



Culture, Parks, and Recreation Department Executive Summary





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Letter From the Director

Dear Community Members, Partners, and Friends,

It is my honor to present the City of Greeley's Culture, Parks, and Recreation Department Comprehensive Master Plan. This plan represents the culmination of an extensive and inclusive effort to shape the future of parks, culture, recreation, and natural spaces in our city. It reflects the voices of thousands of residents, staff, and stakeholders who shared their hopes, ideas, and expectations for how CPRD can best serve a growing and evolving Greeley.

The Culture, Parks, and Recreation Department is deeply rooted in the community fabric, stewarding everything from neighborhood playgrounds to large regional parks, arts venues, museums, trails and natural areas, golf courses, and public events. As our city changes, it is critical that we adapt and invest wisely to maintain high-quality services, address aging infrastructure, and equitably expand access to all areas of our community—especially those historically underserved.

This plan outlines a ten-year vision grounded in robust community engagement, data-informed analysis, and alignment with City Council's Strategic Plan to enhance the quality of life for both residents and visitors. The recommendations focus on expanding access, ensuring long-term sustainability, investing in both people and places, and fostering dynamic experiences that celebrate Greeley's diverse identity.

I am deeply grateful to the many staff members who contributed their expertise and passion to this effort, to our consultants who led a thoughtful and collaborative process, and to the thousands of residents who shared their ideas and aspirations. Your input not only shaped this plan - it will serve as a guiding force in our decisions moving forward. As we prioritize investments, develop programs, and steward Greeley's valued public spaces, this plan will be our roadmap to ensure we remain responsive, equitable, and future-focused.

Together, we can ensure that Greeley remains a place where culture thrives, parks inspire, and recreation connects us all.

Sincerely,



Director of Culture, Parks, and Recreation
City of Greeley

Acknowledgment

On behalf of the Culture, Parks, and Recreation Department (CPRD) of the City of Greeley (City), we would like to thank the individuals who dedicated their time and passion to developing this plan. This document represents the collective thoughts and efforts of nearly 160,000 documented points of contact including over 4,100 project website views, 1,353 completed surveys (for the City and CPRD), 50 focus group participants and 70 culture, park, recreation, golf, and natural area professionals who participated in the workshops, interviews, and focus groups.

CPRD Staff

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- Benjamin Alexander, Business Manager
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City

- Donald Tripp, former-Deputy City Manager

CPRD Partners, Boards, and Commissions

- Maddie Zeller, Chair, City of Greeley Youth Commission
- Mark Pugatch, UCCC Advisory Board Chair
- Sam Duvall, Rodarte Advisory Board
- James Herman, Island Grove Advisory Board Chair

BerryDunn Consulting Team

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Executive Summary

Introduction

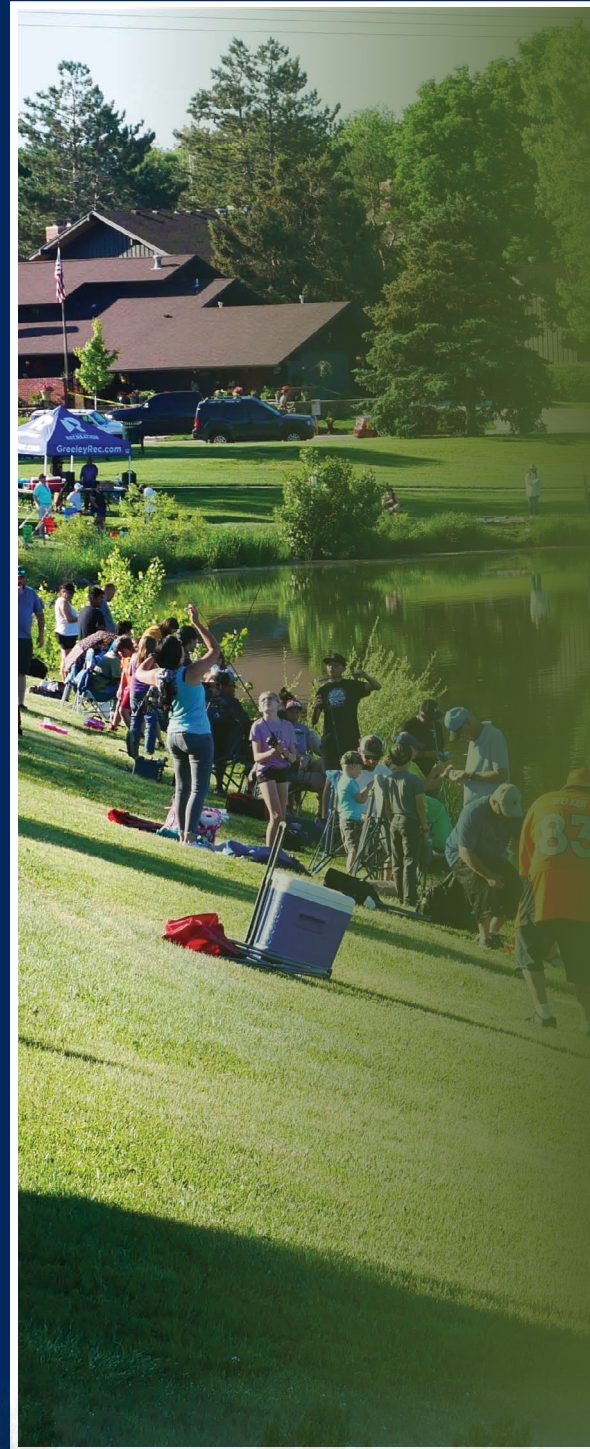
The City of Greeley was founded in 1870 as an experimental utopian community by Nathan Meeker, the agricultural editor of the New York Tribune, under the sponsorship of publisher Horace Greeley, who famously encouraged Americans to “Go West, young man.” Originally known as the Union Colony, Greeley was once envisioned as a cooperative farming settlement.

Located in Weld County, the area was chosen for its fertile land and proximity to the South Platte River. Early settlers were drawn by ideals of education, agriculture, and community spirit. The colony quickly developed irrigation systems, schools, churches, and civic institutions—setting a strong foundation for future growth.

In 1886, the Union Colony officially became the City of Greeley, named in honor of Horace Greeley. The city thrived as a center for agriculture, particularly sugar beets and livestock, and later developed into a hub for education and industry.

Today, the City of Greeley’s CPRD represents the heart of Greeley. From beautiful nature areas and trails to museums, golf courses, an ice arena, theater, community spaces, and aquatic facilities, CPRD provides something for everyone living in and visiting Greeley.

To prepare for continued growth and to meet the current needs of its community members, CPRD sought to develop a ten-year plan for its parks, recreation, cultural, and natural areas. CPRD needed a plan that included a detailed assessment of offerings through extensive staff and community engagement, as well as a park and facility inventory, facility and sports field analysis, operational assessment, financial analysis, and maintenance assessment. Complementing this work, CPRD also requested a cultural plan that would set the stage to build on CPRD’s thriving arts, culture, and heritage programming. (Appendix)



Key Facts



42 Parks



2,000 Acres of
Natural Area



35 Miles of
Trails



3 Community
Centers



Active Adult
Center



Indoor Ice
Arena



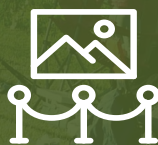
4 Pools



2 Golf Courses



Performing
Arts Venue



4 Museums
Sites



Public Art



Regional
Park & Event
Complex



542 Recreation
Components
(453 outdoor
and 89 indoor)

The Planning Process

Figure 1: Master Plan Process



ENGAGEMENT

Gather feedback from staff, stakeholders, and the community



ANALYSIS

Evaluate CPRD's existing conditions



VISIONING

Develop long-range vision for CPRD



FINAL PLAN

Develop final goals and actions



IMPLEMENTATION

Share tools and strategies to deploy the plan

This project considered other planning efforts throughout Greeley:

- CPRD Strategic Plan
- Greeley 2060 Imagine Greeley Comprehensive Plan
- Get Outdoors Greeley Strategic Plan
- Parks, Trails and Open Lands Master Plan
- Bicycle Master Plan
- Greeley Trails Master Plan
- Island Grove Master Plan

