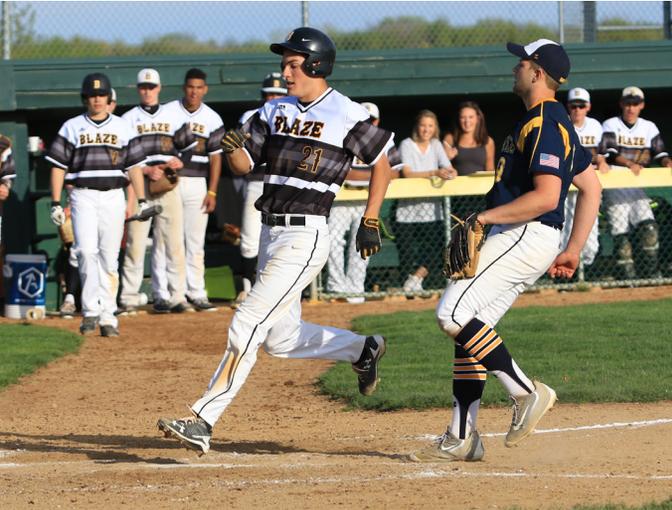


# Master Plan Update | 2017



## PARK & RECREATION SYSTEM



# ACKNOWLEDGEMENTS

## **CITY COUNCIL**

Elizabeth Kautz, Mayor

Bill Coughlin, City Council Member

Dan Gustafson, City Council Member

Dan Kealey, City Council Member

Cara Schulz, City Council Member

## **PARKS + NATURAL RESOURCES COMMISSION**

Sarah Keefer, Chair

Maroof Rauf, Vice Chair

Dana Arnold, Commissioner

Kyra Bowar, Youth Commissioner

Olivia Brammer, Youth Commissioner

Gary Donaldson, Commissioner

Staci Johnston, Commissioner

Len Nachman, Commissioner

Jeni Newman, Commissioner

Tim Tweedy, Commissioner

Brad Ullery, Commissioner

## **CITY STAFF**

Garrett Beck, Parks, Recreation and Facilities Director

JJ Ryan, Recreation and Facilities Superintendent

Julie Dorshak, Recreation and Community Services Manager

Kelly Hansen, Recreation Supervisor

Amber Jacobson, Community Services Specialist

Scott Heitkamp, Recreation Programmer

Deb Cobbins, Sr. Administrative Assistant

Shellie Krouse, Administrative Assistant

Jeff Radick, Assistant Public Works Director

Jon Nissen, Parks Superintendent

Daryl Jacobson, Natural Resources Manager

Caleb Ashling, Natural Resources Technician

Regina Dean, Planner

## **CONSULTANTS - CONFLUENCE + PROS CONSULTING**

### **CONFLUENCE**

Terry Minarik, Brad Aldrich, Emily Neuenschwander, Patrick O'Keefe

### **PROS CONSULTING**

Nick Deardorf, Jeff Bransford



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# 01

## Introduction

PARKS AND OPEN GREEN SPACES ARE INVALUABLE ASSETS THAT PLAY AN IMPORTANT ROLE IN OUR PHYSICAL, PSYCHOLOGICAL, SOCIAL AND ENVIRONMENTAL HEALTH. AS THE POPULATION CONTINUES TO DIVERSIFY, IT IS IMPORTANT FOR THE CITY OF BURNSVILLE TO PROVIDE SPACES TO FIT THE NEEDS AND DESIRES OF THE COMMUNITY.



Fig. 1.1 - Nicollet Commons Park

## OVERVIEW

The City of Burnsville operates a well-balanced parks and recreation system in the south metropolitan Twin Cities area. This system, along with numerous programs and collaborations with local youth sports associations, civic groups, the school districts and local non-profits greatly contribute to the quality of life in the City of Burnsville. In order to maintain this high quality of life as well as adapt to changing populations and parks system needs, the City of Burnsville is updating its Parks Master Plan to provide a clear vision that guides decision making into the future. This plan will include recommendations regarding the development and redevelopment of existing parks, trails, and recreational opportunities. Burnsville has a strong history of providing high quality parks facilities and programs that are loved and well used by the community. A focus on families has resulted in some of the best development programs in the state, and several unique and regionally popular park facilities. Creative funding partnerships along with efficient maintenance and operations management have contributed to the success of the system.

**THE CITY OF BURNSVILLE HAS AN EXTENSIVE PARK SYSTEM WITH OVER 1,700 ACRES OF PARKLAND, INCLUDING 76 PARKS, NATURAL AREAS, AND TRAILS.**

## THE ROLE OF PARKS AND RECREATION

The importance of parks, trails, and open space is continually reinforced by studies, analyses, and surveys both nationally and within Minnesota and the metro. There is a recognition that parks and recreation can provide essential services to communities including: 1. Economic value 2. Health and environmental benefits and 3. Social importance.

Parks and open spaces provide critical ecosystem services to the community such as improving air and water quality, reducing flooding impacts, preserving biodiversity and wildlife, and buffering communities from the effects of climate change - among many others.

Parks, trails, and recreation also provide a number of economic and quality of life benefits to their communities. Parks improve the local tax base by increasing property values of private parcels in proximity to parks and trails. National studies have shown that real estate markets demonstrate that buyers are consistently willing to pay more for property located closer to parks, trails and open spaces (Anton, 2005; Crompton, 2007b). Businesses are often drawn to communities with a higher quality of life (developed by parks and recreation) to attract and maintain educated workers (Crompton, 2007a). Metro residents consistently identify parks, trails, and natural areas as the most important attractive feature of the metro area - at a 5-to1 ratio - to the next most

attractive feature (Metropolitan Council, 2010b). Parks are economically important drivers of indirect revenues to the local economy through tournaments and special events, tourism, recreation equipment sales, and many other private sector business connections. Revenues are often generated directly from fees and other charges to help support parks and recreation development and operations - making the investment into parks and recreation a sound economic decision.

Outdoor recreation opportunities can potentially be a health care savings approach for communities. In 2000 medical costs in Minnesota associated with physical inactivity were \$495 million (Minnesota Department of Health, 2002). Recreation opportunities have been shown to decrease these expenses. For example, a 1.0 percent increase in trail or off-trail related activity is associated with a 0.07 percent decrease in overweight (Rosenberger, Bergerson & Kline, 2009). Further, just one additional day of physical activity per week has been found to reduce medical charges by 4.7% (Pronk, Goodman, O'Connor & Martinson, 1999).

Finally parks play a significant role in developing a city's sense of place, identity, and community building through socialization and cultural exchange. Parks are a major provider of spaces and programs that allow residents to gather, socialize and be around their neighbors. Residents consistently cite parks, trails and the natural environment as the area's most attractive features and 96 percent of residents also feel that the Twin Cities is a better or much better place to live than other metropolitan areas (Metropolitan Council, 2010a). Strong feelings about a park or trail help develop a sense of place and the building of social capital. Communities with high amounts of social capital tend to be more connected, more trusting of one another, and have a greater number of networks and groups that exist to enhance the quality of life for their community (Putnam, 2000).

The role of parks, trails, and open spaces in Burnsville continues to be redefined, but it has always had a large impact on the community's identity and appeal to residents. Several stakeholders that were

interviewed mentioned that the parks, trails, and open space system were one of the leading reasons for their family's decision to move to Burnsville. High quality parks and recreation are reflective of the type of community that supports them, and have been a critical part of Burnsville's identity throughout the city's history.



*Fig 1.2 - Adventure Run Slide - Buck Hill*



Fig 1.3 - Minnesota Historical Aerial Photographs, Burnsville, 1964

## A BRIEF HISTORY

Park planning efforts go back to the 1950s, when the Burnsville Athletic Club was formed. Throughout the 1960s and 70s, as the City's residential and commercial areas grew, parks and park programs were developed, and public monies were set aside for parkland acquisition. In 1975 an ordinance was adopted requiring park dedication or fees in lieu of dedication from developers. A series of park studies were completed during the late 1960s and 70s, including a Park and Recreation Facilities Analysis in 1978-79. A Parks Master Plan was adopted in 1981.

That plan established goals and objectives for the system, created a classification of parks, and set priorities for park acquisition and improvements in each of ten planning sectors of the City. The majority of those acquisitions and improvements have been accomplished, with the assistance of a park bond approved in 1982. The bond provided the last major growth impetus for the park system. Since then, the plan was updated in 2000 with the Parks Master Plan. Although the City has

developed some small neighborhood parks, its primary focus has been on maintaining and providing enhancements to existing parks including: Kraemer Quarry Park, the fields at Sue Fischer Memorial Park, Cliff Fen, Burnsville Skatepark, Mel Larson field, Nicollet Commons Park, Birnamwood, and the Community Gardens. These improvements have added to the legacy of Burnsville Parks within the City.

## PURPOSE OF THE PLAN:

1. TO HELP PRIORITIZE PROGRAMS AND PROJECTS WHICH WILL GUIDE THE PARK SYSTEMS FUTURE DEVELOPMENT AND REDEVELOPMENT EFFORTS.
2. TO IDENTIFY GAPS IN SERVICE RELATED TO PARKS AND RECREATION, INCLUDING NEW AND EMERGING TRENDS, THAT RESPOND TO THE CHANGING DEMOGRAPHICS AND COMMUNITY NEEDS.

## PLAN + PROCESS

The Burnsville Parks System Master Plan Update seeks to identify gaps in the current park system where services may not be met, and to set priorities for future development or redevelopment. Specific components of the Plan beyond the 01 Introduction (this section) include:

### 02 COMMUNITY ASSESSMENT

This chapter summarizes important demographic trends (historical and projected) and recreation trends that will have a major impact on Burnsville as it plans for its future.

### 03 COMMUNITY VISION

This chapter explains the community engagement process and summarizes findings from community and stakeholder input sessions, pulling out major themes.

### 04 SYSTEM ANALYSIS

This chapter provides an analysis of the current level of service and programming as well as provides a benchmark analysis.

### 05 FRAMEWORKS PLAN

This chapter defines the recommended improvement areas and goals for the next 15 years, including a review of the current CIP.





Fig. 1.5 -Softball Complex at Lac Lavon

## RECREATION DIVISION

The Parks, Recreation and Facilities department offers programs and services that improve the lives of customers and residents while enhancing the image of the City of Burnsville. The staff is dedicated to providing exceptional programs and services that foster social, intellectual, physical and emotional development, promotes health and wellness, increases cultural unity, provides a safe environment, supports economic development and programs facilities that meet the needs of our customers which all contribute to making Burnsville a leading community in which to live, work and thrive. Staff are responsible for:

- Birnamwood Golf Course
- Burnsville Ice Center
- Ames Center
- Coordinating year round recreation programs for all ages
- Renting meeting room space in city buildings
- Reserving park buildings
- Scheduling athletic fields
- Planning special events
- Mobilizing volunteers
- Trail development
- Publicizing services
- Supporting the Parks and Natural Resources Commission
- Providing support services for the city wide grants and donations
- Coordinating citywide Laser fiche efforts



Fig. 1.6 - Earley Lake

## NATURAL RESOURCES DIVISION

The Natural Resource division provides services that protect and manage the City's surface water, wildlife, urban forest, and community landscape resources. The division houses Dakota Valley Recycling which provides solid waste and recycling support to Burnsville, Lakeville, Eagan and Apple Valley. It also provides solid waste licensing and promotes sustainable practices within our organization, as well as, to our residents. The Natural Resources division plays a role in many of the City's Goal Statements and is an integral part of helping the City to achieve the Environmental End goal and outcomes.



Fig. 1.7 - Crystal Lake Trail

## TRAILS

The City of Burnsville has an extensive City sidewalk system, as well as a number of other trail sections in place, claiming over 45 miles of paved trails and over 11 miles of unpaved trails. Additionally there are a few regional trail proposals that will impact Burnsville and should be connected to as funds allow.

Since the 2000 Burnsville Trails Master Plan, the City's trail system has been serving as not just as a transportation element but also as a means of connecting neighborhoods and providing additional recreation opportunities. Burnsville trails are used by many, ranging from seniors taking leisurely walks to children learning to ride their bicycles. Burnsville has also devoted mileage to natural surface trails through some of the natural areas that accommodate hikers, trail runners, dog walkers, and mountain bikers (in some locations).

Recent development and connection to the Minnesota River Greenway Black Dog Trail provide excellent connections and recreational opportunities in Northern Burnsville. Future trail connections will help further connect the city's residents to the network of County and regional trails in the south metro.



Fig. 1.8 - Crosstown East Soccer

## OTHER PROVIDERS

The city also has two major **regional facilities**. Part of the Black Dog Unit of the Minnesota Valley National Wildlife Refuge, approximately 1,300 acres in size, is located within the City. Part of Murphy Hanrehan Park Reserve, a 2,400 acre regional park in Dakota and Scott Counties, is located in the City's southwest corner. The City's trail system currently connects to these valuable open spaces, and future trail and park development will seek to strengthen these connections.

**School facilities** also help to meet recreational needs. The three school districts that serve Burnsville cooperate with the City and the area's athletic associations to schedule the use of their playing fields. In addition, two **church properties** currently maintained by the parks division are serving additional needs for recreational field use.

\*There is currently a partnership with UTC Aerospace Systems for the lease of **Rose Park**, which contains four multi-use soccer fields. This land is not city-owned and future use of the site as a park is not guaranteed. This is notable as Rose Park provides important soccer fields that are highly used by the community.

# THE CURRENT PARK SYSTEM

## PARK CLASSIFICATIONS:

**Community parks** are generally 20 acres or more in size and include intensive recreational facilities (playing fields and courts) and/or natural areas for more individualized recreation. They can also include the majority of the park system's special uses and facilities: Ice center, boat landings, fishing docks, etc. Community parks draw users from more than one neighborhood, and are generally located along collector or arterial streets for ease of access. They are distributed fairly evenly within the City, so that most households are located within a mile of a community park.

**Neighborhood parks** generally range from 4 to 40 acres in size, and typically share a common set of facilities, including play structures and one or more playing fields. These parks are intended to be located within 1/2 to 3/4 of a mile of all households and accessible on foot.

**Mini parks** are generally 1 to 3 acres in size, although a few range up to 8 acres. About half of them function as play lots, with play equipment and an informal playfield; others are largely natural. Mini parks have traditionally been designed to serve neighbors within a convenient walking distance, and to serve persons with limited mobility, such as small children and the elderly.

**Preservation & natural areas** are intended to remain undeveloped, Burnsville's nine preservation areas provide neighborhoods with natural open and/or wooded space.

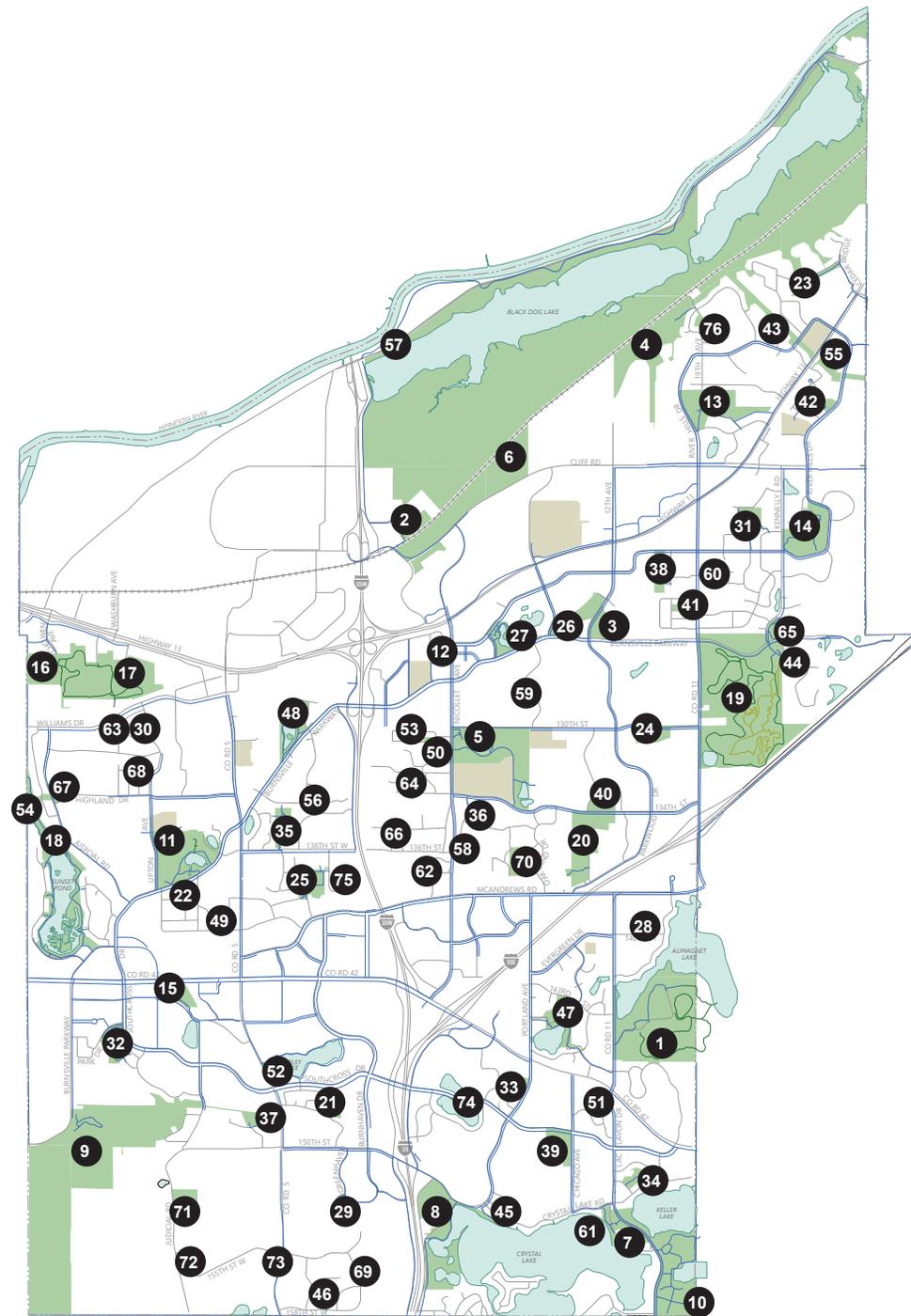


Fig. 1.9 -Map of Current Parks

**COMMUNITY PARKS:**

1. Alimagnet
2. Archery Site
3. Birnamwood Golf Course
4. Black Dog
5. Civic Center
6. Cliff Fen
7. Crystal Beach
8. Crystal Lake West
9. Kelleher
10. Lac Lavon
11. Neill
12. Nicollet Commons
13. North River Hills
14. Red Oak
15. Rose\*
16. Rudy Kraemer Nature Preserve
17. Sue Fischer Memorial Park
18. Sunset Pond
19. Terrace Oaks West
20. Wolk

**NEIGHBORHOOD PARKS:**

21. Burnhaven
22. Burnsville Heights
23. Cedarbridge
24. Chateaulin
25. Colonial
26. Crosstown East
27. Crosstown West
28. Echo
29. Greenhaven
30. Highland Forest
31. Highland View
32. Hollows
33. Interlachen
34. Keller Lake
35. Knob Hill
36. Krestwood
37. Northview
38. Oak Leaf West
39. Paha Sapa
40. Parkwood
41. Skyline
42. South River Hills
43. Tennisioux
44. Terrace Oaks East
45. Tyacke
46. West Buck Hill
47. Wood
48. Vista View

**MINI PARKS:**

49. Acorn
50. Arbor
51. Coventry Court
52. Day Park
53. Heritage
54. Howell
55. Lake Park
56. Leisure
57. Minnesota Riverfront
58. Nicollet
59. Nordic
60. Oak Leaf East
61. Pik Nik Island
62. Rolling Meadows
63. Sunset
64. Timberland Knolls
65. Utech Pond
66. Valley Highlands
67. Westview

**PRESERVATION AREAS**

68. Brookview
69. Country Club
70. Forest Heights
71. Judicial
72. Loop
73. Orchard Gardens
74. Twin Lakes
75. Wellington Crescent
76. Woods Lane

## RELATED PLANNING EFFORTS

IN CONJUNCTION WITH THE 2000 BURNSVILLE PARKS SYSTEM MASTER PLAN, SEVERAL OTHER PAST, PRESENT AND FUTURE PLANNING EFFORTS ARE RELATED TO THE BURNSVILLE PARKS & RECREATION SYSTEM MASTER PLAN UPDATE. THE PLANS INCLUDE:

### 2040 COMPREHENSIVE PLAN

In May 2016, Burnsville began work on a major update of its existing 2030 Comprehensive Plan to help set the stage for the city's growth and development into the year 2040. This plan will identify the long-term vision, goals, policies, strategies and options for guiding future changes and investments. More specifically, this plan will address future land use, economic development, transportation, city services/facilities, natural resources, housing, neighborhoods and youth initiatives in Burnsville.

### THRIVE MSP 2040 | REGIONAL PARKS POLICY PLAN

Adopted in May of 2014, Thrive MSP 2040 provides a framework for a shared vision for the future of the region over the next 30 years including a Regional Parks Policy Plan.

The following Regional Parks System Components within Burnsville as identified in the 2040 Regional Parks Policy Plan are listed below.

#### Regional Parks, Park Reserves, and Special Recreation Features:

- Murphy-Hanrehan Park Reserve
- Minnesota Valley National Wildlife Refuge

#### Regional Trails:

- Lake Marion Greenway Regional Trail

- Minnesota River Greenway Regional Trail
- Lebanon Hills-Lake Marion Greenway Regional Trail Search

Parts of the plan are identified throughout the document.

### 2016 RESIDENTIAL STUDY

In April of 2016, the Morris Leatherman Company, a nationwide polling firm, conducted a survey with a random sample of Burnsville residents. The questions asked ranged from satisfaction with services to safety perception. Results pertaining to parks and recreation are identified throughout the document.

### 2016 SENIOR SURVEY

This survey was given to a group of adults 62 and older who attended a De-clutter workshop on March 9, 2016. The survey was filled out by 94 participants. Participants were asked about programming opportunities and their level of interest. Some of the key points include:

Most of the participants have not previously participated in a Burnsville program

- More recreational programming is desired including walking group,
- Exploring local parks, hiking, and grandparent/grandchild activities
- Educational presentations were highly desired including topics about health & wellness

### 2013 ADA PLAN

In 2013 JPQ, Inc. a team specializing in accessibility, and the city of Burnsville conducted a self-evaluation of its public facilities and public right of ways. The evaluation led to a transition plan to provide accessibility to all individuals. The Burnsville Parks ADA Transition Plan should be referenced as improvements are made.

## 2013 YOUTH NEEDS ASSESSMENT

In 2013 the City of Burnsville received a grant from Youthprise to complete a community-wide needs assessment for youth and youth-services in Burnsville. The plan identified the following needs:

- There is a need for more programming for youth after school including athletic opportunities and supervised play at parks
- Youth are interested in future programs focused on arts, music and dance
- Part-time job and volunteer opportunities for youth are seen as missing in Burnsville
- There is a need for coordinated, yet age appropriate, programming to allow for siblings of varying ages to participate at the same time, at the same place
- 16% of 7th/9th graders surveyed do not always feel safe after school
- Events and programs should be promoted through schools and on the Internet including social media.
- Improved water quality in Earley Lake so that it was removed from the “Impaired Waters” list
- Gave grants to residents for installing shoreline buffers and rain gardens
- Birnamwood Golf Course became re-certified as an “Audubon Cooperative Sanctuary”
- Adopted the Emerald Ash Borer Plan for treatment and removals of diseased ash trees
- Organized a native seed collection group of volunteers to collect native prairie grass seeds
- Became a step 5 city in the MN GreenStep Cities program
- Published and distributed a Climate Resiliency Guide to Burnsville Residents
- Developed a drinking water system that uses local ground water and surface water that has significantly improved aquifer levels
- These sustainable activities have made a difference in reducing our environmental impact and with continued work can create a more sustainable community.

## 2009 SUSTAINABILITY GUIDE PLAN

The City of Burnsville adopted the Sustainability Guide Plan in 2009 and has used the sustainability strategies addressed in the Plan to meet the needs of the present without compromising the ability of future generations to meet their own needs. Some of the City of Burnsville sustainability activities include:

- Completed many additional miles of trails which provide walking and biking opportunities for residents
- Incorporated a green roof in the water treatment facility renovation project
- Installed recycling in several parks and researched the possibility of adding recycling to many more parks
- Installed butterfly garden at the PAC that features native plants
- Received a grant from the Minnesota DNR to remove invasive species from Alimagnet Park



Fig. 1.10 - Lac Lavoie beach before renovation in 2013



Fig. 1.11 - Nicollet Commons Park

## THE PLAN + PROCESS SUMMARY

The Burnsville Parks System provides numerous benefits to the community and has become one of the key pieces of branding/ identity for the community. This commitment to the importance of parks and open spaces integrated into the fabric of the city has been ingrained throughout Burnsville's history, and continues to evolve with this plan.

The Master Plan Update builds upon the Master Plan completed in 2000, and seeks to identify gaps in the current park system where services may not be met, and to set priorities for future development or redevelopment. The plan does this by studying the makeup of the City's demographics, asking residents what they would like to see, and investigating national and regional trends in parks and recreation. These aspects will be overlaid with Burnsville's current park system to identify opportunities for improvement in meeting residents' needs.

The current park system provides a wealth of activities and amenities to the city, including athletic fields and diamonds, natural and paved trails, water access and water play, alternative sport facilities, and a host of

varied infrastructure to meet the needs of Burnsville's residents. The parks are categorized into a variety of park typologies ranging from Preservation Areas to Mini Parks, which provide amenities such as trails, recreation opportunities, and natural resource management. The Parks, Recreation and Facilities department is responsible for providing exceptional year-round programs for all ages, trail development, scheduling athletic fields and events, and more. These departments work with the existing infrastructure to best meet resident needs and desires. This plan will help identify infrastructure that could be added or modified to help the Parks, Recreation and Facilities Departments better serve the community.

Along with the efforts of the department, there are additional planning efforts in place that are guiding the continued development of the Burnsville Park System. These plans paired with community input and the efforts of the Parks, Recreation and Facilities department have been the catalyst for this Parks System Master Plan update.



Fig. 1.12 - Civic Center Prairie

# 02

## Community Assessment

IN ORDER TO ASSESS AND ANTICIPATE THE CITY'S CURRENT AND FUTURE RECREATIONAL NEEDS, ONE MUST UNDERSTAND ITS CURRENT AND FUTURE POPULATION, AS WELL AS RECREATION TRENDS.



**THIS CHAPTER SUMMARIZES IMPORTANT DEMOGRAPHIC TRENDS (HISTORICAL AND PROJECTED) AND RECREATION TRENDS THAT WILL HAVE A MAJOR IMPACT ON BURNSVILLE AS IT PLANS FOR ITS FUTURE.**

## DEMOGRAPHIC ANALYSIS

In order to assess and anticipate the City's current and future recreational needs, one must understand its current and projected population. The age composition of the population, the number of multi-family residents, changes in the economic, racial and ethnic makeup of the population, and the extent of housing turnover in the City's neighborhoods are all likely to impact park use.

The Demographic Analysis provides an understanding of the population within the City of Burnsville, Minnesota. This analysis is reflective of the total population, and its key characteristics such as age segments, income levels, race, and ethnicity.

It is important to note that future projections are all based on historical patterns and unforeseen circumstances during or after the time of the projections which could have a bearing on the validity of the final results.



*Fig. 2.1 - Seniors Activity*



*Fig. 2.2 - Nicollet Commons Park*



Fig. 2.3 - International Festival at Nicollet Commons

63,300  
Residents by  
2031

## DEMOGRAPHIC OVERVIEW

This demographic study looks at population, age, race, and economics to better understand the residents of Burnsville, how the population is changing over time, and what that might mean for Burnsville's Park System moving forward. Demographics can help project the amount of park acreage and trails needed in the future, the types of parks that would serve the city best, and types of programs that would most beneficial for residents.

The total population of the City has recently experienced a slight increase of approximately 1.43%; from 60,306 in 2010 to 61,166 in 2016. The current estimated population is projected to continue its moderate growth, increasing to 61,874 individuals in 2021, and 63,301 by 2031.

According to U.S. Census reports, the total number of households in the City has experienced a coinciding upward trend, increasing roughly 2.15%, from 24,283 in 2010 to 24,804 in 2016. The City's total households are expected to continue to increase at this modest rate up to 26,042 households by 2031.

The City's median household income (\$66,418) and per capita income (\$35,461) are both higher than the state and national averages.

Based on the 2010 Census, the population of the City is below (36.8 years) the median age of the U.S. (38.0 years). Projections show that the service area will undergo an aging trend throughout 2031, as the 55+ age segment grows to represent just over 33% of the total population.

The estimated 2016 population of the City is predominantly White Alone (73%), with the Black Alone (13%) population representing the largest minority. Based on the 2010 Census, those of Hispanic/Latino origin represent just above 9% of the City's total current population. Future projections show that by 2031 the overall composition of the population will become more diverse. Forecasts of the City through 2031 expect a dramatic decrease in the White Alone (61%) population; coinciding with increases in the population for all other race segments.



Fig. 2.4 - Day Camp

## METHODOLOGY

Demographic data used for the analysis was obtained from U.S. Census Bureau and from Environmental Systems Research Institute, Inc. (ESRI), the largest research and development organization dedicated to Geographical Information Systems (GIS) and specializing in population projections and market trends. All data was acquired in November 2016 and reflects actual numbers as reported in the 2010 Censuses, and estimates for 2016 and 2021 as obtained by ESRI. Straight line linear regression was utilized for projected 2026 and 2031 demographics. Burnsville City boundaries that were utilized for the demographic analysis are shown on the following page in Figure 1.

Additionally, data from the State Education Department was used to examine the amount of free/reduced lunches in the City, compared to neighboring communities.

## RACE AND ETHNICITY DEFINITIONS

The minimum categories for data on race and ethnicity for Federal statistics, program administrative reporting, and civil rights compliance reporting are defined as below. The Census 2010 data on race are not directly comparable with data from the 2000 Census and earlier censuses; caution must be used when interpreting changes in the racial composition of the US population over time. The latest (Census 2010) definitions and terminology are used within this analysis.

