

# TOPICAL REPORT: ASSET MANAGEMENT

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## Purpose of This Report

This Topical Report represents subject-specific research findings that will ultimately inform the content of the Parks and Recreation Master Plan. The information contained in this report does not necessarily constitute the final narrative that will be presented in the plan. During the process of conducting research for this Topical Report, a number of other issues and questions were uncovered that merit additional research in the Needs Assessment phase of the planning process. The final content of the Master Plan may reflect significant portions of this report, but will not consist entirely of it. Table 1 depicts the progress of research and planning for this topical area.

**Table 1: Topical Area Research Progress**

Development Phase	Notes
<input checked="" type="checkbox"/> Research methodology approved	
<input checked="" type="checkbox"/> Preliminary research and analysis complete	
<input checked="" type="checkbox"/> Data gaps identified and remaining research assigned	
<input checked="" type="checkbox"/> All data obtained	
<input checked="" type="checkbox"/> Preliminary community plan integration review	
<input checked="" type="checkbox"/> Preliminary department leadership review	-Some discrepancies in data between this report, the Benchmark report, and CIP information may exist and will be reconciled during the technical review. -O&M analysis in Table 21 still under development.
<input type="checkbox"/> Technical (TAG) review	In progress
<input type="checkbox"/> Board (PRAB) review	In progress
<input type="checkbox"/> Department leadership review	
<input type="checkbox"/> Topical Report research and analysis complete	
<input type="checkbox"/> Synthesis for needs assessment and community plan integration	

## Introduction

The Boulder Parks and Recreation Department manages approximately \$274 million in park assets (facilities) distributed over 1,800 acres in approximately 100 parks citywide. This includes 288 acres of managed turf and irrigated park lands, 22 premier athletic fields and 21 rental-quality fields, 40 playgrounds, 36 park shelters, 31 acres of paved parking lots, 40 tennis courts, and an additional 47 mixed hard courts (basketball, handball, skate park). In addition, the department manages Pearl Street Mall exterior urban features, Flatirons Golf Course, Boulder Reservoir, Valmont Bike Park, and numerous other public facilities.

In addition, the department maintains 15 miles of greenway trails, 38,500 urban trees, and 940 acres of natural landscapes, as well as numerous park amenities including urban plazas, benches, amphitheater, lighting, signage, and trash receptacles. Over 50% of the urban parks in Boulder are natural or undeveloped, and the median park size is 4.05 acres. Along with the Facilities and Asset Management workgroup (FAM), the department also operates another \$50 million in major indoor facilities (\$37+ million buildings) and equipment (\$13 million). These include three recreation centers with three indoor pools, two outdoor pools, historic buildings, the Flatirons Event Center, major shelters and restrooms, and numerous maintenance buildings.

Within a short drive of Boulder is access to vast areas of natural open space unrivaled by most urban centers in the United States. The Open Space and Mountain Parks has over 45,000 acres of parkland, and the County Parks and Open Space provides 35,000 acres of open space and 146 miles of trails. The Rocky Mountain National Park lies within a one-hour drive of Boulder, as do vast areas of publically accessible wilderness associated with the USFS. A number of agencies, volunteer organizations, and commercial ventures provide recreation facilities and services to the local population.

### Standards for Parks, Open Space, and Recreation Facilities

Boulder's Parks and Recreation Department adopted standards, policies, and guidelines for parks and recreation facilities in the 2006 Master Plan based on the National Recreation and Park Association (NRPA) guidelines (see Table 2). These include a range of size and space standards for various types of parks and recreational facilities. Standards are used as benchmarks to ensure that park and recreation facilities are distributed equitably among the various neighborhoods and regions of Boulder.

The guidelines are to be used to evaluate whether park services in existing neighborhoods are sufficient in quantity and quality, to determine the need for new parks to serve new or redeveloping residential or commercial areas, and to monitor progress in meeting department goals. These guidelines are flexible enough to allow the city to respond to opportunities and constraints and will be updated as part of the Needs Assessment Study that will follow.<sup>1</sup>

The values of the standards included:

- Provide a systematic means to approach park acquisition and development;
- Help promote equal distribution of parkland and recreational facilities from one community to another;
- Help maintain a balanced system of parks, natural open space, and a wide range of recreational opportunities while avoiding overuse of parklands and facilities in those cases where opportunities might be limited;
- Provide an opportunity to view system components within an overall context with measures for success;
- Focus all activities on providing services that benefit the public;
- Allocate limited resources to highest and best uses;
- Allow for incremental and orderly improvements to the park and recreation system; and

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<sup>1</sup> Standards will be revised as part of the benchmark analysis and will be updated during the needs assessment process.

- Build community trust, support, and cooperation.

Table 2: 2006 Master Plan Park Guidelines

Park Type	Size (Acres) <sup>2</sup>	Walking Distance (Miles) <sup>3</sup>	Acres per 1,000 population	Boulder Park Acres	Need to meet standard
Pocket Park/Urban Plaza	<3	.25	1.5	39.13	150
Neighborhood Park	>5	.5	1.5	286.78	150
Community Park	>50	3.5	1.5	168.66	150
City Park	100-300	n/a	100-300	173.13	100

### The Trust for Public Land Park Score

The Trust for Public Land (TPL) is one of the nation's leaders in city parks. They have created more parks in cities than has any other national conservation organization. TPL has created a comprehensive rating system to measure how well the 40 largest U.S. cities are meeting the needs for parks. Cities can earn a maximum score of 100, and the rating system provides in-depth data to guide local park improvement efforts via Geographical Information Systems (GIS). TPL has identified three areas that comprise the ParkScore along with key indicators for each area:

- Acreage
  - Median park size
  - Park acreage as a percentage of city area
- Services and Investment
  - Playgrounds per resident
  - Spending per resident
- Access
  - Percentage of the population living within a 10-minute walk of a public park (approximately ½ a mile)

The methodology employed by the TPL to calculate a city's ParkScore is innovative and creates a universal benchmark that cities can measure against. ParkScore does directly refer to the nation's 40 biggest cities; however, the five key indicators used to calculate the score can be used by cities of any size to examine how well they are meeting the need for parks.

### BPRD Parks Inventory

To better understand the network of parks, open space, and recreation facilities and services that are available to Boulder residents, the following overview of assets has been compiled. This includes parks and recreation facilities found within the system as well as information on the facilities found within each of the park areas.

<sup>2</sup> Smaller neighborhood parks will be considered if guidelines can be met (see above).

<sup>3</sup> Residents living within 1/2 mile of a community park are considered to have their neighborhood park needs met.

**Table 3: Total Park Acres by Classification**

<b>Classification</b>	<b>Acres</b>
City Park	173.13
Community Areas	63.75
Community Park	168.66
Natural Areas	762.57
Neighborhood Park	286.78
Office/Operations	10.34
Pocket Park	39.13
Recreation Regional Park	305.67
<b>Total Park Acreage</b>	<b>1810.04</b>
<b>Median Size of Park</b>	<b>4.05</b>

### Pocket Parks and Urban Plazas

Boulder's park system includes a number of pocket parks that serve residents living within a 1/4-mile walking distance. Research has shown that parks that are close to homes (within 1/4 mile, or a five-minute walk) promote health and wellness in the populations who have access to parks, trails, and public spaces. Urban plazas are often smaller hardscaped and landscaped spaces that provide open space for surrounding residences, offices, and commercial buildings. Pocket parks and urban plazas will be acquired when larger land parcels are not available or when unique opportunities present themselves.

Pocket parks are small park parcels, usually less than three acres in size. They are generally set aside to serve a segment of the population such as young children or senior citizens. A good example is a children's play area built within a townhouse or condominium project. The types of improvements typically developed include children's play equipment, seating, limited grass areas, picnic tables, informal play areas, and other amenities.

#### **Characteristics of Pocket Parks<sup>4</sup>**

1. Smaller than three acres
2. Easily accessed by surrounding neighborhood
3. Often include seating and/or children's play area
4. Generally used for passive (not active) recreation
5. Compared to parks of other sizes, expensive to maintain due to size, materials, and features

#### **Characteristics of Urban Plazas<sup>5</sup>**

1. Urban space, often with a higher amenity level (examples: hardscaped areas, street furnishings, plantings)
2. Often surrounded by buildings and uses (concessions, businesses, etc.) that generate activity
3. Considered outdoor "rooms" for passive recreation and civic uses
4. Attractive to and usable by a wide range of people

<sup>4</sup> Pocket parks are those that have playgrounds listed with the park.

<sup>5</sup> Urban plazas and landscape areas are those that do not have playgrounds.

