



Provo City Parks and Recreation Master Plan

December

2013



Acknowledgements

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

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Cathy Smits, Aquatics Supervisor
Penn Almoney, Recreation Supervisor

Shellianne White, Recreation Supervisor
Tucker Lougee, Recreation Supervisor
Brian Smith, Community Programs/Events Supervisor
Dean Hutchison, Parks Projects Coordinator
James Cornaby, Cemetery Sexton
Ron Adams, Parks Area Maintenance Supervisor
Bill Peperone, Assistant Director of Community Development

RESIDENTS AND STAKEHOLDERS

Steve Densley, Utah Valley Chamber of Commerce
Melanie McCoard
Michael Mills, Utah Mitigation and Conservation Commission
Lee Baxter, U.S. Department of Interior
Richard Wagner
Tom Schuman
Dave West
Rob Allen
Leo Lines
Laura Zweifel
David Walker
Steven Nordstrom
Robert Hammond
Carol Ng
Kathryn Allen
Gerry Baumgarten
Gary Golightly
Sharon Memmott
Rick McLaughlin, McLaughlin Whitewater Design Group
Participants in public workshops
Resident respondents to the community survey

Joe Gledhill, Provo City School District
Mark Holden, Utah Reclamation District
Richard Mingo, Central Utah Water Conservancy District
Steve Reid
Diane Christensen
Ned Bixler
Marty Evans
Troy Jenson
Kimberley Gardner
Gary Brockett
Sariah HILLAM
Pam Jones
Sam and Lori Otterstrom
Bob Allen
Zac Whitmore
Aaron Skabelund
AJ Faust

Letter of Transmittal

December 17, 2013

Provo City, Utah

Mayor John Curtis

Reference: Provo City Parks and Recreation Master Plan

Dear Mayor Curtis:

PROS Consulting is pleased to present to you, members of the Provo City Municipal Council, the Parks and Recreation Board, Senior Citizens Advisory Board, Arts Council, Provo City staff, and residents the *Provo City Parks and Recreation Master Plan*. 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 emerged from the planning process, mirror the needs that are deemed essential to meet community needs and improve the operational sustainability of the City's parks, trails, recreation programs, and facilities as Provo becomes even more widely recognized as a leader in managing a top-quality municipal park and recreation system.

The many recommendations offered here are part of a comprehensive analysis and include actions for addressing immediate needs, as well as steps to be implemented long term. PROS Consulting is honored to have worked with you, the Provo City staff, the Parks and Recreation Board, Senior Citizens Advisory Board, Arts Council, the Provo City Municipal Council, and the community in this process.

Sincerely,

PROS Consulting LLC

Leon Younger

President

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Where We Are Today



INTRODUCTION

The present and future of Provo are 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 that 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 that 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 feature 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 Provo 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 residents¹ 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 residents². These residents are diverse and active recreationalists³, 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 City Parks and Recreation Department ("Department") and features a broad range of recreation programs and services, 54 established park sites, numerous special-use facilities both indoor and outdoor, and a network of urban trails and pathways that is among the most extensive in the nation for a city of its size. The success and favorable reputation of parks and

¹ U.S. Census Bureau, 2010 U.S. Census.

² U.S. Census Bureau, 2010 U.S. Census.

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

recreation in the city is a product of genuine, thoughtful community relations and productive partnerships. This *Provo City 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 using the following guiding principles and objectives:

- Sustainably grow the best practices and quality services of Provo City
- Serve the relevant park and recreational needs of current and future 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

Vision of Provo City Parks and Recreation

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

Mission of Provo City Parks and Recreation

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

CORE VALUES OF THE PROVO CITY 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, within-state, and national 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 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 Provo Recreation Center, and Provo 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 recreational resources supporting its needs. Residents have a hearty appetite for high-quality park and recreation sites, facilities, and 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 to soccer and lacrosse.

A few, quick facts regarding the parks, trails, and recreational fields in 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 City Parks and Recreation system, including both indoor and outdoor facilities that are utilized for diverse arts, cultural, and recreational purposes.
- The Department is one of the few entities in the community through which public parklands and trails are acquired and managed for public recreation as a direct impact of 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 was approximately \$52.45 – essentially the current cost of a single tank of gasoline.



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 City Parks and Recreation Department By the Numbers

Operating budget (2012)	\$9,400,000
Earned revenues (2012)	\$3,500,000
Net annual cost per resident (2012)	\$52.45
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)	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 current site and operating conditions. 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. Although 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. 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 Canyon and South Fork Canyon.

EQUITABLE DISTRIBUTION OF SITES AND FACILITIES

The City has responsibly worked to distribute sites and facilities throughout the community as 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 Provo City Parks 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 Parks	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	100 E. – 500 W. 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 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 W. Center Street
North Park	4.9	500 N. 500 W.
North University Avenue 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.

City Parks	Acres	Address
Provo City Cemetery	49.1	610 S. State Street
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.

Trails	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 Trail	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 State Street Trail	2.1



CURRENT RECREATION PROGRAMS AND SERVICES

The 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 of high quality, appropriate to the city's character and residents' expectations.

Below is a listing of recreational programs routinely offered by the 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
- Shooting sports

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

- Provo Recreation Center
- Peaks Ice Arena
- Covey Center for the Arts
- East Bay Golf Course

Program and event participation ebbs and flows with other community happenings and public interest, but generally it 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 within the community.



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 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 Provo City 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 foundational in meeting the community's recreational needs and providing access to open space by developing an interconnected system of trails and urban pathways.

While this master 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. While focusing on trails and their role in an overall parks and recreation system, this plan outlines major principles pertinent in helping connect the Provo City's system to a larger regional trail system that serves the entire Utah Valley.

A Bicycle Transportation Master Plan was recently commissioned by Provo City and should be aligned with the goals/objectives of the Parks and Recreation Master Plan. Alignment should emphasize connectivity to downtown and urban/natural areas through cooperative planning 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 in order 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: assess current conditions, Step 2: determine 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 were reviewed, evaluated, and analyzed:

- 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 surveys
- Existing site and facility conditions
- Existing financial conditions and programmatic performance
- Technical analysis – equity or gap analysis to determine an equitable distribution of park and trail inventories relative to city population, etc.

GUIDING PRINCIPLES

The needs analysis is a pivotal step in which preliminary recommendations are developed. 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 is that the foundational principles listed below are followed:

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. Needs prioritization is a balance between what is politically palatable and what is economically feasible, thus 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 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 exist because of successful and mutually-beneficial partnerships with local organizations and residents. The role and potential of Provo City's parks, recreation sites, facilities, and trails have evolved and will continue to evolve over the next 20 years to serve the recreational needs of local residents in a complementary fashion with other public-recreation opportunities in the region.

RESIDENTS ARE OPEN TO ENHANCEMENTS

The community-input process showed that most residents are open to the enhancement of the Provo Parks and Recreation system in certain areas of interest and with certain priorities. According to the results of the household survey, 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. The top three choices were upgrading existing neighborhood parks, acquiring open space for passive activities while remaining undeveloped, and enhancing the urban bike and trail system.

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

There are many different types of recreational interests, sites, and facilities that support those interests. 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. Although 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

Passive recreation and self-guided recreation are major areas of interest among most Provo residents, but 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 ball field diamonds supporting baseball, softball, and T-ball, 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 does their availability for use. Provo has multiple active sports and athletic groups that place tremendous pressure on these sites, with demand 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 in 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 City Parks and Recreation system, including a number that are cornerstone assets in the community. It is important to protect and maintain their quality and integrity by:

- Maintaining high-quality neighborhood parks
- Maintaining high-quality sport and athletic facilities
- Maintaining high-quality community parks
- Forming strong and productive partnerships with local user groups
- Maintaining signature assets in the community
- Improving surface trails that support recreation and walkability
- Achieving and maintaining superb community relations
- Utilizing universal maintenance standards for parks

IMPROVING WHAT WE HAVE

Although there are many things the Department does exceptionally well, it has 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 appeal of parks and park amenities
- Facility and amenity repairs at some sites
- Improved connectivity of regional trails to the Provo trail system
- Improved amenities and features at the South Fork Canyon parks

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 and are relevant to the city's focus because they 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 sports and recreational opportunities
- Developing an additional regional park and/or sports complex with broad 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.)



Lakeview Park



Restrooms at Fort Utah Park



Potential whitewater feature development in Provo River

DEMOGRAPHICS ANALYSIS OF PROVO

One component of the needs analysis is a review of the prevailing demographic characteristics of the city and relevant trends that are affecting public interests and needs related to the core services and functions of the parks and recreation services and facilities. This analysis provides a basic understanding of the population characteristics of Provo City using data from national databases. The analysis identified multiple demographic characteristics of interest, including:

- The overall dimensions of the city population by individuals, households, age segments, and ethnicities
- Economic status and spending power in terms of household-income statistics

METHODOLOGY

Demographic data used for the analysis were obtained from the Environmental Systems Research Institute, Inc. (ESRI). It 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 reflect actual numbers as reported in the 2010 U.S. Census⁴, 2000 U.S. Census⁵, and demographic projections by ESRI using linear regression.

CITY OF PROVO DEMOGRAPHIC QUICK FACTS

- The total population of Provo has **increased by 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 a 5% growth in population.
- Provo is a family-oriented city in that **71% of households are families.**
- The total number of **households in Provo has grown by approximately 8% from 2000 to 2010**, but the number of **families has grown by 12% in that time period.**⁶ This indicates that family households continue to be the predominant form of new households.
- The **gender balance of Provo residents remains fairly equal** (48.4% male / 51.6% female).



Bicentennial Park

⁴ Not all 2010 data from the 2010 U.S. Census are available at the municipal level. Actual 2010 Census data were used where available.

⁵ Detailed statistics for demographic data collected by the U.S. Census Bureau in the 2010 Census were only partially available for cities at the time of completion of this report. Where 2010 data were not available, population and demographic projections based on the 2000 Census were utilized as the best available.

⁶ Families are defined as one or more people living together either married or of the same bloodline. Households are one or more persons living in the same residence regardless of any family relations.

- The median household income of Provo residents increased by as much as 34% from 2000 to 2010⁷, but median home value increased by an estimated 39%, indicating a slight increase in housing-ownership costs as a 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 four 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 **2010 population of Provo is predominantly White** (84%). Persons of Hispanic origin are included in the “White” category and constitute approximately 15.5% of the total population.⁸

Tables detailing the basic demographic profile of Provo City are shown below.⁹

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 / ETHNICITY

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

⁷ Household income data for municipalities in Utah are not yet available from the 2010 U.S. Census. Projections from ESRI have proven to be 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.

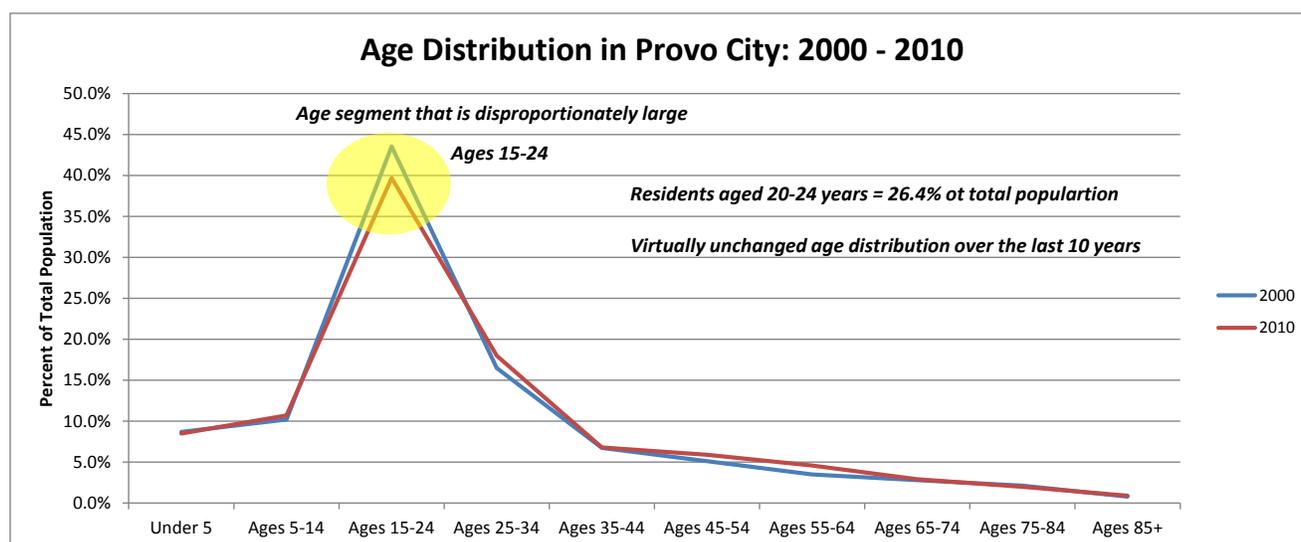
⁸ Persons considered of Hispanic origin are also considered to be racially classified as White. This is a common classification practice utilized by the U.S. Census and other demographic databases.

⁹ Detailed statistics for demographic data collected by the U.S. Census Bureau in the 2010 Census was only partially available for cities at the time of completion of this report. Where 2010 data were not available, population and demographic projections based on the 2000 Census were utilized as the best available.

DEMOGRAPHICS ANALYSIS FINDINGS

Provo is a dynamic and diverse community that continues to evolve, which will affect the recreational needs most appropriately served by the city in the next 20 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 of community needs.

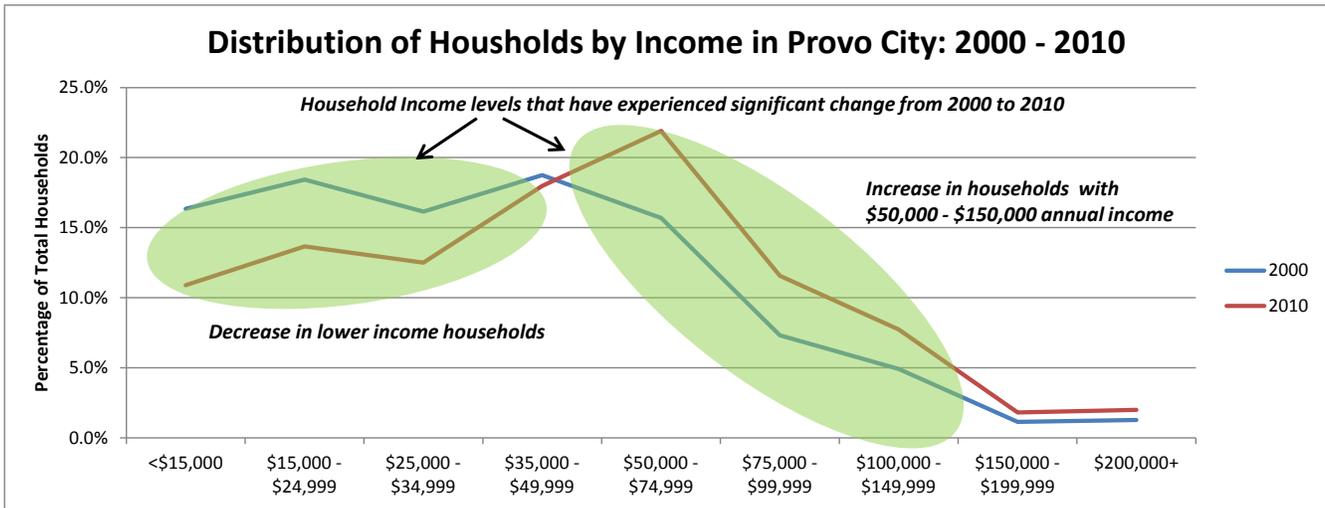
- The resident population is steadily growing, but not at the rapid pace of the previous 10 years. Population growth has slowed from 21% (1990-2000) to 7% (2000-2010).
- Provo City has many young single individuals and young families, with a median age of 23.0 years and nearly a third of the total population between 20-24 years of age. This is illustrated in the graph below.



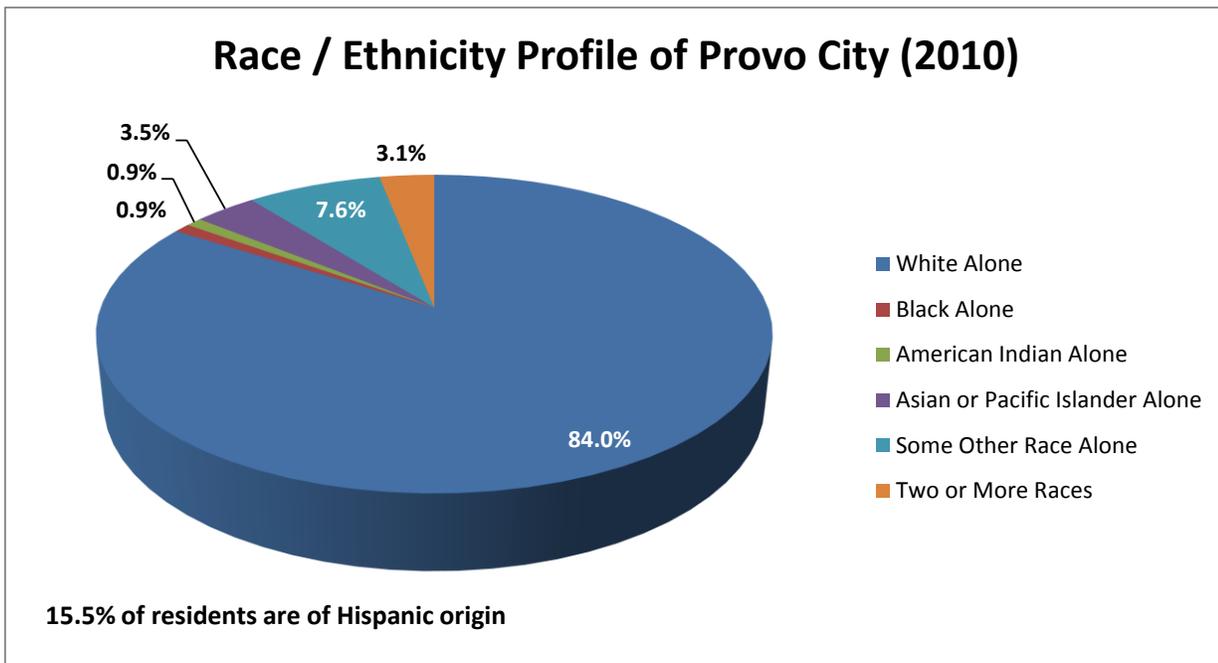
- Median household income and average household income are typical for most U.S. cities – it is neither a city with a large amount of poverty and underserved populations nor a city with significant proportion of wealthy residents (\$200,000+ annual household income). Median home values have increased 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 by recent publications identifying Utah as one of only eight U.S. states that have a higher economic mobility than the national average.¹⁰

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

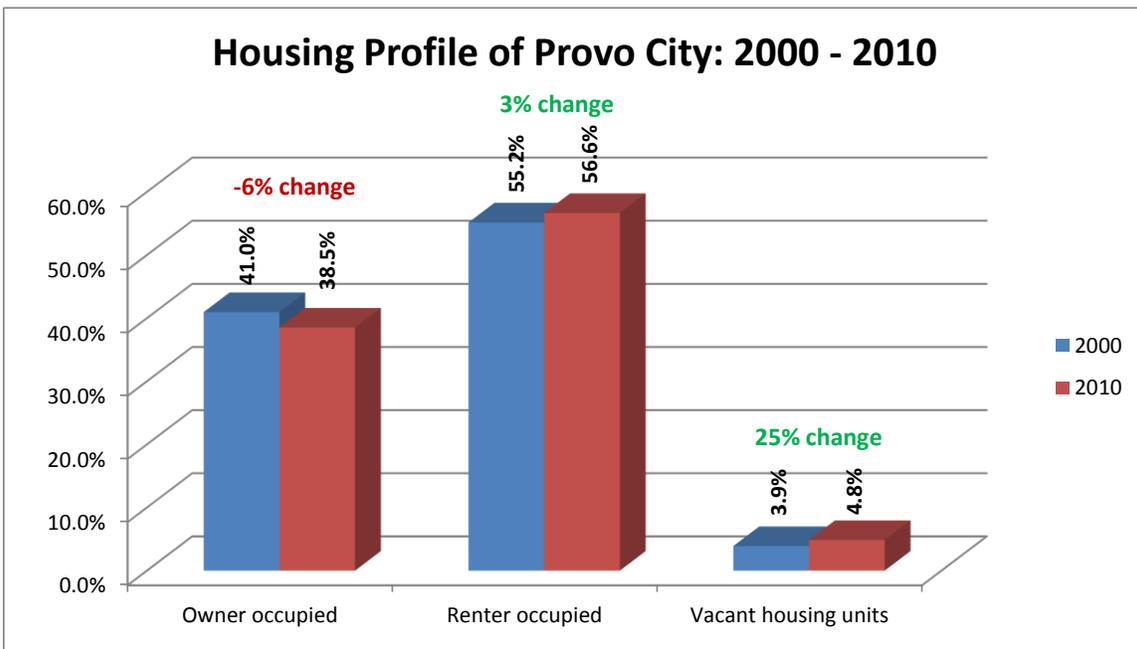
A graphical illustration of the distribution of household income from 2000 to 2010 is provided below.



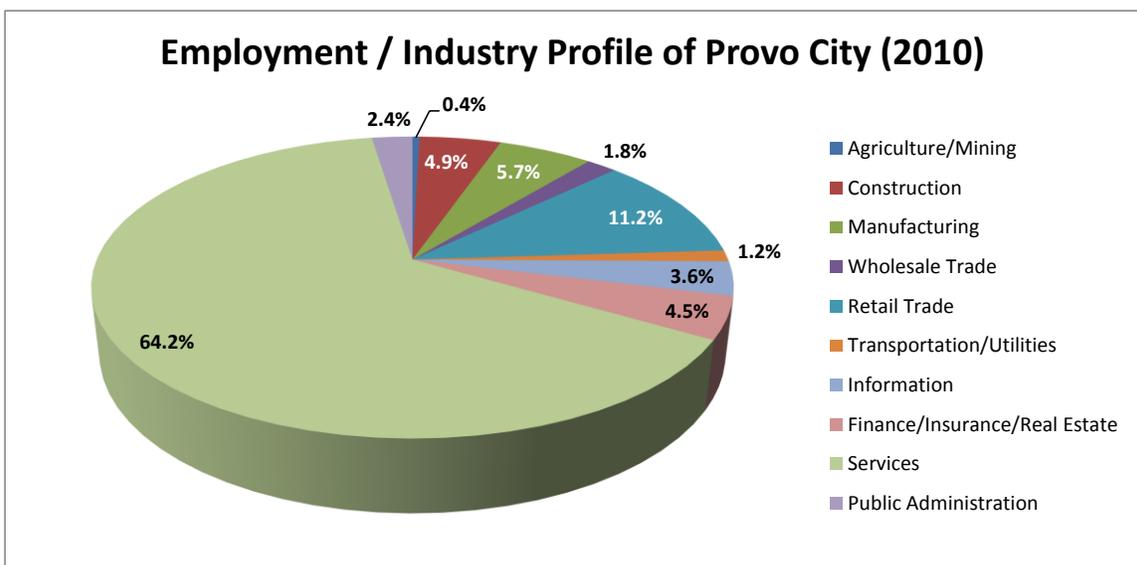
- Provo remains a family-friendly city with families constituting 71% of all households. This has remained consistent since 2000.
- Provo is a racially-diverse community, yet people who are classified as “White” represent the largest segment of the population—84% of all residents. A graph illustrating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



- 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 some quick facts about home ownership related to household composition. A graph illustrating owner-occupied, renter-occupied, and vacant housing is provided below.
 - 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



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



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. The 2010 Consumer Expenditure Survey from the 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

These data reveal that what the average household in Provo spends on recreation-related goods and services annually (\$2,683.35) ranks 6th out of the 14 household expenditure categories. This provides further evidence of the importance of recreation to residents.

WHAT DOES THE DEMOGRAPHIC AND MARKET ANALYSIS TELL US?

1. The growth and evolution of Provo City Parks and Recreation facilities and services must continue in order 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 are critically important. However, particular attention to the interests of young adults 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 of age.
4. The residents of Provo have a typical household-income profile, yet they 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, although there is capacity among residents to pay more to support additional facilities and services, the threshold of acceptable increments is limited.

5. The relative youthfulness of Provo residents indicates that a focus on emerging non-traditional recreation trends in facilities, programs, and services will most likely be well received and utilized.

SUMMARY OF COMMUNITY INPUT

There was extensive public input and participation in the Provo City Parks and Recreation Master Plan process from October 2011 to October 2013. A total of 20 leadership interviews and stakeholder focus groups plus three community meetings were conducted as the foundation of public participation. In addition, the public-input process also included a statistically-valid survey of resident households.

QUALITATIVE INPUT SUMMARY

INPUT OPPORTUNITIES

The qualitative data collected included those from multiple leadership interviews, focus groups, and community meetings. A summary of the public-input opportunities appears below:

- Twenty (20) leadership interviews and focus groups were representative but not exhaustive of interests affecting Provo City Parks and Recreation. These sessions included:
 - Local elected officials
 - Local representatives from federal- and state-agency stakeholders
 - Administration and department leadership of Provo City
 - Leadership and staff of Provo City
 - Parks, recreation facilities, trails, and other stakeholder-user groups
 - Business and community leaders from throughout the city and Utah County
- Three (3) community meetings were conducted in Provo to capture representative interests, needs, and priorities of residents through an open forum. Two meetings were organized and promoted locally, and held in 2012 on February 22 and on June 20. A final public meeting was held on October 23, 2013.

GENERAL FINDINGS

The following general findings are not intended to be comprehensive but rather provide a summary of prevailing as well as general themes that emerged in the process.

- Parks and recreation are a valued public service and a quality-of-life expectation in the community and the region.
- Residents and leaders of Provo City are vigilant in being watchful of budget expenditures, including both capital and operational expenditures. Although 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 city. The trails and recreational paths of Provo are among the most broadly-appealing and highly-valued recreational assets of the community. The security of trails is an area of concern and focus.
- Continued connectivity within the community and with 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 of those 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 who have an active stake in them. Therefore, all related planning should involve them actively.
- There is some use of local partners and volunteers to develop, maintain, and manage parks and trails, but most planning, management, and maintenance is performed by the 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 Provo City's East Bay Golf Course does. There is interest in considering the potential relocation of the city's golf course if 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.
- The security of parks, trails, and neighborhoods is a major area of interest for residents and users.
- Interest in parks that provide additional recreation opportunities is strong, including, but not limited to:
 - Community gardens
 - Dog parks
 - Parks that support additional adventure sports
 - Improved recreational use of the Provo River
 - An enhanced regional sports complex
 - A beach park at Utah Lake
 - Special-events parks
- The Provo City Shooting Sports Park is a success, especially with support of the partner user groups. A strong, clearly defined use agreement is critical for the management of this facility in the future.
- There is a growing deficiency of rectangular sports fields 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 substantial numbers of families and older adults in the community.
- Provo City has a long-standing relationship with the Provo City School District at shared facilities. Changes in funding levels and growing demands on both partners require sustained attention in order to improve the ability of both to serve their constituents and the community at large.
- There is a limited relationship between Provo City and Brigham Young University regarding coordinated programs, services, and facilities.

- The project supported and administered by multiple federal agencies to improve the habitat of the endangered June Sucker fish is controversial in the community. This issue affects some of Provo City's concept plans, including 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, a set shop, and costume storage. There is mixed support for this initiative in the larger community.
- An area in which Provo City can strategically grow services and focus is in programs and facilities providing for adventure and backcountry sports, especially in the parks located in Provo Canyon and South Fork Canyon.
- Numerous special events and programs developed and delivered by the Department are highly valued and well attended by residents. These include holiday events, Movies in the Park, First Fridays, and many recreation programs and leagues.
- The Peaks Ice Arena is well managed and successful in partnership with Utah County. The Department is responsible for design, delivery, and support of all programming at and the operation of the facility, and is well received in the community for its role. There is interest in the possible evolution of the Peaks Ice Arena into a field house so to enable more diversified usage and better utilization of the facility's capacity.
- The opening of the new Provo Recreation Center has been a big success in the community and is a readily-valued asset. The Department performed well in the design and development of the facility, as well as in operational planning.
- The Provo City Cemetery is managed by the Department and is viewed as a treasured site in the community. The cemetery is near capacity, and expansion plans are being considered to meet future internment needs.
- One of the greatest concerns of Department staff and city leaders is the equitable distribution of quality park sites throughout the community. Interest in providing for the underserved areas of the city, as well as the most efficient and appropriate methods for serving its neighborhoods, are a major focus.
- Some city parks have management challenges involving one or more of the following issues:
 - Heavy seasonal use and competing demands for limited space
 - Limited 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 the presence of transients.

QUANTITATIVE INPUT SUMMARY

HOUSEHOLD SURVEY METHODOLOGY

Provo City conducted a Community Survey from April through May 2012, to help establish priorities for the future development of parks, trails, recreation facilities, programs, and services provided by the city. The survey was designed to obtain statistically-valid results from households within the city and was administered by a combination of regular mail and phone.

The Consultant Team (PROS Consulting and Leisure Vision) worked extensively with Provo City staff and officials in the development of the survey questionnaire. This work allowed the survey to be tailored to issues of strategic importance. 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 the members of the household to complete the survey. In addition, about two weeks after the surveys were mailed, Leisure Vision began contacting households in person 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. In fact, a total of 408 surveys were completed. The results of the random sample have a 95% level of confidence with a margin of +/- 5.0%.

