



# City of Provo

## Parks and Recreation Master Plan

July 2013



## Acknowledgements

The Provo *Parks and Recreation Master Plan* was developed by the City's Parks and Recreation Department with the technical assistance and design help of PROS Consulting, LLC, and ETC/Leisure Vision Institute. Special thanks go to the many residents, park users, and community leaders for their insight and support throughout the duration of this study.

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## Letter of Transmittal

July 2, 2013

City of Provo, Utah

Mayor John Curtis

Reference: Provo Parks and Recreation Master Plan

Dear Mayor Curtis:

PROS Consulting is pleased to present to you, members of the Provo Municipal Council, Parks and Recreation Board, Senior Citizens Advisory Board, Arts Council, Provo City staff, and residents, the *Parks and Recreation Master Plan* for the City of Provo, Utah. This plan is meant to reflect the needs and desires of the residents of the community; the regional users of parks, trails, and recreational facilities; the best practices of the industry; and the recommendations of the consultant team. A significant amount of public input, innovative analysis, discussion and dialogue went into formulating the plan. The recommendations that were formed out of the planning process mirror the needs that are deemed necessary to meet community needs, improve the operational sustainability of the City's parks, trails, and recreation programs and facilities to become even more recognized as leaders in managing high quality municipal park and recreation systems.

The many recommendations of this plan are part of a comprehensive analysis and include actions that address immediate needs, as well as ones that are meant to be implemented long term. PROS Consulting is honored to have worked with you, the staff of the City of Provo, the Parks and Recreation Board, Provo Municipal Council, and the community in this process.

Sincerely,

PROS Consulting LLC

Leon Younger

President

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**provo**  
PARKS &  
RECREATION

## Where We Are Today



### INTRODUCTION

The present and future of Provo is filled with both challenges and opportunities. The natural features of massive mountain summits and the shores of Utah Lake provide the bookends to what is an unparalleled urban recreation landscape. The City has capitalized on many of the opportunities provided by its natural heritage including:

- The City's community and neighborhood parks exhibit numerous design and management best practices
- An urban trail system that initiates a connection between the City and the Provo River
- Diverse recreational amenities throughout the City to satisfy individual and team pursuits
- Diverse land holdings east of the City that provide a wilderness experience within a few minutes of the City limits.

In addition to these great sites, Provo is home to a world-class ice hockey arena, performing arts center, and a new community recreation center.

The intent of this master plan is to articulate and chart the course necessary for Provo to be one of the nation's best urban parks and recreation systems. To achieve this, the City must strike a perfect balance of meeting the needs and interests of residents with prudent use of the City's resources, and provide a rich array of tangible and intangible benefits to Provo socially, economically, and culturally. This pursuit will be driven by such values as innovation, a dedication to partnerships, collaboration, resourcefulness, and tenacity on the part of City staff, leadership, and volunteers. Due to careful planning and execution, Provo is becoming a recognized leader regionally, statewide, and nationally in the best practices of managing the design and delivery of high quality parks and recreation as a valued and responsible public service.

Today, the City of Provo is home to 112,488 residents<sup>1</sup> within the city limits and is the third largest city in Utah. Provo is the principal city in the Provo-Orem metropolitan area that has a population of nearly 527,000 residents<sup>2</sup>. These residents are diverse and active recreationalists<sup>3</sup>, increasing the demands on the City to stay ahead of community needs.

Parks and recreation as a public service in the City is provided by the Provo Parks and Recreation Department ("Department"), and is expansive to feature a broad range of recreation programs and services, manage 54 established park sites, numerous special use facilities both indoor and outdoor, and maintain a network of urban trails and pathways that is among the most extensive in the nation for a city of this size. The success and

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<sup>1</sup> U.S. Census Bureau, 2010 U.S. Census.

<sup>2</sup> U.S. Census Bureau, 2010 U.S. Census.

<sup>3</sup> Utah Department of Natural Resources Division of State Parks and Recreation. January 2009. [Utah State Comprehensive Outdoor Recreation Plan](#).

favorable reputation of parks and recreation in the City is a product of genuine and thoughtful community relations and productive partnerships. This *Parks and Recreation Master Plan* supports the future of the Department through the continuation and expansion of these and many other successful traditions.

### **GUIDING PRINCIPLES AND OBJECTIVES OF THE MASTER PLAN**

The master plan update has been developed under the following guiding principles and objectives:

- Sustainably grow the best practices and quality services of the City of Provo
- Serve the relevant park and recreational needs of existing and new residents of Provo
- Further position the City as a regional, state-wide and national destination, while protecting the accessibility and privacy of City sites and facilities for local residents
- Qualify for enhanced partnerships and funding opportunities in both the public and private sectors
- Leave a positive legacy for current and future generations of Provo residents

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#### ***Vision of Provo Parks and Recreation***

*Exceptional people, quality parks, dynamic programs, world-class facilities...welcome home.*

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#### ***Mission of Provo Parks and Recreation***

*Provo Parks and Recreation enhances quality of life by inspiring residents through our commitment to create dynamic parks, recreation facilities, programs, and service of the highest standard.*

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### **CORE VALUES OF PROVO PARKS AND RECREATION DEPARTMENT**

#### **SUPPORT QUALITY OF LIFE**

Diverse sites and facilities, unique programs and events, variety of experiences  
Landscapes and view sheds, historic sites, arts and cultural enrichment, parks and green space

#### **IMPROVE HEALTH AND WELLNESS**

Adult, youth and family wellness  
Parks and facility supervision, site and facility maintenance, programs and events

#### **FACILITATE COMMUNITY CONNECTIVITY**

Trails, parks and community focal points, surrounding forests and wilderness areas  
Build and promote community through quality experiences and opportunities

#### **PROMOTE ECONOMIC DEVELOPMENT**

Strengthening local economic assets and businesses, property values  
Enhancing regional appeal

## PRACTICE RESOURCE AND INFRASTRUCTURE STEWARDSHIP

Parks, facilities, and trails

Open space, cultural and historic resources, financial stewardship

### PARKS AND RECREATION IN PROVO TODAY

There are 92 parks, facilities, and sites totaling over 2,197 acres owned and/or maintained by the City of Provo Parks and Recreation Department. This vast system includes 802 acres of developed parklands, 1,370 acres of undeveloped open space, 378 acres of special use and indoor facilities, numerous traditional neighborhood and community parks, and diverse regional amenities such as the East Bay Golf Course, Peaks Ice Arena, Covey Center for the Arts, the new Recreation Center and Provo City Shooting Sports Park.

Additionally, Provo boasts nearly 33 miles of paved trails and recreational paths, and nearly 31 miles of unpaved/natural surface trails with plans to expand both types of trails in the near future.

Provo is an active community with a wealth of recreation resources supporting their needs. Residents have a hearty appetite for high quality park and recreation sites, facilities, services and can be observed hiking, running, on and off-road bicycling, horseback riding, as well as participating in both youth and adult sports leagues ranging from bat-and-ball sports, soccer, and lacrosse.

A few quick facts regarding the parks, trails and recreational fields of Provo are listed below:

- Of the 802 acres of developed parklands managed by the Department, there are nearly 464 acres of turf that are utilized for organized sports fields and passive play areas.
- There are 12 special use facilities in the Provo Parks and Recreation System, including both indoor and outdoor facilities that are utilized for diverse arts, cultural and recreational purposes.
- The Provo Parks and Recreation Department is one of the few methods in the community through which public parklands and trails are acquired and managed for public recreation as a direct impact from development.
- While the parks and recreation sites of Provo are financially supported by the City, which has over 112,000 residents, these assets serve the greater Utah Valley region with over half a million residents.
- The annual net cost per resident in 2012 of maintaining the high quality parks and recreation system of Provo is approximately \$45 – essentially the current cost of a single tank of gasoline.



*Joaquin Neighborhood Park*



**92**

**parks, facilities and sites**

**2,197**

**acres of parks, sites,  
facilities, and open space**

**33**

**miles of paved trails and  
recreational paths**

**509**

**structures and recreational  
amenities**

**2**

**world-class, state-of-the-art  
recreation facilities**



## Provo Parks and Recreation Department by the Numbers

Operating budget (2012)	\$6,450,689
Earned revenues (2012)	\$1,356,112
Net annual cost per resident (2012)	\$45.29
Total acreage	2,197
Total paved trail mileage	33
Total unpaved trail mileage	31
Trail access points to federal/state lands	20
Acres of neighborhood parks	91
Acres of community parks	283
Acres of regional parks	167
Acres of conservation parks	610
Acres of managed open space	554
Special use facilities	12
Pavilions	57
Picnic pads	91
Ball field Diamonds (baseball, softball, etc.)	18
Rectangular sports fields (soccer, football, etc.)	24
Playgrounds	29
Tennis courts	17
Basketball courts	8
Volleyball courts (sand)	13
Indoor racquetball courts	6
Skateboard parks	2
Disc golf courses	3
Hockey rinks	2
Golf courses	1
Shooting Sports Parks	1
Horseshoe pits	13
Permanent restrooms	56
Swimming pools (indoor)	7
Swimming pools (outdoor)	3
Amphitheaters	5
Natural ponds or wetlands	9
River access points	20
Splash pads	2
Camping sites	6
Gyms	4
Indoor multi-purpose spaces	15
Indoor recreation/fitness spaces	6
Interpretive areas/structures	14
Concession buildings	7
Parking areas	63
Cemetery	1
Total full-time equivalent personnel	111

## **KEY FINDINGS OF THE SITE AND FACILITY ASSESSMENTS**

A thorough assessment of the Department's sites and facilities was performed by the Consultant Team from October 2011 through January 2012. The following key findings define the current site and operating conditions of Provo Parks and Recreation. Many site and facility issues are continually addressed by Department staff, volunteers, and contractors. There are additional detailed findings not referenced in this summary that are outlined in the supporting reports of this master plan.

### **PARKS AND RECREATION SITES ARE WELL MAINTAINED**

The sites and facilities of the Provo Parks and Recreation system are all well maintained and in good operating condition. While there are facilities and amenities that range from aged to new, all assets are proactively maintained in order to provide safe use for park and facility visitors.

### **OLDER AMENITIES NEED UPDATING**

Throughout the park system, there are older amenities that will require updating or replacement within the next few years. For the most part these assets are most commonly older pavilions/shelters, parking lots, tennis courts, fencing, trails, lighting, irrigation systems, restrooms, outdoor amphitheaters, and playgrounds. A phased replacement program will help to update these amenities over time and as financial resources are available.

### **BROAD DIVERSITY OF AMENITIES AND SITE TYPES**

There is a broad diversity of amenities and site types within the Provo Parks and Recreation system that serves the diverse recreational interests of residents and visitors. These range from traditional amenities (playgrounds, pavilions, sport courts, ball fields, etc.) to unique features such as a shooting range, group camp, disc golf courses, and bouldering area. Additionally, indoor facilities such as the Covey Center for the Arts and the Peaks Ice Arena provide further support for leisure interests and quality of life for Provo residents. This diversity is echoed in site types from typical neighborhood and community parks, to the wilderness parks of Provo and South Fork Canyons.

### **EQUITABLE DISTRIBUTION OF SITES AND FACILITIES**

The City has responsibly worked to distribute sites and facilities throughout the community, and this is reflected in the current site locations. While there are further opportunities to improve access to sites by their location to different areas in the city, current and future plans address many of these potential issues.

### **DESIGN BEST PRACTICES**

There are numerous examples of design best practices in the sites, facilities and amenities of the Provo Parks and Recreation system. These include, but are not limited to:

- Landscape design
- Facility multi-purposing
- Trail and trailhead design
- Sport court and ball field design
- Parking areas for parks

### **COMMUNITY USAGE IS STRONG**

In the course of conducting these assessments, it was observed that community usage of all sites and facilities is very strong. All segments of the community (age, race, singles, families, etc.) are clear advocates and users of the sites and facilities of the park and recreation system. One of the strongest recreational components within the City is the extensive trail system that provides strong connectivity and accessible recreational opportunities for residents of all skills and backgrounds.



City Park	Acres	Address
Academy Square Library	4.0	550 North University Avenue
Bicentennial Park	30.5	1400 S. 1600 E.
Big Springs Park	24.4	South Fork of Provo Canyon
Big Springs Camp	158.5	South Fork of Provo Canyon
Bridal Veil Park	48.5	Provo Canyon
Branbury/Moon River	11.0	Moon River Drive
Buckley Property	17.3	Nevada Avenue and Slate Canyon
Canyon Glen Park	34.0	Provo Canyon
Canyon Road Park	8.5	3850 N. Canyon Road
Carterville Park	5.0	2400 N. Carterville Road
Center Street Linear Park	7.2	Center Street
Christmas City	53.0	Mouth of Provo Canyon
Covey Center for the Arts	1.0	425 W. Center Street
Despain Property	383.0	West Provo
East Bay Wetland Nature Area	183.0	South Provo
Exchange Park	9.8	900 N. 700 W.
Footprinter's Park	21.2	1150 S. 1350 W.
Foothill Connector Park	4.3	4800 N. University Avenue
Foothill Park	65.0	Central East Provo
Fort Utah Park	15.0	200 N. Geneva Road
Geneva Road Trailhead	5.0	300 N. Geneva Road
Grandview Park	8.0	1460 N. 1000 W.
Harbor Park	2.1	800 N. 2450 W.
Harmon Park	5.0	200 S. 900 E.
Indian Road Trailhead	2.2	5600 N. Canyon Road
Joaquin Park	1.1	400 N. 400 E.
Kiwanis Park	16.0	820 N. 1100 E.
Lakeview Park	9.4	1390 N. 2825 W.
Lakeshore Bridge Trailhead	0.8	590 N. 3110 W.
Lions Park	15.6	1280 N. 950 W.
Maeser Park	1.8	451 E. 600 S.
Memorial Park	6.6	800 E. Center Street
Neighborhood Park	0.8	250 S. 1050 E.
North Airport Property	12.8	4200 West Center Street
North Park	4.9	500 N. 500 W.
North University Greenway	16.7	3700-4800 N. University Avenue
Franklin Park	5.0	807 W. 600 S.
Paul Ream Wilderness Park	13.3	1600 W. 500 N.
Peaks Ice Arena	13.6	100 N. Seven Peaks Boulevard
Pioneer Park	4.5	500 W. Center Street
Provost Park	3.0	629 S. 1000 E.
Powerline Park #1	6.7	500 W. 1400 S.
Powerline Park #3	0.3	600 S. 1100 W.
Powerline Park #4	0.3	150 N. 1600 W.
Provo City Cemetery	49.1	610 S. State Street

City Park	Acres	Address
Provo City Shooting Sports Park	50.0	Squaw Peak Road
Provo Recreation Center	19.5	320 W. 500 N.
East Bay Golf Course	226.0	380 E. 1860 S.
The Rivers Natural Area	5.1	2850 W. 230 N.
Riverside Park	8.0	1260 W. 600 N.
Riverview Park	14.0	4620 N. 300 W.
Roadside Park	0.5	685 S. State Street
Rock Canyon Park	63.7	2620 N. 1200 E.
Rock Canyon Trailhead	5.5	2300 N. 1450 E.
Ron Last Park	2.7	5500 N. 250 W.
Rotary Park	11.1	1460 N. 1550 W.
Sertoma Park	10.4	400 E. 2400 N.
Seven Peaks Boulevard Greenway	0.9	1050 E. Center Street
Sherwood Hillside Park	7.2	4450 N. Foothill Drive
Slate Canyon Park	60.3	640 S. Slate Canyon Drive
South Fork Park	6.0	South Fork of Provo Canyon
South Fork Equestrian Trailhead	5.0	South Fork of Provo Canyon
Spring Creek Park	2.5	1180 S. State Street
Squaw Peak Outdoor Recreation Area	157.0	Squaw Peak Road Provo Canyon
Stutz Park	6.8	3700 N. 530 W.
Sunset View Park	12.9	525 S. 1600 W.
Timp-Kiwanis Bounous Park	11.2	3250 N. 650 E.
Wallace Meadows	155.1	South Fork of Provo Canyon
Wells Fargo Park	0.1	50 N. University Avenue
West Park	2.5	100 N. 1700 W.
Y Mountain Trailhead	2.0	950 N. 1700 E.
2230 N. Trailhead	0.7	300 W. 2230 N.

Trail	Miles
1860 South Trail	2.0
Airport Dike Trail	4.6
Bonneville Shoreline Trail	9.1
Carterville Trail	0.3
Center Street Connector Trail	2.0
College Connector Trail	1.0
East Union Canal Pathway	0.2
Geneva Road Pathway	2.3
Independence Avenue	0.8
Indian Road Trail	0.6
Lakeview Parkway Trail	4.5
Lovers Lane Trail	1.0
Northwest Connector Trail	1.8
Provo River Equestrian Trail	1.4
Provo River Parkway Trail	7.0
South States Street Trail	2.1



## CURRENT RECREATION PROGRAMS AND SERVICES

Provo Parks and Recreation Department provides a multitude of recreational programs, classes and special events to serve the interests and needs of local residents and visitors. Programs are uniquely designed to engage residents in varied experiences ranging from sports to cultural classes, and the majority of these programs are fee-based, requiring market-based participant fees to support the costs of the programs. Community special events are usually free and often appeal to both residents and visitors alike. The diversity of programming and events is reflective of community interests and requests, and they are widely acclaimed by the public as being high quality appropriate to the City's character and resident expectations.

Below are a short listing of recreational programs routinely offered by Provo Parks and Recreation Department:

- Arts and culture programs
- Active sports – skill building programs
- Active sports – league programs
- Swimming lessons and competitive leagues
- Aquatic safety, first aid, and CPR programs
- Hockey instructional programs and leagues
- *Ice skating programs*
- Fitness and exercise programs
- Senior adult programs
- Golf instruction and junior golf leagues.
- Community health programs
- Community events and festivals
- Holiday events
- Outdoor education and recreation programs
- Volunteer program

Programs and services are provided in numerous parks and recreation facilities, including:

- Provo Recreation Center and Pools ~~(soon to open)~~
- Peaks Ice Arena
- Covey Center of the Arts
- East Bay Golf Course
- ~~Eldred Senior Center<sup>4</sup>~~
- ~~The Center<sup>5</sup>~~

Program and event participation ebbs and flows with other community happenings and public interest, but generally has grown at a steady and substantial pace over the last several years. In 2011, these programs and events served over 870,000 participants and are well received and liked within the community.



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<sup>4</sup> ~~The Eldred Senior Center will close upon the opening of the Provo Recreation Center and Pool.~~

<sup>5</sup> ~~The Center will close upon the opening of the Provo Recreation Center and Pool.~~

## COMMUNITY CONNECTIVITY

A key component of any parks and recreation system are the linkages that a pedestrian trail network provides within the community. Successful trail systems enhance our access to quality outdoor recreation and provide a variety of experiences by integrating equestrian, bicycling and walking opportunities into City infrastructure to create a comprehensive, well rounded parks and recreation system. Provo currently features an extensive system of trails and pathways, and will continue to expand and improve connectivity in the future.

The City is also surrounded by an abundance of spectacular trails **leading through natural features**, many of which are on lands managed and overseen by the United States Forest Service. There are strong connections between the City of Provo and public lands outside the City's boundaries as seen in the numerous developed trailheads and park sites that facilitate this access. This pedestrian connectivity from the urban to a wilderness environment is a great achievement to meet the community's recreational needs and provide access to open space by developing an interconnected system of trails and urban pathways.

While this Plan is not intended to be a trails specific master plan, its goals and the recommendations within were influenced greatly by past and current planning efforts. Focusing on trails and their role in an overall parks and recreation system, this Plan outlines major principles which are pertinent in helping connect the City of Provo's system to a larger regional trail system that ~~could~~ serves the entire Utah Valley.

**A Bicycle Transportation Master Plan is recently commissioned by Provo City which should be** ~~While a separate City Urban Trails Master Plan could be developed~~ and aligned with the goals/objectives of this Plan, **with goals and opportunities for additional collaboration and connectivity to downtown and urban/natural areas** through cooperative planning ~~exist~~ with both regional partners and existing user groups. Exploration of these opportunities will be critical if the City wants to create a well-designed, well used and well maintained urban trail system.



# The Future of Parks and Recreation in Provo



## EVALUATING NEEDS

This master plan is a summary of various analyses to identify the prevailing and prioritized needs of residents within Provo City served by the City's park and recreation system. The master plan project is a three-step process – Step 1) assessment of current conditions, Step 2) determination of prioritized and relevant community needs, and Step 3) develop strategies and tactics to meet those needs over the next 20 years.

## METHODOLOGY

In order for a needs analysis to be thorough, multiple types of data and information are taken into account. The following data was reviewed, evaluated, and analyzed for Provo:

- Current and projected demographic characteristics of residents
- Prevailing local, statewide, and national trends
- Multiple forms of public and community input
  - Leadership and stakeholder interviews
  - Focus groups
  - Community meetings
  - Statistically-valid household survey
- Existing site and facility conditions
- Existing financial conditions and programmatic performance
- Technical analysis – equity or gap analysis to determine equitable distribution of park and trail inventories relative to city population, etc.

## GUIDING PRINCIPLES

The needs analysis in a master planning project for City like Provo is the pivotal step in which preliminary recommendations are developed. This is an important point in the planning process where the strategic direction of the program or department for the next 20 years begins to emerge with more clarity and definition. The result of combining all of these various forms of data and information into the needs analysis ensures that the foundational principles listed below are followed and met:

1. Identified community needs reflect the interests and demands of the residents being served;
2. Identified community needs are appropriate and relevant to the mission, purpose and capability of Provo City; and
3. Need prioritization is a balance of what is politically palatable and economically feasible, supporting recommendations that are realistic while still ambitious.

## KEY FINDINGS

### **CITY RESIDENTS ARE ACTIVE AND HAVE DIVERSE NEEDS**

The results of the community input process to date, as well as the demographic and trends analysis revealed that the population of Provo is very dynamic in terms of diversity and recreational participation. Residents have been observed in numerous youth and adult recreational activities and are known to be avid users of the city's parks.

### **CITY PARKS PLAY A PIVOTAL ROLE IN THE LOCAL COMMUNITY**

Provo parks are highly valued assets in the community, and often are only possible through successful and beneficial partnerships with local organizations and residents. The role and potential of Provo City's parks, recreation sites and facilities, and trails has evolved over the last 30 years, and will continue to evolve over the next 20 years to serve recreational needs of local residents in a complimentary fashion with other public recreation opportunities in the region.

### **RESIDENTS ARE OPEN TO ENHANCEMENTS**

The community input process provided reliable insight that most residents are open to the enhancement of the Provo Parks and Recreation system in certain areas of interests and with certain priorities. According to the results of the household survey conducted with this project, residents would support either maintaining the same amount of City funding or paying more each year to enhance and improve the parks and recreation system. Among the respondents that indicated they preferred to see increases in funding for specific priorities, upgrade existing neighborhood parks, the acquisition of open space for passive activities and to remain undeveloped, and enhancing the urban bike and trail system were the top three choices.

### **SITE AND FACILITIES SUPPORTING PASSIVE RECREATION ARE THE LARGEST AREA OF INTEREST**

There are many different types of recreational interests and sites and facilities that support those needs. Passive recreation needs are typically self-guided experiences that require little or no development of infrastructure, as compared to active recreation which can be development-intensive. While there are diverse recreational interests among Provo residents, the predominant needs can be classified as passive recreational interests – picnic areas, playgrounds, river access, and trails.

### **ACTIVE RECREATIONAL SITES ARE ALSO EXTREMELY POPULAR**

While passive recreation and self-guided recreation is a major area of interest among most Provo residents, active recreation sites such as sports and ball fields are also very popular and well used. Currently there are 509 recreation amenities and structures including examples such as diamond ball fields supporting baseball, softball, and T-ball needs rectangular sports fields supporting soccer and football, tennis courts, basketball courts, and sand volleyball courts. The condition of these sites and facilities ranges from excellent to fair, as well as their limited availability for use. Provo has multiple active sports and athletic groups that place tremendous pressure on these sites, with demand that is currently outpacing supply. These groups involve many City residents, as well as residents from neighborhoods immediately outside Provo and beyond. Growth or expansion is not required for every area of interest, but there are potential unmet community needs with the current inventory of sites and facilities.

## KEY RECOMMENDATIONS AND PRIORITIES

### MAINTAINING WHAT WE HAVE

There are many great examples of quality parks and trails throughout the Provo parks and recreation system, including a number of these sites and facilities that are cornerstone assets in the community. It is important to protect and maintain the quality and integrity of these community assets and operational practices. These include:

- Maintaining high quality neighborhood parks
- Maintaining high quality sport and athletic facilities
- Maintaining high quality community parks
- Strong and productive partnerships with local user groups and non-profit organizations
- Maintaining signature assets in the community
- Improved surface trails that support recreation and walkability
- Superb community relations
- Utilizing universal maintenance standards for parks



*Lakeview Park*

### IMPROVING WHAT WE HAVE

While there are many things the Department does exceptionally well, there are a few opportunities to improve the quality of assets and amenities in the system. These include:

- Improved and consistent park and site signage
- Updating and improving recreational assets (playgrounds, picnic areas, sports fields, etc.) as deemed necessary to support community needs
- Diversifying the age and recreational appeal of parks and park amenities
- Facility and amenities repairs at some sites
- Improved connectivity of regional trails within and to existing Provo trail systems
- Improved amenities and features of the South Fork Canyon parks



*Restrooms at Fort Utah Park*

### DEVELOPING NEW OPPORTUNITIES

Provo residents are generally active and interested in quality recreation opportunities and the Department can play a significant role in meeting current and future needs. The following new development projects have been identified as relevant to the interests and needs of the community, are relevant for the City to be focused on, and feature a high probability of success:

- Trails that improve connectivity to and around the city
- Improving the distribution of parks to accommodate areas of residential growth and increased density
- Developing more non-traditional sport and recreational opportunities
- Developing an additional regional park and/or sports complex with broad and age and activity appeal
- Developing access to the Provo River and improved recreational features within the river
- Develop new types of parks that serve unique needs (i.e. universal playground, dog park, etc.)



*Location for potential whitewater feature development in Provo River*

## DEMOGRAPHICS ANALYSIS OF PROVO

One component of the needs analysis for the Provo *Parks and Recreation Master Plan* is a review of the prevailing demographic characteristics of the city and the relevant trends that are affecting public interests and needs related to the core services and functions of the city parks and recreation services and facilities. This demographic analysis provides a basic understanding of the population characteristics of Provo City using data from renowned national databases. The analysis that follows identifies multiple demographic characteristics of interest for this project including:

- Overall size of the City population by individuals, households, age segments, and race
- Economic status and spending power as demonstrated by household income statistics

## METHODOLOGY

Demographic data used for the analysis was obtained from the Environmental Systems Research Institute, Inc. (ESRI). ESRI is the largest research and development organization dedicated to Geographical Information Systems (GIS) and specializing in population projections and market trends. All data was acquired in early 2012, and reflects actual numbers as reported in the 2010 U.S. Census<sup>6</sup>, 2000 Census<sup>7</sup> and demographic projections as estimated by ESRI using linear regression.

## CITY OF PROVO DEMOGRAPHIC QUICK FACTS

- The total population of Provo has **increased by only 7% in the last decade** from 105,166 in 2000, to **112,488 in 2010**. This is considerably slower than the 21% growth of the previous decade.
- Provo has an **extremely young median age (23 years)** compared to other cities around the nation largely due to the presence of Brigham Young University, whose student body comprises approximately 30% of the total population. In comparison, the median age of the United States is 36.8 years. **Over 26% of the total population of Provo is between the ages of 20-24 years.**
- Provo is located in the Utah Valley region of central Utah. The neighboring community of Orem is smaller than Provo with 88,328 residents, and also features a large student population attributed to Utah Valley University. Orem has grown slower than Provo since 2000, with only a 5% growth in population.
- Provo is a family oriented City in that **71% of total households are families.**
- The total number of **households in Provo has grown by approximately 8% from 2000 to 2010**, while the number of **families has grown by 12% in that time period.**<sup>8</sup> This indicates that family households continue to be the predominant form of new households.



*Bicentennial Park*

<sup>6</sup> Not all 2010 detailed data from the 2010 US Census is available at the municipal level. Actual 2010 Census data was used where available.

<sup>7</sup> Detailed statistical demographic data collected by the U.S. Census Bureau in the 2010 Census is only partially available for cities at the time of completion of this report. Where 2010 data is not available, population and demographic projections based on the 2000 Census are utilized as the best data set available.

<sup>8</sup> Families are defined as one or more people living together either married or of the same bloodline. Households are just one or more persons living in the same residence regardless of any family relations.

- The median household income of Provo residents appears to have grown by as much as 34% from 2000 to 2010<sup>9</sup>, while median home value has increased by an estimated 39% indicating a slight increase in housing ownership costs as a percentage or proportion of household income.
- By far, the **largest 10-year age segment of City residents are those aged 15-24 years** (39.7% of the total population), with the next largest in descending order being 25-34 years (18.0%), 5-14 years (10.7%), children under 5 years (8.5%) and 35-44 years (6.8%).
- The **gender balance of Provo residents remains fairly equal** (48.4% / 51.6%), with slightly less males than females in both 2000 and 2010.
- The **2010 population of Provo is predominantly White** (84%). Persons of Hispanic origin are considered to be a part of the “White” race, and constitute approximately 15.5% of the total population.<sup>10</sup>

Tables detailing the basic demographic profile of Provo City are provided below.<sup>11</sup>

#### TOTAL POPULATION

Total population in 2010	112,488
Population growth since 2000	7%
Projected population by 2020	120,319

#### HOUSEHOLDS AND FAMILIES

Total households in 2010	31,524
Average household size in 2010	3.34
Household growth since 2000	8%
Total families in 2010	22,417
Average family size in 2010	3.37
Family growth since 2000	12%

#### RACE / EHTNICITY

White (includes Hispanic origin)	84%
Black	0.9%
American Indian	0.9%
Asian or Pacific Islander	3.5%
Some other race alone	7.6%
Two or more races	3.1%
Hispanic origin	15.5%

#### ADDITIONAL DATA (2010)

Median household income	\$46,097
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<sup>9</sup> Household income data for municipalities in Washington are not yet available from the 2010 U.S. Census. Projections from ESRI have proven to be the most conservative and reliable, and are utilized here, but it is likely the actual household income could be as much as 10-15% lower than projected because of the economic conditions that began nationally and statewide in 2008.

<sup>10</sup> Persons considered of Hispanic Origin are also considered to be racially classified as White. This is a common classification practice utilized by the U.S. Census and other demographic databases.

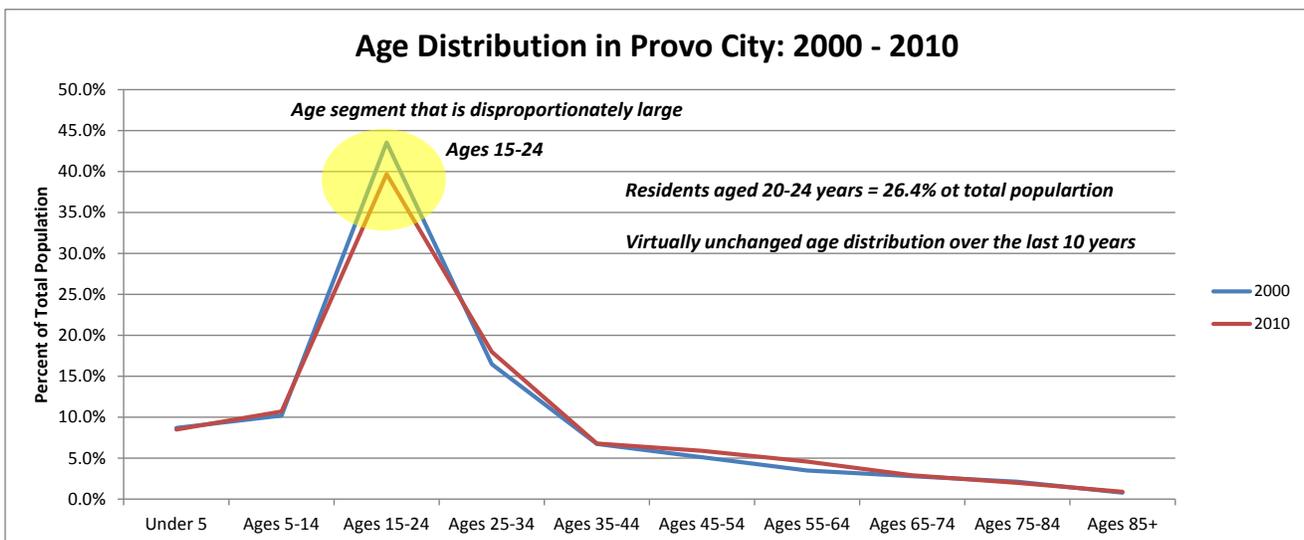
<sup>11</sup> Detailed statistical demographic data collected by the U.S. Census Bureau in the 2010 Census is only partially available for cities at the time of completion of this report. Where 2010 data is not available, population and demographic projections based on the 2000 Census are utilized as the best data set available.

Median home value	\$201,372
Per capita income	\$17,241
Median age	23.0 years

### DEMOGRAPHICS ANALYSIS FINDINGS

Provo is a dynamic and diverse community that continues to evolve, which will influence the affect the recreational needs most appropriately served by the City in the next 10 years. There is a multitude of data available about the resident population of Provo, with the following key findings being the foundation for further understanding community needs.

- The resident population is steadily growing, but not at the rapid pace of the previous ten years. Population growth has slowed from 21% (1990-2000) to 7% (2000-2010).
- Provo City has many young single individuals and young families with a median age of 23.0 years and nearly a third of the total population between 20-24 years of age. This is illustrated in the graph below.

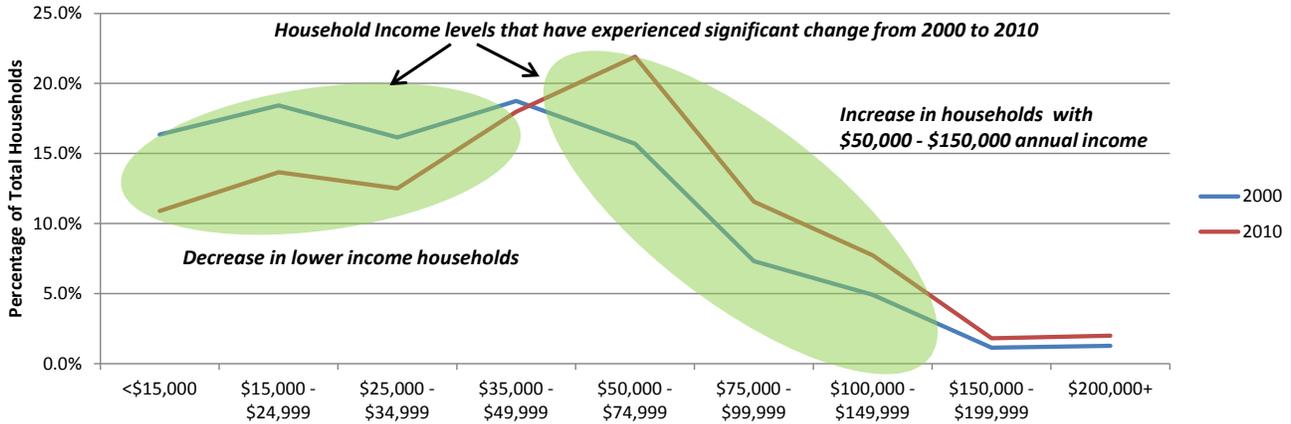


- Median household income and average household income is typical to most U.S. cities – it is neither a city with a large amount of poverty and underserved populations, nor a city with significant proportion of the population are wealthy residents (\$200,000+ annual household income). Median home values have increased slightly more than median household income, indicating that the cost of living in Provo has likely risen slightly in the last 10 years.
- Household income changes in the last 10 years indicate that the proportion of total households with annual incomes less than \$35,000 has dropped, and the percentage of households with incomes from \$50,000 - \$150,000 has increased. Some of this is influenced by inflation over the last 10 years, but typically this indicates successful economic growth and mobility in the city. This is corroborated with recent publications identifying Utah as one of only eight U.S. states that have a higher economic mobility than the national average.<sup>12</sup>

A graphical illustration of household income from 2000 to 2010 is provided on the following page.

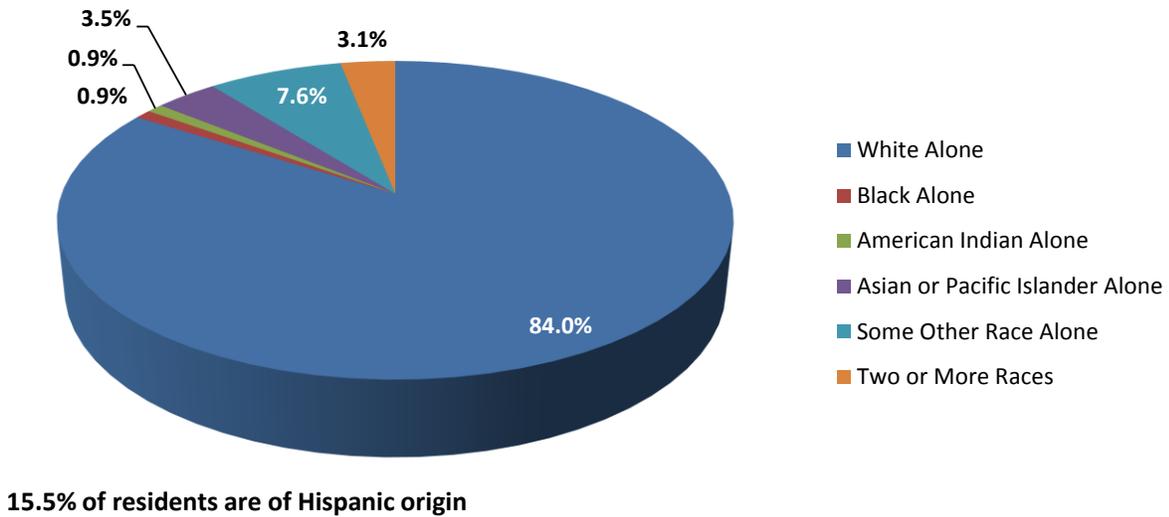
<sup>12</sup> Bello, Marisol." Study: Economic mobility depends on the state you live in." USA Today. 10 May, 2012.

### Distribution of Households by Income in Provo City: 2000 - 2010



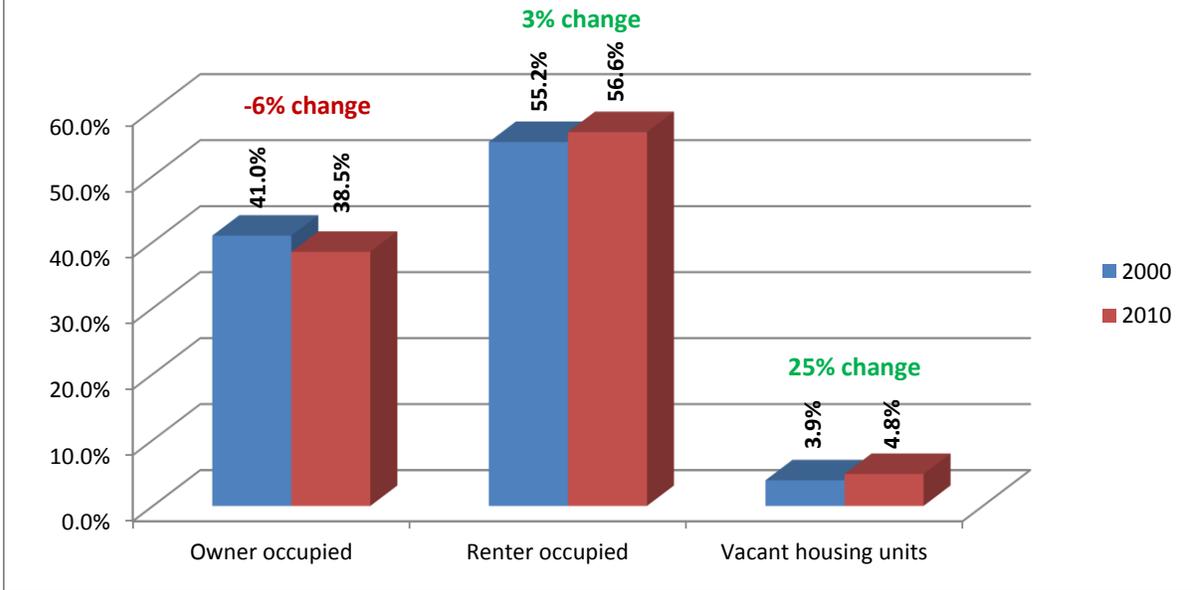
- Provo remains a family-friendly City with families constituting 71% of all households. This has remained consistent since 2000.
- Provo is a racially diverse community, yet people that are classified as “White” represent the largest race segment in the population at 84% of all residents. A graph illustrating the racial/ethnic diversity of Provo is provided below.

### Race / Ethnicity Profile of Provo City (2010)



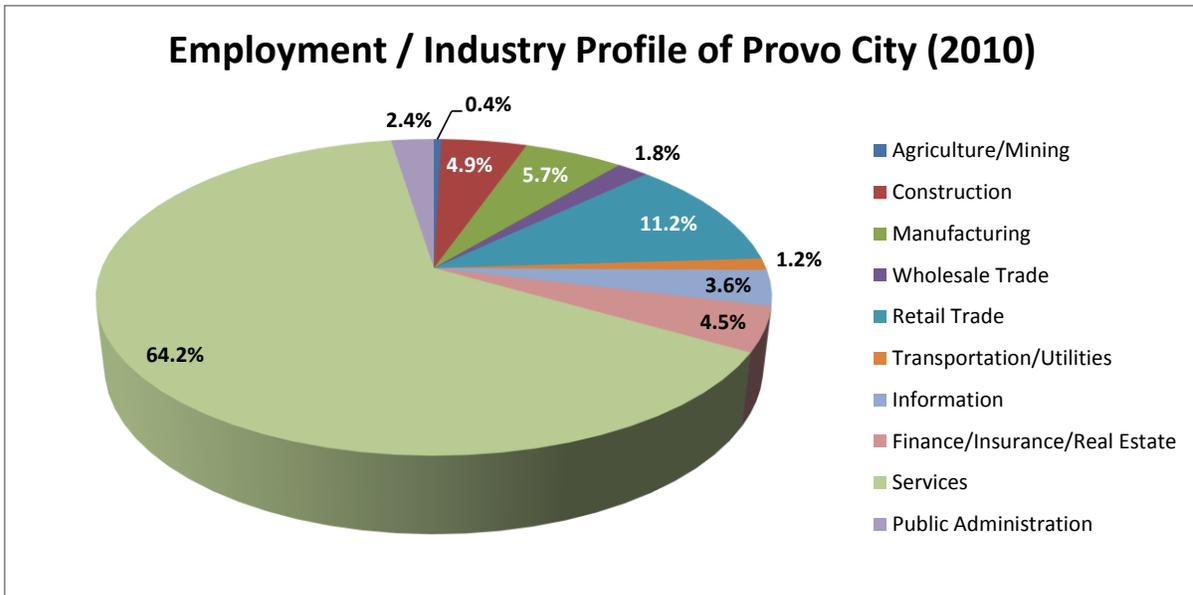
- The housing profile of Provo is typical for a moderately-sized city that also is home to a major university and large student population. Below are few quick facts about home ownership related to household composition. A graph illustrating owner-occupied, renter-occupied and vacant housing is provided on the following page.
  - 81% of owner occupied housing units are family households
  - 57% of renter-occupied housing units are family households
  - 6% of owner-occupied, non-family households are males living alone
  - 11% of owner-occupied, non-family households are females living alone
  - 5% of renter-occupied, non-family households are males living alone
  - 23% of renter-occupied, non-family households are females living alone

## Housing Profile of Provo City: 2000 - 2010



- The economy of Provo is largely a service-oriented economy given that 64.2% of the workforce in 2010 is employed in this sector. The smallest employment sector of the local economy is agriculture/mining with only 0.4% of the employment market. A graph illustrating the employment/industry profile of Provo is provided below.

## Employment / Industry Profile of Provo City (2010)



The final component of this demographic and market analysis is a basic review of prevailing market behaviors as seen through spending patterns of Provo residents. Each of the analyses that follow provides insight into these market tendencies and preferences. The 2010 Consumer Expenditure Survey, Bureau of Labor Statistics shows the annual amount spent on a variety of goods and services by households that reside in the market area. Expenditures are shown by broad budget categories that are not mutually exclusive.

Apparel & Services: Total \$	\$54,169,394
Average Spent	\$1,529.47
Computers & Accessories: Total \$	\$7,594,585
Average Spent	\$214.43
Education: Total \$	\$49,236,866
Average Spent	\$1,390.20
Entertainment/Recreation: Total \$	\$95,036,254
Average Spent	\$2,683.35
Food at Home: Total \$	\$135,005,149
Average Spent	\$3,811.87
Food Away from Home: Total \$	\$102,553,197
Average Spent	\$2,895.59
Health Care: Total \$	\$96,739,066
Average Spent	\$2,731.43
HH Furnishings & Equipment: Total \$	\$53,097,587
Average Spent	\$1,499.21
Investments: Total \$	\$40,228,520
Average Spent	\$1,135.85
Retail Goods: Total \$	\$700,496,718
Average Spent	\$19,778.55
Shelter: Total \$	\$475,298,176
Average Spent	\$13,420.06
TV/Video/Audio: Total \$	\$38,625,860
Average Spent	\$1,090.60
Travel: Total \$	\$52,221,453
Average Spent	\$1,474.47
Vehicle Maintenance & Repairs: Total \$	\$28,242,481
Average Spent	\$797.43

This data reveals that the annual household spend in Provo on recreation-related goods and services of \$2683.35 ranks 6<sup>th</sup> out of the 14 household expenditure categories, providing further evidence of the importance of recreation to residents.