### American Indian

- This includes a person having origins in any of the original peoples of North and South America (including Central America), and who maintains tribal affiliation or community attachment

### Asian

- This includes a person having origins in any of the original peoples of the Far East, Southeast Asia, or the Indian subcontinent including, for example, Cambodia, China, India, Japan, Korea, Malaysia, Pakistan, the Philippine Islands, Thailand, and Vietnam

### Black

- This includes a person having origins in any of the black racial groups of Africa

### Native Hawaiian or Other Pacific Islander

- This includes a person having origins in any of the original peoples of Hawaii, Guam, Samoa, or other Pacific Islands

### White

- This includes a person having origins in any of the original peoples of Europe, the Middle East, or North Africa

### Hispanic or Latino

- This is an ethnic distinction, a subset of a race as defined by the Federal Government; this includes a person of Mexican, Puerto Rican, Cuban, South or Central American, or other Spanish culture or origin, regardless of race

## TOTAL POPULATION AND HOUSEHOLDS

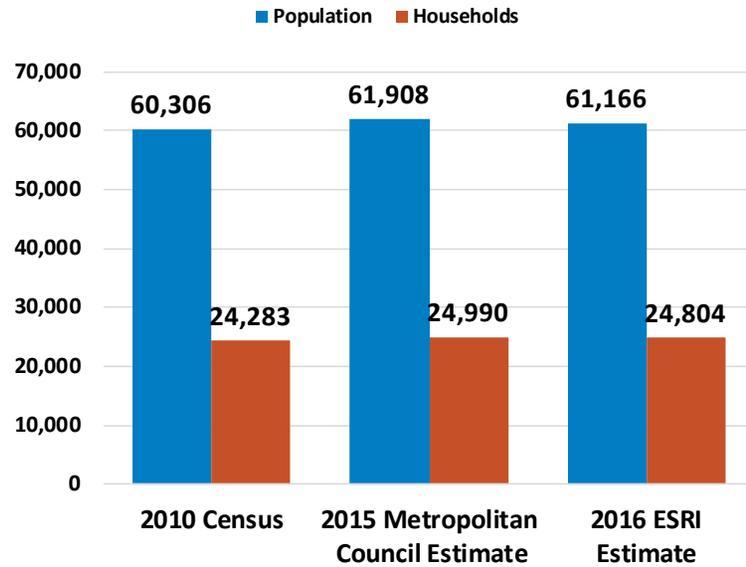


Fig. 2.6 - Total Population and Households Comparison

## POPULATION BY AGE SEGMENT

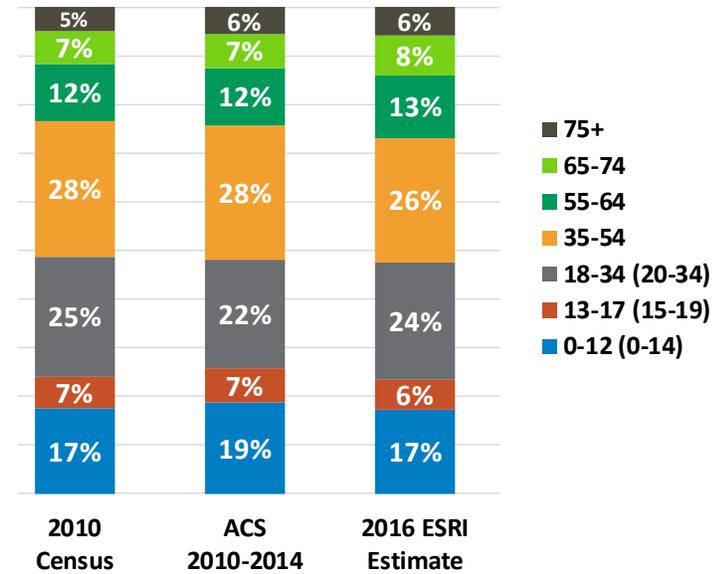


Fig. 2.7 - Population Age by Segment Comparison

## DEMOGRAPHIC COMPARISON

In addition to utilizing ESRI's demographic data, the consulting team analyzed data provided by the Metropolitan Council (a regional planning agency) in order to allow for further comparison. The consulting team elected to use ESRI's data for the long term forecasting as it showed to be slightly more conservative and up to date than the Metropolitan Council's estimates.

As seen in Figure 3.1, the 2015 Metropolitan Council estimate of 61,908 residents is roughly 1.21% higher than ESRI's 2016 estimate of 61,166 individuals.

ESRI's 2016 estimate depicts Burnsville's population aging more rapidly than the Metropolitan Council's 2010-2014 American Community Survey (ACS) estimate. (See Figure 3.2)

*\*NOTE: ACS's youngest three age segments vary from ESRI's and the Census', and are in parentheses.*

### POPULATION BY RACE

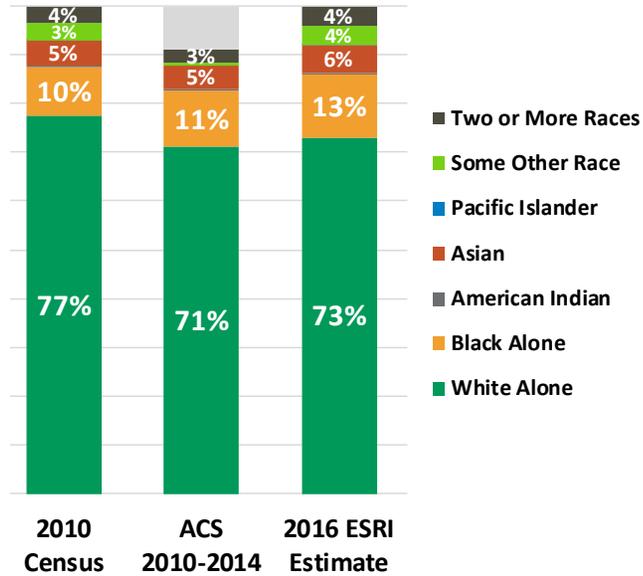


Fig. 2.8 -Population by Race Comparison

Metropolitan Council’s 2010-2014 ACS population breakdown by race is relatively similar to the 2016 ESRI estimate. Please note that the Metropolitan Council included Burnsville’s residents with Hispanic/Latino origin within the race breakdown. This data was removed and included in the ethnicity chart above. (See Figure 3.3)

### COMPARATIVE INCOME CHARACTERISTIC

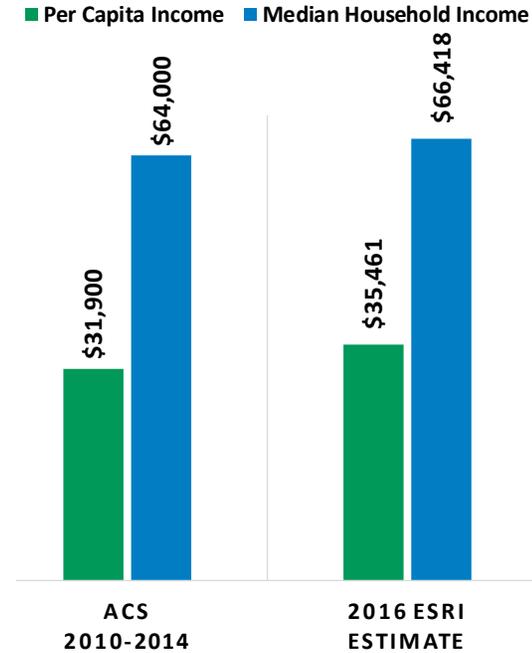


Fig. 2.9 -Income Characteristic Comparison

Metropolitan Council’s 2010-2014 ACS income characteristics of \$64,000 (median household income) and \$31,900 (per capita income) are both slightly below ESRI’s 2016 estimates (\$66,418 and \$35,461 respectively). (See Figure 3.5).

TOTAL POPULATION /AVERAGE ANNUAL GROWTH

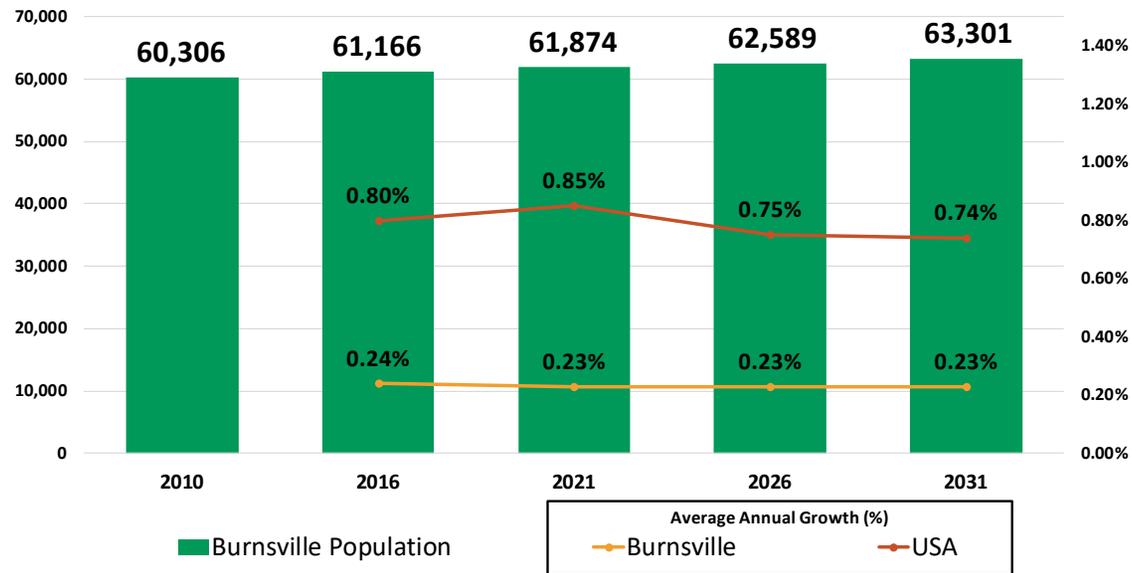


Fig. 2.10 -Total Population

BURNSVILLE CITY POPULACE

POPULATION

The City's population has experienced a minor growth trend in recent years (0.24% per year), just above a fourth of the national rate (0.80% per year), and is currently estimated at 61,166 individuals. Projecting ahead, the total population is expected to continue to grow over the next 15 years. Based on predictions through 2031, the City is expected to have just about 63,300 residents living within 26,042 households (Figure 3.6).



Fig. 2.12 - Civic Center Amphitheater

## POPULATION BY AGE SEGMENT

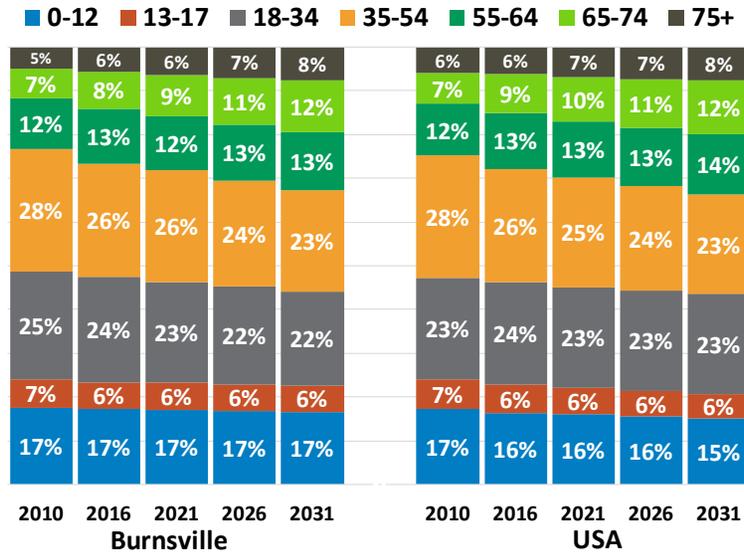


Fig. 2.11 -Population by Age Segments



Fig. 2.12 - Sue Lund Photography

### AGE SEGMENT

Evaluating the population by age segments, the service area exhibits a rather skewed distribution among the major age segments. Currently, the City has a predominately middle-aged population, with the median age of its residents being 36.8 years old.

The overall composition of the population is projected to undergo a further aging trend. While the 54 and under age segments are expected to experience decreases in population percentage; the 55+ age segments are projected to continue increasing over the next 15 years. Burnsville is projected to continue aging at a very similar rate as the US. This is partially assumed to be an outcome of the Baby Boomer generation aging into the senior age groups (Figure 3.7).

When looking at the City of Burnsville, they currently offer a wide variety of programs catering to all major age groups. Senior programs are becoming more prominent and growing across the country, and may be an area that Burnsville examines in order to adequately serve its growing population in that age group. With the Burnsville’s population expected to continue aging over the next 15 years, this would be a great opportunity for the Recreation and Facilities Department to ensure all program needs are being met by all age segments 55 and older.

Also, given the differences in how the active adults (55+) participate in recreation programs, the trend is moving toward having at least two different segments of older adults. The City could evaluate further splitting program offerings into 55–70 and 70+ program segments.

## POPULATION BY RACE

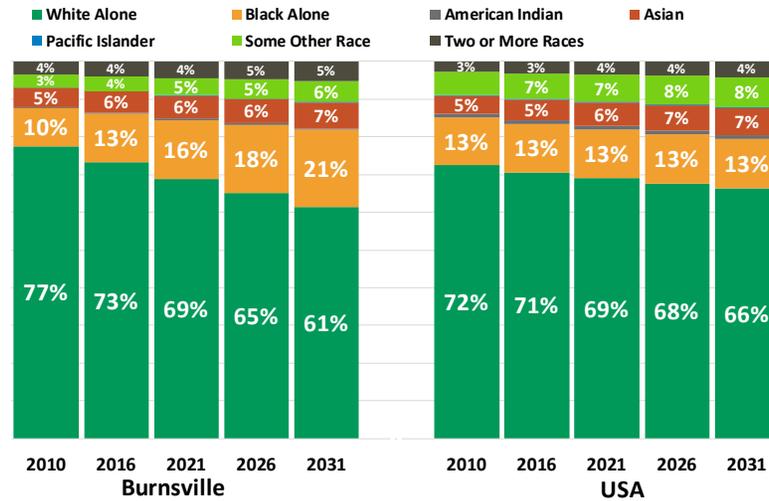


Fig. 2.13 -Population by Race

## HISPANIC / LATINO POPULATION

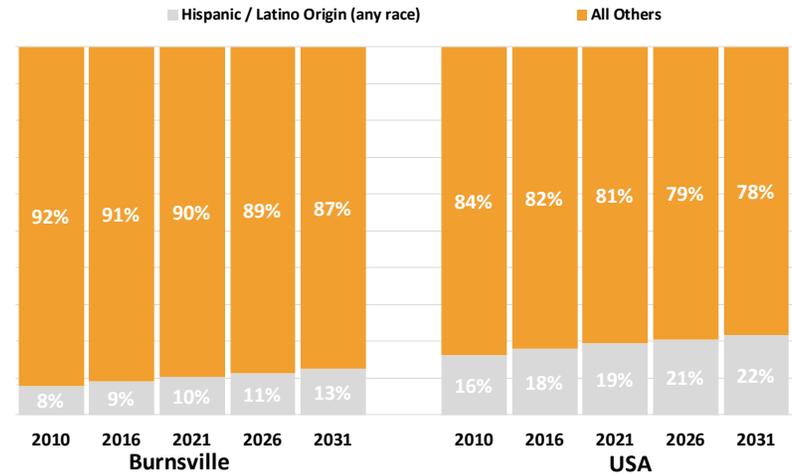


Fig. 2.14 -Population by Ethnicity

### RACE AND ETHNICITY

In analyzing race, the service area’s current population is predominately White Alone. The 2016 estimate shows that 73% of the population falls into the White Alone category, while the Black Alone category (13%) represents the largest minority. The predictions for 2031 expect the population by race to become more diverse. There is expected to be a rather significant decrease in the White Alone population; accompanied by increases in population of all other races. (Figure 3.8) Based on the 2010 Census, those of Hispanic/Latino origin currently represent just above 9% of the service area’s total population. The Hispanic/Latino population is expected to grow an additional 4% by 2031. (Figure 3.9)

Recent current events in the metro area, and throughout the country, have raised concerns regarding racial inequities in public systems. The

Park & Recreation Master Plan Update process aimed to address these issues by reaching out to minority stakeholder groups. Gaining the trust of the community will require further outreach, specifically with minority groups. These efforts should be continued by the Parks, Recreation, and Natural Resource Department. Some techniques for more inclusive planning outreach include: translated materials and websites, childcare at meetings, exploring different meeting times and locations, include nourishing food at meetings, and providing small incentives for feedback. City staff should consider diversifying staff and providing training to better involve all communities within Burnsville.

## COMPARATIVE INCOME CHARACTERISTIC

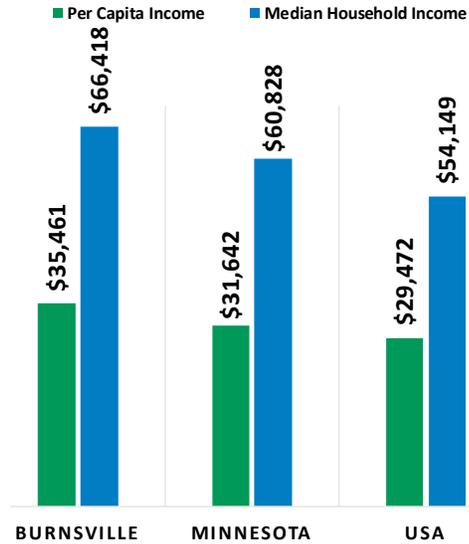


Fig. 2.15 -Comparative Income Characteristic

### HOUSEHOLDS AND INCOME

As seen in Figure 2.15, the City's median household income (\$66,418) and per capita income (\$35,461) are both higher than the state and national averages.

With the household income being above both the state and national averages, this is an indicator of disposable income for some families. These families may be more likely to desire best in class facilities and be willing to pay for them. However, the primary school district in Burnsville ISD 191 has the highest percentage of Free/Reduced lunch eligible students in the south metro at 50.3%. For comparison, adjacent Rosemount/ Apple Valley is at 23.8%. Additionally, 24% of Burnsville population falls below the Federal Poverty level.

This highlights that there may be a large gap between household incomes and the City should be mindful when setting program pricing.



Fig. 2.16 -Concert at Nicollet Commons Park

## DEMOGRAPHICS SUMMARY

Burnsville's overall demographics are trending toward a more diverse population that is aging. This relatively recent trend highlights a need for the parks department to continue working on new methods of engagement and communication with these new residents. Capturing their needs and desires will help the park system continue to adapt and meet the most needs, of the most amount of people.

While the core program areas are currently well-suited to address the programmatic needs of the current population demographic. The City should be mindful of the large income levels among Burnsville families when pricing out program offerings and special events, balancing cost recovery and providing programs for lower income families.

As the population continues to age, program mix should continue to be regularly assessed to ensure both active and inactive adults at 55+ have program opportunities. As these demographics change, the relative importance of each program area and park infrastructure may evolve as well.



Fig. 2.17 - Trail Walkers

## CHANGES + TRENDS ANALYSIS

### CHANGING PARKS FOR CHANGING COMMUNITIES

Burnsville residents have voiced their overall support for the parks and recognize the benefits they provide to their quality of life and to property values. As the city looks to make improvements and maintain the existing park system, it is important to look at how both the City and parks and recreation are changing over time. The following trends provide a glimpse of how the park system could best support residents in the future.

### NATIONAL RECREATIONAL TRENDS

Information released by Sports & Fitness Industry Association's (SFIA) 2016 Study of Sports, Fitness, and Leisure Activities Topline Participation Report reveals that the most popular sport and recreational activities include:

- Fitness walking
- Treadmill
- Running/ jogging
- Free weights
- Road bicycling

From a traditional team sport standpoint, **basketball** ranks highest among all sports, with approximately 23.4 million people reportedly participating in 2015. Golf and tennis round out the top three. Sports that have experienced significant growth in participation over the past five years are:

- Squash
- Boxing
- Lacrosse
- Rugby
- Roller hockey
- Field hockey

According to the Physical Activity Council, an "inactive" is defined as an individual that doesn't take part in any physical activity. Over the last five years, the number of inactive individuals has increased 7.4% from 76 million in 2010 to 81.6 million in 2015. However, looking at just the past year, from 2014 to 2015, the US saw a slight decrease of 0.6% from 82.7 to 81.6 million individuals.

## REGIONAL TRENDS

In addition to National recreational trends the consultants have identified key regional trends that may have implications locally in Burnsville. The following recreation activities are increasing in popularity specifically in the Twin Cities Metro Area and have been identified by the consultant team as having potential in Burnsville Parks:

In stakeholder meetings with the Burnsville Athletic Club, the consulting team was told that in recent history field sports such as **soccer** and **lacrosse** are growing in popularity regionally. These field sports compete for valuable field space with sports like baseball and football, that have diminished in popularity over time. Most recently, the soccer clubs Burnsville Fire and Valley United have merged to form BV United. This pairing is expected to better serve the kids, provide a better use of resources including coaches and facilities, and provide a more balanced program structure. Soccer trends and participation numbers should continue to be monitored to ensure there are adequate facilities.

Trail usage continues to grow rapidly at both the national and regional levels. The Metropolitan Council identified **trail usage** as the top activity occurring in regional parks. People are desiring trails for recreational purposes, as well as a general transportation option that is safe, efficient, and interesting. Trails of multiple uses are increasing such as general walking and bicycling, mountain biking, nature trails and hiking, and winter trails.

**Health and fitness** trends have started to reverse the obesity epidemic nationally and more people are leading active, healthier lifestyles. This is especially true of the baby boomer generation who continues to seek options for engaging in physical and social activities. This trend continues across the seasons, with cross country skiing, hockey, snowshoeing, and other winter activities seeing increased usage throughout the state.

**Family dogs** are increasingly common in the Metro and are integrated into a number of family and social activities. Dog walking is a very

popular activity and a great way to get people out of the house and using trails and the parks. As dogs become more numerous in the parks, there is a greater need to control off-leash dogs, provide for adequate pet waste disposal, and clearly define areas for people, and for dogs. These conflicts were voiced throughout the public input process.

**Pickleball** has become increasingly popular with aging populations and there is likely a need for courts in Burnsville. Courts can be striped into existing tennis courts without affecting tennis playability. This activity is recommended to take advantage of, and add value to, the surplus of tennis courts throughout the city. Burnsville currently has courts lined for Pickleball at four different parks, which are spread throughout the City. There are opportunities for residents to participate in this sport in a number of ways. The City of Burnsville offers beginner lessons, introductory classes and mixers each year. There are designated Pickleball play times at two of the parks. There are also some coordinated groups who play with each other on a regular basis and provide updates to City staff. Red Oak Park is planned to be turned into Burnsville's first Pickleball-only court.

**Bocce ball** courts are also trending, particularly with aging populations. Bocce ball courts require little space and are fairly inexpensive to implement. Bocce ball courts have been successful regionally including in parks when multiple courts are placed side by side, allowing for programming and tournaments.

**Community gardens**, also known as urban agriculture have become healthy, social hubs for a number of communities. Although there are already community gardens in Burnsville, and need seems in line at those particular sites, future high density developments, often senior focused, may create more need for community garden spaces. This need may be greater in higher density areas outlined in the Comprehensive Plan - such as Heart of the City. Raised beds have been found to be successful in these areas because they don't have a large footprint, create a good container to place high quality soil, and they are elevated - providing easier accessibility for seniors and handicapped persons.

## LOCAL SCHOOL SPORTING TRENDS

Schools and school programming can have a large impact on the city's park system. While ISD191 has its own facilities, the district and Parks Department have a long history of collaborating to balance the needs of various programs with appropriate infrastructure. Looking at the athletic and recreation trends of schools can give insight into interests and help identify if any gaps exist.

In 2016, according to the annual survey published by the National Federation of State High School Associations, the following sports were the top 5 most popular for both boys and girls:

### Top 5 Popular Boys Programs:

1. Football
2. Track + Field
3. Basketball
4. Baseball
5. Soccer

### Top 5 Popular Girls Programs:

1. Track + Field
2. Volleyball
3. Basketball
4. Soccer
5. Softball

Discussions with Jeff Marshall - Burnsville Athletic and Activities Director - highlighted a number of trends for the City to consider when redeveloping infrastructure, programming, and scheduling of city and school fields for programming.

Somewhat mirroring regional trends, there have been slight declines in the number of new participants in baseball and football. This has been a trend for the a number of years, but recently has appeared to level off and stabilize in the last few years. The current field/ diamond space seems to be appropriate for school and city needs at the moment. It should be noted that Burnsville's baseball and football participation numbers seemed to have declined less than surrounding communities, and speaks to the continued popularity of these sports in the City.

The activities that are growing fastest throughout all age groups, that will have an effect on infrastructure/ field space needs are Lacrosse and Soccer. **Lacrosse** facilities are needed for middle and high school use.

Lacrosse does not have a "home" where they can consistently practice on suitable fields, utilize skill development facilities (throwing wall), and store equipment. Mr. Marshall and members of the BAC both felt independently that this lack of a "home" may be a reason Lacrosse has not experienced the same level of rapid growth that surrounding communities have. A more centralized Lacrosse home would be preferred by the school district (Neil, Red oak, etc.), however any home facility would be well used. Lacrosse use (older kids) highly impacts fields and requires a lot of rest time – which is hard with other sport scheduling. Younger players impact fields much less and can interchange easier with other field uses in smaller parks throughout the system.

**Soccer** has continued a steady growth as demographics in Burnsville change, and as soccer continues to become more popular nationally. Additional field space would always be welcome to the school district but the need seems to be met currently. This is definitely one area to watch if the sport grows further, and if the fields at Rose Park are lost in the future.

Another sport that has seen rapid growth at the youth level is **tennis**. After years of decline and eventual removal, the tennis program in the middle school has been added. The youth tennis program continues to grow across the demographic scale, is very inclusive, and will be looking for more court space in the near future. Historically, the tennis program has made use of the courts at Red Oak Park. As the program grows city facilities may need to be used to meet demand. The city and school district will have to work together to provide adequate facilities while continuing to meet the growing demand of pickleball.

Other activities that are growing nationally, within the state, and regionally were discussed:

- Trap shooting – popular but the current use of the Minneapolis Gun Club is adequate and meets the need.
- Mountain biking – the team has been using Buck Hill for training. Unsure how the new skiing surface will affect use for mountain biking at Buck Hill. This may be a future issue that will require city trails and should be monitored.



*Fig. 2.18 - Flooded Parkland*

## CLIMATE CHANGE

Recent climate trends, and future forecasts will impact parks facilities with increased storm intensities, longer periods of drought between storms, higher temperatures (summer and winter), decreased snow cover, impacts to traditional vegetation, and increased threats from insects and invasive species. These changes will have significant impacts on the park systems ability to provide key services throughout the seasons, protect park user's during and after storms, and support quality turf grass required for active field play. Storm damage will likely increase and these issues can create additional pressures for City and Park system resources. Emerald ash borer outbreaks and new pathogens and infestations are likely to strengthen in intensity and frequency and will require a dedicated plan to re-mediate.

## ENVIRONMENTAL AWARENESS

The general public's increased awareness of environmental issues in Minnesota, such as clean water, air, and energy efficiency have put increased demands on the City of Burnsville to provide more quality natural resources and areas. People associate the natural world with healthy environments and view the parks department as stewards of the natural environment in their city. Additionally, the parks department has an opportunity to foster sustainability throughout the community by providing leadership in advancing environmentally sensitive practices. Sustainable development and redevelopment, native landscapes, environmentally friendly stormwater management, and energy efficiency are all commonly understood aspects of sustainability that are directly impacted by parks and facilities.

### Audubon International

Birnamwood has been a member of Audubon International since 1999 and became certified as an Audubon Cooperative Sanctuary in 2002. Birnamwood became the 13th golf course in Minnesota to become fully certified as an Audubon Cooperative Sanctuary. Birnamwood is the smallest golf course in the world to become fully certified by Audubon International.

In 2015, Birnamwood became re-certified as an Audubon Cooperative Sanctuary. This involved hosting an outside organization to tour and evaluate Birnamwood's environmental work. Each year staff seeks opportunities to give informational speeches to the public. These speeches not only educate the public but provide a platform where Birnamwood staff has the opportunity to gain recognition and support for our environmental efforts.



Fig. 2.19 - Technology in Parks

## TECHNOLOGY TRENDS

The City of Burnsville Parks, Recreation and Facilities has been expanding its use of technology for a number of years. Currently, the City offers online parks and trails maps, a parks amenity finder, as well as online registration to recreation programs and facility reservations through the City's website and mobile site.

The City currently offers free public Wi-Fi at five parks with a sixth park scheduled to be added in the fall of 2017. Those locations are: Lac Lavon athletic complex, Nicollet Commons, Crystal Lake Beach, Cliff Fen, and Civic Center. Public Wi-Fi is also available at the Burnsville Ice Center, the Ames Center and Birnamwood Golf Course.

Nationally, technology has been changing the way in which parks are being maintained, managed, and utilized. Technology, from an administrative standpoint, is being used to maximize productivity,

reduce workloads, and increase revenue. There is also a rise in the use of technology for maintenance management, providing software that enables staff to track costs, create schedules for maintenance and inspections, and produce work orders. Aside from maintenance management, technology is also changing the way in which parks are being marketed for public use. Through the use of social media, technology provides advertisement opportunities that promote events and activities to target past and future users. Technology is also being used as an engagement tool, changing how parks engage users and promote interaction within nature. According to the NRPA, trends in technology as an engagement tool include geocaching, self-guided trails with QR codes, education technology, virtual hikes, and more. Live streaming is another way in which technology has begun to influence the way that we engage with parks, providing the opportunity to reach park-goers from their home. Cities and towns across the country now provide access to live stream sporting events such as baseball games, and more natural occurrences such as eagle watching.

As technology continues to advance, it will also continue to further connect park-goers with nature and their local, regional, and national park systems. Therefore, it is important for technology to continue to be incorporated into the park system in order to appeal to current and future users. It is also important to continue to use technology at an administrative level in order to more efficiently monitor, manage, and maintain the parks. As the infrastructure continues to grow City staff will evaluate the addition of public Wi-Fi on a park by park basis using the following criteria:

### Safety and Security

1. Safety and Security
2. City Services ( irrigation and lighting systems and concession operations)
3. Public Amenity



Fig. 2.20 - Red Oak Pickle Ball/Tennis Court

## COMMUNITY ASSESSMENT SUMMARY

This chapter summarizes important past and projected demographic and recreation trends that will have a major impact on Burnsville as it plans for its future. The demographic analysis data shows that the City is growing and is projected to continue to expand at a moderate rate over the next 20+ years. Changes in age and race demographics are expected to continue shifting, increasing in diversity as well as growing the 55+ population. It is recommended that the City continues to grow its senior program offerings to more adequately serve the increasing population in that age group. It is also recommended that the Parks, Recreation, and Natural Resources departments continue their ongoing efforts towards more inclusive planning and outreach techniques to communicate with growing numbers of recent immigrants and English as a second language park users.

Recreation trends were also analyzed in order to develop an understanding of how the City, parks, and recreation are changing with time. National Recreation Trends reveal that the most popular sports

and recreation include individual activities such as fitness walking and road cycling as well as team sports such as squash, lacrosse, and rugby. Comparatively the regional trends, which have implications locally in Burnsville, show similar patterns. Field sports are increasing in popularity in the younger age groups, with a growing interest in soccer and lacrosse. Trail usage has seen a rapid increase and is currently identified by the Metropolitan Council as the top activity occurring in regional parks. Within Burnsville's aging population, pickleball is becoming increasingly popular and court space should continue to be monitored to ensure it is meeting the need. Among older park users, there are additional needs for lower impact activities such as bocce and using lower impact/ less challenging trails.

