implementation			
1st Quarter	2nd Quarter	3rd Quarter	4th Quarter
<ul style="list-style-type: none"> ▪ Depot Square implementation – update ▪ MU-4 zone change - consideration ▪ TDM District Implementation Update (IP) ▪ Update on potential policy issues related to key public improvements and city owned site (as needed) 	<ul style="list-style-type: none"> ▪ Update on potential policy issues related to key public improvements and city owned site (as needed) 	<ul style="list-style-type: none"> ▪ Boulder Junction Access District Parking – update ▪ TDM Access District implementation - IP 	



OTHER

GOAL: Other City Goals and Work Plan Items			
1st Quarter	2nd Quarter	3rd Quarter	4th Quarter
<ul style="list-style-type: none"> ▪ 13th Street Plaza - IP ▪ 28th Street Multi-use Path and Bikeable Shoulders Iris to Yarmouth CEAP – potential call up ▪ Acquisition Plan Update - OSMP ▪ Alcohol/ Land Use Code Changes – options and recommendations ▪ Boating on Barker Reservoir ▪ Burke Park/ Thunderbird Lake – recommendations on lake water levels and enhancing park facilities ▪ BVCP Area III Planning Reserve Amendments (if approved by County) ▪ Chautauqua Guiding Principles, Next Steps –update on progress ▪ Civic Use Task Force – update from Council members ▪ Cultural Master Plan ▪ Design and Construction Standards Update – consideration of minor updates ▪ Development Review Projects: <ul style="list-style-type: none"> ○ Hogan Pancost – annexation and site review ○ Wonderland Creek Townhouses – potential call up ○ 28th and Canyon (Eads/ Golden Buff) – potential call up ○ Landmark Lofts II (970 28th Street) – potential call up ▪ East Arapahoe Study – potential action on limited zoning changes ▪ Economic Sustainable Strategies – 	<ul style="list-style-type: none"> ▪ Access and Parking Management Strategies – study session ▪ Alcohol Land Use Code Changes - action ▪ Baseline Underpass East of Broadway CEAP – Call up ▪ Bike Parking Ordinance Updates ▪ Capital Improvement Bond Projects status update - IP ▪ Capital Projects – carry over and first supplemental ▪ Critical Facilities Ordinance – public hearing and motion ▪ Education Excise Tax – consideration of City Manager funding recommendations ▪ Floodplain Management including Boulder Creek Mapping, South Boulder Creek Mitigation, and Critical Facilities ▪ Human Rights Ordinance – proposed changes regarding age discrimination ▪ Integrated Pest Management Program Changes - IP ▪ International Building and Energy Codes – public hearing ▪ North Boulder Subcommunity Plan - IP ▪ Old Hire Fire and Police Pension Plans – Study Session 	<ul style="list-style-type: none"> ▪ 2014 Budget Process ▪ Access and Parking Management strategies (update) ▪ Boulder Reservoir Site Management Plan – status of planning efforts and outcomes of community engagement (IP) ▪ Capital Improvement Program – study session ▪ Carter Lake Pipeline – thru CIP process ▪ Contractor Licensing – proposed changes (IP) ▪ Development Review Projects: <ul style="list-style-type: none"> ○ Blue Spruce Auto (4403 Broadway) – potential call up ○ Boulder Outlook Hotel Redevelopment (800 28th Street) – potential call up ○ Colorado Building Parking Lot (1301 Walnut) - ordinances ○ 1000 Alpine – potential call up ○ 3085 Bluff – potential call up ○ 3390 Valmont (Former Sutherlands Site) – potential call up ▪ Eco Pass- report on results of Joint Study with Boulder County on community-wide Eco Pass Feasibility ▪ FAM Master Plan – study session ▪ Harbeck-Bergheim House – Future Use Options (IP) ▪ North Trail Study Area – study 	<ul style="list-style-type: none"> ▪ Access and Parking Management Strategies – update ▪ Agriculture Plan (OSMP) – public hearing ▪ Capital Improvement Program – adoption of CIP; 2nd budget supplemental ▪ Contractor Licensing – consideration of proposed changes ▪ Design and Construction Standards Update – consideration of additional changes ▪ Development Review Projects: <ul style="list-style-type: none"> ○ Village Shopping Center Hotel (26th and Canyon) – potential call up ▪ East Arapahoe Study – check in on project scope and work plan (3/4Q) ▪ Energy Efficiency Upgrades in City Buildings – results of employee education and outreach project (IP) ▪ FAM Master Plan – consideration of acceptance ▪ Fourmile Canyon Creek Violet Avenue to Broadway CEAP – potential call up ▪ Human Relations Commission Work Plan update - IP ▪ Human Services Fund allocations - IP ▪ Light Response Vehicle Pilot Program - IP ▪ OSMP Natural Resources Overarching Issues – Study session



<p>study session</p> <ul style="list-style-type: none"> ▪ Education Excise Tax Allocation of Funds – refine RFP criteria ▪ Energy Efficiency Upgrades in City Buildings – employee education and outreach project (IP) ▪ Floodplain Management including Boulder Creek Mapping, South Boulder Creek Mitigation, and Critical Facilities ▪ Hazardous Materials Management IGA ▪ Hydroelectric operations and opportunities - IP ▪ Keep It Clean IGA ▪ Mobile Food Vending – options for ordinance changes ▪ Multi-hazard mitigation plan – possible consent item ▪ Nuisance Mosquito Control Pilot Project Evaluation - IP ▪ OSMP Overarching Issues – discussion and possible action on Voice and Sight Tag Program, Commercial Use Program, Pilot Parking Permit Program; IP on timeline and process for evaluation of remaining topics ▪ Police Department Master Plan – Study Session ▪ State of the Court Presentation ▪ Sustainable Streets & Centers – update on proposed scope options, next steps and integration with TMP, East Arapahoe Area Plan and proposed Economic Sustainability Strategy ▪ Transportation Funding (SS) ▪ TMP Update – additional direction 	<ul style="list-style-type: none"> ▪ OSMP natural resources – overarching policy issues <ul style="list-style-type: none"> ○ Temporal Regulations ○ Penalties for violations ○ Multi-modal access and parking opportunities ○ Analysis of trail network and distribution of activities ▪ Parks and Recreation Master Plan ▪ Pearl Street Mall Code Changes ▪ Police Department Master Plan ▪ Randolph Center Condominium Declaration ▪ Recirculation of wastewater – CU Williams Village North (IP if necessary) ▪ Skunk Creek, Bluebell Creek and King’s Gulch Flood Mapping Update – public hearing and motion ▪ Smoking Ban on Pearl Street Mall - IP ▪ Snow and Ice Control Evaluation – study session ▪ Transportation Funding – study session ▪ TMP Update – additional direction ▪ Twomile and Upper Goose Creek Flood Mapping Update – public hearing and motion ▪ Water budgets – commercial, industrial and institutional – Council direction ▪ Water supply status – IP 	<p>session or dinner discussion</p> <ul style="list-style-type: none"> ▪ Old Hire Fire and Police Pension Plans – possible discussion during budget process ▪ Parks and Recreation Master Plan ▪ Regional Trail Connections (OSMP) – IP ▪ South Boulder Creek Flood Mitigation Study – public hearing and motion ▪ Transportation Demand Management Toolkit - IP ▪ Valmont Butte Future Use Discussions – study session ▪ Water Conservation Futures Study ▪ Youth Opportunities Funding allocations - IP 	<p>on remaining topics</p> <ul style="list-style-type: none"> ▪ Urban Wildlife – Consideration of Wildlife Protection Ordinance ▪ Water budgets – commercial, industrial and institutional – consideration of changes
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<ul style="list-style-type: none"> ▪ US36 Bikeway Maintenance – Enhancements IGA (tentative based on if extra community investments are desired) ▪ Urban Wildlife – Black Bear Education and Enforcement pilot program update ▪ Woodland Creek Diagonal to Winding Trail CEAP – potential call up ▪ Zero Waste Master Plan Update 			
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KEY

ADU	Accessory Dwelling Units
BVCP	Boulder Valley Comprehensive Plan
CEAP	Community and Environmental Assessment Process
CIP	Capital Improvement Program
CU	University of Colorado
DUHMD/PS	Downtown and University Hill Management District/ Parking Services (City Division)
FAM	Facility and Asset Management
ICC	International Code Council
IGA	Intergovernmental Agreement
IP	Information Packet
OAU	Owner Accessory Units
OSMP	Open Space/Mountain Parks Department
RFQ	Request for Qualifications
RFP	Request for Proposals
TDM	Transportation Demand Management
TMP	Transportation Master Plan
ZWMP	Zero Waste Master Plan



**CITY COUNCIL
ACCOMPLISHMENTS – 1ST AND 2ND QUARTER 2012**

TOP PRIORITIES:

GOAL: BOULDER’S ENERGY FUTURE

**FIRST AND SECOND QUARTER
2012 ACCOMPLISHMENTS**

- Hiring of Executive Director for Energy Strategy and Electric Utility Development
- Retention of FERC and acquisition legal counsel
- Initial work in developing appraisal of distribution system and preparing legal strategy
- Initial work on Phase 1 of a new Energy Action Plan, including demand side programs and renewables modeling
- Active participation at the PUC to advance Boulder’s energy goals and protect community interests
- Boulder Canyon Hydroelectric Facility Agreement: City Council authorized the dedication of easements to Public Service Company of Colorado to facilitate upgrades to the city’s Boulder Canyon Hydroelectric Facility.

