

Brighton[™] Parks & Recreation

City of Brighton
Parks and Recreation
Master Plan
May 2021



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TABLE OF CONTENTS

Executive Summary	1
I. Introduction	3
A. Purpose of this Plan	4
B. Influencing Plans	5
C. Celebrating Parks and Recreation Successes	6
II. The Planning Process	7
A. Input Sessions	7
B. Community Needs Assessment	11
III. Organizational context	15
A. The Department	15
B. Funding Mechanisms	18
C. The Community Profile	22
IV. The Brighton System	29
A. Parks	29
B. Indoor Recreation Level of Service Analysis	39
C. Transportation and the Trails Network	40
D. Environmental Conditions	42
E. Recreation Programs	43
V. Recommendations	47
A. Strategic Implementation Plan	48
B. Park Impact Fees	73
VI. Capital Projects	77
Appendix A: Parks and Facilities Inventory and Assessment	79
Appendix B: Existing Environmental Conditions and Findings	113
Appendix C: Bicycle and Pedestrian Policies and Programs Recommendations	123
Appendix D: Park Impact Fees	127
Appendix E: Park Prototype Diagrams	135

LIST OF FIGURES

Figure 1: Duration of Residency	7
Figure 2: Importance of Services.....	11
Figure 3: Potential Enhancements.....	12
Figure 4: Barriers to Using Services and Facilities	13
Figure 5: Parks and Recreation System Map	16
Figure 6: Brighton Parks and Recreation Organization Chart	17
Figure 7: 2020 NRPA Agency Performance Review Annual Operating Expenditures	20
Figure 8: GreenPlay Pyramid Methodology for Resource Allocation/Cost Recovery	21
Figure 9: City of Brighton Population Estimates	22
Figure 10: Three-Mile Buffer of City Limits, North of E-470	23
Figure 11: 2020 Racial/Ethnic Diversity of the City of Brighton	24
Figure 12: 2020 Age Distribution in Brighton	25
Figure 13: Team Sport Household Participation	26
Figure 14: Fitness and Wellness Participation	27
Figure 15: Pedestrian Barriers and Zones.....	34
Figure 16: Walkable Access to Outdoor Recreation	35
Figure 17: GRASP® Walkable Access LOS Gap Analysis	36
Figure 18: Percent of Acres in Brighton with Walkable Access to Outdoor Recreation.....	36
Figure 19: Percent of Population with Walkable Access to Outdoor Recreation.....	36
Figure 20: 2020 NRPA Agency Performance Review Acres of Parkland per 1,000 Residents	38
Figure 21: Indoor Recreation Facilities Walkable Access.....	39
Figure 22: 10-Minute Drive Analysis.....	40
Figure 23: Existing Trail Network.....	41
Figure 24: Program Trends	44
Figure 25: Registration Trends.....	44
Figure 26: Eagle View Adult Center Program Trends.....	46
Figure 27: Recommended Trails Network	49
Figure 28: Parks and Recreation: A True Health Solution	51
Figure 29: Improvement Opportunities Map	65
Figure 30: Annual Residential Permits.....	75
Figure 31: System Inventory Examples.....	79
Figure 32: Key Map.....	80
Figure 33: System Map.....	81
Figure 34: Example of GIS Inventory Map and Datasheet from Benedict Park	83
Figure 35: GRASP® LOS Perspectives Heat Map Example.....	90
Figure 36: Brighton Neighborhood Access to Outdoor Recreation	91
Figure 37: Pedestrian Barriers	96
Figure 38: Walkable Access to Outdoor Recreation Opportunities	97
Figure 39: GRASP® Walkable GAP analysis	100
Figure 40: Percentage of Acres with Walkable Access to Outdoor Recreation	101
Figure 41: Percentage of Population with Walkable Access to Outdoor Recreation	101
Figure 42: Neighborhood Access to Indoor Recreation.....	103
Figure 43: Walkable Gap Visioning and Priorities Map	109

LIST OF TABLES

Table 1: Influencing Plans	5
Table 2: Be Brighton Key Elements	5
Table 3: General Fund Department Budgeted Expenditures	19
Table 4: Population Projections for City of Brighton 3-Mile Buffer.....	23
Table 5: Park Classifications	29
Table 6: Overall Park Rankings.....	32
Table 7: Park Rankings by Community, Neighborhood, and Pocket Park Classifications	33
Table 8: Brighton Capacities Analysis and Projected Growth	37
Table 9: Current Developed Park Acres and Projected Acres Needed.....	38
Table 10: Indoor Recreation Facilities.....	39
Table 11: Federally Threatened, Endangered, and Candidate Animal Species.....	43
Table 12: Recommended High and Medium Trail Priorities	50
Table 13: Gap Analysis and Zone Improvement Area Descriptions	65
Table 14: Summary of Outdoor Locations (Developed Parks)	85
Table 15: Summary of Outdoor Locations (Open Space and Cemeteries).....	86
Table 16: Summary of Brighton Indoor Locations	86
Table 17: Park Ranking Table (All).....	87
Table 18: Park Ranking Table (Classification comparison)	88
Table 19: Map statistics for Figure 36	93
Table 20: GRASP® Comparative Data.....	95
Table 21: Statistics for Figure 38.....	99
Table 22: Brighton Capacities	105
Table 23: Outdoor Park and Recreation Facilities – Median Population Served per Facility	106
Table 24: Acres of Park Land per 1,000 Residents.....	107
Table 25: Gap Analysis Demographics	111

EXECUTIVE SUMMARY

Brighton Parks and Recreation Mission Statement

Our mission is to improve the quality of life for residents of all ages by developing and maintaining parks, open space, and trails, and public facilities and providing quality recreation and senior citizen programs that maintain a balanced sense of community.

BRIGHTON PARKS AND RECREATION SERVES:

- 41,530+ City residents plus an additional 20,000+ Brighton-area community members
- Over 250,000 recreation facility visitors of diverse ages and abilities annually
- 20,000+ recreation program participants annually
- A quickly growing community

PARKS AND RECREATION MAINTAINS:

- More than 960 acres of municipal parkland including neighborhood, community, special use, open space, and natural resource areas
- Over 27 miles of trails
- 20 athletic fields
- Five community gardens
- One recreation center
- 19 playgrounds
- Two swimming pools

TOP COMMUNITY-VOICED FUTURE AMENITIES TO BE PROVIDED:

- Trail connections and expansions
- Sports fields
- Indoor courts
- Community Center for indoor recreation, aquatic facilities, and community spaces
- Indoor warm-water leisure pool

KEY OPPORTUNITIES FOR SERVING THE EXPANDING COMMUNITY'S PRIORITY NEEDS:

- Participate in City bicycle-related planning, infrastructure, and programming efforts
- Increase capacity to provide recreation programs through improved and new facilities
- Preserve Brighton's agricultural heritage and natural resources in support of the District Plan

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I. INTRODUCTION

Twenty miles northeast of Denver among a strategic intersection of interstates, rails, and rivers, in one fastest growing areas across two of the fastest growing counties in the state of Colorado, one can find the City of Brighton. With over 150 years of history and a welcoming, western spirit, Brighton is something special.

The earliest ranches in the Brighton area were settled in 1859. The original Town of Brighton was incorporated in 1887, due largely to the intersection of two major rail lines that provided the opportunity for area farmers to process and sell their goods to a wide market. While Brighton grew over time, it retained strong ties to the agricultural roots on which it was founded. The City has been able to retain numerous historic farming and ranching sites, including the well-known Bromley Farm – Koizuma-Hishinuma Farm. While farms and significant agriculture-related buildings are a source of pride for the community, outside pressures put many of these properties at risk. As the City looks forward, it is important to prioritize these pieces of Brighton’s history and incorporate them into the future.

CITY OF BRIGHTON VISION STATEMENT

Our vision is to create a star community in which to live, work, and play, where small-town values meet the city of tomorrow.

CITY OF BRIGHTON MISSION STATEMENT

The City of Brighton’s purpose is to provide essential services and progressive leadership to enhance the quality of life for the community.



A. PURPOSE OF THIS PLAN

Parks and recreation services and facilities play a central role in how Brighton residents experience the urban setting. They bring people together; offer recreational opportunities for residents; and provide critical environmental benefits that improve the quality of our air, water, and soils and help keep us cooler. Extensive research documents the varied benefits provided by public spaces, including improved physical and mental health, increased community cohesion, additional economic benefits, and elevated environmental services.

The purpose of this Master Plan is to assist the City of Brighton in planning for and providing well-maintained and appropriate parks and recreation services and facilities to meet the growing needs of the community. The Plan provides direction to the City and the Department of Parks and Recreation and a realistic implementation plan for the next five to ten years. This 2021 Parks and Recreation Master Plan updates and replaces the 1999 Parks, Recreation, Open Space & Trails Master Plan; the 2001 Open Space Plan; the 2004 Greenways and Trails Master Plan; and the 2008 Parks and Recreation Master Plan. The 2021 Plan has assessed and addresses the current and future development, management, and operational parks and recreation needs of the Brighton community, the City, and the Department.

To ensure the parks and recreation system's contributions to the uniqueness of Brighton is continued into the future, the City has given purposeful direction based on community input. This coordinated direction is found in this 2021 Parks and Recreation Master Plan.

Why Plan for Parks and Recreation?

- Parks and recreation provide economic, public health, environmental, community, and educational value.
- Parks increase the quality of life for community members.
- Parklands provide hands-on environmental education.
- Parks and recreation support Citywide economic and community values.
- Increased social connections and community cohesion can combat the impacts of social isolation and loneliness (The Trust for Public Land Healthy Parks Plan).



B. INFLUENCING PLANS

As the strategic framework plan for one Department within the City, many previously adopted plans are relevant to Parks and Recreation Master Plan. A list is shown in **Table 1**

Table 1: Influencing Plans

Related Plans	Adoption Date
Transportation Master Plan	2016
Adams County/Brighton District Plan	2016
Parks and Recreation Master Plan Update	2008
Greenways and Trails Master Plan	2004
Brighton Open Space Plan	2001

In 2016, the City adopted Be Brighton, a comprehensive plan update. **Be Brighton** set out a vision for how to anticipate and manage continued growth in a way that provides opportunities for all residents.

Table 2: Be Brighton Key Elements

Prioritizing pieces of Brighton’s agricultural history and incorporating them into the City’s future through educational tourism programs	Activate Bromley Farm – Koizuma-Hishinuma Farm as a living farm with events
Support agricultural district development	Prioritize growth in coordination with transportation infrastructure (trails)
Develop land preservation partnerships	Work with partners on compatible conservation of environmental resources
Locate major public facilities in urban center or Downtown	Create a connected parks, open space, and trails system and interpretive facilities that tie Prairie Center to Prairie Lakes Area.
Encourage outdoor sports related commercial uses to locate at I-76 interchanges to take advantage of Barr Lake and The Lakes Area	Preserve open space in large contiguous areas, especially those areas in the floodplain along Second and Third Creeks
Provide significant pedestrian linkages and connections to environmentally sensitive areas, future mass transit, residences, and places of employment; Work to overcome the barrier E-470 poses by creating links between residential and commercial areas south of 120th Avenue with the District Plan area and north Brighton	Ensure that site development includes connections to local and regional multimodal networks, including sidewalks, trails, and bikeways

C. CELEBRATING PARKS AND RECREATION SUCCESSES

Brighton's roots as an agricultural community has established Brighton's Parks and Recreation Department as an important contributor to creating opportunities for play. Over time the parks and recreation system has expanded and evolved over time, with an increasing focus on preserving Brighton's small-town character and protecting natural resources. Today, Brighton's system plays a critical role in providing a high quality of life to its community.

Reasons to Celebrate

- Bike Friendly Community – Honorable Mention, League of American Bicyclists
- Festival of Lights – Top Brighton Attraction Nominee, Brighton Chamber of Commerce
- Tree City USA, The Arbor Day Foundation “for 34 years”
- Colorado Front Range Trail – Brighton section completion
- Harvest Park completion
- Golden Eagle Park completion
- Historic Splendid Valley District Plan – City of Brighton and Adams County partner initiative
- Ken Mitchel Open Space improvements
- Adaptation of recreation programs to extend services to community during COVID-19 pandemic



II. THE PLANNING PROCESS

It has been imperative, particularly amid the COVID-19 pandemic, that meaningful community participation in the preparation of the Plan occur and that substantial opportunities for citizen participation in the planning process have been provided. Driving the recommendations of this Plan are: results of a community survey, public input from focus groups, community meetings, engagement with City Council and staff, and regular interaction with City Council and the Parks and Recreation Advisory Committee.

A. INPUT SESSIONS

Online focus groups (3), virtual stakeholder interviews (5), a webinar-style public forum (1), and a staff input session were held June 24-25 and July 8, 2020. As a best practice during the COVID-19 pandemic, these meetings were held using mobile-optimized online engagement tools. The exception to this was the staff input session which was held at the Brighton Recreation Center, where social distancing and face covering protocols were in place. The goal of these sessions was to gather information that guided the development of [PlanBrightonParksandRecreation.com](https://www.brightoncolorado.gov/plan-brighton-parks-and-recreation), an online engagement platform.

During the input sessions, a total of 44 contacts were made and included participants from various groups including:

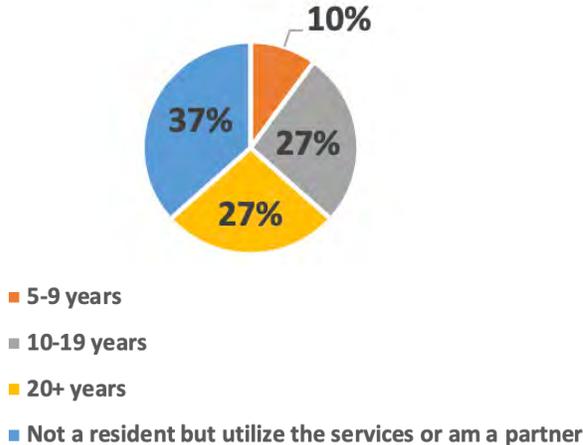
- City Council Members
- Users/Community Members
- Partner/Governmental Agency Representatives
- City Staff
- Youth Sports Organization Representatives
- Bike Brighton Representatives

To understand participants' familiarity with Brighton's parks and recreation services and facilities, the consultant team asked "How long have you been a resident of Brighton?" Interestingly, 37 percent, or 16 of the participants



did not reside in Brighton. This is likely due to the nature of the stakeholders asked to participate. Several were from partner or governmental agencies such as Adams County. However, this was also indicative of how Brighton's parks and recreation services and facilities serve residents living beyond Brighton's city limits.

Figure 1: Duration of Residency



Probing questions were asked to develop a comprehensive understanding of parks and recreation services and facilities in Brighton. Using open-ended questions and clarifying questions, when needed, the consultant team gathered a great deal of insightful information from the participants of input sessions. Summarized below are the responses generated from these virtual gatherings.

STRENGTHS

- City staff are strong collaborators, team players, and partners
- A strong focus on the trail system
- Variety of amenities
- Strong agricultural heritage & preservation efforts
- Open space program
- CARA swim program
- Proximity and quality of parks
- Youth sports philosophy on skill building
- Understanding of youth sports requirements and needs
- Communications from the City
- Field reservation process
- Affordability of fields
- Field maintenance
- Lighting
- Proximity and integration with the school district
- Eagle View Adult Center
- Doing a good job overall
- Ken Mitchell Park (trail)

WEAKNESSES

- City settles too easily with developers
- Things need to be thought through better, more intentional
- Trail connectivity to neighborhoods
- Lack of sports fields
- Lack of active adult programming
- Number of physical barriers to accessing facilities
- Distribution of amenities
- Lack of operational dollars
- Park impact fees (do not include commercial property); number of parks coming online

- Practice of delaying use of new sports fields (3 years to establish grass fields)
- Field watering practices & dated irrigation system
- Field conditions; overuse of fields
- Overutilization of recreation center
- Access to Water Tower Park
- Lack of adequate full-time employees
- Lack of gym space, competition pool, and leisure pool space
- Veterans programs could be bolstered, especially disabled veterans
- Lack of aquatic facilities appropriate to seniors—specifically a sizable lazy river for low-impact walking/exercise for seniors
- Interactive big art instead of traditional play structures
- Opportunities for paddle boarding and small watercraft on Ken Mitchell

NEW AMENITIES/FACILITIES DESIRED

- Lighting at existing ballfields
- Expand the skateboard park
- Incorporate more interactive art pieces into facility design
- Lazy river aquatic feature
- Sports facilities (lit and unlit)
- Futsal facility
- Increased trail connections to neighborhoods and key destinations
- Connections to the Front Range Trail (trail along the South Platte River)
- Increased amenities in support of public safety
- Community compost donation facility
- Indoor practice facility (turf/batting cages)
- Outdoor batting cages
- Goal posts
- Lined fields
- Rock climbing
- Expanded or new recreation center
- Competition pool
- Splash pads
- Turf fields
- Meeting and programming space spaces
- Bigger and better dog park
- Volleyball nets, perhaps with a one of those soft surfaces like Veterans Park instead of sand

- Basic dog agility equipment at dog park
- Community arts center to include a pottery studio would be amazing
- Retrofit Oasis with lighting to allow for extending hours until 9 or 10 pm
- Finish Eagle View Adult Center
- Area to engage in various activities with family and friends
- Bike racks at all parks and trail heads
- Bike lanes along all roads
- Park amenities for kids, such as a play area
- Wide trails
- Lazy river for seniors where the temperature of the water is a couple of degrees warmer than the water in a pool geared toward lap swimmers
- Eagle View with a dedicated lazy river and shallow exercise pool is very much needed in our community with so many seniors
- Misters to some of the park structures as opposed to splash pads would be great so adults can utilize as well
- Misters at Founders Plaza
- Backstop at Colorado Park and lines on grass for flag football

UNDERSERVED COMMUNITIES

- Homeless community
- Seniors (transportation to Senior Center)
- West of North Elementary School
- Youth sports near Ken Mitchell Park (west of 85)
- Youth sports in north/east (Near Hwy 85 and 168th Ave)
- Those needing indoor meeting space
- Growth area south of Bromley along Chambers
- Indigo Trails and the upcoming Farmlore neighborhood are underserved
- Cultural nods to the Hispanic population in terms of naming/recognition and cultural awareness in park theming

KEY PARTNERS

- Adams County
- Tri County Health
- Barr Lake State Parks
- Youth sports associations
- Brighton Historic Preservation
- Brighton Museum
- Mile High Flood District
- Metro Wastewater
- CDOT
- E-470
- Colorado Agriculture and Tourism Association
- Developers
- Rocky Mountain Cradle to Career Partnership
- Non-profit organizations
- Police Department
- Chamber of Commerce
- Eagle Ridge Academy
- Brighton 27J School District
- Veteran to Farmers would be a great partnership
- Brighton Housing Authority
- Bike Brighton
- Splendid Valley and Boys and Girls Club

FUNDING PRIORITIES

- Leverage work of the Forestry Division so citizens understand the value of the tree canopy
- Increase per participant sport fee
- Sports complex fees & associated economic impacts
- Partner with a national sports organization to build and manage a facility
- Taxes
- Developing awareness of needs amongst city leadership
- Trail and parks safety
- Educate the public on the cost of services
- Volunteers, i.e., ROTC and Junior ROTC programs are great for community service
- Grants
- Partner with Brighton Library District

KEY ISSUES AND PRIORITIES

- Greater emphasis on understanding implications of developer agreements
- Expanding operations to address new parks coming online
- Funding for parks and recreation operations
- Recognizing the diversity of the community
- Agricultural preservation (Brighton's heritage)
- Providing sufficient facilities to meet community demand/growth
- Enhancing experiences through engagement
- Additional recreation center near City-center
- Building for underprivileged families and girls
- Dedicated outdoor sports complex
- Indoor facilities
- Field renovations
- Expanded aquatics offerings
- Gear future plans to address needs/want of younger, family demographic, less traditional, more fun, funky, whimsical, edgy that they will engage with, especially teens and preteens
- Safe trail connectivity for our kids
- Attention to Donelson Park
- Creating walkable distances/proximity to facilities for those who lack motorized transportation
- Ensure parks are accessible and available to all
- Partnerships
- Comparable sales tax rate to neighbors
- On-going operational and maintenance costs of existing and new facilities

The insight garnered during these input sessions was used to shape an online community needs assessment survey, which is described in **Section B**.



B. COMMUNITY NEEDS ASSESSMENT

This plan used an online survey, which was designed as a more precise quantitative tool to prioritize investment and ensure results from the input sessions were representative of resident needs by reaching a broader array of community members.

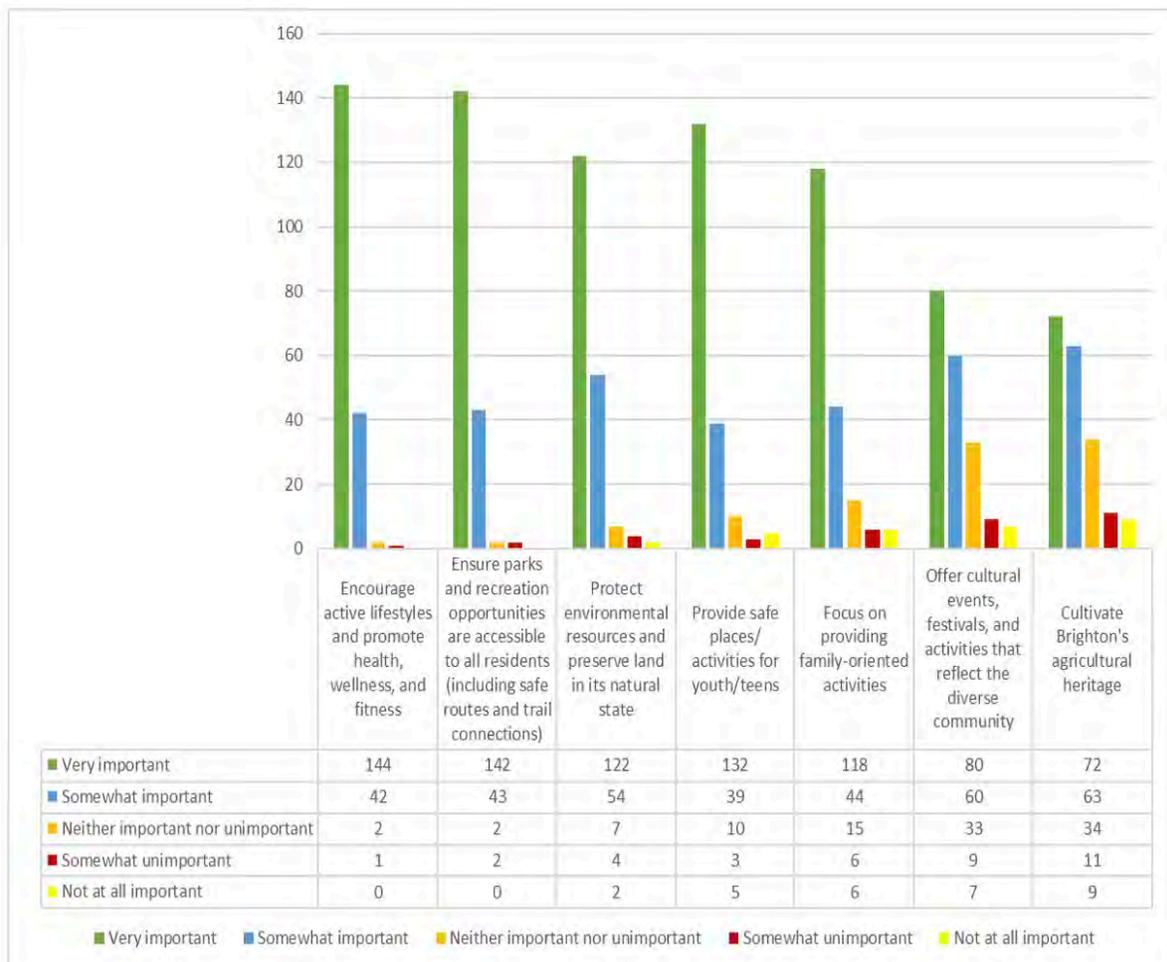
Several weeks after the input sessions, all Brighton residents and stakeholders were encouraged to go to PlanBrightonParksandRecreation.com to complete a survey and provide feedback on several topics. This survey was publicized through email lists, newsletters, ads on social media, public meetings, etc. A total of 188 surveys were received. It is important to note that this survey was not random, so is not a statistically-valid survey. Therefore, it is not solely relied upon for determining recommendations, but did help shape and inform the key themes and issues to be addressed through this plan.

1. Survey Findings

A. IMPORTANCE OF SERVICES

When asked what purposes of parks, recreation, open space, and trails in Brighton are to respondents' households, a majority of respondents indicated that encouraging active lifestyles, ensuring access to facilities and services, protecting, and preserving environmental resources, providing safe places and activities for youth, and providing family-oriented activities were somewhat or very important.

Figure 2: Importance of Services



B. FACILITIES NEEDED

In the survey, participants were asked to priority rank twelve varied facilities. The list of facilities was formed as a result of input collected during the public meetings, interviews, and public forum. The following facilities rose to the top as a priority to participants:

In-city pathway and trail connections
Pathway and trail connections to regional destinations
Competition-sized pool
In-city pathway and trail connections
Multi-purpose, rectangular turf fields with lights
Fitness rooms/space
Lazy river (at aquatic facility)
Indoor field house

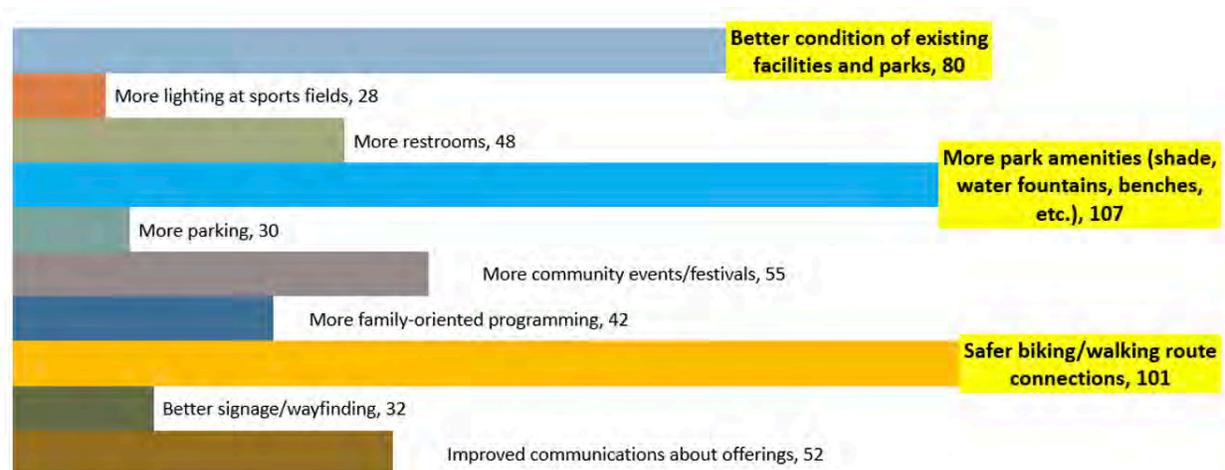
Other facilities which were listed but which did not rank as high were:

- Multi-purpose, rectangular turf fields without lights
- Baseball/softball diamond fields with lights
- Batting cages
- Baseball/softball diamond fields without lights
- Futsal field(s)

C. IMPROVING EXISTING FACILITIES/PROGRAMS TO INCREASE USE

To evaluate what improvements the Department could make that would lead to increased use of facilities and services, the survey asked respondents to select options from a list of potential enhancements. Again, this list of enhancements was developed as a result of information collected during the input sessions.

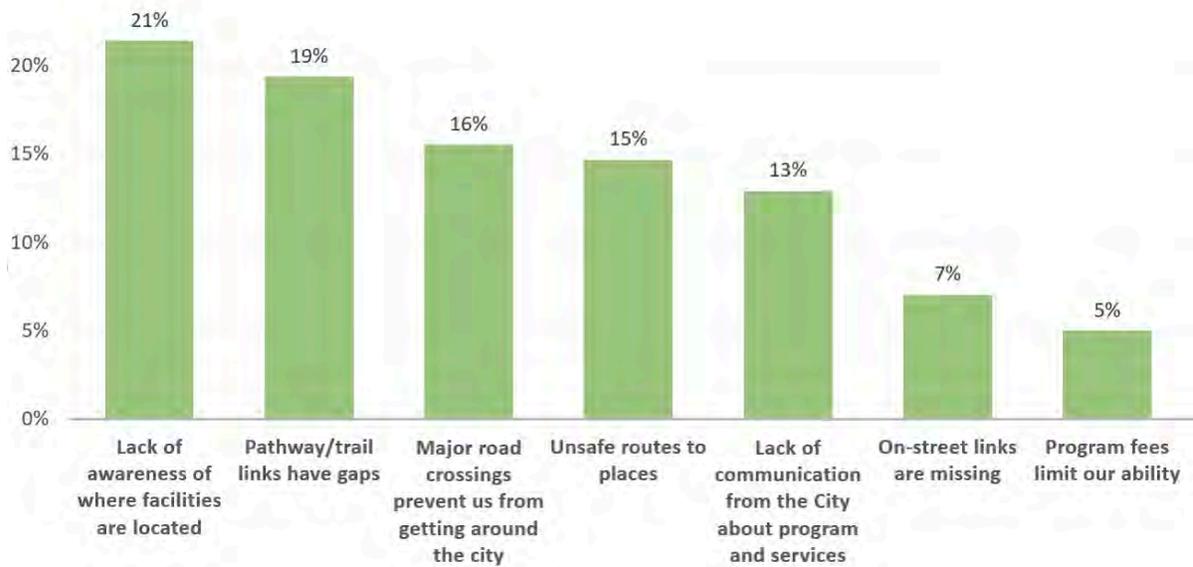
Figure 3: Potential Enhancements



D. BARRIERS TO USING SERVICES AND FACILITIES

For future planning, it is important to understand what prevents residents and others from utilizing parks and recreation facilities and services. Once these barriers are understood, they can begin to be addressed through capital programming and operational management. For Brighton, opportunities to improve access exist through marketing actions, development review, process improvements, and capital projects.

Figure 4: Barriers to Using Services and Facilities



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III. ORGANIZATIONAL CONTEXT

How the City of Brighton Parks & Recreation Department is organized provides an outline for the activities and duties the Department must take to achieve its goals. Its structure is the foundation on which its operating procedures and daily routines stand.

A. THE DEPARTMENT

The City of Brighton Parks & Recreation Department is dedicated to providing residents with safe and enjoyable activities and services. Doing this, the Department operates and maintains over 1096 acres of municipal parkland including neighborhood, community special use, and open spaces, parkways, cemeteries, undeveloped parklands, 48 miles of paved and soft-surface trails, 20 athletic fields, two pools, a recreation center, an adult recreation center, and 19 playgrounds.

Major facilities include Brighton Sports Complex, Brighton Oasis Family Aquatic Park, Brighton Recreation Center (BRC), Brighton Park, Bromley Farm – Koizuma-Hishinuma Farm, Eagle View Adult Center (EVAC), Ken Mitchell Open Space, Youth Sports Complex, Pawlowski Park, Water Tower Park, and Colorado Front Range Trail.

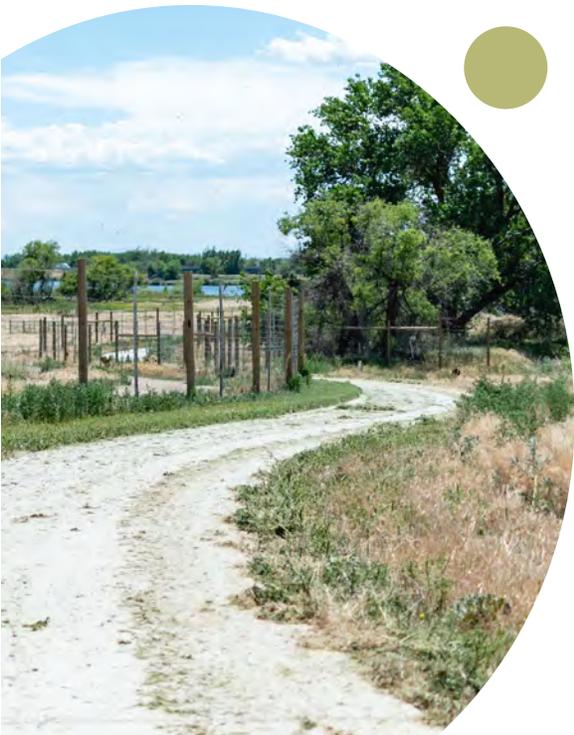
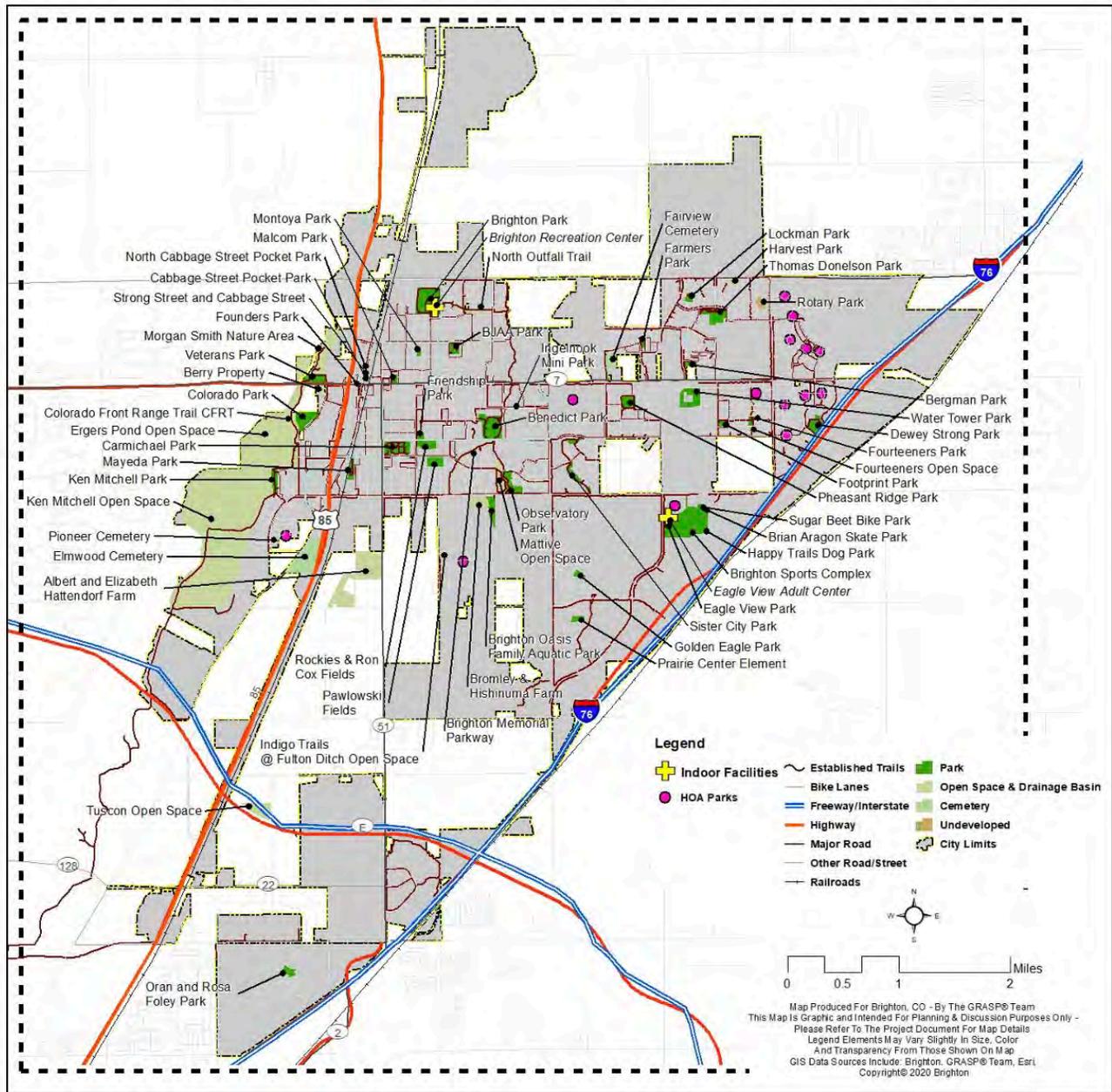
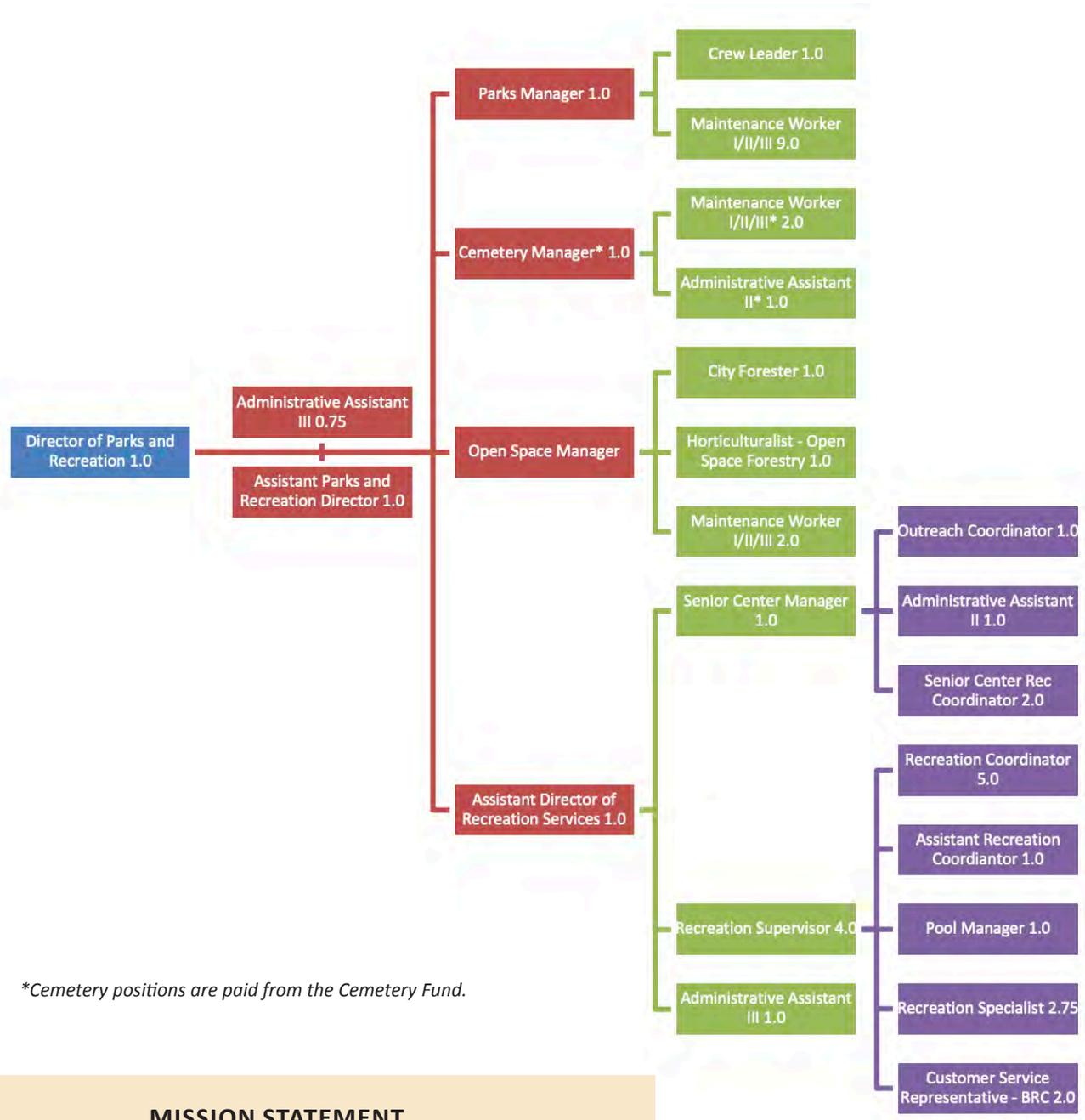


Figure 5: Parks and Recreation System Map



Staffing for the department consists of 45.5 full-time equivalent positions and approximately 200 seasonal and part-time staff.

