



DISCOVER PAPAGO PARK

# PAPAGO PARK REGIONAL MASTER PLAN

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## INTRODUCTION

*“Most urban parks are creations of planning and landscape design. Papago Park is fundamentally different – it comes “pre-designed,” and we cannot possibly improve on it. The red-rock buttes, open spaces, and desert vegetation are at the heart of what most people value about Papago Park. The trick is how to retain these values while also accommodating heavy visitation and recognizing that not all visitors will be seeking the same experience. “*

*– Thomas Wright*

*Salt River Pima-Maricopa Indian Community - Staff Archeologist*

There are a select few “Great American Parks” in this country. Each one strikes a chord in each of us and, in many ways, embodies the values of who we are as Americans. These public parks excel at balancing the needs of local people with available resources, and reach great heights by celebrating the unique natural and/or cultural identity of those communities. These great parks have a reputation nationally and internationally for a sense of place and meaning for both residents and visitors of that community. Among the most frequent examples of these Great Urban American Parks are New York City’s Central Park, San Diego’s Balboa Park, Chicago’s Grant Park, and San Francisco’s Golden Gate National Recreation Area.

One of the prevailing questions that drove the Papago Park Regional Master Plan since it began is, “What will it take for Papago Park to be known as a Great American Park?” The Consultant Team and four key municipal stakeholders, Salt River Pima-Maricopa Indian Community, City of Tempe, City of Phoenix, and the City of Scottsdale, have been dedicated to pursuing this question in a way that also meets the needs and interests of the community who are served daily by the park. This project will provide realistic, but ambitious clarity to the actions necessary for Papago Park to be a Great American Park.

Papago Park is a gem in the Valley of the Sun, and has a bright future to become renowned as a Great American Park. The prevailing challenges facing Papago Park lie in the complexities of multiple land owners, multiple stakeholder municipalities and communities, diverse users, diverse amenities and attractions, and a host of additional circumstances. Mastering simple, high-value improvements that strengthen the sense of place, visitor experience, brand resonance, resource stewardship, and community values are the opportunities that need to be harnessed for Papago Park to grow into its full potential. The predominant users and neighboring communities of the park are not supportive of big ideas for development or alternative use. It is critical to leverage a blend of targeted improvement opportunities that are feasible and relatively inexpensive to gain the most mileage in pursuit of the standards of a Great American Park. Subsequently, the circumstances of current and projected

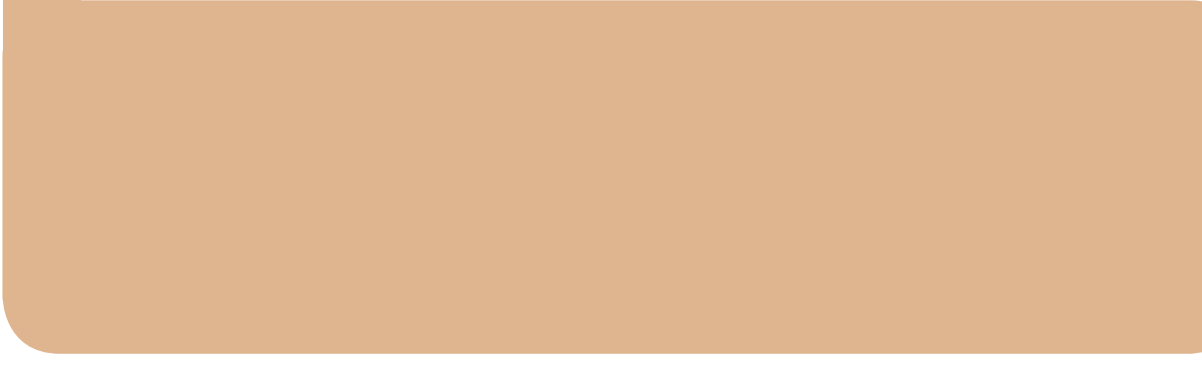
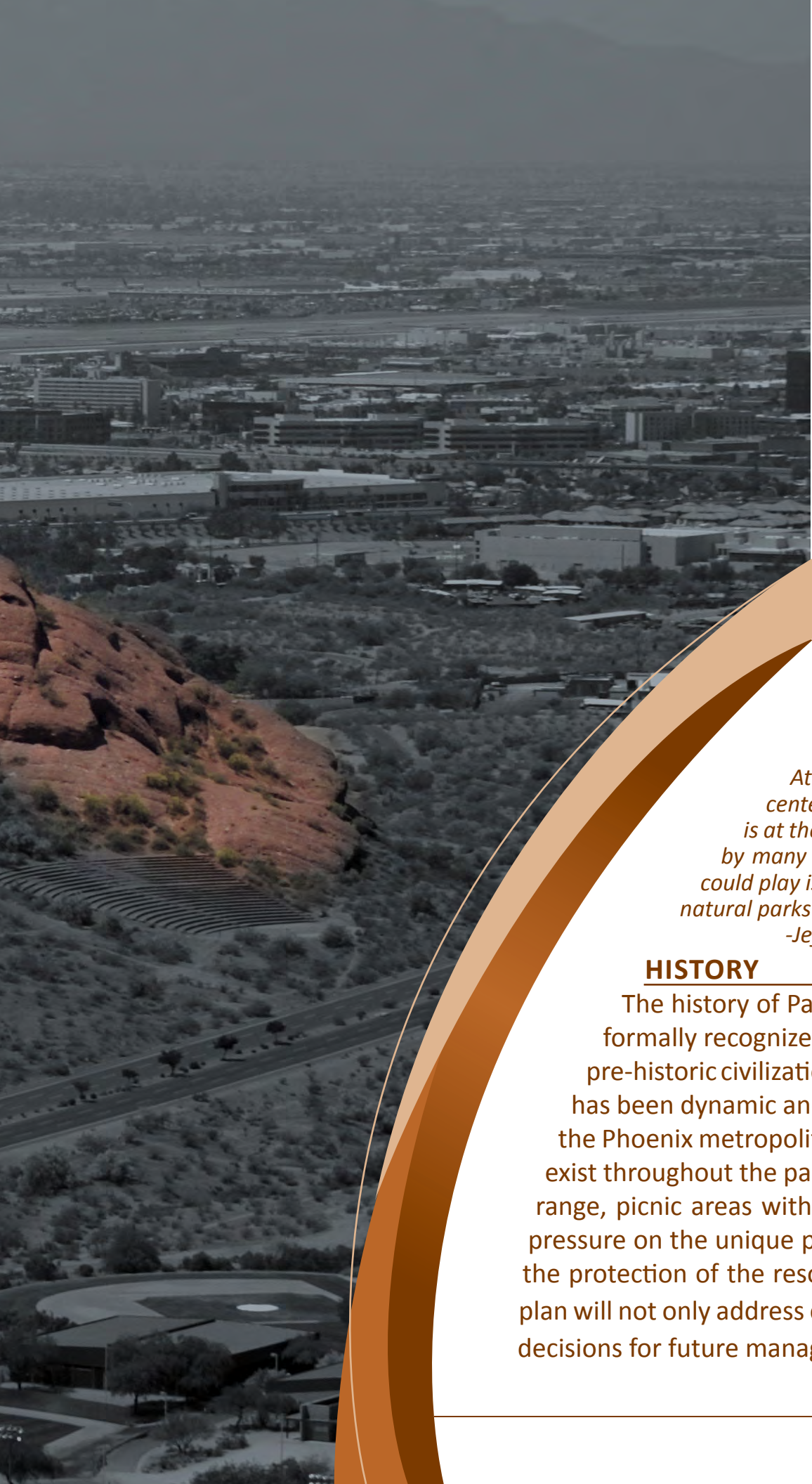
public finance in Arizona inhibit large scale projects in the park that require substantial funding. Future opportunities may arise for expansion of the park or the addition of amenities within the park that are not currently foreseen. These opportunities should be considered as long as the vision and mission of the park is maintained and that the municipalities can support the proposal without difficulty.

The most notable finding of the Consultant Team is that all the right ingredients are already present for Papago Park to reach Great American Park status. The greatest challenge to this goal actually hinges on small, but essential details that are not currently addressed. For example, Papago Park already features a public zoo that receives national acclamation for its exhibits and programs, an unparalleled botanical garden specializing in native flora of the desert southwest, a signature golf course, diverse recreational amenities, miles of multi-use trails, breathtaking viewsheds, and is the home of a major league baseball team for off-season training. What is missing is that Papago Park rarely gets credit for being the home of these amazing amenities as there is little or no sense of arrival or place. Media explaining the historical and cultural significance of the site is limited, and there is little interpretation to the significance of the natural resources of the park. It became clear early in the project that the most enduring legacy for Papago Park lies not in the broad strokes of trying to create a new sense of greatness, but rather a keen focus on the finer details of building a cohesiveness around the greatness that is already present.

# 1.0 EVOLUTION OF THE PARK







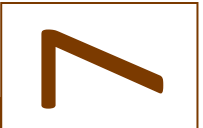
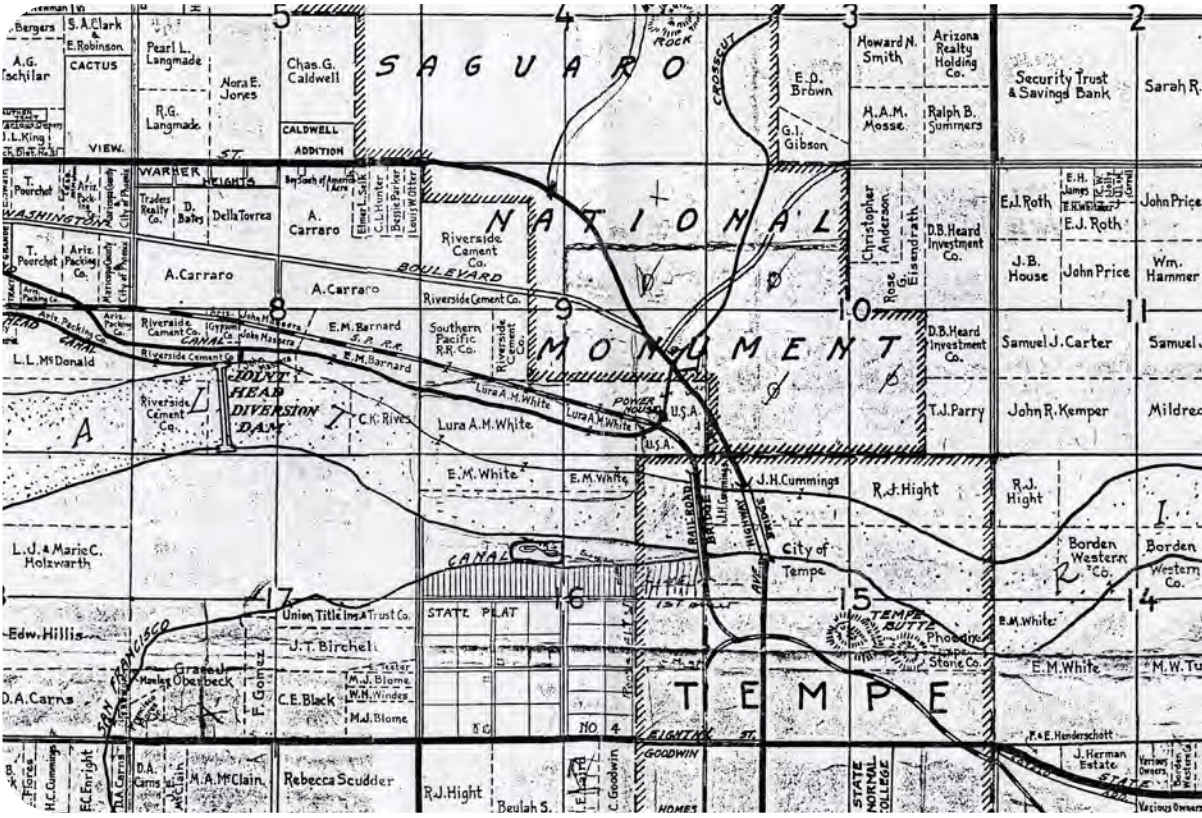
# EVOLUTION OF THE PARK

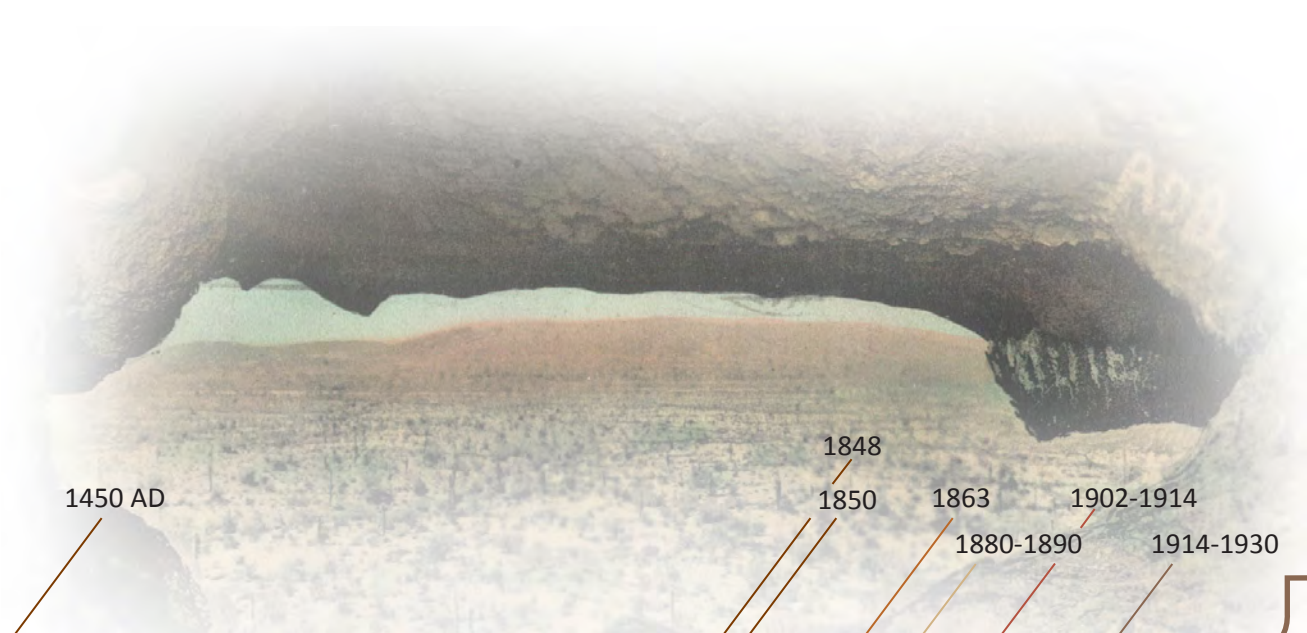
*“Papago was a national monument that celebrated arid landscapes and the associated human and natural cultures. At that time it was on the edge of everything and not at the center of anything. We know the history and we know that it now is at the heart of the valley with scores of constituents and managed by many to achieve a variety of outcomes. I believe the role Papago could play is to act as an ambassador for a distinguished series of desert natural parks strung like pearls throughout this region.”*

*-Jeff Williamson, President Arizona Zoological Society*

## HISTORY

The history of Papago Park is long and rich. Well before the park was formally recognized, the unique natural resources were appreciated by pre-historic civilizations. The growth of civilization over thousands of years has been dynamic and the park is now centrally positioned in the heart of the Phoenix metropolitan area. Active and passive recreation opportunities exist throughout the park, including bicycle and pedestrian trails, an archery range, picnic areas with historic ramadas, fishing lakes, and athletic facilities. This growth has placed pressure on the unique park environment, creating the need for a cohesive master plan. This legacy and the protection of the resources for future generations is a paramount goal of the planning process. The plan will not only address current needs and desires for the park, but look well into the future to help guide decisions for future management of the park.





450 AD Hohokam inhabited the area and had left by 1400 AD.

1450 AD

1848

1850

1863

1880-1890

1902-1914

1914-1930

1450-1850 inhabited by Native Americans and later by European Explorers and trappers.

In 1848 the United States entered into the Treaty of Guadalupe Hildago with Mexico this treaty opened the area to settlement by Americans.

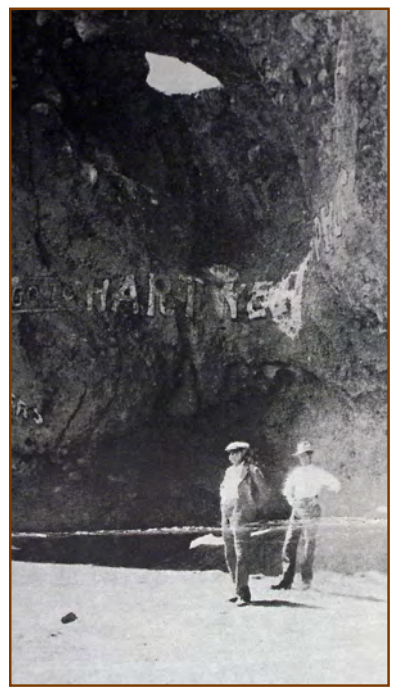
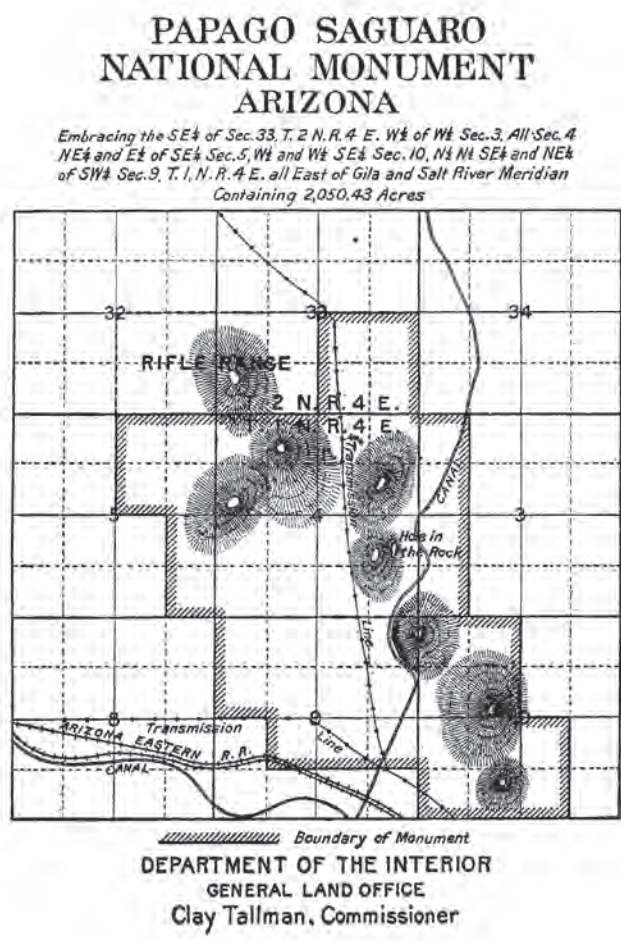
1863 Arizona becomes a Territory

During the ten years between 1880-1890 homesteading failed in the area around Papago Park due to the rocky soil.

1912 Arizona becomes a State

The modern history of Papago Park has a variety of governing bodies and jurisdictions. It was under Federal jurisdiction as Papago Saguaro National Monument from 1914 to 1930. At that point it encompassed 2050.43 acres. In 1930, the national monument status was abolished and the State and the City of Tempe took control of the park. Four hundred and eighty acres came under the jurisdiction of the City of Tempe, 480 acres went to the National Guard, the Salt River Valley Water User's Association received a 100-foot-wide right-of-way on either side of the cross-cut canal, and 1,100 acres fell under the jurisdiction of the State of Arizona.

Papago Park was available for homesteading as late as 1902 when the Secretary of the Interior removed the area from the public domain under the Reclamation Act for the purposes of the Salt River Project. In 1909 the Department of the Interior vacated the order and subsequently set aside the northern portion of the park for a rifle range for the Arizona National Guard at the request of the War Department. By the time it became a national monument in 1914 the cross cut canal and two transmission lines were already in place.

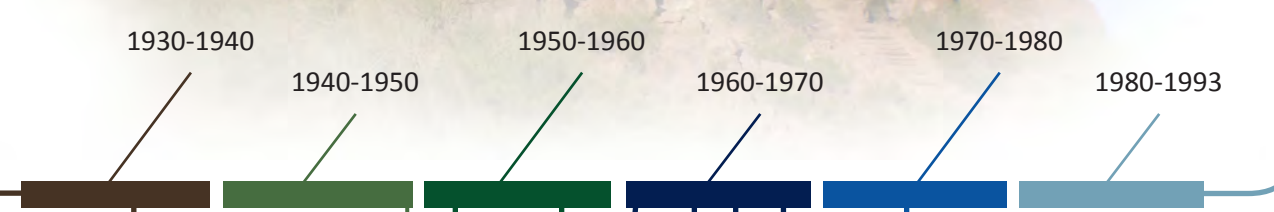
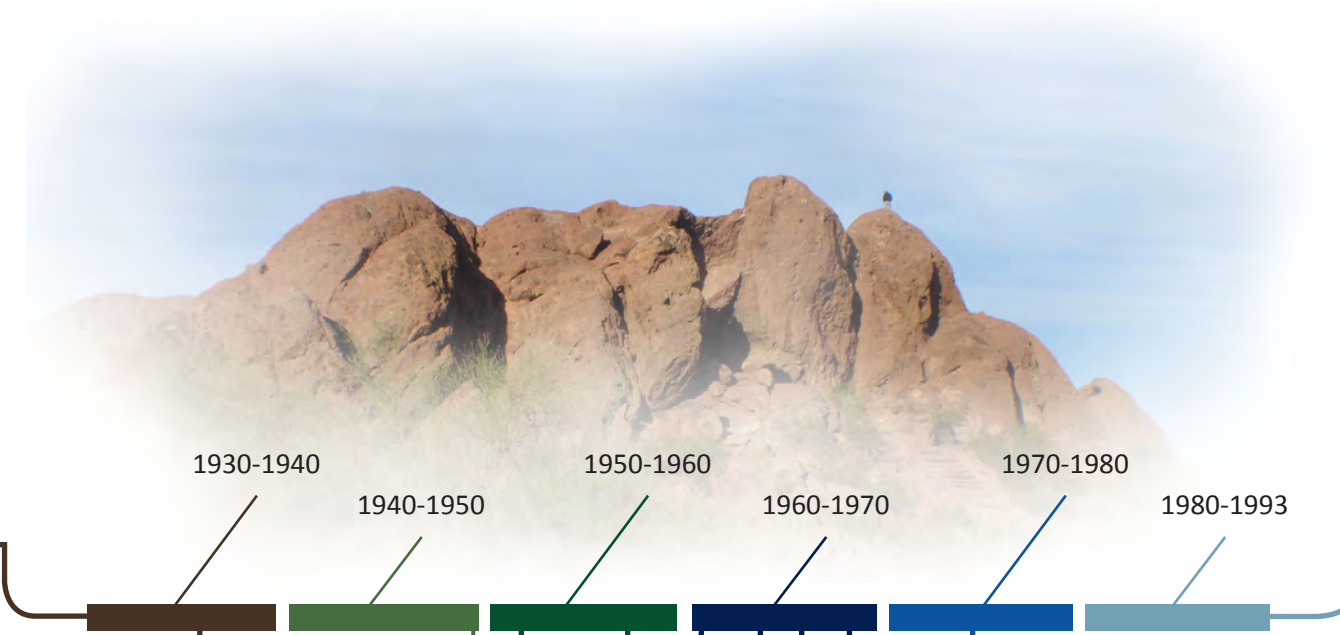


Courtesy of National Archives, College Park, Maryland



Courtesy of National Archives, College Park, Maryland

*Footnote:*  
For the purposes of this master planning effort, the term "cultural" refers to both historic and prehistoric resources.



In 1932 the State of Arizona began construction of the first six of the bass fish hatcheries on 200 acres. The City of Tempe granted permission for a tuberculosis hospital to be built in 1933; the hospital was managed by Maricopa County. The last two fish hatchery ponds were built by the Civilian Conservation Corp (CCC) in 1934 and 1935. The two years between 1933 and 1935 transformed Papago Park, the ramadas, the amphitheater, the barbecues, park trails, and paved roads were all built during this time by the CCC.

In 1938 the State Land Department granted a permit to the Arizona Cactus and Native Flora Society for 308 acres. This was the beginning of the Desert Botanical Garden. For three years starting in 1942 a portion of Papago Park served as a Prisoner of War (POW) camp. At the end of WW II the POW camp was used as a veteran's hospital until 1953. By the 1960's most of the camp had been torn down, or auctioned and moved off site. Only the footings of some of the guard towers remain, today.



Courtesy of National Archives, College Park, Maryland

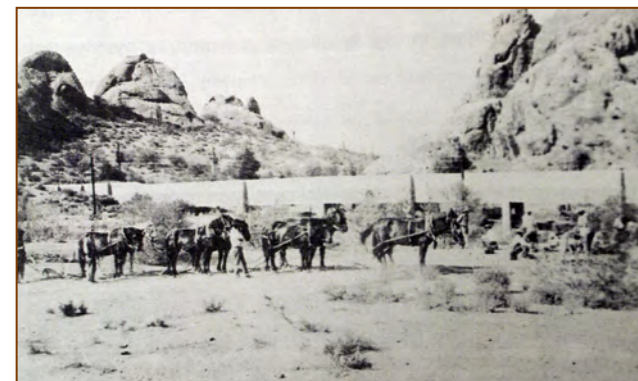
In 1950 many areas of the park were closed to the public. The area around the fish hatcheries and the picnic areas were closed after picnickers threw so much trash in the hatcheries that they could not function. The United States Government obtained the northern 80 acres of Papago Park in 1952. The Arizona Military District was set up in part of the location of the POW Camp had previously been.

In 1953, Arizona State Highway Department applied for and received 20 acres for highway right-of-way and in 1954 they received an additional 3.96 acres.

The City of Tempe sold 21.6 acres to Salt River Project Agriculture Improvement District and the City of Phoenix auctioned 8.8 acres to SRP to house their new office building in 1955.

In 1959, the City of Phoenix bought 1,176.34 acres from the State and was able to reopen the entire park by 1960. It took 17 months to get the park ready for public use. The names that were painted on Hole-in-the-Rock had to be sandblasted off; trash and debris had to be removed from the ponds.

Galvin Parkway was constructed and the zoo opened in 1962. March of 1963, the Papago Golf Course was completed. In 1964, Phoenix Municipal Stadium opened on 57 acres south of Van Buren Street. Vehicles were restricted to on- road use in 1967.



Courtesy of National Archives, College Park, Maryland

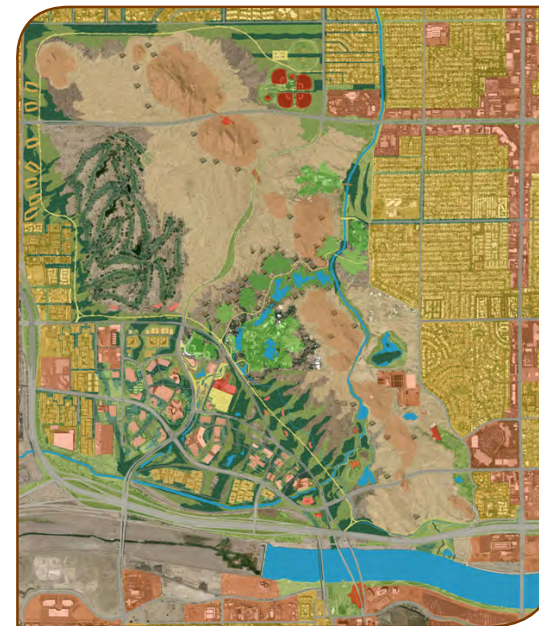
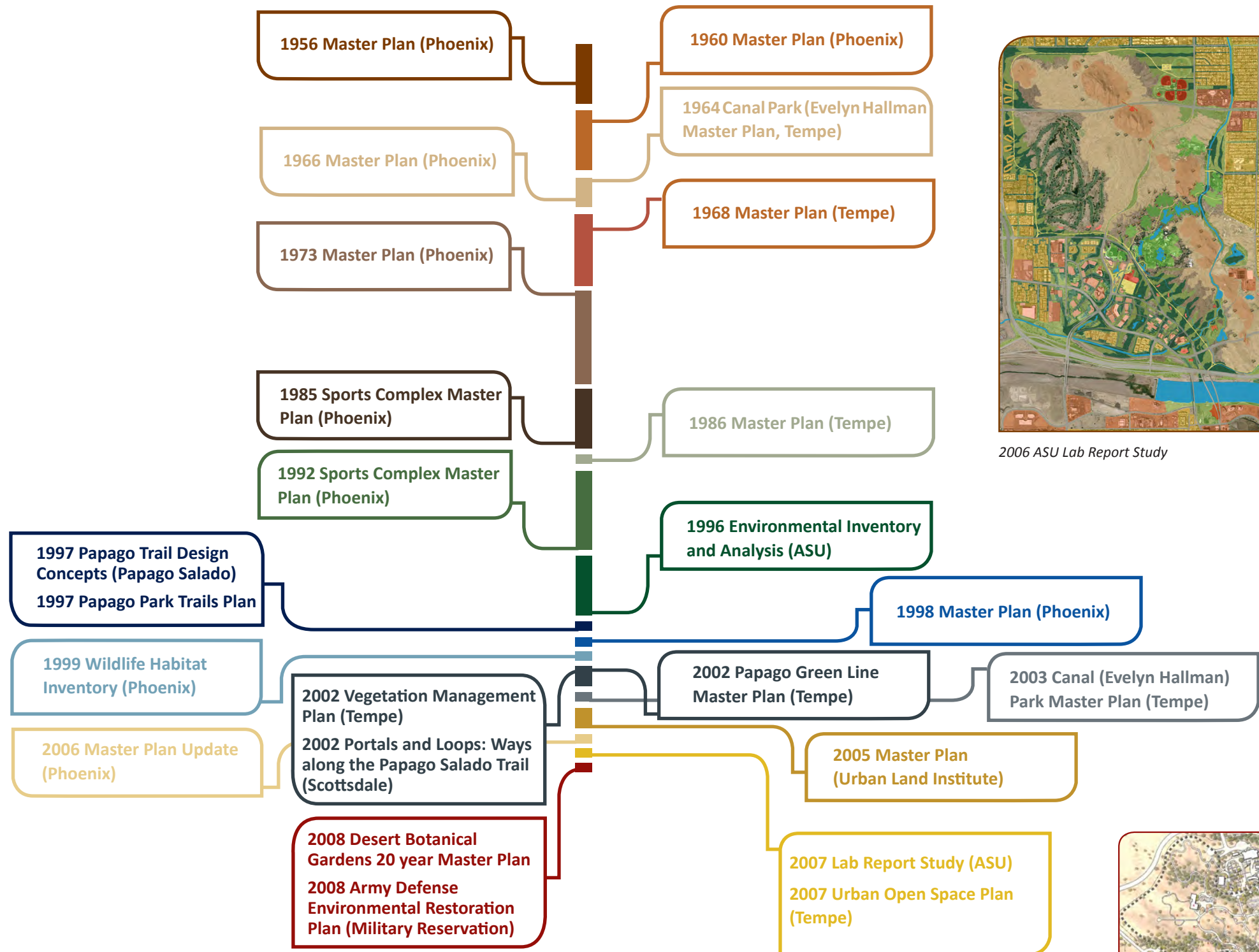
The Arizona Historical Society received 10.6 acres from the City of Tempe in 1984.

In 1987, Phoenix Park Ranger station opened.

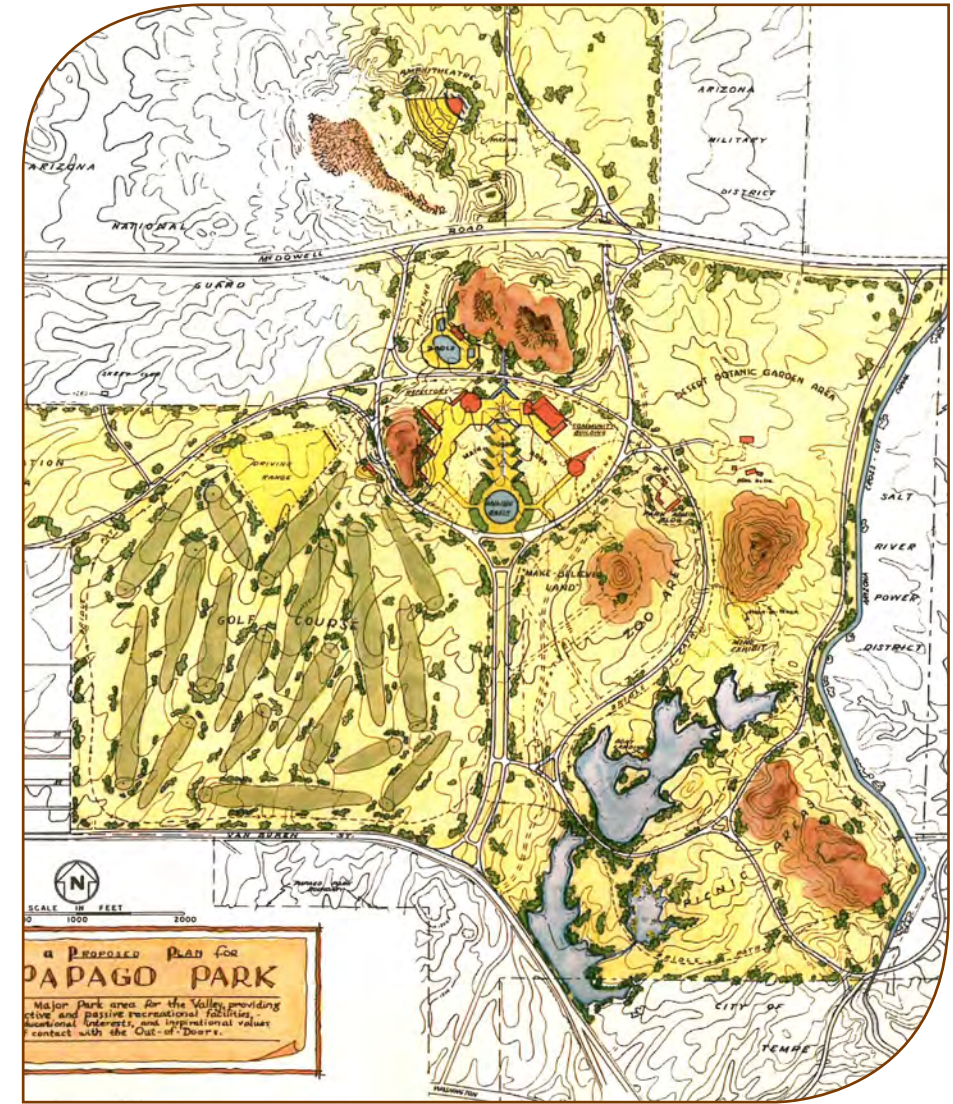
The LoPiano Bosque was constructed in 1993.

The softball complex and sports complex in the north portion of the Park was opened in 1973-74. Currently the park has four baseball and softball fields. In 1975 the bicycle path along the cross cut canal opened.

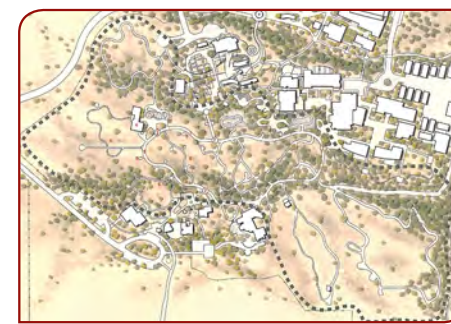
# PAST MASTER PLAN TIMELINE



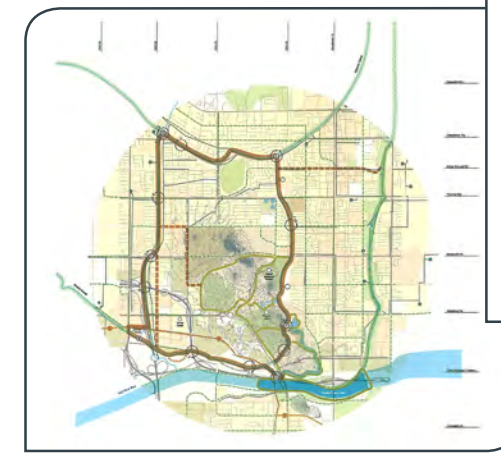
2006 ASU Lab Report Study



1956 Master Plan (Phoenix)



2008 Desert Botanical Gardens 20 year Master Plan



2002 Portals and Loops: Ways along the Papago Salado Trail



## PAST MASTER PLANNING EFFORTS

The past master plans are a vital tool that have helped to define the goals and policies that shaped the park into what we have today. These past master plans were researched and analyzed in order to develop an understanding of what the policies had been in the past as well as the current policies and goals of both municipalities. The master plans for some of the tenants of the park have also been studied. This master plan has built upon the understanding of these plans to help build a layer of control and flexibility and continuity that will function in a seamless manner for both municipalities.

After the Consultant Team researched and reviewed all of the past plans that have been prepared for Papago Park, one major element that was missing from each became increasingly obvious. While there have been many studies and master plans completed for the park, not one of them addresses the park as a whole. The Phoenix and Tempe portions of the park have always been treated as separate entities. The strategy of this planning process is a holistic one with an overriding goal to unify the park while at the same time, recognizing separate land ownership and jurisdictions.

The Consultant Team focused on extracting the goals, plan elements, and recommendations from the most current master plans prepared for the park to serve as a model to compare the input and values of the community gained during this process. The master plans listed below can be viewed in their entirety in Appendix H: Past Master Plans.

## CURRENT MASTER PLANS

### 1986 Master Plan (Tempe)

#### Goals:

1. Preservation of urban open space and the undeveloped character of Papago Park
2. Maintenance of a large, desert urban open space
3. Control active usage of Papago Park in such a manner as to prevent abuse of the land
4. Supply adequate active structured type recreational opportunities for the citizens of Tempe
5. Provide community services perceived as desirable, such as cultural and historical education, to the community
6. Accommodate predetermined uses, such as the historical society and conservation center, in the most appropriate location
7. Develop the Hohokam Indian archeological site to benefit the region
8. Provide non-vehicular circulation linkages for public use including jogging and bicycle paths and equestrian trails

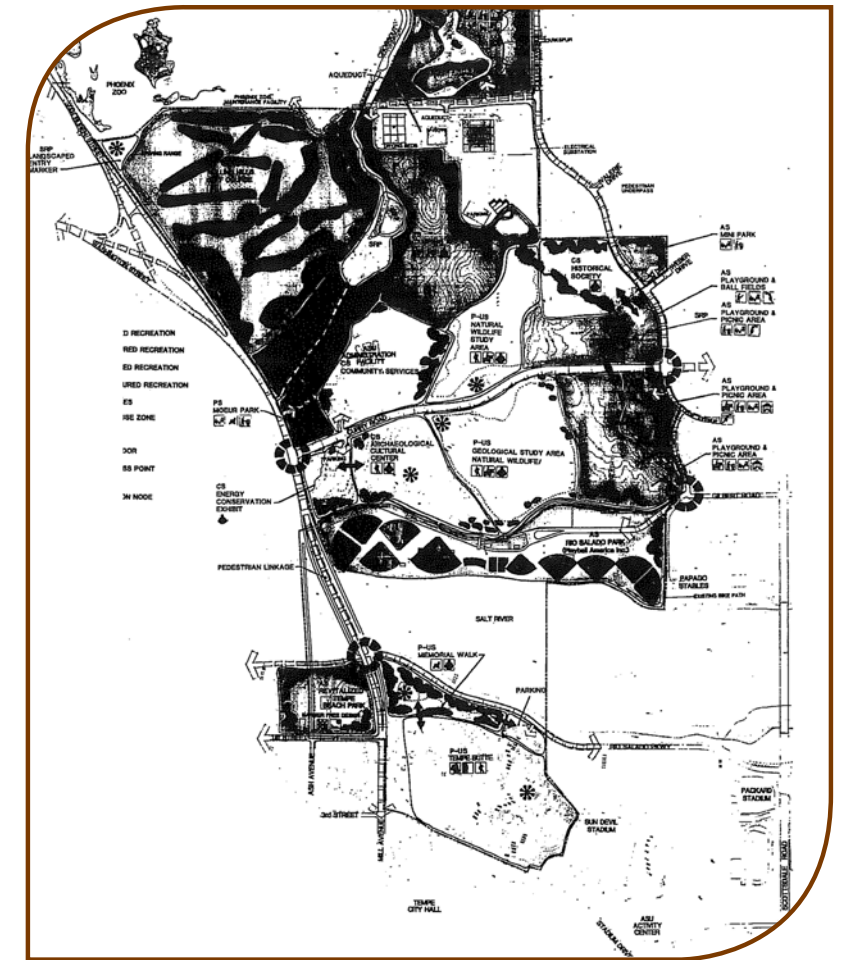
9. Develop a master plan which is sensitive to and compatible with surrounding land uses
10. Develop Papago Park into a source of civic pride for the citizens of Tempe
11. Utilize sensitive planning areas to accommodate the natural features of the site including the existing wildlife populations

#### User Profile:

1. Genuine concern for preservation of Papago Park as a native desert area
2. Growth of middle and upper middle neighborhoods immediately east of Papago Park along College Avenue
3. Increased demand for golf facilities
4. Potential development of a conservation center for residents and visitors.
5. Heavy usage of the butte area by ASU students for trail hiking, etc.
6. Better utilization of space to prevent interference of non-compatible recreation uses with one another
7. Better adaptation of recreational uses to the site characteristics to prevent damage to the terrain and ecosystems
8. Heavy usage of trails by equestrian riders
9. Heavy usage of picnic and active recreational areas, particularly tot lots, volleyball courts, etc.
10. Increased interest in disc golf
11. Strong interest in utilizing the park's natural features as an educational tool through hiking trips

#### Master Plan Elements:

1. Promote preservation
2. Boat dock and paddle boat concessionaire
3. Concession facilities
4. Rustic campgrounds
5. Historic exhibits
6. Small amphitheater
7. Inter-linking trail system
8. New disc golf course with expanded parking
9. Upgraded picnic and parking facilities
10. Development of the AZ Historical Society facility
11. Recreational 'mini-park' at College Avenue and Weber Drive (game courts, play area and picnic facilities)
12. Revitalization of active recreation areas north and south of Curry Road.
13. No additional turf areas
14. Archeological exhibit area
15. Energy and water conservation exhibit
16. Educational path system
17. New equestrian and hiking trail system linking various facilities
18. Linkages to Tempe Beach Park and Tempe Butte



1986 Master Plan (Tempe)



# Papago Park City Of Phoenix



## Master Plan

March 19, 1998

Legend	
	Park Boundary
	Trails
	Multi-Use Trail
	Remove Access Road
	Intersection Improvement
	Trail Head
	Entrance Monument & Directional Signage
	Transit Stops
	Revegetation Demonstration Areas
	Wash Improvements

### Papago Park

- Revegetate designated areas
- Expand ranger station to include interpretive center
- Develop interpretation opportunities for cultural features
- Complete multi-use trail systems
- Trailheads
  - Ramadas
  - Drinking Fountains
  - Signage
- Picnic area improvements
  - Parking lots
  - Street re-design
  - Children's creative playground
- Lagoon improvements
  - Water level controls
  - Bank stabilization
  - Wetland habitat
- Remove West Park Drive and replace with multi-use trail
- Remove orienteering course
- Restroom and ramada renovations
- Restore historic structures
- Improve trail crossing at Galvin Parkway
- Improve golf course
  - Vegetation replacement with compatible species
  - Clubhouse renovation

### Municipal Stadium

- Expand Municipal Stadium
- Parking lot improvements
  - Landscaping
  - Re-surface and stripe
- Improve accessibility to east parking lot
- Improve street landscaping along Van Buren
- Enhance washes
- Develop trail connections to surrounding uses
- Improve crossing for pedestrians at Van Buren
- Priest Drive pedestrian bridge enhancements
- Improve transit stops



### Sports Complex

- Revegetate designated areas
- Add landscape buffer to provide screening for neighbors
- Upgrade field lighting at softball complex using 'cut-off' (non-glare) style lighting
- Softball complex improvements
  - Turf and irrigation
  - New backstops and dugouts
  - Re-model restrooms and concessions
  - Shade for bleachers
  - Shaded children's playground
- Add two lighted fast-pitch softball fields
- Add 500 parking spaces and security lighting
- Create trails along washes
- Develop trailhead
  - Ramada
  - Drinking fountain
  - Signage
- Family recreation component
  - Picnic ramadas
  - Playground
  - Basketball court (non-lighted)
  - Volleyball court (non-lighted)
- Circulation improvements
  - Modify Oak Street access for emergencies
  - Widen 64th Street access
  - Access to McDowell Road
- Upgrade archery range
  - Access road and parking
  - Drinking fountain
  - Shade structure
  - Lighting



## 1998 Master Plan + July 2006 Update (Phoenix)

### Recommendations:

1. Provide opportunities for formal interpretation of the park's flora, fauna, historic, prehistoric and natural features.
2. Preservation of Papago buttes with trails placed around their base. Preserve and restore sensitive habitats. Protect valuable views to and from the buttes.
3. Revegetate open space using native Sonoran plant materials and seed mix, which is appropriate for Papago Park and consistent with park revegetation plans.
4. Use planning to balance development and management efforts and improve public awareness towards the park's prehistoric, historic and cultural resources. Traditional planning methods will be integrated with landscape and environmental values to accomplish this goal.
5. Develop comprehensive graphics and signage to direct and inform park visitors. Signage will identify destination points within the park, provide an overview of trail systems throughout the park, interpret natural and historic features, provide information on the proper use of facilities, and promote safety.
6. Designate specific corridors for development of a recreational trail system. Trails will be designed and constructed for use by hikers, joggers, bicyclists and equestrians. Define a hierarchy of trail by type and difficulty. Measures to discourage trail blazing will be implemented to preserve park vegetation, wildlife, and features.
7. Renovate existing buildings, ramadas, and other structures. Renovation shall preserve and enhance the integrity of historic structures. Restrooms and other buildings will be modified to comply with current building and accessibility codes. New building materials shall be selected for compatibility with the surrounding environment.
8. Develop new facilities that meet the need for recreation and support facilities. Sports lighting will be added with current technology using 'cut-off' type fixtures to minimize light glare. New facilities will be integrated into the existing terrain to achieve an aesthetic, non-intrusive appearance.

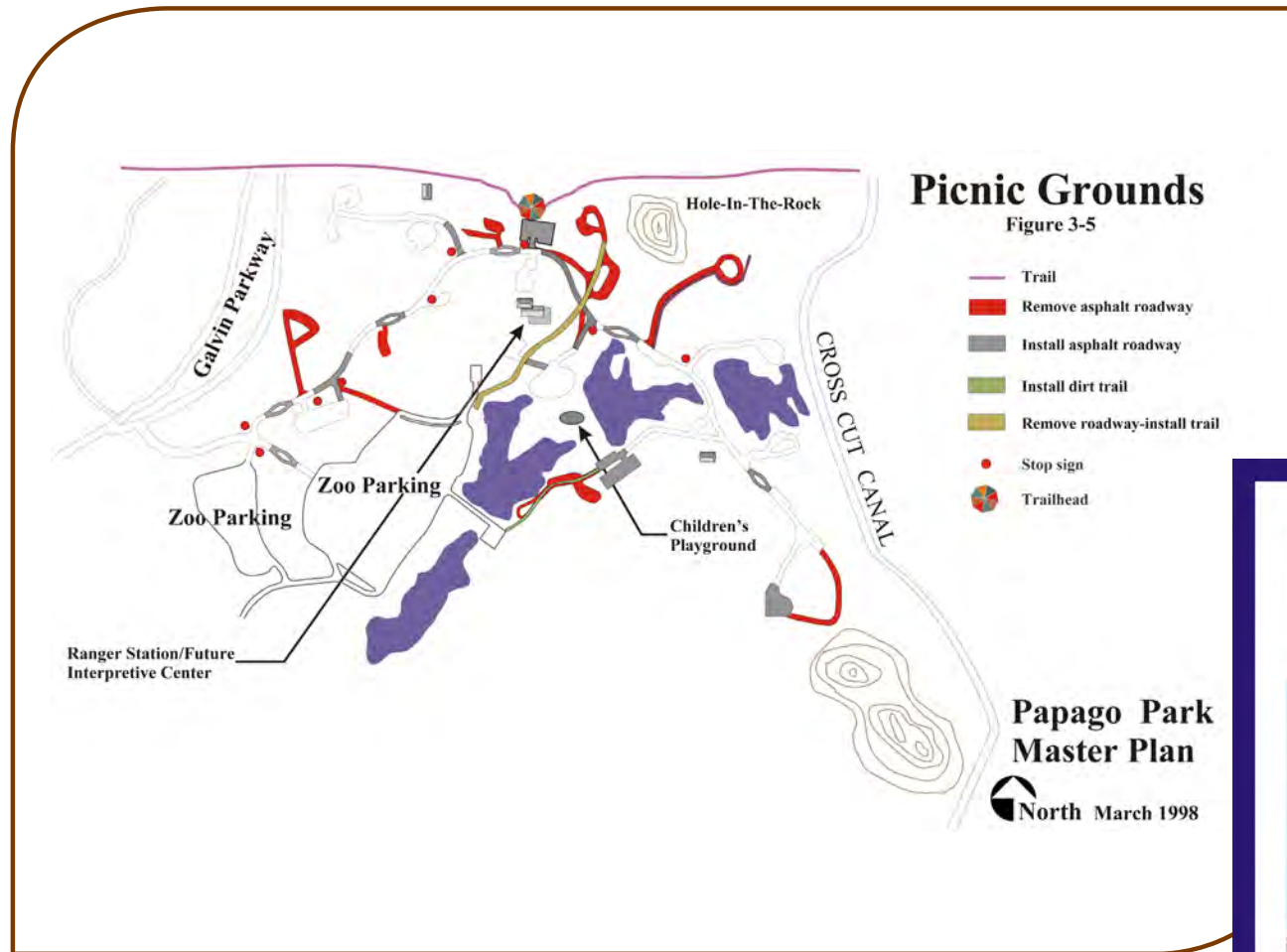
1998 Master Plan + July 2006 Update (Phoenix)

**Goals:**

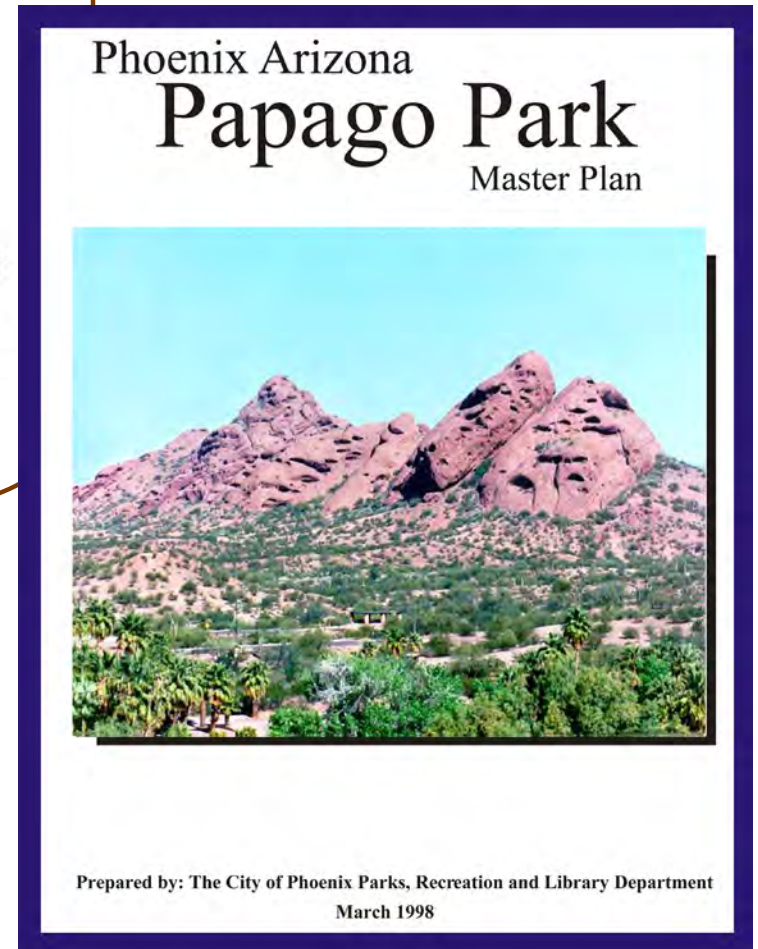
1. Park Identity
2. Renovation
3. Environmental Enhancement
4. Enterprise
5. Golf
6. Circulation
7. Management

**Master Plan Elements:**

1. Expand municipal stadium and improve parking lot
2. Enhanced landscaping
3. Improve transit stops
4. Complete signage system
5. Acquire adjacent property (Van Buren Street and 56th Street)
6. Entrance monuments
7. Safer crossing at Van Buren Street
8. Park interpretation
9. Remodel existing ranger station to provide an interpretive center
10. Revegetation and replace non-native species
11. Eliminate unnecessary paving
12. Designated trail system and connections to surrounding uses
13. Comprehensive graphics plan
14. Stabilize, revegetate, and renovate the lagoons
15. Research a multi-use tunnel under Galvin Parkway
16. Do not expand golf course beyond existing boundaries
17. Provide accessible fishing docks
18. Renovate picnic areas and historic structures
19. Shaded playground, trailhead, basketball and volleyball court near softball complex
20. Improve archery range w/ shade, lighting, and drinking fountain
21. Two lighted fast pitch softball fields and increased parking area
22. Expand 64th street entrance to four lanes with park-like median



1998 Master Plan + July 2006 Update (Phoenix)





2002 Papago Green Line Master Plan (Tempe)

### 2002 Papago Green Line Master Plan (Tempe)

**Goals:**

1. To provide an experience in the Papago Green Line that emphasizes historical and environmental education.
2. To sustain the Papago Green Line.
3. To respect the fragility of the Papago green line and Papago Park.
4. To offer educational and physical links from the green line to the surrounding community.
5. To design trails and offer an environment that is accessible, comfortable, and aesthetic.

