

City Council

Agenda

**Tuesday, August 25, 2026
Special Meeting
Council Chambers
749 Main Street
6:00 PM**

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

- You can call in to +1 719 359 4580 or 877 853 5247 (toll free) Webinar ID #876 9127 0986.
- You can log in via your computer. Please visit the [City's website](#) to link to the meeting.

City Council considers written and oral comments equally. [Email comments to the Council](#) received after the packet is posted online and before 3pm the day of the meeting will be included in the Council addendum and provided to each Council member prior to the meeting. If you prefer to address Council in person, you may attend the meeting either in person or virtually.

1. Call to Order & Roll Call

2. Pledge of Allegiance

3. Regular Business

A. Joint Meeting with Library Board of Trustees

B. Discussion & Direction: Draft PROS Guidebook

Discussion / Direction provides Council with the opportunity to learn about an item, ask questions, and provide feedback to staff. There will be one round of public comment. There will be no final decisions made on this item, and it may return at a later date for action by Council.

C. Appointment of Council Committee for Potential Amendments to City Manager Employment Agreement

4. Adjourn

Resident Information

If you wish to speak at the City Council meeting in person, please fill out a sign-up card and present it to the City Clerk at the meeting. If you are attending remotely, please use the "raise hand" icon to show you wish to speak in appropriate public comments section.

Persons planning to attend the meeting who need sign language interpretation, translation services, assisted listening systems, Braille, taped material, or other accommodation should [email the City Clerk's Office](#) or call at 303.335.4574

A forty-eight-hour notice is requested.

Si requiere una copia en español de esta publicación o necesita un intérprete durante la reunión del Consejo, por favor llame a la Ciudad al 303.335.4574 o [email](#)

Subject: Joint Meeting with Library Board of Trustees
Date: August 25, 2026
Prepared By: Brandi Cummings, Director
Presented By: Library Board of Trustees

Summary:

This joint meeting between the City Council and the Louisville Library Board of Trustees is intended to create an open, collaborative discussion about the future of the library and library services in Louisville and Superior. The LBOT will share ideas related to community needs, service priorities, access, collections, programs, and long-term planning, while Council will have the opportunity to provide feedback, share priorities, and discuss implementation considerations. The goal is to exchange perspectives, identify areas of alignment, and strengthen collaboration around the City's near- and long-term library service direction.

Background / Prior Discussions:

City Council and the Library Board of Trustees hold a joint meeting each year to review Louisville's library service priorities and maintain strong coordination. This year's conversation builds on recent discussions regarding patron use trends, resource needs, and the community's evolving expectations for library service.

This joint meeting provides an opportunity for Council and the LBOT to discuss future priorities, consider opportunities for refinement or improvement within existing service levels, and explore long-term direction for library services in Louisville.

Library Board of Trustees Members

Laurel Cole (Chair)
Cheryl Lynn Achterberg (Vice Chair) - Superior Representative
Allie Benz
Alan Halpern
Carol Burkett - Alternate Superior Representative
Heather Wiegand
Jaime Dufresne
Jeanne Baker

Development Proposal:

N/A

Analysis:

N/A

Council Work Plan:

N/A

Fiscal Impact:

N/A

Alternatives:

N/A

Recommendation:

N/A

Attachments:

1. 2026.08 LBOT Joint Meeting v2



Library Board of Trustees & City Council Joint Meeting

Library Board of Trustees

Jeanne Baker

Allie Benz

Laurel Cole

Jaime Dufresne

Alan Halpern

Heather Wiegand

Cheryl Lynn Achterberg – Superior Representative

Carol Burkett – Superior Alternate Representative

Library Snapshot

January-June 2026



Visitors – 129,714 **6%↑**
Louisville & Superior

Unique Digital Users – 17,591 **12%↑**

Checkouts – 298,372 **9%↑**
Print & Digital

Program Attendance – 10,186 **49%↑**
All Ages

Card Holders – 34,786 **7%↑**

Library Snapshot

January-June 2026



Staffed Hours – 70 per week, 7 days per week
Louisville Location Only

Team Members – 32 total
*10 Full Time (Director, Communications, Supervisors, Librarians,
One .75 Library Associate)
22 Part Time (Average 19.5 hours per week across all departments and shifts)*

Volunteers – 863

Volunteer Hours – 1,180

*Volunteers provide core operational functions like materials processing
and program leading/support.*

Our Community

2025 Data

	Louisville	Superior	Lafayette
Population	21,994	13,002	32,397
% of population under 18	26.26%	24.53%	21%
% of population 65 and over	16.10%	10.58%	15.5%
% of households with no computer	.85%	0%	.8%
% of households with no internet	4.06%	0%	1.33%
% of households relying on cellular data plan for internet access	4.28%	10%	8.27%
% of population with disabilities	7.94%	6.64%	7.75%
% of population in poverty	4.87%	1.61%	6.38%
% receipt of public assistance income or food stamps in the last 12 months	8.94%	2.79%	17.36%

Library Funding



Library Funding

2026

Total Operating Budget: \$2,260,028

City of Louisville: \$1,725,528 76.5%

Town of Superior: \$450,000 20%

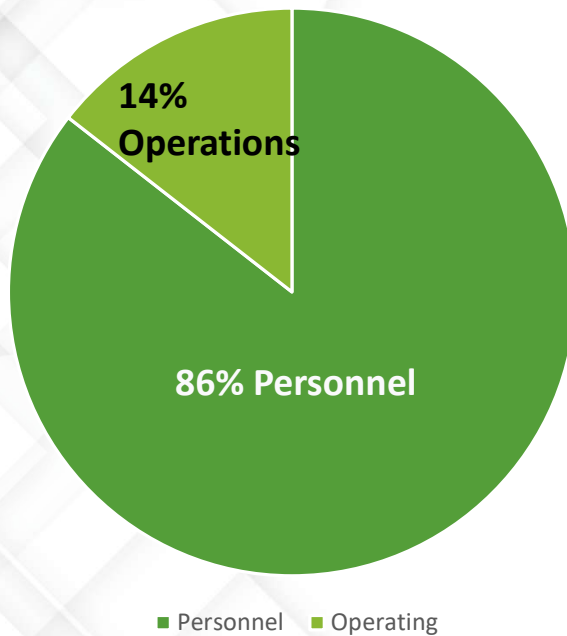
Louisville Public Library Foundation Grant: \$73,000 3%

State of Colorado Grant to Libraries: \$11,500 .5%

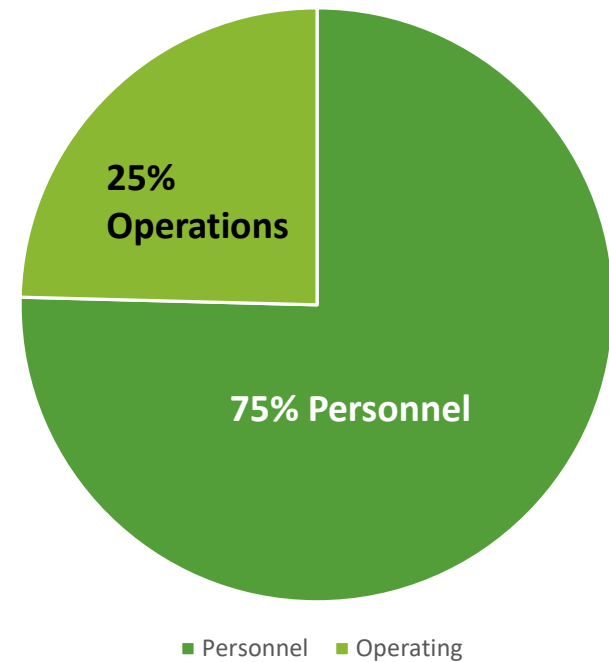
Library Funding

2026

Louisville Library General Fund Budget



Lafayette Library General Fund Budget



Board of Trustees Priorities

Representing every citizen of Louisville and Superior to ensure the highest level of library services

- Support staff as they work to complete, finalize, and implement the Strategic Plan, encouraging teamwork and shared success.
- Provide meaningful information to City Council to help guide city-wide decisions that reflect community needs.
- Review policies and offer constructive recommendations to strengthen library operations and community engagement.
- Ensure ongoing alignment with Colorado Library Law, maintaining compliance and best practices.

Discussion Points



1. What are Council's top priorities for the coming year, and how can the Library best support those goals through its services and programs?
2. Where does Council see the greatest need for investment—such as expanded access, collections, staffing, or technology—and how should the Library focus its resources to maximize community impact?
3. How would Council partner with the Library and Library Board to achieve these priorities?
4. How can the Library Board and Council collaborate more effectively to address challenges and leverage opportunities for Louisville residents, especially in areas like equity, outreach, and innovation?

Subject: Discussion & Direction: Draft PROS Guidebook
Discussion / Direction provides Council with the opportunity to learn about an item, ask questions, and provide feedback to staff. There will be one round of public comment. There will be no final decisions made on this item, and it may return at a later date for action by Council.

Date: August 25, 2026

Prepared By: Bryon Weber, Parks Project Manager

Presented By: Adam Blackmore, Parks, Recreation and Open Space Director
Bryon Weber, Parks Project Manager

Summary:

Staff are seeking City Council feedback on the draft PROS Guidebook, which includes full-length versions of both the Long-Range Plan and Trail System Plan. Following a brief introduction, Staff request open discussion to address questions and gather Council's input on the draft plans.

Given the volume of material enclosed, individual review in advance of the August 25 meeting is strongly encouraged. This will allow meeting time to focus on dialogue and the collection of City Council feedback.

As a reminder, the two-pronged planning effort—branded as the PROS Guidebook—includes a Long-Range Plan for four PROS divisions (Parks, Recreation & Senior Services, Open Space, and Coal Creek Golf Course), along with a dedicated Trail System Plan.

As part of the plan finalization process, Staff are also collecting public comment on the draft plans via the Engage Louisville website. The public comment window is anticipated to run 35 days from August 10 through September 13. PROS Advisory Boards will also be able to review and discuss the drafts at their meetings during this window. Comments from the public, Advisory Boards and City Council will inform any warranted plan refinements ahead of a desired plan adoption at an October Council meeting.

Background / Prior Discussions:

- November 15, 2022 – Council Approval of 2023-28 Capital Improvements Plan

Approval of the 2023 budget included the 5-year CIP plan with \$300,000 in fiscal year 2024 for what was then called the “PROST Master Plan Update”.

- November 6, 2023 – Council Approval of 2024 Budget
Approval included \$300,000 for the “PROST Master Plan Update” as part of the then Open Space & Parks Fund (then Fund 201).
- May 7, 2024 – City Council Budget Amendment
Council approved an amendment of the 2024 budget which included (among other items) allocation of \$100,000 for completion of the Trails Master Plan.
- June - July 2024 – Request for Proposal (RFP) Development
Staff developed the RFP based on review of the previous PROS Master Plan completed 2012, research of other municipalities planning efforts and on-going conversations with PROS leadership and division staff.
- September – October 2024 – Advisory Board Review
A draft Request for Proposal (RFP) was presented to the Open Space Advisory Board (OSAB), Parks and Public Landscaping Advisory Board (PPLAB) and Recreation Advisory Board (RAB) to allow board members to review and comment on the staff’s suggested approach, scope and strategy. Board comments were used to modify the RFP before submission to Council for additional feedback.
- October 14, 2024 – City Council Consent Agenda
Council approved a revised Request for Proposal (RFP) outlining staff’s desired planning approach and scope. This RFP was publicly advertised and used to solicit consulting proposals for both plans as part of a combined planning effort.
- March 18, 2025 – City Council Consent Agenda & Regular Meeting
Contract approval was removed from the consent agenda and discussed as part of the regular meeting. No formal staff presentation was made, but the PROS Project Manager was present to answer questions from Council.
- May 6, 2025 – City Council Consent Agenda
City Council voted to approve a consulting contract with DTJ Design as the project’s lead consultant with a support team including:
 - ERO Resources – local experts in the environmental and natural resources topics that will direct many aspects of both plans
 - Ballard*King – specialists in recreation planning and administration
 - Toole Design Group – offering technical assistance on the trails master plan

- RRC Associates – providing community research and a statistically valid survey
- Studio 6 – supporting implementation of the public outreach and community engagement essential for successful completion of both plans
- Summer of 2025 (June – August)
 - Staff began assembling requested background information on each division to enable consultant's initial needs assessment activities.
 - A formal kick-off was completed with a Staff-led tour of select PROS amenities and a workshop held which engaged PROS leadership on topics such as what's working, what's not working and what a successful project might look like upon completion.
 - Planning of the community engagement strategies began with an outline of engagement events and development of the public survey. Project branding and a dedicated website were created to support the engagement efforts.
 - The first Advisory Board engagement took place with the August meeting of the Open Space Advisory Board (OSAB).
- Fall of 2025 (September – December)
 - Consultants met with remaining PROS Advisory Boards (PPLAB, RAB, YAB) to provide a project overview and collect input from board members.
 - The online survey was launched with invite postcards sent to each Louisville household for participation in the statistically valid survey. An open-link survey was later made available to all members of the public.
 - Group interviews were held with stakeholder panels specific to each PROS division to collect input about current and desired future offerings.
 - A series of pop-up events were held at locations relevant to each division to collect public input and facilitate open dialogue with community members.
 - The first Open House events formally engaged the community on needs of each division with various opportunities to vote on preferences for future amenities, programs, services and priorities.
 - A focus group workshop brought together a blend of staff, industry professionals and local advocates to collaborate on trails planning and the overlaps pertaining to open space properties.
 - Draft needs assessment report finalized by consultants, along with a summary of the community engagement findings from various input and engagement events.
 - Results from the online survey have been analyzed and reported via a summary report.
- 2026 (January to Present)

- City Council update held at regular meeting on January 6th
- Draft planning frameworks were developed and refined.
- Feedback was obtained from Advisory Boards via the following meetings: February OSAB (Trails); March PPLAB, RAB, OSAB (Trails); April YAB & OSAB.
- The second public Open House was held March 12th for input on the draft planning frameworks and prioritization of potential trail improvements.
- Draft planning frameworks (Guiding Principles, Goals, Strategies) for each division were presented to Council in April. Feedback helped inform framework refinement, plan formation and prioritization.
- Feedback on the draft planning frameworks was also obtained from PROS Advisory Boards.
- During the summer months, staff and the consulting team collaborated to develop the full-length draft plans now available for review.
- On August 10th, a public comment window was opened using Engage Louisville. The general public can access both draft plans and make comments through September 13.

Development Proposal:

N/A

Analysis:

A vote by Council is not needed at this time.

Council feedback and direction is requested to help inform plan refinements and outline next steps towards staff's desired plan adoption in October.

Council Work Plan:

The PROS Long-Range Plan and Trails Master (now referred to as System) Plan are listed in the Core Services section of the 2025 & 2026 council work plans. These plans incorporate Council's lens of EDI and sustainability.

Fiscal Impact:

As outlined in the May 6, 2025 Council packet, the city allocated \$300,000 to the Long-Range Plan and an additional \$100,000 specifically for the Trails Master Plan (now referred to as the Trail System Plan). The work is projected to remain within the allocated budget.

To date, approximately \$381,000 has been used for project expenses. Of the roughly \$19,000 remaining, \$5,000 is encumbered to DTJ Design for ongoing services and \$14,000 remains as a contingency.

Alternatives:

As an alternative to adoption in October, staff could perform additional public engagement and/or formal Advisory Board engagement with the draft plans. Doing so

would result in additional service fees, subject to the scope of any potential engagement. Delaying adoption would also further reduce the chances of best aligning the 2027-2028 budget with the priorities of the Guidebook plans.

Recommendation:

Staff recommend that Council provides the feedback needed to move the plans towards adoption in October 2026.

Attachments:

1. Draft - PROS Guidebook Long-Range Plan 2026-0805
2. Draft - PROS Guidebook Trail System Plan 2026-0805
3. PROS Guidebook CC Slides 2026-0825

PROS GUIDEBOOK



Draft
August 5, 2026

LONG RANGE PLAN

**Parks, Recreation & Senior Services, Open
Space, and Coal Creek Golf Course**



**City of
Louisville**

Acknowledgments

Louisville City Council

Chris Leh, Mayor
Barbara Hamlington, Mayor Pro Tem, Ward 3
Caleb Dickinson, Ward 1
Josh Cooperman, Ward 1
Judi Kern, Ward 2
Deborah Fahey, Ward 2
Dietrich Hoefner, Ward 3

City of Louisville Advisory Boards

Recreation Advisory Board
Parks and Public Landscaping Advisory Board
Open Space Advisory Board
Youth Advisory Board

City of Louisville PROS Department Staff

Adam Blackmore - Director
Bryon Weber - Planning and Project Manager
Ember Brignull - Open Space Superintendent
Ginger Cross - Sr. Marketing Specialist
Mark Jensen - Coal Creek Golf Course General Manager
Kathy Martin - Recreation and Senior Services Superintendent
Chris Davis - Parks Superintendent
Marla Olson - Sr. Administrative Assistant

Consultant Team

DTJ Design
ERO Resources
Toole Design
Ballard King and Associates LTD
RRC Associates
Studio Six



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Sunset at Coal Creek Golf Course (Credit: Life in Louisville Photo Contest)

Preface

An important defining value of the Louisville community is access to high-quality parks, open spaces, recreation programs, and community facilities. Residents place strong emphasis on maintaining parks, vibrant recreational opportunities, protected natural lands, and welcoming community spaces that support health, wellness, and quality of life. These amenities are a cornerstone of Louisville’s character and a key reason people choose to live, work, and recreate in the city.

As the community continues to evolve, Louisville remains committed to resilience, sustainability, and thoughtful stewardship of its resources. It is of great importance to maintain high-quality facilities, protect natural systems, and ensure that services remain accessible, inclusive, and responsive to community needs.

The Parks, Recreation, and Open Space (PROS) Long Range Plan (Plan) establishes a comprehensive, forward-looking framework to guide the stewardship, enhancement, and operation of Louisville’s Parks, Recreation & Senior Services, Open Space, and Coal Creek Golf Course over the next decade. The Plan balances reinvestment in existing assets, while advancing goals related to sustainability, equity, connectivity, and long-term resilience. The Plan provides a flexible roadmap for decision-making—supporting high-quality services, strong community partnerships, and a system that continues to meet the evolving needs of Louisville residents.

The Louisville PROS Department is deeply thankful to all of the volunteers, advisory board members, and community participants whose input, ideas, and engagement helped shape the Long Range Plan.

Executive Summary

Introduction

The Louisville Parks, Recreation, and Open Space (PROS) Long Range Plan (LRP) is one of two coordinated Plans that make up the PROS Guidebook, the other being the Trail System Plan (TSP). Both Plans respond to community preferences, demographic trends, current facilities, program participation, future needs, and industry best practices. The LRP identifies Recommendations for Parks, Recreation & Senior Services, Coal Creek Golf Course, and Open Space. The TSP establishes a Plan for trails and shared pathways in Louisville and focuses on addressing safety, connectivity, and trail management.

The LRP provides a comprehensive, forward-looking framework to guide the stewardship, enhancement, and operation of the City’s Parks, Recreation & Senior Services, Open Spaces, and Coal Creek Golf Course over the next decade. Following a series of events that shaped the community—including the 2013 flood, COVID-19 pandemic, and the 2021 Marshall Fire—the Plan reflects Louisville’s renewed emphasis on resilience, connectivity, equity, and quality of life. Together, the LRP and TSP establish a unified vision and strategic direction for PROS investments, policies, and priorities.

Purpose

The LRP establishes clear Goals, Strategies, and Action Items that support a healthy, active, and connected community while responsibly managing existing assets and planning for future needs. The Plan addresses facility condition and capacity, operations and maintenance, funding and partnerships, communications, sustainability, and long-term resilience. The LRP is a strategic Plan that identifies priorities and actions without prescribing specific capital investments and cost factors—allowing flexibility as funding, partnerships, and community needs evolve.

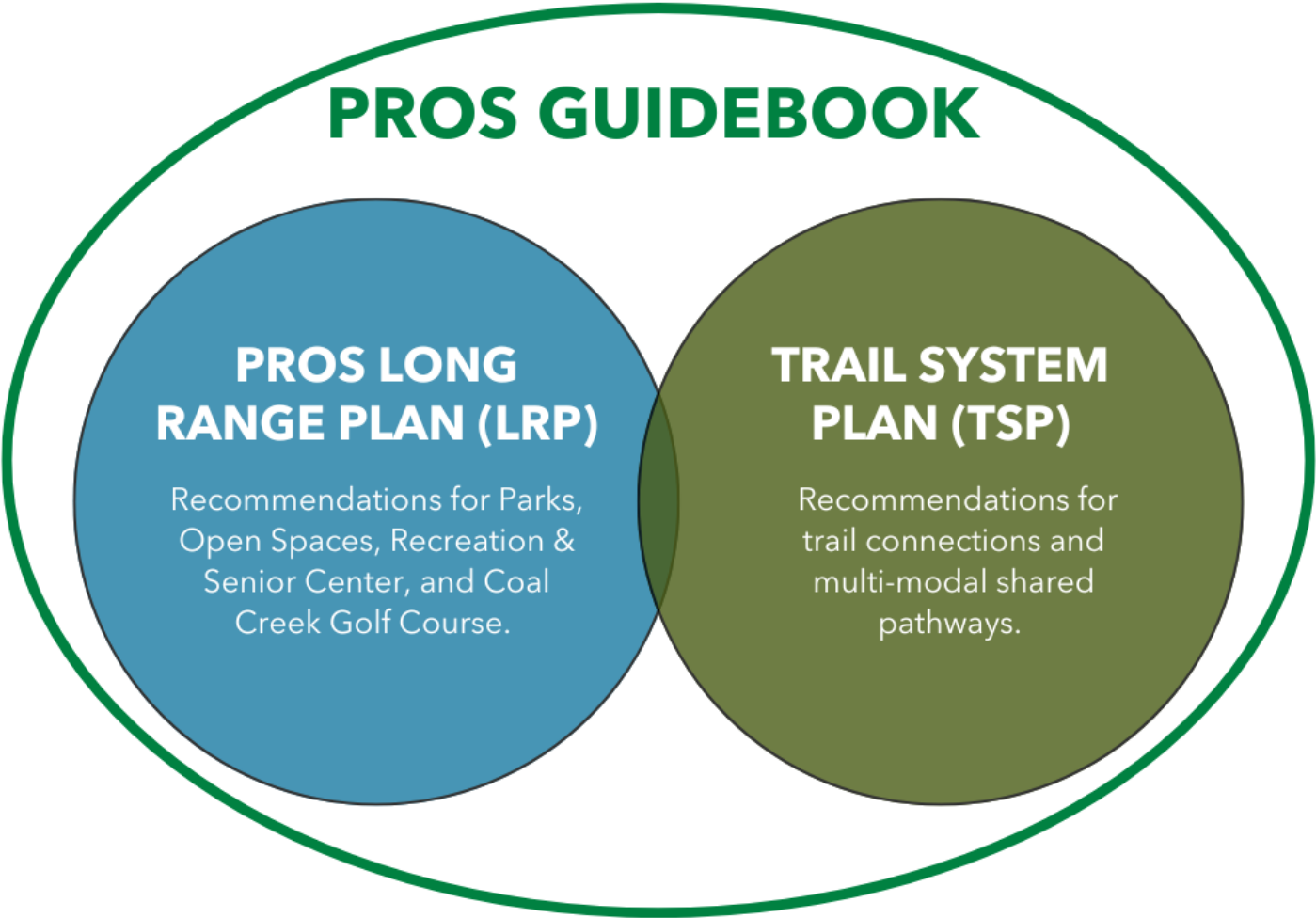
The LRP is informed by:

- A technical Needs Assessment Report
- Extensive community engagement
- PROS staff input
- Industry best practices

Plan Priorities

The following priorities emerged based on findings from community engagement and the Needs Assessment Report.

- Maintain and improve existing assets
- Balance natural resource conservation and recreational access
- Advance sustainability and resilience initiatives
- Use data-informed decision-making
- Promote access for all
- Address staffing and levels of service constraints



Community Engagement

Robust and inclusive community engagement was central to the LRP’s development. The PROS Department gathered input through a city wide statistically valid survey and open-link surveys, public open houses, pop-up events, focus groups, trails workshops, stakeholder interviews, and advisory board meetings. More than 2,000 survey responses and hundreds of in-person interactions informed the LRP. Community feedback played a central role in identifying priorities, challenges, and opportunities across all PROS Divisions.

Plan Themes

- **Deferred maintenance:** The community prioritizes care, maintenance, and reinvestment in existing assets across all Divisions throughout the PROS system. Their desire is to take care of what Louisville already has, including maintaining, repairing, and upgrading existing facilities and amenities before pursuing significant expansion. Reliability, safety, quality, and longevity of facilities are high priorities to the community.
- **Environmental stewardship and system sustainability:** The community members would like to see the PROS system managed with a long-term lens that considers environmental, financial, and operational sustainability. They prioritize use of water-wise practices, native landscaping, wildfire mitigation, habitat and ecological stewardship, energy efficiency, and fiscally responsible operations. Community members also emphasized the importance of protecting sensitive habitats and riparian corridors, improving management of undesignated trails, prioritizing maintenance of existing open space before expansion, and strengthening education, stewardship, and enforcement efforts. They further encouraged the PROS Department to implement a progressive, adaptive management approach that supports long-term ecological health, resilience, and functionality for future generations.
- **Universal access and inclusion:** There is a community desire to support health, well-being, and community benefit for people of all backgrounds and ages. PROS amenities are essential to physical health, mental well-being, social connection, and quality of life. The PROS Department should continue to support facilities and programs that serve a wide range of ages and abilities, and create spaces that function as welcoming, inclusive community hubs.

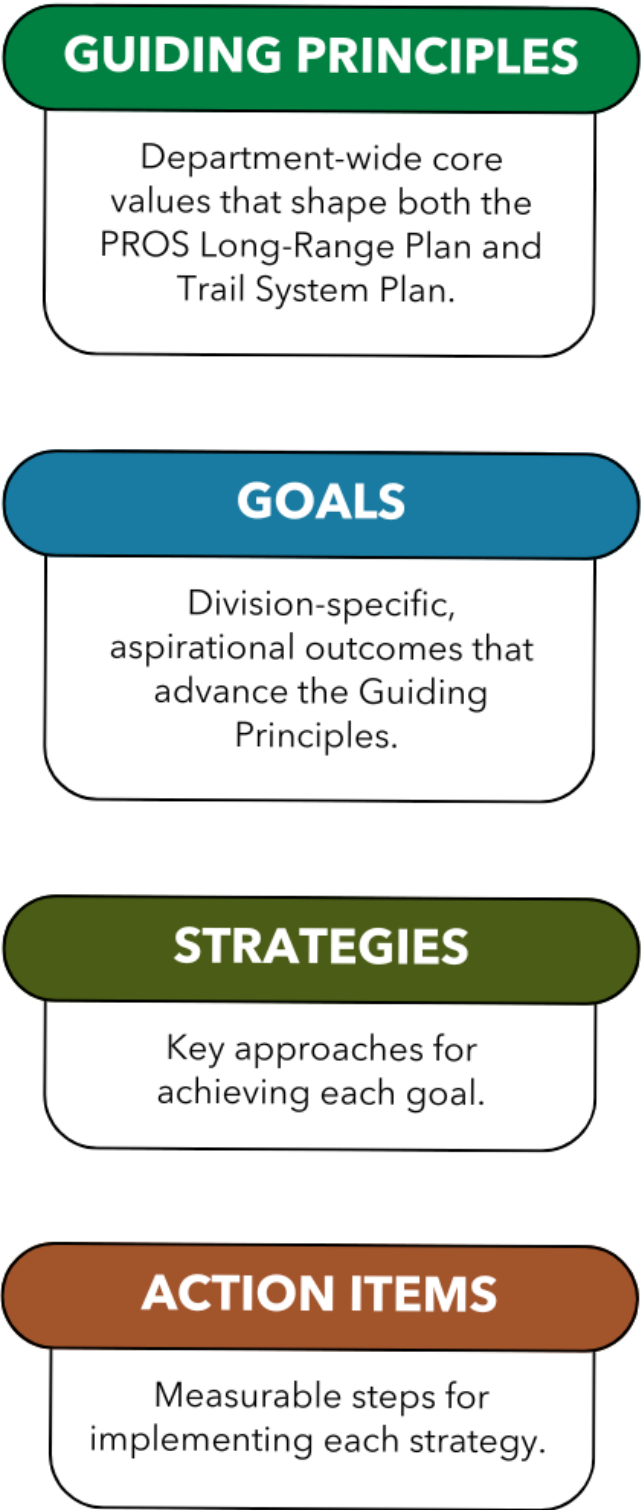


Plan Framework

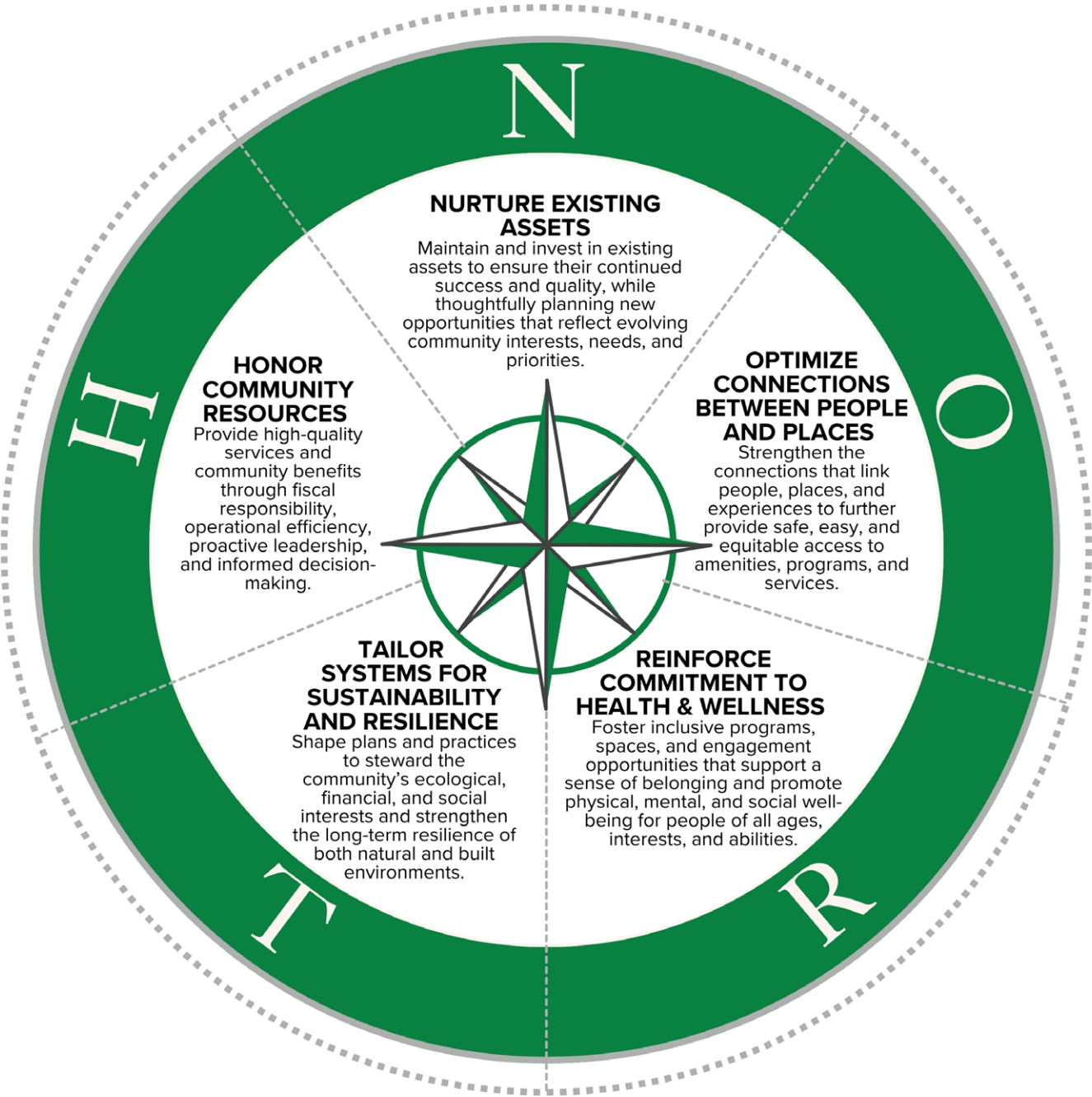
The LRP framework is based on a series of Guiding Principles, Goals and Strategies. These plan elements evolved based on a comprehensive analysis and outreach process with input from the community, stakeholders, staff, and industry experts - with all parties contributing to the plan outcome.

- **Guiding Principles** are Department-wide core values that shape both the PROS Long-Range Plan and Trail System Plan.
- **Goals** are Division-specific, aspirational outcomes that advance the Guiding Principles.
- **Strategies** are key approaches for achieving each Goal.
- **Action Items** are measurable steps for implementing each strategy. They are intended to be flexible and adaptive as funding, partnerships, and community needs evolve.

[Chapter 5's Implementation Plan](#) articulates Action Items and is intended to be reviewed annually and amended accordingly to reflect the achievements of each Division.



Guiding Principles



Goals and Strategies

Goals and Strategies are organized by Division. The Goals are informed through the community input process. The Goal statements are all equally important and shall be applied in the decision making process. As such, the following goals for each Division are not in a priority order.

PARKS DIVISION

- Promote universal access to parks.**
 - Develop parks based on community needs and levels of service metrics.
 - Assess gaps in parks and park typologies consistent with benchmarks and industry standards.
 - Apply park amenity standards for all park types.
 - Strengthen trail and multimodal connections to parks.
- Maintain existing assets to support high-quality user experiences.**
 - Maintain a comprehensive asset management program.
 - Align asset management priorities with operations, capital improvement programs and funding.
- Advance park sustainability and resiliency programs.**
 - Ensure coordination among internal and inter-agency sustainability teams.
 - Enhance water efficiency and sustainable landscaping.
 - Implement green infrastructure to achieve environmental benefits.
 - Promote a diverse, healthy and adaptable urban forest.
 - Leverage city and private development initiatives to advance urban forestry goals.
 - Maintain comprehensive data tracking and monitoring systems.
- Support funding and partnerships.**
 - Foster collaboration within PROS and across City Departments.
 - Expand external partnerships to support programs and services.
 - Align staffing and funding resources to sustain service delivery.

RECREATION & SENIOR SERVICES DIVISION

- Promote safe, consistent and enjoyable user experiences.**
 - Ensure facilities and programs align with community needs.
 - Plan for ongoing maintenance, repairs, and equipment replacement needs.
- Support lifelong health, wellness, and social connections for all community members.**
 - Promote multi-generational, inclusive recreational and senior services.
 - Enhance senior wellness and social programs.
 - Advance programs for youth and teens.
 - Ensure recreational program fiscal sustainability.
 - Support community health and wellness initiatives.
- Utilize reliable data sources to inform decisions.**
 - Continually evaluate facilities and programs.
 - Provide data-driven expertise to support targeted amenities and community priorities.
- Manage operational capacity to support effective program and facility operations.**
 - Analyze peak facility usage and program enrollment to guide scheduling and resource planning.
 - Align program fees and charges to ensure alignment with policies, trends, and community needs.
- Advance sustainability and resiliency programs.**
 - Advance energy and water conservation measures.
- Plan for the long-term infrastructure and programming needs.**
 - Proactively address capital infrastructure needs and facility lifespan.
 - Monitor regional trends and innovations in aquatics.
- Support funding and partnerships.**
 - Foster collaboration within PROS and across City Departments.
 - Expand external partnerships to support programs and services.
 - Align staffing and funding resources to sustain service delivery.

OPEN SPACE DIVISION

Establish a comprehensive ecosystem of natural open spaces in Louisville.

- Align open space resource protection with adopted governing policies and allowable uses.
- Support effective natural resource management and protection.
- Clarify the land classification system to guide site-specific management and decision-making.
- Acquire and protect lands to strengthen ecosystem value, connectivity and conservation corridors.

Advance science-based data to support informed land management decisions.

- Maintain comprehensive inventories, data tracking and monitoring systems.
- Update resource and land management plans and policies to address emerging needs.
- Apply best management practices for vegetation management, wildfire mitigation, and ecological restoration.

Promote environmental stewardship.

- Deliver education programs and interpretive materials to promote stewardship and responsible recreation.
- Expand community involvement through volunteer programs.
- Leverage partnerships to extend the reach and impact of open space programs.

Balance ecological benefits with recreation access.

- Manage inclusive recreational access while ensuring protection of ecological resources.
- Enhance visitor amenities to support safe, enjoyable, responsible, and equitable use.
- Address undesignated social trails in open spaces.

Support funding and partnerships.

- Foster collaboration within PROS and across City Departments.
- Expand external partnerships to support programs and services.
- Align staffing and funding resources to meet or exceed service delivery.

COAL CREEK GOLF COURSE DIVISION

Prioritize exceptional customer service.

- Provide a seamless customer experience from arrival through departure.
- Elevate customer retail offerings.
- Enhance instructional programs that are aligned with staff resources and facility offerings.
- Inspire the next generation through youth programs and activities.
- Foster community connections within, and beyond, the golf community.

Ensure the long-term financial sustainability of golf facilities.

- Optimize revenues and manage expenses.
- Pursue new revenue opportunities, including events, programs, and other compatible uses.
- Implement strategic investments that support operational efficiency.

Invest in facility and asset capital improvements.

- Advance capital projects that align with long-term objectives.
- Extend the life of course infrastructure and support long-term asset performance.
- Strengthen operational capacity through staffing, equipment, and maintenance systems.

Promote sustainable development and resilient best practices.

- Achieve regional and national recognition as a model of sustainable and resilient golf operations.
- Enhance data tracking and monitoring systems.

Support Coal Creek GC Enterprise Fund structure and partnerships.

- Foster collaboration within PROS and across City Departments.
- Expand external partnerships to support programs and services.
- Align staffing and funding resources to sustain service delivery.

Next Steps

The LRP provides a clear and actionable roadmap for guiding the future of Louisville’s Parks, Recreation & Senior Services, Open Space, and Coal Creek Golf Course over the next decade. The LRP reflects Louisville’s longstanding commitment to quality of life, environmental stewardship, equity, and fiscal responsibility. The Strategies and Action Items outlined in this document balance the importance of maintaining and enhancing existing assets with the need to respond to evolving community demographics, recreation trends, climate challenges, and operational realities. Overall, the LRP establishes a vision for a resilient, connected, and inclusive PROS system that continues to define Louisville’s community wellbeing.

The Implementation Plan serves as a living tool, to be reviewed and updated annually to track progress, adapt to changing conditions, and celebrate accomplishments. Ongoing community engagement, transparent reporting, and pursuit of diverse funding and partnership opportunities are essential to sustaining momentum. Implementation of the LRP will occur incrementally over the next ten+ years following adoption by City Council as part of the PROS Guidebook. Initial next steps include:

- Prioritizing short term Action Items
- Integrating Plan Recommendations into annual work plans, the Capital Improvement Program, and Departmental budgeting processes
- Continuing coordination with Advisory Boards and partner agencies

By using this document as a practical decision making framework, Louisville can ensure thoughtful investments, measurable outcomes, and long term stewardship of the PROS resources and amenities that are central to the community’s identity.



The Fretliners at Community Park (Credit: Life in Louisville Photo Contest)

01.

INTRODUCTION

Trail through Annette Brand Park (Credit: Life in Louisville Photo Contest)

1.1. PROJECT OVERVIEW

Since the most recent PROS Master Plan was completed in 2012, Louisville has experienced significant change due to the impacts of the 2013 flood, the COVID-19 pandemic, and the 2021 Marshall Fire. These events highlighted the importance of resilient, inclusive, and well-maintained parks, open spaces, and recreational facilities. While the 2026 Louisville Comprehensive Plan establishes long-term Strategies that balance environmental protection with future growth, the Parks, Recreation, and Open Space (PROS) Guidebook establishes Action Items specifically for the PROS Department to promote improved, resilient, and well-maintained resources and facilities.

The PROS Guidebook includes two coordinated plans: the PROS Long-Range Plan (LRP) and the Trail System Plan (TSP). The LRP strategic framework proposes actionable Recommendations for the future, but does not specify capital improvement project initiatives or cost estimates. That effort will be completed by the PROS staff following Plan adoption as part of the regular bi-annual budgetary process. Both plans respond to community preferences, demographic trends, current facilities, program participation, future needs, and industry best practices. The LRP identifies Recommendations for the future of Parks, Recreation & Senior Services, Coal Creek Golf Course, and Open Space. The TSP establishes a plan for trails and shared pathways in Louisville that focuses on addressing safety, connectivity, and trail management. The TSP is guided by the Goals and Recommendations stated in the LRP. The LRP and TSP provide a unified framework to guide PROS investments and priorities over the next decade.

Community engagement was central to the development of the Guidebook and essential to ensuring it reflects Louisville's shared values, priorities, and lived experience. Over a 12-month process, the PROS Department conducted extensive public outreach and engaged Advisory Boards through more than ten separate touch points, creating meaningful opportunities for dialogue, feedback, and refinement. The Parks and Public Landscaping, Recreation, Open Space, and Youth Advisory Boards played a critical role in shaping the Plan by bringing diverse perspectives, technical knowledge, and a strong commitment to the process. Their sustained involvement helped ground the Guidebook in community priorities and foster shared ownership of its recommendations, ensuring the Plan functions as a technically informed and community-driven strategy.

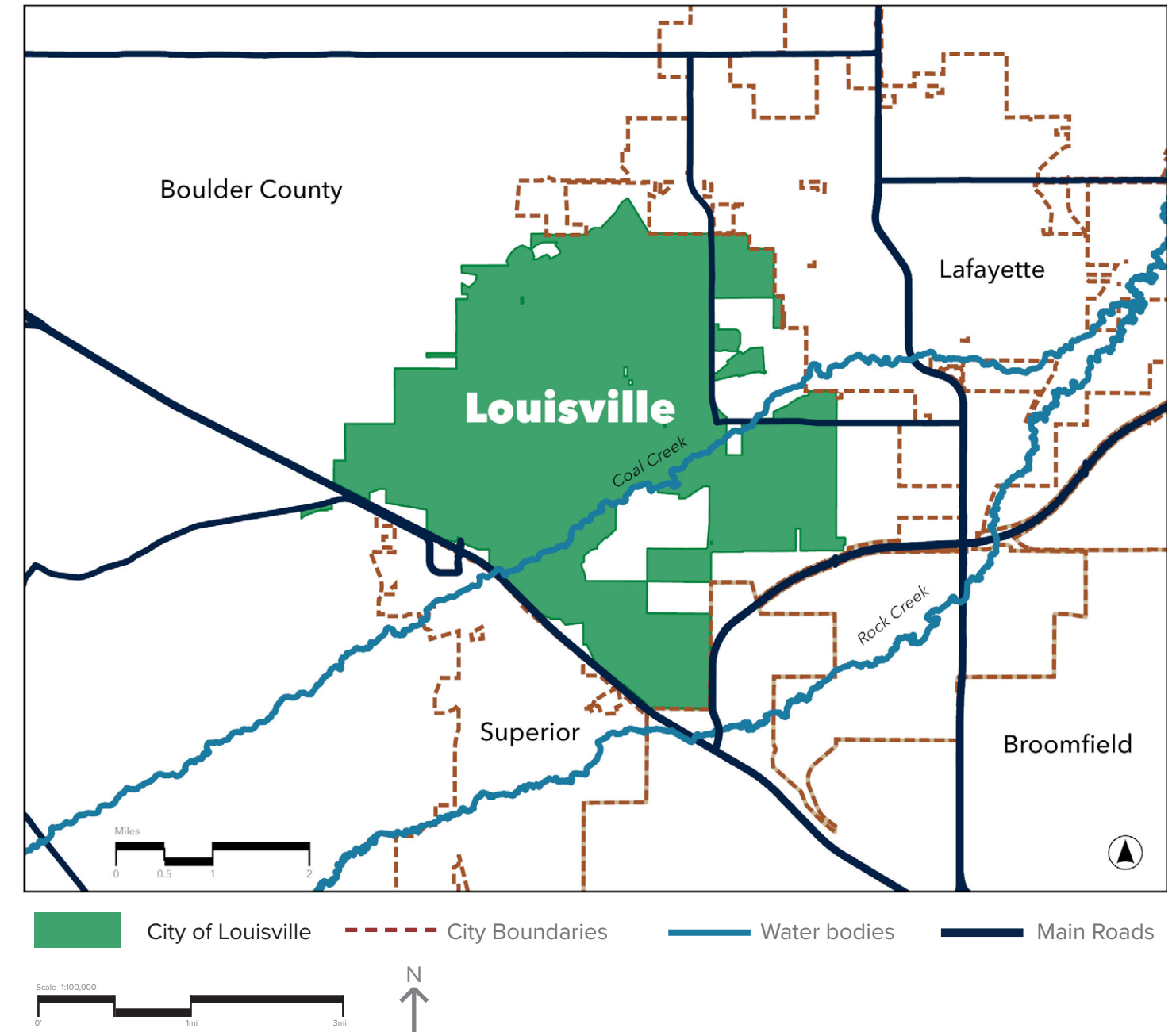


Figure 1. Louisville Vicinity Map

1.2. PLAN PURPOSE

The PROS Long Range Plan (LRP) establishes Goals, Strategies, and Action Items for the future of Louisville's Parks, Recreation & Senior Services, Open Space, and Coal Creek Golf Course Divisions, including necessary improvements, management and operations, and Department communications. The LRP supports a healthy and active community, and is informed by community engagement, a technical Needs Assessment Report, and industry best practices.

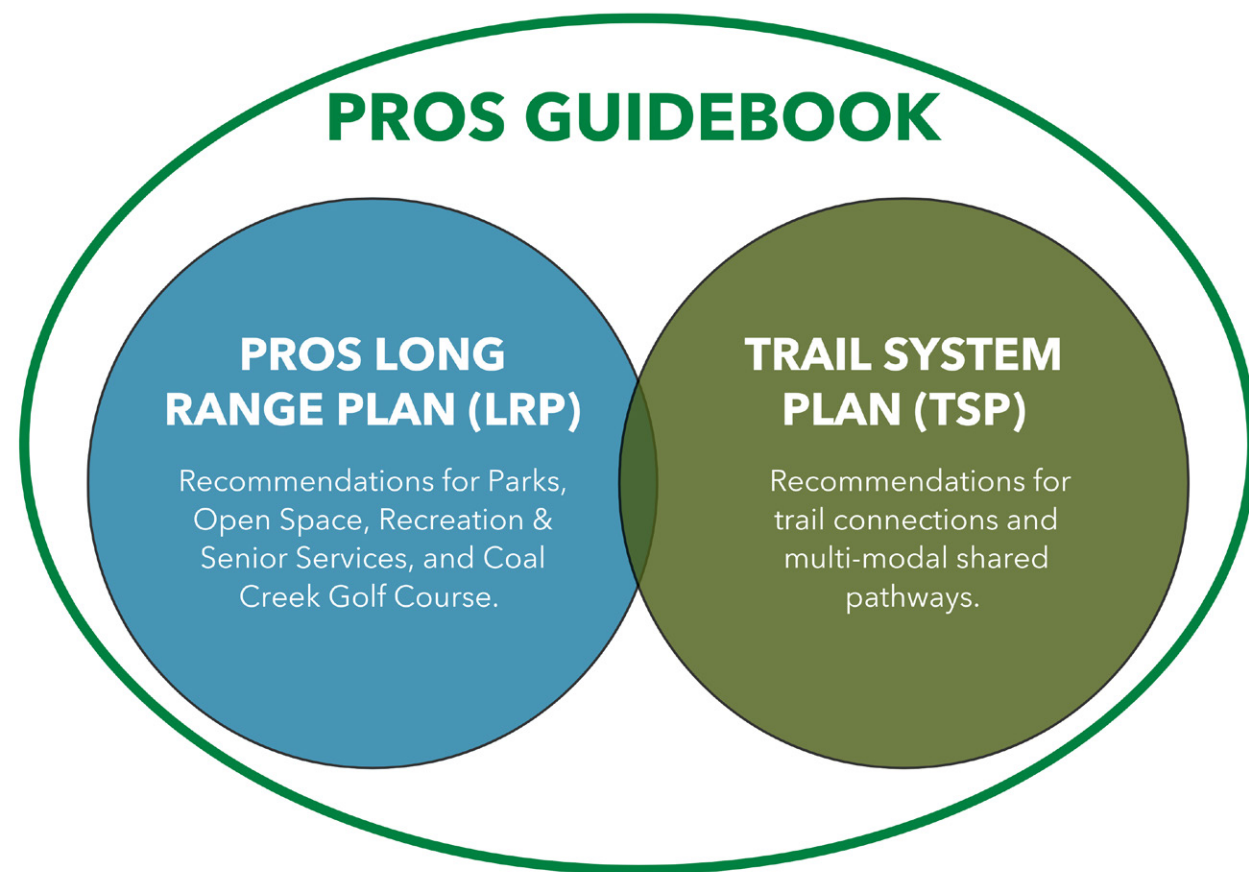


Figure 2. PROS Guidebook Diagram

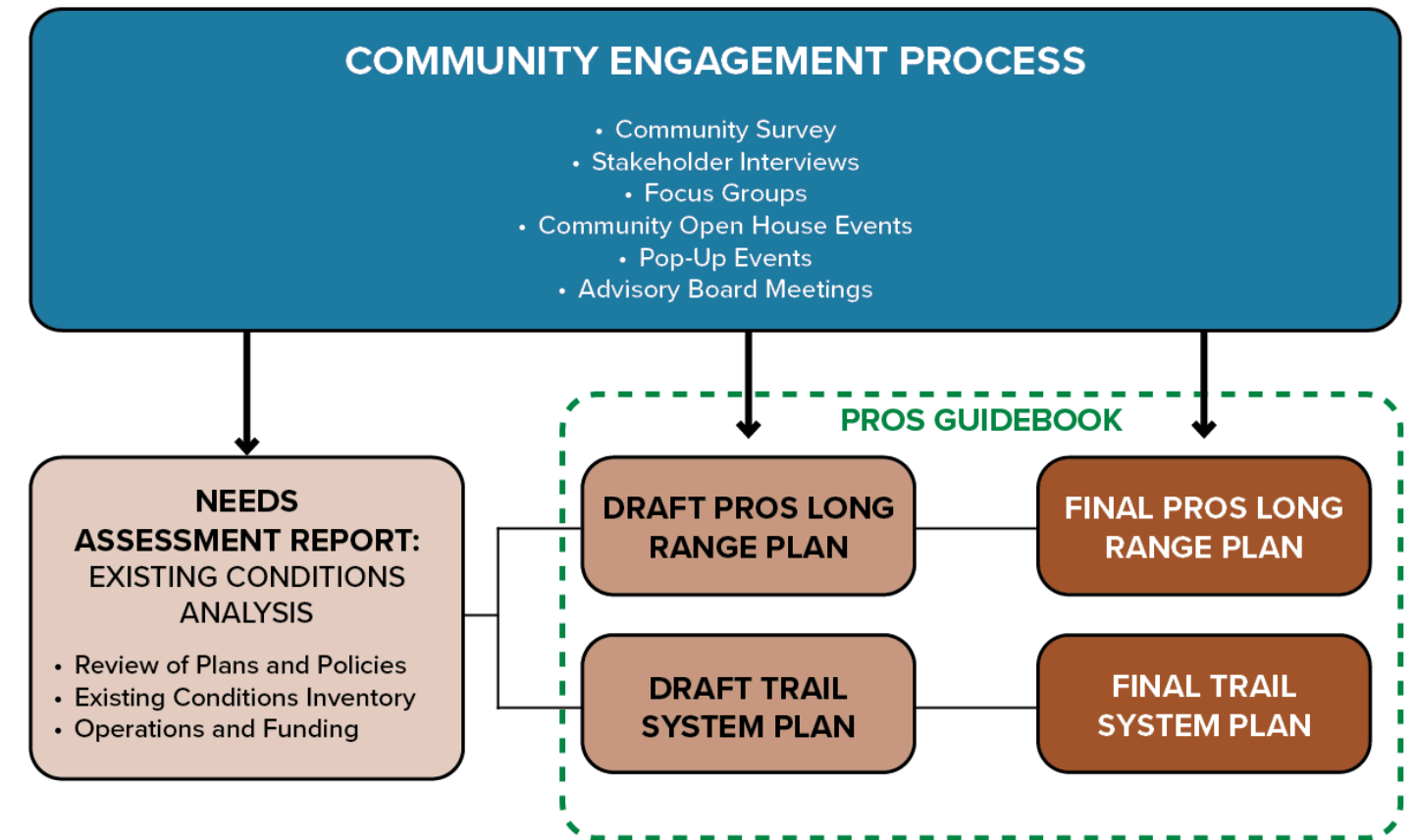


Figure 3. Plan Process Framework

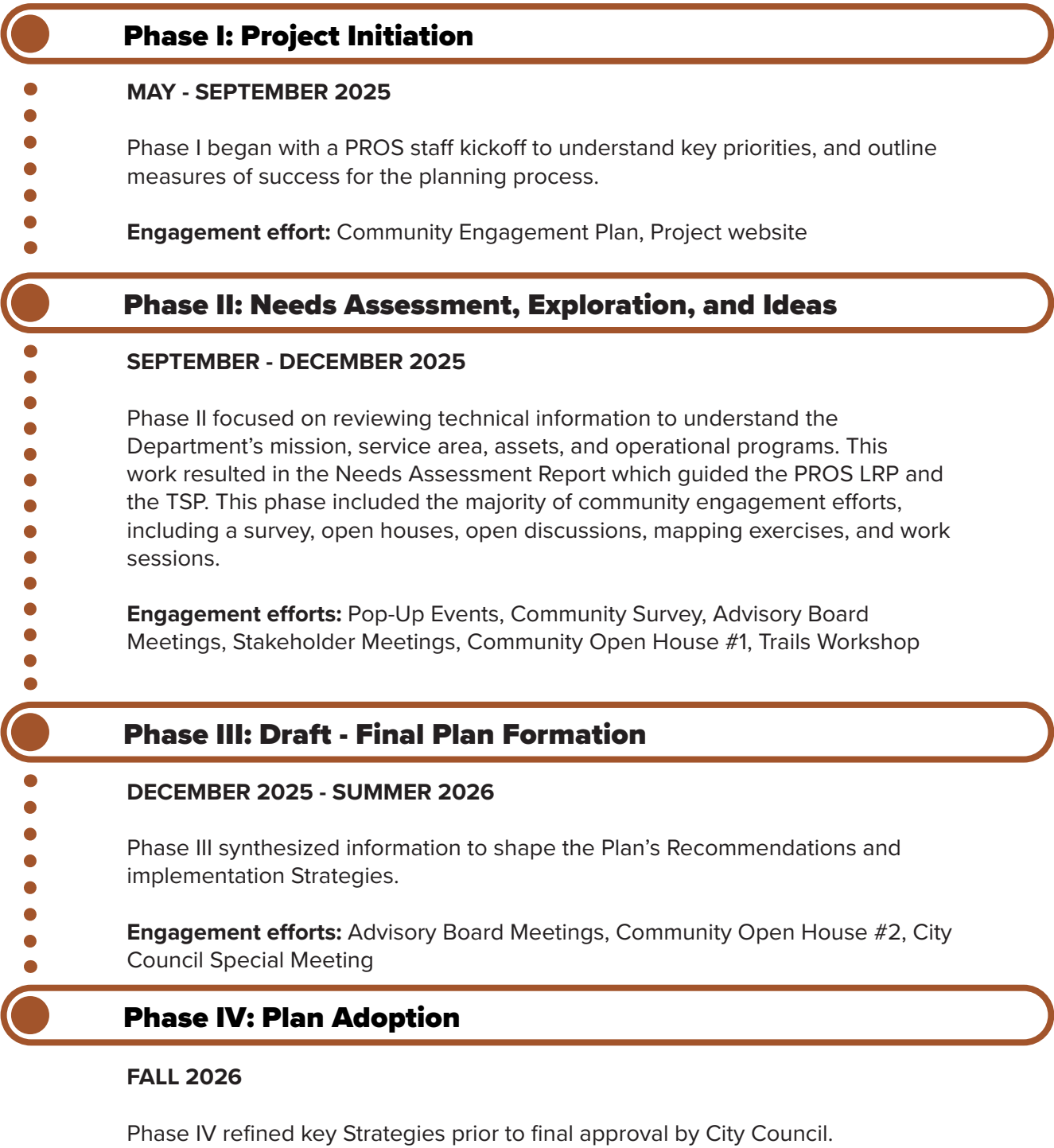
[The PROS Long Range Plan and Trail System Plan work together as a unified framework; each plan informs the other.]

1.3. PLAN TIMELINE

The LRP process coincided with the TSP process and included shared community outreach events and workshops, on-site engagement, and Advisory Board events. Project Timeline below illustrates four Phases of the PROS Guidebook process.



Figure 4. Project Timeline



1.4. PLAN ORGANIZATION

GUIDING PRINCIPLES

Department-wide core values that shape both the PROS Long-Range Plan and Trail System Plan.

GOALS

Division-specific, aspirational outcomes that advance the Guiding Principles.

STRATEGIES

Key approaches for achieving each goal.

ACTION ITEMS

Measurable steps for implementing each strategy.

The PROS Guidebook is organized into four interconnected levels that move from the department's values to aspirations, strategic approaches, and measurable actions, creating a clear path for advancing its mission. The four levels are called Guiding Principles, Goals, Strategies and Action Items.

Action Items translate the Plan's Guiding Principles, Goals, and Strategies into clear, actionable steps that guide implementation and clarify responsibility, priority, and timeframe. They are important because they connect long-term vision to day-to-day decisions, helping align annual work plans, budgeting, and capital improvement planning with overarching Goals and department Guiding Principles. The Strategies and Action Items are designed to be a living tool, intended to be reviewed and refined over time and respond to changing community needs.