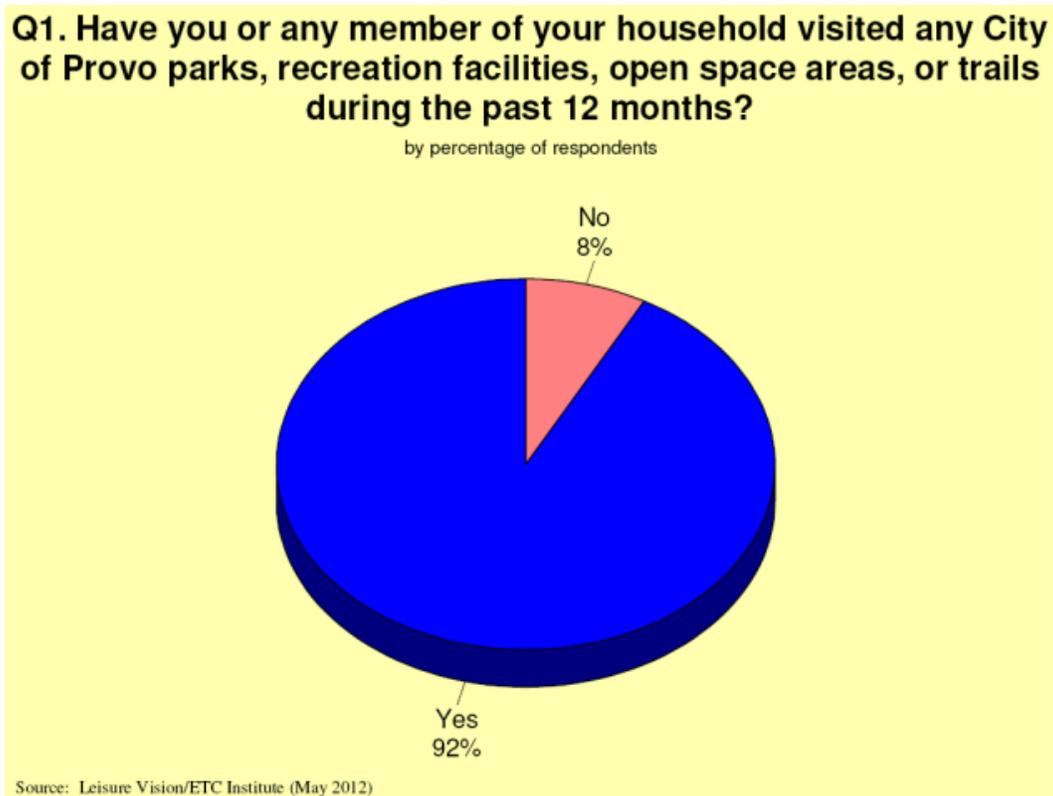
	GOAL	ACTUAL	% OF GOAL
TOTAL RESPONSES	400	408	102%

KEY FINDINGS

Although numerous findings are detailed in the *Provo City Community Survey Findings Report*, the results described herein represent key findings regarding residents’ attitudes towards current and future parks and recreation opportunities in the city.

VISITATION

- Ninety-two percent (92%) of respondents indicated they had visited Provo City parks or recreation facilities within the previous 12 months. This far exceeds the national average of 72% as compiled by Leisure Vision.



- The high visitation rate indicates that Provo residents value and appreciate the high quality of Provo parks and recreation facilities. It should be noted that increased visitation also equates to 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

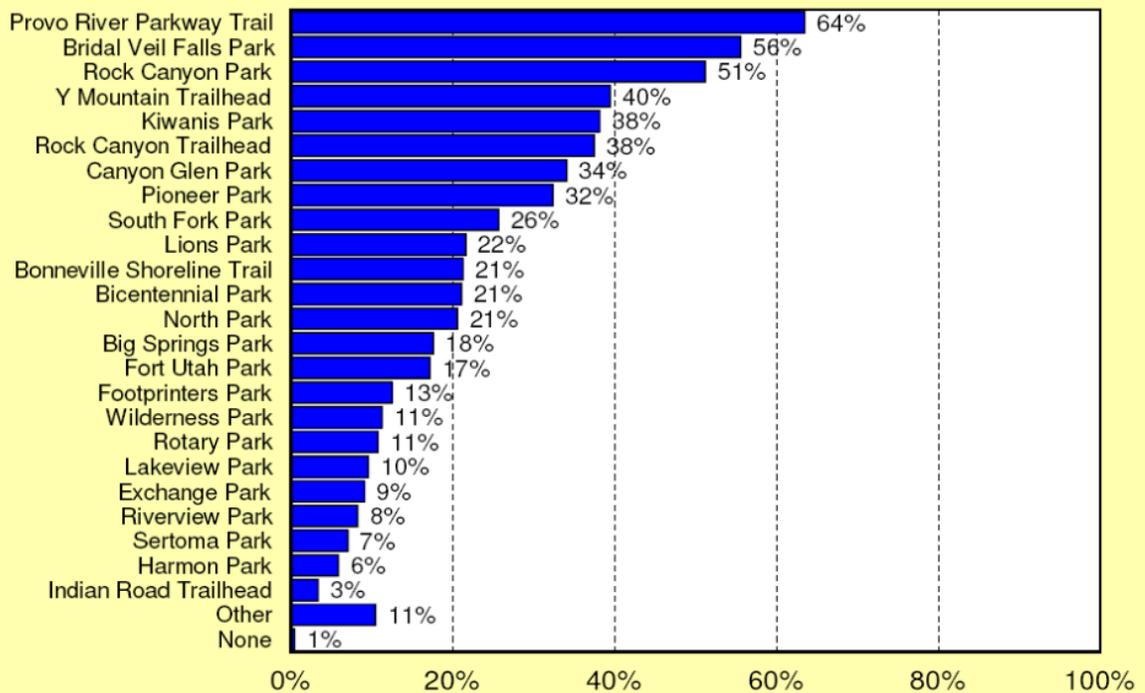


Source: Leisure Vision/ETC Institute (May 2012)

- The top six most commonly visited sites or facilities used or visited during the previous 12 months were 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)

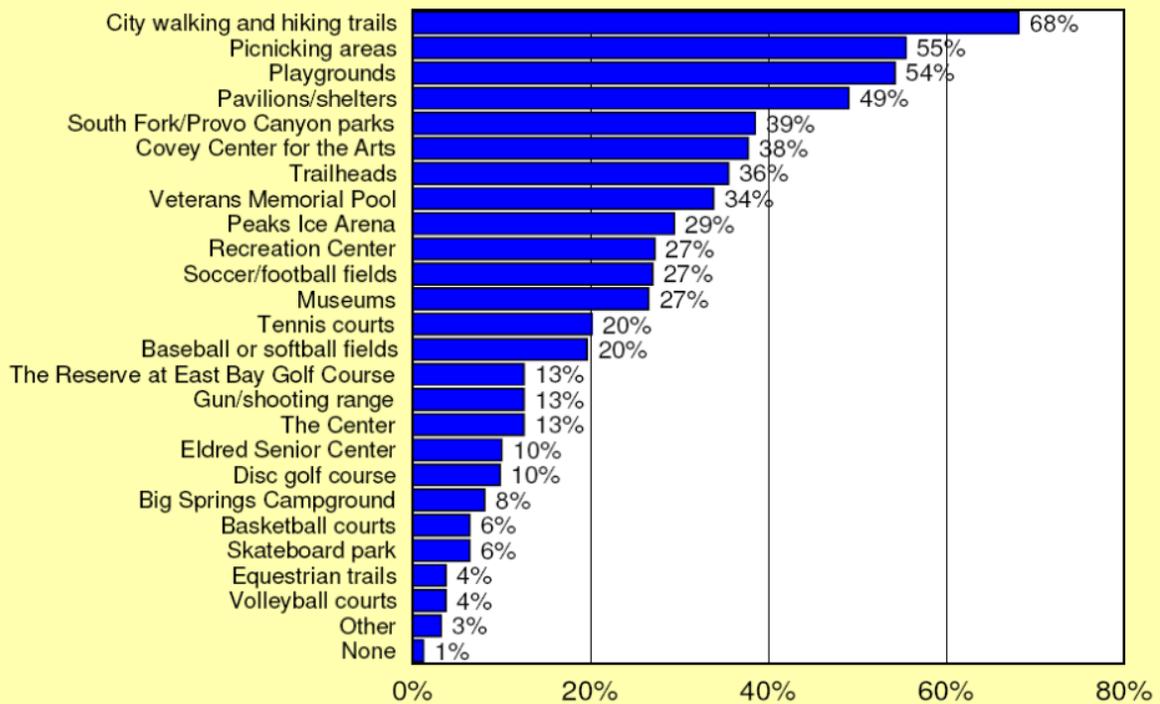


Source: Leisure Vision/ETC Institute (May 2012)

- The top five most-commonly-utilized facilities and amenities in the previous 12 months were city walking and hiking trails (68%), picnicking areas (55%), playgrounds (54%), pavilions/shelters (49%), and the 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)

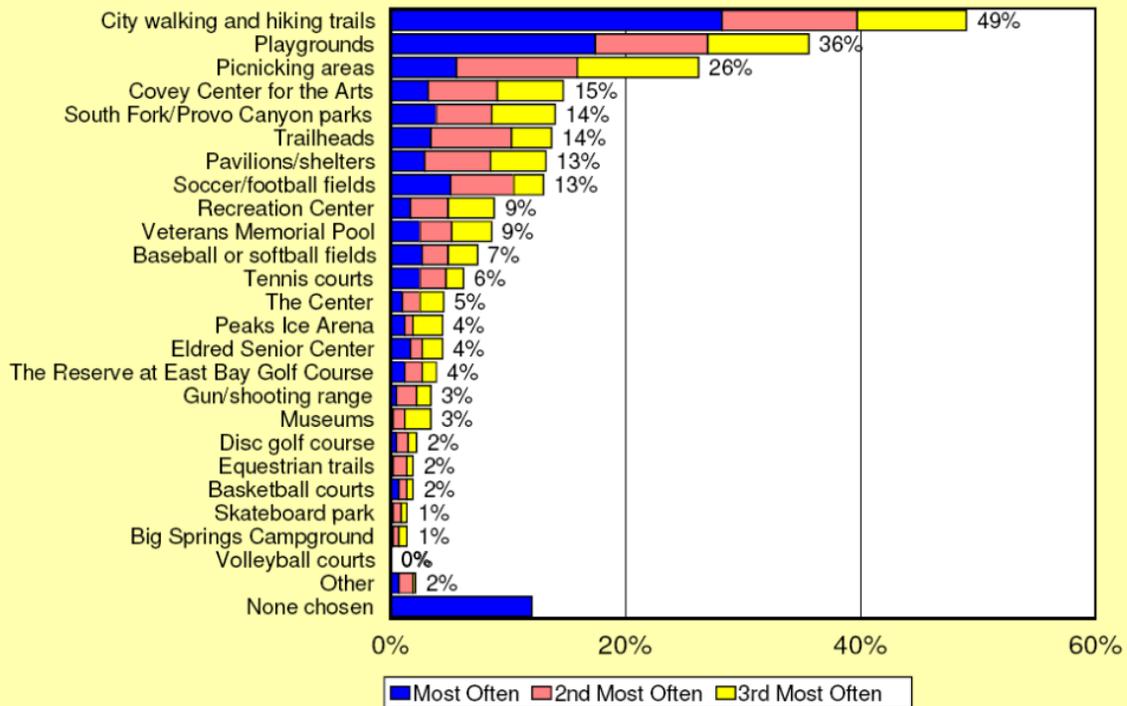


Source: Leisure Vision/ETC Institute (May 2012)

- The top three most-visited recreation facilities were walking and hiking trails (49%), playgrounds (36%) and picnicking areas (26%) in the city.

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



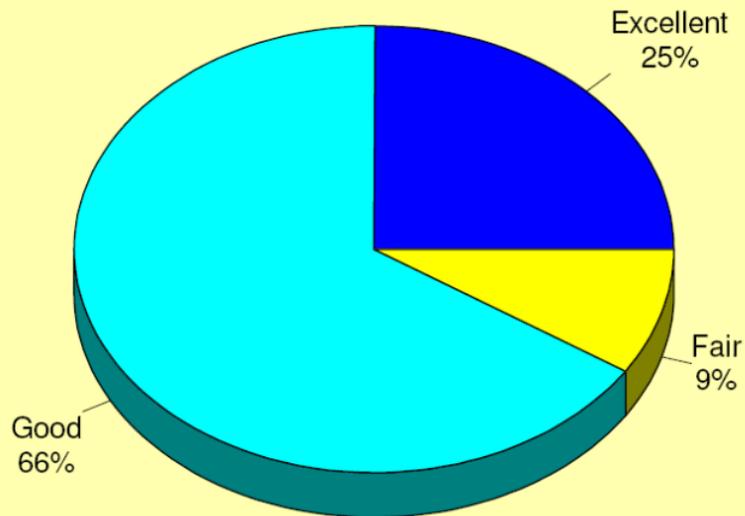
Source: Leisure Vision/ETC Institute (May 2012)

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 that the facilities were in excellent condition, 66% selected “good condition”, and 9% indicated “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

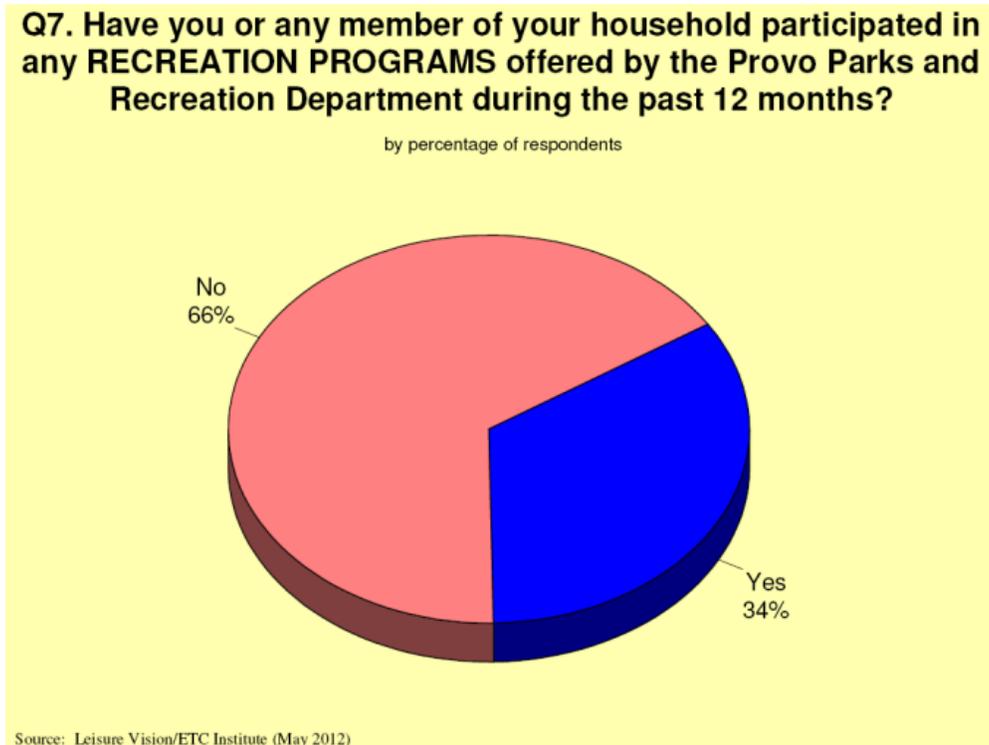
by percentage of respondents



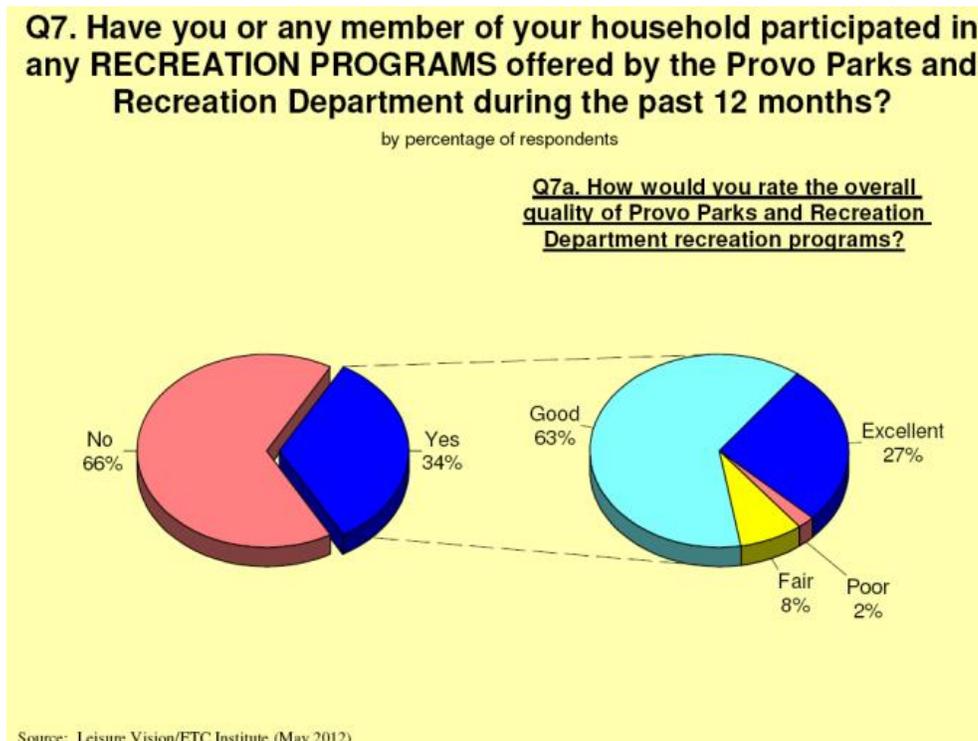
Source: Leisure Vision/ETC Institute (May 2012)

PROGRAM/ACTIVITY PARTICIPATION

- Thirty-four percent (34%) of respondents indicated they had participated in Provo City recreation programs within the previous 12 months.



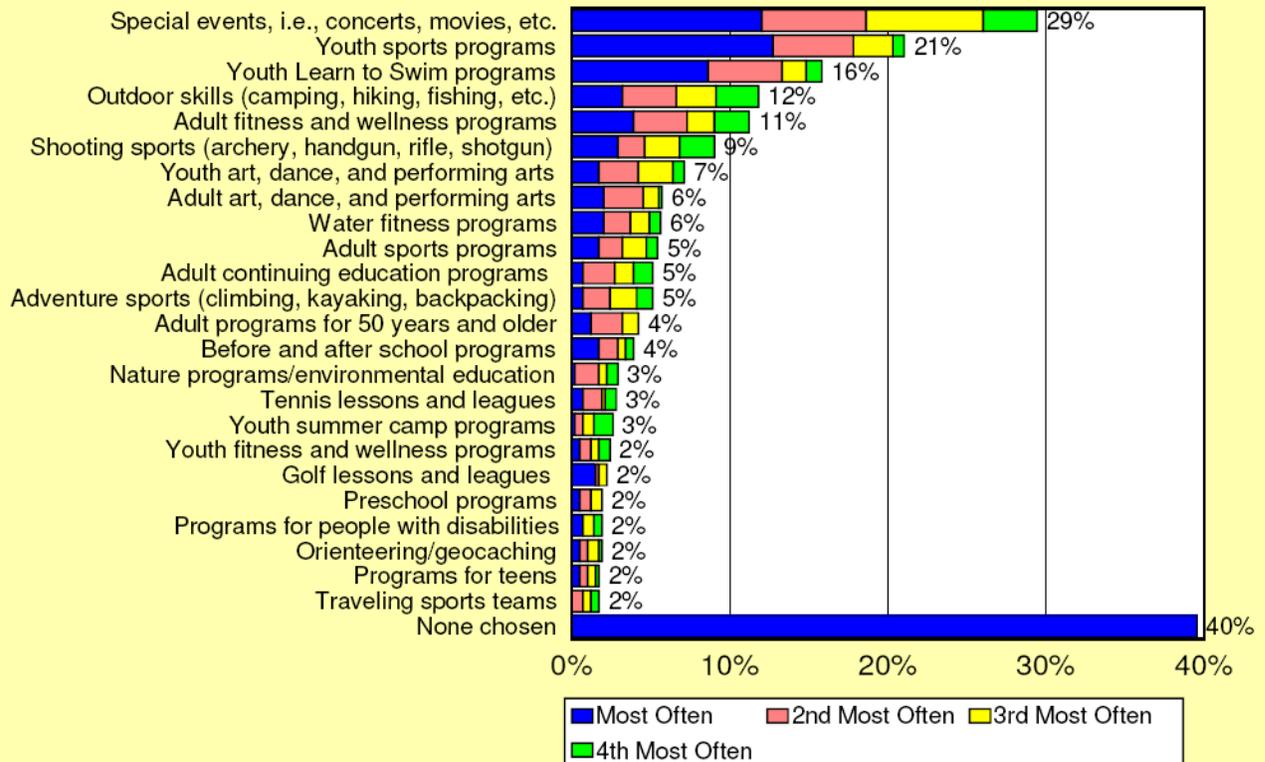
- The vast majority of respondents who had participated in recreation programs (90%) indicated that the quality of recreation programs was either “good” or “excellent”.



- Program or activity participation was 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



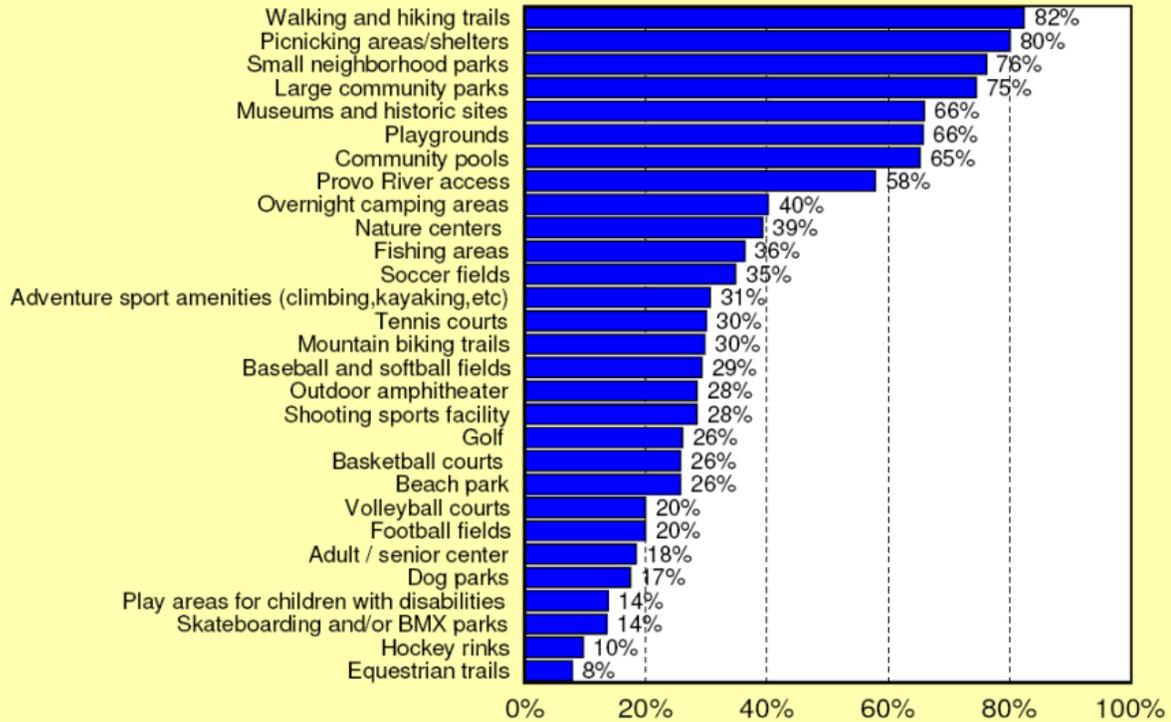
Source: Leisure Vision/ETC Institute (May 2012)

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)

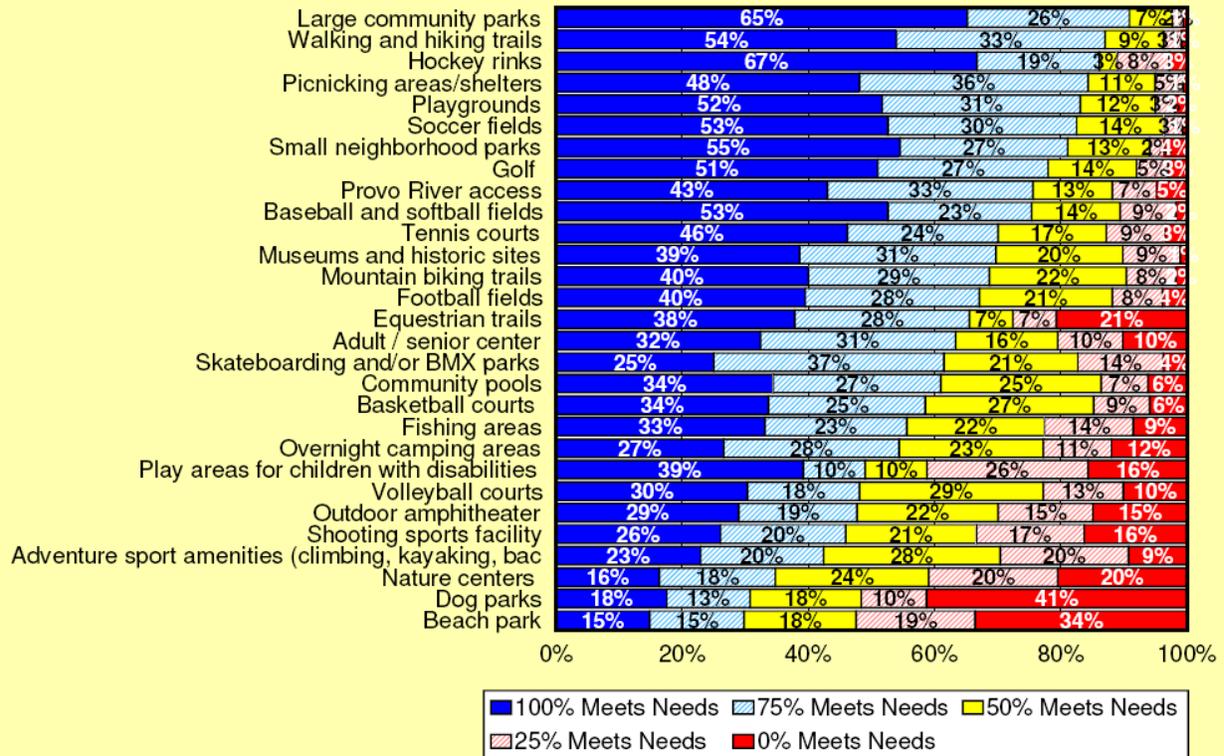


Source: Leisure Vision/ETC Institute (May 2012)

Many households consider their recreational facility needs very well met according to the survey results, with the greatest “met needs” being hockey rinks, large community parks, and walking/hiking trails. The greatest “unmet needs” are 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

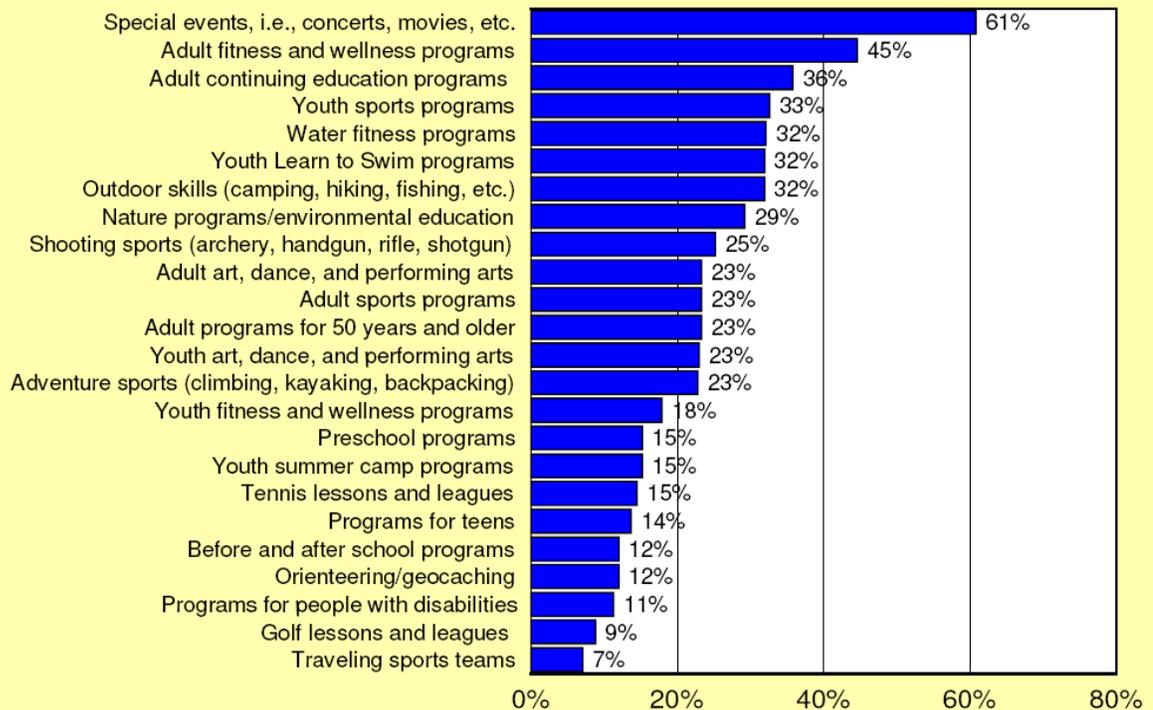


Source: Leisure Vision/ETC Institute (May 2012)

- With a large margin, respondents reported 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)

