

**CITY OF BOULDER
PARKS AND RECREATION ADVISORY BOARD AGENDA ITEM**

MEETING DATE: March 23, 2015

AGENDA TITLE:

Public Hearing and Consideration of Motions Approving the 2016 Expenditures from the Permanent Parks and Recreation Fund and 2016-2021 Parks and Recreation Department Capital Improvement Program (CIP).

PRESENTERS:

Jeff Dillon, Interim Director, Parks and Recreation
Yvette Bowden, Deputy Director
Abbie Poniatowski, Senior Business Manager
Jeff Haley, Parks Planning Manager

EXECUTIVE SUMMARY:

As part of the City's annual budget process, departments develop a six-year Capital Improvement Program (CIP). The current CIP process is for fiscal years 2016 through 2021. Within this process, funds are appropriated for the first year, 2016. The Parks and Recreation Advisory Board's (PRAB) role in this process is defined in the Boulder Revised Code (B.R.C.), 1982 TITLE 2 GOVERNMENT ORGANIZATION, Chapter 3 Boards and Commissions, Section 10 Parks and Recreation Advisory Board (d)(2) "To approve or disapprove expenditures or appropriations from the permanent park and recreation fund and forward such recommendations to the city council." It is within this context that the PRAB is requested to hold a public hearing and provide a recommendation on the CIP to Planning Board and the City Council. After a motion is passed by PRAB, the department's CIP budget will then be submitted to the Planning Board and City Council for review and respective considerations and approvals.

STAFF RECOMMENDATION:

Staff recommends that the PRAB approve the recommended 2016 expenditures planned from the Permanent Parks and Recreation Fund and approve the recommended 2016-2021 Parks and Recreation Department CIP.

Suggested Motion Language:

Staff requests PRAB consideration of this matter and action in the form of the following motions:

- Motion to approve the 2016 recommended expenditures from the Permanent Parks and Recreation Fund.
- Motion to approve the recommended 2016 – 2021 Parks and Recreation Department Capital Improvement Program (CIP).

IMPACTS:

Fiscal: \$4.82M. This amount reflects the total uses of funds projected for 2016 as follows:

Fund	Project	Amount
Permanent Parks and Recreation Fund	Flatirons Golf Course Restroom and Path Repairs	300,000
	ADA Compliance Improvements	100,000
	Athletic Field Improvements	500,000
	South Boulder Reservoir/Tom Watson Site Plan	200,000
	Scott Carpenter Park Site Plan/Mapleton Site Plan	100,000
	Urban Forest Management Plan	100,000
Permanent Parks and Recreation Fund Total		1,300,000
.25 Cent Sales Tax Fund	Aquatics Facility Enhancements	400,000
	Emerald Ash Borer Response Measures	220,000
	Lighting Ordinance Compliance	250,000
	Playground and Irrigation System Replacement	257,000
	Turf Repairs and Replacement	200,000
	Aquatics Facility Repairs	600,000
	Court Repairs and Renovation	250,000
	Parking Lot Repairs	250,000
.25 Cent Sales Tax Total		2,427,000
Boulder Junction Improvement Fund	Boulder Junction Pocket Park	750,000
	Boulder Junction Improvement Fund Total	750,000
Lottery Fund	Playground and Irrigation System Replacement	343,000
Lottery Fund Total		343,000
2016 P&R Capital Improvement Program Total		\$ 4,820,000

PUBLIC FEEDBACK:

At this public hearing members of the public will have the opportunity to comment on the proposed 2016-2021 CIP. The public will also have an opportunity to comment during the Planning Board's CIP review in July and City Council's discussions and review of the 2016 recommended budget during future public hearings.

BACKGROUND:

Capital Projects

CIP projects are defined as any major project with a cost greater than \$50,000 for purchase or construction, or major replacement of physical assets. CIP projects are potentially subject to a Community and Environmental Assessment Process (CEAP) review that evaluates any potential environmental, traffic or social impacts to Boulder residents, neighborhoods and businesses.

Capital Funding

The department’s capital funding comes from various sources where the department either manages the fund or a portion of an appropriation in the fund. The funds include the Permanent Parks and Recreation Fund, .25 Cent Sales Tax Fund, Lottery Fund, Capital Development Fund, and Boulder Junction Improvement Fund. These funding sources all have limitations on what can be spent from the specific fund.

