

DRAFT FINAL REPORT

A large, semi-transparent blue-tinted background image showing a river flowing through a wooded area with a wooden bridge crossing it. The foreground is a grassy slope.

Steamboat Springs Parks and Recreation Master Plan



October 2008

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I. Executive Summary of Key Findings

INTRODUCTION

The citizens of Steamboat Springs place high value in their parks, recreation facilities, and programs. They recognize the importance of these services as an enhancement to the quality of life of the community. This commitment is embodied in the City's strong parks and recreation system with unique facilities such as Howelsen Hill Park, Ice Arena, and the Yampa River. Propelled by the vision of the Parks, Open Space, and Recreational Services Department, significant progress has been made in providing services over the years. While Steamboat Springs can celebrate its parks and recreation programs and facilities, the Department faces the ongoing challenge of maintaining a system that is heavily used by both the citizens of Steamboat and visitors to the area.

This Final Report for the City of Steamboat Springs Parks and Recreation Master Plan summarizes key findings and information gathered from recently completed demographic and trend analysis, public meetings, a needs assessment survey, and an inventory and analysis of existing Steamboat Springs' parks, facilities, recreation programs, and operations. During the Findings Phase of the master planning process, GreenPlay, LLC's consultant team worked closely with Department staff from May-August 2008. A summary of the information collected, analysis and key findings follows. Based on the information contained in the Findings Compilation Report and in-depth recommendation and action plan was developed.

OVERVIEW OF FINAL REPORT

Demographics

The primary service area for this analysis is Steamboat Springs, Routt County, and Colorado. As of July 1, 2007, the estimated population of Steamboat Springs is 11,496. The estimated 2007 population of Routt County is 22,648, and of Colorado is 4,883,413.

Steamboat Springs has a higher percentage of residents in the 15-44 age range and a lower percentage of residents younger than 14 and older than 45, than both the County and State. The median age in Steamboat Springs (35.6) is lower than Routt County (37.9), and slightly lower than Colorado (35.8).

The estimated 2008 median household income for Steamboat Springs is \$72,294 and per capita income is \$37,911, both are higher than the County (\$66,276 and \$34,822, respectively) and State (\$60,976 and \$31,684, respectively).

Trends - Aging

Colorado has the seventh fastest growing aging population in the U.S. In the year 2010, there will be more than 770,000 older adults age 60 and over in Colorado. From the years 2000 - 2010, the numbers of these older adults will increase 39 percent.

Recreation Participation

According to the *2006 Colorado Mountain Communities Report*, Colorado recreation participants' primary areas of interest in terms of Sports and Recreation are hiking/backpacking (83%), mountain climbing (85%), camping and mountain biking (76%), rafting (73%), hunting at (72%), fishing (66%), and walking/strolling (61%).

The results of a 2008 Citizen Survey conducted for Steamboat Springs Parks and Recreation Master Plan indicated that trails were used frequently and were highly valued within the community. Unpaved and paved trails were the second and third most important outdoor recreation facility to be added, expanded, or improved. This is consistent with the high percentage of respondents who indicated that walking, jogging, and hiking were the most participated in activities (*Colorado Mountain Communities Report, 2006*).

Community Needs Assessment

Community Input

Three initial focus group/public meetings were held May 17-18, 2008 to obtain public input for the Parks and Recreation Master Plan. The results of the 2007 Recreation Center Feasibility Study were summarized in order to acknowledge this effort and explain how it fit into the Parks and Recreation Master Plan. Additionally participants were asked to discuss key issues, opportunities, and priorities for parks and recreation in Steamboat Springs. These meetings were held at the Steamboat Springs Community Center.

Needs Assessment Survey

There were approximately 3000 surveys mailed to households within the City limits of Steamboat Springs. Approximately 315 surveys were returned as undeliverable (normal for a City the size and makeup of Steamboat Springs, as a resort focus community lends itself to a transient population), leaving an estimated 2,685 survey delivered. There were a total of 391 responses to the survey for a 14.6 percent return rate. (A return rate of 10% is considered good).

The importance of parks, trails and other facilities is prevalent and in most cases the satisfaction regarding what is available and how it is maintained is generally high. Citizens expressed needs for additional indoor facilities, more opportunities for youth and teens, an expanded trail system and dedicated open space areas. The willingness to support increased taxes is uncertain according to survey results. Opportunities may exist to improve parks and recreation facilities and services through increased taxes if improvements are those that provide the greatest community benefit. Complete survey details can be found in **Appendix A**.

Related Planning Efforts

This plan is designed to be utilized in conjunction with several existing planning documents for the City of Steamboat Springs and the surrounding area. Where appropriate, this plan will provide a connection to past planning efforts.

Facility Inventory and Level of Service Analysis

One essential part of this project is to establish a complete and accurate database of amenities related to the provision of parks and recreation in Steamboat Springs.

A complete inventory was conducted in May of 2008. This was accomplished by visiting each property and facility, talking with appropriate personnel, and recording the quantity and functionality of each component. For the purposes of this master plan, the inventory focused primarily on components at sites that are maintained for public use by the Parks, Open Space, and Recreational Services Department. Sites that are owned or managed by other entities were included if they play a significant role in supporting the City's mission to provide parks and recreation to the residents of Steamboat Springs. It is recognized that other providers exist, and that the facilities they provide are part of the overall level of service enjoyed by people in Steamboat Springs. However, the purpose of this study is to analyze the effectiveness of the City-provided services and to create a complete inventory of those things that the City takes the responsibility for providing.

Administration and Operations Analysis

Park Maintenance

The City of Steamboat Springs Parks Maintenance Division has extensive responsibilities maintaining park lands, park amenities and other areas that include:

- 90 acres of parkland/athletic fields (75 acres irrigated)
- City Building and Park and Recreation Facility Landscapes
 - City Hall, Centennial Hall, Community Center, Library, Botanical Gardens, Tennis Center, Ice Arena, Howelsen Lodge, Rodeo Grounds, Fire Station, Public Works Shop, Elkins House, Transit Shop, Airport, Urban Renewal, URA Base Area Improvements, Parks and Recreation Office/Shop
- Two acres of street medians
- Urban forestry Rights-of-way
- 200 hours annually devoted to playground maintenance
- Building maintenance (Tennis Center, Park & Recreation Office/Shop)
- 3000+ hours annually devoted to special event set up and tear down

Planning

At this time, land dedication policies require that 15 percent of proposed development be set aside for open space. There are no requirements for parks or trails through land dedication, impact fees, or fees in lieu. (Note: The Draft Open Space and Trails Master Plan, Summer 2008 recommends trail dedication or cash-in-lieu from developer for future trail development.) The May 2004 Steamboat Springs Area Community Plan calls for the establishment of a park land dedication/fee in lieu policy to be guided by the Parks and Recreation Master Plan.

Recreation Program Analysis

The City of Steamboat Springs Parks and Recreation Department offers a variety of quality recreational programs including activities and events to its citizenry. These opportunities are managed within two divisions of the Department: Recreation and Ice Arena. Within Recreation Services, program units include:

- Therapeutic Recreation/Inclusion
- Community Events
- Sports
- Running Series
- Youth
- Teens
- Senior Citizens

The Steamboat Springs Parks and Recreation Department is one of many recreational providers in the community. The Department has done a tremendous job of recognizing its niche in the community, avoiding duplication of efforts and demonstrating responsible use of community resources. Programs offered by the Department focus primarily on youth with the exception of a variety of adult sports programs. ***A detailed analysis of each program area including a description, existing community collaborations for the programs area, participation trends, and potential opportunities can be found in Appendix B.***

Overall Financial Analysis

The Park, Open Space, and Recreational Services Department are broken down into eight Divisions:

1. Administration
2. Recreation
3. Parks
4. Trails
5. Ski
6. Rodeo
7. Ice Arena
8. Open Space

A summary of expenditures (personnel, operating, capital outlay, capital projects) and revenues for the entire Department can be found in **Table 1** below.

Table 1: Department Expenses and Revenues

	2007 Actual	2008 Projected
Expenditures		
Personnel	\$2,624,708	\$2,926,570
Operating	\$2,280,639	\$2,505,688
Capital Outlay	\$ 43,975	\$ 47,833
Capital Project	\$ 191	\$ 0
Total	\$4,949,513	\$5,480,091
Revenues (Fees and Charges)		
Total	\$1,365,298	\$1,315,505
Cost Recovery	28%	24%

FOCUS AREAS FOR RECOMMENDATIONS

A. Organizational Development

The City seeks to provide and expand the delivery of its parks and recreation services to meet community needs. With this comes the need to define the City's responsibility in relation to parks and recreation and create methods of management and performance measurements that seek sustainability of the assets it controls.

- **Define core services** - The Parks and Recreation Master Plan will identify many parks, recreation, trails, and open space needs for the City of Steamboat. What needs the City can realistically satisfy will be a primary question. Defining core services in regards to parks and recreation, as a matter of policy, will assist the City in determining what needs they can meet and create strategies to help meet the needs that do not fall into its core services.
- **Create and implement a cost recovery philosophy and policy** - The City should develop a Pricing and Cost Recovery Philosophy that reflects the values of the community and the responsibility the City has to the community. This philosophy will be especially important if the City moves forward with new development in West Steamboat and other potential annexations. This will create new demands for new programs and additional facilities. A cost recovery policy will assist the City as it strives for sustainability and determining how much it is willing to subsidize each type of operations.

B. Formalize Partnerships

- **Inter-governmental agreements (IGA) development** – At this time there are few formal agreements between the City and other agencies when utilizing each other's facilities. The development of IGAs provides a tool for open discussion and to formally determine appropriate roles of each party. Furthermore, consideration of IGA's can help determine what is needed to provide quality recreational opportunities.
- **Formalize partnership agreements** – The City of Steamboat Springs has numerous opportunities to partner with other organizations and agencies to increase and improve recreational opportunities for the community. The development of formal partnership agreements that outline expectations and benefit all parties involved will improve the delivery of services.

C. Establish Park Maintenance Standards

- The Parks Division has extensive maintenance plans for all its parks, which details daily/weekly/monthly/annual tasks to be performed. The demands on the Division to provide a high level of service outweigh its capabilities at times primarily due to thousand of hours annually the Division supports special events. The existing maintenance plans provide the basis of park maintenance standards for which true costs can be applied, if tracked. The Division should start to judiciously track maintenance costs in order to understand if current standards are realistic or should be reduced or expanded and to also understand future maintenance cost of future facilities.

D. Traditional and alternative funding

- **Traditional funding** – The City has the ability to use traditional funding mechanisms to enhance the quality of life and expand parks and recreation opportunities to the community. The citizen’s survey indicated initial support for dedicated tax revenue for parks and recreation operations.
- **Alternative funding** - The City of Steamboat Springs has been very successful in securing alternative funding, such as grants, to develop new parks. Continued efforts should be made to explore alternative funding opportunities.

E. Capital Improvements

- **Park improvements** – The following have been identified as examples of potential capital improvements in the Steamboat Springs park system:
 - Additional playgrounds in parks north of Lincoln
 - Adding loop walk, picnic shelters and restroom where appropriate
 - Repair/replacement of fishing dock at Casey’s Pond

F. Planning

- **Create a park land dedication/fee-in-lieu of policy** - The May 2004 Steamboat Springs Area Community Plan calls for the establishment of a park land dedication/fee-in-lieu policy (Section 8, Page 8) to be guided by the Parks and Recreation Master Plan. Utilizing current levels of service provided by parks as determined by the park inventory and citizen input, conducted as part of this plan, a park land dedication/fee-in-lieu policy should be created that, at minimum, replicates current level of service for future developments. This should also be considered for infill development since they too have a direct impact on level of service. In addition, coordination with others should be ongoing to assure that opportunities within new developments are not missed and that LOS is achieved equitably throughout the old and new parts of Steamboat Springs.
- **Park design standards** - As the park system grows and changes it is important to plan for park improvements and development. Parks design standards can be created and adopted to maximize the quality and appearance of Steamboat Springs parks while potentially minimizing maintenance requirements. Park design standards should reflect community desires and provide the greatest community benefit with the ability to support high tourism and special event use.
- **Open space definition and use** - As the community grows, dedication and use of open space can be a contentious issue. Developing additional open space and natural areas rank high as priorities in the citizen’s survey. Utilizing the goals and strategies laid out in the Plan Vision section of the Draft Open Space and Trails Plan, definitions and criteria regarding open space should be created. A written definition and policy regarding the purpose and use of open space can unify the community as it faces development pressures.

- **Develop master plans for undeveloped parks and current parks as necessary** - Major assets of the City are the mostly undeveloped Rita Valentine and Bear River Parks. Creating site master plans for these parcels and future developments, based on park design standards, will allow the City to be prepared to meet the needs of the community as future development occurs. The City may want to consider preparing new master plans for individual parks throughout the system, which could be done in a phased approach over several years. Each park in the overall system should offer at least one amenity or service that is valuable to the community. Along with community value, park master plans should consider trends and the possible need for such things as dog parks, disc golf courses, sports needs, and wheel parks.
- **Master Plan for Rodeo Grounds** - Consider a new master plan for the Rodeo Grounds, with the goal of updating and renovating the facilities without losing the “Old Steamboat” image.
- **Expand trail network** - Expansion of both paved and unpaved trails should be a priority of the City according to the Citizen’s survey. The City should utilize recommendations laid out in the Draft Open Space and Trails Plan, along with recommendations that will evolve from this plan to meet community trail needs.
- **Research additional access to Yampa River** - Additional access to the Yampa River was identified as an important concern for the City to address that would increase utilization of the river. Access for Kayakers, Tubers, Fisherman, and Wildlife Enthusiasts should be improved where possible. Signage, maps, and other public information resources should incorporate the Blueway to let people know more about it.

G. Program Development

- **Program Expansion** - Lack of programmable indoor space is a limitation for the creation and/or expansion of the City’s recreation programs. However, every effort should be taken to meet the recreational demands of the community through either new programs or the identification of alternative providers of programs. Utilizing customer feedback practices and program evaluations, implementing new program strategies, and developing partnerships with other providers will assist the Division in meeting the needs of the community.

II. Past, Present, and Future – The Planning Context

A. Vision and Mission

The Parks, Open Space, and Recreational Services Department of Steamboat Springs upholds the following mission:

To provide an environment that promotes and anticipates the recreational, open space and cultural needs of all citizens; to be a catalyst for innovational programming in conjunction with civic, private and the business sector; and to remain committed to being accountable for the maintenance, preservation and development of the natural resources entrusted to us.

B. Purpose of this Plan

The purpose of this Master Plan is to create a clear and concise set of goals, policies, and objectives that will provide direction to the City staff, Parks and Recreation Commission, and the City Council for future development, re-development, and services. The plan will include, but may not be limited to, areas within the Urban Growth Boundary, as identified in the Steamboat Springs Area Community Plan (Section 1, Page 8). The Plan develops a comprehensive inventory, analyzes current and forecast needs, and recommends an implementation strategy for the City of Steamboat Springs.

C. Steamboat Springs Context

The City of Steamboat Springs is located in Routt County on the western edge of the beautiful Yampa Valley. The City is home to world-class recreational programs and facilities. The Parks, Open Space, and Recreational Services Department oversees the City's 180 acres of park land and a variety of recreational facilities, programs, and activities. The City has a strong commitment to provide the highest quality parks, recreation facilities, and recreation programs for its citizens and visitors.

D. Related Planning Efforts and Integration

This plan will be utilized in conjunction with several existing planning documents for the City of Steamboat Springs and the surrounding area. Where appropriate, this plan will provide a connection to past planning efforts. Past planning efforts that may impact this plan include, but are not limited to:

- The Steamboat Springs Area Community Plan
- The West of Steamboat Area Plan
- The Open Space and Trails Master Plan
- The Yampa River Management Plan
- Emerald Mountain Master Plan
- Howelsen Hill Ballfield Master Plan
- Howelsen Hill Preservation Plan
- Howelsen Hill Master Plan

E. Methodology of this Planning Process

This project was led by a team of managers and key staff within the Parks, Open Space, and Recreational Services Department and the Technical Advisory Committee. An extensive public input process was a key component of the project. The project team met with a team of consultants from GreenPlay, LLC and provided input throughout the planning process. This collaborative effort creates a Master Plan that fully utilizes the consultants' expertise and incorporates local knowledge. The project consists of the following tasks:

Needs Assessment and Public Involvement:

- Review of previous planning efforts
- Consideration of the profile of the community and demographics, including anticipated population growth
- Extensive community involvement effort including focus groups, meetings with key stakeholders, community-wide public meetings and a statistically-valid needs assessment survey
- Identification of alternative providers of recreation to provide insight regarding market opportunities in the area for potential new facilities and services
- Research of trends and statistics related to parks and recreation and American lifestyles to help guide the efforts of programming staff

Level of Service Analysis:

- Interviews with Department staff to provide information about parks and recreation facilities and services, along with insight into the current practices and experiences of the City in serving its residents and visitors
- Analysis addressing parks, recreation and associated open space, trails facilities and related services

Inventory:

- Inventory of parks and facilities using existing mapping, staff interviews, and on-site visits to verify amenities. Assessment of the condition of the amenities and surrounding areas.

Assessment and Analysis:

- Review and assessment of relevant plans
- Measurement of the current delivery of service using the GRASP[®](Geo-Referenced Amenities Standards Program) Level of Service Analysis and allowing for a target level of service to be determined that is both feasible and aligned with the desires of citizens as expressed through the citizen survey. this analysis is also represented graphically with maps.
- Exploration of finance and funding mechanisms to support development and sustainability of the system

Recommendations and Implementation Strategies:

- Identification and categorization of recommendations into themes, goals and strategies for implementation
- Development of an action plan for recommendations and capital improvements to support the implementation of the Plan

F. Timeline for Completing the Master Plan

Start-up	April 2008
Needs Assessment / Public Involvement	May 2008
Survey	June-July 2008
Inventory and Assessment of Existing Facilities	June-July 2008
Analysis of Area Programs and Services	June-July 2008
Financial Analysis	July-August 2008
Findings Compilation Report	August 2008
Presentation of Findings	August 2008
Draft Master Plan	October 2008
Presentation of Draft Master Plan	November 2008

III. What We Want - Our Community and Identified Needs

A. Community Profile and Demographic

MARKET ANALYSIS

Community Profile/Demographic Information

This analysis uses figures from the 2000 US Census and population estimates from the 2007 Populations Estimates Report produced by Steamboat Springs Department of Planning Services. Projections are based on the growth rate from July 1, 2006 to July 1, 2007 supplied by the Department of Planning Services. Additional population information and demographic category breakdowns are provided by ESRI Business Information Solutions.

Service Area and Population

The primary service area for this analysis is Steamboat Springs, Routt County, and Colorado. As of July 1, 2007, the estimated population of Steamboat Springs was 11,496. The estimated 2007 population of Routt County was 22,648, and 4,883,413 for the State of Colorado.

Population, Age Ranges, and Family Information

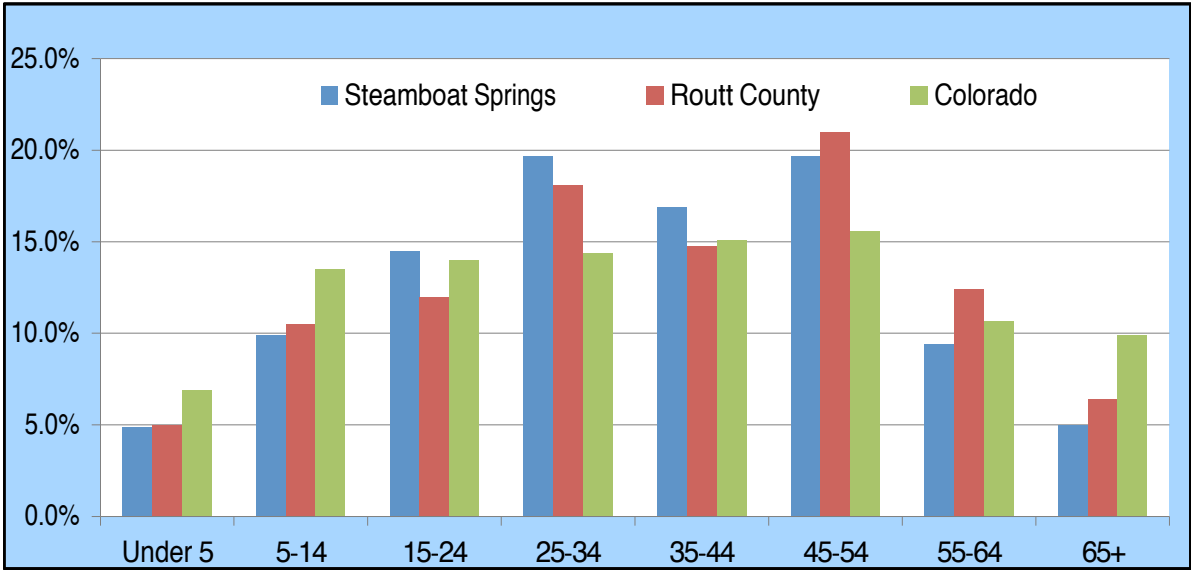
Age Distribution

The following age breakdown is used to separate the population into age sensitive user groups and to retain the ability to adjust to future age sensitive trends. Percent of population distribution by age for Steamboat Springs, Routt County, and the State of Colorado are shown in **Figure 1**.

Under 5 years: This group represents users of preschool and tot programs and facilities, and as trails and open space users, are often in strollers. These individuals are the future participants in youth activities.

- 5 to 14 years: This group represents current youth program participants.
- 15 to 24 years: This group represents teen/young adult program participants moving out of the youth programs and into adult programs. Members of this age group are often seasonal employment seekers.
- 25 to 34 years: This group represents involvement in adult programming with characteristics of beginning long-term relationships and establishing families.
- 35 to 54 years: This group represents users of a wide range of adult programming and park facilities. Their characteristics extend from having children using preschool and youth programs to becoming empty nesters.
- 55 to 64 years: This group represents users of older adult programming exhibiting the characteristics of approaching retirement or already retired and typically enjoying grandchildren.
- 65 years plus: Nationally, this group will be increasing dramatically. Current population projections suggest that this group will grow almost 70 percent in the next 13 years. Programming for this group should positively impact the health of older adults through networking, training and technical assistance, and fundraising. Recreation centers, senior centers, and older adult programs can be a significant link in the health care system. This group generally also ranges from very healthy, active older adults to more physically inactive seniors.

Figure 1: 2008 Population Breakdown Percent of Total by Age - Steamboat Springs, Routt County, Colorado, U.S.



Source: 2008 ESRI Business Information Solutions

Population Comparisons

Steamboat Springs has a higher percentage of residents in the 15-44 age range and a lower percentage of residents younger than 14 and older than 45, than both the County and State. The median age in Steamboat Springs (35.6) is significantly lower than Routt County (37.9), and slightly lower than Colorado (35.8).

Steamboat School District

According to a report produced by Western Demographics, Inc. in April 2008, student enrollment rates increased as did the population growth in the City. Both are expected to grow considerably in the next four years. From 2000 to 2007, enrollment (K-12) increased 6.6 percent. Enrollment from 2008-2018 is projected to increase 21.2 percent. These projections take into consideration the Steamboat 700 development as it is currently proposed.

Race/Ethnicity (2008)

Statistics gathered from ESRI Business Solutions provide the race and ethnicity breakdown for Steamboat Springs, Routt County, Colorado, and the United States. As shown in **Table 2**, the race with the largest population is White for all three regions. Steamboat Springs has a slightly higher White Alone population than the County, and a significantly higher White Alone population than the State or U.S. The Hispanic population is slightly lower in Steamboat Springs than in Routt County, and significantly lower than the State.

Table 2: 2008 Race/Ethnicity Comparisons- Steamboat Springs, Routt County, Colorado, U.S.

Race	Steamboat Springs	Routt County	Colorado	United States
White Alone	96.7%	96.5%	81.1%	72.7%
African American Alone	0.2%	0.1%	3.8%	12.6%
American Indian Alone	0.3%	0.5%	1.0%	0.9%
Asian or Pacific Islander Alone	0.7%	0.6%	2.8%	4.5%
Some Other Race Alone	0.8%	0.9%	8.2%	6.5%
Two or More Races	1.3%	1.4%	3.0%	2.8%
Total	100%	100%	100%	100%
Ethnicity	Steamboat Springs	Routt County	Colorado	United States
Hispanic/Latino Origin (Any Race)*	3.5%	3.9%	19.6%	15.0%

Source: ESRI Business Information Solutions

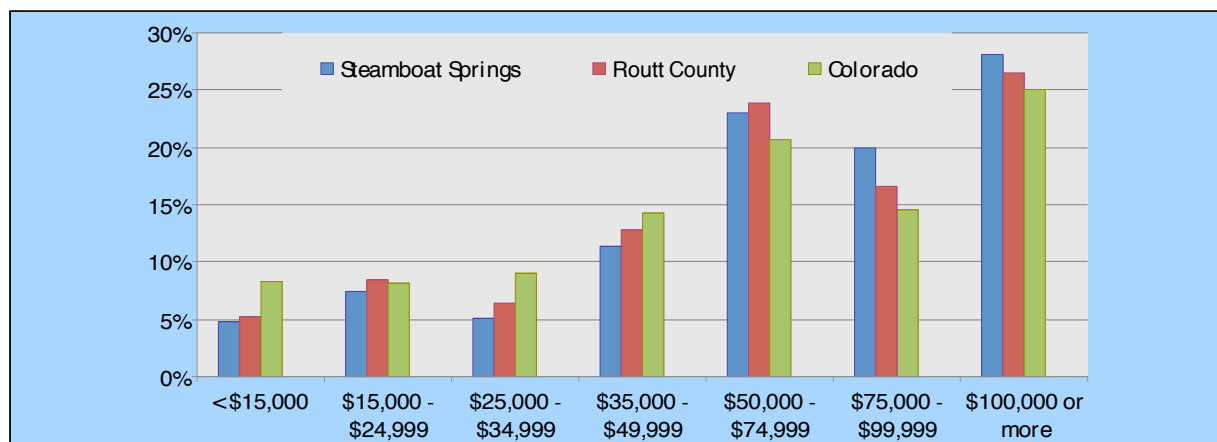
*Persons of Hispanic Origin may be of any race. This number reflects the percentage of the total population.

Household Income

According to ESRI Business Information Solutions, the estimated 2008 median household income for Steamboat Springs is \$72,294 and per capita income is \$37,911. Both are higher than the County (\$66,276 and \$34,822, respectively) and State (\$60,976 and \$31,684, respectively).

Figure 2 shows the percent of households by income.

Figure 2: Households by Income- Steamboat Springs, Routt County, Colorado



Source: 2008 ESRI Business Information Solutions

The highest percentage of households in Steamboat Springs earns over \$100,000 annually. Likewise, the highest percentage of households in Routt County, Colorado, and the U.S. earn over \$100,000 annually. In Steamboat Springs 28.1 percent of the population earns over \$100,000 annually. In Routt County, 26.5 percent of the population earns over \$100,000, 25 percent in Colorado, and 20 percent in the U.S. earn over \$100,000.

Employment

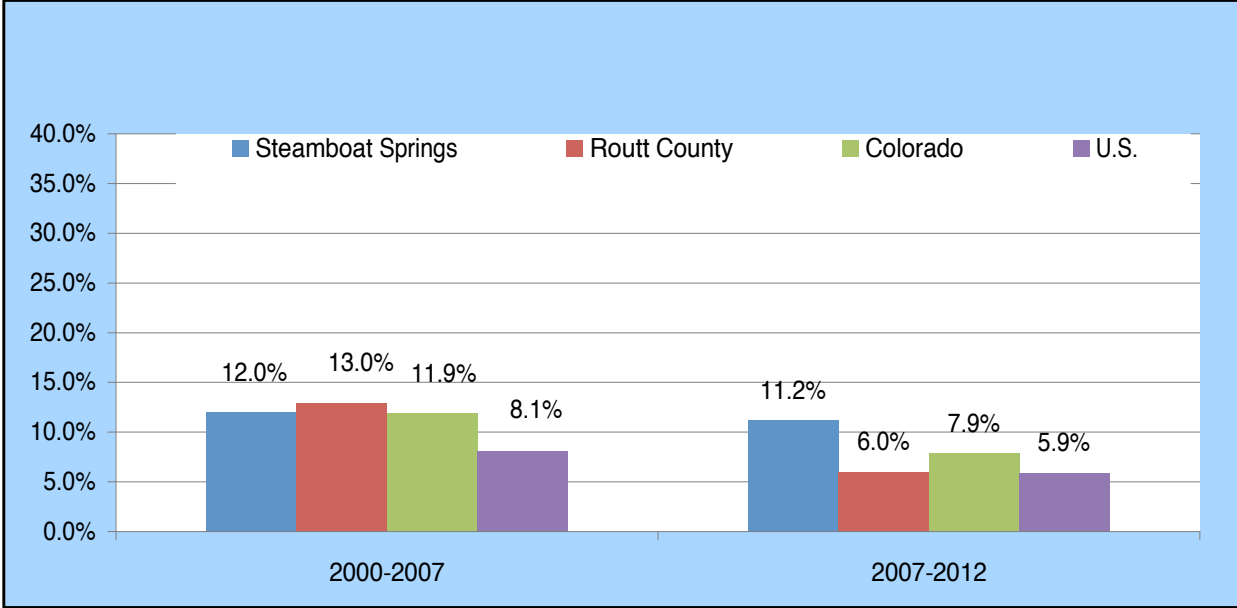
According to 2008 estimates, 96.6 percent of the 16 and older population in the labor force is civilian employed in Steamboat Springs, in Routt County 96.6 percent, in Colorado 94.3 percent, and in the United States 93.4 percent is civilian employed (ESRI). Of the employed work force in Steamboat Springs, 61.2 percent is engaged in white collar professions such as management, business, financial and sales, and the balance of the work force is engaged in service industries (19.7%) and blue collar (19.1%) professions.

Population Forecasts

Although we can never know the future with certainty, it is helpful to make assumptions about it for economic reasons. Populations for 2000 are from the 2000 US Census. Population estimates for 2007 are provided from Steamboat Springs Department of Planning Services, and 2012 projections are derived by applying the annual growth rate of 2.4 percent. (This was the estimated growth rate between July 1, 2006 and July 1, 2007 according to the Population Estimates Report). Routt County, Colorado, and the U.S. were derived from ESRI Business Information Solutions.

As illustrated in **Figure 3**, Steamboat Springs is estimated to grow 11.2 percent by 2012; this is a higher growth rate than the County, State, or U.S. The 2000 population of Steamboat Springs was 10,116, the estimated 2007 population is 11,496, and the projected 2012 population is 12,944.

Figure 3: Percent change in population Steamboat Springs, Routt County, Colorado, U.S.



B. Current Recreation Trends

Colorado Trends

The following trends are highlighted in the Colorado Mountain Communities report, prepared in June 2006 by Regional Solutions LLC. Steamboat Springs was one of the mountain communities included in the report.

Aging

Colorado has the seventh fastest growing aging population in the U.S. In the year 2010, there will be more than 770,000 seniors age 60 and over in Colorado. From the years 2000 - 2010, the numbers of these seniors will increase 39 percent. Currently, there are about 600 Coloradans 100 years old or older. In 2010, there will be approximately 700 Coloradans 100 years or older.

Recreation Participation

Colorado's largest interest areas in terms of Sports and Recreation are: hiking/backpacking at 83 percent, mountain climbing at 85 percent, camping, and mountain biking at 76 percent, rafting at 73 percent, hunting at 72 percent, fishing at 66 percent and walking/strolling at 61 percent.

Table 3: Activity Participation for Residents of Selected Communities (by Percent)

	Town of Dillon	Town of Frisco	Town of Silverthorne	City of Steamboat Springs
Walking/Jogging	73.53	85.71	78	81.10
Hiking	83.09	73.29	72	85.43
Mtn. Biking	40.44	46.58	39	57.09
Nordic Skiing	32.35	36.65	37	36.61
Alpine Skiing	55.15	NA	NA	75.98
Fishing	28.68	31.68	32	33.86
Golfing	26.47	NA	31	40.94
Rafting/Kayaking	16.91	21.74	15	NA
Sailing/Boating	41.18	32.92	NA	16.54
Playgrounds	14.29	31.33	30	24.8

Other activities included in the top ten but not common across the selected communities include: road/bike path cycling, picnicking, snowshoeing, swimming, and recreation center activities.

The results of the 2008 Citizen Survey conducted for the Steamboat Springs Parks, Open Space, and Recreation Master Plan indicated that trails were used frequently and were highly valued within the community. Unpaved and paved trails were the second and third most important outdoor recreation facility to be added, expanded, or improved. This is consistent with the high percentage of respondents who indicated that walking, jogging, and hiking were the most participated in activities (*Colorado Mountain Communities Report, 2006*).

Skiing

Colorado is home to twenty-five ski areas. According to Colorado Ski Country USA, Vail, Aspen Mountain, Breckenridge, and Steamboat ski areas rank in the top ten ski areas in North America. Colorado has more acres (39,000) of skiable terrain than anywhere else in North America. Many of Colorado's ski areas have diversified their mountains with the installation of snowboarding parks that include pipes, tables, and rails.

Tourism

- Colorado is perceived as a dream destination and ranks in the top ten places people “would really like visiting,” behind Florida, California, Hawaii and New York.
- In terms of people’s image of sightseeing in Colorado, the largest interest areas are beautiful scenery (86%), beautiful gardens and parks (71%), wildlife/birds (75%), and interesting small towns and villages (66%).
- Visiting friends and relatives continues to be one of the main reasons for an overnight vacation in Colorado, with one in four trips originating in Colorado.
- Outdoor trips remain popular with visitors, accounting for more than 2.2 million visitors to Colorado in 2004.
- An increasing number (44%) of vacationers are using the internet to plan their vacation.
- Communities have room for improvement in the areas of arts and culture as a visitor attraction and for community residents.

National Trends

Aging

The following are trends related to the aging population in the United States:

- America is aging and it is estimated that by 2010, the median age will be 37 years, and by 2030 the median age will be 39 years.
- The current life expectancy at birth in the United States is 77.9 years.
- There is a growing body of evidence that indicates that aging has more to do with lifestyles and health behaviors than genetics.
- Seniors control more than 70 percent of the disposable income and have more than \$1.6 trillion in spending power, according to Packaged Facts, a division of MarketResearch.com, which publishes market intelligence on several consumer industries.
- Seniors also are the fastest growing segment of health club memberships, according to the International Health, Racquet, and Sportsclub Association (IHRSA).
- The top three sports activities for persons 65 years and older in 2004 were exercise walking, exercising with equipment, and swimming. (NSGA)

Baby Boomers are made up of adults born between 1946 and 1964. This generation makes up approximately 25 percent of the total population in the United States. The following are trends of this generation:

- According to International, Health, Racquet, and Sportsclub Association data for 2003, 91 percent of Boomers feel the need to take measures to ensure their future health.
- Boomers claim 37.6 percent of all health club memberships.
- Eighty percent of Boomers in a study by American Association of Retired Persons believe they will continue to work either full- or part-time into their retirement years.

Sports Participation

The 2006 National Sporting Goods Association Survey on sports participation found the top ten activities ranked by total participation included exercise walking, swimming, exercising with equipment, bicycle riding, and fishing. Additionally, the following active, organized, or skill development activities remain popular: hiking, running/jogging, soccer, basketball, football, and skateboarding. **Table 4** shows the top ten sports ranked by total participation in 2006.

Table 4: Top Ten Sports Ranked by Total Participation 2006

Sport	Total	Percent Change
Exercise Walking	87.5	1.7%
Swimming	56.5	-2.6%
Exercising with Equipment	52.4	-3.4%
Camping (vacation/overnight)	48.6	5.7%
Bowling	44.8	-1.3%
Fishing	40.6	-2.5%
Workout at Club	36.9	6.5%
Bicycle Riding	35.6	-13.3%
Aerobic Exercising	33.7	0.0%
Weight Lifting	32.9	-1.9%

Source: NSGA 2006

Team sports, such as tackle football, swimming, and soccer had large increases in participation between 2001 and 2006. Additionally, exercise activities including working out at a club, weight lifting, aerobic exercising, and exercising with equipment, increased significantly. **Table 5** shows percent change in total participation for select activities from 2001 to 2006.

Table 5: Total Participation percent change 2001 to 2006 in Select Activities

Sport	2006	2001	Percent Change
Total U.S.	263.1	251.0	4.8%
Football (tackle)	11.9	8.2	45.0%
Paintball Games	8.0	5.6	44.0%
Workout at Club	36.9	26.5	39.2%
Weight Lifting	32.9	23.9	37.6%
Aerobic Exercising	33.7	26.3	28.1%
Mountain Biking (off road)	8.5	6.9	23.8%
Exercising with Equipment	52.4	43.9	19.3%
Hiking	31.0	26.1	18.7%
Running/Jogging	28.8	24.5	17.3%
Exercise Walking	87.5	78.3	11.7%
Swimming	56.5	54.8	3.1%
Skateboarding	9.7	9.6	1.1%
Soccer	14.0	13.9	1.0%

From 2001 to 2006, there was a significant decline in participation in in-line skating and scooter riding. Additionally, softball, tennis, and volleyball experienced decreases in participation.

Youth Sports

- Specific offerings for kid’s fitness are slowly increasing in health and fitness facilities. (IDEA)
- For youth seven to 11 years of age, bicycle riding has the highest number of participants.

According to the NSGA, in terms of overall youth participation, snowboarding, skateboarding, tackle football, ice hockey, and mountain biking experienced the largest increase in participation from 1997-2006. In-line skating experienced the largest decrease in participation. Volleyball, baseball, softball, basketball, and bicycle riding also experienced decreases in participation rates.

According to the 2008 Citizen Survey, respondents indicated that teen activities were the most important programs to be expanded in Steamboat Springs.

Table 6: Youth Participation in Selected Activities and Percent Change 1997-2006

	Overall %Change 1997-2006	Age 7-11 %Change 1997-2006	Age 12-17 %Change vs. 1997
Total U.S.	9.5%	0.0%	9.5%
Baseball	3.5%	-22.1%	6.3%
Basketball	-12.8%	-20.6%	-8.4%
Bicycle Riding	-21.1%	-29.6%	-25.3%
Bowling	0.0%	-11.7%	6.9%
Fishing (Fresh water)	-6.0%	-7.5%	-19.1%
Football (Tackle)	44.6%	19.5%	39.1%
Golf	-6.8%	-16.1%	-4.7%
Ice Hockey	32.9%	41.3%	-17.5%
In-line Skating	-60.5%	-66.1%	-57.4%
Mountain Biking (off road)	5.4%	-13.5%	-16.1%
Skateboarding	53.6%	9.6%	84.8%
Skiing (alpine)	-27.9%	-53.8%	-33.2%
Snowboarding	84.8%	80.5%	54.3%
Soccer	2.7%	-14.7%	-0.3%
Softball	-23.9%	-1.9%	-17.7%
Tennis	-6.8%	-23.0%	25.5%
Volleyball	-38.0%	-39.2%	-18.0%

Source: National Sporting Goods Association 2006

Aquatics

According to the National Sporting Goods Association, swimming ranked second in terms of participation in 2006. Outdoor swimming pools are only open three months out of the year in Colorado. There is an increasing trend towards indoor leisure and therapeutic pools. Additional amenities like “spray pads” are becoming increasingly popular as well.

Natural Environments and Open Space

The 2008 Citizen Survey indicated that environmental education programs were the most important programs to be added in Steamboat Springs.

In April 2007, the National Recreation and Parks Association (NRPA) sent out a survey to member agencies in order to learn more about the programs and facilities that public park and recreation agencies provide to connect children and their families with nature. A summary of the results follow:

- Sixty-eight percent of public park and recreation agencies offer nature-based programming and 61 percent have nature-based facilities. More than 30 percent of public agencies offer no nature programming, and slightly less than 40 percent have no nature-based facilities.
- The most common programs include nature hikes, nature-oriented arts and crafts, fishing-related events, and nature-based education in cooperation with local schools.
- When asked to describe the elements that directly contribute to their most successful programs, agencies listed staff training as most important followed by program content and number of staff/staff training.
- When asked what resources would be needed most to expand programming, additional staff was most important followed by funding.
- Of the agencies that do not currently offer nature-based programming, 90 percent indicated that they want to in the future. Additional staff and funding were again the most important resources these agencies would need going forward.
- The most common facilities include nature parks/preserves, self-guided nature trails, outdoor classrooms, and nature centers.
- When asked to describe the elements that directly contribute to their most successful facilities, agencies listed funding as most important followed by presence of wildlife and community support.

According to the Outdoor Industry Association (OIA) report “the Active Outdoor Recreation Economy” released in 2006:

- Over three-quarters of Americans participate in active outdoor recreation each year.
- Five percent of Americans, almost 6.5 million, depend on the active outdoor recreation economy to make a living.
- Americans spend \$289 billion each year on gear, trip-related items and services to enjoy active outdoor recreation.

Trails and Specialty Parks

- Trails, parks, and playgrounds are among the five most important community amenities considered when selecting a home, according to a 2002 survey of recent homebuyers by the National Association of Home Builders and National Association of Realtors. (*Pack & Schunuel*)
- Two of the emerging specialty parks include skate parks and dog parks. (van der Smissen et al.)
- The Sporting Goods Manufacturers Association estimates there are about 1,000 skateboard parks in the United States.

C. Community Input

Three initial focus group/public meetings were held May 17-18, 2008 to obtain public input for the Parks and Recreation Master Plan. A summary of the 2007 Recreation Center Feasibility Study results were acknowledged and explained to participants how they fit into this Parks and Recreation Master Plan effort. Additionally, participants were asked to discuss key issues, opportunities, and priorities for parks and recreation in Steamboat Springs. These meetings were held at the Steamboat Springs Community Center. The summary below in **Table 7** represents comments made by individuals attending the public meetings.

Table 7: Focus Group/Public Process Input

Questions
What does the Steamboat Springs Parks and Recreation Department do well?
<ul style="list-style-type: none"> ◦ Efficient staff; continues to do more with less ◦ Strong understanding of the significance of facilities such as the Tennis Center, Howelsen Park, Ice Arena, etc. ◦ Quality of youth, adult, and community recreation programs ◦ Good maintenance levels of parks and athletic fields ◦ Solid core trail system ◦ Successful relationship with Triple Crown
What can the Department do better?
<ul style="list-style-type: none"> ◦ Restroom availability and hours of operations not conducive to use patterns ◦ Lack of dog park(s) or special use facility for dogs ◦ Lack of planning/funding for long term maintenance ◦ Lack of existence and planning for trail connectivity ◦ Lack of access to Emerald Park ◦ Waiting list for popular youth programs ◦ Lack of youth-specific areas
What are the opportunities to improve Department facilities and services?
<ul style="list-style-type: none"> ◦ Create a Special District ◦ More programs for non-athletic children ◦ Increase cooperative agreements with user groups to perform facility maintenance and operation services ◦ Expand intergovernmental agreements ◦ Increase non-structured activities

<ul style="list-style-type: none"> ◦ Expand access to open spaces adjacent to urban parkland ◦ Develop a Master Plan for West Steamboat Springs ◦ Stronger police presence (resource and enforcement) at facilities / schools ◦ Outdoor ice arena
Rate the quality (on a scale of 1 to 5) of City park facility maintenance?
<ul style="list-style-type: none"> ◦ Overall, focus group/public meeting attendees felt the quality of park maintenance was average (3) or better
Rate the quality (on a scale of 1 to 5) of City recreation programs?
<ul style="list-style-type: none"> ◦ Overall, focus group/public meeting attendees felt the quality of recreation programs were better than average (4 or 5)
Are there any underserved populations in the community? (i.e. age location, gender, ability, race)
<ul style="list-style-type: none"> ◦ Teens and pre teens ◦ Working poor ◦ Extreme bike opportunities (i.e. free riding, BMX, etc) ◦ Non-athletic /non-competitive teen ◦ River enthusiasts (river access)
What are the key issues in regards to the Parks and Recreation Master Plan
<ul style="list-style-type: none"> ◦ Identifying the Department's core services ◦ Incorporating information from recent recreation center needs assessment and feasibility study ◦ Protection of existing and/or adding additional open spaces ◦ Understanding the demands and cost of maintenance (existing and future) ◦ Including more input from non-city residents ◦ Finding balance for equity of maintenance between facilities that bring revenue into the City and those that are primarily used by citizens

E. Need Assessment Survey

There were approximately 3000 surveys sent out to households within the City limits of Steamboat Springs. Approximately 315 surveys were returned as undeliverable (normal for a City the size and makeup of Steamboat Springs as a resort focus community lends itself to a transient population), leaving an estimated 2,685 survey delivered. A total of 391 responses to the survey were received, for a 14.6 percent return rate. (A return rate of 10% is considered good) The following summarizes key findings of the survey. Complete survey details can be found in **Appendix A**.

Current Usage of Facilities

Survey respondents reported that City trails and City parks were the facilities they **used most**. Specialized facilities such as the Yampa River Botanical Park, Howelsen Hill Ski Area, and the Rodeo arena also are used to high degree by respondents.

Importance of Facilities

Matching the usage of facilities, survey respondents reported that City trails and City Parks were the **most important** facilities to them. The Howelsen Hill Ski Area also rated high on the importance scale. Although respondents did not report a high usage of recreation programs for youth and teens, they did indicate that they were of high importance. The Igloo and the Howelsen Hill BMX Track had the highest response for facilities that were not at all important. This is likely indicative of the small size of the population segments by which these facilities are used.

Satisfaction with Facilities

Respondents showed a **high satisfaction** with many of the park and recreation facilities the City has to offer. The Yampa River Botanical Gardens, City parks, Rodeo arena, Howelsen Hill Ski Area, City Trails, Steamboat Tennis Center, and the City athletic fields ranked the highest as completely meeting the needs of the respondents. Recreation programs for teens, Howelsen Hill BMX Track, The Igloo, and Howelsen Hill Skate Park were highest in not meeting the needs of the respondents.

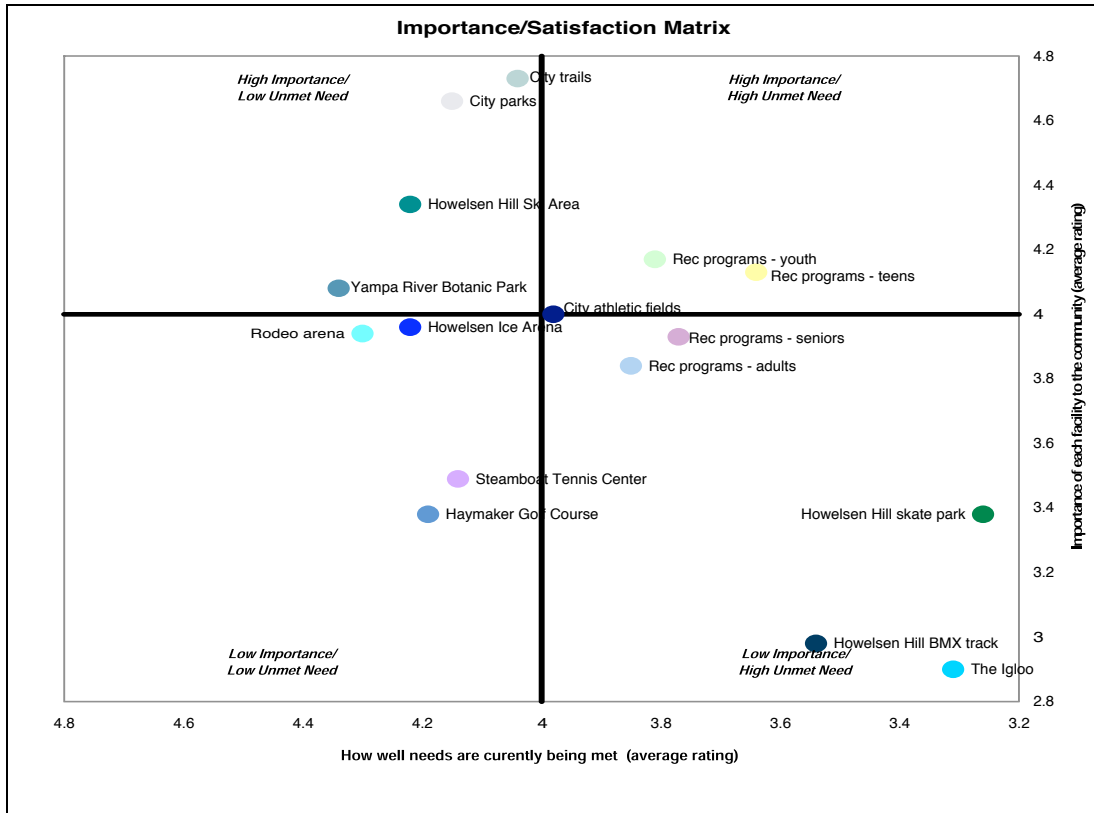
Importance/Satisfaction Matrix

Figure 4 looks at both the importance of facilities and programs and the satisfaction of facilities and breaks them down into four categories.

1. High Importance/Low Unmet Need
2. High Importance/High Unmet Need
3. Low Importance/High Unmet Need
4. Low Importance/Low Unmet Need

The City may want to focus more on providing facilities and programs that fall in the High Importance/High Unmet Need and less on those that fall into the low importance/low unmet need quadrant. However, it should be emphasized that the needs of the community can vary greatly. Areas of low importance and low unmet need may simply mean that they are currently meeting the needs of community at this time, and therefore are not being identified as a problem area.

Figure 4: Importance/Satisfaction Matrix



Why Don't You Use Facility or Programs

Respondents said that the top two reasons they did not use City facilities or Programs was that they had no time or they were not aware of programs/facilities being offered. While the latter may be surprising, it is one of the most common answers given in other surveys conducted by the consultant team. A close look at current marketing efforts and ways to improve upon them should undertaken by the Department.

It should also be noted that lack of parking and the price/ fee to use facilities or programs also ranked high as reasons not to participate.

Indoor Recreation Facilities

There was a similar response to needed indoor recreation facilities in the community to that of pervious surveys and public input. Teen activity area, gymnasium, indoor swimming pool, weight/cardio area, and youth activities area were ranked as the most important indoor facility needs.

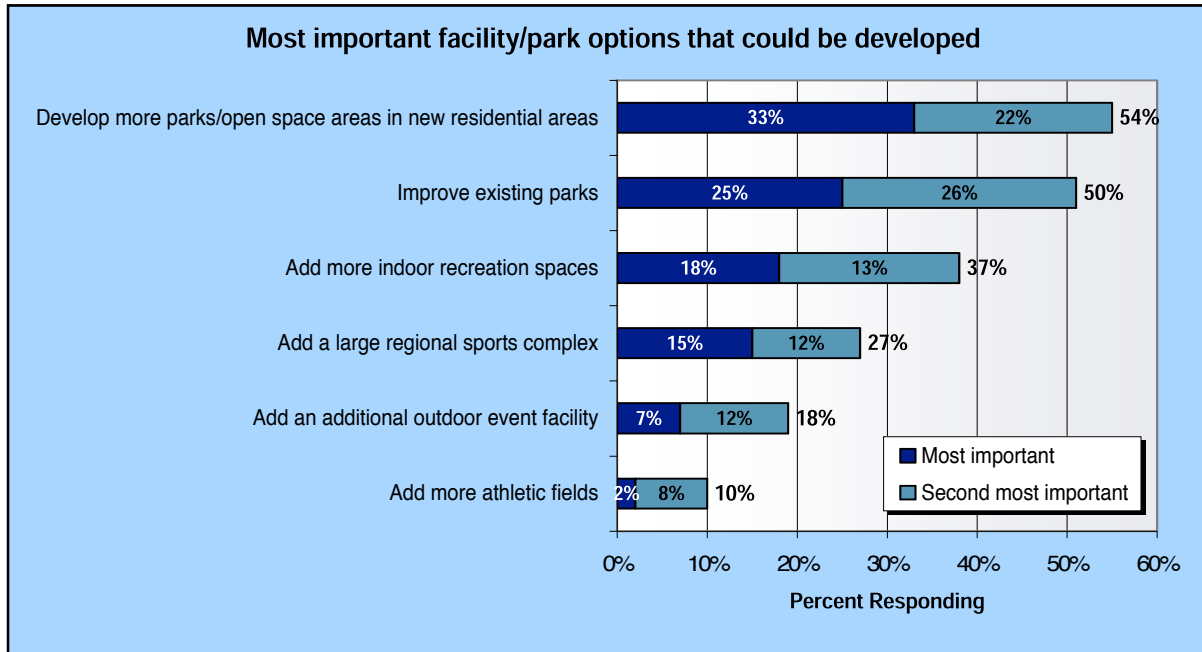
Outdoor Recreation Facilities

The most important outdoor recreation facility that could be improved or expanded was open space and natural areas according to survey respondents. Unpaved trails along with paved recreational paths and a dog park also ranked near the top of needed outdoor facilities. Additional river access, additional athletic fields, and a new skate park followed in the order of need.

Most Important Facility Park Options

Respondents were asked to rate the most important facility/park options that could be developed in the Steamboat area. The development of more parks/open space in new residential areas ranked as the highest followed by improving existing parks and adding more indoor recreation spaces as shown in Figure 5.

Figure 5: Important Facility/Park Options



Park Design Preferences

When asked about park design preferences, survey respondents preferred parks with a mixture of native landscapes and manicured landscapes over parks that are completely natural or completely manicured landscapes. Respondents also value having active recreation opportunities in parks that are near their homes.

What Recreation Programs should be Expanded, Improved or Added

The question was posed as to what types of programming should be expanded, improved or added. This question received a high “no response” rate because if the respondent did not participate in any City run recreation programming then it was likely skipped over. (Note: 41% of the survey respondents indicated that they do not use City recreation facilities and programs.) Those respondents that answered the question said that the programs most participated in focus around individual activities such as tennis, biking and hiking followed by adult and youth sports. The program area that was identified as the top priority to be expanded or improved was teen activities. The program area that was identified as the top priority to add was environmental education.

What Would Increase Your Utilization of City Facilities and Programs

Survey respondents were asked, “What are the most important concerns for the City to address that would increase citizen’s utilization of facilities and programs?” Developing additional indoor facilities ranked the highest followed by better pedestrian/bike access, better river access and increased awareness and communication of programs.

Financial Questions

Questions concerning finances for park and recreation are summarized as follows:

- **Level of expenditures to develop new parks and recreation facilities and programs**
 - Twenty-eight percent of the respondents said too little, 25 percent said about right, 10 percent said too much and 38 percent said that they did not know.
- **Level of expenditures for maintaining current parks and recreation facilities and programs**
 - Fifteen percent of the respondents said too little, 41 percent said about right, 5 percent said too much and 39 percent said that they didn't know.
- **Support for a dedicated tax to fund parks and recreation facility and program operations**
 - Forty-four percent of the respondents said yes, 30 percent of the respondents said no and 27 percent said that did not know at this time.
- **How would you likely vote if a property or sales tax proposal were to appear on a future city ballot for supporting future development and operation of recreation facilities?**
 - Twelve percent of the respondents said that they would definitely vote yes, 33 percent said they would probably vote "yes", 17 percent said they would probably vote no, 19 percent said they would definitely vote "no" and 18 percent were uncertain.

Summary of Public Input

In general, results from the survey closely match input from the focus groups/public meetings. The importance of parks, trails, and other facilities is prevalent, and in most cases satisfaction regarding what is available and how it is maintained is generally high. Citizens expressed needs for additional indoor facilities, more opportunities for youths and teens, an expanded trail system, and dedicated open space areas. The willingness to support increased taxes is uncertain according to the survey results. Opportunities may exist to improve parks and recreation facilities and services through increased taxes if improvements are those that provide the greatest community benefit.

F. Other Public Input Surveys (Recreation Center Study)

Between March 2007 and July 2007, the City conducted a Recreation Center Feasibility Study. The process included significant public input. Strengths of indoor recreation opportunities included public facilities such as the new community center, ice rink, tennis facility, and private facilities such as the Old Time Hot Springs, Steamboat Theater, and Humble Ranch (special populations).

Weaknesses of current indoor recreation opportunities indicated that existing facilities were at or beyond capacity. There is also lack of teen and youth space and space for drop-in opportunities.

In July of 2007, Fredrick Polls conducted a survey to gauge, among other things, the priorities for types of spaces for indoor recreation facilities. The top five spaces people felt were needed were:

1. Teen center
2. Dedicated children's space
3. Community meeting space
4. Gym w/track
5. Indoor lap pool

These survey results are similar to the recent needs assessment survey conducted in this master planning effort.

V. Facility Inventory and Level of Service Analysis

A. General Description

Named after one of several natural springs within its borders, Steamboat Springs lies along the Yampa River in Northern Colorado (**Figure 6**). Over a hundred years ago, one of the springs was known for making a chugging sound similar to a steamboat, hence this how the town got its name. Though it no longer sounds off, the name remains.

Steamboat Springs is the county seat of Routt County (Figure 7). The central part of the city sits in the river valley at an elevation of about 6700 ft above sea level, amidst Mt. Werner and offers world-class skiing at the Steamboat Ski Resort. Howelsen Hill, named after an early resident, also provides alpine and Nordic skiing right in the heart of City.

Steamboat Springs is not just a winter resort. It is the year-round home for an active outdoor-oriented population, and the summer destination for many travelers. Among these are thousands of visitors who come for special events, such as sports tournaments, rodeos, and concerts, many of which are held within the City's parks and other facilities.

