



## STUDY SESSION MEMORANDUM

**TO:** Mayor and Members of City Council

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**DATE:** December 8, 2020

**SUBJECT:** Study Session for December 8, 2020  
Boulder Parks and Recreation Master Plan Process

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## EXECUTIVE SUMMARY

The 5-year update to the Boulder Parks and Recreation Master Plan (Master Plan Update) has officially kicked-off following a brief delay due to the COVID-19 response and recovery this year. The purpose of this item is for council to review the proposed focus topics, process and approach for the Master Plan update including the comprehensive public engagement plan. This study session is the first opportunity for staff to interact directly with council as a part of this process and the intent is to ensure alignment with city leadership on these key issues. Council was first introduced to the master plan initiative through an [Information Packet \(IP\)](#) that was included in the August 18, 2020 agenda, which includes a status update on the successes and accomplishments since 2014.

Since the adoption of the current [2014 Master Plan](#), the department has focused on the identified key themes and priorities to improve facilities and delivery of services to the community. In the last five years, important community initiatives and priorities have emerged, and new trends have developed that will be addressed in the Master Plan Update. Similarly, in implementing the 2014 Master Plan, certain goals were accomplished, while others became business as usual and are now part of Boulder Parks and Recreation's (BPR) ongoing operations. Staff plan to focus on the new priorities, initiatives and trends in the community while continuing the work still relevant within the

2014 Master Plan. The Master Plan Update will provide the department a strategic guide for continued improvements in the programs, facilities and services provided to the community.

A critical component of the Master Plan Update is public engagement. COVID-19, the current pandemic, has heavily influenced the engagement plan to include a much higher level of online engagement than would traditionally be planned. We are Parks and Recreation and being out in the community is part of our heart and soul, however, the safety of our community members and staff is the highest priority. Even with those limitations, the project team is committed to engaging with a broad, diverse cross-section of the community to ensure all the needs and priorities related to Parks and Recreation are heard and evaluated.

## **KEY ISSUES IDENTIFIED**

This memo and the Study Session are organized into three sections, with questions for council pertaining to each section, as follows:

- [Project Process and Engagement](#)
- [Key Themes from 2014](#)
- [New Topics to Highlight and What's Next for BPR](#)

Below, the questions for each section are highlighted. After each section, the questions are provided again to refresh the issues staff wishes to discuss.

### **Questions for Council**

#### *Project Process and Engagement*

1. This process follows the city's defined master plan process (like other department master plans) and builds on successes and challenges of other recent master planning processes. Does council support the process as presented and specifically the touch points with council?
2. Engaging our community is critical to this process. The team has worked carefully to develop a plan that aspires to hear from all members of our community by including many different ways to reach people even during the pandemic.
  - a. Does council support the overall engagement plan and agree we are geared up to hear from everyone?
  - b. Does council have input on the proposed methods? If capacity becomes limited, which methods should be the focus?

#### *Key Themes from 2014*

3. This process is a comprehensive update to the 2014 Master Plan and is specifically focused on the key themes which have been the foundation for all BPR work and successes since 2014. Does council agree the key themes are still relevant and should be the starting point for this update?

### *New Topics to Highlight and What's Next for BPR*

4. The project team has identified two topics that have amplified in relevance and importance since 2014: Resilience and Equity. Does council have input on how the team has proposed including and addressing these two topics?
5. Are there any additional topics staff should consider?

## **BACKGROUND**

Following a delay due to COVID-19 response and recovery, the 5-year update to the Boulder Parks and Recreation Master Plan (Master Plan Update) kicked-off in September/October 2020. A Council [Information Packet in August 2020](#) provided a brief overview of the project process and approach. This study session is the first opportunity for staff to engage council as a part of this process to ensure alignment on the project.

Since August 2020, a Notice to Proceed has been issued for Design Workshop, a consulting firm, to facilitate the BPR Master Plan Update. BPR originally budgeted \$280,000 for this planning effort. Due to the financial impact of COVID-19, BPR has negotiated a reduced scope and cost with Design Workshop to address necessary budget reductions in both 2020 and 2021 that will still yield a valuable strategic document with robust staff and public engagement. The project is now budgeted at a direct cost of \$242,000, with staff providing some of the services removed from the consultant contract. This capacity is available due to capital project reductions (also a result of COVID-19).

The Parks and Recreation Advisory Board (PRAB) has already been engaged several times for the Master Plan Update. At the December 2019 meeting, PRAB provided input on the overall approach for the update to ensure alignment between staff and PRAB. In April 2020, staff shared an update with the PRAB given COVID-19 impacts on timing and budget. Following successful contract negotiation, PRAB participated in the project kick-off during the September 2020 meeting. At this meeting, PRAB reviewed an updated schedule and high-level overview of the public engagement approach. In addition to these formal discussions with PRAB, a liaison has been identified to work with staff on a technical advisory group. At the November 23, 2020, PRAB meeting, staff provided a progress report on the project, and requested feedback from PRAB on the public engagement plan, as well as the review of the 2014 white papers and new topics for consideration.

## ANALYSIS

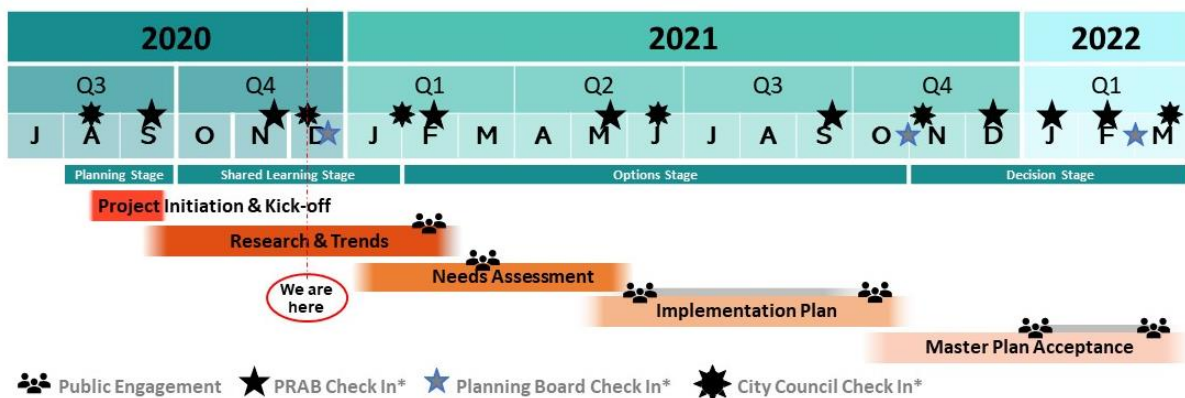


Figure 1. Master Plan Update Timeline

### Project Process and Engagement

The Master Plan Update is broken into five phases. The list below provides a high-level description of the milestone, deliverables or engagement for each phase that will result in a draft final Master Plan and provides an update of what has been completed to date:

#### Phase 1: Project Initiation and Kick-off

- ☒ Kick-off Meetings to confirm project critical success factors, schedule, and risk management
- ☐ Draft Public Engagement Plan outlining the four engagement windows and that is included in more detail in this packet – *In Progress*
- ☒ Formation and meetings with BPR staff Management Technical Advisory Group (MTAG) and Working Technical Advisory Group (WTAG)
- ☒ November 23 PRAB Meeting
- ☐ December 8 City Council Study Session – *In Progress*
- ☐ Development of master plan graphic themes, templates and table of contents – *In Progress*
- ☐ Informational video to support community engagement – *In Progress*

#### Phase 2: Research and Trends

- ☐ Update of 2012-14 White Papers that provide information, research and best practices to inform the update – *In Progress*
- ☐ Past Planning Efforts Review to pull out key takeaways and cross-reference planning efforts since the 2014 master plan to white paper topics – *In Progress*
- ☐ December 15 White Paper Charette with BPR staff and consultant team to identify research gaps and prioritize content to inform the current state snapshot – *In Progress*
- ☐ Four stakeholder focus groups in 2021 to uncover on-the-ground trends, challenges and opportunities

- ☐ System overview snapshot to provide graphic, high-level overview of the current state of BPR parks and recreation facilities.

*Phase 3: Needs Assessment*

- ☐ Review and update of BPR facilities inventory and assessment
- ☐ Gap analysis updates to the per capita level of service tables for 2020 and future population projection point
- ☐ New gap analysis map or analysis around equity
- ☐ Supply and demand trends memo and maps
- ☐ Statistically valid survey with Spanish version as well as open participation link
- ☐ Benchmark update of 2014 study
- ☐ Scenario planning and draft strategy matrix

*Phase 4: Implementation Plan*

- ☐ Draft implementation plan
- ☐ Draft plan on a page that highlights big moves of master plan
- ☐ Financial overview and funding strategies memo

*Phase 5: Master Plan Acceptance*

- ☐ Master Plan Draft #1 (word document)
- ☐ Master Plan Draft #2 (graphic, PDF document)
- ☐ Master Plan Draft #3 (PDF for online and stakeholder review)
- ☐ Master Plan Final Document

City Council will be engaged throughout the process, specifically:

1. Information Packet in Q3 2020 prior to kick-off (*Complete*)
2. Study Session in Q4 2020 for process buy-in, course correction, if necessary (*Current engagement*)
3. Information Packet in Q1 2021 to present System Overview Snapshot, following Engagement Window #1
4. Study session in Q2 2021 to discuss Needs Assessment, following Engagement Window #2
5. Study session in Q4 2021 to discussion plan recommendations and priorities, following Engagement Window #3
6. Public hearing in Q1 2022 for Master Plan Acceptance, following Engagement Window #4

*Public Engagement Plan*

A critical component of the Master Plan Update is public engagement. The engagement plan should compel the community to be active in the assessment of the department and development of the recommendations and priorities which should progress into support of the approval, and ultimately the implementation of the plan. This is essential in allowing the department to effectively deliver community inspired and supported park and recreation opportunities.

Overall, the engagement must be equitable, transparent, and collaborative to build trust community-wide. The process needs to be documented carefully to secure support for, and acceptance of, the Master Plan by all decision makers.

COVID-19, the current pandemic, has heavily influenced the engagement to include a much higher level of online engagement than would traditionally be planned. We are Parks and Recreation and being out in the community is part of our heart and soul, however, the safety of our community members and staff is the highest priority. This approach is supported by the 2018 ACS data (conducted by the U.S. Census Bureau) which shows that 96% of Boulder's population have a computer and 90% have broadband internet. Great care will be taken to safely reach populations that are most likely to have limited access. As the pandemic evolves, tactics may include more in-person engagement (as public health orders allow).

Staff and consultants will remain flexible to address any additional opportunities and needs that may arise throughout the process. In these unprecedented times, staff may be using new engagement strategies that are unproven and may need additional time or to pivot midstream as the effectiveness is evaluated.

Below is a brief description of each of the four engagement windows planned as part of the Master Plan Update is below with more detailed information found in [Attachment A](#). This description includes the anticipated timing of each window, as well as the desired goals, objectives and outcomes the project team hopes to achieve within each window. To support the objectives and outcomes, the technical content that feeds into or is informed by each engagement window is specifically identified.

Within each engagement window, there is a set of base tactics staff will utilize to reach members of the Boulder community and other interested members of the public. These base tactics will be used throughout all the engagement windows and have been commonly used as community engagement during previous planning projects. A full description of all the planned engagement tactics is included in [Attachment A](#). The base tactics include:

- Web Page
- Be Heard Boulder
- Neighborhood Liaison Community Chats
- Social Media
- Print Material
- Standard Media Material
- Coordination with Other Departments
- Canvas Existing BPR Events
- Video Presentations
- Faith-Based Organizations
- PRAB Updates and Meetings
- City Council IPs and Meetings

### Engagement Window #1: Share a Foundation of Information and Inquiry

Engagement window #1 will occur in early 2021 with the goal to develop interest and awareness of the project. The System Overview Snapshot developed as a part of Phase 2: Research and Trends will present a foundation of information for the community. An information video will be developed to encourage participation and draw the community into the project. Some outcomes from this engagement window include a baseline list of interested community members, an established strong interested stakeholder base, evaluation of key themes and focus areas for update from 2014 plan, as well as a confirmed approach to equity, sustainability and resiliency.

### Engagement Window #2: Identify and Evaluate Options

Engagement window #2 is anticipated to occur in March-April 2021 to better understand community needs and desires. During this needs assessment, a statistically valid survey will collect quantitative data from a wide cross-section of the community, not just facility or program users. Micro-engagements with partner organizations during this window are intended to gain a deeper understanding of specific community needs. For example, staff is working with the Youth Opportunities Advisory Board (YOAB) and Growing Up Boulder (GUB) to implement targeted youth outreach throughout the spring school semester. Outcomes from this engagement window include an expanded contact list of interested community members, results from the statistically-valid survey partnered with data from an open community survey, as well as direct feedback on youth needs as it relates to BPR programs and facilities.