#### WHAT DOES THIS TELL US?

1. Provo City must continue growth and evolution of park and recreation facilities and services to meet the needs of a diverse and vibrant population strongly committed to recreation.
2. Facilities, amenities and programs that appeal to all age groups is critically important, however, particular attention to interests of young people and young families is imperative.
3. Facilities, amenities and programs that appeal to families are important in Provo as the majority of households in the City are families. Approximately 36% of households are families with children under 18 years.
4. Residents in Provo have a typical household income profile, yet live in a city that likely has experienced cost of living increases over the last 10 years slightly higher than income growth. This indicates that while there is capacity among residents to pay more to support additional facilities and services, the threshold for what would be acceptable to them is limited.
5. The youthfulness of City residents indicate that focus on emerging non-traditional recreation trends for facilities, programs and services will most likely be well received and utilized.

## SUMMARY OF COMMUNITY INPUT

There has been extensive public input and participation in the Provo *Parks and Recreation Master Plan* process from October 2011 to May 2012. A total of thirteen leadership interviews and stakeholder focus groups and a community meeting were conducted as the foundation of public participation. In addition to the leadership interviews, focus groups, and community meetings, the public input process also included a statistically-valid survey of resident households.

## QUALITATIVE INPUT SUMMARY

### INPUT OPPORTUNITIES

The qualitative data collected included multiple leadership interviews, focus groups, and community meetings. A summary of the public input opportunities to date is provided below:

- Twenty (20) leadership interviews and focus groups were conducted to be representative, but not exhaustive of interests affecting Provo Parks and Recreation. These sessions included:
  - Local elected officials
  - Local representatives from federal and state agency stakeholders
  - Administration and department leadership of the City of Provo
  - Leadership and staff of the City of Provo
  - Parks, recreation facility, trail users and stakeholder groups
  - Business and community leaders from throughout the City and Utah County
- Two (2) community meetings were conducted in Provo before this report was compiled in order to capture representative interests, needs, and priorities of residents through an open forum. These meetings were organized and promoted locally, and held on February 22, 2012 and June 20, 2012. A final public meeting will be conducted in May 2013.

### GENERAL FINDINGS

There were many findings derived from the interviews, focus groups, and community meetings with often great similarities and differences between stakeholder groups. The following general findings are not intended to be comprehensive of everything heard or mentioned, but rather a summary of prevailing and overall themes learned in the process.

- Parks and recreation are a valued public service and quality of life expectation in the community and the region.
- Residents and leaders of Provo City are vigilant to protect and be watchful of the spending of the City, including both for capital and operational funds. While there is limited support in the community for additional debt load, fees or broad-based property taxes, there is substantial interest in the consideration of a local sales tax dedicated to the development and improvement of parks, and existing recreation facilities.
- Connectivity within the community is very important, creating a more “walkable” and active Provo City. The trails and recreational paths of Provo are among the most broadly appealing and highly valued recreational assets of the community. Security of trails is an area of concern and focus.
- Continued connectivity within the community and to regional trails extending to other communities, as well as backcountry areas is an important priority.
- Major attractions in or near the City that should be connected include, but are not limited to:
  - Downtown/central city area
  - Local schools

- Major parks – Rock Canyon Park, Bicentennial Park, Kiwanis Park, Fort Utah Park, etc.
  - Provo River
  - Backcountry parks – Provo Canyon and South Fork Canyon parks
- Residents are most aware of the City parks and recreation sites nearest their homes, or those that they frequently visit. There is generally a lack of awareness among residents of the total number, diversity and distribution of Provo parks and recreation sites.
  - There are numerous stakeholders and dedicated users of Provo parks and recreation facilities that have an active stake in these public recreation lands and opportunities, and therefore all related planning should be as cooperative as possible and plausible.
  - There is use of local partners and volunteers to develop, maintain, and manage parks and trails, but most planning, management and maintenance is self-performed by the Provo Parks and Recreation Department.
  - Alternative funding options including grants, sponsorships, and donations play an important role in enabling and supporting park and recreation projects, and are a significant component of departmental funding.
  - The golf course is well managed, and well regarded in the region as a high quality recreation destination. There are additional public and private golf courses in the area that serve a different market segment than the Provo's East Bay Golf Course. There is interest to consider the potential relocation of the City's golf course if it is deemed appropriate and advantageous.
  - The growth and popularity of bat-and-ball sports in Provo is steady, but limited by the number, availability and condition of ball field diamonds for both practice and games.
  - Security of parks, trails and neighborhoods is a major area of interest for residents and users.
  - Interest in parks that provide additional recreation opportunities are strong in the community, including but not limited to:
    - Beach park at Utah Lake
    - Dog park
    - Parks that support more adventure sports
    - Improved recreational use of the Provo River
    - Enhanced regional sports complex
    - Special events park
  - The Provo Shooting Sports Park is a success for the City, especially with support of the partner user groups. A strong, clearly defined use agreement is critical to manage this facility in the future.
  - There is a growing deficiency of rectangular sports fields currently available for use to meet the demands of local user groups.
  - Provo City is a parks and recreation provider to a highly diverse community that includes a sizeable population of young adults and college students. Additionally, there are a substantial number of families and older adults in the community.
  - Provo City has a long-standing relationship with the Provo City School District regarding shared facilities. Changes in funding levels and growing demands on both partners require attention to improve the ability of both to serve their constituents and the community at large.
  - There is a limited relationship, with Brigham Young University regarding coordinated programs, services or facilities.

- The project supported and administered by multiple federal agencies to improve the habitat of the endangered June Sucker fish is provocative in the community. This issue affects the City of Provo in that some conceptual plans include creating recreational sites near the mouth of the Provo River at Utah Lake.
- There is interest among staff, business leaders, and some elected officials to expand the Covey Center for the Arts to support larger and more diverse performances, events, exhibits, set shop and costume storage. There is mixed support for this initiative in the community.
- An area in which the City can strategically grow services and focus is in programs and facilities providing for adventure and backcountry sports to more proactively utilize the parks located in Provo and South Fork canyons.
- Numerous special events and programs developed and delivered by the Provo Parks and Recreation Department are highly valued and well attended by residents. These include holiday events, Movies in the Park, and many recreation programs and leagues.
- The Peaks Ice Arena is well managed and successful in the community as a partnership with Utah County. The Parks and Recreation Department is responsible for designing and delivering/supporting all the programming and operation of the facility, and is well received in the community. There is interest for the evolution of the Peaks Ice Arena into more of a field house concept to enable more diversified usage and better capacity utilization.
- The ongoing construction of the new Provo Recreation Center is largely viewed as a big success in the community and is a heavily anticipated asset. The Department is performing well with the design and development of the facility, as well as operational planning.
- The Provo City Cemetery is managed by the Provo Parks and Recreation Department and is viewed as a treasured legacy in the community. The cemetery is near capacity and multiple expansion plans are being considered.
- One of the greatest concerns of staff and City leaders is the equitable distribution of quality park sites throughout the community. Interest in evaluating underserved areas of the city, as well as the most efficient and appropriate method to serve neighborhoods is a major area of focus.
- Some City parks have management challenges involving one or more of the following issues:
  - Heavy seasonal uses and competing demands for limited space
  - Should be assets such as parking lots, pathways/trails, tennis courts, fencing, pavilions, shelters, lighting and irrigation systems.
  - Aged equipment and amenities
- Improved access to the Provo River within the city boundaries is a major priority, but there are valid concerns among neighbors and residents along or near the river regarding safety, traffic, litter and transients.

## **QUANTITATIVE INPUT SUMMARY**

### **HOUSEHOLD SURVEY METHODOLOGY**

Provo City conducted a Community Survey from April through May 2012, with the purpose to help establish priorities for the future development of parks, trails, recreation facilities, programs and services of the City.

The survey was designed to obtain statistically-valid results from households of the City, and was administered by a combination of mail and phone.

The Consultant Team (PROS Consulting and Leisure Vision) worked extensively with City of Provo staff and officials in the development of the survey questionnaire. This work allowed the survey to be tailored to issues of strategic importance to effectively plan the future system. Leisure Vision mailed surveys to a random sample of households in the City. Approximately three days after the surveys were mailed each household that received a survey also received an automated voice message encouraging them to complete the survey. In addition, about two weeks after the surveys were mailed to residents, Leisure Vision began contacting households by phone. Those who indicated they had not returned the survey were given the option of completing it by phone.

The goal was to obtain a total of at least 400 completed surveys and this was exceeded with a total of 408 surveys having been completed. The results of the random sample have a 95% level of confidence with a precision of at least +/- 5.0%.

	GOAL	ACTUAL	% OF GOAL
TOTAL RESPONSES	400	408	102%

#### KEY FINDINGS

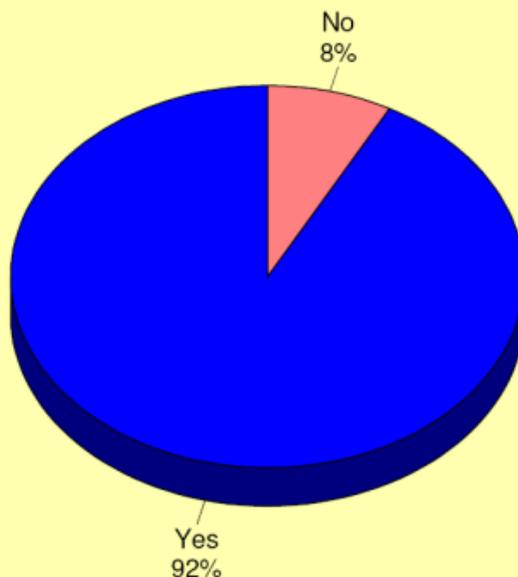
While there are numerous findings detailed in the *Provo City Community Survey Findings Report*, the results described herein represent key findings that describe resident attitudes towards current and future park and recreation opportunities in the City.

#### VISITATION

- Ninety-two percent (92%) of respondents indicated they have visited Provo parks or recreation facilities within the last 12 months. This far exceeds the national average for communities of 72% as defined by the benchmarking the results of surveys completed by Leisure Vision.

### Q1. Have you or any member of your household visited any City of Provo parks, recreation facilities, open space areas, or trails during the past 12 months?

by percentage of respondents

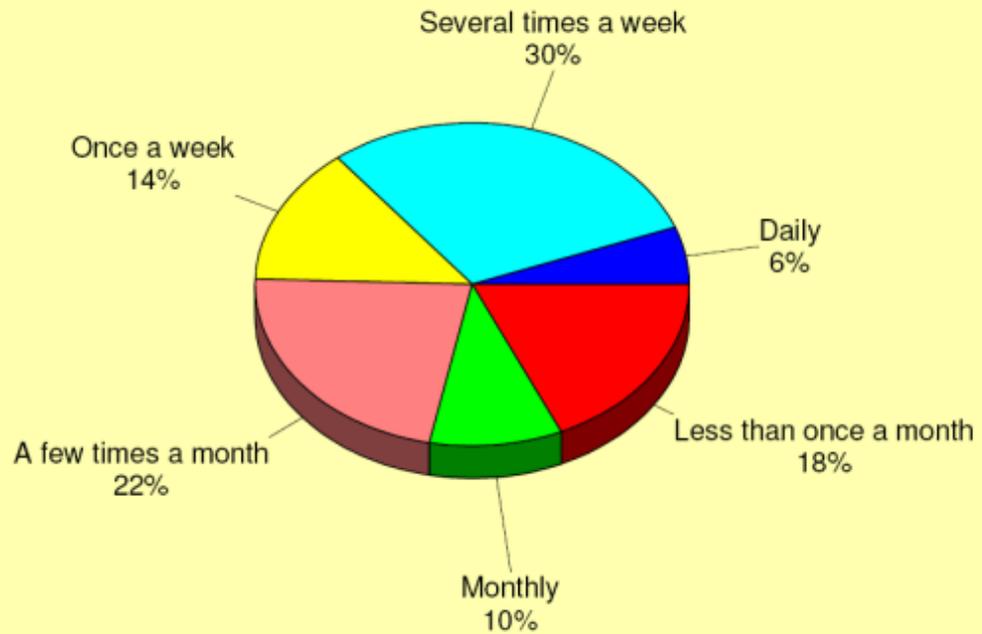


Source: Leisure Vision/ETC Institute (May 2012)

- The high visitation rate indicates that Provo residents value and appreciate the high quality of Provo parks and recreation facilities. Additionally, increased visitation also equates higher rates of wear and tear on parks and recreation facilities.

### Q5. How Often Respondent Households Visit Provo Parks, Recreation Facilities, Open Space Areas, or Trails

by percentage of respondents

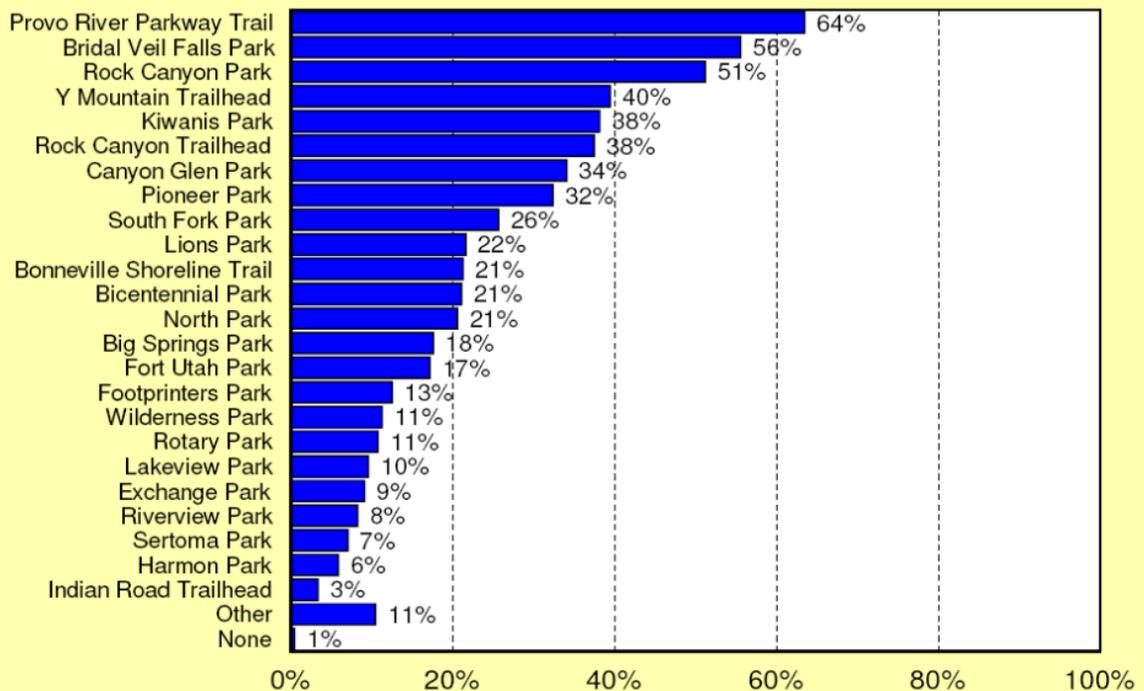


Source: Leisure Vision/ETC Institute (May 2012)

- The top six most commonly visited sites/facilities as indicated by the percentage of households that responded they have used or visited in the last 12 months are the Provo River Parkway Trail (64%), Bridal Veil Falls Park (56%), Rock canyon Park (51%), Y Mountain Trailhead (40%), Kiwanis Park (38%) and Rock Canyon Trailhead (38%).

## Q2. ALL Provo City Parks and Trails That Respondent Households Use

by percentage of respondents (multiple choices could be made)

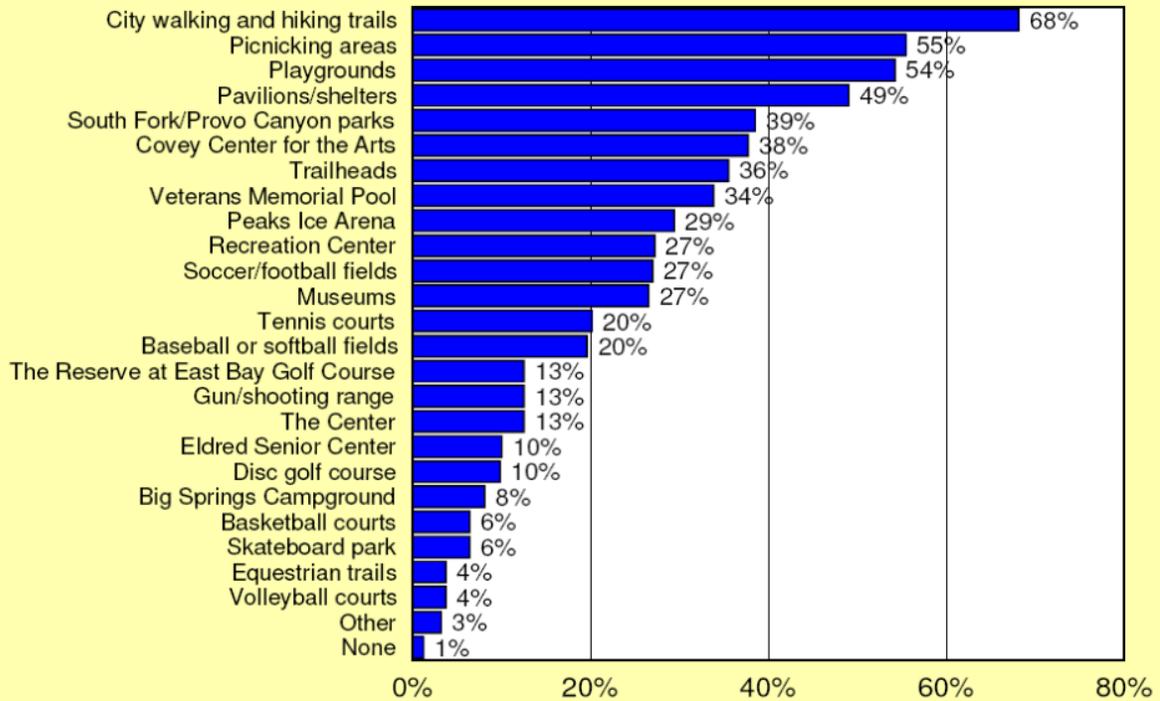


Source: Leisure Vision/ETC Institute (May 2012)

- The top five most commonly utilized facilities/amenities as indicated by the percentage of households that responded they have used in the last 12 months are City walking and hiking trails (68%), picnicking areas (55%), playgrounds (54%), pavilions/shelters (49%), and South Fork/Provo Canyon Parks (39%).

### Q3. ALL City of Provo Recreation Facilities That Respondent Households Have Used During the Past 12 Months

by percentage of respondents (multiple choices could be made)

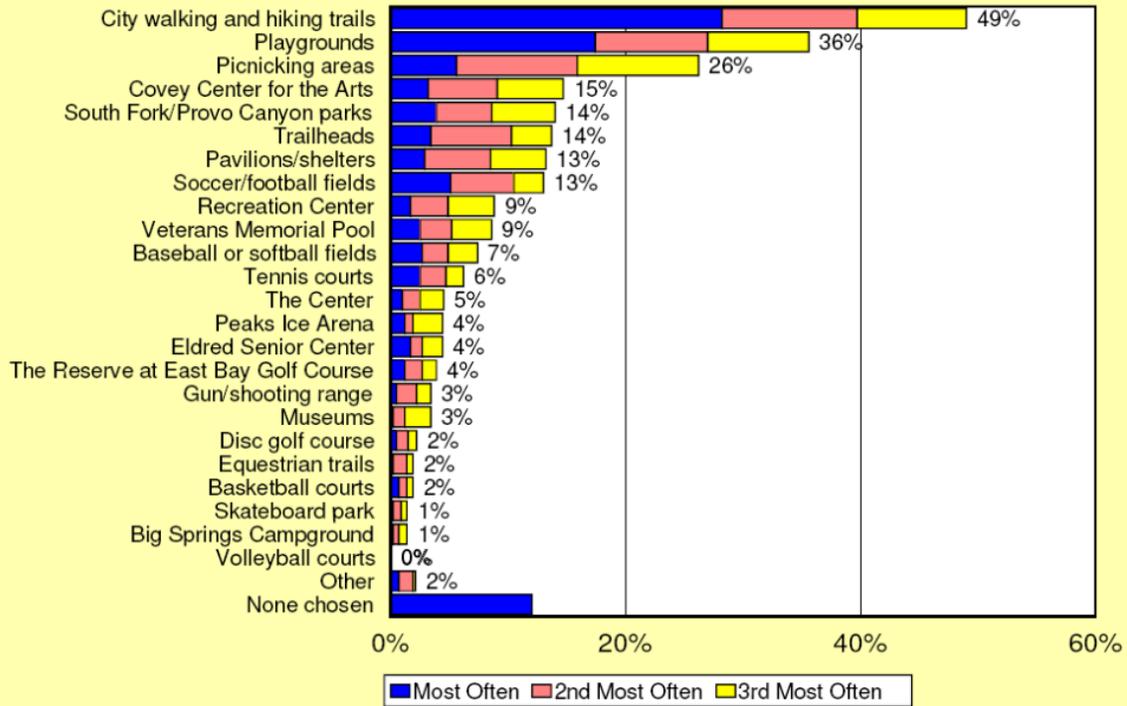


Source: Leisure Vision/ETC Institute (May 2012)

- The top three most visited recreation facilities as indicated by households that responded are City walking and hiking trails (49%), playgrounds (36%) and picnicking areas (26%).

## Q4. THREE Recreation Facilities That Respondent Households Visit Most Often

by percentage of respondents who selected the item as one of their top three choices



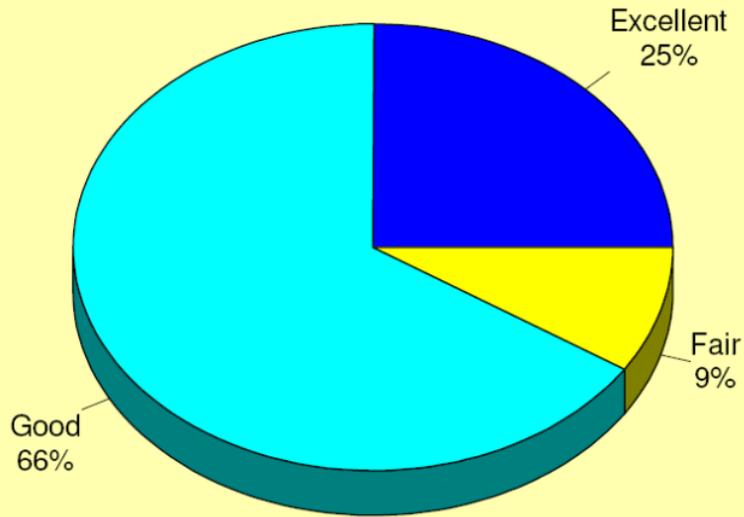
Source: Leisure Vision/ETC Institute (May 2012)

## SATISFACTION

- Provo residents seem satisfied with the quality of City parks and recreation facilities, with 91% of respondents indicating the overall quality of facilities as either above good or excellent. Twenty-five percent (25%) indicated facilities were in excellent condition, 66% selected good condition, and 9% indicated facilities were in fair condition. Not a single respondent indicated that facilities were in poor condition.

### **Q6. How Respondents Rate the Physical Condition of ALL Provo City Parks, Recreation Facilities, Open Space Areas, or Trails Visited**

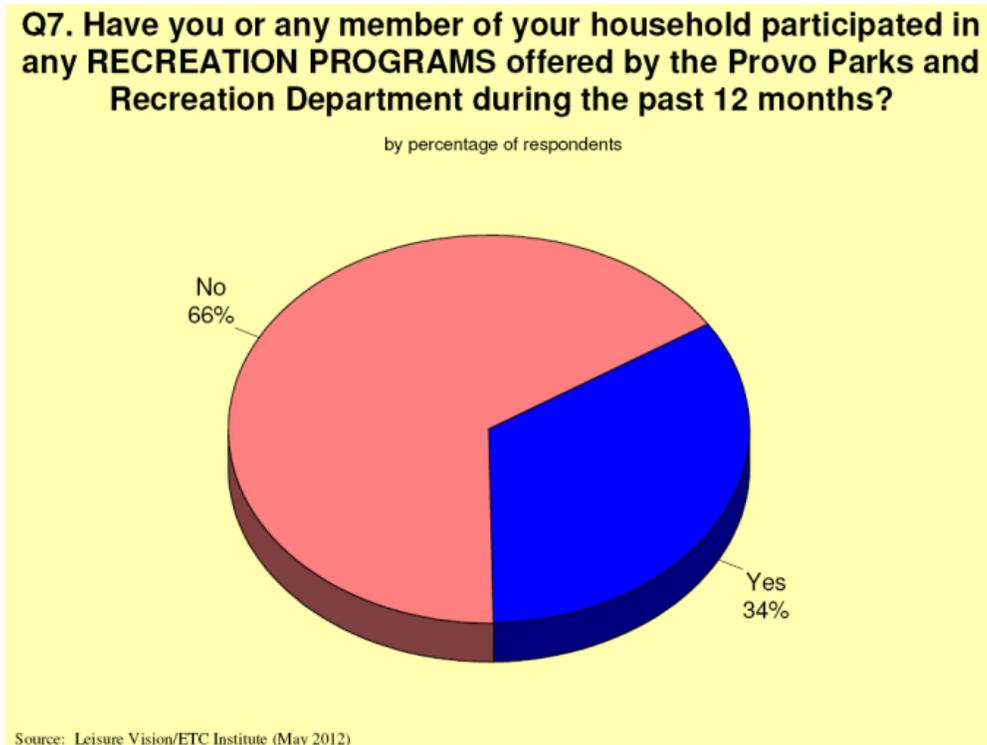
by percentage of respondents



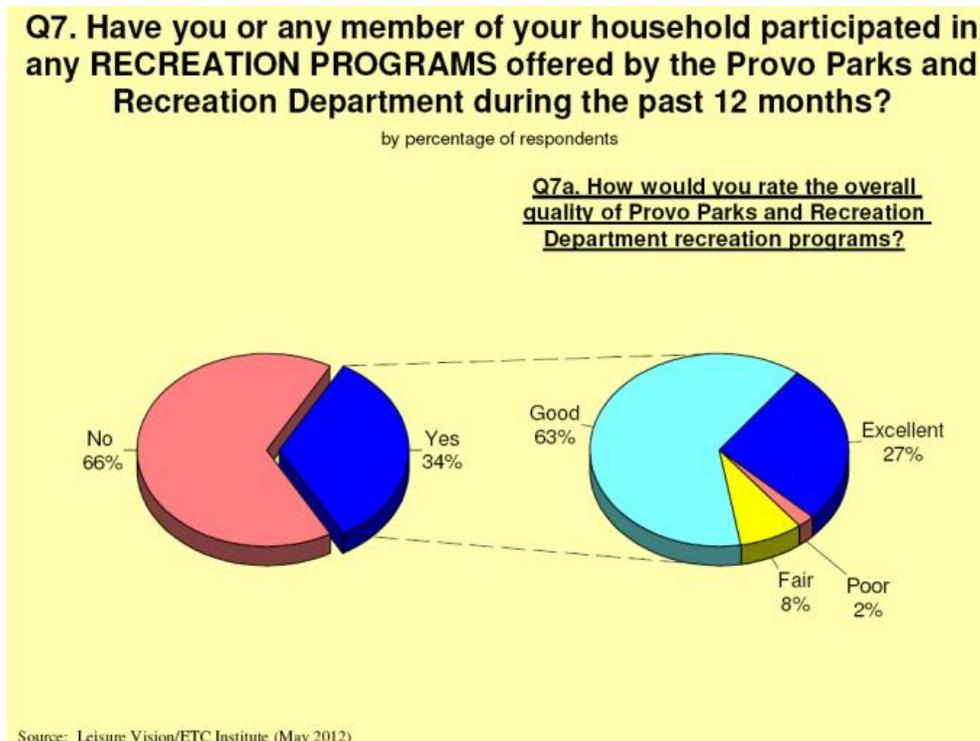
Source: Leisure Vision/ETC Institute (May 2012)

## PROGRAM/ACTIVITY PARTICIPATION

- Thirty-four percent (34%) of respondents indicated they have participated in City recreation programs within the last 12 months, which is a respectable response level for a city the size of Provo.



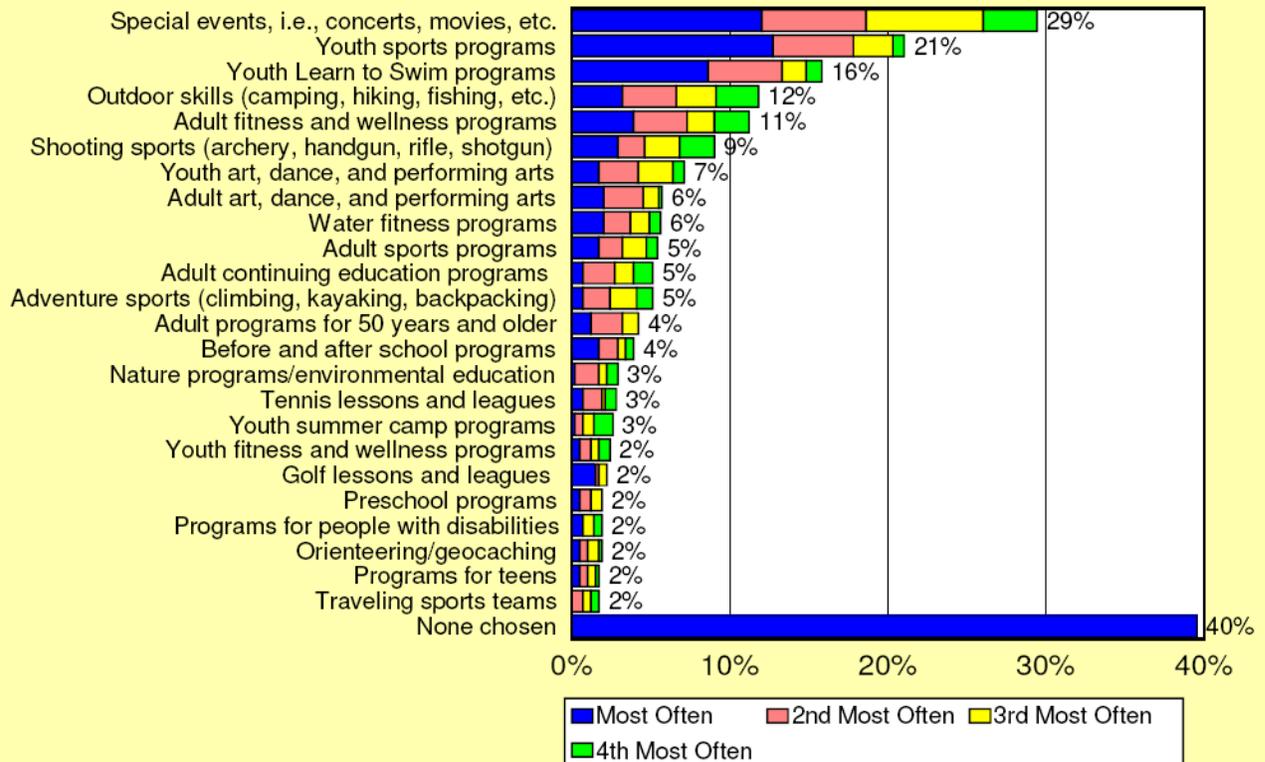
- The vast majority of respondents that participated in recreation programs (90%) indicated the quality of recreation programs as either good or excellent.



- Program or activity participation is heavily dominated by special events and youth sport programs, with Youth Learn to Swim, outdoor skills, and adult fitness rounding out the top five activities with the greatest percentage of participating households.

## Q14. FOUR Programs in Which Respondent Households Currently Participate Most Often

by percentage of respondents who selected the item as one of their top four choices



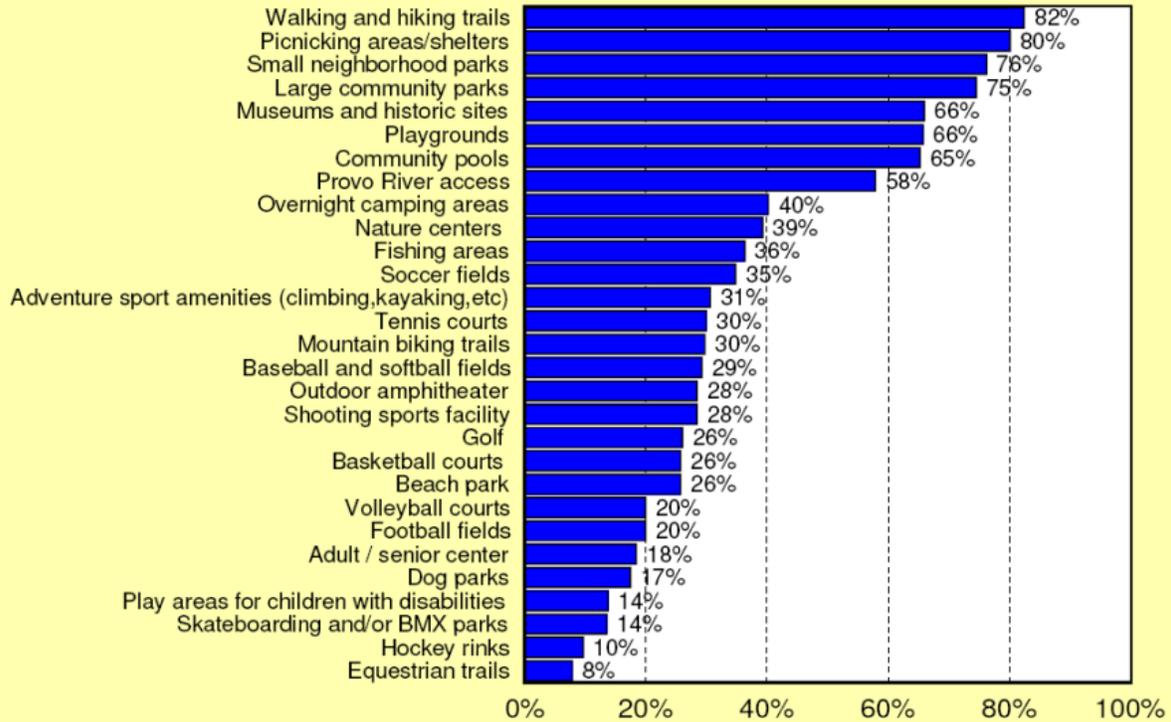
Source: Leisure Vision/ETC Institute (May 2012)

## RECREATIONAL NEEDS

The predominant recreational needs involve facilities that support passive or self-guided activities that are family oriented

### Q10. Parks, Trails, and Recreation Facilities That Households Have a Need For

by percentage of respondents (multiple choices could be made)

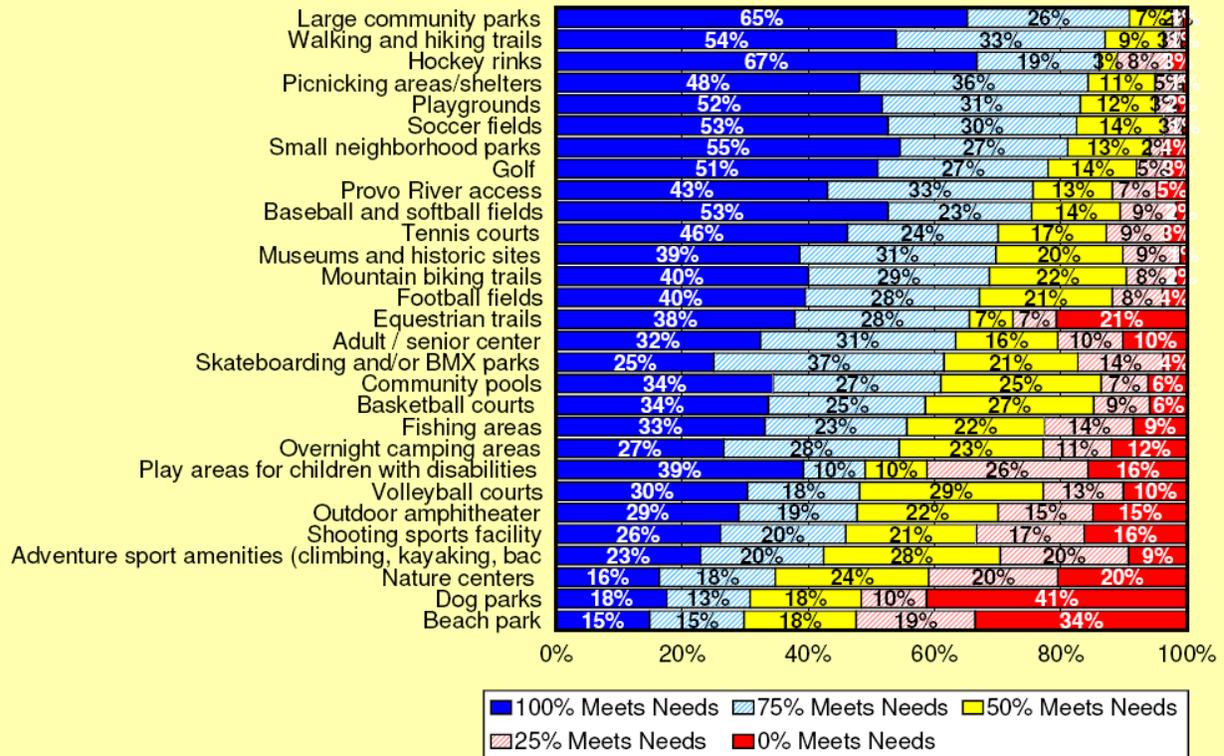


Source: Leisure Vision/ETC Institute (May 2012)

Many households feel their recreational facility needs are very well met according to the survey responses, with the greatest met needs being hockey rinks, large community parks, and walking/hiking trails. The greatest unmet needs appear to be dog parks, a beach park, and equestrian trails.

## Q10a. How Well Parks, Trails, and Recreation Facilities Meet the Needs of Households

by percentage of respondents with a need for facilities

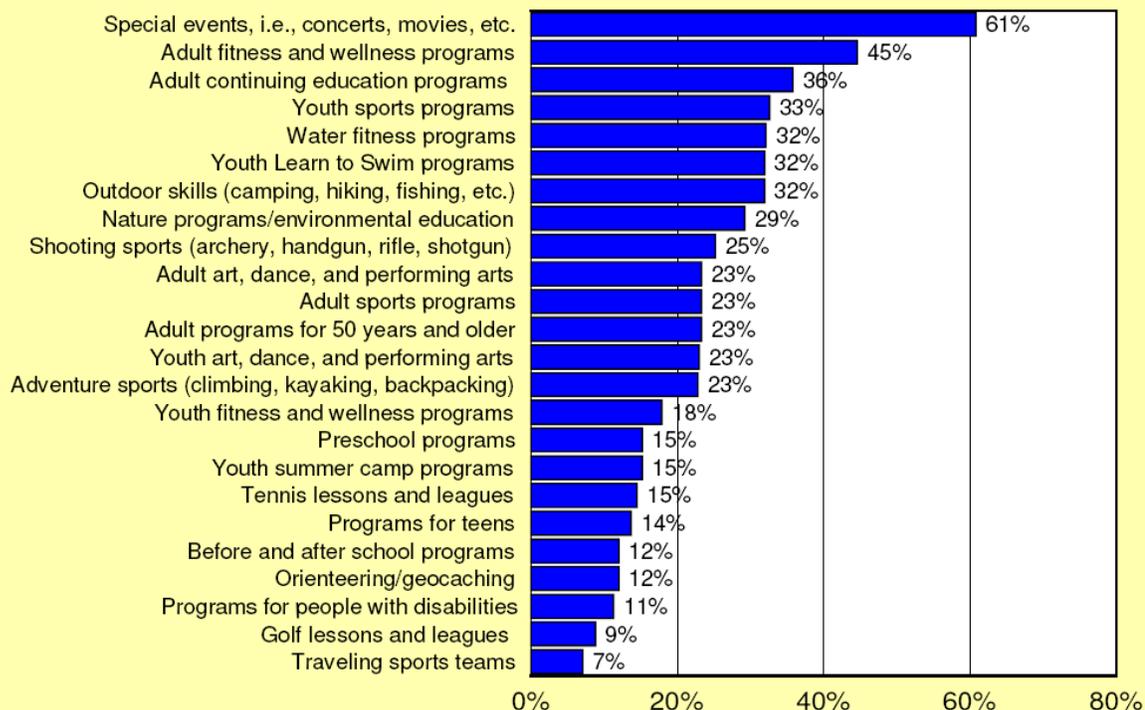


Source: Leisure Vision/ETC Institute (May 2012)

- Respondents indicated with a large margin that special events were the programs that most households had a need for, followed by adult fitness and wellness programs, adult continuing education programs, youth sport programs, and water fitness programs.

## Q12. Sports and Recreation Programs That Households Have a Need For

by percentage of respondents (multiple choices could be made)

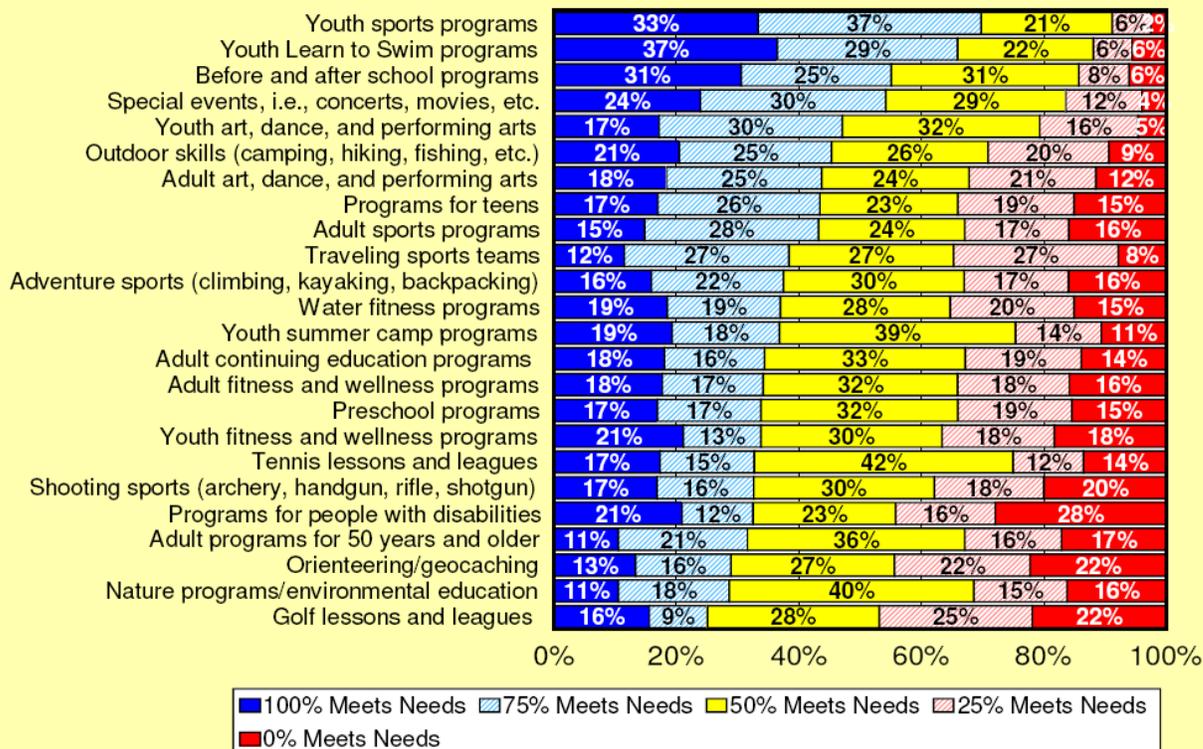


Source: Leisure Vision/ETC Institute (May 2012)

- Similarly, survey results show that needs are best being met in youth learn to swim programs, youth sports programs, and before and after school programs. Greatest unmet needs were in programs for people with disabilities, orienteering/geocaching, golf lessons and leagues.

## Q12a. How Well Sports and Recreation Programs Meet the Needs of Households

by percentage of respondents with a need for programs



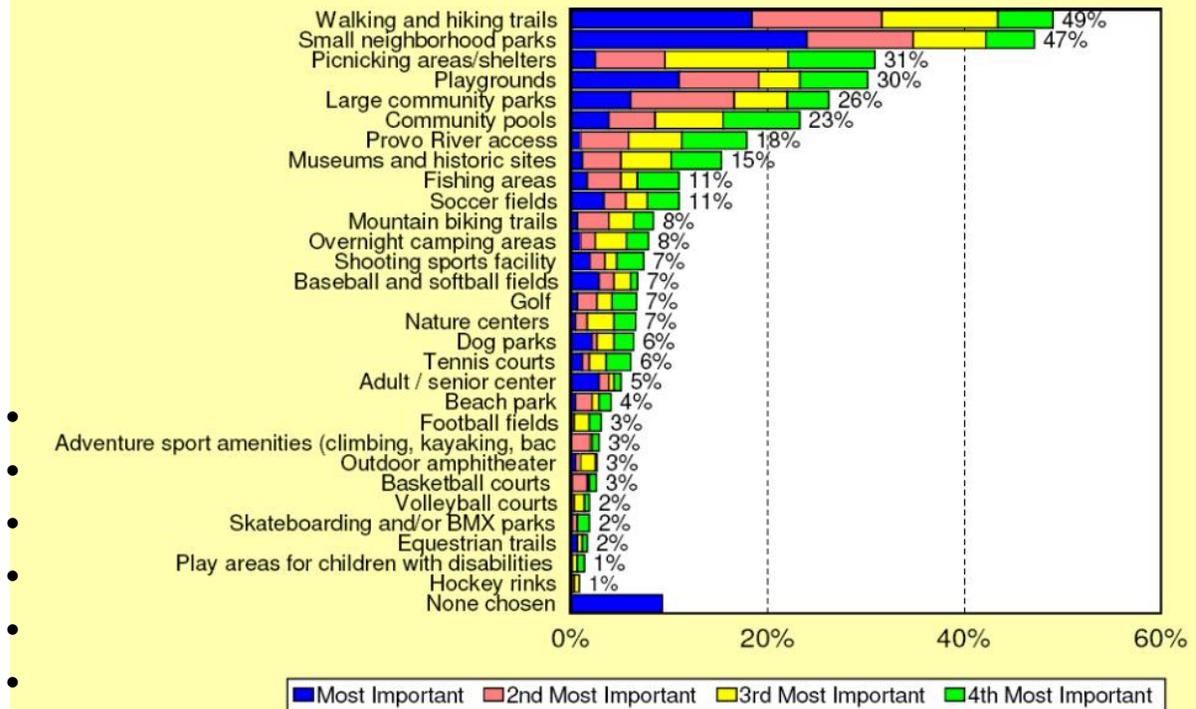
Source: Leisure Vision/ETC Institute (May 2012)

FACILITIES MOST IMPORTANT TO DEVELOP

- Walking and hiking trails and small neighborhood parks dominated the park and recreation facilities that respondents indicated were most important to be developed in Provo. This was followed by picnicking areas/shelters, playgrounds and large community parks. Other facility types ranked very closely to each other.

