

RESOLUTION NO. 165, SERIES 2022

**A RESOLUTION URGING THE IMPLEMENTATION OF THE PARKS FOR ALL ACTION PLAN RECOMMENDATIONS TO EQUITABLY INVEST IN AND ADVANCE THE LOUISVILLE METRO PUBLIC PARKS SYSTEM AND THE LOUISVILLE PARKS AND RECREATION DEPARTMENT. (AMENDMENT BY SUBSTITUTION)**

**SPONSORED BY: COUNCIL MEMBERS FOWLER, ARTHUR, PIAGENTINI, DORSEY, AND PRESIDENT JAMES**

**WHEREAS**, the Louisville Metro Council (the “Council”) has a desire to advance equity across the Louisville Metro area; and

**WHEREAS**, Louisville Metro is known as a city of parks; and

**WHEREAS**, since August 2021, the Parks For All Initiative (the “Initiative”) has been underway, completing a comprehensive examination of the Louisville Metro Public Parks System (“Parks System”) to gain a full understanding of the planning, budget process, existing plans and strategy documents, parks and recreation operations, and elected official priorities; and

**WHEREAS**, the results of the data gathering process for the Initiative were presented to the Parks and Sustainability Committee at its October 20, 2022 meeting; and

**WHEREAS**, the Parks For All Action Plan (“Action Plan”) is shaped by three categories of Louisville Metro data: park and recreation site data, community data, and public input data; and

**WHEREAS**, parks, trails, and recreation were identified by Louisville Metro residents as among the top three factors that make a community a “great place to live”; and

**WHEREAS**, 95% of households in Louisville Metro have visited parks in

Louisville Metro within the last year; and

**WHEREAS**, investments in the Parks System are significantly lower than 17 comparably-sized peer cities with parks and recreation public spending at 37% of the peer-city average, parks and recreation staffing at 53% of the peer-city average, and the most recent 5-year average of total parks and recreation spending (operations + capital) at 45% of the peer-city average; and

**WHEREAS**, per acre spending in the Parks System is 47% of the average spending of all park systems in the United States; and

**WHEREAS**, over the past 20 years, 20% (30) of Louisville public parks have received \$0 in capital investments, 50% (58) have received less than \$100,000 in capital investments and 67% (79) have received less than \$500,000 in capital investments; and

**WHEREAS**, Louisville Metro has 13% more public parkland per 1,000 residents than the average of all park systems in the United States; and

**WHEREAS**, in the two years the Initiative has been underway, the Initiative has also built relationships while gaining an understanding of the critical facets of the local government to ensure the Plan framework and recommendations align with the Metro Government's agenda, strategies, budget structure, and future options and opportunities; and

**WHEREAS**, the Initiative has adopted final recommendations that represent and support equitable allocation of resources and service delivery in seven categories: maintenance, rehabilitation, capital, recreation, policy, operations, and financing/fundraising, a copy of which is attached as amended Exhibit A to this

Resolution; and

**WHEREAS**, the Council supported the Parks Alliance with an allocation of \$200,000 for the Parks For All study, only the third city across the country to initiate this comprehensive analysis of their Parks System; and

**WHEREAS**, the Council Budget Committee allocated \$100,000 for the first year of Transition Support Services to oversee implementation of the Action Plan Recommendations; and

**WHEREAS**, the Council Budget Committee allocated \$24,000 for the executive search for the Louisville Parks and Recreation Director, who will be instrumental in implementation of the Action Plan Recommendations; and

**WHEREAS**, given the value and impact that parks and recreation plays in daily lives of all Louisvillians, the Council is committed to reinvesting in the Parks System ensuring:

- increased operating and capital park financial investments to reach the national average for cities of comparable size;
- investments, policies, and operations are grounded in equity;
- the Louisville Parks and Recreation Department's organizational structure, operations, and practices are based on industry best practices and support equitable investments; and
- a coordinated strategy is implemented amongst the park nonprofits and the Louisville Parks and Recreation Department.

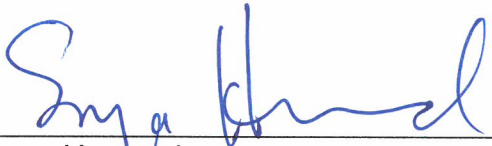
**NOW, THEREFORE, BE IT RESOLVED BY THE LEGISLATIVE COUNCIL OF THE LOUISVILLE/JEFFERSON COUNTY METRO GOVERNMENT ("THE COUNCIL") AS FOLLOWS:**

**SECTION I:** The Council fully supports the Parks for All Action Plan Final Recommendations.

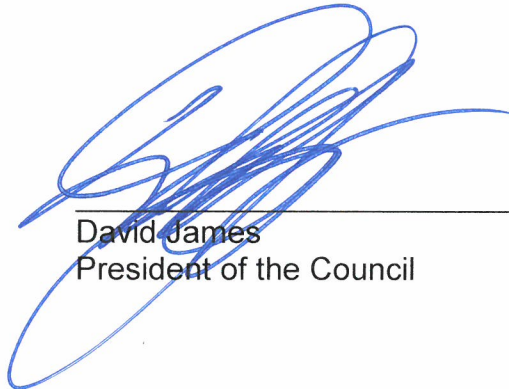
**SECTION II:** The Council urges Louisville Parks and Recreation, in conjunction with any other necessary Metro agencies, to move forward with implementation of the Parks for All Action Plan Final Recommendations at time of hire of a new Louisville Parks and Recreation Director.

**SECTION III:** The Council requests the administration follow the Parks for All Action Plan funding recommendations to provide for increased resources to care for the Parks System.

**SECTION IV:** This Resolution shall take effect upon its passage and approval or otherwise becoming law.



Sonya Harward  
Metro Council Clerk



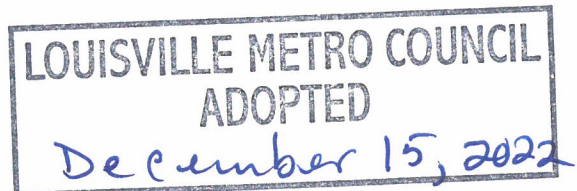
David James  
President of the Council

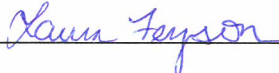
\_\_\_\_\_  
Greg Fischer  
Mayor

\_\_\_\_\_  
Approval Date

**APPROVED AS TO FORM AND LEGALITY:**

Michael J. O'Connell  
Jefferson County Attorney



BY:  \_\_\_\_\_

R-189-22-v.2 Parks for All – 12-08-22 mhh



# PARKS FOR ALL

AN EQUITY INITIATIVE LED BY  
PARKS ALLIANCE OF LOUISVILLE

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## ACTION PLAN

2022

*(Amendment by Substitution 12/8/22)*



LOUISVILLE  
PARKS  
AND RECREATION



# PARKS FOR ALL ACKNOWLEDGEMENTS

## **PARKS FOR ALL LOCAL PROJECT TEAM**

Farhan Abdi | Somali Community of Louisville  
Councilmember Jecorey Arthur | Louisville Metro Council District 4  
Deborah Bilitski | Waterfront Park  
Margaret Brosko | Louisville Parks & Recreation  
Freddie Brown | YMCA  
BJ Bunton | Jefferson County Public Schools  
Emilie Dyer | Americana  
Councilmember Cindi Fowler | Louisville Metro Council District 14  
Layla George | Olmsted Parks Conservancy  
Steve Haag | Louisville Metro Council Republican Caucus  
Mark Hohmann | Goodwill Industries of Kentucky  
Amos Izerimana | Louisville Metro Government Office of Globalization  
Scott Kiefer & Brooke Pardue | Parks Alliance of Louisville  
Lopa Mehrotra & Harrison Kirby | Greater Louisville Project  
Michael Meeks | Louisville Metro Government Chief Equity Officer  
Lynn Rippy | Youth Build, Wilderness Louisville  
Ricky Santiago | Louisville Metro Government  
Dr. Ted Smith | Envirome Institute/University of Louisville  
Cindi Sullivan | TreesLouisville

## **LOUISVILLE PARKS & RECREATION**

Margaret Brosko, Acting Director  
Jason Canuel, Assistant Director  
Mesude Duyar, Assistant Director  
Ben Johnson, Assistant Director

## **PARKS ALLIANCE OF LOUISVILLE**

Brooke Pardue, President / CEO

## **CONSULTANT TEAM**

Jayne Miller, Project Manager | Jayne Miller Consulting  
Mindy Watts, Chris DiStasi, Tobin Stuff | Interface Studio  
Leon Younger, Jason Elissalde | PROS Consulting

## **FUNDING PROVIDED BY**

Louisville Metro Council, PNC Foundation, MAC Construction, & Parks Alliance of Louisville

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# MISSION

PARKS FOR ALL will collect new data, listen to new voices, share new information, and create a roadmap for equitable and transparent investment in our public parks.