GOAL: CLIMATE ACTION PLAN

**FIRST AND SECOND QUARTER
2012 ACCOMPLISHMENTS**

- Third party review and evaluation of CAP tax funded programs to date
- Preparation of November 2012 CAP tax ballot options for Council consideration
- Initial steps to develop and refine a new Climate Action Framework consisting a renewed climate action commitment, five-year goals, annual targets, integration with appropriate master plans and city operations, and new reporting tools
- Initial work to identify priorities for the next generation of energy efficiency programs (as part of Phase 1 of the Energy Action Plan)
- Development of Commercial Energy Efficiency Strategy approach and stakeholder process (to be integrated as part of Phase 1 of the Energy Action Plan)
- Continued delivery of CAP programs and services to achieve annual targets (EnergySmart, Ten for Change, SmartRegs compliance, etc.)
- Energy Efficiency Upgrades in City Facilities - (a) Energy Performance Contract (EPC) – Phase III; (b) Lease purchase financing for energy conservation measures; and (c) Energy improvements, lease amendments, and payments. - Implemented the third phase of Energy Performance Contracts (EPC) for city facilities, including the installation of another 347 kilowatts of solar photovoltaic



at the Municipal Service Center buildings, Fleet Services, OSMP Annex and The Dairy Center for the Arts.

- Energy Efficiency Upgrades in City Facilities – Employee Education and Outreach Project (Information Packet) - A staff team participated in three workshops with McKinstry, the city’s Energy Performance Contractor, to help develop a new PowerED energy education and outreach program for employees. Program development will continue with other city staff focus groups through the end of December 2012.

GOAL: AFFORDABLE HOUSING

**FIRST AND SECOND QUARTER
2012 ACCOMPLISHMENTS**

- Added 12 new permanently affordable homes to inventory
- Affordable housing agreement for Gunbarrel Town Center
- Affordable Housing Program Work plan - Council Consideration and Direction; new initiatives identified
- Analysis completed of affordable housing distribution
- Completed funding of major renovations to improve housing quality and economic sustainability of three BHP properties
- Development of voluntary affordable housing agreement for Depot Square project
- Inclusionary Housing Rental Policies – Council Consideration and Direction
- Thistle Community Housing completing fire sprinklers in all of its properties

GOAL: CIVIC CENTER MASTER PLAN

**FIRST AND SECOND QUARTER
2012 ACCOMPLISHMENTS**

- Development of interdepartmental project team and approach; project goals and objectives; and public engagement strategy (reviewed at joint Planning Board / City Council study session in April)
- Detailed design of community visioning process and articulation of key project assumptions (reviewed with Council at June 12 study session)
- Preparation of baseline materials and launch of public engagement in July.
- The Municipal Space Study contract was awarded to StudioTerra on March 23. FAM and the consultants are interviewing city departments and conducting research on industry trends and standards for office space. Preliminary results of the space study, as it relates to the Civic Center Master Plan, will be presented at the July 31 study session.



NEXT TIER PRIORITIES:

GOAL: UNIVERSITY HILL REVITALIZATION

FIRST AND SECOND QUARTER 2012 ACCOMPLISHMENTS

- Zoning change: Business Main Street (BMS) boundary to coincide with the University Hill General Improvement District boundary; rezoning of UHGID lots to BMS zoning (approved by Planning Board; scheduled for Council consideration in August)
- Continued work of the Hill Ownership Group to develop a comprehensive revitalization strategy.
- In coordination with a volunteer, stakeholder committee completed a proposal for a Residential Service District which includes: boundaries, scope of services, proposed budget, proposed governance structure, agreements for financial participation by tax-exempt sororities and fraternities, and a timeline for a 2013 Petition and Election process.
- Landmarking of Flatirons Theater building (and associated building renovation)
- 955 Broadway (Acacia Fraternity site redevelopment)

GOAL: ADDRESSING HOMELESSNESS

FIRST AND SECOND QUARTER 2012 ACCOMPLISHMENTS

- Council Consideration and Direction on: 1175 Lee Hill Project; added 31 permanent housing units for chronically homeless, disabled adults
- Continued Homeless Service Provider Coordination Project to develop action plans for case management, outreach and service coordination
- Continued implementation of Ten year Plan to Address Homelessness

GOAL: BOULDER JUNCTION IMPLEMENTATION

FIRST AND SECOND QUARTER 2012 ACCOMPLISHMENTS

- Developed and implemented a funding strategy to finance the acquisition of 100 parking spaces by the Boulder Junction Access District – Parking (BJAD-P) in the Depot Square parking garage including a Lease/Purchase Agreement between BJAD-P and the developer, and a City of Boulder/BJAD-P Cooperation Agreement
- Developed a strategy to manage parking in the parking structure through technology and a management agreement among the



users. The arrangement provides for parking spaces to be paid, unbundled, and shared in a manner to meet the needs of the various users of Depot Square (hotel, residential, RTD) and general parking in BJAD-P spaces. Agreement was reached with RTD regarding short term and long term parking management strategies given their current legislative mandate.

- Finalized the ownership structure for five different owners to coordinate management of their units and common areas through a Condominium Declaration for the Depot Square project
- Finalized a renovation agreement and lease consistent with guiding principles with Pedersen Development Corporation for the Depot
- Finalized legal agreements for joint public/private development of Depot Square (RTD facility, shared parking, affordable housing, hotel, public space and rehabilitation of historic depot
- Approved changes to the Transportation Network Plan in support of the Transit Village Area Plan (TVAP)
- Revised Street Design for Pearl Parkway and Connections Plan Revisions (adopted by Council January 17)
- Consistent with the TVAP connections plan and along with private redevelopment, a number of capital improvements are underway, including the installation of underground power lines, preparations for installing a traffic signal at Junction Place and Pearl Parkway, and portions of the Pearl Parkway multi-way boulevard
- Consistent with the TVAP connections plan, design work continues for the bridge over Goose Creek and the multi-use path on the north side of Pearl Parkway between 30th Street and Foothills Parkway
- Received a Federal Hazard Elimination Program grant award through the Colorado Department of Transportation (CDOT) that will allow installation of a traffic signal at 29th Street and Valmont Road, improving safety and implementing improvements identified in the Transit Village Area Plan (TVAP) (project will begin in 2014)
- Completion of engineering and building construction plan review for a 319 unit residential development at 3100 Pearl and the RTD Depot Square transit-oriented development



GOAL: OTHER CITY GOALS AND WORK PLAN ITEMS

FIRST AND SECOND QUARTER 2012 ACCOMPLISHMENTS

CAPITAL ITEMS

- Anemone Trails (new) – design work completed
- Arapahoe Avenue (Folsom to 30th) - Multimodal Improvements Project Completed construction on the Arapahoe Avenue multi-use path project. The remaining street resurfacing and landscaping work will be completed in 2012.
- Boulder Creek and South Boulder Creek – restoration of grassland and riparian areas continued
- Broadway (Euclid to 18th) - Transportation Improvements Project - Made progress on the Broadway (Euclid to 18th) Transportation Improvements Project. 16th Street opened the first week of May and the Broadway underpass and the four lanes on Broadway (two in each direction) are scheduled for completion by early July.
- Broke ground in January for a new multi-use path on the south side of Baseline, connecting U.S. 36 and the Bear Creek Underpass, including a pedestrian crossing for Baseline Road at Canyon Creek. Completion of the multi-use path on the west end is underway through a redevelopment project.
- Completed a new sidewalk along Gillaspie Drive, connecting Greenbriar Boulevard and Juilliard Street connecting to Fairview High School
- Completed the course bunker renovation/playability project at Flatirons Golf Course by installing 19 new sand bunkers
- Continued work at Valmont City Park, including additional construction at Valmont Bike Park; outreach and design for Valmont Dog Park; and design and construction of the interim disc golf course
- Facility ADA Compliance - An Americans with Disabilities Act (ADA) consultant completed comprehensive ADA assessments for the Park Central and Municipal buildings. Costs for the recommendations are being identified and prioritized, with other buildings planned for assessment.
- Green Bear Trail Re-route – work in progress with one section completed and opened to public
- Gregory Canyon Trailhead Site Plan – initial site plan design work began
- Homestead Trail Re-route – work in progress with one section completed and opened to public
- Library Facility Upgrades and Enhancements (New Children’s Library and New Teen Space): The selection of a design firm is underway
- Linden Avenue Sidewalk Project (Safe Routes to School) - Completed a Safe Routes to School Project, providing a sidewalk on the north side of Linden Avenue between Fourth Street and Broadway.
- New Wildland Fire Facilities - Responses to the request for qualifications (RFQ) for facility designs were received on May 11. Requests for proposals (RFP) to be sent in early June
- Organic farming – agricultural contract written for 47 acres



