



HOWELSEN HILL RODEO FACILITY MASTER PLAN

City of Steamboat Springs
December, 2009

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1. INTRODUCTION

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Project Purpose and Vision

The purpose of the project is to develop a Master Plan for the City of Steamboat Springs' Howelsen Hill Rodeo Facility, a site that is approximately 14-acres and is centrally located near downtown. The Master Plan is intended to provide a guide to the City and the Rodeo Board that is comprehensive, phased, supports a variety of activities, and prioritizes recommendations and improvements for the future. A Conceptual Site Plan is also included and was developed with consideration for the programmatic and physical factors obtained through the site analysis and public engagement process.

Howelsen Hill is currently home to many active uses in addition to the rodeo, including the ice arena, downhill and Nordic skiing, freestyle snowboarding, horseback and bike riding trails, an alpine slide, playgrounds, a skatepark, tennis courts and baseball fields. This Master Plan focuses specifically on the rodeo arena and associated facilities, but the overall site context was an important consideration during the planning process. As the City's primary downtown park, Howelsen Hill will continue to be a prominent site for future community events, and the rodeo facility has the potential to be an incredible community gathering place, special events site, tourism, recreation and cultural resource. The Howelsen Hill Rodeo facility is now and will remain a destination for current and future residents and visitors of Steamboat Springs.

Master Planning is the first step in the design process, resulting in a Conceptual Site Plan that is used to help the City determine recommended facility upgrades, short and long term priorities, and identification of funding sources for future improvements. There are several "next steps" to be accomplished following the approval of the Master Plan, such as Schematic Design, Design Development, and Construction Documents. Important considerations, such as Historic Preservation and coordination with improvements to other City facilities such as the Ice Rink, should also be integrated into the next phases of the project. These are all future phases that are not included in this scope of work.

Integrated Planning

An important part of this process was to analyze and integrate with previous and current planning projects; enabling the City and its partners to streamline planning efforts and maximize the use of resources. The City recent-

ly completed the Steamboat Springs Parks and Recreation Master Plan which identified several action steps related to the rodeo facility, including upgrading event facilities and creating a specific master plan for the park and its role in the overall system.

In addition to the overall Parks and Recreation Master Plan, specific rodeo facility related documents and plans were reviewed to gain understanding existing programs on site, facilities management, maintenance, and budgets. One specific planning effort that was taken into consideration was the expansion of the Howelsen Hill Ice Arena and the impact that this project might have on the rodeo facilities. Through the integration effort, an effort was made to align with previously identified City goals and strategies in order to develop a creative, yet functional Conceptual Site Plan and Master Plan.

Project Approach

The consultant team's approach to this project included comprehensive information gathering and analysis, site inventory and assessment, community and stakeholder engagement, event attendance (circulation flow, logistical analysis and stakeholder interviews), community profile and market demands analysis, programming analysis, and conceptual site planning. The result of this approach is a final Conceptual Site Plan and Master Plan that documents the process, findings, analysis, and recommendations. This master plan is intended to provide the City and Rodeo Board with a guiding document that provides recommendations and strategies for phased approach to upgrading the facility and prioritized recommendations for future improvements.







2. SITE INVENTORY AND ANALYSIS

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Inventory

To gain a thorough understanding of the needs and goals of the City, as well as opportunities and constraints of Howelsen Hill, a site visit was conducted with the entire consultant team, City staff, and project Advisory Committee representatives on August 11th, 2009. The team physically walked the site to evaluate the existing condition of the facilities and resources at the rodeo grounds. During the site visit, the team discussed challenges, opportunities and the potential vision for the rodeo facilities. Additionally, the team identified requirements for other event types, such as Nordic Ski Racing that uses the facilities in the winter months, equestrian shows, horse rides, community special events and concerts. The inventory included an assessment of the facilities, amenities, and programs including:

Existing Buildings and Infrastructure:

- Ticket Booth (portable)
- General Admission Metal Grandstands (600 seats - permanent)
- VIP Metal Grandstands (150 seats - portable)
- ADA-Accessible Metal Grandstands and Ramp (approximately 25-35 seats - permanent)
- Concrete Grandstands (1750 seats - permanent)
- Secretary Building (power)
- Announcer Booth and Sound System
- Arena Facilities (chutes, corrals, stalls, pens)
- Staging Areas
- Ambulance Alley
- Warm-up Arena
- Concessions Stand Building (sports medicine room, restrooms, concessions equipment, and serving windows)
- Barbeque Grills (not City-owned)
- Walk-in Freezer (not City-owned)
- Ice Machine (not City-owned)
- Bar Shack (not City-owned)
- Plaza Area
 - Restroom Buildings (2)
 - Ice Cream Trailer (not City-owned)
 - Playground
 - Picnic Tables
 - Stage (not City-owned)
- Scoreboard (not City-owned)
- Lighting
- Horse Stables and Buildings
- Maintenance Shed (portable)
- Vehicular and Pedestrian Access
- Parking Lot (48 spaces paved, 200 unpaved spaces)
- Track
- Trail Connections
- Facility Signage
- View Corridors
- Drainage Pattern
- Safety and Security (fencing and lighting)
- Water and Sewer Systems
- Irrigation System

Opportunities Analysis

Location

An opportunity identified early on in the consultant team's analysis was the location of the rodeo facility. Howelsen Hill is centrally located in downtown Steamboat Springs, making it an ideal event center and community gathering place. The rodeo facilities are a gateway to the entire park and have the opportunity to become an even greater asset to the community. The location makes the rodeo facility an attraction for tourists and locals alike and is used for numerous events throughout the year. A primary opportunity could be to expand the number and types of events held at the rodeo facility for different user groups within the community, especially those held during winter.