Figure 5. Plan Organization Diagram



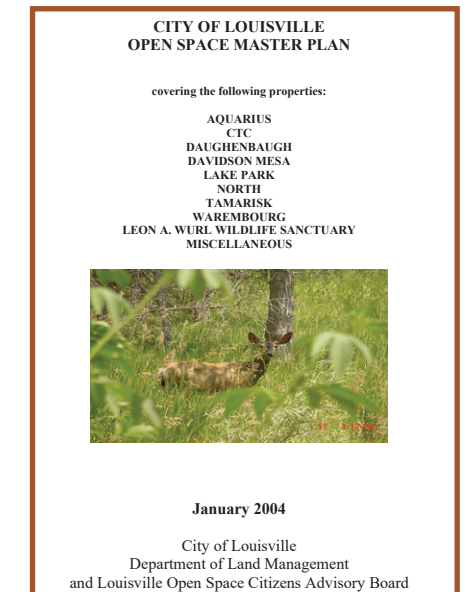
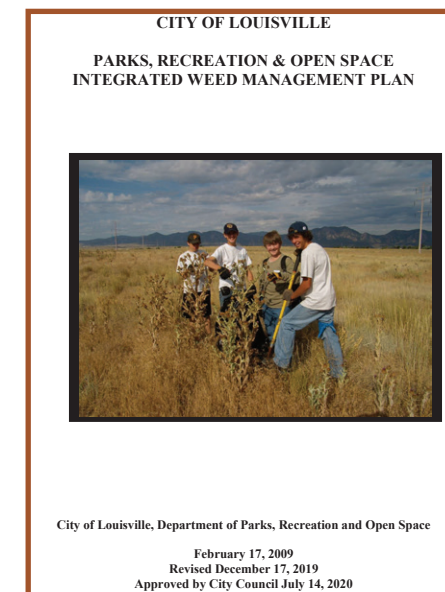
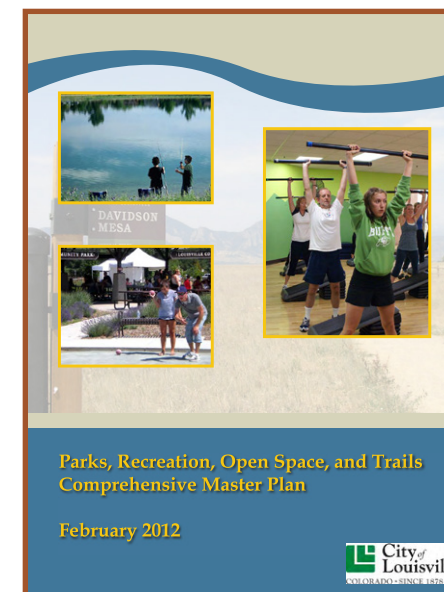
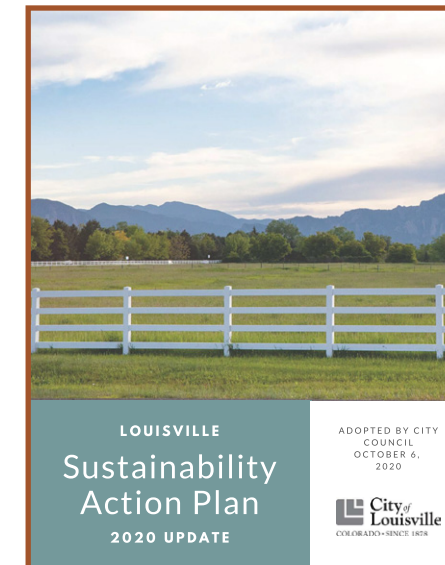
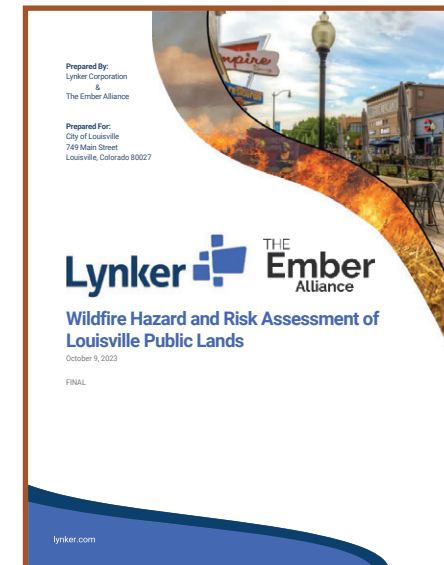
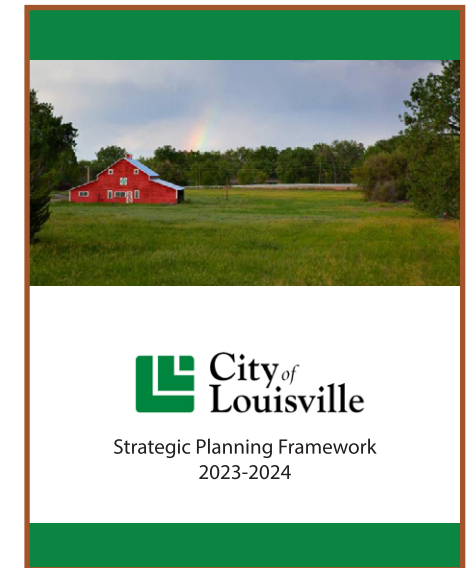
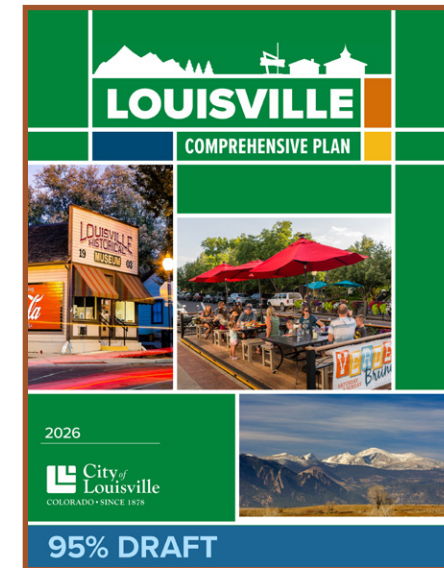
Open space at sunset (Credit: Life in Louisville Photo Contest)

1.5. PREVIOUS PLANS AND REPORTS

The LRP considers the objectives of the following existing plans.

- 2026 Louisville Comprehensive Plan
- 2026 Vegetation Survey
- 2025-26 City of Louisville Budget Book
- 2023-2024 Strategic Planning Framework
- 2023 Parks General Maintenance and Management Plan
- 2023 Wildfire Hazard and Risk Assessment of Louisville Public Lands
- 2020 Louisville Sustainability Action Plan
- 2020 PROS Integrated Weed Management Plan
- 2019 Transportation Master Plan
- 2012 Parks, Recreation, Open Space, and Trails Comprehensive Master Plan
- 2004 City of Louisville Open Space Master Plan
- 2001 Louisville Home Rule Charter (City Charter)

To access the supporting plans, please visit Engage Louisville at <https://www.engagelouisvilleco.org/join-the-journey>



02.

PROS DEPARTMENT OVERVIEW

Memory Square Pool (Credit: City of Louisville)

2.1. PROS ORGANIZATIONAL STRUCTURE

The PROS Department is within the City of Louisville, which is a tax-supported government agency. The PROS Department and the PROS Guidebook are in conformance with the City of Louisville 2026 Comprehensive Plan and the Louisville Home Rule Charter.

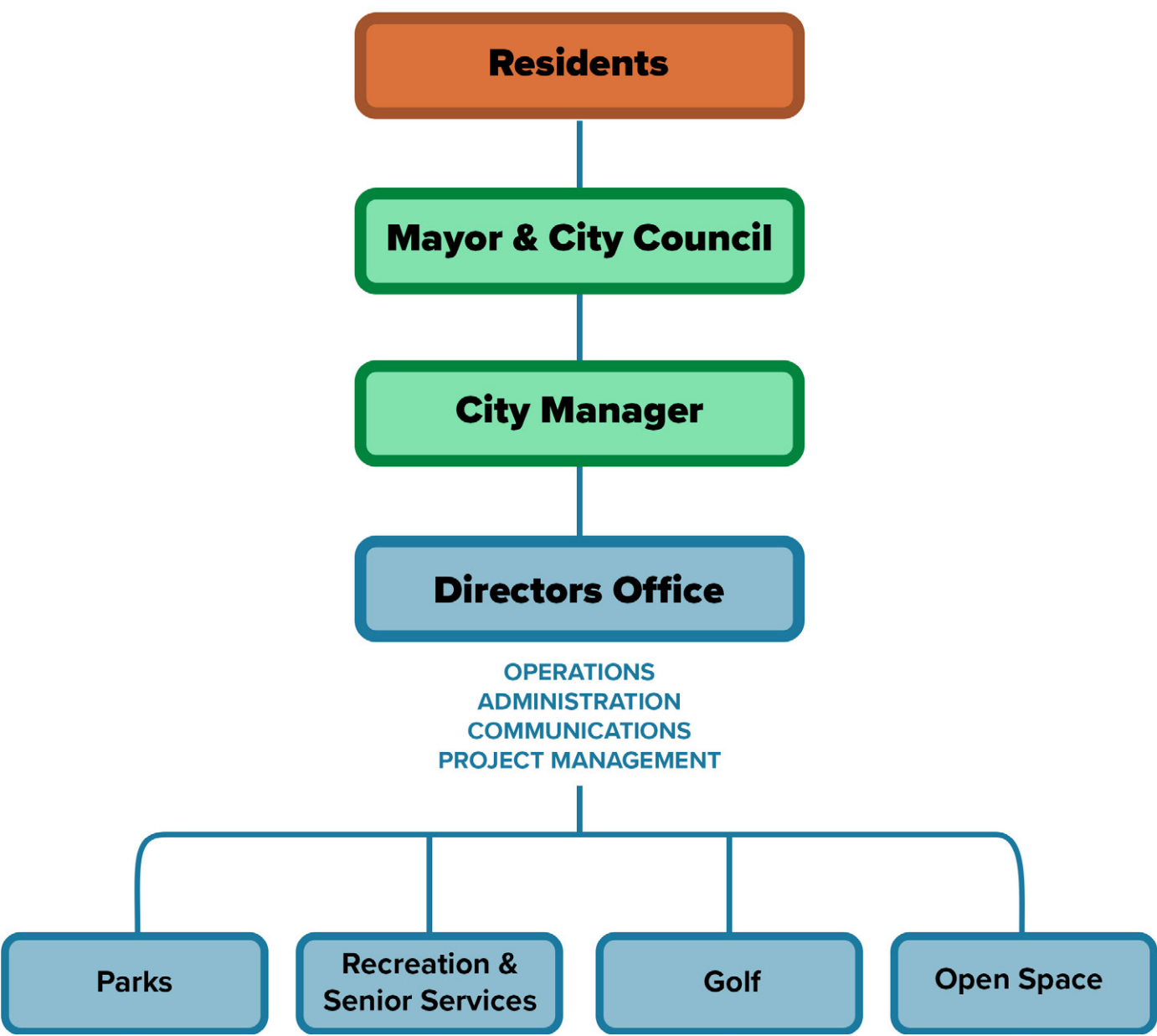
The Department is led by the Director of Parks, Recreation and Open Space, who oversees four primary divisions: Parks, Recreation & Senior Services, Open Space, and Golf, along with administrative functions including budgeting, communications and project management. Louisville’s PROS staff include 117 Full-Time Equivalent (FTE) positions. FTE is a way to measure staffing by combining full-time and part-time employees into one number.

The Director reports directly to the City Manager and is responsible for guiding the Department’s major operational, strategic, and administrative functions, including the operating and capital budgets and the Department’s overall vision and priorities. Division Superintendents are responsible for the day-to-day management of parks, recreation and senior services, natural resources, open space, recreational trails, Coal Creek Golf Course operations, administration, maintenance, budgeting, and communications. The Department is supported by several advisory boards.

The PROS Long Range Plan applied a benchmarking evaluation system using data provided by the National Recreation and Parks Association (NRPA) to compare Louisville’s PROS Department programming and staffing needs with national benchmarks. When comparing NRPA and peer city data for agencies serving communities of 20,000 to 49,999 residents, the Louisville PROS Department staffing metrics are considered above average . However, Louisville operates a broader and more complex system than is typical for a community of its population, including an extensive parks and trail inventory, a full-service Recreation & Senior Center, aquatics, senior services and programming, an 18-hole municipal golf course, significant open space management, forestry, and maintenance and operations of City streetscapes and cemetery facilities.

It is important to note that the NRPA staffing benchmarks are reported at the agency level. The data does not determine whether individual service areas are adequately staffed for a particular agency. Therefore, PROS Division-level staffing requirements need to be evaluated based on the unique circumstances of the Louisville PROS Department, facility types and uses, program demand, operations and maintenance standards, regulatory responsibilities, and adopted service expectations. The evaluation of additional staffing will be required to address current and future needs and implementation of the recommendations of this Plan.

For more information on the PROS Department organizational structure and staffing levels, see the Needs Assessment Report in Appendix B.



2.2. DEPARTMENT ROLES AND RESPONSIBILITIES

The PROS Department manages Louisville’s entire system of parks, designated open spaces, recreation facilities, trails, horticulture, forestry, athletic fields, the Coal Creek Golf Course, and the cemetery. The Director’s office provides leadership across all these service areas, ensuring quality recreation opportunities, maintenance standards, natural resource stewardship, and alignment with Citywide strategic goals and the City Charter. In addition to operational oversight, the Director is responsible for departmental planning, resource management, and interdepartmental coordination, shaping long term policies and master planning efforts that support community well being, environmental protection, and public recreation services.

Administration

Primary responsibilities:

- Providing top level leadership across all divisions within the Parks, Recreation & Open Space Department, setting departmental priorities and long term vision.
- Managing and coordinating all employees across entire department.
- Ensuring departmental adherence to the City’s Home Rule Charter, other City policies, strategic plans, and long-range planning documents guiding recreation services, natural resource management, and community amenities.
- Managing relationships and coordination with other City departments and external partners to support Citywide goals and integrated service delivery.
- Managing department wide funding programs and business services.

Budgeting

Primary responsibilities:

- Overseeing a combined \$11.3 million operating and capital budget for the entire PROS Department.
- Directing allocation of resources to parks maintenance, recreation services, open space management, facility operations, and capital improvement projects.
- Ensuring financial stewardship consistent with City policies, including fiscal planning, spending oversight, and capital project prioritization.

Operations

Comprehensive and efficient operational systems are critical to ensuring that Louisville continues to provide high quality PROS amenities to its residents. While each PROS Division manages separate entities, the Department is responsible for managing all partnerships, funding, communications, and general operations. This structure helps the Department avoid siloed or redundant efforts and allows for better collaboration between Divisions. It also allows them to take action more effectively toward achieving the Guiding Principles.

Primary responsibilities:

- Providing leadership over the city’s extensive recreation and natural resources system, including:
 - o Parks, trails, open spaces, and greenways
 - o Coal Creek Golf Course
 - o Recreation & Senior Services
 - o Horticulture, forestry, mowing, and landscaping programs
 - o Athletic fields and the municipal cemetery
- Capital Project Management.
- Directing maintenance standards, operational planning, and program delivery across these facilities and assets.
- Guiding long range planning and implementation of strategic initiatives, capital improvements, and resource stewardship aligned with City priorities.

Communications

The PROS Department maintains a dedicated communications team that develops and manages marketing, public information, community engagement, and strategic communications for the Department while coordinating with the City Manager’s Office on Citywide messaging and high-profile issues. Communications staff are responsible for communicating all events, maintenance, happenings, and calls to action to Louisville residents and visitors regarding the PROS spaces, facilities, and programs. They use a variety of tools, including but not limited to web platforms, social media, print media, and signage, to engage a broad range of user groups.

Primary responsibilities:

- Serving as the primary point of contact for City Council inquiries and high-level community concerns related to PROS.
- Ensuring consistent external communication related to departmental initiatives, maintenance activities, recreation programming, and policy updates.
- Representing the department publicly—coordinating messaging with the City Manager’s Office and interfacing with residents, partner agencies, and community stakeholders.

2.3. PROS DIVISIONS OVERVIEW

Parks

The Parks Division maintains 375 acres of land across Louisville. This includes 173 acres of parkland across 34 designated parks, as well as public facilities, trail corridors, and right-of-way landscape areas. The parks range in size and provide access to a variety of user experiences, including play, sports recreation, community connection, relaxed strolls, and more. The PROS Department is committed to maintaining its parks as one of its core attractions for residents and visitors alike.

Parks Division responsibilities:

- Park operations – parks, playgrounds, sport courts (basketball, tennis, pickleball, skate parks), pathways, amenities, and infrastructure.
- Urban forestry – tree canopy, pruning, planting, and landscape care.
- Asset management – maintenance, inspections, and lifecycle planning.
- Event support – city events, logistics, and site restoration.
- Environmental Stewardship – Water conservation, sustainability, and resilience.
- Community Services – Public spaces, partnerships, and customer support.
- Streetscape maintenance.
- Hard surface trails through designated parks.
- Horticulture systems including city-wide annual beds and holiday plantings.
- City cemetery.

For more information refer to Needs Assessment Report in Appendix B.

Recreation & Senior Services

This Division operates two primary facilities, a 104,000 square foot Recreation & Senior Center, and Memory Square Swimming Pool. This Division strives to enhance the physical and mental well-being of the community by offering a variety of amenities and programs. They offer classes and resources for members of all ages and backgrounds, providing social connection, exercise, and learning opportunities to all users.

Recreation & Senior Services Division responsibilities:

- Maintenance
 - o Equipment
 - o Building facilities and utilities
 - o Aquatics
- Programming
 - o Registration
 - o Program schedules
 - o Senior services
 - o Passes and memberships
 - o Youth programs
 - o Youth and adult sports
 - o Youth, adult and senior fitness programs
 - o Aquatic programming including learn to swim programs
- Events held at the Recreation & Senior Center and/or Memory Square Pool

The Recreation & Senior Services Division manages:

- Recreation & Senior Center building and equipment maintenance.
- Memory Square Swimming Pool

Open Space

Open space is a valued and essential component of Louisville, serving conservation, habitat protection, and passive recreation purposes. Open space lands include properties owned and managed by the City, as well as parcels jointly owned and managed with Boulder County or the City of Lafayette. Each property contributes uniquely to community connectivity, recreation opportunities, conservation, wildlife habitat, and/or scenic value. Louisville is the full or joint owner of about 2,000 acres of open space. Open Space provides a multitude of values, including ecosystem protection, ecological diversity, and recreational opportunities. Open Space lands are regulated by the [City of Louisville under Article 15 Home Rule Charter](#), that establishes a framework to balance human activity with resource protection. Recreational trails are located in key areas to give access to residents and visitors to experience the beauty of open lands and moments of solitude.

Open Space Division responsibilities:

- Land Management and Acquisition
 - o Wildfire Mitigation efforts identified in the Wildfire Risk Assessment (WRA) such as: grazing, mowing, native restoration, prescribed fire and planning efforts
 - o Wildlife management in partnership with Colorado Parks & Wildlife (CPW)
 - o Monitoring grazing for wildfire risk reduction, weed control, and restoration.
 - o Fishing regulations
 - o Habitat and species inventory
 - o Vegetation management such as native restoration activities and noxious weed control
- Maintenance
 - o Designated formal trails through open space
 - o Signage and wayfinding
 - o Support Parks Division in snow removal duties
- Education and volunteer programs

The Open Space Division manages:

- o Maintenance of all city owned open space properties
- o Shared maintenance on jointly-owned open space properties
- o Wildfire management
- o Noxious weed and invasive species management
- o Habitat protection
- o Natural resource conservation
- o Passive recreational trails
- o Education and outreach

Regulatory Enforcement

- o Executed through the Ranger Naturalist

Coal Creek Golf Course

Coal Creek Golf Course is the only outdoor golf facility in Louisville. It offers an 18-hole course with 9-hole options, practice facilities (driving range, chipping, putting) and clubhouse, and a putting course surrounded by beautiful views of the Rocky Mountains. The course includes manicured fairways, water features, woody areas, and gently rolling terrain. Lessons and youth programs are offered throughout the year. Players can purchase retail products in the Coal Creek Golf Course Pro Shop located inside the clubhouse. Overall, the Coal Creek Golf Course serves as an Enterprise business and provides recreation, learning and community functions for many residents and visitors in the area.

In addition to serving the public, strict environmental standards have been implemented to obtain the designation as a Certified Audubon Cooperative Sanctuary, placing the CCGC in the top 3% of golf courses worldwide.

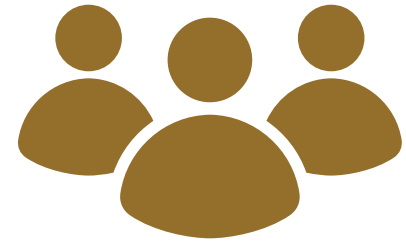
Coal Creek Golf Course Division responsibilities:

- Course planning, design, and construction
- Tournament(s) management
- Maintenance
 - o Landscaping
 - o Course quality
 - o Drainage
 - o Soil quality
 - o Pedestrian/cart pathways
 - o Signage and wayfinding
 - o Clubhouse, pro shop, and food/beverage offerings
 - o Snow removal
- Programs
 - o Lessons (adult and youth)
 - o League play schedule
 - o Passes
 - o PGA Junior Golf
 - o Operation 36 Golf Academy
- Events held at Coal Creek Golf Course

03.

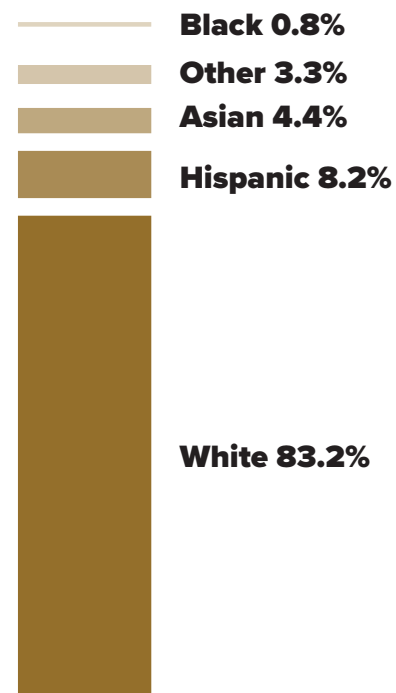
EXISTING CONDITIONS

City of Louisville Demographics



20,238

Population



Ethnicity



\$148,102

Median Household Income



Median Age

44



36.6%

Households With Children

The Needs Assessment Report (NAR) serves as a foundational document that informs Recommendations for the parks, recreation, and senior service programs, open spaces, trails, and the Coal Creek Golf Course facilities and services, funding, and staffing.

For more information, see the Needs Assessment Report in Appendix B.

Demographics

By 2030, Louisville's population is expected to decrease and age, with populations under 18 and ages 25-64 projected to decrease while ages 18-24 and 65+ age groups are projected to increase. As a result, in the next 10 years:

- Youth programs remain important.
- Senior services, wellness, low-impact fitness, social connection, and accessibility drive future demand.
- Facilities designed for "all ages" will outperform age-specific ones.
- Residents compare Louisville's offerings to nearby jurisdictions as well as private clubs and regional destinations.
- Tolerance for outdated facilities, overcrowding, or missing amenities will be low.
- There may be opportunities for strategic fee increases, premium programs, and cost recovery if program/amenity quality matches price in the near future.

Figure 6. Current Demographics Summary

Source: 2010-2020 Census Data, 2025 Esri Data

3.1. PARKS

The following park typologies are recognized industry standard designations. The PROS Department also recognizes this framework for its parks system:

- Pocket Parks
- Neighborhood Parks
- Community Parks

Pocket parks are defined as parks that are under 1 acre in size and are limited to turf and landscape areas, with amenities such as seating, pathways, and signage.

Neighborhood parks are defined as parks that are 1-15 acres in size and are designed to support neighborhood needs such as open turf and landscape areas, age-appropriate play amenities, shade structures, seating, pathways and signage.

Community Parks are defined as parks that are greater than 15 acres in size and are designed to support community needs such as multi-purpose fields and landscape areas, age-appropriate play amenities, shade structures, seating, sports courts, pathways and signage.



Paved trail through park (Credit: PROS Staff)

Neighborhood Parks			
Park Name		Acreage	
Annette Brand Park		7.40 ac	
Centennial Park		4.80 ac	
Cleo Mudrock Park		9.10 ac	
Cottonwood Park		9.00 ac	
Cowboy Park		1.90 ac	
Dutch Creek Park		2.00 ac	
Elephant Park		1.30 ac	
Enclave Park		1.80 ac	
Gateway Park		3.05 ac	
Hammer Run		2.47 ac	
Heritage Park		10.40 ac	
Joe Carnival Park		1.60 ac	
Keith Helart Park		2.30 ac	
		Sub-Total:	98 ac

Table 1. Neighborhood Parks*

Pocket Parks	
Park Name	Acreage
Cedarwood Park	0.80 ac
Hutchison Park	0.80 ac
Owl Park	0.90 ac
Sagebrush Park	0.60 ac
Sunflower Park	0.50 ac
Washington Park	0.30 ac
Sub-Total:	4 ac

Table 2. Pocket Parks*

*Total acreage and number of parks mapped at time of publication.

Community Parks	
Park Name	Acreage
Community Park	16.00 ac
Louisville Sports Complex	24.60 ac
Recreation Center Campus	30.20 ac
Sub-Total:	71 ac

Table 3. Community Parks*

Note: Park counts and acreage may vary from previous plans due to differences in park classification methodology.

Rights-Of-Way			
Park Name	Acres	Park Name	Acres
Bella Vista Parkway	1.40 ac	McCaslin Interchange RTD Parcel 2	0.80 ac
Buchanan Traffic Island	0.02 ac	McCaslin Interchange-S3 Parcel	5.00 ac
Century Drive Parkway	0.60 ac	McCaslin Parkway	8.90 ac
Cherry Street Parkway Medians	7.30 ac	Owl Drive Parkway	0.17 ac
Dillon 88th Corner	8.20 ac	Pine Street Parkway 1	4.00 ac
Dillon 88th Median	0.40 ac	Pine Street Parkway 2	3.70 ac
Dillon Parkway	7.80 ac	Pine Street Parkway 3	0.40 ac
East Street Parcel	3.00 ac	Pine Street Parkway 4	4.00 ac
Griffith Parcel	1.00 ac	Pine Street Parkway 5	2.70 ac
Hwy 42 Park	0.20 ac	Pine Street Parkway 6	0.60 ac
Kennedy Parcel	0.40 ac	Roosevelt Parcel	0.10 ac
Lafayette Parkway	0.10 ac	South Boulder Road Parkway	6.60 ac
Main Street Parcel	0.20 ac	Tyler Parkway	5.10 ac
McCaslin Interchange Decel Lane Parcel	10.30 ac	Via Appia Parkway	8.40 ac
McCaslin Interchange RTD Parcel 1	0.43 ac	Washington Parkway	3.00 ac
Sub-Total:			95 ac

Table 4. Parks Division Maintained Right-Of-Way Landscaping

The Parks Division manages facilities, right-of-way landscape areas, and corridors in addition to standard parks. While these properties do not function as parkland, they are PROS-maintained.

Corridors			
Park Name	Acres	Park Name	Acres
Annette Brand Greenbelt	3.20 ac	Lake Park Trail Corridor	3.90 ac
Annette Brand to NOS Corridor	1.10 ac	McKinley Access Corridor	0.40 ac
Centennial Drive to North OS Corridor	0.40 ac	North End Trail Corridor 1	4.30 ac
Centennial Garfield Utility Corridor	0.30 ac	North End Trail Corridor 2	1.50 ac
Centennial Park Access Corridor	2.20 ac	Powerline Trail Corridor 1	13.60 ac
Centennial to Cottonwood Connection	1.50 ac	Powerline Trail Corridor 2	2.60 ac
Coal Creek Regional Trail Corridor 1	4.20 ac	Rec Center Polk Trail Corridor	1.70 ac
Colorado Tech Center Outlots	7.00 ac	Saratoga 2 Parcel	2.00 ac
Coventry Lane Corridor	0.60 ac	Steel Ranch Outlot A - Lanterns	0.20 ac
Fairfield Parcels	0.20 ac	Steel Ranch Outlot B - Davidson Highline	0.75 ac
Fischer Farms Parcel 1	3.60 ac	Walnut Trail Corridor	0.43 ac
Fischer Farms Parcel 2	0.25 ac	Willow Gateway Trail Corridor	1.60 ac
Sub-Total:			58 ac

Table 5. Parks Division Maintained Corridors

Parks Facilities	
Name	Acreage
Cherrywood Drainage	3.90 ac
City Services Campus	7.60 ac
Davidson Mesa Dog Off-Leash Area	4.75 ac
Hoover Detention	1.60 ac
John Breaux Plaza	0.20 ac
Library Plaza	0.40 ac
Louisville Cemetery	13.70 ac
Municipal Buildings Plaza	0.50 ac
Museum Plaza	0.40 ac
Police Station Parcel	14.80 ac
South Street Underpass & Plaza	1.50 ac
Steinbaugh Pavillion Plaza	0.50 ac
Sub-Total:	50 ac

Table 6. Parks Division Maintained Facilities

Total Existing Parks		
Park Typology	Number of Parks	Acreage
Pocket Parks	6	3.90 ac
Neighborhood Parks	25	98.35 ac
Community Parks	3	70.80 ac
Total	34	173 ac

Table 7. Total Existing Park Type and Acreage

Total Existing Parks Division Property		
Park Typology	Number of Parks	Acres
Pocket Parks	6	3.90 ac
Neighborhood Parks	25	98.35 ac
Community Parks	3	70.80 ac
Facilities	13	49.85 ac
Corridors	24	57.53 ac
Right-Of-Way	30	94.82 ac
Total	101	375 ac

Table 8. Total Existing Parks Division Property*

*Total acreage and number of parks mapped at time of publication.

Needs Assessment Report Findings:

- The number of parks per capita in Louisville is about four times higher than the national (NRPA) average.
- Louisville has many parks that are highly utilized, but smaller in size.
- According to the NRPA, agencies in smaller jurisdictions (serving populations between 20,000 and 49,999) typically display a higher density of service, averaging 1 field for every 7,674 residents. For 21,000 residents, this ratio yields 2.73 fields (roughly 3 fields).

Note: Park counts and acreage may vary from previous plans due to differences in park classification methodology.

Needs Assessment Report Findings (continued):

- National (NRPA and APPA) Standards and Peer Cities Comparisons
 - o Louisville’s parkland acreage per capita (8.2 acres of parkland for every 1,000 residents) is below the national average (10.9 acres per 1,000 people), but is still better than many lower-performing park systems across the country. The average level of service for Louisville’s peer cities (Arvada, Boulder, Broomfield, Erie, and Lafayette) is about 10.5, just below NRPA standards. Compared to peer cities Louisville has a greater number of parks per resident but fewer acres of parkland per resident.
 - o This implies that Louisville’s parks are smaller but plentiful in number.
 - o Based on the Louisville NRPA and Peer Cities benchmarking, Louisville would need to add about 56 acres of parkland to meet standards.
 - o The General Maintenance and Management Plan (GMMP) and Parks Division note that additional staffing is needed to sustain the current level of service expected by, and being provided to, the community.

Peer City Benchmarking: Park Lands Comparison				
Agency Name	Estimated Agency Owned Parks Lands (Acres)	Population Estimate	Level of Service	Data Resource Reference
City of Louisville	173	20,238	8.5 / 1,000 Residents	City of Louisville
City of Arvada	1,885	126,176	14.9 / 1,000 Residents	2016 Parks, Trails and Open Space Master Plan
City of Boulder	1,859	109,191	17.0 / 1,000 Residents	2022 Boulder Parks and Recreation Master Plan Update
City and County of Broomfield	778	84,000	9.3 / 1,000 Residents	2024 Open Space, Parks, Recreation, and Trails (OSPRT) Plan
Town of Erie	150	40,000	3.8 / 1,000 Residents	2025 Erie PROST Playbook
City of Lafayette	236	31,000	7.6 / 1,000 Residents	City of Lafayette Parks, Recreation, Open Space, and Trails Map

Table 9. Parks Levels of Service Peer Cities Comparison



Helart Park playground (Credit: PROS Staff)

Existing Parks

- | | |
|------------------------------|-----------------------------|
| 1 Enclave Park | 18 Memory Square Park |
| 2 Sunflower Park | 19 Miner's Field |
| 3 Joe Carnival Park | 20 Recreation Center Campus |
| 4 Gateway Park | 21 Owl Park |
| 5 Annette Brand Park | 22 Sagebrush Park |
| 6 Washington Park | 23 Sundance Park |
| 7 Mesa Ponds | 24 Saratoga Park |
| 8 Keith Helart Park | 25 Cleo Mudrock Park |
| 9 Centennial Park | 26 Hutchison Park |
| 10 Cowboy Park | 27 Cedarwood Park |
| 11 Steel Ranch Park | 28 Community Park |
| 12 Cottonwood Park | 29 Meadows Park |
| 13 Lake Park | 30 Heritage Park |
| 14 Lawrence Enrietto Park | 31 Elephant Park |
| 15 Pirates Park | 32 Dutch Creek Park |
| 16 Louisville Sports Complex | 33 Mission Greens Park |
| 17 McKinley Park | 34 Hammer Run |

Note: Park counts and acreage may vary from previous plans due to differences in park classification methodology.

Legend

- Existing Parks
- City Boundary
- City Hall
- Recreation & Senior Center
- Coal Creek Golf Course

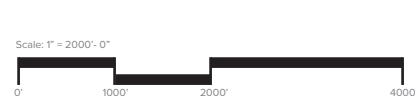
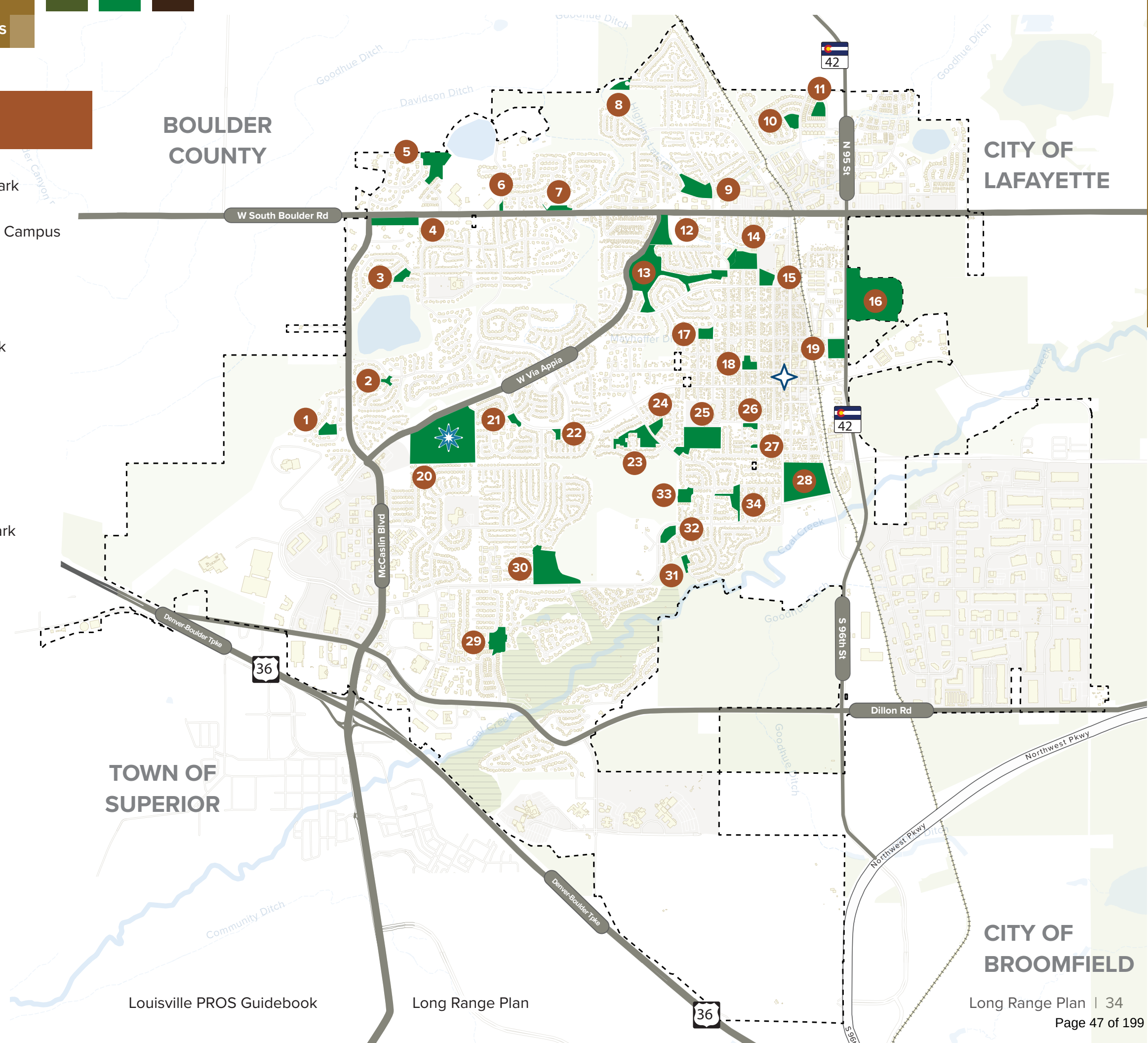


Figure 7. Existing Parks Map

(Sources: City of Louisville, Boulder County, ESRI)



3.2. RECREATION & SENIOR SERVICES

Overview

The Louisville Recreation & Senior Center, built in 1990 and renovated in 2019, is approximately 104,000 square feet in size and includes areas for meetings, seniors, and fitness activities. The Recreation & Senior Services Division aims to provide quality multi-generational recreational activities and leisure services for all ages - youth, adults and seniors - that contribute to the physical, mental, and social well-being of the citizens while ensuring fiscal responsibility.

Facilities include:

- Aquatics
 - o Lap pool (6 lane, 25 meters)
 - o Program pool (4 lanes, 25 yards)
 - o Splash pool
 - o Lazy river
 - o Sauna, steam room, cold plunge, and hot tub
 - o Pool party rooms
 - o Slide
 - o Outdoor splash pad (seasonal)
 - Senior Center
 - o Fireplace
 - o Prep Kitchen
 - o Meeting rooms
 - o Community gathering space
 - o Assessment rooms
 - o Games room
 - o Library and computer area
 - o Billiards
 - o Lounge
- Fitness
 - o Circuit and free weight area
 - o Cardio area with view of the Flatirons
 - o Active plyometrics area
 - o Core and stretching area
 - o Gymnasium
 - o Indoor turf gym
 - o Two racquetball courts
 - o Indoor track (10 laps = 1 mile)
 - o Two group exercise studios
 - o Cycle studio
 - Other
 - o Indoor play area
 - o Outdoor playground
 - o Youth program rooms
 - o Multi-purpose rooms
 - o Conference rooms
 - o Family changing rooms
 - o Locker rooms

Needs Assessment Report Findings:

- Recreation programs are successful and have a high participation rate.
- Areas of opportunity: additional Science Technology Engineering Math (STEM)* programs, teen programs, and inclusive programming for people with disabilities.
- Louisville invests heavily in operations (\$1,235 per capita), supporting a wide program range.
- The highest demand for programs is in the areas of soccer, basketball, and pickleball. Demand exceeds physical capacity, especially for:
 - o Aquatics
 - o Youth camps
 - o Fitness
 - o Senior programming
 - o Soccer
 - o Basketball
 - o Pickleball
- Expanding recreational offerings held outside of the Recreation & Senior Center (e.g. athletic facilities in parks and public pools) may take some demand stress off the Recreation & Senior Center while still providing an appropriate level of service for the Louisville community.
- National (NRPA) Standards and Peer City comparisons:
 - o Core offerings in fitness, youth/adult sports, aquatics, and senior programs align with national norms.
 - o Based on NRPA data, many cities of Louisville’s population size don’t provide full recreation centers and/or aquatics.
 - o Compared to peer cities (Arvada, Boulder, Broomfield, Erie, and Lafayette), Louisville is lacking outdoor sports offerings, but matches or exceeds peer cities on all other core amenities (indoor aquatics, fitness, senior programming) and offers select extras (e.g. turf gym).

Existing Recreation Facilities

- 1 Annette Brand Park - basketball Courts, multi-purpose field, and sand volleyball
- 2 Centennial Park - Tennis Courts
- 3 Cottonwood Park - Basketball Courts
- 4 Lawrence Enrietto Park - Baseball/Softball field and Multi-Purpose Field
- 5 Pirates Park - Tennis Courts and Basketball Courts
- 6 Louisville Sports Complex
- 7 Recreation & Senior Center
- 8 Memory Square Pool
- 9 Miner's Field - Baseball Field and Multi-purpose field
- 10 Louisville Skatepark and Planned Pickleball Courts
- 11 Pallino Park - Bocce
- 12 Cleo Mudrock - Baseball/Softball field and Multi-Purpose Field
- 13 Mission Greens Park - Tennis Court
- 14 Community Park - Basketball courts, Bocce
- 15 Heritage Park - Baseball/Softball field, Basketball Courts, and Sand Volleyball
- 16 Meadows Park - Basketball Courts

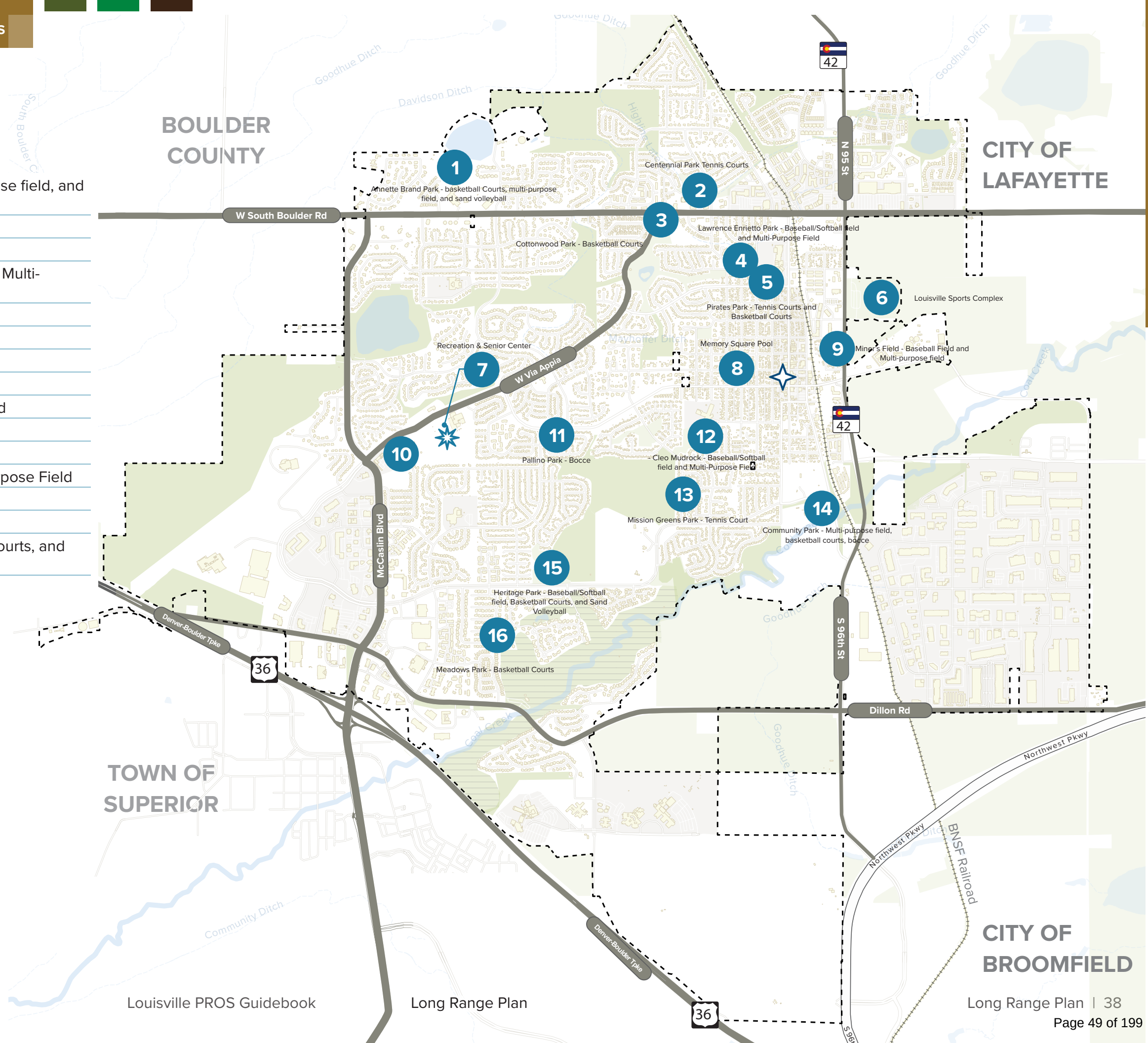
Legend

- [-] City Boundary
- ☆ City Hall
- ☆ Recreation & Senior Center
- Coal Creek Golf Course

Scale: 1" = 2000'-0"



Figure 8. Existing Recreation Map
(Sources: City of Louisville, Boulder County, ESRI)



3.3. OPEN SPACE

Overview

The City of Louisville owns and manages 18 open space properties along with another 12 jointly owned properties for a total of 2,000 acres across 30 properties, approximately 675 acres of which are City-owned. Each property possesses unique attributes that contribute to Louisville community connections, passive recreation opportunities, local conservation, wildlife habitat, and more. Each Louisville-owned property is further delineated as one (or more) of the following classifications: Preserve, Protect, Visitor, and Other, as defined in [Article 15 of the Louisville Home Rule Charter](#).

Needs Assessment Report Findings:

- Open space is central to Louisville’s identity.
- Each property possesses unique attributes that contribute to Louisville community connections, passive recreation opportunities, local conservation, wildlife habitat, and more.
- Based on resource mapping, each open space is given a classification of one or several of the following classifications: Preserve, Protect, Visitor, and Other, in order to balance natural resource conservation with passive recreation.
- Residents desire protection of open space lands and access to passive recreation opportunities. These two objectives must be carefully managed.
- Education, stewardship, and enforcement are increasingly important
- National and Peer City Comparisons:
 - o The NRPA does not calculate national levels of service and standards for open space, so no national comparison is available.
 - o Compared to peer cities (Arvada, Boulder, Broomfield, Erie, and Lafayette), Louisville’s acres of open space per resident is higher than all except the City of Boulder.

Land Acquisition

The Open Space Division and Open Space Advisory Board routinely consider land for acquisition. A summary of their 2026 candidate open space ranking can be found [here](#).

Peer City Benchmarking: Open Space Comparison			
Agency Name	Estimated Agency Owned Open Space (Acres)	Population Estimate	Level of Service
City of Louisville	2,000	20,238	98.8 / 1,000 Residents
City of Arvada	3,400	126,000	27.0 / 1,000 Residents
City of Boulder	46,000	109,000	422.0 / 1,000 Residents
City and County of Broomfield	5,500	84,000	65.5 / 1,000 Residents
Town of Erie	1,500	40,000	37.5 / 1,000 Residents
City of Lafayette	1,600	31,000	51.6 / 1,000 Residents

Table 10. Open Space Peer Cities Benchmarking

Estimated Agency-Owned Open Space Includes jointly-owned acreage within calculations.

Sources: ERO Resources; U.S. Census Bureau; Town/City websites



Rocky Mountain view across open space (Credit: Life in Louisville Photo Contest)

Existing Open Space

- | | |
|--------------------|--------------------------------|
| 1 Davidson Mesa | 16 Adler/Fingru |
| 2 Harper Lake | 17 Esmail |
| 3 Gateway | 18 Damyanovich |
| 4 Hillside | 19 Daughenbaugh |
| 5 Coyote Run | 20 Warembourg |
| 6 Walnut | 21 Dutch Creek |
| 7 North | 22 Avista |
| 8 Callahan | 23 Scriffiny |
| 9 Bullhead Gulch | 24 Bowes |
| 10 Hecla Lake | 25 Warembourg |
| 11 Harney Lastoka | 26 Admor |
| 12 Mayhoffer North | 27 Trillium |
| 13 Mayhoffer South | 28 Mayhoffer |
| 14 CTC | 29 Boulder County Land Venture |
| 15 Aquarius | |

Legend

- [- -] City Boundary
- ★ City Hall
- ★ Recreation & Senior Center
- Jointly-Owned Open Space
- Louisville Open Space
- Coal Creek Golf Course

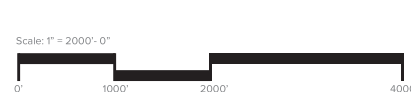
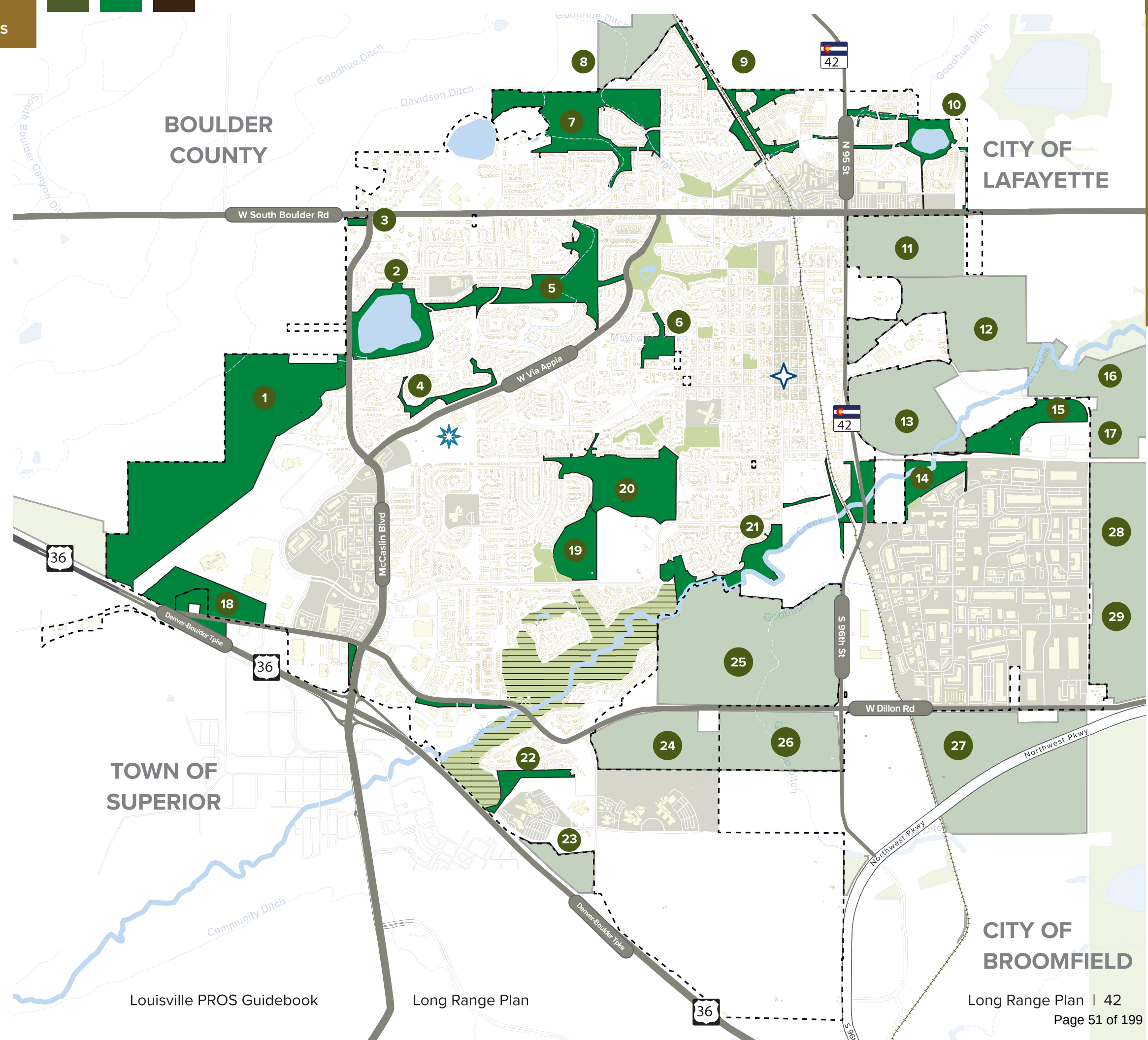


Figure 9. Existing Open Space Map
(Sources: City of Louisville, Boulder County, ESRI)



Open Space Classifications

Under [Article 15 of the Louisville Code of Ordinances](#), open space properties contain areas with one or several of the following open space classifications:

- **Preserve:** open space of moderate to high ecological importance that is managed to protect and restore native species and habitats. It allows only minimal supervised visitation, and prioritizes ecological needs over human uses.
- **Protected Land:** ecologically important open space that is managed to safeguard native species and ecosystems while allowing carefully controlled passive recreation and moderate visitation. Ecological needs take precedence over human use when conflicts arise.
- **Visitor Land:** open space of lower ecological importance that supports moderate to high recreational use, managed to provide visitor opportunities while protecting natural resources.
- **Other Lands:** open space managed for high visitation and passive recreation that accommodates entry features, trail rests, and native buffer plantings while minimizing their environmental impact.



Figure 10. Open Space Classifications Diagram

Open Space Land Classifications reflect relative ecological importance and levels of habitat fragmentation. These classifications are used to manage wildfire mitigation, habitat protection, and balance conservation with appropriate levels of passive recreational use. They also guide the ongoing research and monitoring necessary to steward Louisville’s open space system over time.

Open space properties may contain more than one classification due to resource mapping. This occurs when different portions of the same property have different historic management, leading to different vegetation. For example - a hillside with native vegetation may be classified as the preserve classification, whereas another portion of the property previously used for agriculture may be classified as the visitor classification. Refer to [Figure 11. 2026 Open Space Classifications Map](#).

Relationship with Trail System

Under [Article 15 of the Louisville Code of Ordinances](#), public trails and access are permitted on open space lands only when consistent with each property’s classification and management intent. The City classifies open space parcels according to ecological sensitivity and habitat value. Vegetative surveys directly determine where trails may be located and how they must be managed.

Louisville’s open space system is designed to conserve natural resources, protect wildlife habitat and movement corridors, proactively mitigate the threat of wildfires, preserve high quality plant and animal communities, and maintain scenic views, unique geologic features, and cultural resources. Appropriate passive recreation is allowed when it does not create significant environmental impacts. Recreational features such as trails, trailheads, parking areas, and interpretive signage may be developed in Other, Visitor, and Protect land classifications (but not in Preserve).

Community concerns often arise where informal or unauthorized undesignated (social) trails occur within sensitive habitat areas, particularly on lands classified for protection or preservation. These trails can fragment habitat, disrupt wildlife movement, and conflict with the City’s open space management standards, which prohibit the creation or maintenance of unauthorized paths. As a result, perceived conflicts typically stem not from designated trails, but from unmanaged access in areas intended primarily for conservation rather than recreation. The Trail System Plan (TSP) and related policies seek to address these conflicts by clarifying where trail access is appropriate, formalizing trails where compatible with open space classifications, and restoring or closing routes that negatively impact sensitive resources.

For more information, refer to Article 15 of the Louisville Code of Ordinances and the Trail System Plan.

Open Space Classifications

Symbol	Category	Acres	Percent
	Preserve	36	6.00%
	Protected Land	185.5	30.00%
	Visitor Land	278.5	45.00%
	Other Lands	117.6	19.00%

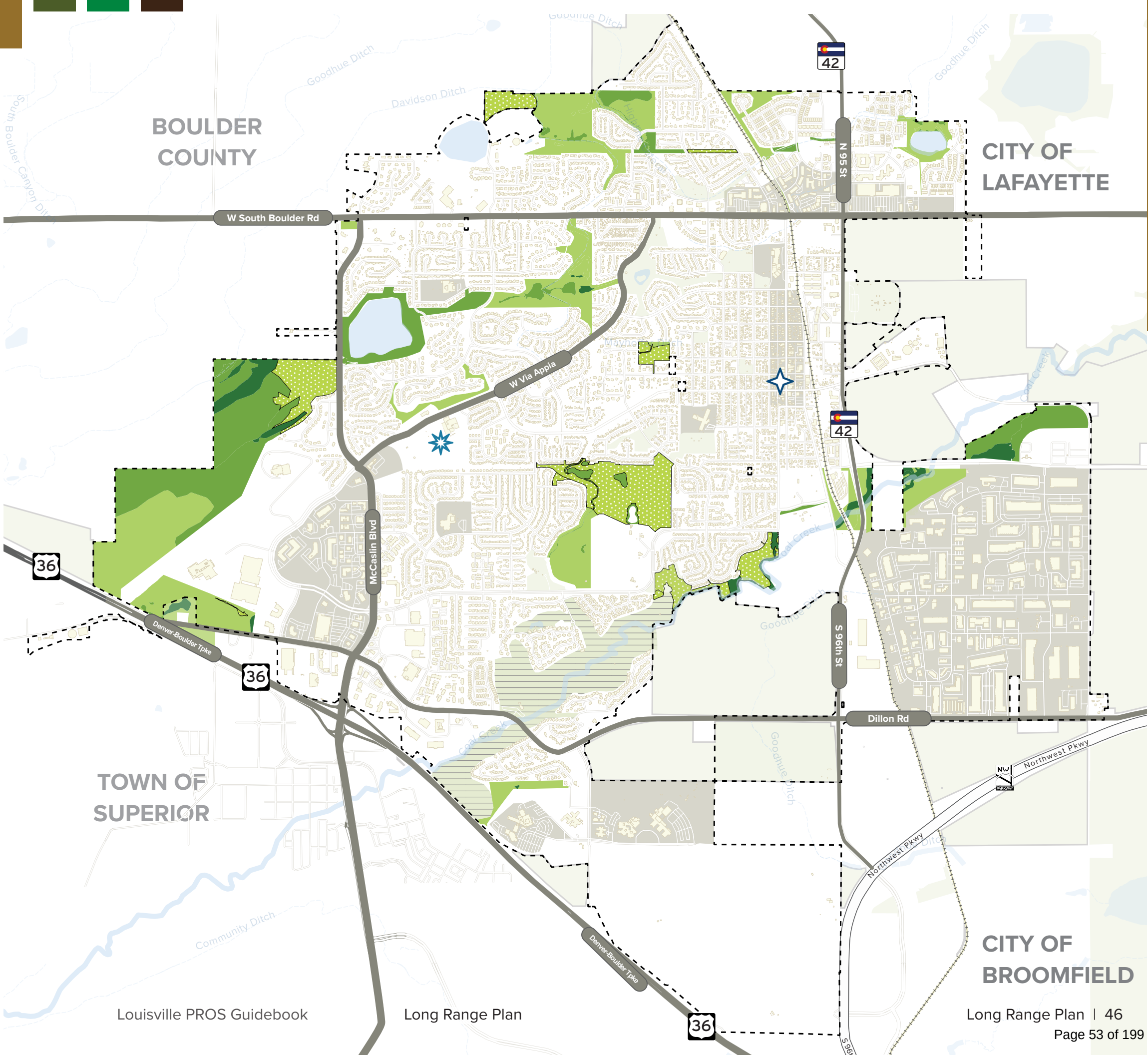
Total 617.6*

**Acreage mapped at time of publication.*

-  City Boundary
-  City Hall
-  Recreation & Senior Center
-  Coal Creek Golf Course



Figure 11. 2026 Open Space Classifications Map
(Sources: City of Louisville, Boulder County, ESRI)



3.4. COAL CREEK GOLF COURSE

Overview

Coal Creek Golf Course (CCGC) offers an exceptional golf experience for players of all abilities, along with breathtaking views of the surrounding Rocky Mountains. The 18-hole and 9-hole course options feature several water obstacles, a variety of elevation changes, meandering fairways, and strategically incorporated bunkers. The course plays distances from 4,769 to 6,962 yards and to a par of 72. The CCGC also includes practice facilities and a 8,550 square foot clubhouse with a restaurant.

According to PROS Staff, the CCGC strives to follow the PGA Experience Branding guidelines, as listed below (Source: PGA).

- Purpose-driven: Align brand with mission and values.
- Multi-channel: Use in-person, digital, and broadcast platforms.
- Immersive: Leverage technology (Augmented Reality/Virtual Reality, IoT, real-time data) for engagement.
- Consistent identity: Maintain visual and messaging coherence across all touchpoints.
- Audience-centric: Design experiences that meet fan priorities (comfort, entertainment, atmosphere).



Coal Creek Golf Course (Credit: Life in Louisville Photo Contest)

Annual Statistics	Number	Participants
Leagues	4	450+
PGA Junior Programs	26	420
Tournaments	50+	4,000+
Lesson Hours	300+	N/A
Ball Buckets	20,000+	N/A
Rounds	55,000+	N/A

Table 11. Coal Creek Annual Statistical Findings (Source: PROS Department)



Figure 12. Coal Creek Golf Course Map

Needs Assessment Report Findings:

- The Coal Creek Golf Course is a highly used community amenity and regional draw, primarily serving non-residents; operations are successful but restricted by facility limitations that cap revenue potential.
- Users report that the clubhouse is undersized, outdated, lacks modern amenities, and no longer meets service needs, limiting its ability to support large tournaments, events, and expanded food service.
- Administrative areas are cramped, and food and beverage operations are constrained by limited space and facility capacity.
- The maintenance facility is too small for current equipment and storage needs.
- Aging infrastructure and limited investment threaten long-term financial sustainability without upgrades.
- The long term revenue potential is significantly increased based on facility investments that are designed to address both golf and non-golf-related programs. Currently, the short-term financial model is limited to golf-related programs only.
- 88% of player registrations come from ZIP codes outside the City (source: CCGC).

