

# GOALS & POLICIES

## Chapter 5

## WHAT WILL GUIDE DECISIONS?

- 5.1 PURPOSE OF GOALS AND POLICIES
- 5.2 CONSISTENCY WITH OTHER PLANS
- 5.3 P.O.S.T. FACILITY PLANNING AND DESIGN
- 5.4 ACCESSIBILITY
- 5.5 PARK PLANNING AND DESIGN
- 5.6 OPEN SPACE
- 5.7 TRAILS
- 5.8 FINANCE AND FUNDING
- 5.9 MAINTENANCE

As the Town of Frederick implements the Parks, Open Space, and Trails Master Plan (P.O.S.T. Master Plan), it will be essential to have a set of guidelines in place that outlines the Town's position regarding the important issues or decisions. The goals and policies listed below are a summary of those guidelines. They evolved out of the public's input, the evaluation of needs and opportunities, and input from the stakeholders and decision-makers. For the purposes of this master plan, goals and policies are defined as:

**Goal:** The over-arching principles that define the desired outcomes for the P.O.S.T. system or its components.

**Policy:** A statement of official position or a deliberate strategy to guide decisions.



*Figure 5-1: A good example of a P.O.S.T. facility identification / monument sign.*

EXECUTIVE SUMMARY	OVERVIEW	EXISTING CONDITIONS	PUBLIC INPUT	GOALS AND POLICIES	PLAN RECOMMENDATIONS	MAINTAINING THE P.O.S.T. SYSTEM	IMPLEMENTATION PLAN
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## 5.1 PURPOSE OF GOALS AND POLICIES

The purpose of the goals and policies included in the P.O.S.T. Master Plan is to bring consistency to decision-making -- generally about reoccurring issues. Goals and polices are often adopted in response to controversial decisions ("From now on, it will be our policy to..."). They should be updated and revised as new circumstances are encountered or new policies added and should be reviewed and re-evaluated at least once per year.

In some cases the policies listed below are followed by an "Action" or series of actions that can be assigned to a department staff member – in effect a "To-Do" list. These actions may be repeated in the Implementation Plan section of the master plan document.

## 5.2 CONSISTENCY WITH OTHER PLANS

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**GOAL 5.2.1: THE TOWN WILL MAINTAIN CONSISTENCY BETWEEN THE P.O.S.T. MASTER PLAN AND OTHER ADOPTED TOWN PLANNING DOCUMENTS.**

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Policy 5.2.1.1: The recommendations and standards adopted in the Parks, Open Space, and Trails Master Plan will be incorporated in the Town's other planning documents.

*Actions:*

- A. *Update the Comprehensive Plan so it is consistent with the P.O.S.T. Plan recommendations.*
- B. *Update the Community Design Principles and Development Standards to include adopted P.O.S.T. Master Plan recommendations.*

Policy 5.2.1.2: The Town will not make land use decisions that are in conflict with the Parks, Open Space, and Trails Master Plan. When potential conflicts arise, prior to the proposed action, the Town will either modify the proposed action or amend the Parks, Open Space and Trails Master Plan, or both, so that a conflict no longer exists.

Policy 5.2.1.3: The Parks, Open Space and Trails Master Plan is intended to be a "living document," that is, reflective of current attitudes, conditions, and needs. To remain so, the master plan must be reviewed and updated regularly, at least annually.

## 5.3 *P.O.S.T. FACILITY PLANNING AND DESIGN*

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**GOAL 5.3.1:** THE SCOPE AND SCALE OF PARK, OPEN SPACE, AND TRAIL FACILITIES WILL BE PLANNED TO BALANCE THE BENEFIT TO THE COMMUNITY WITH THE COST TO CONSTRUCT AND MAINTAIN THE ASSET.

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**GOAL 5.3.2:** PARK, OPEN SPACE, AND TRAIL FACILITIES WILL BE DESIGNED TO BE SUSTAINABLE AND TO MINIMIZE NEGATIVE IMPACTS TO THE ENVIRONMENT AND ADJACENT USES.

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Policy 5.3.2.1: All P.O.S.T. facilities will utilize raw water for irrigation per Frederick’s Raw Water Master Plan (where possible).