Figure 6: Brighton Parks and Recreation Organization Chart



**Cemetery positions are paid from the Cemetery Fund.*

MISSION STATEMENT

Our mission is to improve the quality of life for residents of all ages by developing and maintaining parks, open space, and trails, and public facilities and providing quality recreation and senior citizen programs that maintain a balanced sense of community.

1. Administration

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

2. Parks and Open Space Divisions

The Parks and Open Space Divisions are responsible for park maintenance, city forestry services, horticulture, open space, and cemeteries, including:

- More than 960 acres of municipal parkland including neighborhood, community, special use and natural resource parks
- 48 miles of paved and soft-surface trails
- 20 athletic fields
- 5 community gardens
- 1 recreation center
- 19 playgrounds

All lands and facilities are maintained by these divisions. In the winter months, this team coordinates with Public Works to provide snow and ice removal operations. Supporting festivals, special events, and the installation, maintenance, and removal of holiday decorations is also within these divisions' responsibilities.

3. RECREATION DIVISION

The Recreation Division is responsible for sports, aquatics, fitness, recreation classes, and the operations of Brighton Recreation Center (BRC), Eagle View Adult Center (EVAC), Emi Chikuma Splash Pad and Plaza, and Brighton Oasis Family Aquatic Park. Programs and activities at EVAC are funded through the efforts of the Eagle View Adult Center Advisory Board.

4. Boards and Commissions

Citizen participation at all levels of the governmental process is valued and encouraged in the City of Brighton. These volunteer positions allow residents to be involved in the decision-

making process and to share citizen expertise in certain areas of interest. Bike Brighton Subcommittee is an example of a citizen group which helps shape the City's bicycle-related facilities, programs, and policies.

5. Parks and Recreation Advisory Board (PRAB)

PRAB is a City Council appointed board of citizen representatives who meet monthly. PRAB's role is to advise City Council on the development of parkland, facilities, trails, recreation programs, forestry, the senior center, and cemetery programs. These representatives also serve as a sounding board by engaging staff to understand operations and support the continued growth and maintenance of the community's parks and recreation system. PRAB was involved from the beginning of this planning process, and had several members present at each of the public meetings.

6. Eagle View Adult Center Advisory Board

The Eagle View Adult Center Advisory Board advises and works with city staff in an effort to accomplish the mission of the Eagle View Adult Center. The board is a non-profit organization and is the fundraising arm of the center (Brighton United Senior Citizens Center, Inc.).

B. FUNDING MECHANISMS

The City of Brighton currently uses the following combination of funds for Parks and Recreation capital improvements.

- Grants
- Adams County Sales Tax Pass Through
- Local Sales Tax
- Park Impact Fees
- Landscaping Funds
- Lottery Funds (Great Outdoors Colorado)

Currently, Park Impact Fees pay for approximately five percent of capital improvement costs. Local sales tax is the biggest contributor at more than 50 percent of the capital expenditures for parks and recreation.

In 2020, total Department General Fund budgeted expenditures totaled \$7,777,871 – a 13 percent increase over the Department’s 2019 Amended budget. These totals include personnel costs, operating expenditures, and purchased services.

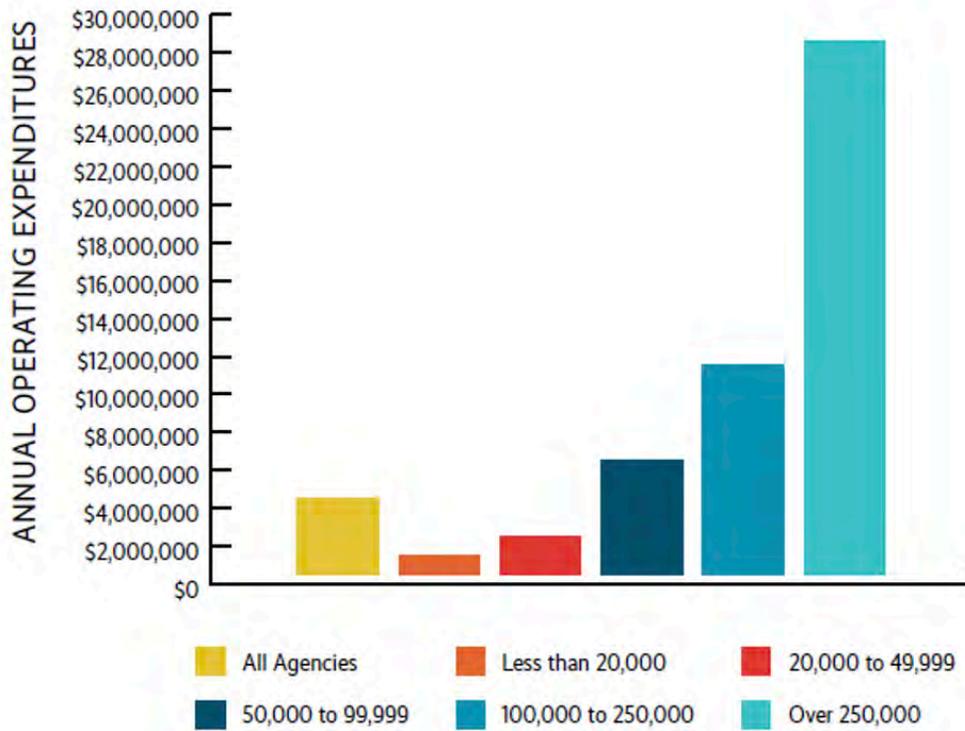
Table 3: General Fund Department Budgeted Expenditures

	2018 Actual	2019 Amended	2020 Budget
Personnel Total	\$4,301,988	\$4,561,407	\$5,089,120
Purchased Services Total	\$158,677	\$287,410	\$149,500
Operating Total	\$2,402,638	\$2,497,695	\$2,539,251
Parks and Recreation Total	\$6,863,303	\$7,346,512	\$7,777,871

According to NRPA’s 2020 Agency Performance Review, the median annual operating expenditure of developed park and non-park sites managed is \$7,160 per acre. Brighton Parks and Recreation is responsible for managing 1,063 acres of developed park and non-park sites. At \$7,160 per acre, the average budget for maintaining the parks system would be \$7,611,080 according to NRPA benchmarking. The Department budget for labor, benefits, and operating expenses was budgeted for \$7,777,871 in 2020. According to NRPA standards, Brighton Parks & Recreation is slightly above the median in annual operating expenditures.



Figure 7: 2020 NRPA Agency Performance Review Annual Operating Expenditures



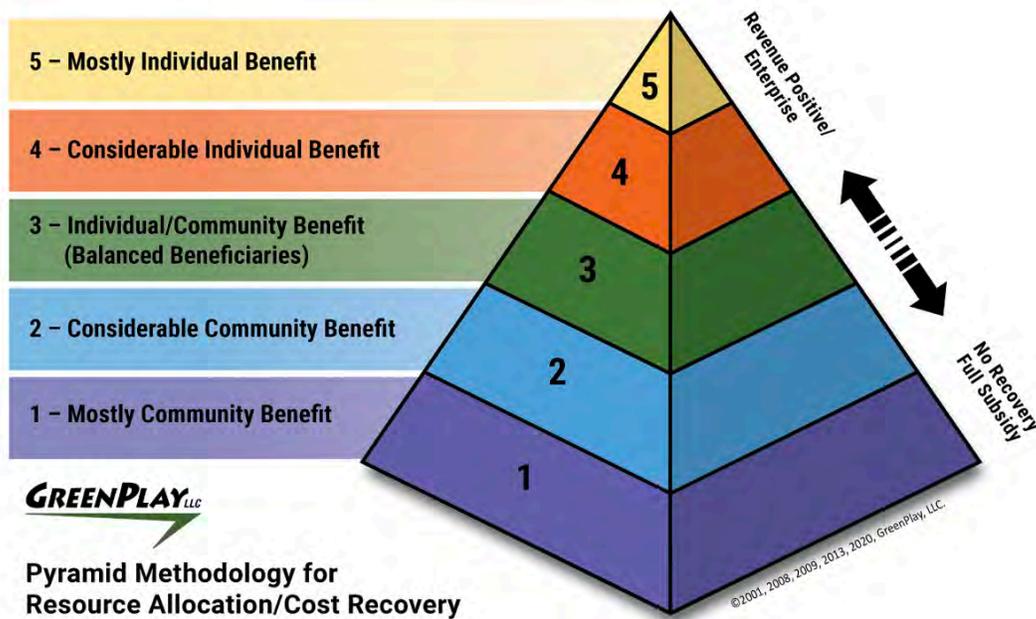
	All Agencies	Less than 20,000	20,000 to 49,999	50,000 to 99,999	100,000 to 250,000	Over 250,000
Median	\$4,342,495	\$1,075,780	\$2,885,847	\$6,185,614	\$11,795,773	\$28,664,747
Lower Quartile	\$1,487,022	\$496,365	\$1,587,057	\$3,292,562	\$6,054,529	\$10,929,857
Upper Quartile	\$11,833,313	\$1,997,524	\$5,497,877	\$11,005,308	\$19,906,718	\$47,492,476

It is important to remember that Brighton parks and recreation services and facilities serve more than those living within its city limits. And, that it will continue to do so as Adams County experiences growth as well. All current comparisons to NRPA agency averages place Brighton in the Upper Quartile for parkland acres per 1,000 residents as well as in annual operating expenses, this comparative data should be considered in future years for benchmarking purposes.

A. COST RECOVERY POLICY

Brighton Parks & Recreation does not currently have an approved policy for establishing setting fees. In the future a philosophy should be based on a Cost Recovery Pyramid model. The base level of the pyramid represents a majority of the Department. A majority of the programs and services offered in the base level would be heavily subsidized by the City. As progression is made up the pyramid, the level of subsidy decreases as the programs and services move from a community benefit to a higher individual benefit. This foundation and upward progression are intended to represent the Department's core mission, while also representing a reflection of the diversity of programs and services the Department offers.

Figure 8: GreenPlay Pyramid Methodology for Resource Allocation/Cost Recovery



Possible Cost Recovery Percentages

Generally applied levels of cost recovery are described below. The percentage represents the direct cost recovered by fees and charges with the remainder being subsidized through General Fund dollars.

High or Full Tax investment/Low or No Cost Recovery:

These criteria apply to the Mostly Community Benefit Tier (1) of the pyramid.

Partial Tax investment/Partial Cost Recovery:

These criteria apply to the Considerable Community (2) and Balanced Community/Individual Benefits (3) tiers of the pyramid. Keep in mind that a service does not have to meet every criterion.

Low Tax Investment/Substantial Cost Recovery:

These criteria apply to the Considerable Individual Benefit tier (4) of the pyramid.

No Tax investment/Full Cost Recovery:

These criteria apply to the Mostly Individual Benefit tier (5) of the pyramid.

C. THE COMMUNITY PROFILE

Brighton is growing and changing. As the City grows, it is important to ensure that the parks and recreation system can expand and adapt as needed. Understanding the broad, differing characteristics of the Brighton population allow for the recommendations in this plan to be well-informed and strategic in nature.

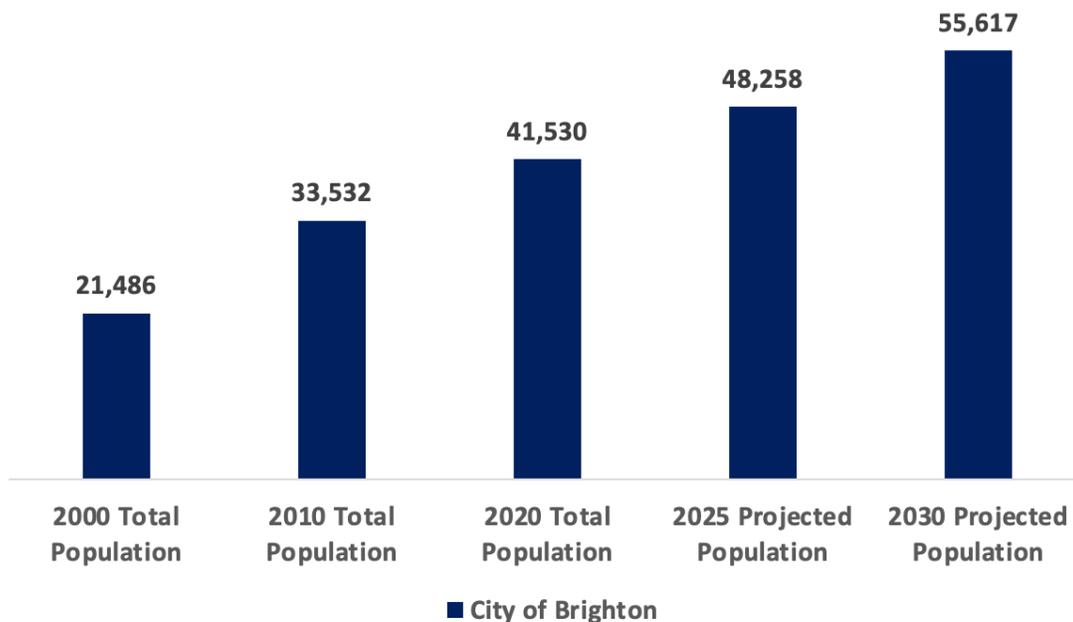
1. Demographics

By analyzing population data, trends emerge that can inform decision making and resource allocation strategies for the Department as it works to address the key elements found in Be Brighton and City Council's annual goals. Population projections are derived from a combination of models and data sources on both a local and national level. Data for this report was compiled in August 2020 and finalized in December 2020.

A. POPULATION WITHIN CITY LIMITS

Twenty years ago, the population in Brighton was estimated at 21,486. In 2010, the population had reached 33,532 with an estimated annual growth rate of 2.11 percent. By 2020, the estimated population reached 41,530. By 2025, the population is projected to reach 48,258 with a growth rate of 3.05 percent per year. If that growth rate continues, the population could reach over 55,000 by 2030. The City has a relatively balanced population of males (49.58%) and females (50.42%). The City population numbers are listed below along with the annual growth rate.

Figure 9: City of Brighton Population Estimates



Source: 2020 Esri Business Analyst

B. POPULATION WITHIN A THREE-MILE BUFFER

The City of Brighton offer programs and facilities that provide services to a population greater than the current city limits. Using a three-mile buffer around the current city boundaries, North of E-470, (**Figure 10**) indicates that the population that Brighton services is approximately 61,007 people, significantly greater than the 2020 estimated population in the City of 41,530. The growth rate for the buffer is projected to be 3.12 percent between 2020 and 2025, leading to a population of Brighton plus the three-mile buffer area of nearly 82,234 by 2030.

Figure 10: Three-Mile Buffer of City Limits, North

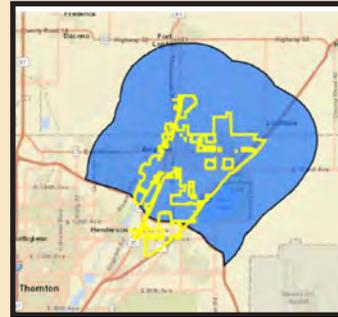


Table 4: Population Projections for City of Brighton 3-Mile Buffer

	3-Mile Buffer, North of E-470	City of Brighton
2000 Total Population	30,171	21,486
2010 Total Population	47,017	33,532
2020 Estimated Population	61,007	41,530
2025 Projected Population	71,137	48,258
2030 Projected Population	82,234*	55,617**

Source: 2020 Esri Business Analyst

*Using Projected Population Rate 2020 – 2025 of 3.12%

**Using Projected Population Rate, 2020 – 2025 of 3.05%

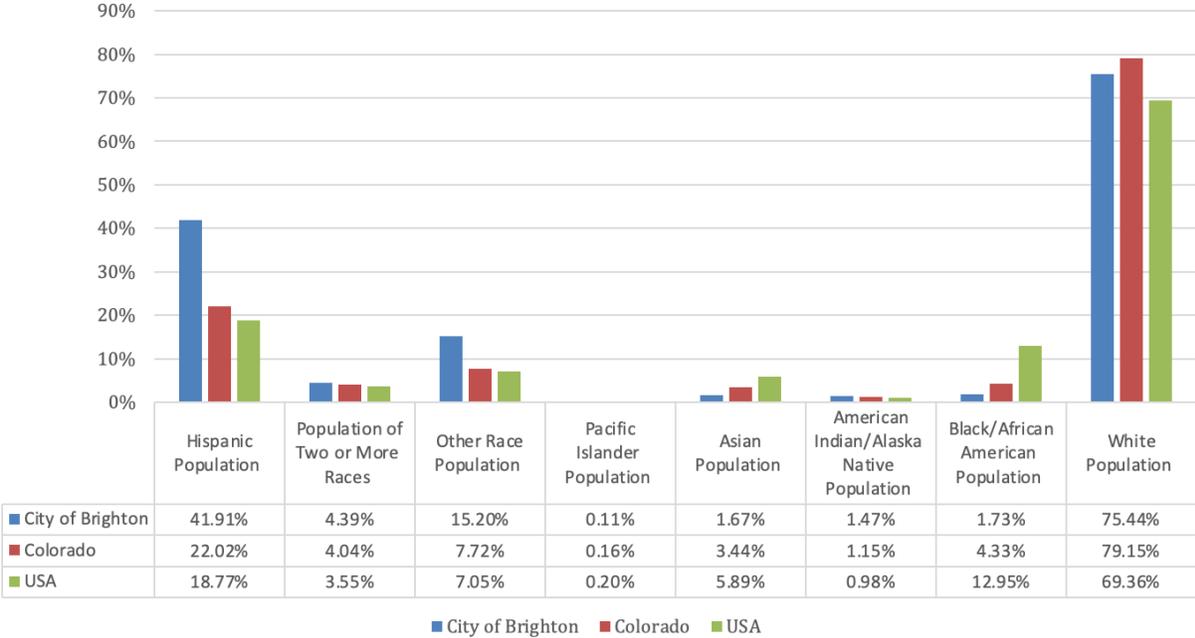
41.91%
Hispanic Origin
Source: 2020 Esri Business Analyst

C. RACE AND ETHNICITY

According to Esri Business Analyst, approximately 41.91 percent of Brighton residents identified as Hispanic in 2020, compared to the State of Colorado (22.02%) and the United States (18.77%) figures. 1.67 percent of Brighton residents identified as Asian, 1.73 percent identified as Black or African American, and 75.44 percent identified as White.

The U.S. Census notes that Hispanic origin can be viewed as the heritage, nationality, lineage, or country of birth of the person or the person’s parents or ancestors before arrival in the United States.

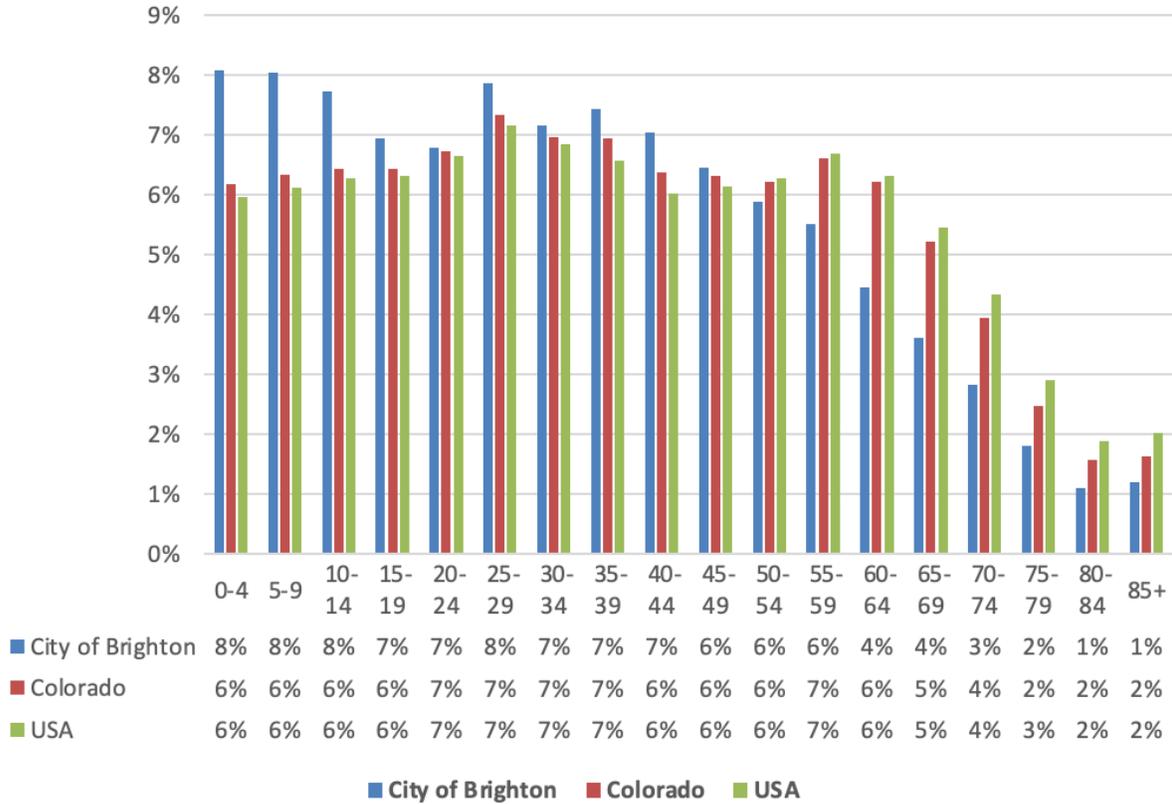
Figure 11: 2020 Racial/Ethnic Diversity of the City of Brighton



D. AGE

According to Esri Business Analyst, the median age in Brighton in 2020 was 33.2 years old, significantly younger than the State of Colorado (37.6) and the United States (38.5) median ages. Brighton’s median age in 2010 was 32.2 years old and by 2025 it is expected stay consistent at 32.4 years old. Compared to the state and national data, Brighton generally has a younger population with more children between the ages of 0 to 14 years old (combined to form 24% of the population).

Figure 12: 2020 Age Distribution in Brighton



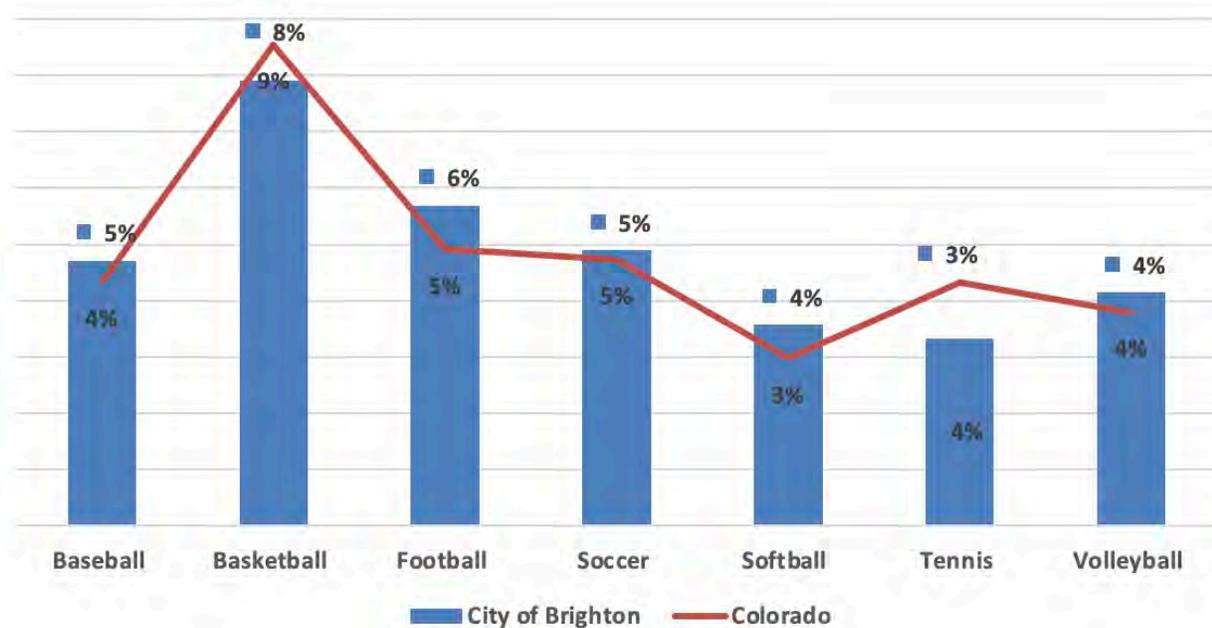
2. Trends

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

A. TRADITIONAL SPORTS

Traditional sports are a key component of a parks and recreation system. According to census data, households in Brighton had high levels of participation in basketball (8%), football (6%), soccer (5%) and baseball (5%).

Figure 13: Team Sport Household Participation



Source: 2020 Esri Business Analyst

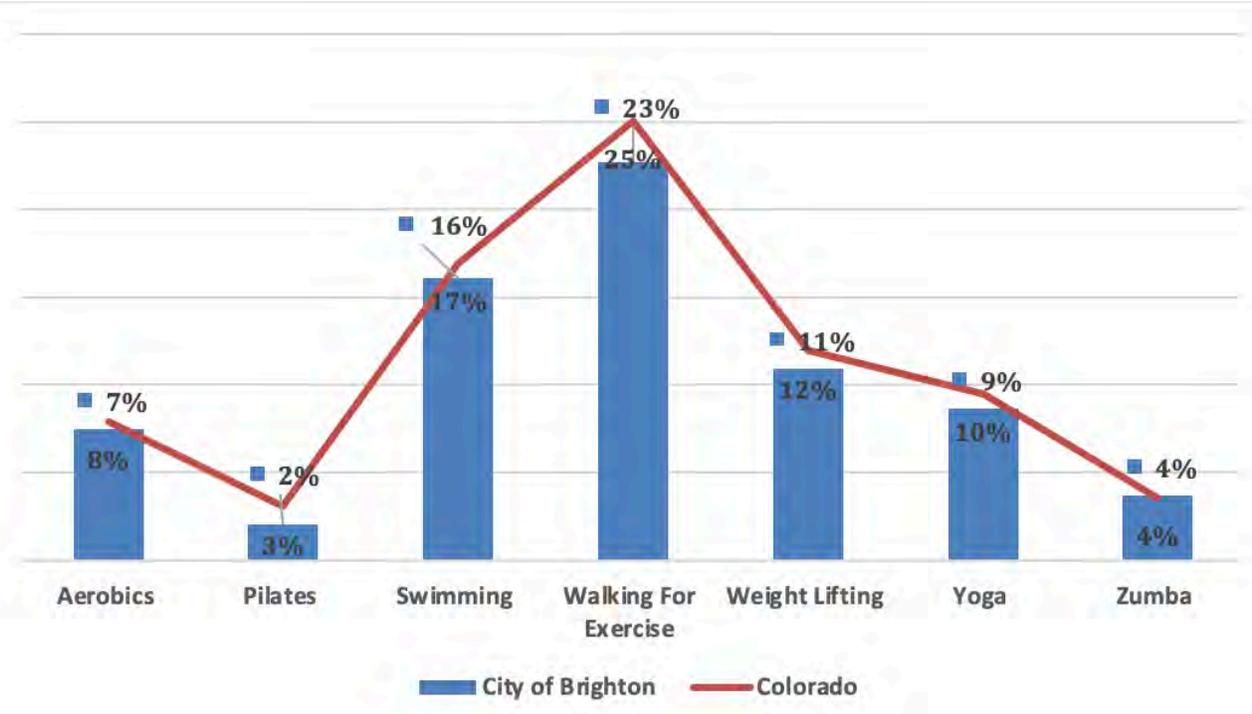


B. FITNESS AND WELLNESS ACTIVITIES

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

- Walking for exercise (23%)
- Swimming (16%)
- Weightlifting (11%)

Figure 14: Fitness and Wellness Participation



C. OUTDOOR RECREATION

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

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

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

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IV. THE BRIGHTON SYSTEM

The City of Brighton parks and recreation system reflects its character, history, and culture. It plays an important role in creating the quality of life Brighton residents enjoy on a daily basis. Taking an inventory of the existing system means not only understanding the physical assets, but also how they are used and managed. It is foundational to comprehend how the system functions currently and how it relates to its users.

All maps in this section are available in the Appendix as 11"x17" maps.

A. PARKS

The Department currently classifies parks based on NRPA recommended classifications in combination with modifications made by City staff based on the assets, size, location, and specific needs of park users. The system is broken down into the following acreages and number of facilities by classification:



Table 5: Park Classifications

Classification Type	Acreage	Number of Facilities
Community Park	162.6	11
Neighborhood Park	131.5	21
Pocket Park	2.8	6
Other Park	6.8	1
Open Space	737.8	11
Undeveloped Park	6.2	2
Cemetery	45.2	3
Parkway	10.4	1
System Total	1,096.5 acres	55 facilities

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

COMMUNITY PARK

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

- Benedict Park
- Brian Aragon Skate Park
- Brighton Park
- Brighton Sports Complex
- Eagle View Park
- Happy Trails Dog Park
- Pawlowski Fields
- Rockies and Ron Cox Fields
- Sugar Beet Bike Park
- Thomas Donelson Park
- Water Tower Park

NEIGHBORHOOD PARK

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

- Bergman Park
- BJAA Park
- Carmichael Park
- Colorado Park
- Dewey Strong Park
- Farmers Park
- Footprint Park
- Fourteeners Park
- Golden Eagle Park
- Harvest Park
- Ken Mitchell Park

- Lockman Park
- Malcom Park
- Mayeda Park
- Montoya Park
- Observatory Park
- Oran and Rosa Foley Park
- Pheasant Ridge Park
- Prairie Center Element
- Sister City Park
- Veterans Park

POCKET PARK

Pocket parks provide limited assets and recreational opportunities, and generally serve a ¼ to ½ mile radius in a residential neighborhood. Parks currently in this category are:

- Founders Plaza
- Cabbage Street Pocket Park
- North Cabbage Street Pocket Park
- Strong Street and Cabbage Street
- Friendship Park
- Ingelnook Mini Park

OTHER PARK

Special purpose parks focus on a specific use to the community, such as a water park. Brighton maintains one outdoor recreation facility classified as Other park, the Brighton Oasis Family Aquatic Park.

OPEN SPACE

Open space park lands are maintained primarily for natural area, habitat, wildlife, community buffer, and view preservation values. In Brighton, these may include interpretive signage, passive recreation opportunities, greenways that provide pathways and trails, access to natural habitats, restrooms, benches, picnic areas, and culturally sensitive areas. The Department manages approximately 25 miles of valuable trail corridor within its open spaces and natural areas that provides a unique user experience in the urban setting. Current open space park lands in this category are:

- Colorado Front Range Trail CFRT
- Ergers Pond Open Space

- Fourteeners Open Space
- Ken Mitchell Open Space
- Mattive Open Space
- Morgan Smith Nature Area
- North Outfall Trail
- Tuscon Open Space
- Albert and Elizabeth Hattendorf Farm
- Bromley Farm – Kozuma - Hishinuma Farm
- Indigo Trails at Fulton Ditch Open Space

UNDEVELOPED PARK LAND

Undeveloped park land is a key component to the development of a long-term master plan. Undeveloped park land opens the possibilities of designing and developing park which will help meet future community needs as well as provide possibilities for amenities such as an arboretum, outdoor theater, recreation center. Two undeveloped park lands currently in the system are:

- Rotary Park, 3.0 acres
- Berry Property, 3.2 acres

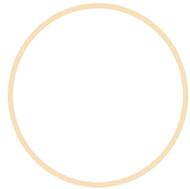
CEMETERY

Brighton has three public cemeteries for which the Department is responsible for burials in and for maintaining. These are:

- Elmwood Cemetery
- Fairview Cemetery
- Pioneer Cemetery

PARKWAY

A parkway is a landscaped thoroughfare. A parkway defines a roadway in a park or a connection to a park from which trucks and other heavy vehicles are excluded. Originally intended for scenic, recreational driving, parkways now are often used as major urban and commuter routes. The only parkway currently in the system is Brighton Memorial Parkway.



1. Parks Assessments

To evaluate gaps in access to recreation, parks and facilities were inventoried and assessed for function and quality in May 2020 using the GRASP®-IT audit tool. This unique tool classifies park features into one of two categories: components and modifiers. A component is a feature that people go to a park or facility to use, such as a tennis court, playground, or picnic shelter. Modifiers include shade, drinking fountains, and restrooms that enhance park user comfort and convenience. Find further definitions and discussions in **Appendix A**.

The assessments of each site's components and modifiers generate a score or value for each component and the entire park. The level of service (LOS) analysis discussed later in this chapter used the resulting scores to compare sites to each other and to analyze the overall performance of the park system. A detailed write-up of the inventory assessment and LOS analysis summarized below can be found in **Appendix A**.

A. PARK RANKINGS

In addition to locating components and modifiers, assessments were made to capture the functional quality of each element to determine the quality of the park. The following table displays the ranking of each Brighton park based on each parks' overall score for its components and modifiers. This table uses park rankings to organize and compare parks.

In general, parks at the top of the list offer additional and enhanced recreation opportunities than those ranked lower. The bar length for each park reflects its overall score in proportion to the highest-ranking (Brighton Park). There is no ultimate or perfect score. Cumulative scores include the number and quality of the components in a park. Also, the scores consider the availability of amenities such as restrooms, drinking fountains, seating, parking, and shade.

Table 6: Overall Park Rankings

Location	GRASP® Score/Rank	Location	GRASP® Score/Rank
Brighton Park	98.8	Sister City Park	21.6
Carmichael Park	85.8	Brian Aragon Skate Park	19.2
Brighton Sports Complex	76.8	Happy Trails Dog Park	19.2
Benedict Park	74.4	Harvest Park	19.2
Ken Mitchell Park	69.6	Bromley and Hishinuma Farm	15.4
BJAA Park	49.4	Bergman Park	14.4
Pawlowski Fields	45.6	Cabbage Street Pocket Park	14.4
Colorado Park	43.2	Ken Mitchell Open Space	13.2
Malcom Park	43.2	Mattive Open Space	13.2
Veterans Park	40.8	Elmwood Cemetery	8.8
Montoya Park	36	Founders Park	8.8
Brighton Oasis Family Aquatic Park	33.6	Strong Street and Cabbage Street	8.8
Eagle View Park	33.6	Friendship Park	6.6
Footprint Park	33.6	Rockies and Ron Cox Fields	5.4
Golden Eagle Park	33.6	North Cabbage Street Pocket Park	4.8
Pheasant Ridge Park	33.6	Albert and Elizabeth Hattendorf Farm	4.4
Thomas Donelson Park	33.6	Berry Property	4.4
Dewey Strong Park	31.2	Ergers Pond Open Space	4.4
Observatory Park	31.2	Fairview Cemetery	4.4
Brighton Memorial Parkway	28.8	Fourteeners Open Space	4.4
Farmers Park	28.8	Ingelnook Mini Park	4.4
Mayeda Park	28.6	North Outfall Trail	4.4
Colorado Front Range Trail CFRT	24	Sugar Beet Bike Park	4.4
Fourteeners Park	24	Tuscon Open Space	4.4
Lockman Park	24	Indigo Trails at Fulton Ditch Open Space	2.2
Oran and Rosa Foley Park	24	Pioneer Cemetery	2.2
Prairie Center Element	24	Rotary Park	2.2
Morgan Smith Nature Area	22		
Water Tower Park	22		

Upon extracting Community Parks, Neighborhood Parks, and Pocket Parks, we find wide ranges within each classification. This, along with findings stemming from Park Impact Fee analysis and the need for prototypical park standards, suggests that there may be a need to reclassify some of these parks. Park Impact Fees are discussed later in **Chapter V** and recommendations regarding the need for park standards is explained in **Chapter VI**.

