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**GRAND JUNCTION CITY COUNCIL  
MONDAY, NOVEMBER 30, 2020  
STREAMED LIVE  
BROADCAST ON CABLE CHANNEL 191  
WORKSHOP, 5:30 P.M.**

*To become the most livable community west of the Rockies by 2025*

**1. Discussion Topics**

- a. Parks, Recreation and Open Space (PROS) Master Plan: Preliminary Plan Presentation
- b. Update on Marijuana Working Group

**2. City Council Communication**

An unstructured time for Councilmembers to discuss current matters, share ideas for possible future consideration by Council, and provide information from board & commission participation.

**3. Next Workshop Topics**

**4. Other Business**

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*What is the purpose of a Workshop?*

The purpose of the Workshop is to facilitate City Council discussion through analyzing information, studying issues, and clarifying problems. The less formal setting of the Workshop promotes conversation regarding items and topics that may be considered at a future City Council meeting.

*How can I provide my input about a topic on tonight's Workshop agenda?*

Individuals wishing to provide input about Workshop topics can:

1. Send an email (addresses found here [www.gjcity.org/city-government/](http://www.gjcity.org/city-government/)) or call one or more

members of City Council (970-244-1504);

2. Provide information to the City Manager ([citymanager@gjcity.org](mailto:citymanager@gjcity.org)) for dissemination to the City Council. If your information is submitted prior to 3 p.m. on the date of the Workshop, copies will be provided to Council that evening. Information provided after 3 p.m. will be disseminated the next business day.

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## Grand Junction City Council

### Workshop Session

Item #1.a.

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**Meeting Date:** November 30, 2020

**Presented By:** Ken Sherbenou, Parks and Recreation Director

**Department:** Parks and Recreation

**Submitted By:** Ken Sherbenou

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### **Information**

#### **SUBJECT:**

Parks, Recreation and Open Space (PROS) Master Plan: Preliminary Plan Presentation

#### **EXECUTIVE SUMMARY:**

The Parks, Recreation and Open Space (PROS) Master Plan has reached the Preliminary Plan phase and is ready for Council consideration and discussion. Of the four phases of the planning process, information gathering, findings presentation, preliminary plan and final plan, this is the preliminary plan presentation. The Findings Presentation in October, rooted largely in the statistically valid community survey, illuminated community priorities. As has been stated all along, the community survey is the driving force in establishing priorities for the PROS Master Plan. These priorities have now been applied to specific projects with the overall goal to advance the Parks, Recreation and Open Space system and sustain and improve service to the Grand Junction Community.

#### **BACKGROUND OR DETAILED INFORMATION:**

The City, working with a consulting group, is forging a parks, recreation and open space master plan derived from public engagement and input. This effort will produce a Parks, Recreation and Open Space (PROS) Master Plan. The Master Plan will provide clear direction for services, facilities and amenities for the next 5 to 8 years.

In 2001, the City of Grand Junction completed the Parks, Recreation and Open Space Master Plan. This was updated as the Parks Inventory in 2011. However, the plan has not been updated since that time. The 2001 plan served the community well with many components having been completed. Towards the end of 2019, Grand Junction

successfully earned a Great Outdoors Colorado Planning Grant that is paying for a majority of the cost of this Master Plan.

This workshop will be the culmination of the bulk of the Master Planning process, and a key step in this phase of the planning. There will also be a widely circulated public forum presentation to the community virtually at 9am on November 30th. The consultant group will also meet virtually with the PROS Master Plan Advisory Committee and the Parks and Recreation Advisory Board, along with staff. The findings from the community survey along with a level of service analysis have determined the concepts described in this preliminary plan. The objective is to meet the highest articulated needs for both outdoor and indoor recreation facilities.

Included in the Council Packet is a draft of the Preliminary Plan. This Preliminary Plan will continue to evolve given comments received during this portion of the planning process. The Final Plan, scheduled for presentation to City Council on December 16th, will reflect input received during this phase.

**FISCAL IMPACT:**

N/A

**SUGGESTED ACTION:**

For presentation and discussion only.

**Attachments**

1. PROS Master Plan





CITY OF  
**Grand Junction**  
COLORADO

PARKS, RECREATION, AND  
OPEN SPACE MASTER PLAN  
DRAFT - NOVEMBER 2020





# ACKNOWLEDGEMENTS

## Mayor and City Council

Mayor Duke Wortmann  
Mayor Pro Tem Kraig Andrews  
Councilmember Rick Taggart

Councilmember Chuck McDaniel  
Councilmember Phyllis Norris  
Councilmember Phillip Pe'a  
Councilmember Anna Stout

## Parks and Recreation Board

William Findlay, Chair  
Marc Litzen  
Gary Schroen  
Lisa Whalin

Byron Wiehe  
Beau Flores  
Austin Solko  
Nancy Strippel

## Parks, Recreation, and Open Space Master Plan Advisory Committee

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Bennett Boeschstein  
Kevin Bray  
Paul Cain  
Ted Ciavonne  
Libby Collins  
Cindy Enos-Martinez  
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# EXECUTIVE SUMMARY GRAND JUNCTION PARKS & RECREATION MASTER PLAN

## Process highlights:

- Over 3,000 people engaged
  - 997 statistically valid Invite community needs survey responses
  - 1,481 Open Link community needs survey responses
  - 350 participants in focus groups & community meetings
  - 339 preliminary survey responses
  - 656 PROS Master Plan website unique page views
  - 4 process update meetings with City Council, Boards, and Committees

## Parks and Recreation Maintains:

- 350 acres of Developed Parks
- 598 acres of Open Space with Recreation Opportunities
- 55 acres of school lands
- 111 acres at cemeteries
- 500+ acres of right-of-ways, medians, and roundabouts
- 20+ miles of hard surface trails
- 37,000 City-owned trees
- 1 indoor pool
- 1 outdoor pool
- Landscaping and exterior grounds maintenance at many City facilities, such as Police and City Hall

**#1 Community-voiced Additional Amenity to be Provided:**  
**Community Center for indoor recreation, aquatic facilities, and community spaces**

## Other Community Priorities:

- Trail connections & expansions
- River conservation, access, and improvements
- Indoor warm water leisure pool

## Top Preferences for New Funding for Priority Projects According to the Community Survey

- 80% Revenue from medical and recreational marijuana
- 79% Grants and fundraising
- 71% Tax on tobacco and vaping

## Issues at Play:

- Preparing for growth
- Providing desired, diverse amenities
- Providing well-routed, safe connections to key destinations
- Recognizing the value of Grand Junction Parks and Recreation
- Leveraging parks and recreation services as economic drivers



## **OBJECTIVES**

These implementation strategies are derived from the 2020 One Grand Junction Comprehensive Plan. The Parks, Recreation and Open Space Master plan seeks to implement these broadly articulated community goals for Parks and Recreation.

### **Goal 1: Provide a safe, well-maintained, and accessible network of parks, open space and trails and recreation services.**

Objective 1.1: Plan for, and construct, parks in areas that do not meet targeted level of service as described in this Parks, Recreation and Open Space Master Plan.

Objective 1.2: Ensure that large subdivisions dedicate and construct new neighborhood parks and/or public spaces.

Objective 1.3: Identify opportunities for preservation of open space, drainageways, and trails that provide connectivity throughout the city.

Objective 1.4: Pursue and prioritize the acquisition and development of the remaining sections of the Colorado Riverfront Trail.

Objective 1.5: Maintain all parks and publicly owned spaces at a level that ensures that these spaces are used safely for their intended purposes and in ways that contribute to the quality of their surrounding contexts. This includes activating spaces that are not being used for their intended purpose through renovation.

Objective 1.6: Utilize best practices and staffing resources to ensure that the department's mission is met and spaces are well-maintained and safe.

### **Goal 2: Ensure parks, recreational and open space facilities and programs meet community needs and equity of location.**

Objective 2.1: Adopt an updated Parks, Recreation, and Open Space Master Plan.

Objective 2.2: Identify and prioritize parks and open space opportunities in areas that are currently underserved.

Objective 2.3: Continue to explore long term funding strategies such as retail sales and processing of marijuana, among others, for parks and recreation programs and facilities including regional sports facilities, a field house, and a community center.

Objective 2.4: Implement the Lincoln Park Stadium Master Plan Adopted January 7, 2021 by the Parks Improvement Advisory Board.

Objective 2.5: Periodically review plans, assessments, programs, and offerings to ensure they continue to meet needs of residents as the population and preferences change over time. Instigate new efforts to meet newly identified needs.

Objective 2.6: Work with partners to identify key properties for future acquisition and conservation that meet multiple natural resource protection and recreation goals in adopted plans.





Objective 2.7: Collaborate with others, such as City boards and commissions, District 51, health, and wellness organizations, and the medical community to expand and increase awareness and advocacy of programs and offerings.

Objective 2.8: Continue to build new or expanded recreational activities/amenities along the riverfront, including expansion of the River Park and improvements to the Western Colorado Botanical Gardens.

Objective 2.9: Expand and increase awareness and advocacy of programs and offerings amongst the general community.

**Goal 3: Foster opportunities that bring people together and that promote economic activity by developing great programs and public spaces.**

Objective 3.1: Continue to redevelop the city's riverfront utilizing both private and public investment.

Objective 3.2: Pursue the capital priorities as listed in this Parks, Recreation and Open Space Master Plan.

Objective 3.3: Identify tools to promote safety in public spaces.

Objective 3.4: Enhance program portfolio to meet community needs.

**Goal 4: Support a lively arts and culture community.**

Objective 4.1: Identify opportunities in capital projects to create locations for or construct/erect public art.

Objective 4.2: Support the implementation of and periodic updates to the City's Strategic Cultural Plan and other City's Arts and Culture Commission planning efforts.

Objective 4.3: Continue to monitor and promote awareness of the economic impact of the arts within the city in partnership with arts and culture organizations.

**Goal 5: Maintain access to public lands at the urban/rural interface.**

Objective 5.1: Evaluate existing trail networks and while funding and planning for new trails and ongoing maintenance of the network.

Objective 5.2: Review Grand Junction Municipal Code to ensure that it provides sufficient flexibility to encourage design innovations that provide open space and protect sensitive environmental resources, scenic vistas, and cultural resources.

Objective 5.3: Maintain strong partnerships between the City and other agencies, non-profits, and jurisdictions that support and maintain recreation opportunities in the Grand Junction area.

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## I. WHERE WE ARE TODAY



## A. Introduction

Grand Junction, Colorado, is the gateway to the mountains and canyon lands of Western Colorado and Eastern Utah. Centrally located between Denver, Colorado (250 miles east), and Salt Lake City, Utah (270 miles west), Grand Junction is surrounded by 1.2 million acres of public lands. Grand Junction also possesses easy access to the Rocky Mountains and western Colorado's incredible landscape. The City of Grand Junction currently covers 39.8 square miles and serves an estimated population of 64,900 people.

In its early years, Grand Junction planned and constructed a system of parks that served its residents very well. Over the last 40 – 50 years, construction of parks failed to keep pace with development, leaving newer neighborhoods without parks. In the early 1990s, a master plan was completed to address this matter. As a result of the 1992 plan, the City took a major step in improving its park system by purchasing vacant land for new parks.

The central purpose of this community-driven, long-range planning project is to create a Parks, Recreation and Open Space (PROS) Master Plan that is derived from citizen and stakeholder input and provides clear direction for services, facilities and amenities for the next 8 to 10 years. This PROS Master Plan is in-step with Comprehensive Plan 2020: One Grand Junction.

The 2020 PROS Master Plan updates the 2011 Park Inventory and Future Needs Assessment and addresses the current and future needs of the Grand Junction community, the City, and the Department.

## B. Community Involvement and Participation

It has been imperative, particularly in the midst of a pandemic, that meaningful community participation in the preparation of the plan occur and that substantial opportunities for citizen participation in the planning process have been provided. Driving the recommendations of this plan are: results of a statistically valid survey, public input from focus groups, community meetings, engagement with City Council and staff, and regular interaction with a City Council appointed PROS Master Plan Advisory Committee.

### Focus Groups and Community Meetings

Initial engagement with the Grand Junction community began July 13-16, 2020, when a series of eleven public input sessions were held to garner input on the state of Grand Junction Parks and Recreation services and facilities. These sessions included one City Council workshop, four stakeholder interviews, three focus groups, two public forums, and four staff discussions. As a best practice during the COVID-19 pandemic, these meetings were held at The Barn in Lincoln Park where face covering and distancing protocols were in place. The exception to this was one staff input session which was held virtually on July 20. The goal of these sessions was to gather information that guided the development of the Community Needs Assessment Survey questions.

During the input sessions, more than 350 people participated from various groups including:

- City Council Members
- Users/community members
- Partner/governmental agency representatives
- City staff
- Youth sports organization representatives



### ONLINE ENGAGEMENT IN RESPONSE TO A PANDEMIC

A preliminary survey, provided stakeholders the opportunity to answer similar questions to the in-person sessions, was posted at <https://gjparksandrecreationplan.com/>. This preliminary feedback provided a foundation for the content and questions asked on the more comprehensive and important community needs assessment survey. It is important to note that the preliminary survey responses gathered from 339 respondents are NOT statistically valid. The preliminary survey was only available to a select group of stakeholders making the results non-representative of the Grand Junction community.

[GjParksandrecreationplan.com](https://gjparksandrecreationplan.com) was also used to provide updates on the planning process and the project timeline. It also served as a platform for presenting project-related materials such as the Findings Presentation in video and document format and the community needs assessment survey report.

For key stakeholders who were unable to attend these sessions in-person whether due to coronavirus concerns or scheduling conflicts, an option to participate in an online survey was offered to garner additional input and validate what was heard in previous sessions.

[GjParksandrecreationplan.com](https://gjparksandrecreationplan.com) was also used to provide updates on the planning process and the project timeline. It also served as a platform for presenting project-related materials such as the Findings Presentation in video and document format and the community needs assessment survey report.



### ENGAGEMENT WITH CITY COUNCIL, BOARDS AND COMMITTEES

Throughout the development of the PROS Master Plan, City Council, Parks and Recreation Advisory Board (PRAB) and the PROS Master Plan Advisory Committee were all engaged at key points in the process – Information Gathering, Findings, Draft Recommendation, and Final Plan - to confirm data received and to ensure the process was achieving engagement goals.

### COMMUNITY NEEDS ASSESSMENT SURVEY

This plan, working with staff, involved an in-depth examination of the current unmet parks, recreation and open space needs, and how to best increase the quality and quantity of service. The most representative way to achieve this was to complete a Needs Assessment using a statistically valid survey.

The community needs assessment survey consisted of two methods of distribution resulting in two categories of respondents:

- The “Invite” Sample: Based on a statistically valid random sampling of registered voters in the City of Grand Junction, this set of respondents is the most important component of the survey program. Paper surveys were mailed to 6,000 randomly selected residents of the City. The survey packet included a cover letter in Spanish and English, a paper survey form, and a postage paid return envelope. The letter described the overall PROS Master Plan process and the importance of the survey to future planning. Recipients of the survey were given the option to complete the survey by returning the paper, or online through a password protected website ensuring one response per selected person.

A total of 997 Invite survey responses were received via paper or online response. Relative to other survey efforts, this level of participation is considered very strong. The high rate of participation resulted in statistical validity, with a margin of error of 3.1%. The results, therefore, are considered representative of the overall opinion of all Grand Junction voters.

- The “Open Link” Sample: An online survey was also made available to residents in the Grand Junction area. Residents were encouraged to go to a website to complete a survey identical to the mailed survey. This Open Link survey was publicized through email lists, newsletters, ads on social media in Spanish and English, public meetings, etc. A total of 1,481 Open Link surveys were received.

### C. Grand Junction Parks & Recreation Today

The City of Grand Junction Parks & Recreation Department operates and maintains 35 developed parks (350 acres), 6 school properties (55 acres), 9 open space – recreation (598 acres), open space – other maintained (443 acres), one golf course (209 acres operated through the General Services Department) and 5 fully or partially undeveloped park lands (285 acres) equating to a total of 1,607 acres of land. The City of Grand Junction owns the following banked future properties that have been designated as undeveloped “park land”:

- Flint Ridge (3.3 acres)
- Burkey Park South (10 acres)
- A portion of Horizon Park (13 acres, some of this acreage is Fire Station #6)
- A portion of Paradise Hills (2.79 acres)
- Saccomano Park (30 acres)
- A portion of Westlake Park (4.5 acres)
- Matchett Park (220 acres)

Major facilities include Lincoln Park Stadium and Complex, two pools (one indoor and one outdoor), Regional Canyon View park and the Las Colonias Park that includes the Amphitheater and the River Park. Two cemeteries are also operated and there are over 37,000 trees on public land across the City. The system includes recreation programs and facilities that provide a level of service of about 170,000 participants visits per year, which averages to nearly 500 people served per day.

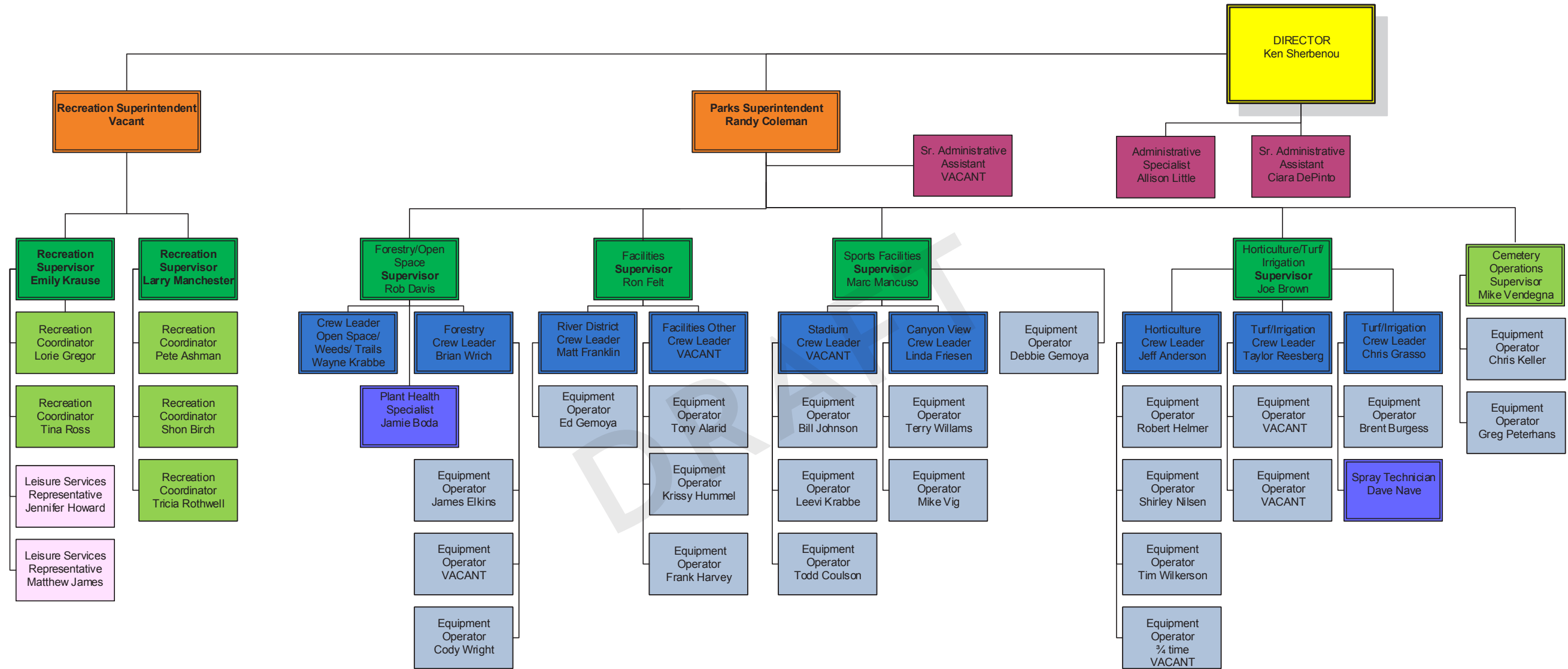
The Department is divided into Administration, Parks Operations, and Recreation Divisions. In 2020, the Department adopted budget totaled \$10,031,928 – a five percent increase over the Department’s 2019 Amended budget. These totals include labor and benefit costs, operating expenditures, and interfund charges (i.e., fleet, IT, liability insurance, medical program). In 2019, Park Operations had one capital outlay budget item for capital equipment for \$28,000.

**Table 1: Department Budget**

|                               | <b>2017<br/>Actual</b> | <b>2018<br/>Actual</b> | <b>2019<br/>Amended</b> | <b>2020<br/>Budget</b> |
|-------------------------------|------------------------|------------------------|-------------------------|------------------------|
| <b>Administration Total</b>   | \$798,183              | \$ 815,296             | \$1,127,872             | \$1,001,801            |
| <b>Parks Operations Total</b> | \$5,642,997            | \$5,760,011            | \$6,087,333             | \$6,547,273            |
| <b>Recreation Total</b>       | \$2,020,226            | \$2,154,308            | \$2,283,291             | \$2,482,854            |
| <b>P&amp;R Total</b>          | <b>\$8,461,406</b>     | <b>\$8,729,615</b>     | <b>\$9,498,496</b>      | <b>\$10,031,928</b>    |

Staffing for the department consists of 52 full-time and approximately 250 seasonal and part-time staff. The department has been recognized as a Gold Medal Recipient – exceeding the highest level of service as determined by the National Recreation and Park Association (NRPA).

Figure 1: Grand Junction Parks & Recreation Organization Chart - November 2020



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## City of Grand Junction Core Values and Vision

### Continuous Improvement

Working together to be the best by challenging the status quo.

### Collaborative Partnerships

We work together using all areas of expertise to achieve a common goal.

### Exemplary Service

We excel at fulfilling the needs of our community through thoughtful interactions.

Vision: To make the City of Grand Junction the most livable community west of the Rockies by 2025.

## Administration

Parks & Recreation Administration is responsible for the overall leadership, coordination, and management of the department. Budget preparation and oversight, payroll, marketing and all personnel functions are coordinated with the Parks and Recreation Administration Division. This office is also the liaison with other City Departments, City Manager, City Council, and other agencies.

## Parks Operations

The Parks Division includes park and trail maintenance, forestry and open space management, horticulture, cemeteries, and sports facilities and is responsible for 35 developed and seven fully or partially undeveloped parks within the City. In addition to developed parks, the division also maintains riverfront and urban trails, open space and street trees within City rights-of-ways.

**Park and Trail Maintenance** – This section maintains turf, irrigation systems, playgrounds, facilities, and park amenities, as well as facilitates maintenance for hundreds of rentals and events in City parks each year. Parks maintains 21 miles of riverfront and urban trails, almost 600 acres of open space – recreation, over 500 acres of open space - other areas maintained (such as City right-of-ways, medians and roundabouts), and facility maintenance for all park locations. Conventional parks are maintained by the facilities, irrigation, and turf teams, while trails are managed by weed abatement and open space/forestry.

The urban trail system provides over 20 miles of hard surface trails for walking, running, and bike riding, within Grand Junction city limits, as well as connecting with other entity-maintained trails. The trail system experiences heavy use from sun up to sun down, seven days a week all year long.

- River Front Trail System – travels along the Colorado River
- Subdivisions Trails – trails traveling through neighborhoods
- Park Trails – travels within a park site and may connect to other trails
- State Trails – state-maintained trails traveling within and outside city limits
- County Trails – county-maintained trails traveling within and outside city limits

Parks/trail maintenance crews are responsible for the maintenance of an estimated 1,000 acres of open space properties. Open space properties are typically connected to BLM land and provide opportunities for recreational activities, such as hiking, single track trail mountain biking, etc.

**Urban Forestry and Open Space** – This division is dedicated to the protection, restoration, and maintenance of Grand Junction’s urban forest and open spaces.

The Urban Forestry Program is responsible for the health, safety, and resiliency of the City’s urban

forest natural resource. Mitigation of tree risk in the interest of public safety within parks and along street public rights-of-way is a top priority for the program. Public tree protection, planting, pruning, removing and plant health care treatments are all under the guidance of the City Forester to ensure the good health and resiliency of over 5,000 park trees, 12,000 street trees, and 20,000 trees within native open space properties. Forestry crews plant—several hundred new park and street trees per year, and continuously seek new innovations to improve the success and establishment of new plantings. While homeowners are responsible for the watering of street trees, the City plants, trims, and controls insects and diseases at no charge to the homeowner.

Grand Junction's urban forest is one of the City's most valuable natural resource assets that gives back to the community through a variety of ecosystem services. Trees in our parks and along city streets help clean the air our community breathes and provides shade that decreases the cooling loads on our energy infrastructure during hot months. The urban forest holds, cleans and infiltrates stormwater, decreasing the load on our storm sewer system. Healthy trees increase property values in neighborhoods, and increase public activity leading to healthier and more socially connected neighborhoods. Grand Junction's Urban Forestry Program has received numerous awards throughout the years, including the National Arbor Foundation Growth Award (15 years), Tree City USA award (37 years), the National Arbor Day Foundation Award for outstanding Arbor Day celebrations (1996, 2005), and the International Society of Arboriculture Gold Leaf Award for outstanding Arbor Day celebrations (1998).

The Open Space program is a relatively young component of the Parks and Recreation Department developing from strong public interest in the value it brings to a city. The program is comprised of two facets; City-owned and maintained natural areas as well as the code enforcement of weed violations on privately-owned properties within the City limits. The code enforcement program receives concerns / complaints regarding overgrown weeds on private and City-owned properties. Weed Abatement staff inspects the complaint, records the problem, and issues a notice of action and fines. The City crew provides weed control on over 500 acres of city owned property and rights-of-way. By default, this program addresses the maintenance of open spaces and unimproved streetscapes due to its focus on weed management. There is a need to further develop the Open Space program to focus new attention towards restoration and protection of higher value native landscapes within City limits, and better connect residents to the beauty and value of the City's natural spaces.

**Horticulture** – Horticulture is responsible for thousands of annual flowers, shrubs and perennials in manicured planting beds. These areas include Lincoln Park, City Hall, the Downtown District, and Visit Grand Junction. Some of the lesser known landscapes include, public safety facilities, right-of-way landscapes on Main Street, North Avenue, 1st Street, 7th Street, the Riverside Parkway, I-70 business Loop, Horizon Drive, and all City parks and facilities. In total, Horticulture manages more than 66 properties and over 121 acres of shrub beds, flowers, and passive landscapes.

**Cemeteries** – The Cemetery division maintains more than 80 acres of lands on Orchard Mesa and at Crown Point Cemetery (Appleton area) and works to maintain a warm, serene setting for eternal remembrance.

**Sports Facilities** – The division maintains high profile sport facilities at Lincoln Park, Canyon View Park, Columbine Softball Complex, and Kronkright Softball Complex. These facilities host more than 5,500 baseball, softball, football, soccer, lacrosse, rugby, track and tennis events each year, as well as, local and regional special events. These events include the 4th of July Extravaganza, High School and University graduations, and the Junior College World Series (JUCO). Suplizio Field is home to the Colorado Rockies Minor League Affiliate, Grand Junction Rockies.

## Recreation

The Recreation Division encompasses programming and facility operation in recreation, aquatics, senior recreation, and arts and culture. The division provides all-age and nearly all ability programs including summer camps, athletics, special events, and general recreation programs.

**Aquatics** – The division manages one year-round swimming pool, Orchard Mesa Pool, which is jointly funded with School District 51 and Mesa County. The division also manages one seasonal pool at Lincoln Park. In addition, the division partners with the Town of Palisade to provide management services for the seasonal Palisade Pool. Aquatics offers traditional program such as swimming lessons and aqua aerobics.

**Recreation** – The Recreation Division provides a wide variety of recreation programming elements for the community serving more than 10,000 participants of all ages and abilities and 400 adult sports teams annually. The division offers traditional programs such as adult and youth athletics, special events, including the Annual Southwest Arbor Fest as well as other growing programs such as pickleball.

## Boards and Commissions

Citizen participation at all levels of the governmental process is valued and encouraged in the City of Grand Junction. Three volunteer board/committees were influential in guiding the development of this plan.

### A) FORESTRY BOARD

The city recognizes the substantial economic, environmental and aesthetic importance of trees within the community. It is the policy of the city to protect its citizens and enhance the community's urban forest through recommended horticultural and arboricultural practices.

The Grand Junction Forestry Board is a five-member board with up to two alternate members which meets monthly to review and determine professional qualifications and competence to engage in the business of cutting, trimming, pruning, spraying or removing trees. The Board, in accordance with City ordinances issues licenses to qualified applicants. The Forestry Board serves in an advisory capacity to the City Forester making recommendations to the City Council for the adoption of rules and regulations pertaining to the tree service business in the City. The Board is a governing body hearing complaint issues from citizens related to the tree service performed within the city limits. Community outreach and education about the value of trees and the urban environment is an important mission of this board.

### B) PARKS AND RECREATION ADVISORY BOARD (PRAB)

PRAB is a City Council appointed board of citizen representatives who meet monthly. PRAB's role is to advise City Council on issues related to Parks and Recreation. These representatives also serve as a sounding board by engaging staff to understand operations and support the continued growth and maintenance of the community's parks and recreation system. PRAB was involved from the beginning of this planning process, and had several members present at each of the public meetings. The Parks and Recreation Advisory Board's role, as a volunteer board, is to assist in the planning and development of the City's park system. Their presence and support of the PROS Master Plan project was a necessity for the overall success of the project. The Board's guidance and expertise is strongly valued during all stages of planning and of park improvement and/or development.

### C) ARTS AND CULTURE COMMISSION

The division strives to enhance the quality, quantity, accessibility, and affordability of arts and culture for the citizens of Grand Junction and the surrounding valley. The division serves as the staff support for the Arts and Culture Commission responsible for the 1% for the Arts Program and the annual community

grant program. The Parks and Recreation Department has a staff person who is the liaison to the Commission and facilitates many of its activities.

#### **D) PARKS IMPROVEMENT ADVISORY BOARD (PIAB)**

PIAB is a partnership organization that is comprised of the Grand Junction Baseball Committee (who organizes the annual Junior College World Series at the Lincoln Park Stadium), the City of Grand Junction, Mesa County, School District #51 and Colorado Mesa University. This Board support capital projects throughout the City and the County, with a focus on the Lincoln Park Stadium Complex.

#### **E) PROS MASTER PLAN ADVISORY COMMITTEE**

The PROS Master Plan Advisory Committee is a group of community members appointed by Council who provided continual feedback throughout the Master Plan process. Application to this committee was broadly circulated resulting in over 40 applicants. The Advisory Committee, along with the Parks & Recreation Advisory Board, was centrally involved in ensuring this plan is community driven.

### **Relevant Plans**

Several planning documents informed this PROS Master Plan, which connects previous planning efforts to the PROS Plan.

#### **A) COMPREHENSIVE PLAN 2020 & 2019 GRAND JUNCTION STRATEGIC PLAN**

The central purpose of the Strategic Plan is to provide the City of Grand Junction with a tool guiding goal setting and strategy that is in use until the City's Comprehensive Plan is adopted by elected officials. This Strategic Plan incorporates the priorities identified as most important by City Council. It is anticipated that the City's long-range plan, Comprehensive Plan 2020: One Grand Junction, will be adopted by the end of 2020 – in-step with adoption of this Parks, Recreation and Open Space Master Plan.

The Strategic Plan establishes four guiding principles, four strategic directives, and key initiatives that bring about action in support of the directives.

#### **Guiding Principles**

- Partnerships & Intergovernmental Relationships
- Fiscal Responsibility
- Communication & Engagement
- Leadership

#### **Strategic Directives & 2020 Parks & Recreation Department Initiatives**

##### *Planning & Infrastructure*

- Development of Horizon Park
- Maintaining 37,000+ street and park trees
- Colorado West Land Trust land acquisition for Lunch Loops
- Riverfront Trail repairs

##### *Diversification of our Economic Base*

- Provision of facilities which are economic drivers:
- Las Colonias Park
- Stadium's Support of Colorado Mesa University, D51

##### *JUCO, GJ Rockies*

- Canyon View Tournaments
- Support of Downtown Grand Junction
- Greater Grand Junction Sports Commission

### *Connectedness through Community Building*

Engagement with Boards and Commissions:

- Forestry Board
- Arts & Culture Commission
- Park Improvement Advisory Board (PIAB)
- Parks and Recreation Advisory Board (PRAB)
- Support of DDA and CWLT GOCO Grant Projects

It is the aim of this master plan to develop recommendations that support the strategic directives and Comprehensive Plan 2020: One Grand Junction, by providing a vision for great public spaces that are connected by trails infrastructure.

### **B) 2019 LINCOLN PARK STADIUM RENOVATION AND MASTER PLAN**

The Parks Improvement Advisory Board (PIAB) led the charge with the creation of the 2019 Lincoln Park Stadium Master Plan. This creates intention for making renovations and improvements based on a short-term (2-4 years), mid-term (10-12 years) and long-term (12+ years) priority basis. Short-term priorities include enhancing entry points, circulation, and seating at the stadium; upgrades to stadium features; outfield surface improvements; parking and pedestrian improvements increasing the parking from 415 to 500 spots; and, infrastructure upgrades. Short-term improvements are estimated to cost \$9.4-11 million. Medium and long-term improvements are estimated to cost a total of \$22.4-24.8 million.

### **C) 2018 COMMUNITY CENTER FEASIBILITY STUDY**

Beginning in November 2017 People for Local Activities and Community Enrichment (PLACE) partnered with the City to investigate a new community center. Along with a consultant team, the group conducted a robust community outreach process. Hundreds of members of the Grand Junction community participated in stakeholder meetings, focus groups, community presentations, two community open houses, and a statistically valid survey. The conclusion of the process was strong--there is an unmet need in Grand Junction for a community center. Matchett Park was the preferred site. The following primary programming components were preferred:

- Community meeting rooms
- Indoor pool(s)
- Gymnasium
- Indoor walking track
- Individual and group fitness
- Child watch and party rooms
- Administrative and support spaces

Concept estimates for an indoor facility at Matchett Park totaled:

- Estimated building area 70,900 SF
- Estimated building height 2 stories
- Estimated total project cost \$40,700,000 (include soft costs, contingency, etc.)

This feasibility study led to Measure 2C on the April 2, 2019 ballot. This 0.39 percent sales tax measure was voted down 45 percent “yes” and 55% “no.” This ballot proposal included two sites where improvements would be made: a 98,000 square foot community center at Matchett Park and the surrounding park development of 75 acres; and, renovation of the 32,265 square foot Orchard Mesa pool. The total project cost for the new community center, development of the surrounding park, and the Orchard Mesa pool renovation was \$79 million.

#### **D) 2011 PARK INVENTORY AND FUTURE NEEDS ASSESSMENT**

The purpose of the 2011 inventory and assessment report was to develop an extensive inventory of the existing amenities. Future needs of the community were identified, assessed, and anticipated and to ensure the community's needs could be met through proper planning. The assessment re-evaluated outstanding issues based on the circumstance and conditions in 2011, and was intended to be a mechanism to address the community needs.

#### **E) 2014 MATCHETT PARK MASTER PLAN**

The 2014 Matchett Park Master Plan helped prioritize the community's vision and goals for the future of the park. Since Matchett Park was acquired, two sizable parks have been developed in the Grand Valley: Canyon View Park, in 1997, and Long Family Memorial Park in 2006. These two parks have been extremely beneficial to the entire valley; however, multipurpose field rentals increased 130% and shelter rentals increased 123% from 2006 to 2014. Usage rates identified these amenities as insufficient and not capable of keeping pace with the increasing demands from outdoor recreational user groups.

The dense neighborhoods surrounding Matchett Park were recognized as having only 7.8 acres of park that are accessible without crossing Patterson or going much further east or west. In 2012, City Council directed staff to complete a master plan for the park based on these pressing needs. The City was successful in obtaining a Great Outdoors Colorado grant to fund 75% of the total master planning cost. Matchett Park was identified as the park site to serve as a critical north-central location for regional activities.

#### **F) MESA COUNTY COMMUNITY HEALTH NEEDS ASSESSMENT 2018-2020**

In collaboration with Colorado Canyons, Community Hospital, St. Mary's Medical Center, and West Springs Hospital, Inc., Mesa County Public Health conducted a health needs assessment to understand the health status of the county's population. The assessment presents information and analysis on health indicators and identifies areas of concern. It develops understanding of the population groups experiencing significant differences in health outcomes and the barriers impeding their access to resources and opportunities. This assessment offers relevant data regarding physical activity, transportation, nutrition, and mental health.

#### **G) 2015 PATHWAYS TO NATURE**

Conducted for Mesa County Health Department by Colorado Mesa University, Pathways to Nature sought to understand county residents' perceptions and barriers regarding access to nature. The 2015 study, based on engagement with residents, found a number of challenges preventing people from connecting to nature.

##### *Challenges to Connecting with Nature*

- Time it takes to go outdoors
- Safety at playgrounds
- Cost of equipment, transportation, participation fees, etc.
- Proximity to outdoor recreation sites
- Transportation
- Technology
- Lack of awareness
- Lack of facilities such as bathrooms
- Cultural barriers
- Uneven distribution of green infrastructure city wide



Pathways to Nature provided suggestions for outdoor programs, reducing cultural barriers, park improvements, and ways to alleviate costs.

#### **H) 2020 BICYCLE/PEDESTRIAN TRANSPORTATION PRIORITIES LIST**

The Urban Trails Committee acts in an advisory capacity to the Grand Junction City Council on matters pertaining to safe, convenient and efficient movement of pedestrians and bicyclists of all ages and abilities through the community, as well as other forms of transit. One of the Urban Trail Committee's (UTC) main responsibilities is to review the City's active transportation network on an ongoing basis and recommend enhancements for the purpose of increasing the extent and connectivity of well-maintained sidewalks, bike lanes, and pathways within the urbanized area that emphasize safety, connectivity, and efficiency for multimodal users of all ages and abilities. The list below has been extracted from the 2020 UTC priorities list and focuses on connections which necessitate the inclusion of Grand Junction Parks & Recreation due to current or future responsibility for maintaining the connection. These are listed in priority order and should be pursued by the department as it implements this master plan.

- Westlake Park Access
- Audubon Trail Asphalt Section
- Dos Rios Bicycle/Pedestrian Bridge
- Broadway Trail
- South Camp Road Trail
- Colorado Riverfront Trail Connector – West Orchard Mesa Bridge
- Riverfront Trail Redlands Boat Ramp Asphalt Section
- Redlands Parkway Trail
- The Ridges Trail System
- Orchard Mesa Irrigation District Canal Trails
- Portland Loo-style Bathrooms Downtown

#### **Partners & Intergovernmental Relationships**

Grand Junction Parks & Recreation partners with an array of community organizations, regional agencies, and sports user groups to fulfill its mission and deliver services.

#### **LIST OF KEY PARTNERS & INTERGOVERNMENTAL RELATIONSHIPS:**

- Grand Valley Park & Recreation Foundation
- School District 51
- Colorado Mesa University
- Mesa County
- Strive
- Greater Grand Valley Sports Commission
- Commission on Arts & Culture
- Parks and Recreation Advisory Board
- Parks Improvement Advisory Board
- Forestry Advisory Board
- Downtown Development Authority
- Bureau of Land Management
- National Parks Service
- United States Forest Service
- Grand Junction Area Chamber of Commerce
- Junior College Baseball World Series
- Grand Junction Rockies
- Rivers Edge West
- Pinnacle Venue Services
- Colorado West Land Trust
- Western Colorado Conservation Corps
- Grand Junction Economic Partnership
- One Riverfront

#### **SPORTS USER GROUPS:**

- Fire FC
- Thunder Mountain Soccer
- Grand Junction Tennis Club
- Western Slope Pickleball Club
- Grand Valley LAX
- Grand Valley Adult Soccer
- Grand Valley Youth Football
- NZone Sports
- Mavs Sports Club

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## II. THE FUTURE OF PARKS, RECREATION, AND OPEN SPACE IN GRAND JUNCTION



## A. Community Profile

It should be noted that Grand Junction provides active recreation programs and facilities for a large portion of Mesa County, not just those residing within city limits. The data referenced throughout this section is sourced from Esri Business Analyst, which are point estimates for the current (2020) and forecast years (2025). Esri balances the Census 2010 against local data sources such as building permits, residential postal delivery counts, and county data from the Internal Revenue Service to generate estimates. Population projections are derived from a combination of models and data sources on both a local and national level. The complete Demographic Profile has been provided as a Staff Resource Document.

### Population within City Limits

While most of the data in this report is sourced from the Urban Development Boundary, it is important to also note the population of the current city limits. The City population numbers are listed below along with the annual growth rate.

**Table 2: City of Grand Junction Population Estimates**

|  | City of Grand Junction |
|--|------------------------|
| 2000 Total Population                    | 48,221                 |
| 2010 Total Population                    | 59,471                 |
| 2020 Total Population                    | 66,764                 |
| 2025 Total Population                    | 69,829                 |
| 2010-2020 Population: Annual Growth Rate | 1.13%                  |
| 2020-2025 Population: Annual Growth Rate | 0.90%                  |

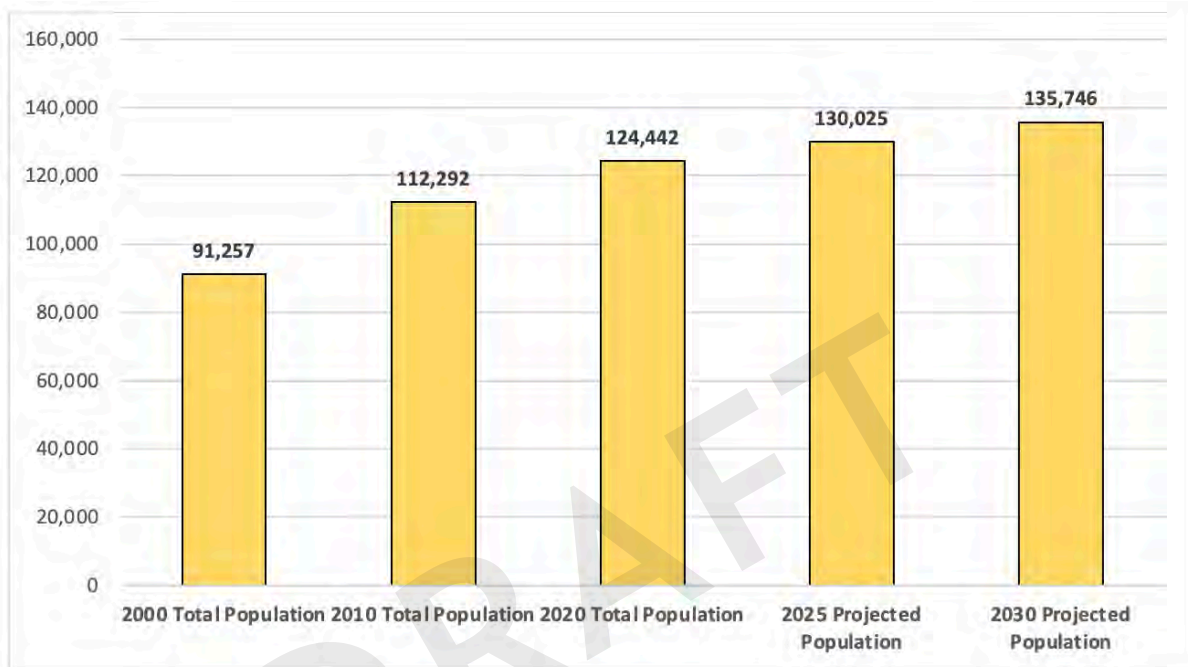
Source: Esri Business Analyst



### Population within the Urban Development Boundary

For the purposes of future planning, the geographic boundary of the City’s service area has also been matched with the City’s Comprehensive Plan which utilizes the Urban Development Boundary (UDB) to determine demographic data. By 2025, the UDB population is projected to reach 130,025 with a growth rate of 0.88 percent per year. If that growth rate continues, the population could reach over 135,000 within the UDB by 2030.

**Figure 2: Grand Junction Urban Development Boundary Population Trends from 2000 to 2030**



Source: Esri Business Analyst



## B. Benchmarking Analysis

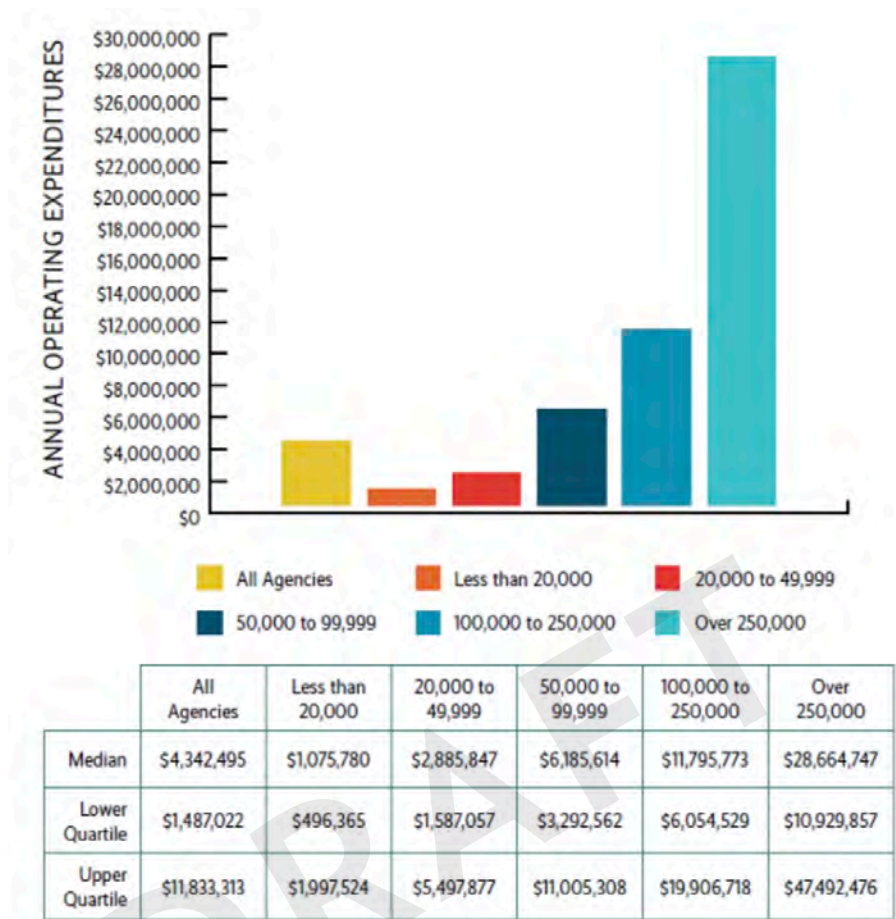
NRPA offers recommended guidelines for acreages of park development, as well as the amenities that should be provided to communities based upon population. The City of Grand Junction parks system currently totals 1,607 acres which includes 350 acres of developed parks; 598 acres of open space parcels which offer recreation opportunities; 55 acres of D51 school sites used via intergovernmental agreements; and 111 acres of cemeteries. This number falls well-above the NRPA recommended 490 acres for 63,597 residents (based on NRPA’s 7.7 acres per 1,000 residents). Additionally, there is a vast amount of public recreation land adjacent to the City. Families, businesses, and organizations are drawn to Grand Junction and Mesa County due in large part to the abundance of outdoor recreation opportunities, both within and outside of the City limits. Grand Junction compares favorably with similar size communities in the United States related to outdoor facilities. Indoor facilities, however, are lacking from a community and public recreation perspective. It is the largest community on the western slope of Colorado yet the only sizeable City or town to lack a multi-purpose indoor Community Center.

**Figure 3: 2020 NRPA Agency Performance Review Acres of Parkland per 1,000 Residents**



According to NRPA’s 2020 Agency Performance Review, the median annual operating expenditure of developed park and non-park sites managed is \$7,160 per acre. Parks and Recreation is responsible for managing 1,607 acres of developed park and non-park sites (excludes golf, undeveloped parks, and open space properties managed for weed abatement and as right-of-way). At \$7,160 per acre, the budget should be \$11,534,760 according to NRPA benchmarking. The Parks Operations budget for labor, benefits, and operating expenses is \$5,412,398 in 2020. According to NRPA standards, Grand Junction Parks & Recreation is below the median in annual operating expenditures.

Figure 4: 2020 NRPA Agency Performance Review Annual Operating Expenditures



### C. Community Needs Assessment

This plan used three different types of surveys to achieve different but related goals. The first, the online preliminary survey, was designed as an explorative tool for more open-ended feedback from 334 key stakeholders who could not attend a July 13-16 public input session in-person. The second, the statistically valid survey, was designed as a more precise tool to prioritize investment and ensure results were representative of resident needs by reaching a broader array of community members. The third, the open link survey, was made available to all residents and was used to acknowledge any variances between it and the statistically-valid survey. While all samples are important, particular attention should be given to the statistically-valid random invite sample as it best represents registered voters in the City of Grand Junction.

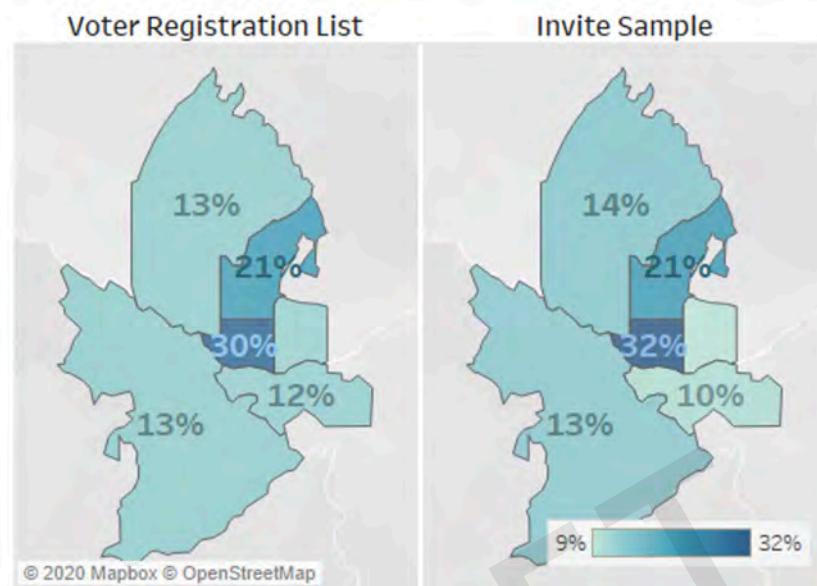
#### Statistically-Valid (Random Invite) Survey

A paper version statistically-valid survey packet was mailed to 6,000 rented and owned households within city limits. Based on a statistically valid random sampling of registered voters in the City of Grand Junction, this set of respondents is the most important component of the plan’s engagement program. This group of responses is categorized as the “Invite” sample.

The survey packet included a cover letter in English and Spanish, a paper survey form, and a postage paid return envelope. The letter described the overall Parks and Recreation Planning process, and the importance of the survey to future planning. Recipients of the survey were given the option to complete

the survey by returning the paper version or online using a password protected website ensuring only one response per selected person.

**Figure 5: Distribution of Registered Voters and Invite Sample Respondents**



Of the 6,000 randomly selected households, a total of 997 statistically valid surveys were received. The high rate of participation resulted in statistical validity, with a margin of error of 3.1%. The results, therefore, are representative of the overall opinion of all Grand Junction voters.

### Open Link Survey

Two weeks after the Invite survey was initiated, all Grand Junction residents were encouraged to go to a website to complete a survey that was identical to the statistically valid (Invite) survey. This Open Link survey was publicized through email lists, newsletters, ads on social media, public meetings, etc. A total of 1,481 Open Link surveys were received. Throughout this Overview, the results of both samples are shown, along with an “Overall” category that combines both sources of responses. While both samples (groups of respondents) are important, particular attention should be given to the Invite sample, as again, it best represents registered voters in the City of Grand Junction.

### How the Word Got Out:

#### WEB

- Social media, e-blasts, City website, GJParksandRecreationPlan.com
- 652 unique pageviews on GJ.org’s PROS Master Plan web page

#### MEDIA

- The Daily Sentinel, radio

## Key Themes & Issues

Eight themes emerged from the numerous public input events and surveys completed as part of this planning process. Those themes along with the priority needs, citywide goals, and operational analysis form the basis of the recommendations and Strategic Action Plan to follow.

### A) OUTCOMES OF COVID-19

What is the single outcome of the pandemic that will have the greatest impact on the future of parks and recreation facilities and services?

- #1 Funding will be less available (budget implications)
- #2 Understanding parks and recreation is a good investment and has value
- #3 Increase in homeless population
- #4 Increase in user conflicts due to increase visitation

### B) SATISFACTION WITH CURRENT QUALITY OF SERVICES

- 83% Satisfied – very satisfied with City parks
- 70% Satisfied – very satisfied with recreation facilities
- 67% Satisfied – very satisfied with recreation programs and services

About 800 respondents provided additional comments on their responses to this question with various needs identified, including most specifically a desire for a community center and/or associated indoor facilities.

### C) WHAT KEEPS YOU FROM USING SERVICES

What keeps you from using the local parks and recreation programs/facilities as frequently as you would like?

- 29% Lack of awareness of services offered
- 21% Lack of facilities and amenities
- 18% Crowding/not enough space
- 15% Cost/user fees
- 12% Don't have the programs I want
- 10% Hours of operation don't work for me
- 9% Too far away/inaccessible

Respondents were given the opportunity to elaborate on their responses in open-ended comments.

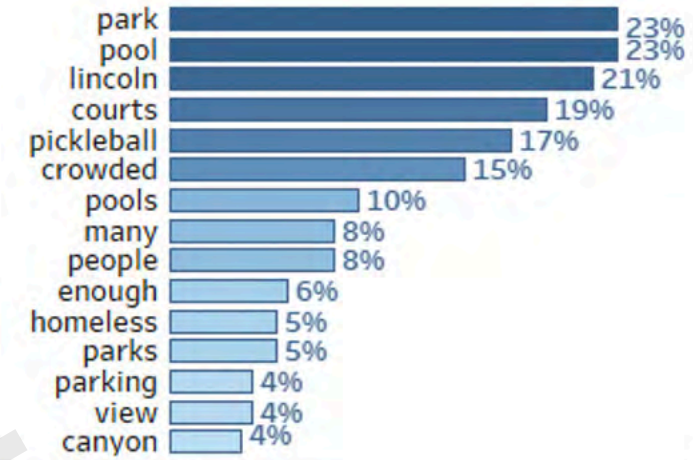
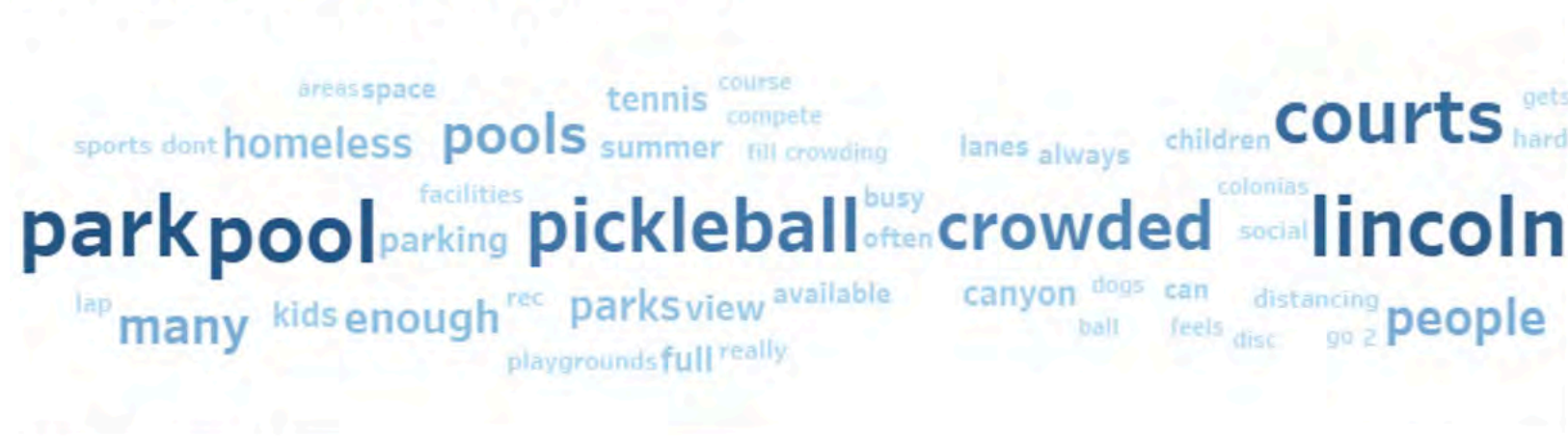
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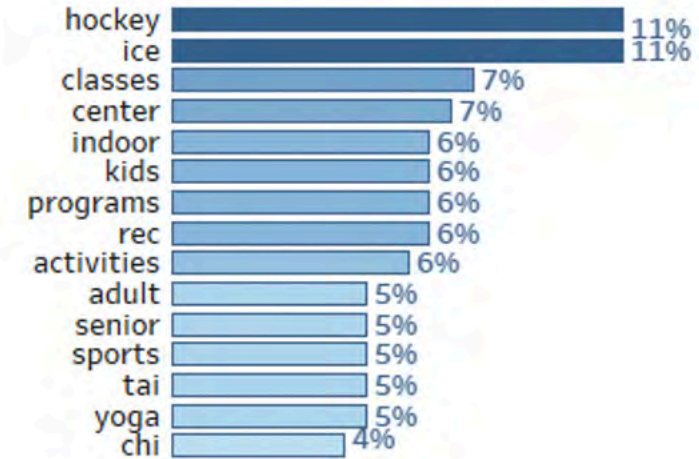
Figure 6: Open-ended Comments

Crowding/not enough space (such as:)



168 comments :

Don't have the programs I want (such as:)



187 comments :



## D) COMMUNICATIONS

How effective is the City of Grand Junction at reaching you with information on parks and recreation facilities, services, and programs?

- The average rating of the Invite sample was 3.2, slightly above neutral.