Changing climate trends have been, and will continue to impact Burnsville and the park system. Storms are likely to increase in intensity with storm damage becoming more frequent and severe, periods of drought will last longer, and areas of localized flooding will be more severe. These stressors will require a need for the provision of key services throughout the seasons that can rapidly respond to storm damage, periods of drought, and insects and diseases that negatively impact the park system's vegetation and green infrastructure.

Finally, changing trends in technology have provided the Parks division with additional techniques to manage and maintain the existing park system. Technology can be implemented as an administrative tool to maximize productivity, reduce workloads, and increase revenue. It can also be utilized for maintenance management by providing software that enables staff to track costs, create schedules, and produce work orders. Aside from administrative purposes, technology can be used to provide advertisement opportunities that promote events and activities targeting past and future users. As an engagement tool, technology is changing how parks engage their users and promote interaction with nature. Therefore, it is recommended that as technology continues to advance so too should the implementation of technology within the park system both as a tool for administration and engagement purposes to connect with changing demographics that have been difficult to reach with traditional engagement techniques.

# 03

## Community Vision

RESIDENTS ARE A VALUABLE RESOURCE, OFFERING A FIRST-HAND PERSPECTIVE ON THE STRENGTHS AND WEAKNESSES OF THEIR COMMUNITY. COMMUNITY ENGAGEMENT EMPOWERS RESIDENTS TO INVEST IN THEIR COMMUNITY BY INVOLVING THEM IN THE BETTERMENT PROCESS. THE FOLLOWING SECTION OUTLINES COMMUNITY OBJECTIVES IN REGARDS TO THE PARKS & RECREATION SYSTEM MASTER PLAN UPDATE.

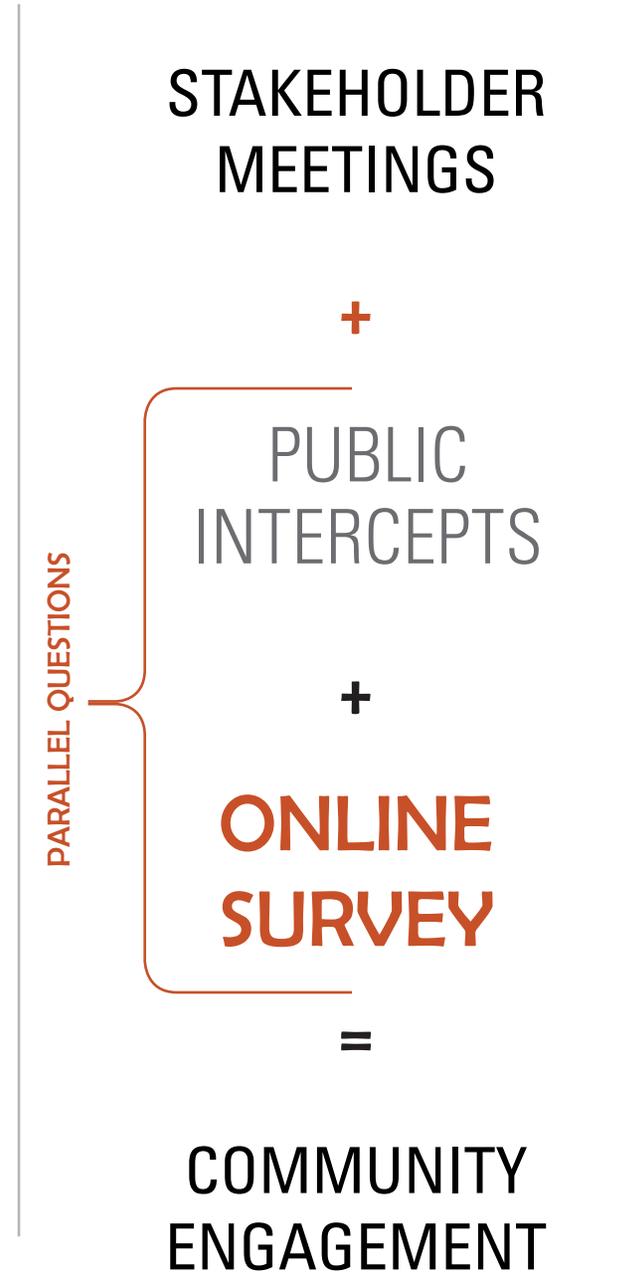


THIS CHAPTER EXPLAINS THE COMMUNITY ENGAGEMENT PROCESS AND SUMMARIZES FINDINGS FROM COMMUNITY AND STAKEHOLDER INPUT SESSIONS, PULLING OUT MAJOR THEMES. USING A VARIETY OF METHODS, NUMEROUS ATTEMPTS WERE MADE TO GATHER INFORMATION FROM A DIVERSE SEGMENT OF RESIDENTS, CIVIC GROUPS, PARK PATRONS, PARTNERS, AND PRIMARY USER GROUPS.

## COMMUNITY ENGAGEMENT STRATEGY

A critical element of the Parks & Recreation System Master Plan Update is gathering the community's thoughts on issues and ideas that will help develop the Burnsville Parks to respond to local needs and desires. A community engagement process was undertaken that focused on local intercepts at community events, stakeholder meetings, and an online public survey which was made available through the City's park website, email subscriber lists and social media pages.

This plan is the result of over seven months of community participation. The City of Burnsville and its partners - stakeholder groups and interested citizens - took place in a variety of events ranging from formal meetings at City Hall to commonly attended city events, such as Fire Muster. Additional outreach was done to attain feedback from diverse and traditionally less involved populations. These efforts were well received with a high number of community participants.



Community Input for the Burnsville Parks & Recreation System Master Plan was gathered primarily through the following 3 methods:

## STAKEHOLDER MEETINGS

Active park, trail, and program users that have specific needs. These participants are able to provide extensive knowledge regarding their activities that directly impact the park system. Often these stakeholders communicate and represent other park users and can summarize what they've been hearing to help our community engagement collection.

## PUBLIC INTERCEPTS

Going where the people go is one of the most effective methods of reaching people that might not otherwise participate in surveys or other community engagement activities. Honest feedback is often received and conversations with people out using the parks can be very insightful.

## ONLINE SURVEY

Utilizing technology to collect as much raw data that we can to identify trends across the city. Distribution of the survey to a number of groups is critical. We must be mindful that this survey may not reach all intended participants due to technology or language issues, and it may over-represent motivated clubs or groups that rally their members to fill out the survey.

Each of these methods targeted different groups within the city to try and collect as much data as possible from as many different residents that we could reach. Public intercepts and the online survey used parallel questions to build a larger database of answers between online and in person responses. The results are considered qualitative data and give the consultants and city staff a snapshot into trends and the bigger picture. Each technique is valuable and must be considered independently. A conversation with one individual or group at an event can spark equally valuable information and ideas than a trending topic on the survey. When all of the engagement feedback was combined, definite themes emerged and are recorded in the Overarching Themes Summary at the end of this section.

# 10

STAKEHOLDER MEETINGS

# 150

Respondents

THROUGH PUBLIC INTERCEPTS

# 650

ONLINE SURVEY RESPONDENTS



Fig. 3.1 - Burnsville Youth Collaborative Stakeholder Meeting

## STAKEHOLDER MEETINGS

During the course of the engagement period, the consultant team met with 10 different stakeholder groups. The focus of the meetings was to educate, collect feedback, and begin building relationships between the various park user groups. Stakeholder groups were small (recommended to be no more than 15 people) to allow for a comfortable setting for people to provide their thoughts. The list to the right, shows which stakeholders were successfully met with.

In addition, the City of Burnsville and the consultant team made efforts to meet with minority groups within the community on numerous occasions. Examples of these attempts included a focus group meeting with members of the Latino Service at Risen Savior Church, working with School District 191's welcome center, and multiple attempts to contact Latino customers that have rented our facilities in the past. Unfortunately, these efforts were met with no response or scheduled meetings were canceled by minority group organizers, and staff were not offered an opportunity to reschedule. Efforts to get a diverse spread of residents involved in the process, including the Hispanic/Latino community, should be continued beyond this plan.

Meeting Notes for each stakeholder group can be found in the Appendix.

# 10

## STAKEHOLDER MEETINGS

1. **Parks & Natural Resource Commission** | Dec. 5th, 2016
2. **Park Maintenance Staff** | Dec. 14th, 2016
3. **City Staff** | Dec. 14th, 2016
4. **Youth Collaborative** | Dec. 14th, 2016
5. **Burnsville Athletic Club** | Dec. 14th, 2016
6. **International Festival** | Dec. 14th, 2016
7. **Seniors** | Jan. 4th, 2017
8. **Survey Respondents** | Jan. 7th, 2017
9. **Rotary / Lions Club** | Feb 2nd, 2017
10. **Somali Community\*** | Feb. 5th, 2017

*\* All meetings were held at Burnsville City Hall except for the Somali Community meeting was held at Dakota Station Apartments.*

## WHAT WAS HEARD

The following themes/ recommendations arose out of the 10 stakeholder group meetings. These topics along with other input aid in the overall direction of the framework plan.

### STAKEHOLDER MEETING THEMES

- Improve trails + connectivity of parks
- Maintain high quality natural areas to high level
- Increase programming, wayfinding and interpretive signage (particularly at larger natural area parks)
- Develop a centralized field sports/gathering destination capable of hosting tournaments and events
- Provide more non-programmed fields for residents
- Increase indoor recreation and play opportunities
- Acknowledge a diversifying and aging population and modify facilities and programming to better serve
- Improve communications to all residents despite language and other demographic barriers
- Expand volunteer program + continue relationships with volunteer groups
- Continue efforts to connect to minority groups
- Increase recreation programming + event offerings that focus on families and community that will attract tourists to Burnsville



Fig. 3.2 - Family Photos



Fig. 3.3 - Public Intercept

## PUBLIC INTERCEPTS

Public intercepts were used to gather information from a broad audience by collecting information at highly-attended community events. The consultant team, along with the City of Burnsville, set up at two community events including the Fire Muster and the Fire Station Open House.

These events attracted a diverse population with a large percentage of families. There were approximately 150 total respondents between the two events. The responses from the events were tabulated into the results shown in the following section.

In addition to these events, City Staff also attempted a public intercept at the Library in order to reach a broader demographic. While there were numerous residents that saw the intercept opportunity, very few took the time to provide input.

# 150

## Respondents

### THROUGH PUBLIC INTERCEPTS

**Fire Muster** | Sept. 10th, 2016

Fire Muster is a 5-day annual festival that takes place on the Civic Center grounds. The City and consultants provided an input booth, following the family-favorite community fire truck parade. Input was collected and informational handouts/survey links were given to attendees. Approximately 80 individuals and families provided input in the form of dot-preferencing.

**Fire Station Open House** | Oct. 6th, 2016

The Fire Station Open House took place inside Fire Station #1. The consultants held a booth and collected input and provided information handouts/ survey links to attendees.

Approximately 70 individuals and families provided input in the form of dot-preferencing.



## ONLINE SURVEY

The Survey was designed to gather feedback from participants through both open-ended and multiple choice questions. There were a total of fifteen questions that were identified by the City.

There were several City email and social media blasts promoting the survey link, as well as a pop-up link on the Parks Department website. In addition to electronic promotions, hard-copy handouts and posters were posted around City Hall and the Dakota County Library with the web address and QR code linking to the survey. The City also provided hard copies of the survey to the Senior Center. The survey was provided in English, and was later translated to Spanish. Only two survey respondents took advantage of the Spanish-translated survey.

The responses from the survey are summarized in the following section.

# 650

**ONLINE SURVEY RESPONDENTS**

The online survey was open to the public  
**September 22nd, 2016 - March 22nd, 2017.**



## HAVE A MINUTE?



**We need your input!**

*Please take a moment to share your ideas about Burnsville parks*  
[www.Burnsville.org/parksplan](http://www.Burnsville.org/parksplan)



**WHAT IS THIS INFORMATION GOING TO BE USED FOR?**

The City of Burnsville's existing Parks System Master Plan was developed in the year 2000. The Plan helps our community prioritize future programs and projects. We are currently updating this plan and seeking feedback that will help maintain and enhance the park system.

# WHO PARTICIPATED

## ONLINE SURVEY + PUBLIC INTERCEPTS

The following is the demographic information that was collected from participants in the community engagement process including the online survey, hand-written surveys, and public intercepts. Not all participants chose to provide their demographic information and some of the data was adjusted by the Consultant team to more accurately reflect the participants reached through public intercepts.

### AGE OF PARTICIPANTS:

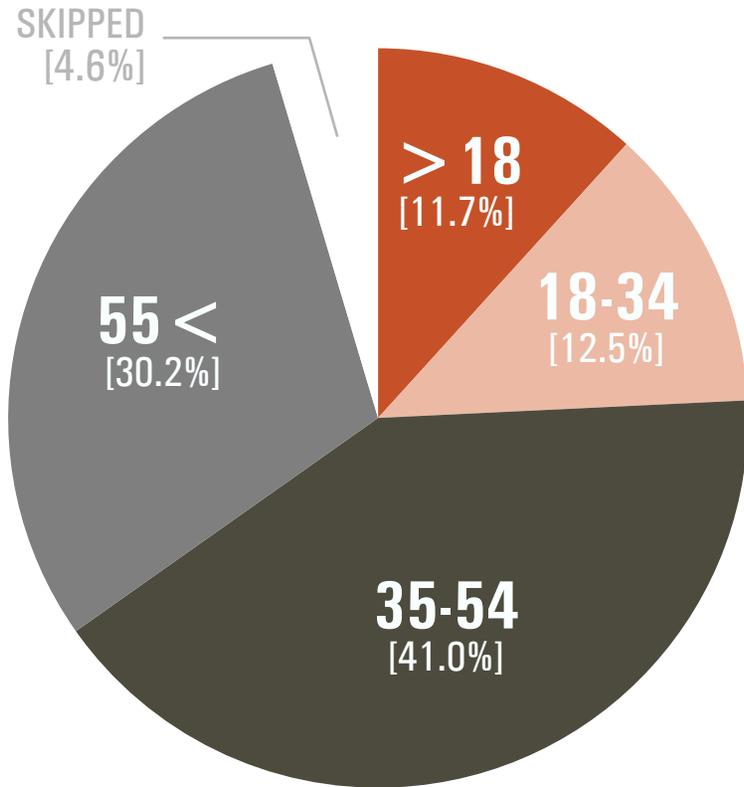


Fig. 3.4 - Age of Participants

### CHILDREN <18 IN HOUSEHOLD:

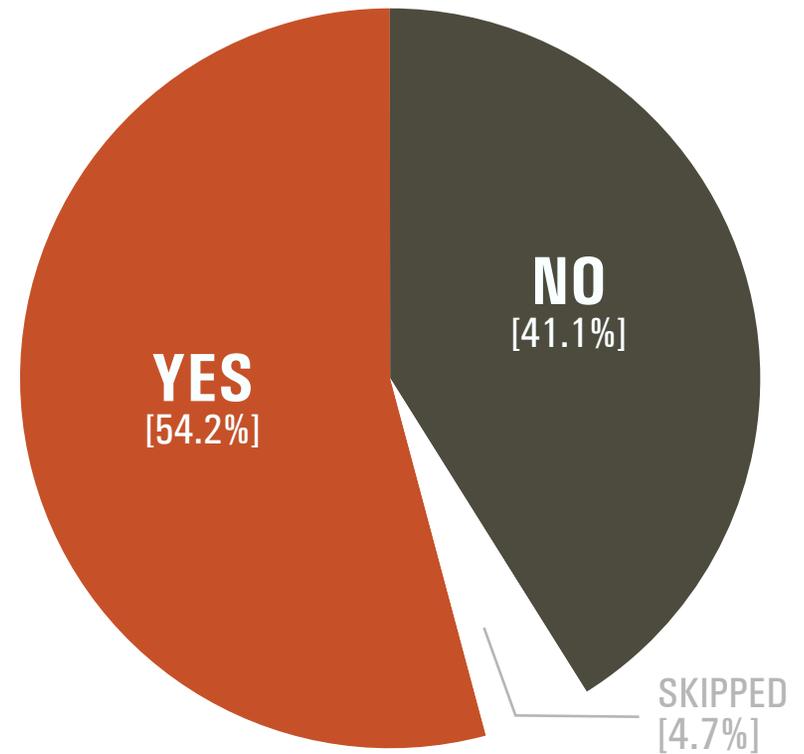


Fig. 3.5 - Age of Children Under 18 per Household

### WHY WAS THIS INFORMATION GATHERED?

Information on participants' demographics allow for the City of Burnsville and the consultant team to assess where additional outreach may be necessary. A successful plan is one that represents the entire community of Burnsville.

#### GENDER OF PARTICIPANTS:

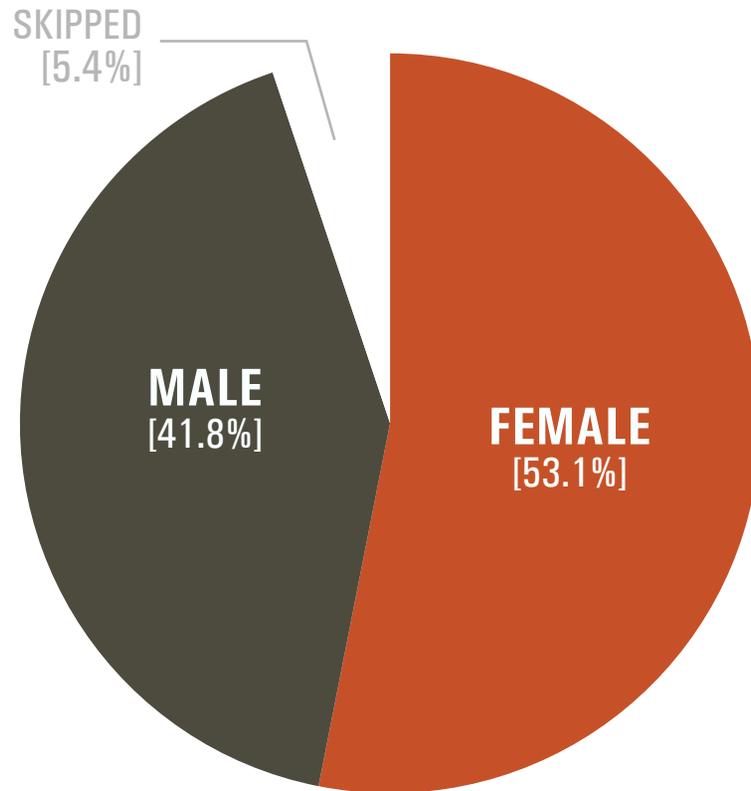


Fig. 3.6 - Gender of Participants

#### RACE OF PARTICIPANTS:

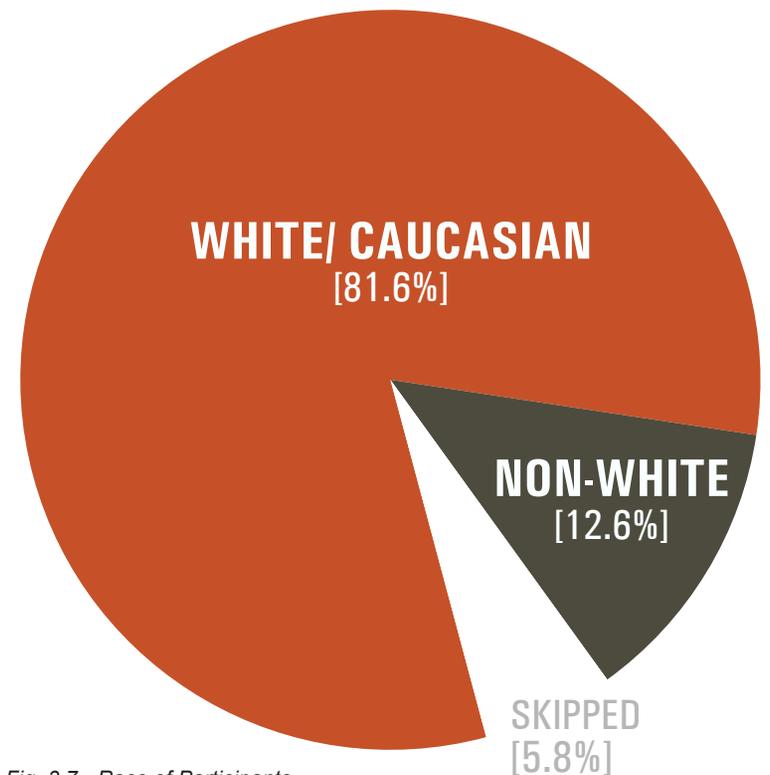


Fig. 3.7 - Race of Participants

## PARK USE:

When survey participants were asked “ How does your family use the parks,” most respondents chose Health and Wellness. All of the responses can be seen in the adjacent diagram.

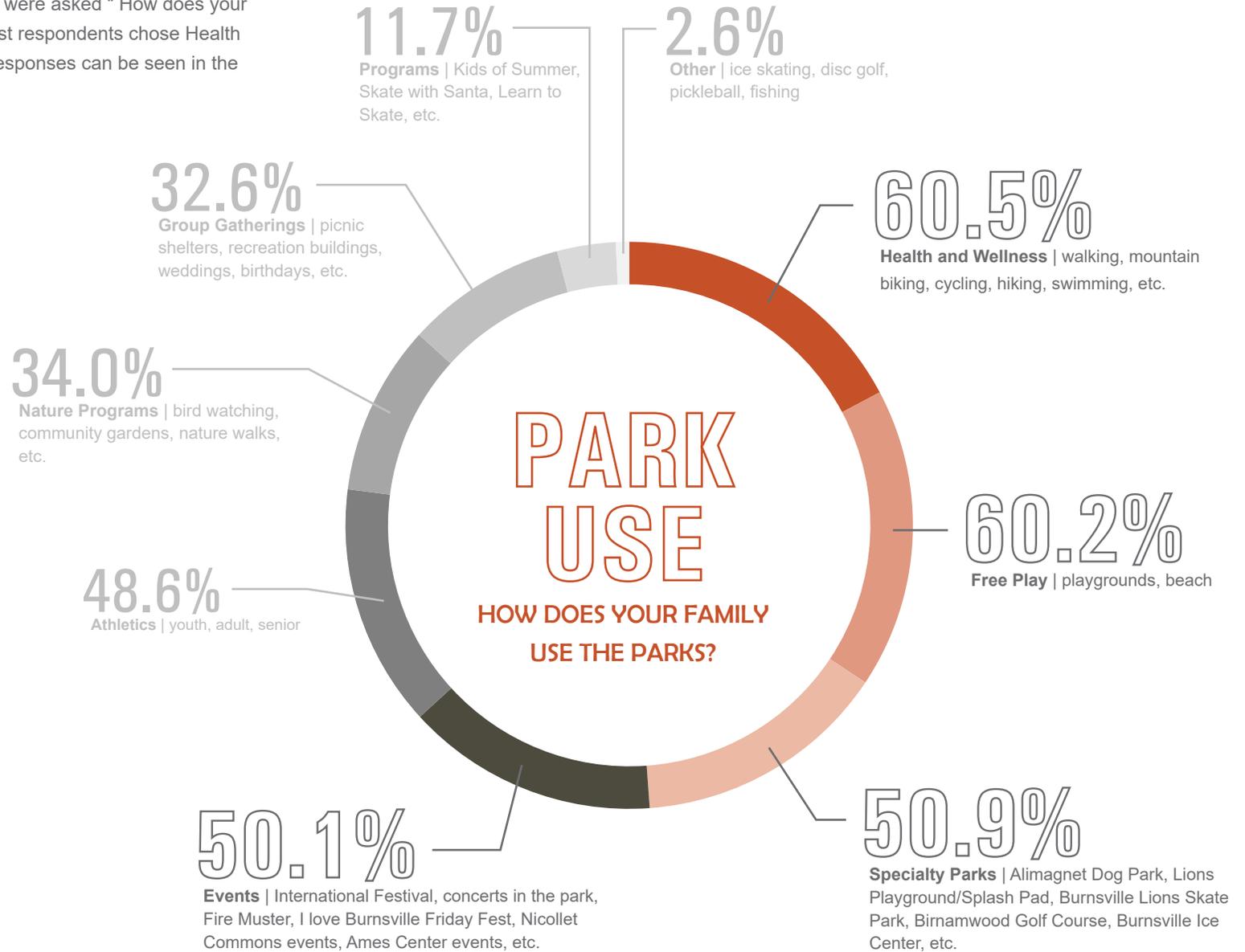


Fig. 3.8 - Family Park Use

When survey participants were asked “ In the next year, what facilities and amenities are you most likely to use or enjoy,” most respondents chose Trails. All of the responses can be seen in the chart below.

Answer Options		Responses	
TOP 5	Trails	62.9%	402
	Ames Center	44.0%	281
	Conventional Play Area / Playgrounds	41.5%	265
	Crystal Lake Beach	41.0%	262
	Splash Pad	33.2%	212
	Sledding Hills	30.8%	197
	Natural Areas / Rain Gardens	28.6%	183
	Picnic Tables + Grills	27.9%	178
	Softball/Baseball Fields	27.2%	174
	Outdoor Ice Skating / Hockey Rink	26.6%	170
	Birnamwood Golf Course	26.3%	168
	Picnic/Group Shelters	26.1%	167
	Alimagnet Dog Park	23.6%	151
	Wireless Internet in the Park	23.5%	150
	Burnsville Ice Center	21.8%	139
	Concessions Stands / Food Vendors	20.5%	131
	Tennis Courts	20.3%	130
	Fishing Piers	18.6%	119
	Civic Center Park Amphitheater	18.6%	119
	Community Gardens	18.5%	118
	Public Art	17.5%	112
	Skiing/ Skijoring/ Snow Shoeing	17.2%	110
	Cross Country Ski Trails	16.4%	105
	Basketball Courts	15.6%	100
	Recreation Buildings	14.9%	95
Themed Play Area	14.7%	94	
Disc Golf Course	13.6%	87	
Non-motorized Water Sports	11.0%	70	
Sand Volleyball Court	9.9%	63	
Archery Range	9.4%	60	
Pickleball Courts	7.4%	47	
Skateboard / BMX Park	6.7%	43	
Horseshoes	3.9%	25	
Other (please specify) *	6.9%	44	

Fig. 3.7 - Facility Usage

62%

OF RESPONDENTS  
CHOSE

TRAILS

as a facility they are most likely to



Fig. 3.9 - Terrace Oaks East Natural Surface Trail

\*Facilities that were specified by respondents in the “other” category include: Mountain Bike Trails (2.5%), Soccer Fields (0.6%), and Bike Paths (0.6%)

When survey participants were asked “ In the next year, what organized programs are you most likely to use,” most respondents chose Fire Munster. All of the responses can be seen in the chart below.

Answer Options		Responses	
TOP 5	Fire Muster	59.0%	330
	Nicollet Commons Park Concerts	42.9%	240
	Nicollet Commons Park Movie Nights	30.8%	172
	Night to Unite	30.6%	171
	I Love Burnsville Week	29.2%	163
	International Festival	24.7%	138
	Youth Athletics	24.0%	134
	Halloween Fest and Treat Trail	18.6%	104
	I Love Burnsville 5k Run	14.3%	80
	Tennis	13.6%	76
	62+ Nature Walks	12.7%	71
	Aging and Wellness Expo	12.7%	71
	Adult Softball	12.5%	70
	Zumba \Yoga in the Park	11.6%	65
	Kids of Summer Playground Program	10.0%	56
	Ice Skating Lessons	9.5%	53
	Preschool Sports	9.3%	52
	62+ Walking Groups	7.2%	40
	Multi-generational Programs	7.2%	40
	Skate with Santa	5.4%	30
Adult Sand Volleyball	4.8%	27	
Who Done It? Hike	4.7%	26	
Adult Hockey	4.5%	25	
Adult Bocce Ball	3.9%	22	
62+ Behind the Badge	3.2%	18	
Adult Broomball	2.1%	12	
Adult Kickball	1.1%	6	
Other (please specify) *	3.2%	18	

Fig. 3.10 - Organized Program Use

# 59%

OF RESPONDENTS CHOSE  
**FIRE MUSTER**

as an organized program they are most likely to use or enjoy

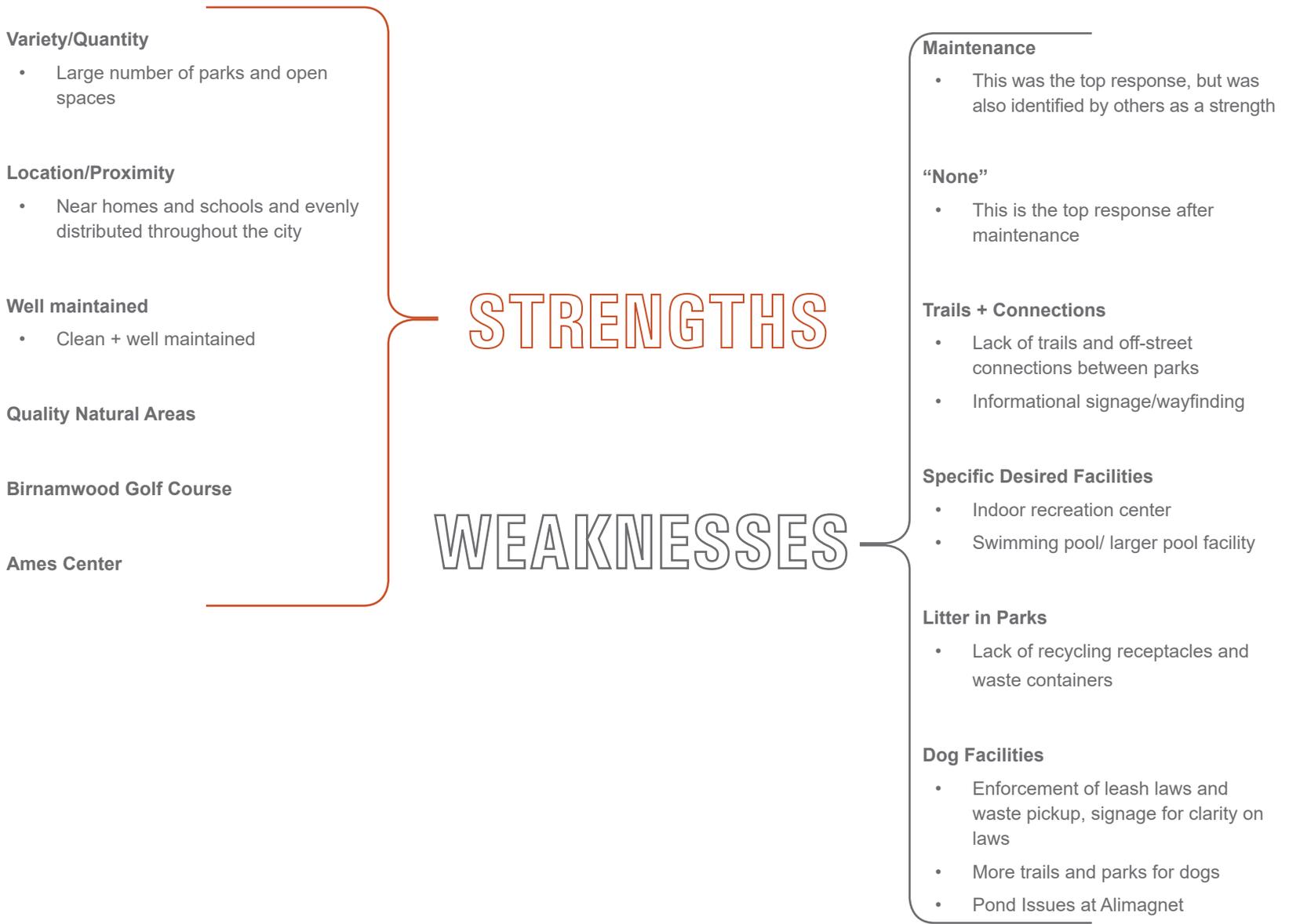


Fig. 3.11 - Fire Muster Festival

*\*Programs that were specified by respondents in the “other” category include: Mountain Bike Trails (0.7%), Golf Leagues (0.5%), and Volunteer/ Cleanup Events (0.5%)*

## STRENGTHS + WEAKNESSES OF THE BURNSVILLE PARK SYSTEM:

When survey participants were asked “ What are the strengths and weaknesses of the Burnsville Parks System,” a large number of respondents chose Variety as a strength and Maintenance as a weakness. All of the responses can be seen in the chart below.