Understanding Greeley Today and Planning for the City's Future

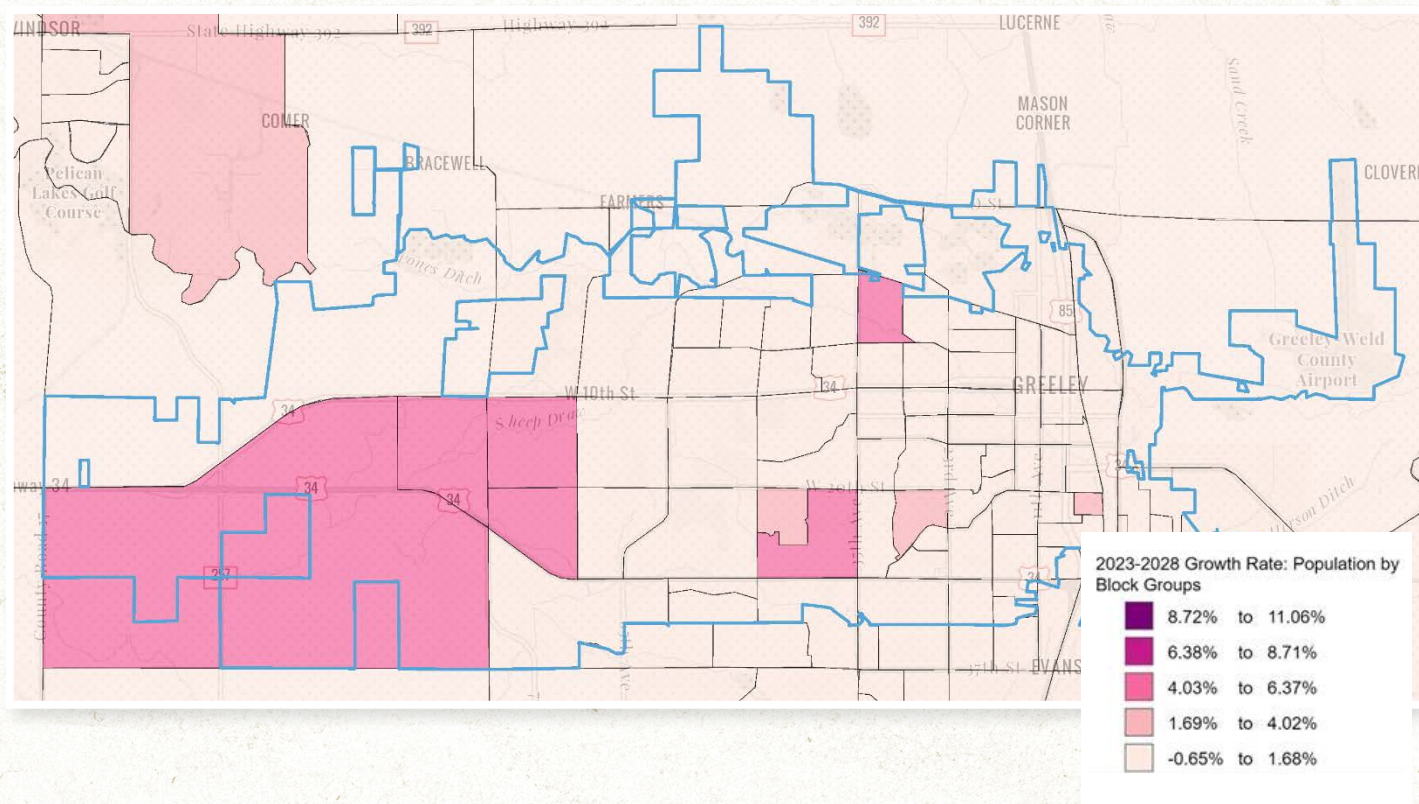
Essential to a master planning process is understanding the make-up of the community. BerryDunn conducted a thorough analysis of census data, demographic trends, and visitor activity, offering valuable insights into who lives, works, and plays in Greeley—and how that is expected to evolve.

Greeley has seen a significant increase in population over the last 25 years, growing from 78,749 residents in 2000 to 113,400 today. This represents a growth rate that outpaces many peer communities in Colorado and reflects Greeley's emergence as a regional hub for education, healthcare, agriculture, and energy.

Looking ahead, the city is poised for continued expansion, with population projections estimating Greeley could reach over 150,000 residents in the next two decades. Much of this growth is anticipated to occur on the west side of the city, where new residential developments, infrastructure investments, and mixed-use nodes are taking shape (Figure 2).

This level of sustained growth presents both opportunities and challenges. It demands thoughtful planning to ensure that parks, cultural resources, recreation facilities, natural areas, and programming evolve in step with the community. As the city expands geographically and diversifies demographically, CPRD must remain proactive—ensuring equitable access to services, maintaining high-quality amenities, and fostering a strong sense of place across new and existing neighborhoods.

Figure 2: Population Growth



INTRODUCTION

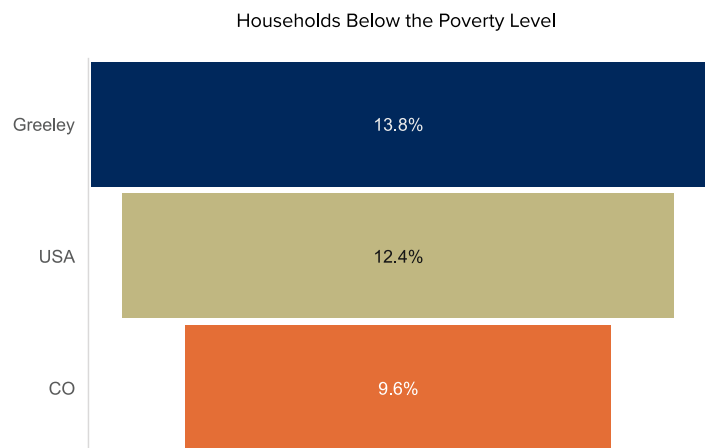
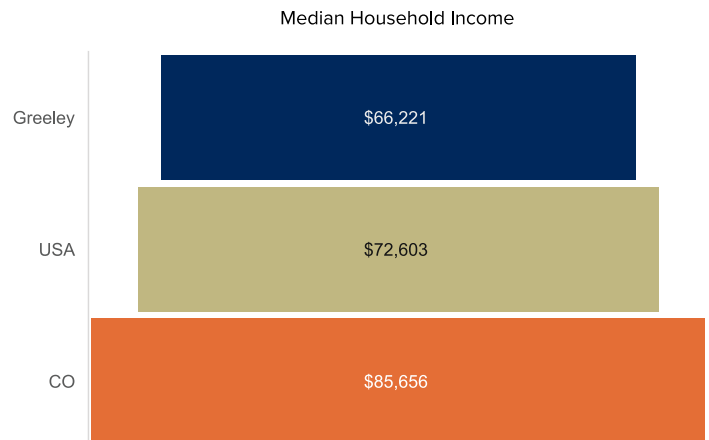
Today, as Figure 3 illustrates, the City's current average household income is \$66,221—significantly lower than the State of Colorado's average of \$85,656 and slightly below the national average of \$72,603. This income gap is an important consideration for long-range planning, as it affects household spending power, access to services, and the types of recreation and cultural amenities residents can afford and prioritize.

In addition, 13.8% of households in Greeley are considered below the federal poverty line—higher than both the U.S. average (12.4%) and Colorado's rate (9.6%). This elevated poverty rate points to a need for intentional equity-focused strategies within CPRD to ensure that all residents, regardless of income, have access to quality programs, facilities, and open spaces.

Lower average incomes and higher poverty rates may also place increased pressure on subsidized programming, public fee assistance, and infrastructure investment in underserved areas. As Greeley continues to grow, the City must balance economic development with affordability, ensuring that public services, especially those related to parks, culture, and recreation, remain accessible to low- and moderate-income residents.

Furthermore, these economic indicators may impact participation in fee-based programs and rentals, influence the type of partnerships the City pursues, and shape the design of facilities to support broader community needs such as job training, youth engagement, and social cohesion.