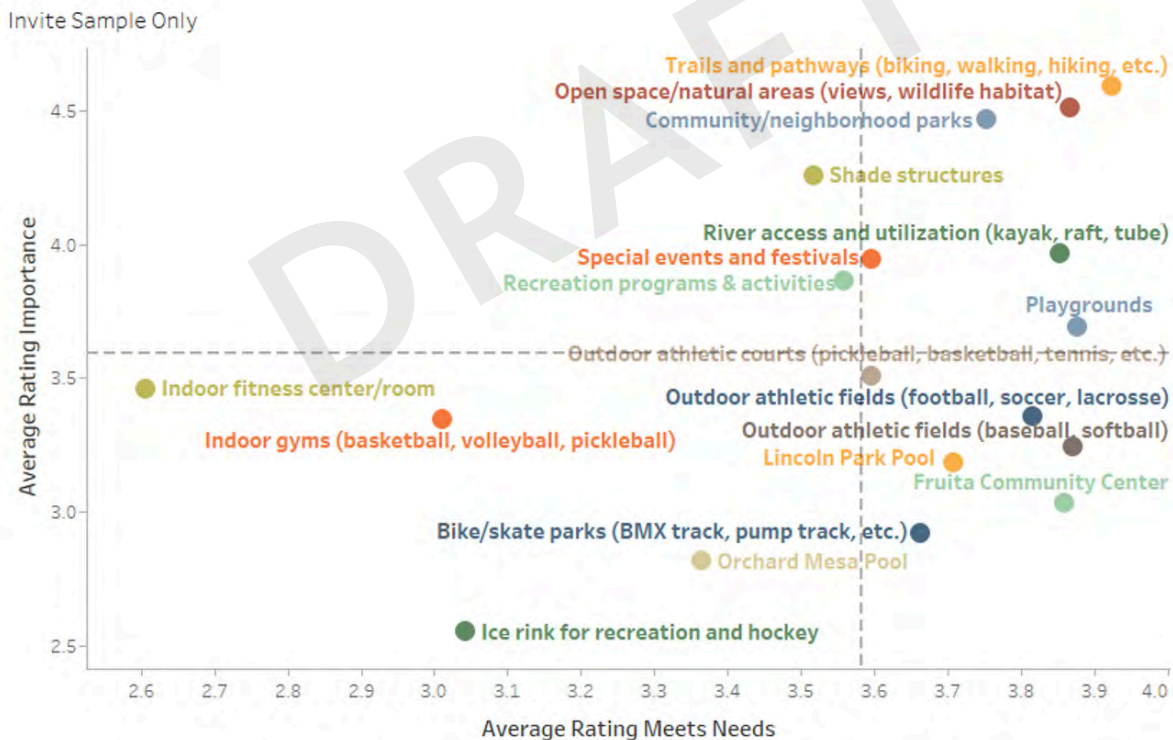
What is the best way for you to receive information?

- 44 or younger prefer social media, email, and the Activity Guide
- 45-64 prefer the Activity Guide and email
- 65+ prefer local media, the Activity Guide, and email

## E) WHAT'S IMPORTANT AND ARE NEEDS BEING MET

Facilities and services that are very important and performing well include the three categories identified as most important to households: trails, open space, and community/neighborhood parks. In contrast, “shade structures” and “recreation programs and activities” received above average importance ratings but below average needs-met ratings. These may be two key areas for improvement. Indoor fitness center/room and indoor gyms (basketball, volleyball and pickleball), while slightly below average in terms of importance, received the lowest average needs-met ratings by a significant margin.

Figure 7: Importance – Needs Met Matrix



Source: RRC Associates and GreenPlay



**Figure 8: Reading the Importance – Needs Met Matrix**



**F )FUTURE PRIORITIES**

New/additional facilities

- 63% Community Center
- 57% Trail connections and expansions
- 43% River conservation, access and improvements

Indoor recreation amenities

- 55% Indoor warm water leisure pool
- 47% Fitness and weight center
- 44% Indoor walk/jog track
- 42% Indoor multi-use gymnasium

**G) TOP PRIORITY IS A COMMUNITY CENTER**

Overall, there is strongest support for an indoor community center, with 81% of Invite respondents and 86% percent of Open link respondents rating it important or very important. Just 4% of respondents feel that “any additional community or recreational facilities are not needed by their family or the community.”

The survey showed particularly strong support for a community center by younger households, and those with children at home, but all demographic segments rated viewed the community center favorably.

What site do you prefer as the primary location for further evaluation of a potential community center?

- 58% Lincoln Park
- 21% Matchett Park
- 5% Another site
- 17% Need more information

Open-ended comments show that those who indicated they need additional information suggested that they would want to know more about the community center’s specific program offerings. This is understandable given residents commonly want to know what will be available to them and their family prior to supporting a large capital project.

**H) FUNDING MECHANISMS’ TOP CHOICES**

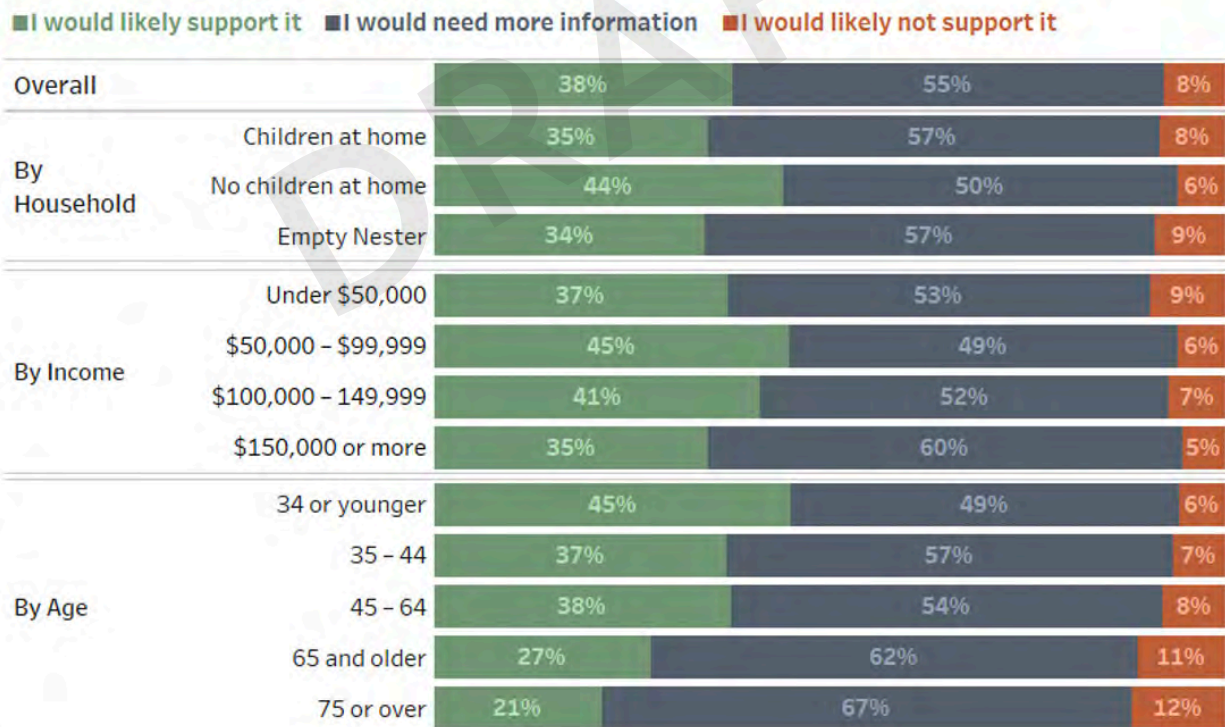
The funding mechanisms likely to garner the most voter support are revenue from medical and recreational marijuana, grants and fundraising, and a tax on tobacco and vaping.

- 80% Revenue from medical and recreational marijuana
- 79% Grants and fundraising
- 71% Tax on tobacco and vaping

Exploring the survey responses by three key variables, household makeup, income, and age provides additional insight on community opinion about a tax increase. Age is the strongest predictor of opinions. These results should be considered when planning for an election.

**Figure 9: Opinion Regarding Tax Increase by Key Variables**

**Q 24: If a Community Center emerges as the top priority, which statement best describes your opinion regarding a tax increase to fund the construction, maintenance and operation of a Community Center (if and when funded, it would not open for at least 2 years)?** Invite Sample



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### III. PARK CLASSIFICATIONS AND LEVEL OF SERVICE ANALYSIS





## A. Park Classifications

The City of Grand Junction Parks and Recreation Department classifies parks based on NRPA standards in combination with modifications made by City staff based on the assets, size, location, and specific needs of park users.

The system is broken down into the following acreages and number of facilities by classification.

**Table 3: Acres by Classification**

| Classification Type                 | Acreage            | Number of Facilities |
|-------------------------------------|--------------------|----------------------|
| Developed Parks                     | 350                | 35                   |
| Golf (operated by General Services) | 209                | 2                    |
| Open Space – Recreation             | 598                | 9                    |
| Schools (IGA)                       | 55                 | 6                    |
| Undeveloped Parks                   | 285                | 5                    |
| Cemeteries                          | 111                | 2                    |
| <b>System Total</b>                 | <b>1,607 acres</b> | <b>60 facilities</b> |

It should be noted that Grand Junction Parks & Recreation maintains an additional 443 acres of maintained “open space” lands and weed abatement areas; however, further work within the GIS database needed to ensure there is no duplication of acreage and no inclusion of buildings.

*Note: All acreages are approximate and are based on GIS data provided and maintained by the City of Grand Junction.*

### MINI PARK

#### LESS THAN ONE ACRE:

Mini parks provide limited assets and recreational opportunities, which generally serve a ¼ to ½ mile radius in a residential neighborhood.

- Autumn Ridge Park - Ridges
- Cottonwood Meadows Park
- Hidden Valley Park – Ridges
- Hillcrest Park
- Tot Lot - Ridges
- Williams Park

### SMALL NEIGHBORHOOD PARK

#### 1 - 5 ACRES:

Small to mid-size neighborhood parks provide active and passive recreational opportunities. Small neighborhood parks generally contain numerous amenities such as; playground equipment, shelters, basketball courts, softball diamonds, restroom facilities, as well as open green space areas for picnicking. Small Neighborhood Parks generally serve a ¼ mile to 1-mile radius in a residential neighborhood.

- Darla Jean Park
- Duck Pond Park- Orchard Mesa
- Duck Pond Park – Ridges
- Emerson Park
- Hawthorne Park
- Honeycomb Park
- Monument Village Open Space – HOA Facilitated



- Paradise Hills Park
- Spring Valley I Park
- Spring Valley II Park
- Riverside Park
- Washington Park
- Whitman Park

### **LARGE NEIGHBORHOOD PARK**

#### **5 - 15 ACRES:**

Large neighborhood parks provide mostly active recreational opportunities and generally contain numerous amenities such as, playground equipment, shelters, basketball courts, softball diamonds, walking/jogging paths and restroom facilities, as well as open turf for pickup games / practices, picnicking, and a unique component such as a skatepark. Large neighborhood parks tend to be destination parks due to the uniqueness of amenities.

- Eagle Rim Park
- Pineridge Park
- Rocket Park
- Shadow Lake Park
- Westlake Park
- Wingate Elementary Park

### **SPECIAL PURPOSE PARK**

#### **VARY IN SIZE:**

Special purpose parks focus on a specific use to the community, such as a trail head, road way right-of-way green space or open space.

- Lilac Park
- Tiara Rado Golf Course (managed by General Services)
- Lincoln Park Golf Course (managed by General Services)

### **COMMUNITY PARK**

#### **10 ACRES OR LARGER:**

Community parks provide active recreational opportunities and contain numerous amenities such as, playground equipment, shelters, basketball courts, league orientated softball complex, walking jogging paths and restroom facilities but focus on serving community-wide recreational needs. Community parks have facilities for organized / team sports, large group picnicking, special events, and generally serve a 1.5- mile radius and the entire community as well as groups and park visitors outside of city limits.

- Columbine Park
- Sherwood Park

### **REGIONAL PARK**

#### **20 ACRES OR LARGER:**

Regional parks are the most active and utilized parks within the park system focusing on community and regional activities and events. Regional parks generally provide many diverse amenities and fill many needs that the other park facilities such as a swimming pool and hosting a 10,000-attendee event attracting participants from all over the country.

- Canyon View Park
- Lincoln Park
- Las Colonias Park

## **OPEN SPACE – RECREATION**

Open Space park lands are maintained primarily for natural area, habitat, wildlife, community buffer, and view preservation values. In Grand Junction, these may include interpretive signage, passive recreation opportunities, pathways and trails, trailheads, access to natural habitats, restrooms, benches, picnic areas, and culturally sensitive areas. Properties currently in this classification type are:

- Botanic Gardens Open Space
- River Park at Las Colonias
- Leach Creek Open Space
- Ridges Open Space
- South Rim Open Space
- Three Sisters Bike Park
- Tiara Rado Open Space
- Watson Island Open Space

## **UNDEVELOPED PARK LANDS**

Park land acquired specifically for future recreational opportunities. Undeveloped park land is a key component to the development of a long-term master plan. Undeveloped park land opens the possibilities of designing and developing park which will help meet future community needs as well as provide possibilities for amenities such as an arboretum, outdoor theater, recreation center.

- Flint Ridge, 3.3 acres, Small Neighborhood Park
- Burkey Park South, 10 acres, Large Neighborhood Park
- Horizon Park, 13 acres, Large Neighborhood Park
- Saccomano Park, 30 acres, Large Neighborhood /Community / Special Purpose Park
- Westlake Park, 4.5 acres, Large Neighborhood Park
- Matchett Park, 207 acres, Regional Park

## **INTERGOVERNMENTAL AGREEMENTS (IGA)**

The City of Grand Junction prides itself in its partnership with School District 51, by forming successful Intergovernmental Agreements (IGA) for the joint use of school facilities. Bookcliff Activity Center: The Bookcliff Activity Center, located at Bookcliff Middle School, is a great example of a successful intergovernmental collaboration with the City of Grand Junction and School District 51.

Intergovernmental Agreements currently exist for the following properties:

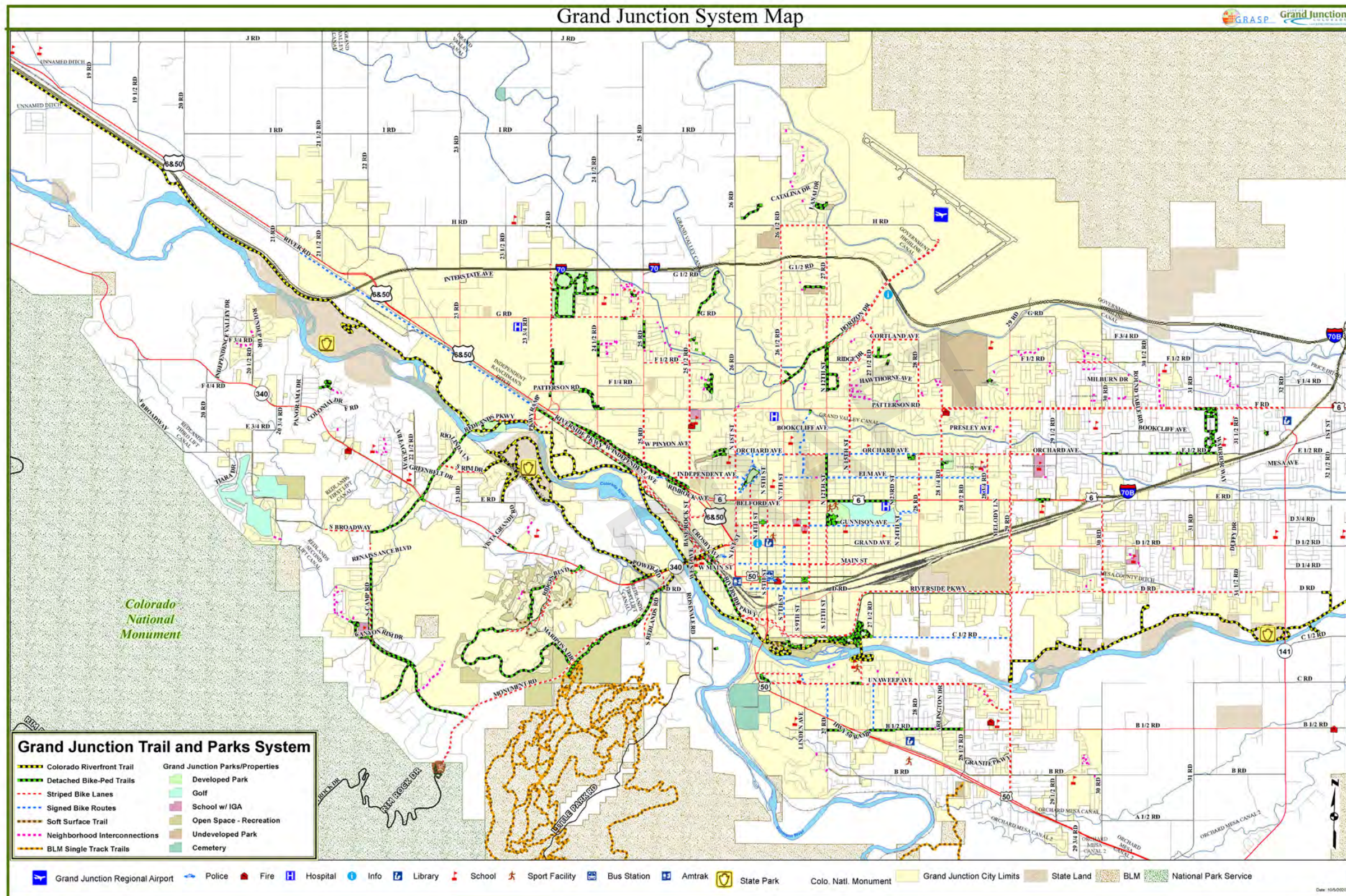
- Bookcliff Activity Center
- Chipeta Elementary School
- East Middle School
- Pear Park Elementary School
- Pomona Elementary School
- Wingate Elementary School
- Orchard Mesa Pool

## **B. Inventory & Level of Service Analysis**

Parks and facilities were inventoried and assessed by staff for function and quality in September 2020 using the GRASP®-IT audit tool. This tool classifies park features into one of two categories: components and modifiers. A component is a feature that people go to a park or facility to use, such as a tennis court, playground, or picnic shelter. Modifiers are amenities such as shade, drinking fountains, and restrooms that enhance comfort and convenience. Larger maps are provided in the **Appendix C**.



Figure 10: Grand Junction Trails & Parks System Map





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## **Inventory**

An inventory was created by Grand Junction Parks & Recreation staff to evaluate all major components found within each developed park, all city- maintained schools with an intergovernmental agreement, and banked future park land within the Urban Development Boundary.

## **Level of Service**

Level of Service (LOS) measurements evaluate how parks, open spaces, and Grand Junction facilities serve the community. They may be used to benchmark current conditions and to direct future planning efforts. LOS measurements evaluate how parks, open spaces, and Grand Junction facilities serve the community. These measurements can then be used to benchmark current conditions and to direct future planning efforts.

### **A) NEIGHBORHOOD ACCESS TO OUTDOOR RECREATION**

Using the inventory data provided by Grand Junction Parks & Recreation staff, a series of “heat maps” were created to examine neighborhood and walkable access to recreation opportunities. All outdoor recreation providers account for the LOS values taken into consideration in this analysis.

On the maps discussed in this section, darker gradient areas on the images indicate higher quality recreation assets available within a one-mile service area. Overall, the analysis shows that Grand Junction has a fair distribution of parks and facilities although opportunities to improve some parks do exist. Gray regions in these maps indicate that recreation opportunities exist beyond a one-mile service area.

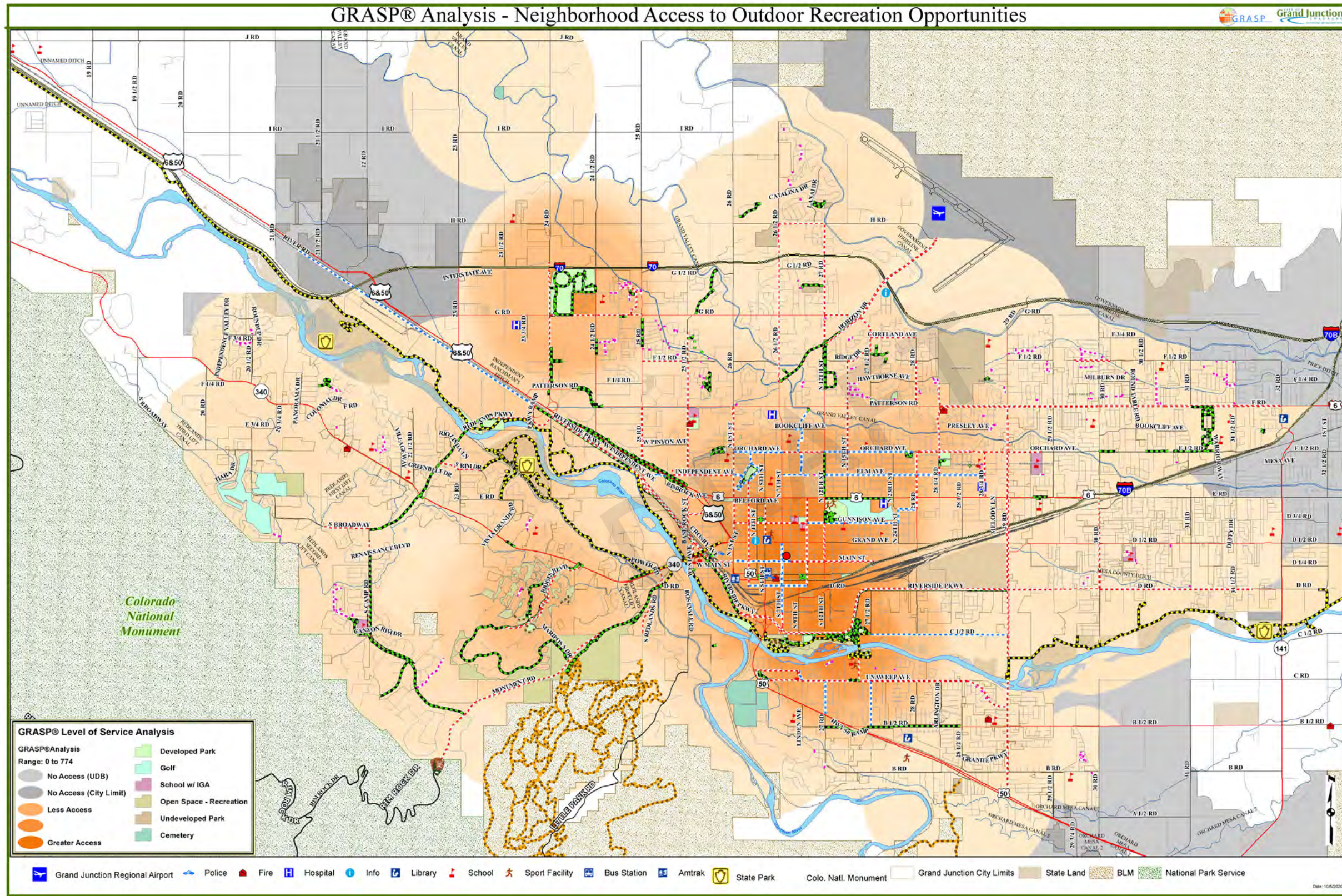
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Figure 11: Neighborhood Access to Outdoor Recreation





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Higher concentration areas are notable in Central Grand Junction and near Canyon View Park, with the highest values in the area near Main Street. For example, a red dot in the following enlargement indicates the most significant GRASP® value area (774). A resident has access to 97 components at 17 properties from this location, including developed parks, schools (IGA), golf course, open spaces, four indoor facilities, and several trails.

**Figure 12: High-value Area of Neighborhood Access**



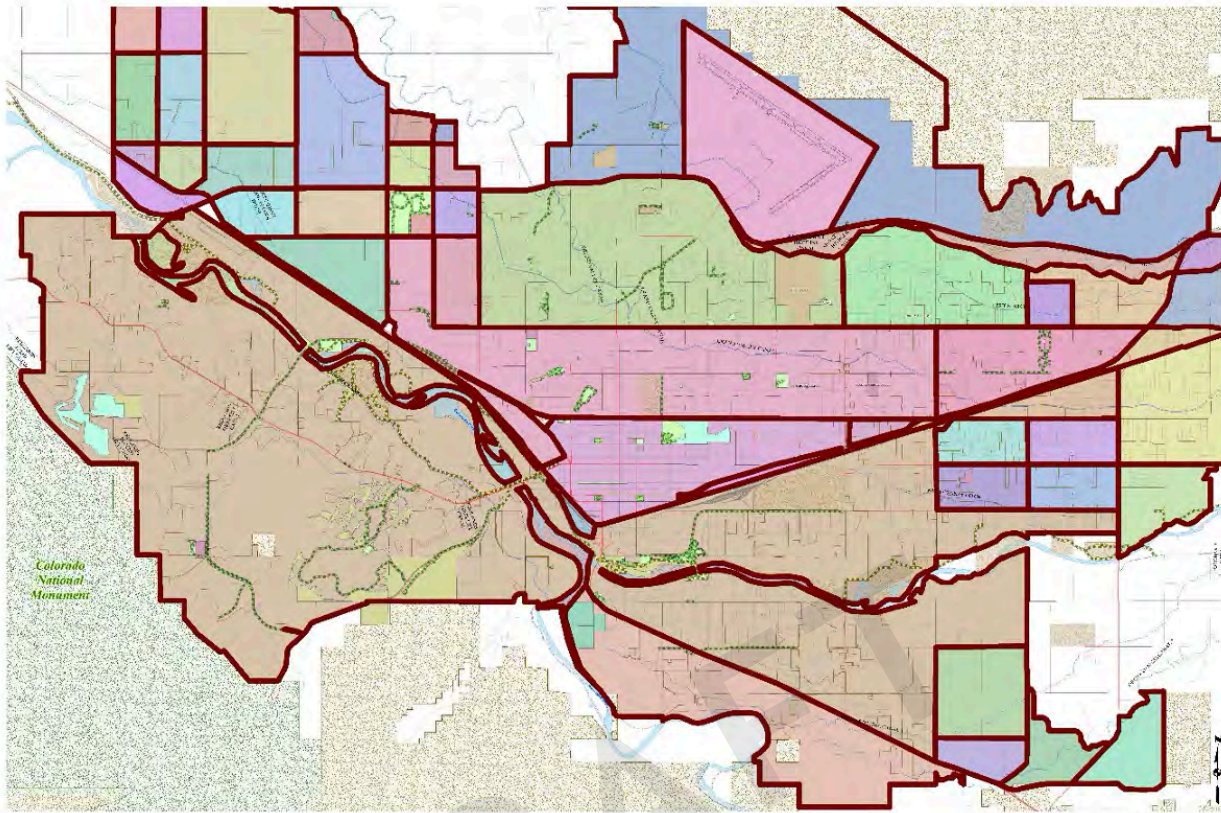
**B) WALKABLE ACCESS TO RECREATION**

Walkability is a measure of how user-friendly an area is to people traveling on foot and benefits a community in many ways related to public health, social equity, and the local economy. Many factors influence walkability including the quality of footpaths, sidewalks or other pedestrian rights-of-way, traffic and road conditions, land use patterns, and public safety considerations among others.

Conducting a walkability analysis measures people’s access to recreation by walking. To do this, ½-half mile catchment radii have been placed around each component and shaded according to the GRASP® score. Scores are doubled within this catchment to reflect the added value of walkable proximity, allowing direct comparisons between neighborhood access and walkable access.

When considering walkability, pedestrian barriers must be considered. Pedestrian barriers in Grand Junction, such as major streets, highways, and rivers, significantly impact the analysis. Zones created by identified barriers, displayed as dark red lines in **Figure 13**, serve as discrete areas accessible without crossing a major street or another obstacle. Walkable zones created by the pedestrian barriers are represented by the varied colors seen on the map in **Figure 13**.

**Figure 13: Pedestrian Barriers and Walkable Zones**



When the pedestrian barriers are overlaid with the Neighborhood Access to Outdoor Recreation Map (Figure 14), a truer picture of people's ability to access outdoor recreation is generated.



Figure 14: Walkable Access to Outdoor Recreation Opportunities

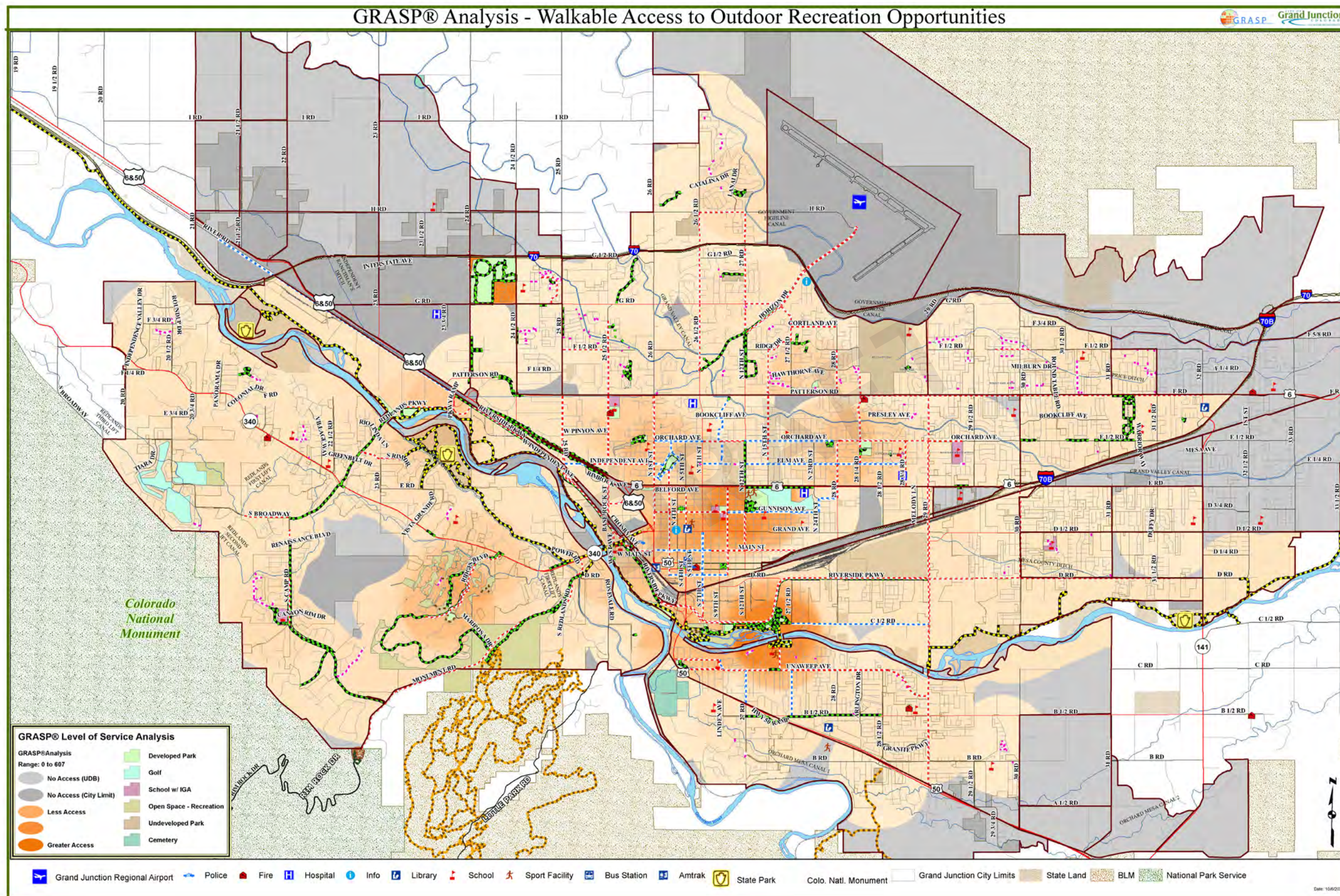




Figure 15: High-value Area of Walkable Access

Areas of higher concentration are notable around the City with the highest value just south of Chipeta Elementary School. Within ½ mile, or a 10-minute walk of this location, a resident can access 58 components on eight properties, including developed parks, schools (IGA), golf, three indoor facilities, and several trails.



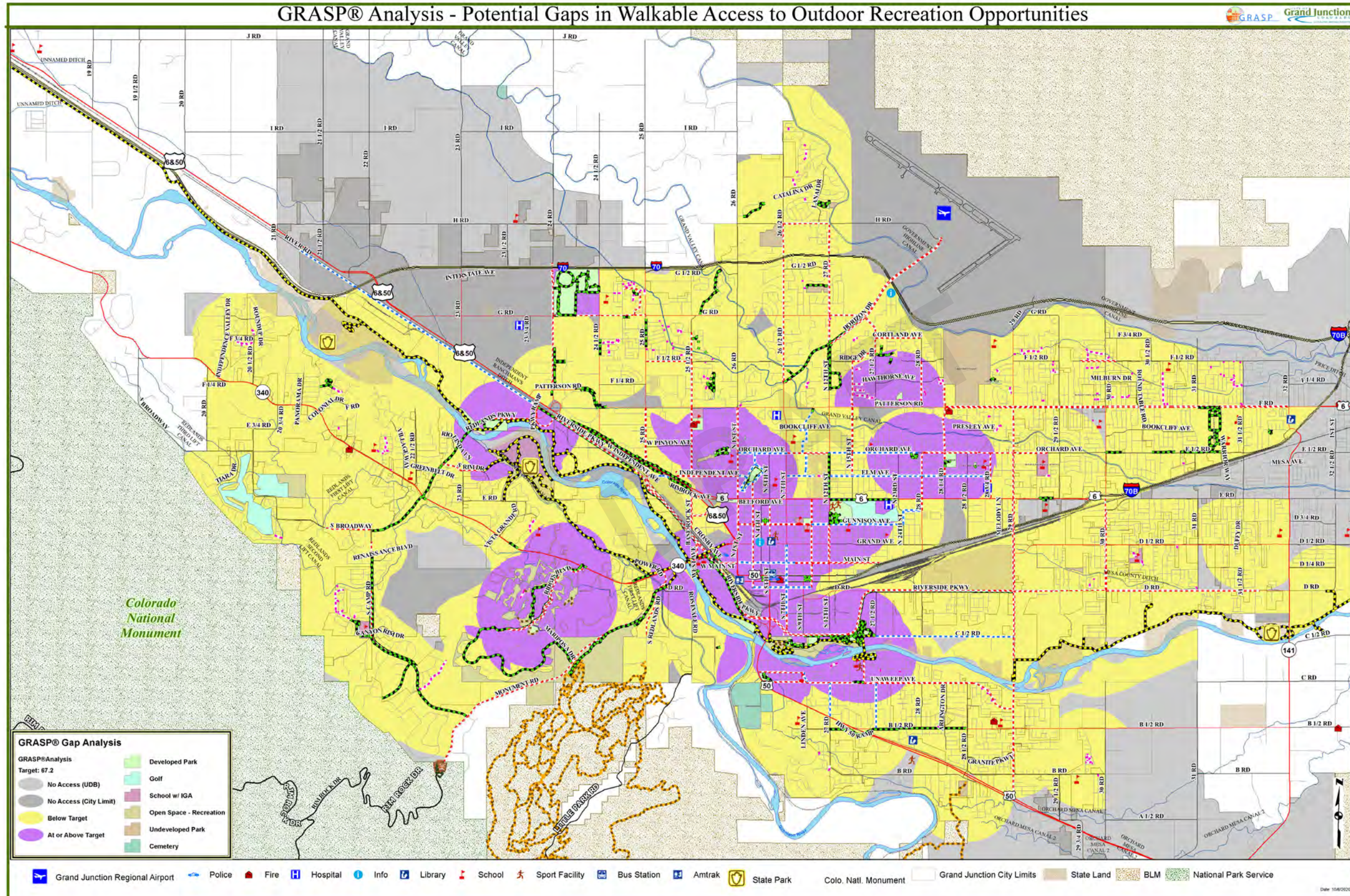
The orange shading in **Figure 14** allows for an understanding of LOS distribution across the City. Showing where LOS is adequate or inadequate is an advantage of using this type of GIS analysis. To do this, what constitutes an appropriate LOS for Grand Junction residents must be determined. The LOS provided by a representative neighborhood park is a good indicator of this desired level. Answering the question, “What should every resident have access to in their neighborhood,” this LOS level can be established.

### C) GAP ANALYSIS OF NEIGHBORHOOD ACCESS

Using the target equivalent of a small neighborhood Grand Junction Parks & Recreation park such as Westlake, Tot Lot, or Spring Valley 1 (each of which has two to four park components) as well as access to a trail the following maps which indicate gaps in access are produced. In these maps, purple indicates where people have access to that target; yellow shows access to some opportunities exist but where a person can access is below the target value; and, gray indicates a person must go farther than one mile to access an outdoor recreation opportunity.



Figure 16: Gap Analysis of Neighborhood Access





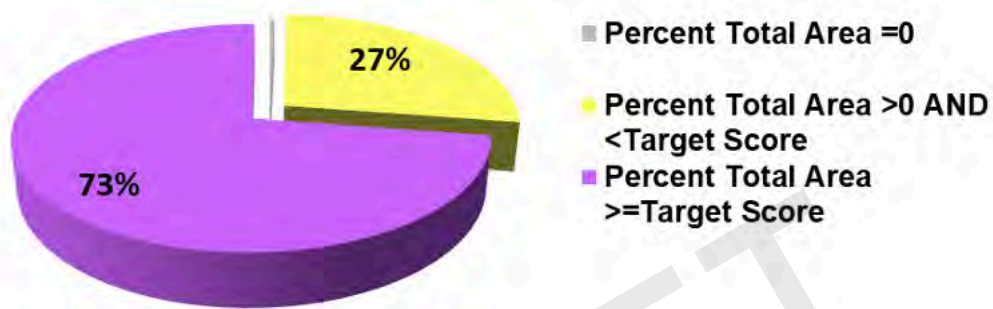
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On the map displayed in **Figure 16**, areas shown in purple have LOS that exceeds the target value. Nearly ten percent of the land area is gray or lacks one-mile access.

However, the number of people having access to outdoor recreation is much more favorable when you consider where people currently live in Grand Junction. Comparing the LOS data in the map above to census data provided using Esri GIS data enrichment techniques, ultimately the analysis shows that Grand Junction’s parks are generally well-placed. The parks are within, or close to, residential areas and capture a high percentage of the population. Overall, Grand Junction is well positioned, with nearly 100 percent of residents within one-mile of some outdoor recreation opportunities.

**Figure 17: Percentage of Population with Neighborhood Access**



**D) GAP ANALYSIS FOR WALKABLE ACCESS**

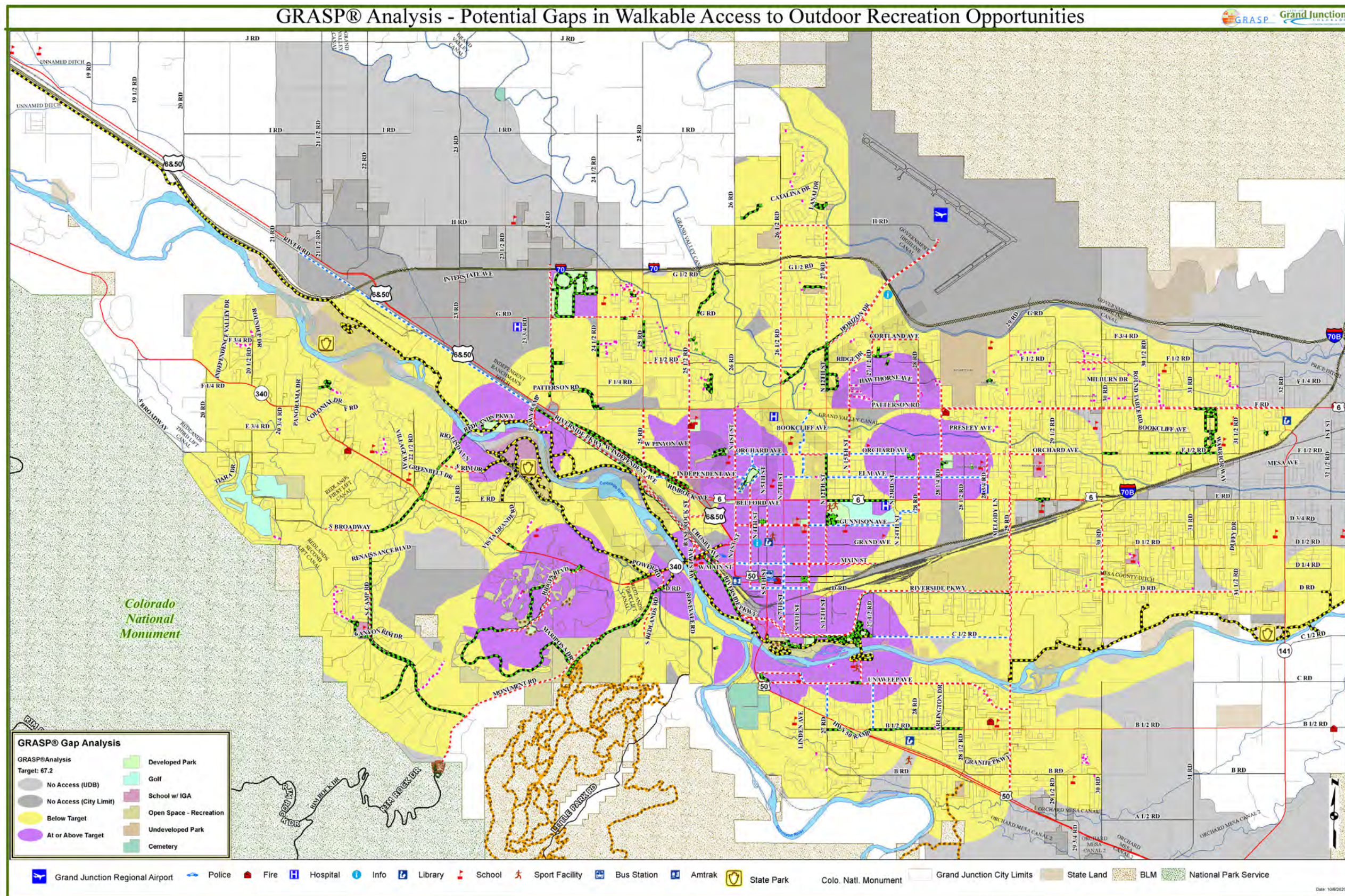
Like the gap analysis for neighborhood access, gaps in walkable access can be analyzed. Purple areas indicate walkable LOS values meet or exceed the target. Areas shown in yellow on the map are considered areas of opportunity. These are areas where land and assets are currently available but do not meet the target value. It is possible to improve the LOS value in yellow areas by enhancing the quantity and quality of features in the existing parks, not requiring the acquisition of new lands or the development of new parks. Another option

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Figure 18: Gap Analysis of Walkable Access





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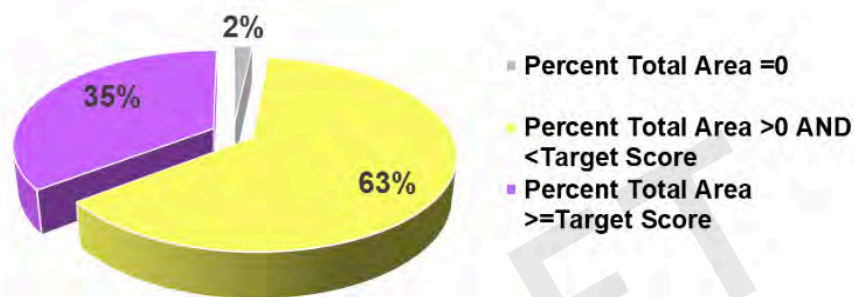
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**Figure 18** shows walkable access to assets based on where people live. Comparing the walkable LOS data and census data using Esri GIS data enrichment techniques, the analysis indicates significant gaps in walkable access throughout Grand Junction.

While parks may be within one-mile, they may not be within a comfortable walking distance or barrier may prevent access. A closer look at the mapping reveals that many of the yellow areas lack trail or pathway access and/or do not have walkable park access. Some of these yellow areas have access to a low scoring park site (a park below the target value), to school lands which are only accessible during certain days and hours of the week, and/or to undeveloped parklands. *(It is important to note that some of the yellow and gray areas may have access to parks provided by homeowners' associations or to other provider parks not included in this analysis.)*

**Figure 19: Percentage of Population with Neighborhood Access**



#### **E) CAPACITIES LOS ANALYSIS**

A traditional tool for evaluating service is the capacity analysis, which compares the number of assets to an agency's population. As seen in Table X below, projected future park components needed are established on a basis of providing the same ratio of components per population in the future as is currently provided. In other words, as the population grows over time, components may need to be added to maintain the same proportion as what is provided today.

The usefulness of this specific information in Grand Junction Parks & Recreation's ability to anticipate facility needs relies on projected population growth. It also assumes that future residents' interests and behaviors are the same as today's, and that today's capacities are in line with today's needs. The capacities table bases its analysis on the number of assets without regard to distribution, quality, or functionality. Using only this information, a higher LOS is achieved only by adding assets, regardless of the location, condition, or quality of those assets. In reality, LOS provided by assets is a combination of location and quality and quantity. Therefore, it is advised that the information in this table be used with discretion, and only in conjunction with the other analyses presented in this plan.

Table 4: Current and Future Capacities for Select Components

| Component              | City of Grand Junction | School - IGA | System Total: | Current Ratio per 1000 Population based on 2020 population of 66,764 | Population per component | Total # needed to maintain current ratio of all existing facilities at projected population of | Number that should be added by all providers to achieve current ratio at projected population |
|------------------------|------------------------|--------------|---------------|--|--------------------------|--|---|
| Adventure Course       | 1                      |              | 1             | 0.01   | 66,764                   | 1  | 0   |
| Amusement Ride         | 1                      |              | 1             | 0.01   | 66,764                   | 1  | 0   |
| Aquatics, Lap Pool     | 1                      |              | 1             | 0.01   | 66,764                   | 1  | 0   |
| Aquatics, Leisure Pool | 2                      |              | 2             | 0.03   | 33,382                   | 2  | 0   |
| Aquatics, Spray Pad    | 1                      |              | 1             | 0.01   | 66,764                   | 1  | 0   |
| Basketball Court       | 10                     | 9            | 19            | 0.15   | 6,676                    | 10   | 0   |
| Basketball, Practice   | 4                      |              | 4             | 0.06   | 16,691                   | 4  | 0   |
| Batting Cage           | 2                      |              | 2             | 0.03   | 33,382                   | 2  | 0   |
| Bike Course            | 1                      |              | 1             | 0.01   | 66,764                   | 1  | 0   |
| Diamond Field          | 10                     |              | 10            | 0.15   | 6,676                    | 10   | 0   |
| Diamond Field, Complex | 1                      |              | 1             | 0.01   | 66,764                   | 1  | 0   |
| Disc Golf              | 2                      |              | 2             | 0.03   | 33,382                   | 2  | 0   |
| Dog Park               | 4                      |              | 4             | 0.06   | 16,691                   | 4  | 0   |
| Event Space            | 5                      |              | 5             | 0.07   | 13,353                   | 5  | 0   |
| Fitness Course         | 1                      |              | 1             | 0.01   | 66,764                   | 1  | 0   |
| Game Court             | 2                      |              | 2             | 0.03   | 33,382                   | 2  | 0   |
| Garden, Display        | 3                      |              | 3             | 0.04   | 22,255                   | 3  | 0   |
| Golf                   | 2                      |              | 2             | 0.03   | 33,382                   | 2  | 0   |
| Golf, Practice         | 2                      |              | 2             | 0.03   | 33,382                   | 2  | 0   |
| Horseshoe Court        | 15                     |              | 15            | 0.22   | 4,451                    | 16   | 1   |
| Inline Hockey          | 1                      |              | 1             | 0.01   | 66,764                   | 1  | 0   |
| Loop Walk              | 12                     |              | 12            | 0.18   | 5,564                    | 13   | 1   |
| Multi-Use Pad          | 2                      | 2            | 4             | 0.03   | 33,382                   | 2  | 0   |

Table 5: Current Capacities for Select Components (continued)

| Component                   | City of Grand Junction | School - IGA | System Total: | Current Ratio per 1000 Population based on 2020 population of 66,764 | Population per component | Total # needed to maintain current ratio of all existing facilities at projected population of | Number that should be added by all providers to achieve current ratio at projected population |
|-----------------------------|------------------------|--------------|---------------|--|--------------------------|--|---|
| Natural Area                | 17                     |              | 17            | 0.25   | 3,927                    | 18   | 1   |
| Open Turf                   | 22                     | 4            | 26            | 0.33   | 3,035                    | 23   | 1   |
| Passive Node                | 3                      |              | 3             | 0.04   | 22,255                   | 3  | 0   |
| Pickleball Court            | 12                     |              | 12            | 0.18   | 5,564                    | 13   | 1   |
| Picnic Ground               | 12                     |              | 12            | 0.18   | 5,564                    | 13   | 1   |
| Playground, Destination     | 5                      |              | 5             | 0.07   | 13,353                   | 5  | 0   |
| Playground, Local           | 19                     | 8            | 27            | 0.28   | 3,514                    | 20   | 1   |
| Public Art                  | 2                      |              | 2             | 0.03   | 33,382                   | 2  | 0   |
| Rectangular Field, Complex  | 1                      |              | 1             | 0.01   | 66,764                   | 1  | 0   |
| Rectangular Field, Large    | 5                      | 2            | 7             | 0.07   | 13,353                   | 5  | 0   |
| Rectangular Field, Multiple | 1                      |              | 1             | 0.01   | 66,764                   | 1  | 0   |
| Rectangular Field, Small    | 2                      | 1            | 3             | 0.03   | 33,382                   | 2  | 0   |
| Shelter, Large              | 28                     |              | 28            | 0.42   | 2,384                    | 29   | 1   |
| Shelter, Small              | 12                     | 1            | 13            | 0.18   | 5,564                    | 13   | 1   |
| Skate Park                  | 2                      |              | 2             | 0.03   | 33,382                   | 2  | 0   |
| Tennis Court                | 17                     |              | 17            | 0.25   | 3,927                    | 18   | 1   |
| Track, Athletic             | 1                      | 1            | 2             | 0.01   | 66,764                   | 1  | 0   |
| Trail, Multi-use            | 6                      |              | 6             | 0.09   | 11,127                   | 6  | 0   |
| Trail, Primitive            | 3                      |              | 3             | 0.04   | 22,255                   | 3  | 0   |
| Trailhead                   | 1                      |              | 1             | 0.01   | 66,764                   | 1  | 0   |
| Volleyball Court            | 4                      |              | 4             | 0.06   | 16,691                   | 4  | 0   |
| Wall Ball Court             | 1                      |              | 1             | 0.01   | 66,764                   | 1  | 0   |
| Water Access, Developed     | 5                      |              | 5             | 0.07   | 13,353                   | 5  | 0   |
| Water Access, General       | 1                      |              | 1             | 0.01   | 66,764                   | 1  | 0   |
| Water Feature               | 2                      |              | 2             | 0.03   | 33,382                   | 2  | 0   |
| Water, Open                 | 12                     |              | 12            | 0.18   | 5,564                    | 13   | 1   |

#### **F) NRPA MEDIAN POPULATION SERVED**

Comparing Grand Junction Parks & Recreation to recent national statistics published by the NRPA in the 2020 NRPA Agency Performance Review: Park and Recreation Agency Performance Report is another way to consider LOS.

Grand Junction falls below the NRPA median for all facilities listed except community gardens, a few specific diamond classes, ice rinks.

Similar calculations are also made based on parkland acres per 1,000 residents. It is important to note that NRPA explains that parklands include park and non-park sites (including open space that an agency may manage, such as city-hall lawns or roadway medians). However, it should be noted that the NRPA report is based on self-reported data submissions made by agency staff AND “the offerings of these [reporting] agencies are as varied as the markets they serve.”

For the purposes of this analysis, the acres of parkland data for Grand Junction in **Table 6** includes all Grand Junction Parks & Recreation properties included in the inventory and GIS-based mapping and LOS analysis. Resulting from this comparison, residents per park (5.3) is slightly lower than the NRPA median (7.7). Grand Junction’s acres of parks per 1,000 residents is 6,676 which is below the NRPA published benchmarks for similar size agencies (8,557 acres).

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Table 6: NRPA Median Population Served per Facility Comparison

**2020 NRPA Agency Performance Review: Park and Recreation Agency Performance Benchmarks**  
**Outdoor Park and Recreation Facilities**

| <b>Outdoor Facility</b>                  | <b>Agencies Offering this Facility</b> | <b>Median Number of Residents per Facility</b> | <b>Grand Junction Residents per Facility</b> | <b>Grand Junction Current Quantity</b> | <b>Need to add to meet current median</b> | <b>Need to add with projected population</b> |
|--|--|--|--|--|---|--|
| Residents Per Park                       | NA                                     | 2,523  | 1,260  |  |   |  |
| Acres of Park Land per 1,000 Residents   | NA                                     | 7.7  | 5.3  |  | 160                                       | 184  |
| Basketball courts                        | 87%                                    | 8,557  | 6,676  | 10                                     | -2  | -2   |
| Community gardens                        | 47%                                    | 50,000   | NA   | 0                                      | 1   | 1  |
| Diamond fields: baseball - adult         | 53%                                    | 22,876   | 6,676  | 10                                     | -7  | -7   |
| Diamond fields: baseball - youth         | 78%                                    | 7,222  |  |  | 9   | 10   |
| Diamond fields: softball fields - adult  | 65%                                    | 15,500   |  |  | 4   | 5  |
| Diamond fields: softball fields – youth  | 59%                                    | 12,000   |  |  | 6   | 6  |
| Dog park                                 | 63%                                    | 58,000   | 16,691                                       | 4                                      | -3  | -3   |
| Ice rink (outdoor only)                  | 17%                                    | 29,830   | NA   | 0                                      | 2   | 2  |
| Playgrounds                              | 94%                                    | 3,859  | 2,782  | 24                                     | -7  | -6   |
| Rectangular fields: football field       | 37%                                    | 32,420   | 8,346  | 8                                      | -6  | -6   |
| Rectangular fields: multi-purpose        | 65%                                    | 10,467   |  |  | -2  | -1   |
| Rectangular fields: Overlay field        | 8%                                     | 9,774  |  |  | -1  | -1   |
| Rectangular fields: soccer field - adult | 41%                                    | 16,644   |  |  | -4  | -4   |
| Rectangular fields: soccer field – youth | 47%                                    | 9,085  |  |  | -1  | 0  |
| Skate park                               | 38%                                    | 62,567   | 33,382                                       | 2                                      | -1  | -1   |
| Swimming pools (outdoor only)            | 51%                                    | 45,825   | 22,255                                       | 3                                      | -2  | -1   |
| Tennis courts (outdoor only)             | 81%                                    | 6,242  | 3,927  | 17                                     | -6  | -6   |

*Comparison based on median for 50,000-99,999 population comparison*

indicate current surplus based on comparison



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**G) ACRES OF PARKLAND PER 1,000 RESIDENTS**

The table below further evaluates the parkland acres per 1,000 residents analysis. Grand Junction currently provides approximately 5.3 acres per 1,000 residents. It also shows that based on projected population growth that the City should consider adding 16 acres of developed-parkland over the next five years to meet the current ratio. Note that these numbers do not meet the current NRPA metrics, and a total of 160 acres are needed to meet the median. With projected population growth, add 184 acres over five years.

**Table 7: Acres of Parkland per 1,000 Residents**

|   |               |            |
|---|---------------|------------|
| <b>INVENTORY</b>  |               |            |
| <b>Grand Junction Developed Parks</b>   |               | <b>354</b> |
| <b>Golf</b>   |               | <b>209</b> |
| <b>Open Space - Recreation</b>  |               | <b>598</b> |
| <b>Schools (IGA)</b>  |               | <b>55</b>  |
| <b>Undeveloped Parkland</b>   |               | <b>285</b> |
| <b>Cemeteries</b>   |               | <b>111</b> |
| <b>Other (Weed Abatement areas and Open Space ROW)</b>  |               | <b>443</b> |
| <b>Current Ratio of Park Acres per 1000 Population</b>  |               |            |
| <b>CURRENT POPULATION 2020</b>  | <b>66,764</b> |            |
| <b>Current Ratio of Park Acres per 1000 Population</b>  |               | <b>5.3</b> |
| <b>Population per acre</b>  |               | <b>189</b> |
| <b>PROJECTED POPULATION - 2025</b>  | <b>69,829</b> |            |
| <b>Total acres needed to maintain current ratio of City of Grand Junction existing facilities at projected population</b> |               | <b>370</b> |
| <b>Acres that should be added to maintain current ratio at projected population</b>                                       |               | <b>16</b>  |
| *calculations only use developed park land. Other acres shown for reference only  |               |            |

The acres of parkland per 1,000 residents capacity table above shows Grand Junction Parks & Recreation provides approximately 5.3 acres per 1,000 people and has 189 people per parkland acre. This capacity analysis does not include other provider parks and school for which there is no agreement for use by the Department.

It also shows, based on projected population growth within the city limits, that the City should consider adding 16 acres of developed parkland over the next five years to maintain the current ratio.

Comparing this to the NRPA median figures, it is seen that these acreages do not meet the current NRPA metrics. To meet the NRPA standard a total of 160 acres would be needed to maintain the median. Considering projected population growth Grand Junction Parks & Recreation would need to add 184 acres within the next five years.

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# IV. KEY ISSUES AND RECOMMENDATIONS





The purpose of the key findings and recommendations section is to analyze all of the data from this report, and provide conclusions that will assist the City and Department in establishing development and capital improvement priorities for the future. The findings in this report include data from the community survey, community demographics, operations and programs assessments, and parklands inventory and level of service assessment.

## A. Capital Planning & Priorities

During the City’s annual budget process, a Ten-Year Capital planning horizon is employed. Based on the outcomes of this PROS Master Plan, it is expected that the ten-year capital plan will be adjusted in future years to include priority projects mandated by the community and opportunities that arise for funding. With that said, this description of projects provides a roadmap for how some may be achieved.