Table 7: Park Rankings by Community, Neighborhood, and Pocket Park Classifications

Community	
Brighton Park	98.8
Brighton Sports Complex	76.8
Benedict Park	74.4
Pawlowski Fields	45.6
Thomas Donelson Park	33.6
Eagle View Park	33.6
Water Tower Park	22
Brian Aragon Skate Park	19.2
Happy Trails Dog Park	19.2
Rockies and Ron Cox Fields	5.4
Sugar Beet Bike Park	4.4
Neighborhood	
Carmichael Park	85.8
Ken Mitchell Park	69.6
BJAA Park	49.4
Colorado Park	43.2
Malcom Park	43.2
Veterans Park	40.8
Montoya Park	36
Pheasant Ridge Park	33.6
Footprint Park	33.6
Golden Eagle Park	33.6
Observatory Park	31.2
Dewey Strong Park	31.2
Farmers Park	28.8
Mayeda Park	28.6
Oran and Rosa Foley Park	24
Prairie Center Element	24
Fourteeners Park	24
Lockman Park	24
Sister City Park	21.6
Bergman Park	14.4
Pocket Park/Mini Park	
Cabbage Street Pocket Park	14.4
Strong Street and Cabbage Street	8.8
Friendship Park	6.6
North Cabbage Street Pocket Park	4.8

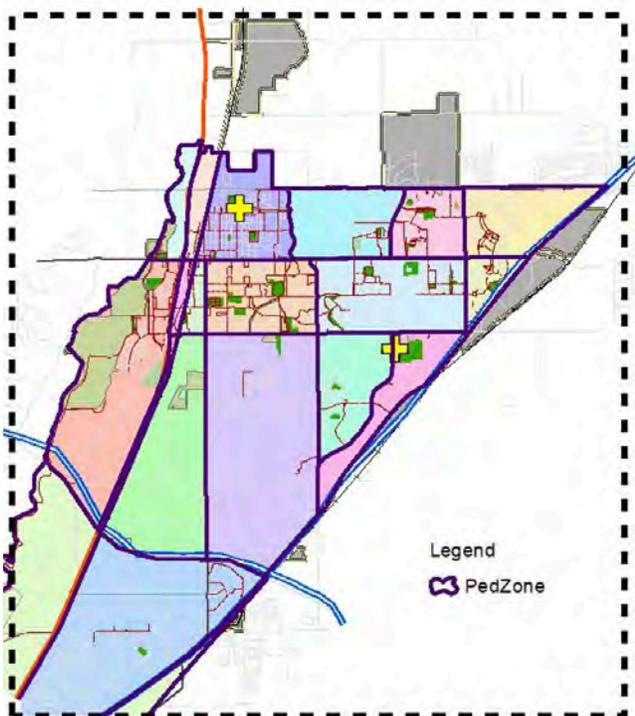
2. Parks Level of Service Analysis

Level of service (LOS) describes how a recreation system provides residents access to recreational assets and amenities using the assessment data previously described. It indicates the ability of people to connect with nature and pursue active lifestyles. It can have implications for health and wellness, the local economy, and the quality of life. Further, LOS for a park and recreation system tends to reflect community values. It is often representative of people's connection to their communities and lifestyles focused on outdoor recreation and healthy living.

A. GRASP® ANALYSIS

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

Figure 15: Pedestrian Barriers and Zones



B. WALKABLE ACCESS TO RECREATION

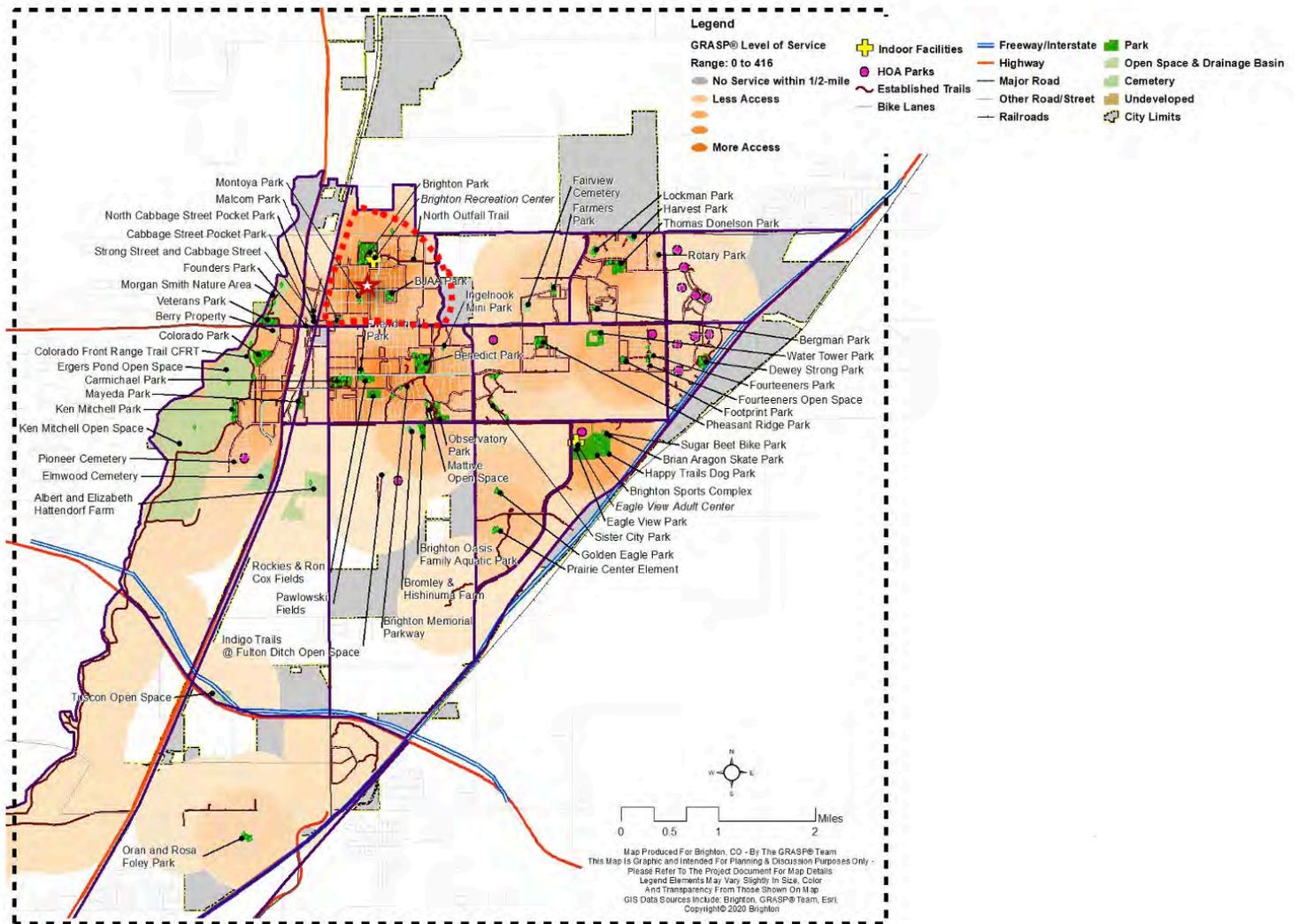
Walkability analysis measures access to recreation by walking. One-half mile catchment radii have been placed around each component and shaded according to the GRASP® score. One-half mile is considered to equate to a 10-minute walk in the parks and recreation industry. Scores are doubled within this catchment to reflect the added value of walkable proximity. Given the community's strong desire for safe connections to key destinations and for pathways and trails, this evaluation of walkable access helped identify gaps in service.

Pedestrian barriers in Brighton, such as major streets, highways, water ways, and rivers, significantly impact the results of the walkability analysis. In the map below, it is seen that zones are created by identifying barriers, displayed as dark purple lines, and serve as discrete areas that are accessible without crossing a major street or another obstacle. Green parcels represent parks, light green shows open space, and yellow plus signs are indoor facilities.

Figure 16 shows walkable access to outdoor recreation LOS for Brighton. Darker gradient areas on the image indicate where there are more and higher quality recreation assets available based on a half-mile service area. Gray areas fall outside of the generally accepted ten-minute walk to recreation opportunities. In general, these images show that Brighton has an excellent distribution of parks and facilities, even when considering pedestrian barriers. Areas without service tend to be on the edges of the City, where fewer residents likely live.

Areas of higher concentration are observed as occurring at several locations throughout Brighton. The maximum GRASP® value area of 416 is seen in the area near Montoya Park. This area which is expressed in the image above as the area in red dashes. This represents the location in Brighton with the best walkable access.

Figure 16: Walkable Access to Outdoor Recreation

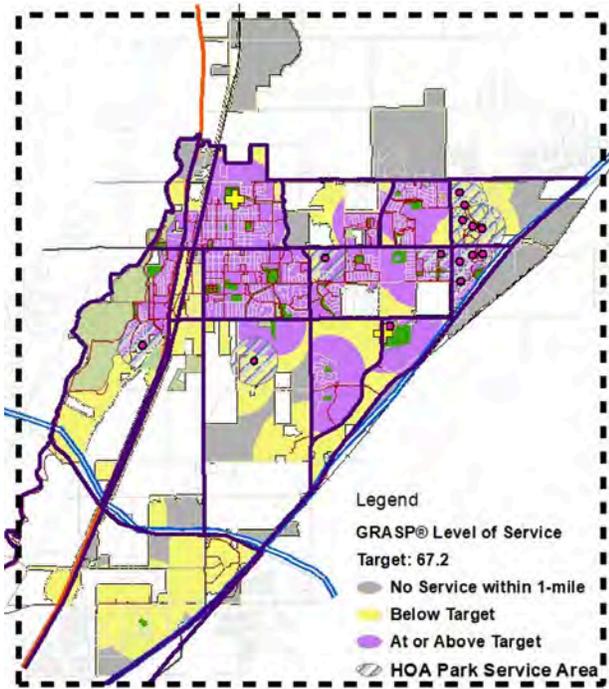


C. GRASP® WALKABLE ACCESS LOS GAP ANALYSIS

The ability to show where LOS is adequate or inadequate (to identify gap areas) is an advantage of using GIS analysis. To do this, an appropriate LOS for Brighton residents needed to be determined. The typical GRASP® value of 67.2 is appropriate for the Brighton parks system based on the data stemming from the inventory assessment. This then became the target value which equated to the equivalent of walkable access for a site containing three or four unique components plus a trail. The closest comparable in Brighton is Sister City Park. It has four components: open turf, a small shelter, a playground, and an educational experience.

Parks having this target value of 67.2 or above are likely to attract users from a walkable distance. The following maps show areas that are below or above this target value. Purple areas indicate areas where walkable LOS values meet or exceed the target. Areas shown in yellow on the map can be considered areas of opportunity. These are areas where land and assets are currently available but do not score at the target value. It is possible to improve the LOS value in underscoring areas by enhancing the quantity and quality of features in existing parks without the need to acquire new lands or develop new parks. Another option might be to address pedestrian barriers in the immediate area.

Figure 17: GRASP® Walkable Access LOS Gap Analysis



What is seen from this assessment is that 40 percent of the City is at or above the target value. Yellow areas (36%) have access to some recreation, but those recreation opportunities fall below the target level. Twenty-five percent of the City has no walkable access to recreation opportunities.

However, the situation is more favorable when population density is considered. **Figures 18 and 19** highlight these differences.

Figure 18: Percent of Acres in Brighton with Walkable Access to Outdoor Recreation

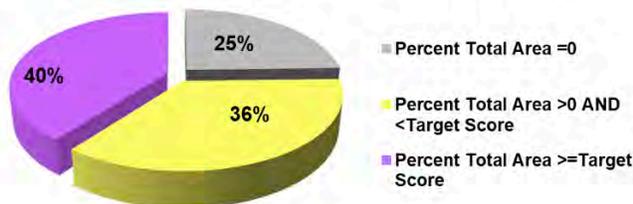
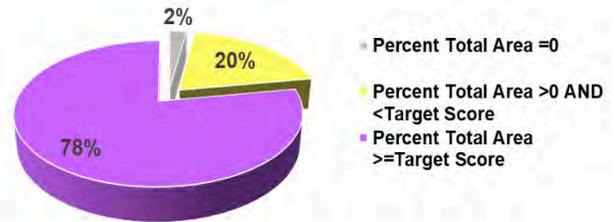


Figure 19 displays the walkable access LOS based on where people live within the City. Combining LOS with census data, the analysis indicated that parks are generally well-placed and capture a higher percentage of the population than acres (land area) as shown in the figure above.

Figure 19: Percent of Population with Walkable Access to Outdoor Recreation



In total, 98 percent (78% plus 20%) of residents were found to be within walking distance of some level of outdoor recreation opportunities. Given this analysis, improvements to existing sites should be prioritized to bring parks which are below the target level up to or above the target level. This will, over time, also bring consistency to the parks system. In turn, this standardization of components and modifiers can also create efficiencies in maintenance operations.

D. CAPACITIES LOS ANALYSIS

A traditional tool for evaluating LOS is capacity analysis. This analysis compares the number of components in the parks system to the population. Future needs are projected based on a ratio of components per population (i.e., as the population grows over time, components may need to be added to maintain the same proportion).

Table 8 shows the current capacities for selected elements in Brighton and capacities based on projected population growth. Correct ratios do not exist, and this table must be used in conjunction with other inputs and assessments resulting from this master plan process.

The usefulness of the table is dependent on current and future resident’s interests and behaviors. Also, this type of analysis assumes that today’s capacities are in line with today’s needs. The capacities table is based on the number of assets without regard to distribution, quality, or functionality and should, therefore, be used with caution.

Table 8: Brighton Capacities Analysis and Projected Growth

	Current Quantity	Current Population 2020	Current Ratio	Population per component	Projected Population 2025	Total Needed Based on Growth	Add
Population		41,530			48,258		
Aquatics, Spray Pad	3		0.1	13,843		3	0
Basketball Court	11		0.3	3,775		13	2
Basketball, Practice	3		0.1	13,843		3	0
Concessions	4		0.1	10,383		5	1
Diamond Field	13		0.3	3,195		15	2
Diamond Field, Practice	3		0.1	13,843		3	0
Dog Park	1		0.0	41,530		1	0
Educational Experience	6		0.1	6,922		7	1
Event Space	2		0.0	20,765		2	0
Garden, Community	3		0.1	13,843		3	0
Garden, Display	4		0.1	10,383		5	1
Horseshoe Court	7		0.2	5,933		8	1
Loop Walk	14		0.3	2,966		16	2
Natural Area	6		0.1	6,922		7	1
Open Turf	24		0.6	1,730		28	4
Playground, All Sizes	26		0.6	1,597		30	4
Public Art	7		0.2	5,933		8	1
Rectangular Field, All Sizes	14		0.3	2,966		16	2
Shelter, All Sizes	50		1.2	831		58	8
Skate Feature	1		0.0	41,530		1	0
Skate Park	1		0.0	41,530		1	0
Tennis Court	8		0.2	5,191		9	1
Trailhead	3		0.1	13,843		3	0
Volleyball Court	4		0.1	10,383		5	1

National park advocacy organizations such as NRPA maintain databases on park and recreation agencies. One such data point is park acres per 1,000 residents. The 2020 average acres per 1,000 residents reported by NRPA was 9.6 acres per 1,000 residents (for an agency serving between 20,000-49,999 residents).

Figure 20: 2020 NRPA Agency Performance Review Acres of Parkland per 1,000 Residents

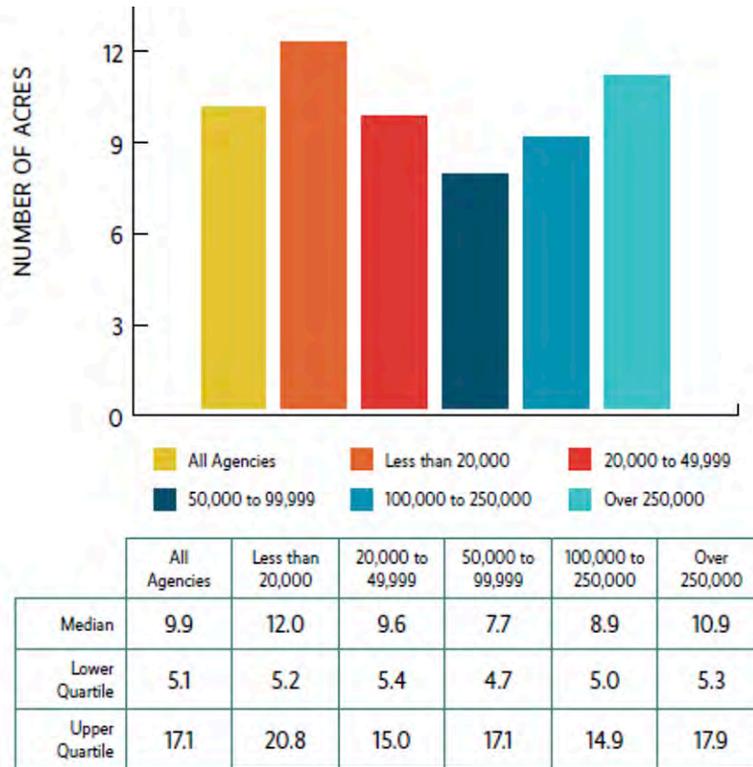


Table 9 shows that Brighton currently provides 7.3 acres per 1,000 residents. It should be noted that the acres per 1,000 residents calculation for Brighton below ONLY includes Community Park, Neighborhood Park, and Pocket Parks (collectively referred to as developed parks).

Table 9: Current Developed Park Acres and Projected Acres Needed

	2020 GIS Acres*
INVENTORY	
Brighton Parks	304
Brighton Open Space, Cemeteries, & Drainage Basins	825
Total Park and Open Spaces	1,129
Current Ratio of Park Acres per 1000 Population	
CURRENT POPULATION 2020	41,530
Current Ratio of Park Acres per 1000 Population	7.3
Population per acre	137
PROJECTED POPULATION - 2025	48,258
Total acres needed to maintain current ratio park acres with growth	353
Acres to add	49

Based on projected population growth, by 2025 the City would need to add 49 developed park acres in order to maintain the current ratio (353 total acres needed less 304 current acres).

B. INDOOR RECREATION LEVEL OF SERVICE ANALYSIS

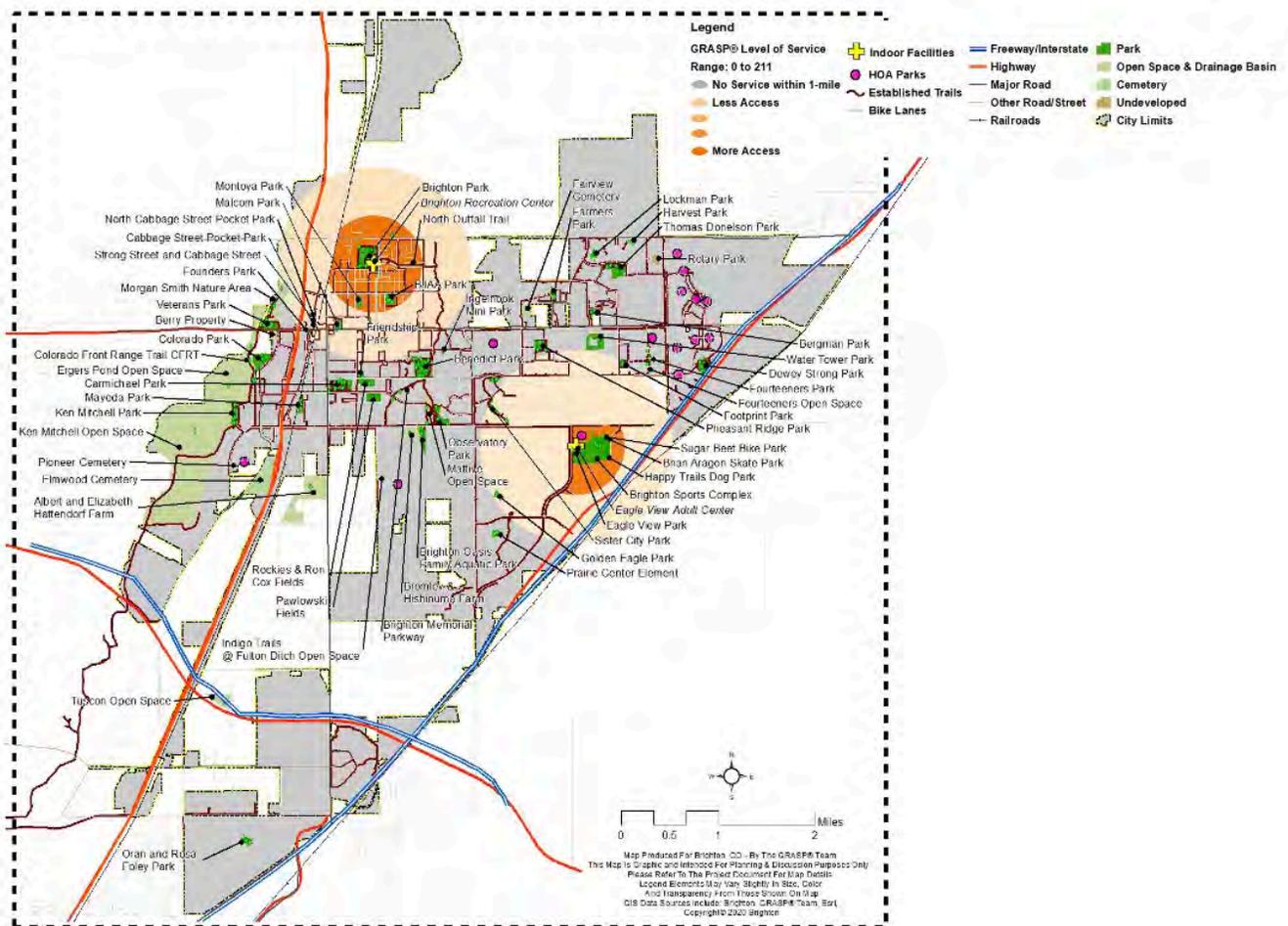
Indoor recreation facilities are developed for sports and active recreation within an enclosed building. Indoor recreation facilities include such facilities as natatoriums, gymnasiums, fieldhouses, and similar facilities. The Department manages two indoor recreation facilities.

Table 10: Indoor Recreation Facilities

Name	Facility Description
Brighton Recreation Center	Recreation center offering access to activities, sports, and meeting spaces for people of all ages.
Eagle View Adult Center	Senior center allowing a space for older adults to gather to fulfill social, physical, emotional, and mental needs.

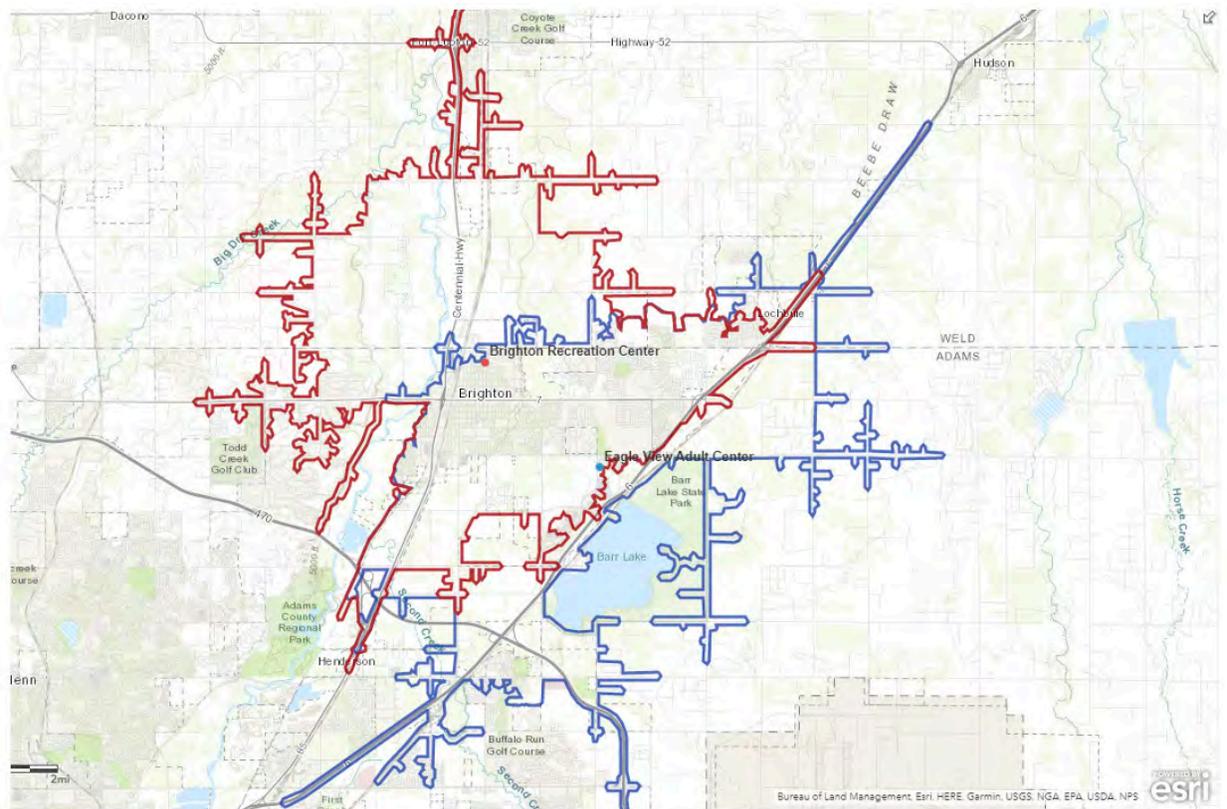
In order to understand the LOS these two indoor facilities provide two analyses were conducted. The first is seen in the following figure. This shows where indoor recreation facilities are available, and their walkable access based on a 20-minute walk or one-mile service area. Darker gradient areas on the images indicate where there are more, and higher quality indoor facilities based on the walkable and one-mile service areas. In general, these images also show that while Brighton has limited indoor recreation opportunities and that the available facilities are located centrally within the City.

Figure 21: Indoor Recreation Facilities Walkable Access



It should be noted that it is assumed that recreation facilities are typically considered facilities to which people will drive. Considering this, a second analysis based on a 10-minute drive is shown below in **Figure 22**. This demonstrates a greater extent of access for Brighton residents to indoor recreation opportunities than the walkable access analysis.

Figure 22: 10-Minute Drive Analysis



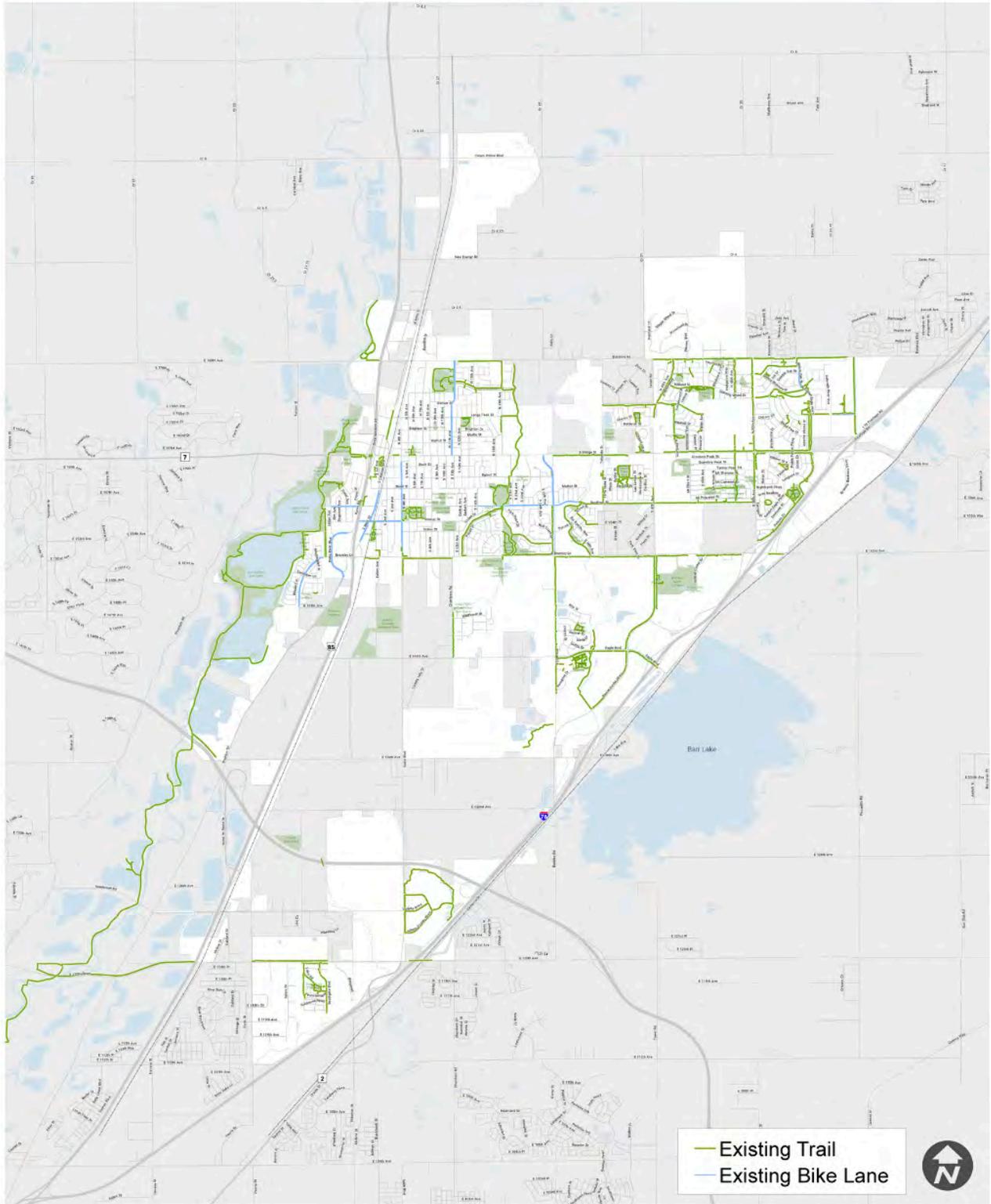
C. TRANSPORTATION AND THE TRAILS NETWORK

The existing 48 miles of trail network consisting of 8-foot-wide sidewalks, 10-12' paved paths, and soft-surface trails connects much of the City to parks and recreation facilities. However, US 85, Bromley Ln, and Bridge St are major obstacles to bicycling and walking (as revealed in the Walkable Access to Outdoor Recreation assessment). Upgrading existing at-grade crossings and adding new crossings can improve connectivity. Although on-street improvements are outside of the realm of responsibility for Parks and Recreation, it is important to recognize that the existing on-street bicycle network is fragmented and in need of connections. The on-street network includes conventional bike lanes and shared lane markings but it does not include buffered bike lanes or separated bike lanes, which are safer and more comfortable for less-confident bicyclists. This is something for the City to be aware of and to address as future street improvements are made.

Figure 23: Existing Trail Network

Existing Trail Network

Brighton, Colorado



D. ENVIRONMENTAL CONDITIONS

In September 2020, an assessment of the City's open spaces and natural areas was conducted as part of the parks system inventory process. This assessment found that within the City there is a variety of plant and animal species, some of which are Federally threatened or endangered. These include Preble's meadow jumping mouse, least tern, piping plover, pallid sturgeon, western prairie fringed orchid, and Ute ladies'-tresses orchid. A complete environmental conditions report can be found in **Appendix D**.

1. Vegetation

Vegetation within the analysis area varies from upland grasses, shrublands and woodlands to wetlands and riparian areas. According to data from the United States Geological Society GAP/LANDFIRE National Terrestrial Ecosystems data, the following vegetation and land cover types are located within the City:

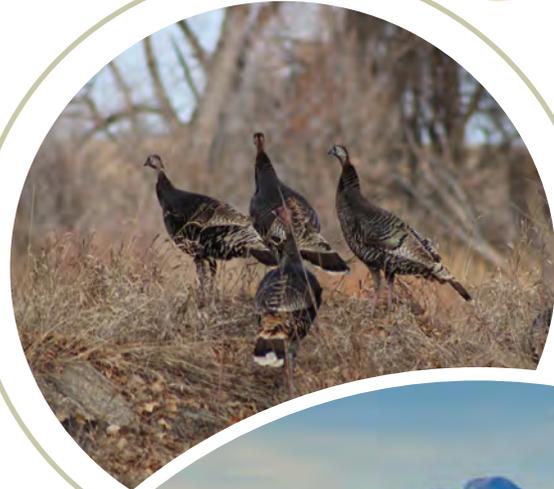
- Agricultural vegetation
- Developed and other human uses
- Forest and woodland
- Introduced and semi-native vegetation
- Nonvascular and sparse vascular rock vegetation
- Open water
- Semi-desert
- Shrublands and grasslands

2. Wetlands and Waters

Wetland, riparian, lakes, and stream data from the U.S. Fish and Wildlife Service was reviewed. Known wetlands, lakes, ponds, streams, and riparian areas are located along the South Platte River, near Barr Lake, as well as the various creeks flowing southwest through the City, and canals east of the City and north of Barr Lake.

3. Wildlife

According to Colorado Parks and Wildlife's Crucial Habitat Assessment Tool (CHAT), the City does not provide any rare, fragile, or crucial wildlife habitat. Most of the City and adjacent lands are considered Category 4 or Category 5 habitat. Category 4 habitat includes habitats that are relatively common and Category 5 habitat includes areas of unknown importance. However, due to the amount of human development in the areas designated as Class 5, it is assumed these areas do not provide crucial habitat.



4. Federally-Listed Wildlife Species

The analysis area contains, or is located near, potential habitat for the federally-listed species in **Table 11**.

Table 11: Federally Threatened, Endangered, and Candidate Animal Species Potentially Found in the Analysis Area

Common Name	Scientific Name	Status*	Habitat	Habitat / Potential Habitat Present
Mammals				
Preble's meadow jumping mouse (PMJM)	<i>Zapus hudsonius preblei</i>	T	Shrub riparian/wet meadows	Yes. A portion of the City is within the Preble's Block Clearance Zone
Birds				
Least tern	<i>Sterna antillarum</i>	E	Sandy/pebble beaches on lakes, reservoirs, and rivers	Potential
Mexican spotted owl	<i>Strix occidentalis</i>	T	Closed-canopy forest in steep canyons	No
Piping plover	<i>Charadrius melodus</i>	T	Sandy lakeshore beaches and river sandbars	Potential
Whooping crane	<i>Grus Americana</i>	E	Mudflats around reservoirs and in agricultural areas	Potential
Fish				
Pallid sturgeon	<i>Scaphirhynchus albus</i>	E	Large, turbid, free-flowing rivers with a strong current and gravel or sandy substrate	No. Found in the Missouri and middle Mississippi Rivers.
Plants				
Ute ladies'-tresses orchid	<i>Spiranthes diluvialis</i>	T	Moist to wet alluvial meadows, floodplains of perennial streams, and around springs and lakes below 6,500 feet in elevation	Yes
Western prairie fringed orchid	<i>Platanthera praeclara</i>	T	Mesic and wet prairies, and sedge meadows	No. The species found in tallgrass prairie ecosystem habitats west of the Mississippi River.

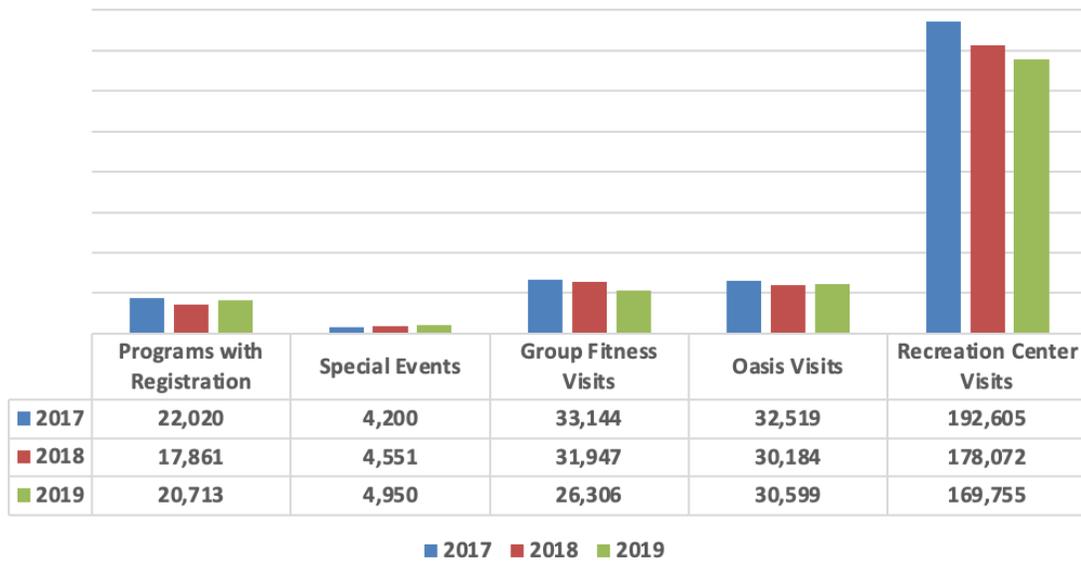
Source: Service 2020a.

E. RECREATION PROGRAMS

The Department provides a diverse array of recreation, sports, enrichment, and fitness activities year-round for youths, adults, and seniors. Structured programs and open use of recreation facilities are both made available to the public. Personal training and group training services are also available. Programs are well attended and are in high demand by the community and participation is generally reaching capacity due to limited indoor programming space.

The Department prides itself on the quality and diversity of public recreation programs and activities offered and purposefully seeks to make participation affordable and financially accessible for all residents. Through programs with registration, special events, group fitness, and drop-in visits to Oasis Family Aquatic Park and the Brighton Recreation Center (BRC), the Department consistently has over 250,000 annual community touchpoints.

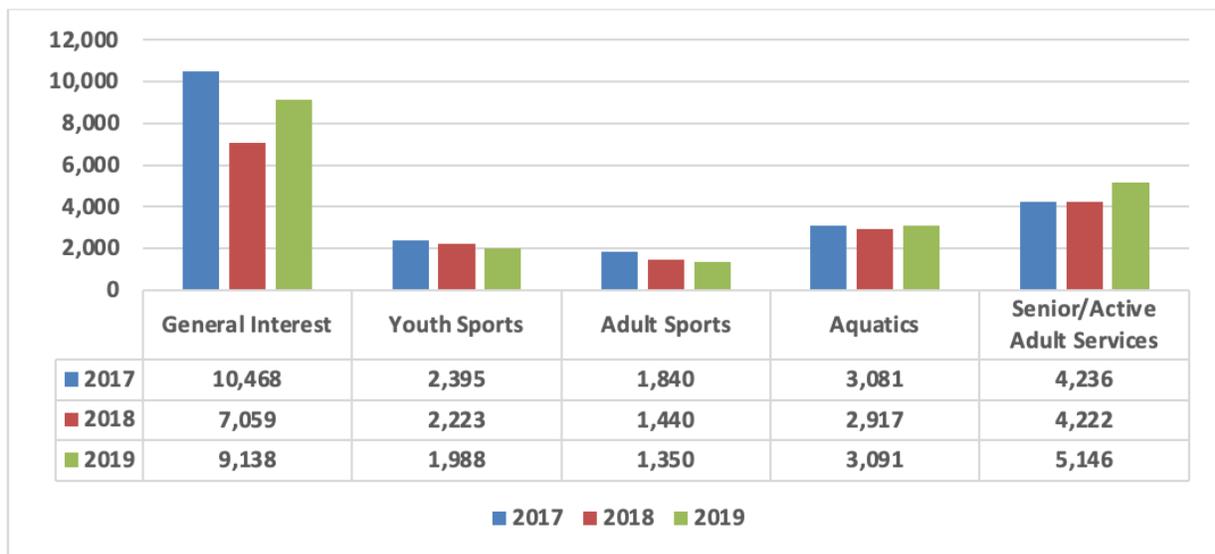
Figure 24: Program Trends



1. Programs with Registration

On average over 20,000 participants register for Department programs annually. Programs are offered at the BRC, EVAC, and various City Parks. Programs with registration have been categorized into General Interest, Youth Sports, Adult Sports, Aquatics, and Senior/Active Adult Services. Program descriptions and year-over-year participation rates for 2017, 2018, and 2019 are summarized below.