National and Peer City Comparisons:

- The Golf Division continually aims to follow standards set by PGA, USGA, Colorado Golf Association and Golf Course Superintendent Association.
- Based on NRPA data, most cities of Louisville's population size don't provide an 18 hole course.
- Louisville has above-average golf offerings compared to peer cities (Arvada, Boulder, Broomfield, Erie, and Lafayette), with Louisville and Lafayette being the only ones offering municipal golf directly.
- Course quality, youth programs, events, and staffing exceed peers, while the clubhouse, food and beverage offerings, and parking lag behind.



Sunset at Coal Creek Golf Course (Credit: Life in Louisville Photo Contest)

3.5. FUTURE PROS DEVELOPMENT

The following properties are or will be managed by the PROS Department in the future. Future use is yet to be determined, but will be established through future planning and community engagement efforts as resources allow for development.

Potential Future PROS Development		
Property Location	Acreage	Details
922 Via Appia Way	14.80 ac	Potential recreation facility (tennis, outdoor aquatics, etc.)
900 Via Appia Way	29.30 ac	Potential multi-use outdoor space
200 S. Boulder Road	5.10 ac	Potential park or open space
88 th & Campus Drive	16.60 ac	New dedication as part of Redtail Ridge development.
Sub-Total:	66 ac	

Table 12. Future Planned PROS Properties

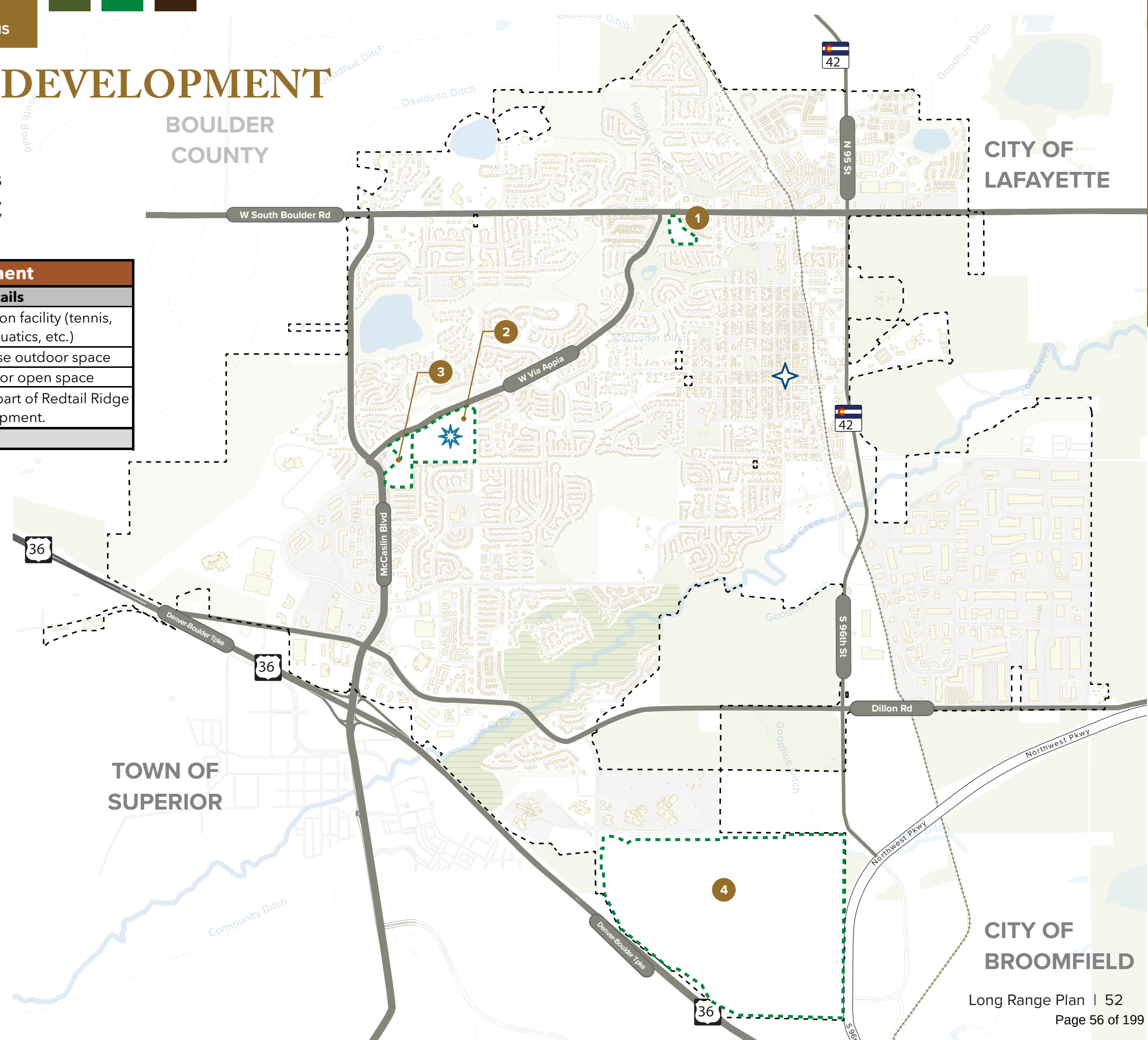
- 1 200 W SOUTH BOULDER RD
- 2 900 VIA APPIA ST
- 3 992 VIA APPIA ST
- 4 88TH & CAMPUS DRIVE

Legend

- [-] City Boundary
- ★ City Hall
- ★ Recreation & Senior Center
- Coal Creek Golf Course



Figure 13. Future PROS Development Map
(Sources: City of Louisville, Boulder County, ESRI)



3.6. OPERATIONS AND FUNDING

Effective operations and sustainable funding are foundational to delivering high-quality parks, recreation, open space, and golf services in Louisville. This section summarizes the Needs Assessment Report (NAR) findings regarding current management of PROS Department operations and funding systems. Together, operations and funding shape service levels, maintenance standards, program delivery, and the Department's ability to respond to evolving community needs.

Operational practices vary by Division but are guided by shared department-wide priorities that emphasize asset stewardship, efficiency, safety, and customer service. These practices ensure that parks, facilities, open spaces, and recreational programs remain functional, welcoming, and well maintained, while balancing staffing capacity, long-term asset preservation, and fiscal responsibility.

Funding for PROS operations and capital investments is derived from a combination of internal City resources and externally driven revenues. Understanding existing operational and funding conditions establishes a baseline for evaluating future needs, identifying gaps, and informing the Recommendations presented later in this Plan.

The NAR provides specific operating and funding data and national benchmarking to understand Louisville PROS Department staffing, funding, and cost recovery programs. The benchmark comparisons are reference data points and should be considered in context with other data points. As noted earlier, the Louisville PROS Department operates a broader and to some degree more complex mix of parks, facilities, open spaces, trails, programs, and enterprise services that is atypical of other communities of similar population. Accordingly, Department-wide benchmarks do not specifically establish staffing adequacy for each PROS Division, and cost-recovery percentages must be considered in relation to the purpose of the service, revenue projections, and operational and maintenance practices.

Needs Assessment Report Findings:

- Operations
 - o Operations are well aligned with Citywide plans and priorities.
 - o Operational practices reflect best practice approaches to asset stewardship, ecology, and resilience.
 - o Louisville's Department-wide staffing exceeds NRPA benchmarks for agencies serving populations of 20,000 to 49,999. This comparison reflects the Department's high level of investment and broad service portfolio but should not be interpreted as evidence that every Division or function is adequately staffed.
 - o Population-based benchmarks do not fully account for Louisville's amenity inventory and operational complexity. Louisville maintains substantially more parks and trail mileage than is typical for a community of its population and operates specialized facilities and services—including a full-service Recreation & Senior Center, municipal golf course, open space system, forestry, cemetery, aquatics, senior services, and regional programming—that are not universally provided by similarly sized agencies.
 - o NRPA benchmarks do not provide a formula for calculating required FTEs by Division. Staffing needs should therefore be evaluated through Division-specific workload measures, including acres and facilities maintained, program participation, operating hours, maintenance and safety standards, environmental responsibilities, facility utilization, service expectations, and planned initiatives.
 - o The NAR and other supporting documents identify staffing-related needs or constraints in several areas, including park maintenance, aquatics and recreational programming, open space education and stewardship, trail planning and coordination, and implementation of future PROS initiatives.
 - o PROS may benefit from fully integrated asset, scheduling, and performance systems as a Department.
 - o Workforce sustainability (cross training and succession planning) will become more critical as staffing pressures increase.

The table below summarizes the relevant findings and their implications for future planning.

Division / Service Area	Louisville Operating Context	Benchmark Context and Takeaway
Department-wide	117 FTEs across Parks, Recreation & Senior Services, Open Space, Golf, and administration	Total staffing exceeds the NRPA population benchmark. This reflects Louisville’s broad operating scope but does not determine staffing adequacy by Division.
Parks	34 parks (173 acres) plus park facilities, athletic fields, right-of-way, forestry, and cemetery responsibilities	Louisville has substantially more parks per resident than the national benchmark. A high number of dispersed properties increases inspection, travel, maintenance, irrigation, forestry, and asset-management workload.
Recreation & Senior Services	Approximately 104,000-square-foot Recreation & Senior Center, Memory Square Pool, aquatics, fitness, youth, sports, and senior services	Louisville operates a full-service facility and extensive programming with several areas experiencing high demand and capacity constraints. Such a facility is not typical for a city of Louisville’s population.
Open Space	Over 2,000 acres of City-owned and jointly managed properties, natural-resource management, wildfire mitigation, trails, education, volunteer coordination, and enforcement	NRPA does not provide a national open space staffing standard. Staffing should be evaluated through acreage, management requirements, environmental responsibilities, visitation, and program expectations.
Golf Services	18-hole municipal course, practice amenities, clubhouse, maintenance, programs, events, food and beverage, and regional use	Golf is a specialized enterprise operation. Staffing should be based on rounds, course standards, operating hours, maintenance requirements, programming, and enterprise functions. Operating an 18-hole course is not typical for a city of Louisville’s population.
Trails	Over 54 miles of off-street trails and on-street multi-modal pathways requiring maintenance and operations, planning and coordination, and future project implementation	Louisville’s trail mileage exceeds the benchmark for its population. The Trail System Plan’s recommendations will create additional coordination and implementation responsibilities.

Table 13. NRPA Operations Benchmark Comparison By Service Area



Louisville skate park (Credit: Life in Louisville Photo Contest)

- Funding
 - o The ability to achieve cost-recovery goals is influenced by facility capacity and condition, utilization, operating hours, staffing, fee levels, resident and nonresident pricing, discounts, program mix, market conditions, food and beverage capacity, and treatment of direct, indirect, and capital costs. Formal targets should be periodically evaluated through the City’s budgeting, fee-setting, and cost-of-service processes.
 - o When compared to NRPA standards, the PROS Department budget is appropriate for the existing acreage and range of amenities within the PROS system.
 - o The Department has a diversified revenue structure that supports multiple needs.
 - o Cost recovery should be evaluated by service type and costs included in the calculation rather than through a single Department-wide target. Louisville’s fee policy directs the City to consider the full cost of providing services, including direct and indirect operating expenses, labor, maintenance, overhead, debt service, equipment, and capital charges. The policy recognizes that public-benefit objectives may justify recovering only a portion of these costs, particularly for children’s recreation and senior services.
 - o Current cost recovery varies by program and service purpose. Services providing a greater individual benefit, such as fitness programs, may recover a higher percentage of costs, while services providing broad community or social benefit, such as senior services, may be intentionally subsidized. Aquatics illustrates the importance of defining the calculation: the Needs Assessment reports recovery of approximately 54% of direct expenses but approximately 22% when total expenses are considered.
 - o The Coal Creek Golf Course has an established cost recovery goal of 100% or more of operating expenses. This operating goal should be distinguished from recovery of capital improvements, major facility replacement, and debt unless those costs are expressly desired to be included in the calculation.
 - o Capital reinvestment levels are consistent with high performing peer cities.
 - o Peer cities increasingly use dedicated funding mechanisms (levies, districts, sponsorships) that Louisville could benefit from exploring further.
 - o Long term financial planning should more explicitly account for rising lifecycle and operating costs as assets age.

The table below identifies cost-recovery goals by service area based on NRPA standards for cities of Louisville’s population size and program level. The cost-recovery goals refer to operating expenditures and do not include capital improvements.

Note: There is no single appropriate cost-recovery rate for all services. The appropriate target depends on the purpose of the service and the costs included in the calculation. Louisville’s actual program-level results therefore provide more useful context than a generalized national range.

Service Area	Cost Recovery Goal	Context
Youth sports	67%	Youth services may be intentionally subsidized.
Adult sports	50%	Recovery depends on fees, participation, facility costs, and staffing.
Child Watch	70%	Influenced by attendance, staffing ratios, and operating hours.
Senior Services	18%	Broad public benefit; intentionally supported through subsidies, grants, volunteers, and partnerships.
Aquatics	54% direct expense / 22% total expense	Demonstrates why the cost basis must be clearly identified.
Fitness	100%	High participation and stronger individual-benefit orientation.
Youth Programs	92%	High demand, with growth limited by staffing and space.
Golf	100%+ of operating expenses	Does not necessarily include capital replacement or debt.

Table 14. NRPA Cost Recovery Goals By Service Area

PROS Department Internal Funding Sources			
Fund	Applicable Division(s)	2026 Revenue	Description and Purpose
General Fund	Parks Recreation & Senior Services Trails	\$28,567,274.00	City's main operating fund. Finances day-to-day operations that are financed from the general sales tax, property tax, charges for services, and other general revenues, including those that are not financed in other funds.
Capital Projects Fund	Parks Recreation & Senior Services Open Space Trails	\$16,068,067.00	Accounts for monies received as a result of an additional one-percent (1%) sales tax that was effective July 1, 1989. Finances various capital improvements throughout the City including street reconstruction, sidewalks, traffic improvements, facility improvements , etc. It also accounts for salaries and benefits costs for staff allocated to capital projects.
Conservation Trust Fund	Parks Recreation & Senior Services Open Space	\$288,800.00	The City receives an annual distribution from the State of Colorado from the proceeds of the Colorado State Lottery. State law mandates that funds be restricted for the use in the acquisition, development, and maintenance of "new conservation sites" or for capital improvements or maintenance for recreational purposes on any public site.
Impact Fee Fund	Open Space Trails	\$1,415,380.00	Funds municipal facilities, parks and trails, recreation, and transportation improvements.
Fleet Fund	Parks Recreation & Senior Services Open Space Trails	\$294,337.00	Funds the replacement of large machinery, heavy equipment, and vehicles.
Cemetery Perpetual Care Fund	Parks	\$80,000.00	Fees derived from the sale of lots and opening of graves are collected and restricted for the "Cemetery Perpetual Care Fund". Interest revenue from the Cemetery Perpetual Care Fund is transferred to the Cemetery Fund. Finances the operations and maintenance of caring for the lots.
Cemetery Fund	Parks	\$100,500.00	Interest revenue from the Cemetery Perpetual Care Fund is transferred to the Cemetery Fund. Finances cemetery expenses, including cemetery/lot maintenance and capital improvements.
Recreation Fund	Parks Recreation & Senior Services	\$5,148,093.00	Revenue from voter-approved permanent sales tax increase of 0.15% , beginning January 1, 2018. Finances operating and maintaining the Louisville Recreation/Senior Center and pool facilities at Memory Square Park.
Open Space Fund	Open Space Trails	\$2,669,346.00	Revenue from voter-approved extension to the dedicated sales tax of 3/8% by 10 years (through 2033) , and increase to the tax by an additional 1/8% to 1/2%. Revenue is split with the Parks Fund, and finances development, construction, operation and maintenance of open space land. Tax increase finances Open Space to acquire, improve, restore, preserve, protect, and maintain open space land and mitigate wildfire risks within open space areas.
Parks Fund	Parks Trails	\$1,622,369.00	Revenue from voter-approved extension to the dedicated sales tax of 3/8% by 10 years (through 2033) , and increase to the tax by an additional 1/8% to 1/2%. Revenue is split with the Open Space Fund, and finances the development, acquisition, construction, operation, and maintenance of parks.
Recreation Center Debt Service Fund	Recreation & Senior Services	\$1,415,000.00	Property tax revenue and payment of principal and interest on 2016 voter-approved \$27,215,000 bond issue and voter-approved increase to the City's property tax levy not to exceed 3.350 mills (currently certified at 1.375 mills). Property tax revenue finances upgrades to the Recreation/Senior Center and Memory Square Park. Property tax levy pays for debt service on the bonds.
Golf Course Fund	Golf	\$3,265,010.00	Revenue from activities of the Coal Creek Golf Course Funds facility operations, employment of all personnel, and food/beverage/merchandise offerings.

Table 15. PROS Department Internal Funding Sources



Community Open House #2 (Credit: DTJ Design)



Community Open House #1 (Credit: DTJ Design)

3.7. COMMUNITY ENGAGEMENT

Community engagement is the foundational step in shaping the LRP, gathering diverse input to reflect community values, address key challenges, and guide future investments. The 12-month engagement process included numerous opportunities for community members to engage and provide insights to help formulate a cohesive plan that represents the values of the Louisville community.



Participants from Community Open House #1 and Davidson Mesa Pop-Up Event (Credit: DTJ Design)

Engagement Highlights

For details and information on the outcomes of these events, please see the Community Engagement Summary in Appendix B.



31,500 webpage views



766 statistically valid survey responses
(+/- 3.5% Margin of Error)



1,407 open-link survey responses



2 Community Open House Events

182 Open House #1 attendees (10/29/25)
80 Open House #2 attendees (3/12/26)



7 Pop-Up Events



18 stakeholders interviewed
(multiple topics)



25 Open Space and Trails Workshop
participants
(11/14/25)



10 Advisory Board Meetings



2 City Council Updates

Community Survey

The purpose of the community survey was to gather community feedback on the City of Louisville Parks, Open Space, Recreation & Senior Services, Coal Creek Golf Course, trails, future planning, communications, and more. This survey tool was designed to learn from community members on preferences, needs and current trends.

For more information, see the complete survey report [here](#).



7,770 Postcards Mailed
7,601 Delivered

- Parks, recreation, open spaces and trails are important to why people live in Louisville.
- Respondents are frequent users of PROS system.
- Majority of respondents use non-vehicular modes of transportation to get to a destination in Louisville at least once a week.
- Strong support to invest in Memory Square Pool.
- Respondents are more interested in maintaining existing amenities than building new amenities.
- Trails and open space are priorities for the future.

STATISTICALLY VALID (INVITE) SURVEY

1

Postcards were mailed to every residential address within the City of Louisville, with instructions to complete online through password protected website (1 response per household). Paper surveys and postage-paid return envelopes were also available upon request, and the survey was translated into Spanish.



766

Invitation surveys completed
+/- 3.5% Margin of Error

OPEN LINK SURVEY

2

Later, the online survey was made available to all City of Louisville stakeholders, including non-residents (e.g., commuters, residents of nearby communities)



1,407

Open Link surveys completed

Advisory Board Meetings



Youth Advisory Board Meeting #1 (Credit: DTJ Design)

	Sustainability and Long-Term Environmental Stewardship	Maintenance and Improvement of Existing Assets	Data-Informed Decision-Making	Access For All	Adequate Staffing and Funding
Open Space Advisory Board (OSAB)	Natural resource protection, stewardship, wildlife habitat, watershed health, and wildfire mitigation.	Land acquisition, trails, and amenity improvements must be paired with realistic stewardship, staffing, and funding commitments.	Explicit Charter references and data- or science-based terminology.	Physical accessibility and access for all users.	Staffing, funding, and capacity constraints, urging these realities to be tied to goals and strategies.
Parks and Public Landscaping Advisory Board (PPLAB)	Water conservation, urban canopy health, pesticide reduction, soil health, fire mitigation, and alignment with the City's Sustainability Action Plan.	Questions about feasibility, standards, and ensuring new amenities align with maintenance capacity and park classifications.	Measurable standards, NRPA alignment, clear definitions, and monitoring of sustainability practices.	Define underserved communities clearly, address language barriers, and provide equitable physical access to parks.	Feasibility concerns around education programs, enforcement, and long-term maintenance.
Recreation Advisory Board (RAB)	Balance facility needs and programs and plan for long term needs, such as memory square pool.	Maintain existing facilities while broaden plan strategies to include other recreational assets such as outdoor recreation fields.	Apply a metric based, informed decisions to meet budgets, revenue and cost margins.	Promote diversity, safe and enjoyable user experiences (e.g. for golf, address 'moments of truth' that emphasizes a seamless customer experience).	Recreation services include facilities while also supporting parks division in addressing outdoor fields and programs.
Youth Advisory Board (YAB)	YAB highlighted native plants, water conservation, biodiversity, wildfire risk reduction, and protecting resources for future generations.	YAB prioritized maintenance of existing recreation facilities and equipment, parks, trails, and golf assets.	YAB valued data-informed decisions and inventories.	YAB prioritized multi-generational, welcoming spaces.	YAB demonstrated awareness of balancing funding for personal preferences with broader community needs.

Figure 14. Advisory Board Results Matrix

Trails Workshop

On November 14, the PROS staff organized a joint Trails Workshop. Approximately 25 workshop participants helped to identify gaps and safety concerns in the current trail system as well as identify future trail needs. For more information, see the TSP.

What We Heard

The following takeaways are based on the PROS Guidebook community engagement process, including pop-up events, stakeholder meetings, the first community open house, Advisory Board meetings, the open space and trails workshop, and the community survey. This information reflects what was heard from members of the public as part of the planning process.



Trail through open space (Credit: Life in Louisville Photo Contest)

Parks Engagement Takeaways

CHALLENGES

- Deferred maintenance and aging amenities (restrooms, shelters, parking)
- Lacking outdoor sport courts, exercise equipment, and multi-purpose fields
- Additional trail connections needed to parks
- Safety at crossings and intersections near parks
- Vegetation management for visibility and fire mitigation.

OPPORTUNITIES

- Repair and enhance existing amenities
- Develop outdoor recreation amenities based on documented community needs
- Consider parks connections in development of trail system plan
- Collaborate with Public Works on road crossings to ensure safe options for multi-modal access
- Incorporate drought-tolerant landscaping

Open Space Engagement Takeaways

CHALLENGES

- Diverse perspectives on land management and land uses
- Additional mapping and inventories needed
- Limited policies for undesignated (social) trails
- Opportunities to increase education and awareness
- Need for permanent, dedicated funding sources

OPPORTUNITIES

- Use science-based stewardship (e.g. grazing, mechanical treatments, etc.).
- Complete baseline ecological inventories and annual monitoring.
- Employ ecological buffers and standards for social trails
- Ensure equitable engagement via Spanish-language materials, childcare, etc.
- Make open space funding permanent; leverage grants/partnerships.

Recreation & Senior Services Engagement Takeaways

CHALLENGES

- Staffing shortages present capacity constraints
- Desire for additional teen and senior programs
- Aquatics demand exceeds capacity
- Field conditions (soil/grading)
- Insufficient sport courts and multi-purpose fields

OPPORTUNITIES

- Address staffing and operational needs
- Multi-generational programs expansion
- Develop outdoor aquatics / Memory Square Pool investment strategy
- Maintenance of existing outdoor recreation amenities
- Plan and fund additional court facilities.

Coal Creek Golf Course Engagement Takeaways

CHALLENGES

- Clubhouse is undersized and antiquated
- Limited engagement for non-golf participants
- Soil and drainage issues limit turf quality
- Restaurant offerings are lacking
- Current operational model limits flexibility & marketing/retail opportunities

OPPORTUNITIES

- Replace or renovate the clubhouse in a financially feasible manner
- Position and market CCGC as a community hub and event venue
- Re-grade and maintain greens as needed, standardize bunkers.
- Incorporate new food and beverage offerings
- Evaluate alternative management models

Figure 15. Engagement Takeaways By Division

04.



PLAN INITIATIVES

4.1. FRAMEWORK

At the beginning of the planning process, the PROS Department identified several **Guiding Principles**, or core values. These values informed both the LRP and TSP, and will guide the Plan's implementation over the next decade.

Plan **Recommendations** serve as a bridge between community preferences and intended Department actions. The Recommendations were informed by the results of extensive community engagement, stakeholder outreach, and existing conditions analysis. These Recommendations help prioritize the Department actions that will have the greatest impact and provide a clear summary of direction for each Division.

In order to realize the Guiding Principles and Recommendations, each Division identified **Goals** and **Strategies**. Goals represent desired outcomes that advance the Department's core values, while Strategies provide the primary approaches for achieving those outcomes.

Action Items developed from the Strategies and Recommendations as specific, measurable, and implementable steps that guide day-to-day decision-making and investment.

This framework creates a clear line of sight from community input to Guiding Principles, Goals, Recommendations, Strategies, and Action Items, ensuring that the Plan is both aspirational and actionable. The Implementation Plan is intended to be reviewed regularly and updated as needed to reflect evolving community needs, opportunities, and available resources.



Monster Dash (Credit: Life in Louisville Photo Contest)

4.2. GUIDING PRINCIPLES

A guiding principle is a core belief or standard that shapes how decisions are made and priorities are set. It provides direction by helping organizations stay aligned and intentional as conditions, Strategies, and needs evolve.

NORTH is the department's guiding compass—translating shared values into a clear framework that informs planning, investment, and day-to-day decision-making across all programs, facilities, and services.

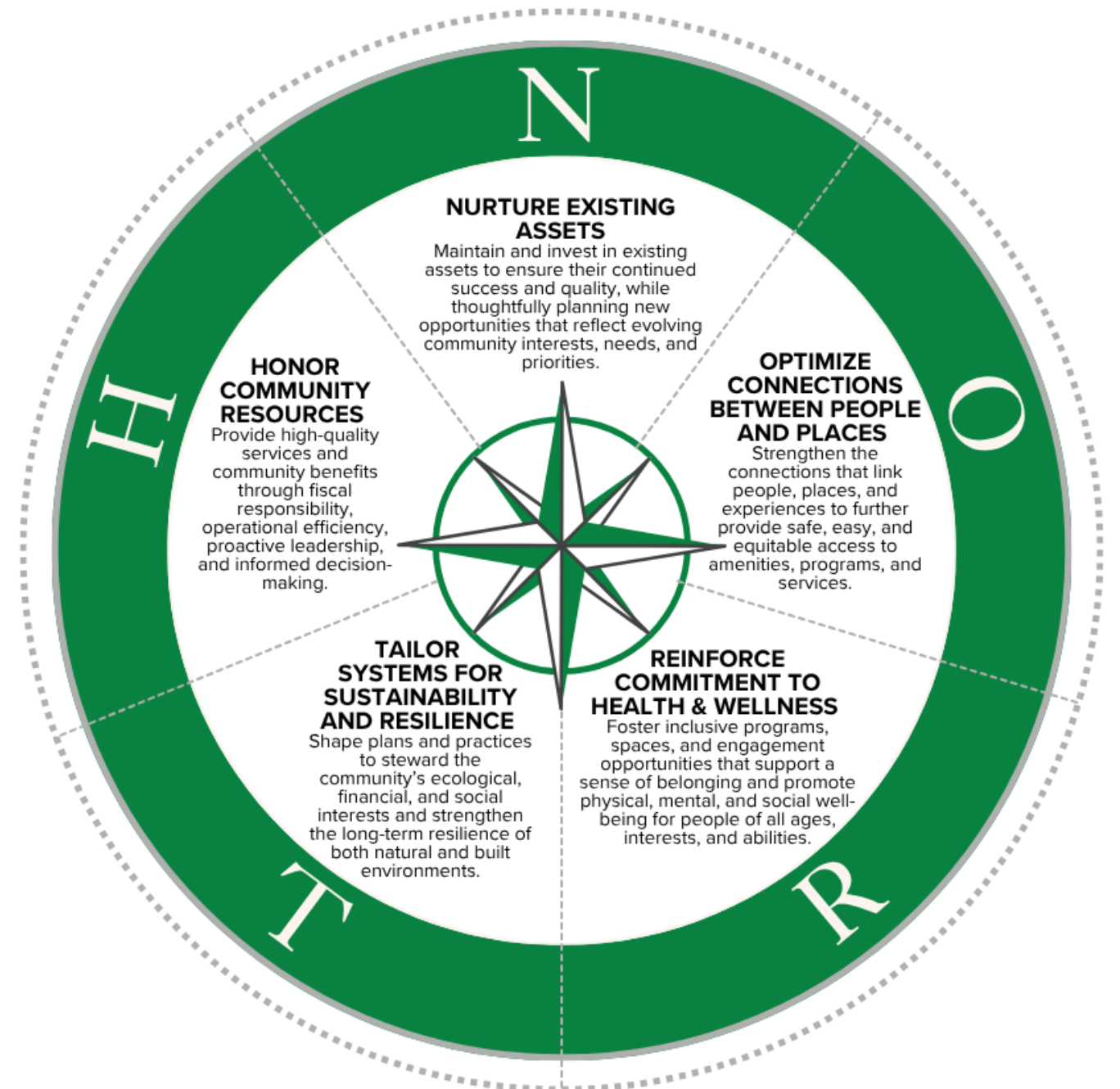


Figure 16. Guiding Principles

4.3. RECOMMENDATIONS

The Recommendations reflect the findings from multiple sources, including the Needs Assessment Report and community engagement process, but **are not listed in any order of priority**.

Department-Wide

- Prioritize management and operations of assets.
- Optimize operations through workload management, resource deployment, and service planning.
- Enhance connectivity from neighborhoods to parks and recreation amenities.
- Advance wildfire preparedness and climate adaptation planning to protect community assets and natural resources.
- Keep facilities welcoming and comfortable for all ages and abilities.
- Align staffing levels with operational demand and service expectations.
- Implement updated technologies to enhance performance monitoring and maintenance tracking.



Ice Skating (Credit: Life in Louisville Photo Contest)

Parks

- Proactively manage and maintain park assets to extend lifecycle, improve reliability, and maximize long-term value.
- Expand and strengthen the urban tree canopy.
- Improve pedestrian and bike connectivity to parks.
- Provide clear, consistent, and ADA-compliant park signage.
- Expand recreational opportunities and amenities across the park systems.
- Implement sustainable landscaping practices to support resilient, and climate adapted plantings.
- Integrate public art into parks to enhance community identity and user experience.
- Develop new parks to meet city standards and service goals.
- Address undesignated trails in parks.

Recreation & Senior Services

- Maintain current assets.
- Relieve peak time congestion.
- Plan for more indoor and outdoor aquatics facilities.
- Add more indoor and outdoor sport courts and turf fields, to meet demand.
- Maintain appropriate staffing levels to support programs and services.
- Expand programming for adults age 65+ to meet growing demographic.
- Broaden teen offerings to strengthen retention and engagement.
- Continue to integrate inclusive, adaptive programs for accessibility.

Open Space

- Update the [2004 Open Space Master Plan](#).
- Prioritize protecting and restoring natural resources.
- Use consistent, non-intrusive, and clear wayfinding and signage.
- Continue existing wildfire mitigation practices.
- Balance recreational access with habitat protection.
- Acquire more open space where possible.
- Protect sensitive habitat areas.
- Continue conducting biological surveys and habitat inventories.
- Establish criteria to address undesignated trails impacting public open spaces.
- Remove social trails from open space lands classified as Preserve per Home Rule Charter guidance.
- Create more education and outreach programs.
- Continue to employ science based decision-making.
- Use signage and outreach to promote Leave No Trace practices.
- Engage volunteers in habitat restoration.
- Establish minimum buffers and species-based trail setbacks.

Coal Creek Golf Course

- Plan for replacement of the existing clubhouse with new multi-purpose facilities (including event space).
- Maintain existing course quality.
- Address aging infrastructure and maintain current assets.
- Improve parking.
- Explore water-wise turf management.
- Activate the clubhouse as a community venue.
- Ensure a realistically phased and funded improvement strategy.

4.4. GOALS

Goals are Division-specific, aspirational outcomes that advance the Guiding Principles of the PROS Department. Goals are an essential component to addressing community values and Department-wide priorities.

The following Goals are organized by Division. The Goals are informed through the community input process. The Goal statements are all equally important and shall be applied in the decision making process. As such, the following goals for each Division are not in a priority order.



Snow at Annette Brand Park (Credit: Life in Louisville Photo Contest)

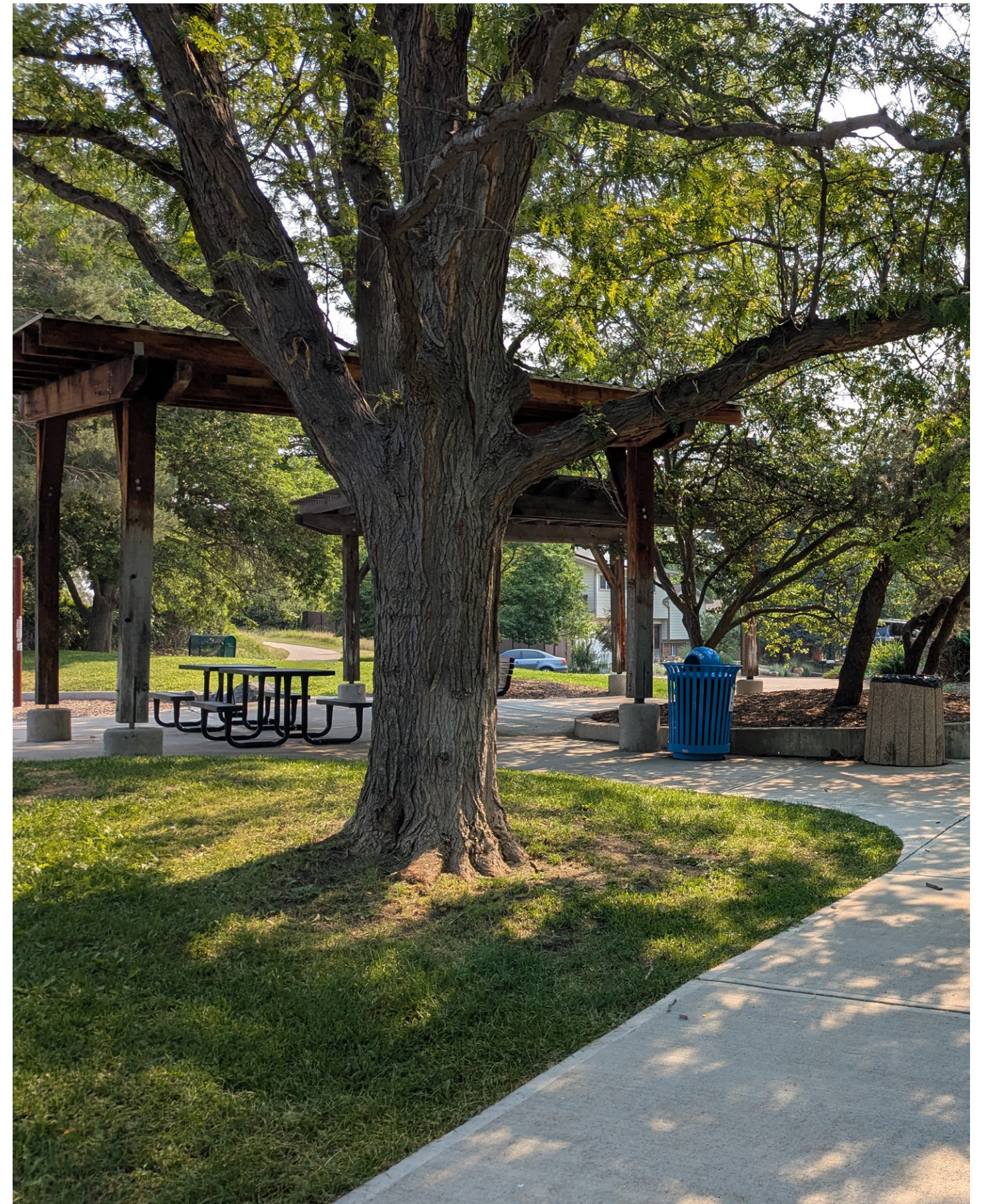
Parks

Promote universal access to parks.

Maintain existing assets to support high-quality user experiences.

Advance park sustainability and resiliency programs.

Support funding and partnerships.



Trail through Keith Helart Park (Credit: PROS Staff)

Recreation & Senior Services

Promote safe, consistent and enjoyable user experiences.

Support lifelong health, wellness, and social connections for all community members.

Utilize reliable data sources to inform decisions.

Manage operational capacity to support effective program and facility operations.

Advance sustainability and resiliency programs.

Plan for the long-term infrastructure and programming needs.

Support funding and partnerships.



Recreation & Senior Center Splash Pad (Credit: Life in Louisville Photo Contest)

Open Space

Establish a comprehensive ecosystem of natural open spaces in Louisville.

Advance science-based data to support informed land management decisions.

Promote environmental stewardship.

Balance ecological benefits with recreation access.

Support funding and partnerships.



Sunset over North Open Space (Credit: Life in Louisville Photo Contest)

Coal Creek Golf Course

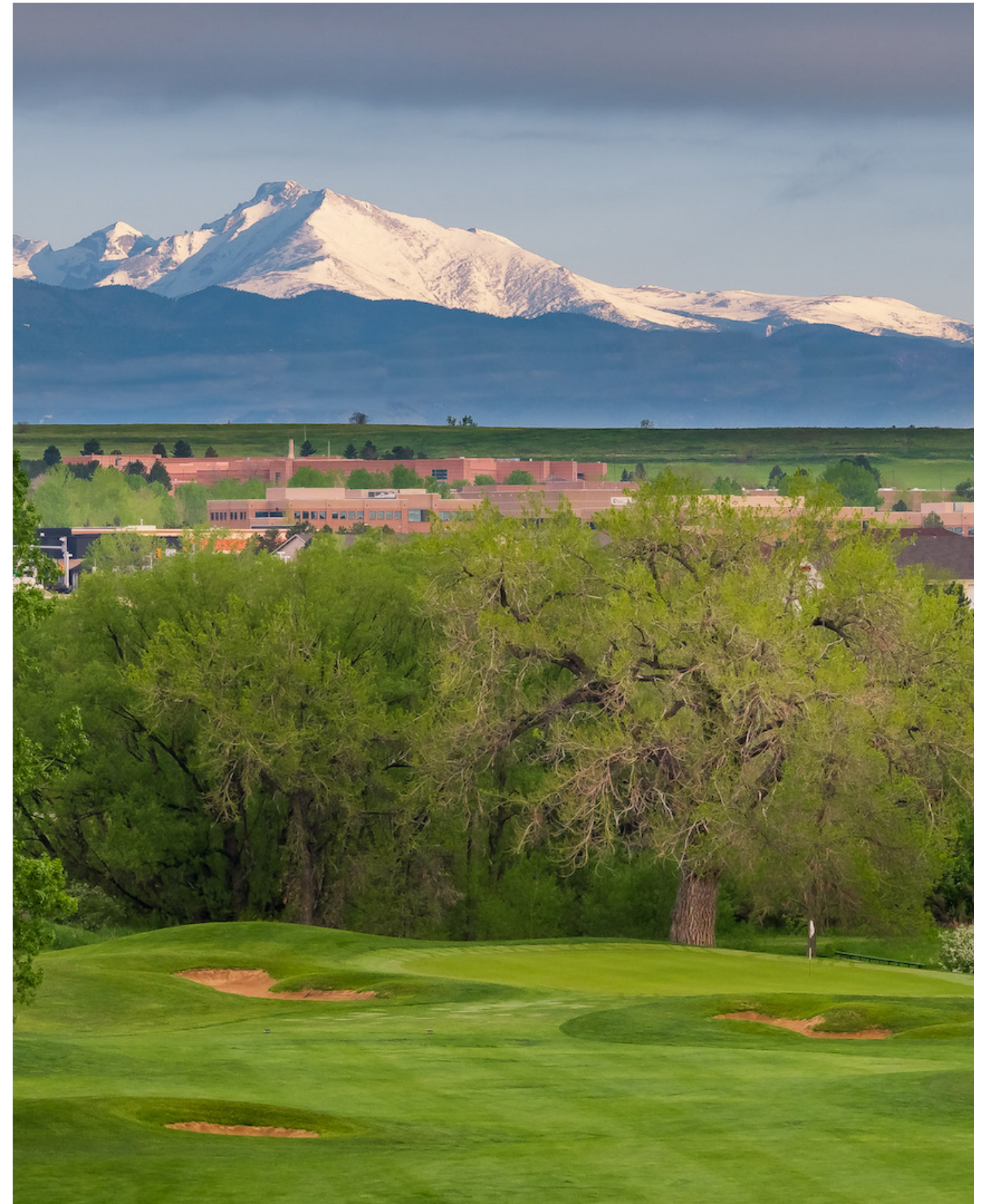
Prioritize exceptional customer service.

Ensure the long-term financial sustainability of golf facilities.

Invest in facility and asset capital improvements.

Promote sustainable development and resiliency best practices.

Support Coal Creek GC Enterprise Fund structure and partnerships.



Mountain view at Coal Creek Golf Course (Credit: Life in Louisville Photo Contest)



05.

IMPLEMENTATION PLAN

5.1. PHASING AND PRIORITIZATION

While the Goals and Recommendations in the previous chapter help establish aspirational outcomes for the Department, they are not implementable on their own. The Implementation Plan conveys specific Action Items that are organized around each PROS Division. The intent is to present a strategic framework on how to advance the LRP while being flexible and resilient to respond to changing conditions over time. The Implementation Plan is intended to be reviewed annually and amended accordingly to reflect the achievements of each Division. It is recommended that the Implementation Plan be highly visible throughout the PROS Department to remind staff of accomplishments and high priority items.

Progress should be tracked using measurable performance indicators and annual reporting to ensure accountability and transparency, such as:

- Number of facilities improved.
- Number of projects completed.
- Participation in volunteer and stewardship programs.
- Community satisfaction and feedback.
- Annual reporting to City Council and advisory boards supports informed decision-making and continuous improvement.

The LRP is intended to be a living document. Implementation should be flexible and responsive to:

- Changing environmental conditions.
- New funding opportunities or reductions in funding.
- Emerging technologies.
- Community priorities.
- Regional coordination efforts.
- Strategies may be refined over time based on performance data and lessons learned.

The Implementation Plan categorizes initiatives into the following timeframes:

- **1 – 5 Year Action Items** focus on “quick wins” that improve safety, clarity, and system function while building momentum for larger projects. These may include addressing staffing needs, signage and wayfinding improvements, small gap closures, and undesignated trail management.
- **6 – 10 Year Action Items** focus on system-wide improvements, regional connections, and sustained environmental stewardship.
- **Ongoing Action Items** focus on sustained system health and continuous improvements that maintain or enhance current programs and operations.



Soccer at Louisville Elementary School (Credit: Life in Louisville Photo Contest)



Trails Workshop (Credit: DTJ Design)

5.2. IMPLEMENTATION RESPONSIBILITY

Implementation of Strategies requires coordination across multiple City departments and partners. Primary responsibilities include:

- City Council
- City Manager's Office
 - o Communications
 - o Equity, Diversity & Inclusion
 - o Recovery & Resilience
 - o Sustainability
- Finance & Utility Billing
 - o Sales Tax and Licensing
- Parks, Recreation & Open Space
 - o Parks Division
 - o Open Space Division
 - o Recreation & Senior Services Division
 - o Coal Creek Golf Course Division
- Police
- Public Works
 - o Engineering Division
 - o Operations Division
 - o Water Treatment Division
 - o Wastewater Treatment Division



Sunset at Harper Lake (Credit: Life in Louisville Photo Contest)

5.3. ACTION PLAN MATRIX

N = Nurture and Evolve Community Assets
O = Optimize connections between people and places
R = Reinforce commitment to health & wellness
T = Tailor systems for sustainability and resilience
H = Honor City Resources

Note: Goals, Strategies, and Action Items are not in order of priority. Refer to the Priority column.

PARKS DIVISION										
Level	ID #	Description	Timeframe	Priority	Guiding Principles					Responsible Agency / Staff
			1-5yr / 6-10yr / Ongoing	L/M/H	N	O	R	T	H	
Goal	P.1	Promote universal access to parks.								
Strategy	P.1.1	Develop parks based on community needs and levels of service metrics.								
Action	P.1.1.1	Meet or exceed park access standards considering all ages, connectivity, and safety.	1 - 5 year	High	●	●	●			Superintendent, Parks Supervisors
	P.1.1.2	Evaluate projects based on community benefit, equity, usage, and cost-effectiveness.	Ongoing	Medium		●	●		●	Superintendent, PROS Director, Project Manager
Strategy	P.1.2	Assess gaps in parks and park typologies consistent with benchmarks and industry standards.								
Action	P.1.2.1	Assess potential gaps with existing park amenities to adhere to adopted standards and community needs.	6 - 10 year	Low	●		●		●	Superintendent, Park Supervisors
	P.1.2.2	Advance a feasibility study to address new multi-use athletic fields and sports courts based on levels of service and need.	1 - 5 year	High			●		●	Director / Project Manager
Strategy	P.1.3	Apply park amenity standards for all park types.								
Action	P.1.3.1	Develop amenity guidelines for each park type and apply as part of planning and design decisions.	1 - 5 year	Medium			●			Superintendent
	P.1.3.2	Adopt universal access standards and ensure consistent application across all parks.	1 - 5 year	High			●		●	Superintendent, Park Supervisor and Staff
Strategy	P.1.4	Strengthen trail and multimodal connections to parks.								
Action	P.1.4.1	Implement the Trails System Plan for trail improvement recommendations.	6 - 10 year	Medium		●	●	●		PROS Director
	P.1.4.2	Identify barriers to park access, including gaps in connectivity, unsafe crossings, and physical constraints.	Ongoing	Medium		●	●			Superintendent, Public Works
	P.1.4.3	Prioritize improvements that enhance safe, multimodal access to parks.	Ongoing	High		●	●	●		Superintendent, Park Supervisor, Public Works
	P.1.4.4	Implement wayfinding and signage improvements to increase awareness and usability of trails and park connections.	1 - 5 year	High		●	●			Project Manager
	P.1.4.5	Coordinate with the Public Works Dept. and other partners to implement access improvements.	Ongoing	Medium		●	●		●	Project Manager

Table 16. Parks Division Action Plan Matrix

N = Nurture and Evolve Community Assets
O = Optimize connections between people and places
R = Reinforce commitment to health & wellness
T = Tailor systems for sustainability and resilience
H = Honor City Resources

PARKS DIVISION										
Level	ID #	Description	Timeframe	Priority	Guiding Principles					Responsible Agency / Staff
			1-5yr / 6-10yr / Ongoing	L/M/H	N	O	R	T	H	
Goal	P.2	Maintain existing assets to support high-quality user experiences.								
Strategy	P.2.1	Maintain a comprehensive asset management program.								
Action	P.2.1.1	Expand a digital asset management system to centralize data and support decision-making.	1 - 5 year	High	●			●	●	Superintendent
	P.2.1.2	Maintain an up-to-date lifecycle evaluation system for all park assets.	1 - 5 year	High	●			●	●	Superintendent, Park Supervisor and Staff
	P.2.1.3	Prioritize deferred maintenance list based on asset condition and risk liability.	Ongoing	High	●			●	●	Park Supervisor
	P.2.1.4	Implement programs to reduce, reuse, repair, and recycle materials and equipment in park operations.	Ongoing	High	●		●	●	●	Superintendent
	P.2.1.5	Conduct technical staff training sessions on design standards and maintenance procedures to ensure consistent application.	Ongoing	Medium	●					Park Supervisor
Strategy	P.2.2	Align asset management priorities with operations, capital improvement programs and funding.								
Action	P.2.2.1	Integrate asset management priorities into operations, CIP and annual budget requests.	1 - 5 year	High	●			●	●	Superintendent
	P.2.2.2	Evaluate preventative maintenance schedules to reduce asset failures, service disruptions, and reactive maintenance.	1 - 5 year	Medium	●			●	●	Superintendent, Park Supervisor
Goal	P.3	Advance park sustainability and resiliency programs.								
Strategy	P.3.1	Ensure coordination among internal and interagency sustainability teams.								
Action	P.3.1.1	Coordinate with the Recovery & Resilience Division on wildfire risk reduction and mitigation programs	Ongoing	High			●	●	●	Superintendent
	P.3.1.2	Research and implement industry best practices.	Ongoing	Medium				●	●	Superintendent, Park Supervisor and Staff
	P.3.1.3	Establish monthly coordination updates with the Sustainability Division to implement Climate Action Plan initiatives.	1 - 5 year	Low				●	●	Superintendent, Sustainability Division
Strategy	P.3.2	Enhance water efficiency and sustainable landscaping.								
Action	P.3.2.1	Optimize irrigation systems to reduce water use.	1 - 5 year	High	●			●	●	Park Supervisor and Staff
	P.3.2.2	Convert non-functional bluegrass turf areas in public rights-of-ways to low-water grasses and plantings.	6 - 10 year	Medium	●			●	●	Superintendent, Project Manager, Park Supervisors
	P.3.2.3	Integrate landscape practices like pollinator-friendly plantings, across all park-maintained properties.	Ongoing	High	●			●	●	Superintendent, Horticultural Supervisor and Staff

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PARKS DIVISION										
Level	ID #	Description	Timeframe	Priority	Guiding Principles					Responsible Agency / Staff
			1-5yr / 6-10yr / Ongoing	L/M/H	N	O	R	T	H	
Strategy	P.3.3	Implement green infrastructure to achieve environmental benefits.								
Action	P.3.3.1	Integrate green infrastructure improvements in parks, like bioswales, rain gardens, and permeable surfaces.	6 - 10 year	Low	●			●	●	Project Manager
	P.3.3.2	Prioritize projects that maximize stormwater capture, ecological benefits and stormwater management strategies.	6 - 10 year	Low	●			●	●	Project Manager
	P.3.3.3	Implement staff training on best practices for park maintenance and operations.	Ongoing	High				●	●	Superintendent, Supervisors
	P.3.3.4	Develop educational material to inform community members and visitors on sustainable resource efficiency initiatives.	1 - 5 year	Low			●	●	●	Superintendent, Communications Team
Strategy	P.3.4	Promote a diverse, healthy and adaptable urban forest.								
Action	P.3.4.1	Maintain a comprehensive tree inventory to include condition assessments and risk evaluations.	1 - 5 year	High	●			●	●	City Forester Supervisor and staff
	P.3.4.2	Identify opportunities to increase canopy coverage, focusing on parks, and streetscapes in the public right-of-way.	1 - 5 year	High	●	●		●	●	Superintendent, City Forester Supervisor
	P.3.4.3	Incorporate forest canopy expansion objectives from the Boulder County Urban Tree Canopy Assessment.	6 - 10 year	Low	●			●	●	Superintendent, City Forester Supervisor
	P.3.4.4	Apply adaptive management techniques to monitor tree health and mitigate pests and diseases, including Emerald Ash Borer.	Ongoing	Medium	●		●	●	●	Superintendent, City Forester Supervisor
	P.3.4.5	Plant well-adapted, diverse species to reduce monoculture and enhance forest resilience.	Ongoing	Medium	●			●	●	City Forester Supervisor and staff
	P.3.4.6	Implement cyclical pruning and maintenance schedules to reduce hazards and extend tree life.	1 - 5 year	High	●			●	●	City Forester Supervisor and staff

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PARKS DIVISION										
Level	ID #	Description	Timeframe	Priority	Guiding Principles					Responsible Agency / Staff
			1-5yr / 6-10yr / Ongoing	L/M/H	N	O	R	T	H	
Strategy	P.3.5	Leverage city and private development initiatives to advance urban forestry goals.								
Action	P.3.5.1	Promote tree planting, protection, and canopy enhancements through capital projects and external development reviews.	Ongoing	High	●			●	●	Superintendent, City Forester Supervisor
	P.3.5.2	Provide guidance on best practices for tree preservation and urban forestry integration.	Ongoing	Low	●		●	●	●	City Forester Supervisor
Strategy	P.3.6	Maintain comprehensive data tracking and monitoring systems.								
Action	P.3.6.1	Track financial performance trends to inform annual budgeting, funding needs, and fee structure decisions.	Ongoing	High	●				●	Superintendent, City Forester Supervisor
	P.3.6.2	Monitor levels of service standards and asset maintenance needs to inform operations and resources.	Ongoing	Medium	●				●	Superintendent, City Forester Supervisor
	P.3.6.3	Track gap assessments and report to city leadership and stakeholders.	Ongoing	Low	●				●	Superintendent
	P.3.6.4	Track canopy coverage diversity and health and periodically report progress to city leadership and the community.	Ongoing	Low	●				●	Superintendent, City Forester Supervisor
	P.3.6.5	Document sustainability program metrics and targets.	Ongoing	Medium	●		●		●	Superintendent, City Forester Supervisor
Goal	P.4	Support funding and partnerships.								
Strategy	P.4.1	Foster collaboration within PROS and across City departments.								
Action	P.4.1.1	Promote coordination with PROS divisions to maximize alignment and shared efficiencies.	Ongoing	High		●	●	●	●	Superintendent
	P.4.1.2	Build upon cross-department collaboration with key City partners (Community Development, Public Works, Sustainability).	Ongoing	Medium		●	●	●	●	Superintendent,
	P.4.1.3	Leverage internal communications, project management, and administrative expertise to support project initiatives.	Ongoing	Medium			●	●	●	Superintendent, Project Manager
Strategy	P.4.2	Expand external partnerships to support programs and services.								
Action	P.4.2.1	Identify partnership opportunities that support parks, programming, and operational enhancements.	1 - 5 year	High		●	●	●	●	Superintendent, Recreation Manager
	P.4.2.2	Coordinate with appropriate Advisory Boards for input and endorsements.	Ongoing	High					●	Superintendent, PPLAB and other boards
	P.4.2.3	Enhance external partnerships to promote event organizers and neighborhood and community groups.	Ongoing	Low		●		●	●	Superintendent, Communications Team
	P.4.2.4	Coordinate with community stakeholders to support park infrastructure and service needs.	Ongoing	Medium	●	●		●	●	Director, Superintendent
	P.4.2.5	Participate in industry and community networks to support knowledge sharing and collaboration.	Ongoing	High		●			●	Superintendent

N = Nurture and Evolve Community Assets
O = Optimize connections between people and places
R = Reinforce commitment to health & wellness
T = Tailor systems for sustainability and resilience
H = Honor City Resources

RECREATION & SENIOR SERVICES DIVISION										
Level	ID #	Description	Timeframe	Priority	Guiding Principles					Responsible Agency / Staff
			1-5yr / 6-10yr / Ongoing	L/M/H	N	O	R	T	H	
Goal	RS.1	Promote safe, consistent and enjoyable user experiences.								
Strategy	RS.1.1	Ensure facilities and programs align with community needs.								
Action	RS.1.1.1	Conduct regular evaluations of facilities and programs to assess performance and community relevance.	Ongoing	High	●			●	●	Superintendent
	RS.1.1.2	Compare services, amenities, and operations with similar municipal providers to identify opportunities for improvement.	1 - 5 year	Medium				●		Rec Manager
	RS.1.1.3	Adjust programs, services, and facility use based on evaluation findings and service quality feedback.	1 - 5 year	Medium			●	●	●	Rec Manager
Strategy	RS.1.2	Plan for ongoing maintenance, repairs, and equipment replacement needs.								
Action	RS.1.2.1	Monitor usage, condition, and operational performance for all facilities and equipment.	Ongoing	High	●				●	Senior Services, Fitness, Aquatics, Youth, Sports
	RS.1.2.2	Implement upgrades based on the Renew & Replacement schedule.	Ongoing	Medium	●		●		●	Superintendent
	RS.1.2.3	Prioritize investments based on safety and operational needs.	Ongoing	High	●				●	Superintendent

Table 17. Recreation & Senior Services Division Action Plan Matrix

N = Nurture and Evolve Community Assets
O = Optimize connections between people and places
R = Reinforce commitment to health & wellness
T = Tailor systems for sustainability and resilience
H = Honor City Resources

RECREATION & SENIOR SERVICES DIVISION												
Level	ID #	Description	Timeframe	Priority	Guiding Principles					Responsible Agency / Staff		
			1-5yr / 6-10yr / Ongoing	L/M/H	N	O	R	T	H			
Goal	RS.2	Support lifelong health, wellness, and social connections for all community members.										
Strategy	RS.2.1	Promote multi-generational, inclusive recreational and senior services.										
Action	RS.2.1.1	Offer year-round programs, services, and events for all ages and abilities.	Ongoing	High		●	●			Senior Services, Fitness, Aquatics, Youth, Sports		
	RS.2.1.2	Maintain memberships and access policies to encourage a diverse range of participants.	Ongoing	Medium		●	●			Rec Manager		
	RS.2.1.3	Ensure programs reflect diversity of community interests and needs.	Ongoing	High		●	●			Senior Services, Fitness, Aquatics, Youth, Sports		
Strategy	RS.2.2	Enhance senior wellness and social programs.										
Action	RS.2.2.1	Maintain senior programs like the congregate meal site, drop-in programs, social events, and day trips.	Ongoing	High		●	●			Senior Services		
	RS.2.2.2	Encourage community involvement through volunteer programs.	6 - 10 year	Low		●	●			Senior Services & Sports		
Strategy	RS.2.3	Advance programs for youth and teens.										
Action	RS.2.3.1	Continue to provide recreation and education programs that build enrichment.	Ongoing	High		●	●			Senior Services, Fitness, Aquatics, Youth, Sports		
	RS.2.3.2	Offer leadership and employment opportunities for teens.	Ongoing	Medium		●	●			Youth, Aquatics, Youth Sports		
	RS.2.3.3	Evaluate program participation and adapt offerings to current trends.	1 - 5 year	Medium					●	Senior Services, Fitness, Aquatics, Youth, Sports		
Strategy	RS.2.4	Ensure recreational program fiscal sustainability.										
Action	RS.2.4.1	Deliver programs within financial thresholds while meeting revenue targets.	Ongoing	High	●				●	Senior Services, Fitness, Aquatics, Youth, Sports		
	RS.2.4.2	Maximize volunteer opportunities to facilitate programs and services.	6 - 10 year	Low					●	Senior Services & Sports & Youth		
Strategy	RS.2.5	Support community health and wellness.										
Action	RS.2.5.1	Align programs and operations with the Sustainability and Recovery & Resilience Divisions' guidance.	1 - 5 year	Medium				●	●	Senior Services, Fitness, Aquatics, Youth, Sports, Superintendent		
	RS.2.5.2	Promote the Recreation & Senior Center's function as a multigenerational "community resilience hub".	6 - 10 year	Medium			●	●		Sustainability & Marketing		
	RS.2.5.3	Promote initiatives that enhance health, wellness, and quality of life for all users.	Ongoing	High			●	●		Senior Services, Fitness, Aquatics, Youth, Sports, Superintendent		

