

# ***Parks & Public Landscaping Advisory Board Agenda***

**January 4, 2023  
Library Meeting Room  
951 Spruce Street  
6:30 PM**

*Members of the public are welcome to attend and give comments remotely; however, the in-person meeting may continue even if technology issues prevent remote participation.*

- You can call in to **+1 408 638 0968 or 833 548 0282 (Toll Free)**, Webinar ID # 885 1622 9475
- You can log in via your computer. Please visit the City's website here to link to the meeting: [www.louisvilleco.gov/pplab](http://www.louisvilleco.gov/pplab)

*The Board will accommodate public comments during the meeting. Anyone may also email comments to the Board prior to the meeting at [AMcneal@LouisvilleCO.gov](mailto:AMcneal@LouisvilleCO.gov).*

- I. Call to Order
- II. Roll Call
- III. Approval of Agenda
- IV. Approval of Minutes
- V. Public Comments on Items Not on the Agenda
- VI. Election of Officers for 2023 - action
- VII. Agenda Posting Location - action
- VIII. Board Orientation - Open Government Pamphlet and By-Laws (2016)
- IX. Staff Report

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Persons planning to attend the meeting who need sign language interpretation, translation services, assisted listening systems, Braille, taped material, or special transportation, should contact the City Clerk's Office at 303 335-4536 or [MeredythM@LouisvilleCO.gov](mailto:MeredythM@LouisvilleCO.gov). A forty-eight-hour notice is requested.

Si requiere una copia en español de esta publicación o necesita un intérprete durante la reunión, por favor llame a la Ciudad al 303.335.4536 o 303.335.4574.

X. Board Report

XI. General Maintenance Management Plan update- Studio CPG/ FEA presentation

XII. 2023 Work Plan Review

- Park Sign prioritization memo

XIII. Discussion Items for Next Meeting

XIV. Adjourn

# ***Parks & Public Landscaping Advisory Board***

## ***Meeting Minutes***

**December 1, 2022  
Louisville Recreation and Senior Center  
900 West Via Appia Way  
7:00 PM**

**Call to Order** – Chairperson Ellen Toon called the meeting to order at 7:00 p.m.

**Roll Call** was taken and the following members were present:

Board Members Present: Ellen Toon, Shelly Alm, Laurie Harford, Shannon Mihally, John Webb, Stephen Knapp and Patricia Rogers

Board Members Absent: none

Staff Members Present: Abby McNeal and Erik Swiatek

Guests: Councilmember Deb Fahey, Gabriel Chamie

**Approval of Agenda** – The agenda was approved by all members with the amendment of adding staff and board updates.

**Approval of Meeting Minutes** – The minutes from the November 3, 2022 meeting were approved with amendment: City of Louisville uses organic herbicides within city limits; playgrounds use no herbicides of any kind.

**Public Comments** - None

**Staff Updates** -

- A. Community dog park estimated to open week of 05Dec2022. Walking path around the pond will also open.
- B. Davidson Mesa/Harper Lake fence repair is moving along; spring planting is planned
- C. City Council has a Bee City approval on the agenda for 06Dec2022
- D. On behalf of the Parks and Public Landscaping Advisory Board, Parks Recreation and Open Space Department, and the City of Louisville, we extend appreciation to Shelly Alm's dedication and support serving the

community. The endless hours that Shelly has dedicated to working on Parks and Public Landscaping improvements initiatives have made a difference in the community and we would like to acknowledge your commitment. Your ideas, inputs, and keen interests in the parks have helped us provide more enjoyable spaces for our community and visitors. Thank you to Shelly for your contribution, time and hard work and dedication to the Parks and Public Landscaping Advisory Board. Thank you for 11 years of service, you will be missed! Ellen: Thank you Shelly for the past 11 years, you are very welcome to attend future meetings as a guest.

**Board Updates -**

- A. Shannon: Stephen and Shannon attended a joint meeting with the Recreation Advisory Board. 'Louisville Rising' attended the meeting and presented a statue to place in memoriam of the pets lost in the Marshall Fire. Joint meeting discussed RAB priorities:
  - i. Tennis Courts: Centennial Courts and Mission Green Court
  - ii. Pickleball Courts: Address community interest in community sport
  - iii. Coal Creek Golf Course: Support for a new club house, bathroom
  - iv. Soccer/Multi-Purpose Fields
    - 1. Address a long-time need for community
    - 2. Identify land for field(s)
  - v. Sports Complex: Consider improvements to parking lot
  - vi. Maintenance Projects
    - 1. Centennial and Pirate Park Tennis Courts
    - 2. Community Park basketball back boards
  - vii. Identify a key staff person that will be responsible for overseeing tennis, pickleball and our city fields and advocate for success of facilities
- B. Deb Fahey added that there is community interest in bathrooms at all facilities and having covered Pickleball courts
- C. Patricia met with the Open Space Advisory Board:
  - i. Research into dog parks and how other communities address dog park needs.
  - ii. Second meeting planned for early 2023 to discuss further
  - iii. Ellen: Where is OSAB with the dog off-leash area [at Davidson Mesa]: feedback from City Council was that the off leash area would remain for the foreseeable future.

Patricia: Does the city do surveys pertaining to community use? It is hard to quantify use as percentages of residents. Shelly: Erie has built multi-purpose tennis/pickleball and in-line skating/pickleball areas. Deb: Tennis associations will

not allow official events on courts with pickleball lines. Shannon: The RAB conducted a survey about 3 years ago; an updated survey may be helpful. Dog license records/numbers may be available through the City Clerk.

**Parks and Open Space Sales Tax Fund Review -**

Overview in packet of 2023 Sales Tax Fund budget; work plan to be adopted in January 2023. Sales Tax Fund will sunset in 2023 and is up for vote of continuation in November 2023. Council will adopt budget as part of 2023 work plan in February; PPLAB to contribute advocacy and review of the line items included in the Sales Tax Fund. PPLAB to review what will be impacted if the Tax Fund does sunset in 2023.

Ellen: when does the ballot initiative have to be finalized? Abby: Finalized in June, to be presented on the November ballot

**Review Draft PPLAB 2023 Work Plan -**

- A. Community Entryways/HOA
  - i. Review maintenance responsibilities for community/HOA entryways
  - ii. Recommend Design and plants palate
- B. Median Renovations and Playgrounds Projects  
Review and support design process for Tiered median and playground projects - McCaslin, Via Appia, Dillon/St Andrews and Playgrounds in Joe Carnival, Meadows, Enclave and Sunflower (feature)
- C. Bee City USA  
Signage, education outreach, renewal application
- D. Parks and Open Space Sale Use Tax  
Sales use tax sun-setting in 2023; collaborate with OSAB on supporting renewal
- E. Cottonwood Park Master Plan/Parks Master Plan support  
Not currently in the 2023 budget; could be standalone request
- F. Parks Signage  
Prioritize park sign replacement and upgrades
- G. Arboretum  
Provide input on upgrades to Arboretum and replanting of trees
- H. Review of RAB and OSAB priorities, and items to include in PPLAB priorities.  
Patricia: how are these priorities budgeted? Are they in the existing Parks Master Plan, or separate? Ellen: Most appear to be modifications of existing. Ellen suggested continuing to support with

meetings and to involve PPLAB when contributions are ready to move forward.

PPLAB continued discussion of Work Plan and priorities:

- Shelly offered support for the Medians, HOA entryways, Cottonwood Park and Bee City.
- Deb suggested that the Chamber is looking to do a “garden-oriented” event in the spring and that Bee City would be a good opportunity.
- John would like to continue to collaborate with OSAB with joint meeting sessions. Bee City offers many collaboration opportunities such as schools, Chamber, various Parks functional groups (OSAB, Sustainability Advisory Board), Farmers Market, etc. Median and Entryway landscaping falls under pollinator/Bee City priorities.
- Patricia offered to reach out to BVSD schools.
- Ellen suggested that piggybacking off of the Chamber event may give us time to produce literature/handouts to raise awareness.
- Laurie expressed support for the Arboretum: landscape maintenance and tree replacement can support the Bee City initiative. Abby: There is a plan to start replacing Fire damaged and other trees. John: Apples, plum, crabapple, Lindens are fantastic for early pollinators. Spireas (blue mist, dark night) fill in an Autumn gap for pollinators.
- Patricia: How would the City begin to evaluate where/how to build out needs for the community? (for example tennis courts) Abby: We would need to go to Council for budget and hire a consultant to scout location, etc. with PPLAB, RAB, etc. input.
- Shannon: Median Renovation/Playground and Cottonwood may be priorities. How would we like to fit in priorities from other boards? Patricia: continue to advocate, find areas of overlap.
- Ellen: Park Signage: Replacement of a few of the worst-looking signs would really help make the parks/walking areas more inviting. John suggested taking pictures of the worst looking signs, Ellen and Shelly offered to submit photos. PPLAB will send any additional photos to Ellen. Stephen: include list and possible cost estimates in meeting minutes once available.

### **Discussion Items for Next Meeting**

- A. Park Signs top 5 worst signs/priority for replacement
- B. Median Entry project
- C. Open Space Tax Update
- D. PPLAB Work Plan, RAB and OSAB collaborative meetings
- E. Bee City USA communication

**Adjourn** – The meeting was adjourned at 8:10 p.m.

To: Parks and Public Landscaping Advisory Board (PPLAB)  
From: Abby McNeal, Parks Superintendent  
Date: 01/04/2023  
Subject: Election of Officers, Approval of Posting Locations, Distribution of Open Government Pamphlet and 2016 By-Laws

## **Purpose:**

At the first meeting of each year, PPLAB elects officers, passes a motion for approving agenda posting locations, and the City distributes the, “City of Louisville Open Government and Ethics Pamphlet”.

## **Background:**

### Officers

According to PPLAB’s bylaws, PPLAB’s officers shall be a Chair, Vice-Chair, and a Secretary. Officers are elected to serve a term of one calendar year and need to be selected during the January meeting.

### Approval of Posting Locations

During the January meeting, PPLAB will need to pass a motion approving the agenda posting at the following locations:

- City Hall
- Recreation and Senior Center
- Library
- Police Department/Municipal Court
- Website: LouisvilleCO.gov

### City of Louisville Open Government and Ethics Pamphlet

A copy of the pamphlet is distributed to all board members during the first meeting of the year.

## **Next Steps:**

Annually, during the January meetings, PPLAB will need to pass a motion appointing the officers and a motion approving the agenda posting locations.



# Open Government & Ethics Pamphlet 2023

*City Clerk's Office  
749 Main Street  
Louisville CO 80027  
ClerksOffice@LouisvilleCO.gov  
303.335.4536*

 **City of  
Louisville**  
COLORADO • SINCE 1878



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## Citizen Participation in Government

The City of Louisville encourages citizen involvement and participation in its public policy process. There are many opportunities for citizens to be informed about and participate in City activities and decisions. All meetings of City Council, and of appointed Boards and Commissions, are open to the public and include an opportunity for public comments. No action or substantive discussion on an item may take place unless that item has been specifically listed as an agenda item for a regular or special meeting. Some opportunities for you to participate include:

### **Reading and inquiring about City Council activities and agenda items, and attending and speaking on topics of interest at public meetings**

#### *City Council Meetings:*

- Regular meetings are generally held the first and third Tuesdays of each month at 6:00 PM in the City Council Chambers, located on the second floor of City Hall, 749 Main Street;
- Study sessions are generally held the second and fourth Tuesdays of each month at 6:00 PM in the Library Meeting Room, located on the first floor of the Library, 951 Spruce Street;
- Regular meetings include a remote participation option via Zoom, are broadcast live on Comcast Channel 8, and are available on demand on the City's website;
- Special meetings may be held occasionally on specific topics. Agendas are posted a minimum of 48 hours prior to the meeting.

*Meeting Agendas for City Council meetings, other than special meetings, are posted a minimum of 72 hours prior to the meeting at the following locations:*

- City Hall, 749 Main Street
- Police Department/Municipal Court, 992 West Via Appia
- Recreation/Senior Center, 900 West Via Appia
- Louisville Public Library, 951 Spruce Street
- City website at [www.LouisvilleCO.gov](http://www.LouisvilleCO.gov)

*Meeting packets with all agenda-related materials for regular meetings are available 72 hours prior to each meeting and may be found at these locations:*

- Louisville Public Library Reference Area,
- 951 Spruce Street,
- City Clerk's Office, City Hall, 749 Main Street,
- City website at [www.LouisvilleCO.gov](http://www.LouisvilleCO.gov)

You may receive eNotifications of City Council news as well as meeting agendas and summaries of City Council actions by registering for eNotifications on the City's web site at [www.LouisvilleCO.gov](http://www.LouisvilleCO.gov).

Meeting minutes of all regular and special meetings are available in the City Clerk's office and on the City's website ([www.LouisvilleCO.gov](http://www.LouisvilleCO.gov)) once they are approved.

Information about City activities and projects, as well as City Council decisions, is included in the *Community Update* newsletter, mailed to all City residents and businesses. Information is also often included in the monthly eNewsletter.

### **Communicating Directly with the Mayor and City Council Members**

Contact information for the Mayor and City Councilmembers is available at [www.LouisvilleCO.gov](http://www.LouisvilleCO.gov), as well as at City Hall, the Louisville Public Library, and the Recreation/Senior Center. You may email the Mayor and City Council as a group at [CityCouncil@LouisvilleCO.gov](mailto:CityCouncil@LouisvilleCO.gov).

Mayor's Town Meetings and City Council Ward Meetings are scheduled periodically. These are informal meetings at which all residents, points of view, and issues are welcome. These meetings are advertised at City facilities and on the City's website ([www.LouisvilleCO.gov](http://www.LouisvilleCO.gov)).

### **Mayor or City Council Elections**

City Council members are elected from three Wards within the City and serve staggered four-year terms. There are two Council representatives from each ward. The mayor is elected at-large and serves a four-year term. City Council elections are held in November of odd-numbered years. For information about City elections, including running for City Council, please contact the City Clerk's Office, at [ClerksOffice@LouisvilleCO.gov](mailto:ClerksOffice@LouisvilleCO.gov) or 303.335.4536.

## **Serving as an Appointed Member on a City Board or Commission**

The City Council makes Board and Commission appointments annually. Some of the City's Boards and Commissions are advisory, others have some decision-making powers. The City Council refers questions and issues to these appointed officials for input and advice. (Please note the Youth Advisory Board has a separate appointment process.)

The City's Boards and Commissions are:

- Board of Adjustment
- Building Code Board of Appeals
- Cultural Council
- Historic Preservation Commission
- Historical Commission
- Library Board of Trustees
- Local Licensing Authority
- Open Space Advisory Board
- Parks & Public Landscaping Advisory Board
- Planning Commission
- Recreation Advisory Board
- Revitalization Commission
- Sustainability Advisory Board
- Youth Advisory Board

Board information, meeting agendas, and schedules are available on the City's website ([www.LouisvilleCO.gov](http://www.LouisvilleCO.gov)).

Agendas for all Board and Commission meetings are posted a minimum of 72 hours prior to each meeting at these locations:

- City Hall, 749 Main Street
- Police Department/Municipal Court, 992 West Via Appia
- Recreation/Senior Center, 900 West Via Appia
- Louisville Public Library, 951 Spruce Street
- City web site at [www.LouisvilleCO.gov](http://www.LouisvilleCO.gov)

Copies of meeting packets containing agenda-related materials are available at least 72 hours prior to each meeting and may be found at the following locations:

- Louisville Public Library Reference Area, 951 Spruce Street;
- City Clerk's Office, City Hall, 749 Main Street
- City web site at [www.LouisvilleCO.gov](http://www.LouisvilleCO.gov)

## **Planning Commission**

The Planning Commission evaluates land use proposals against zoning laws and holds public hearings as outlined in City codes. Following a public hearing, the Commission makes a recommendation of approval or denial to the City Council for all land use proposals.

- Regular Planning Commission meetings are held at 6:30 PM on the second Thursday of each month.
- Overflow meetings are scheduled for 6:30 PM on the 4th Thursday of the month as needed.
- Study Sessions are held occasionally as needed.
- Regular meetings include a remote participation option via Zoom, are broadcast live on Comcast Channel 8, and are available on demand on the City's website.

## **Open Government Training**

All City Council members and members of a permanent Board or Commission are required to participate in at least one City-sponsored open government-related seminar, workshop, or other training program at least once every two years.

## **Open Meetings**

The City follows the Colorado Open Meetings Law ("Sunshine Law") as well as additional open meetings requirements found in the City's Home Rule Charter. These rules and practices apply to the City Council and appointed Boards and Commissions (referred to as a "public bodies" for ease of reference). Important open meetings rules and practices include the following:

### **Regular Meetings**

All meetings of three or more members of a public body (or a quorum, whichever is fewer) are open to the public.