Figure 3: Median Household Income



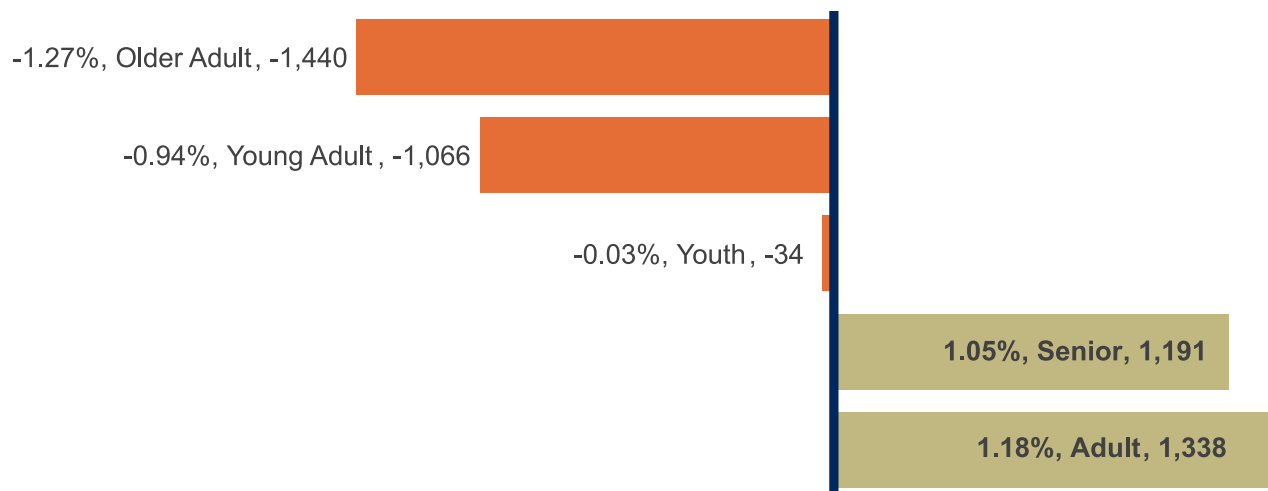
By proactively responding to these realities, the City can help ensure that Greeley remains an inclusive and vibrant place to live—where residents from all income levels can benefit from a thriving parks and cultural system.

Another important consideration for CPRD is the shifting age composition of Greeley’s population. Over the next four years, the older adult (ages 55–64), young adult (ages 20–34), and youth (ages 0–19) populations are projected to decline slightly, with anticipated decreases of -1.27%, -0.94%, and -0.03%, respectively. While these declines are modest, they may signal a need to rebalance program offerings and facility usage based on changing participation patterns.

In contrast, the adult (ages 35–54) and senior (ages 65+) age groups are expected to grow by 1.18% and 1.05%, respectively. This shift reflects broader national trends in aging populations and suggests increasing demand for services that support active aging, social and wellness connection, lifelong learning, and accessible recreation opportunities tailored to older adults and retirees.

As the senior population grows, CPRD will need to consider expanding or adapting facilities, programs, and outreach to meet their evolving needs—while also remaining responsive to the full age spectrum of the community. This includes continuing to engage younger residents and families, while also planning for an increasingly multi-generational user base across the parks, natural areas, recreation, and cultural systems.

Figure 4: Age Change Over Time (2023 – 2028)

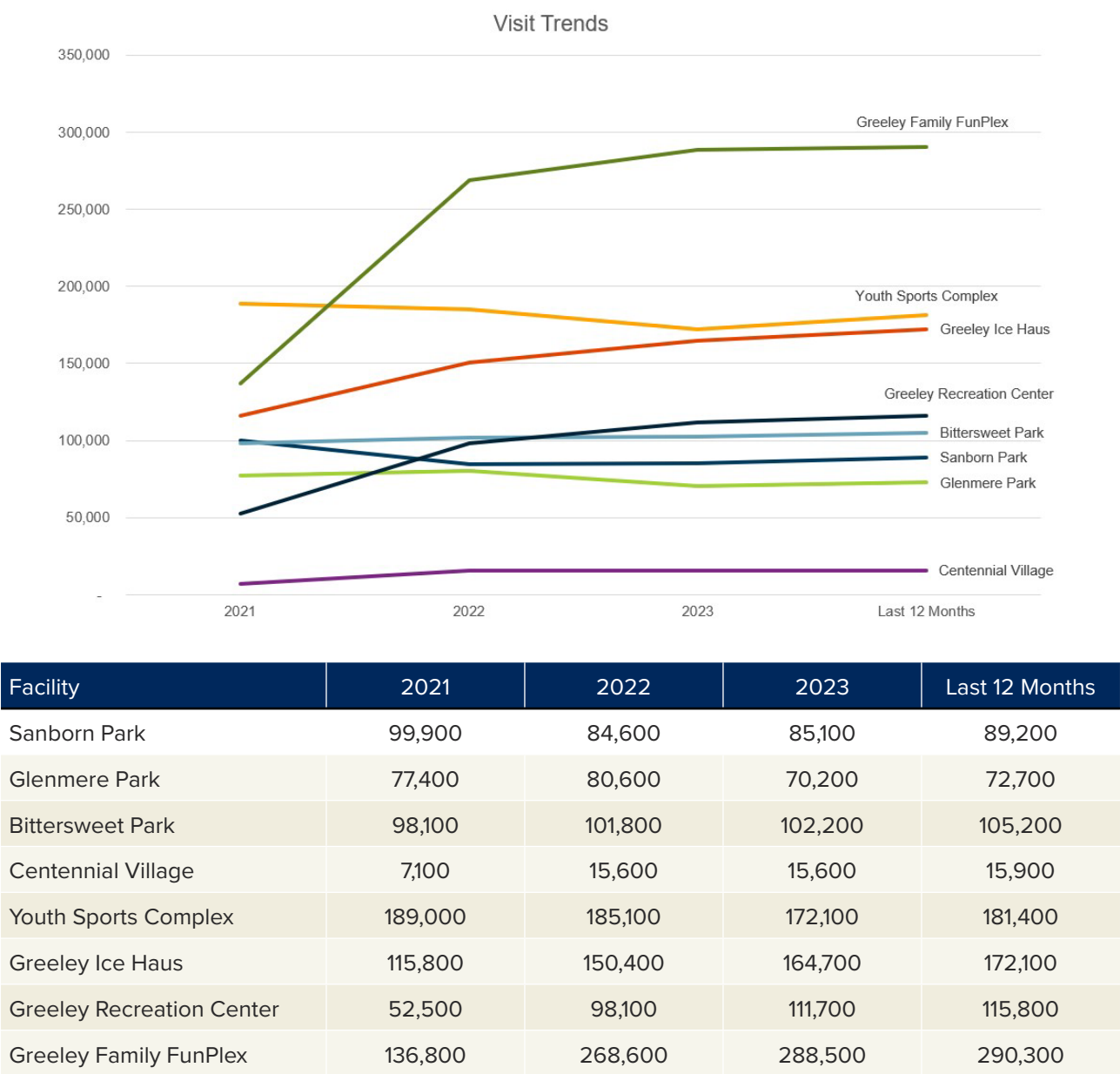


Mobility Data

To gain insights into visitor behaviors and patterns at Greeley’s parks and facilities, BerryDunn analyzed anonymous and aggregated data of geolocated devices—such as smartphones—to capture detailed information on park visitation trends, time spent in parks, pre- and post-visit travel patterns, and more. This approach offers valuable insights into how and when the community engages with CPRD assets.

Visitation data of parks revealed that the Greeley Family FunPlex saw the highest number of visits across all years, averaging approximately 231,305 annual visits. In contrast, Centennial Village had the least number of visitors, averaging approximately 12,789 visits a year. These findings highlight the varied usage levels across facilities and can inform future decisions about programming, marketing, capital investments, and equitable access strategies.

Figure 5: Visitation – Last 12 Months, 2024, 2023, 2022, and 2021



Engagement

From the very beginning, CPRD leadership realized that successful planning and implementation of the comprehensive master plan would require meaningful engagement from leadership, staff, and community members. A multi-tiered engagement structure was developed to ensure voices from all levels of the organization—and the broader public—were represented throughout the process.

From an internal perspective, leadership created a core project team consisting of the director, deputy director and managers from each division and representatives from the Communications and Engagement Department. This team met biweekly with BerryDunn throughout the project to guide overall direction, ensure alignment across divisions, and maintain steady progress. CPRD also deployed a Technical Advisory Committee, comprised of future leaders, who met regularly from an operational perspective, to discuss progress, provide input, and share day-to-day challenges that impacted operations. Helping to ensure communication throughout the organization, CPRD leadership also held quarterly meetings with staff to provide updates on project progress and gather input.

The project also emphasized gathering feedback from the community and City leadership. CRPD's engagement efforts began with creating a custom brand--"Your City, Your Fun"—to help drive interest in the master planning process. This custom brand was used on all collateral pieces, newsletters, and on Greeley's online platform, SpeakUp Greeley.