# OVERVIEW

Louisville’s parks, natural areas, and forests are invaluable assets for the metro area, accounting for nearly 6,050 acres in parks, parkways, and greenways plus 6,600 acres within Jefferson Memorial Forest. The expansive system includes 81 neighborhood parks, 29 community parks, 10 major urban parks, 14 community centers, 10 golf courses, six parkways, four greenways, three outdoor pools, one aquatic center, and two historic homes. In 2022, Louisvillians identified parks, trails, and recreation among the top three factors that make our community a “great place to live.”

Yet, Louisville’s public park system has been underfunded in terms of personnel and operating and capital resources. Long-term under-investment in the system has created a burdensome system-wide backlog in deferred maintenance and capital investment needs, visible in the physical conditions of parks and recreation facilities across the metro. Inconsistent annual funding for operating expenses and capital improvements presents a challenge for consistent service delivery and year-to-year planning. Park investments have been inequitably distributed, with many parks receiving little ongoing maintenance and no capital investments over the past 20 years.

Parks can provide tremendous benefits for individuals and communities – physical, mental, and emotional wellbeing, neighborhood safety, community gathering places, and overall quality of life in neighborhoods across the metro. Louisville residents need their parks to play an active role supporting such important community benefits.

To do so, our public parks need a sustained infusion of new funds and an action strategy to improve the condition and services throughout the park system. **Overwhelmingly, Louisvillians agree – more than 86% of people who took the Parks For All Survey said our parks need more resources.** It’s time to make high quality parks for ALL a reality.

The purpose of Parks For All is to achieve excellence throughout the park system and ensure equitable access to and equitable investments in every park in every neighborhood in Louisville by:

- **Dedicating more financial resources** to deliver fundamental park and recreation services
- **Allocating financial resources for equitable park investment** approaches for maintenance, rehabilitation, recreation programming, and capital investments
- **Updating Louisville Parks & Recreation’s organizational structure, policies, practices, and operations** based on industry best practices to support the equitable investments and provide for quality service delivery
- **Providing a coordinated strategy** for Louisville Parks & Recreation and park non-profits to advance Louisville’s parks system through partnerships and collaboration



# KEY AREAS OF INVESTMENT

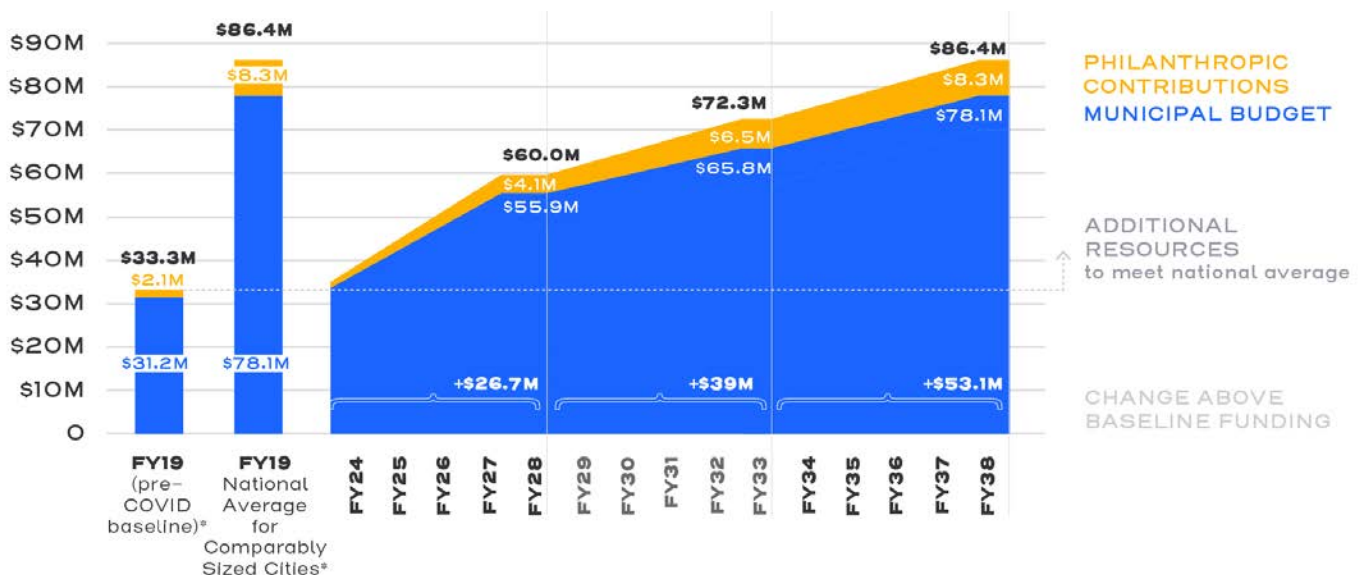
Parks For All proposes increased and equitable investments in four activities necessary to sustain and activate the parks and recreation system.

- **Maintenance:** Daily or ongoing tasks for the upkeep of parks, amenities, and facilities including waste pick-up; path, sidewalk and trail maintenance; playground maintenance; and tree care
- **Rehabilitation:** Regularly-scheduled investments to repair or restore existing amenities in order to extend their life, improve safety, and increase functionality
- **Capital Improvements:** Major investments to transform a site through master planning and/or replacement of existing amenities
- **Recreation Programming:** Activities or events at parks and recreation facilities that support healthy active living and in which residents, children, and families can participate

# HOW WILL WE GENERATE NEW FUNDS FOR LOUISVILLE’S PARKS AND RECREATION SYSTEM?

The Parks For All Action Plan calls for the commitment of additional resources to bring funding for Louisville’s public park system up to the national average of comparably sized peer cities. The table below depicts a 15-year plan with multiple funding sources.

**Recommended Funding Strategy for Louisville Parks & Recreation**



\* SOURCE: TPL ParkScore Data (total spending on parks and re creation, including Louisville Loop, trees, etc.)

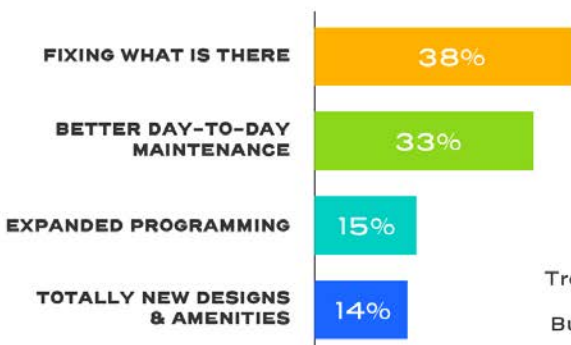
Revenue dollars do not include inflationary increases; recommended funding targets will need to be adjusted to account for inflation to allow Louisville Parks & Recreation to achieve funding on par with national averages.

# HOW WILL THE FUNDS BE DISTRIBUTED?

Parks For All recommends that newly generated funds be divided between the four key areas of investment (maintenance, rehabilitation, capital improvements, and recreation programming) plus strategic administrative support (to cover such activities as communication, contingency funding, technology needs).

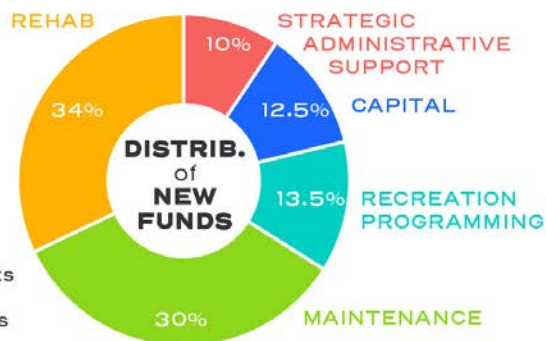
The distribution of funds between the four key areas of investment is determined by the public priorities expressed in the statistically valid community survey conducted as part of Parks For All. **The most important investment area, according to the survey, is rehabilitation – or “fixing what is there,” followed closely by maintenance, with recreation programming and capital investments in new designs and amenities ranked third and fourth, respectively.** The suggested investment allocations balance the program’s goals of making important impacts in all areas based on the public’s priorities and ensuring an equitable approach to investments. With an equitable approach, all parks in all neighborhoods will see some degree of improvement, but substantial capital improvements will be focused in the parks and neighborhoods that need them most.