## STRENGTHS + WEAKNESSES OF THE BURNSVILLE RECREATIONAL SERVICES:

When survey participants were asked “ What are the strengths and weaknesses of Burnsville’s Recreational Services,” a large number of respondents identified Variety as both a strength and weakness. All of the responses can be seen in the chart below.

### Variety/Quantity

- Enjoyed by everyone
- Family-friendly focus
- Plenty of options

### Quality/Excellence

- Well organized and well-staffed
- Adult softball program
- Special events (i.e. Fire Muster, Movies in the Park, etc)

### Location/Proximity

- Serves neighborhoods

# STRENGTHS

# WEAKNESSES

### Variety/Quantity

- More adult + senior activities: Programmed pickleball + Bocce ball
- More opportunities for teenagers and young adults
- More family opportunities
- Would like to see rental equipment
- Not enough Sand Volleyball for interested teams / days available are limited
- Would like more multicultural programming + resources

### Communication/Awareness

- Lack of awareness on what is available
- Need to be better promoted

### Safety + Accessibility

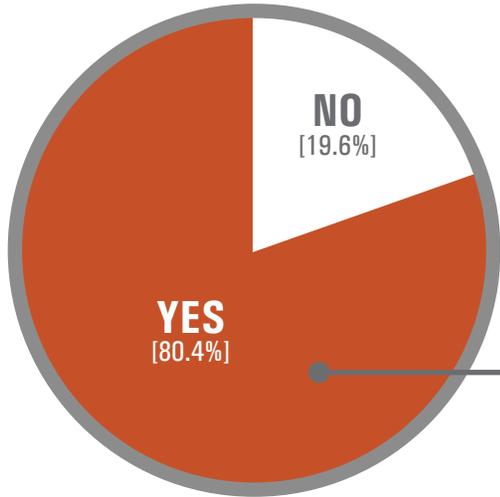
- Need to consider accessibility programs for all, in particular special needs children and aging adults
- Police Presence

### Costs

- Skating + youth hockey

OTHER PROVIDERS

DO YOU TRAVEL OUTSIDE OF BURNSVILLE TO USE ANOTHER CITY'S PARKS OR FACILITIES?



WHERE + WHY?

| Eagan is well **maintained and clean** |  
 | Eagan and Apple Valley **water parks** |  
 Minnehaha Falls to **eat** at Sea salt | Apple Valley: **rec center** for winter fest and music classes | Edina for **indoor park** | Lakeville **Center for the Arts** for their art fair | Highland lake **play area (chutes and ladders)** | Apple Valley **Senior Center** | Casperson - they have a nice running trail and **porta potties/ bathrooms** | Lake Marion Beach - **nice facilities** and a **lot of room, lots of grills** | Various **Farmer market's, concerts, beaches** |

AMENITIES

Suburbs that offer **hiking/biking trails** | Murphy Hanrehan and Shakopee **river trails** for biking | Bloomington and Eagan to use more **dirt hiking trails** in the river valley and in Lebanon Hills | Eagan's Lebanon Hills for walks and **mountain biking trails** | Eagan's and Minneapolis's **bike trails** | Savage - **mountain bike trails** | Lebanon Hills / Jensen Lake - for scenic **walking trails** | Eagan and Savage both have nice and **longer walking paths** | Lebanon Hills - Eagan, **more trail options** | | Lakefront Park in Prior Lake for the **trail systems** | We may go to Mendota Heights to get on the **bike trail system** | St Louis Park/Minneapolis better **trail system** |

TRAILS

Regional and State Parks for **nature-focused activities** Cleary Lake, Minneapolis, Murphy Hanrehan: **biking and canoe/kayak rental** | Murphy Hanrehan, and Cleary lake **off leash dog areas** | **Volleyball** is better in Lakeville/ Apple Valley | Minnetonka and Eagan to find **longer opportunities for biking & running** | Apple Valley **pickle ball** | Hastings to **view** the river traffic both recreational and leisure | Lebanon park **snow shoeing** | Neighboring city parks with **fishing opportunities** | metro area and out of state for **youth sports** | Centennial Lakes - Great for **walking, putt putt and paddleboating** | Savage and Carver county for water-free **off-leash dog parks** | I have to go to Prior Lake **dog park** because of the contaminated pond at Alimagnet | Prior Lake, Shakopee, Apple Valley, Lakeville, and Savage for **youth sports** | Apple Valley, Savage, Minneapolis, Carver: mountain bike trails, **hiking and camping** | Lakeville, live on the border and my daughter likes a **large playground** there |

ACTIVITIES

**NEW FEATURES, ATTRACTIONS, OR PROGRAMS:  
(RESPONDENTS COULD CHOOSE UP TO 3)**

TOP 5	Waterpark	42.3%	232
	Outdoor Fitness Trail / Equipment	33.0%	181
	Adventure Play/Ropes Course	30.7%	168
	Community Center	28.3%	155
	Nature Play Park	25.5%	140
	Climbing Wall	24.6%	135
	Indoor Fields/Sports Dome	23.7%	130
	Youth Sports Complex with Lights	19.9%	109
	Neighborhood Recreation Center	18.4%	101
	Curling	16.6%	91
	Bocce/Lawn Bowling	15.7%	86
	Artificial Ice Rink at Nicollet Commons Park	15.0%	82
	Signage Improvements	13.1%	72
	Fully ADA-Accessible Playground	13.0%	71
	Flexible-use Turf Field / Surface	11.3%	62
Fully ADA-Accessible Play Field	6.6%	36	
Other (please specify)	19.2%	105	

Fig. 3.11 - Desired New Features, Attractions, or Programs

*\*Features, Attractions or Programs that were specified by respondents in the “other” category include: Indoor Recreation/Community Center (3.1%), Mountain Bike Trails (2.6%), General Trails (1.3%), Swimming Pool (0.9%), and Dog/Pet Areas (0.9%).*



Fig. 3.12 - Outdoor Fitness in the Parks



Fig. 3.13 - Nature Play example

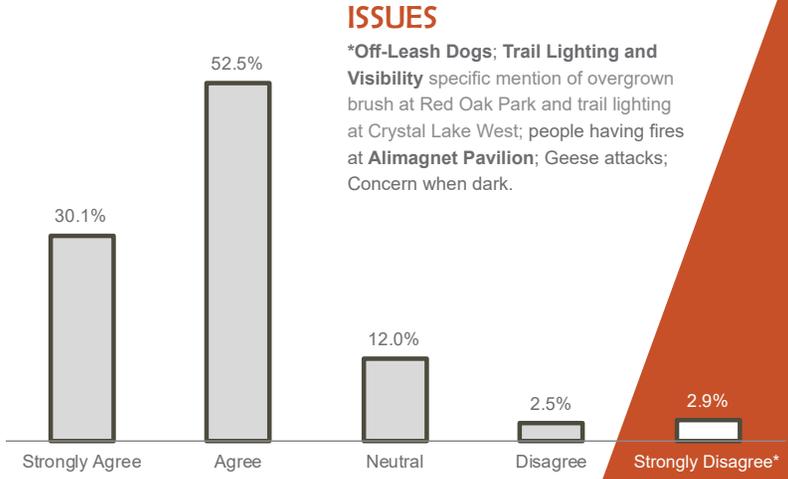


Fig. 3.14 - Ropes Course

82%

OF RESPONDENTS  
FEEL SAFE  
WHEN USING A BURNSVILLE  
PARK OR TRAIL

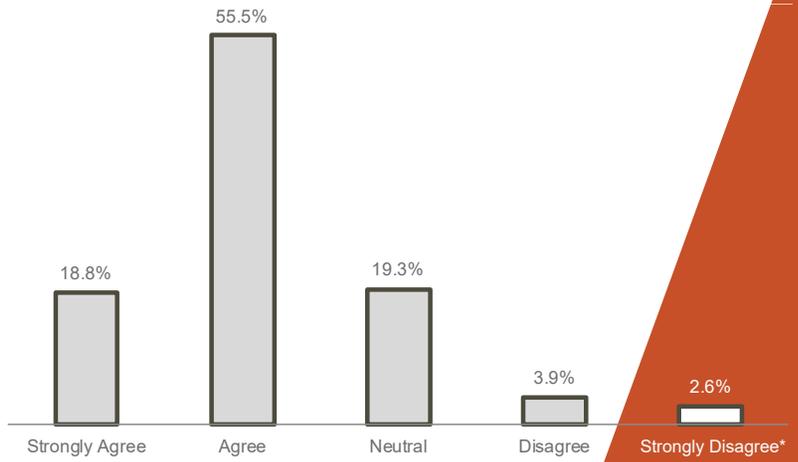
Fig. 3.15 - Safety



74%

OF RESPONDENTS  
feel Burnsville's Parks and Trails are  
WELL  
MAINTAINED  
AND EQUIPMENT IS REPLACED  
BEFORE THE END OF IT'S  
LIFESPAN

Fig. 3.16 - Maintenance



**ISSUES**  
\*Paths and Paved Trails with specific mention of Sunset pond erosion, and trails on the west side of Crystal Lake being muddy in the spring; Broken equipment at parks including Terrace Oaks East; Maintenance of turf and playing fields; Pond at Alimagnet is contaminated; Invasive Buckthorn; Tennis surface; Litter problems

**75%**  
 OF RESPONDENTS  
 FEEL BURNSVILLE'S PARKS AND TRAILS  
 HAVE ALL THE  
 BASIC AMENITIES  
 EXPECTED FROM A PARK

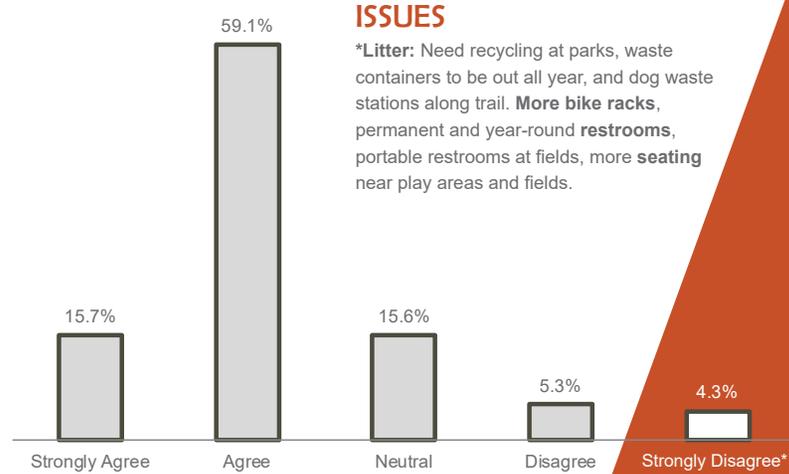


Fig. 3.17 - Expected Park Amenities

**75%**  
 OF RESPONDENTS  
 feel Burnsville's Parks and Trails are  
 EASY TO FIND +  
 USE

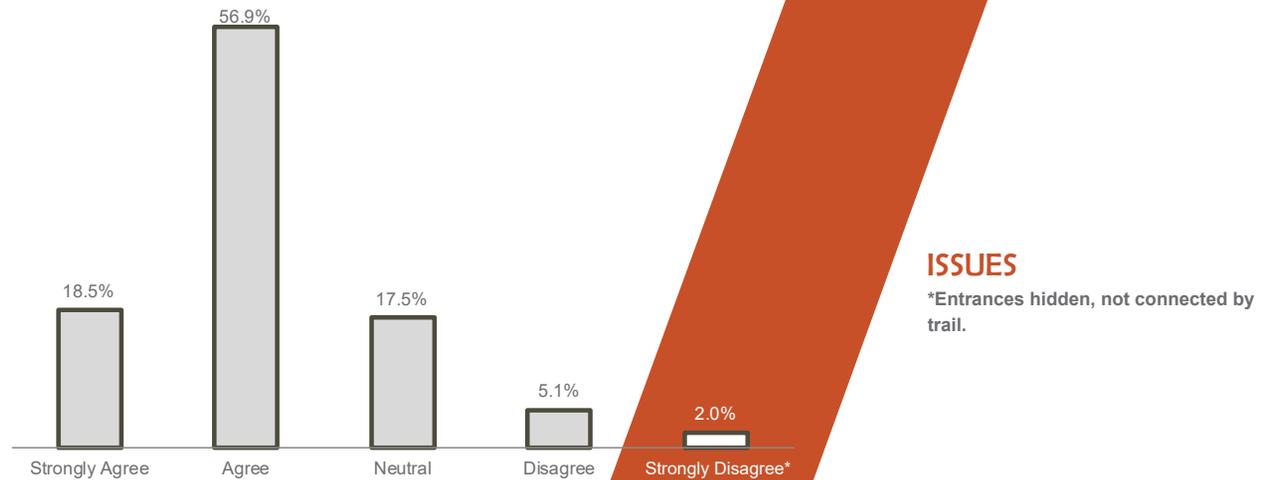
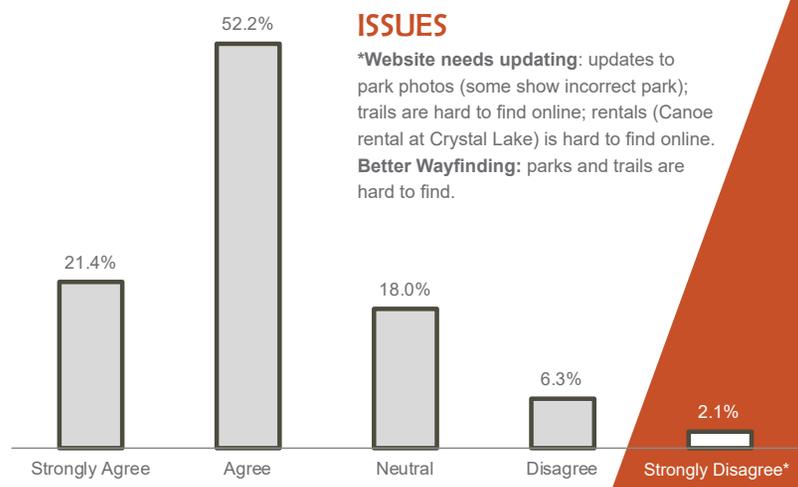


Fig. 3.18 - Accessibility + Usability

**74%**  
 OF RESPONDENTS  
 CAN EASILY  
 FIND  
 INFORMATION  
 ABOUT PARKS TRAILS AND  
 RECREATION PROGRAMS

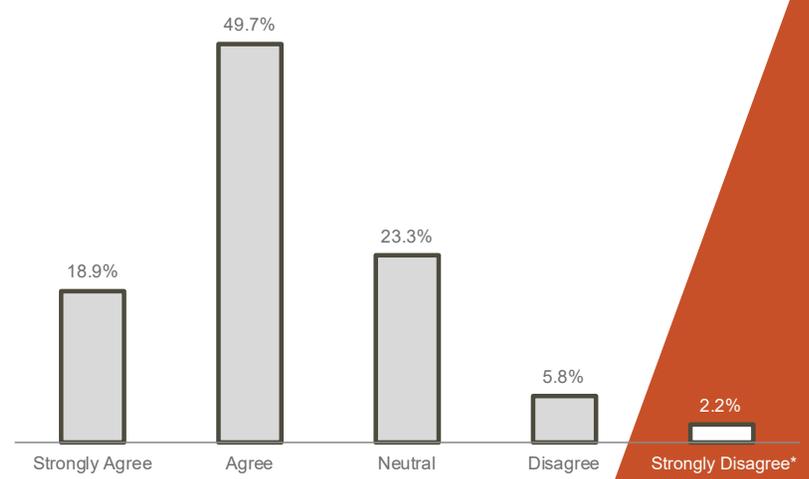


**ISSUES**

**\*Website needs updating:** updates to park photos (some show incorrect park); trails are hard to find online; rentals (Canoe rental at Crystal Lake) is hard to find online.  
**Better Wayfinding:** parks and trails are hard to find.

Fig. 3.19 - Accessibility to Park Information

**69%**  
 OF RESPONDENTS  
 feel Burnsville's Parks and Trails should  
 have something for  
**EVERYONE**  
 DEPENDING ON THEIR  
 INTEREST, MOBILITY LEVEL, AND  
 SOCIOECONOMIC BACKGROUND



**ISSUES**

**\*Lack of toddler play equipment, ADA accessibility, inclusive play, more paved biking trails, older adult health and fitness**

Fig. 3.20 - Park and Trail Usability

## IMPROVEMENTS TO EXISTING FACILITIES:

60.1% of respondents skipped this question, and another 5.5% responded with N/A,. The following summarizes the remaining feedback that was given:

### [8.5%] PARK INFRASTRUCTURE IMPROVEMENTS

- Picnic shelter improvements; playground updates and inclusion for younger kids; pickleball courts; basketball courts; fenced in dog areas; drinking fountains.

### [6.9%] TRAILS IMPROVEMENTS

- More trails and better connections throughout the City; add benches; provide better maintenance of existing; mountain biking expansion.

### [5.5%] MAINTENANCE

- General maintenance and park clean up; trail maintenance including winter clearing and grooming; playground repair; baseball field maintenance

### [5.2%] RESTROOM IMPROVEMENTS

- Updates to restrooms; more restrooms; indoor restrooms facilities at Cliff Fen and Nicollet Commons; year-round portable toilets;

### [3.2%] BUILDING/FACILITY IMPROVEMENTS

- Updates to the Burnsville Ice Arena including providing larger locker rooms; Community Center with gym space, indoor pool, walking track, etc.

### [2.6%] SAFETY IMPROVEMENTS

- Lighting needs; ADA accessibility; fences between playgrounds and roads

### [2.5%] NATURAL RESOURCE IMPROVEMENTS

- Control invasives; Improve water quality of ponds



Fig. 3.21 - Crosstown West

### [2.5%] WASTE/RECYCLING

- Recycling in parks; all-season trash receptacles; dog waste issues

### [2.0%] PROGRAMMING

- Rental equipment; multicultural and unifying community events; fitness and wellness programs; bike safety program; volunteer program

### [1.7%] COMMUNICATION/WAYFINDING

- Better understanding of what is available; parks signage; maps at events; website improvements

# WHAT WAS HEARD

## KEY THEMES FROM ONLINE SURVEY + PUBLIC INTERCEPTS

The following results are a combination of approximately 150 public intercept responses, and 650 online survey responses. Key themes were derived from repeatedly stated topics from the public based on perception and opinion.

### SURVEY + INTERCEPTS KEY THEMES

#### TRAILS + CONNECTIONS

Trails are highly valued and a top priority

- Additional paved (accessible) trails to connect neighborhood parks and regional trails
- Additional recreational off-road trails for mountain biking, hiking and winter use.
- Wayfinding improvements both to find parks and along trails (particularly trails in natural areas)

#### NATURAL RESOURCES

Natural Area parks area highly valued spaces, and continuation of maintenance is necessary

- Work with Natural Resource Management and volunteers on Buckthorn and other invasive species
- Overgrown understories around trails - lack feeling of safety
- Alternates to chemical spraying on turf fields
- Stormwater pond at Alimagnet is perceived by the public to be contaminated
- Request for more stormwater management at the site level and surrounding the Minnesota River Valley
- Erosion control issues at Sunset Pond

#### BASIC AMENITIES + SERVICES

- Dog Leash law enforcement - Dog waste stations more available.
- Recycling at parks and garbage cans year-round
- Adult-oriented health and fitness opportunities desired
- Longer season for portable restrooms and explore some more permanent restroom buildings
- There is a need for additional surveillance + supervision at some parks
- Improve park communications - simplify online tools and resources
- ADA improvements at parks + play areas
- Provide additional canoe/kayak rentals at a variety of locations

# COMMUNITY ENGAGEMENT AND VISION SUMMARY

10

STAKEHOLDER MEETINGS

+

150

PUBLIC INTERCEPTS

=

+

650

ONLINE SURVEY

THERE IS OVERALL SATISFACTION

+

APPRECIATION

OF THE BURNSVILLE PARKS SYSTEM

“We love them!” “I think they are great all year long! Keep up the great work.” “Thank you to the staff for keeping our parks in great condition and a great places for our communities to gather.”

## COMMUNITY ENGAGEMENT AND VISION SUMMARY

The community engagement process utilized 10 stakeholder meetings, 150 respondents through public intercepts, and 650 online survey respondents, over 7 months, to collect critical data, opinions, and perceptions of the Burnsville park system.

The consultant team analyzed this data to determine the strengths and weaknesses of the Burnsville Park System and Recreational Services. Similar common themes arose from the results of the stakeholder meetings, the public intercept responses, and the online survey. Themes were derived from repeatedly stated topics based on public perception and opinion. Based on the responses, it was determined that there is an overall satisfaction and appreciation for the Burnsville Park System although there are areas for improvement ranging from increased maintenance to including a wider variety/quantity of activities for teens, adults, and seniors.

Common themes emerged between the input collection methods including communications, more facilities and programming for seniors, improved trail connections and wayfinding, natural resource programming and communications, and adjusting fields and other infrastructure to trends. These themes are integrated into, and expanded upon in the framework plan in Chapter 5.



Fig. 3.22 - Movies in the Park - Nicollet Commons Park



Fig. 3.23 - Nature in the City - Minnesota Riverfront Park



Fig. 3.24 - Civic Center Park - Bicentennial Gardens

# 04

## SYSTEM ANALYSIS

THE SYSTEM ANALYSIS EVALUATES PARK FACILITY STANDARDS/ LEVEL OF SERVICE (LOS) STANDARDS AND PROGRAMS. THE FRAMEWORKS PLAN ALSO PROVIDES A BENCHMARK ANALYSIS, WHICH COMPARES OPERATING METRICS AGAINST COMPARABLE PARK AND RECREATION SYSTEMS.



THIS CHAPTER ANALYZES THE PARK & RECREATION SYSTEM BY MEASURING THE SYSTEM AGAINST SIMILAR CITIES, NATIONAL AND REGIONAL STANDARDS, BEST PRACTICE OPERATING METRICS AND PROGRAM ASSESSMENTS.

## SYSTEM ANALYSIS

Analyzing the Park system is important to identify what the park system is doing well, as well as what it could improve on. Using best practices and metrics from similar communities can provide a yardstick to measure performance and identify where outliers may occur. The consultant team performs this system analysis by analyzing the physical structure of the park system (infrastructure), the programs that are offered and run through the park system, and the overall operations of the park system.

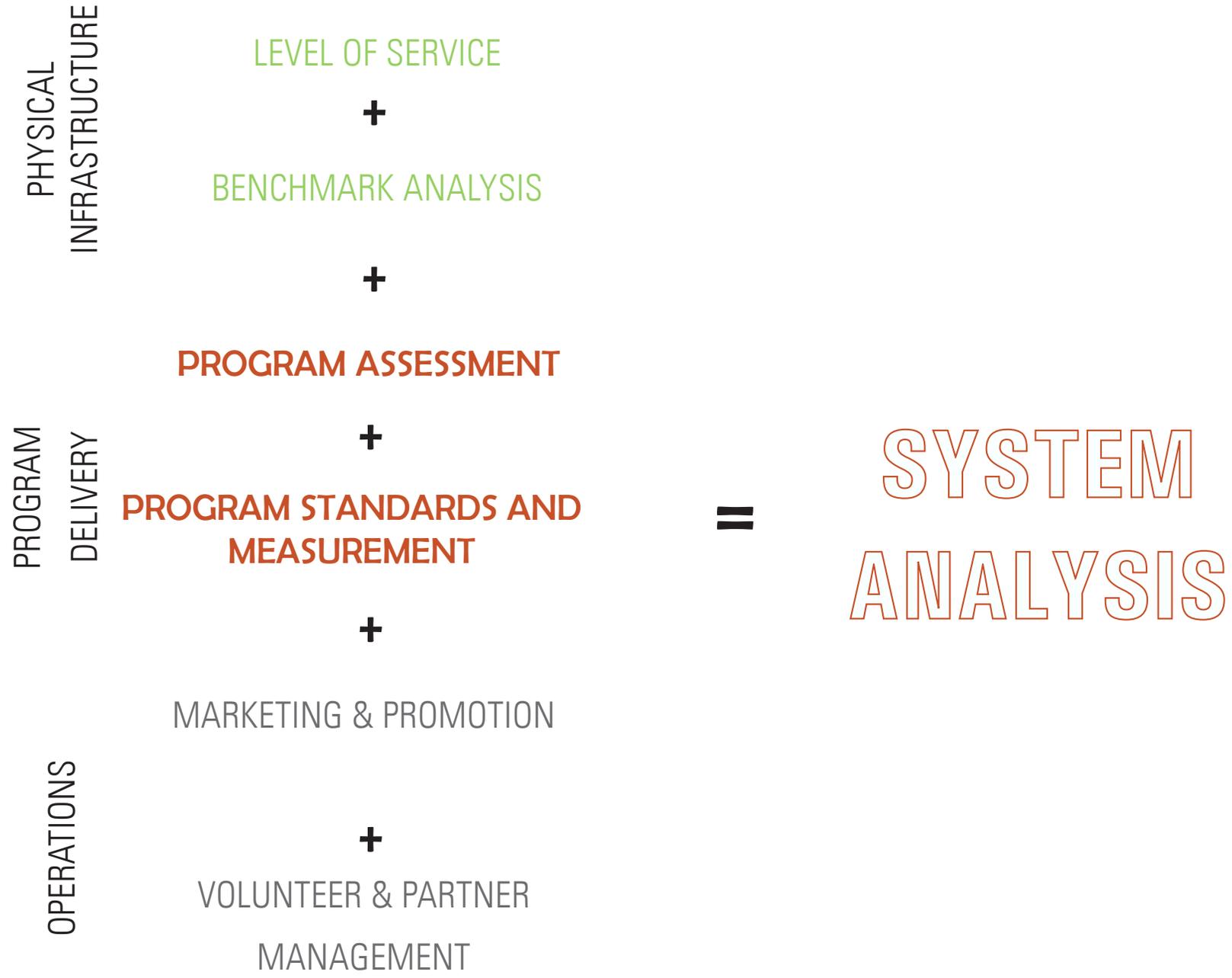
This analysis can be combined, compared, and contrasted with the community engagement, demographics, and general analysis of the park system to provide a framework for recommendations that will improve, enhance, and further strive to meet the needs of Burnsville's residents.



Fig. 4.1 - Bird watching



Fig. 4.2 - Lions Playground at Cliff Fen



## LEVEL OF SERVICE

Level of Service (LOS) standards are guidelines that define service areas based on population that support investment decisions related to parks, facilities and amenities. LOS standards can and will change over time as recreation trends, demographics, and economics of a community evolve.

The consultants evaluated park facility standards using a combination of resources. These resources included market trends, demographic data, recreation activity participation rates, community and stakeholder input, National Recreation and Park Association PRORAGIS data, the community survey, and general observations. This information allowed standards to be customized to Burnsville.

The inventory of parks, trails, and facilities fully available to the public from all public agencies should be considered when discussing a community's LOS. However, facilities provided by private businesses, clubs, homeowner associations, apartment complexes, etc. are typically excluded from this analysis because they do not offer the same unrestricted degree of access as public parkland. While the school districts serving Burnsville residents contribute a great deal of field use and gym space, the focus of this evaluation was specific to parks, facilities, and amenities that came under the responsibility of the City.

These LOS standards should be viewed as a guide. The standards are to be coupled with conventional wisdom and judgment related to the particular situation and needs of the community. By applying these standards to the population of Burnsville, gaps or surpluses in park and facility types are revealed.



Fig. 4.3 - Senior nature walk



Fig. 4.4 - Youth tennis

# 28.03

## ACRES OF PARKLAND PER 1,000 RESIDENTS

### EXISTING LOS AND NEEDS

The existing Level of Service (LOS) in Burnsville is relatively strong compared to other communities and generally falls in line with national industry best practices. As can be seen on the following page, **the city currently provides a total LOS of 28.03 acres of parkland per 1,000 residents. Cities similar to Burnsville generally offer approximately 15-20 ac/1,000.** The LOS shows a current need for the following categories:

- Mini/ Pocket Parks: 109 Acres
- Neighborhood Parks: 162 Acres
- Natural Areas: 65 Acres

Several of these needs are resulting from Classifications used for administrative purposes. For example - Rudy Kraemer Natural Area (78 Acres) is classified as a Community Park and not a Natural Area. Reclassifying that Acreage to Natural Areas would satisfy the current and future deficits. Parks staff should continue to monitor the classifications to ensure needs of the community are being met.

### EXISTING NEEDS AND INVENTORY

The Level of Service for all facilities are mainly met. Currently, the city provides 0.75 miles/1,000 residents of paved trails and 0.18 miles/1,000 of unpaved trails, which is currently above the national standard, but well below some neighboring communities. See the benchmark analysis on page 68 and the recommendations in the Frameworks Plan (pg. 102-103) to maximize the effectiveness of trail mileage in Burnsville.