Plaza

The existing plaza, located at the entry to the rodeo facility, is currently used for a pre-rodeo barbeque dinner with live music. Families gather in the space to enjoy the views of Emerald Mountain, play on the playground, and enjoy a barbeque dinner before the show. In winter months, the Nordic Ski Group fills the space with tents for registration. The current configuration of the plaza provides a view corridor into the arena, pedestrian circulation to the grandstands and concessions area, and a restrooms building in the northwest corner. The existing restroom building in the plaza is old and in poor condition, and could be moved to expand the plaza space to provide additional seating and reconfiguration of the pedestrian circulation system. Another opportunity to more efficiently use the existing space is the emergency services alley, which could be relocated to the east side of the facility through the existing parking lot. The plaza space is an ideal place to host small events and there is opportunity to create a plaza redesign that would allow for multiple events to use the facility, increased vendor space, and better pedestrian circulation and flow.



Availability of Space

Efficient use of existing space is critical to the future improvements of the rodeo facility, and it was recognized through the site inventory and analysis that the track is not being utilized to its full potential. The track is approximately 3 acres and surrounds the rodeo arena and most facilities, except for the concrete grandstands and a parking area. The track was formerly used for horse racing and chariot races, which have not occurred in the facility for some time. There is great opportunity to analyze the space and determine a new configuration for the rodeo arena and grandstands that is flexible, allowing the rodeo and other existing users to more efficiently

use the space and capture some of that area for expansion, while preserving the potential use of the track in the future. The existing rails (inside and outside) around the track should be analyzed for removal, in order to provide a more functional parking or overflow parking area.

Expansion of Seating Capacity

The current seating capacity of the rodeo facility is approximately 2,750 seats. According to the City's records, as many as 4,800 people have attended events at the facility (utilizing both seating and plaza area capacity). The seats on the north side of the arena are tied in closely to the arena and rodeo activities, creating an intimate experience for attendees. The metal grandstands are also located adjacent to concessions and restroom facilities, with easy access to the entry and parking area. There is opportunity to create additional seating by adding additional grandstands to increase attendance at the rodeo and make the facility available for other types of uses that need more seats, such as concerts. In addition, facilities could be planned so as to utilize the space below the grandstands, such as restrooms, offices, storage and concessions.

Access

Although it is beyond the scope of this master plan, the conceptual design should consider and try to accommodate future City Planning Department efforts to increase access to the rodeo facility through additional vehicular and pedestrian connections, so as to increase the functionality of the site. The current access into the facility is from 5th Street and Howelsen Drive, south of the Yampa River and Union Pacific Railroad line. There is one small sidewalk connecting into the facility from 5th Street, and pedestrians and vehicles share the drive-lane for access. There is opportunity to create additional pedestrian connections from downtown and the adjacent facilities, especially the trails located south of the arena. An additional vehicular connection could also potentially be made to the east towards Agate Street and traffic control could be utilized during events.

General Design and Layout

Due to the central location and size of the site, the Howelsen Hill Park has been developed in a reactionary manner to meet the many and diverse needs of the community. This approach has resulted in an unsystematic layout and design, which has in effect left the site with a lack of identity. There is the opportunity to in future phases of the

project (Schematic Design) to integrate Placemaking and Theming into the detailed design of the site. Tying into the City's mountain location by incorporating rustic infrastructure and amenities will give users a unique experience that will keep both residents and visitors coming back for a wide variety of activities.

Constraints Analysis

Study Area

The constraints of the site, identified through the site analysis and in discussions with staff and the Advisory Committee, include the rodeo arena and facilities location within the track. The track is both an opportunity and a constraint for the rodeo. The shape of the track created the "boundary" for the rodeo facility approximately, resulting in a rounded perimeter of the site, which resulted in inefficient parking and circulation for competitors and guests of the rodeo. Over the years, additional park amenities located in Howelsen Hill have filled in around the area and bounded the rodeo into its 14-acre footprint that exists today. The constrained site area, as well as the wide variety and number of activities desired to be included in the plan have presented a challenge to the design process.

Drainage

An additional overall constraint to the site is drainage. The site is located in a low point between Howelsen Hill and the Yampa River. There is not adequate slope or drainage infrastructure in place at this time, which creates maintenance issues for the City. Determining a conceptual drainage solution for the facility that did not utilize more site area was identified as a challenge and should be addressed in the future phases of the planning process (Schematic Design). This would include a more in depth review of the Yampa River floodplain and the drainage basin south of the arena site. One option may be to excavate the area under the concrete bleachers and use the excess material as fill to raise a portion of the site.

Winter Use of Facilities

A third challenge existing at the site is the rodeo facility layout and its use during the winter months for Nordic Ski Racing. Due to the requirements for World Cup Nordic skiing and the size of the competitions, much of the rodeo facility equipment, such as the VIP bleachers, must be taken down and stored each winter to accommodate for

these events. A reconfiguration of the VIP bleachers and all general seating on the north side of the facility could reduce the maintenance inefficiencies and increase seating capacity.

Maintenance Equipment Storage and Access

Currently, the City's maintenance equipment is stored on site, in between the warm up arena and the rodeo arena (as well as in the boneyard). This area also doubles as a staging area for contracted acts. Relocating the storage of this equipment to another area of the site could free up this space to better meet the needs of users and allow for better pedestrian circulation.

Pedestrian Access to Concrete Bleachers

The pedestrian access to the concrete bleachers and in general around the facility is not connected and difficult to navigate. There is no way-finding signage or participant and/or spectator circulation paths provided around the arena to the various program areas, resulting in conflicts and safety concerns between competitors and attendees. The greatest number of seats currently located in the facility is the concrete bleachers on the south side of the arena, which is physically separated from the arena by the track and is difficult to get to. In addition, rodeo attendees are directed to park on the east side of the arena, and must navigate over the large metal grandstand, through the plaza, and across the main alley and track to get to the concrete bleachers. These circulation problems affect not only those that arrive while the event is in process who are trying to reach their seat in the concrete bleachers, but also those that got to the rodeo early to save a seat on the metal grandstand. Due to the fact that views are obstructed, late arrivals must walk in front of the spectators seated in the metal grandstands. Overall, the concrete bleachers and access to them are a constraint on the site and presented a circulation and seating challenge during the planning process.