### Priority Projects

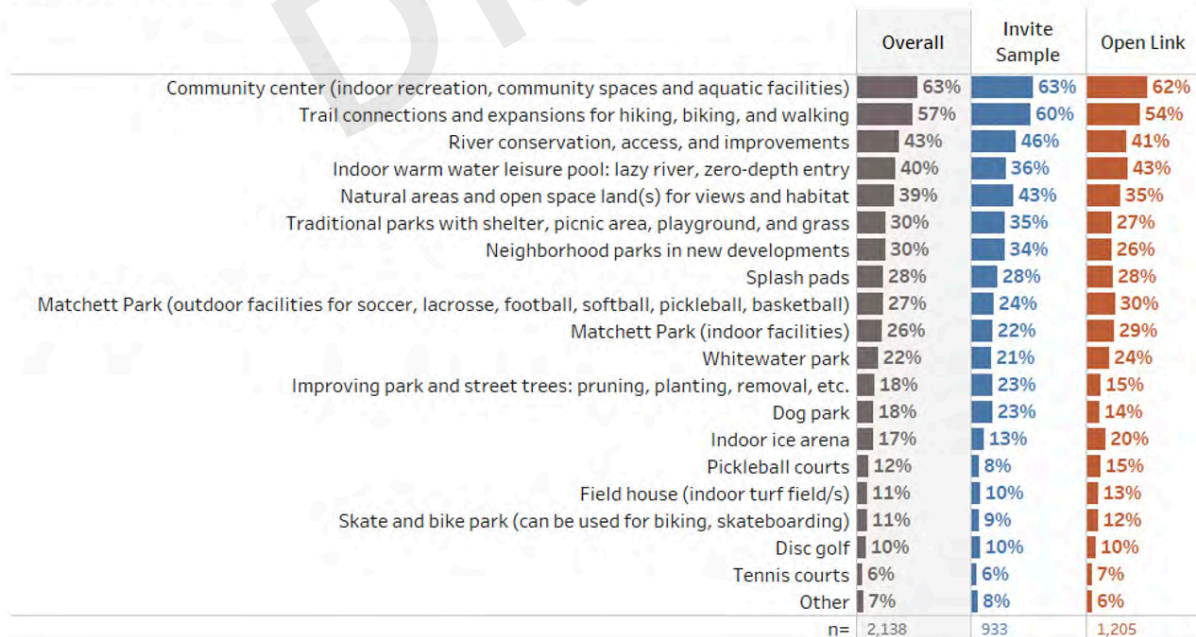
Based on the community survey data and directives from relevant plans, the priorities described and listed here have emerged. The prioritization is intended as a guide for future planning and while new or niche activities may not rank high overall, Grand Junction Parks & Recreation can consider opportunities for piloting or testing niche park components where opportunities arise.

The community survey probed a long list of facility and program needs. A community center at Lincoln Park was identified as the top community priority, followed by trail connections and expansions for hiking, biking, and walking. River conservation, access, and improvements as well as natural areas and open space parklands were also top considerations.

**Figure 20: Top 6 Facilities and Amenities Desired**

**Q 17: What new/additional parks, trails, open space, recreational facilities, and amenities would you like to see provided? Check your top SIX choices.**

Invite vs. Open Link



Source: RRC Associates and GreenPlay

Specifically, respondents indicated strong support for the provision of an indoor community center. Eighty-one percent of respondents to the Invite community survey (the statistically valid survey) rated an indoor community center as important or very important.

**Figure 21: Perceived Importance of Developing Indoor Community Center in Grand Junction**

**Q 20: In your opinion, how important is it to develop an indoor Community Center at some point in the City of Grand Junction?**

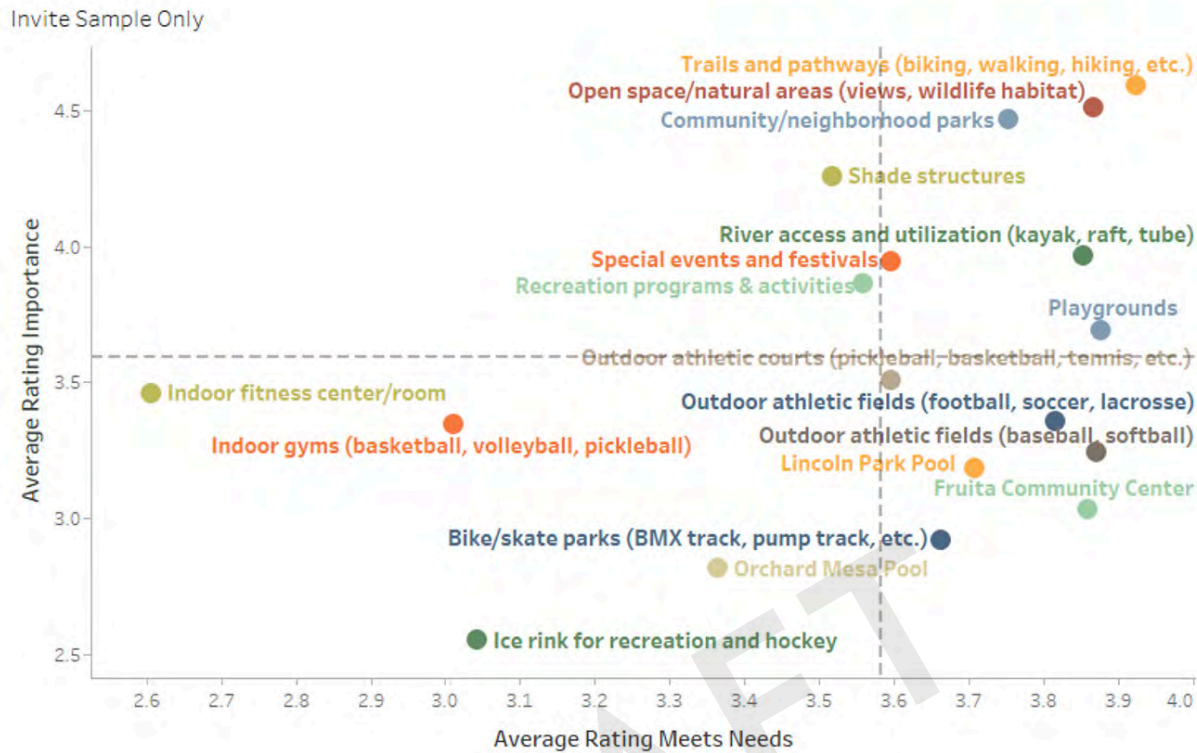
Invite vs. Open Link

|  | Overall | Invite Sample | Open Link |
|--|---------|---------------|-----------|
| 5 - Very important   | 65%     | 57%           | 71%       |
| 4-Somewhat important   | 19%     | 24%           | 15%       |
| 3 - Neutral/no opinion   | 8%      | 9%            | 7%        |
| 2 - Very low importance  | 5%      | 6%            | 4%        |
| 1-Not at all important - I don't feel that any additional community or recreation facilities are needed for my family or the community | 4%      | 4%            | 4%        |
| Avg.   | 4.4     | 4.2           | 4.5       |
| n=   | 2,126   | 925           | 1,201     |

Source: RRC Associates and GreenPlay

Shade structures received above average importance ratings but rated below average in terms of needs being met demonstrating that shade structures are a key enhancement opportunity. Indoor fitness center/room and indoor gyms, while slightly below average in terms of importance, received the lowest average needs-met ratings by a significant margin and are also an opportunity for improvements.

**Figure 22: Program and Facility Needs and Importance Rating**



Source: RRC Associates and GreenPlay

**A.) RECOGNIZED PRIORITY PARK & FACILITY PROJECTS**

Evaluation of community needs, existing conditions, and anticipated growth highlights the need for new and renovated parks and facilities. In some cases, modifications to existing projects are expected due to the current analysis of needs and conditions. **Table 8** delineates whether these new priorities should be addressed in the short-term (1-4 years), mid-term (4-8 years), or long-term (9+ years). These projects are listed in **priority order** based on priorities the community stated are important and on the strategic placement of facilities and parks in order to ensure all residents have access to adequate and quality park and recreation opportunities. There are also major renovations. Other smaller projects as listed below. The 10-20 Capital Plan described smaller projects that may be inserted into the annual budget and/or pursued as budget allows and as grant opportunities are available.

*NOTE: The capital projects listed below will be pursued in tandem with items listed in the Full List of 10-20 Year Capital Priorities (2021-2041 CIP projects) shown below in d).*



**Table 8: New Priorities Timeline**

| Short-term (1-4 years)   | Potential Funding Source  |   |
|--|---|---|
| Community Center Feasibility Study   | Complete feasibility study currently underway to determine program needs, schematic design, project costs, and identify funding plan. The Feasibility Study for the highest priority indoor facility project is included in the current scope of the PROS Master Plan. This will be a separate document from this PROS Master Plan. | Currently Funded: ½ Great Outdoors Colorado Grant and ½ CTF dollars   |
| Community Center at Lincoln Park Construction  | Construction of facility  | Revenue from Marijuana; Tax on Vaping and Tobacco; Grants & Fundraising; Re-Allocate Subsidy on Lincoln Park Outdoor Pool; Grants; Capital Fund (CTF, 0.75% CIP, Parkland Fund); Possible Small Sales Tax |
| Horizon Park Master Plan   | Community-based plan  | Grants; Capital Fund (Parkland Fund); 2021 Budgeted Project   |
| Blue Heron Boat Ramp Renovation  | Renovate this one of two boat ramps managed by the City of Grand Junction. Las Colonias is new and meets the need. Blue Heron does not.   | Pursue a GOCO resilient communities grant in February 2021; Grants; Capital Fund (CTF, 0.75% CIP, Parkland Fund)  |
| Lincoln Park Parking & Pickleball Court Improvements and Canyon View Tennis Court Improvements | Conversion of four tennis courts at Lincoln Park to 12-14 Pickleball Courts with lights. Before this conversion, construct four new tennis courts at Canyon View to replace the lost courts at Lincoln Park   | Revenue from Marijuana; Tax on Vaping and Tobacco; Grants & Fundraising   |
| Western Colorado Botanic Gardens Master Plan   | Assemble plans to renovate this antiquated facility and expand it to include greenhouses  | Grants; Partner Contributions   |

| <b>Mid-term (5-8 years)</b>                 |   | <b>Potential Funding Source</b>                                |
|---|---|--|
| Western Colorado Botanic Gardens Renovation | Maximize tourism opportunity, programming activities, volunteerism, and operational efficiencies    | Grants; Capital Fund (CTF, 0.75% CIP, Parkland Fund); Partners |
| Columbine Park Master Plan and Renovation   | Redesign and construct southern portion of park   | Grants; Capital Fund (CTF, 0.75% CIP, Parkland Fund)           |
| River Park from Las Colonias to Dos Rios    | Provide a phase II to the River Park to connect these two bookends of the River Corridor            | Grants; Capital Fund (CTF, 0.75% CIP, Parkland Fund); Partners |
| Matchett Park: Central Phase                | Complete the Central Phase of the Matchett Park 2014 Master Plan to Meet Community Needs for Fields | Grants; Capital Fund (CTF, 0.75% CIP, Parkland Fund); Partners |
| Monument Connect Phase II                   | Connect from Lunch Loop Trailhead Up to South Camp Road   | Grants; Capital Fund (CTF, 0.75% CIP, Parkland Fund)           |

| <b>Long-term (9+ years)</b>               |   | <b>Potential Funding Source</b>                                |
|---|---|--|
| Founder's Colony Construction             | Complete this 4-acre neighborhood park in an area of the City lacking walkable and bikeable access to parks   | Capital Fund (CTF, 0.75% CIP, Parkland Fund)                   |
| Emerson Park                              | Renovate and include destination skatepark  | Grants; Capital Fund (CTF, 0.75% CIP, Parkland Fund); Partners |
| Pine Ridge Park Renovation                | Redesign park to remove underused park components and replace with needed amenities such as pickleball courts, picnic shelters, trailhead amenities | Grants; Capital Fund (CTF, 0.75% CIP, Parkland Fund); Partners |
| Sacomanno Park Master Plan & Construction | Location for practice fields  | Grants; Capital Fund (CTF, 0.75% CIP, Parkland Fund); Partners |

## B) SITE CONCEPTS

### Lincoln Park - Community Center, Pickleball Courts, & Parking Improvements

#### 1.) Lincoln Park - Community Center, Pickleball Courts, & Parking Improvements

|                     |   |
|---------------------|---|
| Short-term Priority | A community center is the community's top future facility priority. Improvements to parking are necessary at this regional facility to accommodate current and future demands as are changes to the existing courts in an effort to drive sports tourism. |
|---------------------|---|

##### (a.) LP Community Center

Since the City of Grand Junction does not have a community center, the parks and recreation department currently provide indoor recreation and community programming in a variety of shared venues throughout the area. Program diversity, quantity and size are limited to existing facility features and availability. Most, if not all the indoor recreation amenities identified as highest priority accommodate programs and activities currently not offered in Grand Junction. A new community center in Lincoln Park therefore would provide a centralized location to fulfill programming and activity needs either not currently offered or provided in a diminished capacity. This new multi-purpose community center would replace the current 34-year-old Lincoln Park Outdoor Pool built in 1986.

The overall size of the community center building is ultimately a result of the number and scale of amenities selected and the land area available for construction. The final selection of spaces and their capacities will be determined will the completion of the feasibility study already underway. Ultimately the building program will have a direct relationship to operating costs and the ability to recover those expenses. For purposes of this report, planning for a central city-wide community center should be of sufficient scale to accommodate the needs of the entire community either initially or in phases.

Given the necessarily large size of the highest prioritized indoor amenities, including swimming pools, gymnasiums, walk/jog tracks and potentially an ice rink, the potential building size ranges between 90,000 to 137,000 square feet. This scale of a building, if strategically arranged on two floors, can be accommodated at the existing Lincoln Park Outdoor Pool location with minimal impact to existing park green space and trees.

Cost projections for a new community center at Lincoln Park must include as many factors as possible to give a comprehensive forecast for conceptual planning purposes. While a detailed estimate is not feasible until a concept design has been completed, it is possible to project a realistic, conceptual range of costs. For purposes of this masterplan, project cost projections are based on community center historical cost data from projects with similar features and include construction costs for the building and the site, soft costs and contingencies. Additionally, costs have been escalated with inflation 2.5 years into the future to accommodate additional planning and design time as well as time to secure the necessary resources. The project size could range between 90,000 to 137,000 square feet and the total project costs could range between \$40,000,000 to \$60,000,000.

A complete description of this high priority project has been provided by BRS Architecture and is available in **Appendix D**.

##### (b) LP Pickleball Courts & Parking Improvements

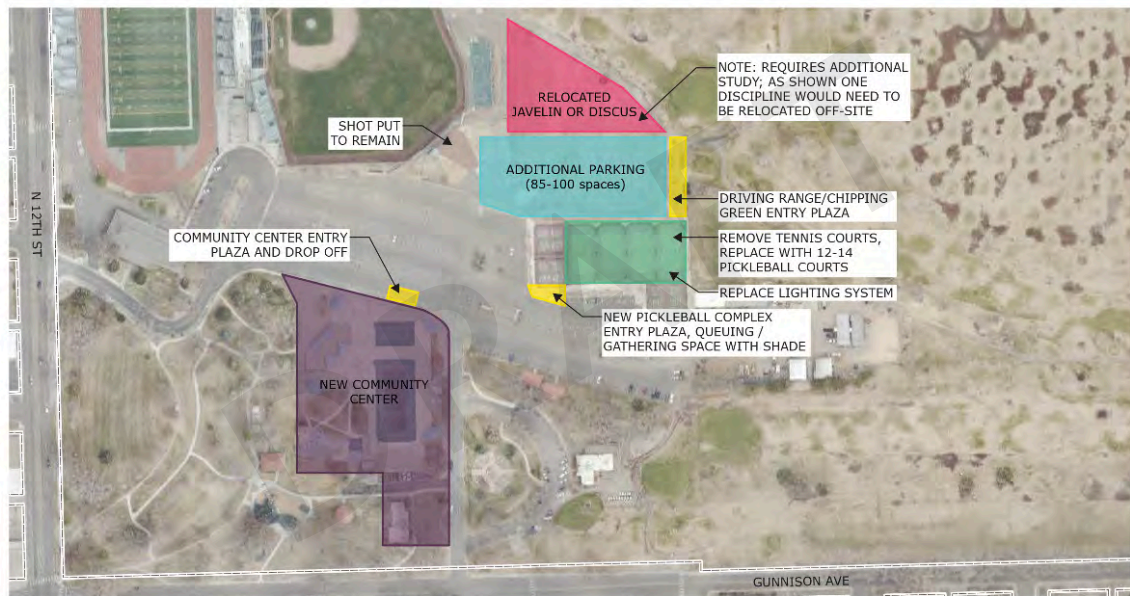
Lincoln Park is the crown jewel and central hub of Grand Junction Parks facilities, with a civic character and community amenities serving nearly all types of park-centered recreation. Much of the park is in excellent condition and should be preserved; there are opportunities to improve the cohesiveness and



connectivity of the variety of uses and facilities housed here. As the community center programming and design advances, the park should be evaluated with an overall master plan process that identifies other opportunities to best use and organize the space available. For program and amenities, the existing four tennis courts should be relocated to an expanded Canyon View tennis complex, and replaced with 10-12 new lighted pickleball courts.

North of the courts, the practice field could be reconfigured for additional parking and clearer access to the golf course driving range and chipping green. The siting of the new community center at the location of the existing outdoor pool creates an opportunity for the new building to engage the open park spaces, playground, and pavilions to the south and west, and entry plazas for each amenity cluster could create a campus-like feel, linking the various elements of the park into a cohesive whole. The park is also an arboretum, and the existing canopy of mature trees should be carefully considered with any new plans, with a focus on preserving healthy trees wherever possible. It is of note that the community's original and first outdoor pool, Moyer Pool, was built at the same site nearly 100 years ago, in 1922.

**Figure 23: Lincoln Park Community Center, Pickleball Courts, and Parking Improvements Concept Plan**



0 150 300  
 LINCOLN PARK - CONCEPT PLAN  
 GRAND JUNCTION PROS  
 NOVEMBER 2020

2.) *Western Slope Botanic Garden Master Plan & Construction*

|                                  |  |
|----------------------------------|--|
| Master Plan -Short-term Priority | Re-envisioning this amenity with stakeholders will significantly enhance environmental programming, tourist activity, and preservation objectives while simultaneously creating operational efficiencies making it a community-benefiting project. |
| Construction – Mid-term Priority |  |

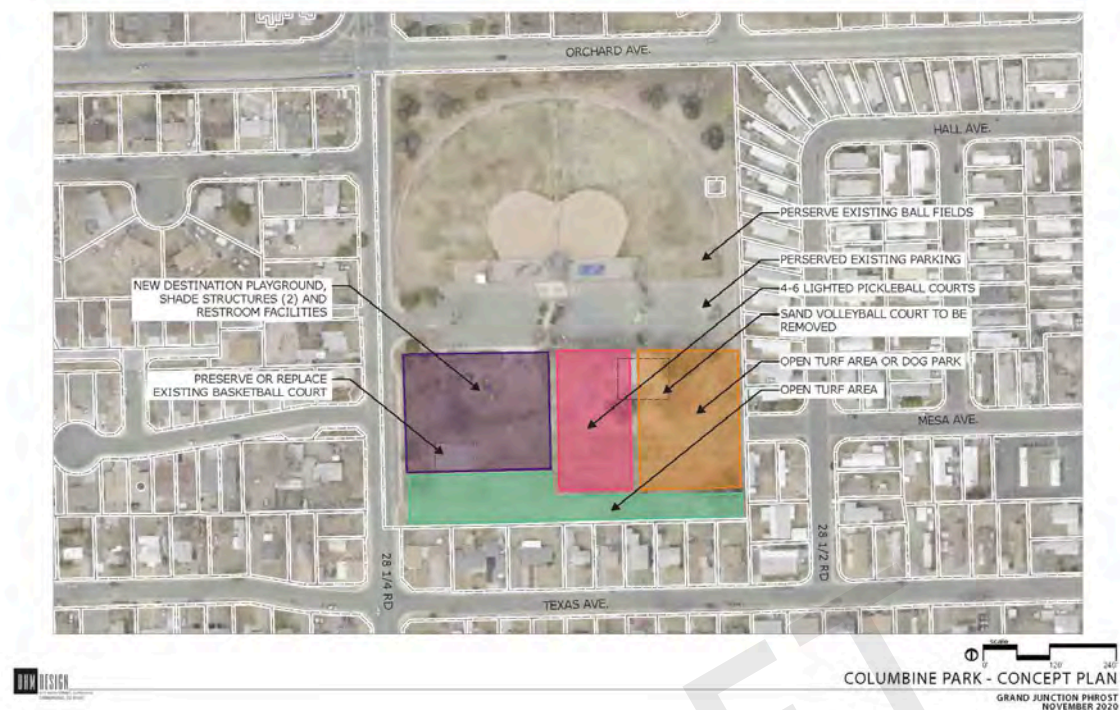
A vision for the Botanic Gardens has been developed by City staff, illustrating the opportunities to improve the value of this public asset as a high-level demonstration garden, education center, parks horticulture research and production facility, event venue, and passive outdoor recreation park. There exists a real opportunity to re-define the Botanic Gardens as a unique, regionally-recognized facility on par with the Betty Ford Alpine Gardens and the Denver Botanic Gardens, at a scale appropriate to Grand Junction. The Botanic Gardens’ location between Las Colonias and Dos Rios Parks, and direct connection to the Riverfront Trail, presents an important opportunity to enhance the connection of this suite of public park assets as a hub and access point, as well as an operational resource supporting the broader park and city systems. Additionally, the vision described in the 2020 Botanic Gardens Proposal identifies a number of key partnership opportunities, stakeholders, and grassroots approaches that would serve to create energy, ownership, and outside funding potential for the capital improvements and programming that could be focused here.

3.) *Columbine Park Master Plan & Renovation*

|                   |  |
|-------------------|--|
| Mid-term Priority | Columbine Park is located in an area that meets neighborhood walkable access service levels. However, there are unintended uses that are preventing this park from being used for its original purpose. To address safety concerns and to improve the dated layout of the park, it is recommended that this park be renovated based on community input from the surrounding residents. |
|-------------------|--|

Located on the east side of Grand Junction at the intersection of Orchard Avenue and 28 1/4 Road, Columbine Park provides an important mix of active and passive recreation at a neighborhood park scale. The existing ballfields and supporting amenities on the northern half of the park are well used and should be maintained. The playground, pavilion/restrooms, and open turf area are dated and in need of replacement. The sand volleyball courts are underused and could be removed. Additionally, the park would benefit from new amenities that better leverage the available space and create more activation of the park space. Replacing the pavilion, basketball court, and playground, and adding a set of two to four lighted pickleball courts should be considered; there is room for other amenities that should be explored in a new master plan process (such as a fenced, off-leash dog park).

**Figure 24: Columbine Park Concept Plan**



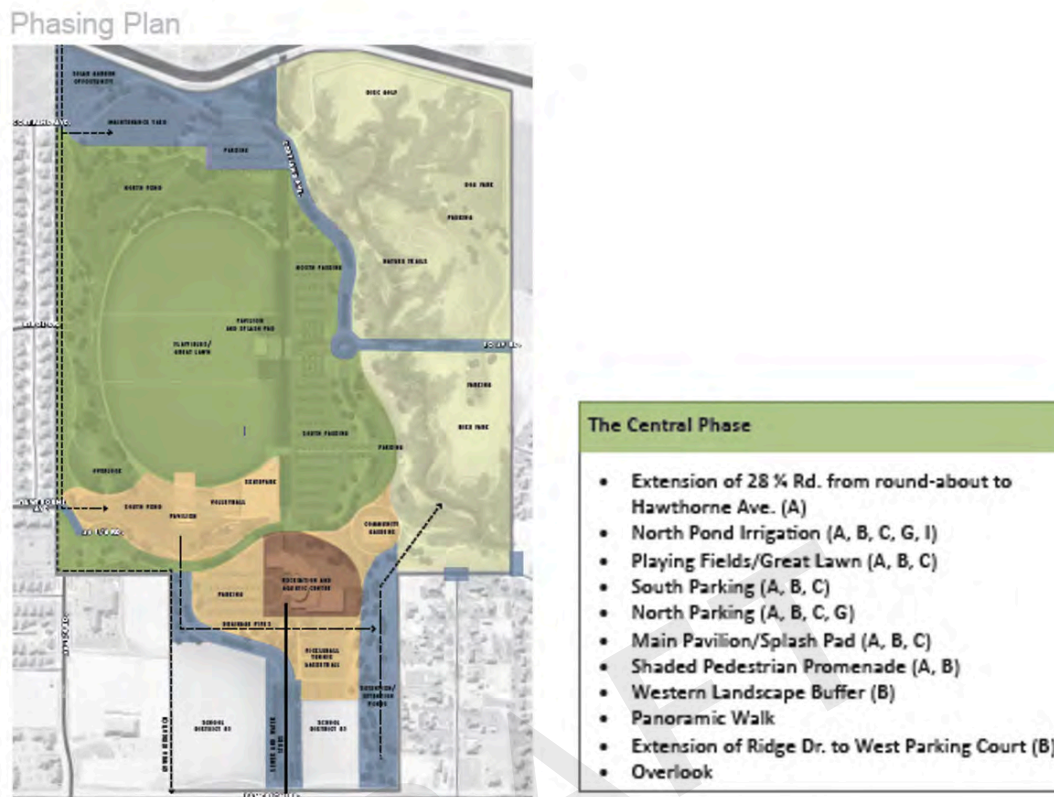
**4.) Matchett Park: Central Phase**

|                   |  |
|-------------------|--|
| Mid-term Priority | With community input during this process prioritizing a community center located at Lincoln Park, it is recommended that the Central Phase of Matchett Park Master Plan be implemented to provide service in the north-central area of Grand Junction and to provide outdoor recreation services including additional open turf, multi-purpose playing fields, a splash pad, and trails. |
|-------------------|--|

This 205-acre park was master planned in 2014 due to the identified need for a regional park in the north-central area of the city. The completion of the Central Phase as originally conceptualized through community engagement will allow for the provision of needed access to the outdoors with trails, multi-purpose playing fields, open areas for informal play, parking, a splash pad, and nodes for more passive activities.



Figure 25: Matchett Park – Central Phase Concept Diagram



5.) Horizon Park Master Plan & Construction

|                   |  |
|-------------------|--|
| Mid-term Priority | Horizon Park is located in a service area that is significantly below target level. Currently there is no neighborhood access to recreation opportunities and is therefore a high priority site. |
|-------------------|--|

Horizon Park is a largely undeveloped, 12-acre parcel in an area of the City that is underserved by park amenities. The front part of the site was developed as Fire Station #6, which opened in the fall of 2020. Located west of 27 Road and two blocks north of G Road, surrounded by residential development, it is appropriate for a neighborhood-serving community park. Program for this community park may include parking, picnic/shade pavilion, playground, walking path, an open turf area, and active amenities such as a basketball court or horseshoe pits. Screening/buffering should be provided between the park and the existing fire station. A community process should be employed to finalize the program and design.

**Figure 26: Horizon Park Concept Plan**



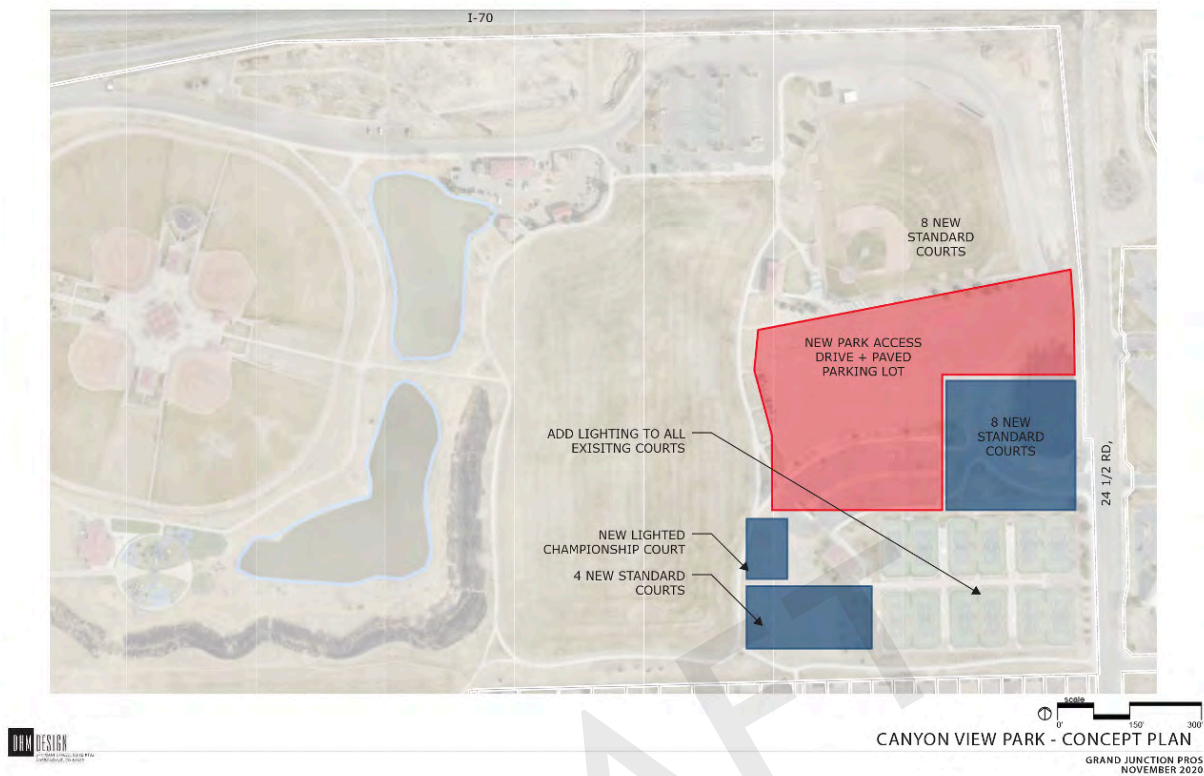
**DHM DESIGN**  
 HORIZON PARK - CONCEPT PLAN  
 GRAND JUNCTION PHROST  
 NOVEMBER 2020

**6.) Canyon View Regional Park – Pickleball Courts, Tennis Courts, & Parking Improvements**

|                     |  |
|---------------------|--|
| Short-term Priority | Canyon View Regional Park is home to existing facilities and is the natural home for a larger, tournament complex which will propel economic success through sports tourism. This is a short-term priority necessitated by the development of a pickleball complex at Lincoln Park which will displace tennis activities from that site. |
|---------------------|--|

The southeast corner of Canyon View houses the existing tennis complex and a large, unpaved parking lot. With the relocation of tennis courts from Lincoln Park, there is room for the addition of 12 standard tennis courts and one championship/stadium court, doubling the capacity of the tennis complex and establishing a venue for high-level tournaments. Additional support facilities (queuing, shade, gathering areas) should be considered with the tennis expansion; the existing restrooms at the tennis and the ballfield are sufficient to serve the needs of the facility. The entry drive will be relocated to the north, with the gravel parking paved and organized to create an efficient layout and use.

**Figure 27: Canyon View Regional Park Concept Plan**



**7.) Williams Park Expansion**

|                   |   |
|-------------------|---|
| Mid-term Priority | The neighborhood serviced by Williams Park is currently below the level of service standard for neighborhood access and has irrigation problems which requires maintenance attention. |
|-------------------|---|

Improvements to this park are planned for 2021. An expansion of this site would benefit residents served by this park as enlarging its footprint would allow for additional park components to be provided. CPTED and other design principles leading to more activation of Williams Park would help minimize unintended uses of this park.

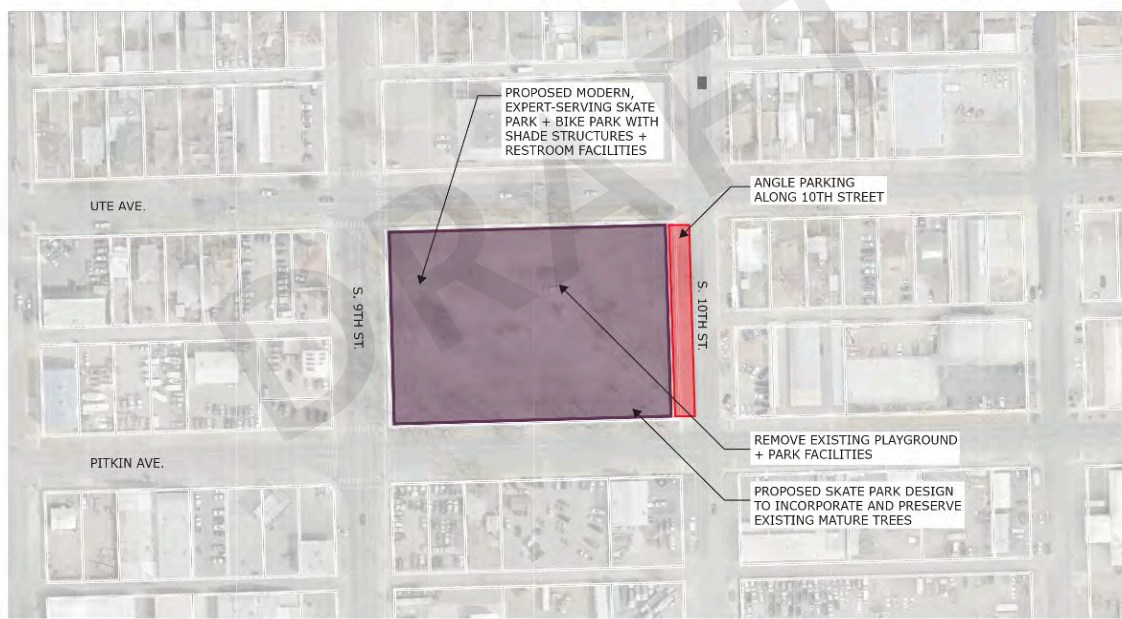


8.) Emerson Park Renovation

|                    |   |
|--------------------|---|
| Long-term Priority | Emerson Park is located in an area above or at the service level for both walkable and neighborhood access. It is an ideal location for a destination skatepark which would draw visitors – youth and families - from all over the Western slope. |
|--------------------|---|

One of the oldest parks in the system, Emerson Park is challenged by limited parking and pedestrian access across Pitkin and Ute Avenues. The existing playground and supporting facilities are underused and dated. This park is an opportunity to add significant value to the local neighborhoods as a destination skate park serving skilled users (including all wheel sports: skateboard, scooter, freestyle bike, skate). The addition of angle parking along 10th Street would improve access. There are many mature, legacy trees in this park that contribute highly to the urban canopy. These trees should be preserved; these trees and the large available area present an opportunity to design a unique skate park experience, with ‘flow’ and street-style elements winding through the existing trees and free-style terrain in the larger open space in the center of the park. As with any high-level skate park facility, a community process that includes a skate park designer should be implemented to develop the master plan for the renewal of this park space.

Figure 28: Emerson Park Concept Plan



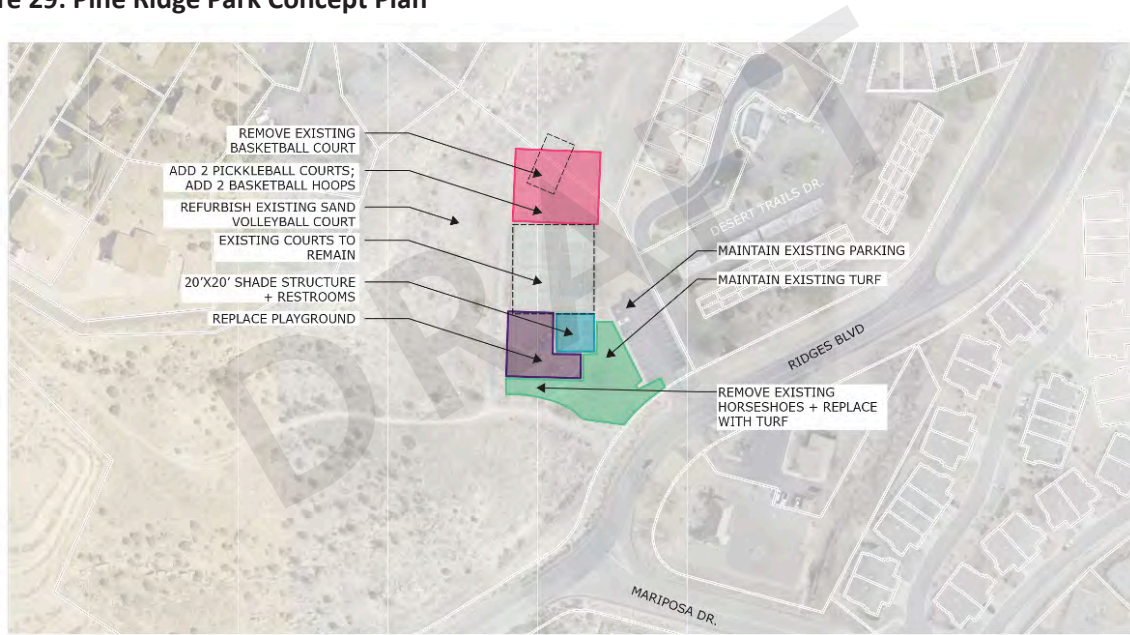
EMERSON PARK - CONCEPT PLAN  
 GRAND JUNCTION PROGS  
 NOVEMBER 2020

9.) Pine Ridge Park Renovation

|                    |   |
|--------------------|---|
| Long-term Priority | This park is currently in an area that is service at or above target level for neighborhood access. However, there are many existing features which are in poor condition or are underutilized. |
|--------------------|---|

This park is located in the Ridges neighborhood on the west side of Grand Junction. It is in a well-served neighborhood, but several of the existing amenities are in need of renovation. The existing pickleball courts are well-used and have been recently refurbished; removal of the existing basketball court and replacement with a multi-use hard court (basketball and pickleball) would increase the value of the park to the neighborhood. The playground should be replaced, and the footprint of the playground area could be smaller/more efficient, opening up land area for a 20'x20' shade structure and restrooms. Turf is limited in the neighborhoods on the west side of the City; maintaining or increasing the small turf areas at Pineridge would improve the usability of this park. The underused horseshoe pits can be replaced with turf. The Park lies on a steeply sloping site; new improvements may require grading or walls. New playground equipment should be designed and selected to complement the nature-play theme that is common for newer parks in this neighborhood.

Figure 29: Pine Ridge Park Concept Plan



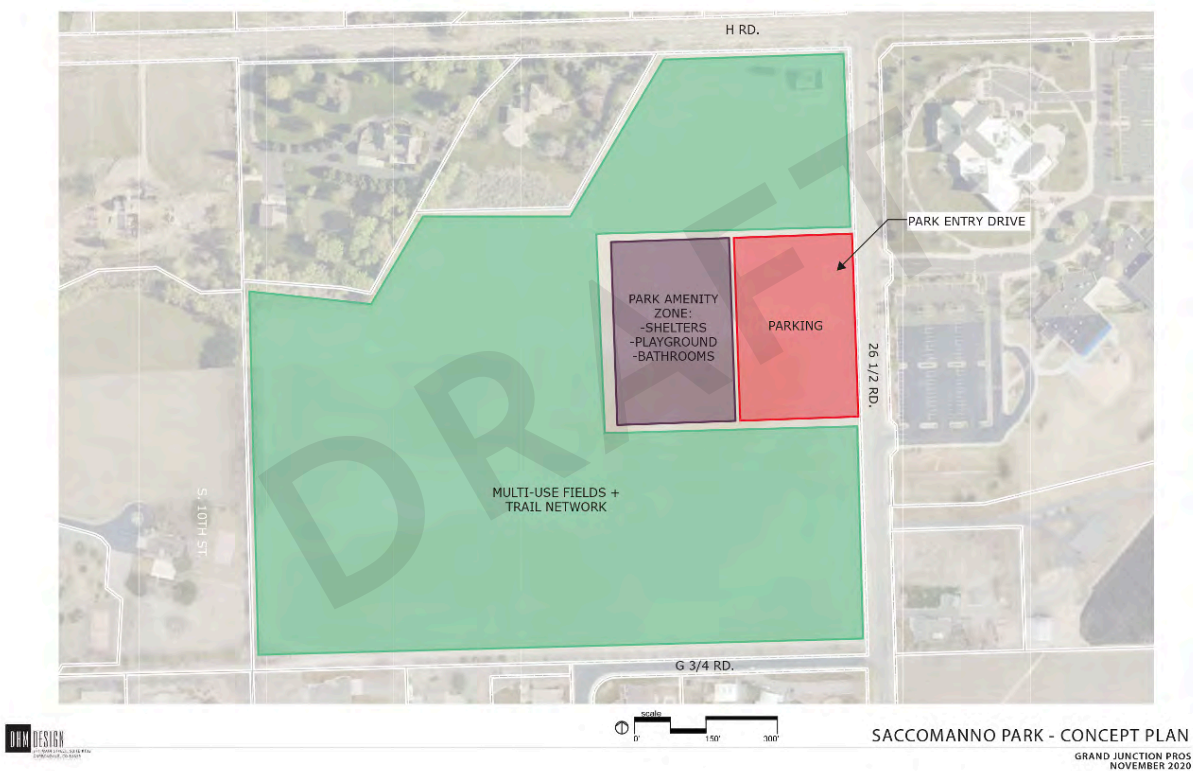
SCALE 0' 50' 100'  
 PINERIDGE PARK - CONCEPT PLAN  
 GRAND JUNCTION PROS  
 NOVEMBER 2020

10.) Saccomanno Park Master Plan & Construction

|                    |   |
|--------------------|---|
| Long-term Priority | This site has been identified as a prime location for practice fields – diamond and/or rectangle fields. Because the need and potential for developing tournament-level fields at Matchett Park is greater, in terms of community benefit, it is recommended that Saccomanno Park be banked for future development. |
|--------------------|---|

This undeveloped 30+ acre parcel is located north of I-70, on the SW corner of 26 1/2 Road and H Road. The size and location of this parcel provides an opportunity to expand community park level of service to north Grand Junction, including facilities and amenities as a local-serving complement the regional amenities of Canyon View Park. The parcel is large enough for ballfields, hard courts, passive turf areas, parking, perimeter trail(s), playground, skate park, pavilion, etc.

**Figure 30: Saccomanno Park Concept Plan**



**UNIQUE OPPORTUNITY**

11.) Orchard Mesa/Crown Point Cemetery Columbarium

Although an assessment of cemeteries was not a specific part of this planning process, it is recognized that there is a trend towards interment of ashes over traditional burial methods. As such the City has recognized that existing columbarium facilities may reach capacity in the short term. Planning for appropriately sited and designed columbarium facilities will prepare the City to expand the capacity of columbarium facilities as needed. The next step is to identify the appropriate site and develop a design for the future expansion of columbarium capacity. Expansion may be necessary at the Orchard Mesa or Crown Point Cemetery, or both.



**C) FULL LIST OF 10-20 YEAR CAPITAL PRIORITIES (2021-2041 CIP PROJECTS)**

NOTE: This list is not exhaustive. For example, it does not include many general park infrastructure capital replacement such as parking lots, trails, lighting and signage.

**Table 9: Full List of 10-20 Year Capital Priorities**

| <b>Project Name CIP</b>  | <b>Estimated Project Total</b>   |
|--|----------------------------------|
| <i>Boat Ramp Improvements Blue Heron</i>   | \$500,000                        |
| <i>Botanic Gardens Greenhouse Roof</i>   | \$50,000                         |
| <i>Botanic Gardens Complex Master Plan</i>   | \$75,000                         |
| <i>Botanic Gardens Complex Construction</i>  | \$720,000                        |
| <i>Canyon View Baseball Field Lighting</i>   | \$400,000                        |
| <i>Canyon View Lights</i>  | \$1,160,000                      |
| <i>Canyon View Park Baseball Field Uplift</i>  | \$500,000                        |
| <i>Canyon View Park Parking Lot Renovations</i>  | \$400,000                        |
| <i>Canyon View Park Playground Repair/Replacement</i>  | \$300,000                        |
| <i>Canyon View Pour in Place Playground Surfacing Replacement</i>  | \$300,000                        |
| <i>Canyon View Tennis Court Expansion (9 additional tennis courts)</i>   | \$1,000,000                      |
| <i>Canyon View Wheelchair Swing (CTF Funded)</i>   | \$5,000                          |
| <i>Cemetery Burial Equipment</i>   | \$16,700                         |
| <i>Columbine &amp; Kronkright Fence Replacement (CTF Fully Funded)</i>   | \$30,000                         |
| <i>Columbine Park Master Plan/Renovation: pickleball courts, destination playground (\$200,000 for playground, \$250,000 4 pickleball, \$50,000 shelter)</i> | \$500,000                        |
| <b>Community Center Total Project Cost (Construction, Soft Costs and Site Costs)</b>   | <b>\$40,000,000-\$60,000,000</b> |
| <i>Confluence Point Park Master Plan</i>   | \$50,000                         |
| <i>Confluence Point Park Construction, placeholder</i>   | \$630,000                        |
| <i>Crime Prevention Through Environmental Design (CPTED) Safety Improvements</i>   | \$50,000                         |
| <i>Crowne Pointe Cemetery Columbarium</i>  | \$55,000                         |
| <i>Dixon Park Acquisition, 4 acres, with restroom facilities and paved parking lot</i>   | \$420,000                        |
| <i>Emerson Park Renovation with Destination Bike/Skate Park</i>  | \$2,000,000                      |
| <i>Flint Park Master Plan</i>  | \$50,000                         |
| <i>Flint Park Construction</i>   | \$420,000                        |
| <i>Founders Colony Construction</i>  | \$560,000                        |
| <i>Gate Entrances at Canyon View (CTF Funded)</i>  | \$5,000                          |
| <i>Hoop House</i>  | \$4,000                          |
| <i>Horizon Park Master Plan (Parkland Fully \$50K)</i>   | \$50,000                         |
| <i>Horizon Park Construction</i>   | \$1,550,000                      |
| <i>Improved Trash Receptacles for Park System</i>  | \$102,500                        |
| <i>Kronkright Batting Cage/Pitching Lanes</i>  | \$65,000                         |
| <i>Lincoln Park Pickleball Court Improvements: 20 courts at LP, 4 more at Canyon View</i>  | \$1,165,000                      |
| <i>Matchett Park Infrastructure</i>  | \$1,000,000                      |
| <i>Matchett Park: Southern Phase</i>   | \$8,309,684                      |
| <i>Matchett Park: Eastern Edge Phase</i>   | \$2,679,356                      |

|   |                                    |
|---|------------------------------------|
| <i>Matchett Park: Central Phase</i>   | \$15,046,708                       |
| <i>Monument Connect Phase II: Lunch Loop Trail to South Camp Road</i>           | \$840,000                          |
| <i>New Greenhouse</i>   | \$125,000                          |
| <i>Orchard Mesa Cemetery Columbarium</i>  | \$110,000                          |
| <i>Park Turf Soil Remediation: Throughout System with Compost Facility</i>      | \$40,000                           |
| <i>Permanent Gates and Alternate Route Signage for River Trail Closures</i>     | \$5,480                            |
| <i>Pine Ridge Park Renovation</i>   | \$250,000                          |
| <i>River Park Phase II, Las Colonias to Dos Rios</i>                            | \$600,000                          |
| <i>Saccomonno Park Master Plan</i>  | \$50,000                           |
| <i>Saccomonno Park Construction</i>   | \$1,800,000                        |
| <i>Skate Park Improvements-Eagle Rim (CTF Fully Funded)</i>                     | \$60,000                           |
| <i>Stadium Annual COP payment for Renovation through 2044</i>                   | \$300,000                          |
| <i>Stadium Master Plan Improvements, 2-4 year</i>                               | \$7,500,000 - \$9,000,000          |
| <i>Stadium Master Plan Improvements, 10-12 year</i>                             | \$17,800,000                       |
| <i>Stadium Master Plan Improvements, 12+ year</i>                               | \$5,800,000                        |
| <i>Van Gundy Acquisition (One Riverfront, Open Space GOCO Grant)</i>            | \$0                                |
| <i>Wayfinding &amp; Signage</i>   | \$300,000                          |
| <i>Water Conservation Projects-Turf to Native (Parkland)</i>                    | \$75,000                           |
| <i>Watson Island Disc Golf Re-vegetation</i>                                    | \$30,000                           |
| <i>Whitewater Park at Redlands Power Canal</i>                                  | \$600,000                          |
| <i>Whitman Park Improvements</i>  | \$750,000                          |
| <i>Williams Park Expansion</i>  | \$1,500,000                        |
| <i>5th Street Plaza Restrooms Remodel as a part of the larger plaza project</i> | \$300,000                          |
| <i>5th Street Interchange, phase II, west side of the interchange</i>           | \$150,000                          |
| <i>7th Street Active Artline</i>  | \$25,000                           |
| <b>TOTAL</b>  | <b>\$116,619,428-\$138,119,428</b> |

## **D) OPEN SPACE ACQUISITIONS**

Acquisition of open space serves the dual role of explicitly protecting valuable habitat and ecological features, and implicitly removing vulnerable land from the development market. Land acquisition as a natural resource management strategy is most effective on a large scale, through targeted acquisitions of parcels or areas having significant resources (cultural, scenic, and natural), including natural landmarks, archaeological sites, historically significant land and buildings, scenic view corridors, significant plant communities, riparian corridors, wetlands, and wildlife habitat. Other purposes for open spaces can include community buffers such as significant agricultural lands as well as lands used for passive recreation including trail connections and public access.

Any habitat preserved as part of this strategy is likely to require a sustainable functioning ecosystem that may be difficult or impossible to replicate at smaller scales. This does not preclude the possibility of significant open space preservation in or near urban areas, but it does mean that the area under consideration cannot typically be just a few acres.

Costs are heavily dependent on the means by which the land is acquired, since many of these transactions are the result of donations from willing landowners to land trusts and other nonprofits, which sometimes then transfer the properties to public ownership. In cases where donations of easements or full title are not the case, the costs of public purchase of such lands can be in the millions of dollars because of the scale of such acquisitions. Precise costs depend greatly on the potential economic value of the land for other uses, which may also be influenced by zoning and any prospects for permitted development, and certainly by the nature of the real estate market within the Grand Junction area. Booming real estate markets can escalate costs to prohibitive levels, while a less promising market may restrain costs. Adept negotiation on behalf of the public and a greater altruistic disposition by landowners can help to restrain what may otherwise be substantial overall costs.

Currently Grand Junction Parks & Recreation works in partnership with the Colorado West Land Trust to identify parcels which may be of community benefit. As a best practice, discussion of these potential acquisitions is not publicly disclosed so as not to damage any future negotiations.

### **Recommendations for Creating an Open Space Program**

- Create an Open Space section in Park Operations with its own cost center
- Develop and manage open space parklands according to maintenance standards appropriate for natural areas
- Work with Colorado West Land Trust and other partners to identify priority parcels for acquisition
- Pursue priority acquisitions using tools such as easements, property purchases, joint acquisitions with partner agencies, or donation
- Use Park Impact Fees, grants, and Capital Funds to acquire open space parcels

## **B. Department Recommendations**

### **New Park Development Process**

The 2019 Parks Inventory identified the opportunity to improve Grand Junction Parks & Recreation's role in the development of new parklands. It describes park development as generally broken into three stages:

1. Planning, research, design, project costs, identify funding sources - This phase brings together all of the partners needed to develop a park to address the community needs, while serving a wide demographic. Within this phase, community (public), staff, and funding partners are brought together.



2. Phase I Infrastructure installation - \$75,000 to \$150,000 per acre - The infrastructure of a park includes items such as; soil preparation / excavation, irrigation system installation, sewer service installation, electrical service installation, turf establishment, tree planting.
3. Phase II Amenity, special feature installation - Average \$100,000 to \$400,000 per 1 to 5 acres based on amenities selected. A wide range of amenities and special features can be developed, and will vary from park site to park site. General phase II amenities include; restroom facilities, playgrounds, shelters, walking paths, additional landscaping. Special features can include, but are not limited to; a recreation center, swimming pools, tennis courts, sports fields, disc golf, skate park, and many others based upon the park classification and final design. Basic amenities in an average 1 – 5-acre park are; restroom facilities, shelter, playgrounds, playground surfacing, walking path (side walk), landscaped planting beds, benches, and tables. Costs for developing a bare parcel of land into a useful, viable park can vary greatly.

Park development costs also vary widely based on the planned uses, the type of features, and the complexity of the design. Quality, size and customization also affect the cost of particular features; higher quality and more design customization may be appropriate for a regional-destination, high-visitor, urban downtown park. For the purposes of this plan, estimated parkland development costs are provided. The planning-level development figures below are exclusive of land acquisition and have been tested against local master plan figures and against recent projects in the region. The following reflect estimates of park development costs for features often considered for the various parkland types.

Estimated Parkland Development Costs:

- Neighborhood Park: \$155,000/acre
- Community Park: \$180,000/acre
- Primary Trails: \$420,000/mile

It also useful to ask the following questions in order to determine the estimated costs:

- What is the acreage and classification of the park?
- Will the park be passive or active?
- Is the project considered a special use park and what amenities will be developed (i.e.; recreation center, water feature, etc?)
- What other amenities will be included in the development?
- What was the prior use of the land and what is its current condition?

**A) RECOMMENDATION FOR PARK DEVELOPMENT PROCESS**

- Work closely with Community Development and the Commission on Arts & Culture to ensure Parks & Recreation’s involvement early in the development process
- Follow the Park Development Process using the three stages and costing questions as described

**Park Use and Addressing Homelessness**

It is estimated that nearly 1,500 adult homeless persons reside in Grand Junction on a year-round basis.<sup>3</sup> According to the January 2017 Point in Time Study of Homelessness, 1 in 5 homeless persons in Mesa County are younger than 18 years and 1 in 3 homeless persons in the county are female. 25% of the county’s people experiencing homelessness in Mesa County self-reported that they have been the victim of domestic violence.

The Grand Junction community provides quite a large number of social services for this group, including free meals, shelters, labor ready programs, transportation and more. These services coupled with a

reasonably mild climate, make the Grand Junction area a desirable destination for homeless people. A number of parks regularly are occupied by people experiencing homelessness. These include Whitman Park, Emerson Park, and Columbine Park.

The PROS Master Plan community survey revealed there is concern, particularly in-light of the Covid-19 pandemic, about the impact people experiencing homeless has on people’s perception of safety in and ability to use parks. City staff has identified nine public park areas as “areas of concern” for homeless activity. Many of these locations are adjacent to or near service providers (i.e., Whitman Park is near Grand Junction Rescue Mission). Concerns directly received by staff from community members include loitering, littering, overnight camping, excessive use of electrical outlets, and harassment. These types of behaviors have led to ongoing concerns and decreased usage of impacted parks and other public spaces by members of the general public.

In 2017 NRPA conducted a research study on homeless in parks and has since published many articles for parks and recreation industry members to consider. One published recommendation is to take a people-first approach. Along with community partners and interested organizations, agencies are suggested to create a public education campaign that focuses on developing an understanding of the circumstances that can lead to homelessness and an understanding that public spaces, including parks, community centers, and open spaces, are welcoming places for all community members.

Impacts of homelessness land on public facilities and spaces such as parks but the issue itself is one that must be addressed at a community-wide level. Leaders whose facilities, businesses, and properties are affected must come together to develop realistic goals and strategies for mitigating these impacts and the factors which lead to homelessness.

#### **A) RECOMMENDATIONS FOR ADDRESSING HOMELESSNESS**

- Work with organizations in the Grand Valley and in the state that support unsheltered people to secure housing or find alternate placement solutions and to address the needs of this population segment
- Contribute to the development and implementation of a public education campaign focused on understanding and inclusion
- Provide maintenance staff with information cards that map out local services
- Consider impacted parks as a conduit for delivering needed services by coordinating with service providers to schedule approved times for conducting activities (i.e., coordinate times at Whitman Park for food provision or for mobile showering and laundry service)
- Continue to use Crime Prevention Through Environmental Design (CPTED) principles when planning and improving parklands
- Pursue a master planning effort for Columbine Park to activate the southern portion of the park
- Pursue a public process for the renovation of Emerson Park to provide a destination skatepark with parking and an effort to preserve as much green infrastructure as possible

#### **Marketing and Increasing Awareness**

An important factor in encouraging greater use of parks and recreation facilities and services is making sure residents are fully aware of the amenities and programs available to them and where to find them. Creating this awareness is fundamental to ensuring the people of Grand Junction access the quality recreation and leisure opportunities provided.

Other benefits of improving awareness amongst residents include:

- Creating stewardship for open spaces and natural environments,
- Appreciating parks and recreation's positive economic impact, and
- Acknowledgement of places for social, physical and mental well-being.

Increasing awareness naturally increases advocacy for parks and recreations services. As the City looks to fulfill community needs through capital projects, programs, and services, it is essential that a marketing plan be created and implemented. This marketing plan should:

- Establish marketing goals,
- Define target markets and their known preferences of communication (e.g., people 65 and over prefer getting their information via local TV and radio media in addition to email),
- Outline the goals for each communication channel available,
- Define the content dos and don'ts for each channel, and
- Determine evaluation methods for each marketing strategy.

Wayfinding is a strategy used in the implementation of a marketing plan's goals. Any wayfinding on Grand Junction Parks & Recreation assets need to be aligned with the Urban Trails Committee (UTC) Wayfinding Program.