All meetings of public bodies must be held in public buildings and public facilities accessible to all members of the public. Meetings may be held electronically under specific circumstances.

All meetings must be preceded by proper notice. Agendas and agenda-related materials are posted

at least 72 hours in advance of the meeting at the following locations:

- City Hall, 749 Main Street
- Police Department/Municipal Court, 992 West Via Appia
- Recreation/Senior Center, 900 West Via Appia
- Louisville Public Library, 951 Spruce Street
- On the City web site at [www.LouisvilleCO.gov](http://www.LouisvilleCO.gov)

### **Study Sessions**

Study sessions are also open to the public however, study sessions have a limited purpose:

- Study sessions are to obtain information and discuss matters in a less formal atmosphere;
- No preliminary or final decision or action may be made or taken at any study session; further, full debate and deliberation of a matter is to be reserved for formal meetings. If a person believes in good faith that a study session is proceeding contrary to these limitations, they may submit a written objection. The presiding officer will then review the objection and determine how the study session should proceed.
- A written summary of each study session is prepared and is available on the City's website.

## **Executive Sessions**

The City Charter also sets out specific procedures and limitations on the use of executive sessions. These rules, found in Article 5 of the Charter, are intended to further the City policy that the activities of City government be conducted in public to the greatest extent feasible, in order to assure public participation and enhance public accountability. The City's rules regarding executive sessions include the following:

### **Timing and Procedures**

The City Council and City Boards and Commissions may hold an executive session only at a regular or special meeting. No formal action of any type, and no informal or "straw" vote, may occur at any executive session. Rather, formal actions,

such as the adoption of a proposed policy, position, rule or other action, may only occur in open session.

Prior to holding an executive session, there must be a public announcement of the request and the legal authority for convening in closed session. There must be a detailed and specific statement as to the topics to be discussed and the reasons for requesting the session.

The request must be approved by a supermajority (two-thirds of the full Council, Board, or Commission). Prior to voting on the request, the clerk reads a statement of the rules pertaining to executive sessions. Once in executive session, the limitations on the session must be discussed and the propriety of the session confirmed. If there are objections and/or concerns over the propriety of the session, those are to be resolved in open session.

Once the session is over, an announcement is made of any procedures that will follow from the session.

Executive sessions are recorded, with access to those tapes limited as provided by state law. Those state laws allow a judge to review the propriety of a session if in a court filing it is shown that there is a reasonable belief that the executive session went beyond its permitted scope. Executive session records are not available outside of a court proceeding.

### **Authorized Topics**

For City Council, an executive session may be held only for discussion of the following topics:

- Matters where the information being discussed is required to be kept confidential by federal or state law;
- Certain personnel matters relating to employees directly appointed by the Council, and other personnel matters only upon request of the City Manager or Mayor for informational purposes only;
- Consideration of water rights and real property acquisitions and dispositions, but only as to appraisals and other value estimates and strategy for the acquisition or disposition; and

- Consultation with an attorney representing the City with respect to pending litigation. This includes cases that are actually filed as well as situations where the person requesting the executive session believes in good faith that a lawsuit may result, and allows for discussion of settlement strategies.

The City's Boards and Commissions may only hold an executive session for consultation with its attorney regarding pending litigation.

## Ethics

Ethics are the foundation of good government. Louisville has adopted its own Code of Ethics, which is found in the City Charter and which applies to elected officials, public body members, and employees. The Louisville Code of Ethics applies in addition to any higher standards in state law. Louisville's position on ethics is perhaps best summarized in the following statement taken from the City Charter:

*Those entrusted with positions in the City government must commit to adhering to the letter and spirit of the Code of Ethics. Only when the people are confident that those in positions of public responsibility are committed to high levels of ethical and moral conduct, will they have faith that their government is acting for the good of the public. This faith in the motives of officers, public body members, and employees is critical for a harmonious and trusting relationship between the City government and the people it serves.*

The City's Code of Ethics (Sections 5-6 through 5-17 of the Charter) is summarized in the following paragraphs. While the focus is to provide a general overview of the rules, it is important to note that all persons subject to the Code of Ethics must strive to follow both the letter and the spirit of the Code, so as to avoid not only actual violations, but public perceptions of violations. Indeed, perceptions of violations can have the same negative impact on public trust as actual violations.

## Conflicts of Interest

One of the most common ethical rules visited in the local government arena is the "conflict of interest rule." While some technical aspects of the rule are discussed below, the general rule under the Code of Ethics is that if a Council, Board, or Commission member has an "interest" that will be affected by his or her "official action," then there is a conflict of interest and the member must:

- Disclose the conflict, on the record and with particularity;
- Not participate in the discussion;
- Leave the room; and
- Not attempt to influence others.

An "interest" is a pecuniary, property, or commercial benefit, or any other benefit the primary significance of which is economic gain or the avoidance of economic loss. However, an "interest" does not include any matter conferring similar benefits on all property or persons similarly situated. (Therefore, a City Council member is not prohibited from voting on a sales tax increase or decrease if the member's only interest is that he or she, like other residents, will be subject to the higher or lower tax.) Additionally, an "interest" does not include a stock interest of less than one percent of the company's outstanding shares.

The Code of Ethics extends the concept of prohibited interest to persons or entities with whom the member is associated. In particular, an interest of the following persons and entities is also an interest of the member: relatives (including persons related by blood or marriage to certain degrees, and others); a business in which the member is an officer, director, employee, partner, principal, member, or owner; and a business in which member owns more than one percent of outstanding shares.

The concept of an interest in a business applies to profit and nonprofit corporations, and applies in situations in which the official action would affect a business competitor. Additionally, an interest is deemed to continue for one year after the interest has ceased. Finally, "official action" for purposes of the conflict of interest rule, includes not only legislative actions, but also administrative actions and "quasi-judicial" proceedings where the entity is acting like a judge in applying rules to the specific

rights of individuals (such as a variance request or liquor license). Thus, the conflict rules apply essentially to all types of actions a member may take.

### **Conflicts**

In addition to its purchasing policies and other rules intended to secure contracts that are in the best interest of the City, the Code of Ethics prohibits various actions regarding contracts. For example, no public body member who has decision-making authority or influence over a City contract can have an interest in the contract, unless the member has complied with the disclosure and recusal rules. Further, members are not to appear before the City on behalf of other entities that hold a City contract, nor are they to solicit or accept employment from a contracting entity if it is related to the member's action on a contract with that entity.

### **Gifts and Nepotism**

The Code of Ethics, as well as state law, regulates the receipt of gifts. City officials and employees may not solicit or accept a present or future gift, favor, discount, service or other thing of value from a party to a City contract, or from a person seeking to influence an official action. There is an exception for the "occasional nonpecuniary gift" of \$15 or less, but this exception does not apply if the gift, no matter how small, may be associated with the official's or employee's official action, whether concerning a contract or some other matter. The gift ban also extends to independent contractors who may exercise official actions on behalf of the City.

The Code of Ethics also prohibits common forms of nepotism. For example, no officer, public body member, or employee shall be responsible for employment matters concerning a relative. Nor can they influence compensation paid to a relative, and a relative of a current officer, public body member or employee cannot be hired unless certain personnel rules are followed.

### **Other Ethics Rules of Interest**

Like state law, Louisville's Code of Ethics prohibits the use of non-public information for personal or private gain. It also prohibits acts of advantage or

favoritism and, in that regard, prohibits special considerations, use of employee time for personal or private reasons, and use of City vehicles or equipment, except in same manner as available to any other person (or in manner that will substantially benefit City). The City also has a "revolving door" rule that prohibits elected officials from becoming City employees either during their time in office or for two years after leaving office. These and other rules of conduct are found in Section 5-9 of the Code of Ethics.

### **Disclosure, Enforcement, and Advisory Opinions**

The Code of Ethics requires that those holding or running for City Council file a financial disclosure statement with the City Clerk. The statement must include, among other information, the person's employer and occupation, sources of income, and a list of business and property holdings.

The Code of Ethics provides fair and certain procedures for its enforcement. Complaints of violations may be filed with the City prosecutor; the complaint must be a detailed written and verified statement. If the complaint is against an elected or appointed official, it is forwarded to an independent judge who appoints a special, independent prosecutor for purposes of investigation and appropriate action. If against an employee, the City prosecutor will investigate the complaint and take appropriate action. In all cases, the person who is subject to the complaint is given the opportunity to provide information concerning the complaint.

Finally, the Code allows persons who are subject to the Code to request an advisory opinion if they are uncertain as to applicability of the Code to a particular situation, or as to the definition of terms used in the Code. Such requests are handled by an advisory judge, selected from a panel of independent, disinterested judges who have agreed to provide their services. This device allows persons who are subject to the Code to resolve uncertainty before acting, so that a proper course of conduct may be identified. Any person who requests and acts in accordance with an advisory opinion issued by an advisory judge is not subject to City penalty, unless material facts were omitted or misstated in the request. Advisory opinions are posted for public

inspection; the advisory judge may order a delay in posting if the judge determines the delay is in the City's best interest.

Citizens are encouraged to contact the City Clerk's Office with any questions about the City's Code of Ethics or to request a copy. A copy of the Code is also available at the City's website ([www.LouisvilleCO.gov](http://www.LouisvilleCO.gov)).

## **Other Laws on Citizen Participation in Government**

Preceding sections of this pamphlet describe Louisville's practices intended to further citizen participation in government. Those practices are intended to further dissemination of information and participation in the governing process. Some other laws of interest regarding citizen participation include:

### **Initiative and Referendum**

The right to petition for municipal legislation is reserved to the citizens by the Colorado Constitution and the City Charter. An initiative is a petition for legislation brought directly by the citizens; a referendum is a petition brought by the citizens to refer to the voters a piece of legislation that has been approved by the City Council. In addition to these two petitioning procedures, the City Council may refer matters directly to the voters in the absence of any petition. Initiative and referendum petitions must concern municipal legislation—as opposed to administrative or other non-legislative matters. By law the City Clerk is the official responsible for many of the activities related to a petition process, such as approval of the petition forms, review of the signed petitions, and consideration of protests and other matters. There are minimum signature requirements for petitions to be moved to the ballot; in Louisville, an initiative petition must be signed by at least five percent of the total number of registered electors. A referendum petition must be signed by at least two and one-half percent of the registered electors.

### **Public Hearings**

In addition to the opportunity afforded at each regular City Council meeting to comment on items not on the agenda, most City Council actions provide opportunity for public comment through a public hearing process. For example, the City Charter provides that a public hearing shall be held on every ordinance before its adoption. This includes opportunities for public comment prior to initial City Council discussion of the ordinance, as well as after Council's initial discussion but before action. Many actions of the City are required to be taken by ordinance, and thus this device allows for citizen public hearing comments on matters ranging from zoning ordinances to ordinances establishing offenses that are subject to enforcement through the municipal court.

Additionally, federal, state, and/or local law requires a public hearing on a number of matters irrespective of whether an ordinance is involved. For example, a public hearing is held on the City budget, the City Comprehensive Plan and similar plans, and a variety of site-specific or person-specific activities, such as annexations of land into the city, rezonings, special use permits, variances, and new liquor licenses. Anyone may provide comments during these hearings.

### **Public Records**

Access to public records is an important aspect of citizen participation in government. Louisville follows the Colorado Open Records Act (CORA) and the additional public records provisions in the City Charter. In particular, the Charter promotes the liberal construction of public records law, so as to promote the prompt disclosure of City records to citizens at no cost or no greater cost than the actual costs to the City.

The City Clerk is the custodian of the City's public records, except for police records which are handled by the Police Department. The City maintains a public policy on access to public records, which includes a records request form, a statement of fees, and other guidelines. No fee is charged for the inspection of records or for locating or making records available for copying, except in cases of voluminous requests or dated records, or when the

time spent in locating records exceeds two hours. No fees are charged for the first 25 copies requested or for electronic records.

Many records, particularly those related to agenda items for City Council and current Board and Commission meetings, are available directly on the City's website ([www.LouisvilleCO.gov](http://www.LouisvilleCO.gov)). In addition to posting agenda-related material, the City maintains a communication file (email) for the City Council which is available on the City's website ([www.LouisvilleCO.gov](http://www.LouisvilleCO.gov)).

CORA lists the categories of public records that are not generally open to public inspection. These include, for example, certain personnel records and information, financial and other information about users of City facilities, privileged information, medical records, letters of reference, and other items listed in detail in CORA. When public records are not made available, the custodian will specifically advise the requestor of the reason.

Citizens are encouraged to review the City's website ([www.LouisvilleCo.gov](http://www.LouisvilleCo.gov)) for information, and to contact the City with any questions regarding City records.

## **Public Involvement Policy**

Public participation is an essential element of the City's representative form of government. To promote effective public participation City officials, advisory board members, staff and participants should all observe the following guiding principles, roles and responsibilities:

### **Guiding Principles for Public Involvement**

*Inclusive not Exclusive* - Everyone's participation is welcome. Anyone with a known interest in the issue will be identified, invited and encouraged to be involved early in the process.

*Voluntary Participation* - The process will seek the support of those participants willing to invest the time necessary to make it work.

*Purpose Driven* - The process will be clearly linked to when and how decisions are made. These links will be communicated to participants.

*Time, Financial and Legal Constraints* - The process will operate within an appropriate time frame and budget and observe existing legal and regulatory requirements.

*Communication* - The process and its progress will be communicated to participants and the community at-large using appropriate methods and technologies.

*Adaptability* - The process will be adaptable so that the level of public involvement is reflective of the magnitude of the issue and the needs of the participants.

*Access to Information* - The process will provide participants with timely access to all relevant information in an understandable and user-friendly way. Education and training requirements will be considered.

*Access to Decision Making* - The process will give participants the opportunity to influence decision making.

*Respect for Diverse Interests* - The process will foster respect for the diverse values, interests and knowledge of those involved.

*Accountability* - The process will reflect that participants are accountable to both their constituents and to the success of the process.

*Evaluation* - The success and results of the process will be measured and evaluated.

### **Roles and Responsibilities - City Council**

City Council is ultimately responsible to all the citizens of Louisville and must weigh each of its decisions accordingly. Councilors are responsible to their local constituents under the ward system; however they must carefully consider the concerns expressed by all parties. Council must ultimately meet the needs of the entire community—including current and future generations—and act in the best interests of the City as a whole.

During its review and decision-making process, Council has an obligation to recognize the efforts and activities that have preceded its deliberations. Council should have regard for the public involvement processes that have been completed in support or opposition of projects.



## **Roles and Responsibilities - City Staff and Advisory Boards**

The City should be designed and run to meet the needs and priorities of its citizens. Staff and advisory boards must ensure the Guiding Principles direct their work. In addition to the Guiding Principles, staff and advisory boards are responsible for:

- ensuring that decisions and recommendations reflect the needs and desires of the community as a whole;
- pursuing public involvement with a positive spirit because it helps clarify those needs and desires and also adds value to projects;
- fostering long-term relationships based on respect and trust in all public involvement activities;
- encouraging positive working partnerships;
- ensuring that no participant or group is marginalized or ignored;
- drawing out the silent majority, the voiceless and the disempowered; and being familiar with a variety of public involvement techniques and the strengths and weaknesses of various approaches.

## **All Participants**

The public is also accountable for the public involvement process and for the results it produces. All parties (including Council, advisory boards, staff, proponents, opponents and the public) are responsible for:

- working within the process in a cooperative and civil manner;
- focusing on real issues and not on furthering personal agendas;
- balancing personal concerns with the needs of the community as a whole;
- having realistic expectations;
- participating openly, honestly and constructively,
- offering ideas, suggestions and alternatives;
- listening carefully and actively considering everyone's perspectives;
- identifying their concerns and issues early in the process;
- providing their names and contact information if they want direct feedback;

- remembering that no single voice is more important than all others, and that there are diverse opinions to be considered;
- making every effort to work within the project schedule and if this is not possible, discussing this with the proponent without delay;
- recognizing that process schedules may be constrained by external factors such as limited funding, broader project schedules or legislative requirements;
- accepting some responsibility for keeping themselves aware of current issues, making others aware of project activities and soliciting their involvement and input; and
- considering that the quality of the outcome and how that outcome is achieved are both important.

*Updated December 2022*



This pamphlet is prepared pursuant to the Home Rule Charter of the City of Louisville.

This is a compilation of Articles 4 and 5 of the Charter of the City of Louisville and is available at all times in the City Clerk's Office, 749 Main Street, Louisville, Colorado, and on the City's web site at [www.LouisvilleCO.gov](http://www.LouisvilleCO.gov).

This pamphlet is also provided to every member of a public body (board or commission) at that body's first meeting each year.

