Boulder Parks and Recreation Department

Master Plan

Feb DRAFT

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

CITY OF BOULDER
Parks & Recreation

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Danica Powell and Associates, Boulder, CO
BBC Research and Consulting, Denver, CO

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.

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Master Plan Online: Complete background documents related to this master planning process may be found online at http://bit.ly/110lAWq. 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

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

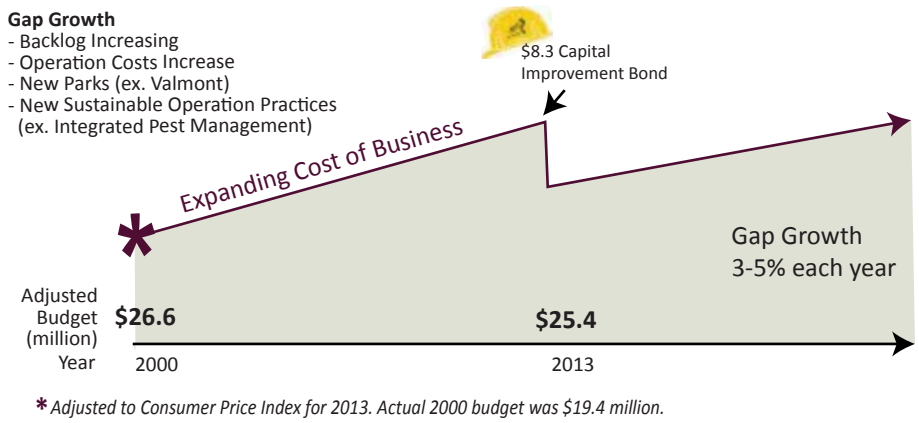


Figure ES.1 Gap Growth

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 comperable trade-offs.

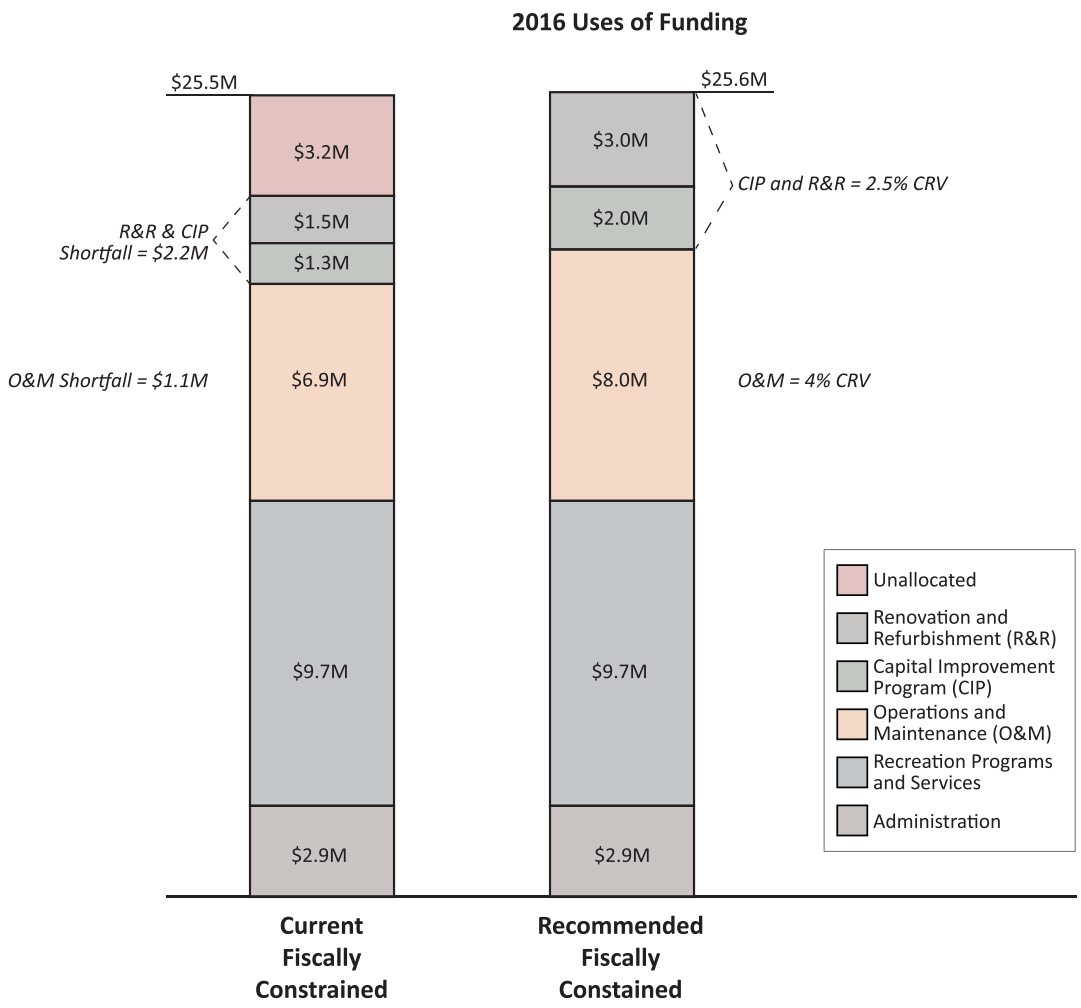


Table ES.2 2016 Uses of Funding (in millions)

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 Pathfinders℠ workshops, the community and staff laid the foundation for the future, contributing to a new mission and vision for the department. The Pathfinders℠ 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.

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

Chautauqua Park

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.

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.