### Q11. FOUR Facilities That Are Most Important to Respondent Households

by percentage of respondents who selected the item as one of their top four choices

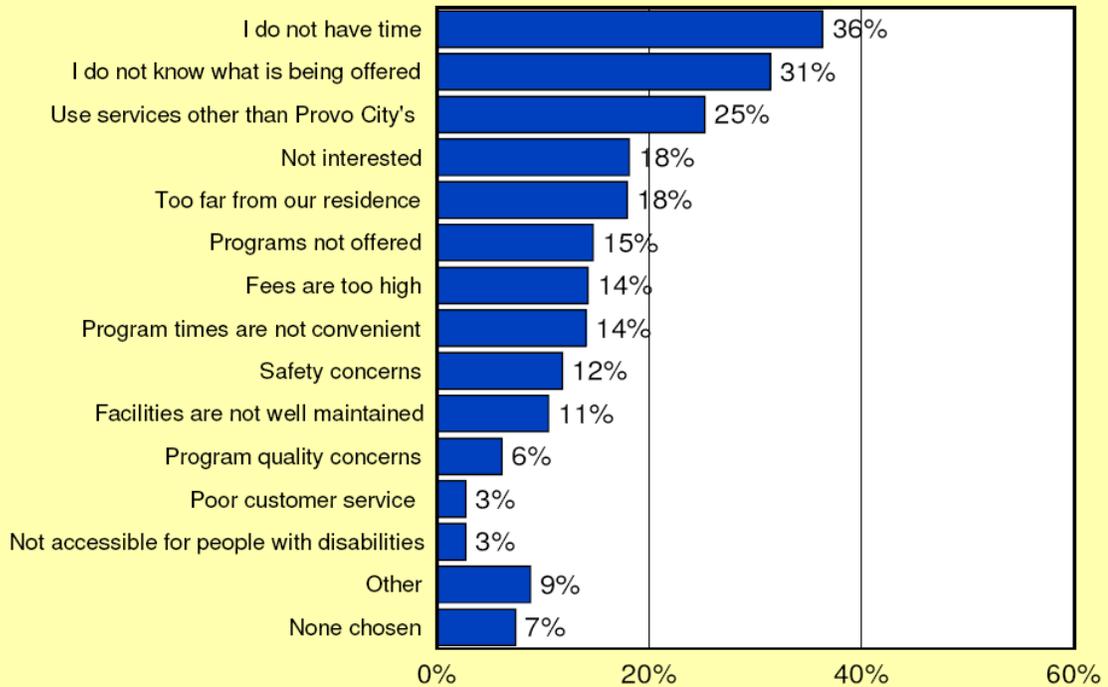


Source: Leisure Vision/ETC Institute (May 2012)

- Lack of time and awareness are the major reasons respondents indicated as to why they or members of their household did not use Provo Parks and Recreation facilities more often. A sizeable proportion of respondents also indicated that they utilize recreation services other than that of Provo, which is not surprising with the presence of large universities and a neighboring city that also are significant providers in the region's recreation market.

### Q17. ALL Reasons Why Households Do Not Use Provo City Parks, Recreation Facilities, Open Space Areas, or Programs More Often

by percentage of respondents (multiple choices could be made)



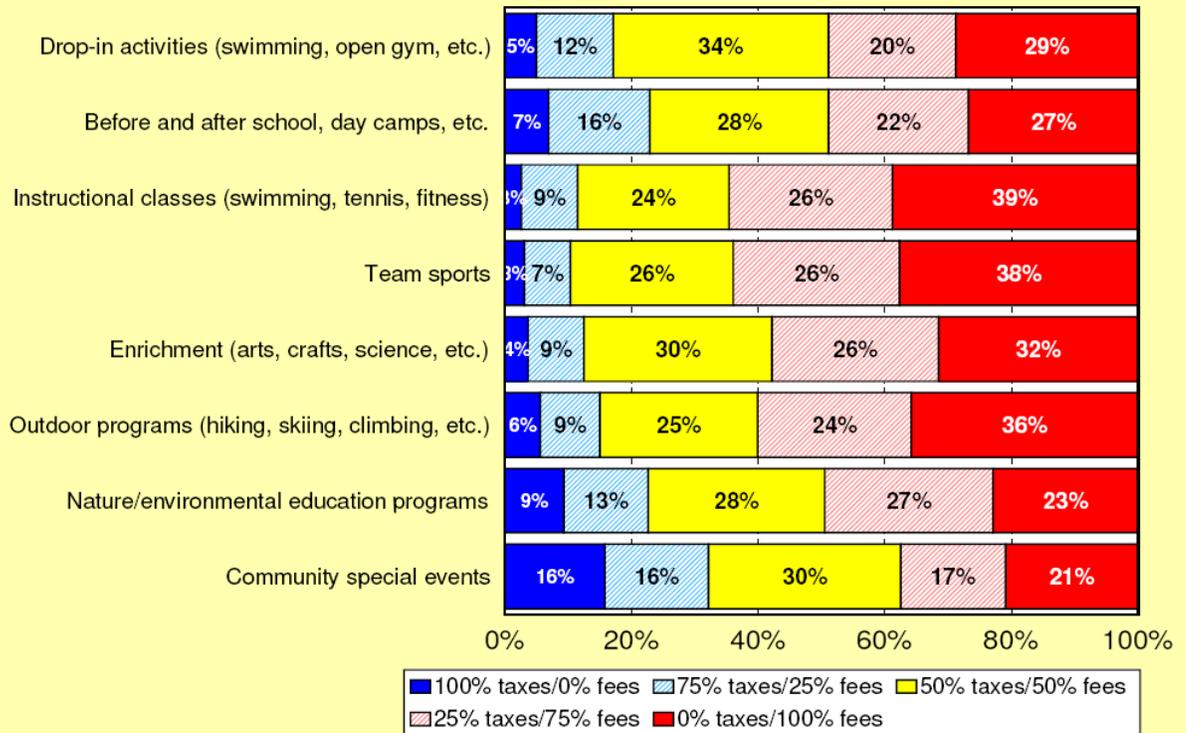
Source: Leisure Vision/ETC Institute (May 2012)

COMMUNITY AND FUNDING SUPPORT

- Respondents provided useful feedback to how the costs of providing programs and services should be supported by either public subsidy or user fees. Community special events received the highest level of support for public subsidy, while instructional classes, team sports, and outdoor programs received the highest response rate for being mostly supported by user fees.

## Q8. How Respondents Feel the Costs Required to Run the Following Activities/Recreation Programs Should be Paid

by percentage of respondents

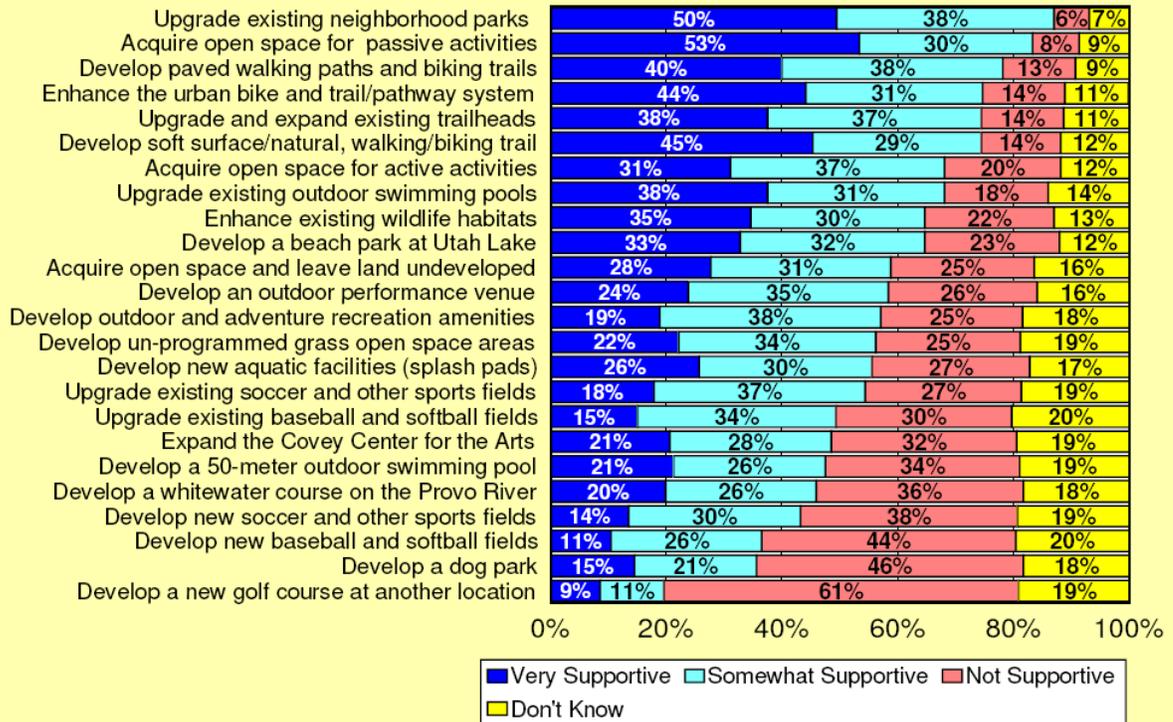


Source: Leisure Vision/ETC Institute (May 2012)

- Additionally, programs serving people with disabilities, low-income families, and seniors have the highest support for the highest level of public subsidy.

## Q15. Level of Support to Improve and Expand Parks and Recreation Facilities in the City

by percentage of respondents

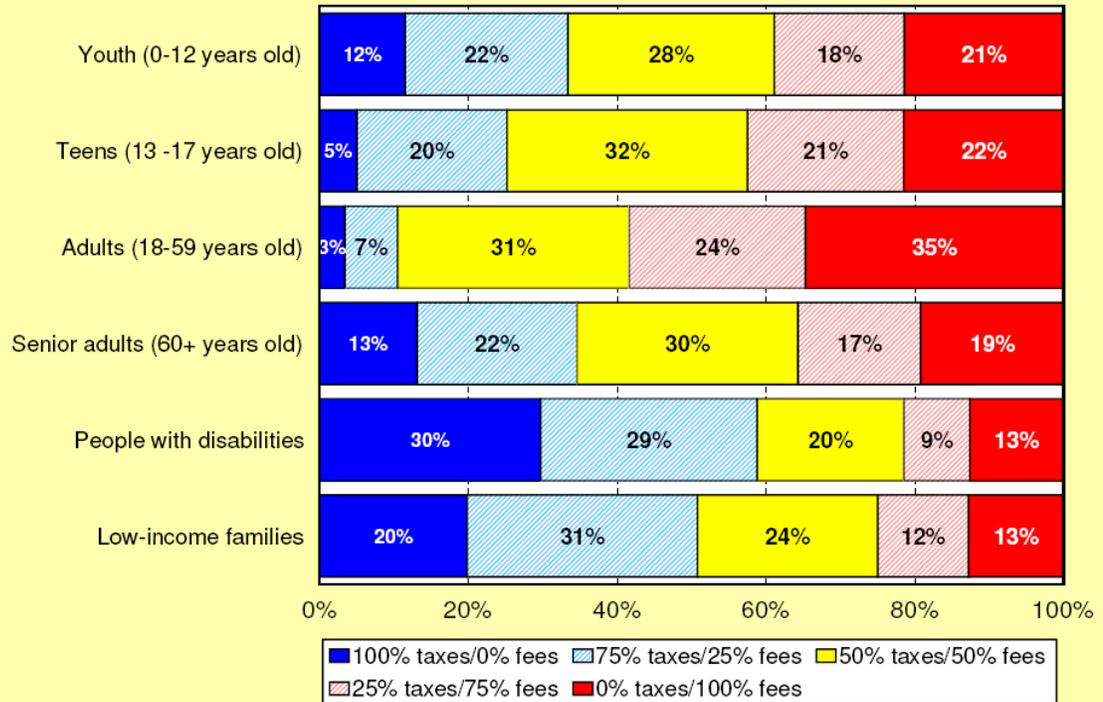


Source: Leisure Vision/ETC Institute (May 2012)

- Programs serving adults aged 18-59 years have an overwhelming high level of responses to be largely supported by user fees.

## Q9. How Respondents Feel the Costs Required to Run Activities/Programs Should be Paid, Based on Age and Population

by percentage of respondents

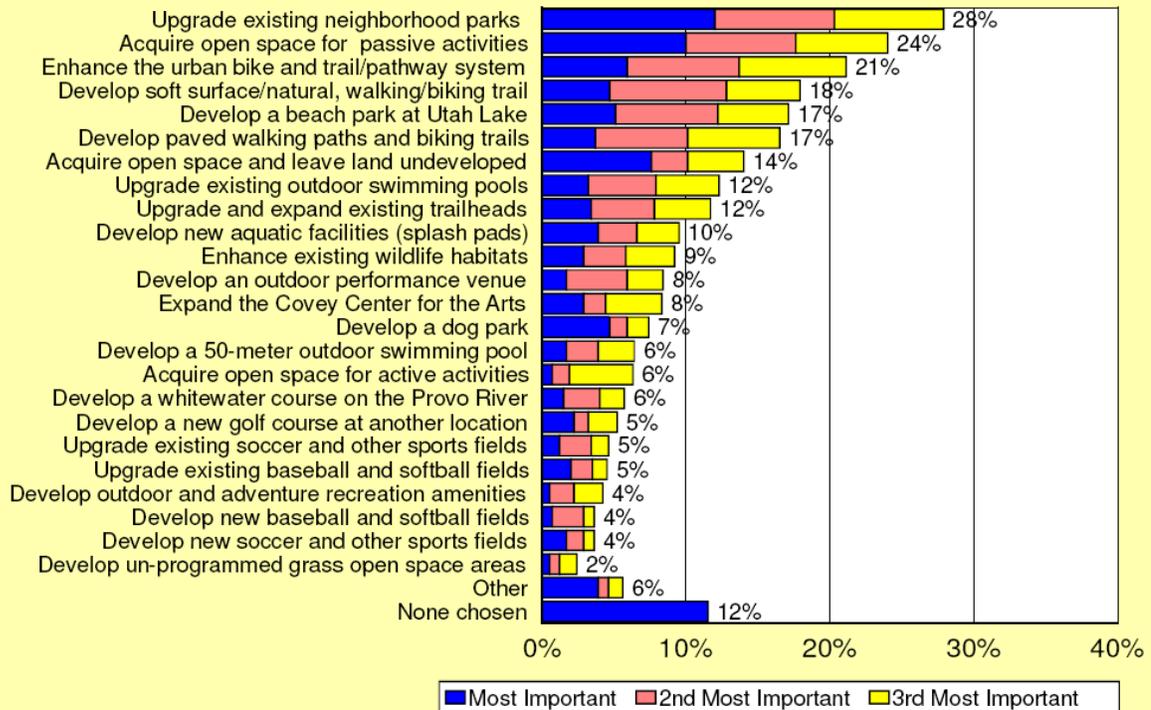


Source: Leisure Vision/ETC Institute (May 2012)

- The highest response for actions respondents would support was to acquire additional open space, upgrade existing neighborhood parks, and trail-related enhancements. The lowest level of support was attributed to development of a new additional golf course in another location.

## Q16. THREE Actions That Are Most Important to Respondent Households

by percentage of respondents who selected the item as one of their top three choices

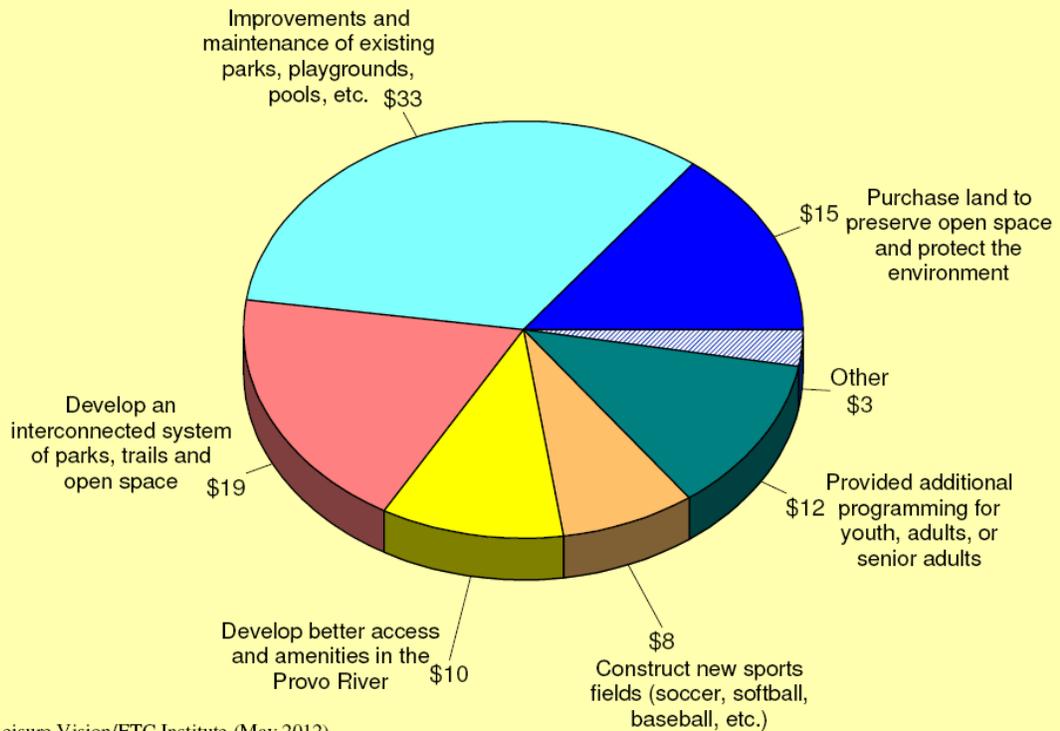


Source: Leisure Vision/ETC Institute (May 2012)

- When respondents were asked to prioritize city spending in parks and recreation, the largest areas of support were for improving and maintaining existing parks, playgrounds and pools; to develop an interconnected system of parks, trails and open space; and to purchase land to preserve open space and protect the environment.

## Q19. Ways in Which Respondents Would Allocate \$100 of City Revenues Among the Following Categories

by percentage of respondents

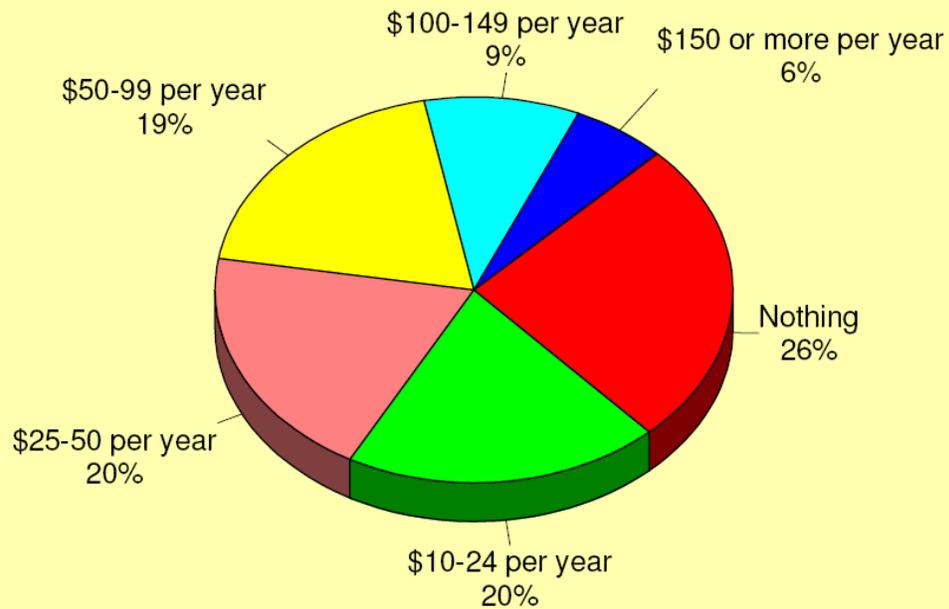


Source: Leisure Vision/ETC Institute (May 2012)

- Respondents were asked to indicate the maximum amount of increased property taxes they would support to fund parks, trails, sports and recreation facilities most important to their household. Seventy-four percent (74%) of respondents selected they would support some increase in their property tax, with the ranges of \$10-24 and \$25-50 per year having the highest response rates.

## Q20. Maximum Amount of Increased Property Taxes Respondents Are Willing to Pay to Fund Parks, Trails, Sports and Recreation Facilities Most Important to Their Household

by percentage of respondents

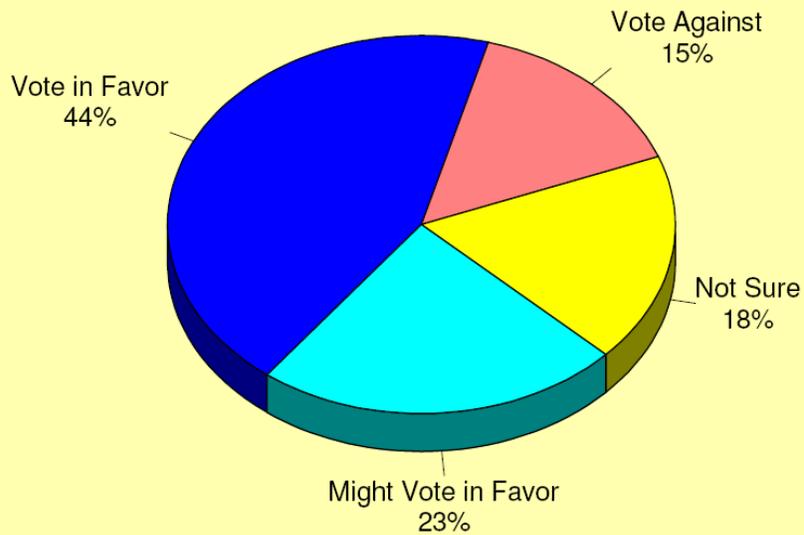


Source: Leisure Vision/ETC Institute (May 2012)

- Sixty-seven percent (67%) of respondents indicated they would definitely or might vote in favor of a 1/10<sup>th</sup> of 1% sales tax for open space acquisition/protection, the development of trails, parks, arts, and recreation facilities. Only 15% indicated they would not vote in favor of the tax.

**Q21. How Respondents Would Vote for a 1/10 of 1% Sales and Use Tax for Open Space Acquisition/Protection and the Development of Trails, Parks, Arts and Recreation Facilities**

by percentage of respondents

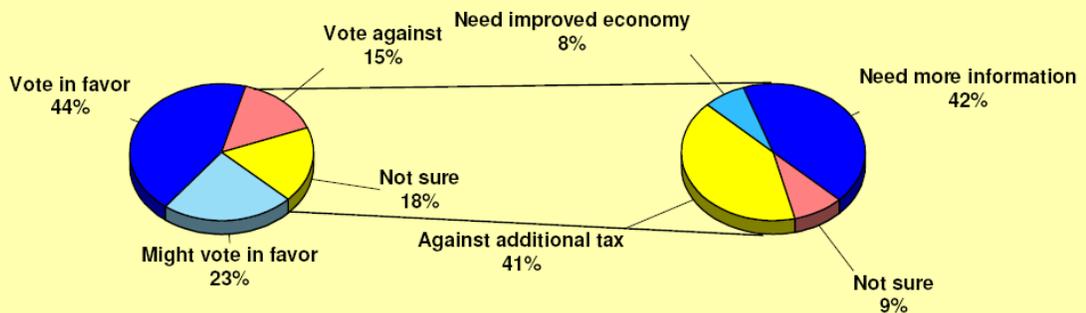


Source: Leisure Vision/ETC Institute (May 2012)

- Of those respondents who indicated they were not sure or would vote against, 50% indicated they either needed more information or needed improved economic conditions as the reason for their current choice. Forty-one percent (41%) selected they were against the additional tax.

**Q21. How Respondents Would Vote for a 1/10 of 1% Sales and Use Tax for Open Space Acquisition/Protection and the Development of Trails, Parks, Arts and Recreation Facilities**  
by percentage of respondents

**Q21a. ONE Major Reason Respondents are Not Sure or Would Vote Against**



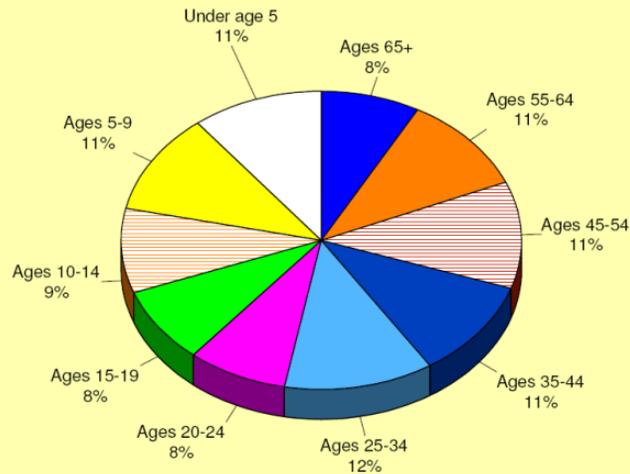
Source: Leisure Vision/ETC Institute (May 2012)

## DEMOGRAPHICS OF SURVEY RESPONDENTS

The demographics of survey respondents resemble the demographic profile of Provo residents, further supporting the validity of the survey sample as representative. The graphs below provide the demographic details of the survey sample.

### **Q22. Demographics: Age of All Persons Living In Household**

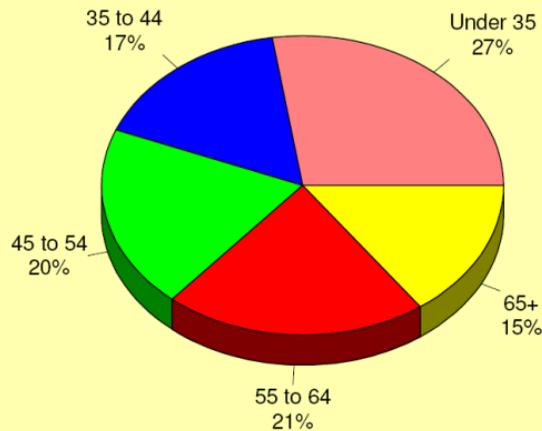
by percentage of respondents



Source: Leisure Vision/ETC Institute (May 2012)

### **Q23. Demographics: Age of Respondents**

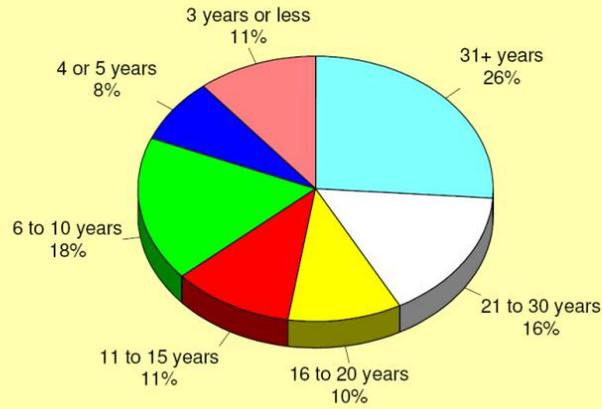
by percentage of respondents



Source: Leisure Vision/ETC Institute (May 2012)

### Q25. Demographics: Number of Years Respondent Has Lived in Provo City

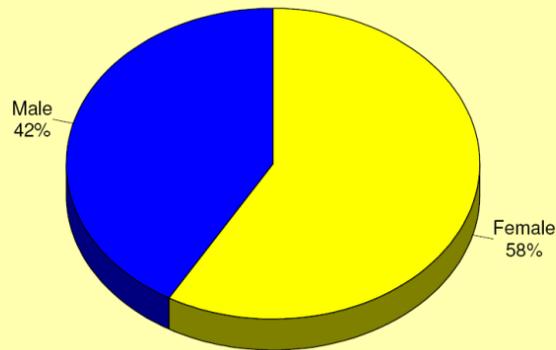
by percentage of respondents



Source: Leisure Vision/ETC Institute (May 2012)

### Q28. Demographics: Gender

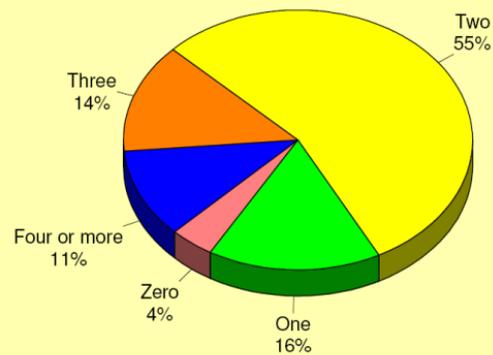
by percentage of respondents



Source: Leisure Vision/ETC Institute (May 2012)

### Q29. Demographics: Number of Registered Voters in the Household

by percentage of respondents



Source: Leisure Vision/ETC Institute (May 2012)

## TRENDS ANALYSIS

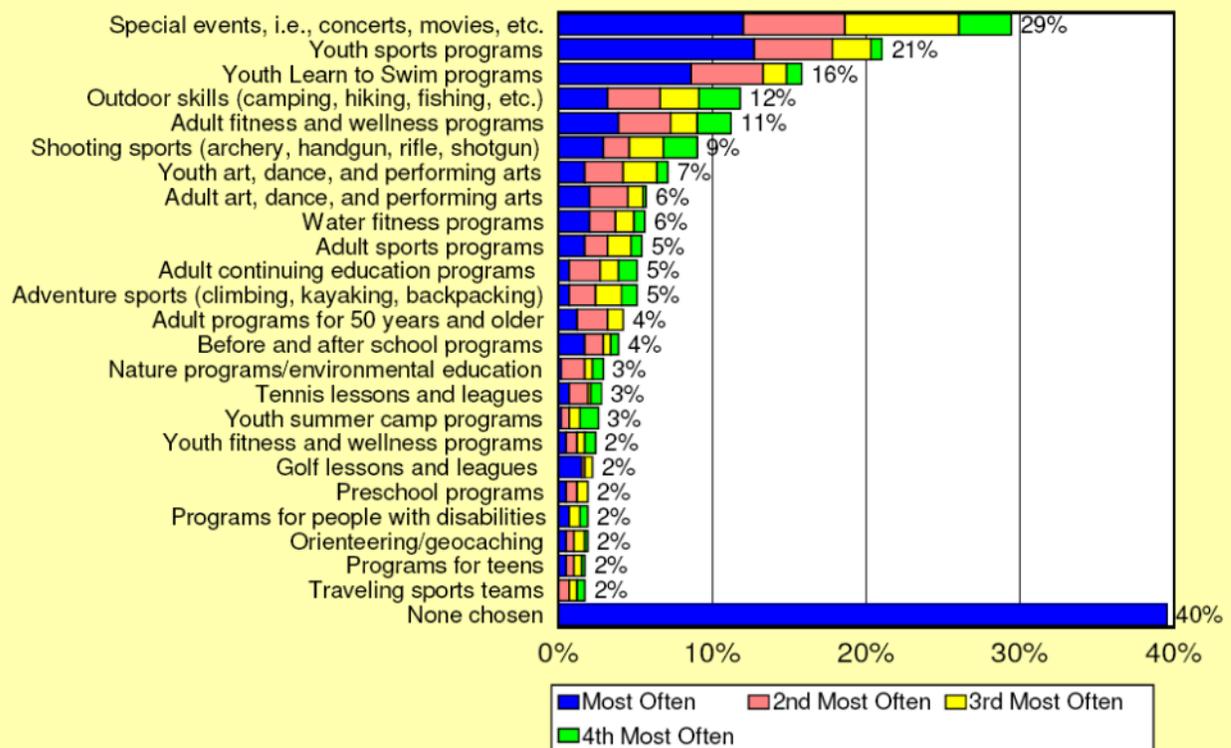
- Utah and many other western states are widely considered to be an outdoor adventure paradise due to its rugged landscapes, pristine wilderness, millions of acres of public lands, and relative remoteness. The parks and facilities of Provo provide diverse experiences including both traditional recreation opportunities and outdoor, nature-based activities. This analysis provides a basic overview of the prevailing trends in the industry locally and nationally that are most relevant to Provo City. Recreation Participation in Provo

The most valuable sources for recreation trends within Provo may be gleaned from the community survey conducted as a component of this master plan. Additional information is also available from participation data from current programs and services of the City. Below are quick facts and data supporting local recreation participation trends.

- Special events, youth sports, and youth learn to swim programs appear to be the activities with the highest household participation rates by respondents who completed the community survey facilitated in early 2012.

### Q14. FOUR Programs in Which Respondent Households Currently Participate Most Often

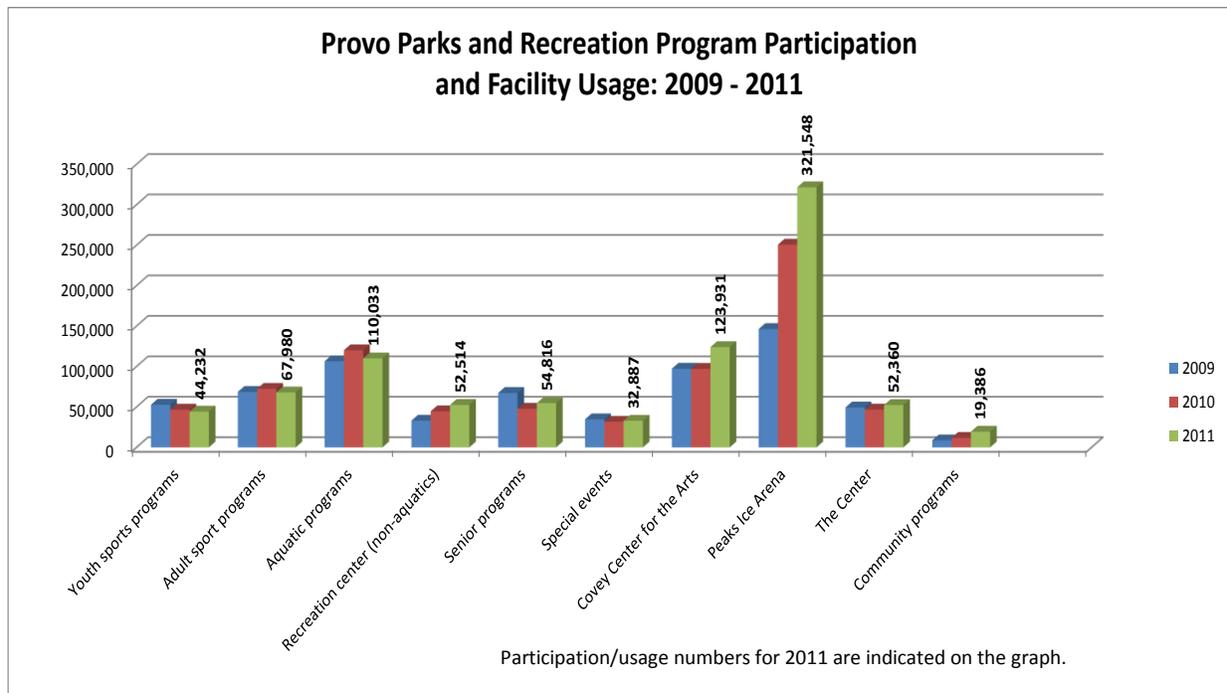
by percentage of respondents who selected the item as one of their top four choices



Source: Leisure Vision/ETC Institute (May 2012)

- Participation data collected by the Provo Parks and Recreation Department indicate that similar results with aquatic programs (includes Youth Learn to Swim), youth sports (includes participation from the Peaks Ice Arena), and programs/events at the Covey Center for the Arts as among the most popular. This data is provided in the table below and the graph on the following page.

	2009	2010	2011	Change from 2009	% change from 2009
Youth sports programs	52,719	46,672	44,232	(8,487)	-16%
Adult sport programs	68,574	72,440	67,980	(594)	-1%
Aquatic programs	106,422	120,047	110,033	3,611	3%
Recreation center (non-aquatics)	33,064	44,641	52,514	19,450	59%
Senior programs	67,326	47,852	54,816	(12,510)	-19%
Special events	34,700	31,675	32,887	(1,813)	-5%
Covey Center for the Arts	97,252	97,139	123,931	26,679	27%
Peaks Ice Arena	146,293	250,654	321,548	175,255	120%
The Center	49,362	46,780	52,360	2,998	6%
Community programs	8,685	11,793	19,386	10,701	123%



Trends from this data are summarized below:

- While youth and adult sports are very popular programs in Provo, these programs have seen slight decreases in participation over the last three years.
- Senior programs have seen the greatest reduction in participation since 2009.
- Participation and usage of the Peaks Ice Arena, the non-aquatic programs of the recreation center, and the Covey Center for the Arts have seen the greatest increase since 2009.

## **OUTDOOR RECREATION IN UTAH**

Utah is a state rich in outdoor recreation resources, and Provo shares many of the statewide recreation trends among local residents. While there is considerable demand for traditional sports in urban Utah, many residents also enjoy outdoor recreation such as trail sports and activities as a part of their daily lives. This summary of current trends in Utah focuses on the recreational activities that are more prominent throughout the State and that are most relevant to the facilities and services of Provo. The data for recreational trends in Utah has been taken from the 2009 Statewide Comprehensive Outdoor Recreation Plan (SCORP), completed by the Utah Department of Natural Resources, Division of State Parks and Recreation in January 2009.<sup>13</sup>

Within the executive summary of the 2009 SCORP, there are several findings that are relevant to local park and recreation systems like Provo:<sup>14</sup>

- Walking for pleasure or exercise was the most popular recreational activity in Utah according to survey respondents.
- Facilities of the highest importance to local communities are camping, city parks, natural areas, and playgrounds.
- Municipality surveys revealed that the highest priority for new facility needs are new parks, new infrastructure at existing parks, new ball fields, more non-motorized trails, and recreation centers.
- Local Utah municipalities have very limited opportunities to receive any additional funding for outdoor recreation projects.

## **PARTICIPATION PREFERENCES**

The Utah SCORP report featured multiple findings about recreational preferences and participation. The table below illustrates the top 20 activities based on participation. The bottom three remained unchanged in this five year period. This data was collected by a statewide sample, and through an additional municipality survey. The table below is an excerpt from the SCORP based on statewide survey results.<sup>15</sup>

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<sup>13</sup>Utah Department of Natural Resources Division of State Parks and Recreation. January 2009. [Utah State Comprehensive Outdoor Recreation Plan.](#)

<sup>14</sup>Utah Department of Natural Resources Division of State Parks and Recreation. January 2009. [Utah State Comprehensive Outdoor Recreation Plan.](#)

<sup>15</sup>Utah Department of Natural Resources Division of State Parks and Recreation. January 2009. [Utah State Comprehensive Outdoor Recreation Plan.](#)

## Recreation Activity Participation in Previous 12 Months Statewide

Activity	Percent Zero Times	Percent One or More Times	Average Including Zero Times	Average Excluding Zero Times
Camping	44.4	55.6	2.88	5.19
Hiking or backpacking	51.1	48.9	5.75	11.75
Mountain biking	77.7	22.3	3.52	15.76
Bicycling, not including mountain biking	58.6	41.4	18.13	43.85
OHV riding	66.4	33.6	7.05	21.01
Rock climbing	89.9	10.1	0.89	8.86
Horseback riding	82.7	17.3	3.20	18.46
Swimming	37.5	62.5	17.01	27.20
Motorized water sports including jet skiing, water skiing, and wake boarding	73.6	26.4	2.14	8.09
Fishing	54.6	45.4	5.25	11.55
Hunting	78.4	21.6	2.41	11.18
Rodeos	73.1	26.9	0.68	2.53
Running	65.5	34.5	29.02	84.15
Picnicking	27.7	72.3	7.46	10.32
Wildlife or bird watching	59.1	40.9	18.69	45.74
Golf	69.9	30.1	6.10	20.27
Walking for pleasure or exercise	13.0	87.0	85.55	98.38
Playground activities	51.6	48.4	18.99	39.21
Court based sports such as basketball, tennis, volleyball, and racquetball	61.0	39.0	12.16	31.21
Field based sports such as outdoor soccer, baseball, softball, and football	63.4	36.6	12.92	35.33

The table on the following page is also an excerpt from the 2009 SCORP that summarizes the same activities by the seven different planning regions of the state. Provo is located in the Mountainland District as highlighted.<sup>16</sup>

<sup>16</sup>Utah Department of Natural Resources Division of State Parks and Recreation. January 2009. [Utah State Comprehensive Outdoor Recreation Plan](#).

# Recreation Activity Participation in Previous 12 Months

Activity	Planning Districts						
	Bear River	Five County	Mountain land	Six County	South eastern	Uintah Basin	Wasatch Front
	Percent One or More Times Activity Performed/ Average Number (Including Zero Times) of Activity Participation per Household						
Camping	60.0 3.5	56.0 3.3	58.3 3.1	60.9 3.4	61.9 5.3	69.3 5.4	53.4 2.5
Hiking or backpacking	48.4 5.6	55.2 7.6	55.1 6.2	42.5 3.2	45.5 10.2	45.6 5.0	46.7 5.4
Mountain biking	21.5 3.4	17.1 3.2	28.1 4.5	11.3 3.6	13.5 2.7	15.0 1.4	22.2 3.4
Bicycling, not including mountain biking	43.4 23.8	36.7 16.4	44.2 16.0	36.2 26.3	26.6 15.8	34.3 14.7	41.8 18.4
OHV riding	40.4 9.2	45.7 13.9	36.4 5.8	56.1 25.0	55.9 14.5	50.1 16.0	28.3 5.1
Rock climbing	12.3 0.5	13.6 1.2	11.5 0.8	9.9 0.5	14.3 0.9	7.9 0.4	8.9 1.0
Horseback riding	21.8 12.3	22.2 6.6	19.2 1.6	26.8 7.7	23.7 7.4	32.8 0.4	14.6 1.9
Swimming	63.9 17.8	63.3 27.1	67.0 20.0	50.8 14.6	52.0 17.2	53.8 14.7	62.0 14.9
Motorized water sports including jet skiing, water skiing, and wake boarding	28.0 2.7	31.9 3.3	30.7 2.6	24.5 3.0	19.0 1.6	28.8 3.0	24.5 1.7
Fishing	48.7 6.7	52.1 7.2	46.6 5.4	57.1 7.5	57.0 9.1	70.4 12.8	42.3 4.4
Hunting	24.7 2.9	27.1 4.1	21.0 1.4	37.2 5.5	35.6 5.9	49.1 5.2	18.8 2.1
Rodeos	36.4 1.0	30.3 0.9	28.2 0.6	39.4 1.1	34.0 1.3	48.5 2.0	23.8 0.6
Running	34.6 28.4	30.2 28.5	42.0 40.6	24.9 16.8	23.1 22.6	24.6 20.5	33.6 26.4
Picnicking	77.0 7.2	71.0 7.0	75.9 7.4	68.3 6.8	72.1 7.1	74.1 8.4	70.9 7.6
Wildlife or bird watching	28.8 25.1	42.9 30.8	44.2 20.1	46.7 37.6	51.6 39.6	50.3 29.4	37.9 14.2
Golf	32.4 9.4	31.2 10.6	32.9 5.2	21.9 5.2	21.4 4.5	22.5 6.5	29.8 5.6
Walking for pleasure or exercise	87.4 98.4	85.1 106.2	86.1 86.0	78.8 91.5	80.4 84.2	77.1 78.3	88.3 81.3
Playground activities	51.5 17.5	42.8 14.1	52.5 22.4	43.0 23.1	41.9 18.0	43.0 16.0	48.2 18.6
Court based sports such as basketball, tennis, volleyball, and racquetball	41.5 19.8	35.4 14.8	42.1 15.4	33.7 17.1	31.4 13.3	35.7 10.5	38.7 9.8
Field based sports such as outdoor soccer, baseball, softball, and football	40.9 14.6	33.4 15.3	42.3 12.8	36.7 11.9	33.5 11.1	38.9 11.8	34.7 12.7

Note: The top three most -performed activities for each planning district are represented by bold text.

The statewide survey conducted as a component of the 2009 SCORP also focused on measures of importance and of satisfaction with different types of recreation facilities. As seen in the table below taken from the SCORP report, the following key results are relevant to this master plan<sup>17</sup>:

- City parks, natural areas, playgrounds, and camping areas are the most important recreation facilities for residents in the Provo region.
- Of all the most important facilities, residents have the least satisfaction with the availability of natural areas and camping areas.