#### **A) RECOMMENDATIONS FOR MARKETING**

- Survey residents' preferences for receiving information any time a city-wide survey is conducted so modifications to marketing strategies can be made
- Develop a marketing plan that promotes recreation programs and other departmental services such as the Street Tree Program and conveys the many direct benefits of parks and recreation (i.e., mental, physical, and economic benefits)
- Establish marketing plan goals to increase capacities within each recreation programs category with the exception of camps
- Employ target marketing techniques
- Ensure cohesive branding in online materials and physical infrastructure; in particular, trail wayfinding should be in line with the UTC Wayfinding Program
- Promote cultural, tourism activities and facilities, tournaments, and special events as economic drivers in collaboration with Grand Junction Areas Chamber of Commerce and Greater Grand Junction Sports Commission
- Market parks and recreation programs at special events by providing workshops, demonstrations, and/or learning stations

#### **Partnership Opportunities**

Partnerships strengthens a diverse, growing network of dedicated park volunteers and groups by creating opportunities for people to celebrate Grand Junction's parks and accomplishments, access resources, become more effective leaders in the community, and work with the City to affect decisions about parks. The many partnerships and interagency agreements support and strengthen Grand Junction Parks & Recreation's ability to deliver quality of life services to the community.

#### **A) RECOMMENDATIONS FOR PARTNERSHIPS**

- Work with boards, commissions, and foundations to promote parks and recreation advocacy through established campaigns such as NRPA's Every Kid in a Park or Trust for Public Lands' 10-Minute Walk Campaigns and/or through capital campaign efforts
- Collaborate with Colorado Mesa University (CMU) and Grand Junction Coyote Hockey to provide public, club, and collegiate use of an ice arena

- Maintain communications with sports user groups to determine appropriate roles for providing recreation-level sports for youth and adults
- Partner with the medical community to create a special event that incorporates health screenings, counseling, and physical activities
- Work with the Colorado State University Extension Office – Tri River Area Extension to develop a Garden Club based at the Western Colorado Botanical Gardens
- Collaborate with the Greater Grand Junction Sports Commission to provide an annual economic report that measures the economic return to the community when sporting events such as tournaments and competitions are held

### **Building Advocacy**

Results from the community needs assessment survey and the parks inventory assessment reveal there is much to be accomplished to meet community needs regarding capital projects and programs. For the Department to meet these needs and its mission, the strong existing support that leverages the value parks and recreation services bring to the community must continue to be built.

The Covid-19 pandemic has elevated attention on the essential role of local parks and recreation. NRPA Park Pulse research data collected between March 26-April 1, 2020 shows:

- Eighty-three percent of U.S. adults agree that visiting their local parks, trails and open spaces is essential for their mental and physical well-being during the COVID-19 pandemic
- Nearly three in five adults say that access to these amenities are very or extremely essential to their mental and physical health
- Parents are more likely than nonparents to find parks, trails and open spaces very or extremely essential (68 percent vs 56 percent, respectively)
- Millennials and Gen Z-ers are more likely than Baby Boomers to say it is very or extremely essential to do physical activities at their local parks, trails, and open spaces to maintain their mental and physical health (68 percent and 65 percent vs. 54 percent, respectively)

Grand Junction residents agree that as a result of the pandemic, residents and city leaders will understand that “parks and recreation [services are] a good investment and [have] value to the community.” Leveraging this support for parks and recreation is essential. Now is the time to pull together partners and individuals who support Grand Junction Parks & Recreation and rally the greater community in support of securing critical funding for priority projects and programs.

#### **A.) RECOMMENDATIONS FOR BUILDING ADVOCACY**

- Establish shared economic and healthy lifestyle goals with partners and user groups as appropriate to shape initiatives and campaigns
- Continue to meet regularly with partners and user groups to evaluate progress in meeting initiative and campaign goals
- Publicly acknowledge partner efforts and accomplishments
- Develop a public campaign that espouses the benefits of Grand Junction Parks & Recreation (i.e., highlight the number of scholarships awarded annually, explain the need for a community center and what positive health outcomes it will address)
- Calculate the economic contributions Grand Junction Parks & Recreation activities and services make to the local economy



## C. Parks Operations Recommendations

The Parks Division includes parks and trails maintenance, forestry and horticulture, cemeteries, weed abatement, and sports facilities maintenance and is responsible for 35 developed and seven undeveloped parks within the City. In addition to parks, the division also maintains riverfront and urban trails, approximately 1,000 acres of open space and City rights-of-way.

An evaluation of operational practices revealed opportunities for establishing common practices amongst all Parks Operations Divisions as well as for Division-specific recommendations. Also included are opportunities to restructure responsibilities within the City which would move Grand Junction Parks & Recreation more into alignment with other Colorado parks and recreation agencies and would allow the department to focus on core services. These opportunities are described below.

### Division-wide Practices

Currently Parks Operations uses an asset management software program called Lucity. Lucity, a GIS-powered tool, allows for work order, planning, and budgeting systems. Full utilization of a system such as Lucity will allow for:

- Developing a work flow and approval process for each phase of a work order,
- Scheduling and tracking work tasks, personnel, equipment and material usage,
- Defining the fiscal year, estimating budget and asset maintenance tasks within each area of the Department, and tracking actual costs versus budget for up-to-date expenditure analysis,
- Staying apprised of maintenance work (preventative maintenance) which should increase efficiency and reduce costly repairs, and
- Creating needed budget and asset reports

Setting up an asset management system requires that all current assets be placed into the database. For agencies managing large quantities of assets such as Grand Junction Parks & Recreation, establishing the database is a daunting task. However, for a system like Lucity to prove useful, this task must be accomplished and the system must be constantly and accurately maintained.

An affiliated best practice is to have maintenance standards in place. According to the 2014 Commission for Accreditation of Park and Recreation Agencies (CAPRA) National Accreditation Standards an agency should have “established maintenance and operations standards that are reviewed periodically for management of all park and recreation areas and facilities, including specialty facilities such as marinas, ice rinks, golf courses, zoological facilities, equestrian facilities, aquatic or athletic facilities, nature centers, where applicable. Parks, facilities and other recreational elements should be identified according to the intended use of the area, ranging from heavily used and high developed areas to those that are lightly used and less developed via a park classification or maintenance classification system. Each of these areas should be assigned an appropriate set of maintenance standards including both recommended frequency and acceptable quality.” To assist with the development of Grand Junction Parks & Recreation Parks Maintenance Standards, a list of duties per parkland classification type has been made available as a Staff Resource Document.

Another best practice is to have written standard operating procedures (SOPs). SOPs create labor-related efficiencies and help ensure maintenance standards are met. SOPs provide detailed direction and instruction on how to carry out a task so that any team member can carry out the task correctly every time. Clear SOPs avoid deviation and create consistency in practices. SOPs should be presented during staff orientation; should be available to staff at all times; and, should be mostly consistent amongst Parks Operations functional areas – knowing some tasks may be different depending upon parkland classification types. Moving forward it is elemental that geographic information system (GIS) be corrected so duplicate information is eliminated and parcel data is accurate.

#### **A) RECOMMENDATIONS FOR GENERAL PARK OPERATIONS**

- Prioritize correcting GIS data so that information is accurately recorded and used in assessments
  - Avoid duplication of parcels amongst layers
  - Ensure park classification categories and types are structured to suit management needs and are accurate
- Update GIS data annually to record changes to the system
- Prioritize utilizing Lucity's modules consistently amongst all Parks Operations functions and building maintenance functions
- Appoint a small team of Lucity champions which represents all Department maintenance teams who can establish the database and train others on its use
- Use Lucity to perform preventative maintenance and to determine deferred maintenance and capital replacement needs
- Assign cost centers to Parks/trails, Horticulture, Forestry, Sports Facilities, and Cemeteries
- Adopt maintenance standards to promote consistency with the visitor's experience to any Grand Junction Parks & Recreation parkland properties
- Write SOPs with the end-user's perspective in mind using action-oriented verbs to get the point across clearly
- Update SOPs every 3-4 years or as tasks significantly alter

#### **Improving Existing Parks & Trails**

Park access at a community and neighborhood level appears to be reasonably equitable, proximity, transportation availability, and pedestrian barriers are relevant factors affecting walkability. The most obvious way to increase overall LOS is to add assets in any area with lower service or acquire land or develop partnerships in areas lacking current service.

Trails and trail connectivity scored as the top priority of existing facilities in the community survey. While the City currently offers trail access and opportunities, connections at a neighborhood do need to be improved. Pedestrian barriers and lack of trails also may limit access to recreation throughout Grand Junction.

The City should investigate areas of low and no service and identify any other service providers. If no other service provider is located, low and no service areas should be prioritized. An increasing level of service in these areas could include multiple approaches, including raising scores at existing parks, addressing pedestrian barriers, and adding or developing new parks.

#### **A) RECOMMENDATIONS FOR IMPROVING PARKS AND TRAILS**

- Utilize walkable access data to prioritize park improvements so that sites in no service or below target score service areas which have low-scoring components are addressed first
  - o Provide community-desired components such as shade structures/trees, playgrounds, natural play areas, picnic areas, open turf, and splash pads
- Work with UTC to advance the priorities in the Bicycle/Pedestrian Transportation Priorities List so the active transportation network is expanded
- Develop banked parklands located in access to outdoor recreation gap areas (i.e., Horizon Park)
- Acquire and develop parklands located in access to outdoor recreation gap areas (i.e., Williams Park)

#### **Championing a Healthy Tree Canopy**

Trees are valuable resources in combating issues from air pollution to energy conservation and climate change, but the City and community members should be deliberate in tree selection to get the greatest benefits. Expanding the tree canopy in the City of Grand Junction can insure long term environmental,

economic, and health benefits to the local community and maximum return on investment in urban forest planning and management. Trees are critical components of the city's green infrastructure and over the long-term can save the city millions of dollars.

Chapter 8.32 of Grand Junction's Municipal Code establishes urban forestry laws for the tree canopy in the City and the various functions Grand Junction Parks & Recreation, the Forestry Advisory Board, and the public perform as it pertains to trees in city limits.

The forestry program's staff has in recent years have undertaken a considerable amount of work to evaluate the forestry assets for which the City is responsible for maintaining – 37,000+ trees. Park and street trees have been inventoried and the data is a solid resource for future assessments. Currently, Grand Junction Parks & Recreation Forestry staff currently focus on maintaining street trees (trees within right-of-way) which pose the highest risk to the public. In 2020, Forestry budgeted \$10,000 for contractual services, intended to assist with tree maintenance. However, in response to budget cuts caused by decreased revenue in the General Fund, this line item was reduced to \$2,000.

The City of Phoenix, Arizona has an Urban Forest Program which has established practices and public campaign efforts in place and could be referenced as an exemplary program as Grand Junction progresses and builds support for its Forestry Program.

#### **A) RECOMMENDED CHANGES TO THE FORESTRY PROGRAM**

- Update Chapter 8.32 to advance the forestry program's ability to protect and restore valuable tree canopy that lends to a healthy and livable Grand Junction
- Complete an urban canopy assessment to determine the environmental, economic, and social benefits provided by trees
- Partners such as Colorado Mesa University, Mesa County, and other municipalities in Grand Valley should be collaborated with to further the Forestry Program's purpose
- Meet the community's mandate to increase shade structures by conducting an urban tree canopy assessment as part of an Urban Forest Master Plan which determines a goal for canopy coverage and strategies for maintaining a healthy canopy
- Develop a Citizen Forester Program and other advocacy programs to develop tree advocacy and a better understanding of forestry-related policy issues

#### **Growing Horticulture**

The area within the Grand Valley is classified as semi-desert shrubland and can be characterized as having extremely low humidity and alkaline soils with poor water infiltration. Summer temperatures can be blazing during the day with cooler nights and precipitation is low. Utilizing native plants works with nature, rather than trying to grow plants that are not suited to local conditions and often proves difficult, and wasteful, to work with. Utilizing natives also helps restore habitat by maintaining biodiversity and minimizes the spread of noxious weeds. To this end, the Horticulture section of Park Operations has begun to provide and propagate its own plant materials using space at the existing Park Operations maintenance compound. But, space is limited and functionality is challenged at this location.

Fortunately, there is opportunity to centralize the horticulture program at Western Slope Botanic Gardens. As the River District develops, a unique opportunity presents itself for Grand Junction Parks & Recreation to better service the public and economic development by re-envisioning the potential of the botanic garden and the surrounding City-owned parcels.

#### **A) RECOMMENDATIONS FOR HORTICULTURE**

- Provide central location and infrastructure for growing and distributing landscape bedding plants, shrubs, and other ornamental plants for Grand Junction parks and public facilities
- Pursue the master planning of the Western Slope Botanic Garden and include the project goals of improving the current condition of the botanic gardens, increasing community involvement in horticultural practices and food production, and utilizing existing City properties to create a centralized location where plants are grown and distributed
- Consider a Botanic Gardens Advisory Committee if an on-going advisory role is appropriate or a short-term Botanic Gardens Task Force to help influence the re-visioning of the garden area

#### **Enhancing Sports Facilities**

In addition to Stocker Stadium and Suplizio Field at Lincoln Park, Grand Junction Parks & Recreation is responsible for maintaining sports facilities located at Canyon View Park, Columbine Park, Longs Park, and Kronkright Park. These sites offer fields and spaces available for rent for the purposes of tournaments and competitions.

Residents of Grand Junction provide funding to the City of Grand Junction, primarily through sales tax. Additionally, residents outside of the City, businesses and tourists pay sales tax, which accounts for over 3/4 of the total sales tax collected. A portion of these funds, through the General Fund, are used to subsidize the operation of a facility like the Lincoln Park Stadium Complex. The facility then attracts nonresident visitors who spend money in Grand Junction both inside and outside of the facilities they visit, at restaurants, hotels and retail stores. This new outside money creates income and jobs for Grand Junction residents. There is a significant return on investment for the allocated sales tax funds, thereby stimulating the economic activity.

It is important that this returned benefit be accounted for through economic reporting and celebrated with the community. Doing so can drive support for large capital projects such as the implementation of the 2014 Matchett Park Master Plan (with some revisions based on this plan's findings) or large-scale improvements to Canyon View Park such as tennis court expansion, renovating antiquated park facilities, or lighting at fields to extend hours of availability.

#### **A) RECOMMENDATIONS FOR ENHANCING SPORTS FACILITIES**

- Pursue implementation of the Parks Improvement Advisory Board (PIAB) funded Lincoln Park Stadium Master Plan.
- Implement the Matchett Park Master Plan with the exception of building a community center at this site (Lincoln Park has been cited as the preferred location in this master plan). There are needs for more multi-purpose fields to accommodate the growth in the community. High quality turf fields are needed for competition and tournaments. The addition of synthetic fields is important to allow training year round.
- Continue to make improvements, as planned, at Canyon View Park

#### **Anticipating Future Needs**

With 62 days above 90 degrees, access to an abundance of quality of life services, and a cost of living below the national average, Grand Junction is poised to see a population increase. As that occurs, the ability to manage its park lands effectively and efficiently will be key to financial stewardship. Currently Park Operations provides a diverse range of services from managing streetscapes to tournament level park facilities to natural open space areas.



This process has revealed opportunities for Park Operations to establish smart operating practices and prepare for a future where public demand for services increases. One example of a helpful practice is to establish cost centers for the purposes of tracking expenses (expense segmentation). Doing this establishes greater control and analysis of total costs associated with a function.

In many municipalities across Colorado programs such as weed abatement and street, or right-of-way, maintenance fall outside the responsibility of a parks and recreation department. While there are always exceptions to this general rule, given the current breadth of Grand Junction Parks & Recreation's responsibilities, transferring services which do not enhance the department's ability to meet its mission by allowing the department to focus on core services which support the Comprehensive Plan. To determine an appropriate role in providing these services an evaluation of similar agencies should be conducted.

#### **A) RECOMMENDATIONS FOR ANTICIPATING FUTURE OPERATIONAL NEEDS**

- Rename the Open Space – Recreation park classification type to Open Space
- Determine which existing and future park sites best suit the Open Space category
  - Accurately reflect park classifications in GIS
  - Create an Open Space section and associated cost center which is solely responsible for managing sites under the Open Space category
  - Trails located within open space properties should be managed by the Open Space section
  - Conversely, trails located within pocket, neighborhood, community and regional parks should be managed by the Parks and Trails section
  - All trails should be maintained at a consistent standard according to their material type and function
- Work with City Administration and Public Works to discuss the possibility of moving street maintenance into Public Works
  - If not amenable, consider creating a Streetscape section and allocate a cost center with adequate budget for fully contracting greenway maintenance services
- Work with City Administration, Police Department, and Community Development to consider the possibility of moving the weed abatement program that addresses weed management on private property to a more appropriate department
- Have weed abatement as a function of each section, as appropriate – rather than as a separate section

#### **D. Recreation Program Recommendations**

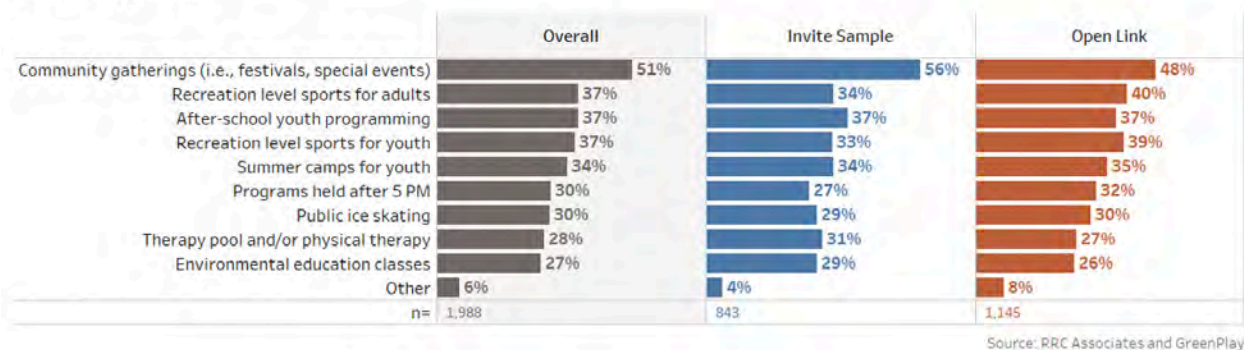
The City of Grand Junction takes pride in the quality and diversity of public recreation programs and activities the City offers, and purposefully seeks to make participation affordable and financially accessible for all residents. When assessing programs, staff consider criteria including community need, estimated costs of labor and supplies to run the program, customer satisfaction, and Activity Guide space availability.

Review of community needs, facility capacities, and the current assessment process reveals there are adjustments to recreation programming which should be considered in the future as resources and capacity at facilities allow.

**Figure 31: Desired Added/Expanded Recreational Programs/Activities**

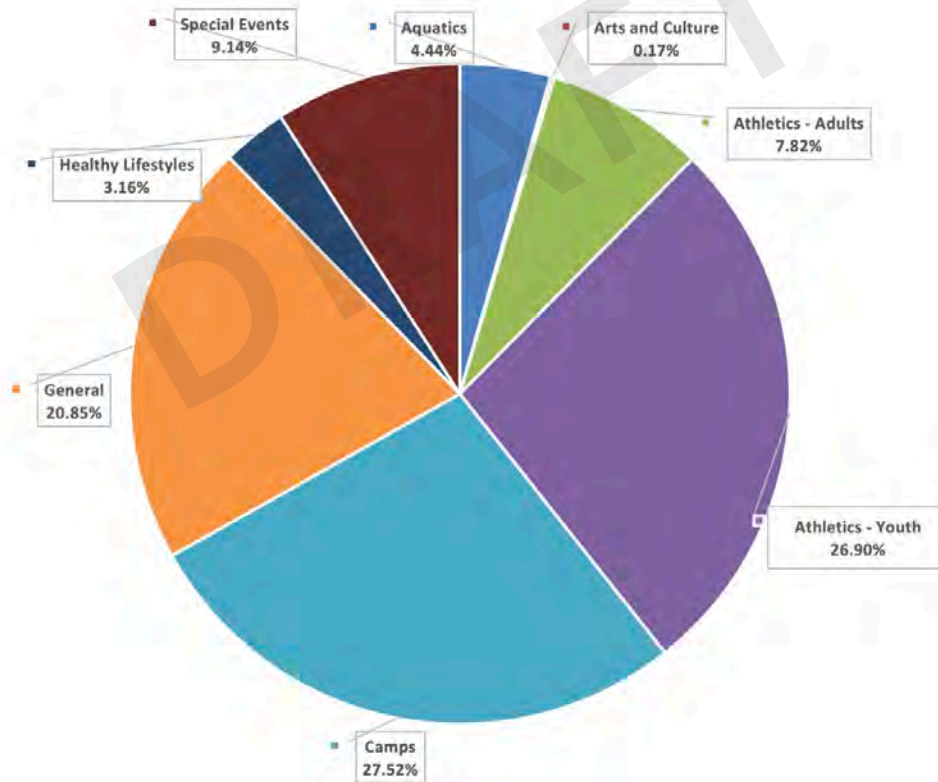
Q 19: What recreational programs or activities would you like to see the Parks and Recreation Department add or expand? Check your top FOUR choices.

Invite vs. Open Link



In 2019, there was a total of 10,887 enrollments in the Department’s eight activity categories (does not include Drop-In Aquatics or Drop-In Healthy Lifestyles activities). These categories are displayed in **Figure 33**.

**Figure 32: 2019 Activity Enrollments by Category**



Of the 1,135 total activities provided in 2019, 70 percent of these were operated by the Department whereas 30% were provided through contracted service providers. Contracted activities predominately were provided in Arts and Culture, Healthy Lifestyles and General categories.

### **Aquatics**

In 2019 Aquatics programming enrollments totaled 101,578 (2,565 in Aquatics activities and 99,013 in Drop-in Aquatics). All Aquatics activities and SUP programs were offered at Orchard Mesa Pool and Lincoln Park Pool. Orchard Mesa Pool offered School's Out hours and is open for lap swim, Aqua Aerobics, public swim, and water slide use.

Lincoln Park Pool is open only during summer months each year which limits its availability. As such, the majority of Discount Days (70%) use occurred at Orchard Mesa Pool.

### **Arts and Culture**

The non-profit arts and culture industry plays a role in Grand Junction's economic activity. Grand Junction is home to a symphony orchestra, the Historic Avalon Theatre, which is considered the largest performing arts hall in Western Colorado, and "Art on the Corner," one of America's largest outdoor displays of sculptured art where classic and contemporary pieces by Colorado artists can be viewed all year round. With this in mind, Grand Junction Parks & Recreation, in recent years, has begun to offer arts and culture related programs. In 2019, these programs made up 0.17% of registrations – all of which were for Stages Acting Workshop Level 1.

Although the park and recreation field has the opportunity to create a bridge of access to arts and culture for the community by making it attainable, existing providers are well-positioned to do this. In Grand Junction, organizations including Mesa County Public Libraries, Museums of the West, and The Arts Center offer arts and culture classes and special events designed for adults, teens, youth, and people experiencing disabilities. Many of these programs, particularly those offered through the library, are free or low-cost. Avoiding duplication and freeing up parks and recreation staff resources to focus on greater needs is recommended.

### **Athletics – Adult**

In 2019, there were 851 enrollments in softball, tennis, pickleball, racquetball, basketball, and volleyball. Additionally, there were 710 enrollments in drop-in sports offered at Bookcliff Activity Center for open gym activities including basketball, volleyball, and table tennis.

**Table 10: Adult Athletics Enrollment**

| <b>Enrollments</b> | <b>Sport</b>           |
|--------------------|------------------------|
| 710                | Drop-in Sports         |
| 194                | Pickleball Clinics     |
| 190                | Softball Leagues       |
| 149                | Pickleball Tournaments |
| 181                | Pickleball Leagues     |
| 66                 | Softball Tournaments   |
| 23                 | Racquetball League     |
| 48                 | Volleyball Leagues     |
| 0                  | Basketball 3 On 3      |

Community survey results convey that there is a desire for expanded adult recreation sports. Although indoor facilities are at capacity today and cannot expand due to space limitations during peak hours, as facilities are added or modified opportunities for expanding adult athletics should be considered when programming indoor and outdoor spaces.

### **Athletics – Youth**

Youth sports provide opportunities for children to develop physical activity habits, improve social skills and have confidence in their abilities to succeed. In Grand Junction, this program category includes activities designed for youth 18 and younger but many of the programs in 2019 were targeted toward youth in 8th grade and lower. Clinics, leagues and camps for sports such as flag football, tennis, pickleball, and basketball comprise this activity category. In 2019, this category ran at 56% capacity.

### **Camps**

Day camps, week-long camps, and sports-oriented camps for youth comprise activities in this category. In 2019, only four programs out of 122 offered had zero enrollments. In total, the 118 programs with enrollees served 2,996 youth. Sports-oriented camps offered youth exposure to fishing, rock climbing, equestrian, baseball, and softball. Traditional week-long camps, described below, had the highest participation. This program category serviced the greatest number of participants. Community survey results indicate that there is an interest in the provision of out-of-school activities for young people including after-school programs as well as summer camps.

### **General**

Self-defense, creative arts, musical arts, cross-country, Western Colorado Senior Games, and fencing activities servicing a variety of ages encompass this program category. This program category has the 2nd highest enrollments in 2019 with 2,270 participants.

### **Healthy Lifestyles**

Activities in this relatively new category primarily serve adults and focus on fitness and health improvement. Programs were held at a variety of locations including Canyon View Park, Lincoln Park, Sherwood Park, Bookcliff Activity Center, Orchard Mesa Pool, and Mesa County Fairgrounds. 344 enrollees participated in 56 courses or classes.

This new program category that focuses on non-traditional fitness and healthy living programs provides an opportunity to design programs which are designed to increase physical activity, pro-social engagement, and mental wellbeing for people of all ages.

### **Special Events**

Grand Junction Parks & Recreation provided special events at locations across the City throughout 2019. Many of these events provide opportunities for environmental education and/or physical activities within a festival atmosphere. One of the most popular events is Southwest Arbor Fest. About 2,000 people attended this festival-style event in 2019. Community survey responses indicate a strong desire for more community gatherings. Although special events in Grand Junction are held by and hosted by a variety of organizations, it is important for the Department to continue to hold community-oriented events that focus on celebrating parks and recreation services and facilities and provide opportunities for physical activity, mental well-being, and socialization.



## **Recommendations for Recreation Programs**

### **Aquatics**

- Continue to provide drop-in aquatics as this is a key service provided to the community, particularly to youth and adults and to those with lower incomes
- Continue to provide and promote swim lessons and lifeguard training

### **Arts and Culture**

- Divest from providing arts and culture classes (including those which are contracted)
- Invest in providing spaces for art exhibitions at facilities
- Provide advertising opportunities to arts and culture organizations

### **Athletics – Adult**

- Continue to provide softball leagues and expand as diamond capacity increases
- Expand pickleball classes, leagues, and tournaments as court capacity increases
- Consider developing an outdoor grass volleyball league by working with Parks Operations staff to identify low-scoring parks which can use improvements and can benefit the community through park activation (i.e., Darla Jean Park)
- Expand indoor volleyball as indoor court capacity increases

### **Athletics – Youth**

- Continue to provide recreation-level youth sports and expand as facility capacity allows
- Establish a youth swim team, and organize meets across the Grand Valley

### **Camps**

- Continue to provide sports-oriented camps for ages 8-18 independently or using contracted services
- Provide out-of-school camps for school-aged youth and expand when facility capacity allows

### **General**

- This category should be rolled into the Healthy Lifestyles category to avoid confusion and to give programming this category contains focus

### **Healthy Lifestyles**

- Contract any non-duplicative arts and culture programs and organize them under the General category
- Design activities that encourage young people to consult with and learn from the experience of family members or local leaders (mentorships)
- Offer family-oriented activities such as family fitness challenges (example: Let's Move! GJ) and
- Gardening and nutrition-based classes and challenges should be explored

### **Special Events**

- Continue to combine physical activity with learning components (i.e., environmental education or healthy lifestyle demonstrations)
- Hold small family fitness events at parks which score below the target score for walkability to activate neighborhood parks

### **Programs Planning**

- Develop and maintain a Recreation Programming Plan that covers 3-5 years of programs and covers the breadth of activities offered in the Department (should include activities provided through Parks as well, i.e., offerings at Western Colorado Botanical Gardens and Southwest Arbor Fest)

## V. STRATEGIC ACTION PLAN



This section of the Master Plan has been developed as a tactical tool for planning and executing the actions aligned with the approved strategies of the Department. At the same time, it is intended to meet community needs and interests over the next 10 years. These actions and strategies have been tested against and support the core services of the City of Grand Junction Parks and Recreation Department. All costs are estimated in 2020 dollars.

Recommended Action:  
 Short-Term (2-4 Years)  
 Mid-Term (4-8 Years)  
 Long-Term (9+ Years)

**Table 11: Action Plan**

**GOAL 1: Provide a safe, well-maintained, and accessible network of parks, open space and trails and recreation services.**

**Objective 1.1: Plan for, and construct, parks in areas that do not meet targeted level of service as described in this Parks, Recreation and Open Space Master Plan.**

| Actions/<br>Recommendations   | Capital Cost Estimate         | Funding Mechanism   | Timeframe to Complete |
|---|-------------------------------|---|-----------------------|
| 1.1 a Complete the feasibility study of the highest priority parks and recreation need: a Community Center. Further the design of this Community Center at Lincoln Park per Community Feedback. Pursue construction of the facility to fill this gap in the community’s infrastructure. | \$45,9000,000 to \$59,230,000 | Marijuana Revenue; Vape Taxation Revenue; Grants; Donations; Capital Fund (CTF, 0.75% CIP, Parkland Fund); Partners | Short-term            |
| 1.1.b Pursue a public process for the design and construction of Horizon Park to address lack of service in this area.  | \$50,000                      | Capital Fund, Grants  | Short-term            |
| 1.1.c Develop a community-informed master plan for Saccomanno Park which includes practice fields.  | \$50,000                      | Capital Fund, Grants  | Long-term             |

**Objective 1.2: Ensure that large subdivisions dedicate and construct new neighborhood parks and/or public spaces.**

| Actions/<br>Recommendations   | Capital Cost Estimate | Funding Mechanism | Timeframe to Complete |
|---|-----------------------|-------------------|-----------------------|
| 1.2.a Continue to work with Community Planning and Public Works to be involved early and often in the development review process. | -                     | -                 | Ongoing               |
| 1.2.b As undeveloped parcels are developed, require trail connections be made to the current or future planned network.           | -                     | -                 | Ongoing               |

**Objective 1.3: Identify opportunities for preservation of open space, drainageways, and trails that provide connectivity throughout the city.**

| Actions/<br>Recommendations  | Capital Cost Estimate | Funding Mechanism | Timeframe to Complete |
|--|-----------------------|-------------------|-----------------------|
| 1.3.a Work with Community Development and Public Works to pursue the bicycle and pedestrian transportation priorities identified in the UTC Bicycle/Pedestrian Transportation Priorities List. | TBD                   | Capital Fund      | Ongoing               |



|  |          |              |           |
|--|----------|--------------|-----------|
| 1.3.b Work with Community Development and Public Works to complete a comprehensive bicycle/ pedestrian alternative transportation plan that utilizes Complete Streets and 8:80 concepts. | \$20,000 | General Fund | Mid-term  |
| 1.3.c Use tools such as trail easements to create needed trail connections.  | TBD      | Capital Fund | Mid-term  |
| 1.3.d Pursue trail access along canals such as that which was acquired from 1st to 7th (Ranchman's Ditch).   | TBD      | Capital Fund | Long-term |
| 1.3.e Work with organizations such as Western Colorado Land Trust to identify opportunities for trail connections through open space parcels.  | -        | -            | Ongoing   |

**Objective 1.4: Pursue and prioritize the acquisition and development of the remaining sections of the Colorado Riverfront Trail.**

| <b>Actions/ Recommendations</b>   | <b>Capital Cost Estimate</b> | <b>Funding Mechanism</b> | <b>Timeframe to Complete</b> |
|---|------------------------------|--------------------------|------------------------------|
| 1.4.a Acquire and develop remaining Colorado Riverfront Trail sections and connectors and support the County with their remaining sections. | TBD                          | Capital Fund, Grants     | Short-term                   |
| 1.4.b Ensure easements are in place for all City sections of the trail.   | TBD                          | TBD                      | Mid-term                     |

**Objective 1.5: Maintain all parks and publicly owned spaces at a level that ensures that these spaces are used safely for their intended purposes and in ways that contribute to the quality of their surrounding contexts. This includes activating spaces that are not being used for their intended purpose through renovation.**

| Actions/<br>Recommendations  | Capital Cost Estimate | Funding Mechanism    | Timeframe to Complete |
|--|-----------------------|----------------------|-----------------------|
| 1.5.a Pursue a public process to renovate Columbine Park to address safety concerns and unintended uses. | \$30,000              | Capital Fund, Grants | Long-term             |
| 1.5.b Pursue a public process to renovate Emerson Park to address safety concerns and unintended uses    | \$30,000              | Capital Fund, Grants | Long-term             |

**Objective 1.6: Utilize best practices and staffing resources to ensures that the department’s mission is met and spaces are well-maintained and safe.**

| Actions/<br>Recommendations  | Capital Cost Estimate | Funding Mechanism | Timeframe to Complete |
|--|-----------------------|-------------------|-----------------------|
| 1.6.a Once fully staffed, evaluate the need for additional staff so deferred maintenance can be addressed and new facilities are well-maintained.  | -                     | Operating         | Short-term            |
| 1.6.b Utilize the maintenance and asset management software consistently in Parks Operations and Facility Maintenance to create a deferred maintenance list and use that list to prioritize improvements and replacements. | -                     | -                 | Ongoing               |

|   |   |            |            |
|---|---|------------|------------|
| 1.6.c Train staff on utilization of maintenance and asset management software to develop consistent nomenclature and to maximize the software's potential.  | - | Staff Time | Short-term |
| 1.6.d Utilize an intern to setup assets in the maintenance and asset management software system using pre-determined nomenclature   | - | Operating  | Short-term |
| 1.6.e Develop maintenance standards which delineate routine, core tasks and state the acceptable quality for each park type.  | - | -          | Ongoing    |
| 1.6.f Evaluate responsibilities of similar agencies to determine if parks departments typically manage all sidewalks, parking lots, and lighting inside park boundaries and on trails, independently from public works. Also, maintenance of school grounds, undeveloped roadway shoulders, guardrails, and rights-of-ways should be included in this evaluation. | - | Operating  | Short-term |
| 1.6.g Add one special events full time park maintenance support staff by 2025.  | - | Operating  | Mid-term   |
| 1.6.h Develop written standard operating procedures which are associated with maintenance standards and routine tasks   | - | Operating  | Mid-term   |

|  |   |           |          |
|--|---|-----------|----------|
| 1.6.i Assign cost centers to Parks/trails, Horticulture, Forestry, Sports Facilities, Open Space, and Cemeteries   | - | -         | Mid-term |
| 1.6.j Add part-time and skilled full-time positions to address operations and maintenance needs, especially when new facilities are added.   | - | Operating | Ongoing  |
| 1.6.k Implement an objective process for scholarship utilization that includes marketing efforts directed at target populations. Financial or grade-related criteria could be established. | - | -         | Mid-term |

**GOAL 2: Ensure parks, recreational and open space facilities and programs meet community needs and equity of location.**

**Objective 2.1: Adopt an updated Parks, Recreation, and Open Space Master Plan.**

| <b>Actions/<br/>Recommendations</b>  | <b>Capital Cost Estimate</b> | <b>Funding Mechanism</b> | <b>Timeframe to Complete</b> |
|--|------------------------------|--------------------------|------------------------------|
| 2.1.a Present this community-informed master plan to City Council for adoption in December 2020. | -                            | -                        | Short-term                   |



**Objective 2.2: Identify and prioritize parks and open space opportunities in areas that are currently underserved.**

| Actions/<br>Recommendations   | Capital Cost Estimate | Funding Mechanism         | Timeframe to Complete |
|---|-----------------------|---------------------------|-----------------------|
| 2.2.a Address low-scoring facility components using walkability access data in <b>Appendix C</b> to inform the prioritization of improvements so that ‘no service’ and ‘below target’ areas are prioritized in residential areas. | TBD                   | Operating or Capital Fund | Short-term            |

**Objective 2.3: Continue to explore long term funding strategies such as retail sales and processing of marijuana, among others, for parks and recreation programs and facilities including regional sports facilities, a field house, and a community center.**

| Actions/<br>Recommendations  | Capital Cost Estimate | Funding Mechanism | Timeframe to Complete |
|--|-----------------------|-------------------|-----------------------|
| 2.3.a Pursue funding of a community center.  | -                     | -                 | Short-term            |
| 2.3.b Using funding from grants, a possible dedicated funding source of marijuana (the top preferred source of funding according to the survey), General Fund and 0.75% capital fund, to construct the top capital priorities described in the 10-year capital plan. | -                     | -                 | Ongoing               |

|   |   |                                  |            |
|---|---|----------------------------------|------------|
| 2.3.c Embrace parks and recreation services as an economic driver and align budgets to reflect and support the impact visitation and use has on capital needs, operational function, and maintenance requirements.  | - | General Fund; Capital Fund       | Short-term |
| 2.3.d Utilize existing and future Park Impact Fees to develop new park, open space, trail, and recreation facilities.   | - | Park Impact Fees                 | Ongoing    |
| 2.3.e Work with the Grand Valley Parks and Recreation Foundation to establish two goals 1) expand program scholarships; and 2) pursue grants and fundraising efforts to enable the expansion and to see the program fully funded by non-General Fund sources. | - | Contributions; Donations; Grants | Mid-term   |
| 2.3.f Work with the Grand Valley Parks and Recreation Foundation to revamp the Round-up for Recreation program as a strategy for meeting established goals.   | - | -                                | Short-term |

**Objective 2.4: Implement the Lincoln Park Stadium Master Plan Adopted January 7, 2021 by the Parks Improvement Advisory Board.**

| <b>Actions/<br/>Recommendations</b>   | <b>Capital Cost Estimate</b> | <b>Funding Mechanism</b>  | <b>Timeframe to Complete</b> |
|---|------------------------------|---|------------------------------|
| 2.4.a Complete the 2-4 year renovation plan goals shown in the Lincoln Park Stadium Master Plan.                          | \$7,500,000-\$9,000,000      | Refinance existing Stadium debt and extend the term; partner contributions, Grants and increase City contribution | Short-term                   |
| 2.4.b Promote sports tourism by implementing the remaining improvements of the approved Lincoln Park Stadium Master Plan. | \$24,800,000                 | Refinance existing Stadium debt and extend the term; partner contributions, Grants and increase City contribution | Long-term                    |

**Objective 2.5: Periodically review plans, assessments, programs, and offerings to ensure they continue to meet needs of residents as the population and preferences change over time. Instigate new efforts to meet newly identified needs.**

| <b>Actions/<br/>Recommendations</b>  | <b>Capital Cost Estimate</b> | <b>Funding Mechanism</b> | <b>Timeframe to Complete</b> |
|--|------------------------------|--------------------------|------------------------------|
| 2.5.a Complete an urban tree canopy assessment to determine the environmental, economic, and social benefits provided by trees as part of a Tree and Shade Master Plan | \$35,000                     | Capital Funds            | Mid-term                     |

**Objective 2.6: Work with partners to identify key properties for future acquisition and conservation that meet multiple natural resource protection and recreation goals in adopted plans.**

| <b>Actions/<br/>Recommendations</b>  | <b>Capital Cost Estimate</b> | <b>Funding Mechanism</b> | <b>Timeframe to Complete</b> |
|--|------------------------------|--------------------------|------------------------------|
| 2.6.a. Open Space land acquisitions should be identified and prioritized in partnership with key organizations such as the Colorado West Land Trust. | -                            | -                        | Ongoing                      |

|   |     |                       |         |
|---|-----|-----------------------|---------|
| 2.6.b Pursue acquisition of key properties that provide important conservation and/or recreation opportunities. | TBD | Grants; Capital Funds | Ongoing |
|---|-----|-----------------------|---------|

**Objective 2.7: Collaborate with others, such as City boards and commissions, District 51, health, and wellness organizations, and the medical community to expand and increase awareness and advocacy of programs and offerings.**

| Actions/ Recommendations  | Capital Cost Estimate | Funding Mechanism | Timeframe to Complete |
|---|-----------------------|-------------------|-----------------------|
| 2.7.a Foster strong engagement through Parks & Recreation Advisory Board, Parks Improvement Advisory Board, Forestry Board, Arts Commission, Greater Grand Junction Sports Commission, and other City Council appointed boards. | -                     | -                 | Ongoing               |

**Objective 2.8: Continue to build new or expanded recreational activities/amenities along the riverfront, including expansion of the River Park and improvements to the Western Colorado Botanical Gardens.**

| Actions/ Recommendations  | Capital Cost Estimate | Funding Mechanism                                 | Timeframe to Complete |
|---|-----------------------|---|-----------------------|
| 2.8.a Pursue a public master planning process for re-envisioning the Western Colorado Botanical Gardens with the goal of increasing tourism, community, and operational efficiencies. | \$75,000              | Capital Fund                                      | Short-term            |
| 2.8.b Implement the Western Colorado Botanical Gardens Master Plan.   | \$720,000             | Capital Fund; Grants; Donations; Park Impact Fees | Mid-term              |



|  |           |              |          |
|--|-----------|--------------|----------|
| 2.8.c Construct River Park's Phase II, Las Colonias to Dos Rios. | \$600,000 | Capital Fund | Mid-term |
|--|-----------|--------------|----------|

**Objective 2.9: Expand and increase awareness and advocacy of programs and offerings amongst the general community.**

| <b>Actions/<br/>Recommendations</b>   | <b>Capital Cost Estimate</b> | <b>Funding Mechanism</b>      | <b>Timeframe to Complete</b> |
|---|------------------------------|-------------------------------|------------------------------|
| 2.9.a<br>Draft an updated Department Mission Statement to reflect the Core Values and the essentiality of Parks and Recreation.                                     | -                            | General Fund;<br>Capital Fund | Short-term                   |
| 2.9.b Direct resources toward marketing efforts including signage, social media, radio, TV, and web presence.   | -                            | General Fund; Capital Fund    | Short-term                   |
| 2.9.c Create a marketing plan that defines the Grand Junction Parks & Recreation brand well and provide strategies that align with known communication preferences. | -                            | Operating                     | Short-term                   |
| 2.9.d Develop a Citizen Forester Program and other advocacy programs to develop tree advocacy and a better understanding of forestry-related policy issues.         | -                            | Operating                     | Long-term                    |

**GOAL 3: Foster opportunities that bring people together and that promote economic activity by developing great programs and public spaces.**

**Objective 3.1: Continue to redevelop the city’s riverfront utilizing both private and public investment.**

| Actions/<br>Recommendations  | Capital Cost Estimate | Funding Mechanism | Timeframe to Complete |
|--|-----------------------|-------------------|-----------------------|
| 3.1.a Use recreation opportunities and sports activities as regional draws by continuing to pursue facilities that support sports tourism such as the Lincoln Park Stadium Renovation, improvements to Canyon View Regional Park, a Field House, a Community Center, and building a portion of Matchett Park as a Regional Park. | -                     | -                 | Ongoing               |
| 3.1.b Support the creation of the Colorado River Basin Master Plan. This plan should address working with landowners for additional access and potential promotion of the river as a key recreational amenity.   | \$90,000              | General Fund      | Mid-term              |

**Objective 3.2: Pursue the capital priorities as listed in the Parks, Recreation and Open Space Master Plan.**

| Actions/<br>Recommendations  | Capital Cost Estimate | Funding Mechanism                 | Timeframe to Complete |
|--|-----------------------|-----------------------------------|-----------------------|
| 3.2.a As prominently stated in the Community Survey, complete the feasibility study of the highest priority parks and recreation need: a community center. Prioritize furthering the design of this Community Center at Lincoln Park per community feedback. | -                     | Capital Fund; Grants              | Short-term            |
| 3.2.b Pursue capital priorities listed in <b>Section VI</b> of this master plan.   | -                     | Capital Fund; Tax Revenue; Grants | Ongoing               |

**Objective 3.3: Identify tools to promote safety in public spaces.**

| Actions/<br>Recommendations   | Capital Cost Estimate | Funding Mechanism | Timeframe to Complete |
|---|-----------------------|-------------------|-----------------------|
| 3.3.a Use Crime Prevention Through Environmental Design principles when renovating/redesigning parks. | -                     | -                 | Ongoing               |
| 3.3.b Add or improve lighting to community parks and facilities where public safety is a concern.     | TBD                   | Capital Fund      | Ongoing               |
| 3.3.c Design spaces to be more open to passersby and creates lines of sight.                          | -                     | -                 | Ongoing               |
| 3.3.d Design spaces with clear access points which are well-signed.                                   | -                     | Operating         | Ongoing               |

|  |   |           |         |
|--|---|-----------|---------|
| 3.3.e Remove overgrown plant material from trouble areas.              | - | Operating | Ongoing |
| 3.3.f Utilize plants which grow slowly and remain closer to the ground | - | Operating | Ongoing |

**Objective 3.4: Enhance program portfolio to meet community needs.**

| <b>Actions/<br/>Recommendations</b>  | <b>Capital Cost Estimate</b> | <b>Funding Mechanism</b> | <b>Timeframe to Complete</b> |
|--|------------------------------|--------------------------|------------------------------|
| 3.4.a Provide pop-up, mobilized style recreation programs in areas where access to recreation is limited.              | -                            | Operating                | Short-term                   |
| 3.4.b Focus departmental special events on health and well-being.  | -                            | Operating                | Short-term                   |
| 3.4.c Expand youth camps and youth sports programs as facilities and resources are expanded.                           | -                            | Operating                | Mid-term                     |
| 3.4.d Expand swim lessons, and other programs, as facilities and resources expand.                                     | -                            | Operating                | Mid-term                     |
| 3.4.e Enhance program portfolio to include beginning dance classes, marital arts, and teen and young adult activities. | -                            | Operating                | Mid-term                     |
| 3.4.f Seek out potential partnerships to ensure senior services continue to be available across the City.              | -                            | Operating                | Ongoing                      |



|   |   |           |         |
|---|---|-----------|---------|
| 3.4.g Work with Mesa County Public Library and other community organizations to provide non-sports programs.                            | - | -         | Ongoing |
| 3.4.h Utilize contracted services to provide activities when appropriate; be consistent in contractual terms amongst service providers. | - | -         | Ongoing |
| 3.4.i Work with Visit Grand Junction and Downtown District Association to provide appropriate support for additional events.            | - | Operating | Ongoing |

**GOAL 4: Support a lively arts and culture community.**

**Objective 4.1: Identify opportunities in capital projects to create locations for or construct/erect public art.**

| <b>Actions/<br/>Recommendations</b>  | <b>Capital Cost Estimate</b> | <b>Funding Mechanism</b> | <b>Timeframe to Complete</b> |
|--|------------------------------|--------------------------|------------------------------|
| 4.1.a Include public art when designing new facilities.  | -                            | -                        | Ongoing                      |
| 4.1.b Consider themed public art projects along trails to create art trails; include environmental themes such as water conservation or local food production.                     | -                            | -                        | Ongoing                      |
| 4.1.c Include small and large community public art opportunities in projects as ways to create neighborhood pride in parks and facilities by transforming infrastructure into art. | -                            | -                        | Ongoing                      |

**Objective 4.2: Support the implementation of and periodic updates to the City’s Strategic Cultural Plan and other City’s Arts and Culture Commission planning efforts.**

| Actions/<br>Recommendations   | Capital Cost Estimate | Funding Mechanism | Timeframe to Complete |
|---|-----------------------|-------------------|-----------------------|
| 4.2.a Identify key team members responsible for providing input into updates to the Cultural Plan and other planning efforts. | -                     | -                 | Short-term            |

**Objective 4.3: Continue to monitor and promote awareness of the economic impact of the arts within the city in partnership with arts and culture organizations.**

| Actions/<br>Recommendations   | Capital Cost Estimate | Funding Mechanism | Timeframe to Complete |
|---|-----------------------|-------------------|-----------------------|
| 4.3.a Partner with the Police Department and the arts community to monitor and report on the positive effects public art in parks has on issues which impact the local economy such as crime rates and business activity. | -                     | -                 | Short-term            |

**Goal 5: Maintain access to public lands at the urban/rural interface.**

**Objective 5.1: Evaluate existing trail networks and while funding and planning for new trails and ongoing maintenance of the network.**

| Actions/<br>Recommendations  | Capital Cost Estimate | Funding Mechanism | Timeframe to Complete |
|--|-----------------------|-------------------|-----------------------|
| 5.1.a Utilize maintenance and asset management software, budget, and GIS data to determine linear costs for trail maintenance that includes labor and direct costs and to justify allocation of additional budget to maintain trails, a greatly desired community asset. | -                     | -                 | Short-term            |

|  |   |              |          |
|--|---|--------------|----------|
| 5.1.b Increase General Fund and Capital Fund allocation for needed trail maintenance, particularly as trails are added to the network. | - | General Fund | Mid-term |
|--|---|--------------|----------|

**Objective 5.2: Review Grand Junction Municipal Code to ensure that it provides sufficient flexibility to encourage design innovations that provide open space and protect sensitive environmental resources, scenic vistas, and cultural resources.**

| Actions/ Recommendations  | Capital Cost Estimate | Funding Mechanism | Timeframe to Complete |
|---|-----------------------|-------------------|-----------------------|
| 5.2a Increase buffer widths along streams and water bodies.   | -                     | -                 | Mid-term              |
| 5.2.b Maintain the integrity of established buffers by working with Code Enforcement to monitor buffers   | -                     | -                 | Long-term             |
| 5.2.c Name all water bodies, wetlands, and cultural resources and post signs to promote ownership.  | TBD                   | -                 | Long-term             |
| 5.2.d Require cultural, wildlife and/or plant surveys to be conducted at proposed development sites where known natural and cultural resources are present. | -                     | -                 | Long-term             |
| 5.2.e Ensure zoning regulations limit the height of buildings based on their proximity to a designated, scenic view shed.                                   | -                     | -                 | Mid-term              |

**Objective 5.3: Maintain strong partnerships between the City and other agencies, non-profits, and jurisdictions that support and maintain recreation opportunities in the Grand Junction area.**

| Actions/<br>Recommendations  | Capital Cost Estimate | Funding Mechanism | Timeframe to Complete |
|--|-----------------------|-------------------|-----------------------|
| <p>5.3.a Continue to meet regularly with partners so relationships stay strong and continue to grow to meet common parks and recreation goals. This includes Colorado Mesa University, School District 51, Grand Junction Rockies (or whoever they morph into with changes in the Minor Leagues), the Grand Junction Baseball Committee (JUCO), Mesa County, Colorado Land West Trust, Rivers Edge West, Strive, Pinnacle Venue Services, Downtown District Association, Land Use Agencies (BLM, CPW), Grand Junction Chamber of Commerce, Greater Grand Junction Sports Commission, Sports User Groups such as Fire FC.</p> | -                     | Staff Time        | Ongoing               |
| <p>5.3.b Work with Mesa County Public Health and other partners to develop a people-first approach to mitigating the impacts homelessness has on public facilities.</p>  | -                     | Staff Time        | Ongoing               |



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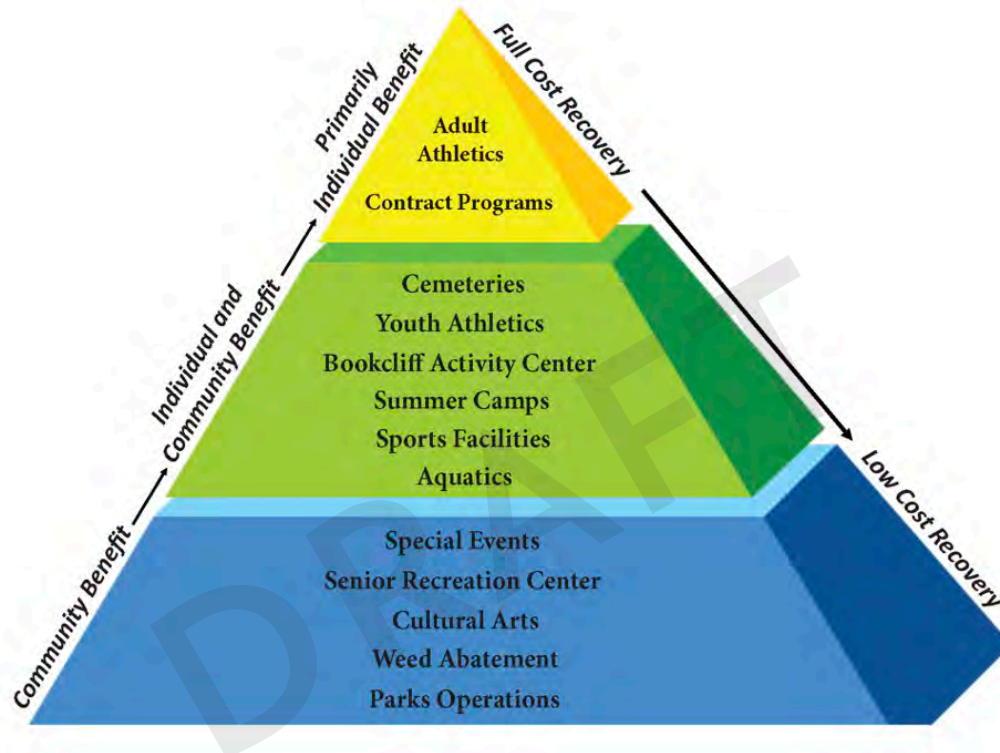
## VI. FUNDING



## A. Cost Recovery Policy

Grand Junction Parks & Recreation has an established philosophy for setting fees. This philosophy is based on a Cost Recovery Pyramid model. The base level of the pyramid represents a majority of the Department. A majority of the programs and services offered in the base level are heavily subsidized by the City. As progression is made up the pyramid, the level of subsidy decreases as the programs and services move from a community benefit to a higher individual benefit. This foundation and upward progression are intended to represent the Department's core mission, while also representing a reflection of the diversity of programs and services the City offers.

**Figure 33: Current Cost Recovery Pyramid Model**



Grand Junction Parks & Recreation is unique because of its relationships with the local school district, university, and partner organizations. Recognizing the impact of service fees on these organizations, the department works closely with each of these organizations to determine fair and equitable fee structures for programs and facilities and to lessen competition. As a best practice, fees and charges are reviewed annually by the Parks and Recreation Advisory Board and multiple levels of staff.

### **CURRENT COST RECOVERY PERCENTAGES**

The percent of the direct cost recovered by fees and charges with the remainder being subsidized through General Fund dollars.

#### **Community Benefit: 0-35 percent cost recovery**

At the base of the pyramid are programs that benefit the entire community, not individuals. Examples are access to parks, trails, community events, cultural arts, weed abatement, and special events. This also include the operation of the decades old agreement to operate the Senior Recreation Center. These programs or facilities have minimal or no fees.

### **Community/Individual Benefit: 36-75 percent cost recovery**

The middle level of the pyramid contains programs and services that benefit mainly the community but also individuals. These programs and services promote health and wellness activities and opportunities as well. Examples are aquatics, sports facilities, summer camps, Bookcliff Activity Center, cemeteries, and youth athletics.

### **Primarily Individual Benefit: 76-100 percent cost recovery**

The highest level of the pyramid contains programs and service that benefit specific groups or individuals and include adult athletics, special interest programs, contract programs, and the golf courses, which are enterprise funds.

### **Recommended Changes to the Cost Recovery Model**

- Open space maintenance and the tree program be included in the Community Benefit level at 0-35% cost recovery
- Healthy Lifestyle category courses should be in the Community/Individual Benefit level at 36-75% cost recovery

## **B. Potential Funding Mechanisms**

To continue to build and maintain the parks and recreation system, funding should be pursued for operations and capital improvement projects, like those presented in this plan.

Current primary funding sources are: General Funds (City Council Appropriation), Grants, Charges for Services, Parkland Expansion Fund, Conservation Trust Fund, and Sales Tax CIP Fund.

The following options are the most feasible to implement in Grand Junction to fund the Department's work and should be fully explored and vetted within the next year.

### **PARTNERSHIPS**

Partnerships are joint development funding sources or operational funding sources between two separate agencies, such as two government entities, a non-profit and a city department, or a private business and a city agency. Two partners jointly develop revenue producing parks and recreation facilities and share risk, operational costs, responsibilities and asset management, based on the strengths and weaknesses of each partner. Currently Grand Junction Parks & Recreation partners, such as the Grand Junction Parks Foundation, represent an opportunity to act as a significant funding source of park projects.

### **FOUNDATIONS AND PARTNERS/DONATIONS**

Dollars are raised from tax-exempt, non-profit organizations established with private donations to promote specific causes, activities, or issues. They offer a variety of means to fund capital projects, including capital campaigns, gift catalogs, fund-raisers, endowments, sales of items, etc.

### **PRIVATE DONATIONS**

Private donations may also be received in the form of funds, land, facilities, recreation equipment, art or in-kind services. Donations from local and regional businesses as sponsors for events or facilities should be pursued. Grand Junction Parks & Recreation could also explore opportunities for donations and crowdfunding for special programs and projects.



### **IRREVOCABLE REMAINDER TRUSTS**

These trusts are set up with individuals who typically have more than a million dollars in wealth. They will leave a portion of their wealth to the city in a trust fund that grows over a period of time and then is available for the city to use a portion of the interest to support specific parks and recreation facilities or programs that are designated by the trustee.

### **VOLUNTEERISM**

This is an indirect revenue source in that persons donate time to assist the department in providing a product or service on an hourly basis. This reduces the city's cost in providing the service plus it builds advocacy into the system.

### **RECREATION SERVICE FEES**

This is a dedicated user fee, which can be established by ordinance or other government procedures for the purpose of constructing and maintaining recreation facilities. The fee can apply to all organized activities, which require a reservation of some type, or other purposes, as defined by the local government. Examples of such activities include adult basketball, volleyball, tennis, and softball leagues, youth baseball, soccer, football and softball leagues, and special interest classes. The fee allows participants an opportunity to contribute toward the upkeep of the facilities being used.

### **FEES/CHARGES**

Grand Junction Parks & Recreation must position its fees and charges to be market-driven and based on both public and private facilities. The potential outcome of revenue generation is consistent with national trends relating to public parks and recreation agencies, which generate an average 35% to 50% of operating expenditures.