3. PUBLIC &
STAKEHOLDER
INPUT

3. PUBLIC & STAKEHOLDER INPUT

Focus Groups

On August 11th and 12th, 2009 the City of Steamboat Springs staff, Rodeo Board members, community members, and facility users were provided a number of opportunities in which to provide input on this planning effort. These forums included three (3) focus groups, a public meeting, and interviews with Rodeo Board members, City Parks and Recreation staff, Rodeo staff, and facility users.

Parks and Recreation Staff – City staff shared their experience with programming and maintaining the existing facilities within the rodeo facility as well as their vision for the park in the future. Staff's greatest concern was flexibility and creating a multi-use facility that can be utilized during all seasons in order to become a sustainable facility and an even greater asset for the community. To improve the facility and make it more user-friendly for additional groups, City staff agreed that expansion of the plaza space, improvement of the restroom facilities, additional seating, and parking are critically important elements. From a maintenance perspective, staff mentioned the need for irrigation to the facility, improved drainage system, and a more flexible seating arrangement that could be used in both summer and winter months.

Rodeo Board and Staff – Members of the Rodeo Board met with the consultant team in two team meetings, during a rodeo event, and during the site visit. To members of the Rodeo Board, the most important aspect of the rodeo facility is to maintain its location in the heart of the City, and to improve the facility as a whole to make it the best small rodeo for competitors and attendees alike. Some improvements identified that would enhance the rodeo facility for competitors are improved parking and vehicular circulation, overnight camping and RV hook-ups on site, a more centralized secretary and announcer's booth, and locker room / shower facilities. Improvements that would benefit attendees were increased plaza space, restroom upgrades, more and better seating, and a well-connected pedestrian circulation system.

Members of the Rodeo Board feel that the track is an inefficient use of space and that it should be removed or made into a more flexible, usable area. One primary concern in regard to the track is the separation it creates from the attendees sitting in the concrete bleachers. The concrete bleachers have the highest number of seats (1,750) and the least intimate rodeo experience, while attendees in

the metal grandstands are "close to the action" and amenities such as restrooms and the concession stand.

Facility Users - The consultant team met with representatives from the Steamboat Springs Winter Sports Club (SSWSC), Ski Touring, Chamber of Commerce, Pro Bull Riding (PBR), Team Roping, Equestrian Community, Chariot Racing, Concert Promotions and other groups and community members that had rented the facility for events. The facility users discussed strengths, challenges, vision, and priorities which are summarized in **Tables 3.1-3.4**.



Table 3.1: Strengths of the Howelsen Hill Rodeo Facility

Strengths
Location
Community Heritage and Tradition
Unique Visitor Attraction
Track*
Playground for the Entire Community / All Ages
City Maintenance
Concessions*

* Identifies item viewed as a strength, as well as a challenge.

Table 3.2: Challenges of the Howelsen Hill Rodeo Facility

Challenges
Parking
Traffic and Access
Drainage
Event Scheduling Conflicts
Track*
Concrete Bleachers
Restrooms
Pedestrian Circulation
Lack of Facilities for Winter Use (restrooms, sports medicine, concessions)
Concessions*
Lack of Horse Stalls / Stables
No Overnight Camping / RV Hookups
Security
Worn Out

* Identifies item viewed as a strength, as well as a challenge.

Table 3.3: Vision/Opportunities of the Howelsen Hill Rodeo Facility

Vision/Opportunities
Improved Plaza and Vendor Area
New Grandstands with Facilities Below (concessions, offices, restrooms, etc.)
Expanded VIP Seating
Expand Arena Toward Concrete Bleachers
Overnight Camping
Horse Stalls / Overnight Stables
Indoor Arena
Collaboration with Hayden Facility
Locker and Shower Facilities (Shared Facilities at the Ice Arena or Onsite)
Increased Paved Parking
Wayfinding Signage
Covered Area in Plaza, Fire Pit
Improved Aesthetics
Multi-Use Facility (festivals, concerts, horse shows and events, schools, clinics, etc.)

Table 3.4: Priorities for the Howelsen Hill Rodeo Facility

Priorities
Flexibility for a Variety of Uses
Efficient Use of Existing Area and Facilities (track, stables, etc.)
Redesign Plaza
Additional and Improved Seating
Restrooms
Drainage and Surfaces
Horse Stalls

Analysis/Key Findings

Although the consultant team met with and interviewed a wide variety of users with differing perspectives, there were several areas of agreement determined through the Focus Group meetings. All stakeholders agreed that the location of the Howelsen Hill Rodeo Facility at the heart of downtown was a great advantage, and the easy access to Lincoln Avenue (Main Street) promotes the western heritage and history of the City. The ability of the rodeo facility to host a variety of events was critical to the future and improvements should allow for flexible use of the space. To increase flexibility, several under-utilized areas of the site were discussed, including the track and existing horse stables. Seating, especially the concrete bleachers, were identified as a priority improvement, along with improved parking, access, circulation and the restroom facilities.







4. COMMUNITY PROFILE AND MARKET DEMANDS

4. COMMUNITY PROFILE AND MARKET DEMANDS

Background Information

The City of Steamboat Springs has undertaken the development of a Conceptual Site Master Plan for the Howelsen Hill Rodeo Facility. This facility is a key component of the City’s culture, heritage and tourism. One component of such a plan is to understand how local demographics and market demands affect Howelsen Hill’s program and facility needs, as well as how this relates to state and national trends.