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RECREATION & SENIOR SERVICES DIVISION											
Level	ID #	Description	Timeframe	Priority	Guiding Principles					Responsible Agency / Staff	
			1-5yr / 6-10yr / Ongoing	L/M/H	N	O	R	T	H		
Goal	RS.3	Utilize reliable data sources to inform decisions.									
Strategy	RS3.1	Continually evaluate facilities and programs.									
Action	RS.3.1.1	Use evaluation findings to inform maintenance, upgrades, and program adjustments.	Ongoing	High	●				●	Superintendent	
	RS.3.1.2	Define user trends and preference through user survey tools and community profile data and inputs.	1 - 5 year	Medium			●		●	Senior Services, Fitness, Aquatics, Youth, Sports	
Strategy	RS3.2	Provide data-driven expertise to support targeted amenities and community priorities.									
Action	RS.3.2.1	Use program and facility data to align with current usage trends and long-term viability.	Ongoing	Medium	●				●	Superintendent	
	RS.3.2.2	Apply evaluation findings to balance operational feasibility, community interests, and equitable access.	1 - 5 year	High			●		●	Senior Services, Fitness, Aquatics, Youth, Sports	
	RS.3.2.3	Coordinate with Parks Division to guide shared development of athletic fields and court amenities in parks.	1 - 5 year	Medium			●	●	●	Superintendent & Sports	
Goal	RS.4	Manage operational capacity to support effective program and facility operations.									
Strategy	RS.4.1	Analyze peak facility usage and program enrollment to guide scheduling and resource planning.									
Action	RS.4.1.1	Adjust program schedules and resource allocation to optimize service delivery.	1 - 5 year	High	●			●	●	Superintendent & Rec and Aquatics Manager	
	RS.4.1.2	Use reliable data to inform future facility and staffing needs.	Ongoing	Medium	●				●	Senior Services, Fitness, Aquatics, Youth, Sports	
Strategy	RS.4.2	Align program fees and charges to ensure alignment with policies, trends, and community needs.									
Action	RS.4.2.1	Conduct annual reviews of fees and charges for all programs and memberships.	Ongoing	Medium	●				●	Senior Services, Fitness, Aquatics, Youth, Sports, Superintendent	
	RS.4.2.2	Compare policy guidance to similar peer municipalities on facilities and community expectations.	1 - 5 year	Medium					●	Rec Manager	
	RS.4.2.3	Adjust fees as needed to meet budget targets, while maintaining inclusivity.	6 - 10 year	High	●			●	●	Rec Manager & Superintendent	

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RECREATION & SENIOR SERVICES DIVISION											
Level	ID #	Description	Timeframe	Priority	Guiding Principles					Responsible Agency / Staff	
			1-5yr / 6-10yr / Ongoing	L/M/H	N	O	R	T	H		
Goal	RS.5	Advance sustainability and resiliency programs.									
Strategy	RS.5.1	Advance energy and water conservation measures.									
Action	RS.5.1.1	Prioritize initiatives with measurable impacts and alignment to adopted plans.	Ongoing	Medium				●	●	Superintendent	
	RS.5.1.2	Implement efficiency projects to reduce operational costs and environmental impacts.	6 - 10 year	Medium				●	●	Sustainability	
	RS.5.1.3	Maintain and enhance staff training and professional development on sustainable practices.	Ongoing	Medium				●	●	Superintendent	
	RS.5.1.4	Adjust operational procedures based on evaluation and best practices.	1 - 5 year	Medium				●	●	Superintendent	
Goal	RS.6	Plan for the long-term infrastructure and programming needs.									
Strategy	RS.6.1	Proactively address capital infrastructure needs and facility lifespan.									
Action	RS.6.1.1	Prioritize capital improvement projects based on condition, safety, and operational lifespan.	Ongoing	Medium	●				●	Superintendent & Rec & Aquatic Manager	
	RS.6.1.2	Apply data and capital needs to inform facility improvements, programming, and operational decisions.	Ongoing	High	●			●	●	Superintendent & Rec & Aquatic Manager	
Strategy	RS.6.2	Monitor regional trends and innovations in aquatics.									
Action	RS.6.2.1	Research best practices, technology, and facility design in comparable municipal facilities.	6 - 10 year	Low	●				●	Superintendent & Rec & Aquatic Manager	
	RS.6.2.2	Maintain an up-to-date inventory of aquatic systems, equipment, and structural components.	Ongoing	High	●				●	Aquatic Manager	
	RS.6.2.3	Identify opportunities to enhance safety, inclusivity, and program variety based on emerging trends.	1 - 5 year	High			●	●		Senior Services, Fitness, Aquatics, Youth, Sports, Superintendent	

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RECREATION & SENIOR SERVICES DIVISION										
Level	ID #	Description	Timeframe	Priority	Guiding Principles					Responsible Agency / Staff
			1-5yr / 6-10yr / Ongoing	L/M/H	N	O	R	T	H	
Goal	RS.7	Support funding and partnerships.								
Strategy	RS.7.1	Foster collaboration within PROS and across City departments.								
Action	RS.7.1.1	Coordinate with other PROS divisions to maximize alignment and achieve efficiencies for shared initiatives.	Ongoing	Medium		●			●	Superintendent
	RS.7.1.2	Enhance cross-department collaboration with key City partners (Facilities, Information Technology, Human Resources, and Finance).	Ongoing	High		●			●	Superintendent
	RS.7.1.3	Leverage department communications, project management, and administrative expertise to support project initiatives.	Ongoing	Medium	●			●	●	Superintendent
Strategy	RS.7.2	Expand external partnerships to support programs and services.								
Action	RS.7.2.1	Identify partnership opportunities that support facility, programming, or operational enhancements.	1 - 5 year	High	●				●	Senior Services, Fitness, Aquatics, Youth, Sports, Superintendent
	RS.7.2.2	Continue building relationships with external partners, including: state and local agencies, sports leagues, industry and business partners.	Ongoing	High	●		●			Senior Services, Fitness, Aquatics, Youth, Sports, Superintendent
	RS.7.2.3	Update intergovernmental agreements with partnering agencies (Boulder Valley School District and Boulder County).	1 - 5 year	High	●		●			Superintendent, Sports, Youth & Senior
	RS.7.2.4	Coordinate with community and development stakeholders to identify opportunities that support Division infrastructure and service needs.	1 - 5 year	Medium	●					Senior Services, Fitness, Aquatics, Youth, Sports, Superintendent
	RS.7.2.5	Participate in industry and community networks to support knowledge sharing and collaboration.	Ongoing	Medium		●	●	●		Senior Services, Fitness, Aquatics, Youth, Sports, Superintendent
Strategy	RS.7.3	Align staffing and funding resources to sustain service delivery.								
Action	RS.7.3.1	Monitor staff capacity and align assignments with operational and capital project demands.	1 - 5 year	Medium	●			●	●	Superintendent
	RS.7.3.2	Evaluate divisional staffing needs relative to project support and volunteer coordination efforts.	1 - 5 year	Medium	●			●	●	Superintendent, Director
	RS.7.3.3	Incorporate division priorities into annual budgeting and capital planning processes.	1 - 5 year	High	●					Superintendent
	RS.7.3.4	Pursue external funding opportunities such as grants, partnerships, and development contributions.	Ongoing	Medium	●				●	Senior Services, Fitness, Aquatics, Youth, Sports, Superintendent

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OPEN SPACE DIVISION										
Level	ID #	Description	Timeframe	Priority	Guiding Principles					Responsible Agency / Staff
			1-5yr / 6-10yr / Ongoing	L/M/H	N	O	R	T	H	
Goal	OS.1	Establish a comprehensive ecosystem of natural open spaces in Louisville.								
Strategy	OS.1.1	Align open space resource protection with adopted governing policies and allowable uses.								
Action	OS.1.1.1	Apply Article 15 Land Classification Charter as part of project planning, capital improvements, and operational decision-making.	Ongoing	High	●	●		●	●	Project Manager, Open Space Manager, Superintendent, Director
	OS.1.1.2	Prioritize open space natural resource management, resource protection and sustainable practices.	Ongoing	High	●			●	●	Natural Resource Supervisor, Rangers, Superintendent, Sustainability Team
	OS.1.1.3	Maintain clear reference tools and staff training to support consistent application of governing policies.	Ongoing	Medium	●			●	●	OS Manager
Strategy	OS.1.2	Support effective natural resource management and protection.								
Action	OS.1.2.1	Define and correct policy gaps, overlaps and ambiguities regarding resource protection and recreational uses in open spaces.	1 - 5 year	Medium	●	●		●	●	Superintendent, Director
	OS.1.2.2	Update standards for vegetation management, riparian areas, and watershed health.	1 - 5 year	Medium	●	●		●	●	Natural Resource Supervisor; Public Works
	OS.1.2.3	Evaluate the feasibility of establishing appropriate criteria for buffer area setbacks for select riparian corridors for new projects/impacts.	6 - 10 year	Low	●				●	Natural Resource Supervisor
	OS.1.2.4	Explore the development of Management Zones to guide resource management, land uses, and recreational access in ecological sensitive areas.	6 - 10 year	Medium						Public Works, Natural Resource Supervisor
	OS.1.2.5	Ensure long term water rights, water and agricultural use plans and best practices are in place to sustain open lands.	6 - 10 year	Medium	●	●	●	●	●	Public Works, Director, Superintendent, Open Space Manager, Natural Resource Supervisor
	OS.1.2.6	Establish operational standards to ensure consistent application with staff and open space properties.	1 - 5 year	High	●				●	Open Space Manager
Strategy	OS.1.3	Clarify the land classification system to guide site-specific management and decision-making.								
Action	OS.1.3.1	Align ongoing management practices linked to each land classification type.	1 - 5 year	High	●			●	●	Superintendent
	OS.1.3.2	Implement and uphold the land classification system as a standard management framework.	Ongoing	Medium						Superintendent, Project Manager, Director
	OS.1.3.3	Integrate classification into planning, capital projects, and maintenance practices.	Ongoing	Medium	●			●	●	Project Manager, Superintendent

Table 18. Open Space Division Action Plan Matrix

N = Nurture and Evolve Community Assets
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H = Honor City Resources

OPEN SPACE DIVISION										
Level	ID #	Description	Timeframe	Priority	Guiding Principles					Responsible Agency / Staff
			1-5yr / 6-10yr / Ongoing	L/M/H	N	O	R	T	H	
Strategy	OS.1.4	Acquire and protect lands to strengthen ecosystem value, connectivity and conservation corridors.								
Action	OS.1.4.1	Prioritize land parcels for potential acquisition and open space dedication.	Ongoing	High	●	●	●	●	●	City Manager, City Council, OSAB, Director, Superintendent
	OS.1.4.2	Strategically acquire and protect contiguous lands to strengthen habitat connectivity and conservation corridors.	Ongoing	Medium	●		●	●	●	City Manager, City Council, OSAB, Director, Superintendent
	OS.1.4.3	Integrate ecological considerations and long-term stewardship requirements into all acquisition decisions.	Ongoing	Medium	●	●	●	●	●	Superintendent, Open Space Manager
Goal	OS.2	Advance science-based data to support informed land management decisions.								
Strategy	OS2.1	Maintain comprehensive inventories, data tracking and monitoring systems.								
Action	OS.2.1.1	Monitor ecosystem health, vegetation and biological data bases to inform wildfire management, habitat, and restoration areas.	Ongoing	High	●		●	●	●	Natural Resource Supervisor, OS Manager, Superintendent
	OS.2.1.2	Regularly update datasets to reflect changing conditions and management outcomes.	Ongoing	Medium	●			●	●	Natural Resource Supervisor
	OS.2.1.3	Monitor levels of service standards, asset maintenance backlog needs to inform operations and resources.	Ongoing	Medium	●				●	Trails & Maintenance Supervisor, Open Space Manager
	OS.2.1.4	Monitor recreational trail use and conditions to inform ongoing maintenance and/or restoration needs.	Ongoing	Medium	●	●	●		●	Trails & Maintenance Supervisor, Open Space Manager
	OS.2.1.5	Integrate inventory and monitoring data into decision-making, project planning, and prioritization.	Ongoing	High	●				●	Natural Resource Supervisor, OS Manager, Project Manager, Superintendent
	OS.2.1.6	Track operational resources and financial performance to inform annual budgeting and funding needs.	Ongoing	Medium	●				●	Superintendent, Open Space Manager
Strategy	OS2.2	Update resource and land management plans and policies to address emerging needs.								
Action	OS.2.2.1	Review and update biological and vegetation inventories on a 5–10 year cycle to reflect evolving conditions.	6 - 10 year	High	●				●	Natural Resource Supervisor
	OS.2.2.2	Ensure planning documents provide clear, actionable guidance for staff implementation.	1 - 5 year	Medium	●				●	Open Space Manager, Project Manager, Superintendent
Strategy	OS2.3	Apply best management practices for vegetation management, wildfire mitigation, and ecological restoration.								
Action	OS.2.3.1	Incorporate resource protection measures into project design and implementation to minimize impacts.	Ongoing	High	●				●	Natural Resource Supervisor, Rangers, Open Space Manager, Project Manager, Superintendent
	OS.2.3.2	Align projects and operational activities with adopted plans, policies to ensure consistent implementation.	Ongoing	High	●				●	Open Space Manager, Superintendent

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OPEN SPACE DIVISION										
Level	ID #	Description	Timeframe	Priority	Guiding Principles					Responsible Agency / Staff
			1-5yr / 6-10yr / Ongoing	L/M/H	N	O	R	T	H	
Goal	OS.3	Promote environmental stewardship.								
Strategy	OS3.1	Deliver education programs and interpretive materials to promote stewardship and responsible recreation.								
Action	OS.3.1.1	Enhance education programs such as ranger outreach and natural resource walks, with year-round opportunities for all demographics.	1 - 5 year	Medium		●	●			Rangers, Natural Resource Team, Open Space Manager
	OS.3.1.2	Implement interpretive and educational signage to provide information on natural resources and stewardship practices.	6 - 10 year	Low		●	●			Natural Resource Team
	OS.3.1.3	Evaluate and update educational content to reflect evolving conservation priorities and audience needs.	6 - 10 year	Low		●	●			Natural Resource Team, Open Space Manager
Strategy	OS3.2	Expand community involvement through volunteer programs.								
Action	OS.3.2.1	Create a volunteer open space ambassador program to support stewardship, trail maintenance, and educational programs.	1 - 5 year	Low		●	●	●		Trails & Maintenance Team, Natural Resource Team, Open Space Manager
	OS.3.2.2	Promote engagement events, skill-building opportunities, and acknowledgement programs.	Ongoing	Medium		●	●	●		Communications Team, Natural Resource Team, Trails & Maintenance Team, OS Manager
	OS.3.2.3	Align volunteer activities with management priorities and available resources to maximize impact.	6 - 10 year	High	●	●	●	●	●	Open Space Manager, Superintendent
Strategy	OS3.3	Leverage partnerships to extend the reach and impact of open space programs.								
Action	OS.3.3.1	Identify and engage local organizations, schools, and community groups to support open space initiatives.	1 - 5 year	Medium		●	●			Open Space Manager
	OS.3.3.2	Develop collaborative programs or events that expand educational and stewardship opportunities.	6 - 10 year	Low		●	●			Open Space Manager, Natural Resource Team, Trails & Maintenance Team
	OS.3.3.3	Evaluate partnership outcomes and refine approaches to increase participation and program effectiveness.	6 - 10 year	High	●	●	●		●	Open Space Manager
Goal	OS.4	Balance ecological benefits with recreation access.								
Strategy	OS.4.1	Manage inclusive recreational access while ensuring protection of ecological resources.								
Action	OS.4.1.1	Implement the Trails System Plan, ensuring decisions are carefully vetted to protect natural resources.	6 - 10 year	Medium	●	●	●	●	●	Project Manager, Natural Resource Supervisor, Superintendent
	OS.4.1.2	Pursue trail enhancements that minimize ecological impacts while enhancing user experience.	Ongoing	High	●	●	●		●	Project Manager

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OPEN SPACE DIVISION										
Level	ID #	Description	Timeframe	Priority	Guiding Principles					Responsible Agency / Staff
			1-5yr / 6-10yr / Ongoing	L/M/H	N	O	R	T	H	
Strategy	OS.4.2	Enhance visitor amenities to support safe, enjoyable, responsible, and equitable use.								
Action	OS.4.2.1	Maintain and improve amenities such as wayfinding, seating, trash receptacles, restrooms, and trailheads.	6 - 10 year	High	●	●	●	●	●	Trails & Maintenance Supervisor, Open Space Manager
	OS.4.2.2	Prioritize upgrades that improve accessibility, safety and user experience across demographics.	Ongoing	High		●	●	●		Project Manager, Public Works, Trails & Maintenance Supervisor
	OS.4.2.3	Coordinate amenities with ecological and trail management objectives to minimize environmental impacts.	Ongoing	High		●	●		●	Natural Resource Supervisor, Trails & Maintenance Supervisor, Superintendent
Strategy	OS.4.3	Address undesignated social trails in open spaces.								
Action	OS.4.3.1	Establish a formal policy and administrative directive to address social trails.	1 - 5 year	Medium	●	●	●	●	●	Director, Trails & Maintenance Supervisor, Open Space Manager, Superintendent
	OS.4.3.2	Update the inventory of existing social trails.	1 - 5 year	High	●	●	●	●	●	Trails & Maintenance Supervisor
	OS.4.3.3	Adopt review criteria and standards to address social trail conversions or decommissioning, and erosion controls.	1 - 5 year	Medium	●	●	●	●	●	OSAB,Trails & Maintenance Supervisor, Open Space Manager, Superintendent
Goal	OS.5	Support funding and partnerships.								
Strategy	OS.5.1	Foster collaboration within PROS and across City departments.								
Action	OS.5.1.1	Continue coordination with other PROS divisions to maximize alignment and achieve efficiencies for shared initiatives.	Ongoing	Medium					●	Superintendent, OS Manager
	OS.5.1.2	Enhance cross-department collaboration with City partners (Community Development, Public Works, Sustainability).	Ongoing	Medium					●	Project Manager, Communication Team, Superintendent
	OS.5.1.3	Leverage department communications, project management, and administrative expertise to support program initiatives.	Ongoing	Medium					●	Communications Team, Project Manager, Superintendent
Strategy	OS.5.2	Expand external partnerships to support programs and services.								
Action	OS.5.2.1	Identify partnership opportunities that support facility, programming, or operational enhancements.	Ongoing	Low					●	Open Space Manager, Superintendent
	OS.5.2.2	Build upon external partnerships with industry associations, Fire Protection District, event organizers, and community groups.	Ongoing	Medium				●	●	Superintendent, Open Space Manager
	OS.5.2.3	Coordinate with community stakeholders to identify opportunities that support program and service needs.	1 - 5 year	Low		●		●	●	Open Space Manager
	OS.5.2.4	Participate in industry and community networks to support knowledge sharing and collaboration.	Ongoing	High				●	●	Superintendent, Open Space Manager, OS Team

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OPEN SPACE DIVISION										
Level	ID #	Description	Timeframe	Priority	Guiding Principles					Responsible Agency / Staff
			1-5yr / 6-10yr / Ongoing	L/M/H	N	O	R	T	H	
Strategy	OS.5.3	Align staffing and funding resources to meet or exceed service delivery.								
Action	OS.5.3.1	Monitor staff capacity and align assignments with operational and capital project demands.	Ongoing	Medium	●			●	●	Superintendent
	OS.5.3.2	Evaluate divisional staffing needs relative to project support, trail management and volunteer coordination efforts.	1 - 5 year	Medium	●			●	●	Superintendent, Director
	OS.5.3.3	Incorporate priorities into annual budgeting and capital planning processes.	Ongoing	High	●				●	Superintendent, Project Manager, Director
	OS.5.3.4	Pursue external funding opportunities such as grants, partnerships, and development contributions.	1 - 5 year	Medium	●				●	OS Supervisors, OS Manager, Project Manager, Superintendent

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COAL CREEK GOLF DIVISION										
Level	ID #	Description	Timeframe	Priority	Guiding Principles					Responsible Agency / Staff
			1-5yr / 6-10yr / Ongoing	L/M/H	N	O	R	T	H	
Goal	GC.1	Prioritize exceptional customer service.								
Strategy	GC.1.1	Provide a seamless customer experience from arrival through departure.								
Action	GC.1.1.1	Address the customer journey, emphasizing PGA Professional Golf Management "moments of truth."	1 - 5 year	Medium	●					Manager
	GC.1.1.2	Develop promotions and communication strategies (online, in-person, and on-course).	1 - 5 year	Low			●		●	Comm. Specialist
	GC.1.1.3	Coordinate course preparation activities to support consistent daily playability and desired standards.	Ongoing	High	●				●	Maint. Superintendent
	GC.1.1.4	Identify and address operational bottlenecks to reduce wait times (arrival, tee off, turn, and exit).	1 - 5 year	Medium				●	●	First Asst.
Strategy	GC.1.2	Elevate customer retail offerings.								
Action	GC.1.2.1	Continually refresh merchandise selection, product presentation based on customer demand and seasonal trends.	Ongoing	Medium				●	●	Head Professional
	GC.1.2.2	Support the food & beverage partnership through quality setting, promotions and competitive pricing.	Ongoing	Medium	●			●	●	General Manager
	GC.1.2.3	Incorporate customer feedback and sales data into retail planning and purchasing decisions.	Ongoing	Medium	●			●	●	Head Professional
Strategy	GC.1.3	Enhance instructional programs that are aligned with staff resources and facility offerings.								
Action	GC.1.3.1	Continue existing player development and instructional programs, enhancing offerings as resources allow.	Ongoing	Medium	●			●	●	Head Professional
	GC.1.3.2	Provide instruction that supports golfers of all skill levels and encourages ongoing participation.	Ongoing	High	●		●	●		Head Professional
	GC.1.3.3	Use participant feedback and demand trends to guide program refinement.	1 - 5 year	Medium				●		Head Professional
Strategy	GC.1.4	Inspire the next generation through youth programs and activities.								
Action	GC.1.4.1	Sustain high-caliber youth golf programs that build skills, confidence, and long-term engagement in the game.	Ongoing	High	●		●	●	●	Head Professional
	GC.1.4.2	Reduce barriers to entry level participants through introductory and beginner-focused opportunities.	1 - 5 year	Medium			●	●		Head Professional
	GC.1.4.3	Expand pathways for youth participation through accessible programming options.	6 - 10 year	Low			●	●		Head Professional

Table 19. Coal Creek Golf Action Plan Matrix

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COAL CREEK GOLF DIVISION											
Level	ID #	Description	Timeframe	Priority	Guiding Principles					Responsible Agency / Staff	
			1-5yr / 6-10yr / Ongoing	L/M/H	N	O	R	T	H		
Strategy	GC.1.5	Foster community connections within, and beyond, the golf community.									
Action	GC.1.5.1	Continue offering leagues, tournaments, and events that foster camaraderie and a welcoming culture.	Ongoing	High			●		●	General Manager	
	GC.1.5.2	Evolve programming to reflect diverse interests and community needs.	1 - 5 year	Medium			●	●		General Manager	
	GC.1.5.3	Promote community-focused and charitable events that strengthen local connections and diverse participation.	1 - 5 year	High	●		●	●	●	General Manager	
	GC.1.5.4	Promote active opportunities for traditionally underserved populations to experience golf offerings.	Ongoing	Medium			●		●	General Manager	
	GC.1.5.5	Pursue non-golf related relationships, participants and compatible facility uses.	6 - 10 year	Low				●	●	General Manager	
Goal	GC.2	Ensure the long-term financial sustainability of golf facilities.									
Strategy	GC.2.1	Optimize revenues and manage expenses.									
Action	GC.2.1.1	Monitor fee structures, pricing models, and utilization rates to align with market demand.	1 - 5 year	High				●	●	General Manager	
	GC.2.1.2	Identify efficient operational opportunities and improvements without reducing service quality.	1 - 5 year	Medium	●			●	●	General Manager	
	GC.2.1.3	Evaluate seasonal and peak/off-peak revenue strategies to maximize facility use.	1 - 5 year	Medium	●			●	●	General Manager	
Strategy	GC.2.2	Pursue new revenue opportunities, including events, programs, and other compatible uses.									
Action	GC.2.2.1	Expand tournament, league, and event programming to increase facility utilization and revenue.	6 - 10 year	Medium			●	●	●	General Manager	
	GC.2.2.2	Evaluate opportunities for compatible non-golf uses of facilities and amenities on site.	1 - 5 year	Low			●	●		General Manager	
	GC.2.2.3	Assess demand for new or expanded programs that increase off-peak usage and participation.	1 - 5 year	Medium			●	●		General Manager	
Strategy	GC.2.3	Implement strategic investments that support operational efficiency.									
Action	GC.2.3.1	Prioritize capital investments that improve operational efficiency and reduce long-term maintenance costs.	Ongoing	High	●			●	●	General Manager	
	GC.2.3.2	Align facility improvements with customer experience, agronomic quality, and financial performance goals.	1 - 5 year	High	●			●		General Manager	
	GC.2.3.3	Support seasonal demands and adjust staffing needs accordingly.	Ongoing	Medium	●		●			General Manager	
	GC.2.3.4	Evaluate return on investment for major equipment and infrastructure upgrades.	1 - 5 year	Medium	●			●	●	General Manager	

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COAL CREEK GOLF DIVISION										
Level	ID #	Description	Timeframe	Priority	Guiding Principles					Responsible Agency / Staff
			1-5yr / 6-10yr / Ongoing	L/M/H	N	O	R	T	H	
Goal	GC.3	Invest in facility and asset capital improvements.								
Strategy	GC.3.1	Advance capital projects that align with long-term objectives.								
Action	GC.3.1.1	Develop a site study for a clubhouse expansion or full clubhouse replacement.	1 - 5 year	Medium				●		General Manager/RAB
	GC.3.1.2	Coordinate investments with broader departmental capital improvement processes.	Ongoing	Low	●			●		General Manager
	GC.3.1.3	Evaluate the practice area to improve functionality, player experience, and revenue potential.	1 - 5 year	Medium	●		●			GM/Superintendent
	GC.3.1.4	Coordinate planning, design and construction to minimize disruption to operations.	Ongoing	Medium				●		GM/Superintendent
	GC.3.1.5	Define annual CIP funding requests for equipment and infrastructure improvements as needed.	Ongoing	Medium	●			●		GM/Superintendent
	GC.3.1.6	Prioritize improvements based on customer experience and operational, financial and environmental impacts.	Ongoing	High	●			●		General Manager
Strategy	GC.3.2	Extend the life of course infrastructure and support long-term asset performance.								
Action	GC.3.2.1	Update scheduled renewal cycles for irrigation systems, turf infrastructure, and facility assets.	1 - 5 year	Medium	●			●		Superintendent
	GC.3.2.2	Integrate lifecycle planning into maintenance and capital improvements to optimize resource efficiency upgrades.	Ongoing	High	●			●	●	Superintendent
	GC.3.2.3	Use preventative maintenance to reduce long-term replacement and repair costs.	Ongoing	High	●			●	●	Superintendent
Strategy	GC.3.3	Strengthen operational capacity through staffing, equipment, and maintenance systems.								
Action	GC.3.3.1	Assess staffing levels and skill needs to support peak season and specialized maintenance demands.	1 - 5 year	Medium	●				●	GM/Superintendent
	GC.3.3.2	Evaluate staffing capacity and adjust assignments to meet operational and capital project demands	1 - 5 year	Low				●	●	GM/Superintendent
	GC.3.3.3	Apply technology and modernization schedules to optimize efficiencies, reliability, and reduce environmental impacts.	6 - 10 year	Medium	●			●	●	General Manager
	GC.3.3.4	Maintain up-to-date asset management systems and equipment replacement schedules.	Ongoing	High	●				●	GM/Superintendent
	GC.3.3.5	Continue training and professional development for staff, including sustainable maintenance practices and technologies.	Ongoing	Medium	●		●	●	●	GM/Superintendent
	GC.3.3.6	Refine workflows and procedures to improve efficiency, consistency, and resource conservation in course maintenance.	1 - 5 year	Medium	●			●	●	GM/Superintendent

N = Nurture and Evolve Community Assets
O = Optimize connections between people and places
R = Reinforce commitment to health & wellness
T = Tailor systems for sustainability and resilience
H = Honor City Resources

COAL CREEK GOLF DIVISION										
Level	ID #	Description	Timeframe	Priority	Guiding Principles					Responsible Agency / Staff
			1-5yr / 6-10yr / Ongoing	L/M/H	N	O	R	T	H	
Goal	GC.4	Promote sustainable development and resilient best practices.								
Strategy	GC.4.1	Achieve regional and national recognition as a model of sustainable and resilient golf operations.								
Action	GC.4.1.1	Incorporate water wise, agronomic maintenance schedules based on weather patterns, usage levels and best practices.	Ongoing	High			●	●		Superintendent
	GC.4.1.2	Apply best practice operations for vegetation tree maintenance based on industry standards.	Ongoing	Medium			●	●		Superintendent
	GC.4.1.3	Incorporate sustainable design practices in all new capital projects.	Ongoing	Medium			●	●		GM/Superintendent
	GC.4.1.4	Develop educational materials on course contributions to the urban eco-system, wildlife corridor protection and wildfire mitigation best practices.	1 - 5 year	Medium			●			Superintendent
Strategy	GC.4.2	Enhance data tracking and monitoring systems.								
Action	GC.4.2.1	Track financial performance trends to inform annual budgeting and pricing decisions.	Ongoing	Medium	●			●		General Manager
	GC.4.2.2	Monitor golf course contributions to city climate goals like urban canopy, water and energy efficiencies and waste recycling.	Ongoing	Low			●			General Manager
	GC.4.2.3	Monitor asset management systems to identify deferred maintenance repairs and replacement needs.	Ongoing	Medium	●			●	●	Superintendent
	GC.4.2.4	Track resource needs and constraints to inform future planning and funding requests	Ongoing	Medium				●		General Manager
	GC.4.2.5	Evaluate trade-offs to resident and non-resident fee programs to validate short and long term revenue implications.	1 - 5 year	Medium				●	●	General Manager/RAB
	GC.4.2.6	Monitor turf health and playing conditions regularly to guide maintenance priorities and seasonal adjustments.	Ongoing	High				●	●	Superintendent
Goal	GC.5	Support Coal Creek GC Enterprise Fund structure and partnerships.								
Strategy	GC.5.1	Build on collaboration within PROS and across City departments.								
Action	GC.5.1.1	Schedule bi-weekly PROS division coordination meetings to maximize alignment and achieve efficiencies for shared initiatives.	Ongoing	Medium	●				●	PROS Director
	GC.5.1.2	Maintain cross-department collaboration with key City partners, including Public Works, Utilities, Facilities and Sustainability.	Ongoing	Low	●				●	PROS Director
	GC.5.1.3	Leverage department communications, project management, and administrative expertise to support service and project implementation.	Ongoing	Medium	●			●	●	PROS Director

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COAL CREEK GOLF DIVISION										
Level	ID #	Description	Timeframe	Priority	Guiding Principles					Responsible Agency / Staff
			1-5yr / 6-10yr / Ongoing	L/M/H	N	O	R	T	H	
Strategy	GC.5.2	Expand external partnerships to support programs and services.								
Action	GC.5.2.1	Identify partnership opportunities that support facility, programming, or operational enhancements	1 - 5 year	Medium	●			●	●	General Manager
	GC.5.2.2	Continue building relationships with external partners (golf industry associations, event organizers, and hospitality vendors).	Ongoing	Low			●			General Manager
	GC.5.2.3	Develop community-based public relations to strengthen Coal Creek GC's position and communitywide offerings.	1 - 5 year	Low			●	●		General Manager
	GC.5.2.4	Promotes Coal Creek GC through industry and community networks to support knowledge sharing and collaboration.	Ongoing	Medium	●		●	●		General Manager
Strategy	GC.5.3	Align staffing and funding resources to sustain service delivery.								
Action	GC.5.3.1	Monitor staff capacity and align assignments with operational and capital project demands.	Ongoing	Medium	●			●	●	Superintendent
	GC.5.3.2	Evaluate divisional staffing needs relative to project support and volunteer coordination efforts.	1 - 5 year	Low	●			●	●	Superintendent, Director
	GC.5.3.3	Incorporate golf service priorities into annual budgeting and capital planning processes.	Ongoing	Medium	●			●		GM/Head Pro
	GC.5.3.4	Pursue external grant funding opportunities, partnerships, and philanthropic contributions.	Ongoing	Low				●	●	General Manager
	GC.5.3.5	Support staff training, development, professional certifications and ongoing learning.	1 - 5 year	High	●		●	●		GM/Head Pro

5.4. FUNDING AND PARTNERSHIPS

Funding for PROS facilities comes from a variety of sources. Some are permanent, dedicated funding sources that are internal to the City, such as the City's Capital Improvement Program, the General Fund, and voter approved tax and bond initiatives. Others are external (such as federal and state grants and bond initiatives). Leveraging a variety of funding sources is key to creating a sustainable and equitable PROS system. A list of internal and external funding resources for the PROS Department can be found in [Appendix D: Possible Funding Sources](#).

Regional Partnerships

Regional partnerships are a key aspect of PROS Department management. Partnerships can help municipalities consolidate funding sources, manage shared or connected spaces consistently, and ensure that cities do not feel disjointed from their surroundings. These are key factors in implementing the Plan's recommendations effectively over time.

Local, State and Federal Grant Funding Opportunities

It is important for the PROS Department to begin identifying funding sources in order to make the Guidebook concepts a reality. In addition to the PROS Department's internal funding sources, the Department should research and identify regional, state, and federal funding programs to help leverage direct costs for infrastructure and site development improvements.

The listed resources are not inclusive of all possible grant funding sources. Additional grant opportunities beyond what is noted may apply to individual community needs.

Examples of these programs for 2026 can be found in [Appendix D: Possible Funding Sources](#).



Bocce at Memory Square Park (Credit: Life in Louisville Photo Contest)

5.5. NEXT STEPS

Implementation of the LRP will occur incrementally over the next ten+ years following adoption by City Council as part of the PROS Guidebook. Initial next steps include prioritizing short term Action Items, integrating Plan Recommendations into annual work plans, the Capital Improvement Program, and departmental budgeting processes, and continuing coordination with Advisory Boards and partner agencies. The Implementation Plan serves as a living tool, to be reviewed and updated annually to track progress, adapt to changing conditions, and celebrate accomplishments. Ongoing community engagement, transparent reporting, and pursuit of diverse funding and partnership opportunities are essential to sustaining momentum. By using this Plan as a practical decision making framework, Louisville can ensure thoughtful investments, measurable outcomes, and long term stewardship of the PROS amenities that are central to the community's identity.

Parks

- 1. Advance Multi-Use Athletic Facilities:** Review and update the 2005 athletic facilities feasibility study to reflect current community demand, site opportunities, and development constraints. An updated assessment will provide a contemporary foundation for advancing multi-use athletic fields and sports courts, helping prioritize investments and move this long-standing community need toward implementation.
- 2. Strengthen Asset Management:** Expand the digital asset management system to centralize inventory, condition assessments, maintenance records, and lifecycle data. A comprehensive asset management program will help ensure existing parks and facilities are maintained proactively, allowing the City to better care for its current assets while making informed decisions about maintenance priorities and future capital investments.
- 3. Enhance Sustainable Park Management:** Continue implementing sustainable park management practices that improve water efficiency, reduce resource consumption, and support long-term resilience. Prioritizing irrigation improvements, drought-tolerant landscapes, and other sustainable practices will help protect park assets while responsibly managing natural resources.

Recreation & Senior Services

- 1. Coordinate Recreation Facility Planning:** Continue coordination with the Parks Division to guide the planning and development of shared athletic facilities, including ballfields and sports courts. Collaboration between divisions will help ensure future investments support community recreation needs, maximize facility use, and align capital improvements with programming demands.
- 2. Refine Recreation & Senior Services Delivery Strategies:** Build upon existing planning data and community input to further assess facility capacity, program demand, operational considerations, and service preferences. Refining the service delivery strategy will help identify opportunities to accommodate growing demand, respond to documented interests such as aquatics, fitness, and senior programming, and determine how existing facilities, off-site locations, partnerships, and other service delivery approaches can best support long-term community needs.
- 3. Prepare for a Growing Senior Community:** Use demographic trends, participation data, and community input to anticipate the changing needs, interests, and expectations of a growing senior community. Preparing for a continued population increase among seniors will help Recreation & Senior Services adapt programs, recreation opportunities, partnerships, and service delivery approaches to support active aging and provide meaningful opportunities for older adults over the next decade.



TBD

Open Space

- 1. Support Trail System Planning and Implementation:** Coordinate the Trail System Plan to support the management, evaluation, and implementation of trail Recommendations on open space properties. This includes maintaining an updated record of undesignated (social) trails, prioritizing appropriate connections, and applying site-specific management Strategies that balance visitor experiences with long-term resource protection.
- 2. Advance Open Space Management Planning:** Continue developing topic-specific and property-specific management plans that provide detailed guidance for stewardship, resource protection, and appropriate passive recreation opportunities. These plans will help apply the City Charter's open space directives at the property level while guiding data-driven decisions related to visitor amenities and conservation priorities.
- 3. Promote Resilient Land Management Practices:** Continue implementing and promoting land management practices that support ecosystem health, wildfire resilience, and long-term sustainability of open space properties. Proactive stewardship practices will help maintain healthy landscapes, improve resilience to changing environmental conditions, and reinforce the role of land management in reducing wildfire risk.



Spring blooms in open space (Credit: Life in Louisville Photo Contest)

Coal Creek Golf Course

- 1. Further Define a Long-Term Golf Facility Strategy:** Build upon previous feasibility work and community input to evaluate facility needs and potential improvements. Site-specific analysis will help identify realistic priorities for clubhouse, practice, and support facilities that enhance the player experience, support golf operations, and align with the long-term sustainability of the enterprise.
- 2. Establish a Long-Term Financial Framework:** Leverage existing financial analysis and operational discussions to establish a long-term framework for managing the financial sustainability of Coal Creek Golf Course. The framework will guide decisions related to operational performance, capital needs, facility improvements, and future investment considerations.
- 3. Enhance the Community Value of Coal Creek Golf Course:** Continue identifying opportunities to increase community awareness, participation, and connection with Coal Creek Golf Course. In addition to recreation opportunities, the course contributes to broader public benefits including community gathering, civic identity, and environmental stewardship of the Coal Creek corridor.



Coal Creek Golf Course (Credit: Life in Louisville Photo Contest)

06.

APPENDICES

Sunset at Davidson Ditch (Credit: Life in Louisville Photo Contest)

6.1. APPENDIX A: GLOSSARY

Agricultural Uses

The use of land for grazing and for growing and cultivation of crops and plants.

Benchmarking

A measurement of the quality of an organization’s policies, products, programs, strategies, and their comparison with standard measurements, or similar measurements of its peers. Parks and recreation agencies can build a customized benchmark report based on their specific agency size, type, and geographic region through resources such as the NRPA. The objectives of benchmarking are:

- To determine what and where improvements are called for.
- To analyze how other organizations achieve their high-performance levels.
- To use this information to improve performance.

Capital Improvement Program (CIP)

Comprehensive plan for maintaining, enhancing, and expanding parks and recreation infrastructure. Helps prioritize improvement needs of the department to assist in the planning and budgeting process.

Cost Recovery Rate

Cost Recovery Rate indicates the percentage of costs the Department recovers from its revenue.

Critical Wildlife Habitat

An environment that supports plants and wildlife by providing food, water, shelter, and space. High-quality habitat includes diverse, functional native plant communities that meet the structural and nutritional needs of wildlife.

Director

The director of the department of Parks, Recreation & Open Space or their designated agent or employee. The director shall make and publish such regulations, not inconsistent with the terms of this title, as necessary for the orderly use and management of the city’s Parks, Recreation & Open Space facilities and programs.

Ecologically Important Areas

Areas including native plants, native wildlife, and their habitats.

Full-Time Equivalent (FTE)

The full-time equivalent (FTE) position is a standardized measurement used to determine the total number of full-time employees a company would have if all employees worked full-time hours. It accounts for the actual hours worked by both full-time and part-time employees, converting them into equivalent full-time positions.

Gaps

Discrepancies between current conditions and desired future outcomes within the City of Louisville parks, recreation, open space, or Trail System.

Greenway

Linear corridors that link together natural, cultural, and recreational resources. Help conserve a variety of unique resources, create many types of recreational opportunities, and help link these spaces together.

Native Plants

Plant species that occur naturally in Louisville habitats without direct or indirect human actions.

Native Wildlife

Animal species that occur naturally in Louisville habitats without direct or indirect human actions.



Trail through open space (Credit: PROS Staff)

Open Space

Land that is included in the open space zone district pursuant to Section 15 of the home rule charter.

- **Preserve Land:** Open space land with no or very low level of visitation. This land consists of:
 - o Moderate to high level of relative ecological importance with lower levels of habitat fragmentation.
 - o Preserves and promotes the long-term viability of native plants and native wildlife, restoration potential, and ecologically sound agricultural use.
 - o No or very low levels of passive recreational activities shall be permitted
- **Protect Land:** Open space land with moderate to moderately high level of visitation. This land consists of:
 - o Moderate to high level of relative ecological importance with higher levels of habitat fragmentation.
 - o Management may permit passive recreation activities so long as they are designed to encourage resource protection, long-term ecological viability of native plants and native wildlife, restoration, ecologically sensitive agricultural use, re-search, and education, and they prevent any adverse effects on Preserve Land.
- **Visitor Land:** Open space land with moderate to high level of visitation. This land consists of:
 - o Lower level of relative ecological importance with higher levels of habitat fragmentation.
 - o Recreational opportunities are designed to encourage resource protection with minimal landscaping using native plants and limited irrigation.
- **Other Land:** Open space land with high level of visitation. This land consists of:
 - o Include construction of entryway features and trail rests, planting of trees, and other buffer plantings. Reasonable attempts shall be made to minimize the impact of entryway features and trail rests on the land, and to use native trees and plants.

Park Land

Land acquired or owned as a whole or in part by the city that is:

- Designated, maintained, or reserved by the city for such recreation uses as are not prohibited by the city; or
- Composed primarily of irrigated turf designed for public use.

Parks

All park land, as defined above, and all grounds, roadways, avenues, parking lots, and areas and recreation facilities therein.

- **Community Park:** A park that has an area of 15 acres or more.
- **Neighborhood Park:** A park that is 1-15 acres in size.
- **Pocket Park:** A park that has an area of 1 acre or less.

Passive Recreation

Recreational activities that are determined by the City Council, after consideration of the recommendations of the Open Space Advisory Board, have minimally harmful effects on native plants and native wildlife. Include activities such as hiking, photography, or nature studies, and if specifically designated, bicycling, or fishing.

Peer Cities

Cities that are relatively similar in key demographic indicators (population, affordability, diversity, etc.) that are used as a comparison to indicate the strengths and weaknesses of Louisville’s parks and recreation offerings.

Public Right-Of-Way

Any street, road, sidewalk, alleyway, bike or pedestrian trail or path, or any other right-of-way owned by the city.

Quartile

Statistical value that divides the number of data points into four parts, or quarters.

Recreation facilities

Specialized recreation facilities such as swimming pools, tennis courts, ballfields, and similar facilities under the supervision of the city department of parks and recreation.

Shelter

Includes, without limitation, any cover or protection from the elements other than clothing.

Trail Types

- **Bicycle Lane:** A designated portion of roadway that is designed for use preferentially or exclusively by cyclists.
- **Grade Separated Crossing:** Provides continuity of a bicycle/pedestrian facility over or under a barrier, typically in the form of a bridge or underpass. It is desirable to provide a grade-separated crossing to separate multi-use pathway users from conflicts with motor vehicle traffic.
- **Hard Surface Trail:** A trail that is paved, typically with asphalt or concrete.
- **Local Path:** A trail (paved or unpaved) that creates short connections within neighborhoods, parks, or community areas. Local paths typically provide access to nearby destinations and connect to larger trail or street networks
- **Recreational Trail:** Trails that are used for recreational purposes, such as hiking, snowshoeing, cross-country skiing, bicycling, etc., along routes of scenic, natural, historic, geologic, or water-oriented interest.
- **Shared Use Path:** A paved, off-street facility designed to accommodate multiple types of non-motorized users, such as people walking, biking, or using mobility devices. Shared paths are typically wider than sidewalks with consistent design standards to allow safe two-way travel.
- **Sidepath (or Detached Sidewalk):** A trail that runs parallel to a roadway, separated by a buffer such as grass, curb, or landscaping. Sidepaths provide a comfortable alternative to riding or walking directly in the roadway while maintaining connectivity along major travel corridors.
- **Soft Surface Trail/Unpaved Path:** Trails that remain unpaved and use natural materials such as crusher fines to construct the final trail. Soft surface trails are typically used for recreation, nature access, or connections where paving is not feasible or desired, and they may support both walking and bicycling depending on conditions.
- **Undesignated (Social) Trail:** An unofficial, user-created path that forms over time as users take detours off designated trails. With enough foot traffic, these paths get worn down and can look like an official trail. They have no “improved” surface materials, are not maintained by the City and may lead to erosion, flooding, and habitat fragmentation.



Trail through open space at sunset (Credit: PROS Staff)

6.2. APPENDIX B: LINKS TO SUPPORTING PLANS

To access the supporting plans, please visit Engage Louisville at

<https://www.engagelouisvilleco.org/join-the-journey>



Coyote Run Open Space (Credit: Life in Louisville Photo Contest)

6.3. APPENDIX C: HABITAT INTEGRITY ANALYSIS RESOURCES

Colorado Parks and Wildlife. 2021. Colorado's Guide to Planning Trails with Wildlife in Mind. Developed by the Colorado Trails with Wildlife in Mind Task Force.

https://cpw.widen.net/s/hpbjvgzbhf/planning_trails_with_wildlife_in_mind_full_plan.

Colorado Parks and Wildlife. 2023. "Colorado Parks and Wildlife's (CPW) Recommendations to Avoid and Minimize Impacts to Wildlife from Land Use Development in Colorado (High Priority Habitats)."

Decker, Karin. 2018. "Fragmentation and Connectivity Considerations for Larimer County Open Space Lands." Colorado Natural Heritage Program, May. https://cnhp.colostate.edu/download/documents/2018/Fragmentation_FINAL_small.pdf.

Jordan, S.E., Ganz, T.R., Rutherford, T.K., Blocker, M.J., Domschke, C.T., Klasner, F.L., Masters, E.H., Morgan, T.A., Ratajczak, D.R., Teige, E.C., and Carter, S.K., 2025, Effects of nonmotorized recreation on ungulates in the western United States—A science synthesis to inform National Environmental Policy Act analyses: U.S. Geological Survey Scientific Investigations Report 2025–5014, 60 p., <https://doi.org/10.3133/sir20255014>.

Malone, D. G., and J. C. Emerick. 2003. "Impacts of Trails and Recreationists on Wildlife." EPA Project Number: MM988655-01. Aspen Wilderness Workshop.

Miller, Scott G., Richard L. Knight, and Clinton K. Miller. 2001. "Wildlife Responses to Pedestrians and Dogs." Wildlife Society Bulletin 29 (1): 124–32. JSTOR.

6.4. APPENDIX D: POSSIBLE FUNDING SOURCES

GRANT NAME	AWARD TYPE	DOLLAR VALUE and LOCAL MATCH
Colorado Parks and Wildlife - Outdoor Equity Grant Program	- Outdoor educational programs - Outdoor sports programming - Outdoor space improvement - Gear purchases - In-school programming - After school programming - Summer camps - Job and career training programs	Up to \$100,000 (max)
Colorado Parks and Wildlife - Colorado Outdoor Regional Partnerships Initiative and Grant Program	- Development, coordination, and facilitation of a regional coalition - Governance structure and charter development - Regional conservation and recreation visioning and planning - Recreation and conservation assessments - Mapping, data collection and surveys - Public outreach and stakeholder engagement efforts including traditionally underrepresented communities - Webpage design, marketing and communications	Partnership capacity grants: up to \$150,000 Planning grants: up to \$250,000 Local match- 10%

GRANT NAME	AWARD TYPE	DOLLAR VALUE and LOCAL MATCH
Colorado Parks and Wildlife – Non-Motorized Trails Grants	The Colorado State Recreational Trails Grant Program funds projects to continue to improve outdoor recreation opportunities, including trail construction, maintenance, planning, and support while protecting wildlife, habitat, and cultural resources. Funded by Great Outdoors Colorado (GOCO) and the Federal Recreational Trails Program (RTP), eligible project types include trail construction, maintenance, planning, and support. Local, county, federal and tribal government agencies, recreation and metro districts, and charitable organizations (tax exempt under Section 501(c)(3) of the Internal Revenue Code) are invited to apply.	- Construction and Maintenance – no minimum, up to \$250,000 - Planning and Support – no minimum, up to \$45,000 - Trails Stewardship – no minimum, up to \$150,000 - Match: 25% of the total grant request, 10% of that minimum amount must be cash
Colorado Parks and Wildlife – Land and Water Conservation Fund Grants	Administered locally by Colorado Parks and Wildlife (CPW) on behalf of the National Park Service (NPS), the program focuses on land acquisition to create new outdoor spaces, or the development of existing sites and facilities dedicated to public outdoor recreation.	Varies by project
National Park Service - Outdoor Recreation Legacy Partnership Grants	- Provides funding to enhance recreation opportunities in rural and urban communities. - For creation of new outdoor recreation spaces, reinvigorate existing parks, and form connections between people and the outdoors. - Projects may include sports fields, playgrounds, walking trails, community gardens, and more. - Land acquisition, site development, or renovation of existing facilities are all possible ORLP projects.	ORLP is dollar for dollar match, meaning it funds and reimburses up to 50% of all project costs.

GRANT NAME	AWARD TYPE	DOLLAR VALUE and LOCAL MATCH
Great Outdoors Colorado (GOCO) Base Programs	- Includes separate grant opportunities for Community Impact, Land Acquisition, and Pathways Community Impact: The Community Impact program funds the planning and/or construction of new or upgraded parks, trails, natural areas, and other outdoor amenities. Funding may also be used for stewardship work. Land Acquisition: Competitive projects consider opportunities for passive public recreation access; wildlife habitat and migration corridors; critical watersheds, waterways, and riparian ecosystems; scenic viewsheds and greenways; and open spaces, particularly those that serve disproportionately impacted communities. Eligible projects are fee-simple land acquisitions that provide public access. GOCO also considers conservation easements when tax credits are financially insufficient or impractical. Pathways: This program supports high-level visioning processes, equity initiatives, climate resilience efforts, and community engagement strategies that build networks and partnerships. Projects must address current issues affecting Coloradans, prioritizing proposals that consider disproportionately impacted communities and meaningfully involve community members in project design and implementation. - Organizations eligible for GOCO funding include Colorado cities, towns, and counties; Title 32 special districts; land conservation organizations that advance the acquisition of open space; political subdivisions of the State of Colorado whose missions are to identify, manage, or acquire open space and natural areas; and Colorado Parks and Wildlife.	Community Impact: \$100,000 - \$2,000,000 per project Land Acquisition: up to \$3,000,000 per project Pathways: \$100,000 - \$300,000 per project

GRANT NAME	AWARD TYPE	DOLLAR VALUE and LOCAL MATCH
Conservation Service Corps Grant	In partnership with the Colorado Youth Corps Association (CYCA), GOCO offers funding for our partners to hire conservation service corps for outdoor recreation and natural resource stewardship projects. CYCA is a statewide coalition of eight accredited conservation service corps. These organizations employ and train youth, young adults, and veterans (typically ages 14-25) to address important conservation and stewardship issues. Through this work, young people contribute to their communities while gaining valuable job skills and leadership experience, preparing them for future natural resource careers. Most corps members receive a stipend and an Ameri-Corps education award for college tuition or to reduce student loans. Together, CYCA-accredited corps serve more than 1,700 participants a year. Project types include: - Trail construction and maintenance - Tamarisk, Russian olive, and other invasive species mitigation (chainsaw crews and/or pesticide/herbicide application available) - Fence installation and deconstruction - Wildlife habitat improvement - Riparian restoration - Beetle kill hazard mitigation (chainsaw crews available) - Forest health activities (chainsaw crews available)	Up to \$1.5 million statewide (\$1,200,000 per year to the program and another \$500,000 through GOCO's investment in Colorado Parks and Wildlife.)

GRANT NAME	AWARD TYPE	DOLLAR VALUE and LOCAL MATCH
RESTORE Colorado Program	The RESTORE Colorado Program (Restoration and Stewardship of Outdoor Resources and the Environment) employs a collaborative funding model to support large-scale habitat restoration and stewardship projects across public and private lands. The program is administered by the National Fish and Wildlife Foundation (NFWF), and funded by NFWF, GOCO, the Colorado Department of Natural Resources, Colorado Parks and Wildlife, the Gates Family Foundation, OXY, Chevron, the Bureau of Land Management, the U.S. Fish and Wildlife Service, the U.S. Forest Service, and the Natural Resources Conservation Service. By pooling funder resources, RESTORE provides a single grant application that can support larger, multi-benefit projects that enhance wildlife resilience, ecosystems, and communities across the state. What's more, funding from a combination of state, federal, and private sources allows for more flexibility to get projects done. Project types include: • Watershed resilience (wetlands, riparian, and upland habitats including forests) • Eastern Colorado grasslands • Sagebrush rangelands • Big game winter range and migration corridors Eligible applicants include non-profit 501(c)(3) organizations, U.S. Federal government agencies, state government agencies and other political subdivisions of the state, local and municipal governments, Tribes, and educational institutions.	TBD for 2026 In 2025, approximately \$4.5 million were available
Boulder County – Parks and Open Space Small Grants Program	Parks and Open Space awards small grants for research and biological inventories on open space lands. These research projects and inventories provide valuable data to monitor management practices, advance our ability to adapt and mitigate the effects of climate change, and improve resources and park visitor experiences.	Up to \$12,500

GRANT NAME	AWARD TYPE	DOLLAR VALUE and LOCAL MATCH
Boulder County – Strategic Fuels Mitigation Grant	The purpose of these funds is to support large landscape and community-wide forest and grassland management projects to reduce the risk of catastrophic wildfire, protect water supplies, and promote resilient ecosystems.	\$2 million annual budget across all projects, divided between two grant cycles (Spring and Fall) Minimum 50% match required
Conservation Trust Fund (CTF)	The Department of Local Affairs distributes Conservation Trust Fund (CTF) dollars quarterly, on a per capita basis, to over 470 eligible local governments: counties, cities, towns, and Title 32 special districts that provide park and recreation services in their service plans. Funding can be used for the acquisition, development, and maintenance of new conservation sites or for capital improvements or maintenance for recreational purposes on any public site. A public site is defined by the department as a publicly owned site, or a site in which a public entity/local government holds an interest in land or water.	Varies annually
US Department of Transportation: Safe Streets and Roads for All Grant Program	Grants will be rewarded to support planning and operational initiatives to prevent serious injury on roads and streets. Applicants can register for a planning and demonstration grant or an implementation grant. • Awards will improve roadway safety planning for around 75 percent of the nation's population. • About half of communities awarded are new direct Federal funding recipients to USDOT. • Almost half of communities are in rural areas. • 44 percent of communities receiving funding have populations under 50,000. • Over 97 percent of first-year award recipients have grant agreements in place and over 57 percent of second-year award recipients have grant agreements in place.	\$982 Million awarded to 521 communities to date Recipients must contribute a minimum of 20% of the total eligible project costs from non-Federal sources
Environmental Justice Grant Program	The grant program will fund projects that measure, prevent, or reduce pollution to protect public health or restore the environment.	No local match required

GRANT NAME	AWARD TYPE	DOLLAR VALUE and LOCAL MATCH
Better Utilizing Investments to Leverage Development (BUILD) Grant Program	The U.S. Department of Transportation's (USDOT) Better Utilizing Investments to Leverage Development (BUILD) grant program provides grants for surface transportation infrastructure projects with significant local or regional impact. The eligibility requirements of BUILD allow project sponsors, including state and local governments, counties, Tribal governments, transit agencies, and port authorities, to pursue multi-modal and multi-jurisdictional projects that are more difficult to fund through other grant programs.	There is a local match that is usually around 20%.
Our Town Creative Placemaking Grants Program	The Our Town grant program, administered by the National Endowment for the Arts (NEA), supports creative placemaking projects that integrate arts, culture, and design into local efforts to strengthen communities over the long term. Eligible projects must involve a partnership between a nonprofit organization and a local government entity. These collaborations aim to enhance community livability, foster economic growth, and promote cultural engagement.	Up to \$100,000 (maximum)
Colorado Creates Grant	The purpose of Colorado Creates, Creative Industries' largest annual competitive grant program, is to support arts programs, services, and activities associated with carrying out the National Endowment of the Arts strategic plan. From this funding, OEDIT has developed the Colorado Creates Grant, which provides general operating support for arts-focused organizations for the presentation of public programming.	Grant awards are flat amounts based on your organization's cash operating revenue for your most recently completed fiscal year. All successful applicants in the same revenue range will receive the same amount of grant funds.
EDI Arts and Culture Fund	The Denver Arts and Venues EDI Arts and Culture Fund follows a participatory grant-making model. Decisions about funding are made by the communities we aim to support. These grants support individuals, organizations and community projects through each of the City and County of Denver's ten Human Rights and Community Partnerships (HRCP) Commissions and the Office of Children's Affairs. Funded programs reinforce equity, diversity, inclusion and social justice.	Fund amounts and matching not specified
Arts in Society-Colorado Art Grant	Administered by RedLine Contemporary Arts Center, arts in Society are a collaborative grant-making program that fosters cross-sector work through the arts by supporting the integration of arts and culture into multiple disciplines critical to the health and well-being of Coloradans.	Fund amounts and matching not specified

GRANT NAME	AWARD TYPE	DOLLAR VALUE and LOCAL MATCH
The Fairways Foundation Grants	The FairWays Foundation supports conservation-based projects in the Coal Creek Golf Course and professional turf and ornamental industry, focusing on topics like water conservation and stewardship, habitat conservation, and water education. They fund work that: • Offers commitment to reduce the Coal Creek Golf Course or professional turf and ornamental properties' ecological footprint • Increases the boundaries of standard husbandry in the Coal Creek Golf Course and professional turf and ornamental industry • Includes benefits to the local community • Protects existing natural resources	
PGA Reach Colorado – Pillar Grants	• Established to support Colorado PGA of America Coal Creek Golf Course Professionals, facilities, and allied associations to create programming that supports the Foundation's Three Pillars - Youth, Military, and Inclusion. • Programs must target ages 18 and under, individuals with disabilities, military, or diverse populations. • Consideration will be given to span and benefit the community.	Up to \$3,500

Table 20. Possible Funding Matrix

City of
Louisville

COLORADO • SINCE 1878



PROS GUIDEBOOK



Draft
August 5, 2026

TRAIL SYSTEM PLAN



Acknowledgments

Louisville City Council

Chris Leh, Mayor
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Open Space Advisory Board
Youth Advisory Board

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Preface

Trail access is a defining value of the Louisville community. Residents take pride in the City's scenic open spaces, mountain views, and interconnected network of trails and multimodal paths that provide safe routes to schools, jobs, and neighboring communities. These connections are a key reason many people choose to live and work in Louisville.

As the community continues to grow and recover from major events such as the 2013 flood, the COVID-19 pandemic, and the 2021 Marshall Fire, Louisville remains committed to protecting natural resources while supporting public health and well-being. These values are deeply woven into the City's identity.

The Trail System Plan (TSP) establishes a balanced approach to enhancing recreational access and connectivity while preserving open space and natural ecosystems. It guides how Louisville can improve trail user experiences, protect ecologically important lands, and support a healthy, active community for generations to come.

The Louisville Parks, Recreation, and Open Space (PROS) Department is deeply thankful to all of the volunteers and community members who have contributed to the Trail System Plan.

Executive Summary

Introduction

Louisville’s trails are among the community’s most valued public assets, supporting recreation, daily mobility, public health, environmental stewardship, and quality of life. The trail network connects neighborhoods, parks, open spaces, schools, downtown, and regional destinations and is heavily relied upon for walking, biking, and passive recreation. Recent community challenges—including flooding, wildfire, and the COVID-19 pandemic—highlighted the importance of resilient, well-connected outdoor infrastructure. The Trail System Plan (TSP) sets a coordinated, long-term approach to strengthening Louisville’s trail system, with a high standard to protect native plants, wildlife, and their habitats as the community grows and recovers. The Plan includes a coordinated effort with the City’s Transportation Master Plan (TMP) to ensure a seamlessly connected system between trails and the network of shared-use, multi-purpose pathways in Louisville.