Figure 25: Registration Trends



A. GENERAL INTEREST CLASSES

General Interest Classes provide an opportunity for youth and adults to experience new activities or further expand current knowledge and abilities. The range of programs offered throughout the year include pre-kindergarten classes, karate, dance, and STEM programs. Participants may sign up on a monthly basis, or for a 6 or 8-week session or an individual workshop. General Interest classes are primarily held at the BRC. These programs appeal to the broadest audience and attract the highest number of registered participants annually.

B. YOUTH SPORTS

A variety of youth sports leagues including basketball, soccer, and baseball are designed to be recreational in nature where ability is not a prerequisite, and each participant gets an equal chance to play. On average 2,000 youth participate annually in these leagues.

C. ADULT SPORTS LEAGUES

Adult sports leagues provide recreational opportunities in softball, volleyball, and other athletics for adult coed, as well as men's and women's programs divisions. Adult softball is broken into three seasons. Registration trends are typical with the lowest registration occurring in the spring and winter, and the highest registration occurring in the summer season.

D. AQUATICS PROGRAMS

The BPR swim lesson program strives to provide a safe, fun, and creative experience to students of all ages. On average, the Department provides group swim lessons to nearly 3,000 participants annually.

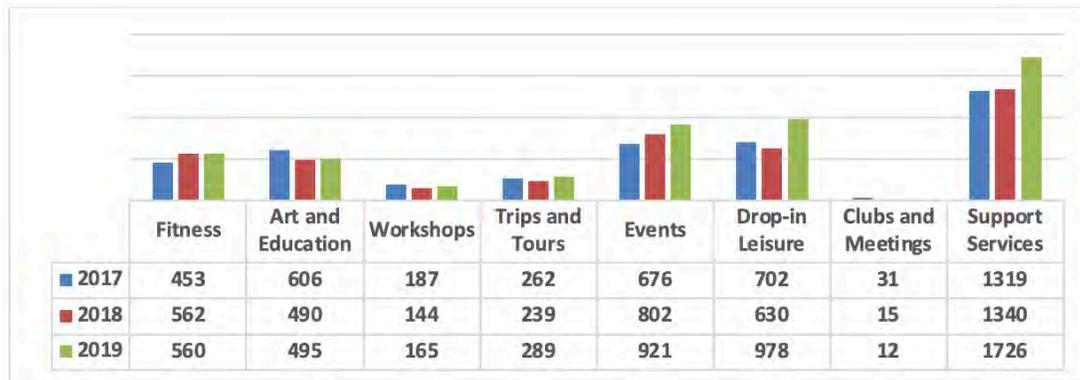
E. SENIOR/ACTIVE ADULT SERVICES PROVIDED AT EAGLE VIEW ADULT CENTER

Opened in 2012, the 18,000 SF EVAC is a gathering place for Brighton's active adult community. The versatile and highly used facility includes a café, computer lab, billiards and game room, divisible 250-seat multipurpose room with a raised stage, classrooms, crafts studio, commercial kitchen, and garden. The EVAC provides quality recreational, social, and supportive services for senior adults 55 years and better. Recent program trends have been categorized below. The Support Services category includes the Volunteers of America lunch program offered to seniors 60 and over, four days a week. Drop-in visits at the facility are not tracked.

Mission: The Eagle View Adult Center is dedicated to the overall social, educational, outreach, and wellness needs of seniors and active adults.



Figure 26: Eagle View Adult Center Program Trends



A vital partner in the success of EVAC is the Brighton United Senior Citizens, a 501(c)(3) nonprofit organization committed to financially supporting the center. A dedicated advisory board collaborates and works with city staff to accomplish the mission of the EVAC. Direct cost of programs and activities are funded through the efforts of the Senior Advisory Board. Indirect cost associated with center management and operations is funded through the City.

2. Drop-in Programs

BPR operates several facilities and organizes a variety of special events that are designed for drop-in use. While some include modest user fees, pre-registration is not required for participation. Activities are offered for all ages and include a mix of individual and group activities.

A. BRIGHTON RECREATION CENTER

When the BRC was built in 1993, it was the city’s first new construction in 20 years. The well-established facility features a leisure pool, waterslide, play structure, lap pool with diving well, indoor track, meeting rooms, and spaces for fitness, and weight training. Average drop-in facility use is 180,000 per year.

B. OASIS FAMILY AQUATIC PARK

Opened in 2011, the Brighton Oasis Family Aquatic Park boasts two prominent waterslides, a lazy river and wave generator, a leisure pool with water basketball area, a tot play structure with interactive spray features and party pavilion

rentals. This distinctive facility consistently hosts over 30,000 drop-in visitors annually during its three-month season.

C. GROUP FITNESS

The group fitness program provides a variety of fitness classes for the Brighton community including yoga, cycle, Zumba, Pilates, bootcamp, and more. All fitness and experience levels are welcome. Certified instructors provide over 50 classes a week at BRC.

D. SPECIAL EVENTS

The Department is responsible for coordinating and managing free or low-cost family friendly events held annually throughout the community. In 2019, special events hosted by the Department included:

- Eggstravaganza
- Car-nival Palooza
- Turkey Trot 5K Race
- Brighton Campout

V. RECOMMENDATIONS

The Parks and Recreation Master Plan recommendations are outlined in a Strategic Implementation Plan in this section. This plan will guide the City of Brighton Parks and Recreation Department in planning for parks and recreation services, programs, and facilities for the next five to ten years. These recommendations evolved from the planning process that involved input from staff, City Council and Board members, stakeholders, and the public through public input sessions and a community survey.

This Parks and Recreation Master Plan is a vision for the future role of the City of Brighton in continuing its tradition of excellence. Community input and participation in both this project and the overarching City of Brighton Comprehensive Plan has clearly identified the connection to key destinations, sustainable balance of facility access, open space protection and preservation, facility and asset maintenance, and prudent investment priorities that meets public interest and need. This plan works in complement with the Comprehensive Plan. The Parks and Recreation Master Plan provides more detailed guidance specifically in the parks, recreation, open space, and trails areas of focus, with a relevant planning horizon of 2031.

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

Based on the input gathered and analysis in the preceding chapters of this plan, the following goals and strategies are proposed to address key issues and needs and builds on the many existing strengths of the parks and recreation system. The recommendations are separated into the following four categories:

1. Community Priorities
2. Organizational Strategies
3. Parks and Facility Improvements
4. Recreation Programming



A. STRATEGIC IMPLEMENTATION PLAN

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

Recommended Action:

Short-Term (1-3 Years)

Mid-Term (4-7 Years)

Long-Term (8+ Years)

1. Community Priorities

Goal: Continue Development of a Well-Connected System that Meets Community Priorities

A. OBJECTIVES

1.1: Pursue collaborative planning efforts to provide more specific bicycle and pedestrian infrastructure recommendations.

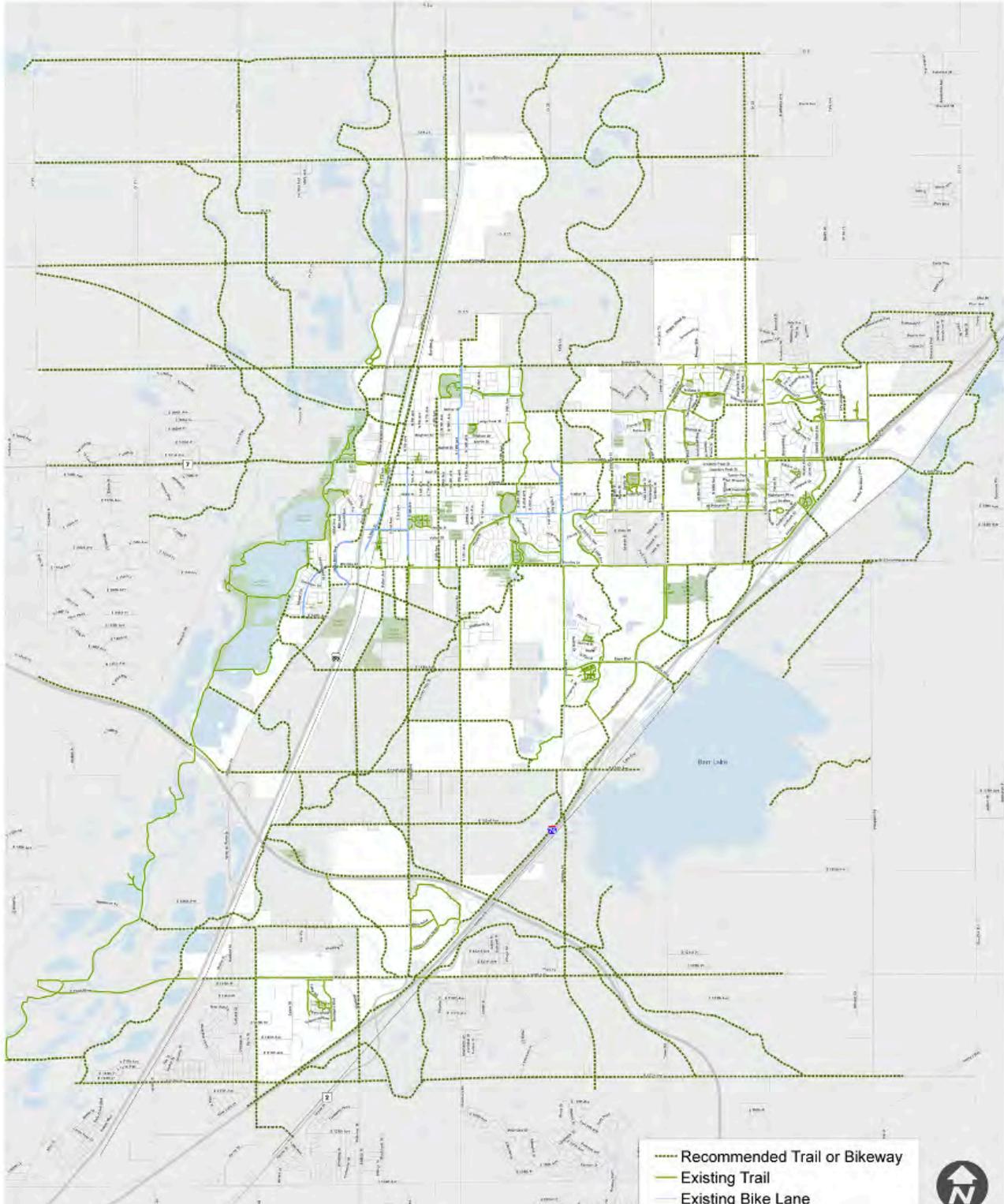
Community members clearly stated a desire for greater connectivity and accessibility to parks and recreation facilities via trail, walking, and bicycling connections. Based on the 2018 Parks, Trails, and Open Space map, draft recommendations for a trail network that connects to existing trails, parks, schools, and employment centers has therefore been created. See **Figure 27**. Recommended trails and bikeways include trails in their own right-of-way, paths along the side of major roadways, bike lanes, and shared roadways.

Specific actions for implementing this recommended trail network include partnering with other City Departments to pursue a bike master plan; reviewing bike and pedestrian crash data and address trouble locations/issues; and utilizing this information to ensure priority connections are made as development of any type occurs in and around the City.

Figure 27: Recommended Trails Network

Recommended Trail Network Brighton, Colorado

Based on the 2018 Parks, Trails, and Open Space map, the recommended trail network connects to existing trails, parks, schools, and employment centers. Recommended trails and bikeways include trails in their own right-of-way, paths along the side of major roadways, bike lanes, and shared roadways. For simplicity, all of these facility types are symbolized as "recommended trails and bikeways" and facility selection will be determined based on context at the time of concept design. New recommendations for key connections include trail connections to Barr Lake, numerous highway and railroad crossings, and a few key connections to parks and schools in the city center.



Priority trails are detailed in the table below. High priority connections would provide the most community benefit and should be actively pursued. Medium priority connections should also be made but should be pursued as opportunities arise.

Table 12: Recommended High and Medium Trail Priorities

Priority Level	Project Name	Length (miles)	Cost Estimate
High Priority	Speer Canal Trail (Baseline Road (WCR2) to Bromley Lane)	1.6	\$800,000
High Priority	CFRT (Colorado Front Range Trail) Section (Veterans Park to U.S. Highway 85 Round-a-bouts)	0.2	\$100,000
High Priority	Ken Mitchell Open Space (Aichelman House with parking lot/trailhead to CFRT)	0.9	\$450,000
High Priority	Bromley Lane Section (Eastern stop light east to South 50th Avenue on Bromley Lane)	0.3	\$150,000
High Priority	Intersection of Southern Street & Tower Road (South 40th Avenue); Southern Street (Tower Road to South 45th Avenue) & Tower Road (Southern Street to Bridge Street)	0.3	\$150,000
High Priority	CFRT Trail Section (Bridge Street (Colorado Highway 7) to Baseline Road (WCR2) along the South Platte River corridor)	1	\$500,000
Medium Priority	Bridge Street and U.S. Highway Round-a-bout to Downtown (Brighton Depot/Anythink Library)	0.4	\$200,000
Medium Priority	Missing Trail Links Along Bridge Street (I-76 to Fulton Ditch)	0.9	\$450,000
Medium Priority	U.S. Highway Underpass (presently there) (South Platte River to Main Street)	0.4	\$200,000
Medium Priority	Main Street Trail to Downtown (Baseline Road to Downtown Brighton)	0.9	\$450,000
Medium Priority	Jessup Street (South 17th Avenue to South 21st Avenue (through Mattive Open Space) including bridge over the Fulton Ditch)	0.1	\$50,000
Medium Priority	Fulton Ditch (Bromley Lane to CFRT at South Platte River)	8.7	\$4,350,000
Medium Priority	Trail from South 27th Avenue through Brighton Lakes to Fulton Ditch	1.5	\$750,000

The total cost estimate to implement High Priority trail connections is \$2,150,000. Medium priority trail costs are estimated at \$6,450,000. Additional trail descriptions and cost estimate data has been provided to staff as a staff resource document.

1.2: Amend policies to better accommodate and encourage bicycle and pedestrian uses of infrastructure.

Currently there are several City policies which do not work well with one another or with the goals of creating exceptional facility experiences. It is recommended that the Department work to update and align policies alongside other City Departments to modify policies as suggested in the Strategic Implementation Plan.

1.3: Improve access to, and usage of, existing outdoor and indoor recreation facilities.

Improving access to indoor and outdoor recreation facilities has a number of community benefits according to research conducted by NRPA. Their research shows when people are able to get to and make use of recreation facilities the benefits include:

- Physical activity, particularly among youth, is elevated
- People experience less stress
- Health and well-being of communities increases.
- Municipal revenue increases as homebuyers, businesses, and workers are brought in
- Natural resources are preserved
- Active lifestyles are encouraged

Figure 28: Parks and Recreation: A True Health Solution

**Parks and Recreation:
A TRUE HEALTH SOLUTION**

Local park and recreation agencies provide health and wellness opportunities for all populations in communities across the country. As America continues to face serious health issues parks and recreation offer an affordable and accessible solution. Share with your communities the impact you are having on their health!

People who use parks and open spaces are **3 times more likely** to achieve the recommended levels of physical activity than nonusers¹

Organized activities in parks in low-income neighborhoods can **increase park use by as much as 25%**²

Older adults engage in over **3.5 times more physical activity** in parks with walking loops.³

Children in summer camps at park and recreation sites report a **20% increase** in fruit and vegetable knowledge⁴

73% of adults believe parks, trails, and open space are an essential part of the healthcare system⁵

www.nrpa.org/Health

1. O'Sullivan, B., Hill, B., Bouchard, M., Hainesworth, C., Collins, P., O'Connell, S., et al. (2005). Increasing Activity in an Urban Population: A Randomized Controlled Trial of the Impact of Physical Activity on Health. *Journal of Physical Activity and Health*, 2(2), 111-121.
2. Cohen, D.A., Hill, S., Dennis, K., Mikellou, S., Muth, L., Baker, L., and Pomeroy, E.L. (2010). The Impact of Parks in Low-Income Areas: Park Use and Perceived Health Benefits and Barriers. *Health Affairs*, 29(12), 2279-2285.
3. Cohen, D.A., Hill, S., Dennis, K., Muth, L., Baker, L., Pomeroy, E.L., et al. (2010). The Prevalence and Use of Walking Loops in Neighborhood Parks: A National Study. *Environmental Health Perspectives*, 118(12), 1719-1724.
4. Hill, S., Cohen, D., Hill, S. (2010). *Children in Summer Camps at Parks and Recreation Sites: Health, Behavior, and Knowledge Gains and Quality of Life Outcomes of Children, Parents, and Staff*. Journal of the American Dietetic Association, 110(10), 1501-1507.
5. Berman, A.J., Sargent, J.C., Savary, P.F., Wasserman, J.J., Scharfstein, D.O. (2012). "Take it to the park and call it the morning": Perception of parks as an essential component of the health care system. *Health Affairs*, 31(12), 2615-2621.

PAPRN+ PHYSICAL ACTIVITY POLICY • RESEARCH • NETWORK • PLUS

ACTIVE LIVING RESEARCH

NRPA National Recreation and Park Association
Because everyone deserves a park

Source: National Recreation and Parks Association

Given the many community benefits of parks and recreation facilities and of the activities conducted at these spaces, it is fundamental that the City continue to make concerted efforts to improve access through the sound provision of the infrastructure needed to increase access for the diverse population in Brighton.

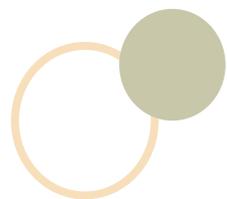
Over the next ten years, the City has the opportunity to advance the community benefits parks and recreation facilities bring by considering the following strategies for increasing access:

- Reduce and remove bicycle and pedestrian barriers.
- Assess and make major improvements to the aging irrigation infrastructure existing in many parks.
- Make large-scale and small-scale park improvements by adding community desired features and typical components similar sized agencies provide.
- Pursue a variety of planning projects including a master plan for Brighton Sports Complex, a master plan for the open space relating to the Prairie Center area lands, and a feasibility study of Brighton Oasis Family Aquatic Center.
- Implement the many existing phased projects such as Eagle View Adult Center Phase II, Brighton Recreation Center Phase II, and Ken Mitchell Open Space phases based on proven community need and projected growth.

When dedicated to the City, the Prairie Center property will be a great addition to the City's open space areas. The area includes a large lake, wetlands, and several smaller ponds which provide habitat for many wildlife species off the South Platte River corridor. The City's plans to construct a trail system on this property but needs to weigh the cost of more active management of the property before moving forward.

1.4: Preserve the character of Brighton by supporting the preservation of agricultural and naturally resource rich properties.

About 93 percent of survey respondents thought that the purpose to "Protect environmental resources and preserve land in its natural state" was "Very important" or "Somewhat important," which was the second highest ranking purpose of parks, recreation, open space, and trails listed. In addition to this community desire, the City also supports the preservation of agricultural lands as defined and outlined in the previously referenced District Plan. Managing the preservation of Brighton's character through agricultural and natural resource protection is in-place and should continue to be supported as acquisition opportunities arise



B. ACTIONS ITEMS TO ADDRESS COMMUNITY PRIORITIES

Objective 1.1: Pursue collaborative planning efforts to provide more specific bicycle and pedestrian infrastructure recommendations.

Action	Capital Cost Estimate	Funding Mechanism	Timeframe to Complete
1.1.a. Integrate the findings in this Master Plan with all other relevant master plans and all local planning activities.	-	-	Short-term
1.1.b. Participate in the development of an on-street bike master plan that identifies low stress network routes. Utilize Figure 27: Recommended Trails Network to inform and prioritize on-street bike connections and dedicated bike lanes.	-	-	Short-term
1.1.c In collaboration with other City Departments, develop a pedestrian master plan to identify high priority needs for sidewalks, trails, intersections, and crossings.	-	-	Short-term
1.1.d In collaboration with other City Departments, develop on-street bicycle design standards to reflect current best practices for both new/reconstructed streets, as well as street retrofits.	-	\$25,000	Short-term
1.1.e Building on the guidance in the Brighton Transportation Plan, develop an active transportation wayfinding system to guide users along and to trails in Brighton.	\$45,000 - \$55,000		Short-term

1.1.f Alongside other City Departments, annually review bike and pedestrian crash data and take action to reduce crash risk at locations with a high number of crashes.	-	-	Mid-term
1.1.g Adopt the Model Traffic Code for Colorado ordinances for electric assisted bicycles or develop a policy to allow certain classes of electric assisted bicycles on trails in Brighton and define where they are allowed.	-	-	Mid-term
1.1.h Participate in the development of a City Bicycle Master Plan. Pursue the strategies recommended by the League of American Bicyclists in their Bicycle Friendly Community report card for Brighton.	-	-	Mid-term
1.1.i Build a positive working relationship with Bicycle Colorado. Consider using existing programs they have or adapting programs to fit Brighton's needs.	-	-	Short-term

Objective 1.2: Amend policies to better accommodate and encourage bicycle and pedestrian uses of infrastructure.

Action	Capital Cost Estimate	Funding Mechanism	Timeframe to Complete
1.2.a Adopt the Model Traffic Code for Colorado ordinances for electric assisted bicycles or develop a policy to allow certain classes of electric assisted bicycles on trails in Brighton and define where they are allowed.	-	-	Short-term
1.2.b Explore policies needed to regulate and accommodate electric scooters, all-terrain vehicles, self-guided electric vehicles, and motorized wheelchairs.	-	-	Short-term
1.2.c Amend the trail design elements in the Brighton Land Use and Development Code Article 3 (subdivision standards) to reflect current design standards for trails: <ul style="list-style-type: none"> - Increase the minimum width of the trails to 10 feet for most trails, with the ability to reduce to 8 feet wide for short stretches in constricted corridors, - Increase the minimum width of regional trails to 14 feet, and - Add trail/street intersection design guidance that follows the FHWA’s Guide for Improving Pedestrian Safety at Uncontrolled Crossing Locations. 	-	-	Mid-term

1.2.d Amend the street design element in Tables 3-5 to include additional “low-stress” bicycle facilities such as separated bicycle lanes or buffered bicycle lanes as possible bicycle facilities	-	-	
1.2.e Add bicycle parking minimum standards in the Brighton Land Use and Development Code Article 7: O The City will need to adopt best-practice guidelines on bicycle parking design and layout.	-	-	Mid-term
1.2.f Match local ordinances to state laws related to walking and bicycling, e.g., the Colorado Safety Stop.	-	-	Long-term
1.2.g Adopt Colorado Front Range Trail signage that is being used in Northern Colorado (i.e., Fort Collins) and is referred to in the City of Brighton Transportation Plan.	\$70,000-\$90,000	-	Short-term

Objective 1.3: Improve access to, and usage of, existing outdoor and indoor recreation facilities.

Action	Capital Cost Estimate	Funding Mechanism	Timeframe to Complete
1.3.a Work with City Departments to address pedestrian barriers and to improve bicycle and pedestrian connectivity. Prioritize improving access in the Downtown area and across US 85, Bromley Lane, Bridge St., and major water ways.	-	-	Short-term
1.3.b Conduct an irrigation system assessment and prioritize upgrades, replacements, and repairs to improve turf conditions.	-	General Fund	Short-term
1.3.c Prioritize park improvements to low-scoring parks using data provided in this plan (Chapter III, Section 1.a) regarding priority areas and desired park amenities.	\$100,000-\$200,000/ year	CIP	Ongoing
1.3.d Master plan Brighton Sports Complex and include its adjacent parks, making the collective park components a singular regional facility. Create a sense of unity and arrival using design strategies. Complete Phase II of the complex which would add multi-purpose fields and outdoor courts (i.e., pickleball courts).	\$35,000-\$45,000	CIP; Grants; Park Impact Fee	Mid-term

1.3.e Pursue the expansion of the Eagle View Adult Center (Phase II).	\$18,000,000-24,000,000	CIP; Grants	Mid-term
1.3.f Pursue the renovation and expansion of Brighton Recreation Center (Phase II).	\$28,000,000-\$40,000,000	CIP; Grants	Long-term
1.3.g Conduct a conditions assessment and feasibility study of the Brighton Oasis Family Aquatic Center to determine repair needs and expansion/renovation possibilities.	\$50,000-\$60,000	CIP	CIP
1.3.h Complete phased implementation of the Ken Mitchell Park improvements and Ken Mitchell Open Space Master Plan as planned. Prioritize projects which meet conservation priorities and community needs.	\$250,000-\$275,000 per year on average	CIP; Grants; Park Impact Fee	Long-term
1.3.i Continue to explore ditches and canals as a means for providing trail connections.	-	-	Long-term

Objective 1.4: Preserve the character of Brighton by supporting the preservation of agricultural and naturally resource rich properties.

Action	Capital Cost Estimate	Funding Mechanism	Timeframe to Complete
1.4.a Continue to support the District Plan's recommended land protection efforts using the suggested evaluation criteria outlined in the plan.	\$250,000 per year	Grants, CIP	Long-term

2. Organizational Strategies

Goal: Advance Parks and Recreation Support and its Contributions to Brighton’s Economic Vibrancy

A. OBJECTIVES

2.1: Position Parks and Recreation as an important contributor to quality of life and strong economic health.

Marketing is a process for accomplishing agency mission and objectives by developing, pricing, making accessible, and providing accurate and timely information about recreational opportunities that satisfy the wants/desires of target markets. Community survey responses indicate that the Department has the opportunity to continue to improve community member’s awareness of Parks and Recreation facilities and services.

Increasing awareness can, in turn, encourage greater use of parks and recreation facilities and services is making sure residents are more aware of the amenities and programs available to them and where to find them. Creating this awareness is fundamental to ensuring the people of Brighton access the quality recreation and leisure opportunities provided.

Other benefits of improving awareness among residents include:

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

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

- State marketing objectives
- Situation assessment, to include:
 - Examination of demographic trends
 - Economic climate
- Market coverage by alternative providers
- Segmentation, targeting, and positioning
- Marketing mix
- Marketing methods
- Evaluation criteria and methods

Research is important to support segmentation, targeting, and positioning. Common evaluation methods include surveys, focus groups, customer comment cards, and mystery shopping.

Providing consistently branded signage for properties as well as installing wayfinding signage are also strategies which should be included as ways to increase awareness. Efforts already in place to replace and update signage should be continued.

Objective 2.2: Maintain optimal personnel levels, contracted services, and volunteer positions within Parks and Recreation.

As Brighton’s population increases and/or new facilities and services are added, it is essential that the organizational structure adapt with demands on the system and the professional workforce supporting it. In 2020, 49.5 full-time equivalents (FTEs) were budgeted for the Department to maintain and operate the system. As growth is realized and facilities are expanded or added, it would be prudent for the City

to consider adding contracted services to address park restroom maintenance cleaning or to provide environmental education programming. Other opportunities to assist with the maintenance of valuable parks and recreation facilities and services would be to hire a Youth Corps team for open space and trail maintenance; to develop a Park Ranger volunteer program; and to add a shared position with Traffic Engineering Department to oversee bicycle and pedestrian planning and programming.

Objective 2.3: Continue to implement financial strategies that support the Department

As already established, parks and recreation facilities and services are an essential part of urban life. Brighton Parks and Recreation manages a large amount of land and facility assets and is expected to provide a large and wide-ranging set of programs as well. In order to address deferred maintenance and to continue to provide free access to parks and, often times, low-cost programming, resources must continue to be made available to the Department so it may meet its mission. In addition to continuing to allocate General Fund resources to operations and maintenance, the City should consider adjustments to Park Impact Fees and could consider utilizing a portion of the Lodging Tax to promote sports tourism by funding improvements to existing and future facilities where sports events and special events occur. Other funding mechanisms should continue to be pursued including partnerships with other government agencies and nonprofits, public-private partnerships, grants, donations, and fees.

In particular, it is recommended that the City utilize information contained within this plan to update the Park Impact Fee. It has been many years since the fee has been evaluated. With the pressures of growth anticipated and a need for addressing LOS gaps in various areas throughout the City, it would be prudent to begin a process by which the fee is updated to reflect current costs and is, going forward, periodically reviewed to maintain alignment with development costs. A full narrative regarding the Park Impact Fee – its history, how it is used, and how it should be calculated – is available in **Appendix F**.

B. ACTION ITEMS SUPPORTING ORGANIZATIONAL STRATEGIES

Objective 2.1: Position Parks and Recreation as an important contributor to quality of life and strong economic health.

Action	Capital Cost Estimate	Funding Mechanism	Timeframe to Complete
2.1.a Be strategic when advertising by using communication channels that align with the target audience’s preferred methods of communication. For example, use social media to reach younger market segments and traditional advertising tools to reach older customers.	-	-	Ongoing

2.1.b Continue to support signage efforts so that the Department's facilities are consistently recognizable.	\$40,000-\$60,000 per year until completed	CIP, Lodging Tax	Ongoing
2.1.c Develop a Marketing Plan in coordination with the City Public Information Officer with a focus on advocacy development. At a minimum, include actions for wayfinding, signage, advertising, and registration/facility visit goals.	\$30,000-\$35,000	General Fund	Short-term
2.1.d Implement the Marketing Plan.	-	General Fund, Lodging Tax, Grants	Mid-term
2.1.e Consider creating a sports commission to help bring high-profile sporting events to Brighton.	-	-	Long-term

Objective 2.2: Maintain optimal personnel levels, contracted services, and volunteer positions within Parks and Recreation.

Action	Capital Cost Estimate	Funding Mechanism	Timeframe to Complete
2.2.a As budget allows, utilize contacted services, or add positions necessary to maintain facilities, particularly restrooms at outdoor facilities.	-	General Fund	Short-term

2.2.b Hire a Youth Corps team to assist with the maintenance of open spaces and trails.	\$40,000-\$60,000	General Fund	Short-term
2.2.d Hire a position to oversee pedestrian and bicycle planning and programming. This position could be a shared position with Traffic Engineering Department.	-	General Fund	Mid-term
2.2.e Consider developing a Parks Ranger volunteer program.	-	-	Mid-term
2.2.f Add necessary positions or contracted services to deliver high-quality visitor experiences as new facilities are added or expanded.	-	General Fund	Ongoing

Objective 2.3: Continue to implement financial strategies that support the Department

Action	Capital Cost Estimate	Funding Mechanism	Timeframe to Complete
2.3.a Update and apply the Park Impact Fee, and administration of the fee, using information provided in this plan. Utilize Park Impact Fees to support capital improvement projects outlined in this plan. Apply the fee to all new residential permits.	-	-	Short-term
2.3.b Collect Park Impact Fees as developments are permitted. Review residential permit data to anticipate future funding needs.	-	-	Short-term

2.3.b Continue to fund the operations and maintenance of facilities and bicycle and pedestrian infrastructure improvements by making incremental increases in General Fund allocations and as new facilities are added.	-	General Fund	Mid-term
2.3.c Consider allowing a portion of the Lodging Tax to be directed toward new and existing parks and recreation facilities in order to promote sports tourism and special events.	-	-	Mid-term
2.3.d Continue to partner with other government agencies such as Adams County to advance shared missions and goals.	-	-	Ongoing
2.3.e Remain open to public-private partnership opportunities to meet community needs for facilities and programs.	-	-	Ongoing
2.3.f Develop a corporate partnership program to leverage additional trail funding	-	-	Mid-term
2.3.g Consider the formation of a foundation or friends' group to expand the reach of programming. Work with a nonprofit such as a foundation to fully fund the scholarship program.	-	-	Long-term

2.3.h Establish funding for restriping bike lanes, installing bike parking, and repairing trails.	-	-	Long-term
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3. Parks and Facility Improvements & Operations

Goal: Provide Consistently Exceptional Parks and Recreation Facility Experiences

A. OBJECTIVES

3.1: Ensure that park experiences are consistently well-maintained and meet community need throughout the system.

The system inventory and subsequent analysis of the existing assets revealed opportunities for improvements so that a consistent visitor experience is available throughout the system. Combining these opportunities with survey respondents expressed desire to see existing facilities well-maintained, there are several recommended actions:

- Assess, prioritize, and upgrade/replace irrigation systems.
 - Prioritize highly-utilized, programmable open turf areas. This will also benefit access to recreational programs.
- Adopt park construction standards which defines what park features should be utilized when renovating an existing park or building a new park.
 - Park feature standards should include specifications for items including benches, playground surfacing, shelters, signage, courts, and trash bins. Typically used park features should be specified. This will assist in improving asset management and operational efficiency.
- Incorporate public art into renovation projects or at new parks. Public art builds community pride and can act to bring diverse groups together for a united cause. Continued work with the Brighton Cultural Arts Commission to provide public art in parks and at recreation facilities is recommended.
- Consider adding 49 developed park land acres to the system by 2025 in order to maintain the current LOS standard of 7.3 acres per 1,000 residents. It is recommended that this acreage be added at Brighton Sports Complex (using adjacent undeveloped park land or in the areas shown in **Figure 29: Improvement Opportunities Map**. The areas described in **Table 13: Gaps Analysis and Zone Improvement Area Descriptions** are listed in descending order with high population areas at the top. It should be noted though that areas A, B, D, E, and K all have access to parks provided by homeowner associations. Therefore, areas C and F-J, should be concentrated on for future improvements.

Figure 29: Improvement Opportunities Map

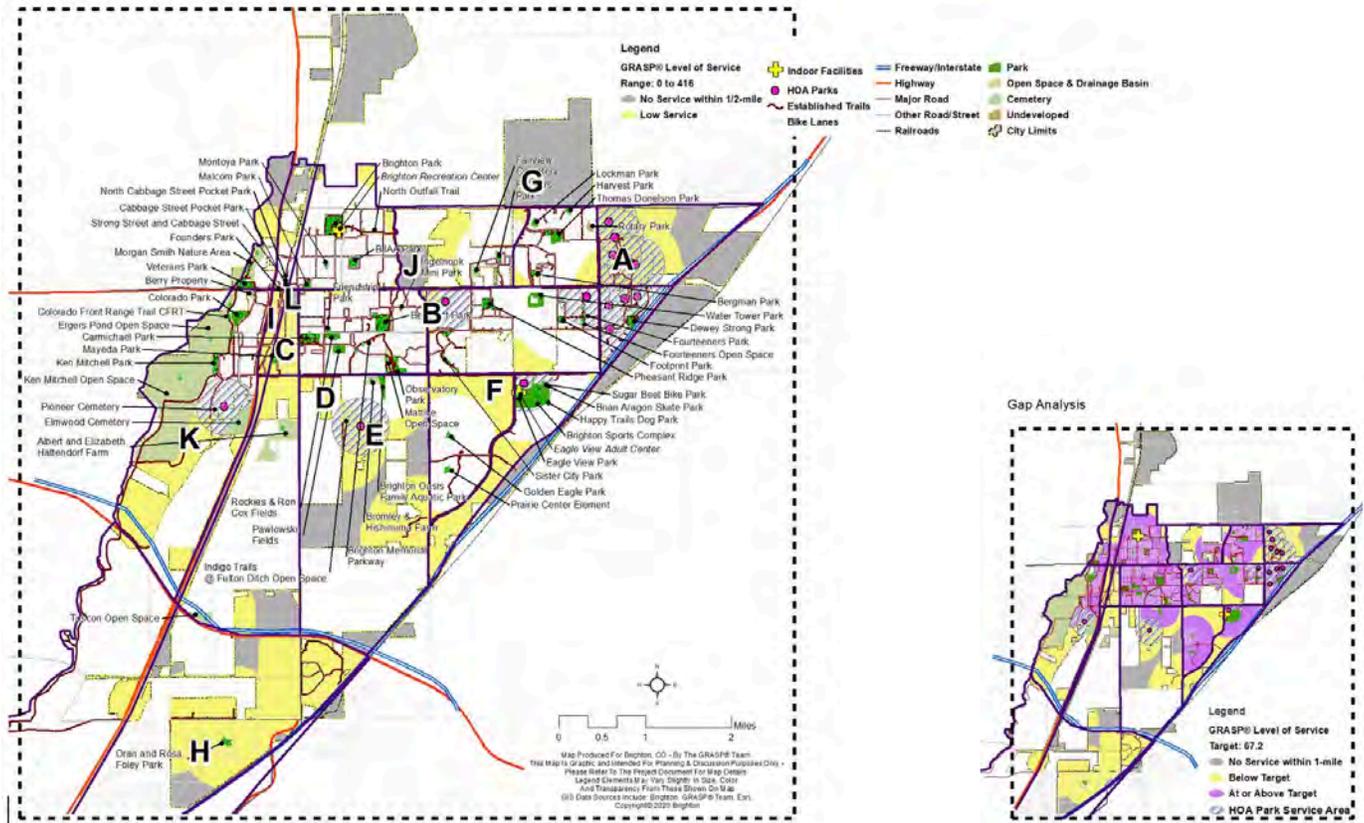


Table 13: Gap Analysis and Zone Improvement Area Descriptions

Label	2020 Total Population	2020 Diversity Index	2020 Median Household Income	Acres	HOA Park: Issues	HOA Park: Issues
A	2,445	52.3	\$102,231	523	Yes	Several high quality HOA parks Eastgate Village Mobile Home Park. Insecure quality access here but does appear to have a pool and playground
B	1,469	74	\$45,932	59	Yes	Ped Barriers to Carmichael, Mayeda scores ok but limited trails.
C	1,328	75.4	\$54,807	139	No	Solaire Apartments with rec amenities
D	809	67.7	\$91,549	60	No	Small park with playground but no trails
E	665	67.7	\$91,553	338	Yes	Recent residential? Otherwise not much here
F	358	67.7	\$91,994	255	No	Large lot subdivision
G	350	67.1	\$96,836	691	No	Foley Park is new but limited trails in area
H	309	68.2	\$100,492	488	No	Ped Barriers hinder this area
I	303	74.1	\$52,604	100	No	Limited access but there is a trail near
J	204	56.2	\$96,266	101	No	Likely just picking up a few residents too far from Colorado Park and Ken Mitchell Park. Is also an HOA park in area
K	204	67.8	\$89,655	736	Yes	Insecure ped access in downtown area. Its just a bit far from Mayeda
L	133	76	\$50,995	18	No	

As public processes are pursued for park renovation projects, park improvements are made, and/or new parks are added to the system, the City should consider adding:

- Two basketball courts
- One concession stand
- Two diamond fields
- One educational experience
- One display garden
- Horseshoe court
- Two loop walks
- One natural area
- Four open turf areas
- Four playgrounds
- Public art
- Two rectangle fields
- Eight shelters
- Two tennis courts
- One volleyball court
- Pickleball courts
- Disc golf courses

3.2: Adopt standards and other best practices to improve consistency in park development and reflect a unified vision for the parks system.