5. Includes flexible space that can be used for outdoor festivals, markets, and other public events
6. Compared to parks of other sizes, expensive to build and maintain due to high amenity level and size

**Table 4: Pocket Parks and Urban Plazas**

Park Name	Acres	Playgrounds
Alpine Park	0.18	
Arrowwood Park	2.02	1
Barker Park	0.49	1
Beach Park	1.77	1
Bluff Park	0.24	
Canyon Park	2.41	1
Canyon Pointe Park	0.55	
Campbell Robertson		
Catalpa	1.32	
Fitzpatrick Park	0.27	
Fortune Park	0.32	
Greenleaf Park	1.49	1
Haertling Sculpture Garden	0.99	
Hiram Fullen Park	0.22	
Holiday Park	1.07	1
Knollwood Park		
Lover's Hill Park	0.20	
Meadow Glen Park	2.53	1
Melody Park	1.25	1
Mesa Memorial Park <sup>6</sup>	1.73	
Olmsted Park	5.26	1
Palo Central-South	2.81	
Palo North	3.04	
Pearl Street Mall	2.88	
Pineview Park	1.60	1
Salberg Park	2.95	1
Sinton Park	0.52	
Smith Park	1.10	1
Whittier ROW	0.31	
<b>Total</b>	<b>39.13</b>	<b>12</b>

### Neighborhood Parks

Neighborhood parks often are considered the most fundamental park type in a city's park system because they provide focal points for neighborhood identities, gathering places for friends and family, opportunities for informal play, and natural settings for quiet reflection. Historically, Boulder's neighborhood parks are five acres or larger. With limited availability of larger parcels, future sites between three and five acres will be considered only when larger

<sup>6</sup> Mesa Memorial Park is currently under development and will be constructed with a playground in spring of 2013.

sites cannot be acquired. The department develops specific features for individual parks on the basis of a design process that includes extensive neighborhood participation.

Neighborhood parks provide a wide variety of recreational opportunities within residential areas (see Appendix A for a BPRD park system map). These parks range in size between five and 20 acres and are usually located within walking distances of neighborhood residences (1/4 mile to 1/2 mile radius). They typically include space and facilities for the active recreational pursuits of children, teenagers, and young adults, as well as quiet landscaped areas that act as buffers to residential settings and offer space in which older residents can relax with their families. Elementary schools often provide some of the typical neighborhood park components such as ball field space and playground apparatus when neighborhood parks are not available.

The most common types of spaces and facilities that are designed within neighborhood parks may include some of the following: play equipment for preschool and older children, paved multi-purpose courts for tennis, basketball, volleyball, and related games, and free play areas with grass lawns. Neighborhood parks also generally include an open playing field for informal activities such as pick-up sports games and practices for baseball, soccer, and other field games. It is interesting to note that in some communities, such as Boulder, larger neighborhood parks are used for formal activities and games. Neighborhood parks can also provide landscape as a buffer to surrounding roads and land use; passive recreational areas for senior citizens and others that include walks, benches, gardens, picnic tables, quiet areas, and outdoor picnic areas with shelters; and a small parking lot. Not all of the above facilities will be found at all neighborhood parks.

### Characteristics of Traditional Neighborhood Parks

1. Typically five acres or larger
2. Typically serve residents living within easy walking and biking distance (1/2 mile/10-minute walk)
3. Offer non-programmed outdoor space including paths, seating areas, places to picnic and play catch, children's play areas, and landscaping that enhances and preserves the site's natural character

### Characteristics of Smaller Neighborhood Parks

1. Minimum of three acres
2. Flat, grassy, flexible-use space of at least one acre that is not programmed for active recreation or for stormwater detention use
3. Area for children's playground equipment
4. Areas for sitting and picnicking
5. Easily accessible to neighbors by sidewalks and/or paths

Of the neighborhood park sites, 173.36 acres are developed and 107 acres are natural areas, with 13.8 acres pending development at West Highland and Violet Parks.

**Table 5: Neighborhood Parks**

Park Name	Acres	Playgrounds
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Arapahoe Ridge Park	4.76	1
Aurora 7 Park	7.84	
Bear Creek Park	6.62	
Burke Park	6.11	
Central Park	3.59	
Chautauqua Park	12.39	1
Christensen Park	4.51	1
Columbine Park	4.42	1
Crestview Park	7.77	1
Dakota Ridge Park	2.98	1
Eaton Park <sup>7</sup>	26.17	
Eben G. Fine Park	6.89	1
Elk's Park <sup>8</sup>	7.92	
Elmer's Two Mile Park	4.08	1
Heatherwood Park	5.58	
Howard Heuston Park	7.61	1
Keewaydin Meadows Park	4.53	1
Martin Park	9.32	1
Maxwell Lake	8.60	
North Boulder Park	12.71	1
Palo East	4.05	1
Park East	11.17	1
Park Side Park	5.58	1
Scott Carpenter Park	16.89	1
Shanahan Ridge Park	4.33	1
Tantra Park	20.87	1
Tom Watson Park	31.04	1
Violet Park	7.28	
Wonderland Lake Park <sup>9</sup>	31.15	1
<b>Total</b>	<b>286.78</b>	<b>20</b>

### Community Parks

The standard for community parks is that they are larger than 50 acres and generally include a mix of active and passive park areas and active recreation facilities such as courts and formal sports fields. They often include playgrounds and picnic facilities. Boulder's community park guidelines are generally met by East Boulder Community Park, Foothills Community Park, and Harlow Platts Community Park. The department plans additional development at East Boulder and Foothills Community Parks and improvements for Harlow Platts Community Park. Of the 168.66 acres of community parks, approximately 123 acres are developed with another 19 acres reserved for future development at Foothills. A total of 35.7 acres are natural, including the lakes at East and Harlow Platts.

Community parks provide space for those recreational activities that serve a wider population than the surrounding neighborhood and are intended to serve several neighborhoods within a larger geographic area of the city. These parks range from 20 to 100 acres in size and provide

<sup>7</sup> This area is mostly natural with 25.9 acres and 1/4 acre developed at this time.

<sup>8</sup> Currently under redevelopment with playground improvements planned for 2013.

<sup>9</sup> Acres are mostly in lake area with 28 acres natural and five acres developed as park area.

a balance of natural environments and developed facilities. Physical features commonly found in community parks include multiple sports fields for baseball, softball, soccer, football, and other related sports that are scheduled for leagues and tournaments. They can also provide tennis courts and multi-purpose courts for basketball, volleyball, and handball. Other areas include playgrounds, picnic shelters, tables, paths, and off-street parking lots.

**Table 6: Community Parks**

Park Name	Acres	Playgrounds
East Boulder Community Park	53.37	1
Foothills Community Park	65.23	3
Harlow Platts Community Park	50.06	1
<b>Total</b>	<b>168.66</b>	<b>5</b>

### City Parks

City parks serve the entire community. They provide space for high-intensity recreational activities, as well as natural areas and features typical of neighborhood and community parks. Valmont City Park and the Area III site meet the city's guidelines for city parks. Part of Valmont City Park has been developed, and the Area III site will be held in reserve to meet long-term recreational needs. Area III has 187 acres of undeveloped land reserved to meet future park needs.

These parks are usually larger in size and can range from 100 to 300 acres. They generally provide a mix of natural beauty and developed facilities. Extensive wooded areas are often part of large urban parks, lending a sense of the natural landscape to the urban setting. The types of facilities often found in large urban parks include golf courses, athletic field complexes, nature centers, day camps, boating/swimming areas, picnic areas, and shelters. Other facilities include a mixture of trails and off-street parking facilities. Valmont City Park, with 173 acres, is the only example of a large urban park in Boulder. To date, only 45 acres on the north side and approximately 40 acres on the south side have been developed. The park will undergo a site planning process in 2013 to determine the next phase of development for the south side of the park. This will include disc golf, athletic fields, fully accessible playgrounds, picnic areas, shelters, and trails.

**Table 7: City Parks**

Park Name	Acres	Playgrounds
Valmont City Park South	127.16	
Valmont City Park North	45.97	1
<b>Total</b>	<b>173.13</b>	<b>1</b>

### Recreation Facilities and Regional Parks

Recreation facilities are major sports complexes that house many formal and informal athletics events. Regional parks are generally large tracts of land set aside for their scenic qualities and outdoor recreational opportunities. These areas vary in size depending on the type of facilities

and are generally located within a short drive of urban areas. Recreation facilities typically include athletic complexes dedicated to single-use activities such as Stazio Softball Fields and Pleasantview Fields, outdoor aquatics facilities (Scott Carpenter Pool or Spruce Pool), or golf courses (Flatirons Golf Course). A regional park typically provides a majority of facilities that enhance the minimum enjoyment of the natural setting such as trails, swimming, boating, fishing, and camping facilities (Boulder Reservoir matches this standard in some ways). Common features that might be found in regional parks include campgrounds, picnic areas, botanical gardens, boating facilities, swimming facilities, and parking areas.