**Master Plan Elements:**

1. Orientation area
2. ADA accessible loop
3. Learning nodes
4. Trails and trail-head
5. Terraced overlook

### 2003 Canal (Evelyn Hallman) Park Master Plan (Tempe)

**Master Plan Elements:**

1. Bridge over the Cross-Cut Canal
2. Trailhead
3. New parking area on McKellips Road
4. Granite trails and interpretive rest areas
5. Buttes viewing area
6. Urban/ youth camping area
7. Overflow parking area for special events
8. Fishing piers
9. Memorial garden
10. Wildlife observation platform
11. Children's activity area/ playground
12. Entry plazas

**Goals:**

1. Bicycle/ rollerblading path
2. Exercise/ jogging/ walking Path
3. Restrooms
4. Wildlife observation areas

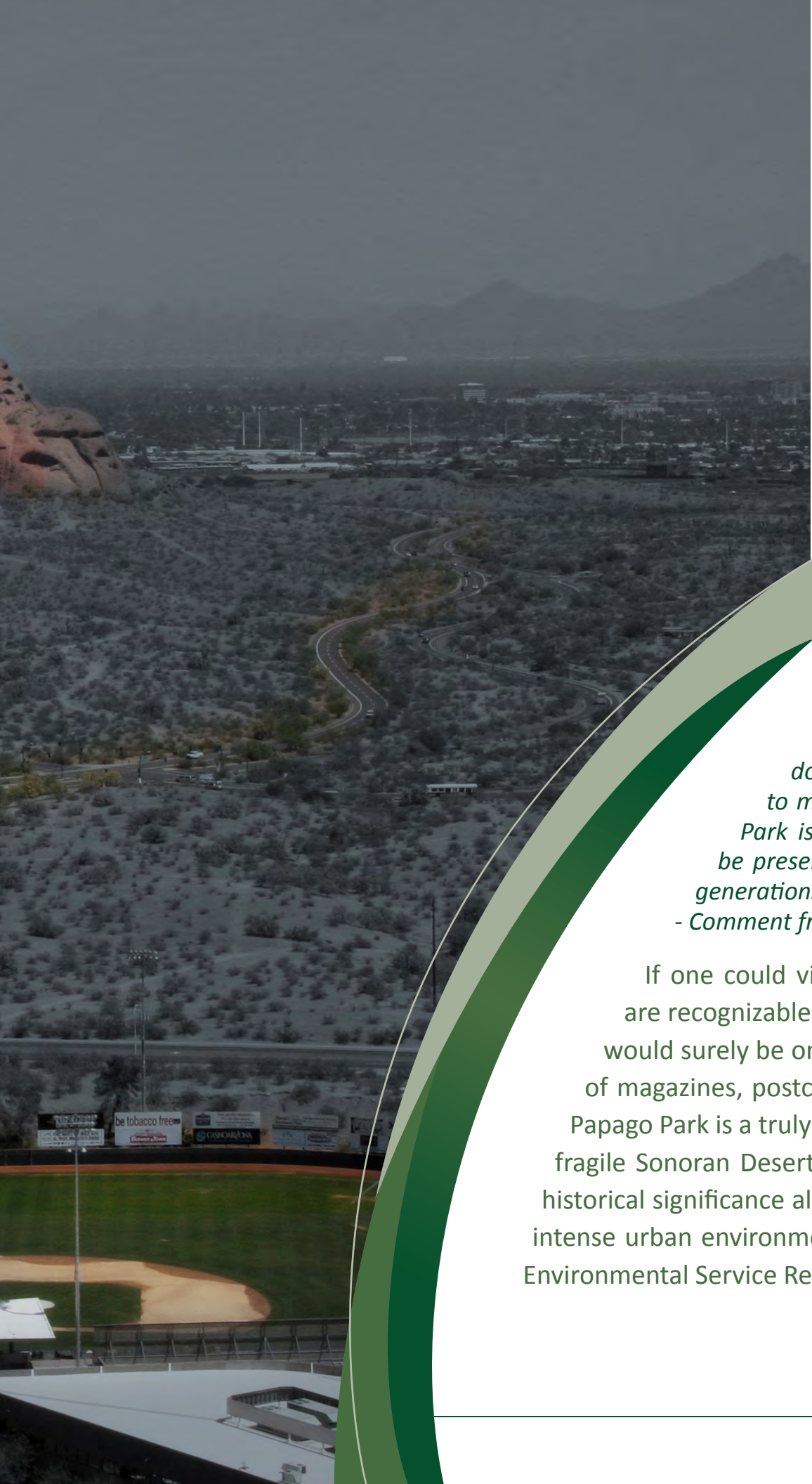


2003 Canal (Evelyn Hallman) Park Master Plan (Tempe)









## SITE INVENTORY AND ANALYSIS

*“The beauty of its natural state unencumbered by over done amenities is of the essence that is most appealing to me. Nature is in its most natural state of what Papago Park is today is a precious jewel of the desert that should be preserved. It serves as a wonderful historical reference for generations to come and appreciate.”*

- Comment from Workshop #1

If one could visualize the landmarks of the Phoenix region that are recognizable around the world, the Buttes and Hole in the Rock would surely be on that list. These images have adorned a multitude of magazines, postcards, and visitor photo albums for over a century. Papago Park is a truly unique regional park combining spectacular views, fragile Sonoran Desert ecosystem, world class facilities, and unmatched historical significance all located in just over 2,000 acres surrounded by an intense urban environment of 2.8 million people (U.S. Census Bureau and Environmental Service Research Institute ESRI).

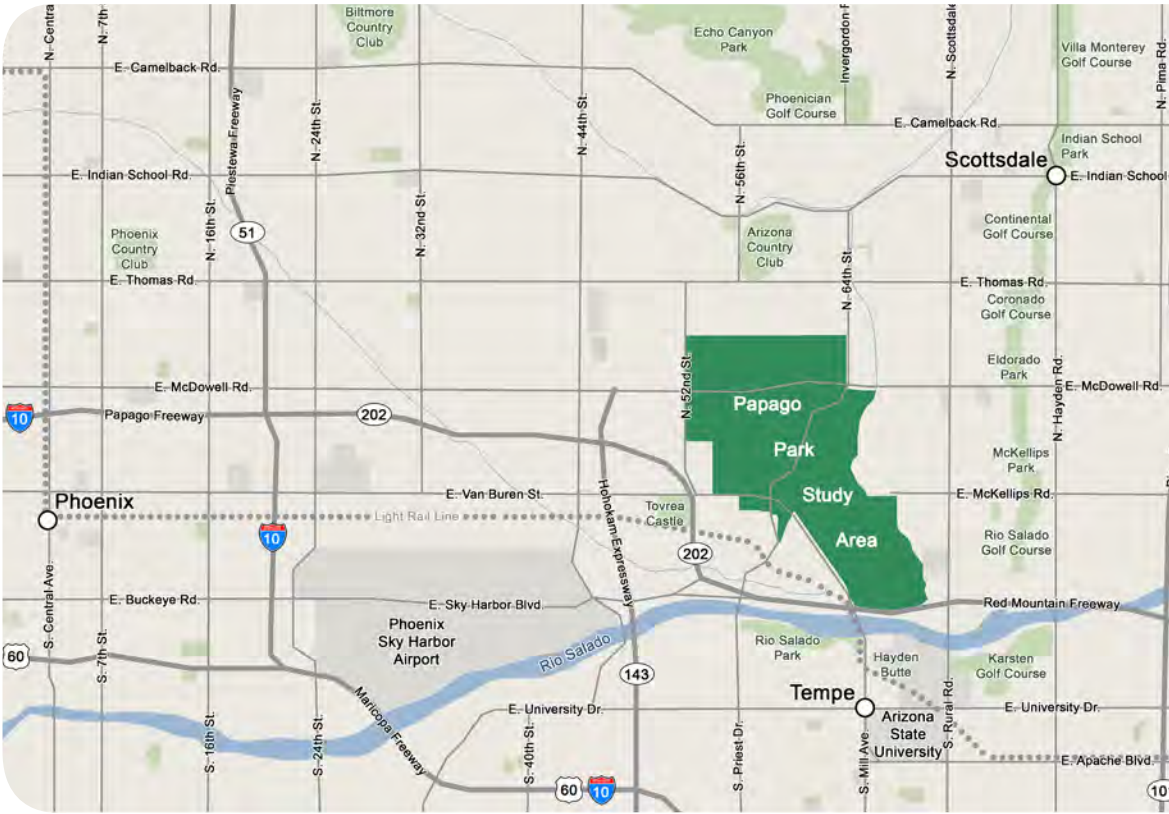


Figure 2.1 Vicinity Map

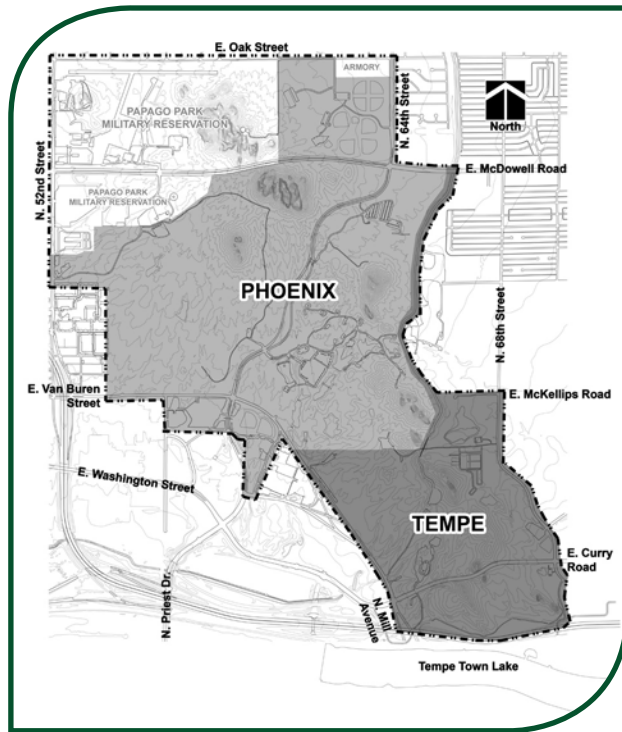


Figure 2.2 Park jurisdiction



Figure 2.3 Facilities within the study area

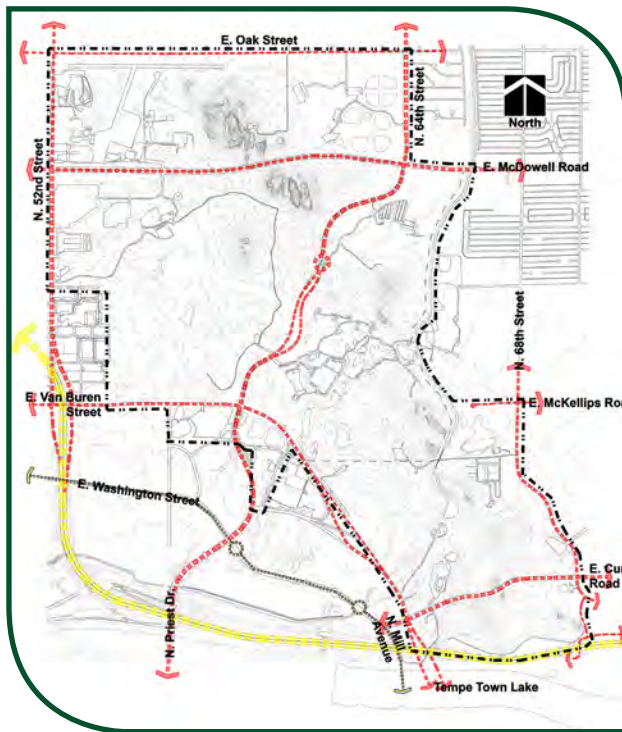


Figure 2.4 Transportation Systems



Figure 2.5 Open space

## SITE CONTEXT:

Papago Park is nestled directly in the heart of the greater Phoenix Metropolitan area. The park is located at the intersection of the municipal boundaries of Phoenix, Tempe and Scottsdale. This location provides the park a close proximity to each of their downtown districts (9 miles to Phoenix, 3 miles to Tempe and the Arizona State University Campus, and 4 miles to Scottsdale).

The limits of the park study area encompass just over 2,000 acres, 75% of which lies within the City of Phoenix. The remaining acreage is located within the City of Tempe. The park study area contains not only land owned, operated, and maintained by the cities of Phoenix and Tempe as recreational open space, but a wide variety of both privately owned and leased facilities which serve a myriad of users. Facilities located within the park study area boundaries include, but are not limited to; two eighteen hole golf courses, three museums, zoo, botanical gardens, softball/ baseball complexes, dog park, disc golf course, an eight-thousand seat baseball stadium, and even a military reservation and armory.

Due to its central location, the park is easily accessible to both residents and visitors alike. The Red Mountain Freeway (202) forms the extreme southern border of the park and offers three exit ramps within the project study area. Several other primary roadways both border and infiltrate portions of the park study area. East McDowell Road acts as the northern edge of the park, while Galvin Parkway bisects it from north to south. Each of these thoroughfares acts as the vehicular connections between Phoenix and Scottsdale. East Van Buren Street, which turns into Mill Avenue as it approaches Tempe, forms the southern edge of the park's study area limits and provides a direct connection to the City of Phoenix. Lastly, East Curry Road bisects the southern portion of the park. Additionally, the Valley Metro bus system provides access to well over a dozen bus stops located within the park and the project study area. The first phase of the recently completed Valley Metro light rail line provides two transit stations both within walking distance of the park. The proximity of these stations has created an ease of accessibility to not only adjacent residents, but the entire valley.

The park contains an extensive network of pedestrian trails which service hiking, biking, and equestrian activities. The system as a whole offers excellent connectivity, to the surrounding development, for those entering the park via non-vehicular

\* For more detail see maps and plans section of this document

methods. The majority of the trail system is non-paved; however, two paved and fully accessible pathways do exist. Two grade separated crossings also exist within the park to allow visitors to avoid vehicular conflict.

The majority of the eastern edge of the park study area is defined by the Arizona Cross Cut Canal. The canal terminates at the SRP maintenance facility which is located in the center of the southern portion of the park. The canal and the corridor it creates is also home to a series of large overhead power lines and transmission towers. The view of these power lines becomes very dominate as they evenly bisect the southern portion of the park through the center prior to crossing Tempe Town Lake. The noise and sight of low flying commercial aircraft is also quite noticeable above this part of the park. One of the two eastern flight paths into Phoenix Sky Harbor International Airport is directly overhead.

Anyone who has ever visited Papago Park can tell you that the viewsheds located within it are unmatched by any urban desert park. Due to its central location, the mountains which encircle the entire valley floor, are all visible throughout the park. Nearby peaks such as Piestawa, Camelback, and Hayden Butte dominate the sky, while those in the distance such as South Mountain, the McDowell Range and the White Tanks, offer a reminder of the regional context. The onsite geologic features are just as impressive. Barnes, Big, and Contact Buttes dominate the views within the park. The views from within the park are not only limited to natural features, the skyline of downtown Phoenix and the Central Avenue corridor, Phoenix Sky Harbor Airport, downtown Tempe, and Arizona State University are all readily visible from many locations.

The majority of the land bordering the park study area is zoned residential; however the areas to the west and south of the park contain a large concentration of commercial and industrial uses. Several facilities are located just outside the park's boundaries: two elementary schools, two churches, a marina, horse stables, and private recreational facilities. Attractions or points of interest such as Pueblo Grande Museum and Archeological Park and Tovrea Castle at Carraro Heights, are also located nearby. The proximity of Tempe Town Lake and the Rio Salado River corridor to the south, offer the opportunity for recreational connections to the park.

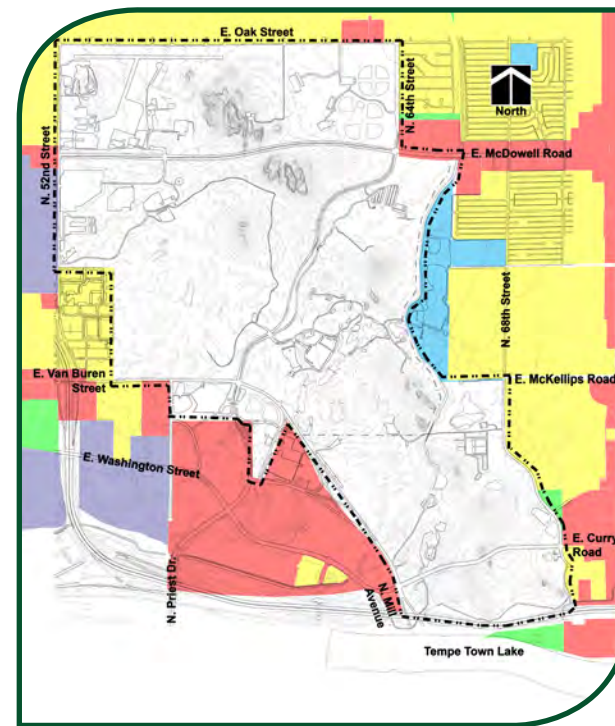


Figure 2.6 Adjacent zoning

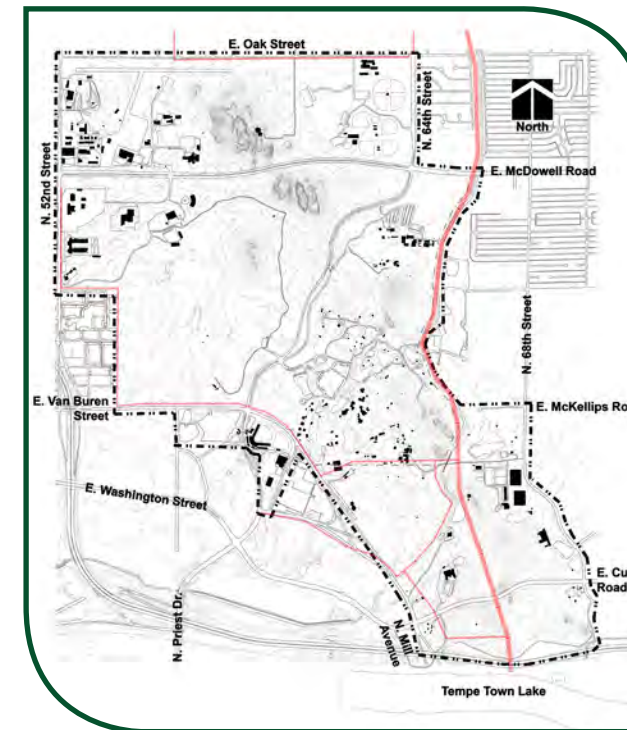


Figure 2.7 Existing structures and overhead powerlines within the study area

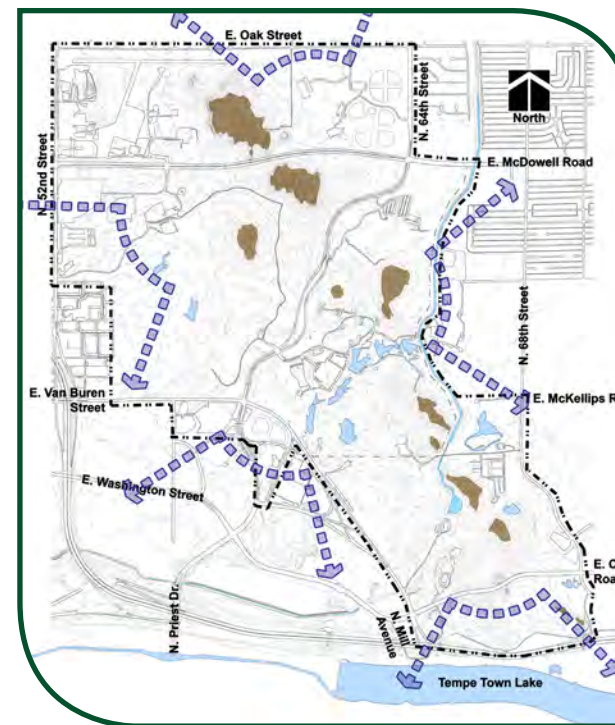


Figure 2.8 Viewsheds, buttes, and waterways

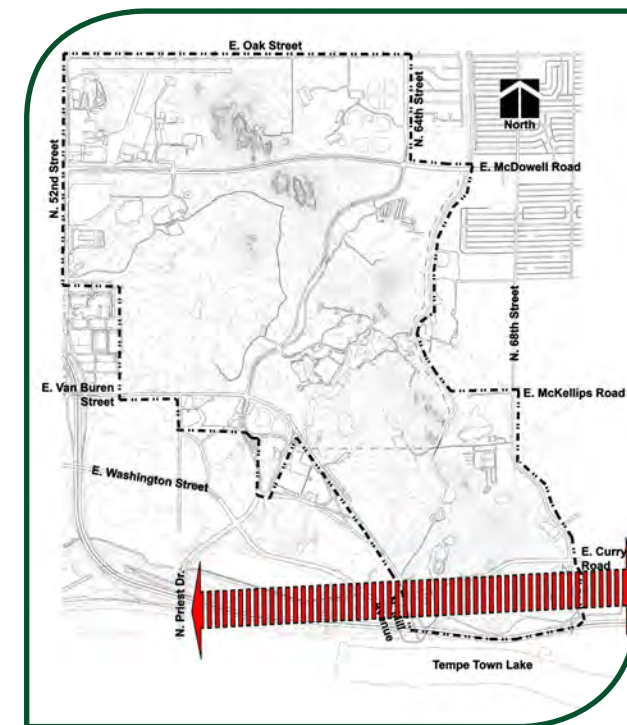


Figure 2.9 Air traffic

\* For more detail see maps and plans section of this document

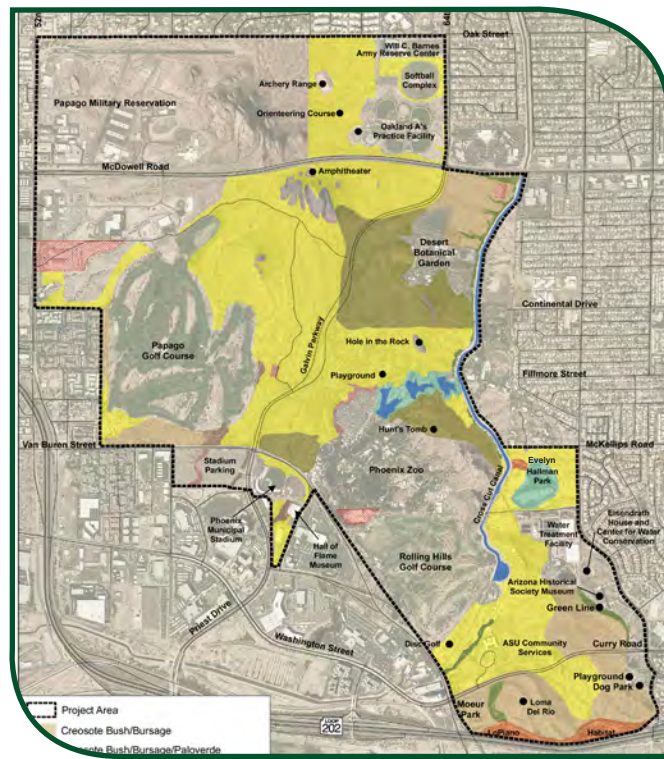


Figure 2.10 Current vegetation type and land use (see Appendix 'B' for more detail)



Figure 2.11 Ecological Condition (see Appendix 'B' for more detail)



**Limited Impact/Undisturbed Ecological Condition.** Both photos show undeveloped and fenced portions of the DBG property. These areas are composed of relatively diverse Arizona Upland Sonoran Desertscrub plant communities, including saguaros. The chain-link fence, which restricts access, is shown in the foreground of the left photo; saguaros are evident in the right photo.

## BIOLOGICAL RESOURCES

An inventory and analysis of biological resources in the Papago Park study area was undertaken as part of the regional masterplanning effort. This effort included an investigation of the type and condition of biological resources in the park, including collection and review of existing plans, studies, inventories, and assessments; aerial photo interpretation/review; field reconnaissance; and constraints and opportunities mapping and documentation. This effort and the associated technical report (Appendix B: Inventory and Analysis of Biological Resources) were completed to assist in the determination of appropriate planning objectives for various portions of the park.

Review of existing studies and field reconnaissance identified seven vegetation types in the park (Figure 2.10, Current Vegetation Type). Three of these are relatively undisturbed upland vegetation types typical of the Arizona Upland and Lower Colorado River subdivisions of the Sonoran Desertscrub biome. The fourth is a predominantly native desert riparian scrub plant community found along washes or arroyos. The remaining three types are riparian plant communities with a varying composition of native and non-native species that line artificial ponds/lagoons, perennial conveyance ditches, and intermittent or ephemeral drainages in the park.

The inventory and analysis revealed a number of changes to both the Tempe and Phoenix portions of the Papago Park study area over the last ten years. Although few changes in vegetation type and overall condition were noted, there were additional improvements including new buildings and parking facilities, new perimeter fencing in places, additional trail markers, and localized restoration efforts. The Desert Botanical Gardens installed new perimeter fencing and developed a small collaborative research and horticultural test area in the northeast portion of its property. The City of Tempe, in collaboration with others, completed shoreline stabilization along the ponds at Evelyn Hallman Park; trail restoration and enhancement including trail demarcation, use designation, and revegetation; development of an overlook

area; and construction of benches/rest stations along trails. The City of Tempe has also implemented components of the Green Line Master Plan, supported by an Arizona Water Protection Fund grant, including eradication of non-native invasive plant species, revegetation with native species, and development of a riparian interpretive overlook at the Arizona Historical Society Museum. The City of Phoenix has implemented multiple projects aimed at restoring native plant communities in the park, including establishment of saguaros and other plant species in two areas of the park and eradication of non-native plant species and planting of native species at various sites, including areas near Papago Municipal Golf Course, 64th Street and McDowell, the Phoenix Zoo parking lot, Hole-in-the-Rock, Hunt's Tomb, the Park Ranger Station, shelters and ramadas, and the Archery Range. The City of Phoenix has implemented revegetation efforts throughout the park to reduce spider trails and completed shoreline stabilization and wetland habitat enhancement along the fishing lagoons. Additionally, the City of Phoenix closed Moreland Road to vehicular access and redeveloped this transportation corridor into an Americans with Disabilities Act-accessible multi-use trail.

Based on completed studies and field reconnaissance, current ecological conditions in the relatively undeveloped portions of the park were mapped (Figure 2.11 Ecological Condition). The **Limited Impact/Undisturbed** ecological condition occurs primarily within the fenced and undeveloped portions of Desert Botanical Garden that have been protected from human and other impacts. The photos above depict views of undisturbed areas of the park or those of limited impact.

The **Moderately Impacted** ecological condition typifies most of the remaining undeveloped desert areas of the park, where native plant communities persist but substantial recreational use and associated trails and other amenities exist. The **Highly Fragmented or Impacted** ecological condition refers to relatively small areas



**High Preservation Value.** The left photo was taken in the LoPiano Habitat area. The right photo shows the undeveloped but fenced portion of the Desert Botanical Gardens property. These areas contribute substantially to the biodiversity values of Papago Park and offer public interpretation/education and research/study opportunities.

of remaining natural desert surrounded or nearly surrounded by developed land uses; areas where native plant communities and habitats have been highly altered; areas of concentrated human/recreational use; and areas dominated by non-native vegetation or disturbance.

Preservation values of specific areas of the park study area were mapped based on an assessment of ecological, educational, or interpretive benefit and an evaluation of competing or adjacent human uses (Figure 2.13, Preservation Value). While all undeveloped areas of Papago Park have value for preservation, a simple rating of high, medium, and low preservation value can serve as a tool for planning and development decisions, such as the siting of new facilities. The siting of any new development or facilities on areas of low or lower preservation value would serve to protect areas of higher preservation value from disturbance.

Areas mapped as High Preservation Value are relatively undisturbed areas that support a relatively high diversity of native plant species and high wildlife habitat values and include the LoPiano Habitat riparian area in Tempe and the fenced, undeveloped portions of the Desert Botanical Garden. The photos above depict views of areas within the park considered to have high preservation value.

Medium Preservation Value applies to areas of moderate human use where ecological benefits of preservation could be realized and include the larger mostly undeveloped within the park, such as the central portion of Papago Park in Phoenix and the southern portion of Papago Park in Tempe. Highly altered, concentrated use and/or highly fragmented areas with developed land uses in close proximity are characteristic of the Low Preservation Value rating and include the areas surrounding the fishing lagoons north of the Phoenix Zoo and in Evelyn Hallman Park and the remaining fragments of natural desert south, west, and north of Papago Municipal Golf Course, north of the Phoenix Military Reservation, and east of Rolling Hills Golf course.

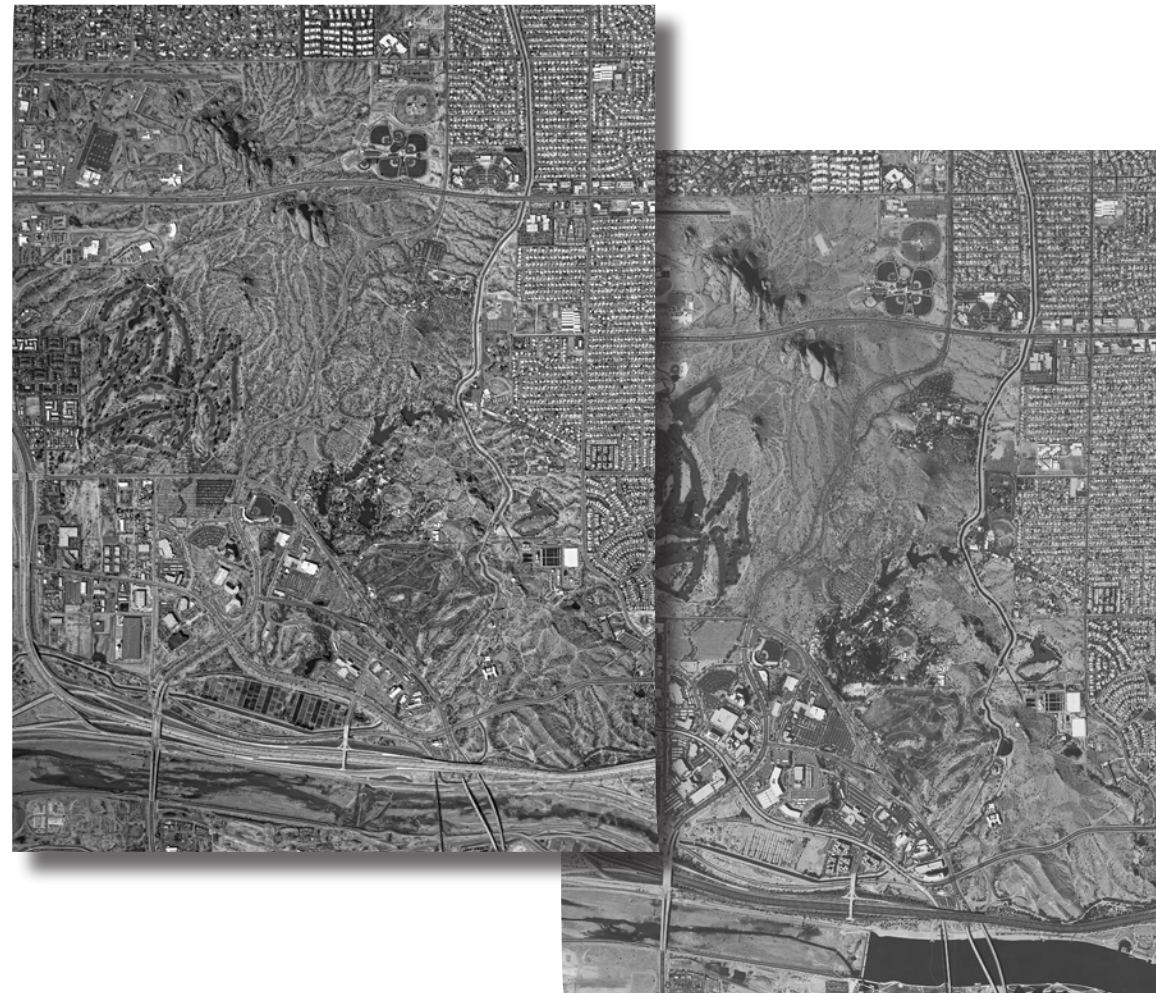


Figure 2.12 Comparison of aerial photos from 1998 and 2008

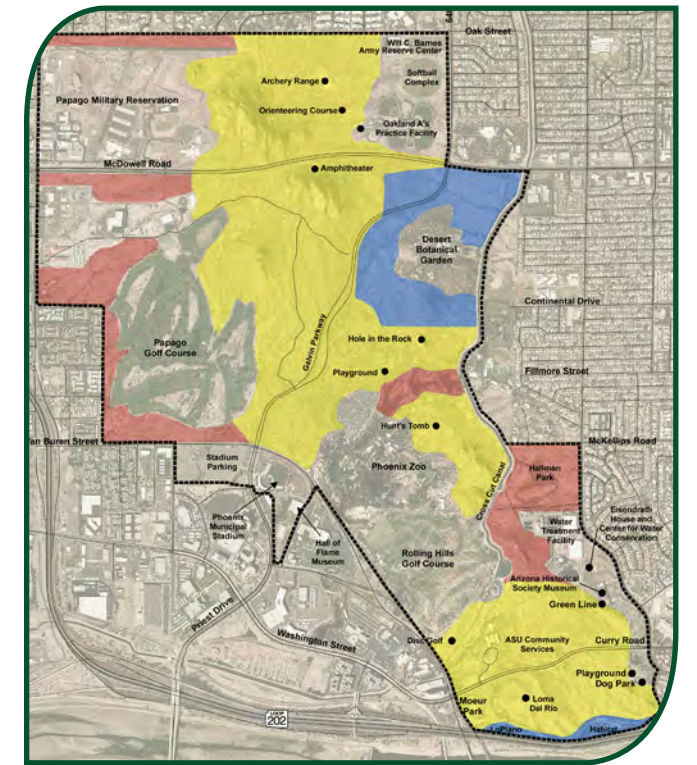


Figure 2.13 Preservation value (see Appendix 'B' for more detail)

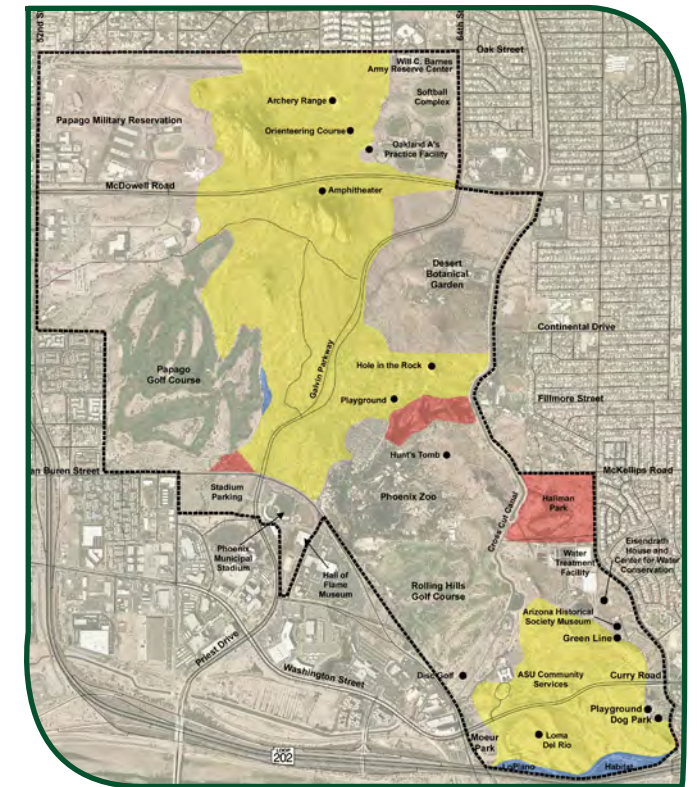


Figure 2.14 Restoration value (see Appendix 'B' for more detail)



**High Restoration Value.** The LoPiano Habitat (left photo) and areas that have been subject to exotic vegetation removal in the Phoenix portion of the park (right photo) provide the greatest opportunity for restoration.

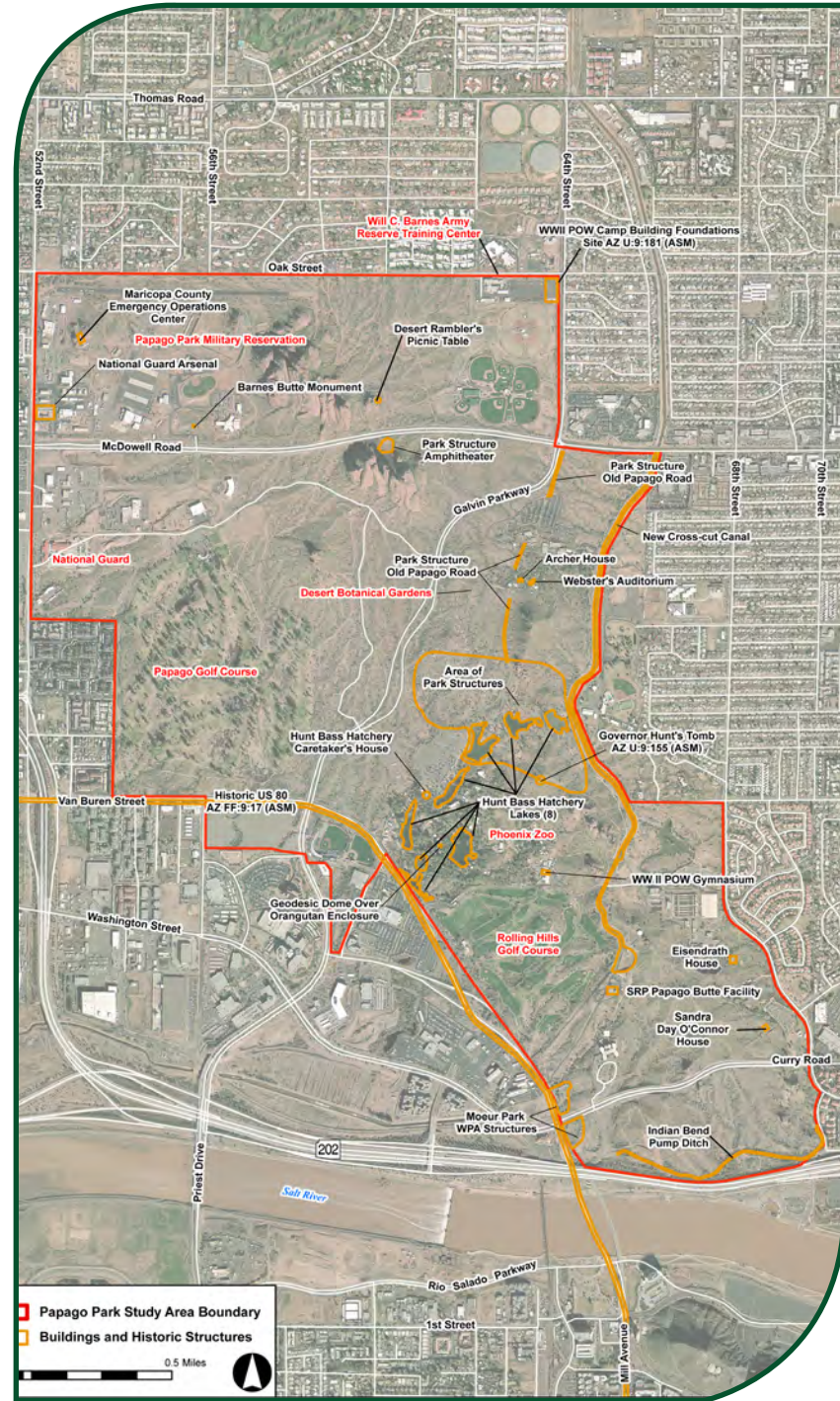


Figure 2.15 Historical Structures and Buildings (see Appendix 'C' for more detail)

Specific areas of the park study area were rated with regard to value for restoration as wildlife habitat based on their importance and the anticipated effectiveness of restoration measures (Figure 2.14, Restoration Value). The rating of high, moderate, and limited restoration value within the undeveloped areas of Papago Park provides a tool for prioritizing the use of available rehabilitation funding.

Areas mapped as High Restoration Value, such as the LoPiano Habitat and areas subject to non-native vegetation removal, are expected to yield relatively high ecological benefits and have the highest probability of success and the fewest competing human uses. The photos above depict views of areas within the park considered to have high preservation value.

Moderate Restoration Value refers to areas where restoration potential exists but other competing human uses may affect restoration success and/or ecological benefits, such as the central portion of Papago Park in Phoenix and the portions north and south of Curry Road in Tempe. Limited Restoration Value refers to areas where restoration potential exists but ecological benefits or probability of success are limited due to concentrated and potentially competing human use and cultural or heritage values, such as the areas surrounding artificial ponds in the park.

Potential planning opportunities identified for Papago Park include additional trail demarcation and signage to discourage off-trail use; reestablishment of indigenous plant species such as saguaros in areas of historic occurrence; additional interpretive signage and interpretive facilities; completion of previously initiated restoration efforts; and enhancement of the LoPiano Habitat riparian area, the Papago Greenline, and areas surrounding the fishing lagoons by the replacement of non-native with native plant species.

## CULTURAL RESOURCES

The Consultant Team researched, inventoried, and conducted site visits to relocate known cultural resources (archaeological sites and historic buildings, structures, and objects) within the boundaries of the Phoenix and Tempe portions of Papago Park study area. The goal was to provide brief historic contexts and National Register of Historic Places (National Register) assessments for each cultural property. A brief summary excerpted from the full report (Appendix C: Inventory and Assessment of Cultural Resources) follows.

### Culture History

The earliest known occupation in the area that is today's Papago Park began during the Archaic cultural period (2,000 to 10,500 years ago). Archaic peoples led a hunting and gathering lifestyle which slowly gave way to the beginnings of agricultural subsistence. Following the Archaic Period, the Hohokam inhabited the middle Gila, middle Salt and Santa Cruz river valleys (500 to 2,000 years ago). They practiced a sedentary lifestyle, subsisting on corn, beans, and squash augmented by wild resources. The Hohokam are perhaps best known for their construction of hundreds of miles of irrigation canals that transformed the dry, desert Salt River Valley into an agricultural oasis.

By AD 1500, probable descendants of the Hohokam, indigenous Pima and Papago (Akimel and Tohono O'odham) groups are known to have occupied central Arizona with Apache and Yavapai groups entering the region some time later. Maricopa tribes migrated to the area in the early 1800s and forged a relationship with the Pima. The mid 1800s saw the first non-aboriginal Americans in central Arizona. The townsite of Phoenix was established in the early 1870s followed by the nearby communities of Tempe, Mesa, and Scottsdale. The Salt River Pima-Maricopa Indian Community reservation was established in 1879. By 1900 Phoenix had a population of approximately 5,500 with 14,000 people residing in nearby towns and rural areas. Today, passage from one city to the next is denoted only by signs as the cities' growth has continued. The only breaks from the urbanization in the heart of the valley are Papago Park and further east, the open lands of the Salt River Community.



## History of Papago Park

Early pressure from local citizens to preserve the area today known as Papago Park led to the creation of Papago Saguaro National Monument in 1914. This designation brought little protection and almost immediately, timber cutting, damage from grazing cattle, increased tourism, transients, and trash dumping all had their effects on the land. As populations in the surrounding cities and towns grew, so did pressure on the Monument and in 1930 it was abolished. With this act, the larger portion of the land passed to the state, and a smaller portion was granted to the City of Tempe. The next decade saw a wave of development across the park with Civilian Conservation Corps (CCC) works, the Hunt Bass Hatchery lakes, Works Progress Administration (WPA) facilities, Governor Hunt's Tomb, and Webster Auditorium in the Desert Botanical Garden dating to this time. In the following decade a German World War II (WW II) prisoner of war (POW) camp was constructed in the northeast corner of the park.

The non-Tempe portion of the park became a Phoenix park in 1959 with the Phoenix Zoo and the Papago Park Golf Course as new additions. The Papago Park Sports Complex and the Arizona Historic Society Museum subsequently were added. In 1989 the Papago Park Historic District (PPHD), located between the Cross-cut Canal and 52nd Street and Van Buren Street and McDowell Road, was listed on the Phoenix Historic Property Register.

## Cultural Property Summary

The Consultant Team was tasked with recommending properties eligible or not eligible for the National Register. For some properties, additional research would be required to make a recommendation; these properties are considered unevaluated.

Between the 1880s and the 1980s, 27 archaeological sites have been recorded within the park study area including prehistoric habitation sites, rock shelters, petroglyphs, and prehistoric, aboriginal, and historic, non-aboriginal artifact scatters. Field visits relocated 21 of these sites. The majority of the sites (n=19) will require archaeological testing to determine their National Register eligibility and are considered unevaluated at this time. Three sites are recommended eligible for the National Register (Criterion D) and five are recommended not eligible.

In total, 43 buildings, structures, and/or objects that are historic in age (50+ years) exist in the park study area. These properties range from military buildings and structures to roads and homes. Three properties (Governor Hunt's Tomb, Webster Auditorium, and the Hunt Bass Hatchery Caretaker's House) currently are listed on the National Register under Criterion A. Twenty-nine military properties, two from the WW II POW camp, exist in the park, only two of which, the National Guard

Arsenal (Criteria A and C) and the Maricopa County Emergency Operations Center (Criterion A) are considered National Register eligible. Two of the three Salt River Project (SRP) properties, the Cross-cut Canal (Criteria A and D) and the Indian Bend Pump Ditch (Criterion A) are recommended eligible for the National Register as are three New Deal era works projects including the WPA Moeur Park Structures and the CCC amphitheater and other park structures (all Criteria A and C). Finally, a single home, the Eisendrath House, is recommended eligible (Criterion C).

In addition to National Register recommendations, the Consultant Team developed recommendations as to whether the historic age properties are contributing or non-contributing to the existing City of Phoenix historic district, the PPHD. In addition to the properties specifically listed in the PPHD including Governor Hunt's Tomb, Hunt Bass Hatchery Caretaker's House, Webster Auditorium, and the CCC park ramadas, EcoPlan recommends the remaining CCC and WPA structures, the National Guard Arsenal, Old Papago Road, and the Barnes Butte Monument as contributing elements.

## Summary

The cultural resources in Papago Park reflect great diversity. They span thousands of years and vary widely. The archaeological sites aid our understanding of past cultural events while the historic buildings, structures, and objects are exemplars of historical events of national importance and of events that helped shape the Valley in the first half of the 20th century. As a whole, Papago Park and its history are important to the O'odham peoples. The archaeological sites in the park should be preserved and protected through both avoidance and non-development. The historic buildings and structures and a single archaeological site that has been excavated and stabilized can be publicly interpreted and celebrated. These properties should be preserved, and they should be restored if they are in need of repair or stabilization.



Photograph of Historic Eisendrath House on College Avenue, Just North of the Arizona Historical Society Museum



Photograph of site AZ U:9:154 (ASM), Hole-in-the-Rock.



Photograph of CCC Amphitheater, South Side of McDowell Road.

<sup>1</sup>To be determined eligible for the National Register, properties must be important in American history, architecture, archaeology, engineering or culture, possess integrity, and meet at least one of four criteria:

- A: Is associated with events that have made a significant contribution to the broad patterns of our history
- B: Is associated with the lives of persons significant in our past
- C: Embodies the distinctive characteristics of a type, period, or method of construction that represents the work of a master, or that possesses high artistic values, or that represents a significant distinguishable entity whose components may lack individual distinction
- D: Has yielded, or may be likely to yield, information important in prehistory or history Aboriginal refers to materials that reflect Native American activities but cannot be assigned to either the prehistoric or historic time period with any confidence.



## FACILITIES, AMENITIES, AND PROGRAMS

This Facility and Operations Analysis represents a compilation of research, data collection, and analysis that reflect the current operations, asset conditions, and challenges of managing Papago Park by the respective operational stakeholders. The information and data utilized in this report was gathered from on-site assessments performed by the Consultant Team, interviews with operations and maintenance staff of the operational stakeholders, and independent analysis performed by PROS Consulting.

There are five independent, but linked components:

- Facility Inventory and Assessment
- Demographics Analysis
- Park Facility Standards Review
- Program Analysis
- Benchmark Analysis

The details and analysis supporting the key findings outlined below are included within these components of the Facility and Operations Analysis. (Appendix A)

### Key Findings

This report provides an assessment of existing facility and operational conditions and circumstances surrounding Papago Park. The findings contained herein provide a meaningful background and platform from which sound recommendations were later developed in the project. The five key findings derived from the analyses performed within this Facility and Operations Analysis (Appendix A) are detailed below.

### Parochial Daily Management

There are numerous operational stakeholders of Papago Park that have land holdings within the park including the City of Phoenix, City of Tempe, Arizona State Historical Society Museum, and the Salt River Project. Within the property owned by each of these entities there are additional operational stakeholders including the Phoenix Zoo, Desert Botanical Gardens, Oakland A's, Hall of Flame Museum, Phoenix Municipal Golf Course, and Rolling Hills Golf Course that manage amenities within the park under lease agreement or contract. The culmination of these agencies, organizations, and entities managing different portions and destinations of Papago Park has evolved into daily management practices that are parochial and at times disjointed.

Currently there is no formalized venue or medium through which operational partners and landowners within Papago Park can coordinate their management efforts. This has resulted in a number of issues including, but not limited to inadequate connectivity within the park and to neighboring communities, differing management strategies, and little or no cross promotion of amenities. The result of this parochial management style diminishes the seamless park experience enjoyed by the average user of Papago

Park, and also potentially creates enforcement and policy management challenges by all operational partners.

### Lack of Cohesive Identity

A clear observation made by the Consultant Team in performing assessments of Papago Park was the lack of a cohesive identity for the park as a whole. Papago Park is large and encompasses numerous independent components, most of which are managed by separate entities. There are multiple major roads that transect all or parts of the park, creating numerous access points for the public where there is currently no signage to indicate when one has entered or is leaving the park. Additionally, signage and branding themes seem consistent within each portion of the park (predominantly Phoenix and Tempe), but there is little or no consistency between them. The Consultant Team acknowledges this is a priority for both the City of Phoenix and City of Tempe, as they have a current project in process to begin addressing this. The result of the status quo is that there is very little to no sense of arrival, or sense of place within Papago Park.

This lack of a cohesive identity contributes to the observation that the numerous components of the park do not feel connected. This contributes to a lack of a strong "wow" factor in the visitor impression of the park. Both of these issues diminish the potential value of the visitor experience, and the overall brand resonance of Papago Park.

### "Destination First, Park Second" Perception

Related to the key finding discussed above, Papago is a park that contains many independent destinations. Among these destinations are the Hole in the Rock, Phoenix Zoo, Desert Botanical Gardens, Arizona State Historical Society Museum, Oakland A's training fields, the softball complex, archery range, dog park, and numerous picnic sites, pavilions and trails. Based upon informal interviews with key stakeholders and members of the community regarding their impression of Papago Park, it is clear that the park is viewed from a "destination first, park second" perspective. In other words, those interviewed and polled throughout the project frequently relate that the prominence of some of the major destinations overshadows the fact that they are all actually located in Papago Park. Unfortunately, these independent destinations do not gain a unified sense of identity from being located within the park. This creates the circumstance where visitors to these destinations rarely relate that they are actually visiting Papago Park when they visit any of the destinations.

There are a number of circumstances that contribute to the "destination first, park second" perception. These include the lack of a central visitor center, or any centralized gathering areas that do not center on the destinations themselves. Additionally, the park does not feature a consistent and concerted effort to provide educational and interpretive messages. Current strategies for providing

interpretation and education at the park do not seem well coordinated by all operational partners, albeit some of the independent destinations are very effective at visitor education within their own facilities. Finally, there are no coordinated promotional or marketing initiatives including a collaborative website, coordinated promotional material, or even common language for press releases.

## User-Driven Management Challenges

The proliferation of social trails, crime, and vandalism are examples of management challenges that are created from use and misuse of the park and its amenities by visitors. Some of these issues are those in which management staff of the various operating entities find themselves in a constant reactive mode due to limitations in their funding support and staffing to enforce preventative measures. The propagation of social trails within the park is a good example of these management challenges.