## What is your top priority for investing in Louisville’s parks & rec system? by percentage of households



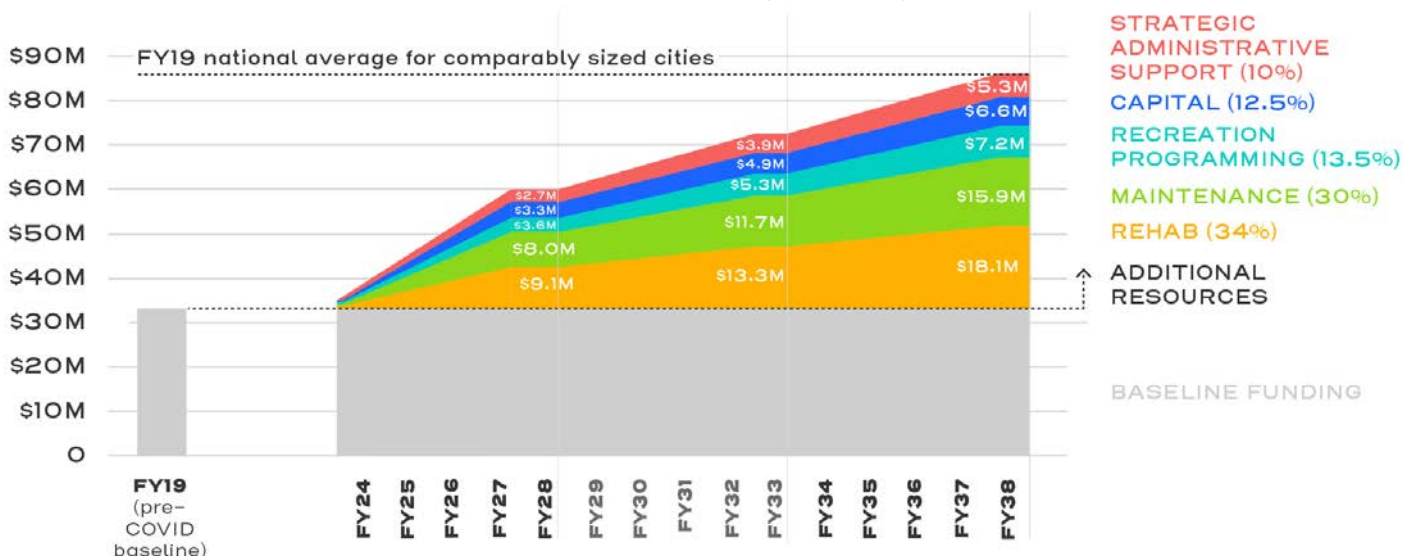
SOURCE:  
Public Survey by ETC Institute

## Draft Budget Recommendations by investment type



Translating Survey Results into Budget Recommendations

## Additional Resources Available for Each Investment Area Based on Recommended Funding Strategy



# BUDGETING FOR REHABILITATION

All Louisville residents want their parks and recreation assets better cared for through repair or restoration that improves functionality and safety and extends useful life.

Dedicated funds for rehab will be used to repair and restore existing assets in parks and recreation facilities across the system. Because the necessary resources have not been available to care for park assets, many of them have lost their functionality and are unsafe. Funds will be distributed for rehabilitation projects to repair or restore existing amenities to extend their life, improve their safety, and increase their functionality.

Decisions regarding which assets will be prioritized for funding and the locations where that funding will be spent will be made based on several factors including:

- **Public opinion**, as gathered in the community survey, which identified the priorities for investment in recreation facilities and amenities based on unmet needs and importance of each amenity
- **Urgency of repairs**, with assets being assessed each year of the Parks For All program to identify the most urgent repair needs of park and building systems and features
- **How soon parks are slated to receive capital project funds**, with parks in communities that are further down the capital project list slated to receive rehabilitation funds sooner



*Overgrown courts at Sylvania Park.*

# HOW WILL REHABILITATION FUNDS BE SPENT?

This table summarizes the major categories of park assets and support facilities for rehabilitation projects along with the recommended allocation of funds for each category.

## Recommended Budget Allocations of New Dollars for REHAB

based on 34% of projected additional revenue generated

ANNUAL SHARE FOR REHAB* ACTIVITIES:		FY24-FY27	FY28	FY29-FY33	FY34-FY38	
		\$6,290,000	\$9,078,000	\$13,260,000	\$18,054,000	
Recommended Uses for New Rehab Dollars (simplified categories)	% share*					
PUBLIC REHAB PRIORITIES	Paths, Trails & Sidewalks	15%	\$943,500	\$1,361,700	\$1,989,000	\$2,708,100
	Park Amenities (restrooms, water bottle filling stations, pavilions & picnic areas, dog parks, exercise/fitness areas, public art & memorials)	14%	\$880,600	\$1,270,920	\$1,856,400	\$2,527,560
	Pools & Spraypads/Spraygrounds	12%	\$754,800	\$1,089,360	\$1,591,200	\$2,166,480
	Open Space Conservation & Forested Areas	5%	\$314,500	\$453,900	\$663,000	\$902,700
	Community/Recreation/Senior Centers	20%	\$1,258,000	\$1,815,600	\$2,652,000	\$3,610,800
	Specialty Facilities (amphitheater, tennis center, historic homes)	4%	\$251,600	\$363,120	\$530,400	\$722,160
	Playgrounds	5%	\$314,500	\$453,900	\$663,000	\$902,700
	Golf	2%	\$125,800	\$181,560	\$265,200	\$361,080
	Sports Facilities (basketball, volleyball, diamond & rectangular fields, netted sports, disc golf, equestrian, cricket)	5%	\$314,500	\$453,900	\$663,000	\$902,700
ESSENTIAL CARE	Critical Repairs	2-6%	\$377,400	\$453,900	\$397,800	\$361,080
	Lighting & Below Grade Infrastructure	9-13%	\$566,100	\$907,800	\$1,591,200	\$2,347,020
	Operations Facilities	3%	\$188,700	\$272,340	\$397,800	\$541,620

\* Once caught up on deferred maintenance and better preventive maintenance practices are in place, can shift significant percentage of rehab dollars to capital and make additional necessary upgrades to operations facilities



Seating at Iroquois Park. Image courtesy of Louisville Parks & Recreation.



# BUDGETING FOR MAINTENANCE

Louisvillians want their parks better cared for through improved, regular maintenance activities.

Regular upkeep activities include important tasks such as restroom maintenance, graffiti removal and vandalism repair, path and sidewalk maintenance, mowing, waste pick-up, and other activities. With too few resources, Louisville Parks & Recreation has struggled to achieve satisfactory levels of maintenance required to keep the entire park system in good condition. Additional resources will allow the Department to hire more staff and purchase more equipment, enabling a significant increase in the frequency of key maintenance activities that residents say are most important. New funds for maintenance will be distributed to 1) assess the level of need for each maintenance activity across the park system, 2) establish a consistent and higher standard of care for each maintenance activity, and 3) adopt a method for tracking progress over time to meet the established standard of care for each maintenance activity.

**No matter where you live in Louisville, parks in your neighborhood should be cared for with the same regularity and effort as parks in any other area of the metro.** The maintenance tasks on which new funds will be spent will be informed by the priorities that residents expressed in the statistically valid community survey.



*Deteriorated sidewalks and standing water at Baxter Square.*

# HOW WILL MAINTENANCE FUNDS BE SPENT?

The following table lays out the major maintenance budget areas, with the allocation of funds in each area along with a listing of maintenance activities within the priority rankings according to the community survey – very high, high, medium – guiding the order in which to improve maintenance practices.

## Recommended Budget Allocations of New Dollars for MAINTENANCE

based on 30% of projected additional revenue generated

		FY24-FY27	FY28	FY29-FY33	FY34-FY38
<b>ANNUAL SHARE FOR MAINTENANCE ACTIVITIES:</b>		\$5,550,000	\$8,010,000	\$11,700,000	\$15,930,000
<b>Recommended Uses for New Maintenance Dollars</b>	<b>% share*</b>				
Improved Practices & Assessment	2-5%	\$277,500	\$320,400	\$351,000	\$318,600
New Funds for Equipment	18-30%	\$1,665,000	\$2,082,600	\$1,989,000	\$2,867,400
Park & Facilities Maintenance Staff	65-80%	\$3,607,500	\$5,607,000	\$9,360,000	\$12,744,000

\* Expect greater investment in improved practices and equipment in early years, shifting to greater investment in staffing in out years

**Public Maintenance Priorities should guide efforts of staff, focused on improving service in the top-priority areas:**

### VERY HIGH PRIORITY

- Restroom Maintenance
- Path / Sidewalk (paved) Maintenance
- Graffiti Removal / Vandalism Repair

### HIGH PRIORITY

- Mowing
- Waste Pickup
- Landscape Care
- Trail (non-praved) Maintenance

### MEDIUM PRIORITY

- Playground Safety & Maintenance
- Pavilion / Picnic Area
- Golf Course Maintenance
- Tree Care
- Athletic Court Maintenance
- Community/Senior Center Maintenance
- Pool/Spraypad/Sprayground Maintenance
- Dog Park (off-leash) Maintenance & Care
- Waterways/Lakes
- Athletic Field Maintenance
- Boat Ramp Maintenance
- Specialized Facility Maintenance



Recent playground investment at California Park.