**AMENDED AND RESTATED BYLAWS OF  
THE PARKS AND PUBLIC LANDSCAPING ADVISORY BOARD**

**ARTICLE I  
The Board**

**Section 1. Introduction.** These Bylaws ("Bylaws") of the Parks and Public Landscaping Advisory Board are adopted pursuant to the authority stated in Resolution No. 65, Series 2015.

**Section 2. Office.** The office of the Board shall be considered the Louisville City Hall, 749 Main Street, Louisville, CO 80027, or such other place in the City of Louisville, Colorado as the City Manager may designate from time to time.

**Section 3, Purpose and Duties.**

**A. Advisory.** Except as otherwise provided by City Charter or Municipal Code, the Board shall be advisory in character.

**B Duties.** The role of the Board will include, but not be limited to, advising the City Council on such matters as:

1. To advise City Council and staff on all matters concerning policy, care, management and planning on all City properties maintained by the Parks Division;
2. To advise City Council and staff in determining the community's needs and desires for parks and amenities;
3. To advise City Council and staff on park development and redevelopment, and review referrals for proposed landscape plans for public areas;
4. To advise City Council and staff on the capital and operating budget as it relates to the Parks Division.
5. To review and give comments on city landscape master plans, landscape ordinances and other appropriate landscape documents;
6. To hear appeals of decisions of the city forester concerning licensing of arborists and removal of trees as provided in Chapter 8.12 of the Louisville Municipal Code.

7. To educate the public regarding parks and public landscaping practices appropriate for Louisville.

## **ARTICLE II Members**

**Section 1. Number of Members.** The Board shall consist of seven (7) members whom City Council shall appoint.

**Section 2. Residency Requirement.** Members shall be residents of the City at the time of their appointment and at all times while serving on the Board (Louisville Home Rule Charter Section 10-2c).

**Section 3. City Employees.** Members may not be employees of the City of Louisville at any time during their appointment to the Board.

**Section 4. Term of Members.** Each member shall be appointed for a three-year term. A member's term of office shall commence January 1 and shall expire December 31. Notwithstanding the foregoing, the City Council shall have the authority at the time of appointment to any vacancy to reduce the length of a member's term as necessary to avoid more than two thirds of members' terms expiring at the same time.

**Section 5. Compensation.** Members shall serve without compensation. Expenses actually incurred in the performance of the duties of office may be paid only if the expense and amount thereof are approved and authorized in advance by a writing signed by the City Manager. (Louisville Home Rule Charter Section 10-2e).

**Section 6. City Liaison.** The City Manager shall appoint a City staff member to act as liaison to the Board. Such liaison may advise the Board, make recommendations, and bring items for discussion. Such liaison is not a member of the Board, does not vote on matters before the Board, and may not be counted as a part of a quorum.

## **ARTICLE III Officers and Personnel**

**Section 1. Officers.** The officers of the Board shall be a Chair, a Vice-Chair, and a Secretary.

**Section 2. President.** The Chair shall preside at all meetings of the Board.

**Section 3. Vice President.** The Vice-Chair shall perform the duties of the Chair in the Chair's absence or inability to act. In the event of the absence or inability to act of both the Chair and Vice-Chair, the remaining members shall select some other member of the Board to temporarily perform the duties of the Chair.

**Section 4. Secretary.** The Secretary may take meeting minutes and attest to all documents authorized to be executed by the Board. In the event of the absence of the Secretary, the Chair shall designate, in writing or verbally at a meeting of the Board, some other member of the Board to perform duties of the Secretary.

**Section 5. Additional Duties.** The officers of the Board shall perform such duties and functions as may from time to time be required or authorized by the Board or these Bylaws.

**Section 6. Election of Officers.** The officers of the Board shall be elected annually by the Board at its first meeting of each calendar year and shall assume their duties upon election. Officers shall hold their office for one year or until their successors are selected and qualified. If the office of the Chair, Vice-Chair, or Secretary is vacant, the Board shall select a successor from its membership to serve for the unexpired term of said office.

**Section 7. Vacancies.** At the end of any member's term the City Council shall advertise for interested applicants and interview persons regarding such vacancy. Appointments are made annually in December. Members may reapply for vacant positions.

**Section 8. Mid-term Vacancies.** If a Board member resigns his/her post mid-term, the City Council may invite applications and interview persons regarding such vacancy. The City Council may appoint an applicant to fill the vacancy for the remainder of the year. Such an appointee shall be required to then reapply for the position at the end of the year during the annual application process.

**Section 9. Removal.** A member may be removed during his/her term of office for cause by the City Council as defined in the Louisville Home Rule Charter and Resolution No. 16, Series 2009. Cause shall include but not be limited to:

- A. Violation of city or state ethics laws;
- B. Conviction of a felony or of any other crime involving moral turpitude;
- C. Unexcused absence from more than 25 percent of the regular meetings in any 12-month period;
- D. Neglect of duty or malfeasance in office;
- E. Knowing violation of any statute, ordinance, resolution, rule, policy or bylaw

- applicable to the board or commission;
- F. Knowing disclosure of confidential information, which is defined to mean information which is not available to the general public under applicable laws, ordinances and regulations, and which is obtained by reason of the board or commission member's position with the City;
  - G. Failure to maintain the qualifications of a board or commission member for the board or commission on which the member serves;
  - H. Behaving in a harassing, hostile, threatening or otherwise inappropriate manner, or unreasonably disrupting or interfering with the conduct of any meeting of a board or commission; or
  - I. Other grounds constituting cause as established by law.

## **ARTICLE IV Meetings**

**Section 1. Regular Meetings.** The Board regular meeting time and location shall be determined at the first meeting of each calendar year. In the event any regular meeting falls on a legal holiday observed by the City of Louisville, the Board shall designate a new meeting time a minimum of one month prior to the holiday meeting date.

**Section 2. Meeting Notice.** The agenda for any meeting shall be posted a minimum of seventy-two hours in advance of the meeting in the following locations and will serve as notice of the meeting:

- A. City Hall, 749 Main Street
- B. Library, 951 Spruce Street
- C. Recreation Center, 900 West Via Appia
- D. Police Department/Municipal Court Building, 992 West Via Appia
- E. City Web Site at [www.LouisvilleCo.gov](http://www.LouisvilleCo.gov)

**Section 3. Location of Meeting.** Pursuant to Section 4-5(d) of the Louisville Home Rule Charter, all meetings of the Board shall occur in public buildings and public facilities accessible to all members of the public.

### **Section 4. Special Meetings and Business at Special Meetings.**

A. Except for an emergency special meeting governed by Subsection B, each special meeting of the Board shall be called by an officer on the request of any three members of the Board, and shall be held on at least forty-eight hours written

notice. Notice of such special meeting shall be posted in the same manner as prescribed in Article IV, Section 2.

B. An emergency special meeting shall be called by the Secretary on the request of the Chair or any three members of the Board, and shall be held on at least twenty-four hours written notice to each member of the Board. Notice shall be posted at least twenty-four hours in advance of such emergency special meeting in the locations prescribed in Article IV, Section 2. An emergency special meeting shall not be called unless:

- (i.) Each member requesting the meeting has determined that the meeting is urgently necessary in order to take action on an unforeseen matter requiring immediate action; and
- (ii.) The basis for the determination described in Paragraph (i) is stated in the notice of the meeting.

C. All reasonable efforts shall be made to notify members. The notice need not be served if the member has waived the notice in writing.

D. The Board shall not take action on any item of business at any special meeting unless:

- (i.) The item to be acted on has been stated in the notice of the meeting; or
- (ii.) The item to be acted on is reasonably related to the item which was stated in the notice of the meeting.

**Section 5. Quorum.** The powers of the Board shall be vested in the members thereof in office from time to time. A majority of the members shall constitute a quorum for conducting business, but in the absence of a quorum, a lesser number may adjourn any meeting to a later time and date until a quorum is present. When a quorum is in attendance, action may be taken by the Board upon an affirmative vote of the majority of the members present, except in cases where a greater number is required by the Louisville Home Rule Charter or ordinances, or state laws applicable to the City.

**Section 6. Open Meetings.** In addition to the requirements of these Bylaws, the Board shall comply with all applicable provisions of the open meetings laws of the State of Colorado and the Louisville Home Rule Charter.

**Section 7. Open Government.**

A. Notice of meetings of the Board shall be provided to the public in accordance with the requirements of these Bylaws and other applicable provisions of the open meetings laws of the State of Colorado and the Louisville Home Rule Charter.



B. The agenda for any meeting of the Board shall contain an itemized list of all subjects on which substantive discussions are reasonably expected or which may be the subject of formal action.

C. The Board shall not engage in substantive discussions relating to, or take formal action on, any subject when that subject was not listed in the agenda for that meeting and is not substantially related to any subject listed in the agenda.

D. For purposes of Subsection C of this Section, a subject is not substantially related to a subject listed in the agenda when a person reading the agenda before the meeting would not have reasonably expected that the subject would be substantively discussed or formally acted upon at the meeting.

E. For purposes of this Section, "substantive discussions" means debate, deliberation or other discussion about the merits, benefits, advantages or disadvantages of any proposed or possible resolution of any issue that will be or may be the subject of formal action by the Board.

F. Each member of the Board shall participate in at least one City-sponsored open government-related seminar, workshop or other program at least once every two years. Such program shall conform to the requirements of Section 4-16(a) of the Louisville Home Rule Charter.

**Section 8. Agendas and Meeting Materials.**

A. To the extent possible, the agenda and all documents and materials requiring action by the Board at any meeting shall be provided each Board member seventy-two hours in advance of such meeting.

B. The Board shall make available to the public the agenda and all agenda-related materials. Such information will be available as follows:

- i. City Web Site at [www.LouisvilleCo.gov](http://www.LouisvilleCo.gov)
- ii. City Clerk's Office, City Hall, 749 Main Street
- iii. Library Reference Desk, 951 Spruce Street

C. For purposes of this Section, "agenda-related materials" means the agenda, all reports, correspondence and any other documents forwarded to the Board that provide background information or recommendations concerning the subject matter of any agenda item, excluding any documents or records which may or must be

withheld from disclosure pursuant to state or federal statutes or constitutional provisions, or common law.

D. Any document that is submitted to the Board during a meeting shall be immediately made available to the public either by making copies available to the public at the meeting or by displaying the document at the meeting so that the public can view the document. No discussion or consideration of such a document by the Board shall occur unless the document has been made available to the public as provided in this Subsection D. The foregoing shall not be construed to require the dissemination, display or disclosure of any document or record which otherwise may or must be withheld from disclosure pursuant to state or federal statutes or constitutional provisions, or common law.

### **Section 9. Public Records.**

A. Public records of the Board shall be open for inspection during normal business hours in accordance with the provisions of the Colorado Open Records Act, and Section 5-5 of the Louisville Home Rule Charter. The Board shall strictly construe exceptions provided under the State statutes authorizing certain public records to be exempt from disclosure to the public. In the event of conflict among the various provisions of such laws, whichever law provides greater access to Board records and less expense to the person requesting the records shall control disclosure by the Board.

B. City Staff shall maintain a file of all studies, plans, reports, recommendations and resolutions made by the Board in the exercise of its duties.

## **ARTICLE V General**

**Section 1. Committees.** The Chair may appoint members of the Board to such committees as deemed necessary to perform any functions for the purpose of advising the Board.

**Section 2. Conflict of Interest; Code of Ethics.** The members and officers of the Board shall comply with all applicable federal and state laws regarding conflicts of interest. The members, officers and employees of the Board shall also comply with the Code of Ethics set forth as Sections 5-6 through 5-17 of the City of Louisville Home Rule Charter ("Code of Ethics"). For purposes of application of such Code of Ethics only, the Board shall be considered a "public body" and a member of the Board shall be considered a "public body member."

**Section 3. Amendment of Bylaws.** The Bylaws of the Board may be amended only upon a majority vote of the members of the Board.

**Section 4. Conflict of Law.** Where any conflict exists between any provision of these Bylaws and the Louisville Home Rule Charter or City ordinances, such ordinances or statutes shall control over the provisions of these Bylaws and these Bylaws shall be deemed to have been amended to conform to such ordinances and statutes.

THESE BYLAWS ARE ADOPTED by the Parks and Public Landscaping Advisory Board this 3rd day of Nov 2016.

  
\_\_\_\_\_  
President/Chair

  
\_\_\_\_\_  
Secretary

# General Maintenance and Management Plan

## Summary of Findings



December 21, 2022

# Acknowledgements

## **City of Louisville City Council**

Ashley Stolzmann, Mayor

J. Caleb Dickinson, Ward I

Chris Leh, Ward I

Deborah Fahey, Ward II

Maxine Most, Ward II

Kyle M. Brown, Ward III

Dennis Maloney, Ward III – Mayor Pro-Tem

## **City of Louisville Staff**

Jeff Durbin, City Manager

Megan Davis, Deputy City Manager

Adam Blackmore, Director of Parks, Recreation and Open Space

Abby McNeal, Parks Superintendent

Chris Lichty, Supervisor of Forestry and Horticulture

Erik Swiatek, Supervisor of Parks and Cemetery

Ronda Henger, Human Resources Director

Ember Brignull, Open Space Superintendent

Dean Johnson, Parks Superintendent (Former)

## **Consultant Team**

StudioCPG

Facility Engineering Associates, P.C. (FEA)

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Note: The General Maintenance and Management Plan includes two documents: the Summary of Findings and Annual Work Plan Template. The Summary of Findings includes an executive summary and recommendations, as well as a series of appendices. The Annual Work Plan Template is currently being used by Parks Superintendent Abby McNeal to develop an approach to tracking tasks and functions of Parks. The Annual Work Plan Template also includes as appendices a series of tools to assist in the inventory of all assets and in monitoring targeted levels of service for each asset.

## Executive Summary and Key Recommendations

The City of Louisville parks system is continually cited by local residents as one of the most cherished assets of the city. The system includes a complex range of amenities available to Louisville residents, including over 300 acres of dedicated park land, playgrounds, athletic fields, recreation amenities including an outdoor swimming pool and splash pad, the cemetery, the 18-hole municipal golf course, and civic facilities. Each of these amenities contributes to the quality of life of Louisville residents. The City of Louisville initiated the 2022 General Maintenance and Management Plan to ensure that Parks assets are thoughtfully maintained and managed, and that funding allocations and annual budgets meet the needs of the department.

Guiding each decision is the City of Louisville Vision Statement:

*Established in 1878, the City of Louisville is an inclusive, family-friendly community that manages its continued growth by blending a forward-thinking outlook with a small-town atmosphere which engages its citizenry and provides a walkable community form that enables social interaction. The City strives to preserve and enhance the high quality of life it offers to those who live, work, and spend time in the community. Louisville retains connections to the City's modest mining and agricultural beginnings while continuing to transform into one of the most livable, innovative, and economically diverse communities in the United States. The structure and operation of the City will ensure an open and responsive government which integrates regional cooperation and citizen volunteerism with a broad range of high-quality and cost-effective services.*

The City has adopted the following **Core Community Values** that serve as the foundation for all decisions and actions, including the maintenance and management of the City's park system:

**A Sense of Community** . . . where residents, property owners, business owners, and visitors feel a connection to Louisville and to each other, and where the City's character, physical form and accessible government contribute to a citizenry that is actively involved in the decision-making process to meet their individual and collective needs.

**Our Livable Small Town Feel** . . . where the City's size, scale, and land-use mixture, and the government's high-quality customer service encourage personal and commercial interactions.

**A Healthy, Vibrant, and Sustainable Economy** . . . where the City understands and appreciates the trust our residents, property owners, and business owners place in it when they invest in Louisville, and where the City is committed to a strong and

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supportive business climate, which fosters a healthy and vibrant local and regional economy for today and for the future.

**A Connection to the City’s Heritage** . . . where the City recognizes, values, and encourages the promotion and preservation of our history and cultural heritage, particularly our mining and agricultural past.

**Sustainable Practices for the Economy, Community, and the Environment** . . . where we challenge our government, residents, property owners, and our business owners to be innovative with sustainable practices so the needs of today are met without compromising the needs of future generations.

**Unique Commercial Areas and Distinctive Neighborhoods** . . . where the City is committed to recognizing the diversity of Louisville’s commercial areas and neighborhoods by establishing customized policies and tools to ensure that each maintains its individual character, economic vitality, and livable structure.

**A Balanced Transportation System** . . . where the City desires to make motorists, transit customers, bicyclists, and pedestrians of all ages and abilities partners in mobility, and where the City intends to create and maintain a multimodal transportation system to ensure that each user can move in ways that contribute to the economic prosperity, public health, and exceptional quality of life in the City.

**Families and Individuals** . . . where the City accommodates the needs of all individuals in all stages of life through our parks, trails, and roadway design, our City services, and City regulations to ensure they provide an environment which accommodates individual mobility needs, quality of life goals, and housing options.