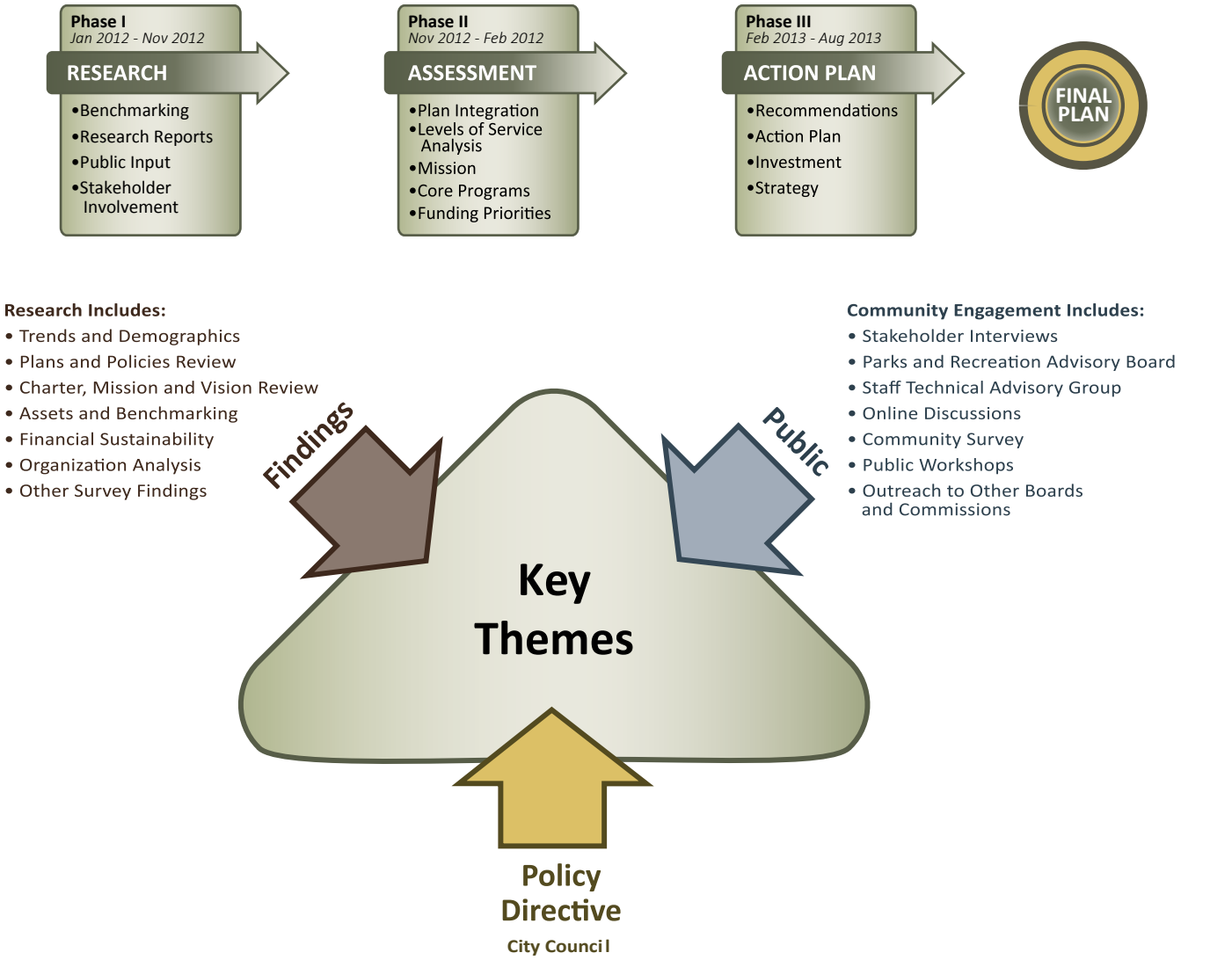


Figure 1.1 Master Plan Process. Development of the master plan was based on a balanced planning process.

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.

Pathfinders℠ 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 Pathfinders℠ workshop in February 2013. In May 2013, a follow-up study session allowed city council to discuss the draft plan.

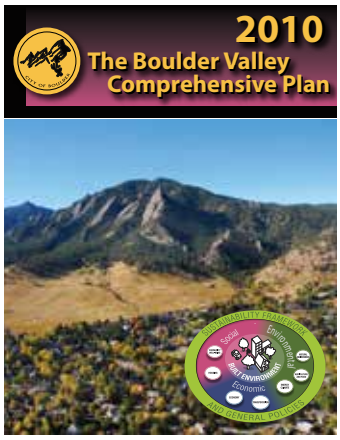
2: Planning Framework

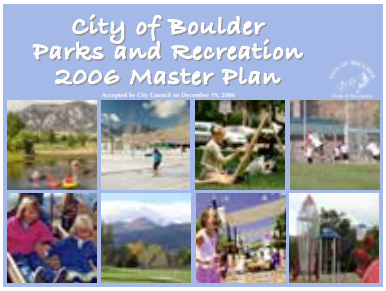
100 Years of Excellence

Carnegie Branch Library for Local History/Boulder Historical Society Collection

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.





Related Plans

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.

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.

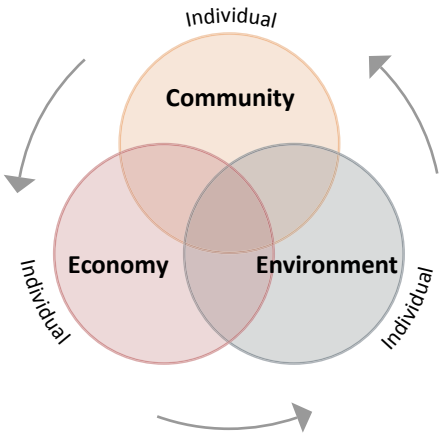


Figure 2.2 Benefits Approach

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.

- **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.

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 pakland 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.

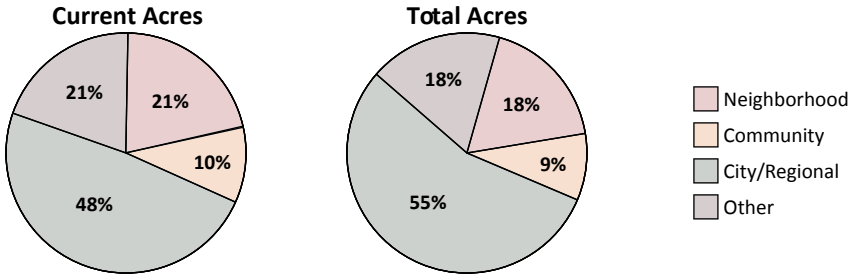


Table 3.2 Parkland Inventory

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.

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

Average, 2009-2011

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

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.

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.