- If the property is outside of the area designated in the Raw Water Master plan, other alternative raw water sources will be considered.
- If no raw water source is available, the facility should utilize potable water until such time as the raw water infrastructure is extended to the area.

Policy 5.3.2.2: Update Frederick’s Raw Water Master Plan and Capitol Improvement Plan to include service lines to all new and proposed P.O.S.T. facilities.

Policy 5.3.2.3: Water taps for irrigation should be sized to allow a full irrigation cycle to be completed between dusk and dawn during the growing season.

Policy 5.3.2.4: Lighting levels for P.O.S.T. facilities will follow the standards established in the Land Use Code.

- Where possible, well shielded, sharp cut-off lighting should be used at all P.O.S.T. facilities.

Policy 5.3.2.5: Lighting fixtures for sports facilities shall be well shielded to reduce the impact on adjacent or nearby uses.

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**GOAL 5.3.3:** PARKS, OPEN SPACE, AND TRAILS SHOULD BE DESIGNED TO INCLUDE AMENITIES FOR USER COMFORT.

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Policy 5.3.3.1: Permanent restrooms with water and sanitary sewer service will only be provided at Regional Parks, Community Parks, or Specialized Facilities.

EXECUTIVE SUMMARY	OVERVIEW	EXISTING CONDITIONS	PUBLIC INPUT	GOALS AND POLICIES	PLAN RECOMMENDATIONS	MAINTAINING THE P.O.S.T. SYSTEM	IMPLEMENTATION PLAN
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Policy 5.3.3.2: Neighborhood Parks and Pocket Parks will not include restroom or portable toilet facilities.

Policy 5.3.3.3: Opportunities for shade will be included at all P.O.S.T. facilities. This could include picnic or shade shelters, shade structures for play equipment, seating areas paired with shade trees, etc.

Policy 5.3.3.4: Benches will be provided for rest and relaxation in P.O.S.T. facilities.

*Actions: Benches are to be installed:*

- *At all play equipment areas.*
- *At the intervals recommended in the Trail Design Standards on regional and neighborhood trails.*
- *At regular intervals (every 300' to 500') for internal loop trails in large open space parcels, large Neighborhood Parks, Community Parks, and Regional Parks.*

Policy 5.3.3.1: Drinking fountains will be provided in all Regional Parks, Community Parks, and, where appropriate, Specialized Facilities.

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**GOAL 5.3.4: ALL P.O.S.T. FACILITIES SHOULD BE EASILY IDENTIFIABLE AS A TOWN OF FREDERICK FACILITY.**

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Policy 5.3.4.1: The Town will implement a branding / identity program for P.O.S.T. facilities.

*Actions:*

- A. *Adopt names for all parks, trails and open space facilities.*
- B. *Create and adopt P.O.S.T. identification/monument, way-finding, and educational signage criteria.*
  - i. *Identification/monument signage will include the P.O.S.T. facility name, and text identifying the entity that is in charge of maintaining the facility (Homeowners Association, Town, etc.).*
- C. *Establish consistent details or signature materials for P.O.S.T. facilities and amenities.*
- D. *Adopt standardized site furnishings for P.O.S.T. facilities.*
- E. *Retrofit all existing P.O.S.T. facilities per approved standards as enhancements, replacements, and upgrades are made. At a*

EXECUTIVE SUMMARY	OVERVIEW	EXISTING CONDITIONS	PUBLIC INPUT	GOALS AND POLICIES	PLAN RECOMMENDATIONS	MAINTAINING THE P.O.S.T. SYSTEM	IMPLEMENTATION PLAN
----------------------	----------	------------------------	-----------------	--------------------------	-------------------------	---------------------------------------	------------------------

*minimum, install an identification/monument sign at each P.O.S.T. facility.*

## 5.4 ACCESSIBILITY

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**GOAL 5.4.1: P.O.S.T. FACILITIES WILL BE ACCESSIBLE TO ALL RESIDENTS AND MODES OF TRANSPORTATION WHERE POSSIBLE.**

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Policy 5.4.1.1: The Town will provide pedestrian, non-motorized, and vehicular access to existing and future P.O.S.T. facilities where possible.