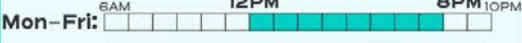

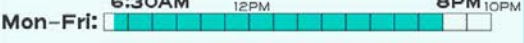
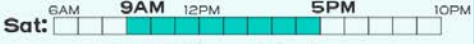


# BUDGETING FOR RECREATION PROGRAMMING

Every resident should have access to enriching recreational programs that cater to local interests and needs.

Recreation programming provides activities or events at parks and recreation facilities that support healthy active living in which residents, children, and families can participate. New recreation funds will be used to improve and restructure Louisville’s existing community centers into a three-tiered recreation center model (with neighborhood, community, and regional recreation centers) and to ensure that the annual operating budgets for the centers are equitably distributed.

## NATIONAL STANDARDS FOR RECREATION CENTERS

CENTER TYPES & FEATURES	NEIGHBORHOOD CENTERS	COMMUNITY CENTERS
<b>Facilities</b>	<p><b>7 Centers to continue to function as Community Centers:</b> Beechmont Douglass</p> <p>Metro Arts Parkhill Molly Leonard Portland Shawnee South Louisville</p> <p>These centers should be updated (staffing, operational hours, offerings) to fit the national model for neighborhood centers</p>	<p><b>3 centers to be converted to Community Centers:</b> Cyril Allgeier California Wilderness Road Senior Center</p> <p>These centers should be updated (staffing, physical building conversion/expansion, operational hours, offerings) to fit the national model for community centers</p>
<b>Core Spaces</b>	10,000–15,000 SF	15,000–30,000 SF
<b>Operation Hours</b>	<p>Mon–Fri: </p> <p>Sat: </p> <p>45–55 Hours/Week</p>	<p>Mon–Fri: </p> <p>Sat: </p> <p>70–75 Hours/Week</p>
<b>Typical Staffing Levels</b>	<p><b>3 to 4 Full-Time</b> With 2 to 3 Part-Time</p>	<p><b>4 to 5 Full-Time</b> With Part-Time &amp; Seasonal</p>
<b>Core Spaces</b>	<p>Gym                      Storage Restrooms              Small Administrative Office Program Rooms Game Room              Outside Play Space Small Kitchen</p>	<p>Gym                      Fitness Room for Cardio &amp; Free Weights              Outside Play Space Restrooms Multiple Program Rooms              Study Rooms Game Room                      Kitchen</p>
<b>Programs Typically Offered</b>	<p>Before &amp; After School Programs              Group Fitness              Youth &amp; Adults Lunch Program for Seniors                      <i>Some offer late night weekend activities for teens and young adults</i></p> <p>Youth Sports                      After School Meals Senior Activities                      Drop-In Activities for</p>	<p><b>Similar to Neighborhood Centers</b> <b>Expanded Offerings Include:</b> Youth Sports</p> <p>Before &amp; After School Programs              Lunch Programs for Seniors Senior Activities                      After School Meals Summer Day Camps                      Drop-In Activities for Youth &amp; Adults Group Fitness</p>
<b>Fees</b>	Low cost or no cost programs	Commonly have a small fee for fitness offerings and to cover program supplies





New funds will expand recreation center hours, increase staffing, modernize facilities to support better and expanded programming to meet the interests and needs of Louisville neighborhoods, and support strategic planning and outreach efforts.

New funds will also be allocated to improve and expand metro-wide program offerings to showcase Louisville Parks & Recreation facilities and program capabilities that serve all residents. Funds will be spent to develop and implement a program plan for areas in Louisville that do not have access to a recreation center, pool, sports complex, or event site.

### REGIONAL CENTERS

**6 Centers to be converted or expanded to 5 Regional Centers:**

*Berrytown CC	Sun Valley
*Watson Powell	Southwick
	Newburg
	Mary T Meagher

*\*Combine to make a single facility*

These centers are dispersed across the Metro area and are in excellent locations to create regional centers within parks to provide a multiplicity of recreational offerings (i.e. golf, aquatics, special events, land to expand centers)

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30,000–100,000+ SF

**Mon–Fri:** 6AM 12PM 10PM

**Sat:** 6AM 12PM 8PM 10PM

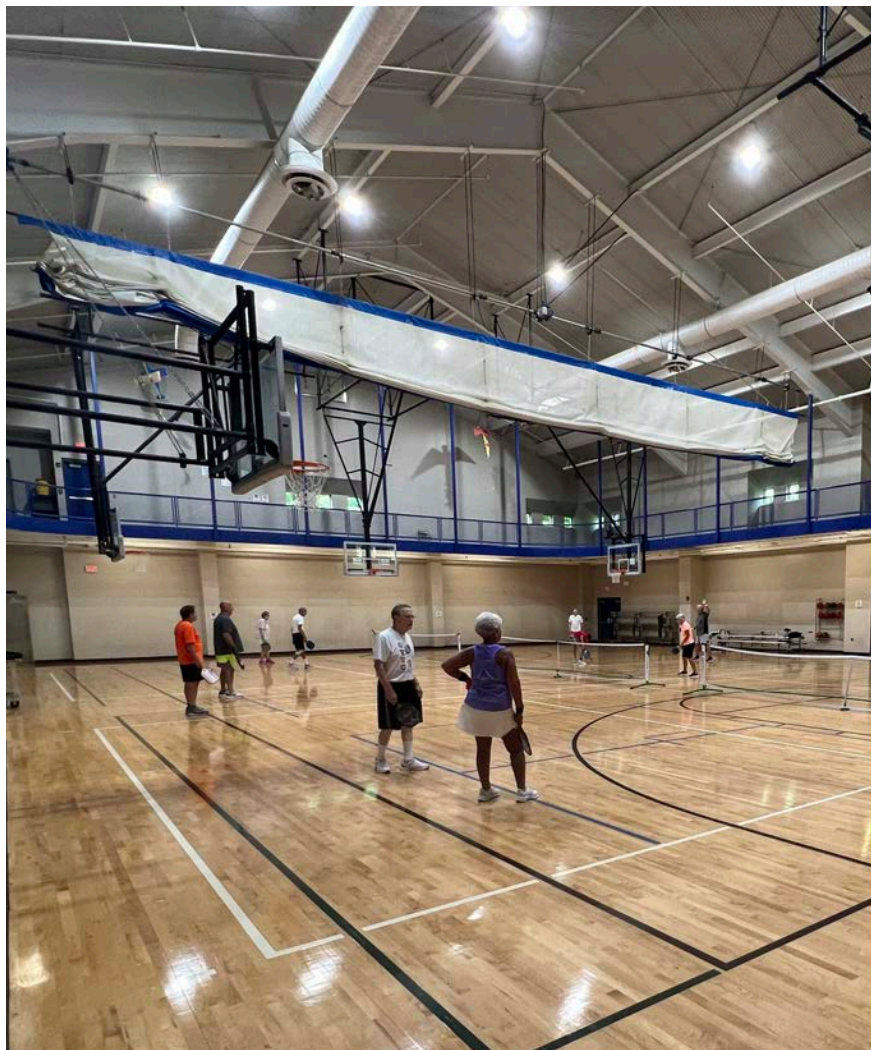
100+ Hours/Week

**8 to 10 Full-Time**  
With Part-Time & Seasonal

Gym	Multiple Fitness Rooms	Kitchen Storage
Multiple Program Rooms	Childcare	
Indoor or Outdoor Pool	Game Room	
Walking Tracks	Community Meeting Rooms	

<b>Similar to Neighborhood &amp; Community Centers</b>	Before & After School Programs	Lunch Programs for Seniors
	Senior Activities	After School Meals
<b>Expanded Offerings Include:</b>	Summer Day Camps	Drop-In Activities for Youth & Adults
	Youth Sports	Group Fitness

Typically have daily fee or monthly membership fee to access multiple programs



Programming at Berrytown Community Center.