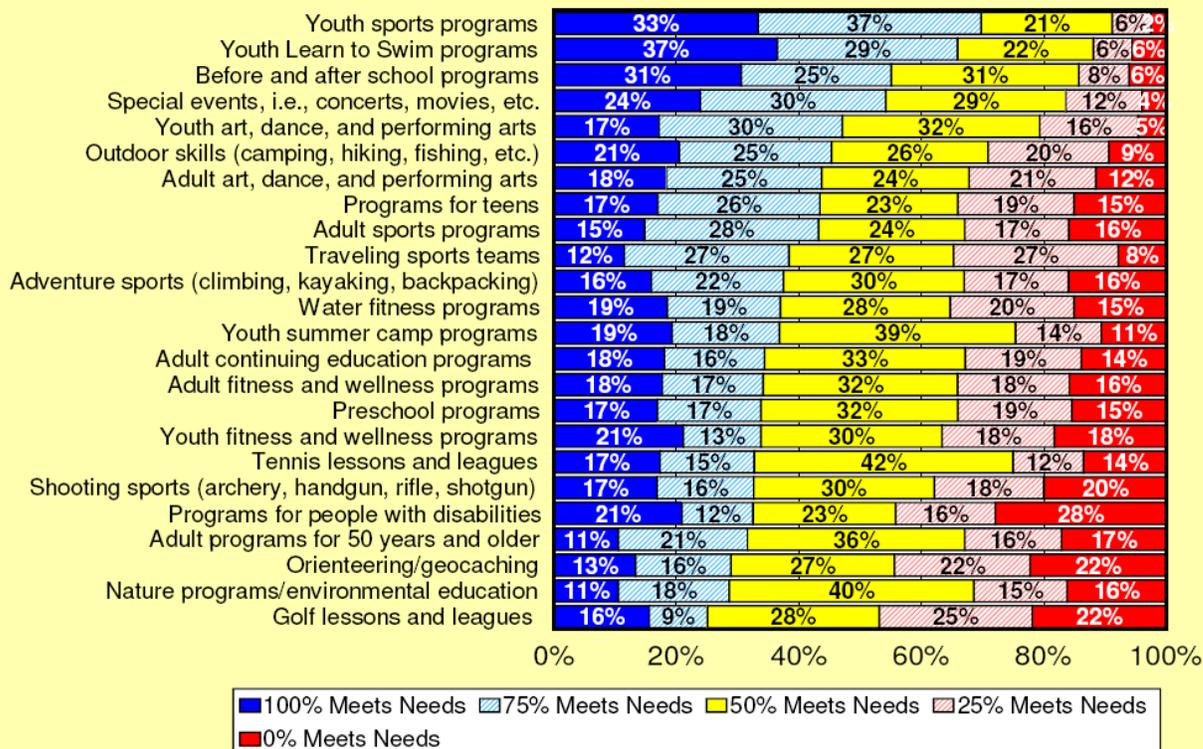


Source: Leisure Vision/ETC Institute (May 2012)

- Similarly, survey results showed that needs are best being met in Youth Learn to Swim programs, youth sports programs, and before- and after-school programs. The greatest unmet needs were programs for people with disabilities, orienteering/geocaching, and 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



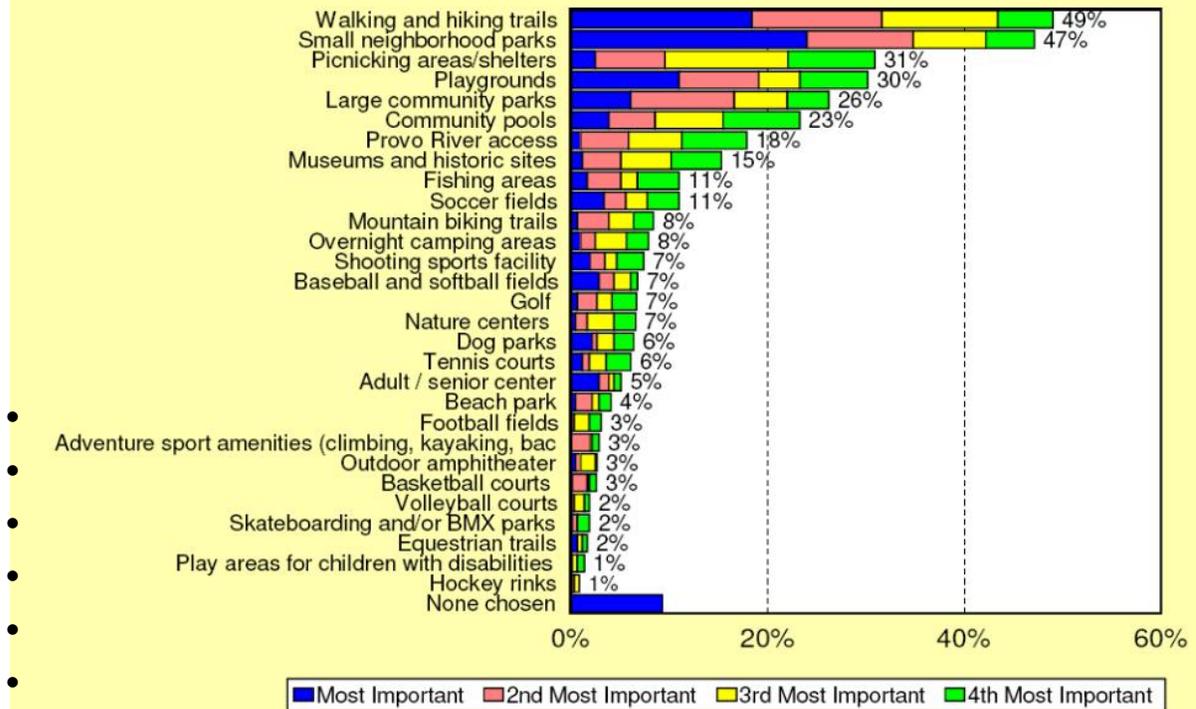
Source: Leisure Vision/ETC Institute (May 2012)

FACILITIES MOST IMPORTANT TO DEVELOP

- Walking and hiking trails and small neighborhood parks dominated the park and recreation facilities that respondents indicated were the most important for future development in Provo. They were followed by picnicking areas/shelters, playgrounds, and large community parks. Other facility types ranked close 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

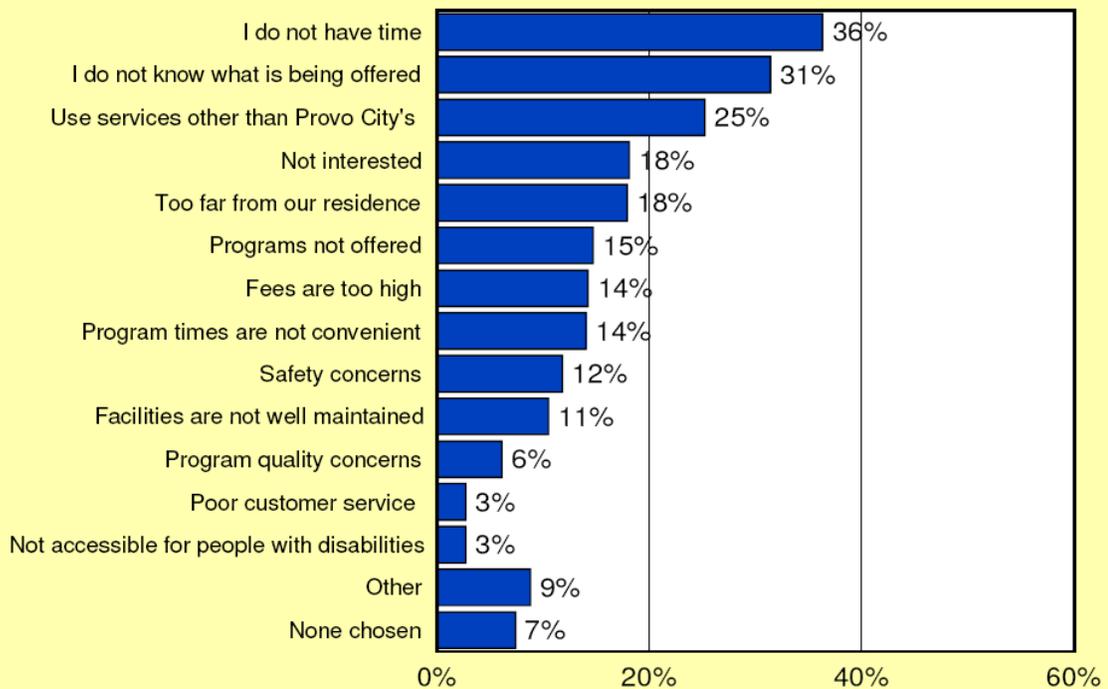


Source: Leisure Vision/ETC Institute (May 2012)

- Lack of time and lack of awareness were the major reasons respondents gave for why they or members of their household did not use parks and recreation facilities more often. A sizeable proportion of respondents also indicated that they utilize recreation facilities and services other than those of Provo City. This is not surprising, given the presence of large universities and a neighboring city (Orem) that also is a major provider 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)



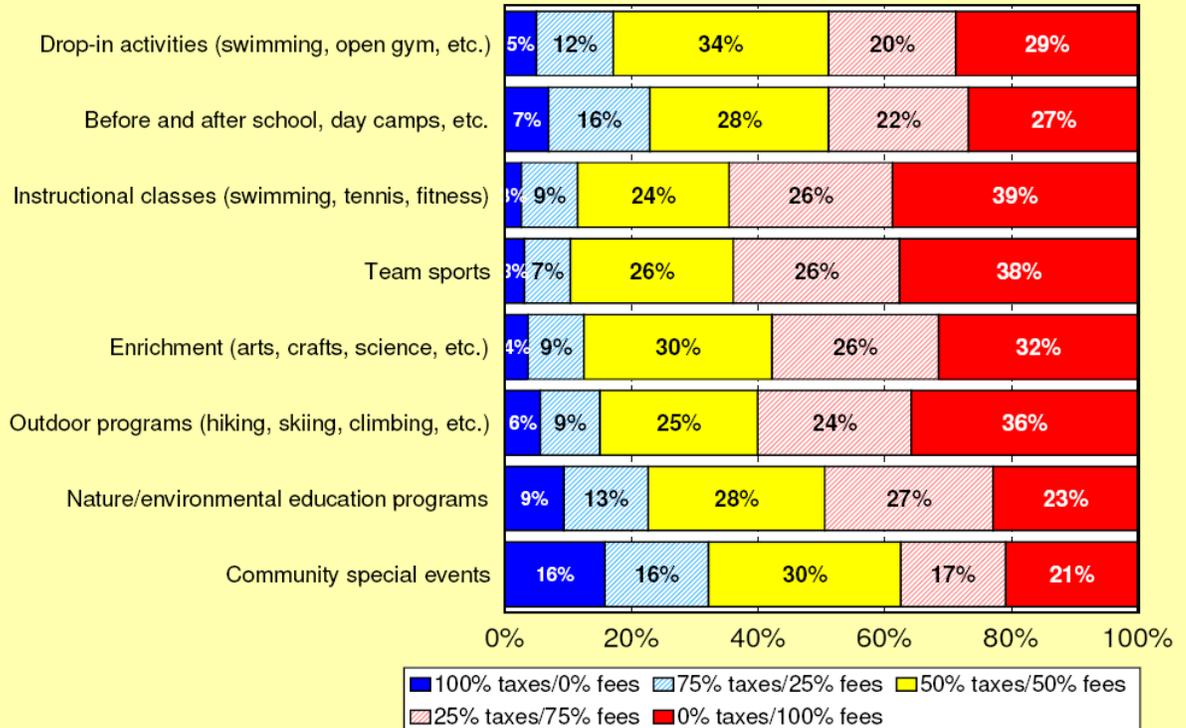
Source: Leisure Vision/ETC Institute (May 2012)

COMMUNITY AND FUNDING SUPPORT

- Respondents provided useful feedback regarding the costs of activities-and-recreation programs and services, and whether they should be supported by public subsidy or user fees or both. Community special events received the highest level of support for public subsidy, and instructional classes, team sports, and outdoor programs received the highest support for user fees.

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

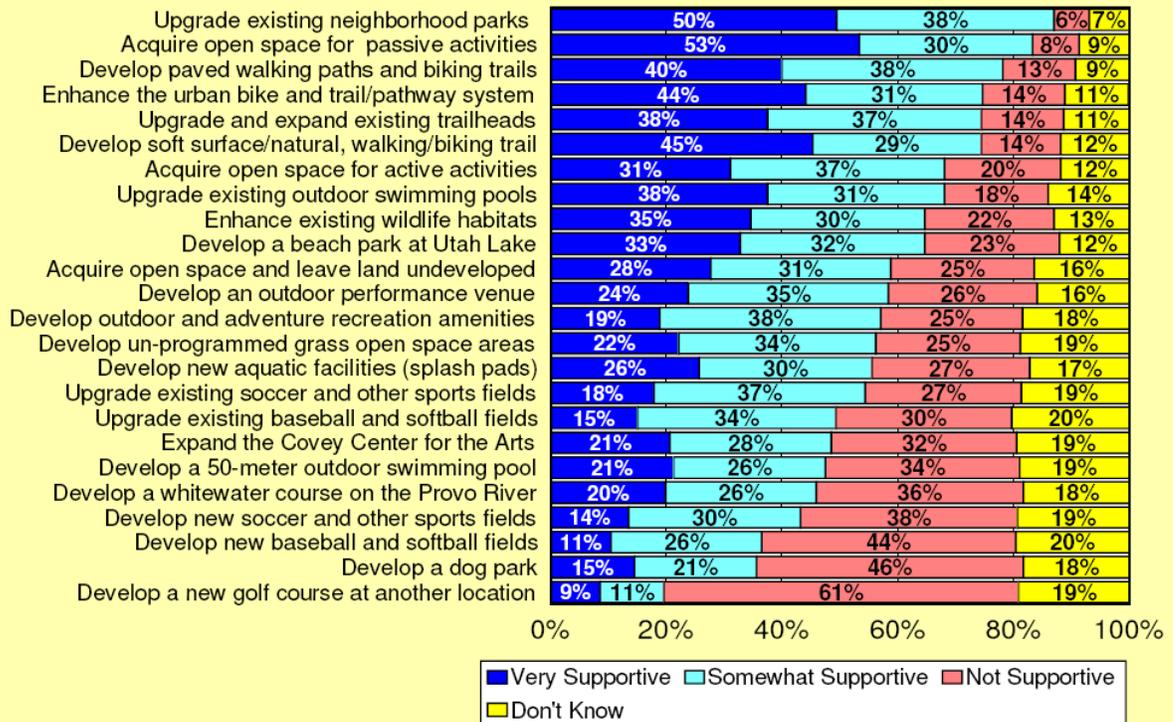
by percentage of respondents



Source: Leisure Vision/ETC Institute (May 2012)

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

by percentage of respondents

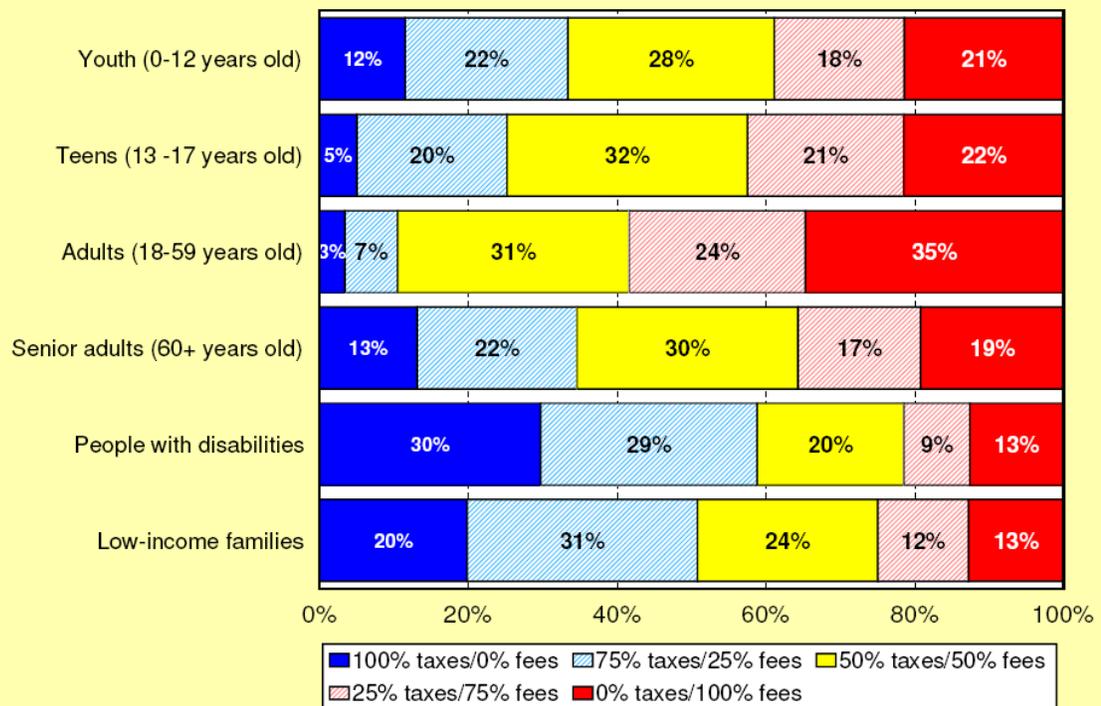


Source: Leisure Vision/ETC Institute (May 2012)

- Programs serving adults aged 18-59 years received an overwhelmingly high level of support for user fees.
- Additionally, programs serving people with disabilities, low-income families, and seniors received highest support for the highest level of public subsidy.

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

by percentage of respondents

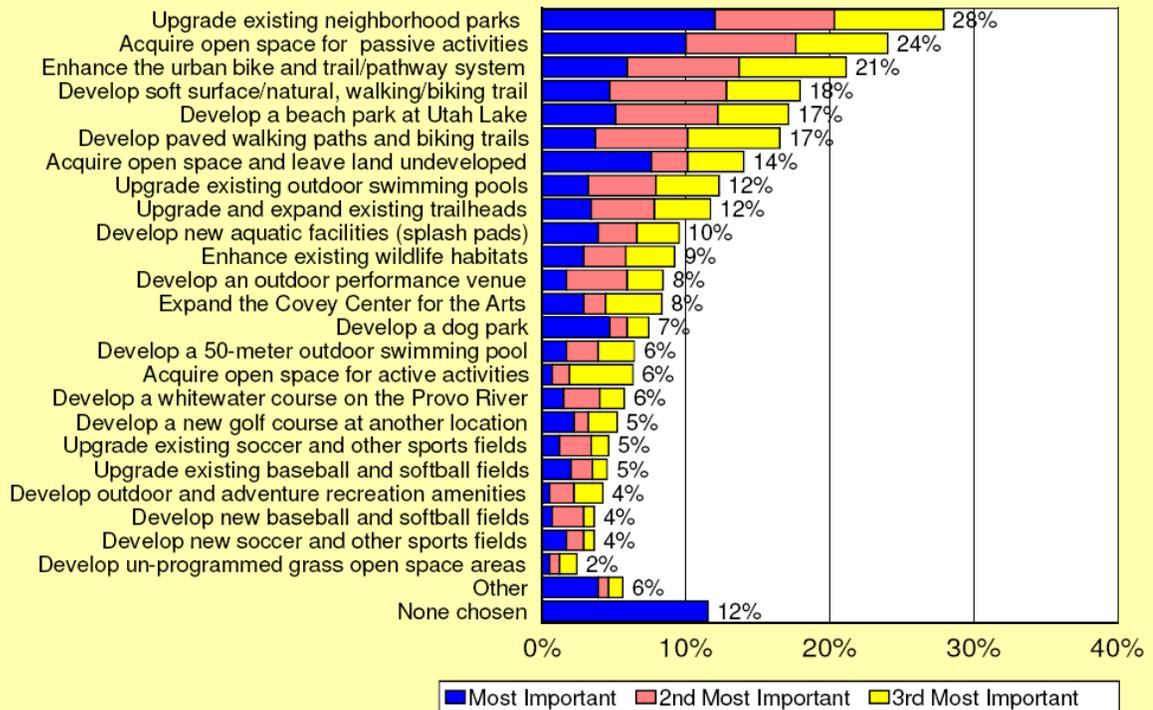


Source: Leisure Vision/ETC Institute (May 2012)

- The highest support for future actions taken by the City was the acquisition of additional open space, upgrading existing neighborhood parks, and trail-related enhancements. The lowest level of support was for 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

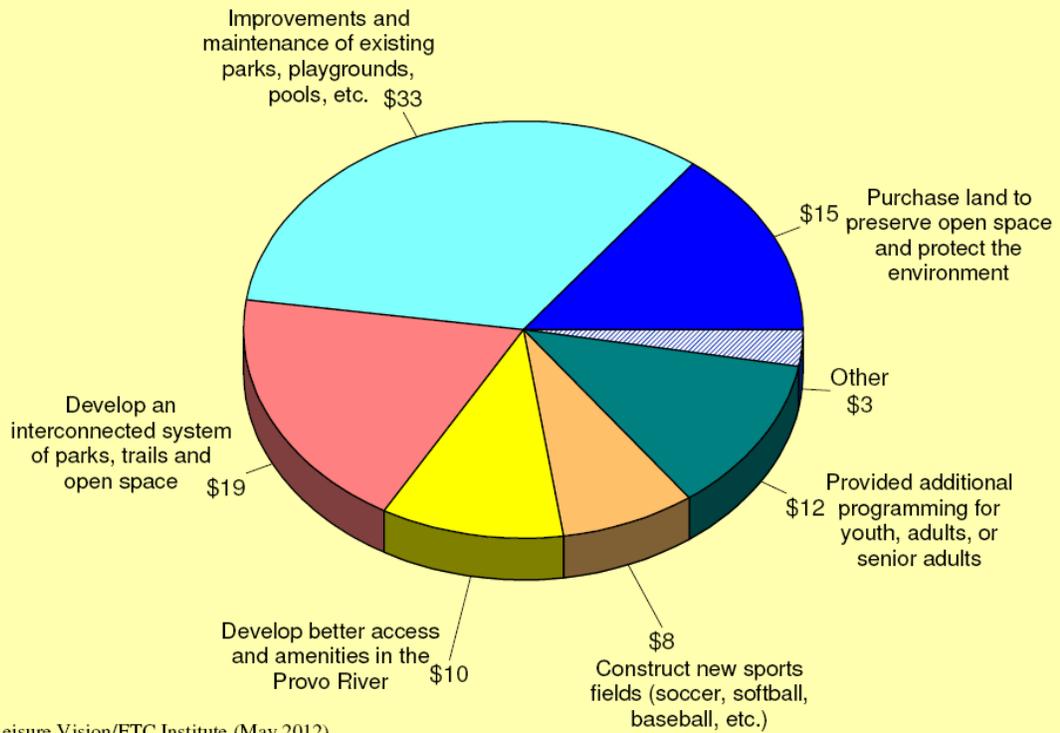


Source: Leisure Vision/ETC Institute (May 2012)

- When respondents were asked to prioritize City spending on parks and recreation, the largest support went to improving and maintaining existing parks, playgrounds, and pools; developing an interconnected system of parks, trails, and open space; and purchasing land in order 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

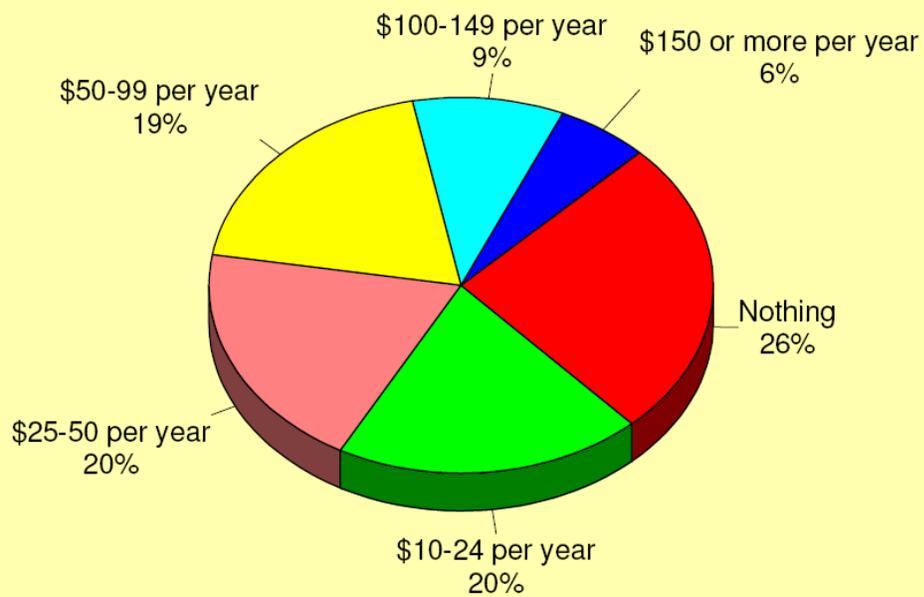


Source: Leisure Vision/ETC Institute (May 2012)

- Respondents were asked to indicate the maximum amount of increased property tax they would support for the funding of parks, trails, sports and recreation facilities that were most important to their household. Seventy-four percent (74%) of respondents supported some increase in 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

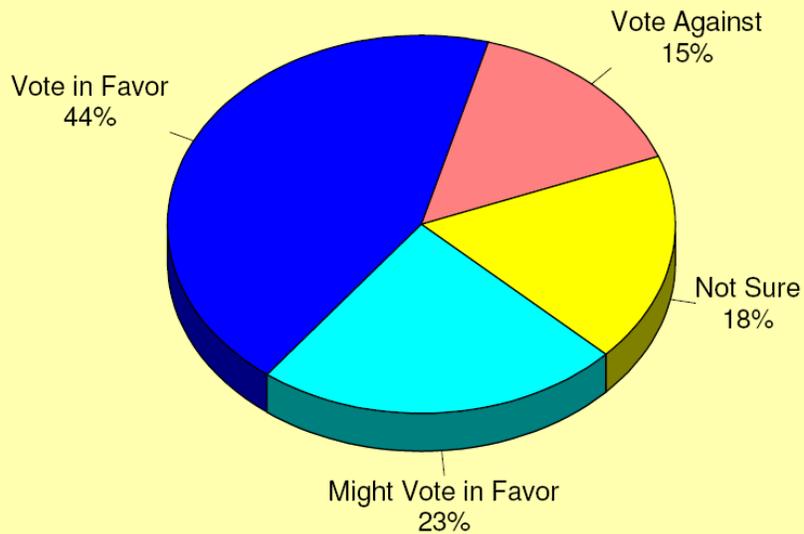


Source: Leisure Vision/ETC Institute (May 2012)

- Sixty-seven percent (67%) of respondents indicated they would “definitely vote” or “might vote” in favor of a 1/10th of 1% sales tax for open-space acquisition/protection and for 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



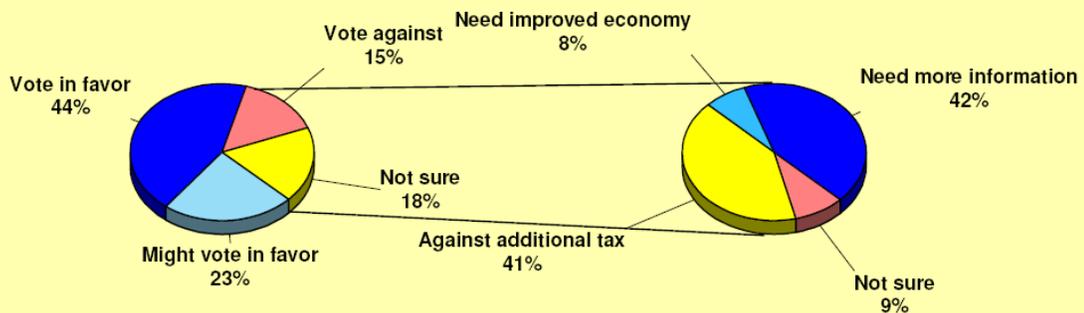
Source: Leisure Vision/ETC Institute (May 2012)

- Of those respondents who indicated that they were “not sure” or would “vote against” the sales tax, 50% indicated a need for more information or a need for improved economic conditions as the reason for their current choice.

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



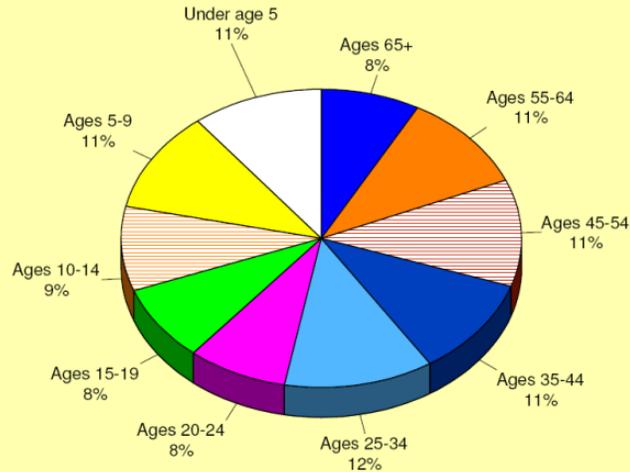
Source: Leisure Vision/ETC Institute (May 2012)

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

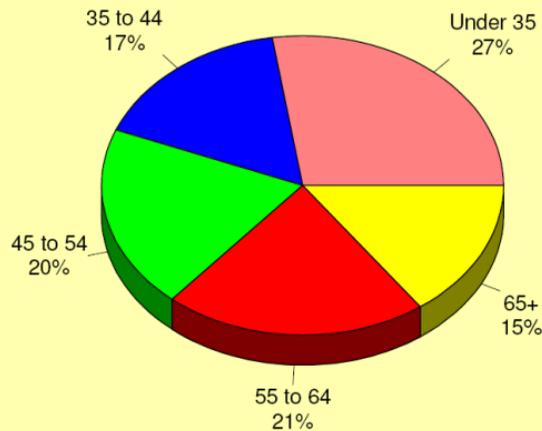
by percentage of respondents



Source: Leisure Vision/ETC Institute (May 2012)

Q23. Demographics: Age of Respondents

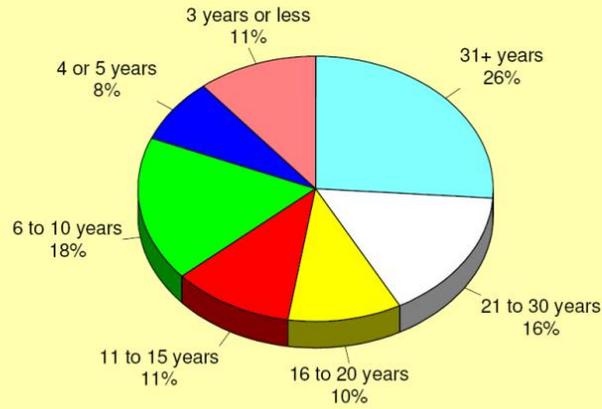
by percentage of respondents



Source: Leisure Vision/ETC Institute (May 2012)

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

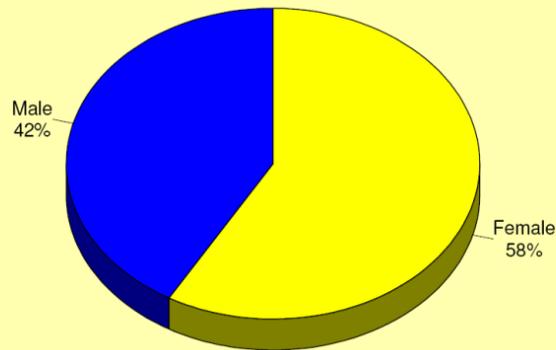
by percentage of respondents



Source: Leisure Vision/ETC Institute (May 2012)

Q28. Demographics: Gender

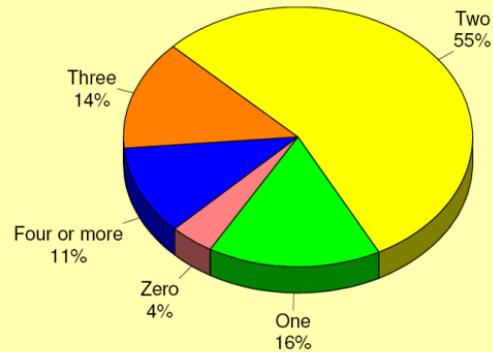
by percentage of respondents



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 rugged landscapes, pristine wilderness, millions of acres of public lands, and relative remoteness. The Provo City parks and facilities 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 outdoor industry locally and nationally that are most relevant to Provo City.