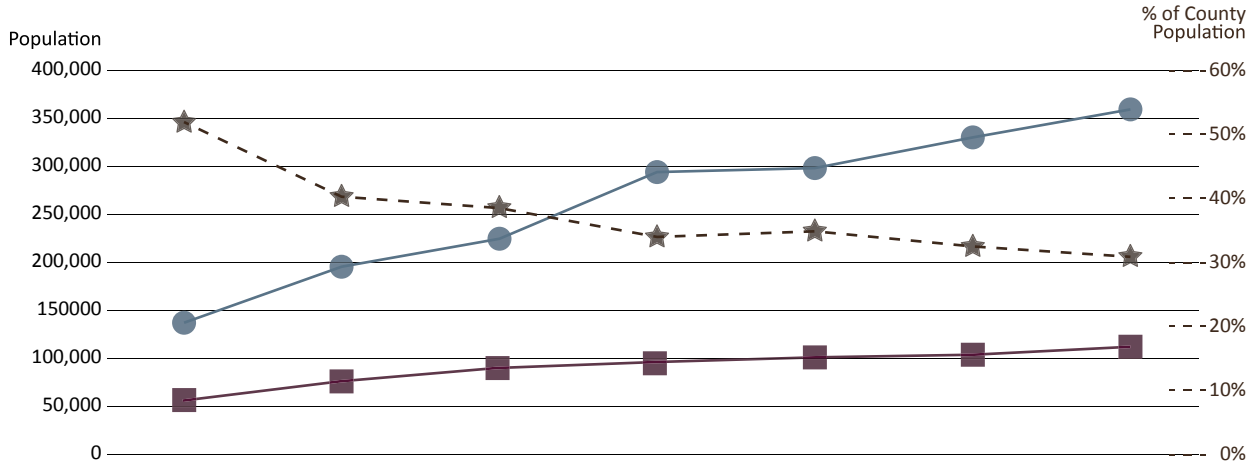
An overarching goal of the master plan is to investigate the department's role as a provider of park and recreation services in the community and to make recommendations about the structure of the department to allow for greater effectiveness. The city charter articulates the most fundamental expectations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

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 decomissioned 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.



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 povery rate for local households continues to increase. The growing Latino population is another notable trend in demographics, doubling between 1990 and 2000.

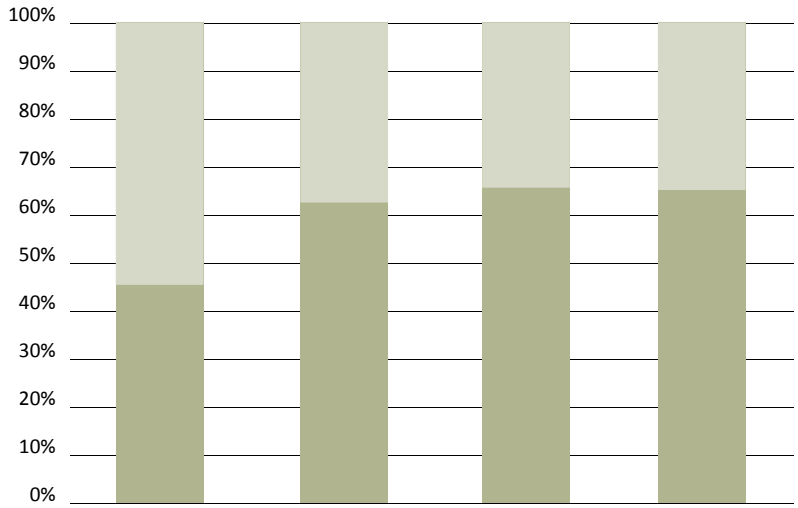
Boulder Development Patterns

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

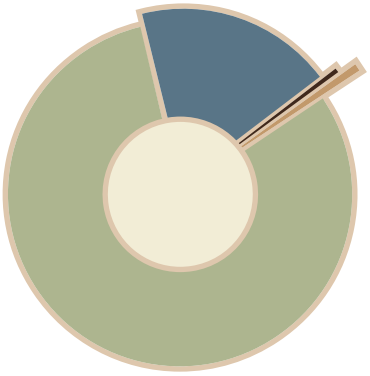
Municipal policies restricting urban sprawl have had the intended effect of maintaining a distinct urban edge and community separation focusing development in urban areas. Areas where



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 opinon	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.

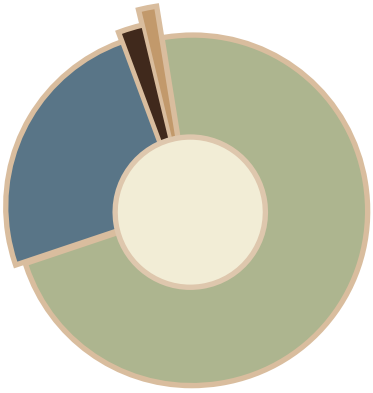
Issues related to public health bear significant relevance to the provision of parks and recreation in Boulder, especially in terms of social and environmental sustainability (Figure 4.3). Residents of Colorado, particularly Boulder, are more active than many other people in the country. The Center for 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.

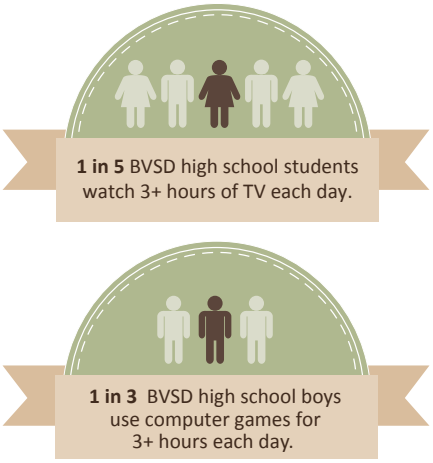


Figure 4.5 BVSD Statistics. In Boulder, as elsewhere, youth are spending significant time engaging in sedentary, indoor activities.

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.

100 Years of Excellence

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.