Purpose

The TSP provides a roadmap for improving safety, connectivity, consistency, and sustainability across Louisville’s trail network over the next decade. As part of the PROS Guidebook, the TSP complements the PROS Long-Range Plan and aligns with the 2026 Louisville Comprehensive Plan and other existing City documents. The Plan identifies system gaps, establishes consistent planning, design, and management standards, and balances recreational access with environmental protection. It also offers a framework for prioritizing investments, coordinating across City departments, and leveraging partnerships to ensure long-term stewardship and effective implementation.

The TSP is informed by:

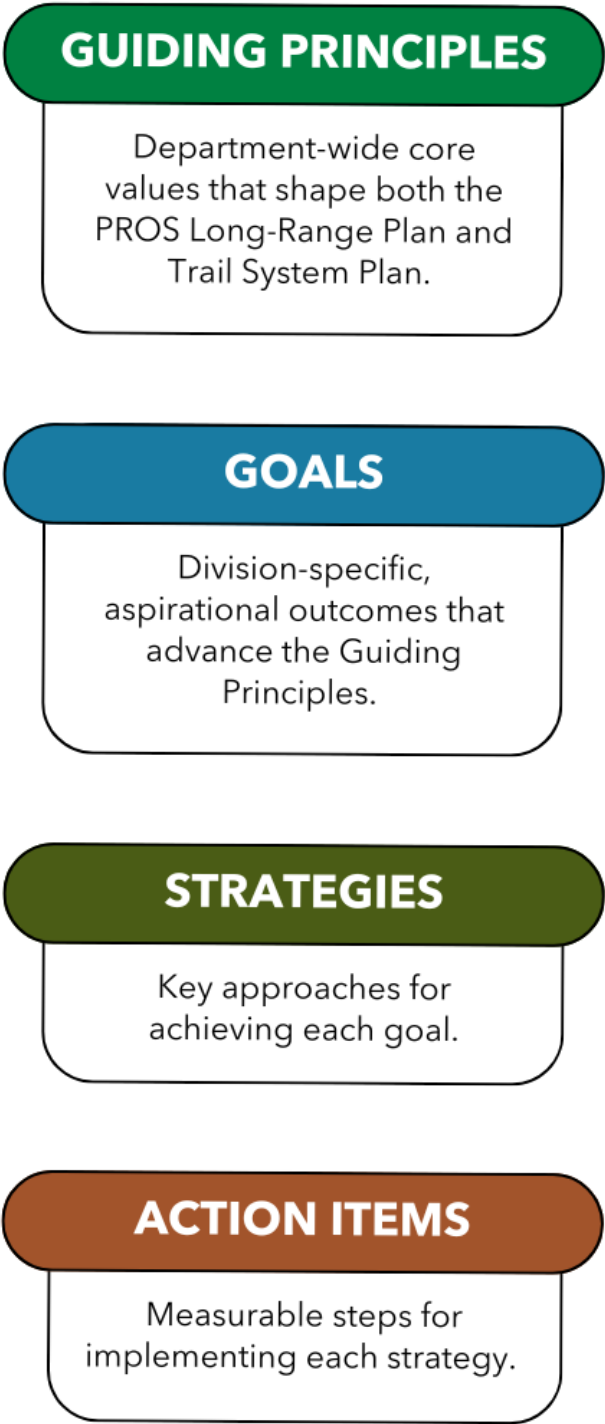
- A technical Needs Assessment Report
- Extensive community engagement
- PROS staff input
- Industry best practices



x Underpass (Credit: PROS Staff)

Plan Organization

The TSP applies four levels of organization to explain values, aspirations, and implementable steps toward realizing those aspirations. The levels are Guiding Principles, Goals, Strategies, and Action Items.



Community Engagement

Robust and inclusive community engagement was central to the TSP’s development. The City gathered input through statistically valid and open-link surveys, public open houses, pop-up events, focus groups, trails workshops, stakeholder interviews, advisory board meetings, and on-site conversations with trail users. More than 2,000 survey responses and hundreds of in-person interactions informed the TSP. Community members strongly supported trails overall. They also asked for better connectivity, safer crossings and underpasses, clearer wayfinding, protection of important habitats, better management of undesignated (social) trails, and more equitable access for users of all ages, abilities, and backgrounds.

The following themes emerged throughout the Community Engagement process:

- **Connectivity, access, and safety:** The public expressed a desire to construct missing trail links between neighborhoods, open spaces, downtown, schools, parks, and regional systems, to reduce reliance on roadways by improving off-street connections, and to address major barriers by installing safer crossings, upgraded underpasses, consistent trail design and surfacing, improved signage, and targeted fixes at potential crash hotspots.
- **Environmental stewardship and system sustainability:** The community prioritizes protecting riparian corridors and ecologically important habitats, managing, restoring, or formalizing undesignated (social) trails, prioritizing maintenance of existing trails on open space before expanding, and strengthening education, stewardship, and enforcement efforts. They further encouraged the PROS Department to implement a progressive, adaptive management approach that supports long-term ecological health, resilience, and functionality for future generations (see [Article 15 of the Louisville Home Rule Charter](#)).
- **Universal access and inclusion:** Residents expressed a desire to ensure trails are accessible to users of all ages and abilities and expand outreach and engagement with underrepresented communities such as non-English speaking residents or those typically unable to attend public meetings.

[More than 2,000 survey responses and hundreds of in-person interactions informed the TSP.]



Trail Pathway (Credit: PROS Staff)



Community Open House #1 (Credit: DTJ Design)

Goals and Strategies

The Plan Goals and Strategies are informed through the community input process. The goal statements are all equally important and shall be applied in the decision-making process. As such, the following goals are not in a priority order.

Improve trail connectivity.

- Prioritize maintenance, rehabilitation, and safety upgrades of existing trails.
- Expand and connect the trail network to improve local and regional connectivity.
- Collect and use trail data to inform planning and investment decisions.
- Promote trail use to support recreation, health, and alternative transportation.

Enhance safety for all users.

- Monitor trail conditions and use data to inform improvements.
- Reduce user conflicts and promote responsible trail use.
- Enhance crossings and navigation to support user confidence.
- Optimize physical conditions to improve visibility and the user experience.

Protect natural resources through data-informed management practices.

- Align trail planning, design, construction, and maintenance with applicable policies.
- Use data and science to minimize ecological impacts.
- Manage trail use to protect sensitive resources.

Formalize trail design standards, maintenance, operations and construction protocols.

- Apply guidelines for trail types, accessibility, maintenance, and supporting features.
- Apply adopted and recognized standards consistently across the trail system.
- Use sustainable and context-sensitive trail design best practices.

Manage undesignated trails through a consistent, transparent decision-making framework.

- Document existing undesignated social trails.
- Communicate social trail decisions to the public.

Strengthen trail system management, partnerships, and funding.

- Foster collaboration within PROS and across City departments.
- Promote external partnerships to support programs and services.
- Align staffing and funding resources to sustain service delivery.

Next Steps

The Trail System Plan (TSP) provides a clear and actionable roadmap for guiding the future of Louisville’s trail system over the next decade. The TSP reflects Louisville’s longstanding commitment to quality of life, environmental stewardship, equity, and fiscal responsibility. The Strategies and Action Items outlined in the TSP balance the importance of maintaining and enhancing existing assets with the need to respond to evolving community demographics, recreation trends, climate challenges, and operational realities. Overall, the TSP establishes a vision for a resilient, connected, and inclusive trail system.

The Implementation Plan serves as a living tool, to be reviewed and updated annually to track progress, adapt to changing conditions, and celebrate accomplishments. Ongoing community engagement, transparent reporting, and pursuit of diverse funding and partnership opportunities are essential to sustaining momentum. Implementation of the TSP will occur incrementally over the next ten years. Initial next steps include confirming short term Action Items, integrating Plan recommendations into annual work plans, the Capital Improvement Program, and budgeting processes, and continuing coordination with Advisory Boards, the Public Works Department, and partner agencies. By using this Plan as a practical decision making framework, the PROS Department can ensure thoughtful investments, measurable outcomes, and long-term stewardship of the trail system amenities that are central to the community’s identity.

[The TSP establishes a vision for a resilient, connected and inclusive trail system.]



Davison Mesa Wayfinding (Credit: PROS Staff)

01.

INTRODUCTION

Sunset Before the Storm (Credit: Life in Louisville Photo Contest)

1.1. PROJECT OVERVIEW

Louisville has experienced significant change in recent years due to the impacts of the 2013 flood, the COVID-19 pandemic, and the 2021 Marshall Fire. These events highlighted the importance of resilient, inclusive, and well-maintained parks, open spaces, and recreational facilities. The 2026 Louisville Comprehensive Plan establishes long-term strategies that balance environmental protection with future growth.

The Parks, Recreation, and Open Space (PROS) Department Guidebook includes two coordinated plans: the PROS Long-Range Plan (LRP) and the Trail System Plan (TSP). Both plans respond to community preferences, demographic trends, current facility needs, and industry best practices to inform future decision-making. The TSP establishes a plan for trails and multi-modal pathways in Louisville that focuses on addressing safety, connectivity, and trail management. The TSP is guided by the PROS Guidebook Guiding Principles.

The LRP and TSP are strategic framework plans, meaning that they propose actionable recommendations for the future, but do not specify capital improvement project initiatives or cost estimates. That effort will be completed by the PROS staff following Plan approval. Together, these plans provide a unified framework to guide PROS investments and priorities over the next decade.

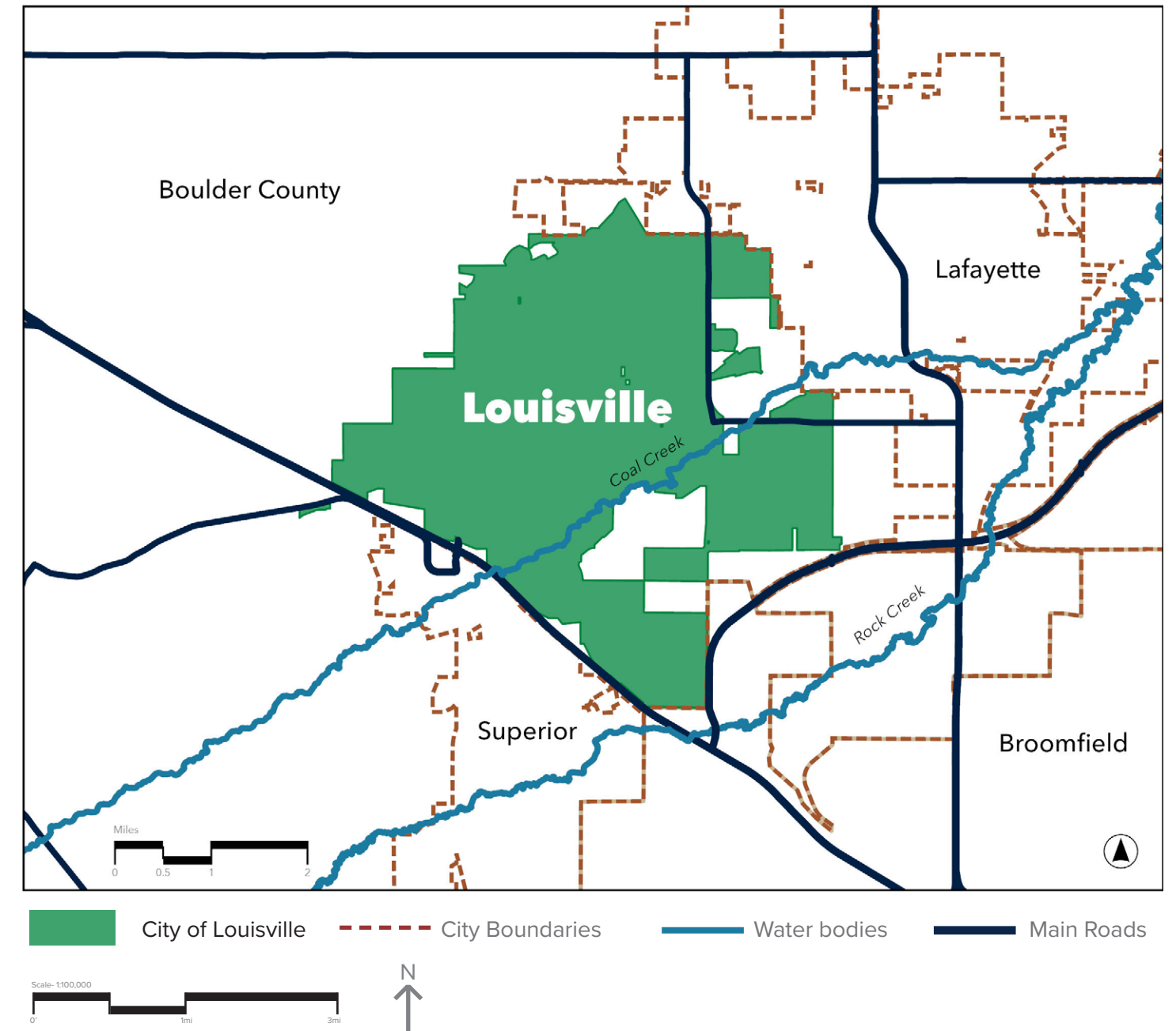


Figure 1. Louisville Vicinity Map

1.2. PLAN PURPOSE

The TSP establishes Goals, Strategies, and Action Items for Louisville's recreational trails and multimodal trail network, including trail standards, connectivity solutions, and Strategies to address safety and access gaps. The Plan supports a healthy and active community, balancing the protection of open lands and natural resources. The Plan is informed by community engagement, a technical Needs Assessment Report, and industry best practices.

The intent of the TSP is to achieve three equally important objectives:

- Provide critical connections and safe access for all to existing trails, various points of interest, neighborhoods, and other areas of Louisville.
- Limit impacts on natural resources, while focusing on sustainability.
- Address user conflicts & safety, and creates a variety of experiences for all users throughout all seasons.

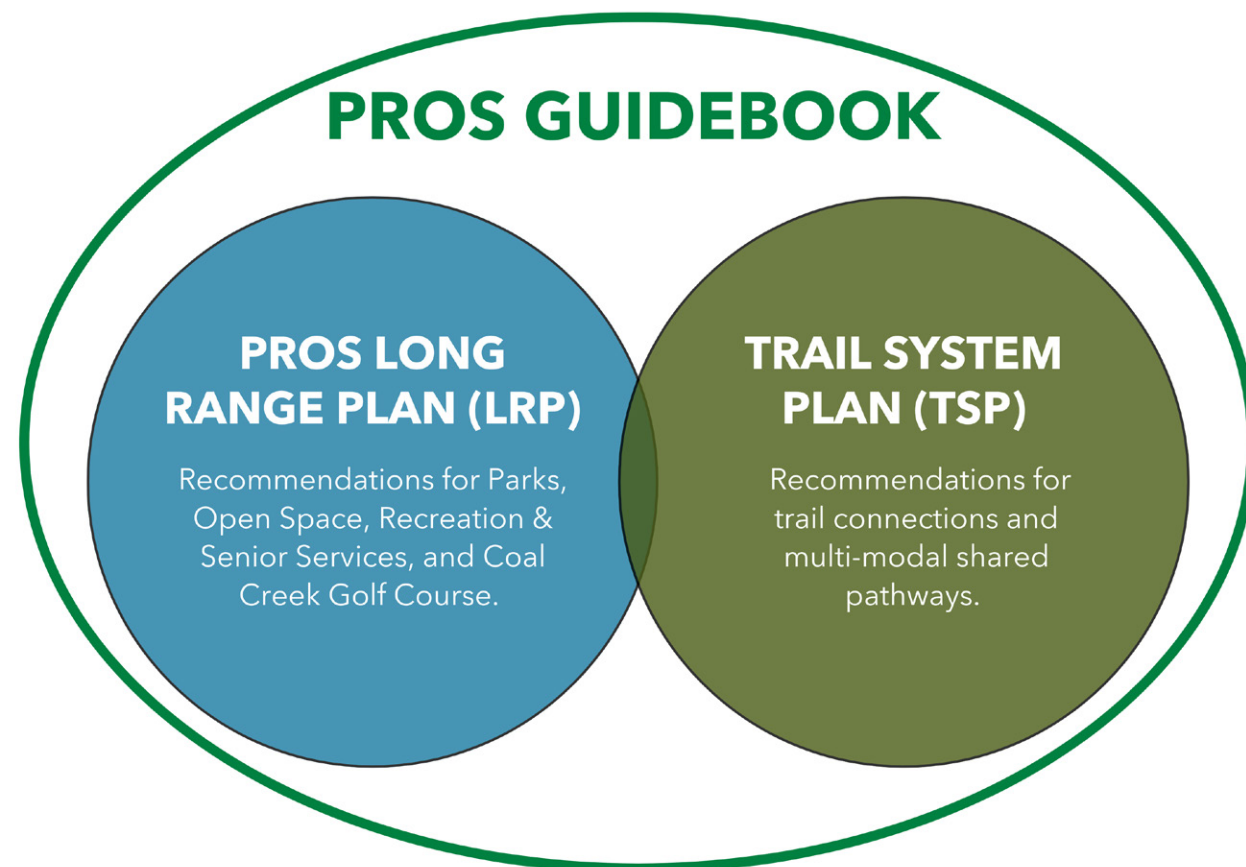


Figure 2. PROS Guidebook Diagram

This diagram is representative of the PROS Guidebook process that integrates both the LRP and TSP.

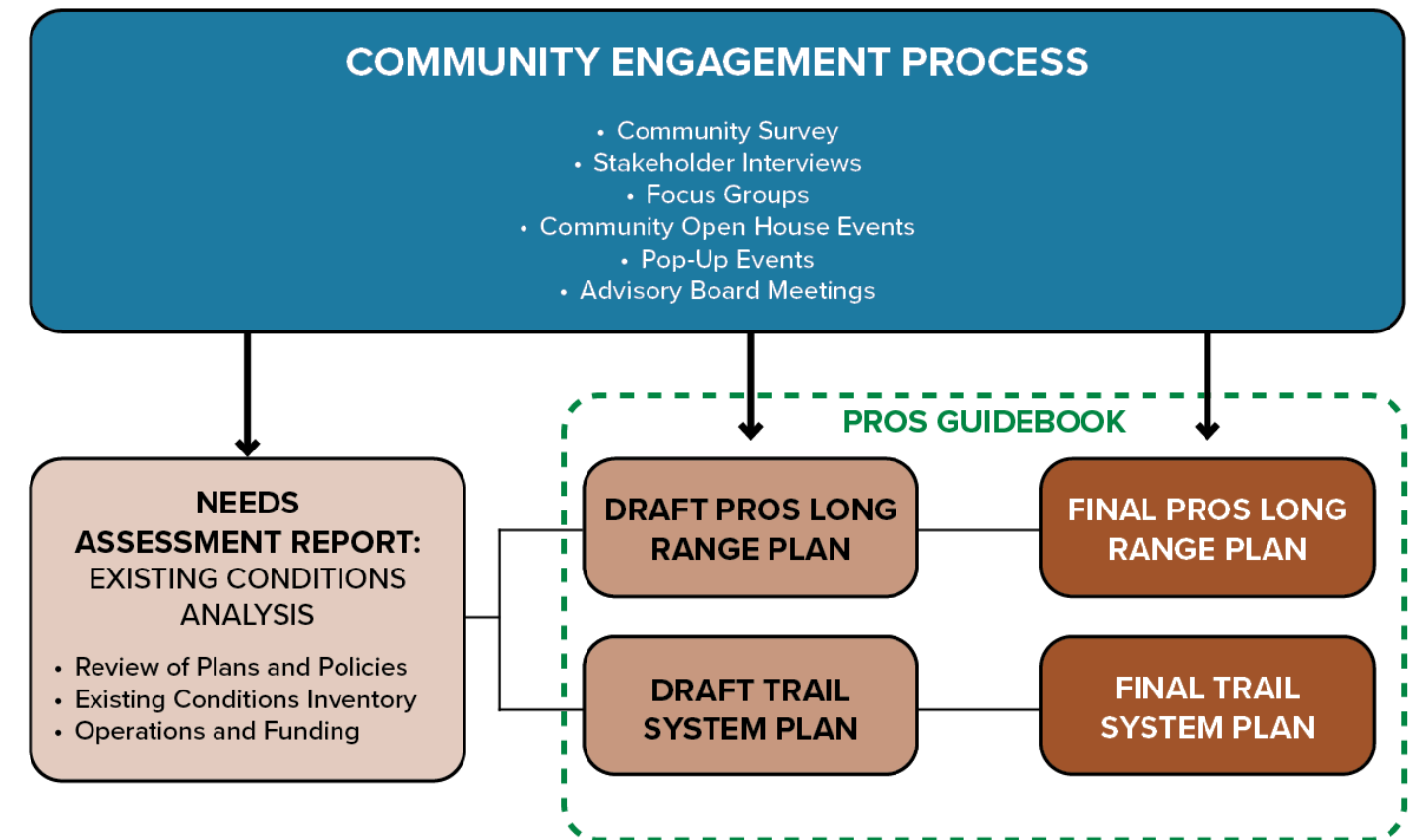


Figure 3. Plan Process Framework

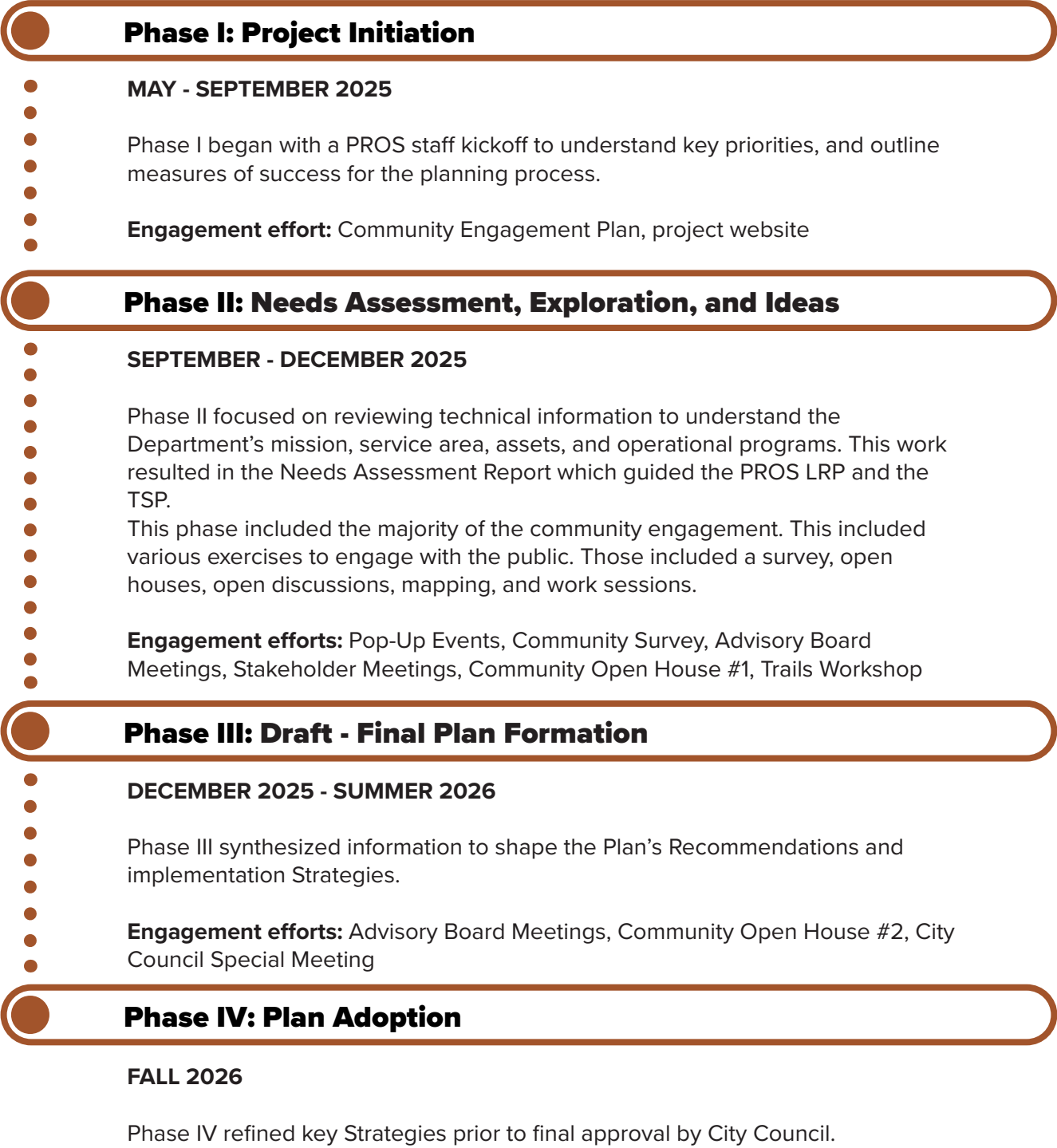
[The PROS Long-Range Plan and Trail System Plan work together as a unified framework; The LRP and TSP provide a framework and both plans inform each other.]

1.3. PROJECT TIMELINE

The TSP process coincided with the PROS LRP process and included shared community outreach events and special workshops, on-site engagement and Advisory Board events. The Project Timeline below illustrates the four Phases of development for the PROS Guidebook process.



Figure 4. Project Timeline



1.4. PLAN ORGANIZATION

The TSP applies four levels of organization to explain values, aspirations, and implementable steps toward realizing those aspirations. The levels are Guiding Principles, Goals, Strategies, and Action Items.

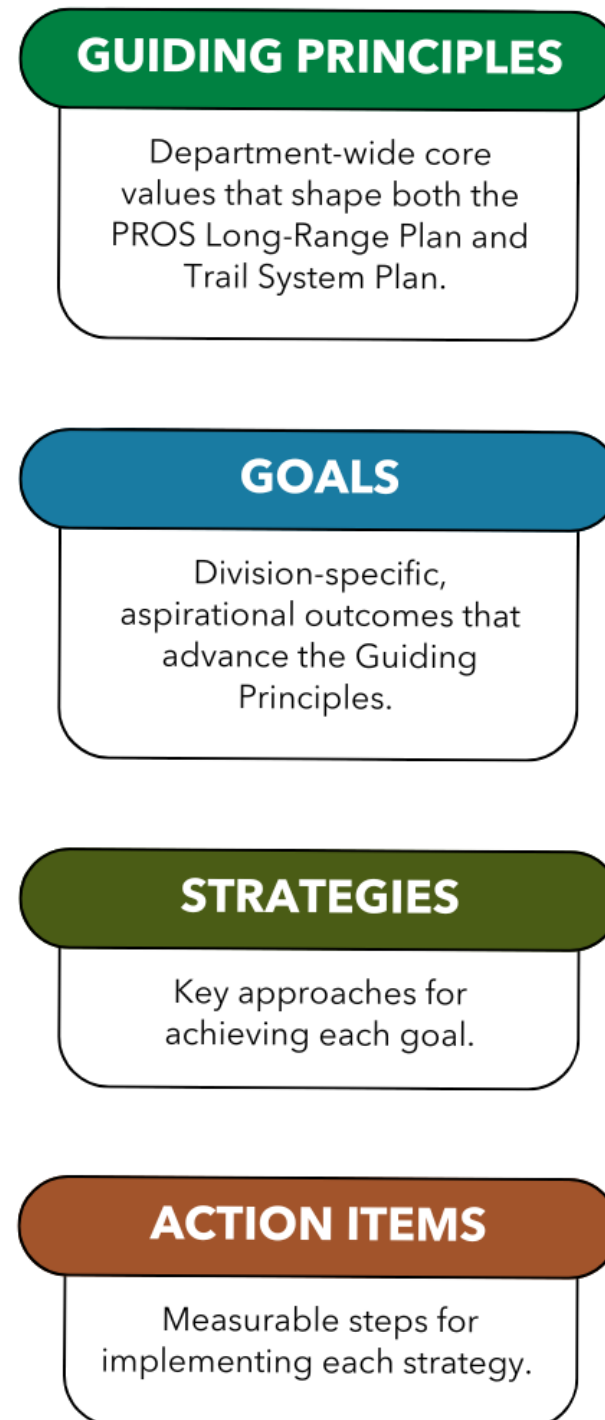
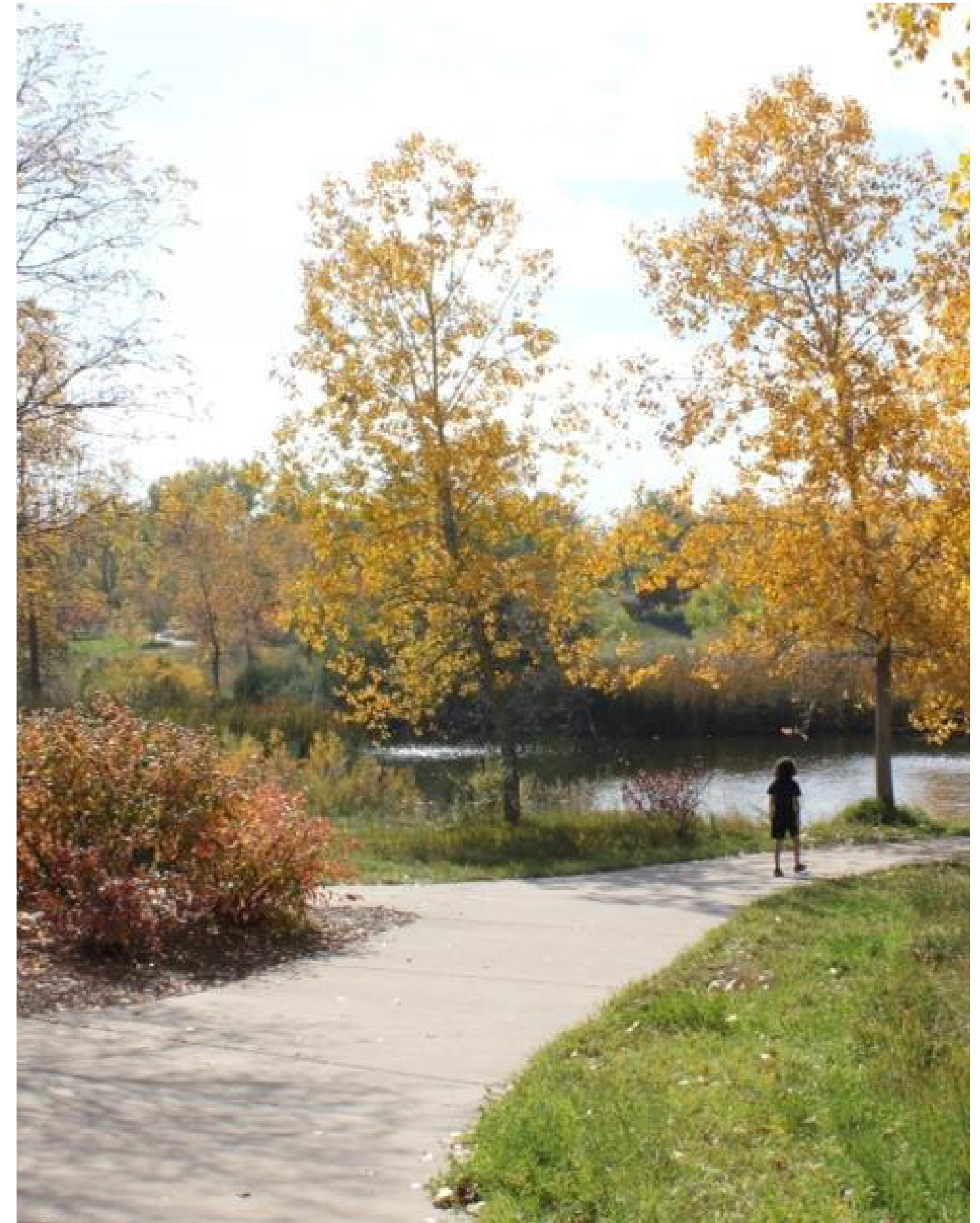


Figure 5. Plan Organization Diagram



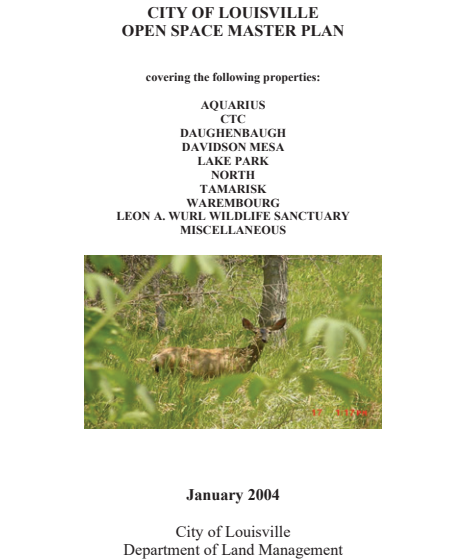
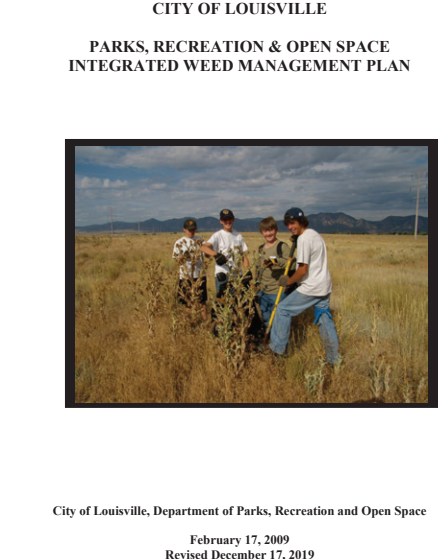
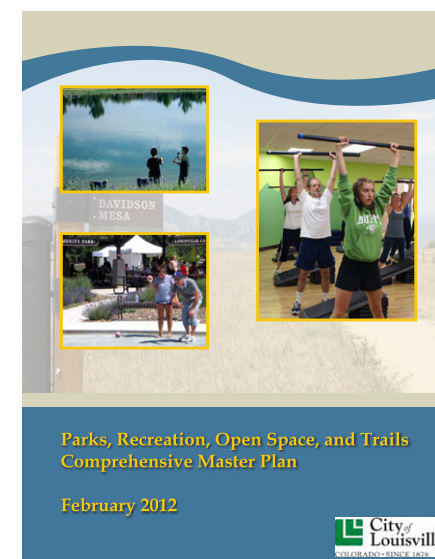
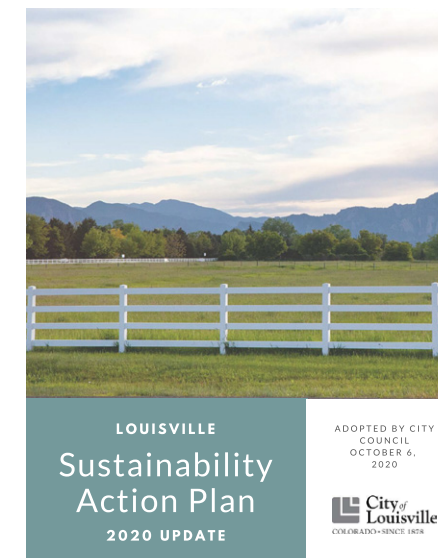
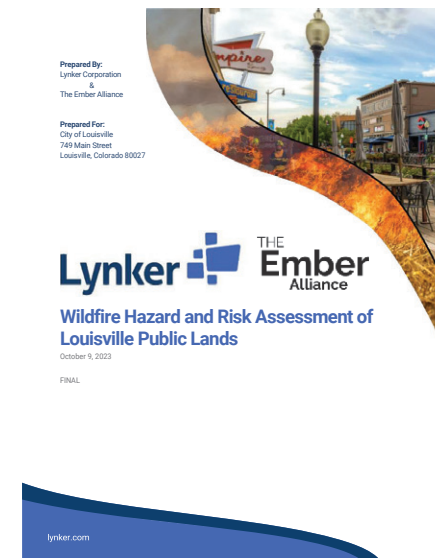
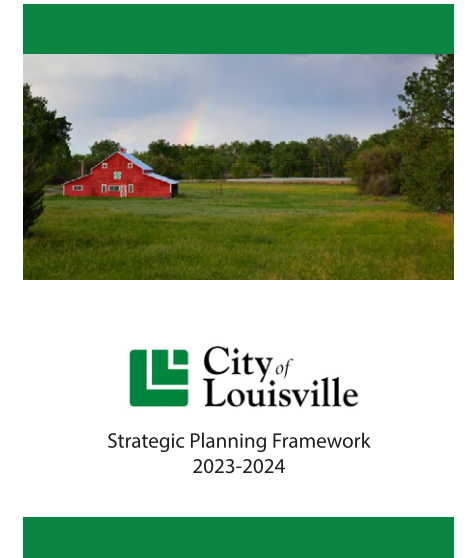
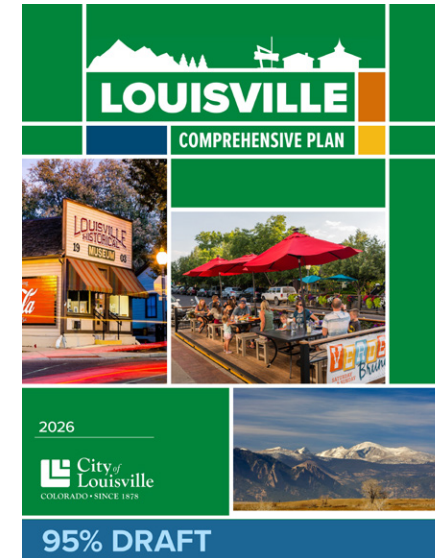
Lake Park Colors (Credit: Life in Louisville Photo Contest)

1.5. PREVIOUS PLANS AND REPORTS

The TSP considers the objectives of the following existing plans.

- 2026 Louisville Comprehensive Plan
- 2026 Vegetation Survey
- 2025-26 City of Louisville Budget Book
- 2023-2024 Strategic Planning Framework
- 2023 Parks General Maintenance and Management Plan
- 2023 Wildfire Hazard and Risk Assessment of Louisville Public Lands
- 2020 Louisville Sustainability Action Plan
- 2020 PROS Integrated Weed Management Plan
- 2019 Transportation Master Plan
- 2012 Parks, Recreation, Open Space, and Trails Comprehensive Master Plan
- 2004 City of Louisville Open Space Master Plan
- 2001 Louisville Home Rule Charter (City Charter)

To access the supporting plans, please visit Engage Louisville at <https://www.engagelouisvilleco.org/join-the-journey>



02.

EXISTING CONDITIONS

Taste of Louisville Run (Credit: Life in Louisville Photo Contest)

2.1. TRAIL SYSTEM OVERVIEW

Louisville residents rely on an integrated trail network for both recreation and daily travel between homes, jobs, schools, and other destinations. Development and maintenance of Louisville’s trail system is implemented in partnership between the Open Space Division, Parks Division and Public Works Department.

The City contains primary and secondary trails, greenways, and street routes and pathways with designated bicycle and pedestrian facilities. Primary trails are the principal trail corridors in the network that provide continuous, high-quality connections between major destinations and serve as the backbone of the trail system. These are the named trails that users may be most familiar with. Secondary trails connect neighborhoods, parks, schools, commercial areas, open space and other destinations to primary trails and to one another. Street routes are pathways that are integrated with a roadways to provide network continuity where an off-street trail is not feasible or appropriate. This may include sidewalks and/or bike lanes. Street routes are maintained by the Public Works Department, while all other trail facilities are maintained by the PROS Department.

The City of Louisville [Transportation Master Plan](#) includes a thorough trail inventory, as of 2019. Louisville’s current Trail mileage is reflected in the table below.

Trail Network Mileage			
Trail Typology		Definition	Length (miles)
Primary	Multi-Modal Corridor	The principal trail corridors in the network that provide continuous, high-quality connections between major destinations and serve as the backbone of the trail system. Prioritizes direct, efficient travel with minimal delays, emphasizing continuous movement and transportation between destinations.	25.5 mi
	Greenway	Principal trail corridors providing opportunities to experience natural landscapes and park settings while supporting environmental stewardship and conservation.	
Secondary	Connector	Secondary trails connecting neighborhoods, parks, schools, commercial areas, open space and other destinations to primary trails and to one another.	18.0 mi
	Street Route	Integrated with a roadway or developed streetscape to provide network continuity where an off-street trail is not feasible or appropriate. Urban or suburban in nature with emphasis on facilitating everyday travel and providing access to residential and community destinations.	11.0 mi
Total			54.5 mi

Table 1. Louisville Trail Network Mileage by Facility Type

Louisville’s trail system includes 54.5 miles of on-and off-street facilities. The network connects local and regional destinations, parks, open spaces, and schools. Key infrastructure includes grade-separated crossings, primarily located along US 36 and 96th Street, enhancing safety and accessibility. For more information, refer to the Needs Assessment Report in Appendix B.

Observations

The following observations have evolved as part of the TSP process and are based on community and staff input.

- o Louisville’s trail system is heavily used for recreation, mobility, and access to nature.
- o Connectivity gaps exist throughout the City.
- o Louisville lacks continuous connections to downtown, open spaces, and parks.
- o Physical barriers limit use for children, older adults, and less confident riders (South Boulder Road and BNSF railroad corridor).
- o On-street crash data from 2019-2023 indicates areas where trail improvement opportunities exist. Notable locations include McCaslin Boulevard, West Cherry Street, and 96th Street.
- o Current trail design and management standards are not consistent between the Public Works and PROS Departments. The City needs a comprehensive trail design standards source for all trail types and management practices.
- o Multimodal projects compete for limited general fund resources. Additionally, funding for multi-modal projects is divided between the Public Works and PROS Departments.
- o Undesignated (social) trails may fragment ecologically important habitat areas.
- o Continued public information and awareness campaigns on trail use etiquette (such as travel speeds, creation of undesignated trails, and respect between user groups) are needed.
- o City-wide strategies for enforcement of e-bike use on multi-modal pathways and recreation trails should be prioritized.

Primary Trails

-  Powerline Trail
-  Old Town Link
-  Farmers Trail
-  Lake to Lake Trail
-  Mining Trail
-  Goodhue Ditch Trail
-  Coal Creek Trail
-  US 36 Bikeway

-  Hard Surface
-  Soft Surface
-  On-Street Routes
-  Future Routes

Secondary Trails

-  Undesignated (Social) Trails
-  Connectors
-  Street Routes

-  City Boundary
-  Recreation & Senior Center
-  City Hall

Scale: 1" = 2000'-0"

0' 1000' 2000' 4000'

N

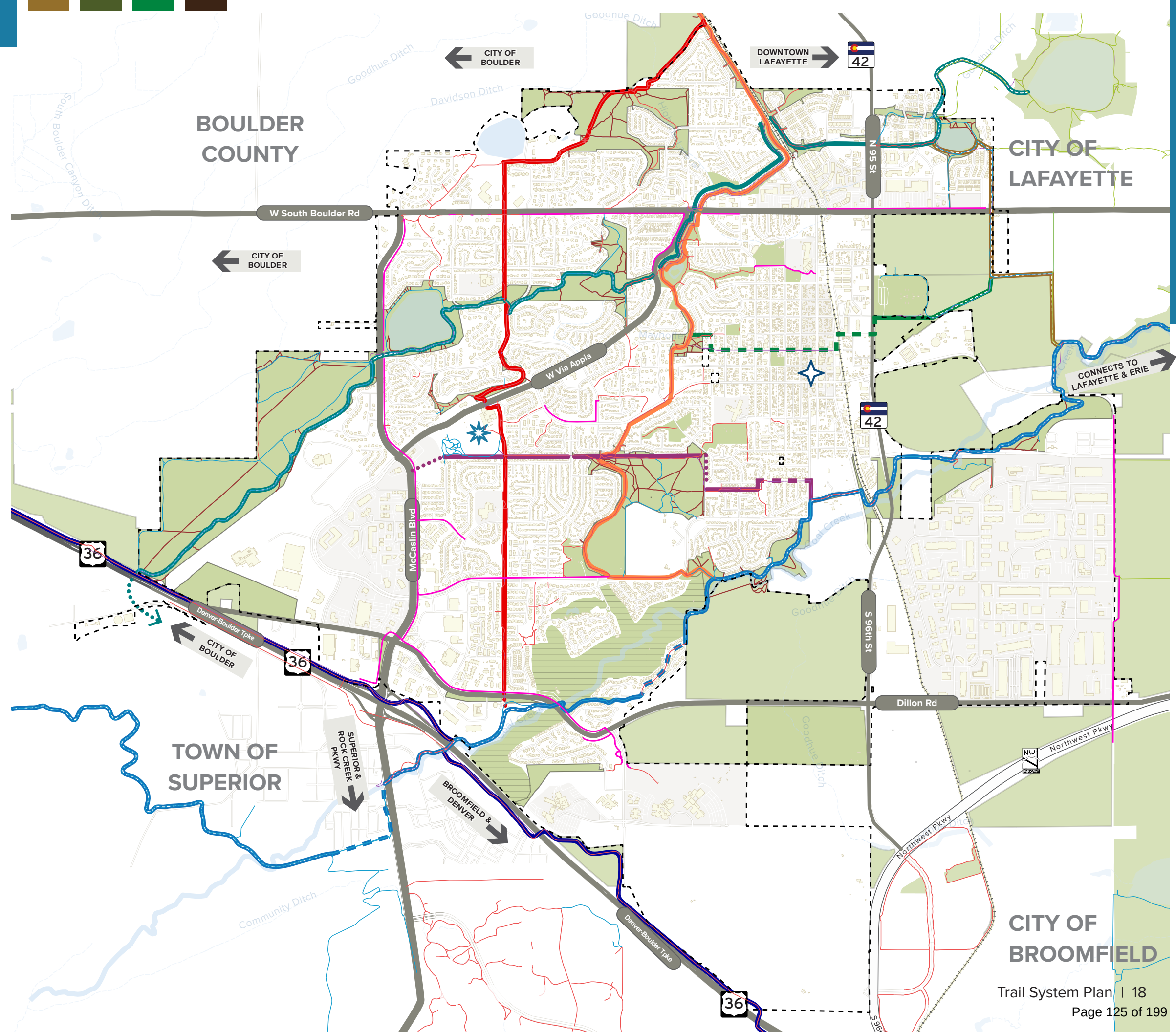


Figure 6. Existing Shared-Use Pathways and Trails
(Sources: City of Louisville, Boulder County, ESRI)

2.2. RELATIONSHIP WITH OPEN SPACE

Under Article 15 of the [City of Louisville Home Rule Charter](#), public trails and access are permitted on open space lands only when consistent with each property's classification and management intent. The City municipal code also specifies OSAB as the overseer of the Trails System Plan (Section 4.02.030.B.d). The City classifies open space parcels according to ecological sensitivity, habitat value, and the appropriate level of human use. These classifications directly determine where trails may be located and how they must be managed. Louisville's open space system is managed to preserve cultural resources, agriculture, scenic vistas, and appropriate passive recreation activities, as well as to protect native plants and wildlife habitats, with the aim of practicing good stewardship and sound ecological principles.

Community concerns often arise where undesignated trails are present in ecologically important areas. These trails can fragment habitat, disrupt wildlife movement, and conflict with the City's open space management standards. As a result, perceived conflicts typically stem from unmanaged access in areas intended for conservation. The TSP seeks to address these conflicts by clarifying where trail access is and is not appropriate based on open space classification. This will allow the PROS Department to evaluate which undesignated trails to formalize and which to restore as native vegetation. For more information on Undesignated Trails, refer to Section 2.3, Undesignated (Social) Trails



Trail through open space (Credit: Life in Louisville Photo Contest)



Trail Bridge Crossing (Credit: PROS Staff)

Open Space Classifications

Article 15 of the City of Louisville Home Rule Charter classifies open space land by its ecological, recreational, and scenic value. Open space classifications reflect relative ecological importance and levels of habitat fragmentation. These classifications are used to manage wildfire mitigation, habitat protection, and balance conservation with appropriate levels of passive recreational use. They also guide the ongoing research and monitoring necessary to steward Louisville's open space system over time.

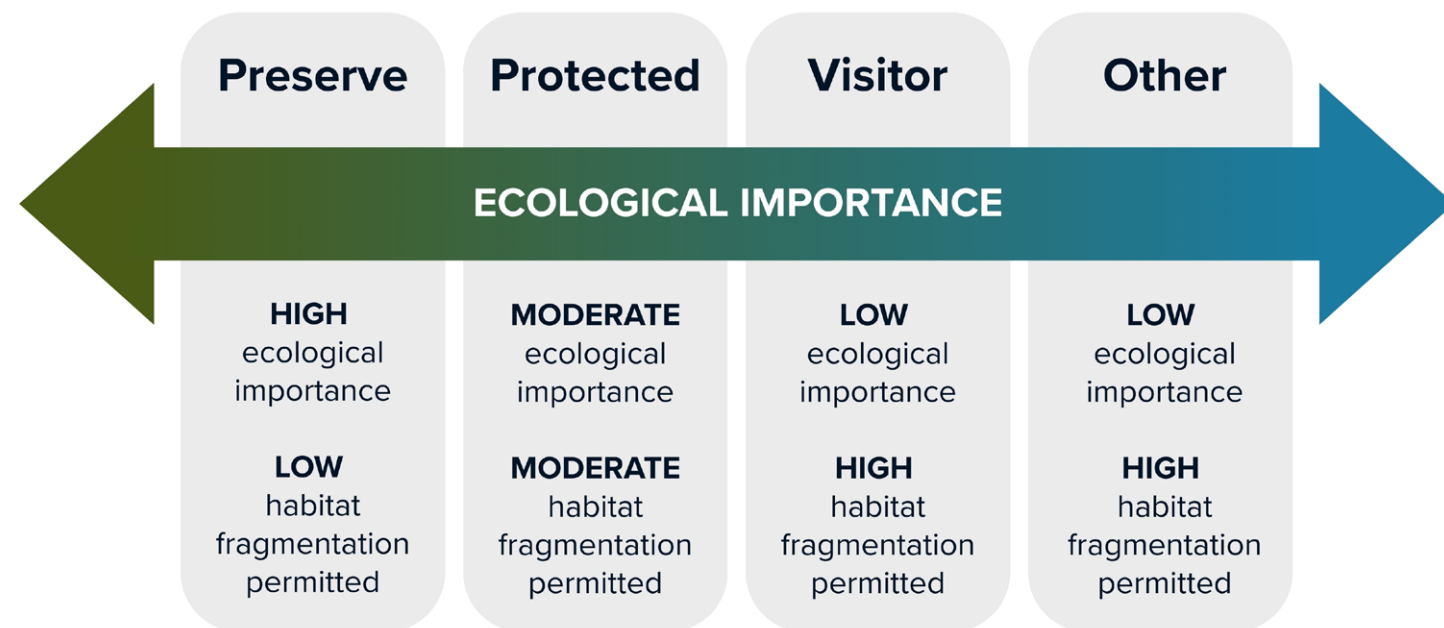


Figure 7. Open Space Classifications Diagram

Louisville's open space properties contain areas with one or several of the following classifications:

- **Preserve:** open space of moderate to high ecological importance that is managed to protect and restore native species and habitats. It allows only minimal supervised visitation, and prioritizes ecological needs over human uses.
 - o Management: Preserve and promote the long-term viability of native flora and fauna, restoration potential and ecologically sound agricultural use.
 - o Recreational Use: No or very low levels of passive recreational visitation. Visitation is for research purposes and formal supervised educational purposes.
- **Protected Land:** Ecologically important open space that is managed to safeguard native species and ecosystems while allowing carefully controlled passive recreation and moderate visitation. Ecological needs take precedence over human use when conflicts arise.
 - o Management: Managed in the same manner as Preserve Open Space, except passive recreational uses are permitted.
 - o Recreational Use: Visitation levels shall be moderate to moderately high. Recreational impacts must be contained to prevent spillover to Open Space-Preserve Land, and uses encourage resource protection, long-term ecological viability of native flora and fauna, restoration, ecologically sensitive agricultural use, research and education.
- **Visitor Land:** Open space of lower ecological importance that supports moderate to high recreational use, managed to provide visitor opportunities while protecting natural resources.
 - o Management: Managed so that recreational opportunities are compatible with resource protection with minimal landscaping using native plants and limited irrigation.
 - o Recreational Use: Moderate to high levels of visitation may be permitted.
- **Other Lands:** Open space managed for high visitation and passive recreation that accommodates entry features, trail rests, and native buffer plantings while minimizing their environmental impact.
 - o Management: Include entryway features and trail rests, planting of trees and other buffer plantings. Reasonable effort is made to minimize the impact of entryway features and trail rests and to use native trees and plants.
 - o Recreational Use: High levels of visitation consistent with existing patterns shall be permitted. Recreational uses are compatible with resource protection with minimal landscaping using native plants and limited irrigation.

Open Space Classifications

Symbol	Category	Acres	Percent
	Preserve	36	6.00%
	Protected Land	185.5	30.00%
	Visitor Land	278.5	45.00%
	Other Lands	117.6	19.00%

Total 617.6*

**Acreage mapped at time of publication.*

-  City Boundary
-  Recreation and Senior Center
-  City Hall

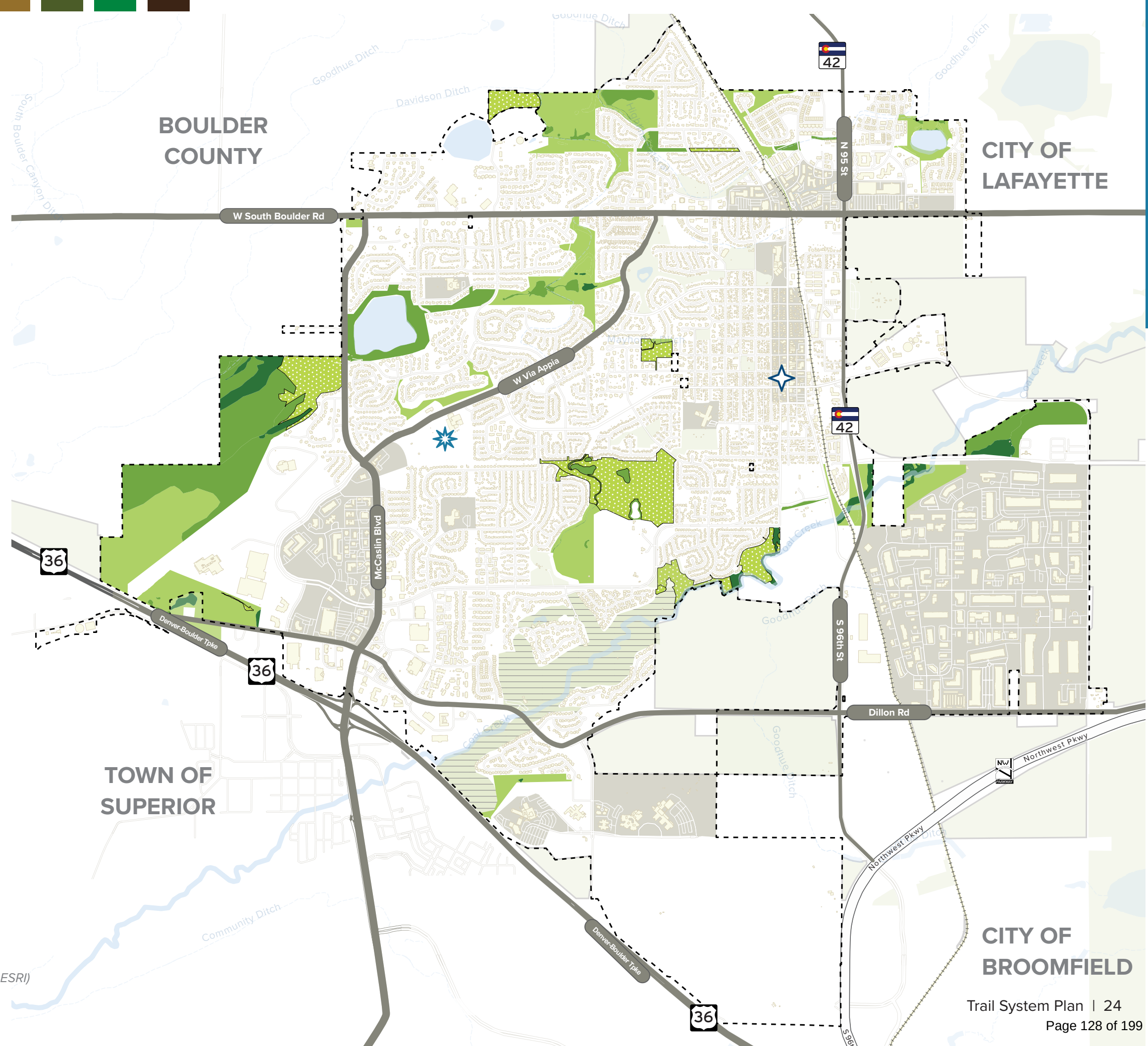


Figure 8. 2026 Open Space Classifications Map
(Sources: 2026 Vegetation Survey, City of Louisville, Boulder County, ESRI)

2.3. UNDESIGNATED (SOCIAL) TRAILS

According to the National Park Service, an undesignated (social) trail is an unofficial, user-created path that forms over time, as visitors take detours off of designated trails. With enough foot traffic, these paths get worn down and can look like an official trail. In Louisville, these user-created paths form as visitors take detours through neighborhoods and off of designated trails. In 2025, the PROS Department conducted an inventory of undesignated trails in Louisville to determine their locations and potential ecological impact. According to GIS data, there are currently about 11 miles of undesignated (social) trails through Louisville’s parks and open spaces.

Undesignated Trail Evaluation

Undesignated trail management should be guided by a consistent, context-sensitive evaluation process. Because the appropriate management response varies by location, potential management actions of undesignated trails should be evaluated based on the context and circumstances of each trail segment, as indicated by the **decision-making flowchart** on the next page. Considerations include property type, land classification (for Open Space properties), trail viability, and potential resource impacts.

For Open Space properties, the land classifications defined in Article 15 of the City of Louisville Home Rule Charter establish the foundational decision points for evaluating undesignated trails. Only where a designated trail is consistent with the applicable land classification should additional factors—such as trail viability and resource impacts—be considered to determine whether a sustainable trail alignment can be supported. This structured approach promotes consistent and transparent decision-making while recognizing that site-specific conditions remain an important consideration.

The accompanying **criteria** provides a quantitative method for prioritizing implementation once a management action has been identified—either formalizing the trail into the designated network or closing the trail and restoring the area. By scoring a common set of criteria, the matrix helps compare projects across the trail system and directs available resources toward the highest-priority management needs. For example, undesignated trails presenting significant safety concerns or substantial resource impacts may receive a higher priority for closure and restoration than trails with fewer adverse effects.

The resulting priority ranking should inform, but not dictate, implementation timing. Completion of management actions will remain dependent on available funding, staffing, partnership opportunities, and other operational considerations. Implementation schedules should continue to be established and adjusted by staff as part of ongoing work planning.

Evaluation Criteria

Undesignated (social) trails located in the Open Space “Preserve” land classification will be removed and revegetated in alignment with Article 15 of the City of Louisville Home Rule Charter. Additionally, social trails interfering with Open Space & Parks operations will be removed and revegetated. Social trails meeting one of the three categories below, will remain in place. Social trails that do not meet the Open Space Preserve Land Classification, do not interfere with operational needs, and do not meet one of the three criteria, shall be evaluated utilizing this matrix for future management guidance.

1. The trail alignment is identified for future construction in an adopted Transportation Master Plan, Open Space Master Plan or the TSP.
2. The City Council has approved the alignment through a Capital Improvement Project or other adopted planning document.
3. Staff has identified the corridor for future trail connection consideration requiring additional public input.