<b>Recreation Facilities – Importance and Satisfaction</b>							
Facility	Planning Districts						
	Bear River	Five County	Mountain land	Six County	South eastern	Uintah Basin	Wasatch Front
<b>Percent of Respondents Reporting These Facilities as Being of High Importance to the Community</b>							
Camping areas	69.9	65.3	71.2	75.1	80.3	82.2	67.6
Paved trails	38.6	53.6	54.4	36.2	37.8	32.5	51.2
Natural areas	70.3	73.1	77.3	69.7	75.2	74.0	73.9
Swimming pools	59.9	62.2	65.9	55.5	60.4	63.7	63.3
OHV riding areas	39.0	45.1	37.9	65.0	69.4	60.8	32.0
Hiking trails	52.9	62.8	61.9	48.2	53.5	46.8	60.9
Playgrounds	75.1	69.1	73.8	71.0	69.5	73.3	71.8
Picnic pavilions	59.6	59.6	67.0	62.7	59.3	65.7	62.5
City parks	78.7	75.5	79.4	75.2	72.1	72.8	80.9
Outdoor ball fields	66.2	57.6	59.4	66.9	65.0	69.3	55.5
Ball courts	52.2	47.6	46.7	58.0	51.9	56.1	47.3
<b>Percent of Respondents Reporting High Satisfaction with Availability of These Facilities</b>							
Camping areas	49.9	55.5	49.2	67.6	64.3	73.7	44.4
Paved trails	26.6	54.2	46.9	27.3	34.5	28.9	44.2
Natural areas	55.4	67.8	56.5	72.1	69.7	69.4	47.1
Swimming pools	50.8	49.7	54.6	43.5	46.8	42.5	52.2
OHV riding areas	37.0	46.2	32.9	59.6	60.2	46.0	31.2
Hiking trails	44.7	64.2	55.2	43.9	55.9	47.7	51.8
Playgrounds	66.1	61.4	68.1	64.9	62.2	59.9	66.1
Picnic pavilions	60.6	54.8	64.4	57.9	55.6	59.6	61.7
City parks	70.9	67.0	70.8	71.0	69.7	67.2	68.8
Outdoor ball fields	66.0	63.7	64.1	68.0	66.6	64.0	55.5
Ball courts	56.0	46.8	53.3	46.6	48.7	46.6	47.6
<b>Percent of Respondents Reporting High Importance of These Facilities and Low Satisfaction with Their Availability</b>							
Camping areas	29.3	23.7	32.2	20.0	24.0	16.5	33.4
Paved trails	25.8	17.1	27.0	22.7	19.9	19.7	24.5
Natural areas	24.6	17.7	29.3	14.2	15.8	15.5	36.3
Swimming pools	23.3	25.4	22.8	25.3	26.1	30.3	24.5
OHV riding areas	22.3	17.8	23.6	19.4	21.2	27.9	20.1
Hiking trails	21.9	13.6	22.0	19.0	15.7	17.1	22.9
Playgrounds	18.8	21.5	17.8	20.5	20.4	22.7	18.7
Picnic pavilions	18.6	22.0	16.7	20.1	20.4	20.2	16.7
City parks	17.6	19.8	18.2	18.2	16.8	16.2	20.9
Outdoor ball fields	17.3	14.9	14.6	15.0	12.8	17.6	18.0
Ball courts	15.7	18.8	17.0	26.7	22.4	23.9	18.8

<sup>17</sup>Utah Department of Natural Resources Division of State Parks and Recreation. January 2009. [Utah State Comprehensive Outdoor Recreation Plan.](#)

## COMMUNITY BENCHMARKING ANALYSIS

Provo is a unique community in many ways, but it is also insightful to compare the City with other similar jurisdictions for purposes of refining best practices and community standards that are tailored for the City. The following data has been collected and organized by the Consultant Team to support the community benchmarking analysis of this master plan, with sources cited where applicable.

### BENCHMARKING WITH SIMILAR COMMUNITIES

This master plan process included the evaluation and comparison of Provo with a limited set of similar communities in the United States. Based upon a review of community characteristics, City staff approved the following communities to be reviewed in this comparison:

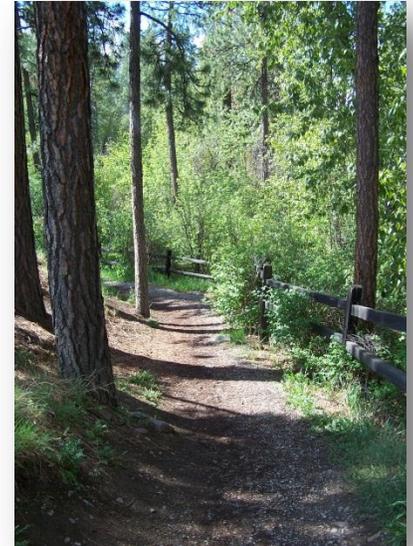
#### 1. Missoula, Montana

Missoula is located in a river valley and surrounded by Montana's grand mountains, and boasts over 3,500 acres of open space and more than 75 miles of trails. Whether you are an elite or recreational outdoor fan; there is something for everybody from trail hiking to kayaking to playing golf. Missoula, also known as the Garden City, in 2010 was awarded and selected as one of the '100 Best Communities for Young People.'

**2010 Population = 66,788**

**Missoula was utilized as a benchmark target for the following reasons:**

- Western city
- Similar geography and topography to Provo
- University town (University of Montana)
- The City Parks and Recreation Department owns and manages sizeable tracts of open space outside the city limits



#### 2. Tempe, Arizona

Tempe residents and visitors enjoy more than 50 parks and facilities, which all have been strategically placed to be within half a mile of most homes in the city. Tempe's warm and enticing climate makes it easy for residents and visitors to enjoy the many recreational activities the area has to offer year around. Papago Park is the heart of the town that offers trails, the Desert Botanical Garden, The Phoenix Zoo, Pueblo Grande Museum and much more.

**2010 Population = 161,719**

**Tempe was utilized as a benchmark target for the following reasons:**

- Western city
- University town (Arizona State University)
- The City Parks and Recreation Department is an industry leader in the management of parks maintenance. In an effort to leverage its resources, Tempe frequently coordinates with the departments of neighboring cities in the greater Phoenix metro area.



## Boulder, Colorado

Boulder is often touted as a recreation mecca, and a community with numerous park and recreation best practices. The 11<sup>th</sup> largest city in Colorado, Boulder is surrounded by natural recreation opportunities year-round, and the City augments this with a superb parks and recreation system. Residents and visitors enjoy over 60 parks, a golf course, three recreation centers, two outdoor pools, and numerous recreation amenities, athletic fields, and sport courts.

**2010 Population = 97,385**

**Boulder was utilized as a benchmark target for the following reasons:**

- Western city
- Similar geography and topography to Provo
- University town (University of Colorado Boulder)
- The City Parks and Recreation Department is strong in programming and partnerships

### 3. Flagstaff, Arizona

Flagstaff, located at an altitude of 7,000 ft, is seen as a lure for the outdoor enthusiast. Many visitors travel to Flagstaff to enjoy more than 700 acres of park land and over 50 miles of trails. The many park acres, trails, rivers and high elevation attract campers, hikers, mountain bikers, and runners. Residents and visitors love the intimate town setting, but enjoy the big offerings of their surroundings. Flagstaff is centered within majestic mountains, roaring rivers, and rugged forests.

**2010 Population = 65,870**

**Flagstaff was utilized as a benchmark target for the following reasons:**

- Western city
- Similar geography and topography to Provo
- University town (Northern Arizona University)
- The City recently completed a master plan process and is addressing growing diversity in the community.

### 4. Sandy, UT

Sandy is located at the base of the Wasatch Mountains and is approximately 30 miles north of Provo. Visitors and residents can enjoy a wide variety of mountain sports and outdoor recreation activities. Sandy boasts more than 30 parks and 50 miles of trails. Whether you want to hit the slopes, hike or play at one of four golf courses, Sandy has something to offer for everyone.

**2010 Population = 87,461**

**Sandy was utilized as a benchmark target for the following reasons:**

- Western city
- Similar geography and topography
- Similar demographics
- The City is a regional peer to Provo



## General Comparisons

The table below details total park acreage (developed and undeveloped) within each benchmark community, and includes an analysis of park land inventory per 1,000 residents as well

System	2010 Population	Total Number of Parks/Facilities	Total Acres	Acres of Undeveloped Land	Total Park Acres Per 1,000
Provo, UT	112,488	92	2,197	1,370	19.53
Missoula, MT	66,788	61	4,234	3,878	63.40
Tempe, AZ	161,719	56	1,865	50	11.53
Boulder, CO	97,385	60	1,810	763	18.59
Flagstaff, AZ	65,870	27	710	566	10.78
Sandy, UT	87,461	52	393	52	4.49

The following findings are summarized regarding Provo in this comparative set of communities:

- Provo features the largest number of parks and recreation facilities of all the benchmark communities, but is second to Missoula in total park acreage.
- While Missoula features more total park acreage, this is largely due to significant amounts of undeveloped open space in the City's inventory. Tempe and Boulder have the largest amount of developed park lands.
- Provo ranks second among the benchmark communities for total overall acres compared to the local population with 19.53 acres per 1,000 residents.
- Provo features nearly five times the amount of total parkland compared to the regional peer of Sandy, Utah.

#### TRAILS

The table below depicts the results of the benchmark analysis involving trails and pathways in each community. The following findings are summarized regarding Provo in this comparative set of communities:

- Provo ranks in the middle of this comparative set of communities for total number of trail miles, including on the analysis of total miles per 1,000 residents. Provo is fourth among six communities following behind Missoula, Boulder, and Sandy in the amount of trails compared to the size of the resident population.

System	Miles	Paved	Natural	Total miles per 1,000 residents
Provo, UT	64	33	31	0.57
Missoula, MT	78	33	45	1.17
Tempe, AZ	75	15	60	0.46
Boulder, CO	108	15	93	1.11
Flagstaff, AZ	53	26	27	0.80
Sandy, UT	51	16	35	0.58

- Provo features 0.57 miles of trails for every 1,000 residents.

- Provo has among the lowest ratios of natural surface trails to paved trails in this comparative analysis as the only community with less natural surface trails than paved trails. Funding and Budgeting

The table below depicts the results of the benchmark analysis involving funding for parks and recreation in each community. Operating expenses and revenues have been rounded to the nearest hundred thousand.

The following findings are summarized regarding Provo in this comparative set of communities.

- Provo’s 37% operational cost recovery of expenses by earned revenues ranks third.
- Provo’s net annual cost for the City’s park and recreation services per resident is second lowest in this comparison.

### NATIONAL BENCHMARKING

This data is taken from the National Recreation and Park Association (NRPA) 2009 Operating Ratio Study –

System	Operating Expenses	Earned Revenue	Net Operating Cost	Cost Recovery	Net Annual Cost per Resident
Provo, UT	\$9,400,000	\$3,500,000	\$5,900,000	37%	\$52.45
Missoula, MT	\$4,800,000	\$1,300,000	\$3,500,000	27%	\$52.41
Tempe, AZ	\$15,900,000	\$7,146,000	\$8,754,000	45%	\$54.13
Boulder, CO	\$24,600,000	\$8,200,000	\$16,400,000	33%	\$168.41
Flagstaff, AZ	\$6,500,000	\$1,300,000	\$5,200,000	20%	\$78.89
Sandy, UT	\$7,600,000	\$3,600,000	\$4,000,000	47%	\$60.73

Agency Performance Report (July 2009) and the Parks and Recreation National Database Report (2012). Not all data from these reports are detailed below, but a selected sample that is most relevant to the Provo Parks and Recreation Master Plan project. Additionally, data is reported for respondent agencies with jurisdiction populations of 2,500 or more residents per square mile. Based on 2010 census results, Provo features a population density of 2,697.6 people per square mile. Provo is one of the most densely populated metro areas of its size in the United States and due to progressive planning expects to become even denser within the next 10 years.

### GOVERNANCE

- **Does your agency have a board/commission?**
  - Yes = 89.2%
  - No = 10.8%
  - PROVO = YES
- **If your agency has a board, is it a governing board or advisory board?**
  - Governing = 49.3%
  - Advisory = 50.7%
  - PROVO = ADVISORY

### LAND INFORMATION

- **How many acres of land does your agency own?**
  - Lower Quartile = 218

- Median = 550
- Upper Quartile = 1,618
- PROVO = 2,197 acres
  
- **How many acres of land does your agency maintain and/or have management responsibility over?**
  - Lower Quartile = 218
  - Median = 557
  - Upper Quartile = 1,877
  - PROVO = 2,197 acres
  
- **What percentage of your acreage is undeveloped?**
  - Lower Quartile = 3.0%
  - Average = 23.8%
  - Median = 16.0%
  - Upper Quartile = 37.3%
  - PROVO = 62.3%
  
- **How many individual parks or sites does your agency maintain and/or have management responsibility over?**
  - Lower Quartile = 15
  - Median = 35
  - Upper Quartile = 71
  - PROVO = 92

## **BUDGET AND STAFFING**

- **Agency Operation Expenditures (2011)**
  - Lower Quartile = \$1,854,444
  - Median = \$5,125,010
  - Upper Quartile = \$17,114,754
  - PROVO = \$6,500,000
  
- **Agency Revenues (2011)**
  - Lower Quartile = \$1,371,389
  - Median = \$4,545,000
  - Upper Quartile = \$12,472,091
  - PROVO = \$1,400,000
  
- **Number of Full-time Equivalent Employees (2011)**
  - Lower Quartile = 31.0
  - Median = 85.9
  - Upper Quartile = 221.7
  - PROVO = 111
  
- **Agency Revenues as a Percentage of Operation Expenditures (2011)**
  - Lower Quartile = 23.3%
  - Median = 43.8%
  - Upper Quartile = 101.3%
  - PROVO = 22%

## SUMMARY OF BENCHMARKING COMPARATIVE ANALYSIS

The following summary of the Provo Parks and Recreation Department is based on the comparative analysis with similar communities and national benchmarking data obtained from the National Recreation and Park Association.

- **Governance** – Provo is similar to many agencies in like communities around the United States with an advisory board or commission that is appointed by the City Council.
- **Lands and Facilities** – Provo is a large municipal park system with a high percentage of undeveloped lands within the inventory. While Provo compares similarly to like communities such as Missoula, Montana, and Boulder, Colorado, on the number of parks and amount of acreage managed within the parks system, Provo is significantly above the upper quartile of respondent municipalities in national benchmarking data.
- **Budget and Staffing** – Provo is somewhat unique among peer and similar municipalities in budgeting and staffing characteristics, however much of this is explained in the type of system Provo manages and the culture of the community. Provo maintains parks and facilities at a very high standard and also features numerous programs and events at very low cost to the participant. As a result, budgetary expenditures of the department are in line with similar communities, but earned revenues are substantially lower and recover only 22% of operating costs. The political and social culture of Provo seems to support the need to maintain certain programs and facilities as accessible to the community at low or no cost as a quality of life attribute.



## PRIORITIZED NEEDS ANALYSIS

This section of the report summarizes the park and program priorities for Provo City from which specific recommendations and strategies will be developed in the *Provo Parks and Recreation Master Plan*. Needs were identified by the Consultant Team based upon industry best practices, and previous analyses:

- Comprehensive site, facility and program assessments
- Extensive public input
- Interviews with leadership and staff of Provo City, local businesses, community leaders and residents.
- Focus groups with key stakeholders, and community leadership
- Demographics and trends analysis user groups,

Each need has been assigned a priority level as primary or secondary to support future project sequencing, investment of public resources, and meeting community expectations. **The priority assignment for each need is not a measure of importance.** Rather, these recommended priorities are a result of both qualitative and quantitative analyses to create and maintain an appropriate balance of focus for the operations. Needs indicated as a primary priority should be considered to be addressed in one to five years, and secondary needs are recommended to be addressed sometime afterwards.

## PRIORITIZED FACILITY NEEDS

Park / Facility	Recommended Priority Assignment
Enhance amenities and equitable distribution of neighborhood	Primary
Enhance park and trail connectivity throughout Provo	Primary
Expand and improve the non-traditional outdoor recreation amenities at parks (camping areas, soft surface trails, etc.)	Primary
Enhance the acquisition and preservation of open space	Primary
Develop more recreational use and access areas to the Provo River	Primary
Enhance the City park and trail signage program	Primary
Develop a dog park	Primary
Resurface aged parking lots	Primary
Resurface trails	Primary
irrigation	Primary
Fencing, lighting, restrooms, tennis courts	Primary
Develop a beach park	Secondary
Improve existing and develop new ball field diamonds	Secondary
Improve existing and develop new multi-use rectangular sports fields	Secondary
Improve existing and develop new picnic areas and pavilions/shelters	Secondary
Improve existing and develop new playgrounds	Secondary

Develop an additional special event venue

**Secondary**

Develop amphitheaters

**Secondary**

## PRIORITIZED PROGRAM NEEDS

Program	Recommended Priority Assignment
Enhance programs that promote safe use of parks and trails in the community	Primary
Enhance the availability and diversity of youth sports and recreation programs	Primary
Enhance the availability and diversity of adult fitness and sports programs	Primary
Enhance the availability and diversity of aquatic programs, particularly those serving youth and those that provide aquatic fitness for adults	Primary
Enhance programs available to and targeted at the needs of older adults and	Primary
Develop stronger and more consistent programming providing instruction and exposure to non-traditional outdoor recreation and adventure activities	Primary
Enhance partnerships to engage alternative providers building a network of recreational opportunities in the	Primary
Enhance the volunteer program to support the operational costs and labor demands of the Parks and Recreation Department	Primary
Develop partnered programs that focus on the health and lifestyles of residents	Secondary
Improve the quality and diversity of programs for residents with special needs through partnerships	Secondary
Develop and support programs that celebrate the significance of natural and cultural resources of Provo (i.e. interpretive signage, naturalist programs,	Secondary
Enhance programs that will engage whole families in recreational experiences	Secondary
Support programs that promote and draw tourism to the community	Secondary



## Our Plan for the Future

### INTRODUCTION

This section of the *Provo Parks and Recreation Master Plan* contains the detailed recommendations and strategies for maintaining and evolving the City's parks and recreation system over the next 20 years. The recommendations and strategies featured in this master plan are organized into the following areas of focus:

1. Policy and Procedure Recommendations
2. Partnership Management Recommendations
3. Park Classifications and Level of Service Standards
4. Program Management Recommendations
5. Site and Facility Recommendations
6. Maintenance Management Recommendations
7. Funding and Finance Plan
8. Implementation and Action Plan

### POLICY AND PROCEDURE RECOMMENDATIONS

The recommendations contained in this section are derived from a thorough review of the administration and management of the Department, the culture and values of Provo, and best practices in the parks and recreation industry from around the nation.

Many of the policy and goal recommendations in this master plan remain from the previous parks and recreation master plan completed for Provo in 1994 with refinements based on changed circumstances since that plan was completed 19 years ago.

Additional policy and goal recommendations are derived from Downtown Master Plan, 2030 Vision Plan, Bicycle Facility Plan and other plans.

### POLICY RECOMMENDATIONS

The following policy considerations require adoption by the Municipal Council, and coordination with other objectives and plans that exist now or may be developed in the future.

#### 1. GOALS OF THE PARKS AND RECREATION DEPARTMENT

**Goal 1:** Provide an equitable system of attractive and accessible parks and recreation facilities that provide a complete range of activities for all age groups and encourage social gathering with an emphasis on Downtown

**Goal 2:** Encourage and provide increased public access to natural amenities such as the Provo River, Utah Lake, Rock Canyon, Slate Canyon, Provo Canyon, and mountain open space.

**Goal 3:** Protect and enhance Provo's cultural, historic, and architectural resources.

**Goal 4:** Promote efficiency and resource conservation in the selection, design, operation and maintenance of parks and recreation facilities.



**Goal 5:** Create the development of, and encourage the use of, trails and sidewalks for walking and bicycling as alternative modes of transportation and for recreation.

**Goal 6:** Provide a well-rounded selection of recreation programs and activities that will provide uplifting, healthful, enjoyable, and personally satisfying experiences for Provo City residents of all ages.

**Goal 7:** Pursue special events of regional, statewide, national, and international significance to intensify community pride, enhance economic development, and assist in providing lasting facilities to be used by City residents.

**Goal 8:** Strengthen the role of the cultural arts in recreation programming.

**Goal 9:** Maintain progressive urban forestry and community beautification programs including the aesthetic improvement of medians and gateways as well as increasing the tree canopy by planting large, long-lived shade trees.

**Goal 10:** Develop funding sources and strategies to supplement appropriation from the City General Fund to provide parks and recreation facilities.

**Goal 11:** Utilize Crime Prevention through Environmental Design techniques to prevent crime, enhance vision, increase safety yet maintain aesthetic elements of landscapes

**Goal 12:** Provide a burial park that meets the needs of the citizens in times of bereavement and which also adds to the beauty and dignity of the community.

**Goal 13:** Acquire property for the purposes of preserving open space.

**Goal 14:** Conduct a feasibility study to evaluate an expansion of facilities at the Covey Center for the Arts.

**Goal 15:** Conduct a feasibility study for the relocation of East Bay Golf Course at the mouth of Provo Canyon

**Goal 16:** Promote the benefits that park, trail and other recreation facilities have on quality of life and personal fitness and wellness.



## **2. ACQUISITION CRITERIA**

A challenge with many current municipal regulations is that the design standards for what constitutes quality park lands are not adequately detailed. Ambiguity has resulted in the dedication of multiple City parks that are largely unusable as public parks. The following recommended changes to City regulations are

intended to improve the quality of donated parklands as usable public parks with meaningful recreational value.

### RECREATION PARKS

If the parcel is intended to become a recreation park, it should provide a benefit to the area. The following questions can help determine the value of the parcel. These questions are relative to the park's classification (pocket, neighborhood, community, or regional) and general location (rural or urban).

#### **Basic Attributes**

1. Is the land of an appropriate size and shape?
2. Is the character of the land (topography, drainage, soils, etc.) appropriate?
3. Does the land have inherent economic value comparable to the lands adjoining it?
4. Is this land suitable, upon development, to provide the recreation experiences needed in the area?
5. Would the use of this land (as guided by its classification) harm the natural environment?

#### **Location**

1. Is the land in an appropriate place?
2. Would this land contribute to the equitable distribution of parks in the planning region?

#### **Access**

1. After dedication, would this land, upon casual observation, be easily identifiable as a public park?
2. Will the land be appropriately accessible to the public?

#### **Developments**

1. Is the supporting infrastructure (utilities, access, etc.) available in the appropriate form and scale needed?
2. Is the land free of infrastructure (high-tension power lines, sewage lagoons, etc.) that would limit appropriate park uses?
3. Is the land free of easements (drainage, effluent disposal, mineral extraction, motorized access, etc.) that would limit appropriate park uses?
4. Does the land have any special cultural or historical significance?

#### **Hazards and Costs**

1. Are there physical hazards, limitations or restrictions that would hinder the intended use of the land?
2. Would the benefits offered by this land outweigh the potential liabilities?
3. Would the benefits offered by this land outweigh foreseeable maintenance costs?

#### **Contribution to the Park System**

1. Does the land complement other nearby park lands?
2. Does the land serve as a linkage or corridor to other park lands?
3. Do non-motorized travel-ways exist between this park and residences, schools, and other parks and open space?

#### **Harmonious Existence with Built Environment**

1. Would the use of this land (as guided by its classification) conflict with adjacent land use?
5. Does adjacent land use conflict with the intended uses of this land?

### CONSERVATION PARKS

If the parcel is intended to become a conservation park, it should provide for the protection of important natural values. The below questions can help determine the value of the parcel.

#### **Physical Landform**

1. Does the land contain a riparian area?
2. Does the land contain unique geomorphic features?
3. Is the landform essentially in its natural state, or can it be returned to such a state?

#### **Flora and Fauna**

1. Does the land serve an important biological purpose in the area?
2. Is the majority of the vegetation native to the area?
3. Is the habitat unique to the area?
4. Does a diversity of plant species exist on the site?
5. Does a diversity of animal species exist on the site?
6. Is the land large enough and of high enough quality to provide self-contained habitat?
7. Does the land provide for wildlife linkages to other habitat areas?
8. Do any sensitive or rare plant or animal species live on or use this land?
9. Does the land buffer adjacent lands that contain sensitive or rare plants or animals?
10. Is the habitat largely unaltered from its natural state, or can it be restored to such a state?

#### **Human Uses**

1. Will human use of this land harm the natural habitat?
2. If the land is intended to serve as a non-motorized linkage to other areas, is it suitable for such a purpose?
3. Does the land provide educational opportunities?
4. Is the land threatened by other uses?

#### **Contribution to the Conservation Land System**

1. Is the land in an area identified as having important resources?
2. Does the land link other conservation lands?
3. Does the land contribute to the diversity of conservation lands in the area?

#### **Harmonious Existence with Built Environment**

1. Does (or will) adjacent land use degrade the naturalness of the land?
2. Will it be possible to prevent intrusions from exotic plants, domestic animals, and other threats?

### **3. DIVESTING CRITERIA**

Another challenge with many current municipal regulations is that criteria for disposal of park lands are not adequately detailed. Ambiguity has resulted City parks that are largely unusable as public parks continuing to be a part of the system. The following recommended changes to City regulations are intended to provide guidelines for the divesting of parklands that do not have meaningful recreational value.

#### RECREATION PARKS

If the parcel is intended to remain a recreation park, it should provide a benefit to the area. The following questions can help determine if the parcel has value as a park. These questions are relative to the park's classification (pocket, neighborhood, community, or regional) and general location (rural or urban).

#### **Basic Attributes**

1. Is the land of an appropriate size and shape?
2. Is the character of the land (topography, drainage, soils, etc.) appropriate?
3. Does the land have inherent economic value comparable to the lands adjoining it?
4. Is this land suitable to provide the recreation experiences needed in the area?
5. Is the use of the land causing harm to the natural environment?

#### **Location**

1. Is the land in an appropriate place?
2. Does the land contribute to the equitable distribution of parks in the planning region?

#### **Access**

1. Is the land, upon casual observation, easily identifiable as a public park?
2. Is the land appropriately accessible to the public?

#### **Developments**

1. Is the supporting infrastructure (utilities, access, etc.) available in the appropriate form and scale needed?

2. Is the land free of infrastructure (high-tension power lines, sewage lagoons, etc.) that would limit appropriate park uses?
3. Is the land free of easements (drainage, effluent disposal, mineral extraction, motorized access, etc.) that would limit appropriate park uses?
4. Does the land have any special cultural or historical significance?

#### **Hazards and Costs**

1. Are there physical hazards, limitations or restrictions that hinder the use of the land?
2. Do the benefits offered by this land outweigh the potential liabilities?
3. Do the benefits offered by this land outweigh current and future maintenance costs?
4. Is the park continually subjected to criminal infestation?

#### **Contribution to the Park System**

1. Does the land complement other nearby park lands?
2. Does the land serve as a linkage or corridor to other park lands?
3. Do non-motorized travel-ways exist between this park and residences, schools, and other parks and open space?

#### **Harmonious Existence with Built Environment**

1. Does the use of this land (as guided by its classification) conflict with adjacent land use?
2. Does adjacent land use conflict with the uses of this land?

### CONSERVATION PARKS

If the parcel is a conservation park, it should provide for the protection of important natural values. The below questions can help determine the value of the parcel.

#### **Physical Landform**

1. Does the land contain a riparian area?
2. Does the land contain unique geomorphic features?
3. Is the landform essentially in its natural state, or can it be returned to such a state?

#### **Flora and Fauna**

1. Does the land serve an important biological purpose in the area?
2. Is the majority of the vegetation native to the area?
3. Is the habitat unique to the area?
4. Does a diversity of plant species exist on the site?
5. Does a diversity of animal species exist on the site?
6. Is the land large enough and of high enough quality to provide self-contained habitat?
7. Does the land provide for wildlife linkages to other habitat areas?
8. Do any sensitive or rare plant or animal species live on or use this land?
9. Does the land buffer adjacent lands that contain sensitive or rare plants or animals?
10. Is the habitat largely unaltered from its natural state, or can it be restored to such a state?

#### **Human Uses**

1. Does human use of this land harm the natural habitat?
2. Does the land serve as a non-motorized linkage to other areas?
3. Does the land provide educational opportunities?
4. Is the land threatened by other uses?

#### **Contribution to the Conservation Land System**

1. Is the land in an area identified as having important resources?
2. Does the land link other conservation lands?
3. Does the land contribute to the diversity of conservation lands in the area?

#### **Harmonious Existence with Built Environment**

1. Does adjacent land use degrade the naturalness of the land?
2. Is it possible to prevent intrusions from exotic plants, domestic animals, and other threats?

#### 4. PARKLAND DONATION ENHANCEMENTS IN MUNICIPAL AND ZONING CODES

The Provo City Municipal Code 3.04 contains provisions for park land dedication and the zoning code contains open space requirements for all development. These provisions limit the dedication of land to the City which in turn has eliminated the donation of less desirable parcels that do not meet the land use goals of the Parks and Recreation Department. The code should be reviewed and potentially updated to include details regarding requirements or priorities for park and open space preservation and development as related to potential land donations. It is recommended to consider the enhancement of the Municipal Code to include the following park land dedication objectives:

1. Preserve and protect wildlife habitat, species of special concern and their habitat, agricultural uses, historical and cultural features, scenic views, natural drainage areas and systems, and other desirable features of the natural environment, such as healthy long-lived trees, topography, significant plant communities, ground and surface water, wetlands, and riparian areas;
2. Provide open space areas for conservation or passive recreation;
3. Provide active recreational areas within neighborhood and community parks for use by residents.
4. Meet the goals of the Provo Parks and Recreation Master Plan;
5. Provide areas for social interaction and livability;
6. Arrange open space to be accessible and functional for use by the residents; and
7. Protect sensitive environmental features and natural areas by providing landscape buffers within open space areas.

#### Recommendations:

1. **Develop design standards to include specific requirements for park design, size and dedication options as a result of subdivision development.**  
Specific design standard examples the City may consider as a starting point for revising subdivision regulations are provided as a supplement to this master plan.
2. **Formalize the alternative for subdivision developers to provide trail development in lieu of parkland dedication or cash-in-lieu donation.**

#### 5. MANAGED COMPETITION - CONTRACTUAL AGREEMENTS

Some park developments and maintenance may be beyond the abilities of the City and must be performed by skilled and organized professionals. On-going contracts may be for mowing, landscape maintenance, tree pruning, or litter control and one time contracts may include well digging, electrical or plumbing installation, landscaping, surveying, architectural drawings, or heavy equipment use.

Currently the Provo Parks and Recreation supplements its work force through a series of contractual agreements. To further leverage its resources the department should consider introducing the concept of managed competition.

Managed competition is the continual analysis of the unit cost to perform work internally against the unit cost to perform work by a contracted vendor. Managed competition requires an understanding of what it costs to perform work at the unit level. Once unit costs are established, the introduction of managed competition will reinforce the concept of performing work in an effective and efficient manner by striving to meet unit cost and level of productivity targets. This will provide the department with the opportunity to strike a balance of total work performed between City staff and that of a contractor. To become more efficient, unit costs will need to be tracked annually and all costs should be outlined and shared with staff so they understand their costs to this level and the concept of managed competition.

## **6. TRAIL RIGHT-OF-WAYS**

Trails along roads and highways are often constructed either within the road right-of-way, or on parcels with negotiated easements. In the case that trails are constructed in right-of-ways, the City should continue to verify ownership of the right-of-way and affected current or future trail. Inter-local agreements regarding trail ownership and maintenance should continue to be established and reviewed annually between the Provo City and other right-of-way owners (private parties, Utah County, State of Utah, or federal) where trails are constructed or accepted by the City that are not within City right-of-ways.

## **7. DISABLED ACCESS**

Development of a quality parks system requires that all users, of all abilities, have access to at least the basic components of that system. Many Provo City parks provide opportunities for the mobility impaired, however a few with older amenities currently do not. Meeting the needs of this population in totality across the system, and the requirements of the Americans With Disabilities Act, will take a number of years. Implementation is based on a system that designates the highest priority park needs as follows:

- Access to the park, including adequate parking, pathways, transitions and trail systems.
- Access to each major site or facility within the park.
- Access to restrooms and drinking fountains.

## **8. RECOGNIZING DONORS**

The City of Provo may receive contributions to offset the money and time needed for park development or enhancements. Local organizations, residents, and businesses that provide assistance should be recognized. While the Parks and Recreation Department does not typically permit advertising in City parks, it may choose to recognize donors, which the following guidelines help address.

- If a number of donors are recognized for general park improvements and maintenance, one sign should be used.
- Any sign recognizing multiple donors should be of a similar size and shape as a sign that names a park or posts regulations.
- Signs recognizing donors should not be brightly colored and should not include business logos unless otherwise approved.
- Donors of specific facilities or structures (such as benches, water fountains, etc.) can be identified, if desired, by a small, unobtrusive plaque or engraving on or near the structure. This identification should not be brightly colored and should not include business logos. Standard specifications for the signs will be set by the City of Provo staff and Municipal Council. These plaques would recognize contributions for facilities added after the park has been established.

## **9. LEASING CITY PARKS**

While City parks are generally available for public use at no charge, there are certain situations when leases for special uses are necessary. This can occur when one individual or group will receive greater benefits from park usage than would the general public, and the general public has no immediate interest in the land.

### TYPES OF LEASES

The following policies will better guide City staff, a future Parks and Recreation Board and Municipal Council in granting leases for City parks. The policies differ depending on the purpose of the proposed lease; whether it is for an optimal recreational use, non-optimal recreational use, or non-recreational use.

## Recreational Uses

It should first be determined if the proposed lease or special permit for recreational use would provide for the optimal use of the park. The determination can be guided by this plan, public comment, and staff assistance. If, after this guidance, uncertainty exists, then the use should be considered non-optimal. Different policies exist for optimal and non-optimal recreational uses.

### Optimal uses

- The City will consider incentives to the lessee to develop and maintain the land as proposed.
- The City will consider a lease or permit for a length of time most desirable to the lessee.
- The land will be leased for a minimal fee to non-profit organizations. A fair rental amount will be charged to for-profit organizations.
- The lessee must have insurance that removes all liability, and indemnifies the City.
- After the lease or permit expires, and is not renewed by decision of either party, the land must be reclaimed to its previous condition.

### Non-optimal uses

- The proposed use must not substantially alter the landscape, nor may it harm the natural environment.
- The lease or permit must be proposed for renewal every year. If an optimal use of the land is proposed at a later date, then the lease for the non-optimal use will not be renewed.
- After the lease or permit expires, and is not renewed by decision of either party, the land must be reclaimed to its previous condition.
- The land will be leased for a minimal fee to non-profit organizations. A fair rental amount will be charged to for-profit organizations.
- The lessee must have insurance that removes all liability from the City.

## Non-Recreational Uses

For all non-recreational uses, the following criteria should be met before granting a lease or special use permit:

- The proposed use must not interfere with a public interest in the land.
- The proposed use must not substantially alter the landscape or harm the natural environment.
- The lease or permit must be proposed for renewal every year. If an optimal use of the land is proposed at a later date, then the lease for the non-optimal use will not be renewed.
- After the lease or permit expires, and is not renewed by decision of either party, the land must be reclaimed to its previous condition.
- The City will charge fair-market value for the lease or permit. Revenue will be used for park development, maintenance, or acquisition in the planning region of the City.
- The lessee must have insurance that removes all liability and indemnifies the City.

## 10. FUTURE SITE OPERATIONS PLANS

The City should perform a preliminary operations plan with cost estimations on any future development of park sites or recreational facilities.

## PROCEDURAL RECOMMENDATIONS

The procedural recommendations address issues that do not require policy or policy action, but are exercised through practices of the Provo Parks and Recreation Department.

### 1. PARTNERSHIP STANDARDS

The success of the Provo Parks and Recreation Department is largely due to working partnerships with non-profit organizations and user groups for, utilization of, and support for, the development of park sites. It is recommended to develop partnership standards for current and future leaseholders and other partners. The following partnership standards are recommended for all current and future leaseholder and partnership agreements:

- All partnerships should require a written working agreement with measurable outcomes that hold each partner accountable to the desired outcomes and will be evaluated by the program on an annual basis.
- Depending on the level of investment made by the partner, the partnership agreement can be limited to months, a year, or multiple years, but should be cautious to offer automatic contract extensions or excessively long terms.
- All partnerships should track direct and indirect costs associated with the partnership investment to demonstrate the level of equity each partner is investing.
- Each partnership should exhibit collaborative planning on a yearly basis; regular communication; and annually reporting to each other's board or owners on how well the partnership is working and the results of their efforts to the taxpayers of Provo.

### 2. MAINTENANCE STANDARDS

It is recommended to develop maintenance standards that can be applied to all City park and recreation sites whether they are managed directly or in concert with lease holders and other partners. These standards do not have to be stringent, but must be consistent in order to protect City assets and provide for the reasonable safety of park and recreation facility users. These maintenance standards are brief examples of high level requirements.

- Establish maintenance standards and service frequency levels for each type of amenity based on established expectations of the visitors to the facility and to meet customer service expectations. These standards can also vary by park or asset type, such as day use facilities, community centers, and regional parks.
- Train City staff and partners on maintenance standards and service frequency levels.
- Upgrade the amenities that have the highest level of use first to keep the sites well valued.
- Seek outside funding and resource support to fund improvements for each park.
- Seek local volunteers to engage in "clean up, fix up" events and days to keep the parks in prime position to support a strong visitor base appeal.
- Inspect sites and facilities on a seasonal basis to evaluate adherence to the maintenance standards 90% of the time.
- Management of forested areas, noxious weeds, and invasive species should be in accordance with the policies and practices detailed by City ordinance, policies of the county and best practices utilized by other notable forest management agencies (local, state, and federal).

*Specific recommendations for maintenance standards are provided in later sections of this master plan.*

### 3. COMMUNICATION PLAN

Among the prevalent findings of the public input process was the need to improve the awareness of City residents of the parks and recreation opportunities available in Provo. It is an important recommendation that the City develop a communication plan for promoting awareness and participation among residents of the City, and the surrounding areas.

Effective communication strategies require the striking an appropriate balance between the content of messaging with the volume of the messaging while utilizing the “right” methods of delivery. The Department has multiple subjects and areas of focus that should be addressed in communications and will need to rely upon multiple types of media to deliver those messages. Similarly, the community must perceive the interconnectedness of this whole messaging process so that it is not received as fragmented and overwhelming communications.

### 4. SOCIAL MEDIA

- **Facebook**

- Provo should focus on on-going engagement
  - Continue with the themed promotional initiatives but provide correct responses to questionnaires posed to the audience
  - Create Facebook Contests and Promotions
- Stay current on every section of the page
  - Update the events listing and provide links to view or sign-up for events
- Highlight staff and Volunteers through Facebook to the users as a way of building familiarity and ensuring reward / recognition

- **Twitter**

- This would be the next most effective social network to add to the marketing mix
- The key to success on Twitter would be to build a personalized relationship with the target audience and create active participation
- Share tweets and information frequently
- Utilize the Social Media and Crowdsourcing intern to actively listen to the users and respond to tweets of the target audience on a regular and timely basis
- Cross promote other initiatives include website, other social networks and offline initiatives
- Keep your tweets short – add Hashtags and most importantly, amplify your message by asking your followers to ReTweet

Based on a study by Buddy Media – Strategies for Effective Tweeting: A Statistical Review, here are some key bits of information for successful engagement

Variable	Detail	Outcome
Time of Tweet	Between 8am – 7pm	30% increase in engagement
Length of Tweet	Less than 100 characters	17% increase in engagement
Using Hash Tags	With Hashtags (#)	200% increase in engagement
	More than 2 Hashtags (#)	17% decrease in engagement
Retweet	Tweet asking followers to Retweet or RT	1200% increase in engagement
	% of Brands asking followers to retweet	1%

Three other social networks that are burgeoning in popularity and impacting social behavior and user engagement are **Google +**, **Pinterest** and **Instagram**.

**Google+**, is the closest competitor to Facebook in terms of overall user adaption, brand awareness and scale of complementary services available to make it a viable social network.

**Pinterest**, where users 'pin' images of designs, ideas and even recipes onto a board that is viewed by their friends / followers, witnessed over 1000% growth year over year based on Nielsen's 2012 Social Media Report findings provided in the trends section earlier in this document.

**Instagram**, is a photo sharing website that is becoming increasingly popular especially with the younger audience. It's acquisition by Facebook also ensures effective integration with the larger social network that one possesses and could be a viable social network for Provo to venture into.

Overall, the keys to social media success include

- Attract attention by provide freebies and offers.
- Use catchy headlines to grab attention
- Ensure content is relevant
- Integration between various media including social networks, online tools, website etc.
- Monitor new trends for social networks to ensure relevance and maximum effectiveness



## **PARTNERSHIP MANAGEMENT RECOMMENDATIONS**

Today's economic climate and political realities requires the Provo Parks and Recreation Department to seek productive and meaningful partnerships to deliver quality and seamless services to meet the needs of the community over the next 20 years. These recommendations provide an overview of opportunities and strategies related to developing partnerships within the community that position the Department as the hub of a network of related providers and partner organizations.

### **POLICY FRAMEWORK**

The initial step in developing multiple partnerships in the community that expand upon existing relationships (i.e. agreements with schools for gymnasiums, classrooms, auditoriums and field usage, etc.) is to have an overall partnership philosophy that is supported by a policy framework for managing these relationships. The recommended policies will promote fairness and equity within the existing and future partnerships while helping staff to manage against what may have caused conflicts internally and externally. Certain partnership principles must be adopted by the Department for existing and future partnerships to work effectively. These partnership principles are as follows:

- All partnerships require a working agreement with measurable outcomes and will be evaluated on a regular basis. This should include reports to the Department on the performance and outcomes of the partnership.
- All partnerships will track costs associated with the partnership investment to demonstrate the shared level of equity.
- Maintain a partnership culture that focuses on collaborative planning on a regular basis, regular communications, and annual reporting on performance and outcomes.

The following policies are recommended to be developed and approved for the Provo Parks and Recreation Department staff to implement over the next several years.

### **PARTNERSHIP POLICIES AND PRACTICES**

Partnerships can be pursued and developed with other public entities such as neighboring cities, schools, colleges, state or federal agencies; private, non-profit organizations; as well as with private, for-profit organizations. There are recommended standard policies and practices that will apply to any partnership, and those that are unique to relationships with private, for-profit entities.

#### **ALL PARTNERSHIPS**

All partnerships developed and maintained by the Provo Parks and Recreation Department should adhere to common policy requirements. These include:

- Each partner will meet with or report to the Provo Parks and Recreation Department staff on a regular basis to plan and share activity-based costs and equity invested.
- Partners will establish measurable outcomes and work through key issues to focus on for the coming year to meet the desired outcomes.
- Each partner will focus on meeting a balance of equity agreed to and track investment costs accordingly.
- Measurable outcomes will be reviewed quarterly and shared with each partner, with adjustments made as needed.
- A working partnership agreement will be developed and monitored together on a quarterly or as-needed basis.

- Each partner will assign a liaison to serve each partnership agency for communication and planning purposes.
- If conflicts arise between partners, the Director of the Provo Parks and Recreation Department along with the other partner's highest ranking officer assigned to the agreement will meet to resolve the issue(s) in a timely manner. Any exchange of money or traded resources will be made based on the terms of the partnership agreement. Each partner will meet with the other partner's respective board or managing representatives annually, to share updates and outcomes of the partnership agreement.

#### **PARTNERSHIPS WITH PRIVATE, FOR-PROFIT ENTITIES**

The recommended policies and practices for public/private partnerships that may include businesses, private groups, private associations, or individuals who desires to make a profit from use of City facilities or programs are detailed below. These can also apply to partnerships where a private party wishes to develop a facility on park property, to provide a service on city-owned property, or who has a contract with the agency to provide a task or service on the City's behalf at Provo Parks and Recreation Department facilities. These unique partnership principles are as follows:

- Upon entering into an agreement with a private business, group, association or individual, the Provo Parks and Recreation Department staff and City leadership must recognize that they must allow the private entity to meet their financial objectives within reasonable parameters that protect the mission, goals and integrity of the City.
- As an outcome of the partnership, the Provo Parks and Recreation Department must receive a designated fee that may include a percentage of gross revenue dollars less sales tax on a regular basis, as outlined in the contract agreement.
- The working agreement of the partnership must establish a set of measurable outcomes to be achieved, as well as the tracking method of how those outcomes will be monitored by the Provo Parks and Recreation Department. The outcomes will include standards of quality, financial reports, customer satisfaction, payments to the City, and overall coordination with the Department for the services rendered.
- Depending on the level of investment made by the private contractor, the partnership agreement can be limited to months, a year or multiple years.
- If applicable, the private contractor will provide a working management plan annually that they will follow to ensure the outcomes desired by the Provo Parks and Recreation Department. The management plan can and will be negotiated, if necessary. Monitoring of the management plan will be the responsibility of both partners. The Provo Parks and Recreation Department must allow the contractor to operate freely in their best interest, as long as the outcomes are achieved and the terms of the partnership agreement are adhered to.
- The private contractor cannot lobby the Provo Parks and Recreation Board or Provo Municipal Council for renewal of a contract. Any such action will be cause for termination. All negotiations must be with the Provo Parks and Recreation Department Director or their designee.
- The agency has the right to advertise for private contracted partnership services, or negotiate on an individual basis with a bid process based on the professional level of the service to be provided.
- If conflicts arise between both partners, the highest-ranking officers from both sides will try to resolve the issue before going to each partner's legal counsels. If none can be achieved, the partnership shall be dissolved.

## **PARTNERSHIP OPPORTUNITIES**

These recommendations are an overview of existing partnership opportunities available to the Provo Parks and Recreation Department, as well as a suggested approach to organizing partnership pursuits. This is not an exhaustive list of all potential partnerships that can be developed, but can be used as a tool of reference for the agency to develop its own priorities in partnership development.