Facility/ Item	Current Inventory			Current LOS		
Item	Burnsville	ISD 191*	Total Inventory	Service Level Based on Current Population		
<b>PARKLAND</b>						
Mini/Pocket Parks	43.98		43.98	0.72	acres per	1,000
Neighborhood Parks	327.53		327.53	5.35	acres per	1,000
Community Parks	1,285.33		1,285.33	21.01	acres per	1,000
Natural Areas	57.60		57.60	0.94	acres per	1,000
<b>Total Park Acres</b>	<b>1,714.45</b>	<b>-</b>	<b>1,714.45</b>	<b>28.03</b>	<b>acres per</b>	<b>1,000</b>
<b>TRAILS</b>						
Paved Trails	45.60		45.60	0.75	miles per	1,000
Unpaved Trails	11.22		11.22	0.18	miles per	1,000
<b>OUTDOOR FACILITIES</b>						
Shelters/Pavilions	28		28	1	site per	2,185
Warming Houses	11		11	1	site per	5,561
Rectangular Fields	33		33	1	field per	1,854
Ball Diamond (90')	5	2	7	1	field per	8,738
Ball Diamond (all other)	57	23	80	1	field per	765
Basketball Courts	44		44	1	court per	1,390
Tennis Courts	31		31	1	court per	1,973
Playgrounds	52		52	1	site per	1,176
Dog Parks	2		2	1	site per	30,583
Skate Park	1		1	1	site per	61,166
Sand Volleyball	11		11	1	site per	5,561

**Notes:**

\* Only facilities with unrestricted general

Table 4.1 - Level of Service Matrix

## PROJECTED SYSTEM NEED

At current population growth estimates, the LOS for Community Parks may be below current national standards. Burnsville should continue to monitor. The LOS includes Rose Fields, which include 4 rectangular fields. This land is privately owned and is likely to be developed to another use as some time in the future. The loss of these 4 fields should be monitored and the LOS should be adjusted to reflect when these 4 fields are lost.

Additionally, future park additions are being considered, and likely to occur, in the 2040 Comprehensive Plan efforts for identified redevelopment areas. These park projects should take into account the needs shown in this LOS, and should be integrated into the LOS when/ if they are ever implemented.

Facility/ Item	Recommended Standard			Current Needs			Five-Year Need Forecast			Fifteen-Year Need Forecast		
Item	Recommended Service Levels for Study Area			Assessment	Additional Need		Assessment	Additional Need		Assessment	Additional Need	
<b>PARKLAND</b>												
Mini/Pocket Parks	2.50	acres per	1,000	Need Exists	109	Acres	Need Exists	111	Acres	Need Exists	114	Acres
Neighborhood Parks	8.00	acres per	1,000	Need Exists	162	Acres	Need Exists	167	Acres	Need Exists	179	Acres
Community Parks	14.50	acres per	1,000	Meets Standard	-	Acres	Meets Standard	-	Acres	Meets Standard	-	Acres
Natural Areas	2.00	acres per	1,000	Need Exists	65	Acres	Need Exists	66	Acres	Need Exists	69	Acres
<b>Total Park Acres</b>	<b>27.00</b>	<b>acres per</b>	<b>1,000</b>	<b>Meets Standard</b>	<b>-</b>	<b>Acres</b>	<b>Meets Standard</b>	<b>-</b>	<b>Acres</b>	<b>Meets Standard</b>	<b>-</b>	<b>Acres</b>
<b>TRAILS</b>												
Paved Trails	0.50	miles per	1,000	Exceeds Standard	-	Miles	Meets Standard	-	Miles	Meets Standard	-	Miles
Unpaved Trails	0.00	miles per	1,000	Exceeds Standard	-	Miles	Meets Standard	-	Miles	Meets Standard	-	Miles
<b>OUTDOOR FACILITIES</b>												
Shelters/Pavilions	1	site per	2,500	Meets Standard	-	Sites	Meets Standard	-	Sites	Meets Standard	-	Sites
Warming Houses	1	site per	7,500	Meets Standard	-	Sites	Meets Standard	-	Sites	Meets Standard	-	Sites
Rectangular Fields	1	field per	2,500	Meets Standard	-	Fields	Meets Standard	-	Fields	Meets Standard	-	Fields
Ball Diamond (90')	1	field per	10,000	Meets Standard	-	Fields	Meets Standard	-	Fields	Meets Standard	-	Fields
Ball Diamond (all other)	1	field per	2,500	Meets Standard	-	Fields	Meets Standard	-	Fields	Meets Standard	-	Fields
Basketball Courts	1	court per	2,500	Meets Standard	-	Courts	Meets Standard	-	Courts	Meets Standard	-	Courts
Tennis Courts	1	court per	2,500	Meets Standard	-	Courts	Meets Standard	-	Courts	Meets Standard	-	Courts
Playgrounds	1	site per	2,500	Meets Standard	-	Sites	Meets Standard	-	Sites	Meets Standard	-	Sites
Dog Parks	1	site per	40,000	Meets Standard	-	Sites	Meets Standard	-	Sites	Meets Standard	-	Sites
Skate Park	1	site per	65,000	Meets Standard	-	Sites	Meets Standard	-	Sites	Meets Standard	-	Sites
Sand Volleyball	1	site per	10,000	Meets Standard	-	Sites	Meets Standard	-	Sites	Meets Standard	-	Sites

Table 4.1 - Level of Service Matrix

2016 Estimated Pop.	61,166
2021 Estimated Pop.	61,874
2026 Estimated Pop.	62,589
2031 Estimated Pop.	63,301

The standards are based upon population figures for 2016 and 2031 - the latest estimates available at the time of analysis.

# BENCHMARK ANALYSIS

## METHODOLOGY

The consulting team and the City of Burnsville identified operating metrics to benchmark against comparable park and recreation systems. The goal of the analysis is to evaluate how Burnsville is positioned among peer agencies as it applies to efficiency and effectiveness practices. The benchmark assessment is organized into specific categories and asks questions to obtain data that offers an encompassing view of each system’s operating metrics in comparison to the City of Burnsville. The goal of this analysis is ensuring direct comparison through a methodology of statistics and ratios in order to provide accurate information and an objective analysis.

Please note, the benchmark analysis is only an indicator based on the information provided. Information used in this analysis was obtained directly from each participating agency. In addition to the peer comparison, the analysis also incorporated nationwide best practices and information from NRPA’s PRORAGIS database, when possible. The information sought was a combination of operating metrics that factor budgets, staffing levels, and

inventories. In some instances, the information was not tracked or not available.

Arranged by population density, the following table provides an overview of the agencies included in the benchmark analysis. All but one benchmark agency (West Des Moines), are regional peers from the Minneapolis area. In general, the benchmark agencies have fairly similar service area characteristics to the City of Burnsville, with the exception of St. Louis Park, which has a significantly denser population than its peers, and Brooklyn Park and Plymouth reporting elevated population totals. Among peer agencies, only Plymouth has achieved CAPRA accreditation through the NRPA. In comparison, Burnsville is just below the benchmark median for total population, square mileage, and population density.

Due to differences in how each system collects, maintains and reports data, variances exist. These variations have an impact on the per capita and percentage allocations within the budget, and the overall comparison must be viewed with this in mind. The benchmark data collection for all systems was complete as of April 2017, with the understanding that it is possible that information may have changed since the original date it was collected. In some instances, data was unavailable at the time of this study.

## OVERVIEW

AGENCY	St. Louis Park	Edina	Apple Valley	Brooklyn Park	Coon Rapids	Burnsville	Plymouth	Eagan	Lakeville	West Des Moines
STATE	MN	MN	MN	MN	MN	MN	MN	MN	MN	IA
POPULATION	48,000	47,941	50,000	78,278	62,240	61,166	75,907	66,087	60,633	64,113
JURISDICTION SIZE (SQ MI)	10.8	15.97	17.0	27.0	22.81	26.93	36.0	33.50	38.00	47.59
POPULATION (PER SQ MI)	4,444	3,002	2,941	2,899	2,729	2,271	2,109	1,973	1,596	1,347
CAPRA ACCREDITED (YEAR)	No	No	No	No	No	No	Yes(2010)	No	No	No

Table 4.2 - Benchmark Analysis Overview

## PARK ACREAGE

The following table provides a general overview of each system's park acreage. Burnsville stands out as the benchmark leader for total number of parks / greenways (76), as well as the most total acres owned or managed (1,714). Further dissecting park acreage, Burnsville is comprised primarily of natural, unmaintained land (65%) and reports the fourth lowest percentage of developed acres (35%). Assessing level of service for park acres, Burnsville is again a benchmark leader, as its 28 acres per 1,000 residents trails only Edina. As a whole, benchmark agencies are offering a strong level of service of acreages, as the national median for similar-sized communities is just above 9 acres per 1,000 residents.

AGENCY	Edina	Burnsville	Lakeville	Plymouth	Apple Valley	Coon Rapids	Eagan	West Des Moines	Brooklyn Park	St. Louis Park
POPULATION	47,941	61,166	60,633	75,907	50,000	62,240	66,087	64,113	78,278	48,000
TOTAL # OF PARKS + GREENWAYS	43	76	66	75	56	57	56	41	64	52
TOTAL ACRES OWNED OR MANAGED	1,550	1,714	1,607	1,672	1,100	1,328	1,385	1,282	1,374	586
TOTAL DEVELOPED ACRES	n/a	608	459	1,515	950	1,232	460	535	444	386
PERCENTAGE OF DEVELOPED ACRES	n/a	35%	29%	91%	86%	93%	33%	42%	32%	66%
TOTAL ACRES PER 1,000 RESIDENTS	32.33	28.03	26.50	22.03	22.00	21.34	20.96	20.00	17.56	12.21

Table 4.3 - Benchmark Analysis - Park Acreage

## TRAIL MILES

Table 4.4 shows trail mileage, both soft and paved, for each system, then compares the total mileage to the population. Burnsville represents the benchmark median for total trail miles (56.8) and trail miles per 1,000 residents (0.93). Burnsville also has the greatest ratio of soft to hard trail miles. Compared to the national average, the benchmark agencies provide a very high level of service for trail miles, as best practice nationwide is considered to be one-half mile(.5 miles) of trail per 1,000 residents.

However, adjacent communities of Eagan, Apple Valley, Lakeville, etc. boast a significant amount of trail/ resident above Burnsville's, with Eagan having 2.6 times the amount of Burnsville. Burnsville may choose to stay competitive in this part of the metro by increasing their target mileage to match Apple Valley's. This would greatly increase trail efficiency and further tie Burnsville into an exceptional regional system developing throughout Dakota County.



Fig. 4.5 - Natural Trails

AGENCY	Eagan	Plymouth	Lakeville	Apple Valley	Burnsville	West Des Moines	St. Louis Park	Coon Rapids	Brooklyn Park	Edina
POPULATION	66,087	75,907	60,633	50,000	61,166	64,113	48,000	62,240	78,278	47,941
SOFT TRAIL MILES	16.0	4.6	10.0	3.0	11.2	2.7	3.8	1.0	.3	-
PAVED TRAIL MILES	145.00	163.3	108.0	75.0	45.6	53.6	35.0	43.0	51.7	13.5
TOTAL TRAIL MILES	161.0	167.9	118.0	78.0	56.8	56.3	38.8	43.9	52.0	13.5
TRAIL MILES PER 1,000 RESIDENTS	2.44	2.21	1.95	1.56	.93	.88	.81	.71	.66	.28

Table 4.4 - Benchmark Analysis - Trails

AGENCY	Plymouth	Brooklyn Park	Burnsville	Lakeville	West Des Moines
POPULATION	66,087	78,278	61,166	60,633	64,113
TOTAL FTEs	76	67	47	33	27
FTEs PER 10,000 RESIDENTS	9.96	8.55	7.73	5.50	4.13

Table 4.5 - Benchmark Analysis - Full Time Employees

Note: FTE counts were unavailable for Apple Valley, Coon Rapids, Eagan, Edina, and St. Louis Park.

### FTE'S PER 10,000 RESIDENTS

This section compares levels of staffing for each system by comparing full-time equivalents (FTE's) in the areas of Parks, Recreation, and Natural Resources to total population. Total FTEs per 10,000 residents is a key performance metric that assesses how well each agency is equipped, in terms of human resources, to serve its jurisdiction. Among peer agencies reporting FTEs, Burnsville represents the benchmark median with nearly 8 FTEs per 10,000 residents. This level of staffing is just below the national median among agencies included in the NRPA database, as parks and recreation agencies serving similar-sized populations typically employ around 8.6 FTEs per 10,000 residents.

### OPERATING BUDGETS

Benchmark agencies reported a wide range of annual operating expenditures, from \$450,000 (St. Louis Park) to nearly \$14.5 million (Edina). The City of Burnsville is just below the benchmark median, spending approximately \$4.5 million per year in operations. Dividing the annual operational budget to the service area's population allows for a direct comparison of how much each agency is expending per resident. Again, the City falls just below the benchmark median with approximately \$76 of spending on parks and recreation operations per resident. This is right on par with the NRPA national median for all agencies reporting, which is also around \$76 spent per resident.

AGENCY	Edina	Plymouth	Brooklyn Park	Apple Valley	Eagan	Burnsville	West Des Moines	Lakeville	St. Louis Park
POPULATION	47,941	75,907	78,278	50,000	66,087	61,166	64,113	60,633	48,000
TOTAL OPERATING EXPENSE	\$14,434,167	\$10,009,434	\$8,106,042	\$4,452,100	\$5,074,015	\$4,662,259	\$4,062,913	\$3,505,138	\$450,000
OPERATING EXPENSE PER RESIDENT	\$301.08	\$131.86	\$103.55	\$89.04	\$76.78	\$76.22	\$63.37	\$57.81	\$9.38

Table 4.6 - Benchmark Analysis - Operating Budgets

Note: Operating expenditure figures were unavailable for Coon Rapids.

AGENCY	Plymouth	Lakeville	Burnsville	West Des Moines	Brooklyn Park	Eagan
CAPITAL BUDGET 2014	\$12,661,000	\$1,499,022	\$1,350,844	\$1,657,000	\$1,927,283	\$472,182
CAPITAL BUDGET 2015	\$11,759,000	\$3,0239,464	\$3,645,351	\$2,924,000	\$2,862,875	\$603,846
CAPITAL BUDGET 2016	\$10,406,800	\$3,321,709	\$2,798,657	\$3,059,600	\$2,676.667	\$492,672
3-YEAR AVG CAPITAL BUDGET	\$11,608,933	\$2,620,065	\$2,601,617	\$2,546,867	\$2,488,942	\$522,900

Table 4.7 - Benchmark Analysis - Capital Budget

Note: Capital budget figures were unavailable for Apple Valley, Coon Rapids, Edina, and St. Louis Park.

### CAPITAL BUDGET

Table 4.7 reveals the annual capital budget from 2014-2016, as well as the three year average budget for each agency reporting figures. The middle of the pack are consistently spending around \$2.5 million annually in capital investment. Outliers include Plymouth, which spends approximately five times the benchmark median, and Eagan, which reports significantly lower levels of capital investment.



Fig. 4.6 - Typical Park Signage

AGENCY	Apple Valley	Plymouth	Brooklyn Park	Eagan	Burnsville	Lakeville	Edina	West Des Moines
POPULATION	50,000	75,907	78,278	66,087	61,166	60,633	47,941	64,113
TOTAL PROGRAM PARTICIPATION	300,000	345,086	284,700	174,665	127,000	115,051	19,263	6,075
PARTICIPATION PER RESIDENT	6.00	4.56	3.64	2.64	2.08	1.90	.40	.09

Table 4.8 - Benchmark Analysis - Program Participants

Note: Cost recovery figures were unavailable for Apple Valley and Coon Rapids.

## PROGRAM PARTICIPATION

This portion of the study assesses program participation for each agency by comparing total program participations to the population of each service area to determine the average participation rate per resident. Program activity is measured in participations (versus participants), which accounts for each time a resident participates in a program and allows for multiple participations per resident. Burnsville residents are participating at a rate just below the benchmark median, as each resident participates approximately twice per year in programs offered by the Department.



Fig. 4.7 - Burnsville Skatepark

## SUMMARY OF BENCHMARK FINDINGS

The following are key findings pertaining to the City of Burnsville that were highlighted in the benchmark analysis:

- Burnsville is the benchmark leader in total number of parks / greenways and total park acres owned or managed, as well as reporting the second highest level of service for acres per population. These figures are also exceeding the national median established by the National Recreation and Park Association(NRPA) database.
- The City is also demonstrating a strong level of service for trail miles per population when compared to peer agencies, including the largest ratio of soft to paved trail mileage. Burnsville's trail miles per population is nearly double what is considered best practice nationwide.
- In terms of staffing, Burnsville is in line with the benchmark and national medians, with nearly 8 FTEs per 10,000 residents.
- At approximately \$76 of operational expense per resident, the City is spending at rates comparable to both the benchmark and national median. The upper echelon of peer agencies are spending significantly higher levels per resident on operations compared to Burnsville.
- Burnsville is reporting a 3-year capital investment average that is consistent with the benchmark median. This would indicate that the City is adequately investing in the future of the parks system.
- On average, residents in Burnsville are participating about 2 times per year in parks-related programming. This level of participation is just below the benchmark median.



Fig. 4.8 - Nicollet Commons



Fig. 4.9 - Cliff Fen Sand Volleyball



Fig. 4.10 - Lac Lavon Playground

# RECREATION PROGRAM ASSESSMENT

This assessment offers an in-depth perspective of program and service offerings and helps identify strengths, weaknesses, and opportunities regarding programming. As part of the Parks & Recreation Master Plan Update, the consulting team performed a Recreation Program Assessment of the programs and services offered by the City of Burnsville Recreation Division (the City, or, the Department). The assessment offers an in-depth perspective of program and service offerings and helps identify strengths, weaknesses, and opportunities regarding programming. The assessment also assists in identifying core programs, program gaps within the community, key system-wide issues, areas of improvement, and future programs and services for residents.

The consulting team based these program findings and comments from a review of information provided by the City including program descriptions, financial data, website content, web survey feedback, demographic information, and discussions with staff. This report addresses the program offerings from a systems perspective for the entire portfolio of programs, as well as individual program information.

## PARK PROGRAMS + PARK USE

The City's Parks, Recreation, and Facilities Department offers a wide array of recreational programs. Core program areas include: youth programs, youth sports, adult programs, adult sports, older adult programs, special events, seasonal events, Birnamwood Golf Course, Burnsville Ice Center, and Ames Center.

The majority of organized youth athletics are provided by the Burnsville Athletic Club (BAC), a non-profit volunteer organization. BAC programs include baseball, basketball, football, golf, hockey, soccer, softball and volleyball. The BAC serves about 8,500 children, about 75 percent of whom are Burnsville residents. The remainder are from Savage and Eagan; the BAC also uses parks in these communities.

Other community youth sports include the Burnsville Hockey Club, which offers recreational and traveling programs for boys and girls. The Burnsville Minnesota Valley Figure Skating Club offers instruction and practice in that sport to about 125 members.

The Valley Athletic Association and the Lakeville Athletic Association are youth athletic associations similar to the BAC that serve Burnsville residents in school districts 196 (southeast) and 194 (southwest), respectively. The Valley Athletic Association is headquartered in Apple Valley. About 20 percent of Burnsville's population live in District 196 and are covered by this association. The Lakeville Athletic Association, in that City, serves about 5 percent of Burnsville's population. Most adult athletic programs are run by the City's Recreation Department, although some are run by independent leagues that rent city facilities.

Facility rentals are not restricted to city residents, but are open to the general public, depending on availability. While it is obvious that the park system is well-used, statistics regarding park use are generally program-based, since it is easier to collect data on numbers of program participants than on general park users.



*Fig. 4.11 - Alimagnet Baseball*

## FRAMEWORK

The goal of the City of Burnsville Parks, Recreation & Facilities division is to offer facilities, programs, and services that improve the lives of our customers and residents while enhancing the image of the City of Burnsville. People should find that Burnsville Parks, Recreation and Facilities delivers quality programs, services, and facility spaces in a cost effective manner. This is accomplished through over 65 different individual program, event, and service offerings, such as sports instruction for youth and adults, programming community festivals and gatherings, and seasonal amenities for recreation opportunities.

There are over 1700 acres of parkland and natural areas throughout the City, including 56 miles of trail, with amenities that include 62 ball diamonds, 44 basketball courts, 31 tennis courts, 52 playgrounds, 33 rectangular fields, 11 warming houses, 11 sand volleyball courts, a golf course, archery site, beach, and gardens. Within the City of Burnsville, city parks are maintained by full-time, part-time, and seasonal staff in the Parks, Recreation, and Facilities Department.



*Fig. 4.12 - Lion's Playground*

The Department communicates with the community through the City of Burnsville website, as well as through Public Service Announcements, signage, advertisements, and various social media accounts. A long-form program guide (The City of Burnsville Recreation Times) is published on-line and in hard copy twice a year, and includes a comprehensive list of programs and events. This program guide is complemented by a fall mailer that highlights seasonal program and service offerings.

THE MISSION OF THE CITY OF BURNSVILLE PARKS, RECREATION AND FACILITIES DEPARTMENT IS, "ENHANCING OUR COMMUNITY THROUGH PEOPLE, PARKS, PROGRAMS, AND FACILITIES." FULFILLMENT OF THIS MISSION IS GUIDED BY THE FOLLOWING

# CORE VALUES:

## 1. STRENGTHENING COMMUNITY

Building relationships and seeking collaborative partnerships with community members and organizations.

## 2. DIVERSITY

Welcoming all individuals, and providing something for everyone.

## 3. FUN

Creating an enjoyable atmosphere for our customers through programs and events that provide lasting memories.

## 4. SAFETY

Providing a safe and secure environment.

## 5. INTEGRITY

Serving fairly, honestly, and professionally.

## 6. STEWARDSHIP

Being fiscally responsible and preserving our parks and natural resources.

## 7. COMMUNICATION

Providing clear marketing, regular updates, and opportunities for feedback from the community.

## 8. ENRICHING LIVES

Offering quality health and wellness, educational, and social opportunities.

## CORE PROGRAM AREAS

To help achieve the mission, it is necessary to identify Core Program Areas based on current and future needs to create a sense of focus around specific program areas of greatest importance to the community. Public recreation is challenged by the premise of being all things to all people. The philosophy of the Core Program Area assists staff, policy makers, and the public focus on what is most crucial. Program areas are considered as Core if they meet a majority of the following categories:

- The program area has been provided for a long period of time (over 4-5 years) and/or is expected by the community.
- The program area consumes a relatively large portion (5% or more) of the agency's overall budget.
- The program area is offered 3-4 seasons per year.
- The program area has wide demographic appeal.
- There is a tiered level of skill development available within the program area's offerings.
- There is full-time staff responsible for the program area.
- There are facilities designed specifically to support the program area.
- The agency controls a significant percentage (20% or more) of the local market.

# CORE PROGRAM AREAS:

1. YOUTH AND FAMILY PROGRAMS
2. YOUTH SPORTS
3. ADULT PROGRAMS
4. ADULT SPORTS
5. OLDER ADULT PROGRAMS
6. SPECIAL EVENTS
7. SEASONAL SERVICES
8. BIRNAMWOOD GOLF COURSE\*
9. BURNSVILLE ICE CENTER\*
10. AMES CENTER\*

\* represents a specialized facility

Core program areas as they now stand can be divided into two major areas: 1) Programs and Events, and 2) Amenities and Services. Programs and events would include all fitness, education, sports, organized activities, events, and gatherings. Amenities and services provide the public an opportunity to participate in an activity that is not directly organized by the City. Under this categorization, the Seasonal core program area and the Ames Center would both fall into Amenities and Services. While these may be cost centers, they do not represent tiered skill development and may not fit into the other core program area criteria.

These existing core program areas provide a generally well-rounded and diverse array of programs that serve the community at present. Based upon the observations of the planning team and demographic and recreation trends information, City staff should evaluate core program areas and individual programs on an annual basis, to ensure offerings are relevant to evolving demographics and trends in the local community. Implementing additional surveys to program participants and the larger community is a good way to help differentiate between national vs. local trends and ensure the City's programs are relevant to the local user.

The core program areas are currently well-suited to address the programmatic needs of the current population demographic. The City should be mindful of higher than average income levels when pricing out program offerings and special events, while taking into account lower income residents who fall outside the averages. As the population continues to age, program mix should continue to be regularly assessed to ensure both active and inactive adults at 55+ have program opportunities. As these demographics change, the relative importance of each program area may evolve as well.



Fig. 4.13 - Nicollet Commons - Movies in the Park



Fig. 4.14 - Heart of the City 10K

CORE PROGRAM AREA	PROGRAM AREA DESCRIPTION	INCLUDED PROGRAMS
<b>1. YOUTH AND FAMILY PROGRAMS</b>	The Youth Programs core program area provides recreational, educational, fitness, and leisure activities for pre-teen youth. Most activities are held during the summer or on non-school days. The goal of this core program area is to provide quality programs and activities at a reasonable cost to the participant.	<ul style="list-style-type: none"> <li>• Kids of Summer</li> <li>• Halloween Fest</li> <li>• Thursday Rockin' Lunch Hour</li> <li>• Daddy Daughter Dance</li> <li>• Burnsville Youth Collaborative</li> <li>• Nicollet Commons : Concerts, Movie Nights, Wednesday in the Park</li> </ul>
<b>2. YOUTH SPORTS</b>	The Youth Sports core program area provides athletic or fitness related programs designed to introduce participants to a sports activity. The goal is to provide a quality introductory athletic program unique to City facilities at a reasonable cost to the participant.	<ul style="list-style-type: none"> <li>• Tennis Lessons</li> <li>• Tennis Tournament</li> <li>• Pre-school Soccer</li> <li>• First-time Skateboarder</li> <li>• Skateboarding &amp; Scooter Camp</li> <li>• BAC/VAA Liaison</li> </ul>
<b>3. ADULT PROGRAMS</b>	The Adult Programs core program area provides quality recreational, educational, fitness, and leisure activities for adults age 18+. While these programs are considered a service to the community, the goal is to achieve full cost recovery with these offerings.	<ul style="list-style-type: none"> <li>• I Love Burnsville 5k</li> <li>• Who Done It? Hike</li> <li>• Zumba in the Park</li> <li>• Wednesday in the Park</li> <li>• Sunday Music Fest</li> <li>• Rain Garden Workshop</li> </ul>
<b>4. ADULT SPORTS</b>	The Adult Sports core program area provides competitive and recreational sporting opportunities for adults over the age of 18. The goal of these programs is to achieve full cost recovery, including staff time.	<ul style="list-style-type: none"> <li>• Softball</li> <li>• Sand Volleyball</li> <li>• Broomball</li> <li>• SORR Kickball</li> <li>• SORR Bocce Ball</li> <li>• Adult Tennis Instruction</li> </ul>
<b>5. OLDER ADULT PROGRAMS</b>	The Older Adult Programs core program area provides quality recreational, educational, fitness, or leisure programs for adults over the age of 62. Many programs are partially funded through grants and are provided at little to no cost to the participant. The City provides many of these programs in partnership with the Burnsville Senior Center.	<ul style="list-style-type: none"> <li>• Sr. Health &amp; Fitness Day</li> <li>• Beginner Pickleball Lessons</li> <li>• Chocolate and Hearts</li> <li>• Summer &amp; Winter Nature Walks</li> <li>• Intro to Bird Watching</li> <li>• De-clutter Seminars</li> </ul>

Table 4.9 -Core Program Areas

CORE PROGRAM AREA	PROGRAM AREA DESCRIPTION	INCLUDED PROGRAMS
6. SPECIAL EVENTS	The Special Events core program area is designed to bring a large segment of the community together for a common purpose or theme. The goal is to provide assistance and resources to bring quality events and activities to the community.	<ul style="list-style-type: none"> <li>• International Festival</li> <li>• Fire Muster</li> <li>• Heart of the City 10k</li> <li>• Winter Lighting Ceremony</li> <li>• Native Plant Market</li> <li>• I Love Burnsville Week Garage Sale</li> <li>• Tree Sale</li> </ul>
7. SEASONAL SERVICES	In addition to programs, the City of Burnsville provides seasonal services and facilities management for open public use. These services provide quality seasonal outdoor exercise and wellness opportunities to promote a healthy lifestyle for all ages and at no cost to the participant.	
	<b>WINTER-</b> A variety of outdoor winter recreation options are open to the public. These options provide leisure, exercise, and wellness opportunities for participants of all ages and abilities. Examples include: ice skating, ice hockey, cross country skiing, and sledding. Park amenities include outdoor skating rinks (11 with warming houses), the Ski Chalet at Terrance Oaks West, and the Neill Sledding Hill and numerous walking trails, both groomed and plowed.	<b>SUMMER -</b> In the summertime, warm weather recreation and leisure activities are available at a number of parks throughout the system. Crystal Beach offers and an unguarded swimming beach with concessions and canoe and paddleboard rentals also available.
8. BIRNAMWOOD GOLF COURSE	The Golf core program area provides access to an exercise and wellness activity to promote a healthy lifestyle. The goal is to provide a quality golfing experience for all ages and abilities through league play, lessons, and rounds at a fair market cost to the participant. Birnamwood Golf Course was purchased as a revenue producing facility. Accordingly, an entrepreneurial approach will be taken at Birnamwood Golf Course. The financial goal is to keep rates within the upper quartile of the market. A market study of other municipal, par 27 courses in the metro area will be conducted each year to help establish rates.	<ul style="list-style-type: none"> <li>• Jr. Golf Program</li> <li>• Mixed League</li> <li>• Women's League</li> <li>• Men's League</li> <li>• 50+ League</li> </ul>
9. ICE CENTER	The Burnsville Ice Center (BIC) is a double sheet, indoor ice rink facility that operates year round. The BIC's primary function is to provide, promote, schedule and maintain the facility for the purpose of hockey, figure skating, ice-skating, broomball, and curling for youth and adults. Throughout the year the BIC serves as host for a variety of lessons, tournaments, camps, clinics and schools. The BIC was constructed with the premise that total ice center revenues (ice rental, concessions, etc.) would offset all operating and capital costs and the debt service to the fullest extent possible. To this end; an entrepreneurial approach will be taken and ice rates will be kept at or near the top of the local market to maximize revenues and to fulfill this obligation to the extent the market allows.	<ul style="list-style-type: none"> <li>• Public Skating</li> <li>• Learn to Skate</li> <li>• Impressions on Ice Show</li> <li>• SORR Adult Hockey League</li> <li>• Stick &amp; Puck</li> <li>• Curling</li> </ul>
10. AMES CENTER	The Ames Center is dedicated to fostering the growth, development, and appreciation of the arts. The goal is to provide a broad spectrum of arts related programs and events working toward a full cost recovery. The mission of the Ames Center is to provide a facility or space to outside organizations for the purpose of promoting the arts. Private use for wedding receptions, banquets, conventions, and conferences is also available. Programming at the Ames Center is generally performance-based and varies from year to year.	<ul style="list-style-type: none"> <li>• Concerts</li> <li>• Broadway/Theatrical – Commercial</li> <li>• Theatrical – Community Education</li> <li>• Family Shows</li> <li>• Dance Competitions</li> </ul>

Table 4.9 -Core Program Areas

The table below depicts each Core Program Area and the most prominent age segments they serve. Recognizing that many Core Program Areas serve multiple age segments, Primary (noted with a 'P' and highlighted in gray) and Secondary (noted with an 'S') markets are identified.