Results of these challenges have had lasting impacts on the natural and cultural resources of the park. The loss of native plants and wildlife, and severe erosion in select areas have emerged as natural resource management issues caused from heavy and unrestricted use. A specific example is a site with significant cultural value such as “Hole in the Rock”, which is becoming deteriorated from heavy use and vandalism.

## Cultural and Historic Significance Overshadowed

Research, inventories of existing information, and on-site investigation (Appendix C: Inventory and Assessment of Cultural Resources), revealed numerous resources within Papago Park study area of cultural (archaeological sites and historic buildings, structures, and objects) significance. The cultural significance of Papago Park is overshadowed and difficult to ascertain by the average visitor for a number of reasons. Primarily, no park-wide interpretive media explain the role of history of the area. While the Pueblo Grande Museum (located outside the park) and the Arizona State Historical Society Museum offer extensive programming and interpretive media, these resources are not convenient to the ordinary visitor to Papago Park.

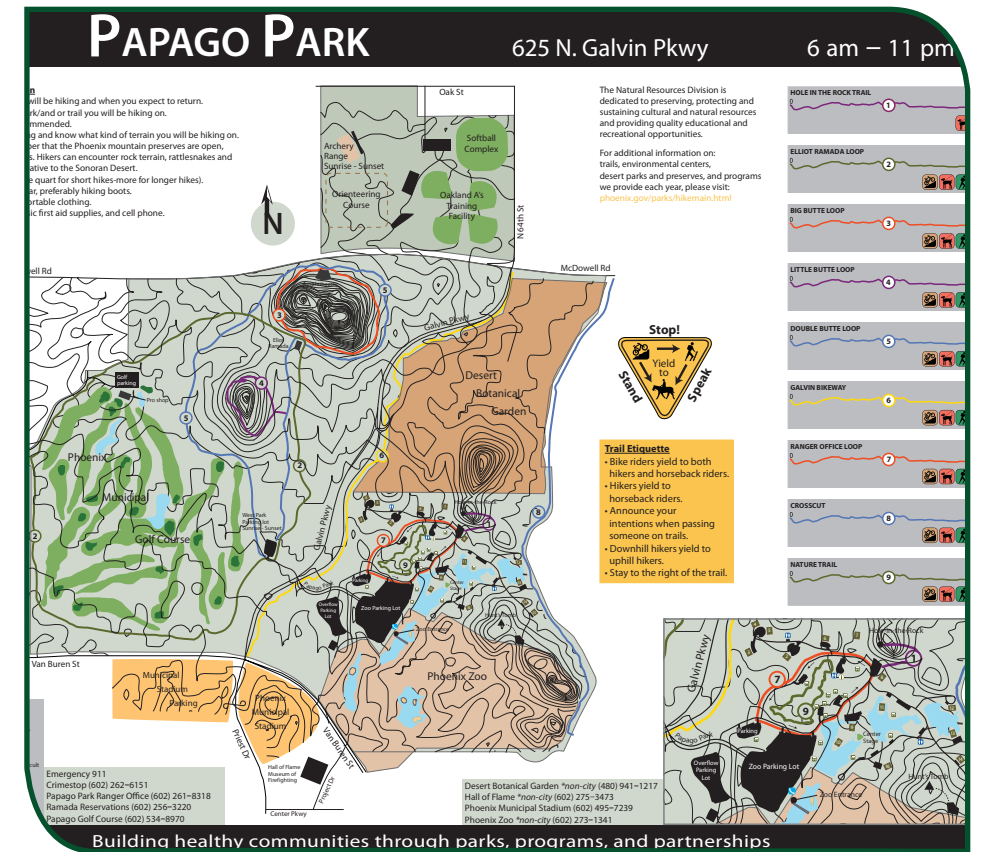
As a result of this lack of interpretive media and strategies, there is little visible presence of the significance of Native American culture or more recent historic development within the park study area. This diminishes the visitor’s experience and can erode visitor stewardship. One example of this is the lack of interpretive messaging or media at Hole in the Rock. A popular hiking destination and observation point located within a heavily used area of the park, Hole in the Rock is an icon for Papago Park, but to the uniformed visitor, it has no apparent cultural value. The provision of interpretive materials could encourage visitors to show more regard for the site and limit/avoid undesirable activities, such as littering, graffiti, and off-trail hiking.

## Facility Needs Findings

In the course of conducting this Facility and Operations Analysis, the Consulting Team identified findings for facility enhancement or development. These findings are derived from on-site assessments of site conditions, interviews with staff and representatives of various landowners, operational and management entities, and independent organizations operating within the park. These findings are also derived from multiple informal opportunities in which the Consulting Team has received input from members of the public, stakeholders, and community leadership.

The basic concepts of these findings were “tested” with leadership from the Salt River Pima-Maricopa Indian Community, City of Tempe, City of Phoenix, and City of Scottsdale. In addition these concepts were “tested” at public workshops that were conducted supporting the Papago Park Regional Master Plan. The four concepts for addressing facility and/or asset needs are:

- Wayfinding to and within Papago Park.** Currently it is difficult to tell when you enter or leave the park. Additionally, while within the park either by driving, hiking, bicycling, etc., it is difficult to assess where you are in relation to other areas of Papago Park.
- Additional Points of Connectivity.** Improved connectivity within the park is an issue that will dramatically improve the visitor experience. These opportunities include a well marked connection between the City of Tempe and City of Phoenix sides of the park, connection point between the central and western portions of Phoenix Papago Park, and a connection between the northern and western portions of Phoenix Papago Park.
- Visitors Center.** While there is a central area within Papago Park near the Phoenix Zoo, there isn’t a Visitors Center that provides visitors a clear strategic gathering point, an opportunity to learn about Papago Park as a whole, and to reinforce the messaging and values of the park and its operators through quality interpretive exhibits and media.
- Improved Trails.** Trail construction and management is not consistent throughout the park and leads to uninhibited growth of social trails. This increases the sense of “lack of wayfinding” and also presents environmental challenges. Sparse vegetation is a huge contributor to social trail usage and development





## SIGNAGE/ IDENTITY

In assessing the existing conditions as it relates to the park's identity, signage and wayfinding, the Consultant Team found the following conditions to be a reflection of what currently exists.

**Park Identity:** The current park identity does not reflect a cohesive vision, mission or plan. This is demonstrated by the following:

- The current monuments identifying the park are part of a citywide park systems sign program for two cities. There is no unique identity for the park.
- The offsite identity markers are not distinctive to the park, therefore reflect no unique park identity.
- The park identity is secondary to the amenities within the park because it is not distinctive, it does not have a strong physical presence and it is lacking at the main and secondary entries to the park.
- The amenities within the park (The Phoenix Zoo, The Desert Botanical Garden etc.) do not include an overall park identity as part of their identities. The amenity's identity does not support an overall park identity first and amenities second.
- The offsite directional signage to the park are part of a citywide system that is more reflective of regulatory formatted signs.

**Park Wayfinding & Mapping:** The current park wayfinding system is made up of parts and pieces of citywide sign standards that are not part of a holistic or cohesive park specific system.

This is demonstrated by the following:

- The offsite and onsite vehicular directional signage to the park are part of a citywide system that is reflective of a regulatory or formatted sign system.
- The destinations on the pedestrian directional signage within the park are a result of the use of city sign standards. The message and delivery system changes depending on which city you are in.
- The parks mapping graphics are not comprehensive or cohesive. They do not demonstrate the connectivity within the park and surrounding cities, neighborhoods, and facilities.

**Park Desert Trails:** The trail system signage is not part of a cohesive park specific plan.

This is demonstrated by the following:

- Trailhead and trail markers vary depending on the trail and the municipality. There are inconsistencies in essential trail information regarding: safety, trail rating, restrictions, distance, and trail highlights.
- Trailhead and trail markers currently depend on a sign system that is city specific and not consistent throughout the park.

**Park Interpretive and Educational System:** The educational and current interpretive system does not provide a cohesive plan that accents the park's identity, vision, mission, and values.

This is demonstrated by the following:

- Access to the educational and interpretive elements is not effectively communicated to park visitors.

- The structures and delivery methods of educational elements are haphazard in placement and theme.
- The lack of a "centralized" interpretive/educational system is a missed educational opportunity for the visitors and for the park to be seen as a true center for the local and regional community.

**Park Regulatory Signage:** The current regulatory signage is reflective of the amenity or city that it serves.

This is demonstrated by the following:

- Park hours, rules and regulations may differ depending on which city you are in. Current signage does not communicate these differences effectively.
- There is an overpopulation of signs regarding; park hours, rules, and regulations that do not contribute to the overall communication of general regulation.
- The structure and delivery methods of the parks regulatory signs are inconsistent in placement and content.

**Park Promotion and Event Opportunities:** The current marketing & event signage for Papago Park seems to be non-existent.

This is demonstrated by the following:

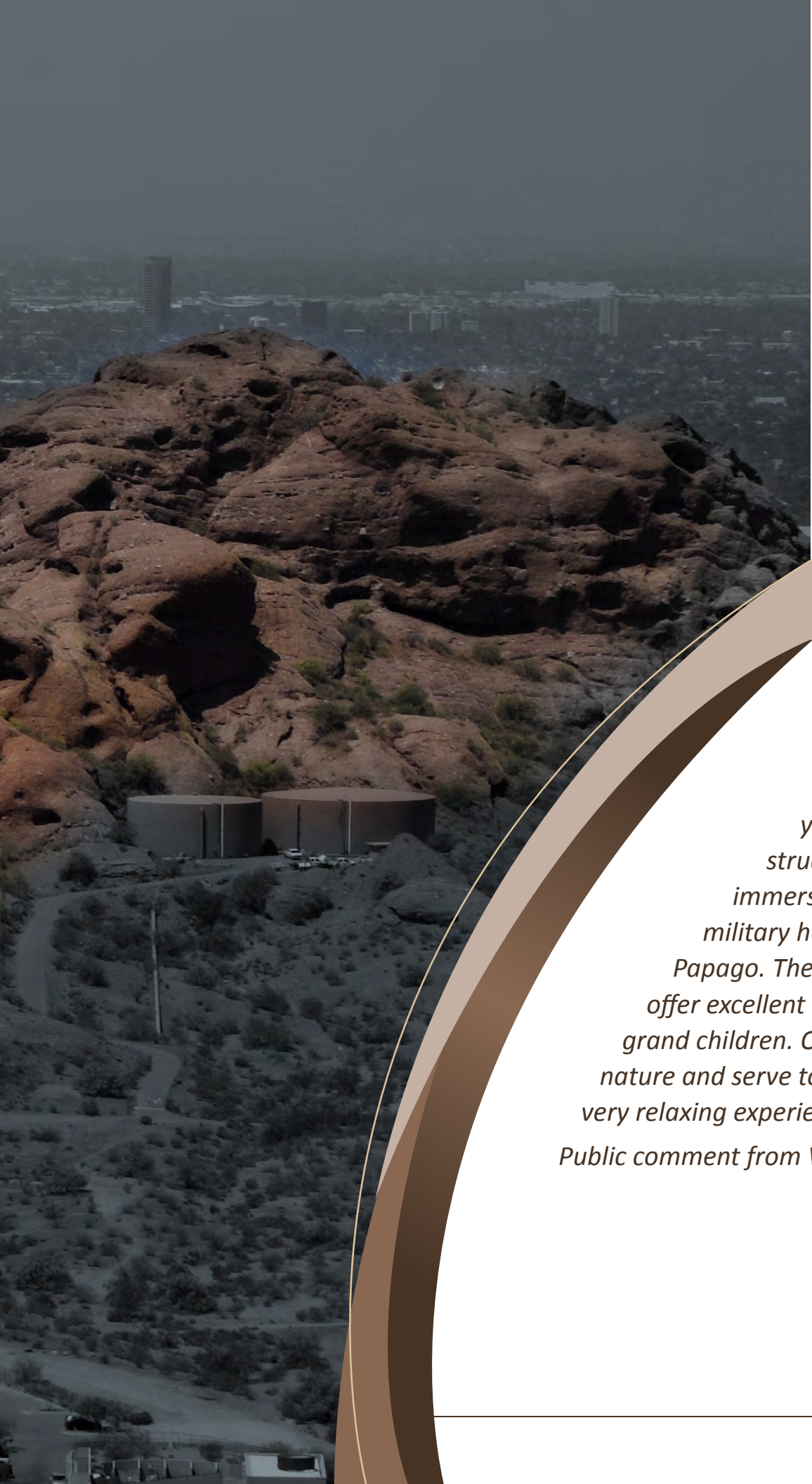
- There is no single element that provides "marketing" for the park.
- There is a lack of "celebratory" announcement that you are entering the park.
- There is no consistent messaging system to promote the park within park boundaries.

**Overall Sign Program:** The current park signage programs do not provide comprehensive and consistent messages that enhance the park experience for the visitors. Please refer to the Design Guidelines section within this master plan to see the results of the assessment and the recommendations developed for the park.



# 3.0 COMMUNITY INVOLVEMENT





## COMMUNITY INVOLVEMENT

*“There are parts of the park you can visit where you do not see any roadway, any buildings, human structures and few people. You immediately feel immersed in the desert and the quiet, if briefly...until a military helicopter flies by...can imagine life as it was for the Papago. The buttes are extremely interesting geologically and offer excellent lessons on earth processes for our children and grand children. Quiet spaces provide the ultimate experience of nature and serve to recharge people when they visit the park. It is a very relaxing experience just being there.”*

*Public comment from Workshop #1*





Design Principles Charrette with the Ad Hoc Committee



Operational Roundtable meeting

## DESIGN PRINCIPLES CHARRETTE

On February 18th, 2009 the Consultant Team held a Design Principles Charrette for the Ad Hoc Committee not only to serve as a formal project kick-off, but also to begin to develop a series of preliminary goals or outcomes for the plan which could be tested against public input. The feedback received during this charrette was instrumental in establishing a starting point for what would ultimately become a unified vision for Papago Park. The topics which garnered the most discussion were:

- Carrying Capacity
- Connectivity
- Multi-Modal transportation
- Park First, Destination Second
- Cultural and Environmental Features
- Identity
- Education Center
- Safety/ Security
- Infrastructure

## PUBLIC OUTREACH SUMMARY

### Website and Project email

The project website, [www.discoverpapagopark.com](http://www.discoverpapagopark.com), was established in February 2009 to provide the history of the Park, detailed workshop information including all exhibits, graphics and questionnaires, the mayor's address video and an opportunity for the community to provide their feedback on the future planning for the Park. Between February and September 2009, the website had a total of 10,400 visits and 126,716 hits. A total of 349 surveys were received online. The project email address, [info@discoverpapagopark.com](mailto:info@discoverpapagopark.com), was used to receive community emails and send project updates and workshop invitations through the project database.

### Mayor's Address

The Mayors representing the cities of Tempe, Phoenix, Scottsdale and a council person from the Salt River Pima-Maricopa Indian Community outlined the importance of Papago Park to our communities in a public address. They invited the public to participate in the workshops and to learn more through the project website. The program aired on each of the government access television stations in Tempe, Phoenix, and Scottsdale beginning in April 2009.

### Stakeholder/ Operational Partner Interviews

The following stakeholders, as selected by the Working Staff Committee, representing local organizations were interviewed one-on-one to gain an understanding of the unique support Papago Park offered to their organizations:

- Kari Granville, ASU Archery
- Roc Arnett, East Valley Partnership
- Mary Ann Miller, Tempe Chamber of Commerce
- Diane Brossart, Valley Forward
- Tice Supplee, Phoenix Mountain Preservation Council
- James Vujs, Oakland A's Stadium Manager
- Erik Filsinger, Arizona Mountaineering Club

In addition to the stakeholders, the Consultant Team also conducted interviews with the various partners who operate within Papago Park, they included:

- Peter Welsh, Director, Arizona Historical Society
- MaryLynn Mack, Deputy Director, Desert Botanical Garden
- Jeff Williamson, Former Executive Director, Phoenix Zoo
- Ed Flinn, Papago Park Military Reservation
- Eric Swanson, Arizona Fish and Game Department
- Joe Yarchin, Arizona Fish and Game Department
- City of Tempe Operations and Maintenance Staff
- City of Phoenix Operations and Maintenance Staff

During the interviews with both the stakeholders and operational partners, it became clear that greater collaboration between these entities was needed. On July 27th, 2009, the Consultant Team arranged for an Operational Roundtable Meeting between partners to identify opportunities to improve services, amenities, and visitor experiences. Representatives from the following Papago Park facilities participated:

- City of Tempe
- City of Phoenix
- Phoenix Zoo
- Desert Botanical Gardens
- Arizona Historical Society Museum
- Papago Military Reservation
- Arizona Game and Fish Department

The response to this roundtable discussion was overwhelmingly positive and participants were excited about the next meeting. The initial outcomes of the meeting focused on:

- Establishment of goals for the group, priorities, and objectives for the future.
- Importance of continuing discussion and formats for collaboration.
- Importance to include stakeholder groups into the meetings.
- Inclusion of the Hall of Flame Museum and Law Enforcement.

*More detailed results and recommendations regarding the Operational Partner Roundtable can be found in section 6 of this document.*



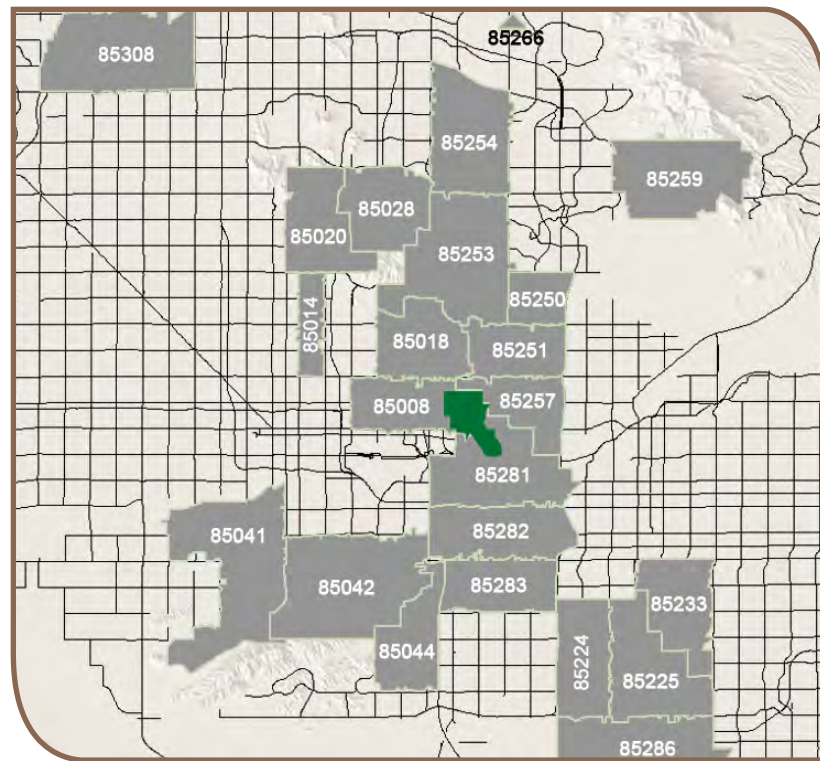


Figure 3.1 Workshop participation by zip code

## PUBLIC WORKSHOP OVERVIEW

As part of the planning process, a series of three Public Workshops were held throughout the area surrounding Papago Park. Each workshop was broken into a morning and evening session to accommodate participant schedules and to gain as much input as possible. The first workshop was held on April 29, 2009 at the Phoenix Zoo and Supai Middle School and was attended by 142 participants. The second was held on June 15, 2009 at the Desert Botanical Gardens and North Tempe Multi-Generational Center and was attended by 154 participants. The third and final workshop was held on August 19, 2009 at the Salt River Pima-Maricopa Indian Community Center and August 20, 2009 at the Desert Botanical Garden and was attended by 114 participants.

### Snapshot:

- The average age of all participants was 55 years old.
- The top three home zip codes of participants:
  - 85257
  - 85281
  - 85008
- A total of 13,810 Workshop postcards were distributed to the limits bound by; Thomas Road, Washington Street, Curry Road, 48th Street and Scottsdale Road.
- Workshop posters were mailed to 85 individual businesses around the park notifying them of each workshop.
- Approximately 276 email invitations were sent out to various HOA's, community relations departments, and municipality Public Information Office contacts for each workshop that was held.
- Press Releases:
  - Mailed: 46
  - Emailed: 17
- Ads were also purchased in the following newspapers/publications announcing each workshop:
  - Au-Authm
  - Tempe Wrangler
  - Arizona Republic
  - Tempe Town News
  - Arcadia News

The complete results of each of the public workshops can be found in Appendix D: Public Workshop #1 Summary, Appendix E: Public Workshop #2 Summary, and Appendix F: Public Workshop #3 Summary.

## Additional Outreach

The Rio Salado Papago Park Ad Hoc Committee hosted three community workshops in Tempe to solicit additional input for the master planning process. The North Tempe Neighborhood Association was also able to gain additional community comments through the project survey form and provided the results to the Consultant Team. The complete results of these additional efforts can be found in Appendix G: Additional Community Input.

## COMMITTEES

### Executive Committee

The Executive Committee included representatives from the Salt River Pima-Maricopa Indian Community and the cities of Tempe, Phoenix and Scottsdale. Before approval by each entity's decision-making body, the final review and recommendations from the Executive Committee were included into the Master Plan. Prior to the beginning of the project, the Executive and Ad Hoc Committees developed a vision for the comprehensive planning of Papago Park. This vision statement was intended to serve as the guiding principal for the planning process:

*"The cities of Phoenix, Tempe, and Scottsdale in conjunction with the Salt River Pima-Maricopa Indian Community will conduct a public planning process to develop a vision and series of recommendations to guide the future of Papago Park as a premier regional park serving these communities and the larger region.*

*In addition to the vision statement adopted for the planning process, the committees have also adopted a comprehensive planning approach for the plan. The comprehensive planning approach will rely on an inclusive strategy that engages major stakeholders, external groups with extensive involvement in the region, the business community, community members in and around the area and the general public. The resulting plan will be recognized for its regional collaboration, visionary guidance and preservation ethic.*

*The principal purpose of this planning process is to establish a long term vision, or concept, for Papago Park and a plan to implement that vision. The scope of work will be shaped by public input, however, the cities anticipate significant attention will be given to enhancing, preserving and protecting natural, cultural, historic and archaeological resources; exploring comprehensive signage and way-finding; making strategic use of transportation and trail connections, including enhancements for ADA accessibility; re-vegetating and restoring native habitat and biotic communities; identifying existing structures and facilities for renovation; balancing park activities with protection of the park's unique setting and environment; and identifying mechanisms that support sustainability for the park."*

The Consultant Team met with the Executive Committee on the following dates:

- October 4, 2008: Project Kick-off Meeting
- May 21, 2009: Progress Update and Workshop #1 Recap
- June 17, 2010: Approval of Final Regional Master Plan



Workshop Poster



Newspaper Ad

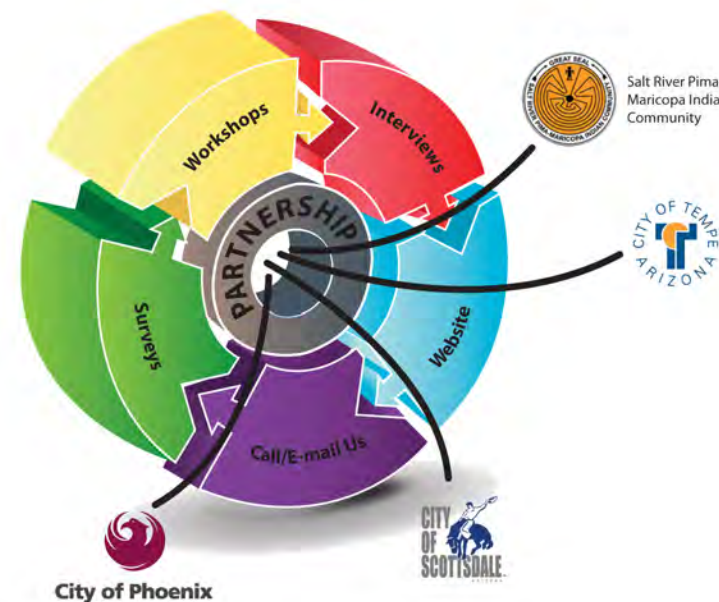


Figure 3.2 Opportunities to be Involved

## Ad Hoc Committee

The Ad Hoc Committee was comprised of representatives from the Salt River Pima-Maricopa Indian Community and the cities of Tempe, Phoenix and Scottsdale. The committee's main responsibility was to coordinate involvement from residents and stakeholders in the master planning effort. The Ad Hoc Committee drafted both a conceptual vision for the future of Papago Park for the Executive Committee to review.

The Consultant Team met with the Ad Hoc Committee on the following dates

- February 18, 2009: Design Principles Charrette
- April 20, 2009: Progress Update
- May 21, 2009: Progress Update and Workshop #1 Recap
- July 28, 2009: Progress Update and Workshop #2 Recap
- September 14, 2009: Progress Update and Workshop #3 Recap

## Phoenix Parks and Recreation Board

The Phoenix Parks and Recreation Board consists of eight members, including the Parks and Recreation Director. This board establishes the operating policies for recreational facilities and services for the City of Phoenix. The planning process for this regional master plan was a topic of discussion on the agenda, during several of the board's monthly meetings. The input and comments received during these meetings served as an additional source of community input which the Consultant Team was able to incorporate into the final master plan. The complete comments received from the board can be found in Appendix G: Additional Community Input.

The Consultant Team met with the Board on the following dates:

- May 25, 2009: Progress Update and Workshop #1 Recap

## Rio Salado Papago Park Ad Hoc Committee

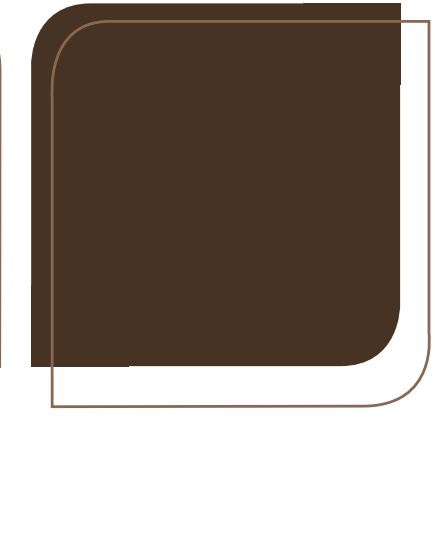
The Rio Salado Papago Park Ad Hoc Committee was appointed by City of Tempe Mayor Hugh Hallman to provide Tempe Residents with additional opportunities for public input. The committee held three workshops on May 30, 2009, June 30, 2009, and July 30, 2009. The results of these three workshops were forwarded to the Consultant Team and used during the master plan synthesis process.

The Consultant Team met with the Committee on the following dates:

- November 20, 2008: Project Overview
- February 4, 2009: Review City of Scottsdale's award winning downtown redevelopment outreach efforts
- April 14, 2009: Project update and Workshop #1 preparation

## Staff Committee

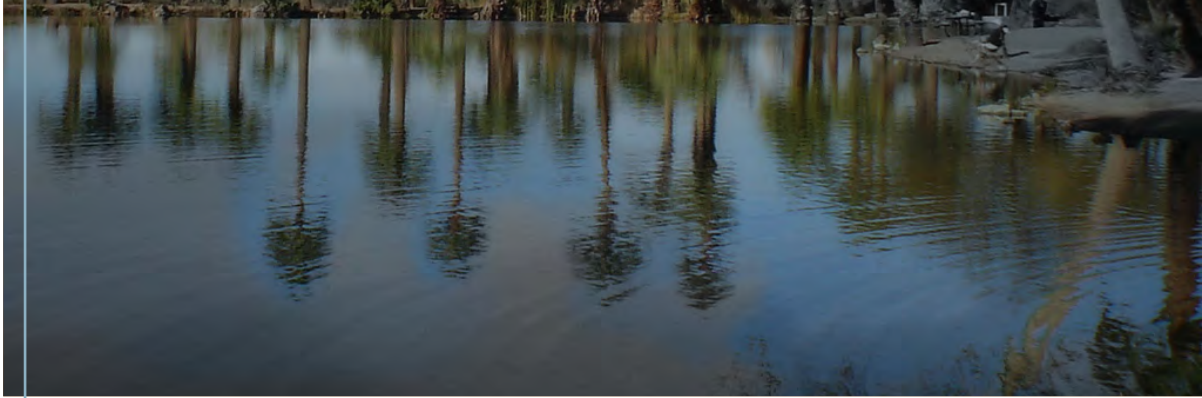
The Consultant Team met with the Staff Committee on a bi-weekly basis from the official project kickoff on January 15th, 2009 through the completion of the final master plan document. The Staff Committee was instrumental in the planning and design of each public workshop along with the Consultant Team as well as providing key input and recommendations throughout the entire planning process.





# 4.0 EVOLUTION OF THE PLAN

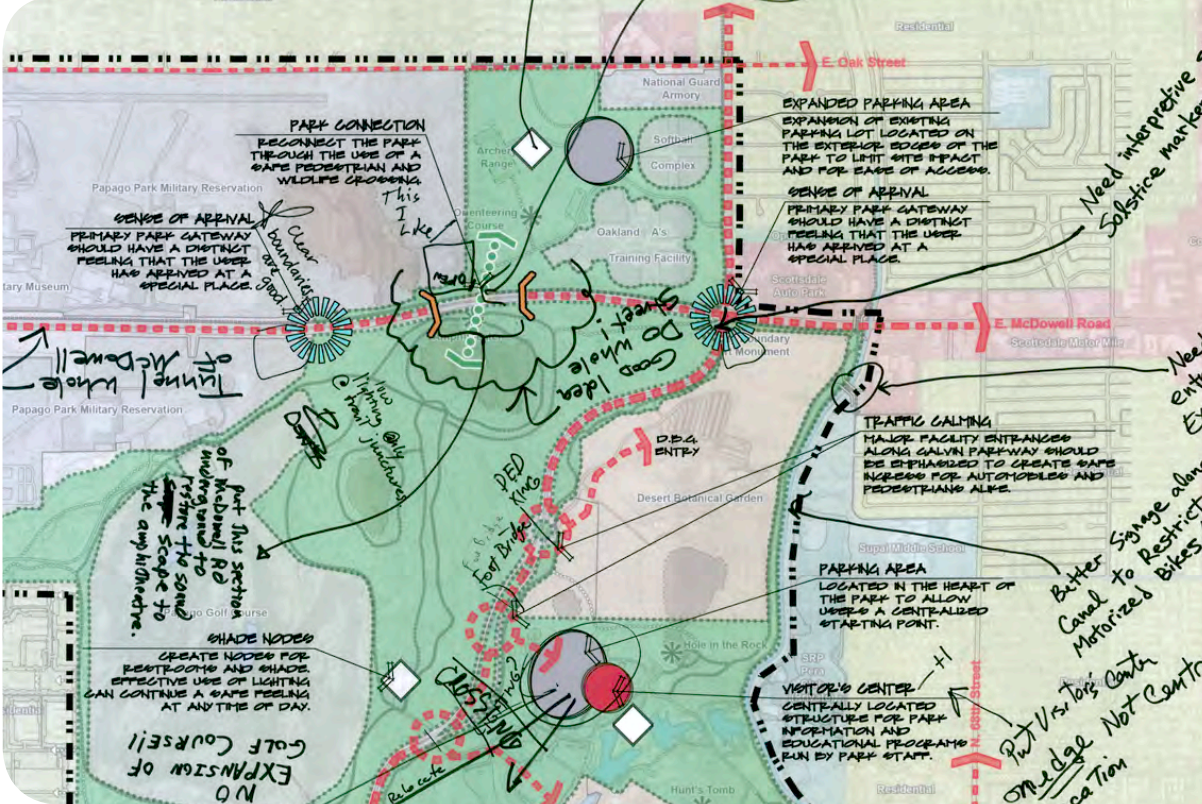




### EVOLUTION OF THE PLAN

“ Large, natural open spaces within large metro areas are rare. Preserving and enhancing the natural spaces within the park is essential. This may mean that portions of the park that are already developed - golf courses, ball parks -- might be more heavily promoted and used than they are now and some limitations may be placed on the numbers of people allowed into the natural areas.”

Public comment from Workshop #1





## OUTCOME OF WORKSHOP #1

### Public Workshop #1 (April 29th, 2009) Summarized Results:

The three main goals of Public Workshop #1 were to identify the opportunities, constraints and design principles for Papago Park. Most importantly however, was to gain a direct response from the community to understand what was most important to them. Participants in Workshop #1 were given the opportunity to comment on alternatives presented through questionnaires and by writing directly on aerial maps of the park. These alternatives were developed with the help of the Ad Hoc Committee during the Design Principles Charette.

#### 1. Compared to other priorities for the local municipalities that manage Papago Park, how important do you feel it is to maintain and improve Papago Park?

	Responses	Percentage
Very important	63	72.4
Somewhat important	16	18.4
Not sure	6	6.9
Not important	2	2.3
<b>Total:</b>	<b>87</b>	<b>100</b>

#### 2. Facilities Visited (Top three)

1. Desert Botanical Garden
2. Phoenix Zoo
3. Hiking/ Walking/ Biking Trails

#### 3. How would you rate the overall quality of all your experiences at Papago Park?

	Responses	Percentage
Excellent	36	41.4
Above average	32	36.8
Average	18	20.7
Below average	1	1.1
Poor	0	0
<b>Total:</b>	<b>87</b>	<b>100</b>

#### 4. Facilities to be developed (Top three)

1. Natural Areas/ Wildlife Habitats
2. Walking and Hiking Trails
3. Interpretive Exhibits

#### 5. Most Common Response Categories (Top Ten)

- 1) Open Space/Natural Desert Preservation
- 2) Trails
- 3) Signage/Maps
- 4) Safety/Security
- 5) Parking
- 6) Historical/Cultural Values
- 7) Amenities (shade, restrooms, drinking fountains, shade, etc.)
- 8) Transportation Needs
- 9) Maintenance and Cleanliness
- 10) Visitor's Center

Top 10 categories of comments received from Workshop #1:

- Open Space/Natural Desert Preservation
- Trails
- Signage/Maps
- Safety/Security
- Parking
- Historical/Cultural Values
- Amenities (shade, restrooms, drinking fountains, etc.)
- Transportation Needs
- Maintenance and Cleanliness
- Visitor's Center

The following are the top four most important facilities to be developed according to the questionnaires from Workshop #1

- Natural Areas/Wildlife Habitats
- Walking and Hiking Trails
- Interpretive Exhibits (indoor/outdoor)
- Central Visitors Center

(See Appendix D for the complete results of Public Workshop #1)

After pouring through all of the comments received during Public Workshop #1, the Consultant Team developed four major themes based on the top categories and the most important facilities. These themes were separated into individual layers of information to help the public gain a better understanding of them. Several of the elements from each of the seven concepts developed, were considered interchangeable and relevant to other themes. The theme concepts presented at Workshop #2 were as follows:

### Connectivity

- Trail System
- Way-finding
- Maps
- Safety

### Interpretation/Education of Cultural/Historical Resources

- Signage
- Visitors Center
- Programs

### Infrastructure/Amenities

- Sense of Arrival
- Shade
- Parking
- Restrooms
- Lighting
- Security

### Natural Resources

- Preservation
- Open Space
- Restoration

The following are the themes as they were presented in Workshop #2:

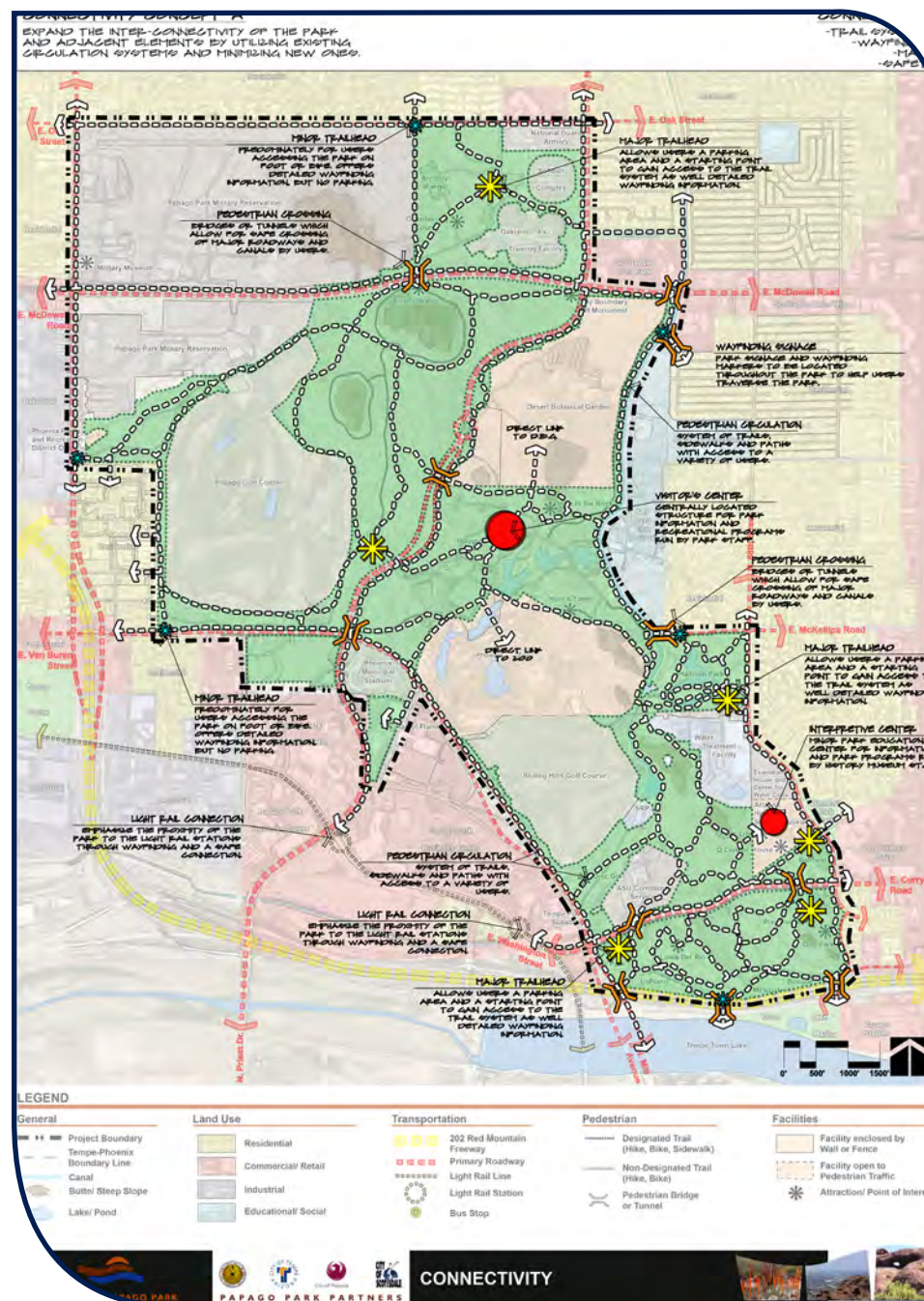


Figure 4.1 Connectivity Concept 'A' – expand the inter-connectivity of the park and adjacent elements by utilizing existing circulation systems and minimizing new ones.

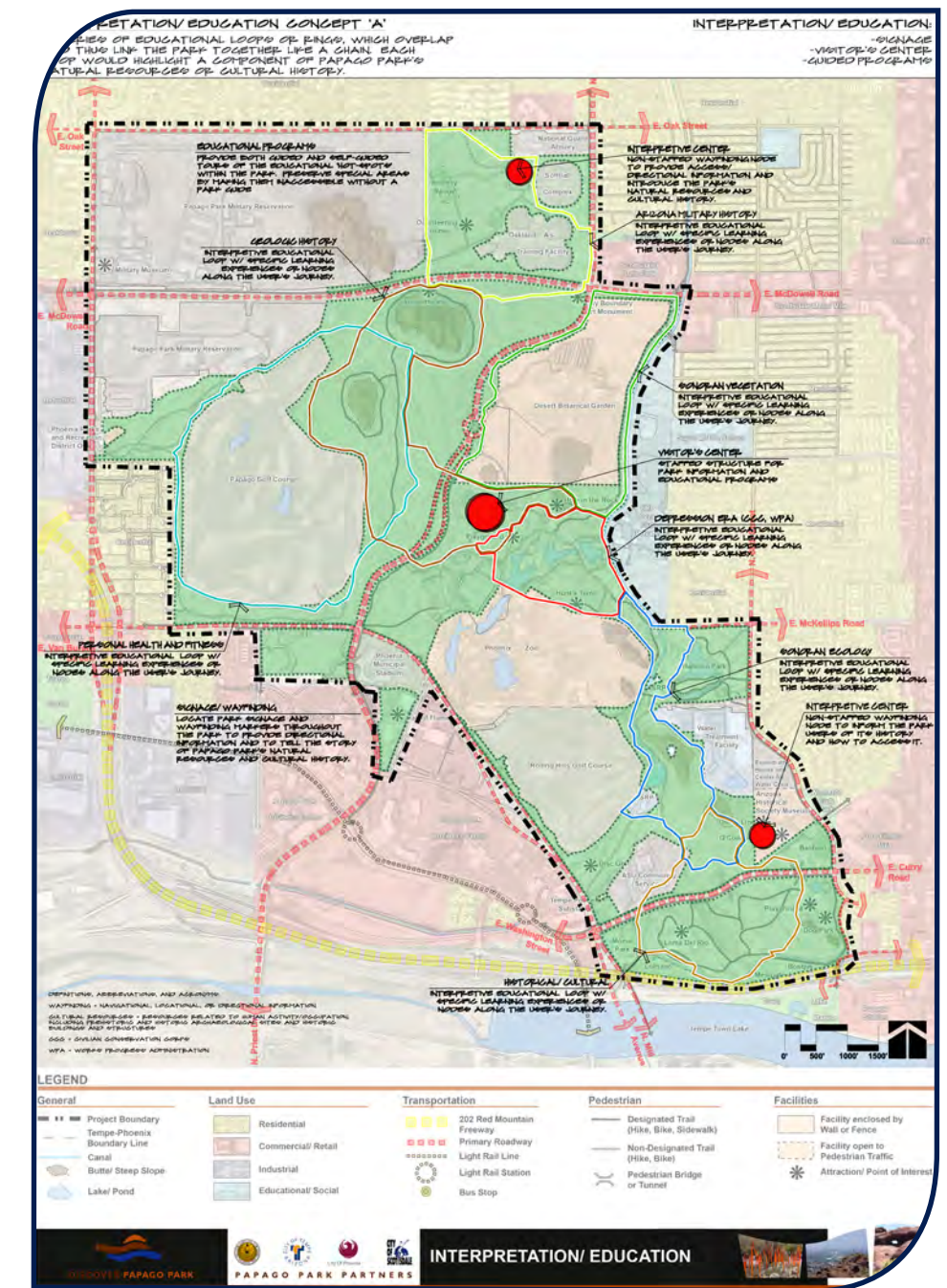


Figure 4.2 Interpretation/Education Concept 'A' – a series of educational loops or rings, which overlap and thus link the park together like a chain. Each loop would highlight a component of Papago Park's natural resources or cultural history.

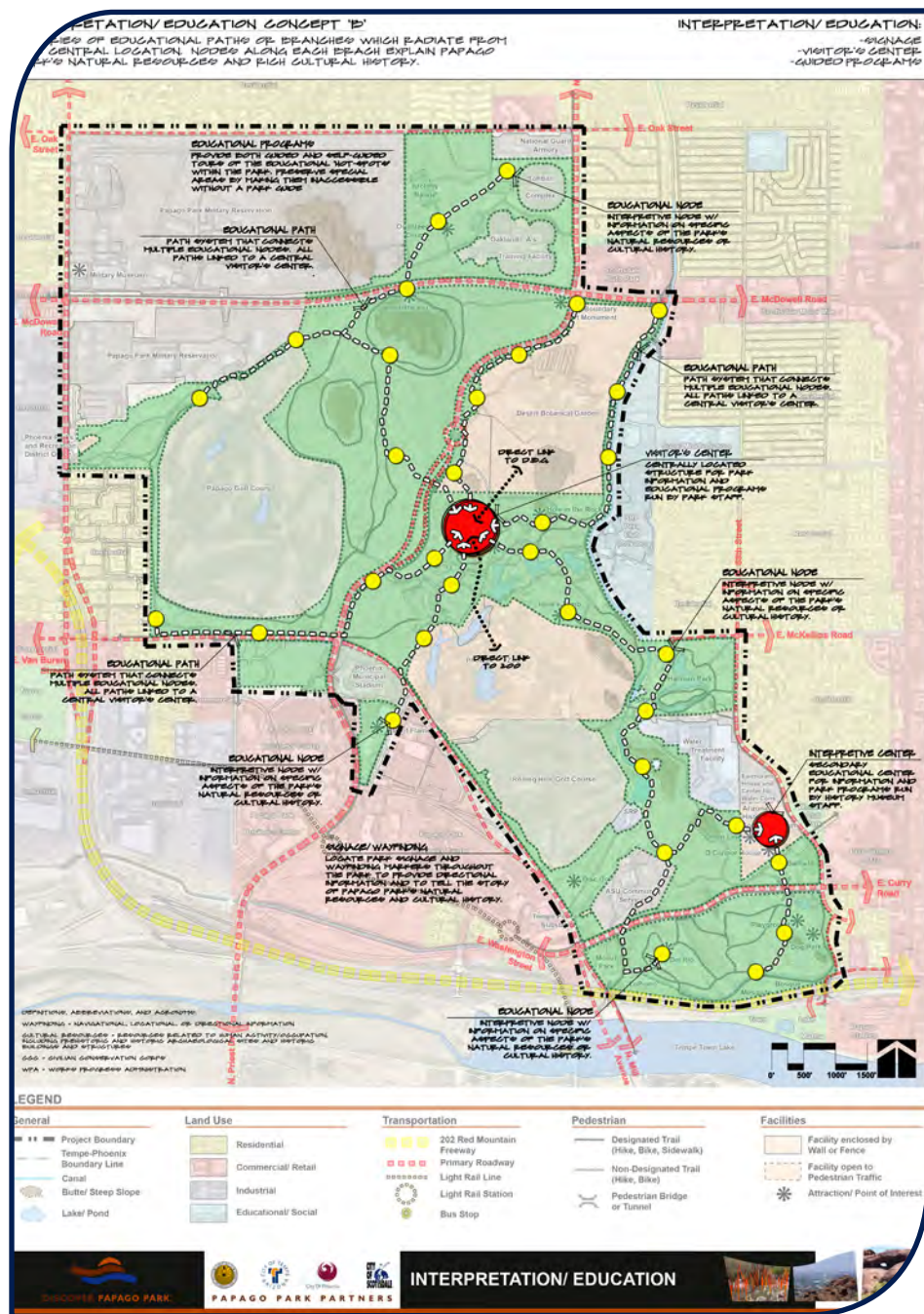


Figure 4.3 Interpretation/Education Concept 'B' – a series of educational paths or branches which radiate from one central location. Nodes along each branch explain Papago Park's natural resources and rich cultural history.

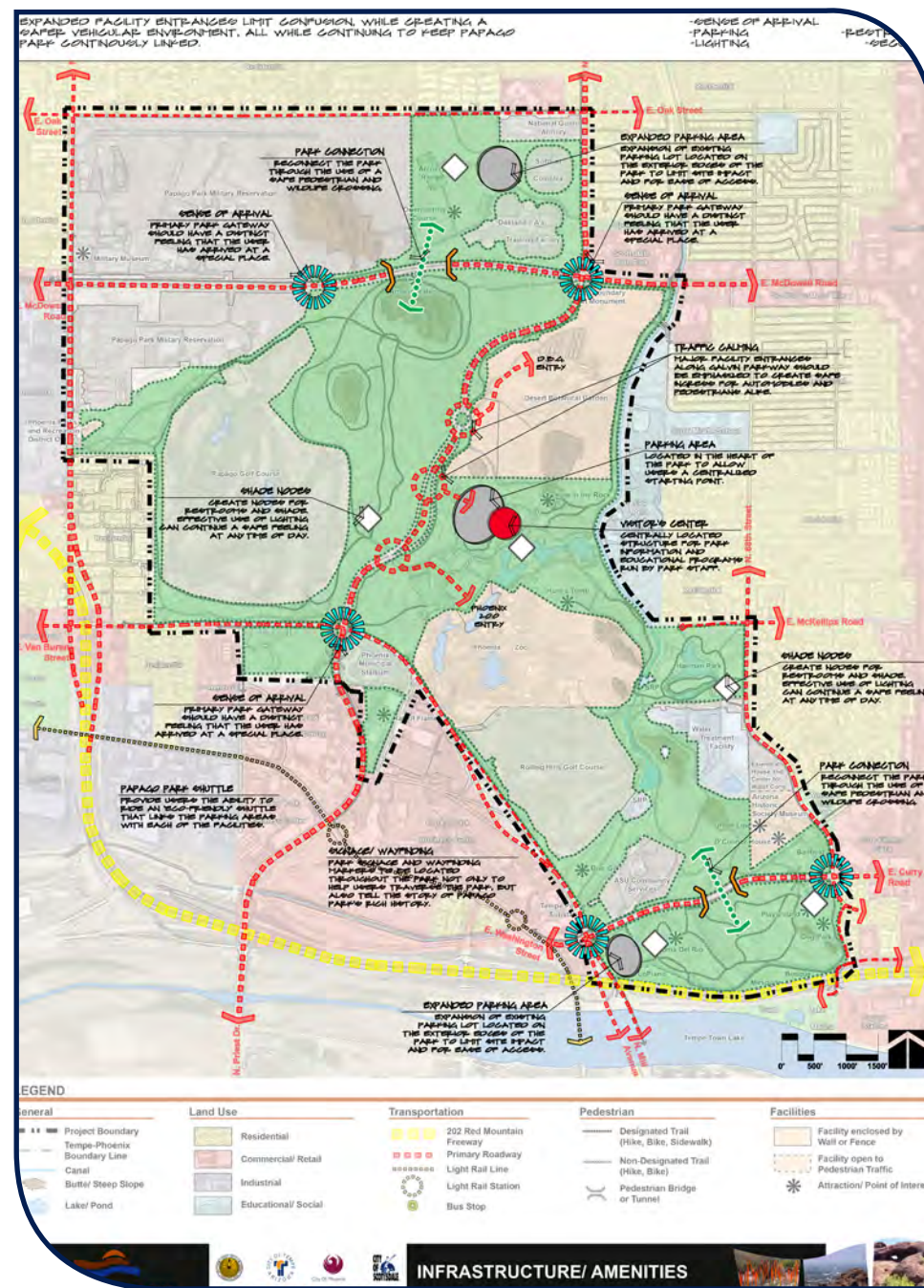


Figure 4.4 Infrastructure/Amenities Concept 'A' – expanded facility entrances limit confusion, while creating a safer vehicular environment, all while continuing to keep Papago park continuously linked.