The City of Steamboat Springs is located in the heart of Colorado’s Yampa Valley, which is just 160 miles northwest of Denver. Steamboat Springs lies against the western ridge of the Continental Divide and is nearly surrounded by National Forest, and Wilderness areas. From Native American hunting grounds to early pioneers; from the Flying Norseman, Carl Howelsen, to the newest of the City’s 52 Olympians; from gold and silver mining to coal ore; the City of Steamboat Springs and Routt County offers a rich, colorful and inspiring past. At the heart of the area’s historical western heritage is its agricultural heritage. Ranching has been a way of life since the late 1800’s in the Yampa Valley.

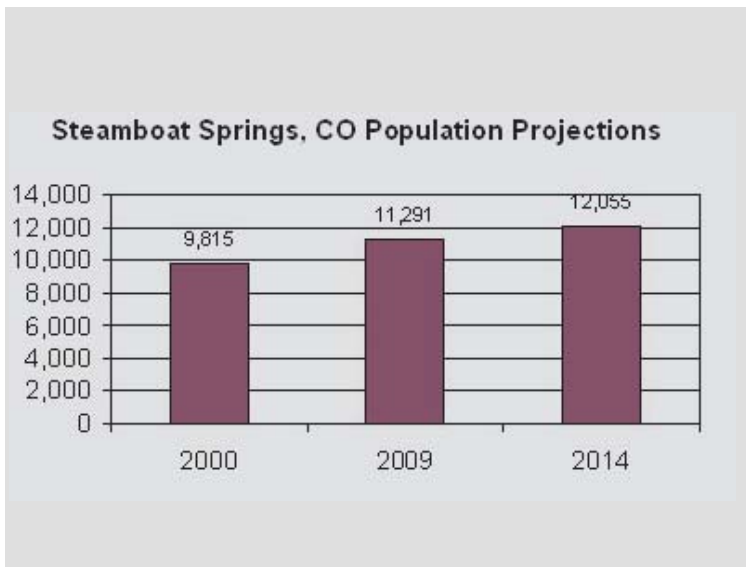
Today, the majestic scenery of the Rocky Mountains combined with the tourist attractions of Steamboat Springs has resulted in high demand for the area’s world-class skiing, hiking, horseback riding, wildlife viewing and western culture. Additionally, cow and sheep ranching, hay and wheat farming, and coal mining are industries that are a major economic factor in the area. Resulting from its history as a ranching community, the rodeo has been a part of Steamboat Springs’ culture even before the town was incorporated more than 100 years ago, and the tradition is still alive and well today. Howelsen Hill Rodeo Facility is an integral part of the Steamboat Springs community’s fabric, serving to strengthen its structure, culture, image and unique sense of place for residents and visitors.

Note: Unless otherwise noted, the raw data used for the analysis that follows was provided by ESRI Business Solutions.

Population Forecast

Steamboat Springs, Colorado is a steadily growing community that will experience a 1.32% annual population growth rate for the 5 year period between 2009 and 2014. This rate of growth is just under the rate projected for Routt County (1.48%) and Colorado (1.5%), but exceeds the U.S. (0.91%) for the same period. The projected population of Steamboat Springs is illustrated in **Figure 4.1**. However, consideration for the number of users of Howelsen Hill’s rodeo facilities should take into account that the rodeo facilities are regional facilities that attract users from around the state and region. For parks and recreation planning and design, a high rate of population growth may provide some understanding of the potential for increasing demands and use of the Howelsen Hill Rodeo Facilities, in regard to the sheer number of users.

Figure 4.1: City of Steamboat Springs Population Growth (2000-2014)



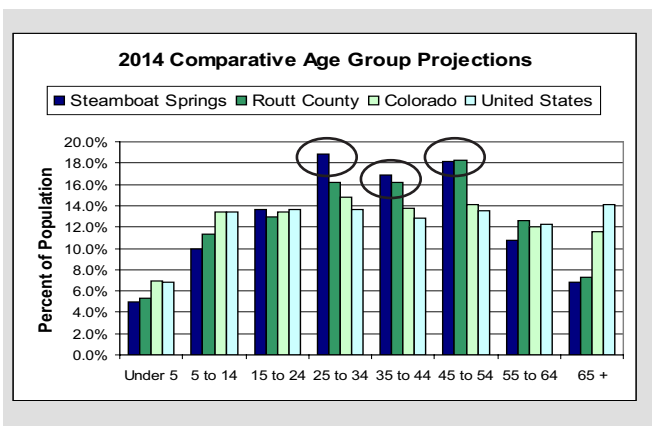
Age Breakdowns

It is important for Steamboat Springs to understand the demographics of its residents, as well as trends in parks and recreation that may cause programs, events and facilities to become more or less popular among users. For the purpose of Parks and Recreation Planning and Design, there are seven age groups which are useful to classify the population. These age groups generally define how a group prefers to use parks and recreation facilities, physical abilities, types of programs they may be interested in and the amount of time available to spend participating in recreational activities. These groups are:

- Under 5 – those with limited physical abilities and who need constant supervision;
- 5-14 – children’s needs and programming, this is a significant time to create habits of being active;
- 15-24 – young adults who use facilities and programs independent of their family, primarily with friends and as part of their social time;
- 25-34 – those whose needs primarily center on relationships and starting families;
- 35-54 – people whose needs generally revolve around their family, which likely contains children ranging from toddlers to young adults;
- 55-64 – empty nesters, those focused on new grandchildren and those preparing for retirement;
- 65+ - a group that is more active than at any point in history, has more leisure time, and whose abilities may be physically constrained.

When compared to the Routt County, the State of Colorado and the United States in **Figure 4.2**, Steamboat Springs’s population is projected to be slightly younger than the County and United States and just above the State.

Figure 4.2: Comparative Age Group Projections - Steamboat Springs, CT and US (2014)



In 2014, the City of Steamboat Springs is projected to have significantly higher population numbers in the 25-54 age groups than both the state and country, and significantly lower population numbers in the younger (0-15) and older (55+) groups. The projected median age in 2014 is as follows: City of Steamboat Springs – 36.6 years; Routt County – 37.1, State of Colorado – 36.1 years; United States – 37.2 years.