Using industry recognized best practices (BPs) can create reasons to celebrate the much-valued parks and recreation system. Using BPs show that the Department is using a tested process and has been thinking ahead, acting proactively, to ensure it is doing the best job it possible can do. NRPA provides guidance on management, maintenance, and operational best practices. The Department should continue to utilize BPs available to guide new park development and to create a unified parks system.

It is recommended that the Department develop written standards for maintenance and for park development. Best practices which are suggested include:

- Utilizing asset management software to inform budgeting processes and to increase personnel performance.
- Ensuring written agreements are in place with partner agencies and organizations.
- The Park Impact Fee should regularly be reviewed and evaluated to ensure it reflects current market conditions. Should inflation

or deflation occur, it is likely that the fee will need to be adjusted. This review and any resulting updates should be made every at least every two years.

- Adding a HOA Park classification type to the classification system. These parks contribute to the City's LOS and should be accounted for in future assessments.
- When developing parks, designing them so they are useful to people with diverse abilities. Thoughtful design and planning will produce playgrounds and facilities so that all visitors – including those with special needs – can experience the thrill and social interaction enabled through meaningful physical play. The City should consider adding WiFi or park components which appeal to youth who have aged-out of traditional playground structures. Involving youth aged 12 and over will be fundamental to designing parks which will attract this age group.

B. ACTION ITEMS FOR PARKS AND FACILITY IMPROVEMENTS AND OPERATIONS

Objective 3.1: Ensure that park experiences are consistently well-maintained and meet community need throughout the system.

Action	Capital Cost Estimate	Funding Mechanism	Timeframe to Complete
3.1.a Prioritize irrigation improvements based on assessment data.	\$10,000/zone	CIP, Lodging Tax	Short-term
3.1.b Adopt standards for park features such as benches, pour-in-place playground surfacing, shelters, signage, ADA transitions, post-tension courts, and trash receptacles.	-	-	Short-term
3.1.c Gradually replace asphalt court surfaces with post-tension courts. Prioritize improvements in gap areas.	\$1,200,000-\$1,500,000	CIP	Long-term
3.1.c Prioritize renovations/ improvements to parks or development of new parks as noted on Figure 29: Improvement Opportunities Map.	\$400,000-\$600,000/ year until completed	CIP, Lodging Tax, Grants	Long-term
3.1.d Consider adding 49 developed park acres over the next 5 years. Use data in this plan to inform the location and classification of new parks. Ideally this would be a community park.	-	Land Dedication, Park Impact Fee, CIP, Grants	Long-term
3.1.e Consider adding features that meet community need while also contributing to aligning with capacities data. Features such as WiFi or play opportunities for youth aged 12+ should be considered during the public input process.	Dependent upon location	CIP, Lodging Tax, Grants	Ongoing

3.1.f Work with Brighton Cultural Arts Commission to incorporate public art into renovation projects and into new parks.	Dependent upon project	CIP, Grants	Ongoing
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Objective 3.2: Adopt standards and best practices to improve consistency in park development and reflect a unified vision for the parks system.

Action	Capital Cost Estimate	Funding Mechanism	Timeframe to Complete
3.2.a Adopt maintenance standards that, at a minimum, include routine tasks and frequencies of tasks. These should focus resources in areas or zones where standards are set at higher levels based on uses (i.e., Brighton Sports Complex open turf fields should have a higher level of maintenance standard than an open turf area at Golden Eagle Park).	-	-	Short-term
3.2.b Utilize the asset management system to its fullest extent to prioritize maintenance needs, manage work assignments, identify trends, and analyze data. Also use the system's reporting functions to manage personnel and to explain operating and maintenance needs.	-	-	Short-term

<p>3.2.c Apply park development standards when new parks are developed. Utilize park prototype information to inform, and community input to direct, development of public parks.</p>	-	-	Short-term
<p>3.2.d Ensure written agreements are in place with partners such as Brighton United Senior Citizens. Terms of the agreement and partner roles and responsibilities should clearly be outlined.</p>	-	-	Short-term
<p>3.2.e Periodically update the Park Impact Fee to reflect current market conditions (i.e., adjust for inflation). Do this every 2-5 years taking current conditions into consideration.</p>	-	-	Ongoing
<p>3.2.f Ensure parks are designed for inclusive use by visitors. Incorporate play features which are accessible for all abilities when possible.</p>	-	-	Ongoing
<p>3.2.g Consider evaluating and re-classifying parks based on park prototypes. Reconsider the roles of dedicated homeowner association and planned unit development parks.</p>	-	-	Long-term

4. Recreation Programing

Goal: Deliver Exceptional Programs for Residents of All Ages and Abilities

A. OBJECTIVES

The program assessment created by the consultant in collaboration with Recreation Services Staff identified the following findings:

- Registration data reflects high interest and participation in General Interest classes and programs and services offered at the EVAC. Registration for 2019 General Interest classes was up 20 percent over 2018, while program and services at EVAC were up 21 percent since 2017.
- Visits to BRC and attendance for Drop-in Fitness at the facility has declined in recent years. Between 2017 and 2019 visits to BRC were down 12 percent, and Drop-in Fitness was down 20 percent. This could be a result of congestion challenges at the facility during prime use times.
- The lack of additional indoor space (court space, multi-purpose space, group exercise space), and outdoor facilities (diamond and rectangular fields) limits the programs and services offered by the Department.
- Most programs at EVAC have reached capacity. The facility will not continue the year-over-year growth it has historically seen.
- Department marketing efforts should be evaluated. Insufficient marketing staff and/or budget is likely contributing to reduced registration rates.
- Establishing cost recovery goals and, subsequently, using information to determine appropriate subsidy levels, including subsidy for the scholarship program.
 - The scholarship program could be fully funded by a foundation or a friends' group. This would release General Fund allocation used to subsidize the scholarship program which could then be used to increase other program categories' offerings.

Additionally, the Department should have a process in place to evaluate the success of current program offerings and criteria to determine if new program ideas should be instituted or if changes should be made to current programs, including eliminating or suspending existing programs. A few simple questions should be asked of participants and staff about each program that includes:

- Is participation increasing or decreasing? If participation is increasing, then it could mean that the program should be continued. If participation is decreasing, are there steps to take to increase interest through marketing efforts, changes to the time/day of the program, format, or instructor? If not, it may be time to discontinue the program.
- Is there information contained in the participation/staff feedback that can be used to improve the program?
- Are cost recovery goals being met? If not, can costs be reduced or can fees be realistically increased?
- Is there another provider of the program that is more suitable to offer it? If yes, the Department could provide referrals for its customers.
- Is this program taking up facility space that could be used for expansion of more popular programs or new programs in demand by the community?

A Public Services Assessment Matrix and a full description of how to use the matrix has been provided to staff as a resource document.

In short, the program review reveals that certain additional facilities will likely be needed to accommodate demand. Once facilities are provided, the Department should market its program portfolio so that the many benefits parks and recreation provides are accessed by more community members.

4.2: As resources are available, develop environmental and agriculture related programming.

Although the community survey respondents did not elevate this program area to a prioritized level, it is known that environmental and agricultural programming deepens personal development and well-being, builds important life skills like leadership and autonomy, and strengthens communities. The District Plan outlines a number of programming opportunities for expanding agriculture-related programming. It is suggested that the City continue to execute the District Plan and support efforts to promote local food production and food system programming.

While efforts to implement the existing Bromley Farm - Koizuma-Hishinuma Farm Master Plan are in place, it is difficult for the Plan’s recommendations to be fully executed. It is recommended that the Plan be updated to reflect a more current and realistic vision for how this agricultural site can become a hub for environmental and agricultural learning.

4.3: Support bicycle and pedestrian related programming to support community priorities.

Brighton has made great strides in recent years by engaging the Bike Brighton subcommittee. In order to implement all of the recommendations in this plan in a timely manner, it is important that a dedicated staff person be responsible for pedestrian and bicycle planning and programming, as well as coordination with the Bike Brighton subcommittee. Through this coordination programs can be put in place to encourage active transportation, such as Safe Routes to School. These types of programs help residents and visitors learn trail etiquette and know how to access them. Given the community’s strong desire to use bicycle and pedestrian routes to safely access key destinations, it is suggested that the City implement these programming recommendations.

B. ACTION ITEMS FOR PARKS AND FACILITY IMPROVEMENTS AND OPERATIONS

Objective 4.1: As programming space becomes available, increase participation rates in all program areas.

Action	Capital Cost Estimate	Funding Mechanism	Timeframe to Complete
4.1.a Continue to offer diverse, well-received programs.	-	-	Ongoing
4.1.b Take advantage of existing outdoor facilities by conducting fitness classes and other programs in the locations. Hold classes at locations throughout the system to increase access to recreation opportunities.	-	-	Short-term
4.1.c Offer additional senior programming when EVAC is expanded. Include therapeutic recreation opportunities.	-	General Fund	Mid-term

4.1.d Expand indoor and outdoor youth sports and adult sports as facilities are improved.	-	General Fund	Mid-term
4.1.e Provide additional fitness classes upon expansion of the Brighton Recreation Center	-	General Fund	Long-term
4.1.f Establish a permanent funding source for the scholarship program such as a foundation or a friends group.	-	-	Mid-term
4.1.g Conduct a cost recovery (resource allocation) process to determine community-informed subsidy levels. Ensure the appropriate subsidy level for the scholarship program.	-	-	Mid-term
4.1.h Conduct an annual services assessment process to inform program portfolio development.	-	-	Mid-term

Objective 4.2: As resources are available, develop environmental and agriculture related programming.

Action	Capital Cost Estimate	Funding Mechanism	Timeframe to Complete
4.2.a Collaborate with Adams County and other organizations to develop and market local food system programming.	\$40,000 per year	General Fund	Long-term
4.2.b Re-evaluate programming possibilities at Bromley Farm - Koizuma-Hishinuma Farm when updating the Master Plan. Consider ways to make this parcel a hub of agricultural and environmental learning.	-	-	Long-term

4.2.c Partner with Bird Conservancy of the Rockies to provide programming located at Brighton open space properties.	-	General Fund, Grants	Long-term
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Objective 4.3: Support bicycle and pedestrian related programming to support community priorities.

Action	Capital Cost Estimate	Funding Mechanism	Timeframe to Complete
4.3.a Continue to work with the Bike Brighton subcommittee on developing solutions and programs related to trails in Brighton.	-	-	Mid-term
4.3.b Continue to participate in and promote bike to school/ workdays. Provide opportunities for appropriate City staff to attend webinars or conferences related to bicycle and pedestrian planning and implementation.	-	-	Ongoing

B. PARK IMPACT FEES

An opportunity is created when a city is faced with accelerated growth rates to consider modifications to policies which service newly constructed developments. With adoption of a Comprehensive Parks and Recreation Plan and associated Capital Improvement Program (CIP) this is the time for the City of Brighton to examine its Park Impact fees and the process by which park development occurs and is implemented.

It is unclear when the last review and update to these fees was conducted. Adopting new strategies regarding this revenue source would allow the City to more effectively offset capital costs related to providing parks and recreation facilities.

The current Impact Fee Schedule adopted for year 2020 by Resolution 2019-123 covers a broad range of public services including traffic impacts; water investment fees, tap fees and resource fees; wastewater treatment, sewer connection fees and stormwater fees. These fees are highly quantifiable and standardized regionally and to a certain extent; nationwide. Park and open space fees are not quantified in the same manner.

A description of the process for determining impact fees and implementing an impact fee schedule is described below. A full explanation of the Park Impact Fee evaluation process and of impact fees themselves is available in **Appendix D**.

1. Establishing a LOS Standard

The first step in adopting a defensible Park Impact Fee is recognition of a standard or level of service (LOS). In this case, the City of Brighton must determine the desired LOS for the park system. This metric might address the number of parks per population, distance to a park from a residence, acres of developed park land per 1,000 residents, or other agreed upon metric. As a point of reference, the National Recreation and Parks Association (NRPA) provides metrics for assessing the performance of a parks department. For Brighton, a LOS standard of developed park land acres per 1,000 residents may be a reliable metric to utilize for assessing Park Impact Fee modifications. This metric for Brighton is currently 7.3 acres per 1,000 residents and is explained in further detail in **Appendix F**.

It should be noted that a community may establish its own standard based on local needs or priorities. For example, the City of Brighton may determine that parks should be located within a 10-minute walk of all residences.

Parks, unlike utilities, vary significantly in terms of the amenities offered and the size of the area served. Demographic characteristics regarding age, geographic location, climate, and regional popularity of sports and leisure activities will affect the selection of improvements, environmental or physical challenges and recreational selection of facilities. The key to success is a transparent process to develop and vet standards regarding park improvements chosen by residents that fit the needs and desires of their lifestyle.

Adoption of this Master Plan establishes the standard for parks and recreation and is the first step in estimating costs for implementation. An estimated cost can then be attributed to the standard and the proportional rate per household can then be calculated. The resulting Park Impact Fee only applies to the cost of physical improvements and land costs. Any operational or maintenance costs are ineligible to be included in the calculation of fees.

The geographic location of residential development may necessitate additional improvements in parts of town experiencing growth. For example, the southern area of Brighton is seeing new residential development. As such the City should identify land in this area and plan for the development of parks to serve these new households. Implementation phases should include:

- Acquisition of land
- Conceptual design of the park
- Final design and permitting of the park
- Construction of Park improvements

All of these steps may be funded through the collection of Park Impact Fees paid at the time a residential building permit is issued. Operational and maintenance costs may not be funded with collected Impact Fees.

2. Anticipating Capital Improvements

Capital Improvements are major expenditures for physical improvements which require government financing over a specified time. The most common tool used to program these expenditures is a Capital Improvement Plan (CIP). Brighton's CIP includes a description of projects, identification of construction cost estimates, and potential funding sources. Funding sources vary between projects and change year to year based on collected revenues and may include a combination of general funds, grant funds, lottery funds, municipal bonds, user fees and Impact Fees.

One major outcome of this Plan is a proposed 5-year CIP list (see Chapter VII). This list is based on community input and operational and financial analyses. The cost of proposed capital improvements forms the basis for establishment of a revised, or updated, Park Impact Fee. The total costs of projects included in this plan establish a rational nexus and identify the proportional share to be charged to newly developed individual dwelling units.

3. Calculating the Impact Fee

Several variables inform the calculation of an impact fee. How many residential units are permitted per year? What is the total anticipated capital expenditure necessary to meet an established standard level of service (LOS)? What other funds should contribute to those expenses and what share should be met by the collected Impact Fees? The answers to these questions inform the Impact Fee dollar amount. As with any fee, regular review and adjustment is necessary to effectively carry out the goals of the policy.

For the City, the following equation was used to determine a proposed Park Impact Fee amount. First, the total anticipated capital expenditure recommended by the master plan was used as the anticipated funding required to meet the community's standard for parks and recreation. The plan identified a total capital investment of \$70,000,000 over the next 10 years. Then the total capital expenditure was divided by 10 to annualize this amount for budgetary purposes.

Next, non-Park Impact Fee sources of capital funding was determined with the assistance of the City of Brighton Finance Department. Monetary amounts were associated with each funding source for budgeting purposes. These funds were then totaled and subtracted from the annualized capital expenditures. The remainder is what is the required pro rata share to be borne by future residents through Park Impact Fees.

Next, the planning team estimated the annual number of residential permits that may be issued over the next 10 years. Ten years of residential permit data was reviewed. On average over the last 10 years, the City of Brighton has permitted 328 residential units annually.

Figure 30: Annual Residential Permits



In 2019 and 2020, the City of Brighton permitted 500 and 660 residential permits, respectively. However, these could be outlier years due to a sizeable residential development. It is unclear if the City should expect permitting numbers to continue to trend at that level. Therefore the 10-year average of 328 was used for the purposes of calculating the Impact Fee.

Next, the amount of annualized capital expenditure remaining after subtracting non-Impact Fee sources of funding was divided by the anticipated number of residential permits (328). The result is a Park Impact Fee of \$1,971.

The formula discussed above is as follows:

$$\begin{aligned} & (10\text{-Year Capital Expenditures}) \div (10 \text{ Years}) = \text{Annual Capital Expenditures} \\ & (\text{Annual Capital Expenditures}) - (\text{Sum of Non-Impact Fee Funding Sources}) = \text{Annual Impact Fee Revenue} \\ & (\text{Annual Impact Fee Revenue}) \div (\text{Expected Annual Residential Permits}) = \text{Impact Fee Recommendation} \end{aligned}$$

The Impact Fee should be reviewed and adjusted on a regular basis to account for fluctuations in residential permit activity and estimated capital cost. Five- or ten-year increments are typical time frames to revisit an adopted Impact Fee policy to ensure anticipated building costs are clear and transparent to the commercial and residential development community.

VI. CAPITAL PROJECTS

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

Evaluation of community needs, existing conditions, and anticipated growth highlights the need for new parks and facilities. In some cases, modifications to existing projects are expected due to the current analysis of needs and conditions. **Table 13** on the following page delineates whether these new priorities should be addressed in the short-term (1-3 years), mid-term (4-7 years), or long-term (8+ years). These projects are listed in timeline order based on priorities the community stated are important and on the strategic placement of facilities and parks in order to ensure all residents have access to adequate and quality park and recreation opportunities. Other, smaller projects may be inserted into the annual budget and/or pursued as budget allows by the Department during the annual budget process.

Table 13: Capital Project Priorities

Short-term (1-3 Years)		Type of Project
On-Street Bike Master Plan	Participate in plan development with other City Departments	Planning
Trail Connections	Inform where trail connections should be made as development occurs	Operational
Improve Bicycle and Pedestrian Connectivity	Participate in City efforts to reduce barriers for bicyclists and pedestrians	Capital Project
Wayfinding Signage	Trail and bicycle signage	Capital Replacement
Irrigation Replacements	Prioritize irrigation upgrades to parks used primarily for recreation programming	Capital Maintenance
Park Improvements	Prioritize improvements to reduce LOS gaps	Capital Replacement/Maintenance
Mid-term (4-7 Years)		
Brighton Sports Complex Master Plan	Create a community-inspired unified site and expand recreation access by adding, at a minimum, multi-purpose fields and outdoor courts	Planning
Eagle View Adult Center Phase II	Expand program opportunities and therapeutic recreation access	Capital Project
Brighton Oasis Family Aquatic Center Conditions Assessment and Feasibility Study	Determine repair needs and expansion/renovation possibilities	Planning
Long-term (8+ Years)		
Ken Mitchell Open Space Master Plan Implementation (phased approach)	Implement recommendations for the plan by prioritizing conservation and community need projects	Capital Project
New Park Development	Add 49 acres to maintain 7.3 developed park acres per 1,000 residents ratio	Capital Project
Bromley Farm - Koizuma-Hishinuma Farm Master Plan Update	Re-envision environmental and agricultural programming opportunities at this centrally located hub.	Planning

APPENDIX A:

PARKS AND FACILITIES INVENTORY AND ASSESSMENT

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

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

ASSESSMENT SUMMARY

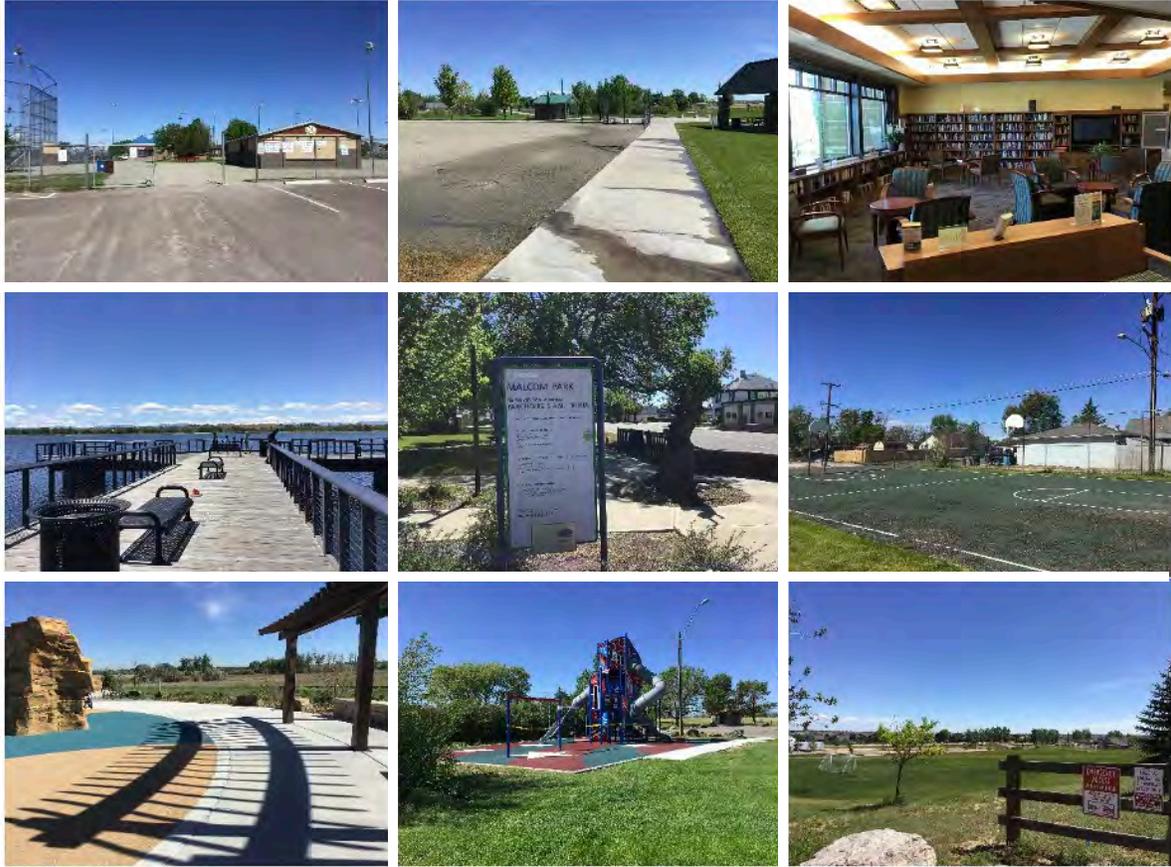
Observations and conclusions based on visits to each park or facility include the following:

Overall the system is in good shape, but it lacks a great or signature park. For example, no park scored a three in design and ambiance

- Restroom maintenance and cleaning seem to be an issue. Consider contracting of existing restrooms to a janitorial company
- Add standards for trash cans, benches, shelters, etc.
- Consider transition to all poured-in-place playground surfacing or standardize ADA playground ramps
- Park signs inconsistent, some old, some new, some faded out bad, former names, etc.
- Consider post-tension courts as standard
- Many parking lots need updating asphalt
- A need to increase maintenance levels on mulch in planting beds and crusher fines paths

Figure 31: System Inventory Examples





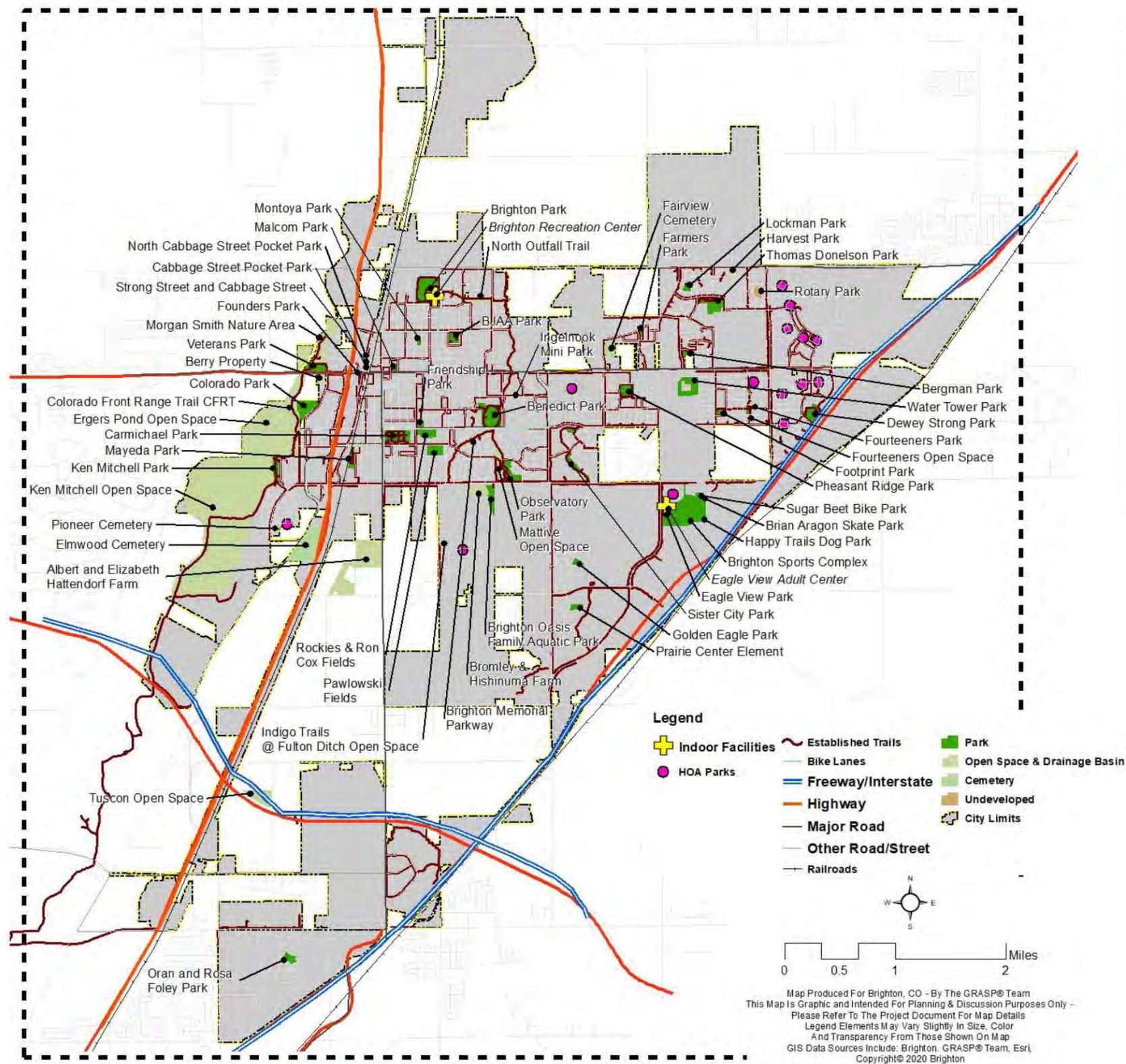
System Map

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

Figure 32: Key Map

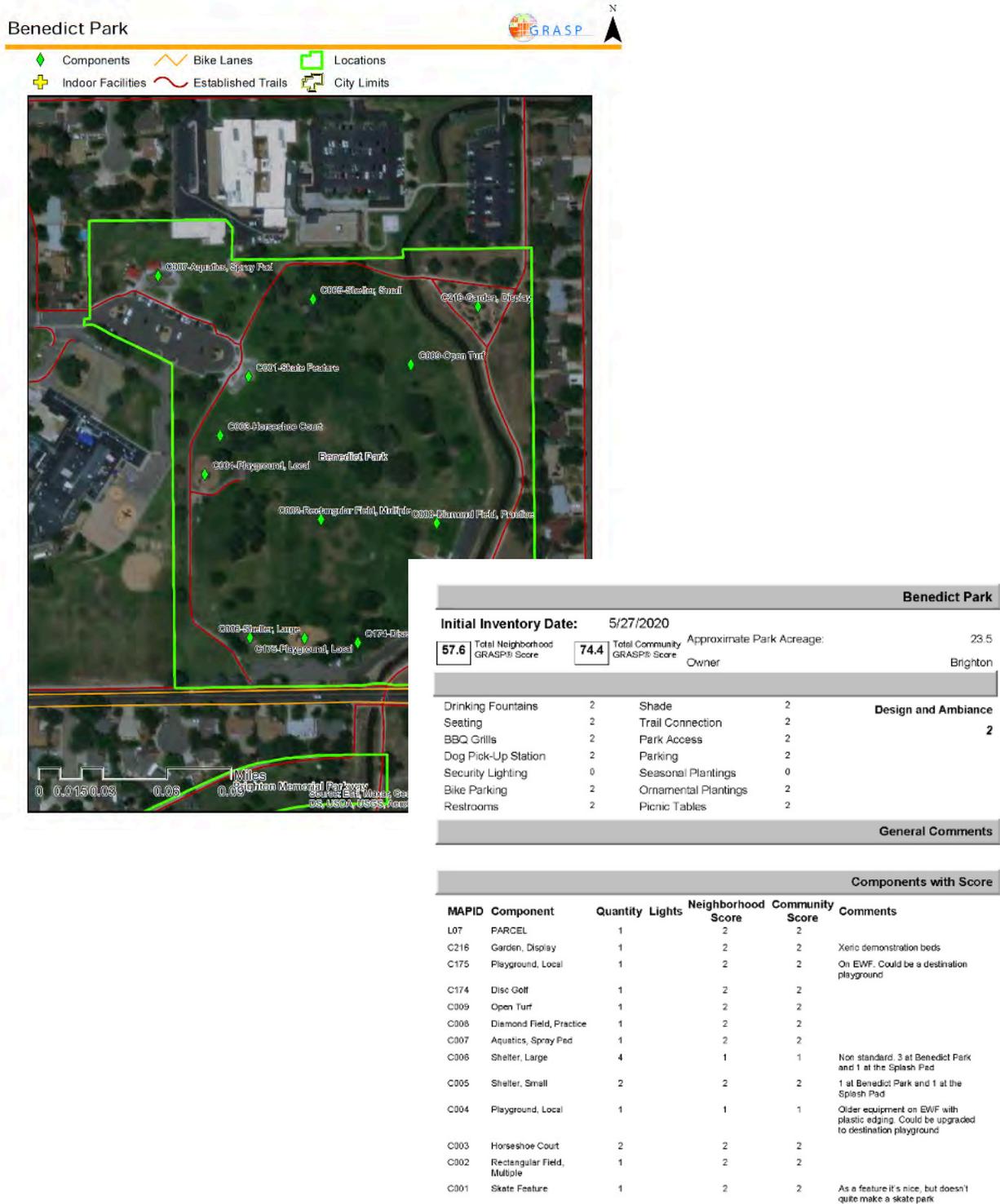


Figure 33: System Map



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Figure 34: Example of GIS Inventory Map and Datasheet from Benedict Park
 See the Inventory Atlas, supplemental document to the Master Plan.



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Table 14: Summary of Outdoor Locations (Developed Parks)

	Location	GIS Acres	Aquatics, Complex	Aquatics, Leisure Pool	Aquatics, Spray Pad	Basketball Court	Basketball, Practice	Bike Course	Climbing, Designated	Concessions	Diamond Field	Diamond Field, Complex	Diamond Field, Practice	Disc Golf	Dog Park	Educational Experience	Event Space	Fitness Course	Game Court	Garden, Community	Garden, Display	Horseshoe Court	Inline Hockey	Loop Walk	Natural Area	Open Turf	Passive Node	Playground, All Sizes	Public Art	Rectangular Fields, All Sizes	Shelter, All Sizes	Skate Feature	Skate Park	Tennis Court	Trailhead	Volleyball Court	Water Access, Developed	Water Access, General	Water Feature	Water, Open					
Community Park	Benedict Park	23.5			1								1	1							1	2			1	2		1	6	1															
	Brian Aragon Skate Park	1.4																			1									1		1													
	Brighton Park	31.6				3										1						1	1				2	1	1	4					2	1	1				1				
	Brighton Sports Complex	54.7								1	4	1															1	1		2															
	Eagle View Park	1.1																		1	1			1				1		1									1						
	Happy Trails Dog Park	5.2													1															1											1				
	Pawlowski Fields	7.7								1	4	1																																	
	Rockies and Ron Cox Fields	7.1									2																																		
	Sugar Beet Bike Park	1.0						1																																					
	Thomas Donelson Park	15.1																					2			1	1		1	1															
Water Tower Park	14.1								1																			3																	
Neighborhood Park	Bergman Park	3.0																							1	1																			
	BJAA Park	6.0											1								1		1	1	1	1	1			2			2												
	Carmichael Park	18.4				1										1	1						1	1	1	1	1	1		1			4												
	Colorado Park	13.5				1																				1	1		1	2			2	1											
	Dewey Strong Park	10.4								1														1	1				1	1					1										
	Farmers Park	3.0				1																		1			1		1	1															
	Footprint Park	3.9			1													1						1	1	1	1	1																	
	Fourteeners Park	3.3																			1				1	1	1			1															
	Golden Eagle Park	2.9																				1		1	1	1	1			2															
	Harvest Park	3.4																						1	1	1	1																		
	Ken Mitchell Park	5.7				1	2													1					1	1	1			4						1						2			
	Lockman Park	3.1																						1	1	1	1		1																
	Malcom Park	2.3				2					1									1					1	1	1	1		1															
	Mayeda Park	4.7					1																	1	1	1	1																		
	Montoya Park	1.4				1							1															1		1	1														
	Observatory Park	10.6																								1	1		2	3															
	Oran and Rosa Foley Park	3.6																						1	1	1	1			1															
	Pheasant Ridge Park	9.4									1													1	1	1	1		1	1															
	Prairie Center Element	3.1				1																						1								1									
	Sister City Park	10.9															1								1	1	1			1															
Veterans Park	9.0															1									1	1	1			1				1					1						
Other Developed Parks	Brighton Oasis Family Aquatic Park	6.8	1	1	1				1	1																				1															
	Founders Park	0.3																									1																		
	Cabbage Street Pocket Park	0.0																									1																		
	North Cabbage Street Pocket Park	0.0																										1																	
	Strong Street and Cabbage Street	0.0																										1																	
	Friendship Park	2.1																								1				3															
Ingelnook Mini Park	0.3																								1																				
	Totals	303.6	1	1	3	11	3	1	1	4	13	2	3	1	1	4	1	1	1	3	4	7	1	13	1	22	3	26	7	14	45	1	1	8	2	4	2	2	1	4					

Table 15: Summary of Outdoor Locations (Open Space and Cemeteries)

	GIS Acres	Educational Experience	Event Space	Loop Walk	Natural Area	Open Turf	Passive Node	Shelter, All Sizes	Trailhead	Water Access, General	Water, Open
Open Space, Farmland, Drainage Basins, and Undeveloped	Rotary Park	3.0									
	Berry Property	3.2									
	Brighton Memorial Parkway	10.4				1		4			
	Colorado Front Range Trail CFRT	28.3			1			1	1		1
	Ergers Pond Open Space	131.2									1
	Fourteeners Open Space	3.7				1					
	Ken Mitchell Open Space	443.4									2
	Mattive Open Space	15.9	1	1							
	Morgan Smith Nature Area	41.4	1		1					1	1
	North Outfall Trail	11.0									
	Tuscon Open Space	16.3			1						
	Albert and Elizabeth Hattendorf Farm	63.7			1						
	Bromley and Hishinuma Farm	9.6		1	1						
	Indigo Trails at Fulton Ditch Open Space	1.7									
Cemetery	Elmwood Cemetery	38.2					1				
	Fairview Cemetery	6.7									
	Pioneer Cemetery	0.3									
Totals	827.9	2	1	1	5	2	1	5	1	1	5

Indoor Facilities

Indoor facilities were also inventoried and cataloged based on the following table. Currently, Brighton offers a variety of indoor opportunities at two facilities.

Table 16: Summary of Brighton Indoor Locations

LOCATION	Aquatics, Lap Pool	Aquatics, Leisure Pool	Aquatics, Spray Pad	Arts and Crafts	Auditorium/Theater	Childcare/Preschool	Fitness/Dance	Food- Vending	Kitchen- Commercial	Kitchen- Kitchenette	Lobby/Entranceway	Multi-purpose Room	Patio/Outdoor Seating	Patio/Outdoor Seating	Sauna/Steam	Specialty Services	Sport Court	Track, Indoor	Weight/Cardio Equipment
Brighton Recreation Center	1	1	1			1	2	1		1		5		1	2		3	1	2
Eagle View Adult Center				1	1		1		1	1	1	6	1			1			
Totals	1	1	1	1	1	1	3	1	1	2	1	11	1	1	2	1	3	1	2

PARK RANKING

In addition to locating components, assessments included the functional quality of each element. The following table displays the ranking of each park based on an overall score for its components and modifiers. This table uses park rank and ownership to organize and compare parks. In general, parks at the top of the list offer more and better recreation opportunities than those ranked lower. The bar length for each park reflects its overall score in proportion to the highest-ranking (Brighton Park). There is no ultimate or perfect score. Cumulative scores include the number and quality of the components in a park. Also, the scores consider the availability of amenities such as restrooms, drinking fountains, seating, parking, and shade.