### Engagement Window #3: Developing Recommendations

Engagement Window #3 will occur throughout the summer and early fall 2021 and comprise of two components. First, summer activities will seek to keep the community engaged and active with the project. Next, fall engagement activities will focus on reviewing high-level recommendations and the prioritization of those recommendations to ensure they are representative of the community's needs and desires. This window will generate the maximum reach and support for the project, ensuring that the community and stakeholders support the plan for adoption in future project phases. During this engagement window, staff will be sharing with the community how their feedback and input in previous windows directly influenced the recommendations and prioritization.

### Engagement Window #4: Making and Communicating Decisions

Engagement Window #4 is anticipated in early 2022 to present the draft master plan to the community as a final check-in for any discrepancies or major misses. It is expected that due to the extensive previous engagement, there will be documentable community support for this plan following this engagement window.

### *Questions for Council:*

1. This process follows the city's defined master plan process (like other department master plans) and builds on successes and challenges of other recent master planning processes. Does council support the process as presented and specifically the touch points with council?
2. Engaging our community is critical to this process. The team has worked carefully to develop a plan that aspires to hear from all members of our community by including many different ways to reach people even during the pandemic.
  - a. Does council support the overall engagement plan and agree we are geared up to hear from everyone?
  - b. Does council have input on the proposed methods? If capacity becomes limited, which methods should be the focus?

### *Key Themes from 2014*

These six key themes have formed the strategic framework and foundation for the department's work over the past six years. The current evaluation of the key themes includes several information inputs: Findings, Public and Policy Directive. The Public input will come during Engagement Window #1, requesting the community to provide feedback on how the themes have worked in the prior six years and any opportunities for refinement.

#### **Research Includes:**

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

#### **Community Engagement Includes:**

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

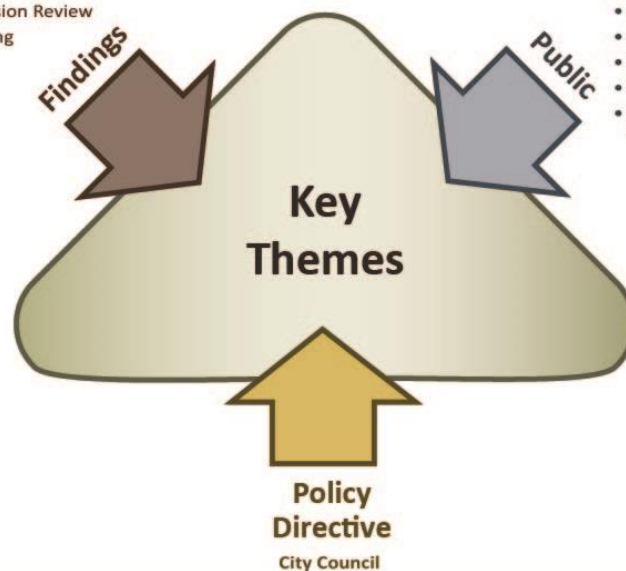


Figure 2. Balanced process approach for determining Key Themes



The key themes form the basis for the actions and decision-making of the department since the plan's acceptance. These key themes from the 2014 Master Plan are:

- **Community Health and Wellness**

Parks provide measurable health benefits, from encouraging direct contact with nature and a cleaner environment, to opportunities for physical activity and social interaction. This theme emphasizes the community's desire for BPR to focus on public health and wellness through parks, facilities and programs, emphasizing the important role parks and recreation services can continue to play in keeping Boulder a healthy and vibrant community.

- **Taking Care of What We Have**

Prioritizing the maintenance of existing facilities and parks was a consistent message during the 2014 Master Plan from the public and civic leaders. This theme focuses on the need to ensure the long-term viability of the park and recreation system through comprehensive asset management practices. This captures a broad spectrum of work ranging from daily operations to ongoing preventative maintenance to the large capital projects that are completed each year as part of the Capital Improvement Program.

- **Financial Sustainability**

Balancing multiple and increasing demands from the public within existing resources is a challenge, recognizing the limits to public funding and the need to focus on core services. Boulder parks are a source of positive economic benefits, enhancing property values, increasing municipal revenue and attracting homebuyers, a quality workforce, and retirees. Financial Sustainability efforts ensure BPR considers the total cost of facility ownership and service delivery in resource allocation and fee setting.

- **Building Community and Relationships**

Building community engagement and cultural activities through outreach programs and initiatives are an important component of building strong neighborhoods and making social connections. Parks and recreation programs build social capital, promote a healthy community and address social and cultural inequities recognizing that environmental, economic and social sustainability are built upon full community involvement.

- **Youth Engagement and Activity**

Youth are a priority for the community and there is a strong need to actively engage youth with parks, facilities and programs that are place-based. Parks offer children the daily benefits of direct experience with nature, engage children in experiential learning through play and shared experiences, and provide a resource for closing the opportunity gap to drive children's participation in community development, citizenship and democratic processes.

- **Organizational Readiness**

Shifts in the management of modern public park and recreational facilities require new staff capabilities with an emphasis on service delivery methods. As a department, it is critical to create more business management practices leveraging the use of new technologies, data driven decision-making and collaborative decision-making tools to allow for a response to changes over time.

### *2014 White Paper Review and Update*

Phase 2 of the Master Plan Update (Research and Trends) forms the basis for the Findings inputs and includes reviewing existing plans, updating white papers developed as part of the 2014 Master Plan, and integrating new trends and topics into the project. A white paper is a report consolidating complex information to help readers understand an issue, solve a problem or make a decision. During the last master plan effort, Indiana University in collaboration with BBC Research and Consulting prepared topical reports and technical analysis to inform the plan around the following topics:

1. Asset Management
2. Benchmark Analysis
3. Community Survey
4. Financial Sustainability
5. Planning Area Overview
6. Recreation Programs & Services
7. Related Planning Documents
8. Trends

Each of these white papers relate to one or more of the Key Themes developed as part of the 2014 Master Plan. Table 1 below provides a brief snapshot of each Key Theme and their related white papers.

*Table 1. Key Themes and Related White Papers*

<b>Key Theme</b>	<b>Related White Paper Topics That Inform</b>
Community Health and Wellness	Community Survey, Recreation Programs & Services, Trends
Taking Care of What We Have	Community Survey, Asset Management
Financial Sustainability	Community Survey, Financial Sustainability, Recreation Programs & Services, Asset Management
Building Community and Partnerships	Community Service, Benchmark Analysis, Trends
Youth Engagement and Activity	Community Survey, Recreation Programs & Services, Trends
Organizational Readiness	Benchmark Analysis

Key findings from these white papers provided the bedrock of analysis for the 2014 master plan. The current consultant team is reviewing these 2012 white papers and

assessing the status, key issues that have emerged since 2012, opportunities for refinement and trends for consideration in updating the white paper content. [Attachment B](#) contains more details on the white paper review and key considerations for each as the project process moves forward.