- Replaced traffic signal incandescent lamps with sustainable, energy-saving light-emitting diode (LED) lamps
- Sanitas Stone Hut Repair – hut was reinforced and stonework repaired
- South Boulder Creek West Trailhead – Parking areas for cars and horse trailers completed and open to public; working through permit process for outhouse and kiosk installations; interpretive signs in production
- South Boulder Recreation Center - The contaminated sub floors from the gymnasium, racquetball court, and Pilates room have been removed and are expected to be replaced with new wood floors by early June 2012.
- Street repair expanded efforts – began the first of three years

OTHER SIGNIFICANT ACTIONS¹

- Boulder B-cycle station at the North Boulder Recreation Center sponsored
- Boulder Community Hospital Expansion Rezoning
- BVCP: Area II study results and potential next steps (IP to City Council in July)
- BVCP Comprehensive Rezoning (scheduled for council consideration in August)
- BVCP 2010 Major Update: planning reserve policy changes (study session discussion with Council on May 29; Council and County Commissioner dinner discussion on June 14)
- Boulder Reservoir Master Plan completed
- Boulder Valley School District Faculty and Staff Eco Pass Program Expansion - Continued partnership with the Boulder Valley School District (BVSD) to expand the BVSD faculty and staff Eco Pass program.
- Chautauqua Stewardship Framework: Draft and Next Steps
- City Website Redesign Kickoff - Kicked off redesign with Vision Internet and the City of Arvada. Gathered a list of key stakeholders and surveyed them regarding elements the new website should contain.
- Code enforcement - reallocation of resources to the Boulder Police Department was fully implemented to ensure efficient and effective service delivery
- Community and Environmental Assessment Process (CEAP) for flood mitigation and transportation improvements along Fourmile Canyon Creek, near Crest View Elementary School completed, including a City Council call-up opportunity.
- Compatible Development implementation - annual report to Council
- Congregate Care code changes (pending further consideration based on Council direction)
- Constituent Relationship Management (CRM) procurement effort - Designed and implemented a staff engagement and procurement initiative to implement a new CRM application resulting in the unanimous selection of Government Outreach. Vendor contract negotiations are currently underway. This initiative is designed to significantly improve our customers' ability to request, track and ultimately receive more timely and effective services while providing staff with automated tools to better



manage these requests.

- Disposable Bag Reduction Ordinance: research and options presented to Council on May 15; work on nexus study underway
- Draft Fire-Rescue Master Plan completed and approved by Planning Board.
- Economic Sustainability Strategy: phase one study of primary employer space needs underway; presentation of results to Council scheduled for August
- Elks neighborhood park planning, outreach and design continued with construction and completion in 2013
- Family Resource Center opened at Manhattan Middle School in partnership with Boulder County Housing and Human Services
- FasTracks' Northwest Rail Plan - Approved guiding principles for developing and designing a hybrid approach to FasTracks' Northwest Rail Plan.
- Fire Master Plan – Council feedback on strategies (April 3, 2012); Planning Board recommendation for acceptance (May 17, 2012); Scheduled for Council consideration (June 19, 2012)
- Heather wood Trail Intergovernmental Agreement (IGA) - City Council authorized the signing of an intergovernmental agreement (IGA) with Boulder County related to the maintenance of a trail that crosses the Wastewater Treatment Facility property.
- Integrated Pest Management Policy Revision and Program Direction (Council provided direction on May 1)
- Landmarking of First Christian Church building (950 28th Street)
- Locomotive #30 narrow gauge historic cosmetic restoration completed
- Mesa Memorial Park design and development initiated
- Mosquito control annual report (Completed report on the IPM web site – link will be provided to council with first weekly mosquito report in June)
- Named number 3 on list of best cities for bicycling by *Bicycling Magazine*, in part due to the Valmont Bike Park and new path connections made possible by the capital improvement bond
- New Transportation Safety Ordinances - Approved ordinance changes to improve transportation safety in the city and initiated education and enforcement efforts to support the ordinance changes
- Organic turf and landscape bed program at six park locations launched
- Received a Safe Routes to School Grant to install a traffic signal at South Boulder Road and Manhattan Drive to create a safe crossing for middle school students taking transit, riding, or walking to and from school.
- RH-2 Zone District Changes (scheduled for council consideration in August)
- *Safe Streets Boulder* report published in February.
- SmartRegs - Continued the successful implementation of SmartRegs and the pilot program for rental housing licensing enforcement. The backlog of rental license compliance cases is almost entirely eliminated.
- Transportation Report on Progress, *Transportation to Sustain a Community* published in February.
- Valmont Butte – VCUP implementation commenced; excavation work began on April 4 with both the tribe-designated native cultural monitor and the city's archaeologist consultant present.



▪ Veterans and active duty military personnel recreation pass program developed

Key:

ADA = Americans with Disabilities Act
BHP = Boulder Housing Partners
BVSD = Boulder Valley School District
BMS = Business Main Street
CAP = Climate Action Plan
CDOT = Colorado Department of Transportation
EPC = Energy Performance Contract
EET = Education Excise Tax
FAM = Facilities and Asset Management (City Division)
FERC = Federal Energy Regulatory Commission
IGA = Inter-governmental Agreement
IP = Information Packet
OSMP = Open Space/ Mountain Parks Department
PUC = Colorado Public Utilities Commission
RFP = Request for Proposals
RFQ = Request for Qualifications
RTD = Regional Transportation District
TVAP = Transit Village Area Plan
UHGID = University Hill General Improvement District
VCUP = Colorado Voluntary Cleanup Program

COUNCIL MEMBERS

Matthew Appelbaum	Mayor
George Karakehian	Mayor Pro Tem
Macon Cowles	Council Member
Suzanne Jones	Council Member
Lisa Morzel	Council Member
Tim Plass	Council Member
Andrew Shoemaker	Council Member
Sam Weaver	Council Member
Mary Young	Council Member

COUNCIL EMPLOYEES

Thomas A. Carr	City Attorney
Jane S. Brautigam	City Manager
Linda P. Cooke	Municipal Judge

KEY STAFF

Bob Eichem	Chief Financial Officer
Alisa D. Lewis	City Clerk
Patrick von Keyserling	Communications Director
David Driskell	Community Planning + Sustainability - Executive Director
Paul J. Fetherston	Deputy City Manager
Molly Winter	Downtown, University Hill Management & Parking Services Director
Heather Bailey	Energy Strategy and Electric Utility Development Executive Director
Larry Donner	Fire Chief
Mary Ann Weideman	Housing, Assistant City Manager for Human Resources (Acting) Director
Karen Rahn	Human Services Director
Don Ingle	Information Technology Director
Eileen Gomez	Labor Relations Director
Valerie Maginnis	Library and Arts Director
Lynne C. Reynolds	Municipal Court Administrator
Michael Patton	Open Space and Mountain Parks Director
Jeff Dillon	Acting Parks and Recreation Director
Mark Beckner	Police Chief
Maureen Rait	Public Works - Executive Director
Tracy Winfree	Transportation Director
Jeff Arthur	Utilities Director

2013 City Council Committee Assignments

INTERGOVERNMENTAL ORGANIZATIONS

Beyond the Fences Coalition	Morzel, Plass (Castillo – staff alternate)
Boulder County Consortium of Cities	Morzel, Young
Colorado Municipal League (CML) – Policy Committee	Jones, Appelbaum (Castillo – staff alternate)
Denver Regional Council of Governments (DRCOG)	Jones, Plass
Housing Authority (Boulder Housing Partners)	Shoemaker
Metro Mayors Caucus	Appelbaum
National League of Cities (NLC)	Appelbaum, Cowles
Resource Conservation Advisory Board	Morzel (at large seat), Plass
Rocky Flats Stewardship	Morzel, Plass (1 st alternate), Castillo (2 nd alternate)
University of Colorado (CU) / City Oversight	Cowles, Shoemaker, Weaver
US36 Mayors and Commission Coalition	Appelbaum
US36 Commuting Solutions	Karakehian, Morzel (alternate)
Urban Drainage and Flood Control District	Karakehian

LOCAL ORGANIZATIONS

Boulder Museum of Contemporary Art (BMoCA)	Young
Boulder Convention and Visitors Bureau	Plass, Cowles (alternate)
Dairy Center for the Arts	Jones
Downtown Business Improvement District Board	Shoemaker, Weaver, Young

INTERNAL CITY COMMITTEES

Audit Committee	Cowles, Morzel, Shoemaker
Boards and Commissions Committee	Plass, Shoemaker
Boulder Urban Renewal Authority (BURA) Mayoral Appointment	Karakehian
Charter Committee	Karakehian, Morzel, Weaver
Civic Use Pad/ 9 th and Canyon	Karakehian, Morzel, Young
Council Retreat Committee	Jones, Morzel
Evaluation Committee	Morzel, Plass
Legislative Committee	Jones, Karakehian, Weaver, Young
School Issues Committee	Morzel, Plass, Shoemaker

SISTER CITY REPRESENTATIVES

Jalapa, Nicaragua	Jones
Kisumu, Kenya	Morzel
Llasa, Tibet	Shoemaker
Dushanbe, Tajikistan	Weaver
Yamagata, Japan	Plass
Mante, Mexico	Young
Yateras, Cuba	Karakehian
Sister City Sub-Committee	Morzel, Cowles, Karakehian



TO: Members of Council
FROM: Dianne Marshall, City Clerk's Office
DATE: February 4, 2014
SUBJECT: Information Packet

1. Call Ups

None

2. Information Item

A. 2014 Emerald Ash Borer in the City of Boulder

3. Boards and Commissions

A. Library Commission – December 4, 2013

B. Transportation Advisory Board – November 14, 2013

4. Declarations

A. Boulder Arts Week – March 28 – April 6

B. Radon Action Month – January 2014



INFORMATION PACKET MEMORANDUM

To: Members of City Council

From: Jane S. Brautigam, City Manager
Paul J. Fetherston, Deputy City Manager
Jeff Dillon, Parks and Recreation Director
Kathleen Alexander, City Forester
Susan Richstone, Community Planning and Sustainability Deputy Director
Lesli Ellis, Comprehensive Planning Division Manager
Rella Abernathy, City Integrated Pest Management Coordinator

Date: February 4, 2014

Subject: Information Item: 2014 Emerald Ash Borer in the City of Boulder

EXECUTIVE SUMMARY

The purpose of this memo is to update City Council about the status of a newly discovered, federally quarantined ash tree pest, emerald ash borer (EAB), including:

- The background, impact and scope of the issue;
- Information about the federally-mandated and state-enforced quarantine of Boulder County;
- Most current information about the EAB infestation, including detection surveys, and an inventory of ash trees on city-owned properties;
- Staff action to develop a management plan; and
- Education and outreach efforts.