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

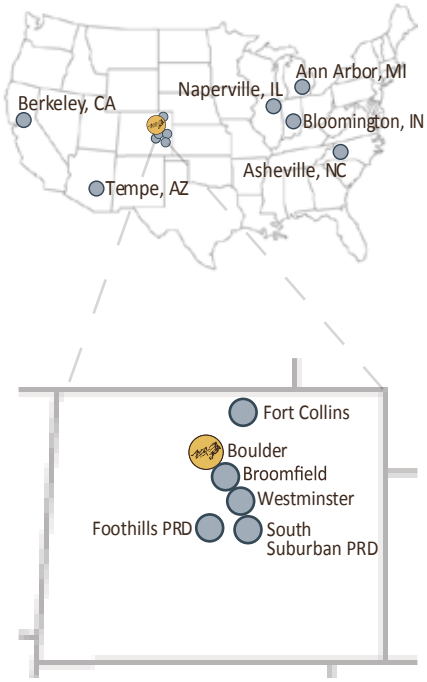


Figure 5.1 Benchmark Communites. The master plan compared Boulder's parks and recreation system to that of similar communities. The Benchmark Analysis Topical Report contains an analysis of all data points.

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 Pathfinder℠ 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.

East Boulder Community Park

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.

Boulder Reservoir

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.

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.

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.

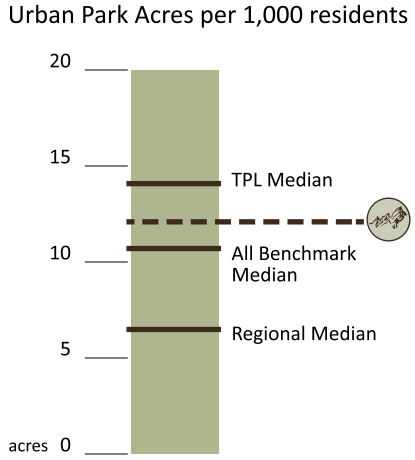


Figure 5.3 Urban Park Acreage. Boulder exceeds benchmark communities' LOS.

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.

* 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

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.

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.

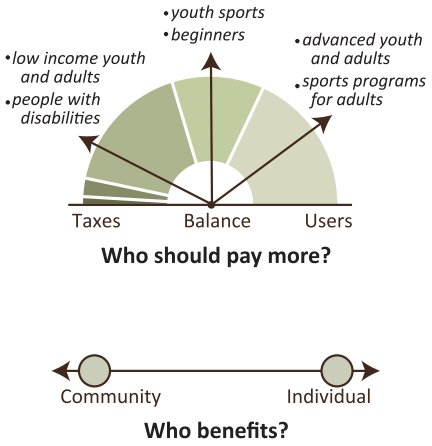


Figure 5.5 Benefit and Fee Balance. The 2012 Master Plan Community Survey indicates that tax subsidy should focus on programs for those with low incomes and/or disabilities.

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.

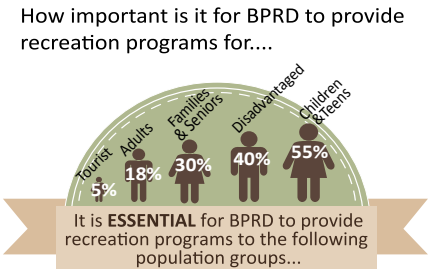


Figure 5.6 BPRD Prioritization. According to the 2012 Master Plan Community Survey, BPRD should prioritize programs for youth and disadvantaged populations.

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

BRPD 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 prioirtized 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.

Pathfinders℠ 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.

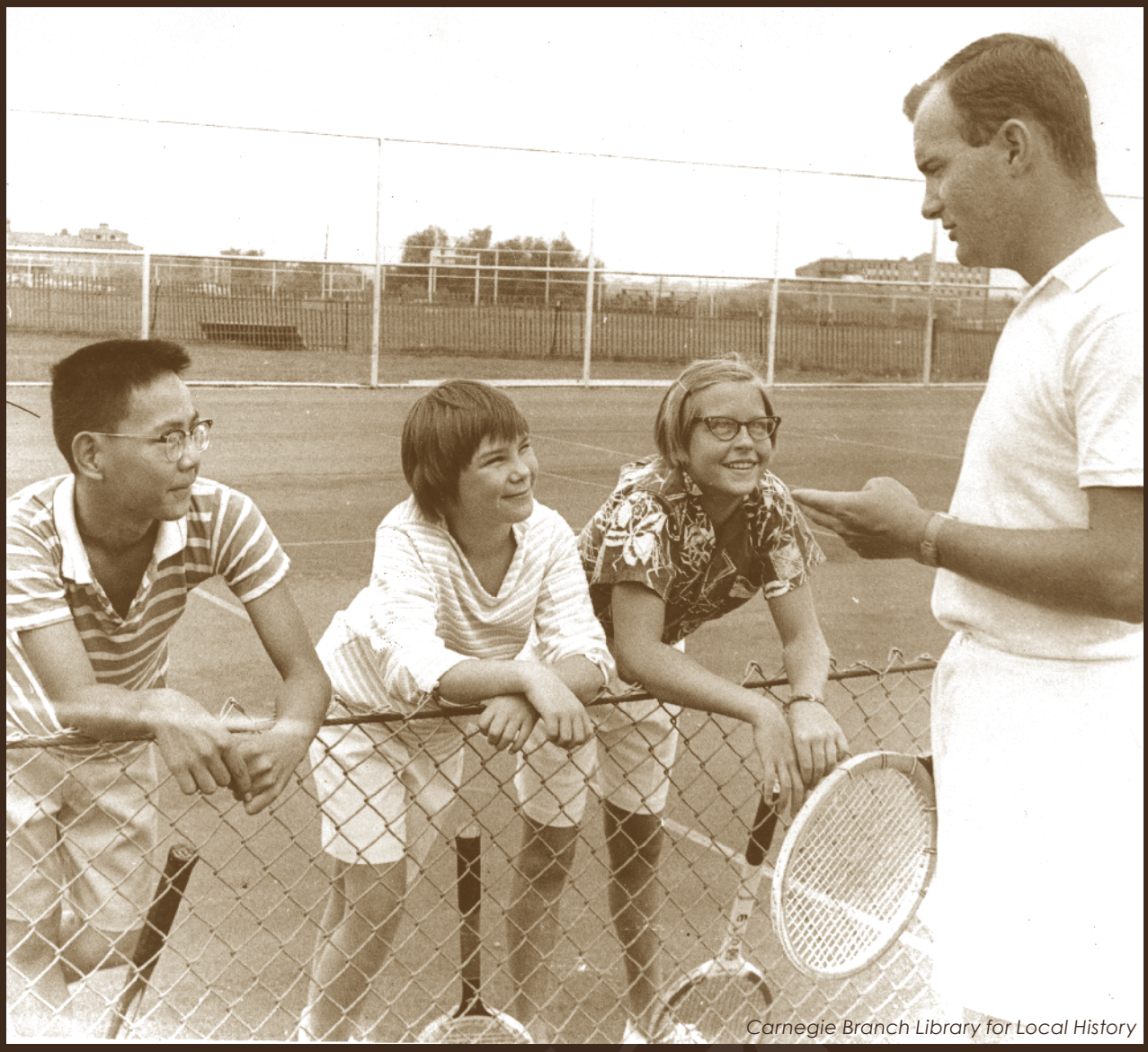
As these shifts are implemented, the department will be able to ensure that available funding is focused on community values and oversee public assets in a manner that ensures responsible stewardship.

