

TOPICAL REPORT: RELATED PLANNING DOCUMENTS

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. After the findings of this report are reviewed and deemed to be accurate and sufficiently comprehensive, they will be fully synthesized with research from other topical areas as part of the Needs Assessment 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
✓ Research methodology approved	
✓ Preliminary research and analysis complete	
✓ Data gaps identified and remaining research assigned	
✓ All data obtained	Additional planning documents may be identified as the project continues, or certain aspects of plans may grow in relevance over time.
✓ Preliminary community plan integration review	
✓ Preliminary department leadership review	
✓ Technical (TAG) review	
✓ Board (PRAB) review	
✓ Department leadership review	Approved by KK (11/13)
<input type="checkbox"/> Topical Report research and analysis complete	
<input type="checkbox"/> Synthesis for needs assessment and community plan integration	

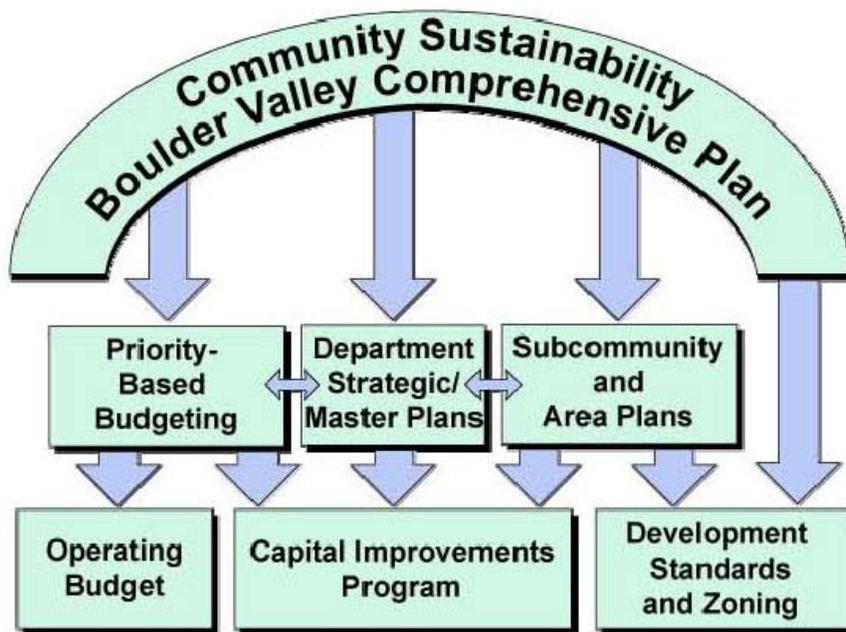
Introduction

Communities like Boulder are ever-evolving in ways that reflect ongoing changes to economic, political, social, environmental, and demographic processes. Residents, local organizations, and their governments collaborate to produce plans to inform and guide that evolution to pursue the best future possible. When starting any new planning project, it is important to survey the landscape of other plans that are relevant. In doing so, planning teams can identify critical issues that may affect their project, leverage previously conducted research, learn from other stakeholder and civic engagement efforts, produce a plan that aligns with the community's established values, and, most importantly, make a positive impact on the quality of life.

This update to the Parks and Recreation Master Plan will primarily build off of the 2006 Parks and Recreation Master Plan and the 2010 Boulder Valley Comprehensive Plan (BVCP). Not only will it be important to examine the previous plans' goals, objectives, and related research, but it will also be necessary to determine how the wide array of other related plans should inform this planning process. Similarly, it will be critical to recognize how the updated Parks and Recreation Master Plan will fit into the overall planning framework for the City of Boulder.

Figure 1 illustrates the planning framework adopted by the community in the BVCP. Processes to develop Priority-Based Budgets (PBB), departmental master plans, and subcommunity/area plans are directly informed by and flow from the Comprehensive Plan. Subsequently, these documents inform specific operating budgets, capital improvement programs (CIP), and standards for development and zoning.