**Table 8: Recreation Facilities**

Park Name	Acres	Playgrounds
Boulder Reservoir Regional Park*	67.36	
Centennial Tennis Courts (not city owned)	2.21	
East Boulder Community Center	2.97	
East Mapleton Ballfields	7.79	1
Flatirons Golf Course	127.06	
Gerald Stazio Ballfields	42.26	1
North Boulder Recreation Center	1.46	
Pleasant View Fields Sports Complex	52.58	
Scott Carpenter Pool**	0.62	
South Boulder Recreation Center	0.60	
Spruce Pool	0.76	
<b>Total</b>	<b>305.67</b>	<b>2</b>

\*Only includes those acres that are developable with the larger park.

\*\*This is a recreation facility set within the larger Scott Carpenter Park.

### Natural and Undeveloped Areas

BPRD also manages natural areas within urban parks, along stream corridors, and on open parcels that are still undeveloped and reserved for future park sites. These areas range from restored natural wetlands that attract wildlife and birds (such as Coot Lake and Boulder Reservoir's north shore) to the reserved Area III lands north of Boulder. In addition to these natural areas, many of the existing developed parks have approximately 180 acres of parkland 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.

**Table 9: Natural and Undeveloped Areas\***

Park Name	Acres
Area III – Future Development	187.52
Boulder Reservoir Natural Area	379.75
Coot Lake	65.07
Evert Pierson Memorial Fishing Ponds	4.95
Heatherwood Park	5.55

Natural area at 51 <sup>st</sup>	118.73
West Highland Park	6.56
<b>Total</b>	<b>768.12</b>

\*Other parks that have major natural or undeveloped areas include:

Valmont City Park, Harlow Platts Community Park, Foothills Community Park, East Boulder Community Park, Boulder Creek Bike Path, Eaton Park, Wonderland Lake Park, Maxwell Lake Park, Stazio Recreation Facility, Pleasant View Fields Sports Complex

### Community-Use Areas

The department also manages areas and spaces for other departments and parkland for uses not typical of parks, like the Columbia Cemetery and the historic Harbeck House. The primary non-park areas include the Pearl Street Mall and the Civic Area around the Municipal Complex including the library grounds and city hall. This also includes the Boulder Creek Bike Path and a number of community garden sites. The Municipal Campus site and Pearl Street Mall also contain playgrounds that serve visitors to the downtown area.

**Table 10: Community Areas Managed by BPRD**

Site Name	Acres
Andrews Arboretum	0.73
Boulder Creek Bikepath	20.00
Columbia Cemetery	10.90
Dairy Center for Arts	1.94
Foothills C. Garden	0.86
Harbeck House	0.44
Hawthorne Community Gardens	4.04
Hickory Community Gardens	0.82
Municipal Campus	16.25
Pearl St. Mall	2.88
Pizza Parcels	2.30
Pottery Lab/should this be in the facilities	0.12
Swoboda Memorial	1.60
	0.88
<b>Total</b>	<b>63.75</b>

### Operations and Offices

The department also manages sites dedicated to park maintenance and its own overall operations. This includes 10.3 acres in the following facilities:

- Iris Building Main Administrative Offices
- Park Operations Building
- Tantra Park Maintenance Building
- Foothills Park Maintenance Building
- Stazio Maintenance Building
- Valmont City Park Maintenance Building
- Flatirons Maintenance Building

## Current Gaps in BPRD's Park System

### Undeveloped Parkland

There are approximately 165 acres of undeveloped parkland in the system. This includes 30 acres of neighborhood and pocket parks, 20 acres of community parks, and approximately 115 acres of city park at Valmont. There are also 187 acres of city parkland in Area III in reserve for future consideration. Due to funding constraints, park development has not kept pace with residential development in certain parts of the city. Underserved areas are located primarily in the northernmost part of the city.<sup>10</sup> Completion of Boulder's undeveloped parks will meet the department's service guidelines in most of these underserved areas and will provide additional parks in well-served areas.

The 2005 Parks and Recreation Survey confirmed that residents place a high priority on completing undeveloped park sites. Developing neighborhood parks was the highest priority, followed by developing pocket parks and finishing development of East Boulder Community Park.

### Developing Areas

Due to the high price and lack of available land to develop in Boulder, some growth will take place in infill sites that are not currently zoned for housing, including commercial and industrial areas. Rezoning and redevelopment of infill sites may require the city to acquire and develop new parklands for urban open space and recreation. Infill developments may have an even greater need than other neighborhoods for parks and urban green space because of higher density (more people per square mile) with more multi-story housing and housing in mixed-use developments. New infill housing will include a variety of housing types and a range of prices, including more affordable units than in most Boulder neighborhoods. With smaller housing lots and more young singles, seniors, and families living in "starter" homes, infill developments will need public spaces for residents to play and relax. These sites may not be large enough to provide a neighborhood park of five or more acres, so smaller neighborhood parks, pocket parks, or urban plazas will be considered. The department will explore creative ways to acquire, develop, and maintain these park sites.

The areas where significant change is anticipated are the Gunbarrel area and the Transit Village (Boulder Junction). The need for an additional park site was identified through the Gunbarrel Area Plan, and the next step will be to identify where and how it will occur. Park needs for the Transit Village will be considered through the Transit Village Area Plan.

## Current Trends

Current population projections estimate a population in Boulder of about 116,400 (Area I and II) by the year 2030. The current park acreage (developed and undeveloped) exceeds the department's guidelines established for park acreage per 1,000 residents. It also meets the

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<sup>10</sup> 2006 Parks and Recreation Master Plan, Park Service Area Map, pp. 26-27

guidelines for this projected population. However, the geographic distribution of the city's parkland will need adjustment to meet future community needs. Through the city's area planning and subcommunity planning processes, future park needs in new and redeveloping neighborhoods will continue to be addressed. Subcommunity and area plans address planning issues at a detailed level and explore new land-use ideas, including specific park needs, for an entire subcommunity, specific areas, and/or neighborhoods.

A national trend in recreational services is the increased reliance on private, for-profit businesses to meet growing recreation demand in certain specialized areas. The growth of athletic clubs is one example of the private sector stepping in to meet a demand at market rates. These facilities provide anything from basic exercise equipment and classes to a wider range of facilities and services ordinarily provided at a traditional community center, including gymnasiums and swimming pools.

Another emerging national trend is specialized growth sports such as indoor soccer and golf. These activities require major investments of funds to build and maintain. Once considered a critical public sector component, with shrinking budgets these activities are becoming more and more market rate commodities. One concern is that as these facilities become privatized and fair market rates are charged, access is limited to those who can afford to pay the prevailing rates.

Finally, there is an emerging national trend for outdoor recreation outfitters and guides to provide close-to-home nature and interpretive recreational activities to a growing demand. These private enterprises provide specialized services such as horseback riding, boating, skiing, and other activities on publically owned lands. Traditionally, concessionaire fees are charged for access to public lands in exchange for providing desired services that otherwise would not be available to the general public. Issues related to these types of operations include amount of revenues provided to offset other recreation programs balanced with the public desire for these types of activities.

## Recreation Facility Inventory

### Introduction

BPRD operates and maintains various types of facilities that range in use and purpose. This section is divided with facilities grouped into broad, general categories of similar uses for the purpose of discussion only. Many of the facilities listed in one category are used for activities found in other general categories (noted by recreation facilities' multi-use characteristics). The broad categories of facilities include sports-oriented facilities, family-oriented facilities, outdoor-oriented facilities, trail-oriented facilities, and indoor recreation facilities.

### **Sports-Oriented Facilities – Outdoors**

Team sports play an important role in our communities and are an integral part of our parks and recreation services. They provide people of all ages with an opportunity to develop skills, create friendships, exercise, and learn how to work together as a team. Boulder has traditionally provided facilities to meet the demand of the more popular athletic activities of

their population. The various organizations and clubs that represent their sport generally manage team sports, with the exception of adult sports, which are run by BPRD. The facilities traditionally have national standards for dimensions, length of play, and official rules and regulations that govern their operations. Many have national tournaments and defined seasons with prescribed schedules that they are required to meet.

**Baseball Fields**

Baseball includes youth participation. This section is divided into two parts based on the field dimension requirements and includes Little League (with 60-foot base paths) and Major League or Adult (with 90-foot base paths). See Appendix A for BPRD’s multi-purpose facilities map.