Actions:

- A. *Install paved sidewalk access to all new parks.*
- B. *Provide off-street parking at major open space facilities (that are open to the public), Community Parks, and large Neighborhood Parks that are capable of accommodating the parking demand generated by the proposed uses.*
- C. *Install bike racks in all accessible open space facilities and parks.*
- D. *Maximize connectivity between Frederick's trail system and all open space facilities and parks by planning and constructing trail links*
- E. *Require that parks created through the development process are open to the public.*
- F. *Require that significant open space facilities are open to the public wherever possible as long as sensitive habitats are not compromised (See Policy 5.6.1.3).*

Policy 5.4.1.2: The Town will exceed Americans with Disabilities Act (ADA) requirements for parks, open space, and trails.

Actions:

- A. *Require ADA accessible routes to all new P.O.S.T. facilities and amenities. This could include, but may not be limited to, ADA access to play equipment, ADA approved safety surfaces, etc.*
- B. *Construct accessible routes to all existing park and open space amenities.*

## 5.5 *PARK PLANNING AND DESIGN*

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**GOAL 5.5.1: PARKS SHOULD BE LOCATED TO ENSURE THEY ARE EASILY ACCESSED BY THE POPULATION THEY ARE INTENDED TO SERVE.**

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Policy 5.5.1.1: Pocket Parks and Neighborhood Parks should:

- Be centrally located within the neighborhood they are intended to serve.
- Not be located adjacent to arterial roadways.
- Not be separated from the residents they are intended to serve by a major boundary (e.g. creek, irrigation ditch, large roadway). For ditches and creeks, residents within the service area (1/5 mile for Pocket Parks and 1/3 mile for Neighborhood Parks) who can access a park via a suitable bridge would be considered served.
- Be located adjacent to, or in close proximity to school sites and connected via trails.

Policy 5.5.1.2: Community Parks should:

- Be located within three miles of the residents they are intended to serve.
- Be located adjacent to arterial streets.
- Serve as a Neighborhood Park for residents within a 1/3 mile service radius when Neighborhood Park amenities are included in the Community Park.

**GOAL 5.5.2: FUTURE DEVELOPMENT OF PARKS IS CONSISTENT WITH THE LEVEL-OF-SERVICE STANDARDS PROVIDED IN THE P.O.S.T. MASTER PLAN.**

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Policy 5.5.2.1: The target for level-of-service (LOS) standards for parks is (in acres/1000 population):

- Pocket Parks LOS = 0.08
- Neighborhood Parks LOS = 4.70
- Community Parks LOS = 4.00
- Overall Target LOS = 8.78

Policy 5.5.2.2: The development of Community Parks will focus on addressing shortfalls in competitive sports facilities at the time of the park's construction.

*Actions:*

- A. *Include baseball / softball fields in the next Community Park.*
- B. *Work with the School District and the Carbon Valley Recreation District to determine if it is appropriate for the Town to purchase or assume control of the current high school ballfield site as an addition to Centennial Park.*

**GOAL 5.5.3: ALL PARKS ARE TO BE SAFE, APPROPRIATE FOR ALL AGES AND ABILITIES, AND REFLECT THE COMMUNITY'S CHARACTER.**

Policy 5.5.3 1: Play activities for all ages and abilities will be provided in existing and future parks.

Policy 5.5.3 2: Appropriate play bay safety surfacing will be provided in existing and future parks.

*Actions:*

- A. *Install minimum soft surfacing levels in play areas (play bays) as required for the height / type of equipment.*
- B. *Where possible, install wear mats under slides and swings.*

Policy 5.5.3 3: Community Parks and Neighborhood Parks should be the first priorities when P.O.S.T. facilities are being considered as sites for public art. Art for public parks should reflect Frederick's image and identity.

*Actions:*

- A. *Designate areas for public art in each park.*
- B. *Determining the final location for each art piece or installation designated for a public park should be an element of the artist/art selection process. Site selection should be accomplished via the Arts Commission site selection criteria with the final decision on the art and location resting with the Town Board.*
- C. *Complete a safety and durability evaluation for each art installation to be located in a park.*

EXECUTIVE SUMMARY	OVERVIEW	EXISTING CONDITIONS	PUBLIC INPUT	GOALS AND POLICIES	PLAN RECOMMENDATIONS	MAINTAINING THE P.O.S.T. SYSTEM	IMPLEMENTATION PLAN
----------------------	----------	------------------------	-----------------	--------------------------	-------------------------	---------------------------------------	------------------------

## 5.6 OPEN SPACE

**GOAL 5.6.1:** THE PRIMARY FUNCTIONS FOR OPEN SPACE IN FREDERICK SHOULD BE TO (IN NO PARTICULAR ORDER):

- Protect waterways, wetlands, and wildlife habitat.
- Provide access to natural areas and create wildlife viewing opportunities.
- Preserve views and view corridors.
- Protect the rural character of the Town.
- Preserve cultural and historic land uses.