Ash is one of the most abundant tree species comprising approximately 15% of all deciduous trees in urban areas across Colorado, including the City of Boulder. Emerald ash borer is an introduced pest to the US, which was first discovered in 2002 and has since moved across the country to 21 states. North American ash trees have shown little resistance to EAB and over 50 million ash trees have died since 2002 from this pest. Research has shown that specific pesticide products are effective against EAB if used before trees are compromised by the pest and applied per label requirements. Pesticide applications are needed to preserve ash trees through peak EAB infestation; however, as local EAB populations decline due to death of untreated ash trees, it is possible that application frequency may be reduced.¹

¹ Emerald Ash Borer Management Statement; January, 2011.
http://www.emeraldashborer.info/files/conserve_ash.pdf

In late September, 2013, City of Boulder Parks and Recreation Forestry staff discovered an EAB infestation within the city. The infestation was confirmed by the US Department of Agriculture, Animal Plant Health Inspection Service (APHIS). This is the first known occurrence of EAB in Colorado. Ash trees do not show symptoms until several years after initial infestation and as a result, EAB is very difficult to detect until the pest is established within an area. Eradication and containment efforts across the country have been unsuccessful resulting in the loss of over 50 million ash trees.

EAB management, including tree removal, tree replacement, wood disposal and pesticide treatments, will have an enormous direct budgetary impact to the City of Boulder and private residents over the next 15 years. The loss of tree canopy will have significant economic, social, and environmental impacts for decades.

Staff is gathering information and working interdepartmentally with Parks & Recreation, Integrated Pest Management team, Open Space and Mountain Parks, Development Review, and other interested divisions and departments to develop an EAB work plan for 2014, which will be presented to council during the first quarter of 2014.

FISCAL IMPACT

The 2013 US Forest Service (USFS) Metro Denver Urban Forest Assessment Report estimates there are 656,000 trees total in the city of Boulder with an appraised value of \$1.2 billion. There are approximately 38,000 total city park and public street rights-of-way trees under the jurisdiction of the Parks and Recreation Forestry Division; 4808 (approximately 13 percent) are either green or white ash trees with an appraised value of \$15.4 million. An inventory of ash trees on public property under the jurisdiction of other city departments has not yet been conducted. The exact number of ash on private property is unknown, but generalizing with an estimated 15 percent, the estimated number of public, private and naturalized ash along Greenways within the city is 98,000 trees.

Current non-personnel budget for the Forestry Division is \$280,000 for tree pruning, removals, replacement, wood disposal, integrated pest management (IPM) and the commercial tree program. Once EAB populations increase, management costs for EAB alone will exceed existing Forestry funding levels on an annual basis and additional staffing will also be required. Private property owners will also face significant costs over the next decade due to increased tree removal, proper wood disposal, replacement and/or treatment costs.

EAB populations expand exponentially. USFS models for the Midwest indicate that if ash populations within a community are left untreated, nearly 100 percent of ash trees are beyond treatment within 12 to 15 years after initial infestation. Public safety and deferred maintenance for tree species other than ash become major concerns when existing resources are dedicated to EAB management.

COMMUNITY SUSTAINABILITY ASSESSMENTS AND IMPACTS

- Economic: Ash trees are found in commercial areas throughout the city and two blocks of Pearl Street Mall are predominantly green ash. Research has consistently shown that shoppers are more willing to pay for parking, goods, and



Figure 1 Green ash on Pearl Street Mall.

services in business districts with trees. Trees increase residential and business property values and the tax base; attract visitors, businesses, and new residents to an area and increase occupancy and rental rates of apartments and offices. Shading from trees can defer maintenance longer for materials that are degraded by heat such as asphalt and pavement.

- Environmental: Boulder’s urban tree canopy provides many environmental benefits to the community. Urban trees help mitigate climate change by contributing to reductions in carbon dioxide and other pollutants, improvements in water quality, stormwater runoff reduction and energy saving through shading surfaces and reduced cooling demand. Although ash trees comprise approximately 15 percent of the total tree population, they are large maturing, long lived trees and therefore contribute more environmental benefits than expected by their percentage in the urban tree canopy.

If left untreated, it is anticipated that all ash will die during the infestation period from EAB causing high tree canopy losses and subsequent loss of environmental, economic and social benefits. Pesticides are an important component in EAB management programs and are effective in the prevention and spread of EAB. However, pesticide treatments, whether public or private, can have impacts to non-target organisms and the environment; decisions about which pesticide product to apply and which trees to treat must be carefully balanced to provide the least overall harm to the environment.

- Social: Social scientists have shown trees and green spaces within cities provide social and psychological benefits and improve the quality of life for residents. Connection to trees and nature affects moods, activities and emotional health. It can reduce stress and mental fatigue, enhance mental health, enhance recuperation rates in hospitals, reduce psychological precursors to crime, and increase recreational opportunities. A community's urban forest is usually the first impression a community projects to its visitors and is an extension of its pride and community spirit.²

BACKGROUND

The Emerald ash borer (*Agrilus planipennis*), an exotic wood boring beetle first discovered near Detroit, Michigan in 2002, has since spread to 21 other states where it has killed over 50 million ash trees. Scientists believe it was unintentionally brought to the US through infested ash crating or pallets from its native range in China.

EAB attacks only ash trees and all North American ash species (*Fraxinus* spp.), including green and white ash, are at risk. EAB larvae feed under the bark on the vascular tissues of the tree, which eventually kills it. EAB kills both stressed and healthy ash trees and at high population levels, can kill mature ash trees within two or three years after initial infestation.

On September 23, 2013, city of Boulder Forestry staff



Figure 2 Dead ash tree with emerald ash borer galleries in trunk.

² Landscape and Human Health Laboratory, University of Illinois at Urbana Champaign. <http://lhlh.illinois.edu/>

found EAB in a dead ash tree in the public right-of-way in northeast Boulder near Iris Avenue and 30th Street. Staff detected the beetles when sampling the ash tree prior to removal. Insect specimens were collected and sent to the USDA Systematic Entomology Laboratory in Michigan where the identity of the insects was confirmed. This was the first time this insect had been found in Colorado and is the western-most occurrence of this invasive pest in North America.

Quarantine

EAB is a federally quarantined pest; APHIS therefore works with State cooperators to detect, control and prevent the human spread of EAB. Both federal and state government prohibits the movement of firewood and other ash wood materials outside the quarantined area. The Colorado Department of Agriculture (CDA) has imposed and will enforce a quarantine on the movement of all ash tree products and hardwood firewood out of Boulder County. After discussions with local trash haulers, CDA also included small portions of Jefferson and Weld Counties to include two landfills within the quarantine area to facilitate movement of flood debris and EAB-infested material. The state quarantine took effect on November 12, 2013; a federal quarantine will be in place by the end of February, 2014. A map of the quarantine area can be found in Attachment A.

Detection Surveys

City Forestry staff and the CDA worked cooperatively to develop protocols for two detection surveys to determine the extent of infestation within the city.

1. Visual assessment: COB Forestry and CDA staff assessed all public and private ash trees within a half mile of the initial infestation. Hundreds of ash trees were assessed from ground level looking for symptoms of infestation, including large branch dieback in the crown, woodpecker damage and excessive sprouting. Symptomatic trees were climbed to view more closely. One dead ash tree and five symptomatic EAB-infested ash trees were removed within the same condominium complex near 30th Street and Iris Avenue.



Figure 3 Symptomatic ash tree in Northeast Boulder



Figure 4 Adult Emerald ash borer

2. Delimitation Survey: EAB is very difficult to detect in early stages. A delimitation survey was conducted to establish the boundaries of the area considered to be infested by EAB. The survey started on November 4, 2013 and was completed on January 15, 2014. The survey was conducted by staff from COB Forestry, CDA, APHIS, CSU Extension and forestry staff from nine nearby cities that graciously offered staff and equipment to assist with the survey.