**Integrated Open Space and Trail Networks** . . . where the City appreciates, manages, and preserves the natural environment for community benefit, including its ecological diversity, its outstanding views, clear-cut boundaries, and the interconnected, integrated trail network which makes all parts of the City accessible.

**Safe Neighborhoods** . . . where the City ensures our policies and actions maintain safe, thriving and livable neighborhoods so residents of all ages experience a strong sense of community and personal security.

**Ecological Diversity** . . . where the City, through its management of parks and open space and its development and landscape regulations, promotes biodiversity by ensuring a healthy and resilient natural environment, robust plant life, and diverse habitats.

**Excellence in Education and Lifelong Learning** . . . where the City allocates the appropriate resources to our library services and cultural assets and where the City actively participates with our regional partners to foster the region’s educational excellence and create a culture of lifelong learning within the City and Boulder County.



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**Civic Participation and Volunteerism** . . . where the City engages, empowers, and encourages its citizens to think creatively, to volunteer, and to participate in community discussions and decisions through open dialogue, respectful discussions, and responsive action.

**Open, Efficient, and Fiscally Responsible Government** . . . where the City government is approachable, transparent, and ethical, and our management of fiscal resources is accountable, trustworthy, and prudent.

The City of Louisville parks system includes several components that are unique to Louisville and not features or assets that are traditionally maintained by parks departments. The following items summarize several unique attributes that have a direct impact on departmental budgets and staffing needs:

- Parks is responsible for the day-to-day maintenance of grounds adjacent to civic facilities, including irrigation systems, turf lawns, and ornamental planting beds.
- Parks assumes responsibility for the day-to-day maintenance of sections of public right-of-way, including medians, which are labor intensive and require significant traffic control measures to ensure the safety and well-being of maintenance staff.
- Parks assumes responsibility for the day-to-day maintenance of entry features, open lands, and passive-use areas that are typically maintained by individual Homeowners Associations (HOAs).
- Parks assumes responsibility for the day-to-day operations of the City of Louisville cemetery. Parks maintenance staff is responsible for burials, for the clean-up of debris/food left after family gatherings, and for maintenance of items that the bereaved have installed at individual grave sites such as benches, paving, trees, etc. Currently, there are regulations regarding permissible and non-permissible items and improvements; however, there are several items in the cemetery that were installed prior to the adoption of current regulations, which require additional time and maintenance. Over 50% of the rows in the cemetery contain obstacles that prevent use of standard mowers and require more involved, detail-oriented care. The cemetery also contains an abundance of mature trees that require ongoing maintenance by the arborist and, if not regularly maintained, also impede mowing regimens.
- Parks maintenance staff is responsible for the day-to-day maintenance of the irrigation system, planting beds, and all trees at the Coal Creek Golf Course.
- The City has made the Forester available to residents and property owners for consultations of trees located on private property. This is not typically a service that local municipalities provide and is deemed the responsibility of the homeowner/property owner to hire an arborist for private consultations.
- There is significant pressure from residents to initiate and incorporate sustainability into parks operations and maintenance. Parks supports the sustainability initiatives. A few of the programs such as composting, dog waste composting, pollinator gardens, and integrated pest/weed management are labor intensive to fully implement. While these items are often integrated into urban/suburban parks and infrastructure systems, each new program requires a unique maintenance and management regime that impacts maintenance and operations budgets. The City has been open to expanding services based on requests from residents, but it should be noted that these programs are often offshoots of services typically provided by municipalities with significantly larger populations and resources.

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Recognizing that the integrity of the City’s parks system relies on the ability of the City to manage and maintain each component of this cherished system, the City embarked on the development of the General Maintenance and Management Plan to identify strategies and tools to identify assets and maintenance needs of each asset. The General Maintenance and Management Plan is organized into three deliverables:

1. **Summary of Findings:** Includes an overview of initial research, including staff interviews that were used to inform the targeted Levels of Service in response to expectations of City residents and elected/appointed officials.
2. **Annual Work Plan:** Includes specific steps and tasks necessary to inventory and manage existing assets and maintenance tasks.
3. **Appendices:** Supporting documentation, including interim tools, to document and expand the City’s inventory in preparation for the transition to utilizing management software.

The General Maintenance and Management Plan will assist Parks in tracking specific assets and the maintenance required to care for those assets in preparation for annual budget requests and capital improvement plans.

### Overall Assessment of Park Maintenance Operations

The goal of this project is to improve maintenance planning and operations and guide Parks toward higher performance. To achieve that, the consultant team performed a review of maintenance planning processes and Parks operations. The result of data and document reviews, interviews, and analyses indicate that there is a consistent approach to park operation and maintenance within Parks, but the process is not formal or documented. Overall, Parks maintenance organization is functioning at a maturity level between “Initial/Ad Hoc” (Level 1) where processes are minimally controlled and mostly reactive and “Repeatable (Level 2),” where processes are generally understood but not always documented. Some areas are functioning at a higher level, such as snow removal, where there is a strong emphasis on providing access to the park assets during inclement weather. In addition, the sense of teamwork and pride in making the City a better place to work and live was evident. Amongst department leadership, there is a strong recognition of the need and a desire to think strategically about park maintenance.

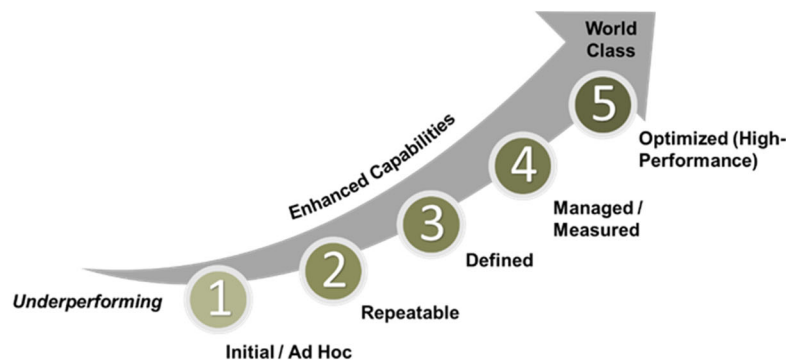


Figure 1. Capability Maturity Model Levels

Parks maintenance organization currently has 23.5 FTEs that have primary responsibility for grounds maintenance. Parks is supplemented by contractors, but the FTE equivalent of the contractors is not able to be determined using current contract data. As shown in Table 1, a comparison of the APPA maintenance staffing benchmarks indicates that with current in-house staffing, it would be feasible for Parks to consistently deliver grounds maintenance services between APPA level 4 (Moderately Low-level) and level 3 (Moderate level) across its roughly 356-acre portfolio. With additional data to evaluate the outsourcing influence on the staffing levels, the level of service could be closer to APPA level 2 (High-level). Using this benchmark as guideposts, a strategic staffing plan and measurement and monitoring of outcomes can make future staffing adjustments to staffing levels more consistent, defensible, and directly linked to service level and stakeholder needs. For more discussion of APPA and the levels of service, refer to the benchmarking section later in this report.

	State-of-the-Art Maintenance Level 1	High-Level Maintenance Level 2	Moderate Level Maintenance Level 3	Moderately Low-Level Level 4	Minimum-Level Maintenance Level 5
Total Recommended Grounds FTEs	62	40	29	14	7
Square Feet per Grounds FTE	250,914	387,899	538,656	1,078,899	2,095,486
Acres per Grounds FTE	5.76	8.90	12.37	24.77	48.11

Table 1. APPA’s service level model for maintenance staffing

In addition, the consultant team reviewed Parks data against National Recreation and Parks Association (NRPA) 2022 benchmarks, as shown in Figure 2. Using the NRPA benchmarking data, Parks is in line with their peers on staffing levels based on population. However, Parks maintains significantly more acreage of parkland than its peers that reported data to NRPA, which must be taken into account when considering staffing levels. Another notable item from the NRPA benchmarks is that the City provides more park acreage per resident than its peers and has a smaller residents per park and playground ratio.



Figure 2. City of Louisville Comparison to NRPA Benchmarks

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Based on our assessment of Parks maintenance functions as they are currently configured, a priority recommendation of this report is the development of a maintenance program that includes strategic planning, process improvement, and continual measurement and monitoring. Alignment to a standard, such as the NRPA's Commission for Accreditation of Park and Recreation Agencies (CAPRA) standard, will enable Parks to build a program that is rooted in strategic alignment, repeatable and defensible processes, and a focus on continual improvement. The CAPRA standard provides an authoritative assessment tool for park and recreation agencies to demonstrate they have the operational capacity to deliver programs, facilities, and services at a high level of quality. Using the CAPRA standard as a guiding framework enables the City to build and sustain the long-term change Parks is seeking.

Further, a structured maintenance program that includes maintenance and capital planning functions facilitates several positive outcomes:

- Reduction in life cycle cost
- Reduced risk of failure of critical systems
- Increased customer satisfaction, both internal and external
- Improved asset reliability and performance
- More effective preventative and corrective maintenance programs
- Decrease in emergency repairs, outages, and response requirements

The advantages of a well-documented maintenance function will be alignment of Parks Department maintenance function with the City's strategic objectives, more streamlined operations, consistent application of maintenance practices to optimize asset life cycle, effective use of in-house and outsourced resources, a work and career development environment for Parks employees, and long-term reduction in the cost of the maintenance and capital renewal.

**Key Findings and Recommendations:** The primary objective of the General Maintenance and Management Plan is to provide guidance and feedback to both management and staff involved in the daily maintenance of parks and Parks assets. The plan includes detailed inventory data and analysis to better understand the costs associated with specific tasks and identifies targeted Levels of Service that identifies specific maintenance regiments for each asset. The following recommendations identify specific areas of concern that would improve efficiency and allow for more accurate cost assessments related to maintenance and management.

1. Implement and document consistent maintenance processes, levels of service, and customer expectations.
2. Develop a preventative maintenance plan and a documented inspection process.
3. Adopt Lucity software to manage maintenance workflow.
4. Implement a staffing plan consistent with the benchmarking data. This plan should include a more detailed labor needs analysis to determine specific staff types and ratios based on the desired levels of service.
5. Develop a system to document and track actual staff task time. Use this data to inform an Annual Work Plan for routine maintenance and contingency plans for corrective maintenance.
6. Complete inventory of assets, refine accuracy of data, and add the data to Lucity.
7. Conduct Parks-specific resilience planning that includes security, emergency preparedness, and continuity of operations.
8. Implement a performance management system with consistent asset facilities-related key performance indicators (KPIs) that accurately measure the effectiveness of asset maintenance.

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## Scope of Work

The process for the development of the General Maintenance and Management Plan for Parks consisted of the following tasks:

- A. **Review of Organization Data:** Extensive data was provided to the consultant team by the City, which included the following information:
  - 1. City of Louisville Values, PROST Goals, Key Performance Indicators
  - 2. City Council Input: Survey
  - 3. Management and Parks staff interviews
  - 4. Inventory of Parks assets
  - 5. Financial Information: Parks budgets
  - 6. Operational Information: Organization chart, outsourcing
  
- B. **Analysis of Data:** Parks and their levels of service and operations were evaluated and assessed using available data. The analysis focused on existing levels of service, staffing, city council and community expectations, current management practices and organizational structure as well as internal communication and task distribution methodology. Additionally, there are other factors both quantifiable and qualitative that informed the analysis:
  - 1. City Values and Expectations
  - 2. Levels of Staff: Full Time and Seasonal
  - 3. Operations: Task Distribution, Communication, and Prioritization
  - 4. Outsourced Contracts: Frequency of Services and Term of Contract
  - 5. Maintenance Standards
  - 6. Costs: Staffing, Equipment (Fleet and Facilities were excluded from the analysis)

The development of Parks General Maintenance and Management Plan included several tasks as identified in the contracted Scope of Services, including:

### Internal Surveys and Staff Interviews

In conjunction with City staff, the consultant team prepared and distributed a survey to City Council and the Parks & Public Landscaping Advisory Board (PPLAB) to gauge understanding of parks maintenance roles, responsibilities, and satisfaction with current maintenance levels of service and activities. The consultant team also facilitated a series of staff interviews to ascertain current understanding of roles, responsibilities, communication procedures, efficiencies/inefficiencies, and day-to-day decision making.

### Staffing Assessment

Using NRPA benchmarks, the team reviewed staffing levels to understand staffing as a percentage of the overall operational budget and to identify potential gaps based on desired Level of Service.

### Asset Inventory

Data assembly is a critical component to understanding the extent of existing asset inventory information, including the number of parks, playgrounds, recreation amenities, rights-of-way, medians, etc. A detailed asset inventory is included in the Annual Work Plan template and Appendix D. After assembling and reviewing existing data, including inventory and budget line items, the consultant team

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identified existing data gaps and made recommendations for expanding categories that could be linked to future task order assembly and distribution.

### **Performance Standards and Measures**

To evaluate the current state of parks from a broad perspective, the consultant team used a framework for high-performance that is based on the Malcolm Baldrige quality management framework and the NRPA national accreditation standards. The use of the NRPA standards allows us to analyze Parks overall park management practices and provide qualitative performance measures.

### **Service Contracts and Partnership Agreements**

The consultant team reviewed budget information related to existing year-round and seasonal service contracts and identified impacts on current staffing levels and performance standards. Data from partnership agreements between Parks and HOAs was not currently available, but the consultant team discussed the need to better understand and track partnership agreements that impact maintenance operations.

### **Recommendations and Implementation: Annual Work Plan**

Using the assessments and findings generated to date, the consultant team developed an Annual Work Plan (AWP) template and identified opportunities for outsourcing. The Annual Work Plan is set up as a plan from Parks perspective that summarizes strategy, key maintenance processes, and metrics. The plan will serve as a tool for Parks to determine staffing needs and projections related to specific tasks. The template will need to be completed by City staff as more information is collected and gaps are eliminated.

The Annual Work Plan is supplemented by an inventory of data that was assembled previously as part of the PROST Atlas and supplemented by an expanded inventory which is detailed in AWP Appendix B. These appendices include information regarding methodology and how to apply the data to inform the Annual Work Plan.

### **Maintenance, Management, and Labor Needs for New Amenities**

The Annual Work Plan is a tool for anticipating how Parks will accommodate and service landscape and infrastructure capital improvement projects. As data from Parks daily operations is expanded to collect detailed task data, Parks will have an increasingly accurate understanding of costs of routine maintenance for a given asset and level of service. Parks can use this information to accurately predict how capital improvements will impact routine maintenance programs, and proactively adjust their departmental FTEs to accommodate new and/or improved assets.

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## Summary of Existing Data

### Existing Data

At the kickoff of the project, the consultant team presented the City with an extensive list of a wide range of data and information about Parks operations. Through March and April of 2022, Parks provided information ranging from GIS data and park inventories to master plans, biennial budgets, and codes, to whiteboard snapshots and screen captures of irrigation maintenance software. Additionally, members of Parks staff, City Council, and PPLAB were made available for personal interviews. The team was provided with an in-depth perspective of the processes and procedures that allow Parks to provide the services that the community so greatly values. In the initial review of existing data, it was determined that to quantify the staffing needs of the Maintenance Department more fully, additional data in the form of an expanded inventory would be necessary. Existing data and additional data collected during this effort is identified and detailed in Appendix D Asset Classification. It should be noted that there will continue to be a need for Parks staff to both maintain and add to the inventory database to ensure that all assets and tasks are accounted for. The list of data provided by the City is listed under Appendix C Data Sources.

### Known Data Gaps

When generating an Annual Work Plan, it is important to note that many tasks are dependent on the availability of existing data. This report recommends more comprehensive data collection regarding specific tasks that are unique to maintenance operations, and the time it takes to complete each task. Parks staff is aware that they currently do not collect all pertinent data necessary to establish a systems-based approach to operations management. The following list of missing data was generated in-house by Parks staff to supplement the data provided to the consultant team in the initial data assembly tasks.

1. **Plant Material Data.** Parks estimates that there are 10,000 trees that are publicly maintained, and it does not currently track data on the quantity of shrub bed area. It should be noted that Parks maintains significant number of medians in the right-of-way, but total square footage maintained by Parks staff has not been tabulated and should be a priority moving forward in the expansion of the existing data inventory.
  - a. **Forestry** is a city-wide operation where much of the work occurs at sites not considered to be parks, such as private property, open space, in ditches, rights-of-ways, etc.
  - b. **Horticulture beds** are the most expensive square-footage to maintain; additionally, the City's policy to control weeds without the use of herbicides using manual methods has a significant impact on horticulture services.
2. **Athletic Permitted Use Support.** Parks staff supports the permitted uses at the athletic fields, including ballfield lining and dragging, and soccer field line painting. The actual task time and resources are not tracked, with one result involving overtime and weekend work for Parks staff.
3. **Permits.** Special Use Permits, shelter rentals, City special events, Access Permits, Rights-of-Way Permits, etc. all require staff time to review and process. Cemetery staff often perform reviews and processing, as there is no dedicated staff for these administrative tasks. Additionally, Parks staff have responsibilities surrounding these events, including preparing the site and marking utilities, staffing and access during the event, and site cleanup and waste removal services afterwards. The labor and resources required for this work is not tracked.