Figure 1: Comprehensive Planning Framework for the City of Boulder



This topical report provides a review of related planning documents that are essential to consider while updating the Parks and Recreation Master Plan. As already mentioned, perhaps the two most critical plans to apply are the 2006 version of the Master Plan and the BVCP. As such, they are reviewed first; additional documents are listed in an order reflective of the Boulder planning framework. In other topical reports, efforts have already been made to incorporate effective planning and engagement techniques that have been used in several of the reports listed. Through these processes, the planning team will be able to identify gaps and necessary next steps for the City of Boulder.

Foundational Planning Documents

Boulder Parks and Recreation Master Plan, 2006

As a major update to the previous plan, the 2006 Boulder Parks and Recreation Master Plan presents a vision for Boulder recreation spaces over the following 10 years. The plan identifies goals, demographic trends, and major challenges while presenting recommendations with plans at three different levels of funding. Strategies for financial success include leveraging resources, increasing efficiency, and evaluating alternative management of land and other assets.

Boulder Valley Comprehensive Plan, 2010

The 2010 Boulder Valley Comprehensive Plan outlines core values and a framework to achieve sustainability, intergovernmental cooperation, organized urban development, expansion of utilities services, and other initiatives. The plan consists of multiple frameworks to achieve its stated core values, three of which are sustainability, intergovernmental cooperation, and growth management. The sustainability framework focuses on principles of environmental, economic, and social sustainability along with an emphasis on community engagement. Intergovernmental cooperation focuses on regional and state cooperation, policy assessment, collaboration in service delivery, and compliance with land-use regulations. Growth management focuses on the city's role in managing growth and development, including growth projections, growth requirements, and adapting to limits on physical expansion. This planning document outlines procedures for amendments and implementation as well as review processes.

Budgeting Planning and Guidance Documents**Blue Ribbon Commission, 2006**

At the 2006 City Council Retreat, an initiative was put forward to appoint a blue ribbon commission (BRC) to study revenue policy issues confronting the city. This committee consisted of technical experts in governmental tax policy as well as distinguished community members who understood the history of Boulder sales tax initiatives and could evaluate the political viability of future tax initiatives. Appointed by the City Council, this commission has been asked to establish a long-term, balanced, and stable revenue stream for the City of Boulder that accomplishes public priorities while allowing flexibility to meet the varied and dynamic needs of the municipal corporation in the next 20 years. A second phase of this initiative will call for "BRC II" to refine the revenue stabilization recommendations of BRC Phase I and to continue the implementation of the principles and policies initially proposed by the first BRC. The group will also be completing a review of city expenditures to ensure that public funds are being used effectively and efficiently.

City Manager's Work Group on Recreation Financing (Report to the City Manager), 2008

The 2008 Report to the City Manager from the Work Group on Recreation Financing made suggestions regarding the pricing and funding structure for recreation programs in Boulder. The suggestions are based on the findings of two studies completed by outside experts commissioned to assist the group. The group found the current practices concerning recreation revenues and expenses, cost-recovery model, and Recreation Activity Fund (RAF) to be sound but recognized a need for increased transparency and clear explanations of policies to the public. The group provided a revised cost-recovery model and eight suggestions for improved transparency within the recreation department.

Other Department or Program Strategic Plans

Boulder Greenways Program Summary (Section 14 of 2005 Major Update to the Boulder Valley Comprehensive Plan), 2005

In 2005, major updates were made to the Boulder Valley Comprehensive Plan including the addition of information on the Greenways Program. The Greenways Program Summary (Section 14) provides an overview of the program as well as updates on the status of the initiative. Created in 1984, this program's goal is to protect and enhance riparian corridors for animal habitat, recreation, and cultural resources while enhancing storm drainage and floodplain management. In 2001, a Master Plan update unveiled new guidelines for project review and approval and the establishment of a Greenways Advisory Committee consisting of one representative from six boards: 1) Water and Resource Advisory Board; 2) Transportation Advisory Board; 3) Parks and Recreation Advisory Board; 4) Open Space Board of Trustees; 5) Environmental Advisory Board; and 6) Planning Board.