The city was divided into plots or grids that are one square mile each. Crews removed two small branches from each of 10 public ash trees near the center of each plot. The bark was peeled from the branch samples and the wood examined closely for the presence of EAB larvae. All larvae found were sent to CSU for positive identification. Branch sampling protocols were developed by the Canadian Forest Service (CFS); they found by performing random branch sampling on asymptomatic trees with this technique, they were able to detect EAB several miles away from the original location before trees become symptomatic.³



Figure 5 Branch peeling and emerald ash borer larvae.

Public Tree Inventory

The existing public tree inventory was last updated between 1999 and 2001 and updates were planned prior to the discovery of EAB. EAB has increased the priority for updates to the ash tree portion of the inventory. A tree inventory and asset management vendor has been contracted and ash tree inventory updates were recently completed. Information on the current condition class, tree diameter and recommended maintenance action was collected for green and white ash trees on public property under the jurisdiction of the city Forestry Division.

Treatment Options

Since ash trees cannot survive an EAB infestation, the only option available to save the life of a tree is pesticide application. Research has shown that specific pesticide products are effective against EAB if used before trees are compromised by the pest and applied per label requirements. Because the EAB larvae feed under the bark, the most effective pesticides are systemic insecticides. Systemic insecticides are transported throughout the tree within its vascular tissues. Feeding by EAB larvae damages the tree's vascular system, as does damage from wounds and other pests. Only ash trees in good condition should be considered for treatment otherwise the pesticide treatments may not be effective. Before pesticides are considered, the impacts and tradeoffs for each product will be carefully weighed with the environmental and economic impacts of tree loss. The city of Boulder has an Integrated Pest Management Policy and any proposed action will be in compliance with the policy. The process for this analysis will be included in the EAB 2014 Work Plan.

³ Detection of emerald ash borer in urban environments using branch sampling, Canadian Forest Service, Sault Ste. Marie, Technical Note No. 111. <http://cfs.nrcan.gc.ca/pubwarehouse/pdfs/32127.pdf>

Education/Outreach

Education and outreach is a critical component of any EAB Response Plan. Efforts are underway through city, county, state and federal agencies but many more are planned before the insect emerges in the spring.

- EPIC: A statewide working group, EPIC (Emerging Pests in Colorado), has collaborated over the past four years to raise industry and public awareness about the threat of EAB and other invasive pests through brochures, workshops and presentations. Participants included staff from the CDA, Colorado State Forest Service (CSFS), CSU Extension Service, APHIS, and foresters from several cities including Boulder, Denver and Fort Collins.
- Initial Meetings: In the weeks after receiving official confirmation of the pest in Boulder, city Forestry staff, CDA, CSFS and APHIS participated in meetings with pertinent city of Boulder staff, Boulder County personnel, Front Range city foresters, Boulder County tree care companies and local trash haulers to educate about EAB and gather input on the proposed quarantine.
- News Releases: Although the insect was found in Boulder, CDA took the lead initially on media releases due to the larger potential statewide impact. The City of Boulder has since distributed two news releases on the start of the delimitation survey and the quarantine.
- CDA has posted educational material about EAB on their website: www.EABColorado.com; there is also information posted on the city Parks and Recreation website, <https://bouldercolorado.gov/pages/emerald-ash-borer>
- Tree Dissections: City Forestry has hosted a series of EAB “tree dissections” in cooperation with CSU Extension, CDA and APHIS staff. The dissections were geared toward forestry staff from other Front Range and Wyoming communities and tree care companies to exhibit the infested trees and demonstrate branch peeling techniques.



Figure 6 Front Range foresters participating in emerald ash borer dissection at city of Boulder Park Operations facility.

ANALYSIS

The results from both the updated public ash tree inventory and the delimitation survey will be analyzed and used to develop a City of Boulder EAB 2014 Work Plan and ultimately an EAB Management Plan to manage the infestation within the city and potentially slow the spread to nearby communities.

Detection Survey

The delimitation survey started November 4, 2013 and was completed on January 15, 2014. Attachment B shows the delimitation survey grid map. EAB was detected in five grids: E3, F3, G3, H3 and H4. EAB was not found in the sampled trees in other grids, but due to the flight ability of the insect and rate of spread in Midwest communities, other parts of Boulder are likely infested at low pest populations. City Forestry staff will continue efforts to monitor for EAB in all parts of the city.

CU Grounds staff also conducted a detection survey and found evidence of EAB in a group of green and white ash in the parking lot adjacent to the Space Sciences building on the CU East Campus (in Grid G3).

Public Tree Inventory

Inventory information for ash trees in public street rights-of-way and in city parks was updated after the discovery of EAB in Boulder. The current inventory has 4,808 ash trees total with an appraised value of \$15.4 million; 1,267 trees in city parks and 3,541 in public street rights-of-way. The trees range in size from one to 48 inches in diameter. The Forestry Division has not planted ash trees since 2003, however ash is naturalized and many have seeded into natural areas in city parks or have been planted by adjacent property owners into street rights-of-way. Information on the current tree condition and recommended maintenance needs will be analyzed and presented to City Council during the first quarter of 2014.

Treatment Options

Pesticide products from three different classes of systemic insecticides are available for treatment of EAB:

- Merit (imidacloprid) – a neonicotinoid insecticide that has been on the city’s approved pesticide list for several years
- TREE-äge (emamectin benzoate) – a “semi-synthetic” product derived from a soil bacterium that is a restricted use pesticide (may only be applied by a certified pesticide applicator).
- TreeAzin (azadirachtin) – a natural product derived from the seeds of the neem tree – certified for use under the USDA’s National Organic Program

Staff is assessing each of these products using documentation from the EPA and other regulatory agencies and open literature. Staff is also consulting with academic researchers, who are considered the leading experts in EAB management. Pesticides are being evaluated for efficacy of EAB control, as well as impacts to non-target organisms and the environment to determine which products will be used under different circumstances.

NEXT STEPS

A 2014 EAB Work Plan will be developed and presented to City Council during the first quarter of 2014.

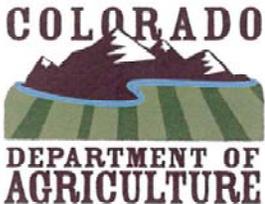
Next steps include:

- Establish an interdepartmental EAB Working Group;
- Develop City of Boulder Communications and Education/Outreach plan for EAB;
- Research and explore wood disposal options with Boulder County and Western Disposal;
- Update City Forestry contractor specifications;
- Research and coordinate with Community Planning and Sustainability's Development Review staff for possible code changes to facilitate EAB management;
- Update and request feedback from the Parks and Recreation Advisory Board and the Environmental Advisory Board.
- Develop the City of Boulder EAB Management Plan.

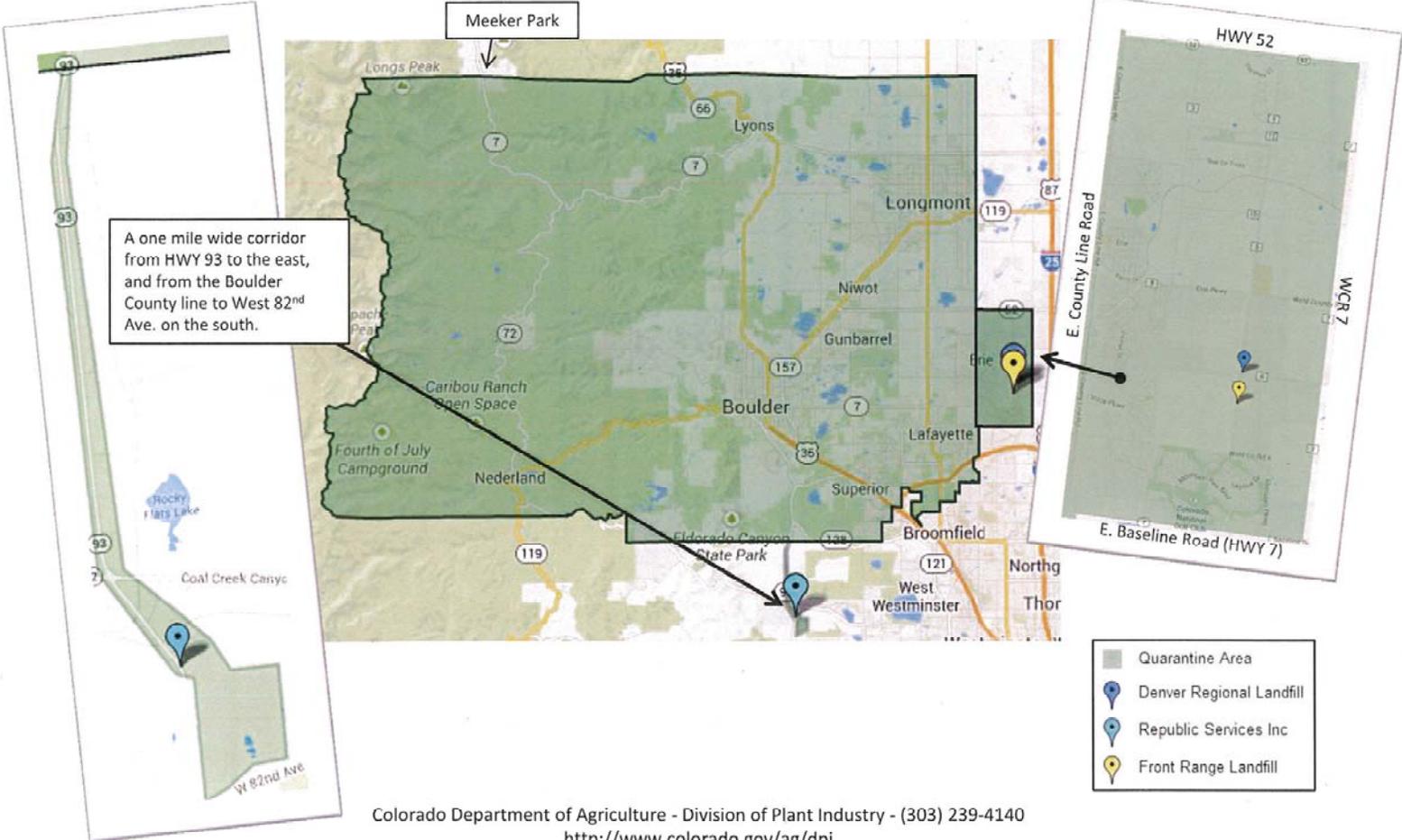
ATTACHMENTS:

Attachment A – Emerald Ash Borer Quarantine

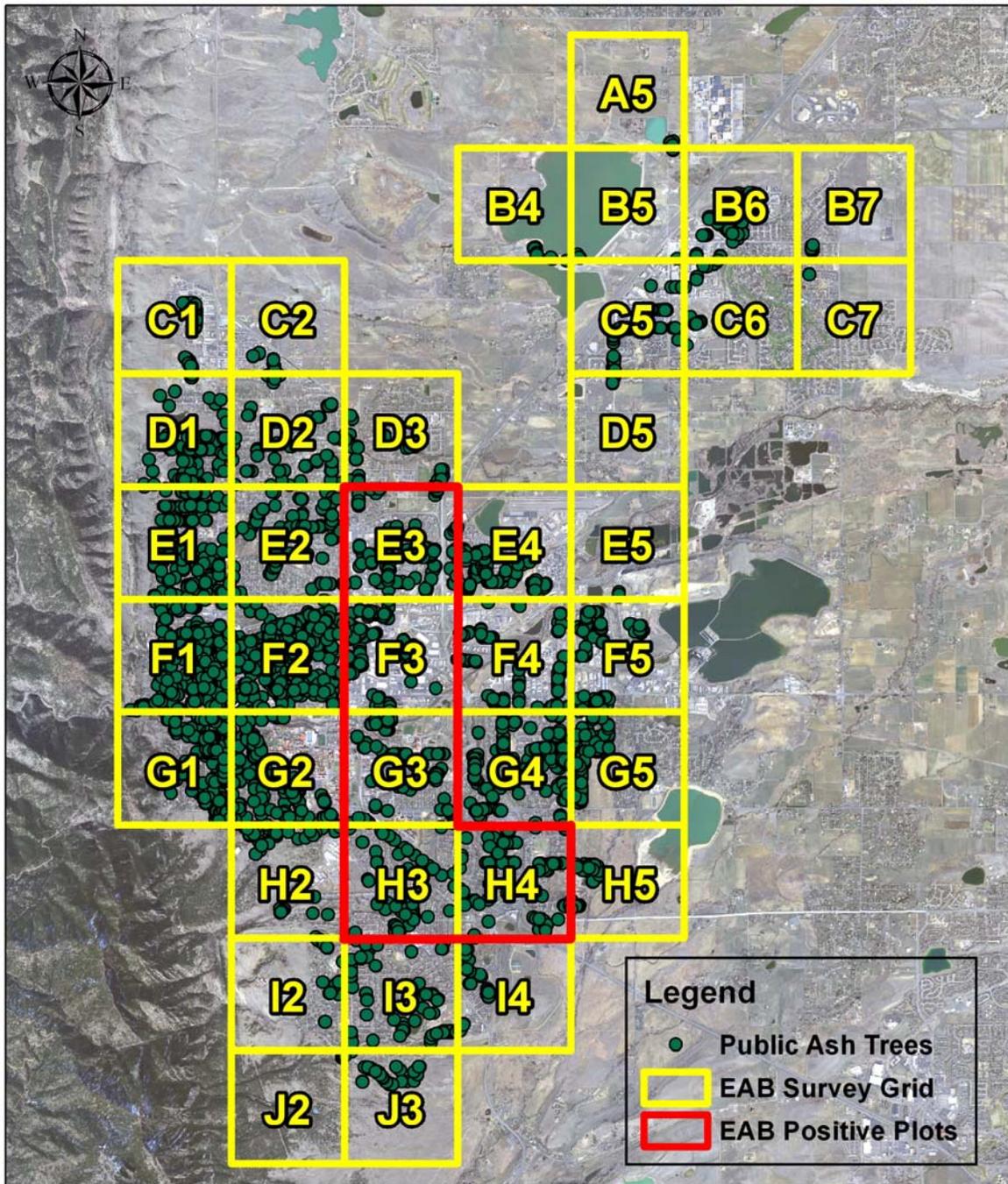
Attachment B – Emerald Ash Borer Delimitation Survey



Emerald Ash Borer Quarantine



Emerald Ash Borer Delimitation Survey City of Boulder



City of Boulder Urban Forestry
Aerial Photography 2012 DRCOG 6"
Map Production: January 17, 2014
Author: Kathleen Alexander



**CITY OF BOULDER
BOULDER, COLORADO
BOARDS AND COMMISSIONS MEETING
MINUTES**

Name of Board/ Commission: Library Commission	
Date of Meeting: December 4, 2013	
Contact Information Preparing Summary: Leanne Slater 303.441.3106	
Commission Members Present: Anne Sawyer, Celeste Landry, Donna O'Brien, Anna Lull, Paul Sutter Commission Members Absent: None	
<p>Library Staff Present: Maureen Rait, Executive Director of Public Works and Interim Director of Library & Arts Jennifer Miles, Deputy Library Director Leanne Slater, Administrative Specialist II Matt Chasansky, Arts and Cultural Services Manager</p> <p>City Staff Present: Glenn Magee, Facilities Design and Construction Manager Joe Castro, Facilities & Fleet Manager Jennifer Bray, Communication Specialist III Peggy Bunzli, Budget Manager</p> <p>Boulder Teen Advisory Member Present: Nick Bozik</p> <p>Public Present: Peter Richards</p>	
Type of Meeting: Regular	
Agenda Item 1: Call to Order and Approval of Agenda [6:00 p.m., Audio 0:32 sec] The meeting was called to order at 6:01 p.m. and there were no changes made to the agenda.	
Agenda Item 2: Public Participation [6:02 p.m., Audio 0:40 sec] None.	
Agenda Item 3: Consent Agenda	
3A.: Approval of Oct. 30, 2013 special meeting minutes [6:02 p.m., Audio 0:52 sec.] Motion to approve the Oct. 30 special meeting minutes as amended as presented by Sutter, seconded by O'Brien. Vote: 5-0 Motion passes.	
3B.: Approval of Nov. 6, 2013 minutes [6:03 p.m., Audio 1:30 min] Motion to approve the Nov. 6 meeting minutes as amended as presented by Lull, seconded by Sutter. Vote 5-0 Motion passes.	
Agenda Item 4: Commission Priority Discussion and Input	
4A.: Main Library Renovation Project Update [6:03 p.m., Audio 2:00 min] <ul style="list-style-type: none"> • Construction bid phase- Construction bid documents were issued on Nov. 18 to six pre-qualified bidders. The city understands that four contractors intend to submit bids. The bid opening is Dec. 13 at 4 p.m. • Furniture bid documents- The furniture, shelving, A/V, and moving bid documents were issued on Nov. 26. The bid opening for the shelving, A/V equipment and materials moving will be held on Tues. Dec. 17, 2013. The bid opening for the furniture will be held on Fri. Dec. 20. • Café vendor request for proposal document development- The draft of the RFP for the café vendor will be available for Library Commission review in January and issued late January. <p>Commission discussion, questions and comments included:</p>	

- In response to a question about whether or not a bid opening is a public meeting, staff noted that the meeting may be observed by members of the public. At the meeting, the finance/ purchasing agent ensures all the requirements for the bid have been met, reads the bid amounts that have been received by the deadline, and tabulates the information provided. The bid results are then reviewed and an award announcement is usually made within a few days.
 - There was discussion about the extent to which the furniture samples presented in the Dec. Library Commission packets are representative (found here: <http://boulderlibrary.org/pdfs/commission/2013/packet/DecCompletePacket.pdf>) of what the library can expect to receive. It was noted that the styles are representative but not the fabrics. Staff indicated that vendors can also offer alternatives / options.
 - Concerns were raised by two commissioners about the apparent quality of the furniture. The importance of good quality furniture that is sturdy and has longevity was acknowledged.
 - A question was asked if there was concern about the construction bidders dropping from six down to four. Staff is confident in the quality of the remaining bidders.
- Public art selection timeline- This committee had a meeting during the week of Nov. 25 and has narrowed down the proposals to 33 artists. The intent is to narrow this down to three or four artists who will develop proposals. A recommendation for the selection of a final group of artists will be made at the February Library Commission meeting.
 - Design Advisory Group meeting summary- Miles presented several of the graphic and word sign samples.