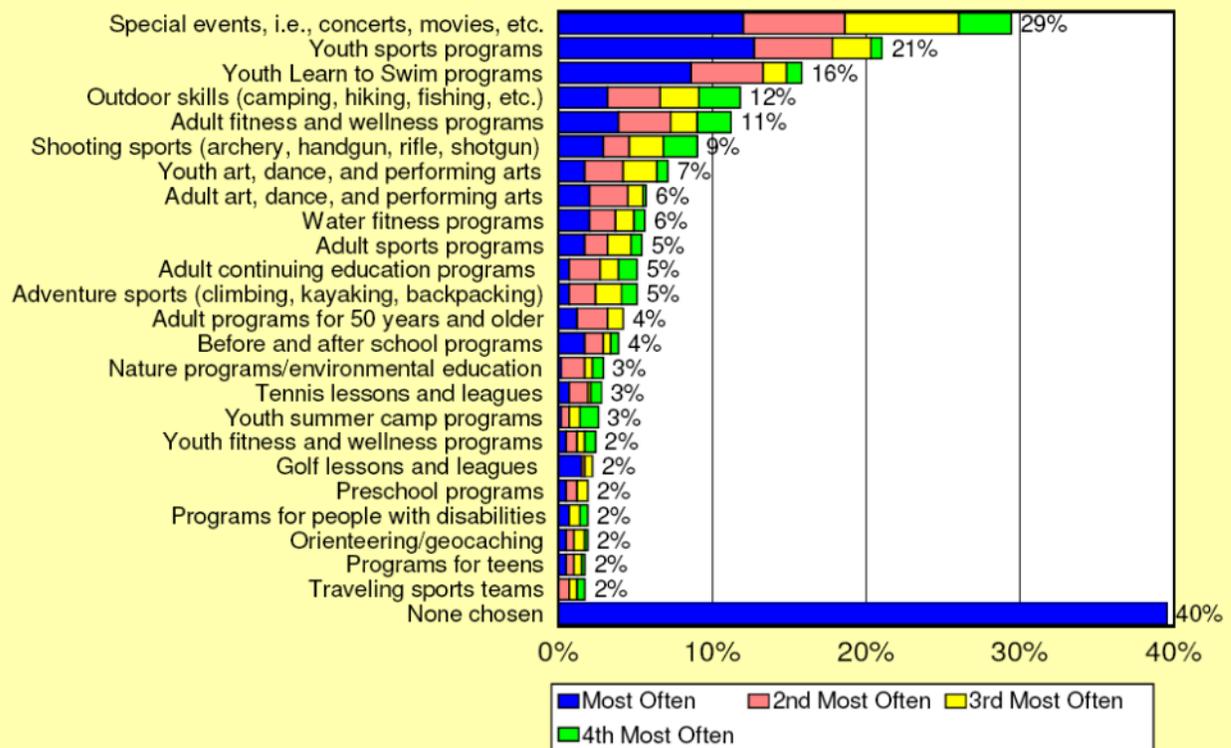
RECREATION PARTICIPATION IN PROVO

A valuable source of information about recreation trends in Provo was the community survey conducted as a component of this master plan. Additional information is available from data obtained from participants in City programs and services. Some quick facts and data appear below.

- Special events, youth sports, and Youth Learn to Swim programs are the activities with the highest household-participation rates.

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

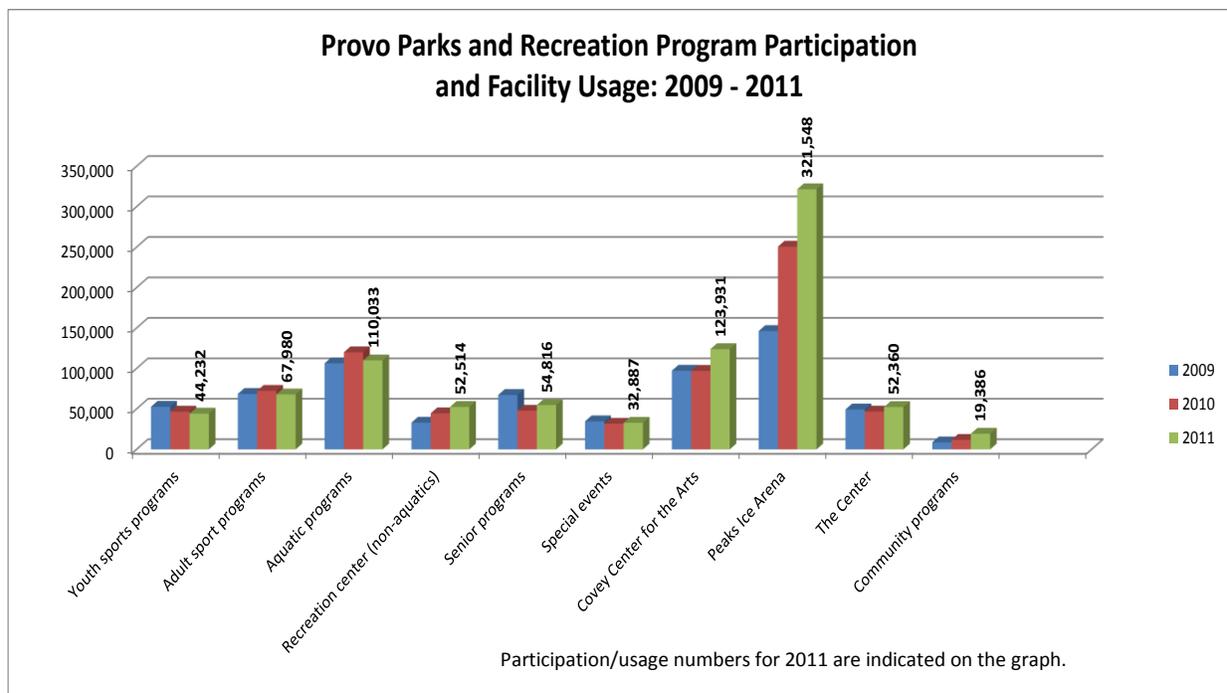
by percentage of respondents who selected the item as one of their top four choices



Source: Leisure Vision/ETC Institute (May 2012)

- Participation data collected by the Provo City Parks and Recreation Department indicate similar preferences, with aquatic programs (including Youth Learn to Swim), youth sports (including participation at the Peaks Ice Arena), and programs/events at the Covey Center for the Arts as the most popular.

	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 these data are summarized below:

- Although 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.
- The Peaks Ice Arena, the non-aquatic programs of the Provo Recreation Center and the Covey Center for the Arts have seen the greatest increase in participation and use since 2009.

OUTDOOR RECREATION IN UTAH

Utah is a state rich in outdoor-recreation resources, and many of the statewide recreation trends are evident among Provo residents. Although 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 in Provo. The data for recreational trends in Utah were 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 2009.¹¹

Within the executive summary of the 2009 SCORP, several findings are relevant to local park and recreation systems. These include:¹²

- Walking for pleasure or exercise was the most popular recreational activity in Utah.
- 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 access to 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 over the five-year period. This data were collected from a statewide sample and through an additional municipality survey.¹³

¹¹Utah Department of Natural Resources Division of State Parks and Recreation. January 2009. [Utah State Comprehensive Outdoor Recreation Plan.](#)

¹²Utah Department of Natural Resources Division of State Parks and Recreation. January 2009. [Utah State Comprehensive Outdoor Recreation Plan.](#)

¹³Utah 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 below is also an excerpt from the 2009 SCORP that summarizes the same activities in the seven different planning regions of the state. Provo is located in the Mountainland District (highlighted).¹⁴

Activity	Planning Districts						
	Bear River	Five County	Mountainland	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.

¹⁴Utah Department of Natural Resources Division of State Parks and Recreation. January 2009. Utah State Comprehensive Outdoor Recreation Plan.

The statewide survey also focused on measures of importance and of satisfaction with different types of recreation facilities. As seen in the table below, the following results are relevant to this master plan¹⁵:

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

Recreation Facilities – Importance and Satisfaction							
Facility	Planning Districts						
	Bear River	Five County	Mountain land	Six County	South eastern	Uintah Basin	Wasatch Front
Percent of Respondents Reporting These Facilities as Being of High Importance to the Community							
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
Percent of Respondents Reporting High Satisfaction with Availability of These Facilities							
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
Percent of Respondents Reporting High Importance of These Facilities and Low Satisfaction with Their Availability							
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

¹⁵Utah 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 useful to compare the city with other municipalities for the purpose of defining best practices and community standards that are well-suited for Provo. The following data were collected and organized by the Consultant Team to support the community-benchmarking analysis of this master plan. Sources are cited where applicable.

BENCHMARKING WITH SIMILAR COMMUNITIES

The master-plan process included the evaluation and comparison of Provo relative to a limited set of similar communities in the United States. Based on a review of community characteristics, the Provo City staff approved the selection of the following communities:

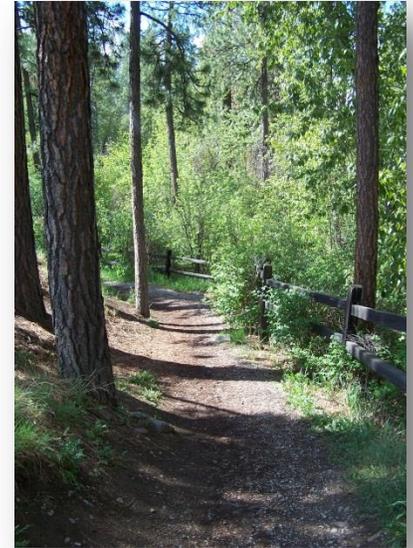
1. Missoula, Montana

Missoula is located in a river valley, is surrounded by Montana's grand mountains, and boasts over 3,500 acres of open space and more than 75 miles of trails. Whether one is an elite or recreational outdoor fan, there is something for everybody from trail hiking to kayaking to playing golf. In 2010, Missoula, also known as the Garden City, was recognized nationally 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 municipal Parks and Recreation Department owns and manages large tracts of open space outside of 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 a half-mile of most homes in the city. Tempe's warm summer and enticing winter climate makes it easy for residents and visitors to enjoy the many recreational activities the area has to offer year-round. Papago Park is in the heart of the city and offers trails, the Desert Botanical Garden, the Phoenix Zoo, Pueblo Grande Museum, and much more.

2010 Population = 161,719

Tempe was utilized for the following reasons:

- Western city
- University town (Arizona State University)
- The municipal 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 parks and recreation departments of neighboring cities in the greater Phoenix metro area.



3. **Boulder, Colorado**

Boulder is often touted as a recreation mecca, a community exemplifying numerous park-and-recreation best practices. The 11th 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

4. **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 parks and over 50 miles of trails. These attract campers, hikers, mountain bikers, and runners. Residents and visitors love the intimate town setting but also 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

5. **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 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 the 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 summarize Provo's relative standing in the comparative set of communities:

- Provo features the largest number of parks and recreation facilities of all the benchmark communities and is second to Missoula in total park acreage.
- Although 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 acreage of developed park lands.
- Provo ranks second among the benchmark communities for total park acres per 1000 population: 19.53.
- Provo features nearly five times the amount of total park land compared to its 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 summarize Provo's relative standing:

- Provo ranks in the middle of the comparative set for total number of trail miles, including total miles per 1,000 residents.
- Provo has among the lowest ratios of natural-surface trails to paved trails and is the only community with less natural-surface trails than paved trails.

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

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.

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

The following findings summarize Provo's relative standing:

- Provo's 37% operational cost-recovery of expenses relative to earned revenues (37%) ranks third.
- Provo's net annual cost for the City's park-and-recreation services per resident (\$52.45) is second lowest.

NATIONAL BENCHMARKING

These data came from the National Recreation and Park Association (NRPA) 2009 Operating Ratio Study – Agency Performance Report (July 2009) and the Parks and Recreation National Database Report (2012). Not all data from these reports are detailed below. Instead, it is a selected sample of the data most relevant to the Provo City Parks and Recreation Master Plan project. Additionally, data are reported for respondent agencies with jurisdiction populations of 2,500 or more residents per square mile. Based on 2010 census results, Provo has 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 = \$9,400,000

- **Agency Revenues (2011)**
 - Lower Quartile = \$1,371,389
 - Median = \$4,545,000
 - Upper Quartile = \$12,472,091
 - PROVO = \$3,500,000

- **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 City 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 communities with an advisory board or commission that is appointed by the Municipal Council.
- **Lands and Facilities** – Provo is a large municipal-park system with a high percentage of undeveloped park lands within the inventory. While Provo compares to 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 on these measures in the national benchmarking data.
- **Budget and Staffing** – Provo differs from similar municipalities in budgeting and staffing characteristics. However, much of this difference is explained by the type of parks and recreation system Provo City manages and the culture of the community. The City maintains its parks and facilities at a very high standard and also features numerous programs and events at very low cost to the participants. 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 favor maintaining certain programs and facilities as accessible to the community at low or no cost, and considers this a quality-of-life attribute of the city.



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 City 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 for user groups

Each need has been assigned a priority level as primary or secondary to support future project sequencing, investment of public resources, and 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 for planning and operations. Needs indicated as a primary priority should be addressed in one to five years and secondary-priority needs subsequently.

PRIORITIZED FACILITY NEEDS

Park / Facility	Recommended Priority Assignment
Enhance amenities and the equitable distribution of neighborhood parks	Primary
Enhance park and trail connectivity throughout Provo	Primary
Expand and improve 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 and expand trails	Primary
Expand the City Cemetery	Primary
Partner with other in the development of Community Gardens	Primary
Improve irrigation	Primary
Add fencing, lighting, restrooms, and tennis courts	Primary
Partner in the development of 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 the safe use of parks and trails	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	Primary
Enhance programs available to and that target the needs of older adults	Primary
Develop stronger and more consistent instruction for and exposure to non-traditional outdoor-recreation and -adventure activities	Primary
Enhance partnerships to engage alternative providers in building a network of recreational opportunities in the community	Primary
Enhance the volunteer program to supplement the department's operational costs	Primary
Develop partnered programs that focus on healthy lifestyles	Secondary
Develop partnerships to improve the quality and diversity of programs for residents with special needs	Secondary
Develop programs that celebrate the significance of the natural and cultural resources of Provo	Secondary
Enhance programs that will engage whole families in recreational experiences	Secondary
Support programs that promote the community as a tourist destination	Secondary



Provo's Plan for the Future

INTRODUCTION

This section of the *Provo City Parks and Recreation Master Plan* contains detailed recommendations and strategies for maintaining and evolving the City's parks-and-recreation system over the next 20 years. It is 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 characteristic 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 carry over from the previous parks and recreation master plan completed for Provo City in 1994, with refinements based on changed circumstances in the intervening two decades.

POLICY RECOMMENDATIONS

The following policy considerations require adoption by the Municipal Council in 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 that encourage social gathering. In particular, the Parks and Recreation Master Plan should incorporate elements of the Downtown Provo Master Plan.

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 natural resources.

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



Goal 5: Develop and encourage the use of trails, pathways, and sidewalks and other facilities for walking and bicycling as alternative modes of transportation and 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 permanent facilities to be used by City residents.

Goal 8: Strengthen the role of 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 appropriations from the City General Fund to provide parks and recreation facilities.

Goal 11: Utilize Crime Prevention through Environmental Design techniques to prevent crime, enhance visibility, and increase safety while maintaining the aesthetic elements of landscapes.

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

Goal 13: Acquire property for the purpose 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 the East Bay Golf Course to the mouth of Provo Canyon or another location.

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



2. ACQUISITION CRITERIA

A challenge found in many municipal regulations is that the design standards for what constitutes high-quality parklands are not adequately detailed. This ambiguity can result in the designation of lands that are largely unusable as public parks. The following recommended changes to Provo 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 that surrounds it. 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 designated for the area?
5. Would the use of this land (as specified by its classification) harm the natural environment?

Location

1. Is the land situated appropriately?
2. Would this land contribute to the equitable distribution of parks in the planning region?

Access

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

Harmonious Existence with the Built Environment

1. Would the use of this land (as specified by its classification) conflict with adjacent land use?
2. 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 following 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. Does the land contain 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 natural 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 the Built Environment

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

3. DIVESTING CRITERIA

Another challenge associated with many municipal regulations is that the criteria for disposal of parklands are not adequately detailed. This ambiguity has resulted in the designation of lands that are largely unusable as public parks. The following recommended changes to Provo City regulations are intended to provide guidelines for the divestiture 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 surrounding it. 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 for the recreation experiences intended for the area?
5. Is the use of the land causing harm to the natural environment?

Location

1. Is the land situated appropriately?

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 uses or occupation?

Contribution to the Park System

1. Does the land complement other nearby parklands?
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 specified 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 questions that follow 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. Does it contain 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 undesirable 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 parkland 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 codes should be reviewed and potentially updated to include details regarding requirements or priorities for park and open-space preservation and development that may relate to potential land donations. Specifically, it is recommended the Municipal Code be revised to include the following parkland donation objectives:

1. Preserve and protect wildlife habitat, species of special concern and their habitats, 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, notable 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. Provide areas for social interaction and livability
5. Provide open space for accessible and functional use by residents
6. Protect sensitive environmental features and natural areas by providing landscape buffers within open space areas.
7. Meet other goals of the Provo City Parks and Recreation Master Plan

Recommendations:

1. **Develop design standards to include specific requirements for park design, size, and donation options as a result of subdivision development.**
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 current abilities of a municipality and must be performed by skilled and organized professionals. For example, ongoing contracts may be in place 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 Department supplements its work force through contractual agreements. To further leverage its resources, the Department should consider introducing the concept of *managed competition*.

Managed competition includes 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 the City staff and that of a contractor. To become more efficient, unit costs need to be tracked annually, and all costs should be outlined and shared with staff members so that they understand the concept of managed competition and how it applies to their operations.

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 former case, the City should continue to verify ownership of the right-of-way. Inter-local agreements regarding trail ownership and maintenance should continue to be established and reviewed annually between Provo City and right-of-way owners (private parties, Utah County, State of Utah, or federal agencies) if the trails are constructed or accepted by the City but are not within City right-of-ways.

7. ACCESS FOR DISABLED INDIVIDUALS

Development of a high-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 satisfying the requirements of the Americans With Disabilities Act likely will take several years and be 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

Provo City 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 formally. Although the Parks and Recreation Department does not typically permit advertising in City parks, it may choose to recognize donors as follows:

- If multiple donors are recognized for general park improvements and maintenance, one sign should be used to recognize all of them.
- Any sign recognizing multiple donors should be of a similar size and shape as the signs that name a park or that 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 facility or structure. This identifier should not be brightly colored and should not include business logos. Standard specifications for the signs would be established by the City of Provo staff.

9. LEASING CITY PARKS

Although 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 when 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 whether the proposed lease (or special permit) for recreational use would provide for the optimal use of the park. This determination can be based on this master plan, public comment, or Staff policy. If, uncertainty exists, then the use should be considered non-optimal. Different policies exist for optimal and non-optimal recreational uses, as described below:

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 to the City and that 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 same criteria may be applied as listed above for non-optimal Recreational Uses.

10. FUTURE-SITE OPERATIONS PLANS

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

PROCEDURAL RECOMMENDATIONS

The procedural recommendations that follow address issues that do not require policy or policy action, but would be implemented through regular practices of the Provo City Parks and Recreation Department.

1. PARTNERSHIP STANDARDS

The success of the Provo City Parks and Recreation Department is largely due to working partnerships with non-profit organizations and user groups for the development of park sites, their utilization, and their support in other ways. Thus partnership standards should be developed for current and future partners. The following partnership standards are recommended:

- All partnerships should require a written working agreement with measurable outcomes that will hold each partner accountable for the mutually-desired outcomes and is evaluated on an annual basis.
- Depending on the level of monetary and non-monetary investment made by the partner, the partnership agreement can be limited to months, one year, or multiple years but should steer clear of automatic contract extensions or long terms.
- All partnerships should track direct and indirect costs associated with the partnership investment in order to demonstrate the level of equity each partner has invested.
- Each partnership should engage in collaborative planning on an annual basis, regular communication and annual reporting to each other's board or owners on how well the partnership is working.

2. MAINTENANCE STANDARDS

Maintenance standards should be developed that apply to all City park-and-recreation sites whether they are managed directly or in concert with partners. The standards do not have to be stringent but should be consistent in order to protect City assets and provide for the reasonable safety of park-and-recreation facility users. Examples of high-level requirements appear below:

- Establish maintenance standards and service-frequency levels for each type of amenity based on established expectations of visitors to the facility. These standards may vary by park or asset type, such as day-use facilities, community centers, and regional parks.
- Train City staff members and partners in the maintenance standards and service-frequency levels.
- Upgrade the amenities that have the highest level of use first in order to retain their value for users.
- Seek outside funding and other resources in order to fund improvements for each park.
- Seek local volunteers to engage in "clean up, fix up" events to maintain strong user appeal.
- Inspect sites and facilities on a seasonal basis to evaluate adherence to the maintenance standards with the goal of adherence in at least 90% of the inspections.
- Management of forested areas, noxious weeds, and invasive species should adhere to 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. COMMUNICATIONS PLAN

Among the prevalent findings of the public-input process was the need to improve the awareness of City residents about the parks-and-recreation opportunities available in Provo. It is imperative that the City develop a communications plan for promoting awareness and participation among residents of the City and those in surrounding communities.

Effective communications strategies require striking an appropriate balance between the content of messaging with the volume of messaging while utilizing the "right" methods of delivery. The Department

has multiple areas of focus that should be addressed in communications and must rely upon multiple types of media to deliver its messages. Similarly, the community must perceive the interconnectedness of the messaging process so that it is not considered fragmented or overwhelming.

4. SOCIAL MEDIA

- **Facebook**

- Provo should focus on on-going engagement
 - Continue with themed promotional initiatives. Provide correct responses to questionnaires posed to the audience.
 - Create Facebook contests and promotions
- Assure current content on every section of the page
 - Update the events listing and provide links to view or sign-up for events
- Highlight staff members and volunteers as a way of enhancing familiarity and ensuring reward and recognition

- **Twitter**

- This is the next-most-effective social network to add to the marketing mix
- The key to success on Twitter is to build a personalized relationship with the target audience and create active participation
- Share tweets and other information frequently
- Utilize the Department’s Social Media and Crowdsourcing intern to actively listen to the users and respond to tweets from the target audience on a regular and timely basis
- Cross-promote other initiatives, including website, other social networks, and offline initiatives
- Keep tweets short – add hash tags and, most importantly, amplify the message by asking followers to Retweet

A recent study by Buddy Media entitled “Strategies for Effective Tweeting: A Statistical Review,” contains the following observations for successful engagement:

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

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

Google+ is the closest competitor to Facebook in terms of overall user adoption, 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% year-over-year growth in Nielsen’s 2012 Social Media Report.

Instagram is a photo-sharing website that is becoming increasingly popular, especially with the younger audience. Its recent acquisition by Facebook ensures effective integration with the larger social network.

Overall, the keys to social-media success include:

- Attract attention by providing freebies and special offers
- Use catchy headlines to grab attention
- Ensure that content is relevant
- Integrate various media, including social networks, online tools, websites, etc.
- Monitor new trends in social networks to ensure continued relevance and maximum effectiveness

PARTNERSHIP-MANAGEMENT RECOMMENDATIONS

Today's economic climate and political realities require the Provo City Parks and Recreation Department to seek productive and meaningful partnerships in order to deliver high quality and seamless services to the needs of the community over the next 20 years. The following sections provide an overview of opportunities and strategies for 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 (e.g., agreements with schools for gymnasium, classroom, auditorium, and field usage, etc.) is to have an overall partnership philosophy that is supported by a policy framework for establishing and managing these relationships. The policies recommended below will promote fairness and equity within existing and future partnerships while helping staff members to avoid conflicts internally and externally. The recommended partnership principles are as follows:

- All partnerships require a working agreement with measurable outcomes and evaluation on a regular basis. This should include reports to the Department on the performance of the partnership vis-à-vis the agreed-to goals and objectives.
- All partnerships should track costs associated with the partnership investment to demonstrate the appropriate shared level of equity.
- A partnership culture should emerge and be sustained that focuses on collaborative planning on a regular basis, regular communications, and annual reporting on performance.

The following policies are recommended for implementation by the Provo City Parks and Recreation Department staff 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; and private, for-profit organizations.

ALL PARTNERSHIPS

- Each partner will meet with or report to the Provo City Parks and Recreation Department staff on a regular basis to plan activities and shared activity-based costs.
- Partners will establish measurable outcomes and work through key issues in order to meet the desired outcomes.
- Each partner will focus on meeting the balance of equity agreed to and will 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 each relevant City agency for communications and planning purposes.
- If conflicts arise between partners, the Director of the Provo City 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 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 report the 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 desire to make a profit from the 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, provides a service on city-owned property, or has a contract to provide a task or service on the City's behalf at Provo City Parks and Recreation Department facilities. These partnership principles are as follows:

- Upon entering into an agreement with a private business, group, association, or individual, the Provo City Parks and Recreation Department staff and City leadership should recognize that the importance of allowing the private entity to meet its financial objectives within reasonable parameters that protect the mission, goals, and integrity of the City.
- As an outcome of the partnership, the Provo City 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 method of monitoring those outcomes. 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, one year, or multiple years.
- If applicable, the private contractor will provide a working management plan annually to ensure the outcomes desired by the Provo City Parks and Recreation Department. The management plan will be negotiated if necessary. Monitoring the management plan will be the responsibility of both partners. The Department should allow the contractor to operate freely in its best interest, as long as the agreed-to outcomes are achieved and the terms of the partnership agreement are adhered to.
- The private contractor should not lobby the Provo City Parks and Recreation Board or the Provo City Municipal Council for initial establishment or renewal of a contract. Any such action will be cause for termination of the contract. All negotiations must be with the Department Director or that person's designee.

- The Provo City Parks and Recreation Department has the right to advertise for privately- contracted partnership services or to negotiate on an individual basis using 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 turning to litigation. If no resolution can be achieved, the partnership shall be dissolved.

PARTNERSHIP OPPORTUNITIES

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

1. **Operational Partners** – Other entities and organizations that can support the efforts of the Provo City Parks and Recreation Department to maintain facilities and assets, promote amenity- 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 popularity as a preferred vendor or supporter of the Provo City Parks and Recreation Department in exchange for reduced rates, services, or some other agreed-upon benefit.
3. **Service Partners** – Organizations and/or friends-of-parks groups that support the efforts of the Provo City Parks and Recreation Department to provide programs and events, including serving specific constituents in the community collaboratively.
4. **Co-branding Partners** – Organizations that can gain brand association and notoriety as a supporter of the Provo City 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** – Organizations 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 City Parks and Recreation Department in mutually-agreed-to strategic initiatives.

The table on the following page provides examples of specific types of partnership targets and areas of focus.

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

PARK CLASSIFICATION AND LEVELS OF SERVICE ANALYSIS

There are multiple methods for determining 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 Park 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 its population. The latest NRPA standards, published in 1990, compare the supply of facilities against demand, as measured by the total population of a community.¹⁶ These guidelines are typically reflected as the total number of facilities or total park acreage per a measurable segment of the population, for example, 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 parklands and park amenities in Provo over the next 20 years (i.e., until approximately 2034). There are specific areas of need where appropriate development of new parks or park amenities, or the development of existing parks should be considered in order to meet the demands and expectations of residents.

PARK AND FACILITY CLASSIFICATIONS

A park-and-facility classification system ideally should utilize key characteristics of each site. These include:

- The intent and/or mission of the site
- The predominant types of site usage
- Appropriate performance measures for each park classification

Proper integration of the system can guide the City in the years to come. The following factors are utilized to distinguish between City parks and recreation sites:

1. Park size – Defines the relative size of the park in acres, including the 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 at the park depending on usage levels and the extent of facility development
4. Amenities – Describes the present level of facility and/or amenity development
5. Performance – Establishes performance expectations of the park as reflected in annual operational-cost recovery (revenue generation) and the 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 of the community. Using the criteria listed above, this master plan establishes a classification of Provo sites based on differences in environment, public use, distinctive maintenance, and habitat management. The classifications are:

1. Pocket Parks
2. Greenways/Road-Frontage Landscape Areas
3. Trailhead Parks
4. Neighborhood Parks
5. Community Parks
6. Regional Parks
7. Conservation Parks

¹⁶ Lancaster, R.A. (Ed.). (1990). Recreation, Park, and Open Space Standards and Guidelines. Ashburn, VA: National Recreation and Park Association.

8. Open Space
9. Recreation and Special-Use Facilities
10. Pathways/Trails

POCKET PARKS

Pocket parks serve a unique role in Provo by providing open-space amenities throughout the community. Pocket parks can vary from small bump-outs along trails to unique sites that have a specific purpose but no recreational features. Examples of the latter include 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 acre.

- **Typical length of stay:** 15 minutes to one hour
- **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 to retail/commercial districts; integrated design scheme throughout the park; connectivity to adjacent amenities or 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 City Parks and Recreation Department and provide aesthetic connectivity within the community. These are often linear greenways along major roadways or landscaped beds in roundabouts. While these may seem insignificant aspects of the City’s park system, they can be 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.