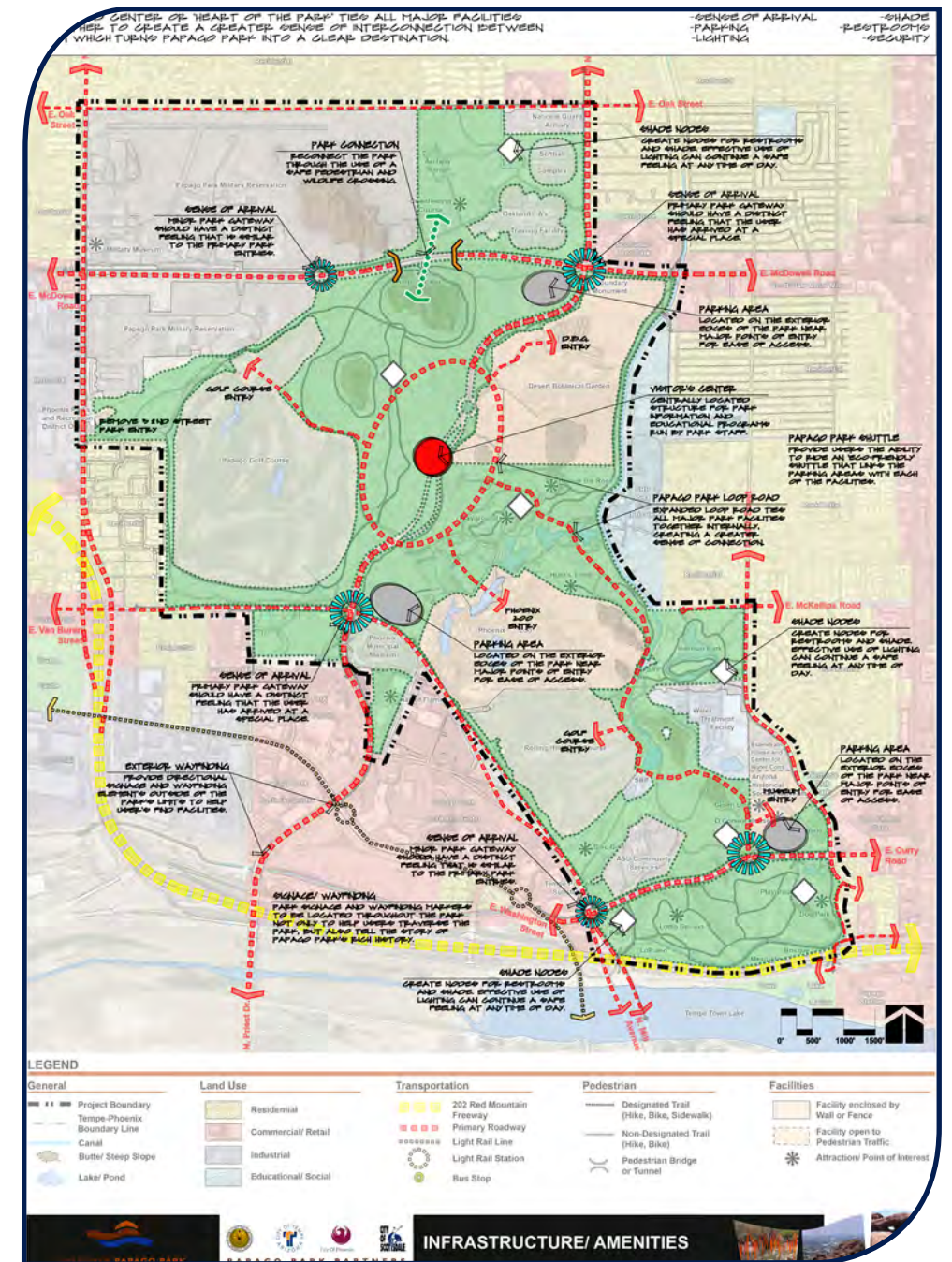
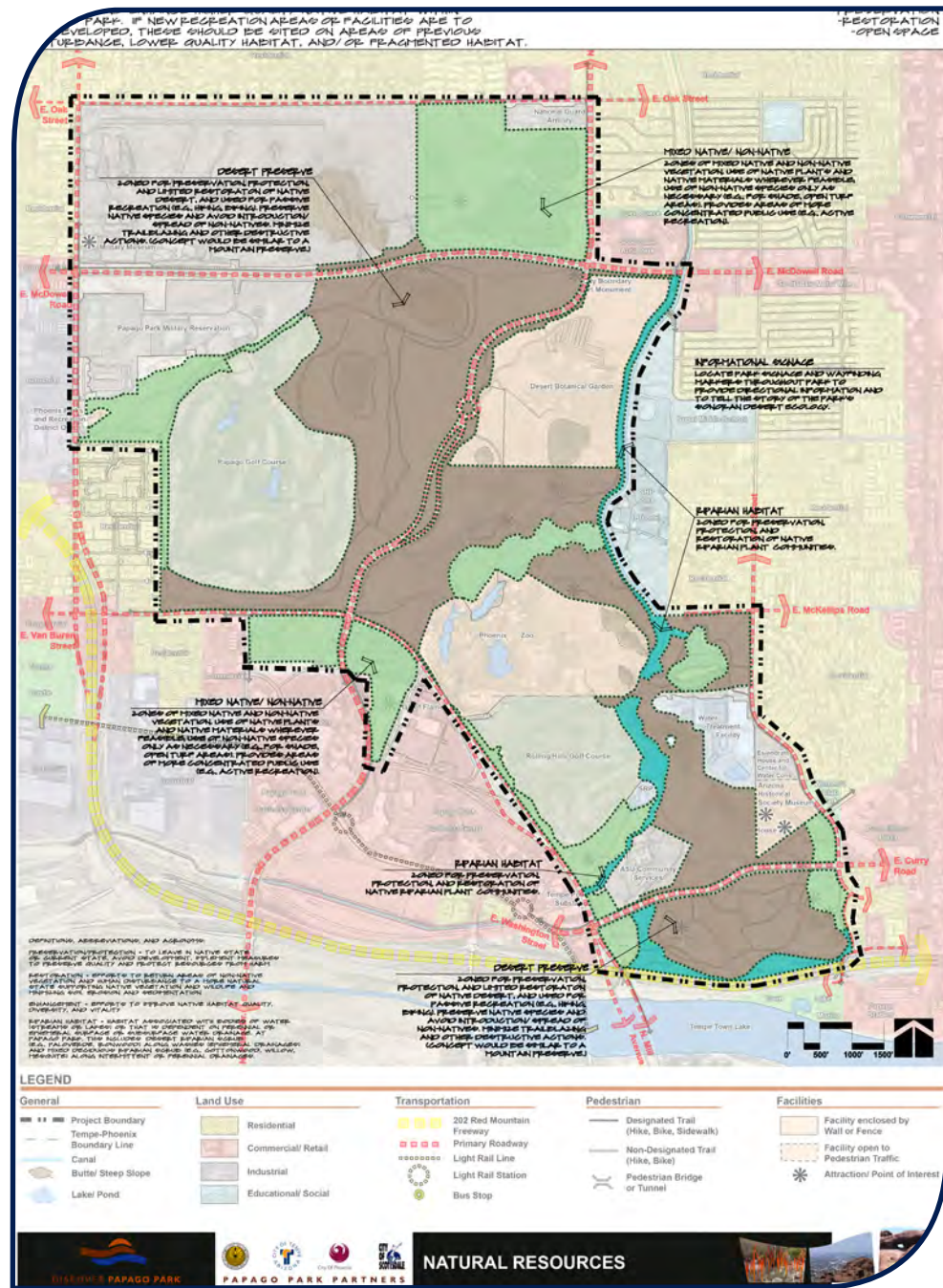
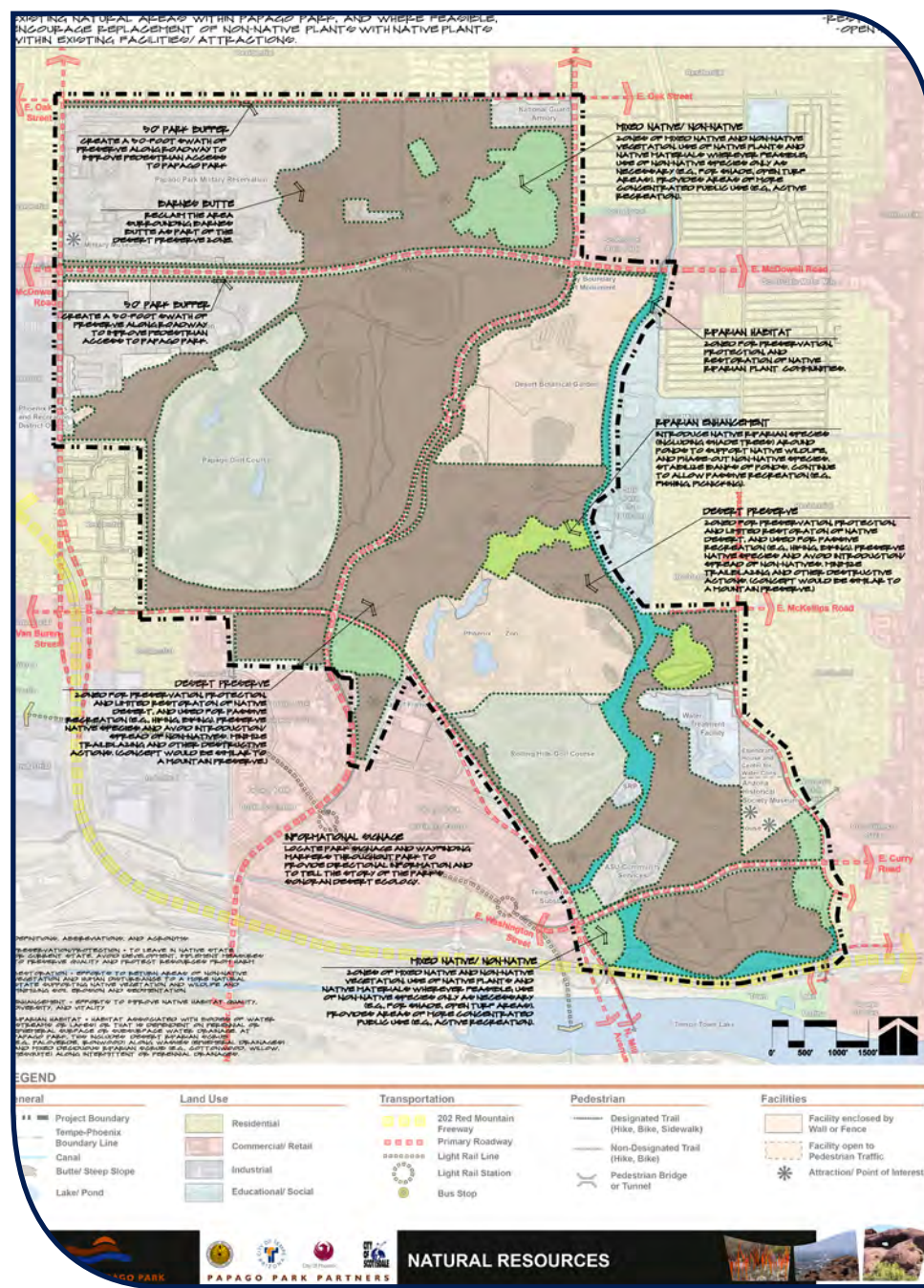


Figure 4.5 Infrastructure/Amenities Concept 'B' – a defined center or 'heart of the park' ties all major facilities together to create a greater sense of interconnection between them, which turns Papago Park into a clear destination.





**Figure 4.6 Natural Resources Concept 'A'**—protect and enhance higher quality native habitat within Papago Park. If new recreation areas or facilities are to be developed, these should be sited on areas of previous disturbance, lower quality habitat, and/or fragmented habitat.



**Figure 4.7 Natural Resources Concept 'B'**—maximize the protection, enhancement, and reclamation of existing natural areas within Papago Park, and where feasible, encourage replacement of non-native plants with native plants within existing facilities/attractions.



“The four concepts approach makes the project a lot easier to understand by breaking it into pieces”  
—Comment from Workshop #2

## OUTCOME OF WORKSHOP #2

### Public Workshop #2 (June 15th, 2009) Summarized Results:

The goal of Public Workshop #2 was to get public input on the theme concepts and to gain an understanding of desired park programming. Participants in Workshop #2 were given the opportunity to comment on each of the themes that were presented through the questionnaires and by writing directly on the concepts themselves. The comments received on these individual layers were then reviewed, synthesized, and combined into a complete conceptual master plan, which was presented at Public Workshop #3

#### 1. Do you feel the draft vision statement presented best represents the common interests of all Papago Park users?

	Responses	Percentage
Yes	51	91
No	5	9
<b>Total:</b>	<b>56</b>	<b>100</b>

#### 2. Do you feel the draft vision statement best represents the core values of the people and communities who use Papago Park?

	Responses	Percentage
Yes	47	88.6
No	6	11.4
<b>Total:</b>	<b>53</b>	<b>100</b>

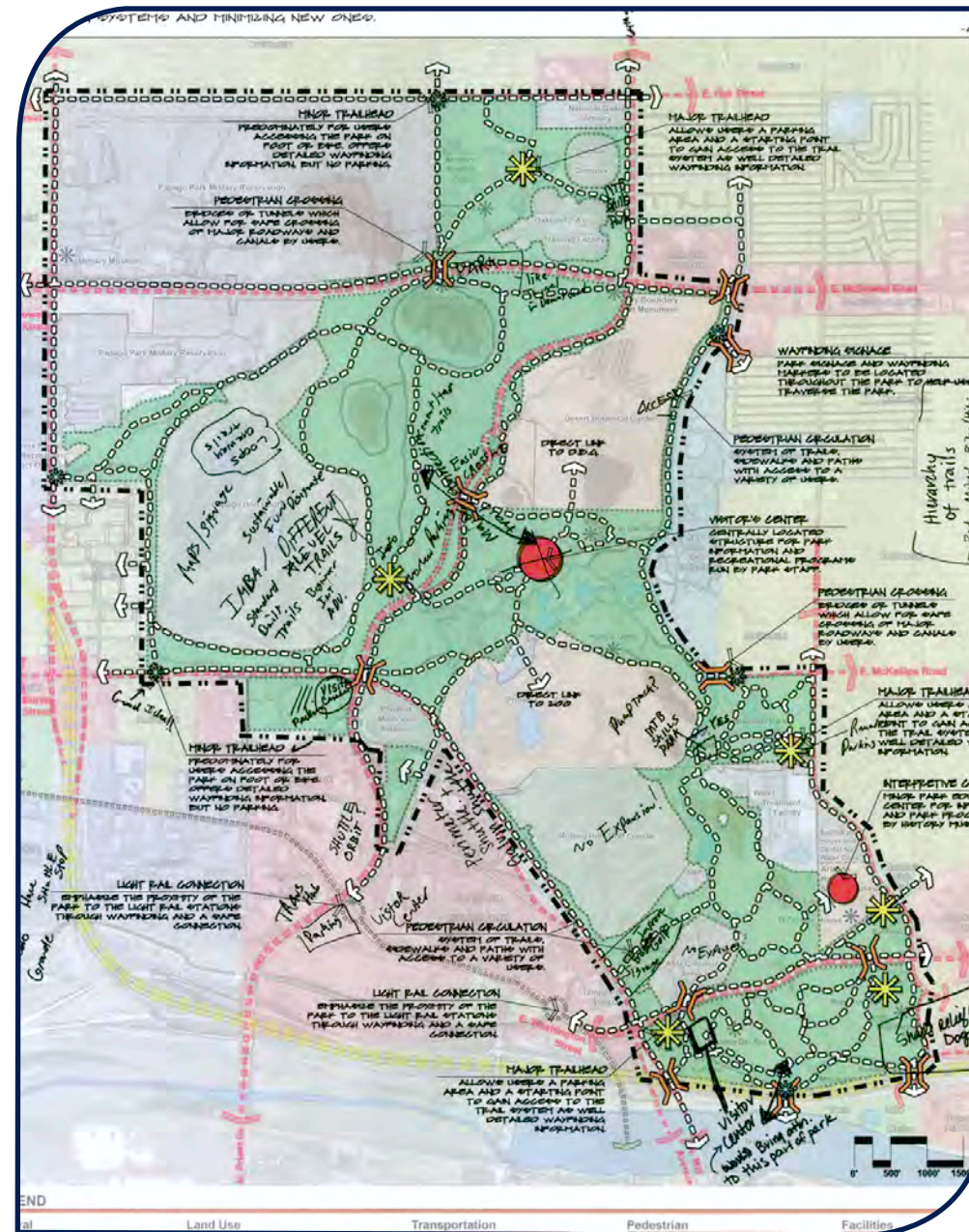


Figure 4.8 Public Comments on a Connectivity theme

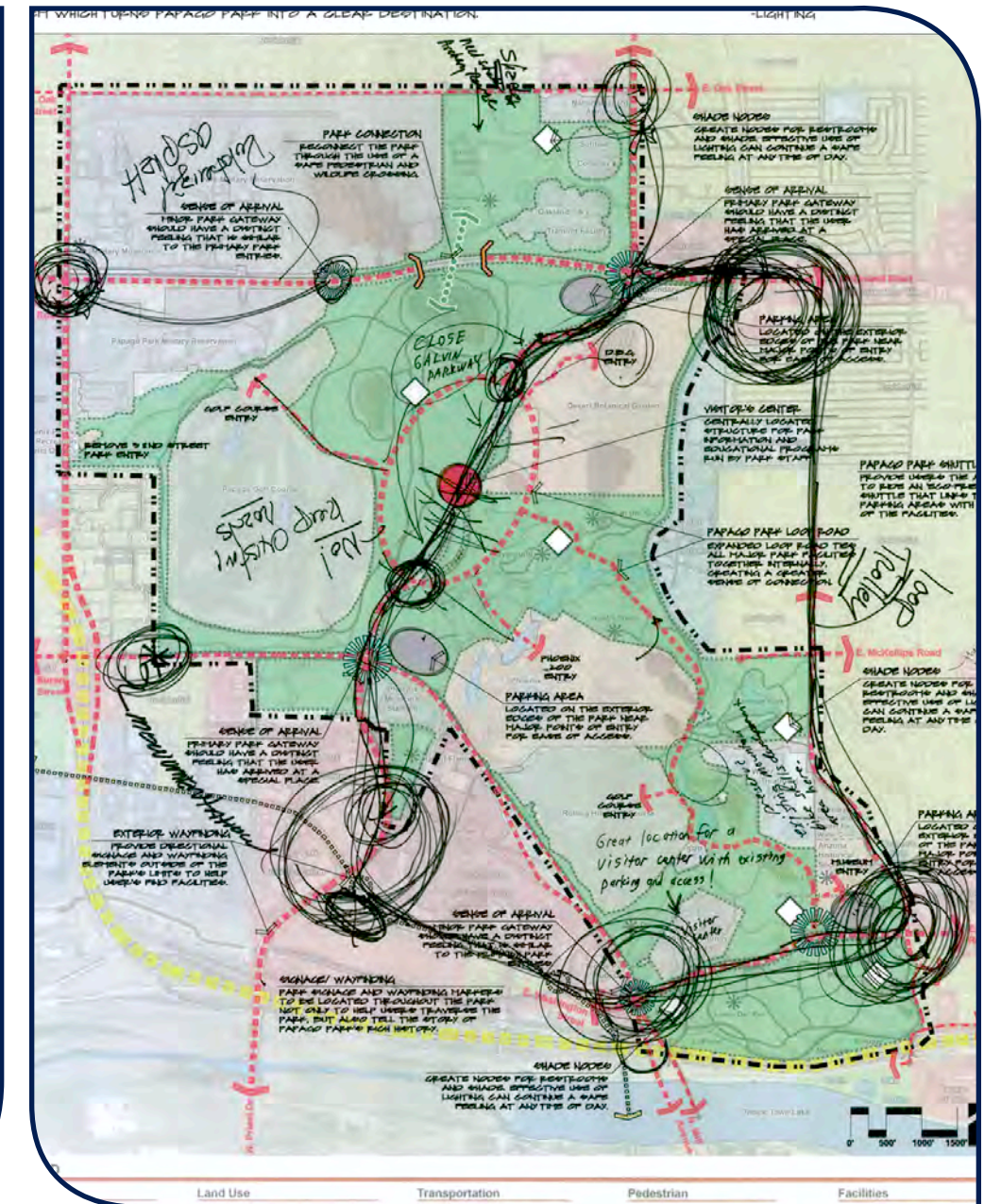


Figure 4.9 Public Comments on an Infrastructure and Amenities Theme

### 3. Theme Concept Feedback

#### Natural Resources

##### Strongly Support

	Strongly Support Responses	Total Question Responses	Percentage of Total Responses
Preserve natural habitat and open space by selecting areas that would be restricted from future construction and development.	65	70	92.9%
Provide signage to educate users about the sensitivity of the desert ecosystem.	61	68	89.7%
Designate official trail system and demarcate designated trails.	61	68	89.7%
All organizations operating within the park should uniformly adopt and implement goals and strategies selected to restore the quality of the park's natural resources.	59	69	84.2%

##### Do Not Support

	Do Not Support Responses	Total Question Responses	Percentage of Total Responses
Allow unimpeded and unrestricted uses in all areas of the park.	54	69	78.3%

#### Interpretation/Education (Cultural/Biological)

##### Strongly Support

	Strongly Support Responses	Total Question Responses	Percentage of Total Responses
Use of a central location for interpretation and education purposes	36	71	50.7%
Installation of interpretive signage at the site of selected resources	45	69	65.2%
Use of both a central location and on-site interpretive signage	35	67	52.2%
Should educational and interpretive signage be appropriate for all age ranges?	35	71	49.3%

##### Moderately Support

	Moderately Support Responses	Total Question Responses	Percentage of Total Responses
Should educational programs and interpretive signage include additional materials appropriate for the age range of 5-12?	27	71	38.0%

#### Connectivity

##### Strongly Support

	Strongly Support Responses	Total Question Responses	Percentage of Total Response
Use of trail markers	46	69	66.7%
Development of an overall trail map	54	66	81.2%
Development of an overall park map	62	73	84.9%
Additional wayfinding (directional) signage designating connection points and different attractions within the park.	42	64	65.6%

##### Do Not Support

	Do Not Support Responses	Total Question Responses	Percentage of Total Response
Additional parking areas centrally located within the park	38	61	62.3%

#### Infrastructure/Amenities

##### Strongly Support

	Strongly Support Responses	Total Question Responses	Percentage of Total Response
Development of a visitors center	30	67	44.8%
Development of an entry/gateway to the park at key vehicular entry points	32	72	44.4%
Additional shade structures in areas of heavy use	39	78	50.0%
Additional accessible trails	28	68	41.1%
Additional restroom facilities	26	61	42.6%

##### Do not Support

	Do Not Support Responses	Total Question Responses	Percentage of Total Response
Additional parking areas centrally located within the park	38	61	63.1%
Expansion of existing parking areas	23	46	50.0%

(See Appendix E for the complete results of Public Workshop #2)

# CONCEPTUAL MASTER PLAN

## Preliminary Vision and Mission Statement(s)

One of the important steps throughout the public involvement process was to identify the values that are important to the public and the stakeholders. From that initial step of identifying the values a clearer picture of the broad goals of this master plan can be verbalized. Developed from the themes discussed in Workshop #1 these preliminary vision and mission statements were presented in Workshop #2. Participants were given an opportunity to comment on these statements within the questionnaire that was handed out during the workshop.

### Papago Park Vision Statement-Preliminary:

“The vision of Papago Park is to be a signature desert park managed collaboratively by all operational partners in concert with the interests and needs of the public, and emphasizing environmental and cultural excellence to improve the quality of open space and urban recreational opportunities for the enjoyment of all Arizona residents and visitors.”

### Papago Park Mission Statement-Preliminary:

“The mission of Papago Park is to preserve and enhance the historical, environmental and cultural value of the park for users of all ages, honoring the core values of preservation, connectivity, accessibility, education, and recreation through appropriate design of park amenities and facilities that create a sense of place and preserve the integrity of the park for existing and future generations of users.”

## Synthesis of the Themes presented in Workshop #2

The synthesis of the concept themes and the input received on them, occurred through a series of meetings held with both the Staff Committee and the Consultant Team, in between Workshops #2 and #3. The compilation of this data was used to develop a complete plan, taking into consideration the information derived from the various efforts that had occurred thus far in the planning process. Biological, cultural, facilities/operations interviews, the summaries of Workshops #1 and #2 as well as the additional public input from the web site and other committees, stake holders and focus groups were all strong components of this process.

Once the alternative themes were synthesized into a single conceptual master plan, a series of strategies and outcomes were developed and tested with the help of the Ad Hoc Committee. The committee evaluated these plans based on the public input, current master plan goals, maintenance budget realities, facilities needs and the realities of future budgets. From this evaluation the key pieces of the outcomes were further synthesized to form the Conceptual Master Plan.

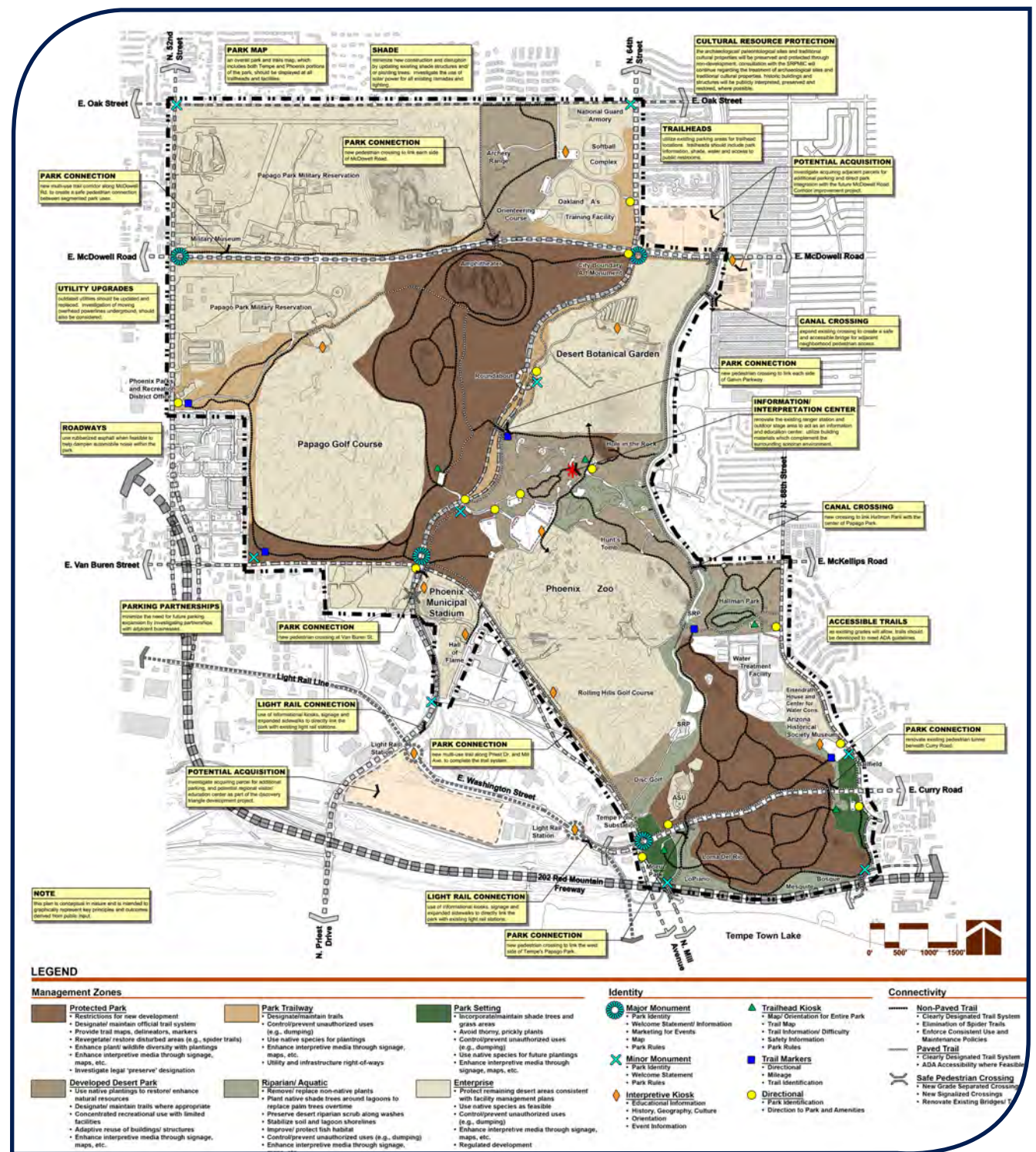


Figure 4.10 Conceptual master plan presented at Workshop #3

*“The most striking aspect of Papago Park is the expanse of open desert with rock buttes arising from it. The more it becomes cluttered with facilities for other uses, the more it loses its identity.”*  
 – Public Comment Workshop #2

## Revised Vision/Mission Statement

The vision and mission statements were further refined following an Ad Hoc Committee meeting on July 7th, 2009 in which committee members felt that the original statements could apply to any park in the country and wanted to capture the elements of Papago Park that were unique.

### Papago Park Vision Statement - Revised:

“The vision of Papago Park is to be a signature urban Sonoran Desert park, uniquely recognized for its geological butte formations, managed collaboratively by its public and private operational partners in concert with the interests and needs of the public, and emphasizing environmental, economic, and cultural excellence to improve the quality of open space and urban recreational opportunities in Central Arizona for the enjoyment of all residents and visitors.”

### Papago Park Mission Statement - Revised:

“The mission of Papago Park is to preserve and enhance the historical, environmental and cultural value of the park and Arizona’s Valley of the Sun for users of all ages, honoring the core values of preservation, connectivity, accessibility, education, and recreation through appropriate design of park amenities and facilities that reflect the unique landscape of the Sonoran Desert, create a sense of place, and preserve the integrity of the park for existing and future generations of users.”

## OUTCOME OF WORKSHOP #3

The goal of Public Workshop #3 was to clarify the plans final direction through a series of presented strategies and desired outcomes. Participants in Workshop #3 were given the opportunity to comment on a single conceptual master plan and each of the strategies and outcomes through a questionnaire and by writing directly on the plan itself. The comments received were then reviewed, synthesized, and combined into a complete final master plan

### Public Workshop #3 (August 19th and 20th, 2009) Summarized Results:

#### 1. Category: Preservation/ Restoration/ Natural and Cultural Resources

Does the list of outcomes incorporate the most important outcomes for this category?

	Responses	Percentage
Yes	37	88
No	5	12
<b>Total:</b>	<b>42</b>	<b>100</b>

#### 2. Category: Trail System

Does the list of outcomes incorporate the most important outcomes for this category?

	Responses	Percentage
Yes	35	88
No	5	12
<b>Total:</b>	<b>42</b>	<b>100</b>

#### 3. Category: Communication

Does the list of outcomes incorporate the most important outcomes for this category?

	Responses	Percentage
Yes	39	89
No	5	11
<b>Total:</b>	<b>44</b>	<b>100</b>

#### 4. Category: Infrastructure

Does the list of outcomes incorporate the most important outcomes for this category?

	Responses	Percentage
Yes	33	73
No	12	27
<b>Total:</b>	<b>45</b>	<b>100</b>

#### 5. Category: Management

Does the list of outcomes incorporate the most important outcomes for this category?

	Responses	Percentage
Yes	38	88
No	5	12
<b>Total:</b>	<b>43</b>	<b>100</b>



During the workshop five tables were set up with the Preliminary Master Plan: Communication, Infrastructure, Preservation, Trail System, and Management. After a discussion of each topic and the outcomes from Workshop #2 participants were asked to place a star or dot on the topic that meant the most to them. Each person was given three to vote however they wanted to. The following is the outcome of that voting.

**Most Desirable Outcomes (top 10):**

- 1) Improved park connectivity
- 2) Improved condition of natural and cultural resources
- 3) Protected desert/ open space
- 4) Enhanced education regarding natural and cultural significance
- 5) Preserved native plants and wildlife diversity
- 6) Reduced impact from heavy use
- 7) Better defined trail system
- 8) Preservation of cultural/ historical resources
- 9) Increased plant cover and wildlife habitat
- 10) Broadened and enhanced user experience with links to desired trails and amenities

**Least Desirable Outcomes (top 10):**

- 1) Increased parking opportunities
- 2) Increased access to information about food availability
- 3) Destination visitor’s center
- 4) More information on restrooms
- 5) Enhanced amenities
- 6) Increased public engagement in Papago Park
- 7) Enhanced visual quality
- 8) Increased security and visitor safety
- 9) Increased knowledge of water availability
- 10) Protected wildlife diversity

**6. Does the Conceptual Master Plan address the most important outcomes for Papago Park?**

	Responses	Percentage
Yes	35	87
No	5	13
<b>Total:</b>	<b>40</b>	<b>100</b>

**7. Does the Conceptual Master Plan capture the special elements or ‘WOW’ factor needed to help Papago Park be recognized as a great park?**

	Responses	Percentage
Yes	25	81
No	6	19
<b>Total:</b>	<b>31</b>	<b>100</b>

(See Appendix ‘F’ for the complete results of Public Workshop #3)

**Synthesis of the Public Input gathered at Workshop #3**

The synthesis of the public input received on the Conceptual Master Plan in Workshop #3 was incorporated and further refined through meetings with the staff committee. The strategies and outcomes were then modified to reflect the changes to the Conceptual Master Plan. These adjustments were made and the vision and mission statements were finalized.

**Papago Park Vision Statement - Final:**

*The vision of Papago Park is to be a signature urban Sonoran Desert park, uniquely recognized for its unique geological butte formations, managed collaboratively by its public and private operational partners in concert with the interests and needs of the public, and emphasizing environmental, economic, and cultural excellence to improve the quality of open space and urban recreational opportunities in Arizona’s Valley of the Sun for the enjoyment of all residents and visitors.*

**Papago Park Mission Statement - Final:**

*The mission of Papago Park is to preserve and enhance the historical, environmental, and cultural value of the park and Arizona’s Valley of the Sun for users of all ages, honoring the core values of preservation, connectivity, accessibility, education, and recreation through appropriate design of park amenities and facilities that reflect the unique landscape of the Sonoran Desert, creating sense of place, and preserving the integrity of the park for existing and future generations of users.*

Subsequent to the public involvement process, the Ad Hoc Committee identified the need to develop a statement that further distinguishes Papago Park from other parks, by providing greater specificity that references some of the most unique qualities, and identifies a path for the future. The following statement was composed by the Ad Hoc Committee to complement and enhance the vision and mission statements for the park:

**Papago Park today is a Valley crossroads where Native culture and natural history coexist with a modern American metropolitan area. Because of its awe-inspiring signature geologic and landscape features and its central location, Papago Park can become a premier destination that plays an integral role in defining the sense of place for the region.**

**As the metro area has grown up around it, the park is now at the center of the Valley, accessible to multi-modal transportation service. Capitalizing on its unique location and facilities, Papago Park will serve as the hub for a remarkable regional suite of natural, cultural, historic and archeological resources.**

*As the 21st century unfolds, we outline these visions for Papago Park. We will strive to:*

- *Expand and improve the park’s desert character and enhance the park’s ability to provide visitors a gateway into the Sonoran Desert environment*
- *Create a world-class center for Sonoran Desert interpretive activities which engages urban audiences and visitors to the region who seek to understand and appreciate the past, present and future of the Sonoran Desert and our unique challenges and diverse forms of life and culture.*
- *Improve the connectivity and accessibility of the park’s features and amenities.*
- *Provide a theme and identity to unify all landscapes, amenities and attractions to provide a uniquely regional “Papago” experience for all types of users.*
- *Preserve and protect the historic, prehistoric, archaeological and indigenous cultural resources.*
- *To achieve these visions for Papago Park, establish a multi-jurisdictional collaboration that shares resources and management responsibility in order to serve diverse publics and park needs with efficiency and effectiveness*

**Papago Park can be a key component in the ongoing economic, environmental, social and cultural evolution of our region. The Master Plan and Vision for Papago Park will continue to evolve and adapt in response to the communities of which it is a part.**





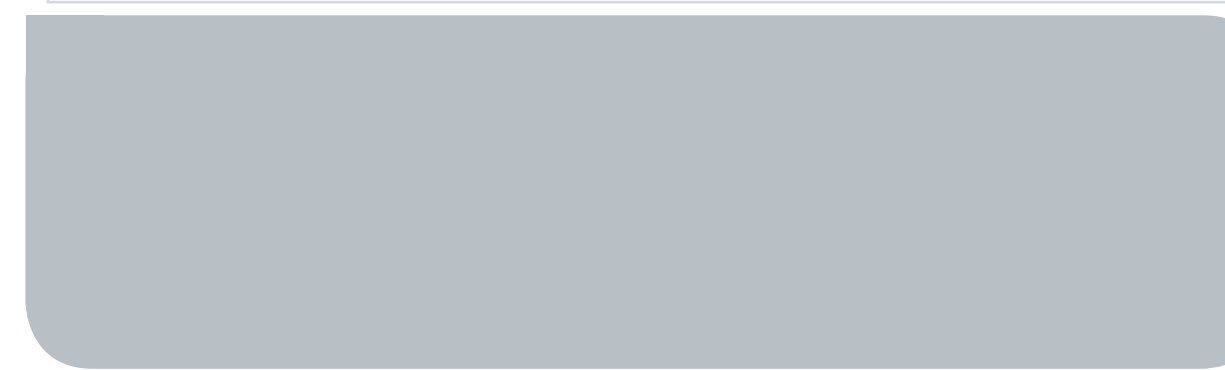


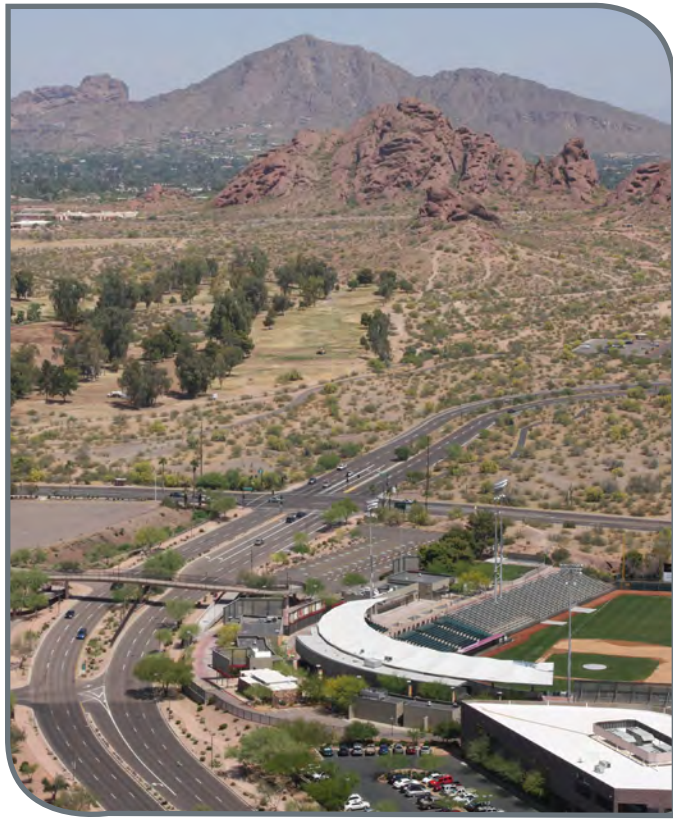


## FINAL REGIONAL MASTER PLAN

*The following recommendations, elements, and guidelines were developed to provide a flexible, yet foundational plan for future decision making as well as promote the park's existing assets, reinforce connectivity and provide educational opportunities that celebrate the cultural and ecological qualities unique to the park.*

*Papago Park has the right ingredients in place to become a Great American Park. The most daunting challenges inhibiting this recognition center around small, but essential details that are not currently addressed. While each area of focus is important, the holistic approach of their interconnection is what will enhance and reinforce the others. The goal of this plan is to create a truly comprehensive plan for the park.*





## KEY RECOMMENDATIONS

The *Papago Park Regional Master Plan* is based on the following seven recommendations. These recommendations will form the basis for the shared objectives, goals, and guidelines that the City of Phoenix and the City of Tempe will use to manage and protect Papago Park.

### Improved Collaborative Management

Operating entities on-site can work together more closely to manage all of Papago Park in a more unified, strategic direction. There are two municipal land owners in the Papago Park study area – City of Phoenix and City of Tempe. There are two large destinations under lease agreement with the City of Phoenix that bring millions of visitors to the park each year – Phoenix Zoo and the Desert Botanical Gardens. There are four state agencies that operate in some capacity within the Papago Park study area – Arizona Historical Society with the Arizona Historical Society Museum, Arizona Department of Military Affairs and Emergency Services operating on the Papago Military reservation (not officially part of the park but on land owned by the federal government), Arizona Game and Fish Department that oversees programs of urban fishing and watchable wildlife in the park, and Arizona State University Community Services Building. Finally, there are multiple private entities with a presence in the park including the Oakland A’s major league baseball team, the Hall of Flame Museum, and concessionaires at both Rolling Hills and Papago Golf Courses.

The challenge of coordinating management decisions for the park as a whole with all of these entities and organizations should be the primary goal of collaborative management opportunities in the future. There is coordination between small groups of these entities based upon necessity and occasional opportunities; however the prevailing result is management clusters focused on specific events or circumstances instead of consistent coordination between all the major organizations operating on site.

### Collaborative management recommendations of this Papago Park Regional Master Plan include the following critical aspects:

1. A collaborative management approach must not dilute the ownership and sense of control the land owners and major operating entities feel over their areas of the park.
2. A collaborative committee comprised of representatives from each of the land owners on-site should be formalized with designated membership (City of Tempe, City of Phoenix). An expanded sub-committee can be created to involve other operational partners and stakeholders
3. The expectations of a formalized collaborative committee comprised of representatives from each of the operating partners on-site must not extend beyond an advisory capacity.
4. Meetings of the collaborative management committee should be regular, with a minimum frequency of every other month for the first year. Meeting frequency could be reduced to quarterly over time.

5. Meetings of the collaborative management committee should be organized to address topics and outcomes in the following key areas:
  - a. **Goals and priorities** – clarify and update the goals and priorities of the collaborative management committee as needed to keep the committee productive and aligned with the vision/mission of the park
  - b. **Programs and services** – coordinated planning and scheduling; interpretive planning and implementation logistics support requirements
  - c. **Facilities and assets** – facility and asset management issues; envisioned new facilities or assets under construction
  - d. **Marketing and promotion** – coordinated marketing efforts including a Papago Park website
  - e. **Infrastructure** – utilities and supporting infrastructure that needs repair or replacement; coordinated repair and replacement schedules where relevant; new infrastructure requirements and initiatives
  - f. **Funding and fundraising** – coordinated efforts for raising funds for programs, services, facilities, amenities, and/or infrastructure requirements to meet the strategic objectives of each operational partner and the park as a whole
  - g. **Other** – additional issues that arise where collaborative awareness or support creates opportunities

### Link Existing Signature Amenities

Papago Park already contains the vital ingredients to be a Great American Park, but is not getting credit for the signature amenities that exist within the park. One of the observations of the Consultant Team while developing the Papago Park Regional Master Plan is that Papago Park features destinations and amenities within it that are very similar to the amenities of other Great American Parks. Like the great parks of San Diego, San Francisco, Houston, Chicago, and New York City, Papago Park is home to incredible amenities focused on natural and native resources, sports and leisure, trails and open space, historic and cultural significance, and outdoor recreation.

A quick study of Papago Park reveals that this large urban park is known for its amenities first, and the park second. A leader in the community and executive of one of the major destinations within Papago Park captured it well when he said, “We have concluded that it [Papago Park] has suffered from a lack of core identity and that its parts dominate the whole.”

To be made to elevate the status of Papago Park to that of a Great American Park it is necessary to unify the world-class destinations within the park under a common sense of identity, emphasize the fact that these amenities all call Papago Park home. The Phoenix Zoo at Papago Park, the Desert Botanical Gardens at Papago Park are good examples of how amenities that are famous regionally, statewide, and nationally can lend their notoriety to the park itself. A number of the key recommendations contained within this regional master plan support the effort of linking existing signature amenities within the park for the purposes of strengthening the common sense of place that all these signature destinations share.

## Cooperative Branding and Messaging

To support linking existing amenities within Papago Park, it is critical that cooperative branding and messaging inform the residents and visitors to the area that Papago Park is a destination of signature amenities. The operating partners of the park can retain their individual distinction while engaging in a co-branding campaign that features standard messages. This message will provide residents and visitors to Arizona’s Valley of the Sun a greater sense of the importance that the park provides to the region and state.

Specific examples of co-branding and messaging vehicles and opportunities include, but are not limited to:

- Collaborative website that is updated routinely with programs, events, amenity descriptions, and links to websites of signature amenities within the park
- Collaborative marketing material
- Informational / interpretive kiosks within the park, including the signature amenities
- 10-minute informational and interpretive video featuring the natural, historic, and cultural significance of Papago Park
- Video clips/programs on local community access TV channels

**Recommended messages that should be featured in collaborative media, programs, events, and presentations by all operational partners include, but are not limited to:**

1. The vision, mission, and values of Papago Park
2. The significance of the land of Papago Park to native peoples and their culture from ancient times to today
3. The significance of the natural resources of Papago Park and the Sonoran Desert
4. The history and evolution of Papago Park as a public park from the early 1900’s to today
5. The significance of Papago Park facilities, amenities, and programs to current and future residents and visitors to the area
6. The diversity and quality of experiences available at Papago Park through its facilities, amenities, and programs
7. The role of Papago Park as a signature desert park in Arizona’s Valley of the Sun
8. The notoriety and acclaim of signature amenities, both natural and man-made, within Papago Park
9. The diversity and quality of Papago Park’s operational partners present on site, along with important contact information, telephone numbers, and web addresses

## Strengthen Sense of Place

There are a multitude of projects that can dramatically strengthen the sense of place at Papago Park. These include arrival signage, orientation kiosks, and consistency of minimum design and operating standards for amenities and assets within the park. Strategies include:

1. Consistent signage themes and appearance throughout the main body of the park. This does not have to continue within the boundaries of signature amenities, unless it is referring to aspects of the park on the whole.
2. Major entry monuments or signage at key entry points of the park as noted in the master plan illustration.
3. Minor monuments and kiosks with a consistent appearance that provide location orientation, a map of the park, basic interpretive messaging, and designations of signature amenities to be located at key locations within the park as noted in the master plan illustration.
4. Directional and way-finding markers prudently placed throughout the trails that feature a consistent appearance.
5. Interpretive signage and markers located in key areas of the park to denote the significance of natural, cultural, or historic resources.
6. Consistent minimum design standards for facilities and assets located in the park, not including structures or amenities within the signature destinations.
7. Consistent minimum maintenance standards for facilities, structures, and grounds within the park, including assets and areas within the signature amenities.
8. Consistent messaging associated with any publication, press release, or promotional material of all entities operating within the park. This would include a single, consistent statement that defines that amenity, destination, or experience as a component of Papago Park, and briefly summarizes the value of the park to the local community and state.

## Upgrade Infrastructure

There are numerous examples of aged infrastructure within the park that detract from either the operating potential of amenities on-site, or the visitor experience. This Papago Park Regional Master Plan project obtained diverse, yet relevant public opinion regarding the prioritization and appropriateness of facilities and infrastructure in the park. The Consultant Team worked to craft recommendations that reflect a balance of these core values, as well as the needs of the park. These recommendations will insure a high quality community asset into the future that meets the needs of an increasingly diverse public. The following table identifies those key infrastructure elements:

Infrastructure Item	Recommended Action	Justification
Utilities	Repair, replace and upgrade existing	The utilities servicing many areas of the park are aged and rapidly deteriorating, inhibiting the ability to provide reliable, quality services, as well as any future growth of amenities.
Shade structures at existing playgrounds	Develop new	Shade structures are needed for existing playgrounds to support extended and safe use for families with children.
Shade structures on trails	Develop new	A limited number of shade structures are needed at key locations on the trails of Papago Park to support extended and safe use for trail users. These structures should be small, and compliment the surrounding landscape. These shade structures should follow the design and character developed for Papago Park.
Parking	Upgrade existing, develop new	Parking areas inside the park should be upgraded with improved lighting, parking and traffic configuration, and ADA compliance. Parking areas bordering the outside boundary of Papago Park should be developed by negotiating use of existing parking lots of the Papago Business Park.
Lighting	Upgrade existing, develop new	Limited lighting in select areas that are prominent for illegal and mischievous use at night should be installed to deter inappropriate behavior in the park. Add lighting to ramadas/ shade structures and kiosks where appropriate. Add lighting to trails in appropriate areas. Employ the use of solar technology where appropriate.
Trail connections	Develop new	Trail connections are needed to improve circulation to and within Papago Park. These include connections between major amenities, across McDowell Road west of Galvin Parkway, across Galvin Parkway, across Van Buren Street, and between the Tempe and Phoenix sides of the park.

# FINAL MASTER PLAN

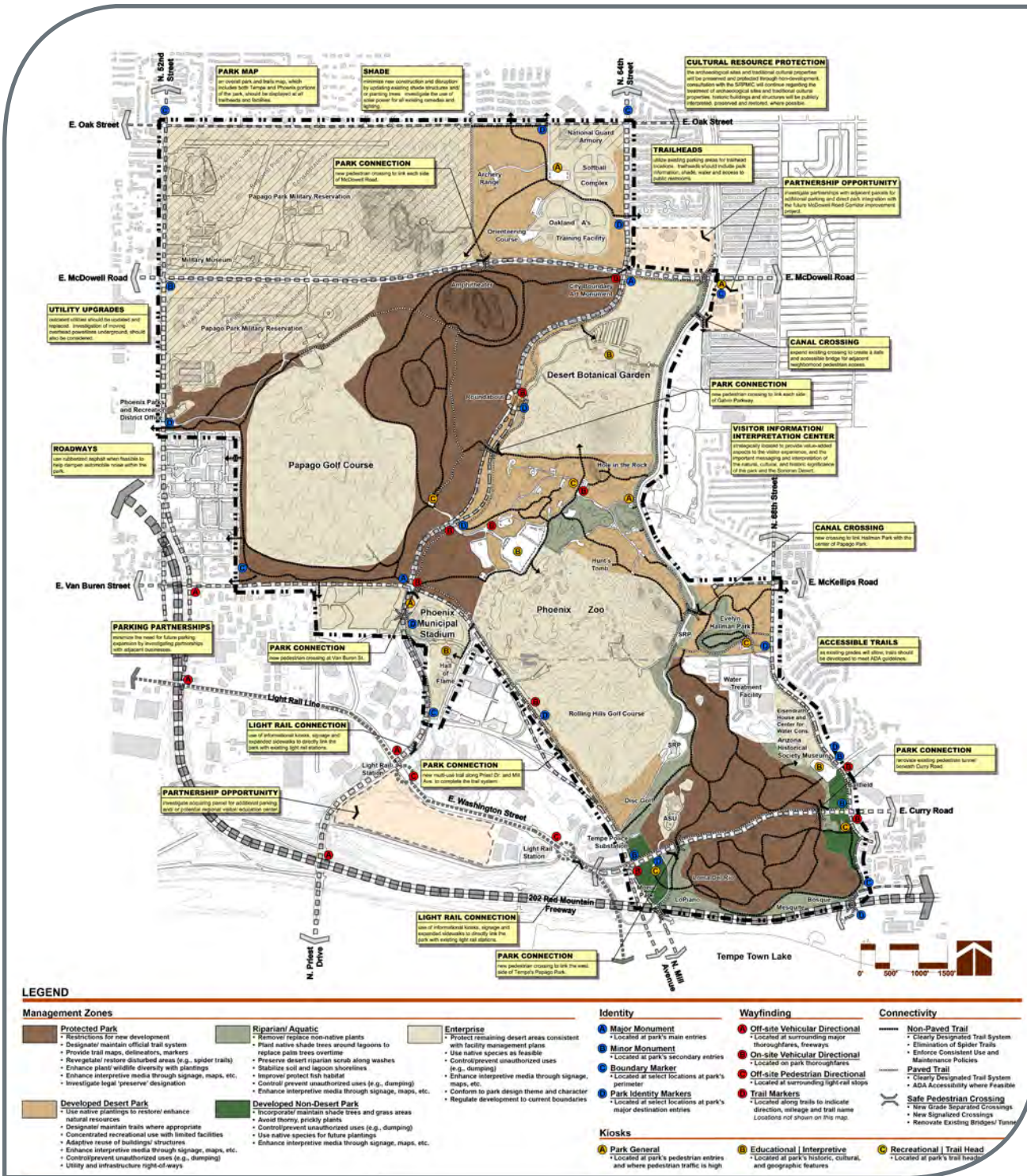


Figure 5.0 Final Regional Master Plan

\* For more detail see maps and plans section of this document

## Progressive Management Techniques

The unique environment and operating circumstances of Papago Park provide opportunities for progressive management techniques that can improve the best practices of the managing entities. These techniques will help preserve the integrity of the natural, cultural, and historic resources of the site, and the visitor experience. This includes, but is not limited to:

1. Establishing distinct management zones as defined within this master plan
2. Maintaining a collaborative management committee or "roundtable" to coordinate programs, services, events, marketing, and management issues of the park as a whole
3. Developing and maintaining a unified website and marketing initiative for the park as a whole

## Visitor Center

A common vision expressed by the majority of stakeholders throughout the Papago Park Regional Master Plan project was the need for a visitor center. Despite this common vision, there is great disparity as to what this visitor center should look like, where it should be located, and how it should be operated. It is a recommendation of the Consultant Team that the operations of a visitor center appropriately involve the cooperation of the landowners of the park, as well as the major operating partners. The concept of a visitor center recommended by the Consultant Team is one that can provide value-added aspects to the visitor experience, and the important messaging and interpretation of the natural, cultural, and historic significance of the park and the Sonoran Desert without encumbering either municipality with unrealistic operational funding requirements. To start, a "passive" visitor center that features a tasteful collection of interpretive kiosks, signage, and interactive outdoor exhibit areas could provide visitors an enhanced experience and understanding of the multiple dimensions of Papago Park's significance without creating a facility that is exponentially more expensive to construct and operate. A more sophisticated visitor center, which follows the overall character and design theme, could become a future reality for Papago Park once greater cohesiveness and a stronger brand has been developed through implementation of the recommendations of this regional master plan. Potential integration with the future regional planning projects is encouraged.

## ELEMENTS OF THE PLAN

### Management Zones

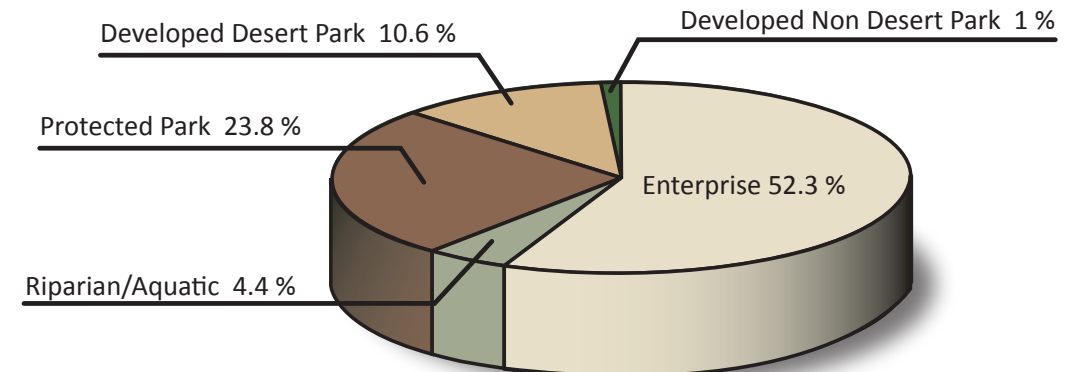
The Consultant Team has prepared recommendations for distinct management zones within Papago Park. These recommendations stem from the resources and facilities that currently exist. The City of Phoenix and City of Tempe do not have sufficient shared guidelines in place that take a progressive approach to managing the natural and cultural resources of the site. As a result, there are inconsistencies of management styles and practices between the areas of the park managed by each city that are not always evident to the end users. Additionally, the heavy use of the park from its early days as a national monument through today, has led to the deterioration in quality of many natural and cultural resources. The municipalities are interested in regaining that quality.