Public engagement efforts included a statistically valid survey led by ETC Institute. The purpose of the survey was to gather opinions and feedback from community members around CPRD priorities, quality of programs and services, and barriers to participation. Importantly, the same survey firm also administered the City of Greeley's community survey, which requested feedback on all City programs and services. Data from these surveys complemented one another and allowed for richer analysis. It also helped to ensure that no single resident was asked to share their opinion multiple times.



Engagement Efforts & Touchpoints



34

Focus Groups



12

**Community
Events**



10

**Community
Interviews**



1

**Statistically Valid
Survey**



1

Project Website



>159,770

Touchpoints



>4,100

**Bang the Table
Online Engagement
Tool**



403

**Completed
Statistically Valid
Survey Responses**



84,623

**Social Media
Reaches**



69,571

Email / Newsletters



50

Stakeholders



500

**Business Cards
Directed to the
Project Website**



526

**Completed Comment
Cards**

The CPRD survey resulted in 403 community responses, with over 75% of respondents either “very satisfied” or “satisfied” with CPRD’s services. The quality of offerings was also notable, with recreation facilities receiving an 85% rating of either “satisfied” or “very satisfied.” Quality of natural areas/open spaces/trails and the maintenance of City parks also received high satisfaction ratings—84% and 82%, respectively. Additional key findings include:

Park/Natural Area Use:

86% respondents noted that they live within 10 minutes of a park and/or natural area, and 92% have used the park/natural area in the past year.

Programs / Events Use:

75% of respondents have participated in park, cultural, and recreation programs/events in the last year. Respondents also desire improved city-wide events (34%). 58% noted they are very satisfied or satisfied with the variety of cultural, outdoor, and recreation programs for adults.

New facilities:

72% of respondents desire a new multiuse recreation facility, a new arts center (63%), and a new field house (62%).



**82% of Respondents Feel
Parks Make Greeley Unique &
Beautiful**



**72% of respondents support
developing a new multiuse
recreation facility**



**63% support a new
arts center**



**62% support a new
field house**

CPRD was the second highest ranked City service with **79%** of respondents satisfied or very satisfied with the quality of parks and recreation programs/facilities.

—2024 City of Greeley Community Survey

In addition, CPRD's survey results were further complemented by the City's community survey which revealed an appreciation for the Department:

Department Satisfaction:

CPRD was the second highest ranked City service with **79%** of respondents satisfied or very satisfied with the quality of parks and recreation programs/facilities.

Quality of Facilities:

85% of respondents were satisfied or very satisfied with the quality of recreation facilities.

Quality of Natural Areas/ Open Spaces/Trails:

84% of respondents were satisfied or very satisfied with the quality of natural areas/open space/trails.

Maintenance of City Parks:

82% of respondents were satisfied or very satisfied with the maintenance of city parks.

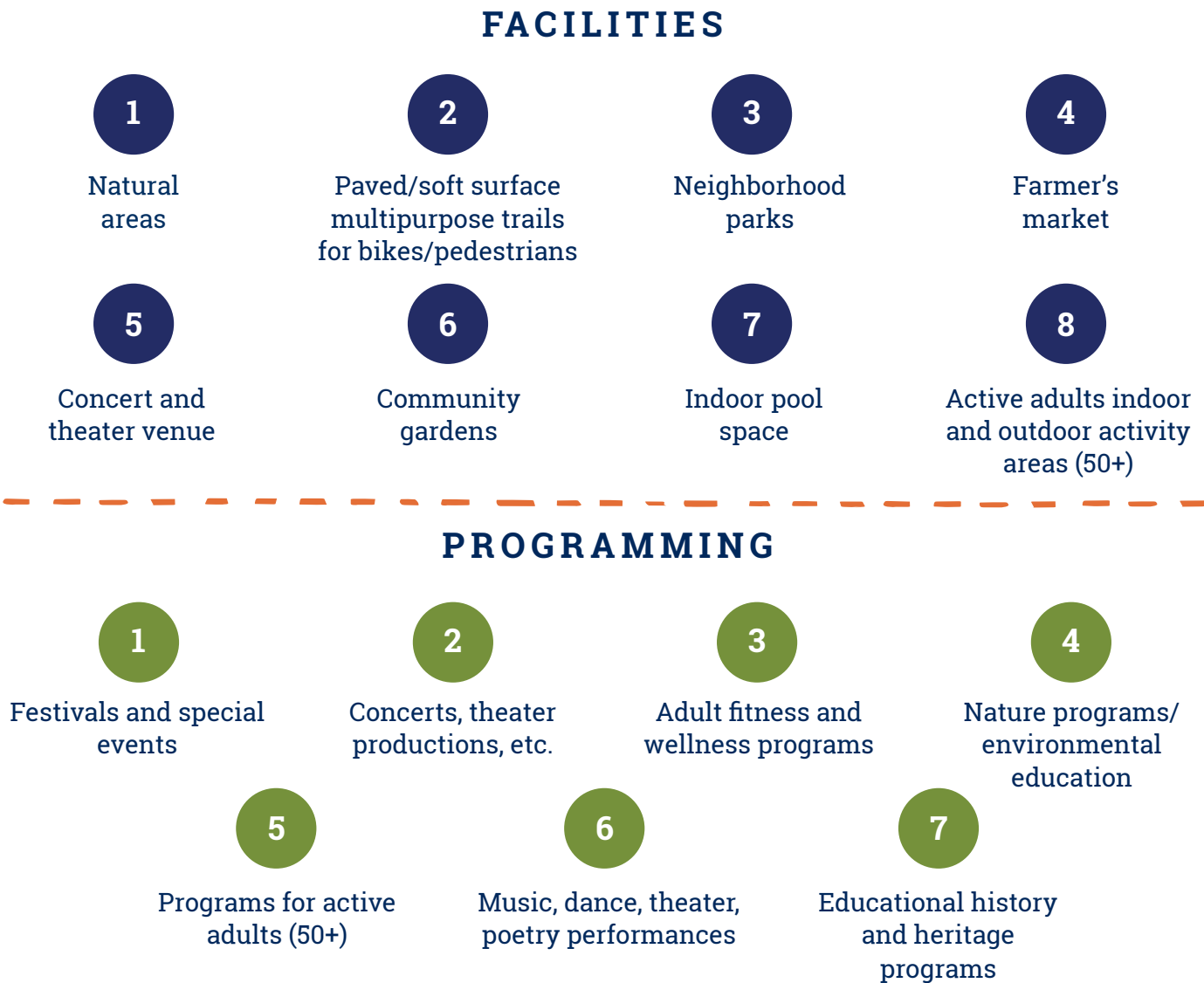
At the same time, the City survey also highlights opportunities for improvement:

- **Variety of Cultural, Outdoor, and Recreation Program:** Satisfaction (satisfied or very satisfied) with the variety of cultural, outdoor and recreation programs was lower—63% for families and 58% for adults.
- **Communication and Engagement:** Only 57% of respondents are satisfied or very satisfied with the availability of information about cultural, outdoor and recreational programs/facilities.



ETC further analyzed the data and highlighted priority investments for CPRD based on desired versus met needs. Figure 6 outlines the facilities and programs that were rated as high priorities for investment. As the City reviews this list, it should consider how promotion and marketing of existing offerings could help close the gap between perception and availability—particularly for programs and spaces that already exist but may be underutilized or unfamiliar to the public.

Figure 6: Priority Investment Rating - Highest Priorities Requested by Survey Participants



In addition to the survey, CPRD made a conscious effort to try to reach as many community members as possible and offered a variety of touchpoints, including focus groups, pop-up events, and a project website. This extensive internal and external engagement process laid a strong foundation for a community-informed plan that reflects the diverse needs, experiences, and aspirations of Greeley residents.

Results from all engagement efforts revealed that CPRD is highly valued by both staff and the community. The Department is recognized for offering diverse recreational opportunities, maintaining high-quality parks and facilities, and delivering a wide range of engaging programs. Staff were consistently praised for their dedication, adaptability, and effective collaboration across divisions—qualities that will be essential as CPRD responds to the community’s evolving needs.