Undesignated (social) trail through open space (Credit: PROS Staff)

Decision Making for Undesignated Trails

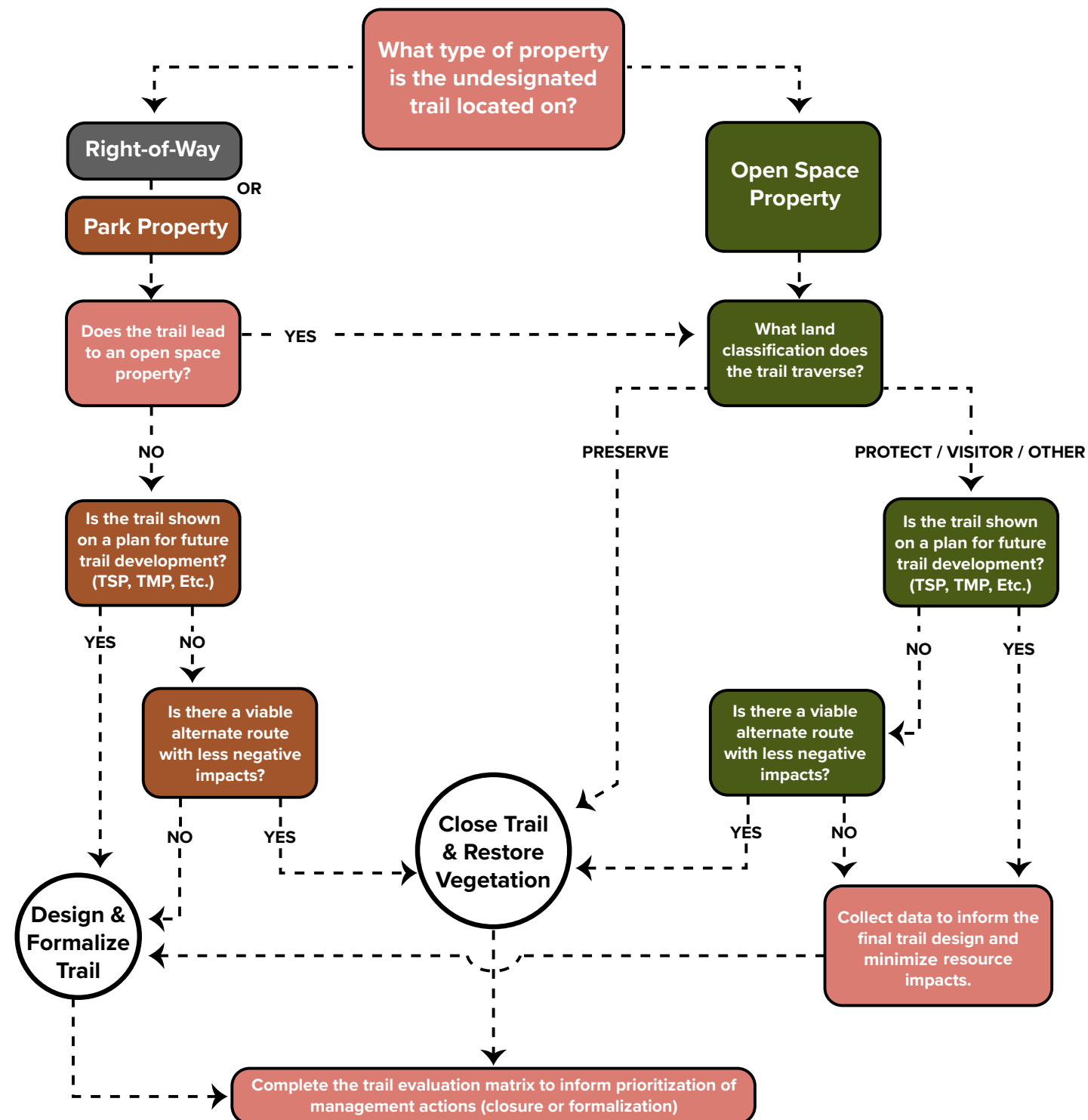


Figure 9. Undesignated (Social) Trail Decision-Making Flowchart

FACTORS	SCORE (Select one score per row):	1	2	3
TRAIL LOCATION (score only 1 of the next 2 lines): If on Open Space, score based on Land Classification If on Park/ROW, score based on land sensitivity				
If on Open Space, score based on Land Classification		Other	Visitor	Protect
If on Park/ROW, score based on land sensitivity				
SAFETY		Low hazard (Ex. low user conflict)	Moderate hazard (Ex. Erosion and sediment loading onto designated trail; creates pedestrian: pedestrian conflict)	High hazard (Ex. Directs users through, or to, hazardous areas such as road edge, blind corner, unstable terrain; pedestrian: vehicular conflict)
WILDLIFE HABITAT QUALITY		Low potential for habitat destruction	Moderate potential for habitat disturbance (Ex: 100 ft. from riparian areas)	High potential for habitat disturbance (Ex: 50 ft. from riparian areas, critical wildlife habitat; frequently used sensitive raptor nests; prairie dog colony; contributes to expansion of prairie dogs colonies.)
TRAIL SATURATION		No duplication of designated or social trails; high use	Duplicates 1 designated or social trail; social trail short cuts within 100 ft. of a designated trail; moderate use	Duplicates 2+ designated or social trails; provides access to an unapproved destination; low use
EROSION		Minor levels of erosion (Ex. Minor trail tread wear)	Moderate levels of erosion (Ex. active soil erosion, mud deposit; trail widening, trenching, braiding)	High Levels of erosion (Ex. impacts to waterways or root exposure)
INVASIVE WEEDS		Low-level weed cover ; low potential for weed seed spread	Moderate-level weed cover; moderate potential for weed seed spread	High-level noxious weed cover, highly invasive species; high potential for weed seed spread
TOTAL SCORE:				

Table 2. Sample Undesignated (Social) Trail Evaluation Matrix

Undesignated (Social) Trails

Key Map

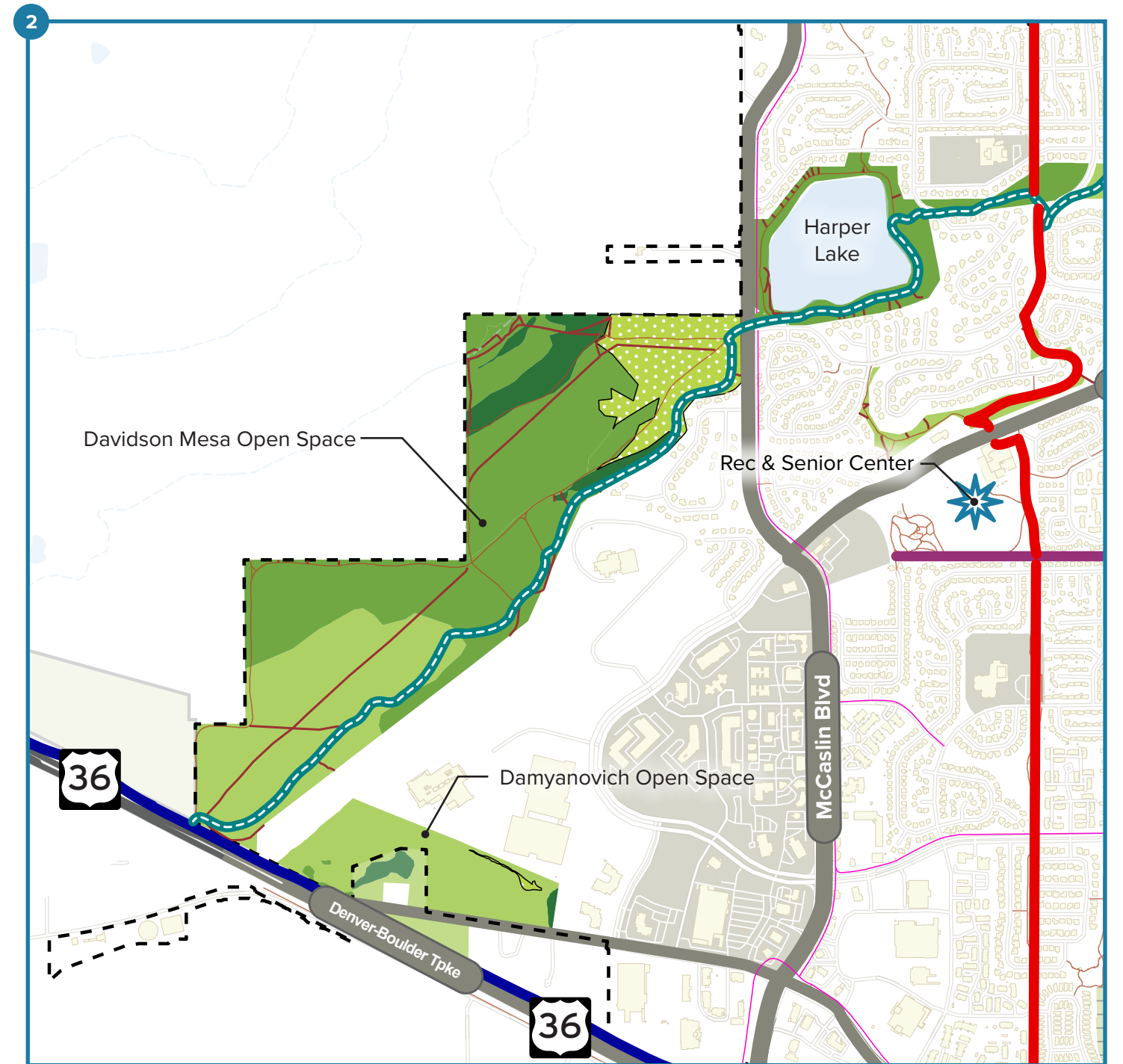
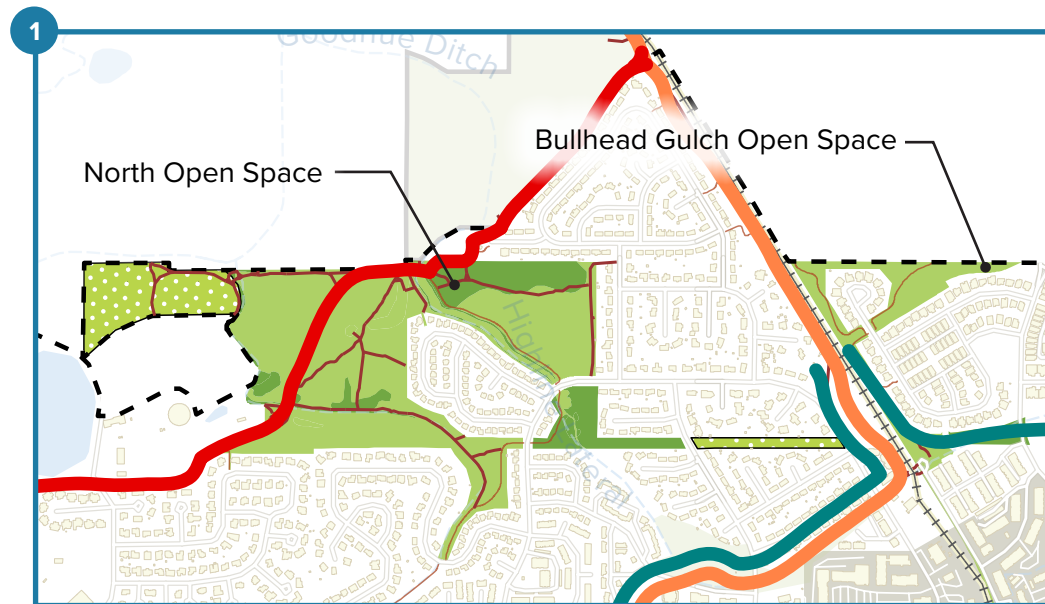
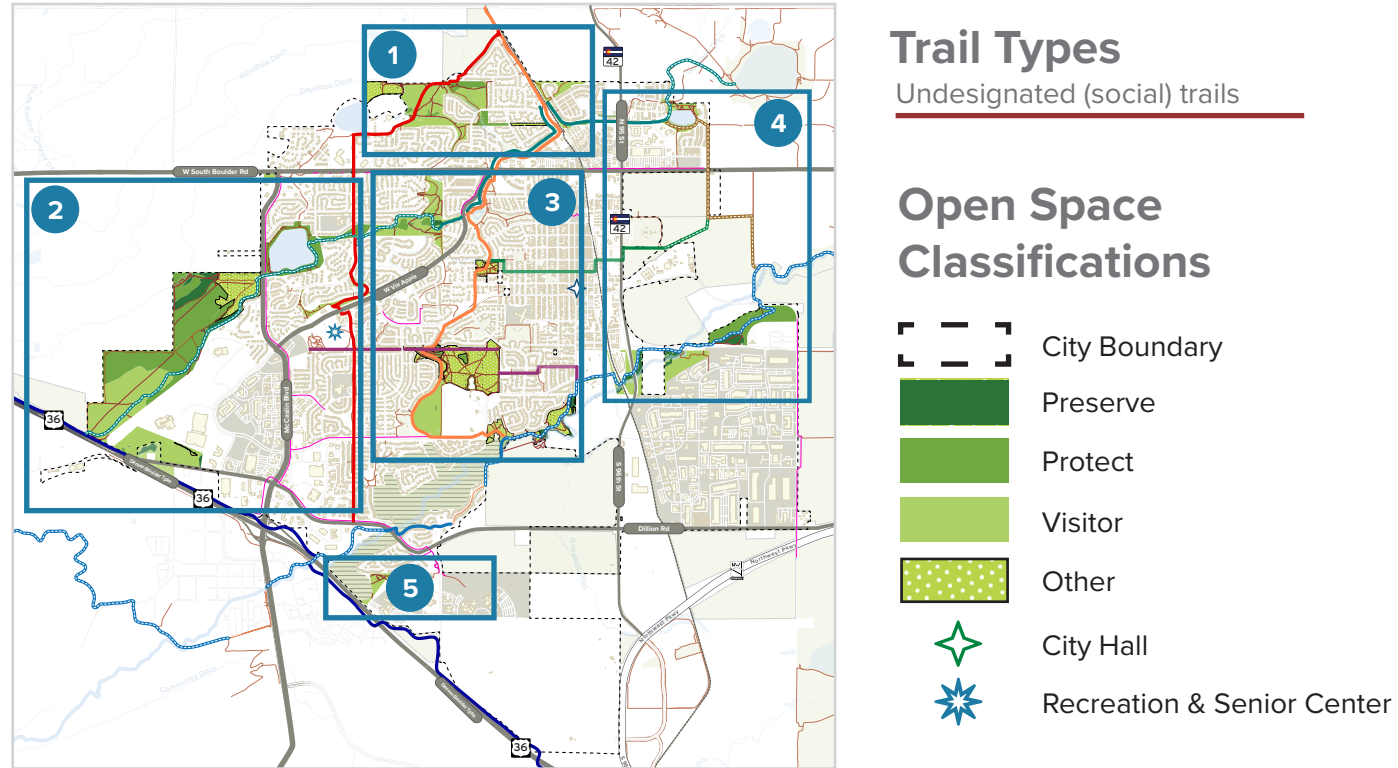
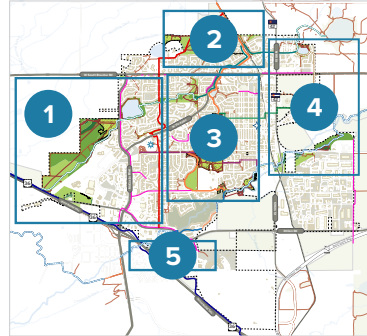


Figure 10. Existing Undesignated Trails
(Sources: Open Space staff field observation/mapping, City of Louisville, Boulder County, ESRI)

Undesignated (Social) Trails

Key Map

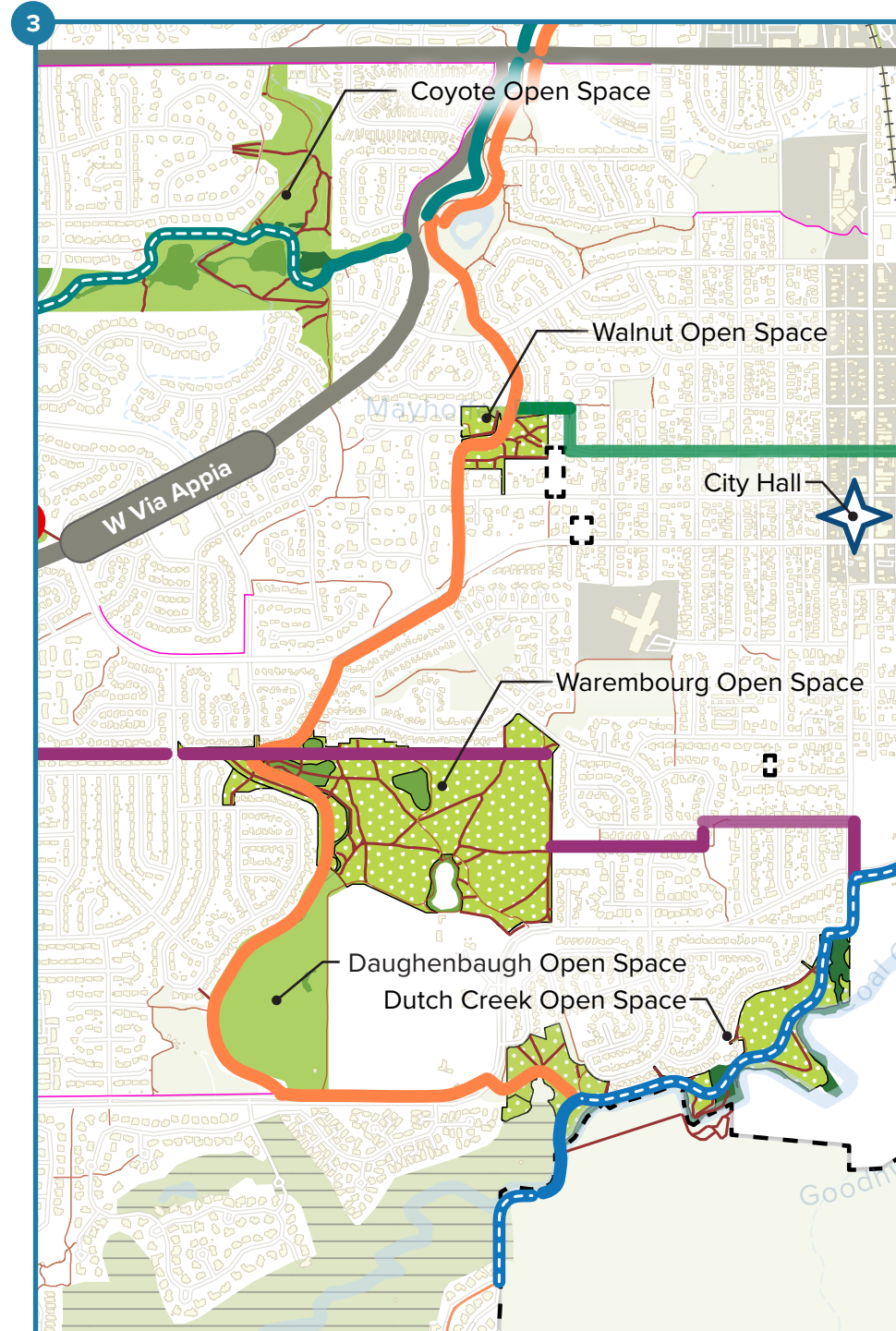


Trail Types

Undesignated (social) trails

Open Space Classifications

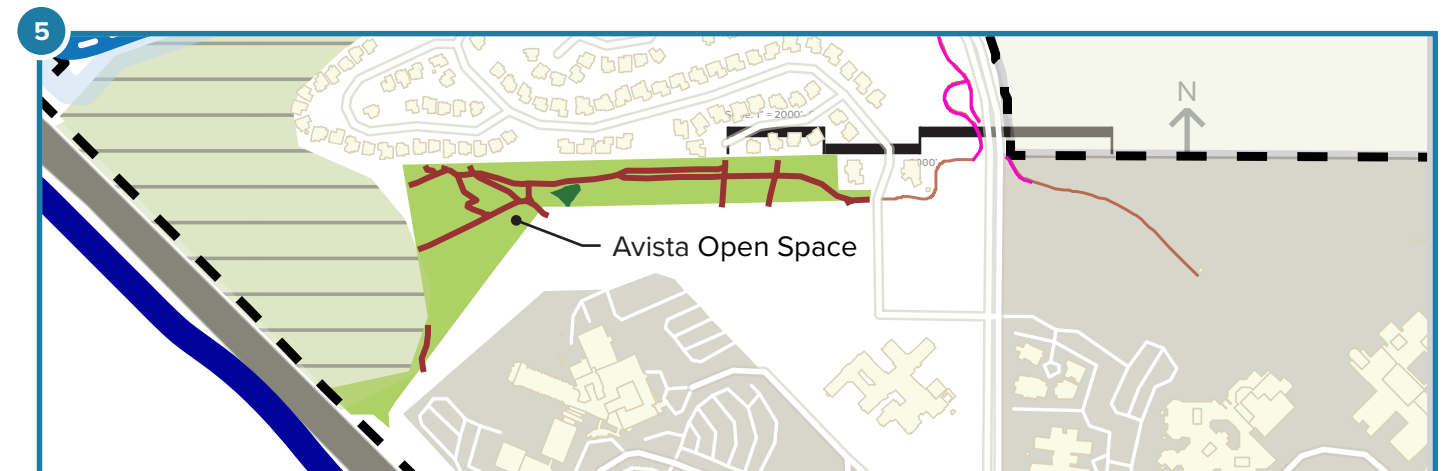
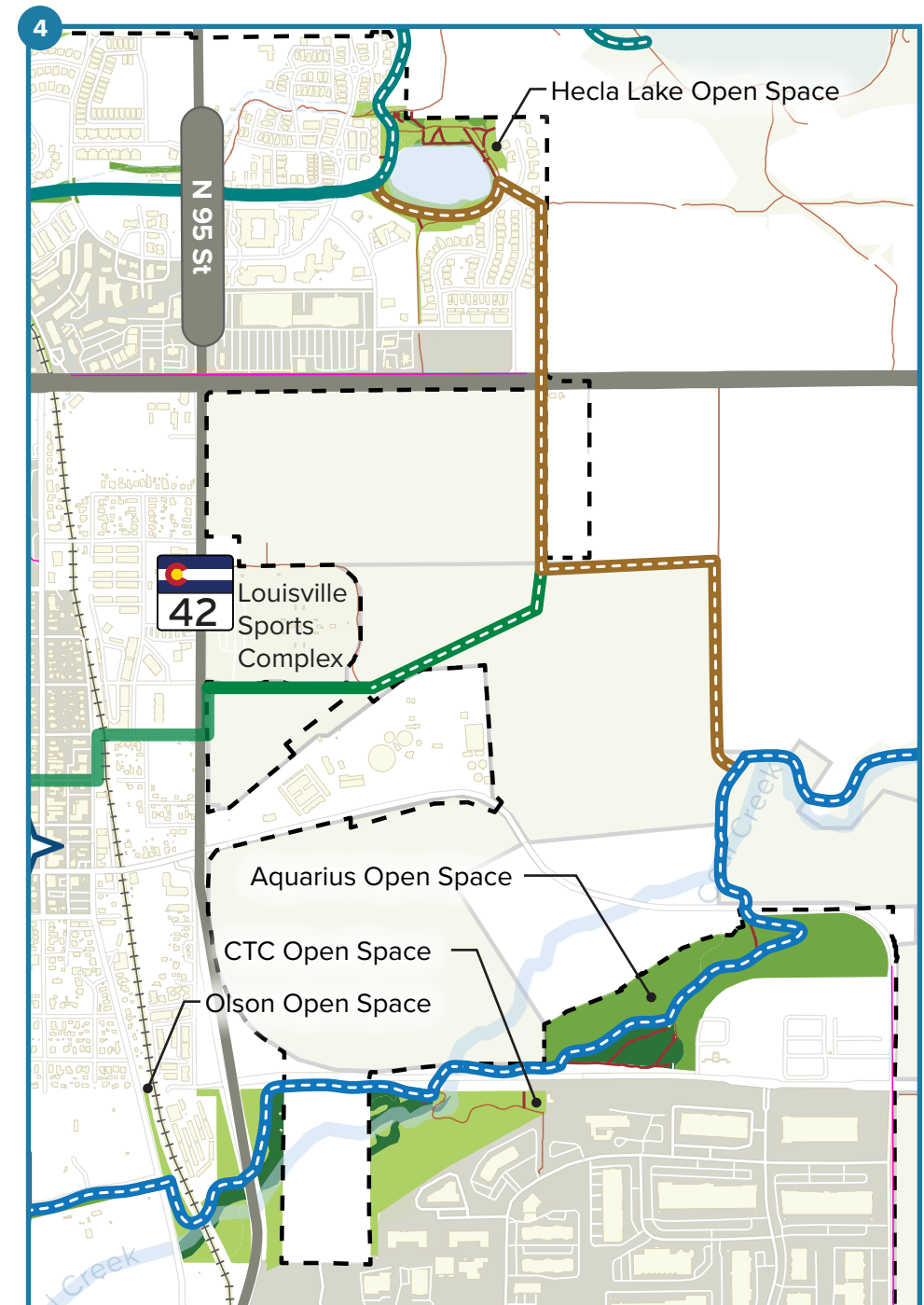
-  City Boundary
-  Preserve
-  Protect
-  Visitor
-  Other
-  Recreation & Senior Center



Scale: 1" = 2000' 0"

0' 1000' 2000' 4000'

N



2.4. COMMUNITY PREFERENCES

Community engagement is a critical step that shaped the TSP. The 12-month engagement process included numerous opportunities for community members to provide insights and helped in the creation of a cohesive plan that represents the community's values. The engagement process addressed topics for the entire PROS Guidebook, including those regarding the trail system. For more information see the Community Engagement Summary in Appendix B.

The following highlights are for the overall PROS Guidebook engagement process:

-  31,500 webpage views
-  766 statistically valid survey responses
(+/- 3.5% Margin of Error)
-  1,407 open-link survey responses
-  2 Community Open House Events
182 Open House #1 attendees (10/29/25)
80 Open House #2 attendees (3/12/26)
-  7 Pop-Up Events
-  18 stakeholders interviewed
(multiple topics)
-  25 Open Space and Trails Workshop participants
(11/14/25)
-  10 Advisory Board Meetings
-  2 City Council Updates

Community Survey

The purpose of the community survey was to gather community feedback on the City of Louisville Parks, Open Space, Recreation & Senior center, Coal Creek Golf Course, trails, future planning, communication, and more. This survey tool was designed to learn from community members on preferences, needs and current trends. For more information, see the Community Survey Report in Appendix B.



7,770 Postcards Mailed
7,601 Delivered

STATISTICALLY VALID (INVITE) SURVEY

- 1** Postcards were mailed to every residential address within the City of Louisville, with instructions to complete online through password protected website (1 response per household). Paper surveys and postage-paid return envelopes were also available upon request, and the survey was translated into Spanish.

 **766** Invitation surveys completed
+/- 3.5% Margin of Error

OPEN LINK SURVEY

- 2** Later, the online survey was made available to all City of Louisville stakeholders, including non-residents (e.g., commuters, residents of nearby communities)

 **1,407** Open Link surveys completed

Trails Workshop

On November 14, 2025 a joint Trails Workshop was conducted. Approximately 25 workshop participants helped to identify key gaps and safety concerns in the current trail system. The workshop was designed to encourage positive discourse among participants to define a strategy for balancing environmental protection and recreational trail use.

Big Ideas

- Connectivity and Wayfinding
 - o Create safe, clear connections between neighborhoods, downtown, and regional trails.
 - o Address barriers like railroad crossings, South Boulder Road, and steep grades.
 - o Improve wayfinding with maps, signage, and consistent trail standards to help users navigate easily.
- Trail Standards
 - o The TSP now provides clear direction on a process for evaluating and prioritizing Undesignated Trails
 - o Balance trail development with sustainability and habitat protection measures.
 - o Include enforcement and education to support compliance and stewardship.
- Habitat and Ecosystem Protection
 - o Prioritize ecologically important habitats in planning.
 - o Implement buffers and restoration Strategies to minimize fragmentation.
 - o While recreational trails are present outside of open spaces, it is particularly challenging to balance recreational access with ecological protection on open space properties. Balance recreation with conservation through science-based land assessments and monitoring.

What We Heard

The following takeaways are based on the community engagement process, including pop-up events, stakeholder meetings, the first community open house, advisory board meetings, the open space and trails workshop, and the community survey. The takeaways are not in any order of priority.

CHALLENGES

- ✕ Missing key connections to regional trail network
- ✕ Safety concerns - Crossings, Underpass flooding, lighting, and visibility
- ✕ E-bike safety, etiquette, and enforcement
- ✕ Natural resource impacts from undesignated (social) trails
- ✕ Lack of consistent trail standards

OPPORTUNITIES

- ✓ Fill gaps between local and regional trail systems
- ✓ Prioritize protected crossings and signage/stripping in key locations
- ✓ Impliment signage, education, and stricter enforcement of e-bike regulations
- ✓ Inventory and establish management policy for social trails
- ✓ Develop consistent design, use, and maintenance standards



Trails Workshop (Credit: DTJ Design)

03.

PLAN INITIATIVES

Bicyclists on Path (Credit: Life in Louisville Photo Contest)

3.1. PLAN ORGANIZATION

The TSP applies four levels of organization to explain values, aspirations, and implementable steps toward realizing those aspirations. The levels are Guiding Principles, Goals, Strategies, and Action Items.

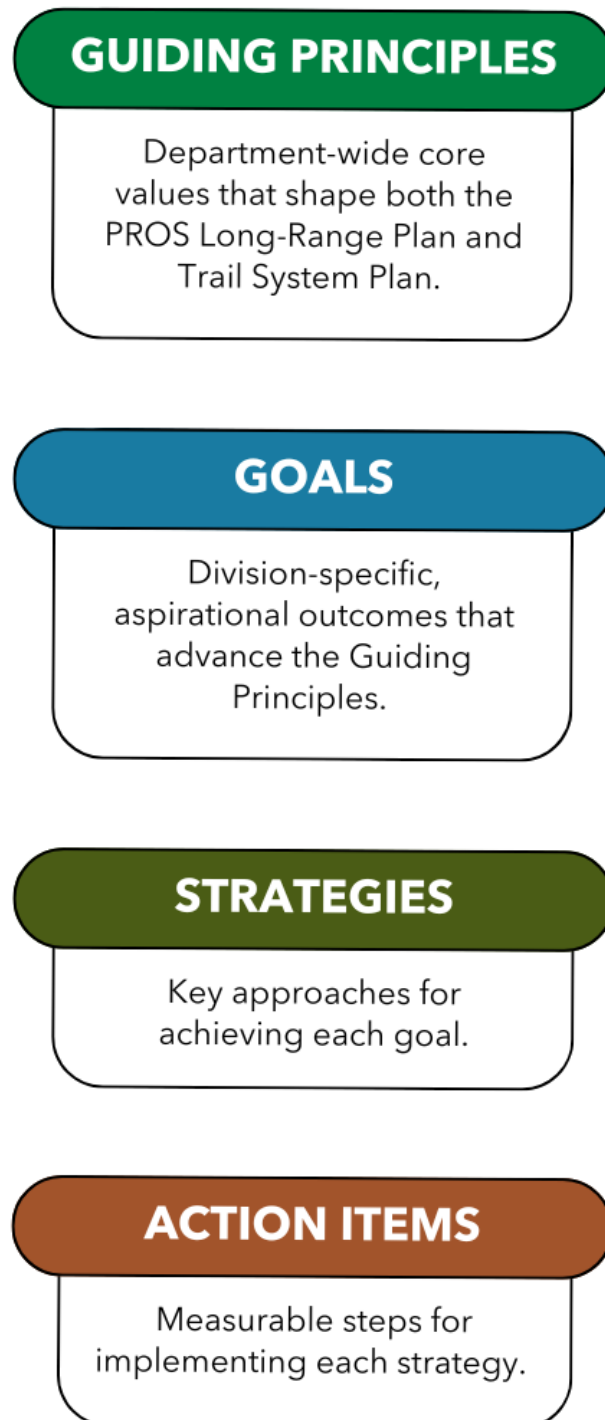


Figure 11. Plan Organization Diagram

3.2. FRAMEWORK

At the beginning of the planning process, the PROS Department identified several **Guiding Principles** that informed both the LRP and TSP.

Based on the results of extensive community engagement, stakeholder outreach, and existing conditions analysis, a series of plan recommendations emerged. The recommendations serve as a bridge between what was heard from the community and what the Department intends to do. These recommendations help prioritize the Department action that will have the greatest impact and provide a clear summary of direction for the TSP.

In order to realize the Guiding Principles and recommendations, a series of **Goals** and **Strategies** was defined. Goals represent desired outcomes that advance the Department's core values, while Strategies provide the primary approaches for achieving those outcomes.

Action Items developed from the Strategies and recommendations as specific, measurable, and implementable steps that guide day-to-day decision-making and investment.

Together, this framework creates a clear line of sight from community input to Guiding Principles, Goals, Strategies, and Action Items, ensuring that the Plan is both aspirational and actionable. The Implementation Plan is intended to be reviewed regularly and updated as needed to reflect evolving community needs, opportunities, and available resources.



Pedestrian bridge at open space (Credit: Life in Louisville Photo Contest)

3.3. GUIDING PRINCIPLES

A guiding principle is a core belief or standard that shapes how decisions are made and priorities are set. It provides direction by helping organizations stay aligned and intentional as conditions, Strategies, and needs evolve.

NORTH is the department's guiding compass—translating shared values into a clear framework that informs planning, investment, and day-to-day decision-making across all programs, facilities, and services.

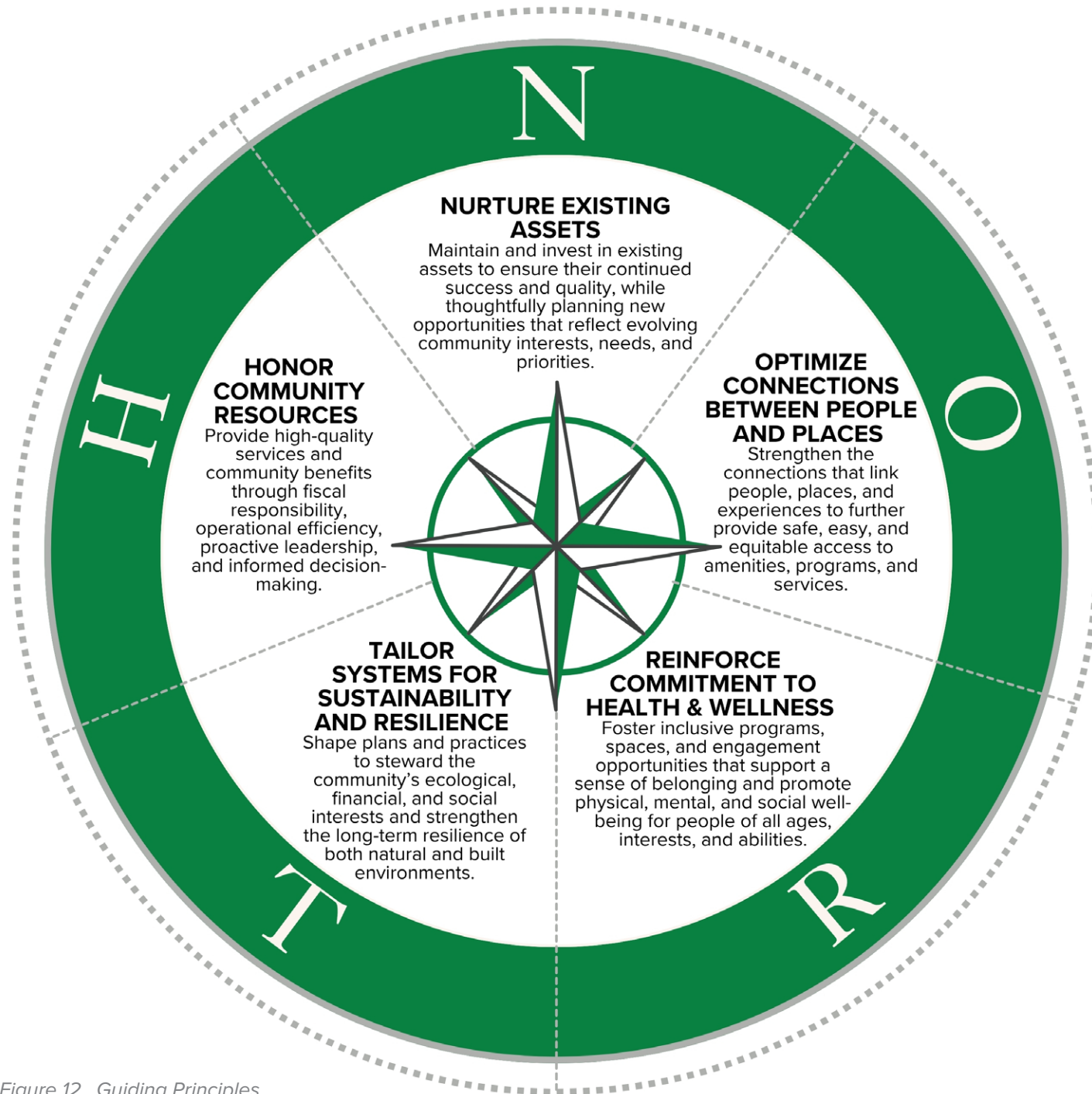


Figure 12. Guiding Principles

3.4. GOALS

Goals are aspirational outcomes that advance the Guiding Principles of the Department. Goals are an essential component to incorporating high-level Department values into daily actions. While unexpected things are sure to happen throughout the implementation of this Plan, the Goals help to guide decision-making processes and ensures the desired outcomes. The Goal statements are all important and shall be equally applied in the decision making process.

Improve trail connectivity.

Enhance safety for all users.

Protect natural resources through data-informed management practices.

Formalize trail design standards, maintenance, operations and construction protocols.

Adopt a social trail policy.

Support funding and partnerships.

3.5. RECOMMENDATIONS

The trail system recommendations are based on the findings of the Needs Assessment Report, the community engagement process, and industry best practices. They are not in any order of priority. For more information see the Needs Assessment Report and the Community Engagement Summary in Appendix B.

- **Connectivity & Access**

- o Expand roadway and regional trail connections, including LOBO, BERT, CO 119 Bikeway, and the Rocky Mountain Greenway.
- o Close gaps between local, neighborhood, and regional trail systems to enable continuous, seamless travel.
- o Complete missing links between key destinations such as schools, downtown, parks, open spaces, regional corridors, and underserved neighborhoods.
- o Strengthen regional connections while creating neighborhood trail loops to improve local circulation.
- o Reduce reliance on on-street routes by enhancing off-street trail connectivity.
- o Improve, standardize, and unify signage, striping, and wayfinding across the entire network.
 - Durable, accessible surfacing for high-use corridors
 - Consistent trailhead amenities (e.g., shade, rest areas, trash service)
 - Standardized trail width, grade, sightlines, and overall user comfort
- o Prioritize system-wide connectivity improvements as a top planning objective, with emphasis on safety, accessibility, and ease of navigation.

- **Safety**

- o Enhance safety at crossings, including railroad crossings (e.g. Burlington Northern Santa Fe Railway), and expand protected crossings and upgraded underpasses.
- o Improve lighting, visibility, drainage, and navigation at underpasses and high user conflict areas.
- o Address vehicular crash hotspots by improving trail connections and intersection treatments.
- o Extend e-bike speed, age, and etiquette standards with stronger signage and enforcement.

- **Equity & Engagement**

- o Ensure diverse and representative voices are incorporated in planning and engagement.
- o Improve physical access to safe, nearby trails for youth, seniors, and people with limited mobility.
- o Partner with local schools (e.g., Boulder Valley School District Safe Routes to School) to expand safe walking and biking routes.
- o Increase educational outreach and stewardship programming at trailheads and online.

- **Operations**

- o Consider additional staffing on the PROS team to address cross-departmental trail system needs and to lead partnerships and funding for trail system planning, design, and maintenance.
- o Ensure consistent and diverse funding sources for trail system improvements.

- **Environmental Stewardship & Sustainability**

- o Protect riparian corridors, ecologically important habitats, and mitigate wildlife impacts by using buffers and ecologically informed planning.
- o Prioritize maintenance of existing trails over major trail expansions, including new trail construction on future open space acquisitions.
- o Use baseline ecological studies to guide access decisions and support adaptive management.
- o Improve weed and invasive species control and long-term ecological monitoring.
- o Ensure alignment with Article 15 of Louisville's Home Rule Charter.
- o Ensure proper precautions are taken to protect ecologically important habitat in the suggested Coal Creek Management Plan area and other applicable ecologically important areas.
- o Develop buffer standards for recreational trail buffers in riparian zones.

Coyote Run (Credit: Life in Louisville Photo Contest)

- **Undesignated (Social) Trails**

- o The 2025 vegetation survey and an updated undesignated (social) trails inventory will inform future decisions regarding the management of these trail segments and associated native landscape restoration efforts. Some undesignated (social) trails provide a useful function, while others may cause damage and fragmentation to ecologically important areas. The intent is not to eliminate all undesignated (social) trails, but to reduce those that do not provide functional value, damage native vegetation and habitats, or on Open Space that conflict with the land classifications in Article 15 of the Louisville Home Rule Charter.
- o Going forward, the PROS Department should apply the following criteria when deciding which undesignated (social) trails to formalize and which to revegetate:
 - Prioritize formalization where trails improve safety, fill key connectivity gaps, and/or serve high use community routes.
 - Undesignated (social) trails in the Preserve Land Classification shall be closed and revegetated per available funding and resources.
 - Undesignated (social) trails in the Protect, Visitor, and Other Open Land Classifications shall be further evaluated to determine the recreation benefits, impact on Open Lands and potential conflict areas that may require mitigation such as temporary closures, habitat restoration, and ongoing monitoring.
 - For trail segments that are determined to be formalized, the Trails Design Guidelines of the TSP shall be referred to determine trail access, material, width and clearances.

These criteria only apply to undesignated (social) trails. Existing formalized trails will remain and shall not be closed and revegetated, regardless of Land Classification.



Cyclists on Mesa (Credit: Life in Louisville Photo Contest)



Airplanes over mountain views (Credit: Life in Louisville Photo Contest)

Concepts for Trail System Improvement

The following concepts represent industry best practices that help inform trail and shared-use pathway planning and design. These high-level approaches are to be considered as part of the decision-making and plan implementation process.

15-Minute City

Louisville is a compact, centrally located community where most daily destinations are accessible by multiple modes of travel. The 15 Minute City concept promotes safe, barrier-free routes that allow people to reach essential destinations within a short walk or bike ride. Louisville's shared-use paths and trail system are central to achieving this strategy by supporting convenient, active transportation and recreation.

Trail Diversity

A diverse range of trail types enhances user interest and allows infrastructure to respond to varying conditions throughout the City. A well-connected network provides users with multiple route options to match different abilities, activities, and needs, increasing overall system flexibility and usefulness. In addition, a safe, well-connected mix of soft and hard-surface trails is essential in an urban environment. Offering a variety of trail types accommodates a wide range of users, including cyclists, runners, families, and older adults. All trail types should be maintained to high standards to improve safety and reduce user conflicts and accidents.

Wayfinding and Signage

Navigating the trail system can be challenging, particularly for new or visiting users. Clear, consistent signage and branding are essential for helping users understand where they are and how trails connect. As the trail network has developed incrementally, gaps and inconsistencies exist; addressing these through improved wayfinding will strengthen system legibility and connectivity.

Balancing Trails and Conservation

Protecting land and habitat is a core principle of the Trail System. Conservation priorities must be integrated into all planning, design, and management decisions. Trails should be designed and constructed in accordance with open space classifications, habitat protection standards, and Trail Planning and Design Guidelines. All off-road trail development should respect site context, preserve natural features, minimize impacts to adjacent properties, and apply low-impact stormwater management practices.

Loop Development

While Louisville has a robust trail system, overlapping routes and transitions between trails can be confusing, particularly for visitors. Improving clarity will require filling network gaps, reconfiguring select trail segments, and expanding neighborhood trail loops. Completed loops can also serve as effective tools for branding, wayfinding, and user orientation.

New, Expanded, and Upgraded Trail Connections

A decision-making framework is essential for identifying and prioritizing trail improvements. Criteria for evaluating proposed trail segments guide decision-making while allowing for site-specific conditions, evolving trends, and community needs. New and upgraded connections may include short linking segments that improve circulation, close network gaps, or connect neighborhoods to the broader trail system.

Complete Streets

Complete Streets is an approach to planning, designing, and operating streets so they safely and comfortably serve all users, regardless of age, ability, or travel mode. For Louisville, this concept supports stronger coordination between trails, shared-use paths, sidewalks, bike facilities, and roadways to ensure seamless connections and safer crossings. Applying Complete Streets principles helps integrate the trail system into the broader transportation network, reducing barriers, improving safety, and supporting active transportation options throughout the city.

Safe Routes to School

Safe Routes to School focuses on making walking, biking, and rolling to school safe, convenient, and appealing for students and families. In Louisville, this concept supports the use of trails and shared-use paths to connect neighborhoods to schools while minimizing conflicts with vehicle traffic. Prioritizing safe crossings, clear wayfinding, traffic calming, and trail connections near schools strengthens youth mobility, encourages healthy travel habits, and improves overall community safety.

Universal Design

Universal Design is the practice of designing environments that are usable by people of all ages, abilities, and mobility levels without the need for specialized adaptations. For Louisville PROS, this concept guides trail planning and design to provide equitable access through appropriate grades, surfaces, widths, rest areas, and clear wayfinding wherever feasible. Incorporating Universal Design principles helps ensure the trail system supports aging residents, people with disabilities, families with children, and users of adaptive equipment, reinforcing trails as inclusive public infrastructure.

3.6. TRAIL CONNECTIVITY AND SAFETY OPPORTUNITIES

The following TSP proposed trail improvements have been identified as part of the community input process. The map exhibits define trail infrastructure improvements based on regional and neighborhood connectors, at-grade crossings and intersections, and underpass and overpass improvements. The proposed trail improvements are for consideration purposes only, each of which will require further evaluation prior to final approval. All proposed trail system improvements will undergo a thorough staff review and City Council approval prior to implementation. Evaluation criteria may include connectivity, safety, ecological protection, maintenance, cost, and staff resource ability.

The proposed trail project(s) will require partnership with external departments or entities, including, but not limited to, the Louisville Public Works Department, the Louisville Fire Protection District, the Louisville Police Department, adjacent municipalities, and/or joint owners of open space.



Coyote near Train Tracks (Credit: Life in Louisville Photo Contest)



Path Near Creek (Credit: Life in Louisville Photo Contest)

Regional (Primary) Trail Connectors

The following projects are not listed in any order of priority.

#	Need
Regional Trail Connectors*	
1	Trail connection needed.
2	Trail connection needed.
3	Trail connection needed.
4	Off-street shared path needed. Completes north-south regional trail connection through Louisville with future SH42 multi-use path.
5	Off-street shared path needed. Adds comfort along wide road (2 lanes each direction). Connects trail users to from Lake to Lake Trail to regional trail network.
6	Off-street shared path needed. Completes north-south regional trail connection through Louisville with future SH42 multi-use path.
7	Off-street gravel trail or shared path needed. Connects Lake to Lake Trail users with the regional trail network.

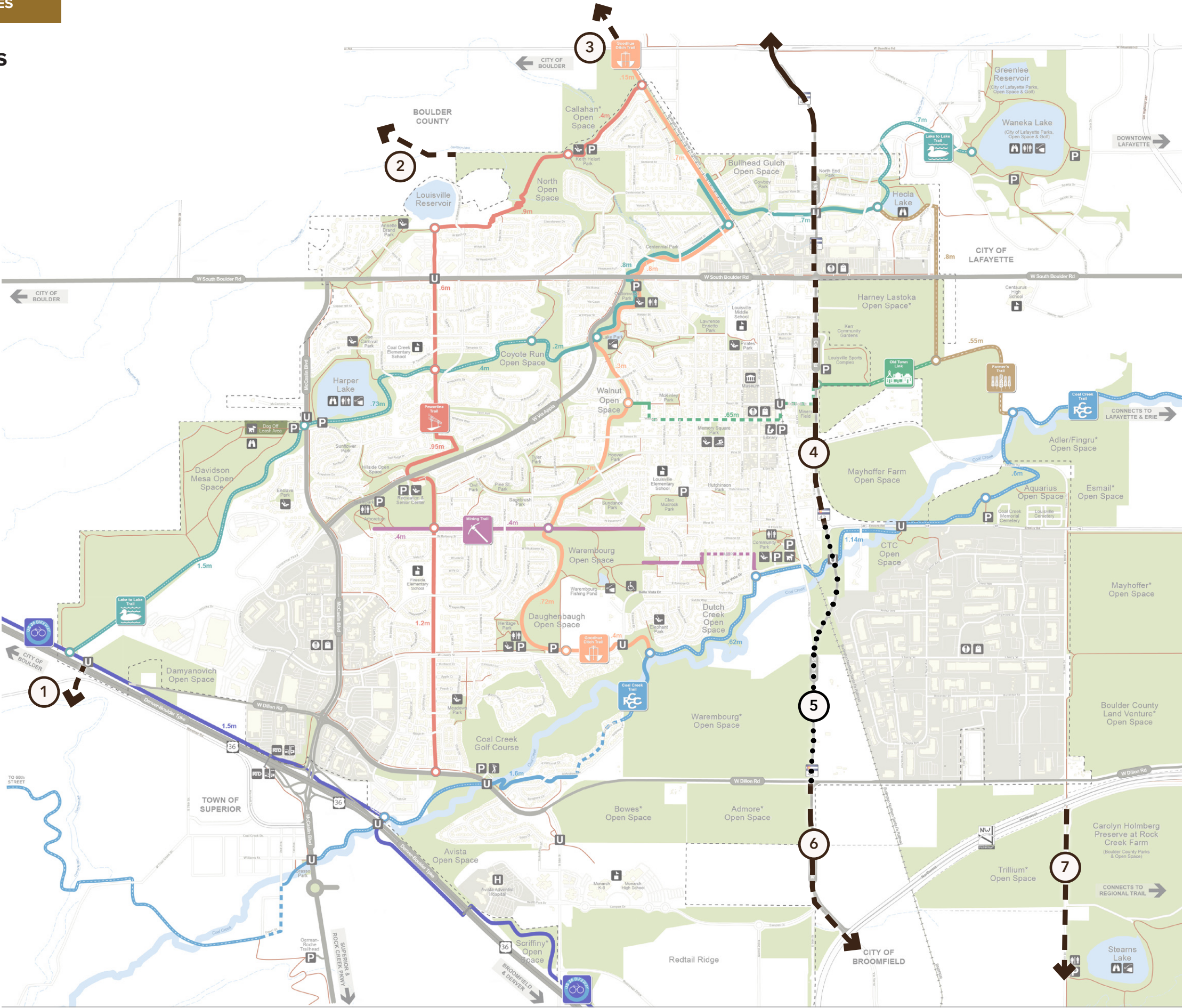


Figure 13. Proposed Regional Trail Connectors

Nearhood (Secondary) Connectors

The following projects are not listed in any order of priority.

#	Need
Nearhood Connectors	
1	Off-street gravel trail needed. Connects users from Lake to Lake Trail east to on-street bike lanes on Centennial and Century, and to proposed future off-street shared path on McCaslin (#3).
2	Off-Street Shared Path Needed - Add east-west connection between Arboretum and McCaslin and add north-south connection along the east side of Warembourg Open Space to Bella Vista Dr.
3	Trail alignment revision needed - current switchbacks cause safety issues.
4*	off-street gravel path needed
5*	off-street shared path needed
6	Off-Street Shared Path Needed. Adds east-west connection between Goodhue Trail, Lake to Lake Trail, and Powerline Trail.
7	Off-Street gravel Path Needed. Adds north-south connection between Centennial Park, Goodhue Trail, Lake to Lake Trail, and proposed connection to Powerline Trail (#5).
8*	Off-Street Shared Path Needed. Connects users from school to on-street bike lane on South Boulder Rd and Centennial Rd, which connects to proposed connection to Powerline Trail (#5),Goodhue Trail, and Lake to Lake Trail.
9*	Off-Street Shared Path Needed. Adds comfort along wide, high-crash road (2 lanes each direction, median, and turn lanes). Connects trail users from future off-street shared path along SH 42 to Farmers Trail.
10*	Off-street shared path Downtown connector trail needed. Provides east-west connection from Via Appia to Downtown.
11*	Off-Street Shared Path Needed. Provides east-west connection from Goodhue Trail to future off-street shared path along SH 42.
12*	Connection needed through Mayhoffer Open Space to Farmer's Trail - proposed route TBD
13*	Separated off-street pedestrian path to become multi-use (bike and pedestrian) to replace existing on-street bike lane. Provides east-west connection between Goodhue Trail and Powerline Trail and to proposed McCaslin shared path (#3).
14	off-street shared path needed
15	off-street gravel path needed.
16	Off-Street Shared Path Needed. Completes connection from Coal Creek Golf Course, Monarch High School, and Bowes Open Space to US36 bikeway.
17*	Off-Street Shared Path Needed. Connects users to regional trail network from Coal Creek Trail.
18*	Establish a new, off-street connection between the Campus Drive extension (Red Tail Ridge) and the Coal Creek Regional Trail
19*	Off-Street Shared Path Needed, connects future SH42/S 96th Multi-use path southeast to Dillon Rd.

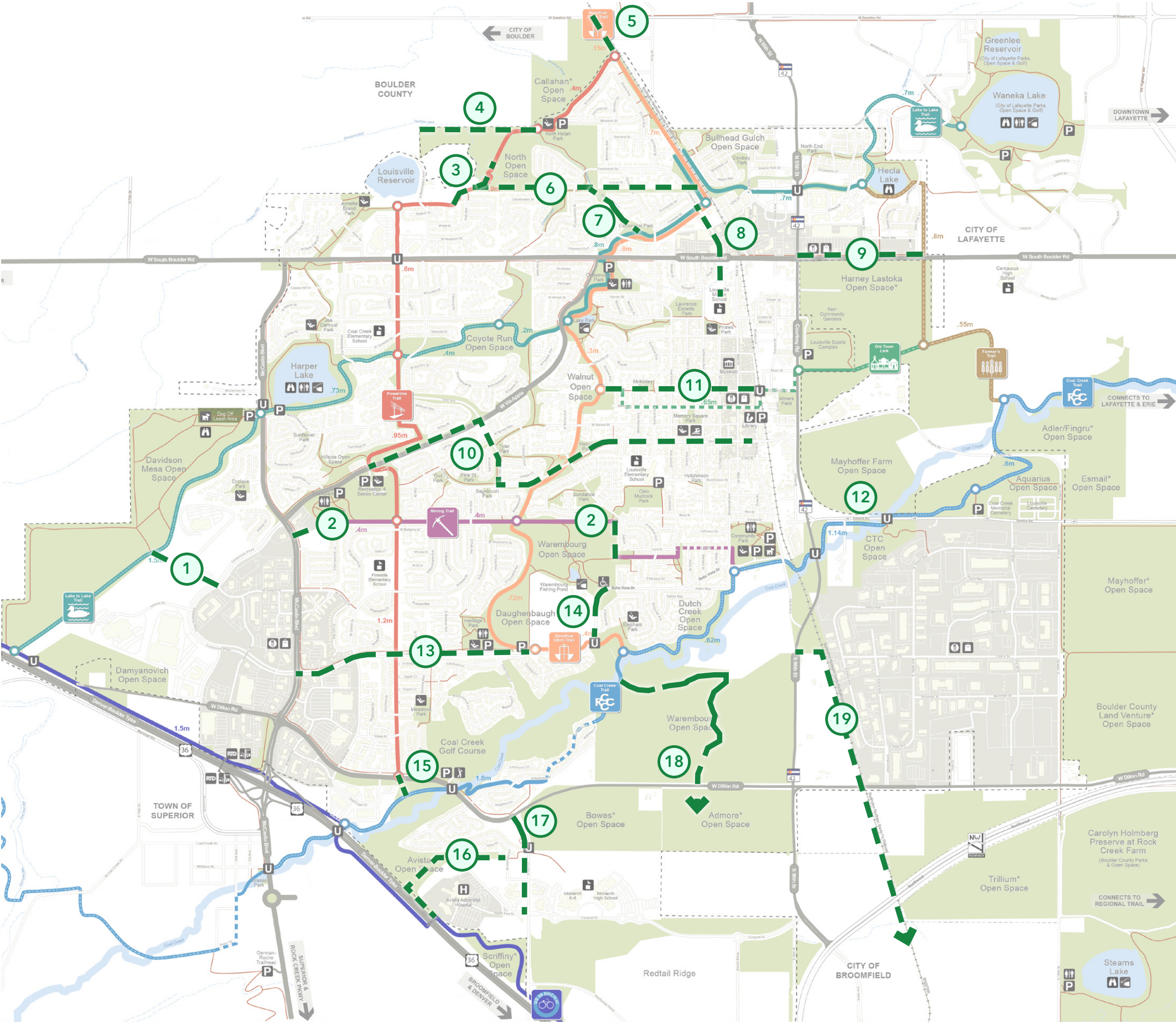


Figure 14. Proposed Neighborhood Connectors Enhancements

At-Grade Crossings and Intersections

The following projects are not listed in any order of priority.

#	Need
At-Grade Crossings and Intersections*	
1	Crosswalk or enhanced crossing needed.
2	Enhanced crossing needed - Wide road (3 lanes in each direction, medians, turn lanes). High crash intersection.
3	Enhanced crossing needed - Wide intersecting roads (2-3 lanes in each direction, median, turn lanes). High crash intersection.
4	Intersection improvement needed - Wide road (Cherry-- 2 lanes in each direction, median on South Boulder, turn lanes). High crash intersection.
5	Enhanced crossing needed.
6	Enhanced crossing needed.
7	Intersection improvement needed - Wide road (2 lanes in each direction, median, turn lanes). Intersection has high concentration of crashes.
8	Enhanced crossing needed - High-crash intersection. Connection needed from on-street bike lane on Tyler Ave across Via Appia Way to future Downtown Connector Trail
9	Enhanced crossing needed - High crash intersection.
10	Rectangular Rapid Flashing Beacons (RRFB) needed.
11	Enhanced crossing needed - Wide road (Roosevelt) and high crash intersection. Improvements needed to provide safer access across Roosevelt along Mining Trail.
12	Traffic signal recommended for pedestrian and cyclist safety.