Boulder Public Library Master Plan, 2007

The Boulder Public Library Master Plan is based on the recognition that given the explosive growth of the Internet, electronic information, and increasingly easy-to-use search engines, the role of public libraries is changing rapidly and dramatically. These trends increase the relevance and need for public libraries. The BPL must keep up with a rapidly changing information environment and help all members of our community live their lives in a world of expanding information resources. The purpose of the BPL Master Plan is to articulate the policies, goals, and strategies that the library will use to meet this challenge through 2017, within the context of its mission, its philosophical framework, the Boulder Valley Comprehensive Plan, and the City of Boulder's business plan. Outreach and public input were a critical part of the planning process. Using the public input and the counsel provided by the Library Master Planning Committee, the staff, and the Library Commission, plan elements were developed that comprise the core of the master plan. These include the library's mission statement, the vision of what success looks like, principles that reflect priorities and guide decision making, long-range goals, and implementation strategies for three different levels of funding.

Boulder Sustainable Tourism Plan, 2011

The 2011 Boulder Sustainable Tourism plan set out to develop a framework to enhance the quality of life for Boulder residents while increasing revenue from tourism activities. Goals include economic efforts such as developing off-season tourism; quality of life improvements including integrating technology and developing events and welcome centers; infrastructure updates such as major facilities projects and parks and recreation improvements (e.g., renovate and upgrade Boulder Reservoir, new clubhouse facility at Flatirons Golf Course, renovate and upgrade community parks and municipal complex parks, etc.); transportation initiatives; and increased signage and streetscape improvements. Action items address methods to meet these goals. This plan also included a tourism analysis and return-on-investment analysis.

Chautauqua Collaborative Stewardship Framework, 2012

The Chautauqua Collaborative Stewardship Framework, which is still in draft form, was created by the City of Boulder and the Colorado Chautauqua Association (CCA) to develop a plan for the long-term management of Chautauqua Park. The framework includes a management

structure, a process for consideration of proposed changes, and a plan for responding to the ever-changing resources and needs of the park. Evaluations of Chautauqua parking, transportation, and overall use are also given.

City of Boulder Cultural Master Plan, 2005

Developed by the Boulder Arts Commission (BAC) in cooperation with the 2005 Cultural Steering Committee, the Cultural Master Plan updates the 1992 plan of the same name. The focus of the document is on how the BAC can facilitate economic and social benefit through the arts community. The plan's recommendations include supporting the development of facilities for performance, exhibitions, and teaching; positioning Boulder as a community known for quality arts offerings; increasing public awareness of the value of arts and culture; coordinating the development of organizations for artists and cultural groups; and developing additional resources among the public and private sectors to support the arts.

City of Boulder Open Space and Mountain Parks Visitor Master Plan, 2005

The 2005 Open Space and Mountain Parks Visitor Master Plan was created to direct the development, policies, and management of Boulder's open space and mountain parks for the next 10 years. The four goals of the plan include enhancing the experience of visitors, improving access, protecting and ensuring visitor enjoyment of the resource, and developing partnerships with the community to strengthen stewardship and decision making. The plan outlines the current status of the resources in question, future plans, strategies for implementation and monitoring, and a financial plan.

City of Boulder Social Sustainability Strategic Plan, 2007

The Social Sustainability Strategic Plan is the outcome of City Council's desire to address emerging social and community concerns in a proactive and integrated manner. The purpose of the plan is three-fold: to formalize goals and strategies that address identified social concerns; to provide policy guidance on priority goals addressing social concerns; and to lay the foundation for an integrated approach to planning and policy development for social, economic, and environmental sustainability under the vision of community sustainability. In addition to goal areas that focus on specific populations, the plan emphasizes community engagement and social equity as foundations to social sustainability.