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.

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

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.

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

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.

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

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

Valmont City Park

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.

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.	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.	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.	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.	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.	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.	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).	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.	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.	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.	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.	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.	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.	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.	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.	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.	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.	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.	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.	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

Pathfinders℠ 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.	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.	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.	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.	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.

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
• Accessible and connected community	• Mandate to provide service
• Economically vital community	• Change in demand for service
• Environmentally stable community	• Reliance on City to provide service
• Healthy and socially thriving community	• Self sufficient / cost recovery
• Safe community	• Cost avoidance / increasing inefficiencies
• Good governance	

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

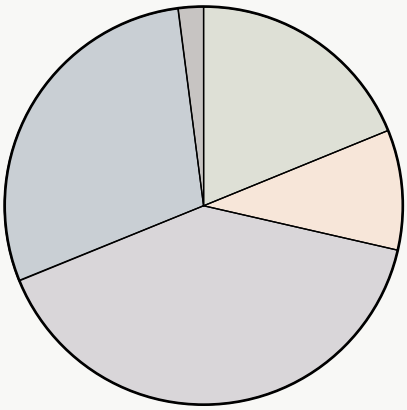


Figure 7.2 Funding Sources.

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.

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
**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.*						
Projected AvailableFunding	**$ 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

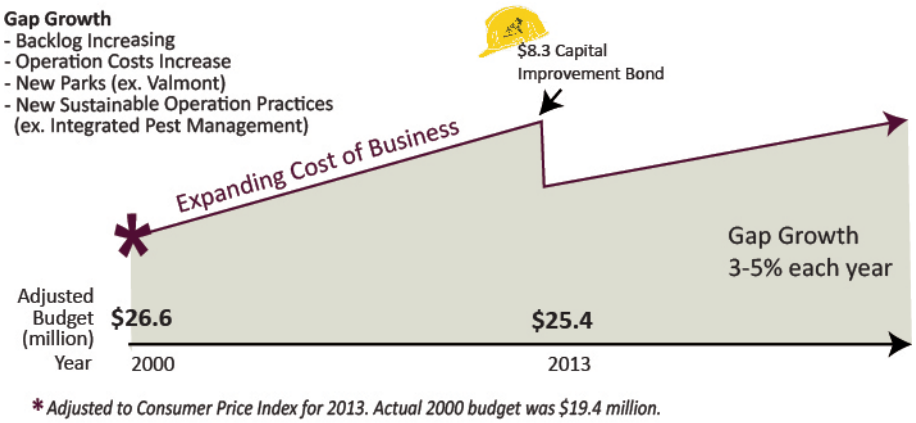


Figure 7.4 Gap Growth. The gap between expenses and funding will continue to grow unless the department adjusts its service provision and facility maintenance and operations.

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 (Figre 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.

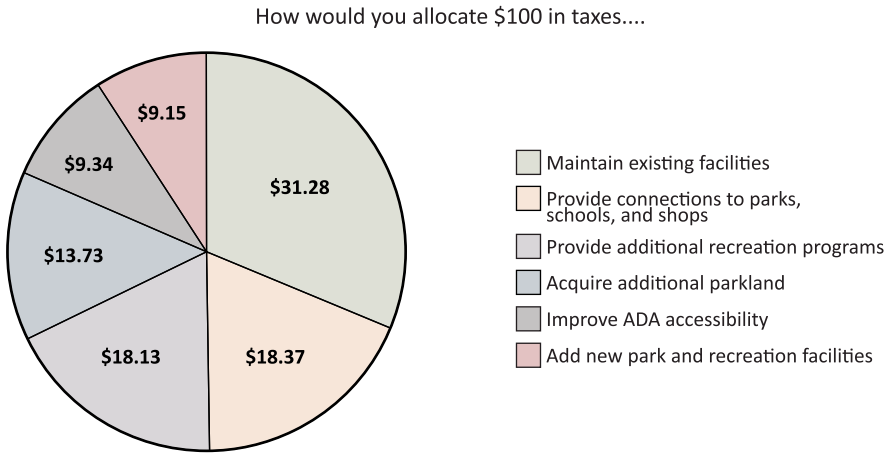


Figure 7.5 Community Budget Allocation. In the 2012 master plan community survey, maintenance of existing facilities received the highest funding allocation.