Policy 5.6.1.1: The Town will utilize a number of methods to acquire open space including, but not limited to, donations, intergovernmental agreements, conservation easements, and zoning regulations (i.e. density bonuses used in conjunction with cluster regulations to preserve lands). Open Space acquisitions should utilize the least costly acquisition tool where possible. See the Preservation Toolbox in Chapter 6.

Policy 5.6.1.2: The Open Space, Development and Maintenance Fund of the Town should be used to foster the development and maintenance of open space in Frederick. Acquisition of open space should be based on the priorities established in the adopted P.O.S.T. Master Plan or as approved by the Board of Trustees. These could include land that:

- Allows public access.
- Preserves natural areas.
- Preserves wildlife habitat and wetlands.
- Protects visual corridors.
- Develops passive recreational use (trail system).
- Maintains the Town rural character.

Policy 5.6.1.3: The Town should provide public access to open space where possible. Limiting public access to open space should be based on the criteria defined in the Land Use Code, restrictions established as a condition of purchase or dedication, the ability to provide safe public access, or approval by the Board of Trustees.



EXECUTIVE SUMMARY	OVERVIEW	EXISTING CONDITIONS	PUBLIC INPUT	GOALS AND POLICIES	PLAN RECOMMENDATIONS	MAINTAINING THE P.O.S.T. SYSTEM	IMPLEMENTATION PLAN
----------------------	----------	------------------------	-----------------	--------------------------	-------------------------	---------------------------------------	------------------------

*Actions:*

- A. *Require Town Board approval when restricting public access to open space unless such access will threaten the open space resource. (Note: Granting public access may not necessarily represent approval of public access to the entire open space parcel. Public use may be restricted to specific trails.)*
- B. *Plan and construct trails to all open space areas suitable for public access.*

Policy 5.6.1.4: All open space dedicated during the development process that is not actively managed as an agricultural use shall be restored to a predominantly natural condition prior to dedication.

Policy 5.6.1.5: The scale and impact of structures in open space areas should be minimized.

Policy 5.6.1.6: Utility rights-of-ways (R.O.W.) such as sewer and water are permissible in open space areas as long as R.O.W. agreement requires the utility provider to minimize disturbance and to restore the open space parcel to natural condition if maintenance of R.O.W. is necessary.

Policy 5.6.1.7: Visible utility structures unrelated to the use or management of the open space parcel will not be permitted, unless it can be demonstrated that they have environmental benefits and they are approved by the Town Board.

Policy 5.6.1.8: Conservation easements may be counted as open space.

Policy 5.6.1.9: Other than for agricultural crops, plantings on open space lands will consist of species that are native or adapted to the local ecosystem.

## 5.7 TRAILS

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**GOAL 5.7.1:** DURING DEVELOPMENT OF ITS TRAIL NETWORK, THE TOWN WILL MAXIMIZE RESOURCES AND IMPROVE EXISTING RECREATIONAL AND TRANSPORTATION LINKAGES, INCLUDING CONNECTIONS TO REGIONAL TRAILS AND CLOSING KEY GAPS.

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Policy 5.7.1.1: All new development is to provide connections to any existing or proposed trail network that is adjacent to or planned on the property.

EXECUTIVE SUMMARY	OVERVIEW	EXISTING CONDITIONS	PUBLIC INPUT	GOALS AND POLICIES	PLAN RECOMMENDATIONS	MAINTAINING THE P.O.S.T. SYSTEM	IMPLEMENTATION PLAN
----------------------	----------	------------------------	-----------------	--------------------------	-------------------------	---------------------------------------	------------------------

Policy 5.7.1.2: Trail right-of-way shall be dedicated when a park or open space property is dedicated to the Town.