Engagement Findings

STRENGTHS

- 
Community Appreciation:
 Residents highly value CPRD services, including playgrounds, parks, recreation programs, cemeteries, golf, trails, and cultural facilities.
- 
Interdivisional Support:
 Strong teamwork and collaboration among staff contribute to operational success.
- 
Parks and Maintenance:
 High satisfaction with park maintenance and environmental improvements.
- 
Upgraded Playgrounds: Recent enhancements have been well received.
- 
Recreational Opportunities:
 A variety of programming and facilities, such as pickleball courts and climbing walls, support an active community.
- 
High Community Satisfaction:
 CPRD ranks among the highest-rated City services, with over 80% of respondents reporting satisfaction with park maintenance and facility quality.

CHALLENGES

- 
Staffing and Compensation:
 Post-pandemic shortages have impacted recruitment and retention.
- 
Aging Facilities:
 Many facilities, including Family FunPlex, Union Colony Civic Center (UCCC), Greeley Recreation Center, Active Adult Center, Centennial Pool, and Island Grove, require modernization and significant investment in deferred maintenance.
- 
Recreational and Sports Infrastructure:
 Limited availability and access to sports fields, storage spaces, and outdated equipment and facilities hinder program expansion.
- 
Communication and Promotion:
 Residents report difficulty accessing information due to outdated webpages and insufficient event promotion.
- 
Bilingual programming and communication:
 Greeley represents a diverse community with many non-English speaking individuals that could benefit from CPRD's services; however, outreach to these communities has been constrained due to staffing.
- 
Security and Safety Concerns:
 Community members have raised concerns about safety in parks.

Key Findings

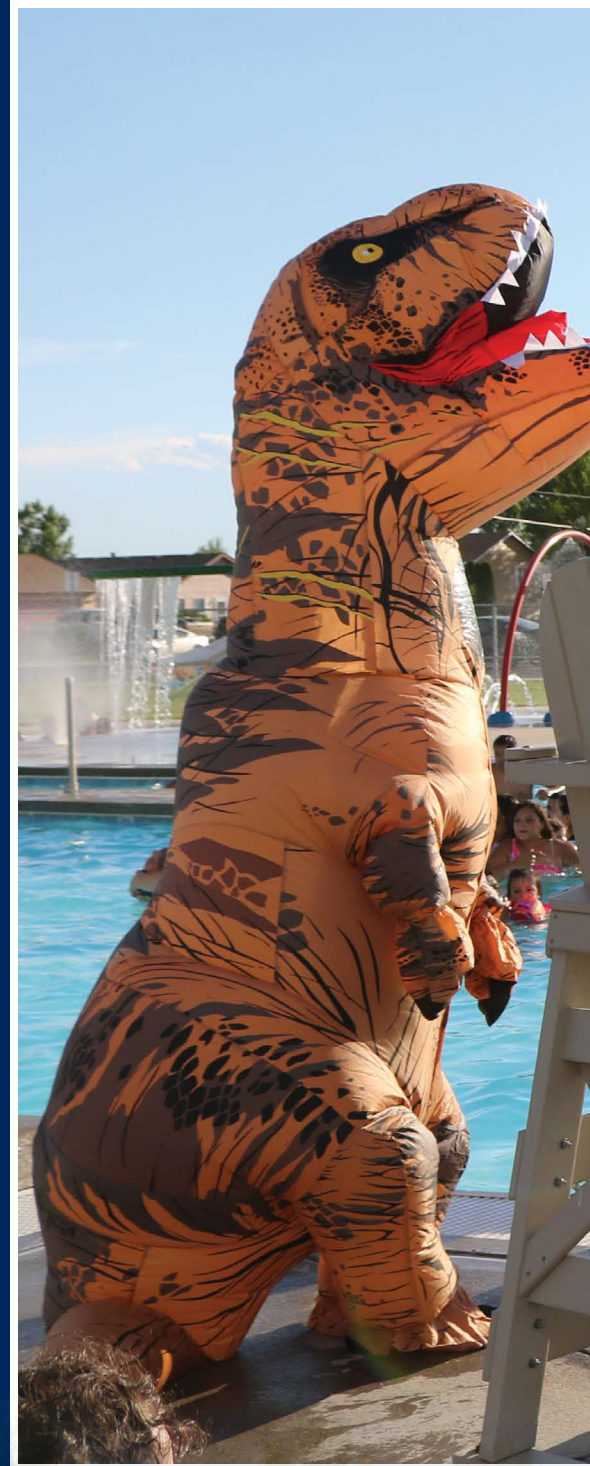
Utilizing feedback from the engagement process as the foundation for system analysis, BerryDunn conducted a comprehensive analysis of CPRD's systems and operations. This analysis evaluated several core areas, including staffing and organizational structure, level of service delivery, park and facility inventory, trails and natural areas, maintenance practices, financial sustainability, and the condition of key assets such as recreation facilities and sports fields.

The key findings below represent the most critical insights identified through this assessment. They are intended to guide decision-making and priority setting for the Department's future investments and strategies. Full technical reports and data summaries are included in the appendix for reference.

Operations and Staffing

To identify operational challenges, BerryDunn conducted an assessment with CPRD's leadership team that included an interview about a variety of topics, including:

- Discussing the Department's vision
- Successfully deploying the Comprehensive Plan
- Identifying the Department's most significant challenges
- Discussing the future direction of the Divisions
- Providing information about operational capacity in each Division
- Supporting the empowerment of employees
- Encouraging innovation
- Fostering communication





The interviews resulted in six key focus areas:

Leadership Development

The Department's leadership system continues to evolve and improve. Staff are encouraged to engage with professional associations to enhance their leadership capabilities and industry knowledge.

Performance Measurement

While the Department measures performance in specific areas, it currently lacks a comprehensive, systematic approach to assessing overall organizational performance. Developing such a framework is a key priority for future improvement.

Process Management

The Department is actively working to document key work processes. This initiative supports the preservation of institutional knowledge and facilitates effective knowledge transfer to new employees.

Organizational Culture

Establishing a clearly defined and strong organizational culture remains a key objective for the Department. Given the recent high volume of staff changes, leadership is placing a strong emphasis on reinforcing and strengthening the Department's culture.

Innovation

The Department is committed to maintaining a leadership position within the industry. It will continue to promote innovation by staying informed of industry trends, participating in professional networks, and recognizing and rewarding innovative contributions from staff.

Strategic Training and Development

The Department aims to enhance internal communication standards and training, address critical training needs, and improve the onboarding process to support staff development and organizational effectiveness.

Despite notable operational progress, staffing challenges emerged as a consistent theme in interviews with both CPRD staff and City leadership. In recent years, CPRD—along with the broader City of Greeley organization—has navigated several disruptions, including the impacts of the COVID-19 pandemic, organizational leadership changes, and shifting Citywide priorities. These factors have placed considerable strain on the workforce and contributed to uncertainty across teams.

Interviews with leadership and staff highlighted the following operational challenges:

STAFFING SHORTAGES

Many divisions, including parks, natural areas, and administration, are operating with insufficient staffing. As a result, employees are often stretched thin, working extended hours, managing multiple responsibilities, or reducing service levels.

RETENTION ISSUES

While CPRD continues to attract strong talent, retaining staff has proven difficult. There is an ongoing perception that the Department functions as a steppingstone, as employees are frequently drawn to higher-paying roles in nearby Front Range communities.

TRAINING GAPS

Until recently, training and development opportunities were minimal due to cuts in staff training budgets. Limited investment in professional development has contributed to overall workforce dissatisfaction.

RECRUITMENT AND ONBOARDING DELAYS

CPRD continues to encounter challenges in hiring and onboarding new staff. Employees have expressed frustration with prolonged recruitment timelines and inconsistent communication throughout the process. These delays have impacted operations and contributed to staffing gaps that place additional strain on existing teams.

That said, meaningful progress has been made during this engagement process—particularly in strengthening HR staffing and resources, improving recruitment and onboarding procedures, and enhancing communication and collaboration between departments.