The recommended partnership policies encourage three classifications of partner – public, not-for-profit, and private. This section of the partnership plan further organizes partners within each of these classifications as having an area of focus relevant to the type of service/benefits being received and shared. The following five areas of focus are recommended:

- 1. Operational Partners** – other entities and organizations that can support the efforts at the Provo Parks and Recreation Department to maintain facilities and assets, promote amenities and park usage, support site needs, provide programs and events, and/or maintain the integrity of natural/cultural resources through in-kind labor, equipment, or materials.
- 2. Vendor Partners** – service providers and/or contractors that can gain brand association and notoriety as a preferred vendor or supporter of the Provo Parks and Recreation Department in exchange for reduced rates, services, or some other agreed upon benefit.
- 3. Service Partners** – non-profit organizations and/or friends groups that support the efforts the Provo Parks and Recreation Department to provide programs and events, and/or serve specific constituents in the community collaboratively.
- 4. Co-branding Partners** – private, for-profit organizations that can gain brand association and notoriety as a supporter of the Provo Parks and Recreation Department in exchange for sponsorship or co-branded programs, events, marketing and promotional campaigns, and/or advertising opportunities.
- 5. Resource Development Partner** – a private, non-profit organization with the primary purpose to leverage private sector resources, grants, other public funding opportunities, and resources from individuals and groups within the community to support the goals and objectives of the Provo Parks and Recreation Department on mutually agreed strategic initiatives.

*The table on the following page describes specific types of partnership targets within each of these classifications and areas of focus.*

	Public Partners	Not-for-profit Partners	Private / Enterprise Partners
<b>Operational Partners</b>	<ul style="list-style-type: none"> <li>• City Public Works Department</li> <li>• City Police / Fire Department</li> <li>• Utah County Public Safety / Corrections</li> <li>• Public schools / colleges</li> <li>• City of Orem</li> <li>• Utah County</li> <li>• Utah County Ice Sheet Authority</li> </ul>	<ul style="list-style-type: none"> <li>• Sports league associations</li> <li>• Church organizations</li> <li>• Private schools / colleges</li> <li>• Boys and Girls Club</li> <li>• Home owner associations</li> <li>• Central Utah Recreation and Parks Association</li> <li>• Utah Recreation and Parks Association</li> </ul>	<ul style="list-style-type: none"> <li>• Private service contractors</li> <li>• Private sport and recreation facilities</li> </ul>
<b>Vendor Partners</b>	<ul style="list-style-type: none"> <li>• Public colleges</li> </ul>	<ul style="list-style-type: none"> <li>• Community service organizations</li> <li>• Private schools / colleges</li> <li>• Youth service organizations</li> <li>• <b>Boys and Girls Club</b></li> <li>• Private clubs / associations</li> </ul>	<ul style="list-style-type: none"> <li>• Sport and recreation suppliers / retailers</li> <li>• Private service contractors</li> <li>• Related private businesses</li> <li>• Private sport and recreation facilities and services</li> </ul>
<b>Service Partners</b>	<ul style="list-style-type: none"> <li>• Public schools / colleges</li> <li>• City Police / Fire Department</li> <li>• City Community Service Departments (i.e. Health and Human Services)</li> <li>• Utah County Community Service Departments (i.e. Health and Human Services)</li> <li>• City of Orem</li> <li>• Utah County</li> <li>• Utah County Ice Sheet Authority</li> </ul>	<ul style="list-style-type: none"> <li>• Youth service organizations</li> <li>• Church organizations</li> <li>• Private schools / colleges</li> <li>• Boys and Girls Club</li> <li>• Private clubs / associations (non-profit)</li> <li>• Home owner associations</li> <li>• Sports league associations</li> </ul>	<ul style="list-style-type: none"> <li>• Private sport and recreation facilities and services</li> <li>• Private clubs / associations (for-profit)</li> </ul>
<b>Co-branding Partners</b>	<ul style="list-style-type: none"> <li>• Utah County</li> <li>• State of Utah</li> <li>• City of Orem</li> <li>• Utah County</li> <li>• Utah County Ice Sheet Authority</li> </ul>	<ul style="list-style-type: none"> <li>• Youth service organizations</li> <li>• Church organizations</li> <li>• Boys and Girls Club</li> <li>• Private schools / colleges</li> <li>• Private clubs / associations (non-profit)</li> <li>• Community service organizations</li> </ul>	<ul style="list-style-type: none"> <li>• Sport and recreation suppliers</li> <li>• Sport and recreation retailers</li> <li>• Private service contractors</li> <li>• Related private businesses</li> <li>• Private sport and recreation facilities and services</li> <li>• Health related facilities and services (i.e. medical, insurance, etc.)</li> </ul>
<b>Resource Development Partner</b>		<ul style="list-style-type: none"> <li>• Provo Foundation</li> </ul>	

## **PARK CLASSIFICATION AND LEVELS OF SERVICE ANALYSIS**

There are multiple methods that are frequently used to determine the community need for park and recreation facilities and programs. The most common and universally accepted approach to a level of service analysis originated with the National Recreation and Parks Association (NRPA) in the 1980's when the organization began establishing norms for the amount of park lands or park amenities a community should strive for based on population. The latest NRPA standards published in 1990 compares the supply of facilities against demand, as measured by the total population of a community.<sup>18</sup> These guidelines are typically reflected as the number of facilities or park acreages per a measurable segment of the population. An example of this may be a minimum of 10 acres of total park land for every 1,000 residents.

This master plan update utilizes a level of service analysis to establish reasonable and prudent standards for park lands and park amenities in Provo over the next 20 years. There are specific areas of need where appropriate development of new parks or park amenities, or development of parks should be considered in order to meet the demands and expectations of residents.

## **PARK AND FACILITY CLASSIFICATIONS**

A park and facility classification system must utilize key characteristics or descriptive factors of each site. These include:

- The intent and/or mission of sites,
- Predominant types of site usage, and
- Appropriate performance measures unique to each category of park classification.

Proper integration of a park and facility classification system to organize and distinguish city parks can help to guide the City in the years to come. These classifications are used as a foundation to determine level of service standards of parks and facilities in Provo. In addition, these standards can support the development of a high quality park system by addressing current and emerging recreation trends and public need. The following factors are utilized to distinguish City parks and recreation sites:

1. Park size – Defines the relative size of the park in acres, including ratio of land to per-capita population.
2. Service area – Details the service area of the park as defined by its size and amenities.
3. Maintenance standards - Details the expected standard of maintenance required at the park dependent upon usage levels and degree of facility development.
4. Amenities – Describes the level of facility and/or amenity development that is present.
5. Performance – Establishes performance expectations of the park as reflected in annual operational cost recovery (revenue generation), and annual use of major facilities within the park.

There are 10 types of parks and facilities either owned and/or maintained by Provo City that serve the varied and diverse needs in the community. These points of distinction are reflective of industry best-practices and adopted to improve the organization and management of parks with diverse amenities, aspects and performance measures. Using the criteria above, this master plan establishes classifications for sites based on differences in environment, public use, distinctive maintenance, and habitat management. These classifications are:

1. Pocket Parks

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<sup>18</sup> Lancaster, R.A. (Ed.). (1990). Recreation, Park, and Open Space Standards and Guidelines. Ashburn, VA: National Recreation and Park Association.

2. Greenways/Road Frontage Landscape Areas
3. Trailhead Parks
4. Neighborhood Parks
5. Community Parks
6. Regional Parks
7. Conservation Parks
8. Open Space
9. Recreation and Special Use Facilities
10. Pathways/Trails

The descriptions that follow provide greater detail in the distinguishing qualities of each of the ten (10) major park classifications.

### POCKET PARKS

Pocket parks serve a unique role in the City of Provo by providing open space amenities throughout the community. Pocket parks can vary from being small bump-outs along trails, or unique sites that have a specific purpose but no recreational features. Examples of the latter includes sites such as small botanical gardens, memorial gardens, plazas, or other interpretive monuments in the City.

Pocket parks generally range from 0.1 to 0.5 acres depending on the community and the area.

- **Length of stay:** 15 minutes to one hour experience
- **Amenities:** Basic for picnicking; seating benches; interpretive features where appropriate
- **Revenue producing facilities:** None
- **Programming:** 100% passive
- **Signage:** Limited signage throughout the park
- **Landscaping:** Varies
- **Parking:** Little to no parking
- **Other goals:** Strong appeal to surrounding neighborhoods, or retail / commercial districts; integrated design scheme throughout the park; connectivity to adjacent amenities/developments; safety design meets established standards.

#### Pocket Park Examples:

Powerline Park #3

Powerline Park #4

Roadside Park

Wells Fargo Park

### GREENWAYS / ROAD FRONTAGE LANDSCAPE AREAS

There are numerous landscaped areas within Provo that are maintained by the Provo Parks and Recreation Department that provide aesthetic connectivity within the community. These are often seen as linear greenways along major roadways or landscaped beds in roundabouts. While these may seem as insignificant aspects of the City's park system, they can become significant maintenance responsibilities. In Provo there are currently over 68 acres of greenways and road frontage landscape areas that are managed and maintained by the Department.

#### Greenways / Road Frontage Landscape Areas Examples:

Branbury/Moon River	South States Street Trail
Cottonwood Greenway	Seven Peaks Boulevard Greenway
Foothills Connector Park	Round-about landscaped beds
North University Avenue Greenway	Interstate 15 freeway areas



## TRAILHEAD PARKS

Trailhead parks are small parks at the point where a trail, intended for walking, biking, running and hiking, begin and thereby serve in the functional capacity of providing access to trails.

Trailhead Parks generally range from 0.1 to 0.5 acres depending on the community and the area.

- **Length of stay:** 15 to 30 minutes
- **Amenities:** Basic: benches, picnic tables, bike racks, restrooms, trash receptacles
- **Revenue producing facilities:** None
- **Programming:** None
- **Signage:** Wayfinding (Directional)
- **Landscaping:** Varies
- **Parking:** Minimal
- **Other goals:** Provide easy accessibility to trails system with strong directional signage component. Informational kiosks to communicate park and recreation messaging.

### Trailhead Park Examples:

Geneva Road Trailhead	Rock Canyon Trailhead
Indian Road Trailhead	South Fork Equestrian Trailhead
Lakeshore Bridge Trailhead	Y Mountain Trailhead
2230 North Trailhead	

## NEIGHBORHOOD PARKS

Neighborhood parks are intended to be easily accessible by adjacent neighborhoods and should focus on meeting neighborhood recreational needs, as well as preserving small open spaces in residential or commercial areas. Neighborhood parks are smaller than community or regional parks and are designed typically for residents who live within a one mile radius. Neighborhood parks, which provide recreational opportunities for the entire family, involving a mix of passive and active recreation activities.

Neighborhood parks generally range from 0.5 to 10 acres depending on the community and the area.

- **Length of stay:** 30 minutes to one hour experience
- **Amenities:** Basic amenities for picnicking and for play. Restrooms are common, as well as occasional pavilions/shelters, small turf areas, playgrounds, picnic tables, benches, landscaped areas, and limited sports fields.
- **Revenue producing facilities:** None
- **Programming:** 75% passive 25% active
- **Signage:** Limited signage throughout the park
- **Landscaping:** Landscaping throughout the park
- **Parking:** Limited parking that is appropriate for neighborhood use
- **Other goals:** Strong appeal to surrounding neighborhood; integrated design scheme throughout the park; loop trail connectivity; safety design meets established standards.

### Neighborhood Parks Examples:

Carterville Park	Joaquin Park	Powerline Park #1
Exchange Park	Lakeview Park	Riverside Park
Grandview Park	Maeser Park	Ron Last Park
Harbor Park	Neighborhood Park	Sherwood Hillside Park
	Provost Park	

## COMMUNITY PARKS

Community parks are intended to be accessible to multiple neighborhoods and beyond, and meet a broader base of community recreational needs, as well as preserving unique landscapes and open spaces. Community parks are generally larger in scale than neighborhood parks, but smaller than regional parks and are designed typically for residents who live within a three to five mile (due to Provo’s density, we suggest 3 miles) radius. When possible, the park may be developed adjacent to a school. Community parks often contain facilities for specific recreational purposes: athletic fields, tennis courts, picnic areas, reservable picnic shelters, sports courts, permanent restrooms, large turfed and landscaped areas, and playgrounds. A mixture of passive and active outdoor recreation activities often take place at community parks.

Community parks generally range from 10 to 75 acres depending on the community and available space. Community parks serve a larger area – radius of 5 miles (due to Provo’s density, we suggest 3 miles) – and contain more recreation amenities than a neighborhood park.

- **Length of stay:** Two to three hour experience
- **Amenities:** A signature facility includes: trails, sports fields, large shelters/pavilions, playgrounds, sports courts, water features, public restrooms, parking lots, security lighting, and ball field lighting
- **Revenue producing facilities:** Limited
- **Programming:** 65% percent active; 35% passive
- **Signage:** Limited signage throughout the park
- **Landscaping:** Landscaping throughout the park
- **Parking:** Sufficient to support optimal usage
- **Other goals:** Community parks can include unique amenities or facilities that may draw users from a larger service area.

### Community Parks Examples:

Bicentennial Park	Lions Park	Rotary Park
Fort Utah Park	Memorial Park	Sertoma Park
Harmon Park	North Park	Sunset View Park
Kiwanis Park	Pioneer Park	Timp-Kiwanis Bounous Park
	Riverview Park	



## REGIONAL PARKS

A regional park typically serves multiple communities, residents within a city, or even across multiple counties. Depending on activities and amenities with a regional park, users may travel as many as 45-60 miles or 60 minutes for a visit. Regional parks usually include both the basic elements of a neighborhood park, combined with amenities similar to a community park. In addition, regional parks can feature specialized facilities including, but not limited to athletic facilities, sports complexes, and special event venues. Regional parks range in size from 15 to 150 acres. They should promote tourism and economic development by enhancing the vitality and identity of the entire region.

- **Length of stay:** Two hours to all day experience
- **Amenities:** Multiple signature facilities include: athletic fields, outdoor recreation/extreme sports amenities, sports complexes, playgrounds, reservable picnic shelters, recreation center, pool, gardens, trails, specialty facilities, public restrooms, concessions, ample parking, and special event sites.
- **Revenue producing facilities:** Park designed to produce revenue to assist in off-setting operational costs
- **Programming:** 50% active; 50% passive
- **Signage:** Strong signage throughout the park including entrance, wayfinding, and interpretive
- **Landscaping:** Strong focal entrances and landscaping throughout the park, plants native to the site should be considered
- **Parking:** Sufficient for all amenities; can support a special event with a regional draw
- **Other goals:** Regional parks are generally the epicenter of many recreation programs, community events, and frequently draw visitors/users from a regional service area. These facilities are often considered major economic and social assets in a community.

### Regional Park Examples:

Bridal Veil Park

Canyon Glen Park

Footprinters Park

Rock Canyon Park



## CONSERVATION PARKS

Conservation parks are sites parcels that preserve sensitive natural and/or cultural resources. This can include hillsides, wooded areas of native trees, plants, grasslands, riparian areas, historic sites and more. Typically, conservation parks are a minimum of five acres in size in order to provide a habitat area of sufficient size to reasonably support native wildlife, but not always. Some conservation parks may be smaller and still retain this designation because of the unique natural or cultural resources located there. Conservation parks feature limited or no development, and should provide a tranquil setting for user experiences in the outdoors.

- **Length of stay:** Two hours to all day experience
- **Amenities:** Limited or none; usually only trails
- **Revenue producing facilities:** Limited
- **Programming:** 50% active; 50% passive
- **Signage:** Strong signage throughout including entrance, regulatory, and wayfinding/directional
- **Landscaping:** Limited or no landscaping at entrances and only flora native to the site should be considered.
- **Parking:** Capable of supporting safe and ecologically responsible use of the site

### Conservation Parks Examples:

Big Springs Park

Despain Property

East Bay Wetland Nature Area

Paul Ream Wilderness Park

South Fork Park



## OPEN SPACE

Open Space are recreation or natural areas that traditionally serve both a conservation and interpretive purpose and are usually adjacent to a regional trail system, or to another greenway or open space. These areas can include diverse recreational opportunities such as multi-use trails (pedestrian, mountain biking, equestrian), fishing areas along creeks or rivers, or just open space. The service area of trails / greenways / open space depends on size of the park: 0 – 3 acres = 2 miles; 4 – 10 acres = 5 miles; 11 – 30 acres = 10 miles.

- **Length of stay:** Two to four hour experience
- **Amenities:** Multi-use trails, appropriate outdoor recreation venues dependent on the relevant natural features
- **Revenue producing facilities:** None
- **Signage:** Strong signage throughout including entrance, regulatory, and wayfinding/directional
- **Landscaping:** Limited landscaping at entrances and only flora native to the site should be considered
- **Parking:** Limited; capable of supporting use of the site
- **Other goals:** Designs should support pedestrian activity and multi-use; linked to major trails systems

### Open Space Examples:

Big Springs Camp	The Rivers Natural Area	Bonneville Shoreline Trail
Buckley Property	Wallace Meadows at Big Springs	North Airport Property
Christmas City Property	Squaw Peak Outdoor Recreation Area	Provo River Corridor

## RECREATION AND SPECIAL USE FACILITIES

Recreation and special use facilities are typically local amenities that have a regional appeal by nature of the activities available. These can be a combination of indoor or outdoor facilities that serve active recreation needs, general community needs, or arts and cultural needs. These sites can include diverse operational components that are managed by Department staff or concessionaires/contract operators.

- **Length of stay:** Two to four hour experience
- **Amenities:** Specific to the purpose of each facility
- **Revenue producing facilities:** Facility designed to produce revenue to assist in off-setting operational costs
- **Programming:** 50% active; 50% passive
- **Signage:** Strong signage throughout the park including entrance, wayfinding, and interpretive
- **Landscaping:** Strong focal entrances and landscaping throughout the site, only flora native to the site should be considered
- **Parking:** Sufficient for all amenities; can support a special event with a regional draw
- **Other goals:** Recreation and special use facilities are similar to regional parks as they also can serve as the epicenter of many recreation programs and community events, and frequently draw visitors/users from a regional service area. These facilities are often considered major economic and social assets in a community.

### Recreation and Special Use Facilities:

Covey Center for the Arts	Provo Recreation Center
East Bay Golf Course	Provo Shooting Sports Park
Peaks Ice Arena	Provo City Cemetery

## PATHWAYS/TRAILS

Trails serve diverse recreational and transportation needs and are managed as multi-use facilities such as: pedestrian, bicycling, mountain biking, equestrian, and motorized use. The current pathways within City parks are primarily designed and utilized for walking, running or jogging. Trails have been expanded to improve connectivity within the community with design that is aligned with other City plans. Typically, trails can be either unpaved, natural surface trails within parks, or are paved trails that are aligned with public roadways for purposes of recreational use and for non-motorized commuting.

- **Length of stay:** One to four hour experience
- **Amenities:** Restrooms, drinking fountains, benches, dog waste receptacles and lighting
- **Revenue producing facilities:** Running and other fitness events, fundraisers
- **Programming:** Mostly passive with occasionally scheduled trail events
- **Signage:** Strong signage along the trail including entrance, wayfinding, and interpretive
- **Landscaping:** Safety vegetation control to enhance visibility
- **Parking:** Provided at trailhead facilities.
- **User capacity:** Must balance with large event requests to allow reasonable public access without causing dangerous/crowded conditions.
- **Other Goals:** Collaborate with Law Enforcement Officials to ensure that all trails are designed and maintained in compliance with Crime Prevention Through Environmental Design standards.

Trails Examples:		
1860 South Trail	College Connector Trail	Lakeview Parkway Trail
Airport Dike Trail	East Union Canal Pathway	Lovers Lane Trail
Bonneville Shoreline Trail	Independence Avenue Pathway	Provo River Equestrian Trail
Carterville Trail	Indian Road Trail	Provo River Parkway Trail
Center Street Connector Trail		South States Street Trail

## LEVEL OF SERVICE STANDARDS

### CITY OF PROVO LEVEL OF SERVICE STANDARDS

The level of standards analysis is a review of the inventory of parks and major park assets in relation to the total population of the study area. There are multiple approaches to determine standards that are appropriate for each community, thereby making it a complex analysis to establish relevant standards for the City of Provo. Ultimately, these standards should be used to provide defensibility and data for leadership of the City to make decisions about facility and asset priorities, but *should not* be taken unilaterally as the sole determinant of how the City will invest in the parks, recreation facilities, and trails system over the next 20 years.

An inventory and level of service standards analysis of City of Provo parks and facilities was performed. These current levels of services standards are shown as either **current acres per 1,000 residents or current amenities per 10,000 residents based on the estimated resident population of 2010.**

### CURRENT LEVEL OF SERVICE STANDARDS

The current level of service standards were calculated and are displayed below on park types and major amenities within parks. There are some amenities not included in this analysis because they should be considered based on the number and distribution of parks and not the community's resident population. These amenities are identified separately following the table on the facing page.

Amenities in the system that are included in a population-based level of service analysis are:

- Turf area (acres)
- Basketball courts

- Developed areas (acres)
- Undeveloped areas (acres)
- Natural surface trails (miles)
- Improved surface pathways (miles)
- Ball field Diamond (varied types)
- Tennis courts
- Volleyball courts
- Racquetball courts (indoor)
- Pavilions (varied sizes)
- Playgrounds

**Current total park / land acreage level of service standard = 15.16 acres per 1,000 residents**

Facility Standards Category	Totals
Pocket Parks (Acres)	1.1
Neighborhood Parks (Acres)	90.9
Community Parks (Acres)	283.1
Regional Parks (Acres)	167.4
Conservation Parks (Acres)	609.6
Open Space (Acres)	553.8
<b>Total Park Acreage</b>	<b>2,175.5</b>

Current Standards		
0.01	Acres per	1,000
0.81	Acres per	1,000
2.52	Acres per	1,000
1.49	Acres per	1,000
5.42	Acres per	1,000
4.92	Acres per	1,000
<b>15.16</b>	<b>Acres per</b>	<b>1,000</b>

Facility Standards Category	Totals
Turf Area (acres)	463.86
Developed Areas (acres)	802.48
Undeveloped Areas (acres)	1,370.18
Natural surface trails (mileage)	30.74
Improved surface pathways/trails (mileage)	32.8
Diamond Ball Fields (adult baseball)	1.0
Diamond Ball Fields (youth pony baseball)	3.0
Diamond Ball Fields (youth baseball)	8.0
Diamond Ball Fields (softball)	6.0
Rectangle Sports Fields (youth soccer)	23.0
Rectangle Sports Fields (adult soccer)	0.0
Rectangle Sports Fields (rugby)	1.0
Basketball Courts	8.0
Tennis Courts	17.0
Volleyball Courts (sand)	13.0
Racquetball Courts (indoor)	6.0
Large Pavilions (32+ capacity)	31.0
Small Pavilions (<32 capacity)	26.0
Playgrounds (outdoor)	28.0
Playgrounds (indoor)	1.0

Current Standards		
4.12	per	1,000
7.13	per	1,000
12.18	per	1,000
2.73	miles per	1,000
2.92	miles per	1,000
0.09	per	10,000
0.27	per	10,000
0.71	per	10,000
0.53	per	10,000
2.04	per	10,000
0.00	per	10,000
0.09	per	10,000
0.71	per	10,000
1.51	per	10,000
1.16	per	10,000
0.53	per	10,000
2.76	per	10,000
2.31	per	10,000
2.49	per	10,000
0.09	per	10,000

## RECOMMENDED DEVELOPMENT BASED ON LEVEL OF SERVICE STANDARDS

Based on a thorough review of the parks and recreation system and extensive public input into this process, it is recommended in this master plan that the City pursue further development of the different types of parks and recreation amenities as the population continues to grow and community needs evolve. Recommended calculations of additional acreage of parks and areas, miles of trails, or quantity of different types of amenities are provided based on maintaining the current level of service standard for the projected population in 2020. These standards can continue to be applied in future years beyond 2020 as the community continues to grow in size.

Facility Standards Category	Totals
Pocket Parks (Acres)	1.1
Neighborhood Parks (Acres)	90.9
Community Parks (Acres)	283.1
Regional Parks (Acres)	167.4
Conservation Parks (Acres)	609.6
Open Space (Acres)	553.8
<b>Total Park Acreage</b>	<b>2,175.5</b>

Current Standards			2020 Need Calculation (Acres/Miles/Qnty) Based on Current Standards
0.01	Acres per	1,000	0.08
0.81	Acres per	1,000	6.30
2.52	Acres per	1,000	19.63
1.49	Acres per	1,000	11.61
5.42	Acres per	1,000	42.27
4.92	Acres per	1,000	38.40
<b>15.16</b>	<b>Acres per</b>	<b>1,000</b>	<b>118.28</b>

Facility Standards Category	Totals
Turf Area (acres)	463.86
Developed Areas (acres)	802.48
Undeveloped Areas (acres)	1,370.18
Natural surface trails (mileage)	30.74
Improved surface pathways/trails (mileage)	32.8
Diamond Ball Fields (adult baseball)	1.0
Diamond Ball Fields (youth pony baseball)	3.0
Diamond Ball Fields (youth baseball)	8.0
Diamond Ball Fields (softball)	6.0
Rectangle Sports Fields (youth soccer)	23.0
Rectangle Sports Fields (adult soccer)	0.0
Rectangle Sports Fields (rugby)	1.0
Basketball Courts	8.0
Tennis Courts	17.0
Volleyball Courts (sand)	13.0
Racquetball Courts (indoor)	6.0
Large Pavilions (32+ capacity)	31.0
Small Pavilions (<32 capacity)	26.0
Playgrounds (outdoor)	28.0
Playgrounds (indoor)	1.0

Current Standards			2020 Need Calculation (Acres/Miles/Qnty) Based on Current Standards
4.12	per	1,000	31.78
7.13	per	1,000	55.64
12.18	per	1,000	95.00
2.73	miles per	1,000	2.13
2.92	miles per	1,000	2.27
0.09	per	10,000	0.07
0.27	per	10,000	0.21
0.71	per	10,000	0.55
0.53	per	10,000	0.42
2.04	per	10,000	1.59
0.00	per	10,000	0.00
0.09	per	10,000	0.07
0.71	per	10,000	0.55
1.51	per	10,000	1.18
1.16	per	10,000	0.90
0.53	per	10,000	0.42
2.76	per	10,000	2.15
2.31	per	10,000	1.80
2.49	per	10,000	1.94
0.09	per	10,000	0.07

An additional level of service standard recommendations that are not population based is provided below:

Amenity	Recommended Standard
Restrooms	Restrooms should be installed for any neighborhood, community or regional park unless an exception is justified.

## TECHNICAL NEEDS ANALYSIS – EQUITY MAPPING

### EQUITY MAPPING

The level of service standards were developed based upon population projections provided by the Environmental Survey Research Institute (ESRI), the U.S. Census Bureau, and the Provo Department of Economic Development. Applying the recommended level of service standards for Provo Parks and Recreation System produces a quantified “need” expressed as a number of park assets needed in the system to meet the recommended standard.

To illustrate the distribution of current park types and park assets of the Provo Parks and Recreation System across the entire community, an equity mapping analysis was conducted. The maps included show the service areas of the *current* inventory of park types and park assets based on the *recommended* level of service standard. The recommended standard established per 1,000 residents per acre of park type, or 10,000 residents per type of park asset are also indicated in the map title. The service area is calculated by the quantity of inventory of each site extending out in a uniform radius until the population served by the recommended standard is reached. Shaded areas indicate the extent of the service area based upon recommended inventories; un-shaded areas indicate regions that would remain outside of the standard service area for each park type or park asset. Un-shaded areas are not always the most appropriate location for future parks or park assets, but only represent areas could be more thoroughly reviewed for additional facilities. While there are occasions when the service area may extend beyond the border of the Provo, only Provo resident populations were utilized for calculating service area standards in this analysis.

The intent of this equity mapping is to graphically illustrate the level of service analysis. The level of services analysis projects what types of facilities or assets will be needed based upon expected population growth, and how many of each facility or asset will be needed. Equity mapping graphically illustrates *where* in the community the greatest demand for these facilities or assets will be based upon the current location of existing inventories.

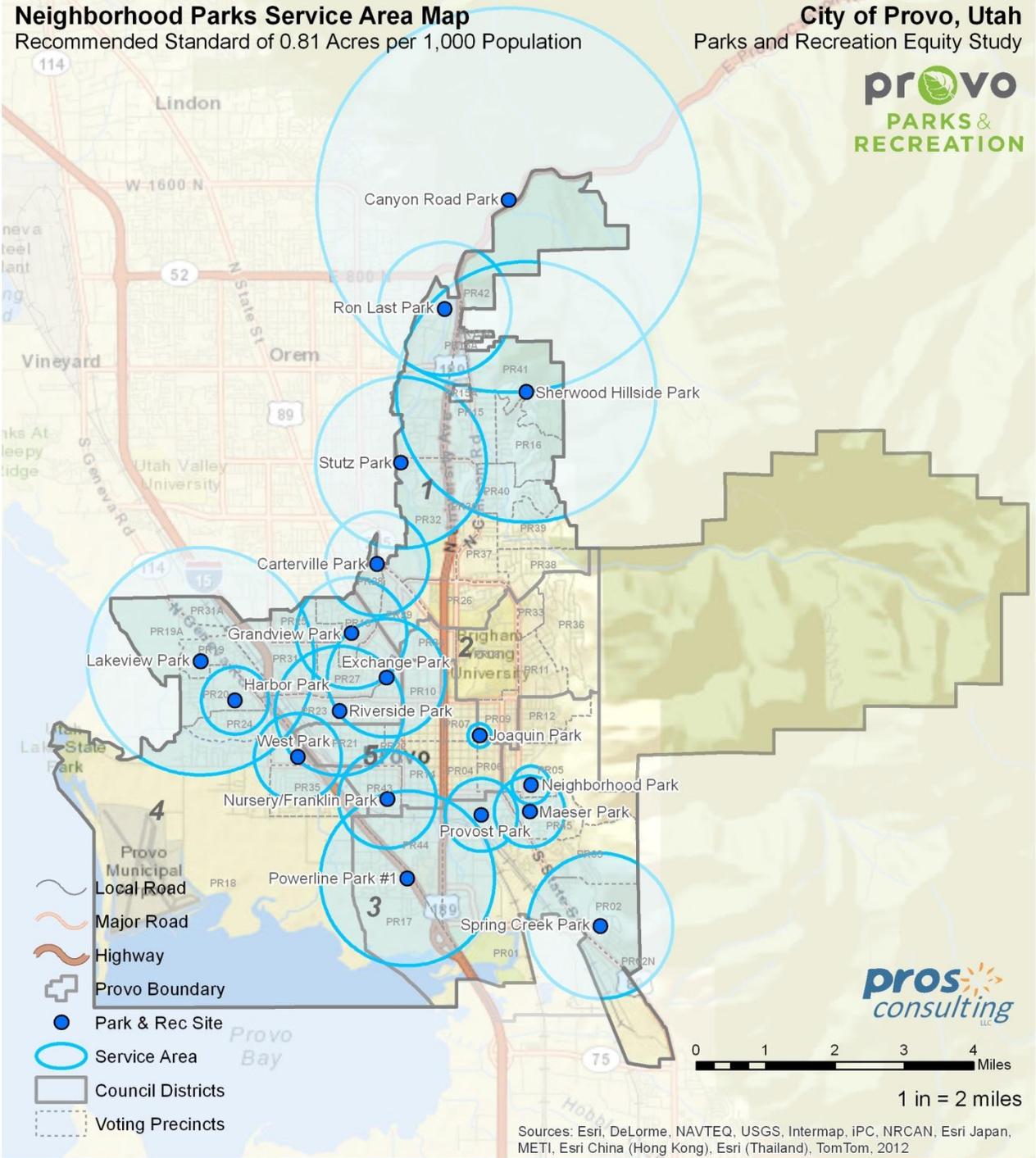
Community-wide maps of park types, or classifications, identified in this *Master Plan*, as well as the major park assets are provided in the pages that follow. The maps on the following pages are:

1. Neighborhood parks
2. Community parks
3. Regional parks
4. Diamond ball fields
5. Rectangular sports fields (multi-use)
6. Basketball courts
7. Pavilions
8. Playgrounds



**Neighborhood Parks Service Area Map**  
 Recommended Standard of 0.81 Acres per 1,000 Population

**City of Provo, Utah**  
 Parks and Recreation Equity Study



0 1 2 3 4 Miles

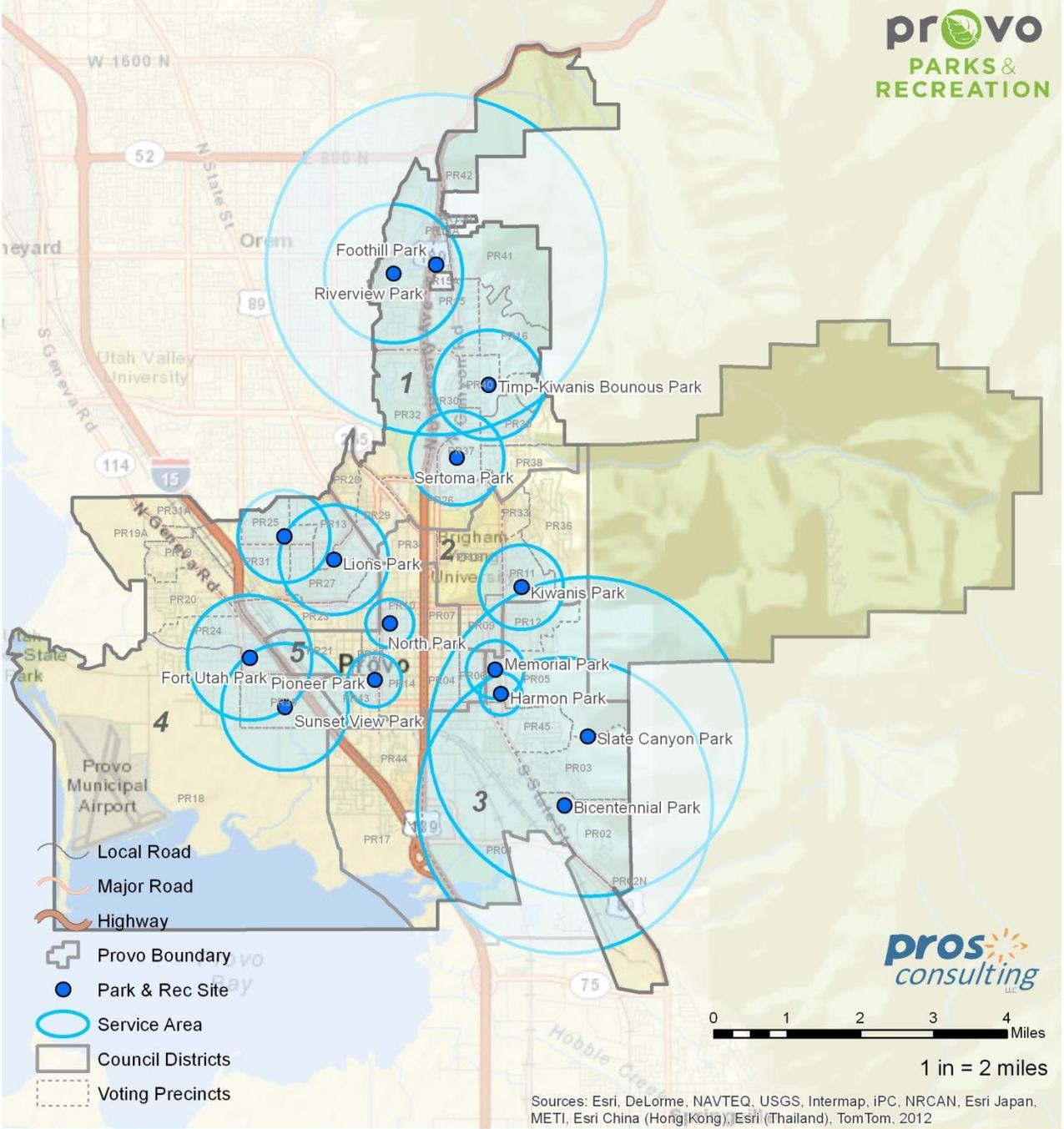
1 in = 2 miles

Sources: Esri, DeLorme, NAVTEQ, USGS, Intermap, iPC, NRCAN, Esri Japan, METI, Esri China (Hong Kong), Esri (Thailand), TomTom, 2012



**Community Parks Service Area Map**  
 Recommended Standard of 2.52 Acres per 1,000 Population

**City of Provo, Utah**  
 Parks and Recreation Equity Study



- Local Road
- Major Road
- Highway
- Provo Boundary
- Park & Rec Site
- Service Area
- Council Districts
- Voting Precincts



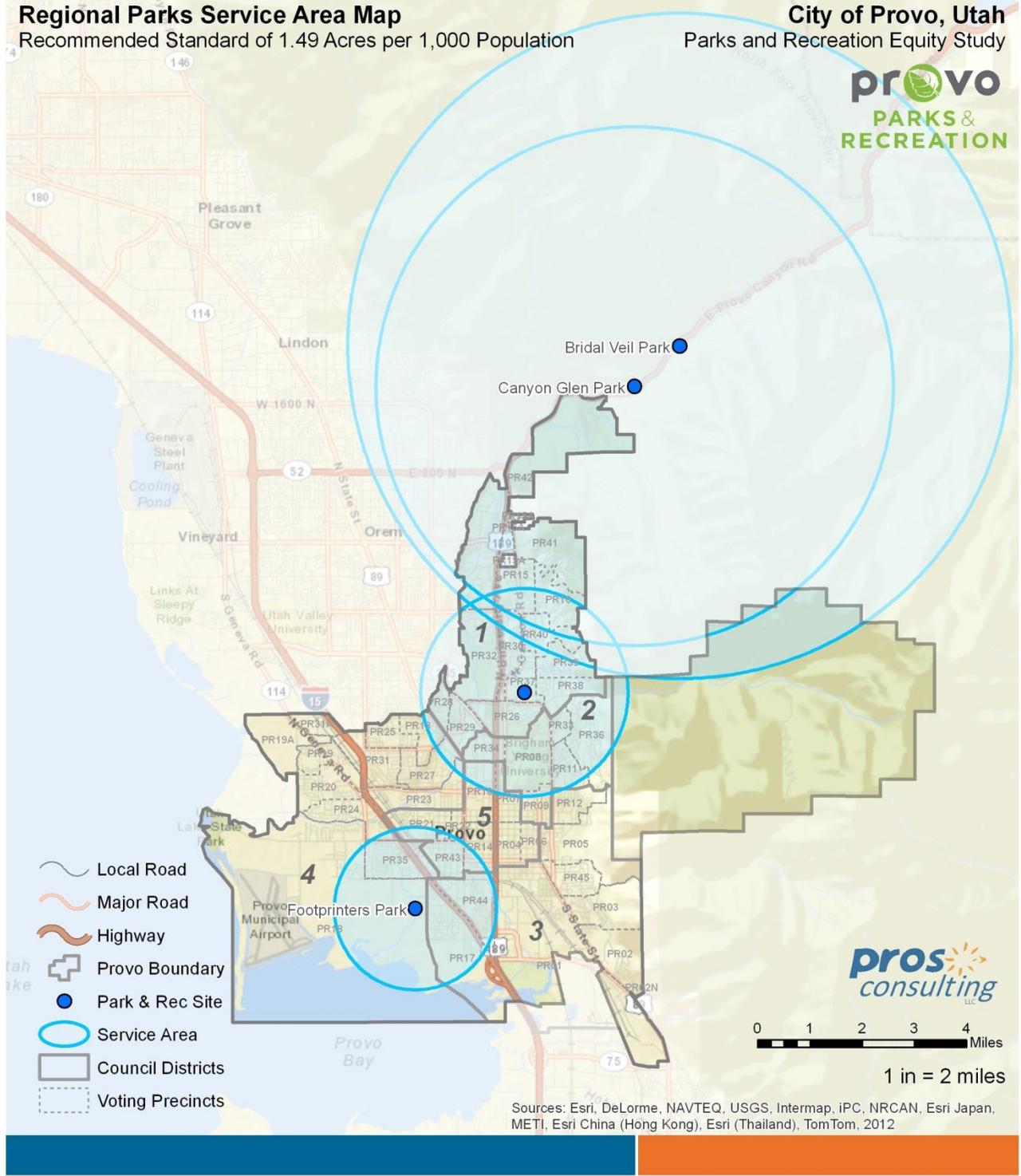
1 in = 2 miles

Sources: Esri, DeLorme, NAVTEQ, USGS, Intermap, iPC, NRCAN, Esri Japan, METI, Esri China (Hong Kong), Esri (Thailand), TomTom, 2012



**Regional Parks Service Area Map**  
 Recommended Standard of 1.49 Acres per 1,000 Population

**City of Provo, Utah**  
 Parks and Recreation Equity Study





**Diamond Fields Service Area Map**  
 Recommended Standard of 0.09, 0.27, 0.53 and 0.71  
 Fields per 10,000 Population

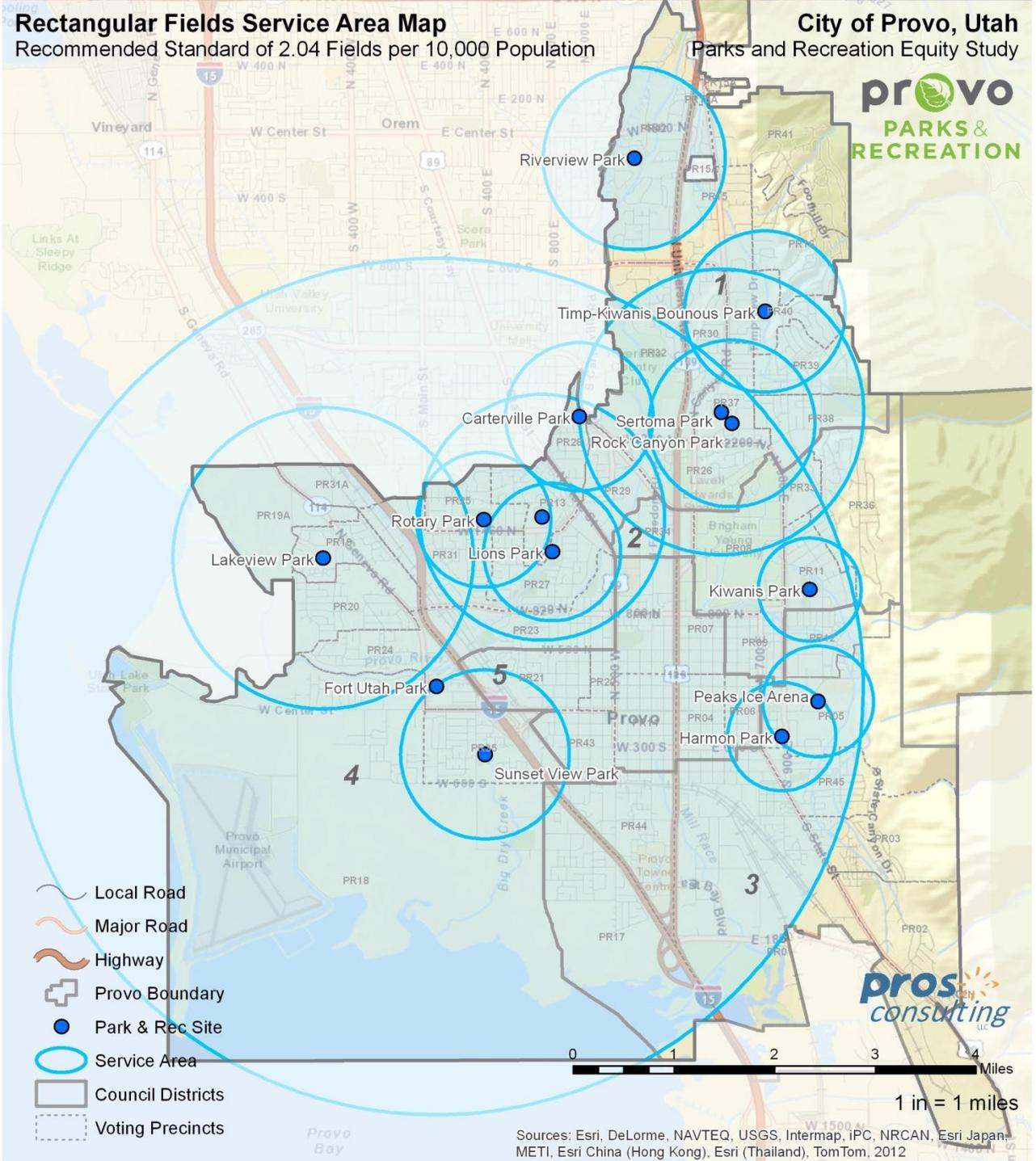
**City of Provo, Utah**  
 Parks and Recreation Equity Study