*Little League Fields*

There are presently 15 formal Little League fields (base path of 60 feet) in Boulder. Eleven of the fields are managed by BPRD and four are managed by Boulder County Parks.

The trend for this program is to have multiple fields located at one area, including three fields with standard Little League dimensions and one Major League field with 90-foot base paths.

*Major League Fields*

There are presently two premier and three general major league fields (base path of 90 feet) in Boulder. Scott Carpenter Baseball Field is owned by BPRD but managed under a Memorandum of Understanding (MOU) with the Boulder Valley School District (BVSD). One field is at the Iris Complex and managed by the county, while three fields are at BVSD sites.

**Table 11: Baseball Field Inventory**

Boulder Park & Recreation Fields	Premier	General	Total Fields	Primary Use
Aurora 7		1	1	LLBB
Aurora 7		1	1	LLBB
Aurora 7		1	1	LLBB
Eisenhower/Arapahoe Ridge		1	1	LLBB
Martin Park		1	1	LLBB
North Boulder Park		1	1	LLBB
North Boulder Park		1	1	LLBB
Scott Carpenter Park	1		1	MLBB
Tom Watson Park		1	1	LLBB
Tom Watson Park		1	1	LLBB
Tom Watson Park		1	1	LLBB
Tom Watson Park		1	1	LLBB
<b>Total</b>	<b>1</b>	<b>11</b>	<b>12</b>	
<b>BVSD Fields</b>				
Centennial		1	1	MLBB
Fairview High School	1		1	MLBB

Southern Hills Middle School		1	1	MLBB
<b>Total</b>	<b>1</b>	<b>2</b>	<b>3</b>	
<b>Boulder County Parks</b>				
Iris Baseball Fields		3	3	LLBB
Iris Baseball Fields		1	1	MLBB
<b>Total</b>	<b>0</b>	<b>4</b>	<b>4</b>	
<b>Total Baseball Fields</b>				
	<b>2</b>	<b>17</b>	<b>19</b>	

## Softball League Fields

There are presently 15 softball fields in Boulder, with 10 fields managed by BPRD and five fields managed by BVSD.

**Table 12: Softball Field Inventory**

Boulder Park & Recreation Fields	Premier	General	Total Fields	Primary Use
Mapleton	1		1	SB
Mapleton	1		1	SB
Mapleton	1		1	SB
Stazio Fields	1		1	SB
Stazio Fields	1		1	SB
Stazio Fields	1		1	SB
Stazio Fields	1		1	SB
Stazio Fields	1		1	SB
Stazio Fields	1		1	SB
Stazio Fields	1		1	SB
<b>Total BPRD</b>	<b>10</b>	<b>0</b>	<b>10</b>	
<b>BVSD</b>				
Boulder High School	1		1	Softball
Centennial		1	1	Softball
Centennial		1	1	Softball
Fairview High School	1		1	Softball
Horizons K-8		1	1	Softball
<b>Total BVSD</b>	<b>2</b>	<b>3</b>	<b>5</b>	
<b>Total Softball Fields</b>				
	<b>12</b>	<b>3</b>	<b>15</b>	

## Multi-Use Fields

There are presently 38 multi-use fields available for public use within Boulder. This includes 11 premier fields that are either sand-based engineered soils or artificial turf playing surfaces and 10 general-use fields managed by the department in Boulder. There are another 17 fields managed by BVSD, including six artificial turf fields and 11 general fields. Many general,

rectangular fields can be used for soccer, football, rugby, ultimate Frisbee, lacrosse, and other field sports.

**Table 13: Multi-Use Field Inventory**

Boulder Park & Recreation Fields	Premier	General	Total Fields	Primary Use
Aurora 7		1	1	Soccer
Columbine		1	1	Soccer
Flatirons Elementary School		1	1	Soccer
Foothills Community Park		2	2	Soccer
North Boulder Park		1	1	Soccer
Pleasant View	8		8	Soccer
Pleasant View	1		1	Soccer/Rugby
South Boulder Rec Center		1	1	Soccer
Summit Middle School/Tantra Park		1	1	Soccer
East Boulder Community Park Turf	2		2	Soccer
East Boulder Community Park		1	1	Soccer
Valmont City Park		1	1	Soccer/Rugby
<b>Total BPRD Multi-Use Fields</b>	<b>11</b>	<b>10</b>	<b>21</b>	
<hr/>				
Boulder High School	1		1	Football
Boulder High School		1	1	Soccer
Casey	1		1	Football/Soccer
Centennial		1	1	Football
Fairview High School	1		1	Football
Fairview High School	1		1	Soccer
Manhattan Middle School		41	14	Soccer
Manhattan Middle School		1	1	Soccer
Manhattan Middle School		1	1	Soccer
Manhattan Middle School		1	1	Soccer
New Vista High School	1		1	Football
New Vista High School		21	12	Soccer
New Vista High School		1	1	Soccer
Platt Middle School		1	1	Football
Platt Middle School		21	12	Soccer
Platt Middle School		1	1	Soccer
Southern Hills Middle School	1		1	Soccer
<b>Total BVSD Multi-Use Fields</b>	<b>6</b>	<b>11</b>	<b>17</b>	
<hr/>				
<b>Total Multi-Use Fields</b>	<b>17</b>	<b>21</b>	<b>38</b>	

**Tennis Courts**

**Table 14: Parks with Tennis Courts**

Park Name	Quantity
Arapahoe Ridge Park	2

Centennial Tennis Courts <sup>11</sup>	8
Chautauqua Park	1
Columbine Park	2
East Boulder Community Park	5
Fairview Tennis Courts <sup>12</sup>	8
Harlow Platts Community Park	4
Keewaydin Meadows Park	4
Knollwood Park	2
Martin Park	2
Olmsted Park	4
Palo North	2
Tom Watson Park	4
<b>Total Tennis Courts</b>	<b>48</b>

Table 15: Other Outdoor Courts

Park Name	SAND VB	BASKETBALL	HANDBALL	ROLLER SPORT RINK	PLATFORM TENNIS COURT
Tom Watson Park	2	1	1		
Foothills Community Park		1		2	
North Boulder Park		1			
Park East		1			
Salberg Park		1			
Howard Heuston Park		1			
Canyon Park		1			
Greenleaf Park		1			
East Boulder Community Park	4	2	4		
Meadow Glen Park		1			
Harlow Platts Community Park	4			1	
Boulder Reservoir Regional Park	13				
Parkside Park		1			
Olmsted Park	2				2
<b>Total</b>	<b>24</b>	<b>12</b>	<b>5</b>	<b>3</b>	<b>2</b>

### Family-Oriented Facilities – Outdoors

These are the more traditional recreation facilities found in our parks and open spaces that are open to the general public for general recreation activities. Traditionally, these facilities are available on a first-come, first-served basis and are offered at no cost to the users. Some facilities can be reserved for a nominal fee on a one-time basis for special events or activities. These form the basic elements of our neighborhood and community parks and provide the opportunities for families and communities to come together to play, socialize, and build community spirit and pride.

<sup>11</sup> Joint Use Agreement with Boulder Valley School District (BVSD)

<sup>12</sup> Joint Use Agreement with Boulder Valley School District (BVSD)

Table 16: Picnic Shelters and Restrooms

PARK NAME	PICNIC SHELTER	RESTROOMS
Arapahoe Ridge Park	1	
Beach	1	
Boulder Reservoir Regional Park	1	1
Burke Park	1	
Catalpa	1	
Chautauqua Park	2	1
Christensen Park	1	
Dakota Ridge Park	2	
East Boulder Community Park	2	
Eaton Park	1	
Eben G. Fine Park	1	1 + 1 portalet
Elks Neighborhood Park	1	
Elmer's Two Mile Park	1	
Foothills C. Park need to add asterisk	7	2
Gerald Stazio Ballfields	1	2
Harlow Platts C. Park	2	1 portalet
Keewaydin Meadows Park	1	
Martin Park	1	1
Melody	1	
Municipal Campus		1 portalet
North Boulder Park	1	1
Palo East	1	
Park East	1	
Park Side Park	1	
Salberg Park	1	1
Scott Carpenter Park	1	1 + 2 portalets
Tantra Park	1	
Tom Watson Park	1	1
Valmont Park	2	1 + 2 portalets
Wonderland Lake Park	1	
<b>Total Shelters / Restrooms</b>	<b>36</b>	<b>12</b>