COMMUNICATION

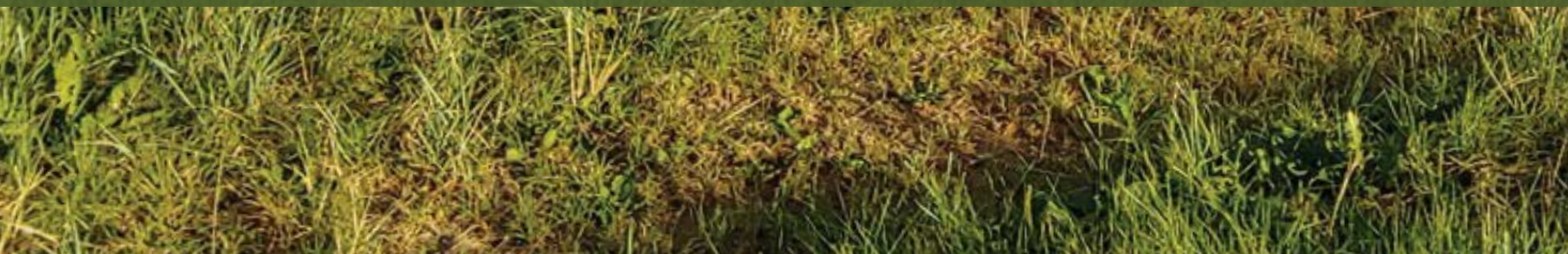
Though recent leadership changes have enhanced communication, staff in each division discussed the need to better understand decisions and have access to information regarding the Department.





Park Inventory and Level of Service (LOS)

CPRD manages an extensive portfolio of parks, trails, natural areas, cultural services and facilities, and recreation facilities. Together, these facilities create a vital interconnected system that is essential to the quality of life, wellness, and experience of Greeley's residents and visitors. In total, CPRD owns and manages 41 parks, over 2,000 acres of natural areas, and 35 miles of trails. Additionally, CPRD oversees three community centers, one active adult center, an indoor ice arena, two indoor pools, two outdoor pools, two splash pads, two golf courses, a performing arts venue, four museum sites, public art, and a regional park hosting year-round events in multiple facilities.





Southeast Greeley has the highest population and the lowest walkability, making it a priority target area.



BerryDunn's assessment of the parks revealed the following key points:

EQUITABLE ACCESS AND GAPS:

87% of residents live within walking distance of outdoor recreation. However, southeast Greeley (with 3,616 residents and the lowest income levels) presents the most critical service gap, with less than six components in a 10-minute walk or ½ mile service area, highlighting a need for prioritized investment in recreational resources.

DESIGN AND SPACE CHALLENGE:

Several parks are not optimally designed or do not include the fields that were requested or needed by the community, such as rectangular and diamond fields. Parking also poses an issue in several locations.

PARK ACREAGE PER CAPITA COMPARISON:

Greeley exceeds the upper quartile of the National Recreation and Park Association (NRPA) standards for park acreage per capita, providing 23 acres per 1,000 residents versus 15.5 acres.

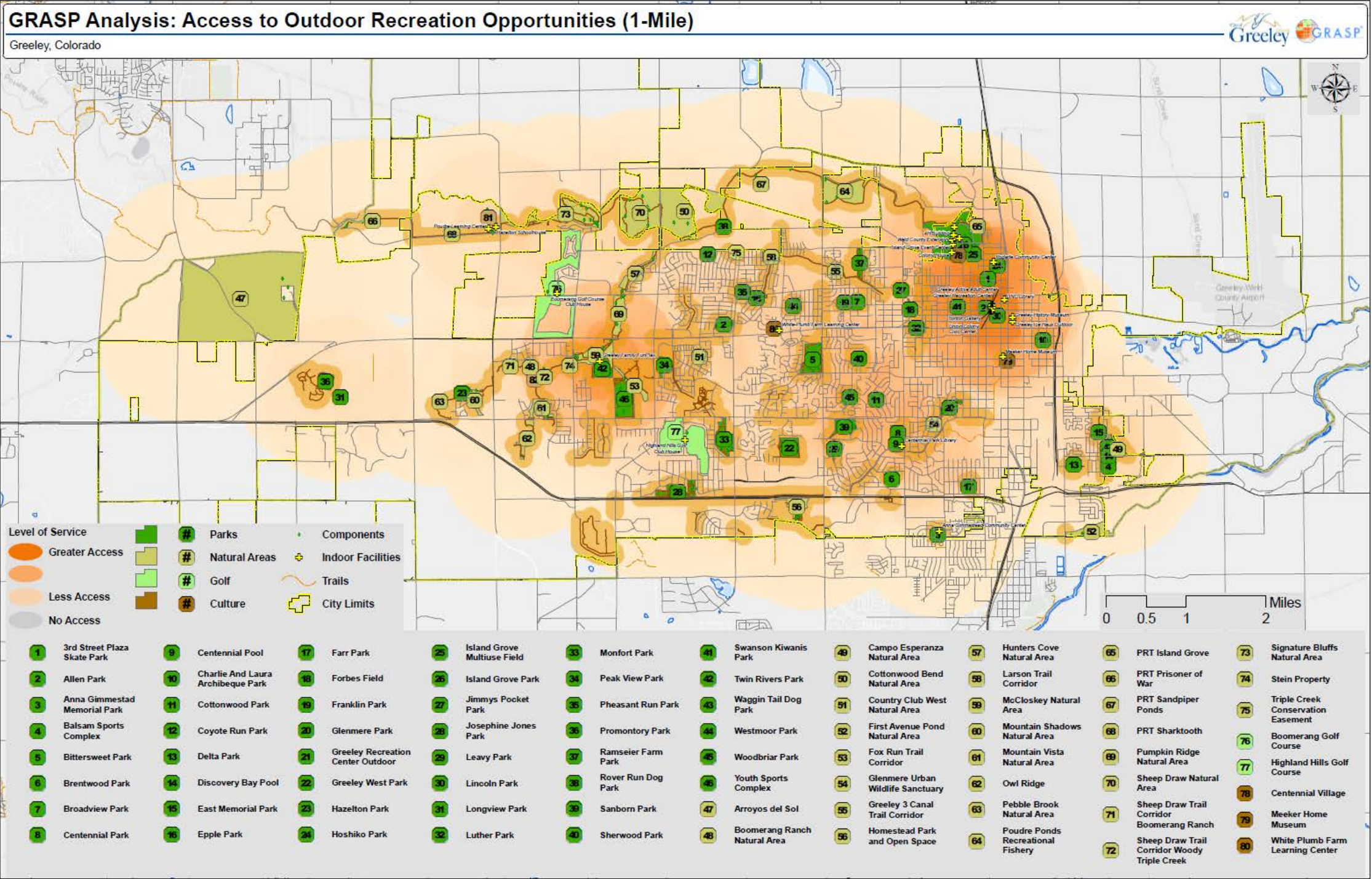
WALKABILITY ANALYSIS AND LOS TARGET:

Walkability analysis suggests an equitable LOS for Greeley residents is six recreational components within a 10-minute walk or ½ mile service area. Greeley currently provides 542 components across its developed facilities. However, CPRD should focus attention on increasing trail access in underserved areas, which is underscored in the recently adopted Trails Master Plan update.

OVERALL COMPONENT PERFORMANCE:

Overall, component (i.e., playground, picnic shelter, basketball court, athletic field, etc.) scoring within the Greeley system surpasses typical scores found in the BerryDunn national database. CPRD components exhibit a 13% higher likelihood of scoring meeting expectations compared to the national data set, and all components within the system are operational. However, five parks (Bittersweet, Delta, Poudre Ponds, Sherwood, and the Youth Sports Complex) require addressing low scoring components.

Figure 7: Level of Service 1 Mile



Sports Field Assessment

Though CPRD has significant greenspace, the usability and functionality of existing sports fields do not align with the growing demands or evolving community needs. To explore opportunities for improvement and reimagine spaces, Lose Design was engaged to examine existing conditions and potential sports programming capabilities at seven sites:

- Balsam Sports Complex
- Butch Butler Field (Centennial Park)
- Forbes Field
- Island Grove Sports Complex
- Monfort Park
- Twin Rivers Park
- Youth Sports Complex

Initial review revealed several deficiencies, as outlined below, that CPRD should address. In addition, the consulting team recommends CPRD launch individual park master plans that will allow for a more comprehensive analysis of each site based on community's needs.

BALSAM SPORTS COMPLEX

Engage neighbors to understand challenges and needs, add up to four rectangular, lighted fields, and add perimeter fencing, parking, and optional pathways.

BUTCH BUTLER FIELD (CENTENNIAL PARK)

Convert field to synthetic turf for greater durability and less maintenance and add parking.

FORBES FIELD

Conduct a conditions assessment to review bleacher and retaining wall deterioration, convert field to synthetic, redesign parking, add lighting, and consider renovation, replacement or consolidation of buildings.

ISLAND GROVE SPORTS COMPLEX

Conduct grading/drainage analysis—add two rectangular synthetic turf fields, parking, and a pavilion.

MONFORT PARK

Add seven rectangle synthetic turf fields with LED lighting, perimeter fencing, parking, a concession stand/restroom, and bleachers.