Table 17: Park Ranking Table (All)

Location	GRASP® Score/Rank	Location	GRASP® Score/Rank
Brighton Park	98.8	Sister City Park	21.6
Carmichael Park	85.8	Brian Aragon Skate Park	19.2
Brighton Sports Complex	76.8	Happy Trails Dog Park	19.2
Benedict Park	74.4	Harvest Park	19.2
Ken Mitchell Park	69.6	Bromley and Hishinuma Farm	15.4
BJAA Park	49.4	Bergman Park	14.4
Pawlowski Fields	45.6	Cabbage Street Pocket Park	14.4
Colorado Park	43.2	Ken Mitchell Open Space	13.2
Malcom Park	43.2	Mattive Open Space	13.2
Veterans Park	40.8	Elmwood Cemetery	8.8
Montoya Park	36	Founders Park	8.8
Brighton Oasis Family Aquatic Park	33.6	Strong Street and Cabbage Street	8.8
Eagle View Park	33.6	Friendship Park	6.6
Footprint Park	33.6	Rockies and Ron Cox Fields	5.4
Golden Eagle Park	33.6	North Cabbage Street Pocket Park	4.8
Pheasant Ridge Park	33.6	Albert and Elizabeth Hattendorf Farm	4.4
Thomas Donelson Park	33.6	Berry Property	4.4
Dewey Strong Park	31.2	Ergers Pond Open Space	4.4
Observatory Park	31.2	Fairview Cemetery	4.4
Brighton Memorial Parkway	28.8	Fourteeners Open Space	4.4
Farmers Park	28.8	Ingelnook Mini Park	4.4
Mayeda Park	28.6	North Outfall Trail	4.4
Colorado Front Range Trail CFRT	24	Sugar Beet Bike Park	4.4
Fourteeners Park	24	Tuscon Open Space	4.4
Lockman Park	24	Indigo Trails at Fulton Ditch Open Space	2.2
Oran and Rosa Foley Park	24	Pioneer Cemetery	2.2
Prairie Center Element	24	Rotary Park	2.2
Morgan Smith Nature Area	22		
Water Tower Park	22		

Sometimes it is also helpful to compare parks within certain classifications. The following table ranks the community, neighborhood, and pocket parks in groups for comparison.

Table 18: Park Ranking Table (Classification comparison)

Community	
Brighton Park	98.8
Brighton Sports Complex	76.8
Benedict Park	74.4
Pawlowski Fields	45.6
Thomas Donelson Park	33.6
Eagle View Park	33.6
Water Tower Park	22
Brian Aragon Skate Park	19.2
Happy Trails Dog Park	19.2
Rockies and Ron Cox Fields	5.4
Sugar Beet Bike Park	4.4
Neighborhood	
Carmichael Park	85.8
Ken Mitchell Park	69.6
BJAA Park	49.4
Colorado Park	43.2
Malcom Park	43.2
Veterans Park	40.8
Montoya Park	36
Pheasant Ridge Park	33.6
Footprint Park	33.6
Golden Eagle Park	33.6
Observatory Park	31.2
Dewey Strong Park	31.2
Farmers Park	28.8
Mayeda Park	28.6
Oran and Rosa Foley Park	24
Prairie Center Element	24
Fourteeners Park	24
Lockman Park	24
Sister City Park	21.6
Bergman Park	14.4
Pocket Park/Mini Park	
Cabbage Street Pocket Park	14.4
Strong Street and Cabbage Street	8.8
Friendship Park	6.6
North Cabbage Street Pocket Park	4.8

Brighton parks are comparable to other agencies across the county by using these scores. The GRASP® National Dataset currently consists of 72 agencies, 4,748 parks, and over 25,000 components.

When comparing Brighton to other agencies and parks in the dataset, Brighton has five parks in the top ten percent of all parks in terms of overall GRASP® score.

This high ranking would indicate that while Brighton provides a variety of parks at different levels, it is providing five high ranking parks available to the community.

However, the lack of any park in the top 250 could support the idea that Brighton lacks a signature park.

25,142
72
 Components, Agencies, Parks

5 Top 10%
 of all
 park
 scores

0 Top 250
 of all
 park
 scores

LEVEL OF SERVICE ANALYSES

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

Why Level of Service?

Level of Service (LOS) describes how a recreation system provides residents access to recreational assets and amenities. It indicates the ability of people to connect with nature and pursue active lifestyles. It can have implications for health and wellness, the local economy, and the quality of life. Further, LOS for a park and recreation system tends to reflect community values. It is often representative of people's connection to their communities and lifestyles focused on outdoor recreation and healthy living.



GRASP® Analysis

GRASP® (Geo-referenced Amenities Standards Process) describes how a recreation system provides residents access to recreational assets and amenities. It indicates the ability of people to connect with nature and pursue active lifestyles. It can have implications for health and wellness, the local economy, and the quality of life. Further, LOS for a park and recreation system tends to reflect community values. It is often representative of people's connection to their communities and lifestyles focused on outdoor recreation and healthy living.

Perspectives

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

Types of Perspectives

The LOS offered by a park or other feature is a function of two main variables: what is available at a specific location and how easy it is for a user to get to it. The inventory performed with the GRASP®-IT tool provides a detailed accounting of what is available at any given location, and GIS analysis uses the data to measure its accessibility to residents. People use a variety of ways to reach a recreation destination: on foot, on a bike, in a car, via public transportation, or some combination. In GRASP® Perspectives, this variability is accounted for by analyzing multiple travel distances (referred to as catchment areas). These service areas produce two distinct types of Perspectives for examining the park and recreation system:

1. Neighborhood Access
2. Walkable Access

A **Neighborhood Access** perspective uses a travel distance of one mile to the inventory and is assumed to be a suitable distance for a bike ride or short drive in a car, or perhaps a longer walk. This suitable distance captures users traveling from home or elsewhere to a park or facility by way of a bike, bus, or automobile.

A **Walkable Access** perspective uses a shorter catchment distance intended to capture users within a ten to fifteen-minute walk.

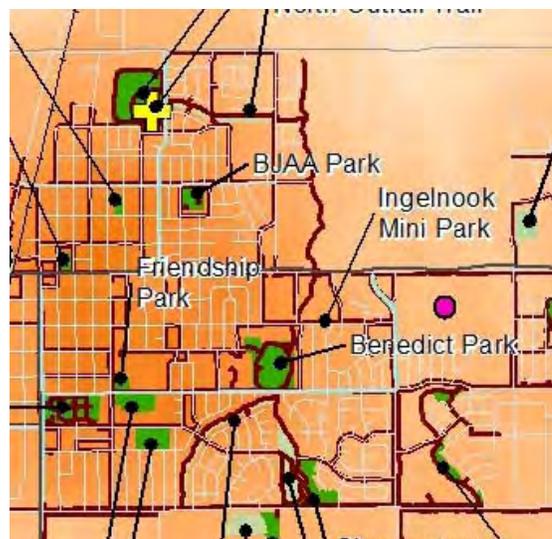
For each analysis, combining the service area for each component, including the assigned GRASP® value into one overlay, creates a shaded map representing the cumulative value of all features.

A **neighborhood access perspective** uses a travel distance of one mile to the inventory and is assumed to be a suitable distance for a bike ride or short drive in a car, or perhaps a longer walk. This catchment captures users traveling from home or elsewhere to a park or facility by way of a bike, bus, or automobile.

A **walkable access perspective** uses a shorter catchment distance intended to capture users within a ten-minute walk or ½ mile. This is in-step with the Trust for Public Lands 10-Minute Walk Campaign.

For each perspective, combining the service area for each component, including the assigned GRASP® value into one overlay, creates a shaded map representing the cumulative value of all features. GRASP® LOS perspectives use overlapping catchment areas to yield a “heat map” that provides a measurement of LOS for any location within a study area. Orange shades represent the variation in LOS values across the map.

Figure 35: GRASP® LOS Perspectives Heat Map Example



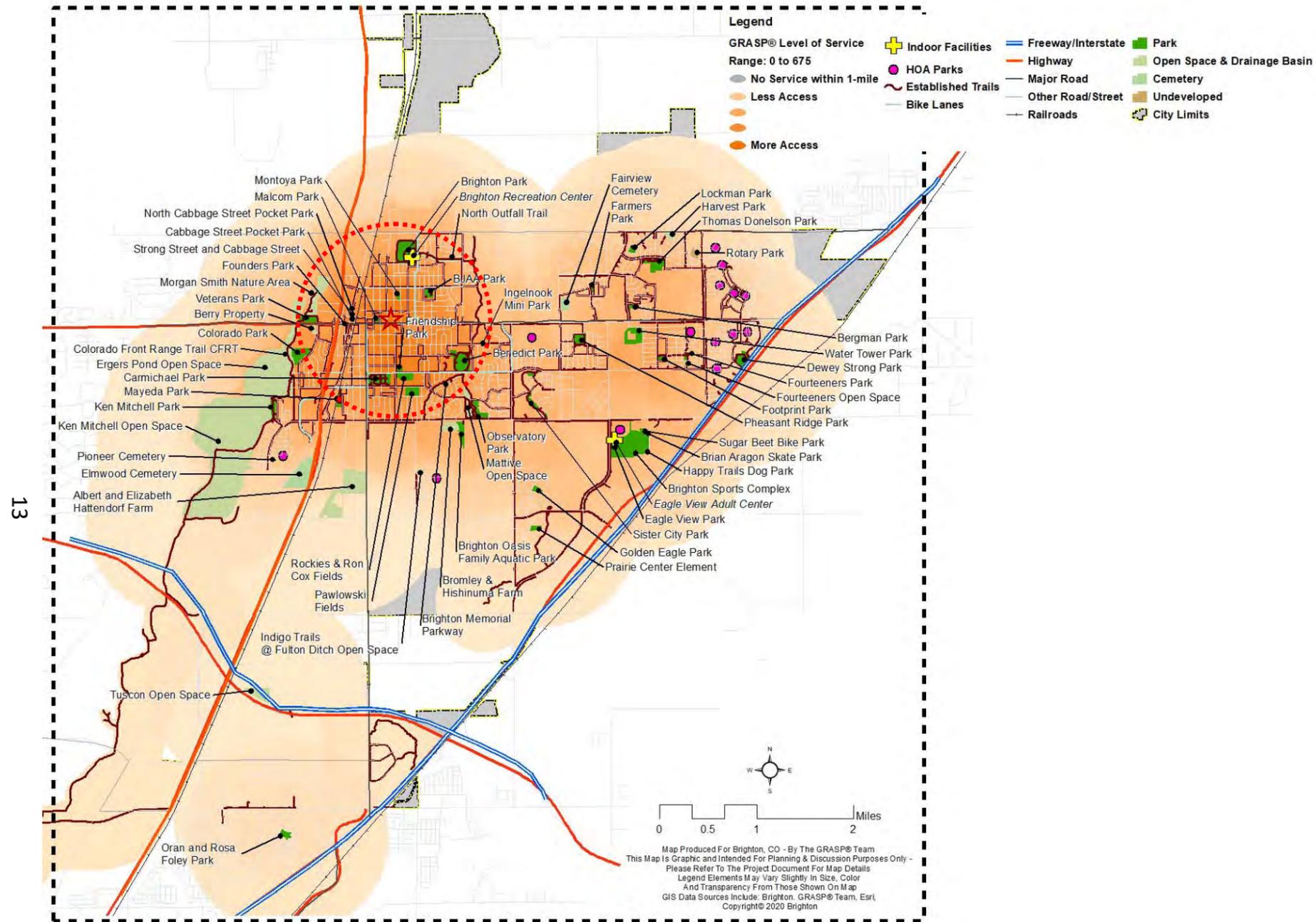
Assumptions

1. Proximity relates to access. A feature within a specified distance of a given location is considered “accessible” from that location.” “Access” in this analysis does not refer to access as defined in the Americans with Disabilities Act (ADA).
2. Neighborhood access relates to one-mile proximity, a reasonable distance for a drive in a car, or by bicycle.
3. Walkable access relates to ½-mile proximity, a reasonable ten-minute walk.
4. Walkable access is affected by barriers, obstacles to free, and comfortable foot travel.
5. The LOS value of a map point is the cumulative value of all features accessible at that location.

Neighborhood Access to Outdoor Recreation

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

Figure 36: Brighton Neighborhood Access to Outdoor Recreation



13

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Areas of higher concentration are notable, with the highest values in the area just east of Malcom Park. As an example, a red star indicates the most significant GRASP® value area (675) in the image above. From here, residents can access 119 components at 23 parks/locations and one indoor facility. Also, there are a number of trails available.

Further analysis of this perspective indicates that most of the Brighton residents are within one mile of an outdoor recreation opportunity. Find additional statistics in the following tables:

Table 19: Map statistics for Figure 36

	A	B	C	D	E
	Percent of Total City with LOS	GRASP® Value Range	Average LOS per Acre Served	Avg. LOS Per Acre / Population per acre	GRASP® Index
Brighton	92%	0 – 675	198	66	34

Column A: Shows the percentage of the City that has at least some service (LOS >0). At 92% of the City with some access, it would seem that Brighton has a generally acceptable level of service across the system. See the table below for how Brighton stands with some comparable agencies.

Column B: For any location on the map, there is a value that corresponds to the orange shading called the GRASP® value. Shading for different places on the map is comparable to one another. Hence, a person in a position with a high value (darker orange) has greater access to quality recreation opportunities than a person in a lighter colored area. Brighton GRASP® values range from 0 to a high of 675.

Column C: Brighton’s value of 198 is lowest in the table of comparables. Littleton has an unusually high score for this category.

Column D: Shows the results of dividing the number from Column C by the population density of the area. Compared to agencies of a similar total population for which GRASP® data is available, Brighton’s population density is lower than most of the other agencies. Brighton’s score of 66 is lowest in comparison.

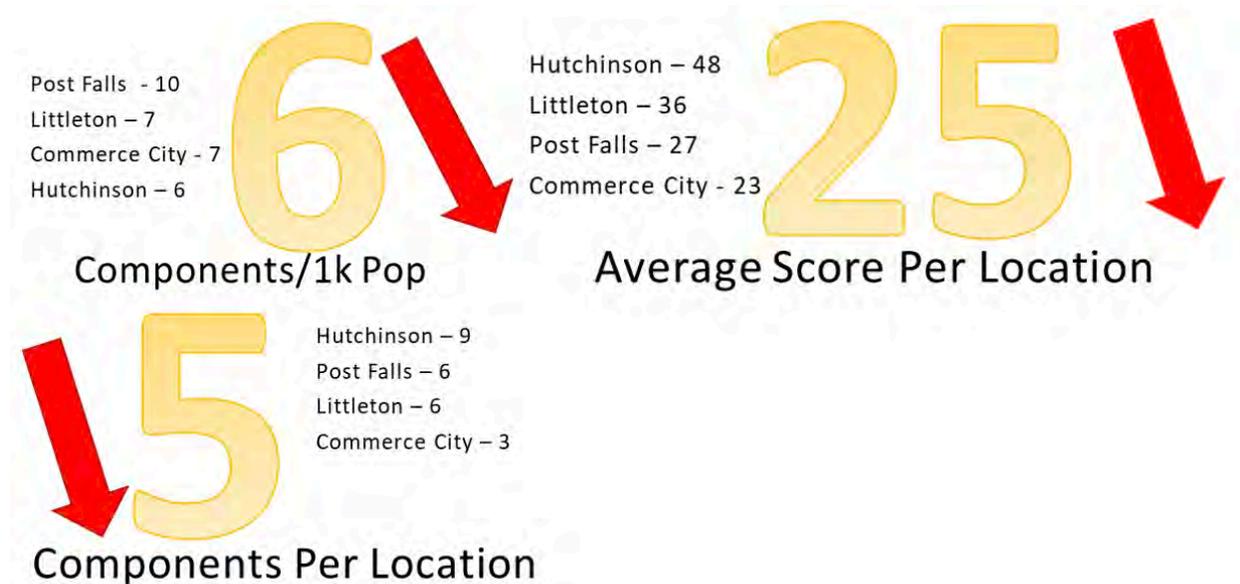
Column E: The GRASP® Index, the value per capita, involves dividing the total of all the components in the system by the population of Brighton. These last two numbers (column C & D) differ in two ways. First, the GRASP® Index does not factor in population density. Second, the GRASP® Index is derived using all components and does account for vital regional resources residents may access outside those limits. Brighton’s score of 34 is the low but not the lowest on the comparable list.

GRASP® COMPARATIVE DATA

The table below provides comparative data from other communities of similar population to Brighton across the country. Because every community is unique, there are no standards or “correct” numbers. However, there are several interesting similarities and differences when making these comparisons. First, comparing the total number of locations and parks per capita, Brighton is the middle of the comparable agencies.



When considering components per capita, average score per location, and components per location, Brighton is towards the bottom of the comparable group.



In the end, these comparisons would indicate that Brighton tends to have an average number of parks and parks per capita. But the parks tend to score lower likely because the number of components lags behind other agencies. Find these comparisons and others in the following table. Please note that the inventory and analysis only include Brighton owned properties. Residents may have additional access to recreation opportunities provided by alternative providers or some school grounds.

Table 20: GRASP® Comparative Data

CITY	Post Falls, ID	Hutchinson, KS	Brighton	Littleton, CO	Commerce City, CO
YEAR	2019	2019	2020	2015	2016
POPULATION	36,747	40,772	41,530	43,541	50,239
STUDY AREA SIZE (Acres)	13,231	15,798	13,813	8,801	22,622
# OF SITES (Parks, Facilities, etc.)	59	26	55	53	105
TOTAL # OF COMPONENTS	355	239	249	305	348
AVG. # COMPONENTS per SITE	6	9	5	6	3
TOTAL GRASP® VALUE (Entire System)	1597	1251	1393	1904	2382
GRASP® INDEX	43	31	34	44	47
AVG. SCORE/SITE	27	48	25	36	23
% of TOTAL AREA w/LOS >0	100%	88%	92%	100%	94%
AVG. LOS PER ACRE SERVED	255	227	198	469	208
NUMBER OF COMPONENTS PER POPULATION	10	6	6	7	7
AVERAGE LOS/POP DEN PER ACRE	70	88	66	95	93
Population Density (per acre)	3.6	2.6	3.0	4.9	2.2
% of Population with Walkable Target Access	70%	38%	78%	91%	86%
People per Park	623	1,568	755	822	478
Park per 1k People	1.6	0.6	1.3	1.2	2.1

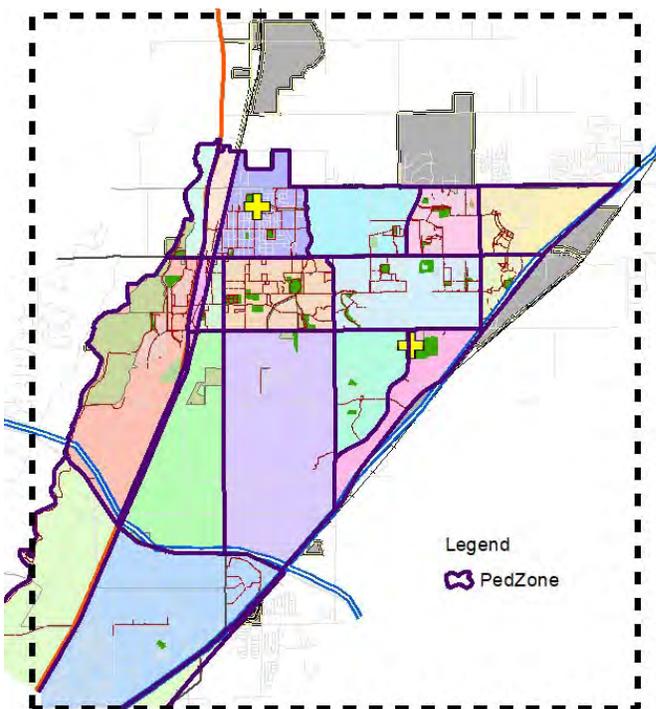
Walkability analysis measures access to recreation components by walking. One-half mile catchment radii have been placed around each component and shaded according to the component's GRASP® score. Scores are doubled within this catchment to reflect the added value of walkable proximity, allowing direct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

PEDESTRIAN BARRIERS

Pedestrian barriers in Brighton, such as major streets, highways, and rivers, significantly impact the analysis. Zones are created by identifying barriers, displayed as dark purple lines, and serve as discrete areas that are accessible without crossing a major street or another obstacle. Green parcels represent parks, light green shows open space, and yellow plus signs are indoor facilities.

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

Figure 37: Pedestrian Barriers



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

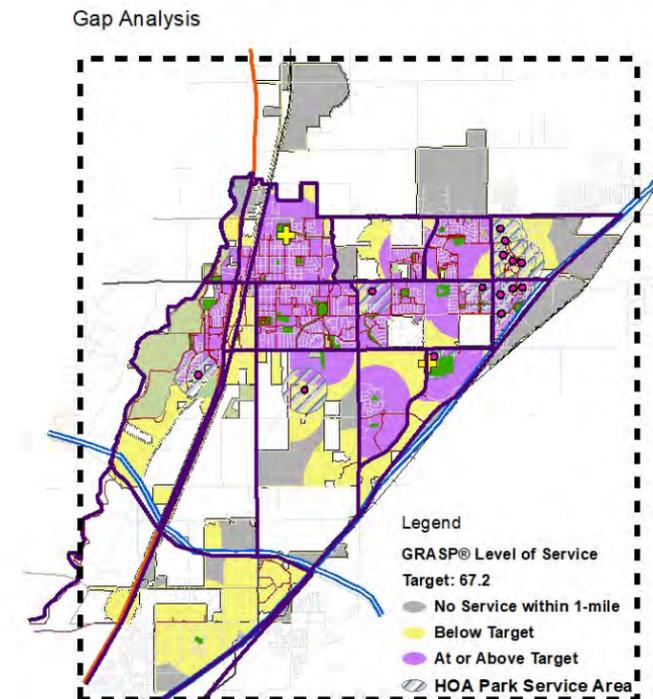
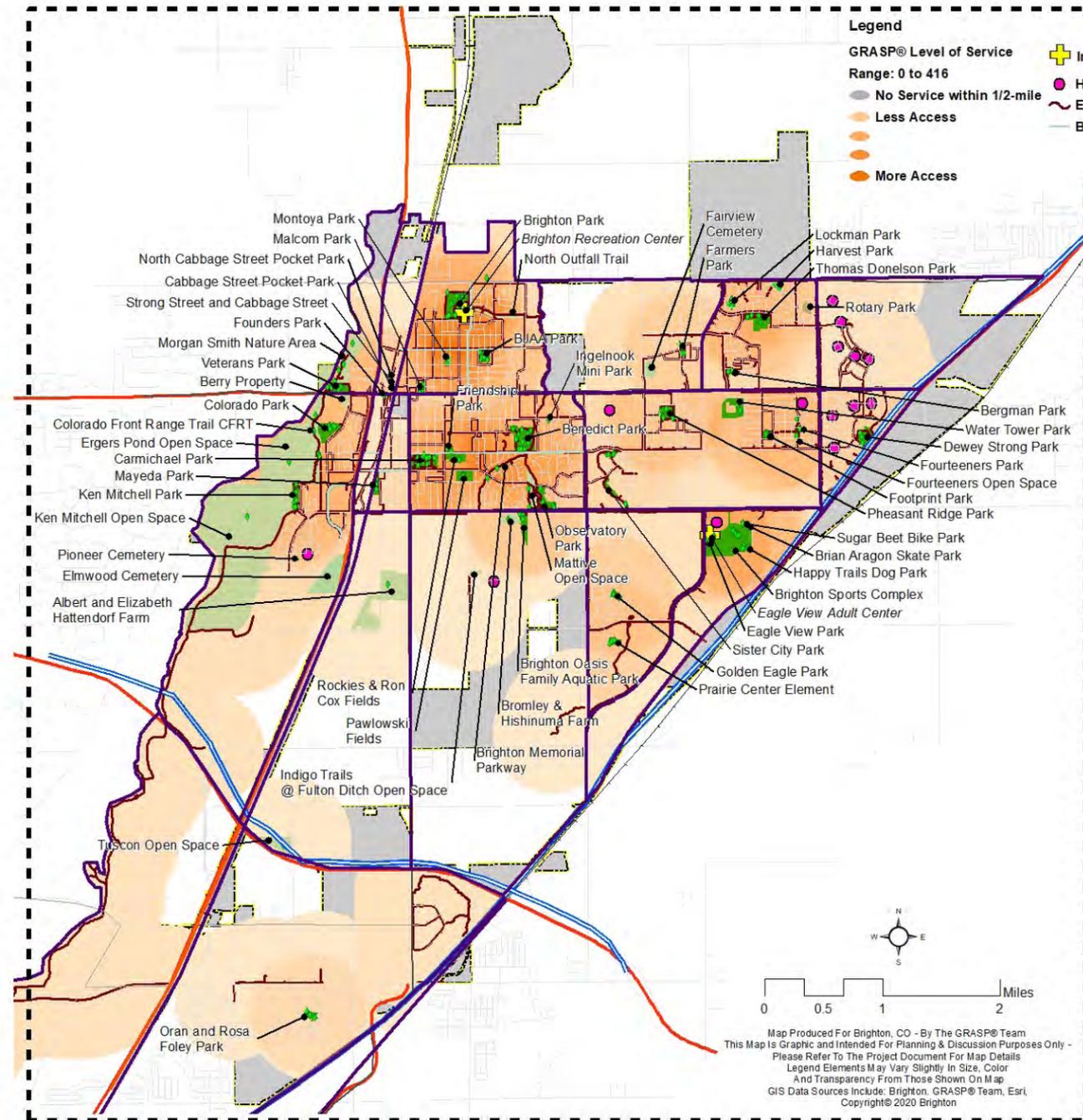
Environmental barriers such as water ways can limit walkability. The LOS in the walkability analysis has been “cut-off” by identified barriers where applicable.

The walkable access analysis shows the LOS available across Brighton, based on a ten-minute walk. Darker gradient areas on the images indicate where there are more and higher quality recreation assets available based on a half-mile service area. Gray areas fall outside of a ten-minute walk to recreation opportunities. In general, these images show that Brighton has an excellent distribution of parks and facilities, even when considering pedestrian barriers. Areas without service tend to be on the edges of the City, where fewer residents likely live.

Figure 38: Walkable Access to Outdoor Recreation Opportunities

Walkable Access to Outdoor Recreation

Brighton, Colorado



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Areas of higher concentration are at several locations throughout Brighton. The red star indicates the maximum GRASP® value area (416) in the image above, representing the location in Brighton with the best walkable access.

The following table shows the statistical information derived from the perspective of *Walkable Access to Recreation* analysis.

Table 21: Statistics for Figure 38

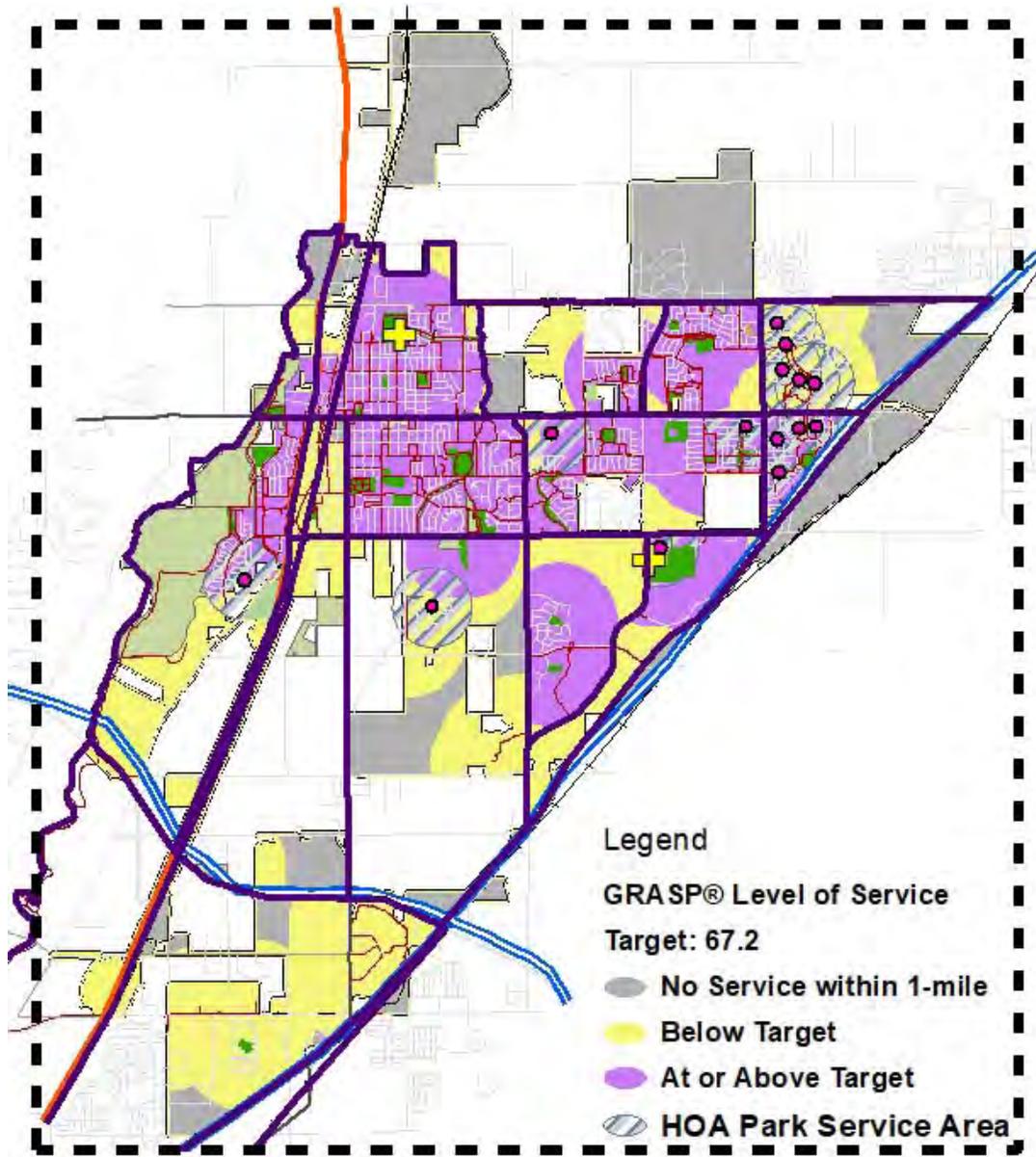
	A	B	C	D
	Percent of Total with LOS	GRASP® Value Range	Average LOS per Acre Served	Avg. LOS Per Acre / Population per acre
Brighton	75%	0 to 416	98	32

The numbers in each column are derived as described in neighborhood access. The GRASP® Index does not apply to the walkability analysis. The LOS value for an average person who must walk to assets is about 50% (198 - 98) of that for someone who can drive for areas with access to recreation opportunities.

The orange shading in the maps allows for an understanding of LOS distribution across the City. The ability to show where LOS is adequate or inadequate is an advantage of using GIS analysis. First, an appropriate level of service for Brighton residents needs to be determined. The typical GRASP® value of 67.2 seems appropriate for the Brighton system. In this case, the target value would equate to the equivalent of walkable access to three or four unique components and a trail. The closest comparable in the Brighton is Sister City Park. It has four components: open turf, a small shelter, a playground, and an educational experience.

Parks of this value LOS and its components are likely to attract users from a walkable distance. The following maps show bracket values representing areas that are below or above the target LOS score. Purple areas indicate where walkable LOS values meet or exceed the target. Areas shown in yellow on the map can be considered areas of opportunity. These are areas where land and assets are currently available but do not provide the target value. It may be possible to improve the LOS value in such areas by enhancing the quantity and quality of features in existing parks without the need to acquire new lands or develop new parks. Another option might be to address pedestrian barriers in the immediate area.

Figure 39: GRASP® Walkable GAP analysis



On the above image, 40 percent of the City is purple and has LOS that exceeds the target value. Yellow areas (36%) have access to some recreation but not at the target level. Twenty-five percent (gray) is without walkable access to recreation opportunities.

Figure 40 shows walkable access to assets based on the percentage of land within the City boundary that scores above threshold (purple) or below threshold (yellow), respectively.

Figure 40: Percentage of Acres with Walkable Access to Outdoor Recreation



However, the picture is much more favorable when you consider where people currently live in Brighton. The two pie charts here highlight these differences.

Figure 41 displays a pie chart percentage of the actual population with walkable access to assets. This chart displays the level of service based on where people live. Combining LOS with census data, the analysis indicates that parks are generally well placed and capture a higher percentage of the population than land area. With 98 percent of residents within walking distance of some level of outdoor recreation opportunities, Brighton is better positioned than the previous pie chart indicated.

Figure 41: Percentage of Population with Walkable Access to Outdoor Recreation



Access to Indoor Recreation

As in the other analyses, a “heat map” examines Access to Indoor Recreation Opportunities. The map in **Figure 42** where there are indoor recreation assets available based on walkable and one-mile service areas.

Darker gradient areas on the images indicate where there are more and higher quality indoor facilities based on the walkable and one-mile service areas. In general, these images also show that while Brighton has limited indoor opportunities, the available facilities tend to locate centrally within the City.

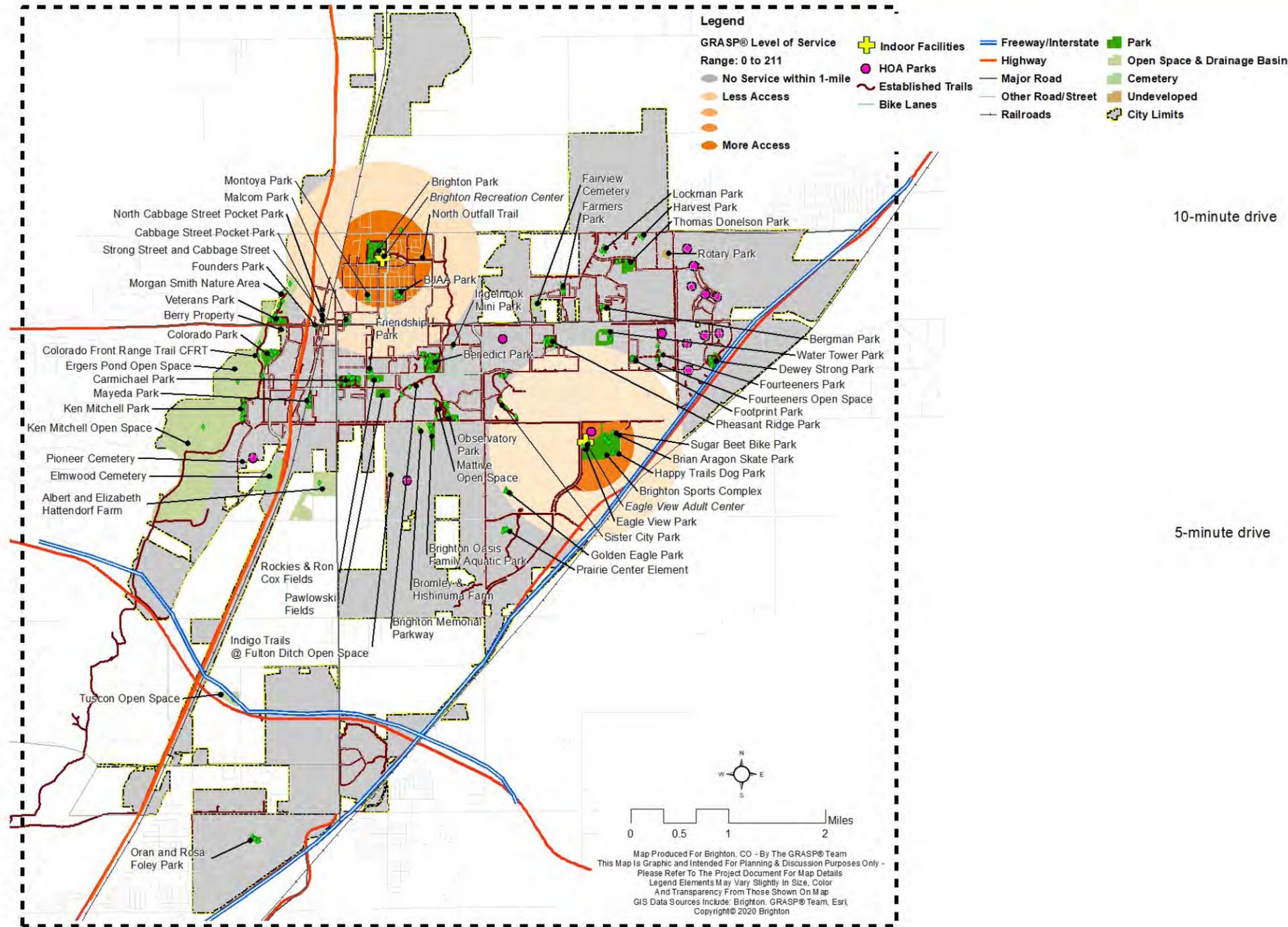
More on Utilizing GRASP® Perspectives

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

Figure 42: Neighborhood Access to Indoor Recreation

Access to Indoor Recreation

Brighton, Colorado



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OTHER TYPES OF ANALYSIS

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

Capacities Analysis

A traditional tool for evaluating service is the capacity analysis, which compares the number of assets to the population. It projects future needs based on a ratio of components per population (i.e., as the population grows over time, components may need to be added to maintain the same proportion). **Table 22** shows the current capacities for selected elements in Brighton. While there are no correct ratios, use this table in conjunction with input from focus groups, staff, and the general public. This input can determine if the current ratios are adequate.

Table 22: Brighton Capacities

	Current Quantity	Current Population 2020	Current Ratio	Population per component	Projected Population 2025	Total Needed Based on Growth	Add
Population		41,530			48,258		
Aquatics, Spray Pad	3		0.1	13,843		3	0
Basketball Court	11		0.3	3,775		13	2
Basketball, Practice	3		0.1	13,843		3	0
Concessions	4		0.1	10,383		5	1
Diamond Field	13		0.3	3,195		15	2
Diamond Field, Practice	3		0.1	13,843		3	0
Dog Park	1		0.0	41,530		1	0
Educational Experience	6		0.1	6,922		7	1
Event Space	2		0.0	20,765		2	0
Garden, Community	3		0.1	13,843		3	0
Garden, Display	4		0.1	10,383		5	1
Horseshoe Court	7		0.2	5,933		8	1
Loop Walk	14		0.3	2,966		16	2
Natural Area	6		0.1	6,922		7	1
Open Turf	24		0.6	1,730		28	4
Playground, All Sizes	26		0.6	1,597		30	4
Public Art	7		0.2	5,933		8	1
Rectangular Field, All Sizes	14		0.3	2,966		16	2
Shelter, All Sizes	50		1.2	831		58	8
Skate Feature	1		0.0	41,530		1	0
Skate Park	1		0.0	41,530		1	0
Tennis Court	8		0.2	5,191		9	1
Trailhead	3		0.1	13,843		3	0
Volleyball Court	4		0.1	10,383		5	1

The usefulness of the table is dependent on future resident’s interests and behaviors and the assumption that they are the same as today. It also assumes that today’s capacities are in line with today’s needs. The capacities table bases analysis on the number of assets without regard to distribution, quality, or functionality. Higher LOS is achieved only by adding assets, regardless of the location, condition, or quality. In theory, the LOS combines location, quantity, and quality. This table should be used with discretion, and only in conjunction with the other analyses presented.