Figure 6: Map A: Regional Context

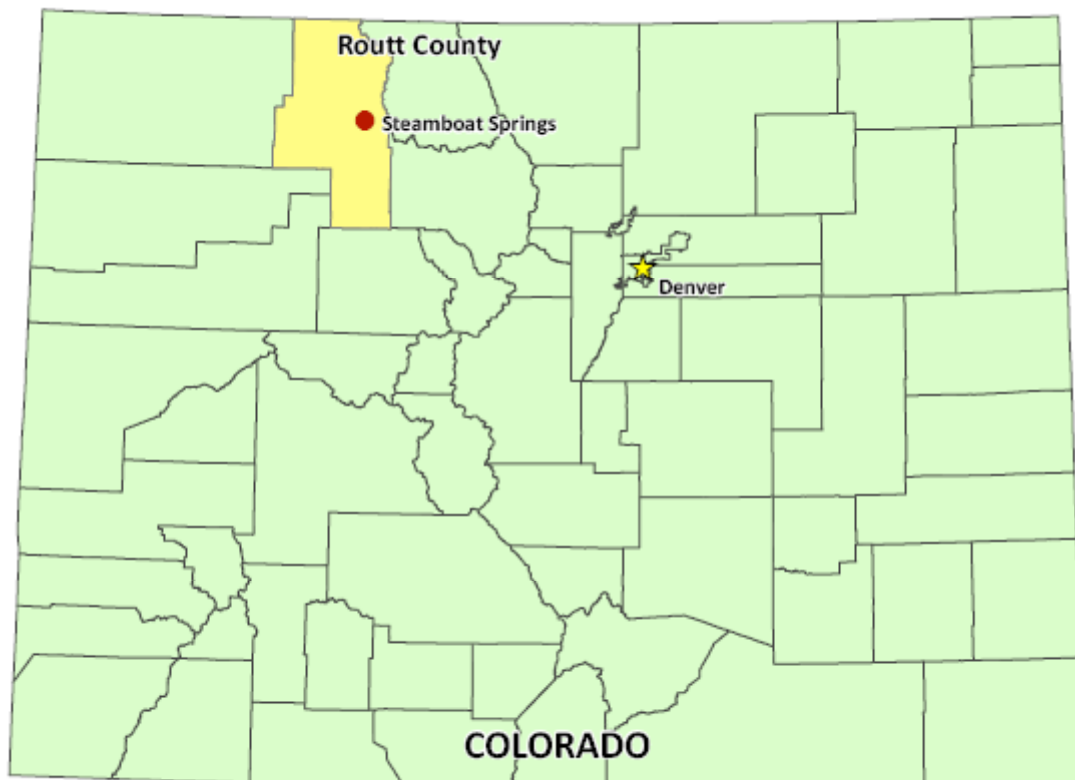
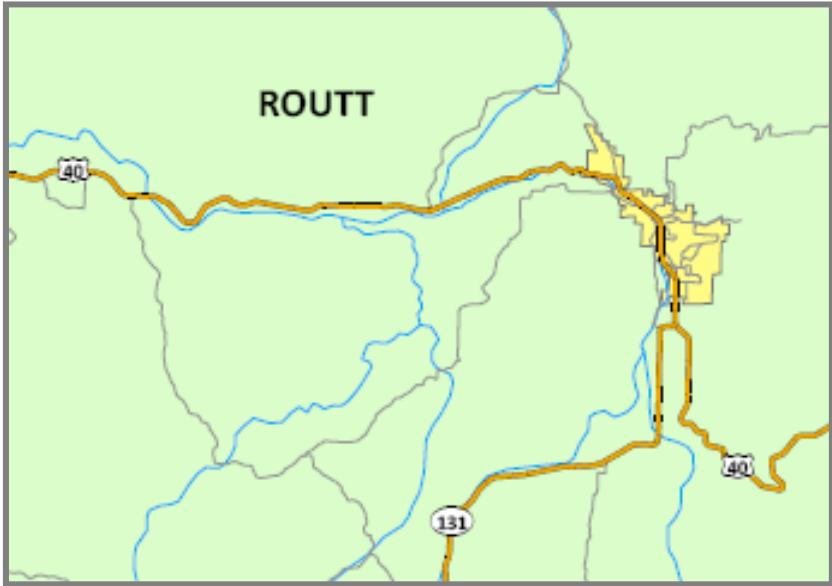


Figure 7: City of Steamboat Springs



B. Inventory

One essential part of this project is to establish a complete and accurate database of amenities related to the provision of parks and recreation in Steamboat Springs.

A complete inventory was conducted in May of 2008. This was accomplished by visiting each property and facility, talking with appropriate personnel, and recording the quantity and functionality of each component. For the purposes of this master plan, the inventory focused primarily on components at sites that are maintained for public use by the Parks, Open Space, and Recreational Services Department. Sites that are owned or managed by other entities were included if they played a significant role in supporting the City’s efforts to provide parks and recreation to the residents of Steamboat Springs. The City recognizes that other providers exist, and that the facilities they provide are part of the overall level of service enjoyed by people in Steamboat Springs. However, the purpose of this study was to analyze the effectiveness of the City-provided services and to create a complete inventory of the amenities that the City provides.

The inventory also focused on developed park sites, and not on City-owned open space or natural areas, even though these are important recreation amenities used by local residents. Similarly, the inventory did not include trails, unless they were located within developed parks, or contained amenities such as waysides, shelters, interpretive signs, or other features that make them similar to developed parks in character and use. This included the Yampa River Core Trail, and the river itself, which was counted as a “blueway.” Another unique facility counted in the inventory was the downtown streetscape, which is maintained by the Department and serves as a linear urban park.

The GRASP® Methodology

A methodology known as GRASP® was used to inventory and assess the current park system. A detailed explanation of this methodology can be found in the **Appendix D** of this report.

Each component was located, counted, and assessed for the functionality of its primary intended use. A GRASP® score was assigned to the component as a measure of its functionality as follows:

- **Below Expectations (BE)** – The component does not meet the expectations of its intended primary function. Factors leading to this may include size, age, accessibility, or others. Each such component was given a score of 1 in the inventory.
- **Meeting Expectations (ME)** – The component meets expectations for its intended function. Such components were given scores of 2.
- **Exceeding Expectations (EE)** – The component exceeds expectations, due to size, configuration, or unique qualities. Such components were given scores of 3.
- If the feature exists but is not useable because it is unsafe, obsolete, or dysfunctional, it may be listed in the feature description, and assigned a **score of zero (0)**.

Components were evaluated according to this scale from two perspectives: first, the value of the component in serving the immediate neighborhood, and second, its value to the entire community.

Next, amenities that relate to and enhance the component were evaluated. The setting for a component and the conditions around it affect how well it functions, so in addition to scoring the components, each **park site** or **indoor facility** was given a set of scores to rate its comfort and convenience to the user. This includes such things as the availability of restrooms, drinking water, shade, scenery, etc.

Lastly, the overall design and ambiance of the facility or park was recorded as a part of the inventory. Characteristics such as overall layout, attention to design, and functionality inform the design and ambiance score.

The assessment findings from each location were entered into a master inventory database/spreadsheet (See **Appendix E: Steamboat Springs Park and Facility Inventory**). The database serves as a record of the inventory and was also used to perform the GRASP® analysis that follows.

C. Infrastructure

Existing Infrastructure

The parks and recreation system can be thought of as an infrastructure that serves the health and well-being of people. This infrastructure is made up of parts and pieces that are combined in various ways to provide service. At the larger scale, a park, greenway, or indoor facility, such as the community center, forms the basic building blocks of the system. However, each of these can be broken down as well into individual components, such as playing fields, interpretive features, or meeting rooms. All of the individual components within the system were evaluated and recorded into the inventory dataset.

In some cases, *experiences* provided within a park or facility were evaluated. For example, rather than recording each individual piece of art within a park, a single value was given for art as an *experience* within the park. This was also done for historical, cultural, and educational experiences offered within parks.

Figure 8: Map B: Park System

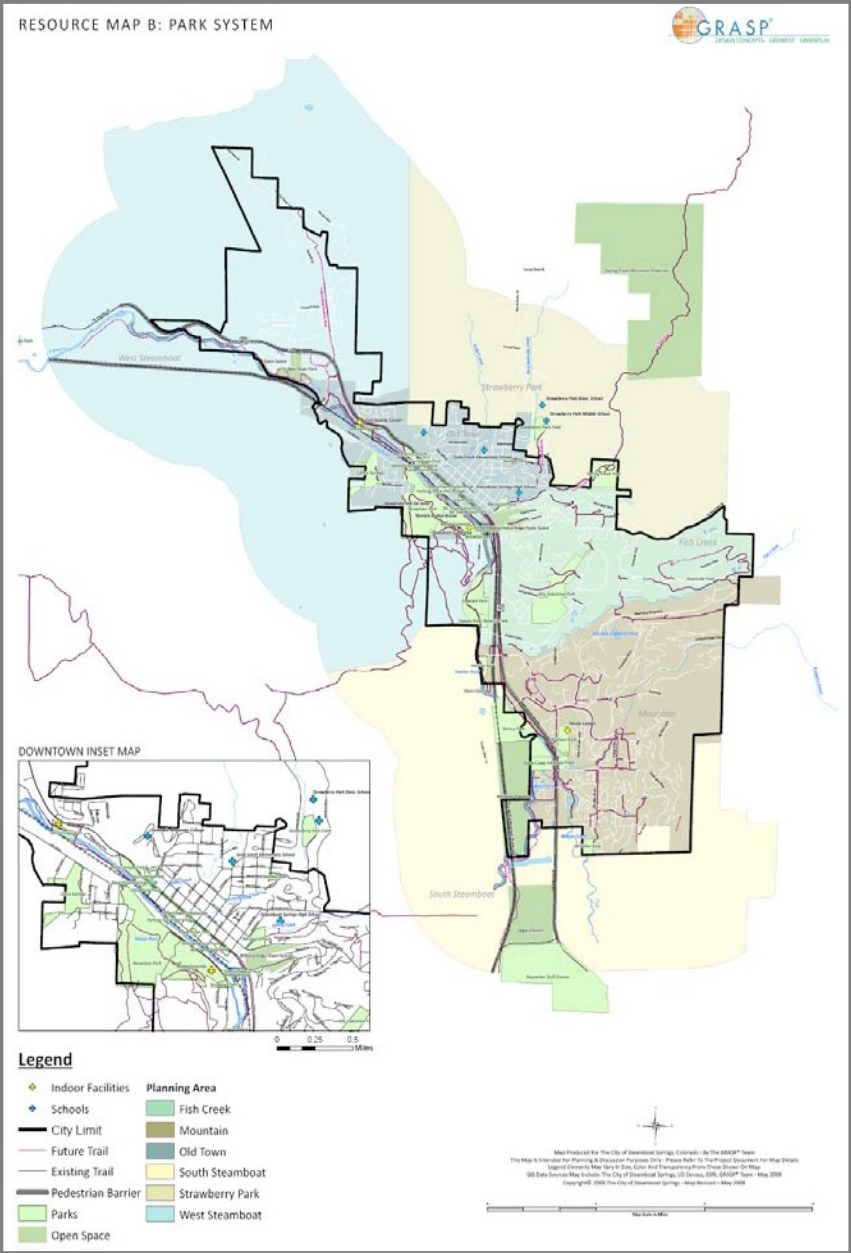


Figure 8: Map B: Park System

This map shows where current parks, trails, and open spaces are located. In addition, schools, landmarks, and barriers to pedestrian access are shown for reference. (Larger maps and GRASP® Perspectives can be found in **Appendix E Inventory and Maps**)

The map also shows existing planning areas used by the City. These include Fish Creek, Mountain, Old Town, South Steamboat, Strawberry Park, and West Steamboat. Note that these areas extend beyond the current city limits. This extended area is the City’s expanded planning area for future growth. (Larger maps and GRASP® Perspectives can be found in **Appendix E Inventory and Maps** and **Appendix F GRASP® Perspectives**.) The planning areas were used in this study to compare levels of service for various parts of the city.

Existing Parks

As is typical of many mountain towns, Steamboat Springs is a linear settlement that follows along the Yampa River. Over the years, growth has occurred up the valley and along the flanks of Mt. Werner, primarily due to the influence of the Steamboat Ski Resort. However, growth is now being directed down-valley towards the west. Large developments are planned west of the City, and it is there that a large portion of the future population of Steamboat Springs will reside. Re-development and densification of the downtown is also occurring, with a number of mixed-use projects underway that will increase the population living in the central part of Steamboat Springs.

Major Parks

Steamboat Springs has several parks that serve a wide variety of uses, including organized sports, special events, and day-to-day recreation for residents and visitors. Among these are the following:

Howelsen Park

The City's main park, Howelsen Park, is situated immediately across the river from downtown, and is accessible from downtown by way of the 5th Street Bridge. The bridge itself is part park amenity, with flower boxes maintained by Department staff. Howelsen Park is densely-packed with amenities, ranging from alpine and Nordic skiing, to ball fields, tennis courts, and even an alpine slide and riding stables. It's been said that this park



contains “Ten pounds of fun in a five-pound sack.” The park not only serves a large portion of resident's needs for active recreation facilities, it also accommodates tournaments and special events that bring in thousands of visitors to support the local economy. It is also the home of the Steamboat Springs Winter Sports Club, which provides training for a wide range of winter sports. Howelsen Park also serves as the gateway to miles of hiking and mountain biking trails south and west of the City. When combined with the adjacent Rodeo Grounds and Ice Arena this site is virtually Ground-Zero for activity in Steamboat Springs. Its central location makes it accessible to many residents and visitors to downtown by foot or bicycle. Good connections to the Yampa River Core Greenway extend easy bike access up and down the valley.

The success of this park is also its greatest drawback. The number of features and level of activity within require staff to work hard in order to keep it maintained and functioning at the level worthy of Steamboat Springs' reputation. Features within the park have been added incrementally over time and are not necessarily arranged in the most efficient manner. Some aspects, such as the number of restrooms, are inadequate for the amount of use the park attracts.

Howelsen Park is and should be Steamboat Springs' flagship park. It may be time to re-think what this means in terms of the design and programming of the park. This should be considered at the Recommendations stage of this master plan.

Emerald Park

Like Howelsen Park, Emerald Park also accommodates a large amount of active recreation. It is a prime location for soccer and other field sports, as well as baseball and softball. It also serves as the gateway to the Yampa River Botanic Park. The Yampa River Core Greenway runs adjacent to the park, providing good access for pedestrians and bicyclists. However, vehicular access is a problem at Emerald Park. Currently the only vehicular access is through a residential neighborhood, which causes conflicts, especially when the park is in full use. This issue should be considered in the Recommendations stage of this master plan.



Little Toots Park

This park is centrally located between downtown, the river, and the library. It is heavily used by families and others as a place to picnic and play. It has ample shade, but lacks an important kid-friendly amenity: restrooms. At the present time, portable toilets are used to serve the park. This park serves as a “passive” counterpart to Howelsen Park in the downtown area. As more people move into the mixed-use developments downtown, this kind of park space will become even more important. At the same time, it is possible that the new playgrounds being developed at the two elementary schools on the other side of the highway will take some of the pressure away from this park. Right now, it has the only decent playground available in the central part of Steamboat Springs, but this will change once the school district opens new playgrounds that are expected to be large and ADA accessible.

Other changes are occurring around the park as the library is being expanded and an old house is being removed to expand the park. These changes should be monitored and addressed in the recommendations phase of this master plan to determine what the role of Little Toots Park should be in the community.

Ski Town Park

Ski Town Park is an active park primarily focused on tennis and field sports. It includes a first-rate tennis center with indoor and outdoor courts, both clay and hard surfaced. It also has a turf field area that is heavily programmed for a variety of sports. The Department’s maintenance staff works hard to manage and maintain this as facility for a tournament and recreational use. Because of the heavy use, parking is an issue here, as spaces are limited and there is no reliable overflow area nearby.





West Lincoln Park

This is a relatively large but passive park along the main road west of downtown. It contains an iconic “Steamboat” playground, and is the setting for special events. It also is the access point for the “D” Hole, a popular play hole for kayakers on the Yampa River. To accommodate this, there are changing rooms built into the restroom facility here. West Lincoln Park also contains several natural springs, including Sulphur, Soda, and Sweetwater. In some ways, West Lincoln Park

represents much of the best that Steamboat Springs has to offer: natural springs, the river, art, and history. The recommendations stage of this master plan should consider what that means for the role of this park within the City’s park system.

Whistler Park

Whistler Park is located in the southern part of Steamboat Springs, and is programmed for a variety of field sports. It feels somewhat inaccessible because the access to the park is through an extensive residential area, and it is not connected to the greenway trail system. Nonetheless, it serves an important role in the programming needs of the City for active recreation. It is currently undergoing renovations to the fields and playground.



Specialized Parks and Facilities

Steamboat Springs also has several parks that are unique and serve special purposes. These include:

Rodeo Grounds

The Rodeo Grounds play host to special events, including rodeos. Together with the adjacent Howelsen Park, the Rodeo Grounds are a part of Steamboat Springs’ identity as an active and energetic place.



Overall, the Rodeo Grounds have a broken-in character that indicates they are well-loved, well-used, and maybe a bit tired. At the same time, they represent a bit of Steamboat Springs’ classic identity as a traditional western town that differentiates it from glitzier “prefab” resorts in the region. Whatever the future of the Rodeo Grounds holds, this aspect should be retained and celebrated.

Steamboat Springs Park

This little park is unique if for no other reason than it contains the city’s historical namesake. Here is the original “Steamboat Spring.” It is easy to miss this little gem because it is on the far side of the river from the main greenway and most activities, but it serves as a reminder of the natural geologic features that make this City special.



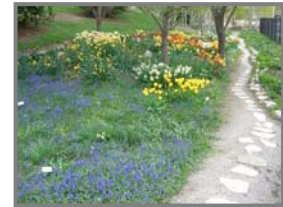


Stockbridge Park/Community Center

The City's new Community Center is located in Stockbridge Park. A new and popular playground is also located here. The adjacent greenway and transit terminal make it easily accessible. Although not managed by the Parks, Open Space and Recreational Services Department, the Community Center offers programmable space for meetings and other events. The Department maintains the grounds.

Yampa River Botanic Park

This is a beautiful botanical park located adjacent to Emerald Park. The park is operated by the Yampa River Botanic Parks Board through an endowment and memberships. This facility offers visitors a chance to experience a quiet and elegant horticultural garden that is also the site of special events.



Yampa River/Core Greenway



The river itself offers a wonderful park experience, including boating, tubing, fishing, wildlife viewing, and passive contemplation. The Core Greenway parallels the river and provides visual and physical access to the water. It also provides active recreation in the form of running, cycling, and other recreational means of non-motorized travel. Passive recreational opportunities offered by the Greenway include educational and interpretive signs, wildlife viewing, strolling, art, and places to sit.

Downtown Streetscape

The downtown area provides recreational opportunities beyond those of shopping and dining. It also provides a traditional "main street" experience for strolling, window-shopping, etc. The Parks, Open Space, and Recreational Services Department plays a role in providing this experience through the plants and other amenities it maintains in the public right-of-way downtown.

Howelsen Ice Arena

This indoor facility includes indoor ice for skating, with support amenities. Improvements are planned that will include a lobby expansion, additional locker rooms, concessions, a café area, a multi-purpose room, and other amenities. In time there may be improvements of a second sheet of ice.

Tennis Center

Located within Ski Town Park, this facility includes not only indoor and outdoor competition courts, but also conference room, lounge, and other amenities.

Heritage Park

Though this site is privately-owned, the City programs and maintains the fields here for active recreation.

Rita Valentine Park

This undeveloped park is situated between downtown and the ski resort. Plans for the future of the park will be determined partially as an outcome of this master plan.

Other Parks and Facilities

In addition to the main parks and specialized facilities listed above, Steamboat Springs has numerous smaller parks that offer places to play, relax, attend an event, or discover something unique like a natural spring or piece of sculpture. Many of these are located along the river and are accessible by way of the greenway trail. Others are located within neighborhoods away from the river.

D. Level of Service

As part of the Parks and Recreation Master Plan, one tool that was utilized is the examination of Levels of Service (LOS). This tool allows for analysis of the inventory, quantity, location, distribution, and access to recreation components. Levels of Service (LOS) are typically defined in parks and recreation plans as the capacity of the system's components to meet the needs of the public. Two methods were used in this analysis. One method uses a traditional capacities approach that compares quantity to population. The other analysis uses the GRASP® method, which records quantity, quality, and location information about the components and displays it in chart and map form. A more detailed description of the history of GRASP® and its relationship to National Recreation and Parks Association (NRPA) standards can be found in **Appendix D: GRASP® Methodology and History**.

The GRASP® Analysis

GRASP® methodology is a unique way of looking at LOS because it considers not only the quantity and distribution of parks and facilities but also quality, comfort and convenience, and overall design and ambiance. It is also unique in that it applies to individual recreation *components* to create a component-based model for evaluating LOS.

After scoring each component as outlined in the inventory description, GIS software was used to create graphic representations that allow for easy visual and numerical analysis of the recreation system. Some of the representations show raw data collected through the inventory process or received from other sources. These are referred to as Resource Maps. Other representations emerge from the processing of data within the GIS using composite values analysis. These analyses can look at both general and specific aspects of the system. Each of these representations is called a **GRASP® Perspective**. The following maps and perspectives were prepared for this report and can be found in **Appendix E, Inventory and Maps and Appendix F, GRASP® Perspectives**.

Map A: Regional Context

Map B: System Map

Perspective A: Neighborhood Access to All Components

Perspective B: Neighborhood Access to Parks and Outdoor Components

Perspective C: Neighborhood Access to Indoor Facilities

Perspective D: Walkable Access to All Components

Perspective E: Neighborhood Access to Trails

For each **GRASP® Perspective**, every inventoried component has a GRASP® score that is applied to a service area, (or buffer), based on a radius from the component. The Neighborhood Perspective applies the components' qualitative score to both one mile and one third mile buffers. One-mile buffers represent a distance from which convenient access to the component can be achieved by normal means such as driving or bicycling. The one-third mile buffer shows the distance that a

resident can reasonably walk in 10 minutes. Scores are doubled within the 1/3 mile buffer to reflect the added accessibility of walking, since almost anyone can reach the location on their own by walking, even if they do not drive or ride a bicycle.

When buffers with associated scores are plotted on a map, a picture emerges that represents the cumulative LOS. Where buffers for multiple components overlap, a darker shade results and indicates locations that are “served” by a combination of more components and/or higher quality ones. In other words, **where there are darker shades, the level of service is higher** for that particular Perspective. It is important to note that the shade overlaying any given point on the map represents the cumulative value offered by the surrounding park system to an individual situated in that specific location, rather than the service being provided by components at that location to the areas around it.

GRASP® Target Scores Analysis

Within the GRASP® Perspectives, the buffers and associated scores are presented in two ways – with infinite tone ranges (orange) and in two tones based on **target values** (purple and yellow).

The **larger scale map** in each of the Perspectives shows the **GRASP®** buffers with an infinite tone range that portrays the nuances of service that is being provided to the community. At this scale it is easier to see the differences in services provided by parks and individual components. The complete Perspective series is set to the same tone scale so the different Perspectives can be compared side-by-side.

The **inset** map shows the **GRASP®** score ranges grouped into categories that represent the following: No Service, Service Below Target Minimum Score or Service Above Target Minimum Score. Target scores represent the score that would be achieved if a determined set of components, along with the appropriate modifiers, were accessible from a given location. The combination of components is based on the set of needs being evaluated, and varies for each Perspective. Unless otherwise noted, the target score is appropriate for a typical residential area. For this reason, it should not be implied that all parts of the city should attain this score. In some areas, no service or a level of service below the target score is completely appropriate.

Areas with yellow shading on the inset map have at least some service (**GRASP®** score of greater than zero), but the service score is below the target. Areas with purple shading have service scores that meet or exceed the target value. Areas without shading have a service score of zero. Different target score breaks were used for each Perspective, depending on what is being measured. For this reason, these maps cannot be compared but are specific to each Perspective.

The Maps and Perspective section below reviews the Perspectives and highlights where higher and lower levels of service are being provided from a given set of components.

City Comparison Chart for Target Scores and Perspective Results

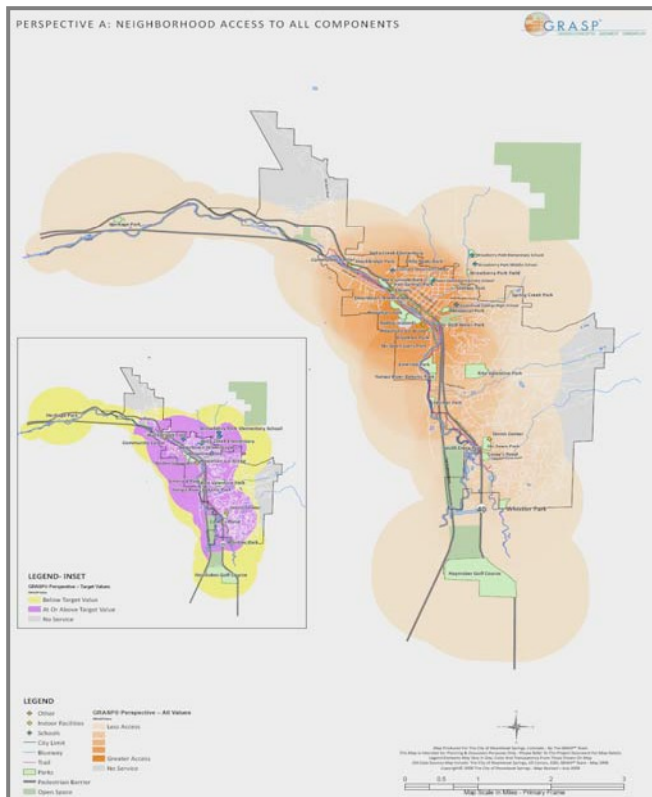
Table 8: GRASP® Comparisons for Other Communities is a summary of several comparable cities. The values in the table are intended to provide a context and comparison of the GRASP® analysis, not to imply a set of standards.

Table 8: GRASP® Comparisons for Other Communities

City	Total Acres	% of Total w/LOS (All Components)	Avg. LOS Score per Acre Served	% of Total Area Above Target Minimum	% of Served Area Above Target Minimum
Dillon	9,608	56%	47.32	5%	9%
Fort Collins	33,388	83%	217.00	NA	NA
Glenwood Springs	3,433	95%	46.66	44%	46%
Salida	1,604	99%	231.80	90%	91%
Steamboat Springs	6,328	80%	272.90	63%	78%
Vail	2,915	100%	174.00	39%	39%
Windsor	14,691	83%	142.30	38%	45%

The table shows that while Steamboat Springs may not have coverage throughout its city limits to the extent of places such as Vail, Salida, or Glenwood Springs, it nonetheless has the highest average score for the area that is served. It also ranks relatively high in the percentage of the total area that is served at a level that meets targets, second only to Salida.

Maps and Perspectives for Levels of Service



Thumbnails of the target scores inset and excerpts from some of the maps and perspectives are shown here for convenience only – the reader should refer to the full maps in **Appendix F** for complete information and clarity.

Perspective A: Neighborhood Access to All Components

This perspective shows how the City is providing service at a neighborhood level for all components. This includes all outdoor, indoor, active, passive, and other components. Service is measured based on a one-mile radius, with a higher value placed on the components that are available within walking distance, or 1/3 mile.

A majority of residents have neighborhood access to some services, with concentrations of service in the central,

older part of the city. Service decreases further from downtown, which generally corresponds to a decreased population density, development patterns, and the geography of the City’s corporate limits.

The inset map shows where service is being provided, and whether it falls above or below the Target Minimum. The target minimum score for this Perspective is 67.2. This is equivalent to access to at least four components and one greenway with appropriate modifiers in place, although this score might be achieved in other ways that do not guarantee a certain mix of components. Whether or not the mix is appropriate for all areas is determined through other tools, including the public input process.

The areas in yellow on the inset map indicate those that have service, but it falls below the target minimum. These are areas of opportunity, because land and facilities are currently available to provide service, and relatively simple improvements to those lands and facilities may be enough to bring service up to the targets.

Purple areas on the inset maps are those where scores are at or above the targets. These areas are considered to have adequate levels of service, although this does not necessarily imply that the mix of features being offered is the one that residents currently desire. It may be that changes and/or improvements are needed within the purple-shaded areas to fit the specific mix of services to the needs and expectations of residents. Again, this is determined through the public process.

Table 9 provides a numeric summary of the GRASP® Perspective showing percentages of area that have either no service; service that is below the target; or service that meets or exceeds targets. For this table and the ones that follow, the land area within the city limits was used rather than the Urban Growth Boundary, except for the row labeled “Outside City Limit.” According to **Perspective A**, there are 11,668 acres of land outside the city limits that receive at least some service (score greater than zero) from the components in this inventory. In other words, the City is currently providing some level of service to 11,668 acres outside the city limits. The tables show how this external area is being served.

Table 9: Neighborhood Access to All Components

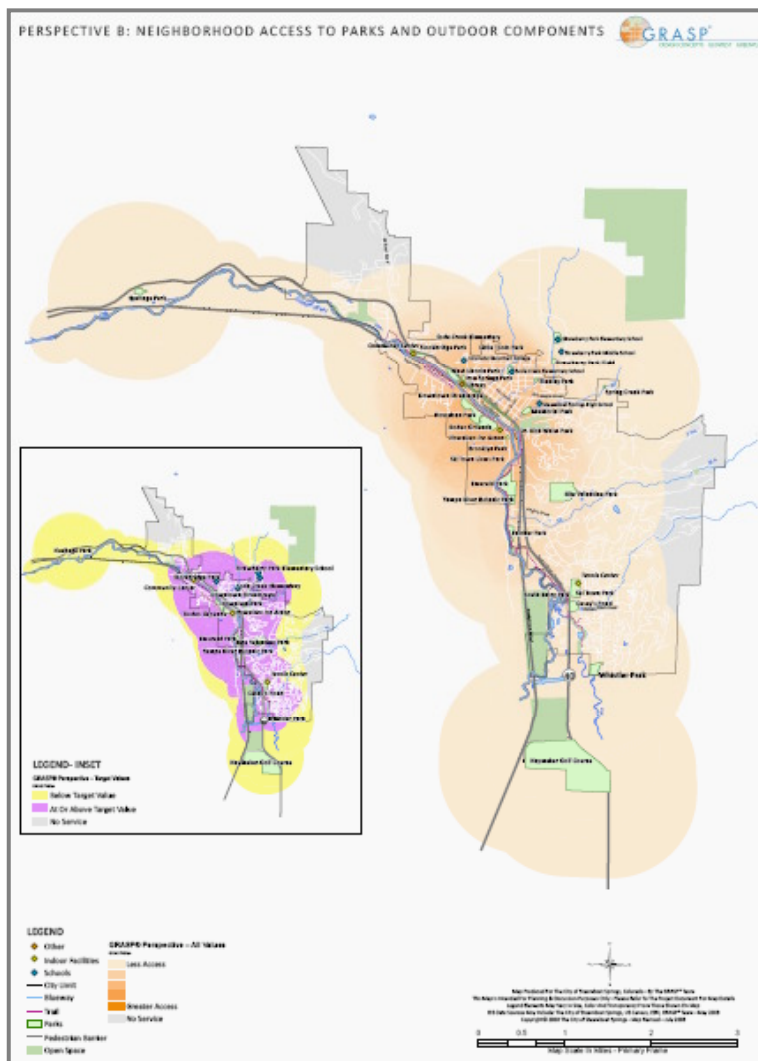
Zone	Total Acres	Percent of Area With LOS	Average Score Per Acre Served	Percent Total Area Served Below Target Minimum Score	Percent LOS Area Below Target Minimum Score	Percent Total Area Above Target Minimum Score	Percent LOS Area Above Target Minimum Score
Steamboat Springs (City Limit)	6327.6	79.8%	272.9	17.4%	21.8%	62.5%	78.2%
Fish Creek	1415	85.4%	271.1	22.4%	26.2%	63.0%	73.8%
Mountain	2276	82.0%	139.7	18.1%	22.1%	63.9%	77.9%
Old Town	1083	100.0%	597.1	0.0%	0.0%	100.0%	100.0%
South Steamboat	65	100.0%	85.3	73.0%	73.0%	27.0%	27.0%
Strawberry Park	77	100.0%	297.5	2.5%	2.5%	97.4%	97.5%
West Steamboat	1411	53.3%	246.7	22.7%	42.7%	30.5%	57.3%
Outside City Limit	11668	100.0%	70.5	75.5%	75.5%	24.5%	24.5%

The table shows that Steamboat Springs has at least some service for a high percentage of its developed area. Overall, nearly 80 percent of the land within the city limits has service, at an average service score of 272.9 points. The target score for service is being achieved for 62.5 percent of the city.

The planning area with the least coverage is West Steamboat. This is also the least-developed area, so this amount of coverage is likely appropriate for now. Because of the projected growth in this area, it will be possible to expand coverage as the area develops, but it will be important to assure that this happens in a way that meets targets and expectations. This should be addressed in the recommendations phase of this master plan.

It should also be noted that where service is currently being provided in West Steamboat, the average score is 246.7, which is a high score. Also, 57 percent of the area that is currently served in West Steamboat meets the target score.

Although it has 100% coverage, South Steamboat has the lowest average score and the lowest percentage of its served area meeting the target. This is perhaps mitigated by the fact that South Steamboat has access to amenities at the ski resort and other providers, but this should be investigated and confirmed as part of the recommendations stage of this project.



The concentration of amenities in Old Town yields an extremely high level of service there, which is appropriate for a world-class resort community.

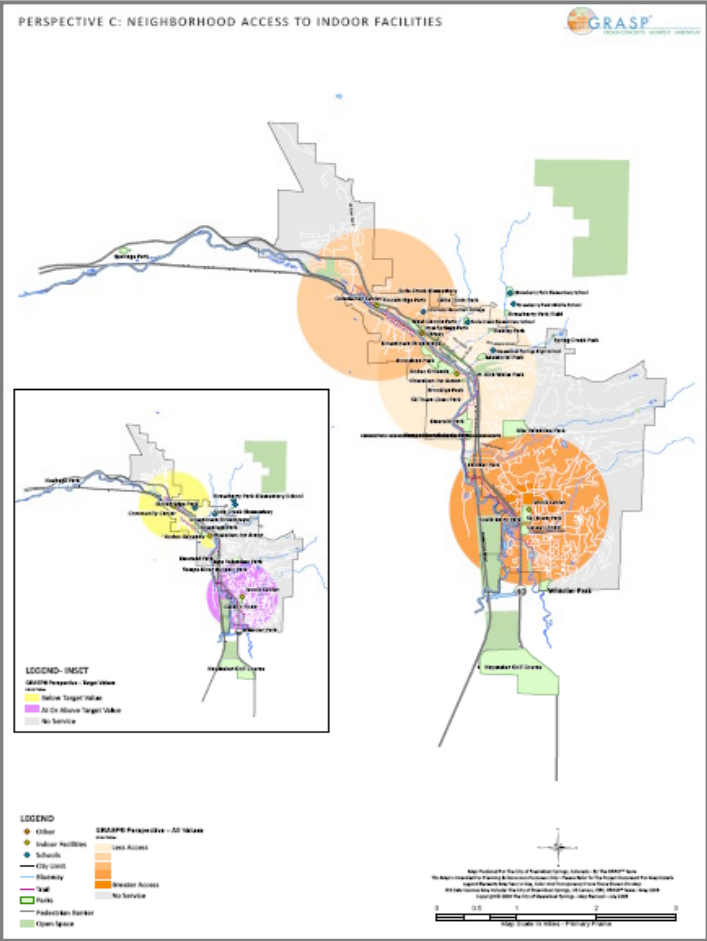
Perspective B Neighborhood Access to Parks and Outdoor Components

This Perspective is essentially **Perspective A**, but without the indoor facilities. It is intended to isolate and portray the LOS for outdoor purposes. Indoor facilities make up a relatively small part of the overall infrastructure of components in Steamboat Springs, so this Perspective is very similar to **Perspective A**.

Table 10: Neighborhood Access to Parks and Outdoor Components

Zone	Total Acres	Percent of Area With LOS	Average Score Per Acre Served	Percent Total Area Below Target Minimum Score	Percent LOS Area Below Target Minimum Score	Percent Total Area Above Target Minimum Score	Percent LOS Area Above Target Minimum Score
Steamboat Springs (City Limit)	6327.6	79.8%	264.2	21.7%	27.2%	58.1%	72.8%
Fish Creek	1415	85.4%	267.7	22.4%	26.3%	63.0%	73.7%
Mountain	2276	82.0%	116.4	27.5%	33.5%	54.6%	66.5%
Old Town	1083	100.0%	587.8	0.0%	0.0%	100.0%	100.0%
South Steamboat	65	100.0%	80.5	73.0%	73.0%	27.0%	27.0%
Strawberry Park	77	100.0%	292.2	2.5%	2.5%	97.4%	97.5%
West Steamboat	1411	53.3%	240.4	27.0%	50.7%	26.3%	49.3%
Outside City Limit	11668	100.0%	68.5	76.3%	76.3%	23.7%	23.7%

Table 10 shows how levels of service are reduced when indoor facilities are removed from the equation. For example, service citywide goes from 272.9 in Perspective A to 264.2 in this perspective. Other planning areas are similarly affected.



Perspective C Neighborhood Access to Indoor Facilities

Indoor recreation components that provide both active and passive recreation opportunities are shown in this Perspective. Typical components used on this Perspective include gyms, fitness and meeting rooms, and other specialized facilities. Buffers used are the same as those in **Perspective A**.

The target score is based on the indoor facility having at least four components. Service is concentrated around three facilities: the Community Center in the northwest, the Howelsen Ice Arena in the central area, and the Tennis Center in the south. The Tennis Center generates a high score, but this score is primarily due to the sheer number of courts rather than a broad mix of components. Philosophies and trends in indoor recreation indicate that community participants desire a mix of basic facilities, such as fitness

rooms and meeting spaces that are walkable and well distributed. Larger or specialized facilities such as the ice arena, tennis center, or special event spaces, are best provided as single-purpose facilities or incorporated into large multi-generational centers that serve the entire city.

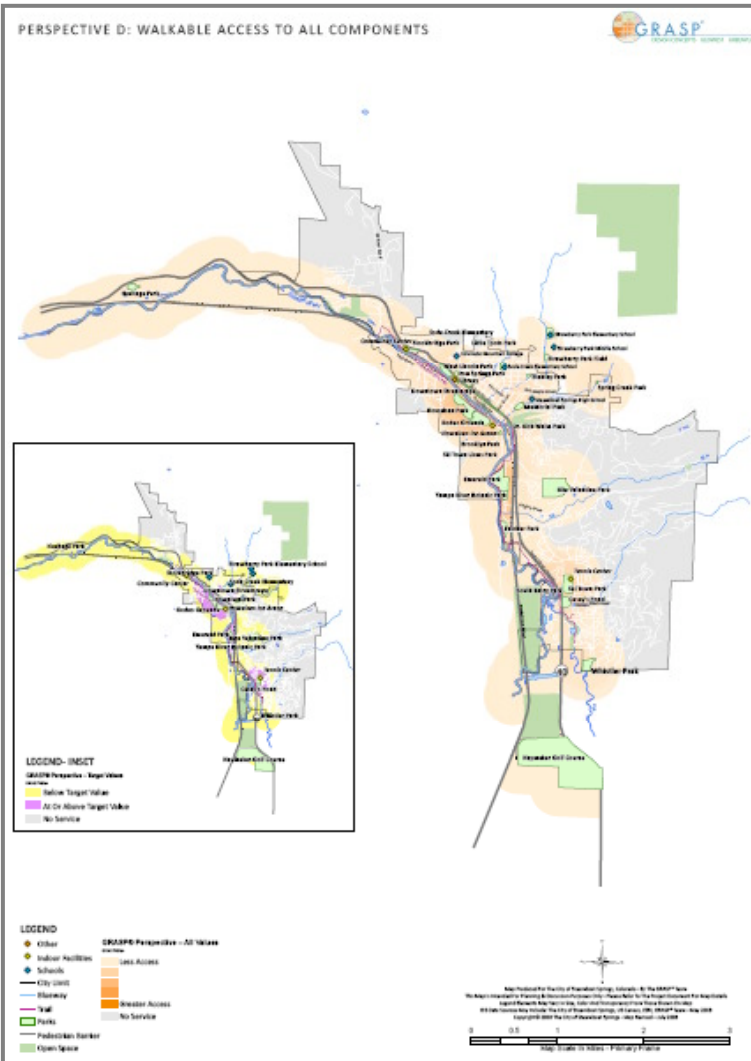
A Target Score of 19.2 points was set for the indoor analysis, which is equivalent to four components with modifiers. **Table 11** shows how Steamboat Springs is meeting this target. However, this should be used only as a rough guide for making recommendations, for the reasons explained in the preceding paragraph.

Table 11: Neighborhood Access to Indoor Facilities

Zone	Total Acres	Percent of Area With LOS	Average Score Per Acre Served	Percent Total Area Below Target Minimum Score	Percent LOS Area Below Target Minimum Score	Percent Total Area Above Target Minimum Score	Percent LOS Area Above Target Minimum Score
Steamboat Springs (City Limit)	6327.6	60.6%	15.1	34.7%	57.4%	25.8%	42.6%
Fish Creek	1415	46.8%	6.2	39.3%	83.9%	7.5%	16.1%
Mountain	2276	65.0%	29.4	0.0%	0.0%	65.0%	100.0%
Old Town	1083	99.8%	9.3	96.4%	96.6%	3.4%	3.4%
South Steamboat	65	18.2%	26.0	0.0%	0.2%	18.2%	99.8%
Strawberry Park	77	46.3%	11.2	46.3%	100.0%	0.0%	0.0%
West Steamboat	1411	39.9%	8.4	39.9%	100.0%	0.0%	0.0%
Outside City Limit	11668	15.3%	13.4	11.7%	76.8%	3.5%	23.2%

A note about the analysis methodology should be made at this time. The methodology places a premium on the ability to walk to components by increasing the score within 1/3 mile of the component. This value is clipped or truncated when a major barrier to walking, such as the river or railroad track is encountered. This is a somewhat general and coarse-grained adjustment, and the computer program is not able to account for specific points where barriers are mitigated, such as bridges and underpasses. In the most cases, this has a relatively low impact on the results of the analysis, but in the case of Steamboat Springs, scores in the downtown area between Lincoln Avenue and the river would likely be noticeably higher if adjusted to account for the bridges and pedestrian crossings available there. This is particularly true for **Perspective C**, because of the small number and low distribution of indoor components. This is a relatively small portion of the overall study area, but deserves to be noted because of the increasing residential and mixed-use development occurring here.

Table 11 shows that about 25 percent of Steamboat Springs is reaching the target score for indoor facilities, and that the overall average score of 15.1 points for the service area is a bit below the target. However, for the reasons explained above, policy decisions should be made as to how the goals of distribution of service across the city vs. provision of larger and specialized amenities will be determined. **Perspective C** is primarily intended as a tool to evaluate the current status of indoor recreation facilities and use that as a starting point for setting policy.



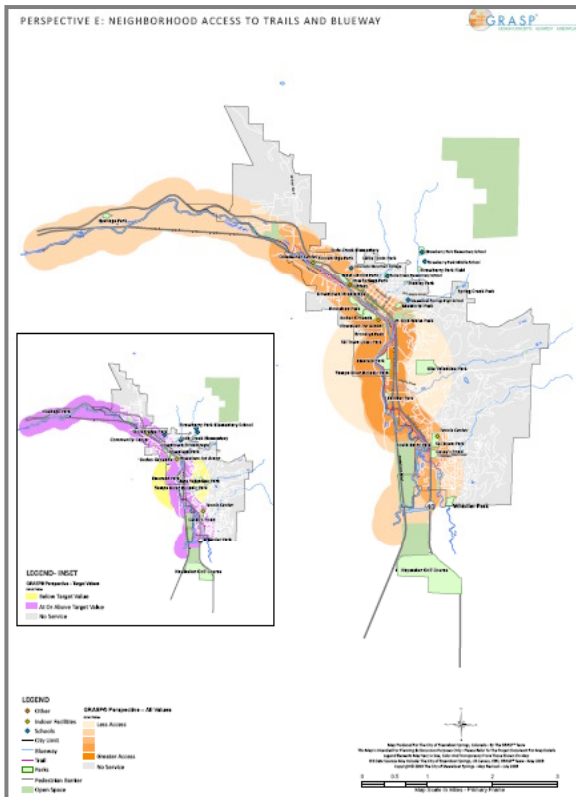
Perspective D: Walkable Access to All Components

This Perspective shows the level of service provided to the community at a walkable level. All components are shown and each has only a 1/3 mile buffer, which equates to about a 10 minute walk. These buffers have been truncated at the primary barriers. As explained in the preceding text, bridges and pedestrian crossings have *not* been accounted for, which mainly affects the area of downtown between Lincoln Avenue and the river. Scores within the buffers are equal to the base score for the components, calculated as described in **Appendix D**, and doubled to reflect the walkable access, as was done on **Perspective A**. In a sense, this is **Perspective A** with the one-mile buffers removed.

Table 12: Walkable Access to All Components

Zone	Total Acres	Percent of Area With LOS	Average Score Per Acre Served	Percent Total Area Below Target Minimum Score	Percent LOS Area Below Target Minimum Score	Percent Total Area Above Target Minimum Score	Percent LOS Area Above Target Minimum Score
Steamboat Springs (City Limit)	6327.6	51.1%	41.7	41.1%	80.5%	10.0%	19.5%
Fish Creek	1415	48.5%	37.7	43.0%	88.6%	5.6%	11.4%
Mountain	2276	38.8%	41.0	31.7%	81.7%	7.1%	18.3%
Old Town	1083	95.3%	70.8	62.6%	65.7%	32.7%	34.3%
South Steamboat	65	27.2%	39.9	24.5%	90.4%	2.6%	9.6%
Strawberry Park	77	72.3%	31.7	72.3%	100.0%	0.0%	0.0%
West Steamboat	1411	39.5%	29.1	36.9%	93.6%	2.5%	6.4%
Outside City Limit	11668	32.6%	16.5	32.6%	100.0%	0.0%	0.0%

The Target Score for this perspective is the same as for Perspective A – 67.2 points. This allows for a comparison between the two to see how service is affected when walkability is considered by itself. An important note to make at this point is that the Steamboat Springs Transit (SST) provides an alternative that enhances the walkability along the spine formed by the river. This is where most of the City’s parks and facilities are located, making it easy to combine the bus and walking to basically extend the service buffer of all components linearly along this spine. The net result is that the effective scores for all locations along the transit route are actually higher than the perspective shows if this is taken into account.



Perspective E Neighborhood Access to Trails

For this perspective, the Yampa River Core Greenway and the Yampa River Blueway were scored and analyzed as components of service for parks and recreation. This is because they each function much like a park with a combination of active and passive components, and because of the high value that is typically placed on trails as park and recreation elements in the needs assessment process. The score for a given length of trail was assigned to a 1/3 mile buffer paralleling the trail along both sides.

Aside from greenways, trails also exist as components within parks. These are also shown on this map if they meet the following criteria. Trails as components in parks typically provide access to a natural area or are a part of a larger trail network probably geared to multi-modal use. In addition, the distinction can be made that trails in parks are

often accompanied by interpretive signage and other features, which make them destinations within the park. Sidewalks that exist purely to provide access to park components or are a circuit (counted elsewhere as loop walks) are not included in this map. Trails that are shown as component of parks receive both 1/3 and 1-mile buffers, just as components do in the other maps.

The perspective shows just how significant the river corridor is to parks and recreation services in Steamboat Springs. The target score for trails service is 28.8 points. This would be essentially equivalent to the value of a typical neighborhood park in most communities. The entire river corridor achieves this target, and as shown in Table 13, the resulting service area amounts to over 35% of the total area of Steamboat Springs.

Table 13 shows which parts of the city benefit the most from access to the greenway/blueway. Note that all of the planning areas are affected, including Strawberry Park, which has just over 10% of its area served by these facilities. Overall, 44% of Steamboat Springs is within the service buffer of the greenway/blueway.

Table 13: Neighborhood Access to Trails

Zone	Total Acres	Percent of Area With LOS	Average Score Per Acre Served	Percent Total Area Below Target Minimum Score	Percent LOS Area Below Target Minimum Score	Percent Total Area Above Target Minimum Score	Percent LOS Area Above Target Minimum Score
Steamboat Springs (City Limit)	6327.6	44.2%	49.8	8.3%	18.8%	35.9%	81.2%
Fish Creek	1415	46.4%	43.7	26.1%	56.3%	20.2%	43.7%
Mountain	2276	34.9%	46.3	5.4%	15.4%	29.5%	84.6%
Old Town	1083	69.7%	59.6	0.5%	0.7%	69.2%	99.3%
South Steamboat	65	25.8%	50.8	0.0%	0.0%	25.8%	99.9%
Strawberry Park	77	10.1%	50.4	0.0%	0.0%	10.1%	100.0%
West Steamboat	1411	40.3%	47.9	2.1%	5.1%	38.2%	94.9%
Outside City Limit	11668	26.0%	33.1	3.7%	14.3%	22.3%	85.7%

Other Tools for Measuring Level of Service (LOS)

Besides the GRASP® perspectives and associated LOS numbers, this plan also uses capacities based analysis tools. One tool determines capacity by comparing GRASP® scoring to population, and the other tool models traditional methods of determining LOS by using straight quantity as compared to population.

Communitywide LOS

The Community Components GRASP® Scores and Population Ratios in **Table 14** show numerical indices for LOS that accounts for both quantity and quality of components in Steamboat Springs. The table shows the community GRASP® Index for each component, as well as the number of GRASP® points needed to maintain the current indices as the population grows.

Table 14: Community Components GRASP® Index

	Current Population	11,496		Projected Population	12,944
	Total GRASP® Community Score per component type	GRASP® score per 1000 population (GRASP® Index)		Total GRASP® score needed at projected population	Additional GRASP® score needed
Ballfield	62.2	5.41		70.0	7.8
Basketball	4.8	0.42		5.4	0.6
Dog Park	4.4	0.38		5.0	0.6
Event Space	39.4	3.43		44.4	5.0
Golf	4.4	0.38		5.0	0.6
Loop Walk	33.15	2.88		37.3	4.2
MP Field, all sizes	56	4.87		63.1	7.1
Open Turf	69.1	6.01		77.8	8.7
Playground, all sizes	45	3.91		50.7	5.7
Shelter, Group (with and without restrooms)	19.2	1.67		21.6	2.4
Shelter (small)	24.4	2.12		27.5	3.1
Tennis	62.4	5.43		70.3	7.9
Water Access, Developed	76.8	6.68		86.5	9.7
Water Access, General	16.2	1.41		18.2	2.0
TOTAL	630.35	54.83		709.75	79.40

The first part of the Community Components GRASP® Index (Table 14) shows the total GRASP® scores for that component when all of the components in the dataset are included. During the inventory process, two sets of scores were assigned to each component, a Neighborhood score and a Communitywide score. The Communitywide scores are used to create this table.

The second column in the table shows the index that results when the GRASP® score is divided by the current population of Steamboat Springs, in thousands. This is the GRASP® Index for that component. The third column in the table shows the total GRASP® score that must exist to achieve the same GRASP® Index at the projected population, and the fourth column shows the additional number of GRASP® points needed to achieve that score.

This information can be used to plan for future improvements to the parks and recreation infrastructure to accommodate growth. Because GRASP® scores are a blend of quantity and quality it is possible to increase them by either adding components or improving the quality of existing ones. In most cases, a combination of the two will be recommended. Used in conjunction with the Capacities LOS Table, the best combination of quantity and quality can be determined for planning purposes. The GRASP® Indices also allow the community to benchmark its combined LOS for quality and quantity of service over time and measure its progress.

Capacities Level of Service

For some components, the quantity needed is proportional to the population that will be served by that component. This is a simple calculation when components are programmed for use. The programming determines how many people will be using the facilities over a period of time. Sports fields and courts fall into this category. For other components, the ratio of components to the population may vary, depending upon the size or capacity of the component and the participation levels within the community for the activity served by the component. Skate parks and group picnic facilities fall into this category.

Table 15 represents the current level of service and projected needs for community components for Steamboat Springs. This table closely resembles a traditional LOS analysis and shows how the quantities of certain park and recreation components compare to population. For each component, the table shows the current quantity of that component on a “per-1000 persons” basis (referred to as the Capacity LOS) and the pro-rata number of persons in the community represented by each component. This kind of analysis can be used to show the capacity of the current inventory – in other words, how many people are potentially being served by park components.

It is important to note that this table is simply one tool that is used to make final recommendations and establish budgets. The numbers of facilities shown on this table may differ from the final recommendations due to availability of land, ability to upgrade existing facilities, and the possibility of partnerships.

Table 15: Capacities Level of Service (LOS)

Capacities LOS for Community Components															
City of Steamboat Springs, Colorado															
	Acres	Ballfield	Basketball	Dog Park	Event Space	Golf	Loop Walk	Multi-use Field (small & large)	Open Turf	Playground (all)	Shelter - large (group)	Shelter - small (individual)	Tennis	Water Access, Developed	Water Access, General
INVENTORY															
City Components	410.3	10	1	0	5	1	1	9	13	8	3	4	12	9	2
School District	12	1													
Private	5.3							2		2				1	1
TOTAL	427.6	11	1	0	5	1	1	11	13	10	3	4	12	10	3
CURRENT RATIO PER POPULATION - City Components Only															
CURRENT POPULATION															
<i>(2007)</i>															
Current Ratio per 1000 Population	37.20	0.96	0.09	0.00	0.43	0.09	0.09	0.96	1.13	0.87	0.26	0.35	1.04	0.87	0.26
Population per component	27	1,045	11,496	0	2,299	11,496	11,496	1,045	884	1,150	3,832	2,874	958	1,150	3,832
PROJECTED POPULATION -															
YEAR 2012															
Total # needed to maintain current ratio of all existing facilities at projected population	481	12	1	1	6	1	1	12	15	11	3	5	14	11	3
Number that should be added to achieve current ratio at projected population	54	1	0	1	1	0	0	1	2	1	0	1	2	1	0

VI. How We Manage - Analysis of Administration and Operations

An analysis was conducted of the critical aspects paramount to the development, operations, and delivery of parks and recreation services. This section provides an overview and assessment of these areas.

A. Park Maintenance

The City of Steamboat Parks Maintenance Division has extensive responsibilities maintaining park lands, park amenities and other areas that include:

- Ninety acres of parkland/athletic fields (75 acres irrigated)
- City Building and Park and Recreation Facility Landscapes
 - City Hall, Centennial Hall, Community Center, Library, Botanical Gardens, Tennis Center, Ice Arena, Howelsen Lodge, Rodeo Grounds, Fire Station, Public Works Shop, Elkins House, Transit Shop, Airport, Urban Renewal, URA Base Area Improvements, Parks and Recreation Office/Shop
- Two acres of street medians
- Urban forestry rights-of-way
- 200 hours annually devoted to playground maintenance
- Building maintenance (Tennis Center, Park & Recreation Office/Shop)
- 3000+ hours annually devoted to special event set up and tear down

The Division works closely with Recreation Division's Sports Coordinator to effectively address athletic field schedules. Additionally the Parks Division provides manpower, equipment, and trucks for special events.

Although the Citizen's Survey did not specifically address satisfaction levels for the maintenance of parks and facilities, it can be assumed that generally people are happy with maintenance as evidenced by the respondents who felt the amount of funding provided for this function was adequate. A large number of respondents (41%) felt spending on maintenance was about right, 15 percent said too little was being spent, 5 percent said too much was being spent and 39 percent did not know.

The City does not use an official classification system (i.e. neighborhood, community, regional) for its park system. However, the City is divided into three maintenance districts and has varying sizes of parks with varying functions and amenities. Smaller events such as community level sports are played in smaller parks in neighborhoods and large events such as the Triple Crown Tournament are held in the larger parks.

Regardless of the size of the parks, they all receive a consistent level of service. However, it should be noted that athletic fields, in general, receive a higher level of maintenance service than do parks.

Capacity

Besides the high use parks get on major holidays such as Memorial Day and Labor Day, capacity (overuse) is not an issue. On the other hand, athletic fields are being used beyond their capacity. Combining the "short season" the City has, along with the demand that sometimes reaches seven days/nights a week. Keeping them properly maintained and having the ability to close them for major renovation is a constant struggle for the Division.

Funding

The City of Steamboat Springs Parks Division budget is broken down into eight program areas:

- Ball Fields
- Soccer Fields
- Botanical Park
- Parks
- Tennis Facility
- Medians
- Facilities Landscape Maintenance

As shown in **Table 16**, total expenditures have increased 8.5 percent from 2006 through the 2008 budget. Funding for personnel saw a significant jump (17%) from 2006 to 2007 while funding for operating expenses saw its largest increase (9%) from 2007 to 2008. Increased expenditures for individual program areas varied from 2006 to 2008 with medians, soccer fields and the tennis facility receiving the largest increase from 2007 to 2008. Revenues generated varied for 2006 to 2007 but are averaging \$187,000 for the years reported. Approximately 40 percent of the revenues come in the form of contributions to the Botanical Park and the balance come primarily from player use fees and rental fees. All fees generated for use of athletic fields are going back into field maintenance.