One of the key outcomes of the 2014 master plan was to perform subsequent, more detailed planning around several aspects of the department ranging from facilities to organization and processes. [Attachment B](#) also provides more detail on the current status of the plan review and synthesis of information.

*Question for Council:*

1. This process is a comprehensive update to the 2014 Master Plan and is specifically focused on the key themes which have been the foundation for all BPR work and successes since 2014. Does council agree the key themes are still relevant and should be the starting point for this update?

***New Topics to Highlight and What's Next for BPR***

Throughout the planning and initiation phase of the project, the project team asked for staff and PRAB input on new topics and trends that may need to be explored as part of the current update process. From that exercise, two key focus areas were identified for additional exploration: Resilience and Equity.

*Weaving Equity into Urban Parks and Recreation Service Delivery*

The master plan update for the Boulder Parks and Recreation (BPR) Department coincides with an inflection point for its industry and for the nation and communities in the wake recent incidents that highlight systematic discrimination, racial profiling and historic barriers to equity for people of color:

- The murders of Ahmaud Arbery, George Floyd, Breonna Taylor and other people of color;
- The March 1, 2019 Zayd Atkinson incident in Boulder, CO;
- The 2017 Boulder Community Perceptions Assessment and 2019 Boulder Community Survey results showing a lower level of confidence by people of color in equitable police and emergency services; and
- National findings that racial and ethnic minority groups are being disproportionately impacted by the COVID-19 disease caused by the SARS-CoV-2 virus (Centers for Disease Control 2020).

Building on years of work to support equity in the community, in 2018 the city committed to comprehensively addressing systemic racism and has worked on understanding equity issues in Boulder in collaboration with the Government Alliance on Race and Equity (GARE). The city launched the Racial Equity Work to focus first on racial equity with the understanding that the framework and tools can be used to address other marginalized groups. On October 20, 2020, City Council passed [Resolution 1281 Recognizing Racist Practices Which Create a Public Health Crisis](#)

[Facing Communities of Color](#) in the City of Boulder. The resolution acknowledges the systemic impacts racism has on health outcomes, recognizes that obstacles for Black, Indigenous, and People of Color (BIPOC) individuals' health such as racism, discrimination and disenfranchisement must be removed. The resolution commits to ensuring measures to advance racial equity are incorporated into the development of new master and strategic plans and to include the [Racial Equity Instrument](#) in the city's proposed planning toolkits. This process will honor those commitments.

Equity work in parks and recreation is complex and each city must define the process and outcomes that are meaningful to their communities. To help sort the possible processes and potential metrics for equity, the project team will be using the NRPA-created guidance on creating equity-based system master plans as a starting point. This will help BPR in future efforts in its long-term goal of accreditation as well as offer a framework for evaluating the well-established BPR master plan framework.

#### How could racial equity work influence the BPR Master Plan?

Racial equity is already influencing the work of the Master Plan update. Staff acknowledges that not only is addressing equity an outcome of the Master Plan, meaning how will a focus on equity influence the department's work and decision-making for the next five to seven years, but that the process of updating the plan itself must be equitable. To ensure an equitable process, staff is working through the Racial Equity Instrument discussed previously to utilize that equity lens for the project. Equity considerations also weigh heavily on the discussions of the public engagement for this project. Staff is working to ensure that engagement tactics are culturally relevant and that efforts are being made to hear from all segments of the community.

Equity as an outcome of the Master Plan Update will require multiple conversations with staff, PRAB, City Council and the community to ensure BPR is getting it right.

#### *Resilience for Parks and Recreation Departments*

Resilience is the capacity to prepare and plan for disruptions, to recover from shocks and stresses, and to adapt and grow from those experiences. Resilience is becoming an increasingly important issue as climate change and weather events continue to worsen. Parks and public spaces should be prepared for these extreme events and their long-term impacts. By creating resilient places there can be other economic and social benefits as well.

Parks play a huge role in building climate resilience, and therefore parks and recreation departments are on the front lines of climate change. Climate change can have impacts to the natural, built and human environments. These impacts include, but are not limited to, the following:

- Natural
  - Increase in temperatures

- Decrease in snowpack
- Reduction in carbon storage
- Reduction in soil moisture
- Built
  - Stress on local water, stormwater, and flood/drainage management
  - Interruption of utilities and transportation
  - Property damage and loss
- Human
  - Increase of asthma and other diseases
  - Decrease in quality of mental health

To mitigate these impacts, resilient parks integrate approaches like living shorelines, wetland habitats, greenways, and adaptive recreational amenities. When these places are developed it is also necessary to address the need to increase the park departments' capacity and budget accordingly to properly maintain and care for these spaces over the long term. While money seems to flow freely for capital improvements, funding for maintenance and operations is often less tangible and less appealing. Therefore, in order for parks and recreation departments to act and prioritize climate resilience as part of their mission largely depends on the availability of resources; creative funding approaches to maintenance, operations, and programming; and the willingness of leaders to prioritize and include parks in resilience conversations (NRPA Magazine, 2019, What Constitutes a Resilient Park).

Not only environmentally resilient, parks can also address social resilience by creating neighborhood gathering places and opportunities for diverse community members to interact, prior to and after a disaster. Community resilience considers environmental resiliency and cultural resiliency. Cultural resilience can also be wrapped into physical space, especially parks by achieving these four goals (Kofi Boone):

1. Build a sense of community that brings all people together as stewards
2. Create places where everyone belongs and that have opportunities for shared experiences among all
3. Increase access to nature and create environmentally friendly places easily reached by walking, biking or transit
4. Encourage additional investments in neighborhoods

*Questions for Council:*

1. The project team has identified two topics that have amplified in relevance and importance since 2014: Resilience and Equity. Does council have input on how the team has proposed including and addressing these two topics?
2. Are there any additional topics staff should consider?

## **NEXT STEPS**

The project team will finalize the review and the update of the identified white paper topics. Shortly after the start of 2021, a draft System Overview Snapshot that summarizes those findings will be available for the public as part of Engagement Window #1. The System Overview Snapshot provides a foundation of understanding and shared learning, from which future discussions for the Master Plan Update can build. During Engagement Window #1, the community will be invited into the process to evaluate the key themes and focus areas.

Following the conclusion of Engagement Window #2 and Phase 2 of the project, Phase 3: Needs Assessment will get underway. The Needs Assessment phase will take a holistic view of the facilities, assets, programs and services of the department. Successful identification of these needs will inform the strategies and initiatives the department should pursue over the next five to seven years.