Table 23: Outdoor Park and Recreation Facilities – Median Population Served per Facility

2020 NRPA Agency Performance Review: Park and Recreation Agency Performance Benchmarks						
Outdoor Park and Recreation Facilities						
Outdoor Facility	Agencies Offering this Facility	Median Number of Residents per Facility	Brighton Residents per Facility	Brighton Current Quantity	Need to add to meet current median	Need to add with population growth
Residents Per Park	NA	1,963	755			
Acres of Park Land per 1,000 Residents	NA	9.6	7.3	304	95	159
Basketball Courts	86.5%	7,067	3,775	11	-5	-4
Dog Park	62.9%	28,132	41,530	1	0	1
Playgrounds	93.9%	3,157	1,597	14	-1	1
Skate Park	38.2%	29,491	41,530	1	0	1
Tennis Courts	81.1%	4,347	5,191	8	2	3
Diamond Fields: baseball - youth	78.3%	5,132	3,350	13	-5	-4
Diamond Fields: softball fields - youth	59.0%	9,785	3,350		-9	-8
Diamond Fields: softball fields - adult	64.8%	10,849	3,350		-9	-9
Diamond Fields: baseball - adult	78.3%	17,185	3,350		-11	-10
Rectangular Fields: multi-purpose	64.5%	7,297	2,966	14	-8	-7
Rectangular Fields: soccer field - youth	46.9%	4,833	2,966		-5	-4
Rectangular Fields: soccer field - adult	40.7%	10,576	2,966		-10	-9
Rectangular Fields: football field	37.2%	16,971	2,966		-12	-11

Comparison based on median for 20,000 to 49,999 population comparison

Comparing Brighton to recent national statistics published by the National Recreation and Park Association in their “2020 NRPA Agency Performance Review: Park and Recreation Agency Performance Benchmarks”, the agency does well in most categories. Brighton meets or exceeds the median in all elements except tennis courts.

Similar calculations can also be made based on acres of land and parks per 1,000 residents. Computation of the acreage consists of only Brighton parks. Residents per park and acres of parks per 1,000 people is below the NRPA published benchmarks for similar size agencies for density.

Table 24: Acres of Park Land per 1,000 Residents

		2020 GIS Acres*
INVENTORY		
Brighton Parks		304
Brighton Open Space, Cemeteries, & Drainage Basins		825
Total Park and Open Spaces		1,129
Current Ratio of Park Acres per 1000 Population		
CURRENT POPULATION 2020	41,530	
Current Ratio of Park Acres per 1000 Population		7.3
Population per acre		137
PROJECTED POPULATION - 2025		
Total acres needed to maintain current ratio park acres with growth		353
Acres to add		49
<i>Calculations only include developed park lands. Does not include 3 acres of currently undeveloped park land, open space, cemeteries and drainage basins</i>		

This capacity table indicates that Brighton provides approximately 7.3 acres per 1,000 people or 137 people per acre of developed parks. It also shows that based on projected population growth that the City should consider adding 49 park acres over the next five years to meet the current ratio.

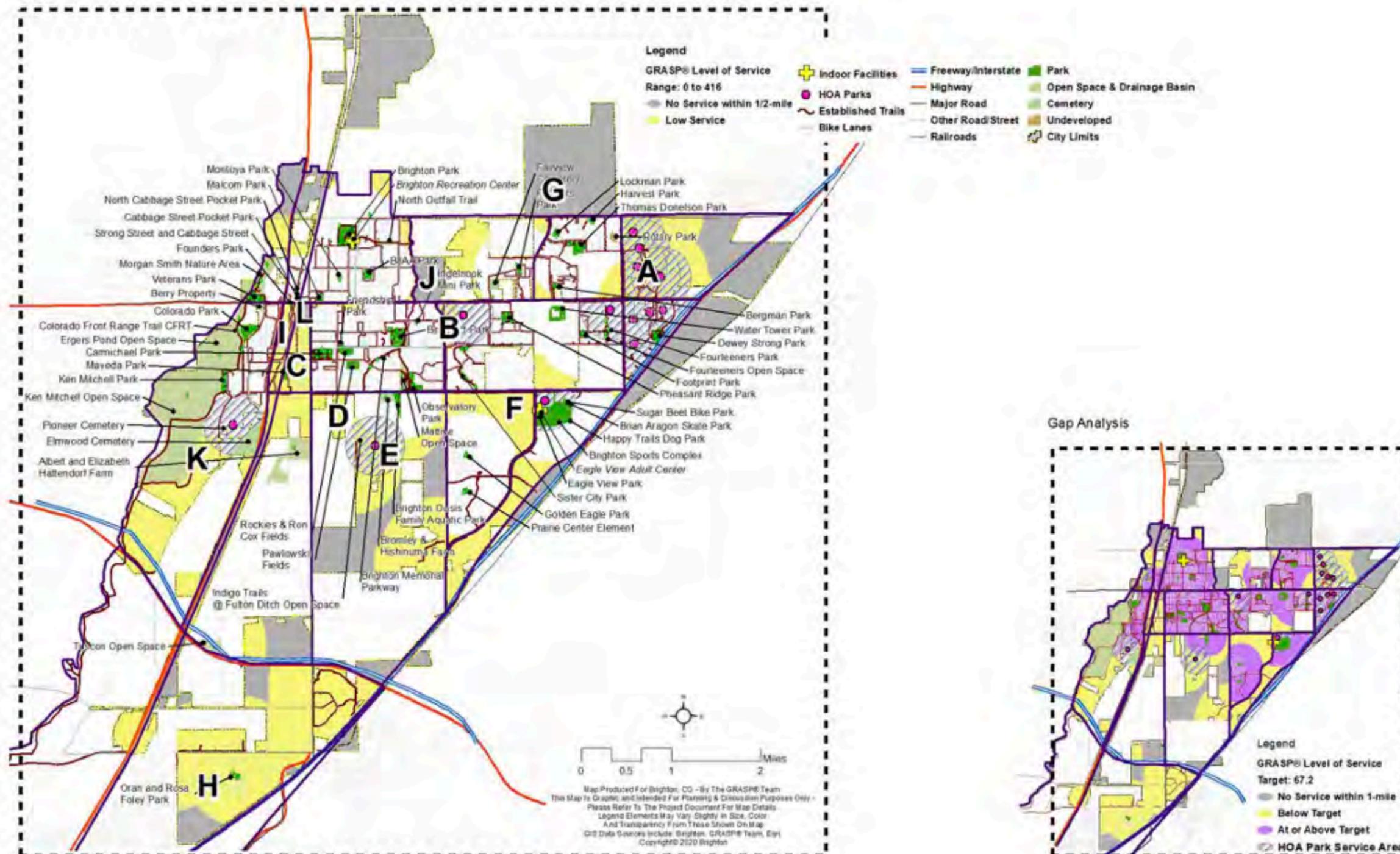
KEY CONCLUSIONS

- Proximity, transportation, pedestrian barriers, and size of the City are all relevant factors affecting Brighton levels of service. The current provision of assets is well distributed throughout Brighton, with concentrations more centrally located but generally within residential neighborhoods. The most obvious way to increase overall LOS is to add assets in any area with lower service or acquire land or develop partnerships in areas lacking current service. While some significant gaps in service exist throughout the City for both neighborhood and walkable access, these appear to occur in less populated or non-residential parts of the City. The quality and standards of the amenities at existing parks should be improved to be more consistent between older, established parks and newly developed parks.
 - Some identified gap areas tend to have access to HOA parks within walking distance. Several factors may influence the prioritization of identified gap areas, including total population, average household income, and diversity index as three potential influencers. There are many ways to improve the level of service in these areas, including improving existing parks, adding new parks or trails, and addressing pedestrian barriers.
 - Pedestrian barriers in older Brighton and downtown area is a concern, and measures should be taken to identify if these are real barriers to access.
 - Trail access appears to be plentiful; however, Brighton classifies sidewalks within their trails layer, making analysis of true trails difficult.
 - Further evaluation of these sidewalks should be done to assess the quality of these paths. This sidewalk network is primarily in older, established neighborhoods in central Brighton.
- The parks at the top of the list score high in the national comparison but lack a signature park in the top 250 parks. Also, parks vary significantly in score and rank when compared within classifications. In comparison to similar agencies, Brighton tends to have an average number of parks and parks per capita. But the parks overall tend to score lower likely because the number of components lags behind other agencies.

- There is a need to look closer at the current classification system and consider adapting or adding a component-based attribute to this system.
- Capacities and Population Growth
 - Based on projected population growth, Brighton will need to add:
 - two basketball courts
 - one concession stand
 - two diamond fields
 - educational experience
 - display garden
 - horseshoe court
 - two loop walks
 - natural area
 - four open turf areas
 - four playgrounds
 - Public art
 - two rectangle fields
 - eight shelters
 - tennis court (2*)
 - volleyball court
 - *indicates additional to meet NRPA medians

Brighton ranks well in comparison to the NRPA Metrics reported medians, showing a surplus in many categories of components. However, Brighton falls short in park acres and would need 95 acres to meet the current median and 159 acres if projected population growth factors.

Figure 43: Walkable Gap Visioning and Priorities Map



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Table 25: Gap Analysis Demographics

Label	2020 Total Population	2020 Diversity Index	2020 Median Household Income	Acres	HOA Parks	Issues
A	2,445	52.3	\$102,231	523	Yes	Several high quality HOA parks
B	1,469	74	\$45,932	59	Yes	Eastgate Village Mobile Home Park. Insure quality access here but does appear to have a pool and playground
C	1,328	75.4	\$54,807	139	No	Ped Barriers to Carmichael, Mayeda scores ok but limited trails.
D	809	67.7	\$91,549	60	No	Solaire Apartments with rec amenities
E	665	67.7	\$91,553	338	Yes	Small park with playground but no trails
F	358	67.7	\$91,994	255	No	Recent residential? Otherwise not much here
G	350	67.1	\$96,836	691	No	Large lot subdivision
H	309	68.2	\$100,492	488	No	Foley Park is new but limited trails in area
I	303	74.1	\$52,604	100	No	Ped Barriers hinder this area
J	204	56.2	\$96,266	101	No	Limited access but there is a trail near
K	204	67.8	\$89,655	736	Yes	Likely just picking up a few residents too far from Colorado Park and Ken Mitchell Park. Is also an HOA park in area
L	133	76	\$50,995	18	No	Insure ped access in downtown area. Its just a bit far from Mayeda

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APPENDIX B:

EXISTING ENVIRONMENTAL CONDITIONS AND FINDINGS

On behalf of the City of Brighton, Greenplay, LLC contracted ERO Resources Corporation (ERO) to perform an environmental data collection effort for the proposed City of Brighton (City) Parks and Recreation Master Plan. This memo summarizes the results of the data collection effort.

Existing Conditions

Vegetation

Vegetation within the analysis area varies from upland grasses, shrublands and woodlands to wetlands and riparian areas. According to data from the United States Geological Society GAP/LANDFIRE National Terrestrial Ecosystems data, the following vegetation and land cover types are located within the City:

- Agricultural vegetation
- Developed and other human uses
- Forest and woodland
- Introduced and semi-native vegetation
- Nonvascular and sparse vascular rock vegetation
- Open water
- Semi-desert
- Shrublands and grasslands

Wetlands and Waters

ERO reviewed wetland, riparian, lakes and stream data from the U.S. Fish and Wildlife Service. Known wetlands, lakes, ponds, streams, and riparian areas are located along the South Platte River, near Barr Lake, as well as the various creeks flowing southwest through the City, and canals east of the City and north of Barr Lake.

Wildlife

According to Colorado Parks and Wildlife’s Crucial Habitat Assessment Tool (CHAT), the City does not provide any rare, fragile, or crucial wildlife habitat. Most of the City and adjacent lands are considered Category 4 or Category 5 habitat. Category 4 habitat includes habitats that are relatively common and Category 5 habitat includes areas of unknown importance. However, due to the amount of human development in the areas designated as Class 5, it is assumed these areas do not provide crucial habitat.

Federally-Listed Wildlife Species

The analysis area contains, or is located near, potential habitat for the federally-listed species is listed below.

Common Name	Scientific Name	Status*	Habitat	Habitat / Potential Habitat Present
Mammals				
Preble’s meadow jumping mouse (PMJM)	<i>Zapus hudsonius preblei</i>	T	Shrub riparian/wet meadows	Yes. A portion of the City is within the Preble’s Block Clearance Zone
Birds				
Least tern	<i>Sterna antillarum</i>	E	Sandy/pebble beaches on lakes, reservoirs, and rivers	Potential
Mexican spotted owl	<i>Strix occidentalis</i>	T	Closed-canopy forest in steep canyons	No
Piping plover	<i>Charadrius melodus</i>	T	Sandy lakeshore beaches and river sandbars	Potential
Whooping crane	<i>Grus Americana</i>	E	Mudflats around reservoirs and in agricultural areas	Potential
Fish				
Pallid sturgeon	<i>Scaphirhynchus albus</i>	E	Large, turbid, free-flowing rivers with a strong current and gravel or sandy substrate	No. Found in the Missouri and middle Mississippi Rivers.
Plants				
Ute ladies’-tresses orchid	<i>Spiranthes diluvialis</i>	T	Moist to wet alluvial meadows, floodplains of perennial streams, and around springs and lakes below 6,500 feet in elevation	Yes
Western prairie fringed orchid	<i>Platanthera praeclara</i>	T	Mesic and wet prairies, and sedge meadows	No. The species found in tallgrass prairie ecosystem habitats west of the Mississippi River.

Source: Service 2020a.

Preble’s meadow jumping mouse. The South Platte River floodplain is known to support populations of Preble’s meadow jumping mouse (PMJM). CPW data shows portions of the South Platte River within the City has been evaluated for the presence of PMJM. A portion of the City is within the U.S. Fish and Wildlife Service Preble’s Block Clearance Zone, which is an area that has been ‘cleared’ by the Service and where data indicates PMJM is absent from large acreages (Service 2020b).

Least tern, piping plover, whooping crane, pallid sturgeon, and western prairie fringed orchid. The interior least tern, piping plover, whooping crane, pallid sturgeon, and western prairie fringed orchid are species that are affected by depletions to the Platte River system. If the projects from the Master Plan include activities that deplete water in the South Platte River, such as diverting water from a stream or developing new water supplies, these species could be affected by the project and consultation with the Service may be required.

Ute ladies'-tresses orchid. Ute ladies'-tresses orchid occurs at elevations below 7,800 feet in moist to wet alluvial meadows, floodplains of perennial streams, and around springs and lakes where the soil is seasonally saturated within 18 inches of the surface (Colorado Natural Heritage Program (CNHP) 2014; Service 1992a). This species has also been found along irrigation canals, irrigated meadows, gravel pits, and other human-modified wetlands (Service 2019).

Raptors

Migratory birds, including raptors, and their nests are protected by the Migratory Bird Treaty Act. Raptors such as red-tailed hawk, bald eagle, Swainson's hawk, and burrowing owl are known to occur within the City, primarily along the South Platte river corridor and near Barr Lake. Other raptors such as Ferruginous hawk, northern harrier, and prairie falcon could occur within the City in grassland and agricultural areas.

CPW Tracked Wildlife Species

Colorado Parks and Wildlife (CPW) tracks a number of species that are regionally important for big game hunting and overall conservation, including sensitive or seasonal activity areas for several species. The City contains activity areas mapped by CPW for black-tailed prairie dog, great blue heron, mule deer, ring-necked pheasant, white pelican, and white-tailed deer (CPW 2016). Most of these species are found along the South Platte River corridor but some could be observed within existing undeveloped areas and agricultural fields. While not located within the City, nearby Barr Lake also provides habitat for many of these species.

Findings

Agricultural Preservation

The results of the summer 2020 Parks, Recreation, Open Space, and Trails Survey indicated that respondents prioritize recreation programming and traditional recreational amenities more than open space, and agricultural tourism. Of the seven purposes of parks, recreation, open space and trails listed in question 1 of the survey, the "Cultivate Brighton's agricultural heritage" received the lowest number of supportive responses (Very important and Somewhat important). Three respondents answered the question "How can we cultivate agricultural appreciation?" Responses included:

- encouraging more open air markets with local products;
- coordination with local organizations and farms to provide seniors with fresh, local produce; and

- amending local and homeowners bylaws regarding chickens, bees and gardens.

Existing plans including the Parks and Recreation Master Plan, as well as the Bromley-Hishinuma Farm Master Plan encourage opportunities for community gardens to increase community centered events and preserve the long tradition of agriculture in the City. Additionally, the City has a successful agricultural land lease back / preservation program which has acquired several former agricultural properties for open space preservation. However, based on the early 2020 summer site visit it is not clear that the agri-tourism or agricultural preservation plans and programs have been successful. Initial plans for the Bromley-Hishinuma Farm envisioned community teaching gardens, agricultural stands, and a place for events and weddings. However, the farm is currently managed to preserve the existing buildings on site and no programming is planned at this time.

Draft Recommendations

- Discuss the priority of agricultural preservation and agritourism with City staff to determine how best to advance this purpose.
 - Identify specific priorities for the City regarding agricultural preservation and how best to advance them.

Open Space Preservation

About 93 percent of survey respondents thought that the purpose to “Protect environmental resources and preserve land in its natural state” was “Very important” or “Somewhat important”, which was the second highest ranking purpose of parks, recreation, open space and trails listed in question 1.

Based on early 2020 summer site visit, several properties within the city are priority open space areas. These include Ken Mitchell Open Space (KMOS), the Prairie Center property and Observatory Park. KMOS covers a large area along the South Platte River corridor which provides valuable wildlife habitat. KMOS also has an existing master plan which identifies numerous facilities, trails and uses for the area, however it is unclear if momentum for this plan has stalled.

The Prairie Center property will be a great addition to the City’s open space areas. The area includes a large lake, wetlands, and several smaller ponds which provide habitat for many wildlife species off the South Platte River corridor. The City’s plans to construct a trail system on this property but needs to weigh the cost of more active management of the property before moving forward.

Draft Recommendations

- Identify with the City open space area priorities – which locations should the City focus on and what can be accomplished.
- Identify with the City which KMOS recommendations and plan elements have been completed, are still applicable, and the priority of each recommendation or plan element moving forward.

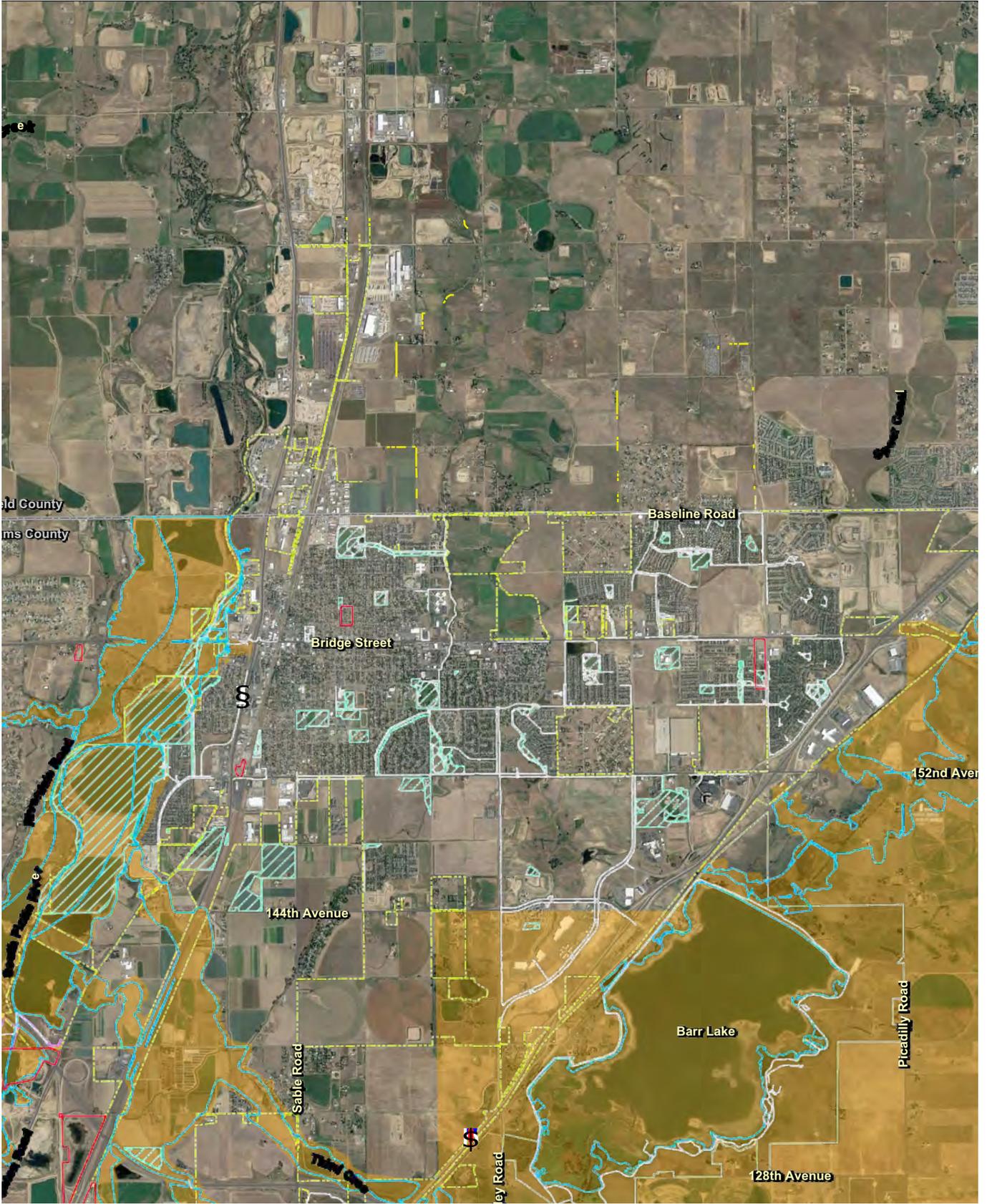
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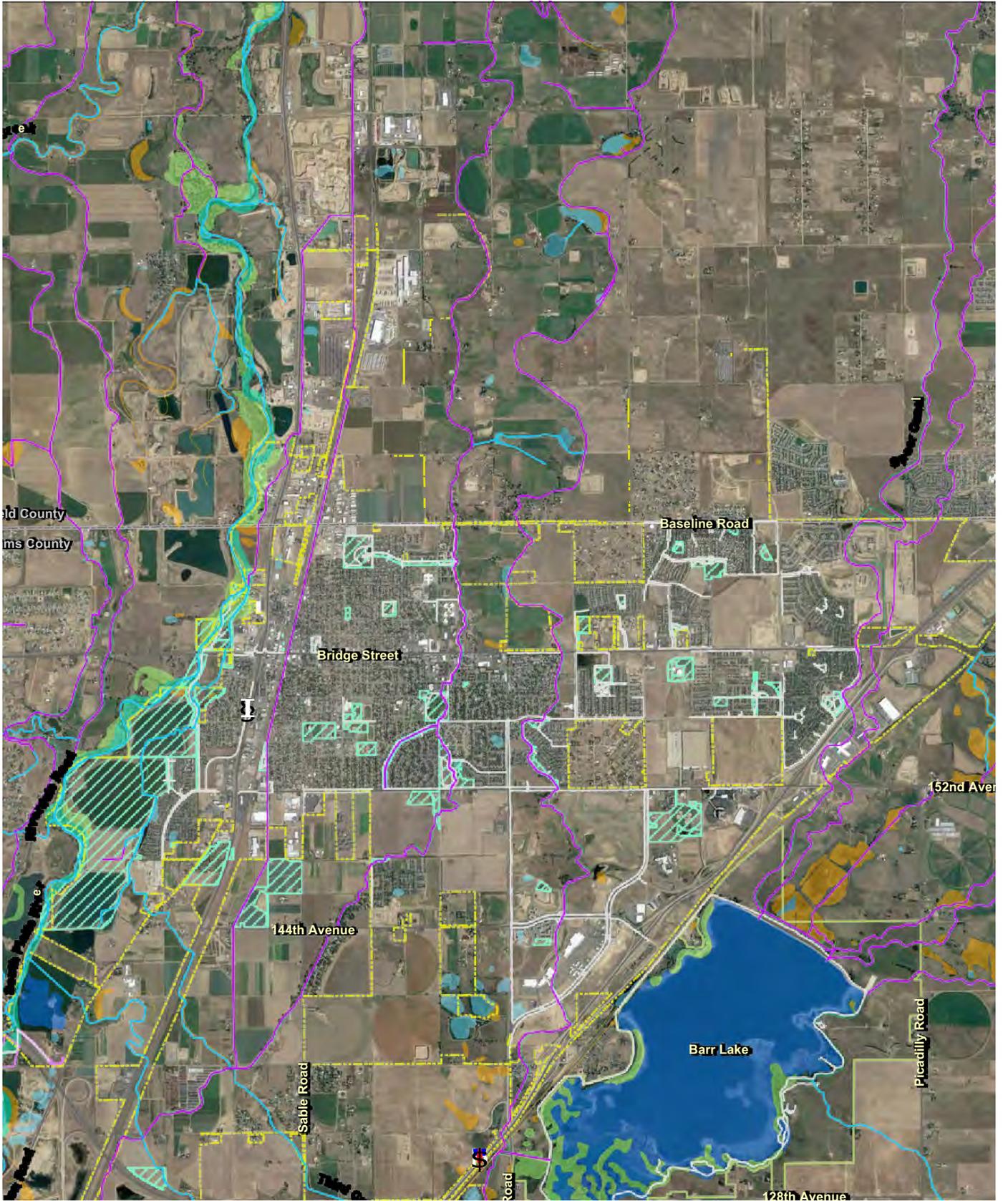
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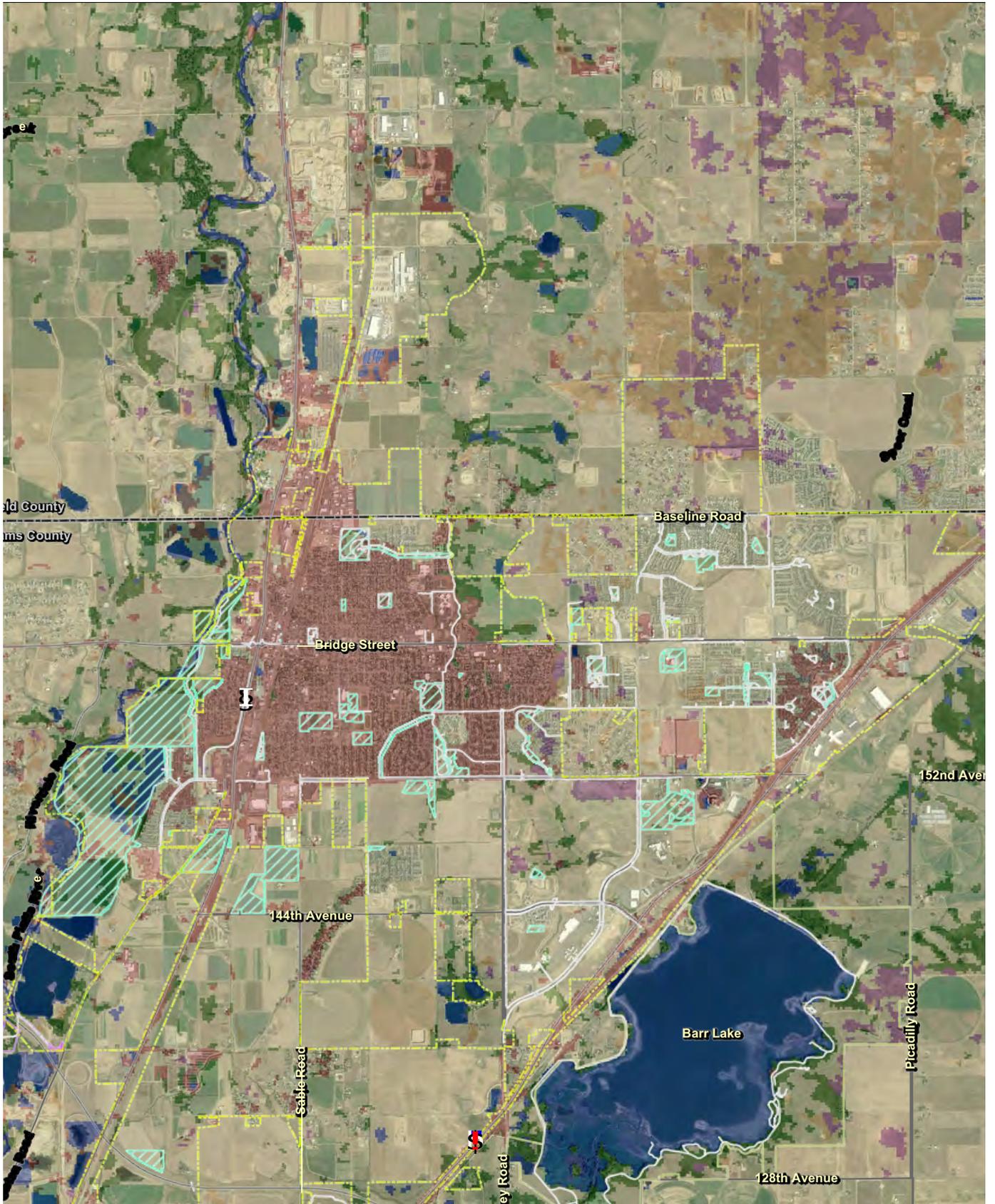
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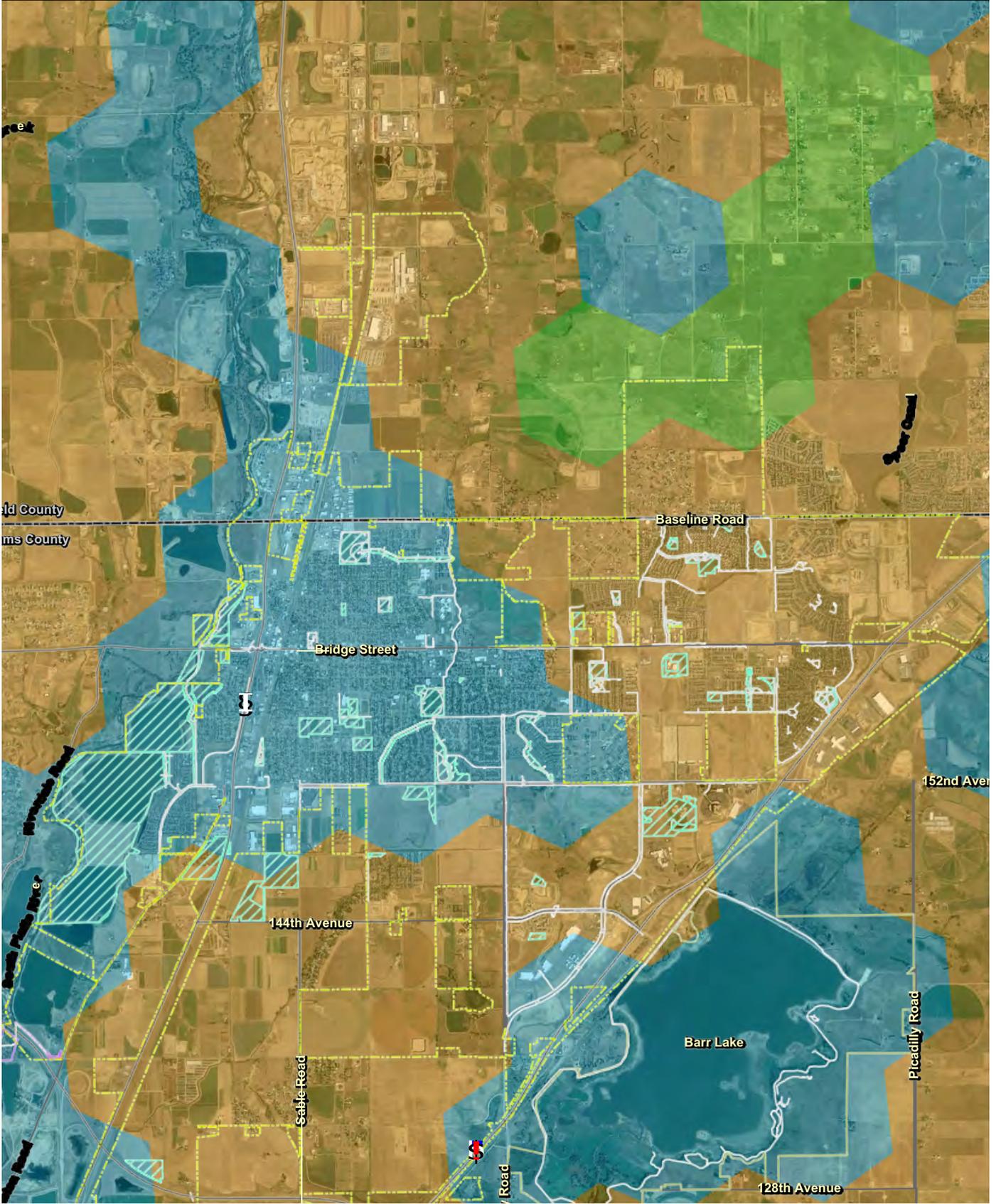
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APPENDIX C:

BICYCLE AND PEDESTRIAN POLICIES AND PROGRAMS RECOMMENDATIONS

Planning Recommendations

Recommendation	Context/Description
<p>Following completion of the Parks, Recreation, Open Space, and Greenways and Trails Master Plan, we recommend the following additional planning efforts to provide more specific bicycle and pedestrian infrastructure recommendations in Brighton:</p> <ul style="list-style-type: none"> • <i>Integrate the Plan with other master plans and all local planning activities</i> • <i>Develop a separate on-street bicycle master plan that identifies a low-stress bicycle network and prioritizes needs for dedicated bike lanes</i> • <i>Develop a pedestrian master plan to identify high-priority needs for sidewalks, trails, intersections, and crossings</i> • <i>Develop on-street bicycle design standards to reflect current best practices for both new/reconstructed streets, as well as street retrofits</i> • <i>Building on the guidance in the Brighton Transportation Plan, develop an active transportation wayfinding system to guide users along and to trails in Brighton</i> • <i>Develop trail/street crossing design guidance that follows the FHWA’s Guide for Improving Pedestrian Safety at Uncontrolled Crossing Locations</i> • <i>Annually review bicycle and pedestrian crash data, and take action to reduce crash risk at locations with a high number of crashes</i> 	<p>The strategies to improve bicycle and pedestrian accommodation in the Brighton Transportation Master Plan (2016) are excellent, but more detail is needed for the City to determine where to focus specific investments in bicycle and pedestrian infrastructure, and how to prioritize projects.</p> <p>The City’s standards should be revised to reflect the most recent standards in the American Association of State Highway and Transportation Officials (AASHTO) guide, National Association of City Transportation Officials (NACTO) guidance, and other best practices.</p>
<ul style="list-style-type: none"> • <i>Include bike lanes and connections to trails during annual street resurfacing.</i> 	<p>Annual street resurfacing presents a low-cost opportunity to expand the City’s bicycle network. Every year, the list of streets scheduled for resurfacing should be reviewed to determine the need for on-street bike lanes and feasibility of implementation.</p>
<ul style="list-style-type: none"> • <i>Pursue the strategies as recommended by the League of American Bicyclists in their Bicycle Friendly Community report card for Brighton.</i> 	<p>The City of Brighton has unsuccessfully applied to be designated by the League of American Bicyclists as a Bicycle Friendly Community. Implementing the League’s recommendations will improve the likelihood that the Brighton will be designated a Bicycle Friendly Community in the future.</p>

Policy Recommendations

Recommendation	Context/Description
<ul style="list-style-type: none"> • Adopt the Model Traffic Code for Colorado ordinances for electric assisted bicycles, or develop a policy to allow certain classes of electric assisted bicycles on trails in Brighton and define where they are allowed • Explore policies needed to regulate and accommodate electric scooters, all-terrain vehicles, self-guided electric vehicles, and motorized wheelchairs 	<p>Brighton City Code Section 12-20-50 prohibits electric assisted bicycles on bike paths, trails, and open space.</p> <p>The Model Traffic Code for Colorado allows electric assisted bicycles on sidewalks, but defines legal behavior (yielding to pedestrians, making audible signal) for persons operating bicycles and electric assisted bicycles. This kind of language (defining legal behavior, not the type of device used) is a best practice for sidewalk riding laws.</p>
<ul style="list-style-type: none"> • Amend the trail design elements in the Brighton Land Use and Development Code Article 3 (subdivision standards) to reflect current design standards for trails: <ul style="list-style-type: none"> ○ Increase the minimum width of the trails to 10 feet for most trails, with the ability to reduce to 8 feet wide for short stretches in constricted corridors and in some park settings ○ Increase the minimum width of regional trails to 14 feet ○ Add trail/street intersection design guidance that follows the FHWA’s Guide for Improving Pedestrian Safety at Uncontrolled Crossing Locations • Amend the street design element in Table 3-5 to include additional “low-stress” bicycle facilities such as separated bicycle lanes or buffered bicycle lanes as possible bicycle facilities • “Sharrows” or shared-lane markings should only be used in low-speed, low-volume contexts 	<p>Brighton Land Use and Development Code Article 3 has inconsistent standards and widths for trails and bicycle facilities:</p> <ul style="list-style-type: none"> • In some sections, the code requires trails to be at least 8 feet wide; in others, it requires trails to be 10 feet, and in others, 12 feet • In some sections, the code states that regional trails shall be a minimum of 10’ wide and constructed out of concrete • “Sharrows” are allowed on local commercial streets
<ul style="list-style-type: none"> • Add bicycle parking minimum standards in the Brighton Land Use and Development Code Article 7: <ul style="list-style-type: none"> ○ The City will need to adopt best-practice guidelines on bicycle parking design and layout 	<p>Brighton Land Use and Development Code Article 7 does not require bicycle parking. Bicycle parking is a necessary element of allowing for “multiple modes of transportation”, which is one of the stated intents of Article 7.</p>
<ul style="list-style-type: none"> • Match local ordinances to state laws related to walking and bicycling, e.g., the Colorado Safety Stop 	<p>Colorado Revised Statutes Section 42-4-1412.5 allows for the local adoption of a regulation that permits bicyclists to treat stop signs as yield signs when safe to do so and to treat red signal faces as stop signs when safe to do so.</p>

Programming and Operation Recommendations

Recommendation	Context/Description
<p>We recommend several measures to continue oversight of plan implementation in Brighton:</p> <ul style="list-style-type: none"> • <i>Continue to work with the Bike Brighton Subcommittee on developing solutions and programs related to trails in Brighton.</i> • <i>Hire a full-time staff member to oversee pedestrian and bicycle planning and programming who will coordinate with the Parks and Recreation and Traffic Engineering Department to implement recommendations from this Plan and the Transportation Master Plan.</i> • <i>Continue to provide opportunities for appropriate City staff to attend webinars or conferences related to bicycle and pedestrian planning and implementation</i> 	<p>Brighton has made great strides in recent years by engaging the Bike Brighton Subcommittee. In order to implement all of the recommendations in this plan in a timely manner, it is important that a dedicated staff person be responsible for pedestrian and bicycle planning and programming, as well as coordination with the Bike Brighton Subcommittee.</p>
<p>We recommend several measures to ensure that trails in Brighton are kept clear of debris and foliage, and are maintained to improve their life span:</p> <ul style="list-style-type: none"> • <i>Develop a sustainable strategy for annual trail maintenance needs and responsibilities. This could include instituting a “friends of the trail” program by which volunteers can adopt a trail to maintain.</i> • <i>Establish a Youth Corps to help in the maintenance of trails</i> • <i>Monthly or weekly inspections of each trail</i> 	<p>Trails are only useful when they are maintained and safe for trail users. While some trail maintenance and constructions are best left to professionals, volunteer groups can often be a very cost-effective way to keep trails clear of debris while building community support for trails.</p>
<p>We recommend several strategies to promote greater use of trails by Brighton residents and visiting tourists:</p> <ul style="list-style-type: none"> • <i>Implement a formal Safe Routes to School program</i> • <i>Develop and regularly update a public-facing biking and walking map</i> • <i>Participate in and promote bike to school/work days</i> • <i>Encourage local schools to use trails as “outdoor classrooms” and build safe biking and walking education into curriculums.</i> • <i>Create and maintain a citywide bicycle and pedestrian count program.</i> <ul style="list-style-type: none"> ○ <i>Solicit volunteers to be counters</i> 	<p>Brighton does not currently have many programs in place to encourage active transportation, such as Safe Routes to School. These types of programs help residents and visitors learn trail etiquette and know how to access them.</p> <p>The National Bicycle and Pedestrian Documentation Project provides a consistent model for bicycle and pedestrian data collection.</p>

- **Consider conducting counts before/after infrastructure is added**
- **Consider automatic counters**

Funding Recommendations

Recommendation	Context/Description
<p>We recommend pursuing grant funding from several new sources:</p> <ul style="list-style-type: none"> • Develop a corporate partnership program to leverage additional trail funding from the private sector 	<p>Current funding sources for trail projects in Brighton include:</p> <ul style="list-style-type: none"> • Special Revenue Funds, such as the lottery fund for Speer Canal Trail • Sales tax and development impact fees • Colorado Department of Transportation Local Affairs Grant
<ul style="list-style-type: none"> • Continue to dedicate funding and increase funding for bicycling and walking improvements annually • Establish funding for restriping bike lanes, installing bike parking, and repairing trails 	<p>Brighton currently dedicates funding annually to bike and pedestrian improvement projects. The City should continue doing so and try to expand funding where possible.</p>

APPENDIX D:

PARK IMPACT FEES

PART 1 – Introduction to Impact Fee Development

Purpose

An Impact Fee is a tool used by local governments to offset capital costs related to public facilities. Such capital costs include transportation, schools, sewer and water systems, open spaces, and parks. Impact fees provide a funding stream for anticipated capital expenditures as the need occurs, rather than assessing these costs to existing residents through higher taxes or assessing user fees when dealing with accelerated population growth.