\*3 picnic and 4 public shelters

Table 17: Parks with Playgrounds

PARK NAME	ACRES	PG
Arapahoe Ridge Park	4.76	1
Arrowwood Park	2.02	1
Barker Park	0.49	1
Beach Park	1.77	1
Canyon Park	2.41	1
Chautauqua Park	12.39	1
Christensen Park	4.51	1
Columbine Park	4.42	1
Crestview Park	7.77	1

Dakota Ridge Park	2.98	1
East Boulder Community Park	53.37	1
East Mapleton Ballfields	7.79	1
Eben G. Fine Park	6.89	1
Elks Park*	7.93	1
Elmer's Two Mile Park	4.08	1
Foothills C. Park	65.23	3
Greenleaf Park	1.49	1
Harlow Platts C. Park	50.06	1
Holiday Park	1.07	1
Howard Heuston Park	7.61	1
Keewaydin Meadows Park	4.53	1
Martin Park	9.32	1
Meadow Glen Park	2.53	1
Melody Park	1.25	1
Municipal Campus (Lumber Park)	16.25	1
North Boulder Park	12.71	1
Olmsted Park	5.26	1
Palo East	4.05	1
Park East	11.17	1
Park Side Park	5.58	1
Pineview Park	1.60	1
Salberg Park	2.95	1
Scott Carpenter Park	16.89	1
Shanahan Ridge Park	4.33	1
Smith Park	1.10	1
Tantra Park	20.87	1
Tom Watson Park	31.04	1
Valmont City Park		1
Wonderland Lake Park	31.15	1
<b>Total Parks</b>	<b>431.62</b>	<b>40</b>

\*To be completed in 2013

Open play fields are available for informal games and activities. These kinds of fields are usually smaller than standard soccer and baseball fields and are used for practice, informal play, and a variety of other activities.

### Dog Parks

Dog parks or off-leash dog areas provide a community setting in which people can gather and socialize and where they can observe the interaction of groups of dogs at play. Dog parks not only allow guardians and their dogs to spend time together but also offer dogs a space for play and companionship with other dogs. Because leashes can cause dogs to become territorial, spending time off leash in a park may be beneficial for a dog.

Table 18: Dog Parks

DOG PARKS	ACRES	DP
-----------	-------	----

East Boulder Community Park	1.7	2
Foothills Community Park	5.6	3
Howard Hueston	1.25	1
Valmont City Park	3.25	2
<b>Total Parks</b>	<b>11.8</b>	<b>8</b>

### Valmont Bike Park

Valmont Bike Park (VBP), a 42-acre free public bike park, is a purpose-built, innovative facility for multiple types of off-road bicycling including competition-grade cyclocross racing trails, dual slalom tracks, pump tracks, dirt jumps, and slope-style trails for beginner through advanced riders. The park's many features were created for the entire community to use. The department hosts several events at the park during the year, provides programs through contracted services agreement for beginners through advanced riders, and rents out shelters for picnics and parties.

### Disc Golf

The department manages one nine-hole disc golf course at Harlow Platts Community Park and is installing a new 18-hole golf course in 2012/2013 at Valmont City Park. Disc golf is an inexpensive game, and the department allows for free play at both of the courses. The department puts on one annual major disc golf tournament each year.

## Condition Assessment and Backlog Analysis

### Facilities Snapshot

Over the past five years, the department has assessed its facilities and determined the Current Replacement Value (CRV) of individual assets as well as the backlog of needed renovations and repairs. This value was obtained by using several sources, including actual construction costs, bid documents, engineer's estimates, past work orders, maintenance reports, and on-site assessments of current conditions by senior park staff. The total CRV for all assets is preliminarily estimated at \$274 million.

**Table 19: Asset Facility Condition Index**

Urban Park Assets	CRV	Backlog	FCI
Parking Lots and Entry Facilities	\$12,307,743	\$2,953,858	0.24
Playgrounds	\$9,250,000	\$1,850,000	0.20
Park Shelters	\$770,000	\$77,000	0.10
Restrooms/Support Buildings	\$375,000	\$18,750	0.05
Landscape Turf (passive areas)	\$31,248,000	\$7,812,000	0.25
Paved Plazas	\$1,985,088	\$158,807	0.08
Athletic Facilities (competitive)	\$30,250,000	\$1,512,500	0.05
Athletic Facilities (practice)	\$18,750,000	\$3,375,000	0.18
Tennis Courts	\$3,400,000	\$272,000	0.08

Hard Surface Court Areas	\$3,055,000	\$305,500	0.10
Pathways	\$5,829,360	\$699,523	0.12
Pearl Street Mall (surface amenities and paving)	\$7,076,550	\$2,830,620	0.40
Valmont City Park	\$5,500,000	\$220,000	0.04
Golf Courses	\$6,890,000	\$551,200	0.08
Boulder Reservoir Site Amenities	\$8,500,000	\$4,675,000	0.55
Landscape Urban Forest	\$77,000,000	\$3,080,000	0.04
Natural Resource Lands (native landscape)	\$2,286,000	\$731,520	0.32
<b>Total Urban Park Assets</b>	<b>\$224,472,741</b>	<b>\$31,123,279</b>	<b>0.14</b>
<b>Building &amp; Equipment Assets</b>			
Shelters by FAM	\$1,831,150	\$183,115	0.10
Restrooms by FAM	\$1,306,727	\$196,009	0.15
Miscellaneous Public Park Facilities	\$513,700	\$77,055	0.15
Maintenance Buildings	\$3,534,192	\$282,735	0.08
Athletic Facilities Structures	\$2,841,573	\$340,989	0.12
Cultural (Chautauqua, Harbeck, Pottery Lab)	\$4,611,138	\$1,613,898	0.35
Flatirons Buildings (FAM)	\$2,019,173	\$80,767	0.04
Flatirons Event Center (FAM)	\$2,144,294	\$750,503	0.35
Indoor Recreation Facilities (FAM)	\$23,438,195	\$1,171,910	0.05
Outdoor Pools (FAM)	\$5,634,766	\$563,477	0.10
Boulder Reservoir Buildings	\$1,708,517	\$1,281,388	0.75
<b>Total Building &amp; Equipment Assets</b>	<b>\$49,583,425</b>	<b>\$6,541,845</b>	<b>0.13</b>
<b>Total Combined Assets</b>	<b>\$274,056,166</b>	<b>\$37,665,124</b>	<b>0.14</b>

The assessment of the overall backlog or deferred maintenance on these facilities is estimated at \$37.6 million, resulting in a Facility Condition Index (FCI) of 0.14. The FCI is an industry standard used in calculating the backlog of work required to bring assets to their Current Replacement Values (CRV). A well-maintained outdoor park facility should have an average FCI of no more than 0.11 with a range of 0.12 to 0.20. A range of 0.21 to 0.50 indicates moderate to extensive repairs required to bring facilities back to operational condition. The completed FCI identified for the City of Boulder Parks and Recreation assets is 0.14, or slightly better than average for the industry standard. This is slightly higher than the 0.11 minimum standard for buildings that Facility and Asset Management (FAM) uses due to the fact that the majority of park assets are located outdoors, receive a significant amount of wear, and have a lifecycle of less than half that of buildings.

The majority of assets managed by the department (60%) are in the excellent or good range with an FCI of 0.11 or less. Another 30% are in the fair range with an FCI of 0.12 to 0.30, requiring some level of repairs.

Estimates for the CRV and the backlog for assets were established using a variety of methods. The deferred maintenance cost estimates shown in this document are based upon "per unit" costs as reported in the R.S. Means Site Work and Landscape Cost Data guide (2012; 31<sup>st</sup> edition). R.S. Means is a widely accepted construction cost estimating publication that offers a wide variety of specific cost reference texts. Additional cost estimates were developed using current bid results as well as engineering estimates that have been completed on existing park

and recreation facilities. Over the past three years, the department has inventoried approximately 90% of all of the existing park assets. This included site visits to all parks to measure and record each asset and to evaluate the condition of the asset. This inventory was used to calculate the CRV for all park assets.

In addition, FAM is responsible for maintenance of existing buildings and structures. They maintain a complete inventory of the value of each asset for insurance and maintenance purposes. This data was used to calculate the CRV for all buildings and structures as well as for equipment and furnishings within the buildings necessary to run programs and services.

The CRV of the park assets was calculated using construction bid tabs and engineering estimates for specific park elements such as turf, irrigation, playgrounds, etc. These estimates for unit pricing were used based on a typical park asset found in the Boulder Park System. While this type of estimate only provides a general value, it does meet industry standards for Class C cost estimation.