### **TICKET SALES/ADMISSIONS**

This revenue source is generated by providing access to facilities for self-directed activities such as pools, ice skating rinks, ballparks, and entertainment facilities. These user fees help offset operational costs.

### **PERMITS (SPECIAL USE PERMITS)**

Special permits allow individuals to use specific park property for financial gain. The city either receives a set amount of money or a percentage of the gross service that is being provided.

### **PARK IMPACT FEES**

The development of land creates new or increased demands on city facilities and services, including schools, roads, water, parks and recreation facilities. The costs of providing such additional services and facilities should be borne by those who create the need. Accordingly, developers are required to contribute toward meeting the increased public service needs. A park impact fee addresses the increased or new demand on park facilities and services.

### **BOND ISSUES**

Agencies 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.

### **PROPERTY TAXES**

Ad valorem taxes on real property.

### **LODGER'S TAX**

The lodging tax is a source of revenue that currently is used solely by Visit Grand Junction to promote tourism in the City.

### **BUSINESS IMPROVEMENT DISTRICT/BENEFIT DISTRICT**

Taxing districts are established to provide funds for certain types of improvements that benefit a specific group of affected properties. Improvements may include landscaping, the erection of fountains, acquisition of art, and supplemental services for improvement and promotion, including recreation and cultural enhancements.

### **GENERAL IMPROVEMENT DISTRICT (GID)**

New developments can establish a General Improvement District (GID) when authorized by City Council and legally set up according to state law. This taxing district provides funds especially for the operation and maintenance of public amenities such as parks and major boulevards. For example, the Dos Rios GID is a property tax district formed in 2019 for the purpose of funding improvements within the district, such as utilities, communications facilities, and roads.

### **CONCESSION MANAGEMENT**

Concession management generates revenue from retail sales or rentals of soft goods, hard goods, or consumable items. The city either contracts for the service or receives a set amount of the gross percentage or the full revenue dollars that incorporates a profit after expenses.

### **PRIVATE MANAGEMENT**

This entails contracting with a private business to provide and operate desirable recreational activities that are financed, constructed, and operated by the private sector with additional compensation paid to the City.

### **PRIVATE DEVELOPERS**

These developers enter into license agreements for city-owned land through a subordinate agreement that pays out a set dollar amount plus a percentage of gross dollars for recreation enhancements. These could include a golf course, marina, restaurants, driving ranges, sports complexes, equestrian facilities, recreation centers, and ice arenas.

### **EASEMENTS**

This revenue source is available when the city allows utility companies, businesses or individuals to develop some type of an improvement above ground or below ground on their property for a set period of time with a set dollar amount to be received by the City on an annual basis.

### **INTERGOVERNMENTAL AGREEMENTS**

These agreements involve contractual relationships entered into between two or more local units of government and/or between a local unit of government and a non-profit organization for the joint usage/development of sports fields, regional parks, or other facilities.

### **Grants**

The grant market continues to grow annually. Grant researching, writing, and administration are essential if Grand Junction Parks & Recreation is to pursue grants. Matching dollars are required for most federal grants and many state grants. Grant programs are available through organizations including Great Outdoors Colorado, private foundations, Department of Local Affairs, United States Department of Agriculture, and Center for Disease Control.

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## VII. CONCLUSION





This Parks, Recreation, and Open Space Master Plan is a vision for the future role of the City of Grand Junction in continuing its tradition of excellence as marked by its Gold Medal status. Tremendous community input and participation in both this project and the overarching Comprehensive Plan, One Grand Junction, has clearly identified the sustainable balance of appropriate facility access, open space protection and preservation, facility and asset maintenance, and prudent investment priorities that meets public interest and need. This plan works in complement with the Comprehensive Plan: One Grand Junction. The PROS Master Plan provides more detailed guidance specifically in the parks, recreation, open space, and trails areas of focus, with a relevant planning horizon of 2030.



One of the elements of this vision that is most important to residents is to pursue ambitious goals with fiscally responsible and reliable strategies that reflect local best practices and efficiency by the city. These strategies require using creative funding techniques that share the burden of cost and maximize the benefits of expanded parks and recreation facilities in the community; continuation and enhancement of partnerships; maintenance of existing facilities; and, responsible pricing for programs, events, and facility usage. This Parks, Recreation, and Open Space Master Plan Master Plan will guide the City in providing the essential service of parks and recreation to serve the community.

## APPENDIX A: OVERVIEW OF SURVEY PROCESS

This overview includes:

1. A Discussion of the Survey Process and Methodology
2. A Summary of Key Findings
3. A copy of the survey instrument
4. The full survey results

## SURVEY METHODOLOGY

A community survey is an important component of the 2020 Parks, Recreation, and Open Space planning effort. A major public outreach effort ensued in the summer of this year with over 350 attendees at public forums and invite-only focus groups. Additionally, an initial, short survey was fielded as a part of this broader public outreach process and information gathering. This survey resulted in 334 responses that were tabulated and analyzed. This preliminary feedback provided a foundation for the content and questions asked on the more comprehensive and important PROS community survey.

The community survey consisted of two methods of distribution resulting in two categories of respondents:

- **The “Invite” Sample:** Based on a statistically valid random sampling of registered voters in the City of Grand Junction, this set of respondents is the most important component of the survey program. Paper surveys were mailed to 6,000 randomly selected residents of the City. The survey packet included a cover letter in English and Spanish, a paper survey form, and a postage paid return envelope. The letter described the overall Parks and Recreation Planning process, and the importance of the survey to future planning. Recipients of the survey were given the option to complete the survey by returning the paper, or online through a password protected website ensuring one response per selected person.

A total of 997 Invite survey responses were received via paper or online response. Relative to other survey efforts, this level of participation is considered to be very strong. The high rate of participation resulted in statistical validity, with a margin of error of 3.1 percent. The results, therefore, are representative of the overall opinion of all Grand Junction voters.

- **The “Open Link” Sample:** An online survey was also made available to residents in the Grand Junction area. Residents were encouraged to go to a website to complete a survey that was identical to the mailed survey. This Open Link survey was publicized through email lists, newsletters, ads on social media, public meetings, etc. A total of 1,481 Open Link surveys were received. Throughout this Overview, the results of both samples are shown, along with an “Overall” category that combines both sources of responses. While both samples (groups of respondents) are important, particular attention should be given to the Invite sample, as again, it best represents registered voters in the City of Grand Junction.

Results from the research are presented in several different documents. This Overview summarizes key findings from the surveys. Additionally, a full report on all survey responses is presented in a PowerPoint format. Open-ended responses were also obtained through several questions on the survey. These comments and suggestions were fully tabulated in verbatim form and they have been presented to the City under separate cover.

# A SUMMARY OF KEY FINDINGS

- **Impacts of COVID-19 on Parks & Recreation:** The survey instrument acknowledged that this study is being done during the pandemic. Respondents were asked about “What single outcome of the pandemic will have the greatest impact on the future of parks and recreation facilities and services?” Budget/financial implications, and an increased appreciation that parks and recreation are a good investment for the community were the most frequently identified choices. The data suggest that increased awareness and utilization of parks, recreation, and open space may be a sustained outcome of the pandemic. Increased homelessness was also identified as a concern, especially among Invite survey respondents.
- **Satisfaction with Grand Junction Parks, Facilities, & Recreation Services:** Satisfaction with parks, recreation facilities, and recreation programs/services were rated, and more than two-thirds of Invite respondents provided high ratings of satisfaction, either a “4” or “5” in all three categories. About six percent rated parks a 1 or 2 on the scale, and 15 percent used this lower rating to evaluate both recreation facilities, and recreation programs. These measures provide a metric to evaluate current opinions, and they can be used to rate recreation facilities and services in the future. About 800 respondents provided additional comments on their responses to this questions with various needs identified, including most specifically a desire for a community center and/or associated indoor facilities. As noted above, these responses were recorded and presented under separate cover.
- **Impediments to Use:** The survey asked what “hinders your use” of facilities. A lack of awareness of programs/facilities was identified most often by a large margin (34% of Invite respondents). Lack of facilities and amenities, crowding, and cost/user fees were all secondary deterrents among the Invite sample, but all were identified by a sizeable group (about 15%). The opportunity to expand awareness through communications of many types is a clear outcome of the survey.
- **Communication Effectiveness:** When asked about the “effectiveness” of communications, about two in five Invite respondents rated the City of Grand Junction effective or very effective (4 or 5). However, about one in four rated the effectiveness of receiving information in the low category (1 or 2). Clearly, there is an opportunity to use the results to plan for expanded communications in the future.
- **What Is Important to Residents and How Well are Needs Being Met:** The survey shows that trails, open space, and community/neighborhood parks are the most important existing facilities and services out of a list of 18 categories that were rated. These results were then coupled with results from a question that asked how well the needs of the City are being met across these same categories. The result presents a means of identifying what is important and how well the city is doing. Facilities and services that are very important and performing well include the three categories identified as most important to households: trails, open space, and community/neighborhood parks. In contrast, “shade structures” and “recreation programs and activities” received above average importance ratings but below average needs-met ratings. These may be key areas for improvement. Indoor fitness center/room and indoor gyms (basketball, volleyball and pickleball), while slightly below average in terms of importance, received the lowest average needs-met ratings by a significant margin.

Trail work was identified most often as an improvement needed at existing facilities, and provision of shade and restoration of natural areas/open spaces were also identified as priorities. These findings suggest areas where the public supports further improving on amenities that are already high-rated and considered important.

- **Priorities for the Future:** Looking to the future, the survey probed a long list of outdoor and indoor facility and program needs. A community center was identified most often regarding the most needed new or additional facility. It was closely followed by “trail connections and expansions for hiking, biking, and walking.” Of note, trails are almost always the top choice in other surveys. River conservation/access /improvements, and natural areas and open space are also top considerations. A list of 19 categories of facility improvements were ranked.

Grand Junction residents indicated that the indoor amenities that were most “needed” were an indoor warm water leisure pool. These amenities were followed closely by fitness and weight center, indoor walk/jog track, and indoor multi-use gymnasiums. All of these features are under consideration as a part of a possible community center.

- **A Community Center for Grand Junction:** The idea of a community center received very strong support. About 80% of Invite respondents rated it “important” or “very important.” Just four percent of respondents feel that “any additional community or recreational facilities are not needed by their family or the community.” This is particularly of note given the fact this survey was conducted in the middle of the pandemic. Across Colorado, community centers are generally unavailable or have limited availability, and many residents are steering clear of indoor spaces.

The survey asked about a preferred location for a community center, and 60% identified Lincoln Park in the Invite sample. Matchett Park was chosen by 19%. A significant 15% said they “need more information,” and less than 5% prefer another site. Clearly, responses indicate strong support for further evaluation of the Lincoln Park site, and it is preferred by a wide margin at this time. The survey found that there are some differences in opinions by geography. Those living closest to Matchett were relatively more likely to favor that site than residents from other parts of the City.

- **Funding for Priorities:** The funding mechanisms likely to garner the most voter support are revenue from medical and recreational marijuana, grants and fundraising, and a tax on tobacco and vaping. The support for funding the top priorities that emerge from the PROS plan using revenue from medical and recreational marijuana was very strong and the top choice, with 77% in the Invite sample and 82% in the Open Link sample. This option even outpaced grants and fundraising, which came in at 75% in the Invite sample and 82% in the Open Link. The third most preferred funding mechanism was a tax on tobacco and vaping, with 71% in the Invite sample and 70% in the Open Link. A sales tax increase, property tax increase, or sales tax on some grocery items are relatively less popular funding mechanisms. Just 6% of the Invite sample and 2% of the Open Link sample would not support any additional resources to maintain and improve the Parks and Recreation system.



The top identified facility need, a community center, was queried with respondents regarding the last proposal in April 2019. Thirty-eight percent (38%) of respondents in the Invite sample indicated support for a smaller sales tax increase compared to 8% saying they would not support. The majority, 55%, selected they would need more information about the proposal and the timing of it.

- **Open-ended Comments:** The survey resulted in an extensive number of open-ended comments. These ideas and suggestions were recorded “in the respondents own words,” and they provide an important source of broad community input to the parks and recreation planning process. As the City moves forward to implement elements of the PROS Plan, and to evaluate support for various sources of funding for improvements, these comments provide an important and timely source of information.

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## APPENDIX B: PARKS AND RECREATION INFLUENCING TRENDS

The changing pace of today's world requires analyzing recreation trends from both a local and national level. From a national perspective, organizations including the National Recreation and Park Association (NRPA), the American College of Sports Medicine (ACSM), and the Outdoor Industry Association (OIA), among many others, attempt to summarize and predict the most relevant trends impacting health, wellness, outdoor recreation, and parks for the current year. This broad level overview of 2020 trends can help prepare agencies to understand what the future of parks and recreation might look, and how agencies can be at the forefront of innovation in the field.

Local participation data, sourced from Esri Business Analyst, as well as community input generated from the engagement process, determine the relevant trends directly related to the City of Grand Junction. This information is intended to provide a foundational context for potential recommendations discussed later in this report.

It should be noted that local participation data is gathered from Esri Business Analyst, and measures the Market Potential for leisure activities. Market Potential provides the estimated demand for a service or product by calculating the consumption rate from local and national datapoints.<sup>1</sup> These estimates in participation provide a snapshot of fitness and wellness activities throughout Grand Junction; participation estimates help frame activities that are uniquely preferred in Grand Junction compared to the State. Those activities that have the highest participation serve as a key perspective to understanding the community, and thus providing reference for the recommendations referenced throughout the report.

### National Parks & Recreation 2020 Trends

The National Recreation and Park Association (NRPA) annually releases a number of predictions that could likely impact parks and recreation agencies. The yearly article identifies the changes agencies are likely to see in the coming year. A summary of key predictions for 2020 are listed below:

- One-third of agencies will have video surveillance in their parks and facilities, and the public will want more for security.
- Private businesses will capitalize on delivery services of food and goods via drones in local parks and beaches. Agencies should be prepared on how to regulate the usage of drones in their public areas.
- E-sports will continue to increase in popularity; agencies who are able to provide tournaments or league play can engage teens and young adults that would otherwise not participate in traditional recreation programs.
- Landscape management practices may remove glyphosate, a common pesticide, due to concerns from the International Agency for Research on Cancer (IARC) that the weed killer is "probably carcinogenic to humans."
- Large parks have the ability to "cool a city" through the presence of trees and green infrastructure. Agencies may look to linear green spaces and trail corridors to reduce climate change and the impacts of extreme heat.
- Recreation centers will continue to become known as community "wellness hubs." These innovative models of health and wellness will provide safe gathering spaces, access to healthcare providers, food and nutrition assistance, and additional education opportunities. Partnerships will be formed with health-related organizations.

<sup>1</sup> "Methodology Statement: 2019 Esri Market Potential" Esri. [https://downloads.esri.com/esri\\_content\\_doc/dbl/us/J9672\\_Market\\_Potential\\_DB\\_Methodology\\_Statement\\_2019.pdf](https://downloads.esri.com/esri_content_doc/dbl/us/J9672_Market_Potential_DB_Methodology_Statement_2019.pdf), Accessed March 2020

## National Health & Fitness 2020 Trends

For the past 14 years, the American College of Sports Medicine (ACSM) Health and Fitness Journal has released its fitness trends survey, which collects survey data from 3,000 health and fitness professionals. The following items made up the top ten fitness trends from the study for 2020:

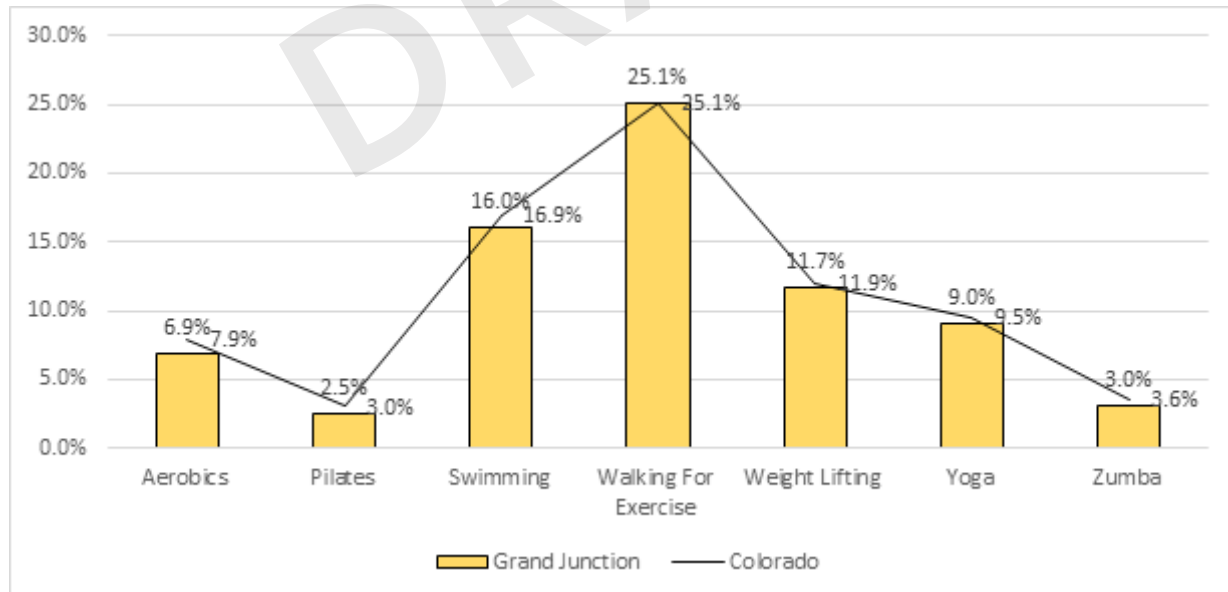
1. Wearable Technology
2. High Impact Interval Training (HIIT)
3. Group Training
4. Training with Free Weights
5. Personal Training
6. Exercise is Medicine
7. Body Weight Training
8. Fitness Programs for Older Adults
9. Health/Wellness coaching
10. Employing Certified Fitness Professionals

## Local Participation in Fitness

The figure below shows household participation in various fitness activities in Grand Junction. Participation was highest for the following activities:

- Walking for exercise (25.1%)
- Swimming (16%)
- Weight Lifting (11.7%)

Figure 34: Fitness and Wellness Participation



Source: 2020 Esri Business Analyst

## Outdoor Recreation

According to the Outdoor Industry Report, outdoor recreation has become a thriving economic driver, creating 7.6 million jobs in 2018 and generating \$65.3 billion in federal tax revenue on a national level. Close to half of the US population six and older participated in at least one outdoor activity in 2017. The most popular activity nationwide was running – which included both jogging and trail running.

According to the Outdoor Industry Report, in the State of Colorado, the outdoor recreation economy generated:

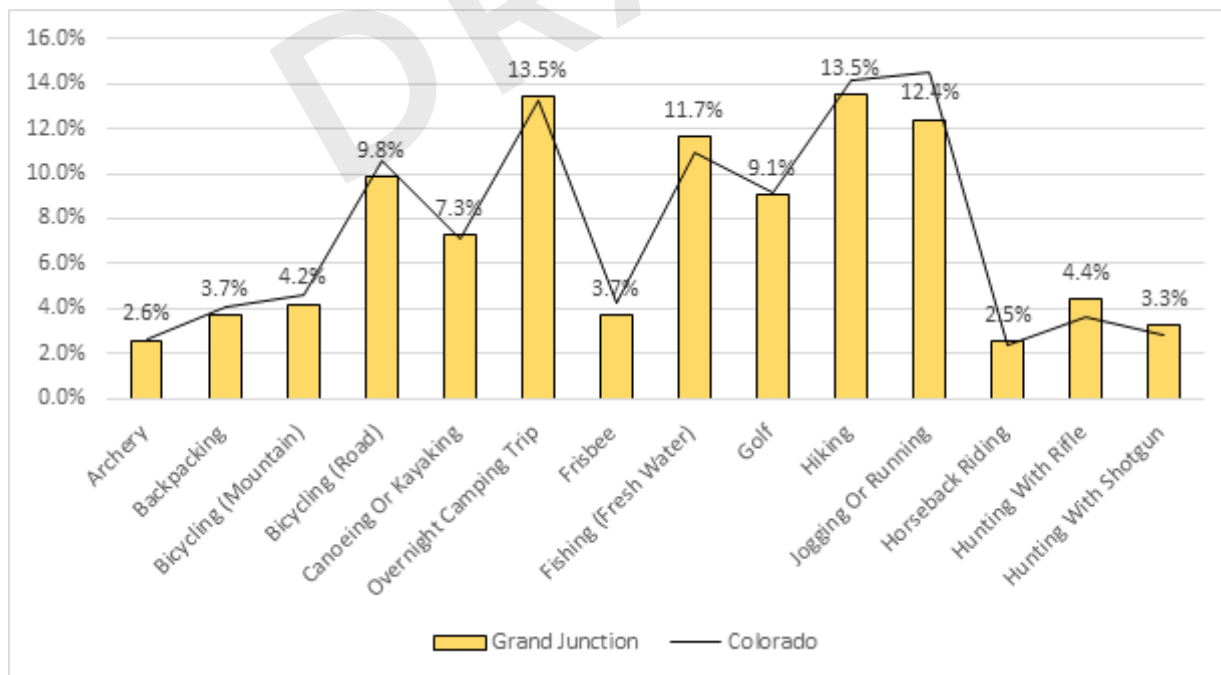
- 220,000 direct jobs
- \$28 billion in consumer spending
- \$9.7 billion in wages and salaries
- \$2 billion in state and local tax revenue

## Local Participation in Outdoor Recreation

The figure below shows market potential for household participation in various outdoor recreation activities in Grand Junction. Participation was highest for the following activities:

- Camping (13.5%)
- Hiking (13.5%)
- Fresh Water Fishing (11.7%)

Figure 35: Local Outdoor Recreation Participation



Source: Esri Business Analyst



## Relevant Research Trends

The next section focuses on national and regional research that supports community input heard throughout the engagement process. Where applicable, local information is referenced to provide additional context.

### Economic and Health Benefits to Parks

In a report titled *The Benefits of Parks: Why America Needs More City Parks and Open Space*, research from the Trust for Public Land indicates the health, economic, environmental, and social benefits of parks and open space<sup>2</sup>:

- Physical activity makes people healthier.
- Physical activity increases with access to parks.
- Contact with the natural world improves physical and psychological health.
- Residential and commercial property values increase.
- Value is added to community and economic development sustainability.
- Benefits of tourism are enhanced.
- Trees are effective in improving air quality and act as natural air conditioners.
- Trees assist with storm water control and erosion.
- Crime and juvenile delinquency are reduced.
- Recreational opportunities for all ages are provided.
- Stable neighborhoods and strong communities are created.

In addition:

- Trails, parks, and playgrounds are among the five most important community amenities considered when selecting a home.
- U.S. Forest Service research indicates that when the economic benefits produced by trees are assessed, the total value can be two to six times the cost for tree planting and care.<sup>3</sup>
- In 2017, the Outdoor Industry Association estimated that national consumer spending on outdoor recreation generated \$887 billion in consumer spending, and directly supported 7.6 million jobs.
- Nearly half of active Americans regard outdoor activities as their main source of exercise.<sup>4</sup>

### Homelessness

Around the country, parks and recreation agencies are faced with a growing concern of homeless populations in their area. Many municipalities may assume that they have the unique challenge of manage homelessness, but in fact thousands of agencies are currently developing initiatives and pilot programs to determine the best way of addressing the issue.

Often, homeless populations may use park benches, shady trees, campgrounds, amphitheaters, and recreation facilities to sustain their livelihood. In fact, a survey administered by GP RED, a non-profit dedicated to the research, education, and development of parks and recreation agencies, asked hundreds of agencies questions specifically about how they were managing homelessness in their communities. As seen in the following figure, many agencies offer services far beyond the traditional “parks and recreation.” Restroom facilities are the number one facility offered by agencies, but electricity/charging stations, showers, fitness/health and wellness, and food assistance were in the top five.

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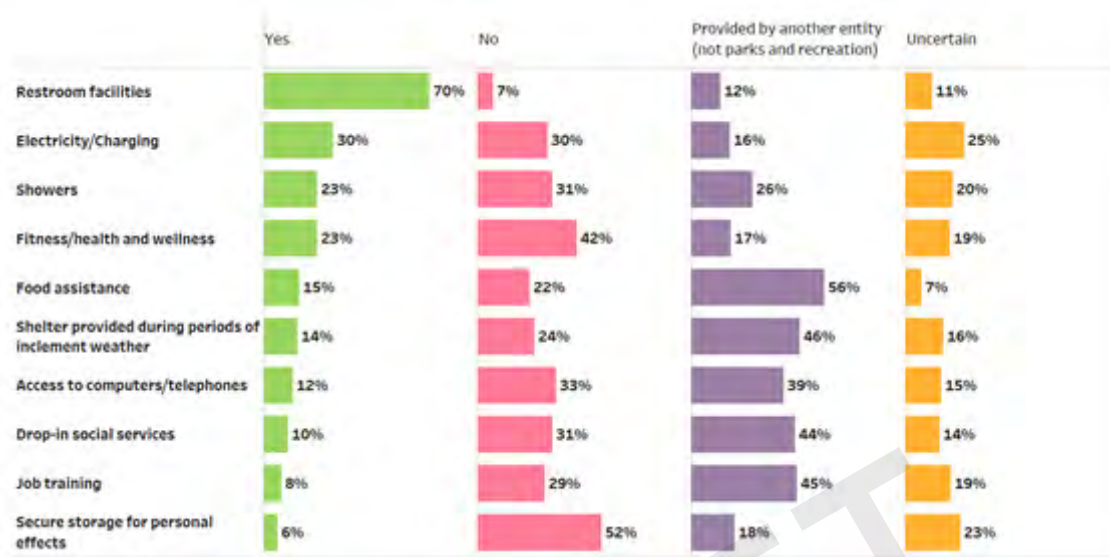
<sup>2</sup> Paul M. Sherer, “The Benefits of Parks: Why America Needs More City Parks and Open Space,” The Trust for Public Land, San Francisco, CA, 2006

<sup>3</sup> Nowak, David J., “Benefits of Community Trees,” Brooklyn Trees, USDA Forest Service General Technical Report

<sup>4</sup> *Outdoor Recreation Participation Report 2016*

**Figure 36: Parks and Recreation Homelessness Survey Results**

*Are the following services are offered to the homeless population by parks and recreation agencies in your community?*

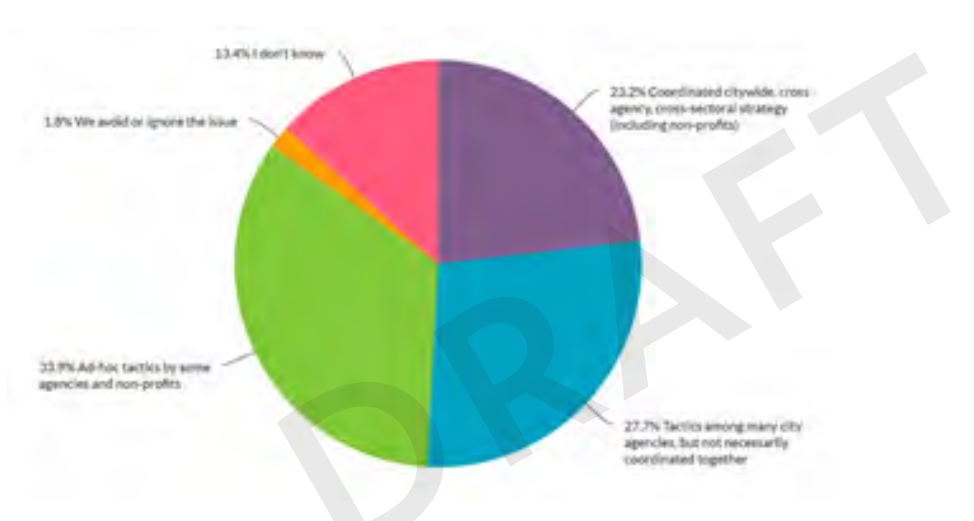
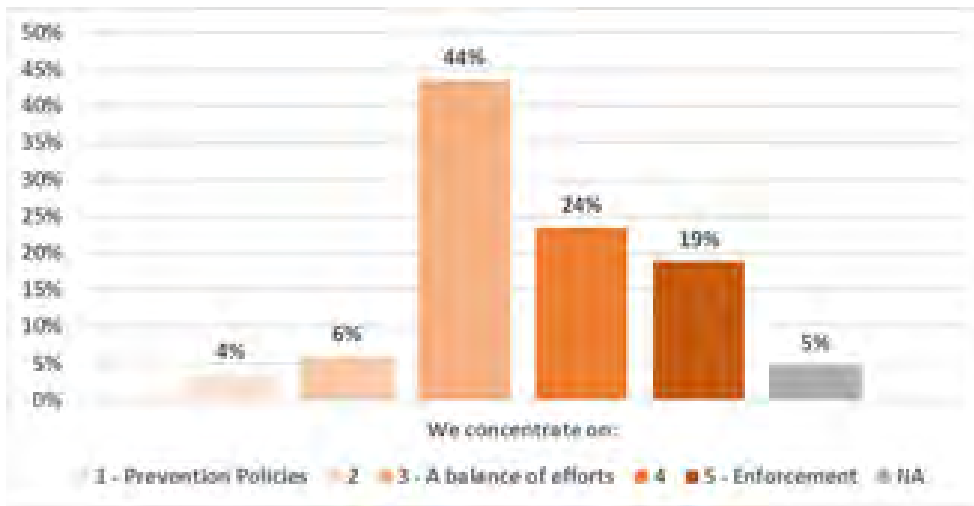


Source: GP RED Homelessness Redline Survey 2018

This has consequences for park and facility managers – in addition to impacts on the perception of park visitors. Concerns over drug and alcohol use by homeless populations, in addition to managing hepatitis outbreaks, are serious issues. Often, seasonal or part-time parks and recreation employees may be the first line of enforcement. A lack of training, policies, and communication continue to exasperate the issue. Proactive management is a preferred way of managing the issue, but most often, parks and recreation agencies do not work with the root of an individual reasons for being homeless. Rather, agencies are left to deal with homelessness on a case by case basis.

Noted in the figure below, oftentimes management is a balance of prevention and enforcement. The majority of parks and recreation agencies utilize ad-hoc tactics by some agencies and rely on non-profits for other services. Over 27 percent of respondents said that often city agencies were working on various components of the homeless issue, but not necessarily coordinated together to succeed. Only 23 percent said that there is citywide coordination which spanned across agencies and non-profits. These kinds of coordinated efforts are key to accomplishing the appropriate balance of prevention and enforcement. Developing a task force that works specifically to address the unique concerns of an individual community can help ensure success. Parks and recreation agencies should reach out to nearby law enforcement, schools, libraries, nonprofits, faith-based organizations, business improvement districts, and health-human services to be develop a plan.

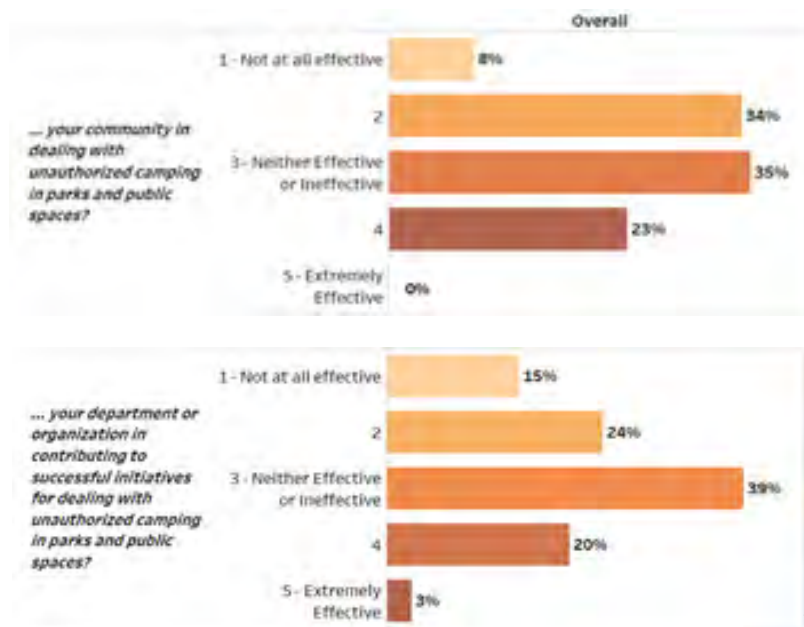
**Figure 37: Tactical Approaches to Managing Homelessness**



Source: GP RED Homelessness Redline Survey 2018

When asked how effective agencies were in dealing with unauthorized camping, over 77 percent of agencies states they were not at all effective or neither effective/ineffective. Zero percent of respondents said that they were extremely effective of dealing with unauthorized camping in parks and public spaces. Currently, successful initiatives for dealing with unauthorized camping are still in development.

**Figure 38: Effectiveness of Organizations in Managing Homelessness in Parks**



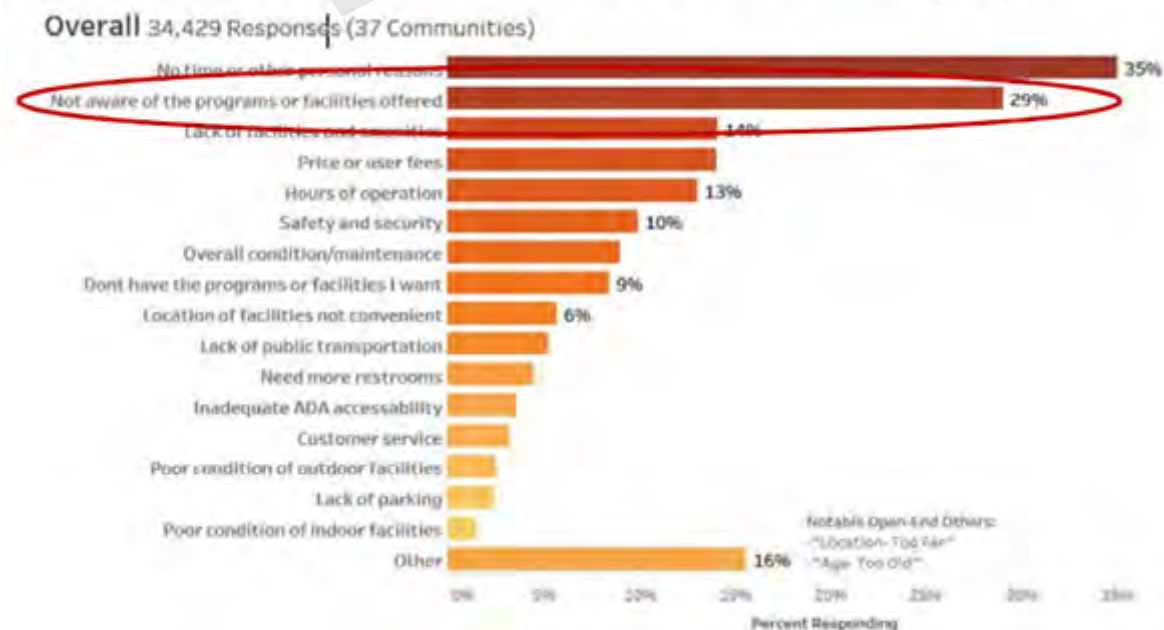
Source: GP RED Homelessness Redline Survey 2018

### Marketing and Social Media

Awareness of parks and recreation services is critical to the success of any agency. According to a study in collaboration with the National Recreation and Park Association and GP RED of approximately 35,000 responses, one of the primary reasons that patrons do not participate in programs and services is due to lack of awareness.

**Figure 39: Top Reasons Why People Do Not Participate in Parks and Recreation**

If you or anyone else in your household DOES NOT use parks or recreation offerings, why not?





In today's modern world, there is ample opportunity to promote and market parks and recreation services. It begins with a needs assessment that details how the community prefers to receive information. Then a marketing plan should be developed that is catered to the agency's resources, including staff, time, and budget. This should guide the agency for one to three years.

Technology has made it easier to reach a wide-reaching, location-dependent audience which can be segmented by demographics. However, it has also caused a gap in the way parks and recreation agencies are able to communicate. Agencies around the country have previously not dedicated substantial funding to marketing; however, it is becoming a critical piece to receiving participants. Without dedicated staff and support, it is difficult to keep up with social media trends, which seem to change daily. Furthermore, with an overarching desire to standardize a municipality's brand, there may be limitations to the access and control that a parks and recreation agency has over its marketing. It is essential that professionals become advocates for additional resources, training, and education. Having a strong presence on social networks, through email marketing, and through traditional marketing will help enhance the perception from the community.

### **Pickleball**

Pickleball continues to be a fast-growing sport throughout America. Considered a mix between tennis, ping pong, and badminton, the sport initially grew in popularity with older adults but is now expanding to other age groups. According to the American Council on Exercise (ACE), regular participation in Pickleball satisfied daily exercise intensity guidelines for cardio fitness for middle-aged and older adults.<sup>5</sup> The sport can be temporarily played on existing indoor or outdoor tennis courts with removable equipment and taped or painted lining. This lining, if painted on tennis surfaces, may interfere with requirements for competitive tennis programs or tournaments. Agencies will need to look at their community's tennis and pickleball participation to determine the benefits and costs of constructing new pickleball courts versus utilizing existing tennis courts. Best practices regarding pickleball setup and programming can be found on [usapa.com](https://www.usapa.com), the official website for the United States Pickleball Association.

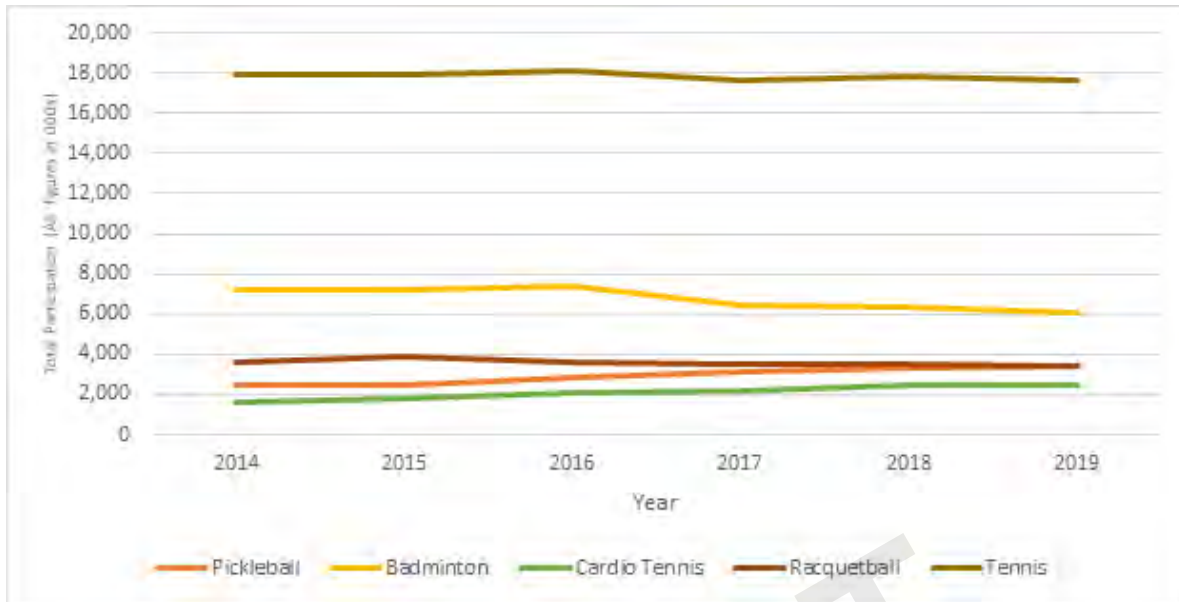
According to the 2020 SFIA Topline Report, over the past five years, from 2014 to 2019, total participation in Pickleball increased 7.1 percent on average each year. From 2018 to 2019, the sport grew 4.8 percent. Out of the most common racquet sports, pickleball and cardio tennis are the only sports that have seen positive growth on average over the past five years. Tennis is still the most popular racquet sport by far, although participation growth has slowed over the past five years.<sup>6</sup>

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5 Green, Daniel, August 2018. "ACE-Sponsored Research: Can Pickleball Help Middle-aged and Older Adults Get Fit?" American Council on Exercise. Accessed 2020. <https://www.acefitness.org/education-and-resources/professional/certified/august-2018/7053/ace-sponsored-research-can-pickleball-help-middle-aged-and-older-adults-get-fit/>

6 "SFIA Sports, Fitness and Leisure Activities Topline Participation Report" February 2020. Sports & Fitness Industry Association. Accessed 2020.

**Figure 40: Racquet Sport Participation from 2014 - 2019**

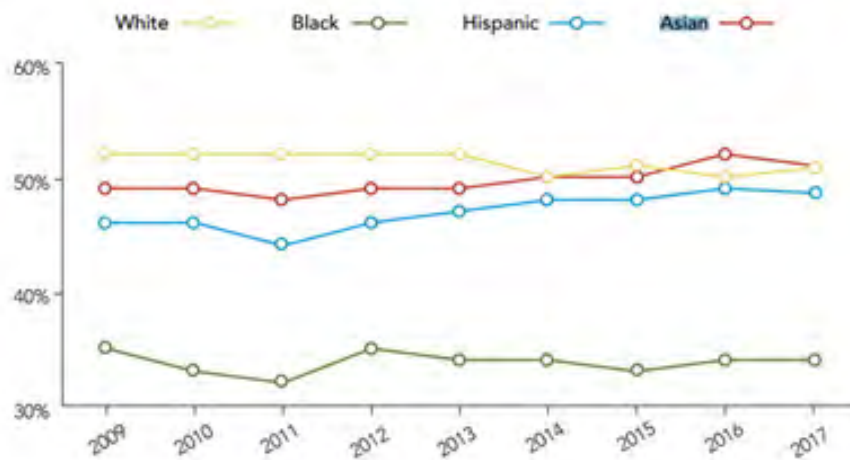


Source: 2020 SFIA Topline Report

### Recreation Preferences by Ethnicity

As the recreation field continues to function within a more diverse society, race and ethnicity will become increasingly important in every aspect of the profession. More than ever, recreation professionals will be expected to work with, and have significant knowledge and understanding of, individuals from many cultural, racial, and ethnic backgrounds. According to the 2018 *Outdoor Participation Report*, participation rates among diverse groups is evolving quickly, even in the last ten years. African-Americans have participation rates less than 40 percent consistently in the last decade. Meanwhile, Asians have increased in participation since 2011, reaching over 50 percent in 2016. Hispanics are also increasing participation. The figure below, sourced from the 2018 *Outdoor Participation Report*, demonstrates these changes since 2009.

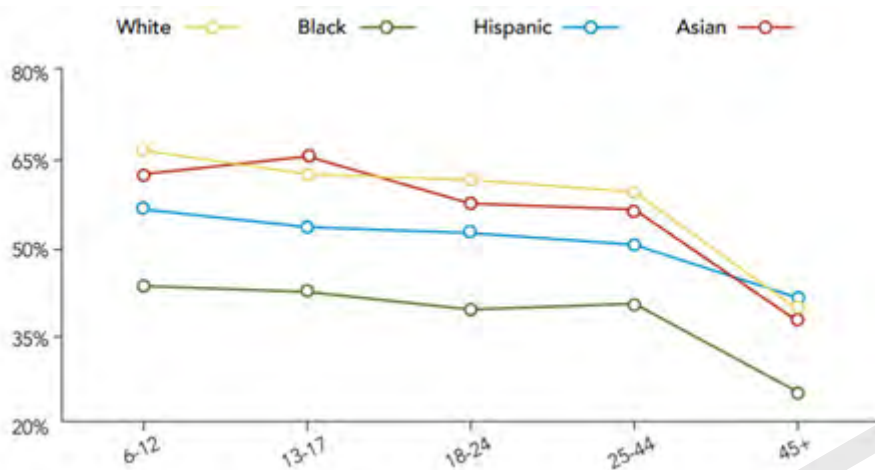
**Figure 41: Participation Rates Among Diverse Groups Over Time (All Americans, Ages 6+)**



Source: 2018 Outdoor Participation Report, Outdoor Industry Association

Participation in outdoor activities is higher among Caucasians than any other ethnicity, and lowest among African Americans in nearly all age groups. **Figure 43** demonstrates that those under 18 have much higher participation rates than all other age groups.

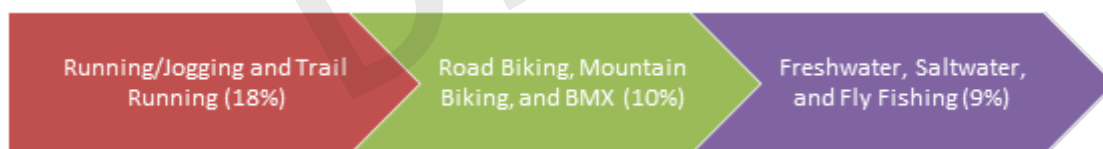
**Figure 42: Participation Rates Among Diverse Groups by Age (All Americans, Ages 6+)**



Source: 2018 Outdoor Participation Report, Outdoor Industry Association

According to the report by the Outdoor Industry Association, there are a variety of reasons why people do and do not participate. Many of those reasons are similar regardless of demographics, but it is helpful to look at the top motivations of each race to understand potential barriers. Below is a compiled list of the motivations and reasons that various races participate, as well as the top activities in which each group participates.

### African Americans



#### Top Five Reasons to Get Outside:

- Get Exercise (61%)
- Be with Family and Friends (53%)
- Keep Physically Fit (52%)
- Be close to nature (40%)
- Observe Scenic Beauty (33%)

#### Top Five Reasons not to Participate:

- I do not have anyone to participate with (21%)
- Too Busy with Family Responsibilities (20%)
- Outdoor Recreation Equipment is Expensive (19%)
- I do not have the skills or abilities (18%)
- I do not have enough information (15%)

## Asian Americans



### Top Five Reasons to Get Outside:

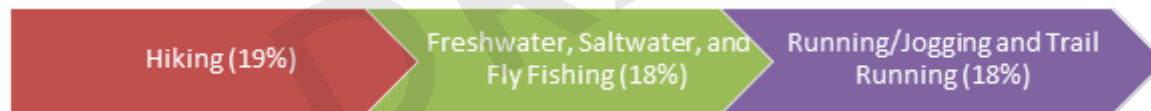
- Get Exercise (65%)
- Be with Family and Friends (59%)
- Observe Scenic Beauty (52%).
- Keep Physically Fit (50%)
- Enjoy the Sights and Smells of Nature (50%).

### Top Five Reasons not to Participate:

- Outdoor Recreation Equipment is Expensive (21%)
- I do not have anyone to participate with (21%)
- I do not have the skills or abilities (20%)
- Too Busy with Family Responsibilities (19%)
- Too busy with other recreation activities (12%)

Research about outdoor recreation among Asian Americans in the San Francisco Bay Area (Chinese, Japanese, Korean, and Filipino)<sup>7</sup> found significant differences among the four groups concerning the degree of linguistic acculturation (preferred language spoken in various communication media). The research suggests that communications related to recreation and natural resource management should appear in ethnic media, but the results also suggest that Asian Americans should not be viewed as homogeneous with regard to recreation-related issues. Another study<sup>8</sup> found that technology use for finding outdoor recreation opportunities is highest among Asian/Pacific Islander populations. Over 60% of these populations use stationary or mobile technology in making decisions regarding outdoor recreation.

## Caucasians



### Top Five Reasons to Get Outside:

- Get Exercise (57%)
- Be with Family and Friends (47%)
- Keep Physically Fit (44%)
- Be Close to Nature (42%)
- Observe Scenic Beauty (37%)

### Top Five Reasons not to Participate:

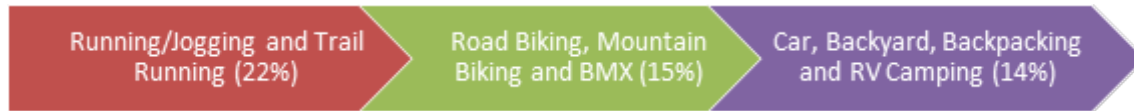
- Too busy with family responsibilities (24%)
- Outdoor recreation equipment is expensive (18%)
- I do not have anyone to participate with (18%)
- I do not have the skills or abilities (15%)
- I have a physical disability 11%

7 P.L. Winter, W.C. Jeong, G.C. Godbey, "Outdoor Recreation among Asian Americans: A Case Study of San Francisco Bay Area Residents," *Journal of Park and Recreation Administration*, 2004.

8 Harry Zinne and Alan Graefe, "Emerging Adults and the Future of Wild Nature," *International Journal of Wildness*, December 2007.



## Hispanics



### Top Five Reasons to Get Outside:

- Get Exercise (61%)
- Keep Physically Fit (45%)
- Be with Family and Friends (39%)
- Observe Scenic Beauty (33%)
- Be Close to Nature (32%)

### Top Five Reasons not to Participate:

- Too Busy with Family Responsibilities (19%)
- Outdoor Recreation Equipment is Expensive (18%)
- I do not have anyone to participate with (16%)
- Places for Outdoor Recreation are Far Away (13%)
- Places for Outdoor Recreation are Expensive (13%)

In the United States, the Hispanic population increased by 43 percent over the last decade, compared to five percent for the non-Hispanic population, and accounted for more than half of all the population growth. In a July 2012 article for Parks and Recreation Magazine titled “Five Trends Shaping Tomorrow Today,” author Emilyn Sheffield explores how growing racial and ethnic diversity may impact recreation service deliver. She states that growing racial and ethnic diversity is particularly important to recreation and leisure service providers, as family and individual recreation patterns and preferences are strongly shaped by cultural influences.<sup>9</sup>

## Riparian and Watershed Best Practices

The ability to detect trends and monitor attributes in watershed and/or riparian areas allows planners opportunities to evaluate the effectiveness of their management plan. By monitoring their own trends, Planners can also identify changes in resource conditions that are the result of pressures beyond their control. Trend detection requires a commitment to long-term monitoring of riparian areas and vegetation attributes.

The United States Environmental Protection Agency (EPA) suggests the following steps to building an effective watershed management plan. See [water.epa.gov](http://water.epa.gov)<sup>10</sup> for more information.

- Build partnerships
- Characterize the watershed
- Set goals and identify solutions
- Design and implementation program
- Implement the watershed plan
- Measure progress and make adjustments

<sup>9</sup> Emilyn Sheffield, “Five Trends Shaping Tomorrow Today,” *Parks and Recreation*, July 2012, p. 16-17.

## Shade Structures

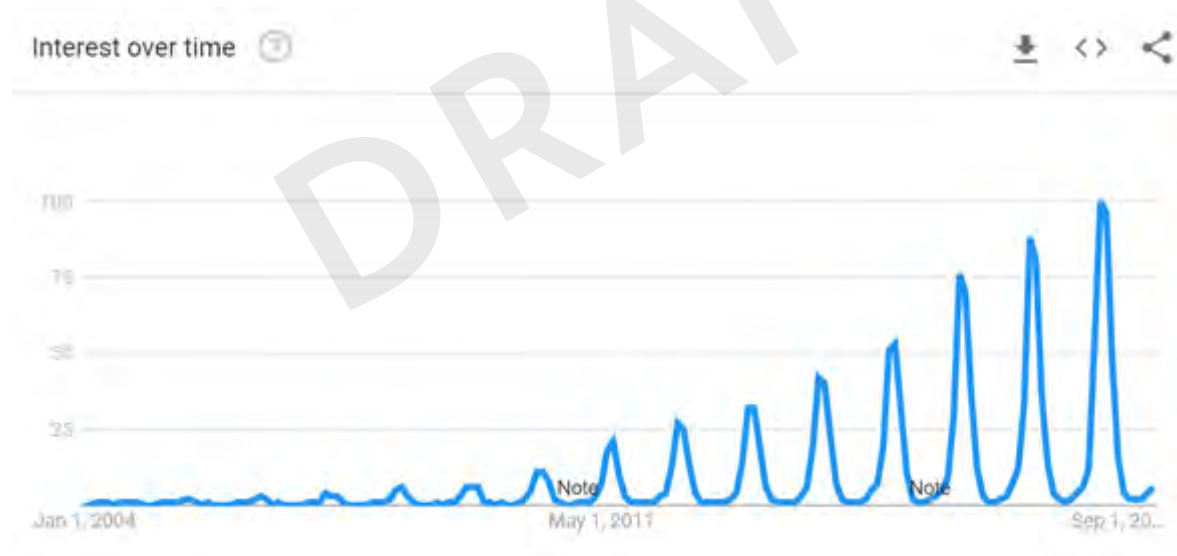
Communities around the country are considering adding shade structures as well as shade trees to their parks, playgrounds and pools, as “a weapon against cancer and against childhood obesity,”<sup>11</sup> both to reduce future cancer risk and promote exercise among children. A study found that melanoma rates in people under 20 rose three percent a year between 1973 and 2001, possibly due to a thinning of the ozone layer in the atmosphere. It is recommended that children seek shade between 10 am and 4 pm, but with so little shade available, kids have nowhere to go. Additionally, without adequate shade, many play areas are simply too hot to be inviting to children. On sunny days, the playground equipment is hot enough to scald the hands of would-be users.

Trees help provide protection, as tree leaves absorb about 95 percent of ultraviolet radiation, but they take a decade or more to grow large enough to make a difference. So, many communities are building shade structures instead. The non-profit Shade Foundation of American is a good resource for information about shade and shade structures, [www.shadefoundation.org](http://www.shadefoundation.org).

## Splashpads

Splash pads, or spray grounds, have seen enormous growth in popularity over the past decade. Simply looking at search terms over time (from 2004 to present), Google Trends show that more people are searching for this amenity.

Figure 43: “Splash pad” (Google trends)



The popularity of splash pads is geographical, and is more common in the West. According to a *Recreation Management* magazine feature article from June 2016 “A Look at Trends in Aquatic Facilities,” splash play areas were least common in the Northeast; only 31.9 percent of responding agencies had this amenity, compared to 55.8 percent of those in the West.<sup>12</sup> Urban areas are more likely to have splash play areas than rural areas. This shift is most likely due to the benefits of splash play areas.

<sup>12</sup> Aquatics: A Look at Trends in Aquatic Facilities, *Recreation Management*, June 2016 <http://recmanagement.com/feature/201606fe03/1>

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# APPENDIX C: LEVEL OF SERVICE ANALYSIS METHODOLOGY

## Parks and Facilities Inventory and Assessment

Parks and facilities were inventoried and assessed by staff for function and quality in September 2020 using the GRASP®-IT audit tool. This tool classifies park features into one of two categories: components and modifiers. A component is a feature that people go to a park or facility to use, such as a tennis court, playground, or picnic shelter. Modifiers are amenities such as shade, drinking fountains, and restrooms that enhance comfort and convenience.

A formula was applied that combines the assessments of a site's components and modifiers to generate a score or value for each component and the entire park. The study uses the resulting scores to compare sites and analyze the park system's overall performance.

The system currently breaks down into the following acerages by classification as follows:

| <b>Acres by Class</b>   |       |               |
|-------------------------|-------|---------------|
| Developed Parks         | 354   | 36 parks      |
| Golf                    | 209   | 2 courses     |
| Open Space – Recreation | 598   | 9 properties  |
| Schools (IGA)           | 55    | 6 schools     |
| Undeveloped Parks       | 285   | 7 properties  |
| Cemeteries              | 111   | 2 cemeteries  |
| System Totals:          | 1,611 | 62 properties |

*\*Additional 443 acres of maintained "open space" lands and weed abatement areas*

### System Map

The following map shows park and recreation facilities across Grand Junction. The enlargement area shows the current development.