Table 16: Parks Division Budget Information

	2006 ACTUAL	2007 ORIG. BDGT.	2007 PROJECTED	2008 BUDGET	% INC/ (DEC)
REVENUE SUMMARY					
Charges for Services	\$ 119,750	\$ 76,600	\$ 107,400	\$ 106,800	-0.56%
Contributions - Botanic Park	73,501	78,000	78,000	78,000	0.00%
TOTAL REVENUES	\$ 193,251	\$ 154,600	\$ 185,400	\$ 184,800	-0.32%
EXPENDITURES BY TYPE					
Personnel Costs	\$ 707,837	\$ 856,770	\$ 856,770	\$ 878,421	2.53%
Operating Expenses	764,900	756,707	762,207	867,790	13.85%
Equipment	54,726	18,300	-	11,500	N/A
TOTAL EXPENDITURES	\$ 1,527,463	\$ 1,631,777	\$ 1,618,977	\$ 1,757,711	8.57%
EXPENDITURES BY PROGRAM					
Parks Administration	\$ 104,502	\$ 104,960	\$ 104,960	\$ 110,013	4.81%
Ball Fields	247,749	284,273	284,273	296,754	4.39%
Soccer Fields	102,566	114,655	114,655	130,364	13.70%
Parks	617,708	643,570	644,070	691,366	7.34%
Botanic Park	82,960	129,647	111,347	116,658	4.77%
Tennis Facility	217,192	157,314	157,314	171,922	9.29%
Medians	43,706	57,716	57,716	94,450	63.65%
Facilities Landscape Maintenance	111,080	139,642	144,642	146,184	1.07%
TOTAL EXPENDITURES	\$ 1,527,463	\$ 1,631,777	\$ 1,618,977	\$ 1,757,711	8.57%

Life Cycle Replacement

The Division has a life cycle replacement schedule for park amenities such as playgrounds and for park maintenance equipment but does not have replacement schedules for infrastructure like irrigation systems.

Staffing

Staffing for the Parks Division has remained relatively steady from 2006 to 2007. In 2008, the Division has 10.25 full time staff (up .5 from 2006) and 9.69 full time equivalent park time/seasonal staff (up .84 from 2006) as shown in **Table 17**. This level of maintenance is providing adequate levels of maintenance according to park staff. More staffing could improve level of service.

Contracted Services

Approximately 18 acres of landscape maintenance in 15 parks and 5 facilities is contracted to an outside company. Contracted services include mowing, fertilizing, aerating and restroom cleaning. Some of the parks and facilities that receive contracted services include Little Toots, Casey’s Pond, Library, Tennis Center, and Highway 40 Medians. Total annual budget for contracted services is approximately \$85,000.

Table 17: Parks Division Staffing

	<u>2006 ACTUAL</u>	<u>2007 ORIG. BDGT.</u>	<u>2007 PROJECTED</u>	<u>2008 BUDGET</u>
STAFFING PLAN				
FULL TIME EMPLOYEES				
Parks Supervisor	1.00	1.00	1.00	1.00
Crew Leader	3.00	3.00	3.00	3.00
Maintenance Worker III	1.00	1.00	1.00	1.00
Maintenance Worker II	2.00	2.00	2.00	2.50
Parks Mechanic/Welder	-	-	-	0.75
Mechanic II	0.75	0.75	0.75	
Staff Assistant II	2.00	2.00	2.00	2.00
TOTAL FULL TIME STAFF	<u>9.75</u>	<u>9.75</u>	<u>9.75</u>	<u>10.25</u>
PART TIME AND SEASONAL STAFF				
Crew Leader	0.62	0.62	0.62	0.62
Parks Worker II	4.43	4.85	4.85	4.85
Parks Worker I	3.80	4.22	4.22	4.22
TOTAL PART TIME STAFF	<u>8.85</u>	<u>9.69</u>	<u>9.69</u>	<u>9.69</u>

Based on total park acreage that is under the control of the Division, less what is contracted out, City staff is responsible for maintaining approximately 74 acres of parkland (including athletic fields). Counting crew leaders, maintenance workers (I and II) and part time seasonal staff, the City has 16.19 full time equivalents dedicated to park maintenance duties. This equates to one full time equivalent per every 4.57 acres of park land. In comparison to other communities familiar to the project consultant this appears to be a high level of service. However, this does not take into account the thousand of hours annually staff supports special event set up and tear down.

Park Maintenance Primary Concerns

It is the Park Maintenance Division’s goal to maintain all facilities in good condition. Primary concerns are:

- Frequent interruptions of routine maintenance tasks for special work requests
- Athletic fields used beyond capacity
- No formalized field closure policy
- No formalized level of service standard
- Lack of lifecycle cost system for major park components such as irrigation systems
- The need for better coordination of field scheduling that might be provided by a formalized sports council to assist City staff
- The need for an artificial turf field to reduce demand for natural turf fields and for year-round use

Trends in Parks, Open Space, and Trail Maintenance Practices

Park Maintenance Staffing Standards

Very limited information exists regarding labor ratios for park maintenance activities. In his book, *Municipal Benchmarks: Assessing Local Performance and Establishing Community Standards*, David N. Ammons reports that “although every municipality may wish to design its own standards to reflect local preferences and conditions, it need not start from scratch.” He further suggests that the following labor ratio guidelines (Table 18) devised by the National Recreation and Park Association (NRPA) may be useful to a community deciding on its own standards, procedures, and resource requirements.

Table 18: Labor Ratios for Selected Community Services Maintenance Activities

Labor Ratios for Selected Community Services Maintenance Activities	
Task	Labor Hours
Mowing 1 Acre, Flat Medium Terrain at Medium Speed	
20” walking	2.8 per acre
24” walking	2.2 per acre
30” riding	2.0 per acre
72” (6-foot) riding	0.35 per acre
Bush hog	0.5 per acre
Trim	
Gas powered (weed eater)	1.0 per 1,000 linear ft.
Planting Grass	
Cut and plant sod by hand (1.5’ strips)	1.0 per 1,000 sq. ft.
Cut and plant sprigs by hand (not watered)	10.9 per 1,000 linear ft.
Seed, by hand	0.5 per 1,000 sq. ft.
Overseeding, Reconditioning	0.8 per acre
Fertilize Turf	
24” : sifter spreader	0.16 per 1,000 sq. ft.
Hand push spreader 36”	2.96 per acre
Tractor towed spreader 12”	0.43 per acre
Weed Control	

	Spraying herbicide w/fence line truck, tank sprayer 2 ft. wide (1" either side of fence)	0.45 per 1,000 sq. ft.
Leaf Removal		
	Hand rake leaves	0.42 per 1,000 sq. ft.
	Vacuum 30"	0.08 per 1,000 sq. ft.
Planting Trees		
	Plant tree 5-6 ft. ht.	0.44 per tree
	Plan tree 2-3.5" dia.	1.0 per tree
Tree Removal		
	Street tree removal	13.0 per tree
	Street tree stump removal	3.5 per tree
	Park tree removal	5.0 per tree
	Park tree stump removal	2.0 per tree

Ammons also indicated that a report “prepared by a management analysis team in Pasadena, California, concluded that a ratio of one park maintenance employee for every 7-10 acres should produce ‘A-Level’ service—in other words, ‘a high-frequency maintenance service’ (City of Pasadena [CA] Management Audit Team, 1986, p. 9.4).” However, he was quick to point out that “standards of the maintenance-employee-per-park-acreage variety and corresponding statistics reported by individual cities, are complicated by the question of developed versus undeveloped park acreage ... and therefore should be interpreted cautiously.” Among ten cities he examined, ratios of 10.6 to 84.7 acres maintained per maintenance employee were reported. Currently the City has one full-time employee for every 4.57 acres of developed parkland and athletic fields.

With such variables in reporting from different communities, it is less important to measure this aspect of operations against other communities and more important to establish a benchmark for the City of Steamboat Springs against citizen expectation and satisfaction levels.

B. Planning

Land Dedication and Development Impact Fee

At this time, land dedication policies require that 15 percent of proposed development be set aside for open space. There are no requirements for parks or trails land dedication, impact fees, or fees-in-lieu. (Note: The Draft Open Space and Trails Master Plan, Summer 2008 recommends trail dedication or cash-in-lieu from developer for future trail development.) The May 2004 Steamboat Springs Area Community Plan calls for the establishment of a park land dedication/fees-in-lieu policy to be guided by the Parks and Recreation Master Plan.

Based on the United States Supreme Court ruling (Dolan vs. City of Tigard, OR – 1994), land dedication requirements must have a “rough proportionality” between the requirements imposed on a development and the needs for park use projected to be forthcoming from the development.

Rough proportionality can be defined as the city’s current level of service (acres per 1,000 people) and cannot be an arbitrary amount imposed simply because it is comparable to another city.

Parkland per 1000 Population

The City has a total of 90 acres of parkland to serve a population of approximately 11,000. (This equates to 8.1 acres for every 1000 people. When determining the level of land dedication the City must keep in mind:

- Ability to maintain required land
- Balancing requirements between need for land and need for development.

Open space/natural areas and trails ranked high on the list of what survey respondents identified as a need for additional outdoor facilities. Utilizing the recommendations identified in the May 2004 Steamboat Springs Area Community Plan and the Draft Open Space & Trails Master Plan (Chapter 3, Page 30) will be pivotal in meeting the needs of the community.

C. Recreation Program Analysis

The City of Steamboat Springs Parks and Recreation Department offers a variety of quality recreational programs including activities and events to its citizenry. These opportunities are managed within two divisions of the Department: Recreation and Ice Arena. Within Recreation Services, program units include:

- Therapeutic Recreation/Inclusion
- Community Events
- Sports
- Running Series
- Youth
- Teens
- Senior Citizens

Within each programming unit are a variety of different programs, activities, and events. These include, but are not limited to:

Therapeutic Recreation

- Inclusion Services

Community Events

- Egg Hunt
- Holiday Party

Sports

- Adult Basketball League
- Adult Softball League
- Adult Co-Ed Summer Soccer League
- Adult Flag Football League
- Adult Indoor Soccer League
- Adult Volleyball League
- Adult Basketball League
- Open Gym Volleyball/Basketball
- Teeball/Coach Pitch
- Youth Football
- Youth Basketball
- Pentathlon
- Town Challenge Mountain Bike Series

Youth

- Afterschool Action
- School Days Off
- Summer Camps
- Pee Wee Adventures
- Mini Sprouts
- Kids Night Out

Teens

- Community Youth Corps
- Monthly High School events
- Teen School Days Off (TSDO)
- Teens Around Town (TAT)
- Teens After School Club (TASC)
- Afterschool Program
- Girls Club

Senior Citizens

- Travel Program

The Steamboat Springs Parks and Recreation Department is one of many recreational providers in the community. The Department has done a tremendous job of recognizing its niche in the community, avoiding duplication of efforts and providing responsible use of community resources. Programs offered by the Department focus primarily on youth with the exception of a variety of adult sports programs. **Appendix B contains a detailed description and analysis of each program area, along with summaries of existing community collaborations, participation trends, and potential opportunities.**

According to recent census data, the City of Steamboat Springs has a higher percentage of residents in the 15-44 age range and a lower percentage of residents younger than 14 and older than 45 than both Routt County and the State of Colorado. However, student enrollments in Steamboat Springs School District RE-2 have increased and are expected to grow in the next four years. Between 2000 and 2007, enrollments in K-12 increased 6.6 percent and enrollments from 2008-2012 are expected to increase 21.2 percent. The projections are significantly impacted by the currently proposed Steamboat 700 development.

Future responsible recreation planning must keep in mind these anticipated demographic shifts and the expected increases in the youth population. Additional demographic information that is noteworthy to current and future recreation planning includes the prevalent Hispanic population who make up a sizeable portion of the local workforce. Becoming aware and sensitive to the cultural and recreational interest of this population will be important in meeting their needs.

Community feedback (survey results, focus group and public meetings) supporting the Master Planning process indicates that the community strongly believes that the Department's programs, activities, events and facilities are important to the community. This is shown graphically in **Figure 4** on page 24 of this report.

Recreation Financial Analysis

Given the continued demand for recreational services by the Steamboat community, as well as the increasing costs of doing business including the rising costs of personnel, utilities and supplies, it is important that the Department adopt a cost recovery and subsidy allocation philosophy. This operational philosophy will drive cost recovery expectations for all recreation services including the Ice Arena.

Current financial management practices do not reflect consistent application of a cost recovery or subsidy allocation methodology amongst program staff. As there becomes an even greater demand for Department subsidy dollars, a cost recovery and subsidy allocation philosophy and methodology will be critical to responsible fiscal management and will affirm an improved level of agency accountability. **Table 19** below details 2007 subsidy allocation and cost recovery percentages for both Recreation Services and Howelsen Ice Arena.

Table 19: 2007 cost recovery by program area

Account Budget	FY 2007 Expenses	FY 2007 Revenues	Subsidy	Cost Recovery
Howelsen Ice Arena	\$ 779,295	\$ 507,240	35%	65%
Recreation Services	\$ 929,039	\$ 493,698	47%	53%

Alternative Providers

There are many other providers of recreation facilities and programs that serve the Steamboat Springs community. Providers range from the Old Town Hot Springs to Colorado Mountain College and also include non-profit youth sports providers. Private entities also provide dance, music, and preschool programming. In general these providers serve specific niches not necessarily filled by the City of Steamboat Springs. A complete list of alternative providers of recreation facilities and programs can be found in **Appendix C**.

D. Overall Financial Analysis

The Park, Open Space, and Recreational Services Department is broken down into eight Divisions which consist of:

1. Administration
2. Recreation
3. Parks
4. Trails
5. Ski
6. Rodeo
7. Ice Arena
8. Open Space

A summary of expenditures (personnel, operating, capital outlay, capital projects) and revenues for the entire Department can be found in **Table 20** below. Detailed expenditures and revenues for the Parks Division and Recreation Division can be found earlier in this section.

Table 20: Total Expenses and Revenues

	2007 Actual	2008 Projected
Expenditures		
Personnel	\$2,624,708	\$2,926,570
Operating	\$2,280,639	\$2,505,688
Capital Outlay	\$ 43,975	\$ 47,833
Capital Project	\$ 191	\$ 0
Total	\$4,949,513	\$5,480,091
Revenues (Fees and Charges)		
Total	\$1,365,298	\$1,315,505
Cost Recovery	28%	24%

Cost Recovery

Subsidy as an Investment Philosophy

Subsidy/Cost Recovery Philosophy refers to the justification for the degree to which programs and services are supported by tax subsidy as compared to user fees as well as alternative funding sources such as grants, sponsorships, and donations. Typically, park development, maintenance and operations, and agency-wide administrative costs are heavily subsidized through tax dollars, which are supplemented by some incidental revenues. On the other hand, recreation programs are generally supported with a mix of revenue from taxes and user fees and other alternative sources.

Examples across the country indicate a wide range of subsidy levels or tax investment, from 15 percent to 80 percent and higher, depending upon the mission of the organization, how debt service is counted, operation funding availability, the community's philosophy regarding subsidy levels and user fees, and structure of agency budgets.

Dr. John Crompton from Texas A & M, a leading educator and researcher on the benefits and economic impact of leisure services indicates that, while varied, the national average may be around 34 percent cost recovery, conversely indicating an average of around 66 percent subsidy.

Similar to the experience of other agencies across the country, there continues to be a demand for more high quality facilities and programs. Efforts to meet this demand could be possible through an increase in cost recovery for appropriate programs and services. This enhances the ability to generate revenue while maintaining or increasing the participation needed to generate new dollars.

The Parks, Open Space and Recreational Services Department with all its identified financial resources and expenditures combined, fall within the range suggested by Dr. Crompton and slightly less than 34 percent national average.

Summary

As identified in both the Needs Assessment and during the public process meetings, it is essential for the Department to continue operations and maintenance of existing parks and recreation facilities, programs and services. The Citizens Survey also showed some support for a dedicated tax to fund operations for parks and recreation. This may prove important as the Department looks to be in position to seize on opportunities to provide for additional facilities, programs, and services in order to continue to enhance the lives of Steamboat Springs's citizens. Without investment and reinvestment into City facilities and programming, deficiencies throughout the community will develop as growth occurs.

E. Areas of Focus

1. Organizational Development

The City seeks to provide and expand the delivery of its parks and recreation services to meet community needs. With this comes the need to define the City's responsibility in relation to parks and recreation and create methods of management and performance measurements that seek sustainability of the assets it controls.

The City's current parks and recreation mission statement reads:

To provide an environment that promotes and anticipates the recreational, open space and cultural needs of all citizens; to be a catalyst for innovational programming in conjunction with civic, private and the business sector; and to remain committed to being accountable for the maintenance, preservation and development of the natural resources entrusted to us.

Even with this mission statement, there are still many unanswered questions as to what exactly the City's role should be. The following are steps the City should take to define its role and therefore improve its delivery of parks and recreation services.

- **Define core services** - The Parks and Recreation Master Plan will identify many parks, recreation, trails, and open space needs for the City of Steamboat. What needs the City can realistically satisfy will be a primary question. Defining core services in regards to parks and recreation, as a matter of policy, will assist the City in determining what needs they can meet and create strategies to help meet the needs that do not fall into its core services.
- **Create and implement a cost recovery philosophy and policy** - The City should develop a Pricing and Cost Recovery Philosophy that reflects the values of the community and the responsibility the City has to the community. This philosophy will be especially important if the City moves forward with new development in West Steamboat and other potential annexations. This will create new demands for new programs and additional facilities. A cost recovery policy will assist the City as it strives for sustainability and determining how much it is willing to subsidize each type of operations.

2. Formalize Partnerships

- **Inter-governmental agreements (IGA) development** – At this time there are few formal agreements between the City and other agencies when utilizing each other’s facilities. The development of IGAs provides a tool for open discussion and to formally determine appropriate roles of each party. Furthermore, consideration of IGA’s can help determine what is needed to provide quality recreational opportunities.
- **Formalize partnership agreements** – The City of Steamboat Springs has numerous opportunities to partner with other organizations and agencies to increase and improve recreational opportunities for the community. The development of formal partnership agreements that outline expectations and benefit all parties involved will improve the delivery of services.

3. Establish Park Maintenance Standards

- The Parks Division has extensive maintenance plans for all its parks, which details daily/weekly/monthly/annual tasks to be performed. The demands on the Division to provide a high level of service outweigh its capabilities at times, primarily due to thousand of hours annually the Division supports special events. The existing maintenance plans provide the basis of park maintenance standards for which true costs can be applied if tracked. The Division should start to judiciously track maintenance costs in order to understand if current standards are realistic or should be reduced or expanded and to also understand future maintenance cost of future facilities.

4. Traditional and alternative funding

- **Traditional funding** – The City has the ability to use traditional funding mechanisms to enhance the quality of life and expand parks and recreation opportunities to the community. The citizen’s survey indicated initial support for dedicated tax revenue for parks and recreation operations. Additionally the use of excess revenues from other operations such as Haymaker Golf Course may be method of improving overall parks and recreation opportunities.
- **Alternative funding** – The City of Steamboat Springs has been very successful in securing alternative funding, such as grants, to develop new parks. Continued efforts should be made to explore alternative funding opportunities.

5. Capital Improvements

- **Park improvements** – The following have been identified as examples of potential capital improvements in the Steamboat Springs park system:
 - Additional playgrounds in parks north of Lincoln
 - Adding loop walk, picnic shelters and restroom where appropriate
 - Repair/replacement of fishing dock at Casey’s Pond

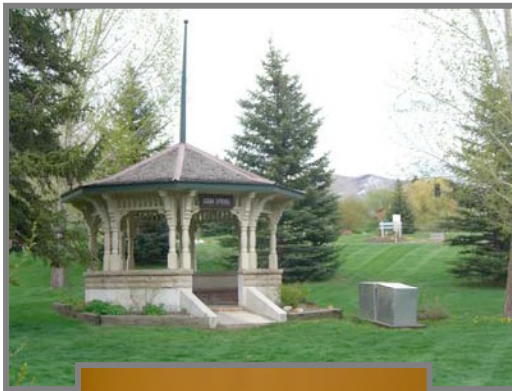
6. Planning

- **Create a park land dedication/fee-in-lieu of policy** – The May 2004 Steamboat Springs Area Community Plan calls for the establishment of a park land dedication/fee-in-lieu policy (Section 8, page 8) to be guided by the Parks and Recreation Master Plan. Utilizing current levels of service provided by parks as determined by the park inventory and citizen input, conducted as part of this plan, a park land dedication/fee-in-lieu policy should be created that, at minimum, replicates current level of service for future developments. This should also be considered for infill development since they too have a direct impact on level of service. Additionally coordination with others should be ongoing to assure that opportunities within new developments are not missed and that LOS is achieved equitably throughout the old and new parts of Steamboat Springs.
- **Park design standards** - As the park system grows and changes it is important to plan for park improvements and development. Parks design standards can be created and adopted to maximize the quality and appearance of Steamboat Springs' parks while potentially minimizing maintenance requirements. Park design standards should reflect community desires and provide the greatest community benefit and create the ability to support high tourism and special event use.
- **Open space definition and use** - As the community grows, dedication and use of open space can be a contentious issue. Developing additional open space and natural areas rank high as priorities in the citizen's survey. Utilizing the goals and strategies laid out in the Plan Vision section of the Draft Open Space and Trails Plan, (Chapter 3, Page 34) definitions and criteria regarding open space should be created. A written definition and policy regarding the purpose and use of open space can unify the community as it faces development pressures.
- **Develop master plans for undeveloped parks and current parks as necessary** -Major assets of the City are the mostly undeveloped Rita Valentine and Bear River Parks. Creating site master plans, based on park design standards, for these parcels and future developments will allow the City to be prepared to meet the needs of the community as future development occurs. Consider preparing new master plans for individual parks throughout the system. This could be completed in a phased approach over several years. Look at each park's role in the overall system and make sure that each park does at least one thing really well. Park master plans should consider trends and the possible need for such things as dog parks, disc golf courses, sports needs and wheel parks.
- **Master Plan for Rodeo Grounds** - Consider a new master plan for the Rodeo Grounds, with the goal of updating and renovating the facilities without losing the "Old Steamboat" image provided here.
- **Expand trail network** – Expansion of both paved and unpaved trails should be a priority of the City according to the Citizen's survey. The City should utilize recommendations laid out in the Draft Open Space and Trails Plan (Chapter 3, Page 38) along with recommendations that will evolve from this plan to meet community trail needs.

- **Research additional access to Yampa River** – Additional access to the Yampa River was identified as an important concern for the City to address that would increase utilization of the river. Access for Kayakers, Tubers, Fisherman, and Wildlife Enthusiasts should be improved where possible. Signage, maps, and other public information resources should incorporate the Blueway to let people know more about it.

7. Program Development

- **Program Expansion** - Lack of programmable indoor space is a limitation for the creation and/or expansion of City's recreation programs. However, every effort should be taken to meet the recreational demands of the community through either the creation of programs or the identification of alternative providers of programs. Utilizing customer feedback practices, program evaluations, and new program implementation strategies, along with developing partnerships with other providers will assist the Division in meeting the needs of the community.



VII. Recommendations and Management Tools

There is a strong and growing trend in the United States of recognition by public leaders that parks, recreation, trails, open space, and related “Quality of Life” amenities are not secondary services provided by governmental agencies, but that they are integral to creating communities where people want to live. These services should be seen as **investments** in the long-term vitality and economic sustainability of any vibrant and attractive community. The City of Steamboat Springs recognizes these factors and is poised to create improvements that will enhance the City for years to come.

The following **Goals, Strategies, and Action Steps** are outlined to create a process for focus and implementation. An **Action Plan** follows each goal and a summary of the **Action Plan items** follows at the end of this section. Over the next 5 to 10 years there will be many influences that will have an impact on the success of this plan. Funding availability, City staff buy-in as well as political and community support will play significant roles in the implementation process.

Maximizing **Implementation Efforts and Organizational Development** goals will help provide a base from which master plan priorities and decisions can be made. Maximizing **Partnership Opportunities** goals will work as a driving force to bring all players to the table and help determine the best course to maximize leisure and recreation opportunities within current resource potentials.

GOAL ONE: MAXIMIZE IMPLEMENTATION EFFORTS

Strategy 1.1: Collaborate to Strategically Achieve the Goals of the Master Plan

The success of any plan can be directly related to how it is implemented. The following objectives and strategies provide guidance on how to approach the implementation of this plan to be successful.

Action Step:

- Increase communication and collaborations between the City and partnering agencies and organizations to prioritize and implement the recommendations of the Master Plan using the following steps:
 - Identify internal priorities (annually, over five years) – At the end of **Section VII**. All goals and supporting objectives are prioritized as follows.
 - **Immediate priority** - actions that need to be taken in order to implement any short, mid, and long-term objectives.
 - **Short-term priority** – some action should be taken within the next 1-2 years.
 - **Mid-term priority** – some action should be taken within the next 3 to 5 years.
 - **Long-term priority** – some action should be taken at 5 years or beyond.
 - **Ongoing** – action is already taking place or should be put into place immediately, and should continue.

- The City of Steamboat Springs must be willing to dedicate staff time to implement this Master Plan using the strategies outlined above.
 - Assign staff to fulfill the recommendations
 - Identify specific actions
 - Gain Council/Parks and Recreation Commission input (if needed)
 - Identify outside partners and actions
 - Set timeframe and deadlines, and identify key decision points
 - Assess resources needed for implementation
 - Identify timing for funding approval
 - Incorporate into agency annual work plan
 - Assign tasks for the department’s annual work plan
 - Assess department workloads, roles, and responsibilities
 - Incorporate tasks into individual personnel goals and annual evaluations

Strategy 1.2: Inform and Empower Staff to Implement Master Plan Recommendations

Assure that all levels of staff are informed of, and are set up to work together to implement, the recommendations and strategies of the Master Plan.

Action Steps:

- Inform all levels of staff of the direction of the Master Plan and allow for input, encouraging buy-in and knowledge from all staff members.
- Provide cross-departmental staff teams/team members (as appropriate) with education, development opportunities, necessary equipment, and supplies.

ACTION	RESPONSIBILITY	CIP/FUNDING	TIMING
GOAL ONE: MAXIMIZE IMPLEMENTATION EFFORTS			
Strategy 1.1: Collaborate to Strategically Achieve the Goals of the Master Plan	Staff, Parks and Recreation Commission	Staff Time	Immediate
Strategy 1.2: Inform and Empower Staff to Implement Master Plan Recommendations	Staff	Staff Time	Immediate

GOAL TWO: ORGANIZATIONAL DEVELOPMENT

Strategy 2.1: Define Core Services

As much as the Steamboat Springs Parks and Recreation staff would like, the City cannot be all things to all people. Understanding where the primary focus should be in the delivery of parks and recreation services will allow the City to improve upon those areas while developing strategies to assist in the delivery of other services. The basis of determining core services should come from the vision and mission developed by the City, which reads:

“To provide an environment that promotes and anticipates the recreational, open space and cultural needs of all citizens; to be a catalyst for innovational programming in conjunction with civic, private and the business sector; and to remain committed to being accountable for the maintenance, preservation and development of the natural resources entrusted to us.”

Action Steps:

- Given current budget constraints and staff limitations, core services should be based around those delivering the greatest community benefit. Based on input from staff and community partners, core services currently appear to focus around the following:
 - Park maintenance
 - Facility capital improvements
 - Athletic field provider
 - Trails
 - Special events
 - Introductory level youth sports and activities
 - Clearing house for recreation opportunity information

As a short-term and ongoing activity, staff should continue to meet with community partners, City Council, and advisory boards to expand and define the City’s core services as they relate to parks and recreation.

Strategy 2.2: Create and Implement a Cost Recovery Philosophy and Policy

It is important for City to develop a **Pricing and Cost Recovery Philosophy** that reflects the values of the community and the responsibility it has to the community. This philosophy will be especially important if the City moves forward in the development of new programs, additional and/or expanded facilities, and as it strives for sustainability and determines how much it is willing to subsidize operations.

One means of accomplishing this goal is applying a process using an industry tool called the **“Pyramid Methodology.”** This methodology develops and implements a refined cost recovery philosophy and pricing policy based on current “best practices” as determined by the mission of the agency and the program’s benefit to the community and/or individual.

Critical to this philosophical undertaking is the support and understanding of elected officials and, ultimately, citizens. Whether or not significant changes are called for, the agency wants to be certain that it is philosophically aligned with its residents. The development of the core services and cost recovery philosophy and policy is built on a very logical foundation, using the understanding of who is benefiting from parks, recreation, and natural resources service to determine how the costs for that service should be paid. An overview of the **Pyramid Methodology** is found in **Appendix G**

Action Steps:

- Develop ongoing systems that help measure cost recovery goals and anticipate potential pitfalls utilizing the following points:
 - Understand current revenue streams and their sustainability.
 - Track all expenses and revenues for programs, facilities, and services to understand their contribution to overall department cost recovery.

- o Analyze who is benefiting from programs, facilities, and services and to what degree they should be subsidized.
- o Fees for programs should acknowledge the full cost of each program (direct and indirect costs associated with program delivery) and where the program fits on the scale of who benefits from the program or service to determine appropriate cost recovery targets.
- o Program fees should not be based on ability to pay, but an objective program should be in place that allows for easy access for lower income participants, through availability of scholarships and/or discounts. In many instances, qualification for scholarships and /or discounts mirror requirements for free or reduced cost for lunch in schools.
- o Define direct costs as those that typically exist purely because of the program and change with the program.
- o Define indirect costs as those that typically would exist anyway, such as full time staff, utilities, administration, debt service, etc.).

ACTION	RESPONSIBILITY	CIP/FUNDING	TIMING
GOAL TWO: ORGANIZATIONAL DEVELOPMENT			
Strategy 2.1: Define Core Services	Staff, Parks and Recreation Commission	Staff Time	Short-term
Strategy 2.2: Create and Implement a Cost Recovery Philosophy and Policy	Staff, Parks and Recreation Commission	Staff Time Consultant – Up to \$30,000	Mid-term

GOAL THREE: FORMALIZE PARTNERSHIPS¹

Strategy 3.1: Maximize partnerships with governmental agencies through the development of Inter-Governmental Agreements (IGAs).

An ongoing relationship and partnership with the Steamboat Springs School District is vital in delivering recreational opportunities to the community. Additionally, other partnership opportunities with governmental agencies such as Routt County could also exist.

Action Steps:

- The City should work with the School District to establish an Inter-Governmental Agreement that creates opportunities for both agencies for the use of fields, gyms, and multipurpose spaces. Outcomes of this process should include:
 - o Recognizing the different missions of each agency but the need for shared resources.
 - o Examining ways to manage negative impact (wear & tear) on facilities.
 - o Examining ways to manage supervisory staff and maintenance costs.
 - o Creating evaluation and enforcement guidelines for both parties.
 - o Examining an agreement that will determine if each agency pays for use of the other’s facilities or if use is reciprocal .

¹ The term “partnership” here is used to represent a commonly understood concept in the parks and recreation industry referring to a collaboration or alliance with another entity. It is not intended to represent the legal definition of partnership, establishing a very specific and rigorously defined relationship.

- Seek partnership agreements with Routt County for trail and open space development as indicated in the in the 2004 Steamboat Springs Community Plan (Chapter 8, Open Space, Recreation, and Trails Strategies).
- Seek to create a formal written agreement (IGA) when working/partnering with all governmental agencies. **See sample IGA's in Appendix H.**

Strategy 3.2: Formalize All Partnerships

The City of Steamboat Springs has numerous opportunities to partner with other organizations and agencies to increase and improve recreational offerings for the community. The development of formal written partnership agreements that outline expectations and benefits for all parties involved will improve the delivery of services. An example of this would be a formal partnership for the use of the athletic fields that are located on school district property in Whistler Park.

Action Steps:

- Create and Implement a Partnership Policy
- Formalize all partnerships in a written format. A “Sample Partnership Policy” has been provided in **Appendix I**. A policy should provide:
 - An outline of what types of partnerships are appropriate
 - Approval and procurement procedures
 - Monitoring and evaluation criteria
 - Risk management and exit strategies

ACTION	RESPONSIBILITY	CIP/FUNDING	TIMING
GOAL THREE: FORMALIZE PARTNERSHIPS			
Strategy 3.1: Maximize partnerships with governmental agencies	Staff	Staff Time, Partnering Organizations	Short Term
Strategy 3.2: Formalize All Partnerships	Staff	Staff Time, Partnering Organizations	Immediate

GOAL FOUR: ESTABLISH PARK MAINTENANCE STANDARDS

Strategy 4.1: Understanding How Park Maintenance Dollars are Spent

It is very difficult to recommend a set dollar amount that should be spent on park, trails and open space maintenance, as there are a variety of environmental and climatic variables, and the value regarding maintenance levels is different from community to community. Better understanding how current dollars are being spent is the ground-work for understanding where adjustment may be made to plan more efficiently for the future. Planning and pro-active attention to standards that are specific to Steamboat Springs can help identify the priorities.

Action Steps:

- Develop criteria that would define the City’s maintenance standards. Maintenance practices should be articulated in the form of a Maintenance Guidelines and Procedures Manual.
- Track labor hours and equipment use for park and athletic field maintenance tasks allowing for accurate estimating for what it takes to keep parks and athletic fields to the standards desired by the City. Tracking labor costs and equipment costs for maintenance tasks will also allow for:
 - More accurate estimating of maintenance costs for new parks and athletic fields based on recorded historical data.
 - A process that estimates true costs for maintenance of facilities.
 - A greater understanding of the impacts of maintenance budgets fluctuations.
 - Improved staffing projections for new and existing facilities.
 - Improved maintenance at facilities resulting in safer conditions.
 - Improved scheduling of maintenance activities.
 - Improved ability to apply maintenance cost to programming and facility use fees.
 - Ability to apply maintenance costs directly to overall program costs.

Strategy 4.2: Determine True Cost of Special Event Support

The demand on the parks maintenance department for support for special events is great, totaling over 3000 man-hours annually. For many of the special events that the parks maintenance department supports, the cost of that support (i.e. trash pick-up, set-up and tear down, late night shifts) is waived to event organizers.

Action Steps:

- Judiciously track cost of special event support to determine true costs.
- Determine the need to create a separate Special Events unit whose primary focus is special event support. This will allow for more efficient resource allocation, better communication, and a better focus on expected services.
- Determine appropriate cost recovery that should be derived from special event support by the Parks, Open Space, and Recreational Department (development of a **Pricing and Cost Recovery Philosophy**, as described in Goal Two).

ACTION	RESPONSIBILITY	CIP/FUNDING	TIMING
GOAL FOUR: ESTABLISH PARK MAINTENANCE STANDARDS			
Strategy 4.1: Understand How Park Maintenance Dollars are Being Spent	Staff	Staff Time	Immediate, Ongoing
Strategy 4.2: Determine true cost of special event support	Staff	Staff Time	Immediate, Short Term

GOAL FIVE: PURSUE TRADITIONAL AND ALTERNATIVE FUNDING

Strategy 5.1: Research Potential Traditional Funding Opportunities

The City has the ability to use traditional funding mechanisms to enhance the quality of life and expand parks and recreation opportunities to the community. The citizen's survey indicated initial support for dedicated tax revenue for parks and recreation operations. Other forms of traditional funding for park and recreation services include fees for programs and services. As part of a **Pricing and Cost Recovery Philosophy**, as described in Goal Two, determination can be made as to what tax subsidy levels should be, depending on the what provides the greatest community benefit. The philosophy could also assist in determining if a resident and non-resident fee should be create for all or some parks and recreation services.

Action Steps:

- Further explore community willingness for a dedicated tax to support parks and recreation programs and services.
- Determine need for a resident, non-resident fee structure.
- Explore utilizing excess revenues from other operations such as the golf course for making improvements to parks and recreation facilities and programs.

Strategy 5.2: Pursue Alternative Funding to Implement the Master Plan

Alternative funding methods such as GOCO grants have already been instrumental to expansion of recreation facilities. Allocating resources (assigned staff time, matching funds, etc.) to pursue alternative funding should be considered. The creation of a parks and recreation foundation will expand the grant opportunities available to the City. Creating a volunteer transfer tax or volunteer lodging tax which gives residents and visitors an option of contributing to a designated parks and recreation fund could also be a source of alternative funding.

Action Steps:

- Identify opportunities to increase community support and revenue opportunities such as grants, partnerships, sponsorships, and volunteers.
- Assign staff resources and/or investigate the possibility of creating a park and recreation foundation to apply for such funding.
- Develop a "Wish List" to identify philanthropic opportunities that align with these needs.
- Once identified, aggressively apply for grant funding.
- Create new and formalize existing Sponsorships (see **Sample Sponsorship Policy in Appendix J**) with equity agreements that are reviewed annually.
- Research opportunity to create volunteer transfer or lodging tax.

Strategy 5.3: Create a Park Land Dedication/Fee-in-lieu of Policy

Action Steps:

- Utilizing current levels of service provided by parks as determined by the park inventory and citizen input conducted as part of this plan, a park land dedication/fee-in-lieu policy should be created that, at minimum, replicates current level of service for future developments. This should also be considered for infill development since they too have a direct impact on level of service. Sample Park Land Dedication/Fee-in-lieu policies can be found in **Appendix K**

ACTION	RESPONSIBILITY	CIP/FUNDING	TIMING
GOAL FIVE: TRADITIONAL AND ALTERNATIVE FUNDING			
Strategy 5.1: Research Potential Traditional Funding Opportunities	Staff	Staff, Parks and Recreation Commission	Mid/long - term
Strategy 5.2: Pursue Alternative Funding to Implement the Master Plan	Staff	Staff Time	Ongoing
Strategy 5.3: Create a Park Land Dedication/Fee-in-lieu of Policy	Staff – Parks and Planning	Staff Time	Short to Mid Term

GOAL SIX: STRENGTHEN RECREATION OPPORTUNITIES FOR THE STEAMBOAT SPRINGS COMMUNITY

Lack of programmable indoor space and aquatics facilities is a limitation for the creation and/or expansion of City recreation programs. This situation will only get more complex if future increases in the school population, as projected by the school district, evolve. Until new facilities are built or additional partnered facilities are identified, an evaluation of current programs and proposed new programs will need to be performed annually to ensure the City is meeting and will continue to meet community needs and expectations.

Strategy 6.1: Enhance recreational opportunities for identified populations

Action Steps:

- Consider future activities and events (non-sport) for adult populations. Events and activities that do not duplicate what area recreation providers are currently offering may fill service gaps and avoid duplication of service.
- Research the feasibility of a teen-friendly area within the proposed Phase IV of the Ice Arena to include concessions, a game room or interactive play area, and other amenities.
- Place an emphasis on programs that are shorter in time commitment as current behavioral trends relative to leisure behaviors suggest a declining interest in participating in “long-term” session commitments.

Strategy 6.2: Continue assessment of current recreation facility condition and conduciveness

Action Step:

- Continue to evaluate the adequacy of recreational spaces using a documented approach that includes: space limitations relative to type of activities that can be provided; health and safety concerns; storage limitations; conduciveness of space to type of activity, and other space characteristics that adversely affect recreational program provision.

ACTION	RESPONSIBILITY	CIP/FUNDING	TIMING
GOAL SIX: STRENGTHEN RECREATION OPPORTUNITIES			
Strategy 6.1: Enhance recreational opportunities for identified populations	Staff	Staff Time	Short Term
Strategy 6.2: Continue assessment of current recreation facility condition and conduciveness	Staff	Staff Time	Short/Mid Term

GOAL SEVEN: ENHANCE RECREATION SERVICES MANAGEMENT PRACTICES

Strategy 7.1: Strengthen financial management practices

Action Steps:

- Determine the direct and indirect costs for each program, activity, and event provided in order to manage financial resources more effectively, and be able to articulate the true costs of providing services to the community.
- Use a cost recovery philosophy (**see Goal Two**) that reflects the values of the organization including the community, staff and leadership. A philosophy that guides decisions relative to resource allocation is invaluable for making financial management decisions such as allocating subsidy and determining fair and equitable pricing of services. Developing and adopting a subsidy and cost recovery philosophy will be important as the Department works to sustain services.
- Consider charging a fee for all events establishing a value for users. Psychological pricing suggests that “free” services are not viewed by users as quality services, and often does not convey that there is a real cost for providing that service.
- Establish policy for use in determining the appropriateness of waiving fees for a particular program, service, or event support.
- Determine, on an annual basis using the policy developed in the previous action step, if a fee established for a particular program, service or event should be waived.

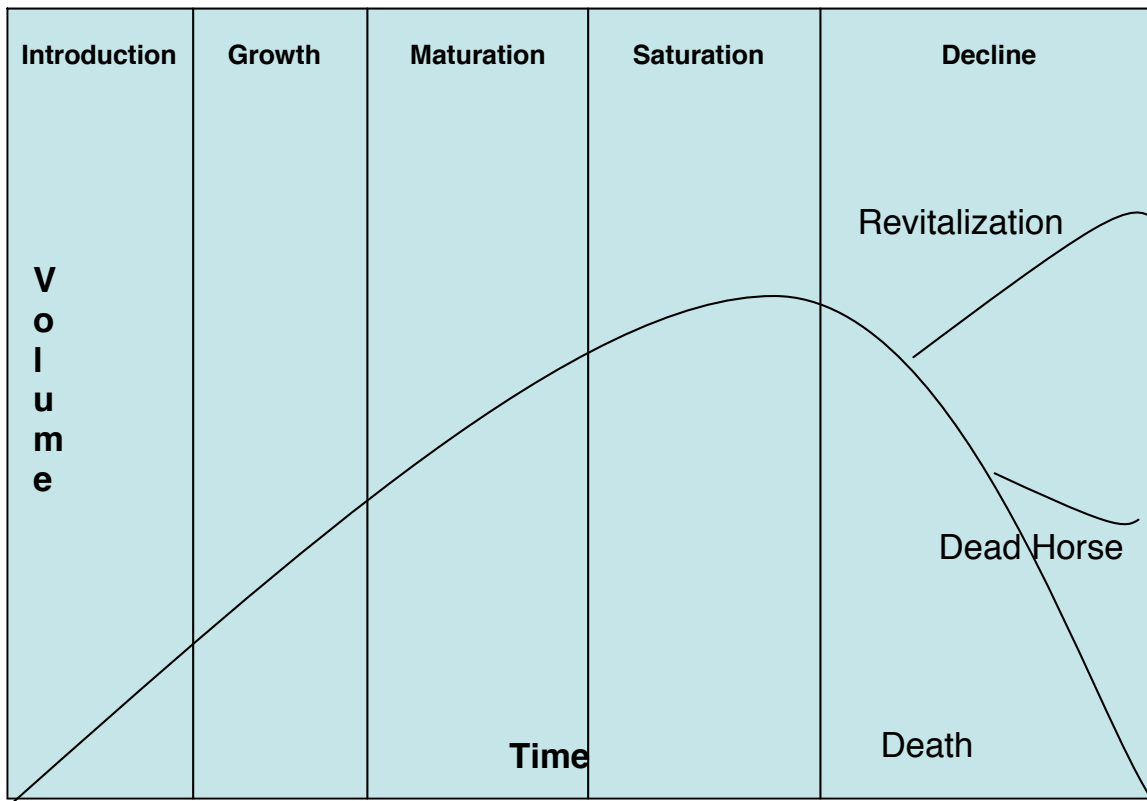
Strategy 7.2: Develop recreation service planning methods

Action Steps:

- Establish service objectives to ensure that a program, activity, or event is needed or desired and that it is measured to determine success and effectiveness. Objectives are established at the on-set of event planning to determine event intent, and success indicators. They must be measurable.
- Consider undertaking a Service Assessment that provides an intensive review of organizational services including programs, activities, events, facilities and parklands. The Assessment utilizes a series of filters to assist in the determination of the organization’s level of responsibility in the provision of each service. Results of the Assessment indicate whether the service is “core to the organization’s mission,” or if there is significant duplication of community efforts to provide a service, therefore, direction to reallocate

resources elsewhere. Current resources, their allocation, and cost recovery/subsidy levels for all organizational services are also analyzed as a part of this step in the process.

- Conduct an analysis of the Program Life Cycle at the conclusion of each program, activity, or event. Once program evaluations are completed, a program, activity or event's stage of existence should be considered as decisions are made relative to the future of any service. For example, if registrations continue to decline, staff may wish to evaluate the merits of attempting to re-vitalize a program with a new name, adjusting scheduling to another date or time, modifying a program's format, or simply discontinuing the program reallocating resources elsewhere. A graphic representation of this Life Cycle and the stages in a program, activity or event's life is illustrated below:



- Conduct formative (mid-term) and summative (post) participant evaluations for each program, activity, and event that address participant satisfaction, facility appropriateness and future interest. Formative evaluations are necessary only when programs are offered for extended periods of time (eight-week sessions as opposed to one-week sessions). Response return is dependent on how evaluations are distributed and collected. Distribution should be strategic with the greatest return in mind. It is a good practice to consider an incentive for completion and return of evaluations. These are critical to Department decision-making.
- Conduct staff evaluations that include program, activity, and event description and details; objective review and analysis; participations, budget information including revenues and expenditures (consistently applied for each service), participant evaluation data; and future recommendations.

Strategy 7.3: Assess existing organizational structure

Action Step:

- Consider placing both Recreation Services and the Howelsen Ice Arena into one division (Recreation Services). As the Ice Arena and its programs are recreational services in and of themselves, this will allow for more consistent management and operations of all recreational services within the Department. After review, it may also allow for operational efficiencies as well.

Strategy 7.4: Consideration of outsourcing of parks and recreation services

Outsourcing of parks and recreation services should only be done after careful consideration of the capacities and expertise of both the outsourcing organization and the entity that may be contracted to provide the service, as well as gaining a thorough understanding of the true costs and revenue potential of providing the service in-house versus outsourcing.

Action Steps:

- Perform a "Service Assessment" process that leads to the determination of the "fit" for each service as it relates to the organization's values, vision, and mission. This includes such variables as the economic attractiveness of the service, whether there is high or low alternative coverage, and the competitive position of the organization in providing the service. These filters all lead to management strategies that can include aggressive marketing, divestment, or collaboration - the latter two of which can direct the organization to consider outsourcing as an alternative. The Assessment is one tool by which an organization may decide to outsource. It also adds credibility, justification, and defensibility to the process.
- Determine all costs, both direct and indirect for any service under consideration. It is critical that all costs that would be assumed by another entity and thus saved by Steamboat Springs be included. Implement the cost recovery philosophy (**created in Goal Two**) that places the service in the correct level of the pyramid model to allow maximum revenue potential. This information can be utilized as one of the tools to determine an agreement for outsourcing/concessions for services that would be beneficial to the Department, City and the community.
- Determine assumptions of importance to the community, including parameters for fees, hours of operation, limitations on service, and other considerations. An outsourcing/concessions agreement also includes components that deal with revenue sharing, maintenance, and capital improvements.
- If outsourcing seems to be a reasonable approach, prepare a request for proposal for service from both the non-profit and private sectors, highlighting desired service outcomes and clarifying all assumptions. Park and recreation services are outsourced in some Colorado resort communities, such as Steamboat Springs and Glenwood Springs, which both have a strong emphasis on golf course operations. As Another example is the Town of Vail, which contracts the operations and programming of many of its Town-owned recreation venues to the Vail Recreation District, another public entity. These facilities include the John Dobson

Ice Arena, Vail Gymnastic Center, public tennis courts, and athletic fields. The City of Pueblo contracts operations of the City owned zoo to a non-profit organization.

- Use a partnership policy (**See Goal Three**) to determine the best type of partnership and with whom to partner. This policy helps define the expectations of the City and partner organization. A partnership policy and cost recovery philosophy that guides these decisions for making financial management decisions will be important as the Department works to sustain services.

Strategy 7.5: Move responsibility of Haymaker Golf Course operations under the Parks, Open Space and Recreational Services Department.

Although this plan did not specifically address Haymaker Golf Course operations it is recommended that consideration be made on moving the operational responsibility of Haymaker Golf Course under the direction of the Parks, Open Space and Recreational Services Department. Based on the recreational nature of the golf course (i.e. programming, leagues, tournaments), the similarities in maintenance needs between parks and the golf course (i.e. turf care, landscaping, open space management) the merger of these entities might create operational efficiencies.

While it is not uncommon to operate golf courses under a separate umbrella in large municipalities the size of Steamboat Springs makes utilizing the combined expertise of both entities sensible. Additionally using excess revenues generated by the golf course for Parks, Open Space and trails could provide overall greater community benefit to the entire system.

Action Step:

- Conduct an analysis to determine the appropriateness of moving the responsibility of Haymaker Golf Course operations under the Parks, Open Space and Recreational Services Department.

ACTION	RESPONSIBILITY	CIP/FUNDING	TIMING
GOAL SEVEN: ENHANCE RECREATION SERVICES MANAGEMENT PRACTICES			
Strategy 7.1: Strengthen financial management practices	Staff	Staff Time/Consultant Costs (See Goal Two)	Short Term
Strategy 7.2: Develop recreation service planning methods	Staff	Staff Time/Consultant Costs - \$20,000 for Service Assessment	Short/Mid Term
Strategy 7.3: Assess existing organizational structure	Staff	Staff Time	Short Term
Strategy 7.4: Consideration of outsourcing of parks and recreation services	Staff	Staff Time	Mid term

Strategy 7.5: Move responsibility of Haymaker Golf Course operations under the Parks, Open Space and Recreational Services Department.	Staff	Staff Time	Short/Mid Term
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GOAL EIGHT: IMPROVE COMMUNITY CONNECTIONS

Strategy 8.1: Enhance marketing efforts

Action Steps:

- Evaluate the recreation guide’s distribution, website use and access, and other promotional tools and publications to assess their functionality. Programs, activities, and events should not rely on fliers and posters as primary publicity methods.
- Consistently use the Department’s logo and develop a Department “brand” (vision statement). Consider staff uniforms with a clearly displayed Department logo. This will assist in marketing efforts and allows leaders to be easily identified, of particular importance in youth programs.

Strategy 8.2: Develop a comprehensive volunteer program

Action Step:

- Develop a comprehensive volunteer management system that includes the promotion, recruitment, training and management of volunteers and their service hours. This will provide the community with the opportunity to intimately connect with the Department providing resources and possible cost savings, and educate and inform the community about the Department and its operations. This effort will require staff resources for the management and oversight of the program.

Strategy 8.3: Enhance the value of community collaborations

Action Steps:

- Develop a database of all local recreation service providers allowing the Department to become the community’s clearinghouse for recreation services in Steamboat Springs. Working with all local providers, this clearinghouse would allow all agencies (private, public, or non-profit) the opportunity to stay abreast of what each other is providing, encouraging collaborations and diminishing duplication of services. The clearinghouse can also be used to disseminate information about available recreation services to the community. Collaboration with the local paper distributing this information to the community on an annual or bi-annual basis could also assist in this effort as well.

ACTION	RESPONSIBILITY	CIP/FUNDING	TIMING
GOAL EIGHT: IMPROVE COMMUNITY CONNECTIONS			
Strategy 8.1: Enhance marketing efforts	Staff	Staff Time	Short Term
Strategy 8.2: Develop a comprehensive volunteer program	Staff	Staff Time/Resources up to \$50,000	Mid Term
Strategy 8.3: Enhance the value of community collaborations	Staff	Staff Time	Mid Term

GOAL NINE: PLAN AND IMPLEMENT CAPITAL IMPROVEMENTS TO THE INVENTORY OF DEVELOPED PARKS

Strategy 9.1: Establish park design standards

Action Steps:

- Establish standards for park design, furnishings, and equipment that meet expectations for quality in a world-class resort community. This includes maintaining or increasing LOS even though currently it may seem to exceed typical expectations or “national standards.” The population being served is not limited to full time residents; it also includes part-time residents and visitors. The standards should reflect the fact that the parks and recreation facilities in Steamboat Springs are economic generators for the local economy as well as amenities for residents. The standards should respect and reinforce Steamboat Springs’ “authenticity” and its history and heritage. Avoid turning Steamboat Springs into a “theme park.” The standards should allow for creativity and diversity within the park system while maintaining consistency through the quality of the materials and design.
- Use signage, landscaping, and other elements to identify and brand parks and facilities as being part of an overall system.
- Establish standards to identify suitability for large special event use including guidance to proper amenities, location, and size for such use.
- Consider policies and ordinances to assure that private recreation facilities in new developments adequately satisfy the need generated by these developments, or that adequate funds are generated by new developments to provide additional city-owned and operated facilities. This is particularly a concern for infill development since impact fees and land dedication are currently tied to annexation.
- Provide ongoing coordination with the developers in the expanding areas of the city to assure that opportunities within new developments are not missed and that LOS is achieved equitably throughout the old and new parts of Steamboat Springs.

- Provide a definition for “open space” that clearly identifies and differentiates developed parkland from open space, so that standards can be appropriately applied to the different uses.

Strategy 9.2: Bring existing parks up to standards

Action Steps:

- Upgrade parks with low GRASP[®] scores. The target score for a neighborhood park is 19.2 points. This equates to four components with appropriate modifiers (comfort and convenience features) in place. A site that does not achieve this score is Brooklyn Park. This site offers excellent play opportunities; they could be enhanced as neighborhood destinations with additional amenities through partnership with the school district. Other sites with low scores include the library grounds, the small triangle park at the south entry to town, and Strawberry Park Field. These sites could be enhanced with comfort and convenience features such as benches, display gardens, interpretive signage, etc., to raise their LOS. Parks that scored below the target and could have new or upgraded components added to them include Brooklyn Park, Casey’s Pond, Rita Valentine, and Heritage Park. In Brooklyn Park, the outdated playground could be updated and other improvements could be made as described below. Rita Valentine Park is mostly undeveloped and is suitable for a wide range of components and activities.
- Upgrade components with low GRASP[®] scores. Sometimes a score of one is acceptable for a component. For example, tournament or heavily programmed facilities may score a one for neighborhood use, but score high for community use (the tennis center is an example). Components with low scores that *should* be addressed include the playground at Brooklyn Park, the water access at Casey’s Pond (a new dock is on order and planned for installation at this time), and the overall event facilities at the Rodeo Grounds. Components that *may* be upgraded include expanding or updating the playgrounds at Emerald and Howelsen Parks to suit them better to their role as destination play areas. Both of these are excellent opportunities to create an identity for Steamboat Springs and “brand” the parks.
- Update existing smaller parks such as Brooklyn Park with amenities such as loop walks, picnic shelters, and restrooms, where appropriate. Casey’s Pond is an ideal site for a loop walk. Loop walks are popular features enjoyed by a wide range of users and they contribute to a healthier citizenry. Iron Springs is a small park that could be enhanced with simple amenities such as art and shade. Lithia Springs is an appealing small area with historic and natural qualities that could be upgraded with a loop walk and other amenities. Little Toots Park could be enhanced as a destination-play park geared to families, birthday parties, etc.
- Restrooms in many of the City’s parks are too small and are designed for seasonal use. Steamboat Springs is a year-round outdoor community, and should therefore provide for comfort and convenience in the parks throughout all seasons. An overall plan for restrooms in parks should be developed to determine when and where restrooms should be provided, which ones should be for year-round use, etc.
- The parking situation in several parks, notably Lincoln and Ski Town Parks, should be addressed with an overall parking plan that looks at a variety of on-site and off-site options, combined with transit, bike, and pedestrian access enhancements.

Strategy 9.3: Prepare new master plans for key parks and facilities

Action Steps:

- Prepare new master plans for individual parks throughout the system. Key parks to consider are Emerald, Howelsen, and the Rodeo Grounds. This could be accomplished in a phased approach over several years. Look at each park's role in the overall system and make sure that the park does at least one thing really well. Look for options in Emerald and Howelsen Parks that would reduce the congestion and traffic by moving some components to new sites such as West Steamboat. Continue to seek ways to alleviate access issues at Emerald Park. The plan for the Rodeo Grounds should address updating and renovating the facilities without losing the "Old Steamboat" image they provide.
- Consider re-purposing parts of existing parks to accommodate new needs and trends, such as disc golf and wheel parks. Reconfiguring existing parks and/or moving some amenities from existing parks to new locations can accomplish some of this.
- Provide a dog park as a short-term solution in an existing park. Provide a dog park at a new location, as a long-term solution, preferably one where water is available.

Strategy 9.4: Add new parks and facilities

Action Steps:

- Look for unique opportunities to increase the LOS for parks. Eagle Scout Park is an example of how small pieces of the downtown area can contribute to the quality of life in Steamboat. This park provides a good example of how small bits of green space can be claimed for art, education, ecology, and passive use. There is a small spot by the water in Eagle Scout Park that could be improved into a nice seating node with a simple bench in the shade of the trees found along the creek. Similar opportunities might be found in other small places within the downtown area, such as Ski Town Lions Park. These spaces will become more important as infill occurs in the downtown and more people live there. These spaces also add to the visitor experience and overall image of Steamboat Springs.
- Develop undeveloped park sites, including Rita Valentine and Bear River. Consider additional sites, such as the one near the airport, as potential locations where some facilities could be moved from existing parks to reduce congestion in the core area. Coordinate plans for new parks with modifications to existing ones to assure that the parts are all working together as an overall system that delivers the full range of services for the community.
- Coordinate with developers and others to identify opportunities to create new community park facilities in the expanding areas of the city. Consider moving some existing components out of the downtown area (some of the ball fields and sports fields, for example) to reduce congestion in the downtown parks, and make them easier to operate and maintain.