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4. **Parks Board.** The time required to prepare packets of information to assist the PPLAB review and decision-making process is not currently tracked and requires the input of the Parks maintenance staff, as well as supervisors. Time allocation for administrative tasks should be tracked and should be construed as a critical task necessary to keep PPLAB apprised of ongoing maintenance activities.
  5. **Code Enforcement / Private Issues.** There is ambiguity in Parks regarding the maintenance of rights-of-way, HOA entries and pocket parks, Special Districts, etc. While there is significant time spent discussing, researching, and potentially performing work that is typically the responsibility of the HOA based on the original development agreement, there is little available documentation to confirm HOA roles and responsibilities of common areas. Additionally, Parks irrigation staff is often the first call made by concerned residents and other departments and often responds to leaks in irrigation systems on private property. Parks often assumes responsibility for shutting the water off and notifying the property owner. However, during the busiest maintenance season, this work goes undocumented and impacts the on-going maintenance workflow.
  6. **Maintenance Responsibility / GIS Definition.** Parks currently does not leverage the City's existing GIS database, which could assist in both establishing and documenting limits of responsibility. This can benefit staff by reducing the time spent discussing various interpretations or recollections of outdated agreements, as well as establishing parameters for on-going maintenance.
  7. **Cemetery Administration.** The time spent between the key staff members involved in the administration and unique maintenance needs of the cemetery is not well-documented or tracked, and results in a gap that impacts staffing needs for this unique asset.
  8. **"Other Duties as Assigned" / In-House Projects.** Due to the size of the work group, Parks is asked to assist with city-wide projects and duties that are not typically associated with parks. This ranges from overseeing construction projects, to staffing City events, and to waste removal at City facilities. The Department is responsive to these requests, but the time spent is not specifically tracked, nor built into on-going maintenance plans.

## Asset Inventory/Categorization

The most current GIS data was collected during the 2012 master plan process. The data includes boundary data for all areas that Parks currently maintains, as well as point data for a variety of components. However, the data has not been updated, as Parks has added assets in the past decade. Refer to Appendix B in the Annual Work Plan for asset inventory data including additional assets added since 2011. Refer to Appendix D for a detailed list of parks.

The components tracked in the GIS provide the greatest window into the on-going maintenance tasks for which Parks is responsible. However, the GIS data provides no sense of quantity of the tracked component: Bluegrass turf is a component, but overall acreage is not captured; trailheads are tracked as a component, but trail length is not captured; waste receptacles are not captured. Each of these components require on-going maintenance, and the extent of the maintenance (i.e., assigned task-hours) is determined by the quantity of the component.



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Currently the PROS department categorizes the parks and open spaces within the master plan into one of nine Ownership Categories:

1. Louisville: 118 sites, 1,157.33 acres
2. Joint Ownership: 11 sites, 1,060.2 acres
3. Other: 13 sites, 1,298.5 acres
  - a. Boulder County Parks & Open Space: 1 site
  - b. Boulder County: 2 sites
  - c. Boulder Valley School District: 1 site
  - d. City of Boulder: 3 sites
  - e. City of Lafayette: 3 sites
  - f. PSCOC: 1 site
  - g. CDOT: 2 sites

While these categories serve to illustrate the areas owned by different entities, they are not helpful in determining on-going maintenance needs or anticipated levels of care for individual sites, especially as it relates to Parks services, which occur across all facility ownerships and types.

The second level of categorization provided in the Master Plan is by Class, of which there are five categories.

1. Golf Course: 1 site, 154 acres
2. Open Space: 47 sites, 2,871.75 acres
3. Open Space, Other: 2 sites, 3.0 acres
4. Parks: 66 sites, 406.28 acres
5. Parks, Other: 26 sites, 81.0 acres.

Again, these categories are sufficient to provide a secondary summary of the ownership of the assets, however they fall short of grouping sites or summarizing areas of varying maintenance needs. For example, the “Parks” and “Parks, Other” assets vary from a regional athletic complex to an undeveloped neighborhood pocket park, or a highway right-of-way to a destination playground.

The current asset inventory does not reflect day-to-day operations of Parks. Parks with playgrounds do not have the same maintenance requirements as undeveloped pocket parks; back-of-lot trail corridors do not have the same maintenance requirements as C-DOT rights-of-way. Parks should track how those assets and components drive the Annual Work Plan. To this end, the Annual Work Plan template submitted along with the Summary of Findings builds upon the inventory of 2011 and expands the number of inventoried components in the overall asset database. Data sheets have been developed that compile and organize this new data for improved labor and task tracking in preparation of the Annual Work Plan.

## **Service Contracts**

Currently, Parks contracts out several on-going maintenance tasks. These tasks include turf maintenance, downtown flower planting, downtown tree lighting, and horticultural bed care. Parks has spent an average of \$342,000 annually on contracted maintenance services in the past three years.

no	DEPT / FUND	CONTRACT	2019 CONTRACT VALUE	2020 CONTRACT VALUE	2021 CONTRACT VALUE
1	STREETSCAPE	Prof Serv - Other	\$720.26	\$1,980.00	\$2,194.83
2	STREETSCAPE	Prof Serv - Mowing	\$43,708.39	\$44,440.73	\$42,246.54
3	STREETSCAPE	Prof Serv - Pest Control	\$1,290.24	\$1,410.57	\$1,441.26
4	STREETSCAPE	Prof Serv - Weed Control	\$0.00	\$0.00	\$0.00
5	STREETSCAPE	Prof Serv - Landscape Maintenance	\$7,214.46	\$3,284.00	\$1,160.75
6	STREETSCAPE	Prof Serv - Tree / Hort Maintenance	\$20,527.50	\$16,167.00	\$22,760.00
7	STREETSCAPE	Prof Serv - Conc / Sidewalk / Trail	\$1,777.04	\$1,777.04	\$1,777.04
1	PARKS	Prof Serv - Custodial	\$15,031.60	\$22,823.31	\$42,900.00
2	PARKS	Prof Serv - Branch Site Grinding	\$21,161.25	\$12,500.00	\$12,500.00
3	PARKS	Prof Serv - Other	\$3,881.00	\$1,686.00	\$4,950.01
4	PARKS	Prof Serv - Mowing	\$97,710.76	\$93,252.22	\$88,478.19
5	PARKS	Prof Serv - Pest Control	\$3,010.56	\$3,291.33	\$3,362.95
6	PARKS	Prof Serv - Weed Control	\$0.00	\$0.00	\$0.00
7	PARKS	Prof Serv - Landscape Maintenance	\$9,433.18	\$8,520.70	\$72,589.08
8	PARKS	Prof Serv - Tree / Hort Maintenance	\$15,900.00	\$13,387.50	\$16,689.52
9	PARKS	Prof Serv - Conc / Sidewalk / Trail	\$12,235.88	\$17,999.99	\$15,000.00
10	PARKS	Prof Serv - Tennis Court Repairs	\$52,802.00	\$0.00	\$0.00
1	CEMETERY	Prof Serv - Investment Fee	\$21.46	\$9.39	\$22.40
2	CEMETERY	Prof Serv - Bank Charges	\$2,478.81	\$3,008.50	\$4,431.28
3	CEMETERY	Prof Serv - Other	\$2,420.00	\$2,420.00	\$2,650.00
4	CEMETERY	Prof Serv - Mowing	\$24,241.37	\$32,327.45	\$30,731.32
5	CEMETERY	Prof Serv - Landscape Maintenance	\$928.34	\$0.00	\$0.00
6	CEMETERY	Prof Serv - Tree / Hort Maintenance	\$900.00	\$0.00	\$0.00
1	ATHLETICS	Prof Serv - Custodial	\$400.00	\$0.00	\$0.00
2	ATHLETICS	Prof Serv - Other	\$6,587.70	\$12,620.00	\$17,641.88
3	ATHLETICS	Prof Serv - Landscape Maintenance	\$1,992.98	\$1,644.40	\$1,553.97
1	TOTAL	Sum: Mowing	\$165,660.52	\$170,020.40	\$161,456.05
2	TOTAL	Sum: Pest Control	\$4,300.80	\$4,701.90	\$4,804.21
3	TOTAL	Sum: Land. Maint.	\$19,568.96	\$13,449.10	\$75,303.80
4	TOTAL	Sum: Tree / Hort Maint.	\$37,327.50	\$29,554.50	\$39,449.52
5	TOTAL	Sum: Conc / Sidewalk / Trail	\$14,012.92	\$19,777.03	\$16,777.04

Table 2. Existing Outsourced Contract Data

Parks does not maintain records of contract performance for the tasks that are outsourced, which creates a gap in understanding what efficiencies are gained with the City's current service contracts.

Service contracts are valuable to an organization like Parks in two ways. Specialized skills and resources that are not available within the organization can be found in the private sector. A current example in Louisville is the downtown flower planting program. Urban annual flowers add color and celebration in a downtown setting but require watering and care multiple times per week. Rather than delegate a single, specialized staff person to this task, Parks could provide oversight requiring a fraction of the time and outsource this task to a private individual or business.

Conversely, the turf maintenance program requires significant labor, but the tasks require little specialized skills. Here, Parks can lean on the labor pool of the private sector, able to handle the ebb and flow of seasonal labor more efficiently than the public sector. Turf maintenance is an example of Parks focusing the staff's time on oversight and review, while allowing private companies to collect the person-power necessary to maintain bluegrass on a weekly basis.

Based on 2022 data from the City of Louisville Human Resources Department, the median total compensation value (salary plus retirement and benefits) for Parks employees was approximately

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\$84,000. If \$84,000 is used as an estimate for the cost of a new Parks employee (FTE), based on the average annual contract amount of \$342,000, Parks could hire four additional employees for approximately the same cost. Parks would need to determine if those four new employees could accomplish everything done under the existing contracts.

The Inter-Government Agreements (IGAs) that govern the maintenance of the Open Space assets under varying ownerships were not provided and, by nature of being under the authority of Open Space, were excluded from the scope of this report. However, the tasks that Parks performs at these locations (flower bed maintenance, snow removal, pest management, etc.) impact the overall staff and resource needs of Parks. Tracking the tasks specifically required through these IGAs will allow Parks to capture some of the labor and data that currently is unrecorded.

## **Software**

The City's Public Works department has adopted the Lucity city management software platform as a means of gaining departmental operational efficiencies. The department uses it to prepare on-going maintenance schedules, track asset lifecycles, record work performed, track performance measures, and create reports.

The Parks irrigation team currently utilizes GIS-based software to maintain an inventory of irrigation system data throughout the City. Independent of the rest of Parks, the irrigation team members have catalogued the irrigation system at every site they maintain, including capturing lifecycle information, preventative maintenance schedules, and labor requirements.

## **Benchmarking Analysis**

Benchmarking can be an effective tool to identify costly or inefficient practices within the organization. The consultant team utilized the following industry benchmark reports to provide Parks with industry standards on maintenance costs and staffing levels:

- Association of Higher Education Facilities Officers (APPA) Operational Guidelines for Educational Facilities, Maintenance (2nd edition), and Custodial (third edition)
- National Recreation and Park Association (NRPA) Agency Performance Review, Park Facilities, Programming, Responsibilities and Staff, 2022

For the benchmark analysis, the following data was provided by the City:

Data Description	Quantity
Number of Parks	37
Overall acreage/square footage	355.83 AC / 15,549,955 SF
Number of Residents living in Louisville (US Census 2020)	21,226
Maintenance budgeted amount of expenses (2022)	\$2,837,320
Revenue	\$1,311,680
Maintenance Staff (Filled and Vacant Positions)	23.5
Number of playgrounds	16
Deferred Maintenance	Not provided
Number of Basketball Courts	7
Number of athletic fields	14

Table 3. Summary of Benchmarking Data

### Maintenance Staffing and Level of Service

A detailed labor-needs analysis was not within the scope of this project and would require a consolidated staff assignment matrix and work order analysis that is currently not available. However, we made a high-level comparison of current staffing to industry benchmarks to gain a general sense of Parks staffing levels. Benchmarking is useful for making relative comparisons but should not be considered definitive for developing staffing levels.

Data provided by Parks showed that there were 23.5 FTE (22.31 Parks and 1.19 cemetery) staff members that are currently identified as having primary responsibility for grounds maintenance. Although the function of the dedicated grounds maintenance personnel varied, and included some unique responsibilities, these individuals were responsible for carrying out the grounds functions. In addition, Parks staff are supported by contractors. Contracts currently do not mandate the number of employees or the amount of time a contractor is required to perform the tasks associated with grounds maintenance.

Table 4 represents a comparison of Parks staffing levels (not including contractors) against APPA's service level model for grounds maintenance staffing.

	State-of-the-Art Maintenance Level 1	High-Level Maintenance Level 2	Moderate Level Maintenance Level 3	Moderately Low-Level Level 4	Minimum-Level Maintenance Level 5
Total Recommended Grounds FTEs	62	40	29	14	7
Square Feet per Grounds FTE	250,914	387,899	538,656	1,078,899	2,095,486
Acres per Grounds FTE	5.76	8.90	12.37	24.77	48.11

Table 4. APPA's service level model for maintenance staffing

The advantage of looking at staffing through the lens of the APPA staffing model is that service level is considered, and staffing levels are linked to service level desired and/or provided.

A comparison of the APPA maintenance staffing benchmarks indicates that with current in-house staffing, it would be feasible for Parks to consistently deliver grounds maintenance services between APPA level 4 (Moderately Low-level) and level 3 (Moderate level) across its roughly 356-acre portfolio. With additional data to evaluate the outsourcing influence on the staffing levels, the level of service

could be closer to APPA level 2 (High-level). Using this benchmark as guideposts, a strategic staffing plan and measurement and monitoring of outcomes can make future staffing adjustments to staffing levels more consistent, defensible, and directly linked to service level and stakeholder needs. Based on our discussions with staff, there are additional maintenance duties performed by Parks employees for the open space areas of the City, but the areas and amount of time associated with this effort is not included in the analysis.

### NRPA Agency Performance Review Benchmarks

This high-level analysis is to provide an indication of where Parks metrics would be as compared to other agencies who report data to the NRPA agency performance review database. This analysis does not account for any overlapping community population or shared resources within Parks. Data associated with Open Space has not been included with any of the analysis.

Cost of Parks grounds maintenance was calculated using the 2021 budget in select categories of maintenance and operations using the NRPA agency review performance indicators. Table 5 summarizes our analysis of NRPA Park Metrics Review based on the budgeted expenditure data provided by Parks and shows for one of the metrics that, on a per capita basis, the average annual spending on Parks maintenance function fell above NRPA all agency average and the reporting agencies with less than 20,000 residents.

NRPA Benchmark	City of Louisville	NRPA 2022			
		Population Less than 20,000	Population 20,000 to 49,999	All Agencies (median)	Colorado reported (median)
Residents Per Playground	1415	1986	3111	3750	2809
FTE's per 10,000 residents	11	11.3	11.1	8.9	69
Operating Capital Per Capita	\$134.00	\$117.00	\$110.00	\$93.00	\$249.00
Acres of parkland per 1,000 residents	17	12.9	10.6	10.4	24.8
Residents per park	574	1233	1941	2323	1798
Revenue to Operating Expenditures	46.23%	25.00%	25.00%	24.00%	26.90%
Annual Operating Expenditures	\$ 2,837,320	\$ 1,200,000	\$ 3,500,000	\$ 5,079,256	Not Available

Table 5. NRPA Benchmarks Review

Using the NRPA benchmarking data, Parks is in line with their peers on staffing levels and has a higher operating budget per capita. However, the City maintains significantly more acreage of parkland than its peers that submitted to the NRPA database. Utilizing peer data for benchmarking is informative at a high level, but reporting peers could be understaffed, skewing the data. Using the APPA analysis, which includes a level of service, is a standard to compare versus looking at peer reporting. However, there is a large difference with the APPA analysis, showing the Department is significantly understaffed for the levels of service Parks is providing. If data can be provided to the consultant team on the FTE equivalent for contractors and ensure that we have accounted for all seasonal employees, we can provide a better comparison to APPA standards.

Other notable items from the NRPA benchmarks, Parks provides more parkland per resident than its peers and has a smaller residents per park and playground ratio. The included Colorado benchmarks include two entities that reported information to NRPA. However, the size of those entities is not known.