Policy 5.7.1.3: The Town will encourage developers to include additional internal trails that link cul-de-sacs and neighborhood streets.

Policy 5.7.1.4: The Town will concentrate resources on the strategic development of new trail corridors and infill linkages.

*Actions:*

- A. *Pursue capital improvements funding, Open Space Sales Tax funding, or grant funding for higher-priority trail corridor projects including:
 
  - i. *Constructing an East-west corridor linking Rinn Valley Ranch to existing trails along Bella Rosa Parkway/CR 20 (connecting to the St. Vrain Legacy Trail Corridor and eventually to Longmont).*
  - ii. *Closing the gap between existing trail along Godding Hollow Parkway/CR 18 and Milavec Lake / Frederick Recreation Area.*
  - iii. *Developing a trail in the Godding Hollow corridor, eventually connecting to St. Vrain State Park.*
  - iv. *Developing a trail in the St. Vrain Legacy Trail corridor along Boulder Creek.**
- B. *Establish a program of trail infill to link existing trails and provide additional connectivity and options for residents.
 
  - i. *Utilize existing easement corridors and oil well setbacks to develop new connector trails in existing subdivisions. Connector trails in well setbacks should maintain the maximum possible setback from the well head and avoid access drives for well maintenance equipment wherever possible. Connector trails that establish links to major trail corridors (see i. through iv. above) should be the highest priority.**
- C. *Create connections to the St. Vrain Legacy Trail (Colorado Boulevard Trail).*

Policy 5.7.1.5: Frederick recognizes the importance of multimodal transportation and will ensure new development considers all modes of transportation.

EXECUTIVE SUMMARY	OVERVIEW	EXISTING CONDITIONS	PUBLIC INPUT	GOALS AND POLICIES	PLAN RECOMMENDATIONS	MAINTAINING THE P.O.S.T. SYSTEM	IMPLEMENTATION PLAN
----------------------	----------	------------------------	-----------------	--------------------------	-------------------------	---------------------------------------	------------------------

*Actions:*

- A. *Update the Community Design Principles and Design Standards to reflect the Master Plan Trail recommendations.*
  - i. *Walkways that serve as important connectors, should consider a multitude of users, i.e. where bicyclists are expected to use walkways the facility should be designed to take these user types into account. It is recommended that the term 'walkways' be renamed as 'connector paths' or 'trails'.*
  - ii. *Design of on-street bikeways should follow AASHTO guidelines and be classified separately from multi-use pathways.*
  - iii. *Multi-use pathways have operational differences from sidewalks and should have the following features:*
    - a. *One cross-street or driveway per 400 feet at a maximum is a general rule of compatibility.*
    - b. *Increased levels of signage, crossing markings and other features at roadway crossings*
    - c. *Multi-use pathways should be paved, the compressed gravel option should be removed as it is incompatible with skateboards, roller skates, and some other wheeled conveyances.*
  - iv. *The option of a 'trail' being adjacent to a multi-use pathway should be covered in the Community Design Principles and Design Standards.*
  - v. *The compressed gravel option for multi-use pathways be moved to section 2.9 (k). Gravel surfaces do not easily allow for skateboards, roller skates, to be operated and may present some difficulty for strollers and bicyclists, all user groups typically served by multi-use pathways.*
  - vi. *Add walkways to existing arterials roadways that do not include walkways.*

EXECUTIVE SUMMARY	OVERVIEW	EXISTING CONDITIONS	PUBLIC INPUT	GOALS AND POLICIES	PLAN RECOMMENDATIONS	MAINTAINING THE P.O.S.T. SYSTEM	IMPLEMENTATION PLAN
----------------------	----------	------------------------	-----------------	--------------------------	-------------------------	---------------------------------------	------------------------

Policy 5.7.1.6: Trail users should be properly informed on what uses are permitted.

Actions:

- A. *Establish policies for trail usage (e.g. where is equestrian use appropriate).*
- B. *Establish signage requirements for new trails.*
- C. *Implement a retrofit program to ensure trails are posted with allowable uses.*

## 5.8 FINANCE AND FUNDING

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**GOAL 5.8.1:** FUTURE DEVELOPMENT WILL PAY ITS FAIR SHARE OF THE ACQUISITION, CONSTRUCTION, AND MAINTENANCE OF PARKS, OPEN SPACE, AND TRAILS.