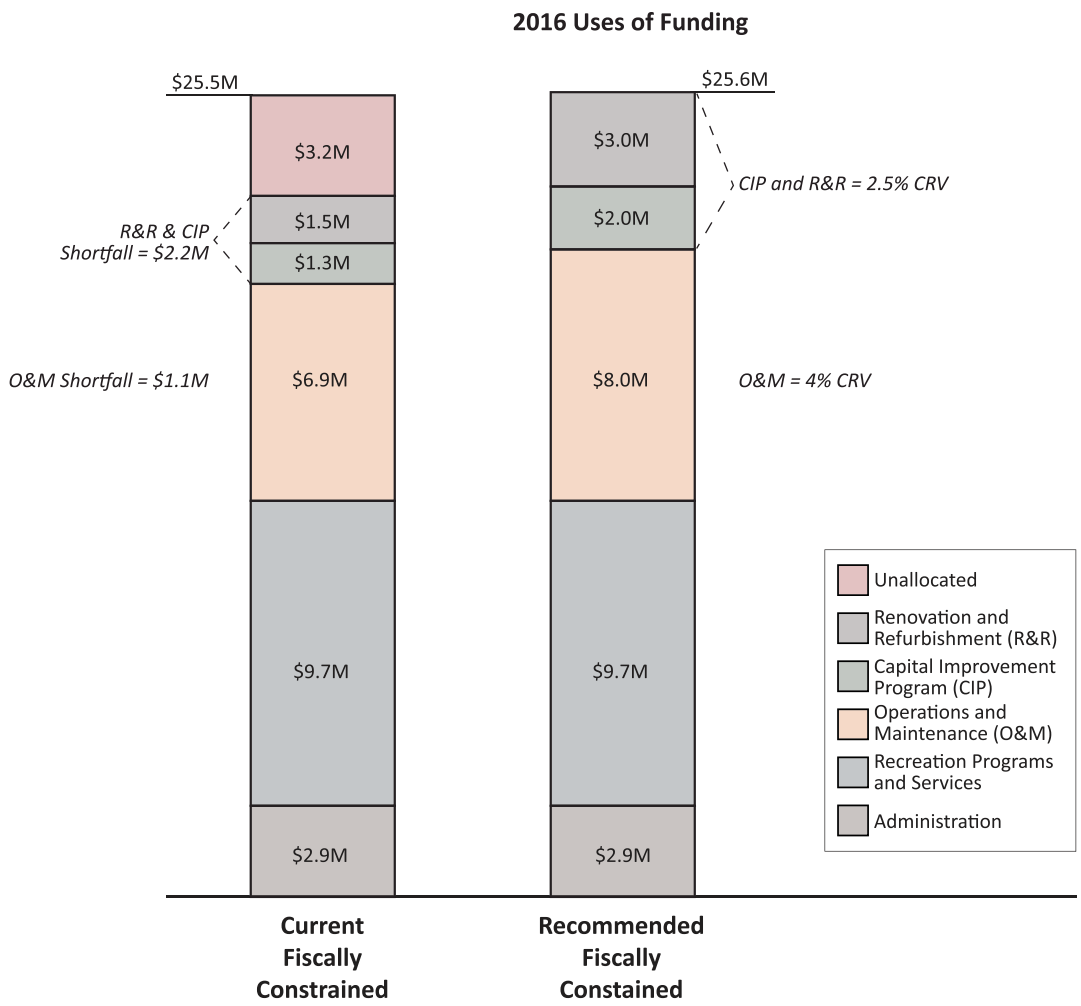
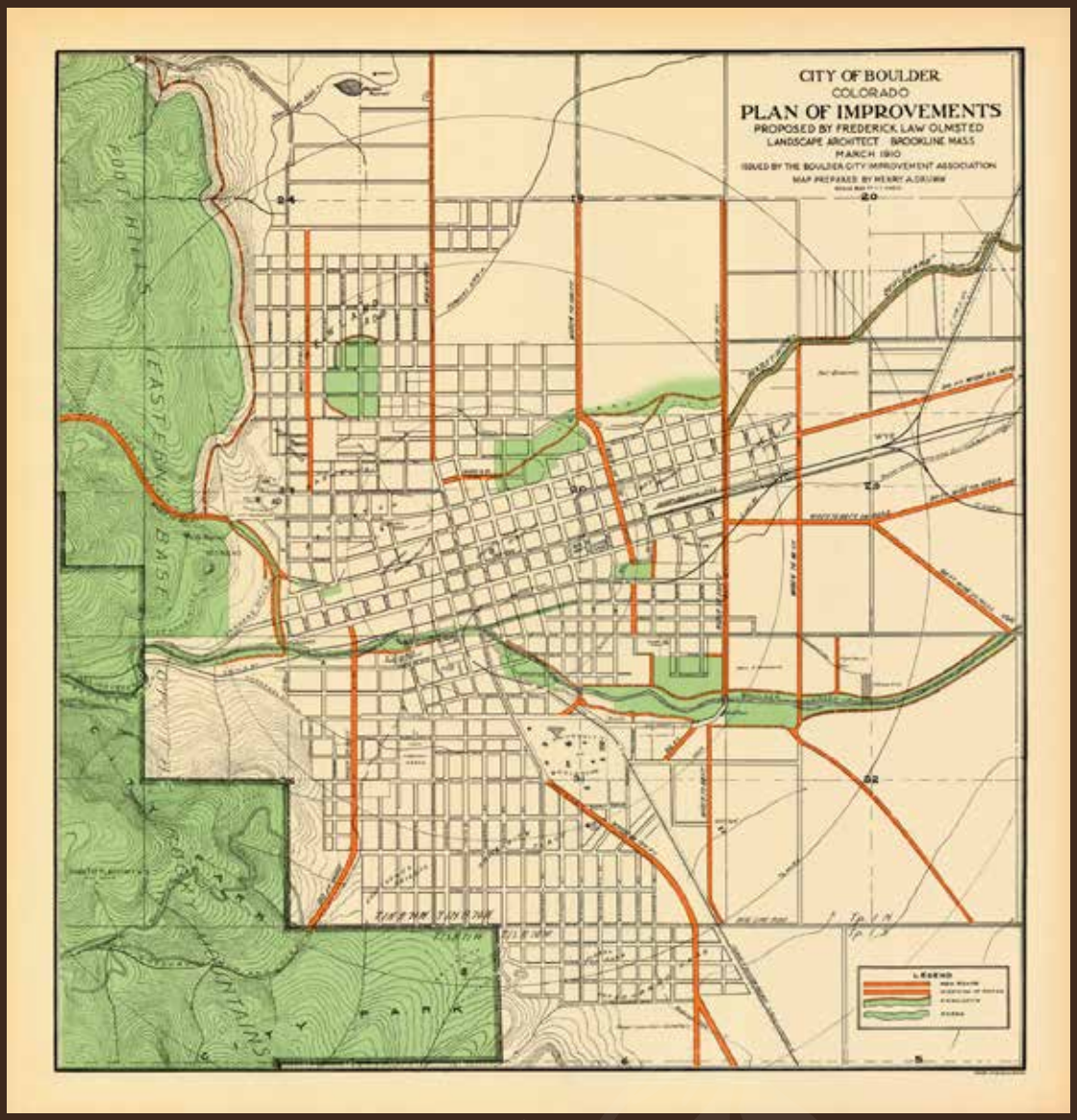


Table 7.6 2016 Uses of Funding (in millions). The left column depicts current projected uses of 2016 funding and the column on the right demonstrates the recommended allocation to take care of existing assets based on best practices in asset management.