## **ATTACHMENTS**

[Attachment A: Public Engagement Plan](#)

[Attachment B: Research and Trends Review and Synthesis](#)

[Attachment C: List of Acronyms](#)

## Attachment A: Public Engagement Plan

Each engagement window description below also includes some tactic highlights for unique opportunities staff intends to utilize to either engage specific community groups or gather specific information. These are being utilized in addition to the base tactics described in the memo narrative previously.

### **Engagement Window #1: Share a Foundation of Information and Inquiry**

**Timeline:** Jan-Feb 2021

**Engagement Goals:** Inform (public), Consult (stakeholders) *See below for Stakeholder Mapping*

**Objective:** This engagement window will focus on developing interest and awareness of the project. Staff will present a foundation of information for the community to develop common understanding of current mission and vision of the department, outcomes since the 2014 plan and agree on future opportunities and challenges that will be explored in the current planning process.

- Informs the public and stakeholders of the master plan objectives, collects contact information for interested community members and provides an opportunity to verify existing community values or define new interests.
- Consults with stakeholders to understand the current opportunities and challenges for their interest groups.
- Integrates equity tools and practices to confirm a broad cross section of the community is engaged.
- Ensures a common understanding and alignment of BPR mission and vision as well as role within the community (i.e. BPR versus OSMP versus private providers, etc.). This includes the resource availability to BPR (funding).

#### **Technical Content:**

- 2014 Master Plan Accomplishments
- Project Management Plan
- System Overview Snapshot
- Information Video

#### **Tactic Highlights for Engagement Window #1:**

- **Anecdotal Values Survey:** Staff and consultants will develop content to verify community values and define emerging interests as they relate to BPR. The anecdotal survey will be targeted to the broad community to develop a high-level understanding of the community while providing an interactive opportunity to build awareness of the project. Consider adding a drawing prize to help create additional interest. Traditionally, packs of family day passes are used as an incentive to take the survey and promote use of BPR facilities. Email addresses are collected to develop a base to build on.
- **Mask Design Project:** Mask design project to educate and develop interest in the project using art as the tool. The project would use the mask design guidelines to develop an understanding of urban parks and recreation. Community members can submit designs of parks and

recreation amenities and we can open a voting period follow by a winner that we use to print promotional face masks. This is a promotion in early development with the opportunity to co-design with staff and stakeholders to refine details. Ultimately, it is simply an opportunity to have some playful positive outreach in the early stages of the project. It is also an opportunity to build interest with staff as we build up to micro-engagement with more substance.

- **Micro-Engagements:** This is intended to get front line staff to become part of the process and to reach out to their customers and reach community members where they are. This will require additional effort to make sure staff is informed and comfortable with the project and process. It will also require additional materials that may need to be tailored to the type of discussions they may have. It will require ongoing training and material development for each engagement window. The micro-engagement strategies will build as the needs of the project are defined in each window. Staff manage this part of the engagement while working closely with the consultants to align engagement as the process progresses.
- **Community Connector Outreach:** Codesign upcoming engagement process to be more culturally appropriate. The engagement plan for the master plan update will be reviewed with community connectors. Staff will share a project overview, timeline and public engagement plan with the connectors to develop recommendations for adjustments and additional needs for engagement, building equity into the entire process.
- **Virtual Stakeholder Meetings:** Virtual stakeholder meetings will occur throughout the first 3 engagement windows. Four stakeholder meetings are planned in the first window. The MTAG will define the stakeholders and staff will work with the consultants to build the approach based on the information available and feedback needed for that window. The meetings are intended to be more intimate discussions with smaller groups of community members on specific issues, needs or recommendation and priority development. It provides an opportunity for staff and the community members to better understand each other, the needs of that stakeholder group alongside other groups and the transparent discussion of financial limitations, which leads to priority development.
- **Growing Up Boulder (GUB):**  
Growing up Boulder has committed to partnering on the master plan update. They will develop a plan by the end of 2020 to plan for 2021. The Spring semester will be used to work with local educators to complete a child-focused assessment to get the perspective of children. Questions are meant to assess the child friendliness of the community, specifically focused on how they play within the community. The fall semester will be a follow up to look at how we used the information and discuss priorities.
- **Youth Opportunities Advisory Board (YOAB) Action Team:** YOAB is interested in participating in the master plan update. Staff will engage the whole group on the first Friday of the month (Dec. 4). Staff anticipates that at least 1 action team will opt in to support the project. Action teams



typically meet on Monday evenings from 5-7 p.m. Staff will be available to guide the project through May 2021. A final presentation of the youth engagement will be presented by YOAB at the May PRAB meeting. Staff will plan a follow-up in the fall of 2021 with YOAB to share final draft recommendations, how they relate to the presentation provided in the Spring and request any comments. A Friday presentation and discussion session should be sufficient for this follow-up.

**Outcomes:**

- Anecdotal Values Survey
- Categorized Community Comments, including examples of lived experiences
- Summarized Stakeholder Meeting Notes
- Base E-mail list of interested community members
- Record data for reached interested, participating, and engaged community members
- Establish strong interested stakeholder base
- Confirm Key Themes and focus areas for update from 2014 plan
- Confirm approach to equity, sustainability, and resiliency
- Ensure alignment with concurrent processes for engagement

**Engagement Window #2: Identify and Evaluate Options**

**Timeline:** Mar-Apr 2021

**Engagement Goals:** Inform and Consult (public) & Collaborate (stakeholders)

**Objective:** This engagement window will focus on collecting and evaluating feedback from the community using anecdotal and statistically valid methods to better understand the community needs and desires.

- Informs and consults with the public to help define and prioritize existing and emerging values and opportunities.
- Collaborates with core stakeholders to prioritize opportunities within the values framework.
- Determines the community's shared vision for BPR and the park, facility, program and service needs that BPR should focus on given resource limitations. (prioritization)

**Technical Content:**

- Needs Assessment
- Scenario Development (fiscal scenarios)

**Tactic Highlights** (base and highlighted tactics from previous window will continue in addition to the following):

- **Micro-Engagement:** Staff will continue to emulate some of the successful tactics used in the Open Space and Mountain Parks Master Plan. The tactics included the use of staff and partner relationships to build understanding of the project and to utilize the relationships for a deeper reach into the community. Growing Up Boulder, El Centro Amistad and other similar organizations will be included as part of the efforts to reach into the community.