The backlog estimates were calculated using three methods. The first was based on existing staff conducting on-site assessments of each major asset and assigning a numerical score of 5 to 1, with a 5 being in excellent condition requiring minimal repairs and a 1 in serious condition requiring major restoration or complete renovation. These numbers were then converted to an FCI score to conform to industry standards using the R.S. Means and bid result data. The second method utilized cost estimates prepared by FAM for building upgrades as well as specific engineering estimates and staff reports on building conditions. The final method provided cost estimates that were developed by professional engineers or from actual bid documents from licensed contractors for specific park areas. These form the most accurate of the three methods, and, as resources and time permit, major assets will be assessed through this later method.

Approximately 10% of parks and recreation assets are in the poor to serious deficiency range (above 0.31 FCI), requiring extensive repairs or replacement. This category represents over 32% of the total backlog funding needs with approximately \$11.9 million in estimated repairs. If these assets were removed from the overall inventory, the department would have an FCI of 0.10 for all assets. The six major aging assets are listed in the table below:

**Table 20: FCI and Backlog by Asset Type**

Asset	FCI	Backlog
Boulder Reservoir Buildings	0.75	\$1,281,388
Boulder Reservoir Site Amenities	0.55	\$4,675,000
Pearl Street Mall	0.40	\$2,830,620
Flatirons Event Center	0.35	\$750,503
Cultural Facilities	0.35	\$1,613,898
Natural lands (762 acres) for weed and wildlife management objectives	0.32	\$731,520
<b>Total</b>		<b>\$11,882,929</b>

To address this backlog of deferred maintenance, the department has designated approximately \$1.25 million of its total \$3 million 2012 Capital Improvement Plan (CIP), along with an additional \$8.7 million in funding from the CIS Round 1 Bond funds and \$300,000 from the 2012 FAM CIP. This leaves approximately \$27.3 million in deferred maintenance for the department's existing asset inventory. The department has an additional \$7.7 million in the proposed 2013-2018 CIP that is intended to address a portion of the remaining backlog, if the funds are allocated in the future. In addition, FAM anticipates contributing approximately \$1.9 million from the General Fund in its proposed 2013-2018 CIP. This would leave an unfunded backlog of approximately \$17.7 million by 2018 if annual operation and maintenance funding is provided to adequately perform annual preventative maintenance to extend the lifecycle of assets.

When put into perspective, the Boulder Parks and Recreation assets are well above the national average of our nation's state and federal parks. The American Society of Civil Engineers (ASCE) conducted an inventory of public facilities, including public parks and recreation facilities, in 2009. This report gave our aging national park systems a grade of C- and identified over \$48 billion in deferred maintenance over the next five years. The link to this document is:

[http://www.infrastructurereportcard.org/sites/default/files/RC2009\\_parks.pdf](http://www.infrastructurereportcard.org/sites/default/files/RC2009_parks.pdf)

### BPRD Background of Asset Management

***Asset Management Definition: 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 and logical approach to decision making.***

The need to track, inventory, and manage assets is a common theme in many areas of public and private organizations. The public sector at various governmental levels has the responsibility, and is held accountable, to manage their particular assets as fiduciaries to those who support their programs and operations with public funds. The arena of parks and recreation is specifically known for the types of assets that have provided both passive and active services to the general public (playgrounds, courts, ball fields, picnic shelters, etc.). Within the City of Boulder Parks and Recreation Department, capital investments in maintaining and repairing aging park assets have declined due to a variety of economic and social conditions. In 2004, the department began its first organized effort to inventory natural resource and park amenity type assets using GIS.

### Current Standards for Asset Management

The National Park Service (NPS) is a recognized leader in creating and utilizing sustainable and green design for park and recreation facilities. NPS facility management techniques and tools are used throughout this document as a benchmark against which comparisons can be made. The NPS follows four mission stewardship goals as part of their mandate for resource preservation<sup>13</sup>:

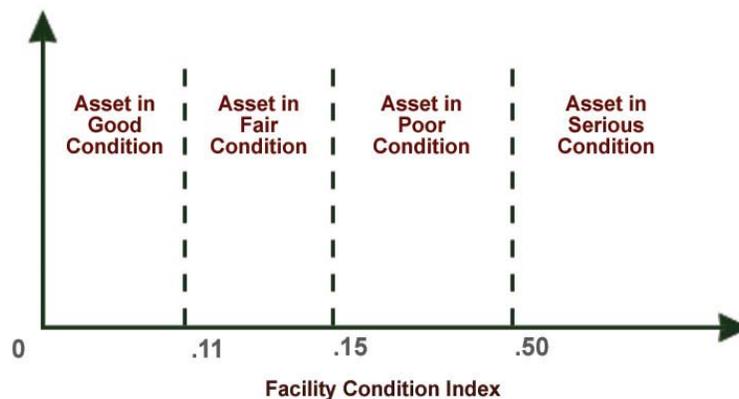
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<sup>13</sup>Eppley Institute for Parks and Public Lands, *National Park Service Asset Management Process Manual (AMP)*, 2002, pp. 189.

- Preserve park resources
- Provide for the public enjoyment and visitor experience of parks
- Strengthen and preserve natural and cultural resources and enhance recreation opportunities
- Ensure organizational effectiveness

The NPS defines stewardship as "The recognition and acceptance that the ownership of facilities requires the vision, resolve, experience, and expertise to ensure that resources are allocated effectively to sustain the investment." These are all components of the NPS focus on creating sustainable facilities that are cost effective to own, maintain, and operate and provide the best possible experience to the visitor.

This report uses the NPS Facility Condition Index (FCI), which provides a snapshot of the relative condition of an asset. The FCI uses a numeric rating system to rank assets, using the current replacement value (CRV) of an asset and its projected cost of repairs or deferred maintenance. The FCI is determined by dividing the collective value of all deferred maintenance by the CRV of each asset. Once the FCI has been determined for an asset, it may be compared against the following industry rating scale.



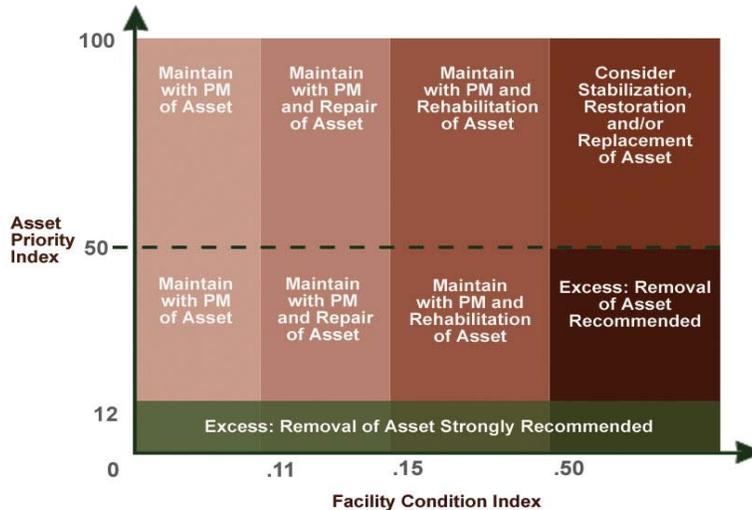
#### Facility Condition Index Rating Scale (NPS)

- FCI .11 - Good condition rating - minimal work required
- FCI .11-.14 - Fair condition rating - some work needed
- FCI .15-.50 - Poor condition rating - extensive work required
- FCI .50 - Serious condition rating - demolish or rehabilitate

#### Department Goal for Asset Management

The department's Asset Management Plan (AMP) is intended to enable managers to measure the condition of facilities as well as monitor and prioritize ongoing maintenance needs, thus better utilizing scarce resources. An integral part of this proposed program will be the use of prioritizing systems to help efficiently manage asset data with the use of effective measuring tools such as the Asset Priority Index (API) and the FCI.

By using the API and FCI in tandem, the department can ensure that resources are applied to assets that are most important to the park's mission and the community's values while establishing accurate baselines for measuring progress in improving or maintaining asset conditions over time. The diagram to the right illustrates the use of the API and FCI to track and chart assets by their priority and condition.



Through the AMP, the department can achieve significant results, including the ability to achieve the following:

- Clearly prioritize, reduce, and manage deferred maintenance
- Improve the overall condition of the assets
- Better predict and justify future budget requests and determine the allocation of scarce resources to either existing facilities or new facilities
- Anticipate maintenance needs (and plan accordingly) and fix problems before they become expensive emergencies
- Help park managers better respond to potential funding decline by providing critical information to elected decision makers to make informed decisions

## Settings

Identifying individual settings within public parks is one way of creating standards that can be used to compare all park assets. Settings refer to the basic building blocks of public parks, such as buildings, playgrounds, active recreation areas, or pathways. Settings are the major asset components the public might expect to find in the various public areas that they visit. Not all parks are made up of the same settings. These settings vary depending on the intended use and function of the park. A setting can be made up of several different elements and features. Each setting should be clearly recognizable by the general public. The following list of settings provides a broad classification with which to evaluate public parks. The department manages over \$274 million in assets with an *estimated* backlog of \$37.6 million. These values are identified for each setting below based on the CRV and backlog estimates, which results in a preliminary FCI of 0.14. (It is important to note that the methodology used to determine FCI is likely to vary from federal to local agencies. Boulder's FAM unit does have a method in

place to determine backlog levels. Development of a standard performance indicator like FCI should be tailored to local government standards.)