Greenway / Road-Frontage Landscape Area Examples

Branbury/Moon River	South State Street Trail
Cottonwood Greenway	Seven Peaks Boulevard Greenway
Foothills Connector Park	Round-about landscaped beds
North University Avenue Greenway	Interstate I-15 road-frontage



TRAILHEAD PARKS

Trailhead parks occur at the point where a trail, intended for walking, biking, running and hiking, begins and thereby serves the function of providing access to trails.

Trailhead parks generally range from 0.1 to 0.5 acre.

- **Typical length of stay:** 15 to 30 minutes
- **Amenities:** Seating 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. Information kiosks 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 that provide recreational opportunities for the entire family typically involve a mix of passive and active recreation activities.

Neighborhood parks generally range from 0.5 to 10 acres.

- **Typical length of stay:** 30 minutes to one hour
- **Amenities:** Basic amenities for picnicking and for play. Restrooms are common, as well as occasional pavilions/shelters, small turfed 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 the surrounding neighborhood, integrated design scheme throughout the park, loop-trail connectivity, safety design meets established standards

Neighborhood Park 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	

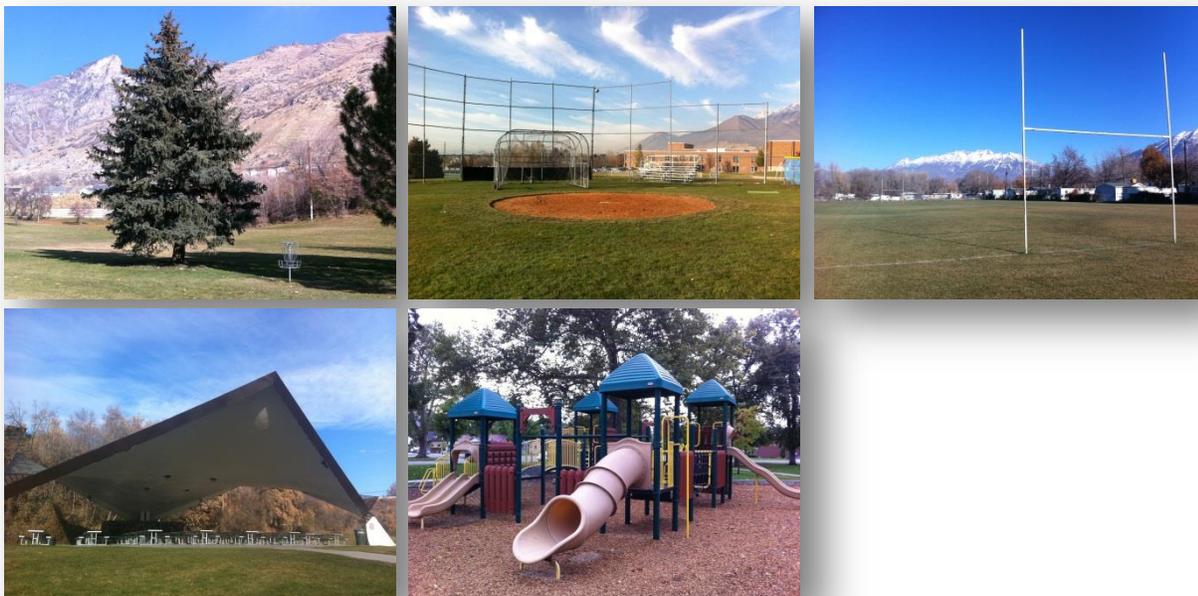


COMMUNITY PARKS

Community parks are intended to be accessible to multiple neighborhoods and beyond, and to meet a broader base of community recreational needs, as well as preserving unique landscapes and open spaces. Community parks are generally larger (10 to 75 acres) in scale than neighborhood parks but smaller than regional parks and are designed typically for residents who live within a three-to-five-mile radius (due to Provo’s population density, three miles is more reasonable). Where 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 turf-ed and landscaped areas, and playgrounds. A mixture of passive and active outdoor-recreation activities often take place at community parks.

- **Typical length of stay:** Two to three hours
- **Amenities:** A well-designed 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 Park 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, even across multiple counties. Depending on the available activities and amenities, users may travel as many as 45-60 miles for a visit. Regional parks usually include the basic elements of a neighborhood park, combined with amenities similar to those of 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 region.

- **Typical length of stay:** Two hours to all day
- **Amenities:** Multiple signature facilities, including 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:** Designed to produce revenue to offset operational costs
- **Programming:** 50% active, 50% passive
- **Signage:** Signage throughout the park, including entrance, wayfinding, and interpretive
- **Landscaping:** 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 the epicenter of many recreation programs and community events, and they frequently draw visitors/users from a regional service area. These facilities are usually considered major economic and social assets in a community.

Regional Park Examples:

Bridal Veil Park

Canyon Glen Park

Footprinter Park

Rock Canyon Park



CONSERVATION PARKS

Conservation parks are sites that preserve natural and/or cultural resources, including hillsides, wooded areas containing native trees, areas containing native 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. 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 experiences in the outdoors.

- **Typical length of stay:** Two hours to all day
- **Amenities:** Limited or none, usually only trails
- **Revenue-producing facilities:** Limited
- **Programming:** 50% active, 50% passive
- **Signage:** Signage throughout, including entrance, regulatory, and wayfinding/directional awkward spacing here
- **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 Park Examples:

Big Springs Park

Despain Property

East Bay Wetland Nature Area

Paul Ream Wilderness Park

South Fork Park



OPEN SPACE

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

- **Typical length of stay:** Two to four hours
- **Amenities:** Multi-use trails, appropriate outdoor recreation venues dependent on the relevant natural features
- **Revenue-producing facilities:** None
- **Signage:** 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 activity; should be 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.

- **Typical length of stay:** Two to four hours
- **Amenities:** Specific to the purpose of each facility
- **Revenue-producing facilities:** Designed to produce revenue to offset operational costs
- **Programming:** 50% active, 50% passive
- **Signage:** Signage throughout the park, including entrance, wayfinding, and interpretive
- **Landscaping:** 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 they 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 accommodating pedestrian, bicycling, mountain biking, equestrian, and motorized uses. 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. Typically, trails can be either unpaved, natural-surface trails, or paved trails that are aligned with public roadways for the purpose of recreational use and for non-motorized commuting.

- **Typical length of stay:** One to four hours
- **Amenities:** Restrooms, drinking fountains, benches, dog-waste receptacles, and lighting
- **Revenue-producing facilities:** Walks, runs, and other fitness events that are fundraisers
- **Programming:** Mostly passive with occasionally-scheduled trail events
- **Signage:** Signage along the trail, including entrance, wayfinding, and interpretive
- **Landscaping:** Vegetation control to enhance safety and visibility
- **Parking:** Provided at trailhead facilities
- **User capacity:** Must balance 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.

Trail 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 State Street Trail

LEVEL-OF-SERVICE STANDARDS

CITY OF PROVO LEVEL-OF-SERVICE STANDARDS

The level-of-service standards analysis is a review of the inventory of parks and major park assets in relation to the total population of the study area. Ultimately, these standards should be used to provide data for the leadership of the City to use in making decisions about facility and asset priorities. The standards **should not** be the sole determinant of how the City will invest in its parks, recreation facilities, and trails system over the next 20 years.

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

CURRENT LEVEL-OF-SERVICE STANDARDS

The current level-of-service standards are displayed below in conjunction with park types and major amenities within parks. Some amenities were not included in this analysis because they are based on the number and distribution of parks and not on the community's resident population. These amenities are identified separately following the tables that appear below.

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

- Turf area (acres)
- Developed areas (acres)
- Basketball courts
- Tennis courts

- Undeveloped areas (acres)
- Natural surface trails (miles)
- Improved surface pathways (miles)
- Diamond ball field types
- 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
Total Park Acreage	2,175.5

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
15.16	Acres per	1,000

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, it is recommended that the City pursue further development of parks and recreation amenities as the population continues to grow and community needs evolve. Recommended additional acreage of parks and areas, miles of trails or the quantity of different types of amenities are 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
Total Park Acreage	2,175.5

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
15.16	Acres per	1,000	118.28

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 recommendation that is not population-based:

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 on population projections provided by the Environmental Survey Research Institute (ESRI), the U.S. Census Bureau, and the Provo City Department of Economic Development. Applying the recommended level-of-service standards to the Provo City Parks and Recreation system produces a quantifiable “need” expressed as the number of park assets needed in the system to meet the recommended standards.

To illustrate the distribution of current park types and park assets of the Provo City 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 extended in a uniform radius until the population served by the recommended standard is reached. Shaded areas indicate the extent of the service area based on recommended inventories; unshaded areas indicate locations that would remain outside of the standard service area for each park type or park asset. Unshaded areas are not always the most appropriate location for future parks or park assets. They only represent areas that might be more thoroughly reviewed for potential additional facilities. Although there are occasions when the service area may extend beyond the border of Provo, only Provo’s resident populations were utilized for calculating service-area standards in this analysis.

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

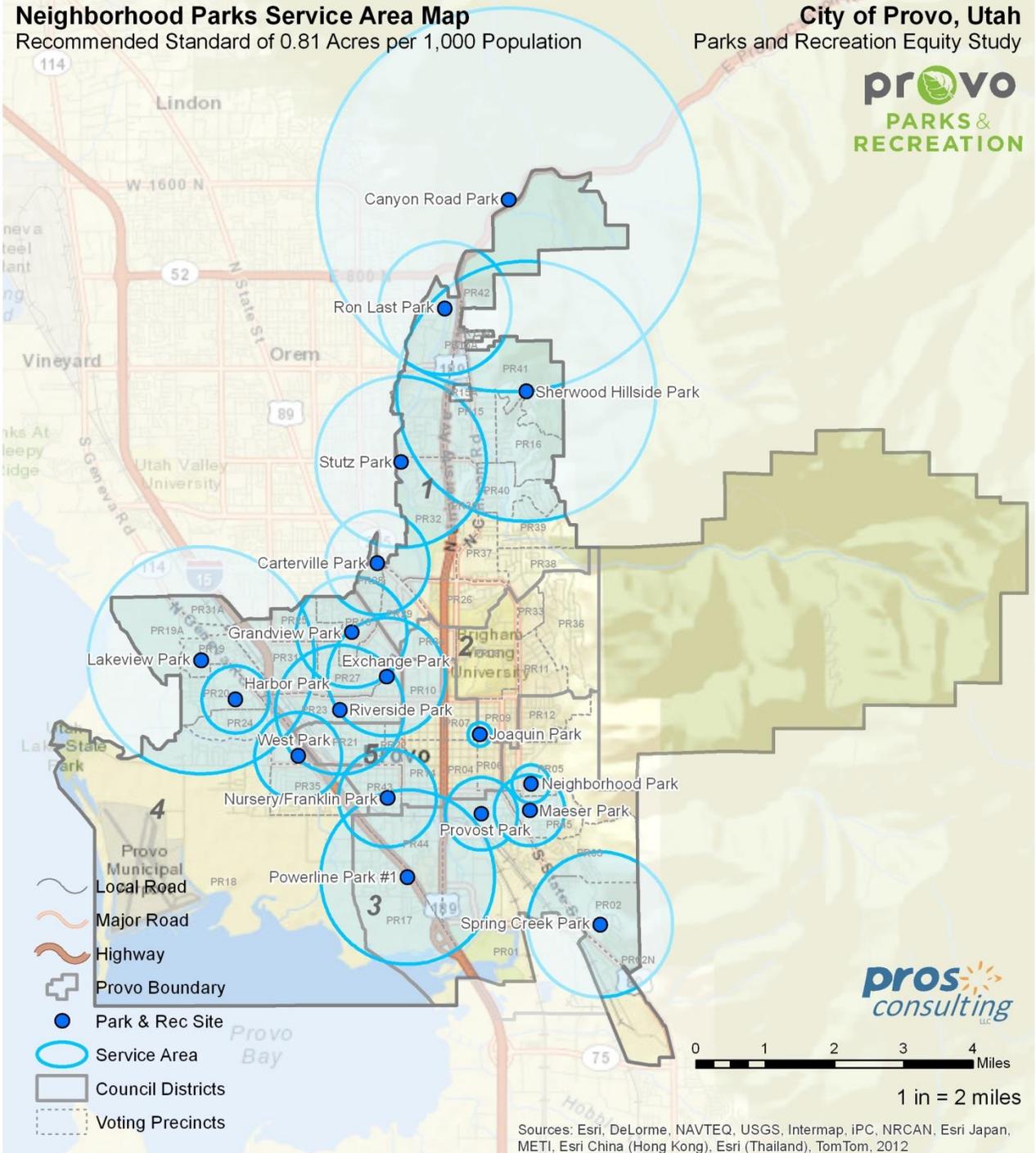
Community-wide maps of park types, or classifications, identified in this master plan, as well as the major park assets, are provided in the pages that follow. The maps on the following pages identify:

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

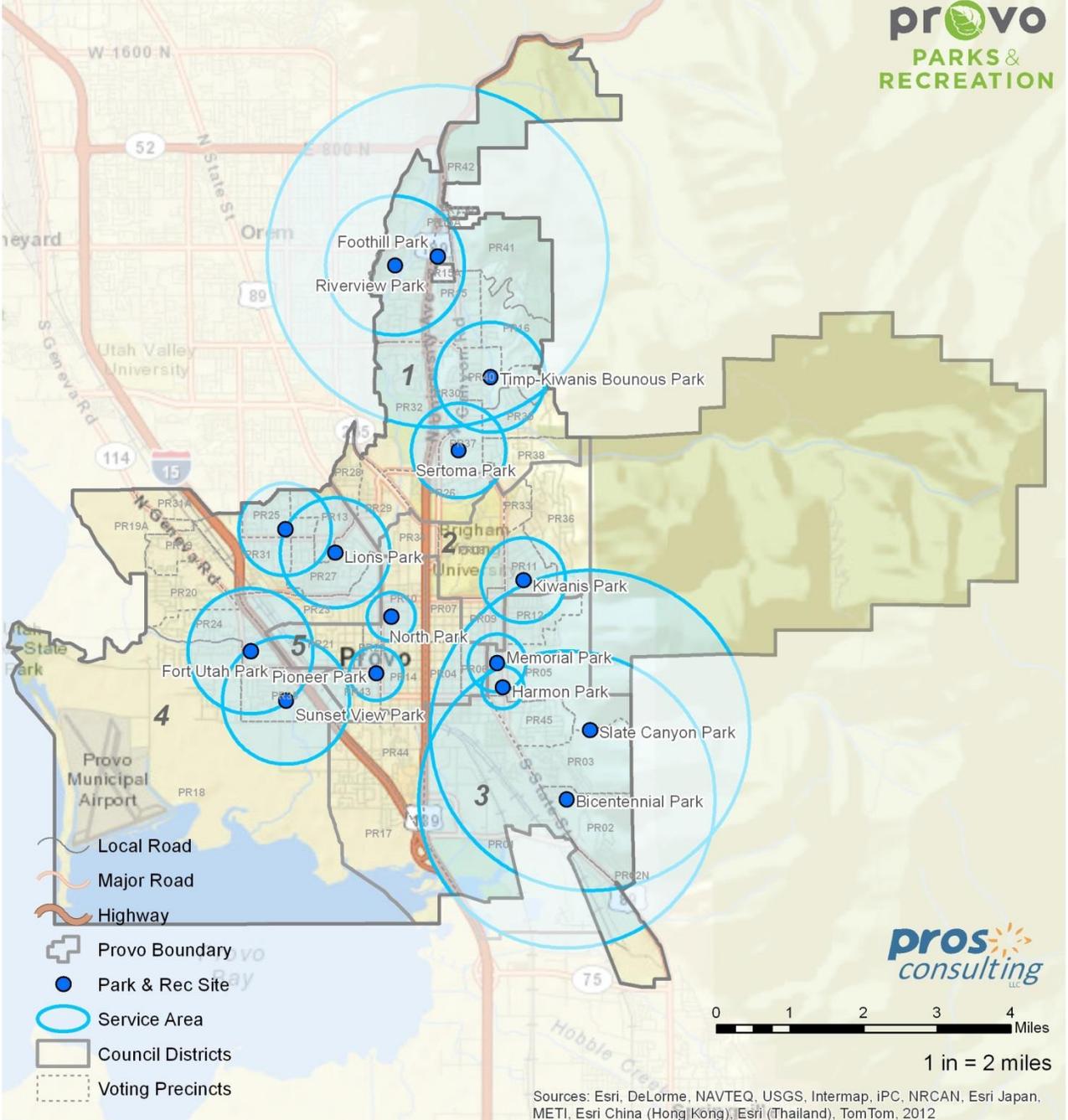


Sources: Esri, DeLorme, NAVTEQ, USGS, Intermap, iPC, NRCAN, Esri Japan, METI, Esri China (Hong Kong), Esri (Thailand), TomTom, 2012



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

City of Provo, Utah
 Parks and Recreation Equity Study





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

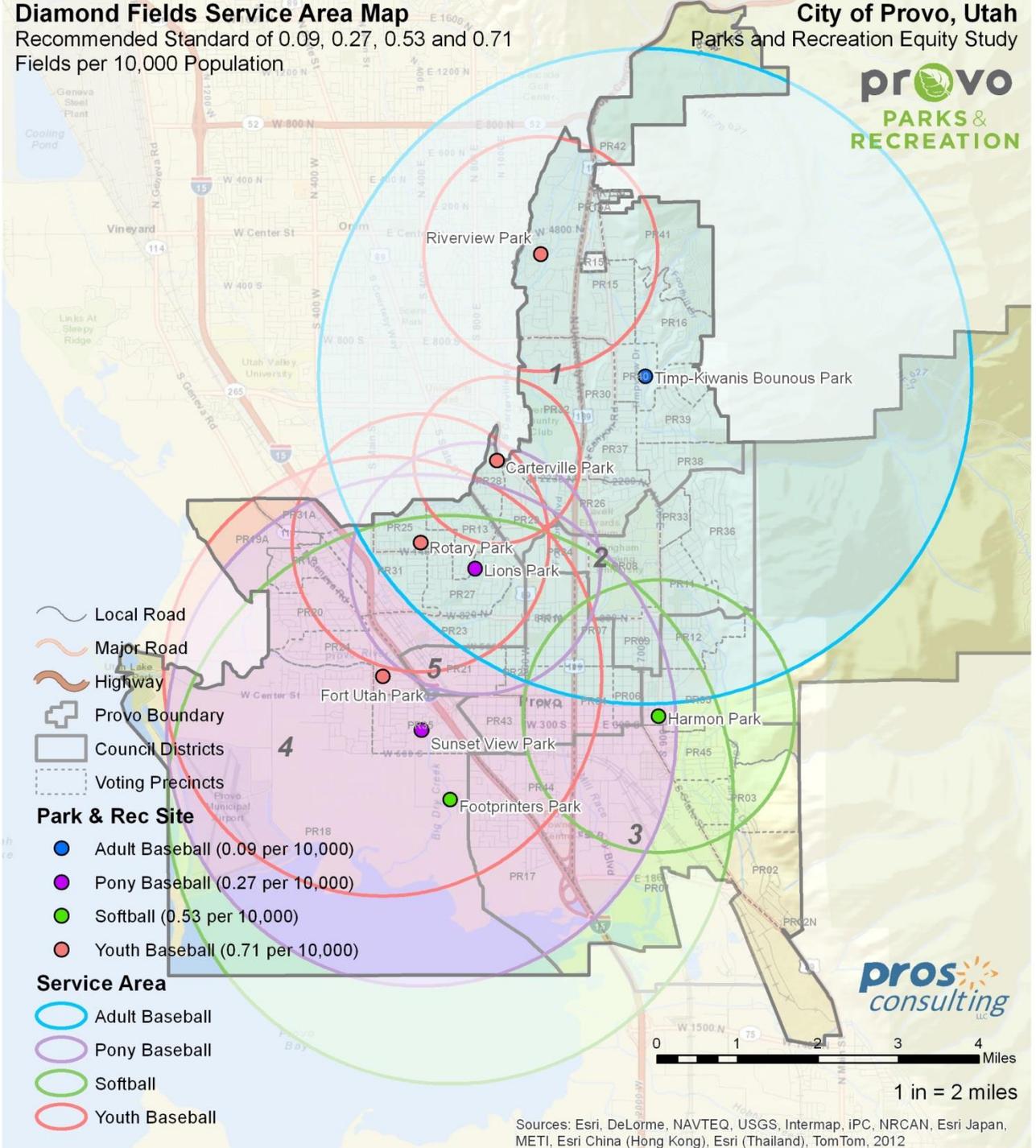
City of Provo, Utah
 Parks and Recreation Equity Study





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

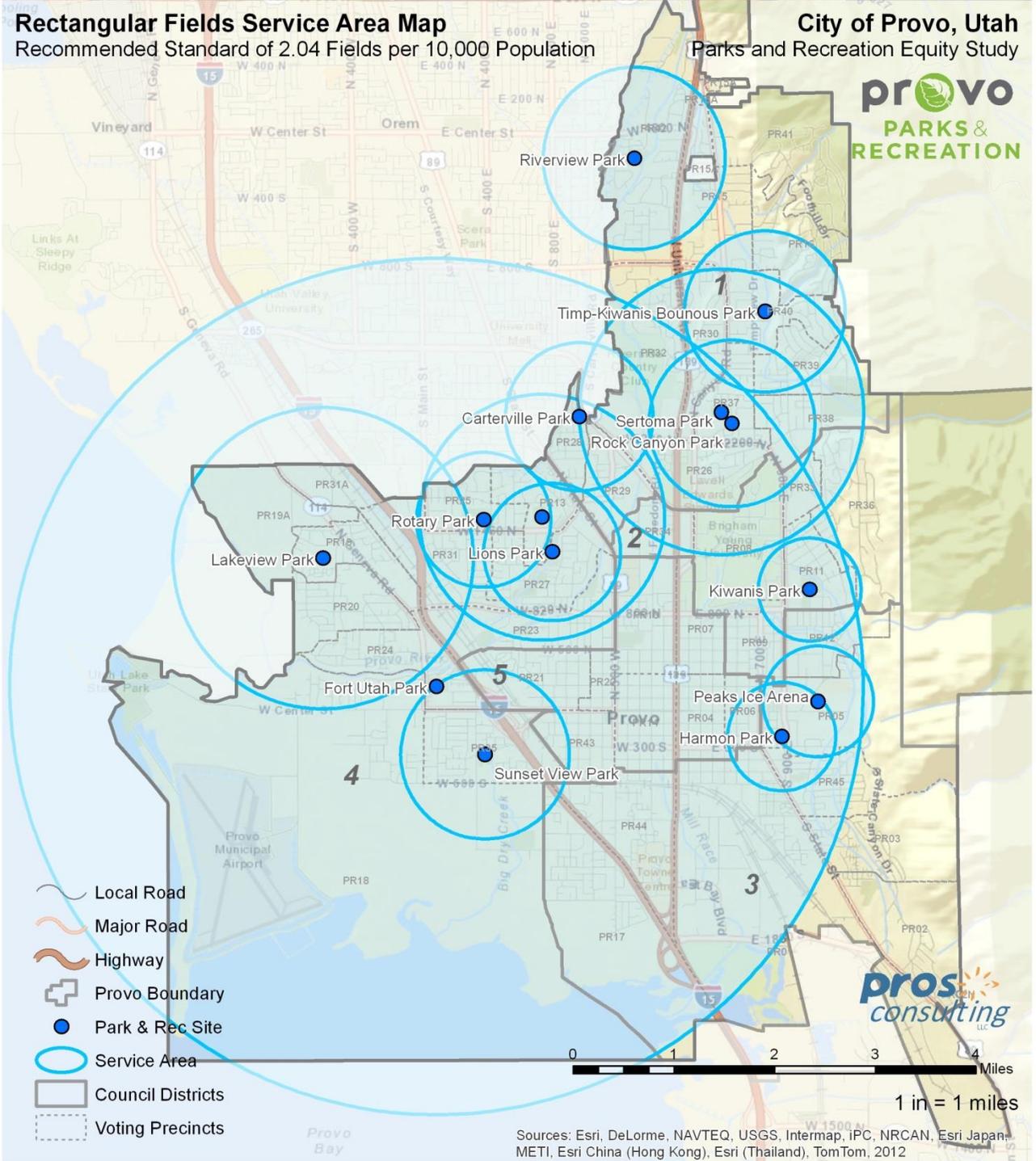
City of Provo, Utah
 Parks and Recreation Equity Study





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

City of Provo, Utah
 Parks and Recreation Equity Study



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

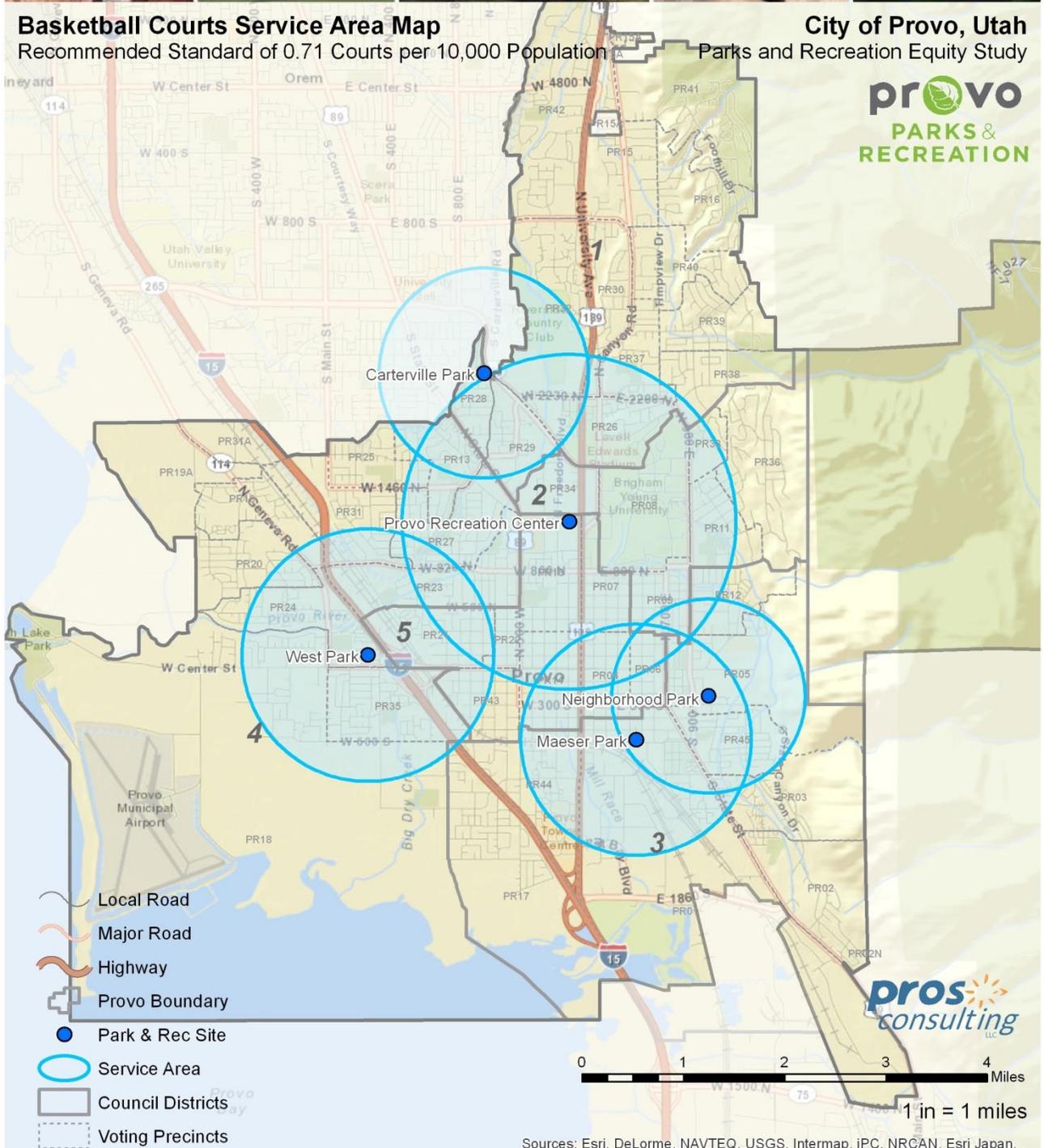


Basketball Courts Service Area Map

Recommended Standard of 0.71 Courts per 10,000 Population

City of Provo, Utah

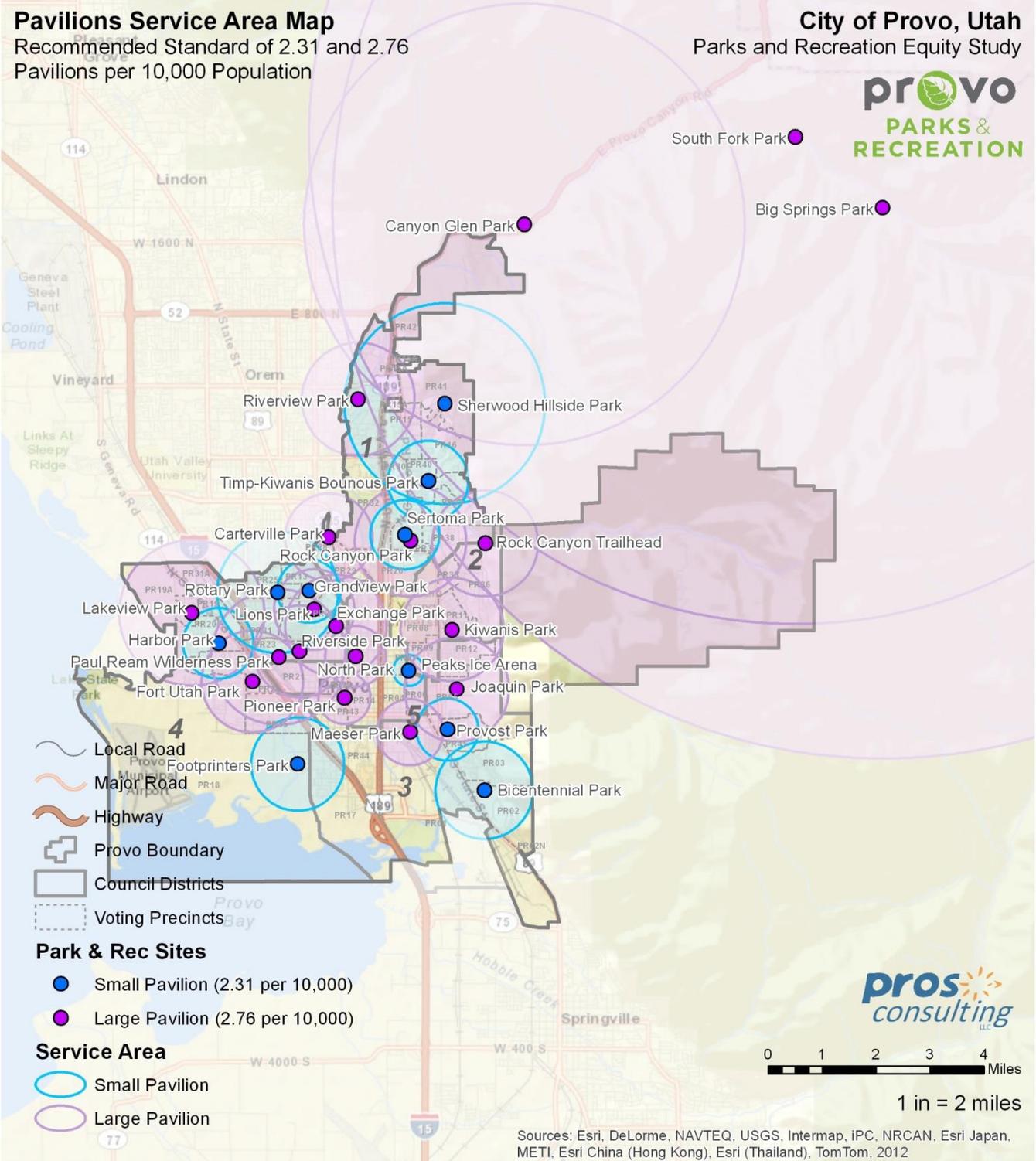
Parks and Recreation Equity Study





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 Provo City Parks and Recreation 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. Overall recommendations to improve the effectiveness and performance of the programs and services of the Department include:

- Overall, the program descriptions do a good job of promoting the benefits of participation.
- The age-segment distribution is good but needs to be annually monitored to ensure that program distribution aligns with community demographics
- Program lifecycles: Programs range from the introduction stage to those that have been in place for several years. Program lifecycles need to be monitored regularly so they are actively responsive to community interests and demands.
- Program-performance measures are tracked in several areas and should be communicated as part of the Department's performance reviews.
- Department Management should continue to track volunteer hours. Creating an improved system-wide, volunteer-management approach is advised.
- From a marketing-and-promotions standpoint, the Department staff conducts a variety of promotions with a number of programs using brochures and flyers, the City and Department website, in-facility signage, Facebook, and direct mail.
- Improve the tracking of return-on-investment for all marketing initiatives.
- Increase the number of cross-promotions for programs and events.
- Expand the use of Web 2.0 technologies, including micro-blogging, blogs, webinars, and podcasts.
- The most commonly used customer-feedback methods are post-program evaluations, user surveys, and websites. Pre-program surveys are almost non-existent but can be useful in gauging potential user interest before offering programs. This will help to limit cancellation rates and maximize the use of resources. Lost-customer surveys may also be a valuable addition, particularly for programs with high attrition rates, by identifying reasons for customer loss. Ongoing online surveys could also be employed on the Department website.
- Pricing strategies can be based on cost-recovery rates, group discounts, age-related discounts, and discounts to residents. These are good practices and should be continued, but there is an opportunity to incorporate variable-pricing strategies system-wide. In addition, it is essential to measure current cost-of-service in order to determine cost- recovery goals.
- The importance of financial-performance measures is evident, particularly in programs that are expected to generate substantial revenues. It is important to include all direct and indirect costs in determining 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, the distribution can be organized into the following categories:

- Preschool
- Elementary School (Grades K-6)
- Middle School (Grades 7-8)
- 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 typical pattern nationwide for recreation agencies is to focus heavily on youth and active adults/seniors but only minimally serving the middle-aged audience. Also, creating programs to allow greater family participation, e.g., more special events, parent-child programs, etc., would effectively draw additional participation by working professionals or younger parents, who might otherwise be too busy to participate in programs by themselves.