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.

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.

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).

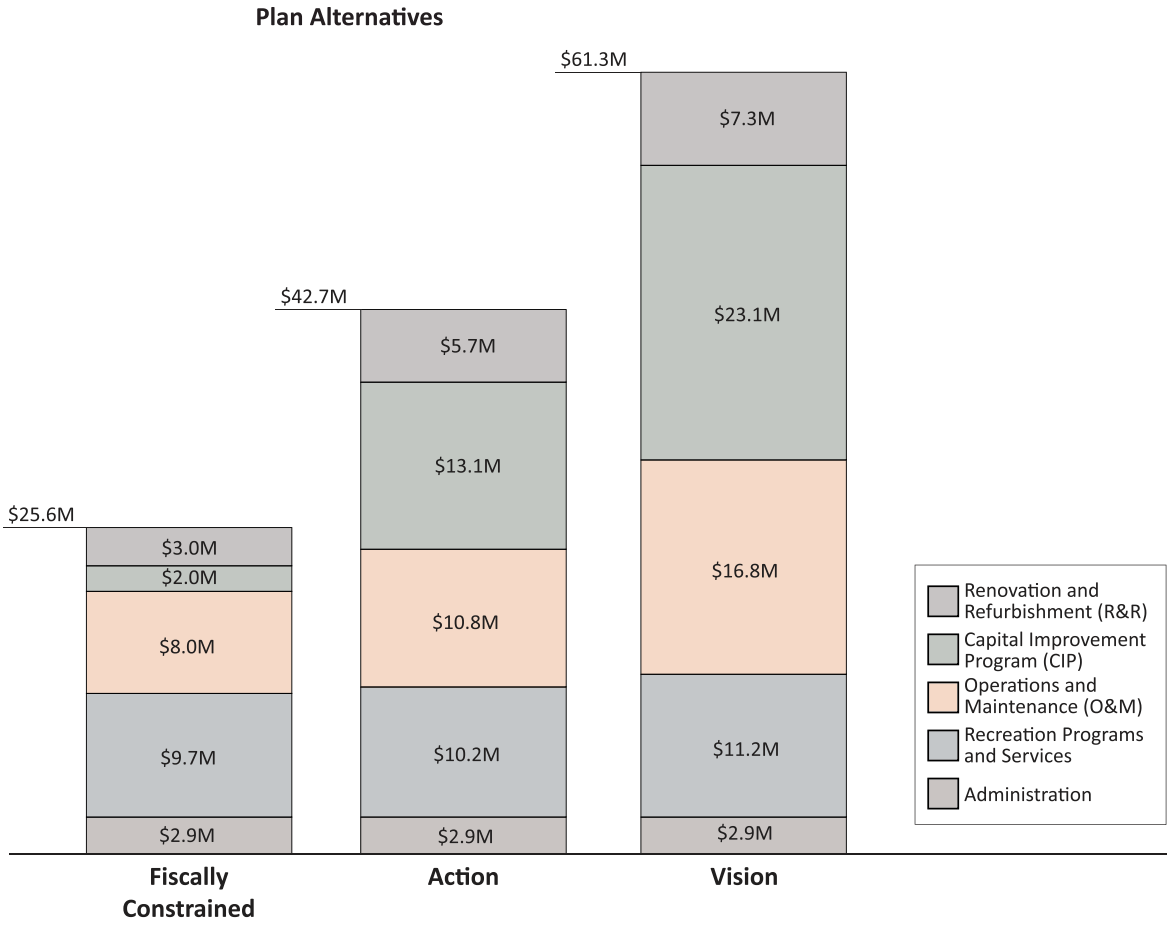


Table 8.1 Plan Alternatives

- 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

	Level of Service (LOS) (Acres per 1,000 residents)		2030 Strategic Alternatives (Acres per 1,000 residents)		
Park Type	**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	Action	Vision
• Partnerships with Greenways and Transportation will be used to improve links in the system.	• Partnerships with Greenways and Transportation will be used to improve links in the system.	• Partnership will support the upgrade of Tom Watson Park to a community park with improved facilities.
• The Civic Area will be planned and upgrades to existing park elements will be made.	• Civic Area planning will develop new enhancements as identified in Civic Area Plan.	• Boulder Reservoir major south shore development will be implemented per the Reservoir Master Plan.
• Design guidelines and standards for parks and recreation facilities, including new urban park models, will be developed.	• Boulder Junction Park improvements will be constructed with development impact funds.	• An area-wide trail link will be developed along 51st Street at the Reservoir.
• A joint use agreement with BVSD for shared use of neighborhood school playgrounds will be updated.	• 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.	• The Civic Area will be fully developed as a community park based on outcomes of the Civic Area Plan.
• Upgrades to Pearl Street Mall will be completed.		• 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

- No new major structures or buildings will be developed.
- Aquatics Study and feasibility analysis will be conducted.
- Athletic Field Study and feasibility analysis will be conducted.
- Recreation facility study and analysis will be conducted.
- Partnerships with BVSD, Boulder County and CU will be established to share facilities.
- Upgrades to existing facilities will continue.
- ADA upgrades will be made in compliance with the transition plan.
- Upgrades to recreation centers will be made to to repurpose existing facilities.

Action

- Existing turf fields will be upgraded to multi-use artificial turf, where appropriate.
- New playgrounds will be developed.
- ADA upgrades will be made to achieve 15% above compliance.
- Shelters will be added to major park sites.
- One community garden site will be developed.
- Aging infrastructure at recreation centers will be enhanced.

Vision

- 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.
- Upgrades to existing recreation centers will be made based on the outcome of the facility study.
- A new aquatics facility will be developed based on the outcome of the aquatics study.
- ADA upgrades will be made to achieve 30% above compliance.

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.