**Rectangular Fields Service Area Map**  
 Recommended Standard of 2.04 Fields per 10,000 Population

**City of Provo, Utah**  
 Parks and Recreation Equity Study



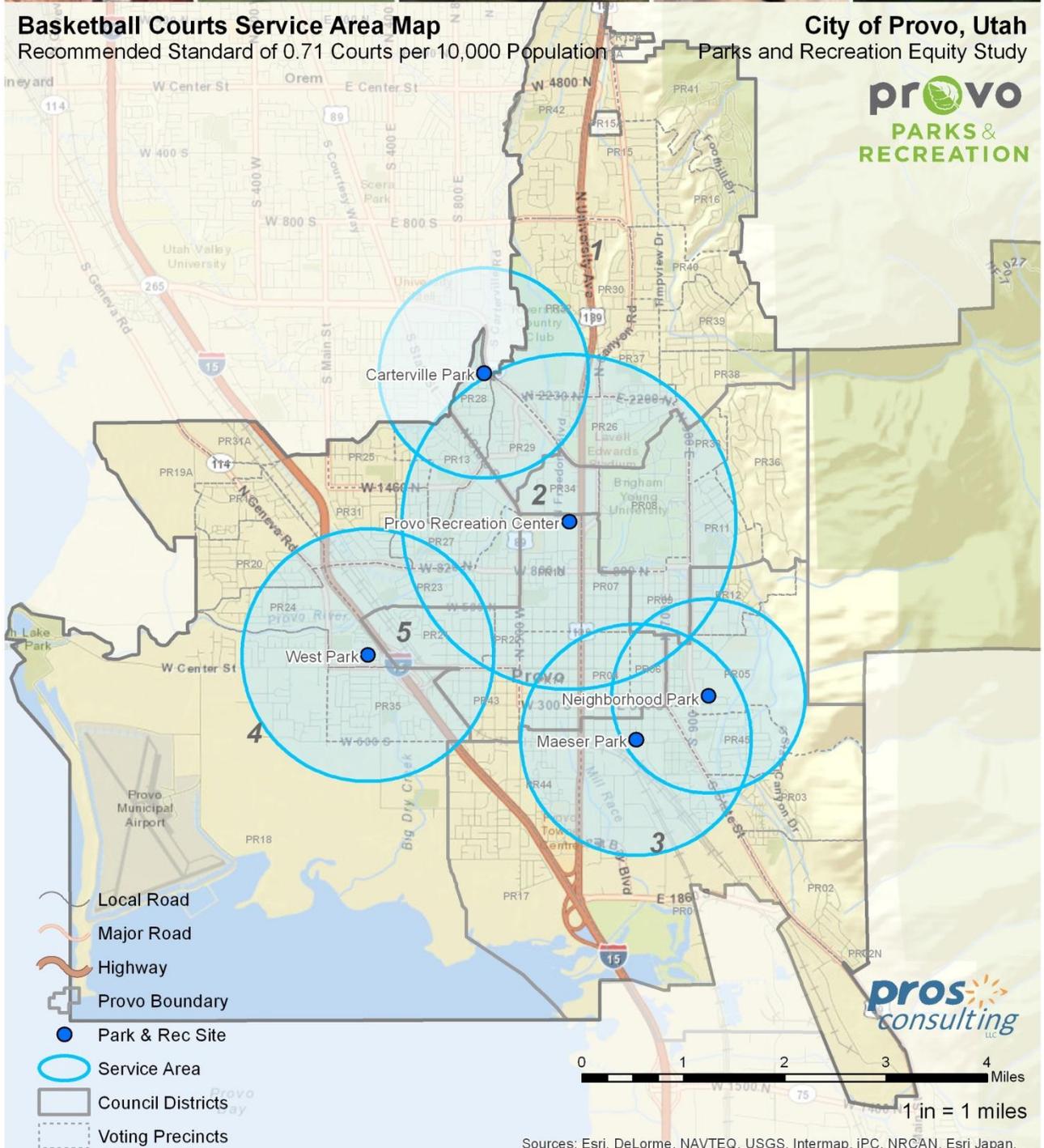


## Basketball Courts Service Area Map

Recommended Standard of 0.71 Courts per 10,000 Population

## City of Provo, Utah

Parks and Recreation Equity Study

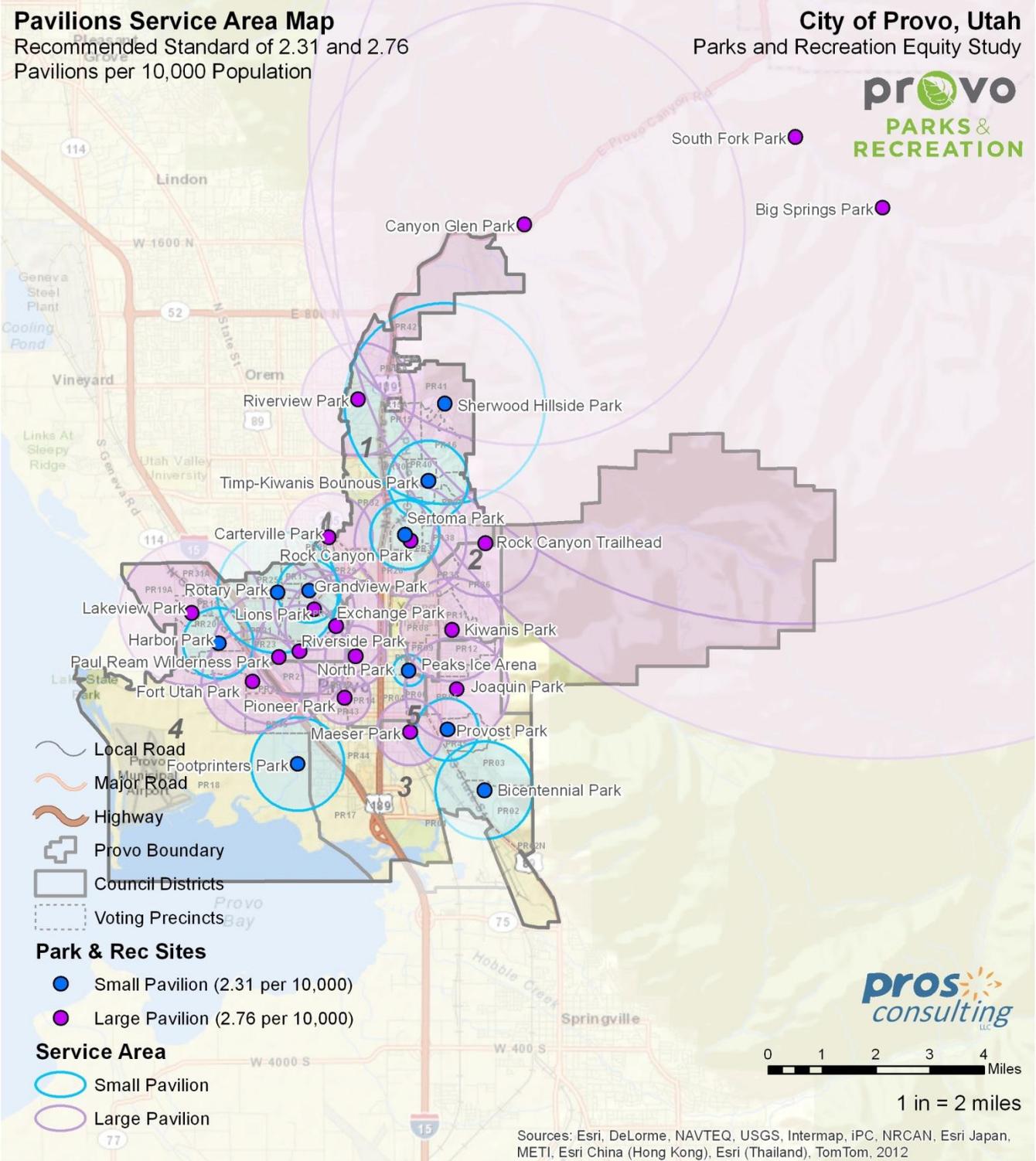


Sources: Esri, DeLorme, NAVTEQ, USGS, Intermap, iPC, NRCAN, Esri Japan, METI, Esri China (Hong Kong), Esri (Thailand), TomTom, 2012



**Pavilions Service Area Map**  
 Recommended Standard of 2.31 and 2.76  
 Pavilions per 10,000 Population

**City of Provo, Utah**  
 Parks and Recreation Equity Study



## PROGRAM MANAGEMENT RECOMMENDATIONS

The Department offers a wide gamut of programs ranging from sports leagues to senior programs and classes. An evaluation of the overall program offering indicates that the recreation program offerings are on the upswing but need more consistency and better measurements to ensure maximum accountability and efficiency. Some overall recommendations to improve the effectiveness and performance of programs and services of Provo Parks and Recreation Department include:

- The program descriptions overall do a good job promoting the benefits of participation
- Age segment distribution is good, but needs to be annually monitored to ensure program distribution aligns with community demographics
- Program lifecycles: Programs range from the introduction stage to those that are more traditional for the last several years. Program lifecycles need to be monitored regularly so they stay responsive to community interest and demand.
- Program performance measures are tracked in several areas and should be measured and communicated in Department performance reviews.
- Volunteer support should continue to track volunteer hours. Creating a more developed system-wide volunteer management approach would be advisable.
- From a marketing and promotions standpoint, the staff undertakes a variety of promotions with a number of programs using the brochures and flyers, website, in-facility signage, website, Facebook, and direct mail as a part of the marketing mix.
- Better identify marketing return on investment for all marketing initiatives.
- Opportunity to increase the number of cross-promotions for programs and events.
- Use of Web 2.0 technologies including micro-blogging, blogs / webinars / podcasts could be expanded
- Most commonly used customer feedback methods are post program evaluations, user surveys and the website. Pre-program surveys are non-existent. Pre-program surveys are useful to gauge potential user interest before offering programs so as to limit cancellation rates and maximize resources. Lost customer surveys would also be a valuable addition, particularly for programs with high attrition rates. By utilizing available information for all past and present users, the staff can track lost customers on an annual basis. These could then be surveyed to identify reasons for customer drop-outs. On-going online surveys through [www.surveymonkey.com](http://www.surveymonkey.com) could also be employed on the website.
- Pricing strategies are varied across the board and the different ones used are cost recovery rates, group discounts, age segments or residency. These are good practices and must be continued but there is an opportunity to better incorporate variable pricing strategies system-wide. In addition, it is essential to understand current cost of service in order to determine ideal cost recovery goals.
- The importance of financial performance measures seem to be at a high level, particularly in programs that are expected to generate substantial earned revenues. It is important to factor in all direct and indirect costs in computing true cost recovery goals. Additionally, a focus on developing consistent earned income opportunities would be beneficial to the Department's overall quest for greater fiscal sustainability.

## AGE SEGMENT DISTRIBUTION

It is important for the Department to develop and maintain programs that target a broad distribution of age segments within the community. Typically, age segment distribution can be organized into the following categories:

- Preschool
- Elementary School (Grades K-5)
- Middle School (Grades 6-8)
- High School (Grades 9-12)
- Young Adult (Ages 18-24)
- Adults (Ages 25-44)
- Middle-aged Adults (Ages 45-64)
- Senior Adults (Ages 65+)
- Families

The balance of age segment distribution is important and should be pursued as a best practice for the Department. It is typical nation-wide for agencies to focus heavily on youth and active adults/seniors while minimally serving the middle-aged audience. Also, creating program types to allow for greater family participation i.e. more special events, parent-child programs etc. would be a good strategy to draw additional participation from working professionals or younger parents who would otherwise be too busy to participate in programs by themselves.

*Examples of programs distributed over each of these age segments is provided in the chart below.*

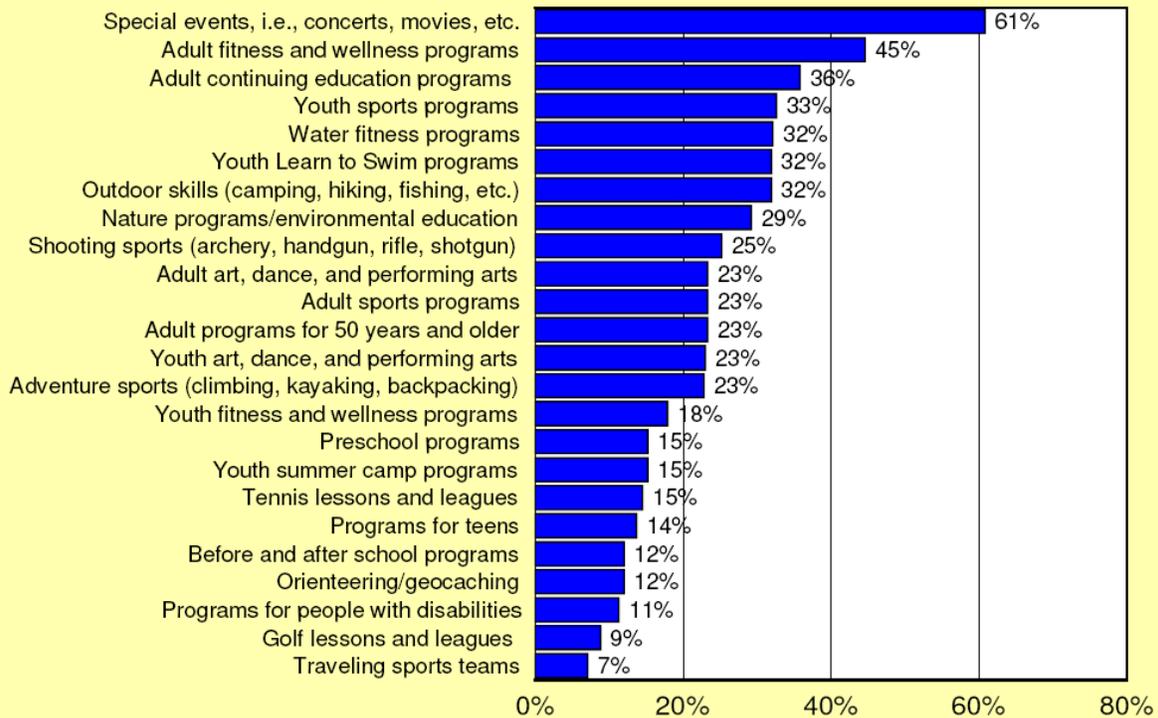
Age Segment Identification								
Preschool	Elem. School (Grade K-5)	Middle School (Grades 6-8)	High School (Grades 9-12)	Young Adult (Age 18-24)	Adults (25-44)	Middle-age Adults (Age 45-64)	Senior Adults (Ages 65+)	Families
Special Events	Youth Basketball	Youth Basketball	Youth Basketball	Youth Athletics Special Events (s)	Youth Athletics Special Events (s)	Adult Softball League (s)	Senior Programs	Special Events
Summer Day Camp (s)	Youth Baseball	Youth Summer Athletic Camps	Youth Summer Athletic Camps	Adult Softball League	Adult Softball League	Adult Basketball League (s)	Senior Trips	Summer Day Camp (s)
	After-school	Youth Baseball	Youth Baseball	Adult Basketball League	Adult Basketball League	Senior Programs (s)	Trips	
	Trips	Youth Athletics Special Events	Youth Athletics Special Events	Trips	Trips	Senior Trips (s)	Special Events (s)	
	Special Events	After-school	After-school	Special Events (s)	Special Events	Trips	Classes (s)	
	Summer Day Camp	Trips	Trips	Classes	Classes	Special Events (s)		
		Special Events	Special Events (s)	Summer Day Camp (s)		Classes (s)		
		Summer Day Camp	Classes (s)					
			Summer Day Camp (s)					

## IDENTIFY COMMUNITY INTERESTS AND CORE PROGRAMS

The community survey associated with this Master Plan provided insight into some of the programs that featured the greatest areas of community interest. This is helpful data for purposes of identifying and developing programs and services that meet community needs, and can evolve to become core programs over time. Below are a few statistics and graphs pertaining to the survey results household needs for programs.

### Q12. Sports and Recreation Programs That Households Have a Need For

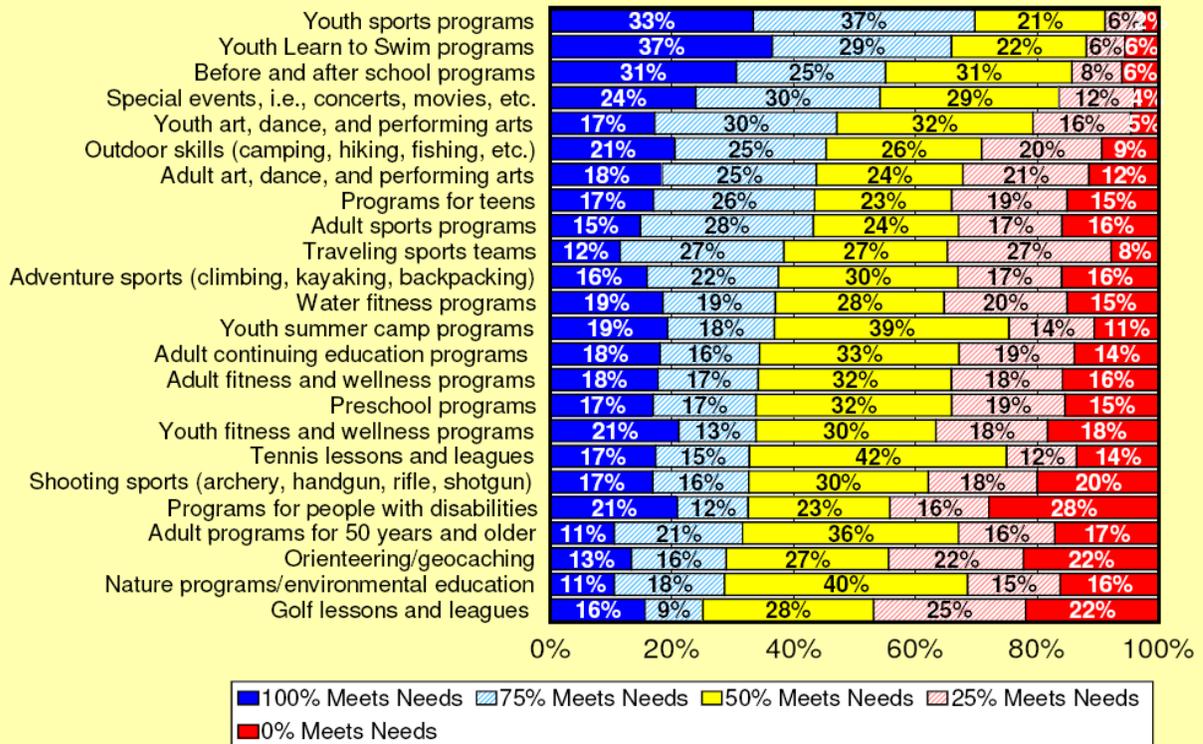
by percentage of respondents (multiple choices could be made)



Source: Leisure Vision/ETC Institute (May 2012)

# Q12a. How Well Sports and Recreation Programs Meet the Needs of Households

by percentage of respondents with a need for programs



Source: Leisure Vision/ETC Institute (May 2012)

It is an important best practice for the Provo Parks and Recreation Department to identify core programs based on current and future needs. This assists in creating a sense of focus around specific program areas of greatest importance to the community. Public recreation is challenged by the premise of being all things to all people, especially in a community as diverse as Provo. The core program philosophy assists staff in being able to focus on what is most important. Programs are categorized as core programs if they meet a majority of the following categories:

- The program has been provided for a long period of time (over 4-5 years)
- Offered 3-4 sessions per year
- Wide demographic appeal
- Includes 5% or more of recreation budget
- Includes a tiered level of skill development
- Requires full-time staff to manage the program area
- Has strong social value
- High level of customer interface exists
- High partnering capability
- Facilities are designed to support the program

## PROGRAM SPONSORSHIP AND VOLUNTEER SUPPORT

### SPONSORSHIPS / PARTNERS

At present, there is limited but building emphasis on developing earned income streams through sponsor/partner support. In order to truly sell the potential benefits of partnering with the system, there is a need to develop a sponsorship brochure and a proposal for tiered sponsorship levels. This effort has been initiated with the new Recreation Center and may be expanded to other areas of the parks and recreation system.

By detailing the event calendar, participation metrics and user demographics, the Department will provide potential sponsors an opportunity to identify how well the park system participants align with the sponsor's target market and choose the right fit for them. These metrics will also help the Department evaluate its return on investment (ROI) for sponsorships / partnerships for various events. Some other recommendations would be to publish these metrics on the website and promote them aggressively.

- **Sponsor Recognition** - Recognizing all existing or past sponsors for their support would certainly help build goodwill. The brochure's images could provide some sample images of promotions that may have been done or could be done. The images should also focus on conveying an emotional appeal to potential sponsors.
- **Tiered Sponsorship Levels** - It is essential to create tiered levels of sponsorship in order to allow all potential sponsors the ability to choose the level of support they wish to exhibit.
- **Package Offerings** - It has been seen that the greater the opportunities to package the offerings, the more the likelihood of selling sponsorship. Providing sample packaging options that tie-in some signature special events with some of the less popular events would ensure that the staff up-sells events that may not get sold otherwise, while the partner gets more bang for their buck.
- **Experiential Marketing** - The ability to offer a potential partner / sponsor the chance to maximize the experiential marketing opportunities they offer is a huge plus. As an example, using Dell or Apple signage and images would not hold the same value as Dell or Apple products being displayed at the event where the users have the ability to touch and feel the product, i.e. experience the product they may want to purchase.

It would be useful to develop and implement a partnership plan for the next five years to maximize existing resources and serve the community's needs. Identify potential partners, reasons for involvements and desired strategic outcomes from the given partnerships are important steps to bear in mind as the Department embarks on expanding the partner/sponsor base. Additionally, teaching and training staff to negotiate and manage partnerships will assist in empowering them and helping ensure the successful implementation of partnership/sponsorship agreements.

### VOLUNTEERS

Based on a review of program volunteer use, the Department needs a consistent system-wide approach to the use of volunteers and integrating them into operations. In the absence of uniform guidelines, there can be significant variation in the way some volunteers are managed. It is important to ensure streamlined procedures and standard guidelines for volunteer management since they are the ideal complement to paid staff and a valuable asset in reducing operational costs. In addition, they can also serve as the primary advocates for the Department and its offerings.

The staff must seek to enhance the desirability of volunteering for the Department's programs and events by developing a good reward and recognition system, similar to Frequent Flier airline programs. Volunteers can use their volunteer hours to obtain early registration at programs, or discounted pricing at certain programs, rentals or events, or any other Department offering.

Other recommendations for improvement include:

- Allocate a portion of a staff person's time to develop a system-wide program, as well as to oversee it or have a team of employees involved in oversight
- Identify volunteer opportunities system-wide, develop job descriptions and conditions to volunteer (such as background checks)
- Develop a tracking system to quantify the number of volunteer hours and document cost savings
- Develop documented volunteer recruitment, retention, and recognition systems
- Promote volunteer opportunities system-wide through all available communication mediums in order to maximize opportunities for volunteer participation

### **RECREATION PROGRAM STANDARDS**

Standards are vital to agencies seeking to establish best practice principles and that aspire to be in the top echelons among its peers. The following inventory of innovative practices for recreation programming should be considered for the Department. This does not necessarily reflect the current practices or deficiencies in the system but is merely a listing of some key practice areas that help ensure a consistently high quality experience for customers. Recommendations addressing several of these best practice areas have been provided throughout this report.

In reviewing the existing program management information, there are limited numbers of performance measures used throughout the system to gauge performance. Recreation programs should have standard measures in place. Some examples include:

- Customer retention (repeat participation / registration)
- Customer satisfaction toward the registration system
- Cost recovery rates
- Household percentage of program participation
- Percent of programs in introduction and growth stage
- Market penetration by age group
- Program distribution by age group

Currently, the Department has standards in place and in use. System-wide standards reduce service variation and provide customers with reliable and consistent service throughout the system. They help to reinforce to part-time and seasonal staff what is most important to customers and significantly help with the brand building process. Current standards include such items as:

- Facility cleanliness standards
- Safety standards
- Signage standards
- Program cancellation standards
- Instructional quality standards, such as instructor toolkits
- Internal communication standards for part time and seasonal staff, such as instructors
- Class minimums and maximums
- Registration process standards
- Telephone answering standards
- Customer service standards

### **ANNUAL REVIEW PROCESS OF PROGRAMS**

Another method of ensuring quality programming is to develop an annual program review process, in which park and recreation staff presents their yearly goals for program areas. This would include policy reviews,

financial and registration performance, customer issues, and plans for the future. This helps to ensure good communication and cooperation for supporting divisions, such as parks, administration and technology as well.

#### **DOCUMENTED PROGRAM DEVELOPMENT PROCESS**

This is required in order to reduce service variation and assist in training new staff. This is a how-to-process map that provides guidance to staff in consistently developing new programs. It will help to diminish the learning curve for new staff and reinforce program development as a core competency. This is created in a flow chart format showing the steps in the process for program development including writing class descriptions, process steps, hiring staff, using contractual employees, and the list of standards.

#### **IDENTIFICATION OF CUSTOMER REQUIREMENTS**

Staff should also identify customer requirements for core program areas. Again, this is important to emphasize with staff that directly interface with customers. Customer requirements relate to those service and product attributes that are most important to a customer. A core program area should include a listing of approximately five key customer requirements. For example, in a youth gymnastics program, key requirements could include: overall safety of the program, instructional quality, convenience and ease of registration, cost of the program, and skill development.

Key requirements should be identified by customers and can be included as part of an importance/performance matrix (asking what is most important and asking how the Provo Parks and Recreation Department is performing). Key requirements should be reinforced in the training process. Additionally, in developing surveys or program evaluations, the survey questions should relate to the key requirements.

Lastly, the staff should undertake a trends research process to identify program opportunities for the future. An example of a good source for this research is American Sports Data and Outdoor Recreation Trends report.

#### **SIMILAR PROVIDER/COMPETITOR ANALYSIS – BENCHMARKING WITH BEST-IN-CLASS AGENCIES**

Another good practice includes a similar provider review. This includes identifying key competitors or similar providers of core program areas and can build on the benchmark information comparing park acreages, budgets and employee counts that the Department's staff compiled. Every two years or so, staff should develop a matrix of information to compare services in areas that have the greatest importance to customers. Benchmarking other nationally renowned agencies, through programs such as NRPA's Proragis program, can also provide a process to continuously improve programming.

## **SITE AND FACILITY RECOMMENDATIONS**

The following pages contain specific recommendations for sites and facilities within the Provo Parks and Recreation system. They are based on community input, discussions with community leaders, and consultant expertise.

### **PARK RECOMMENDATIONS**

These recommendations were derived from detailed site assessments, public workshops, level of service standards analysis, interviews with stakeholders and leaders in the City. It is recommended that the public involvement processes continue into the future so as to reveal additional community needs and park issues.

The specific local recommendations are not provided in priority order. Recommended implementation plans are further described in later sections of the master plan.

#### **AIRPORT DIKE TRAIL**

1. Develop a trailhead with kiosk and information regarding distances and possible wildlife interpretation.

#### **BICENTENNIAL PARK**

2. Develop expansion site to the east that has been designed and is now waiting for funding.
3. Update the existing park with tennis courts, a replacement restroom building, pathway, resurfaced entry road, park sign, and an additional large pavilion that includes BBQ grills.
4. Enhance wetlands interpretive route with signage.

#### **BIG SPRINGS PARK**

1. Master Plan the remaining undeveloped property in the Big Springs area, including the Wallace Meadow.
2. Develop a system of looped trails and access points around the meadow and foothills surrounding the park.

#### **BIG SPRINGS CAMP**

Renovate and master plan the camping area to include:

1. Construct more substantial sleeping accommodations at the site. Cabins, pavilion structure, amphitheater area, permanent restroom, electrical power and active recreational areas.
2. Consider winter use and activities that may be available at the camp.
3. Develop additional campsites for tent camping as current sanitary facilities can support.
4. Renovate group campfire ring
5. Develop a designated parking/loading/unloading area

#### **BRIDAL VEIL PARK**

1. Develop a permanent restroom near the parking lot.
2. Design and install a park sign.
3. Install interpretive signage along the trail and a regional information kiosk.
4. Additional paved and striped parking off of the old canyon road near the bridge.
5. Develop agreements with local touring companies to manage visitation and restroom use.

#### **BRANBURY/MOON RIVER**

1. Resurface and widen the walking path, retain soil slope and install a protective barrier/rail along trail and Moon River Drive
2. Coordinate with other City departments to encourage and enhanced use of the Provo River that utilizes the river frontage on both sides of the Provo River.
3. Replace surfacing on walking bridge crossing the river

4. Enhance security lighting under the State Street and Columbia Lane bridges

#### **BUCKLEY PROPERTY**

1. Consider construction of a trailhead facility with historic interpretation.

#### **CANYON GLEN PARK**

1. Develop park expansion plan as designed
2. Redevelop the amphitheater
3. Repair or replace the damaged and inoperable restroom
4. Update the older more deteriorated pavilion
5. Replace the pathway system, picnic and BBQ areas, and replace bridge crossing the river.
6. Update the old irrigation supply and distribution system.
7. Enhance the park lighting system
8. ADA fishing access to Provo River

#### **CANYON ROAD PARK**

1. Design and build a neighborhood park with sports fields and other park elements.

#### **CENTER STREET LINEAR PARK**

1. Coordinate with Planning and Public Works Departments in the redesign and renovation of this corridor.
2. Update to utilize best industry practices in the design and function of urban streetscape planters for trees and other vegetation.
3. Renovate the old galvanized irrigation system.
4. Consider the development of pocket parks throughout the corridor that are walkable from adjacent businesses.
5. Consider City right-of-way grounds and irrigation requirements on 100 South and other associated streetscapes downtown.

#### **CHRISTMAS CITY PROPERTY**

1. Develop concept and master plan for the property in coordination with other City leaders and departments.

#### **CARTERVILLE PARK**

1. Resurface walking path, picnic pads and basketball courts.
2. Refinish wood decking in pavilion roof and fascia.
3. Expansion of parking lot on Carterville Road side of the park.

#### **COTTONWOOD GREENWAY**

1. Widen and resurface the trail through this area.
2. Update trail lighting system.
3. Update benches.

#### **DESPAIN PROPERTY**

1. Maintain conservation easement over the property into the future.
2. Coordinate with any plans to develop riparian delta and associated recreation uses of the property as part of the June Sucker Restoration Project.

#### **EAST BAY WETLAND NATURE AREA**

1. Maintain the current access and parking area.
2. Consider development of a wildlife and habitat educational facility with potential boardwalks and observation areas.

#### **EAST UNION CANAL PATHWAY**

1. Reconsider the purpose and use of trail easements to meet legitimate needs.

2. Redesign to address safety needs.

#### **EXCHANGE PARK**

1. Update / replace the restroom and the 4 pavilions in the park and add lighting to each.
2. Consider this site for the addition of enclosed dog park areas (large dog [1-1.25 acres] and small dog [0.3-0.5 acres]). Design may include police K-9 training features.
3. Consider land acquisition at the bridge at Columbia Lane for a water trail staging area.
4. Consider parking expansion, removed guardrail and install curb gutter at parking lot. Increase parking for dog park demand.
5. Construct horseshoe courts complex.
6. Pipe the ditch on east side of parking lot, and install new path lighting rather than existing street style lights.
7. Enhance security lighting under Columbia Lane Bridge.

#### **FOOTPRINTERS PARK**

1. Master plan to expand and develop the park into a regional softball complex.
2. Improve / enlarge parking lots to accommodate activities that are expected.
3. Improve existing park area to the southwest of the ball field complex
  - a. Renovate existing pavilion and add another pavilion
  - b. Replace the old restroom
  - c. Add a covered playground
  - d. Update with a new flagpole
  - e. Renovate or fill in the pond and either add parking or landscape the area.
4. Acquire additional property to expand the park to include
  - a) 4 additional softball fields
  - b) Update lighting on existing fields, and install lighting on additional fields
  - c) Additional restroom
5. Update concession and scorekeeper building
6. Update and enhance interior plaza with shade and seating improvements.
7. Address the pond area by removing the pump station and filling in the pond or enhancing this area as a water feature.
8. Move the field home run fences out to meet national standards of 312-315 ft. from home plate, if possible.
9. Consider additional netting/shade structures to capture balls inside the spectator area and also balls leaving the site.
10. Construct a grounds maintenance storage building on site.
11. Construct a perimeter pathway around the facility.

#### **FOOTHILLS CONNECTOR PARK**

No recommendations at this time

#### **FOOTHILL PARK**

Construct park phases 1 and 2 as a regional trails park and trailhead.

#### **FORT UTAH PARK**

1. Develop an interpretive 1/3 scale Fort Utah site with interior pavilion that could host large group events. Remove the existing non-historic replica of Fort Utah.
2. Update existing amenities
  - a. Construct an updated restroom to replace the very old restroom near the parking lot.
  - b. Update playground
  - c. Construct updated pavilions to replace the two old metal structures.

- d. Concession building (minor repairs)
  - e. Construct shade structures for dugout areas.
  - f. Redevelop the interior plaza of the complex with new concrete surfacing.
3. Develop a second parking area on the south-east side of the park to serve the multi-purpose field. Consider a reciprocal parking agreement with adjacent land owner to the south as well.
  4. Renovate and expand the existing parking lot.
  5. Renovate the soil profile on the multipurpose athletic field to become more sand based.
  6. Consider any potential land acquisition for additional sports fields.
  7. Reconfigure home run fences to meet current youth baseball standards. Consider temporary fence panels that can be removed during other seasons.
  8. Construct perimeter pathway loop around the entire park.
  9. Consider land acquisition of the KOA property for park use.
  10. Widen the Provo River Trail through the narrow section at Ft. Utah Park between KOA and Lamplighter mobile home properties.
  11. Consider improvements or enhancements to the skate court.

#### **FRANKLIN PARK**

Design and construct a neighborhood park on former nursery property.

#### **GENEVA ROAD TRAILHEAD**

1. Expand trailhead into City owned property to the west along the trail near Westgate.
2. Construct permanent restroom at the site.
3. Develop parking area with curb and gutter.
4. Coordinate with UDOT in the development of a future multi-use pathway along Geneva Road.

#### **GENEVA ROAD PATHWAY**

Coordinate with UDOT and others to develop a pathway that runs along the west side of Geneva Road.

#### **GRANDVIEW PARK**

1. Update restrooms and possibly the pavilion depending on Provo School District plans.
2. Consider a land trade or arrangements for field replacement if Provo School District develops this site.

#### **HARBOR PARK**

1. Update playground and pavilion
2. Add a basketball standard
3. Update park sign
4. Construct a pavilion
5. Add four picnic sites.

#### **HARMON PARK**

1. Update field lighting system with new more efficient system
2. Install scoreboards
3. Update flagpole

#### **INDEPENDENCE AVENUE PATHWAY**

Extend this pathway from Center Street to the north following the old Zephyr right-of-way.

#### **INDIAN ROAD TRAILHEAD**

Coordinate with local residents and property owners to assure future public trail access.

### **JOAQUIN PARK**

Consider development of a 2-5 year-old playground to meet needs of young families in the area.

### **KIWANIS PARK**

1. Update park master plan
2. Expand/redesign parking area
3. Update the three smaller pavilions;
4. Update the larger pavilion (possibly enclosable) with cooking facility and restrooms to make this a year-round use pavilion.
5. Construct playground for public use
6. Renovate perimeter pathways, provide access to school and remove diagonal pathway to offer more open turf area.

### **LAKEVIEW PARK**

No recommendations at this time

### **LAKESHORE BRIDGE TRAILHEAD**

1. Consider uses of wetland at the facility or mitigate elsewhere.
2. Consider acquisition of or easement on property across the river and southeast of the bridge to connect contiguous City properties.

### **LIONS PARK**

1. Repair or replacement of large pavilion; update or replace smaller pavilion
2. Reconfigure layout of the baseball field to a better orientation and integration with multi-use fields to the southwest.
3. Renovate access to the site by eliminating staircase on northwestern portion of the park and adding new access via switchbacks from Columbia Lane
4. Potential development of universal playground to complement existing playground
5. Engineer and construct fully developed parking lots
6. Renovate the horseshoe pitching courts near the pavilion.
7. Install wet well and update secondary water source irrigation system.
8. All turf areas should be leveled and reseeded.
9. New fencing needed on the west side.
10. New park lighting system
11. Renovate canal to give more of a stream appearance with boulders

### **MAESER PARK**

1. Renovate the surface of the basketball courts to possibly have multi-purposes (i.e. field hockey or roller hockey)
2. Address the mural on the north wall of the property
3. Correct drainage issues in playground.
4. Add benches to the playground area
5. Resurface asphalt pathway with concrete

### **MEMORIAL PARK**

1. Explore possible reconfiguration of the park to eliminate 800 East Road that currently bisects the park.
2. Add parking on both north and south sides
3. Reintroduce tennis courts on the south west side
4. Install new irrigation system throughout park
5. Remove existing street style lighting and install park security/path lighting

6. Consider world map condition and how to create an educational/interpretive feature.

#### **MUNICIPAL CENTER**

1. Investigate and coordinate with any plans to relocate the Provo Municipal Center.
2. Renovate any remaining grounds infrastructure at the site.
3. Consider infill of landscaping of existing grounds.

#### **NEIGHBORHOOD PARK**

Consider an independent evaluation and public input process to explore possible divestiture of this site.

#### **NORTH PARK**

1. Repair and maintenance needed on Pioneer Museum building or consider total replacement/relocation.
2. Update pavilions and signage
3. Widen perimeter sidewalks to eight feet.
4. Thin out some of the sycamore trees that have been topped in the past.
5. Consider renaming the park to Sowiette Park.
6. Consider enhanced parking and access for historical facilities at the site.
7. Develop a small synthetic turf field to the north of the Veteran's Memorial Pool.
8. Replace old lighting system with new more efficient park lighting

#### **NORTHWEST CONNECTOR TRAIL**

Coordinate with the Public Works Department in the development of a multi-use pathway along the proposed northwest arterial road.

#### **NORTH UNIVERSITY GREENWAY**

1. Design and develop the section of the greenway from 5350 North to 5800 North to match the design of the other completed City managed sections.
2. Prepare and install an interpretive description of the design elements of the greenway.
3. Install consistent site and trail signage throughout the site

#### **PAUL REAM WILDERNESS PARK**

1. Update pavilions and gazebo
2. Repair or renovate interpretive signs
3. Renovate pathways
4. Develop park expansion plans to City property to the east,
5. Replace and update the current old restroom
6. Full renovation of irrigation system
7. Design for the expansion of the park into City property to the east.
8. New park sign
9. Replace old restroom
10. Renovate parking lot and construct new parking lot from Independence Avenue

#### **PIONEER PARK**

1. Level and smooth out turf areas
2. Continue the rotation age management plan for the park trees
3. Recondition the Indian War Monument

#### **PROVOST PARK**

1. Update pavilion
2. Explore possible land trade with the Provo School District
3. Reorient and reconstruct ball field diamond

#### **POWERLINE PARK #1**

1. Expand park to the south
2. Consider renaming the park
3. Update playground
4. Potential addition of pavilion, restroom, and picnic pads
5. Reconstruct update/widen the paved pathway
6. Update benches
7. Consider this site for potential dog park areas (large dog [1-1.25 acres] and small dog [0.3-0.5 acres])

#### **POWERLINE PARK #3**

Consider renaming the park

#### **POWERLINE PARK #4**

1. New irrigation system
2. Consider possible divestiture of this site.
3. Consider renaming the park

#### **RIVERSIDE PARK**

1. Update pavilions, signage, restroom, horseshoe courts and playground
2. Update both parking lots with curb/gutter and remove guardrail
3. This site can be considered for the development of an interpretive playground
4. Develop City land strip along the Provo River Trail upstream from Riverside Park
5. Develop and install security lighting system for park and trail segment
6. Consider bridge connection to undeveloped parcel contiguous to Paul Ream Wilderness Park

#### **RIVERVIEW PARK**

1. Replace the west side playground and roof of pavilion
2. Resurface perimeter pathway
3. Develop improved ADA fishing access to the river bank

#### **ROADSIDE PARK**

1. Renovate irrigation system.
2. Consider this site as a future rest stop/trailhead for users of the South State Street Trail
3. Add trail Kiosk
4. Update park sign and landscaping
5. Add benches

#### **ROCK CANYON PARK**

1. Update and pursue development of phase II of the Rock Canyon Park Master Plan.
2. Construct six lighted tennis courts
3. Replace split rail fencing
4. Consider consolidation of two pavilions with an updated larger pavilion (possibly enclosable) with cooking facility and restrooms to make this a year-round use pavilion.
5. Upgrade trail lighting system
6. Update playgrounds and three restrooms
7. Complete paving at upper parking lot and add parking where possible
8. Complete utility upgrades
9. Repave pathways throughout – consider concrete
10. Construct a sand based playing surface with drainage in the basin that will handle athletic programming

### **ROCK CANYON TRAILHEAD**

1. Minor repair / updating of restroom and pavilion
2. Bring irrigation to west side landscaping
3. Install additional pavilion in parking lot island bed
4. Add picnic pads on the west side landscaped areas
5. Install better way-fairing signage to direct BST traffic
6. Consider acquisition of land parcels adjacent to the trailhead
7. Coordinate with efforts to preserve cliff faces, climbing routes and public access to the canyon

### **RON LAST PARK**

Consider possible divestiture or expansion and development of this site

### **ROTARY PARK**

1. Update restroom
2. Update playground
3. Develop sports field plan for the turf areas
4. Develop additional parking to the east side
5. Update pavilions with potentially fewer larger upgraded pavilions
6. Resurface/renovate the tennis courts
7. Complete the development of picnic areas to the west of tennis courts

### **SERTOMA PARK**

1. Update with a larger pavilion or two and higher capacity restroom
2. Remove sand volleyball court
3. Continue topdressing program to level and build sand based athletic playing surface

### **SHERWOOD HILLSIDE PARK**

1. Infill native plants in non-irrigated areas
2. Add additional picnic pad and structure if possible
3. Add supplemental irrigation to some areas
4. Address the non-irrigated landscape on the north-western slope at the park

### **SOUTH FORK PARK**

1. Replace the old restrooms with larger capacity facilities
2. Update/renovate pavilions
3. Expand parking at the site by paving and striping the lots
4. Improve designation of picnic sites on west side of the creek
5. Pave interior pathways inside the park
6. Enhance security lighting system at the park
7. Possible expansion of turf grass on the west side of creek
8. Develop natural surface trail along South Fork Creek from Vivian Park up the canyon to South Fork Park

### **SOUTH FORK EQUESTRIAN TRAILHEAD**

1. Improve parking and entry road
2. Develop pavilions and construct restroom at the site
3. Develop trailhead amenities at the South Fork Equestrian Trailhead such as: restrooms, fencing, gates, parking area surfacing and striping, horse trailer parking, troughs, landscaping, map and information kiosk and other trailhead amenities.
4. Consider building overnight campsites and a looped road in available open space at the site.
5. Develop the White Pine Springs water transmission line to provide water to the trailhead.

### **SUNSET VIEW PARK**

1. Update restrooms
2. Develop new sports fields expansion to the east, parking layout and other amenities as identified in the conceptual master plan
3. Update the entire field lighting system with more efficient and effective structures

### **TIMP-KIWANIS BOUNOUS PARK**

1. Update pavilion
2. Update restrooms
3. Consider possible land trade with the Provo School District that would create mutual benefit between both agencies.

### **WALLACE MEADOWS**

1. Consider master plan for development of site that might possibly include: Golf course, lodge, leadership training facility, upscale RV campground, resort, nature center, meeting facility, adventure park (mountain biking skills area, covered outdoor climbing wall, adventure leadership course, etc.

### **WELLS FARGO PARK**

No recommendations at this time

### **WEST PARK**

1. Develop as a neighborhood park to include basketball courts, lighting, restroom, playground, and pavilions (2)
2. Possible community garden location
3. Current quick coupler irrigation system needs to be replaced by an automated irrigation system
4. Consider possible divestiture of this site
5. Consider a combination of residential housing and park development at the site
6. Consider a more developed parking area depending on future use
7. Fencing upgrades

### **Y MOUNTAIN TRAILHEAD**

Maintain a lease agreement with property owner to preserve public access

## **SPECIALIZED PARK AMENITIES AND BEST PRACTICES**

The Provo Parks and Recreation Department should also consider the development of the following specialized amenities within existing or future parks. Dog parks

1. Community gardens
2. Mountain bike skills courses
3. BMX tracks
4. Dog Parks

## **TRAILS**

### **1860 SOUTH TRAIL**

Possible expansion

### **AIRPORT DIKE TRAIL**

1. Work to develop staging areas for public use of this trail.
2. Consider this site as a potential beach park

#### **BONNEVILLE SHORELINE TRAIL**

1. Work with US Forest Service to develop trail section from Provo Canyon to Rock Canyon that does not rely on City streets
2. Work with developers on the southernmost section of the trail to achieve reasonable connections and grades for the trail. Consider multiple routes through the old aggregate quarry as permitted by land owners.
3. Coordinate with regional BST coordinators and partners in maintaining and preserving public access to this trail

#### **CARTERVILLE ROAD TRAIL**

Possible expansion as well as improvements of connections and access points.

#### **CENTER STREET CONNECTOR TRAIL**

Continuation of developments leading west to Utah Lake

#### **COLLEGE CONNECTOR TRAIL**

None at this time

#### **EAST UNION CANAL PATHWAY**

Review and develop reasonable segments

#### **GENEVA ROAD PATHWAY**

Develop pathway in coordination with Provo Engineering and UDOT

#### **INDEPENDENCE AVENUE PATHWAY**

Possible expansion to the north along the old Zephyr right-of-way

#### **INDIAN ROAD TRAIL**

Preserve public access to the trails and foothills at the mouth of Provo Canyon.

#### **LAKEVIEW PARKWAY TRAIL**

Develop pathway in coordination with Provo Engineering and UDOT

#### **LOVERS LANE TRAIL**

Continue to make improvements to this trail

#### **PROVO RIVER EQUESTRIAN TRAIL**

Develop and maintain equestrian access to this natural surface trail

#### **PROVO RIVER PARKWAY TRAIL**

Further develop the capacity of this trail, develop lighting systems along the route to enhance safety,

#### **SEVEN PEAKS BOULEVARD GREENWAY TRAIL**

None at this time

#### **SOUTH STATE STREET/300 SOUTH TRAIL**

Expand this to the south to the Provo boundary with Springville

Expand north to 300 South and connect to other pathways running east and west.

## GENERAL TRAIL RECOMMENDATIONS

1. Improve the connectivity within Provo by completing links to existing trails and pathways.
  - a. Continued development of trails and bike lanes to the southwest, south central and southeast portions of the City
  - b. Continued development of trails and bike lanes as east-west connectors
  - c. Consider phased resurfacing of asphalt trail sections to concrete
  - d. Integrate trail improvements with objectives of the Provo Bicycle Transportation Plan.
2. Improve existing natural surface trails as backcountry connectors.
3. Rate the trails within Provo, as well as consistent distance markers that inform users of the health benefit and impacts of each trail and select potential trail segments to include fitness stations.