- **Community Connector Outreach:** Continue to build on the co-design of public engagement. Follow through by committing resources that are responsive to a more culturally diverse process.
- **Virtual Stakeholder Meetings:** Four stakeholder meetings are planned in the second window. The MTAG will define the stakeholders and staff will work with the consultants to build the approach based on the information available and feedback needed for that window.
- **Virtual Open House:** It is envisioned that a station/board-based approach will be used to gather input regarding research validation and workshop planning. Multiple stations/boards, staffed with department staff or consultant team members if in person or in Zoom rooms, will be set up to facilitate focused input on specific topics and to allow for small group interaction. Public comment will be recorded and integrated into the overall public engagement findings. Specific objectives for the second engagement window would be to:
  - Present findings from research conducted to date, including mission/vision reviews, the organizational assessment, facility inventory, program inventory, financial analysis, stakeholder interviews, public survey, and other public engagement findings.
  - Gather input regarding each of the research topics mentioned above to confirm and validate findings.
  - Gather input regarding the format and content of the public issues workshop / summit to be conducted in the fall.

#### **Outcomes:**

- Statistically Valid Survey Results and Evaluation
  - Online Community Survey with same questions available after statistically valid window
- Anecdotal Counterpart to statistically valid survey results
- Categorized Community Comments
  - Examples of lived experience in relation to building recommendations
- Summarized Stakeholder Meeting Notes
  - Understand the current conversations among stakeholders regarding needs and wants and develop recommendations
- Increased base E-mail list of interested community members
- Finalizing youth feedback from YOAB and preparing to report back directly to PRAB
- Ensure alignment with concurrent processes for engagement

### **Engagement Window #3: Developing Recommendations**

**Timeline:** May-Oct 2021

**Engagement Goals:** Inform and Consult (public), Collaborate (stakeholders)

**Objective:** This engagement window will focus on reviewing the high-level recommendations and prioritization to garner support for the plan and to verify it is representative of the community.

- Informs and consults the public to verify that their voice was heard and demonstrated in the work.
- Collaborates with stakeholders to understand if we are on the right track with recommendations and priorities within the broader landscape of other stakeholders and budget limitations.
- Ensure alignment among decision makers (PRAB/City Council), the community and what the research analysis indicates.
- Integration of equity analysis and instrument in outlining recommendations.

**Technical Content:**

- Financial Overview
- Implementation Plan
- Recommendation Priority Chart

**Tactic Highlights** (base and highlighted tactics from previous window will continue in addition to the following):

- **Virtual Community Workshop:** A major, comprehensive public workshop to allow for public participation in the identification of problems, issues and concerns related to the Boulder park and recreation system, and correspondingly, creating potential solutions for the issues. This will be an opportunity to review the status of the plan, reflect upon initial public engagement findings, identify other issues and opportunities, and start to develop strategic action items. The summit will utilize world cafe approach with problem/issue identification held as one component and solution creation held as separate component. Results of the summit would be presented in a written summary statement of issues, with corresponding proposed solutions.
- **Virtual Stakeholder Meetings:** Six stakeholder meetings are planned in the third window. The MTAG will define the stakeholders and staff will work with the consultants to build the approach based on the information available and feedback needed for that window.

**Outcomes:**

- Support of recommendations and priorities by the community
- Maximum reach and support, not trying to engage new people after this point
- Develop an understanding of how engagement influenced decision-making
- Youth engagement outcomes from YOAB
- Integration with concurrent processes and recommendations

**Engagement Break: Master Plan Development**

**Timeline:** Nov-Dec 2021

**Engagement Goals:** Low level updates as needed while staff and consultants work on Master Plan Development, Refinement of Graphics and Charts, Consideration for Holidays, City Council Study Session

**Tactics:**

- Virtual City Council Study Session

#### **Engagement Window #4: Making and Communicating Decisions**

**Timeline:** Jan-Mar 2022

**Engagement Goals:** Inform and Consult (public and stakeholders)

**Objective:** This engagement window will focus presentation of the draft plans highlighting values and recommendations to guide the next 5-10 years.

- Informs the public and stakeholder about how their participation influenced the recommendations and prioritization. Final check-in for any discrepancies or major misses.
- Consults with public and stakeholders for final feedback on the draft plan prior to request for final approval from PRAB and City Council.

**Technical Content:**

- Final Master Plan DRAFT
- Interactive Map

**Tactic Highlights** (base and highlighted tactics from previous window will continue in addition to the following):

- **Participant and Stakeholder Follow Up:** Close the feedback loop with participants and stakeholders to share how their voice was used in the decision-making process
- **Celebration:** This will vary widely based on where the City is in relation to the pandemic. Ideally this would be an in-person appreciation for the support if the master plan update and a kick-off to the implementation.

**Outcomes:**

- Demonstrated community support of Master Plan draft

#### Stakeholder Mapping

Stakeholders are identifiable groups or persons that have an interest in the department and can either affect or be affected by the work of the department. Below is an analysis of the currently identified stakeholders and a summary of their level of engagement (i.e., Inform, Consult, Involve, Collaborate, Empower).

#### *Level of Engagement for Stakeholders*

<b>Inform</b>	<b>Consult</b>	<b>Involve</b>	<b>Collaborate</b>	<b>Empower</b>
General Public	Interested Public	Key Stakeholders	Implementers	Decision-makers
General Public (users and non-users)	Interested General Public (users and non-users) Non-users Other city departments	Facility users Program attendees Youth and Teens Older adults Persons with disabilities Non-English speakers	PLAY Boulder Foundation BPR staff	BPR leadership PRAB Planning Board City Council

		Organized user groups Community and Program partners		
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### Base Engagement Tactics

#### *Web Page:*

BPR staff will keep the public informed and updated about the Master Plan throughout the process using a [project web page](#) on the City website. Regular monthly updates will occur throughout the project. Updates will generally coincide with regular monthly updates to PRAB. An e-mail reminder will go out to the community each time the web page is updated, but no more than twice per month.

From the time of launch and throughout the project, the site will contain:

- General information about the park and recreation master planning process.
- A project timeline and information about major milestones
- Information about the consultant team
- Information about how to participate in the public engagement process

As the project progresses, the website will be updated and expanded to include:

- Emerging trends for other research being conducted as part of the planning process.
- Information about and findings from specific public engagement events and activities
- A portal to access the community survey
- Results from the community survey

#### *Be Heard Boulder:*

[Be Heard Boulder](#) is the City of Boulder's online engagement platform. This site will be linked to the project web page and used for active community engagement. Most of the static information will remain on the project web page while Be Heard Boulder will be used for the interactive engagement activities. We know better decisions are made when our community provides input and we want to make that easy, fun and interesting. The community will be able to contribute ideas, ask questions, take surveys, use interactive mapping resources, etc.