Colorado Parks and Recreation Association Vision Plan (draft), 2012

In January 2012, the Colorado Parks and Recreation Association (CPRA) and the CPRA Foundation set out to redefine their organizations through the development of a Vision Plan. The planning process included members, allied partners, and professionals in identifying trends and issues affecting CPRA, the Foundation, and the profession. This five-year strategic plan will respond to trends in parks and recreation and enable their organizations to create a preferred future through education, advocacy, and financial support. The vision plan will enable CPRA and the Foundation to effectively meet the needs of new professionals and future leaders and to advance new standards and benchmarks for the parks and recreation profession. The next draft of the Vision Plan will be unveiled for review at the Annual Conference in Keystone in October 2012. Based on the comments received on the draft plan, the Vision Plan will be finalized to guide the activities of CPRA and the Foundation.

Colorado's Statewide Comprehensive Outdoor Recreation Plan (SCORP), 2008

The 2008 Colorado SCORP is a collaborative product of the work of 33 steering committee members representing the private sector, state and federal agencies, local governments, and non-profit partners. It sets the framework and seeks to establish the overall direction and tone for statewide outdoor recreation planning through 2013. The plan recognizes that effective policies, programs, and sustainable partnerships must be pursued to further strengthen the relationships of key groups that oversee and manage outdoor recreation, tourism, public health, and environmental stewardship elements.

Facilities and Asset Management (FAM) Master Plan, 2005

The 2005 FAM Master Plan update set out to utilize the management experience gained and technological advances made in the eight years since the previous master plan to better manage the existing and recently acquired assets of Boulder. Updates in this plan include new goals for 2014 including promoting efficient use of existing space, promoting sustainability and energy-saving improvements, increased coordination with other departments, and better management of current assets. The plan also outlines funding strategies and an action plan for achieving a sustainable level of maintenance.

Greenways Master Plan, 2011

The purpose of the Greenways Program is to extend the stewardship of the City of Boulder to the important riparian areas along the tributaries of Boulder Creek. The Greenways Program manages these areas so as to integrate six objectives: 1) to protect and restore riparian, floodplain, and wetland habitat; 2) to enhance water quality; 3) to facilitate storm drainage and mitigate floods; 4) to provide alternative transportation routes or trails for pedestrians and bicyclists; 5) to provide recreation opportunities; and 6) to protect cultural resources. The Greenways Master Plan provides a framework to implement the program through coordinating planning, construction, maintenance activities, and funding sources of multiple city departments and outside agencies.

Human Services Master Plan, 2008-2013

The 2008-2013 Boulder County Human Services Strategic Plan (BCHSSP) represents the first step of a planning process. In 2006, a steering committee was created to establish a coordinated human services planning process in order to improve the community-based organization funding process in a way that would maximize the countywide investments in social and human services. The steering committee represented a broad-based group of municipalities, funders, and nonprofits. The report provides a summary and synthesis of the most recent information about human services needs in Boulder County. The Boulder County Human Services Strategic Plan provides a structure in which to bring together all of those working in, or concerned about, a particular human services area on a continuing basis in a structured forum to discuss issues and share practices that work best.

Metro Vision 2035 Plan, 2011

In 2011, the Metro Vision 2035 plan, which outlines directions for policy and planning decisions in the Denver metro area, was released. The plan defines goals and identifies measurable outcomes for reducing urban sprawl, energy conservation, natural-area preservation, and transportation initiatives in the cities and counties making up the Denver Regional Council of Governments (DRCOG). The Metro Vision 2040 plan is currently underway.

Transportation Master Plan (TMP), City of Boulder, Colorado, 2008

The most recent Transportation Master Plan for the City of Boulder was drafted and approved in 2008. The plan defines transportation policies and puts forth recommendations and plans for strategic actions, funding, proposed projects, and an overall vision for the city's transportation system in addition to goals and objectives through the year 2025. This plan is currently being updated.