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## Performance Standards Analysis

To evaluate the current state of parks from a broad perspective, the consultant team used a framework for high-performance that is based on the Malcolm Baldrige quality management framework and the National Recreation and Parks Association (NRPA) national accreditation standards. The use of the NRPA standards allows us to analyze Parks overall park management practices and provide qualitative performance measures. Our evaluation includes a review through the lens of a high-performance organization which assesses maturity from several perspectives and emphasizes long term planning and alignment with industry best practices. High performance organizations are those that are skilled at developing a strategy, implementing a plan to follow that strategy, operating with an effective performance management system, and continuously reassessing and adjusting their plan to meet a changing environment and maintain continual improvement.

Using this approach provides a multi-faceted understanding of Parks current maintenance and management planning and establishes a roadmap to move forward. Our framework considers these dimensions, as shown in Figure 3. However, this scope of work was limited to maintenance and management planning which is primarily from the process management perspective. As we aligned our framework with NRPA standards, we also included some areas of the performance categories of workforce development, and measurement and analysis.



Figure 3. High-Performance Categories

The consultant team utilizes this framework to develop a roadmap for continuous improvement. Using this high-performance framework allows for continuous monitoring of performance to achieve the operational results that Parks is looking to achieve. We assess the performance of the organization and make recommendations for improvement by:

- Evaluating key characteristics of how the organization functions
- Evaluating the quantitative and qualitative measures currently in place
- Comparing existing processes and practices to industry best practices
- Identifying strengths and weaknesses
- Outlining a process for continuous improvement

Through this framework, we evaluated the current Parks maintenance and management planning. We are providing recommendations that detail specific and realistic ways Parks maintenance planning can incorporate strategic planning, align the strategy with the City's strategic initiatives, improve business processes, optimize its maintenance structure, become more effective and efficient with its resources, and deliver on its organizational objectives. We also developed an Annual Work Plan that is provided as

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a separate deliverable that serves as the template for which Parks leadership can integrate the goals and strategies within NRPA into their own maintenance management plan.

## Strategic Planning & Alignment to Standards

The development of a maintenance program that includes strategic planning, process improvement, and continual measurement and monitoring is crucial to effective Parks operations. Alignment to a standard such as the CAPRA standard will enable Parks to build a program and not just a plan. A program is a system rooted in strategic alignment, repeatable and defensible processes, and a focus on continual improvement. Using the CAPRA standard as a guiding framework enables Parks to build and sustain the long-term change the City is seeking.

In addition to the specific items in our scope of work, high-level planning items from the CAPRA standard are important to consider as Parks continues to mature the maintenance program. This includes utilizing a performance management system that enables Parks to collect the right data, formulate that data into business information, and consider that business information in determining the efficiency and effectiveness of Parks operations and maintenance.

An effective maintenance program will:

1. Include an organizational structure that is tailored to the needs and requirements of the organization
2. Contain goals and objectives that align with City goals
3. Use time, personnel, equipment, and materials effectively
4. Include work schedules based on established policies and priorities
5. Emphasize preventive maintenance
6. Ensure adequate resources
7. Incorporate environmental stewardship
8. Assume responsibility for visitor and employee safety
9. Ensure compliance with federal, state, and local laws and regulations
10. Make maintenance a primary consideration during design and construction

## Organizational Structure

The current organization chart is organized by asset type, similar to the PROST Atlas: cemetery, athletic fields, natural areas. This is beneficial for cataloging areas and prioritizing departmental specialties, but this method is limiting given that many of Parks tasks are performed at sites all across the City, not specific or limited to parks, or even open space sites. The services provided throughout the City by Forestry, Horticulture, Irrigation, Turf Maintenance, and Snow & Ice Removal are essential to the public perception of Parks and have safety and welfare implications.

We recommend the organization of Parks establish service departments (forestry, irrigation, etc.) at the same leadership level as the site departments (cemetery, parks, etc.). Organizing Parks with service departments represented at the leadership level will allow those departments the opportunity to contribute to overall Parks resource and maintenance planning, as well as establish their own strategic plans, and their own measuring and monitoring standards, specific to their service departments. Each of these service departments works across the City to maintain the overall campus of the City of Louisville,

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in order to prioritize needs and requests from throughout the City, and to balance Parks overall FTE's against the growing needs of the site departments.

Another opportunity to improve the function of Parks through organization is to collect the administrative functions of Marketing, Volunteer Coordination, Information Technology, and Administrative Tasks directly under the Director. Marketing and volunteer coordination responsibilities occur in most other City departments, and in each of the sub-departments within Parks. These efforts can then be better coordinated with city-wide resources and prevent the duplication of efforts by multiple departments within Parks.

Finally, the organization structure should reflect the full staff build-out of each sub-department under Parks, based on the Annual Work Plan. As sites are assigned levels of service, and areas totaled, labor hours required for routine maintenance will determine the requisite number of staff. The organization chart should show the number of staff necessary to maintain the desired level of service at all sites throughout the City.

Organizing Parks with an emphasis on service departments will help Parks prepare accurate and executable strategic plans, with the ability to develop productive measures and standards, while monitoring their process improvement.

## **Maintenance Process Management**

Operations and maintenance of parks ensures Parks assets are maintained appropriately and Parks operations provide a satisfactory environment to meet the community's needs. In this assessment we focused on maintenance processes, asset management processes, grounds, sustainability, and business resilience. Effective maintenance operations lead to enhanced recreational experiences, increased efficiency, reduced liability, and improved public image.

The following sections of the NRPA CAPRA standard (Sixth Edition 2019) were reviewed as part of this scope of work:

- 7.5 Maintenance and Operations Management Standards
  - 7.5.1 – Facility Legal Requirements
  - 7.5.2 – Preventative Maintenance Plan
- 7.10 – Maintenance Personnel Assignment Procedures
- 4.2 Staff Qualifications
- 4.3 Job Analyses for Job Descriptions

## **Current State**

Operations and maintenance duties and responsibilities are known well within Parks due to the longevity of the employees, and the overall operation is consistent. Documented processes are typically a whiteboard with monthly/daily tasks with no computerized tracking system. Maintenance tasks are assigned and completed regularly, but the processes for assignment, completion, and when to utilize contractors are not consistent or documented. Contracts do exist for contractors, but the documentation of maintenance performance is not standardized.

Based on our discussions, Parks staff indicated that they currently operate at the following APPA levels of service:



Area	Score	Existing Level of Service
Turf care –	2.5	Grass cut between 5 and 10 days
Fertilizer –	2/4	2 for Turf: Healthy and growing vigorously; 4 for Shrubs: Not fertilized
Irrigation -	1	Automatically controlled
Litter -	3	Two to three times a week on average, depends on park use.
Pruning -	4	At least once per season
Disease -	4	When noticeable damage observed, and sustainability requirements dictate control
Snow	2	Removed by noon the next day
Surfaces -	3	Repaired when appearance have noticeably deteriorated
Repairs -	2	Done whenever safety is a concern
Inspections -	4	About once per month
Flowering -	3	Only perennials

*Scoring: (1) – Showpiece facility; (2) - Comprehensive stewardship; (3) – Managed Care; (4) – Reactive Management; (5) Crisis Response.*

Table 6. Estimate of Levels of Service Based on Data Collected and APPA Scores

**Asset Data**

Currently, the City holds some asset information in GIS-based point data about parks, open spaces, civic facilities, and rights-of-way. The primary data collected was the location of each area within the City where Parks has ownership and/or work requirements, and the overall acreage. Within this data, available components are listed, such as athletic fields, picnic shelters, or trailheads. Based on field review and staff accounts, the data is accurate but lacks a few additional assets that the City added in the past ten years. The asset data is lacking much information about components that drive maintenance tasks. However, this asset data provides an excellent framework to incorporate additional component data, and this report provides recommendations on how Parks completes the physical asset inventory.

To determine the appropriate inventory level or groups of assets, the following elements should be considered:

1. Maintenance requirements
2. Portable vs. fixed systems
3. Financial cost of the asset
4. Criticality (impact to mission if it fails)
5. Preventative maintenance labor required
6. Life safety/regulatory requirements with record-keeping and inspection
7. Commonality of preventative maintenance tasks
8. Similar schedules of preventative maintenance

The consultant team recommends a new asset classification system based on landscape management type (listed in Appendix D) that includes additional classification layers beyond the “ownership” and “class” categories originally assigned in the Atlas. The asset data should be organized to align to Lucity’s data management and organizational structure capabilities. These new landscape management type classifications are necessary because maintaining one acre of right-of-way is not the same as

maintaining one acre of park. The acres of “parks” does not reflect the breadth of scope that Parks is required to maintain; and sites that are not really “parks” require Parks maintenance and time (flower beds at the police department site; or tree pruning at the library). Each landscape management type classification has a set of tasks associated; based on the frequency and detail of those tasks, a level of service will be achieved (or: assigning a Level of Service will dictate the frequency / detail of the tasks). Cumulating all the sites that Parks has task-responsibilities and understanding the level of service desired at each site, will provide Parks with a framework for the necessary funding to achieve the community’s goals.

To better understand the maintenance needs (tasks) for each site, the sites were divided into seven landscape management type classes, which consider similarities of components, on-going maintenance tasks, preventative maintenance tasks, and use. The division of sites by landscape management type classification will help Parks assign levels of service to each site. For example, Parks may determine that they would like the Louisville Sports Complex to be a Level of Service 1 and the athletic fields at Miner’s Park may be a Level of Service 3. This will translate not only into greater frequency of fertilization, mowing, or turf care at the Sports Complex, but also greater frequency of waste removal, urgency of irrigation repairs, and more frequent maintenance of the shrub and perennial beds at these parks.

The categorization of assets into the landscape management type classification categories reveals Parks tasks across other non-park areas of the City such as the police facility, rights-of-way, and developed neighborhood entries. Especially revelatory is the Forestry, Irrigation, Horticulture, Turf Maintenance, and Snow & Ice tasks across all landscape management type classification categories. By assigning the Level of Service to sites in the Annual Work Plan, a more complete picture of required maintenance will be captured. Additional task time can be summarized in reports to City Council requesting resources. See Table 7 below for an example of task lists provided in the AWP, Appendix C.

## Facilities

Sheet Last Updated \_\_\_\_\_

The Facilities Landscape Type applies to sites that Parks performs tasks and services, but are otherwise owned and managed by another City department. From the public perspective, these sites represent the City and reflect civic pride.



### Grounds Categories

		QTY	LOS 1 (Best)	LOS 2	LOS 3
1	TURF	SF	Bluegrass mowed every 3 to 5 working days; Aeration 4 times per year; Reseed/sod as necessary; Less than 1% of turf area has weeds present.	Bluegrass mowed once every five working days. Aeration carried out not less than two times per year. Reseeding or sodding done when bare spots are present. Weed control when there is a visible problem or when weeds represent 5 percent of the turf surface.	Bluegrass mowed every ten working days; no aeration, or only when fertilizing; Reseed/sod when bare spots appear; Weed control measures when 50% of small areas, or 15% of turf area has weeds present.
	Bluegrass Turf				
2	FERTILIZATION	SF	Adequate fertilization according to optimum species requirements. NPK ratios to follow local guidance; application rates and frequency should ensure an even supply of nutrient for the entire year.	Adequate fertilizer level to ensure all plant materials are healthy and growing vigorously. Rates should correspond lowest recommended rates. Nitrogen, phosphorus, and potassium percentages follow local recommendations. Trees, shrubs, and flowers receive fertilizer to ensure optimum growth.	Applied only when turf vigor is low; application once per year at one-half recommended amount.
	Bluegrass Turf				
	Flower & Perennial Beds				

Table 7. Sample Portion of a Task List by Landscape Management Type

The core of this revelation is that Parks serves as the grounds maintenance team for the entire City of Louisville. A part of this is a reflection on the magnificent performance of Parks: their reliability and

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professional execution have made them the go-to department for many “outside” challenges the City encounters. Irrigation and forestry both have obligations to private residents; Parks has played a strong role in snow removal throughout the City and has taken a lead with the Fire Recovery response.

However, a combination of asset areas and community expectations has left Parks staff under-resourced to cover the day-to-day maintenance of assets. Once Parks is able to track the actual time spent within these different landscape type categories, on specific components, there will be a realization of the real costs to Parks for assets beyond the listed acreage of “parks.” As Parks develops a system of tracking this data, Parks will be able to produce accurate, timely, and straightforward reports.

## **Maintenance and Operations Recommendations:**

### *Maintenance*

1. Develop a preventative maintenance plan to provide periodic, scheduled inspections, assessment and repair, and replacement of infrastructure, systems, and assets. This includes certifying, checking, or testing for optimum operation based on applicable industry standards, local guidelines, City requirements and/or manufacturer’s recommendation for maintenance and replacement of parks, with the intent to ensure that park assets are maintained for optimum use and safety and have the ability to reach or extend its full life cycle and expected return on investment.
  - a. Establish specific maintenance goals and objectives to focus maintenance planning. Recommended goals are included in the Annual Work Plan.
  - b. Develop work schedules based on established policies and priorities.
  - c. Workflow and prioritization of the work needs be established for each classified task. Tasks within the workflow for each work order can include automatic scheduling (backflow preventer certification), who gets the work assignment, equipment and material needed to complete the work, lock out/tag out procedures, and the buildings’ point of contact.
2. Establish and implement a workflow process that recognizes needs, responsibilities, and response time requirements for daily maintenance tasks, capital renewal, preventative maintenance (PM), and corrective maintenance. Provide operational responsibilities that aligns with the staffing structure.
3. Develop service level agreements (SLA) for maintenance functions between departments and community neighbors, to clearly delineate what maintenance functions are completed by each organization, timeframes, and other expectations. Formalizing service level agreements between departments and neighbors would clarify expectations and start eliminating confusion. These can be updated once core maintenance functions are clearly defined for Parks.
4. Develop and implement a documented inspection process to inspect work performed by in-house and contracted staff. A quality assurance plan should be developed to define the required quality of work, the process used to evaluate the quality of work performed, and the process that should be followed when the quality of work does not meet the requirements. When developing the plan, first determine reasons why quality assurance problems may occur or have occurred in the past. Some reasons may include worker

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productivity, lack of necessary resources, lack of supervision, project is not appropriately staffed, or the project duration was not accurately estimated. After the reasons have been identified, document a process to resolve each within the quality assurance plan. While writing the plan, determine which reasons will likely have the largest impacts on the organization and determine a strategy to prioritize them.

5. Consolidate maintenance and capital renewal planning under the Lucity platform for major assets across Parks. For specific operational needs, continue to support and integrate workforce skills/training between major maintenance functions and operational functions.
6. Update the asset inventory within Lucity to include the integration of the water systems, park assets, park infrastructure, and recurring maintenance plan. As the inventory information develops, refinement of the data will occur. For example, area calculations of the overall park area include the baseball/softball fields as they are generated through GIS. A double counting exists of the square footage /acreage of the fields. These should be subtracted from the overall park area. Additional park assets will require the cleaning of the data to ensure accurate data.
7. Create a plan to improve the effectiveness of updating asset and equipment records and implement it. Be sure to track the process during implementation to help reach the goal of developing a more effective process.

### *Grounds*

8. Identify desired service levels for grounds functions across Parks. Determine the level of service expected for each park space type. This will ensure that visitors experience a similar level of service across all City parks and will allow you to further refine your staffing needs.

### *Sustainability*

9. Establish a sustainability policy on environmental sustainability that is aligned with the Louisville Sustainability Action Plan. The policy should address sustainable product purchasing, reduction and handling of waste, wise use and protection of land, air, water, and wildlife, and sustainable design/construction of buildings. Include Parks natural resource management plans and other areas of sustainability already implemented. Note: CAPRA strives for a zero-waste plan.
10. Develop an implementation plan based on the sustainability policy.
11. Review Parks Integrated Pest Management (IPM) strategy and on-going IPM operations, balancing the labor-intensive work against community expectations. Continue to support and revise Parks IPM program based on industry best practices.
12. Develop water conservation strategies based on CAPRA best management practices, regional successful low impact development strategies, and appropriate planting palettes.

### *Resilience*

13. Conduct Parks specific resilience planning that includes security, emergency preparedness and continuity of operations. Once this planning process is in place and plans are developed, there will be tactical operational items to consider such as routinely reviewing these plans, conducting after action reports, and continual improvement in these areas.

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Specific short-term recommendations that could be implemented prior to the planning process include:

- a. Conduct physical security assessments of all parks. This assessment will provide a means of understanding risks and vulnerabilities, prioritizing needs and solutions, and creating a long-term, sustainable safety and security plan.
- b. Develop Parks specific emergency preparedness plans and ensure staff receives the required training.
- c. Communicate and educate personnel on existing procedures through drills, tabletop exercises, and other engagement activities.