Examples of programs for each age segments are provided below:

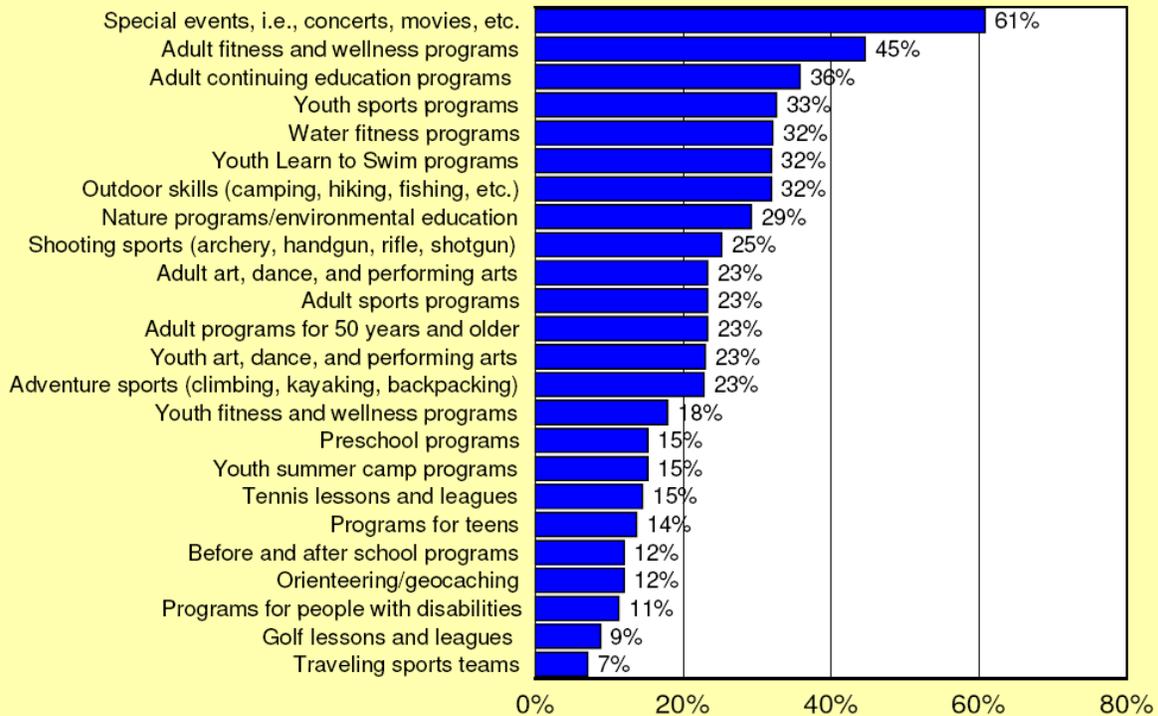
Age Segment Identification								
Preschool	Elem. School (Grade K-5)	Middle School (Grades 6-8)	High School (Grades 9-12)	Young Adult (Age 18-24)	Adults (25-44)	Middle-age Adults (Age 45-64)	Senior Adults (Ages 65+)	Families
Special Events	Youth Basketball	Youth Basketball	Youth Basketball	Youth Athletics 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 that informed this master plan provided insight into programs for which community interest is greatest. The data can be useful in identifying and developing new programs and services that meet community interests and that can become core programs over time. Relevant results appear below:

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

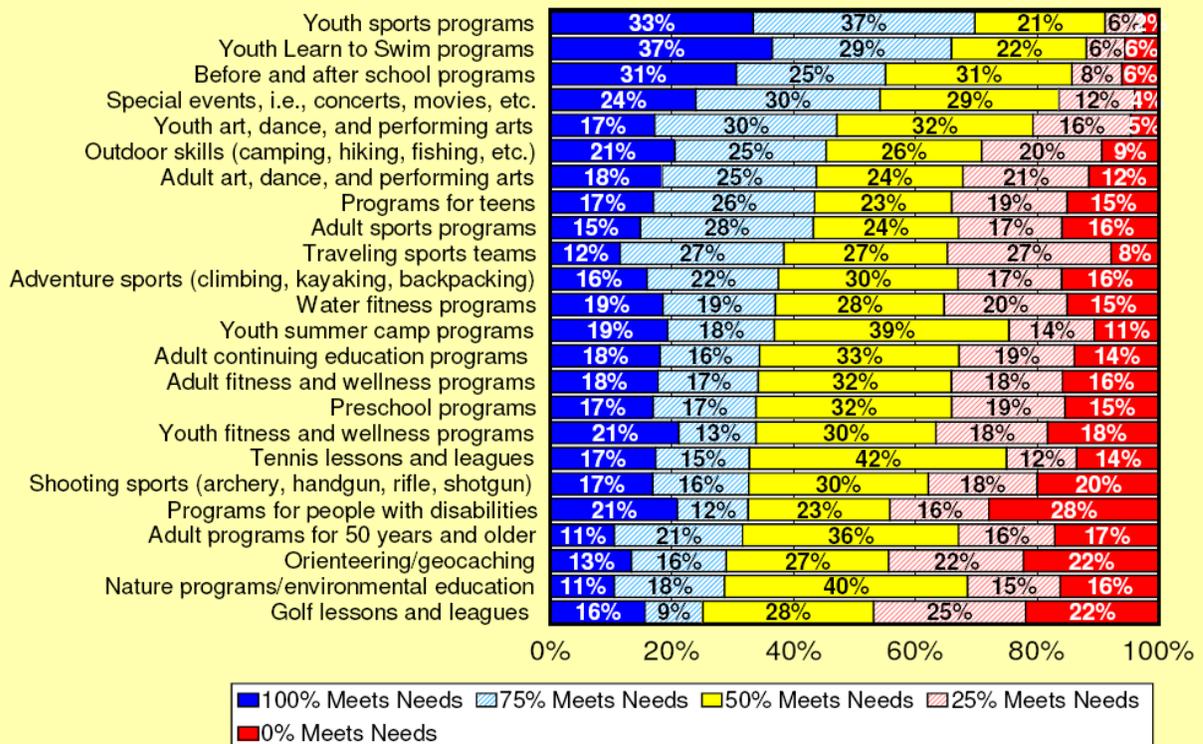
by percentage of respondents (multiple choices could be made)



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)

- Public recreation is burdened by the premise of being all things to all people, especially in a community as diverse as Provo. The core-program philosophy assists the staff in focusing on what is best fitted to community interests. A program is categorized as a core program if it meets the majority of the following factors:
- Has been provided for an extended period of time (over 5 years)
- Offers 3-4 sessions per year
- Has wide demographic appeal
- Receives 5% or more of the recreation budget
- Includes tiered levels of skill development
- Requires full-time staff to manage the program
- Has strong social value
- Manifests a high level of customer interface
- Has high partnering capability
- Has facilities specifically designed to support the program

PROGRAM SPONSORSHIP AND VOLUNTEER SUPPORT

SPONSORSHIPS/PARTNERS

At present, the Department has a limited but building emphasis on developing earned-income streams through sponsor/partner support. In order to effectively sell the potential benefits of partnering with the parks and recreation system, a sponsorship brochure and a proposal for tiered sponsorship levels should be created. This effort has been initiated in conjunction with the new Provo Recreation Center and could readily be expanded to other areas of the system.

By detailing its event calendar, participation metrics, and user demographics in printed form as well as at its website, the Department will provide potential sponsors an opportunity to identify how well participants align with the sponsor's target market and to choose the right partnership/sponsorship fit. The participation metrics will also help the Department evaluate its own return-on-investment (ROI) for events or programs with specific sponsorships/partnerships. Other recommendations are:

- **Sponsor Recognition** - Recognizing all existing or past sponsors for their support builds goodwill. The brochure and website images could provide sample images from successful promotions. The images should convey emotional appeal.
- **Tiered Sponsorship Levels** - Tiered levels of sponsorship allow potential sponsors to choose the level of support that best fits their circumstances.
- **Package Offerings** - Packaged offerings, have a greater likelihood of attracting partnerships/sponsorships. Particularly in the case of less-popular events, promoting a package may increase participation and bring greater notice to the partners/sponsors.
- **Experiential Marketing** - The ability to offer a potential partner/sponsor the chance to maximize experiential marketing opportunities is a major advantage. For example, using Dell or Apple signage and images does not produce the same attraction as having Dell or Apple products on display at events where participants can touch or try out the product prior to potential purchase.

The Department should develop and implement a partnership/sponsorship plan for the next five years to maximize its resources. This includes identifying potential partners/sponsors, reasons for inviting their involvement, and the desired strategic outcomes. Additionally, teaching and training staff members to negotiate and manage partnerships will lend to their success in cultivating partnership/sponsorship agreements.

VOLUNTEERS

The Department needs a consistent system-wide approach to the recruitment of volunteers and their integration into the system's operations. It is important to ensure streamlined procedures and standard guidelines for volunteer management. In addition to complementing the paid staff and reducing operational costs, volunteers can also serve as primary advocates for the Department and its offerings.

The staff should seek to enhance the desirability of volunteering for the Department's programs and events by developing a reward-and-recognition system similar to Frequent Flier programs. For example, volunteers could use their volunteer hours to obtain early registration at programs or discounted pricing for programs, rentals, events, or other Department offerings.

Other recommendations for improving volunteer presence in the system include:

- Allocating a portion of a staff member's time to developing a system-wide program, as well as to overseeing it or having a team of employees involved in its oversight
- Identifying volunteer opportunities system-wide, developing job descriptions and conditions for volunteering (such as background checks)

- Developing a tracking system that quantifies the number of volunteer hours and document cost savings
- Developing documented volunteer recruitment, retention, and recognition procedures
- Promoting volunteer opportunities system-wide through communication media 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 their peers. The following inventory of innovative practices for recreation programming should be considered by the Department in order to consistently ensure a high-quality experience for customers.

Some examples of measureable standards include:

- Customer retention (repeat participation or registration)
- Customer satisfaction with the registration system
- Cost-recovery rates
- Percentage of program participation by households
- Percentage of programs in the introductory and initial-growth stages
- Market penetration by age group
- Program distribution by age group

System-wide standards reduce service variation and provide customers with reliable and consistent service throughout the system. They help part-time and seasonal staff to understand what is most important to customers and can fortify the brand-building process. Current Department standards include:

- Facility cleanliness
- Safety
- Signage
- Program cancellation
- Instructional quality, as, for example, instructor toolkits
- Internal communications to part-time and seasonal staff, including instructors
- Class-size minima and maxima
- Registration process
- Telephone answering
- Customer service

ANNUAL REVIEW OF PROGRAMS

Another method of ensuring high-quality programming is to develop an annual program review process in which park and recreation staff members present their annual goals for program areas. These would include policy reviews, financial and registration performance, customer issues, and plans for the future. This kind of review conduces to good communication and cooperation.

DOCUMENTED PROGRAM-DEVELOPMENT PROCESS

This process is required in order to reduce unevenness in the quality of service and to assist in training new staff members. Essentially it is a how-to-process “map” that provides guidance to staff members in developing new programs with consistency. It will help to accelerate the learning curve for new staff members and will reinforce program development as a core competency. In a flow-chart format, the

components would include developing class descriptions, identifying the steps in the process, hiring and training staff members, training contracted employees, and publishing the list of standards.

IDENTIFICATION OF CUSTOMER REQUIREMENTS

Staff members should also identify customer requirements for core program areas. This is vital for staff members who directly interface with customers. Each core program area should develop a listing of five key customer requirements related to service and product attributes. For example, in a youth gymnastics program, key requirements may 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 survey (asking what is most important and asking how the Provo City Parks and Recreation Department is performing) administered on site or online. Key requirements should be reinforced in the training process. Additionally, in developing surveys or program evaluations, the items should refer to the key requirements.

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

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

A similar-provider review includes identifying key competitors or similar providers of core program areas. The similar providers may be identified on the basis of benchmark information comparing park acreages, budgets, and employee counts that the staff compiles. Every two years or so, the staff should develop a matrix of relevant information by which to compare services in areas that have the greatest importance to customers. Benchmarking with nationally-recognized agencies through programs such as NRPA's Proragis program can also encourage continuously-improved programming.

SITE AND FACILITY RECOMMENDATIONS

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

PARK RECOMMENDATIONS

These specific recommendations were derived from detailed site assessments, public workshops, a level-of-service standards analysis, and interviews with stakeholders and leaders in the city. It is recommended that the public involvement processes continue so as to point out additional community needs and park-related issues.

The specific local recommendations are **not** provided in order of priority. Recommended implementation plans are 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

1. Develop the expansion site to the east that has been designed and is now waiting funding.
2. Update the existing park with tennis courts, a replacement restroom building, pathways, resurfaced entry road, park sign, and an additional large pavilion that includes BBQ grills.
3. Enhance the 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 in the foothills surrounding the park.

BIG SPRINGS CAMP

Renovate and master plan the camping area to include:

1. More substantial sleeping accommodations at the site. Add cabins, a pavilion structure, an amphitheater area, a permanent restroom, electrical power, and active recreational areas.
2. Winter use with activities available at the camp
3. Develop additional campsites for tent camping as appropriate for the current sanitary facilities
4. Renovated group-campfire ring
5. 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. Add paved and striped parking stalls off the old 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 the soil slope, and install a protective barrier/rail along the trail and Moon River Drive.

2. Coordinate with other City departments to encourage and enhance use of the Provo River by utilizing the frontage on both sides of the river.
3. Replace the surface of the walking bridge that crosses the river.
4. Enhance the security lighting under the State Street and Columbia Lane bridges

BUCKLEY PROPERTY

1. Construct a trailhead facility with historic interpretation.

CANYON GLEN PARK

1. Develop a park-expansion plan.
2. Redevelop the amphitheater.
3. Repair or replace the damaged and currently-inoperable restroom.
4. Update the older, more deteriorated pavilion.
5. Replace the pathway system, picnic and BBQ areas, and the bridge that crosses the river.
6. Update the old irrigation supply-and-distribution system.
7. Enhance the park lighting system.
8. Provide ADA-compliant fishing access to the river.

CANYON ROAD PARK

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

CARTERVILLE PARK

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

CENTER STREET LINEAR PARK

1. Coordinate with the Planning and Public Works Departments in the redesign and renovation of the entire corridor.
2. 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 plans for the property in coordination with City leaders and departments.

COTTONWOOD GREENWAY

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

DESPAIN PROPERTY

1. Retain the conservation easement for the property.
2. Coordinate plans to develop the riparian delta and associated recreational 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 the pathway to address safety needs.

EXCHANGE PARK

1. Update or 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 for large dogs (1-1.25 acres) and small dogs (0.3-0.5 acres). The 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 by removing the guardrail, and install curb and gutter at the parking lot. Increase parking for dog-park demand.
5. Construct a horseshoe courts complex.
6. Pipe the ditch on the east side of parking lot, and install new path lighting to replace existing street-style lights.
7. Enhance security lighting under the Columbia Lane Bridge.

FOOTPRINTER PARK

1. Master plan to expand and develop the park into a regional softball complex.
2. Improve or enlarge parking lots to accommodate larger-scale activities.
3. Improve the existing park area to the southwest of the ball field complex by:
 - a. Renovating the existing pavilion and adding another pavilion
 - b. Replacing the old restroom
 - c. Adding a covered playground
 - d. Adding lighted tennis courts.
 - e. Updating with a new flagpole
 - f. Renovating or filling in the pond and adding parking or extending the landscaping in the area.
4. Acquire additional property to expand the park to include:
 - a) 4 additional softball fields
 - b) Updated lighting on existing fields and new lighting on additional fields
 - c) An additional restroom
5. Update the concessions-and-scorekeeper building
6. Update and enhance the 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 home-run fences farther out in order to meet national standards of 312-315 ft. from home plate, if possible.
9. Consider additional netting or other shade structures to capture balls hit inside the spectator area and also balls leaving the site.
10. Construct a grounds-maintenance storage building onsite.
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-historical replica of Fort Utah.
2. Update existing amenities
 - a. Construct an updated restroom to replace the old restroom near the parking lot.
 - b. Update the playground
 - c. Construct updated pavilions to replace the two old metal structures
 - d. Update the concessions 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 southeast side of the park to serve the multi-purpose field. Consider a reciprocal parking agreement with the adjacent landowner 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 potential land acquisition for additional sports fields.
7. Reconfigure home-run fences to meet current youth-baseball standards. Consider using temporary fence panels that can be removed during other seasons.
8. Construct a perimeter pathway loop around the entire park.
9. Consider acquisition of the KOA property for park use.
10. Widen the Provo River Trail through the narrow section at Ft. Utah Park between the KOA and Lamplighter mobile-home properties.
11. Consider improvements or enhancements to the skate court.

FRANKLIN PARK

Design and construct a neighborhood park with multi-purpose turf fields on the former nursery property.

GENEVA ROAD TRAILHEAD

1. Expand trailhead into City-owned property to the west along the trail near Westgate.
2. Construct a permanent restroom at the site.
3. Develop a parking area with curb and gutter.
4. Coordinate with UDOT in developing 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 the Provo School District develops this site.

HARBOR PARK

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

HARMON PARK

1. Update the field lighting system with new, more efficient system.
2. Install scoreboards.
3. Update the 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 the needs of young families in the area.

KIWANIS PARK

1. Update the park master plan.
2. Expand or redesign the parking area.
3. Update the three smaller pavilions.
4. Update the larger pavilion (possibly making it enclosable) with a cooking facility and restrooms to make it a year-round-use pavilion.
5. Construct a playground for public use.
6. Renovate perimeter pathways, provide access to the Wasatch 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, including as mitigation elsewhere.
2. Consider acquisition of or obtaining an easement on property across the river and southeast of the bridge in order to connect contiguous City properties.

LIONS PARK

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

MAESER PARK

1. Renovate the surface of the basketball courts for multi-purpose use (e.g., field hockey or roller hockey).
2. Restore or replace the mural on the north wall of the property.
3. Correct the drainage issues in the playground.
4. Add benches to the playground area.
5. Resurface the asphalt pathway with concrete.

MEMORIAL PARK

1. Explore possible reconfiguration of the park to eliminate the segment of 800 East that currently bisects the park.
2. Add parking on both north and south sides of the park.
3. Reintroduce tennis courts on the southwest side
4. Install a new irrigation system throughout park
5. Remove existing street-style lighting, and install park-style security lighting
6. Consider the condition of the world map and how to create an educational/interpretive feature for it.

MUNICIPAL CENTER

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

NEIGHBORHOOD PARK

Proceed with an independent evaluation and public-input process to explore possible divestiture of this site.

NORTH PARK

1. Repair and maintain the Pioneer Museum building or consider its complete replacement or relocation.
2. Update pavilions and signage.
3. Widen perimeter sidewalks to eight feet.
4. Thin 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 to historical facilities at the site.
7. Develop a small synthetic-turf field to the north of the Veteran's Memorial Pool.
8. Replace the old lighting system with new, more-efficient park lighting.

NORTHWEST CONNECTOR TRAIL

Coordinate with the Public Works Department to develop 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 existing 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 the gazebo.
2. Repair or renovate interpretive signs.
3. Renovate pathways.
4. Replace and update the old restroom.
5. Renovate the irrigation system.
6. Design and develop the expansion of the park into City property to the east.
7. Install a new park sign.
8. Replace the old restroom.
9. Renovate the parking lot and construct a new parking lot from Independence Avenue.

PIONEER PARK

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

PROVOST PARK

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

POWERLINE PARK #1

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

POWERLINE PARK #3

Consider renaming the park.

POWERLINE PARK #4

1. Install a new irrigation system.
2. Consider possible divestiture of this site.
3. Consider renaming the park.

RIVERSIDE PARK

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

RIVERVIEW PARK

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

ROADSIDE PARK

1. Renovate the irrigation system.
2. Consider this site as a future rest stop and trailhead for users of the South State Street Trail.
3. Add trail kiosk.
4. Update park signage 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 the two pavilions with an updated larger pavilion (possibly enclosable) complete with cooking facility and restrooms to make it a year-round-use pavilion.
5. Upgrade the trail-lighting system.
6. Update playgrounds and three restrooms.
7. Complete paving at the upper parking lot, and add parking where possible
8. Complete utility upgrades.
9. Repave pathways throughout, with the possible use of concrete.
10. Construct a sand-based playing surface with drainage in the basin so as to provide sports programming.
11. Upgrade the existing disc-golf course.

ROCK CANYON TRAILHEAD

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

RON LAST PARK

Consider possible divestiture or expansion and development of this site.

ROTARY PARK

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

SERTOMA PARK

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

SHERWOOD HILLSIDE PARK

1. Infill native plants in non-irrigated areas.
2. Add an additional picnic pad and structure.
3. Add supplemental irrigation to some areas.
4. Develop and implement a plan for the non-irrigated landscape on the northwestern slope of the park.

SOUTH FORK PARK

1. Replace the old restrooms with larger-capacity facilities.
2. Update and renovate the pavilions.
3. Expand parking at the site by paving and striping the parking lots.
4. Improve the designation of picnic sites on the west side of the creek.
5. Pave interior pathways inside the park.
6. Enhance the security-lighting system at the park.

7. Consider possible expansion of turf grass on the west side of the creek.
8. Develop a natural-surface trail along South Fork Creek from Vivian Park to South Fork Park.

SOUTH FORK EQUESTRIAN TRAILHEAD

1. Improve parking and the entry road.
2. Develop pavilions, and construct a 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 the 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 the restrooms.
2. Develop a plan for new sports field expansion to the east, a parking layout and other amenities.
3. Update the entire field-lighting system with more efficient and effective structures.
4. Add Tennis courts.

TIMP-KIWANIS BOUNOUS PARK

1. Update the pavilion.
2. Update the restrooms.
3. Consider a possible land trade with the Provo School District.

WALLACE MEADOWS

1. Consider master planning the development of site to 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 a neighborhood park to include basketball courts, lighting, restroom, playground, and 2 pavilions.
2. Consider a community garden.
3. Replace the current quick-coupler irrigation system with 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 further development of the parking area depending on future use.
7. Upgrade fencing.

Y MOUNTAIN TRAILHEAD

Maintain a lease agreement with the property owner to preserve public access.

SPECIALIZED PARK AMENITIES AND BEST PRACTICES

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

1. Community gardens
2. Dog Parks
3. Mountain-bike skills courses

4. BMX tracks
5. Whitewater or water trail amenities at the Provo River

TRAILS

1860 SOUTH TRAIL

Consider possible expansion

AIRPORT DIKE TRAIL

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

BONNEVILLE SHORELINE TRAIL

1. Work with the U.S. Forest Service to develop a 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 landowners.
3. Coordinate with regional BST coordinators and partners in maintaining and preserving public access to the trail.

CARTERVILLE ROAD TRAIL

Consider possible expansion as well as improvements of connections and access points.

CENTER STREET CONNECTOR TRAIL

Continue development west to Utah Lake.

COLLEGE CONNECTOR TRAIL

No recommendations at this time

EAST UNION CANAL PATHWAY

Review and develop additional segments.

GENEVA ROAD PATHWAY

Develop a pathway in coordination with the Engineering Department and UDOT.

INDEPENDENCE AVENUE PATHWAY

Consider 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 a pathway in coordination with the Engineering Department and UDOT.

LOVERS LANE TRAIL

Continue to improve 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, resurface, widen, and develop lighting systems along areas of the route to enhance safety.

SEVEN PEAKS BOULEVARD GREENWAY TRAIL

No recommendations at this time

SOUTH STATE STREET/300 SOUTH TRAIL

Expand this trail 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, including:
 - 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. Phased resurfacing of asphalt trail sections to concrete sections
 - d. Integrate trail improvements with the objectives of the Provo City Bicycle Transportation Plan.
2. Improve the existing natural-surface trails as backcountry connectors.
3. Rate the trails within the city, and provide consistent distance markers that inform users of the health benefit and impacts of each trail. Select potential trail segments to include fitness stations.



4. Consider establishing a section of the trail system within the city as an arts-and-culture trail, such as 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. Develop partnerships/sponsorships to finance and maintain the trail system in the city.
6. Accentuate the vital benefits of trails within the community.



SPECIAL-USE OUTDOOR FACILITIES

PROVO CITY CEMETERY

1. Expand the cemetery to the west according to the existing 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.
4. Assure that the Perpetual Maintenance Fund is reimbursed for funds used to acquire property.

SHOOTING SPORTS PARK

1. Complete a formal site-and-operations master plan.
2. Install safety-and-operations improvements at the site according to the master plan.
3. Monitor the management/use agreement with the Provo Gun Club to ensure safe on-site management and supervision.
4. Consider the possible relocation of the park to a better long-term location.
5. Consider partnership/sponsorship opportunities in coordination with the Provo Police Department.

EAST BAY GOLF COURSE

1. Conduct a feasibility study for the development of a retail center and a potential relocation plan for the golf course.
2. Complete an operations-and-management master plan for the remaining course should the rest be sold or relocated.
3. Evaluate the professional-management arrangement of contract vs. City employee.
4. Evaluate the current food-service operation and events programming at the clubhouse
5. Consider short-term improvements:
 - a. Renovate sand traps throughout the course
 - b. Renovate shorelines throughout the course
 - c. Relocate the maintenance shop
 - d. Expand the clubhouse facility and cart-shed capacity
 - e. Resurface the clubhouse parking lot
 - f. Pave the cart paths

SPECIAL-USE INDOOR FACILITIES

ACADEMY SQUARE LIBRARY

No maintenance recommendations at this time.

COVEY CENTER FOR THE ARTS

1. Consider 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. Consider possible additional outdoor sculpture-garden elements.
3. Consider redevelopment of the outdoor amphitheater with a potential shade covering.

PEAKS ICE ARENA

Consider expansion as a fieldhouse facility to include:

- A weight/cardio training facility
- Indoor tennis courts

- Aquatic facilities
- Additional indoor multi-use turf areas

PROVO RECREATION CENTER

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

VISIONARY PROJECTS

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

DOWNTOWN PROVO AS A PARK

The draft Downtown Provo Master Plan envisions the transformation of downtown Provo into an urban linear park. With an emphasis on increasing density in the urban core and the creation of a more walkable downtown, the development of pocket parks interconnected with trails and traditional pedestrian connections is at the forefront of a very exciting visionary project in Provo City.