Visitors Analysis

Steamboat’s economy has evolved from gold mining to ranching, to coal mining, to recreational tourism. In 1960, the first skiers descended the slopes of Storm Mountain; today Mount Werner is a world-class ski area. The City’s rich heritage in ranching and skiing differentiates this community from many of its resort competitors, something that is highly valued by residents and visitors alike.

Tourism trends in recent years indicate an increase in demand to serve a growing number of visitors from throughout the state and country. An estimated 350,000-400,000 people visit Steamboat each winter. Another 250,000-300,000 people visit during summer. Also known as Ski Town, USA® and known for its World Class skiing facilities, Steamboat Springs was originally a summer resort. Travelers in the early 1900s visited Steamboat Springs in the summer months for the natural hot springs and vast hunting and fishing opportunities. Today, summer activities span the spectrum, with three championship golf courses, an indoor-outdoor tennis center, biking, hiking, kayaking, fly fishing, special events and horseback riding right in town. Howelsen Hill’s downtown location and walkable access make it a key tourist destination and allows for easy access to special events, the summer rodeo series, horseback riding, Nordic skiing, as well as the many athletic facilities on the site (i.e. – baseball fields, tennis courts, etc.)

Despite increasing tourism trends over the past decade or so, it is also important to consider that the country-wide economic decline of 2008 and 2009 has had a significant influence on the tourism industry, which has negatively impacted state and local tourism numbers. An early 2009 report from the Colorado Tourism Office and the University of Denver showed a statewide decline in lodging sales, dropping from near \$900 million in the third quarter of 2008 down to below \$600 million in the fourth quarter. In the first quarter (Jan.-March) of 2009, the heart of the ski season, lodging sales in Colorado

Community Profile and Market Demands

dropped 15.8 percent from the previous year. However, local Steamboat Springs businesses and special events providers have felt that the recent trend for “stay-cations” has been beneficial to the City’s summer tourism and event attendance because travelers and families are staying closer to home and looking for more affordable recreation opportunities.

Community Profile and Market Demand Analysis

Compared to national averages Steamboat Springs’ population has much higher percentages in the 25-54 age groups, which may be representative of the many recreation and quality of life amenities the area provides that are a draw for active adults seeking an outdoor, western lifestyle. Trends in adult recreation indicate that Americans have less leisure time now than ever before, which has led to changes in recreation patterns. People have less free time after taking care of their daily responsibilities, which means activities are moving towards unstructured, individual, one-time and drop-in programs. Therefore, it may be beneficial for the City to provide more special events, one-time “sampler” activities and interest-specific competitions.

In regard to visitors, increasing tourism and attendance at Steamboat’s summer events may strengthen the City’s economy and provide for stability to counter fluctuations in winter tourism and the agricultural market. This effort should include a focus on Heritage Tourism travelers, which make up a significant share of Colorado’s visitors, accounting for 38% of all overnight pleasure trips. A “Heritage Visitor” is defined as someone who visited an historic area, an historic museum and/or a historic site/landmark – these tourists are looking to experience the places and activities that authentically represent the stories and people of the past and present. According the Colorado Tourism Office, Heritage Tourists spend about 22% more per person, per trip than other leisure visitors. Additionally, it will also be equally important to provide additional programs and activities during the winter months in order to make Howelsen Hill a sustainable City facility with consistent revenue generation. Therefore, providing events that are complimentary to existing resort activities (i.e. - alpine skiing and snowboarding), as well as incorporating this into the design of the site will be critical to the project. (See the Programming Analysis section of the report for program suggestions.)









5. PROGRAMMING ANALYSIS

5. PROGRAMMING

The Steamboat Springs Parks, Open Space, and Recreational Services Department is committed “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.” The Department offers a wide variety of programs, developed recreation facilities, natural areas and open space, as well as parks maintenance services to the community. These programs and services make available activities for a wide variety of interests and for all ages and abilities.

Core Programs and Services

Based on the Findings of the City’s 2008 Park and Recreation Master Plan, 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

Given Howelsen Hill’s location, wide variety of programs and events and identity as a key facility within the City of Steamboat Spring’s park and recreation system, it is evident that the facility is critical to fulfilling the Department’s mission and providing for many of its core services. Therefore, it is very important to consider how park and recreation participation levels and trends impact the types of programs and services provided at the facility.

Relevant Park and Recreation Trends and Analysis

Rodeo - As a result of the current economic recession, some American rodeos are facing hard times, while others are managing to maintain funding and revenue. Rodeo officials across the country have been planning for potential slowdowns this year by tightening their budgets, scrambling to replace lost sponsors and crafting cheap ticket packages to draw in crowds. Most rodeos, such as the Steamboat Pro Rodeo Series, benefit from the fact that a large part of their work force is made up of volunteers. But they are also heavily reliant on sponsors, both national corporations and local businesses.

Of the roughly 600 PRCA sanctioned rodeos in the country, only four canceled their 2009 events for economic reasons. Those include rodeos in Wichita Falls, Texas; Greenville, Texas; Idaho Falls, Idaho; and San Francisco. As stated by Keith Martin, CEO of the San Antonio Rodeo and board chairman for the Professional Rodeo Cowboys Association “The thing I think that’s interesting is rodeo has sustained world wars and the Great Depression and it’s still there – we never stopped.”

Specific to Steamboat Springs, rodeo attendance numbers have declined by 12% over the past five years (see **Table 5.1**). The majority of this decline has been seen in Adult and Child pre-sales, as well as Locals Discount tickets. However, there has also been a significant increase in Adult and Child Gate sales, which has equated to a notable boost (+16%) in overall revenue generation.