YOUTH PROGRAMMING

Community benefit except where program is for advanced level programs

	Fiscally Constrained	Action	Vision
Fee Scenario	• Direct costs plus all indirect costs recovered through fees, donations and tax subsidies	• Direct costs and partial indirect costs recovered through increased alternative funding	• Dedicated tax and alternative funding for highest community-good youth programming
Program Scenario	• Introductory level youth programming and outdoor programming emphasizing health and wellness is expanded to meet community values by eliminating or brokering current BPRD programs • Advanced level programming (including competitive and travel programs) service models are evaluated for partnership delivery	• Outdoor recreation and introductory youth programming is expanded by 10% and available at multiple locations	• Introductory level youth programming is expanded by 20% • 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

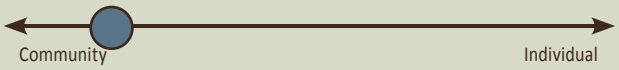
	Fiscally Constrained	Action	Vision
Fee Scenario	• Direct costs plus all indirect costs recovered through fees	• Direct costs plus all indirect costs recovered through fees/ alternative funding	• Direct cost plus all indirect costs recovered through fees/ alternative funding
Program Scenario	• Current adult programming is evaluated to ensure alignment with community values	• Alternative funding sources allows BPRD to offer new trending programming	• 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	• Direct cost plus partial indirect cost recovered through fees, donations and partnerships	• Direct costs recovered through alternative funding with minimal fees to participants	• Direct costs recovered through alternative funding with no event fee
Program Scenario	• Limited department special events focused on health and wellness, youth and community building	• Five additional focused special events are provided or facilitated by the department	• 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	• Direct cost plus partial indirect cost recovered through fees and donations • Tax revenue is allocated for specific target populations with specific outcomes	• Alternative funding to subsidize direct costs	• Costs are 100% funded through alternative sources for low-income and special population programs
Program Scenario	• Partnerships are leveraged with BPRD resources to enhance service to low-income and underserved groups • Redundancies are reduced to ensure effective use of resources	• The Financial Assistance Program for low-income participants is enhanced to facilitate broader participation	• 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.

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

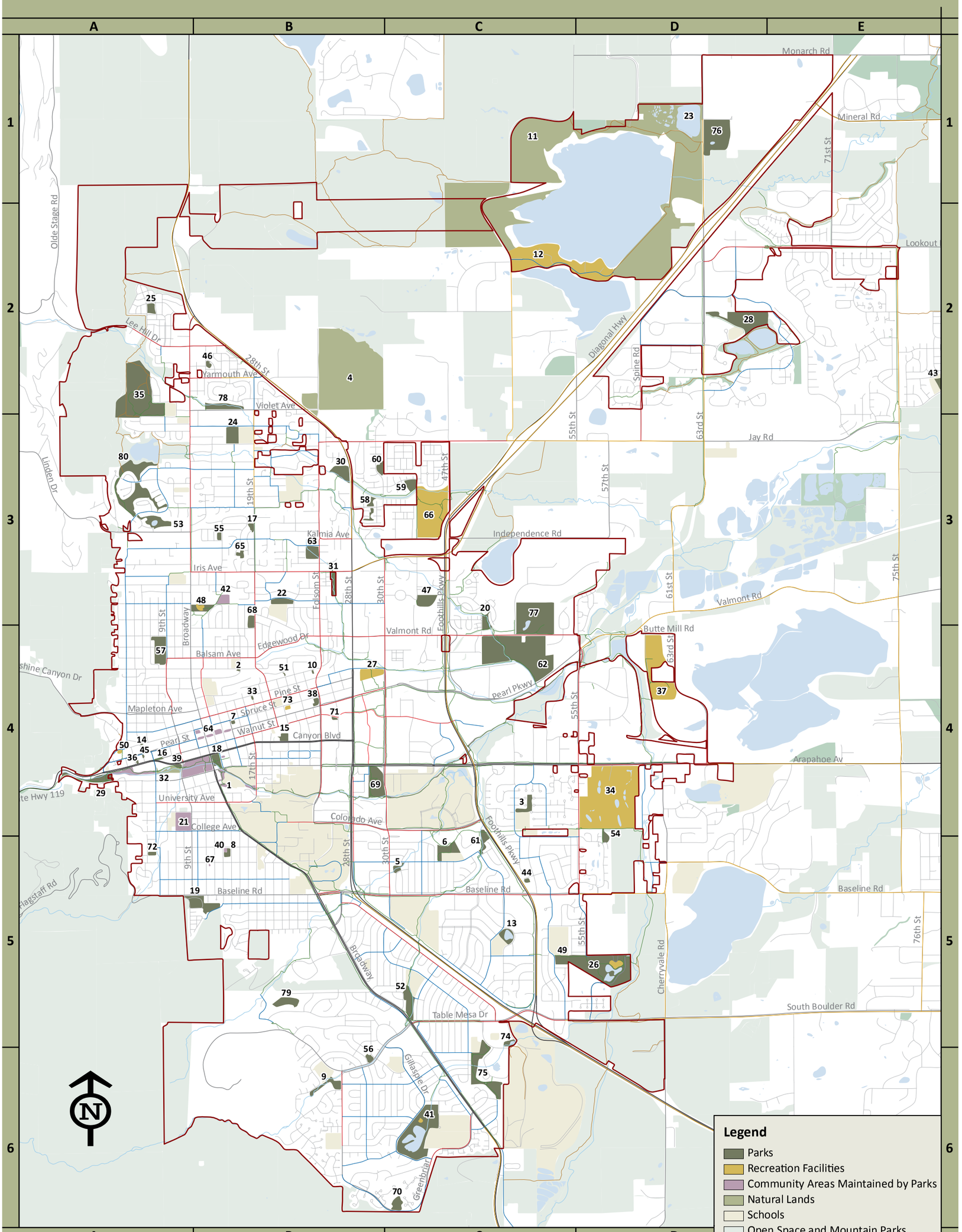
TCFO – Total Cost of Facility Ownership

YSI – Youth Services Initiative

Appendix B

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



Legend

- Parks
- Recreation Facilities
- Community Areas Maintained by Parks
- Natural Lands
- Schools
- Open Space and Mountain Parks
- County Open Space
- Main Creeks
- City Limit

Bike and Ped Trails

- Multi-Use Path
- Soft Surface Multi-Use Path
- Designated Bike Route
- On Street Bike Lane
- Paved Shoulder

Boulder Parks and Recreation Department

System Map

2014

Appendix C