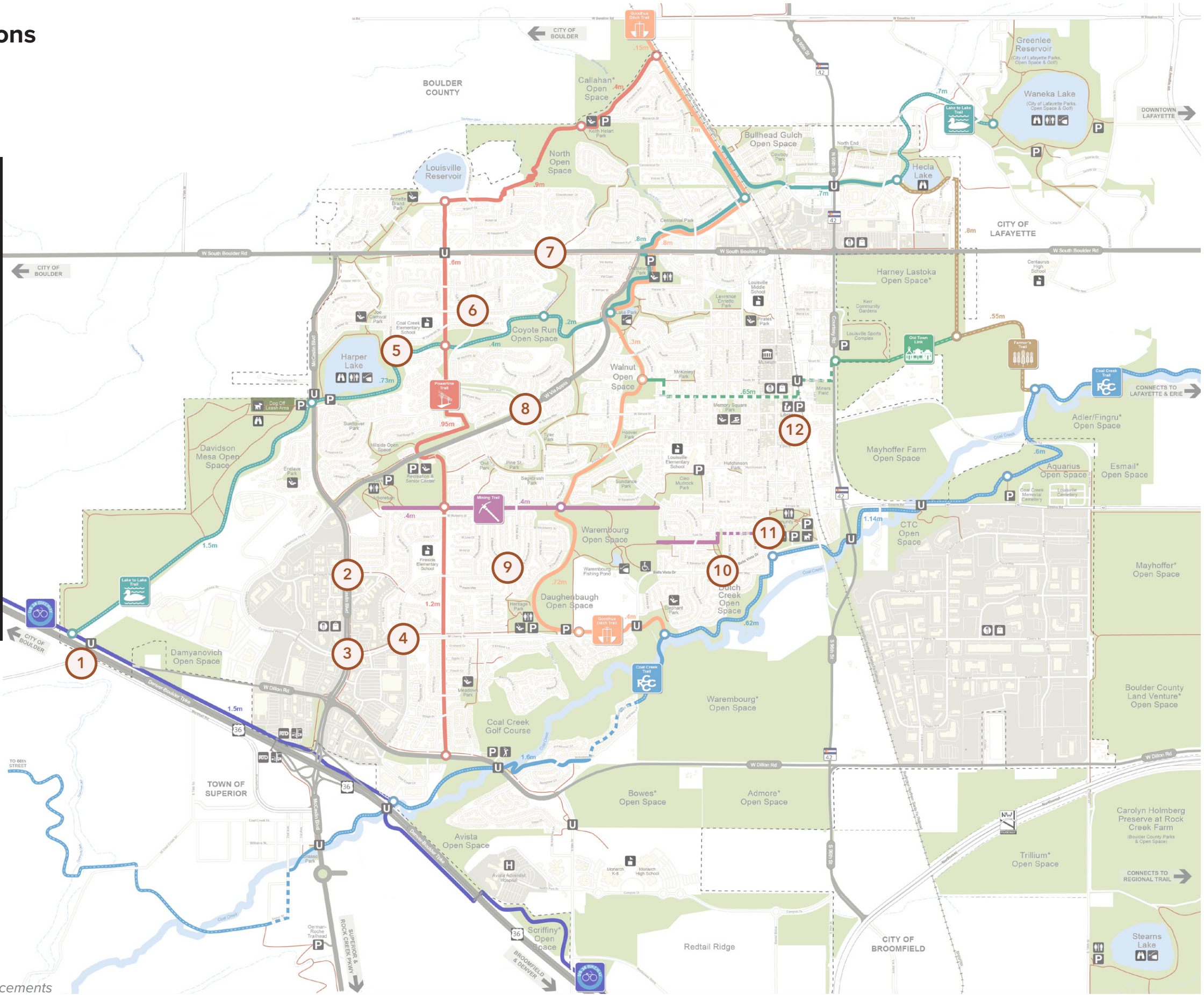


Figure 15. Proposed At-Grade Crossing and Intersection Enhancements

Underpasses and Overpasses

The following projects are not listed in any order of priority.

#	Need
Underpasses and Overpasses*	
1	Maintenance - Better visibility and wider turn radius entering and existing underpass are needed for safety reasons.
2	Underpass needed - High-crash area (east of intersection) on wide road (2 lanes in each direction, medians, turn lanes).
3	Underpass needed - Wide road (2 lanes in each direction, medians). Connection missing from Powerline Trail to Coal Creek Trail. Would support connection to regional trail network.
4	Better drainage infrastructure needed to prevent underpass flooding.
5	Underpass Needed -High crash intersection despite signalized crossing.
6	Underpass needed
7	Underpass needed - Wide road (2 lanes in each direction, median, turn lanes). Intersection has high concentration of crashes.
8	Underpass needed
9	Underpass needed - Connection from future off-street shared trail to on-street bike lane on Centennial Dr needed.
10	Underpass needed - Wide road intersecting roads (2 lanes in each direction, median on South Boulder, turn lanes). Intersection with high-concentration of crashes.
11	Above-grade crossing needed - Wide road (2 lanes in each direction, medians, turn lanes). Intersection has high concentration of crashes despite existing HAWK.
12	underpass needed
13	Lighting and drainage improvements needed

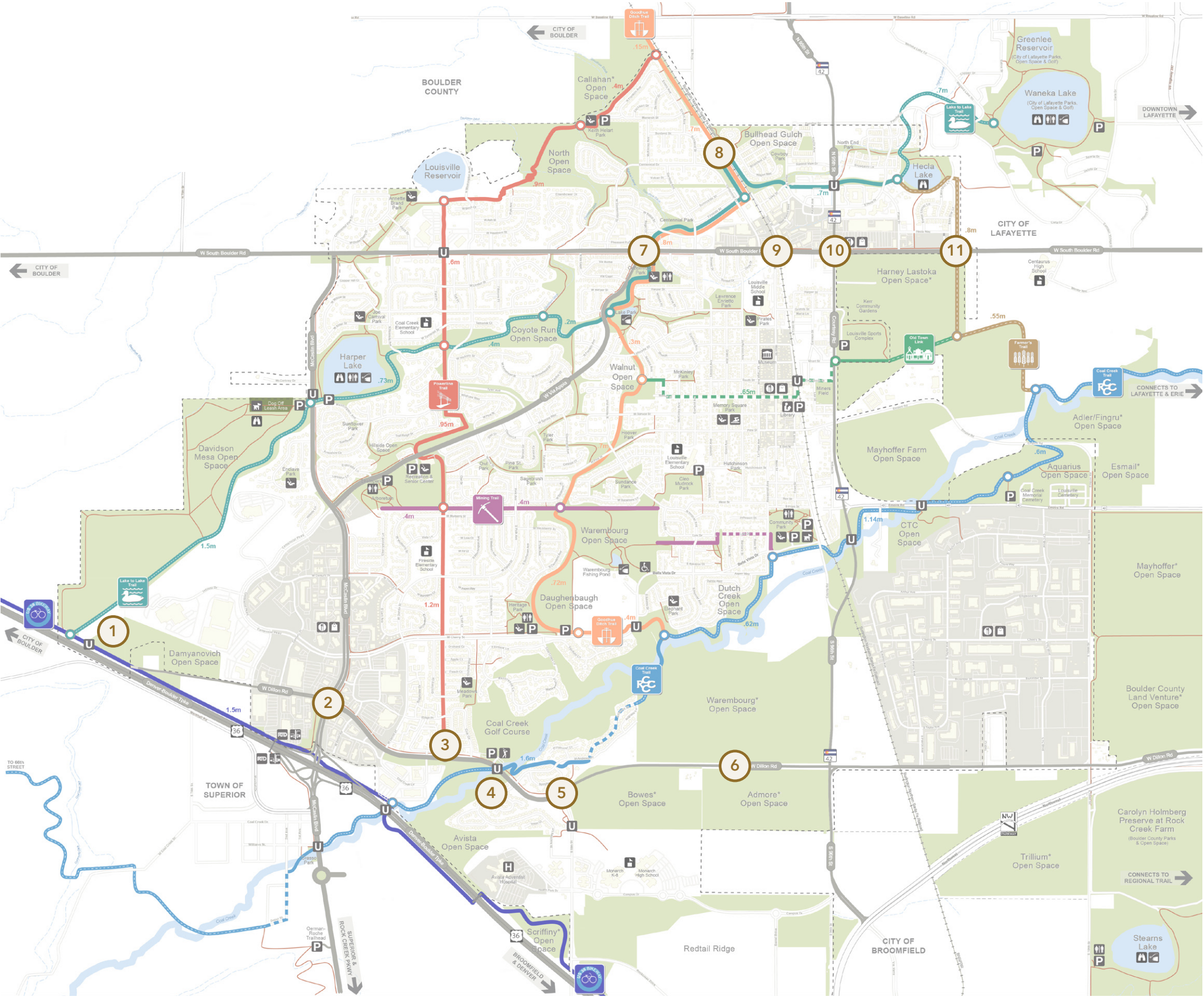


Figure 16. Proposed Underpasses and Overpasses Enhancements

OSAB and Trails Taskforce Priorities

Early in the Plan process, a Trails Taskforce was established, comprised of PROS Advisory Board Members, with members from each board (PPLAB, RAB, and OSAB). The OSAB and the Trails Taskforce jointly reviewed the proposed projects and prioritized each initiative in order of importance. Based on the provided maps, participants selected their top 2 regional connections, top 3 underpasses or overpasses, and top 5 neighborhood connections. Participants did not rank at-grade crossings as those are in the jurisdiction of the Public Works Department.

Results

Top 2 Regional Connectors

- 1: Lake to Lake underpass at US-36
- 4: SH 43 North of Empire Rd

Top 5 Neighborhood Connectors

- 1: Centennial Parkway to Davidson Mesa Trail
- 6: Via Appia to North Open Space
- 8: Louisville Middle School
- 15: Dillon Rd to Coal Creek Trail
- 17: Dillon Rd south to health Park Dr along 88th St

Top 3 Underpasses and Overpasses

- 3: McCaslin Blvd and W Cherry St
- 7: West South Boulder Rd at Coyote Run Callahan Trail
- 9: South Madison Ave and South Polk Ave

Community Priorities

At the second Community Open House event, the public voted on prioritization for the trail connectivity and safety opportunities. Participants were asked to place dots on maps to reflect their top 3 choices of trail connections they would like to see across Louisville.

Of all votes, the following top 5 opportunities emerged:

- 1 (tied): At-Grade Crossing/Intersection - Via Appia Way and Tyler Ave
- 1 (tied): Regional Trail Connector - Lake to Lake Underpass at US-36
- 3: Regional Trail Connector - Connection to Boulder through Boulder County open space.
- 4: Neighborhood Connector - Dillon Rd to Coal Creek Trail
- 5 (tied): Underpass / Overpass - South Boulder Rd and Courtesy Rd
- 5 (tied): Underpass / Overpass - Courtesy Road and Old Town Link Trail

Additional analysis is needed to evaluate all projects further based on objective criteria. Evaluation criteria may include technical feasibility, funding and budget impacts, joint agency support funding (as needed), and staff resources. After evaluation, the CIP will be updated to reflect high priority projects. Implementation priority may shift over time in response to unforeseen events, evolving needs or opportunities for funding or project collaboration.

04.

IMPLEMENTATION PLAN

This chapter translates the Goals of the TSP into measurable and achievable Strategies and Action Items. These Action Items are intended to be flexible and adaptive as funding, partnerships, and community needs evolve.

Action Items focus on:

- Safety and connectivity improvements
- Environmental stewardship
- Consistent trail standards
- Education and communication
- Partnerships and funding
- System monitoring and performance

The Action Plan Matrix clarifies action timeframes, responsible parties, priority, and relationship to the PROS Guiding Principles. The Action Items will be reviewed regularly and amended accordingly to reflect the critical advancements of the Plan. It is recommended that the Action Items be published and be highly visible throughout the PROS Department and on the City website to acknowledge progress of the TSP.

Implementation of Action Items requires coordination across multiple City departments, external agencies, and partners within the community. This collaborative approach maximizes efficiency and ensures consistent progress. Primary responsibilities include:

- Parks, Recreation, and Open Space (PROS) Department
- Public Works and Transportation Departments
- Planning and Development Services
- Emergency Management and Sustainability staff
- Regional partners and advisory boards
- Each Action Item should be incorporated into:
 - Annual work plans
 - Capital improvement planning
 - Departmental budgets
 - Grant applications

4.1. PHASING AND PRIORITIZATION

The Implementation Plan categorizes initiatives into the following timeframes:

- **1-5 Year Action Items** focus on “quick wins” that improve safety, clarity, and system function while building momentum for larger projects. These may include addressing staffing needs, signage and wayfinding improvements, small gap closures, and undesignated (social) trail management.
- **6-10 Year Action Items** focus on system-wide improvements, regional connections, and sustained environmental stewardship.
- **Ongoing Action Items** focus on sustained system health and continuous improvements that maintain or enhance current programs and operations.

Progress should be tracked using measurable performance indicators and annual reporting.



Midday on Trail (Credit: Life in Louisville Photo Contest)

N = Nurture and Evolve Community Assets
O = Optimize connections between people and places
R = Reinforce commitment to health & wellness
T = Tailor systems for sustainability and resilience
H = Honor City Resources

4.2. ACTION PLAN MATRIX

The following Action Items are not listed in order of priority.

TRAIL SYSTEM PLAN										
Level	ID #	Description	Timeframe	Priority	Guiding Principles					Responsible Agency / Staff
			1-5yr / 6-10yr / Ongoing	L/M/H	N	O	R	T	H	
Goal	T.1	Improve trail connectivity.								
Strategy	T.1.1	Prioritize maintenance, rehabilitation, and safety upgrades of existing trails.								
Action	T.1.1.1	Continue routine maintenance to provide reliable and functional trails.	Ongoing	Medium	●	●		●	●	Open Space, Parks, Public Works
	T.1.1.2	Implement safety upgrades where needed, with consideration to equity and access priorities.	Ongoing	High	●					Public Works, Parks, Open Space
	T.1.1.3	Prioritize new trail connections that close identified gaps and enhance inclusive, safe use.	1 - 5 year	Medium		●	●	●		Project Manager
Strategy	T.1.2	Expand and connect the trail network to improve local and regional connectivity.								
Action	T.1.2.1	Prioritize missing connections that link neighborhoods, PROS facilities, schools, commercial areas, and regional corridors.	1 - 5 year	Medium		●	●	●	●	Project Manager
	T.1.2.2	Implement improvements from the Transportation Master Plan in partnership with PROS trails.	Ongoing	Medium		●	●			Project Manager
	T.1.2.3	Collaborate with nearby communities to strengthen regional connections (e.g., Superior, Lafayette, Boulder, Erie).	Ongoing	Low		●	●	●		Project Manager, Public Works, Open Space Superintendent
Strategy	T.1.3	Collect and use trail data to inform planning and investment decisions.								
Action	T.1.3.1	Maintain accurate mapping and inventory of existing and planned trail corridors, access points, and easement needs.	Ongoing	Medium	●			●		OS Trails & Maintenance Supervisor
	T.1.3.2	Monitor trail use through counters and other technology to inform planning and prioritization.	Ongoing	Medium	●	●			●	OS Trails & Maintenance Supervisor
	T.1.3.3	Use collected data to guide capital planning, development review, and system improvement decisions.	Ongoing	Medium		●	●	●	●	Project Manager
Strategy	T.1.4	Promote trail use to support recreation, health, and alternative transportation.								
Action	T.1.4.1	Encourage trail use consistent with system capacity and ecological considerations.	Ongoing	High	●				●	OS Trails & Maintenance Supervisor, OS Natural Resource Supervisor
	T.1.4.2	Develop outreach and education programs to highlight recreational, wellness, and transportation benefits.	1 - 5 year	Low	●		●		●	PROS Volunteer Coordinator
	T.1.4.3	Celebrate trail enhancements that improve user experiences.	Ongoing	Low		●	●			Communications

Table 3. Trail System Strategies and Action Items

N = Nurture and Evolve Community Assets
O = Optimize connections between people and places
R = Reinforce commitment to health & wellness
T = Tailor systems for sustainability and resilience
H = Honor City Resources

TRAIL SYSTEM PLAN										
Level	ID #	Description	Timeframe	Priority	Guiding Principles					Responsible Agency / Staff
			1-5yr / 6-10yr / Ongoing	L/M/H	N	O	R	T	H	
Goal	T.2	Enhance safety for all users.								
Strategy	T.2.1	Monitor trail conditions and use data to inform improvements.								
Action	T.2.1.1	Continue regular inspections using staff, contractors, and volunteers to identify maintenance and operational needs.	Ongoing	High	●					OS Trails & Maintenance Supervisor
	T.2.1.2	Track trail-related data (e.g., incidents, flooding, frequent repairs) to prioritize improvements.	Ongoing	Medium				●		OS Trails & Maintenance Supervisor
	T.2.1.3	Implement targeted operational or capital improvements based on inspection and data findings.	6 - 10 year	Medium		●	●	●	●	Project Manager
Strategy	T.2.2	Reduce user conflicts and promote responsible trail use.								
Action	T.2.2.1	Apply signage, trail markings, and physical separation where appropriate to minimize conflicts between user groups.	1 - 5 year	High		●				Project Manager, Open Space, Parks
	T.2.2.2	Expand community outreach and education on trail etiquette and regulations (including e-bike and prohibited motorized vehicle use).	1 - 5 year	Medium	●		●			Rangers, Police Department
	T.2.2.3	Coordinate with relevant departments and neighboring jurisdictions to ensure consistent messaging.	Ongoing	Medium				●		Communications
Strategy	T.2.3	Enhance crossings and navigation to support user confidence.								
Action	T.2.3.1	Support implementation of pedestrian and bicycle crossing treatments at high-risk locations.	Ongoing	High	●	●				Public Works, Project Manager
	T.2.3.2	Refine wayfinding and mapping tools to help users navigate trails effectively.	1 - 5 year	High	●	●	●			Project Manager, Parks, Open Space
	T.2.3.3	Minimize unintended impacts on the environment through thoughtful placement of improvements.	Ongoing	Medium	●			●	●	Project Manager, Parks, Open Space
Strategy	T.2.4	Optimize physical conditions to improve visibility and the user experience.								
Action	T.2.4.1	Maintain sightlines, lighting, and other physical conditions that facilitate user comfort and awareness.	Ongoing	High	●					OS Trails & Maintenance Supervisor
	T.2.4.2	Evaluate strategic locations for improvements to maximize visibility and reduce conflicts.	Ongoing	Medium		●				OS Trails & Maintenance Supervisor
	T.2.4.3	Ensure physical changes align with ecological protection and passive recreation objectives, where applicable.	Ongoing	Medium	●					Open Space Natural Resource Supervisor, Parks Supervisor

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TRAIL SYSTEM PLAN										
Level	ID #	Description	Timeframe	Priority	Guiding Principles					Responsible Agency / Staff
			1-5yr / 6-10yr / Ongoing	L/M/H	N	O	R	T	H	
Goal	T.3	Protect natural resources through data-informed management practices.								
Strategy	T.3.1	Align trail planning, design, construction, and maintenance with applicable policies.								
Action	T.3.1.1	Apply design standards and management guidance when making trail-related decisions.	Ongoing	Medium		●				Project Manager
	T.3.1.2	Coordinate with appropriate divisions (Open Space, Parks, Public Works) to integrate land management objectives.	Ongoing	Low	●			●	●	Project Manager
	T.3.1.3	Document trail alignment decisions to support consistent application and transparency.	Ongoing	Medium					●	Project Manager
Strategy	T.3.2	Use data and science to minimize ecological impacts.								
Action	T.3.2.1	Apply property-specific classifications, management plans, condition surveys, and ecological data to plan trail routes.	Ongoing	Medium				●	●	Project Manager, Open Space Natural Resource Supervisor, Open Space Superintendent, Parks Superintendent
	T.3.2.2	Establish appropriate buffers or setbacks to inform trail planning and management decisions.	1 - 5 year	Medium	●			●	●	Project Manager, Open Space Natural Resource Supervisor, Open Space Superintendent, Parks Superintendent
	T.3.2.3	Incorporate best available information to reduce impacts on sensitive resources.	Ongoing	High	●			●	●	Project Manager, Open Space Natural Resource Supervisor, Open Space Superintendent, Parks Superintendent
Strategy	T.3.3	Manage trail use to protect sensitive resources.								
Action	T.3.3.1	Implement property-appropriate off-trail restrictions on sensitive lands (e.g. open space).	1 - 5 year	Medium	●				●	Natural Resource Supervisor, Rangers, OS Manager
	T.3.3.2	Apply seasonal closures during breeding or migration periods as required by law or recommended based on ecological monitoring.	Ongoing	High	●				●	Natural Resource Supervisor, Rangers, OS Manager
	T.3.3.3	Monitor trail use and evaluate interventions using trail and ecological data to ensure effective resource protection.	Ongoing	High	●				●	Natural Resource Supervisor, OS Trails & Maintenance Supervisor

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TRAIL SYSTEM PLAN										
Level	ID #	Description	Timeframe	Priority	Guiding Principles					Responsible Agency / Staff
			1-5yr / 6-10yr / Ongoing	L/M/H	N	O	R	T	H	
Goal	T.4	Formalize trail design standards, maintenance, operations and construction protocols.								
Strategy	T.4.1	Apply guidelines for trail types, accessibility, maintenance, and supporting features.								
Action	T.4.1.1	Define trail types, access levels, maintenance needs, and supporting infrastructure (trailheads, signage, parking, wayfinding).	Ongoing	High		●		●		Parks, Open Space, Public Works, Community Development
	T.4.1.2	Provide clear guidance for selecting design and management approaches appropriate to each trail context.	1 - 5 year	Medium					●	Parks, Open Space
	T.4.1.3	Ensure guidelines integrate ecological protection, passive recreation, and equitable access considerations.	1 - 5 year	Medium				●	●	Parks, Open Space
Strategy	T.4.2	Apply adopted and recognized standards consistently across the trail system.								
Action	T.4.2.1	Refine and adopt trail design and maintenance standards to ensure predictable and equitable trail management.	1 - 5 year	Medium		●			●	Parks, Open Space, Public Works
	T.4.2.2	Incorporate regional and national standards (e.g., Boulder County, USFS, MUTCD, AASHTO) where applicable.	1 - 5 year	Medium	●					Parks, Open Space, Public Works
	T.4.2.3	Monitor compliance and provide staff guidance to maintain consistent application across projects.	Ongoing	Medium		●			●	Parks, Open Space, Public Works
Strategy	T.4.3	Use sustainable and context-sensitive trail design best practices.								
Action	T.4.3.1	Apply design practices such as contour alignment, durable surfaces, and context-appropriate materials.	Ongoing	High		●		●	●	Project Manager, OS Trails & Maintenance Supervisor
	T.4.3.2	Minimize environmental impacts while improving trail durability and long-term maintainability.	Ongoing	High	●				●	Project Manager, OS Trails & Maintenance Supervisor
	T.4.3.3	Evaluate and update sustainable design approaches to reflect evolving needs.	1 - 5 year	Medium				●		Parks, Open Space, Sustainability

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TRAIL SYSTEM PLAN										
Level	ID #	Description	Timeframe	Priority	Guiding Principles					Responsible Agency / Staff
			1-5yr / 6-10yr / Ongoing	L/M/H	N	O	R	T	H	
Goal	T.5	Manage undesignated trails through a consistent, transparent decision-making framework.								
Strategy	T.5.1	Document existing undesignated social trails.								
Action	T.5.1.1	Update inventories and maps to reflect current conditions, locations, and use patterns.	Ongoing	Medium	●					OS Trails & Maintenance Supervisor
	T.5.1.2	Collect trail use data through observations, counters, or staff / volunteer reporting.	Ongoing	Medium	●				●	OS Trails & Maintenance Supervisor
	T.5.1.3	Formalize a social trail framework for case-by-case evaluations.	1 - 5 year	High	●			●		Parks, Open Space
	T.5.1.4	Establish criteria and decision-making framework to guide restoration, removal, or formalization of social trails.	1 - 5 year	High				●		Parks, Open Space
	T.5.1.5	Evaluate social trails on open space lands based on ecological data, habitat protection priorities, and land classification policy.	1 - 5 year	High					●	OS Natural Resource Supervisor
	T.5.1.6	Apply the framework consistently across property types to ensure balanced outcomes.	6 - 10 year	Medium	●	●		●		Parks, Open Space
	T.5.1.7	Maintain records to support informed, consistent decision-making.	Ongoing	Medium					●	Parks, Open Space
Strategy	T.5.2	Communicate social trail decisions to the public.								
Action	T.5.2.1	Share data research and outreach notifications through blog post, newsletters, and signage.	Ongoing	Medium			●	●		Communications
	T.5.2.2	Communicate ecological, safety, and resource protection data points that support social trail management actions.	Ongoing	Medium	●				●	Communications
	T.5.2.3	Engage the community to promote responsible trail use and ongoing monitoring.	Ongoing	Medium		●	●	●		Communications

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TRAIL SYSTEM PLAN										
Level	ID #	Description	Timeframe	Priority	Guiding Principles					Responsible Agency / Staff
			1-5yr / 6-10yr / Ongoing	L/M/H	N	O	R	T	H	
Goal	T.6	Strengthen trail system management, partnerships, and funding.								
Strategy	T.6.1	Foster collaboration within PROS and across City departments.								
Action	T.6.1.1	Coordinate with other PROS divisions to maximize alignment and achieve efficiencies for shared initiatives.	Ongoing	Medium					●	Parks, Open Space
	T.6.1.2	Enhance cross-department collaboration with key City partners, including Community Development, Public Works, Sustainability.	Ongoing	Medium	●		●	●	●	Parks, Open Space
	T.6.1.3	Solidify roles and responsibilities of PROS and Public Works Departments for managing trail segments within parks and public rights-of-way.	1 - 5 year	High		●		●	●	Parks, Open Space, Public Works
	T.6.1.4	Leverage department communications, project management, and administrative expertise to support service and project implementation.	Ongoing	Medium				●		Parks, Open Space
Strategy	T.6.2	Promote external partnerships to support programs and services.								
Action	T.6.2.1	Identify partnership opportunities that support facility, programming, or operational enhancements.	Ongoing	Low			●		●	Parks, Open Space
	T.6.2.2	Build upon relationships with external partners, including: adjacent jurisdictions, trail advocacy organizations, and potential funding partners.	Ongoing	Medium			●			OS Trails & Maintenance Supervisor, Project Manager
	T.6.2.3	Develop a formal volunteer trails ambassador program.	1 - 5 year	Low	●			●		OS Superintendent, Parks Superintendent
	T.6.2.4	Coordinate with community and development stakeholders to identify opportunities that support trail infrastructure and service needs.	Ongoing	Medium		●				Project Manager
	T.6.2.5	Participate in industry and community networks to support knowledge sharing and collaboration.	Ongoing	Medium			●			Parks, Open Space, Public Works
Strategy	T.6.3	Align staffing and funding resources to sustain service delivery.								
Action	T.6.3.1	Monitor staff capacity and align assignments with operational and capital project demands.	Ongoing	Medium	●			●	●	Superintendents
	T.6.3.2	Evaluate divisional staffing needs relative to project support, trail management and volunteer coordination efforts.	Ongoing	Medium	●			●	●	Superintendents, Director
	T.6.3.3	Incorporate trail program priorities into annual budgeting and the capital planning process.	Ongoing	High		●	●	●		Director, Project Manager
	T.6.3.4	Pursue external funding opportunities such as grants, partnerships, and development contributions.	Ongoing	Medium				●	●	Project Manager, Parks Superintendent, Open Space Superintendent
	T.6.3.5	Track resource needs and constraints to inform future planning and funding requests.	Ongoing	Medium		●		●		Project Manager, Parks Superintendent, Open Space Superintendent

4.3. FUNDING AND PARTNERSHIPS

Long-term success of the Trail System Plan depends on sustainable funding sources and strong partnerships. The PROS Department has a number of funding programs in place today that can be applied to the TSP programs. However, additional funding will be required to expand the TSP, hire new staff and ensure ongoing operations and maintenance needs are fully addressed as outline in the TSP. Trail projects should be coordinated with other City initiatives, including transportation, capital improvement planning, and emergency preparedness.

- Recommended funding and partnership strategies include continuation and/or pursuit of the following:
- Integration of trail projects into the Capital Improvement Plan (CIP).
 - Coordination with Public Works and Transportation programs.
 - Pursuit of state and federal grants.
 - Partnerships with Boulder County and neighboring jurisdictions.
 - Collaboration with schools, nonprofits, and advocacy groups.
 - Volunteer and stewardship programs.
 - Trail improvements should also be bundled with related infrastructure projects when possible (e.g., street resurfacing, drainage upgrades, underpass improvements) to reduce costs and maximize impact.
 - Public-private partnerships and grant funding can expand capacity while maintaining City oversight and accountability.

PROS Department Internal Funding Sources			
Fund	Applicable Division(s)	2026 Budget	Description and Purpose
General Fund	Parks Recreation & Senior Services Trails	\$28,567,274.00	City's main operating fund. Finances day-to-day operations that are financed from the general sales tax, property tax, charges for services, and other general revenues, including those that are not financed in other funds.
Capital Projects Fund	Parks Recreation & Senior Services Open Space Trails	\$16,068,067.00	Accounts for monies received as a result of an additional one-percent (1%) sales tax that was effective July 1, 1989. Finances various capital improvements throughout the City including street reconstruction, sidewalks, traffic improvements, facility improvements , etc. It also accounts for salaries and benefits costs for staff allocated to capital projects.
Conservation Trust Fund	Parks Recreation & Senior Services Open Space	\$288,800.00	The City receives an annual distribution from the State of Colorado from the proceeds of the Colorado State Lottery. State law mandates that funds be restricted for the use in the acquisition, development, and maintenance of "new conservation sites" or for capital improvements or maintenance for recreational purposes on any public site.
Impact Fee Fund	Open Space Trails	\$1,415,380.00	Funds municipal facilities, parks and trails, recreation, and transportation improvements.
Open Space Fund	Open Space Trails	\$2,669,346.00	Revenue from voter-approved estension to the dedicated sales tax of 3/8% by 10 years (through 2033), and increase to the tax by an additional 1/8% to 1/2%. Revenue is split with the Parks Fund, and finances development, construction, operation and maintenance of open space land. Tax increase finances Open Space to acquire, improve, restore, preserve, protect, and maintain open space land and mitigate wildfire risks within open space areas.
Parks Fund	Parks Trails	\$1,622,369.00	Revenue from voter-approved estension to the dedicated sales tax of 3/8% by 10 years (through 2033), and increase to the tax by an additional 1/8% to 1/2%. Revenue is split with the Open Space Fund, and finances the development, acquisition, construction, operation, and maintenance of parks.

Table 4. PROS Department Internal Funding Sources
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05.

TRAIL PLANNING, DESIGN GUIDELINES, AND MANAGEMENT

5.1. TRAIL DESIGN FRAMEWORK

Although the TSP focuses on recreational trails, it acknowledges the multi-faceted characteristics of trail types and trail users in Louisville (commuters, recreationalists, novices, and beginners). Any initiatives in the TSP must coordinate with the existing City of Louisville Transportation Master Plan (TMP) to ensure a balanced and safe multi-modal trail user experience.

This section provides the PROS Staff with trail design guidelines that are consistent, context-sensitive, and aligned with the TSP Goals. It provides a structured framework to help staff understand how trail context, and user experience should inform trail design decisions, rather than prescribing the actual standards. PROS Staff will reference the Boulder County Multimodal Transportation Standards and Louisville Design & Construction Guidelines for specific standards guidance. Should conflicts arise, City of Louisville standards would rule unless on jointly-owned lands in which case Boulder County guidelines would rule. This framework is meant to support future development of trail standards by clarifying key considerations and trade-offs across different trail contexts.

Consistent trail design standards are necessary to improve safety, reduce user conflicts, and enhance overall trail experience. The City should adopt clear guidelines for:

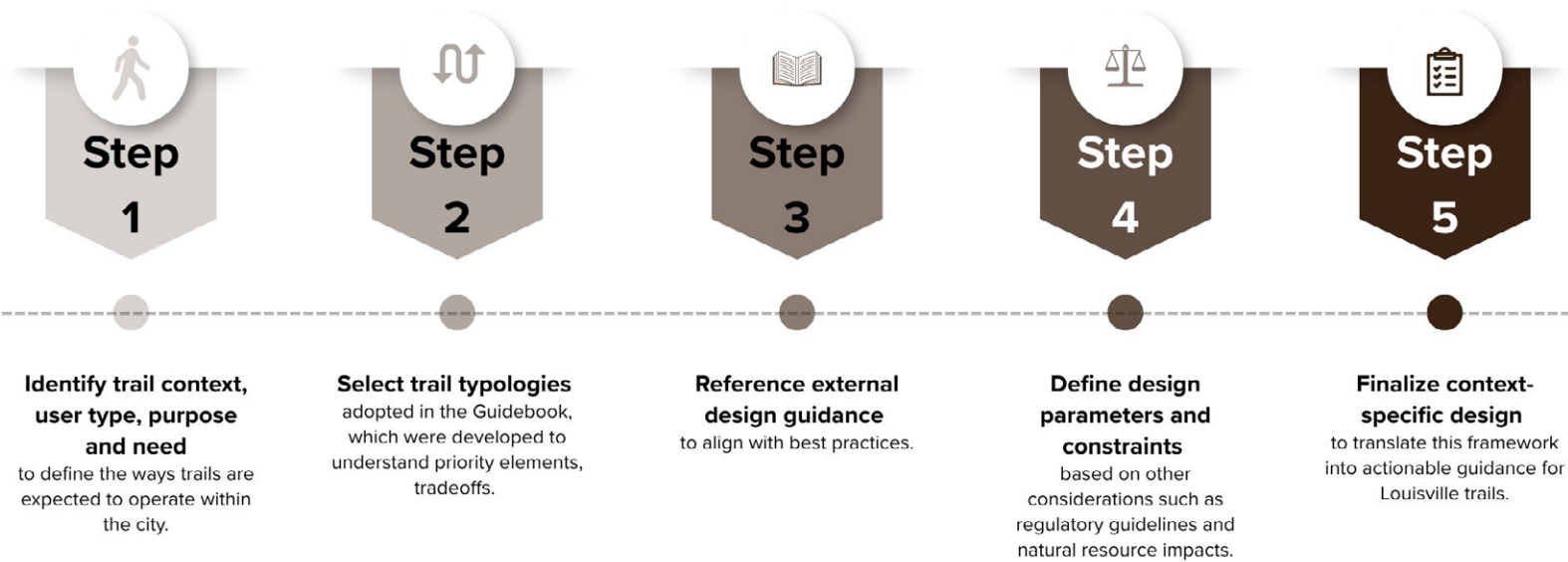
- Trail width and surfacing
 - Trail widths should be based on user behavior and peak hour counts; [Federal Highway Administration \(FHWA\) Shared Use Path Level of Service Calculator](#)* is recommended.
- Transitions between trail types
- Visibility and sight lines
- Drainage and flood resilience
- ADA accessibility
- Intersection and crossing treatments
 - A range of crossing types including rectangular rapid flashing beacons (RRFBs), pedestrian hybrid beacons (PHBs), pedestrian islands, curb extensions, raised crosswalks, protected intersections, and grade-separated crossings are recommended based on traffic conditions and road design.
- Design standards should be aligned with national best practices, including AASHTO and FHWA guidance.

5.2. TRAIL DESIGN PROCESS

Trail design should be responsive to:

- Expected user volumes
- User types (walkers, cyclists, families, commuters)
- Environmental context and impact (per City municipal code)
- Maintenance capacity

The steps for developing trail design guidelines are as follows:



Following a description of these steps, this document proposes potential trail context typologies (with related user types, trail purposes, and design considerations) that the PROS Staff may consider including in its trail design standards.

Step 1. Identify trail context, user type, and purpose

When developing trails standards, PROS Staff should determine trail context, user type, and purpose separately to inform detailed design considerations.

How Does Context Inform The Design?

Determine the physical setting in which trails are/will be located. This step establishes trails function within the broader system. Because trails often span long distances, they may serve multiple functions across different contexts. As a result, typologies may overlap. Therefore, each typology emphasizes individual trail’s primary or core function within the broader system.

Potential Trail Context Typologies for Louisville

- o Urban and Downtown Connector: Trails in the downtown core, commercial areas, or higher-density neighborhoods.
- o Neighborhood and School Connector: Trails linking residential areas to schools, parks, and community facilities.
- o Natural Greenway and Open Space Corridor: Trails located within creek, drainage, and greenway corridors, such as Coal Creek Trail, and extend through open space and natural areas.
- o Regional Multi-Modal Corridor: Trails that function as high-capacity connectors linking Louisville to neighboring communities and regional trail systems, often aligned with major transportation corridors such as highways, arterials, or rail lines.
- o Social or informal trails may exist within multiple trail contexts, but most commonly within natural greenway and open space corridors. The City should establish guidance for evaluating whether these routes are retained, or restored based on intended use, environmental protection, and maintenance considerations.

For more information, refer to section [5.3. Trail Typologies](#).

*[**Note on Accessibility:** All trails should be designed to be accessible wherever feasible. Hard-surface trails should follow the Public Right-of-Way Accessibility Guidelines (PROWAG), and soft-surface trails should reference the Forest Service Trail Accessibility Guidelines (FSTAG), ensuring inclusive access across the entire trail system.]*

Who Will Use The Trail?

Determine the type of user(s) trails should accommodate. This step is important for ensuring design ultimately meets the needs of a broad spectrum of users.

- o Pedestrians: Includes walkers, people using wheelchairs, dog walkers, people walking with baby strollers, people with one or more disabilities (physical, vision, auditory, and/or cognitive), and runners. These users can benefit from a higher degree of separation between users, longer sight distances, and wider paths to support the social function of the trail and give more space to safely and comfortably pass slower trail users.
- o Slower bicyclists and micro-mobility device users: Includes new and/or casual bicyclists, children and families bicycling together, people on tricycles/tandem bicycles/recumbent bicycles/adaptive bicycles/pulling bike trailers, and people on self-propelled micro-mobility devices such as in-line skates, roller skates, kick scooters, and skateboards. These users can benefit from a greater turning radii’s, regular pull out areas, and wider paths to support the social function of the trail and operating width of users.
- o Faster bicyclists and micro-mobility device users: Faster bicyclists, people using electric micro-mobility devices like e-bikes (adaptive e-bikes), and e-scooters. These users can benefit from longer sight distances to give faster users more time to adjust their movements to slower trail users and striped or dedicated separated lanes for different user groups.

How Will The Trail Be Used?

Determine the different trail purposes such as commuting, recreation, etc. This step helps ensure design provides opportunities for the wide range of recreational, travel, and commute activities to occur comfortably and safely.

- o Design for Recreation Areas and Open Space: Some Louisville trails should be designed to support recreation by providing safe, convenient access to both active recreation and more passive experiences like birdwatching, picnicking, and enjoying scenic open spaces, as well as ensure a balance between recreation and environmental stewardship.
- o Design for Movement: Some Louisville trails should be designed to facilitate active transportation to connect people to important destinations. The design for through movement must reflect user needs and local context but also balance the needs of both passive and active recreation uses.
- o Design for Continuity and Connectivity: Some Louisville trails should be designed to ensure seamless continuity and connectivity, providing direct pedestrian and bicycle links to adjacent cities, activity centers, parks, recreation areas, and public transit facilities. A well-connected and easy-to-follow network should include not only the main trail spine but also clearly marked spurs and connector trails that enhance access, close gaps, and integrate with local and regional transportation systems.

Step 2. Develop applicable design considerations

Use the context-based considerations to understand what elements are most important in the potential trail settings. Considerations should include key priorities, potential trade-offs, and constraints that should shape decisions.

Trail Design Consideration Categories

Materials and Durability

Guides material/pavement choices based on expected use, environmental conditions, and long-term performance. Considerations include anticipated wear, exposure to weather or flooding, ease of maintenance, repair, or replacement, and compatibility with surrounding urban or natural contexts.

Amenities and Placemaking

Considers how supporting elements contribute to trail usability, comfort, and identity. This includes wayfinding, seating, shade, trailheads, gathering areas, and opportunities for public art, interpretation, and reinforcement of community character.

Operations and Maintenance

Focuses on how the trail will be managed over time. Key aspects include maintenance roles and responsibilities, a routine inspection program, seasonal needs such as snow or debris removal, coordination with partner agencies, and alignment with lifecycle costs and available resources.

Width and Clear Zones

Focuses on the relative amount of space needed to support trail function and user comfort. This includes accommodating different user speeds, providing separation from vehicles, responding to physical constraints, and allowing flexibility for future expansion or changing use patterns.

Safety and Comfort

Addresses both actual and perceived safety, emphasizing design decisions that create predictability and user confidence. Key considerations include crossings and conflict points, visibility and lighting, proximity to traffic or hazards, and comfort factors such as noise, and speed differentials.

Step 3. Establish project priorities and constraints

Define the primary Goals that influence the prioritization and decision-making for trail development, such as right-of-way, environmental sensitivity, funding, and maintenance capacity. Apply appropriate design criteria, available funding sources and other metrics to define project priorities as required. Use established priorities and design criteria to develop trail standards or project designs that respond to the specific context and local conditions.

This table provide an overview of trail planning and design considerations.

Trail Planning and Design Considerations	
Assess Habitat Impacts Early in the Process	Survey and evaluate potential new trails or expanded trails for regional-scale habitat impacts and site-level habitat impacts. Seek opportunities to reclaim or enhance habitat areas within or near established trail corridors.
Avoid Ecologically Important Areas and Minimize Habitat Fragmentation	Avoid impacts to native wildlife habitat, native vegetation, streams, wetlands, and riparian areas. Consider introducing buffer standards in key areas to protect ecologically important resources. Avoid new trail routes that fragment large blocks of ecologically important habitat areas.
Prioritize Trail Gaps Needs	Evaluate new tail and expanded trail projects based on prioritization considering various factors such as demand, safety, cost, and conformance with acceptable design standards.
Consolidate and Cluster Trail Density	Focus on improving and promoting high-use trail or shared pathway loops that already have high levels of existing human use and disturbance.
Define Trail and Trailhead Amenities and Standards	Adopt comprehensive trail standards and programmed amenity standards and evaluate the application of standards as part of new and expanded trail projects. Apply best practice standards like AAHSTO, MUTCD and other trail standards.
Consider Scenic Views and Visual Impacts	Plan trail alignments considering viewsheds and visual impacts on adjacent uses.
Existing Trails Proximity	Evaluate existing social trails and resolve inconsistencies in the Trails System to mitigate informal and duplicative trails at a site level.
Current and Future Maintenance and Operations	Plan and design trails with long term maintenance and operations in mid: apply routine maintenance practices consistently and routinely

Table 5. Trail Planning and Design Considerations

Step 4. Reference external design guidance

Consult relevant trail design manuals, best practices, and peer examples to inform technical decisions. While this guide provides general information on what elements are most important by context, local and national standards and guidelines should be reviewed when making design decisions (e.g. guidance on specific trail dimensions, wayfinding placement, etc.).

National Resources

- National Association of City Transportation Officials (NACTO)
 - [NACTO Bikeways Design Guide, 2025](#)
 - [NACTO Designing for All Ages and Abilities, 2017](#)
 - Federal Highway Administration (FHWA)
 - [Designing Sidewalks and Trails for Access, 2001](#)
 - [Trails as Resilient Infrastructure Guidebook, 2023](#)
 - [Shared-Use Path Level of Service Calculator](#)
 - U.S. Forest Service (USFS)
 - [Forest Service Trail Accessibility Guidelines \(FSTAG\), 2013](#)
 - [Forest Service Outdoor Recreation Accessibility Guidelines \(FSORAG\), 2013](#)
 - [Accessibility Guidebook for Outdoor Recreation and Trails](#)
- American Association of State Highway and Transportation Officials (AASHTO)
 - [Guide for the Development of Bicycle Facilities, 2025](#)
 - [Guide for the Planning, Design, and Operation of Pedestrian Facilities, 2021](#)
 - U.S. Access Board
 - [Public Right-of-Way Accessibility Guidelines \(PROWAG\)](#)

Nonprofit Resources

- Rails to Trails Conservancy
 - [Maintenance Practices and Costs of Rail-Trails, 2015](#)
 - [Yearly Routine Rail-Trail Maintenance Costs Per Mile, 2022](#)
- American Trails
 - [Resource Library](#)



Crosswalk and Trail Segment at Cleveland Ave. (Credit: PROS Staff)

5.3. TRAIL TYPOLOGIES

Trail Typologies are based on context, trail purpose, and user experience and needs. The PROS Department will consider unique conditions and appropriate design solutions when developing the trails system in Louisville. While the TSP recognizes street routes as key connectivity corridors, this section of the Plan focuses on the primary and secondary trails that are managed and maintained by the PROS Department.

Typical Attributes by Trail Typology						
Trail Typology		Width	Material*	Named	Potential Amenities	Maintenance Responsibility
Primary	Multi-Modal Corridor	10'-12' (plus 2' shoulder)	Concrete	Yes	Trailhead Parking, Restrooms, Signage, Waste Receptacles, Seating, Enhanced Road Crossings, Limited Lighting	PROS Department
	Greenway	10'-12' (plus 2' shoulder)	Concrete or Crusher Fines		Trailhead Parking, Restrooms, Signage, Waste Receptacles, Seating, Enhanced Road Crossings	
Secondary	Neighborhood Connector	6' - 10' (plus 2' shoulder)	Concrete or Crusher Fines	No	Signage, Limited Seating and Waste Receptacles, Limited Lighting	Public Works Department
	Street Route	3' - 12'	Concrete	No	Signage, Lighting	

Table 6. Typical Attributes by Trail Typology



Trail through Aquarius Open Space (Credit: PROS Staff)

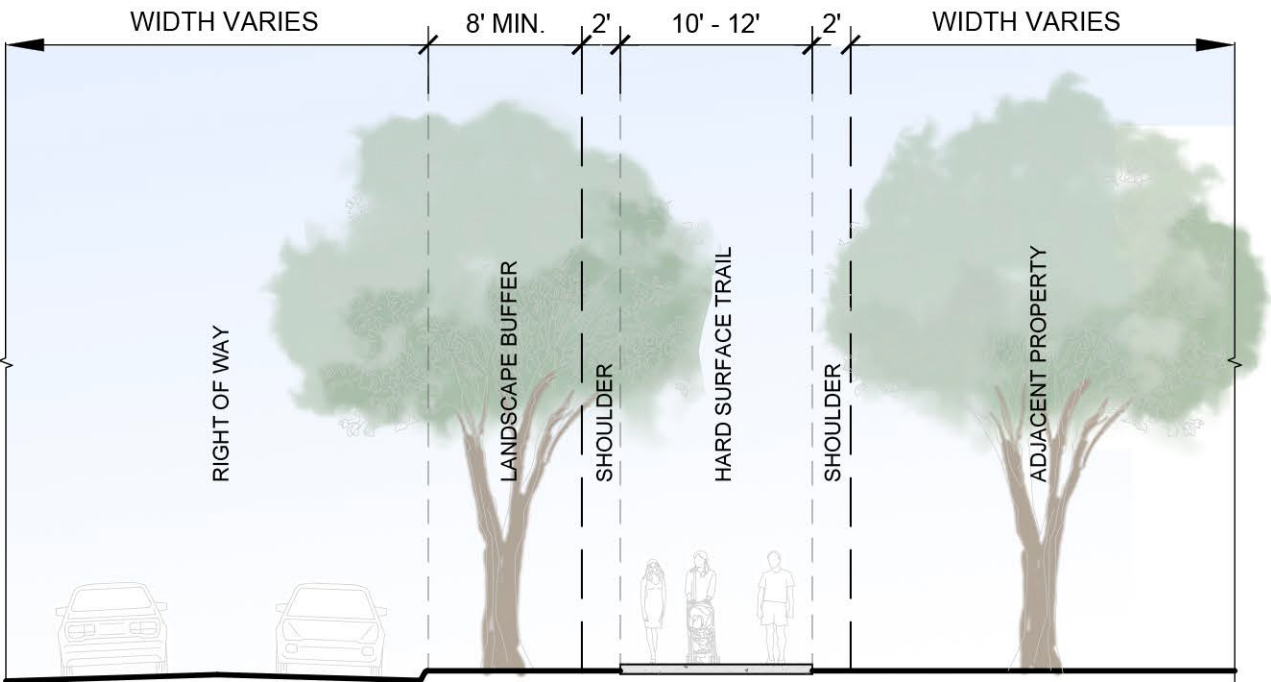
Multi-Modal Corridor

Multi-Modal Corridors are the principal trail corridors within the network, providing continuous, high-quality connections between major destinations and serving as the backbone of the trail system. These corridors often follow major transportation routes such as highways, arterials, rail lines, utility corridors, or other linear alignments that support direct travel across the community and beyond. Because they frequently traverse multiple jurisdictions, Multi-Modal Corridors may face greater right-of-way, regulatory, and coordination constraints than other trail types.

Multi-Modal Corridors prioritize direct, efficient travel between destinations with minimal delays, emphasizing continuous movement, connectivity, and transportation functions. They support a range of users, including commuters, students, residents, and visitors making longer-distance trips, while also accommodating recreational use. Given their transportation role, these facilities are more likely to serve faster-moving cyclists and other users traveling at higher speeds than on primarily recreational trails. Design decisions should focus on continuity, accessibility, wayfinding, and minimizing barriers to travel, with a primary emphasis on utilitarian and active mobility-focused trips while also supporting recreational needs.



Community Solutions (Credit: Town of Superior)



Trail through Underpass (Credit: PROS Staff)

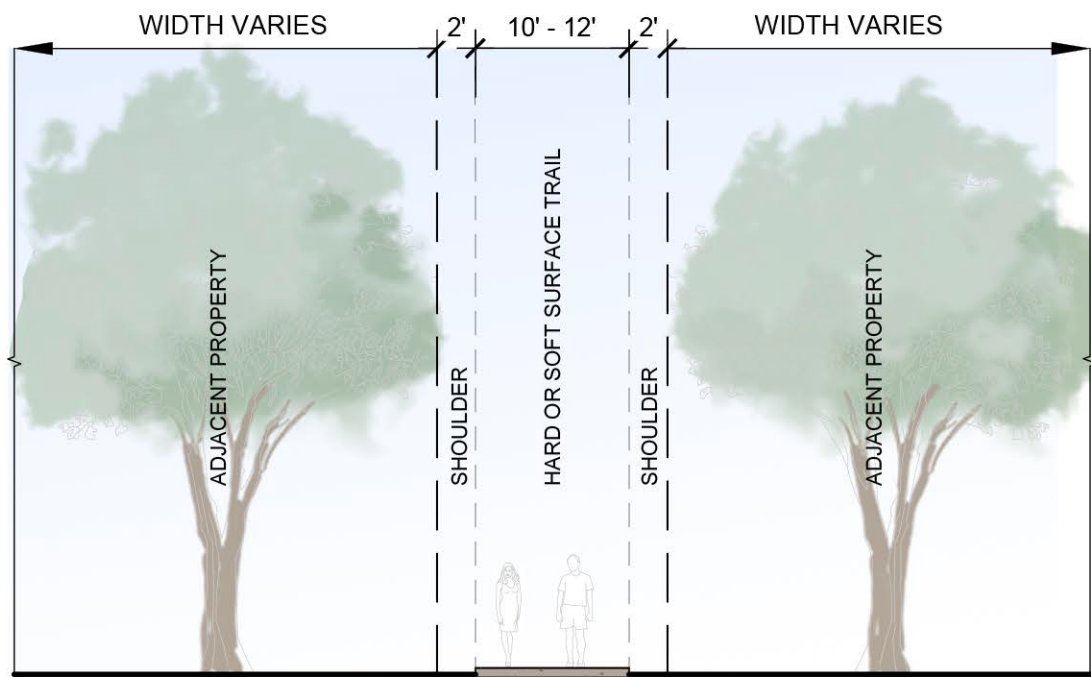
Greenway

Greenways are often located along streams, floodplains, riparian areas, open space, and other conserved natural landscapes. Greenways offer opportunities to experience natural environments and park settings while supporting environmental stewardship, habitat protection, and conservation objectives. Environmental conditions along these corridors may vary seasonally and in response to weather events, requiring thoughtful design and management.

Greenways should be designed to accommodate moderate to high volumes of active and passive users with a range of abilities and comfort levels. These corridors support both local and longer-distance trips while providing access to parks, open spaces, and natural amenities. Design should balance recreation, environmental sensitivity, and transportation functions, with an emphasis on continuity, connectivity, user comfort, and resource protection. Inherent seasonal and weather-dependent variations in use and environmental conditions should be considered in trail planning, design, and maintenance.



Cyclists on Coal Creek Trail (Credit: DTJ Design)



Coal Creek Trail Signage (Credit: DTJ Design)

Figure 18. Example Greenway (Coal Creek Trail) Cross Section

Connector

Connectors are secondary trails that link neighborhoods, parks, schools, commercial areas, open space, and other destinations to primary trails and to one another. These trails provide critical local connections within the broader trail network, improving access to everyday destinations and expanding the reach of the primary trail system. Located in a variety of contexts, including residential areas, commercial districts, parks, and community corridors, connectors support safe and convenient travel for pedestrians, bicyclists, and other trail users.

Connectors serve a mix of users of varying ages, abilities, and trip purposes, with design focused on comfort, accessibility, and safety for pedestrians and slower-moving users. Connectors typically accommodate short to moderate local trips and should be designed to emphasize movement, continuity, and connectivity between destinations and the broader trail network. Design considerations should support frequent crossings, access points, and transitions between different land uses, while providing a seamless and intuitive user experience that encourages active transportation and recreation.

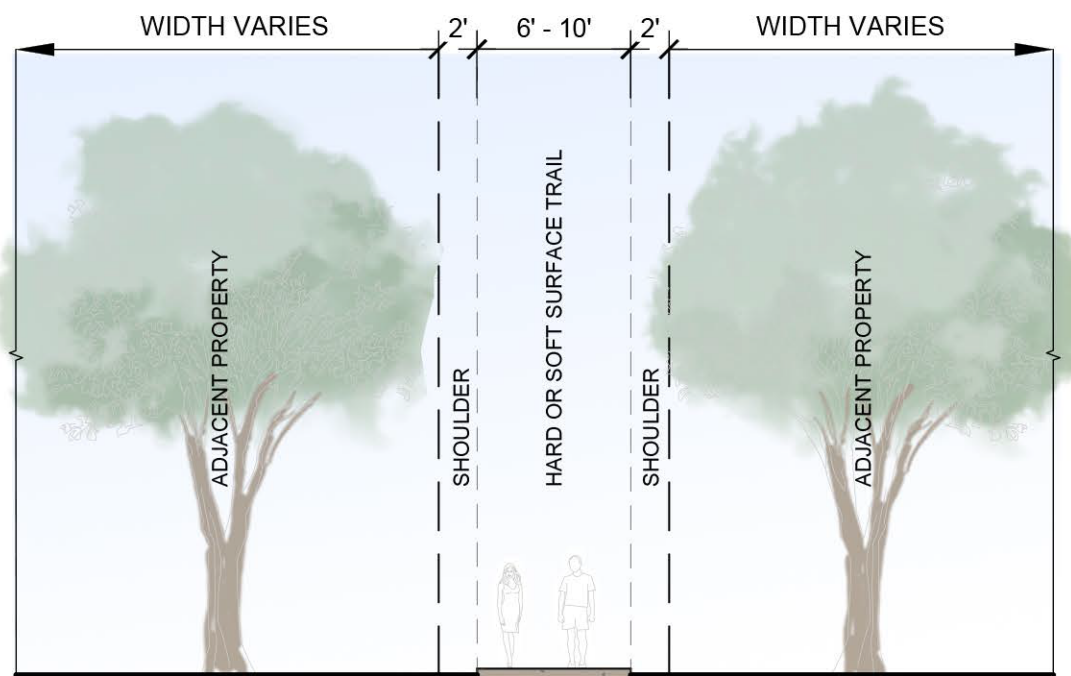


Figure 19. Typical Connector Trail Cross Section



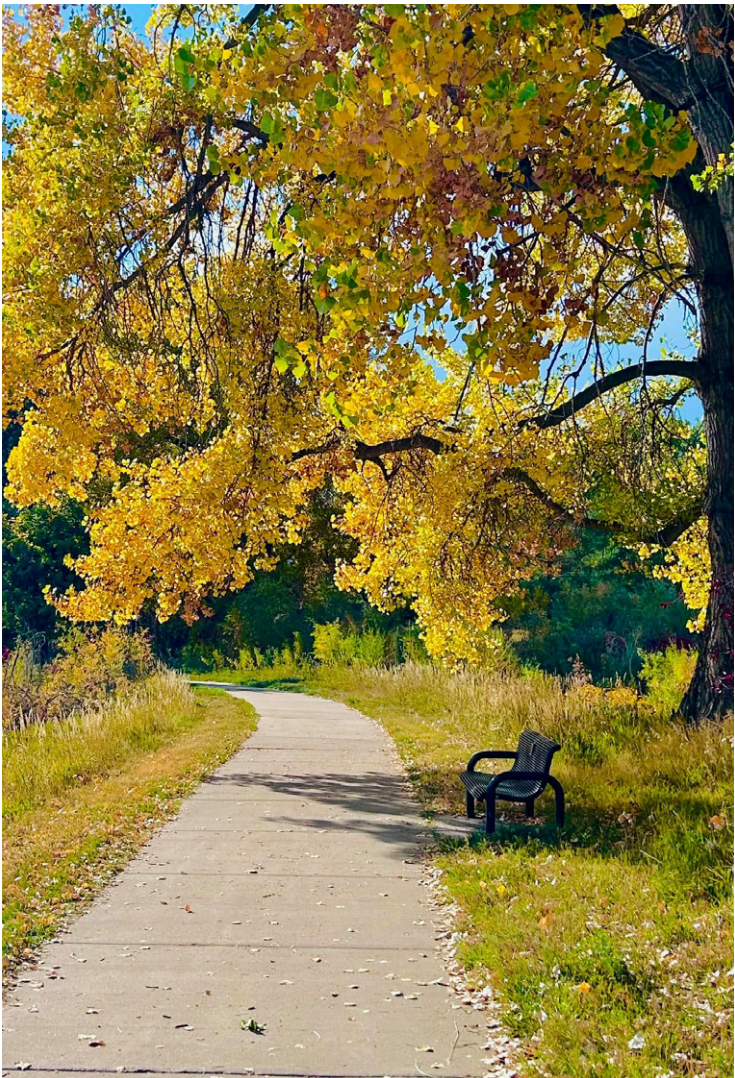
Trail through Keith Helart Park (Credit: PROS Staff)



Hardscape Trail (Credit: PROS Staff)



Trail near Water (Credit: PROS Staff)



Trail through Keith Helart Park (Credit: PROS Staff)



Davidson Mesa Open Space Signage (Credit: PROS Staff)

5.4. COAL CREEK MANAGEMENT PLAN

The proposed Coal Creek Management Zone is intended to protect and manage the riparian area and floodplain while accommodating recreational access and compatible land uses. The Coal Creek Corridor is also a high priority within the Boulder County Regional Trail System. The TSP recommends establishing a Coal Creek Management Plan to recognize its unique regional natural resource value, prioritizing habitat conservation and resource protection while balancing recreation and connectivity. This Plan would support long-term corridor protection, and define measures to balance resources and trail access.

Louisville contains several riparian zones; however, Coal Creek emerged as a focal area during public engagement process, including the Trails Workshop. While there are other riparian corridors that are not specifically highlighted, the same recommendations may apply to those areas as appropriate.

Further study should define specific management practices and tools to protect undeveloped reaches of Coal Creek and establish criteria to guide future development within the corridor. This may include development buffer zones and mitigation measures to address impacts from undesignated (social) trails.

Trails along Coal Creek contain high levels of human activity, ecologically important habitats, and scenic views. Infrastructure in this area should be limited to soft-surface gravel trails, hard-surface concrete at underpasses and street crossings within the flood zone, wayfinding and interpretive signage, and private property access points. Emphasis should be placed on managed access, habitat protection, and restoration.

Key Attributes to be Considered

Use

High ecological value protected riparian watershed with active recreation uses (bike, joggers, walkers, birders). Conservation and protection are a priority.