In order to achieve this, the Consultant Team recommends the adoption of consistent management zones. These recommended zones are:

1. Protected Park Zone
2. Developed Desert Park Zone
3. Developed Non-Desert Park Zone
4. Enterprise Zone
5. Riparian / Aquatic Zone

The recommendations which follow describe these distinct management zones, and a summary of suggested management practices related to each.

### Distribution of Management Zones



## Protected Park Zone

The Protected Park Management Zone consists of the larger tracts of relatively undeveloped desert in the central portions of Papago Park. It encompasses approximately 506 acres or 23.8% of the park study area. Other than an established trail system, there are relatively few developed uses. This zone provides passive recreation opportunities such as hiking, mountain biking and rock climbing. It is important to wildlife habitat because it includes large, contiguous, and relatively undeveloped areas of desert dominated by native plant species.

### Management Practices

- Clearly delineate trails open for public use in the park through the use of trail delineators and trail markers. Develop trail maps, exhibits, and park website pages that show the location and length of designated trails.
- Designate allowable uses for all trails on trail markers, delineators, maps, and exhibits. Designate allowable uses as hiking only, hiking /mountain biking only, hiking /equestrian only, or multi-use (hiking /mountain biking /equestrian).
- Allow earthen trails only, except for Americans with Disabilities Act (ADA) accessible trails where tamped gravel or aggregate may be used. Maintain pavement on existing paved trails to allow accessibility that meets ADA criteria.
- Implement a long-term maintenance and monitoring program to identify and control invasive plant species.
- Prohibit new construction/development unless deemed necessary to protect or preserve the integrity of natural and cultural resources, or enhance the visitor experience through appropriate means.
- Prohibit motorized/vehicular traffic except in the case of emergencies.
- Limit new facilities to existing areas of disturbance/development and consider adaptive reuse of existing buildings structures.
- Use native species where feasible for landscaping and revegetation. Consider compatibility with predominant use within the management zone.
- Designate/maintain trails, where appropriate.
- Develop and install non-intrusive interpretive signage to provide education to the public on the significance of the natural and cultural resources. Provide wayfinding, usage restrictions, and the desired outcomes from responsible recreation practices on overall park signage.
- Barnes Butte should be considered as an important addition to this management zone, should the opportunity arise in the future to acquire it.
- Provide shade where appropriate and possible.

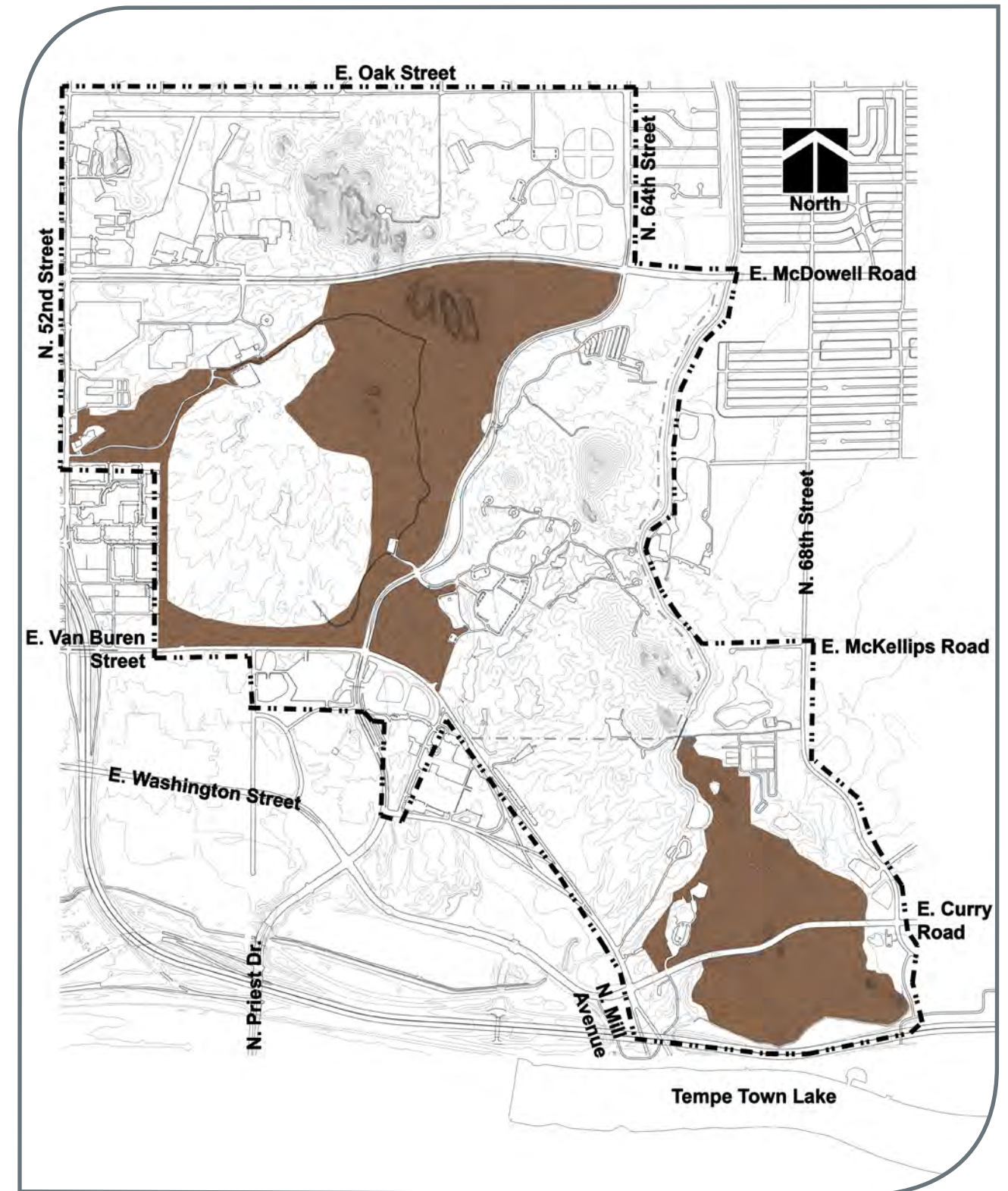


Figure 5.1 Protected Park Zone

\* For more detail see maps and plans section of this document

### Developed Desert Park Zone

This management zone is characterized by a desert setting of concentrated, but passive recreational use including limited facilities (e.g., picnic tables, playground equipment) and/or sites of public interest (e.g., Hunts Tomb). Developed park zones are also used for specific, more dispersed recreational uses (e.g., orienteering, disc golf). This zone encompasses approximately 227 acres or 10.6% of the park study area.

#### Management Practices

- Use native plantings to restore disturbed areas and enhance visual setting.
- Replace existing non-native species with native species with similar characteristics to maintain the native desert setting and to enhance habitat for native wildlife.
- Designate and maintain trails, where appropriate. Consider compatibility of trail use type and other recreational uses. For example, mountain biking and equestrian trails may not be compatible with picnic or disc golf areas.
- Limit new facilities to existing areas of disturbance/development and consider adaptive reuse of existing buildings/structures.
- Use native species as feasible for landscaping and revegetation but consider compatibility with predominant use within the management zone.
- Develop and install non-intrusive interpretive signage to provide education to the public on the significance of the natural and cultural resources of the site, wayfinding, usage restrictions, and the desired outcomes from responsible recreation practices.
- Existing Facilities will be upgraded in a manner that follows the design themes and character established for the park. Using all current codes and municipal approval processes while enhancing usability and reduction of operating costs will be emphasized.
- Encourage sustainable practices including water harvesting and the use of solar and other eco-friendly practices.
- Provide shade where appropriate and possible.
- Encourage the enhancement of signage where appropriate.
- Provide soft lighting to enhance gateway and entrance areas.

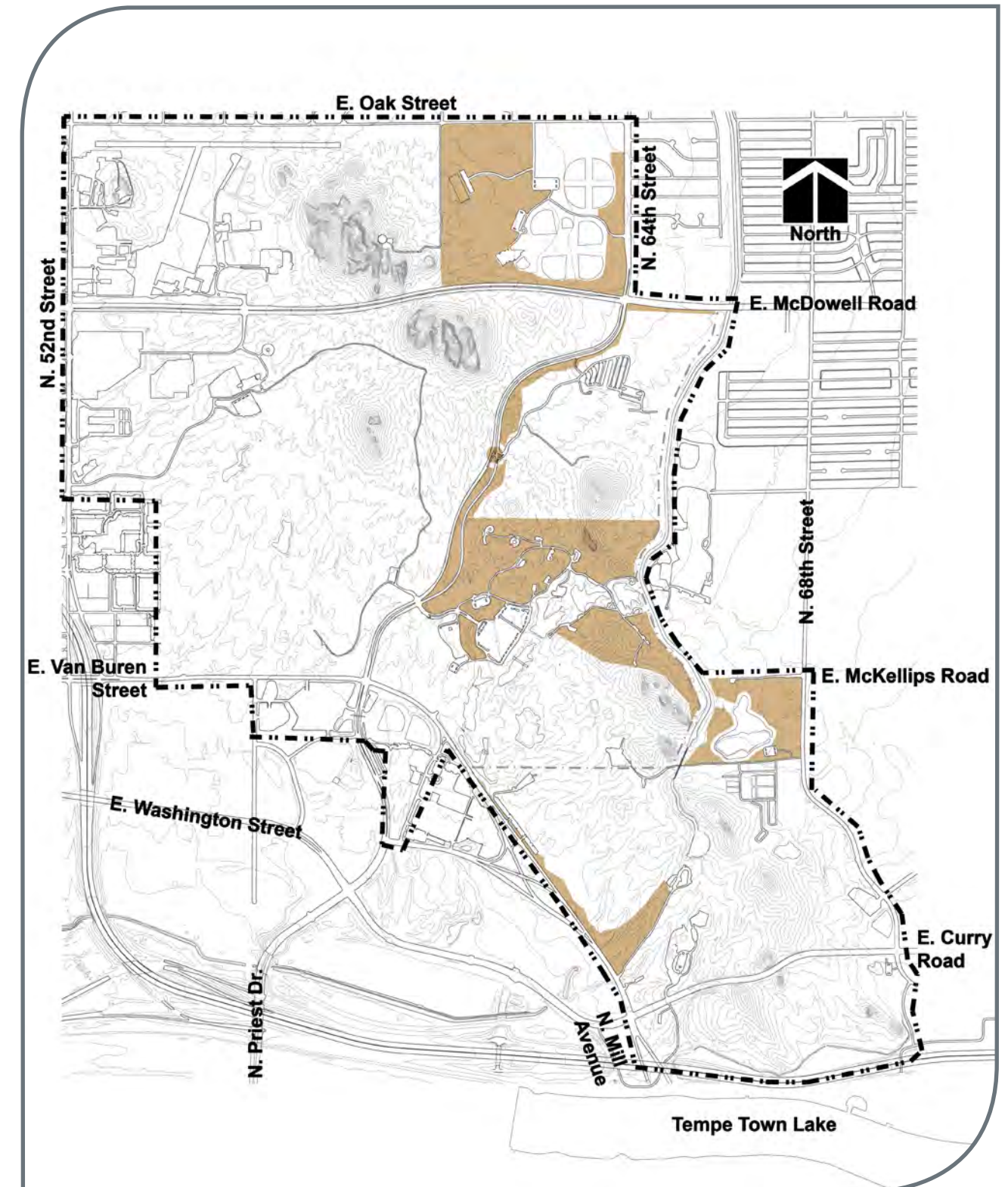


Figure 5.2 Developed Desert Park

\* For more detail see maps and plans section of this document

### Developed Non-Desert Park Zone

The developed non-desert park management zone is characterized by areas that include substantial turf areas, ornamental and shade trees, water features, and developed uses such as picnic sites, ramadas, and playgrounds. This zone encompasses approximately 22 acres or 1% of the park study area.

#### Management Practices

- Incorporate/maintain shade trees and grass areas. Avoid thorny, prickly plants.
- Consider the use of non-thorny native trees and shrubs (e.g., cottonwood, desert willow, creosote bush, saltbush) as alternatives to non-natives to enhance wildlife habitat value and/or to reduce consumptive water use.
- Limit new facilities to existing areas of disturbance/development and consider adaptive reuse of existing buildings/structures.
- Use native species as feasible for landscaping and revegetation but consider compatibility with predominant use within the management zone.
- Designate/maintain trails, where appropriate.
- Develop and install non-intrusive interpretive signage to provide education to the public on the significance of the natural and cultural resources of the site, wayfinding, usage restrictions, and the desired outcomes from responsible recreation practices.
- Prohibit the use of invasive species.
- Encourage sustainable practices including water harvesting and the use of solar and other eco-friendly practices.
- Provide adequate lighting for recreational and safety needs. Use cut off lighting where appropriate to preserve settings in adjacent areas.
- Provide shade where appropriate and possible.
- Provide soft lighting to enhance gateway and entrance areas.

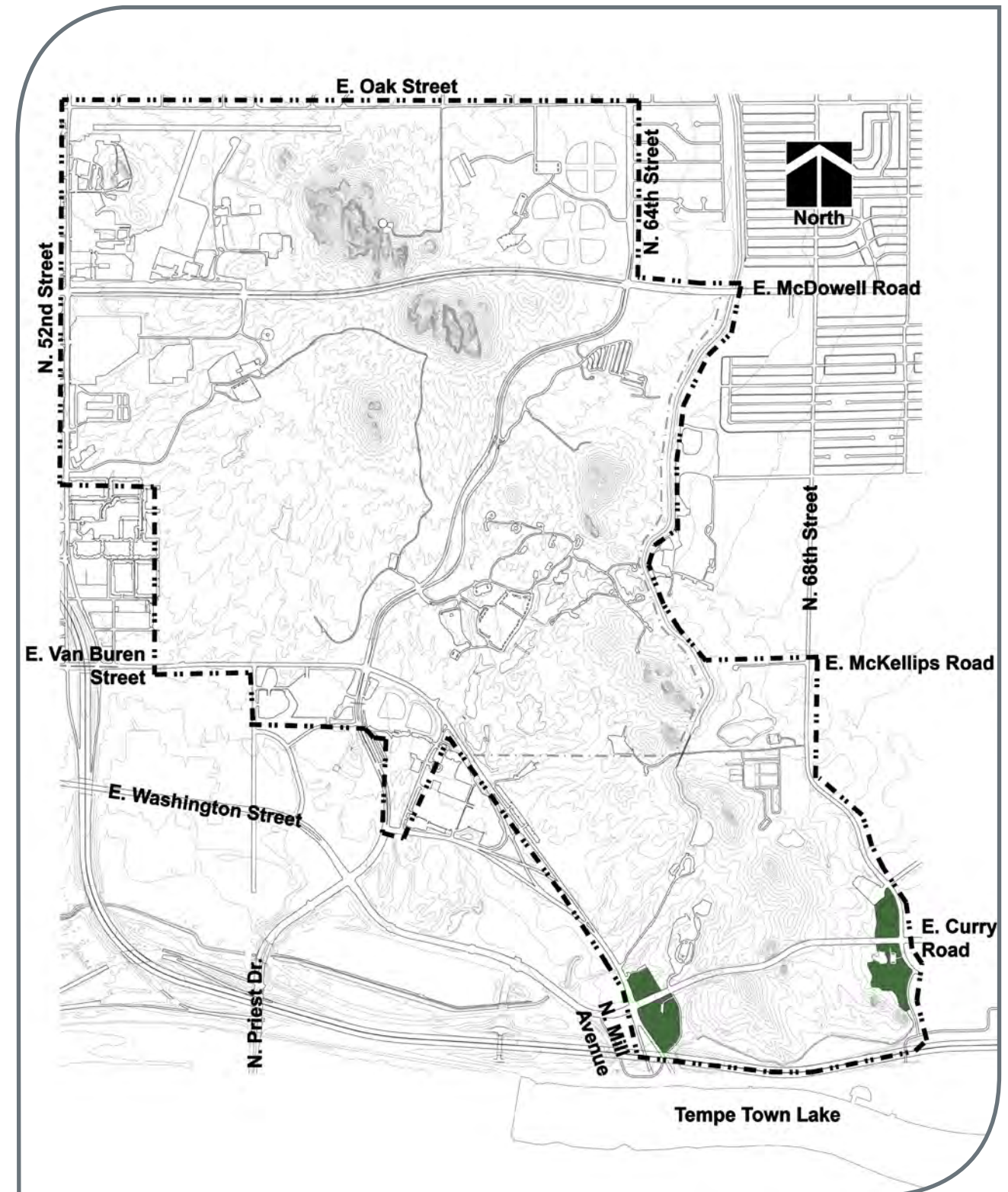


Figure 5.3 Developed Non-Desert Park

\* For more detail see maps and plans section of this document

## Enterprise Zone

The enterprise management zone includes special use areas with distinct operations, management, and supporting guidelines, such as the Phoenix Zoo, the Desert Botanical Garden, and the Papago and Rolling Hills Golf Courses. Characteristics of this zone vary, and include areas of development, active use areas, and natural desert areas. This zone encompasses 1112 acres or 52.3% of the park.

### Management Practices

- Use native species as feasible for landscaping and revegetation in order to enhance wildlife habitat and reduce consumptive water use.
- Protect remaining desert areas consistent with facility management plans to help maintain natural character of the park where possible.
- Use native species as feasible for landscaping and revegetation but consider compatibility with predominant use within the management zone.
- Designate and maintain trails, where appropriate.
- Develop and install non-intrusive interpretive signage to provide education to the public on the significance of the natural and cultural resources of the site, wayfinding, usage restrictions, and the desired outcomes from responsible recreation practices.
- Establish buffers, along management zone interior perimeters, by limiting new construction and using natural plant materials to transition into adjacent management zones.
- Limit facility expansion to current zone boundaries
- Facilities that are rehabilitated or built in this zone will follow the design theme and character established for the park.
- Screen service areas for all new facilities so that they are minimally visible from major roads and corridors.
- Encourage sustainable practices including water harvesting and the use of solar and other eco-friendly practices.

\* Military Areas are included for regional planning considerations

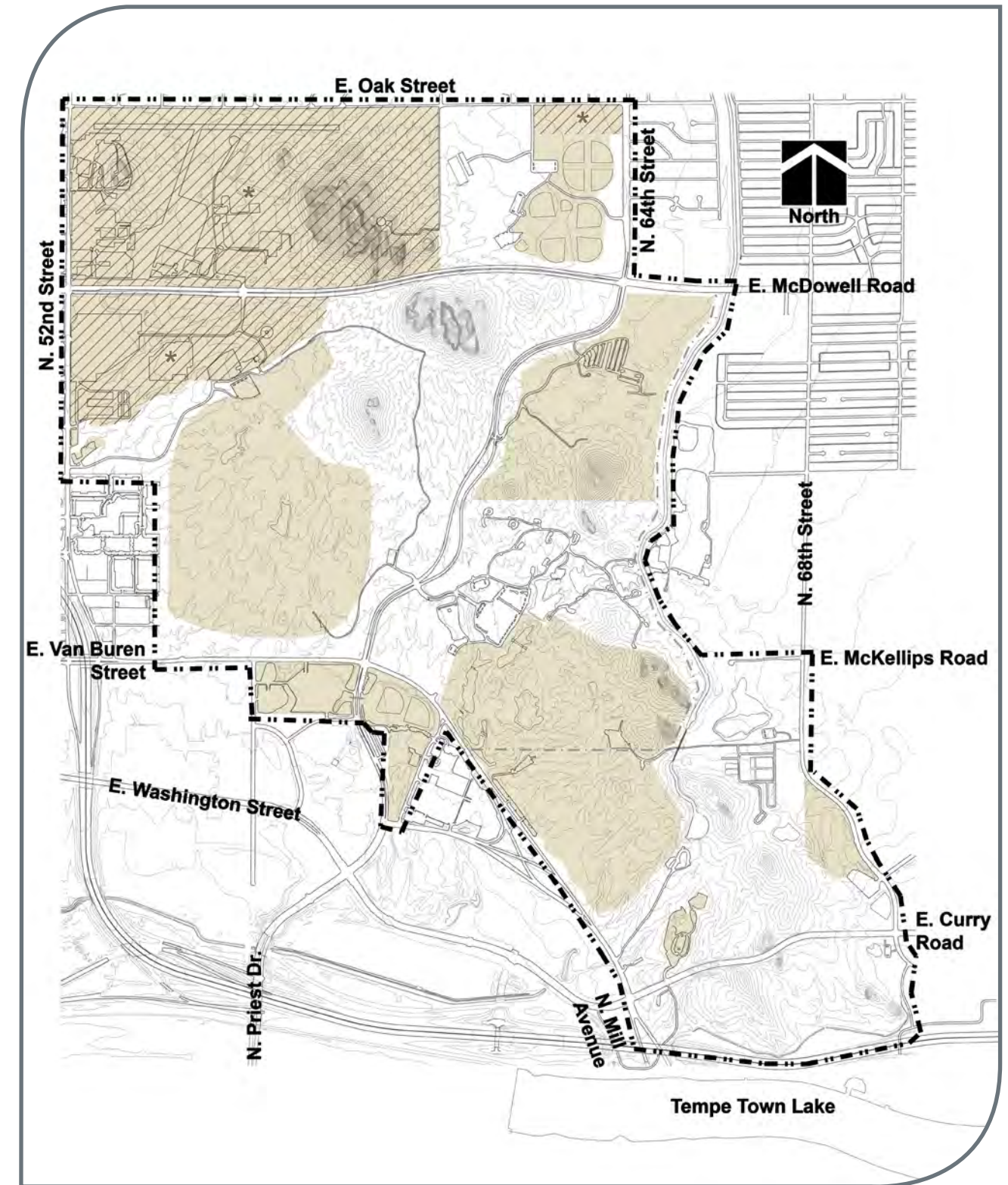


Figure 5.4 Enterprise Zone

\* For more detail see maps and plans section of this document



### Riparian / Aquatic Zone

This management zone includes riparian areas with permanent water sources (such as the lagoons near the Phoenix Zoo and the LoPiano and Greenline habitat areas in Tempe). This zone also includes desert riparian scrub along washes that serves as an important wildlife habitat. Intensity of use and level of development varies within this zone from predominantly natural (desert washes) to substantially developed (lagoons). This zone encompasses 94 acres or 4.4% of the park study area.

#### Management Practices

- Control ongoing establishment of non-native species; remove and replace with native plants. Implement a long-term maintenance and monitoring program to control the reestablishment of invasive species.
- For lagoons, consider recreational use in both the selection of plant species and the extent and location of plantings.
- Incorporate native shade trees such as cottonwood, willow, mesquite, desert willow around lagoons to replace palm trees over time. Control palm tree seedling establishment, but remove palm trees only as replacement native species have become established.
- Incorporate interpretive exhibits and displays to highlight the importance and value of native riparian areas.
- Protect desert riparian scrub along washes from development of additional facilities and infrastructure.
- Consider the use of native plant materials and natural revetments and measures to stabilize soils and shorelines.
- Consider measures to improve and protect habitat for fish, such as dredging to increase lagoon depth, submerging underwater structures to provide cover for fish, and establishing shoreline emergent vegetation (e.g., bulrush).
- Limit new facilities to existing areas of disturbance/development and consider adaptive reuse of existing buildings and structures.
- Use native species as feasible for landscaping and revegetation but consider compatibility with predominant use within the management zone.
- Designate and maintain trails, where appropriate.
- Develop and install non-intrusive interpretive signage to provide education to the public on the significance of the natural and cultural resources of the site, wayfinding, usage restrictions, and the desired outcomes from responsible recreation practices.

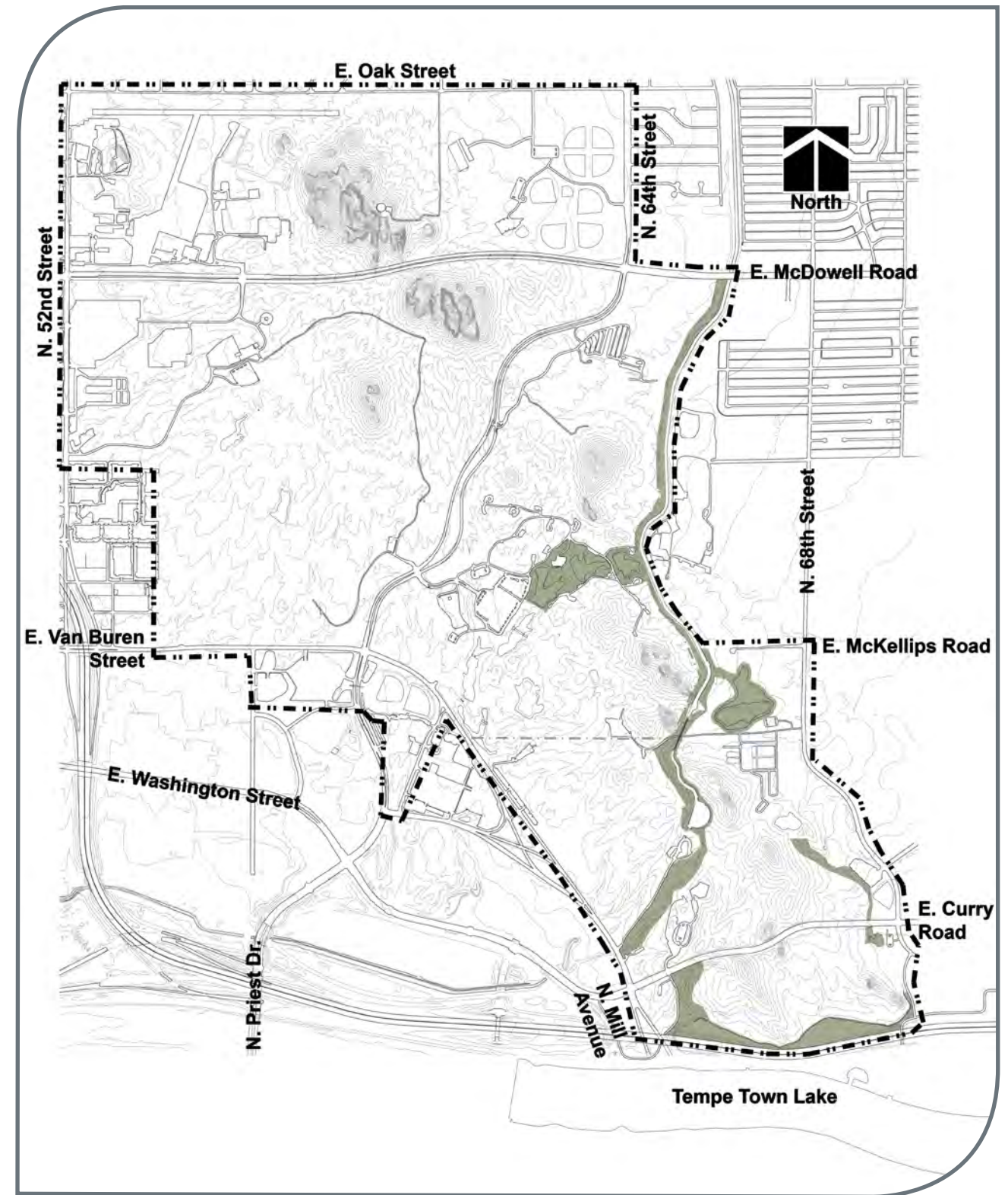


Figure 5.5 Riparian / Aquatic Zone

\* For more detail see maps and plans section of this document

The elements of the management zones will provide for preservation, protection, and repair. It will also incorporate the elements of education and identity to increase the overall quality of the park and its resources.

Preservation, Protection, and Restoration	Recommended Priority
<b>Improvements:</b>	
Restore, historic architectural resources	Secondary
Repair and maintain any historic architectural resources	Secondary
Preserve and protect archaeological sites eligible for the National Register of Historic Places	Secondary
Provide cultural resource sensitivity training to key park staff	Primary
Develop interpretive materials for cultural resources	Primary
Enhance plant and wildlife diversity through use of native species	Secondary
Restore tamarisk-dominated areas with native trees and shrubs	Secondary
Implement a program to control invasive plant species	Primary
Use native plantings to restore disturbed areas	Secondary
Consider measures to improve/protect habitat for fish	Secondary
Install interpretive signage explaining biological and cultural resources	Secondary
Incorporate interpretive exhibits/displays	Secondary

### Identity/ Communication

The variety and scale of the signage elements will provide tools to reinforce the park as a regional presence, identify the park, demonstrate its connectivity, and educate visitors. The signage elements will serve their purpose if they are at an appropriate scale to their surroundings. A hierarchy of elements developed for their intended audience will help achieve this goal. A *Major Entry Monument* creates a sense of arrival that will identify the park and will typically be a large-scale element or a series of smaller elements composed in a manner that gives an overall large-scale impression. These monuments are typically viewed by visitors in vehicles.

A *Minor Entry Monument* creates a sense of entry that identifies the park and will typically be smaller in scale than the major monuments. They will typically be located at secondary park entries and viewed by visitors on foot or bicycle.

*Boundary markers* that identify the park and promote special events will typically be vertical in nature and its structure will have various sized components temporarily attached.

*Trailhead markers* and educational components within the park will have “human scale”, meaning they are meant to be viewed by a park viewer who is generally on foot with the ability to stop and obtain information, whether it is educational/ interpretive or informational and trail focused.

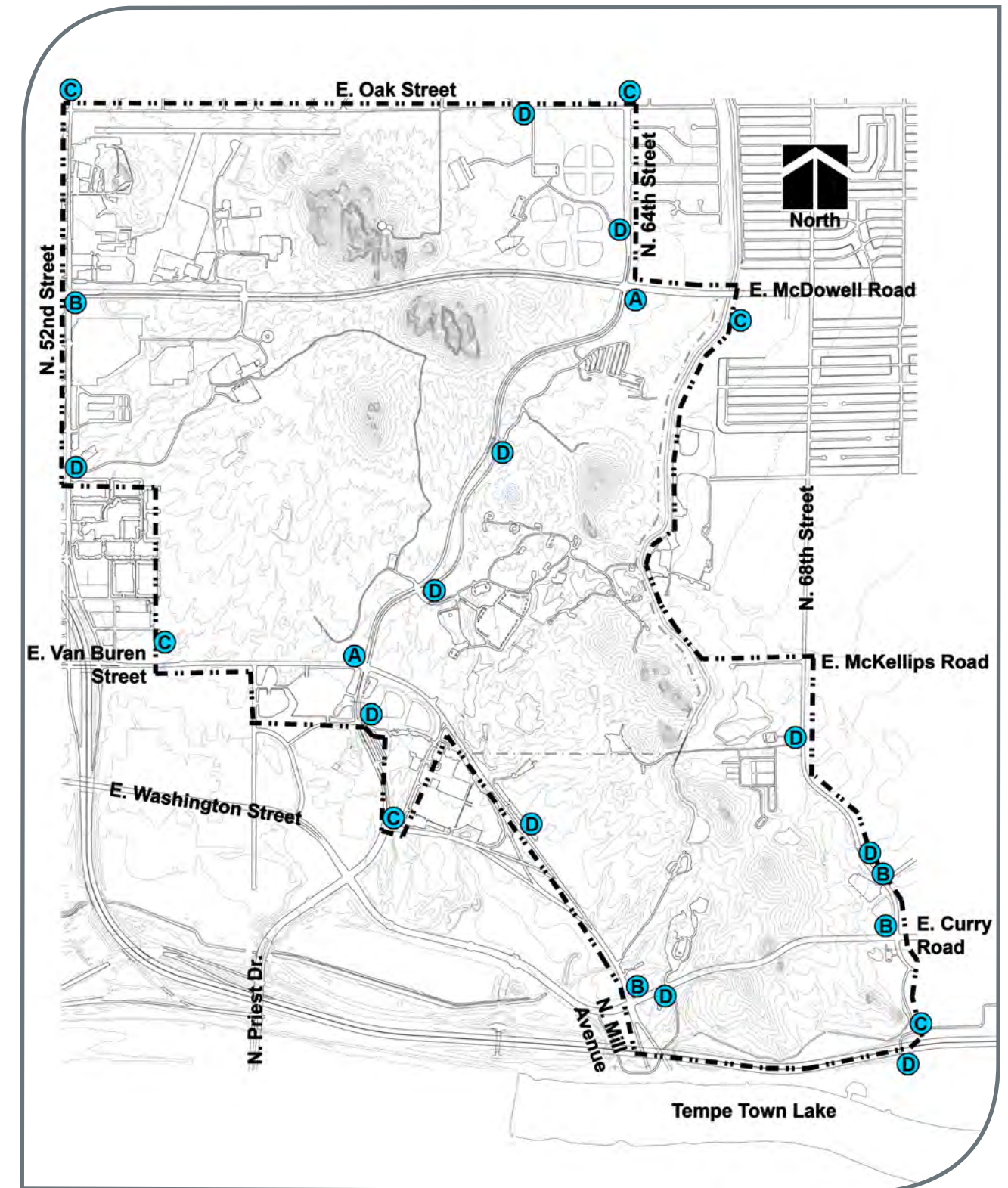


Figure 5.6 Identity

\* For more detail see maps and plans section of this document

**1- Identity (see Figure 5.6)**

**A - Major Monument** (located at parks main entries: should include minimal site work, infrastructure, lighting capabilities and foundations)

- Overall Park Identity
- Welcoming Statement
- Major Destination Listing/Directions
- Event Marketing Components

**B - Minor Monument** (located at parks secondary entries: should include minimal site work, infrastructure, lighting capabilities and foundations)

- Overall Park Identity
- Welcoming Statement
- Major Destination Listing
- Event Marketing Components

**C - Boundary Markers** (at select locations along the park's perimeter: should utilize existing poles or introduce minimalistic upright structures to support the identity and marketing banners)

- Overall Park Identity
- Major Destination Identity (optional)
- Event Marketing Components

**D - Park Identity Markers** (select locations at park's major destinations entry: should include only minimal site work, infrastructure, lighting capabilities and foundations)

- Overall Park Identity
- Event Marketing Components (minor)

**2- Wayfinding Directionals (see Figure 5.7)**

**A - Off-site** (vehicular directionals located at surrounding major thoroughfares, freeways: should make use of a reflective material to deliver the message, therefore requiring no illumination)

- Overall Park Identity
- Directional Information

**B - On-site** (vehicular directionals located on park thoroughfares: should make use of a reflective material to deliver the message, therefore requiring no illumination)

- Overall Park Identity
- Directional Information

**C - Off-site** (pedestrian directionals located at surrounding light-rail station)

- Overall Park Identity
- Directional Information

**D - Trail Markers** (located along designated trails and decision points: should make use of a reflective material to deliver the message, therefore requiring no illumination)

- Directional
- Mileage
- Trail Identification

**3- Kiosks (see Figure 5.8)**

**A - Park General**

- Overall Park Identity
- Welcoming Statement
- Park Overall Map
- Directional Information
- Parks Events Marketing Components
- Park Rules and Regulations
- Natural or Man-made Shade Structure
- Required illumination from site or internal to kiosk structure

**B - Educational | Interpretive**

- Educational Information
- History, Geography, Culture
- Orientation
- Event Related information
- Natural or Man-made Shade Structure
- Required illumination from site or internal to kiosk structure

**C - Recreational**

- Trail Head
- Park Overall Map
- Trail Map
- Trail Information /Difficulty
- Safety Information
- Park Rules and Regulations
- Natural or Man-made Shade Structure
- Required illumination from site or internal to kiosk structure

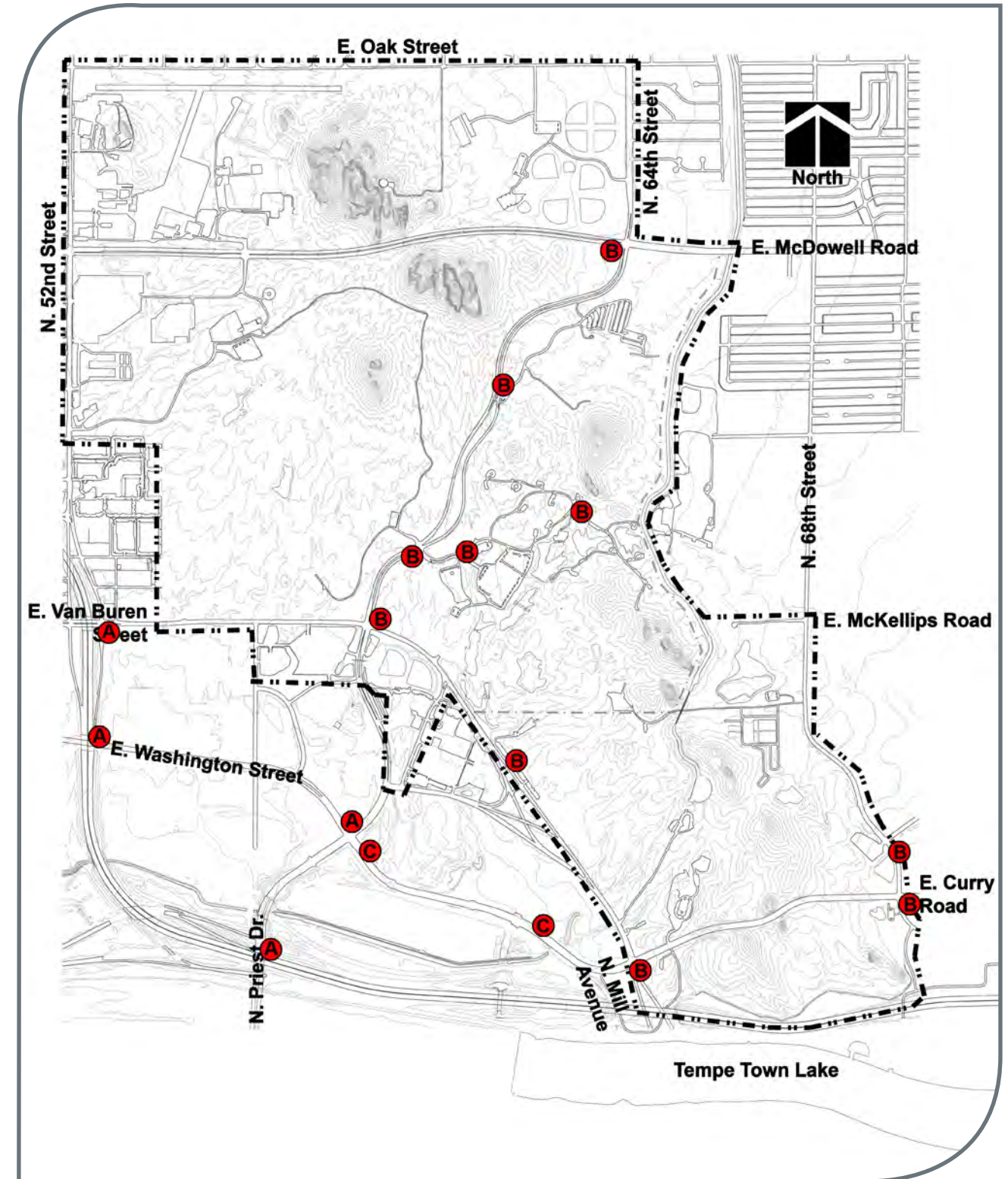


Figure 5.7 Wayfinding Directionals

\* For more detail see maps and plans section of this document

Identity/Communication Improvements:	Recommended Priority
Install identity components at major park entries	Primary
Install identity components at minor park entries	Secondary
Install identity components along the park perimeter	Secondary
Install identity components at destination entries	Primary
Install wayfinding vehicular components at off-site locations	Secondary
Install wayfinding vehicular components at on-site locations	Primary
Install wayfinding pedestrian components at off-site locations	Secondary
Install wayfinding trail components	Primary
Install general kiosks	Secondary
Install educational/ interpretive kiosks	Secondary
Install recreational kiosks	Secondary
Produce an overall park and trails map	Primary
Install interpretive signage	Secondary
Incorporate interpretive exhibits/displays	Secondary

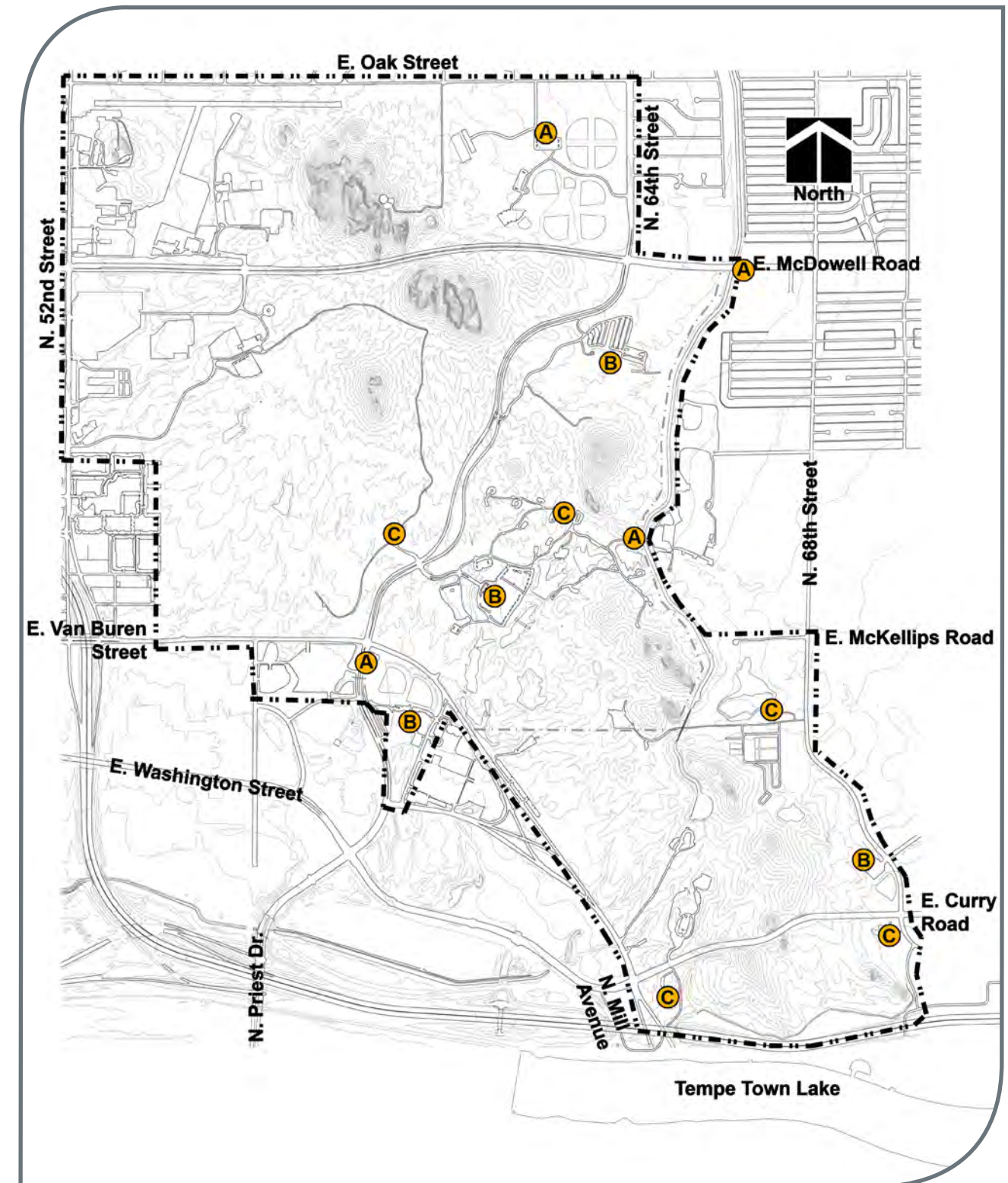


Figure 5.8 Kiosks

\* For more detail see maps and plans section of this document

## Trails/ Connectivity

The proposed trails and connectivity elements of this Master Plan for Papago Park (Figure 5.9) are designed to create not only better connections within the park itself, but also with the variety of uses which surround it. Over time, the construction of major roadways fragmented the park into five separate pieces. Pedestrian connections between these separate segments have become, for the most part, lost. The use of strategically placed grade separated crossings will reconnect these five pieces to once again create a completely unified park.

While the park lies directly in the heart of the valley, its connection with its surroundings is not clearly emphasized. The existing Indian Bend Wash Greenbelt and canal systems along with the newly constructed light rail stations along Washington Street and Rio Salado Corridor offer excellent opportunities to link Papago Park to the entire valley. These proposed regional connections are illustrated in Figure 5.10 on the following page.

This master plan aims to increase visual quality, plant cover, and wildlife habitat within the park through the elimination of spider trails. Extensive on-site investigation was used to utilize existing trails whenever possible to minimize the need for construction of new ones. This consistent and strategically uninterrupted trail system, which links all of the park's facilities, attractions, and proposed informational kiosks, will only add to the park's value as a complete regional destination.

As previously discussed in this document, the historical and educational aspects of the park are currently not able to be appreciated by the average park user. The proposed trail and connectivity system offers an excellent opportunity to celebrate these aspects. An interlocking themed trail concept (Figure 5.11), in which each colored trail represents a specific category (Geology, Historical/ Cultural, Military History, Sonoran Ecology, etc.) will offer users the educational experience of taking a journey through the park's past, present and even future.

Trails/ Connectivity	Recommended Priority
<b>Improvements:</b>	
Clearly delineate trails	Primary
Eliminate undesigned "spider" trails	Secondary
Create and implement consistent trail standards	Secondary
Install trail and pedestrian wayfinding signage components	Primary
Construct grade-separated crossings	Secondary
Link the park to the light rail stations via shuttle and pedestrian connections	Secondary

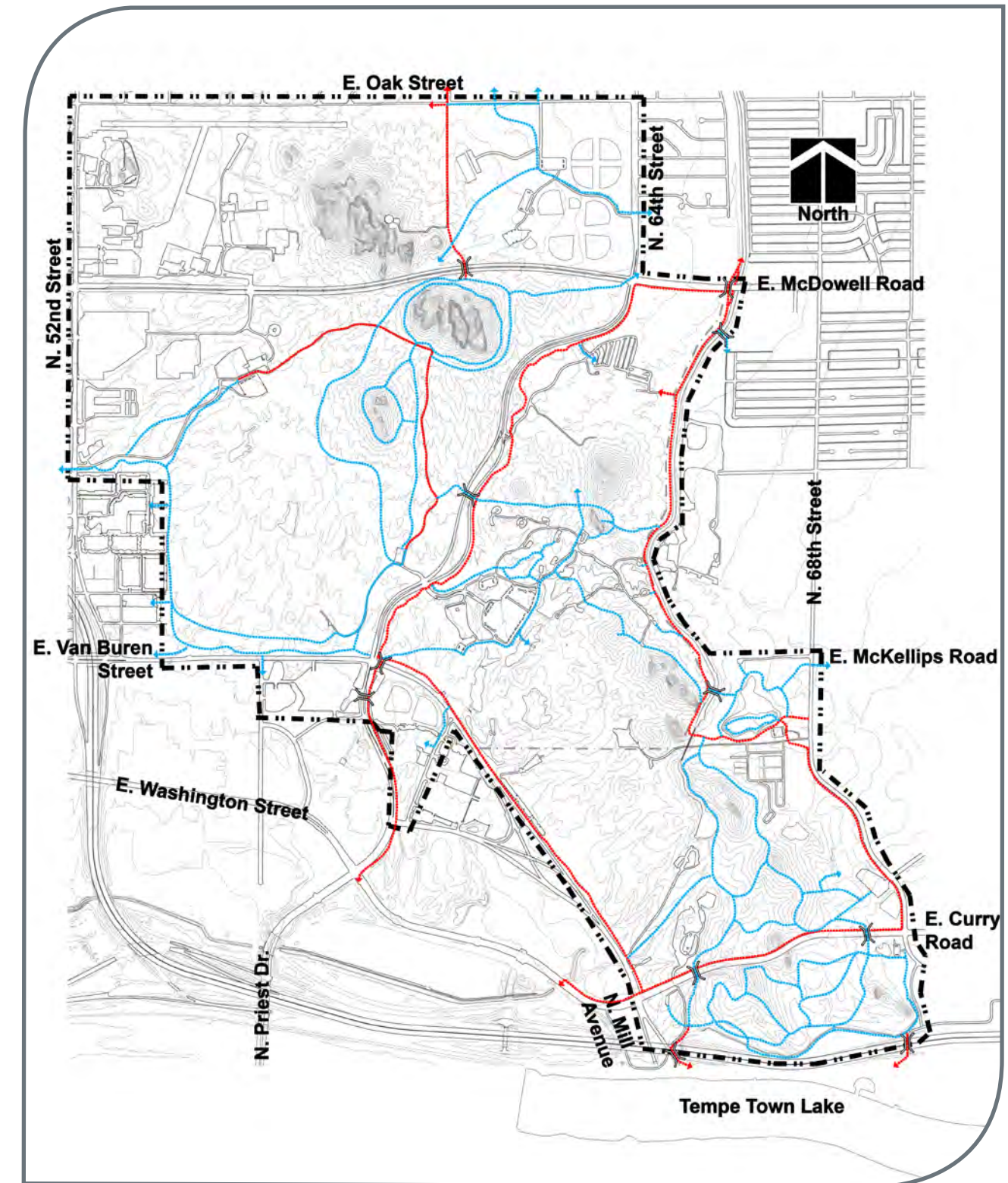


Figure 5.9 Proposed Trail Network - Paved (red), Non-paved (blue)

\* For more detail see maps and plans section of this document

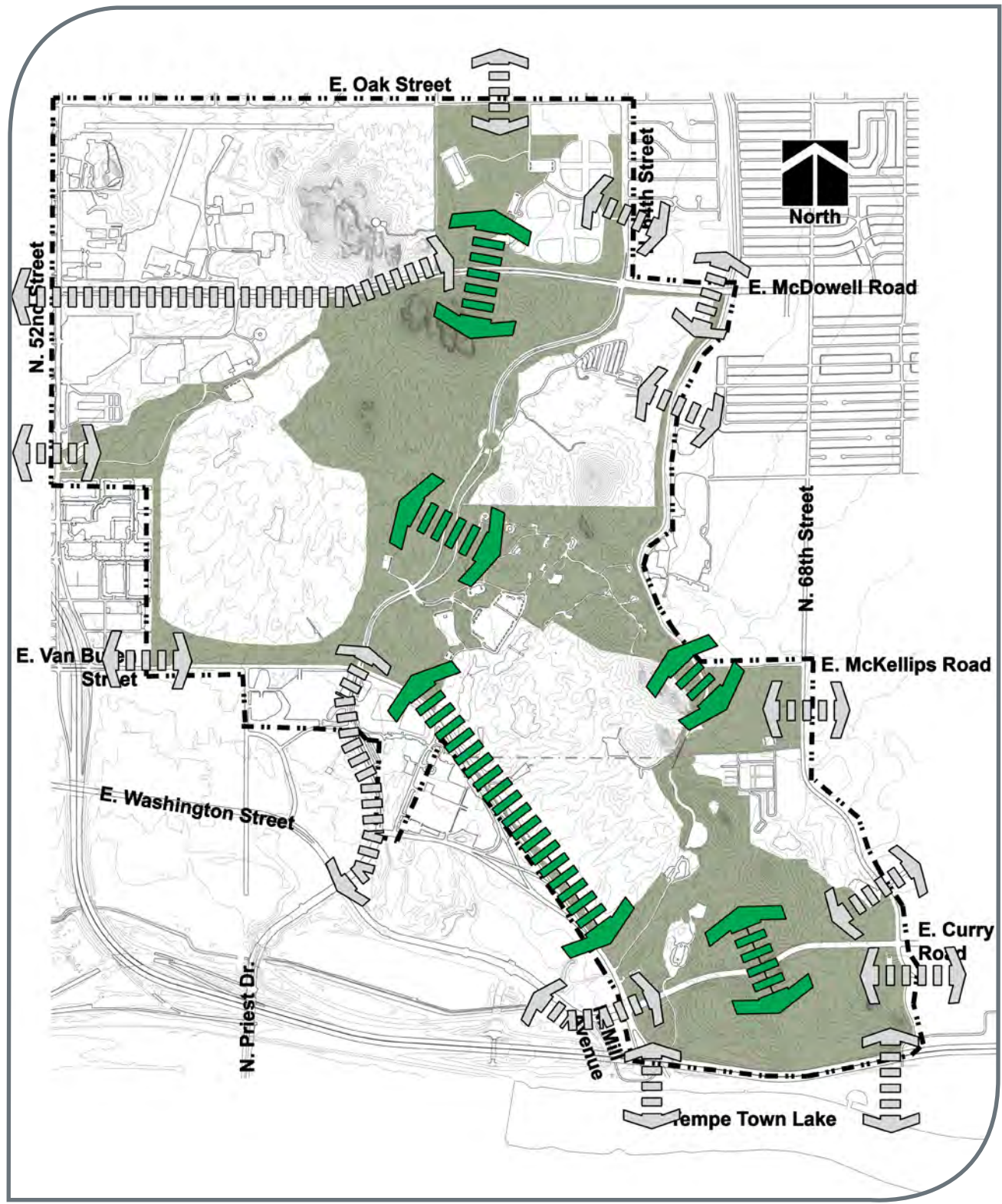


Figure 5.10 Proposed On-site and Off-site Connectivity

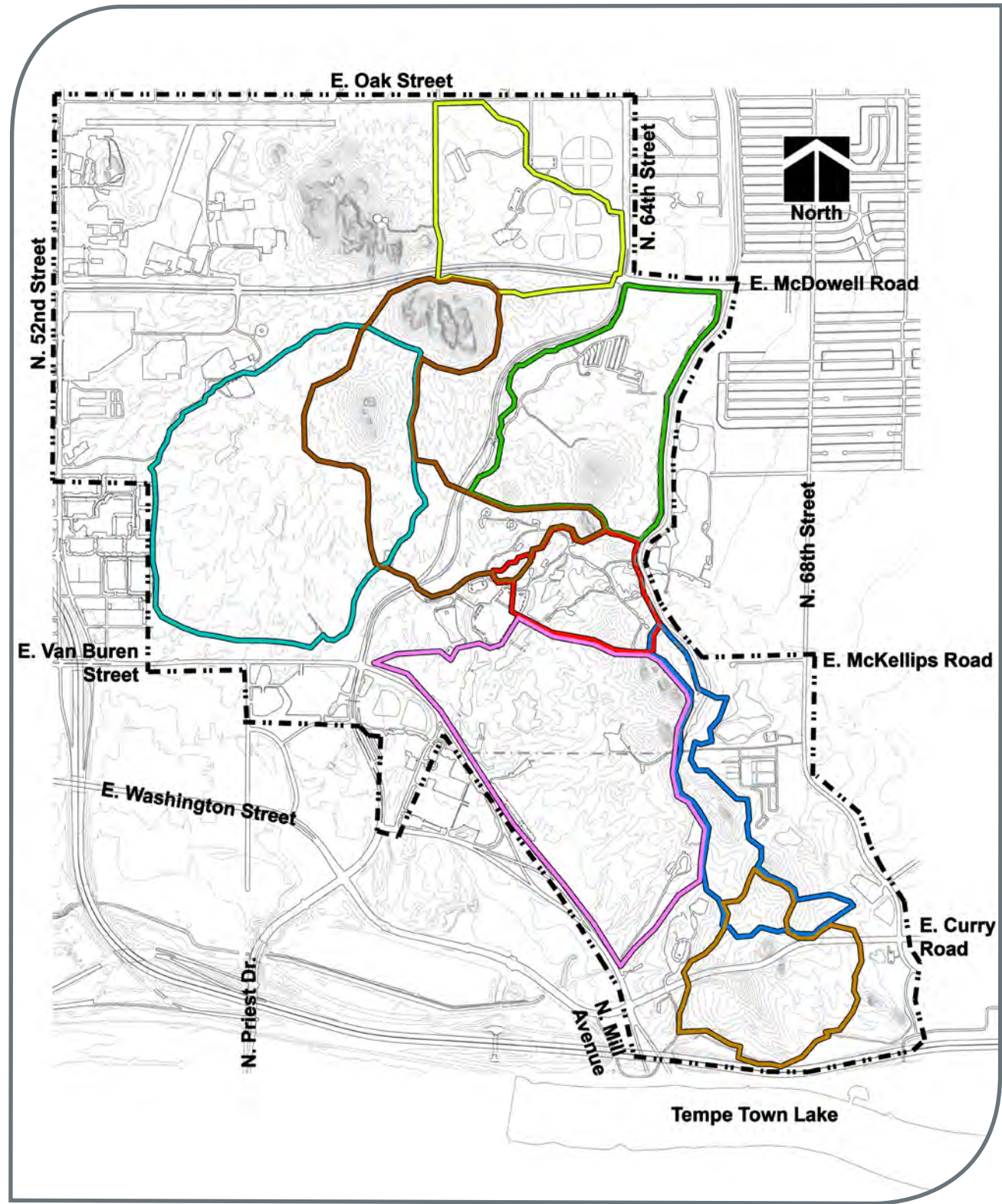


Figure 5.11 Proposed Interlocking Themed Trails Concept

## Infrastructure

The proposed infrastructure plan elements strive to enhance the experience within Papago Park for all users by increasing shade opportunities and enhancing existing amenities. Potential partnerships with adjacent off-site properties should be investigated to provide additional parking and/ or facilities as no new roadways or parking areas, within the park, are proposed in this plan. This will ensure that little of the native Sonoran Desert is disturbed. The establishment of a strategically located visitor/ interpretive center is critical to spread the awareness of the park's value to the region. A major portion of the existing utilities and infrastructure are currently out of date and should be updated. An eco-friendly shuttle system should be used as a way to minimize parking and connect the park's facilities.