### *Regulatory Compliance*

14. Conduct a regular review of legal requirements related to facilities, such as licenses, sanitary regulations, fire laws, and safety measures, and inspections of adherence thereto.
15. Continue to work towards ADA compliance. It is our understanding recommendations are in place and the City is working towards compliance.
16. See security, emergency preparedness, and continuity of operations recommendations above.

### *Measurement and Analysis*

17. Develop a consistent performance management process. A high-performance organization will transform data into metrics to help make proactive decisions. Performance metrics are a measure of an organization's activities and performance. It is essential for organizations to identify their strategic plans, translate their strategy into operational targets, and develop a metrics program to measure and manage their performance. Metrics are among the most valuable tools available for prioritizing work and demonstrating value to the overall organization.
  - a. Review current metrics and ensure the key performance indicators (KPIs) are effective for decision-making. The KPIs should be a small number of the most valuable metrics that will help Parks leadership measure the overall effectiveness and efficiency of the delivery of services. Focus Parks KPIs on outcomes, not activities. Strive for Parks KPIs to not include any check-the-box type of metrics. A 2020 KPI refinement report for the City identified the average number of metrics reported by peer communities to be sixty-six and at the time, the City had 547 metrics; too many metrics will result in overburdening Parks, rather than creating understanding. The December 2020 KPI list provided to our team included 13 KPIs that seemed directly related to Parks and three KPIs related to maintenance and management of parks. Note, the Annual Work Plan includes a suggested list of KPIs for Parks maintenance.

### *Information Management and the Use of Work Management Technology*

18. Integrate the use of work management technology, such as the Lucity software currently utilized by the City. Use of technology is an important tool in managing maintenance workflow. A major factor in maintenance workforce efficiency is clearly defining the workflow and the use of technology to guide the organization and staffing of the ground's maintenance function. Although different technologies

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were in use to guide the maintenance function across the department, it is our understanding that Lucy is an available software application. Lucy, when used to its fullest potential, as identified in our recommendations below, should meet the needs of Parks. Work order development can include preventative maintenance, corrective maintenance, capital improvements, and Parks own customized work types. As Parks implements the recommendations and moves toward consistency, service level agreements, and documented maintenance processes, the full value of the Lucy software will be recognized. With Lucy's existing use by the City, the implementation process will have resources available, and Parks staff will have a network of people to learn from.

- a. Incorporate the role of Lucy Administrator. At least one employee should be responsible for administration of the Lucy program that involves primary job duties of management of data, workflow processes, work order processes, KPI reports, and continuous improvement of the system. This position should also be given the full administration of the software application with one goal of the position to include improving Parks management communication between all customers and the department. However, the cybersecurity requirements should be kept in the IT department. Note, the City has a contract with a third party that is currently performing Lucy administrator functions.
- b. Develop and utilize a consistent work order process. This includes developing and utilizing consistent configuration codes, such as work type, priority, and status codes and definitions and how data is entered into and reported from Lucy. Attention should be paid to the priority and status codes from the customer standpoint. As an example, work is created (new), assigned, in progress, on hold (various potential reasons including waiting for parts, access, approval, customer, etc.), completed, and closed. Well defined codes can provide a means of communicating expectations and tracking the timely performance of work.
  - i. **Work Type Categories** - The work type and category codes are important to organize the data in Lucy to enable consistent reporting of metrics. The recommended work type and category codes provide an organized accounting of work performed if it is recorded and entered in Lucy.
  - ii. **Priority Codes** - Well defined priority codes can provide a means of communicating expectations and tracking the timely performance of work. Each priority code should have a description of the work, target response times, and relevant examples.
  - iii. **Work Order Status Codes** - A variety of work order status codes should be implemented to allow for better tracking and communication with customers.

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## Workforce

Effective workforce development planning includes understanding the knowledge, skills, and competencies required to accomplish the work and developing a training plan that will fill or enhance those competencies. This will help ensure that staff are qualified to perform their job duties and operate programs and services in the furtherance of goals and objectives.

### Current State

Parks has a start to creating comprehensive job descriptions for all positions available in the Department. It can be challenging to align the proper requirements, skill sets, and compensation into each job description, but this is a critical step to maintaining qualified employees to produce the level of quality that customers have come to expect.

- Parks should maintain a current job description for each unique position and for each “tier” of employment below the management level.
- Job descriptions should be specific to the unique position or tier level on the organization chart. Vague language can be beneficial for the City to allow unforeseen tasks to be assigned to the most available employee; but consideration should be taken regarding job expectations, labor time, and employee skill sets when assigning tasks extraneous to the positions scope.

Deploying an effective workforce starts with a clear understanding of the knowledge, skills and competencies required to accomplish the work and meet stakeholder needs. Workforce development tools such as labor needs analysis and competency development plans can lead to a highly skilled workforce and workforce strategies that balance in-house capabilities with outsourced services that are aligned and optimized to deliver the service levels needed. An effective process to optimize workforce development includes these key steps: alignment, assessment, and development of a roadmap.

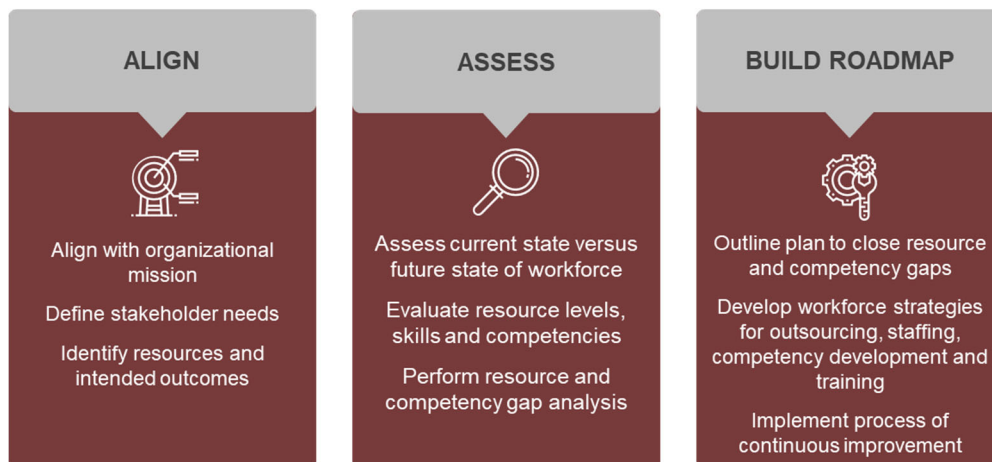


Figure 4. Steps in the development of a workforce development plan

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## Workforce Recommendations:

1. Develop and implement a workforce development program using the process described above. This process focuses on identifying what knowledge and skills are needed for each position (job analysis), assessing the skill level of personnel, and identifying training that will best fill any competency gaps.
  - a. Based on the Asset Management Classification Task List, Parks can create a list of skills required to keep up with routine maintenance, as well as specialized skill sets that are necessary to plan and manage the technical aspects of Parks operations.
2. Implement a staffing plan consistent with the benchmarking recommendations. This plan should include a more detailed labor needs analysis to determine specific staff types and ratios based on the desired levels of service.
3. Ensure job descriptions are based on job needs and include:
  - a. Duties of each position
  - b. Responsibilities of each position
  - c. Tasks of each position; and
  - d. Minimum level of proficiency necessary in the job-related skills, knowledge, abilities, and behaviors (See recommendation below)

While understanding the complete maintenance needs of Parks is critical to on-going success, to begin completing the job descriptions, Parks could start with the least-skilled job descriptions for each sub-area (Forestry, Irrigation, Horticulture, etc.), then develop job descriptions for the positions requiring the most technical skill sets (the Forester, Playground Inspectors, Department Heads, etc.). As the department matures, there will be a need to create job descriptions for additional layers of labor and management.

4. Implement a succession planning process that builds off Parks workforce development plan. This process can help develop and sustain a workforce that embodies the knowledge, skills, and organizational capabilities required to effectively manage Parks in the future. The succession plan should utilize the workforce development plan to build your workforce for the future. Succession plans should start with the end in mind when considering training plans.



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## Appendix A: Survey Summary

To kick-start the planning process, City staff and the consultant team developed a survey that was electronically distributed to City Council and the Parks and Public Landscapes Advisory Board (PPLAB). Although not all members completed the survey, the answers to the survey provided the consultant team with a snapshot of existing perceptions and expectations. The following information contains a consolidated summary of survey findings:

1. The number of parks and amount of space is the most compelling attribute of the City's park system.
2. Lack of systematic maintenance is a concern, as well as some concern about ensuring that trained people are engaged in specific maintenance tasks.
3. Mowing is a concern: some residents would like to see more, and some residents would like to see less.
4. There is a desire/need to address and implement water conservation measures by reducing need for irrigation (xeriscaping).
5. The need for a management and maintenance plan is apparent and desired.
6. PPLAB would like more information regarding budgets allocated to parks maintenance.
7. There are differing views regarding current maintenance of parks, which range from "great" and "fantastic" to "not meeting expectations."
8. There is a desire/need for reporting of standardized Key Performance Indicators (KPIs).

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## Appendix B: Stakeholder Interview Summary

### Overview

To learn about issues and challenges associated with the maintenance and management of division assets, a series of staff interviews were conducted in March/April of 2022. The interviews were approximately 45 minutes long and were facilitated by StudioCPG. Interviewees were granted anonymity. The same nine questions were posed to each staff member. Their responses have been consolidated into this Staff Interview Summary, which was used to inform recommendations contained in the Summary of Findings.

Note: The full inventory of comments from the interviews is 43 pages long. To maintain anonymity and to condense findings, the consultant team has generated this abbreviated Interview Summary.

#### 1. With respect to the parks system, what are the biggest challenges facing the City when needing to fulfill maintenance responsibilities?

- The most common response to this question was **STAFFING**. Some felt that there was a general lack of staffing, others felt strongly that the lack of seasonal staffing was hindering the ability of the Department to meet expectations.
- The second most common response was **EQUIPMENT**. There is no equipment replacement plan in place. The fact that mowers are used to plow in the winter was a reoccurring topic under this question since that impacts the overall life of the mowers. Some mentioned that it would be efficient and cost-effective to have a mechanic in the department, and that sharing a mechanic with Public Works impacts work efficiencies.
- The lack of education on the part of residents regarding what services the City is obligated to provide and the level of maintenance the department can provide. The fact that many residents have backyards that abut public parks results in unrealistic **EXPECTATIONS** from residents – that all parks should look like someone’s backyard. It was suggested that this information should be found on the City website.
- Transitioning to new **WEED MANAGEMENT** programs due to eliminating glyphosate from being used for weed control. There is a sense that there was little if any education regarding the impacts of this decision. Without an increase in staff and a dedicated weed management program, residents and leadership cannot have the same expectations for weed control.
- Within the department there should be a **CLEAR UNDERSTANDING OF MAINTENANCE RESPONSIBILITIES** between divisions. There are grey areas and – and therefore this project is important.
- Understanding the impact that community **EVENTS** have on Parks maintenance staff. Without additional staffing, the ability of current staff to manage existing workloads and assume responsibility for event clean-up is unrealistic.
- There is an issue with morale that appears to be linked to **OUTDATED OPERATIONS STRUCTURE**. The Department has not evolved. The City is growing, the expectations of residents are high, and the Department has not kept abreast of this change.

#### 2. With respect to maintenance of the parks system, where do you see the most inefficiencies and where do you see the efficiencies?

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### Inefficiencies

- The perception is that the department is REACTIVE. Someone calls, everyone jumps. Even for minor issues.
- Older equipment requires excessive maintenance which takes time away from tasks.
- Communication between different departments – irrigation, horticulture, mowing – could be improved. There is no formal structure for communicating issues that are observed in the field to others who may need or appreciate that information. A formal structure for identifying and communicating interdepartmental needs and issues would help delineate expectations and eliminate confusion arising from varying perspectives.
- The lack of a permanent Parks/Rec Director has impacted the level of service.
- Because there is autonomy, individuals can prioritize requests forthcoming from other staff members. There is a sense that some staff respond faster to certain requests and certain individuals than others.
- Purchasing policies restrict what services can be contracted out.
- Time tracking is time consuming due to software limitations. In addition, time tracking is not consistent between divisions. Some staff are required to clock in, others are not.
- Mandatory start times for staff are earlier than upper management staff, which creates challenges for coordination, especially if there are emergency tasks.
- The inability to use glyphosate for weed control has created huge inefficiencies in weed control. This would not be a problem if expectations were lowered, but leadership and residents have extremely high expectations regarding aesthetics of bluegrass areas. We do not have the staff or budget to adequately manage weeds to match expectations.
- Challenges with motivation that create an equitable work environment. Some do more, while others do less.
- There's too much paperwork, which is time consuming and impacts workloads. Tasks could be better managed with improved in-person communication.
- Information regarding events and construction, is not delivered in a timely manner to staff.

### Efficiencies

- Staff knows what needs to get done and can work independently without supervision.
- The crews work well together, especially if there is an unexpected emergency or need.
- Considering the limited number of staff and outdated equipment, the crews are very efficient.
- Flexible start times created efficiencies especially for irrigation and median maintenance. Certain tasks are easier to execute when there is limited pedestrian or vehicular traffic.

### **3. If you could change or keep the way maintenance is managed within the City of Louisville, what would you change and what would you keep?**

- There is a high level of independence, minimal supervision, and staff values the trust extended towards each of them.
- Parks should have a leading role in the maintenance and management of its assets as opposed to how things are currently managed, which is reactionary. We are always RESPONDING, which prevents us being leaders and managing assets as well as maintenance regimes.

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- The squeaky wheel gets the grease. One phone call can derail an entire day – or sometimes week. There is a sense that the maintenance crew is incapable of prioritizing tasks, and that what may be construed as an emergency by a resident or council member is already on someone’s “to-do” list for the week. There is no proper means of communicating or establishing priorities.
  - The irrigation systems are “aging out.” If the City could prioritize replacement, then the existing maintenance staff would be available to complete other tasks.
  - The City should add timekeeping as means of tracking tasks and how long each task takes a maintenance crew to complete.
  - It’s imperative that regardless of whatever changes occur because of this effort, that the trust between all maintenance staff remain and that staff is not put in a position of having to micromanage each other.
  - The City needs to address the lack of communication, which gets addressed repeatedly, but never improves – it’s getting worse, not better.
  - Parks needs more full-time staff, which would ease the need for seasonal staff. Current staffing levels do not allow the department to meet the expectations of the City Council.
  - Create a policy that eliminates idling trucks and enforce it.
  - There is a disconnect between those that make purchasing and budgeting decisions and those that actually do the work. The decision makers should be required to spend time out in the parks with crews to observe daily operations.
  - Improve public education to reduce residents’ aesthetic expectations. The City does not have the budget or staff to maintain parks so that the parks look like a typical well-manicured and maintained backyard.
  - The current staff knows what to do and how to get things done. Staff does a very good job with limited budgets and funding, and this should be acknowledged by senior leadership. The good work that gets done gets lost because there is so much to do.

**4. With respect to your own job responsibilities, what are the biggest challenges that you face on a day-to-day basis for completing maintenance tasks?**

- Emergency work requests that expect staff to drop everything without any discussion. Often someone else’s emergency is already on the staff’s to-do list or isn’t categorized as an emergency by staff and is standard maintenance.
- Seasonal staffing can require additional training and effort, which is challenging because the department is so busy right when seasonal help comes on board.

**a. Is it clear to you what your job responsibilities and duties include?**

- Staff knows what their roles/responsibilities are, but other who direct us do not.
- The City would benefit from merging the parks/open space maintenance similar to other neighborhood cities. This has been recommended in the master plan, but some of the implementation action items suffer from lack of consistent leadership.
- There should be significantly better communication between City Council and PPLAB with Council listening and acknowledging PPLAB priorities.

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- Staff gets commended for exceeding expectations but does not get called out when underperforming.
  - Task assignments would be helpful to ensure equitable distribution of work throughout the week.
  - The clause at the end of the description that states “anything/everything else that needs to be done” is outdated and confusing.
  - A structured system that allows for coordination between staff when there are needs that cannot be met. Currently, this information is communicated verbally and as a sidenote to another conversation.
  - The prevailing attitude is that everyone pitches in to get the job done, but this results in the perception that everyone is available and capable of performing similar tasks. Because the department is responsive, the department ends up being the “go-to” for many tasks that should be performed by Facilities.

**b. What daily maintenance decisions do you make? And what information do you need to make these decisions?**

- The Maintenance Department would benefit from regular involvement and participation from the Directors Team.
- Field observations are the most critical component to decision making.
- A work order system would help staff prioritize all tasks, including directives coming from outside the department.

**c. What do you observe to measure the success of the maintenance?**

- Customer Service Reports are always full of great questions.
- PPLAB and park ratings – this is the most helpful tool we have. City Council should review these documents, which would integrate them more fully into the department. They are currently completely disconnected from what the department does.
- Systems that function and work properly.
- Compliments from both department leaders and residents.
- How staff measures success is very different from how the residents and City Council measure success – and this leads to differences in expectations.