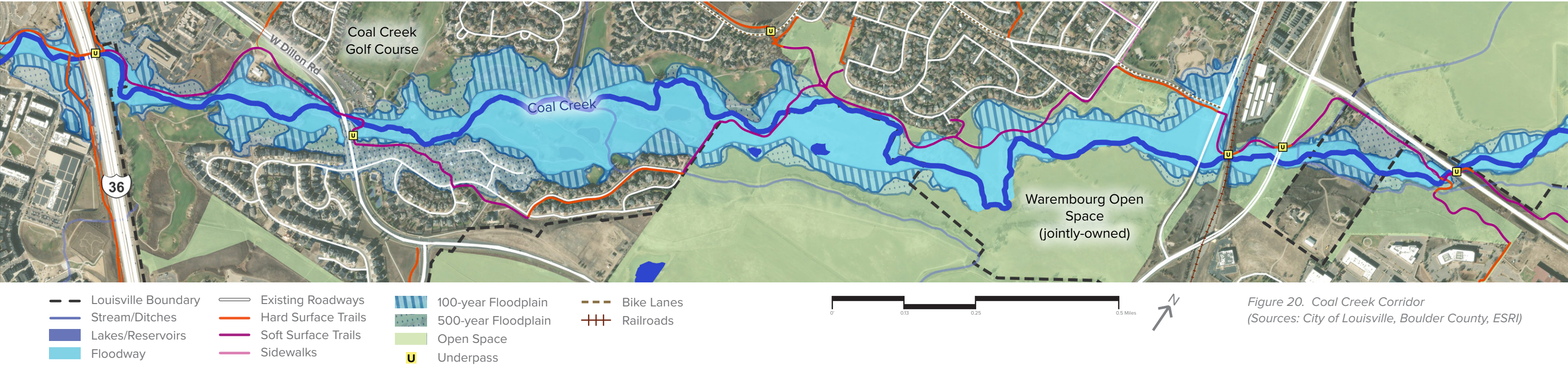
Experience

High levels of human activity and interaction, high value solitude experiences along segment of the corridor. Habitat and scenic views

Infrastructure Limited to moderate infrastructure includes 8-10 ft wide soft surface gravel trail material, hard surface concrete trails at flood zone underpasses and street crossings, wayfinding and interpretive signage. Private property drive access points. Highly managed human controls, high habitat protection and restoration

Examples

Coal Creek Corridor from Boulder County and Superior City limits downstream to City of Louisville and City of Lafayette.



5.5. TRAIL SYSTEM LAND ACQUISITION CRITERIA

The recreational trail system should apply criteria to evaluate future property or easement acquisitions, at a parcel-specific or area-specific scale. The criteria should be organized into defined value categories – recreational value, improvements to the overall trail system (connectivity and safety), conservation values, land use values, and cultural values. With the criteria in mind, the City will be able to make informed decisions on land and easement acquisitions, as well as have a broader understanding of the best use for a property.

These criteria are intentionally not weighted or prioritized. This approach allows the PROS Department to maintain flexibility in evaluating land conservation opportunities and responding to unique circumstances. For example, a property with high wildlife and habitat value (such as wetlands or an elk migration corridor) and a property with the potential for a critical trail connection may individually be important for different reasons, while a property that provides both benefits would be a significant opportunity.

These criteria allow the PROS Department to evaluate the characteristics of a property and its suitability for open space conservation, allowing for quick decision-making when land becomes available. It is recommended that Open Space staff strategically and creatively pursue public and private partnerships to identify and implement unique conservation opportunities.

5.6. SAFETY AND USER EXPERIENCE IMPROVEMENTS

Safety and user experience should be central to all trail investments. Priority improvements include:

- Safer crossings at major roads and rail corridors
- Upgraded underpasses with lighting, drainage, and visibility
- Improved signage and wayfinding
- Consistent surfacing for durability and accessibility
- Amenities such as shade, seating, and restrooms where appropriate
- Education and communication should accompany physical improvements, including:
 - Trail etiquette guidance
 - E-bike regulations
 - Stewardship messaging
 - Seasonal safety updates



Spring Evening (Credit: Life in Louisville Photo Contest)

5.7. DECISION-MAKING FRAMEWORK

A formal Decision-Making Framework is essential for evaluating proposed trail projects in a consistent and transparent way. This framework allows the PROS Department to assess new, expanded, or upgraded trails using a set of guiding criteria rather than ad hoc decision-making.

The framework considers:

- Environmental sensitivity
- Connectivity value
- Safety and accessibility
- Community demand
- Feasibility and cost
- Maintenance and operational impacts

Rather than ranking criteria by priority, the framework allows flexibility for site-specific conditions and evolving community needs.

This approach supports:

- Defensible planning decisions
- Alignment with sustainability Goals
- Balanced recreation and conservation outcomes
- Efficient use of resources

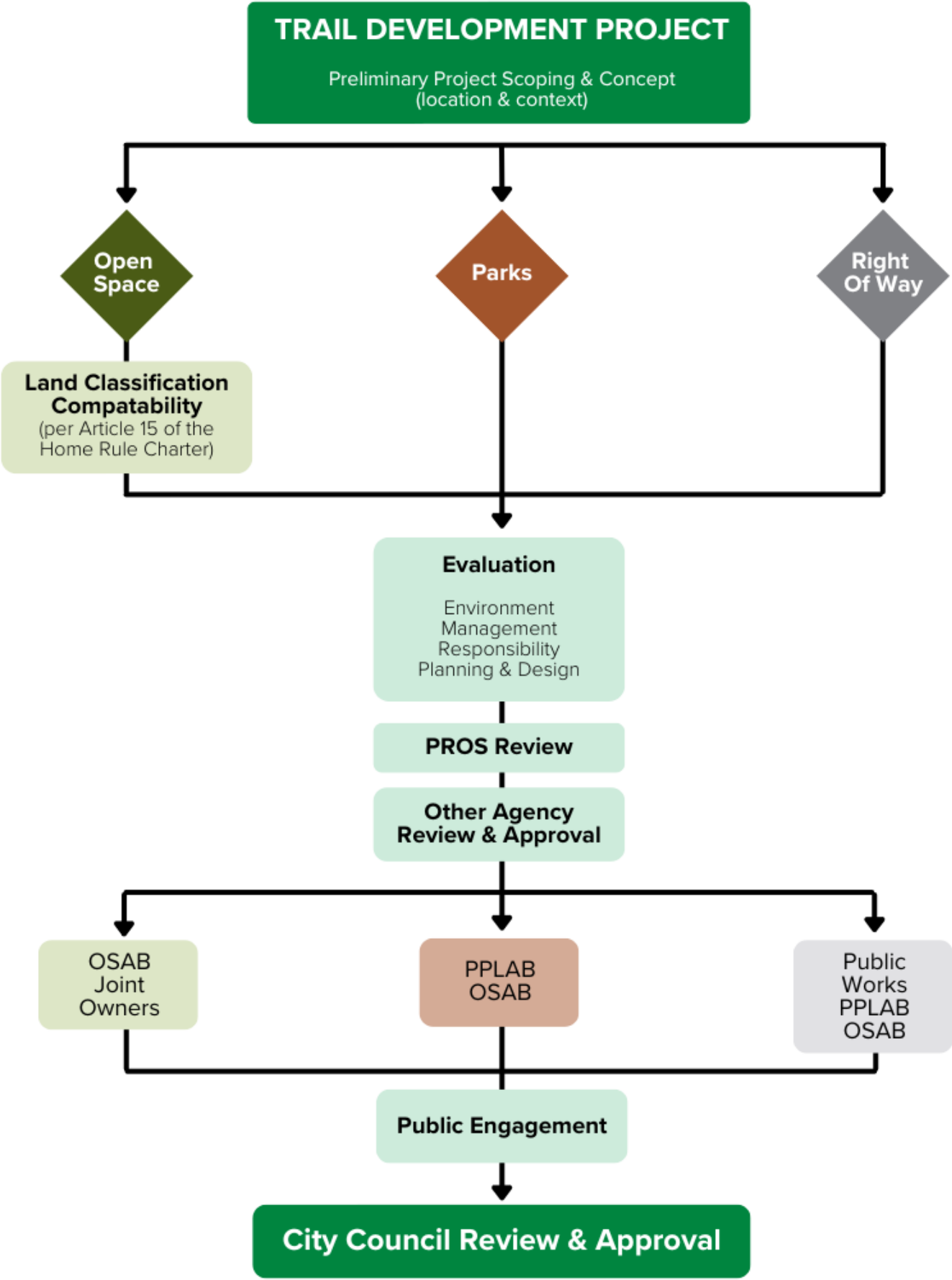


Figure 21. Decision-Making Flow Chart

5.8. OPERATIONS

The table below provides guidance on how to evaluate new, expanded or renovated trails capital improvement projects. The criteria are intended to be applied as a check to ensure projects are well-vetted prior to the PROS Department capital improvement program list of needs is finalized.

DECISION-MAKING FRAMEWORK	
Environmental	Does the proposed trail or expanded trail alignment: Avoid sensitive habitat and areas of high-quality natural resources? Minimize fragmentation of habitat blocks? Utilize existing roads or disturbance corridors?
User Experience	Does the proposed trail or expanded trail alignment: Provide new or unique user experience? Provide an experience that the differently abled could benefit from in open space? Provide trail access and open space experiences for all age groups? Improve user experience and circulation? Mitigate or improve real and/or perceived user conflict?
Community Context	Does the proposed trail or expanded trail alignment: Impact the surrounding area either positively and/or negatively? Provide access to underserved communities?
Management and Operations	Construction, maintenance and management: How feasible is construction? Will the project result in any additional maintenance requirements? Is the proposed project compatible with the Open Space Classification in which it falls? Will the project mitigate against wildfire impacts (setbacks, materials)?

Table 7. Decision-Making Framework

Effective operations are essential to maintaining a safe, accessible, and sustainable trail system. Operations include routine maintenance, inspections, vegetation management, safety improvements, and response to environmental conditions such as flooding and wildfire risk. The PROS Staff should continue to prioritize proactive maintenance over reactive repairs to reduce long-term costs and improve user experience. Based on industry best practices, key operational priorities include:

- Regular inspection of trails, crossings, and underpasses
- Consistent maintenance of trail surfaces and drainage
- Vegetation management to improve visibility and reduce wildfire risk
- Repair of erosion, cracks, and structural deficiencies
- Snow and debris removal where appropriate
- Monitoring of high-use and high-risk locations
- Trail operations should be guided by:
 - o Open Space Classifications
 - o Trail design standards
 - o Environmental protection policies
 - o Safety priorities

Data collection and performance tracking should be strengthened to support planning and budgeting. A centralized system for tracking trail conditions, maintenance needs, and completed projects will improve accountability and resource allocation.



Ride Across Mesa (Credit: Life in Louisville Photo Contest)

Management Tools

Conservation Associated with Trails

Conservation of open space is a top priority in trail planning, design, construction, and management decisions. All new trails are to be designed and constructed in a thoughtful and sustainable manner, consistent with the Trail Planning and Design Guidelines, Decision Making Framework for New Trails, and Open Space Classifications outlined in this plan.



Bicyclists on Trail (Credit: Life in Louisville Photo Contest)

Trail Access Acquisitions

Trail access acquisitions are an important tool for completing gaps in Louisville’s trail network, improving connectivity, and enhancing the safety and usability of the overall system. Acquiring strategic parcels, trail easements, or access rights can provide critical links between existing trails, neighborhoods, parks, schools, employment centers, and regional trail corridors. In some cases, acquisitions may also support trail widening, grade-separated crossings, trailhead development, or other infrastructure improvements that improve user safety and accessibility. The City has a history of working with Boulder County, neighboring jurisdictions, and private property owners to secure trail connections that benefit both local and regional users. Because acquisition opportunities are often limited and occur unpredictably, the City should pursue a range of tools, including fee-simple acquisition, trail easements, and partnership agreements, to secure long-term public access. Prioritizing acquisitions that close network gaps, eliminate barriers, and improve route continuity will help create a more connected, safe, and resilient trail system while maximizing available Trail System Program resources.



Trail Near Lake (Credit: Life in Louisville Photo Contest)

Parking

While dedicated trail system parking is desired to be kept to a minimum (i.e. users are encouraged to access trails directly from their place of residence or work) some formal parking opportunities are warranted to support equitable access and alleviate informal parking impacts within neighborhoods. Where appropriate, the goal is to ensure users park in designated areas at trailheads and access the Trail System via one of many portals. This strategy promotes fewer car trips (“More Boots and Bikes, Less Cars”) but also requires additional coordination, infrastructure, informational signage, and branding for trail users. Partnering with Public Works and regional transit providers to promote multi-modal systems and access to public transit systems to advertise trailheads and portals and encouraging the use of public transportation will reduce the stress on local neighborhoods. Trailheads located at the City limits and along major bus routes should be highlighted.

Public-Private Partnerships

Public partnerships are a useful tool for reducing the financial and management burden of property ownership, while also meeting other community objectives. The City has partnered with Boulder County and the City of Lafayette in the past to purchase and maintain properties for conservation and open space purposes. Grants are another partnership tool which allow the City to achieve Goals for purchasing, developing, or maintaining a property. In addition to partnering with organizations outside of the City, it is beneficial to coordinate with other City departments to assess how separate capital improvement and programmatic objectives can be achieved simultaneously. Private partnerships are another tool used to meet conservation and outdoor recreation Goals, on a case-by-case basis. For example, access or trail easements and long-term leases with private landowners can allow the City to secure tracts of land, which contribute to the broader trail and open space system.

Open Space Stewardship

The City of Louisville is faced with a shrinking supply of undeveloped private land which increases the need for various Strategies when properties suited for open space or conservation become available. Land protection tools such as acquisition, and public or private partnerships can be used to employ the most efficient financial strategy. These tools can be used to ensure that most lands with the greatest conservation value (e.g., wildlife or scenic value) are protected. Guidelines to evaluate opportunities for future open space conservation are designed to be flexible and to respond to site-specific considerations and unique circumstances. The guidelines are purposefully not presented as prioritized or weighted, which could be very limiting. The following stewardship topics should be considered and integrated on an ongoing basis.

Inclusion and Equity

A core objective of the trail system is to promote equity and accommodate all members of society in publicly available and accessible resources. Recommendations to encourage and improve inclusion and equity are:

- Strive to design and implement a fully accessible one-mile-long trail loop.
- Consider ways and means to encourage underserved communities to enjoy and learn about nature, the outdoors, and the open space and Trail System of Louisville.
- Connect with existing programs and organizations that can help to increase inclusivity and accessibility with regards to open space and the use of trails in Louisville.
- Coincide transit stops with trail portals.
- Develop an equipment library for sharing expensive and hard-to-come-by gear.
- Assist in establishing a volunteer ‘friends of trails’ with group whom share common interest to support equitable trail access.
- Promote a volunteer based Open Space and Trails Ambassador Program within communities that historically were not included to share information at events in multiple languages, including passing out trail maps.
- Evaluate trails and other opportunities for universal ADA accessibility.



Community engagement at Davidson Mesa trailhead (Credit: DTJ Design)

5.9. SYSTEM MONITORING

Adaptive Management

The TSP should be implemented through measurable Goals and ongoing evaluation. Performance monitoring allows the City to assess progress, identify challenges, and adjust Strategies as conditions change.

Based on industry best practices, key performance measures may include:

- Miles of new or improved trails
- Number of gap closures and safe crossings completed
- Reduction in crash incidents near trail facilities
- Condition ratings of trail segments
- Participation in stewardship and volunteer programs
- User satisfaction and feedback

Adaptive management ensures that decisions remain responsive to:

- Environmental conditions
- Community needs
- Funding availability
- Emerging technologies and best practices
- The needs for transparency and accountability in open government
- Advisory Board priorities and City Council directives

Implementation should be flexible and responsive to:

- Changing environmental conditions
- New funding opportunities or reduced funding
- Emerging technologies
- Community priorities
- Regional coordination efforts
- Action Items may be refined over time based on performance data and lessons learned.

Staffing and Capacity

Successful implementation of the TSP requires sufficient staffing and technical capacity. As trail usage continues to increase, additional and/or designated staff resources are needed to support:

- Maintenance and inspections
- Education and outreach
- Volunteer coordination
- Data collection and monitoring
- Project planning, design and implementation

The City should periodically assess staffing needs and consider dedicated roles for trail management, stewardship, and community engagement. Investing in staff capacity will promote long-term system health through allowing more proactive maintenance, enabling regulatory enforcement and ensuring the trail network satisfies evolving community needs.

Coordination with Emergency and Environmental Management

Trails play an important role in emergency response, evacuation, and environmental resilience. Management practices should align with:

- Wildfire risk reduction and mitigation Strategies
- Floodplain management
- Habitat restoration
- Climate resilience planning

Operational coordination should include:

- Underpass drainage improvements
- Trail closures during hazardous conditions
- Emergency access planning

Trails should be recognized as both recreational assets and critical infrastructure for community safety.

Performance Measures

To ensure accountability and transparency, progress should be evaluated using measurable indicators such as:

- Miles of trail constructed or improved
- Number of trail gaps closed
- Number of safe crossings completed
- Reduction in trail-related crashes
- Condition ratings of trail segments
- Participation in volunteer and stewardship programs
- Community satisfaction and feedback
- Annual reporting to City Council and advisory boards will support informed decision-making and continuous improvement.



Bikeway Underpass (Credit: Life in Louisville Photo Contest)

5.10. COMMUNICATIONS AND EDUCATION

Clear communication and education are critical to the success of the Trail System. Users need to understand how to use trails safely and responsibly, how to navigate the system, and how their actions impact natural resources. Ongoing communication builds public trust, reduces conflicts, and increases community stewardship.

Based on industry best practices, a coordinated communications strategy should include:

- Consistent trail signage and wayfinding
- Trail etiquette and safety messaging
- E-bike regulations and speed guidance
- Seasonal updates (flooding, fire risk, closures)
- Stewardship and conservation education

Communication tools should include:

- Trailhead signage
- City website and interactive maps
- Social media and newsletters
- Printed materials and QR codes
- Multilingual outreach, including Spanish-language resources

Education efforts should focus on:

- Leave No Trace principles
- Respect for native plants and wildlife, and their habitats
- Shared-use trail behavior
- Volunteer opportunities

How To Effectively Communicate The Trails Program

- Knowing the target audience
- Being intentional
- Being relevant
- Being up to date with current trends and practices

Education And Enforcement

The purpose of education and enforcement should be to increase awareness of trail users - regardless of their level of experience and familiarity with the trail system. Examples of educational topics include nature interpretation, learning about the value of open space, system regulations, contextual cultural and historical significance, outdoor ethics (e.g. Leave no Trace), and trail etiquette. While education can largely be achieved with intentional signage, it does require education by staff and/or volunteers. In this regard, a volunteer Open Space and Trails Ambassadors Program could be powerful to help convey and educate people about the natural environment, as well as proper etiquette and respectful behavior.

Branding and Wayfinding

Effective branding and wayfinding within the trail and share pathway system helps users to understand the overall system, identify their location, and make choices about easy-to-find routes, preferred loops and intended experiences. The PROS Department is currently working on an Open Space and Trails Wayfinding and Signage program. This program should be fully implemented to address branding of routes and promote a wayfinding system that is informative, consistent, durable, legible and aesthetically pleasing. The program should be updated and expanded over time as the system is further developed and can be outwardly promoted to residents and visitors as a uniquely designed sustainable recreational economic strategy.

Trail Etiquette

Trail etiquette is about respectful behavior and being considerate towards other trail users. Continued and proactive communication about trail etiquette is essential and an ongoing endeavor. Continued collaboration between the PROS Department and the Louisville Police Department will be essential for educating the public on appropriate trail etiquette and enforcing applicable regulations when violated.

E-Bikes

E-bikes are recognized as a growing industry with increasing users throughout the country and the demand for e-bike trail access is increasing. The City of Louisville's current strategy is to allow Class 1 and 2 e-bikes on all trails and pathways. Class 3 e-bikes are limited to on-street use. All trail users are expected to observe a 15 MPH speed limit throughout the trail system. The current recommendation is to continue to remain vigilant and stay ahead of the curve to understand emerging trends, community needs/user demands, and data-based information, and to adjust the Strategies as needed. Promoting regulations such as speed limits and other trends from local and regional jurisdictions is important as the Open Space staff continue to work with City communications and law enforcement agencies on future policies.

5.11. CONCLUSION AND NEXT STEPS

The TSP establishes a clear framework for guiding the future of Louisville’s trails and shared use pathways as an integrated system that supports mobility, recreation, community health, and environmental stewardship. Informed by extensive community engagement, technical analysis, and coordination with regional partners, the Plan recognizes trails as some of Louisville’s most widely used PROS amenities and as critical infrastructure that connect neighborhoods, parks, open spaces, schools, employment centers, and regional destinations. The recommendations in this Plan balance the need to close connectivity gaps, improve safety, and enhance user experience with the responsibility to protect ecologically important landscapes, manage undesignated (social) trails, and steward open space resources. Together, these Strategies provide a unified approach to building a safer, more legible, and more resilient Trail System that reflects community values and supports Louisville’s long term Goals.



Park Ranger on Trail (Credit: PROS Staff)

Next Steps

Following City Council adoption as part of the PROS Guidebook, implementation of the Trail System Plan (TSP) will occur incrementally as resources allow. Successful execution will depend on continued collaboration between the PROS Department, Public Works Department, Advisory Boards, outside agencies, and the community – as well as the pursuit of diverse funding and partnership opportunities. Approaching this Plan as a living document, and revisiting its Strategies regularly, the City can adapt to changing conditions and ensure its Trail System continues to serve Louisville’s people, places, and natural resources for generations to come.

The TSP identifies the following as top overall priorities to be pursued following Plan adoption:

- 1. Formalize Trail Standards and Policies:** Consolidate existing trail standards, policies, procedures, and management practices into a comprehensive framework to support implementation of the TSP. This effort should clarify management roles and responsibilities across PROS divisions and City departments while advancing data-driven tools for monitoring trail use and conditions to inform future planning, maintenance, and investment decisions.
- 2. Integrate Trail Projects into the Capital Improvement Program:** Coordinate implementation of trail-related capital projects identified in the TSP and the City’s Transportation Master Plan (TMP) to advance shared safety and connectivity priorities. Early efforts should focus on high-priority improvements such as neighborhood connections, roadway crossings, wayfinding, and Strategies that reduce conflicts among trail users.
- 3. Advance and Adopt the Undesignated (Social) Trail Decision-Making Framework:** Continue working with the public, Advisory Boards, and City Council to refine and adopt a decision-making framework for evaluating restoration, removal, or formalization of undesignated (social) trails. Building upon work completed to date, additional public engagement will help ensure future policies reflect community values while supporting long-term stewardship of the trail system.
- 4. Strengthen Trail System Management Capacity:** Evaluate staffing roles, responsibilities, and resource needs to support planning, design, construction, maintenance, and long-term management of the City’s trail system. Hire a new FTE to advance educational and awareness programs and priority TSP initiatives. Aligning organizational capacity with the Goals of the TSP will help preserve existing assets while supporting future trail improvements.

06.

APPENDICES

6.1. APPENDIX A: GLOSSARY

Agricultural Uses

The use of land for grazing and for growing and cultivation of crops and plants.

Benchmarking

A measurement of the quality of an organization’s policies, products, programs, strategies, and their comparison with standard measurements, or similar measurements of its peers. Parks and recreation agencies can build a customized benchmark report based on their specific agency size, type, and geographic region through resources such as the NRPA. The objectives of benchmarking are:

- To determine what and where improvements are called for.
- To analyze how other organizations achieve their high-performance levels.
- To use this information to improve performance.

Capital Improvement Program (CIP)

Comprehensive plan for maintaining, enhancing, and expanding parks and recreation infrastructure. Helps prioritize improvement needs of the department to assist in the planning and budgeting process.

Cost Recovery Rate

Cost Recovery Rate indicates the percentage of costs the Department recovers from its revenue.

Critical Wildlife Habitat

An environment that supports plants and wildlife by providing food, water, shelter, and space. High-quality habitat includes diverse, functional native plant communities that meet the structural and nutritional needs of wildlife.

Director

The director of the department of parks and recreation or their designated agent or employee. The director shall make and publish such regulations, not inconsistent with the terms of this title, as necessary for the orderly use and management of the city’s park and recreation facilities and programs.

Ecologically Important Areas

Areas including native plants, native wildlife, and their habitats.

Full-Time Equivalent (FTE)

The full-time equivalent (FTE) position is a standardized measurement used to determine the total number of full-time employees a company would have if all employees worked full-time hours. It accounts for the actual hours worked by both full-time and part-time employees, converting them into equivalent full-time positions.

Gaps

Discrepancies between current conditions and desired future outcomes within the City of Louisville parks, recreation, open space, or Trail System.

Greenway

Linear corridors that link together natural, cultural, and recreational resources. Help conserve a variety of unique resources, create many types of recreational opportunities, and help link these spaces together.

Native Plants

Plant species that occur naturally in Louisville habitats without direct or indirect human actions.

Native Wildlife

Animal species that occur naturally in Louisville habitats without direct or indirect human actions.



Trail through open space (Credit: PROS Staff)

Open Space

Land that is included in the open space zone district pursuant to Article 15 of the City of Louisville Home Rule Charter.

- **Preserve:** Open space land with no or very low level of visitation. This land consists of:
 - o Moderate to high level of relative ecological importance with lower levels of habitat fragmentation.
 - o Preserves and promotes the long-term viability of native plants and native wildlife, restoration potential, and ecologically sound agricultural use.
 - o No or very low levels of passive recreational activities shall be permitted
- **Protect Land:** Open space land with moderate to moderately high level of visitation. This land consists of:
 - o Moderate to high level of relative ecological importance with higher levels of habitat fragmentation.
 - o Management may permit passive recreation activities so long as they are designed to encourage resource protection, long-term ecological viability of native plants and native wildlife, restoration, ecologically sensitive agricultural use, re-search, and education, and they prevent any adverse effects on Preserve Land.
- **Visitor Land:** Open space land with moderate to high level of visitation. This land consists of:
 - o Lower level of relative ecological importance with higher levels of habitat fragmentation.
 - o Recreational opportunities are designed to encourage resource protection with minimal landscaping using native plants and limited irrigation.
- **Other Land:** Open space land with high level of visitation. This land consists of:
 - o Include construction of entryway features and trail rests, planting of trees, and other buffer plantings. Reasonable attempts shall be made to minimize the impact of entryway features and trail rests on the land, and to use native trees and plants.

Park Land

Land acquired or owned as a whole or in part by the city that is:

- Designated, maintained, or reserved by the city for such recreation uses as are not prohibited by the city; or
- Composed primarily of irrigated turf designed for public use.

Parks

All park land, as defined above, and all grounds, roadways, avenues, parking lots, and areas and recreation facilities therein.

- **Community Park:** A park that has an area of 15 acres or more.
- **Neighborhood Park:** A park that is 1-15 acres in size.
- **Pocket Park:** A park that has an area of 1 acre or less.

Passive Recreation

Recreational activities that are determined by the City Council, after consideration of the recommendations of the Open Space Advisory Board, have minimally harmful effects on native plants and native wildlife. Include activities such as hiking, photography, or nature studies, and if specifically designated, bicycling, or fishing.

Peer Cities

Cities that are relatively similar in key demographic indicators (population, affordability, diversity, etc.) that are used as a comparison to indicate the strengths and weaknesses of Louisville’s parks and recreation offerings.

Public Right-Of-Way

Any street, road, sidewalk, alleyway, bike or pedestrian trail or path, or any other right-of-way owned by the city.

Quartile

Statistical value that divides the number of data points into four parts, or quarters.

Recreation facilities

Specialized recreation facilities such as swimming pools, tennis courts, ballfields, and similar facilities under the supervision of the city department of parks and recreation.

Shelter

Includes, without limitation, any cover or protection from the elements other than clothing.

Trail Types

- **Bicycle Lane:** A designated portion of roadway that is designed for use preferentially or exclusively by cyclists.
- **Grade Separated Crossing:** Provides continuity of a bicycle/pedestrian facility over or under a barrier, typically in the form of a bridge or underpass. It is desirable to provide a grade-separated crossing to separate multi-use pathway users from conflicts with motor vehicle traffic.
- **Hard Surface Trail:** A trail that is paved, typically with asphalt or concrete.
- **Local Path:** A trail (paved or unpaved) that creates short connections within neighborhoods, parks, or community areas. Local paths typically provide access to nearby destinations and connect to larger trail or street networks
- **Multi-Modal Path:** A paved, off-street facility designed to accommodate multiple types of non-motorized users, such as people walking, biking, or using mobility devices. Shared paths are typically wider than sidewalks with consistent design standards to allow safe two-way travel.
- **Recreational Trail:** Trails that are used for recreational purposes, such as hiking, snowshoeing, cross-country skiing, bicycling, etc., along routes of scenic, natural, historic, geologic, or water-oriented interest.
- **Sidepath (or Detached Sidewalk):** A trail that runs parallel to a roadway, separated by a buffer such as grass, curb, or landscaping. Sidepaths provide a comfortable alternative to riding or walking directly in the roadway while maintaining connectivity along major travel corridors.
- **Soft Surface Trail/Unpaved Path:** Trails that remain unpaved and use natural materials such as crusher fines to construct the final trail. Soft surface trails are typically used for recreation, nature access, or connections where paving is not feasible or desired, and they may support both walking and bicycling depending on conditions.
- **Undesignated (Social) Trail:** An unofficial, user-created path that forms over time as users take detours off designated trails. With enough foot traffic, these paths get worn down and can look like an official trail. They have no “improved” surface materials, are not maintained by the City and may lead to erosion, flooding, and habitat fragmentation.



Trail through open space at sunset (Credit: PROS Staff)

6.2. APPENDIX B: LINKS TO SUPPORTING PLANS

To access the supporting plans, please visit Engage Louisville at

<https://www.engagelouisvilleco.org/join-the-journey>



Coyote Run Open Space (Credit: Life in Louisville Photo Contest)

6.3. APPENDIX C: HABITAT INTEGRITY ANALYSIS RESOURCES

Colorado Parks and Wildlife. 2021. Colorado's Guide to Planning Trails with Wildlife in Mind. Developed by the Colorado Trails with Wildlife in Mind Task Force.

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Colorado Parks and Wildlife. 2023. "Colorado Parks and Wildlife's (CPW) Recommendations to Avoid and Minimize Impacts to Wildlife from Land Use Development in Colorado (High Priority Habitats)."

Decker, Karin. 2018. "Fragmentation and Connectivity Considerations for Larimer County Open Space Lands." Colorado Natural Heritage Program, May. https://cnhp.colostate.edu/download/documents/2018/Fragmentation_FINAL_small.pdf.

Jordan, S.E., Ganz, T.R., Rutherford, T.K., Blocker, M.J., Domschke, C.T., Klasner, F.L., Masters, E.H., Morgan, T.A., Ratajczak, D.R., Teige, E.C., and Carter, S.K., 2025, Effects of nonmotorized recreation on ungulates in the western United States—A science synthesis to inform National Environmental Policy Act analyses: U.S. Geological Survey Scientific Investigations Report 2025–5014, 60 p., <https://doi.org/10.3133/sir20255014>.

Malone, D. G., and J. C. Emerick. 2003. "Impacts of Trails and Recreationists on Wildlife." EPA Project Number: MM988655-01. Aspen Wilderness Workshop.

Miller, Scott G., Richard L. Knight, and Clinton K. Miller. 2001. "Wildlife Responses to Pedestrians and Dogs." Wildlife Society Bulletin 29 (1): 124–32. JSTOR.

6.4. APPENDIX D: POSSIBLE FUNDING SOURCES

GRANT NAME	AWARD TYPE	DOLLAR VALUE and LOCAL MATCH
Colorado Parks and Wildlife - Outdoor Equity Grant Program	- This was saved at 2:44pm - Outdoor educational programs - Outdoor sports programming - Outdoor space improvement - Gear purchases - In-school programming - After school programming - Summer camps - Job and career training programs	Up to \$100,000 (max)
Colorado Parks and Wildlife - Colorado Outdoor Regional Partnerships Initiative and Grant Program	- Development, coordination, and facilitation of a regional coalition - Governance structure and charter development - Regional conservation and recreation visioning and planning - Recreation and conservation assessments - Mapping, data collection and surveys - Public outreach and stakeholder engagement efforts including traditionally underrepresented communities - Webpage design, marketing and communications	Partnership capacity grants: up to \$150,000 Planning grants: up to \$250,000 Local match- 10%

GRANT NAME	AWARD TYPE	DOLLAR VALUE and LOCAL MATCH
Colorado Parks and Wildlife – Non-Motorized Trails Grants	The Colorado State Recreational Trails Grant Program funds projects to continue to improve outdoor recreation opportunities, including trail construction, maintenance, planning, and support while protecting wildlife, habitat, and cultural resources. Funded by Great Outdoors Colorado (GOCO) and the Federal Recreational Trails Program (RTP), eligible project types include trail construction, maintenance, planning, and support. Local, county, federal and tribal government agencies, recreation and metro districts, and charitable organizations (tax exempt under Section 501(c)(3) of the Internal Revenue Code) are invited to apply.	- Construction and Maintenance – no minimum, up to \$250,000 - Planning and Support – no minimum, up to \$45,000 - Trails Stewardship – no minimum, up to \$150,000 - Match: 25% of the total grant request, 10% of that minimum amount must be cash
Colorado Parks and Wildlife – Land and Water Conservation Fund Grants	Administered locally by Colorado Parks and Wildlife (CPW) on behalf of the National Park Service (NPS), the program focuses on land acquisition to create new outdoor spaces, or the development of existing sites and facilities dedicated to public outdoor recreation.	Varies by project
National Park Service - Outdoor Recreation Legacy Partnership Grants	- Provides funding to enhance recreation opportunities in rural and urban communities. - For creation of new outdoor recreation spaces, reinvigorate existing parks, and form connections between people and the outdoors. - Projects may include sports fields, playgrounds, walking trails, community gardens, and more. - Land acquisition, site development, or renovation of existing facilities are all possible ORLP projects.	ORLP is dollar for dollar match, meaning it funds and reimburses up to 50% of all project costs.

GRANT NAME	AWARD TYPE	DOLLAR VALUE and LOCAL MATCH
Great Outdoors Colorado (GOCO) Base Programs	- Includes separate grant opportunities for Community Impact, Land Acquisition, and Pathways Community Impact: The Community Impact program funds the planning and/or construction of new or upgraded parks, trails, natural areas, and other outdoor amenities. Funding may also be used for stewardship work. Land Acquisition: Competitive projects consider opportunities for passive public recreation access; wildlife habitat and migration corridors; critical watersheds, waterways, and riparian ecosystems; scenic viewsheds and greenways; and open spaces, particularly those that serve disproportionately impacted communities. Eligible projects are fee-simple land acquisitions that provide public access. GOCO also considers conservation easements when tax credits are financially insufficient or impractical. Pathways: This program supports high-level visioning processes, equity initiatives, climate resilience efforts, and community engagement strategies that build networks and partnerships. Projects must address current issues affecting Coloradans, prioritizing proposals that consider disproportionately impacted communities and meaningfully involve community members in project design and implementation. - Organizations eligible for GOCO funding include Colorado cities, towns, and counties; Title 32 special districts; land conservation organizations that advance the acquisition of open space; political subdivisions of the State of Colorado whose missions are to identify, manage, or acquire open space and natural areas; and Colorado Parks and Wildlife.	Community Impact: \$100,000 - \$2,000,000 per project Land Acquisition: up to \$3,000,000 per project Pathways: \$100,000 - \$300,000 per project

GRANT NAME	AWARD TYPE	DOLLAR VALUE and LOCAL MATCH
Conservation Service Corps Grant	In partnership with the Colorado Youth Corps Association (CYCA), GOCO offers funding for our partners to hire conservation service corps for outdoor recreation and natural resource stewardship projects. CYCA is a statewide coalition of eight accredited conservation service corps. These organizations employ and train youth, young adults, and veterans (typically ages 14-25) to address important conservation and stewardship issues. Through this work, young people contribute to their communities while gaining valuable job skills and leadership experience, preparing them for future natural resource careers. Most corps members receive a stipend and an Ameri-Corps education award for college tuition or to reduce student loans. Together, CYCA-accredited corps serve more than 1,700 participants a year. Project types include: - Trail construction and maintenance - Tamarisk, Russian olive, and other invasive species mitigation (chainsaw crews and/or pesticide/herbicide application available) - Fence installation and deconstruction - Wildlife habitat improvement - Riparian restoration - Beetle kill hazard mitigation (chainsaw crews available) - Forest health activities (chainsaw crews available)	Up to \$1.5 million statewide (\$1,200,000 per year to the program and another \$500,000 through GOCO's investment in Colorado Parks and Wildlife.)

GRANT NAME	AWARD TYPE	DOLLAR VALUE and LOCAL MATCH
RESTORE Colorado Program	The RESTORE Colorado Program (Restoration and Stewardship of Outdoor Resources and the Environment) employs a collaborative funding model to support large-scale habitat restoration and stewardship projects across public and private lands. The program is administered by the National Fish and Wildlife Foundation (NFWF), and funded by NFWF, GOCO, the Colorado Department of Natural Resources, Colorado Parks and Wildlife, the Gates Family Foundation, OXY, Chevron, the Bureau of Land Management, the U.S. Fish and Wildlife Service, the U.S. Forest Service, and the Natural Resources Conservation Service. By pooling funder resources, RESTORE provides a single grant application that can support larger, multi-benefit projects that enhance wildlife resilience, ecosystems, and communities across the state. What's more, funding from a combination of state, federal, and private sources allows for more flexibility to get projects done. Project types include: • Watershed resilience (wetlands, riparian, and upland habitats including forests) • Eastern Colorado grasslands • Sagebrush rangelands • Big game winter range and migration corridors Eligible applicants include non-profit 501(c)(3) organizations, U.S. Federal government agencies, state government agencies and other political subdivisions of the state, local and municipal governments, Tribes, and educational institutions.	TBD for 2026 In 2025, approximately \$4.5 million were available
Boulder County – Parks and Open Space Small Grants Program	Parks and Open Space awards small grants for research and biological inventories on open space lands. These research projects and inventories provide valuable data to monitor management practices, advance our ability to adapt and mitigate the effects of climate change, and improve resources and park visitor experiences.	Up to \$12,500
Boulder County – Strategic Fuels Mitigation Grant	The purpose of these funds is to support large landscape and community-wide forest and grassland management projects to reduce the risk of catastrophic wildfire, protect water supplies, and promote resilient ecosystems.	\$2 million annual budget across all projects, divided between two grant cycles (Spring and Fall) Minimum 50% match required

GRANT NAME	AWARD TYPE	DOLLAR VALUE and LOCAL MATCH
Conservation Trust Fund (CTF)	The Department of Local Affairs distributes Conservation Trust Fund (CTF) dollars quarterly, on a per capita basis, to over 470 eligible local governments: counties, cities, towns, and Title 32 special districts that provide park and recreation services in their service plans. Funding can be used for the acquisition, development, and maintenance of new conservation sites or for capital improvements or maintenance for recreational purposes on any public site. A public site is defined by the department as a publicly owned site, or a site in which a public entity/local government holds an interest in land or water.	Varies annually
US Department of Transportation: Safe Streets and Roads for All Grant Program	Grants will be rewarded to support planning and operational initiatives to prevent serious injury on roads and streets. Applicants can register for a planning and demonstration grant or an implementation grant. • Awards will improve roadway safety planning for around 75 percent of the nation's population. • About half of communities awarded are new direct Federal funding recipients to USDOT. • Almost half of communities are in rural areas. • 44 percent of communities receiving funding have populations under 50,000. • Over 97 percent of first-year award recipients have grant agreements in place and over 57 percent of second-year award recipients have grant agreements in place.	\$982 Million awarded to 521 communities to date Recipients must contribute a minimum of 20% of the total eligible project costs from non-Federal sources
Environmental Justice Grant Program	The grant program will fund projects that measure, prevent, or reduce pollution to protect public health or restore the environment.	No local match required
Better Utilizing Investments to Leverage Development (BUILD) Grant Program	The U.S. Department of Transportation's (USDOT) Better Utilizing Investments to Leverage Development (BUILD) grant program provides grants for surface transportation infrastructure projects with significant local or regional impact. The eligibility requirements of BUILD allow project sponsors, including state and local governments, counties, Tribal governments, transit agencies, and port authorities, to pursue multi-modal and multi-jurisdictional projects that are more difficult to fund through other grant programs.	There is a local match that is usually around 20%.

Table 8. Possible Funding Matrix

 **City of
Louisville**
COLORADO • SINCE 1878



PROS Guidebook Draft Review & Feedback

City Council Presentation
August 25, 2026

Parks, Recreation & Open Space (PROS)

Adam Blackmore, PROS Director
Bryon Weber, PROS Planning & Project Manager



Where are we now?

- **From RFP (August 2024) to Draft Plans (August 2026)**
- **A robust input process has informed the draft plans:**
 - Community member and stakeholder participation
 - Existing plans, policies, and conditions
 - Consultant guidance
 - Organizational and financial considerations
 - Staff and leadership feedback
- **We are now focused on refining the drafts to ensure they communicate a clear framework and priorities for the PROS Department.**

Plan Intent

- **Gather Input. Establish Direction. Set Priorities.**
- **These strategic plans should:**
 - Establish a clear direction for the future
 - Identify the priorities that matter most
 - Define desired outcomes
 - Provide a framework for action and implementation
- **Actionable ≠ Fully Designed**
- **The plans are not intended to resolve detailed implementation decisions today.**

Guiding Future Success

- What staff like about these plans:
 - Division-focused
 - Build on what's working
 - Grounded in community input
 - Balance ambition with realism
 - Guide difficult decision making
 - Designed for implementation and on-going use

What we need most from you:

- **Help Us Evaluate the Strategic Questions such as:**
 - **Direction:** Are these the right priorities for the future?
 - **Evidence:** Do the recommendations reflect the community input?
 - **Coherence:** Do the goals, strategies, and actions fit together?
 - **Actionability:** Are the actions appropriately defined for a strategic plan?
 - **Feasibility:** Are the outcomes realistic given the city's resources and constraints?
 - Is there anything important missing?
- **The central question:**
 - Are we outlining the right strategic vision for the future of Louisville's PROS Department?

Next Steps

- Public comment window closes September 13th
- Staff to incorporate public input and Council feedback towards plan refinements, as directed
- Staff desire adoption of refined plans in October 2026

Subject: Appointment of Council Committee for Potential Amendments to City Manager Employment Agreement

Date: August 25, 2026

Prepared By: Kathleen Kelly, City Attorney

Presented By: Samma Fox, Deputy City Manager

Summary:

Staff is requesting City Council appoint two Councilmembers to serve as a committee to review and recommend to City Council potential amendments to the Employment Agreement for City Manager.

Background / Prior Discussions:

The City Council recently engaged Heidi S. Brinkman, PhD, of Brinkman Consulting to perform a Qualitative Performance Assessment of Diana Langley as City Manager. At the City Council meeting on July 28, 2026, the Council met in executive session to review the Assessment and Ms. Langley's performance as City Manager. Upon returning to the open meeting, the Mayor announced that Ms. Langley's review was very positive.

The City and Diana Langley entered into an Employment Agreement for City Manager dated February 11, 2025. Section 4.C of the Agreement requires the City Council to annually consider whether the City Manager should receive a merit adjustment, in addition to the market adjustment to her salary due pursuant to Section 4.B.

Development Proposal:

N/A

Analysis:

The request is for appointment of two Councilmembers to serve as a Council committee to review market adjustments provided to City employees and other compensation data and negotiate with City Manager Langley proposed amendments to her contract. The proposed amendments would be presented to City Council for consideration at an upcoming meeting.

Mayor Pro Tem Barbara Hamlington and Councilmember Dietrich Hoefner have volunteered to serve as the Council committee.

Council Work Plan:

This item is not on the City Council work plan but is required to be done annually by the Employment Agreement.

Fiscal Impact:

This is to be determined based on the contract negotiations.

Alternatives:

The Employment Agreement provides the City Manager shall receive market adjustments to her salary on the same basis and at such intervals as applied to all other City employees. An additional merit adjustment is discretionary and requires a written amendment to the Agreement.

As an alternative to appointing a Council committee, the City Council could conduct negotiations as a body at an upcoming public meeting. Whether a Council committee is utilized or not, any amendment to the Employment Agreement must be approved at a public meeting.

Recommendation:

Staff recommends Council appoint Mayor Pro Tem Barbara Hamlington and Councilmember Dietrich Hoefner to a Council committee to negotiate proposed amendments to the City Manager's contract.

Attachments:

1. City Manager Employment Agreement 2025 - Langley

EMPLOYMENT AGREEMENT FOR CITY MANAGER

THIS EMPLOYMENT AGREEMENT FOR CITY MANAGER ("Agreement") is made effective as of the 11th day of February, 2025, by and between the City of Louisville, a Colorado home rule municipal corporation, hereinafter known as "City", and Diana Langley, hereinafter known as the "City Manager" or "Ms. Langley."

WHEREAS, the City desires to employ the services of Diana Langley as the City Manager of the City of Louisville, Colorado; and

WHEREAS, the City and Ms. Langley desire to set forth certain specifics concerning her employment by the City as City Manager, and to establish conditions of employment related thereto; and

WHEREAS, the parties acknowledge that Ms. Langley is a member of the International City County Management Association ("ICMA"), and that Ms. Langley is subject to the ICMA Code of Ethics; and

WHEREAS, Ms. Langley desires to accept employment as the City Manager of the City of Louisville under the terms and conditions set forth herein.

NOW THEREFORE, in consideration of the following mutual covenants and conditions the parties agree as follows:

1. Duties; Residency. The City agrees to employ Diana Langley as its City Manager to perform the functions and duties of the City Manager specified by Colorado state statutes, Article 8 of the Louisville Home Rule Charter, Section 2.04.030 of the Louisville Municipal Code, and any other applicable laws, ordinances, or regulations of the City of Louisville. The City Manager shall become a resident of the City within six (6) months and shall remain a resident of the City throughout the City Manager's appointment. The City Manager acknowledges this position is an in-person role.

2. Ethical Commitments; Standard of Conduct. The City expects the City Manager to adhere to the highest professional standards, and that the City Manager's actions shall comply with those standards. The City Manager agrees to follow the City's ethics policies, code of conduct, and other applicable regulations, and agrees to handle any personnel matter reasonably. The City's personnel policies shall apply to the City Manager, except as they pertain to disciplinary action and separation from employment.

3. Term. The City Manager is an employee at will. The City Council may terminate the services of the City Manager at any time and without prior written notice, subject to the provisions set forth in Section 6.C herein. The City Manager may resign at any time from her position upon thirty (30) days prior written notice, unless the City

designates a shorter period, subject to the termination and severance pay provisions as set forth in Section 6.E herein. Langley's first day of employment as City Manager shall be March 31, 2025

4. Compensation.

A. The City agrees to pay to Ms. Langley for her services as its City Manager an annual base salary of \$300,000.00, payable in biweekly installments at the same time as other employees of the City are paid. The position of City Manager is an exempt position under the provisions of the Fair Labor Standards Act (the "Act"). As such, the City Manager shall not be bound by the record keeping or overtime provisions of the Act, and shall not earn overtime pay or compensatory time.

B. The City Manager's base salary pursuant to this Agreement shall be increased to include all salary adjustments on the same basis and at such intervals as applied to all other City employees. For the avoidance of doubt, it is expressly intended that City Manager receive pay increases to reflect market adjustments to the same extent as that applied to all other full-time employees of the City.

C. The City Council shall annually consider whether the City Manager should receive a merit adjustment, in addition to the market adjustment. A merit adjustment to the City Manager's salary shall be effective only when set forth in a written amendment to this Agreement that is approved by the City Council.

5. Relocation Costs.

A. The City shall reimburse the City Manager for expenses incurred for moving her family and personal property from her current residence in California to Colorado. Such moving expenses include packing, moving, storage costs, unpacking, and insurance charges ("Relocation Expenses"). The City Manager shall be reimbursed for Relocation Expenses within thirty (30) days of submission of receipts to the City in an amount up to, but not exceeding the gross amount of ten thousand dollars (\$10,000.00), less any and all applicable taxes and other withholdings.

B. If the City Manager ceases employment for one of the reasons for which severance pay is disallowed within the first year, then the City Manager shall repay the Relocation Expenses, either by a deduction from gross compensation or in cash within thirty (30) days of the termination date, at the election of the City. If the City Manager ceases employment for one of the reasons for which severance pay is disallowed after the first full year but before the second full year, then the City Manager shall repay half of all Relocation Expenses, either by a deduction

from gross compensation or in cash within thirty (30) days of the termination date, at the election of the City.

6. Termination and Severance Pay.

A. Termination Without Cause. The employment of the City Manager may be terminated by the City Council at any time, with or without cause, by the affirmative vote of a majority of the entire City Council. The parties agree that the City Manager serves at the pleasure of the City Council, that the City Manager's employment may be terminated at will by the City Council, and that the procedures for termination of an employee as set out in the City's Personnel Guidelines shall not apply to any termination of the City Manager.

B. Termination for Cause. Termination for Cause shall only occur if the City Manager is terminated upon a majority vote of the entire City Council for the following reasons:

1. Conviction of any felonious act, any act of moral turpitude, any illegal act involving personal gain to the City Manager, or other criminal offense that would inhibit the City Manager's ability to perform her job duties, such as an alcohol-related driving offense.
2. Insubordination, nonfeasance, gross negligence, or malfeasance in the performance of duties.
3. Excessive use of drugs, alcohol, or other substances, whether legal or illegal and whether during or outside of normal working hours, which renders the City Manager unfit or unable to satisfactorily perform her duties.
4. Violation of the City's Code of Ethics or the City's policies regarding discrimination, harassment, retaliation, workplace violence, workplace safety, equal opportunity, the City's drug and alcohol policy, the City's Code of Conduct, or any other applicable law or regulation that substantially impedes the City Manager's ability to lead the organization in a positive manner.
5. If the City Manager materially breaches this Agreement and the City Council determines in writing, in its sole discretion,

that the breach cannot be cured by the City Manager; or the City Council determines in writing in its sole discretion, can be but has not been cured within thirty (30) days of providing written notice (the "Cure Period") to City Manager of the breach, and the material breach is such that it can be remedied by the City Manager, and the City Council has notified the City Manager in writing about the breach, which is not cured by the City Manager within the Cure Period.

6. Any behavior that disparages the City or its residents, including but not limited to disruptive conduct, excessive absenteeism, or failure to fulfill job responsibilities.

The City Manager's refusal to comply with a directive that violates the City's Code of Ethics or is otherwise unlawful shall not serve as cause for termination. A waiver by the City Council of any grounds for Termination for Cause shall not be construed as a waiver of any subsequent basis for Termination for Cause, whether on the same or different grounds.

C. Severance Pay.

1. In the event of termination of the City Manager by the City Council for any reason other than a Termination for Cause, including but not limited to non-appropriation of funds pursuant to Section 18, the City Manager shall be entitled to receive the gross amount of six (6) months' severance pay, less employment taxes and other withholdings ("Severance Pay").
2. Payment of any Severance Pay to the City Manager shall only occur if the City Manager executes a valid and enforceable waiver and release of claims ("Waiver and Release"), containing such terms that are considered to be satisfactory by a majority of the City Council and consistent with applicable law. Any Waiver and Release under this section shall provide, among other things, that the Waiver and Release must be executed no later than thirty (30) days after being provided to the City Manager for review and shall not become effective if executed after that date.

3. Severance Pay shall include payment for six months' health, dental, and vision benefits, but shall not include any other benefits provided by this Agreement or the City's general personnel policies. The health, dental and vision benefits shall be for the City Manager and dependents (if the City Manager has obtained dependents coverage) with the City Manager and City to pay their respective portions of the premiums and costs thereof according to the benefits plans then in effect.
4. Severance Pay shall be paid in a lump sum on the first pay date immediately following the City's receipt of the signed Waiver and Release, except that the respective portions of the premiums and costs for the continued health, dental and vision benefits shall be paid monthly at the times required by the benefits plans then in effect.

D. In the event the City Manager resigns, or the City Council's termination of the City Manager is For Cause, the City Manager shall not be entitled to any Severance Pay.

7. Death; Disability.

A. If the City Manager dies, this Agreement shall terminate.

B. If the City Manager is unable to perform her duties due to a disability, the City Council may terminate City Manager's employment. "Disability" shall mean a physical or mental condition that prevents the City Manager from performing the essential duties of the City Manager, with or without reasonable accommodation, for a period of sixty (60) consecutive days in any consecutive twelve (12)-month period. Evidence of such disability shall be certified by a physician who is licensed to practice in the State of Colorado and who is mutually agreeable to the City and the City Manager. Termination for Disability shall not be treated as a Termination for Cause for purposes of Section 6.B and the City Manager shall be entitled to receive Severance Pay.

8. Performance Goals and Evaluation.

A. The City Council shall set written performance goals for the City Manager within ninety (90) days of her appointment and shall review and evaluate the performance of the City Manager on at least an annual basis in the following areas: (1) strategic leadership; (2) execution of policy; (3) community relations, collaboration, and public engagement; (4) administration, decision making, and

problem solving; (5) supervision; (6) economic development; (7) integrity and accountability; (8) City Council relations; (9) strategic planning and organizing; and (10) budgeting and financial management.

B. The first such review shall occur in January 2026, and each January thereafter, except the foregoing shall not limit the authority of the City Council to evaluate the performance of the City Manager at any other time or more frequent intervals, in its sole discretion. The City and the City Manager may agree to have the review facilitated by a third-party human resource professional selected by the City and City Manager.

9. Automobile. The City shall provide the City Manager with an automobile allowance of \$500.00 per month, payable via payroll check on the first pay date of each month. The City Manager shall then provide her own transportation as necessary in the performance of her duties. The City Manager shall maintain all liability insurance as required by the State of Colorado.

10. Cell Phone, Laptop, Other Equipment. The City shall provide the City Manager with a City-owned cell phone, laptop, and other equipment determined by the City Manager and City Council to be reasonable and necessary for the performance of City Manager's duties. Upon termination of City Manager's employment, all equipment provided by the City shall be returned to the City.

11. Paid Leave.

A. PLB. The City Manager shall receive paid leave time ("PLB"), which consists of vacation, holiday, and personal leave, shall be accrued on a biweekly basis, coincidental with established pay dates, at the rate of City employees with fifteen (15) or more years of service, which accrual is currently 12.32 hours per pay period, up to a maximum of 480.3 hours of paid leave time ("Maximum Leave Time"). If the City Manager's accrued but unused leave time reaches the Maximum Leave Time, leave time shall cease to accrue until such time as the City Manager uses enough leave time to reduce her remaining accrued but unused leave time below the Maximum Leave Time. Upon termination of her employment with the City, the City Manager shall be paid for all accrued, unused paid leave time.

B. EIB. The City Manager shall also receive Extended Illness Bank ("EIB") leave at rates accrued by other City employees and subject to maximum accrual amounts applicable to other City employees, to be used in accordance with and subject to all requirements and limitations of the City's personnel policies, and upon termination of employment with the City, the City Manager shall not be paid for any unused EIB time.

C. Bonus Leave. Upon appointment, the City Manager shall receive a one-time credit of one hundred (100) hours of Bonus Leave, which is in addition to the PLB provided in subsection A, above, and which Bonus Leave may be used for vacation, holiday, and personal leave during her employment with the City. Bonus Leave shall be utilized prior to the PLB provided in subsection A, above, and upon termination of employment with the City, the City Manager shall not be paid for any unused Bonus Leave time.

12. Insurance. The City Manager shall be entitled to receive the same health, dental, disability, life, liability, and other insurance coverage as set forth under the terms of the group insurance coverages provided by the City to all employees. The City Manager must meet all of the terms and conditions required by the individual carriers in order to receive said coverages.

13. Retirement. The City agrees to pay an amount equal to six and one-half percent (6.5%) of the City Manager's base salary into the International City Management Association Retirement Corporation's (ICMA-RC) 401-A Money Purchase Plan, which is the current uniform percentage rate paid for all employees participating in the plan. The City Manager shall contribute at a rate in accordance with the City's personnel policies. Each payment shall be made on a biweekly basis according to the City's payroll schedule, with the City contribution being 6.5% of the base salary paid for such payroll period. In the event the City Council approves any change in the uniform percentage rate paid for all employees participating in the plan, the above-stated 6.5% rate shall automatically adjust to the new rate, effective as of the effective date of the change. All of the City's contribution shall vest to the City Manager from her date of employment.

14. Other Terms and Conditions of Employment. The City Council shall fix such other terms and conditions of employment, as it may determine from time to time, relating to the performance of the City Manager, provided such terms and conditions are not inconsistent with the provisions of this Agreement, federal and state law, or the Louisville Home Rule Charter or Municipal Code. Except as pertains to discipline and separation from employment, the City Manager shall be treated as an employee under the provisions of the City's personnel policies.

15. Dues, Subscriptions, and Conferences. The City agrees to budget and pay for reasonable professional dues and subscriptions of the City Manager necessary for her participation in national, regional, state, and local associations and organizations necessary and desirable for her continued professional participation, growth, and advancement, and which are for the good of the City. The City also agrees to budget and pay for necessary travel expenses for the City Manager to adequately pursue official and other functions for the City. By way of example, such functions include, but are not limited to, ICMA and Colorado Municipal League ("CML") meetings and conferences. City

Manager shall not be required to use PLB or any other type of paid leave when participating in these professional development activities.

16. Reimbursement of General Expenses. The City recognizes that certain expenses of a non-personal and job-related nature will be incurred by the City Manager, and hereby agrees to reimburse reasonable general expenses subject to any applicable requirements of the City's purchasing policies.

17. Hours of Work; Outside Activities.

A. The City Manager shall work on-premise and spend significant time working outside core business hours and offsite. Offsite locations may include any and all City of Louisville facilities and properties, community meetings, and events and other meetings or conferences that will require travel to and from different regional jurisdictions for meetings as related to the scope of job responsibilities.

B. The City Manager shall not spend any time in remunerated business outside of this Agreement, nor shall she spend more than ten hours per week in non-remunerated non-City connected business, without the prior approval of the City Council. No such outside activities shall be contrary to the interests of the City.

18. Funding. Notwithstanding any other provisions contained herein, this Agreement is subject to annual appropriation by the City Council of sufficient funds to pay the full amount due, or which may be due hereunder for the following year. A failure to appropriate such funds shall constitute a termination pursuant to Section 6 of this Agreement.

19. Constitutionality; Entire Agreement; Severability. The parties hereto do not intend this Agreement to be a multiple fiscal year financial obligation within the meaning of Article X, Section 20 of the Colorado Constitution, and this Agreement shall be interpreted so as to avoid any such meaning. This Agreement is held to be the entire Agreement of the parties thereto and shall be binding upon and inure to the benefit of the heirs, representatives, and assigns of the City Manager. If any provision or portion of this Agreement is held to be unconstitutional, invalid, or unenforceable, the remainder of this Agreement shall be deemed severable and shall remain in full force and effect.

20. Indemnification. The City Manager shall be defended and indemnified for her actions undertaken in her official capacity pursuant to all insurance coverages maintained by the City and pursuant to the terms of the Colorado Governmental Immunity Act ("CGIA"), C.R.S. § 24-10-101, *et seq.*; provided, however, the City Manager shall not be indemnified for any act or omission that is willful or wanton as those terms are defined in the CGIA. This Section survives the termination of this Agreement.

21. Acknowledgement of Open Records Act. The City is a public entity subject to the Colorado Open Records Act, C.R.S. § 24-72-201, *et seq.*, and this Agreement and any related documents may be subject to public disclosure.

22. Assignment. Neither this Agreement nor any of the rights or obligations of the Parties shall be assigned by either Party without the written consent of the other; provided that City Manager's heirs shall be entitled to enforce this Agreement should City Manager become legally incapacitated or deceased, as applicable and provided by law.

23. Return of City Property and Confidential Information. Upon termination of employment, whether voluntary or involuntary, the City Manager agrees to return all City property, including but not limited to, all documents, electronic files, and any other materials containing Confidential Information, proprietary data, or trade secrets belonging to the City. The City Manager shall not retain any copies of such materials and agrees to certify in writing that all such materials have been returned or destroyed as directed by the City.

IN WITNESS WHEREOF, the parties have executed this Agreement on the dates set forth adjacent to their respective signatures, intending the same to be effective as of the date set forth above; the parties agree that electronic signatures are sufficient and binding for this Agreement.

CITY OF LOUISVILLE

By: Christopher M. Leh
Christopher M. Leh, Mayor

Date: February 13, 2025

ATTEST:

G. Kline
Genny Kline, Interim City Clerk

CITY MANAGER

Diana Langley
Diana Langley

Date: February 12, 2025