Infrastructure Improvements:	Recommended Priority
Upgrade existing utilities and infrastructure	Secondary
Investigate offsite parking partnerships	Primary
Construct a visitor's/ interpretive center and area	Primary
Investigate off-site partnership opportunities for regional visitor/ education center	Secondary
Construct grade separated crossings	Secondary
Increase shade at playgrounds and trails	Primary
Establish a Papago Park shuttle and route	Secondary
Upgrade existing lighting	Secondary
Create a mountain bike skills area	Secondary
Renovate and upgrade existing park amenities	Secondary

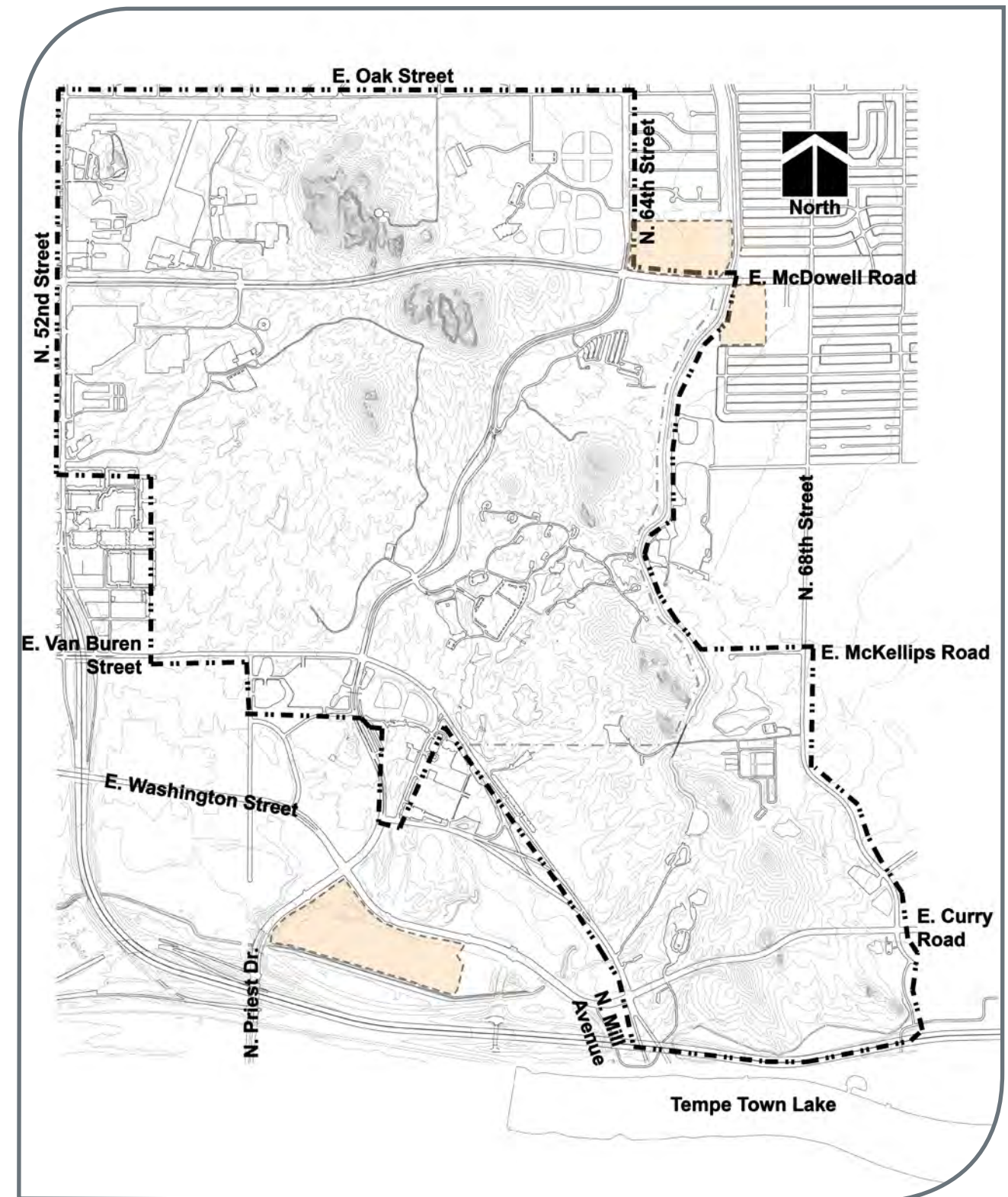


Figure 5.12 Partnership Opportunities

\* For more detail see maps and plans section of this document

## DESIGN GUIDELINES

The following design guidelines communicate design intent which, along with informed decision making, should be used to direct future development and management of the park in accordance with the Papago Park Regional Master Plan. These guidelines are also intended to be used as tools for evaluating proposals for new and continuing work. While future development or management issues will most likely be unique, these guidelines are intended to serve as a reference, which will ensure consistency between park elements and allow for flexibility. The overall goal is to create an integrated system of parts that complement one another.

The design guidelines reflect the unique characteristics which make Papago Park such a special place to the residents of Central Arizona. Current Federal, State, City of Phoenix, and City of Tempe laws, ordinances, and regulations have been incorporated into the design guidelines where applicable. Review of any future proposals or designs should consult the most current city planning publications prior to approval.

### The guidelines address four specific categories:

- 1) Preservation, Protection and Restoration
- 2) Communication/ Identity
- 3) Trails/ Connectivity
- 4) Infrastructure

## PRESERVATION, PROTECTION, AND RESTORATION

The guidelines contained within this section of the master plan are vital not only to the appearance and heritage of the park, but also to the health of the park through wildlife and preservation. These guidelines will celebrate the history and biology of the park in a variety of ways, by telling the story of those historical and biological elements that are already publicly displayed and protecting the secret of cultural elements that are not commonly known.

### Cultural Resources:

- For restoration, repair, and maintenance of any historic architectural resources (e.g., buildings, structures, and objects) listed on, eligible for, or recommended eligible for the National Register of Historic Places, treat in accordance with the Secretary of the Interior Standards for Preservation, Rehabilitation, Restoration, or Reconstruction.
- Comply with the Papago Park Historic District (PPHD) for the area bounded by McDowell Road, Van Buren Street, 52nd Street, and the Crosscut Canal. No building, permanent sign, or other structure within this area of the City of Phoenix may be erected, demolished, moved, restored, rehabilitated, reconstructed, altered or changed in exterior appearance until plans for such activities have been submitted to and approved by the Historic Preservation Officer, Historic Preservation Commission, or City Council and a Certificate of No Effect, a Certificate of Appropriateness, or a Demolition Approval is issued.
- Consult with the City of Tempe's Historic Preservation Officer prior to initiation of any planned alteration of historic architectural resources (e.g., buildings, structures, and objects) listed on, eligible for, or recommended eligible for the National Register of Historic Places within the City of Tempe portion of the park.
- Preserve and protect archaeological sites eligible or recommended eligible for the National Register of Historic Places if at all feasible. If new construction or infrastructure improvements are required in the park, incorporate the following considerations as feasible:
  - o Avoid direct impacts to all eligible or potentially eligible archaeological sites.
  - o If construction will be in the vicinity of eligible or recommended eligible archaeological sites, require construction be monitored by a qualified archaeologist or use protective measures such as flagging, fencing, or barricades, to keep construction equipment, vehicles, and personnel out of these sensitive areas. Do not disclose the nature of these sites to contractors or perspective contractors. If shown on construction plans, identify them as "sensitive areas" or "protection areas."
  - o Designate staging and stockpiling areas for contractor's use during construction to avoid inadvertent damage to archaeological resources.
  - o Specify extent of allowable construction footprint in construction plans and require that these limits be marked in the field and approved prior to the start of construction.
  - o Specify all protective measures in contractor's special provisions.







- If direct impacts to archaeological resources cannot be avoided, undertake excavation to recover the significant information contained in these sites.
  - Eligibility determinations or recommendations for some archaeological and historic architectural resources within the park have not been made. If impacts to these properties cannot be avoided, undertake additional study to evaluate their potential eligibility.
  - Provide cultural resource sensitivity training on an annual basis to key park staff personnel, particularly those responsible for maintenance and construction.
  - To minimize the potential for inadvertent damage to archaeological sites, ensure that park staff is aware of the locations of known cultural resource sites within the park.
  - With the exception of Loma del Rio, a publicly interpreted site, do not disclose the locations of archaeological resources to the public.
  - For eligible or recommended eligible historic architectural resources (e.g., buildings, structures, and objects), develop interpretive materials including on-site plaques, directional signage, kiosks, pamphlets, park maps, and website materials. Include such information as age, historical importance, historical context, and associated people and events.
  - Through consultation with the Salt River Pima-Maricopa Indian Community, develop and install appropriate signage for all culturally significant areas to educate the public concerning the importance of the site to the O’odham people and their cultural ties to the area.
  - As requested by the Salt River Pima-Maricopa Indian Community, permit tribal access to all culturally significant areas outside park hours when the general public is not present. Formalize access agreement, as necessary, and inform park rangers accordingly.
- Biological Resources:**
- Eliminate undesigned “spider” trails through natural barricades and restoration plantings. For natural barricades, use large woody material and/or rock originating on the site. For restoration plantings, consider the use of prolific native cacti species (e.g., teddy-bear cholla) that can readily be established with minimal or no irrigation, that provide an effective deterrent to off-trail travel, and that provide wildlife habitat value (nesting sites for birds and mammals).
  - Enhance plant and wildlife diversity through plantings of species that occurred historically within this zone. This includes cacti, such as saguaros and chollas, and woody shrubs, such as thornbush and graythorn, that provide nesting, roosting, and forage resources for native wildlife. Restore tamarisk-dominated areas with native trees and shrubs. For restoration of disturbed areas and to enhance visual setting, use native plantings compatible with designated uses within the specified zone (e.g., use native trees to enhance shading for picnic/ramada areas, use smaller shrubs where open views are important, avoid use of cacti in areas where children and families congregate). Revegetate temporary disturbance areas with native desert species.
  - For restoration of tamarisk-dominated and disturbed areas and for revegetation in predominantly natural areas, restrict plantings to native species, both those species that currently occur and those that occurred historically (consult the DBG plant list and the matrix on the next page). Consider the following factors during plant selection: benefit to native wildlife, soil type and characteristics (soil moisture, salinity, alkalinity, texture), site characteristics (slope, aspect), irrigation and maintenance requirements, growth rates, and compatibility with passive recreational uses.
  - Use rabbit-proof fencing to protect new plantings. This should consist of 2-foot tall chicken wire fence with 1-inch-diameter holes. To prevent rabbits from digging under, curve the bottom of the fence 90 degrees to create an apron a foot or so wide, and bury it several inches deep. Regularly inspect and maintain fencing to maximize effectiveness.
  - Incorporate passive water harvesting techniques such as strategic plant placement, the use of microbasins, and soil roughening/furrowing to capture rainfall/runoff, reduce dependence on artificial irrigation, and improve success of plantings.
  - Plan for long-term maintenance and monitoring of all revegetation efforts. Implement an adaptive management approach to address changes in the conditions of the site or surrounding areas, invasion/proliferation of weedy species, changes in irrigation regimes and repair of irrigation system components, replacement of planted species that have died, and other factors that may influence revegetation success.

## List of Recommended Plant Materials

(List is intended for reference only and may not necessarily be all-inclusive)

TYPE/COMMON NAME/SPECIES	Sloped Upland	Desert Plain	Xeroriparian	Mesoriparian	Hydroriparian
<b>TREES</b>					
Whitethorn acacia ( <i>Acacia constricta</i> )	●				
Catclaw acacia ( <i>A. greggii</i> )			●		
Foothill palo verde ( <i>Parkinsonia microphylla</i> )	●	●	●		
Blue palo verde ( <i>Parkinsonia florida</i> )			●		
Ironwood ( <i>Olneya tesota</i> )			●		
Velvet mesquite ( <i>Prosopis velutina</i> )			●		
Fremont cottonwood ( <i>Populus fremontii</i> )				●	
Goodding's willow ( <i>Salix gooddingii</i> )*				●	
Desert hackberry ( <i>Celtis pallida</i> )			●		
Desert willow ( <i>Chilopsis linearis</i> )*			●		
<b>SHRUBS</b>					
Fourwing saltbush ( <i>Atriplex canescens</i> )			●	●	
Triangle-leaf bursage ( <i>Ambrosia deltoidea</i> )	●	●			
White bursage ( <i>A. dumosa</i> )	●	●			
Trixis ( <i>Trixis californica</i> )	●		●		
Ocotillo ( <i>Fouquieria splendens</i> )	●	●			
Desert lavender ( <i>Hyptis emoryi</i> )			●		
Graythorn ( <i>Ziziphus obtusifolia</i> )			●		
Jojoba ( <i>Simmondsia chinensis</i> )	●		●		
Anderson's thornbush ( <i>Lycium andersonii</i> )			●		
Fremont thornbush ( <i>L. fremontii</i> )		●	●		
Berlandieri's thornbush ( <i>L. berlandieri</i> )	●	●	●		
Desert wolfberry ( <i>L. macrodon</i> )		●	●		
Creosotebush ( <i>Larrea tridentata</i> )	●	●			
Flat-top buckwheat ( <i>Eriogonum fasciculatum</i> )	●		●		
<b>CACTI</b>					
Saguaro ( <i>Carnegiea gigantea</i> )	●				
Hedgehog cactus ( <i>Echinocereus engelmannii</i> )	●				
Fire barrel ( <i>Ferocactus cylindraceus</i> )	●				
Emory's barrel cactus ( <i>Ferocactus emoryi</i> )	●	●			
Fishhook barrel ( <i>F. wislizeni</i> )	●	●			

TYPE/COMMON NAME/SPECIES	Sloped Upland	Desert Plain	Xeroriparian	Mesoriparian	Hydroriparian
Pincushion ( <i>Mamillaria grahamii</i> )	●	●			
Buckhorn cholla ( <i>Cylindropuntia acanthocarpa</i> )	●				
Teddybear cholla ( <i>C. bigelovii</i> )	●	●			
Prickly-pear ( <i>O. engelmannii</i> )	●	●			
Christmas cholla ( <i>O. leptocaulis</i> )	●	●			
Night-blooming cereus ( <i>Peniocereus greggii</i> )	●	●			
<b>FORBS AND GRASSES</b>					
Fiddlenecks ( <i>Amsinckia intermedia</i> )	●	●			
Brickellia ( <i>Brickellia californica</i> )	●				
Desert chickory ( <i>Rafinesquia neomexicana</i> )	●	●			
Goldeneye ( <i>Viguiera deltoidea</i> )	●				
Gordon's bladderpod ( <i>Lesquerella gordonii</i> )	●	●			
Purple three-awn ( <i>Aristida purpurea</i> )	●	●			
Littleseed muhly ( <i>Muhlenbergia microsperma</i> )	●	●			
Fluffgrass ( <i>Dasyochloa pulchella</i> )		●			
Wild heliotrope ( <i>Phacelia crenulata</i> )	●	●			
Distant phacelia ( <i>P. distans</i> )	●	●			
Arizona lupine ( <i>Lupinus arizonicus</i> )	●				
Bajada lupine ( <i>L. concinnus</i> )	●				
Coulter's lupine ( <i>L. sparsiflorus</i> )	●				
Bluedicks ( <i>Dichelostemma capitatum</i> )	●	●			
Pelotazo ( <i>Abutilon incanum</i> )	●				
Paleface ( <i>Hibiscus denudatus</i> )	●				
Globemallow ( <i>Sphaeralcea ambigua</i> )	●	●	●		
Coulter's globemallow ( <i>S. coulteri</i> )	●	●	●		
California poppy ( <i>Eschscholzia californica</i> )	●	●			
Indian wheatgrass ( <i>Plantago insularis</i> )		●			
Eveningsnow ( <i>Gilia dichotomus</i> )	●				
Lesser yellowthroat gilia ( <i>G. flavocincta</i> )	●				
Little gilia ( <i>G. minor</i> )	●				
Greater yellowthroat gilia ( <i>G. tenuiflora</i> )	●				
<b>EMERGENT AQUATIC PLANTS</b>					
Bulrush ( <i>Schoenoplectus sp.</i> )*					●

\*currently found in Papago Park but not on the Desert Botanical Gardens's list of plants historically found in Papago Park (see Appendix 'B' for more detail).

## COMMUNICATION / IDENTITY

The guidelines contained within this section of the Master Plan are assembled together in an effort to help assure a successful development and implementation of all elements within the program. The signage elements will need to consider and/or accomplish the following:

- Consistently align with the parks vision, mission, and values statement.
- Use appropriate materials and structures sensitive to the desert environment and in alignment of the historic nature of the park.
- Place and position signage to minimize confusing and redundant messaging throughout the park.
- Provide an easily adaptable and updateable cost effective method to accommodate the key communication and messages needed for the parks growth and change.
- Provide safety, rules and regulatory messages that speak uniformly throughout the park.
- Provide the tools needed for the management of a program for its ongoing maintenance.
- Provide shade at the kiosk locations in order to create a user-friendly environment. This environment will be cooler in the summer heat and minimize the impact of the sun on visitors, the kiosk elements and its graphics.
- The design development for any elements for the park will be required to go through the review and approval process by any city entity that has jurisdiction over the park. A design team will be responsible for creating the appropriate documents for such reviews.

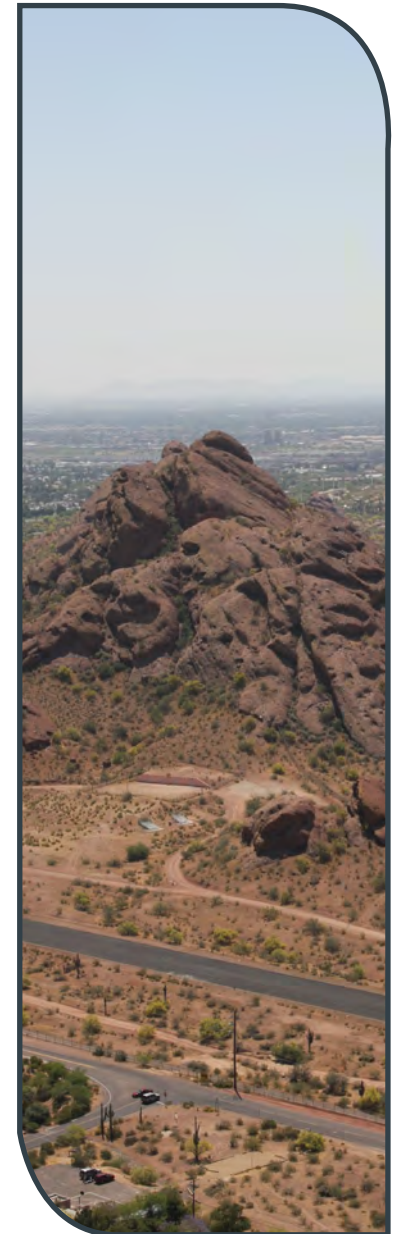
### Use of Materials within the Elements:

Structures that communicate park identity, connectivity and education will use materials in keeping with the unique character of Papago Park. The materials used within the elements will be in visual harmony with the natural desert environment.

#### Examples of this are:

- Use of natural stone, ideally native to the area and incorporated into the structural bases.
- Repurpose materials from existing resources either from the park's site or local to Central Arizona.
- Materials or methods of construction will be historically or culturally inspired only and not duplicated.
- Accent materials with bold colored finishes will be allowed between 10% and 15% of the overall materials used within any one given structure.
- A distinctive color palette will be sensitive and complimentary to a desert park environment and integrate well into the material finishes. The color palette will respect the unique setting and natural materials of the park.
- Use of natural metals allowed to patina such as rusted steel or non-directional aluminum.
- Use of laminates that provide full color educational and graphic components that are easily updated.
- Use of soft surface materials within a framed or hanging structure that are cost effective to reproduce and can be recycled after use\*.

*\*Recycling programs can provide a fund raising opportunity for the park and its amenities.*





**Considerations for materials:**

- Easy to update, repair or replace.
- Cost effective to update, repair or replace.
- Vandal/graffiti proof, as much as possible.
- Durable within the park environment: heat, sun, and heavy public use.

**Scale of Elements:**

The variety of scale of the elements will identify the park; demonstrate its connectivity and educate visitors. The elements will serve their purpose if they are at an appropriate scale to their surroundings and their intended use. An established hierarchy of elements developed for their intended audience will achieve this.

**Examples of this are:**

- Major Entry Monuments create a sense of entry that identify the park and will be a large-scale element or a series of smaller elements composed in a manner that gives an overall large-scale impression. These monuments are typically viewed by visitors in vehicles.
- Minor Entry Monuments create a sense of entry that identify the park and will be smaller in scale than the major monuments or composed of fewer elements that give a smaller impression. They will typically be located at secondary park entries and used by visitors on foot or bicycle.
- Boundary Markers that identify the park and promote special events will be vertical in nature and structure with various sized components temporarily attached.
- Park Identity Markers that identify the park at the main entries of its amenities will be developed with the scale, location and composition of their existing identity sign. To demonstrate this: The Desert Botanical Gardens existing monument identity along Galvin Parkway has a predominant presence, so when considering the park identity, it is advised to position it at a comfortable distance from the existing monument so to not conflict or overpower the Garden's identity.
- Wayfinding/Directionals are the strongest tools for connectivity within and surrounding the park. The scale of these elements will respond to being visible and legible for a passing motorist or a park visitor on foot, wheel chair, bicycle or horseback.
- Kiosks: General, Wayfinding & Recreational: Kiosks will be elements within the park that are "human scale" meaning they are meant to be viewed by a park visitor who is generally on foot and has the ability to stop and obtain information, whether it is educational/interpretive or informational and trail focused.

**Considerations for scale of elements:**

- Develop the elements with a true sense of scale in the outdoor and park environment.

- Ensure elements will be approachable in scale, not overwhelming structures and not so small they become a safety (tripping) hazard.
- Consider locating the components within the elements in a manner which allows the communications and graphics to be visible for as much of the day as possible.

**Components within the Elements:**

The elements that communicate park identity, connectivity and education will use components in keeping with materials and scale as discussed previously. The components will serve their purpose within and surrounding the structures, as well as, be the communication component within the overall system.

**Examples of this are:**

- Use the ground plane as a conceptual accent to the individual elements as a way to enhance the sign messages and a way to discover the elements within the park from different points of view.
- Incorporate welcoming messages at entry points to the park.
- Indicate major park amenities within the entry points to the park.
- Reinforce the identity (ICON) throughout the park.
- Develop information panel size standards that are consistent throughout the park.
- Incorporate components that can do double duty wherever possible.
- Develop component standards for on and off site park marketing displays.

**Considerations for components:**

- Panels and or attachments make it easy to update, repair or replace.
- Vandal/graffiti proof, as much as possible.
- Durable within the park environment: heat, sun and heavy public use.

**Graphics within the Components:**

The graphics are the communication messages applied to the components within the elements. They include photographic or illustrated visuals, symbols and text. The choice of using visuals and /or text depends on the intent of the message being communicated. However they are used, they will need to consider the following examples in order to be a successful overall program.

**Examples of this are:**

- Implementation of one style of map graphic to be used throughout all media resources.
- Use typography, color palette consistently, set standards to be followed for use throughout all media resources.
- Reflect the natural desert environment in the color palette and emphasize with bold color accents.
- Consider the use of universal symbols to reinforce the parks connectivity and enhance the educational messages within the components.

### **Considerations for graphics:**

- Fonts are simple in nature, possibly using a serif and a sans-serif to complement one another.
- Color contrast and application durability help assure message clarity and minimize confusion.
- Simple graphics are easy to understand for a multi-generational audience.
- Apply graphics wherever possible on the north-most and east-most sides of the components to minimize fading from the sun exposure.

### **Public Art within the park:**

The public art within the boundaries of the park will be inspired by the park's historical and cultural uniqueness. Artwork is either to be incorporated into functional settings within the park, or it may be incorporated in predetermined areas within the park as standalone works of art. However, the public art is translated with the park, it will need to be supported with an artist statement and artwork title and preferably displayed on-site or near the art installation.

Things to consider for a public arts program:

- Detail guidelines and criteria established prior to any call for artists.
- A selection and management team in place that guides the artwork through the process to a successful completion.
- Determination of who has jurisdiction over the artwork.

## **TRAILS AND CONNECTIVITY**

The guidelines contained within this section of the Master Plan might be most noticeable from the flight path of Sky Harbor but they are vital to the life and health of the park. The trail system is at the heart of this park and at the heart of the statement "loving the park to death." The park has a reputation as a "go anywhere" park. This reputation impacts the delicate desert environment to the extent that it may take decades to recover. The trails were mentioned along with the Desert Botanical Gardens and the Phoenix Zoo, as one of the top three amenities noted in the public workshops.

### **New Trails**

- Adaptive reuse of spider trails where possible.
- Seamless transition into the surrounding trail system.
- Established trail guidelines for park system should be followed.

### **Trail Restoration**

- All renovations adapted to trail guidelines for park system.
- Aggressive/comprehensive effort to block off and restore spider social trails. Regular patrols by rangers may be needed especially in the initial stages.

- Phased plan to start in Protected Park management zone - to coincide with trail markers and trail map.
- Education program, involving postcards, posters, emails, website updates to ASU and surrounding zip codes, informing the most likely users of the changes to the accepted practices regarding the park.

## **INFRASTRUCTURE**

In order for the park to ascend to the level of one of the nationally known "Great American Parks", the elements of the park need to be modern and functional. The seamless access to modern conveniences, at the signature amenities, will be one more element that will allow Papago Park to chart its own future instead of reacting to, or accepting old technology and inconveniences which disrupt service or limit management choices.

All new and restored infrastructure projects should have life cycle costs developed. Included in the life cycle costs should be: construction costs, ongoing maintenance costs, and operating costs. Restoration should emphasize adaptive reuse of existing buildings and occur only after research and a minimally invasive plan has been produced.

All new opportunities not foreseen by this Master Plan to add additional elements and/or features to the park should be measured against the vision, mission, and value statements. New opportunities must go through a feasibility study in order to ensure the ability of the municipalities to maintain, rehabilitate, build and staff any proposals.

### **Roadways and Parking**

#### **New:**

- The development of new park roadways and/or additional parking areas is not recommended.
- Partnerships with adjacent off-site facilities should be investigated prior to approval of any new onsite parking.
- If new construction is deemed to be absolutely necessary, care should be taken to construct them in areas of the park that have been previously disturbed.
- It is recommended that new construction utilize sound-reducing and pervious paving materials wherever possible. All construction should be context sensitive (i.e., follow the terrain and avoid existing plant material).
- Sustainable practices and materials should be considered.

#### **Additions and/or Renovations to Existing:**

- Any additions or renovations should follow the same guidelines stipulated for new roadways and/or parking.
- Partnerships with adjacent off-site facilities should be investigated prior to approval of any parking lot expansion.

### **Pedestrian Connections**

#### **New:**

- Any new grade-separated crossings should be respectful to the natural Sonoran Desert, by using colors, materials, and shapes which complement it. Design impact reports will be produced for all new construction to ensure the design meets these criteria.
- Considerations should also be given to the size of the footprint and limits of disruption to preserve the fragile natural environment.
- All newly constructed grade separated crossings should be ADA accessible.
- Construction of pedestrian bridges should take care to not eliminate views of any of the park's natural features.
- Any newly constructed pedestrian tunnels should reinforce a feeling of safety to the park users.
- Consultation of all current city guidelines, ordinances, and overlay districts should take place prior to the development of any new bridges or tunnels.
- Satisfying minimum LEED standards with any new construction is highly recommended.

#### **Additions and/or Renovations to Existing:**

- Additions to existing bridges or tunnels should follow the same guidelines stipulated for new structures.



**Utilities:**

- { New:**
  - Installation of all new utilities should take care to minimize impacts to the fragile Papago Park environment.
  - Improvements such as power lines should be placed below ground whenever possible to preserve the viewsheds of the park.
- { Additions and/or Renovations to Existing:**
  - Additions or renovations to existing utilities should follow the same guidelines stipulated for new utilities.

**Architecture, Amenities and Facilities:**

- { New:**
  - Any new buildings or structures should respect the existing architectural characteristics of the park in terms of height, mass, scale and proportions.
  - Considerations should also be given to size of the footprint and limits of disruption to preserve the fragile natural environment.
  - Consultation related to all current city guidelines, ordinances, and overlay districts should take place prior to the development of new buildings or structures deemed necessary for the park or any of its facilities.
  - Special care should be taken to ensure that the scale of new buildings or structures do not block views within and around the park.
  - It is highly recommended that any new construction meet at least the minimum LEED standards.
  - The role of any proposed facility or amenity must be tested through the park’s vision and mission statement and then validated prior to approval.

- { Additions and/or Renovations to Existing:**
  - Additions to existing buildings or structures should follow the same guidelines stipulated for new structures.
  - Additions to any of the park’s historic buildings, structures, and amenities should be reviewed by the City of Tempe and City of Phoenix historic preservation offices as appropriated prior to approval.

**Lighting**

- { New:**
  - All new lighting should be dark sky compliant and energy efficient.
  - The use of alternative power methods, such as solar, is suggested.
  - Both light pole and fixtures should be sympathetic to the natural Sonoran Desert, by using colors, materials, and shapes that complement it.
  - Consultation related to all current city guidelines, ordinances, and overlay districts should take place prior to the development of new buildings or structures deemed necessary for the park or any of its facilities.
- { Additions and/or Renovations to Existing:**
  - Additions to existing lighting should follow the same guidelines stipulated for new lighting.

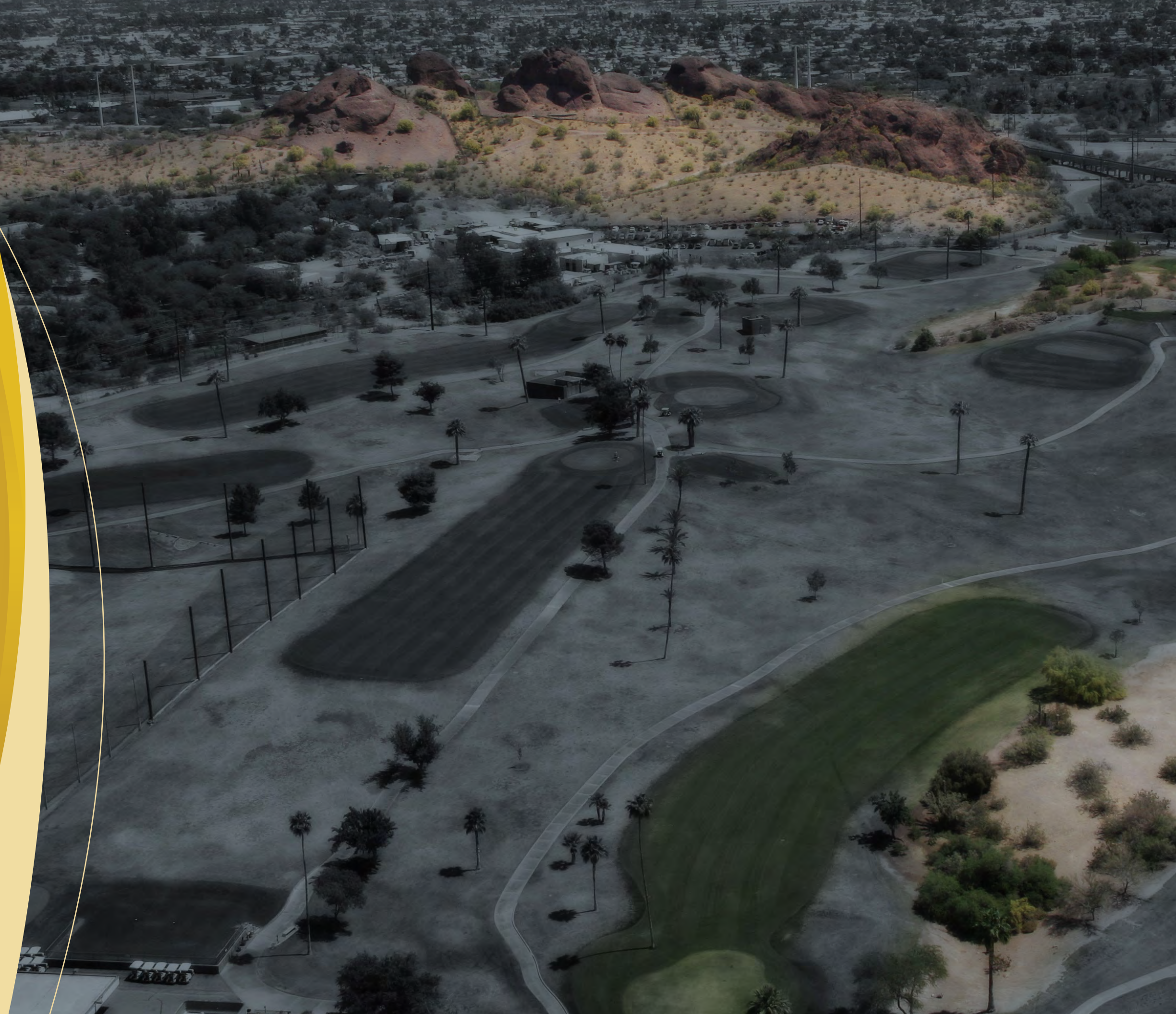
**Building Materials and Character**

- { New:**
  - All materials should be sympathetic to the natural beauty of Papago Park, by using colors, materials, and shapes that complement it.
  - The shape and scale of all new structures, facilities and amenities should be designed as not to obstruct existing park viewsheds.
  - Facilities will be upgraded/built in a manner that follows the design themes and character established for the park. Using all current codes and municipal approval processes and enhancing usability and reduction of operating costs will be emphasized.
  - Facilities should be built to the highest sustainable standards available when possible.
- { Additions and/or Renovations to Existing:**
  - Additions to existing building materials and character should follow the same guidelines stipulated for new building materials and character.

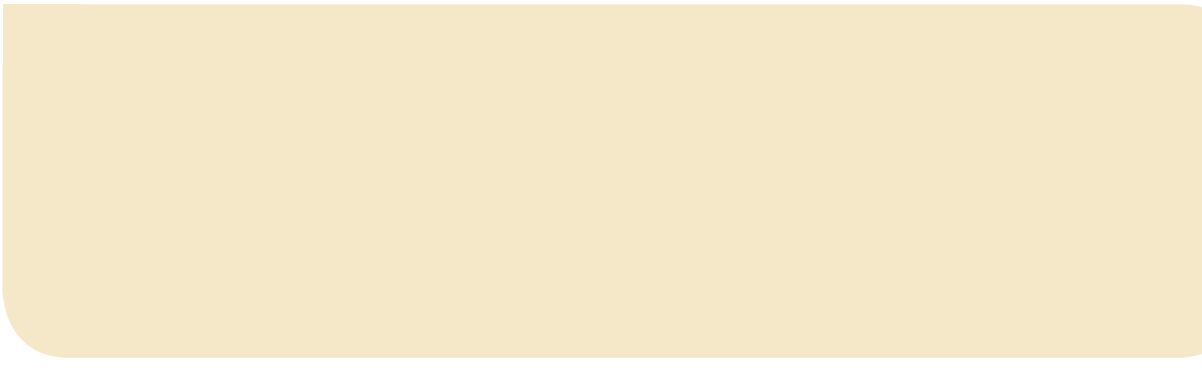


# 6.0 STRATEGIC PLAN

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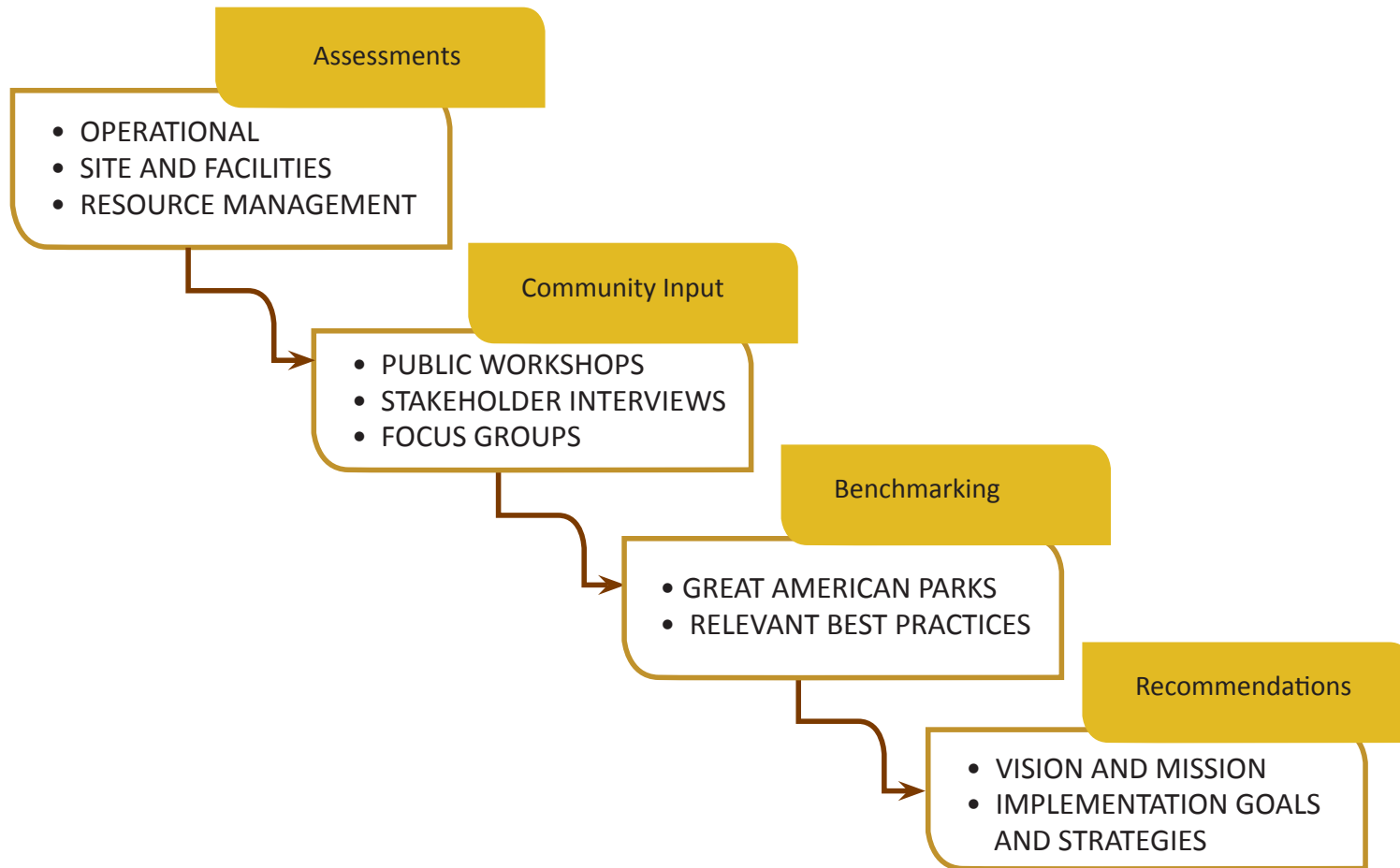
### STRATEGIC PLAN

This *Strategic Plan* component of the *Papago Park Regional Master Plan* is a synopsis of recommendations for Papago Park operators to improve overall performance, market position, ability to meet community needs, stewardship of natural and cultural resources, and management best practices over the next 10 years. This plan features both tactics for short term improvements, as well as sustainable strategies for the next 10 to 15 years.

The recommendations of this *Strategic Plan* have been developed from the analyses of the master plan process. The diagram on the following page illustrates this process.



## STRATEGIC PLAN PROCESS



## QUALITIES OF A GREAT AMERICAN PARK

The foundation of this project was to identify the necessary steps for Papago Park to be regarded as a Great American Park. Members of the Consultant Team in this project have worked throughout the United States at many parks, including those regarded as among the greatest parks in the country. In the process of conducting and performing over 700 park and park system studies across 46 U.S. states, the Consultant Team has assembled a consistent set of qualities that distinguish some of the most successful parks from their peers.

The common qualities of Great American Parks are comprised of six major elements as demonstrated in the figure below.



These elements are described here in more detail. While not all of these components as seen in other Great American Parks are relevant for Papago Park, this framework of standards was utilized by the Consultant Team to determine the appropriate needs and strategies developed within this report.

### Vision of a High Quality Park

A high quality park is representative of an area's landscape, large enough that the natural and cultural resources can be protected, studied and used to provide understanding of the history and natural systems of that location for the residents and out of state visitors who come to enjoy the park. Appropriate types of use are determined for each park, energy efficient infrastructure and facilities needed to provide for operation, maintenance, and visitor use are designed and built to fit the landscape and successfully meet the needs of the site.

All facilities are regularly maintained to keep them in excellent condition. Equipment is replaced on a regular schedule to assure it is available as needed to maintain buildings and grounds. The park is fully staffed to provide all aspects of park operations at standards that provide for a safe, clean, educational and enjoyable visitor experience. The park is operated in a business-like manner with processes and procedures that assure the proper handling of all business activities while also providing excellent customer service. Active resource management operations assure the protection and restoration of habitat; archaeological sites and historic structures are protected and maintained to assure their preservation.

The park provides an opportunity for the visiting public, schools, and other educational groups to learn from active programming,

wayside interpretive signing, wayfinding, professionally prepared exhibits and appropriate printed material focused on the natural and cultural themes and stories important to that site. The park has core programs aligned with the natural and cultural features unique to that site that energize visitors and help them develop outdoor skills necessary to enjoy a variety of park activities including overnight camping (by special permit only). A well designed and maintained road and trail system are available to support hiking, biking and equestrian uses where appropriate. The park is designed, built, maintained, staffed and equipped to properly provide for the long term protection of the resources. The park is positioned to provide outstanding opportunities to learn as the park is an “outdoor classroom”, and an exciting destination to enjoy a variety of recreational activities for the whole family.

A high quality park inspires residents and out of state visitors to return home and tell others about the experience. When a quality park is achieved it additionally provides a very significant economic benefit to the local economy, and when non-resident visitors are attracted, the financial benefit is both local and statewide.

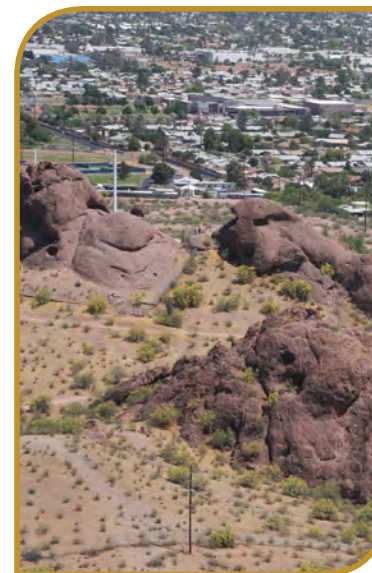
Great parks and park systems are managed by standards and outcomes that support their vision. Managing and operating to these standards enables the municipalities and managing entities to always demonstrate how well the park is performing, and establishes justifications for budget and appropriation requests. These standards should be monitored routinely and gaps in services addressed, or the standards should be adjusted.

### Great Park Experiences

A high quality park is a premier conservatory of land, facilities and programs that reflect the unique “story” of the area; the history and heritage, land and wildlife, and efforts to preserve the quality of the region’s future. The park is managed to be a responsible steward of public assets and resources, and to protect the quality of visitor experiences. A high quality park is operated or supported by organizations that foster creative and responsible management best practices; organizations that provide incentive and reward for professional and well-trained employees to perform duties as expected and to always exhibit superb customer service; and organizations that provide adequate tools, equipment and resources to enable employees to do their best every day.

#### A Great American Park also typically features all of the following elements:

1. Adequate signage for wayfinding to and within the park.
2. A sense of arrival that is consistent with the park’s purpose and overall messaging.
3. Architecture and facility design that compliments the natural surroundings, and represents appropriate space and energy efficiencies.
4. Protection and restoration of natural and cultural resources within the park.
5. Adequate size or acreage for the park to preserve significant natural resources within its boundaries, and to provide a sound and manageable habitat for wildlife in the case of extreme external encroachment from development.
6. Facilities and services that provide equitable opportunities for visitors to enjoy the amenities of the park by addressing known and evolving community needs and preferences, in addition to sufficient facilities that are well maintained to support the operation and maintenance requirements of the park.
7. Roads and parking areas that feature best design practices regarding environmental and functional aspects, and that are well maintained to protect the quality of the assets and the experience of visitors.
8. Trails, paths, and sidewalks that are well maintained to allow for visitors’ safe and meaningful use.
9. Interpretation and education regarding the natural and cultural significance of the site through multiple methods including literature, signage, exhibits, and facilitated programs.
10. Professional and well-trained staff that is properly equipped and resourced to manage the ongoing quality of the park and its services.
11. Marketing and communication means and methods that proactively inspire visitors to enjoy the park and its offerings.
12. Annual and routine evaluation of facilities and services, and performance on the desired outcomes of a high quality park. Action plans are developed and implemented to address any issues of concern.



### Value to the Community

A Great American Park is a steward for preserving aspects of the area’s natural and cultural heritage, while also fostering economic development through the provision of facilities and services aligned with public needs and interests. A Great American Park provides value to near and surrounding communities by providing quality recreational benefits and opportunities to residents and visitors, and by serving as an economic asset. Great parks are economic assets in multiple ways including increasing appeal and subsequent property values for adjacent or nearby lands, and by providing economic development opportunities from the support of tourism to the area for single and/or multiple day experiences. These aspects are achieved through well maintained facilities and infrastructure, innovative programs and services, sound marketing and communications, and professional park staff.

### Operational Standards/ Best Practices

Operational best practices of Great American Parks typically include the following five elements:

1. **Planning:** A master plan is updated every ten years, as well as individual management plans for key zones within the park and business plans for all core services the park manages. The park maintains a strategic marketing and communication plan to keep the community well informed and the staff in-tune with customer needs.
2. **Partnerships:** The park strengthens existing and future partnerships with operators and leases on-site promote and support the identity and performance of the park on the whole.
3. **Pricing:** The park has an established a set of guidelines for pricing of services based on the true cost to provide the service including both direct and indirect costs. This practice establishes an accurate level of true subsidy necessary for successful operation of facilities and services. Cost recovery goals are updated annually based on the true cost to provide the services with pricing changes occurring as needed and politically realistic.
4. **Public Need:** The park has a minimum of three levels of customer feedback built into program assessments which include pre and post evaluations, and focus groups to assess how well the participants feel about the experience and ways to improve the facilities and services to meet their needs.
5. **Promotion:** The park operators allocate adequate funding each year for marketing and promotion of programs, services, and facilities. This can include program guides provided no more than three times per year, collaborative web-site management, targeted mailing pieces, PSA’s, fitness guides for trail users and outdoor recreationalists that align to the experiences available, and researching trends and their customers to identify the market receptiveness to the park.



**Additional potential operational best practices include the following 12 elements:**

1. Operators create a regular feedback loop for visitors and provide a report on how well they are meeting customer satisfaction levels. Satisfaction levels need to be at least 90% or greater for visitor experiences to be considered acceptable. Programs or services that score below 90% require critical review and performance enhancement measures with tracked results and enforced outcomes.
2. Annually generate earned revenues (not including public subsidy) equal to a required percentage of operating expenses based upon the performance expectations. Park performance below the detailed performance expectations would require critical review and performance enhancement measures with tracked results and enforced outcomes.
3. Evaluate and pursue opportunities to employ private or public service providers on-site to accomplish elements of park operations that can be more cost-effectively provided.
4. Annually evaluate the users' profile as it applies to appropriate demographic and park usage, and incorporates this information into a yearly program plan for the park to attract all demographic segments.
5. Utilize special events annually to draw people to the park within the guidelines of allowable uses and managed impact to the natural and cultural resources.
6. Seek local partners to support portions of the park's programs, services, and maintenance requirements.
7. Retain design elements to accommodate 10 visitor experiences at a minimum while maintaining a 90% customer satisfaction rating or higher.
8. Maintain an updated master plan conducted every 10 years.
9. Manage by maintenance standards, program standards and operational standards.
10. Maintain representation at local Chambers of Commerce or other applicable tourism and business promotional organizations within the community in order to promote the park as a usable and friendly asset.
11. Maintain a friends group who raises money that is given to the park each year to use for improvements or to support programs that are agreed upon prior to fund raising.
12. Manage the park with multiple performance measures. It is critical that the park perform well across multiple measures to ensure it retains high quality standards in programs, services, visitor satisfaction, resource management, asset management, and public service.