Strategy 9.5: Extend the Greenway/Blueway and improve access to parks and trails

Action Steps:

- Incorporate the Yampa River as a Blueway. This is one of the City's most important amenities.
- Improve access for kayakers, tubers, fishermen, and wildlife enthusiasts where possible. Access to the river should be extended to the north and west where none currently exists.
- Provide signage, maps, and other public information resources to let people know more about the Blueway.

- Provide safe and convenient connections from neighborhoods throughout the City to the Greenway/Blueway. This could include additional trails, upgrading pedestrian crossings on Lincoln Avenue, etc.

ACTION	RESPONSIBILITY	CIP/FUNDING	TIMING
GOAL NINE: Plan and Implement Capital Improvements to the Inventory of Developed Parks			
Strategy 9.1: Establish park design standards	Staff	Staff Time, Consultant – up to \$50,000	Short Term
Strategy 9.2: Bring existing parks up to standards	Staff	Staff Time, Consultant and construction costs variable	Short Term to Long Term
Strategy 9.3: Prepare new master plans for key parks and facilities	Staff	Staff Time, Consultants up to \$150,000	Short Term (dog park) Mid Term (plans) to Long Term (construction)
Strategy 9.4: Add new parks and facilities	Staff	Staff Time, Consultant and construction costs variable	Short Term to Long Term
Strategy 9.5: Extend the Greenway/Blueway and improve access to parks and trails	Staff	Staff Time, Consultants up to \$30,000, Trails costs TBD	Short-Term to Long-Term

City of Steamboat Springs - Parks and Recreation Master Plan - Goals & Objectives	Responsibility	CIP/Funding	Goal/Objective Timing			
			Ongoing	Immediate	Short Term	Mid Term
One: Maximize Implementation Efforts						
Strategy 1.1: Collaborate to Strategically Achieve the Goals of the Master Plan	Staff, Parks and Recreation Commission	Staff Time				
Strategy 1.2: Inform and Empower Staff to Implement Master Plan Recommendations	Staff	Staff Time				
Two: Organizational Development						
Strategy 2.1: Define Core Services	Staff, Parks and Recreation Commission	Staff Time				
Strategy 2.2: Create and Implement a Cost Recovery Philosophy and Policy	Staff, Parks and Recreation Commission	Staff Time, Consultant \$10,000 to \$30,000				
Three: Formalize Partnerships						
Strategy 3.1: Maximize partnerships with School District and other governmental	Staff	Staff Time, Partnering Organizations				
Strategy 3.2: Formalize All Partnerships	Staff	Staff Time, Partnering Organizations				
Four: Establish Park Maintenance Standards						
Strategy 4.1: Understand How Park Maintenance Dollars are Being Spent	Staff	Staff Time				
Strategy 4.2: Determine True Costs of Special Event Support	Staff	Staff Time				
Five: Traditional and Alternative Funding						
Strategy 5.1: Research Potential Traditional Funding Opportunities	Staff	Staff, Parks and Recreation Commission				
Strategy 5.2: Pursue Alternative Funding to Implement the Master Plan	Staff	Staff Time				
Strategy 5.3: Create a Park Land Dedication/Fee-in-lieu of Policy	Staff - Parks and Planning	Staff Time				
Six: Strengthen Recreation Opportunities for the Steamboat Springs Community						
Strategy 6.1: Enhance recreational opportunities for unidentified populations	Staff	Staff Time				
Strategy 6.2: Develop an overall program evaluation criteria and process, and implement the process	Staff	Staff Time				

City of Steamboat Springs - Parks and Recreation Master Plan - Goals & Objectives	Responsibility	CIP/Funding	Goal/Objective Timing			
			Ongoing	Immediate	Short Term	Mid Term
Seven: Enhance Recreation Services Management Practices						
Strategy 7.1: Strengthen financial management	Staff	Staff Time/Consultant Costs (See Goal Two)				
Strategy 7.2: Develop recreation service planning methods	Staff	Staff Time/Consultant Costs - \$20,000 for Service Assessment				
Strategy 7.3: Assess existing organizational structure and recreation services	Staff	Staff Time				
Strategy 7.4: Consideration of outsourcing of parks and recreation services	Staff	Staff Time				
Strategy 7.5: Move operational responsibility of Haymaker Golf Course to Park, Open Space and Recreational Services Dept	Staff	Staff Time				
Eight: Improve Community Connections						
Strategy 8.1: Enhance marketing efforts	Staff	Staff Time				
Strategy 8.2: Develop a comprehensive volunteer program	Staff	Staff Time				
Strategy 8.3: Develop a comprehensive volunteer program	Staff	Staff Time				
Nine: Plan and Implement Capital Improvements to the Inventory of Development Parks						
Strategy 9.1: Establish park design standards	Staff	Staff Time, Consultants up to \$50,000				
Strategy 9.2: Bring existing parks up to standard	Staff	Staff Time, Consultants up to \$150,000				
Strategy 9.3: Prepare new master plans for key parks and facilities	Staff	Staff Time, Consultants and construction cost variable				
Strategy 9.4: Add new parks and facilities	Staff	Staff Time, Consultants and construction cost variable				
Strategy 9.5: Extend the Greenway/Blueway and improve access to parks and trails	Staff	Staff Time, Consultants up to \$30,000, Trail costs TBD				

Appendix A – Detailed Citizen Survey

INTRODUCTION/METHODOLOGY

The Master Plan Survey was conducted through a mail-back methodology. The survey was originally sent to 3,000 randomly selected households located in the City of Steamboat Springs and the ZIP codes associated with it, which may include households outside the city limits as well as Steamboat P.O. boxes belonging to residents who live outside the city limits. Completed surveys received totaled 391 out of a net estimated 2,685 delivered (approximately 315 surveys out of the 3,000 originally mailed were returned "undeliverable" due to invalid addresses and/or residents who have moved and no longer reside at a particular address). This represents a good response rate of approximately 14.6%. Based upon the total sample size of 391 responses received, overall results have a margin of error of approximately +/- 4.9 percentage points calculated for questions at 50% response². Also, note that the resultant database is weighted by age of respondent to ensure appropriate representation of City residents across different demographic cohorts in the overall sample.

The primary list source used for the mailing was a third party list purchased from Equifax, one of the three largest credit reporting agencies in the world. Use of the Equifax list also includes renters in the sample who are frequently missed in other list sources such as utility billing lists.

Additionally, a third, open-link version of the online questionnaire was made available to all residents of Steamboat, who could complete the questionnaire if they did not receive one by invitation in the mail. As responses to the open-link version of the questionnaire are "self-selected" and not a part of the randomly selected sample of residents, results from this questionnaire are kept separate from the mail and invitation web versions of the survey. The discussion and graphic illustrations of results that follow focuses only on results from the randomly selected sample of residents, although results to the open-link version are provided in the tables included as appendix sections to the report.

RESPONDENT PROFILE

Based on US Census data and the 2008 ESRI forecast for the City of Steamboat Springs, the age profile of residents is distributed as follows (which is the basis for the weighting of the survey data): 10 percent are between 20 and 24 years old; 25 percent between 25 and 34 years; 21 percent between 35 and 44 years; 25 percent between 45 and 54 years; 12 percent between 55 and 64 years, and 7 percent 65 years or over.

Forty percent of responding households have kids living at home, 28 percent are couples without kids, 18 percent are single without kids, and 14 percent are empty-nesters (couples and singles with kids no longer at home). Respondents were most likely to own their own residence (87 percent of

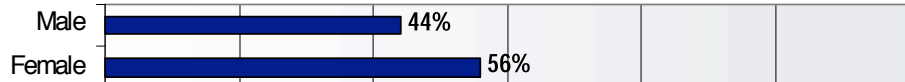
² For the total sample size of 391, margin of error is +/- 4.9 percent calculated for questions at 50% response (if the response for a particular question is "50%"—the standard way to generalize margin of error is to state the larger margin, which occurs for responses at 50%). Note that the margin of error is different for every single question response on the survey depending on the resultant sample sizes, proportion of responses, and number of answer categories for each question. Comparison of differences in the data between various segments, therefore, should take into consideration these factors. As a general comment, it is sometimes more appropriate to focus attention on the general trends and patterns in the data rather than on the individual percentages.

respondents vs. 13 percent renters) with average length of residency being almost 14 years (although 49 percent of respondents have lived in the area 10 years or less). The majority of respondents (73 percent) live in the City limits of Steamboat Springs, compared to 27 percent who live outside the City in the unincorporated county or other areas. In regards to household income, 63 percent of responding households had annual incomes less than \$100,000, 24 percent were between \$100,000 and \$200,000, and 12 percent were more than \$200,000.

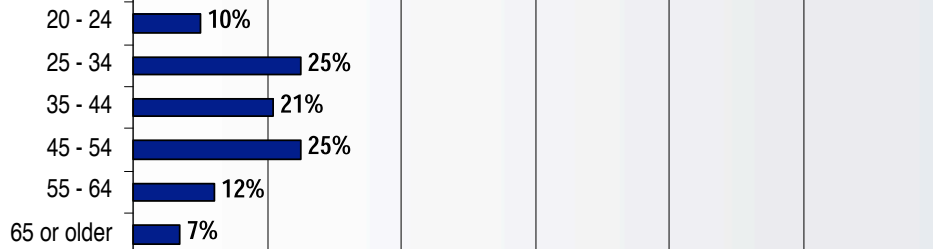
Figure 1

Respondent Demographics

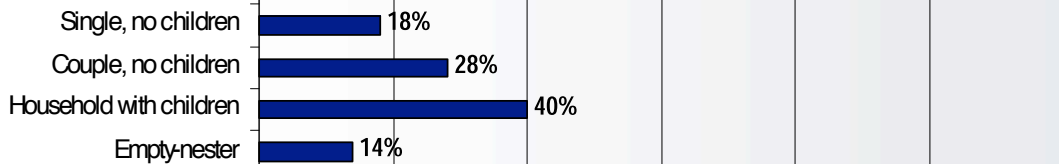
Gender



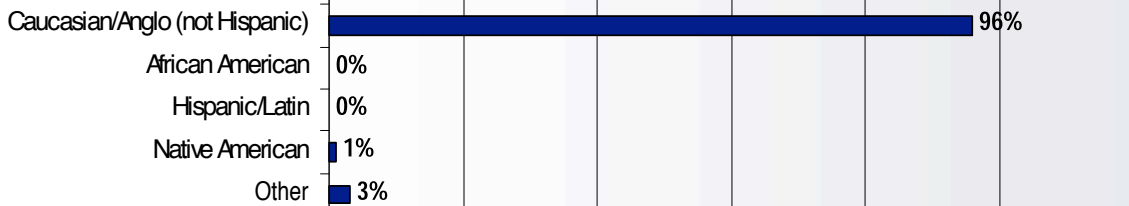
Age



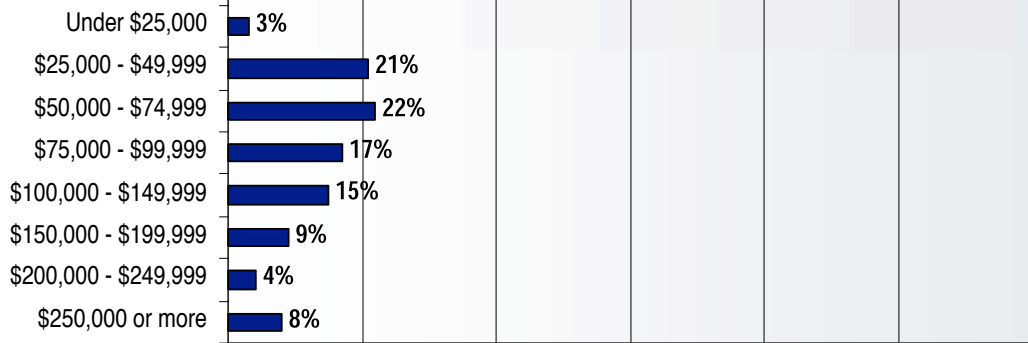
Household status



Ethnicity



Household Income

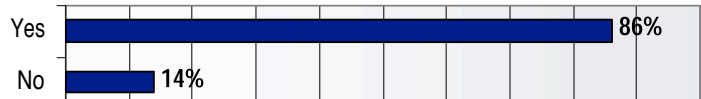


0% 20% 40% 60% 80% 100% 120%

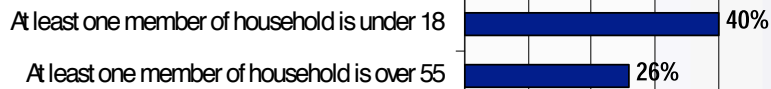
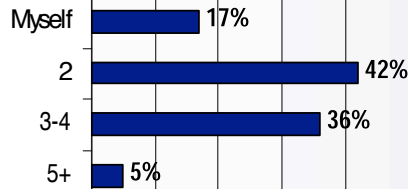
Percent of Respondents

Figure 2
 Respondent Demographics

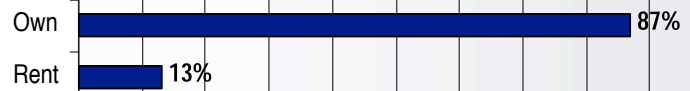
Registered voter



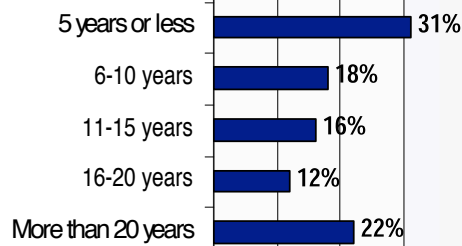
Number of people in household



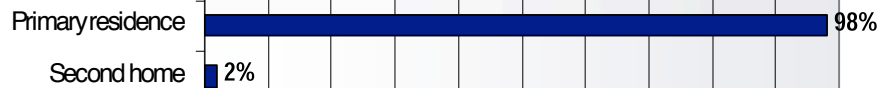
Homeownership



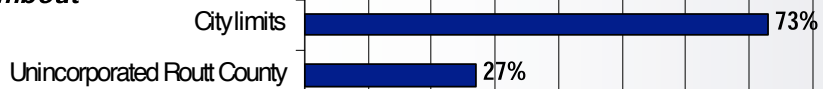
Length of time lived in Steamboat



Primary residence vs. second home



Area lived in Steamboat



0% 10% 20% 30% 40% 50% 60% 70% 80% 90% 100%
 Percent of Respondents

HIGHLIGHTS FROM THE ANALYSIS OF RESULTS

Key findings from the study are summarized below. Additionally, several of the questions on the survey form allowed respondents to “write in” their response or comment. Major themes that emerge from the comments are summarized in the report, while a complete set of the comments is provided as an appendix section.

In addition to overall responses, results are also segmented comparing respondents by location of residence, length of time lived in Steamboat Springs, household status, and age. This segmentation of the results helps to further “explain” local opinions and provides additional insight to parks and recreation issues in the area. Two sets of data tables showing these segmentations are provided as appendix sections.

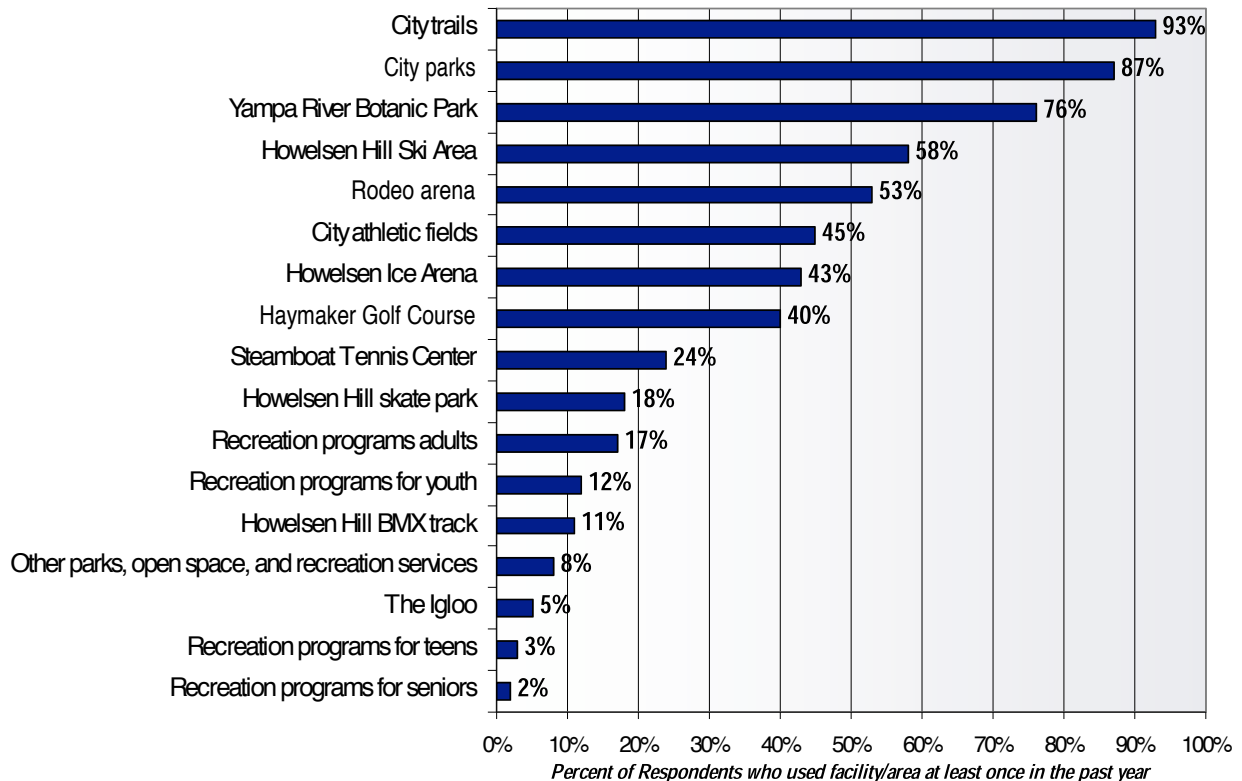
Current Programs and Facilities

Usage Levels

Among the facilities and amenities currently available in Steamboat Springs, city trails were used by the greatest proportion of respondents (93 percent of respondents have used a city trail at least once in the last 12 months), followed by city parks (76 percent of respondents), and the Yampa River Botanic Park (87 percent of respondents). Approximately 40-58 percent has used Howelsen Hill Ski Area, the rodeo arena, city athletic fields, Howelsen Ice Arena, and/or Haymaker Golf Course at least once in the last 12 months.

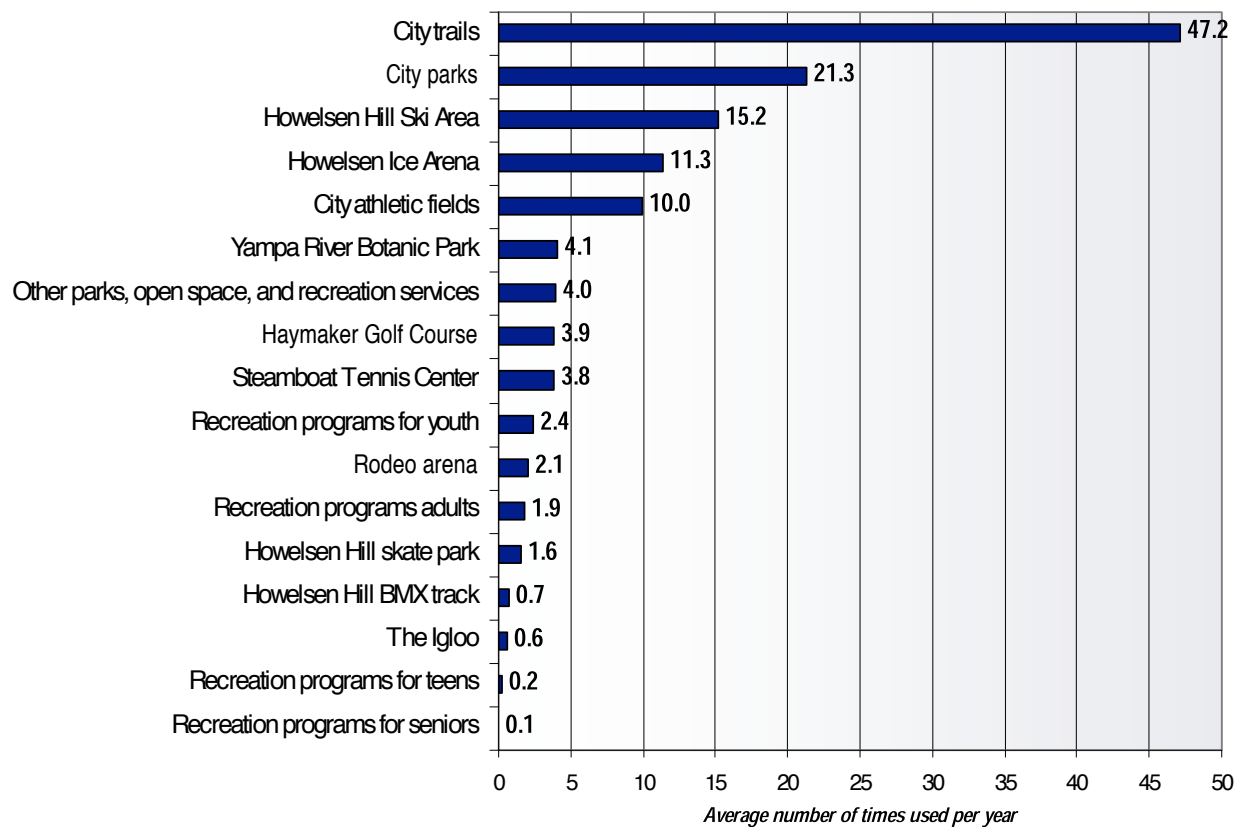
Figure 3

Current Usage of Facilities and Areas
Percent using at least once in last 12 months



When asked about their frequency of use, respondents indicated the highest number of average uses per year to city trails (47.2 times per year). City parks were also used frequently, however significantly lower than city trails (21.3 times per year). Howelsen Hill Ski Area (15.2 times per year), Howelsen Ice Arena (11.3 times per year), and city athletic fields (10 times per year) were also used frequently throughout the year.

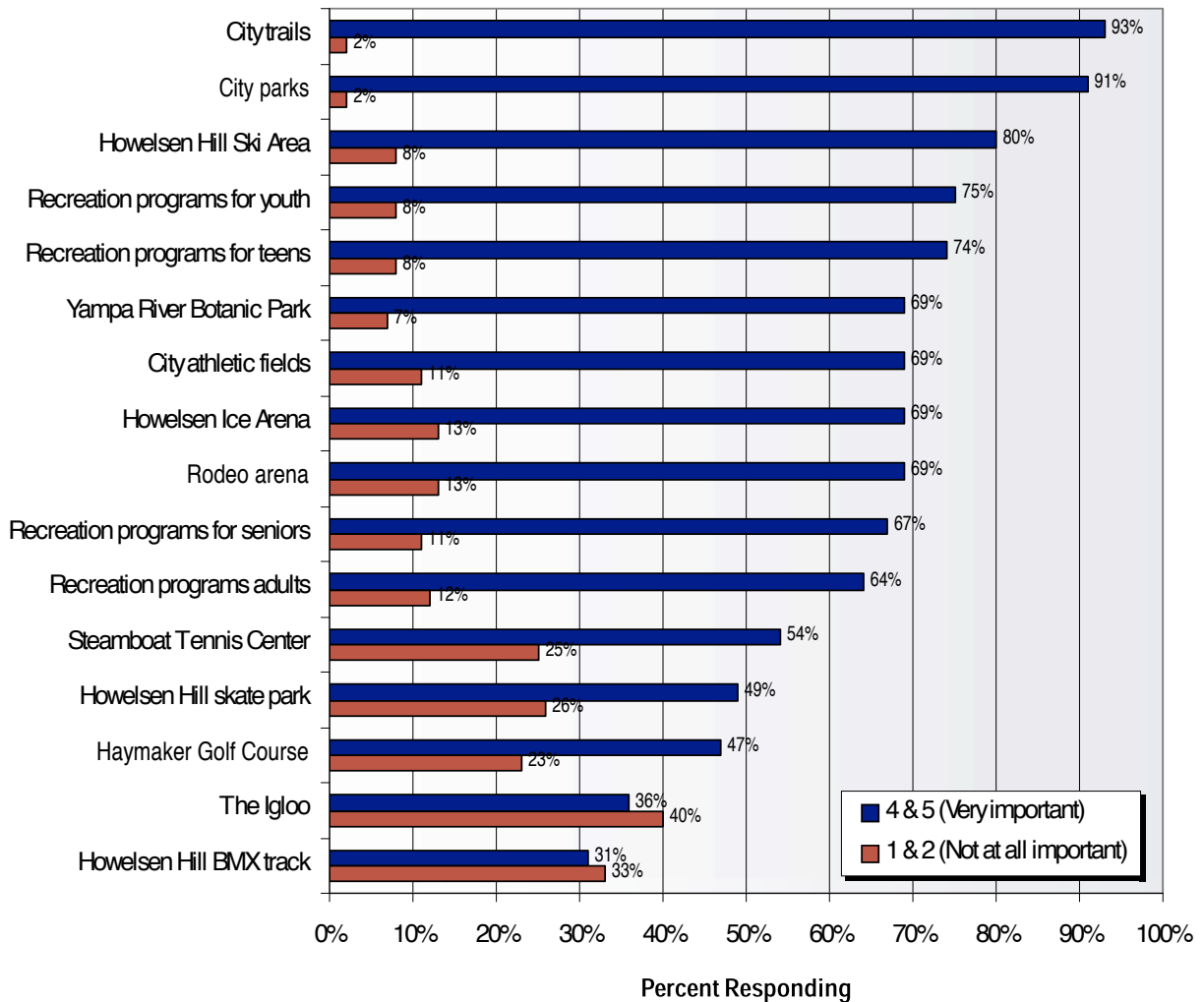
Figure 4
 Current Usage of Facilities and Areas
 Average number of visits in last 12 months



Importance to the Community

Respondents were then asked to indicate how important each of these parks and recreation amenities are to the community. While the majority of facilities and amenities are rated as being relatively important to the community, city trails (93 percent of respondents rated it “very important,” a 4 or 5 on a 5-point scale) and city parks (91 percent) were rated the highest, followed by Howelsen Hill Ski Area (80 percent), youth recreation programs (75 percent), and teen recreation programs (74 percent). Least important to the community were The Igloo (40 percent of respondents rated it “not at all important,” a 1 or 2 on a 5-point scale) and Howelsen Hill BMX track (33 percent).

Figure 5
Importance of each facility and area to the community



How well are parks, facilities, and/or programs currently meeting the needs of the community?

Overall, most parks, facilities, and amenities available in Steamboat Springs received relatively positive satisfaction ratings. Similar to the frequency of use of current facilities, respondents indicated that the following facilities meet the needs of the community the most:

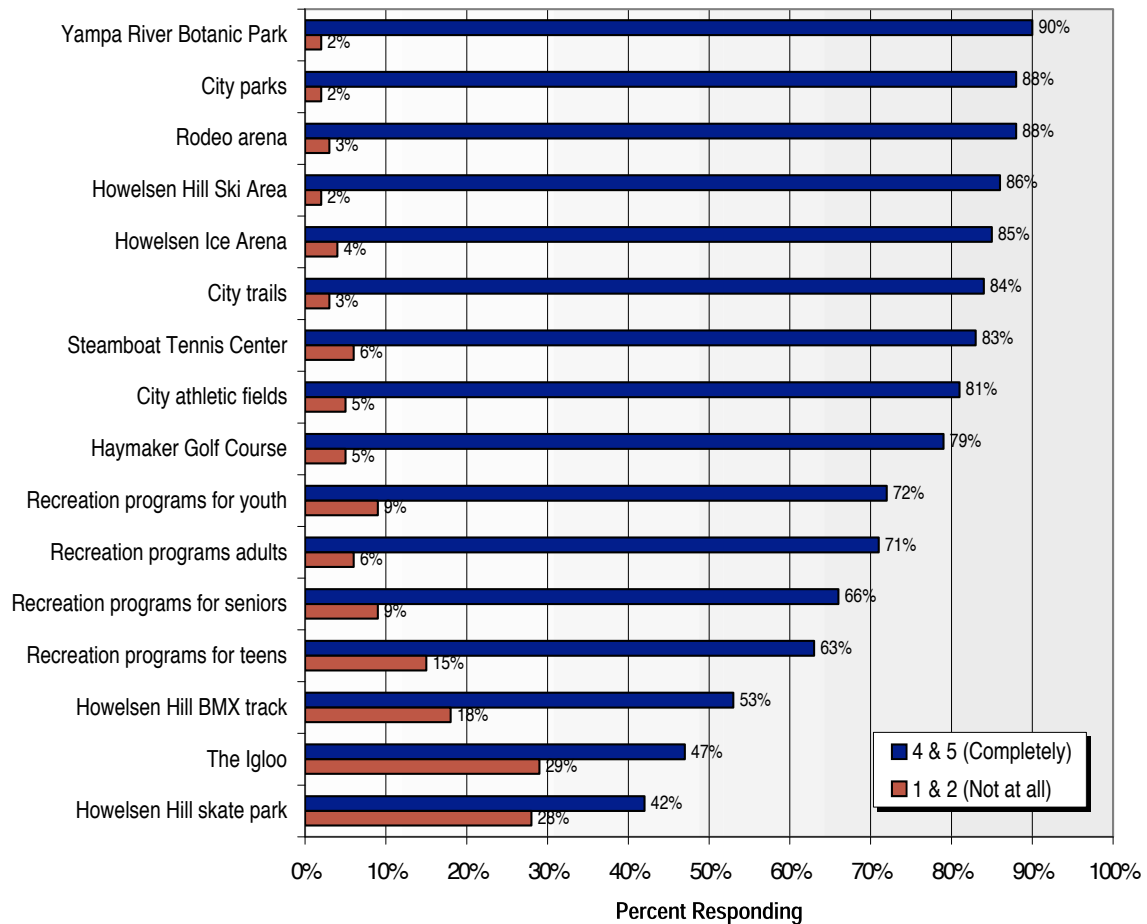
- ◆ Yampa River Botanic Park
- ◆ City parks
- ◆ Rodeo arena
- ◆ Howelsen Hill Ski Area
- ◆ Howelsen Ice Arena
- ◆ City trails
- ◆ Steamboat Tennis Center
- ◆ City athletic fields
- ◆ Haymaker Golf Course

In terms of facilities not meeting the needs of the community, approximately 28-29 percent cited the following two facilities as not meeting the needs of the community, including:

- ◆ The Igloo
- ◆ Howelsen Hill Skate Park

Figure 6

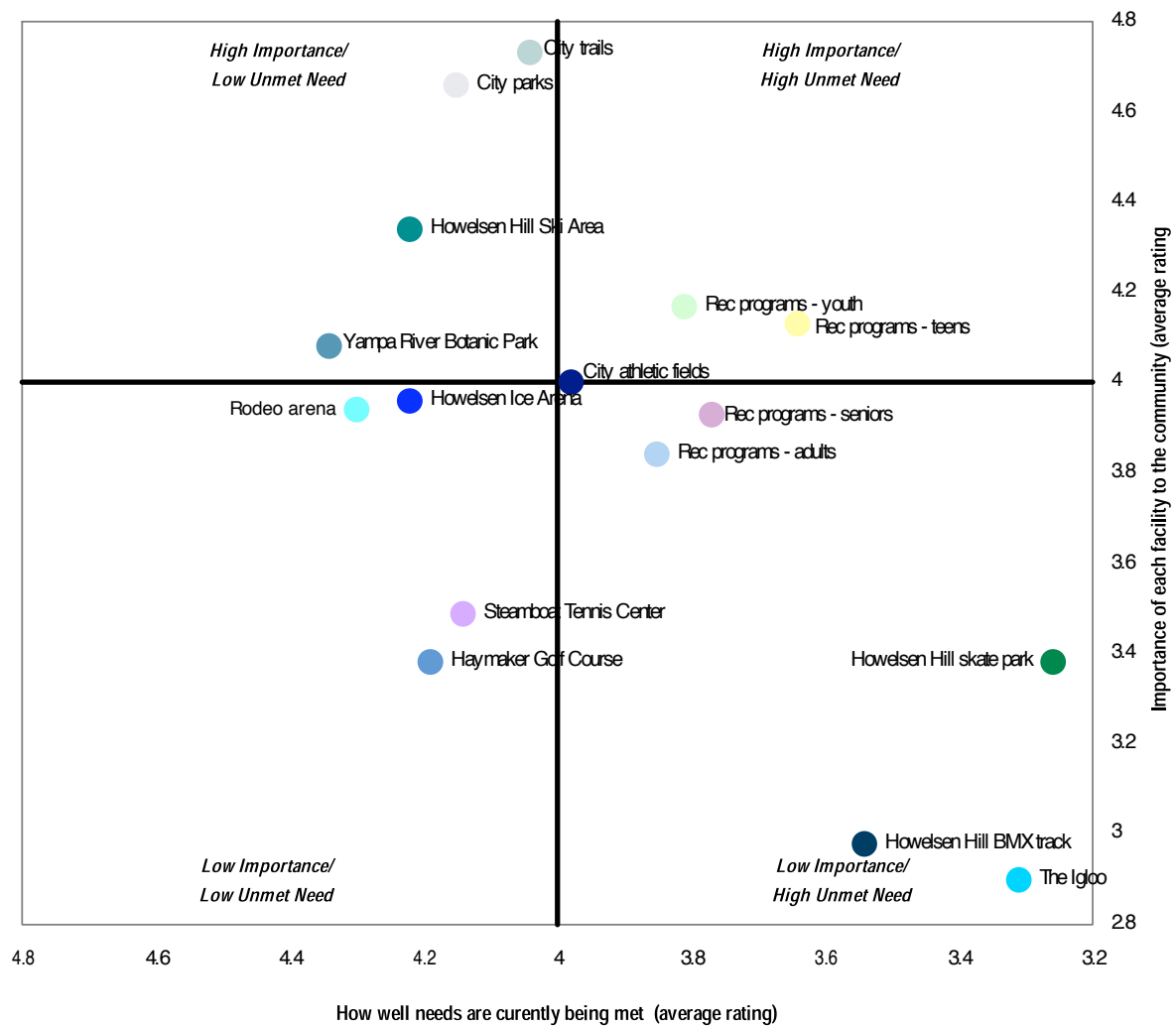
How well are the facilities provided by the City of Steamboat Springs meeting the needs of the community?



Importance-Performance Matrix

It is also instructive to compare and plot the importance scores against the performance scores in an “importance-performance” matrix. As illustrated in the graph, although perhaps not meeting a certain level of need for some residents, note that many of the same facilities listed above that are not meeting needs are also considered less important to the community (The Igloo, Howelsen Hill BMX track, and Howelsen Hill skate park). In comparison, the city trails, city parks, Howelsen Hill Ski Area, and Yampa River Botanic Park, which are considered very important to the community, are meeting the needs pretty well for most respondents. Recreation programs for youth and teens, also being relatively important, are perhaps not meeting the needs of some residents as well as the trails, parks, Howelsen Hill Ski Area, and Yampa River Botanic Park.

Figure 7
Importance/Satisfaction Matrix

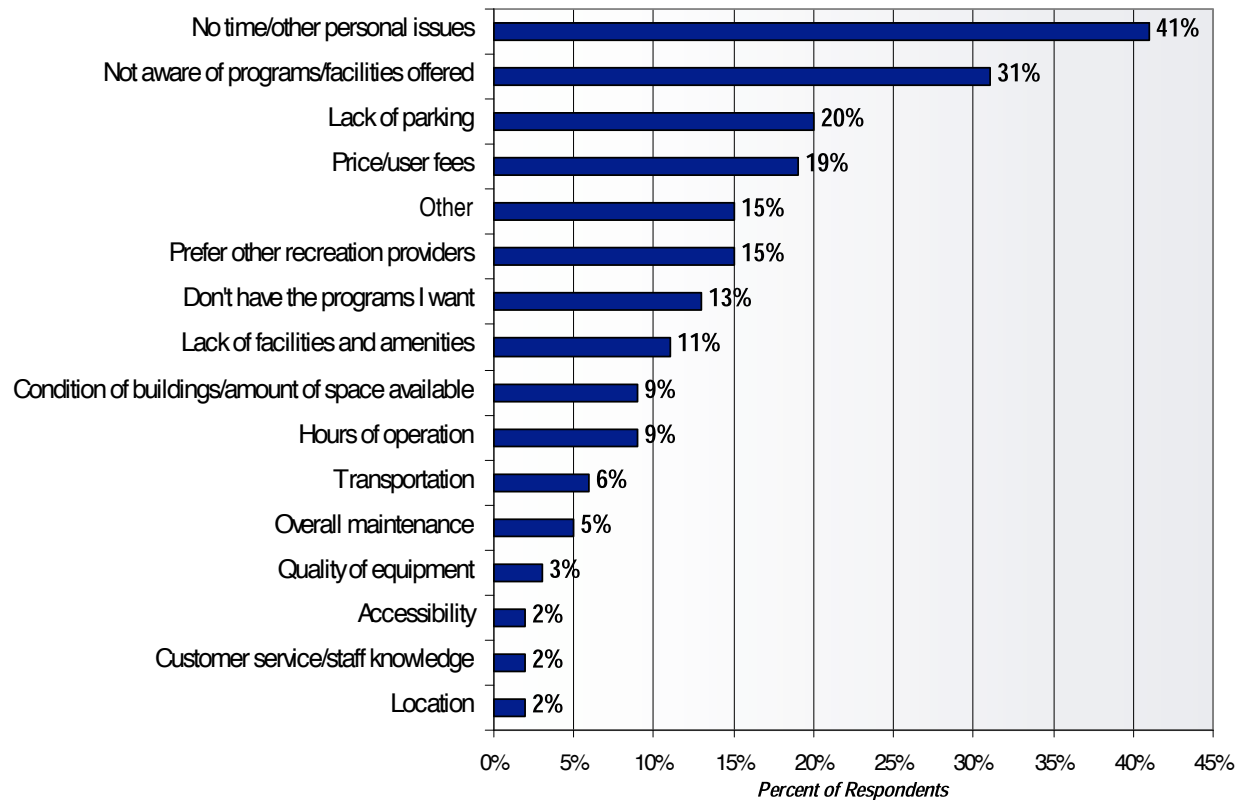


Reasons for not using City's facilities and/or programs

When asked why respondents do not use City recreation facilities or programs, 41 percent of respondents identified “no time/other personal issues,” followed by “not aware of programs/facilities offered” (31 percent), “lack of parking” (20 percent), and “price/user fees” (19 percent). A few respondents also indicated in the open-ended comments that they do not use the facilities/programs because they are too crowded.

Figure 8

If you do not use City recreation facilities or programs, why not?

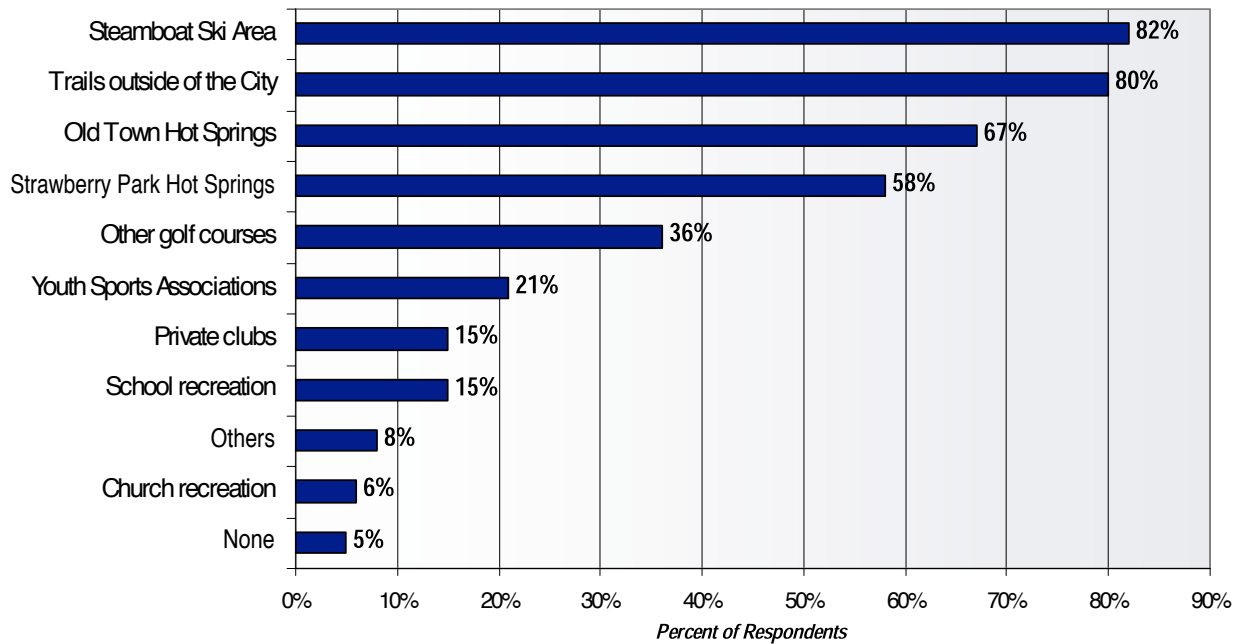


Other recreation facilities used

When asked what other organizations respondents and their household members use, 82 percent of respondents indicated that they use the Steamboat Ski Area, along with 80 percent who identified trails outside of the city. Other facilities used include Old Town Hot Springs (67 percent), Strawberry Park Hot Springs (58 percent), other golf courses (36 percent), youth sports associations (21 percent), private clubs (15 percent), and school recreation (15 percent).

Figure 9

Other Recreation Facilities Used



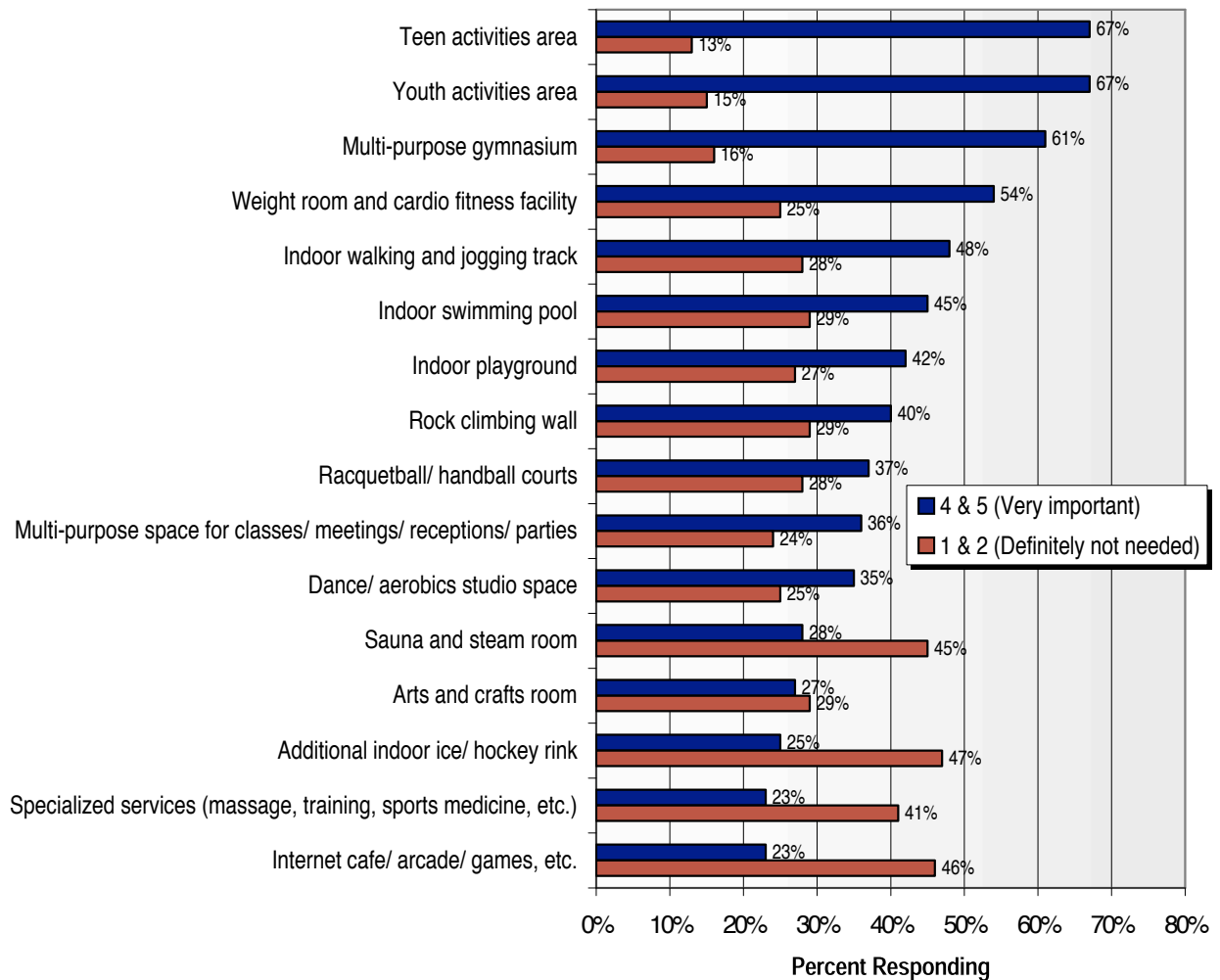
Future Recreation Facilities, Amenities, Programs, Activities, and Services

Importance of adding, expanding, or improving indoor recreation facilities

The survey provided a list of indoor facilities/amenities that could be added, expanded, or improved in the Steamboat Springs area. The results show that respondents feel a teen activities area and youth activities area would be the most important to add, expand, or improve (67 percent of respondents indicated each as “very important,” a 4 or 5 on a 5-point scale), followed by a multi-purpose gymnasium (61 percent). A weight room and cardio fitness facility, indoor walking and jogging track, indoor swimming pool, indoor playground, and rock-climbing wall are also relatively important (40-54 percent of respondents indicating they are “very important”). One facility mentioned in the open-ended comments was to add an indoor playground facility for toddlers and families to utilize during the winter. As shown in the following figure, amenities such as an additional indoor ice/hockey rink, Internet café/arcade, sauna/steam room, and specialized services (massage, training, etc.) were among the least important.

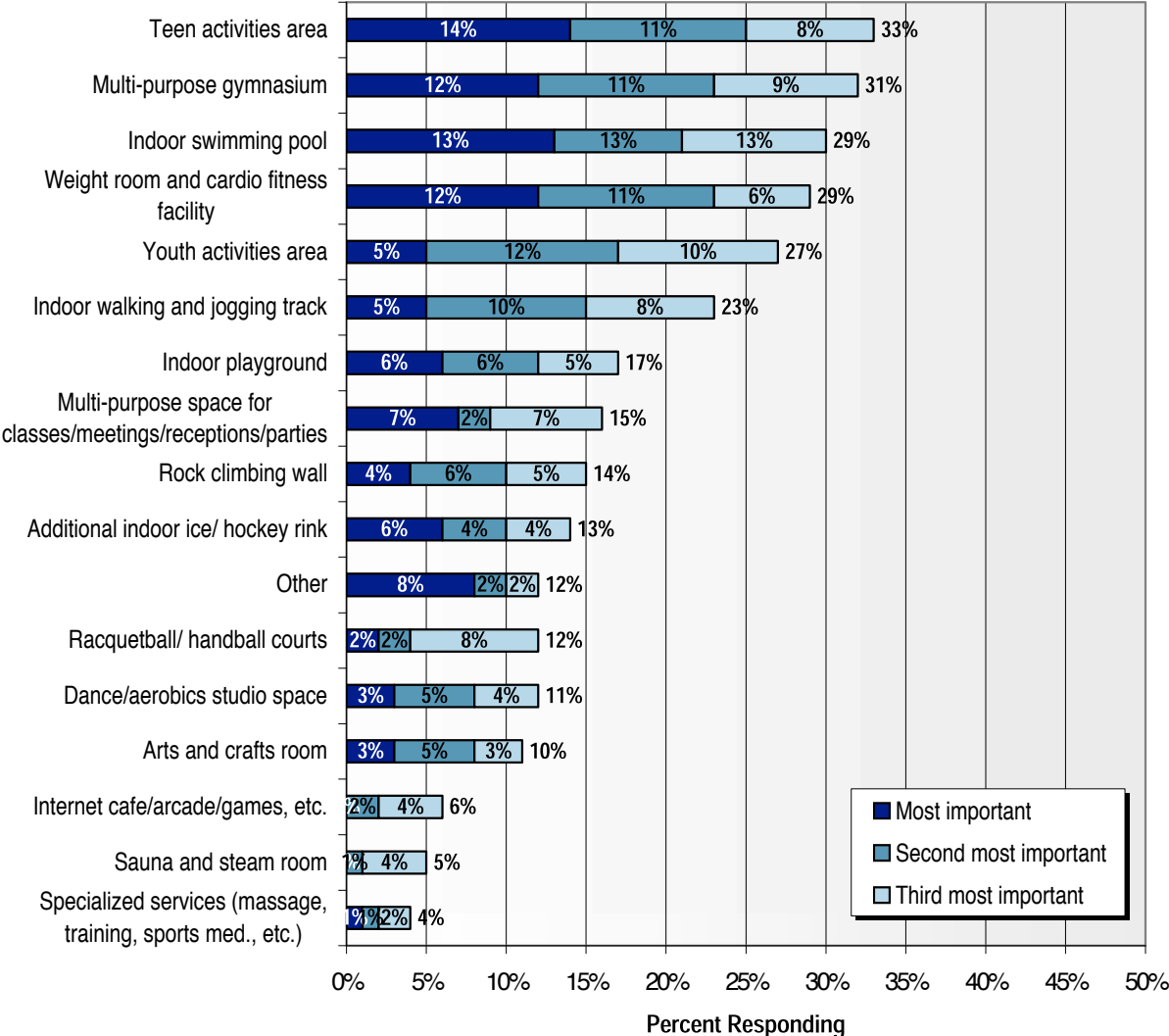
Figure 10

Importance of the following indoor recreation facilities to be added, expanded, or improved



Respondents were also asked to indicate which of the potential facilities and amenities were the three most important to them and their household. This provides the opportunity to not only see what amenities are important to respondents, but also to get an idea of how the same amenities are viewed in relation to each other, allowing priorities to become more evident. While the teen activities area remained as the top priority, some minor shifts were seen among the other top amenities. The top four amenities (shown in the figure below) are all relatively close in prioritization, but the teen activities area is slightly higher (14 percent of respondents indicating that it is their top choice and 33 percent indicating that it is one of their top three priorities), followed by the multi-purpose gymnasium, indoor swimming pool, and weight room/cardio fitness facility. Other amenities that emerged as high priorities include a youth activities area and indoor walking and jogging track.

Figure 11
Most important indoor facilities to be added, expanded, or improved

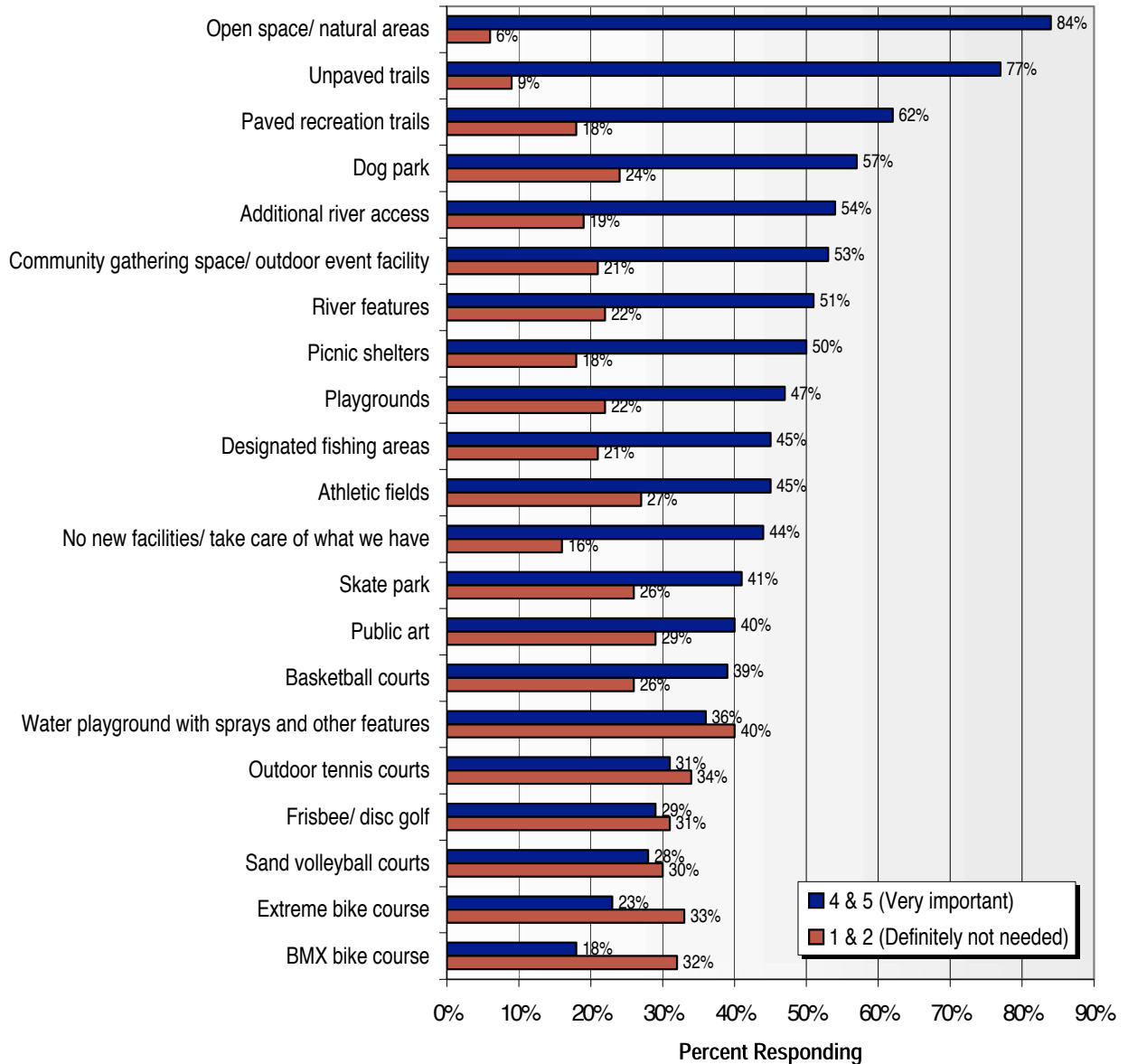


Importance of adding, expanding, or improving outdoor recreation facilities

The survey also provided a list of outdoor facilities/amenities that could be added, expanded, or improved in the Steamboat Springs area. The results show that respondents feel open space/natural areas and unpaved trails are the most important to add, expand, or improve (rating between 77 and 84 percent “very important”). Paved recreation trails, a dog park, additional river access, community gathering space, river features, and picnic shelters are also relatively important (all with more than 50 percent of respondents indicating they are “very important”). A few open-ended comments described a need to extend the core trail/bike path. Water playground with sprays and features, outdoor tennis courts, an extreme bike course, and a BMX course were among the least important.

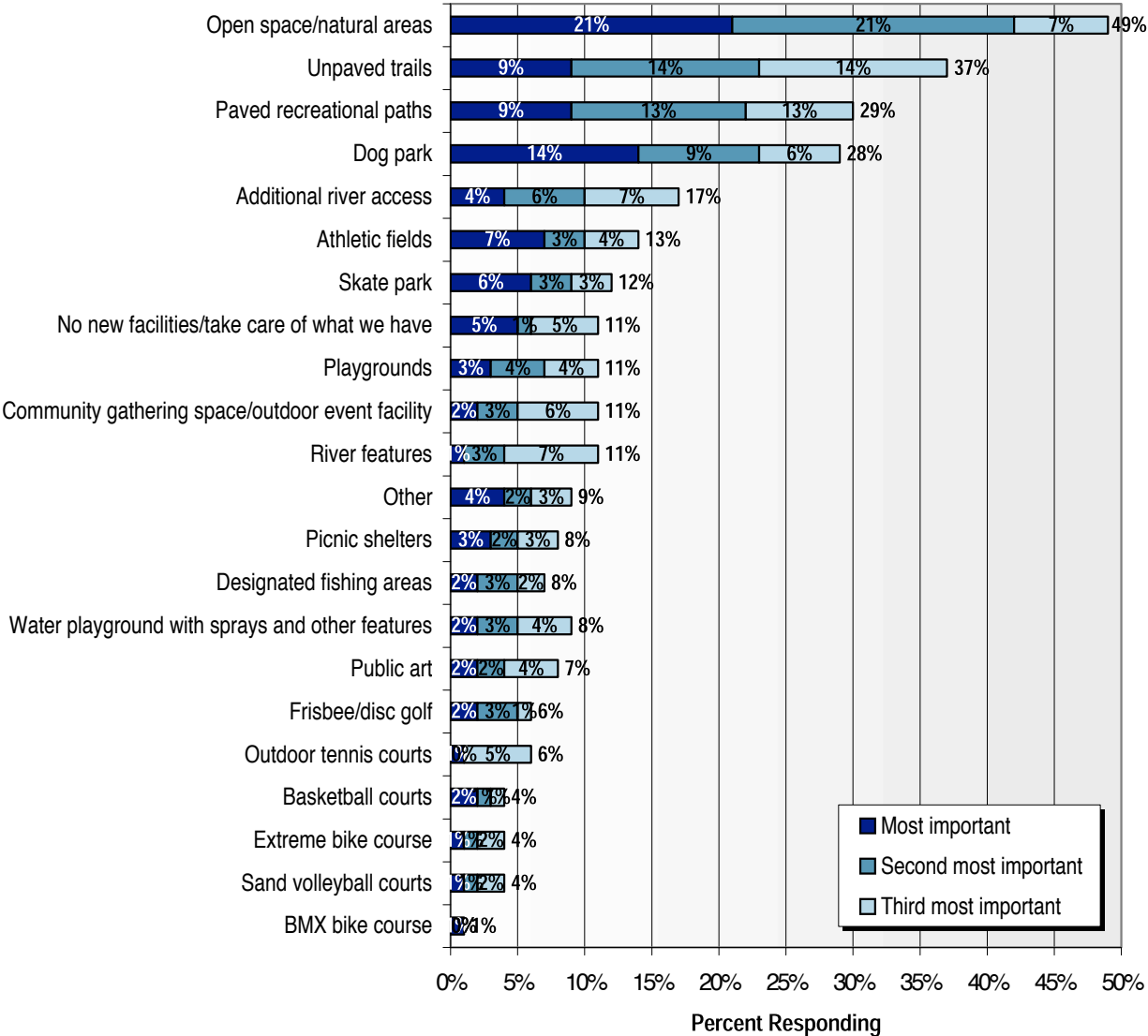
Figure 12

Importance of the following outdoor recreation facilities to be added, expanded, or improved



As with the indoor facilities, respondents were asked to indicate which of the potential outdoor facilities and amenities were the three most important to them and their household. Open space/natural areas emerged as the clear top priority (21 percent of respondents listing it as their number one priority and 49 percent of respondents listing it as one of their top three priorities). Similar to the previous ratings, other top priorities for outdoor facilities/amenities include unpaved trails (9 percent listing it as their number one priority and 37 percent listing it as one of their top three priorities), paved recreational paths (9 percent listing it as their number one priority and 29 percent listing it as one of their top three priorities), and a dog park (14 percent listing it as their number one priority and 28 percent listing it as one of their top three priorities). Although rated somewhat lower in regards to respondents' top three priorities, more respondents listed the dog park as a number one priority (14 percent, compared to 9 percent who listed unpaved trails and paved paths as their number one priorities).