Commission discussion, questions, and comments included:

- Commissioners agreed with staff's suggestion to have sharper edges around the hexagons for teen graphic (more hive-looking aesthetic, looking less like a flower).
- Commission preferred a grass-like, organic/nature theme rather than ribbons for children's graphic.
- A question was asked about whether there will be a logo for the family bathroom.
- Some feedback was given for the word signs including: use of bars of color, or smoky backgrounds on letter signs in order to create more contrast; disliked mirror image of the words; change font to fit organic theme; and consistent placement and heights of signs for better usability i.e. airport given as example.
- Suggestion to have the holders for temporary signs at the branches as well.
- Request to see additional samples of the revised graphics.

Agenda Item 5: Matters from the Commission

5A: Annual letter to City Council – priorities to inform goal-setting [6:59 p.m., Audio 58:00 min]

The Library Commission discussed the draft letter to City Council (found here at <http://boulderlibrary.org/pdfs/commission/2013/packet/DecCompletePacket.pdf>).

Motion to approve their 2014 Library Commission Priorities and Input for City Council Retreat letter to City Council, with the discussed changes implemented as presented by Landry, seconded by Sutter. Vote: 5:0. Motion passes.

5B.: Annual report to city manager - fulfillment of City Charter, Article IX, Section 136 requirement [7:25 p.m., Audio 1:23 hr]

Motion to approve the Boulder City Charter letter to the city manager with one implemented change to be submitted by Sawyer on behalf of the commission, as presented by O'Brien, seconded by Lull. Vote: 5-0. Motion passes.

5C: Library Commission application questions (see Library Commission Memo, found here at <http://boulderlibrary.org/pdfs/commission/2013/packet/DecCompletePacket.pdf>) [7:27 p.m., Audio 1:26 hr]

Motion to approve the Library Commission application questions as presented by Landry, seconded by Sutter. Vote: 5-0. Motion passes.

5D: Commission update (from memo)**[7:28 p.m., Audio 1:26 hr]**

- Update on commission emails received
- Report on 11/4/13 meeting with Judith Anderson, director of Longmont Public Library
- People Engaged in Raising Leaders – board fair

There was no discussion on the above items from the commission memo.
A break was taken until 7:36 p.m.

Agenda Item 6: Matters from the Department**6A.: Library Update (from memo)****[7:36 p.m., Audio 1:28 hr]**

- Boards and commissions input for the city council retreat- Please see Agenda Item 5A above.
- Library policy review- This item references p. 81 and 86 of the December packet. The Rules of Conduct review has also since been added to the list of policies to review. A review of the co-sponsorship of programs, book, and discussion groups, theater use, etc. policy will begin in February. The meeting room policy will be reviewed in March.
- Arts and Cultural Assessment – Library Commission position paper and Library Foundation addendum-

Motion to approve the Library Commission’s position paper on the Arts and Cultural Assessment and to post it along with the Arts and Cultural Assessment as presented by Landry, seconded by O’Brien. Vote: 5-0 Motion passes.

- World Book Night update- World Book Night 2014 is held each year on Shakespeare’s birthday, April 23. On this night, anyone or a group of people may register and give out free books to community members. Shelley Sullivan, BoulderReads! manager, is interested in participating. Two commissioners suggested using the North Boulder Corner Library as one of the destinations for the book giveaways.
- George Reynolds Branch Library – flood recovery update- FEMA reimbursements are ranging in timeframe from nine months to two years depending on the type of projects they are covering.
- North Boulder Corner Library update- There was consensus that the Library Commission prefers the name North Boulder Corner Library, or NoBo Corner Library.
- General calendar updates- The Library Commission Retreat date of June 21 will no longer work for all of the commissioners. A new date for the retreat will be determined for a Saturday in July 2014.

One commissioner recommended consideration of the library being open in 2014 on some of the current library holiday closures. Due to budget and staff implications, this possibility could be considered for the 2015 budget, during the second quarter of 2014.

- Follow up from Oct. meeting – staff recommended read displays- O’Brien had previously suggested noting who recommended the books placed on the “Staff Picks” display table at the Main Library.
- Proposed changes to the minutes format- The Library Commission discussed the possibility of eliminating the Action Summary and for staff to draft only one set of minutes that are a “hybrid” version of the meeting minutes, which would then be approved by the Library Commission. The Library Commission unanimously agreed to adopt the proposed meeting minute format. In April 2014, the Commission will review the Commission’s Guidelines for meeting minutes and update as needed.

6B. : Update on Operations – Arts and Cultural Services division**[8:04 p.m., Audio 1:56 hr]**

Chasansky gave a presentation on the operations for the Arts and Cultural Services division. For more information, please see the presentation at: <http://boulderlibrary.org/pdfs/commission/2013/handouts/13DecHandouts.pdf>.

Commission discussion, questions, and comments included:

- Is there any overlap between arts programming and Pearl St. street performers? Not currently, though Pearl St. is highly programmed.
- Anticipation was expressed for figuring out how the library and arts are combined now and in the future.
- Support for the inventory that is happening on both levels of physical art and related procedures.

6C.: Commission Feedback on the 2014 Community Survey

[8:38 p.m., Audio 2:30 hrs]

The Library Commission crafted an additional survey question which stated:
Would you use literary, film, concert, dance, theater, history, or science programming? What would the community like to see offered by the library?

6D.: Update on library director search

[8:42 p.m., Audio 2:33 hrs]

The public presentations and candidate interviews are tentatively scheduled for Jan. 30 and 31.

Agenda Item 7: Items for inclusion in the Action Summary

This agenda item was no longer relevant as the Action Summary will no longer be created.
See **Agenda Item 6A, Proposed changes to the minutes format** above.

Agenda Item 8: Next commission meeting (rollover items and date)

[8:45 p.m., Audio 2:35 hrs]

- Main Library Renovation Project: Review of the bids, bid alternatives and proposed funding options. The renovation construction kickoff ceremony will also be discussed.
- Update on library and arts director search: interview events and process. Two commissioners will be selected to serve on the interview panel and recommendations for interview question topics will be discussed.
- NoBo Corner Library update
- Review of the table of contents for the Library Commissioner Handbook

Agenda Item 9: Adjournment

[8:47 p.m., Audio 2:38 hrs]

There being no further business to come before the board at this time, the meeting was adjourned at 8:47 p.m.

Date, Time, and Location of Next Meeting:

The next Library Commission meeting will be held at 6 p.m. on Wed., Jan. 8, 2014 at the Meadows Branch Library, 4800 Baseline Rd.

APPROVED BY:

ATTESTED:

Board Chair

Staff Secretary

Date

Date

An audio recording of the full meeting for which these minutes are a summary, is available on the Library Commission web page at <http://boulderlibrary.org/about/commission.html>

Please note: Commissioner Sawyer approved these minutes on January 23, 2014; and Leanne Slater attested this approval on January 23, 2014.

**CITY OF BOULDER
BOULDER, COLORADO
BOARDS AND COMMISSIONS MEETING
MINUTES**

Name of Board/ Commission: Transportation Advisory Board	
Date of Meeting: 14 November 2013	
Contact Information Preparing Summary: Laurel Olsen-Horen 303.441.3203	
Board Members Present: Andria Bilich, Matt Moseley, Dom Nozzi, Jessica Yates, Zane Selvans, Board Members Absent: None	
Staff Present: Bill Cowern, Transportation Operations Engineer Kathleen Bracke, GO Boulder Manager Chris Hagelin, Senior Transportation Planner Marni Ratzel, Senior Transportation Planner Laurel Olsen-Horen, Board Secretary	
Type of Meeting: Advisory/ Regular	
Agenda Item 1: Call to Order	[6:02 p.m.]
The meeting was called to order at 6:02 p.m.	
Agenda Item 2: Approval of minutes from 23 September 2013	[6:02 p.m.]
Motion to approve the 14 October meeting minutes as amended by: Nozzi; seconded: Selvans Vote: 5-0 Motion Passes	
Agenda Item 3: Public Participation	[6:05 p.m.]
None	
Agenda Item 4: City Council Boards and Commission Report	[6:05 p.m.]
Council member Plass was unable to attend tonight's meeting so this item will be postponed until the December TAB meeting.	
Agenda Item 5: Staff briefing and TAB input regarding the Development Review TDM Toolkit	[6:06 p.m.]
Chris Hagelin presented this item. Power point given for this item.	
Executive Summary from Packet Materials: The purpose of this agenda item is to update the Transportation Advisory Board (TAB) on the process for redesigning the Transportation Demand Management (TDM) Toolkit. A process to update the TDM Toolkit was initiated in 2011 but was put on hold due to staff changes and changing priorities. With the Transportation Master Plan (TMP) Update in progress and the Access Management and Parking Strategy (AMPS) beginning, the process to modify the TDM Toolkit is returning to the 2013-2014 work plan. The redesign of the TDM Toolkit will be fully integrated into both the TMP and the AMPS processes. The TDM Toolkit is used by Transportation and Community Planning & Sustainability staff and development applicants to plan and implement a set of policies, programs, facilities, and strategies to mitigate traffic impacts of new development or redevelopment projects as part of the Site Review process.. As new residential and commercial developments are considered within the City of Boulder, it is important that they are consistent with the city's Transportation Master Plan goals of reducing single-occupant vehicle (SOV) trips and vehicle miles of travel (VMT). TDM strategies, which focus on facilitating alternate modes of transportation, are key considerations. Per Section 9-2-14(h)(2)(D)(iv),(v) of the Boulder Revised Code, development projects that are required to complete the Site Review process are required to provide a TDM plan outlining how multi-modal access will be improved and how impacts from traffic will be mitigated through a significant shift in vehicle trips. Examples of TDM programs include offering Eco Pass programs, parking management strategies, and bike share/car share services. At the December 9 meeting, staff will present to TAB the current policies and process of designing, implementing, and evaluation of TDM plans for new developments and what policy and programmatic changes were previously being considered by past TAB and Planning Boards. TAB is asked to review the attached Planning Board memo from July 7, 2011 to provide context from the prior discussions regarding this topic. Staff will be seeking input	

from TAB to help guide the upcoming work to revise the city's TDM Tool Kit as part of the current TMP Update. Based on input from TAB at the December 9 meeting, staff will develop specific TDM Tool Kit enhancements to bring to TAB for consideration in early 2014.