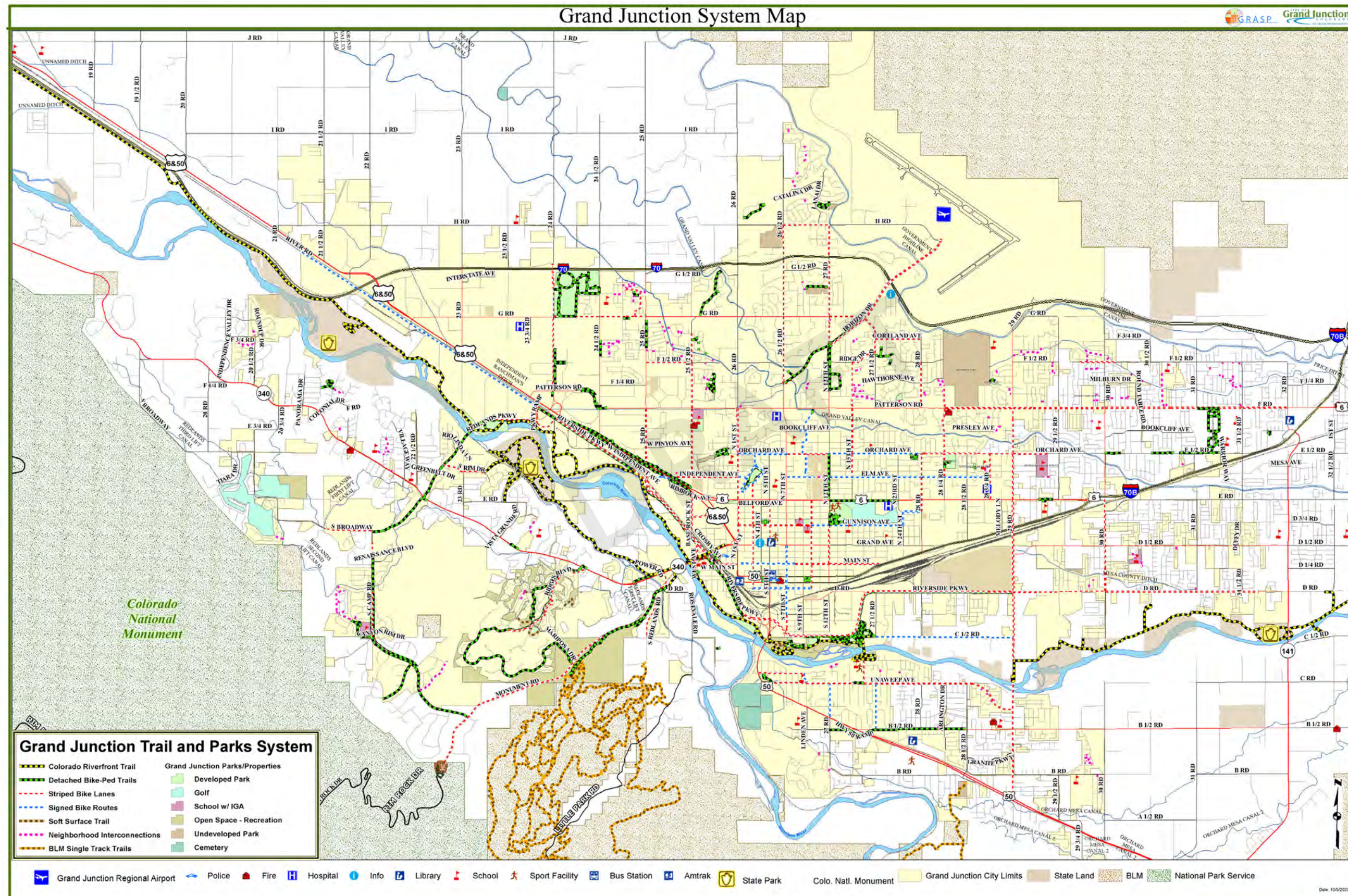


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Figure 44: Grand Junction System Map







**Table 13: Summary of Other City Recreation Properties and Components**

| Classification | LOCATION                           | GIS Acres    | Basketball Court | Disc Golf | Event Space | Garden, Display | Golf     | Golf, Practice | Loop Walk | Multi-Use Pad | Natural Area | Open Turf | Other    | Playground, Destination | Playground, Local | Rectangular Field, Large | Rectangular Field, Small | Shelter, Large | Shelter, Small | Track, Athletic | Trail, Multi-Use | Trail, Primitive | Trailhead |          |
|----------------|------------------------------------|--------------|------------------|-----------|-------------|-----------------|----------|----------------|-----------|---------------|--------------|-----------|----------|-------------------------|-------------------|--------------------------|--------------------------|----------------|----------------|-----------------|------------------|------------------|-----------|----------|
| Golf           | LINCOLN PARK GOLF                  | 65.9         |                  |           |             |                 | 1        | 1              |           |               |              |           |          |                         |                   |                          |                          |                |                |                 |                  |                  |           |          |
|                | TIARA RADO                         | 142.7        |                  |           |             |                 | 1        | 1              |           |               | 1            |           |          |                         |                   |                          |                          |                |                |                 |                  |                  |           |          |
| Open Space -   | BOTANIC GARDENS OPEN SPACE         | 6.3          |                  |           | 1           | 2               |          |                |           |               |              |           |          | 1                       |                   |                          |                          | 1              |                |                 |                  |                  |           |          |
|                | Las Colonias Lazy River Open Space | 20.2         |                  |           |             |                 |          |                |           |               |              |           |          |                         |                   |                          |                          |                |                |                 |                  |                  |           |          |
|                | Las Colonias Open Space            | 12.2         |                  |           |             |                 |          |                |           |               |              |           |          |                         |                   |                          |                          |                |                |                 |                  |                  |           |          |
|                | LEACH CREEK OPEN SPACE             | 0.5          |                  |           |             |                 |          |                |           |               | 1            |           |          |                         |                   |                          |                          |                |                |                 |                  |                  |           |          |
|                | RIDGES OPEN SPACE                  | 173.9        |                  |           |             |                 |          |                |           |               | 9            |           |          |                         |                   |                          |                          |                |                |                 |                  |                  | 2         |          |
|                | SOUTH RIM OPEN SPACE               | 21.6         |                  |           |             |                 |          |                |           |               | 1            |           |          |                         |                   |                          |                          |                |                |                 |                  | 2                |           |          |
|                | THREE SISTERS-BIKE PARK            | 294.9        |                  |           |             |                 |          |                |           |               | 1            |           |          |                         |                   |                          |                          |                |                |                 |                  |                  |           |          |
|                | TIARA RADO - OPEN SPACE            | 37.0         |                  |           |             |                 |          |                |           |               |              |           |          |                         |                   |                          |                          |                |                |                 |                  |                  |           |          |
|                | Watson Island Open Space           | 31.7         |                  |           | 1           |                 |          |                |           |               |              |           |          |                         |                   |                          |                          |                |                |                 |                  |                  |           |          |
| School (IGA)   | BOOKCLIFF MS                       | 18.1         |                  |           |             |                 |          |                |           |               |              |           |          |                         |                   | 2                        |                          |                |                | 1               |                  |                  |           |          |
|                | CHIPETA ELEM SCHOOL                | 2.7          | 2                |           |             |                 |          |                |           |               |              | 1         |          |                         | 2                 |                          |                          |                |                |                 |                  |                  |           |          |
|                | EAST MIDDLE SCHOOL                 | 3.0          |                  |           |             |                 |          |                |           |               |              | 1         | 3        |                         |                   |                          |                          |                |                |                 |                  |                  |           |          |
|                | PEAR PARK ELEM PARK                | 8.4          | 2                |           |             |                 |          |                |           | 1             |              | 1         |          |                         | 2                 |                          |                          |                |                |                 |                  |                  |           |          |
|                | POMONA                             | 7.8          | 4                |           |             |                 |          |                |           | 1             |              |           |          |                         | 2                 |                          | 1                        |                |                |                 |                  |                  |           |          |
|                | WINGATE ELEMENTARY                 | 14.5         | 1                |           |             |                 |          |                |           |               |              | 1         |          |                         | 2                 |                          |                          |                | 1              |                 |                  |                  |           |          |
| Cemetery       | CROWN POINT CEMETERY               | 8.3          |                  |           |             |                 |          |                |           |               |              |           |          |                         |                   |                          |                          |                |                |                 |                  |                  |           |          |
|                | ORCHARD MESA CEMETERY              | 102.3        |                  |           |             |                 |          |                |           |               |              |           |          |                         |                   |                          |                          |                |                |                 |                  |                  |           |          |
| Undeveloped    | BURKEY SOUTH                       | 9.8          |                  |           |             |                 |          |                |           |               |              |           |          |                         |                   |                          |                          |                |                |                 |                  |                  | 1         |          |
|                | FLINT RIDGE                        | 3.2          |                  |           |             |                 |          |                |           |               | 1            |           |          |                         |                   |                          |                          |                |                |                 |                  |                  |           |          |
|                | HORIZON PARK                       | 12.6         |                  |           |             |                 |          |                | 1         |               |              |           |          |                         |                   |                          |                          |                |                |                 |                  |                  |           |          |
|                | MATCHETT                           | 220.6        |                  | 1         |             |                 |          |                |           |               | 1            |           |          |                         |                   |                          |                          |                |                |                 |                  |                  | 1         |          |
|                | PARADSE HILL PK UNDV               | 2.8          |                  |           |             |                 |          |                |           |               |              |           |          |                         |                   |                          |                          |                |                |                 |                  |                  |           |          |
|                | SACCOMANO                          | 31.7         |                  |           |             |                 |          |                |           |               |              |           |          |                         |                   |                          |                          |                |                |                 |                  |                  |           |          |
|                | WESTLAKE PARK UNDV                 | 4.1          |                  |           |             |                 |          |                |           |               |              |           |          |                         |                   |                          |                          |                |                |                 |                  |                  |           |          |
|                | <b>Totals:</b>                     | <b>1,257</b> | <b>9</b>         | <b>2</b>  | <b>1</b>    | <b>2</b>        | <b>2</b> | <b>2</b>       | <b>1</b>  | <b>2</b>      | <b>15</b>    | <b>4</b>  | <b>3</b> | <b>1</b>                | <b>8</b>          | <b>2</b>                 | <b>1</b>                 | <b>1</b>       | <b>1</b>       | <b>1</b>        | <b>1</b>         | <b>2</b>         | <b>3</b>  | <b>1</b> |

**Indoor Facilities**

Grand Junction has limited indoor recreation facilities. The following locations house current indoor opportunities or programming.

**Table 14: Summary of Indoor Facilities and Components**

| Indoor Location or Facility         | Aquatics, Lap Pool | Aquatics, Leisure Pool | Aquatics, Therapy Pool | Auditorium/Theater | Educational Experience | Food- Full Service | Gymnasium | Kitchen - Kitchenette | Multi-purpose Room | Patio/Outdoor Seating | Retail/Pro-shop |
|-------------------------------------|--------------------|------------------------|------------------------|--------------------|------------------------|--------------------|-----------|-----------------------|--------------------|-----------------------|-----------------|
| Bookcliff Activity Center           |                    |                        |                        |                    |                        |                    | 1         |                       |                    |                       |                 |
| Botanical Gardens                   |                    |                        |                        |                    | 1                      |                    |           |                       | 2                  |                       | 1               |
| Hospitality Suite                   |                    |                        |                        |                    |                        | 1                  |           | 1                     | 1                  |                       |                 |
| Lincoln Park Barn                   |                    |                        |                        | 1                  |                        |                    | 1         |                       |                    | 1                     |                 |
| Lincoln Park Golf Course Club House |                    |                        |                        |                    |                        | 1                  |           |                       | 1                  | 1                     | 1               |
| Orchard Mesa Community Center Pool  | 1                  | 2                      | 1                      |                    |                        |                    |           |                       | 1                  | 1                     |                 |
| Tiara Rado Golf Course Club House   |                    |                        |                        |                    |                        | 1                  |           |                       | 1                  | 1                     | 1               |
| <b>Totals:</b>                      | <b>1</b>           | <b>2</b>               | <b>1</b>               | <b>1</b>           | <b>1</b>               | <b>3</b>           | <b>2</b>  | <b>1</b>              | <b>6</b>           | <b>4</b>              | <b>3</b>        |



### Park Ranking

In addition to locating components, assessments included the functional quality of each element. The following table displays each park's ranking based on an overall score for its components and modifiers. In general, parks at the top of the list offer more and better recreation opportunities than those ranked lower. The orange bar reflects a park's overall score in proportion to the highest-ranking within each classification. There is no ultimate or perfect score. Cumulative scores include the total number and quality of the components in addition to the availability of amenities such as restrooms, drinking fountains, seating, parking, and shade.

**Table 15: Developed Park Ranking Table**

| Developed Park       | Score |
|----------------------|-------|
| CANYON VIEW          | 748.8 |
| LINCOLN PARK         | 291.2 |
| LAS COLONIAS         | 249.6 |
| EAGLE RIM            | 85.8  |
| PINERIDGE PARK       | 75.4  |
| MAIN ST              | 68.4  |
| COLUMBINE            | 62.4  |
| HAWTHORNE PARK       | 52.8  |
| SHERWOOD PARK        | 46.8  |
| WASHINGTON PARK      | 46.2  |
| DOS RIOS             | 45.6  |
| RIVERSIDE PARK       | 40.3  |
| ROCKET PARK          | 38.4  |
| JR SERVICE LEAGUE    | 36    |
| DUCK POND - OM       | 33.8  |
| SPRING VALLEY II     | 31.2  |
| KRONKRIGHT           | 31.2  |
| BLUE HERON BOAT RAMP | 29.7  |
| DUCK POND - RIDGES   | 26.4  |
| WESTLAKE PARK        | 24    |
| TOT LOT              | 19.8  |
| SPRING VALLEY I      | 19.2  |
| PARADISE HILLS PARK  | 18.7  |
| EMERSON              | 14.4  |
| HILLCREST PARK       | 14.3  |
| HONEYCOMB PARK       | 13.2  |
| WINGATE PARK         | 12    |
| COTTONWOOD MEADOWS   | 10.2  |
| DARLA JEAN           | 9.6   |
| SHADOW LAKE          | 9.6   |
| WILLIAMS PARK        | 8.8   |
| HIDDEN VALLEY-RIDGES | 8.4   |
| WHITMAN PARK         | 5.4   |
| AUTUMN RIDGE         | 4.2   |
| DESERT VISTA         | 3.85  |
| LILAC PARK           | 3.3   |

Table 16: Other Property Rankings by classification

|                                |  |              |
|--------------------------------|--|--------------|
| <b>Open Space - Recreation</b> |  | <b>125.8</b> |
| RIDGES OPEN SPACE              |  | 46.2         |
| BOTANIC GARDENS OPEN SPACE     |  | 40.3         |
| SOUTH RIM OPEN SPACE           |  | 17.6         |
| THREE SISTERS-BIKE PARK        |  | 9.6          |
| TIARA RADO - OPEN SPACE        |  | 4.4          |
| DOS RIOS OPEN SPACE            |  | 4.4          |
| LEACH CREEK OPEN SPACE         |  | 3.3          |
| 3                              |  | <b>58.85</b> |
| <b>School</b>                  |  | <b>58.85</b> |
| POMONA                         |  | 19.8         |
| BOOKCLIFF MS                   |  | 8.8          |
| PEAR PARK ELEM PARK            |  | 7.7          |
| CHIPETA ELEM SCHOOL            |  | 7.7          |
| EAST MIDDLE SCHOOL             |  | 7.7          |
| WINGATE ELEMENTARY             |  | 7.15         |
| 4                              |  | <b>33.6</b>  |
| <b>Golf</b>                    |  | <b>33.6</b>  |
| TIARA RADO                     |  | 19.2         |
| LINCOLN PARK GOLF              |  | 14.4         |
| 5                              |  | <b>8.8</b>   |
| <b>CEMETERY</b>                |  | <b>8.8</b>   |
| ORCHARD MESA CEMETERY          |  | 4.4          |
| CROWN POINT CEMETERY           |  | 4.4          |
| 6                              |  | <b>23.1</b>  |
| <b>Undeveloped Park</b>        |  | <b>23.1</b>  |
| MATCHETT                       |  | 5.5          |
| BURKEY SOUTH                   |  | 4.4          |
| HORIZON PARK                   |  | 3.3          |
| FLINT RIDGE                    |  | 3.3          |
| SACCOMANO                      |  | 2.2          |
| WESTLAKE PARK UNDV             |  | 2.2          |
| PARADSE HILL PK UNDV           |  | 2.2          |

## Level of Service Analysis

Level of Service (LOS) measurements evaluate how parks, open spaces, and Grand Junction facilities serve the community. They may be used to benchmark current conditions and to direct future planning efforts.

### GRASP® Analysis

GRASP® (Geo-referenced Amenities Standards Process) has been applied in many communities across the country to evaluate LOS for park and recreation systems. With GRASP®, information from the inventory combined with Geographic Information Systems (GIS) software, produces analytic maps and data that show the quality and distribution of park and recreation services across the City.

### Perspectives

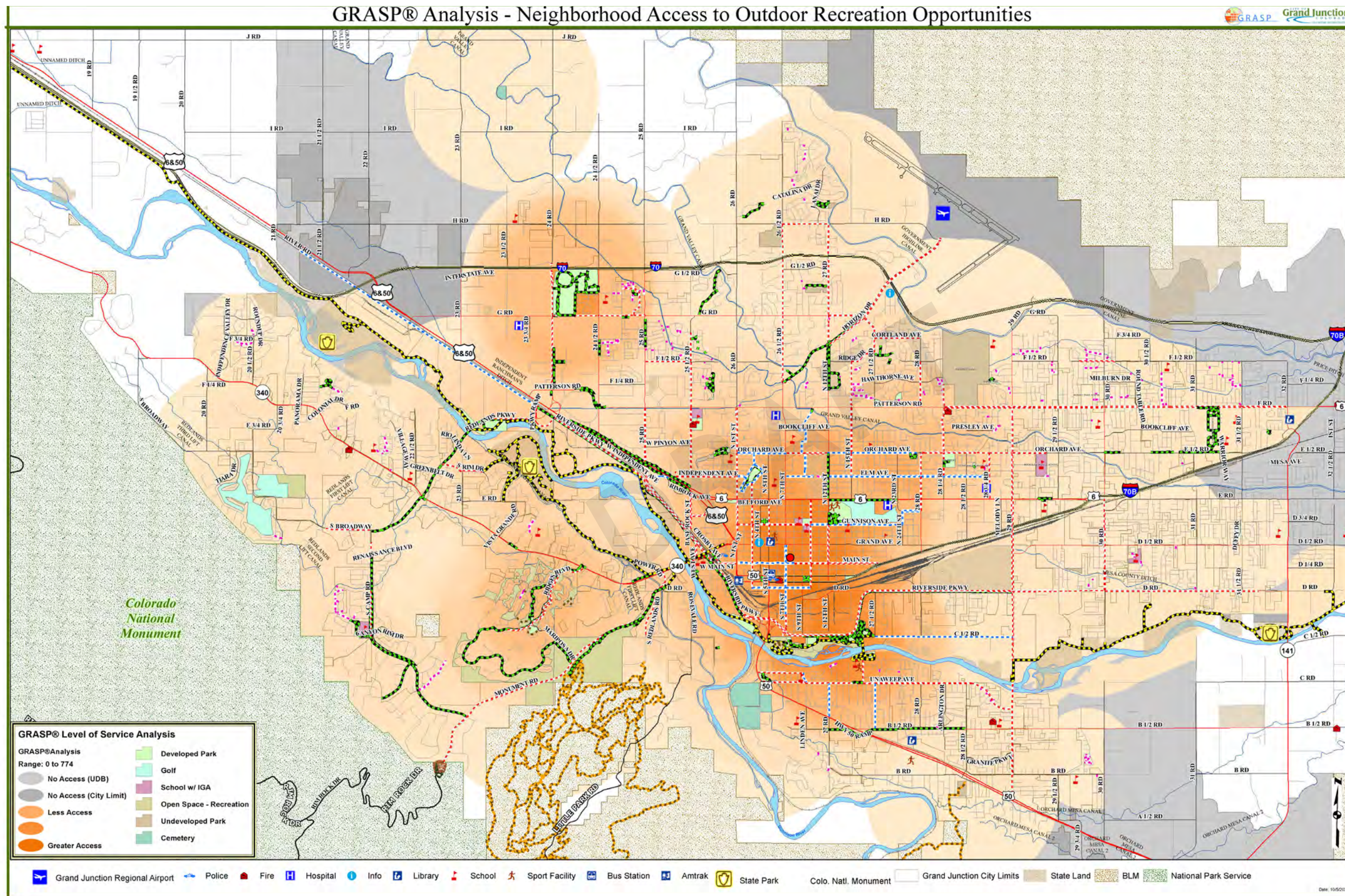
Perspectives are analysis maps and data produced using the GRASP® methodology. Each analysis shows service across the study area. Data analysis also incorporates statistics, diagrams, tables, and charts that provide benchmarks or insights useful in determining community success in delivering services.

### Neighborhood Access to Outdoor Recreation

A series of "heat maps" were created to examine neighborhood access to recreation opportunities. All outdoor recreation providers account for the level of service values. Darker gradient areas on the images indicate higher quality recreation assets available based on a one-mile service area. In general, these images also show that Grand Junction has a fair distribution of parks and facilities related to current residential development. Gray regions indicate that recreation opportunities are beyond a one-mile service area.



Figure 45: Neighborhood Access to Outdoor Recreation





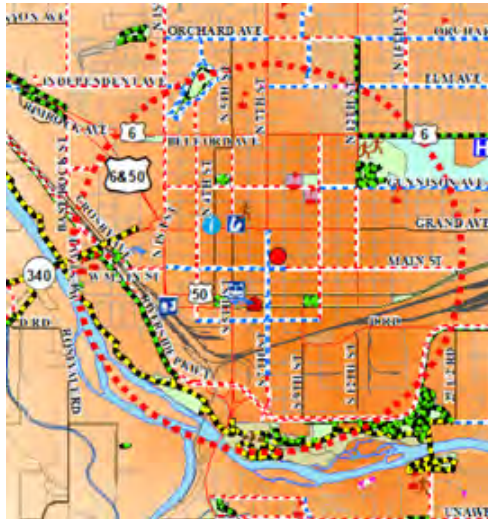


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Higher concentration areas are notable in Central Grand Junction and near Canyon View Park, with the highest values near Main Street. For example, a red dot in the following enlargement indicates the most significant GRASP® value area (774). A resident has access to 97 components at 17 properties from this location, including developed parks, schools (IGA), golf course, open spaces, four indoor facilities, and several trails.

**Figure 46: High-Value Area Enlargement**



### Walkable Access To Recreation

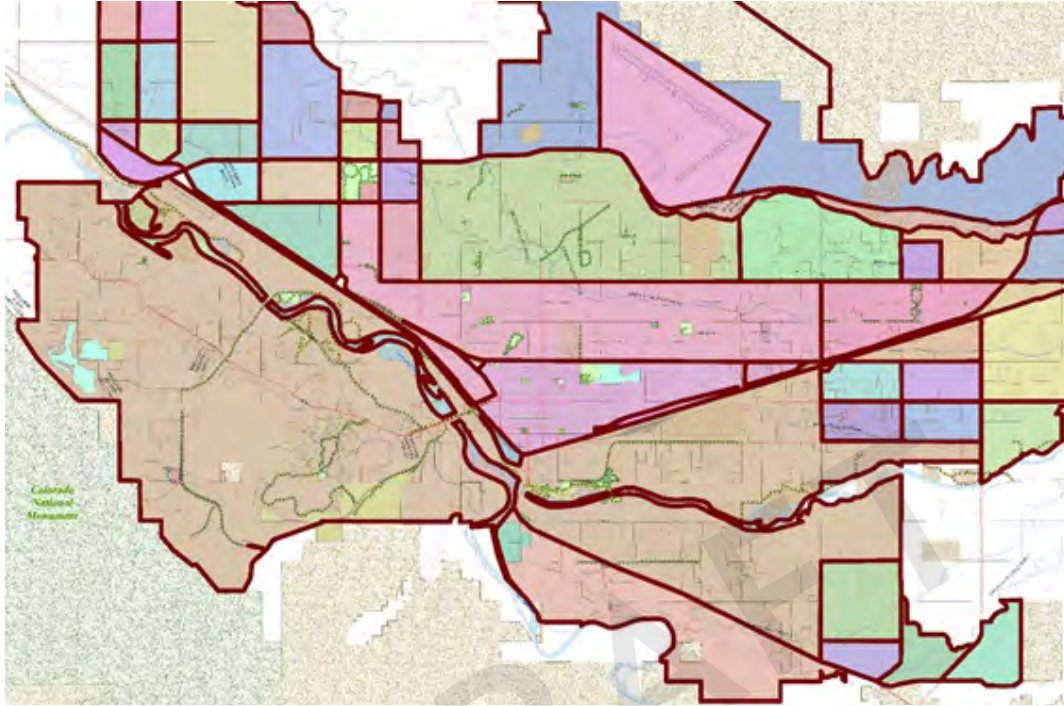
Walkability analysis measures access to recreation by walking. One-half mile catchment radii have been placed around each component and shaded according to the GRASP® score. Scores are doubled within this catchment to reflect the added value of walkable proximity, allowing direct comparisons between neighborhood access and walkable access.

Walkability is a measure of how user-friendly an area is to people traveling on foot and benefits a community in many ways related to public health, social equity, and the local economy. Many factors influence walkability including the quality of footpaths, sidewalks or other pedestrian rights-of-way, traffic and road conditions, land use patterns, and public safety considerations among others.

## Pedestrian Barriers

Environmental barriers can limit walkability. The LOS in this analysis has been “cut-off” by identified barriers where applicable.

**Figure 47: Sample Pedestrian Barriers**



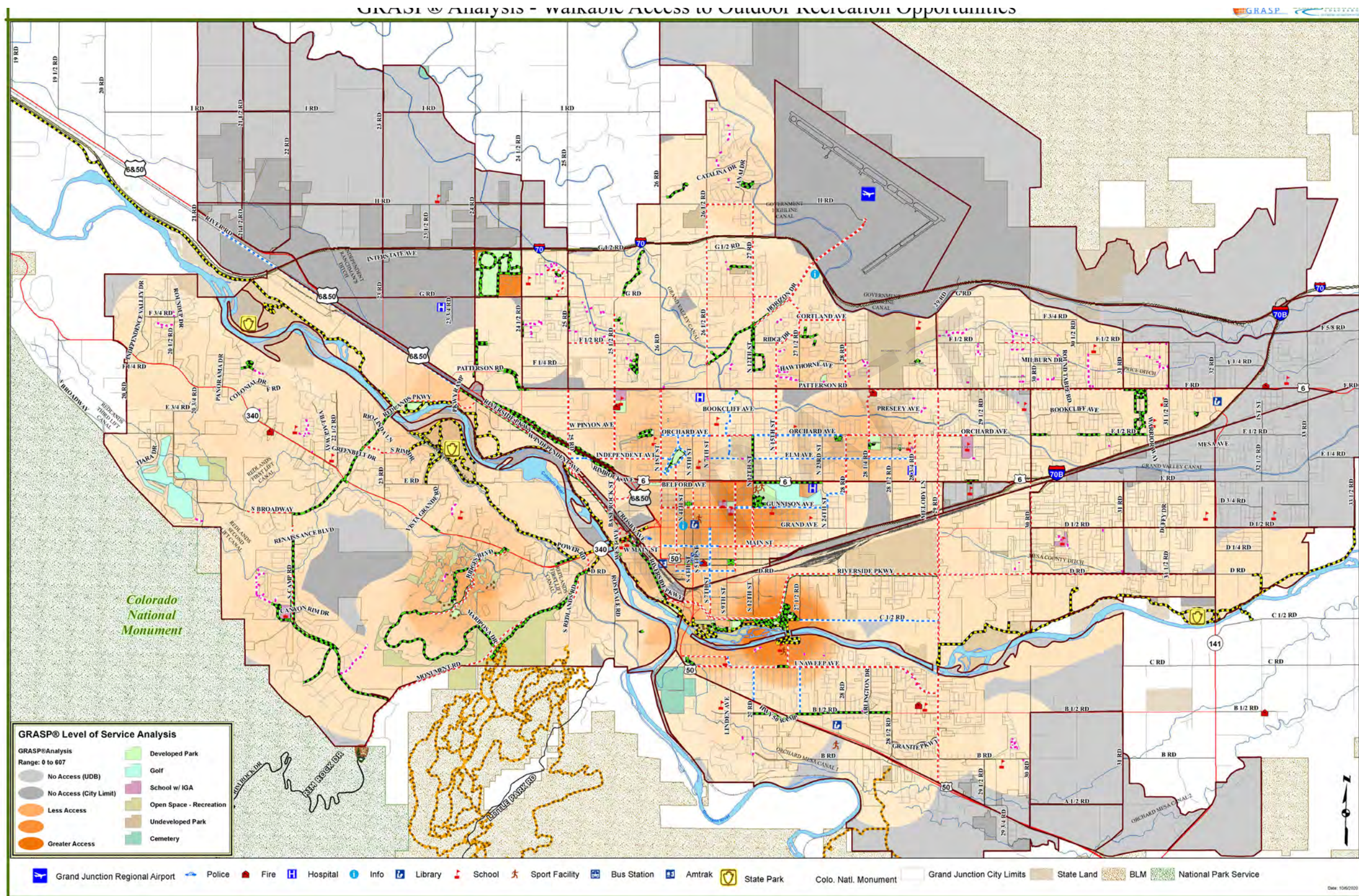
*Walkability barriers “cut-off” service areas where applicable. Different colors represent different zones.*

Pedestrian barriers in Grand Junction, such as major streets, highways, and rivers, significantly impact the analysis. Zones created by identified barriers, displayed as dark red lines, serve as discrete areas accessible without crossing a major street or another obstacle.

The analysis shows the LOS available across Grand Junction, based on a ten-minute walk. Darker gradient areas on the images indicate higher quality recreation assets available based on a half-mile service area. Gray areas on these maps suggest that recreation opportunities are beyond a ten-minute walk. In general, these images show that Grand Junction has an excellent distribution of parks.



Figure 48: Walkable Access to Outdoor Recreation Opportunities







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Areas of higher concentration are notable around the City, with the highest value just South of Chipeta Elementary School. Within ½ mile or a 10-minute walk of this location, a resident can access 58 components on 8 properties, including developed parks, schools (IGA), golf, three indoor facilities, and several trails.

**Figure 49: High-Value Area Enlargement**



The orange shading in the maps allows for a quick understanding of LOS distribution across the City. Showing where LOS is adequate or inadequate is an advantage of using GIS analysis. First, we must determine what constitutes an appropriate level of service for Grand Junction residents. In Grand Junction, a look at the current level of service provided by a representative neighborhood park may be a good indicator of this desired level. Answering the question, "What should every resident have access to in their neighborhood?" The City cannot build a Canyon View Park in every neighborhood. Using a target equivalent to a small neighborhood park such as Westlake, Tot Lot, or Spring Valley 1 (2-4 components) and access to a trail produces the following maps. In these maps, purple indicates where people reach that target; yellow shows access to some opportunities but not at the target value, and gray means going farther to a recreation opportunity.

### **GAP Analysis in Neighborhood Access**

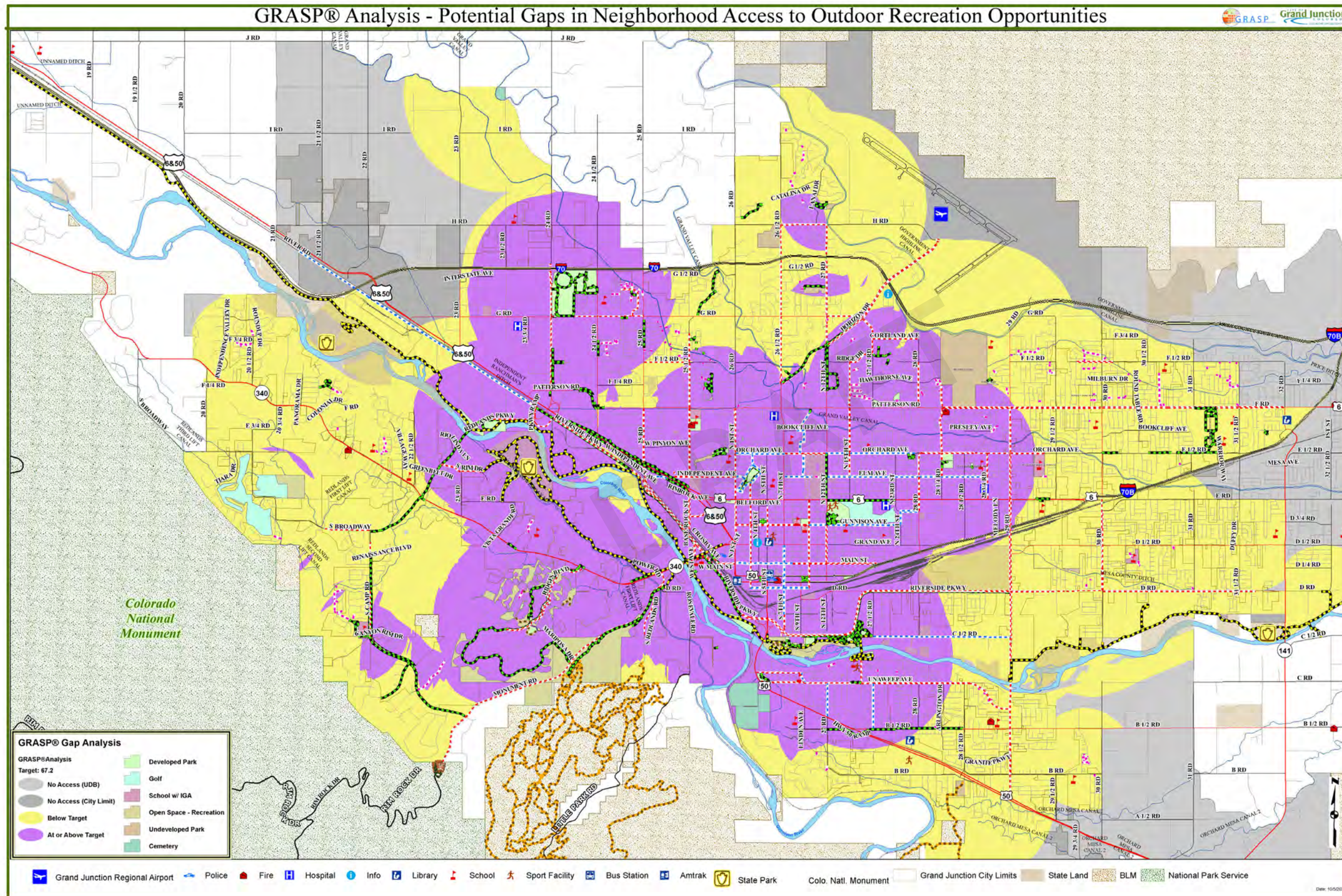
The following map brackets the service values level to areas above or below a typical neighborhood park and trail. This value is known as the target score for Grand Junction.

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Figure 50: Gap Analysis in Neighborhood Access







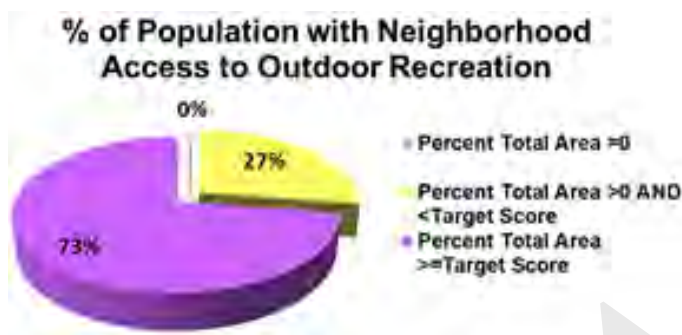
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In **Figure 50**, areas shown in purple have LOS that exceeds the target value. Because of the significant growth areas on the edges of Grand Junction, nearly ten percent of the land area is gray or lacks one-mile access. However, the picture is much more favorable when you consider where people currently live in Grand Junction.

**Figure 51** shows access to assets based on population. This chart displays the level of service based on where people live. Comparing the level of service data and census data provided by Esri GIS data enrichment techniques, the analysis indicates that parks are generally well placed. The parks are in or close to residential areas and capture a high percentage of the population. Grand Junction is well positioned, with nearly 100 percent of residents within one-mile of some outdoor recreation opportunities than the map might initially indicate.

**Figure 51: Percentage of Population with Neighborhood Access**



### GAP Analysis in Walkable Access

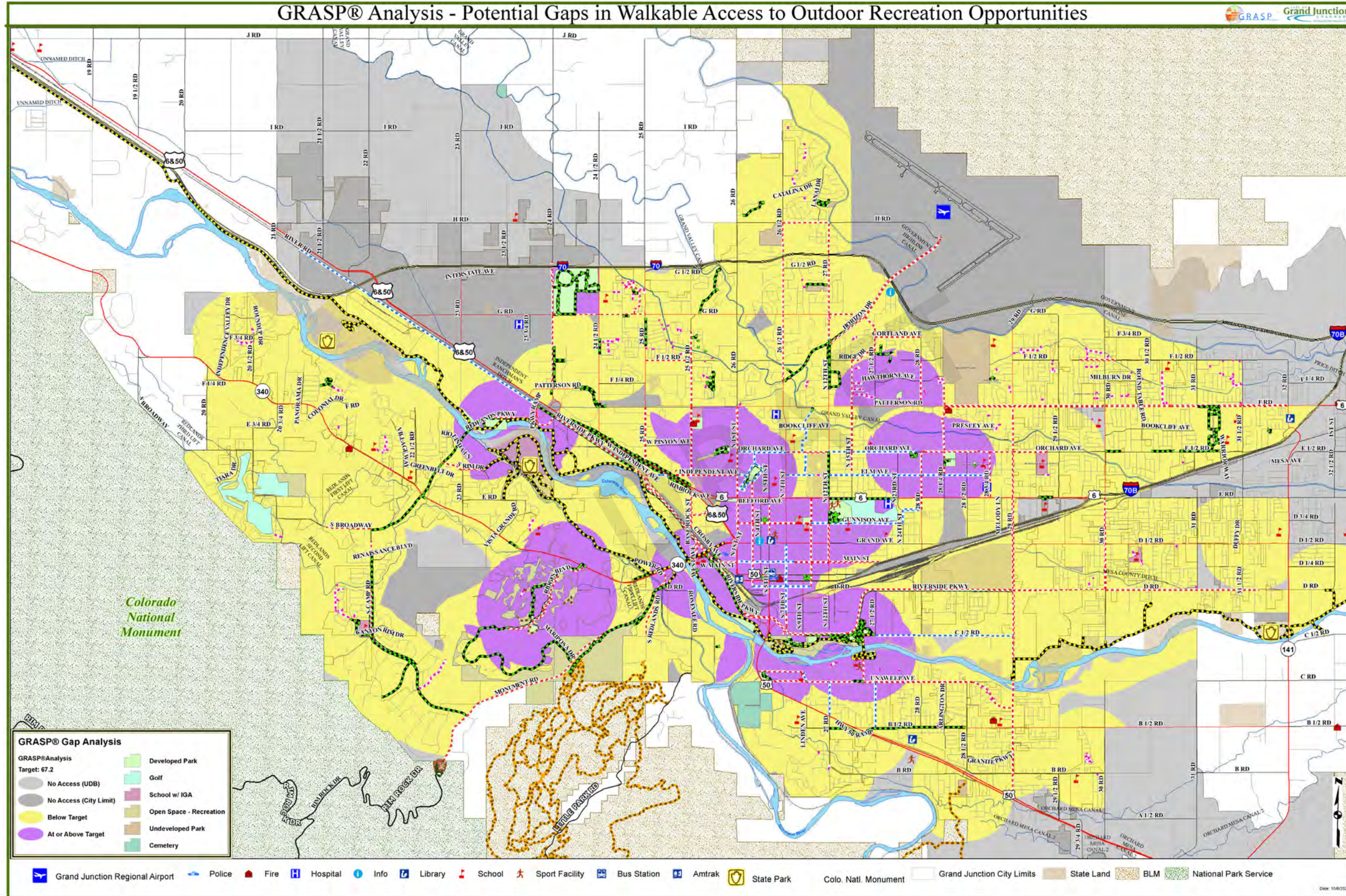
Like the above, the walkable service level can also use a gap analysis. Purple areas indicate where walkable LOS values meet or exceed the target. Areas shown in yellow on the map can be considered areas of opportunity. These are areas where land and assets are currently available but do not provide the target value. It may be possible to improve the LOS value in such areas by enhancing the quantity and quality of features in existing parks without acquiring new lands or developing new parks. Another option might be to address pedestrian barriers in the immediate area.

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Figure 52: GRASP® Walkable GAP Analysis







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**Figure 52** shows walkable access to assets based on population. This chart displays the level of service based on where people live. Comparing the walkable level of service data and census data provided by Esri GIS data enrichment techniques, the analysis indicates significant gaps in walkable access throughout Grand Junction. While parks may be within one-mile, they may not be within a comfortable walking distance, or barrier may prevent access. A closer look at the mapping would indicate that much of the yellow areas consist of trail access and lack reasonable walkable park access in many areas of the City. Some of these areas have access to a low scoring park site, school lands (IGA), undeveloped parklands, and schools without a current IGA. Also, some areas may have access to HOA or other provider parks not included in this analysis.

**Figure 53: Percentage of Grand Junction Population with Walkable Access**



### More on Utilizing GRASP® Perspectives

GRASP® perspectives evaluate the level of service throughout an area from various points of view. Their purpose is to reveal possible gaps in service and provide a metric to understand a recreation system. However, it is not necessarily beneficial for all community parts to score equally in the analyses. The desired level of service for a location should depend on the type of service, the site's characteristics, and other factors such as community need, population growth forecasts, and land use issues. For example, commercial, institutional, and industrial areas might reasonably have lower Levels of Service for parks and recreation opportunities than residential areas. GRASP® perspectives focus attention on gap areas for further scrutiny. Perspectives can determine if current service levels are appropriate if used in conjunction with other assessment tools such as needs assessment surveys and a public input process.

### Other Types of Analysis

Traditional analyses may also evaluate the recreational level of service on a community-wide scale.

### Capacities Analysis

A traditional tool for evaluating service is the capacity analysis, which compares the number of assets to the population. This table projects future needs based on providing the same ratio of components per population. As the population grows over time, components may need to be added to maintain the same proportion. While there are no correct ratios, this table should be combined with other information, such as public input, to determine if the current capacities are adequate.

Table 17 shows the current capacities for selected elements in Grand Junction.

Table 17: Current Capacities in Grand Junction

| Component              | City of Grand Junction | School - IGA | System Total: | Current Ratio per 1000 Population based on 2020 population of 66,764 | Population per component | Total # needed to maintain current ratio of all existing facilities at projected population of | Number that should be added by all providers to achieve current ratio at projected population |
|------------------------|------------------------|--------------|---------------|--|--------------------------|--|---|
| Adventure Course       | 1                      |              | 1             | 0.01   | 66,764                   | 1  | 0   |
| Amusement Ride         | 1                      |              | 1             | 0.01   | 66,764                   | 1  | 0   |
| Aquatics, Lap Pool     | 1                      |              | 1             | 0.01   | 66,764                   | 1  | 0   |
| Aquatics, Leisure Pool | 2                      |              | 2             | 0.03   | 33,382                   | 2  | 0   |
| Aquatics, Spray Pad    | 1                      |              | 1             | 0.01   | 66,764                   | 1  | 0   |
| Basketball Court       | 10                     | 9            | 19            | 0.15   | 6,676                    | 10   | 0   |
| Basketball, Practice   | 4                      |              | 4             | 0.06   | 16,691                   | 4  | 0   |
| Batting Cage           | 2                      |              | 2             | 0.03   | 33,382                   | 2  | 0   |
| Bike Course            | 1                      |              | 1             | 0.01   | 66,764                   | 1  | 0   |
| Diamond Field          | 10                     |              | 10            | 0.15   | 6,676                    | 10   | 0   |
| Diamond Field, Complex | 1                      |              | 1             | 0.01   | 66,764                   | 1  | 0   |
| Disc Golf              | 2                      |              | 2             | 0.03   | 33,382                   | 2  | 0   |
| Dog Park               | 4                      |              | 4             | 0.06   | 16,691                   | 4  | 0   |
| Event Space            | 5                      |              | 5             | 0.07   | 13,353                   | 5  | 0   |
| Fitness Course         | 1                      |              | 1             | 0.01   | 66,764                   | 1  | 0   |
| Game Court             | 2                      |              | 2             | 0.03   | 33,382                   | 2  | 0   |
| Garden, Display        | 3                      |              | 3             | 0.04   | 22,255                   | 3  | 0   |
| Golf                   | 2                      |              | 2             | 0.03   | 33,382                   | 2  | 0   |
| Golf, Practice         | 2                      |              | 2             | 0.03   | 33,382                   | 2  | 0   |
| Horseshoe Court        | 15                     |              | 15            | 0.22   | 4,451                    | 16   | 1   |
| Inline Hockey          | 1                      |              | 1             | 0.01   | 66,764                   | 1  | 0   |
| Loop Walk              | 12                     |              | 12            | 0.18   | 5,564                    | 13   | 1   |
| Multi-Use Pad          | 2                      | 2            | 4             | 0.03   | 33,382                   | 2  | 0   |

**Table 18: Acres of Park Land per 1,000 Residents**

| INVENTORY  |        |     |
|--|--------|-----|
| Grand Junction Developed Parks   |        | 354 |
| Golf   |        | 209 |
| Open Space - Recreation  |        | 598 |
| Schools (IGA)  |        | 55  |
| Undeveloped Parkland   |        | 285 |
| Cemeteries   |        | 111 |
| Other (Weed Abatement areas and Open Space ROW)  |        | 443 |
| Current Ratio of Park Acres per 1000 Population  |        |     |
| CURRENT POPULATION 2020  | 66,764 |     |
| Current Ratio of Park Acres per 1000 Population  |        | 5.3 |
| Population per acre  |        | 189 |
| PROJECTED POPULATION - 2025  |        |     |
| Total acres needed to maintain current ratio of City of Grand Junction existing facilities at projected population |        | 370 |
| Acres that should be added to maintain current ratio at projected population                                       |        | 16  |
| *calculations only use developed park land. Other acres shown for reference only                                   |        |     |

This capacity table indicates that Grand Junction provides approximately 5.3 acres per 1000 people or 189 people per acre of "park" and does not include other provider parks and schools. It also shows that based on projected population growth that the City should consider adding 16 acres of developed-parkland over the next five years to meet the current ratio. Note that these numbers do not meet the current NRPA metrics, and a total of 160 acres are needed to meet the median. With projected population growth, add 184 acres over five years.

## Key Conclusions

Because of the ranges within classifications used for this analysis, a further breakdown of the inventory by additional park classifications may make the park scoring more relevant within the system. While park access at a community and neighborhood level appears to be reasonably equitable, proximity, transportation availability, and pedestrian barriers are relevant factors affecting walkability. Significant gaps in service exist throughout the City, especially in walkable access, but it seems to reasonably track current residential areas. The most obvious way to increase overall LOS is to add assets in any area with lower service or acquire land or develop partnerships in areas lacking current service. While trails and trail connectivity scored high on survey results, the City currently offers good trail access and opportunities. Still, some connections may need to be improved. Pedestrian barriers and lack of trails also may limit access to recreation throughout Grand Junction. The City should investigate areas of low and no service and identify any other service providers. An increasing level of service in these areas could include multiple approaches, including raising scores at existing parks, addressing pedestrian barriers, and adding or developing new parks.

Grand Junction has several high-scoring parks and has invested heavily in a robust Community Park system model that may be the expense of some walkable service level. The City should evaluate this approach or philosophy, as many agencies and current national trends focus heavily on the ten-minute walk campaign. A long-term goal of a quality park within a ten-minute walk of every resident requires significant investment over time. The projected expansion of the City boundary and population also impacts these numbers, and that fewer parks currently exist on the City's growth edges.



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## APPENDIX D: COMMUNITY CENTER PROJECT DESCRIPTION

### Community Center Priority and Amenities

One objective of the parks and recreation master planning process was to confirm community priorities for indoor as well as outdoor activity space. Through extensive public outreach, a community center was recognized as the highest development need. Indoor activity amenities identified as the highest priority include a warm water leisure pool, fitness areas, walk/jog track, multi-use gymnasiums, climbing wall, cool water lap pool, therapy pool, multi-use meeting and program rooms and an ice arena. The public outreach results also indicated a preference to study redeveloping the existing Lincoln Park outdoor pool as a centralized location for the new community center.

### Building Size and Amenities

Since the City of Grand Junction does not have a dedicated community center, the Parks and Recreation Department currently provide indoor recreation and community programming in a variety of shared venues throughout the area. Program diversity, quantity and size are limited to existing facility features and availability. Most, if not all, of the indoor recreation amenities identified as the highest priority accommodate programs and activities currently not offered in Grand Junction. A new community center in Lincoln Park would therefore not replace existing facilities, but would instead provide a centralized location to fulfill programming and activity needs either not currently offered or provided in a diminished capacity.

The overall size of the community center building is ultimately a result of the number and scale of amenities selected and the land area available for construction. The final selection of spaces and their capacities will be determined in a subsequent feasibility study. Ultimately the building program will have a direct relationship to operating costs and the ability to recover those expenses. For the purposes of this report, planning for a central city-wide community center should be of sufficient scale to accommodate the needs of the entire community either initially or in phases.

Given the necessarily large size of the highest prioritized indoor amenities, including swimming pools, gymnasiums, walk/jog tracks and potentially an ice rink, the potential building size ranges between 74,000 to 123,000 square feet. This scale of a building, if strategically arranged on two floors, can be accommodated at the existing Lincoln Park Outdoor Pool location with minimal impact to existing park green space and trees.

### Potential Partners

During the outreach process, several local organizations expressed interest in participating as either programming or capital partners in the project. While possible partnerships require much further study beyond the scope of this master plan, it is important to explore, at least conceptually, the potential space and operational implications when evaluating building size and development costs. For purposes of this master plan, 5-6 percent of additional building space and project costs would need to be added to allow for partnership possibilities.

## **Lincoln Park Location**

The Outdoor Pool in Lincoln Park is at the end of its useful lifespan and was identified as a possible location for the development of a new city-wide community center and an alternative to the previously studied Matchett Park location. The existing outdoor facility would be redeveloped into a community center with new and expanded pools providing more versatile year-round fitness, and wellness programming, recreation and leisure activities. In addition to its central location, Lincoln Park offers many cost-saving advantages over Matchett Park including the proximity to existing infrastructure such as access roads, parking, storm drainage, utility connections, and outdoor recreation amenities such as tennis and pickleball courts, playgrounds, gardens and pathways.

## **Project Costs**

Cost projections for a new community center at Lincoln Park must include as many factors as possible to give a comprehensive forecast for conceptual planning purposes. While a detailed estimate is not feasible until a detailed design has been completed, it is possible to project a realistic, conceptual range of costs. For purposes of this masterplan, project cost projections are based on community center historical cost data from projects with similar features and include construction costs for the building and the site, soft costs and contingencies. Additionally, costs have been escalated with inflation 2.5 years into the future to accommodate additional planning and design time. The project size could range between 74,000 to 123,000 square feet and the total project costs could range between \$45,900,000 to \$59,230,000, respectively.

## **Project Schedule**

Typically, if a community decides to move forward with a project of this scale and potential complexity, there is 2.5 to 3-year period before the doors are open for everyday use. Design and approvals require approximately 12-15 months and bidding, construction, testing, move-in, and training take another 16-18 months.

# APPENDIX E: SERVICES ASSESSMENT

## Core Services Assessment and Programs Analysis Overview

An assessment of **Public Sector Agency Services** is an intensive review of organizational services including activities, facilities, and parklands that leads to the development of a department’s **Service Portfolio**. Additional results indicate whether the service is “**core to the City’s values and vision,**” and provide recommended provision strategies that can include, but are not limited to, enhancement of service, reduction of service, collaboration, and advancing or affirming market position. This assessment begins to provide a nexus relative to which services are central to Lafayette’s purpose. The process includes an analysis of each service’s relevance to Lafayette’s values and vision, the City’s market position in the community relative to market, other service providers in the service area including quantity and quality of provider, and the economic viability of the service.

The **Public Sector Agency Service Assessment Matrix** assumes that trying to be all things to all people can result in mediocre or low-quality service. Instead, agencies should focus on delivering higher-quality service in a more focused (and perhaps limited) way. The Matrix helps organizations think about some very pragmatic questions.

- Q: Is the agency the best or most appropriate organization to provide the service?**
- Q: Is market competition good for the citizenry?**
- Q: Is the agency spreading its resources too thin without the capacity to sustain core services and the system in general?**
- Q: Are there opportunities to work with another organization to provide services in a more efficient and responsible manner?**

To begin, an agency needs to take a full inventory of all assets, programs, and services to be included in the analysis. For most agencies, there are a substantial number, and they need to be placed into “**Categories of Service**”

**Categories of Service - Examples**

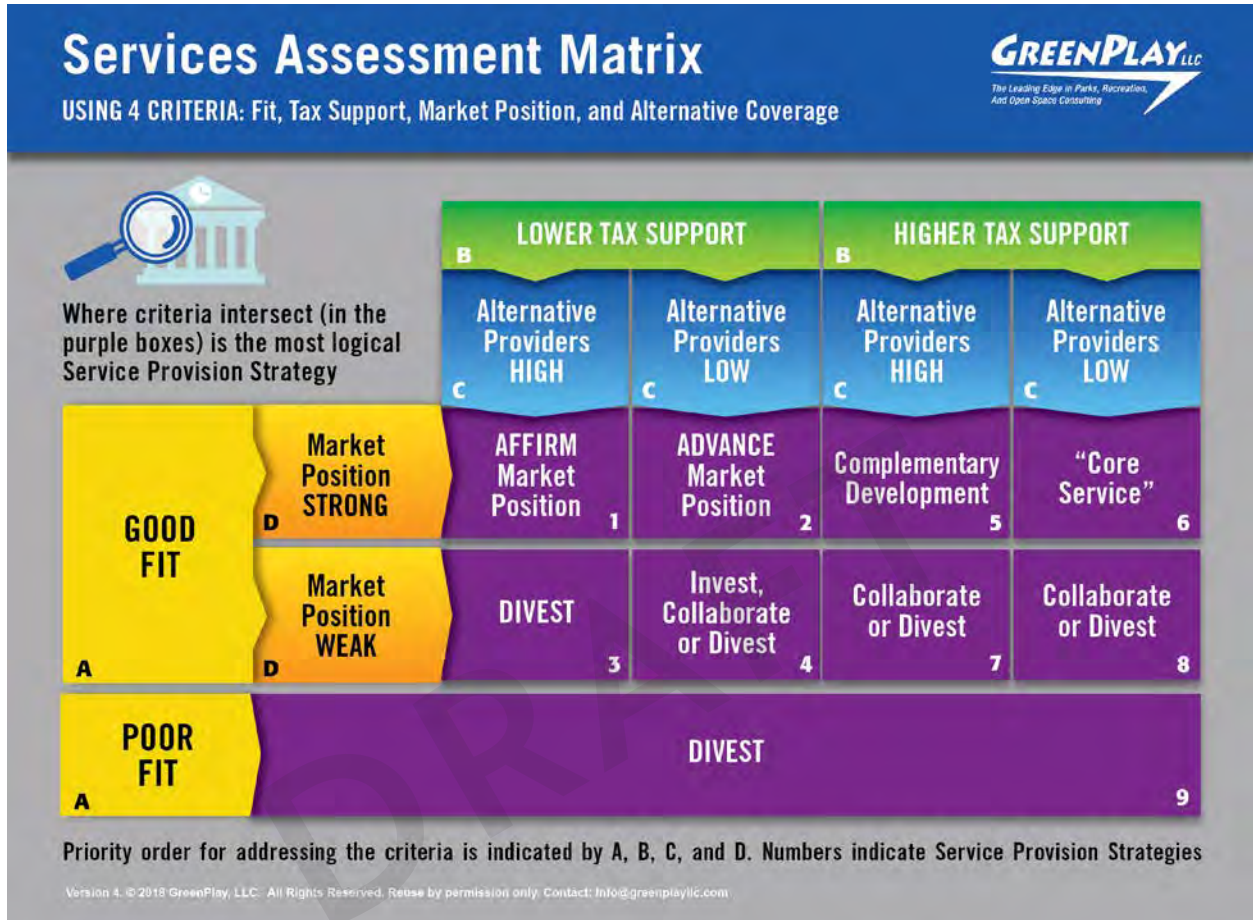
- Non-Monitored Parks and Recreational Facilities
- Drop-In Monitored Access (non-instructional)
- Camps
- After School Programs
- Preschool
- Tournaments/Leagues
- Activities- Beginner/Novice
- Activities -Intermediate
- Activities- Advanced/Competitive
- Merchandise for Resale
- Concessions/Vending

- Social Services
- Social Clubs
- Trips
- Amusement or Tourism Attraction
- Special Events Partnered or City-Offered
- Exclusive Use Non-profit and Government
- Exclusive Use For-profit and Private
- Exclusive Use Government
- Leased, management services



After the services are categorized, staff and key stakeholders convene in a facilitated meeting to work each category through the Public Sector Services Assessment Matrix.

### Public Sector Agency Services Assessment Matrix



**Note:** Based on MacMillan Matrix for Nonprofit agencies from the Alliance for Nonprofit Management. Adapted by GreenPlay LLC and GP RED for Public Sector Agencies. April 2009.

The process includes using guiding questions in a facilitated group discussion to assign the Categories of Service to a numbered cell on the Matrix.

#### Discussions

One of the reasons that this process works so well is that the assignment of categories to cells is based on facilitated consensual discussions. No one person is making the decisions, and at the end of the assignment workshops, all participants have a strong understanding of how the categories do or do not fit within the vision for the agency and the resultant service strategies

#### Guiding Questions

The following questions guide the process to determine each service’s fit with the agency’s values and vision, the agency’s strength or weakness in the target market service area, the service’s financial sustainability potential, and who else is providing like or similar services in the target market service area. Each question has to be answered for each service.

## Some questions to facilitate guiding categories through the Matrix:

### 1) Fit

*Fit* is the degree to which a service aligns with the agency's values and vision, reflecting the community's interests. If a service aligns with the agency's values and vision and contributes to the overall enhancement of the community, it is classified as a "good fit." If not, the service is considered a "poor fit."

- Does the service align with agency values and vision?
- Does the service provide community-wide return on investment (i.e. community, individual, environmental, or economic benefits and outcomes that align with agency values such as crime prevention, improved health and well-being, enhancement of property values, etc.)?

### 2) Financial Capacity

*Financial Capacity* is the degree to which a service (including a program, facility, or land asset) is currently or potentially attractive as an investment of current and future resources to an agency from an economic perspective.

No program should be classified as "highly attractive" unless it is ranked as attractive on a substantial majority of the criteria below.

- Does the service have the capacity to sustain itself (break even) independent of General Fund or taxpayer subsidy/support?
- Can the service reasonably generate at least 50% from fees and charges?
- Can the service reasonably generate excess revenues over direct expenditures through the assessment of fees and charges?
- Are there consistent and stable alternative funding sources such as donations, sponsorships, grants, and/or volunteer contributions for this service?
- Can the service reasonably generate at least 25% of the costs of service from alternative funding sources?
- Is there demand for this service from a significant/large portion of the service's target market?
- Can the user self-direct or operate/maintain the service without agency support?

### 3) Market Position

*Market Position* is the degree to which the organization is perceived by the public to have a stronger capability and potential to deliver the service than other agencies. It includes a combination of the agency's effectiveness, quality, credibility, and market share dominance. No service should be classified as being in a "strong market position" unless it has some clear basis for declaring superiority over all providers in that service category and is ranked as affirmative on a substantial majority of the criteria below.

- Is the service provided at a convenient or good location in relation to the target market?
- Does the agency have a superior track record of quality service delivery?
- Does the agency currently own a large share of the target market currently served?
- Is the agency currently gaining momentum or growing its customer base in relation to other providers (e.g., "Is there a consistent waiting list for the service")?
- Does agency staff have superior technical skills needed for quality service delivery?

#### 4) Alternative Coverage

*Alternative Coverage* is the extent to which like or similar services are provided in the service area to meet customer demand and need. Are others providing the same services? If there are no other large (significant), or very few small agencies producing or providing comparable services in the same region or service area, the service should be classified as “low coverage.” Otherwise, coverage is “high.”