Urban Wildlife Plan, 2006, 2011

The Urban Wildlife Management Plan (UWMP) establishes a set of policies and procedures for managing wildlife, including species of special concern, within Boulder on both public and private lands. The purpose of the UWMP is to develop effective strategies to minimize human/wildlife conflicts and increase public awareness of how to better coexist with these animals. The UWMP includes the Black Bear and Mountain Lion Component, approved in 2011, as well as the Black-tailed Prairie Dog Component, approved in 2006. The city's goals and the plan support and recommend the protection of animal species, not individual animals, and emphasize humane, non-lethal control of wildlife whenever possible. This plan was put together by the City Council, Environmental Advisory Board, Parks and Recreation Advisory Board, and members of the community and will continue to take a broader look at wildlife and urban land-use issues when making decisions about managing wildlife in specific areas.

Subcommunity and Area Planning Documents

Boulder Junction Area Plan (formerly called Transit Village Area Plan, 2010)

The Transit Village Area Plan specifically addresses the development of the 160-acre area of centrally located transportation corridors and greenways in Boulder. The plan's goals and objectives include creating a successful pedestrian mixed-use area, supporting diversity through land use and travel options, enhancing the economic vitality of the area, connecting to the natural and built environment, maximizing the benefits of investing in transit, and building a plan that will adapt to and serve Boulder for the long-term future. The plan also outlines how goals will be met for specific objectives within the following categories: land use, urban design, transportation connections, alternative modes, and sustainability.

Boulder Reservoir Master Plan, 2012

The 2012 Boulder Reservoir Master Plan was the first plan update since 1983. The plan establishes management objectives and suggestions to guide investment strategies to sustain and protect the recreation and wildlife associated with the reservoir. The plan defines specific management areas, access conditions and issues, water quality and habitat information, and stewardship opportunities. An implementation plan outlines opportunities for stewardship and plans for adaptive resource management.

Civic Area Master Plan (in process), 2012

The purpose of the civic area planning project is to develop a comprehensive vision for the area and better define the area's role in the larger city. The final plan will need to balance the programmatic needs of the city, desired community uses, flood hazards, available land, and financial feasibility with the broader goals of creating the heart of a sustainable community and forging the future of municipal government. The planning process will explore potential civic, cultural, recreational, and commercial uses and take into consideration the trade-offs inherent in different flood mitigation options.

Other Planning Documents

Boulder Convention and Visitors Bureau Mission and Program of Work 2010 Year-End Report, 2010

This year-end report provides a general summary and various numeric totals for Convention and Visitors Bureau (CVB) initiatives throughout 2010. The CVB reports an increase in total estimated economic impact stemming from meetings and conferences in Boulder. Visitor services data is provided, including visitor center traffic, brochure distribution results, website analytics, and social media traffic reports. Local, national, and international marketing efforts are noted, as is involvement in community projects and events. As a year-end report, this document does not outline goals or strategic initiatives for the future.

City of Boulder Budget Book, 2012

The city budget book provides an accounting of all city revenues and operating, maintenance, and capital expenditures. Pursuant to the recommendations in the BRC II study, the city adopted a priority-based budgeting system (PBB). PBB incorporates community goals and values stated in the Boulder Valley Comprehensive Plan. The budgeting process employs a scoring methodology that rates city programs and services against the stated community goals. PBB provides a tool to allocate funding, adding or eliminating city services to ensure the most efficient use of limited city financial resources.

City of Boulder's Capital Improvements Program (CIP), 2012-2017

The City of Boulder's Capital Improvements Program (CIP) is a six-year plan for public physical improvements. The 2012-2017 Capital Improvements Program includes proposed funding of \$171.4 million for 171 projects. Seventy-six projects are recommended for funding in 2012, totaling \$23.8 million. The CIP provides a forecast of funds available for capital projects and identifies all planned capital improvement projects and their estimated costs over the six-year period. The CIP is an essential implementation tool for carrying out the Boulder Valley Comprehensive Plan's policies of orderly and efficient provision of urban facilities and services.