For this report, an Age Segment Analysis was completed by core program area, exhibiting an over-arching view of the age segments served by different program areas, and displaying any gaps in segments served. It is also useful to perform an age segment analysis by individual program, in order to gain a more nuanced view of the data. Based on the age demographics noted previously in this report, current programs seem to be fairly well-aligned with the community's age profile.

Program coordinators/managers should include this information when creating or updating program plans for individual programs. An Age Segment Analysis can also be incorporated into Mini Business Plans for comprehensive program planning.

	<b>PRESCHOOL (5 + UNDER)</b>	<b>ELEMENTARY (6-12)</b>	<b>TEENS (13-17)</b>	<b>ADULT (18+)</b>	<b>SENIOR (62+)</b>	<b>ALL AGES</b>
<b>YOUTH AND FAMILY PROGRAMS</b>	P	P	P			
<b>YOUTH SPORTS</b>	P	P	S			
<b>ADULT PROGRAMS</b>				P	P	
<b>ADULT SPORTS</b>				P	P	
<b>OLDER ADULT PROGRAMS</b>					P	
<b>SPECIAL EVENTS</b>						P
<b>GOLF</b>		P	P	P	P	
<b>SEASONAL</b>						P
<b>ICE CENTER</b>	S	P	P	P	S	
<b>AMES CENTER</b>	S	P	P	P	P	

Table 4.10 - Age Segment Analysis

## PROGRAM LIFECYCLE

A Program Lifecycle Analysis involves reviewing each program offered by the City to determine the stage of growth or decline for each. This provides a way of informing strategic decisions about the overall mix of programs managed by the agency to ensure that an appropriate number of programs are “fresh” and that relatively few programs, if any, need to be discontinued. This analysis is not based on strict quantitative data but, rather, is based on staff members’ knowledge of their program areas. The following table shows the percentage distribution of the various lifecycle categories of the City’s programs. These percentages were obtained by comparing the number of programs in each individual stage with the total number of programs listed by staff members.

The lifecycle analysis depicts a slightly skewed trend, with too many programs in the Saturation and Decline stages, and not enough in the Mature stage. This could indicate that an overabundance of new programs are tried, but are not sustainable enough to reach the Mature stage. This stage anchors a program portfolio. To achieve a stable foundation, 40% of programs should fall into this category.

While the combined total of the Introduction, Take-off, and Growth stages are right on target, just one percent of programs fall into the Introduction stage. It is useful to have a strong percentage in the Introduction stage

to make sure there is innovation in programming. Eventually, these programs will begin to move into the Take-off, and Growth stages, so this stage ensures the pipeline for new programs is there. It is key to keep adding new programs in the Introduction stage as those programs progress along the lifecycle.

Over 16% of all programs are in the Decline and Saturation stage, which shows concern that under performing programs are likely sustained for too long. If a program is in Saturation stage, it may not necessarily need to be retired – it could be that it is a legacy program that is beloved by the community. However, it is useful to look at attendance trends – do you have fewer participants over the last few offerings? If so, the community may be looking for a different type of program. While there are exceptions, most programs in the Saturation and Decline stages are ready to retire.

It is recommended that staff should complete a Program Lifecycle Analysis on an annual basis and ensure that the percentage distribution closely aligns with desired performance. Furthermore, the City could include annual performance measures for each core program area to track participation growth, customer retention, and percentage of new programs as an incentive for innovation and alignment with community trends.

LIFECYCLE STAGE	DESCRIPTION	ACTUAL PROGRAM DISTRIBUTION		RECOMMENDED DISTRIBUTION
INTRODUCTION	New program; modest participation	1%	50% total	50- 60% total
TAKE-OFF	Rapid participation growth	23%		
GROWTH	Moderate, but consistent population growth	26%		
MATURE	Slow participation growth	34%	34% total	40%
SATURATION	Minimal to no participation growth; extreme competition	12%	16% total	0- 10% total
DECLINE	Declining participation	4%		

Table 4.11 - Program Lifecycle Stages

## PROGRAM CLASSIFICATION

Conducting a classification of services informs how each program serves the overall organization mission, the goals and objectives of each core program area, and how the program should to be funded with regard to tax dollars and/or user fees and charges. How a program is classified can help to determine the most appropriate management, funding, and marketing strategies.

Program classifications are based on the degree to which the program provides a public benefit versus a private benefit. Public benefit can be described as everyone receiving the same level of benefit with equal access, whereas private benefit can be described as the user receiving exclusive benefit above what a general taxpayer receives for their personal benefit.

The consulting team uses a classification method based on three indicators: Essential, Important, and Value-Added. Where a program or service is classified depends upon alignment with the organizational mission, how the public perceives a program, legal mandates, financial sustainability, personal benefit, competition in the marketplace, and access by participants. The following table describes each of the three program classifications in these terms.

	ESSENTIAL PROGRAMS	IMPORTANT PROGRAMS	VALUE- ADDED PROGRAMS
<b>Public interest; Legal Mandate; Mission Alignment</b>	High public expectation	High public expectation	High individual and interested group expectation
<b>Financial Sustainability</b>	<ul style="list-style-type: none"> <li>Free, nominal or fee tailored to public needs</li> <li>Requires public funding</li> </ul>	<ul style="list-style-type: none"> <li>Fees cover some direct cost</li> <li>Requires a balance of public funding and a cost recovery target</li> </ul>	<ul style="list-style-type: none"> <li>Fees cover most direct and indirect costs</li> <li>Some public funding as appropriate</li> </ul>
<b>Benefits (i.e. health, safety, protection of assets).</b>	<ul style="list-style-type: none"> <li>Substantial public benefit (negative consequence if not provided)</li> </ul>	<ul style="list-style-type: none"> <li>Public and individual benefit</li> </ul>	<ul style="list-style-type: none"> <li>Primary individual benefit</li> </ul>
<b>Competition in the Market</b>	<ul style="list-style-type: none"> <li>Limited or no alternative providers</li> </ul>	<ul style="list-style-type: none"> <li>Alternative providers unable to meet demand or need</li> </ul>	<ul style="list-style-type: none"> <li>Alternative providers readily available</li> </ul>
<b>Access</b>	<ul style="list-style-type: none"> <li>Open access by all</li> </ul>	<ul style="list-style-type: none"> <li>Alternative providers unable to meet demand or need                             <ul style="list-style-type: none"> <li>Open access</li> </ul> </li> <li>Limited access to specific users</li> </ul>	<ul style="list-style-type: none"> <li>Alternative providers readily available</li> <li>Limited access to specific users</li> </ul>

Table 4.12 - Program Classification

I	II	III	IV	V
<b>ESSENTIAL</b>		<b>IMPORTANT</b>	<b>VALUE-ADDED</b>	
<b>COMMUNITY</b>	<b>COMMUNITY/ INDIVIDUAL</b>	<b>INDIVIDUAL / COMMUNITY</b>	<b>MOSTLY INDIVIDUAL</b>	<b>HIGHLY INDIVIDUAL</b>
Basic services intended to be accessible and of benefit to all; supported wholly or significantly by tax subsidies.	Benefit accrued to both the general public and individual interests, but to a significant community advantage.	Benefit accrued to both individual and general public interests, but to a significant individual advantage.	Nearly all benefit received by individual(s), with benefit provided to the community only in a narrow sense.	Exclusive benefit received by individual(s) and not the general public; individual pays at least the full cost of service provision.
<ul style="list-style-type: none"> <li>• Park Access</li> </ul>	<ul style="list-style-type: none"> <li>• Special Events</li> </ul>	<ul style="list-style-type: none"> <li>• Learn-to-Swim</li> <li>• Fitness (beginner)</li> </ul>	<ul style="list-style-type: none"> <li>• Advanced Fitness</li> <li>• Basic Tennis</li> </ul>	<ul style="list-style-type: none"> <li>• Advanced Tennis</li> </ul>
<i>Cost Recovery</i> <b>0%</b>	<b>25%</b>	<b>50%</b>	<b>75%</b>	<b>100%</b>
			<b>100%</b>	<b>100%+</b>

Table 4.13 - Consultant/City of Burnsville Revised Program Classification

In order to analyze programs for their classification, the City combined the consulting teams method for program classification with its current classification of services. The table above shows how the two relate, and includes example programs that fall into each category.

## ESSENTIAL

- Burnsville Youth Collaborative
- BAC/VAA Liaison
- International Festival
- Fire Muster
- I Love Burnsville
- Winter Lighting Ceremony
- Outdoor Skating Rinks
- TOW Ski Chalet
- Neill Sledding Hill
- Swimming at Crystal Beach

**WITH ASSISTANCE FROM CITY STAFF, A CLASSIFICATION OF PROGRAMS AND SERVICES WAS CONDUCTED FOR ALL OF THE RECREATION PROGRAMS OFFERED BY THE CITY OF BURNSVILLE.**

## IMPORTANT

- Kids of Summer
- Camp X-treme
- Wednesday – All Day Experience
- KOS & Camp X Field Trips
- KOS Little Tykes
- Halloween Fest
- Friday Flicks on the Bricks
- Thursday Rockin’ Lunch Hour
- Holiday Movie Night
- Tennis Lessons
- Pre-school Soccer
- Skateboarding & Scooter Camp
- First Time Skateboarder
- Shred the Park
- Who Done It? Hike
- Zumba & Yoga in the Park
- Wednesday in the Park
- Rain Garden Workshop
- Aging in Place Panel
- Reduce, Reuse, Recycle
- Aging & Wellness Expo
- Sr. Health & Fitness Day
- Beginner Pickleball Lessons
- Pickleball Mixers
- Summer & Winter Nature Walks
- Chocolate and Hearts
- Intro to Bird Watching
- De-clutter Seminars
- Heart of the City 10k
- Native Plant Market
- Annual Tree Sale
- Public Skating
- Learn to Skate
- Halloween Skate

## VALUE-ADDED

- Daddy Daughter Dance
- Skate with Santa
- Tennis Tournament
- I Love Burnsville 5k
- I Love Burnsville – Walk with the Mayor
- PACK
- Sunday Music Fest
- Softball
- Sand Volleyball
- Broomball
- SORR Kickball
- SORR Bocce Ball
- Adult Tennis Instruction
- Dog Days of Summer
- I Love Burnsville – Community Garage Sale
- Jr. Golf
- Mixed Golf League
- Women’s Golf League
- Men’s Golf League
- 50+ Golf League
- Adult Open Hockey
- SORR Adult Hockey League
- Impressions on Ice Skating Show
- Stick & Puck
- Curling
- Concerts
- Broadway/Theatrical – Commercial
- Community Educational – Theatrical
- Family Shows



## COST OF SERVICE & COST RECOVERY

Cost recovery targets should be identified for each Core Program Area, at minimum, and for specific programs or events where possible. Determining cost recovery performance and using it to inform pricing decisions involves a three-step process. The following provide more detail on steps 2 & 3.

# 3-STEP PROCESS:

1. CLASSIFY ALL PROGRAMS AND SERVICES BASED ON THE PUBLIC OR PRIVATE BENEFIT THEY PROVIDE (AS COMPLETED IN THE PREVIOUS SECTION).
2. CONDUCT A COST OF SERVICE ANALYSIS TO CALCULATE THE FULL COST OF EACH PROGRAM.
3. ESTABLISH A COST RECOVERY PERCENTAGE, THROUGH CITY POLICY, FOR EACH PROGRAM OR PROGRAM TYPE BASED ON THE OUTCOMES OF THE PREVIOUS TWO STEPS, AND ADJUST PROGRAM PRICES ACCORDINGLY.

## UNDERSTANDING THE FULL COST OF SERVICE

A Cost of Service Analysis should be conducted on each program, or program type, that accurately calculates direct (i.e., program-specific) and indirect (i.e., comprehensive, including administrative overhead) costs. Figure 4.11 illustrates the common types of costs that must be accounted for in a Cost of Service Analysis.

The methodology for determining the total Cost of Service involves calculating the total cost for the activity, program, or service, then calculating the total revenue earned for that activity. Costs (and revenue) can also be derived on a per unit basis (shown right)

## PER UNIT BASIS

**PROGRAM OR ACTIVITY UNITS MAY INCLUDE:**

- Number of participants
- Number of tasks performed
- Number of consumable units
- Number of service calls
- Number of events
- Required time for offering program/service.

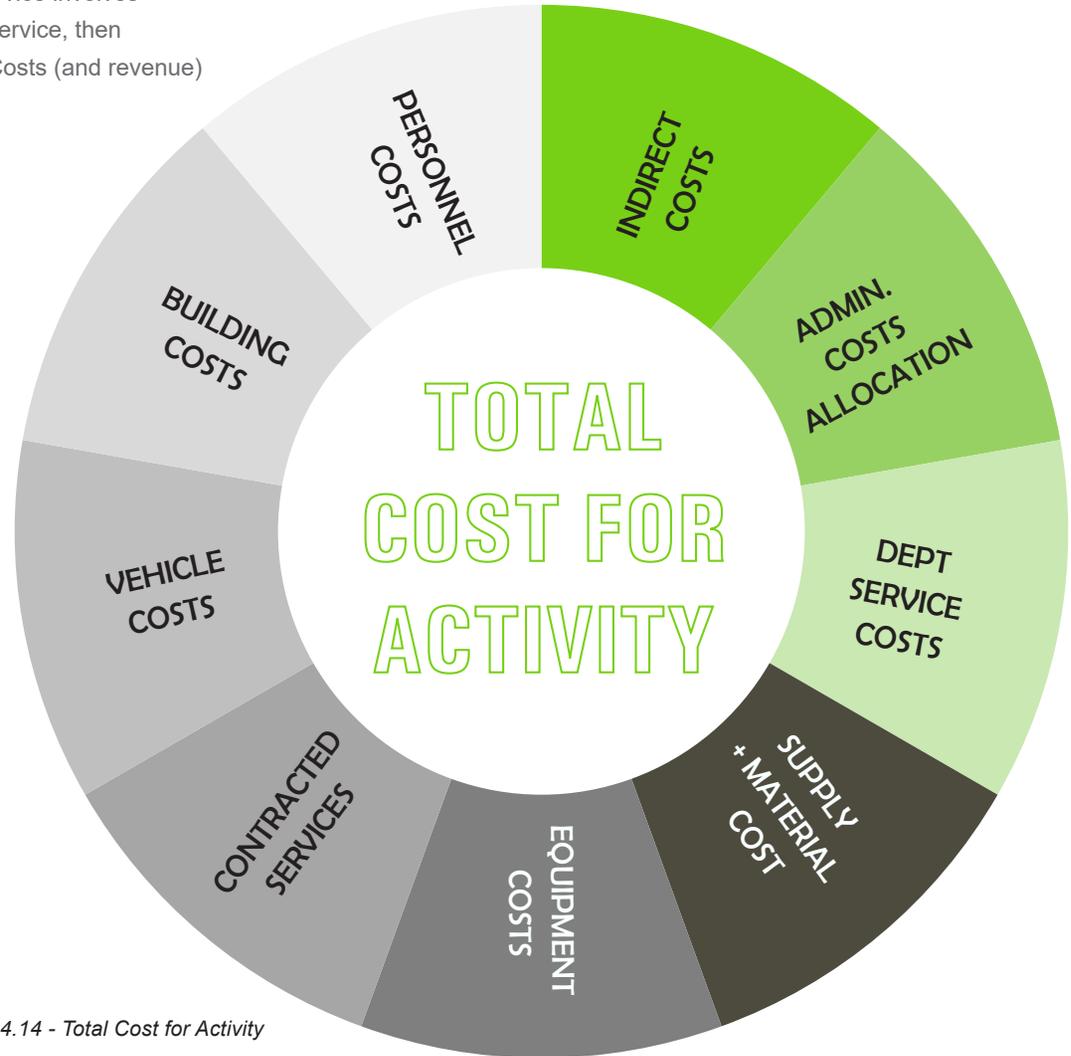


Table 4.14 - Total Cost for Activity

## CURRENT COST RECOVERY

Table 4.15 shows current cost recovery goals for those core program areas that have a goal in place.

Cost recovery goals for each program are established in accordance with their classification (i.e., Essential, Important, or Value-Added). Setting, tracking, and reaching cost recovery goals for every program will help the City justify program expense and make a case for additional offerings in the future.

## COST RECOVERY BEST PRACTICE

Cost recovery targets should reflect the degree to which a program provides a public versus private good. Programs providing public benefits (i.e. Essential programs) should be subsidized more by the City; programs providing private benefits (i.e., Value-Added programs)

should seek to recover costs and/or generate revenue for other services. To help plan and implement cost recovery policies, the consulting team has developed the following definitions to help classify specific programs within program areas.

Programs in the Essential category are critical to achieving the departmental mission and providing community-wide benefits and, therefore, generally receive priority for tax-dollar subsidization. Programs falling into the Important or Value-Added classifications generally represent programs that receive lower priority for subsidization. Important programs contribute to the organizational mission but are not essential to it; therefore, cost recovery for these programs should be high (i.e., at least 80% overall). Value Added programs are not critical to the mission and should be prevented from drawing upon limited public funding, so overall cost recovery for these programs should be near or in excess of 100%.

	ESSENTIAL PROGRAMS	IMPORTANT PROGRAMS	VALUE-ADDED PROGRAMS
DESCRIPTION	<ul style="list-style-type: none"> <li>Part of the organizational mission</li> <li>Serves a majority of the community</li> <li>“We must offer this program”</li> </ul>	<ul style="list-style-type: none"> <li>Important to the community</li> <li>Serves large portions of the community</li> <li>“We should offer this program”</li> </ul>	<ul style="list-style-type: none"> <li>Enhanced community offerings</li> <li>Serves niche groups</li> <li>“It is nice to offer this program”</li> </ul>
DESIRED COST RECOVERY	None to Moderate	Moderate	High to Complete
DESIRED SUBSIDY	High to Complete	Moderate	Little to None

Table 4.15 - Current Cost Recovery Goals

## PRICING

The pricing of programs should be established based on the Cost of Service Analysis, overlaid onto programs areas or specific events, and strategically adjusted according to market factors and/or policy goals.

Overall, the degree to which pricing strategies are used currently is fairly robust, while current pricing tactics include age, family/household status, resident/nonresident rates, weekday/weekend rates, prime/non-prime time rates, group discounts, competitor benchmarks or market rates, cost recovery goals, and ability to pay.

The consulting team recommends that all core program areas use cost recovery goals as a factor in determining pricing. Staff should continue to monitor the effectiveness of the various pricing strategies they employ and make adjustments as necessary within the policy frameworks that guide the overall pricing philosophies.

	Age Segment	Family / Household Status	Residency	Weekday / Weekend	Prime / Non-Prime Time	Group Discounts	By Location	By Competition (Market Rate)	By Cost Recovery Goals	By Customer's Ability to Pay
Core Program Area	Different prices offered for different ages	Different prices offered for family / household groups	Different prices for resident vs non-resident	Different prices for different days of the week	Different prices for different times of the day	Different prices for groups	Different prices at different locations	Competitors' prices influence your price	Dept. cost recovery goals influence your price	Scholarships, subsidies, discounted rates offered for low-income
Youth Programs	x		x							x
Youth Sports	x		x							x
Adult Programs			x							
Adult Sports								x	x	
Older Adult Programs										x
Special Events		x								
Seasonal	x	x		x	x			x	x	x
Winter									FREE	
Ice Center	x	x		x	x			x	x	x
Ames Center	x	x		x	x	x		x	x	

Table 4.16 - Pricing Strategies

## PROGRAM STRATEGY RECOMMENDATIONS

The City’s program staff should continue to evaluate programs on both individual merit as well as the program mix as a whole. This can be completed at one time on an annual basis, or in batches at key seasonal points of the year, as long as each program is checked once per year. The following tools and strategies can help facilitate this evaluation process:

### 1. MINI BUSINESS PLANS

The planning team recommends that Mini Business Plans (2-3 pages) for each Core Program Area be updated on a yearly basis. These plans should evaluate the Core Program Area based on meeting the outcomes desired for participants, cost recovery, percentage of the market and business controls, cost of service, pricing strategy for the next year, and marketing strategies that are to be implemented. If developed regularly and consistently, they can be effective tools for budget construction and justification processes in addition to marketing and communication tools.

### 2. PROGRAM EVALUATION CYCLE

Using the Age Segment and Lifecycle analysis, and other established criteria, program staff should evaluate programs on an annual basis to determine program mix. This can be incorporated into the Mini Business Plan process. A diagram of the program evaluation cycle is shown above.

## PROGRAM EVALUATION CYCLE:

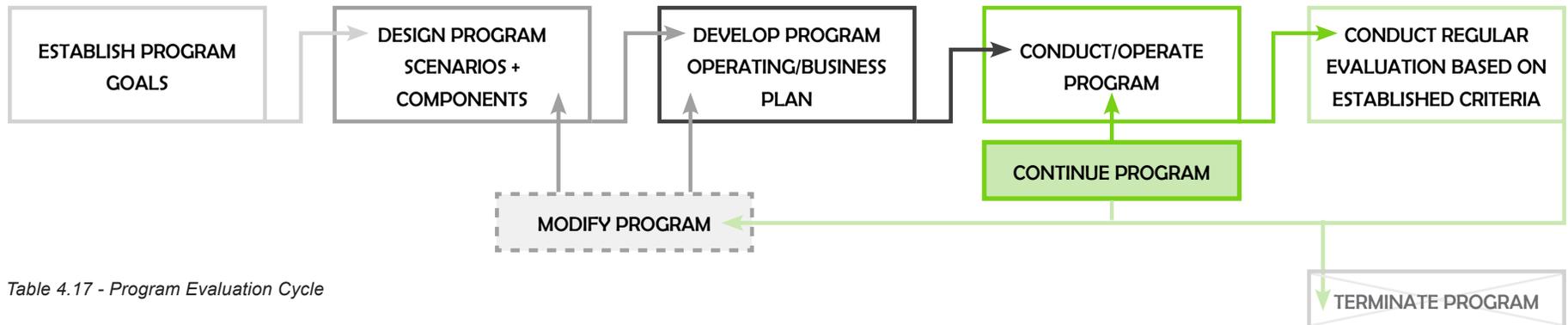


Table 4.17 - Program Evaluation Cycle

**3. PROGRAM DECISION-MAKING MATRIX**

When developing program plans and strategies, it is useful to consider all of the Core Program Area and individual program analysis discussed in this Program Assessment. Lifecycle, Age Segment, Classification, and Cost Recovery Goals should all be tracked, and this information along with the latest demographic trends and community input should be factors that lead to program decision-making. A simple, easy-to-use tool similar to the table above will help compare programs and prioritize resources using multiple data points, rather than relying solely on cost recovery. In addition, this analysis will help staff make an informed, objective case to the public when a program in decline, but beloved by a few, is retired.

PROGRAM	CORE PROGRAM AREA	AGE SEGMENT	LIFECYCLE	CLASSIFICATION	COST RECOVERY	OTHER FACTORS

Table 4.18 - Example - Program Decision- Making Matrix

# MARKETING + PROMOTION ASSESSMENT

## CURRENT RECREATION MARKETING AND PROMOTION

Effective communication strategies require striking an appropriate balance between the content with the volume of messaging while utilizing the “right” methods of delivery. The City has several areas of focus that could be addressed in communications. There needs to be a reliance upon multiple types of media to deliver those messages. Similarly, the community must perceive the interconnectedness of the whole messaging process. It is recommended that the City develop a strategic marketing plan specifically for parks, recreation, and events that compliment the City’s marketing strategy.

The City of Burnsville currently communicates with residents through the use of media such as seasonal program guides (print and online), the City website, fliers and brochures, email lists, signage, and verbal communication with staff, advertisements and public service announcements, and through social media such as Facebook.

A strategic marketing plan should address the following:

- Target audiences/markets identification
- Key messages for each target market
- Communication channels/media for each target market
- Graphic identity and use protocols
- Style handbook for all marketing material
- Social media strategies and tactics
- Communication schedule
- Marketing roles and responsibilities
- Staffing requirements

The strategic marketing plan for the City’s parks, recreation, programs, services, and events should integrate with and complement the City of Burnsville marketing plan. An effective marketing plan must build upon and integrate with supporting plans, such as this master plan, and directly coordinate with organization priorities. The plan will also provide specific guidance as to how the City’s identity and brand is to be consistently portrayed across the multiple methods and deliverables used for communication.

## MARKETING AND PROMOTION RECOMMENDATIONS

- Develop a strategic marketing plan specifically for the City’s parks, recreation, and events.
- Assign one staff member as a point person to coordinate marketing efforts; incorporate this into the job description or consider hiring a part-time marketing coordinator.
- Establish priority segments to target in terms of new program/ service development and communication tactics.
- Build volunteerism to serve marketing and communication efforts. Recruit new volunteers with new skills as the marketing program grows.
- Establish and review regularly performance measures for marketing; performance measures can be tracked through increased use of customer surveys as well as some web-based metrics.
- Enhance relationships with partners that can leverage marketing efforts through cross-promotion.

# VOLUNTEER + PARTNERSHIP MANAGEMENT ASSESSMENT

## VOLUNTEER AND PARTNERSHIP MANAGEMENT

Today's realities require most public park and recreation departments to seek productive and meaningful partnerships with both community organizations and individuals to deliver quality and seamless services to their residents. These relationships are mutually beneficial to each party and helps to meet overall community needs and expand the positive impact of the agency's mission. Effective partnerships and meaningful volunteerism are key strategy areas that the City currently utilizes to meet the needs of the community.

## CURRENT VOLUNTEER MANAGEMENT

Volunteers contribute thousands of hours of time to the City of Burnsville each year and are utilized in almost every department. Both the Parks and Natural Resources Departments rely on volunteers in many positions including; Buckthorn Removal, Park Pet Patrol, Adopt-a-Park, Blue Bird Nest Monitor, Breeding Bird Surveyor, Storm Drain Stenciling, Junior Golf League Leaders, Wetland Health Evaluation Program and Natural Resources on-call volunteers. The Recreation Department currently has Special Event, Pickleball, Document Imaging, and Kids of Summer Junior Leader volunteers

The City volunteer program has been established for over 14 years and the program and the benefit that the volunteers bring to the city is wide spread. Volunteers not only allow the City to accomplish tasks and projects that complement and enhance city programs and service, they also serve as the advocates for the City and its offerings. City staff tracks volunteer hours to show the value of volunteers and in budget discussions to show how well the City is able to leverage limited resources. Engaged volunteers help to build community ownership and pride in the recreation programs and facilities the City of Burnsville provides.

## BEST PRACTICES IN VOLUNTEER MANAGEMENT

To continue to build on the program, some best practices for the City in managing volunteers includes:

- Involve volunteers in cross-training to expose them to various departmental functions and increase their skill. This increases their utility, allowing for more flexibility in making work assignments, and increases appreciation and understanding of the City.
- Continue Volunteer Coordinator position (a designated program staff member with volunteer management responsibility). This ensures consistent management practices and adherence to City vision, policies and procedures.
- Reward and recognize volunteers. The consultant team recommends using tactics similar to those found in frequent flier programs, wherein volunteers can use their volunteer hours to obtain early registration at programs, or discounted pricing at certain programs, rentals or events, or any other City function.
- Continue to regularly update volunteer position descriptions. Include an overview of the volunteer position lifecycle in the Volunteer Guidelines and end-of-lifecycle process steps to the to ensure that there is formal documentation of resignation or termination of volunteers.
- Annually track the number of volunteers and volunteer hours, and categorize and track volunteerism by type and extent of work, such as:
  - Regular volunteers: Those volunteers whose work is considered to be continuous, provided their work performance is satisfactory and there is a continuing need for their services.
  - Special event volunteers: Volunteers who help with a particular event with no expectation that they will return after the event is complete.
  - Episodic volunteers: Volunteers who help with a particular project type on a recurring or irregular basis with no expectation that they will return for other duties.

- Volunteer interns: Volunteers who have committed to work for the agency to fulfill a specific higher-level educational learning requirement.
- Community service volunteers: Volunteers who are volunteering over a specified period of time to fulfill a community service requirement.
- Encourage employees to volunteer themselves in the community. Exposure of staff to the community in different roles (including those not related to parks and recreation) will raise awareness of the agency and its volunteer program. It also helps staff understand the role and expectations of a volunteer if they can experience it for themselves.

## RECREATION PROGRAM PARTNERSHIPS

The Department recognizes the importance of working with community partners to ensure the success of programs and park enhancements. To that end, the Parks, Recreation and Facilities Department is currently working with several different types of partners throughout the community.

Civic organizations such as the Lions Club, the Rotary Clubs, and the Burnsville Foundation have played significant roles in redeveloping parks, providing ongoing support for programs and they have contributed to events as well as the beautification of parks.

Partnerships with public entities such as school district 191 and the Minnesota Valley YMCA have contributed to the on-going development of the Burnsville Youth Collaborative, the GARAGE and seasonal staff training.

Local business partners, like Zombie Board Shop and 3rd Lair have provided professional lessons and equipment for skate board programs. Businesses, like Buck Hill, have allowed access to their facilities and staff for the City's Adventure Run and Fire Fly Credit Union has supported the third grade essay contest, both events during I Love Burnsville Week. Additionally, New Spaces has taken on the full administration of the Sunday evening concert series at Nicollet Commons Park.

The City's partnership opportunities are and have been ever changing. As the City continues to adjust programs to accommodate the needs of the community, staff should continue to be mindful of the new partnership opportunities that may also be available.

### BEST PRACTICE FOR PARTNERSHIPS

- Each partner will meet with or report to City staff on a regular basis to plan and share activity-based costs and equity invested.
- Partners will establish measurable outcomes and work through key issues to focus on meeting the desired outcomes.
- Each partner will focus on meeting a balance of equity agreed to and track investment costs accordingly.
- Measurable outcomes will be reviewed regularly with each partner, with adjustments made as needed.
- A working partnership agreement will be developed and monitored together on a quarterly or as-needed basis.

### RECOMMENDATIONS FOR PUBLIC/ PRIVATE PARTNERSHIPS

The recommended practices for public/private partnerships that may include businesses, private groups, private associations, or individuals who desire to make a profit from use of City facilities or programs are detailed below. These can also apply to partnerships where a private party wishes to develop a facility on park property, to provide a service on publicly-owned property, or who has a contract with the agency to provide a task or service on the agency's behalf at public facilities. These unique partnership principles are as follows:

Upon entering into an agreement with a private business, group, association or individual, City staff and political leadership must recognize that they must allow the private entity to meet their financial objectives within reasonable parameters that protect the mission, goals and integrity of the City.