4. Consider establishing a section of trail within Provo as an art and culture trail. Diversify the trails and trail experiences in Provo by developing an art and cultural trail along a section of paved trail near the center of the City. This trail can feature trail art and sculptures that celebrate local artists, local history and culture.
5. Coordinate with all partners in efforts to build legitimate and economic development of the trail.
6. Accentuate the many benefits of trails within the community



## SPECIAL USE - OUTDOOR FACILITIES

### PROVO CITY CEMETERY

1. Expand the cemetery to the west according to the designed master plan
2. Update the irrigation control system to match and integrate with the existing Parks ICC system
3. Consider sites for future cemetery services or other options available
4. Assure that Perpetual Care Fund is reimbursed for money that were removed from the fund to acquire property

### SHOOTING SPORTS PARK

1. Complete a formal site and operations master plan
2. Install needed safety and operations improvements to the site according to the master plan
3. Monitor management/use agreement with the Provo Gun Club to ensure safe, on-site management and supervision

4. Possible relocation of the park to a better suited long-term location
5. Consider partnership opportunities with the Provo Police Department

#### **EAST BAY GOLF COURSE**

1. Explore feasibility study on the development of a retail center and potential relocation plan for the golf course.
2. Conduct a master operations and management plan on the remaining course
3. Consider the professional golf management approach of contract vs. City employee
4. Consider the current food service operation and events programming at the clubhouse
5. Address short term improvements:
  - a. Renovate sand traps throughout
  - b. Renovate shorelines throughout the course
  - c. Potentially relocate the maintenance shop
  - d. Potentially expand the club house facility and cart shed capacity
  - e. Resurface club house parking lot
  - f. Cart path paving

#### **SPECIAL USE - INDOOR FACILITIES**

##### **ACADEMY SQUARE LIBRARY**

No maintenance recommendations at this time

##### **COVEY CENTER FOR THE ARTS**

1. Possible expansion of the facility to include additional performing arts venues, expanded visual arts exhibition/ display areas, expanded storage and support spaces and additional office space
2. Possible additional outdoor sculpture garden elements
3. Consider redevelopment of the outdoor amphitheater with potential shade covering

##### **PEAKS ICE ARENA**

Consider expansion as a field house facility according to the concept plan to include:

- Weight/cardio training facility
- Indoor tennis courts
- Aquatic facilities

##### **PROVO RECREATION CENTER**

1. Upgrade Veterans Memorial Pool mechanical systems
2. Consider expansion opportunities to include: pavilions, leisure pool amenities, storage, slides and synthetic sports turf area

#### **VISIONARY PROJECTS**

There are several potential visionary projects that can be considered. These projects are ambitious and could become renowned as regional and statewide attractions that would require productive partnerships between the City and public and/or private partners. These signature projects are not included in the Action Plan of this master plan document because they are large, ambitious, and visionary possibilities that should be considered only if the correct resources and relationships materialize. They are, however, described here in an effort to include “big ideas” in the vision for what is possible in Provo.

### **PROVO RIVER WHITEWATER TRAIL**

An exciting project that would require a technical design and feasibility study is a whitewater trail along the Provo River that enhances the recreational access and benefits of the river running through the city. This could include development of the Provo River from Columbia Lane to Interstate 15 to include renovation of dam/diversion structure (at Columbia Lane), installation of intermittent whitewater features, bank and river access improvements and spectator areas along the river bank.



Such a development will require permitting from applicable state and local regulatory agencies. Development costs may be supported from partnerships between City departments, private developers, Utah County, the State of Utah, and local advocacy and interest groups. Guided programs, guide permit fees and equipment/gear rental would likely be direct revenue opportunities the Department could consider to support management and maintenance costs.

### **REGIONAL SPORTS COMPLEX**

Another project that became an area of interest and focus in the master planning process was the expansion of existing sports fields available within the City of Provo. There is mixed support in the community for these amenities as many residents are older and retired adults who do not have a direct interest or need for these types of facilities. There are, however, a growing number of young families with children and young adults that are active in team sports who feel the current inventory of ball fields and sports fields in Provo is inadequate to meet growing demand.



Sports fields are most efficiently constructed and operated if designed and built within a complex of facilities, versus stand-alone and separated sites. Based on industry standards and maintenance consideration, this master plan presents the concept of a regional sports complex as a visionary project that could feature multiple ball field diamonds and multiple rectangular sports fields. This facility would also need adequate parking, concessions, restrooms, and lighting on selected fields to expand usage.

Siting options for a regional sports complex could include expansion of Footprinters Park or a new location in the southern portion of the city.

### **PROVO BEACH PARK**

It is a vision of many community members and leaders to create a community beach park on Utah Lake. This facility could provide quality beach access to the lake with support amenities such as picnic sites, playground, restrooms, volleyball courts and other recreational amenities. This project will likely require significant partnership and negotiation with Utah State Parks. The best option for this project to



materialize is to work with the state agency for management or ownership of Utah Lake State Park in order to create this regional asset.

#### **PROVO ADVENTURE PARK**

There is tremendous interest and participation in outdoor adventure sports among residents and visitors in Provo. It is recommended to consider the development of an adventure park to include mountain biking skills area, covered outdoor climbing wall, shooting sports facility with archery, skate park and adventure leadership course (leadership tower, zip lines, etc.). This facility could become a regional attraction and feature events and competitions to bolster visitation and reputation. An adventure park can be an independent site or included in the master plan of a regional sports complex. This site could be operated by the Department or through a contract operator with numerous revenue opportunities to support operating costs such as admission, program fees, event proceeds and sponsorships. Development of an adventure park could be pursued as a public/private partnership on City-owned land, and also include operational requirements for the development partner. A potential site for such a development may be the Squaw Peak area of Provo Canyon.

#### **BOTANICAL GARDEN OR ARBORETUM**

A small botanical garden or arboretum that potentially included a community garden could be a unique addition to the Provo parks and recreation system that broadens the appeal of amenities and experiences at the parks. This site could include managed landscaping beds of native plants, demonstration plots of landscaped gardens, an outdoor pavilion for special events, an interpretive trail, and a community garden area. It would be advisable for this site to be managed in partnership with a local non-profit organization or friends group and to potentially be located at the recently acquired Stutz Park.

#### **MAINTENANCE MANAGEMENT RECOMMENDATIONS**

These maintenance management recommendations have been prepared as a component of the *Parks and Recreation Master Plan* project, and were developed following review of the current site and asset maintenance responsibilities of the Provo Parks and Recreation Department specifically focused on park maintenance. These existing circumstances were coupled with industry best practices provided by PROS Consulting LLC as derived from our experience nationally. The resulting recommendations were generated in order to support the strategic decisions of the City for maintaining high quality parks, open space, trails and recreation assets into the future.

The purpose of these recommendations is to clearly define the requirements and actions of Provo for maintaining high quality parks, open spaces, trails, and recreation sites and assets over the next 10 years. This includes consideration of existing conditions of the current inventory, as well as additional sites and assets that are being considered

These standards are intended to enable the City to improve the identification, justification, and prioritization of maintenance requirements for park and recreation assets. This is achieved by establishing a clear quantification of resources necessary to maintain the current system as high-quality, accounting for aging facilities that continually deteriorate from use, as well as incorporating sites and assets being considered for addition to the Provo Parks and Recreation system in the upcoming years.

#### **INDUSTRY BEST PRACTICES**

The PROS Team has developed a set of best management practices for park and recreation agencies and several of these are related to maintenance of grounds and other facility assets. These recommended best management practices are provided for consideration.

1. Best practice agencies integrate sustainable approaches within maintenance management practices. This includes energy conservation, use of alternative fuels and hybrid or electric vehicles,

LEED design principles, use of solar and wind power, planting trees, reducing staff driving time, recycling, and the reduction of chemicals in general park maintenance duties.

2. Park maintenance personnel in best management systems maintain 12 to 14 acres per person of managed park space. This can be a combination of public employees and contract employees.<sup>∇</sup>
3. Best managed park and recreation systems have a maintenance work order system in place to track the cost of maintenance, utilities, supplies, equipment and employee time for parks and recreation facilities based on set standards. The work order system also manages asset lifecycles for all replacement schedules to keep parks and facilities up to the level they need to so the public will enjoy them for a long period of time. A product utilized extensively in the management of public parks and facilities is Lucity. [www.lucity.com](http://www.lucity.com)
4. Best practice agencies have an equipment replacement program established and funded to keep equipment tied to employee productivity and supporting the efficiency goals of the agency. Provo currently replaces equipment whenever funding allows. A more structured program should be initiated to create a more sustainable and steady expectation for equipment replacement.
5. Best practice agencies outsource their maintenance operations at no less than 20% of their total labor with the remaining resources dedicated to continuity in case a contract is discontinued and the agency must step in and continue operations with limited impact on the users.
6. Best management agencies have maintenance management plans in place to keep control of maintenance costs and efficiency. These plans are updated every five years.
7. Best practice agencies have established design standards for parks and recreation facilities based on the outcomes that they want to achieve based on the dollars to develop and the return on investment from users to support operational costs if any. These standards apply to neighborhood parks, community parks and all recreational facilities an agency has under its management and control.
8. Best practice agencies reinvest 4-6% of the estimated value of their total assets (less land values) annually in their capital assets and infrastructure in order to maintain what they already own to keep them well positioned in the minds of residents.<sup>∇</sup>
9. Best practice agencies have maintenance and program standards that support design standards to operate as efficiently as possible while supporting the customer service requirements of the program or facility.
10. Best practice agencies seek out bond funds to support capital costs every five years to keep the bond issuance low with the high value of return to taxpayers based on the time-value of money. As parks and recreation facilities are developed and succeed, the community will support these bond issues if presented to clearly identify the benefits residents will receive as a result of these investments and that the improvements have wide-age segment appeal.
11. Best practice agencies have 35-40 funding sources including earned revenues that they use to support operational and capital costs to keep the agency as sustainable as possible. Specific information on funding sources can be found beginning on page 126.

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<sup>∇</sup> This is a best practice finding based on the 800+ projects completed by PROS Consulting LLC over the last 15 years in the parks and recreation industry.

<sup>∇</sup> This is a best practice finding based on the 700+ projects completed by PROS Consulting LLC over the last 15 years in the parks and recreation industry.

## **OBJECTIVES OF PARKS AND RECREATION MAINTENANCE**

Regular maintenance requirements provides calculated unit-based quantification for most major resource requirements and provides the method through which projections for future resource needs can be developed. Issues not addressed in the section are major capital repair and replacement actions that are beyond the preventive and responsive nature of regular maintenance. The City's maintenance efforts are expansive and address diverse aspects of maintaining high quality facilities, amenities and infrastructure for the sake of preserving the integrity of public assets and their meaningful use. The prevailing objectives of the park and recreation maintenance program are presented below not in order of importance:

- Maintain and improve the sites, grounds, facilities and structures of the City of Provo Parks and Recreation system to provide optimal and enjoyable use.
- Provide landscaping and general maintenance for a multitude of City amenities, including but not limited to City landscaped beds and turf, urban open spaces, urban forests and select City buildings and structures.
- Be responsive to maintenance needs of the City open space tracts. Particular attention must be paid to access points, trail repair, erosion control and trash removal.
- Protecting and preserving the value of City assets so that long term costs can be minimal due to extending the service life of amenities.

Many of the objectives assigned to the Park and Recreation Department's maintenance team go beyond the traditional responsibilities of parks and recreation employees, but provide an invaluable service to the community. The assessment phase of the master planning project yielded findings that the Department maintenance staff are extremely productive given their vast responsibilities and limited resources. It is important for members of the community, Department management and City leadership to project future resource requirements and resources for additional future sites and facilities.

The consultant team collected data from the Department regarding the current resource requirements of the maintenance team and their responsibilities in both direct labor and contracted labor. These requirements will be detailed in accordance with an objective quantification of maintenance responsibilities in such areas as acres, types of sites and facilities, miles of trails, etc. The sections that follow build the framework of quantifying maintenance resource requirements by unit, which can enable an accurate projection of future requirements with additional sites and assets in the System.

Grounds maintenance expectations in the past have been extremely high and the quality of care has been evident in the evaluation and assessment of sites observed by the consultant, especially in the area of turf quality and cleanliness of outdoor facilities.

### **MAINTENANCE MODES AND STANDARDS**

It is recommended that Provo Parks and Recreation Department adopt a system of grounds maintenance levels where functions are organized into a tiered structure of three different levels of service. These three levels are referred to as *maintenance modes* and each has a unique standard that dictates routine maintenance tasks and their frequency. The appropriate maintenance mode is assigned to each park or site which creates the framework for organizing and scheduling tasks and responsibilities at each location. A description of each of the maintenance modes and corresponding standards is provided below.

#### **MAINTENANCE MODE 1**

Maintenance Mode 1 (Mode 1) applies to parks or sites that require the greatest level of effort of highest maintenance standard in the system. These are typically highly developed parks with multiple amenities that are heavily used. Parks maintained under Mode 1 are generally regional parks, sports complexes, and specific community parks, with a few exceptions in neighborhood parks and special use facilities.

## *Standards – Mode 1*

### *Mowing and Detailing*

- Mow to the maximum recommended height for the specific turf variety at least once weekly during growing season
- Edge sidewalks, borders, fences and other appropriate areas once weekly during the growing season
- Install sod or seed as needed and mow weekly
- Weeds should cover no more than 10% of the grass surface
- Inspect thatch layer regularly and remove as needed
- Remove grass clippings only if coverage is unsightly or impacts health of the lawn
- Test soil as needed and apply fertilizer according to optimum plant requirements 1-2 times during growing season
- Inspect regularly for insects, diseases and rodents and respond to outbreaks according threshold standards within 3 days

### *Landscape Maintenance*

- Prune shrubs as necessary year-round
- Prune trees as necessary throughout the year
- Apply fertilizer to plant species once per year as needed according to their optimum requirements
- Inspect regularly for insects, diseases and rodents. Respond to outbreaks according to IPM thresholds and procedures within 3 days
- Place 4" of organic mulch around each tree within a minimum 18" ring
- Place 4" of organic mulch around shrub beds to minimize weed growth
- Remove hazardous limbs and plants immediately upon discovery
- Remove dead trees that pose an immediate hazard upon discovery
- Remove or treat invasive plants twice annually
- Replant trees and shrubs as necessary

### *Irrigation System Maintenance*

- Inspect irrigation systems a minimum of once per month
- Initiate repairs to non-functioning systems within 24 hours of discovery during the dry season and within 10 days during the wet season
- Inspect and adjust and/or repair irrigation systems and microspray as necessary weekly during the dry season
- Modify systems as necessary to increase irrigation coverage or efficiency

### *Road, Trail and Parking Lot Maintenance*

- Remove debris and glass immediately as needed
- Remove sand, dirt, and organic debris from roads, walks, lots and hard surfaces as needed
- Remove trip hazards from pedestrian areas immediately upon discovery
- Repair concrete walks, scenic view area, curbs and other surfaces as needed
- Repair asphalt trails, or soft surface trails, parking lots, roadways and other surfaces as needed

### *General Maintenance and Support Services*

- Inspect fences, gates and other landscape structures at least once annually. Complete safety-related repairs immediately. Complete other repairs within 48 hours of discovery.
- Water manually as necessary to establish new plantings
- Install and maintain automatic drip irrigation system to reforestation projects where feasible
- Prune shrubs and trees as necessary

- Weed by hand or mechanically as necessary
- Provide pest control as needed and as per IPM thresholds
- Plant and renovate areas as necessary
- Complete playground and bridge inspections monthly

## MAINTENANCE MODE 2

Maintenance Mode 2 (Mode 2) applies to parks or sites that require a moderate level of effort and maintenance standard in the system. These can include developed and undeveloped parks with amenities that are heavily used. Parks maintained under Mode 2 are generally neighborhood parks, special use facilities, city facilities and fire stations, and some community parks.

### *Standards – Mode 2*

#### *Mowing and Detailing*

- Mow to maximum recommended height for the specific turf variety at least once every two weeks during growing season
- Edge sidewalks, borders, fences and other appropriate areas at least monthly during the growing season
- Install seed to maintain uniform turf coverage of 80%
- Weeds should cover no more than 25% of the grass surface
- Inspect regularly for insects, diseases and rodents and respond to outbreaks according IPM threshold standards within 10 days

#### *Landscape Maintenance*

- Prune shrubs as necessary every two years September to January
- Prune trees as necessary throughout the year
- Apply fertilizer to plant species only if plant health dictates
- Inspect regularly for insects, diseases and rodents. Respond to outbreaks according to IPM thresholds within 10 days
- Place 4” of organic mulch around shrub beds to minimize weed growth
- Place 4” of organic mulch around each tree within a minimum 18” ring
- Remove or barricade hazardous limbs and plants immediately upon discovery. Remove barricaded hazards within 3 days consistent with procedures for bird nesting survey
- Remove or barricade hazardous trees immediately upon discovery. Remove barricaded hazards within 3 days consistent with procedures for bird nesting survey.
- Remove or treat noxious or invasive plants as needed
- Replant as trees and shrubs as necessary

## MAINTENANCE MODE 3

Maintenance Mode 3 (Mode 3) applies to parks or sites that require a nominal level of effort and maintenance standard in the system. These generally include undeveloped parks with minimal amenities. Parks and areas maintained under Mode 3 are mostly retention basins.

### *Standards – Mode 3*

#### *Mowing and Detailing*

- Areas should be left in a natural state. Unless legal requirements dictate, areas are not mowed, trimmed, fertilized, or irrigated
- Weed control limited to legal requirements for eradication of noxious plants
- Respond only for safety-related concerns or where addressed by agency policies

### *Landscape Maintenance*

- Respond only for safety-related concerns or where addressed by agency policies
- Fuels reduction to prevent wildland fires

### *Road, Trail and Parking Lot Maintenance*

- Respond only for safety-related concerns

It is recommended to adopt and modify the maintenance standards for each mode that can be applied to all City park and recreation sites whether they are managed directly or in concert with lease holders and other partners. These standards do not have to be stringent, just consistent in order to protect City assets and the safety of park users. Additional maintenance standards and guidelines are:

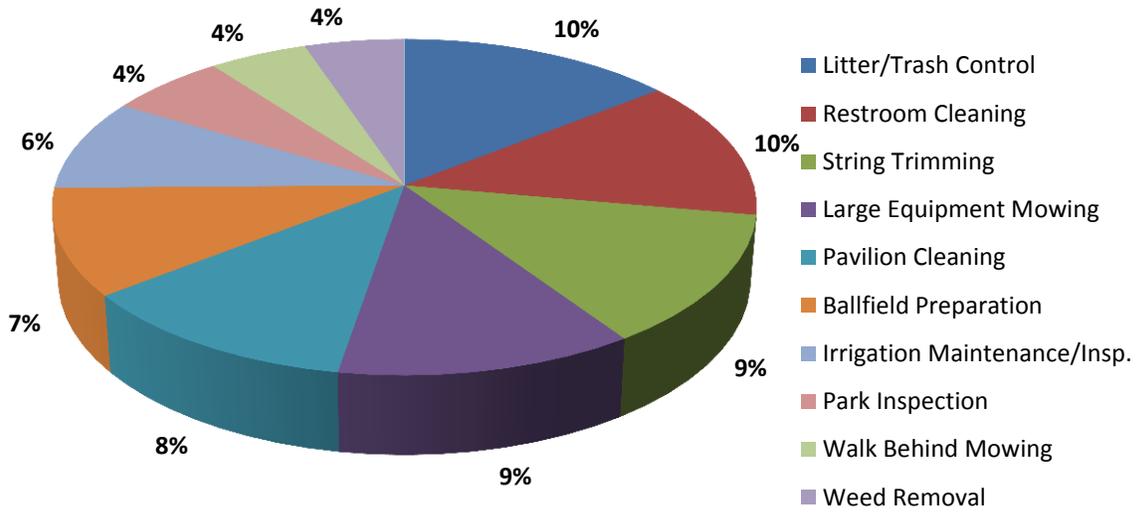
- NRPA/NPSI playground safety program with policy, procedures for safety monitoring, inspection and repairs.
- Establish maintenance standards and frequency levels for each type of amenity based on established expectations of the visitors to the parks and to meet customer service requirements for a well maintained parks system. These standards can also vary by park or asset type, such as day use facilities, community centers, and regional parks.
- Train City staff and partners on maintenance standards and frequency levels for care to meet the expectations of the visitors to the City park system.
- Upgrade the amenities that have the highest level of use first to keep the sites well valued in local communities
- Seek outside funding and resource support to fund improvements for each park.
- Seek the local communities to engage in “clean up, fix up” events and days to keep the parks in prime position to support a strong visitor base appeal.
- Inspect sites and facilities on a consistent basis to evaluate adherence to maintenance standards at a 90% or greater level of compliance.
- Management of natural and forested areas, control of noxious weeds, and invasive species should be in accordance with the policies and practices detailed by City ordinance, policies of Provo and best industry practices.

### **PARK MAINTENANCE ANALYSIS**

A summary of current labor requirements for managing routine maintenance of many of the parks and recreational facilities in Provo is provided to the right and on the following pages.

On the following page is a graph depicting the top ten maintenance activities requiring the most annual hours by Provo Parks and Recreation staff.

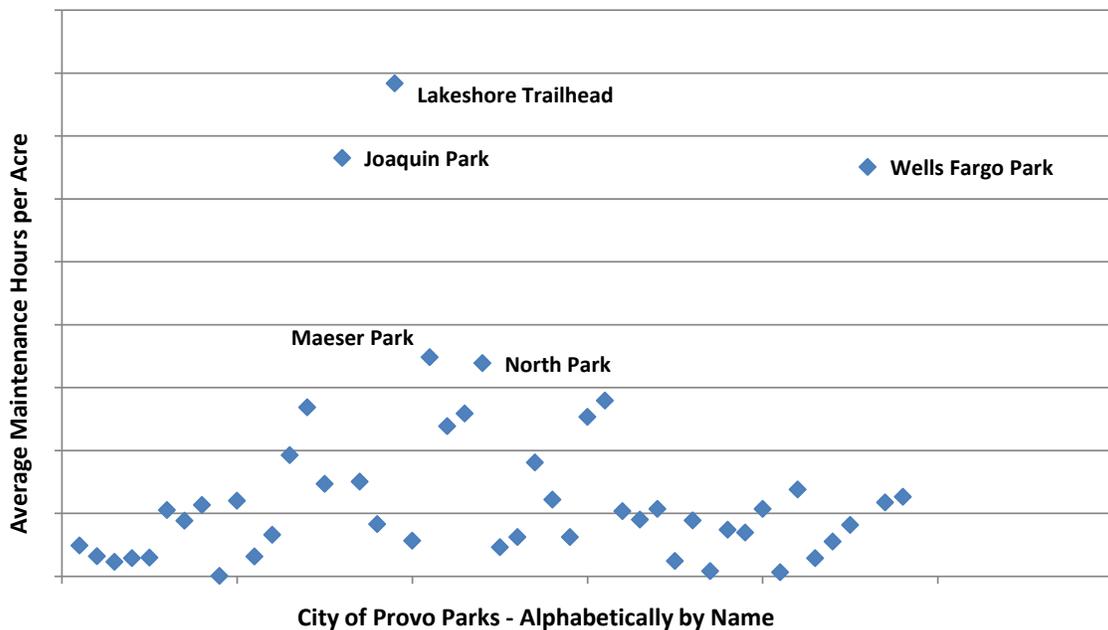
## Top Ten Maintenance Activities - Percentage of Total Annual Maintenance Hours



*The top 10 activities account for 71% of total annual park maintenance hours. Percentages above indicate percent of total maintenance hours.*

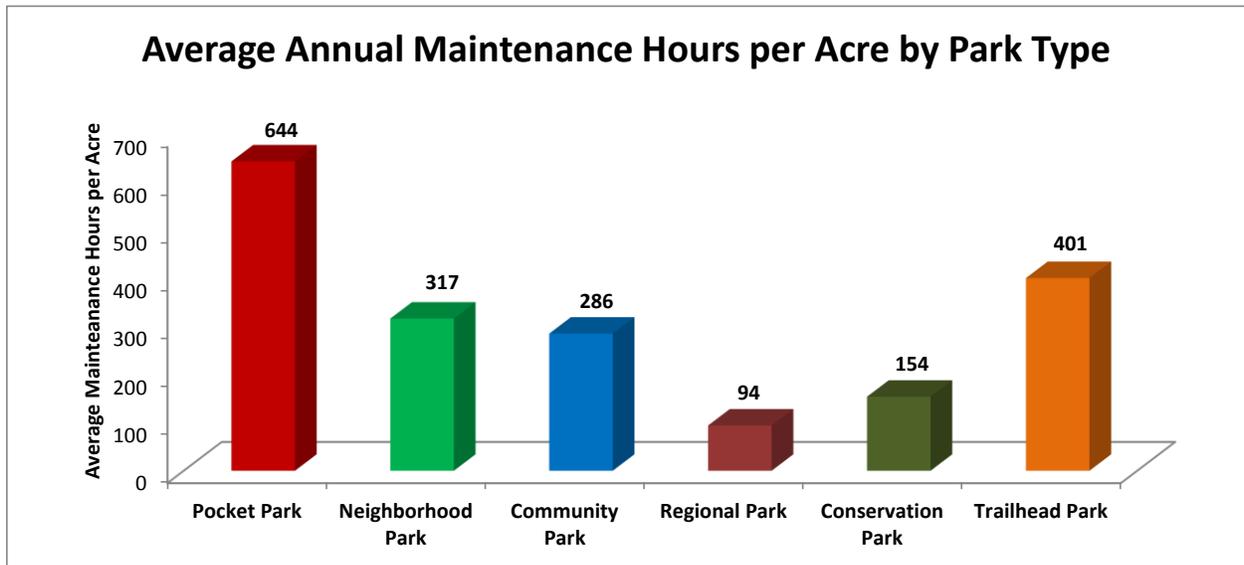
The scatterplot below represents the distribution of annual maintenance hours per acre for each park. The five parks with the highest ratio of maintenance hours per acre are labeled.

## Distribution of Annual Maintenance Hours per Acre



The graph below illustrates the average annual maintenance hours per acre for each type of park site. It is typical in the parks and recreation industry around the nation to see that the average annual maintenance hours per acre is considerably higher for smaller parks, and gets lower as park size increases. This is largely attributed to standard mobilization time to maintain sites (time to access sites, set up maintenance tasks, etc.) and to the fact that often times parks will require similar amounts of fixed time to maintain regardless of their size. Variability in maintenance time requirements does not decrease proportionally as park size increases.

These standards can be used for estimating and planning for current and future maintenance requirements of existing and newly developed parks.



## FUNDING AND FINANCE PLAN

The purpose of the funding and revenue plan is to assist the City of Provo in maximizing its financial sustainability of the Parks and Recreation program and guide the financial planning process for the next twenty years. The information provided was from a workshop assessment completed in September 2011 with key staff, community stakeholders and representation from the City Council.

The City of Provo mostly uses General Fund revenues of the City that are derived predominantly from sales and property taxes to operate parks and recreation programs and facilities. The City of Provo has the potential to expand to a more diversified funding and finance strategy that involves other revenue sources, as well to supplement General Fund allocations for land acquisition and development. The suggested strategies in this funding and revenue plan have been successful in other similar communities around the United States to support their parks and recreation department, and should be reviewed and considered by Provo as the City builds its own funding strategy for the next 20 years.

## FINANCIAL POLICIES

The program does not appear to have formalized policies for managing the financial guidelines of the Parks and Recreation Department. While Provo is unique in many ways, many best-in-class programs or departments have policies that assist in both daily and long term decisions. These policies typically address:

- Pricing
- Partnership
- Sponsorship
- Volunteers

**Pricing policies** establish guidelines for pricing of programs and services. It is likely that the City of Provo will rarely or never have the occasion where sophisticated pricing schedules are required; however there are circumstances where the program collects fees or payments for land or amenity usage. Pricing policies can be a guide for cost recovery from fees and charges, peak and off-peak pricing, and tiered pricing based on levels of service as it applies to park usage, reservations, programs and services.

**Partnership policies** establish guidelines for agreements with partnering entities to assure that there is equity in the partnership to benefit both parties. The guidelines usually include a description of the types of partnerships (public/public, not-for-profit/public and public/private) that are compatible with the community values and a summary of services that are best suited for partnering.

**Sponsorship policies** establish guidelines for agreements with entities that are interested to sponsor specific events, programs and services. The guidelines should include the type of events and programs that the Program will consider for a sponsorship. Sponsorship pricing and identification/recognition are also established and included in the policy.

**Volunteer policies** provide operating guidelines for recruiting, training, managing and tracking volunteer efforts. Volunteer guidelines include responsibilities, minimum standards and rules of operation.

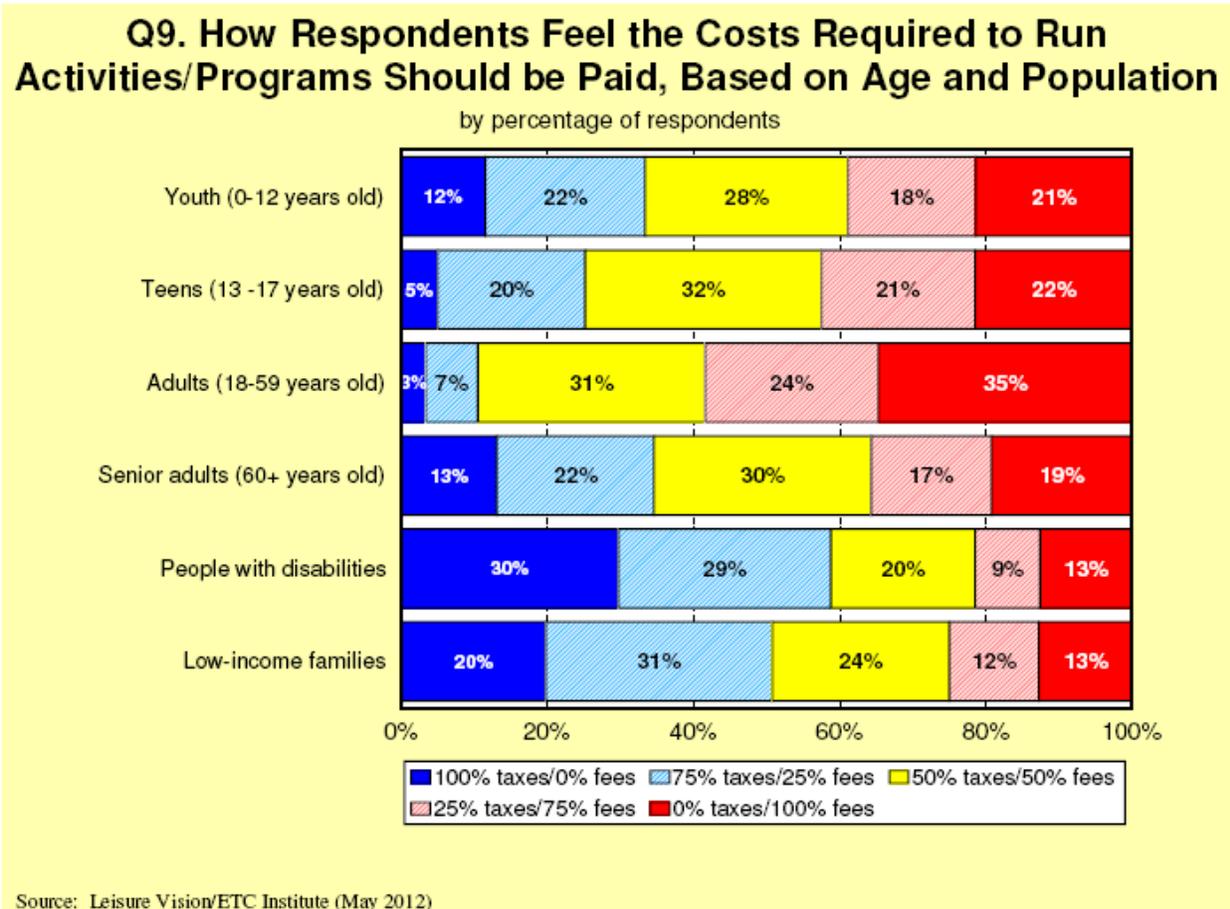
## COMMUNITY EXPECTATIONS AND VALUES

In the process of completing the master plan, there were numerous opportunities for public input regarding financial management objectives. From this public involvement, the following basic expectations of the Parks and Recreation Department were derived:

- **The community expects the City to control costs and deliver balanced benefits.**
- **The community supports earned revenues through services rendered to individuals to support delivery costs.**

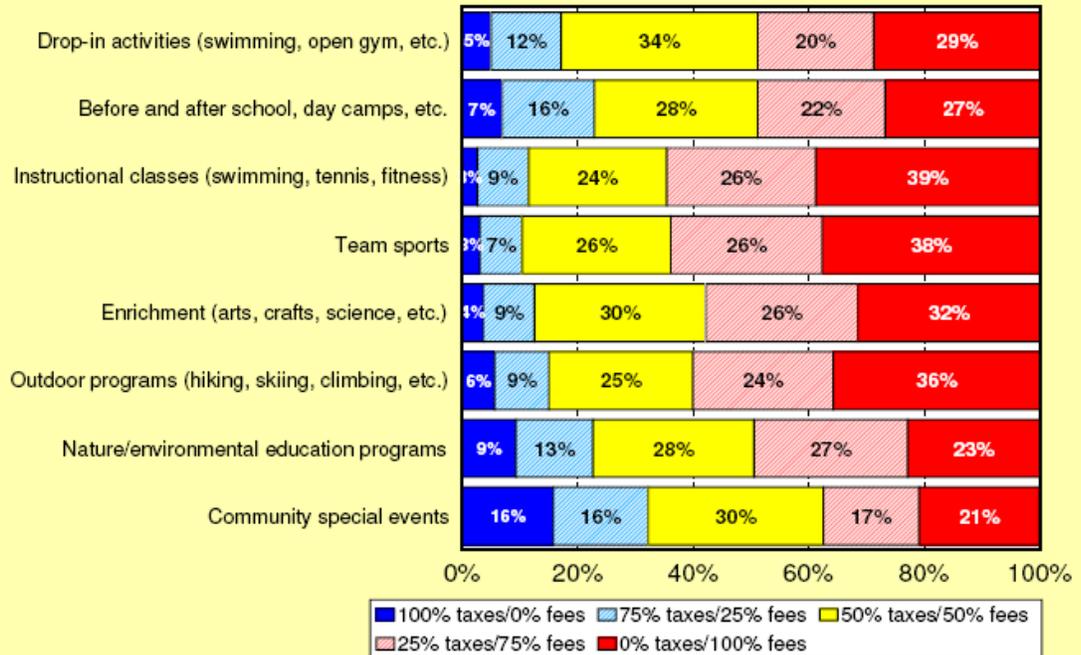
- There is concern over costly initiatives that are not viewed to provide either broad-based community benefits or a tangible return on investment
- There is strong support for facilities and services that enhance quality of life in Provo. Opposition crystallizes around projects and services that seem to increase costs to residents as a tax burden.

Additionally, the community survey completed in association with the master plan returned specific results unique to funding, finance and pricing expectations. Graphs detailing these results are below and on the



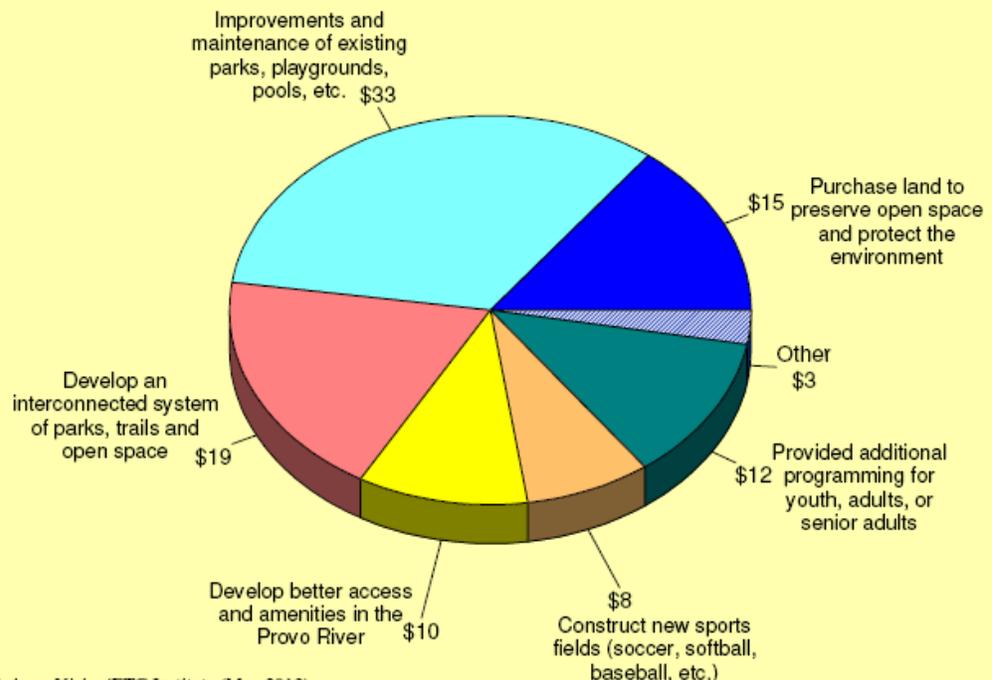
## Q8. How Respondents Feel the Costs Required to Run the Following Activities/Recreation Programs Should be Paid

by percentage of respondents



## Q19. Ways in Which Respondents Would Allocate \$100 of City Revenues Among the Following Categories

by percentage of respondents



Source: Leisure Vision/ETC Institute (May 2012)

### **COST RECOVERY EXPECTATIONS**

There is interest in the Provo community for functions and services of the Parks and Recreation Department to have varying levels of cost recovery through earned revenues. Based on public input and guidance provided by community and city leaders, specific cost recovery targets detailed as acceptable ranges relative to specific functions of the Department are provided in the tables below. These targets should be used as guidelines for determining pricing levels and other management decisions related to cost control and revenue development.

<b>Service – Facilities, Infrastructure and Resource</b>	<b>Cost Recovery Goal</b>
Managing/maintaining open space	0 – 10%
Park and grounds maintenance	0 – 10%
Facility rental and usage	50 - 100+%
Natural resource maintenance and protection	0 – 25%
Cultural resource maintenance and protections	0 – 25%
River access maintenance and management	0 – 10%
Recreational asset maintenance (amenities)	0 – 10%

<b>Service – Programs and Services</b>	<b>Cost Recovery Goal</b>
Drop-in activities (swimming, open gym, etc.)	50-75%
Before and after school programs, day camps	50-75%
Instructional classes and programs	50-100%
Team sports	50-100%
Arts and cultural enrichment programs	50-100%
Outdoor programs and experiences	50-100%
Nature and environmental education programs	50-75%
Community special events	25-75%

### **RECOMMENDED PRICING POLICIES**

Pricing and revenue philosophies are the strong backbone of how earned revenues are balanced with public subsidy to cover the costs of programs and services provided by the Provo Parks and Recreation Department. It is important that these philosophies reflect community values and current best practices in the industry. Supporting the recommendations within this master plan are the following definitions regarding costs:

- Direct costs are typically those most closely tracked in the accounting system.
  - Direct costs are those costs that are included in the budget for function under analysis.
  - Typical direct costs are salaries and benefits, supplies, materials and minor capital equipment.

- Indirect costs are those that support the function, but the costs are in another function's accounting group.
  - Typical indirect costs are associated with administration, governance, accounting and finance, debt service and legal services

The following recommendations for the pricing plan have been developed.

**1. Develop new criteria for “Core Essential, Important, and User Supported Services and Partnerships” and then re-adjust the services listed in the policy to fit each category.**

CATEGORY 1 – CORE SERVICES (ESSENTIAL)

Programs, services and facilities the Agency must provide and/or are essential in order to capably govern and meet statutory requirements. The failure to provide a core service at an adequate level would result in a significant negative consequence. The criteria for programs or services to be classified as essential are:

- The Agency is mandated by law, by a charter or is contractually obligated by agreement to provide the service.
- The service is essential to protecting and supporting the public's health and safety.
- The service protects and maintains valuable assets and infrastructure.
- Residents, businesses, customers and partners would generally and reasonably expect and support the Agency in providing the service. The service is one that cannot or should not be provided by the private sector, and provides a sound investment of public funds.

CATEGORY 2 – IMPORTANT SERVICES (BALANCED SUBSIDY)

Programs, services and facilities the Agency should provide, and are important to governing and effectively serving residents, businesses, customers and partners. Providing Category 2 services expands or enhances our ability to provide and sustain our core services. The criteria for programs or services to be classified as important are:

- Service expands, enhances or supports identified core services.
- Services are broadly supported and utilized by the community, and are considered an appropriate, important, and valuable public good. Public support may be conditional upon the manner by which the service is paid for or funded.
- Service generates income or revenue that offsets some or all of its operating cost and/or is deemed to provide economic, social or environmental outcomes or results.

CATEGORY 3 – VALUE-ADDED AND USER SUPPORTED SERVICES (NON-SUBSIDIZED)

Programs, services and facilities that the Agency may provide when additional funding or revenue exists to offset the cost of providing those services. Category 3 services provide added value above and beyond what is required or expected. The criteria for programs or services to be classified as user supported are:

- Service expands, enhances or supports Core Services, Category 2 Services and the quality of life of the community.
- Services are supported and well utilized by the community, and/or provide an appropriate and valuable public benefit.
- Service generates income or funding from sponsorships, grants, user fees or other sources that offsets some or all of its cost and/or provides a meaningful benefit to users.

#### CATEGORY 4 – PARTNERSHIP SERVICES

Programs, services and facilities that the Agency may provide through partnerships. Category 4 services usually provide added value above and beyond what is required or expected as a public mandate. The criteria for programs or services to be classified as partnership services are:

- Service expands, enhances or supports Core Services, Category 2 and 3 Services and the quality of life of the community.
  - Services are supported and well utilized by the community, and provide an appropriate and valuable public benefit.
  - Service generates income or funding from sponsorships, grants, user fees or other sources that offsets some or all of its cost and/or provides a meaningful benefit to users.
2. **In Category 1, services should be competitively priced and expected to recover 0-25% of direct and indirect delivery costs through earned revenues.**
  3. **In Category 2, services should be competitively priced and expected to recover 25-80% of direct and indirect delivery costs through earned revenues.**
  4. **In Category 3, services should be competitively priced and expected to recover 80-100% of direct and indirect delivery costs through earned revenues.**
  5. **In Category 4, services should be competitively priced and expected to recover 100% or more of direct and indirect delivery costs through earned revenues.**

Following these recommended updates to the existing pricing plan will require the Department to re-adjust the services listed in the policy to fit each category. This should help the Department to bring in additional dollars and develop better community equity in the availability and delivery of services. The process of updating the pricing plan can also include a market analysis of comparable and competitive service provided in the community. The Pricing Policy should state the level of cost recovery desired by each service listed based on direct and indirect costs and demonstrate the price range that staff is capable of working within.

#### **FUNDING OPTIONS**

In order to continue to build and maintain the park system, the department should pursue funding sources presented in this section for operations and capital improvement projects.

New, sustainable funding sources are essential to implementing the master plan. The department has relied heavily on taxes, and some developer fees, to support the system. The key for the future is to diversify sources of funding to accomplish the initiatives in this master plan. These sources need to be committed on a long-term basis to assure a continuing income stream. There is significant potential to increase revenue to operate the parks and recreation services, while still meeting the objectives of providing affordable public recreation opportunities. The following are suggested funding options that can be considered by the City of Provo specifically for parks, recreation and trail projects and initiatives.

#### **EXTERNAL FUNDING SOURCES**

The following examples provide external funding opportunities for the department to consider for the future. Each of these sources can be evaluated in more detail to determine the level of funding they would yield if pursued aggressively. External funding sources are those that leverage funding from *outside* the traditional revenue and debt service means of the City, usually seeking funding from outside sources to augment City financial resources.

### CONSERVANCY

A conservancy partnership is a joint development funding source or operational funding source between the conservancy and the government agency. The conservancy operates as a non-profit organization working on behalf of the public agency to raise needed dollars to support the vision and operational needs of the department for the future.

The dollars that are raised by the conservancy are tax-exempt. These types of conservancies are non-profit organizations established with private donations in promotion of specific causes, activities or issues that the park system needs to address. They offer a variety of means to fund capital projects, including capital campaigns, gifts catalogs, fundraisers, endowments, sales of park related items, etc. The conservancy can be an incredible funding source for the department over the next 20 years if established correctly and with the right staffing to raise significant dollars for the department for the future.

Private donations may also be received in the form of funds, land, facilities, recreation equipment, art or in-kind services. Donations from local and regional businesses as sponsors for events or facilities should be pursued. A conservancy in Provo could generate \$100,000 to \$250,000 a year if set up and managed correctly based on similar type of cities with similar wealth.

### GREENWAY FOUNDATIONS

Many cities have turned to greenway foundations to help develop and maintain trails and green corridors throughout the city. The City of Indianapolis Greenway Foundation develops and maintains the greenways throughout the city and seeks land leases along the trails as one funding sources, as well as “selling” miles of trails to community corporations and non-for-profits. In addition, cities sell the development rights along the trails for local utilities for water, sewer, fiber optics, and cable lines on a mile-by-mile basis which helps to develop and manage these corridors.

### FRIENDS ASSOCIATION

Friends associations are a form of a foundation but are formed to raise money typically for a single focus purpose that could include a park facility or program that will better the community as a whole and their special interest.

### FOUNDATIONS SUPPORT AND SEEK IRREVOCABLE REMAINDER TRUSTS

These trusts are set up with individuals who typically have more than \$1 million in wealth. They will leave a portion of their wealth to a park agency in a trust fund that allows the fund to grow over a period of time and then is available for an agency to use a portion of the interest to support specific park and recreation facilities or programs that are designated by the trustee.

### CORPORATE/PERSONAL GIVING

Corporate and personal giving is a process where the department seeks corporate leadership funds via a foundation partner or through personal contact to support a specific project or a specific operational goal that helps the department to manage forward. These gifts can come in the form of a financial gift for a year or up to five years to support the park system for the future. Many park agencies develop a park fund raising event to appeal to private corporations’ leaders to support the park system as part of their fee to come to the event.