Figure 13
Most important outdoor facilities to be added, expanded, or improved

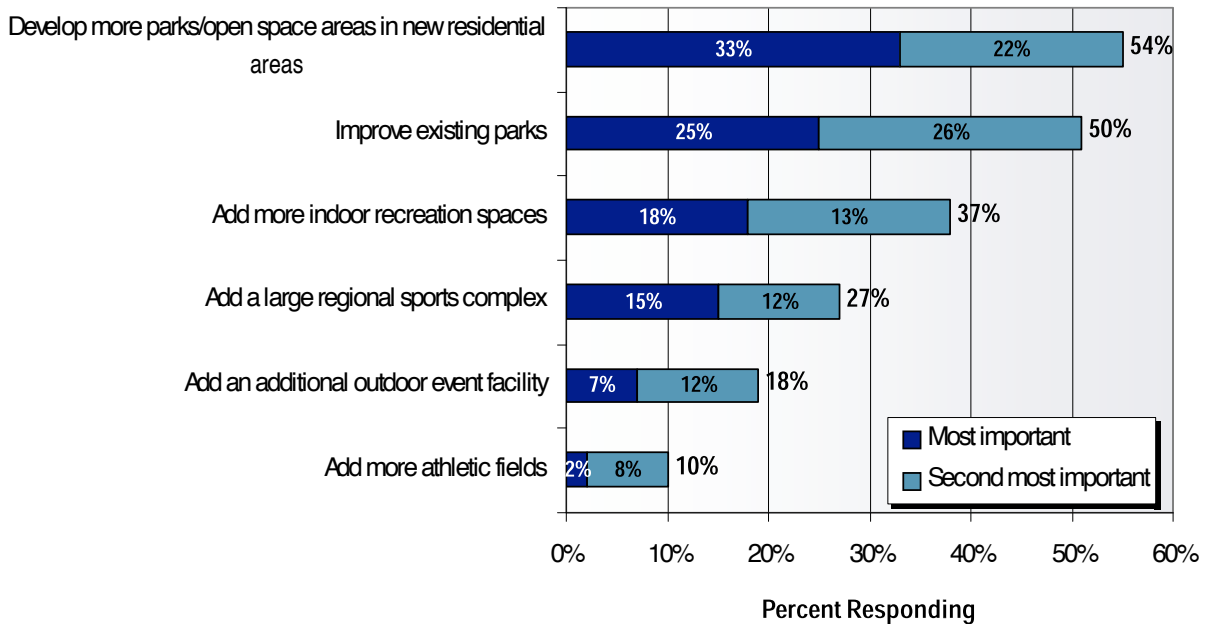


Facility and Park options that could be developed in the Steamboat area

The survey listed six general options of facilities or parks from which respondents were asked to choose their top two priorities. Respondents indicated that a top priority was to develop more parks/open space areas in new residential areas (33 percent of respondents chose it as their number one priority and 54 percent chose it as one of their top two priorities). Other high priorities were to improve existing parks (25 percent chose it as their number one priority and 50 percent indicated it as one of their top two priorities) and to add more indoor recreation spaces (18 percent chose it as their number one priority and 37 percent indicated it as one of their top two priorities).

Figure 14

Facility/park options most important to develop in the Steamboat area

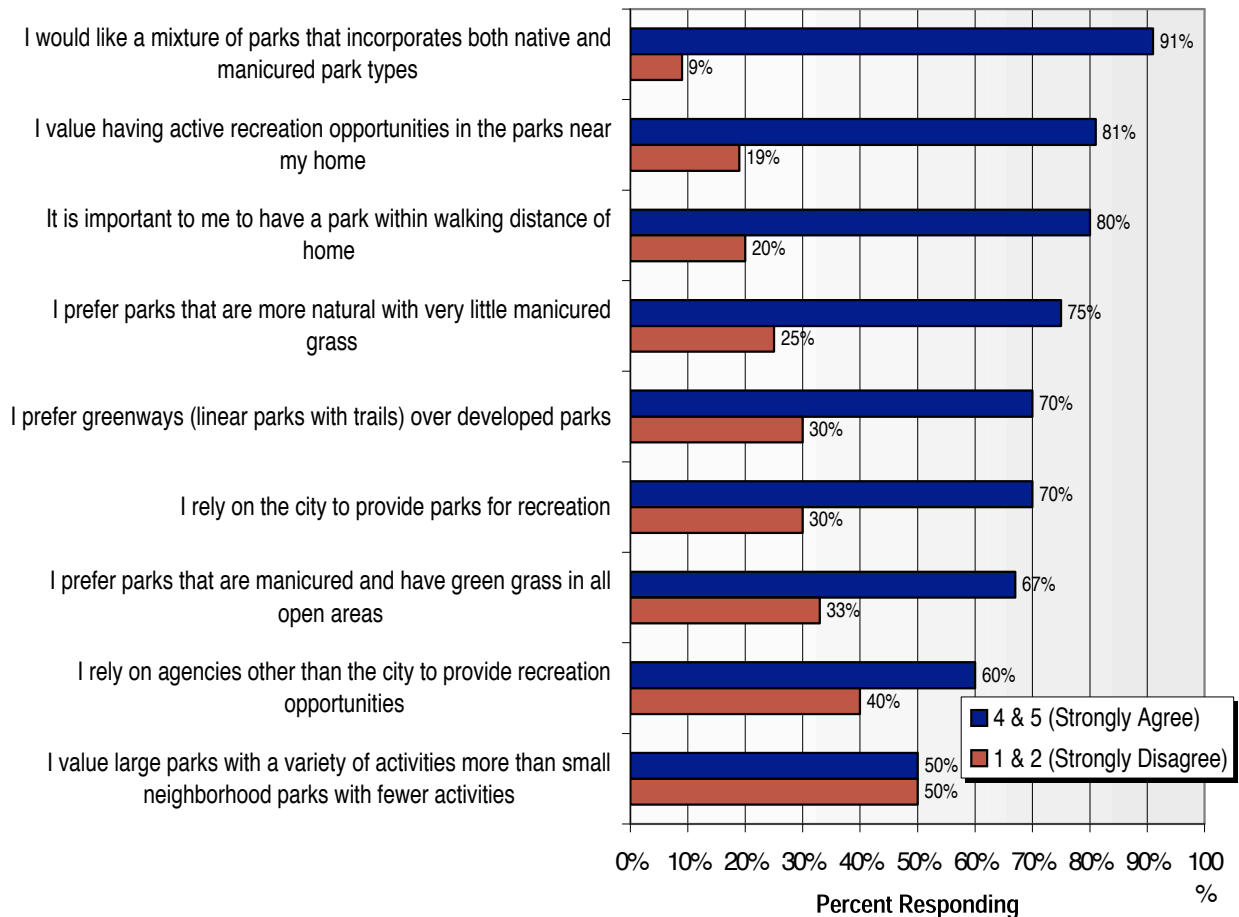


Parks and recreation values and preferences

The survey listed a number of statements regarding respondents' preferences and values for parks and recreation amenities, with which respondents were to indicate their level of agreement or disagreement. For a full list of the statements, refer to **Figure 13**. Overall, respondents indicated a high level of agreement with all statements, with the exception of "I value large parks with a variety of activities more than small neighborhood parks with fewer activities" (50 percent of respondents agreed with this statement, while 50 percent disagreed). Respondents agreed the most with the statement "I would like a mixture of parks that incorporates both native and manicured park types" (91 percent agreed, 9 percent disagreed).

Figure 15

How much do you agree or disagree with the following statements?



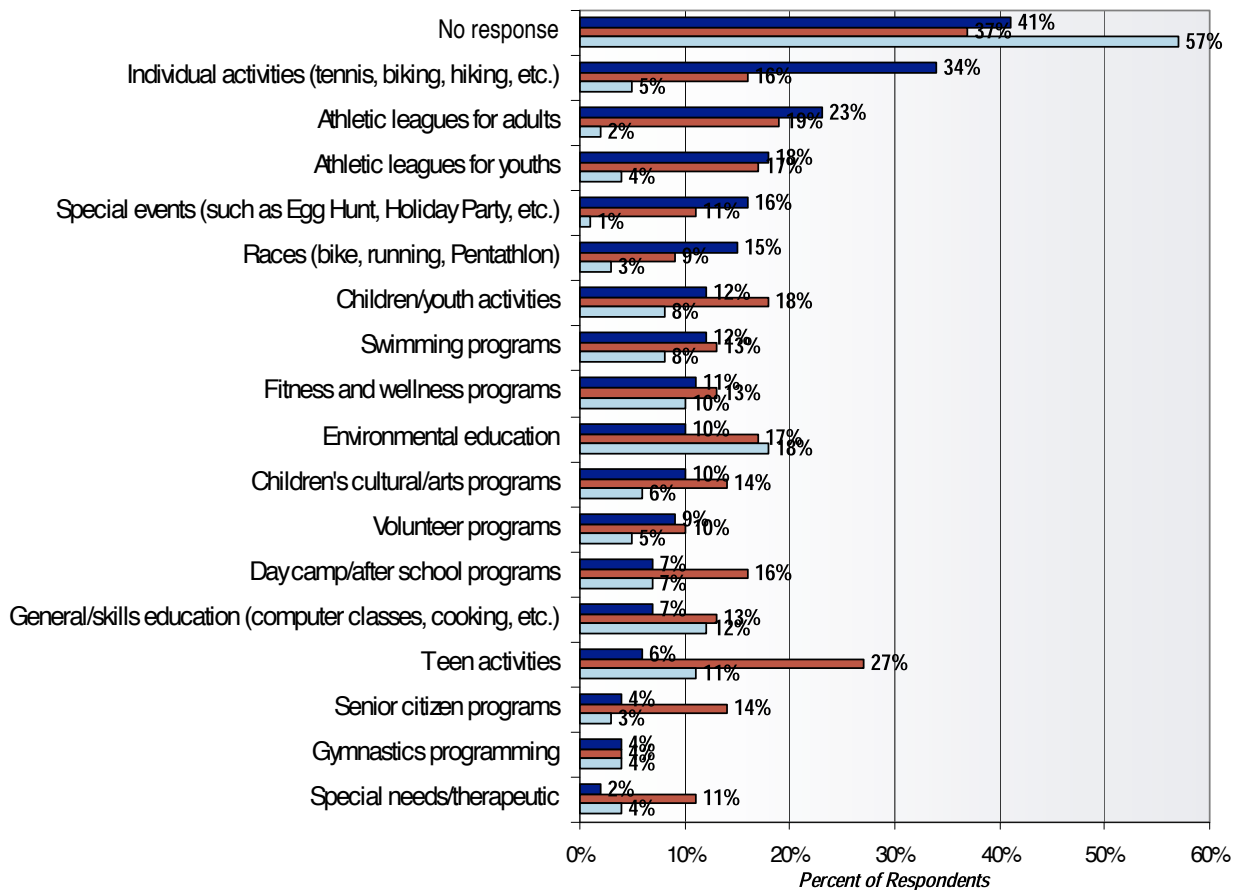
Programs and Activities. The survey listed a variety of programs, activities, and special events that are currently available in Steamboat Springs or could be added in the future. Respondents were asked to indicate which ones members of their household participate in and which should be expanded, improved, or added.

Programs, activities, and special events participation. Individual activities such as biking and hiking (34 percent of respondents), adult athletic leagues (23 percent), youth athletic leagues (18 percent), and special events (such as Egg Hunt, Holiday Party, etc.) (16 percent) were indicated to have the highest participation rates among responding households (other activities had participation rates of 12 percent or less).

Programs, activities, and special events that should be expanded/improved. Among the same list, teen activities (27 percent), adult athletic leagues (19 percent), children/youth activities (18 percent), youth athletic leagues (17 percent), and environmental education (17 percent) were the most frequently identified as potentials for expansion or improvement (other activities received 22 percent or less).

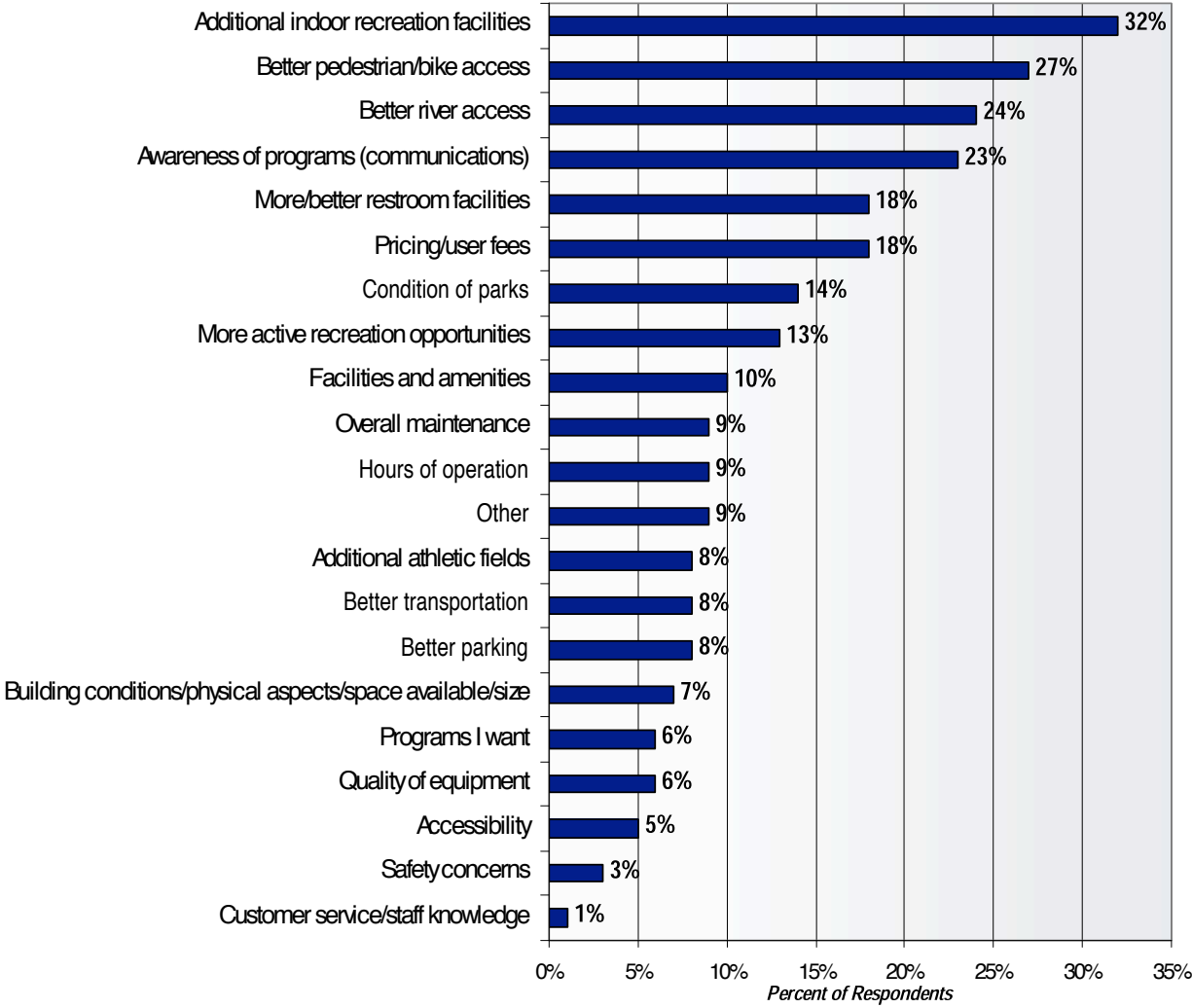
Programs, activities, and special events that should be added. Programs, activities, or special events respondents indicated that they would like to see added in the Steamboat Springs area include environmental education (18 percent), general skills education such as computer or cooking classes (12 percent), and teen activities (11 percent).

Figure 16
Participation, Expansion/Improvement, and Addition of Programs



What are the three most important concerns for the City of Steamboat Springs to address that would increase your utilization of parks and recreation facilities and programs? The top priorities indicated by respondents include additional indoor recreation facilities (indicated by 32 percent of respondents), better pedestrian/bike access (27 percent), better river access (24 percent), and awareness of programs (23 percent). A second tier of priorities includes more/better restroom facilities, pricing/user fees, condition of parks, and more active recreation opportunities.

Figure 17
 Three most important concerns for the City to address that would increase your utilization of Steamboat Springs Parks and Recreation facilities



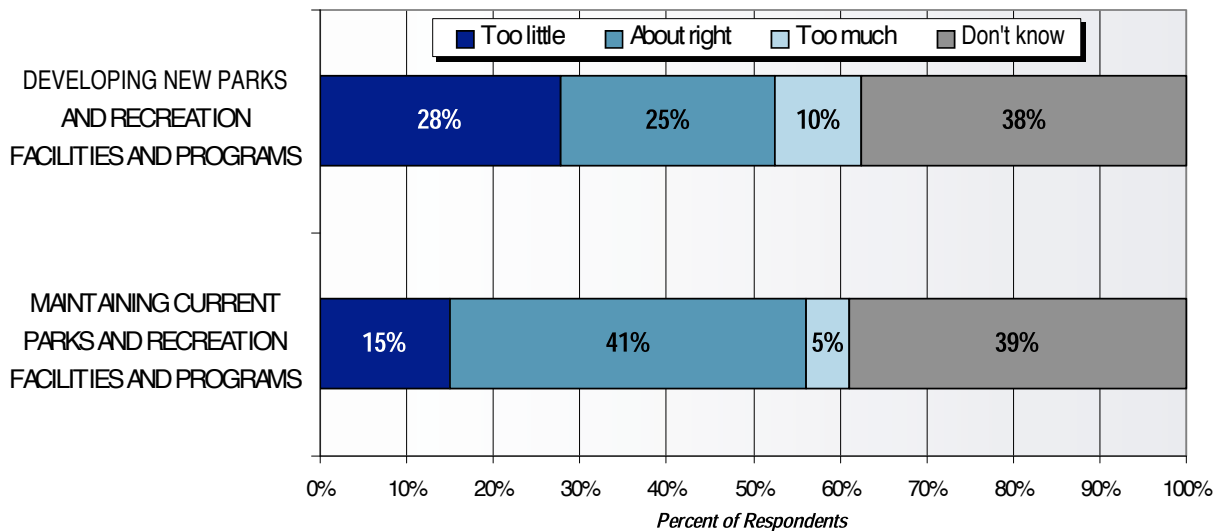
Financial Choices

Amount of money currently being spent by the City of Steamboat Springs.

Respondents were asked what their opinion is concerning how much money is currently being spent to develop new parks and recreation facilities and programs and maintain current parks and recreation facilities and programs. For all three categories, there is a high percentage of respondents who are unsure about how much is currently being spent (38 to 39 percent). Approximately 25 percent of respondents felt the amount of money being spent to develop new parks, facilities, and programs is “about right,” while 28 percent indicated that it is “too little” and 10 percent indicated that it is “too much.” There was a stronger consensus among respondents that the amount of money being spent to maintain current parks, facilities, and programs is “about right” (41 percent), while 15 percent indicated that it is “too little” and 5 percent indicated that it is “too much.”

Figure 18

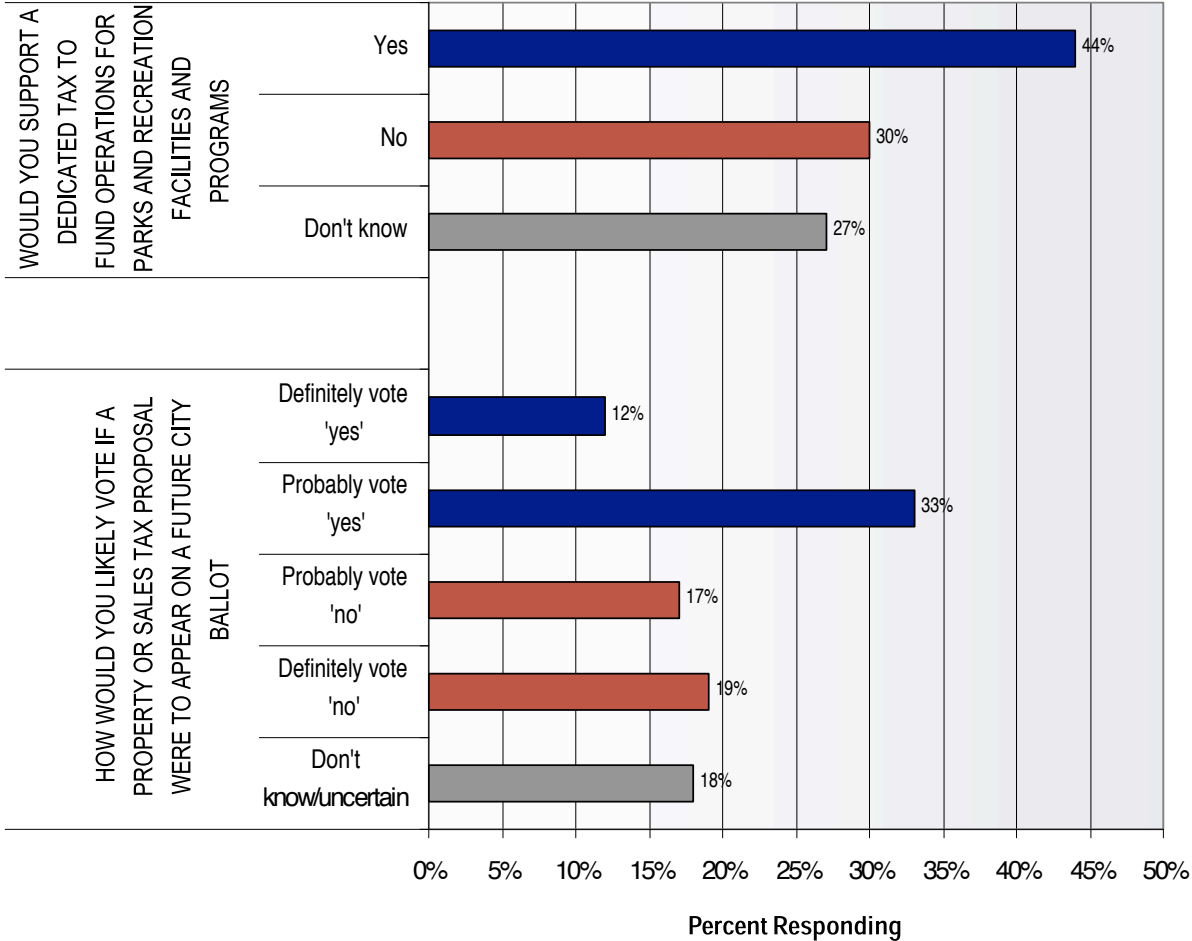
What is your opinion concerning the amount of money currently being spent by the City of Steamboat Springs?



Would you support a dedicated tax to fund operations for parks and recreation facilities and programs? Approximately 44 percent of respondents indicated that they would support a dedicated tax, while 30 percent would not support it, and 27 percent were unsure. Support was stronger among respondents between the age of 35 and 44, residents who have lived in Steamboat less than five years, and households with kids at home.

In order to allow the City to issue bonds in support of building and operating new recreational facilities, would you support a property or sales tax or another financial method? When asked how they would likely vote if such a proposal were to appear on a future City ballot, 45 percent of respondents indicated that they would definitely or probably vote “yes,” while 18 percent were unsure, and 36 percent indicated they would definitely or probably vote “no.” Support was stronger among residents who have lived in Steamboat less time (less than 10 years), households with kids at home, and singles.

Figure 19
Support of property or sales tax



Respondents were asked to include any comments they had in regards to the survey’s financial questions. Many of the open-ended comments indicated a preference for further assessment of the community’s needs so that money is spent efficiently, no additional taxes, and effort to ease the

financial burden on local residents by exploring funding options from visitors. A few comments are listed below, but the entire set can be viewed in the appendix section.

So many people that use/want facilities live outside city limits, I don't think city residents should carry entire burden

Voted against last rec center on ballot due to: 1) redundancy of OTHS facilities, and 2) TOO MUCH proposed - need to see just the important things we currently lack - just indoor pool, more gym space - not every wish list item serving a few such as racquetball, etc.

Need to balance the budget and use what we have - NO MORE taxes or bonds

The economy has hit lower and middle class families so now is not the time

Would vote for proposal to address pressing needs, NOT all things to all people that is beautiful and majestic

I would NOT be in support of a property tax as homeowners seem to pay enough for tourist to use our facilities as well as the transients that live here

A yes vote on funding would depend on what amenities were being proposed. A blanket request for funds would elicit a no vote on my part.

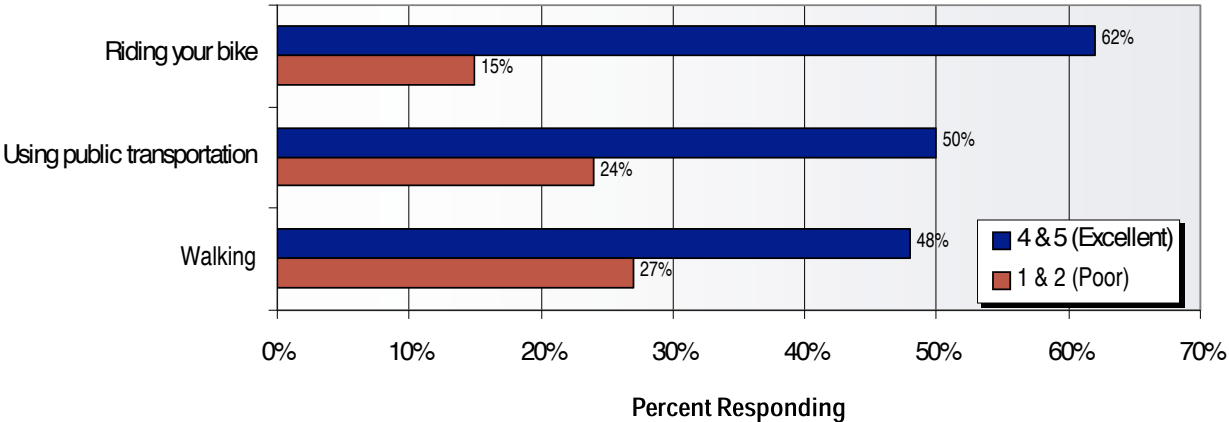
Fees should only be charged to visitors

I would support funding for a community facility but will NOT support funding for Triple Crown or additional baseball fields

Transportation and Communication

Transportation. Respondents rated their ability to get to parks, recreation facilities, and programs in Steamboat Springs using alternative means of transportation average overall. Using a 1 to 5 scale (5 being “excellent” and 1 being “poor”), 62 percent of respondents rated their ability to ride their bike to a facility or program “excellent,” while 50 percent rated their ability to use public transportation as “excellent,” and 48 percent rated their ability to walk to facilities or programs “excellent.”

Figure 20
Alternative transportation ratings



When asked what it is that most influences their decision to walk or bike to parks and recreation facilities in Steamboat Springs, 38 percent of respondents cited a “safe and enjoyable route.” “Distance” was also indicated as a primary influence of their decision to walk or bike by 34 percent of respondents.

Communication

Many respondents currently get information on recreation services and programs from the Steamboat Pilot & Today newspaper (79 percent). Other sources of information include information at the recreation facilities/program location (24 percent of respondents), local radio stations (18 percent), posters (12 percent), flyers (10 percent), Internet/websites (9 percent), e-mail (6 percent), registration form (4 percent), and Steamboat Cable TV channels (3 percent). When asked how the City can best communicate with them, the Steamboat Pilot & Today newspaper was mentioned the most (by 54 percent of respondents), followed by e-mail (25 percent), and Internet/websites (9 percent). The relatively large proportion of residents who would like to get their information through e-mail is notable, and poses a potential opportunity for the City to explore in future communications.

Appendix B—Recreation Program Analysis

Detailed descriptions of current Department programs, activities and events, as well as participation trends, community collaborations and potential opportunities follow.

1. Therapeutic Recreation

Description

Inclusive recreation services are provided to children with physical or cognitive disabilities in the community who may wish to participate in any program, activity or event provided through the Department. Inclusion is intended to allow for a child to participate free from bias or restriction. This philosophy is supported by the Americans with Disabilities Act (“No person in the United States shall, on the grounds of race, color, national origin, age or disability be subjected to unlawful discrimination under any program or activity conducted by or which receives Federal financial assistance from the Department of the Interior (DOI). Discrimination includes: denial of services, aids, or benefits; provision of different service or in a different manner; and segregation or separate treatment”. Disability rights address all aspects of DOI operations plus any program or activity receiving Federal assistance from the DOI, and certain areas of State or local government).

Inclusion services began being provided by the Department in the early 1990’s as a way to integrate children with disabilities into existing program and activity areas. Most Inclusion Services today are provided for in summer camps, and Afterschool Action and School Days Off program areas.

Community Collaborations

An existing collaboration exists with Horizons Specialized Services who have financially supported those families participating in the program. Also, Steamboat Springs School District RE-2 and its faculty has helped the Department in developing participant plans, staff training and provided the use of assorted equipment. The Department fully subsidizes this service for the community and by law, does not charge participants for any inclusion services that are beyond the scope of ordinary registration fees and charges. Through the established collaborative efforts the Department has developed, the overall expense to the Department of providing this service to the community is diminished, and a more efficient use of resources is realized.

Participation Trends

Inclusion participation numbers have been low since 2005 and remain limited with less than eight to ten users expected in 2008. However, as this service is mandated by law and the Department recognizes the need for the service by those with disabilities, there is an articulated commitment to those community members who currently utilize this service or may in the future.

Therapeutic Recreation - Potential Opportunities

According to the Department, this service is not actively marketed. As such, there is the belief that there may be more individuals in the community who may benefit from this service. It is important to note that an increase in service will equate to an increase in operational cost to the Department. The Department may find assistance and support from other agencies or local municipalities such as the Town of Hayden or the City of Craig, who must also serve people with disabilities. Pooling

resources and providing services to more users allows for an efficient use of agency resources. In addition, researching and applying for appropriate grants may provide additional resources as well. Several Colorado foundations fund services for people with disabilities. Some foundations fund municipalities directly while others do not but allow for funding to be “passed through” a collaborating or affiliated non-profit such as a “Steamboat Springs Park and Recreation Foundation”. Examples of foundations that support recreation services for people with disabilities include the Daniels Fund, the Anschutz Family Foundation, El Pomar Foundation, and the Colorado Developmental Disability Council.

2. Community Events

Community Events not only provide Steamboat Springs’ residents with recreational opportunities, they also serve as public relations strategies for the Department. The two primary community events offered by the Department include the annual Egg Hunt and Holiday Party.

Egg Hunt

Description

The annual Egg Hunt is a special event primarily for children ages nine and younger. The annual Egg Hunt follows a traditional egg hunt format offering a visit from the Easter Bunny, treats, and free souvenir photos. The event takes place at the bottom of the chair lift at Howelsen Hill the Saturday before Easter Sunday each year.

Community Collaborations

In 2007, a collaboration was developed with *Grand Futures Prevention Coalition of Routt County*, a 501 (c)(3) non-profit organization dedicated to engaging the Steamboat Springs community in creating and promoting positive, healthy lifestyles amongst youth as alternative choices to substance abuse through education, collaboration and activism. Grand provides community awareness about the 40 Developmental Assets for Youth. Also, the Girl Scouts of Chipeta Council provides volunteers to support the event.

Participation Trends

Participation trends indicate that there is continued and increased interest in this type of annual, short-term event. Since 2006, Egg Hunt participation has increased 55% with more than 450 children participating in 2008.

Holiday Party

Description and Goals

The Holiday Party is a community event for all ages that celebrates the holiday season including sledding, a visit from Santa, caroling, and refreshments at Howelsen Hill in Olympian Hall. The 2007 Holiday Party marked the 30th anniversary of this annual event, which takes place on a selected weeknight in early December.

Participation Trends

Attendance at the Holiday Party has increased 37% since 2005 and as is the case with the Egg Hunt, which continues to realize significant increases in attendance and interest each year.

Collaborations

Internal resources are critical to the success of this event. Assistance is provided by the Department's ski hill operations, as well as the Rodeo Division. Additionally, a local church provides carolers and a nativity scene contributing to the look and feel of the event

Community Events - Potential Opportunities

The Egg Hunt and Holiday Party have no obvious duplication or competition in the immediate service area during the same or proximate dates. With steady and significant increases in participation since 2006, it is apparent that there is a demand for these and similar types of events that require a short time commitment on behalf of users.

Since these events have been provided free to the general public, the Department may wish to consider a user fee to offset costs associated with development and implementation of this event. Psychological pricing suggests that "free" services may not be viewed by users as quality services.

3. Sports

The Steamboat Springs Parks and Recreation Department provides a variety of recreational as well as competitive sports to the community, for both adult and youth. Sports programs include leagues, events and drop-in opportunities. According to survey results, 23% of respondents state that they or a household member are currently participating in a Department managed adult sports league, while 18% suggest that a household member participates in a sports league for youth.

Adult Flag Football

Description

Flag football is a version of traditional American football but instead of tackling players to the ground, the defensive team must remove a flag or flag belt from the ball carrier to end a down. Flag football was designed in an effort to minimize injuries that are more prevalent in tackle football. Although this league is open to both genders, participants tend to be all male and most participants range in age from 20-40 years of age. This league takes place during the fall months at Ski Town Fields, and was created to provide for a competitive yet safe experience in a supervised setting. The league has been in place for more than 15 years and is currently struggling.

Participation Trends

Participation has declined over the past three years and in 2007, just four teams participated in the Department's league and most tend to be the same registrants as previous years. Current participants have expressed frustration with playing the same teams year after year and with the continued dominance by one team.

Community Collaborations

There are no current, nor have there been any collaborations in place to support this league.

Adult Flag Football – Potential Opportunities

As is the case with most programs, they eventually outlive their usefulness and benefit exceeding their lifecycle. With a continuing decline in interest, the Department may wish to consider eliminating this league and reallocate the savings to other existing or prospective programs, or reserve the funds.

Adult Indoor Soccer League

Description

The Department's Indoor Soccer League is a competitive, co-ed indoor soccer league with games held at the Steamboat Springs Middle School during the winter months. As is the case with the Adult Flag Football League, the Indoor Soccer League was developed to provide for a competitive experience in a supervised setting and in response to national interest in this internationally popular sport. This League is self-officiated and was created more than 15 years ago.

Participation Trends

Since 2005, registrations for the Adult Indoor Soccer league have been steady with 17 teams registered in each 2005, 2007, and 2008. The league is at capacity as the facility utilized is the only indoor space available for this league and is unable to accommodate more than the 17 teams registered. It is the staff's belief that there would be an increase in participation if there were another location to host additional games.

Community Collaborations

There are no current, nor have there been any collaborations in place to support this league.

Adult Indoor Soccer League – Potential Opportunities

As mentioned above, participation numbers have remained steady the past four years. Soccer continues to be one of the few sports realizing increased interest. This is further supported by the fact that there have been three to four teams turned away in each of the past three years due to limited facility space and a team maximum. Additional conducive facility space would allow for more team participation. However, it is recognized that the Department has utilized all available indoor recreation spaces such as those available through the schools.

Adult Basketball League

Description

The Adult Basketball League is held beginning in early January with the league finishing play in early April of each year. Self-officiated games are played on Sunday evenings at Steamboat Springs High School. Most participants are male and between the ages of 20 and 55 years of age. The league began approximately 15 years ago and was created in response to community interest, and to provide for a competitive experience in a supervised setting.

Participation Trends

Since 2005, registrations for the Adult Basketball League have remained steady although there was a decline in interest in 2008. Registrations have fluctuated between 15 teams in 2006 and 12 teams in 2008. Consistency in rosters results in approximately 12-14 participants per team.

Community Collaborations

There are no current, nor have there been any collaborations in place to support this league.

Adult Basketball League – Potential Opportunities

With the recent decline in participation, there still remains an interest in this team sport. Evaluations have suggested that parity between teams may be an issue leading to lop-sided scores and frustrated players. Consideration of separate leagues, one designated for greater emphasis on competition and one emphasizing recreational play, may be a strategy to apply resulting in more fair, equitable, and comfortable play and participation.

Adult Softball League

Description

Beginning in June, Howelsen Hill Complex plays hosts to 48 men's and co-ed softball teams on weeknight evenings. There are five divisions (two - men's; three – co-ed) of play on four fields. Players range in age from 20-50 years of age, Games are officiated by two umpires and the season continues through the end of August.

Participation Trends

Steamboat's softball leagues have undermined national trends and data suggesting that softball interest has steadily declined since the early part of the decade. Since 2005, there have been between 48 and 50 registered teams with approximately 14 players per roster. Given these consistent numbers, there continues to be a community interest in the sport.

Community Collaborations

There are no current, nor have there been any collaborations in place to support this league.

Adult Softball League – Potential Opportunities

Participant evaluations have articulated that umpire quality can be improved. Further, there exists a lack of quality umpires as well. The Department may wish to consider an incentive program to attract more officials (to all sports). Also, the consideration of "official of the year awards" and a formal collaboration with the umpire contractor that provided monetary award based upon performance may encourage improved training and performance expectations.

Adult Co-Ed Summer Soccer League

Description

Adult Co-ed Summer Soccer League games are played on Tuesday and Thursday evenings at Ski town Fields. The season begins late May and continues through mid-August. Players are both male and female and range in age from 20 to 40 years. Three officials are scheduled to work each game. The league was created more than 15 years ago and as is the case with the Adult Flag Football League and the Indoor Soccer League, this league was developed to provide for a competitive experience in a supervised setting, as well as in response to a local interest in the growing sport.

Participation Trends

There have consistently been between 11 and 12 teams registered each season since 2005 with rosters holding up to 20 players each.

Community Collaborations

There are no current, nor have there been any collaborations in place to support this league.

Adult Co-Ed Summer Soccer League – Potential Opportunities

Prospective participants have expressed interest in this league; however, with established teams and little attrition, opportunities have been lacking or non-existent. The Department's interest and research regarding a fall league may satisfy this issue. There also exists a lack of referees. With the expectation that there be three referees per game, this presents a significant challenge. Options include reducing the number of referees per game to two (this will require either an offsetting of team fees charged, or some other perceived compensation for the fee charged), and as mentioned in the Adult Softball section, consideration of an incentive program to attract more referees.

Adult Volleyball League

Description

Adult Co-ed Volleyball League play is held at the Steamboat Springs Middle School on Wednesday evenings. This league was developed approximately 15 years ago in response to community interest in a structured league for those who wanted an element of competition, but also wanted play to maintain a recreational element as well. Both men and woman participate in this self-officiated league, and players range in age from 20 to 50 years. In 2006, play changed from a six-on-six format to a four-on-four format.

Participation Trends

Since 2005, 13 to 14 teams have registered for play. In 2008, a typical roster consists of eight players. There are no existing capacity issues that would influence registration.

Community Collaborations

There are no current, nor have there been any collaborations in place to support this league.

Adult Volleyball League – Potential Opportunities

With the recent development of a Summer Beach Volleyball League, there appears to be renewed interest in the sport. Cross-promotion during both seasons may result in additional interest in the winter league. Additionally, there may be an opportunity to blend both leagues into one program, allowing for a discounted rate to any team interested in registering for both leagues. Capitalizing on the popular Association of Beach Volleyball Players Tour (AVP) and its Colorado and western states tour may provide additional interest in local volleyball play and participation.

Open Gym Volleyball/Basketball

Description

Open volleyball and basketball play follows a drop-in format at both the Steamboat Springs Middle and High Schools. Open Volleyball takes place on Monday evenings at the Middle School, while Open Basketball takes place on Wednesday evenings at the High School. These non-registered, drop-in activities are held during the winter months (October through April) and are intended to provide a less structured and formalized recreational opportunity. They also provide participants the opportunity to play as their schedules allow, without a long term commitment such as what is necessary for league play.

Participation Trends

There has been a 14% decrease in participations since 2005. However, based upon feedback and articulated interest staff members believe that participations are likely to rebound during the fall and winter months of 2008. Due to late start times, particularly for Open Basketball, this perceived inconvenience may be a primary factor affecting attendance.

Community Collaborations

There are no current, nor have there been any collaborations in place to support these activities.

Open Gym Volleyball/Basketball – Potential Opportunities

This activity's dependence on the school district's calendar and school activities may be having an affect ion attendance as well. Late notice of cancellations leaves the Department in a predicament relative to contacting potential and unknown users (who are not registered). This can lead to participant frustration when they are not notified that the activity has been cancelled due to a school function. A formalized Joint Use Agreement outlining the terms and conditions of school district and city property use can be approved by both the Parks and Recreation Board and the School District Board, making it a binding agreement and less likely that scheduling changes and conflicts will occur to either party. This can also assist with other activity areas where consistent scheduling changes happen resulting in poor customer service.

Teeball/Coach Pitch

Description

Teeball and Coach Pitch are introductory baseball programs that teach the basic skills of baseball to young children. Teeball is designed for children in Kindergarten and first grades while Coach Pitch is for second and third graders. These two programs follow a progressive format with Teeball being followed by Coach Pitch. These programs are held in July and August of each year.

Participation Trends

Slightly more than 100 children have participated in each year's season since 2005. There has been a slight increase in participation over the past three years. This reflects national trends data that suggests that baseball participation has remained steady since 2004. Current registrations suggest that there are 10 teams (four Teeball teams and six Coach Pitch tams) with 10 to twelve children on each team.

Community Collaborations

There are no current, nor have there been any collaborations in place to support these programs.

Teeball/Coach Pitch – Potential Opportunities

Considering participant and staff evaluations that suggest the potential for increased participation, the Department may wish to consider adjusting the existing Teeball and Coach Pitch season to either late spring, early summer, or early fall. With the continuing demands on people's time during mid-summer, traditional summer activities are now being moved to non-traditional seasons more than ever. Also, gathering current user feedback relative to their interest in Sunday late afternoon/early evening games may provide insights into their time constraints and availability as well as weeknight demands and time available for activity has become increasingly problematic.

Youth Football

Description

This introductory skills program is designed to teach youth the fundamentals of the sport of football. Program goals include teaching youth the value of teamwork, and promoting healthy lifestyles and exercise. Although the program is open to all youth in third through sixth grades, only boys are currently participating. There are two different sessions of this program; flag football for third and fourth grades, and tackle football for fifth and sixth graders. Flag Football games are not officiated while there are three officials assigned to each tackle football game. Practices are scheduled twice per week and games are played at Ski Town Fields.

Participation Trends

There has been a slight increase in participation over the past three years. Additionally, there is greater interest in flag football than that of tackle football. Most recently, there were six teams of ten children each in the flag football session, while there were four teams of ten children each in the tackle football session. The lesser interest in tackle football may have to do with the increased risk of injury from tackle football, particularly at an age when children are in a major physical development stage of their lives.

Community Collaborations

There are no current, nor have there been any collaborations in place to support this program.

Youth Football – Potential Opportunities

Practice and game times are both scheduled beginning at 4 p.m. three days per week. It is possible that these times are not conducive and convenient for many families. If possible, the Department may wish to gather current and past user (parent and guardian) feedback relative to the possibility that scheduling may be inhibiting others from participating. Also, as there seems to be a greater interest in Flag football, the Department may wish to invest resources in additional promotion of Flag Football, eliminate Tackle Football reallocating the savings to other prospective activities, or reserve the funds.

Youth Basketball

Description

Youth Basketball is offered to children in grades three through six, and provides basic instruction and skill development to both boys and girls. This program emphasizes the value of teamwork, sportsmanship, and health lifestyles and exercise. Practices are scheduled twice per week and games once per week at Strawberry Park Elementary School for the third and fourth grade league, and at Steamboat Springs Middle School for the fifth and sixth grader league. Both leagues are officiated by youth peers (sixth graders officiate the third and fourth grade games while ninth graders commonly officiate the fifth and sixth grade games). Score is not kept for either league to encourage sportsmanship and to discourage the significance of having to have a “winner and loser.”

Participation Trends

Youth Basketball participations have held steady since 2005. In 2007, there were eight, third and fourth grade teams, and eight, fifth and sixth grade teams. All teams are comprised of

approximately ten players per team. Fifth and Sixth Grade League registrations are at capacity due to the size and space limitations of Steamboat Springs Middle School.

Community Collaborations

There are no current, nor have there been any collaborations in place to support this program.

Youth Basketball – Potential Opportunities

Additional conducive facility space would allow for more team participation. However, it is recognized that the Department has utilized all available indoor recreation spaces such as those available through the schools.

Pentathlon

Description

The Pentathlon is a five stage, multi-sport race that includes alpine skiing/riding, snowshoeing, cross-country skiing, mountain biking, and running. Both standard and short courses are made available at Howelsen Park. The Pentathlon is a one-day event typically held the first Saturday in March each year for the last 17 years. The event is popular with a number of local, competitive athletes, many of whom live and train in the Steamboat Springs area. Participants range in age from 8 to sixty years and are both male and female.

Participation Trends

Participation in the Pentathlon hit an all-time high of 310 in 2008. However, the event is close to capacity due to space limitations at Howelsen Park. Boys, girls, men, and women compete, and the event has fast become a family affair with many family members participating together.

Community Collaborations

There are no current, nor have there been any collaborations in place to support this event.

Pentathlon – Potential Opportunities

With steady increase in interest, the Department has identified an event that is popular and will likely be into the future. It is suggested that the Department consider relocating the event to a location that can suitably and safely accommodate more athletes, or consider creating a two-day event that can reach the same goal.

Although this event does have a per person registration fee, the event is heavily subsidized. The Department should consider revising the event fee and consider raising the fee to reduce the amount of subsidy allocated to the event, and subsequently, to individual participants. This type of specialized event that benefits specific users can reasonably be expected to minimally recover its operational costs.

Town Challenge Mountain Bike Series

Description

In existence since 1980, the Town Challenge Mountain Bike Series offers eight races at Howelsen Hill, Mt. Werner, or Buffalo Pass with a total of 16 age and ability levels, including both youth and adult categories. Past racers have been between five years of age and sixty, and have represented both genders. This event has continued to offer an opportunity for an organized, supervised, and competitive ride.

Participation Trends

With the community and regions interest in mountain biking, there has been an increase in interest in this event throughout the years. In 2007, more than 1440 riders took to the courses and there seems the potential for this event to grow in the years to come.

Community Collaborations

Collaboration with a local radio station (NRC) provides for supplemental marketing. Also, Smartwool, Moots and Mountain Hardware act as event sponsors providing prizes.

Town Challenge Mountain Bike Series – Potential Opportunities

With steady increase in interest, the Department has identified an event that is popular and will likely be into the future. The youth portion of the race appears to have the greatest potential for immediate growth. Efforts should be directed towards this market.

As is the case with the Pentathlon, although this event does require a per person registration fee, the event is heavily subsidized. The Department should consider revising the event fee and consider raising the fee to reduce the amount of subsidy allocated to the event, and subsequently, to individual participants. This type of specialized event that benefits specific users can reasonably be expected to minimally recover its operational costs.

4. Youth

Youth programming includes a variety of activities for children pre-school aged through fifth grade.

Afterschool Action

Description

Afterschool Action is an afterschool program for youth grades Kindergarten through fifth grade. The program meets each weekday that school is in session providing a variety of recreational activities and educational support. Transportation is provided for participants from both Strawberry Park and Soda Creek elementary Schools to the Igloo, the facility that hosts the program. Afterschool Action was recently evaluated by the Clayton Foundation, a Colorado based non-profit organization dedicated to providing quality childcare, using the School Age Childcare Environmental Rating (SACERS) to evaluate the program's quality and content. The program scored a cumulative 5.13 (on a scale of 7) in seven various program aspects including quality of activities, health and safety, and program structure. In the fall of 2008, Afterschool Action will relocate to the newly renovated Soda Creek Elementary School and will utilize the cafeteria, gymnasium, and stages areas.

Community Collaborations

This program could not be possible without the support and assistance of Steamboat Springs School District RE-2. The Department maintains a positive working relationship with the District, which has lent to the success of the program. Although there are no other formal collaborations, many community businesses have contributed to the program by way of field trip provision or assistance.

Participation Trends

Participation in Afterschool Action remains consistent with approximately 50 children attending each day. In 2007, there were approximately 185 different children served through the program. Parent feedback indicates that if additional space existed, the program would grow based upon demand and need.

Afterschool Action - Potential Opportunities

The move of this program to the newly built Soda Creek Elementary School will allow for a fresh start for the program. Having been located at the Igloo, appropriate and conducive space was lacking. These circumstances challenged staff and did not provide for a breadth of activity, nor did it provide necessary storage. After a full year at Soda Creek, staff should be able to better assess what space needs remain, if any.

The Steamboat Springs School District RE-2 plans to institute an all day kindergarten beginning with the 2008-09 school years. The Department anticipates that this may have an impact on future Afterschool Action registrations increasing them by an undetermined amount. Further, the Department should strongly consider increasing the cost recovery expectation for this service, therefore, diminishing the amount of subsidy allocated to the program.

School Days Off

Description

During the school year and when school is not in session (exceptions: city holidays and “early release days”), the Department offers School Days Off. These are all-day programs providing recreation and socialization.

Participation Trends

School Days Off sessions are increasingly popular with full registrations and wait lists for each.

Community Collaborations

There are no current, nor have there been any collaborations in place to support this program.

School Days Off - Potential Opportunities

There is evidence to support the fact that a strong market exists for this type of service. With consistent waiting lists, the Department may wish to consider expanding the program, offering additional slots to parents. This may equate to more sites and will necessitate additional staff and planning. It is recognized that appropriate parks and recreation facilities are not available, however, local movie theaters or other businesses who experience “down time” during the day may be good alternatives. In the event this strategy is pursued, the Department should consider what appropriate cost recovery and subsidy allocation level will be applied to the program. Regardless, the

Department should give serious consideration to increasing the cost recovery expectation for this service, therefore, diminishing the amount of subsidy allocated to the program.

Summer Camps

Description

Full day, week-long summer camps are for community youth in first through sixth grades. They provide recreation and socialization in safe indoor and outdoor settings. Camps take place during the school district's summer vacation schedule. A complementary program that provides support to summer camps is the Counselor in Training Program. This extension of Summer Camp provides seventh and eighth graders the opportunity to act as camp assistant leaders or "counselors", acquiring leadership skills. The Igloo and Howelsen Lodge have been the host locations of the program, however, summer camps will be based out of Soda Creek Elementary School beginning in the summer of 2009

Participation Trends

Summer Camp registrations have remained steady the past three years with more than 250 children participating in 2007.

Community Collaborations

The program has received assistance from some local businesses through donations and field trip assistance and provision. In 2009, Steamboat Springs School District RE-2 will become a collaborator due to the program's use of Soda Creek Elementary School.

Summer Camps - Potential Opportunities

Past parent feedback has included concerns over the inadequacy of facilities, particularly the Igloo. Along with Afterschool Action, this program will also move to Soda Creek Elementary School allowing for a new assessment of space. Having been located in part at the Igloo, appropriate and conducive space was lacking. These circumstances challenged staff and did not provide for a breadth of activity, nor did it provide necessary storage. After experiencing a summer season in 2009 and conducting an assessment of Soda Creek's facilities, staff should be able to better assess what space needs remain, if any. Also, the Department may wish to consider offering camps based at community parks. Many departments are regressing back to traditional playground programs (essentially, outdoor-based summer camps). Further, the Department should seriously consider increasing the cost recovery expectation for this service, therefore, diminishing the amount of subsidy allocated to the program.

Pee Wee Adventures & Mini Sprouts

Description

Pee Wee Adventures and Mini Sprouts Camp are part-time, recreation-based preschool programs licensed by the State of Colorado's Department of Human Services. These programs are for toilet trained three to five year olds. Staff led developmentally appropriate activities that build social, fine and gross motor, listening, and life skills. Pee Wee Adventures meets twice each week beginning in

the fall through late spring at the Igloo, followed by Mini Sprouts scheduled three days per week beginning in June and running through August at Brooklyn Park or Howelsen Beach.

Participation Trends

Past year's registrations have been low with no more than two to three children per session. However, Steamboat began to experience a shortage in child care services shortage and registrations began to rebound. Both programs most recently ran at capacity (14 children per day).

Community Collaborations

There are no current, nor have there been any collaborations in place to support this program.

Pee Wee Adventures & Mini Sprouts- Potential Opportunities

These programs are the only licensed child care programs in the Steamboat Springs community. As such, the Department should take advantage of this fact and tout it in all publications and promotional materials. This could be a potential "niche" market for the Department, however, there should be consideration given to the idea of modifying the intent of the program to be more recreation and education focused, rather than that of a baby-sitting service. Further, the Department should give serious consideration to increasing the cost recovery expectation for this service, therefore, diminishing the amount of subsidy allocated to the program.

Kids Night Out

Description

Kids Night Out is a recreation program for children and an "evening out" opportunity for their parents and guardians. Kindergarteners through fourth graders arrive at the Igloo on select Friday evenings for dinner and fun. A variety of activities are offered including ceramics, golf, swimming, arts and crafts or movies.

Participation Trends

Past year's registrations have been low with no more than two to three children per session. However, Steamboat began to experience a shortage in childcare services shortage and registrations began to rebound. Both programs most recently ran at capacity (14 children per day).

Community Collaborations

There are no current, nor have there been any collaborations in place to support this program.

Kids Night Out- Potential Opportunities

Alternative locations may be investigated as this type of program can reasonably be mobile. Also, consideration can be given to offering this program during select Friday evenings in the summer, testing the market. As is the case with most of the youth programs above, the Department should seriously consider increasing the cost recovery expectation for this service, therefore, diminishing the amount of subsidy allocated to the program.

5. Teens

Teen programming includes a variety of activities for youth in sixth grades through high school.

Community Youth Corps

Description

Community Youth Corps provides Steamboat Springs' teens, 14 to 16 years of age, the opportunity to earn while they learn. Program goals include educating youth about environmental stewardship, empowering youth, developing leadership skills, providing invaluable work experience, and instilling a sense of civic pride. The program offers ten, two-week sessions between June and August, focusing on community improvement projects such as trail development, tree planting and other environmental enhancements. The first week is spent in the Steamboat area working on local projects, while week two is spent within a two our radius of Steamboat where the crew camps in close proximity to the work site(s). Many projects have been completed for agencies like the Bureau of Land Management (BLM), Colorado State Parks, and the Nature Conservancy.

Participation Trends

Approximately 70 youth have consistently participated since 2005.

Community Collaborations

There are significant agency collaborations that enhance the Community Youth Corps experiences. The Rocky Mountain Youth Corp provides crew leaders, staff training, and public relations and media exposure for the program. The Colorado Youth Corps Association assists with program oversight, technical support, and the accreditation process of the program. Yampakita provides environmental education assistance.

Community Youth Corps - Potential Opportunities

Results of the citizen survey indicate a significant interest in additional, or enhance or improved teen programming. The Community Youth Corps is a successful program with invaluable and noble program outcomes. Additionally, the benefits afforded participants, the Department and subsequently the community, are immeasurable. The Department should investigate the possibility of enhancing and developing the program. Although the Department dedicates significant subsidy to the program, there may be added value to the parks division in providing these affordable human services to offset the workload in that division. In return, the parks division may be able to allocate funds to financially support the program.