As an outcome of the partnership, the City of Burnsville must receive a designated fee that may include a percentage of gross revenue dollars less sales tax on a regular basis, as outlined in the contract agreement.

The working agreement of the partnership must establish a set of measurable outcomes to be achieved, as well as the tracking method of how those outcomes will be monitored by the agency. The outcomes will include standards of quality, financial reports, customer satisfaction, payments to the agency, and overall coordination with the City for the services rendered.

Depending on the level of investment made by the private contractor, the partnership agreement can be limited to months, a year or multiple years.

If applicable, the private contractor will provide a working management plan annually they will follow to ensure the outcomes desired by the City. The management plan can and will be negotiated, if necessary. Monitoring of the management plan will be the responsibility of both partners. The agency must allow the contractor to operate freely in their best interest, as long as the outcomes are achieved and the terms of the partnership agreement are adhered to.

The private contractor cannot lobby agency advisory or governing boards for renewal of a contract. Any such action will be cause for termination. All negotiations must be with the Parks, Recreation, and Facilities Director or their designee.

The agency has the right to advertise for private contracted partnership services, or negotiate on an individual basis with a bid process based on the professional level of the service to be provided.

If conflicts arise between both partners, the highest-ranking officers from both sides will try to resolve the issue before going to each partner's legal counsels. If none can be achieved, the partnership shall be dissolved.

## PARTNERSHIP OPPORTUNITIES

These recommendations are an overview of existing partnership opportunities available to the City of Burnsville, as well as a suggested approach to organizing partnership pursuits. This is not an exhaustive list of all potential partnerships that can be developed, but can be used as a tool of reference for the agency to develop its own priorities in partnership development. The following five areas of focus are recommended:

- **Operational Partners:** Other entities and organizations that can support the efforts of the City to maintain facilities and assets, promote amenities and park usage, support site needs, provide programs and events, and/or maintain the integrity of natural/cultural resources through in-kind labor, equipment, or materials.
- **Vendor Partners:** Service providers and/or contractors that can gain brand association and notoriety as a preferred vendor or supporter of the City Parks in exchange for reduced rates, services, or some other agreed upon benefit.
- **Service Partners:** Nonprofit organizations and/or friends groups that support the efforts of the agency to provide programs and events, and/or serve specific constituents in the community collaboratively.
- **Co-Branding Partners:** Private, for-profit organizations that can gain brand association and notoriety as a supporter of the City in exchange for sponsorship or co-branded programs, events, marketing and promotional campaigns, and/or advertising opportunities.
- **Resource Development Partners:** A private, nonprofit organization with the primary purpose to leverage private sector resources, grants, other public funding opportunities, and resources from individuals and groups within the community to support the goals and objectives of the agency on mutually agreed strategic initiatives.

## VOLUNTEER AND PARTNERSHIP RECOMMENDATIONS

The planning team recommends the following regarding volunteers and partnerships:

### CONTINUE TO BUILD AND GROW COMMUNITY SPONSORSHIPS AND CURRENT VOLUNTEER PROGRAM

- Following the best practices listed in the previous section, continue to build on the volunteer and partner guidelines and agreements that are tailored to the different types of volunteers and partnerships the City encounters. Review the guidelines on an annual basis to ensure the information is current.
- Expand the use of volunteers in the Recreation Department and at Special Events.
- Continue to utilize a database that tracks all volunteers, volunteer hours, partners, and partner resources leveraged (dollar value of partnering, if possible).



Fig. 4.19 - Rocking Lunch Hour



Fig. 4.20 - International Festival Performance

## SYSTEMS ANALYSIS SUMMARY

Burnsville's park system compares well with national standards, and when compared to benchmark cities. The L.O.S. shows the city meeting the national standards, but some levels could be interpreted as needing improvement if compared to nearby market cities. For example, currently, the City provides .75 miles/1,000 residents of paved trails and .18 miles/1,000 residents of unpaved trails. There are currently over 1700 acres of parkland and natural areas including trails ball diamonds, basketball courts, tennis courts, playgrounds, rectangular fields, warming houses, sand volleyball courts, a golf course, archery site, beach, and gardens. The consultant team recommends a combined total of at least 1.56 miles/1,000, with a recommended standard of 1.25miles/1,000 for paved and .31 miles/1,000 for unpaved trails in order stay competitive with surrounding communities and fully tie in to the Dakota County Trail System as it develops. To achieve this standard, an increase in paved and unpaved trails is required. Focusing on the quality and safety of connections between existing trails, and across arterials should be a priority to help internally connect neighborhoods. Soft trails are a major asset of Burnsville and the city is in an excellent geographic position to build on this resource and further establish themselves as a Twin Cities hub for mountain biking.

As it is now, core program areas can be broken into two major categories: Programs and Events, and Amenities and Services. These existing core program areas provide a generally well-rounded spectrum of programs that serve the community at present, but may not address the projected demographics. Based upon the analysis of the consulting team, it is recommended that City staff continue to regularly (annually) evaluate core program areas and as the population ages, the program mix should be reviewed to reflect evolving demographics and trends within the local community.

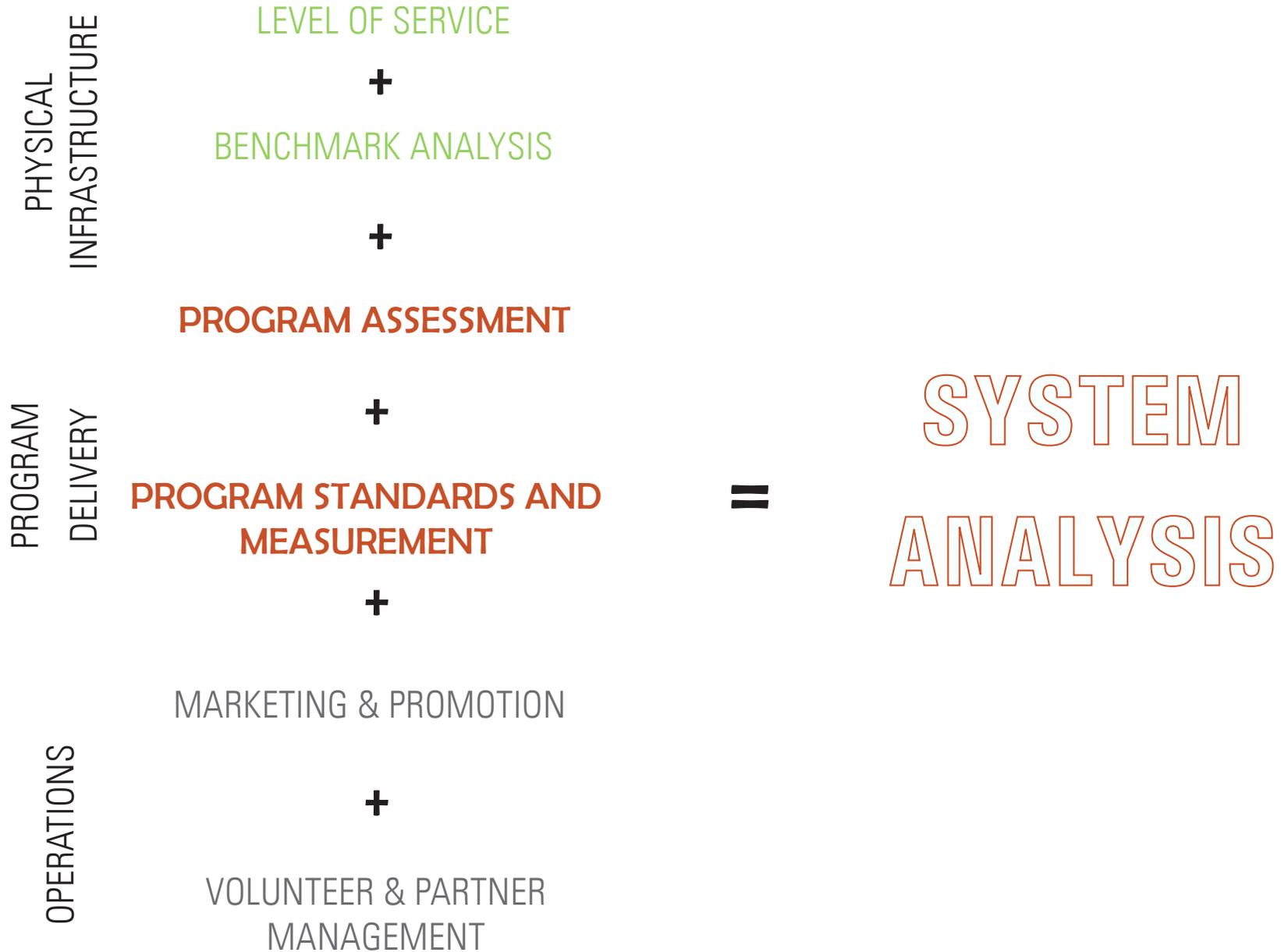
Based on the Program Lifecycle Analysis, there is a lack of new programs being regularly introduced to the community. This is important because it ensures that there is innovation in the programs

available instead of allowing existing programs to become stagnant or oversaturated. Therefore, the consultant team recommends that City staff should regularly complete a Program Lifecycle Analysis(annually) to track participation growth, customer retention, and the percentage of new programs being created. Managing the core program areas in order to reflect recreation trends and changing demographics is imperative to the continued growth of the Park System Plan.

Burnsville already boasts a robust volunteer program, especially in natural resource areas to fight invasive species. This provides an invaluable service to the city and builds community identity and pride. Burnsville should continue to foster this volunteer base and expand to recreation as allowable to create more family opportunities and tourism related events.



Fig. 4.21 - Ice Arena



# 05

## Frameworks Plan

THE FRAMEWORK PLAN WILL BE A HIGH-LEVEL PLANNING TOOL TO COORDINATE, GUIDE AND INFORM THE PREPARATION AND CONSIDERATION OF FUTURE, MORE DETAILED PARK SYSTEM IMPROVEMENTS. A KEY AIM OF THIS PLANNING IS TO HELP THE CITY FULFILL THEIR MISSION OF “ENHANCING OUR COMMUNITY THROUGH PEOPLE, PARKS, PROGRAMS, AND FACILITIES”.





Fig. 5.1 - Lion's Playground and Splash Pad at Cliff Fen, Photo Credit: Annette Krohn

**THIS CHAPTER DEFINES THE RECOMMENDED IMPROVEMENT AREAS AND GOALS FOR THE NEXT 15 YEARS, INCLUDING A REVIEW OF THE CURRENT CIP.**

The City's existing Parks System Master Plan was developed in the year 2000. The purpose of this plan is to develop an updated Parks and Recreation Master Plan that will be a practical tool to guide the park system's future development and redevelopment efforts. The Plan will help our community prioritize programs and projects as future decisions are made about how to utilize our limited resources.

The following frameworks plan outlines key improvement areas that guide and inform the City of more detailed Park System improvements.

# IMPROVEMENT AREAS

HIGH QUALITY NATURAL AREAS

BURNSVILLE TRAIL CENTERS + CONNECTIONS

BASIC PARK SERVICES

ATHLETIC FIELDS + OPEN SPACE

PLAY + AQUATICS

COURT SPORTS + FITNESS

COMMUNITY FACILITIES

PROGRAMMING + DEMOGRAPHICS

REVENUE GENERATION

COMMUNICATIONS

# HIGH QUALITY NATURAL AREAS RECOMMENDATIONS

## 1. MAINTAIN HIGH QUALITY NATURAL AREAS

### STRATEGIES

- Continue and expand volunteer opportunities for Maintenance of natural areas (i.e. continue successful Buckthorn removal).
- Provide on-site stormwater treatment (i.e. raingardens, bioswales).
- Improve water quality of many city ponds/lakes (i.e. Alimagnet lake, Sunset pond).

## 2. INCREASE RESIDENT USE OF NATURAL AREAS

### STRATEGIES

- Work with Communications/ marketing staff to provide education to residents on the value of natural resource areas, and what amenities are available in these areas. Translate materials.
- Increase trail usage by allowing and encouraging multi-use trails (i.e. biking, hiking, skiing) where safe.
- Increase programming and activities at natural park areas, with focus on senior and youth programming.
- Include nature-based amenities near trailheads and natural park entries to welcome families (i.e. nature playground at Terrace Oaks West).
- Improve safety and visibility in areas with selective brush clearing and pruning near trail heads and intersections (i.e. Knob Hill south path into park).
- Provide more educational/interpretive signage and mobile application opportunities. Make information accessible in multiple languages to educate new residents from cultures that have historically different views of nature. Help all residents understand the value of these natural areas.

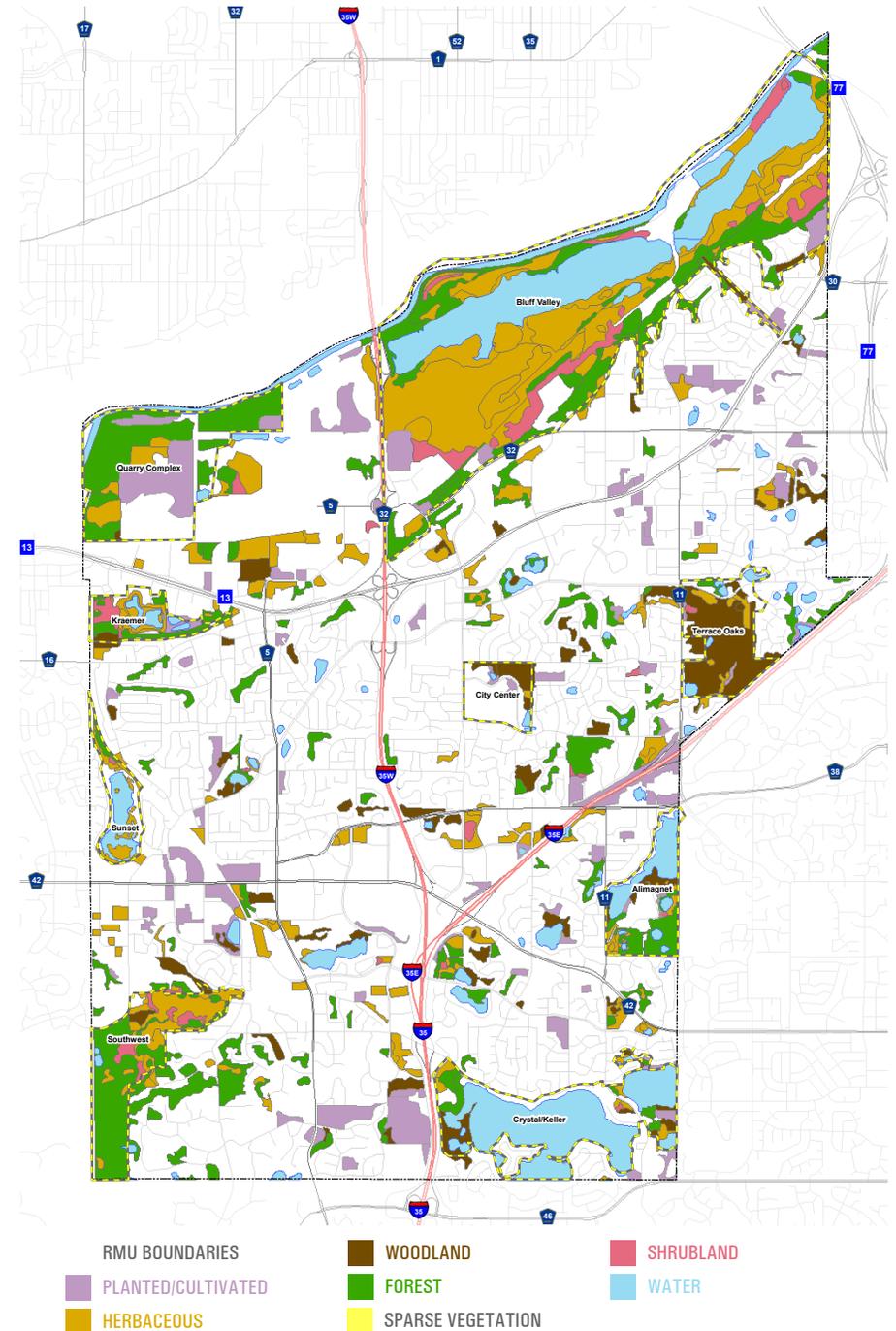


Fig. 5.2 - Natural Resource Management Units and high quality areas

# BURNSVILLE TRAIL CENTERS + CONNECTIONS

## RECOMMENDATIONS

### 1. PROVIDE CONNECTIONS TO EXISTING AND PROPOSED TRAILS

#### STRATEGIES

- Continue to improve connections to Community Parks.
- Develop paved and natural surface trails where feasible and connect to the Regional park trail networks.
- Emphasize connections to the river and neighboring regional parks and trail systems (i.e. Dakota County Trails).
- Develop a Natural Trail Surface Master Plan, or include a significant section devoted to Natural Surface Trails in an overall Trails Master Plan. This will help determine the right mixture and balance of natural surface trails in the City and how to get the most out of them. These trails can be one of the best cost benefit amenities in a park system.

### 2. FOSTER GROWING MOUNTAIN BIKE RIDERSHIP

#### STRATEGIES

- Burnsville is situated between two of the most popular mountain bike trails in the Twin Cities: Lebanon Hills and Murphy-Hanrehan. The City should capitalize on this by developing additional mountain bike facilities to support growing ridership throughout the Twin Cities and State.
- Consider developing multi-use or mountain bike trails
- Develop skills areas as a valuable feature, especially geared toward kids and beginners. These beginner focused facilities are lacking in the Twin Cities area, have a smaller footprint and can

easily fit into existing parks. These facilities could focus on kids and could be located at existing or proposed trailheads such as those at Terrace Oaks East, Cliff Fen Park, etc..

- Groom fat tire trails in winter to attract riders

### 3. ENCOURAGE NEW AND INFREQUENT USERS

#### STRATEGIES

- Provide signage and wayfinding for all trails, navigation to parks and city landmarks, and inner trail wayfinding (notably the natural surface trails) and distance markings to encourage fitness use. Signage should be translated to other popular languages such as Spanish and Somali.
- Make sure popular and high traffic trails are adequately lit for winter and fall evening use (i.e. lighting at Sunset Pond).



Fig. 5.3 - Park Wayfinding + Signage



Fig. 5.4 - Adventure Run at Buck Hill

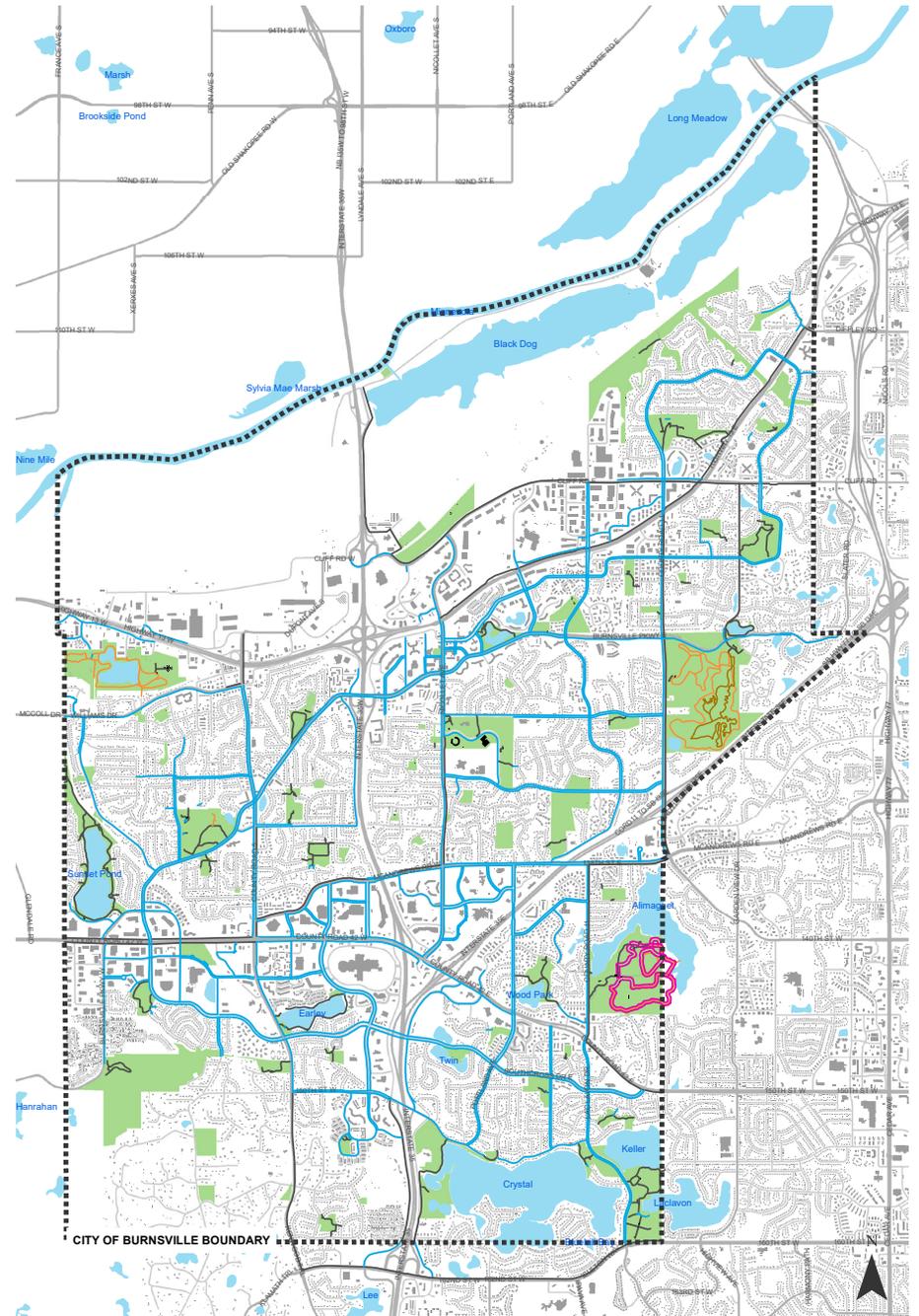
- Provide rentals near and around trail centers including Heart of the City.
- Promote events in the park system that could cross-promote with other metro area events.
- Provide more bike racks and bike-fix-it stations at key locations.
- Host alternative sport events, such as alternative triathlons or mud run/ races - work with Buck Hill to create a series of tough mudder races in Burnsville.



Fig. 5.5 - Regional Trail



Fig. 5.6 - Snowshoeing in Winter



**TRAILS**    — CONCRETE/ASPHALT    — GRAVEL/DIRT    — X COUNTRY

# BASIC PARK SERVICES

## RECOMMENDATIONS

### 1. CONTINUE TO ADDRESS ADA ACCESSIBILITY+ SAFE SPACES

#### STRATEGIES

- Address safety/tripping hazards at Nicollet Commons Park (rocks, drains, etc) – whole connection between senior center.
- Continue making improvements outlined in the 2013 ADA Plan.
- Benches should be added along trails and in parks, especially near aging population centers (i.e. around the Senior Center).

### 2. ADDRESS CULTURAL ISSUES, WHERE FEASIBLE, TO MAKE EVERYONE FEEL WELCOME

#### STRATEGIES

- Provide restrooms with running water at highly used parks including Cliff Fen Park and Nicollet Commons Park. It's important to have sanitary restroom facilities to be inclusive of religious and cultural groups, along with mothers with small children.
- Provide adequate benches and shade near playgrounds for parents/ grandparents to watch kids.
- Provide year-round portable restrooms near athletic fields and popular walking paths.

### 3. REDUCE LITTER IN PARKS

#### STRATEGIES

- Start a recycling program in Burnsville Parks, include recycling receptacles wherever trash receptacles are located within parks and public spaces.
- Leave receptacles out throughout the winter months.

- Clearly differentiate the recycling containers from the trash and ensure containers include educational material directly on them (i.e. what can be recycled, what is trash).
- Check out grant opportunities from the Minnesota Pollution Control Agency, and the E.P.A. (Environmental Protection Agency).
- Look into the feasibility of including organics in the waste management practices.

### 4. EDUCATE DOG OWNERS

#### STRATEGIES

- Provide dog waste stations along trails and include education signage regarding dog waste and leash laws (This is a problem at many parks including Sunset Pond).
- Enforce leash laws and dog waste laws.

### 5. PROVIDE LARGER PICNIC TABLES AND SHELTERS

#### STRATEGIES

- Large families and groups are more commonly using picnic table and shelters and there should be more facilities to accommodate large groups.
- Add picnic tables and shelters to Lac Lavon.

### 6. DRINKING FOUNTAINS

#### STRATEGIES

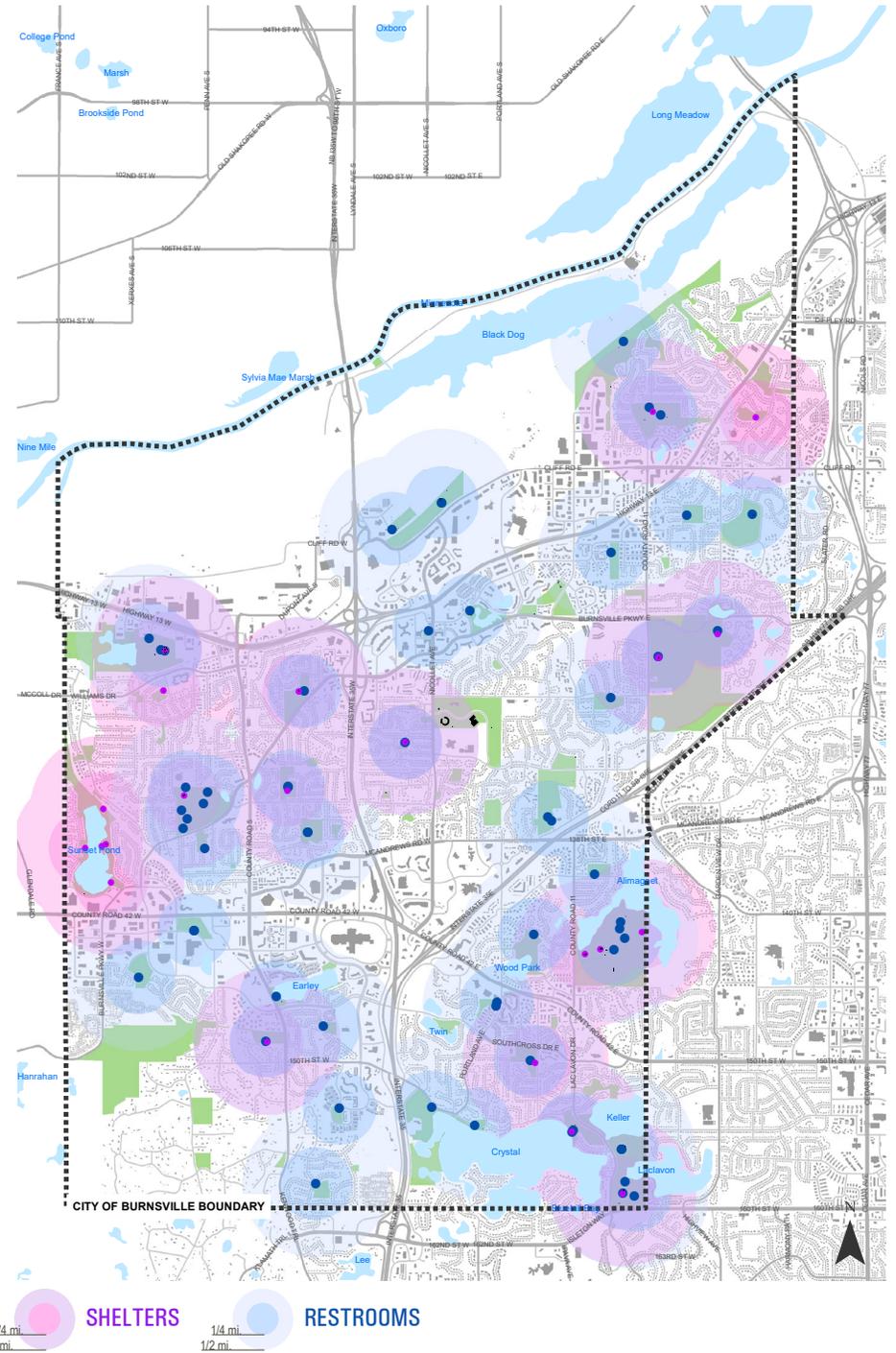
- Provide more drinking fountains and ensure regular maintenance



Fig. 5.7 - Sunset Pond



Fig. 5.8 - Alimagnet Dog Park



# ATHLETIC FIELDS + OPEN SPACE

## RECOMMENDATIONS

### 1. TRANSITION UNDERUTILIZED DIAMOND FIELDS TO RECTANGULAR SPORT FIELDS

#### STRATEGIES

- Focus on Neighborhood Parks – (i.e. where 2 diamonds exist – eliminate 1 and make a larger space for soccer, football, lacrosse).
- Maintain high quality Community park/ diamond facilities that are used to host revenue generating tournaments.