# A TWO-STAGE APPROACH FOR COMMUNITY CENTERS

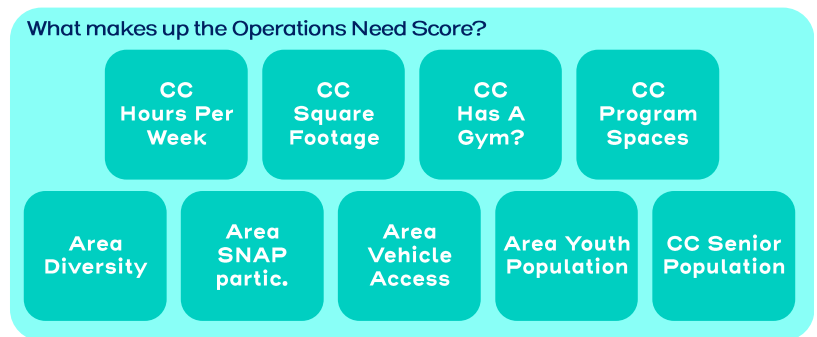
It will take time to transition Louisville’s existing Community Centers to the three-tiered model. A two-stage approach will allow Louisville Parks & Recreation to make immediate changes while also planning for future facility and service investments.

## 1st Stage: Current Center Operations

- Equitably allocate annual operating dollars for existing Community, Recreation and Senior Centers based on each building’s capacity (square footage, range of interior spaces, hours per week) and the community it serves (diversity, food assistance, vehicle access, youth and senior populations).
- Develop a program plan for each center that serves the community based on best practices and priorities identified in the community survey.
- Develop a mini business plan for each center.

## HOW WILL RECREATION FUNDS BE ALLOCATED?

Funding for community center operations should be based on a mix of the center’s operational needs and the local community’s level of needs, which inform the Operations Needs Score.



Location Name	Operations Need Score out of 10	+	Community Need Score out of 10 (see page 15)	=	Final Operations Score Proportion	Funding Scenario with Existing \$4.3 million split proportionally
California Community Center	10		9		10%	\$426,615
Parkhill Community Center	9		8		9%	\$397,665
South Louisville Community Center	9		8		9%	\$388,298
Shawnee Community Center	8		9		9%	\$376,130
Southwick Community Center	8		7		8%	\$350,465
Molly Leonard Portland Community Center	8		6		7%	\$314,510
Newburg Community Center	7		6		7%	\$309,836
Beechmont Community Center	6		7		7%	\$293,137
Wilderness Road Senior Center	6		5		6%	\$244,482
Metro Arts Community Center	6		5		6%	\$241,313
Berrytown Recreation Center	8		2		5%	\$218,516
Douglass Community Center	6		3		5%	\$210,055
Cyril Allgeier Community Center	6		3		5%	\$209,264
Sun Valley Community Center	6		3		5%	\$197,271
Watson-Powell (Berrytown Annex)	4		2		3%	\$130,781

Once the full set of data on Baxter Community Center is available (i.e., center hours per week, square footage, number of programmable spaces) it will be added to the Community Center Operations Funding Matrix for allocation of annual operating funds.

## 2nd Stage: Future Center Operations

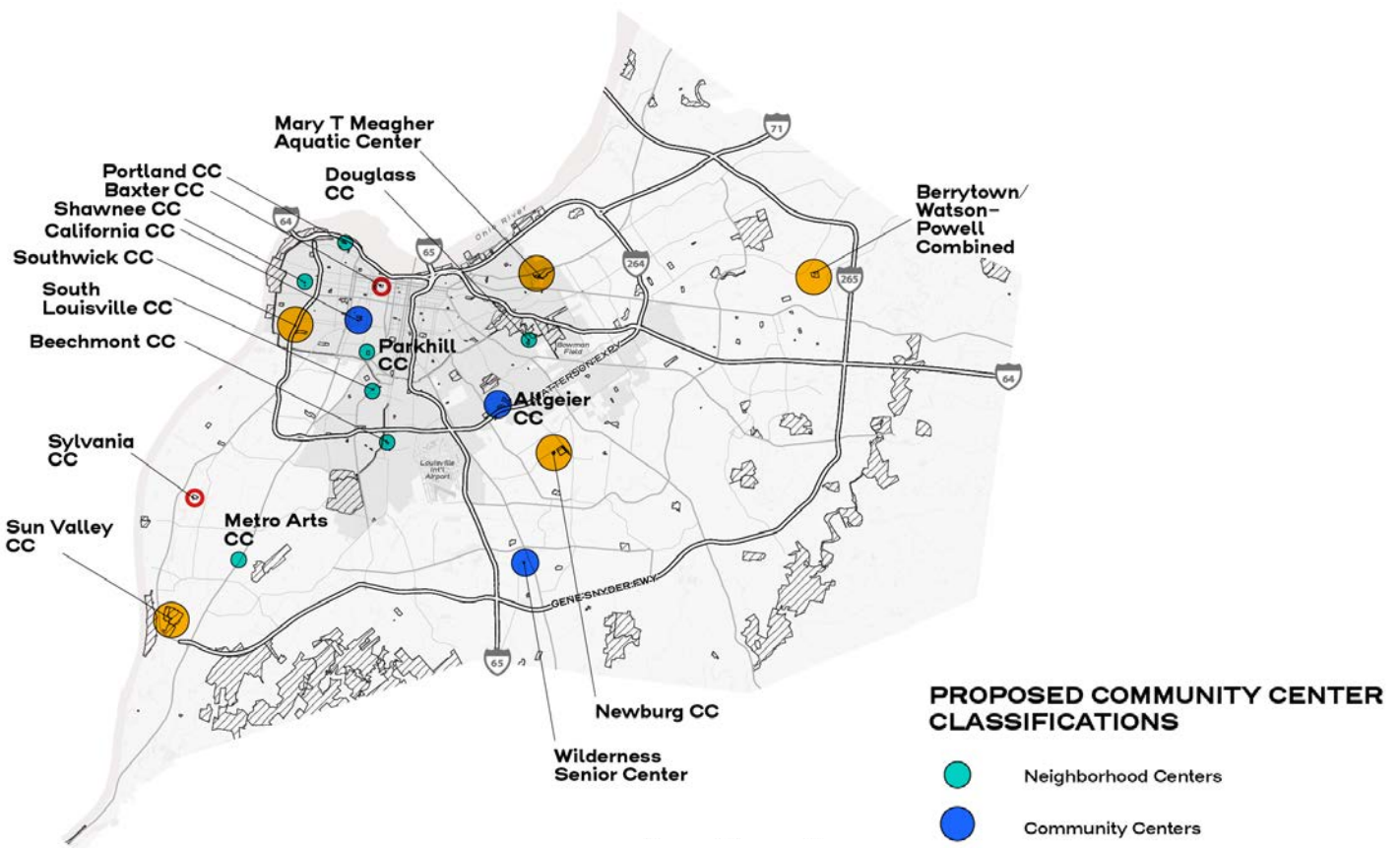
- Transition Louisville Centers to the Neighborhood, Community, and Regional Recreation Center Model, guided by the National Recreation Center Model and equitably allocate annual operating budgets within the three categories.

**Neighborhood Rec Centers:** update staffing, hours, offerings to fit national model

**Community Rec Centers:** update staffing, hours, and offerings and expand/convert physical building to fit national model

**Regional Rec Centers:** dispersed across metro area and located within parks with opportunity to provide a multiplicity of recreational offerings (i.e., golf, aquatics, special events) plus land to expand centers. This includes:

- Creating a regional recreation center at the site of the Mary T. Meagher Aquatic Center and integrating the Aquatic Center in the regional recreation center
- Combining the existing Berrytown Recreation Center and Watson Powell Senior Center into one regional recreation center
- Because only one existing center was built to function as a recreation center, rehab and/or build new centers designed to function as recreation centers.
- Develop facility and program plans for each center based on best practices and priorities identified in the community survey.
- Develop new mini business plans for each center.



## BROADEN METRO-WIDE PROGRAMMING

Beyond expanded recreation centers and recreation programming offered by Louisville Parks & Recreation in Community, Recreation, and Senior Centers, Louisville Parks & Recreation should:

- Expand program offerings metro-wide to showcase facilities and program capabilities that serve all residents and are not customized to a recreation center.
- Develop and implement a program plan for areas of the metro that don't have access to a recreation center, pool, sports complex, or event site.
- Expand the Jefferson Memorial Forest Welcome Center to provide more multi-functional services.
- At specialty recreation facilities (Iroquois Amphitheater, Louisville Tennis Center, Mary T. Meagher Aquatic Center), create individual business plans, cost recovery goals, and evaluate each for placement in a special revenue or enterprise fund.

## HOW WILL RECREATION FUNDS BE SPENT?

The following table lays out the allocation of new funds for recreation centers and metro-wide programming; it also identifies the recreation center classifications for Future Center Operations.