TWIN RIVERS PARK

Convert to synthetic turf, replace lighting with LED fixtures, and add a maintenance complex/facility.

YOUTH SPORTS COMPLEX

Add four diamond fields, parking, and concession/restroom building.





Facility Assessment

Recognizing the operational challenges that many of its facilities pose, including aging infrastructure, inadequate space, ventilation, usability constraints, and deferred maintenance, CPRD engaged the consulting team to conduct a high-level assessment of Greeley's primary recreation facilities—which were selected based on the greatest deferred maintenance needs and potential for expansion opportunities:

- Discovery Bay Waterpark
- Family FunPlex
- Greeley Recreation Center
- Rodarte Community Center

Barker Rinker Seacat Architecture (BRS) conducted a general review of existing facilities with members of CPRD staff, and a visual assessment of each facility's interior finishes, overall accessibility, and technological capabilities. However, facilities' building systems (structural, mechanical, electrical, plumbing, and architectural) were not included in this scope of work.





Overall, CPRD's recreation facilities are well-maintained given their age and continue to serve as popular destinations for the community. However, despite ongoing upkeep, many facilities face significant deferred maintenance, and some are approaching—or have exceeded—their expected useful life based on industry standards. While the total recreation square footage is comparable to that of peer communities, several sites lack adequate program space to support modern recreational trends and meet evolving community needs. Based on initial assessments—which should be supplemented with feasibility studies to determine community needs, and specific facility and site limitations and requirements—BRS recommends the following actions:

DISCOVERY BAY EXPANSION

Expand the facility to add pool space, new water features, larger locker rooms, family changing rooms, and shaded cabanas. This investment can improve capacity, accessibility, and user experience, with parking and construction impacts to be considered.

FAMILY FUNPLEX EXPANSION

A proposed renovation and expansion to meet growing demand and modern standards. Improvements include a new 8-lane indoor pool, indoor turf field, expanded fitness areas, child watch, and updated finishes and technology. These changes will boost capacity, improve user experience, and create more flexible, family-friendly spaces.

RODARTE COMMUNITY CENTER

Conduct a minor renovation and expansion for a new multipurpose classroom and compact fitness area to increase capacity, support evening and weekend use, and enhance programming flexibility. Upgrade finishes and technology to create a more modern, welcoming environment for users of all ages.

GREELEY RECREATION CENTER (GRC) RENOVATION OR REPLACEMENT

Option 1—Destination Fitness Center:

Convert the lap pool into a 13,000 SF fitness center with outdoor fitness, child watch, and a bouldering wall. Renovating group fitness studios, classrooms, and esports space in the basement.

Option 2—Family Fitness and Aquatic Center:

Renovate the facility to include new lap and small activity pools, a rebuilt gym, and expanded fitness and child watch areas. Add esports, immersive classroom space, and group fitness studios. This option balances aquatics and fitness, expanding program space by 7,000 SF.

Option 3—Lifelong Wellness Center:

Replace GRC and Active Adult Center with a new 100,000 SF multi-generational facility. Add lap and activity pools, rooftop and indoor fitness, gym with track, and active adult spaces. This model combines operations for efficiency; however, it requires full site redevelopment.

Maintenance Assessment

In alignment with Greeley City Council's Vision 2037 plan of making high performance government a priority, CPRD requested an assessment of maintenance activities in parks, natural areas, and golf divisions. Overall, these divisions are well-organized and effectively managed, supported by dedicated, well-trained staff and strong communication practices.

However, several shared challenges emerged across all three areas. Chief among them are the need for additional staffing, modernized maintenance facilities, and adequate storage space. Both the Parks and Natural Areas and Trails Divisions are currently operating out of outdated, undersized, and inefficient facilities. The Parks Division is fragmented across multiple sites, leading to excessive travel time and reduced operational efficiency. Meanwhile, the Natural Areas and Trails Division is housed in a repurposed residential structure that does not meet the functional needs of the team.

In addition to facility limitations, both divisions are contending with staff shortages that impact their ability to meet service demands and respond to growing community expectations.

Shared Challenges



**Additional
Staffing**

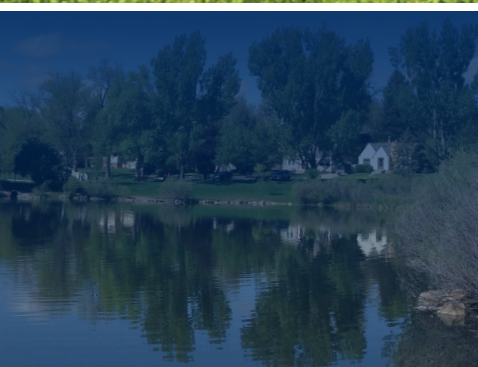


**Modernized
Maintenance Facilities**



**Adequate
Storage Space**





Parks

Facilities, parks, amenities, and athletic fields are well maintained, and the use of native landscaping initiatives have contributed to reduced maintenance costs. A strong Capital Improvement Plan (CIP) supports ongoing enhancements, and stormwater retention areas are being used effectively.

However, to further support the city's Clean, Safe, and Beautiful standards, improve facility sustainability, optimize staff efficiency, and enhance the community's recreational experience, BerryDunn recommends the following actions:



Staffing and Recruitment:



Increase personnel, including seasonal staff, based on the recommended number of FTEs for each district. Provide a total of five supervisors to allow for a supervisory ratio of one supervisor for every seven employees. Develop recruitment strategies to hire and retain qualified staff. Also add a GIS position to support CPRD needs, maintain park and facility data, analyze maps and level of service, as well as help leadership make data-based decisions.

Task Review:



Determine if any adjustments in task frequency are warranted to reduce the needed number of FTE hours.

Funding:



Expand funding for critical and ongoing repair needs, training requirements, and additional staffing.

Training:



Develop a cross-training plan, consistent onboarding, and specialized parks maintenance training.

Equipment Storage:



Continue to improve standards for equipment storage and maintenance operations.

Facility and Equipment Needs:



Add shop space, covered and climate controlled storage for equipment, and irrigation support for long-term operational efficiency and preservation of equipment assets.

Natural Areas and Trails (NAT)

CPRD's Natural Areas and Trails Maintenance Operations adhere to industry best practices, prioritizing safety, customer service, and well-maintained trails and natural areas. Staff are well-trained, supervised, and follow effective seasonal routines to manage maintenance efficiently. Despite these strengths, the division is significantly under-staffed and under-resourced relative to the size and complexity of the system it maintains.

As a result, much of the work completed—while meeting baseline standards—is not always at the level of excellence staff aspire to deliver. With additional staffing and resources, the NAT team could not only improve operational efficiency and extend the life of critical equipment, but also elevate the overall quality and consistency of care across the system. Right-sizing the division would better position it to meet growing community expectations and preserve Greeley's natural assets well into the future.

To support these goals and improve workforce sustainability, BerryDunn recommends the following actions:



Funding:

Pursue a dedicated natural area and trails tax to maintain quality of natural areas and trails and continue to support Greeley's community needs through expansion of the trail and open space system. Further expand funding for critical and ongoing needs, training requirements, and additional staffing.



Staffing:

Increase employees to NAT operations and maintenance to 9.68 FTE (2.68 additional FTE).



Inspections:

Prioritize system inspections to help ensure alignment with Clean, Safe, and Beautiful standards and identify funding needs.



Training and Knowledge:

Hold consistent onboarding and training and develop a succession plan and document institutional knowledge to prepare for staff turnover.



Equipment and Storage Needs:

Improve equipment storage facilities to protect valuable assets and extend their lifespan.



Recruitment and Retention:

Strengthen staff hiring and retention practices to help ensure long-term operational stability.



Golf

CPRD manages two well-regarded golf courses, Boomerang Links and Highland Hills Golf Course. Highland Hills is a mature tree-lined course featuring over 1,300 trees and an undulating terrain, offering a traditional and scenic golfing experience. Boomerang Links Golf Course is a modern links-style 18-hole golf course with plush fairways, large greens, tall native grasses, and over 50 bunkers. At the time of the study, golf course maintenance was performed by City staff, while pro shop and food and beverage operations were managed by private concessionaires. However, effective January 2025, pro shop staff at both courses were transitioned to City employees. This strategic move was made to enhance revenue retention, streamline operations, and foster a greater sense of connection, accountability, and value among staff.