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 as it runs through the city. This could include development of the Provo River from Columbia Lane to Interstate 15 and would involve renovation of the 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 other regulatory agencies. Development costs may be supplemented from partnerships/sponsorships involving 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 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 within the city. There is mixed support in the community for these amenities, as many residents are older, retired adults who do not have a direct



interest in or need for these types of facilities. There are, however, a growing number of young families with children and young adults who are active in team sports and who consider the current inventory of ball fields and sports fields in Provo as 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 considerations, 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 require adequate parking, concessions, restrooms, and lighting on selected fields.

Siting options for a regional sports complex could include expansion of Footprinter Park or a new location elsewhere in 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 beach access to the lake and supporting amenities such as picnic sites, playgrounds, restrooms, and volleyball courts. This project will likely require significant partnership and negotiation with Utah State Parks. The best option is to work with the state agency to transfer 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 of and visitors to Provo. It is recommended to consider the development of an adventure park to include mountain-biking skills area, a covered outdoor climbing wall, a shooting-sports facility with archery, a skate park, and an 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 partnerships/sponsorships. Development of an adventure park could be pursued as a public/private partnership on City-owned land and should 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 AND OUTDOOR CONCERT FACILITY

A small botanical garden or arboretum that potentially includes a community garden could be a unique addition to the Provo City Parks and Recreation system that broadens the appeal of amenities and experiences within the parks. This site could include landscaping beds of native plants, demonstration plots of landscaped gardens, an outdoor concert stage 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. Red Butte Gardens in Salt Lake City is a superb precedent.

MAINTENANCE-MANAGEMENT RECOMMENDATIONS

These recommendations were developed following a review of the current site-and-asset maintenance responsibilities of the Provo City Parks and Recreation Department, and specifically focus on park maintenance. The existing circumstances were viewed in the light of industry best practices provided by PROS Consulting LLC. The resulting recommendations are meant to support the strategic decisions of the City government in maintaining high-quality parks, open space, trails, and other recreation assets well into the future.

The purpose of these recommendations is to specifically define requirements and to recommend actions for maintaining high-quality parks, open spaces, trails, and recreation sites and assets over the next 20 years. This includes consideration of the existing condition of the current inventory, as well as additional sites and assets that may be 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 an accurate quantification of resources necessary to maintain the current system as high-quality, accounting for aging facilities that continually deteriorate from use, as well as adding sites and assets to the Provo City Parks and Recreation system in the upcoming years.

INDUSTRY BEST PRACTICES

The PROS Team has developed the following set of best-management practices for park-and-recreation agencies, several of which are related to the maintenance of grounds and other facility assets.

1. Best-practice agencies integrate sustainable approaches within maintenance-management practices. These include: Energy conservation, use of alternative fuels and hybrid or electric vehicles, LEED design principles, use of solar and wind power, planting trees, reducing staff drive times, recycling, and the minimization 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 involve a combination of public employees and contract employees.
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 pre-established standards. The work-order system also manages asset lifecycles for all replacement schedules in order to maintain parks and facilities to the level that assures public enjoyment. A product that is utilized extensively in the management of public parks and facilities is Lucity (www.lucity.com).
4. Best-practice agencies maintain a funded equipment-replacement program to assure the upkeep of equipment so as to enable employee productivity and to support the efficiency goals of the agency. Provo City currently replaces equipment whenever funding allows. A more-structured program should be initiated to create more sustainable, ongoing equipment replacement.
5. Best-practice agencies outsource their maintenance operations at no less than 20% of their total labor, with the remaining resources assuring continuity in case a contract is discontinued, and the agency must assume operations while limiting impact on the end-users.
6. Best-management agencies have maintenance-management plans in place to control maintenance costs and improve efficiency. These plans should be updated every five years.
7. Best-practice agencies have established design standards for parks and recreation facilities based on the outcomes they want to achieve, the funds available for use in development and maintenance, and the return-on-investment (ROI) from users that support the operational costs, if any. These standards apply to neighborhood parks, community parks, and all recreational facilities the 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 and to keep it well positioned in the awareness of residents.
9. Best-practice agencies sustain maintenance and program standards that support design standards so as to operate as efficiently as possible while supporting the customer-service requirements of the program or facility.

10. Best-practice agencies seek bond funds to support capital costs every five years in order to keep bond issuance low but 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 bond issues if the benefits residents will receive are clearly identified as a result of those investments and have wide-age-segment appeal.
11. Best-practice agencies have 35-40 funding sources, including earned revenues, to support operational and capital costs in the interest of sustainability. Specific information on funding sources can be found in a subsequent section of the master plan.

OBJECTIVES OF PARKS AND RECREATION MAINTENANCE

Regular maintenance requires unit-based quantification for most major resource requirements and provides the methods for projecting future resource needs. Issues not addressed in the section are major capital repair and replacement that are beyond the preventive-and-repair nature of regular maintenance. The City's maintenance efforts are expansive and address diverse aspects of maintaining high-quality facilities, amenities, and infrastructure to preserve the integrity of public assets and their meaningful use. The prevailing objectives of the park-and-recreation maintenance program are presented below but **not** in order of importance:

- Maintain and improve the sites, grounds, facilities, and structures of the Provo City 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, landscaped beds and turf, urban open spaces, urban forests, and selected City buildings and structures.
- Be responsive to maintenance needs of the City's open-space tracts. Particular attention must be paid to access points, trail repair, erosion control, and trash removal.
- Protect and preserve the value of City assets so that long-term maintenance costs are minimal due to extending the service life of those assets.

Many of the objectives assigned to the Park and Recreation Department's maintenance team go beyond the traditional responsibilities of park-and-recreation employees. The assessment phase of the master-planning process found that the Department's maintenance staff is extremely productive, given their extensive responsibilities and limited resources.

The consultant team collected data from the Department regarding the current resource requirements of the maintenance team and their responsibilities for both direct labor and contracted labor. These requirements will be detailed quantitatively for maintenance responsibilities according to acres, types of sites and facilities, miles of trails, etc. The sections that follow constitute the framework for quantifying maintenance-resource requirements by unit, which can enable an accurate projection of future requirements as additional sites and assets accrue in the system.

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

MAINTENANCE MODES AND STANDARDS

It is recommended that the Provo City Parks and Recreation Department adopt a system of grounds-maintenance levels wherein functions are organized into a tiered structure with three different levels of service. These 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 a 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 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 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 the 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 the 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 to threshold standards within 3 days.

Landscape Maintenance

- Prune shrubs as necessary throughout the year.
- Prune trees as necessary throughout the year.
- Apply fertilizer to plant species once per year as needed according to their optimal requirements.
- Inspect regularly for insects, diseases, and rodents. Respond to outbreaks according to Integrated Pest Management 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 at least once per month.
- Initiate repairs of non-functioning systems within 24 hours of discovery during the dry season and within 10 days during the wet season.
- Inspect, adjust and/or repair irrigation system and micro-spray as necessary each week 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 tripping hazards from pedestrian areas immediately upon discovery.
- Repair concrete walks, scenic view area, curbs and other surfaces as needed.
- Repair asphalt 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 as part of 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 standards in the system. These 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 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 the 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 to IPM threshold standards within 10 days.

Landscape Maintenance

- Prune shrubs as necessary every two years, November through February.
- 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 and as consistent with procedures for bird-nesting surveys.
- Remove or barricade hazardous trees immediately upon discovery. Remove barricaded hazards within 3 days and as consistent with procedures for bird-nesting surveys.
- Remove or treat noxious or invasive plants as needed.
- Replant trees and shrubs as necessary.

Irrigation System Maintenance

- Inspect irrigation systems at least once per month.
- Initiate repairs of non-functioning systems within 24 hours of discovery during the dry season and within 10 days during the wet season.
- Inspect, adjust and/or repair irrigation system and micro-spray as necessary each week 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 tripping hazards from pedestrian areas immediately upon discovery.
- Repair concrete walks, scenic view area, curbs and other surfaces as needed.
- Repair asphalt 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 as part of 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 3

Maintenance Mode 3 (Mode 3) applies to parks or sites that require a nominal level of effort and maintenance standards in the system. These generally include undeveloped parks with minimal amenities.

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 is limited to legal requirements for eradication of noxious plants.
- Respond only to safety-related concerns or where addressed by Department policies.

Landscape Maintenance

- Respond only for safety-related concerns or where addressed by Department policies.
- Reduce fuels in order to prevent wildland fires.

Irrigation System Maintenance

- Inspect irrigation systems at least once per month.
- Initiate repairs of non-functioning systems within 24 hours of discovery during the dry season and within 10 days during the wet season.
- Inspect, adjust and/or repair irrigation system and micro-spray as necessary each week during the dry season.

- Modify systems as necessary to increase irrigation coverage or efficiency.

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 as part of 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.

Road, Trail, and Parking Lot Maintenance

- Respond only to safety-related concerns.

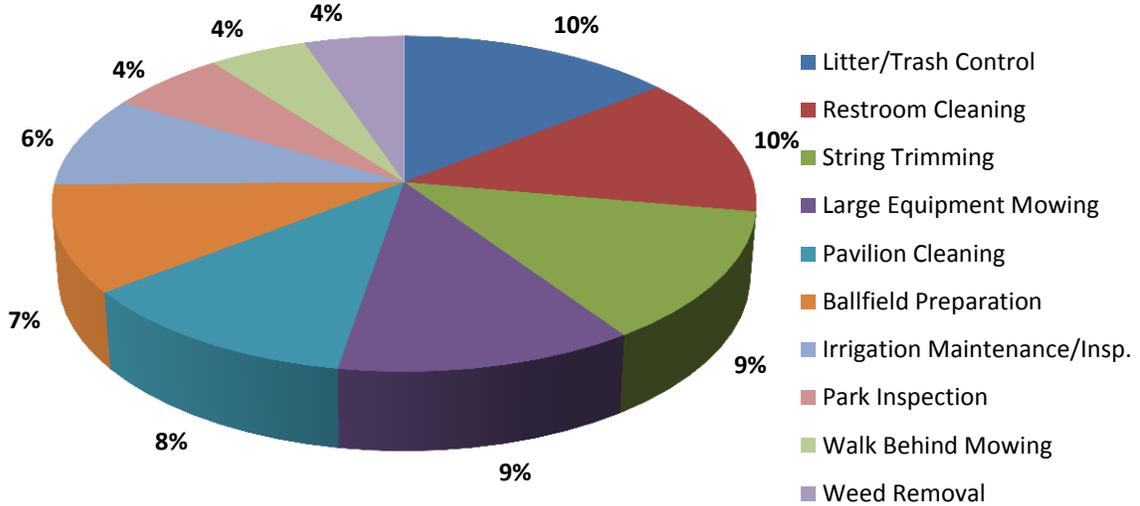
It is recommended that the maintenance standards for each mode be applied to all Provo City park and recreation sites whether they are managed directly or in concert with lease-holders or other partners. These standards should be consistent in order to protect Provo City assets and the safety of park users. Additional recommended maintenance standards and guidelines are:

- Adhere to the National Recreation and Park Association/National Playground Safety Institute playground safety program and its policies and 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 vary by park or asset type, such as day use facilities, community centers, and regional parks.
- Train Department staff and partners in maintenance standards and frequency levels for care in order to meet the expectations of the visitors to the parks system.-
- Upgrade the amenities that have the highest level of use first in order to keep the sites well-valued in the local communities.
- Seek outside funding and other resources to fund improvements for each park.
- Involve local communities in “clean up, fix up” events to keep support strong for visitor appeal.
- Inspect sites and facilities on a regular basis to evaluate adherence to maintenance standards at a 90% or greater level of compliance.
- Management of natural and forested areas and the control of noxious weeds and invasive species should be in accordance with the policies and practices detailed by City ordinances and best industry practices.

PARK MAINTENANCE ANALYSIS

On the following page is a graph depicting the top 10 maintenance activities requiring the most annual hours by the Provo City Parks and Recreation staff.

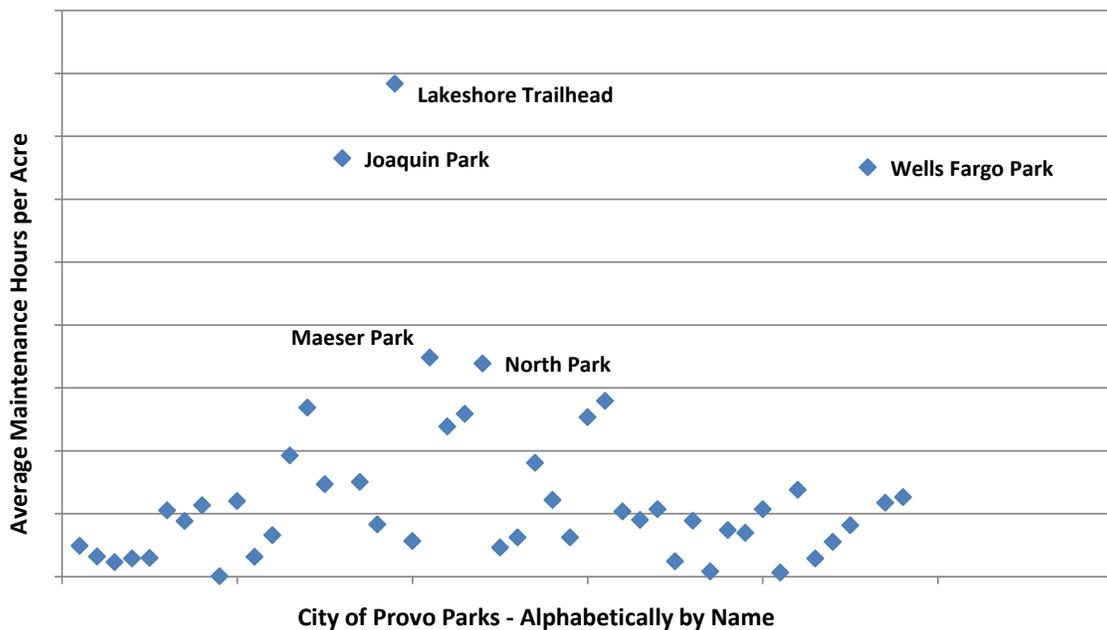
Top Ten Maintenance Activities - Percentage of Total Annual Maintenance Hours



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

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

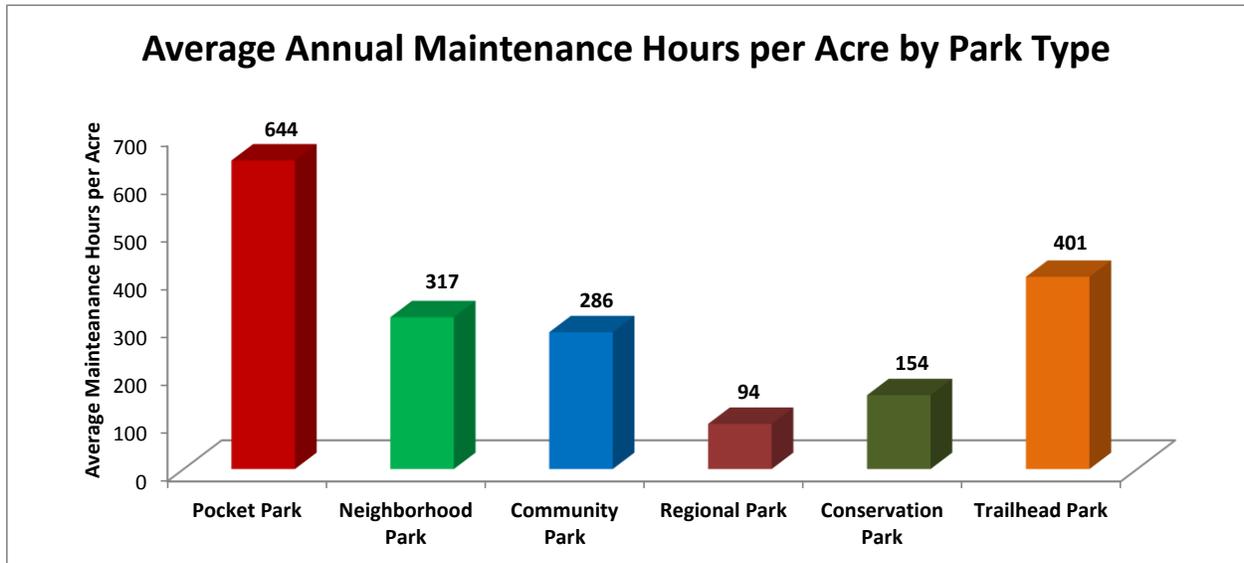
Distribution of Annual Maintenance Hours per Acre



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 to see that the average annual maintenance-hours-per-acre is considerably higher for smaller parks, and decreases as park size increases. This is largely attributed to the standard mobilization time (time to access sites, set up maintenance tasks, etc.) and to the fact that often parks will require similar amounts of fixed time for their maintenance regardless of their size. Variability in maintenance-time requirements does not decrease proportionally as park size increases.

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



FUNDING AND FINANCE PLAN

The purpose of a funding and revenue plan is to assist Provo City in maximizing the financial sustainability of the Parks and Recreation system and to guide the financial planning process for the next 20 years. The information utilized in preparing the plan came from a workshop assessment completed in September 2011 with key staff members, community stakeholders, and representatives of the Municipal Council.

Provo City mostly uses General Fund revenues derived predominantly from sales and property taxes to operate its parks and recreation programs and facilities. The City 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 in the United States for the support of their parks and recreation department, and should be reviewed and considered as Provo City builds its own funding strategy.

FINANCIAL POLICIES

The City does not appear to have formalized policies for providing and overseeing financial guidelines for the Parks and Recreation Department. Although Provo is unique in many ways, most best-in-class programs or departments have policies that assist in both daily and long-term decision-making. These policies typically address:

- Pricing
- Partnerships
- Sponsorships
- Volunteers

Pricing policies establish guidelines for the pricing of programs and services. It is unlikely that the Department will require sophisticated pricing schedules. However, there are circumstances where a 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 level of service for park usage, reservations, programs, and services.

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

Sponsorship policies establish guidelines for agreements with entities that are interested in sponsoring specific events, programs, and services. The guidelines should include the type of event or program to be sponsored, sponsorship pricing, and identification or recognition of sponsors.

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

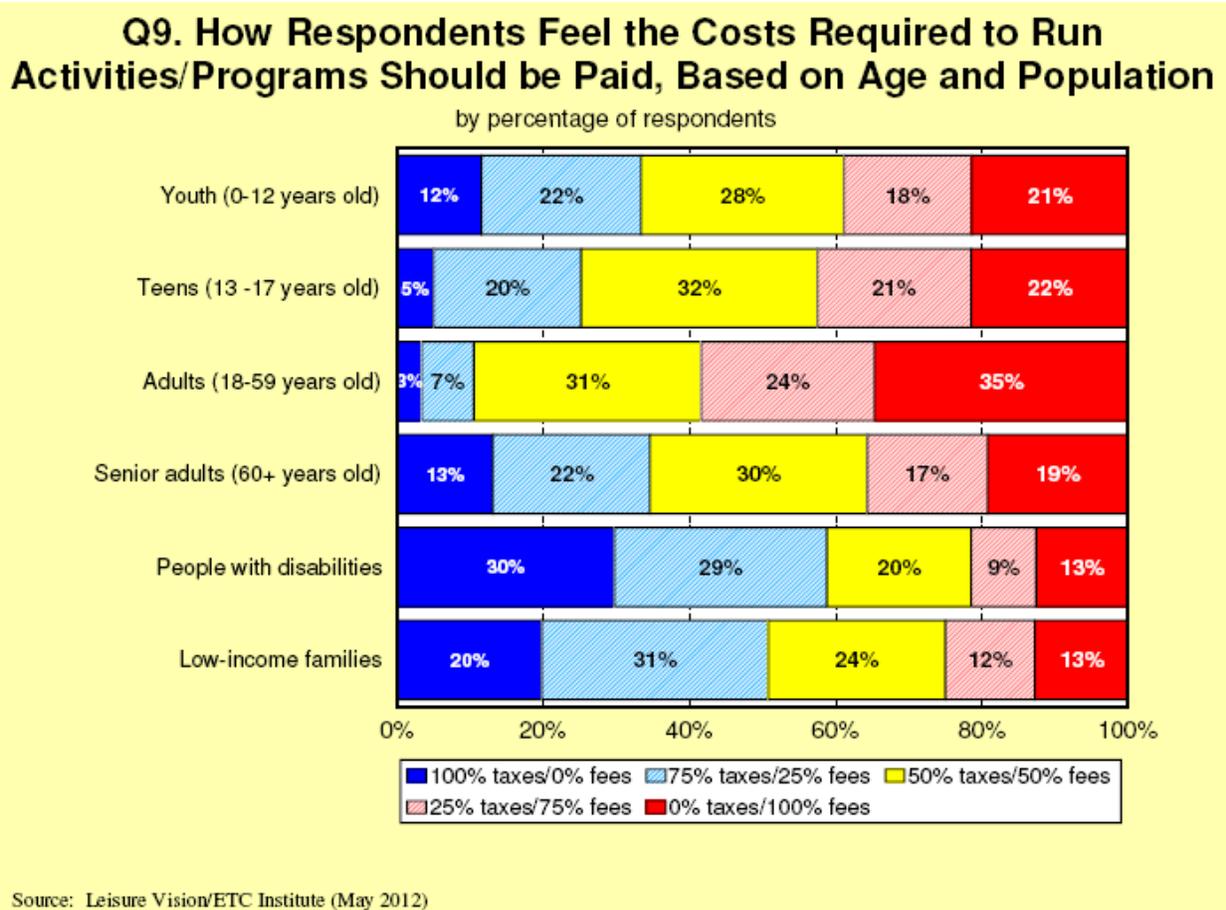
COMMUNITY EXPECTATIONS AND VALUES

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 Provo City 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 in order to offset delivery costs.**

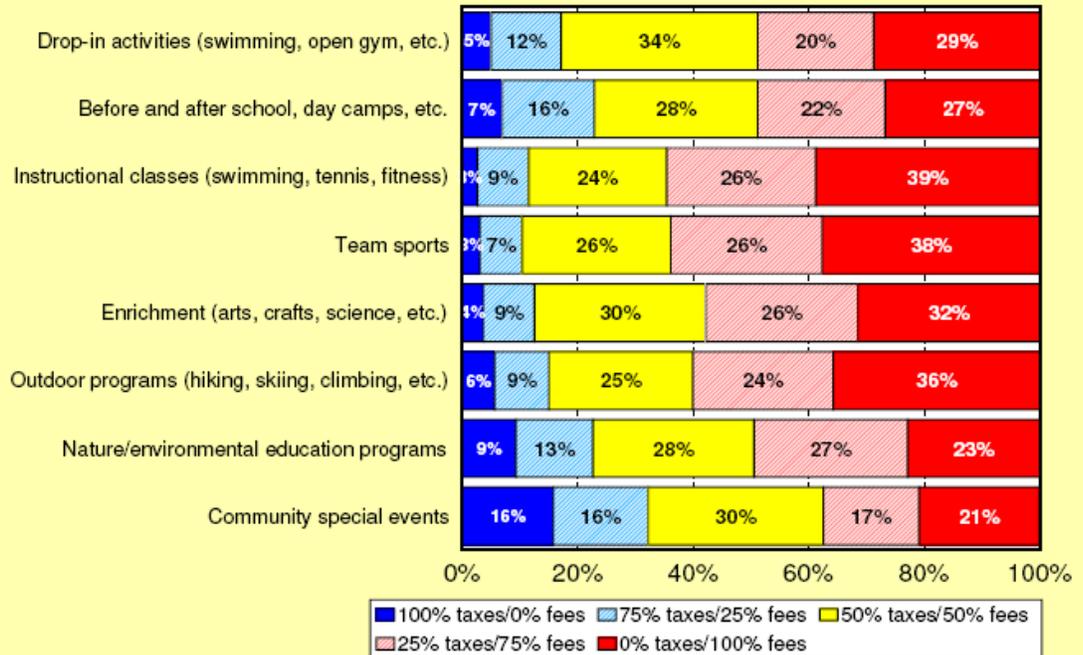
- There is concern over costly initiatives that are not viewed to provide either broad-based community benefits or a tangible return-on-investment.
- There is strong support for facilities and services that enhance the quality of life in Provo. Opposition crystallizes around projects and services that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

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



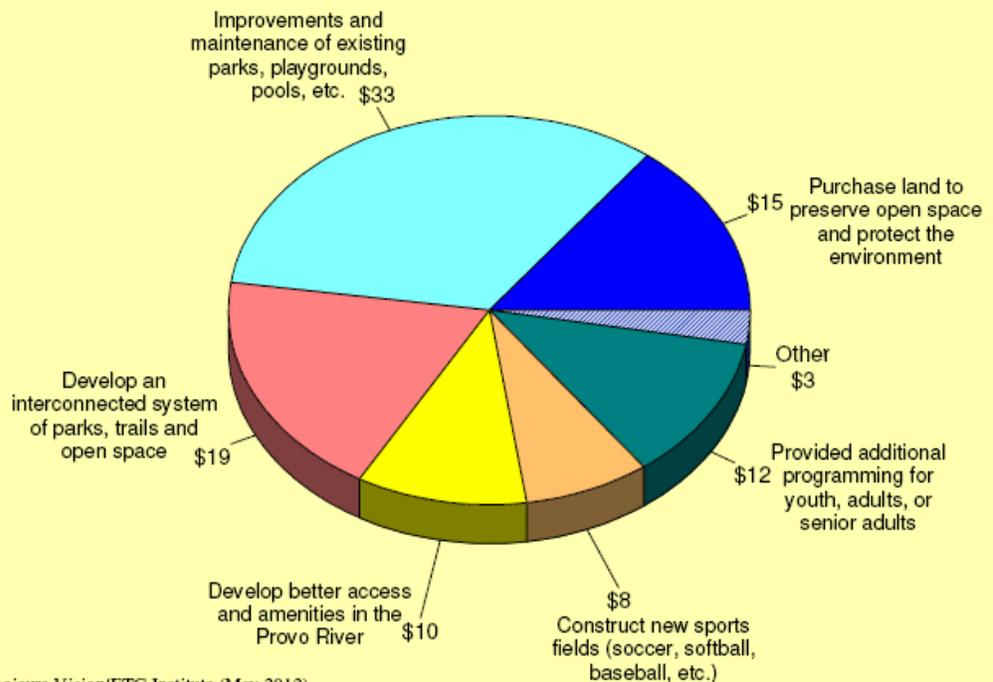
Q8. How Respondents Feel the Costs Required to Run the Following Activities/Recreation Programs Should be Paid

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 support in the community for the Parks and Recreation Department to recover costs through earned revenues. Based on public input from and guidance by community and city leaders, specific cost-recovery targets, described as acceptable ranges relative to specific functions of the Department, and are provided in the tables that appear below. These targets may be used as guidelines for determining pricing levels and other management decisions related to cost control and revenue development.

Service – Facilities, Infrastructure and Resource	Cost Recovery Goal
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 protection	0 – 25%
River access maintenance and management	0 – 10%
Recreational asset maintenance (amenities)	0 – 10%

Service – Programs and Services	Cost Recovery Goal
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 backbone of the process for balancing earned revenues and public subsidy to cover the costs of programs and services provided by the Provo City Parks and Recreation Department. It is important that these philosophies reflect community values and current best practices in the industry. The recommendations within this master plan utilize the following definitions:

- Direct costs are typically those most closely tracked in the accounting system.
 - Direct costs are those costs included in the budget for a specific function.
 - Typical direct costs are salaries and benefits, supplies, materials, and minor capital equipment.
- Indirect costs are those that support the function, but the actual costs assigned to another function's account.

- Typical indirect costs are associated with administration, governance, accounting and finance, debt service, and legal services

The following recommendations are for the pricing plan:

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 that the Department must provide or that are essential to its system in order to capably govern and meet statutory requirements fit in this category. The failure to provide a core service at an adequate level would result in a major negative consequence. The criteria for programs or services to be classified as essential are:

- The Department is mandated by law, by a charter, or by contractual obligation to provide the program or service.
- The program or service is essential to protecting and supporting the public’s health and safety.
- The program or service protects and maintains valuable assets and infrastructure.
- Residents, businesses, customers, and partners would generally and reasonably expect the Department to provide the program or service. It 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 Department should provide and that are important to governing and effectively serving residents, businesses, customers, and partners compose this category. Providing Category 2 programs and services expands or enhances the Department’s ability to provide and sustain its core services. The criteria for programs or services to be classified as important are:

- The program or service expands, enhances, or supports core services.
- The program or service is broadly supported and utilized by the community, and is considered an appropriate, important, and valuable public good. Public support may be conditional on the manner by which the program or service is funded.
- The program or services generate revenue that offsets some or all of its operating cost and is deemed to provide desirable economic, social, or environmental outcomes.

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

Programs, services, and facilities that the Department may provide when additional funding exists to offset the cost of providing those services are properly assigned to this category. Programs and 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:

- The program or service expands, enhances, or supports core services, Category 2 services, and the quality of life of the community.
- The program or service is supported and well utilized by the community, and provides an appropriate and valuable public benefit.
- The program or service generates income or funding from partnerships/sponsorships, grants, user fees, or other sources that offsets some or all of its cost and provides a benefit to users.

CATEGORY 4 – PARTNERSHIP/SPONSORSHIP SERVICES

Programs, services, and facilities that the Department may provide through partnerships/sponsorships are found in this category. Its services usually provide added value beyond what is required or expected by public mandate. The criteria for programs or services to be classified as partnership services are:

- The program or service expands, enhances, or supports core services, Category 2 and 3 services, and the quality of life of the community.
- The program or service is supported and well utilized by the community, and provides an appropriate and valuable public benefit.
- The program or service generates income or funding from partnerships, sponsorships, grants, user fees, or other sources that offsets some or all of its cost and 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.**

Adding these recommended updates to the existing pricing plan will require the Department to re-adjust its programs and services covered by the plan to fit the categories. This should help the Department bring in additional dollars and develop greater equity in the availability and delivery of programs and services within the city. The process of updating the pricing plan can also include a market analysis of comparable and competitive programs and services provided in the community. The pricing plan should state the level of cost recovery desired by each program or service based on direct and indirect costs, and should identify the price range that the staff will work within.

FUNDING OPTIONS

In order to continue to build and maintain the park-and-recreation system, the Department should pursue funding sources for operations and capital improvement projects, such as those presented in this section.