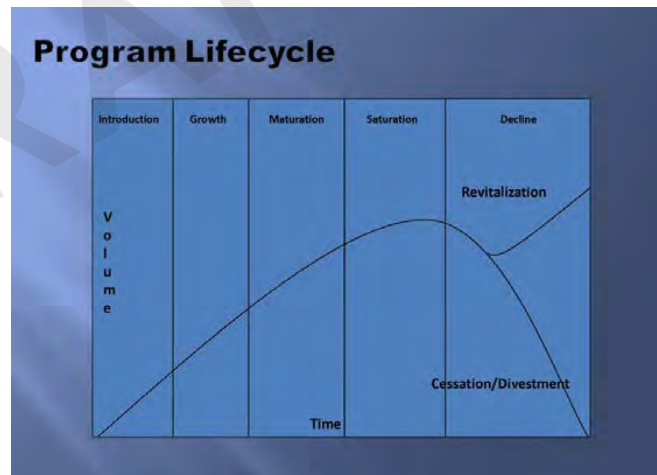
Other questions will arise and may need additional exploration, such as:

- Does the agency have the ability to conduct necessary research, pre and post participation assessments, and/or properly monitor and evaluate service performance therefore justifying the agency’s continued provision of the service (such as benchmarking performance or impact to community issues, values, or vision)?
- Are marketing efforts and resources effective in reaching and engaging the target market?

#### Unfair Competition

It has become somewhat challenging to draw a line of demarcation between those services that are recognized to be the prerogative of the private sector and those thought to be the responsibility of the public sector. Overlap of service production and provision are common. A continuing problem today is the lack of clarification between what sector should be producing or providing which services; therefore, boundaries should be developed. It is necessary to reshape how public and private sector agencies work either independent of each other or together in a more effective way, becoming complementary rather than duplicative.

Service lines are blurred due to a variety of factors. Whether it is due to the emergence of new services that have not been offered before, in response to customer demand, or reduced availability of public funds and therefore greater dependence on revenue generation, at times, these blurred lines can result in charges that the public sector engages in unfair competition practices by offering similar or like services to those of the private sector. These charges result from resource advantages that the public sector has over the private sector including, but not limited to, immunity from taxation and the ability to charge lower fees for similar or like services due to receipt of subsidy dollars.



#### Potential Service Strategies

Each numbered resulting cell in the Matrix corresponds with potential target service strategies. Eliminating services that are important to someone or have been offered for some time is challenging. Letting go and making choices based on objective tools must transcend the emotional attachments, because the agency is a public service provider. While this may be difficult, most agencies are re-thinking their resource and labor-intensive services for which they are no longer the strongest provider in the service’s target market. Complementary Development means partnering.

**APPENDIX E: COMMUNITY NEEDS SURVEY REPORT**

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# Grand Junction Parks, Recreation, and Open Space (PROS) Needs Assessment Survey

October 2020





# Table of Contents



- Introduction & Methodology
- Key Findings
- Demographics
- Covid-19
- Current Facilities & Programs
- Communication
- Future Facilities & Programs
- Funding Sources
- Funding Sources
- Community Comments

# Introduction

The purpose of this survey program was to gather community feedback on the City of Grand Junction Parks and Recreation Department facilities, amenities, programs, and future planning to assist the City in developing a plan that reflects the community's needs and desires.

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# Methodology

## Primary methods:

1 = Statistically Valid (Invitation Survey) - Mailed survey with an option to complete online through password protected website. The survey was distributed to a random sample of individuals based on registered voters in the City of Grand Junction. Surveys were password protected to ensure only one response per selected participant.

2 = Open Link Survey - Online survey made available to all residents in the Grand Junction area. No passwords were required to participate, and the survey was broadly publicized.

6,000 Surveys Mailed



977 - Invitation Surveys  
+/- 3.1 Margin of Error



1,482 - Open Link Surveys

2,459  
Total  
Surveys

# Weighting the Data

---

1

The underlying data from the invitation survey were weighted by age to ensure appropriate representation of Grand Junction residents across different demographic cohorts in the sample.



2

Using U.S. Census Data the age distribution in the sample was adjusted to more closely match the actual population profile of the City of Grand Junction.

# Key Findings

## INTERPRETING THE RESULTS



The survey consisted of a “statistically valid” Invite survey based on a random sampling of registered voters in the City, together with Open responses that were obtained from interested residents based on announcements through email lists, newsletters, public meetings, etc. While both sets of responses are important and valid, the invite responses receive particular attention in this report. The overall response to the surveys was excellent and the resulting responses provide a large and representative data set (977 Invite, 1,482 Open) on which to make inferences about community sentiment and priorities.

## GEOGRAPHIC DISTRIBUTION AND DEMOGRAPHIC PROFILE



Survey responses were tracked by ZIP Code within Grand Junction. The survey shows some differences in opinions by location of residence and these results are particularly important in considering future amenities and improvements including a potential community/recreation center. Proximity to park sites (for example Lincoln or Matchett Parks) help to explain opinions of some residents; however, there are a variety of other variables that are also important to understanding responses. These include age, presence of children in the home, length of time living in Grand Junction (tenure) and household incomes. All of these variables were explored in the study and results are available under separate cover.

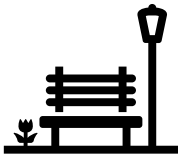
# Key Findings

## IMPACTS OF COVID-19 ON PARKS & RECREATION



The survey instrument acknowledged that this study is being done during the pandemic. Respondents were asked about “What single outcome of the pandemic will have the greatest impact on the future of parks and recreation facilities and services?” Budget/financial implications, and an increased appreciation that parks and recreation are a good investment for the community were the most frequently identified choices. The data suggest that increased awareness of parks, recreation, and open space may be a positive outcome of the pandemic. Increased homelessness was also identified as a concern, especially among Invite survey respondents.

## SATISFACTION WITH GRAND JUNCTION PARKS, FACILITIES, AND RECREATION SERVICES



Satisfaction with parks, recreation facilities, and recreation programs/services were rated, and more than two-thirds of Invite respondents provided high ratings of satisfaction, either a “4” or “5” in all three categories. About 6% rated parks a 1 or 2 on the scale, and 15% used this lower rating to evaluate both recreation facilities, and recreation programs. These measures provide a metric to evaluate the overall programs in the future. About 800 respondents provided additional comments on their responses with various needs identified, including most specifically a desire for a recreation center and/or associated indoor facilities.



# Key Findings

## IMPEDIMENTS TO USE



The survey asked what hinders use of facilities. A lack of awareness of programs/facilities was identified most often by a large margin (34% of Invite respondents). Lack of facilities and amenities, crowding, and cost/user fees were all secondary deterrents among the invite sample, but all were identified by a sizeable group (about 15%). The opportunity to expand awareness through communications of many types is a clear opportunity indicated by survey responses.

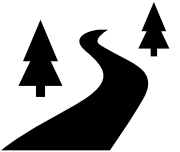
## COMMUNICATION EFFECTIVENESS



When asked about the “effectiveness” of communications, about two in five Invite respondents rated the City of Grand Junction effective or very effective (4 or 5). However, about one in four rated the effectiveness of receiving information in the low category (1 or 2). Clearly, there is an opportunity to target and improve on these results.

# Key Findings

## WHAT IS IMPORTANT TO RESIDENTS & HOW WELL ARE NEEDS BEING MET?

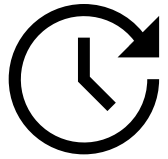


The survey shows that trails, open space, and community/neighborhood parks are the most important existing facilities and services out of a list of 18 categories that were rated. These results were then coupled with results from a question that asked how well the needs of the City are being met across these same categories. The result presents a means of identifying what is important and how well the city is doing. Facilities and services that are very important and performing well include the three categories identified as most important to households: trails, open space, and community/neighborhood parks. In contrast, “shade structures” and “recreation programs and activities” received above average importance ratings but below average needs-met ratings. These may be key areas for improvement. Indoor fitness center/room, while slightly below average in terms of importance, received the lowest average needs-met ratings by a significant margin.

Trail work was identified most often as an improvement needed at existing facilities, and provision of shade and restoration of natural areas/open spaces were also identified as priorities. These findings suggest areas where the public supports further improving on amenities that are already high-rated and considered important.

# Key Findings

## PRIORITIES FOR THE FUTURE



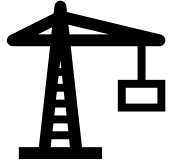
Looking to the future, the survey probed a long list of outdoor and indoor facility and program needs. A community center was identified most often on the outdoor list, suggesting that such a facility will provide outdoor and indoor recreation opportunities. It was closely followed by “trail connections and expansions for hiking, biking, and walking.” River conservation/access /improvements, and natural areas and open space are also top considerations. A list of 19 categories of facility improvements were ranked.

The list of indoor amenities that were most “needed” by Grand Junction residents resulted in an indoor warm water leisure pool at the top of the list, followed closely by fitness and weight center, indoor walk/jog track, and indoor multi-use gymnasiums. These are all features under consideration as a part of a community center.

# Key Findings

## A COMMUNITY CENTER FOR GRAND JUNCTION

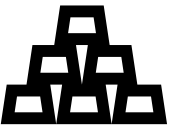
The idea of a community center received very strong support. About 80% of Invite respondents rated it “important” or “very important.” Just four percent of respondents feel that “any additional community or recreational facilities are not needed by their family or the community.”



The survey asked about a preferred location for a community center and about 60% identified Lincoln Park. Matchett Park was chosen by 19%. A significant 15% said they “need more information,” and less than 5% prefer another site. Clearly, responses indicate strong support for further evaluation of the Lincoln Park site, and it is preferred by a wide margin at this time. The survey found that there are some differences in opinions by geography. Those living closest to Matchett were relatively more likely to favor that site than residents from other parts of the City.

## FUNDING FOR PRIORITIES

The funding mechanisms likely to garner the most voter support are revenue from medical and recreational marijuana, grants and fundraising, and a tax on tobacco and vaping. A sales tax increase, property tax increase, or sales tax on some grocery items are relatively less popular funding mechanisms. Just 6% of the Invite sample and 2% of the Open Link sample would not support any additional resources to maintain and improve the Parks and Recreation system.





# Key Findings

## OPEN ENDED COMMENTS



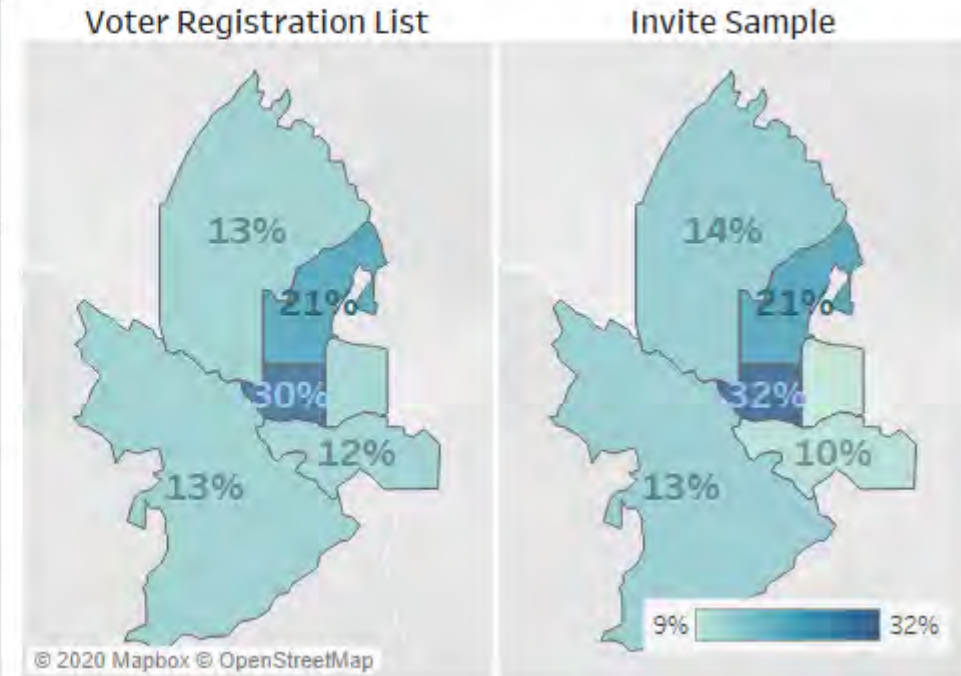
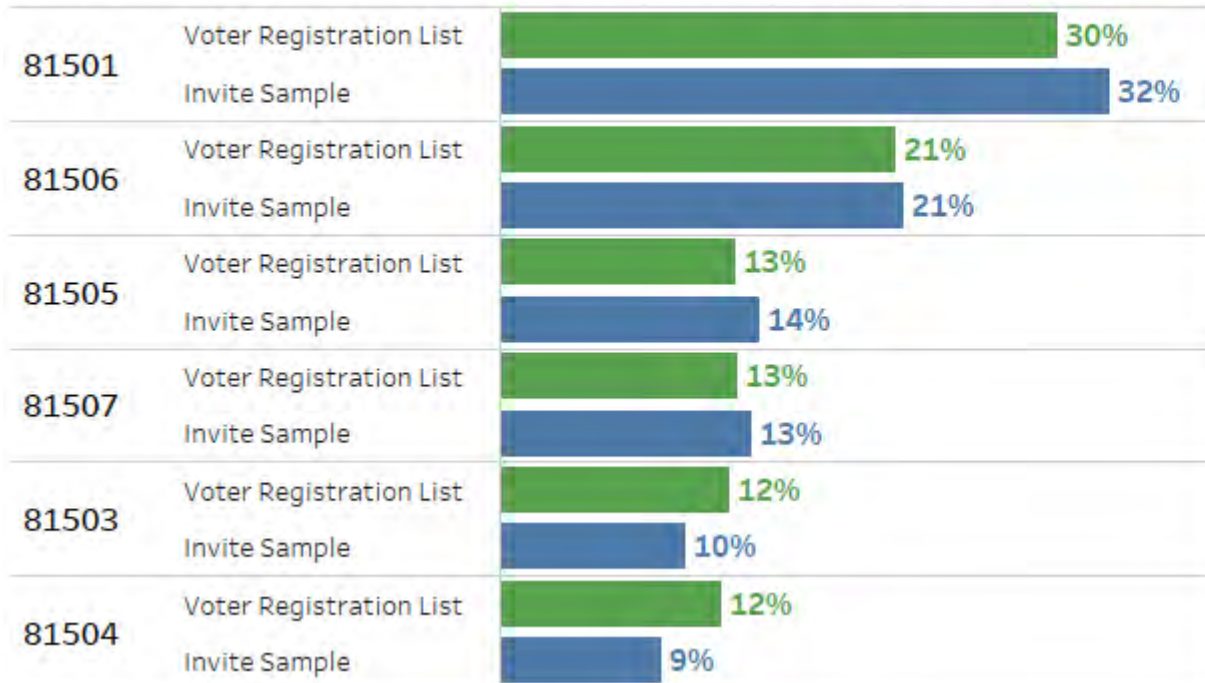
The survey generated an extensive number of open-ended comments that provide additional insight on many topics that were explored. These comments have been presented verbatim under separate cover. In addition, a sampling of a few representative comments is included in this report. The thoughtful, and in many cases very specific and detailed suggestions, are worthy of further consideration as some of the specifics of the Plan develop and priorities are probed.

# Demographics

# Zip Code

The distribution of results by ZIP Code of the Invite sample closely matches the distribution of the City of Grand Junction voter registration list.

Distribution of Invite Sample Respondents vs. the City of Grand Junction Voter Registration List



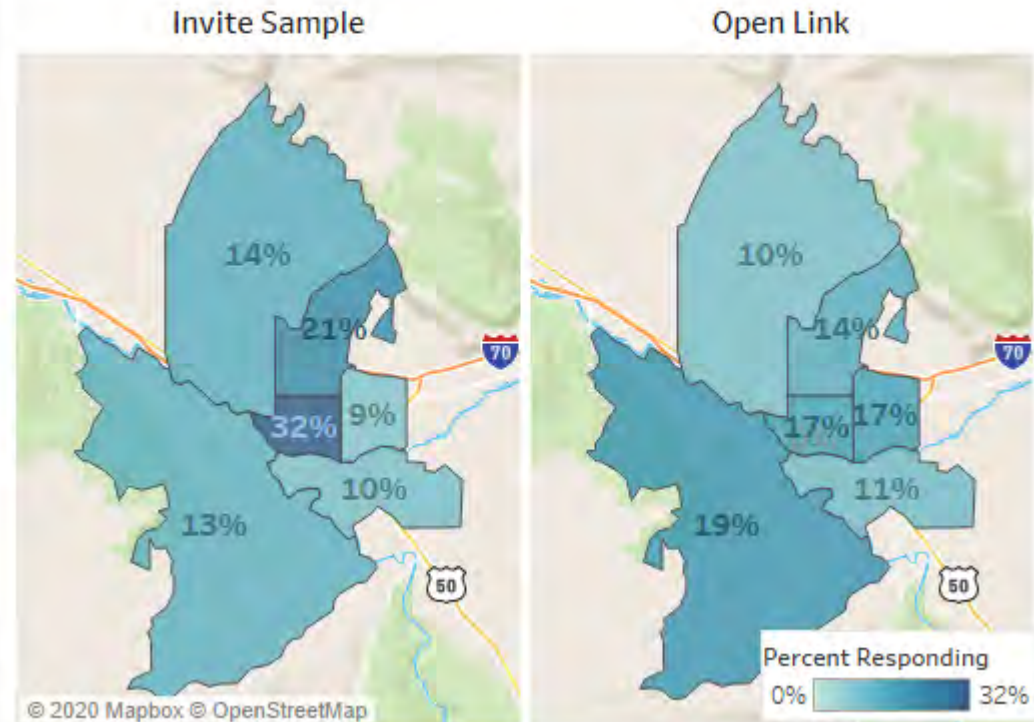
# Zip Code

Geographically, participation among the Open link sample was more diverse, and underrepresents respondents from 81501 and 81506 and over represents respondents from 81507 and 81504 relative to the voter registration list. The Open link included respondents that live outside the City, approximately 11% of total responses.

## Q 1: What is the ZIP code of your residence?

Invite vs. Open Link

|                        | Overall | Invite Sample | Open Link |
|------------------------|---------|---------------|-----------|
| 81501                  | 23%     | 32%           | 17%       |
| 81506                  | 17%     | 21%           | 14%       |
| 81507                  | 17%     | 13%           | 19%       |
| 81504                  | 14%     | 9%            | 17%       |
| 81505                  | 11%     | 14%           | 10%       |
| 81503                  | 11%     | 10%           | 11%       |
| 81502                  | 0%      |               | 0%        |
| Other (please specify) | 6%      | 0%            | 11%       |
| n=                     | 2,459   | 977           | 1,482     |



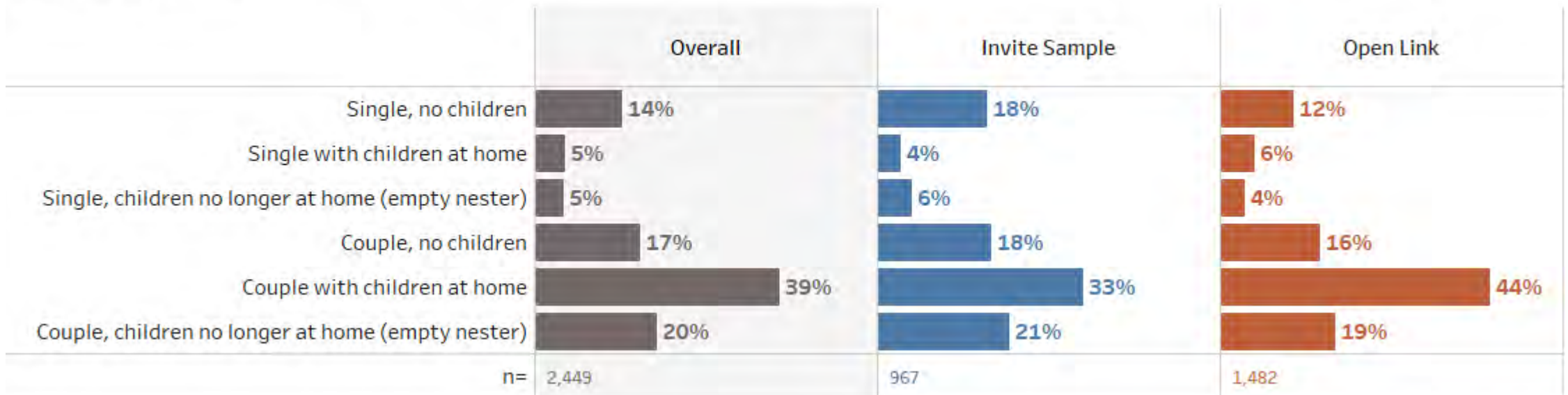


# Household/Family Status

Thirty-seven percent of Invite sample respondents have children at home, while 36% do not have children. The remaining 27% are “empty-nesters” with children no longer at home. Roughly half of the Open link sample respondents have children at home. Clearly, the Open link resulted in high participation from households with children, a segment that is particularly interested in recreation.

Q 2: Which of these categories best applies to your household?

Invite vs. Open Link



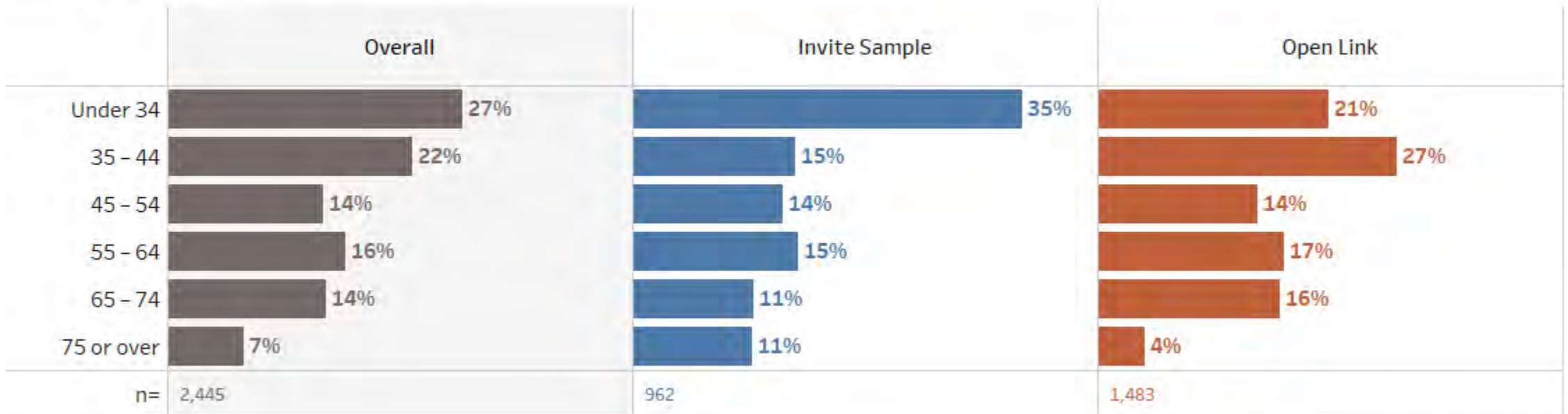
Source: RRC Associates and GreenPlay

# Age

The Invite sample was weighted by age according to the American Community Survey. As such, the age distribution accurately represents the City of Grand Junction as a whole. The Open link survey results were not weighted. They reflect the age profile of the segment that self selected to participate.

## Q 3: What is your age?

Invite vs. Open Link



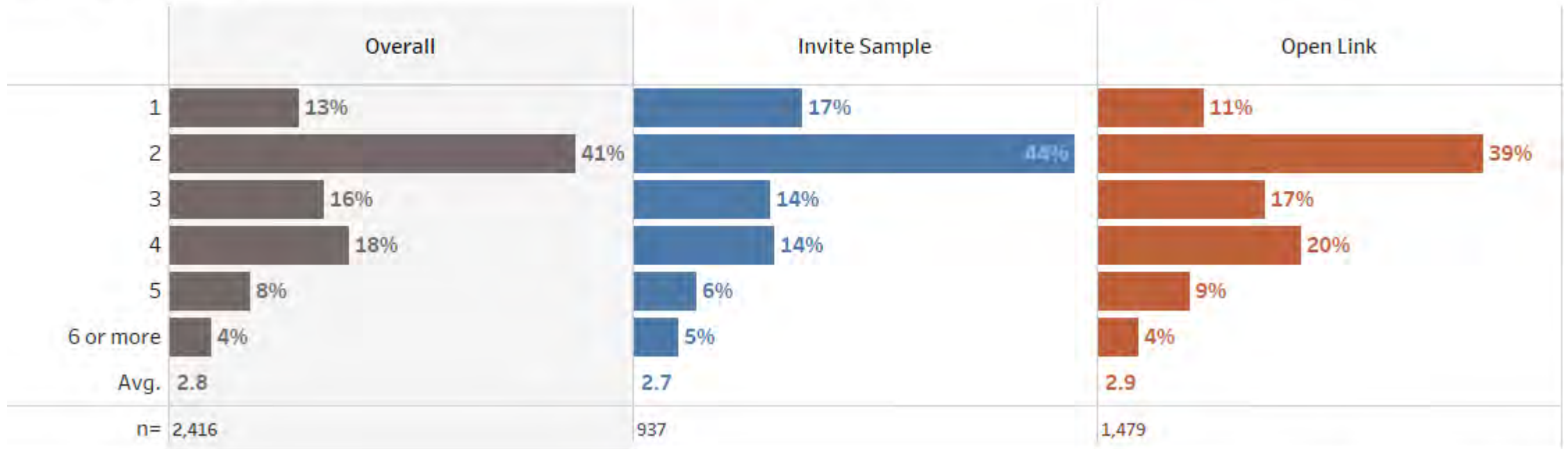
Source: RRC Associates and GreenPlay

# Household Size

The average household size of Invite respondents was 2.7, while the Open link sample was slightly larger at 2.9, due to the greater share of Open link respondents that reporting having children at home.

Q 4: Including yourself, how many people in total typically live in your household?

Invite vs. Open Link



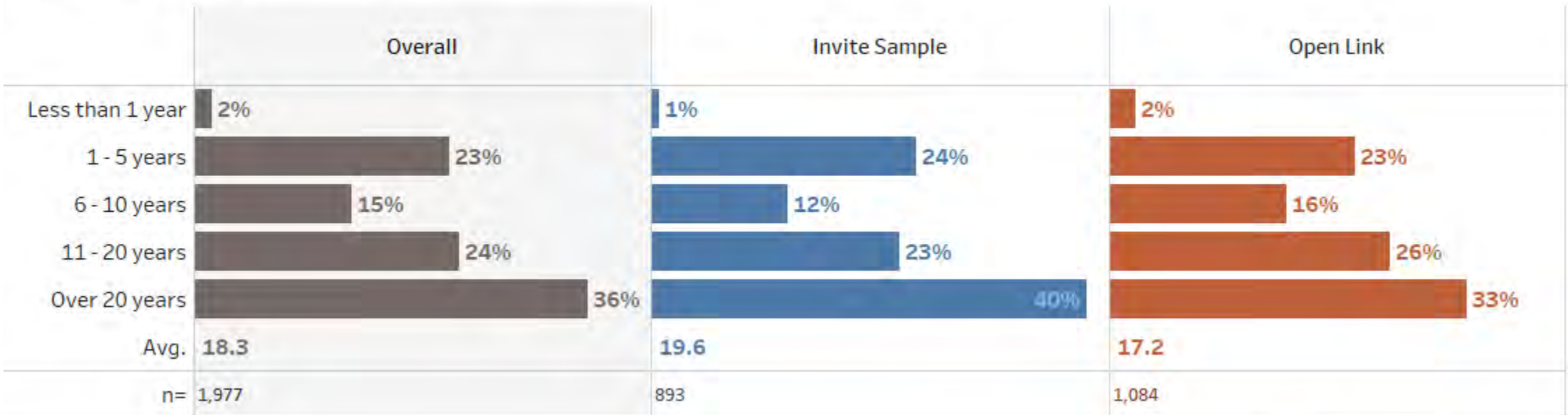
Source: RRC Associates and GreenPlay

# Time in Grand Junction

Overall, respondents have had lengthy tenures in the City of Grand Junction at an average of nearly 20 years among the Invite sample and 17 years among the Open link sample. A quarter of Invite respondents have lived in Grand Junction for 5 years or less, while 63% have resided in Grand Junction for more than 10 years. There are some differences in responses based on time in the City.

**Q 6: Approximately how long have you lived in the City of Grand Junction?**

Invite vs. Open Link



Source: RRC Associates and GreenPlay



# Gender & Voter Registration

Female respondents were more likely than males to participate in the survey (62% vs. 34%). Despite this difference, analysis showed responses from males and females were similar enough that the data did not warrant being weighted by sex. Nearly all invitation sample respondents (98%) indicated that they are registered to vote in the City of Grand Junction. The registered voter list was used as the source for contacting individuals for this survey.

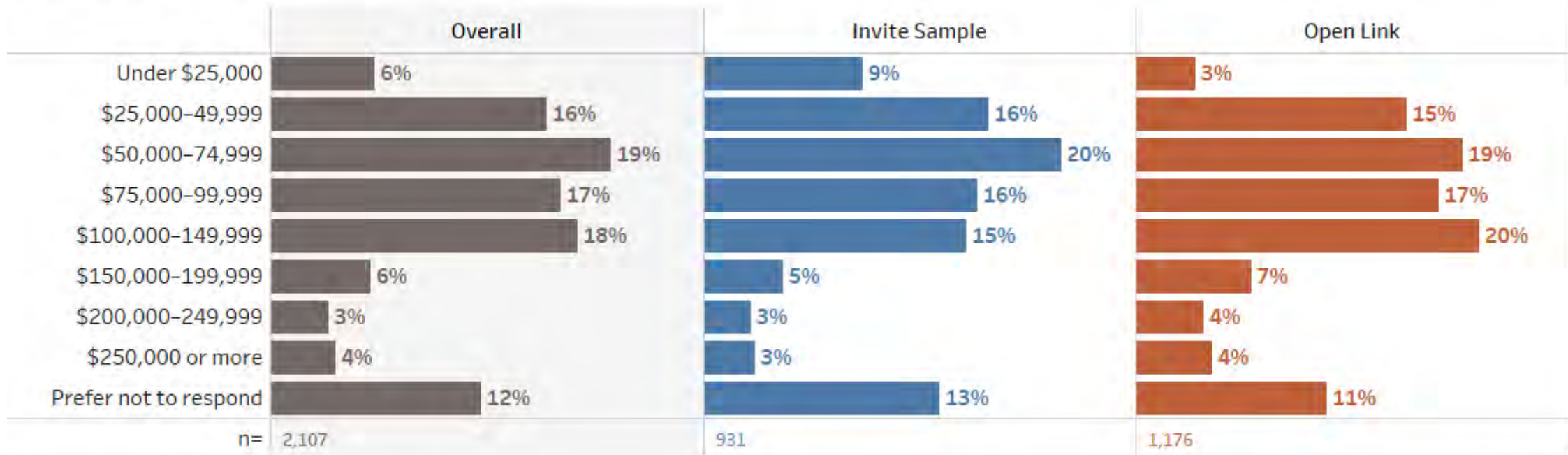
|   | Overall                  | Invite Sample | Open Link |
|---|--------------------------|---------------|-----------|
| Q 25: Please indicate the gender with which you identify:       | Female                   | 62%           | 63%       |
|   | Male                     | 34%           | 34%       |
|   | I prefer to identify as: | 0%            | 1%        |
|   | Prefer not to answer     | 3%            | 3%        |
| n=  | 2,130                    | 954           | 1,176     |
| Q 26: Are you a registered voter in the City of Grand Junction? | Yes                      | 89%           | 82%       |
|   | No                       | 11%           | 18%       |
|   | n=                       | 2,094         | 922       |

Source: RRC Associates and GreenPlay

# Household Income

Forty-five percent of Invite respondents reported an annual household income of less than \$75,000. Thirty-one percent earn between \$75,000 and \$149,000 annually, while 11% percent earn more than \$150,000.

Q 27: Which of these categories best describes the total gross annual income of your household (before taxes)?  
Invite vs. Open Link



Source: RRC Associates and GreenPlay

# Hispanic Origin & Race

Eight percent of Invite respondents are of Hispanic/Latino/Spanish origin. Ninety-five percent consider their race as white. The survey was provided to the community in both English and Spanish, and 8 Spanish surveys were received.

|  | Overall                                       | Invite Sample | Open Link |
|--|---|---------------|-----------|
| Q 28: Are you of Hispanic, Latino, or Spanish origin?                  | Yes 8%  | 8%            | 7%        |
|  | No 92%  | 92%           | 93%       |
|  | n= 2,041                                      | 903           | 1,138     |
| Q 29: What race to you consider yourself to be? (Check all that apply) | White 95%                                     | 95%           | 94%       |
|  | Some other race 5%                            | 5%            | 5%        |
|  | American Indian and Alaska Native 2%          | 1%            | 2%        |
|  | Asian 1%                                      | 2%            | 1%        |
|  | Black or African American 1%                  | 0%            | 1%        |
|  | Native Hawaiian and Other Pacific Islander 0% | 0%            | 0%        |
|  | n= 2,028                                      | 896           | 1,132     |

Source: RRC Associates and GreenPlay

Covid-19

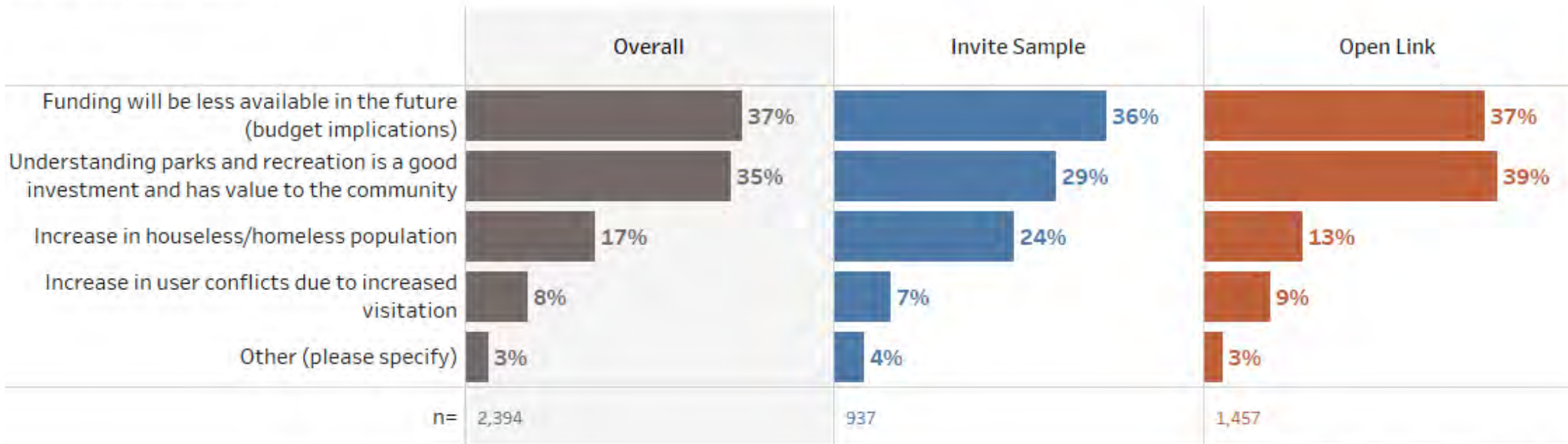


# Impact of Covid-19

The survey instrument acknowledged that this study is being done during the pandemic. Budget implications were identified by Invite respondents as the outcome of Covid-19 that would have the greatest impact on the future of parks and recreation facilities and services, while “understanding parks and recreation is a good investment and has value to the community” was the identified most by Open link respondents. Both groups were relatively unlikely to cite an “increase in conflicts due to increased visitation.”

**Q 7: What single outcome of the Covid-19 pandemic do you believe will have the greatest impact on the future of parks and recreation facilities and services?**

Invite vs. Open Link



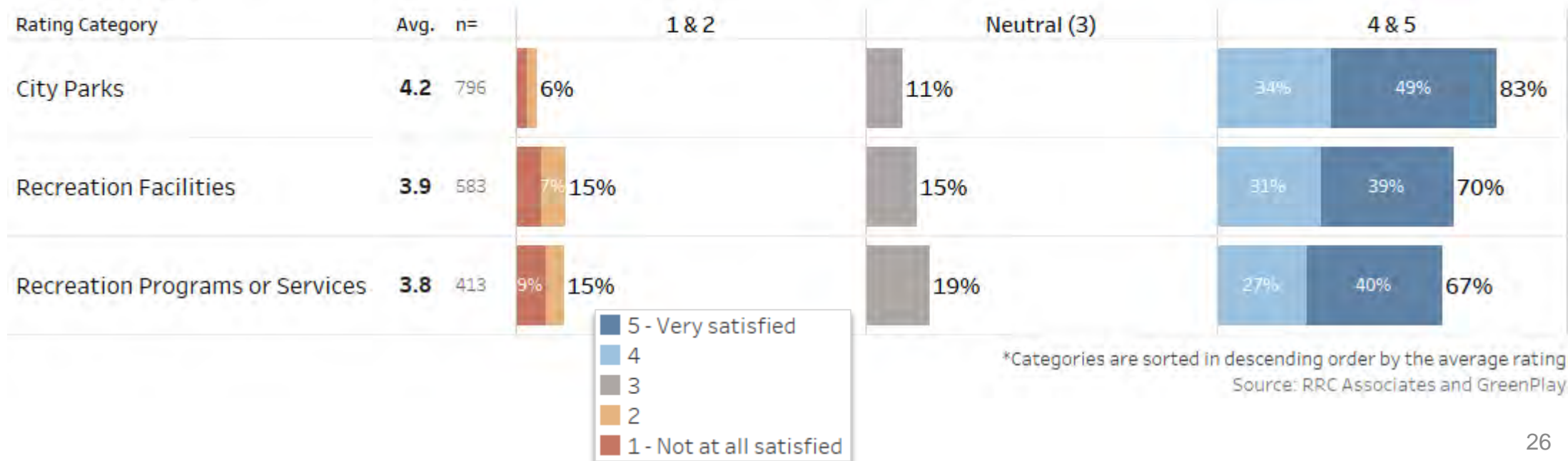
# Current Facilities & Programs

# Satisfaction

On a 5-point scale of satisfaction with parks, recreation facilities, and recreation programs or services, more than two-thirds of respondents provided high ratings of satisfaction, either a “4” or “5” in all three categories. City parks received the highest ratings (average 4.2), followed by recreation facilities (3.9), and recreation programs or services (3.8). Levels of satisfaction are consistent regardless of age, gender, or presence of children.

**Q 8: How satisfied has your household been with the overall quality of Grand Junction recreation programs/services, facilities, and events you have used in the 12 months (March 2019 to March 2020) prior to April 2020 (the start of the COVID-19 pandemic)?**

Invite Sample Only



# Satisfaction

Respondents were given the opportunity to provide comments on their ratings of parks, recreation facilities, and programs or services. The following word cloud and bar chart summarize the most used words in the comments. Feedback was diverse in nature, and a full listing of responses is provided in the appendix.

**Q 8: How satisfied has your household been with the overall quality of Grand Junction recreation programs/services, facilities, and events you have used in the 12 months (March 2019 to March 2020) prior to April 2020 (the start of the COVID-19 pandemic)? Do you have any specific comments on your response?**



The majority of the 193 comments containing “need” referred to a recreation center. Respondents also frequently identified pickleball courts, and an ice rink as needs.

92 comments contained “homeless.” Many mentioned avoiding parks due to homelessness. *“Some parks are not visitor friendly due to homeless populations.”*

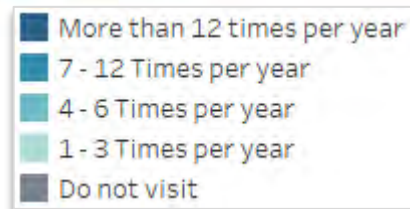
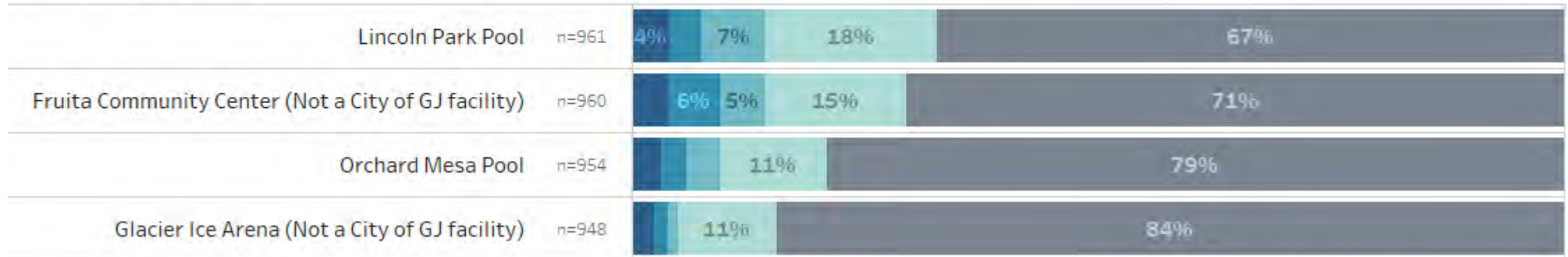


# Facility Use

Among the invitation sample, a third of respondents indicated having used the Lincoln Park Pool within the 12 months period prior to the Covid-19 pandemic. The Fruita Community Center was the next most heavily used facility (29% have used it at least once), followed by the Orchard Mesa Pool (21%), and the Glacier Ice Arena (16%).

**Q 9: How often did you use the following facilities in the past 12 months before the pandemic (March 2019 to March 2020)?**

Invite Sample Only



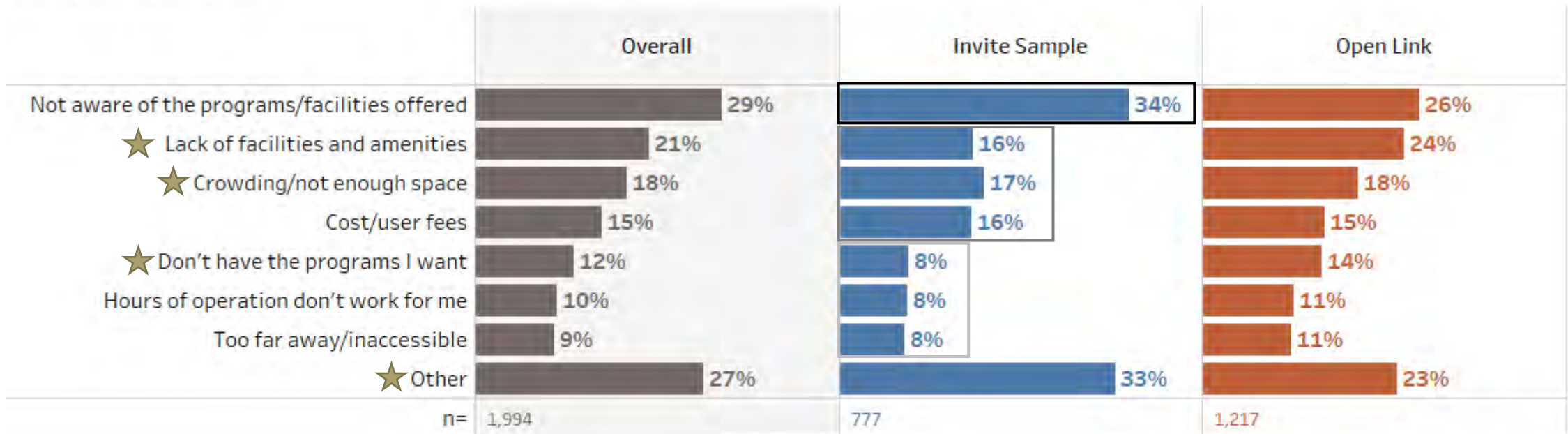
Source: RRC Associates and GreenPlay

# Factors that Hinder Use

Among the Invite sample, three distinct tiers of factors that hinder use of parks and recreation facilities emerged (boxed below), with lack of awareness of programs/facilities identified most often by a large margin. Lack of facilities and amenities, crowding, and cost/user fees were all secondary deterrents among the Invite sample. For the starred answer options, respondents were given the opportunity to elaborate on their responses in Open-ended comments. The most frequently used words from these comments are summarized in word cloud and bar chart form on the following two slides.

Q 10: What keeps you from using the local parks and recreation programs/facilities as frequently as you would like?  
(Check all that apply)

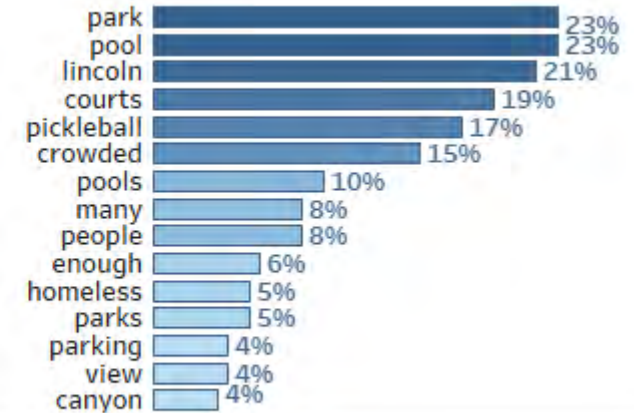
Invite vs. Open Link



# Factors that Hinder Use

What keeps you from using the local parks and recreation programs/facilities as frequently as you would like?

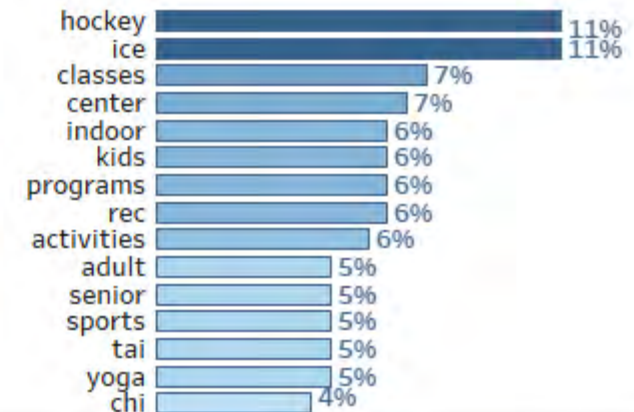
Crowding/not enough space (such as:)



168 comments :

\*All respondents, Invite and Open Combined

Don't have the programs I want (such as:)



187 comments :

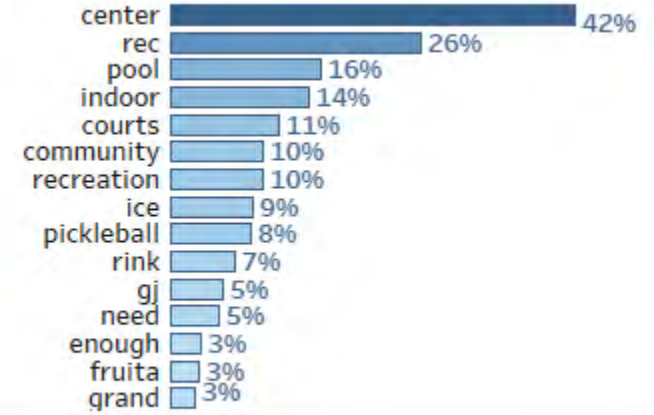
\*All respondents, Invite and Open Combined



# Factors that Hinder Use

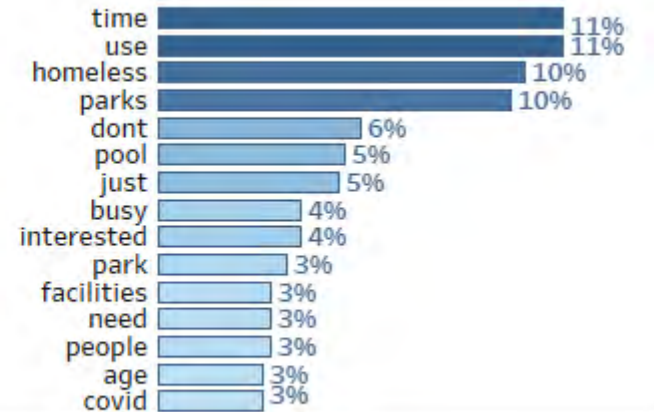
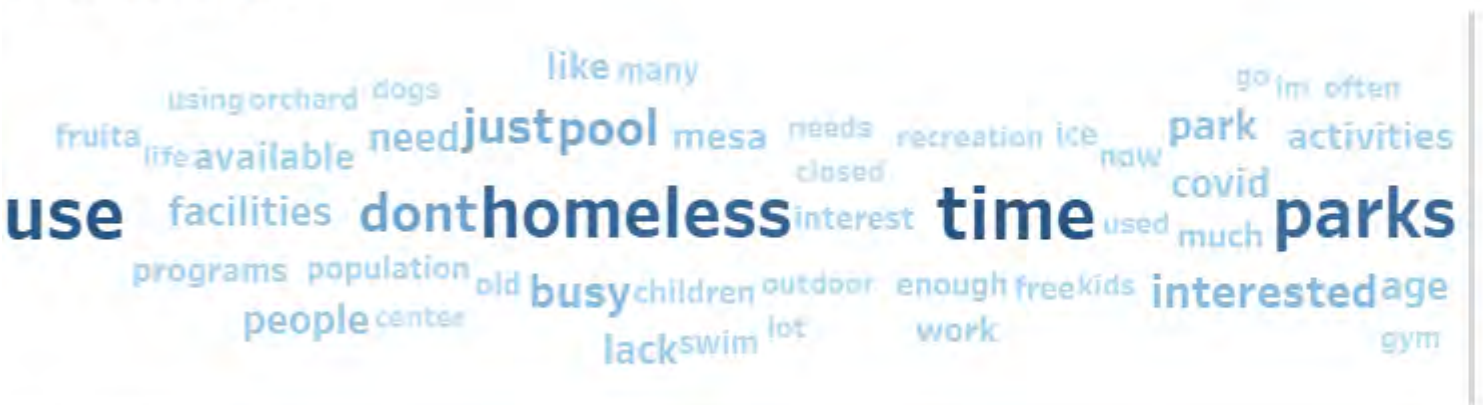
What keeps you from using the local parks and recreation programs/facilities as frequently as you would like?

Lack of facilities and amenities (such as:)



314 comments : \*All respondents, Invite and Open Combined

Other (such as:)



489 comments : \*All respondents, Invite and Open Combined



# Importance of Existing Facilities/Amenities

Q 11: Please rate A): how important the following existing facilities and services are to your household.

Invite Sample Only

| Rating Category  | Avg. | n=  | 1 & 2   | Neutral (3) | 4 & 5       |
|--|------|-----|---------|-------------|-------------|
| Trails and pathways (biking, walking, hiking, etc.)            | 4.6  | 892 | 6%      | 4%          | 78% 90%     |
| Open space/natural areas (views, wildlife habitat)             | 4.5  | 886 | 5%      | 8%          | 76% 87%     |
| Community/neighborhood parks                                   | 4.5  | 902 | 6%      | 6%          | 69% 87%     |
| Shade structures   | 4.3  | 886 | 8%      | 10%         | 64% 82%     |
| Special events and festivals                                   | 4.0  | 867 | 12%     | 16%         | 24% 48% 71% |
| River access and utilization (kayak, raft, tube)               | 3.9  | 886 | 20%     | 11%         | 55% 69%     |
| Recreation programs & activities                               | 3.6  | 835 | 24%     | 19%         | 39% 57%     |
| Playgrounds  | 3.6  | 870 | 22% 29% | 12%         | 47% 59%     |
| Indoor fitness center/room                                     | 3.3  | 827 | 25% 33% | 15%         | 34% 52%     |
| Outdoor athletic courts (pickleball, basketball, tennis, etc.) | 3.2  | 868 | 33%     | 19%         | 30% 48%     |
| Outdoor athletic fields (football, soccer, lacrosse)           | 3.1  | 866 | 26% 39% | 16%         | 30% 46%     |
| Indoor gyms (basketball, volleyball, pickleball)               | 3.1  | 833 | 25% 37% | 18%         | 26% 45%     |
| Outdoor athletic fields (baseball, softball)                   | 3.1  | 861 | 30% 41% | 14%         | 31% 45%     |
| Lincoln Park Pool  | 3.0  | 867 | 28% 42% | 17%         | 25% 41%     |
| Fruita Community Center  | 2.7  | 811 | 40% 50% | 11%         | 25% 39%     |
| Bike/skate parks (BMX track, pump track, etc.)                 | 2.7  | 853 | 38% 50% | 12%         | 23% 38%     |
| Orchard Mesa Pool  | 2.6  | 851 | 39% 54% | 14%         | 32%         |
| Ice rink for recreation and hockey                             | 2.3  | 822 | 46% 60% | 14%         | 26%         |

Trails and pathways, Open space/natural areas, and community neighborhood parks were rated as the most important facilities and services.

The Fruita Community Center, bike/skate parks, Orchard Mesa Pool, and the ice rink were rated lowest in terms of importance.

\*Categories are sorted in descending order by the average rating

Source: RRC Associates and GreenPlay



# Needs Met of Existing Facilities/Amenities

In terms of how well existing facilities and services are meeting the needs of Grand Junction residents, playgrounds topped the list by a narrow margin. The top facilities/amenities were all rated very closely, however the Fruita Community Center received more polar ratings with relatively more negative, more positive, and fewer neutral responses than other highly rated facilities.

The ice rink, indoor gyms, and indoor fitness center/room received the lowest ratings in terms of how well they are meeting needs.

Q 11: Please rate B): how they are meeting the needs of Grand Junction.

Invite Sample Only

| Rating Category  | Avg. | n=  | 1 & 2 |     |     | Neutral (3) | 4 & 5 |     |
|--|------|-----|-------|-----|-----|-------------|-------|-----|
| Playgrounds  | 4.1  | 650 | 7%    |     | 18% | 35%         | 40%   | 75% |
| Trails and pathways (biking, walking, hiking, etc.)            | 4.0  | 718 | 7%    |     | 20% | 35%         | 39%   | 73% |
| Open space/natural areas (views, wildlife habitat)             | 4.0  | 702 | 7%    |     | 20% | 31%         | 41%   | 73% |
| Outdoor athletic fields (baseball, softball)                   | 4.0  | 576 | 8%    |     | 21% | 32%         | 40%   | 71% |
| Fruita Community Center  | 4.0  | 528 | 14%   |     | 12% | 28%         | 46%   | 74% |
| River access and utilization (kayak, raft, tube)               | 4.0  | 651 | 8%    |     | 21% | 37%         | 34%   | 71% |
| Outdoor athletic fields (football, soccer, lacrosse)           | 4.0  | 578 | 8%    |     | 22% | 34%         | 36%   | 70% |
| Community/neighborhood parks                                   | 3.9  | 729 | 10%   |     | 20% | 33%         | 37%   | 70% |
| Lincoln Park Pool  | 3.9  | 616 | 12%   |     | 21% | 32%         | 35%   | 67% |
| Outdoor athletic courts (pickleball, basketball, tennis, etc.) | 3.8  | 602 | 10%   |     | 25% | 33%         | 32%   | 65% |
| Bike/skate parks (BMX track, pump track, etc.)                 | 3.8  | 533 | 11%   |     | 27% | 29%         | 34%   | 62% |
| Recreation programs & activities                               | 3.7  | 545 | 11%   |     | 29% | 30%         | 30%   | 60% |
| Special events and festivals                                   | 3.7  | 635 | 13%   |     | 24% | 35%         | 28%   | 63% |
| Shade structures   | 3.7  | 673 | 15%   |     | 28% | 28%         | 29%   | 56% |
| Orchard Mesa Pool  | 3.6  | 544 | 20%   |     | 23% | 27%         | 30%   | 58% |
| Ice rink for recreation and hockey                             | 3.4  | 462 | 26%   |     | 24% | 20%         | 30%   | 50% |
| Indoor gyms (basketball, volleyball, pickleball)               | 3.3  | 522 | 28%   |     | 24% | 23%         | 26%   | 48% |
| Indoor fitness center/room                                     | 3.1  | 532 | 23%   | 38% | 20% | 26%         | 42%   |     |

\*Categories are sorted in descending order by the average rating

Source: RRC Associates and GreenPlay

# Importance-Performance Matrix

**High importance/  
Low needs met**

These are key areas for potential improvements. Improving these facilities/programs would likely positively affect the degree to which community needs are met overall.

**High importance/  
High needs met**

These amenities are important to most respondents and should be maintained in the future but are less of a priority for improvements as needs are currently being adequately met.

**Low importance/  
Low needs met**

These “niche” facilities/programs have a small but passionate following, so measuring participation when planning for future improvements may prove to be valuable.