Both golf course operations report to the division manager of golf. Each course has its own staff, maintenance facility, driving range, and clubhouse/restaurant/golf cart storage facility. Each facility experiences unique challenges due to the types of services provided, levels of participation and staffing, capital improvement timelines, and more.

To operate more efficiently, BerryDunn recommends the following actions:

Staffing and Operations:

Develop a succession plan to retain institutional knowledge and improve recruitment and retention.



Infrastructure and Equipment:

Increase CIP budgets to upgrade clubhouses, enhance signage, and modernize interior spaces. Expand equipment storage to protect valuable assets and improve repair/replacement planning.



Revenue and Customer Experience:

Improve restaurant service, expand hours of operation, consider dynamic pricing, increase marketing efforts, and explore forming a Northern Colorado Golf Coalition.



Course-Specific Upgrades:

- **Boomerang Links:** Upgrade cart paths, add bunkers and rental carts, replace pump house, enhance safety fencing, and improve maintenance facilities.
- **Highland Hills:** Develop a tree maintenance program, upgrade irrigation systems, modernize driving range amenities, and consider acquiring adjacent property for expanded storage and maintenance facilities.



Cultural Assessment

Greeley is recognized throughout Colorado as a vibrant center for arts, culture, history, and creativity. It is home to the Greeley Philharmonic Orchestra and the City hosts a variety of beloved cultural institutions and events, has notable historic landmarks, and a renowned public art collection. Its downtown—designated as one of Colorado’s original Creative Districts—continues to serve as a focal point for cultural expression and community gathering.

Recognizing the importance culture, arts, and heritage play in shaping Greeley’s identity and quality of life, CPRD commissioned an assessment of its cultural services. The resulting culture plan, developed as a stand-alone report that accompanies the broader master plan, outlines strategic recommendations to strengthen the City’s cultural infrastructure, enhance community access, and elevate Greeley’s position as a regional leader in the arts.

Key recommendations from the culture plan include:



Community Needs:

Perform a needs assessment dedicated exclusively to culture, arts, and heritage audience preferences.



Programs:

Continue to diversify cultural offerings to more accurately reflect the community’s demographics.



Partners:

Engage internal and external partners to plan and participate in co-creating the vision of arts and culture in the City of Greeley. Consider a memorandum of understanding to clarify roles and formalize relationships with partner organizations.



Events:

Consider new regional special events celebrating the Greeley’s culture, arts, and heritage scene.



Branding:

Develop a single brand to unite efforts of City arts and cultural organizations.



Finance and Administration

To assess current funding levels, evaluate how effectively CPRD is meeting community needs, and determine whether existing revenue sources are sufficient to support both capital and operational expenses, BerryDunn conducted a comprehensive financial assessment. The review found that expense growth is currently outpacing revenue growth—an indicator that deeper financial analysis and long-term planning are needed to maintain service levels and address deferred needs.

Notably, prior to August 2023, CPRD did not have a dedicated Budget and Administration Manager. The creation of this role has been a critical step forward in strengthening the Department's internal financial management. Since its establishment, the position has significantly advanced CPRD's ability to align budgets with strategic initiatives, improve internal reporting and forecasting, and support more informed decision-making across divisions.

To further enhance financial efficiency, improve cost recovery, and ensure long-term fiscal sustainability, BerryDunn recommends the following actions:

Cost Recovery Study:

Conduct a detailed cost recovery study to provide insights into service costs, revenue potential, and utilization, helping CPRD optimize resource allocation and align services with community needs and financial sustainability. This study would build on the 2021 Cost Recovery Policy to refine decisions on service subsidies, enhancements, or reductions.



Chart of Account:

Work with City Finance Department to review and consolidate accounts to more efficiently evaluate revenue and expenses.



Partners:

Invest in identifying corporate sponsors and partnerships to supplement revenue. Expand and quantify opportunities with economic development and tourism to demonstrate impact, attract investment, and support strategic growth.



RECOMMENDATIONS

The CPRD Master Plan outlines five strategic themes that will guide the department's work to meet community needs and respond to emerging challenges. Each theme includes recommended actions categorized by short-, mid-, and long-term goals to assist in operational planning, capital investment, and funding requests. Essential to any of the recommendations is ensuring that the City has secured funding and has a long-term support structure in place for funding.

1. Clean, Safe, and Beautiful

Focus: Well-maintained, welcoming, and secure public spaces that reflect civic pride and environmental stewardship.



Short-term

- Develop and implement consistent maintenance standards for all CPRD assets, including parks, trails, and facilities.
- Increase visibility of CPRD staff in parks to enhance safety perception.
- Address deferred maintenance through a prioritized capital repair plan.
- Pilot enhanced cleaning protocols in high-traffic parks and venues.



Mid-term

- Introduce CPTED (Crime Prevention Through Environmental Design) principles into all new design projects.
- Invest in modern equipment and training to improve landscape and facility care efficiency.
- Increase partnerships with Public Safety for presence in parks and recreation facilities.



Long-term

- Establish a citywide beautification initiative tied to community pride campaigns.
- Build sustainable landscape infrastructure (native plantings, green infrastructure, etc.) to reduce maintenance costs and improve environmental performance.

RECOMMENDATIONS

2. Thriving, Vibrant, and Connected

Focus: Activation, cultural vitality, and connectivity across neighborhoods, downtown, and natural areas.



Short-term

- Expand partnerships with local artists, schools, and community groups to increase cultural programming.
- Coordinate activation plans for downtown parks like Lincoln Park to align with adjacent redevelopment.
- Improve trail signage and connectivity across major parks and destinations.



Mid-term

- Launch a citywide event strategy to distribute programming equitably across neighborhoods.
- Integrate CPRD programs with regional transportation and urban planning initiatives to improve accessibility.
- Strengthen branding and cross-promotion between CPRD cultural assets and downtown businesses.



Long-term

- Create a connected open space network that unifies urban parks, natural areas, and trail corridors.
- Support regional tourism and economic development through marquee CPRD events and festivals.

3. Opportunities for All

Focus: Equity in access to programs, facilities, and services for residents of all ages, abilities, backgrounds, and neighborhoods.



Short-term

- Conduct a program gap analysis to identify underserved populations and geographic areas.
- Expand financial aid and scholarship programs with simplified access.
- Translate promotional materials and surveys into multiple languages to reach non-English-speaking residents.



Mid-term

- Evaluate facility hours and program times for alignment with diverse community schedules.
- Increase adaptive programming and inclusive design in all facility upgrades and new builds.
- Strengthen community partnerships to co-deliver services in high-need areas.



Long-term

- Develop neighborhood-based programming hubs to serve priority zones identified in equity maps.
- Establish a formal Equity in Parks & Recreation Policy to guide future decision-making and resource allocation.

RECOMMENDATIONS

4. Placemaking and Activation

Focus: Turning public spaces into meaningful destinations through design, programming, and community engagement.



Short-term

- Activate key parks through temporary pop-up programming and mobile amenities.
- Update facility design standards to emphasize flexibility, aesthetics, and social gathering spaces.
- Increase participatory planning efforts for capital projects.



Mid-term

- Integrate public art, interpretive signage, and storytelling elements in new capital projects.
- Develop signature spaces (e.g., amphitheaters, event plazas, interactive fountains) that support year-round use and identity.
- Strengthen programming strategies for underutilized parks and venues.



Long-term

- Build or reposition destination parks to reflect cultural heritage and local character.
- Align placemaking efforts with regional branding, tourism, and business development strategies.

5. Sustainable Growth and Financial Resilience

Focus: Aligning services with growth, maximizing resources, and advocating for new funding models.



Short-term

- Develop cost recovery strategy and targets for core services and facilities.
- Update internal budgeting practices to align with strategic goals and track performance by program area.
- Advocate for reallocation or indexing of existing revenues (e.g., sales tax) to support recreation and culture support the Department.
- Develop a strategic funding plan that addresses current department-wide operations, maintenance, and CIP shortfalls, including deferred maintenance, that positions the department to support future expanded operations.



Mid-term

- Pursue alternative revenue sources such as grants, naming rights, and corporate sponsorships.
- Modernize rental and pricing structures for fields, facilities, and events.
- Develop and adopt a financial sustainability framework tied to growth and service demand.



Long-term

- Seek voter-approved dedicated funding (e.g., sales tax, bond measures) for parks, recreation, and cultural infrastructure.
- Build reserve funds and long-range capital improvement strategies to support asset reinvestment and innovation.