Teen Programs

High School Events

Description

These monthly events are planned, marketed, and implemented by local high school students. Events like Battle of the Bands, Cosmic Bowling, Dodgeball, Swing Dancing and Casino Nights have been held. These events are held at a variety of locations including the Steamboat Springs High School gymnasium, the Steamboat Grand Ballroom, Old Town Hot Springs, and the Tennis Center.

Teen School Days Off (TSDO)

Description

Similar to the School Days Off program, this program is targeted towards teens who are in sixth through eight grades. The program is held during the school year and when school is not in session (exceptions: city holidays and “early release days”). These are all-day programs providing recreation and socialization. Two different elements of the TSDO program are Teens on Tour (TOT) and Teens Around Town (TAT). Teens on Tour provide travel to a recreational experience outside of the Steamboat Springs region while Teens around Town were one day trips in and around Routt County.

Teens Afterschool Club

Description

This weekly afterschool program is held for students in sixth through eighth grades one afternoon per week. Games, cooking, arts and crafts, sports, field trips and other recreational opportunities are provided. The program meets at the Steamboat Springs Community Center and oftentimes utilizes the mobile recreation bus for travel.

Girls Club

Description

The Girls Club is an afterschool program for girls in sixth through eighth grades. The program emphasizes support, fun and life skills development. The program also meets at the Steamboat Springs Community Center and oftentimes utilizes the mobile recreation bus for travel.

Teen Programs Participation Trends

In 2007, there were more than 1600 participations in the Teen Programs listed above.

Community Collaborations

Many community organizations and businesses help support the variety of Teen Programs offered through the Department. Facilities, youth mentors and other support services are provided by many local organizations and agencies such as Steamboat Springs RE-2 School District, Partners in Routt County, Grand Futures Prevention Coalition, Rocky Mountain Youth Corps, and Winter Sports Club.

Teen Events - Potential Opportunities

Community feedback from participant evaluations as well as from the Master Plan’s public process and community survey indicates a high interest in programs for this age group. The Department recognizes the importance of providing services to this age cohort and has provided many solid opportunities for teens. With the development of a Teen Council or a Teen Advisory Board, this effort may also lend itself to gauging recreational interests and provide good insights into their current interests. Another alternative is to have a local teen act as an ex-officio member of the Department’s Parks and Recreation Board.

6. Senior Citizens

Senior Citizen programming is targeted at older adults 55 and over.

Senior Citizens

Description

Day and overnight trips are provided to older adults in the Steamboat Springs community through the Department. These travel experiences include day-trips to Denver to attend Rockies games as well as overnight trips to destinations such as Estes Park. Those over 55 years of age are invited to participate and engage in these social, educational, and recreational events.

Participation Trends

These trips have accommodated a small number of individual participants. In 2007, 39 individuals participated in trips offered through the Department.

Community Collaborations

There are no current, nor have there been any collaborations in place to support these activities.

Senior Citizens - Potential Opportunities

Today there are five generations over the age of 50 who “came of age” at different times in society and have different values, interests and attitudes. Not everyone over the age of 50 may be interested in travel and more passive activities. Assuming that everyone over the age of 55 (the Department’s age break) wants to play together may not be a safe assumption. The Department may wish to consider programming by interest area rather than by age cohort. Also, it is strongly recommended that the Department not use the term “Senior Citizen” in publications and promotional materials if there is an interest in attracting Baby Boomers or younger, older adults into Department services. Further, the Department should give serious consideration to increasing the cost recovery expectation for this service, therefore, diminishing the amount of subsidy allocated to the program.

7. Ice Arena

Ice related programs are provided to all ages at the Howelsen Ice Arena.

Learn to Skate Programs

Description

The Learn to Skate Program provides introductory skill development to all ages. Learn to Skate offerings include: Parent-Tot; Daycare; Youth; and Adult. All Learn to skate programs are provided in group settings and are available September through the following April.

Participation Trends

Parent-Tot – Participation has been unstable since 2005. A sharp decline was realized between 2007 (47 participants) and 2008 (24 participants) resulting in a 51% decrease in participation.

Daycare – Four local preschools participated in 2008 with between 8-20 children in each school. This program also has seen some inconsistencies in participant enrollment as there were six schools enrolled in 2007 resulting in a 33% decline in registrations.

Youth – Consistent with both Parent-Tot and Daycare participation trends, this program saw a steady increase in participations from 2005 (172 participants) to 2007 (317 participants), however, a significant decrease in 2008 (197 participants) resulted in a 38% decline in enrollments.

Adult – Participation has remained fairly steady since 2005 with a maximum of 16 participants (2005 and 2007) and a minimum of 13 (2008).

Community Collaborations

There are no current, nor have there been any collaborations in place to support these activities.

Learn to Skate Programs - Potential Opportunities

Due to declines in interest in all Learn to Skate programs, Department staff should consider a variety of avenues to assess current user feedback, as well as potential user interest.

Parent-Tot and Daycare – Formative (mid-term) as well as summative (post-program) participant evaluations should be distributed to all parents/guardians of the program, assessing interest and desires. Questions should minimally include convenience of session days and times. Also, local preschools which do not currently participate should receive surveys requesting feedback relative to the programs, content and availability, as well as what other recreation services may be of interest. An opportunity to condense both programs into one may be an option in order to create operational efficiency.

Youth – Formative (mid-term) as well as summative (post-program) participant evaluations should be conducted through distribution to all parents/guardians of the program assessing interest and desires. Questions should minimally include convenience of session days and times. It has been suggested via current user feedback that there is interest in seeing sessions extended from 30 to 45 minutes.

Adult – Formative (mid-term), as well as summative (post-program) participant evaluations, should be conducted through distribution to all users of the program assessing interest and desires. It has been suggested via current user feedback that there is interest in changing the session meeting day, and the possibility that ice time be exclusive to this group. The Department may wish to evaluate the financial impacts of this recommendation as there are just 13 participants, and eliminating public access will not only affect revenues, but may also impact perceived quality of service. Further, the department may wish to assess the interest of non-users such as other sports participants in this type of program.

Summer Figure Skating Camp

Description

This program provides summer ice time to year round, competitive skaters. Coaches and skaters from around the state of Colorado come to Steamboat Springs for this week-long camp. All participants must be members in good standing with the United States Figure Skating Association (USFSA) or the International Skating (ISI).

Participation Trends

Participation in this summer camp has remained steady since 2005 with 56 to 72 skaters attending.

Community Collaborations

There are no current, nor have there been any collaborations in place to support these activities.

Summer Figure Skating Camp - Potential Opportunities

This program is available to a select group of skaters who are highly competitive, therefore, reducing access of this service to many in the community due to heightened skill and ability level expectations. As such, fees should reflect this fact. Staff may wish to consider a more appropriate fee, reducing subsidy to this service.

Initiation to Hockey

Description

This program emphasizes fundamental skill development such as skating, stick handling, passing and shooting. Participants are required to have passed level two of the Learn to Skate program prior to participation in this program. Initiation to Hockey is intended to act as a bridge program between the Learn to Skate program and the Steamboat Springs Youth Hockey Association.

Participation Trends

Steady declines in participation have occurred since 2005. Registrations have fluctuated over the past four seasons: 51 users in 2005; 62 users in 2006; 34 participants in 2007; and 30 participants in 2008.

Community Collaborations

There are no current, nor have there been any collaborations in place to support these activities.

Initiation to Hockey - Potential Opportunities

Program evaluation results have suggested a strong interest in more structure and extended ice time. Consideration may be given to incorporating this program into the Learn to Skate program as a module. This may allow for some operational efficiency.

Mini Mites Cross Ice Program

Description

After successfully “graduating” from Initiation to Hockey, participants may enroll in this program, which allows for further skill development in the fundamentals of hockey. The program’s structure is that of a group lesson providing two to four instructors dependent on class size. This allows for more individualized instruction.

Participation Trends

Between 2005 and 2007, registrations were steady, fluctuating between 36 and 47 participants. However, 2008 numbers suggest a decrease reflecting the same trend being realized in Initiation to Hockey. Participations have declined 58% since 2005.

Community Collaborations

There are no current, nor have there been any collaborations in place to support these activities.

Mini Mites Cross-Ice Program - Potential Opportunities

Program evaluation results have suggested interest in extended ice time, going from a 30-minute session to a 45 minute session. Consistent with the potential opportunity presented for the Initiation to Hockey program, consideration may be given to incorporating this program into the Learn to Skate program as an advanced module, extending Learn to Skate and Initiation to Hockey's ice time and eliminating the existing Mini Mites ice time. This may diminish the need for greater demand on public ice time access and allow for operational efficiency.

Adult Hockey League

Description

There are three levels of competition available in the Adult Hockey League program allowing for varying levels of competition. There are four seasons offered for play throughout the year with games being played one night per week during each season. Depending on the season, eight to 14 teams compete with approximately 13 players on a team roster.

Participation Trends

There has been significant growth and interest in this program as evidenced by registration numbers. Since 2005, participation has increased from 593 to approximately 810 participants, a 27% increase.

Community Collaborations

There are no current, nor have there been any collaborations in place to support these activities.

Adult Hockey League - Potential Opportunities

Formative (mid-term) as well as summative (post-program) participant evaluations should be conducted through distribution to all users of the program assessing interest and desires. Questions should minimally include convenience of session days and times. As is the case with most ice programs, the demand for ice time is greater than can be allowed in order to maintain reasonable allowance for public ice access. The Department may wish to consider a formal policy relative to how much public access will be provided, guiding decisions about exclusive access for programs like the Adult Hockey League. With more than 800 users, the Adult Hockey League may be given priority consideration in terms of ice time simply based upon the large number of users.

Appendix C – Alternative Provider Matrix

PROVIDER	In what sector do they belong?	What service do they provide?	Who do they serve? Their niche?	How many people do they serve?	Are they in competition with SS P&R?	Duplication of service with SS P&R?
Colorado Mountain College	Public	Aerobics, pilates, yoga, weight room, karate, bouldering wall, athletic field, skateboard ramp, gymnasium	karate=little kids, all others=adults	classes 10-20 students	No	No
Discovery Learning Center/ Family Development Center	Private	Early care and education crossing all developmental domains	Ages 3-6	65 kids during school year, 40 kids during summer	No	No
Excell Gymnastics of Steamboat	Private	Gymnastics instruction	co-ed, 6 mos-Adult	expectings-300 kids/session	No	No
Forever Fit of Steamboat	Private	Personal training, physical therapy, pilates, gyrotonic, massage therapy	general public		No	No
Haymaker Golf Course	Public	Golf, golf practice area, restaurant	Ages 4 and up	250 players/ day seasonal only		
Kids Kabin Preschool	Private	Pre-School, daycare	3-5 year olds and families	13 kids/day all year-round	No	No
Learn To Skate or Fall Down	Public	Skating lessons	4-17 year olds	100 participants/ season		
Music Together of Steamboat	Private	Music, dance, singing, rhythm, movement	0-4 years old and families	12 children/class	No	No
Northwest Colorado Diving Team	Private	Springboard diving	5th-8th grade, college prep, and masters program	summer program 30 kids, high school 2-7 kids	No	No
Old Town Hot Springs	Private	Aquatics, fitness, massage therapy, tennis	general public	No-tennis?	No-tennis?	Yes - tennis
Steamboat Scuba & Water Sports, LLC	Private	SCUBA diving, snorkelling lessons, retail sales and service, dive travel	co-ed, 8 years old and up	year-round, 200-225 student divers/ snorkelers per year.	No	No
Steamboat Skatepark Alliance	Private	Skateboarding	primarily males 9-16 years old		No	No
Steamboat Springs Health and Rec.	Private	Swim lessons	6 mos old - Adult	year round	No	No
Steamboat Springs Table Tennis Club	Private	Open table tennis	general public		No	No
Steamboat Springs Youth Hockey Association	Private	Youth ice hockey	Ages 6-18	250 kids / season/ year round	Yes	Yes - Hockey
Steamboat Youth Lacrosse	Private	Lacrosse	co-ed, ages 7-17	April-August, 139 kids in Spring, 140 kids in Summer	No	No
Urban Edge Dance Company	Private	Dance instruction, choreography	co-ed, 8 years old and up	beginners 15-20 students, advanced 10 students, year-round	No	No



Appendix D – GRASP® Methodology & History

INVENTORY DATA COLLECTION PROCESS

A detailed inventory of all parks and recreational facilities was conducted. The inventory located and catalogued all of the components and evaluated each one as to how well it was serving its intended function within the system. This information was used to analyze the *Levels of Service* provided by the system.

The inventory was completed in a series of steps. The planning team first prepared a preliminary list of existing components using aerial photography and the city's Geographic Information System (GIS). Components identified in the aerial photo were given GIS points and names according to the GRASP® list of standard components (**Appendix D**).

Next, field visits were conducted by the consulting team and by city staff to confirm the preliminary data and collect additional information. Additionally indoor facilities were scored and for the purposes of this study, each space is considered a component and is scored based on its intended function.

During the field visits and evaluations, missing components were added to the data set, and each component was evaluated as to how well it met expectations for its intended function. During the site visits, the following information was collected:

- Component type
- Component location
- Evaluation of component condition
- Evaluation of comfort and convenience features
- Evaluation of park design and ambience
- Site photos
- General comments

After the inventory was completed, it was given to the City for final review and approval.

Component Scoring

The approved inventory is the basis for the creation of values used in the GRASP® analysis. Each component received a functional score that is related to the quality, condition, and ability of the space to meet operational and programming needs.

The range of scores for each component is as follows:

- **Below Expectations (BE)** – The component does not meet the expectations of its intended primary function. Factors leading to this may include size, age, accessibility, or others. Each such component was given a score of **1** in the inventory.
- **Meeting Expectations (ME)** – The component meets expectations for its intended function. Such components were given scores of **2**.
- **Exceeding Expectations (EE)** – The component exceeds expectations, due to size, configuration, or unique qualities. Such components were given scores of **3**.
- If the feature exists but is not useable because it is unsafe, obsolete, or dysfunctional, it may be listed in the feature description, and assigned a **score of zero (0)**.

If a feature is used for multiple functions, such as a softball field that is also used for T-Ball or youth soccer games, it is scored only once under the description that best fits the use that for which the feature is designed.

GRASP[®] SCORING

Neighborhood and Community Scoring

Components were evaluated from two perspectives: first, the value of the component in serving the immediate neighborhood, and second, its value to the entire community.

Neighborhood Score

Each component was evaluated from the perspective of a resident that lives nearby. High scoring components are easily accessible to pedestrians in the neighborhood, are attractive for short and frequent visits, and are unobtrusive to the surrounding neighborhood. Components that do not have a high neighborhood score may not be located within walking distance of residents, have nuisance features such as sports lighting, or may draw large crowds for which parking is not provided.

Community Score

Additionally each component is evaluated from the perspective of residents in the community as a whole. High scoring components in this category may be unique components within the parks and recreation system, have a broad draw from throughout the community, have the capacity and associated facilities for community-wide events, or are located in areas that are accessible only by car.

Indoor Components

Indoor components are generally thought to be accessible to the entire community, partially because it is often not financially feasible to provide indoor facilities at a walking distance from every distance from each residence. Additionally indoor facilities often provide programs and facilities that are geared to the community as a whole, or in larger communities, are intended for a region of the city. For these reasons, indoor facilities are given only one score.

Modifiers (Comfort and Convenience Features) Scoring

Outdoor Modifiers

Besides standard components, this inventory also evaluates features that provide comfort and convenience to the users. These are things that a user might not go to the parks specifically to use, but are things that enhance the users' experience by making it a nicer place to be and include: drinking fountains, seating, BBQ grills, dog stations, security lighting, bike parking, restrooms, shade, connections to trails, park access, parking, picnic tables, and seasonal and ornamental plantings. These features are scored as listed above with the 1-3 system. In this case it is not important to get a count of the number or size of these components; instead the score should reflect the ability of the item to serve the park.

Indoor Modifiers

For indoor facilities the comfort and convenience features change slightly to reflect the characteristics of the building. Building modifier categories include: site access, setting aesthetics, building entry function, building entry aesthetics, overall building condition, entry desk, office space, overall storage, and restrooms and/or locker rooms.

Activity and Sports Lighting

This modifier accounts for lighting that allows for component use in the evening/night hours and is applied to the quantity of the component as it affectively expands the capacity of the component. This modifier does not apply to security lighting.

Shade

Like Sports and Activity lighting, shade can be added to outdoor components to extend use beyond normal hours or seasons.

Design & Ambience Scoring

Using the same rating system that is used for components and modifiers, the quality of Design and Ambience is scored. Good design not only makes a place look nice, it makes it feel safe and pleasant, and encourages people to visit more often and stay longer

Trails Scoring

Because traveling the length of any given trail is difficult, trail information is often collected with the aid of staff. Trails can be scored as independent parks or greenways or as individual components within another park. The former type of trail receives its own set of scores for modifiers and design and ambience. The trail in the latter situation takes on the modifiers and design and ambience of the larger park in which it resides.

Ownership Modifier

This modifier is generally a percentage that is applied to the GRASP[®] score after other modifiers have been applied. It accounts for access and control of components that are provided by alternative providers. For example, in most cases schools are given a 50% ownership modifier, which halves the GRASP[®] score to account for the limited access that the neighborhood has to school facilities.

ANALYSIS INSETS AND GRASP® TARGET SCORES

GRASP® perspectives show the cumulative level of service available to a resident at any given location in the City. It is a blended value based on the number and quality of opportunities to enjoy a recreation experience that exist in a reasonable proximity to the given location. For this study, the goal is to provide some minimum combination of opportunities to every residence, and a GRASP® score can be calculated that represents this minimum.

For the **composite and walkability** perspectives, the following goal was established:

LOS Goal: to offer a selection of active and passive recreation opportunities (indoor or outdoor) to every residence, along with access to a recreational trail of which components, modifiers, and design and ambiance are meeting expectations. Each resident will have access within 1/3 mile of their home to four recreation components and one recreational trail.

Additionally, perspectives were generated that only show one component or a specific set of components. For these perspectives LOS goals were established per perspective.

Note: Aside from meeting this goal, the mix of components also needs to be considered. For example, a home that is within 1/3 mile of four tennis courts and no other amenities would meet the basic numeric standard, but not the intent of the standard. Based on this, it is recommended that the goal be to provide the minimum score to as many homes as possible, but also to exceed the minimum by some factor whenever possible.



GRASP[®] History and Methodology

GRASP[®] (Geo-Referenced Amenities Standards Program) *Composite-Values Level of Service Analysis Methodology*

Analysis of the existing parks, open space, trails, and recreation systems are often conducted in order to try and determine how the systems are serving the public. A Level of Service (LOS) has been typically defined in parks and recreation master plans as the capacity of the various components and facilities that make up the system to meet the needs of the public. This is often expressed in terms of the size or quantity of a given facility per unit of population.

Brief History of Level of Service Analysis

In order to help standardize parks and recreation planning, universities, agencies and parks and recreation professionals have long been looking for ways to benchmark and provide “national standards” for how much acreage, how many ballfields, pools, playgrounds, etc., a community *should* have. In 1906, the fledgling “Playground Association of America” called for playground space equal to 30 square feet per child. In the 1970’s and early 1980’s, the first detailed published works on these topics began emerging (Gold, 1973, Lancaster, 1983). In time “rule of thumb” ratios emerged with 10 acres of parklands per thousand population becoming the most widely accepted norm. Other normative guides also have been cited as “traditional standards,” but have been less widely accepted. In 1983, Roger Lancaster compiled a book called, “Recreation, Park and Open Space Standards and Guidelines,” that was published by the National Park and Recreation Association (NRPA). In this publication, Mr. Lancaster centered on a recommendation “that a park system, at minimum, be composed of a core system of parklands, with a total of 6.25 to 10.5 acres of developed open space per thousand population (Lancaster, 1983, p. 56). The guidelines went further to make recommendations regarding an appropriate mix of park types, sizes, service areas, and acreages, and standards regarding the number of available recreational facilities per thousand population. While the book was published by NRPA and the table of standards became widely known as “the NRPA standards,” **these standards were never formally adopted for use by NRPA.**

Since that time, various publications have updated and expanded upon possible “standards,” several of which have been published by NRPA. Many of these publications did benchmarking and other normative research to try and determine what an “average LOS” should be. It is important to note that NRPA and the prestigious American Academy for Park and Recreation Administration, as organizations, have focused in recent years on accreditation standards for agencies, which are less directed towards outputs, outcomes and performance, and more on planning, organizational structure, and management processes. **In essence, the popularly referred to “NRPA standards” for LOS, as such, do not exist.** The following table gives some of the more commonly used capacity “standards” today.

Commonly Referenced LOS Capacity “Standards”

Activity/ Facility	Recommended Space Requirements	Service Radius and Location Notes	Number of Units per Population
Baseball Official Little League	3.0 to 3.85 acre minimum 1.2 acre minimum	¼to ½mile Unlighted part of neighborhood complex; lighted fields part of community complex	1 per 5,000; lighted 1 per 30,000
Basketball Youth High school	2,400 – 3,036 vs. 5,040 – 7,280 s.f.	¼to ½mile Usually in school, recreation center or church facility; safe walking or bide access; outdoor courts in neighborhood and community parks, plus active recreation areas in other park settings	1 per 5,000
Football	Minimum 1.5 acres	15 – 30 minute travel time Usually part of sports complex in community park or adjacent to school	1 per 20,000
Soccer	1.7 to 2.1 acres	1 to 2 miles Youth soccer on smaller fields adjacent to larger soccer fields or neighborhood parks	1 per 10,000
Softball	1.5 to 2.0 acres	¼to ½mile May also be used for youth baseball	1 per 5,000 (if also used for youth baseball)
Swimming Pools	Varies on size of pool & amenities; usually ½to 2- acre site	15 – 30 minutes travel time Pools for general community use should be planned for teaching, competitive & recreational purposes with enough depth (3.4m) to accommodate 1m to 3m diving boards; located in community park or school site	1 per 20,000 (pools should accommodate 3% to 5% of total population at a time)
Tennis	Minimum of 7,200 s.f. single court area (2 acres per complex	¼to ½mile Best in groups of 2 to 4 courts; located in neighborhood community park or near school site	1 court per 2,000
Volleyball	Minimum 4,000 s.f.	½to 1 mile Usually in school, recreation center or church facility; safe walking or bide access; outdoor courts in neighborhood and community parks, plus active recreation areas in other park settings	1 court per 5,000
Total land Acreage		Various types of parks - mini, neighborhood, community, regional, conservation, etc.	10 acres per 1,000

Sources:

David N. Ammons, *Municipal Benchmarks - Assessing Local Performance and Establishing Community*

Standards, 2nd Ed., 2002

Roger A. Lancaster (Ed.), *Recreation, Park and Open Space Standards and Guidelines* (Alexandria, VA: National

Recreation and Park Association, 1983), pp. 56-57.

James D. Mertes and James R. Hall, *Park, Recreation, Open Space and Greenways Guidelines*, (Alexandria, VA:

National Recreation and Park Association, 1996), pp. 94-103.

In conducting planning work, it is key to realize that the above standards can be valuable when referenced as “norms” for capacity, but not necessarily as the target standards for which a community should strive. Each community is different and there are many varying factors which are not addressed by the standards above. For example:

- Does “developed acreage” include golf courses? What about indoor and passive facilities?
- What are the standards for skateparks? Ice Arenas? Public Art? Etc.?
- What if it’s an urban land-locked community? What if it’s a small town surrounded by open Federal lands?
- What about quality and condition? What if there’s a bunch of ballfields, but they haven’t been maintained in the last ten years?
- And, many other questions...

GRASP[®]

In order to address these and other relevant questions, a new methodology for determining Level of Service was developed. It is called a **composite-values methodology** and has been applied in communities across the nation in recent years to provide a better way of measuring and portraying the service provided by parks and recreation systems. Primary research and development on this methodology was funded jointly by GreenPlay, LLC, a management consulting firm for parks, open space and related agencies, Design Concepts, a landscape architecture and planning firm, and Geowest, a spatial information management firm. The trademarked name for the composite-values methodology process that these three firms use is called **GRASP[®] (Geo-Referenced Amenities Standards Program)**. For this methodology, capacity is only part of the LOS equation. Other factors are brought into consideration, including *quality, condition, location, comfort, convenience, and ambience*.

To do this, parks, trails, recreation, and open space are looked at as part of an overall infrastructure for a community made up of various components, such as playgrounds, multi-purpose fields, passive areas, etc. The ways in which the characteristics listed above affect the amount of service provided by the components of the system are explained in the following text.

Quality – The service provided by anything, whether it is a playground, soccer field, or swimming pool is determined in part by its quality. A playground with a variety of features, such as climbers, slides, and swings provides a higher degree of service than one with nothing but an old teeter-totter and some “monkey-bars.”

Condition – The condition of a component within the park system also affects the amount of service it provides. A playground in disrepair with unsafe equipment does not offer the same

service as one in good condition. Similarly, a soccer field with a smooth surface of well-maintained grass certainly offers a higher degree of service than one that is full of weeds, ruts, and other hazards.

Location – To be served by something, you need to be able to get to it. The typical park playground is of more service to people who live within easy reach of it than it is to someone living all the way across town. Therefore, service is dependent upon proximity and access.

Comfort – The service provided by a component, such as a playground, is increased by having amenities such as shade, seating, and a restroom nearby. Comfort enhances the experience of using a component.

Convenience – Convenience encourages people to use a component, which increased the amount of service that it offers. Easy access and the availability of trash receptacles, bike rack, or nearby parking are examples of conveniences that enhance the service provided by a component.

Ambience – Simple observation will prove that people are drawn to places that “feel” good. This includes a sense of safety and security, as well as pleasant surroundings, attractive views, and a sense of place. A well-designed park is preferable to poorly-designed one, and this enhances the degree of service provided by the components within it.

In this methodology, the geographic location of the component is also recorded. Capacity is still part of the LOS analysis (described below) and the quantity of each component is recorded as well.

The methodology uses comfort, convenience, and ambience as characteristics that are part of the context and setting of a component. They are not characteristics of the component itself, but when they exist in proximity to a component they enhance the value of the component.

By combining and analyzing the composite values of each component, it is possible to measure the service provided by a parks and recreation system from a variety of perspectives and for any given location. Typically this begins with a decision on “**relevant components**” for the analysis, collection of an accurate inventory of those components, analysis and then the results are presented in a series of maps and tables that make up the **GRASP**[®] analysis of the study area.

Making Justifiable Decisions

All of the data generated from the GRASP[®] evaluation is compiled into an electronic database that is then available and owned by the agency for use in a variety of ways. The database can help keep track of facilities and programs, and can be used to schedule services, maintenance, and the replacement of components. In addition to determining LOS, it can be used to project long-term capital and life-cycle costing needs. All portions of the information are in standard available software and can be produced in a variety of ways for future planning or sharing with the public.

It is important to note that the GRASP[®] methodology provides not only accurate LOS and facility inventory information, but also works with and integrates with other tools to help agencies make decisions. It is relatively easy to maintain, updatable, and creates easily understood graphic depictions of issues. Combined with a needs assessment, public and staff involvement, program and financial assessment, GRASP[™] allows an agency to defensibly make recommendations on priorities for ongoing resource allocations along with capital and operational funding.

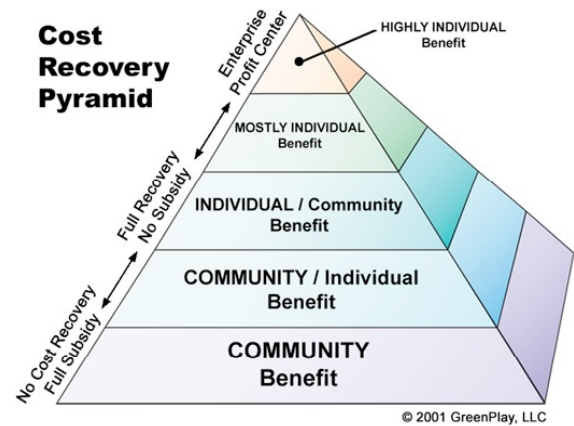
Appendix E – Maps and Perspectives

(See “Appendices – Maps and Perspectives” document)

Appendix F – Pyramid Methodology

The creation of a cost recovery philosophy and policy is a key component to maintaining an agency’s financial control, equitably priced offerings, and identifying core programs, facilities and services.

Critical to this philosophical undertaking is the support and buy-in of elected officials and advisory boards, staff and ultimately of citizens. Whether or not significant changes are called for, the organization wants to be certain that it is philosophically aligned with its constituents. The development of the cost recovery philosophy and policy is built upon a very logical foundation, using the understanding of who is benefiting from the parks and recreation service to determine how that service should be paid for.



The development of the cost recovery philosophy can be separated into the following steps:

Step 1 – Building on Your Mission - What is Your Mission?

The entire premise for this process is to fulfill the Community mission. It is important that organizational values are reflected in the mission. Often mission statements are a starting point and further work needs to occur to create a more detailed common understanding of the interpretation of the mission. This is accomplished by involving staff in a discussion of a variety of Filters.

Step 2 – Understanding Filters and the Pyramid

Filters are a series of continuums covering different ways of viewing service provision. The **Primary Filters** influence the final positioning of services as they relate to each other and are summarized below. The **Benefits Filter**, however, forms the **foundation** of the **Pyramid Model** and is used in this discussion to illustrate a cost recovery philosophy and policies for parks and recreation organizations. The other filters are explained later.

Filter	Definition
Benefit	Who receives the benefit of the service? (Skill development, education, physical health, mental health, safety)
Commitment	What is the intensity of the program?
Trends	Is it tried and true or a fad?
Obligation	Is it our role to provide? (Is it legally mandated, e.g. ADA)
Market	What is the effect of the program in attracting customers?
Relative Cost to Provide	What is the cost per participant?
Environmental Impact	What is the impact to the resource or other visitors?
Political	What out of our control?
Who We Serve	Are we targeting certain populations?

THE BENEFITS FILTER

The principal foundation of all the filters is the **Benefits Filter**. It is shown first as a continuum and then applied to the Cost Recovery Pyramid model.

Conceptually, the base level of the pyramid represents the mainstay of a public parks and recreation program. Programs appropriate to higher levels of the pyramid should only be offered when the preceding levels below are full enough to provide a foundation for the next level. This foundation and upward progression is intended to represent the public parks and recreation core mission, while also reflecting the growth and maturity of an organization as it enhances its program and facility offerings.

It is often easier to integrate the values of the organization with its mission if they can be visualized. An ideal philosophical model for this purpose is the pyramid. In addition to a physical structure, *pyramid* is defined by Webster's Dictionary as "an immaterial structure built on a broad supporting base and narrowing gradually to an apex." Parks and recreation programs are built with a broad supporting base of core services, enhanced with more specialized services as resources allow. Envision a pyramid sectioned horizontally into five levels.

COMMUNITY Benefit

The foundational level of the pyramid is the largest, and includes those programs, facilities, and services that benefit the **COMMUNITY** as a whole. These programs, facilities, and services can increase property values, provide safety, address social needs, and enhance quality of life for residents. The community generally pays for these basic services and facilities through taxes. These services are offered to residents at minimal or no fee. A large percentage of the tax support of the agency would fund this level of the pyramid.

Examples of these services could include the existence of the community parks and recreation system, the ability for youngsters to visit facilities on an informal basis, development and distribution of marketing brochures, low-income or scholarship programs, park and facility planning and design, park maintenance, or others.



NOTE: All examples are generic - your programs and services may be very different based on your agencies mission, demographics, goals, etc.

COMMUNITY / Individual Benefit

The second and smaller level of the pyramid represents programs, facilities, and services that promote individual physical and mental well-being, and provide recreation skill development. They are generally the more traditionally expected services and beginner instructional levels. These programs, services, and facilities are typically assigned fees based on a specified percentage of direct and indirect costs. These costs are partially offset by both a tax subsidy to account for the **COMMUNITY** Benefit and participant fees to account for the **INDIVIDUAL** Benefit.

Examples of these services could include the ability of teens and adults to visit facilities on an informal basis, ranger led interpretive programs, and beginning level instructional programs and classes, etc.



INDIVIDUAL / Community Benefit

The third and even smaller level of the pyramid represents services that promote individual physical and mental well-being, and provide an intermediate level of recreational skill development. This level provides more **INDIVIDUAL** Benefit and less **COMMUNITY** Benefit and should be priced accordingly. The individual fee is higher than for programs and services that fall in the lower pyramid levels.

Examples of these services could include summer recreational day camp, summer sports leagues, year-round swim team, etc.



MOSTLY INDIVIDUAL Benefit

The fourth and still smaller pyramid level represents specialized services generally for specific groups, and may have a competitive focus. In this level programs and services may be priced to recover full cost, including all direct and indirect expenses.



Examples of these services might include specialty classes, golf, and outdoor adventure programs. Examples of these facilities might include camp sites with power hook-ups.

HIGHLY INDIVIDUAL Benefit

At the top of the pyramid, the fifth and smallest level represents activities that have a profit center potential, and may even fall outside of the core mission. In this level, programs and services should be priced to recover full cost plus a designated profit percentage.



Examples of these activities could include elite diving teams, golf lessons, food concessions, company picnic rentals and other facility rentals, such as for weddings, or other services.

Step 3 – Sorting Services

It is critical that this sorting step be done with staff, and with governing bodies and citizens in mind. This is where ownership is created for the philosophy, while participants discover the current and possibly varied operating histories, cultures, missions, and values of the organization. It is the time to develop consensus and get everyone on the same page, the page you write together. Remember, as well, this effort must reflect the community and must align with the thinking of policy makers.

Sample Policy Language:

XXX community brought together staff from across the department to sort existing programs into each level of the pyramid. This was a challenging step. It was facilitated by an objective and impartial facilitator in order to hear all viewpoints. It generated discussion and debate as participants discovered what different staff members had to say about serving culturally and economically different parts of the community; about historic versus recreational parks; about adults versus youth versus seniors; about weddings and interpretive programs; and the list goes on. It was important to push through the “what” to the “why” to find common ground. This is all what discovering the philosophy is about.

Step 4 – Understanding the Other Filters

Inherent in sorting programs into the pyramid model using the benefits filter is the realization that other filters come into play. This can result in decisions to place programs in other levels than might first be thought. These filters also follow a continuum form however do not necessarily follow the five levels like the benefits filter. In other words, the continuum may fall totally within the first two levels of the pyramid. These filters can aid in determining core programs versus ancillary programs. These filters represent a layering effect and should be used to make adjustments to an initial placement in the pyramid.

THE MARKETING FILTER: What is the effect of the program in attracting customers?



Loss Leader

Popular – High Willingness to Pay

THE COMMITMENT FILTER: What is the intensity of the program, what is the commitment of the participant?



Drop-In
Opportunities

Instructional –
Basic

Instructional –
Intermediate

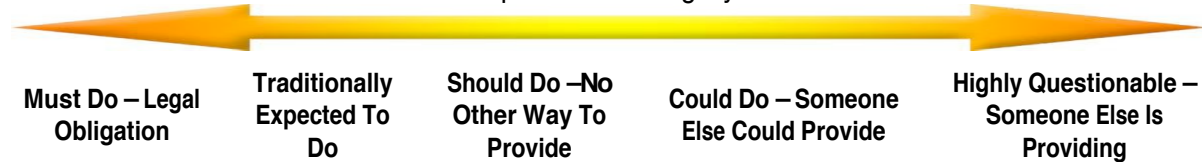
Competitive – Not
Recreational

Specialized

THE TRENDS FILTER: Is the program or service tried and true, or is it a fad?



THE OBLIGATION FILTER: Is it our role to provide? Is it legally mandated?



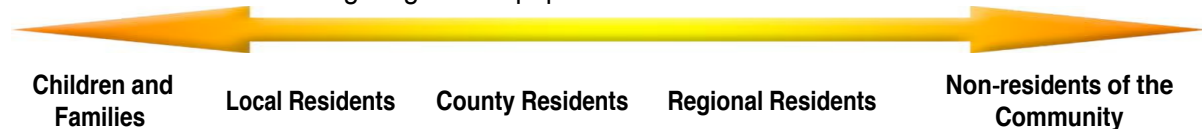
THE RELATIVE COST TO PROVIDE FILTER: What is the cost per participant?



THE ENVIRONMENTAL IMPACT FILTER: What is the impact to the resource or other visitors?



WHO WE SERVE: Are we targeting certain populations?



THE POLITICAL FILTER: What is out of our control?

This filter does not operate on a continuum, but is a reality, and will dictate from time to time where certain programs fit in the pyramid.

Step 5 – Determining Current Subsidy/Cost Recovery Levels

Subsidy and cost recovery are complementary. If a program is subsidized at 75%, it has a 25% cost recovery, and vice-versa. It is more powerful to work through this exercise thinking about where the tax subsidy is used rather than what is the cost recovery. When it is complete, you can reverse thinking to articulate the cost recovery philosophy, as necessary.

The overall subsidy/cost recovery level is comprised of the average of everything in all of the levels together as a whole. Determine what the current subsidy level is for the programs sorted into each level. There may be quite a range in each level, and some programs could overlap with other levels of the pyramid. This will be rectified in the final steps.

Step 6 – Assigning Desired Subsidy/Cost Recovery Levels

Ask these questions: Who benefits? Who pays? Now you have the answer; who benefits – pays! The tax subsidy is used in greater amounts at the bottom levels of the pyramid, reflecting the benefit to the **Community** as a whole. As the pyramid is climbed, the percentage of tax subsidy decreases, and at the top levels it may not be used at all, reflecting the **Individual** benefit. So, what is the right percentage of tax subsidy for each level? It would be appropriate to keep some range within each level; however, the ranges should not overlap from level to level.

Again, this effort must reflect your community and must align with the thinking of your policy makers. In addition, pricing must also reflect what your community thinks is reasonable, as well as the value of the offering.

Examples

Many times categories at the bottom level will be completely or mostly subsidized, but you may have a small cost recovery to convey value for the experience. The range for subsidy may be 90-100% - but it may be higher, depending on your overall goals.

The top level may range from 0% subsidy to 50% excess revenues above all costs, or more. Or, your organization may not have any activities or services in the top level.

Step 7 – Adjust Fees to Reflect Your Comprehensive Cost Recovery Philosophy

Across the country, ranges in overall cost recovery levels can vary from less than 10% to over 100%. Your organization sets your target based on your mission, stakeholder input, funding, and/or other circumstances. This exercise may have been completed to determine present cost recovery level. Or, you may have needed to increase your cost recovery from where you are currently to meet budget targets. Sometimes just implementing the policy equitably to existing programs is enough, without a concerted effort to increase fees. Now that this information is apparent, the organization can articulate where it has been and where it is going by pyramid level and overall, and fees can be adjusted accordingly.

Step 8 – Use Your Efforts to Your Advantage in the Future

The results of this exercise may be used:

- To articulate your comprehensive cost recovery philosophy;
- To train staff at all levels as to why and how things are priced the way they are;
- To shift subsidy to where it is most appropriately needed;
- To recommend program or service cuts to meet budget subsidy targets, or show how revenues can be increased as an alternative; and,
- To justify the pricing of new programs.

This Sample Cost Recovery Philosophy and Policy Outline is provided by:



GreenPlay, LLC, 3050 Industrial Lane, Suite 200, Broomfield, CO 80020
(303) 439-8369; Toll-free: 1-866-849-9959; Info@GreenPlayLLC.com; www.GreenPlayLLC.com
All rights reserved. Please contact GreenPlay for more information

Appendix G – Sample IGA's

**INTERGOVERNMENTAL/JOINT USE AGREEMENT
OF
LAKEWOOD HIGH SCHOOL SPORTS FIELDS**

THIS AGREEMENT is entered into this ____ day of _____, 200_, by and between the Jefferson County School District No. R-1, a political subdivision of the State of Colorado, (hereinafter referred to as “District”) and the City of Lakewood, Colorado (hereinafter referred to as “City”).

WHEREAS, the District and City are authorized and empowered under Colorado law to acquire, develop, operate and maintain recreational sites and facilities for the students and residents within their respective jurisdictions and to contract with each other for such purposes, and;

WHEREAS, the District is making improvements to a sports field at 9700 W. 8th Ave., Lakewood, CO 80215 (herein referred to as the “School”) for the recreational benefit of the students and residents, and;

WHEREAS, both parties desire to make the field improvements described below so additional use of School fields are available to the residents of Jefferson County.

NOW, THEREFORE, it is mutually agreed by the parties as follows:

Section 1. In consideration of the above premises, and in further consideration of Jefferson County Open Space (JCOS) agreeing to contribute up to a total of \$300,000 for certain improvements, as described in Exhibit A, attached hereto and incorporated herein by reference, the District and City agree with the upgrading a grass field to an artificial turf field at the School

Section 2. The District will plan, develop and construct an artificial turf field as depicted in Exhibit A.

Section 3. The District has estimated the itemized cost of the field improvements, as shown in Exhibit B.

Section 4. The District shall coordinate and fund the following materials and/or services:

- A. Plan, develop and construct the field improvements to District standards.
- B. Perform all construction administration.
- C. Perform all upkeep, maintenance and repair on the artificial turf field.

Section 5. The City shall obtain and transfer funds as follows:

A. Submit a Joint Venture Grant application to JCOS requesting \$300,000 for the development of an artificial turf field at the School. In the event the City is unable to obtain the \$300,000 from JCOS, this agreement shall automatically be null and void.

B. Upon receipt of the \$300,000 from JCOS, the City shall transfer the \$300,000 to the District within 30 days of the start of construction.

Section 6. The City Community Resources Department (herein referred to as “CRD”) will be allowed to locate a temporary storage unit on the school premises to house equipment and supplies for use on the School sports fields. The temporary storage unit shall cover an area no larger than 144 square feet and be no taller than 8 feet. The temporary storage unit shall be located in the general vicinity denoted in Exhibit C during June, July and August. The installation of the temporary storage unit shall be reviewed and agreed to by the District and permitted by the City. The temporary storage unit should be in good repair at all times. The District will not be responsible for any damage to the temporary storage unit or its contents. The City will be responsible for all maintenance and repair of the temporary storage unit.

Section 7. To the best of School’s ability, the School shall provide the equipment and personnel to ensure the artificial turf field is in playable condition at all times.

Section 8. The School will have control and management of the School’s sports fields. The School will schedule the School’s sports fields during school hours. CRD will have the opportunity to schedule the school’s sports fields during non-school hours. For non-school hours, scheduling priority will be given first to the School for school events. All remaining non-school hours will be the responsibility of the CRD to schedule all other field use. Field use scheduled by the CRD will be limited to CRD athletic programs and Recognized Youth Sports Organizations (herein referred to as “RYSO”). RYSO is a status recognized by the CRD for non-profit organizations whose purpose is to serve and provide athletic opportunities for youth in the City of Lakewood. CRD maintains a list of those organizations with RYSO status. The list of organizations with RYSO status will be reviewed with the District annually during the February scheduling meeting (see Section 8).

Section 9. The School and CRD will each appoint a liaison to serve the interest of the respective organizations through communication and the coordination of schedules, as they pertain to field use. The two liaisons will adhere to the following dates to establish the specific needs and times for scheduling the fields, as they relate to the current year. Joint meetings will be conducted on or before September 1 and February 1 of each year. These meetings will serve to communicate the upcoming season needs, wants, and/or concerns and to review the past months for opportunities for improvement.

Section 10. The District will be responsible for the maintenance of all athletic fields and courts. Both the District and CRD understand the need to take **any or all** grass fields out of service during part or all of the summer to insure all the fields are usable in

the fall and spring. The District's Landscape Services Manager and the CRD's Programming Supervisor will meet no later than May 1st to discuss the school's grass field maintenance schedule for the up coming summer. The District's determination to take a field out of service will take precedence. The grass fields will be scheduled for use in accordance with their availability. During the summer (June to mid-August), should the District find it necessary to take any or all grass fields out of service, the district will make every effort to identify an alternative location for CRD to use. If the baseball and/or softball field is taken out of service, the District is not required to identify an alternative location for CRD to use. The District will not be required to identify alternative field locations if the Denver Water Board has declared drought conditions for the Metro Denver area and implemented watering restrictions.

Section 11. CRD will be responsible for trash pickup during the summer months of June, July and August. CRD's responsibility for trash pick-up in August will stop when the School's fall football practice begins. This date will be coordinated at the February joint meeting.

Section 12. When the School determines the grass fields are not playable due to inclement weather or general condition, the usage of the artificial turf field will be determined by the priorities stated in Section 7 for the activities scheduled for that day. The School's representative or Landscape Services Manager will advise the CRD representative when a grass field is determined to not be playable and post it accordingly. CRD will be responsible for advising the scheduled users. If no School activities are scheduled, CRD will be responsible for rescheduling CRD activities on the artificial turf field.

Section 13. In case of a snow event and if activities are scheduled for the School's sports fields, the School shall provide equipment and personnel to make a good faith effort to make the artificial turf field usable within 4 days after a snow event ends. The usage of the artificial turf field will be determined by the priorities established in Section 7 for the activities scheduled for that day. If no School activities are scheduled, CRD will be responsible for rescheduling CRD activities on the artificial turf field.

Section 14. In consideration for its use of the School's athletic fields, the City will pay an annual fee of \$1,000, payable no later than June 1 of each year during the term of this Agreement. The parties agree to review the amount of the annual fee once each year, no later than June 1, and equitably adjust it as necessary by mutual agreement.

Section 15. To the extent permitted by law and without waiving any rights, defenses, or protections provided to either Party by the Colorado Governmental Immunity Act, each Party shall indemnify and hold the other harmless from all liability, claims, demands, or expenses (including reasonable attorney's fees) resulting from or related to any injury, loss or death, disease, property loss or damage, or any other losses of any kind whatsoever, that arise out of or are in any manner connected with that Party's use of the Sport Fields, or the use of the Sport Fields by that Party's licensees, invitees, or guests. Each Party agrees to investigate and, at the request of the other Party, handle and/or defend against any such claims or demands at the sole expense of that Party, whether or not any such alleged claims or demands are groundless, false, or fraudulent.

The foregoing indemnification shall survive the expiration or termination of this Agreement and shall inure to the benefit of the Parties and their successors and assigns.

Section 16. Insurance:

(a) The District and the City shall procure and maintain the minimum insurance coverage listed in this Section. Such coverage shall be procured from insurers which are authorized to do business in the State of Colorado and which maintain at least an A- rating in Best's Insurance Report or as otherwise approved by the District. All policies shall be issued as primary policies and shall contain an endorsement requiring thirty (30) days' written notice from the insurance company to both the District and the City before cancellation of any policy. Each party shall provide the other party with a certificate of insurance for each policy required under this Agreement which indicates the coverage and that the premium has been paid. Certificates of Insurance for renewal or new policies shall be provided to the other party not less than thirty (30) days before expiration of the existing policy.

(b) The City shall maintain the worker's compensation insurance required by law covering the City employees working at or in connection with the City's use of the School's Sport Fields. The City shall also require all of its contractors and subcontractors to procure and maintain the workers' compensation insurance required by law covering workmen working at or in connection with the City's use of the School Sport Fields.

(c) The City shall procure and maintain general liability insurance, including property damage liability, with a single combined liability limit of \$2,000,000, insuring against all liability of the City and its directors, officers, employees, and agents arising out of or in connection with the City's use of the School's Sport Fields or the acts or omissions of the City or its employees or agents at the School. The District shall be named as an additional insured on the policy. By obtaining such insurance, the City does not waive any rights, defenses, or protections provided to it by the Colorado Governmental Immunity Act.

(d) The District shall procure and maintain general liability insurance, including property damage liability, with a single combined liability limit of \$2,000,000, insuring against all liability of the District and its directors, officers, employees, and agents arising out of or in connection with the District's use of the School's Sport Fields or the acts or omissions of the District or its employees or agents at the Property. The City shall be named as an additional insured on the policy. By obtaining such insurance, the District does not waive any rights, defenses, or protections provided to it by the Colorado Governmental Immunity Act.

(e) The City shall procure and maintain automobile comprehensive liability insurance with a single combined liability limit of \$2,000,000 with respect to each of the City vehicles which is used by the City in connection with the City use of the School Sport Fields.

Section 17. Each party agrees to notify the other in writing of any claims or potential claims from damage or injury that come to its attention in connection with the usage of the site and facilities.

Section 18. The term of this Agreement shall be ten (10) years from the date this agreement is signed by both parties. The scheduling of the School's fields per Section 7 shall not start before the artificial turf field as been accepted for use.

Section 19. Both parties agree that under certain circumstances this agreement may need to be terminated. It is understood that the parties are expected to resolve all issues to the benefit of the community. If it is mutually agreed that it would be in the best interest of both parties to terminate this agreement, the parties must provide in writing (joint signature) the reasons for termination to the Open Space Advisory Committee within 60 days after the CRD is no longer allowed to schedule the School's fields.

Section 20. Any notice required or desired to be given under the terms of this Agreement shall be mailed by certified mail, postage prepaid, return receipt requested, to the party at the address set forth below:

To the City:

City of Lakewood
Director of Community Resources
480 S. Allison Pkwy.
Lakewood, Colorado 80226

To the District:

Manager, Real Estate Department
Jefferson County District No. R-1
809 Quail Street, Building 4
Lakewood, Colorado 80215

Section 21. The terms of this Agreement may be modified at any time by the mutual consent and written agreement of the respective parties. Both parties agree that for the first three years of the agreement that representatives of the District and CRD will meet annually before the anniversary date of the agreement to review the contents of this agreement.

Section 22. This Agreement constitutes the entire agreement of the parties hereto. All of the agreements, terms, conditions, and covenants set forth in this Agreement shall inure to the benefit of and be binding upon the successors and assigns of the parties.

Section 23. This Agreement may be executed in several counterparts and each such counterpart shall be deemed an original.

Section 24. Neither party shall extend the faith or credit of the other to any third person or entity.

Section 25. If any provision of this Agreement is determined to be invalid or illegal, such provision shall be deemed automatically amended as to conform to the law or if such amendment is not possible, such provision shall have no effect. In either event, the other provisions of this Agreement shall remain applicable to the parties and be given full effect.

Section 26. In addition to any other remedies available by law and to the extent permitted by law, if either party fails to perform any obligation under this agreement for reasons within the party's control, the non-defaulting party shall have the right to obtain the specific performance of such obligation by the defaulting party.

Section 27. It is expressly understood and agreed that enforcement of the terms and conditions of this Agreement, and all rights of action relating to such enforcement, shall be strictly reserved to the District and the City and nothing contained in this Agreement shall give or allow any claim or right of action by any third person based upon this Agreement. It is the express intention of the District and the City that any person other than the District or the City receiving services or benefits under this Agreement shall be deemed to be an incidental beneficiary only.

Section 28. The parties agree to execute any additional documents or take any additional action that is necessary to carry out this Agreement.

IN WITNESS WHEREOF, the parties hereto have caused this Agreement to be executed the day and date above written.

CITY OF LAKEWOOD

Name: _____
Title: Mayor

ATTEST:

Name: _____
Title: City Clerk

APPROVE:

Name: _____
Title: City of Lakewood, Community Resources Director

APPROVE:

Name: _____
Title: City Attorney

JEFFERSON COUNTY SCHOOL DISTRICT NO. R-1

Name: _____
Title: Community Superintendent

ATTEST:

Name: _____
Title: Executive Director, Facilities Management

APPROVED AS TO FORM BY SCHOOL DISTRICT ATTORNEY:
Caplan & Earnest, LLC

Name: _____

EXHIBIT A

LAKEWOOD HIGH SCHOOL FIELD IMPROVEMENTS

EXAMPLE ONLY

Improvements will result in a multipurpose artificial turf field at Lakewood High School. Surface area should be approximately 90,000 square feet. Surface will be marked for football and soccer. Construction will include a subsurface drainage system. The synthetic field and in-fill material will be permeable. This will allow the water to permeate the artificial turf surface and base material to enter the drainage system. Water will then flow through the multi-flow drainage system.

Minimum Specifications for the artificial turf surface are as follows:

Type of Pile:

Type of Fiber:

Density of Pile:

Type of Backing:

Pile Height:

Color:

Type of in-fill:

Height of exposed fiber:

Warranty:

COPY

AGREEMENT FOR JOINT USE OF FACILITIES
BETWEEN THE TOWN OF LYONS AND THE ST. VRAIN VALLEY SCHOOL DISTRICT RE-1J

1. Parties

The parties to this Agreement for Joint Use of Facilities ("Joint Use Agreement") are the St. Vrain Valley School District RE-1J, acting by and through its Board of Education (the "District"), and the Town of Lyons, acting by and through its Board of Trustees (the "Town"), (collectively, "the Parties").

2. Recitals and Purpose

The District desires to provide an on-going program of community services for the residents of the District. The Town desires to provide an on-going program of recreational activities for its citizens. The District and Town desire to create and foster a mutually beneficial relationship which will benefit the citizens of both parties. Both the District and the Town own, operate, and possess facilities which the other party may wish to utilize during the calendar year to provide limited access to publicly funded facilities on a reasonable basis.

Accordingly, in consideration of the terms, conditions, and mutual covenants contained herein, the Parties agree to adopt the following Joint Use Agreement, with all provisions in full force and effect.

3. Term and Review

This Agreement shall be effective on May 15, 2006 and shall be continuous until cancelled in accordance with the termination provisions of this Agreement. The Agreement shall be formally reviewed by the Parties every three (3) years. The Agreement shall be amended only in writing executed by both parties. Upon such execution by the Parties, said written documents shall act as amending items to this Agreement. Any such amendments shall effectively extend the terms and considerations of this Agreement as set forth herein. All other terms of this Agreement shall remain the same. Key District and Town staff involved in the implementation of this Joint Use Agreement shall annually, or upon the request of either party, meet to informally review this Agreement.

4. Termination

4.1 It is mutually understood and agreed by the Parties that if either Party sells, assigns, conveys, leases or otherwise disposes of all of the Party's facilities and/or buildings that are the subject of this Agreement, this Agreement shall become null and void except by written agreement of the Parties.

4.2 This Agreement may be terminated by either Party by giving the other Party at least sixty (60) days written notice, including an explanation of the reason(s) for termination; however, the Parties agree to meet within fourteen (14) days of receipt of the notice of termination to attempt to remediate any violation of this Agreement and to discuss any other reasons given for termination.

COPY

5. **Facilities**

Subject to the provisions of Section 7 of this Agreement, the Town shall make available to the District upon request the following facilities, provided the District's use does not conflict or interfere with use of the facilities by the Town: all facilities at Bohn Park, Meadow Park and Sandstone Park, including baseball fields, softball fields, multi-use fields, picnic shelters, community stage, sand volleyball courts, batting cages, and horseshoe pits. In exchange, the District will, subject to the provisions of Section 7 of this Agreement, make available to the Town upon request the following facilities, provided the Town's use does not conflict or interfere with use of the facilities by the District: middle school/high school baseball field, middle school/high school softball field, and gymnasium at Lyons Elementary School - pursuant to Section 11 of this Agreement. There will be no charge to either Party for such reciprocal use.

6. **Maintenance**

Both the Town and the District agree to maintain and keep in usable condition the facilities set forth in Section 4 of this Agreement. The District agrees to maintain said facilities on a seasonal basis (April through October) determining a weekly schedule for maintenance.

6.1 **Bohn Park**

The responsibility for maintenance of the multi-use field at Bohn Park shall be allocated as follows:

- a. The District shall be responsible for seasonal mowing and watering, and maintenance of the irrigation/sprinkler system generally April through October.
- b. The Town shall be responsible for grass trimming and for minor repairs and adjustments to the irrigation/sprinkler system as can be made without interfering with the overall operation of the system, such as replacing broken sprinkler heads and adjusting sprinkler spray patterns. The Town shall notify the District of any other maintenance issues with the irrigation/sprinkler system.
- c. The Parties agree to share equally the additional cost of all other maintenance materials and parts for the multi-use field when such costs are beyond the above noted maintenance costs. The parties will jointly determine additional costs as needed.
- d. The Town shall provide and apply weed control and fertilizer twice annually (May and early August) to the multi-purpose field.
- e. The District shall pay the utilities for the restroom/storage building located on the northwest corner of the field during the months of September and October. The Town will provide the meter reading for said months to the District for reimbursement.
- f. The Town shall maintain the restroom storage building.
- g. The District shall irrigate the multi-use field. Irrigation shall include providing water and operating the sprinkler system.
- h. The Town shall be responsible for maintenance of the shrubs, trees, and shrub/tree beds.

7. **Scheduling**

- 7.1 The District agrees to make its facilities outlined in Section 5 of this Agreement available to the Town except when the District's own programs and activities would be adversely affected by such use by the Town. Further, the District agrees that a Town event or activity shall have

the right to take the place of a District event or activity in a Town facility provided the Town gives forty-eight (48) hours advance notice to the District Facilities Use Scheduler.

- 7.2 The Town agrees to make its facilities outlined in Section 5 of this Agreement available to the District except when the Town's own programs would be adversely affected by such use by the District. Further, the Town agrees that a District event or activity shall have the right to take the place of a Town event or activity in a District facility provided the District gives forty-eight (48) hours advance notice to the Lyons Park & Recreation Director.
- 7.3 The Parties acknowledge and agree the Town's multi-use field at Bohn Park may, under certain circumstances, be safely used by both Parties simultaneously.

8. Application

The District requires that an approved application for **Community Use of School Facilities and Fields** be on file for each use of said District facilities.

The Town reserves the right to require the District to complete a Town Facilities Rental and Use Agreement prior to the use of any Town facility.