The main page of Be Heard Boulder contains the tiles directing the community to many of the high-profile citywide projects. This is a great opportunity to cross-promote community engagement across departments.

#### *Neighborhood Liaison Community Chats:*

Brenda Ritenour, Boulder's neighborhood liaison, holds [office hours](#) out in the community to discuss the subjects most important to the community by meeting them where they are at. Staff can join the liaison during the scheduled chat as a part of the

conversation. An example of an upcoming chat is on Wednesday, Nov. 14, 3 to 5 p.m.: Amante Coffee, 4580 Broadway. This is an additional opportunity to reach non-users.

#### *Social Media:*

As part of an overall effort to make the public engagement process as open and transparent as possible, the staff core team will develop content and use social media to communicate with followers. Social media must fit in the calendar with other efforts in the organization. It may also be put on hold at any time for pandemic-related messaging. Staff will consider paying for services that target certain demographic groups.

#### *Print Material:*

Print material will be designed and utilized as a standards part of the outreach. The material will mainly be used as project and engagement notification. The messages will be more static and intended to direct the community to the latest digital information and/or engagement activity.

- Posters – laminated posters for indoor facilities and rec centers. Project notification and lead to digital content. Change message and posters each engagement period.
- Corrugated plastic yard signs – placed at busiest parks near entrances. Project notification and lead to digital content. Use for the through engagement window 1 and 2.
- Banners - on locations seen from a distance
- Sandwich boards - in managed locations such as rec centers. Occasional use as new engagement activities are available. In house print can be used in good weather
- Handouts - for staff to promote digital content and interest

#### *Standard Media Materials:*

Utilize existing avenues of media to include messaging about the master plan update.

- Eblast – regularly goes out to approx. 40,000 community members. Short update and link should be in every e-blast
- Forestry Door Hangar – staple business card sized handout to every door hangar throughout the process
- Recreation Guide – place an article in every rec guide throughout the process.
- Utility Bill insert – place a 1-page advertisement in the utility bill cycle. It goes to every household in the City. Requires coordination from PW. Reserve space and plan for 1 in first and third quarter of 2021.

#### *Coordinate with Other Departments:*

Several City departments have regular newsletters or other media opportunities. Coordinate with Library and OSMP for inclusion in their outreach. Timing and space will be dependent. Check in with the citywide public engagement team to support cross-promotion of engagement efforts or plan combined meetings if appropriate based on location or subject.

*Canvas Existing BPR events:*

Plan for materials and staff presence at existing planned BPR events. Example: As events like the Halloween Drive-in are planned, coordination of material handout and staffing should be planned along with it based on the timing. No events are currently on the calendar. Work closely with the event coordinator on upcoming opportunities.

*Video Presentations:*

The first video presentation is simply a kick-off of the project. It should be an overview of the project, timeline, why they should care and how they can participate. Can be a series of videos targeting 3-5 minutes each.

The second and third video can be a recording of the virtual meeting and workshop, or the most compelling parts in series of 3-5 minutes each. Consider text narration that can be translated.

## **Attachment B: Research and Trends Review and Synthesis**

### ***Previous Planning Review and Synthesis***

The planning team has reviewed the following efforts completed since the 2014 Master Plan to document progress, fill in information gaps from the previous plan and identify areas of alignment and synthesis. The plans and processes are reviewed in the following categories:

#### **High Level Synthesis for Master Plan Update**

- *2014 BPR Master Plan*
  - This is the basis for the plan update and includes department mission, vision and key themes that will carry forward into 2020-2022 update. Will inform the master plan update table of contents. In conjunction with this plan, the Boulder Parks and Rec 5-year Progress Report 2014-2019 has been reviewed to confirm plan accomplishments.
- *2015 General Maintenance and Management Plan (GMMP)*
  - Establishes maintenance standards for public spaces, includes analysis of staffing levels and recommendations for efficient operations. Informs the Phase 3 Needs Assessment and BPR asset management.
- *2012 Service Delivery Framework and Recreation Priority Index*
  - Outlines the department's process for managing recreation programs, including establishing costs and setting fees. Incorporate into recreation program recommendations and Financial Strategies.
- *2018 Asset Management Program (AMP)*
  - BPR's process for managing the Total Cost for Ownership of assets. Incorporate into initiatives and strategies.

#### **Focused Level of Synthesis for Specific Areas of Master Plan Update**

- *2015 Boulder Aquatic Feasibility Study*
  - Provides condition assessment for pools, community needs for aquatics and concepts for pool enhancement that will be synthesized into recreation facility needs assessment.
- *Athletic Field Study*
  - Provides supply and demand analysis for athletic fields that will be considered in the needs assessment, level of service analysis and possible recommendations and strategies.
- *2010 Recreation Programs & Facilities Plan*
  - Recommendations for management of recreation facilities and programs. Low level of synthesis for master plan update as most content replaced by Service Delivery Framework and Recreation Priority Index.



- *2016 Facilities Strategic Plan*
    - Condition assessment for recreation centers and other facilities that will be considered during the recreation facility needs assessment.
  - *2018 Urban Forest Strategic Plan*
    - Recommendations for planning, managing, protecting and engaging to serve the urban forest needs of the community.
- Incorporate policy recommendations into initiatives and strategies.

#### **Reference Information for Technical Analysis to Inform Master Plan Update**

- Asset Management Reports from Beehive
- BVSD Joint Use Agreement
- Contracted Programs Agreements
- Parks and Recreation Guides
- Design Standards Manual (DSM)
- 2016-2026 BPR Capital Investment Strategic Plan

#### **Citywide Planning Context-Lower Level of Synthesis for Master Plan Update**

- 2019 OSMP Master Plan
- 2019 Transportation Master Plan
- 2018 Sustainability and Resilience Framework
- 2010 (2020 Update Scheduled) Boulder Valley Comprehensive Plan
- City of Boulder Homelessness Strategy

#### ***White Paper Updates: Preliminary Status Report***

*Table 2. 2014 White Paper Status*

<b>White Paper Topic</b>	<b>Status</b>	<b>Previous Plans to be Included in Update (List of Acronyms in <a href="#">Attachment C</a>)</b>
1) Planning Area Overview	Update ongoing	BVCP, Community Profile
2) Related Planning Documents	Update ongoing	BVCP, OSMP Master Plan, Transportation Master Plan, Sustainability and Resilience Framework
3) Community Survey	To be updated in Phase 3	
4) Trends	Update ongoing	BVCP, Community Profile
5) Benchmark Analysis	To be updated in Phase 3	
6) Financial Sustainability	Update ongoing	Capital Investment Strategic Plan, CIP
7) Recreation Programs & Services	Update ongoing	Service Delivery Framework, RPI, BVSD JUA, Contracted Programs, Recreation Programs & Facilities Plan