Potential suggested performance measures to choose from include the following:

- Capacity management by amenity meets annual goals
- Revenue versus expenses based against anticipated budget meets annual goals
- Cost center goals for efficiency and revenue development are met at 95% of the goal
- Customer satisfaction is at least 90%
- Retention of the core market returns at least once each year at 70% or greater
- Four to six percent (4% - 6%) of the total asset value in the park is funded annually for maintenance and repairs
- Maximize the number of partnerships in place that help them to manage the resources and provide services in the park
- Allocate additional funding equal to at least 5-7% of the annual operational budget to promote the park in the region and the state
- Effectively manage constituent groups to maintain balanced and appropriate park use
- Encourage a minimum of annual volunteer hours equal to 15% of paid staff hours
- Replace equipment on a set schedule and meet a 95% level on a yearly basis

## Maintenance Standards/Best Practices

The Consultant Team has developed expected industry standards in hours per tasks and annual frequencies by Levels of Services. These standards are based on National Recreation and Parks Association data and include information regarding parks in western states, and consist of typical park and recreation maintenance tasks and presents the standards in three levels with Level 1 being the highest standards and Level 3 being the lowest of the three standards. Park maintenance best practices can include the following seven elements:

1. Allocate 4 - 6% of the value of total assets in the park less land values to maintain assets and infrastructure to meet high quality standards for the safe use and enjoyment of visitors.
2. Utilize a maintenance management plan that details different levels of maintenance standards that are applied based upon level of service, classification, and use. It is appropriate to have multiple zones with varied levels of services within each park.
3. Utilize a maintenance work order system to track the cost of maintenance, utilities, supplies, equipment and employee time for parks and recreation facilities based on set standards. The work order system also manages asset life cycles for all replacement schedules to keep park and facilities up to the level they need to so the public will enjoy them for a long period of time.
4. Maintain an equipment replacement program established and funded to keep equipment tied to employee productivity and supporting the efficiency goals of the park.
5. Develop partnerships with their local community and user groups to help with clean up and fix up days in the park. This should include developing adopt a park programs, and adopt a trail programs to keep parks looking good and providing a great image for the community.
6. Have at least 20% of maintenance hours supported by volunteers in the park.
7. Establishes estimated man-hour requirements associated with the levels of service maintenance standards described above to manage site and facility quality, and employee productivity.

## Development and Renovation Standards/Best Practices

Great American Parks utilize development and renovation standards to maintain a minimum standard of excellence for new construction and renovation projects. These can include:

1. Feasibility studies for any new or renovated facilities that are expected to generate more than 50% of their operational costs through earned revenues should be conducted prior to design phase. These studies should evaluate projected usage, revenue generating capacity, and estimated operating costs. This does not include facilities such as maintenance areas or those utilized for general operational support.
2. Maintain park amenity inventories that are aligned with population demands and growth trends.
3. Open space standards are based on the natural areas available in a community that need to be protected from development and that support wildlife habitat and unique species of plants or trees in a community. Open space can include drainage corridors for flood control purposes and buffer areas surrounding parks. These areas are acquired for preservation purposes first and recreation and access second. Most open space areas have limits on development of 10% of the total property inventory.
4. Maintain design guidelines and construction specifications to protect and preserve the integrity of constructed infrastructure, renovation projects, and historic properties and sites. Include existing assets and infrastructure.



## BEST PRACTICES MATRIX

The Consultant Team synthesized findings from the public input process to develop a framework for guiding the development of recommendations and strategies for Papago Park. The Best Practices Matrix features possible strategies that can be considered and are aligned with six major categories of best practices: Public Mandates, Standards, Program/Services, Financial Management, Pricing, and Partnerships. This strategy matrix is a building block for recommendations in the final master plan, and represent the prevailing messages the Consultant Team collected from stakeholder and public input. They will be evaluated and refined by the political and economic conditions that surround the park and its managing entities, and eventually filtered into a realistic action plan for moving forward. Additionally, these strategies can be used to validate the vision and mission of Papago Park.

	<b>Best Practice 1: Public Mandates</b>	<b>Best Practice 2: Standards</b>		<b>Best Practice 3: Programs</b>	<b>Best Practice 4: Finances</b>		<b>Best Practice 5: Pricing</b>	<b>Best Practice 6: Partnerships</b>
	Upgrade, enhance and maintain park and recreation facilities that support the unique identities of the Sonoran Desert and Arizona residents while maintaining strong connectivity to promote community interaction, healthy lifestyles, and enjoyment.	Establish a high level of quality through the implementation of consistent minimum standards for development, design, operations, and maintenance of park facilities that provides high quality services, safety, and cleanliness.		Provide balance and consistency in the delivery of programs and services by meeting the needs of the diverse community and their interests through programs focused on healthy lifestyles, natural and cultural resource appreciation, and social values.	Manage park and recreation facilities and programs to generate sufficient revenue that supports the cost recovery goals and policies unique to each municipality in order to off-set operational costs while considering affordability, customer need and demand, value of services received, and leveraging of resources.		Develop a structure of tiered pricing that is based on total costs of service, level of service, cost recovery goals, characteristics of the users and user groups, and a sustainable approach to managing programs and facilities	Maximize resources through equitable partnerships to leverage facilities and open space development opportunities and achieve efficient and effective operations.
<b>Strategy</b>	Upgrade existing park infrastructure to modern standards, including accessibility, sustainability, and efficient and optimal use of all park properties and recreation facilities.	Adopt coordinated minimum standards for facility maintenance, management, and development that preserve the character of Papago Park.	<b>Strategy</b>	Develop and implement program standards for core programs and services including establishing the prevailing themes of health and wellness, natural and cultural resource stewardship, and social values.	Enhance recreation spaces to create a sense of value that support the ability of operators to choose how strictly they wish to have users pay to sufficiently off-set operating costs.	<b>Strategy</b>	Align existing pricing and fees with total costs of services and cost recovery goals specific to each program area and facility.	Develop public/public, public/not-for-profit, and public/profit partnership policies, including potential partnerships with neighboring communities for maintaining park facilities and services.
<b>Strategy</b>	Protect and progressively manage open space and natural areas, as well as historic and cultural resources.	Create balance and accessibility through programs and facilities that mirror the diversity of the community served by Papago Park.	<b>Strategy</b>	Create a functional and productive year-round program calendar for the park as a whole, including special events.	Develop a working partnership with a non-profit organization that can reliably leverage private sector support for capital projects and programs.	<b>Strategy</b>	Evaluate whether existing pricing and fees proactively address wear and tear of facilities as a result of use.	Strengthen the partnerships and collaborations between existing operators and land owners at the park through regular coordination meetings and initiatives.
<b>Strategy</b>	Perform consistent maintenance of park and recreation facilities, including the trail system.	Establish restoration and conservation standards to guide the transformation of select areas within the park.	<b>Strategy</b>	Develop a park-wide youth services program partnership plan with youth service organizations throughout the surrounding communities.	Design facilities and facility operations to have optimal potential revenue generation capacity if needed now or in the future.	<b>Strategy</b>	Establish criteria to determine appropriate pricing and fees throughout the park as a whole.	Develop appropriate partnerships with youth service organizations and schools for youth programs.
<b>Strategy</b>	Connect the park to the community through access points, facilities, and amenities that are aligned with public need and interests.	Establish appropriate minimum standards clarifying acceptable usage of the park.	<b>Strategy</b>	Develop a park-wide active recreation program plan for senior adults between the age of 55 and 85 for the next ten years.	Appropriately promote and market programs and facilities to increase usage and participation that will enhance the revenue capacity of the park.	<b>Strategy</b>	Develop recreation programs that allow operators to utilize a tiered level of service with varied and appropriate pricing if they choose.	Improve the terms of any inconsistent partnership agreements with existing partners utilizing Papago Park facilities for private events.
<b>Strategy</b>	Develop stronger collaboration between the independent operators and land owners at the park to improve coordination management and visitor experience.	Establish trail design standards to guide the delineation of an official trail system throughout the park.	<b>Strategy</b>	Develop appropriate recreation programs for people with disabilities park-wide.	Explore and work to develop reliable funding sources to support the rising operational costs of the park, as well as to support the cost of park enhancements.	<b>Strategy</b>	Maintain community access to recreation programs and facilities by keeping reasonable and diverse opportunities for free programs and facility use.	Develop a sustainable partnership with an appropriate non-profit organization to leverage private sector funding to support select capital projects and programs.
<b>Strategy</b>	Enhance existing signature facilities that increase the image and perception of Papago Park that will re-energize a sense of pride.	Establish minimum educational standards to guide and clarify the cultural significance of the park consistently between municipalities.	<b>Strategy</b>	Integrate park-wide programs targeting family recreation services to increase families participating together.				
<b>Strategy</b>	Limit development within the park while improving parking, access, connectivity, utilities, shade, wayfinding and interpretation.		<b>Strategy</b>	Coordinate programs and services between all operators and land owners of the park to enhance visitor opportunities.				

## APPLYING BEST PRACTICES TO PAPAGO PARK

The Consultant Team utilized a process that applied best practices from Great American Parks around the United States to uniquely fit the circumstances and setting of Papago Park. This involved identifying the desired outcomes of the Regional Master Plan, and establishing a unifying vision and mission statement that tied together all the great elements of Papago Park that already exist. The resulting framework defined new strategies and tactics that can leverage the existing qualities of the park with its future potential.

### Review of Most Desired Outcomes

The most desired outcomes of the Papago Park Regional Master Plan addressed in this strategic action plan were derived from the findings of the multi-faceted public input process associated with this project. They are:

1. Improve park connectivity to and within the park.
2. Improve current condition of natural and cultural resources within the park.
3. Establish protected desert/open space within the park.
4. Enhance education regarding natural and cultural significance of the park.
5. Preserve native plants and wildlife diversity within the park.
6. Reduce impact from heavy use of the park.
7. Improve definition of the trail system within the park.
8. Preserve cultural/historic resources within the park.
9. Increase integrity of plant cover and wildlife habitat within the park.
10. Broaden and enhance user experience with links to desired trails and amenities.

The recommended strategies detailed herein provide specific action plans that are aligned with these desired outcomes. These outcomes are also closely linked to the quality of Great American Parks as defined herein and seen in the table shown below:

Desired Outcomes for Papago Park	Qualities of Great American Parks
Improve park connectivity within the park and to surrounding neighborhoods	<p style="text-align: center;">Vision</p> <p style="text-align: center;">Great Park Experiences</p> <p style="text-align: center;">Value to the Community</p> <p style="text-align: center;">Operational Standards</p> <p style="text-align: center;">Maintenance Standards</p> <p style="text-align: center;">Development and Renovation Standards</p>
Improve current condition of natural and cultural resources within the park	
Establish protected desert/open space within the park	
Enhance education regarding natural and cultural significance of the park	
Preserve native plants and wildlife diversity within the park	
Reduce impact from heavy use of the park	
Improve definition of the trail system within the park	
Preserve cultural / historic resources within the park	
Increase integrity of plant cover and wildlife habitat within the park	
Broaden and enhance user experience with links to desired trails and amenities	

### Renewed Vision and Mission

Among the primary goals of this Master Plan project was to unify the vision and operational elements of Papago Park in order to function more cohesively. The Papago Park Regional Master Plan is the first planning exercise to address Papago Park in its entirety, versus its individual parts. The first major step in successfully achieving a unified vision is to develop a renewed vision and mission statement that can be applied to the park as a whole.

### Papago Park Vision Statement

The Papago Park vision statement includes the myriad of values and priorities learned from public workshops, leadership and stakeholder interviews, focus group sessions, assessment findings, and feedback from the project oversight committees and its members. The proposed vision statement was vetted in multiple meetings with both the public and the project oversight committees, and defines what Papago Park should be known for. It is as follows:

*The vision of Papago Park is to be a signature urban Sonoran Desert park, uniquely recognized for its unique geological butte formations, managed collaboratively by its public and private operational partners in concert with the interests and needs of the public, and emphasizing environmental, economic, and cultural excellence to improve the quality of open space and urban recreational opportunities in Arizona's Valley of the Sun for the enjoyment of all residents and visitors.*

### Papago Park Mission Statement

Like the vision statement, the mission statement of Papago Park was developed to reflect the diversity of the community served by the park, as well as to position the park proactively for the future. The proposed mission statement was vetted in multiple meetings with both the public and the project oversight committees, and defines how Papago Park can achieve its vision. It is as follows:

*The mission of Papago Park is to preserve and enhance the historical, environmental, and cultural value of the park and Arizona's Valley of the Sun for users of all ages, honoring the core values of preservation, connectivity, accessibility, education, and recreation through appropriate design of park amenities and facilities that reflect the unique landscape of the Sonoran Desert, creating sense of place, and preserving the integrity of the park for existing and future generations of users.*



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## BENCHMARK PARKS

These five benchmark parks were reviewed for their unique circumstances that could lend best practices to Papago Park. (See Appendix A for more detail)

### Balboa Park, San Diego, CA.

Balboa Park is the nation's largest urban cultural park, providing a home for 15 museums, the San Diego Zoo, performing arts venues, and numerous gardens. This 1,200-acre city park is bordered by many neighborhoods that use the park heavily, and includes amenities managed by entities other than the City of San Diego. This park is famous for many things, none the least of which is its cultural and historical underpinnings and the sense of connectivity of amenities within the park.

#### Best practices that should be incorporated:

The predominant identity of "Park First, Destination Second" creates a much stronger position for the park in the community, and ties together major amenities.



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### Santa Monica Mountains National Recreation Area, Los Angeles, CA.

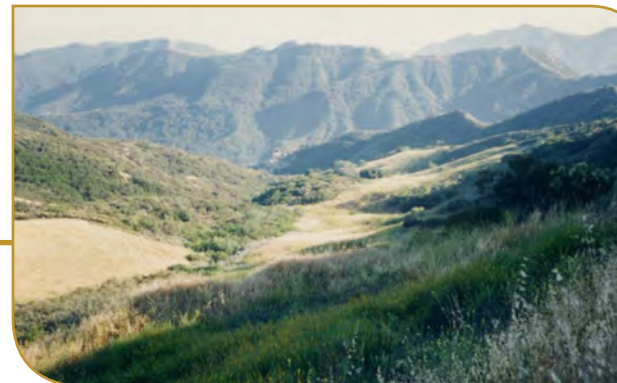
Santa Monica Mountains National Recreation Area is relevant to Papago Park in two ways: it is a large urban park including numerous local governmental jurisdictions (cities, counties, state, etc.), and it is embedded within one of the nation's largest urban areas of Los Angeles. Representative of the size of the park and the population in the immediate vicinity, the park encompasses 26 zip codes as of 2007. Also included within the park are numerous tracts/zones managed by distinct entities including National Park Service, California State Parks, Santa Monica Mountains Conservancy, City of Malibu, Mountain Restoration Trust, Conejo Recreation and Park District, Mountains Recreation and Conservation Authority, Los Angeles County Parks and Recreation, Satwiwa Native American Indian Culture Center, UCLA, and numerous other entities and organizations. The diversity of partner organizations operating cohesively under the umbrella of the Santa Monica Mountains National Recreation Area is one of the many reasons this park is a meaningful subject of a comparative analysis for Papago.

#### Best practices that should be incorporated:

Formalized coordination and partnerships between managing entities improves visitor opportunities at the park, as well as creates significant potential operational savings through partner synergy.



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### Zion National Park, Springdale, UT.

Zion National Park in Southern Utah was considered as a benchmark target for Papago Park largely because of its similar natural environment (arid/desert), heavy use by active recreationalists, and recent efforts to improve natural resource management. This large national park features an increased effort within the last ten years to regain control over managing the impacts of heavy visitation on a pristine desert environment. Over the last decade, Zion has emerged as an example of successfully transitioning from an open to a more rigid management structure in order to protect the quality of the park's natural resources without experiencing visitor pushback or major service issues. Zion National Park also includes multiple concessionaires operating within the park.

#### Best practices that should be incorporated:

The responsible use of management zones effectively mitigates the impacts of heavy usage on a desert environment without detracting from the visitor experience.



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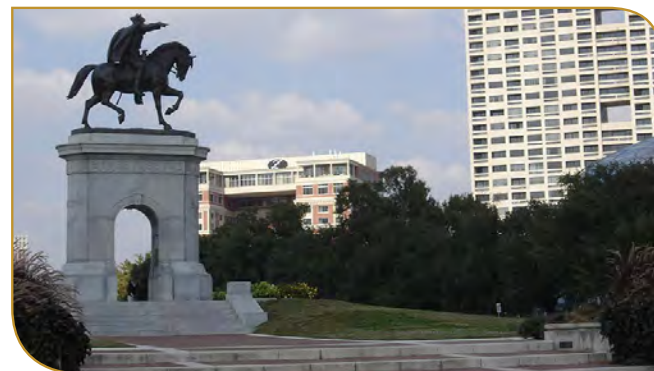
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**Golden Gate National Recreation Area, San Francisco, CA.**

Golden Gate National Recreation Area features numerous amenities, operators from both the public and private (non-profit) sectors. A total of 17 million visitors annually are drawn here by the dramatic view sheds of contrasting rural and urban environments leading to historic landscapes ranging from dairy ranches and seaside recreation sites, to maritime resources like lighthouses and shipwrecks. Golden Gate has been part of the homelands of Coastal Miwok and Ohlone people for thousands of years and still contains archeological sites and landscapes influenced by native land management. The park includes the largest and most complete collection of military installations and fortifications in the country, dating from Spanish settlement in 1776 through the Nike missiles of the Cold War. Golden Gate contains eleven former Army posts whose military architecture and historic landscapes comprise the heart of the park. One of the nation's most highly visited National Park Service units, Golden Gate NRA comprises numerous sites, with each representing its own unique natural, cultural, and military history.

**Best practices that should be incorporated:**

The role of partnership in management, education, and volunteerism.



**Hermann Park, Houston, TX.**

Hermann Park in Houston is one of the most heavily visited urban parks in a major city in the U.S., with an estimated visitation of nearly 6 million each year. This 445-acre site is home to 29 distinct attractions, many of which are managed by independent non-profit organizations. In addition, this park features one of the leading examples of leveraging a friends group into an incredibly successful source of financial support to maintain the quality of the park's natural resources and amenities. The Hermann Park Conservancy was formed from the original friends group that was established in 1993 to augment city funding to keep the park in good shape. The Conservancy (and former Friends Group) have assisted the City of Houston with over \$32 million in park improvements over the last ten years.

**Best practices that should be incorporated:**

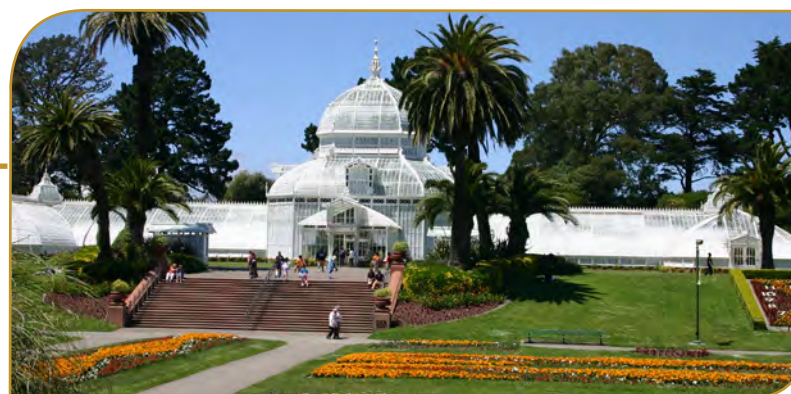
The active role of a non-profit conservancy leveraging private sector support for major capital and programmatic priorities improves amenity quality and visitor experiences.



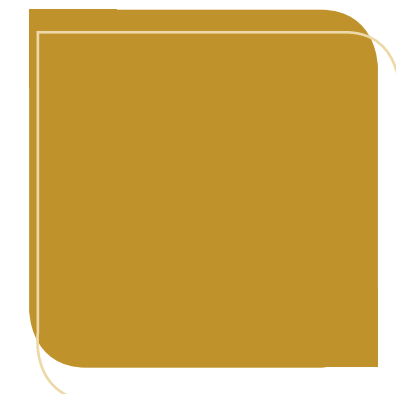
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The Consultant Team has assembled multiple recommendations, strategies, and related action plans to achieve the most desired outcomes as defined in this report and to emulate the appropriate best practices that have been gleaned from Great American Parks around the United States. These recommended strategies and action plans are organized into four major areas of focus:

- Recommended Signature Programs
- Core Programs and Services
- Facility and Asset Management
- Organization and Operations Management

It is important to note that these recommendations are relevant and intended for Papago Park as a whole. The nature of these recommendations and strategies do not imply that there are no organized or quality programs currently in the park, but rather that the park operators can stitch together their respective program plans to create an overall fabric of park-wide programs and services. The reality that most or all of the operators currently have organized and successful programs in each of their portions of the park provides a great opportunity to start from in creating a holistic Papago Park program approach.

The specific programs and services provided in these recommendations are only suggestions to provide an advisory framework for the landowners and park operators to envision and create a park-wide program and service plan. The current inventory of programs in each of the major areas of the park operated independently by the different entities provides a tremendous resource to build such a plan.

## RECOMMENDED SIGNATURE PROGRAMS

There are numerous recommendations and suggested guidelines provided in this strategic plan pertaining to programs and services that are aligned with both the desired outcomes of this Regional Master Plan, as well as the qualities of a Great

American Park. Not all of these recommendations will be suitable for all areas of the park, but can be utilized as a resource for program planning in each area that contributes to a holistic and concerted programming effort at the park as a whole. These recommendations also are intended to build upon the existing successful programs and services available in each area of the park.

Within these recommendations, there are signature programs that stand out as distinct priorities to be considered for implementation. These signature programs are intended to fit the unique circumstances and resources of the park, be enhanced, developed and delivered through collaborative and leveraged resources, and meet the needs of the communities served by the park.

### Papago Park Exposition

It is recommended that a signature program to be developed and implemented is an annual exposition of the multitude and diversity of facilities, programs, and services available to the public at Papago Park. This program could be scheduled as a single event occurring each year over a consistent weekend, or as a series of events held in the period of a week scheduled in the same season each year. Either style of event could include but not be limited to special programs and demonstrations at each of the major facilities and amenities within the park, deals and discounting for fee-based activities, and arts and cultural events aligned around an annual theme.

Each major amenity should actively cross-promote other activities related to the event that are happening in other parts of Papago Park. Additionally, this event should be actively promoted by each amenity and collectively through multiple marketing methods including a “catchy” name, effective publicity, proper advertisement, sponsorships, group programs/incentives, an open-access competitive event, and a popular public performance (music).

### Interpretive Signage and Displays

A second signature program recommended for Papago Park is related more to passive programming through interpretive signage and displays. It is recommended that the managing entities and operational partners of Papago Park work consistently to improve existing and develop additional interpretation in the park via signage, displays and exhibits. This effort should focus on the natural, cultural, and historic resources and “story” of the park, providing visitors of all ages

insight into the history of what makes Papago Park a Great American Park today. This recommendation centers around the premise that interpretive media pertaining to the park, not including internal signage in key amenities (i.e. Phoenix Zoo, Desert Botanical Gardens) feature a consistent look and message. It also is important that each key amenity and location have such signage, displays, and/or exhibits within their facilities for visitors to intellectually and emotionally tie together all the many facets and assets of Papago Park.

### Cultural and Historic Programming

Arizona’s Valley of the Sun is a region rich in cultural and historic value. Papago Park provides a tremendous opportunity for providing the community educational and experiential programs that explore the role the park and region played in the lives of people for many thousands of years. The lives and conditions of Native Americans, early settlers, and modern civilization are linked in what makes Arizona what it is today. Programs, events, demonstrations and demonstration sites, exhibits and interpretive signage, and displays can be considered as the diverse medium through which cultural and historic programming can be enhanced at the park. It is strongly recommended that the managing entities of Papago Park partner with appropriate entities and organizations to support the development and delivery of this programming.

### Healthy Lifestyles Programming

One of the greatest opportunities for Papago Park, as well as parks around the country, is to serve a more active role in promoting park facilities and programs as a portal to practice healthy lifestyles. There are numerous examples of facilities, programs, and events that currently are provided at the park supporting healthy lifestyles, outdoor recreation, and fitness. It is recommended that this area of programming become a signature for Papago Park, and continue to grow to support the needs of the surrounding communities and region.

Since many current facilities, programs, and events are aligned with this objective already, the key recommendation of the Consultant Team is that these be coordinated and promoted together to improve the awareness in the community as to the breadth and depth of opportunities at Papago Park to practice good health and get outside.

## CORE PROGRAMS AND SERVICES

The Consultant Team formulated recommended core programs and services for Papago Park based upon the following criteria and elements:

1. Existing programs and services.
2. Interviews with key stakeholders and park user groups.
3. Public feedback from workshops.
4. Industry best practices and emerging trends.
5. Natural and cultural resources present at the site.

These core programs and services are intended to build upon existing successful programs and services at Papago Park, and be organized into the three major categories – Health and Fitness, Natural and Cultural Resource Appreciation and Stewardship and Responsible Outdoor Recreation. These programs are designed to achieve the following for Papago Park:

1. Improve the engagement and appeal of Papago Park to existing users.
2. Improve the appeal of Papago Park to new users.
3. Improve the framework in which operational partners can seek collaborative opportunities.
4. Improve the ability of Papago Park to meet the unique mission and goals of each operational partner.

The following descriptions provide a detailed list of recommended programs and services to be considered by the municipalities and operational partners of Papago Park.

### Health and Fitness Programs and Services

Enhance and develop programs that feature health and wellness themes, including healthy lifestyles in the outdoors. Not all of these programs are suitable for every area of the park, but can be considered for the appropriate setting. Also, it is presumed that managing entities will seek the most efficient means to enhancing, developing and delivering programs including a blend direct facilitation, partnered facilitation, volunteers, and passive programming. Examples of suggested programs include, but are not limited to:

1. Guided and unguided fitness walks and runs at Papago Park trails.
2. Fitness guides for Papago Park trails that feature distance and speed = calories burned, scaled workouts via hiking and trail running, and suggested hiking training tips.
3. Skill builder workshops – these can be single or multi-day events that are focused on acquiring and/or mastering new skills in the outdoors. Examples include mountain biking, orienteering, etc..
4. Outdoor health challenges that feature unguided opportunities for visitors to earn “miles” toward discounts at future park visits or prizes supported by private sector sponsors.
5. Scavenger hunts associated with Papago Park trails with prizes available upon completion.

### Natural and Cultural Resource Appreciation and Stewardship Programs and Services

Enhance and develop programs that feature themes of natural and cultural resource appreciation and stewardship. It is presumed that managing entities will seek the most efficient means to enhancing, developing and delivering programs including a blend direct facilitation, partnered facilitation, volunteers, and passive programming. Examples of suggested programs include, but are not limited to:

1. Guided and unguided interpretive nature walks at Papago Park. Seasonal themes can help these programs stay “fresh” all year.
2. Cultural programming can include guided walks or demonstrations that highlight the legacy and history of Native American peoples of the area.
3. Seasonal bird watching and wildlife viewing – build viewing areas around “blinds” that can be used at different seasons to view different birds and wildlife.

4. Historic and cultural demonstrations can be organized either annually or seasonally as educational programs, special events, or displays at Papago Park.
5. Stewardship workshops – provide single or multi-day workshops focused on techniques for resource stewardship by the average person or family.
6. Skill builder workshops can be enhanced and developed that focus on bird, wildlife, or plant identification; and Native American or pioneer lifestyle skills.
7. Youth leadership programs – multi-day experiential learning programs designed for older youth that focuses on leadership, participation, and problem solving in natural resource scarcity and conservation issues.
8. School and youth programs can be aligned to either state education requirements or merit requirements that focus on natural sciences, conservation, and historic and cultural studies.

### Responsible Outdoor Recreation Programs and Services

Enhance and develop programs that feature responsible outdoor recreation themes. Not all of these programs are suitable for every area of the park, but can be considered for the appropriate setting. Also, it is presumed that managing entities will seek the most efficient means to enhancing, developing and delivering programs including a blend direct facilitation, partnered facilitation, volunteers, and passive programming. Examples of suggested programs include, but are not limited to:

1. Skill builder outings and clinics focused on acquiring and/or mastering outdoor recreation skills including mountain biking, archery, orienteering, camping, outdoor cooking, fishing, field sports, or horseback riding.
2. Innovative skill builder workshops that focus on subjects such as boat building, fly-tying, bow and arrow or atl-atl making, or geocaching.
3. Adventure sport festivals that combine exposition or competitive outdoor recreation activities, vendors, and music/entertainment.
4. Adventure races or race series: trail running, mountain biking, or multi-sport.

### Programs and Services Strategies

The following strategies support the enhancement, development and unification of programs and services throughout Papago Park, and are aligned with the recommended categories of core programs as identified above. These recommendations assume that each of the park operators would bring their existing and proven program plans to the table in order to support the enhancement and development of a park-wide program and service approach.

### Year-Round Program Plan

In order to strengthen existing user markets and build new ones, the following key strategies are recommended for core programs and services. The recommendations that follow are provided as a framework through which Papago Park can organize and expand its programs and services that target specific user groups. The unique climate of Central Arizona requires a year-round program plan to adjust the scheduling of programs and events in the summer months because of the extreme heat to the early morning and evening hours of the day. The programs serving the target user market segments recommended in this framework should reflect the core areas of focus identified above – Health and Fitness, Natural and Cultural Resource Appreciation and Stewardship, and Responsible Outdoor Recreation.

It is assumed that the managing entities of the park and operational partners can collaboratively enhance and develop a park-wide program plan that encompasses each of the target user market segments detailed below as an order of business for the recommended collaborative management committee or ‘roundtable’. In doing so, each partner can manage their complement of programs and services as identified in the plan that contribute to the park meeting its overall program goals. Operational partners include those organizations currently located on-site, as well as organizations that are related stakeholders in the park.

### Active Adults Program Plan

The goal of the Active Adult Program Plan is to create experiences that engage people over 55 years of age to participate in programs and services at Papago Park more than they currently do. This specifically is designed to be an active recreation program plan for adults between the ages of 55 and 85 for the next ten years. The following recommendations are a targeted framework for enhancing, developing and delivering programs for active adults over 55 years of age at Papago Park.

1. Establish a program plan to enhance, develop and facilitate programs and services that meet the current and emerging needs of active adults over 55 years of age including, but not limited to wildlife viewing, fishing, golf, health and wellness, and low-intensity action sports.
2. Identify key media outlets to promote and market programs and services uniquely designed for older adults provided at Papago Park (i.e. magazines, websites, etc.)
3. Establish “working” partnerships with organizations and associations that have membership that is primarily focused around older adults and that share common values with Papago Park managing entities to provide programs and services that are aligned with the unique criteria and focus of each organization.

### Youth Services Partnership Plan

The goal of the Youth Services Partnership Plan is to establish relationships with key organizations serving youth in Central Arizona that create a captive and reliable market for Papago Park programs and services. The following recommendations are a targeted framework for enhancing, developing and delivering programs for youth service organizations at Papago Park.

1. Establish “working” partnerships with youth service organizations such as Girl Scouts, Boy Scouts, Campfire Boys and Girls for consistent and system programs in merit advancement, etc.
2. Establish “working” partnerships with schools to provide programs and services that are aligned with state education standards and evaluation criteria in math, science, reading, social studies, and language arts.
3. Establish “working” partnerships with general youth groups that share common values with Papago Park managing entities to provide programs and services that are aligned with the unique criteria and focus of each organization.



### Family Program Plan

The goal of the Family Program Plan is to create experiences that engage families to participate in programs and services at Papago Park more than they currently do. This specifically is designed to increase programs targeted towards family recreation services to increase families participating together. The following recommendations are a targeted framework for enhancing, developing and delivering programs for families at Papago Park.

1. Establish a program plan to enhance, develop and facilitate programs and services that meet the current and emerging needs of families including, but not limited to wildlife viewing, fishing, hiking, mountain biking, horseback riding, golf, health and wellness, and action sports.
2. Identify key media outlets to promote and market programs and services uniquely designed for families provided at Papago Park (i.e. magazines, websites, etc.)
3. Improve kid-focused attractions such as upgrading playgrounds with shade structures and installation of additional interpretive play venues.
4. Enhance and develop official adventure/extreme sport venues including mountain biking skill course and faux rock climbing boulders positioned in appropriate, but strategic locations of the park.

### Adaptive Program Plan

The goal of the Adaptive Program Plan is to create experiences and opportunities that engage people with disabilities to participate in programs and services at Papago Park more than they currently do. The following recommendations are a targeted framework for enhancing, developing and delivering programs for people with disabilities and special needs at Papago Park.

1. Work to ensure that all programs in the park including those not specifically designed for people with disabilities are as inclusive as possible, while remaining realistic for appropriate facilitation of each program.
2. Establish a program plan to enhance, develop and facilitate adaptive programs and services that meet the current and emerging needs of people with disabilities including, but not limited to wildlife viewing, fishing, golf, health and wellness, trail sports, and low-intensity action sports.
3. Identify key media outlets to promote and market programs and services uniquely designed for people with disabilities provided at Papago Park (i.e. magazines, websites, etc.)
4. Establish “working” partnerships with organizations and associations that have membership that is primarily focused around people with disabilities and that share common values with Papago Park managing entities to provide programs and services that are aligned with the unique criteria and focus of each organization.
5. Identify key partnership opportunities to leverage private sector funding support of the costs of services of providing programs to people with disabilities.

## Special Events

It is important to utilize special events at Papago Park to re-vitalize the position of the park in the local communities, re-energize the park for users, and re-introduce Papago Park among its national peers of large urban parks. Not all of these programs are suitable for every area of the park, but can be considered for the appropriate setting. Also, it is presumed that managing entities will seek the most efficient means to enhancing, developing and delivering programs including a blend direct facilitation, partnered facilitation, volunteers, and passive programming. The following recommendations are a targeted framework for enhancing, developing and delivering special events at Papago Park.

1. Cultivate new partnerships with community organizations to support and manage special events.
2. Manage special events to be aligned with allowable uses of the park and to properly manage impact on natural and cultural resources.
3. Create at least one event per year that centers on the history of the park and the significance of the natural and cultural resources of the site.
4. Create at least one event per year that celebrates the amenities associated with the park (i.e. 25th or 50th anniversary celebration, desert oasis party, etc.).
5. Create at least one event per year that centers on art, entertainment, and music.
6. Create at least one event per year that is a cause-related program (i.e. fundraiser, health initiatives, cancer research, etc.).

## Programs and Services Recommendations

Papago Park offers great opportunities for visitors to experience the natural splendor and adventure of Sonoran Desert landscapes, explore the unique history and culture of the people of the region, and live healthy lifestyles. The programs and services of the park compliment the natural environment and facilities that are the venue for most experiences. It is critical that these programs and services are aligned with the interests and needs of the market served, and innovatively create experiences that leverage the park sites and amenities.

Not all of these programs are suitable for every area of the park, but can be considered for the appropriate setting. Also, it is presumed that managing entities will seek the most efficient means to enhancing, developing and delivering programs including a blend direct facilitation, partnered facilitation, volunteers, and passive programming. The following key recommendations are included in this section of the Papago Park Regional Master Plan:

1. Establish criteria for evaluating whether programs are core programs and services, value-added, or peripheral to the mission and objectives of the park.
2. Enhance and develop and implement park-wide, minimum program guidelines as it applies to core programs and services including establishing areas of focus that address health and wellness, natural and cultural resource stewardship, and social values.
3. Create a functional and productive year-round program calendar for the park as a whole, including multiple special events.
4. Enhance and develop a park-wide youth services program partnership plan for Papago Park with youth service organizations throughout the region.
5. Enhance and develop a park-wide active recreation program plan for active adults between the age of 55 and 85.
6. Enhance and develop appropriate recreation programs for people with disabilities park-wide.
7. Increase park-wide programs targeting family recreation services to increase families participating together.
8. Enhance and develop a diverse blend of special events at Papago Park that engage the local community and draw tourists to park facilities for single and multi-day uses.
9. Enhance and develop recreation programs that represent a tiered level of service with varied and appropriate pricing.
10. Energize the marketing and communications promoting Papago Park as a whole.

## Determine Core Programs and Services

### Goal

Classify programs and services based upon how central they are to the vision, mission, and strategic objectives of the park. Align programs as both public services and be reflective of responsible business management practices in order to assign appropriate and progressive performance expectations to each.

### Strategy

Establish criteria for evaluating whether programs are core programs and services, value-added, or peripheral to the mission and objectives of Papago Park.

### Action Plan

Task	Recommended Priority
Establish criteria for what constitutes a core program or service based upon alignment with vision, mission, and core values of the agency. Criteria should distinguish whether programs are core, value-added, or peripheral to the objectives of the park. The recommended framework for enhancing and developing these criteria is to: <ol style="list-style-type: none"> <li>1. Provide quality public services.</li> <li>2. Evaluate the “accessibility and appeal” of programs to either the public at large, or more narrow interest groups.</li> <li>3. Maintain market data regarding prevailing interests and needs relevant to urban parks.</li> </ol>	Primary
Classify core programs and services that will be central to achieving the vision, mission, and strategic objectives of Papago Park for the next five years.	Primary
Establish performance measures that are tailored to each classification of program or service referenced above. Performance measures should include, but not be limited to participation data, market appeal, cost of service, revenue generation, activity impacts, and support of amenities and destinations within the park.	Secondary
Implement a performance measurement process for evaluating programs and services based upon the relevant performance expectations.	Secondary

## Develop Consistent Program Guidelines

### Goal

Improve the consistency and diversity of programs provided by Papago Park either direct or through alternative providers.

### Strategy

Enhance, develop, and implement program guidelines as it applies to core programs and services including health and wellness, natural and cultural resource stewardship, and social values..

### Action Plan

Task	Recommended Priority
Establish key areas of focus for programs and services including health and wellness, natural and cultural resources appreciation and stewardship, and responsible outdoor recreation.	Primary
Coordinate program planning workshops to design, enhance, and develop programs for the park as a whole.	Primary
Establish minimum program facilitation guidelines (i.e. number and diversity of programs, targeted participation, pricing, etc.) for each aspect and area of the park that balance the approach of programs and services provided that meet the above stated criteria.	Secondary
Apply appropriate performance measures as determined by the core program and service criteria development to all classes of programs, and seasonally evaluate program performance.	Secondary

## Year-round Program Plan

### Goal

Enhance and develop a strategic program plan that creates a balanced approach of diverse programs coordinated throughout Papago Park which takes advantage of different seasons of the year, and ultimately drives traffic to amenities and destinations within the park.

### Strategy

Create functional and productive year- round programs, including enhancement of facilities and services throughout Papago Park targeting special events. Not all of these programs are suitable for every area of the park, but can be considered for the appropriate setting. Also, it is presumed that managing entities will seek the most efficient means to enhancing, developing and delivering programs including a blend direct facilitation, partnered facilitation, volunteers, and passive programming.

### Action Plan

Task	Recommended Priority
Establish a program schedule that takes into account market needs and interests, climate and environmental constraints, past participation rates, and park priorities.	Primary
Plan all programs in advance of their intended facilitation in order to allow time for sufficient marketing and promotion.	Primary
Enhance and develop programs that feature health and wellness themes, including healthy lifestyles in the outdoors. Examples of programs include, but are not limited to: <ol style="list-style-type: none"> <li>1. Fitness walks and runs on trails.</li> <li>2. Fitness guides for trails that feature distance and speed = calories burned, scaled workouts via hiking and trail running, and suggested hiking training tips.</li> <li>3. Skill builder workshops – these can be single or multi-day events that are focused on acquiring and/or mastering new skills in the outdoors. Examples include mountain biking, rock climbing, etc.</li> <li>4. Outdoor health challenges that feature unguided opportunities for visitors to earn “miles” toward discounts at future park visits.</li> <li>5. Scavenger hunts associated with trails with prizes available upon completion.</li> </ol>	Primary

## Year-round Program Plan (continued)

Task	Recommended Priority
<p>Enhance and develop programs that feature themes of natural and cultural resource appreciation and stewardship. Examples of programs could include, but are not limited to:</p> <ol style="list-style-type: none"> <li>1. Guided and unguided interpretive nature walks at Papago Park. Seasonal themes can help these programs stay “fresh” all year.</li> <li>2. Cultural programming can include guided walks or demonstrations that highlight the legacy and history of Native American peoples of the area.</li> <li>3. Seasonal bird watching and wildlife viewing – build viewing areas around “blinds” that can be used at different seasons to view different birds and wildlife.</li> <li>4. Historic and cultural demonstrations can be organized either annually or seasonally as educational programs, special events, or displays at Papago Park.</li> <li>5. Stewardship workshops – provide single or multi-day workshops focused on techniques for resource stewardship by the average person or family.</li> <li>6. Skill builder workshops can be enhanced and developed that focuses on bird, wildlife, or plant identification; and Native American or pioneer lifestyle skills.</li> <li>7. Youth leadership programs – multi-day experiential learning programs designed for older youth that focuses on leadership, participation, and problem solving in natural resource scarcity and conservation issues.</li> <li>8. School and youth programs can be programs aligned to either state education requirements or merit requirements that focus on natural sciences, conservation, and historic and cultural studies.</li> </ol>	Primary
<p>Enhance and develop programs that feature responsible outdoor recreation themes. Examples of programs include, but are not limited to:</p> <ol style="list-style-type: none"> <li>1. Skill builder outings and clinics focused on acquiring and/or mastering outdoor recreation skills including backpacking, mountain biking, rock climbing, rappelling, orienteering, camping, outdoor cooking, fishing, field sports, or horseback riding.</li> <li>2. Innovative skill builder workshops focus on subjects such as boat building, fly-tying, bow and arrow or atl-atl making, or geocaching.</li> <li>3. Adventure races or race series: trail running, mountain biking, or multi-sport.</li> <li>4. Adventure sport festivals that combine exposition or competitive outdoor recreation activities, vendors, and music/entertainment.</li> </ol>	Secondary
<p>Align programs to different target ages and ability segments so that experiences with a diversity of skill and intensity levels appeal to a broader market.</p>	Secondary

## Youth Service Partnerships

### Goal

Establish partnerships with key organizations serving youth in Arizona that create a captive and reliable market for Papago Park programs and services.

### Strategy

Enhance and develop a youth services program partnership plan for Papago Park with youth service organizations throughout the region and state.

### Action Plan

Task	Recommended Priority
Plan programs serving youth service organizations in advance of their intended facilitation in order to allow time for sufficient marketing and promotion.	Primary
Establish “working” partnerships with youth service organizations such as Girl Scouts, Boy Scouts, Campfire Boys and Girls for consistent and system programs in merit advancement, etc.	Secondary
Establish “working” partnerships with schools to provide programs and services that are aligned with state education standards and evaluation criteria in math, science, reading, social studies, and language arts.	Secondary
Establish “working” partnerships with general youth groups that share common values with Papago Park managing entities to provide programs and services that are aligned with the unique criteria and focus of each organization.	Secondary

## Active Retiree Program Plan

**Goal**  
Create experiences that engage active older adults to participate in programs and services at Papago Park more than they currently do.

**Strategy**  
Enhance and develop an active recreation program plan for active adults between the age of 55 and 85.

### Action Plan

Task	Recommended Priority
Plan programs serving active adults in advance of their intended facilitation in order to allow time for sufficient marketing and promotion.	Primary
Establish a park-wide program plan to enhance, develop and facilitate programs and services that meet the current and emerging needs of active adults over 55 years of age including, but not limited to wildlife viewing, fishing, golf, health and wellness, and low-intensity action sports.	Primary
Identify key media outlets to promote and market programs and services uniquely designed for older adults provided at Papago Park (i.e. magazines, websites, etc.)	Secondary
Establish “working” partnerships with organizations and associations that have membership that is primarily focused around active adults and that share common values with Papago Park managing entities to provide programs and services that are aligned with the unique criteria and focus of each organization.	Secondary

## Adaptive Programming Plan

**Goal**  
Create experiences and opportunities that engage people with disabilities to participate in programs and services at Papago Park more than they currently do.

**Strategy**  
Enhance and develop appropriate recreation programs for people with disabilities.

### Action Plan

Task	Recommended Priority
Work to ensure that all programs in the park including those not specifically designed for people with disabilities are as inclusive as possible, while remaining realistic for appropriate facilitation of each program.	Primary
Plan programs serving people with disabilities in advance of their intended facilitation in order to allow time for sufficient marketing and promotion.	Primary
Establish a program plan to enhance, develop and facilitate adaptive programs and services that meet the current and emerging needs of people with disabilities including, but not limited to wildlife viewing, fishing, golf, health and wellness, trail sports, and low-intensity action sports.	Primary
Identify key media outlets to promote and market programs and services uniquely designed for people with disabilities provided at Papago Park (i.e. magazines, websites, etc.)	Secondary
Establish “working” partnerships with organizations and associations that have membership that is primarily focused around people with disabilities and that share common values with Papago Park managing entities to provide programs and services that are aligned with the unique criteria and focus of each organization.	Secondary
Identify key partnership opportunities to leverage private sector funding support of the costs of services of providing programs to people with disabilities.	Secondary



## Family Programming Plan

### Goal

Create experiences that engage families to participate in programs and services at Papago Park more than they currently do.

### Strategy

Increase programs targeted towards family recreation services to increase families participating together.

### Action Plan

Task	Recommended Priority
Plan programs serving families in advance of their intended facilitation in order to allow time for sufficient marketing and promotion.	Primary
Establish a program plan to enhance, develop and facilitate programs and services that meet the current and emerging needs of families including, but not limited to wildlife viewing, fishing, hiking, mountain biking, horseback riding, golf, health and wellness, and action sports.	Primary
Identify key media outlets to promote and market programs and services uniquely designed for families provided at Papago Park (i.e. magazines, websites, etc.)	Secondary
Improve kid-focused attractions such as upgrading playgrounds with shade structures and potential installation of an additional interpretive and/ or adventure play venues.	Secondary

## Special Events

### Goal

Utilize special events to create more awareness of Papago Park and its facilities.

### Strategy

Enhance and develop a diverse blend of special events throughout the Papago Park that engage the local community and draw tourists to the park for single and multi-day uses. Some special events suggested may not be suitable for all areas of Papago Park, and should only be considered for their appropriate setting. Also, it is presumed that managing entities will seek the most efficient means to enhancing, developing and delivering programs including a blend direct facilitation, partnered facilitation, volunteers, and passive programming.

### Action Plan

Task	Recommended Priority
Manage special events to be aligned with allowable uses of the park and to properly manage impact on natural and cultural resources.	Primary
Plan all programs in advance of their intended facilitation in order to allow time for sufficient marketing and promotion.	Primary
Create at least one event per year that centers on the history of the park and the significance of the natural and cultural resources of the site.	Secondary
Create at least one event per year that celebrates the amenities associated with the park (i.e. 25th or 50th anniversary celebration, desert oasis party, etc.).	Secondary
Create at least one event per year that centers on arts, entertainment, and music.	Secondary
Create at least one event per year that is cause-related event (i.e. fundraiser, health initiatives, cancer research, etc.).	Secondary

## Tiered Level of Service

### Goal

Create programs and services that feature tiered pricing based upon the exclusivity of the program. Diversify offerings that range from free to moderately expensive creates a dynamic blend of programs that appeals to broad market segments.

### Strategy

Enhance and develop recreation programs that represent a tiered level of service with varied and appropriate pricing.

### Action Plan

Task	Recommended Priority
Design and facilitate recreation programs and services in such a way that a tier of pricing is established from free to more expensive.	Secondary
Clearly communicate benefits of programs and potential subsidized costs as needed based upon close alignment to park vision, mission, and core values.	Secondary

## Improve Marketing and Promotion Effectiveness

### Goal

Reinvigorate the marketing and communications promoting Papago Park, its programs and services, and key destinations as a whole.

### Strategy

Implement a blend of marketing and promotional initiatives that improves the effectiveness of the park's branding, identity, and sense of place thereby improving sales and visitation.

### Action Plan

Task	Recommended Priority
Enhance and develop a Papago Park website to be visually engaging, and provide rapid awareness to programs, events, and experiences offered at the park and its key destinations. Assure that the website is not predominantly informative, but one that is more inspiring and benefit driven.	Primary
Program and management staff should meet at least twice annually to coordinate sales efforts, program or event schedules, collaborate shared resources, and reduce internal competition.	Primary
Enhance and develop Papago Park promotional material to be visually engaging, and provide rapid awareness to programs that are offered at the park and its key destinations.	Primary
Design and implement a publicity partnership program with major media organizations in newspaper, radio, and television markets to cover programs, events, and happenings at Papago Park.	Primary
Establish a co-branding relationship with a major business entity that operates in Central Arizona and shares common core values with Papago Park managing entities. This should produce paid advertising for an "Enjoy and Experience Papago Park" campaign in newspapers, radio, and television outlets regionally and statewide, and recognize the participants in the co-branding relationship.	Secondary
Regularly produce credible press releases for regional and national media supporting programs, events, and special occasions at Papago Park.	Secondary

## Meeting Community and Market Needs

### Goal

Improve the ability of Papago Park to meet the needs of the residents and visitors of Arizona’s Valley of the Sun in order to improve the positioning and overall visitation to the park.

### Strategy

Connect to the community through facilities and amenities that are aligned with public needs and interests.

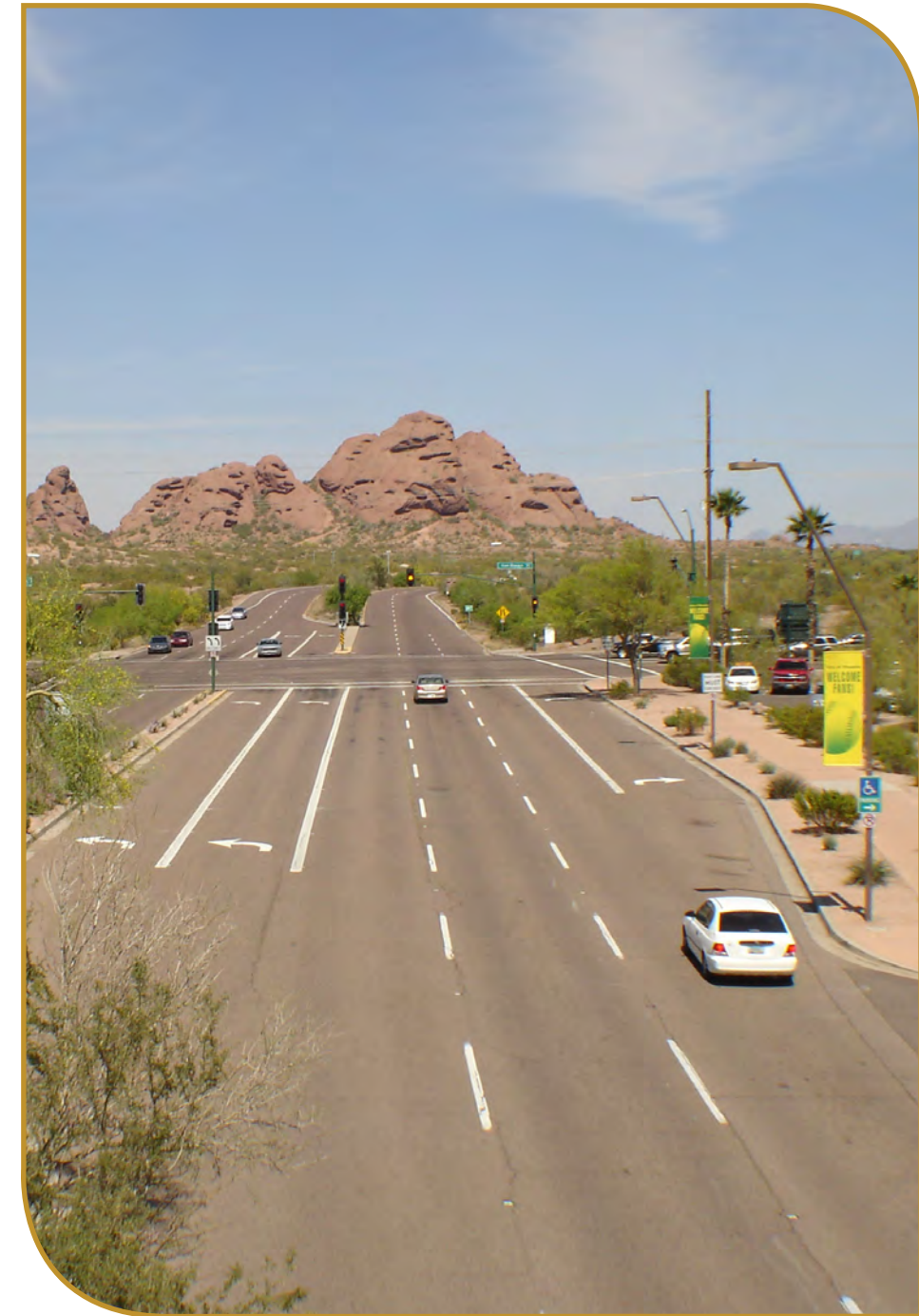
### Action Plan

Task	Recommended Priority
Maintain consistent research through post-hoc and intercept surveys with park visitors to obtain information on prevailing market needs and interests.	Primary
Enhance and develop kid-focused attractions that include one or more of the following amenity types: <ol style="list-style-type: none"> <li>Updated playgrounds</li> <li>Adventure/creative sport venues including mountain biking skill area, fishing pier, rock climbing boulders</li> </ol>	Secondary
Develop a strategically located visitor center that provides enrichment of the visitor experience through: <ol style="list-style-type: none"> <li>Interpretive and wayfinding signage</li> <li>Collaborative messaging on signage, exhibits, and displays</li> <li>Passive guidance as to the value of the park as a natural and cultural resource of the area</li> <li>State-of-the-art amenities that are low-impact to the environment and compliment both existing facilities and the natural surroundings</li> </ol>	Secondary
Identify/develop additional and improve existing trails throughout the park as needed that provide greater connectivity both to the park and within the park. Trails should be designated as to the authorized uses.	Secondary

### Additional Recommendations

The following specific recommendations are aligned with the action plan on the preceding page. These recommendations are not intended to represent all possible opportunities for Papago Park to improve the connection to market needs, but are intended to provide a framework from which additional recommendations can be enhanced and developed by the management team.