### Recommended Budget Allocations of New Dollars for RECREATION

based on 13.5% of projected additional revenue generated

		FY24-FY27	FY28	FY29-FY33	FY34-FY38
<b>ANNUAL SHARE FOR RECREATION (programming &amp; staffing):</b>		<b>\$2,497,500</b>	<b>\$3,604,500</b>	<b>\$5,265,000</b>	<b>\$7,168,500</b>
<b>Recommended Uses for New Recreation Dollars</b>	<b>% share</b>				
<b>Additional Funding for Recreation Centers</b>	<b>66.6%</b>	<b>\$1,665,000</b>	<b>\$2,403,000</b>	<b>\$3,510,000</b>	<b>\$4,779,000</b>
Regional Centers	50%	\$832,500	\$1,201,500	\$1,755,000	\$2,389,500
Community Centers	20%	\$333,000	\$480,600	\$702,000	\$955,800
Neighborhood Centers	30%	\$499,500	\$720,900	\$1,053,000	\$1,433,700
<b>Additional Funding for Metro-Wide Programming</b>	<b>33.3%</b>	<b>\$832,500</b>	<b>\$1,201,500</b>	<b>\$1,755,000</b>	<b>\$2,389,500</b>

#### Recreation Center Classifications based on National Model

##### REGIONAL CENTERS

Sun Valley  
Southwick  
Newburg  
Berrytown/Watson-Powell  
Mary T Meagher Expansion

##### COMMUNITY CENTERS

Cyril Allgeier  
California  
Wilderness Road

##### NEIGHBORHOOD CENTERS

Beechmont  
Douglass  
Metro Arts  
Parkhill  
Portland  
Shawnee  
South Louisville

Once the full set of data on Baxter Community Center is available (i.e., center hours per week, square footage, number of programmable spaces) a determination will be made about its classification as a future neighborhood, community or regional recreation center.

# BUDGETING FOR CAPITAL

Neighborhoods across Louisville deserve high quality parks that are designed in partnership with neighbors and park-goers.

Funds will be directed to transform existing parks and create new parks or improve access to existing parks in neighborhoods without a park within a 10-minute walk. Funds will be distributed to parks based on their level of community and park need. Sites in communities with the greatest need that have not seen investment in many years receive the greatest priority. Seeking to achieve transformational change, capital projects will address the entire park in a coordinated fashion.

## HOW DO WE DETERMINE THE ORDER IN WHICH CAPITAL INVESTMENTS WILL BE FUNDED?

The following chart represents the components of the park scoring strategy used to determine the order in which capital projects will be funded. For existing parks, each park received a Park Need and Community Context score that together inform the list for prioritized investments. For neighborhoods without a park within a 10-minute walk, the Community Context score determines the prioritization for where a new park or improved access to an existing park is needed.

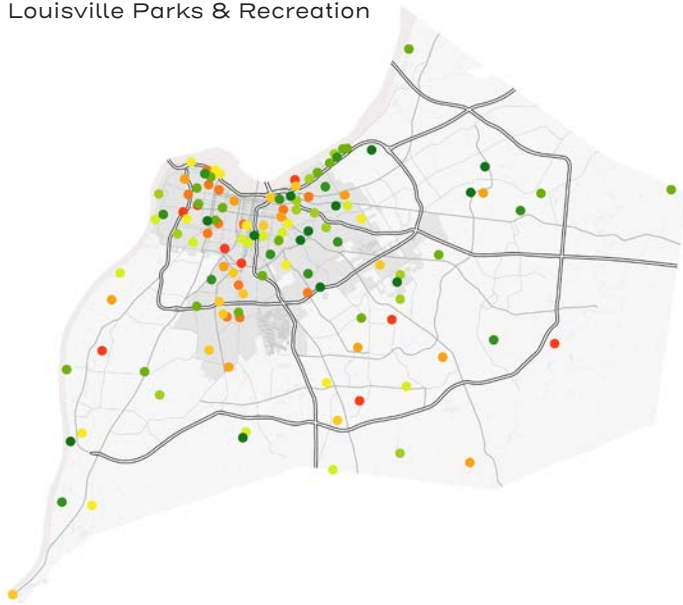


Prioritization methodology for capital investments.

# DATASETS THAT INFORM THE PARK NEED SCORES

## CURRENT PARK CONDITION (2022)

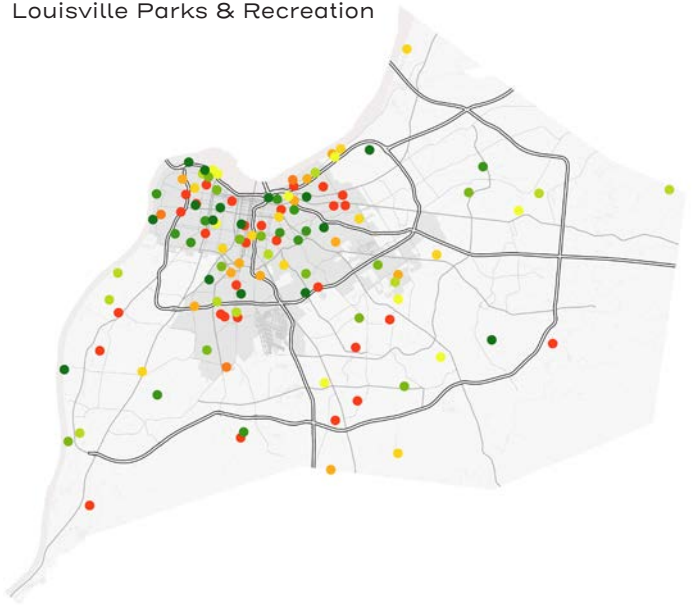
Louisville Parks & Recreation



Poor ● ● ● ● ● Excellent

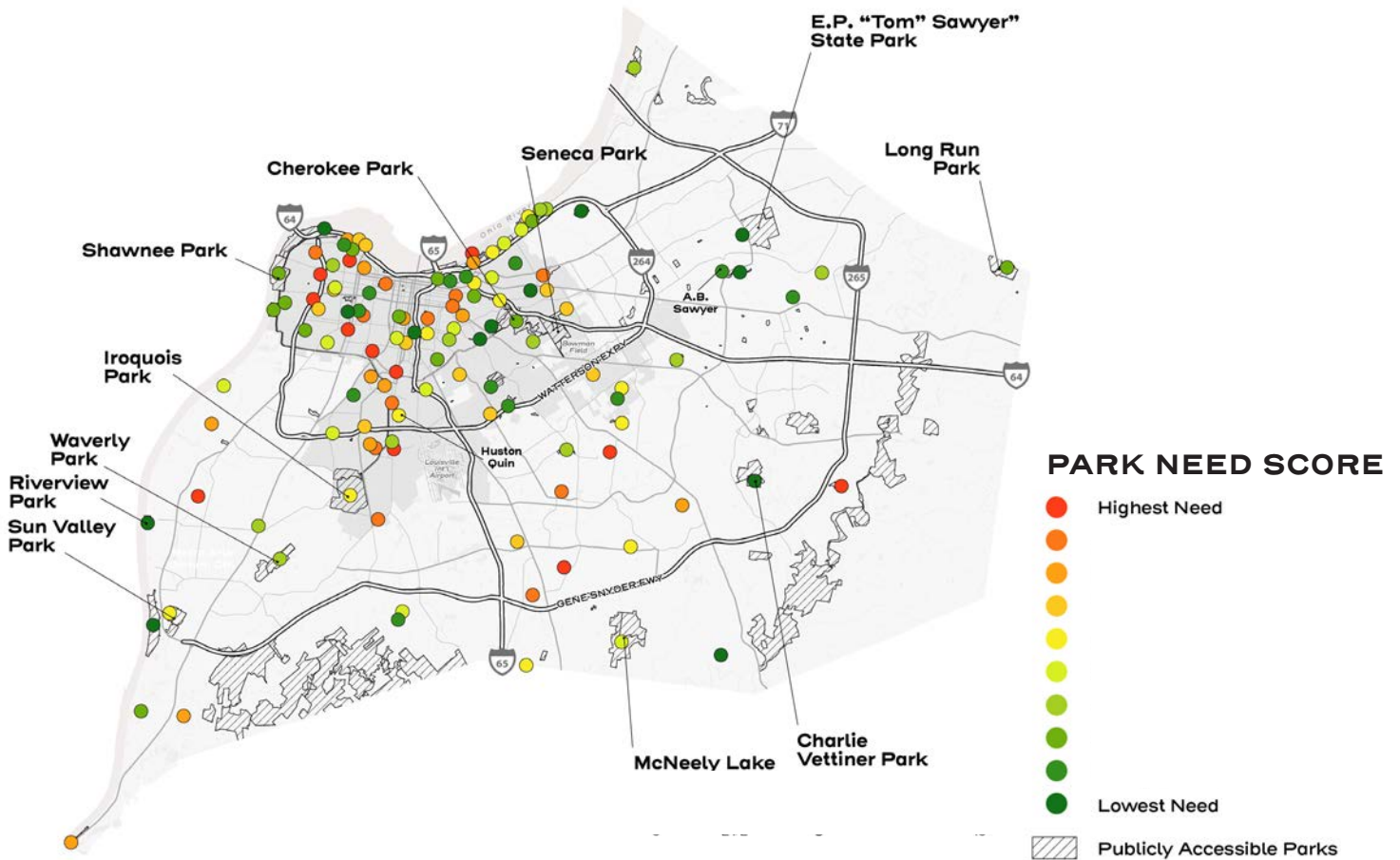
## INVESTMENT OVER TIME COMPARED TO TOTAL ESTIMATED REPLACEMENT COST

Louisville Parks & Recreation



Low ● ● ● ● ● High

## Component Maps (Above) Combined into Composite Map of Park Need (Below)



### PARK NEED SCORE

● Highest Need  
●  
●  
●  
●  
● Lowest Need

Publicly Accessible Parks

# DATASETS THAT INFORM THE COMMUNITY CONTEXT SCORES

Where would the **most people benefit** from investments?