Table 5.1: Steamboat Springs Pro Rodeo Series Annual Comparisons (2004-2008)

Revenue Analysis	2004	2005	2006	2007	2008	Year to Date % Change '07-'08
Adult Gate	88,668	88,231	102,414	101,304	145,045	43.2%
Child Gate	14,766	15,820	17,290	14,987	21,314	42.2%
Multi-Discount	21,969	24,462	21,186	27,436	25,668	-6.4%
Adult Pre-sales	61,014	60,728	56,729	48,235	43,192	-10.5%
Child Pre-sales	14,446	17,414	14,776	14,759	7,905	-46.4%
Locals' Discount	3,510	4,428	6,804	4,200	1,872	-55.4%
Wrangler Voucher	1,400	1,704	1,504	1,440	-	-100.0%
TOTAL	205,773	212,787	220,703	212,361	244,996	15.4%
Attendance Analysis						
Adult Gate	7,389	6,787	7,878	7,236	9,739	34.6%
Child Gate	2,461	2,260	2,470	2,141	2,600	21.4%
Multi-Discount	2,329	2,520	2,176	2,402	2,053	-14.5%
Adult Pre-sales	5,836	5,327	5,032	3,524	2,309	-34.5%
Child Pre-sales	2,807	2,800	2,253	2,460	1,540	-37.4%
Locals' Discount	175	423	538	448	163	-63.6%
Wrangler Voucher	175	212	184	180	339	88.3%
TOTAL PAID	20,997	20,329	20,531	18,391	18,743	1.9%
Red "X" Tickets	254	271	274	260	255	-1.9%
Complimentary Tickets	524	622	585	583	430	-26.2%
Children 6 and Under	3,038	2,885	2,625	2,720	2,302	-15.4%
Non-Pay Adults	4,477	4,675	3,900	4,414	4,102	-7.1%
TOTAL UNPAID	8,293	8,453	7,384	7,977	7,089	-11.1%
TOTAL ATTENDANCE	29,290	28,782	27,915	26,368	25,532	-2.0%

Analysis - Given the contradictory trends in rodeo attendance and revenue generation, it may benefit the City and the Pro Rodeo Series in continuing to market to locals and regional visitors who may be coming for a day or week-end trip, who would buy individual gate tickets. Additionally, partnering with other special event providers, state and local tourism groups, restaurants and lodging providers to cross-market and "bundle" packages may increase visibility and attendance numbers of the Rodeo Series. This will benefit the community by streamlining information to residents about existing programs, as well increase revenue for the development of new programs that align with existing trends.

Colorado Horse Industry - The horse industry is an important part of national, state, and local economies, especially those communities in rural Colorado. The horse industry is comprised of a wide variety of interests including agriculture, business, sport, entertainment, and recreation. An economic study, "The Economic Impact of the Colorado Horse Industry," conducted by Deloitte Consulting LLP for the American Horse Council Foundation in 2005 validates that the horse industry is an economically significant industry. The following are some of the key findings of the report, specific to the horse industry's economic impact on the State of Colorado:

- The Colorado horse industry produces goods and services valued at \$956 million annually.
- The national industry has a \$1.6 billion impact on the Colorado economy when the multiplier effect of spending by industry suppliers and employees is taken into account. Accounting for off-site spending of spectators would result in an even higher figure.
- 102,400 Coloradans are involved in the industry as horse owners, service providers, employees, and volunteers. Even more participate as spectators.
- The Colorado horse industry directly provides 5,800 full-time equivalent (FTE) jobs.
- Spending by suppliers and employees (in Colorado and other states) generates 21,300 additional jobs in Colorado.

Analysis - The equestrian community has been a consistent and loyal user of the Howelsen Hill Rodeo Facility, bringing events to Steamboat such as Horse Whisperer Clinics, barrel racing (National Barrel Horse Association), team roping (Last Chance Team Roping), and in the past cutting competitions and chariot racing, to name a few. During the community and stakeholder input process there was excellent representation by the equestrian community. These stakeholders are strongly in favor of enhancing and expanding the facilities at Howelsen Hill to provide for the needs of equestrian users, such as utility hookups for trailers and RVs, overnight horse boarding and an indoor arena. Given the wide variety of equestrian events (i.e. – breakaway roping, bareback, tie down roping, barrel racing, mixed team roping, saddle bronc and team roping) that could be held at Howelsen Hill, this should be an important consideration in the design process and future capital investments.

One issue of discussion by users is the highest and best use of the track that surrounds the rodeo arena and facil-

ity. The track was previously used for chariot racing, which was held during the Steamboat Springs Winter Sports Club's Winter Carnival by the Yampa Valley Cutter and Chariot Racing Association. However, due to a lack of funding and potential interest chariot races have not been run here in recent years. Based on input from those in the industry, this is not just the trend in Steamboat Springs, but regionally as well. There have been a number of tracks close in the area over the past few years – these include Farson (WY), Riverton (WY), Ranglely (CO), Kremmling (CO), Telluride (CO), and Barr Lake (CO). The track is currently used for horse rides by Sombrero Ranch, for parking during the Pro Rodeo Series, and as an area for walking and exercise by locals and downtown visitors.

Special Events and Festivals - According to William Gartner, author of "Trends in Outdoor Recreation, Leisure and Tourism," the parks and recreation industry has seen a rapid increase in the demand for and number of special events and festivals, ranging from arts, culture, sports and tourism in recent years. Influences impacting these trends may include increases in population, mobility and travel. Additionally, ties to corporate sponsors, philanthropic causes, and marketing opportunities, the retirement and diverse interests of the Baby Boomers, and desires of urban-based consumers to get away to rural and resort areas are all potential contributors to the growing demand for special events.

Analysis - Steamboat Springs provides year-round community programs and special events for residents and visitors alike. It is the home for an active outdoor-oriented residents, who enjoy participating in the Steamboat Springs Running Series, the Annual Winter Carnival, Steamboat Pentathlon, Town Challenge Bike Series, and a variety of music events and concerts, to name a few. Additionally, the City is also a winter and summer destination for many visitors looking to participate in alpine skiing and snowboarding, Nordic skiing, hut trips, ice climbing and sleigh rides, as well as hiking, mountain biking, sports tournaments, the Pro Rodeo Series and the Annual Cowboys' Roundup Days & Fourth of July Celebration (many of which are held at Howelsen Hill and within the City's parks and other facilities).