9. Resolving Scheduling/Space Availability Conflict

Efforts to resolve scheduling issues and/or utilization of facilities are first made directly between the Town's Parks and Recreation Director and the District Facilities Use Scheduler. The central scheduling offices of both parties will whenever possible identify options or ways to accommodate the interests of both parties. If agreement cannot be reached, the issue will be referred to the District Facility Use Supervisor and the Town Administrator.

10. Supervision

- 10.1 Reciprocal use is conditional upon the user designating a person as the supervisor of such use of the other Party's facilities. Said supervisor shall:
- a. Be at least twenty-one (21) years of age;
 - b. Be qualified to handle emergency situations that may reasonably be expected to arise;
 - c. Be vested with and authorized to use, upon his or her own discretion and judgment, a sufficient level of authority to control and effect discipline of the participants, including terminating the activity or removing any and all persons who violate rules, endanger others, or damage Town or District facilities or property; and
 - d. Remain physically present in the immediate vicinity of the activity being supervised.
- 10.2 The Parties agree to instruct participants not to enter the other Party's facilities prior to the arrival of the designated supervisor.
- 10.3 The Parties agree to consider and take appropriate disciplinary action against any supervisor who fails to comply with the requirements of this section and the Party's rules and regulations for program supervisor, up to and including their removal as a supervisor.

10.4 Violation of the requirements of this section is grounds for termination of this Agreement, pursuant to the provisions of Section 5 of this Agreement.

11. Use Fee Waiver

As noted in Section 4 of this Agreement, the District agrees that it shall not charge the Town any fees for use of the elementary school gymnasium when use of that facility by the Town involves youth related activities. In addition, some recreational activities, on a case by case basis, may not be charged fees. All other activities shall be subject to fees in accordance with District Policy KF.

12. Assignment

Neither Party may assign any rights or obligations under this Agreement to any other organization, nor shall either Party sponsor other organizations or activities under its own name with respect to this Agreement.

13. Services

13.1 When using the District or Town facilities, the Party using that facility shall be responsible for cleanup following the activities.

The District shall charge the Town for any direct costs it incurs for any maintenance, repair, and/or clean up requiring more than the ordinary costs usually incurred for such activities resulting from use or custodial services on behalf of the Town. Such costs will be charged in accordance with the charges set forth in District Policy KF, which may be updated periodically by the District.

13.2 The Town shall charge the District for any direct costs it incurs for any maintenance, repair and/or clean up requiring more than the ordinary costs usually incurred for such activities resulting from use or custodial services on behalf of the District.

14. Access

The Parties may elect to provide, through a checkout procedure, facility access and entrance keys to a designated Town or District staff member for use of such facilities on dates where the owner's employee is not available to open such facilities. Said keys may not be duplicated or loaned to anyone at any time.

15. Communications

All communications which affect the terms, conditions, covenants and/or the effect of any written portion of this Agreement shall be in writing.

16. Insurance, Liability and Immunity

16.1 Each party shall procure and maintain in full force and effect such insurance or self-insurance that will insure its obligations and liabilities under this Agreement, including workers' compensation, automobile liability, general liability, and property insurance.

16.2 Each Party assumes responsibility for the actions and/or omissions of its agents and its employees in the use of the other's facilities, and further each Party, to the extent authorized

by the law, agrees to hold the other harmless for such actions or omissions of their respective employees and/or agents. Nothing in this Agreement shall be construed as a waiver by either Party of any rights, immunities, privileges, monetary limitations, judgments, and defenses available to the Parties under common law or the Colorado Governmental Immunity Act, Section 24-10-101 and following C.R.S., as amended.

17. Storage

17.1 The Town agrees that unless otherwise provided by this Agreement, the District is not obligated to provide, and does not intend to provide, any storage space for materials or equipment belonging to the Town. Further, it shall not be the responsibility of the District or its employees to prevent loss of or damage to any materials or equipment belonging to the Town which are not removed from District premises. Notwithstanding the provisions of this section, the Parties acknowledge and agree the storage shed to be constructed by the Town may continue in place and use during the term of this Agreement. Placement (including location and size) of the storage shed will be coordinated with District personnel.

17.2 The District agrees that unless otherwise provided by this Agreement, the Town is not obligated to provide, and does not intend to provide, any storage space for materials or equipment belonging to the District. Further, it shall not be the responsibility of the Town or its employees to prevent loss of or damage to any materials or equipment belonging to the District which are not removed from Town premises. Notwithstanding the provisions of this section, the parties acknowledge and agree that the restroom structure to be constructed on the Bohn Park multi-use field may include a storage room to be shared by the Parties.

17.3 No additional storage structures or facilities may be permitted on either Party's premises except by written agreement of the Parties.

18. No Employee Relationship

It is mutually understood and agreed by the Parties that employees, patrons, participants and clients of the Town shall not be, for any purposes, including payroll, construed to be employees or agents of the District and as such, are not entitled to any of the benefits of District employment. Likewise, it is mutually understood and agreed by the Parties that employees, patrons, participants and clients of the District shall not be, for any purposes, including payroll, construed to be employees or agents of the Town and as such, are not entitled to any of the benefits of Town employment.

19. Status of Parties

The parties shall perform all services under this Agreement as independent contractors, and not as an agent or employee of the other party. No City official or employee shall supervise the District. No District official or employee shall supervise the City. Neither party shall represent that it is an employee or agent of the other party in any capacity.

20. Participants

For the purposes of this Agreement, the term "participants" shall mean and include (1) any person, entity or organization utilizing the facilities on premises pursuant to an authorized program, activity, event, course, match, meeting, competition, or class; and (2) any spectator,

observer, or non-participant who may be present upon or in the vicinity of the facilities or premises because of the program, activity, event, course, match, meeting, competition, or class.

21. Venue

Venue for any and all legal actions arising out of this Agreement shall lie in the District Court in and for the County of Boulder, State of Colorado, and this Agreement shall be governed by the laws of Colorado.

22. Waiver

No waiver of any breach or default under this Agreement shall be a waiver of any other or subsequent breach or default.

23. No Third Party Beneficiaries

This Agreement is for the sole benefit of and binds the parties, their successors and assigns. This Agreement affords no claim, benefit, or right of action to any third party. Any party other than the Town or the District receiving services or benefits under this Agreement is only an incidental beneficiary.

24. Integration

This written Agreement, together with any duly executed amendments thereto, constitute the entire understanding of the Parties hereto. No promises, representations, terms, conditions or obligations whatsoever referring to the subject matter hereof, other than those expressly set forth herein, shall be of any binding legal force or effect whatsoever. No modification, change or alteration of this written Agreement shall be of any legal force or effect whatsoever unless in writing and signed by the Parties. Any and all previous agreements between the Parties concerning the use of facilities, including but not limited to the "Facility Use Agreement" executed by the Parties in December 1994, shall be considered null and void upon execution of this Agreement.

25. Notices

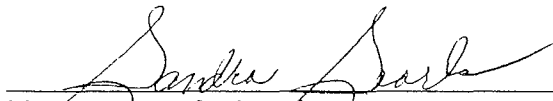
All notices and other communications under this Agreement shall be in writing. All such notices and communications shall be deemed to have been duly given on the date of service, if delivered and served personally, or served via facsimile on the person to whom notice is given; on the next business day after deposit for overnight delivery by a courier service such as Federal Express; or on the third day after mailing, if mailed to the party to whom payment and notice is to be given by first class mail, postage prepaid, and properly addressed as follows.

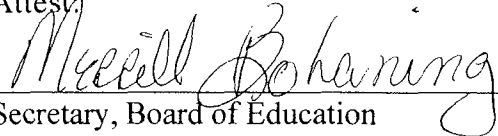
District
Facility Use Supervisor
395 South Pratt Parkway
Longmont, CO 80501
303-682-7328

City
Parks & Recreation Director
432 5th Avenue, PO Box 49
Lyons, CO 80540
303-823-8250

IN WITNESS WHEREOF, the Parties have executed this Agreement as of the date set forth in Section 3 above.

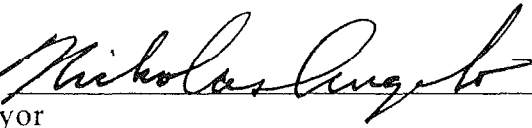
ST. VRAIN VALLEY SCHOOL DISTRICT RE-1J


By: 
President, Board of Education

Attest: 
Secretary, Board of Education

5-10-06
Date Signed

TOWN OF LYONS
COUNTY OF BOULDER
STATE OF COLORADO

By: 
Mayor

Attest: 
Town Clerk

5.24.06
Date Signed

PARTIAL ASSIGNMENT OF PURCHASE AGREEMENT AND OPTION

THIS PARTIAL ASSIGNMENT OF PURCHASE AGREEMENT AND OPTION ("Assignment") is made and entered into this ___ day of _____, 2006, by and between the **Town of Lyons**, a Colorado statutory town ("Town") and the **County of Boulder**, a body corporate and politic ("County"). Town and County are collectively referred to herein as the "Purchasers."

RECITALS

WHEREAS, Town entered into a purchase agreement with Victor A. Olson and Sharon Olson (collectively "Seller") dated July 28, 2006 (the "Contract"). According to the terms of the Contract, Town shall purchase approximately 119 acres of land located within Boulder County (the "Property") from Seller. The Property is legally described in Exhibit A, attached hereto and incorporated herein by this reference; and

WHEREAS, the Contract permits Town to assign any portion of its rights to purchase an interest in the Property to County so long as County complies with all provisions of the Contract; and

WHEREAS, Purchasers desire for Town to assign a portion of its rights under the Contract to County, as more fully set forth below, and County agrees to comply with all provisions of the Contract; and

WHEREAS, as part of such assignment, at the closing of the purchase of the Property from Seller, which closing is currently scheduled for September 8, 2006, Town will acquire from Seller a fee simple interest in that certain approximately 10 acre portion of the Property as legally described in Exhibit B, attached hereto and incorporated herein by this reference ("Town Property"), and County shall purchase the remainder of the Property ("County Property"). The County Property is legally described in Exhibit C, attached hereto and incorporated herein by this reference; and

WHEREAS, further as part of such assignment, Town agrees to encumber the Property with a Restrictive Covenant, in the form of Exhibit D, attached to and incorporated herein by this reference, restricting its future use of the Town Property, and the Town Option Property (as defined below) if Town acquires the Town Option Property, to park, open space, and educational purposes, and any other municipal uses of which County approves (the "Restrictive Covenant").

WHEREAS, further as part of such assignment, Town desires to obtain an option to purchase an approximately 10 acre portion of the County Property ("Town Option Property") from County at any time within eight (8) years after County's acquisition of the County Property for \$ _____ per acre (TBD prior to closing by dividing the purchase price by the total number of acres as determined by the survey), the per acre price for the Property pursuant to the Contract. The Town Option Property is legally described in Exhibit E, attached hereto and incorporated herein by this reference; and

WHEREAS, further as part of such assignment, Town also agrees to work with County to identify the appropriate location on Town property over which to grant an easement to the County for use as (i) a parking lot and trailhead in the vicinity of Bohn Park for a trail connection to County's Heil Valley Ranch Open Space, and (ii) a trail corridor through certain Town and/or County property in order to connect Bohn Park trailhead with Heil Ranch Open Space in the general area of the Property.

AGREEMENT

NOW, THEREFORE, in consideration of the recitals, promises, covenants, and undertakings hereinafter set forth, Purchasers agree as follows:

1. Town hereby assigns to County, and County hereby accepts assignment of, the right and obligation to purchase the County Property under the terms of the Contract.

2. The total purchase price for the Property pursuant to the Contract is TWO MILLION NINE HUNDRED THOUSAND DOLLARS (\$2,900,000.00). County will pay the entire purchase price for the Property (including the return of the \$10,000 earnest money to Town) and receive title to the County Property. Town shall receive title to the Town Property and shall have the option, in Town's sole discretion, to acquire title to that share of the Water Rights referred to in the Contract which represents the amount of water historically used to irrigate the Town Property.

3. County will pay the entire cost of the survey (required under Section 7.a of the Contract) and the Phase I environmental audit of the Property (contemplated under Section 10 of the Contract) and all other pre-closing transactional costs that are allocated to Town under the Contract. County shall also pay all of Purchasers' closing costs at the closing of the purchase from Seller.

4. Upon closing on the purchase of the Property from Seller pursuant to the Contract, Town shall encumber the Town Property with the Restrictive Covenant in the form set forth in Exhibit D, to be recorded in the Boulder County Clerk and Recorder's Office.

5. Upon closing, County shall grant to Town an option to purchase the Town Option Property, in form substantially similar to Exhibit E attached hereto (the "Option"), for a period of eight (8) years after County's acquisition of the County Property, which Option shall be recorded in the Boulder County Clerk and Recorder's Office. In the event that Town exercises its option to purchase the Town Option Property, the Town Option Property shall be encumbered by the Restrictive Covenant.

6. Town agrees that within a reasonable time (including time sufficient for public hearing and process) after receipt of written notice from the County confirming that County is ready to construct a trail connection between Heil Valley Ranch Open Space and the Town of Lyons, Town will work with County to identify the appropriate location for (i) an easement on Town property upon which County may develop a parking lot and trailhead in the vicinity of Town's Bohn Park as a

northern trailhead for Heil Valley Ranch Open Space, and (ii) an easement for a trail corridor through Bohn Park, certain property Town currently owns south of Bohn Park and/or other Town or County property in the general area of the Property in order to connect the Bohn Park trailhead with Heil Valley Ranch Open Space. Each of the Town and County agree to work in good faith to reach mutual agreement on the size and location of, and any improvement relating to, the parking lot, trailhead and/or trail corridor within a reasonable time period after the County indicates it is prepared to move forward with construction of the necessary improvements, and County agrees that all costs associated with the construction of any such improvements on the above-described easements shall be borne by County.

7. The Purchasers shall not assign their respective rights and obligations hereunder unless the non-assigning party first consents in writing.

8. The validity and effect of this Assignment shall be determined in accordance with the laws of the State of Colorado.

9. This Assignment may be executed in any number of counterparts, each of which shall be deemed an original, and all of which shall constitute one and the same agreement. Facsimile signatures shall be acceptable to and binding upon each of the Purchasers.

10. If any part of this Assignment is found, decreed or held to be void or unenforceable such finding, decree or holding shall not affect the other remaining provisions of this Assignment which shall remain in full force and effect.

IN WITNESS WHEREOF, the parties have caused this instrument to be duly executed this ____ day of _____, 2006.

TOWN OF LYONS, a Colorado statutory town

By: _____
Nicholas Angelo, Mayor

ATTEST:

By: _____
Town Clerk

STATE OF COLORADO)
) ss.
COUNTY OF BOULDER)

The foregoing instrument was acknowledged before me this ____ day of _____, 2006, by Nicholas Angelo as Mayor of Lyons, Colorado, a Colorado statutory town.

Witness my hand and official seal.
My commission expires:

[SEAL]

Notary Public

COUNTY OF BOULDER,
a body corporate and politic

By: _____
Ben Pearlman, Chair

By: _____
Thomas A. Mayer, Vice-Chair

By: _____
Will Toor, Commissioner

STATE OF COLORADO)
) ss.
COUNTY OF BOULDER)

The foregoing instrument was acknowledged before me this _____ day of _____, 2006, by Ben Pearlman, Chair, Thomas A. Mayer, Vice-Chair, and Will Toor, Commissioner, of the Board of County Commissioners of Boulder County.

Witness my hand and official seal.

(S E A L)

Notary Public

My Commission Expires: _____

EXHIBIT A

Legal Description of the Property

Exhibit B

Legal description of the Town Property

10 acre parcel

Exhibit C

Legal description of the County Property

(Property less Town Property)

successors and assigns, and shall inure to the benefit of each party having any such right, title or interest in said property or any part thereof.

2. Permitted Uses on the Property. Owner hereby reserves unto itself, its invitees, licensees, successors and assigns the right to engage in or permit all of the uses of the Property except as expressly prohibited below. Without limiting the generality of the foregoing, the following uses, though not an exhaustive recital of permitted uses, are expressly permitted:

(a) The primary uses, to be permitted in perpetuity, shall include passive recreation, educational or school activities, and general open space and park uses.

(b) Other permitted uses may include municipal uses approved by the County, which approval shall not be unreasonably withheld, conditioned or delayed, if such uses are consistent with the generally intended open space, recreational and educational uses.

3. Prohibited Uses on the Property. The following uses and practices on the Property shall be prohibited:

(a) Mining, quarrying, and the use of motorized vehicles outside of designated pathways shall be prohibited.

(b) Construction of improvements shall be limited to the installation of improvements reasonably necessary to provide for the permitted uses described above. Such improvements may include hiking trails, trailside benches, picnic areas, bathroom facilities, parking areas, informational kiosks, and educational signage.

4. Enforceability. The invalidity of any of the provisions of this Restrictive Covenant shall not be deemed to impair or affect in any manner the validity or enforceability of the remainder of this Restrictive Covenant, and in such event, all of the other provisions of this Restrictive Covenant shall continue in full force and effect as if such provision had never been included herein. However, to the extent legally permissible, a court of law with proper jurisdiction shall substitute for such invalid provisions such other provisions as are legally valid and will carry out the intent of the parties expressed in any such invalid provision.

5. Waiver. No provision contained in this Restrictive Covenant shall be deemed to have been abrogated or waived by reason of any failure to enforce the same, irrespective of the number of violations or breaches of such provision which may occur.

6. Future Encumbrance or Conveyance. The conveyance or encumbrance of all or any portion of the Property shall be deemed to include the acceptance of all of the provisions of this Restrictive Covenant and shall be binding upon each owner, occupant and mortgagee without the necessity of including an express provision to this effect in the instrument of conveyance or encumbrance.

COUNTY OF BOULDER,
a body corporate and politic

By: _____
Ben Pearlman, Chair

By: _____
Thomas A. Mayer, Vice-Chair

By: _____
Will Toor, Commissioner

APPROVED AS TO FORM:

By: _____
Deputy, Board of County Commissioners

STATE OF COLORADO)
) ss.
COUNTY OF BOULDER)

The foregoing instrument was acknowledged before me this _____ day of _____, 2006, by Ben Pearlman, Chair, Thomas A. Mayer, Vice-Chair, and Will Toor, Commissioner, of the Board of County Commissioners of Boulder County.

Witness my hand and official seal.

(S E A L)

Notary Public

My Commission Expires: _____

EXHIBIT 1

Legal Description of Town Property

EXHIBIT E

RECORDING REQUESTED BY
AND WHEN RECORDED MAIL TO:
Town of Lyons)
P.O. Box 49)
Lyons, Colorado 80540)

(Above space for Recorder's use only)

OPTION TO PURCHASE REAL PROPERTY

THIS OPTION TO PURCHASE REAL PROPERTY ("Option") is made and entered into this ___ day of _____, 2006 (the Effective Date"), by and between the **Town of Lyons**, a Colorado statutory town ("Town") and the **County of Boulder**, a body corporate and politic ("County").

WHEREAS, through the Partial Assignment of Purchase Agreement and Option dated August ___, 2006 by and between Town and County (the "Assignment"), County acquired that certain residential real property in Boulder County, Colorado, which is described on the attached Exhibit 1 ("Property").

WHEREAS, as part of the terms and conditions set forth in the Assignment, County desires to sell to Town and Town desires to buy from County the Property on the sale terms described in this Option.

NOW, THEREFORE, for good and other valuable consideration, the receipt and sufficiency of which is hereby acknowledged, County and Town agree as follows:

1. Grant of option. Through the eighth anniversary of the Effective Date, Town shall have the option to purchase the Property upon written notice to County of its election to exercise its rights hereunder ("Option Notice").

2. Purchase Price. The purchase price for the Property shall be _____ (TBD based upon the per acre price paid by County as determined by dividing the total purchase price for the Property by the number of acres in the Town Option Property), payable in cash or other good funds at closing.

The purchase price for the Property shall include all surface and subsurface water, including a portion of the decreed water rights historically used to irrigate the Property (the "Water Rights"), attached or appurtenant to or used in connection with the Property and owned by County, if

Town elects to take title to such Water Rights. The purchase price will also include any and all minerals appurtenant to the Property and owned by County.

3. Due Diligence.

a. Within three weeks after County's receipt of the Option Notice, County shall furnish to Town a title insurance commitment, together with copies of all instruments reflected as exceptions therein, insuring Town's ownership of the Property, in the amount of the purchase price, on a form acceptable to Town, and issued by a title insurance company which maintains an office in Boulder County, authorized to do business in the State of Colorado. County shall be solely responsible for the cost of the title commitment and an owner's policy of title insurance based upon the commitment. Town shall be responsible for any additional charges related to endorsements to delete standard exceptions.

b. Should title not be merchantable or includes any exceptions which are not acceptable to Town, a written notice of the defects shall be given to County by Town within 10 business days after receipt by Town of the title commitment. County has the option to attempt to cure the defects listed by Town. If the County has not corrected such defects within 45 days after Town's notice, Town, at its option, may (i) extend such cure period by County for an additional 60 days, (ii) accept the state of title notwithstanding the defects, or (iii) upon notice to County in recordable form, declare the Option terminated, whereupon both parties shall be released herefrom.

c. Prior to the closing on the purchase of the Property from Seller, Town will be provided with copies of a survey of the Property together with any other engineering or inspection reports in County's possession, and Town, at its own expense, may contract for updates of the survey or other reports or independent investigations. Town shall provide County with copies of all reports it receives.

4. Closing.

a. If Town exercises its option to purchase the Property as set forth herein, closing and delivery of deed shall take place on at a time and place agreed to by Purchasers, but in no event later than 180 days after the Option Notice (the "Closing").

b. At the Closing, County shall (i) deliver to Town a fully good and sufficient executed and acknowledged special warranty deed conveying to good and merchantable title to the Property, free and clear of all liens, tenancies and encumbrances except those listed on the title commitment; (ii) deliver to Town possession of the Property, free and clear of all existing leases and tenancies; all instruments, certificates, affidavits, and other documents necessary to satisfy the Requirements listed on Schedule B-1 of the title commitment; (iii) deliver to title company County's closing costs which include all incidental costs and fees customarily paid by purchasers in Boulder County and one-half of the cost of any closing fee; and (iv) cause the title company to issue to Town its standard form Owner's Policy of Title Insurance good and merchantable title to the Property in County, and subject only to the permitted exceptions as determined in the latest title commitment.

c. At the Closing, Town shall deliver to County the applicable purchase price by cash or other good funds for the Property and Town's closing costs which include all incidental costs and fees customarily paid by purchasers in Boulder County and one-half of the cost of any closing fee.

5. Restrictive Covenant Amendment. Upon Closing, Town agrees to amend the Restrictive Covenant required under the Assignment to include the legal description of the Property.

IN WITNESS WHEREOF, Town and County have executed this Option as of the date first above written.

TOWN OF LYONS, a Colorado statutory town

By: _____
Nicholas Angelo, Mayor

ATTEST:

By: _____
Town Clerk

STATE OF COLORADO)
) ss.
COUNTY OF BOULDER)

The foregoing instrument was acknowledged before me this ____ day of _____, 2006, by Nicholas Angelo as Mayor of Lyons, Colorado, a Colorado statutory town.

Witness my hand and official seal.
My commission expires:

[SEAL]

Notary Public

COUNTY OF BOULDER,
a body corporate and politic

By: _____
Ben Pearlman, Chair

By: _____
Thomas A. Mayer, Vice-Chair

By: _____
Will Toor, Commissioner

APPROVED AS TO FORM:

By: _____
Deputy, Board of County Commissioners

STATE OF COLORADO)
) ss.
COUNTY OF BOULDER)

The foregoing instrument was acknowledged before me this _____ day of _____, 2006, by Ben Pearlman, Chair, Thomas A. Mayer, Vice-Chair, and Will Toor, Commissioner, of the Board of County Commissioners of Boulder County.

Witness my hand and official seal.

(S E A L)

Notary Public

My Commission Expires: _____

EXHIBIT 1

Legal Description of Town Option Property

Sample

Partnership Policy and Proposal Format

Created By:



www.greenplayllc.com
3050 Industrial Lane, Suite 200
Broomfield, CO 80020
303-439-8369 or Toll Free: 1-866-849-9959
Fax: 303-439-0628
Email: info@greenplayllc.com

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Sample Parks and Recreation Department Partnership Policy And Proposal Format

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I. Sample Parks and Recreation Department Partnership Policy

A. Purpose

This policy is designed to guide the process for Sample Parks and Recreation Department in their desire to partner with private, non-profit, or other governmental entities for the development, design, construction and operation of possibly partnered recreational facilities and/or programs that may occur on City property.

Sample Parks and Recreation Department would like to identify for-profit, non-profit, and governmental entities that are interested in proposing to partner with the City to develop recreational facilities and/or programs. A major component in exploring any potential partnership will be to identify additional collaborating partners that may help provide a synergistic working relationship in terms of resources, community contributions, knowledge, and political sensitivity. These partnerships should be mutually beneficial for all proposing partners including the City, and particularly beneficial for the citizens of the community.

This policy document is designed to:

- Provide essential background information,
- Provide parameters for gathering information regarding the needs and contributions of potential partners, and
- Identify how the partnerships will benefit the Sample Parks and Recreation Department and the community.

Part Two: The “Proposed Partnership Outline Format”, provides a format that is intended to help guide Proposing Partners in creating a proposal for review by Sample Parks and Recreation Department staff.

B. Background and Assumptions

Partnerships are being used across the nation by governmental agencies in order to utilize additional resources for their community's benefit. Examples of partnerships abound, and encompass a broad spectrum of agreements and implementation. The most commonly described partnership is between a public and a private entity, but partnerships also occur between public entities and non-profit organizations and/or other governmental agencies.

Note on Privatization:

This application is specific for proposed partnering for new facilities or programs.

This information does not intend to address the issue of privatization, or transferring existing City functions to a non-City entity for improved efficiency and/or competitive cost concerns. An example of privatization would be a contract for a landscaping company to provide mowing services in a park. The City is always open to suggestions for improving services and cost savings through contractual arrangements. If you have an idea for privatization of current City functions, please call or outline your ideas in a letter for the City's consideration.

In order for partnerships to be successful, research has shown that the following elements should be in place prior to partnership procurement:

- There must be support for the concept and process of partnering from the very highest organizational level – i.e.: the Board or Trustees, a council, and/or department head.
- The most successful agencies have high-ranking officials that believe that they owe it to their citizens to explore partnering opportunities whenever presented, those communities both solicit partners and consider partnering requests brought to them.
- It is very important to have a Partnership Policy in place before partner procurement begins. This allows the agency to be proactive rather than reactive when presented with a partnership opportunity. It also sets a “level playing field” for all potential partners, so that they can know and understand in advance the parameters and selection criteria for a proposed partnership.
- A partnership policy and process should set development priorities and incorporate multiple points for go/no-go decisions.
- The partnership creation process should be a public process, with both Partners and the Partnering Agency well aware in advance of the upcoming steps.

C. Partnership Definition

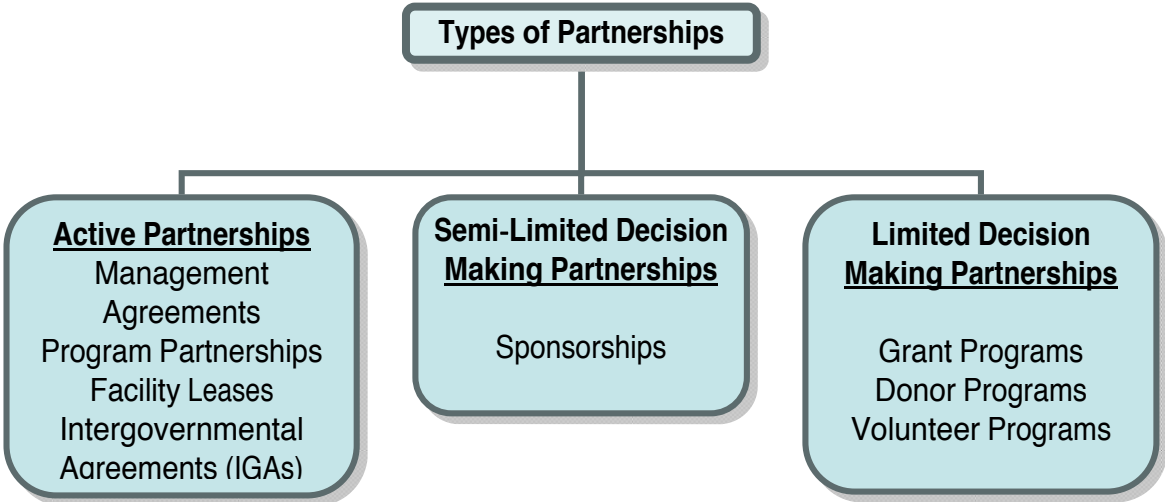
For purposes of this document and policy, a Proposed Partnership is defined as:

"An identified idea or concept involving Sample Parks and Recreation Department and for-profit, non-profit, and/or governmental entities, outlining the application of combined resources to develop facilities, programs, and/or amenities for the City and its citizens."

A partnership is a cooperative venture between two or more parties with a common goal, who combine complementary resources to establish a mutual direction or complete a mutually beneficial project. Partnerships can be facility-based or program-specific. The main goal for Sample Parks and Recreation Department partnerships is enhancing public offerings to meet the mission and goals of the City. Sample Parks and Recreation Department is interested in promoting partnerships which involve cooperation among many partners, bringing resources together to accomplish goals in a synergistic manner. Proposals that incorporate such collaborative efforts will receive priority status.

Partnerships can accomplish tasks with limited resources, respond to compelling issues, encourage cooperative interaction and conflict resolution, involve outside interests, and serve as an education and outreach tool. Partnerships broaden ownership in various projects and increase public support for community recreation goals. Partners often have flexibility to obtain and invest resources/dollars on products or activities where municipal government may be limited.

Partnerships can take the form of (1) cash gifts and donor programs, (2) improved access to alternative funding, (3) property investments, (4) charitable trust funds, (5) labor, (6) materials, (7) equipment, (8) sponsorships, (9) technical skills and/or management skills, and other forms of value. The effective use of volunteers also can figure significantly into developing partnerships. Some partnerships involve active decision making, while in others, certain partners take a more passive role. The following schematic shows the types of possible partnerships discussed in this policy:



D. Possible Types of Active Partnerships

Sample Parks and Recreation Department is interested in promoting collaborative partnerships among multiple community organizations. Types of agreements for Proposed “Active” Partnerships may include leases, contracts, sponsorship agreements, marketing agreements, management agreements, joint-use agreements, inter-governmental agreements, or a combination of these. An innovative and mutually beneficial partnership that does not fit into any of the following categories may also be considered.

Proposed partnerships will be considered for facility, service, operations, and/or program development including associated needs, such as parking, paving, fencing, drainage systems, signage, outdoor restrooms, lighting, utility infrastructure, etc.

The following examples are provided only to illustrate possible types of partnerships. They are not necessarily examples that would be approved and/or implemented.

Examples of Public/Private Partnerships

- A private business seeing the need for more/different community fitness and wellness activities wants to build a facility on City land, negotiate a management contract, provide the needed programs, and make a profit.
- A private group interested in environmental conservation obtains a grant from a foundation to build an educational kiosk, providing all materials and labor, and is in need of a spot to place it.
- Several neighboring businesses see the need for a place for their employees to work out during the work day. They group together to fund initial facilities and an operating subsidy and give the facility to the City to operate for additional public users.
- A biking club wants to fund the building of a race course through a park. The races would be held one night per week, but otherwise the path would be open for public biking and in-line skating.
- A large corporate community relations office wants to provide a skatepark, but doesn't want to run it. They give a check to the City in exchange for publicizing their underwriting of the park's cost.
- A private restaurant operator sees the need for a concessions stand in a park and funds the building of one, operates it, and provides a share of revenue back to the City.
- A garden club wants land to build unique butterfly gardens. They will tend the gardens and just need a location and irrigation water.

Examples of Public/Non-Profit Partnerships

- A group of participants for a particular sport or hobby sees a need for more playing space and forms a non-profit entity to raise funds for a facility for their priority use that is open to the public during other hours.
- A non-profit baseball association needs fields for community programs and wants to obtain grants for the building of the fields. They would get priority use of the fields, which would be open for the City to schedule use during other times.
- A museum funds and constructs a new building, dedicating some space and time for community meetings and paying a portion of revenues to the City to lease its land.

Examples of Public/Public Partnerships

- Two governmental entities contribute financially to the development and construction of a recreational facility to serve residents of both entities. One entity, through an IGA, is responsible for the operation of the facility, while the other entity contributes operating subsidy through a formula based on population or some other appropriate factor.
- Two governmental public safety agencies see the need for more physical training space for their employees. They jointly build a gym adjacent to City facilities to share for their training during the day. The gyms would be open for the City to schedule for other users at night.
- A school district sees the need for a climbing wall for their athletes. The district funds the wall and subsidizes operating costs, and the City manages and maintains the wall to provide public use during non-school hours.
- A university needs meeting rooms. They fund a multi-use building on City land that can be used for City community programs at night.

E. Sponsorships

Sample Parks and Recreation Department is interested in actively procuring sponsorships for facilities and programs as one type of beneficial partnership. Please see ***the Sample Parks and Recreation Department Sponsorship Policy*** for more information.

F. Limited-Decision Making Partnerships: Donor, Volunteer, and Granting Programs

While this policy document focuses on the parameters for more active types of partnerships, the City is interested in, and will be happy to discuss, a proposal for any of these types of partnerships, and may create specific plans for such in the future.

G. Benefits of Partnerships with Sample Parks and Recreation Department

The City expects that any Proposed Partnership will have benefits for all involved parties. Some general expected benefits are:

Benefits for the City and the Community:

- Merging of resources to create a higher level of service and facility availability for community members.
- Making alternative funding sources available for public community amenities.
- Tapping into the dynamic and entrepreneurial traits of private industry.
- Delivering services and facilities more efficiently by allowing for collaborative business solutions to public organizational challenges.
- Meeting the needs of specific groups of users through the availability of land for development and community use.

Benefits for the Partners:

- Land and/or facility availability at a subsidized level for specific facility and/or program needs.
- Sharing of the risk with an established stable governmental entity.
- Becoming part of a larger network of support for management and promotion of facilities and programs.
- Availability of professional City recreation and planning experts to maximize the facilities and programs that may result
- Availability of City staff facilitation to help streamline the planning and operational efforts.

II. The Partnering Process

The steps for the creation of a partnership with the Sample Parks and Recreation Department are as follows:

- A. Sample Parks and Recreation Department will create a public notification process that will help inform any and all interested partners of the availability of partnerships with the City. This will be done through notification in area newspapers, listing in the brochure, or through any other notification method that is feasible.
- B. The proposing partner takes the first step to propose partnering with the City. To help in reviewing both the partnerships proposed, and the project to be developed in partnership, the City asks for a **Preliminary Proposal** according to a specific format as outlined in **Part Two - Proposed Partnership Outline Format**.
- C. If initial review of a Preliminary Proposal yields interest and appears to be mutually beneficial based on the City Mission and Goals, and the Selection Criteria, a City staff or appointed representative will be assigned to work with potential partners.
- D. The City representative is available to answer questions related to the creation of an initial proposal, and after initial interest has been indicated, will work with the proposing partner to create a checklist of what actions need to take place next. Each project will have distinctive planning, design, review and support issues. The City representative will facilitate the process of determining how the partnership will address these issues. This representative can also facilitate approvals and input from any involved City departments, providing guidance for the partners as to necessary steps.
- E. An additional focus at this point will be determining whether this project is appropriate for additional collaborative partnering, and whether this project should prompt the City to seek a **Request for Proposal (RFP)** from competing/ collaborating organizations.

Request for Proposal (RFP) Trigger: In order to reduce concerns of unfair private competition, if a proposed project involves partnering with a private "for-profit" entity and a dollar amount greater than \$5,000, and the City has not already undergone a public process for solicitation of that particular type of partnership, the City will request Partnership Proposals from other interested private entities for identical and/or complementary facilities, programs or services. A selection of appropriate partners will be part of the process.

- F. For most projects, a **Formal Proposal** from the partners for their desired development project will need to be presented for the City's official development review processes and approvals. The project may require approval by the Legal, Planning, Fire and Safety, Finance and/or other City Departments, Parks and Recreation Advisory Board, Planning Board, The Board of Trustees, and/or the City Supervisor's Office, depending on project complexity and applicable City Charter provisions, ordinances or regulations. If these reviews are necessary, provision to reimburse the City for its costs incurred in having a representative facilitate the

partnered project's passage through Development Review should be included in the partnership proposal.

- G. Depending on project complexity and anticipated benefits, responsibilities for all action points are negotiable, within the framework established by law, to assure the most efficient and mutually beneficial outcome. Some projects may require that all technical and professional expertise and staff resources come from outside the City's staff, while some projects may proceed most efficiently if the City contributes staff resources to the partnership.
- H. The partnership must cover the costs the partnership incurs, regardless of how the partnered project is staffed, and reflect those costs in its project proposal and budget. The proposal for the partnered project should also discuss how staffing and expertise will be provided, and what documents will be produced. If City staff resources are to be used by the partnership, those costs should be allocated to the partnered project and charged to it.
- I. Specific **Partnership Agreements** appropriate to the project will be drafted jointly. There is no specifically prescribed format for **Partnership Agreements**, which may take any of several forms depending on what will accomplish the desired relationships among partners. The agreements may be in the form of:
 - Lease Agreements
 - Management and/or Operating Agreements
 - Maintenance Agreements
 - Intergovernmental Agreements (IGAs)
 - Or a combination of these and/or other appropriate agreements

Proposed partnership agreements might include oversight of the development of the partnership, concept plans and project master plans, environmental assessments, architectural designs, development and design review, project management, and construction documents, inspections, contracting, monitoring, etc. Provision to fund the costs and for reimbursing the City for its costs incurred in creating the partnership, facilitating the project's passage through the Development Review Processes, and completing the required documents should be considered.

- J. If all is approved, the Partnership begins. The City is committed to upholding its responsibilities to Partners from the initiation through the continuation of a partnership. Evaluation will be an integral component of all Partnerships. The agreements should outline who is responsible for evaluation, the types of measures used, and detail what will occur should the evaluations reveal Partners are not meeting their Partnership obligations.

III. The Partnership Evaluation Process

A. Mission Statements and Goals

All partnerships with Sample Parks and Recreation Department should be in accord with the City's and the Parks and Recreation Department's Mission and Goals to indicate how a proposed partnership for that Department would be preliminarily evaluated:

SAMPLE MISSION STATEMENT

The Sample Parks and Recreation Department will provide a variety of parks, recreation facilities and program experiences equitably throughout the community. Programs will be developed and maintained to the highest quality, ensuring a safe environment with exceptional service while developing a lifetime customer. Services will demonstrate a positive economic investment through partnerships with other service providers, both public and private, ensuring a high quality of life for citizens of Sample.

(Sample) GOALS –

- Promote physical and mental health and fitness
- Nourish the development of children and youth
- Help to build strong communities and neighborhoods
- Promote environmental stewardship
- Provide beautiful, safe, and functional parks and facilities that improve the lives of all citizens
- Preserve cultural and historic features within the City's parks and recreation systems
- Provide a work environment for the Parks & Recreation Department staff that encourages initiative, professional development, high morale, productivity, teamwork, innovation, and excellence in management

B. Other Considerations

1. Costs for the Proposal Approval Process

For most proposed partnerships, there will be considerable staff time spent on the review and approval process once a project passes the initial review stage. This time includes discussions with Proposing Partners, exploration of synergistic partnering opportunities, possible RFP processes, facilitation of the approval process, assistance in writing and negotiating agreements, contracting, etc. There may also be costs for construction and planning documents, design work, and related needs and development review processes mandated by City ordinances.

Successful Partnerships will take these costs into account and may plan for City recovery of some or all of these costs within the proposal framework. Some of these costs could be considered as construction expenses, reimbursed through a negotiated agreement once operations begin, or covered through some other creative means.

2. Land Use and/or Site Improvements

Some proposed partnerships may include facility and/or land use. Necessary site improvements cannot be automatically assumed. Costs and responsibility for these improvements should be considered in any Proposal. Some of the general and usual needs for public facilities that may not be included as City contributions and may need to be negotiated for a project include:

- Any facilities or non-existent infrastructure construction
- Roads or street improvements
- Maintenance to specified standards
- Staffing
- Parking
- Snow removal
- Lighting
- Outdoor restrooms
- Water fountains
- Complementary uses of the site
- Utility improvements (phone, cable, storm drainage, electricity, water, gas, sewer, etc.)
- Custodial services
- Trash removal

3. Need

The nature of provision of public services determines that certain activities will have a higher need than others. Some activities serve a relatively small number of users and have a high facility cost. Others serve a large number of users and are widely available from the private sector because they are profitable. The determination of need for facilities and programs is an ongoing discussion in public provision of programs and amenities. The project will be evaluated based on how the project fulfills a public need.

4. Funding

Only when a Partnership Proposal demonstrates high unmet needs and high benefits for City citizens, will the City consider contributing resources to a project. The City recommends that Proposing Partners consider sources of potential funding. The more successful partnerships will have funding secured in advance. In most cases, Proposing Partners should consider funding and cash flow for initial capital development, staffing, and ongoing operation and maintenance.

The details of approved and pending funding sources should be clearly identified in a proposal.

For many partners, especially small private user groups, non-profit groups, and governmental agencies, cash resources may be a limiting factor in the proposal. It may be a necessity for partners to utilize alternative funding sources for resources to complete a proposed project. Obtaining alternative funding often demands creativity, ingenuity, and persistence, but many forms of funding are available.

Alternative funding can come from many sources, e.g. Sponsorships, Grants, and Donor Programs. A local librarian and/or internet searches can help with foundation and grant resources. Developing a solid leadership team for a partnering organization will help find funding sources. In-kind contributions can, in some cases, add additional funding.

All plans for using alternative funding should be clearly identified. The City has an established Sponsorship Policy, and partnered projects will be expected to adhere to the Policy. This includes the necessity of having an Approved Sponsorship Plan in place prior to procurement of sponsorships for a Partnered Project.

C. Selection Criteria

In assessing a partnership opportunity to provide facilities and services, the City will consider (as appropriate) the following criteria. The Proposed Partnership Outline Format in Part Two provides a structure to use in creating a proposal. City staff and representatives will make an evaluation by attempting to answer each of the following Guiding Questions:

- How does the project align with the City and affected Department's Mission Statement and Goals?
- How does the proposed facility fit into the current City and the affected Department's Master Plan?
- How does the facility/program meet the needs of City residents?
- How will the project generate more revenue and/or less cost per participant than the City can provide with its own staff or facilities?
- What are the alternatives that currently exist, or have been considered, to serve the users identified in this project?
- How much of the existing need is now being met within the City borders and within adjacent cities?
- What is the number and demographic profile of participants who will be served?
- How can the proposing partner assure the City of the long-term stability of the proposed partnership, both for operations and for maintenance standards?
- How will the partnered project meet Americans with Disabilities Act and EEOC requirements?
- How will the organization offer programs at reasonable and competitive costs for participants
- What are the overall benefits for both the City and the Proposing Partners?

Additional Assistance

Sample Parks and Recreation Department is aware that the partnership process does entail a great deal of background work on the part of the Proposing Partner. The following list of resources may be helpful in preparing a proposal:

- Courses are available through local colleges and universities to help organizations develop a business plan and/or operational pro-formas.
- The Chamber of Commerce offers a variety of courses and assistance for business owners and for those contemplating starting new ventures.
- There are consultants who specialize in facilitating these types of partnerships. For one example, contact **GreenPlay, LLC**, toll free at **1-866-849-9959** or **www.greenplayllc.com**.
- Reference Librarians at libraries and internet searches can be very helpful in identifying possible funding sources and partners, including grants, foundations, financing, etc.
- Relevant information including the ***City of Sample Comprehensive Plan***, the ***Parks and Recreation Master Plan***, site maps, and other documents are available at the _____. These documents may be copied or reviewed, but may not be taken off-site.
- The Sample Parks and Recreation Department Web Site (***www.XXXX.com***) has additional information.
- **If additional help or information is needed, please call 000-000-0000.**

Part Two

Sample Proposed Partnership Outline Format

Please provide as much information as possible in the following outline form.

I. Description of Proposing Organization:

- Name of Organization
- Years in Existence
- Contact Name, Mailing Address, Physical Address, Phone, Fax, E-mail
- Purpose of Organization
- Services Provided
- Member/User/Customer Profiles
- Accomplishments
- Legal Status

II. Decision Making Authority

Who is authorized to negotiate on behalf of the organization? Who or what group (i.e. Council/Commission/Board) is the final decision maker and can authorize the funding commitment? What is the timeframe for decision making?

Summary of Proposal (100 words or less)

What is being proposed in terms of capital development, and program needs?

III. Benefits to the Partnering Organization

Why is your organization interested in partnering with the Sample Parks and Recreation Department? Please individually list and discuss the benefits (monetary and non-monetary) for your organization.

IV. Benefits to the Sample Parks and Recreation Department

Please individually list and discuss the benefits (monetary and non-monetary) for the Sample Parks and Recreation Department and residents of the City.

V. Details (as currently known)

The following page lists a series of *Guiding Questions* to help you address details that can help outline the benefits of a possible partnership. Please try to answer as many as possible with currently known information. Please include what your organization proposes to provide and what is requested of Sample Parks and Recreation Department. Please include (as known) initial plans for your concept, operations, projected costs and revenues, staffing, and/or any scheduling or maintenance needs, etc.

Guiding Questions

Meeting the Needs of our Community:

- In your experience, how does the project align with park and recreation goals?
- How does the proposed program or facility meet a need for City residents?
- Who will be the users? What is the projected number and profile of participants who will be served?
- What alternatives currently exist to serve the users identified in this project?
- How much of the existing need is now being met? What is the availability of similar programs elsewhere in the community?
- Do the programs provide opportunities for entry-level, intermediate, and/or expert skill levels?
- How does this project incorporate environmentally sustainable practices?

The Financial Aspect:

- Can the project generate more revenue and/or less cost per participant than the City can provide with its own staff or facilities? If not, why should the City partner on this project?
- Will your organization offer programs at reasonable and competitive costs for all participants? What are the anticipated prices for participants?
- What resources are expected to come from the Parks & Recreation Department?
- Will there be a monetary benefit for the City, and if so, how and how much?

Logistics:

- How much space do you need? What type of space?
- What is critical related to location?
- What is your proposed timeline?
- What are your projected hours of operations?
- What are your initial staffing projections?
- Are there any mutually-beneficial cooperative marketing benefits?
- What types of insurance will be needed and who will be responsible for acquiring and paying premiums on the policies?
- What is your organization's experience in providing this type of facility/program?
- How will your organization meet Americans with Disabilities Act and EEO requirements?

Agreements and Evaluation:

- How, by whom, and at what intervals should the project be evaluated?
- How can you assure the City of long-term stability of your organization?
- What types and length of agreements should be used for this project?
- What types of “exit strategies” should we include?
- What should be done if the project does not meet the conditions of the original agreements?

SAMPLE

XX

**Parks & Recreation
Department
Sponsorship Policy**

Created for XX by:



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XX Parks & Recreation Department

Sponsorship Policy

Note: Terms in this document may need to be changed to directly reflect the terms used by and that are specific to the agency/organization, e.g. city, county, district, department, etc.

Introduction

The following guidelines in this Sponsorship Policy have been specifically designed for the XX Parks & Recreation Department, while considering that these guidelines may be later adapted and implemented on a city-wide basis. Some assumptions regarding this policy are:

- Partnerships for recreation and parks facilities and program development may be pursued based on the XX Partnership Policy, encouraging the development of partnerships for the benefit of the city, its citizens, and potential partners. Sponsorships are one type of partnership, and one avenue of procurement for alternative funding resources. The Sponsorship Policy may evolve as the needs of new projects and other City departments are incorporated into its usage.
- Broad guidelines are offered in this policy to delineate primarily which types of sponsors and approval levels are currently acceptable for the XX Parks & Recreation Department.
- The policy should ensure that the definition of potential sponsors may include non-commercial community organizations (for example: YMCA's and Universities), but does not include a forum for non-commercial speech or advertising.
- Sponsorships are clearly defined and are different from advertisements. Advertisements are one type of benefit that may be offered to a sponsor in exchange for cash or in-kind sponsorship.
- The difference between sponsors and donors must be clarified, as some staff and the public often confuse and misuse these terms.

Structure

Part A of this document gives the **Sponsorship Policy**

Part B gives the **Levels of Sponsorship Tiers and Benefits**

Part C provides the vocabulary and **Glossary of Sponsorship Terms**

Part A.
Sponsorship Policy
XX Parks & Recreation Department

I. Purpose

In an effort to utilize and maximize the community's resources, it is in the best interest of the City's Parks & Recreation Department to create and enhance relationship-based sponsorships. This may be accomplished by providing local, regional, and national commercial businesses and non-profit groups a method for becoming involved with the many opportunities provided by the Parks & Recreation Department. The Department delivers quality, life-enriching activities to the broadest base of the community. This translates into exceptional visibility for sponsors and supporters. It is the goal of the Department to create relationships and partnerships with sponsors for the financial benefit of the Department.

Sponsorships vs. Donations

It is important to note that there is a difference between a sponsorship and a donation. Basically, sponsorships are cash or in-kind products and services offered by sponsors with the clear expectation that an obligation is created. The recipient is obliged to return something of value to the sponsor. The value is typically public recognition and publicity or advertising highlighting the contribution of the sponsor and/or the sponsor's name, logo, message, products or services. The Sponsor usually has clear marketing objectives that they are trying to achieve, including but not limited to the ability to drive sales directly based on the sponsorship, and/or quite often, the right to be the exclusive sponsor in a specific category of sales. The arrangement is typically consummated by a letter of agreement or contractual arrangement that details the particulars of the exchange.

In contrast, a donation comes with no restrictions on how the money or in-kind resources are used. This policy specifically addresses sponsorships, the agreements for the procurement of the resources, and the benefits provided in return for securing those resources. Since donations or gifts come with no restrictions or expected benefits for the donor, a policy is generally not needed.

II. Guidelines for Acceptable Sponsorships

Sponsors should be businesses, non-profit groups, or individuals that promote mutually beneficial relationships for the Parks & Recreation Department. All potentially sponsored properties (facilities, events or programs) should be reviewed in terms of creating synergistic working relationships with regards to benefits, community contributions, knowledge, and political sensitivity. All sponsored properties should promote the goals and mission of the Parks & Recreation Department as follows:

NEED SPECIFIC MISSION STATEMENT

Sample XX Parks & Recreation Mission Statement:

NEED SPECIFIC GOALS

Sample Goals of the Park & Recreation Department:

III. Sponsorship Selection Criteria

A. Relationship of Sponsorship to Mission and Goals

The first major criterion is the appropriate relationship of a sponsorship to the above outlined Parks & Recreation Department's Mission and Goals. While objective analysis is ideal, the appropriateness of a relationship may sometimes be necessarily subjective. This policy addresses this necessity by including Approval Levels from various levels of Agency management staff and elected officials, outlined in Section B, to help assist with decisions involving larger amounts and benefits for sponsorship.

The following questions are the major guiding components of this policy and should be addressed prior to soliciting potential sponsors:

- Is the sponsorship reasonably related to the purpose of the facility or programs as exemplified by the Mission Statement and Goals of the Department?
- Will the sponsorship help generate more revenue and/or less cost per participant than the Agency can provide without it?
- What are the real costs, including staff time, for procuring the amount of cash or in-kind resources that come with the generation of the sponsorship?

Sponsorships which shall NOT be considered are those which:

- Promote environmental, work, or other practices that, if they took place in the Agency, would violate U.S. or state law (i.e. - dumping of hazardous waste, exploitation of child labor, etc.), or promote drugs, alcohol, or tobacco, or that constitute violations of law.
- Duplicate or mimic the identity or programs of the Parks & Recreation Department or any of its divisions.
- Exploit participants or staff members of the Department.
- Offer benefits which may violate other accepted policies or the Sign Code.

B. Sponsorship Plan and Approval Levels

Each project or program that involves solicitation of Sponsors should, PRIOR to procurement, create a Sponsorship Plan specific to that project or program that is in line with the Sponsorship Levels given in **Part B**. This plan needs to be approved by the Management Team Members supervising the project and in accordance to Agency Partnership, Sponsorship and Sign Code policies. In addition, each sponsorship will need separate approval if they exceed pre-specified limits. The Approval Levels are outlined as follows:

Under \$1,000	The program or project staff may approve this level of Agreement, with review by their supervising Management Team Member.
\$1,001 to \$10,000	The Agreement needs approval of a Management Team Member.
\$10,001 to \$25,000	The Agreement needs approval of the entire Senior Management Team and Department Director
Over \$25,000	The Agreement needs approval by City Council.

C. No Non-Commercial Forum is Permitted

This criterion deals with the commercial character of a sponsorship message. The Agency intends to create a limited forum, focused on advertisements incidental to commercial sponsorships of Parks & Recreation facilities and programs. While non-commercial community organizations or individuals may wish to sponsor Department activities or facilities for various reasons, no non-commercial speech is permitted in the limited forum created by this policy:

Advertisements incidental to commercial sponsorship must primarily propose a commercial transaction, either directly, through the text, or indirectly, through the association of the sponsor's name with the commercial transaction of purchasing the commercial goods or services which the sponsor sells.

The reasons for this portion of the Policy include:

- The desirability of avoiding non-commercial proselytizing of a “captive audience” of event spectators and participants;
- The constitutional prohibition on any view-point related decisions about permitted advertising coupled with the danger that the Agency and the Parks & Recreation Department would be associated with advertising anyway;
- The desire of the Agency to maximize income from sponsorship, weighed against the likelihood that commercial sponsors would be dissuaded from using the same forum commonly used by persons wishing to communicate non-commercial messages, some of which could be offensive to the public;
- The desire of the Agency to maintain a position of neutrality on political and religious issues;
- In the case of religious advertising and political advertising, specific concerns about the danger of “excessive entanglement” with religion (and resultant constitutional violations) and the danger of election campaign law violations, respectively.

Guidelines for calculating the **Levels of Sponsorship Tiers and Benefits** are provided and outlined in **Part B**.

IV. Additional Guidelines for Implementation

A. Equitable Offerings

It is important that all sponsorships of equal levels across divisions within Parks & Recreation yield the same value of benefits for potential sponsors.

B. Sponsorship Contact Database

A designated staff person or representative of the Parks & Recreation Department will keep an updated list of all current sponsors, sponsored activities, and contacts related to sponsorship.

Purpose of Maintaining the Database:

- Limit duplicate solicitations of one sponsor
- Allow management to make decisions based on most appropriate solicitations and levels of benefits offered
- Keep a current list of all Department supporters and contacts
- Help provide leads for new sponsorships, if appropriate

For staff below Management Team level, access to the database will be limited to printouts of listings of names of sponsors and their sponsored events. This limited access will provide information to help limit duplicated solicitations, and will also protect existing sponsor relationships, while allowing the evaluation of future sponsorships to occur at a management level.

If a potential sponsor is already listed, staff should not pursue a sponsorship without researching the sponsor's history with the most recently sponsored division. If more than one division wishes to pursue sponsorship by the same company, the Management Team shall make a decision based on several variables, including but not limited to:

- History of sponsorship, relationships, and types of sponsorship needed
- Amount of funding available
- Best use of funding based on departmental priorities.

C. Sponsorship Committee

A committee consisting of the supervisors of each program using sponsorships and other management team designees shall meet twice per year to review the database, exchange current contract samples, and recommend adjusting benefit levels and policy as needed. Changes shall not take effect before approval by the Management Team.

Part B.

Levels of Sponsorship Tiers and Benefits

The following tiers are presented as a guideline for types of benefits that may be presented as opportunities for potential sponsors.

Each sponsorship will most likely need to be individually negotiated. One purpose for these guidelines is to create equity in exchanges across sponsorship arrangements. While for the sake of ease the examples given for levels are based on amount of sponsorship requested, the level of approval needed from Agency staff is really based on the amount of benefits exchanged for the resources. The levels of approval are necessary because the costs and values for different levels of benefits may vary, depending on the sponsorship. It is important to note that these values may be very different. Sponsors typically will not offer to contribute resources that cost them more than the value of resources that they will gain and, typically, seek at least a two to one return on their investment. Likewise, the Agency should not pursue sponsorships unless the total value the Agency receives is greater than the Agency's real costs.

A hierarchy of Sponsors for events, programs, or facilities with more than one sponsor is listed below from the highest level to the lowest. Not all Levels will necessarily be used in each Sponsorship Plan. Note that the hierarchy is not dependent on specific levels or amounts of sponsorship. Specific levels and amounts should be designed for each property before sponsorships are procured within the approved Sponsorship Plan. Complete definitions of terms are included in **Part C**.

Hierarchy of Sponsorship Levels (highest to lowest)

**Parks and Recreation Department-Wide Sponsor ⇒
Facility/Park Title or Primary Sponsor ⇒
Event/Program Title or Primary Sponsor ⇒
Presenting Sponsor (Facility, Event or Program) ⇒
Facility/Park Sponsor ⇒
Program/Event Sponsor ⇒ Media Sponsor ⇒ Official Supplier ⇒
Co-sponsor**

This hierarchy will help decide the amounts to ask various sponsors for, and determine what levels of benefits to provide. It is important to build flexibility and choice into each level so that sponsors can have the ability to choose options that will best fit their objectives. Note that the benefits listed under each level are examples of value. The listing does not mean that all of the benefits should be offered. It is a menu of options for possible benefits, depending on the circumstances. These are listed primarily as a guideline for **maximum** benefit values. It is recommended that each project create a project-specific Sponsorship Plan for approval in advance of Sponsorship procurement, based on the benefits available and the values specific to the project.