### Residents/Sq Mi

**Population density** for all locations in the Metro Area

(ESRI 2021)

Where would **historically underserved** people benefit?

### Race & Ethnicity

Density of residents who identify as a **racial or ethnic minority**

(ESRI 2021)

Where would green investments **counteract legacies of environmental racism?**

### Air Quality/Pollution

The Environmental Protection Agency's **Air Toxics Respiratory Hazard Index**

(EPA 2019)

Where would green investments make the greatest impact on **community health?**

### Crime

Density of **UCR Part I crime reports** (serious violent and property crime)

(LMPD 2020)

### Poverty

Density of families who are **living below the poverty line**

(ESRI 2021)

### Heat Risk

**Difference from the Metrowide average summer temperature** for all locations in the Metro

(TPL 2021)

### Poor Physical Health

Self-reported **chronic physical health issues**, including diabetes, obesity, and heart disease

(CDC BRFSS 2019)

### Foreign Born

Density of residents who were **born outside the United State**

(US Census ACS 2020)

### Proximity to Green

**Normalized Difference Vegetation Index (NDVI)** indicating "greenness" for all locations in the Metro

(ESRI 2020)

### Poor Mental Health

Self-reported **poor mental health** for more than 14 days in the past month

(CDC BRFSS 2019)

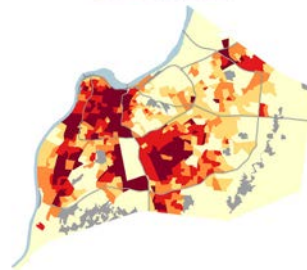
## POPULATION DENSITY



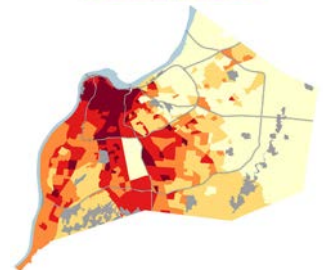
## HISTORICAL INEQUITY



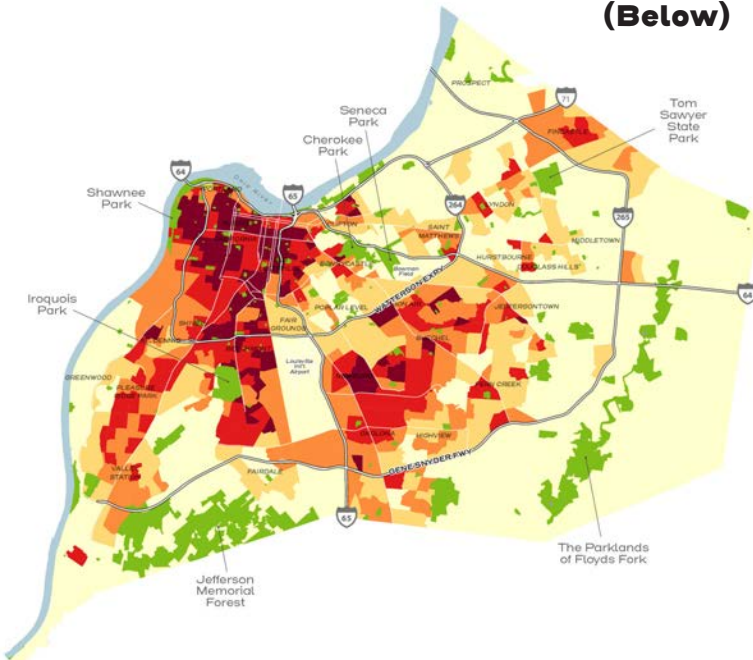
## ENVIRONMENTAL JUSTICE



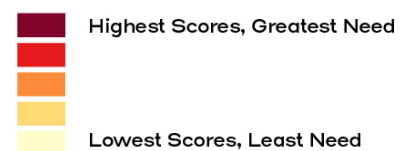
## HEALTH & WELLNESS



**Component Maps (Above) Combined into Composite Map of Community Context (Below)**



## COMMUNITY CONTEXT SCORE



# IN WHAT ORDER WILL EXISTING PARKS BE FUNDED?

Parks are grouped into 10 priority groupings from the top priority parks to the lowest priority parks. Capital projects are to be prioritized in parks within the top priority groupings. Below are the top three priority groupings, listed alphabetically; the full Parks For All report includes lists for all 10 groupings.

## TOP PRIORITY SITES

- 35th Street
- Ballard
- Baxter Square
- California
- G.G. Moore
- Louis B. Israel
- Magnolia
- Memorial
- Norfolk Acres
- Parkhill
- Slevin
- St. Louis
- Wayside

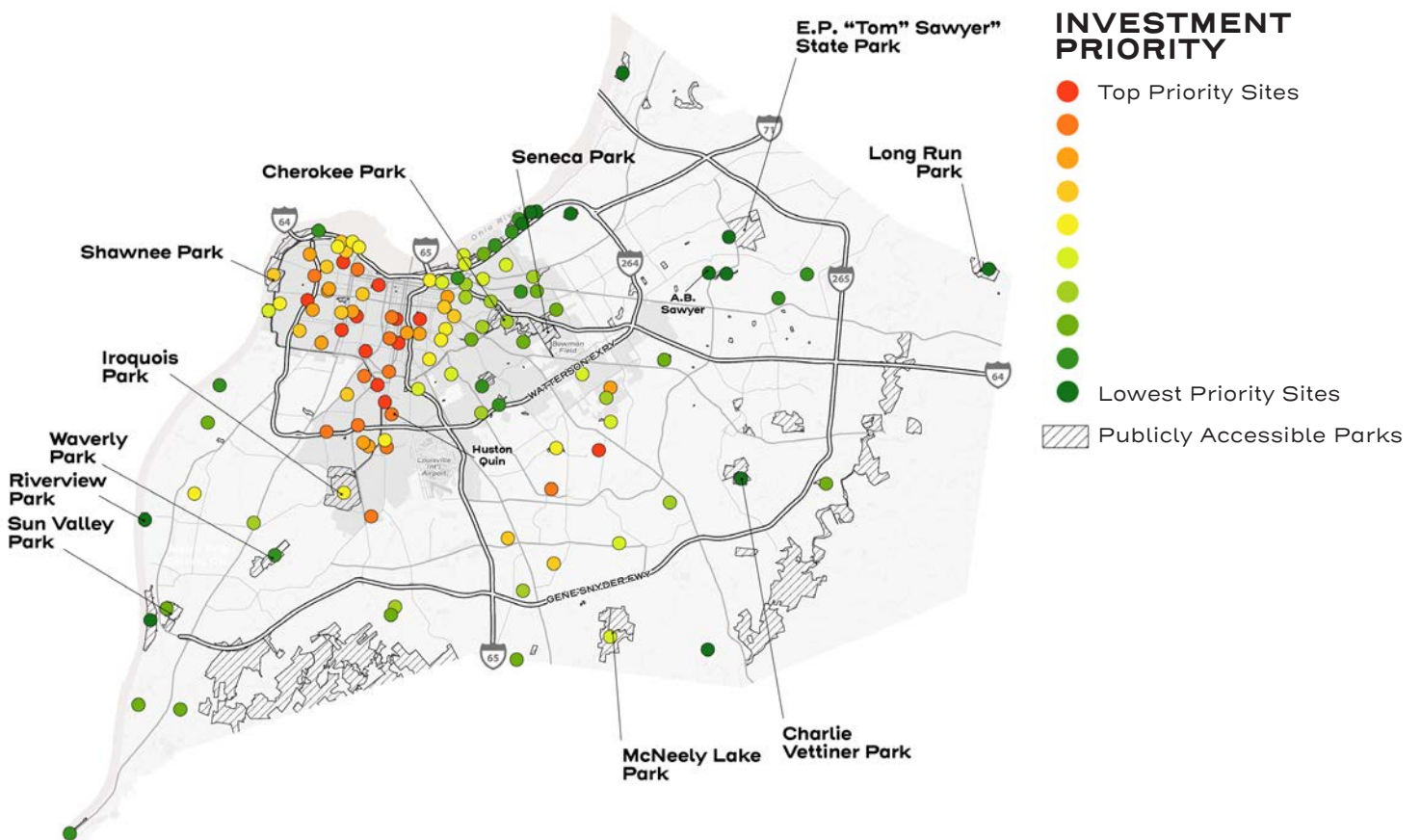
## SECOND PRIORITY SITES

- Auburndale
- Ben Washer
- Black Mudd
- Boone Square
- Central
- Huston Quin
- Irish Hill
- Ivy Court
- South Central
- Watterson Lake
- William B. Stansbury
- Wyandotte