Recommendation	Location	Target Market
Updated playgrounds with shade structures	City of Phoenix Papago Park and City of Tempe Papago Park	Families with children; youth groups
Climbing/ bouldering skills area	City of Phoenix Papago Park and City of Tempe Papago Park	Adventure tourism, families, groups
Mountain bike skills area	City of Tempe Papago Park	Adventure tourism, mountain bike enthusiasts, special events
Wildlife viewing blinds	City of Phoenix Papago Park and City of Tempe Papago Park	Wildlife enthusiasts, families, youth groups



## FACILITY AND ASSET MANAGEMENT RECOMMENDATIONS

Gaining the prestige of being renowned as a Great American Park is heavily dependent on maintaining facilities and assets that are reflective of high quality design and standards of care. It is critical for Papago Park operators to coordinate standardized criteria in which to evaluate the condition of facilities and assets, identify facility improvement needs, and prioritize capital need and related appropriation requests. In addition, it is important to have standard methods for conducting both minor and major repair projects, tracking asset life cycles, and scheduling major capital replacement requirements. While the majority of facilities observed by the Consultant Team in this project featured facility and maintenance staff that had great pride in their work, the prevailing approach to facility maintenance is predominantly driven by the unique approach of each management entity (i.e. City of Phoenix, City of Tempe, Phoenix Zoo, Desert Botanical Gardens, etc.).

The key recommendations provided by the Consultant Team regarding facility management include:

1. Upgrade existing park and recreation infrastructure to modern standards as referenced previously in this report, including accessibility, sustainability, and efficient and optimal use of all park properties and recreation facilities.
2. Perform more thorough and consistent maintenance of parks and recreation facilities, and adopt customized park and recreation facility maintenance/management guidelines for Papago Park as a whole.
3. Enhance existing signature facilities that increase the image value and perception of Papago Park that will re-energize a sense of pride and notoriety.
4. Enhance and develop facilities and recreation programs that engage diverse age segments, and balance accessibility through programs and facilities for more diverse types of users at Papago Park.

### Upgrade Infrastructure

#### Goal

Improve the condition of Papago Park facilities and assets to reflect the standards of a high quality park, and support the initiative to be recognized as a Great American Park.

#### Strategy

Upgrade existing park and recreation infrastructure to modern standards, including accessibility, sustainability, and efficient and optimal use of all park properties and recreation facilities.

#### Action Plan

Task	Recommended Priority
Evaluate the relevant needs and rank each park amenity to its infrastructure appeal and use ability by each type of user to the parks system.	Primary
Establish where each amenity is in its life cycle and establish a replacement schedule.	Primary
Develop a reliable funding source to update park infrastructure.	Secondary
Track facility and asset inventory and conditions in a user-friendly database that assist the municipalities to project major facility needs.	Secondary

### Consistent Maintenance Practices

#### Goal

Perform more thorough and consistent maintenance of parks and recreation facilities throughout Papago Park as a whole.

#### Strategy

Enhance and develop standardized maintenance practices, expectations, and training to support Papago Park managing entities in performing a more consistent management of facilities and assets.

#### Action Plan

Task	Recommended Priority
Coordinate consistent minimum maintenance guidelines and frequency levels for each type of amenity based on established expectations of the visitors to the park and to meet customer service requirements for a well maintained park.	Primary
Train staff on maintenance guidelines and frequency levels for care to meet the expectations of the visitors to the park system.	Primary
Upgrade the amenities that have the highest level of use first to keep them well positioned in the market place.	Primary
Seek the local residents and user groups to engage in "clean up, fix up" events and days at least twice each year to keep the park in prime position to support a strong visitor base appeal.	Primary
Inspect maintenance guidelines on a weekly basis to achieve a 90% or greater compliance as it applies to customer satisfaction levels.	Primary
Seek outside foundation support to fund improvements for the park.	Secondary

## Enhance Signature Facilities

### Goal

Enhance existing signature facilities that increase the image value and perception of Papago Park that will re-energize a sense of pride and notoriety.

### Strategy

Identify the key signature facilities in the park that have current or potential operating success where improvements can result in increases in targeted use and subsequent value. Identify the improvements that will have the greatest impact of the visitor experience.

### Action Plan

Task	Recommended Priority
Establish an overall theme and identity for the park with updated lighting, signage, and landscaping.	Primary
Establish key amenities that will drive people of all ages to the park to include at least four quality experiences for each age group represented in the park.	Primary
Link all attractions to feel as if they are interconnected versus stand alone amenities with a program plan to link them together by trails, signs, programs, events, view sheds, and amenities.	Primary
Establish management zones in the park with different maintenance and operational guidelines for each zone based on the level of use it gets and what the park is trying to get users to use in the park.	Primary

\*Signature facilities are those elements of the park which enhance the visitor experience. These amenities can be either natural or man-made.

## Diverse Age Appeal

### Goal

Enhance and develop facilities and recreation programs that engage diverse age segments, and balance accessibility through programs and facilities for more diverse types of users at Papago Park.

### Strategy

Establish prevailing age segments in which facilities, programs and services will be targeted toward. These age segments usually are:

- 2 to 5 years
- 6 to 8 years
- 9 to 12 years
- 13 to 15 years
- 16 to 18 years
- 19 to 25 years
- 26 to 35 years
- 36 to 55 years
- 56 to 75 years
- 75+ years

### Action Plan

Task	Recommended Priority
Evaluate to ensure there are at least four amenities per age segment in Papago Park.	Secondary
Evaluate and remove any underperforming facilities with new updated amenities and attractions in the park.	Secondary
Seek outside funding for certain elements and amenities in the park such as playgrounds, shelters, adventure activity amenities, natural and cultural resource rehabilitation, and lake enhancements.	Secondary
Track key amenity trends and match to underserved audiences.	Secondary
Track all amenity use to reach at least 60% of capacity on weekends and 30% on weekdays.	Secondary

## ORGANIZATION AND OPERATIONS MANAGEMENT RECOMMENDATIONS

There are a number of recommendations in this report that are aligned with the renewed vision and mission of Papago Park becoming renowned as a Great American Park. The recommendations pertaining to organization and operations management that are addressed in this section are:

1. Enhance, develop and implement a deliberate initiative to improve collaborative management of the park.
2. Clarify performance expectations and performance management of Papago Park’s operational partners to include elements of park’s vision and mission, business and financial performance goals, natural and cultural resource management responsibilities and customer service goals.
3. Maintain regular and formal communication between all operational partners regarding current issues, management objectives, and adopted strategies.
4. Develop a sustainable partnership with an appropriate non-profit organization to leverage private sector funding to support programs and services, promotions and facility needs of Papago Park.

### Collaborative Management Structure

#### Goal

Improve the organizational management approach of Papago Park in setting and achieving the performance requirements to be renowned as a Great American Park

#### Strategy

Plan and implement the Management Roundtable consisting of representatives from each of the landowners in the park, on-site operational partners, and state and federal stakeholders.

#### Action Plan

Task	Recommended Priority
Establish a collaborative committee comprised of representatives from each of the land owners on-site should be formalized with designated membership (City of Tempe, City of Phoenix). An expanded sub-committee can be created to involve other operational partners.	Primary
Clarify expectations of a formalized collaborative committee comprised of representatives from each of the operating partners on-site to not extend beyond an advisory capacity.	Primary
Schedule meetings of the collaborative management committee to be regular, with a minimum frequency of every other month for the first year. Meeting frequency could be reduced to quarterly over time.	Primary

Task	Recommended Priority
<p>Organize meetings of the collaborative management committee to address topics and outcomes in the following key areas:</p> <ol style="list-style-type: none"> <li>a. <b>Goals and priorities</b> – clarify and update the goals and priorities of the collaborative management committee as needed to keep the committee productive and align with the vision/mission of the park</li> <li>b. <b>Programs and services</b> – coordinate planning and scheduling; interpretive planning and implementation; logistics support requirements</li> <li>c. <b>Facilities and assets</b> – facility and asset management issues; envision new facilities or assets under construction</li> <li>d. <b>Marketing and promotion</b> – coordinate marketing efforts including a Papago Park website</li> <li>e. <b>Infrastructure</b> – utilities and supporting infrastructure that needs repair or replacement; coordinate repair and replacement schedules where relevant; new infrastructure requirements and initiatives</li> <li>f. <b>Funding and fundraising</b> – coordinate efforts for raising funds for programs, services, facilities, amenities, and/or infrastructure requirements to meet the strategic objectives of each operational partner and the park as a whole</li> <li>g. <b>Other</b> – additional issues that arise where collaborative awareness or support creates opportunities</li> </ol>	Primary
Select leadership of the collaborative management committee should be elected from within the committee itself for a minimum of a one year term. Additional membership on the committee should be the result of committee consideration and approval.	Primary

## Performance Management

### Goal

Establish performance measurement and management for Papago Park operational partners including aligning and evaluating performance expectations to the vision, mission and goals of the park; clarify consistent procedures for identifying and addressing poor performance and improving overall accountability.

### Strategy

Clarify performance expectations and performance management of Papago Park operational partners to include elements of the park's vision and mission, business and financial performance goals, natural and cultural resource management responsibilities, and customer service goals.

### Action Plan

Task	Recommended Priority
Papago Park priorities in meeting the vision and mission, business and financial performance, natural and cultural resource management, and customer service should be established for 2010.	Primary
Implement regular communication regarding annual priorities with all operational partners of the park.	Primary
Revise the lease and use agreements with all leases and concessionaires to include an addendum that acknowledges the park's renewed vision and mission, business and financial performance goals, natural and cultural resource management responsibilities, and customer service goals.	Secondary

## Collaborative Communication

### Goal

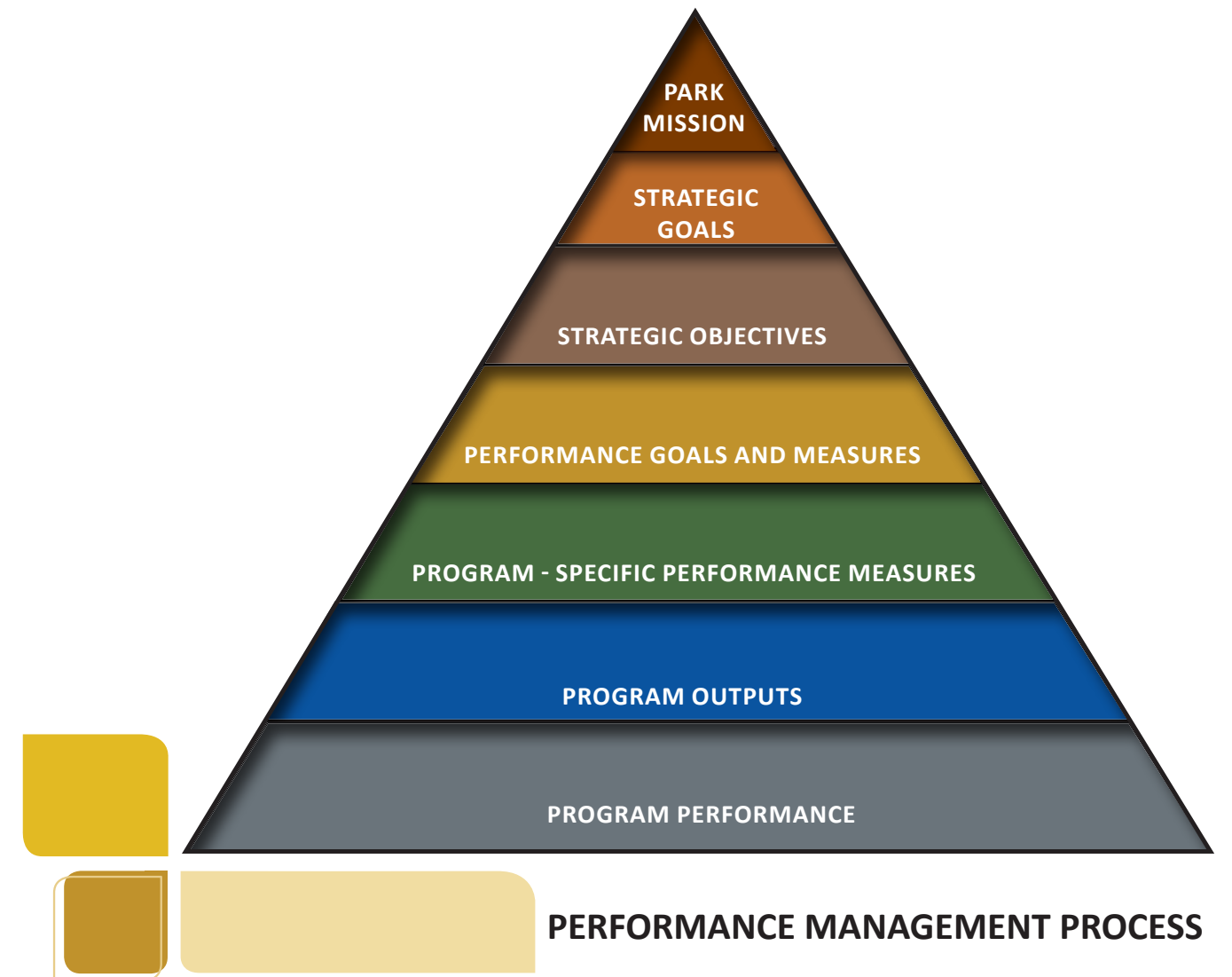
Maintain regular and formal communication between all Papago Park operational partners regarding current issues, management objectives and adopted strategies.

### Strategy

Establish communication forums that enable park staff and operational partners to stay engaged with coordinated issues.

### Action Plan

Task	Recommended Priority
Implement regular communication regarding annual priorities from each operational partners with performance monitoring each month reported mutually.	Primary
Establish a feedback loop for reporting outcomes of park and management team performance and outcomes from independent operational partner initiatives. This can include a combination of email reporting, internal website postings, or otherwise.	Primary
Audit the effectiveness of collaborative communication of the park's strategic goals and objectives.	Secondary



## Fund Development Partner

### Goal

Enhance and develop a sustainable partnership with an appropriate non-profit organization in Central Arizona to leverage private sector funding to support programs provided to under-served resident populations, resource stewardship initiatives and facility needs.

### Strategy

Approach the leadership of a non-profit organization to consider a strategic partnership that improves the ability of Papago Park to provide quality parks and recreation services and opportunities to all sectors of the resident and visitor populations of the region.

### Action Plan

Task	Recommended Priority
Approach the leadership of a non-profit organization to consider partnering with Papago Park operational partners for purposes of enhancing programs and services provided to underserved populations within the region.	Secondary
Enhance and develop a program that “capsulizes” a goal for serving underserved populations within the region with programs and services, rehabilitating natural and cultural resources, and facility needs aligned with the vision, mission and core values of Papago Park.	Secondary
Establish the true annual cost of service of providing the programs and initiative identified above.	Secondary
Establish an annual goal for private sector fundraising to support the program goals and objectives.	Secondary
Organize and support planning and facilitation of fundraising that leverage private sector funding for specific programs that provide services to underserved populations.	Secondary
Organize and facilitate a Papago Park Expo each year that provides vendor opportunities, promotional information for the park and its key destinations, natural and cultural resource stewardship information, and participation opportunities for attendees in recreational activities such as fishing, natural science, and/or cultural history activities. Associated with this event should be a reception dinner and silent auction that benefits the non-profit partner in its fundraising efforts.	Secondary

## FINANCIAL AND REVENUE STRATEGIES

*“Building financial and revenue capacity” means leveraging human and fiscal resources, processes, procedures, communications, and mind-sets to focus in a coordinated funding strategy for implementing the Papago Park Regional Master Plan to create the next Great American Park”*

Building financial and revenue capacity to manage and evolve Papago Park is essential to achieving the vision for the next “Great American Park”. Partnerships between governmental agencies, non-profit organizations, institutions, businesses, citizens groups and others are essential to building financial and revenue capacity to support the needs of Papago Park now and for future generations. This section of the Master Plan outlines steps that the municipalities and institutions involved in managing components of the Papago Park Regional Master Plan might consider to build the financial and revenue capacity needed to implement the Master Plan’s vision and ultimately continue to contribute to Papago Park’s ability to be one of the great icons in the Phoenix market area.

Currently each of the cities involved in Papago Park collect various forms of revenues from golf, land leases, facility rentals and events. Surprisingly, none of these dollars are directly dedicated to an overall Papago Park operational or capital budget, but are re-deposited into each respective city’s general fund to be re-requested each year through the budget process to help support the park’s overall needs. In addition there is little effort between the municipality landowners of the park to coordinate and align user fees and charges in a more systematic or philosophical manner that creates added value for making capital improvements and for supporting operational expenses. In discussion with staff there is not one overall budget for the park, but pieces of budgets from various sources that contribute to making the park work and operate in the best manner possible. In cases where multiple best practice agencies are involved in managing a regional asset like Papago Park, they tend to all contribute dollars to leverage and maximize each other’s investments, creating an overall budget for the park. This helps to reinforce a mindset of “park first, city second, and institution third” that can leverage respective public resources with the private sector and individual contributors who see the park as a valued treasure. This also creates a sense of a shared economy to maximize the park’s economic, historical, natural desert and recreational value, versus each contributing what they can to make their portion of the park work as an individual unit. In these tough economic times re-thinking how to make the operation and capital needs of Papago Park work more in tandem and close coordination is an opportunity worth considering between the cities, institutions, Salt River Pima-Maricopa Indian Community and other stakeholder groups.

The recommendations contained herein have been vetted with staff of each municipality and are organized into six primary areas of focus:

1. Improving municipal coordination
2. Maximizing community resources
3. New and probable funding sources for capital improvement
4. Probable areas for improving revenue capture
5. New and probable private funding sources
6. Key support tactics for operational labor costs



### Improving Municipal Coordination

The primary outcome from improving municipal coordination is aimed to build financial and revenue capacity and to manage and evolve the park to its highest level of value to the community, while protecting the natural and historic resources on site.

**Action Recommendations:**

- Address Papago Park as a priority with the cities involved in managing the park operations, management and planning
- Implement the recommendations in the Strategic Plan to improve external departmental coordination relative to management of Papago Park
- Consider developing a coordinated budget for capital and operational costs for Papago Park and identify how each city, agency, institution, contracted group or partner can contribute to its overall needs.

### Maximizing Community Resources

Sustainable sources of funding and other resources are essential to implement the Regional Master Plan for Papago Park. In the past, the cities involved in managing Papago Park have relied on inconsistent levels of general and private funds to fund the park’s needs to achieve “best-in-class” park management for Papago Park. The key for the future of implementing the Papago Park Master Plan is to diversify sources of funding and other resources to accomplish the initiatives identified in this master plan. These revenues sources need to be committed to on a long-term basis to assure a continuing income stream to grow and manage Papago Park for the future.

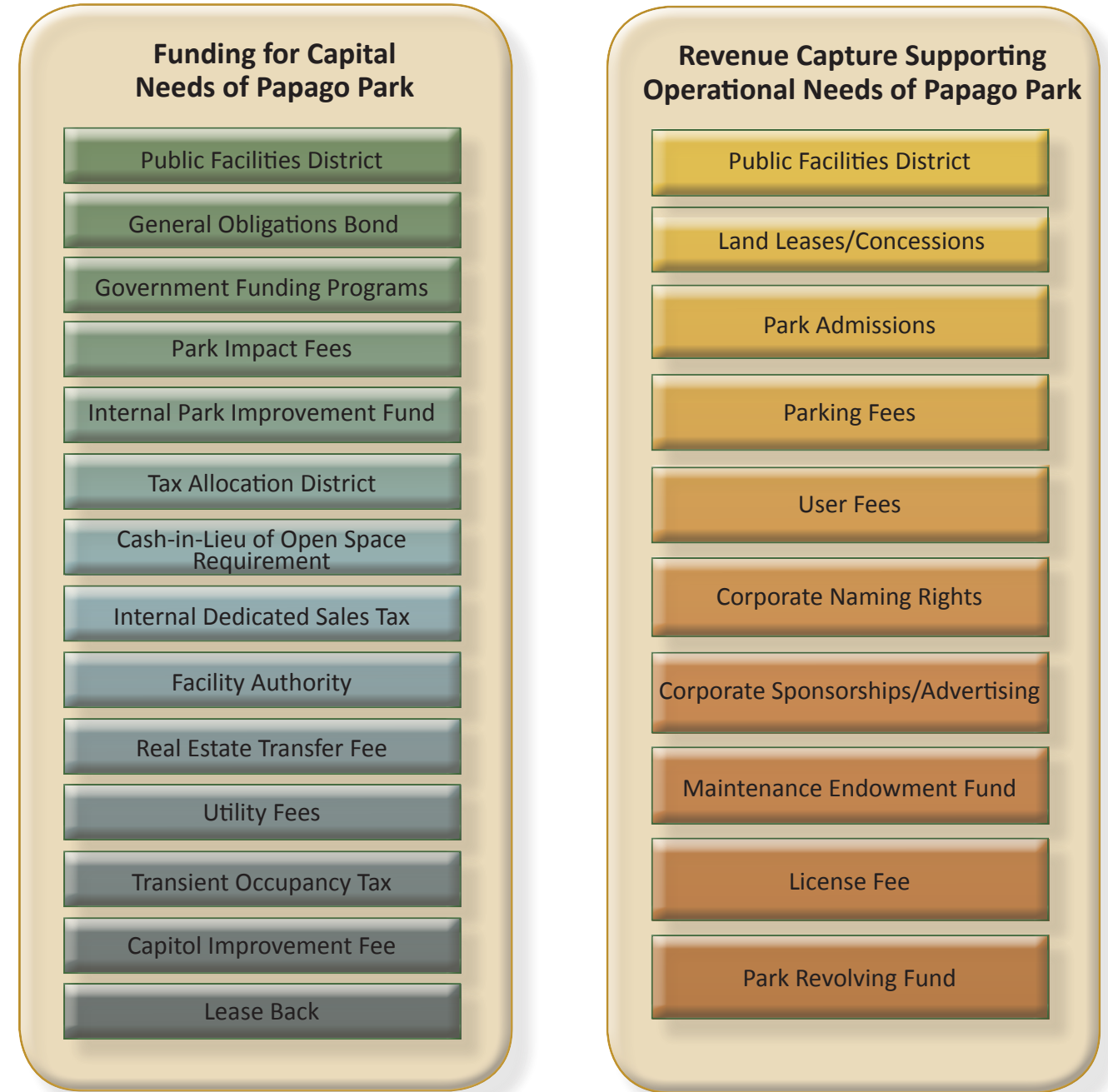
At the present time, revenue generated by the various city parks systems is returned to the respective city’s general fund rather than invested back into the Papago Park through a dedicated fund. This serves as a disincentive to create more entrepreneurial approaches to managing facilities and programs by managers of the park. The non-profits operating on-site are allowed to keep their dollars in their respective institutions they manage but the cities are not able to do the same. As an alternative, user fees and other earned income could be directed to a dedicated revenue fund for Papago Park; for example, a maintenance endowment fund used for the parks maintenance requirements which need to occur for the park to work as efficiently as possible to obtain financial sustainability.

The following text describes a wide variety of sources of funding and other resources that can be used for acquisition, development, and/or maintenance of Papago Park.

The revenue potential of specific funding sources can vary widely based on local circumstances. More detailed analysis will be required to define the specific levels of funding that would be generated by individual sources for the park. As a next step, the cities involved and the non-profit institutions should review the list of funding options in relation to its financial value system and other considerations to identify the best potential candidates. Those sources can then be evaluated in more detail to determine the level of funding they would yield, if pursued aggressively. The goal is to develop a “package” of diversified funding sources to support Papago Park’s acquisition, development and maintenance needs.

The cities and institutions involved should establish a set of guiding principles for funding the development and management of the existing and future facilities identified through the master plan process and incorporate into the management of the park as a whole, not necessarily based on each jurisdiction capability or institutions capability to help finance the park, if the partners truly want this park to be the “Great American Park” it can be. The key concerns expressed by city staff members, were how to keep the fairness in the resources provided by each municipality to the park and how to manage existing contracts against an overall budget goal. These are legitimate issues that need to be measured against in this Strategic Plan process for the park. An overall Business Plan for the park and institutions should be required that examines the total cost of operations based on agreed to maintenance and operation standards to achieve the vision outlined in the Master Plan. A coordinated strategy for fund raising efforts by the various institutions should be managed in a very orchestrated manner so institutions and the park itself does not compete for resources from the community.

The matrix to the right quickly summarizes each of the funding and revenue recommendations detailed in the following sections of this report. These are distinguished by their area of focus on either the capital or operational needs of Papago Park.





## New And Probable Funding Sources For Capital Improvement

**Public Facilities District:** Public Facilities Districts (PFD's) are municipal corporations created by a city, county or several cities that are connected by mutual boundaries and can create a Public Facilities District by ordinance or resolution to develop and operate regional parks or attractions in an area that they all benefit from financially. The cities can impose non-voted sales tax, voted sales tax, parking tax and admissions tax. PFD's can issue tax-exempt or taxable bonds, either general obligation bonds or as revenue bonds. The cities involved can contribute a set amount of general fund dollars to the Public Facilities District to help it operate in a sustainable manner as well. Tempe and Phoenix have established the Public Facilities District back in the 80's to operate Papago Park, however the use of the district has not been pursued. The City of Dallas has used this approach to managing Fair Park which hosts the Cotton Bowl, Texas State Fair and 12 cultural institutions operating in Fair Park to support the needs of the park with all partners contributing to the budget of the park.

**General Obligation Bond:** A general obligation bond is a municipal bond secured by a taxing authority or multiple taxing authorities to improve a public asset that benefits the municipal agencies involved that oversee the park.

**Governmental Funding Programs:** A variety of funding sources are available from federal and state government for Papago Park-related projects. For example, the Land and Water Conservation Fund provide funds to state and local governments to acquire, develop, and improve outdoor recreation areas. Federal Community Development Block Grant (CDBG) funds are used to support open space related improvements. Transportation enhancement funds available through SAFETELU, the current federal transportation bill, can be used for trail and related greenspace development. Americorps grants can be used to fund support for park maintenance. Each of these grant programs would score well if the various cities and institutions worked together in applying for the grants to support operational and capital needs.

**Park Impact Fees:** These fees are attached to the cost of new residential development that benefit from the park based on the square footage or number of bedrooms per unit, as well as, businesses who benefit from a park to generate funds for park acquisition and development. Impact fees typically range from as low of \$500 dollars per unit to a high of \$9,000 dollars per unit or on a square footage basis for homes and/or businesses and should be periodically updated to address market rates and land values. This funding source could be used for improvement in a 5-10 mile radius of the park. Other municipalities that benefit from the park in terms of higher property values could also impose the impact fee to help support the park.

**Internal Park Improvement Fund:** This funding source is created from a percentage of the overall park admissions to attractions or events in the park and would allow a percentage, usually in the 3-5% of gross revenues, as a tax be dedicate to the park for capital improvements.

**Tax Allocation District:** Commonly used for financing redevelopment projects. A Tax Allocation District (TAD) involves the issuance of tax-exempt bonds to pay front-end infrastructure and eligible development costs in partnership with private developers. As redevelopment occurs in the district, the "tax increment" resulting from redevelopment projects is used to retire the debt issued to fund the eligible redevelopment costs. The public portion of the redevelopment project funds itself using the additional taxes generated by the project. TADs can be used to fund park improvements and development as an essential infrastructure cost. The east side of the park appears to be a good candidate for using this funding source before new development occurs.

**Cash-in-Lieu of Open Space Requirement:** Ordinances requiring the dedication of open space within developments to meet the park and recreation needs of the new residents often have provisions allowing cash contribution to substitute for the land requirement. The proceeds could be applied to a park off-site that serves the needs of the development for which Papago Park would qualify. This funding source would apply to a city like Tempe that is built out.

**Internal Dedicated Sales Tax:** A dedicated sales tax has been used by many cities as a funding tool for capital improvements from the sale of merchandise and concessions to be used for capital improvements or to support operational needs.

**Facility Authority:** A Facility Authority is sometimes used by park and recreation agencies to improve a specific park or develop a specific improvement such as a stadium, large recreation center, large aquatic center or sports venue for competitive events.

Repayment of bonds to fund the project usually comes from sales taxes. Currently, the golf courses in Papago Park have been set up under a private facility authority to manage their operations and improve the golf courses. A Facility Authority could oversee Phoenix Municipal Stadium and the sports fields in Papago Park, if appropriate.

**Real Estate Transfer Fee:** This relatively new form of funding is being used by a number of cities and states to acquire and develop park land especially in built out communities. The money is generated by the transfer of real estate from one owner to another owner, with the municipality retaining a percentage of the value of the property (typically one-half percent) as a tax at the time of sale. The proceeds can be dedicated to acquiring land or for improving parks that benefit the property sold. Use of this funding source would require state legislature approval based on staff discussions with the Consulting Team. The transfer tax can be made city-wide and improve all parks.

**Utility Fee:** Utility fees have been used to support parks in the form of utility companies supporting a park from utility easements, storm water runoff and paying for development rights below the ground. This funding source is derived from fees on property owners based on measures, such as, the amount of impervious surfacing, as well as, fees from utility companies having access through the park. It is used by many cities to acquire and develop greenways and other open space resources that provide improvements in the park. Improvements can include trails, drainage areas and retention ponds that serve multiple purposes such as; recreation, environmental protection and stormwater management. This could be a source for the utilities to make a contribution to support the park in the future.

**Transient Occupancy Tax:** This funding source is used by many cities to fund improvements to parks from hotels, that benefit from the park in the way of the events held in the park, such as, spring training, sports tournaments and various competition running or biking events, as well as, from special events. The hotels who benefit from Papago Park activities that surround the park within a five mile radius could participate in supporting the park through the transient occupancy tax. The tax could only be on during the peak season of activity in the park. Development of park-related improvements that continue to benefit the hotels could be made so they will always benefit from the park. Transient occupancy taxes are typically set at 3-5% on the value of a hotel room and can be dedicated for park land improvement purposes. Because of the value that Papago Park provides in the way of events, sports, entertainment and cultural events; hotels in the area that benefit could be set up with a portion of their occupancy funds going to Papago Park to support special events and activities where people will stay overnight.

**Capital Improvement Fee:** A Capital Improvement Fee can be added to an admission fee to a recreation facility or park attraction to help pay back the cost of developing the facility or attraction. This fee is usually applied to golf courses, aquatic facilities, recreation centers, amphitheaters and special use facilities, such as, sports complexes. The funds generated can be used either to pay back the cost of the capital improvement or the revenue bond that was used to develop the facility.

**Lease Back:** Lease backs are a source of capital funding in which a private sector entity such as a development company buys the land or leases the park land and develops a facility such as a park, recreation attraction, recreation center, pool or sports complex; and leases the facility back to the municipality to pay off the capital costs over a 30 to 40 year period. This approach takes advantage of the efficiencies of private sector development while relieving the burden on the municipality to raise upfront capital funds. Millennium Park parking garage that sits under Millennium Park was leased to a private company who built the parking garage and the park in exchange for the parking rights below the ground.

## Probable Areas For Improving Revenue Capture

**Land Leases/Concessions:** Land leases and concessions are public/private partnerships in which the municipality provides land or space for private commercial operations that enhance the park and recreational experience in exchange for payments to help reduce operating costs. They can range from vending machines to food service operations to golf courses. The park could use this source for operating revenues.



**Admission to the Park:** Many of the Great American Parks in the United States have admission fees on a per car, per bike and per person basis that is used to help support operational costs. Car costs range from \$3 to \$5 a car and \$2 dollars a bicycle or \$2 dollars a person.

**Parking Fee:** The Great American Parks that don't charge an admission fee often will charge a parking fee when people park either to access the park or to go to an activity. Parking rates range from \$2 to \$3 dollars an hour.

**User Fees:** User fees are fees paid by a user of recreational facilities or programs to offset the costs of services provided by the various municipalities operating in the park currently, but the fees are not consistently applied in the pricing of services. The fees charged by Tempe and Phoenix could be based on cost recovery goals for the park as a whole that could be agreed to by both agencies and/or based on the level of exclusivity the user receives compared to the general taxpayer.

**Corporate Naming Rights:** In this arrangement, corporations invest in the right to name an event, facility or product within a park in exchange for an annual fee, typically over a ten-year period. The cost of the naming right is based on the impression points the facility or event will receive from the newspapers, TV, websites and visitors or users to the park. Naming rights for park facilities are typically attached to sports complexes, amphitheaters, recreation centers, aquatic facilities, stadiums and events. Currently, the City of Phoenix is evaluating the costs of various amenities and events provided in the park for corporate naming opportunities.

**Corporate Sponsorships:** Corporations can also underwrite a portion or all of the cost of an event, program or activity based on their name being associated with the service. Sponsorships typically are title sponsors, presenting sponsors, associate sponsors, product sponsors or in-kind sponsors. Many cities seek corporate support for these types of activities and Papago Park has many events and attractions that could be supported by corporate sponsorships. Coordination of sponsorships between the two cities, Phoenix and Tempe, and the various institutions in the park will need to be developed in a joint manner.

**Maintenance Endowment Fund:** This is a fund dedicated exclusively for a park's maintenance, funded by a percentage of user fees from programs, events and rentals.

**License Fee for Papago Park:** License Papago Park so that any retail operations, making money off of the park or name, pay a 15% surcharge on the gross amount back to the park for the rights to sell goods or products in or outside the park (this includes air rights). People or business types would include photographers, caterers, t-shirt suppliers or anybody using Papago Park's name or images for private gain. Universities have made a large amount of money off license fees.

**Park Revolving Fund:** This is a dedicated fund to be used for park purposes only and is replenished on an ongoing basis from various funding sources such as grants, sponsorships, advertising, program user fees and rental fees within the park. The cities involved could establish a revolving fund supported by one or more sources identified in this section and managed by the Round Table of Providers to support the needs of Papago Park.

## **New And Probable Private Funding Sources**

**Business/Citizen Donations:** Individual donations from corporations and citizens can be sought to support Papago Park for various improvements and amenities.

**Public Private Partnerships:** Public Private Partnerships are a cooperative agreement between public and private sectors. This involves the direct investment of public dollars in private enterprises to stimulate business development and thereby creating jobs and deepening the local tax base. They include the issuance of industrial revenue bonds, providing tax exempt financing for private capital expenditures on publicly owned land. Many amphitheater performing arts complexes are financed under this arrangement. This has some application to Papago Park in the future.

**Private Foundation Funds:** Nonprofit community foundations can be strong sources of support for parks and open space. Papago Park is a prime candidate for foundation support for a variety of attractions in the park and events.

**Nonprofit Organizations:** Nonprofit organizations can provide support for greenspace and parks in various ways. Examples include:

- **Conservancy or Friends Organization:** This type of nonprofit is devoted to supporting a specific park. The Piedmont Park Conservancy, Central Park Conservancy in New York and Hermann Park Conservancy in Houston have all contributed greatly to these parks in private dollars. These Park Conservancy's are a major funding source for all of the "Great American Parks" in the United States and should be considered for Papago Park.
- **Land Trust:** Land trusts are non-profits focused on greenspace preservation. The Trust for Public Land and Conservation Fund help to facilitate open space acquisition by the cities involved but do not own land and easements outright.
- **Parks Foundation:** Established to support system-wide parks and recreation needs, park foundations have helped many cities across the nation to acquire land and develop parks. Papago Park needs a major foundation to help in its funding needs.
- **Greenway Foundations:** Greenway Foundations focus on developing and maintaining trails and green corridors on a citywide basis. Cities seek land leases along their trails as a funding source, in addition to selling miles of trails to community corporations and non-profits which could be established in Papago Park. The development rights along the trails can also be sold to local utilities for water, sewer, fiber optic and cable lines on a per mile basis to support development and management of these corridors.
- **Gifts to Share:** This approach is used in the form of a nonprofit that solicits donations for park improvement projects.

## **Key Support Tactics For Operational Labor Costs**

**Adopt-an-Area of the Park:** In this approach, local neighborhood groups or businesses make a volunteer commitment to maintaining a specific area of a park. Adopt-an-Area of the Park arrangements are particularly well-suited for a park like Papago Park.

**Adopt-a-Trail:** This is similar to Adopt-a-Park but involves sponsorship of a segment of a trail (e.g., one mile) for maintenance purposes.

**Community Service Workers:** Community Service Workers are assigned by the court to pay off some of their sentence through maintenance activities in parks, such as, picking up litter, removing graffiti and assisting in painting or fix up activities. Most workers are assigned 30 to 60 hours of work.





## CONCLUSION

The Papago Park Regional Master Plan marks a milestone in the history and development of the park – the Salt River Pima-Maricopa Indian Community and the cities of Tempe, Phoenix and Scottsdale came together to develop a long range vision for the future development and management of the park. This framework Regional Master Plan was designed to address the major issues facing the park that affect not only the delicate desert environment, cultural and biological resources, but public enjoyment of the park as well. Papago Park has had a long history as a “go anywhere” park. These accepted patterns of use have endangered one of the Valley of the Sun’s precious jewels. Through this intensive use, the park is literally being “loved to death”. The tools in this master plan will help “love it back to life” with consistency and careful thought. The lack of an existing holistic management approach has made it nearly impossible for the operational partners to successfully manage the park’s resources. The purpose of this master plan is to develop a shared set of objectives, guidelines and goals that meet the needs of the park and have the strength and clarity to direct protection efforts, growth and change appropriately. The vision and mission statements will provide the guidance to measure future decisions that affect the park.

These objectives, guidelines and goals were developed from a process that examined past master plans, encouraged public involvement through use of a website and public workshops, interviews of stakeholders and focus groups, input from staff, ad hoc and executive committees. This strategically planned program provides a flexible, yet foundational plan or “road map”, for future decision making to streamline the process and assist in implementation. While this master plan and its many parts have the ability to provide all the tools required to make Papago Park a Great American Park, it is only as good as the plan’s enforcement. One without the

other will not support the vision and mission set forth in this master plan. Therefore the management of the park will play a large role in the success of the parks identity, connectivity and education. As stated in the beginning of this plan, the most notable finding of the Consultant Team is that all of the right ingredients are already present for Papago Park to reach the status of a Great American Park.

The intention of the following recommendations is to provide a master plan that will promote the park along with its many assets, reinforce the connectivity within the park and its surrounding areas and to provide educational opportunities within the park through interpretive messages that celebrate the cultural, historical, archaeological and ecological qualities unique to Papago Park. The key recommendations of this plan are:

### **Improved Collaborative Management**

Operating entities on-site can work together more closely to manage all of Papago Park in a more unified, strategic direction.

### **Link Existing Signature Amenities**

Papago Park already contains some vital ingredients to be a Great American Park, but is not getting credit for these signature amenities being a part of the park.

### **Cooperative Branding and Messaging**

Papago Park and its operating partners can retain their individual distinction while engaging in a co-branding campaign that features standard messages which provides residents and visitors to Central Arizona a greater sense of the importance of the park to the region.

### **Strengthen Sense of Place**

There are a multitude of detail-oriented projects that can dramatically strengthen the sense of place at Papago Park including arrival signage, orientation kiosks

and consistency of design and operating standards for amenities and assets within the park.

### **Upgrade Infrastructure**

There are numerous examples of aged infrastructure within the park that detract and wither the operating potential of amenities on-site or the visitor experience. These include everything from utilities, parking, shade and connectivity.

### **Progressive Management Techniques**

The unique environment and operating circumstances of Papago Park provide opportunities for progressive management techniques that can improve the best practices of the managing entities, as well as, preserve the integrity of the natural, cultural and historic resources of the site and the visitor experience. This includes establishing distinctive management zones, maintaining a collaborative management “roundtable”, developing and maintaining a unified website and marketing initiative for the park as a whole and collectively pursuing national awards and recognition for Papago Park.

### **Visitor Center**

The concept of a strategically located visitor center is one that can provide the value-added aspects to the visitor experience and the important messaging and interpretation of the natural and cultural significance of the park and the Sonoran Desert without encumbering either municipality with unrealistic operational funding requirements.

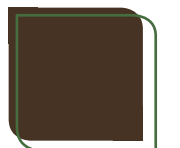
Each recommendation or area of focus is important, but more than that, the strategic approach of their interconnection is what will enhance and reinforce the others to create a truly comprehensive plan for Papago Park that will protect, preserve and enhance the physical, social, recreational and cultural resources the park provides to the region.

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## MAPS AND PLANS

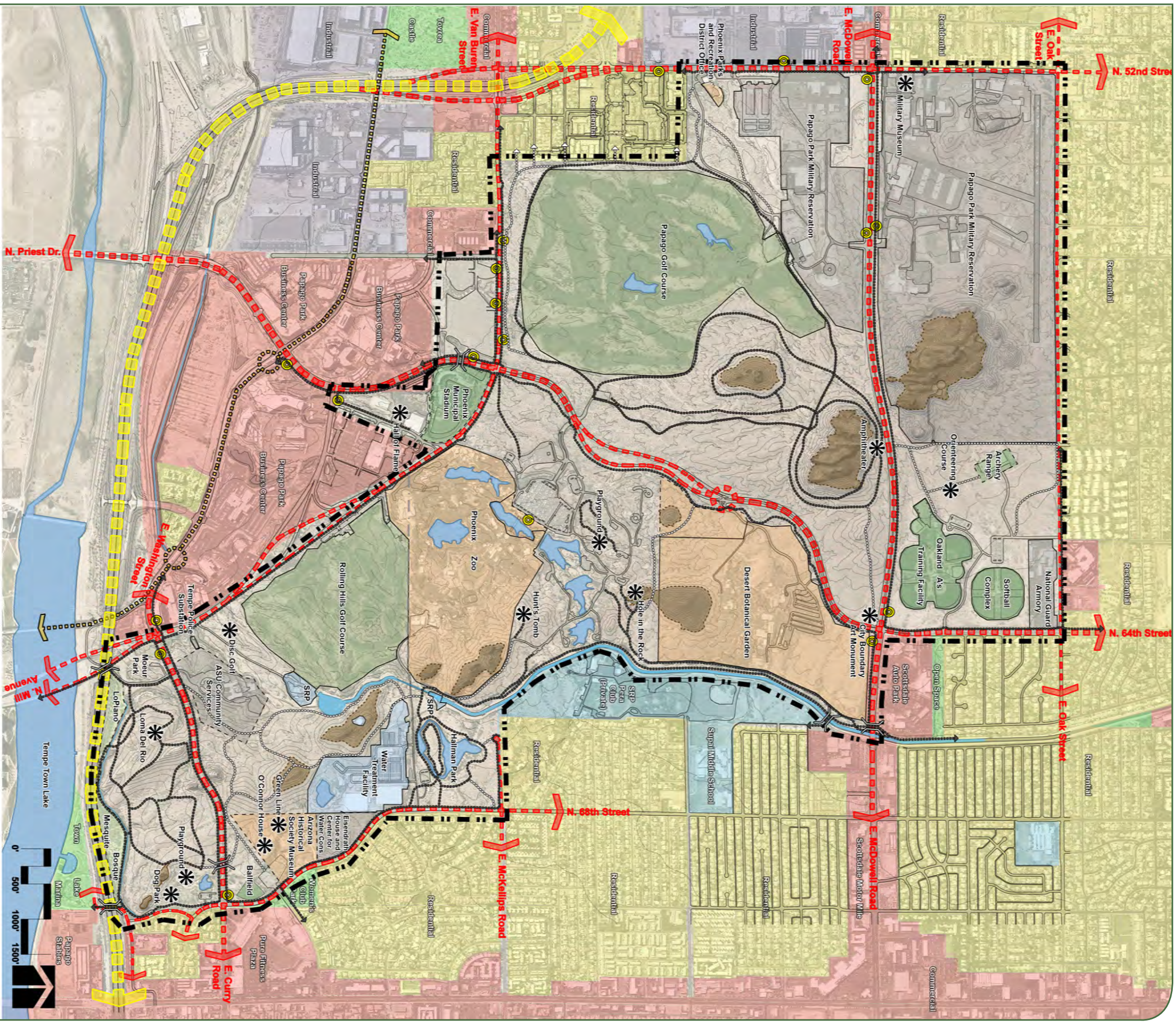
### Aerial Photo



MAPS AND PLANS

Site Context Graphic





General	Land Use	Transportation	Pedestrian	Facilities
<ul style="list-style-type: none"> <li>Project Boundary</li> <li>Tempe-Phoenix Boundary Line</li> <li>Canal</li> <li>Butte/ Steep Slope</li> <li>Lake/ Pond</li> </ul>	<ul style="list-style-type: none"> <li>Residential</li> <li>Commercial/ Retail</li> <li>Industrial</li> <li>Educational/ Social</li> </ul>	<ul style="list-style-type: none"> <li>202 Red Mountain Freeway</li> <li>Primary Roadway</li> <li>Light Rail Line</li> <li>Light Rail Station</li> <li>Bus Stop</li> </ul>	<ul style="list-style-type: none"> <li>Designated Trail (Hike, Bike, Stidewalk)</li> <li>Non-Designated Trail (Hike, Bike)</li> <li>Pedestrian Bridge or Tunnel</li> </ul>	<ul style="list-style-type: none"> <li>Facility enclosed by Wall or Fence</li> <li>Facility open to Pedestrian Traffic</li> <li>Attraction/ Point of Interest</li> </ul>

# MAPS AND PLANS

## Existing Conditions Graphic



**LEGEND**

**Management Zones**

- Protected Park**
  - Restrictions for new development
  - Designator maintain official trail system
  - Provide trail maps, delineators, markers
  - Revegetate/restore disturbed areas (e.g., spider trails)
  - Enhance interpretive media through signage, maps, etc.
  - Investigate legal 'preserve' designation
- Developed Desert Park**
  - Use best practices to restore/enhance natural resources
  - Designator maintain trails where appropriate
  - Concentrated recreational use with limited facilities
  - Adaptive reuse of buildings/ structures
  - Enhance interpretive media through signage, maps, etc.
  - Control/prevent unauthorized uses (e.g., dumping)
  - Utility and infrastructure right-of-ways

- Riparian/Aquatic**
  - Remove/replace non-native plants
  - Plant native shade trees around lagoons to replace palm trees overtime
  - Reserve desert riparian scrub along washes
  - Control/prevent unauthorized uses (e.g., dumping)
  - Control/prevent unauthorized uses (e.g., dumping)
  - Enhance interpretive media through signage, maps, etc.
- Developed Non-Desert Park**
  - Remove/replace trees and grass areas
  - Avoid heavy machinery plants
  - Control/prevent unauthorized uses (e.g., dumping)
  - Use native species for future plantings
  - Enhance interpretive media through signage, maps, etc.

- Enterprise**
  - Protect remaining desert areas consistent with facility management plans
  - Use native species as feasible
  - Control/prevent unauthorized uses (e.g., dumping)
  - Enhance interpretive media through signage, maps, etc.
  - Conform to park design theme and character
  - Regulate development to current boundaries

**Identity**

- Major Monument**
  - Located at park's main entries
- Minor Monument**
  - Located at park's secondary entries
- Boundary Marker**
  - Located at select locations at park's perimeter
- Park Identity Markers**
  - Located at select locations at park's major destination entries

**Wayfinding**

- Off-site Vehicular Directional**
  - Located at surrounding major thoroughfares, freeways
- On-site Vehicular Directional**
  - Located on park thoroughfares
- Off-site Pedestrian Directional**
  - Located at surrounding light-rail stops
- Trail Markers**
  - Located along trails to indicate direction, mileage and trail name
  - Locations not shown on this map.

**Connectivity**

- Non-Paved Trail**
  - Clearly Designated Trail System
  - Elimination of Spider Trails
  - Enforce Consistent Use and Maintenance Policies
- Paved Trail**
  - Clearly Designated Trail System
  - ADA Accessibility where Feasible
- Safe Pedestrian Crossing**
  - New Grade Separated Crossings
  - New Signalized Crossings
  - Renovate Existing Bridges/Tunnels

**Kiosks**

- Park General**
  - Located at park's historic, cultural, and where pedestrian traffic is high

**Educational | Interpretive**

- Located at park's historic, cultural, and geographic features

**Recreational | Trail Head**

- Located at park's trail heads



**MAPS AND PLANS**



**Final Master Plan**

## OPINION OF PROBABLE COST

Preservation, Protection, and Restoration	Projected Cost Range
<b>Improvements:</b>	
Restore, historic architectural resources	TBD
Repair, and maintain any historic architectural resources	TBD
Preserve and protect archaeological sites eligible for the National Register of Historic Places	TBD
Provide cultural resource sensitivity training to key park staff	TBD
Develop interpretive materials for cultural resources	\$50,000-\$75,000
Enhance plant and wildlife diversity through use of native species	TBD
Restore tamarisk-dominated areas with native trees and shrubs	TBD
Implement a program to control invasive plant species	TBD
Use native plantings to restore disturbed areas	\$1,000,000-\$2,000,000
Consider measures to improve/protect habitat for fish	TBD
Install interpretive signage explaining biological and cultural resources	TBD
Incorporate interpretive exhibits/displays	\$100,000-\$250,000

Identity/Communication	Projected Cost Range
<b>Improvements:</b>	
Install identity components at major park entries	\$1,000,000-\$2,000,000
Install identity components at minor park entries	\$1,000,000-\$2,000,000
Install identity components along the park perimeter	\$250,000-\$750,000
Install identity components at destination entries	\$250,000-\$500,000
Install wayfinding vehicular components at off-site locations	\$100,000-\$250,000
Install wayfinding vehicular components at on-site locations	\$100,000-\$250,000

Identity/Communication	Projected Cost Range
<b>Improvements:</b>	
Install wayfinding pedestrian components at off-site locations.	\$100,000-\$250,000
Install wayfinding trail components	\$100,000-\$250,000
Install general kiosks	\$250,000-\$500,000
Install educational/ interpretive kiosks	\$200,000-\$400,000
Install recreational kiosks	\$200,000-\$400,000
Produce an overall park and trails map	\$50,000-\$75,000
Install interpretive signage	TBD
Incorporate interpretive exhibits/displays	\$100,000-\$250,000

Trails/ Connectivity	Projected Cost Range
<b>Improvements:</b>	
Clearly delineate trails	\$200,000-\$500,000
Eliminate undesigned "spider" trails	\$750,000-\$1,000,000
Create and implement consistent trail standards	TBD
Install trail and pedestrian wayfinding signage components	\$100,000-\$250,000
Construct grade-separated crossings	\$1,000,000-\$2,000,000
Link the park to the light rail stations via shuttle and pedestrian connections	\$100,000-\$250,000



Infrastructure	Projected Cost Range
<b>Improvements:</b>	
Upgrade existing utilities and infrastructure	\$3,000,000- \$5,000,000
Investigate offsite parking partnerships	TBD
Construct a visitor's/ interpretive center and area.	\$5,000,000- \$7,000,000
Investigate off-site partnership opportunities for regional visitor/ education center	TBD
Construct grade separated crossings	\$3,000,000- \$5,000,000
Increase shade at playgrounds and trails	\$500,000- \$1,000,000
Establish a Papago Park shuttle and route	TBD
Upgrade existing lighting	\$1,000,000- \$3,000,000
Create a mountain bike skills area	\$500,000- \$1,000,000
Renovate and upgrade existing park amenities	\$1,000,000- \$3,000,000

Strategic	Projected Cost Range
<b>Improvements:</b>	
Seek out volunteer groups to help repair or clean up the park	TBD
Establish a collaborative management committee	TBD
Develop and maintain an overall park website	\$25,000- \$75,000
Establish consistent management zone practices	TBD
Manage to control/prevent unauthorized uses	TBD
Establish operations standards	TBD
Establish development and renovations standards	TBD
Establish core programs, services and partnerships	TBD
Establish a holistic marketing and communications plan	\$500,000- \$750,000
Research and develop reliable funding sources	TBD

**Note:**

*Projected costs are representative of 2009 dollars and are intended to be used as an order of magnitude only. They are not intended to be detailed estimates due to the framework nature of the master plan. Actual costs may vary as they are affected by means, methods and other economic forces.*