City of Boulder Parks and Recreation Department ADA Transition Plans, 2015

The City of Boulder Parks & Recreation Department created three transition plans that detail efforts to comply with the 2010 United States Department of Justice (DOJ) enforceable accessibility standards under the Americans with Disabilities Act (ADA). These plans propose enhancements and modifications to certain parks and facilities to bring them into compliance with ADA requirements by 2015. The first transition plan addresses parks and playgrounds; the second, recreation facilities; and the third, our internal and external operating procedures and guidelines. The process to complete the transition plans will involve gathering feedback through focus group meetings held by department staff, holding an open house, and presenting findings to the Parks and Recreation Advisory Board (PRAB).

City of Boulder Recreation Programs and Facilities Plan, 2010

The Recreation Programs and Facilities Plan (RFPF) draws from responses to the 2009 Recreation Plan Survey, open houses, feedback, community values, and recommendations from the City Manager's Work Group on Recreation Financing to put forth a plan to guide decisions concerning program offerings, facility management, and the use of financial resources. Key recommendations are listed in the report, including pursuing partnerships to reduce expenses

and increase revenues, consistent program evaluation, development of a marketing and business plan, and a plan to update the RPPF every five years.

Analysis

In recent years, the City of Boulder and surrounding areas have produced many plans that pertain to recreation programming, financial stability, and numerous resource management strategies. In fact, several plans have been completed in the last three years. A holistic view of the plans shows that effective management, environmental sustainability, and financial responsibility have been three particularly prevalent overarching themes. Some plans directly reference and some indirectly allude to achieving better alignment with other city departments.

Discussion

The City of Boulder Parks and Recreation Master Plan update will need to examine standing goals, approaches, and strategies in key programmatic and administrative areas to determine the most appropriate direction for the City of Boulder. Given the number of plans produced in recent years that have relevance to parks and recreation, the needs assessment phase of the master-planning process should include an analysis of key strategies from other plans that will need to align with the recommendations of this plan. At this point, we can identify a need to incorporate at least eight particular plans that address findings from departmental research and civic engagement outcomes: 1) Boulder 2006 Master Plan; 2) Boulder Valley Comprehensive Plan; 3) City Managers Work Group on Recreation Financing; 4) Recreation Programs and Facilities Plan (RPPF); 5) Facility Asset Management; 6) Sustainable Tourism Plan; 7) Boulder Greenways Program summary; and 8) Open Space & Mountain Parks Visitor Master Plan.

Financial stability and cost recovery have been growing concerns with the City of Boulder Parks and Recreation Department (BPRD). The Blue Ribbon Commission (2006) and RPPF (2010) are seminal documents for addressing this growing concern. Extensive analysis of these plans and the current financial management approaches taken by BPRD will be the basis for determining appropriate future considerations.

Facility Asset Management (FAM), Open Space and Mountain Parks, and the Sustainable Tourism Plan are important documents regarding the latest alignment of goals/strategies and facility/resource management approaches. Updated management techniques and approaches will interweave with financial cost recovery and policy so that analyses will take into consideration a multi-faceted approach to overall facility, resource, and life-cycle management.

Finally, the integration of all the various plans that are part of the City of Boulder's efforts to develop a shared future vision of the community is a demanding task with which the city continues to struggle. The development of a database and integration of planning goals are likely outcomes of such an effort that must also include stakeholders from the many plans and departments. While this Master Plan Update will be able to integrate major themes among the various planning documents, a more thorough effort may be required to realize full integration. One potential approach that may have merit would be to further develop the City of Boulder's sustainability framework through the creation of a unifying database, an integration review

team, and an annual action planning that precedes budget development. This approach could be developed and managed by the City Manager and represents a shift from strategic planning to effective strategy implementation and development. This approach emphasizes outcome and performance management, two-year planning/budgeting cycles, and shared resources among divisions/units/departments, and is generally used outside the US.