## THIRD PRIORITY SITES

- Algonquin
- Bellevue
- California Leisure
- Cliff
- E. Leland Taylor
- Elliot Square
- Klondike
- Parkland Playground
- Shelby
- Sheppard
- Toonerville Trolley
- William Britt

### Park Need + Community Context = Map of Investment Priorities



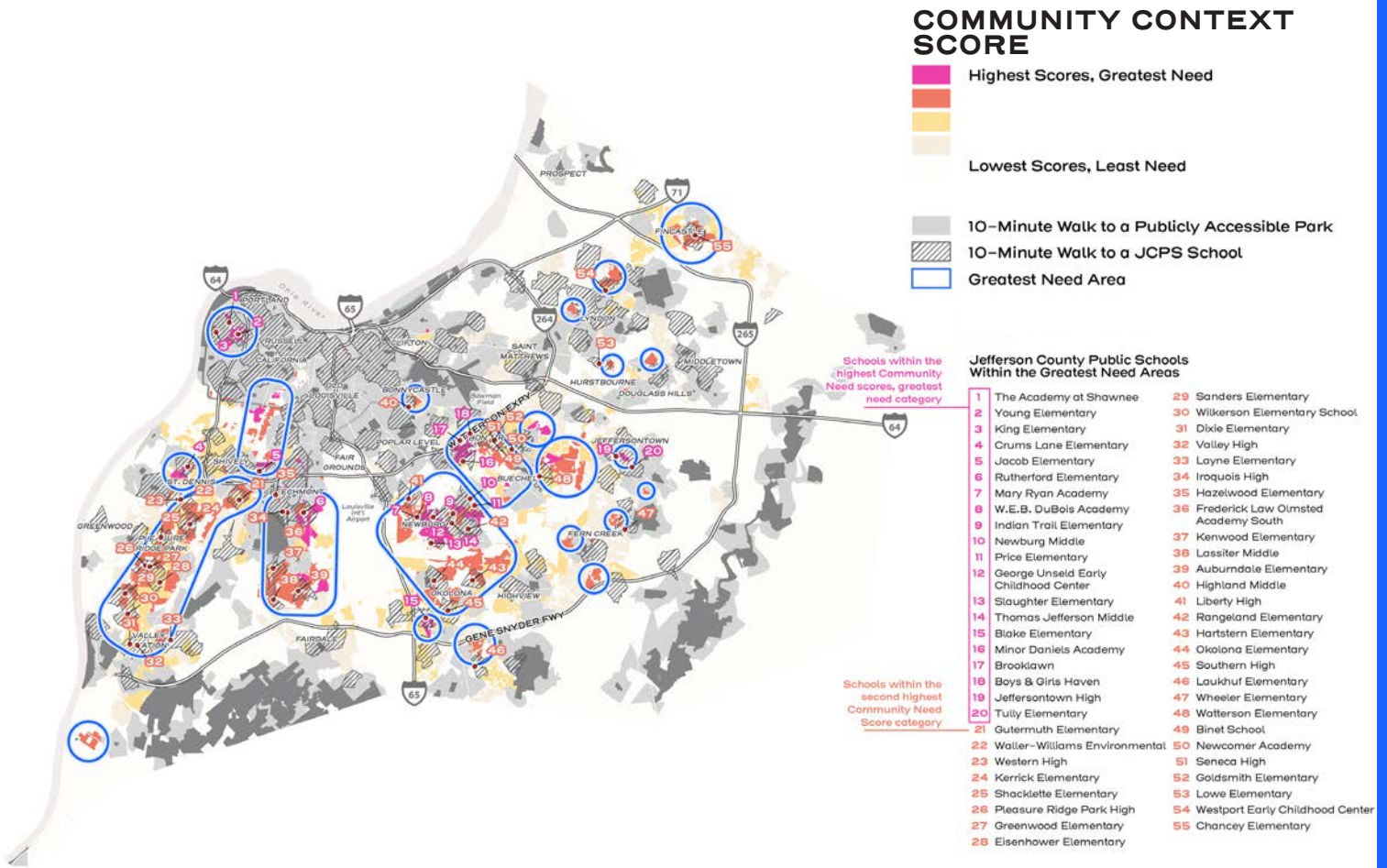


# IN WHAT ORDER WILL NEIGHBORHOODS WITHOUT A PARK WITHIN A 10-MINUTE WALK BE PRIORITIZED?

The map below highlights the areas with the highest Community Context scores that do not have a park or recreation facility within a 10-minute walk. As land and resources become available, Louisville Parks & Recreation and partners in Metro Government should explore opportunities to create new parks in these locations and improve trail connections to other parks nearby.

However, given the metro area's size and varied land use patterns with neighborhoods that are urban, suburban, and rural, it will not be possible to fill all gaps in the 10-minute walkshed map. In some cases, school grounds contain various types of recreation amenities. Jefferson County Public School sites can help provide access to certain types of recreation amenities in high need areas. There are 55 JCPS schools in the top two greatest need areas that cover walkshed gaps in park access, but park access gaps remain.

## Gaps in Park Access Overlaid with Community Context & School Grounds



# LOUISVILLE PARKS & RECREATION: ORGANIZING FOR SUCCESS

Implementing the Parks For All Action Plan will require change driven by a range of supporting recommendations that address Louisville Parks & Recreation’s internal structure, policies, practices, operations, and partnerships.

## PROPOSED ORGANIZATIONAL CHART

The proposed organizational chart reflects industry best practices, provides for improved coordination and integration for the leadership, management, and operation of the department, and will support implementation of the equitable investments and policy recommendations.



## LOUISVILLE PARKS AND RECREATION

### DEPARTMENT LEADERSHIP & GOVERNANCE

Organization & Workforce Leadership  
Performance Management

#### 4 OPERATING DIVISIONS DRIVE BEST PRACTICES

**STRATEGIC SUPPORT**  
DEVELOPS PRACTICES  
TO SUPPORT  
OPERATING DIVISIONS



# LOUISVILLE PARKS & RECREATION POLICY, PRACTICES, & OPERATIONS RECOMMENDATIONS

The policy, practices, and operations activities to be addressed are grouped into seven themes. The recommendations are based on industry best practices; support the implementation of equitable investments in maintenance, rehabilitation, capital improvements, and recreation; provide for the delivery of quality maintenance and care for existing and future park assets; and foster activation of park and recreation spaces with quality programming.

- **Equity:** Action Plan, Anti-Displacement Strategies
- **Finances:** Budget and Budget Management Practices, Revenue Policy, Earned Income, Enterprise Funds
- **People:** Louisville Parks & Recreation Organization Structure, Human Resources, Volunteerism
- **System Planning:** Park and Project Planning, Park Safety, Technology, Data
- **Park, Facility & Asset Care:** Overall Maintenance Standards, Aquatic Maintenance, Field and Sports Court Maintenance, Equipment
- **Recreation:** Program Standards, Community, Recreation and Senior Centers, Business Plans
- **Partnerships:** Louisville Parks & Recreation, Park Non-Profits and Others

## ADOPTING A COORDINATED STRATEGY AMONG PARK NON-PROFITS AND LOUISVILLE PARKS & RECREATION

Establish a true partnership between Louisville Parks & Recreation and the primary park non-profits (Olmsted Parks Conservancy, Parks Alliance of Louisville, and Wilderness Louisville), working together for the good of the community and the park and recreation system. In establishing this strategy:

- Build collaborative and coordinated environment between all four entities
- Create a consortium of the non-profits to work directly with Louisville Parks & Recreation that:
  - Defines roles and responsibilities of each, recognizing what the non-profits provide
  - Defines the working relationship between the Consortium and Louisville Parks & Recreation
  - Provides consistency in relationships and standardizes protocols for non-profits' use of parks and park facilities
  - Creates standards and protocols for funding and matches
  - Articulates Consortium goals in five-year increments with annual progress reporting





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