The following settings provide a broad classification by which to evaluate public parks:

1. Outer Park (Edge) – This includes all portions of the entrances and edges of parks. The first major features encountered by park visitors are the landscape buffers, public parking lots, signage, and entryways that welcome visitors and set the tone for their experience.
2. Buildings & Structures – This includes major buildings managed by FAM or P&R as well as park structures such as picnic shelters, pavilions, maintenance buildings, and storage facilities that support park and recreation activities.
3. Active Recreation Areas – This includes major athletic fields such as soccer, baseball, softball, and multiuse (both natural and artificial turf), as well as hard-surface courts such as tennis, basketball, skate parks, and other play areas intended for physical and active use by individuals or large groups in formal activities or events.
4. Passive Recreation Areas – This includes public gathering areas, single-seating areas, plazas, Pearl Street Mall, informal picnic grounds, outdoor classrooms, community gardens, and other areas for individual or groups to engage in unstructured civic and community events.
5. Playgrounds – This includes all children’s play areas, from tot lots to elementary-school-age playgrounds, swings, and other play equipment. Furthermore, playgrounds include surface areas, edging, and immediate supervision areas as well as parent seating, shade trees, and gathering areas.
6. Pathways – This includes all pedestrian connections: paved bike trails, sidewalks, nature trails, and soft-surface pathways. It also includes bridges and tunnels that are part of a larger trail system.
7. Urban Forests – This includes the 40,000 urban trees that are managed for their aesthetic value and environmental contributions. Formal landscapes may include ornamental trees, shrubs, and flowerbeds that are not native to the area and have been planted as part of an overall park design.
8. Natural Areas – This includes the natural areas that form over 60 percent of urban parks within the City of Boulder and connect with the larger open spaces and greenbelts. These areas include stream corridors, wetlands, ponds, and remnant native landscapes that offer opportunities for nature play and wildlife observation in the urban setting.

### Current Department Operations and Management Report

Annual operational costs for parks and recreation facilities vary depending on the level of service provided, the current condition of the asset, and the construction methods used to

build the facility. Priority for funding operations is based on a variety of criteria including health and safety issues; the importance to the social and community good; the benefits to the local economy; the amount of use or demand for each facility; and the level of revenue generated.

The department classifies maintenance into four general-use guidelines based on these factors using guidelines defined in the FAM Master Plan. FAM defines three components of asset management, and BPRD utilizes a fourth category for regular repetitive maintenance described below:

1. Regular Repetitive Maintenance – The daily, weekly, or monthly tasks that are repeated on a set schedule, such as mowing and irrigation for turf, emptying trash, power washing surface areas, etc. The department expends \$6.9 million on park maintenance and operations, which represents approximately 3% of the CRV of the assets.
2. Facility Operations & Maintenance (O&M projects < \$3,000) – Includes facility repair and maintenance costs with a total cost of \$3,000 or less per work order for facilities assigned to FAM. Includes items such as HVAC filter replacements, plumbing repairs, event set-up, key cards, nameplates, lighting issues, floor mat rentals, etc. FAM's master plan recommends investing 2.5% of the CRV on these tasks.
3. Facility Major Maintenance (MM projects > \$3,000) – Includes facility repair and maintenance costs with a total cost of \$3,000 or more per work order for facilities assigned to FAM. For MM projects >\$50,000, an annual transfer is made from this program to R&R (see program #266). FAM recommends investing 1.0% of the CRV on these tasks. (Note that P&R references these as R&R projects in this category under \$50,000.)
4. Facility Renovation & Replacement (R&R) – Includes facility renovation (refurbishment) and building component replacement construction costs for projects with a total cost of \$50,000 or more for facilities assigned to FAM and projects assigned to FAM and funded by other departments. Also includes energy-efficiency projects and environmental remediation projects. Projects are listed in the CIP. FAM recommends investing 1.0% of the CRV on these tasks.

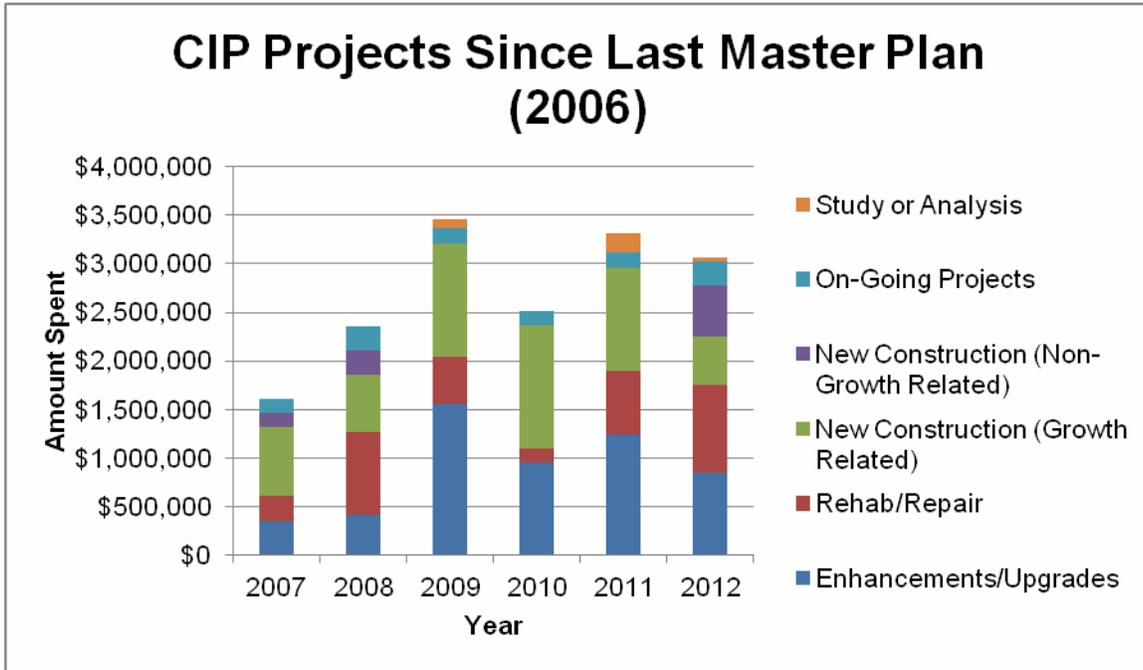
To reduce the \$17.7 million backlog, facilities would require full renovations or decommissioning. Funding options for these improvements could come from alternative sources such as partnerships, non-profit, and foundations if structured correctly. (Note: this includes 20-year leases, plus leveraging such as 50% city and 50% private investment.) In addition, annual O&M and R&R for existing facilities will need to be maintained and in some instances increased to maintain the lifecycle of the assets to avoid a continued increase in backlog of deferred maintenance items. The department is in the process of analyzing O&M cost guidelines, presented in Table 21.