Rather than focusing on just one niche area of events, it may be beneficial for the City to develop a diverse portfolio of year-round special events. These might include

additional holiday, seasonal and arts festivals, ride in Santa’s sleigh, holiday tree lighting, western heritage days, movies under the stars, farmers markets, summer concert series, BMX competitions, fun runs and duathlons.

Extreme Sports - Participation in recreation has shifted over the past couple of years and the demand for “extreme” sports has been increasing. According to the 15th annual SUPERSTUDY® of Sports Participation, from 1998–2001, the largest gains in sports participation have come from the new “Extreme” Sports, which includes sports such as Skateboarding (+73%), Artificial Wall Climbing (+57%), Wakeboarding (+38%), Paintball (+30%) and Snowboarding (+25%), as well as activities like BMX, mountain biking and in-line skating. These new action sports have gained ground during the same period at the expense of traditional American pastimes such as Baseball (-7%), Basketball (-9%) or Touch Football (-4%).

Analysis - The City of Steamboat Springs currently provides Teens on Tour (TOT) and programs in collaboration with the Snowboard Outreach Society (SOS). These include trips to Rock’n & Jam’n indoor Climbing Facilities, Dave ‘n Busters, Fat City, Laser Quest laser tag, Boondocks Fun Center, American Paintball Coliseum, Learn to Ride and civic stewardship programs, to name a few. These programs meet the increasing need for “extreme sports” and related programs, but it may be beneficial for the City to consider expanding these types of offerings at Howelsen Hill to provide for activities and special events such as BMX, paintball and mountain biking.



Programming Analysis

Alternative Providers - there are a number of alternative event, rodeo, festival and concert providers throughout the state of Colorado and in the region, including local municipalities, private and nonprofit organizations. These include, but are not limited to those listed in **Table 5.2**.

Table 5.2: Colorado Events, Rodeos, Festival and Concerts (2009-2010)

Colorado Rodeos and Special Events - 2009-2010 Schedule		
Date	Name	Location
April 11-12, 2009	Lane Frost Challenge Series*	Eagle, CO
May 1-2, 2009	Royal Gorge Rodeo*	Canon City, CO
May 16 - Aug 16, 2009	Colorado Jr. Rodeo	Various Locations
May 23-24, 2009	Lane Frost Challenge Series*	Craig, CO
May 23 - July 4, 2009	Flying Heels Rodeos	Granby, CO
May 31, 2009	Eagle Valley Championship Ranch Rodeo*	Eagle, CO
June 5-7, 2009	South Fork Little Britches Rodeo	South Fork, CO
June 11-14, 2009	Ute Mountain Round-Up Rodeo	Cortez, CO
June 19-21, 2009	Evergreen Rodeo	Evergreen, CO
June 19 - August 22, 2009 Fridays and Saturdays	Steamboat Pro Rodeo Series	Steamboat Springs, CO
June 20-21, 2009	Creede Family Rodeo and Roping	Creede, CO
June 20-21, 2009	Earl Anderson Memorial Rodeo*	Grover, CO
June 25 - July 5, 2009	Greeley Stampede	Greeley, CO
June 27-28, 2009	Never Summer Rodeo	Walden, CO
June 27-28, 2009	Colorado Championship Ranch Rodeo*	Hugo, CO
July 2-4, 2009	Brush Rodeo Association	Brush, CO
July 2-5, 2009	4th of July Range Call Rodeo	Meeker, CO
July 3-4, 2009	Plateau Valley Heritage Days Rodeo	Colbran, CO
July 3-5, 2009	Rocky Mountain Horse Expo Ride for the Brand WRCA Ranch Rodeo*	Colorado Springs, CO
July 4 - September 5, 2009 Saturdays	High Country Stampede Rodeo	Fraser, CO
July 5, 2009	Ride for the Brand Ranch Rodeo	Colorado Springs, CO
July 7-12, 2009	Rooftop Rodeo	Estes Park, CO
July 8-11, 2009	Pikes Peak or Bust Rodeo Days	Colorado Springs, CO
July 10-11, 2009	Collegiate Peaks Stampede Rodeo	Buena Vista, CO
July 10-11, 2009	United American Roughstock Rodeo*	Durango, CO
July 11-12, 2009	Lake County Rodeo	Leadville, CO
July 16-19, 2009	Cattlemen's Days Rodeo	Gunnison, CO

Colorado Rodeos and Special Events - 2009-2010 Schedule (Continued)		
Date	Name	Location
July 17-18, 2009	San Miguel Basin Rodeo	Norwood, CO
July 18-19, 2009	Westcliffe Stampede Rodeo	Westcliffe, CO
July 24-26, 2009	Eagle Rocky Mountain Horse Expo*	Eagle, CO
July 24-25, 2009	Cowboy Up in Kiowa	Kiowa, CO
July 24-26, 2009	San Luis Valley Ski-Hi Stampede*	Monte Vista, CO
July 29 - August 1, 2009	Eagle County Fair and Rodeo*	Eagle, CO
July 30, 2009	Springfield Rodeo*	Springfield, CO
July 31 - August 8, 2009	Boulder County Fair	Longmont, CO
July 31 - August 2, 2009	Chaffee County Fair and Rodeo	Salida, CO
July 31 - August 1, 2009	Bent County Fair and Rodeo	Las Animas, CO
August 2-4, 2009	Larimer County Fair and Rodeo	Loveland, CO
August 4-5, 2009	Yuma County Fair and Rodeo	Yuma, CO
August 6-7, 2009	Logan County Fair and Rodeo	Sterling, CO
August 6-8, 2009	Kit Carson County Fair and Rodeo*	Burlington, CO
August 7-9, 2009	Douglas County Fair and Rodeo*	Castle Rock, CO
August 7-8, 2009	Lincoln County Fair and Rodeo	Hugo, CO
August 7-8, 2009	Senior Pro Rodeo (NSPRA)*	Longmont, CO
August 8, 2009	Dleta County Fair and Rodeo	Hotchkiss, CO
August 9, 2009	Middle Park Fair and Rodeo	Kremmling, CO
August 13-16, 2009	Routt County Fair and Rodeo	Hayden, CO
August 14-15, 2009	Weld County Jr. Fair and Rodeo	Keenesburg, CO
August 14-15, 2009	Sand and Sage Roundup*	Lamar, CO
August 14-15, 2009	Arkansas Valley Fair and Rodeo	Rocky Ford, CO
August 28 - Sept 1, 2009	Colorado State Fair and Rodeo	Pueblo, CO
Sept 18-20, 2009	Ignacio Rocky Mountain Horse Expo*	Ignacio, CO
Nov. 19-21, 2009	Mountain States Circuit Finals	Denver, CO
January 9-24, 2010	National Western Stock Show*	Denver, CO
March 15, 2010	Rocky Mountain Horse Expo*	Denver, CO