In November 2012, voters approved the extension of the .25 Cent Sales Tax Fund through 2035. Beginning in 2016, there will be approximately \$2M that had been allocated for debt service in the fund that will be available for other park and recreation purposes including capital projects. The master plan recommended that 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. This move toward life cycle management of assets using a concept called the Total Cost of Facility Ownership or TCFO is at the heart of the department’s effort to better manage assets. This approach frames agency asset management decisions in a framework of ‘cradle to grave’ consideration of how an asset is conceived of, designed, built, managed and maintained, recapitalized, and eventually disposed of as shown in the image below.



As part of the annual budget process, the city’s Finance Department provides projections for taxes and conservation trust fund allocations at the end of April for 2015 budget development. Staff will provide updates on any impacts of these projections as part of the Budget Update item planned at the May business meeting.

CIP Process

The budget is the means by which the city manages its assets and implements projects and programs that are chosen by its citizens through their elected representatives, City Council. The department's budget is formulated within the context of the Parks and Recreation Master Plan that was adopted by the PRAB and accepted by City Council in early 2015. The CIP is developed in support of achieving the department's Master Plan goals.

Once again this year, staff is providing the PRAB with a "three touch" approach to included 1) discussion item presented at the January meeting communicating process, policies and procedures and definitions/criteria that guide the CIP development; 2) a discussion item presented at the February business meeting to review draft projects and prioritization as it relates to the 2016 – 2021 CIP; and 3) a PRAB Public Hearing to be held on March 23rd to consider motions approving and recommending the 2016 – 2021 department CIP.

CIP Guiding Principles

In order to plan and prioritize capital investments, staff apply specific guiding principles based on the City's CIP guiding principles and the department's master plan goals. The following departmental framework is also utilized to determine and plan CIP projects and make budget decisions that are sustainable over time. These priorities are also focused on maintaining the integrity of the current infrastructure and facilities before expanding and/or enhancing programs and facilities.

1. Safety / Compliance (S) – Projects represent important deficiencies and are essential safety and compliance concerns. Project may include ongoing infrastructure repairs, replacements and/or refurbishments of park play equipment and amenities, irrigation systems, landscape and turf upgrades and facility improvements. Compliance considerations also include meeting local, state and federal requirements that are required to be completed to comply with specific regulations, such as city of Boulder 'dark sky' lighting ordinance and the Americans With Disabilities Act (ADA).
2. Commitment (C) – Projects that are required by law/ballot (e.g., Elks Park), are in-process of development (e.g., Valmont City Park), as part of a prior development agreement, are recommended as part of the department master plan (e.g., playground and irrigation system renovations) and/or are required to be completed within a specific period of time.
3. Efficiencies (E) – The department will consistently seek efficiency improvements in both operational and capital investments. Projects will represent important operational and/or maintenance efficiencies resulting in improved life cycles, cost efficiencies and savings in resources, energy or water usage (e.g. aquatics facility repairs).
4. Revenue (R) – The department will invest in facilities and programs that generate

revenues to support valued recreational opportunities in the Boulder community. Projects will enhance the department's ability to earn more revenue after initial investment and operational costs are considered (e.g. aquatics facility enhancements and athletic field improvements) and/or possible collaboration/partnerships leveraging outside funding sources.

ANALYSIS:

Proposed 2016 Capital Improvement Program Projects

Based on budget considerations and the CIP guiding principles, the PRAB and the department will discuss the following CIP projects for 2016. The 2016-2021 CIP Project Summary Sheet is provided as additional information (Attachment A).

2016 CIP Projects

Project Category	Project	Description	Fund Source *	Proposed 2016 Funding
Capital Enhancement	Aquatic Facility Enhancements	Based on recommendations of the Aquatics Study, this project would provide implementation of key indoor aquatic facility enhancements to enhance facility conditions starting with North	2180	\$400,000
	Athletic Field Improvements	Based on recommendations of the Athletic Field Study begin implementation of field repairs and enhancements including artificial turf, field renovations and expansion	3300	\$500,000
	Lighting Ordinance Compliance	Coordinate w/McKinstry/FAM to optimize efficiencies in priority improvements	2180	\$250,000
	Playground and Irrigation System Replacement	Ongoing park system renovations/repairs based on priority needs and asset management	2110, 2180	\$600,000
	ADA Compliance Improvements	Ongoing Implementation of departmental transition plan for accessibility in parks and facilities	3300	\$100,000