**Table 21: General O&M Costs (Preliminary Estimates)**

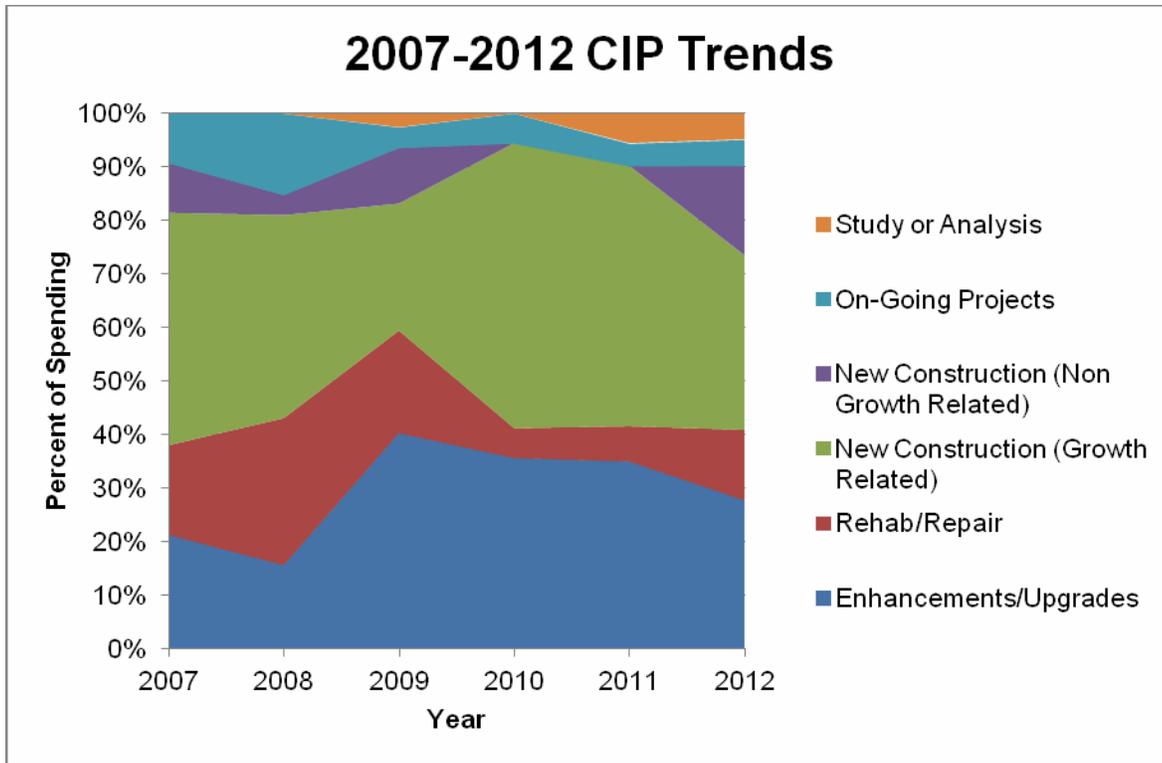
Facility	Annual Cost Percent of CRV	Estimated Cost Per Acre
General Neighborhood Park	2-3%	\$5,500
Urban Park	3-4%	\$10,000

### Financial Overview

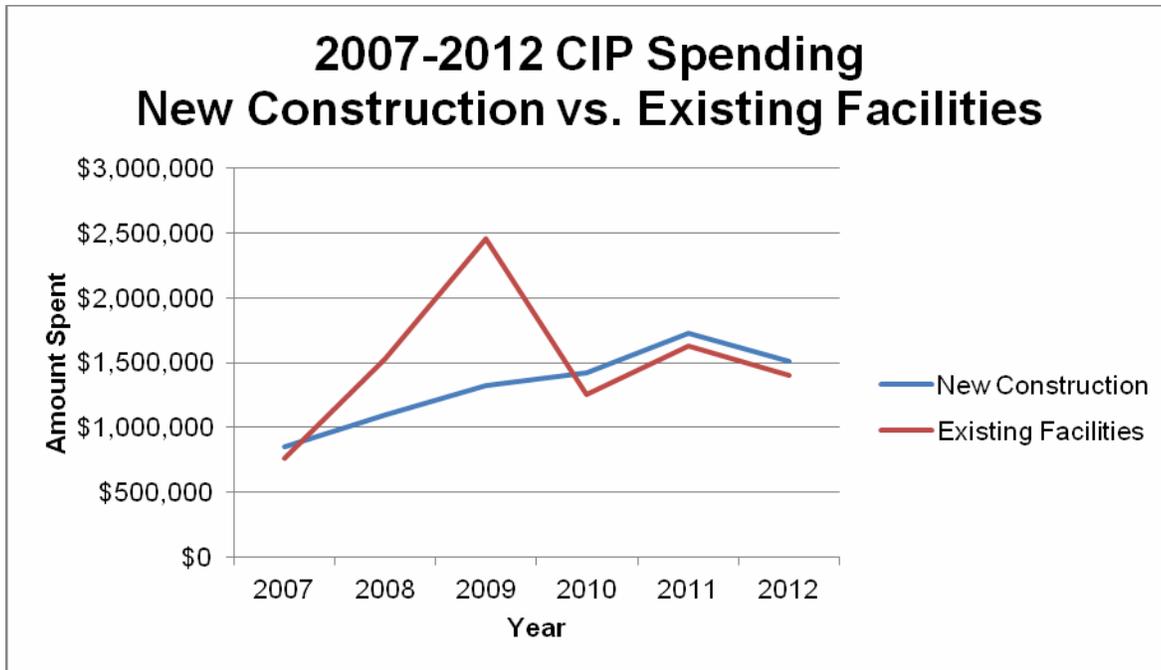
BPRD’s Capital Improvement Plan (CIP) has been used to address the increasing backlog the department is experiencing. Since the 2006 Master Plan, CIP funding has nearly doubled in size (see figure below). With the increase in funds, existing facility enhancements and upgrades have seen rapid growth; however, new construction has seen bigger growth.



According to the figure below, new construction related to growth encompassed almost 50% of CIP expenditures in 2010 and 2011. Commensurate with community population growth over the last five years, BPRD has had to react to the need for more. However, expenditures for existing facility rehab and repair projects have seen a rapid decline (by percentage) since 2009. As more new facilities are constructed, there is less money available to maintain and/or improve existing facilities.



A comparison of CIP expenditures for new facilities and existing facilities is shown below. The first three years after the 2006 Master Plan saw a dramatic spike in current facility investments. Since 2006, there has been steady growth in new construction expenditures; however, over the same timeframe new construction investments have experienced steady growth. In 2010, CIP investments in new facilities exceeded investments in existing facilities. If that trend continues, BPRD’s backlog of \$37.6 million will rise steadily for the foreseeable future. The argument could also be made that BPRD’s overall asset FCI score of .14 could increase as well due to the creation of new facilities and less money supporting existing ones. With the .25 sales tax set to expire in 2015, BPRD is in a critical state for its financial future. There is no guarantee the tax will be renewed, and, if it isn’t, there is a need for identifying additional funding to compensate. For that matter, additional funding is warranted regardless of whether the current trend of investing in new facilities continues to surpass the investment in existing facilities.



## Conclusion

This is a scoping-level document, and the purpose of this work is to provide the initial step of a more detailed process investigation into the condition of all park and recreation assets. BPRD is a unique community with numerous recreation opportunities that manages many facilities, including parks, recreation centers, skate parks, athletics complexes, outdoor pools, and unique facilities such as the Boulder Reservoir and Valmont Bike Park. In order to continue meeting the needs of Boulder residents, sustainable growth has to be addressed in the immediate future. As the population grows and diversifies, BPRD will be forced to react to the ever-changing community trends.

Since the 2006 Master Plan, BPRD has constructed new state-of-the-art facilities that will go a long way to providing unique recreation experiences for Boulder residents. In order to keep up with the pace, a comprehensive examination of the current financial landscape is warranted to develop a sustainable financial framework moving forward. This topical report provides an overview of the department's asset inventory, approach, and current state. Most of this information is static but, to a degree, will be iterative as new projects and developments occur within BPRD's asset inventory.

In this concluding section, we review key questions and issues to explore further with the Parks and Recreation Advisory Board, City Council, and the general public during the needs assessment phase.

1. Identifying and measuring key indicators to compare to both local and national standards are central to developing a sustainable asset management approach.
  - o What should the key indicators be?
  - o Who should be included in choosing them?
  - o How often should they be revised?

2. Backlog costs are increasing.
  - o To what degree should funding priorities shift to address this backlog?
  - o How will work that addresses the backlog be prioritized?
3. Recent years show a trend of spending more CIP funding on new facilities than on existing facilities.
  - o Does the community prefer that the city build new facilities or maintain the ones currently in existence?
  - o How can the city ensure that an appropriate amount of money is allocated annually for the operation and maintenance of existing facilities?
4. The .25-cent sales tax is set to expire in 2015.
  - o If it is not renewed, BPRD will be forced to acquire alternative funding or to cut services. What is the most desired option, and who would be the most effective advocate for it?
5. BPRD assets have a preliminary overall FCI of .14; as repair/rehab spending decreases, a foreseeable increase in overall asset FCI is likely.
  - o How should the department prioritize the maintenance of facilities to keep the right facilities at the right FCI?
6. CIP breakdown costs are hard to report given the current tracking methods.
  - o Given the importance placed on data-driven decision making, but also given all other priorities, how important is it to address deficiencies in information systems?

## APPENDICES

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Appendix A: Map of Multi-Purpose Facilities

Appendix B: Map of Parks and Natural Lands

Appendix C: Map of Parks with Boulder's Transportation System

Appendix D: Map of Parks and Elementary Schools with Playgrounds