History

Impact Fees have been around since the 1940's and were originally used for expansion of costly water and sewer services in burgeoning urban areas. The use expanded in the 60's and 70's due to declining federal grants for utilities and in the 80's expanded to include roads, schools, parks and other public services. The State of Colorado began charging developers for water rights as early as the 1920's. In 2001 the Colorado State Legislature adopted Senate Bill #15 which allowed, or enabled, local governments to charge fees for capital improvements to fund increased capacity to serve new development. The passage of Senate Bill #15 enables each individual community the option to determine if this capacity expansion is to be funded by new users or spread across the entire community and paid through property and sales taxes. These policy decisions vary with each community and the degree to which development has detrimentally affected the ability of the community to service government debt. If a community determines the cost to accommodate new development is excessive and Impact Fees are chosen as an alternative to incurring debt, there are several criteria that legislatively must be met:

- Impact fees must not exceed a proportionate share of the cost.
- The proportionate share of cost must be determined prior to establishment of fees.
- Fees cannot be used for operational costs or maintenance.
- Establish an expected time frame for fees to be spent (usually six to 8 years).
- Fees must be spent on infrastructure for which fees were collected.
- Fees must be spent near the area of collection.
- Fees may be used to leverage state and federal grants by providing required matching funds.

Rational Nexus

The monetary value of fees assessed to accommodate growth must be based on a quantifiable measure. The local government is required to calculate the cost per household necessary to maintain the "level of service". This amount becomes the basis for the impact fee assessment. Determining the per household cost is key to withstanding legal challenges questioning legitimacy of the Impact Fee amount.

Fee Establishment

The first step in adopting a defensible Impact Fee is recognition of a standard or level of service. In this case, the City of Brighton must determine the desired level of service for the park system. This standard varies from community to community. The level of service might address the number of parks per population, distance to a park from a residence, acres of park land per 1,000 residents, or some other metric. As a point of reference, the National Recreation and Parks Association (NRPA) provides metrics for assessing the performance of a parks department. Additionally, a community may establish its own standard based on local needs or priorities. For example, the City of Brighton may determine that parks should be located within a 10-minute walk of all residences.

Impact fees related to utility improvements or fire protection are easily defined in terms of households served. Impact fees targeted for utility or fire protection improvements are therefore easier to define geographically. Parks, however, vary significantly in terms of the amenities offered and the size of the area served. Demographic characteristics regarding age, geographic location, climate and regional popularity of sports and leisure activities will affect the selection of improvements, environmental or physical challenges and

recreational selection of facilities. The key to success is a transparent process to develop and vet standards regarding park improvements chosen by residents that fit the needs and desires of their lifestyle. Development of the Brighton Parks and Recreation Master Plan (PRMP) will inventory existing park assets, examine demographic trends, perform a Gap analysis, and make recommendations for improvements. Adoption of this Master Plan establishes the standard for parks and recreation and is the first step in estimating costs for implementation. An estimated cost will be attributed to the standard and the proportional rate per household can then be calculated. The resulting Impact Fee only applies to the cost of physical improvements and land costs. Any operational or maintenance costs are ineligible to be included in the calculation of fees.

PART 2 – Impact Fee Establishment & Administration

Parks & Recreation Master Plan (PRMP)

Development and adoption of an Impact Fee schedule must be based on an adopted standard. Once again, this is a subjective process with several data points to be included:

- Demographics
- Residential Growth Rate
- Popular Recreational Pursuits
- Climate
- Preference of Residents

Development of a PRMP includes an inventory of existing assets, benchmarking of similar communities and industry standards, and public forums to obtain user feedback. Analysis of these variables will result in a clear statement of goals and objectives.

Impact Fees earmarked for Parks and Recreation must be defensible from legal challenges. Impact Fees are adopted as a tool for implementation of an established standard. For Parks and Recreation an established standard may be developed through a Parks and Recreation Master Plan (PRMP). A PRMP is developed with a horizon year such as 5, 10- or a 15-year time frame. The Plan aspires to provide a defined “level of service” over this stated timeframe. Regardless of the established time frame implementation takes place through a series of phases. The phasing schedule is contained within the plan and may be sequential based on the needs of a growing population. For example, the number of soccer fields may be adequate for today’s population, but additional soccer fields may be needed as residential growth occurs. Also, the geographic location of residential development may necessitate additional improvements in parts of town experiencing growth. The southern area of Brighton is beginning to see new residential development. As such the City of Brighton should identify land in this area and plan for the development of parks to serve these new households. Analysis of this type of data should be included in the PRMP with a timeline for implementation. Phases identified will include:

- Purchase of land
- Conceptual design of the park
- Final design and permitting of the park
- Construction of Park improvements

All these steps may be funded through the collection of Impact Fees paid at the time a residential building permit is issued. Operational and maintenance costs may not be funded with collected Impact Fees.

Costs & Phasing

An estimated dollar figure can be determined for physical improvements required to achieve the adopted standard. These dollar figure estimates will be generalized and should be revisited on a pre-determined time frame to adjust for cost fluctuations, rates of growth, and adjusted for inflation. Hard dollar estimates are not possible until actual designs and time schedules have been addressed. Some assumptions will be necessary for budgeting purposes. In addition, estimated costs will be used in development of a phasing plan to guide implementation of the PRMP.

Like any planning effort the PRMP should be considered a living document and reflect the needs and desires of the community. While the most successful communities adjust the plan to reflect minor modifications over time, the basic goals and objectives remain the primary focus. Completion of the PRMP and associated phasing schedule serves as a guide for city leadership and staff to respond appropriately when faced with development pressure. A PRMP is especially helpful when working to preserve open space and anticipating the need for recreational assets to serve new development prior to development occurring.

Capital Improvements are major expenditures for physical improvements which require government financing over a specified time. The most common tool used to program these expenditures is a Capital Improvement Plan or CIP. The plan should include a description of the project, identification of construction cost estimates and potential funding sources. Funding sources may vary between projects and change year to year based on collected revenues and may include a combination of general funds, grant funds, lottery funds, municipal bonds, user fees and Impact Fees. CIP's are usually prepared in 5 years increments and should identify each phase of park improvements and corresponding costs. The CIP becomes the budgetary basis to anticipate yearly capital cost by city staff and elected officials when developing an annual operating budget. The CIP is the primary tool to implement capital projects identified through the PRMP and phased in over a specified period of time. A parks and recreation CIP should be based on the findings of the PRMP and adhere to the master plan horizon year for phasing purposes.

Justification for Impact Fees

Through hands on examination and site inventory the PRMP will establish the level of service (LOS) currently provided by the parks and recreation system to existing residents. Through analysis and population projections the PRMP will identify capital improvements necessary to maintain the same level of service for future residential growth. The cost of proposed capital improvements forms the basis for establishment of Impact Fees. The total costs of projects included in the PRMP to accommodate the recreational needs of residents arriving will establish a rational nexus and identify the proportional share to be charged to newly developed dwelling units.

It is important to note that Impact Fees will only fund a portion of the full capital cost defined by the PRMP. Most municipalities use a variety of funding mechanisms including:

- Sales tax and local option sales tax
- Property tax
- Grants
- Municipal bonds
- Special funds (Great Outdoors Colorado, Marijuana Tax Revenue, etc.)

The City of Brighton currently uses the following combination of funds for Parks and Recreation capital improvements.

- Grants
- Adams County Sales Tax Pass Through
- Local Sales Tax
- Impact Fees
- Landscaping Funds
- Lottery Funds (Great Outdoors Colorado)

Currently, Impact Fees pay for approximately five percent of capital improvement costs. Local sales tax is the biggest contributor at more than 50% of the capital expenditures for parks and recreation.

PART 3 – Impact Fee Calculation

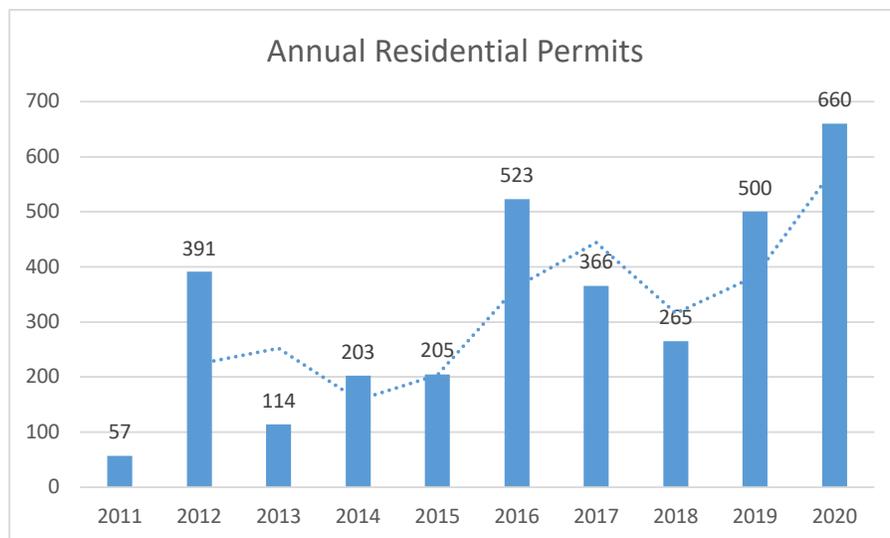
Several variables inform the calculation of an impact fee. How many residential units are permitted per year? What is the total anticipated capital expenditure necessary to meet the standard level of service? What other funds should contribute to those expenses and what share should be met by the collected Impact Fees? The

answers to these questions inform the Impact Fee dollar amount. As with any fee, regular review and adjustment is necessary to effectively carry out the goals of the policy.

For the City of Brighton, the following equation was used to determine the proposed Impact Fee amount. First, the total anticipated capital expenditure recommended by the PRMP was used as the anticipated funding required to meet the community’s standard for parks and recreation. The PRMP identified a total capital investment of \$70,000,000 over the next 10 years. Then the total capital expenditure was divided by 10 to annualize this amount for budgetary purposes.

Next, non-Impact Fee sources of capital funding were determined with the assistance of the City of Brighton Finance Department. Monetary amounts were associated with each funding source for budgeting purposes. These funds were then totaled and subtracted from the annualized capital expenditures. The remainder is what is the required pro rata share to be borne by Impact Fees.

Next, the planning team estimated the annual number of residential permits that may be issued over the next 10 years. Ten years of residential permit data was reviewed. On average over the last 10 years, the City of Brighton has permitted 328 residential units annually.



In 2019 and 2020, the City of Brighton permitted 500 and 660 residential permits, respectively. However, these could be outlier years due to a sizeable residential development. It is unclear if the City should expect permitting numbers to continue to trend at that level. Therefore the 10-year average of 328 was used for the purposes of calculating the Impact Fee.

Next, the amount of annualized capital expenditure remaining after subtracting non-Impact Fee sources of funding was divided by the anticipated number of residential permits (328). The result is a parks and recreation Impact Fee of \$1,971.

The formula discussed above is as follows:

$$\begin{aligned}
 & (10\text{-Year Capital Expenditures}) \div (10 \text{ Years}) = \text{Annual Capital Expenditures} \\
 & (\text{Annual Capital Expenditures}) - (\text{Sum of Non-Impact Fee Funding Sources}) = \text{Annual Impact Fee Revenue} \\
 & (\text{Annual Impact Fee Revenue}) \div (\text{Expected Annual Residential Permits}) = \text{Impact Fee Recommendation}
 \end{aligned}$$

The Impact Fee should be reviewed and adjusted on a regular basis to account for fluctuations in residential permit activity and estimated capital cost.

PART 4 – Impact Fee Administration

Parks and recreation systems vary a great deal from community to community. These variations are the result of geographic location, climate, community health, household income, demographics, and personal preferences. The type of park system delivery is determined by each governmental jurisdiction and vetted by residents. Brighton Colorado has chosen to deliver a high-performance parks system and adopted methodologies and funding policies to ensure implementation. The goal of this effort is to examine these methodologies and funding mechanisms to assess best practices and ease of implementation. Objective procedural analysis can often identify ways to improve on existing policies, eliminate obstructions and improve efficiency.

Implementation of any public policy should always be considered a work in progress. Many things may affect policy administration including economic fluctuations, change in leadership, changes in staff and recognition of difficulty with implementation. Several key issues were noted by the consultant team including:

- Compliance with Colorado state law
- Uniform administration
- HOA parks vs. City of Brighton public parks
- Reduction of administrative staff time
- Consistency of design, building materials, and maintenance
- Geographic distribution of parks
- Location of specialty parks
- Special events space

The following suggestions were gathered from discussions with both Recreational and Community Development city staff in addition to consultant observations of the Subdivision Standards and Municipal Code.

Establishment of a New HOA Park Category

Residential development standards contain performance criteria for collection of Impact Fees, construction and/or dedication of improved areas for Neighborhood and Pocket Parks. From a practical perspective these parks are intended to serve the needs of nearby residents (1/4 – 1/2 mile) to have access to open space for passive unprogrammed activities. Another perspective is that residents from one neighborhood probably do not travel to other neighborhoods for utilization of open space that appears to be designed for residents of individual developments. These spaces are constructed by residential developers and owned and maintained by a Home Owners Association (HOA). The developer is concurrently required to build a park and pay an Impact Fee for the improved recreational open space. These resulting parks are characterized by a lack of consistency in design, signage, maintenance, construction materials and recreational surfaces. Improvements are at the discretion of the developer with input from city staff which indicates compliance with minimum standards itemized in both the currently adopted PRMP and the Brighton Subdivision Standards.

The need for open space in neighborhoods is well established. Recreational opportunities close to residences increases the likelihood for utilization, contributes to public health and fosters a sense of community with neighbors. However, the current policy for provision of these spaces is cumbersome for both city staff and developers and may hinder creative placemaking and establishment of neighborhood character. The time necessary for city staff to administer the calculations for Impact Fees, collect and tract fees, inspect HOA owned improvements, and reimburse fees when HOA parks are completed, is time consuming and costly. This action may actually encourage the developer to limit recreational improvements to those mandated through regulatory policies and liability concerns for improvements open to the general public. This is especially true when the space will continue to be owned and maintained by an HOA.

The City has also established a minimum size of five (5) acres for creation of these spaces as opposed to a percentage of the residential development. The goal to provide these spaces in neighborhoods is an asset to

the residential development, however, the path to implementation could be simplified. The following steps should be considered to realign development of these spaces for true neighborhood utilization, allow the developer flexibility and encourage individual creative placemaking.

Establishment of an HOA Park category should be considered as follows:

- Establish a distinction between HOA and City of Brighton public Neighborhood Parks, Pocket Parks – Mini Parks.
- Create standards for HOA Parks
- Establish a percentage of land to be preserved within new residential development to provide HOA open space and/or recreational improvements.
- Remove neighborhood park requirements from development projects above the acreage threshold from the Impact Fee Schedule.
- Add newly drafted requirements to the Subdivision Standards to be a requirement of the conceptual plan for residential developments.
- Establish requirements for a percentage of the total tract of land to be preserved as open space.
- Establish requirements for a percentage of the open space preserved to be improved passive/active recreation space at the discretion of the developer.
- The recreational open space may be distributed throughout the residential project or centralized in a single large space.
- Allow the developer to select improvements provided within the open space commensurate with the value of price points within the residential development.
- Open space improvements must be secured by an acceptable form of surety at the time a final plat is recorded for individual phases as referenced in Subdivision Standards, Section 3.04, B. 2. Page 3-32. The surety is held until the required work is performed. Reductions in the surety amount are appropriate as work progresses.
- Construction of open space improvements must be built concurrently with the rate of home construction. If this schedule is not maintained building permits should be withheld until significant progress is made toward the required improvements.
- Construction and acceptance of infrastructure including roads, sewer and water infrastructure will be accepted at the same rate as completion of open space improvements.
- Release surety upon completion of open space improvements
- Privately held open space improvements which carry significant liability, such as a swimming pool or clubhouse, should not be open to the public and should be limited to members of the HOA.

Developer / City Collaboration

Allowing private developers to build public Mini/Pocket, Neighborhood and Community parks may result in haphazard placement of park improvements, a lack of continuity in equipment, signage and park materials, and inconsistent maintenance standards. By fragmenting these park categories and improvements there is a potential loss of city-wide geographic distribution. Dedication of land and collection of Impact Fees with administration of park design and construction by city staff would allow more control of improvements and establish a greater level of consistency within the Brighton Park System. The Parks and Recreation Master Plan will identify needed park and recreation improvements and geographic locations providing city staff the tools to implement a successful capital campaign to address these needs.

The City of Brighton should collect Impact Fees and accept land dedication from the residential developers when developing in an area in need of a public park. Park design and construction can be secured through the City's proposal process. If appropriate, a single design firm and single contractor could perform multiple parks development efforts. This would ensure consistency between park design, construction materials, park improvements, style and character, signage, etc. The cost of installing several parks through a single construction contract would result in financial savings based on maximized efficiency of material costs, equipment, and labor. As the needs and desires of residents change Parks may be renovated or expanded which is not an option if sites are owned by HOA's. New capital improvements within existing public parks may be funded through the collection of Impact Fees.

PART 5 – Text Amendments to Regulatory Documents

The adoption of Impact Fees to aid in development of a city-wide parks and recreation system is a significant program which warrants a statement of clear goals and objectives and the role new residential and commercial development plays in the process. There are different expectations for the types of residential development as opposed to commercial development and corresponding design and dedication of open space and park property. Subdivision Standards, Section 3.02 Open & Civic Space A. Intent. provides an itemized list regarding considerations for development. However, there is no introduction to the program which is descriptive in nature. This statement could be in general terms and introduces the development community to the utilization of funds to create a world class parks and recreation system, which will serve as a marketing tool to sell their product to home buyers. There is no “carrot” in this scenario only “sticks”. This is different in the Subdivision Standards from Section 3.02 F. Schools. In this section the introductory paragraph provides a general description regarding the dedication of land and/or fees to the School District. The description is short and to the point but is key in informing the user of the dedication program and methodology for implementation. Once again, the Open Space/Parks and Recreation program is far more complicated with the variety of park types or classifications, park improvements, commercial as opposed to residential requirements, individual park improvements, Impact Fees, and reimbursements.

The Impact Fee section of the Subdivision Standards Code should provide an introductory Section in Article 3.02 Open & Civic Space which describes reservation and implementation of the parks and recreation program to reserve, construct and provide economic support through the payment of Impact Fees to implement the Comprehensive Parks and Recreation Master Plan (CPRMP). This additional Section should explain the distinction between the dedication of space for residential developments and commercial developments and associated passive, active and entertainment improvements. This would provide a user-friendly explanation of the type of dedications, the options available for compliance with the code, the method of determining financial costs as well as land dedication and the legal expectations of ownership and maintenance. There should be a high level of clarity regarding improvements, targeted users and clearly define the classification designations of Preserves, Regional, Community, Neighborhood and Local/Pocket Parks. This newly drafted section should provide references to Item C. pages 3-24 through 3-29: Open Civic Space Types & Design

Article #3 of the Brighton Subdivision Standards references a 3-acre dedication for Neighborhood Parks and Pocket Parks (tot lots). However, that acreage has been increased to a minimum of 5 acres. This seems excessive based on the passive nature of Mini-Pocket and Neighborhood Parks with little benchmark criteria regarding minimum improvements for park development. If the 5 acre dedication is oversized, the amount of potential property tax is not maximized and the corresponding impact fee generated by building permits is decreased along with the disposable income of future residents. Collectively, overall city density is decreased which may encourage urban sprawl to meet housing demands.

Item E. 4. Infill Exemption: Code provides an exception for dedication of land and only applies to residences in developments after 1986. This violates the basic legal tenants of Impact Fees which is to maintain a jurisdiction wide level of service (LOS) for public improvements. The consulting team recommends instituting impact fees for all new residences regardless of geographic location. This would apply to residences in new development and residential infill construction in other parts of the community.

Centralized area in code for Open Space and Parks and Recreation criteria and implementation. The consulting team recommends moving Table 3-10 located in Section 3.05 E. 1. Page 3-35 into Section 3.02.

Performance criteria for Residential projects and Commercial projects are very different in both type of open space dedications, improvements, type of utilization and targeted users. The consulting team recommends that Section 3.02 break out Residential criteria from Commercial criteria. This provides an opportunity to identify individual steps for implementation of performance criteria such as a multi-step platting procedure for Residential development as opposed to a site plan for Commercial and Multi-family projects.

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NEIGHBORHOOD PARK

DESCRIPTION

The Neighborhood Park is intended to serve as the recreational and social focus of a designated neighborhood. It should be developed for both active and passive recreation and accommodate a wide variety of age and user groups – e.g., children, adults, the elderly, and special populations. To create a sense of place, consideration should be given to blending the unique character of the neighborhood with that of the site.

CRITERIA

- Per Brighton Land Development Code (refer to official code for additional details):
 - » Area – 5 to 15 acres
 - » Service area – 1/4 to 1/2 mile
 - » Minimum 150' wide in all directions
 - » Fronts on at least 1 public street for 150' or more (preferably NOT a major arterial)
 - » One (1) shade tree for every 40' of street frontage
- At least 50% of site (preferably) should maintain slopes \leq 4%.
- Site should be located as close as possible to center of designated neighborhood.
- If possible, site should be located adjacent to a school site.
- If possible, site should be located in close proximity to a trail.

COMFORT & CONVENIENCE AMENITIES

Required

- All Pocket Park / Mini Park Comfort & Convenience Amenities
- Signage (large identification and rules signs at major access points; per City standards)
- Lighting (safety/security; pathway; parking lot)
- Picnic Tables
- Restrooms
- Off-Street Parking

COMPONENTS

Required

- Shelter, Large or Small
- Open Turf
- Loop Walk

Optional (City to identify local need through public process; current inventory indicates average component total is 6 with a range of 2 to 13)

- Active
 - » Playground, Local
 - » Basketball Court
 - » Tennis Court
 - » Sand Volleyball
 - » Diamond Field, Practice (backstop; scalped infield not required)
 - » Rectangular Field (soccer, football, lacrosse, etc.)
 - » Pickleball Court
 - » Aquatics, Spray Pad
 - » Skate Park / Feature
 - » Dog Park (off-leash area)
 - » Winter Sport (sledding hill)
- Passive
 - » Natural Area
 - » Garden, Display
 - » Garden, Community
 - » Passive Node / Plaza
 - » Event Space (non-amplified open stage, band shell, bandstand, etc.)
 - » Public Art

Notes

- Neighborhood Parks are NOT intended to be used for programmed activities that result in overuse, noise, parking problems, and congestion.
- Neighborhood Parks are NOT intended to accommodate programmed competitions (features should be used for practices and pick-up games only).

COST

Approximately \$2 million to \$6 million



Plan: Not to scale

● LEGEND:	OPTIONAL COMPONENTS NOT SHOWN:
1 ON-STREET PARKING	BASKETBALL COURT
2 OFF-STREET PARKING	PICNIC GROUND
3 OPEN TURF	TENNIS COURT
4 OPEN TURF (PROGRAM, OPTIONAL)	DIAMOND FIELD, PRACTICE
5 RESTROOMS	RECTANGULAR FIELD
6 SHELTER, LARGE OR SMALL	PICKLEBALL COURT
7 SIGNAGE	AQUATICS, SPRAY PAD
8 PLAYGROUND, LOCAL	DOG PARK (OFF-LEASH AREA)
9 SKATE PARK / FEATURE	WINTER SPORT (SLEDDING HILL)
10 LOOP WALK	NATURAL AREA
11 SCHOOL	GARDEN, DISPLAY
12 EVENT SPACE	GARDEN, COMMUNITY
13 FITNESS AREA / COURSE	PASSIVE NODE / PLAZA
14 SAND VOLLEYBALL	PUBLIC ART
15 OPEN WATER (DETENTION)	

COMMUNITY PARK

DESCRIPTION

The Community Park is larger in size and serves a broader purpose than a Neighborhood Park. Its focus is to meet recreation needs of several neighborhoods or large sections of the community as well as preserve unique landscapes and open spaces. Community Parks allow for group activities and offer other recreational opportunities not feasible (and likely not desirable) at the neighborhood level. Community Parks should be developed for both active and passive recreation activities.

CRITERIA

- Per Brighton Land Development Code (refer to official code for additional details):
 - » Area – 15 to 50 acres
 - » Service area – 1/2 to 1 mile
 - » Minimum 150' wide in all directions
 - » Fronts on at least 1 public street for 150' or more (preferably a major arterial)
 - » One (1) shade tree for every 40' of street frontage
- At least 30% of site (preferably) should maintain slopes \leq 4%.
- Site should be away from developed residential areas but close enough to population centers to be convenient to residents.
- Site should have access to City services.
- If possible, site should be located adjacent to an existing or proposed school site.
- If possible, site should be located in close proximity to a trail.

COMFORT & CONVENIENCE AMENITIES

Required

- All Pocket Park / Mini Park Comfort & Convenience Amenities
- All Neighborhood Park Comfort & Convenience Amenities
- Signage (comprehensive way-finding system including monumental entry, destination, vehicular/pedestrian directional, informational, etc.)
- Lighting (safety/security; pathway; parking lot; facility)
- Concessions (may be incorporated with Shelters and/or Restrooms) or Food Truck Pad
- Maintenance Facility / Yard

COMPONENTS

Required

- All Neighborhood Park Components

Optional (City to identify local need through public process; current inventory indicates average component total is 7 with a range of 1 to 17)

- Active
 - » Playground, Destination
 - » Basketball Court (lighted)
 - » Tennis Court (lighted)
 - » Sand Volleyball (lighted)
 - » Diamond Field (lighted)
 - » Rectangular Field (soccer, football, soccer, etc.) (lighted)
 - » Pickleball Courts (lighted)
 - » Fitness Area / Course
 - » Aquatics, Spray Pad
 - » Skate Park / Feature
 - » Dog Park (off-leash area)
 - » Winter Sport (sledding hill)
- Passive
 - » Significant Natural Area (with trail system)
 - » Significant Garden, Display
 - » Garden, Community
 - » Passive Node / Plaza
 - » Festival Space
 - » Event Space (amplified amphitheater or equivalent)
 - » Public Art
- Indoor Recreation Center

Notes

- Community Parks maintain amenities for local sports league use. While they might be able to accommodate regional play and tournaments, they should do so sparingly.

COST

Approximately \$6 million to \$30+ million



● LEGEND:	OPTIONAL COMPONENTS NOT SHOWN:
1 OFF-STREET PARKING	BASKETBALL COURT
2 NATURAL AREA	PICNIC GROUND
3 OPEN TURF (PROGRAM)	SAND VOLLEYBALL
4 RESTROOMS	DIAMOND FIELD
5 SHELTER, LARGE	FITNESS AREA / COURSE
6 SIGNAGE	WINTER SPORT (SLEDDING HILL)
7 PLAYGROUND, DESTINATION	GARDEN, DISPLAY
8 SKATE PARK / FEATURE	GARDEN, COMMUNITY
9 LOOP WALK	PASSIVE NODE / PLAZA
10 DOG PARK (OFF-LEASH AREA)	FESTIVAL SPACE
11 PICKLEBALL COURTS	EVENT SPACE
12 TENNIS COURTS	PUBLIC ART
13 RECTANGULAR FIELDS	INDOOR RECREATION CENTER
14 MAINTENANCE BUILDING	
15 CONCESSIONS	
16 OPEN WATER (DETENTION)	

REGIONAL PARK

DESCRIPTION

The Regional Park serves a broader purpose and user area than the Community Park. It may be used when Community and Neighborhood Parks are not adequate to serve the needs of the community. Their focus is on meeting both local, community-based and larger, regional recreation. Regional Parks also preserve unique landscapes and open spaces.

CRITERIA

- Per Brighton Land Development Code (refer to official code for additional details):
 - » Area – 50+ acres
 - » Service area – City-wide
 - » Minimum 150' wide in all directions
 - » Fronts on at least 1 public street for 150' or more (preferably a major arterial)
 - » One (1) shade tree for every 40' of street frontage
- At least 30% of site (preferably) should maintain slopes \leq 4%.
- Site should be away from developed residential areas but close enough to population centers to be convenient to residents.
- Site should have access to City services.
- If possible, site should be located adjacent to an existing or proposed school site.
- If possible, site should be located in close proximity to a trail.

COMFORT & CONVENIENCE AMENITIES

Required

- All Pocket Park / Mini Park Comfort & Convenience Amenities
- All Neighborhood Park Comfort & Convenience Amenities
- All Community Park Comfort & Convenience Amenities

COMPONENTS

Required

- All Community Park Components
- Playground, Destination
- Extensive Loop Walk or Pathway System
- Significant Natural Areas (with trail system)

Optional (City to identify local need through public process)

- Active
 - » Basketball Court (lighted)
 - » Tennis Court (lighted)
 - » Sand Volleyball (lighted)
 - » Diamond Field (lighted)
 - » Rectangular Field (soccer, football, soccer, etc.) (lighted)
 - » Pickleball Court (lighted)
 - » Fitness Area / Course
 - » Aquatics / Spray Pad
 - » Skate Park / Feature
 - » Dog Park (off-leash area)
 - » Winter Sport (sledding hill)
- Passive
 - » Significant Garden, Display
 - » Garden, Community
 - » Passive Node / Plaza
 - » Festival Space
 - » Event Space (amplified amphitheater or equivalent)
 - » Public Art
- Indoor Recreation Center

Notes

- Regional Parks are intended to accommodate regional play and tournaments.

COST

Approximately \$30 million to \$60+ million



● LEGEND:	OPTIONAL COMPONENTS NOT SHOWN:
1 OFF-STREET PARKING	BASKETBALL COURT
2 OPEN WATER (DETENTION)	PICNIC GROUND
3 OPEN TURF (PROGRAM)	SAND VOLLEYBALL
4 RESTROOMS	FITNESS AREA / COURSE
5 SHELTER, LARGE	DOG PARK (OFF-LEASH AREA)
6 SIGNAGE	WINTER SPORT (SLEDDING HILL)
7 PLAYGROUND, DESTINATION	GARDEN, DISPLAY
8 SKATE PARK / FEATURE	GARDEN, COMMUNITY
9 EXTENSIVE LOOP WALK / PATH SYSTEM	PASSIVE NODE / PLAZA
10 PICKLEBALL COURTS	FESTIVAL SPACE
11 TENNIS COURTS	EVENT SPACE
12 RECTANGULAR FIELDS	NATURAL AREA
13 MAINTENANCE BUILDING	PUBLIC ART
14 CONCESSIONS	INDOOR RECREATION CENTER
15 DIAMOND FIELDS	
16 AQUATICS, SPRAY PAD	

ITEM	POCKET PARK / MINI PARK	NEIGHBORHOOD PARK	COMMUNITY PARK	REGIONAL PARK
CRITERIA				
Brighton Land Development Code				
Area	~½ - 5 acres	5 - 15 acres	15 - 50 acres	50+ acres
Service Area	Up to ¼ mile	¼ to ½ mile	½ to 1 mile	City-wide
Minimum Width (in all directions)	50'	150'	150'	150'
Frontage	Along one (1) public street for 50' (preferably NOT a major arterial)	Along one (1) public street for 150' (preferably NOT a major arterial)	Along one (1) public street for 150' (preferably a major arterial)	Along one (1) public street for 150' (preferably a major arterial)
Trees	One (1) shade tree for every 40' of street frontage	One (1) shade tree for every 40' of street frontage	One (1) shade tree for every 40' of street frontage	One (1) shade tree for every 40' of street frontage
Other				
Percent of Site ≤ 4% slope (minimum)	75%	50%	30%	30%
Locale	---	Located as close as possible to center of designated neighborhood	Located away from develop residential areas but close enough to population centers to be convenient to residents	Located away from develop residential areas but close enough to population centers to be convenient to residents
City Service Access	---	---	Yes	Yes
School Proximity	If possible	If possible	If possible	If possible
Trail Proximity	---	If possible	If possible	If possible

COMFORT & CONVENIENCE AMENITIES

Shade Trees	•	•	•	•
Seating (benches, seat walls, boulders, etc.)	•	•	•	•
Trash Receptacles	•	•	•	•
Dog Waste Disposal Stations	•	•	•	•
Drinking Fountains	•	•	•	•
Bike Racks	•	•	•	•
Signage (all per City standards)	• (small Identification)	• (large Identification; rules)	• (comprehensive wayfinding system)	• (comprehensive wayfinding system)
Lighting	• (safety / security)	• (safety / security; pathway; parking lot)	• (safety / security; pathway; parking Lot; facility)	• (safety / security; pathway; parking Lot; facility)
Picnic Tables	Not required if site < ½ acre	•	•	•
Restrooms	---	•	•	•
Off-Street Parking	---	•	•	•
Concessions	---	---	•	•
Maintenance Facility / Yard	---	---	•	•

COMPONENTS

Average (existing)	2	6	7	N / A
Range (existing)	1 to 4	2 to 13	1 to 17	N / A
Shelter, Small	Not required if site < ½ acre	• (minimum)	• (minimum)	• (minimum)
Shelter, Large	---	○ (in lieu of OR in addition to small)	○ (in lieu of OR in addition to small)	○ (in lieu of OR in addition to small)
Open Turf	•	•	•	•
Loop Walk	Not required if site < ½ acre	•	•	• (extensive system)
Playground, Local	○	○	○	○
Playground, Destination	---	---	○	•
Basketball Court	○	○	○ (lighted preferred)	○ (lighted preferred)
Tennis Court	○	○	○ (lighted preferred)	○ (lighted preferred)
Sand Volleyball	○	○	○ (lighted preferred)	○ (lighted preferred)
Diamond Field, Practice	---	○	○	○
Diamond Field	---	---	○ (lighted preferred)	○ (lighted preferred)
Rectangular Field	---	○	○ (lighted preferred)	○ (lighted preferred)
Pickleball Court	---	○	○ (lighted preferred)	○ (lighted preferred)
Fitness Area / Course	---	---	○	○
Aquatics, Spray Pad	○	○	○	○
Skate Park / Feature	○	○	○	○
Dog Park (Off-Leash Area)	---	○	○	○
Winter Sport (Sledding Hill)	---	○	○	○
Natural Area	○	○	○ (significant, with trail system)	• (significant, with trail system)
Garden, Display	○	○	○ (significant)	○ (significant)
Garden, Community	○	○	○	○
Passive Node / Plaza	○	○	○	○
Festival Space	---	---	○	○
Event Space	○ (small)	○ (non-amplified open stage, band shell, bandstand, etc.)	○ (amplified amphitheater or equivalent)	○ (amplified amphitheater or equivalent)
Public Art	○	○	○	○
Indoor Recreation Center	---	---	○	○

COST

Low	\$250K	\$2 million	\$6 million	\$30 million
High	\$2 million	\$6 million	\$30+ million	\$60+ million

- - REQUIRED
- - OPTIONAL