Capital Maintenance	Emerald Ash Borer Response Measures	Implementation of response measures outlined within the EAB Management Plan to include removal of lost trees and strategic replacement	2180	\$220,000
	Turf Repairs and Replacements	Upgrade turf areas and replace as needed on existing park turf areas	2180	\$200,000
	Aquatic Facility Repairs	Based on recommendations of the Aquatics Study, this project would provide implementation of key indoor aquatic facility repairs and renovations to ensure acceptable facility conditions starting with North Pool	2180	\$600,000
	Flatirons Golf Course Restroom and Path Repairs	Replace restroom for front nine, repair driving range netting, and expansion of cart paths throughout the course to ensure player safety and operational efficiencies	3300	\$300,000
	Court Repairs and Renovation	Repair and replacement of hard surface courts including tennis courts and basketball courts throughout the community to ensure player safety and operational efficiencies	2180	\$250,000
	Parking Lot Repair	Ongoing repair and renovation to existing parking lots at parks and recreation facilities.	2180	\$250,000
Capital Planning Studies	South Boulder Reservoir / Tom Watson Site Plan	Development of site plans and development estimates for capital improvements	3300	\$200,000
	Scott Carpenter Park Site Plan / Mapleton Site Plan	Development of site plans and development estimates for capital repairs to existing maintenance facilities per athletic field recommendations and fire station relocation	3300	\$100,000
	Urban Forest Management Plan	Final phase of comprehensive plan to set near term and long term goals and strategies for sustainable management of the City's urban forest.	3300	\$100,000

Boulder Junction	Boulder Junction Pocket Park	Pocket Park design/development from Boulder Junction Fund	3500	\$750,000
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***Fund 2110 = Lottery Fund**

Fund 2180 = .25 Cent Sales Tax Fund

Fund 3300 = Permanent Parks and Recreation Fund

Fund 3500 = Boulder Junction Improvement Fund

NEXT STEPS:

Important milestones for the CIP process are included below.

Milestone	Date
<i>PRAB CIP Discussion Item (1st Touch)</i>	<i>January 26</i>
<i>PRAB CIP Discussion (2nd Touch)</i>	<i>February 23</i>
<i>PRAB CIP Public Hearing, Discussion and Recommendation (3rd Touch)</i>	<i>March 23</i>
1 st Draft CIP to Planning	May 5
Proposed Operating and CIP Budget Submittals Due to CMO	June 10
Citywide CIP Tour	July 20-24
Planning Board CIP Hearing	July 30
City Council CIP Study Session	August 11
City Council Budget 1 st and 2 nd Readings	October 6/20

Attachments:

A. CIP Project Summary Sheet 2016 – 2021

2016 Recommended CIP 6-Year Plan - Attachment A

Projects	Description/Comments	2016 Recommended	2017 Projected	2018 Projected	2019 Projected	2020 Projected	2021 Projected	6 Year Total (2015-2020)
Capital Enhancements								
Aquatic Facility Enhancements	Based on recommendations of the Aquatics Study, this project would provide implementation of key indoor aquatic facility enhancements to enhance facility conditions for East, North and South pools	\$ 400,000		\$ 2,000,000		\$ 500,000		\$ 2,900,000
Athletic Field Improvements	Based on recommendations of the Athletic Field Study begin implementation of field repairs and enhancements including artificial turf, field renovations and expansion	\$ 500,000	\$ 1,000,000	\$ 500,000	\$ 1,000,000	\$ 500,000	\$ 1,000,000	\$ 4,500,000
Lighting Ordinance Compliance	Coordinate w/McKinstry/FAM to optimize efficiencies in priority improvements	\$ 250,000	\$ 250,000					\$ 500,000
Playground and Irrigation System Replacement	Ongoing park system renovations/repairs based on priority needs and asset management	\$ 600,000	\$ 600,000	\$ 600,000	\$ 600,000	\$ 600,000	\$ 600,000	\$ 3,600,000
Capital Enhancements Totals	Subtotal	\$ 1,750,000	\$ 1,850,000	\$ 3,100,000	\$ 1,600,000	\$ 1,600,000	\$ 1,600,000	\$ 11,500,000
Capital Maintenance								
Emerald Ash Borer Response Measure	Annual EAB response project to remove identified trees throughout the community and replace with new tree species to slow the spread of the pest and ensure safety of the public	\$ 220,000	\$ 220,000	\$ 220,000	\$ 500,000	\$ 500,000	\$ 500,000	\$ 2,160,000
ADA Compliance Improvements	Implementation of exterior park and recreation ADA improvements (Coordinate w/FAM)	\$ 100,000	\$ 200,000	\$ 200,000	\$ 200,000	\$ 200,000	\$ 200,000	\$ 1,100,000
Turf Repairs and Replacements	Upgrade turf areas and replace as needed on existing park turf areas	\$ 200,000	\$ 200,000	\$ 200,000	\$ 200,000	\$ 200,000	\$ 200,000	\$ 1,200,000
General Park Structures Repairs and Replacements	Based on master plan, GMMP, Yards and other recommendations upgrade park structures		\$ 500,000		\$ 500,000		\$ 500,000	\$ 1,500,000
Boulder Reservoir South Improvement	Based on master plan action items provide replacement or enhancements to existing facilities		\$ 1,000,000			\$ 1,500,000	\$ 2,000,000	\$ 4,500,000
Aquatic Facility Repairs	Based on recommendations of the Aquatics Study, this project would provide implementation of key indoor aquatic facility repairs and renovations to ensure acceptable facility conditions for East, North and South pools	\$ 600,000		\$ 900,000		\$ 750,000		\$ 2,250,000
Recreation Facility Repairs	Based on recommendations of the Recreation Facility Study, this project would provide implementation of key indoor facility repairs and renovations to ensure acceptable facility conditions		\$ 1,000,000		\$ 1,000,000			\$ 2,000,000
Flatirons Golf Course Restroom and Path Repairs	Replace restroom for front nine, repair driving range netting, and expansion of cart paths throughout the course to ensure player safety and operational efficiencies	\$ 300,000						\$ 300,000
Court Repairs and Renovation	Repair and replacement of hard surface courts including tennis courts and basketball courts throughout the community to ensure player safety and operational efficiencies	\$ 250,000	\$ 250,000	\$ 250,000	\$ 250,000	\$ 250,000	\$ 250,000	\$ 1,500,000
Parking Lot Repair	Ongoing repair and renovation to existing parking lots at parks and recreation facilities.	\$ 250,000	\$ 250,000	\$ 250,000	\$ 250,000	\$ 250,000	\$ 250,000	\$ 1,500,000
Capital Maintenance Totals	Subtotal	\$ 1,920,000	\$ 3,620,000	\$ 2,020,000	\$ 2,900,000	\$ 3,650,000	\$ 3,900,000	\$ 18,010,000
Land and Asset Acquisition								
Boulder Junction Rail Plaza	P&R contribution to the Boulder Junction Fund - different funding source			\$ 374,000	\$ 1,500,000			\$ 1,874,000
Land and Asset Acquisition Totals	Subtotal	\$ -	\$ -	\$ 374,000	\$ 1,500,000	\$ -	\$ -	\$ 1,874,000
New Capital Projects								
Violet Neighborhood Park	Neighborhood park design/construction improvements				\$ 500,000			\$ 500,000
Boulder Junction Pocket Park	Pocket Park design/development from Boulder Junction Fund	\$ 750,000	\$ 350,000	\$ 350,000				\$ 1,450,000
New Capital Projects Totals	Subtotal	\$ 750,000	\$ 350,000	\$ 350,000	\$ 500,000	\$ -	\$ -	\$ 1,950,000
Capital Planning Studies								
South Boulder Reservoir / Tom Watson Site Plan	Development of site plans and development estimates for capital improvements	\$ 200,000						\$ 200,000
Scott Carpenter Park Site Plan / Mapleton Site Plan	Development of site plans and development estimates for capital repairs to existing maintenance facilities per athletic field recommendations and fire station relocation	\$ 100,000						\$ 100,000
Yards Master Plan and Maintenance Facility Site Plans	Development of site plans and development estimates for capital repairs to existing maintenance facilities per GMMP recommendations		\$ 100,000					\$ 100,000
Urban Forest Management Plan	Final phase of comprehensive plan to set near term and long term goals and strategies for sustainable management of the City's urban forest.	\$ 100,000						\$ 100,000
Capital Planning Studies Total	Subtotal	\$ 400,000	\$ 100,000	\$ -	\$ -	\$ -	\$ -	\$ 500,000
Total Capital Funding Recommended	Total	\$ 4,820,000	\$ 5,920,000	\$ 5,844,000	\$ 6,500,000	\$ 5,250,000	\$ 5,500,000	\$ 33,834,000