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Policy 5.8.1.1: Cash-in-lieu fees for P.O.S.T facilities shall be as defined in the Municipal Code.

Policy 5.8.1.2: The Town will equitably share the cost of park construction and maintenance through adopted mechanisms.

Actions:

- A. *Increase the Parks Improvement Fees in the Municipal Code so that it reflects the actual cost of land acquisition and construction.*
- B. *Collect a yearly fee for park inspections from developers, HOA's, and metropolitan districts.*
- C. *Prior to the issuance of the Certificates for Occupancy, collect from the developer a one time administrative fee for updating Town GIS database and P.O.S.T map.*

Policy 5.8.1.3: The Town will construct and maintain all Community Parks unless approval has been granted by the Board of Trustees for maintenance to be provided by another entity.

Actions:

- A. *Revise the Community Design Principles and Development Standards to support Community Park development and an appropriate Improvement Fee.*

EXECUTIVE SUMMARY	OVERVIEW	EXISTING CONDITIONS	PUBLIC INPUT	GOALS AND POLICIES	PLAN RECOMMENDATIONS	MAINTAINING THE P.O.S.T. SYSTEM	IMPLEMENTATION PLAN
----------------------	----------	------------------------	-----------------	--------------------------	-------------------------	---------------------------------------	------------------------

B. *Identify and purchase sites for Community Parks.*

Policy 5.8.1.4: To reduce the cost of maintenance associated with irrigation, the Town will utilize xeric design principles for all P.O.S.T. facilities.

*Actions:*

A. *Extend raw water to irrigate all P.O.S.T. facilities where possible.*

B. *Adopt xeric design guidelines for P.O.S.T. facilities.*

Policy 5.8.1.5: The Town will utilize funding partners (e.g. GOCO, regional governmental entities, Conservation Trust Fund, partnerships with private entities, etc.) to help leverage its Open Space Sales Tax Fund, Parks Fund, and General Fund monies.

Policy 5.8.1.6: The Town will encourage creative methods to fund improvements and maintenance.

*Actions:*

A. *Consider allowing tasteful, local advertising in parks. Examples include trail markers with advertising, advertising on fences around sports facilities. The final design and content of any advertising must be approved by Town staff and, if appropriate, the Board of Trustees.*

B. *Consider allowing low impact utilities at P.O.S.T. facilities (e.g. lease of sports field lights for cell tower usage, solar panels on shelter roofing, etc.).*

## 5.9 MAINTENANCE

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**GOAL 5.9.1:** IT WILL BE THE TOWN'S GOAL TO MAINTAIN FREDERICK'S P.O.S.T. FACILITIES AT LEVELS THAT ARE CONSISTENT WITH THE ADOPTED STANDARDS.

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Policy 5.9.1.1: The Town will not construct new P.O.S.T. facilities that it will be responsible for maintaining without funding the appropriate levels of maintenance staffing and equipment.

Policy 5.9.1.2: The Town will provide maintenance for Regional / Community and Parks and Specialized Facilities unless approval has been granted by the Board of Trustees for maintenance to be provided by another entity.

EXECUTIVE SUMMARY	OVERVIEW	EXISTING CONDITIONS	PUBLIC INPUT	GOALS AND POLICIES	PLAN RECOMMENDATIONS	MAINTAINING THE P.O.S.T. SYSTEM	IMPLEMENTATION PLAN
----------------------	----------	------------------------	-----------------	--------------------------	-------------------------	---------------------------------------	------------------------

Policy 5.9.1.3: The Town will provide on-going noxious weed management for the P.O.S.T. assets it maintains following the recommendations of the Colorado Department of Agriculture’s “Noxious Weed Management Program” .

Policy 5.9.1.4: Review of play equipment and safety surfacing by a certified inspector(s) will be completed annually by the Town for all Town-owned and HOA/metro district-owned parks.

*Actions:*

- A. The cost of such inspections for HOA/metro district-owned parks will be paid by the appropriate managing entity.*
- B. Repairs and soft surface replenishment identified during these inspections in HOA/metro district-owned parks will be passed on to the appropriate managing entity.*