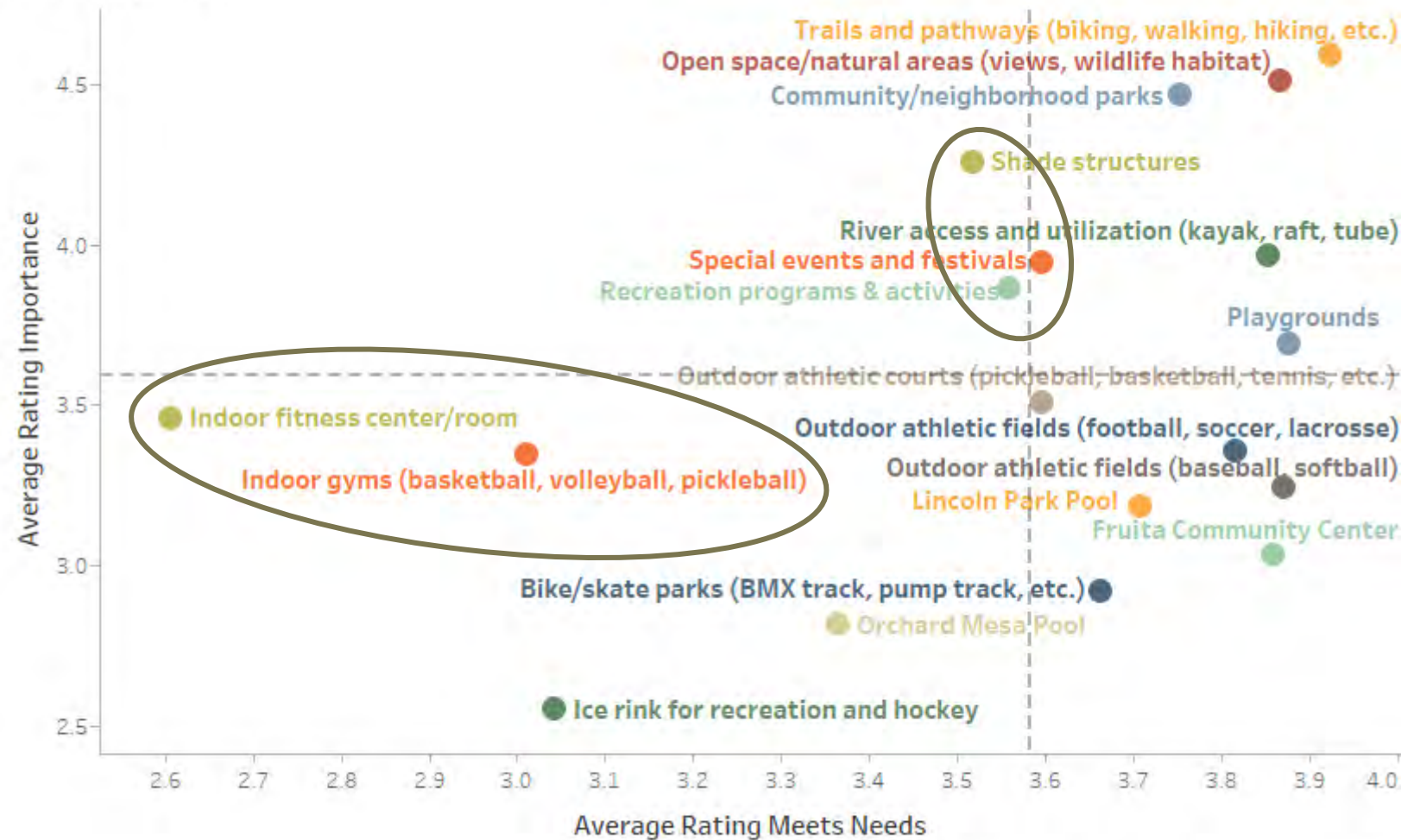
**Low importance/  
High needs met**

Current levels of support appear to be adequate. Future discussions evaluating whether the resources supporting these facilities/programs outweigh the benefits may be constructive.

# Importance/Performance Matrix

“Shade structures” and “recreation programs and activities” received above average importance ratings but below average needs-met ratings. These may be key areas for improvement. Indoor fitness center/room, while slightly below average in terms of importance, received the lowest average needs-met ratings by a significant margin.

Invite Sample Only



Source: RRC Associates and GreenPlay



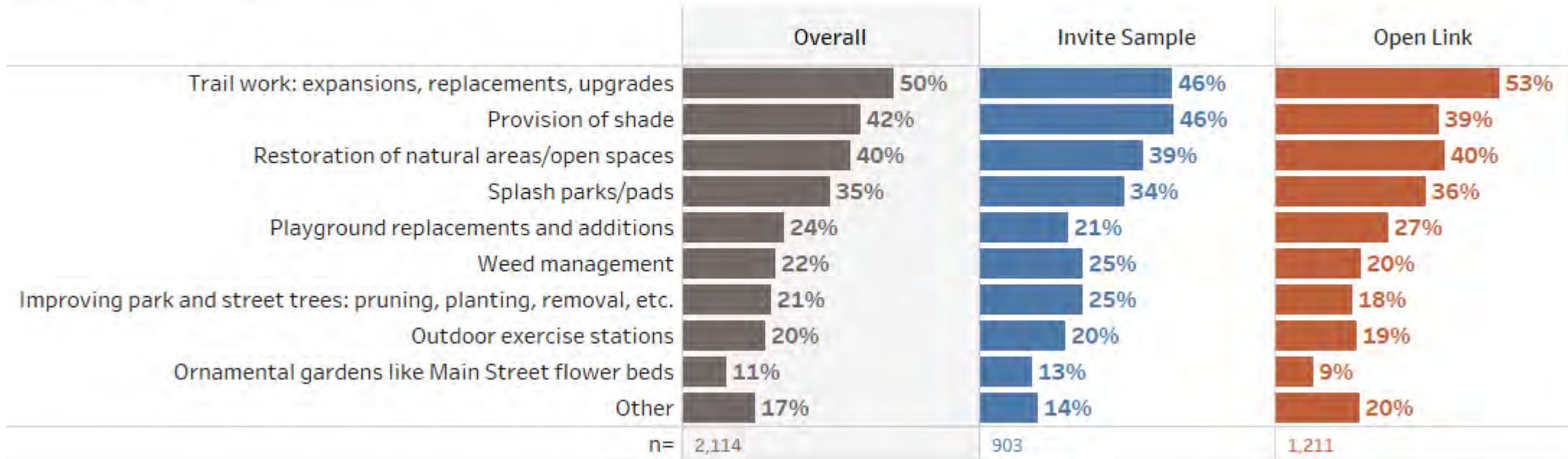


# Facility Improvements

Trail work was identified most often as an improvement needed at existing facilities. Provision of shade and restoration of natural areas/Open spaces were also identified as necessary improvements. These improvements are fitting given that these three factors were also rated as highly important. Common “other” suggestions included addressing issues arising from homelessness in parks (more prevalent among the Invite sample) and adding pickleball courts and an ice rink (more common in the Open link sample).

## Q 13: What top THREE improvements are needed at existing facilities?

Invite vs. Open Link



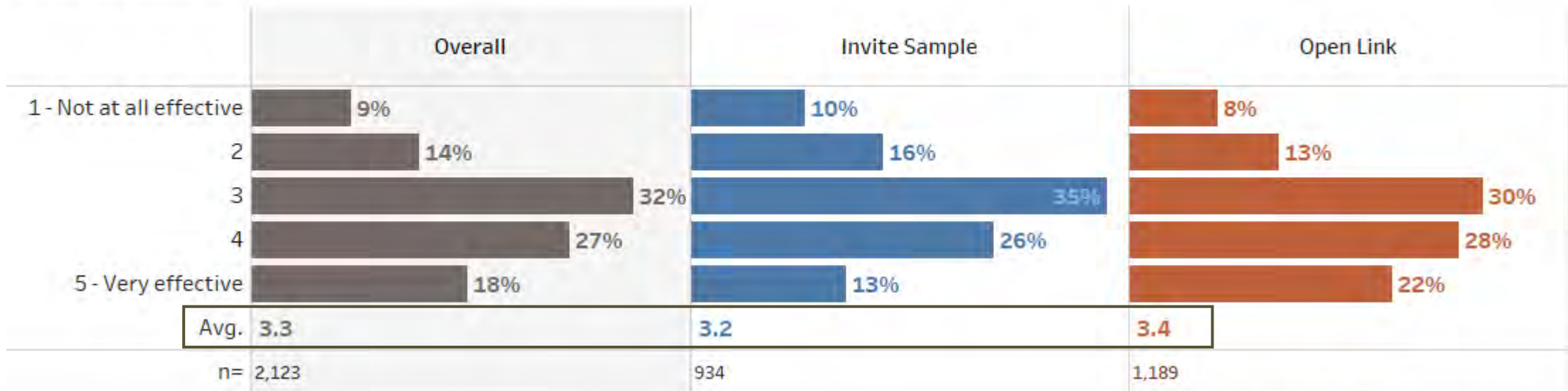
# Communication

# Effectiveness of Communications

Thirty-nine percent of Invite respondents rated the City of Grand Junction effective or very effective (4 or 5) in terms of effectiveness at reaching them with information on parks and recreation facilities, services, and programs. The average rating of the Invite sample was 3.2, slightly above neutral. Communication effectiveness among the Open link sample is slightly higher at 3.4. This finding is not surprising, the Open link responses included many that are on local email lists.

**Q 14: How effective is the City of Grand Junction at reaching you with information on parks and recreation facilities, services, and programs?**

Invite vs. Open Link



Source: RRC Associates and GreenPlay

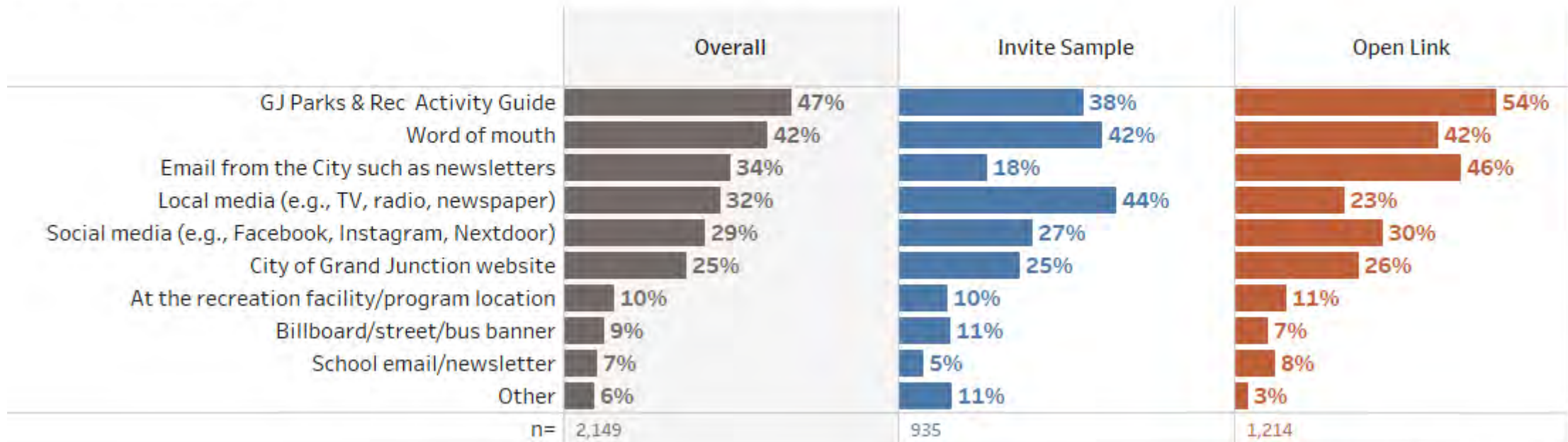


# Ways of Receiving Information

Forty-four percent of Invite respondents currently receive information via local media, followed by word of mouth (42%), and the GJ Parks & Rec Activity Guide (38%). The top sources of information differed among the Open link sample; however, respondents in both groups are unlikely to get information at the facility/program location, from billboard/street/bus banner, or via a school email/newsletter. The most common “Other” response was mail.

Q 15: How do you currently receive information on parks and recreation facilities, services, and programs? (Check all that apply)

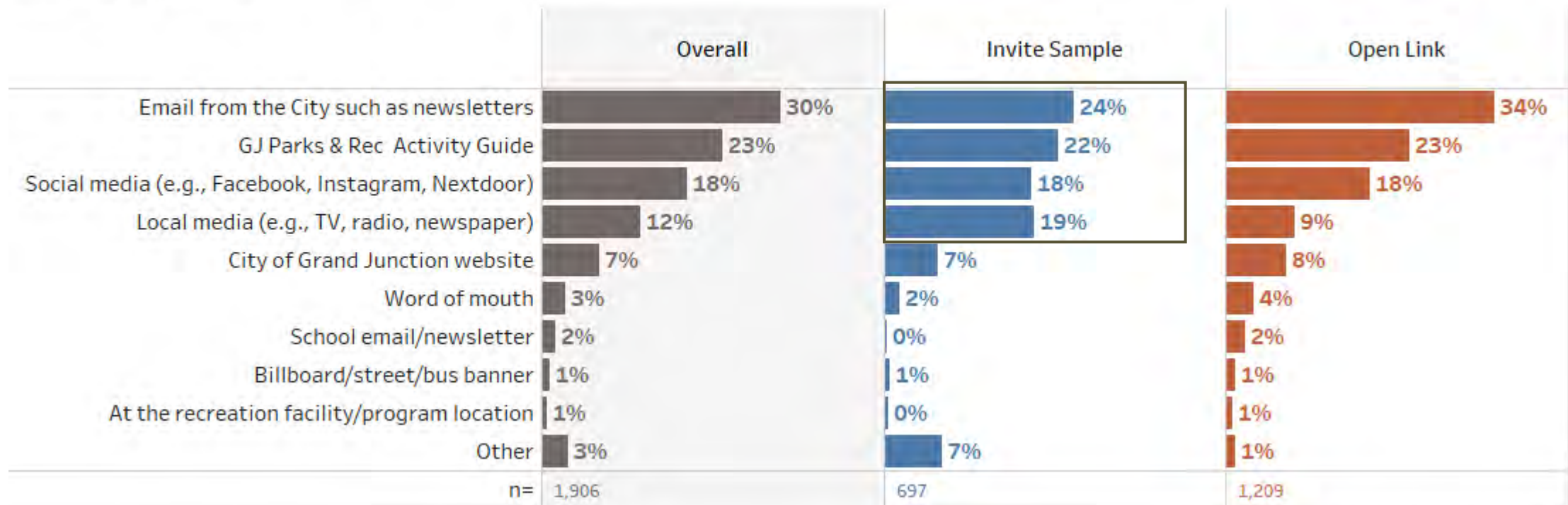
Invite vs. Open Link



# Best Way to Receive Information

The best way to receive information is through emails from the City; however, email ranked relatively low (6 out of 9) in terms of how people currently receive information. Email should be considered an effective form of communication that could perhaps be better utilized. The figure on the following slide compares the Invite sample responses to these two questions. As in the previous question, the most common “other” response was mail.

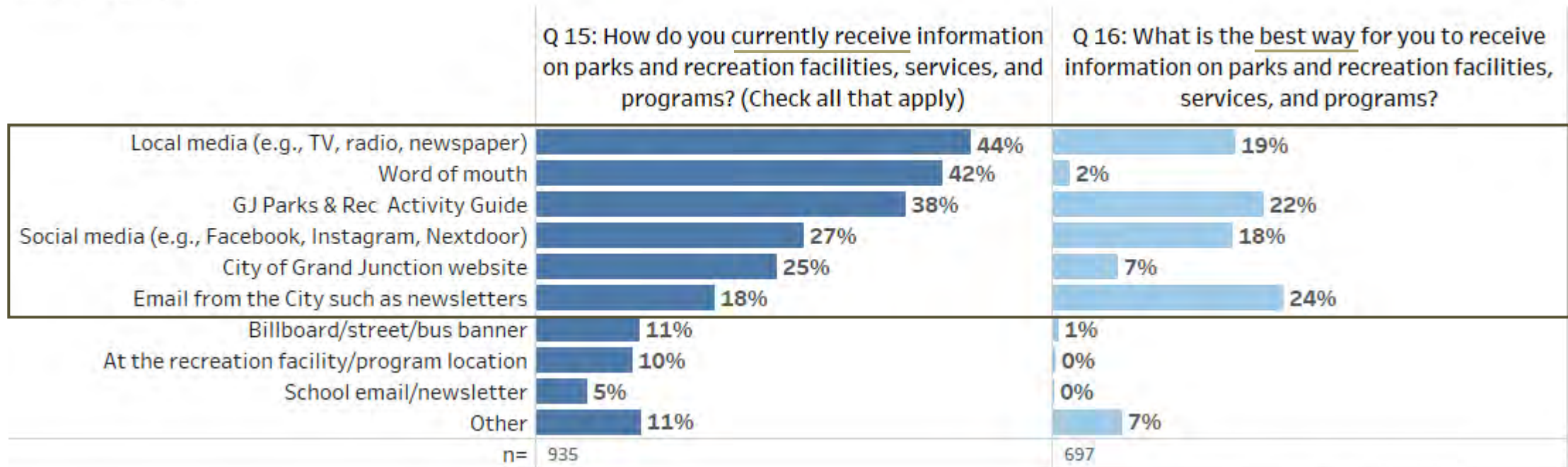
**Q 16: What is the best way for you to receive information on parks and recreation facilities, services, and programs?**  
Invite vs. Open Link



# Information Sources

Comparing the Invite survey results on the Most Used sources of information compared to the "Best" way suggests major differences. The following slide shows that these differences are explained partly by the age of respondents.

Invite Sample Only



Source: RRC Associates and GreenPlay



# Best Way to Receive Information

## By Age

Social media is a preferred way of receiving information among those 34 or younger, followed by email, and local media (TV, radio, newspaper). Older respondents are much more likely to receive information from local media. The survey shows a sharp difference in the use of social media by age –it works for the younger segments, but older residents will continue to require other forms of communication.

**Q 16: What is the best way for you to receive information on parks and recreation facilities, services, and programs?**  
 Invite Sample by Age

|  | Overall Invite | Invite Sample |         |         |              |            |
|--|----------------|---------------|---------|---------|--------------|------------|
|  |                | 34 or younger | 35 - 44 | 45 - 64 | 65 and older | 75 or over |
| Email from the City such as newsletters            | 24%            | 26%           | 25%     | 25%     | 22%          | 12%        |
| GJ Parks & Rec Activity Guide                      | 22%            | 12%           | 25%     | 29%     | 28%          | 17%        |
| Social media (e.g., Facebook, Instagram, Nextdoor) | 18%            | 30%           | 22%     | 13%     | 6%           | 7%         |
| Local media (e.g., TV, radio, newspaper)           | 19%            | 16%           | 8%      | 13%     | 27%          | 57%        |
| City of Grand Junction website                     | 7%             | 5%            | 8%      | 9%      | 8%           |            |
| Word of mouth                                      | 2%             | 3%            | 2%      | 1%      | 2%           | 1%         |
| School email/newsletter                            | 0%             |               |         | 1%      |              |            |
| Billboard/street/bus banner                        | 1%             | 1%            |         | 1%      | 1%           |            |
| At the recreation facility/program location        | 0%             |               | 1%      | 1%      | 1%           |            |
| Other  | 7%             | 7%            | 9%      | 8%      | 6%           | 5%         |
| n=   | 697            | 74            | 97      | 246     | 197          | 75         |

Source: RRC Associates and GreenPlay



# Future Facilities & Programs

# New/Additional Outdoor Amenities

Q 17: What new/additional parks, trails, open space, recreational facilities, and amenities would you like to see provided? Check your top SIX choices.

Invite vs. Open Link

The survey probed a long list of facility and program needs. A community center was identified most often, followed by trail connections and expansions for hiking, biking, and walking. River conservation/access/improvements, and natural areas and Open space are also top considerations. In general, the priorities from Invite and Open respondents are similar but not identical..

|   | Overall | Invite Sample | Open Link |
|---|---------|---------------|-----------|
| Community center (indoor recreation, community spaces and aquatic facilities)                       | 63%     | 63%           | 62%       |
| Trail connections and expansions for hiking, biking, and walking                                    | 57%     | 60%           | 54%       |
| River conservation, access, and improvements  | 43%     | 46%           | 41%       |
| Indoor warm water leisure pool: lazy river, zero-depth entry  | 40%     | 36%           | 43%       |
| Natural areas and open space land(s) for views and habitat  | 39%     | 43%           | 35%       |
| Traditional parks with shelter, picnic area, playground, and grass                                  | 30%     | 35%           | 27%       |
| Neighborhood parks in new developments  | 30%     | 34%           | 26%       |
| Splash pads   | 28%     | 28%           | 28%       |
| Matchett Park (outdoor facilities for soccer, lacrosse, football, softball, pickleball, basketball) | 27%     | 24%           | 30%       |
| Matchett Park (indoor facilities)   | 26%     | 22%           | 29%       |
| Whitewater park   | 22%     | 21%           | 24%       |
| Improving park and street trees: pruning, planting, removal, etc.                                   | 18%     | 23%           | 15%       |
| Dog park  | 18%     | 23%           | 14%       |
| Indoor ice arena  | 17%     | 13%           | 20%       |
| Pickleball courts   | 12%     | 8%            | 15%       |
| Field house (indoor turf field/s)   | 11%     | 10%           | 13%       |
| Skate and bike park (can be used for biking, skateboarding)   | 11%     | 9%            | 12%       |
| Disc golf   | 10%     | 10%           | 10%       |
| Tennis courts   | 6%      | 6%            | 7%        |
| Other   | 7%      | 8%            | 6%        |
| n=  | 2,138   | 933           | 1,205     |

# Indoor Recreation Amenities

Q 18: What indoor recreation amenities are most needed by you and your family? Check your top SIX choices.

Invite vs. Open Link

An indoor warm water leisure pool, fitness and weight center, indoor walk/jog track, and indoor multi-use gymnasiums emerged as the indoor recreation amenities most-needed by Grand Junction residents.

|  | Overall | Invite Sample | Open Link |
|--|---------|---------------|-----------|
| Indoor warm water leisure pool: lazy river, zero-depth entry, slides             | 55%     | 53%           | 57%       |
| Fitness and weight center  | 47%     | 48%           | 46%       |
| Indoor walk/jog track  | 44%     | 49%           | 40%       |
| Indoor multi-use gymnasium(s) for basketball, pickleball, volleyball and fitness | 42%     | 35%           | 48%       |
| Climbing wall(s) and bouldering features   | 33%     | 32%           | 34%       |
| Indoor cool water lap pool   | 32%     | 34%           | 31%       |
| Aerobics studio/group fitness  | 30%     | 33%           | 27%       |
| Therapy space and therapy pool   | 27%     | 29%           | 24%       |
| Community spaces (rental for parties and meetings)                               | 25%     | 23%           | 27%       |
| Indoor playground  | 24%     | 24%           | 24%       |
| Teen space   | 22%     | 20%           | 24%       |
| Indoor ice arena   | 20%     | 17%           | 22%       |
| Game area  | 15%     | 18%           | 13%       |
| Child watch  | 11%     | 13%           | 10%       |
| Racquetball courts   | 10%     | 12%           | 9%        |
| Other  | 7%      | 7%            | 7%        |
| n=   | 2,001   | 852           | 1,149     |

Source: RRC Associates and GreenPlay

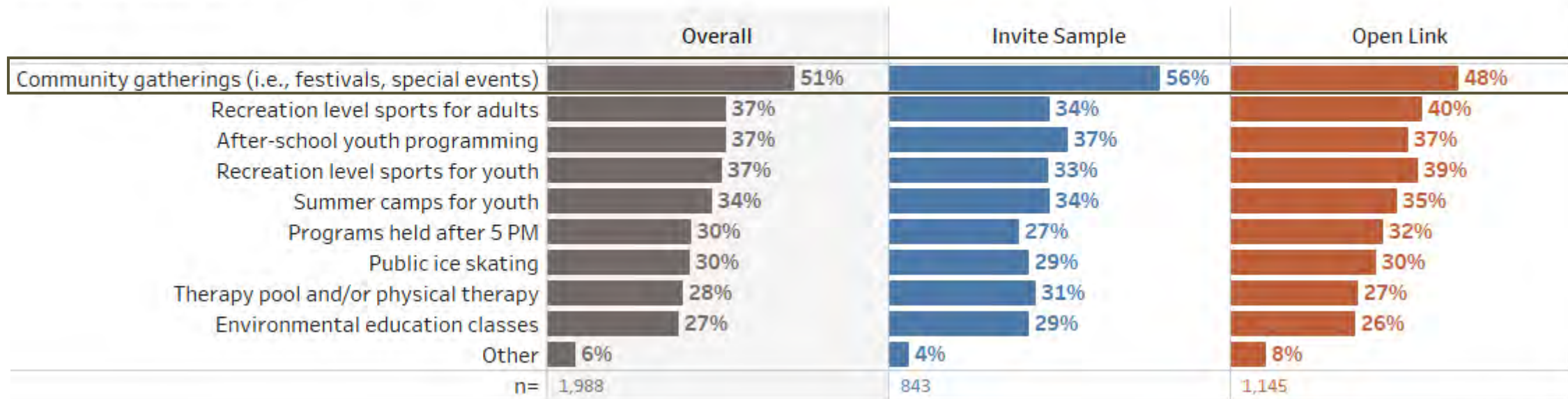


# New/Expanded Parks & Recreation Offerings

By a significant margin, community gatherings was identified most often as the program or activity the respondents would like to see the Parks and Recreation Department add or expand. Behind community gatherings, there are a variety of desired programs and activities. Again, Invite and Open responses are generally similar.

**Q 19: What recreational programs or activities would you like to see the Parks and Recreation Department add or expand? Check your top FOUR choices.**

Invite vs. Open Link



Source: RRC Associates and GreenPlay



# Importance of Indoor Community Center

Q 20: In your opinion, how important is it to develop an indoor Community Center at some point in the City of Grand Junction?

Invite vs. Open Link

Overall, there is support for an indoor community center, with 81% of Invite respondents and 86% of Open link respondents rating it important or very important. Just 4% of respondents feel that “any additional community or recreational facilities are not needed by their family or the community.”

|  | Overall | Invite Sample | Open Link |
|--|---------|---------------|-----------|
| 5 - Very important   | 65%     | 57%           | 71%       |
| 4-Somewhat important   | 19%     | 24%           | 15%       |
| 3 - Neutral/no opinion   | 8%      | 9%            | 7%        |
| 2 - Very low importance  | 5%      | 6%            | 4%        |
| 1-Not at all important - I don't feel that any additional community or recreation facilities are needed for my family or the community | 4%      | 4%            | 4%        |
| Avg.   | 4.4     | 4.2           | 4.5       |
| n=   | 2,126   | 925           | 1,201     |

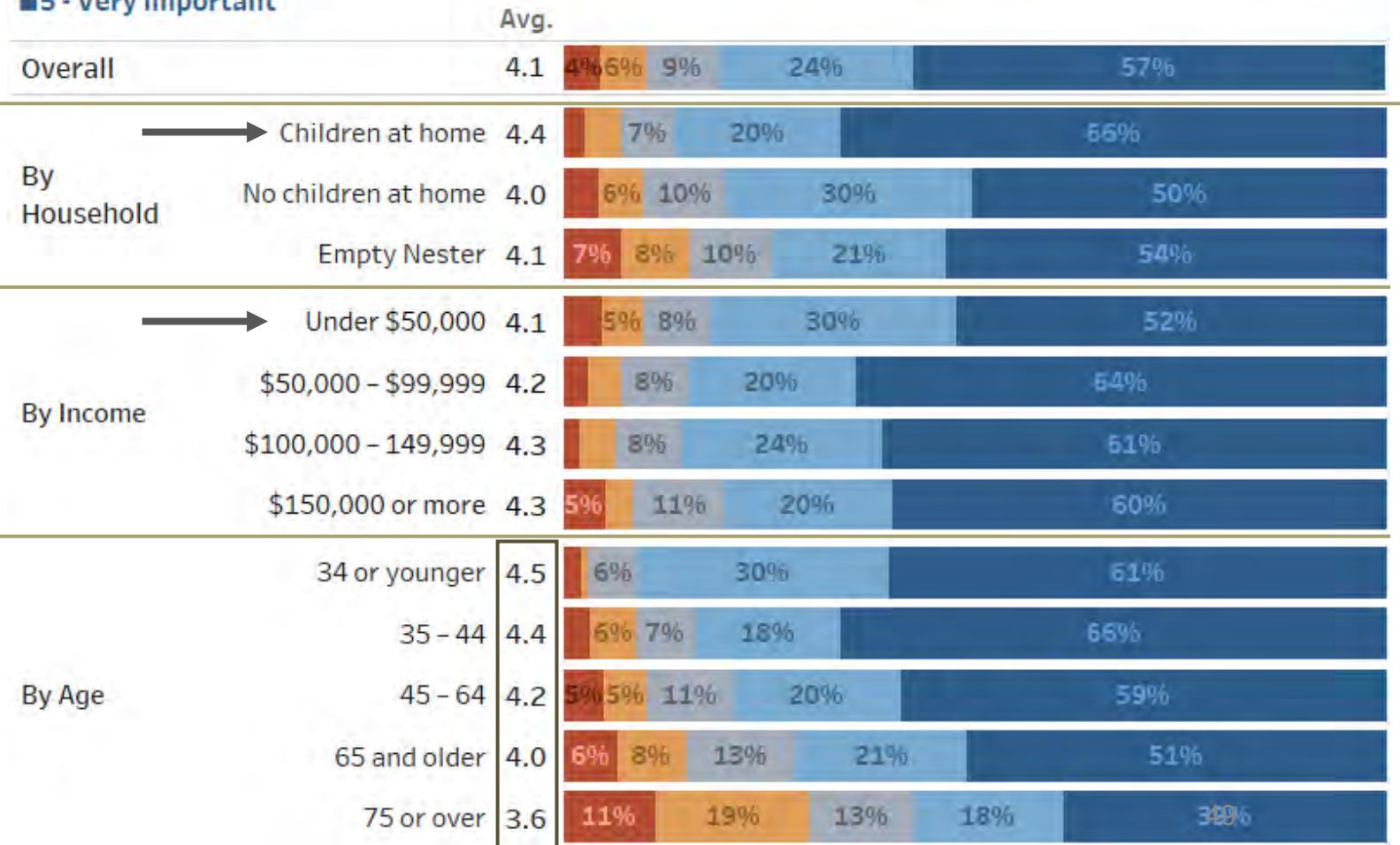
Source: RRC Associates and GreenPlay

# Importance of Indoor Community Center

Overall Invite Sample, by Presence of Children, HH Income, and Age

Q 20: In your opinion, how important is it to develop an indoor Community Center at some point in the City of Grand Junction? Invite Sample

■ 1-Not at all important ■ 2-Very low importance ■ 3-Neutral/no opinion ■ 4 - Somewhat important ■ 5 - Very important



- Developing an indoor community center is of greater importance to respondents with children at home.

- Those earning less than \$50K annually think an indoor community is less important relative to more affluent respondents.

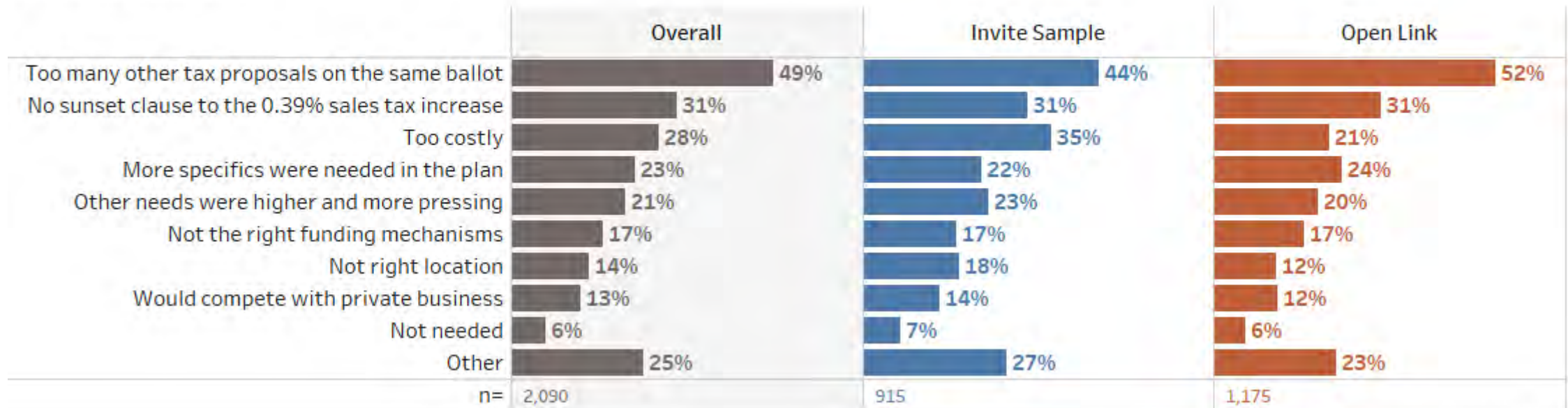
- The degree to which respondents think a community center is important tends to decrease with age.

# Reasons for Ballot Proposal Failure

The perception among both the Invite and Open link respondents is that the previous ballot proposal for a Community Center failed primarily due to too many other tax proposals on the same ballot. Too costly, and no sunset clause to the .29% sales tax increase were also top reasons identified for why it failed. Notably, “Not needed” was the least identified reason for the failure. Respondents that selected “other” often wrote comments related to taxes, both that they should be reduced and that they are beneficial. Some commented that there is an anti-tax bias in Grand Junction that prevented the 2019 ballot proposal from passing.

**Q 21: In your opinion, why did the April 2, 2019 ballot proposal for a Community Center fail, where 45% said yes and 55% said no? (Check all that apply)**

Invite vs. Open Link



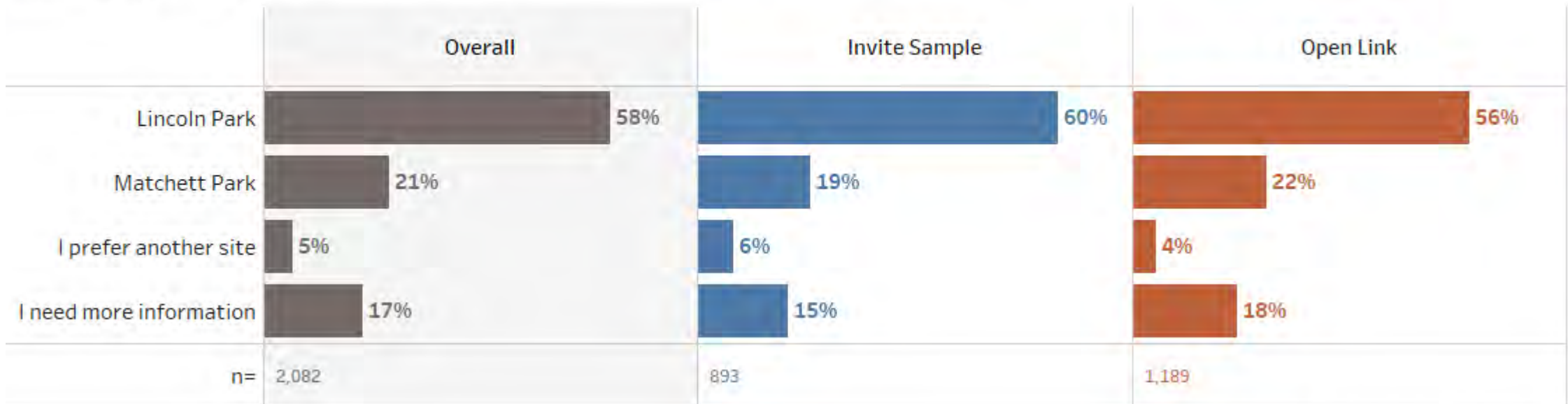


# Preferred Site for Community Center

Three in five invitation respondents (60%) identified Lincoln Park as their preferred site for a potential Community Center, while 19% identified Matchett Park. Six percent of Invite respondents prefer another site, while 15% “need more information.” These results indicate strong support for further evaluation of the Lincoln Park site. The following slide illustrates that there are some differences in opinion based on geography, although Lincoln Park was the favored location among all ZIP Codes.

**Q 22: What site do you prefer as the primary location for further evaluation of a potential Community Center?**

Invite vs. Open Link



Source: RRC Associates and GreenPlay

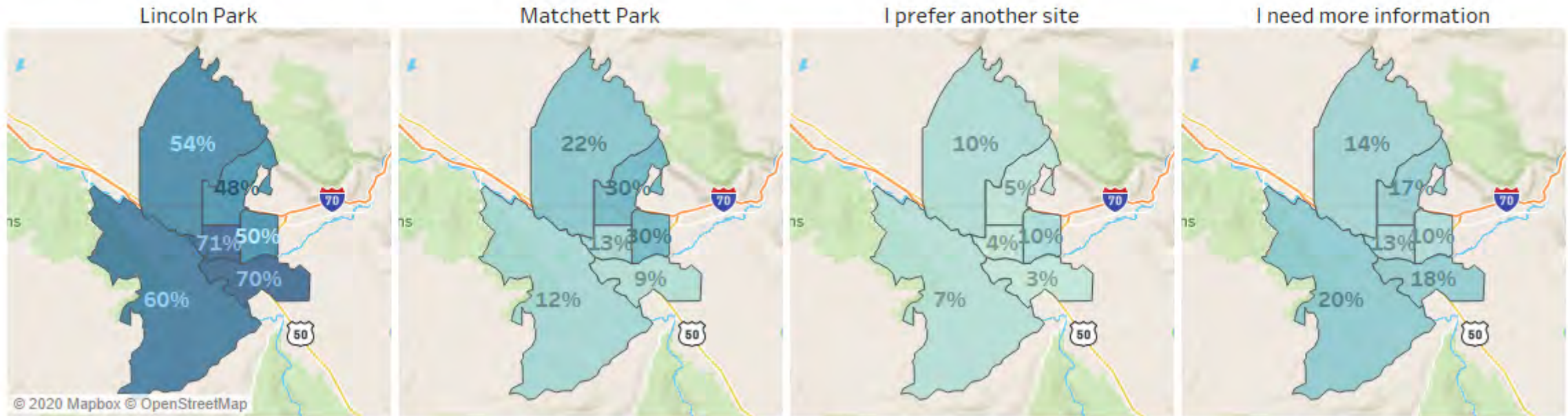


# Preferred Site for Community Center

By ZIP Code

Q 22: What site do you prefer as the primary location for further evaluation of a potential Community Center?

Invite Sample



|                         | Overall | 81501 | 81506 | 81507 | 81504 | 81505 | 81503 |
|-------------------------|---------|-------|-------|-------|-------|-------|-------|
| Lincoln Park            | 60%     | 71%   | 48%   | 60%   | 50%   | 54%   | 70%   |
| Matchett Park           | 19%     | 13%   | 30%   | 12%   | 30%   | 22%   | 9%    |
| I prefer another site   | 6%      | 4%    | 5%    | 7%    | 10%   | 10%   | 3%    |
| I need more information | 15%     | 13%   | 17%   | 20%   | 10%   | 14%   | 18%   |
| n=                      | 893     | 244   | 212   | 149   | 75    | 117   | 88    |

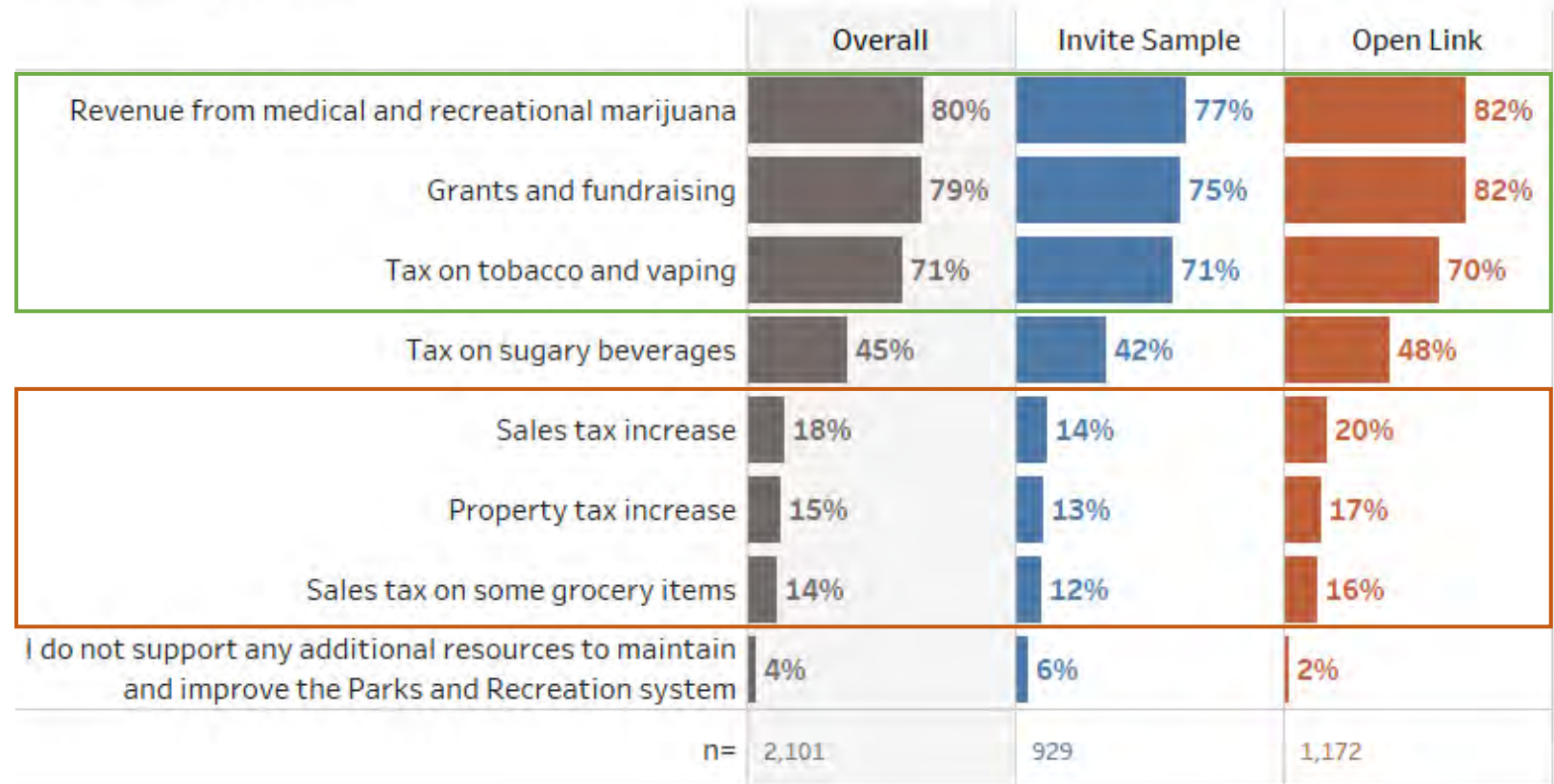
# Funding Sources

# Funding Mechanisms

The funding mechanisms likely to garner the most support are revenue from medical and recreational marijuana, grants and fundraising, and a tax on tobacco and vaping. A sales tax increase, property tax increase, or sales tax on some grocery items are relatively less popular funding mechanisms. Just 6% of the Invite sample and 2% of the Open link sample would not support any additional resources to maintain and improve the Parks and Rec system.

Q 23: In concept, what funding mechanisms would you support to fund the priorities identified in the PROS Master Plan? Keep in mind, this is a plan that will cover the next 5 to 8 years (Check all that apply)

Invite vs. Open Link



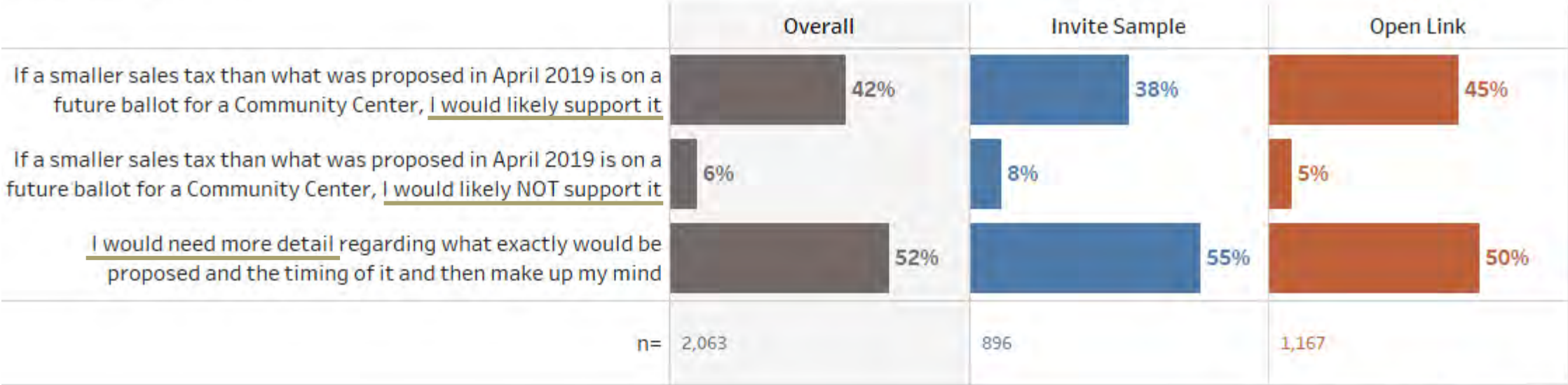


# Opinion Regarding Tax Increase

Over half (55%) of respondents indicated that they would need more detail regarding a tax increase before making up their mind. Thirty-eight percent of Invite respondents would support a tax increase, while 8% would not. Support for a tax increase was higher among Open link respondents, although half would still require more information.

**Q 24: If a Community Center emerges as the top priority, which statement best describes your opinion regarding a tax increase to fund the construction, maintenance and operation of a Community Center (if and when funded, it would not open for at least 2 years)?**

Invite vs. Open Link



Source: RRC Associates and GreenPlay

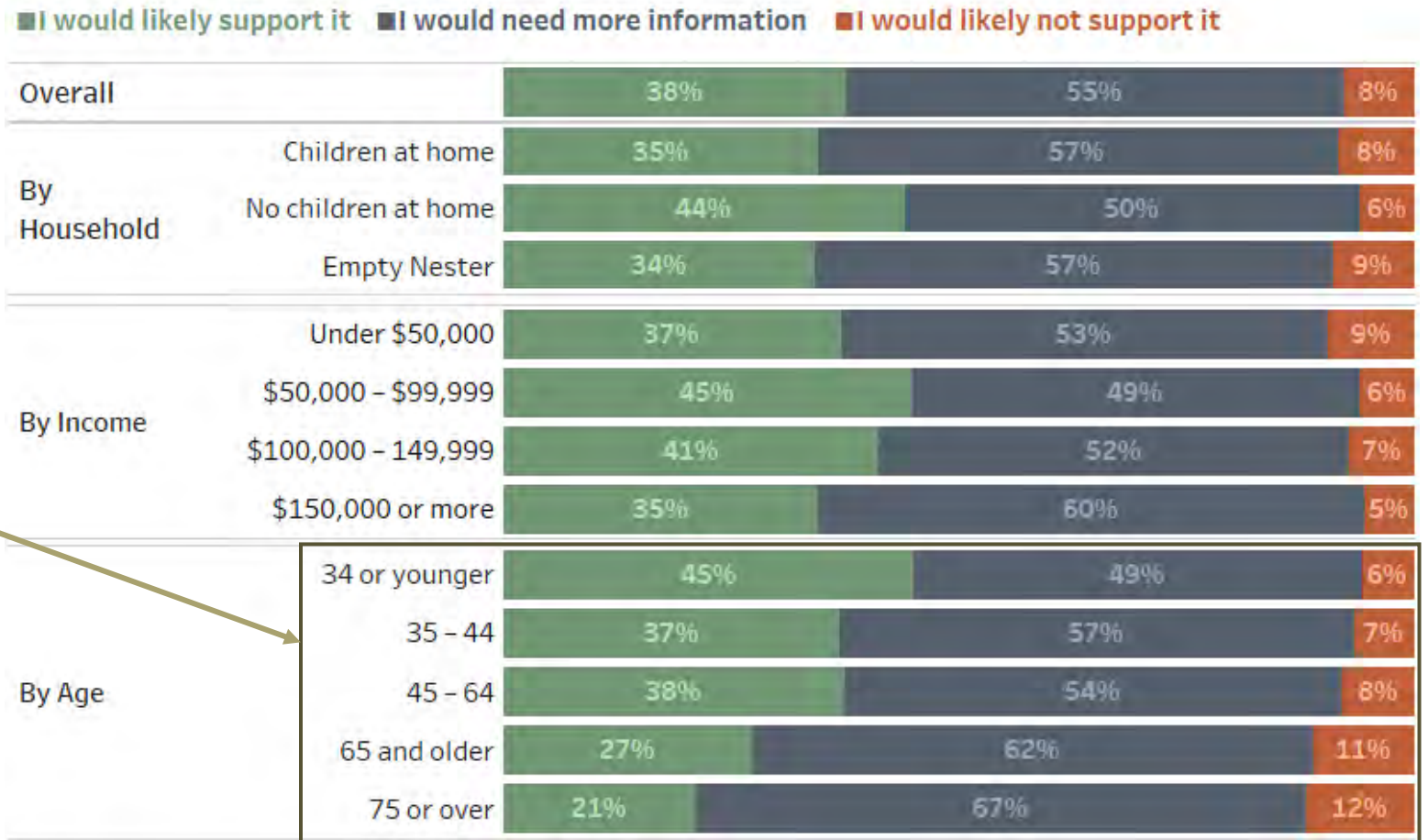


# Opinion Regarding Tax Increase

Overall Invite Sample, by Presence of Children, HH Income, and Age

Exploring the survey responses by three key variables, household makeup, income, and age provides additional insight on community opinion about a tax increase. Age is the strongest predictor of opinions. These results should be considered when planning for an election.

Q 24: If a Community Center emerges as the top priority, which statement best describes your opinion regarding a tax increase to fund the construction, maintenance and operation of a Community Center (if and when funded, it would not open for at least 2 years)? Invite Sample



# Community Comments



# A Selection of Additional Comments

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From the beginning of the discussions regarding a community center, I have thought that considering the size of our city we need smaller neighborhood community centers. I thought that the Burkey Park property should have been considered as the location for a smaller neighborhood community center. Lincoln Park for downtown, the Orchard Mesa pool for Orchard Mesa and a Redlands location. Matchett Park could then serve as an outdoor recreation space. All of the smaller rec centers could bring local neighbors together for meetings, swimming and other exercise. I used to live in Fruita and used the community center several times a week.

A huge yes on revamping Lincoln Park to make indoor playground, climbing wall, basketball/volleyball and game room area, and indoor/outdoor pool like Montrose would be amazing!!! Everything the Montrose facility has minus the study rooms and work out space to not kill local gyms. Horizon Park for community playground and water feature--great views of Grand Mesa.

Please find a solution to the homeless issue. They are taking over the parks that we citizens pay for. And please no marijuana sales in GJ

Grand Jct continues to grow - thinking two community centers will be better in the long run; otherwise there will be overcrowding at the center

I feel that Parks and Rec is doing a fantastic job with the staff and limited funding that they have available to them currently!!

I feel the parks and rec overall do a good job. I would continue to push for friendly city employees as they are representing our community.



# A Selection of Additional Comments

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Community Center voted down 2x, don't ask again! The city builds things like amphitheater, but never provides enough parking. I've lived here for 23 years and only once was the city here to prune tree. I now have to pay to have it sprayed and trimmed myself.

It is important to me that the Parks Dept operate in a way that allows for the continued upkeep & maintenance of existing facilities and does not focus solely on expansion and development of new facilities/programs at the cost of letting existing facilities fall to disrepair, become unsafe, or have landscapes that are poorly managed (uncontrolled noxious weeds, etc.) Thank you for the opportunity to comment.

It's embarrassing that smaller places such as Fruita and Delta have community or recreation facilities but we do not. We're not meeting citizen needs

Matchett Park is not central. As the virus has shown, bike riding is the one activity that has flourished. We also need a bigger water park example: Salida and Steamboat Springs. We should take more advantage of the river and offer more clean activities on it.

Parking sucks at most downtown locations during busy times. If parking isn't addressed no matter where you build you will get a no vote

Pickleball is a growing sport ... mainly old people ... with perhaps money to pay for taxes. I have always voted for the community center. And I will always support parks and rec.



## Grand Junction City Council

### Workshop Session

Item #1.b.

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**Meeting Date:** November 30, 2020

**Presented By:** Lance Gloss, Senior Planner

**Department:** City Clerk

**Submitted By:** Lance Gloss

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### **Information**

#### **SUBJECT:**

Update on Marijuana Working Group

#### **EXECUTIVE SUMMARY:**

At the September 14, 2020 workshop of the City Council, the Council solicited public input regarding the status of medical and recreational marijuana businesses in the City—businesses which are, at present, almost entirely prohibited. The discussion concluded with a request by Council that staff initiate a systematic review of steps available to the City staff and officials to reexamine and, if so directed, to revise the municipal regulatory framework for marijuana businesses. Council also directed staff to form a working group of balanced and sensible composition to guide decision-making over the course of this process. This approach has facilitated, and will continue to facilitate, the forward progress of staff through this complex topic.

To date, a team of approximately ten staff has assembled from the Community Development Department, Police Department, Fire Department, City Attorney's Office, City Clerk's Office, and City Manager's Office, with support from additional departments. This staff team is engaged in in-depth research across topics of licensing, land-use, education, public safety, taxation, law, and more. Staff has also formed the working group as requested, bringing the approximately 20 members together three times to engage this topic to date, with an anticipated five to seven additional meetings to come in December 2020 and January 2021. This staff team and community working group will each deliver recommendations to the City Council over the coming weeks and months, presenting best practices, possible courses of action, an anticipated ballot measure for April 2020, and other relevant information that will inform decision-making by the Council.

## **BACKGROUND OR DETAILED INFORMATION:**

A common definition of marijuana is supplied in Article XVIII, Section 16 of the Colorado Constitution, which also establishes marijuana regulations effective statewide. The article defines marijuana as “all parts of the plant of the genus cannabis whether growing or not, the seeds thereof, the resin extracted from any part of the plant, and every compound, manufacture, salt, derivative, mixture, or preparation of the plant, its seeds, or its resin, including concentrate.” While both marijuana and industrial hemp are derived from the plant *Cannabis sativa* L., marijuana is distinguished from industrial hemp in that marijuana contains higher concentrations of delta-9 tetrahydrocannabinol (THC). The used portion of the *Cannabis sativa* plant also differs between marijuana and hemp. Marijuana is typically the flower-bud while hemp uses typically encompass stems, seeds, and flowers.

The legal background for marijuana businesses in the City of Grand Junction is complex, and is comprised of decisions made at the Federal, State, and Local levels including the decisions of officials and the results of ballot initiatives and petitions. A full summary of events leading to the extant legal conditions for marijuana businesses can be found in the attached memo prepared by the City Attorney’s Office. The present conditions can be summarized as follows. Federal regulations regard marijuana as an illegal, schedule 1 drug or controlled substance, and provide for criminal punishment of those knowingly in possession of the drug. State regulations regard marijuana as legal for recreational use by individuals over the age of 21, and legal for medical uses subject to licensing and approvals. The City of Grand Junction enforces the marijuana regulations found at the state level, and does not prosecute possession or cultivation of marijuana, nor the distribution of medical marijuana by licensed caregivers, to the extent that these activities are protected by the Colorado Constitution. The only marijuana-related businesses that are permitted within City limits are testing facilities, which do not sell or otherwise distribute marijuana.

Currently, City of Grand Junction staff and community members, including the Marijuana Working Group, are researching, reviewing, discussing and preparing a recommendation to assist in the development of an ordinance on the taxation, permitting and regulation of marijuana for the City Council’s consideration for a Spring 2021 ballot measure. The ballot measure could include a proposal to repeal a 2011 moratorium on marijuana businesses and establish a rate of taxation. Repealing the moratorium would allow City Council to regulate any and all marijuana businesses by ordinance.

A discussion regarding a possible spring election question is anticipated for mid-December. City Council is projected to review and vote for/against adoption of the ballot language by January 26, 2021, if there is desire to have a question in the spring. An intergovernmental agreement between the City and Mesa County for the regular

municipal election must occur on or before January 26, 2021 which is 70 days before election. The ballot certification must occur 60 days before the election, which date is February 5, 2021. An ordinance regarding business licensing, land-use permitting, and enforcement related to marijuana businesses will be proposed subsequent to the passage of the ballot measure.

## **Summary of Measures and Components**

The City's effort to review marijuana regulations involves four major components: a community working group; a staff team; a ballot measure; and, depending on the outcomes for these three components, an ordinance advancing new regulations on marijuana-related businesses.

### *1) Working Group*

The working group is comprised of residents, business owners and leaders, and marijuana industry professionals. The goal of the working group, made up of 15-20 individuals, is to provide a recommendation to City Council regarding the types of—and/or limitations on—marijuana businesses that should be allowed in the City of Grand Junction. The recommendation will be formulated through discussions held during approximately eight meetings over the next three months.

### *2) Staff Team*

The staff team is comprised of City of Grand Junction staff from the Community Development Department, Police Department, Fire Department, City Attorney's Office, City Clerk's Office, and City Manager's Office. The role of the staff team is to bring information to the community working group for review, discussion, and recommendation regarding the taxation, permitting, and regulation of marijuana for the City Council's consideration.

### *3) Ballot Measure*

The City Council has initially expressed the intent to bring a ballot measure to voters in April, concerning whether marijuana businesses should be permitted and taxed in Grand Junction. This could include a proposal to repeal the 2011 moratorium on medical marijuana businesses and establish a rate of taxation. A ballot measure may also include earmarking of the revenue for certain City functions.

### *4) Regulations (Ordinance)*

An ordinance establishing the regulatory framework for business licensing, land-use permitting, and enforcement related to marijuana businesses will be brought forward for City Council's consideration.

## **Next Steps**



The staff team involved in this process will continue to examine the range of regulatory options for marijuana businesses, and will continue to facilitate the development of a recommendation on this topic by the community working group. The goals and potential products of this effort being relatively established, this work may continue in essentially the direction in which it is already aimed. That said, the staff team remains flexible to the direction of the City Council regarding how best to pursue this research, and will change course as directed. One possible set of actions that has been discussed at various levels is the provision of a public set of data and review materials that may be put forward to inform the public and facilitate reasoned debate on the potential merits and negative impacts of changes to the City's marijuana regulations. A similar product could be produced expressly for the review of Council, along with summaries of regulations in comparable jurisdictions, detailed legal or technical examinations of any particular aspects of this line of inquiry that the Council deems important, or similar. The staff team certainly embraces opportunities for public dialogue at all stages of research and recommendation, and welcomes any decision by Council that would expand or facilitate public engagement in this complex topic.

**FISCAL IMPACT:**

N/A

**SUGGESTED ACTION:**

For update and City Council discussion.

**Attachments**

None