I. Sponsorship Assets and Related Benefits Inventory

TO BE DETERMINED FOR EACH AGENCY BASED ON OFFERINGS (PROPERTIES), VALUATION, AND DETERMINED BENEFITS

A tiered structure of actual values and approval levels should be determined as part of a Sponsorship Plan.

Part C.
Glossary of Sponsorship Terms

Activation

The marketing activity a company conducts to promote its sponsorship. Money spent on activation is over and above the rights fee paid to the sponsored property. Also known as leverage.

Advertising

The direct sale of print or some other types of City communication medium to provide access to a select target market.

Ambush Marketing

A promotional strategy whereby a non-sponsor attempts to capitalize on the popularity/prestige of a property by giving the false impression that it is a sponsor. Often employed by the competitors of a property's official sponsors.

Audio Mention

The mention of a sponsor during a TV or radio broadcast.

Business-to-Business Sponsorship

Programs intended to influence corporate purchase/awareness, as opposed to individual consumers.

Category Exclusivity

The right of a sponsor to be the only company within its product or service category associated with the sponsored property.

Cause Marketing

Promotional strategy that links a company's sales campaign directly to a non-profit organization. Generally includes an offer by the sponsor to make a donation to the cause with purchase of its product or service. Unlike philanthropy, money spent on cause marketing is a business expense, not a donation, and is expected to show a return on investment.

Cosponsors

Sponsors of the same property.

CPM (Cost Per Thousand)

The cost to deliver an ad message to a thousand people.

Cross-Promotions

A joint marketing effort conducted by two or more cosponsors using the sponsored property as the central theme.

Donations

Cash or in-kind gifts that do not include any additional negotiated conditions in return. Synonyms: Philanthropy, Patronage.

Editorial Coverage

Exposure that is generated by media coverage of the sponsored property that includes mention of the sponsor.

Emblem

A graphic symbol unique to a property. Also called a mark.

Escalator

An annual percentage increase built into the sponsorship fee for multi-year contracts. Escalators are typically tied to inflation.

Exclusive Rights

A company pays a premium or provides economic benefit in exchange for the right to be the sole advertised provider, at the most competitive prices, of goods purchased by consumers within Parks & Recreation Department facilities and parks.

Fulfillment

The delivery of benefits promised to the sponsor in the contract.

Hospitality

Hosting key customers, clients, government officials, employees and other VIPs at an event or facility. Usually involves tickets, parking, dining, and other amenities, often in a specially designated area, and may include interaction with athletes.

In-Kind Sponsorship

Payment (full or partial) of sponsorship fee in goods or services rather than cash.

Licensed Merchandise

Goods produced by a manufacturer (the licensee) who has obtained a license to produce and distribute the official Marks on products such as clothing and souvenirs.

Licensee

Manufacturer which has obtained a license to produce and distribute Licensed Merchandise.

Licensing

Right to use a property's logos and terminology on products for retail sale. Note: While a sponsor will typically receive the right to include a property's marks on its packaging and advertising, sponsors are not automatically licensees.

Mark

Any official visual representation of a property, including emblems and mascots.

Mascot

A graphic illustration of a character, usually a cartoon figure, used to promote the identity of a property.

Media Equivalencies

Measuring the exposure value of a sponsorship by adding up all the coverage it generated and calculating what it would have cost to buy a like amount of ad time or space in those outlets based on media rate cards.

Media Sponsor

TV and radio stations, print media and outdoor advertising companies that provide either cash, or more frequently advertising time or space, to a property in exchange for official designation.

Municipal Marketing

Promotional strategy linking a company to community services and activities (sponsorship of parks and recreation programs, libraries, etc.)

Option to Renew

Contractual right to renew a sponsorship on specified terms.

Philanthropy

Support for a non-profit property where no commercial advantage is expected. Synonym: Patronage.

Perimeter Advertising

Stationary advertising around the perimeter of an arena or event site, often reserved for sponsors.

Premiums

Souvenir merchandise, produced to promote a sponsor's involvement with a property (customized with the names/logos of the sponsor and the property).

Presenting Sponsor

The sponsor that has its name presented just below that of the sponsored property. In presenting arrangements, the event/facility name and the sponsor name are not fully integrated since the word(s) "presents" or "presented by" always come between them.

Primary Sponsor

The sponsor paying the largest fee and receiving the most prominent identification (Would be naming rights or title sponsor if sponsored property sold name or title).

Property

A unique, commercially exploitable entity (could be a facility, site, event, or program) Synonyms: sponsee, rightsholder, seller.

Right of First Refusal

Contractual right granting a sponsor the right to match any offer the property receives during a specific period of time in the sponsor's product category.

Selling Rights

The ability of a sponsor to earn back some or all of its sponsorship fee selling its product or service to the property or its attendees or members.

Signage

Banners, billboards, electronic messages, decals, etc., displayed on-site with sponsors ID.

Sole Sponsor

A company that has paid to be the only sponsor of a property.

Sponsee Sponsor Property

A property available for sponsorship.

Sponsor

An entity that pays a property for the right to promote itself and its products or services in association with the property.

Sponsor ID

Visual and audio recognition of sponsor in property's publications and advertising; public-address and on-air broadcast mentions.

Sponsorship

The relationship between a sponsor and a property, in which the sponsor pays a cash or in-kind fee in return for access to the commercial potential associated with the property.

Sponsorship Agency

A firm that specializes in advising on, managing, brokering, or organizing sponsored properties. The agency may be employed by either the sponsor or property.

Sponsorship Fee

Payment made by a sponsor to a property.

Sports Marketing

Promotional strategy linking a company to sports (sponsorship of competitions, teams, leagues, etc.)

Supplier

Official provider of goods or services in exchange for designated recognition. This level is below official sponsor, and the benefits provided are limited accordingly.

Title Sponsor

The sponsor that has its name incorporated into the name of the sponsored property.

Venue Marketing

Promotional strategy linking a sponsor to a physical site (sponsorship of stadiums, arenas, auditoriums, amphitheaters, racetracks, fairgrounds, etc.)

Web Sponsorship

The purchase (in cash or trade) of the right to utilize the commercial potential associated with a site on the World Wide Web, including integrated relationship building and branding.

Appendix J– Sample Park Land Dedication/ Fee-in-lieu Policies

City of Longmont, CO Park Dedication and Impact Fees

14.36.010 Family residential unit defined.

For purposes of this chapter, "family residential unit" includes a one-family dwelling, each dwelling unit of a two-family or multiple-family structure, each space in a trailer park or mobile home park, and any residential facility established as a primary residence for any number of persons, whether or not certain accommodations and services such as food preparation are collectively provided; but excluding commercial residential accommodations for transient or temporary use, or commercial accommodations primarily providing medical care and supervision to persons who are disabled or generally confined to the care facility for medical treatment. (Ord. 0-2002-34 § 1 (part))

14.36.020 Purpose-Payment required at issuance of building permits-Credits.

A. Purpose. The city council finds that the park fee established by this chapter is directly related to the impact created by new residential development within the city. The park investment fee is established to provide funds to pay for the purchase of land and the cost of construction of new neighborhood and community parks necessitated by that new residential development.

B. Fee Imposed. The park improvement fee is imposed on new family residential units at the time a building permit is issued for each unit. The director of community development, or designee, is authorized and directed to collect the fee established by this chapter at the time a complete application for a building permit has been received and approved for each family residential unit.

C. Credits. In the event that any owner dedicates or conveys to the city a portion of any annexation, platted subdivision, trailer park or mobile home park for municipal use, other than as streets, alleys, drainage, utility easements or such other infrastructure required to serve the development, the city council may reduce the park fee in proportion to the value of the land dedicated or conveyed. (Ord. 0-2002-34 § 1 (part))

14.36.025 Park improvement fee calculation Index for automatic annual adjustments.

A. The park improvement fee is comprised of a neighborhood park component and a community park component. It is based on the park standards adopted as part of the Longmont Area Comprehensive Plan and the current costs of acquiring and building those parks. The park fee has been determined using the following formula and baseline 2001 cost figures:

Description	Neighborhood Park	Community Park
Land cost/acre	\$28,000	\$28,000
Xestimated park size in acres remaining to purchase	25	8.8
a. Subtotal	\$700,000	\$246,400
Plus land cost/acre	\$28,000	\$28,000
Xestimated park size in acres in land use amendments	17.1	27.5

b. Subtotal	\$478,800	\$770,000
Plus actual cost outside of average cost	\$13,550	\$13,550
X acres remaining to purchase	11.3	23.9
c. Subtotal	\$153,115	\$323,845
Plus land cost/acre	n/a	\$28,000
X estimated park size in acres in pro-rata share of one-half acre standard		13.7
d. Subtotal		\$383,600
Total land cost component (a+b+c+d)	\$1,331,915	\$1,723,845
Development cost/acre (basic)	\$105,000	\$164,000
X construction cost index	3.78%	3.78%
Updated cost per acre	\$108,969	\$170,199
X actual plus estimated park size in acres	64.7	177.4
e. Subtotal	\$7,050,294	\$30,193,303
Plus development cost/acre	\$108,969	\$170,199
X estimated park size in acres in land use amendments	17.1	27.5
f. Subtotal	\$1,863,370	\$4,680,473
Plus development cost/acre	n/a	170,199
X estimated park size in acres in pro-rata share of one-half acre standard		13.7
g. Subtotal	\$0	\$2,331,726
Basic development cost component		
(e+f+g)	\$8,913,664	\$37,205,502
System Rec. Improvements cost	0	\$4,575,000
Construction cost index	0	3.78%
h. System Rec. Imp. cost component	\$0	\$4,747,935
Construction cost total (a+b)	\$8,913,664	\$41,953,436
X design fee percent of construction cost	9%	10%
i. Cost of design	\$802,230	\$4,195,344
Construction cost total (a+b)	\$8,913,664	\$41,953,436

XAIPP fee percent of construction cost	1%	1%
j. Cost of AIPP contribution	\$89,137	\$419,534
Total development cost component		
(e+f+g+h+i+j)	\$9,805,031	\$46,568,315
Land component	\$1,331,915	\$1,723,845
Development component	9,805,031	46,568,315
Total system wide park	\$11,136,946	\$48,292,160
cost/projected number of residential units	12,592	12,592
Park cost per residential unit	\$884.45	\$3,835.15
Neighborhood Park component		\$ 884.45
+ Community Park component		3,835.15
Total Park Fee		\$4,719.60
Total Adjusted Park Fee	\$4,720 per residential dwelling unit	

B. The community development director shall annually adjust the park fee by applying the engineering news record construction cost index to the development costs used in the formula and recalculating the fee. (Ord. 0-2006-01 § 1)

15.05.040 Open space (including parks and greenways).

A. General Purpose and Intent. These regulations are intended to achieve the following purposes:

1. To preserve open areas, wildlife habitat, water quality, and sensitive natural lands or features;
2. To preserve open areas to maintain Longmont's separate identity;
3. To preserve and enhance the visual quality of entrance corridors to the city;
4. To provide passive and active recreation opportunities; and
5. To provide the community with off-street transportation routes and stormwater drainage maintenance areas, as well as recreational amenities, through the creation of a connected system of greenways.

B. Applicability.

1. General Rule. All new development and subdivisions shall provide for common (private) and public open space according to this section, unless exempt under subsection (B)(2) below.
2. Exemptions.
 - a. One- and two-family residential subdivisions and developments (non-PUD) of less than ten dwelling units are exempt from the common open space provisions of this section, including the requirement for provision of pocket parks.

b. Development on the following streets and blocks in the CBD Zoning District are exempt from the common open space provisions of this section. In lieu of these common open space requirements, urban dwelling units in the CBD Zoning District are subject to the amenity requirements stated in Section 15.04.020(B)(31), "Urban Dwelling Units."

i. Main Street (Highway 287): Both sides of the 200 block, 300 block, 400 block, 500 block, and 600 block.

c. The planning director may reduce or waive the amount of common open space required for development on the following streets and blocks in the CBD Zoning District, based on consideration of the scale of the proposed development and proposed building setbacks:

i. Coffman Street: Both sides of the 200 block, 300 block, 400 block, 500 block, and 600 block.

ii. Kimbark Street: Both sides of the 200 block, 300 and 400 block; west side of the 500 block.

iii. 2nd Avenue: One block east and one block west of Main Street; only north side of the avenue.

iv. 3rd Avenue: Two blocks east and one block west of Main Street; both sides of avenue.

v. 4th, 5th, and 6th Avenues: One block east and one and one-half blocks west of Main Street; both sides of the avenues.

vi. Long Peak Avenue: One block east and one block west of Main Street; south side of the avenue.

d. Planned Unit Developments shall comply with the amount of common open space set-aside requirements stated in Section 15.03.060(E), "Standards of General Applicability (for PUDs)," instead of the amount requirements of Section 15.05.040(C)(1) below. All other public park and common open space requirements (including pocket parks) apply to PUDs.

C. Common Open Space.

1. Minimum Amount Required. Each development shall permanently set aside the minimum amount of common open space shown in Table 15.05-Cbelow for the exclusive use and enjoyment of the development's residents or users. The amount of common open space is in addition to lands reserved or dedicated to the city, or to park improvement fees paid for public parks and other public open space, except that primary and secondary greenways may be counted toward the common open space requirements as stated in subsection (C)(1)(a) below.

a. Subject to the city's approval, primary and secondary greenways developed by the applicant and dedicated to the city may be used to meet up to twenty-five percent of the common open-space set-aside requirement stated in Table 15.05-Cbelow. When part of a residential development, such greenways shall be integrated with other open spaces and pedestrian access within the development.

2. Calculation of Minimum Common Open Space Required.

a. General Rule. Except as otherwise provided in this subsection, the minimum amounts of common open space shown in Table 15.05-Cbelow are calculated by applying the required percentage to the gross land area within the development.

Table 15.05-C

Zoning District	Minimum Common Open Space Required (% of Gross Land Area Devoted to Specified Use)	
	Residential Uses **	Non-Residential Uses
E1	SF= 10% (20% if PUD) [1]	30%
E2	SF = 10% (20% if PUD) [1]	30%
R1	SF = 10% (20% if PUD) [1]	30%
R2	SF = 10% (20% if PUD) [1]; MF = 30%	30%
R3	SF = 10% (20% if PUD) [1]; MF = 30%	30%
MH	20%	30%
RLE	SF = 10% (20% if PUD) [1]; MF = 30%	30%
RMD	SF = 10% (20% if PUD) [1]; MF = 30%	30%
C	MF = 30%	20%
	Urban Dwelling Units Mixed with Non-Residential Use: Total for Development = 20% [2]	
CR	N/A	20%
CBD	SF = 10% (20% if PUD) [1]; MF = 30%; Urban Dwelling Units = 0% on Main Street [2] [3]	20% [3]
BLI	N/A	20%
MI		20%
	Urban Dwelling Units Mixed with Non-Residential Use: Total for Development = 20% [2]	
GI	N/A	20%
P	N/A	20%

Notes to Table 15.05-C:** For purposes of this table only, "SF" includes one- and two-family dwellings only, and "MF" includes three- and four-family dwellings, townhome dwellings, and multi-family dwellings. [1] All non-PUD residential subdivisions and developments are subject to the common open space percentage and the private "pocket park" requirements stated in Section 15.05.040(F) below unless specifically exempted. All PUD residential subdivisions and developments are subject to the common open space requirements stated in Section 15.03.060(E), Standards of General Applicability (for PUDs) and the private "pocket park" requirements stated in Section 15.05.040(F) below. Pocket parks may count toward the total open space percentage requirement for both PUD and non-PUD subdivisions and developments. [2] Urban dwelling units shall provide amenities to residents as stated in Section 15.04.020(B)(31) of this Code. [3] New development

on the CBD blocks specified in subsection (B)(2)(b) of this section is exempt from this requirement (i.e., 0% common open space required). Applicants for new non-residential development on the CBD blocks specified in subsection (B)(2)(c) of this section may request a reduction or waiver from this requirement.

3. Modifications of the Common Open Space Standards. In the case of infill development, redevelopment or change of use where strict compliance with the common open space standards stated above in Table 15.05-C is not possible or practical, the standards may be modified subject to the provisions of Section 15.01.040(B).

D. Public Open Space.

1. Payment of Park Improvement Fee Required. Payment of the park improvement fees stated in LMC, Chapter 14.36, "Park Fund and Lands for Municipal Uses" shall satisfy the public open space requirements for neighborhood and community parks.

2. Waiver of Park Improvement Fee. When a development dedicates a public park, the decision-making body may allow partial credit toward the park improvement fee if it finds that the park satisfies the need to financially contribute towards neighborhood and community parks. The development must contain a dedication or development of a public park that meets the LACP standards and is designated on the LACP to be eligible for such credit. Provision of pocket parks, required in Section 15.05.040(F) below, does not qualify the development for any credit against the park improvement fee.

3. Land Dedication for Greenways. Under LMC Section 13.36.050, "Rights-of-way or Easements for Certain Roadways, Greenways, and Access and Transportation Corridors," the city shall require an applicant to dedicate adequate lands or easements for the development of primary or secondary greenways according to the LACP and city standards.

E. Locational Criteria for All Open Space.

1. Preservation of Natural Areas and Features. An applicant shall give priority to the preservation of significant natural areas and scenic resources on a property through public open space reservation, dedication, or as common open space. The city may use all applicable plans, maps, and reports to determine whether significant natural areas and resources exist on a proposed site that should be protected as open space, with priority being given to the following areas:

- a. Wetlands.
- b. Floodplains.
- c. Lakes, rivers, stream corridors, riparian area.
- d. Wildlife habitat and migration corridors.
- e. Steep slope areas.
- f. Significant stands of mature trees and existing vegetation.
- g. Ridgelines.
- h. Geologic hazard areas (e.g., expansive soils, rockfalls, faulting).
- i. Significant views, especially views of the mountains, visible from public rights-of-way (including greenways) and public parks.

2. Cluster Developments. Clustering of development is encouraged to preserve the maximum area for open space. See Section 15.07.040, "Cluster Lot Subdivisions," which allows a reduction in residential minimum lot area in cluster subdivisions that preserve additional open space.

3. Areas Not Allowed as Part of Common Open Space. The following shall not count towards common open space set-aside requirements:

- a. Private lots or yards in one-family and two-family and townhome developments;
- b. Public or private street rights-of-way, including arterial and collector right-of-way landscaping areas required by this Development Code, except that tree lawn areas located between the curb and sidewalk edge along local streets may be included as part of the common open space (see Section 15.05.060(B)(3), "Incentive for Detached Sidewalks Along Local Streets," below);
- c. Dedicated public open space sites specifically designated on the LACP or other applicable plan, except for developed primary and secondary greenways allowed in subsection (C)(1)(a) above;

- d. Parking areas and driveways;
- e. Land covered by structures;
- f. Designated outdoor storage areas; and
- g. Detention/retention ponds in residential developments, except that detention or retention areas and storm water management structures or facilities may be used to meet open space requirements if such areas or facilities meet the criteria set forth in subsection (G)(6), "Drainage Detention Areas Dedicated to the city or Used as Part of a Pocket Park or Common Open Space," below.

4. Public Open Space Dedications. Lands dedicated for public open space, parks, bike paths, and greenways shall be at locations deemed appropriate by the decision-making body. If a specific site has been designated in the LACP or on any applicable plan for future park, open space, greenway, or bikeway purposes, the plans for development shall show the dedications of land in a location that corresponds to the plan designation. See also LMC Section 13.36.050 regarding right-of-way dedications for primary greenways.

F. Private Pocket Park Requirements. All residential subdivisions and developments of ten or more one-family or two-family dwelling units and twenty or more multi-family dwelling units (including residential planned unit developments) shall provide common open space in "pocket parks." All pocket parks shall be developed and designed according to the following standards and with the design criteria in subsection G, "Design Criteria for Parks and Open Space," of this section. If there is a conflict between the standards stated in this subsection F and the design criteria in subsection G of this section, the criteria in this subsection F shall apply.

1. Amount Required.

- a. One acre for every one hundred one-family and two-family dwelling units and fraction thereof, shall be developed for pocket parks. For example, a development of one hundred twenty-five one-family dwelling units shall provide one and one-quarter acres for pocket parks. One acre for every two hundred other types of dwelling units and fraction thereof, shall be developed for pocket parks. In lieu of providing pocket park(s) for other types of dwelling units in developments of fewer than twenty-five dwelling units, the decision-making body may approve alternative amenities (such as play equipment, play courts, or other active or passive amenities) in exchange for a reduction or waiver of the pocket park requirement.
- b. Drainage detention ponds meeting the requirements of Section 15.05.040(G)(6) below may comprise up to fifty percent of a pocket park provided the entire pocket park, including the detention area, meets the landscaping standards stated in subsection (F)(4) below.
- c. Primary and secondary greenways and arterial or collector right-of-way landscaping areas shall not be included within a pocket park.

2. Size of Pocket Park. Pocket parks shall be a minimum of one-half acre for developments of fifty or more one-family and two-family dwelling units, and one-quarter acre for developments of fifty or more other types of dwelling units). For developments less than fifty dwelling units, the decision-making body shall determine the appropriate size of the pocket park(s).

3. Location and Access.

- a. Pocket parks shall be centrally located and accessible to the lots and dwellings they are intended to serve and for one-family and two-family lots shall front on a local or collector street with at least three hundred feet of continuous frontage, unless the decision-making body determines there is a more desirable location for the pocket park that is equally accessible to the served lots or the size of the pocket park cannot meet the minimum street frontage requirements.
- b. Access to a pocket park shall be a minimum of twenty feet wide where access is from other than street frontage, unless the decision-making body determines there is adequate access provided with less than twenty feet.

4. Amenities and Landscaping Required.

- a. Wherever feasible, pocket parks shall contain recreational amenities such as playgrounds, tot lots, picnic areas, game courts and playing fields, swimming pools, dog parks, and similar facilities.
- b. Pocket parks shall be landscaped according to Section 15.05.090(C) below.

5. Fences and Walls on Perimeter. Where pocket parks are bordered predominantly by private rear or side yards, only fences with a maximum height of forty-eight inches may be constructed on the common boundary with the pocket park.

G. Design Criteria for Parks and Open Space. Land reserved, dedicated, or set aside for public and common open space shall meet the following design criteria, as relevant:

1. Connectivity Required. To the maximum extent practicable, open space shall connect with the following land uses located within or adjacent to the development:

- a. Public parks or greenways;
- b. School sites;
- c. Other open space;
- d. Local and regional trails;
- e. Shopping and activity centers; and
- f. Employment centers.

2. Compact and Contiguous.

- a. Park and open space land shall be compact, regularly shaped, and contiguous unless the land is used as a continuation of an existing greenway, trail, or other linear park, or unless specific topographic features require a different configuration. An example of such topographic features would be the provision of open space along a creek.
- b. Wherever possible, public parks should be regularly shaped, with a minimum dimension of three hundred feet.

3. Accessible to Residents.

- a. Parks and open space shall be reasonably accessible to all of the residents of the development.
- b. To the maximum extent practicable, private lots should not be immediately adjacent to a public park or open space, but should be separated from the park/open space by public streets.
- c. Access to open space shall be a minimum of twenty feet wide, unless the decision-making body determines there is adequate access provided with less than twenty feet.

4. Recreational Facilities. Recreational facilities constructed in parks and open space shall comply with current recommendations of the National Recreation and Parks Association and all applicable city standards.

5. Landscaping and Fences/Walls on Perimeter.

- a. A landscape plan meeting all the requirements in Section 15.05.090 is required for all common open space, with the exception of areas that the city determines should be left in their natural or existing condition due to those areas' natural beauty or uniqueness. Existing (non-prohibited) trees and vegetation shall be preserved wherever practicable (see Section 15.05.090(H)(3), "Preservation of Existing Trees and Vegetation").
- b. Private rear or side yard fences bordering parks or open space shall be no higher than forty-eight inches.

6. Drainage Detention Areas Dedicated to the City or Used as Part of a Pocket Park or Common Open Space.

- a. If a proposal is made to dedicate a detention area to the city, the city shall determine if the detention area serves the public interest. Public interest shall be based on ease of maintenance, potential use of the area for open space or recreation uses by the public, whether the area would complement the city's park or greenway system, and/or whether the applicant shall provide cash escrow for ongoing maintenance of the facility.
- b. A detention area dedicated to the city or proposed to be part of a pocket park or common open space area,

regardless of ownership or maintenance, shall comply with the following standards:

- i. Slopes shall comply with city standards, but in no case shall exceed a slope of 6:1, unless the decision-making body approves an alternative design that facilitates use of the detention area as public space or common open space.
- ii. If it is to be counted as common open space, at least ninety percent of the total detention area must be useable for active or passive recreation.
- iii. Adequate access shall be provided to the detention area for pedestrians, the physically disabled, and for maintenance equipment.
- iv. Adequate space shall be provided at the bottom of the detention area to allow for recreational use. Drainage structures shall be designed and located to facilitate the maximum use of the detention area for recreational use and to provide a safe environment for users.
- v. Landscaping shall be provided according to Section 15.05.090(G)(7), "Drainage Detention Areas Dedicated to the City or Used as Part of a Pocket Park or Common Open Space."

c. Amenities such as benches, play equipment, game courts and playing fields appropriate to the size and location of the detention pond shall be required and based on proposed/existing adjacent uses unless the detention pond location or design shall not reasonably accommodate the amenities. The applicant shall be responsible for installing all amenities per city standards.

H. Design Criteria for Greenways.

1. Primary Greenways.

- a. Dedicated primary greenways shall be a minimum of one hundred feet wide when the greenway contains a ditch (or a minimum width of fifty feet on both sides measured from the ditch centerline), and a minimum of fifty feet wide where no ditch is present. The width of the greenway on both sides of the St. Vrain River shall be a minimum of one hundred feet from the ordinary high-water mark.
- b. A concrete bike path per city standards shall be provided along the length of the primary greenway. As necessary to connect to adjacent primary greenway bike paths, a ten-foot-wide (inside clearance) bridge as per city standards or, as appropriate and for arterial street crossings, a box culvert of sufficient width and height to accommodate the bike path shall be required per city standards. All bike path and bike-crossing construction shall comply with Section 15.05.030, "Habitat and Species Protection."
- c. A fence no higher than forty-eight inches may be constructed on each side of the greenway.
- d. Signage, trash receptacles, floodgates, and other miscellaneous requirements shall comply with city standards.

2. Secondary Greenways.

- a. Secondary greenways shall provide connections between residential neighborhoods and parks, open space, commercial and work places, and primary greenways per city standards.
- b. Secondary greenways shall be between ten and twenty feet wide, depending on design, with a minimum eight-foot-wide concrete bike path. Patterned concrete shall be used on the side of the bike path where landscaping is not installed.
- c. A fence no higher than forty-eight inches may be constructed on each side of the greenway.

3. Landscaping. Greenways shall be landscaped according to the standards in Section 15.05.090(G) below.

4. Slopes. Slopes within greenways shall comply with city standards.

5. Greenways Containing Ditches/Utilities. All greenway plans in areas containing ditches or utilities shall obtain written approval from the ditch company or utility prior to city final approval.

6. Greenways in Wetland Areas. An applicant shall obtain a permit from the U.S. Corps of Engineers and provide documentation to the city of that procedure in all areas containing existing wetlands under the

jurisdiction of the corps, and where impacts from a proposed greenway shall exceed maximum allowances per those regulations. The applicant shall address all federal permit requirements and obtain acceptance of any required mitigation areas prior to city acceptance of the greenway for maintenance. Moreover, the city may require additional greenway width as a condition of development approval if necessary to mitigate any adverse impacts on the wetlands.

7. Roadway Intersections.

- a. The applicant shall construct grade-separated under/overpasses where primary greenways intersect at arterial streets, unless the city determines that such grade separated facilities are not feasible or needed.
- b. The city may require the applicant to construct grade-separated under/overpasses along primary greenways at non-arterial street, railroad, and other intersections when the city determines a grade-separated crossing is necessary for public safety.
- c. In addition to grade-separated under/overpasses, as applicable, the applicant shall connect greenway bike paths to existing and planned bike paths, and to sidewalks and bike lanes along public streets.
- d. The applicant shall install appropriate warning signs, per city standards, where a primary greenway intersects a public street at grade.

8. Other Applicable Standards. Greenways shall be designed and installed according to the LACP and adopted city standards.

I. Provisions for Ownership. All park and open space land shall be utilized only for passive or active recreation or for conservation purposes, shall be reserved as parks or open space in a manner satisfactory to the city, and shall be either:

1. Dedicated to or purchased by the city, subject to the city's acceptance
2. Owned jointly or in common by the property owners
3. Subject to a conservation easement or other, similar deed restriction
4. Owned by a non-profit land trust or similar organization approved by the city

J. Maintenance. The owner(s) of the development property shall be responsible for maintenance of all parks and open space, including pocket parks, unless dedicated to the city or unless an agreement to maintain is executed with the city. See Section 15.05.210(D), "Control of Common Open Space and Other Private On-Site Improvements," for standards regarding maintenance of common open space and other community facilities. (Ord. 0-2006-70 § 5; Ord. 0-2003-06 §§ 13; Ord. 0-2003-05 § 17; Ord. 0-2001-78 § 1 (part)).



CITY COUNCIL AGENDA ITEM

MEETING DATE: November 19, 2007

AGENDA ITEM TITLE: Parks, Trails and Open Space Ordinance – An ordinance of the City Council of the City of Salida, Colorado, repealing and replacing the open space requirements of subdivisions and planned developments of the Land Use Code with associated updates to definitions and application requirements.

PRESENTED BY: Dara MacDonald, City Planner

AGENDA SECTION: New Business

REQUEST:

Upon application and further review of the existing open space requirements of the subdivision and planned development code in late 2006 and early 2007, the Planning Commission determined that the code needed to be updated. The goals of the update were to clarify the intent of the requirements as well as reexamine the amount of land area being required for dedication and calculation of the fees collected in lieu of land dedication.

The Planning Commission has discussed the proposed code changes on May 8, June 12, August 27, September 24, October 10 and October 22, 2007. The Commission has reviewed similar ordinances from other Colorado communities for ideas of how to craft appropriate language that satisfies the goals of the community in requiring parks, trails and open space as part of new development in the City. Specifically the Commission reviewed ordinances from Rifle, Montrose, Alamosa, Eagle, Steamboat Springs and Pagosa Springs.

The Commission has also reviewed the document entitled State of Colorado, Small Community Park and Recreation Planning Standards prepared for the State of Colorado by RPI Consulting, Inc. in 2003. This study has been provided to the City Council for reference. In addition the City's land use attorney has reviewed the proposed ordinance and is comfortable with the proposed changes. The Planning Commission recommended adoption of this ordinance at their meeting on October 22, 2007. This memo and the attached ordinance present the proposed changes.

PROJECT DESCRIPTION:

The attached ordinance includes repealing and replacing the existing regulations regarding dedication of open space for subdivisions and planned developments as well as updates to definitions and application requirements. The City Council should review the attached ordinance and recommend changes and further review, adoption or adoption with conditions.

The amount of area that should be required for dedication or fee in lieu has been the subject of much discussion. The park and recreation planning standards report found that for small

communities parks should be provided in the amount of 14 acres per 1,000 residents. After examination of what we have required from subdivisions in the past, the Commission has determined that 8 acres per 1,000 residents is a reasonable amount to require which should allow for good neighborhoods while not being overly burdensome for developers. When considering an average of 2.5 people per household, this translates into a requirement of 0.02 acres per residential unit.

The Commission has further determined that nonresidential projects have an indirect impact on parks, trails and open space through use by their employees and customers who may reside outside of the municipal boundary. In addition, parks can be an added benefit to commercial development through providing a place for employees and customers to enjoy the outdoors on their site. To further meet this purpose, the definition of parks has been modified to include public gathering spaces such as plazas or other features that could be integrated into and benefit a commercial development.

The City is experiencing a renewed interest in infill development. This type of development does bring more people into the municipality and does maximize the number of units that can be created on a lot thereby decreasing outdoor area on lots and increasing the intensity of use in parks as well as the overall number of users. Given the small size of many subdivisions within the city limits, it may not be appropriate or desirable to require an onsite dedication of land. The option of requiring a fee in lieu be paid rather than a dedication of land is one that we expect to see quite regularly with smaller projects and the ordinance has been crafted so that the City has the opportunity to require the fee rather than the land dedication in these cases.

The fee will have to be determined by resolution of the City Council. Staff will propose an appropriate amount for this fee based on the recent sales price of vacant land in the area. This fee should have an annual set increase so that the amount increases annually to keep pace with rising land costs. The money collected through this program may be used for land acquisition as well as capital improvements, but not for maintenance.

Ongoing maintenance of parks, trails and open space is a challenge for the City. In recognition of this, the ordinance allows the City to require that the landowner or association may be required to not only handle initial construction of the facility but also be responsible for ongoing maintenance. The expectation is that maintenance of neighborhood type parks should likely be the responsibility of the subdivision, where the City might take on a large park that was more city-wide or regional in nature.

PROPOSED CHANGES:

1. **Definitions.** Definitions of **dedication, fees in lieu of dedication, designation, easement and trail** have been added and the definitions of **open space and park** have been updated. These definitions have been proposed to clarify what is meant by the use of each of these terms in the proposed ordinance in simple and straightforward language. After Commission discussion about trying to incorporate plazas or other features into what may be allowed as dedicated space, the definition of park has been modified slightly to permit this type of use – “gathering spaces” – as well as community agriculture which is something we had discussed as a permissible use when reviewing the Vandaveer ODP.

2. Major Planned Developments. The purpose of this section is to incorporate the proposed new requirements for parks, trails and open space into the standards for major planned developments. The requirements are essentially the same as those for minor and major subdivisions. These requirements are discussed in further detail under #8 below. Following Commission discussion, the fee in lieu alternative was made more prominent in this section as well as under #8 below. In addition, drainage areas were removed from the acceptable areas. One thought on that issue is that often in “green” subdivision design the drainage areas are very much useable outdoor space and we may want to allow for that.
3. Submittal Requirements for Overall Development Plans - Graphic. This proposed change clarifies the application requirements for graphic depiction of parks, open space and trails in a submittal of an overall development plan application.
4. Submittal Requirements for Overall Development Plans - Written. This proposed change clarifies the application requirements for a written statement concerning proposed ownership, improvements and maintenance in a submittal of an overall development plan application.
5. Submittal Requirements for Final Development Plans - Written. This proposed change clarifies the application requirements for a written statement concerning the proposed parks, trails and open space including staging, integration with surrounding developments, total amount provided and proposed ownership, improvements and maintenance in a submittal of an overall development plan application. Section “c” would require copies of any proposed covenants, easements, design standards or other documents regarding parks, trails and open space.
6. Submittal Requirements for Final Development Plans - Graphic. This section would require that a landscape plan be submitted that includes all treatments, materials, design and improvements for parking lots, parks, trails and open spaces included in the project.
7. Preliminary Plat Submittal Requirements. In this proposed change the preliminary plat requirements would be amended to specify the requirement to provide a plan for parks, trails and/or open space in a subdivision. If a fee in lieu of dedication is proposed, the applicants would be required to provide detailed information regarding those fees at this time.
8. Subdivision Review Standards. The first part of this section identifies the purpose of the regulations. Subsection “a” sets out the amount of land required for dedication. Staff has attached some summaries of how this proposed amount of dedication would apply to some recent subdivisions in Salida. This section further states that the expectation is that all required dedications will be fee simple dedication of ownership to the City unless the Planning Commission determines that the specific situation warrants a designation or easement instead of dedication.

Subsection “b” sets out the parameters for the provision of a fee in lieu of land dedication. It places the determination of whether a fee in lieu of dedication is

appropriate at the discretion of the City, not the applicant. The fee will need to be determined by resolution of the City Council from time to time and should be linked to the current value of land within our community. Money collected in lieu of land dedication should then be used for land acquisition or improvement of parks, trails and open spaces in the City. While the City would generally prefer that the full fee be collected at the time of recording of final plat, the ordinance does allow for the fee to be collected at the time of building permit if the Council determines that extraordinary circumstances exist.

Subsection “c” allows for a relaxation of the strict application of the dedication requirements if it is determined that the land offered for dedication is particularly desirable or fulfills a unique public purpose. Examples of such a situation would be public access to a waterway or creation of an important trail connection.

Subsection “d” allows for the City to consider the dedication of land on a site elsewhere in the community instead of within the proposed subdivision. Subsection “e” sets forth that the City may require that the park, trail or open space required in the subdivision will be maintained by the owner or property owners association associated with the proposed subdivision. The intent is that the public will continue to be provided with access to parks, trails and open spaces to meet the needs of a growing community but that the ongoing maintenance of these lands and facilities may be provided by the owners that the amenity benefits the most because they are most immediate to the park, trail or open space. This subsection goes on to explain that some lands may not be acceptable for dedication under these requirements.

Subsection “f” emphasizes the importance of lands identified for parks, trails and open spaces in long-range planning documents adopted by the City and clarifies that dedication of these lands would be credited towards the required area of dedication. Subsection “g” clarifies that required land for parks trails and open space does not count towards the landscape area otherwise required for each lot in the subdivision.

REVIEW STANDARDS FOR TEXT AMENDMENTS (Section 16-13-50) – An application for an amendment to the text of the Land Use Code shall comply with the following standards:

- (1) Consistency with Purposes. The proposed amendment shall be consistent with the purposes of the Land Use Code.
 - The five general purposes of the Land Use Code are to establish development standards, protect quality of life, establish review process, provide for orderly development of the City and conserve property values. The proposed amendment creates requirements for the dedication of land (or fee in lieu of dedication) as part of subdivisions or planned developments in the City. New development and population growth in the City creates additional pressure on existing parks, trails and open space. For growth to occur in an orderly fashion, adequate provision must be made to provide parks, trails and open space for recreation to meet the needs of the growing population. The cost of these new parks, trails and open spaces should be borne by those that are creating the

demand for the facilities. By requiring that this important community need be met as part of new development the City is providing for orderly development, protecting the quality of life the community and helping to conserve property values for all members of the community.

- (2) No Conflict with Other Provisions. The proposed amendment shall not conflict with any other applicable provisions of this Chapter, or shall repeal or amend provisions of this Chapter which are inconsistent, unreasonable or out-of-date.
 - The proposed ordinance does not conflict with other provisions of the code and repeals or modifies some inconsistent items.
- (3) Consistency with Comprehensive Plan. The proposed amendment shall be consistent with the Comprehensive Plan, shall implement a new portion of the Comprehensive Plan or shall implement portions of the Comprehensive Plan which have proven difficult to achieve under the existing provisions of the Land Use Code.
 - On page 8 of the Comprehensive Plan there is a statement that the open space and recreation facilities in the Salida area “lack connectivity with each other and are not tied to the residential neighborhoods in the community”. The proposed ordinance emphasizes the importance of trail connections in the community by providing for a reduction in the amount of land dedication required in cases where an important trail connection is made.
 - Issuc #8 – Protection and Use of Natural Resource Areas has a guiding principle that states the City should seek to “limit impacts from new development on wetlands, water resources, and wildlife corridors”. The proposed code would allow important natural resource area such as wetlands and flood plains to be included in land required for dedication.
 - Page 27, page 29 and page 32 of the Comprehensive Plan all have discussion of where parks and trails should be located in the City. This discussion should be considered by the Planning Commission in determining the type of land dedication that a subdivision should provide and in whether the development would be better served by providing a fee in lieu of dedication.
- (4) Public Health, Safety and Welfare. The proposed amendment shall preserve the public health, safety, general welfare and environment and contribute to the orderly development of the City.
 - This amendment protects public health, safety, general welfare and the environment by providing reasonable requirements for the provision of parks, trails and open spaces to meet the demands generated by new subdivisions and planned developments. The provision of areas for active and passive recreation, non-motorized transportation and protection of natural wetlands and flood plains are all important for protecting the health and safety of the public and the environment.

AGENCY COMMENTS

The proposed changes have been reviewed by the City Land Use Attorney and relevant department heads.

PUBLIC COMMENTS

No written public comments have been received with regard to this ordinance. Several members of the community have participated in discussions of this ordinance at work sessions as well as at public hearings.

REQUIRED ACTION

City Council:

Approval, denial, or approval with conditions for the first reading of an ordinance repealing and replacing the open space requirements of subdivisions and planned developments of the Land Use Code with associated updates to definitions and application requirements.

Approval, denial, or approval with conditions for the second reading of an ordinance repealing and replacing the open space requirements of subdivisions and planned developments of the Land Use Code with associated updates to definitions and application requirements.

STAFF RECOMMENDATION

Recommended Findings

1. That the proposal amending Chapter 16, Land Use and Development, of the Salida Municipal Code is in general conformance with the Salida Comprehensive Plan and meets the review standards for text amendments.

Recommended Action

Based on the above findings, staff recommends that the City Council approve the proposed ordinance repealing and replacing the open space requirements of subdivisions and planned developments of the Land Use Code with associated updates to definitions and application requirements.

ACTION:

A Council person should make a motion “to approve Ordinance ___, an ordinance of the City Council of the City of Salida, Colorado, repealing and replacing the open space requirements of subdivisions and planned developments of the Land Use Code with associated updates to definitions and application requirements, setting a public hearing date of December 3, 2007 and ordering the ordinance to be published in full.”

Followed by a second and then roll call and vote.

Attachments: Ordinance

Examples of the proposed standards applied to existing subdivisions

Comparison of Proposed Land Dedication Requirements

October 22, 2007

Cottonwood Green

Zoning	Subdivision total acres	Open Space Provided	# of Units Approved	0.025 acres per unit	0.02 acres per unit	0.0175 acres per unit
R-2	13.14	1.19 acres	56	1.40	1.12	0.98
			# of Units Allowed			
			183	4.58	3.66	3.20
				20% of site	15% of site	10% of site
				2.63	1.97	1.31

Trailside Estates

Zoning	Subdivision total acres	Open Space Provided	# of Units Approved	0.025 acres per unit	0.02 acres per unit	0.0175 acres per unit
R-2	17	1.59 acres	69	1.73	1.38	1.21
			# of Units Allowed			
			236	5.90	4.72	4.13
				20% of site	15% of site	10% of site
				3.40	2.55	1.70

Starbuck Dairy - Residential

Zoning	Subdivision total acres	Open Space Provided	# of Units Approved	0.025 acres per unit	0.02 acres per unit	0.0175 acres per unit
PUD	10.7	1.41 acres includes 1.03 offsite trail	54	1.35	1.08	0.95
			# of Units Allowed			
			149	3.73	2.98	2.61
				20% of site	15% of site	10% of site
				2.14	1.61	1.07

ORDINANCE 2007 – __

AN ORDINANCE OF THE CITY COUNCIL OF THE CITY OF SALIDA, COLORADO, REPEALING AND REPLACING THE OPEN SPACE REQUIREMENTS OF SUBDIVISIONS AND PLANNED DEVELOPMENTS OF THE LAND USE CODE WITH ASSOCIATED UPDATES TO DEFINITIONS AND APPLICATION REQUIREMENTS

WHEREAS, the Salida Municipal Code currently includes, as Chapter 16, Land Use and Development; and

WHEREAS, the subdivision and development of property within the City's jurisdiction has a significant impact on the public health, safety and welfare; and

WHEREAS, the City has a legitimate interest in ensuring adequate parks, trails and open spaces are provided to meet the needs of a growing population; and

WHEREAS, RPI Consultants, Inc. prepared a report entitled "State of Colorado Small Community Park and Recreation Standards, 2003" that analyzed the park requirements for cities such as Salida, Colorado (the "RPI Report"); and

WHEREAS, using the data provided in the RPI Report, the City staff and Planning Commission calculated that the parkland acreage requirement for Salida is 8 acres per 1,000 persons and the Planning Commission at its October 22, 2007 meeting recommended to the City Council that it amend the Salida Municipal Code accordingly; and

WHEREAS, people living outside of the municipality will work and shop in commercial developments and, along with their families, will recreate in municipal parks, trails and open space and have an impact on those municipal facilities therefore commercial development should bear some burden for contributing to creation and improvement of parks, trails and open space; and

WHEREAS, authority for land dedications at the municipal level may be construed from Colorado State Statutes 24-67, 29-20 and 31-23; and

WHEREAS, the City has found that it is appropriate that new development should bear the burden of ensuring such parks, trails and open spaces are available to meet the needs of the growth they are facilitating within the community; and

WHEREAS, the City has found that there is an intrinsic value in providing parks, trails and open spaces that are available to all citizens of the community; and

WHEREAS, the provision of parks, trails and/or open spaces on-site may not be appropriate for all subdivisions and planned developments so the City has allowed for a fee-in-lieu to be paid rather than providing such spaces on-site; and

WHEREAS, although it is considered appropriate for the land for parks, trails and open spaces to be dedicated in fee-simple to the City, the maintenance of such spaces will often be the burden of the property owners within the subdivision or planned development who are the primary users of such spaces; and

WHEREAS, the City Council has found that the ordinance complies with Section 16-13-50, Review Standards for Text Amendments, because it is consistent with the purposes of the land use code

and the comprehensive plan, that the ordinance is consistent with other provisions of the code and preserves the public health, safety, general welfare and environment and contributes to the orderly development of the City; and

WHEREAS, the City Council of the City of Salida, Colorado, after public hearing, desires to implement the revisions to the parks, trails and open space dedication requirements for the City of Salida.

NOW, THEREFORE, BE IT ORDAINED BY THE CITY COUNCIL FOR THE CITY OF SALIDA, COLORADO:

Section 1: That the Section 16-1-80 of the Code, concerning definitions, is hereby amended to remove the definitions of open space and park and replace them with the following definitions and create new definitions for dedication, fees in lieu of dedication, designation, easement, and trails and read as follows:

Dedication means the intentional transfer of private property to public ownership upon written acceptance by the city for any general or public purpose. Such dedications may be a requirement of annexation, subdivision or development approval and may include land for streets, utilities, community facilities, parks, trails or open spaces.

Dedication, fees in lieu of means payments in cash that may be required of an owner or developer as an alternative to dedication of land or physical improvements.

Designation means the denotation or identification of an area of land for a specific purpose such as privately accessible open space or park. Designation of land as part of an annexation, subdivision or development approval may be appropriate as determined by the Planning Commission rather than dedication of land to the City.

Easement means a grant of one or more of the property rights by the property owner to and/or for use by the public, a corporation, or another person or entity. Easements are generally granted for a stated purpose including but not limited to access, placement of utilities or construction and maintenance of trails.

Open space means any parcel or area of land or water, essentially unimproved and set aside for public use, enjoyment or benefit.

Park means an area open to the public and reserved for gathering spaces, community agriculture and recreational, educational, cultural or aesthetic purposes. Parks may include public facilities or other community buildings and uses such as the Salida SteamPlant or Salida Hot Springs Aquatic Center.

Trail means a pathway designed for and used by the public for non-motorized recreation and transportation. A trail may include amenities such as parking areas, benches, restrooms and signage.

Section 2: That the Section 16-13-90(b)(2), Evaluation Standards for Major Planned Developments, Open Space, shall be repealed and replaced as follows:

(2) Parks, Trails and Open Space. Each major planned development shall dedicate and develop land or pay a fee in lieu for the purpose of providing active parks, open space, passive recreation facilities and/or recreation trails or other public purposes as determined by the planning commission for the benefit of those who occupy the property and made accessible to the public. The intent of this regulation is to ensure that a comprehensive, integrated network of parks, trails and open spaces are developed and preserved as the community grows.

- a. **Dedication Requirement.** Land for parks, trails and open space shall be dedicated in the ratio of 0.02 acres per residential unit of the proposed development. When a development plan has not been determined for the property, the number of units shall be assumed as the maximum density permitted on the site. For non-residential developments a minimum of eight (8) percent of the total land area of the tract being considered shall be dedicated for parks, trails and/or open space. When a mix of residential and non-residential uses is proposed on the site, the planning commission shall determine the reasonable balance between the residential and non-residential requirements for land dedication based on the above ratios. All areas dedicated for parks, trails and open space must be shown on the plat. All dedications of land as required under this section shall be dedicated in fee simple to the City as a condition of approval unless the planning commission determines that the specific situation warrants consideration of an easement or designation rather than dedication.
- b. **Fee in Lieu.** For those planned developments where the dedication of land for parks, trails or open space is not practicable, such as developments involving inappropriate location, impractical geography, small land area or few lots, the City may require, in its discretion, a cash fee in lieu of dedication based upon Salida land values. The City Council shall set an in lieu fee schedule from time to time by resolution. When possible, the requirement for cash in lieu of dedication shall be noted as a plat note on the final plat of the subdivision. Moneys collected in lieu of dedication of land for parks, trails or open space shall be collected at time of approval of the final development plan and placed into a City park development fund to be earmarked for future acquisition or improvement of parks, trails, or open space.
- c. If the planning commission finds that the land proposed for dedication is an extraordinary contribution that meets a unique or highly desired purpose of the community, the commission may reduce the overall dedication requirement as appropriate. Examples of extraordinary contributions may include public access to a waterway or important trail connections.
- d. **Dedication at alternate site.** In lieu of dedicating land within the planned development, the applicant may dedicate an alternate parcel of land to the City, consisting of the same number of acres in another area if, the planning commission determines it is capable of use for recreational purposes and will serve the proposed development.
- e. When a land dedication, designation or easement is accepted by the City, the City Council shall have full discretion to require the applicant or assigns to provide construction and/or maintenance of the park, trail or open space. Land for public use must be suitable for the type of development and/or use for which it is intended. Excessively steep land, land for utility easements or other types of unsuitable land may not be accepted as determined by the planning commission. Lands including flood plains, waterways and wetlands may be accepted.
- f. Whenever a planned development includes land or areas identified in the Parks, Trails, Recreation and Open Space Plan, Comprehensive Plan or any other adopted community plan for the installation of, or connection to any part of a park, trail or open space, such land or areas shall be dedicated to the City and such dedication shall be credited against any required land dedication.
- g. Lands for parks, trails or open space will not be counted towards the landscape area required for each lot in the planned development.

Section 3: That Section 16-13-100(b)(4), General Submittal and Processing Requirements – Overall Development Plan, concerning the information required in application submittals shall be amended and

read as follows:

(4) Total land area and proposed location and amount of land for parks, trails and/or open spaces. If land is not to be provided on site, the applicant must provide detailed information on how the parks, trails and open space requirement is to be met.

Section 4: That Section 16-13-100(c)(4), General Submittal and Processing Requirements – Overall Development Plan, concerning the information required in application submittals shall be amended and read as follows:

(4) A statement of proposed ownership, improvements and maintenance of parks, trails and open space.

Section 5: That Section 16-13-140(a)(4)b and c, General Submittal and Processing Requirements – Final Development Plan, concerning the information required in application submittals shall be amended and read as follows:

b. A description of the proposed parks, trail and/or open spaces to be provided at each stage of development; an explanation of how such parks, trails and/or open spaces shall be coordinated with surrounding developments; total amount of land for parks, trails and/or open spaces; a statement explaining anticipated legal treatment of ownership, construction of improvements and maintenance of parks, trails and/or open spaces. If a fee in lieu of dedication is required a complete explanation of the calculation of the fee shall be provided.

c. Copies of proposed final covenants, declarations, architectural design standards, grant of easements or other restrictions to be imposed on the use of the land, including parks, trails and open space, buildings and other structures within the development.

Section 6: That Section 16-13-140(a)(5)b, General Submittal and Processing Requirements – Final Development Plan, concerning the information required in application submittals shall be amended and read as follows:

b. A landscape plan indicating the treatment, materials, design and improvements for parking lots, parks, trails, open spaces, and a revegetation plan showing treatment of disturbed areas.

Section 7: That Section 16-14-60(b)n, Preliminary Plat Review, concerning application contents, is hereby repealed and replaced in its entirety as follows:

n. Parks, trails and open space plan. A preliminary site plan for parks, trails and/or open space meeting the requirements of Section 16-14-80(8) below. If an alternate site dedication or fee in lieu of dedication is proposed detailed information about the proposal shall be submitted.

Section 8: That Section 16-14-80(8), Subdivision Review Standards, concerning the requirements for provision of parks, trails and open space, is hereby repealed and replaced in its entirety as follows:

(8) Parks, Trails and Open Space. Each subdivision, minor or major, or condominium project with five

(5) units or more shall dedicate and develop land or pay a fee in lieu for the purpose of providing active parks, open space, passive recreation facilities and/or recreation trails or other public purposes as determined by the planning commission for the benefit of those who occupy the property and made accessible to the public. The intent of this regulation is to ensure that a comprehensive, integrated network of parks, trails and open spaces are developed and preserved as the community grows.

- a. **Dedication Requirement.** Land for parks, trails and open space shall be dedicated in the ratio of 0.02 acres per residential unit of the proposed subdivision. When a development plan has not been determined for the property, the number of units shall be assumed as the maximum density permitted on the site. For non-residential developments a minimum of eight (8) percent of the total land area of the tract being subdivided shall be dedicated for parks, trails and/or open space. When a mix of residential and non-residential uses is proposed on the site, the planning commission shall determine the reasonable balance between the residential and non-residential requirements for land dedication based on the above ratios. All areas dedicated for parks, trails and open space must be shown on the plat. All dedications of land as required under this section shall be dedicated in fee simple to the City as a condition of approval unless the planning commission determines that the specific situation warrants consideration of an easement or designation rather than dedication.
- b. **Fee in Lieu.** For those subdivisions where the dedication of land for parks, trails or open space is not practicable, such as developments involving inappropriate location, impractical geography, small land area or few lots, the City may require, in its discretion, a cash fee in lieu of dedication based upon Salida land values. The City Council shall set an in lieu fee schedule from time to time by resolution. When possible, the requirement for cash in lieu of dedication shall be noted as a plat note on the final plat of the subdivision. Moneys collected in lieu of dedication of land for parks, trails or open space shall be collected at time of approval of the final plat and placed into a City park development fund to be earmarked for future acquisition or improvement of parks, trails, or open space.

In extraordinary circumstances, the City Council may authorize the deferral of the payment of cash in lieu of dedication as required by this Section. In such event, the owner of the property shall agree with the City, in such form as shall be acceptable to the City Council, to pay such sums at the time of issuance of any building permit upon the property. Notice shall be given of such deferred payment by the recording of a first mortgage or other security instrument with the County Clerk and Recorder. In no event, however, shall the deferral of any dedication fee required by this Section extend for a period of greater than five (5) years from the date it would otherwise be payable. The developer shall agree to pay the higher of the dedication fee calculated in accordance with this Section at the time originally owed or at the time actually paid.

- c. If the planning commission finds that the land proposed for dedication is an extraordinary contribution that meets a unique or highly desired purpose of the community, the commission may reduce the overall dedication requirement as appropriate. Examples of extraordinary contributions may include public access to a waterway or important trail connections.
- d. **Dedication at alternate site.** In lieu of dedicating land within the subdivision, the applicant may dedicate an alternate parcel of land to the City, consisting of the same number of acres in another area if, the planning commission determines it is capable of use for recreational purposes and will serve the proposed development.
- e. When a land dedication, designation or easement is accepted by the City, the City Council shall have full discretion to require the applicant or assigns to provide construction and/or maintenance of the park, trail or open space. Land for public use must be suitable for the type of development

and/or use for which it is intended. Excessively steep land, land for utility easements or other types of unsuitable land may not be accepted as determined by the planning commission. Lands including flood plains, waterways and wetlands may be accepted.

- f. Whenever a subdivision includes land or areas identified in the Parks, Trails, Recreation and Open Space Plan, Comprehensive Plan or any other adopted community plan for the installation of, or connection to any part of a park, trail or open space, such land or areas shall be dedicated to the City and such dedication shall be credited against any required land dedication.
- g. Lands for parks, trails or open space will not be counted towards the landscape area required for each lot in the subdivision.

Section 9: Repeal. Existing or parts of ordinances covering the same matters as embraced in this ordinance are hereby repealed and any and all ordinances or parts of ordinances in conflict with the provisions of this ordinance are hereby repealed provided, however, that the repeal of any ordinance or parts of ordinances of the City of Salida shall not revive any other section of any ordinance or ordinances hereto before repealed or superseded and further provided that this repeal shall not affect or prevent the prosecution or punishment of any person for any act done or committed in violation of any ordinance hereby repealed prior to the taking effect of this ordinance.

Section 10: Savings Clause. If any part, section, subsection, sentence, clause or phrase of this ordinance is for any reason held to be invalid or unconstitutional, the remainder of this ordinance shall continue in full force and effect, it being the legislative intent that this ordinance would have been adopted even if such unconstitutional or invalid matter had not been included herein.

INTRODUCED ON FIRST READING, ADOPTED and ORDERED PUBLISHED IN FULL in a newspaper of general circulation in the City of Salida by the City Council on the ___ day of _____, 2007 and set for second reading and public hearing on the ___ day of _____, 2007.

INTRODUCED ON SECOND READING, FINALLY ADOPTED and ORDERED PUBLISHED BY TITLE ONLY, by the City Council on the _____ day of _____, 2007.

CITY OF SALIDA

Danny Knight, Mayor

ATTEST:

Janella Martinez, City Clerk

PUBLISHED IN FULL in the Mountain Mail after First Reading on the ___ day of _____, 2007, and BY TITLE ONLY, after final adoption on the _____ day of _____, 2007.

Janella Martinez, City Clerk