Board Discussion and comments included:

[6:22 p.m.]

- Overflow parking is something we should be going for as a hook to get NPP expanded. We need to stop looking at overflow parking as a negative thing. It allows us to be able to have managed parking in a neighborhood or business district. It gives us the ability to price parking that would otherwise be un-priced and result in inflated demand for that parking.
- There is a study that states that telecommuting / teleworking actually adds more vehicle trips per day than people that work at an office as working from home allows for individuals to run more errands during the day. (Study will be forwarded to staff)
- Developers could staff a TDM administrator as a requirement.
- What enforcement is available now?
- Make TDM plans attractive and get people motivated to participate. How do we go beyond the developer? Could this be less of a requirement and more of an incentive to the developer by explaining what they get out of the program if they participate (i.e. tax break etc.)?
- Explanation on Boulder Transportation Connections' role would be helpful.
- Exempt or reducing development impact fees could also be a useful/appropriate incentive.
- There are times we want to incentivize development.

Agenda Item 6: Matters

[7:00 p.m.]

Matters from the Board Included:

Board member Yates brought up the below matter(s):

- Updates on collaboration with other city boards. TAB members assigned "board buddies" with the different boards and commissions.
- Election results:
 - Staff wished to say kudos to the board for their work on facilitating the election results.
 - City Council approved the E-bikes pilot with the exception of use on Open Space trails.

Board member Bilich brought up the below matter(s):

- Now that we have some money; what's next? How do we best leverage this new funding source? TAB needs to remain proactive with funding.

Matters from staff included:

[7:13 p.m.]

- **Staff briefing and TAB input regarding Safe Routes to School Program:** (Power Point presentation given for this item) Staff presented a short presentation on the projects which will go out for grant funding through the Safe Routes to School Program.
 - Hanover Street: Broadway to S. 46th Street
 - Sumac: Broadway to 17th Street
 - Oak St: 19th to 21st Streets
 - 22nd Street alignment; Upland Ave to Vineyard Place
 - 4th Street: Upland Ave to Vineyard Place

Board member Moseley departed at 7:30 p.m.

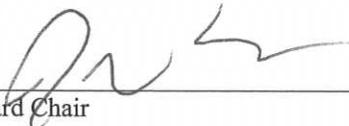
- **Comments on the 2014 Draft Legislative Agenda:**
 - One board member's thoughts on ideas to include in the Legislative Agenda are as follows: The city should be seeking from the state authorization to utilize tolling on roadways. The city should be lobbying to encourage adopting the biking approach as practiced in Idaho; stop signs for cyclists should be treated as yield signs and red signals should be treated as stop signs.
- **Flood update:**
 - Most of the transportation systems are up and running; Dean Place west of 7th St and Cypress west of 55th St. are still closed pending reconstruction.
 - Boulder Creek Crossing; Arapahoe east of 38th and South Boulder Creek crossing west of 55th underpasses remain closed.
 - Staff effort is focusing on documentation for reimbursement from FEMA and FHWA.
- **Regional Studies Update:** US 36 Mayors/Commissioners Coalition letter handed out on regional NAMS.
- **Project Updates/Closure (i.e. progress, Council action, "after" studies):**
 - Construction on Arapahoe between 17th and Folsom continues.
 - Multi-way Blvd. improvements on the south side of Pearl have been completed. The remaining south

- side improvements will be completed in Spring of 2014
- o Goose Creek Bridge and Depot Square construction has begun.
- o 14th St Improvements are complete. There are some issues with compliance which enforcement will be working with.
- o State Hwy 7 is in clean-up phase.
- **Other matters:**
 - o Joint Board meeting on Thursday, 19 December; Sustainable Streets and Centers and the East Arapahoe Project are the primary topics.
 - o There will be a TMP open house prior to the December TAB meeting.

Agenda Item 7: Future Schedule Discussion: **[8:10 p.m.]**
 Next meeting will be Dec. 9th in the 1777 West Conference Room
 Joint Board meeting on Dec. 19th at Boulder County

Agenda Item 8: Adjournment **[8:10 p.m.]**
 There being no further business to come before the board at this time, by motion regularly adopted, the meeting was adjourned at 8:10 p.m.
Motion: moved to adjourn; Nozzi, seconded by: Bilich.
Motion passes 4:0

Date, Time, and Location of Next Meeting:
 The next meeting will be a regular meeting on Monday, 9 December 2013 in the 1777 West Conference Room, 1st floor of the Municipal Building, at 6 p.m.; unless otherwise decided by staff and the Board.

APPROVED BY:


 Board Chair

1/13/14

 Date

ATTESTED:


 Board Secretary

13 January 2014

 Date

An audio recording of the full meeting for which these minutes are a summary, is available on the Transportation Advisory Board web page.

**Boulder Arts Week
March 28 - April 6, 2014**

WHEREAS, Boulder Arts Week represents the city's first large-scale, inclusive celebration of our community's vibrant arts and cultural offerings and will include art walks, First Friday, exhibitions, performances, dance, music, theater, artist demonstrations, symposia and more; and

WHEREAS, Boulder Arts Week will enhance visibility of the arts within the local community and raise awareness of Boulder's artistic innovation throughout the region, positioning the city as a premier arts destination; and

WHEREAS, the participating artists and organizations will benefit from this widespread collaboration, enabling each to expand their audiences and engage more members of the community with their mission and programming; and

WHEREAS, arts and culture play a key role in building and sustaining Boulder's economic vibrancy, and are a cornerstone of Boulder's creative economy. The arts stimulate creativity and innovation throughout the community, create jobs, attract new businesses, draw tourism dollars and create an environment that attracts skilled and educated workers; and

WHEREAS, the arts and culture sector has a powerful economic impact on Boulder's economy. According to an *Americans for the Arts* study, in Boulder 1,174 jobs are supported by performing arts, crafts and visual arts; 378 businesses generate more than \$15 million in household income, as well as nearly \$2 million in government revenue. Event-related spending by arts and culture audiences exceeds \$12 million, not including the cost of admission; and

WHEREAS, members of the Steering Committee (The Dairy Center for the Arts, Boulder Museum of Contemporary Art, Boulder Bach Festival, CU Presents, Boulder County Arts Alliance and the Boulder Chamber) along with 21 other arts organizations and the Boulder Arts Commission, Boulder Convention and Visitors Bureau, Downtown Boulder Inc., The Daily Camera and Vermillion Design + Interactive have already pledged their support for Boulder Arts Week to ensure its success; and

WHEREAS, the arts foster beauty, originality and vitality and benefit and connect all members of the Boulder community.

NOW, THEREFORE, BE IT DECLARED by the City Council of the City of Boulder, Colorado that March 28–April 6, 2014 is

Boulder Arts Week


Matthew Appelbaum, Mayor



**Official Radon Action Month
January 2014**

WHEREAS, radon is an invisible, odorless, radioactive gas that threatens the health of our citizens and their families; and

WHEREAS, radon is likely the leading environmental cause of cancer mortality in the US and the 7th leading cause of cancer mortality overall; and

WHEREAS, the Rocky Mountain Region, wherein the City of Boulder lies, has been ranked Zone 1, an area with the highest radon potential possible by the U.S. Environmental Protection Agency; and

WHEREAS, local residential radon data has shown 54% of the Boulder County homes tested as being at or above the U.S. Environmental Protection Agency Radon Action Level of 4.0 pCi/L (picocuries per liter of air); and

WHEREAS, any home in Boulder may have elevated levels of radon (even if homes in the same neighborhood do not); and

WHEREAS, testing for radon is simple and inexpensive; and

WHEREAS, identified radon problems can be fixed; and

WHEREAS, Boulder County Public Health, the Colorado Department of Public Health and Environment and the U.S. Environmental Protection Agency are supporting efforts to encourage Americans to test their homes for radon, have elevated levels of radon reduced and have new homes built with radon-resistant features;

NOW, THEREFORE, BE IT RESOLVED by the City Council of the City of Boulder, Colorado, that January 1-31, 2014 is recognized as

Official Radon Action Month


Matthew Appelbaum, Mayor