**5. What are the most common complaints or compliments regarding parks maintenance that you receive from residents (or that you hear about second hand)?**

- What truly remarkable is that we often get completely contradictory comments: things are too wet, things are too dry, people say that that our department does great work and others tell us that we don’t know what we are doing and that they could do the job better than us. It’s the luck of the draw who council chooses to listen to, and this can be confusing.
- There is considerable amount of positive reinforcement within the department, but none from PPLAB or City Council.

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- We don't receive many complaints. When residents complain, it's usually because they've moved here from someplace else and have different aesthetics and expectations.
  - Louisville residents are very observant and communicate important information in a timely manner.
  - Most compliments are delivered by residents in passing – when people are walking by – which makes staff feel good about the work they do
  - There are a lot of comments – in the form of advice – from residents about techniques and better ways of getting things done. There is a perception that the level of maintenance in the parks is similar to how individuals maintain residential landscapes, and this points to the need for better public information and education about what the department does – specifically what the limitations are with respect to staffing and weed control.
  - Sometimes the department receives nebulous or confusing comments. When someone says that “mowing is a concern,” what does that mean? Mowing in parks? Medians? Too short? Too tall? It would be helpful to have mechanisms in place for follow-up so that the department can better understand concerns.
  - Compliments from senior leadership would mean more if senior leadership knew what staff does on a daily basis.
  - Resources and staffing – these are the two biggest challenges facing the department.
  - Staff receives a lot of compliments from residents who are using the park or walking by. Some residents take the time to call and write, which staff appreciates.

## **6. What do you like most about your job and what would make it better?**

- The people: residents, staff and PPLAB are the best parts of the job.
- Wage increases that match inflation and that would allow the maintenance staff to reside in the community where they work. We can't live in Louisville on a Louisville wage. Higher wages would attract more staff, keep current staff happy, and allow for promotions within the department.
- Flexibility in work schedule/hours and mix of job duties.
- There is a tremendous sense of camaraderie and trust; we are not micro-managed.
- The department needs more in-house personnel.
- The department would benefit from a purchasing policy that is synced to tasks, which would help the department achieve and exceed daily work goals/targets.
- The City and decision makers would benefit from spending more time in the field to observe what the department does on a daily basis and what challenges we face.
- The department would benefit from online tools that allow residents to communicate directly with staff, who can determine the best individual to address the problem.
- The perception that Louisville is a small town does not match the expectations of residents. Clearly, the department needs more staff to meet expectations of the community, or expectations need to be lowered.
- Staff is able to make decisions and work independently, which reflects the level of trust within the department. Don't change that.
- Staff is able to make decisions regarding ecologically sound practices and sustainability, and this is important as we evolve as a community.
- The City should seek to add more gender and ethnic diversity to the department.

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- Staff should be more fully involved in inspections of new landscapes and facilities. We are trained to catch any errors or issues, which can be solved before the contractor leaves the site. Otherwise, these small errors and issues become headaches for the department.
  - The department should adopt a system that offers metrics linked to Key Performance Indicators. Currently, we don't have a system to measure the items that are important to the department.
  - Expand GIS data base pertaining to department assets to map what's maintained.
  - Updated equipment would improve efficiency: new trucks, new mowers, specialized equipment. Management doesn't realize that the mowers are used 12 months out of the year because they are retrofitted with snowplow blades.
  - Morning meetings would improve communication and morale, but the meetings should start on time, be short, and end on time.

### **Additional Comments**

- Job descriptions have not changed despite the increasing complexity of maintenance regimes and tasks.
- The medians should be stamped concrete. We do not have the staff or budget to safely maintain the medians to meet the expectations of the community.
- The department would benefit from a strong, shared work ethic.
- In the past, the department would receive funding to care for newly constructed capital improvements – it was automatic and an acknowledgement that public facilities that were funded by taxpayers required maintenance. We don't see this happening today.
- The department would benefit from being more streamlined and efficient, which should be driving all decisions.
- Annual surveys and performance reviews are not helpful. Performance reviews do not allow for professional growth and development – positions are stagnant and don't allow for employees to see a path for advancement within the department.

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## Appendix C: Data Sources

The following documents and resources were utilized in the production of this report. Unique, non-public data sources are included as attached documents.

1. City of Louisville Parks, Recreation, Open Space, and Trails Comprehensive Plan, February 2012
2. City of Louisville PROST Comprehensive Plan, Inventory Atlas, August 2011
3. City of Louisville Biennial Operating & Capital Budget, 2021-2022
4. City of Louisville Parks, Recreation & Open Space Integrated Weed Management Plan, July 2020
5. City of Louisville Sustainability Action Plan, 2020 Update, October 2020
6. City of Louisville Open Space Master Plan, January 2004
7. City of Louisville Cemetery Rules & Regulations, December 2021
8. Coal Creek Golf Course Strategic Plan, Updated 2021
9. City of Louisville 2020 Key Performance Indicator Refinement, July 2020
10. Implementation of the Highway 42 Revitalization Area Plan, Appendix A: Mixed-Use Development Design Standards and Guidelines
11. Downtown Louisville Framework Plan, March 1999
12. City of Louisville Commercial Development Design Standards and Guidelines
13. Commission for Accreditation of Park and Recreation Agencies, National Accreditation Standards, Sixth Edition, 2019
14. Irrigation Application Program Data, provided by Parks on April 14, 2022
15. Playground Inspection Form, provided by Parks on April 14, 2022
16. Example Job Responsibility, Horticulture, provided by Parks on April 14, 2022
17. Event Calendar Screenshot, provided by Parks on April 14, 2022
18. Waste Receptacle Map, provided by Parks on April 14, 2022
19. Snow Removal Map, provided by Parks on April 14, 2022
20. Pesticide documentation Form, provided by Parks on April 14, 2022
21. City of Louisville City Council Communication: Contract Award for Community Park Maintenance Booster Improvements, April 2022
22. City of Louisville 2021 Concrete Replacement Project Cover Sheet, January 2021, provided by Parks on April 14, 2022
23. Parks Summer 2019 Full Time & Seasonal Weekly Schedule of Work Hours, provided by Parks on April 14, 2022
24. Images, Two Forestry Office Task-list Whiteboards, provided by Parks on April 11 and 14, 2022
25. Mowing Site Lists, Schedule, provided by Parks on April 19, 2022
26. Tournament Schedule, Spring Ballfield, provided by Parks on April 19, 2022



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27. Screenshot from CIMS Cemetery Software, provided by Parks on April 19, 2022
  28. Volunteer Event Notice, provided by Parks on April 19, 2022
  29. Louisville Parks PPLAB Grade Report sample, provided by Parks on April 19, 2022
  30. Job Descriptions for The Parks Department Staff, provided by Parks on March 18, 2022
  31. City of Louisville Contract Manual for Landscape Services, 2020 – 2024, provided by Parks on April 11, 2022
  32. City of Louisville 2020 Community Survey Report of Results
  33. City of Louisville Holiday Light Contract, provided by Parks on April 11, 2022
  34. City of Louisville Downtown Floral Displays Contract, provided by Parks on April 11, 2022

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## Appendix D: Asset Classification

The list of sites from the 2011 PROST Atlas in the “Parks”, “Parks – Other,” and “Golf Course” asset categories.

### Parks

1. A Brand Greenbelt
2. A Brand Park
3. A Brand to NOS Corridor
4. Bella Vista Parkway
5. Buchanan Traffic Island
6. Cedarwood Parcel 2
7. Cedarwood Park
8. Centennial Garfield Utility Corridor
9. Centennial Park
10. Centennial Park Access Corridor
11. Century Drive Parkway
12. Cherry Street Parkway 1
13. Cherry Street Parkway 2
14. Cherrywood Drainage
15. Cleo Mudrock Park
16. Coal Creek Golf Course
17. Coal Creek Regional Trail Corridor 1
18. Cottonwood Park
19. Coventry Lane Corridor
20. Cowboy's Park
21. Dillon 88th Corner
22. Dillon 88th Median
23. Dillon Parkway
24. Dutch Creek Park
25. East Street Park
26. Enclave Park
27. Fairfield Parcels
28. Fischer Farms Parcel 1
29. Fischer Farms Parcel 2
30. Gateway Park
31. Griffith Parcel
32. Hammer Run
33. Heritage Park
34. Hoover Detention
35. Hutchinson Parking
36. Hwy 42 Park
37. Joe Carnival Park
38. John Breaux Plaza
39. K Helart Park
40. Kennedy Parcel
41. Lafayette Parkway
42. Lawrence Enrietto Park
43. Library Plaza
44. Louisville Cemetery
45. Louisville Community Park
46. Louisville Sports Complex
47. Main Street Parcel
48. McCaslin Interchange Decel Lane Parcel
49. McCaslin Interchange RTD Parcel 1
50. McCaslin Interchange RTD Parcel 2
51. McCaslin Interchange-S3 Parcel
52. McCaslin Parkway
53. McKinley Access Corridor
54. McKinley Park
55. Meadows Park
56. Memory Square Park
57. Mesa Ponds
58. Miners Field
59. Mission Greens Park
60. Municipal Buildings Plaza
61. Museum Plaza
62. North End Park
63. Owl Drive Parkway
64. Pine Street Parkway 1
65. Pine Street Parkway 2
66. Pine Street Parkway 3
67. Pine Street Parkway 4
68. Pine Street Parkway 5
69. Pine Street Parkway 6
70. Pirates Park
71. Police Station Parcel
72. Powerline Trail Corridor 1
73. Powerline Trail Corridor 2
74. Rec Center Polk Trail Corridor
75. Recreation Center Campus
76. Roosevelt Parcel
77. Sagebrush Park
78. Saratoga 2 Parcel
79. Saratoga Park
80. South Boulder Road Parkway
81. Steel Ranch Park
82. Steinbaugh Pavillion Plaza
83. Sundance Park
84. Tyler Parkway
85. Via Appia Parkway
86. Walnut Park
87. Walnut Trail Corridor
88. Waneka Lake
89. Washington Park
90. Washington Parkway
91. Wildflower Park
92. Wildridge Park
93. Willow Gateway Trail Corridor

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Park sites can be further divided into seven Landscape Management Type categories, based on required tasks to maintain this type of site (in the Annual Work Plan, this will be multiplied by a Level of Service to understand hours of labor required).

1. **Athletics** Sports-field complexes with additional amenities, including fencing, dugouts, bleachers, parking, structures, restrooms, athletic fields (turf and infield care), parking lots, and many have natural spaces/features. Most will be to a high level of service.
2. **Cemetery** Intricate turf-care (things to mow around), public services, grave opening/closing, permitting. Significant trees and turf: responsibilities for Forestry and Irrigation.
3. **Corridors** These parcels are mostly behind residential areas, include a single trail or ditch, and would have a low level of service (preventative maintenance, and safety only).
4. **Facilities** City-owned and operated parcels, ranging from the Police Station to public art plazas; most of the maintenance tasks would fall under typical Park categories (trash removal, mowing and turf care, snow removal, tree, or flower bed care); and most sites will be a higher (Focal) Level of Service.
5. **Golf Course** High level of service. Mostly self-sufficient (and GC operations are out of scope of this document), but Parks has tasks such as Irrigation and Forestry services. Parks should assign level of service, task tracking, areas, and costs to this site as they do the other parks; it should be component of Parks portfolio.
6. **Parks** Classic turf areas with recreation amenities such as play equipment, sport courts, picnic shelters, some may be heavy on natural areas, some are very urban, restrooms, shelters, education components. Ideally, there is a range in the levels of service.
7. **Rights of Way** These vary from wide C-DoT corridors with bluegrass or native turf, to parkway medians that wind through town, to back-of-curb-to-ROW areas that require regular maintenance but are difficult to access.

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## Athletics

1. Cleo Mudrock Park
2. Lawrence Enrietto Park
3. Louisville Sports Complex
4. Miners Field

## Facilities

1. Cherrywood Drainage
2. Hoover Detention
3. John Breaux Plaza
4. Library Plaza
5. Municipal Buildings Plaza
6. Museum Plaza
7. Police Station Parcel
8. Steinbaugh Pavilion Plaza

## Corridors

1. A Brand Greenbelt
2. A Brand to NOS Corridor
3. Centennial Garfield Utility Corridor
4. Centennial Park Access Corridor
5. Coal Creek Regional Trail Corridor
6. Coventry Lane Corridor
7. Fairfield Parcels
8. Fischer Farms Parcel 1
9. Fischer Farms Parcel 2
10. McKinley Access Corridor
11. Powerline Trail Corridor 1
12. Powerline Trail Corridor 2
13. Rec Center Polk Trail Corridor
14. Saratoga 2 Parcel
15. Walnut Trail Corridor
16. Willow Gateway Trail Corridor

## Parks

1. A Brand Park
2. Cedarwood Parcel 2
3. Cedarwood Park
4. Centennial Park
5. Cherry Street Parkway 2
6. Cottonwood Park
7. Dutch Creek (Elephant) Park
8. Enclave Park
9. Gateway Park
10. Hammer Run
11. Heritage Park
12. Hutchinson Park & Parking
13. Joe Carnival Park
14. K Helart Park
15. Louisville Community Park
16. McKinley Park
17. Meadows Park
18. Memory Square Park
19. Mesa Ponds
20. Mission Greens Park
21. North End Park
22. Pirates Park
23. Recreation Center Campus
24. Sagebrush Park
25. Saratoga Park
26. Steel Ranch Park
27. Sundance Park
28. Walnut Park
29. Waneka Lake
30. Washington Park
31. Wildflower Park
32. Wildridge Park

## Rights-of-Way

1. Bella Vista Parkway
2. Buchanan Traffic Island
3. Century Drive Parkway
4. Cherry Street Parkway 1
5. Dillon 88th Corner
6. Dillon 88th Median
7. Dillon Parkway
8. East Street Parcel
9. Griffith Parcel
10. Hwy 42 Park
11. Kennedy Parcel
12. Lafayette Parkway
13. Main Street Parcel
14. McCaslin Interchange Decel Lane Parcel
15. McCaslin Interchange RTD Parcel 1
16. McCaslin Interchange RTD Parcel 2
17. McCaslin Interchange-S3 Parcel
18. McCaslin Parkway
19. Owl Drive Parkway
20. Pine Street Parkway 1
21. Pine Street Parkway 2
22. Pine Street Parkway 3
23. Pine Street Parkway 4
24. Pine Street Parkway 5
25. Pine Street Parkway 6
26. Roosevelt Parcel
27. South Boulder Road Parkway
28. Tyler Parkway
29. Via Appia Parkway
30. Washington Parkway

## 2023 PPLAB Work Plan

December 1, 2022

Priority	Program Area	PPLAB Recommendations
	Community Entryways/ HOA	Review maintenance responsibilities for community / HOA entryways Recommend Design and plants palate
	Median Renovations and Playgrounds Projects	Review and support design process for Tiered median and playground projects- McCaslin, Via Appia, Dillon/St Andrews and Playgrounds in Joe Carnival, Meadows, Enclave and Sunflower (feature)
	Bee City USA	Signage, education outreach, renewal application
	Parks and Open Space Sale use Tax	Sales use tax sun setting in 2023 collaborate with OSAB on supporting renewal
	Cottonwood Park Master Plan/Parks Master Plan support	Not currently in the 2023 budget; could be standalone request
	Parks Signage	Prioritize park sign replacement and upgrades
	Arboretum	Provide input on upgrades to Arboretum and replanting of trees

*Requests are in no order of priority.*

To: Parks and Public Landscaping Advisory Board  
From: Abby McNeal, Parks Superintendent  
Date: 1/04/2023  
Subject: Park Identification Signage Discussion

**Purpose:**

The purpose of this agenda item is to continue the discussion on replacement of Park Identification Signage replacement.

**Background:**

During the December PPLAB meeting, the Board added park identification sign replacement to the 2023 PPLAB Work Plan. As discussed, the intent of this program will be to identify park signs for replacement at existing parks and signs at park sites that currently do not have identifying signage as park sites. All new park signs will include the park name and park rules.

For some of the sites, formal names have not been adopted. PPLAB will have the opportunity to advise and guide the City on selecting names for these sites. In advising, PPLAB could make a direct name recommendation to Council, or recommend increased community outreach for selecting a park name, or a combination.

PPLAB and Staff will use the Wayfinding guidelines for sign design structure.

**Next Steps:**

PPLAB will provide a prioritized list of sign replacements - due March 1, 2023. Final determination will be made by PROS Director and City Manager. Discussion will continue during upcoming meetings as needed for the Park Signage Project for finalizing feedback on park names, design, and sign locations