### 2. PROVIDE MORE FIELD SPORT OPPORTUNITIES

#### STRATEGIES

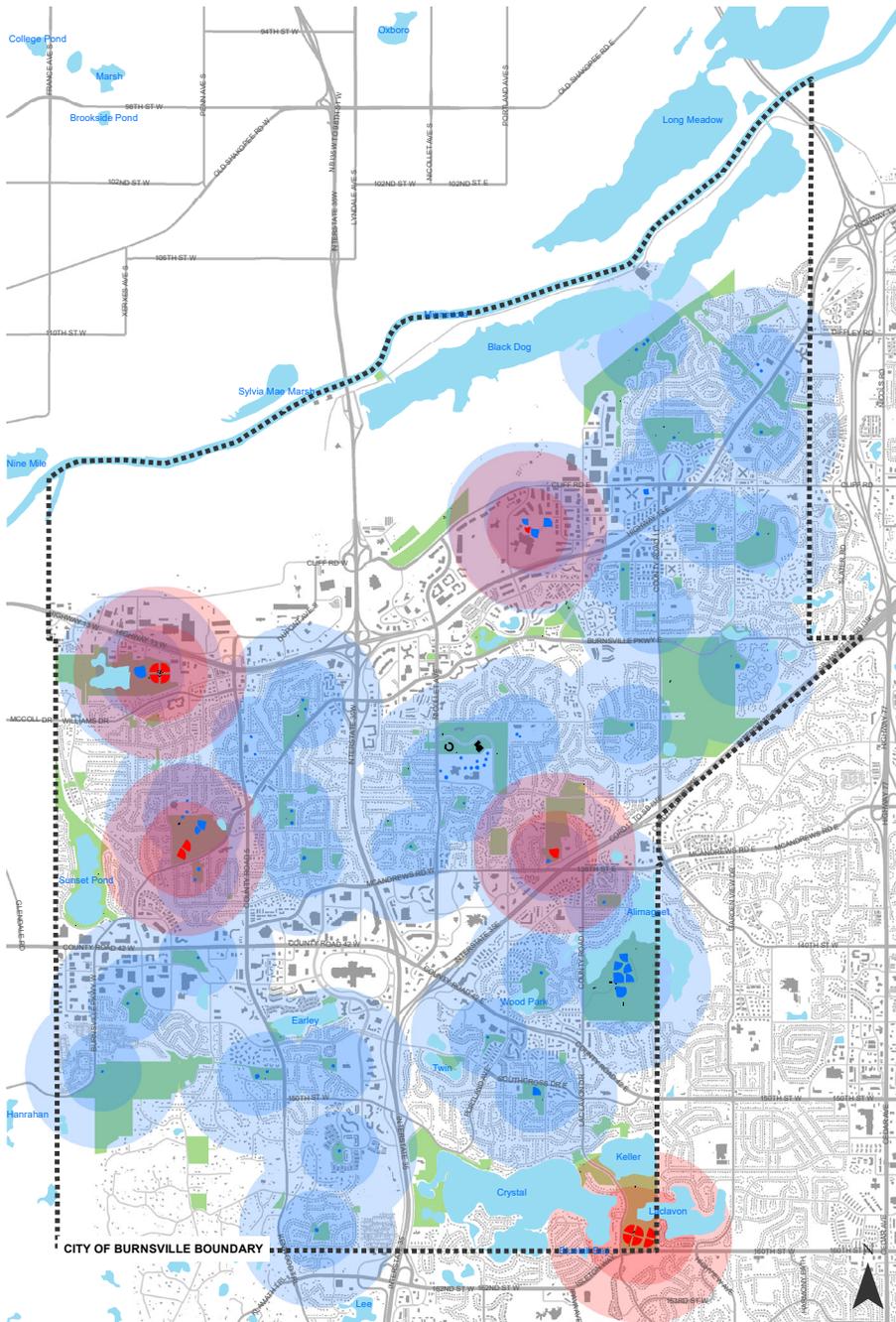
- Create a Lacrosse “Home” at one of the parks with essential elements such as a throwing wall, dedicated field space, and storage rental.
- Look for opportunities to develop a more centralized soccer facility to host larger tournaments. Community events to raise money for programs and bring business to the city.
- Work with ISD191 to utilize all fields within the City limits.
- Develop a centralized database/ scheduling tool to balance and schedule all fields in the City and School District. Maintenance scheduling could also be a part of this system. Allow Parks staff to coordinate and provide more support if needed. Burnsville should have adequate facilities to accommodate various field needs between their fields and the School Districts. Scheduling field time and maintenance could eliminate many of the conflicts.
- Include more non-programmed field time for resident use, especially at neighborhood parks and near high density developments where yard space is not available.
- Look for opportunities to add soccer fields in the future to meet increased usage and to mitigate for the eventual loss of 4 fields at Rose Field (not owned by the City).



Fig. 5.9 - Red Oak Soccer Field

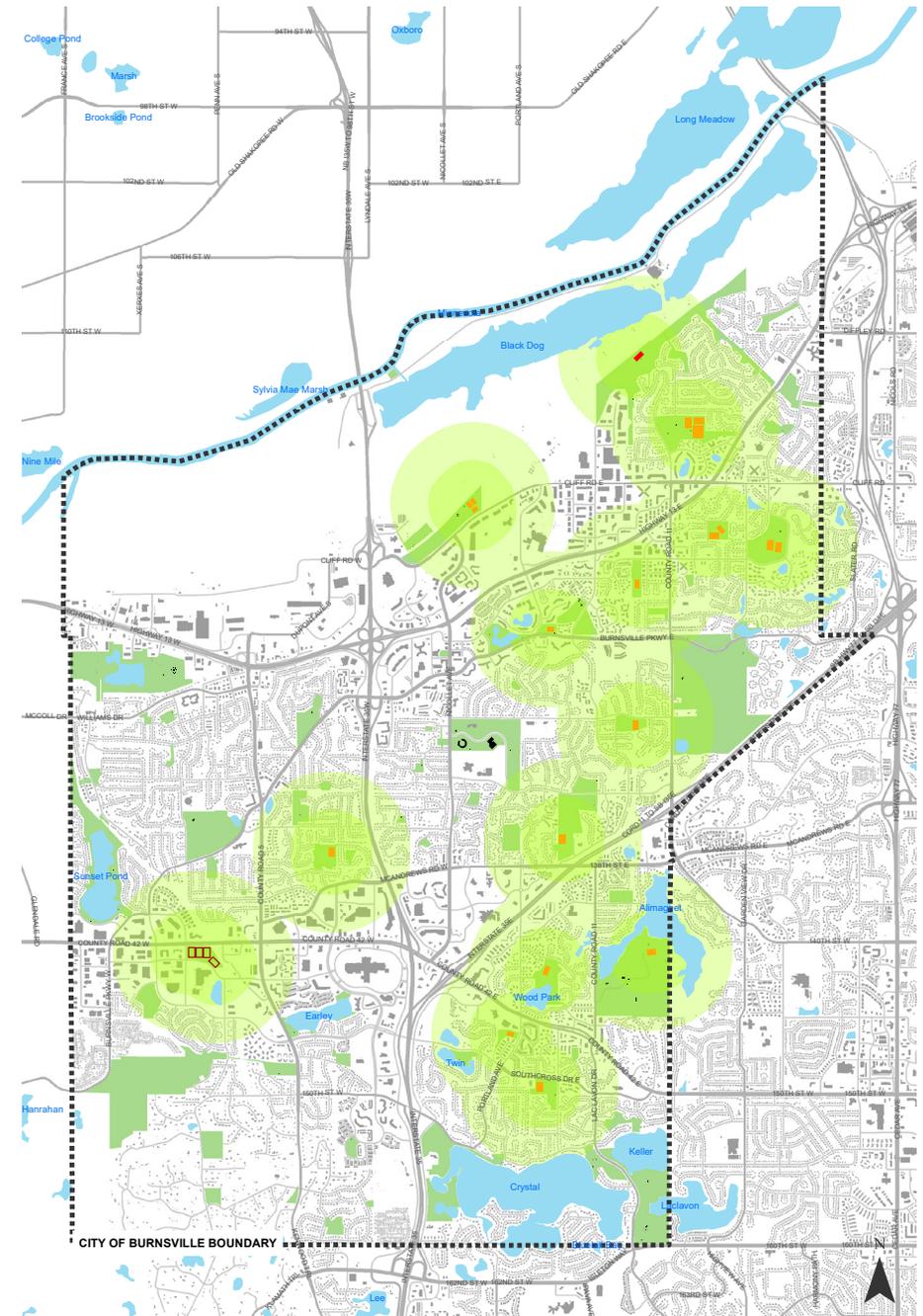


Fig. 5.10 - Diamond at Neill



1/4 mi. 1/2 mi. **BASEBALL DIAMONDS**

1/4 mi. 1/2 mi. **SOFTBALL DIAMONDS**



1/4 mi. 1/2 mi. **MULTI-USE FIELDS**

1/4 mi. 1/2 mi. **SOCCER FIELDS**

# PLAY + AQUATICS

## RECOMMENDATIONS

### 1. DIVERSIFY PLAY TO ACCOMMODATE CHANGING TRENDS & DEMOGRAPHICS

#### STRATEGIES

- Include a ropes and nature-based play feature (i.e. Terrace Oaks West).
- Provide a fully ADA accessible play structure, in a centrally located in a densely populated area.
- Ensure there is playground equipment for all ages, especially the seemingly lacking P-K age group. Also make sure that the two age groups are adequately separated (i.e. Terrace Oaks East).
- Wood chips are undesirable by many and poured in place options should be looked at for certain high-use playgrounds (i.e. Cliff Fen, Sunset Pond).
- Provide options for seating in the shade in areas nearby playgrounds.
- Evaluate the cost benefits of requested park facilities. Explore the use of trial amenities to gauge interest level prior to larger construction projects (i.e. Gaga ball pits at Neill Park).

### 2. IMPROVE THE SPLASH PAD AT CLIFF FEN

#### STRATEGIES

The Splash pad is a favorite feature and is always busy, however there are some improvements that should be made including:

- Include signage (graphic/pictorial) in multiple languages about the control button to activate the splash pad. Some residents perceived it as broken if it wasn't running.
- Pave a larger space around the splash pad to reduce the muddy turf edge.
- Provide more shaded seating around the splash pad for parents/grandparents.

### 3. INCREASE ACCESS TO WATER BODIES

#### STRATEGIES

- Add a boat dock to Crystal Lake Beach so boaters can temporarily dock their boats and use the beach.
- Add more canoe and kayak rentals, especially at Crystal Lake Beach.
- Add additional fishing piers and nodes around all of Burnsville's lakes and ponds. Fishing is a universal activity that crosses ages and cultures. Anecdotally, the City's current fishing docks are very popular.



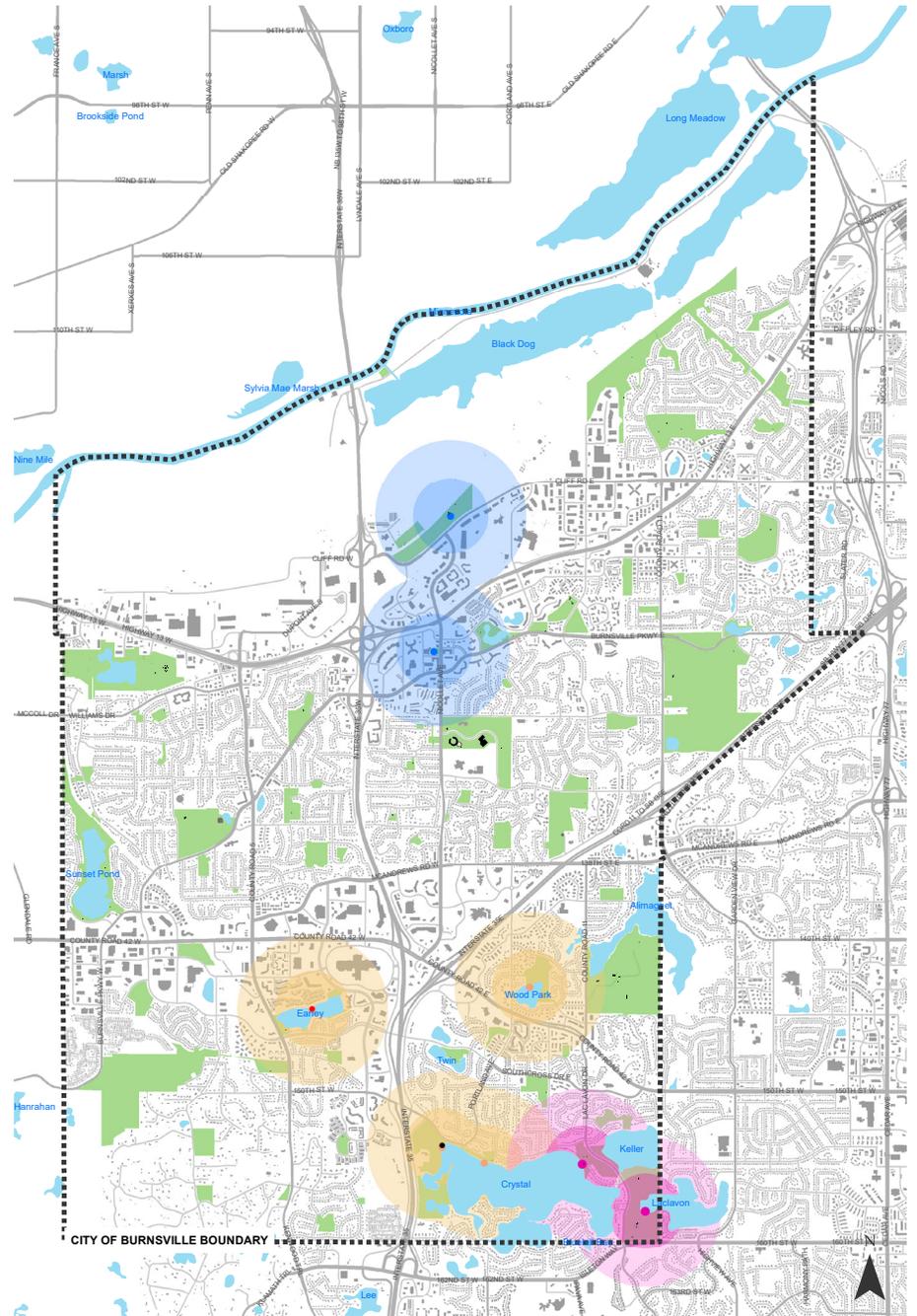
Fig. 5.11 - Heart of the City Water Play



Fig. 5.13 - Splash Pad at Cliff Fen - before improvements



Fig. 5.14 - Crystal Beach



# COURT SPORTS + FITNESS

## RECOMMENDATIONS

### 1. PROVIDE MORE PICKLEBALL OPPORTUNITIES

#### STRATEGIES

- This activity is recommended to take advantage of, and add value to the surplus of tennis courts throughout the city.
- Provide publicly accessible outdoor/ indoor pickleball courts.
- At the current dual-striped pickleball/tennis court, provide a temporary barrier so that balls don't have to be chased by pickleball users.
- Convert 1 tennis court at Red Oak Park into a pickleball-only court.
- Get public feedback on a proposal to convert the 2 north courts at North River Hills to 8 pickleball courts.

### 2. INCREASE BASKETBALL

#### STRATEGIES

- Basketball is the top team sport in the country and its is growing in popularity with the diversifying population, Add additional basketball courts where facilities are overwhelmed (i.e. Neill).
- Include lights that can be set on timers for longer use in the fall and spring.

### 3. PROVIDE FITNESS PARK/EQUIPMENT

#### STRATEGIES

- Provide an adult fitness park which includes light to moderate exercise equipment for the aging adult population.

### 4. FOSTER GROWING YOUTH TENNIS PROGRAM

#### STRATEGIES

- Work with school district to ensure adequate tennis facilities to support the growing youth tennis program in the city.



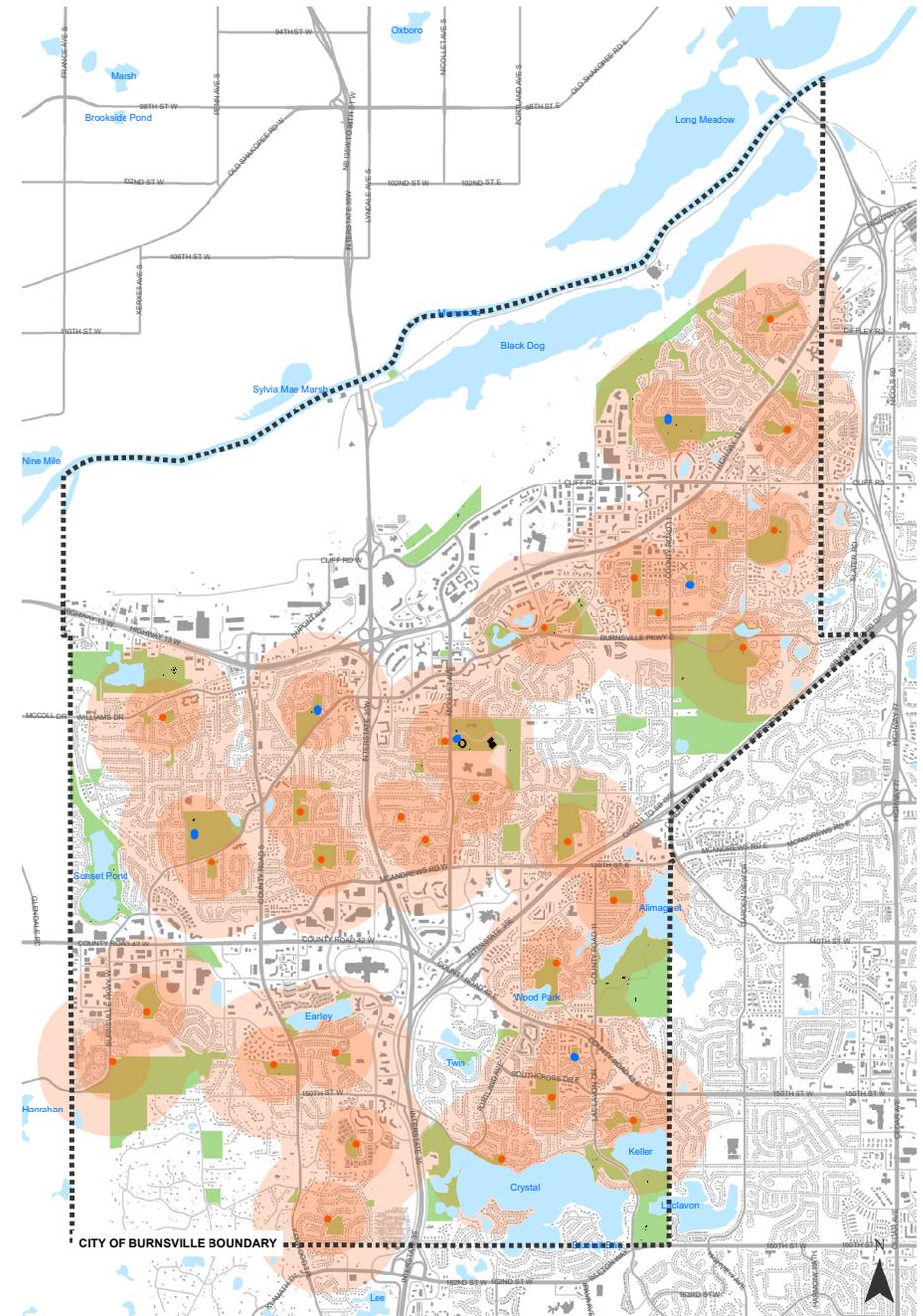
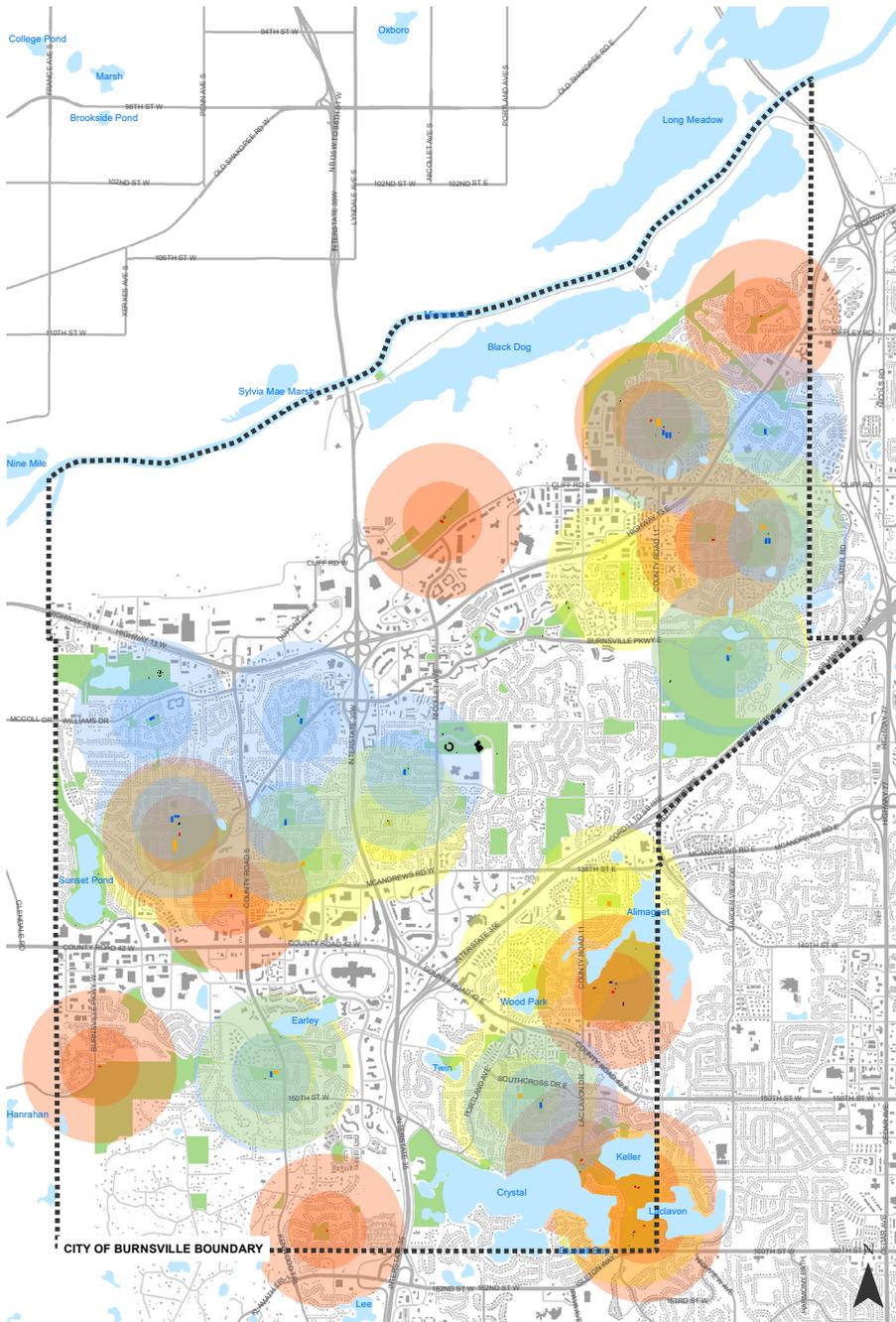
Fig. 5.15 - North River Hills Basketball Court



Fig. 5.16 - Pickle Ball at Red Oak



Fig. 5.17 - Tennis Courts at Echo Park



# COMMUNITY FACILITIES

## RECOMMENDATIONS

### 1. EXPLORE INDOOR FACILITIES/RECREATION CENTER OPPORTUNITIES

#### STRATEGIES

- Indoor recreation space came up as one of the top comments during the community engagement process. Explore opportunities for an all-season play area, gymnasium, walking facility, and wading pool.
- Evaluate Partnership with the YMCA – are resident’s needs being met?
- Reevaluate the use of warming houses and rinks to determine cost and benefits.

### 2. EXPLORE NEW PROGRAMS AND FACILITY IMPROVEMENTS AT THE BURNSVILLE ICE CENTER

#### STRATEGIES

- Expand hours of public open skate to include some times after school.
- Upgrade and renovate the Ice Center to include bigger locker (i.e. rink two in particular).

### 3. BIRNAMWOOD GOLF COURSE + THE AMES ART CENTER ARE HIGHLY REGARDED BY THE PUBLIC

#### STRATEGIES

- Keep maintaining these facilities to the same level of standards, they are appreciated by many residents.



Fig. 5.18 - Ames Center



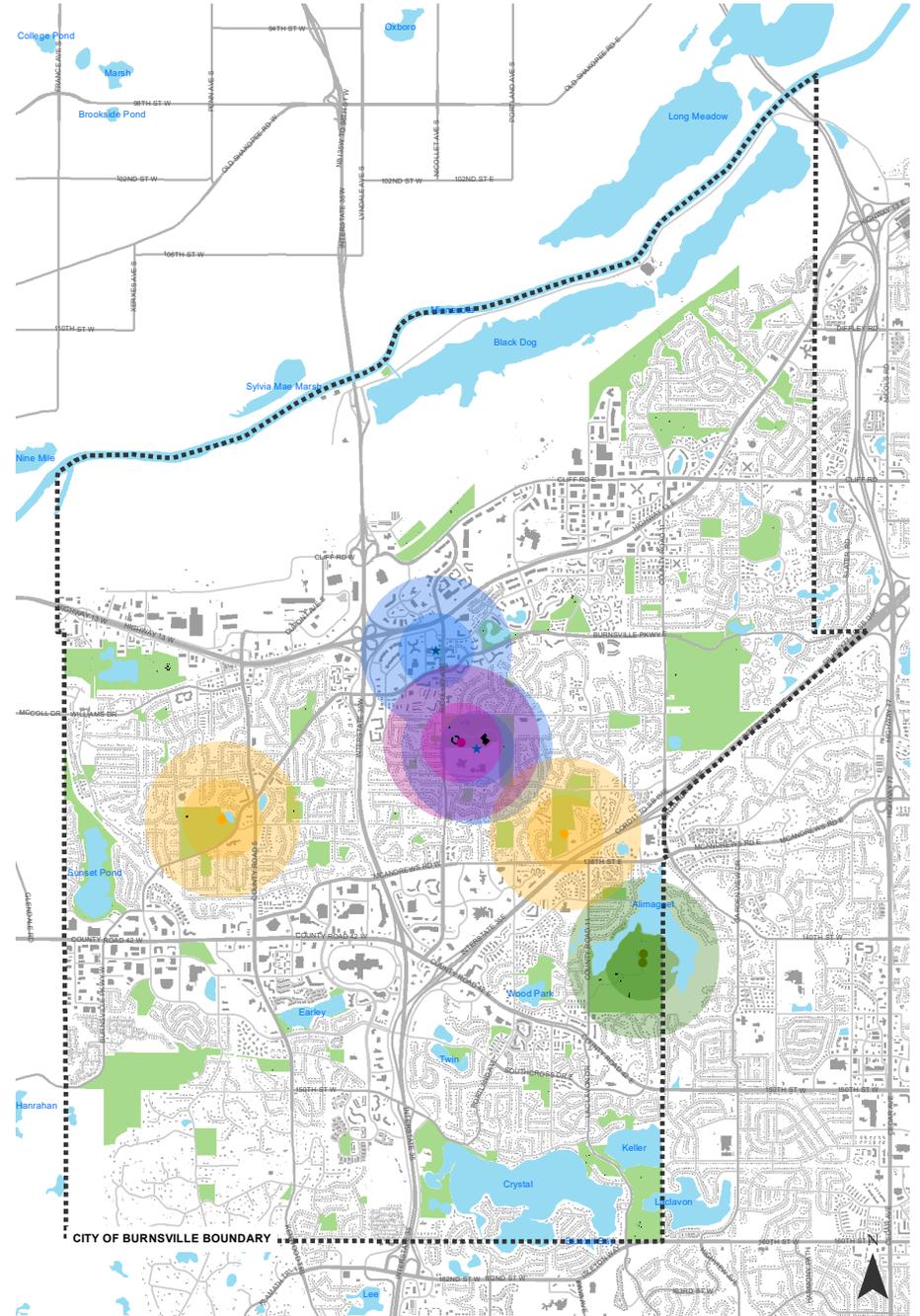
Fig. 5.19 - Burnsville Ice Center



Fig. 5.20 - Lions Skate Park



Fig. 5.21 - Birnamwood Golf Course



## PROGRAMMING + DEMOGRAPHICS

### RECOMMENDATIONS

#### 1. CREATE NEW PROGRAMS TO ENGAGE WITH THE COMMUNITY AND KEEP UP WITH TRENDS.

#### STRATEGIES

- Continue to engage with minority demographic groups and integrate their feedback into programming.
- Consider expanding hours for the Kids of Summer program. More families may be willing to enroll their kids if it was more consistent with typical parent-work schedules.
- Provide translation for community engagement, signage, and marketing materials (including web) as feasible.
- Engage the Burnsville Youth Collaborative to brainstorm how to communicate better with recent immigrant families.



Fig. 5.22 - International Festival - Sue Lund Photography



Fig. 5.23 - International Festival - Sue Lund Photography

# REVENUE GENERATION

## RECOMMENDATIONS

### 1. EXPLORE ADDITIONAL REVENUE GENERATION STRATEGIES

#### STRATEGIES

- Food in the parks. Restaurant/ Cafe could be a long-term goal, but food trucks could be a short term trial period. The City should actively plan for food truck events and invite residents and food trucks to high traffic areas, at high traffic times, to generate excitement and energy (i.e. food truck fair, etc.)
- Continue to develop relationships with community support groups such as Lions, Rotary, and others to assist in capital project fund raising.
- Continue to ensure that the Parks maintenance work force is afforded appropriate resources to maintain the parks and trails to their current level.
- Maintain autonomy of Parks staff from other City maintenance staff as appropriate to maintain levels of care.
- Continue to engage volunteers in invasive species control, general park maintenance, and park fundraising.
- Consider income based fee adjustments to specific programs and facilities.



Fig. 5.24 - Ames Center Events



Fig. 5.25 - Shelter, Concessions at Sue Fischer

## COMMUNICATIONS

### RECOMMENDATIONS

#### 1. DEVELOP A SIGNAGE AND WAYFINDING PLAN FOR BURNSVILLE'S PARKS AND TRAILS.

##### STRATEGIES

- Park entries and road connections.
- Inner-park trail wayfinding – both paved and natural surface trails.
- Inter-City trails wayfinding and connections to regional trails.

#### 2. DEVELOP A PROGRAM TO “HELP EVERY RESIDENT DISCOVER EVERY PARK IN THEIR CITY”

##### STRATEGIES

- Use communication’s staff talent to develop online and print materials that easily convey what amenities exist at which park.
- Consider online mapping tools, a printed matrix, featured park in the newsletter, have a presence at key community events for feedback.
- Share information about the park system through the schools.
- Update online park photos.
- Provide translation for community engagement, signage, and marketing materials (including web) as feasible.

#### 3. DEVELOP A MARKETING STRATEGY FOR PROGRAMS AND FACILITIES

##### STRATEGIES

- Focus on ethnic communities
- Create a plan for aging community members
- Create a plan for general park users
- Develop resources for new residents



Fig. 5.26 - Signage + Wayfinding



¿Cómo podemos mejorar nuestros parques?

# ¡NOS GUSTARIA SUS COMENTARIOS!



Fig. 5.27 -Community Engagement Translation

# CAPITAL IMPROVEMENT PLAN REVIEW

The 5-yr CIP is compatible with the recommendations of this, and previous, master plans. A few items of note that may require additional consideration include:

- Play equipment replacement/ restoration – consider the potential to develop a nature play area or natural playground concurrent with the timeline and schedule identified in the CIP. This would likely be located at a more natural resource based park such as Terrace Oaks West, Red Oak, etc.
- Kelleher Park Trail Improvements – this improvement is the most expensive and ambitious endeavor in the 5-yr CIP plan. This Master Plan should be integrated with the individual park master plan as closely as practicable. Maximize both hard and natural surface connections to adjacent regional parks and trails. This will help connect the community and further define a hub of trail activity in Burnsville.
- Tennis Court Resurfacing – evaluate re-stripping to accommodate pickleball and/ or multi-use courts with tennis and pickleball.
- Sign Replacement – signage should be consistent for all replacement in the near future. Consider a signage and wayfinding plan that could set the tone/ style/ and function for all future signs.
- ADA – continue to meet ADA requirements and bring parks and trails into compliance with appropriate work during replacements and improvement schedule.



Fig. 5.28 - Lion's Playground



Fig. 5.29 - Lac Lavon dugouts and Building prior to renovation



*Fig. 5.30 - Crystal Lake Sunset*

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