White Paper Topic	Status	Previous Plans to be Included in Update (List of Acronyms in <a href="#">Attachment C</a> )
8) Asset Management	Update ongoing	AMP, GMMP, DSM, UFSP, Capital Investment Strategic Plan, Aquatics Study, Athletic Field Study, Facilities Strategic Plan

### *1) Planning Area Overview*

This paper presents information on Boulder’s setting and history that is still relevant for the 2020-2022 master plan update. Areas for update include statistics on current demographics and the BPR department inventory overview. In conjunction with the 2020 Boulder Valley Comprehensive Plan (BVCP) Update, the project team will need to confirm any refinements to the planning areas defined below:

- Area I: Land within the City of Boulder, provided with city urban services (US Census definition of "City of Boulder").
- Area II: Unincorporated land in Boulder County, planned for annexation and provision of urban services within the 15-year planning period of the BVCP.
- Area III: Unincorporated land in Boulder County outside the Service Area, not expected to annex within the 15-year planning period of the BVCP.

Additionally, as part of the Phase 3 Needs Assessment, the statistically valid-survey methods and sample size and composition will need to be confirmed for the 2021 survey. Oversampling of specific groups will be critical to ensure representative results. Determining which groups to oversample will be influenced by this overview.

### *2) Related Planning Documents*

This white paper provides an overview of plans dating from 2012 and earlier that influenced the last master plan including the Boulder Valley Comprehensive Plan. Since that time new plans have been identified and reviewed. Please see the previous plan review section earlier in this packet for an overview of those recent plans and how they will be incorporated into the current update.

### *3) Community Survey*

The community survey white paper summarized and reported the results of the statistically valid survey administered as part of the process. A similar survey is included in the Master Plan Update as part of Phase 3: Needs Assessment, which will begin after the first of the year. The intention is to utilize many of the same questions for the survey for this process to be able to compare community responses from 2012 to 2021. A few additional questions will be added to address current issues and dig into topics of most concern to the community today.

#### 4) *Trends*

A key finding from this white paper is that BPR is considered one provider in a larger system that includes public, private and non-profit entities in the Boulder community. Opportunities for refinement of this paper include updating key demographic facts and social trends relevant to Boulder today including the desire for greater community connection, understanding current practices in urban parks response to people experiencing homelessness, accommodating aging populations, welcoming underserved populations more equitably, addressing social epidemics with recreation trends (e.g., inactive youth, obesity rates), facility management with an increased emphasis on environmental stewardship and resilience in the face of impacts of climate change and pandemics (e.g., COVID-19). Additional trends identified in 2020 by NRPA that could influence the master plan include:

- **Technology**
  - Video surveillance in parks
  - Drones in parks
  - Esports at rec centers
- **Health**
  - Climate change impacts: new parks will be designed to mitigate heat island effects
  - Recreation centers as community wellness hubs
- **Other Trends**
  - Adult “recess”
  - Micromobility devices in parks
  - Barkless dog parks
  - Human composting in parks

#### 5) *Benchmark Analysis*

The benchmark analysis white paper used 12 key, predominantly quantitative benchmarks to compare BPR against 11 organizations identified as similar to Boulder and/or as high-performing agencies. An update to the benchmark white paper will be conducted as part of Phase 3 Needs Assessment. Key considerations related to this topic include:

- Adjustments to benchmark metrics to reflect equity
- Evaluation of current benchmarks to ensure alignment with community priorities

#### 6) *Financial Sustainability*

Even before COVID-19, financial sustainability is a key focus for BPR, borne out as a key theme on its own from the 2014 Master Plan. As funding sources contract, it becomes ever more important to understand how best to balance increasing demand with existing resources. Financial sustainability drives two additional areas of focus for BPR: asset management and recreation service delivery. Conversations in Phase 3: Needs Assessment and Phase 4: Implementation Plan will ensure alignment between the prioritized strategies for meeting the community’s needs with the City’s budget framework and funding scenarios. Key considerations related to this topic include:

- Confirming core services and funding mechanisms for those core services
- Evaluation of cost recovery, subsidization and fund management in future years, including recovery from COVID-19
- Examination of fee setting practices to ensure equitable access to programs for all community members

#### *7) Recreation Programs and Services*

Recreation programs and services are core to BPR and tied to each of the six themes, particularly Community Health and Wellness and Financial Sustainability. Since the 2014 Master Plan, BPR has ensured that recreation services are first, intentionally planned, delivered and evaluated to impact community health and wellness; and second, ensuring the community subsidies are directed towards programs that provide community benefit. BPR developed the Recreation Service Delivery Model and Recreation Priority Index to ensure programs are aligned with the Master Plan, and appropriately managed throughout their life cycle. Key considerations related to this topic include:

- Reexamination of individual benefit versus community benefit in programs and services
- Subsidization of certain programs from fees of another
- Evaluation of BPR's role within the community, as it relates to providing programs and services also available within the private sector
- Examination of fee setting practices to ensure equitable access to programs for all community members

#### *8) Asset Management*

Asset management is the foundation of the key theme "Taking Care of What We Have". In 2012, the department identified asset management as a critical need and gap to be addressed within the Master Plan. Since the 2014 adoption of the Master Plan, the department has successfully completed multiple planning efforts to support overall asset management. These planning efforts include: Asset Management Program (AMP), General Management and Maintenance Plan (GMMP), Design Standards Manual (DSM), and the BPR Capital Investment Strategic Plan 2016-2026. Key considerations related to this topic include:

- Creating a data-driven definition of the importance of an asset or facility
- Identify additional data needed to guide asset management
- Consider equity and racial indicators as they relate to asset management and funding allocations

### **Attachment C: List of Acronyms**

<b>Acronym</b>	<b>Full Title</b>
ACS	American Community Survey
AMP	Asset Management Plan
BPR	Boulder Parks and Recreation Department
BVCP	Boulder Valley Comprehensive Plan
BVSD	Boulder Valley School District
CIP	Capital Investment Plan
DSM	Design Standards Manual
GARE	Government Alliance on Race and Equity
GMMP	General Maintenance and Management Plan
GUB	Growing Up Boulder
IP	Information Packet
JUA	Joint Use Agreement
MTAG	Management Technical Advisory Group
NRPA	National Recreation and Park Association
OSMP	Open Space and Mountain Parks
PRAB	Parks and Recreation Advisory Board
RPI	Recreation Priority Index
UFSP	Urban Forest Strategic Plan
WTAG	Working Technical Advisory Group
YOAB	Youth Opportunities Advisory Board