New, sustainable funding sources are essential to implementing the master plan. The Department has relied heavily on taxes and impact fees to support the system. The key to the future is to diversify the sources of funding. However, these sources need to be committed on a long-term basis to assure a continuing income stream. There is substantial potential for increasing revenues for the park-and-recreation system while still providing affordable public-recreation opportunities. The following are suggested funding options:

EXTERNAL FUNDING SOURCES

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 sources.

FOUNDATION

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

The dollars raised by the foundation are tax-exempt. Foundations promote specific causes, activities, or issues that a park-and-recreation 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 memorabilia, etc.

Private donations may be received in the form of cash, securities, land, facilities, recreation equipment, art, or in-kind services. Donations from local and regional businesses as sponsors of events or facilities should be pursued. A Provo City Parks and Recreation Foundation could generate \$100,000 to \$250,000 a year if managed correctly. This is an estimate based on cities of similar size and resources.

GREENWAY FOUNDATIONS

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

FRIENDS ASSOCIATION

Friends associations are a foundation that typically are formed to raise money for a single purpose, such as a park facility or program that will better the community as a whole and, at the same time, meet special interests.

IRREVOCABLE REMAINDER TRUSTS

These trusts are established for individuals who typically have more than \$1 million in wealth. They agree to leave a portion of their wealth to a park-and-recreation system in a trust fund that grows over time. The system is able to use a portion of the interest to support specific facilities or programs that are designated by the trustee.

CORPORATE AND PERSONAL LEAD GIVING

Corporate and personal giving involves the department seeking corporate lead funds or personal lead gifts via a foundation partner or through personal contacts that are used to catalyze wider giving in support of a specific project or operation. The lead donations set the precedent for additional giving over a period of one year up to five years. Often those who have given or pledged contributions are invited to a recognition event, which may include additional opportunities for contribution through auctions, for example.

GRANTS

The grant market continues to grow annually. Grant writers and researchers are essential if the Department is to pursue grants. Matching dollars are required for most federal grants and many state grants. The types of grants available to the Department include:

- Safe Routes to Schools
- Federal Transportation Enhancement Grants (FHWA)
- Land and Water Conservation Fund (LWCF) Grants
- Community Development Block Grants (CDBG)

- Economic Development Administration (EDA) Grants
- Storm-water grants that limit the storm-water runoff in and through parks
- Trail Enhancement Grants for regional trails systems
- Development grants from community foundations to support specific park projects
- Redevelopment grants to support parks and facilities that will increase revenue from the enhanced value of property or from activities that create sales and tourism taxes

FACILITY AUTHORITIES

Facility authorities are used by park-and-recreation systems to improve a specific park or develop a specific improvement, such as a stadium, large recreation center, large aquatic center, or sports venues for competitive events through bonding. The revenues that repay the bonds usually come from sales and/or property taxes. The City of Indianapolis has created several community venues for recreation purposes and for national-competition events that promote the local economy. 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 meet costs and manage requirements for development and maintenance. Sometimes this includes multiple counties, and usually is funded through a bond issue or various tax initiatives. A facilities or trails district can also provide major impetus for raising external financial support from foundations, individuals, corporate sponsors, and grants, among other sources.

A benefit district is similar to an improvement district and identifies the benefits derived from 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 approach is usually applied to community parks, regional parks, downtown districts, event plazas, signature parks, and special 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 parklands and also for the development of trails that run through the property being developed. The developer perceives the enhanced value such improvements mean for her or his development. Park or trail dedication as a requirement of subdivision development is a reliable means for maintaining equity of access to parks and trails within the city.

DEVELOPER CASH-IN-LIEU FEES

Utah State law allows cities to accept cash-in-lieu of parklands. This provision allows the City to avoid the development of smaller parks in favor of land acquisition and development of larger parks that serve a variety of interests.

DONATIONS

Private donations are a popular form of fundraising by public agencies, particularly for 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 foundation aligned with the City's park, recreation, and trail priorities. Donations can be made through 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 facilities

ADOPT-A-TRAIL PROGRAMS

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



ADOPT-A-PARK PROGRAMS

These are small-grant programs that fund new construction and provide maintenance support. Adopt-A-Park programs can also take the form of cash contributions in the range of \$1,000 to \$5,000 per acre to cover operational costs.

PARTNERSHIPS – DEVELOPMENT AND/OR OPERATION

Partnerships are joint-development funding sources or operational funding sources formed from 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 of each partner.

LEASE BACKS

This is another source of capital funding wherein banks or private placement-fund companies develop a park, recreation attraction, recreation center, pool, or sports complex by buying the land, developing a recreational 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 may find this source attractive because typically they can increase operational budgets more easily than finding capital dollars to pay off the lease over a set period of time.

INTERNAL FUNDING SOURCES

The following examples of internal-funding opportunities can be evaluated in more detail to determine the level of funding they would yield if pursued aggressively. Such sources involve the expansion or enhancement of the traditional revenue and debt-service means of the municipality, that is, they derive from already-existing financial capabilities.

DEDICATED FUNDING SOURCES

Municipalities can dedicate a percentage of sales tax, various fees, or millage to park and trail projects. The percentage can be increased or maintained every 10 years. The revenues generated from dedicated funding sources typically go toward operations-and-maintenance costs of managing park sites, programs and trails in accordance with the community’s expectations. These sources can also offset the costs of incremental upgrading and replacement of existing park-and-recreation amenities.

SALES TAX

Provo City currently requires a 6.75% sales tax that generates between 31% of the General Fund revenues of the City. One potential 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 advantage of a sales tax is that it collects revenues from both residents and non-residents who do

business in Provo. An increase of 1/10 of 1% percent (0.1%) is estimated to be able to generate about \$1,000,000 annually for Provo City.

REAL-ESTATE TRANSFER FEES

This is among the newest forms of funding. Many local parks and recreation departments and states have used these fees to acquire parkland and develop them. The money comes from the transfer of real estate from one owner to another owner, and the City retains ½ percent (0.5%) of the value of the property at the time of sale. It is paid by the buyer, not the seller. Currently there is a ½ percent transfer fee that is utilized for the development of City infrastructure, which generates approximately \$300,000 annually. It is possible to consider an expansion of this fee to raise monies that are reserved for the acquisition and development of parks in the city.

FRANCHISE FEE FOR UTILITY RIGHT-OF-WAYS

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

STORM-WATER UTILITY FEES

This funding source is used in many municipalities 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. An example is available in the City of Houston. It uses this source to develop and maintain the bayous in the city and to improve access to and use of bayous for flood control and recreation.

FOOD AND BEVERAGE TAX

Cities utilize a 1/4-or 1/8-cent sales tax on retail food and beverages to support park and recreation systems, especially through improvement bonds for park and recreation improvements. These dollars come from the local community as well as visitors to the city.

DEDICATED MILLAGE

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

PARK, OPEN SPACE, AND TRAIL BOND ISSUES

Cities typically seek park bonds to meet park-related needs. The key is to use debt financing through bonds to address needs that are both unmet and clearly a community priority. It is best to propose a capital-bond project that serves a variety of users and needs. Even in the worst economic downturn, bond issues have been passing because communities are the direct recipient of the money, and it benefits 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 or a recreation facility, or in delivering programs. In Provo, facility usage is greatly underpriced. A perception of "value" needs to be instilled in the community for the benefits the City is providing to the user for exclusive use. Future fees could be charged by the Department based on cost-recovery goals for the parks and core recreation services, based on the level of exclusivity the

user receives compared to the general taxpayer. The consultant highly recommends that user fees for programs and facilities continue to be charged in order to create value and provide operational revenues. If the City feels that it cannot increase user fees, then it might consider contracting with a non-profit entity to manage its recreation facilities and programs. The City then could take the dollars it has invested in staff members and in subsidized recreation facilities, and use those dollars to support an improvement bond for existing parks and to build new parks and recreation facilities. This would change the role of the City to that of a facility provider only versus a facility provider and program operator. The cost savings could be substantial. Provo City also needs to consider raising non-resident rates for access to recreation facilities and programs.

CAPITAL-IMPROVEMENT FEES

Many park-and-recreation systems 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 gained either offset 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 widely across the United States for developing and maintaining parks. Association members tax themselves with a fee for landscaping of roadways, boulevards, and neighborhood parks and for ongoing park maintenance. These improvements can raise the value of homes and the quality of the neighborhood.

CATERING PERMITS AND SERVICES

This allows caterers to work in the park-and-recreation system on a permit basis with a set fee or a percentage of food sales returning to the department. Many departments have their own catering-service contracts and receive a percentage (10-15%) from the sale of food and drinks. This may be most suitable for large or special events occurring on City-owned properties. Another form of fee income is the temporary business license.

RECREATION SERVICE FEES

This is a dedicated user fee, which can be established by local ordinance for the purpose of constructing and maintaining recreation facilities. The fee can apply to all activities that require a reservation. 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 parklands. Tipping fees add \$5 dollars per tipping from the user and is collected from more than just city residents.

PRIVATE CONCESSIONAIRES OPERATING WITHIN A LAND LEASE

Contracts with private businesses to provide and operate desirable recreational activities provide compensation to the Department through a land lease. Contractors may include coffee shops, grill and food concessions, small restaurants, ice cream shops, bicycle shops, farmers markets, and small businesses. Land leases are usually based on 15% of the value of the land plus a percentage of gross revenues from the contractor on an annual basis.

REGIONAL “CANNED” EVENTS

Many city and county park-and-recreation systems have contracted for special events that produce large revenues. The City can support the event with volunteers, and the event is managed by the private, franchised agency for a set access fee that is paid by either the City or its partners, who then receive a percentage of gross revenues from the event. Events like these have reliably produced similar-sized communities with \$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 (TIF) District 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 from the improvement. As redevelopment occurs in Provo, the tax increment” resulting from redevelopment projects is used to retire the debt that was 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 TIFs can be used to fund park improvements and development as an essential infrastructure cost. This approach works well in downtown redevelopment, regional park improvements, and in trail development. The City of Valparaiso, Indiana, has used this funding source extensively for redevelopment of its downtown area and pathways system.

ADVERTISING SALES

Advertising can occur with sports complexes, scoreboards, gym floors, trash cans, playgrounds, locker rooms, dog parks, trails, flower pots, and as part of special events held in the city to pay for operational costs.

MAINTENANCE ENDOWMENT FUND

This is a fund dedicated exclusively for a park’s maintenance and is funded by a percentage of user fees from programs, events, and rentals. The fee is paid by players, teams, or other users and is added to a dedicated fund for facility and equipment replacement, such as fitness equipment, water slides, lights, artificial turf, and park-maintenance equipment.

PARK REVOLVING FUND

This is a dedicated fund replenished on an ongoing basis from various funding sources such as grants, sponsorships, advertising, program-user fees, and rental fees within one or more parks. The City could establish a revolving fund to support maintenance at multiple parks.

PERMIT FEES

This fee could apply to the exclusive reservation of picnic shelters, sports fields, special events, and competition tournaments held in the city by other organizations. Permit fees include a base fee for all direct and indirect costs to provide the space on an exclusive basis plus a percentage of the gross revenues. The income could be applied to the park revolving fund to support park improvements.

STRATEGIC IMPLEMENTATION PLAN

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

The Community Values Model should be evaluated and refined as political and economic circumstances shift and be used to validate the vision and mission of the Provo City Parks and Recreation Department.

Community Value 1: Community Mandates	
Maintain and enhance parks, trails, and recreational facilities to promote community interaction, healthy lifestyles, and safety.	
Strategy	Develop Downtown Provo as an urban linear park through the creation of a series of interconnected pocket parks that encourages a more walkable community.
Strategy	Maintain and enhance the quality of current park sites, facilities, and amenities of the Provo City Parks and Recreation system
Action	<ul style="list-style-type: none"> • Conduct a cost-of-service study for park-maintenance operations, and implement improvements as needed. • Enhance urban-forestry and -beautification services.
Strategy	Develop facilities with equitable access by residents throughout the city and that reflect the ability to serve a diverse public, as well as meeting all ADA-compliance requirements and other special needs.
Actions	<ul style="list-style-type: none"> • Renovate all parks and recreation facilities that are not ADA-accessible. • Create new parks in areas currently underserved in order to eliminate inequities over the next 20 years. • Demonstrate visually the level of equity by park and facility types with GIS mapping. • Connect parks through trails and sidewalks, especially in Downtown Provo.
Strategy	Upgrade parks, trails, and recreational facilities to resolve management challenges and to meet the needs of current users.
Action	<ul style="list-style-type: none"> • Establish a lifecycle maintenance-improvement plan for parks and recreation facilities from the inventory assessment completed as part of the master plan.
Strategy	Pursue renovations and new improvements for parks, trails, and recreational facilities in areas of greatest growth and unmet needs.
Actions	<ul style="list-style-type: none"> • 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. • Create an updated master plan for each underperforming park that is customized to the neighborhood or community area it serves and also reflects design principles consistent with park type. • Develop a system of dog parks and off-leash areas in Provo. Consider partnering with the Police Department to meet K-9 unit training needs. • Develop policies for the acquisition and divestiture of park and conservation lands.

	<ul style="list-style-type: none"> • Renovate, expand, and possibly relocate the Shooting Sports Park. • Establish a system-wide community garden program. • Conduct a feasibility study for the development of a regional sports complex. • Conduct a feasibility study for the development of a whitewater trail utilizing the Provo River. • Conduct a feasibility study for the relocation of the East Bay Golf Course. • Conduct a feasibility study to evaluate an expansion of facilities at the Covey Center for the Arts. • Conduct a feasibility study for the development of a beach park on Utah Lake. • Conduct a feasibility study for the development of an adventure sports park. • Conduct a feasibility study for the development of a botanical garden and outdoor-concert facility.
Strategy	Maintain the importance and value of parks and recreation as a City-provided service by organizing events, festivals, and programs that build the community.
Action	<ul style="list-style-type: none"> • Enhance or develop special events that bring the community together, create traditions, and build a sense of pride in Provo.

Community Value 2: Standards
Update and utilize standards for the acquisition, development, design, operations, and maintenance of parks, trails, and recreational facilities.

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

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



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.

Strategy	Develop and maintain high-quality programs that promote health and wellness, family participation, athletic skills and abilities, personal safety, and new experiences.
Actions	<ul style="list-style-type: none"> Develop and implement program standards that apply to core programs and services. Train staff members to implement the standards. Communicate program standards to users, and monitor performance in activities using post-evaluation. Develop program budgets using program standards. Strengthen arts and cultural programming.
Strategy	Engage residents in programs that build community and reflect its values, especially in connection with special events.
Actions	<ul style="list-style-type: none"> Design parks to adequately support special events. Update existing parks where special events are typically held in order to improve amenities and safety. Host more special events targeted to a city-wide audience versus a neighborhood audience. Seek special-event sponsors to contribute to the recovery of operating costs associated with special events.

Strategy	Continue to monitor and evaluate services, events, and programs that may be provided to the public and that are either complementary to or competitive with the programs and services of Provo City.
Actions	<ul style="list-style-type: none"> • Conduct a comprehensive assessment to determine the lifecycles of current programs, services, and events, • Conduct annual surveys of residents to determine new programming interests. • Conduct annual workshops with staff members to develop and implement new programs.
Strategy	Provide access to high-quality programs, services, and partnerships/sponsorships that meet the specialized needs of the community's residents.
Actions	<ul style="list-style-type: none"> • Establish the level of need for recreation services among residents with disabilities. • Develop a "People with Disabilities" survey to assess the size of the market and the recreation needs of disabled youth and adults. • Meet with disability-services providers in the City to identify the Department's appropriate roles and responsibilities. • Establish an appropriate mechanism of funding that meets the existing and future needs of residents with disabilities.

Community Value 4: Business Practices
Manage parks, trails, recreational facilities, and programs that support the financial goals and policies of Provo City.

Strategy	Update the Department's fee philosophy and pricing plan to reflect total costs of service, levels of service, cost-recovery goals, characteristics of the users, and a sustainable approach to managing programs and facilities.
Actions	<ul style="list-style-type: none"> • Conduct a cost-of-service workshop with the Provo City Parks and Recreation Board, Municipal Council, and Mayor's Office on the pricing of recreation services. • Create and implement an updated pricing policy based on the outcomes of the workshop. • Share cost-of-service data with users of the system to inform their understanding and appreciation of the investment the City is making in the park-and-recreation system.
Strategy	Maintain an appropriate balance of affordability and entrepreneurship in the programs and services of the Department.
Action	<ul style="list-style-type: none"> • Identify each program or service as core, important, or value-added, and determine cost-recovery goals for each based on the classification scheme.
Strategy	Maximize the capability of new and existing technology to enhance business effectiveness within the Department.
Actions	<ul style="list-style-type: none"> • Implement a work-order management system to increase accountability.

	<ul style="list-style-type: none"> Establish and utilize social networking to enhance public awareness of programs and services, and to increase participation in them.
Strategy	Establish alternative funding policies and procedures that offset capital and operating expenses.
Action	<ul style="list-style-type: none"> Evaluate and prioritize the funding alternatives identified within the master plan and implement them over the next 20 years.
Strategy	Seek status as an accredited agency through the Commission of Accreditation for Park and Recreation Agencies (CAPRA).
Actions	<ul style="list-style-type: none"> Conduct a “Pre-Accreditation” Assessment of the Department. Contact similar agencies that are accredited to better understand the process and time commitment required for accreditation. Select an Accreditation Project Manager, and arrange for the Project Manager to participate on a CAPRA Visitation Team in order to gain an “insider’s perspective” on CAPRA and on the impacts and benefits of undertaking the task of becoming accredited.

Community Value 5: Community Outreach and Partnerships/Sponsorships
Maximize resources through mutually-acceptable partnerships/sponsorships that leverage park, trail, and recreation-facility development and program opportunities.

Strategy	Develop partnership/sponsorship policies with public, non-profit, and for profit entities. Include strategies for engaging neighborhoods and community organizations in helping to maintain park facilities, programs, and services.
Actions	<ul style="list-style-type: none"> Conduct a partnership/sponsorship workshop with the Provo City Parks and Recreation Board, Municipal Council, and Mayor’s Office on the structure and implementation of an initiative. Create and implement an updated partnership/sponsorship policy based on the outcomes of the workshop.
Strategy	Review and update terms of agreements with existing partners/sponsors who utilize Provo City parks and facilities for public or private events.
Actions	<ul style="list-style-type: none"> Measure the level of equity for each partnership/sponsorship through effective cost-of-service assessment. Meet with existing partners/sponsors to review the cost of service and level of equity and work towards a 50/50 ratio. Move all “relationship-based” partnerships/sponsorships to written agreements
Strategy	Maintain and monitor services provided by the Department to the community to assure the Department’s focal active role in the network of services and opportunities available to residents, organizations, and businesses.

Actions	<ul style="list-style-type: none"> • Actively seek appointments of staff members to relevant external boards, committees, or groups in the community. • Identify future partnerships/sponsorships through external board and committee engagement.
Strategy	Pursue and develop a youth-services partnership/sponsorship plan with other service providers.
Actions	<ul style="list-style-type: none"> • Establish a youth-partnership strategic plan that focuses on needs of youth and ways to eliminate duplication of services, then and seek partners in appropriate roles with public, private, not-for-profit, and for-profit entities. • Expand youth programs targeted to 2-5 year olds, family programs where parent and child participate in programs together; add day camps and specialty camps in the summer; make after-school programs more meaningful; increase programs for pre-teen and teenagers in cultural activities, club sports, and life skill programs; and increase get-fit programs for all ages. • Continue and expand the role of the City as a facility provider for youth sports organizations, but increase the fees these groups pay for their exclusive use of City-owned sports fields.
Strategy	Enhance the level of partnership/sponsorship with schools in the interest of improved equity and to increase access to recreation.
Actions	<ul style="list-style-type: none"> • Meet with the school-district superintendent and school principals to focus on maximizing joint school and Parks and Recreation Department use and the level of equity. • Update existing school partnerships/sponsorships using written agreements.

Community Gardens

These are recommended guidelines that are offered as reference in the development of future programs, policies and partnerships. They should be considered best management practice and may be applied as needed.

CHOOSE A SITE

1. Make sure the site gets at least 6 full hours of sunlight daily (for vegetables).
2. Do periodic soil tests to determine soil characteristics and nutrient requirements.
3. Assure sufficient availability of irrigation water.
4. Identify past uses of the land. Is there any contamination as a result?

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 and coordinate work days.
6. Decide on plot sizes, then mark plots clearly with the gardeners' names.
7. Plan for a storage area for tools and other equipment, as well as a compost area.
8. Install a rainproof bulletin board for announcing garden events and other messages.
9. Arrange for land preparation--plowing, etc--or ask gardeners to do their own.
10. Lay out the garden to include 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 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 should 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, may be 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 recommended. Synthetic chemicals, including herbicides, pesticides, or chemical fertilizers, may be allowed if 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 her or his plot. Gardeners should compost within their own garden plot or take material home and dispose of it in a yard-waste container. Gardeners should not dump or pile garden materials in common areas.

Bringing food scraps from home to compost in one's plot, including cooked foods, meats, dairy products, eggs, or bones, is strictly prohibited. Compost piles should be regularly turned and watered to promote active composting, and to avoid creating habitat for rats, mice, wasps, and hornets.

6. Well-mannered, leashed dogs may be allowed in the garden. Dog owners should scoop and dispose of any dog waste.
7. Children must be accompanied by an adult while in the garden. Children should not be unsupervised. All gardeners and guests should respect other's space and should not enter or harvest from someone else's plot without permission.
8. Gardeners must be in the garden while watering. Watering should take place only within one's plot and in a way that prevents seepage or flooding into neighboring plots or paths. Water should be conserved by using mulch and by hand-watering plants. The community-garden coordinator should be informed of any water leaks as soon as possible. Water will be turned off after October 31 each year and be turned on by mid-April.
9. Gardeners must keep gates and sheds locked and should not share the combination with others. Notify the community-garden coordinator 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. No trees should be planted nor should invasive or fast-spreading plants such as mint, bronze fennel, comfrey, lemon balm, horseradish, ivy, holly, lesser celandine, marsh marigold, etc. These plants and other noxious weeds should be removed from wherever they are growing.
11. Plot holders must notify the community-garden coordinator if they wish to give up their garden plot. They are not authorized to give their plot to someone else. Garden plots are assigned by the community-garden coordinator 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 the site. Plot holders must notify the community-garden coordinator if they wish to transfer their plot to a co-gardener. Registered gardeners are responsible for keeping their addresses, phone numbers, and email addresses current with the community-garden coordinator.
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 planting to start 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 the 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 coordinators and staff members 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, which will be reassigned.

Dog Parks

PARK TYPES

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 in order to mitigate potential negative impacts in highly-sensitive areas, such as wetlands, riparian areas, high-value habitat areas, and protected watersheds.

Regional dog parks located in natural areas may have fewer amenities than medium- and small- sized dog parks due to their remote location or undeveloped nature. Common amenities may include, but are not limited to: looping unpaved or paved trails (e.g., native soil, gravel, or paved surfacing), gravel or paved parking areas, dog-waste dispensers, trash receptacles, regulatory signage, 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 designated areas if required for ongoing maintenance operations. These 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.

Where possible, community dog parks should be developed with three separately-fenced areas. These include one large area surfaced with quick-growing, fast-healing turf grass that can withstand wear and tear; a second large area surfaced with a non-organic granular material such as decomposed granite (1/2" 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.

Generally, the development of medium and large dog parks is a concern for county agencies, because larger dog parks serve multiple municipalities and more people than smaller dog parks do. Planning, design, and construction of neighborhood dog parks ideally should be the responsibility of individual municipalities.

SITE SELECTION

SITE-SELECTION CRITERIA

Proximity to Other Dog Parks

Proximity to other dog parks should be considered with the intent to locate new community dog parks without significant overlapping of service areas in order to maximize available resources as well as equity. However, the service area identified for each type of park is only 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, suitable locations may be limited.
- Regional dog-park service areas overlap with community and neighborhood dog-park service areas because they have a county-wide 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 compatibility for 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 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 county-wide 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 availability of parklands, off-leash facilities should be balanced by the demands of other recreational 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 (e.g., Humane Society, 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 environmentally-sensitive areas, the following measures should be taken in order to minimize the potential impacts of 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 to natural water elements (e.g., creeks and 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 as the location of 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 viewed as community amenities that are easily accessed by their intended users. For example:

- Community dog parks may have designated or shared parking with adjacent users as well as good path and trail linkages to encourage walking, 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 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 or trail system and connecting regional trails.
- Neighborhood dog parks may have few to no parking spaces if surrounded by residential development and designated as "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 so that they are highly visible to passersby, adjacent users, and the community in general. Techniques for increasing visibility include:

- Locating dog parks adjacent to roadways and streets
- Locating dog parks that can be seen from other locations (e.g., residences, commercial or 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 types of amenities desired by the users. Due to the nature of small- and medium-sized dog parks, they are typically located where existing 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. Wherever possible, dog parks should be located where the 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 on available resources. However, it should be noted that the majority of these items were identified as 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' minimum; paved area	12'x12' minimum; 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
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 minimum; evenly space; near trash receptacles; at entryway	1 per acre minimum; evenly spaced; near trash receptacles; at entryway
Trash Receptacle	at entry area; ¼-mile spacing maximum	1 per acre minimum; at entryway; not near benches or ramadas	1 per acre minimum; 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 minimum; w/benches or tables	optional
Parking	varies based on site conditions	35 paved stalls minimum	optional
Restroom	1 small size; at staging area where possible	1 small size	n / a
Trees	optional	15 per acre minimum	15 per acre minimum
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 is dependent on two key factors: the maintenance of the park and the rules and regulations that govern the park. The following recommendations for maintenance and for policies and regulations are based on research, are not all-inclusive, and should evolve as 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 member 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 the 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 or he interacts with other dogs. Her or his first few visits may be a bit stressful, so keep the visits short and upbeat. Gradually work toward longer visits. First-timer dogs tend to tire very quickly due to the unusual amount of exercise they 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. Although 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 dog's leash as soon as you arrive inside the gate. Mixing leashed and unleashed dogs can create 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 park a neutral territory for your dog. This means she or he is more likely to pass another dog without incident. Limit the time you spend standing or sitting and chatting. When people congregate, some dogs may become protective of their owner 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 one displaying 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 she or he will react before forcing her or 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 her or him.
10. It's best to prevent a dogfight before it happens.

What you should bring to the dog park

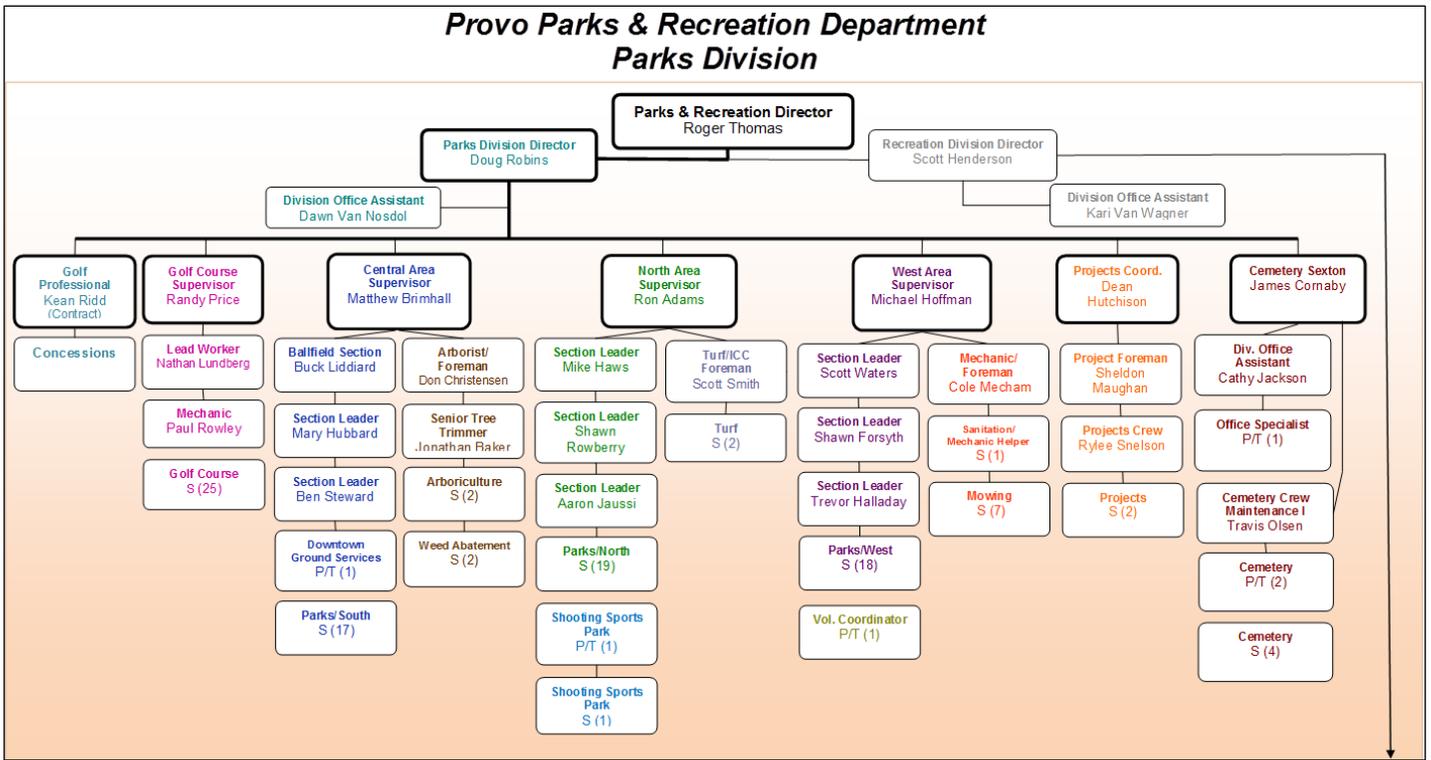
- A leash
- A collar with your dog's identification attached
- Proof of vaccination (especially rabies)
- At least two poop bags
- A first-aid kit (this can be left in your car)
- Citronella spray



What you should not bring to the dog park

- Food or drinks
- Rawhides and pig ears
- Choke, prong, or spike collars (these can injure dogs—or people—while they are 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





Organizational Chart