### GRANTS

The grant market continues to grow annually. Grant writers and researchers are required to make this funding source work financially. Matching dollars are required for most federal grants and some state grants. The type of grants available to the City could be the following:

- Safe Routes to Schools

- Land and Water Conservation Fund Grants (LWCF)
- Community Development Block Grants (CDBG)
- Economic Development Administration (EDA)
- Storm water grants that limit the storm water runoff through parks
- Trail Enhancement Grants for regional trails systems through the state and federal system
- Development grants through community foundations to support specific park projects
- Redevelopment grants to support parks and facilities that increase revenue from the value of property or from activities that create sales and tourism taxes

#### FACILITY AUTHORITIES

Facility authorities are used by park and recreation agencies to improve a specific park or develop a specific improvement such as a stadium, large recreation centers, large aquatic centers or sports venues for competitive events. The revenue to sustain repayment of these bonds usually comes from sales and/or property taxes. The City of Indianapolis has created several community venues for recreation purposes and national competition events for local purposes and economic purposes. The facility authority is responsible for managing the sites and operating them in a self-supporting manner.

#### FACILITIES, IMPROVEMENT OR BENEFIT DISTRICTS

Many municipalities are also a part of regional trails systems that have developed a trails district to support costs and management requirements for development and maintenance. Sometimes this includes multiple counties, and usually is funded through a bond issue and/or various tax initiatives. A facilities or trails district can also be a major impetus for raising external financial support from foundations, individuals, corporate sponsors, grants and more.

A benefit district is similar to an improvement district and identifies the benefits associated with an improvement. A sales or property tax is then established to support the capital cost associated with the acquisition and development of the property. This is usually applied to community parks, regional parks, downtown districts, event plazas, signature parks and attractions. The benefit districts are usually in downtown areas or in regions of the city slated for redevelopment.

#### DEVELOPER CONTRIBUTIONS TO PARKS AND TRAILS

Many municipalities seek developer contributions for park land and also for development of trails that could run through their property. The developer sees the value to the sale of their houses and they put in the trail connection as part of their contribution. Park and/or trail dedication as a requirement of subdivision development is a reliable opportunity to keep pace with neighborhood and community park needs of the City.

#### DEVELOPER CASH-IN-LIEU FEES

Utah State law allows cities to accept cash-in-lieu of park land. This program can help move away from small developed parks in subdivisions by seeking the cash value of the property to buy the type of land that supports the City's goal for land acquisition and park development. This is very popular and allows counties to put enough cash together to buy larger tracts of land that can support many recreation opportunities in one setting. As recommended in this master plan, park development fees should be considered to be a part of the cash-in-lieu calculation.

#### DONATIONS

Private donations can be a popular form of fundraising for public agencies, particularly on facilities and services that are highly visible and valued by the public. Donations can either be received directly by the City or channeled through a park foundation or conservancy aligned with the City's park, recreation and trail priorities. Support from donations for parks and trails can come from one or more of the following methods:

- Donations of cash to a specific park or trail segment by community members and businesses
- Donations of services by large corporations to reduce the cost of park or trail implementation, including equipment and labor to construct and install elements of a specific park or trail
- Reductions in the cost of materials purchased from local businesses that support parks and trails implementation and can supply essential products for facility

#### ADOPT-A-TRAIL PROGRAMS

These are typically small grant programs that fund new construction, repair/renovation, maps, trail brochures and facilities (bike racks, picnic areas, birding equipment), as well as provide maintenance support. These programs are similar to the popular adopt-a-mile of highway programs most states utilize. Adopt-a-trail programs can also be in the form of cash contributions that typically include a range of \$12,000 to \$16,000 a mile to cover the total operational costs.



#### ADOPT-A-PARK PROGRAMS

Adopt-a-park programs are small grant programs that fund new construction and provide maintenance support. Adopt-A-Park programs can also be in the form of cash contributions that typically include a range of \$1,000 to \$5,000 an acre to cover the total operational costs.

#### PARTNERSHIPS – DEVELOPMENT AND/OR OPERATION

Partnerships are joint development funding sources or operational funding sources between two separate agencies, such as two government entities, a non-profit and a public agency, or a private business and a public agency. Two partners jointly develop revenue producing park and recreation facilities and share risk, operational costs, responsibilities and asset management, based on the strengths and weaknesses of each partner.

#### LEASE BACKS

This is another source of capital funding where banks or private placement fund companies will develop a park, recreation attraction, recreation center, pool, or sports complex with the intent of buying the land, developing a recreation attraction and then leasing it back to the city to pay off the land or capital costs over a 30 to 40 year period. Cities like to use this source because they can increase their operational budgets easier than they can get capital dollars to pay off the lease over a set period of time.

#### INTERNAL FUNDING SOURCES

The following examples provide internal funding opportunities for the department to consider for the future. Each of these sources can be evaluated in more detail to determine the level of funding they would yield if pursued aggressively. Internal funding sources are those that represent an expansion or enhancement of traditional revenue and debt service means of the City, usually seeking additional funding from City financial capabilities.

#### PARKS, RECREATION AND TRAILS DEDICATED FUNDING SOURCES

Municipalities that seek a dedicated funding source for parks, recreation and trails typically have several options: dedicate a percentage of a sales tax, various fees and/or dedicated millage to park and trail projects that are increased or maintained every 10 years. The revenues generated from dedicated funding sources typically go toward operations and maintenance costs of managing the park sites, programs and trails in accordance with the community's expectations. These sources can also support the costs of incremental upgrading and replacement of existing park and recreation amenities.

### SALES TAX

Provo currently maintains a 6.75% sales tax that generates between 20-25% of the General Fund revenues of the City. One dedicated funding source for parks, recreation and trails in Provo is an additional percentage sales tax that is committed to maintaining park sites, infrastructure, recreational fields and trails. The value of a sales tax is that it collects revenues from both residents and non-residents that do business in Provo, thereby expanding the funding burden beyond City residents. An increase of 1/10 of 1% percent is estimated to be able to generate about \$1,000,000 annually.

### REAL ESTATE TRANSFER FEES

This is among the newest forms of funding. Many local park agencies and states have used Real Estate Transfer Fees to acquire park land and develop the lands they acquire. The money comes from the transfer of real-estate from one owner to another owner and the city retains ½ percent (0.50%) of the value of the property at the time of sale paid by the buyer, not the seller. Currently there is a ½ percent transfer fee being utilized for the development of City infrastructure, which generates approximately \$300,000 annually. It is possible to consider an expansion of this fee to create monies that are then reserved and dedicated to the acquisition and development of parks in the City.

### FRANCHISE FEE FOR UTILITY RIGHT-OF-WAYS

Many park and recreation agencies have sold the development rights below the ground to utility companies for fiber optic lines, water, sewer and electricity lines and cable services on a linear-foot basis. King County in Seattle sold the development rights below their greenway network and generates \$300,000 a year from the utilities involved.

### STORM WATER UTILITY FEES

This funding source is used in many Cities as a way to develop greenways and trail corridors from the storm water tax on utilities that residents pay as part of their utility bills. Improvements can include trails, drainage areas, retention ponds used for recreation purposes and natural protection of waterways through cities. An example of this is the City of Houston that is using this source to develop and maintain their bayous in the city and to improve the access and use of them throughout the community for flood control and recreation purposes.

### FOOD AND BEVERAGE TAX

This tax is currently used by many cities. Cities seek a 1/4 or 1/8 cent sales tax on retail food and beverages to support parks and recreation needs in their community and can raise a substantial amount of revenue that can be used to pay for an improvement bond for needed park and recreation improvements. These dollars can come from the local community as well as visitors to the City to help pay for a bond for existing park and recreation needs as well as finance future park and recreation related improvements. In most communities in which PROS has worked, the use of food and beverage taxes are very well accepted.

### DEDICATED MILLAGE

This provides the opportunity for the park system to demonstrate how well they are meeting the community's needs through a voter approved millage. In the last five years in the United States, 93% of all park-related bonds and millage issues have passed. Communities understand the value of parks if given the opportunity to vote on an increase.

### **PARK, OPEN SPACE AND TRAIL BOND ISSUES**

Cities typically seek park bond issues to support unmet needs in the community. The key is to use debt financing through bonds to address needs that are unmet and clearly a community priority. It is best to deliver a capital bond project that serves a variety of users and needs in the City. Even in the worst

economic downturn, bond issues have been passing because communities see that they are the direct recipient of the money that benefits them and their families on a personal basis.

## **FEES, LAND LEASES, AND TAX INCREMENT FINANCE OPPORTUNITIES**

### USER FEES

User fees are fees paid by a user of recreational facilities or programs to offset the costs of services provided by the Department in operating a park, a recreation facility or in delivering programs. In the City of Provo, facility usage is highly undervalued. A perception of “value” needs to be instilled in the community for what benefits the City is providing to the user for their exclusive use. Future fees could be charged by the Department based on cost recovery goals for the parks and or core recreation services based on the level of exclusivity the user receives compared to the general taxpayer. PROS would highly recommend that user fees for programs and facilities continue to be charged to create value and operational revenue. If the City feels that they cannot move forward on user fees to help offset operational costs at a higher level than they might consider contracting with an area non-profit to manage future recreation facilities and programs. The City then could take the dollars they have invested in staff and in subsidized recreation facilities and use those dollars to support an improvement bond to make improvements to existing parks and or build new parks and recreation facilities with the existing dollars in their operational budgets. This would change the role of the City to be a facility provider only versus a facility provider and the program operator. The cost savings from not having recreation staff and not subsidizing pools and other recreation facilities could be substantial which can then be used for park and recreation related improvements. The City of Provo needs to consider non-resident rates for access to their recreation facilities and programs in the future.

### CAPITAL IMPROVEMENT FEE

Many agencies add a capital improvement fee onto an existing user fee when they develop or enhance major recreation facilities. This is usually applied to golf courses, aquatic facilities, recreation centers, ice rinks, amphitheaters and special use facilities like sports complexes. The dollars created either pay back the cost of the capital improvement or the revenue bond that was used to develop or enhance the special use facility. Once the capital improvement is paid off, the fee typically expires and is discontinued.

### HOMEOWNER ASSOCIATION FEES

This funding source is used highly across the United States for developing parks and maintaining parks. Residents in these neighborhoods tax themselves with a fee for parks, landscape of roadways, boulevards, and neighborhood parks for park developments and ongoing maintenance. These improvements raise the value of homes and the quality of the neighborhood because of this dedicated homeowner fee.

### CATERING PERMITS AND SERVICES

This is a license to allow caterers to work in the park system on a permit basis with a set fee or a percentage of food sales returning to an agency. Many agencies have their own catering service contracts in place and receive a percentage of dollars off the sale of their food and drinks for a percentage of gross dollars (10-15%). This would likely be most suitable for large or special events occurring on City properties. Another form of collecting fees for catering is currently used by the City in the requirement of these services to acquire a temporary business license.

### RECREATION SERVICE FEES

This is a dedicated user fee, which can be established by a local ordinance or other government procedures for the purpose of constructing and maintaining recreation facilities. The fee can apply to all organized activities, which require a reservation of some type or other purposes, as defined by the local government. Examples of such activities include adult basketball, volleyball, tennis and softball leagues, youth baseball,

soccer, football and softball leagues and special interest classes. The fee allows participants an opportunity to contribute toward the upkeep of the facilities being used.

#### SOLID WASTE FEE

Many cities charge a tipping fee at landfills to support parks and recreation facilities including acquiring and developing park land. Tipping fees add \$5 dollars per tipping from a user, and also represent a fee that is collected for more than just City residents to support the costs of developing and maintaining park, recreation and trail assets.

#### PRIVATE CONCESSIONAIRES OPERATING WITHIN A LAND LEASE

Contract with a private business to provide and operate desirable recreational activities financed, constructed and operated by the private sector, with additional compensation paid to the agency through a land lease. The communities that have used land lease look for retail operations that support the needs of recreation users of the parks and the trails. This includes coffee shops, grill and food concessions and small restaurants, ice cream shops, bicycle shops, farmers markets and small local business. Land leases are usually based on 15% of the value of the land plus a percentage of gross from the operation on an annual basis.

#### REGIONAL "CANNED" EVENTS

Many city and county park systems have bought canned special events that have produced large amounts of revenue for the department. The City can support the event with volunteers and the event is put on by the private franchised agency for a set access fee paid by the either the City and/or its partners, who then receive a percentage of gross revenues from the event. Events like these have reliably and regularly produced similar communities \$300,000 a year in net revenue.

#### TAX ALLOCATION OR TAX INCREMENT FINANCING DISTRICT

Commonly used for financing redevelopment projects. A Tax Allocation District (TAD) or a Tax Increment Financing District (TIF) involves the issuance of tax-exempt bonds to pay front-end infrastructure and eligible development costs in partnership with private developers and local businesses that benefit by the improvement. As redevelopment occurs in the City of Provo, the "tax increment" resulting from redevelopment projects is used to retire the debt issued to fund the eligible redevelopment costs. The public portion of the redevelopment project funds itself using the additional taxes generated by the project. TADs or TIF's can be used to fund park improvements and development as an essential infrastructure cost. These funds would work well in the downtown redevelopment, regional park improvements and in trail development the City has proposed. The City of Valparaiso, Indiana has used this funding source extensively for their redevelopment of the downtown area and development of its pathways system and it has made a huge impact on the image and impact to parks and business in the downtown area.

#### ADVERTISING SALES

Advertising sales on sports complexes, scoreboards, gym floors, trash cans, playgrounds, locker rooms, dog parks, along trails, flower pots and as part of special events held in the City to help support operational costs have been an acceptable practice in parks and recreation systems for a long time and should be considered for the City of Provo to support operational costs.

#### MAINTENANCE ENDOWMENT FUND

This is a fund dedicated exclusively for a park's maintenance, funded by a percentage of user fees from programs, events and rentals. The fee comes from players or teams and is incorporated into a dedicated fund for future facility and equipment replacement funds such as fitness equipment, water slides, lights, artificial turf and general park maintenance equipment.

#### PARK REVOLVING FUND

This is a dedicated fund to be used for park purposes. It is replenished on an ongoing basis from various funding sources such as grants, sponsorships, advertising, program user fees and rental fees within the park. The City could establish a revolving fund supported by one or more funding sources identified in this section.

#### PERMIT FEES

This fee could be incorporated for exclusive reservation for picnic shelters, sports fields, special events provided by the City and competition tournaments held in the city by other organizations. Permit fees include a base fee for all direct and indirect costs for the City to provide the space on an exclusive basis plus a percentage of the gross for major special events and tournaments held on City owned permitted facilities. These dollars could be applied to the park revolving fund to help support park improvements. In addition, the Department could develop a catering permit for businesses who want to cater events in the parks or in specific Department buildings. The Department would typically receive 15% of gross on the food and up to 20% of drinks.

## STRATEGIC IMPLEMENTATION PLAN

The Consultant Team synthesized findings to develop a framework of strategies and recommendations for the Provo Parks and Recreation Department. The *Community Values Model* features recommended strategies that are aligned with five major categories of best practices: Community Mandates, Standards, Program/Services, Business Practices, and Community Outreach and Partnerships.

The Community Values Model should be evaluated and refined by the political and economic circumstances the City operates in and used to validate the vision and mission of the parks and recreation function within the City of Provo.

<b>Community Value 1: Community Mandates</b>	
<b>Maintain and enhance parks, trails and recreational facilities to promote community interaction, healthy lifestyles and safety.</b>	
<b>Strategy</b>	Maintain and enhance the quality of current park sites, facilities, and amenities of the Provo Parks and Recreation system.
<b>Action</b>	<ul style="list-style-type: none"> <li>• Conduct a cost of service study on parks maintenance operations and implement improvements as needed.</li> <li>• Enhance the urban forestry and beautification services</li> </ul>
<b>Strategy</b>	Develop facilities that are equitably accessible to residents throughout the City; that reflect the ability to serve a diverse public and meet all ADA compliance requirements and other special needs users.
<b>Actions</b>	<ul style="list-style-type: none"> <li>• Renovate all parks and recreation facilities that are not ADA accessible.</li> <li>• Create new parks in areas underserved that will create additional access for these areas and reduce inequities over the next ten years</li> <li>• Demonstrate visually the level of equity in place by park and facility types with GIS mapping.</li> <li>• Connect parks through trails and sidewalks especially in Downtown Provo</li> </ul>
<b>Strategy</b>	Upgrade parks, trails and recreational facilities to address management challenges and to meet the needs of current users.
<b>Action</b>	<ul style="list-style-type: none"> <li>• Establish a lifecycle maintenance improvement plan for park and recreation facilities from the inventory assessment completed as part of the strategic master plan.</li> </ul>
<b>Strategy</b>	Pursue responsible renovations and new improvements for parks, trails and recreational facilities in areas of the greatest growth and unmet needs.
<b>Actions</b>	<ul style="list-style-type: none"> <li>• Evaluate the level of productivity of each park and recreation facility based on cost per acre to maintain, capacity of use, and cost per experience in each facility.</li> <li>• Create an updated master plan for each underperforming park that is customized to the neighborhood or community area it serves and supports design principles by park type.</li> <li>• Develop a system of dog parks and off leash areas in Provo.</li> <li>• Develop policies for the acquisition and divestiture of park and conservation lands</li> <li>• Renovate and expand the Shooting Park</li> <li>• Establish a system wide community garden program</li> </ul>

	<ul style="list-style-type: none"> <li>• Conduct a feasibility study for the development of a regional sports complex</li> <li>• Conduct a feasibility study for the development of a Whitewater Trail utilizing Provo River</li> <li>• Conduct a feasibility study for the relocation of East Bay Golf Course at the mouth of Provo Canyon</li> <li>• Conduct a feasibility study to evaluate an expansion of facilities at the Covey Center for the Arts.</li> <li>• Conduct a feasibility study for the development of a beach park on Utah Lake</li> <li>• Conduct a feasibility study for the development of an adventure sports park</li> <li>• Conduct a feasibility study for the development of a burial park</li> <li>• Conduct a feasibility study for the development of a botanical garden</li> </ul>
<b>Strategy</b>	Maintain the importance and value of parks and recreation as a City service through organizing events, festivals, and programs that build community.
<b>Action</b>	<ul style="list-style-type: none"> <li>• Enhance and/or develop special events for the community that brings the community together, creates traditions, and builds a sense of pride in Provo.</li> </ul>

<b>Community Value 2: Standards</b>	
<b>Update and utilize standards for acquisition, development, design, operations, and maintenance of parks, trails and recreational facilities.</b>	
<b>Strategy</b>	Utilize consistent design standards in the development of park and facility landscaping, amenities, signage, and infrastructure.
<b>Action</b>	<ul style="list-style-type: none"> <li>• Continue to update design standards meet the ever changing and dynamic needs of residents and the development community.</li> <li>• Utilize Crime Prevention Through Environmental Design techniques to prevent crime, enhance vision, increase safety yet maintain aesthetic elements of landscapes</li> </ul>
<b>Strategy</b>	Utilize best practices that match the established maintenance standards for sites and facilities.
<b>Action</b>	<ul style="list-style-type: none"> <li>• Upon completion of cost of service study for parks maintenance, develop a work order management system to track accountability of work against the established standards.</li> </ul>
<b>Strategy</b>	Enhance communications in marketing and promotions of City parks, trails and recreational facilities to improve community awareness of programs, services, and facilities, as well as to diversify usage of amenities and expand public feedback opportunities.
<b>Action</b>	<ul style="list-style-type: none"> <li>• Develop and establish a formal communications and marketing plan including utilization of social media and networking</li> </ul>
<b>Strategy</b>	Maintain consistent and updated standards for asset and amenity management in order to maximize and expand their useful lifespan.
<b>Action</b>	<ul style="list-style-type: none"> <li>• Establish a lifecycle maintenance improvement plan for park and recreation facilities from the inventory assessment completed as part of the strategic master</li> </ul>

	plan.
<b>Strategy</b>	Establish a department environmental sustainability policy that addresses energy and water conservation, environmentally preferable purchasing, and sustainable design/construction of parks and facilities.
<b>Action</b>	<ul style="list-style-type: none"><li>• Establish an ISO 14001 Environmental Management System that guides the ongoing evolution of the Provo Parks and Recreation Department.</li></ul>



**Community Value 3: Programs and Services**

**Provide balance and consistency in the delivery of programs and services by meeting the needs of the residents of Provo City.**

<b>Strategy</b>	Develop and maintain high quality programs that promote health and wellness, family participation, athletic skills and abilities, personal safety, and new experiences.
<b>Actions</b>	<ul style="list-style-type: none"><li>• Develop and implement program standards as it applies to core programs and services</li><li>• Train staff on how to implement the standards</li><li>• Communicate program standards to users and monitor performance on an activity level by post evaluations.</li><li>• Develop program budgets around program standards</li><li>• Strengthen the role of arts and culture programming</li></ul>
<b>Strategy</b>	Engage residents in programs that build community and reflect its values in the City, targeting special events.
<b>Actions</b>	<ul style="list-style-type: none"><li>• Design parks to adequately support special events.</li><li>• Update existing parks where special events are typically held to improve amenities and safety in the park.</li><li>• Host more special events that are targeted on a City-wide basis versus a neighborhood basis.</li><li>• Seek from event sponsors additional support for covering operating costs associated with event.</li></ul>
<b>Strategy</b>	Continue to monitor and evaluate alternative services, events and programs that may be provided to the public that are either complementary or competitive with the programs and services of Provo City.
<b>Actions</b>	<ul style="list-style-type: none"><li>• Conduct comprehensive assessment to determine lifecycles of current programs, services and events</li><li>• Conduct annual surveys of residents through Survey Monkey to determine new programming desires</li><li>• Conduct annual workshop with staff to develop and implement new programming.</li></ul>
<b>Strategy</b>	Provide access to quality programs, services and partnerships that fulfill the unique and specialized needs of the community's residents.
<b>Actions</b>	<ul style="list-style-type: none"><li>• Establish the level of need for recreation services for people with disabilities in the City.</li><li>• Develop a "People with Disabilities" survey to assess the size of the market and the recreation needs of youth and adults.</li><li>• Meet with all service providers in the City to carve out appropriate roles and responsibilities to meet their needs.</li><li>• Establish an appropriate level funding mechanism that meets the existing and future needs of residents with disabilities.</li></ul>

**Community Value 4: Business Practices**

**Manage parks, trails, recreational facilities and programs that support the financial goals and policies of Provo City.**

<b>Strategy</b>	Update the Department fee philosophy and pricing plan to reflect total costs of service, level of service, cost recovery goals, characteristics of the users, and a sustainable approach to managing programs and facilities
<b>Actions</b>	<ul style="list-style-type: none"><li>• Conduct a cost of service workshop with the Parks and Recreation Advisory Board, City Council and City Manager on pricing of recreation services.</li><li>• Create and implement an updated pricing policy based on the outcomes of the workshop.</li><li>• Share cost of service with users of the system to gain their understanding and appreciation of the investment the City is putting into the park and recreation system.</li></ul>
<b>Strategy</b>	Maintain an appropriate balance of affordability and entrepreneurialism in the programs and services of the Department.
<b>Action</b>	<ul style="list-style-type: none"><li>• Establish each program/service as core, important or value added and determine cost recovery goals for each based upon the classification model</li></ul>
<b>Strategy</b>	Maximize the capability of new and existing technology to enhance business effectiveness.
<b>Actions</b>	<ul style="list-style-type: none"><li>• Implement work order management system to increase accountability</li><li>• Establish and utilize social networking to enhance awareness of programs and services and to increase participation in them by residents.</li></ul>
<b>Strategy</b>	Establish alternative funding policies and procedures that support capital and operating expenses.
<b>Action</b>	<ul style="list-style-type: none"><li>• Evaluate and prioritize the funding alternatives identified within the master plan and implement over the next twenty years.</li></ul>
<b>Strategy</b>	Seek status as an accredited agency through the Commission of Accreditation for Park and Recreation Agencies (CAPRA).
<b>Actions</b>	<ul style="list-style-type: none"><li>• Conduct "Pre-Accreditation" Assessment of the Department</li><li>• Outreach to similar agencies that are accredited o better understand the process and time commitment</li><li>• Select Accreditation Project Manager and have Project Manager participate on CAPRA Visitation Team to gain an "insider's perspective" on CAPRA and the impacts and benefits of undertaking the task of becoming accredited.</li></ul>

**Community Value 5: Community Outreach and Partnerships**

**Maximize resources through mutually acceptable partnerships that leverage parks, trails, and recreational facility development and program opportunities.**

<b>Strategy</b>	Develop partnership policies with public, non-profit and profit groups that may include strategies for engaging neighborhoods and community organizations in helping maintain park facilities, programs and services.
<b>Actions</b>	<ul style="list-style-type: none"> <li>• Conduct a partnership workshop with the Parks and Recreation Advisory Board, City Council and City Manager on pricing of recreation services.</li> <li>• Create and implement an updated partnership policy based on the outcomes of the workshop.</li> </ul>
<b>Strategy</b>	Review and update terms of agreements with existing partners utilizing Provo parks and facilities for public or private events.
<b>Actions</b>	<ul style="list-style-type: none"> <li>• Measure the level of equity each partnership has in place as it applies to each type of partnership through effective cost of service assessment.</li> <li>• Meet with existing partners to review the cost of service and level of equity each is providing, and work towards meeting a 50/50 level.</li> <li>• Move all relationship partnerships to written partnerships</li> </ul>
<b>Strategy</b>	Maintain and monitor services provided to the community. Play an active role in the network of services and opportunities available to residents, organizations and businesses.
<b>Actions</b>	<ul style="list-style-type: none"> <li>• Actively seek staff appointments to external boards, committees or groups</li> <li>• Identify future partnerships through external board and committee engagement.</li> </ul>
<b>Strategy</b>	Pursue and develop a youth services partnership plan for Provo with other service providers.
<b>Actions</b>	<ul style="list-style-type: none"> <li>• Establish a youth partnership strategic plan that focuses on needs of youth and ways to eliminate duplication and partner on appropriate roles for each public and not-for-profit agency.</li> <li>• Expand on youth programs targeted for 2-5 year olds, family programs where parent and child participate in programs together, add more day camps and specialty camps in the summer, make after-school programs more meaningful, increase programs for pre-teen and teenagers in cultural services, club sports and life skill programs, and increase kid-fit programs for all ages.</li> <li>• Continue and expand the role of the City as a facility provider for youth sports organizations, but increase the level of contributions these groups pay for their exclusive use of City sports fields.</li> </ul>
<b>Strategy</b>	Enhance the level of partnership with schools to be more equitable and allow for more recreation access.
<b>Actions</b>	<ul style="list-style-type: none"> <li>• Meet with school superintendents and school principals to focus on maximizing the school and Park and Recreation Department use and the level of equity each is providing.</li> <li>• Update existing school partnerships with written agreements.</li> </ul>

## APPENDIX

### Community Gardens

#### CHOOSE A SITE

1. Make sure the site gets at least 6 full hours of sunlight daily (for vegetables).
2. Do a soil test in the fall for nutrients & heavy metals.
3. Consider availability of water.
4. Consider past uses of the land. Is there any contamination?

#### PREPARE AND DEVELOP THE SITE

1. Clean the site.
2. Develop the design.
3. Gather resources--try to gather free materials.
4. Organize volunteer work crews.
5. Plan work day.
6. Decide on plot sizes, mark plots clearly with gardener's names.
7. Include plans for a storage area for tools and other equipment, as well as a compost area.
8. Have a rainproof bulletin board for announcing garden events and messages.
9. Arrange for land preparation--plowing, etc--or let gardeners do their own prep.
10. Lay out garden to place flower or shrub beds around the visible perimeter. This helps to promote good will with non-gardening neighbors, passersby, and municipal authorities.

#### OPERATING POLICY

1. Community garden plots must be gardened and maintained year-round on a consistent basis. Community gardens are public spaces and must maintain a neat appearance through the year, including winter. Active gardening reflects seasonality and includes spring weeding and planting, summer maintenance, regular harvesting, fall clean-up, winter mulch, and periodic check-ins. Gardeners who have weedy or untended plots will be notified in writing and asked to remedy the problems with their plot by a specified date.
2. Seasonal and temporary gardening structures such as trellises and cloches are allowed if they do not encroach upon paths, community spaces, or neighboring plots. All structures should be stored neatly during the winter and removed when a plot is vacated.
3. Organic gardening is required. No synthetic chemicals including herbicides, pesticides, or chemical fertilizers are allowed unless they are listed on the Organic Materials Review Institute (OMRI) product list.
4. Gardeners must weed and otherwise maintain the paths bordering their garden plots. Main paths must be 2.5-3 feet wide, unobstructed, and level. Cardboard, paper, or burlap paths must be covered with wood chips and leveled. Plants should not grow into or hang over the paths.
5. Each gardener is responsible for dealing with the garden material generated from their plot. Gardeners should compost within their own garden plot or take material home and dispose of it in a yard waste container. Do not dump or pile garden materials in common areas. Bringing food scraps from home to compost in your plot, including cooked foods, meats, dairy, eggs, or bones is strictly prohibited. Compost piles should be regularly turned and watered to promote active composting and avoid creating habitat for rats, mice, wasps, and hornets.
6. Well-mannered, leashed dogs are allowed in the garden. Please scoop and remove poop.

7. Children must be accompanied by an adult in the garden. Do not leave children unsupervised. All gardeners and guests should respect others' space and should not enter or harvest from someone else's plot without permission.
8. Gardeners must be in the garden while watering. Water only within your plot and do not let it seep or flood into neighboring plots or paths. Conserve water by using mulch and hand watering plants. Please notify your garden manager or community garden office of any leaks as soon as possible. Water will be turned off after October 31 each year and be turned on by April 1.
9. Gardeners must keep gate and shed locks tumbled and should not share the combination with others. Notify the garden manager or program staff if there is a problem with the lock or an ongoing security problem at the site.
10. Crops are for home use, not commercial purposes, and must be legal. Do not plant trees. Do not plant invasive or fast spreading plants such as mint, bronze fennel, comfrey, lemon balm, horseradish, ivy, holly, lesser celandine, marsh marigold, etc. Remove these plants if they are growing in your plot.
11. Plot holders must notify the garden manager and program staff if they wish to give up their garden plot. You cannot give your plot to someone else. Garden plots are assigned by the program staff and only one plot may be assigned per household. If more than one person is gardening in a plot, co-gardeners should be added to the primary plot holder's account. Co-gardeners can only become the primary plot holder if they have been co-gardening in the plot longer than those on the waitlist have been waiting for a space at that site. Plot holders must notify program staff if they wish to transfer their plot to a co-gardener. Registered gardeners are responsible for keeping addresses, phone numbers, and email addresses current with the program staff, and garden manager
12. In the fall, gardens must be cleaned, cover cropped, mulched, or planted with winter crops. These practices will help protect the soil over the winter, will allow you to start planting earlier in the spring, and will result in a more fruitful garden the next year. In addition, community gardens are public spaces and must maintain a neat appearance through the winter.
13. Plot holders are required to spend a minimum of 6 hours per year on community projects at their garden site. Half of these community hours must be completed by July 1. This work is meant to help maintain the common areas of your garden, enhance community connections, and complete special projects. It is the plot holder's responsibility to complete and record community hours.
14. Gardeners are expected to adhere to program policies. Garden managers and staff will regularly monitor plots throughout the year. When gardeners are found to be in non-compliance, they will receive a letter notifying them of the problem and asking them to take action by a specified date. Gardeners who receive three notices in a year must vacate the plot and the plot will be reassigned.

# Dog Parks

## PARK TYPES

### INTRODUCTION

Off-leash dog parks are defined by their service area, size, and function. Service area refers to the population area measured by a mile-radius generally served by a specific type of dog park. The typical service area and size for each type of dog park was derived from the benchmark averages of the Best Practices Survey results. A prototypical design for each type of dog park is provided in *Section 6.3, Prototypical Off-Leash Dog Park Designs*.

### OFF-LEASH DOG PARK CLASSIFICATIONS

Dog parks are categorized by their size and function as shown in the *Off-Leash Dog Park Classifications* table below.

**Off-Leash Dog Park Classifications**

Dog Park Type	Desirable Size	Service Area
Regional (Large)	> 10 Acres	Citywide
Community (Medium)	2-10 Acres	5-Mile Radius
Neighborhood (Small)	1/2 - 2 Acres	Up to a 2-Mile Radius

#### ***Regional Dog Parks (Large)***

Regional off-leash dog parks are intended to be larger than 10 acres in size and have a countywide service area. They are generally located in natural, unfenced, open space areas. However, they may also be located within large multi-use parks if there is sufficient area and user conflicts are minimized. Care must be taken when choosing sites for regional dog parks, to mitigate potential negative impacts in highly sensitive areas such as wetlands, riparian areas, high value habitat areas, and protected water-sheds.

Regional dog parks located in natural areas may have fewer amenities than medium- and small- sized dog parks due to their remote location and/or undeveloped nature. Common amenities may include, but are not limited to: looping unpaved or paved trails (i.e., native soil, gravel, or paved surfacing), gravel or paved parking areas, dog waste dispensers, trash receptacles, regulatory signage, and restrooms and drinking fountains (if feasible).

#### ***Community Dog Parks (Medium)***

Community off-leash dog parks generally range in size from 2 to 10 acres. They are intended to serve multiple municipal jurisdictions and have a service radius of approximately 5 miles.

Community dog parks are typically fully fenced for control and safety, and are internally divided by fencing to allow for separate large and small dog activity areas. The separately fenced areas also allow for the rotation or resting of areas if required for ongoing maintenance operations. These medium-sized dog parks generally receive heavy use and may contain the following amenities: perimeter fencing, double gated entryways, paved paths, drinking fountains for people and dogs, waste bag dispensers, trash receptacles, shade structures, paved parking, benches, restrooms, and regulatory

signage.

When possible, it is encouraged that community dog parks be developed to have three separately fenced areas. This would include one large area that should be surfaced with quickgrowing, fast-healing turf grass that can withstand the most wear and tear; a second large area that should be surfaced with a non-organic granular material such as decomposed granite (1/2" minus or smaller), and a third smaller area that may be surfaced with turf grass or a non-organic granular material.

### ***Neighborhood Dog Parks (Small)***

Neighborhood off-leash dog parks are generally 1/2 to 2 acres in size and serve one or more neighborhood areas. They are fully fenced for control and safety and generally contain the following amenities: perimeter fencing, double gated entryways, paved paths, drinking fountains for people and dogs, waste bag dispensers, trash receptacles, benches, and regulatory signage.

The County's primary concern is for the development of medium and large dog parks, because larger dog parks serve multiple jurisdictions and more people than the smaller dog parks. Planning, design, and construction of neighborhood dog parks should be the responsibility of individual municipalities.

## **SITE SELECTION**

### **SITE SELECTION CRITERIA**

#### ***Proximity to Other Dog Parks***

Proximity to other dog parks is directly related to the service area identified in the *Park Types Section*. The intent is to locate new community dog parks without significant overlapping of service areas in order to maximize available resources. However, the service area identified for each type of dog park is a guideline for locating new facilities and may be adjusted according to the level of demand and availability of land and resources in a given area. For example:

- Due to the amount and type of land desired for regional and community dog parks, locations may be limited to where the land and resources are available.
- Regional dog park service areas overlap community and neighborhood dog park service areas since they have a countywide service area and provide a different type of off-leash experience for users.
- Neighborhood dog parks could be built anywhere a municipality determines a need exists and resources are available.

#### ***Adjacent Land Use Compatibility***

Research and public input has identified both real and perceived concerns related to adjacent land use compatibilities of off-leash facilities. Most issues and concerns identified (e.g., noise level of barking dogs, smell of dog waste, etc.) arise when the adjacent land use is residential. Dog parks should be located to minimize conflicts with existing and/or planned land uses.

Regional dog parks are generally located on quasi-public land with other compatible uses or in natural areas and serve as a countywide destination. They may be compatibly located within or adjacent to sensitive natural areas, however, measures should be taken to prevent or minimize any potential negative impacts prior to designating the area for off-leash usage.

Community and neighborhood dog parks may be located within other recreational areas, however due to the limited amount of parklands available today; off-leash facilities should be balanced with the demands of other recreation and parkland users. Care must also be taken to insure compatibility with other recreational uses.

Compatible adjacent land uses that also provide opportunities for shared resources (e.g., parking, vehicular and pedestrian access, utility sources, restrooms, security) may include:

- Municipal or county facilities
- Animal oriented non-profit facilities (i.e., Humane Societies, no-kill shelters)
- Commercial or industrial development

### ***Environmental Considerations***

When a natural area is being considered for a large regional dog park, the area should be analyzed to determine if there are any environmentally sensitive lands such as wetlands, riparian areas, high valued habitat, or protected watersheds within the area prior to it being designated an off-leash facility. Preference should be given to sites that are not environmentally sensitive, but if a regional dog park is located on land that contains any environmentally sensitive areas, the following measures should be undertaken to minimize potential impacts from off-leash activities.

- Construct trails, paths, and amenities away from sensitive areas.
- Place barriers and buffer zones to protect sensitive and highly erodible areas.
- Provide sustainable controlled access points to natural water elements (e.g., creeks, ponds).
- Consider seasonal suspensions of off-leash activities to allow wildlife to nest, breed, and rear their young.

Each potential site must be analyzed on a case-by-case basis prior to determining its feasibility for being an off-leash facility.

### ***Vehicular and Pedestrian Access***

The desired level of vehicular and pedestrian access varies according to the dog park's type, location, and adjacent land uses. Dog parks should be located as community amenities that are easily accessed by their intended users. For example:

- Community dog parks may have designated or shared parking with adjacent uses as well as good path and trail linkages to encourage both walking and driving to, depending on the proximity to residential development. Sufficient parking should be provided to minimize overflow parking in adjacent residential areas.
- Regional dog parks function more as a destination and may be located in remote areas. These large dog parks should have good vehicular access and a limited amount of parking, much like a trailhead. Pedestrian access may be limited to the on-site path/trail system and connecting regional trails.
- Neighborhood dog parks may have few to no parking spaces if surrounded by residential development and designed to be "walk to" only parks with good neighborhood path and trail linkages.

### ***Visibility***

The desired level of visibility of a dog park also varies according to its type, location, and adjacent land uses. In general, the goal is to design dog parks in a manner that they are highly visible from passersby, adjacent users, and the community in general. Techniques for increasing good visibility include:

- Locating dog parks adjacent to roadways and streets
- Locating dog parks that can be seen from other uses (e.g., residences, commercial/public buildings, transportation or path and trail corridors)
- Designing dog parks to meet Crime Prevention through Environmental Design (CPTED) criteria
- Providing street signage and site or trailhead lighting for added security and extended hours of usage

### ***Site Infrastructure***

The amount of infrastructure required for dog park development depends on the type of amenities desired by the users. Due to the nature and intent of small- and medium-sized dog parks, they are typically located where existing land use development has already provided roads, streets, water and sewer mains, and other utilities. Regional dog parks generally do not have convenient, available infrastructure except for roadway or street access. Whenever possible, dog parks should be located where required infrastructure already exists.



## DESIGN STANDARDS

### Design Standards Summary Chart

Specific design features and amenities for the three different types of dog parks have been identified in the *Off-Leash Dog Park Design Standards* table below. These standards provide a guideline for what is recommended for each type of dog park and are not inclusive. Certain features and amenities listed may be expanded or eliminated based on site specific constraints and challenges or available resources. However, it should be noted that the majority of these items were identified to be the most desirable by dog park users and operators of successful dog parks.

### Off-Leash Dog Park Design Standards

AMENITY	DESIGN STANDARDS FOR EACH PARK TYPE		
	REGIONAL (Large) (Size Varies; County-Wide Service Area)	COMMUNITY (Medium) (2-10 Acres; 5 Mile Service Radius)	NEIGHBORHOOD (Small) (1/2-2 Acres; Variable Service Area)
Perimeter Fencing	optional	6' high commercial grade chain-link	6' high commercial grade chain-link
Internal Fencing	optional	3 separated areas: 2 areas for rotating use; 1 small dog area	optional; varies
Double-Gated Main Entryway	n / a	12'x12' min.; paved area	12'x12' min.; paved area
Maintenance Gate	optional if fenced	6' high commercial grade chain-link x 10' wide min.; sliding; 1 per fenced area	6' high commercial grade chain-link x 10' wide min.; sliding; 1 per fenced area
Surface Material	native soil generally; varies	both turf grass and non-organic areas	varies
Paved Pathway	optional; 10' wide	8'-10' wide; loop	8'-10' wide; loop
Unpaved Trail	10' wide; loop	n / a	n / a
People Drinking Fountain	optional	1 per park	1 per park
Dog Drinking Feature	optional	1 per fenced area	1 per fenced area
Water Quick Coupler	optional	1 every 150' radius in each fenced area	1 every 150' radius in each fenced area
Waste Bag Dispenser	at entry area; ¼ mile spacing max.	1 per acre min.; evenly space; near trash receptacles; at entryway	1 per acre min.; evenly spaced; near trash receptacles; at entryway
Trash Receptacle	at entry area; ¼ mile spacing max.	1 per acre min.; at entryway; not near benches or ramadas	1 per acre min.; at entryway; not near benches
Bench	Optional; 6'-8' w/back; along pathway	6'-8' long w/back; 3-4 per acre	6'-8' long w/back; 3-4 per acre

### Off-Leash Dog Park Design Standards (continued)

AMENITY	DESIGN STANDARDS FOR EACH PARK TYPE		
	REGIONAL (Large) (Size Varies; County-Wide Service Area)	COMMUNITY (Medium) (2-10 Acres; 5 Mile Service Radius)	NEIGHBORHOOD (Small) (1/2-2 Acres; Variable Service Area)
Shade Structure/Ramada	optional	1 per fenced area min; w/benches or tables	optional
Parking	varies based on site conditions	35 paved stalls min.	optional
Restroom	1 small size; at staging area; when possible	1 small size	n / a
Trees	optional	15 per acre min.	15 per acre min.
Regulatory/ Informational Signage	at staging area	at entryway	at entryway
Wash-Off Station	optional	optional; 12'x12' paved; hose-bib w/6' hose w/spray nozzle; 1 per park	optional

## OPERATION AND MAINTENANCE

### INTRODUCTION

The long term operation of a successful dog park facility is dependent on two key factors: the maintenance of the park; and the rules and regulations that govern the park. Following are recommendations for maintenance; and policies and regulations based on research and are not all inclusive and should evolve as the life of dog parks evolve.

#### Maintenance

Dog parks are high maintenance facilities that require sufficient staffing and continuous upkeep. Surface materials, waste bag dispensers, and trash receptacles require the most attention and time. Recommended maintenance guidelines are:

- Regularly rotate turf areas to allow for rest and regeneration.
- Irrigate all parks with an automatic irrigation system.
- Regular turf maintenance is required, including regular aeration and fertilization, to maintain optimum turf health.
- Regular maintenance of alternative surface materials is required.
- Provide 1 full-time maintenance staff for every 2 dog parks in the system.
- Enlist and encourage the help of volunteer groups to assist with park operation and maintenance tasks.
- Consistently re-stock supply of trash receptacle liners and dog bag dispensers to ensure proper clean up and disposal of dog waste.

## Sample User Guidelines

1. Make your first visit to the dog park without your dog. Read the posted rules and see how the park is laid out.
2. If your pet has never been to a dog park, visit when the park is not so busy, preferably during weekday mornings. The dog park tends to be very busy on weekday evenings and all day on weekends. Watch your dog to see how she interacts with other dogs. Her first few times may be a bit stressful, so keep your visits short and upbeat. Gradually work toward longer visits. Besides, first-timer dogs will tire very quickly due to the unusual amount of exercise they'll get.
3. Keep your dog on-leash until you arrive at the gate. Dogs must be leashed when walking up to the gate entrance, and upon leaving the park.
4. Close the gate behind you. While considerate people will hold a door open for someone entering behind them, don't do this at the dog park, or a dog could slip past you and run away.
5. Remove your pet's leash as soon as you arrive inside the gate. Mixing leashed and unleashed dogs can make for a very dangerous situation. Leashed dogs and their owners may display body language and behavior that can be interpreted as threatening to free dogs, and may provoke the free dog to respond defensively.
6. Keep walking while you're in the park. Walking defuses defensive behaviors and helps keep The dog park a neutral territory for your dog. This just means he is more likely to pass by another dog easily. Limit the time you spend standing or sitting and chatting. When people congregate, some dogs may become protective of their people and their space, making scuffles more likely.
7. Be aware that all dogs are different and may have different play styles. Educate yourself about canine behavior. Sometimes what you believe is a rambunctious dog is just a different style of dog play. Always respect other dog owners wishes if they are not comfortable with your dog's interactions. Move to another area of the park for a little while. However, if your dog is bullying, mounting, stalking or just having a bad day, it's time to leave. Don't wait until it's too late. Safety should always be your primary concern.
8. Supervise your animal! Not all dogs like meeting new dogs. If your dog has not regularly interacted with other dogs, find out how he will react before forcing him to meet unfamiliar dogs. And don't be embarrassed if it's your dog exhibiting the bad behavior; other owners understand—we've all been there.
9. Recognize when your pet is not behaving, and remove him.
10. It's best to prevent a dogfight before it happens. See the "How to Avoid a Dogfight" and "Dog Body Language 101" sections later in this document.

## What you should bring to the dog park

- A leash
- A collar with your dog's identification attached
- Proof of vaccination (especially rabies)
- At least two poop bags
- A first-aid kit (this can be left in your car)
- Citronella spray



### What you should not bring to the dog park

- Food or drinks
- Rawhides and pig ears
- Choke, prong or spike collars (can injure dogs—or people—when playing)
- Glass containers
- Cigarettes
- Pepper spray
- Dog treats (it's best not to bring them, but if you must, please do not give treats to any dog other than your own)
- Litter