Analysis - It is important that the City understands the programs and services provided by these organizations and agencies in order to avoid duplication and work to provide unique programs and events. Additionally, it is important to understand niche markets that others may already control, as well as how to best to communicate and market to desired attendees and visitors. There may also be opportunities to cross-market at similar events that fall on different dates.





6. DRAFT CONCEPTUAL
DESIGNS

6. DRAFT CONCEPTUAL DESIGNS

There were many great ideas generated by members of the community, City staff, and Rodeo Board during the initial phases of the project. The Draft Conceptual Design phase was an opportunity for the planning and design team to develop two high-level bubble plans, incorporating stakeholder input, site analysis, market demands and programming analysis findings. Two plans were developed as part of this phase, each with a different theme and alternative space programming concepts. For each plan, the following design elements are described in detail:

- Arena and Rodeo Facilities
- Plaza
- Seating
- Access and Circulation
- Track
- Maintenance
- Horse Stables and Riding Facilities

Concept A

The design approach for Concept A, **Figure 6.1**, was to focus on improving pedestrian circulation and movement for spectators attending rodeos and other events at the facility, while creating one point of access into the facility, thus increasing security. Overall, Concept A separates spectator/visitor uses to the east side and contestants/contractors to the west side.

Arena and Rodeo Facilities

The major proposed change in this concept is to relocate the rough stock and stock contractor pens from their existing locations to one consolidated location on the northwest side of the arena. The existing restrooms building in the current plaza is proposed to be removed. The warm-up arena and main arena would continue to be connected at a central access point, with pens located on either side. The main arena is shifted slightly to the south and enlarged to engage the southern concrete bleachers. Fencing around the main arena would be movable to allow for use of the track straightaway.

Plaza

Through the relocation of the rough stock and stock contractor pens, the plaza is moved to the northeast side of the arena and allows for unobstructed pedestrian access around the existing metal grandstands and concessions building. The backside of the grandstand is intended to be used for additional concessions windows, offices, and restrooms. The stage is located in the new plaza, along with the ticket booth that allows for one point of entry into the facility near the spectator/visitor parking area.

Seating

A new metal grandstand is proposed northwest of the existing concessions building. Bucking chutes are proposed to be located underneath the new grandstand as well as under the existing grandstand. The existing concrete grandstands are recommended to be upgraded.

Access and Circulation

Guest parking is provided on the east side of the facility, and was consolidated with the Ice Rink Facility to promote shared parking opportunities. The guest parking lot should be paved, with a sidewalk and landscape area located in between the Ice Rink and Rodeo lots for pedestrian access and to allow for stormwater drainage. Contestant and trailer parking is located on the west side of the facility in an unpaved lot. Interior track fencing is recommended to be removed to allow for better circulation.

The pedestrian conflicts with rodeo events that currently exist are solved with this concept. Pedestrian access is improved by creating one point of access into the facility on the northeast side. Rough stock pens and stock contractor pens are relocated to the west side of the arena, thus allowing for the plaza space to be enlarged and circulation to occur behind (north of) the existing grandstand, connecting the proposed new grandstand, concessions and restroom facilities in one centralized location. The relocation of the stock contractor pens also allows for a controlled pedestrian access to link the plaza to the existing concrete grandstands on the south side of the arena.

Emergency vehicles continue to access the arena in the existing location.

Track

The track straightaway (1320') and western curve are preserved in this concept. Permanent interior fencing should be removed and a flexible temporary fencing system utilized.

Maintenance

City maintenance uses are relocated to the boneyard.











Horse Stables and Riding Facilities

Horse stables are retained in their existing location on the southwest side of the arena. The existing stables should be cleaned and upgraded to accommodate horse boarding in this location.

CONCEPT A

- ① Consolidated Guest Parking, paved
- ② Relocate rough stock pens to west side, provide new plaza on east side with one main ticket entry, stage, playground, etc.
- ③ Provide buck-n-chutes below new grandstand and old, with concessions/restrooms under old where pens used to be
- ④ Rotated and enlarged arena, relocated pens from east to west side, consolidated rodeo facilities
- ⑤ Contestant parking, temporary stalls, overnight parking, not paved
- ⑥ Reconstructed and expanded bleachers
- ⑦ Relocated maintenance area
- ⑧ Track straight-away remains intact with temporary arena fencing

LEGEND

-  ACCESS
-  VISITOR ENTRY POINT
-  PEDESTRIAN ROUTE
-  EMERGENCY ACCESS
-  GUEST PARKING
-  PLAZA
-  BUILDINGS
-  RODEO FACILITIES (ARENA, PENS, CHUTES)
-  SEATING
-  MAINTENANCE

Concept B

The design approach for Concept B, **Figure 6.2**, was to improve the site elements in their existing locations.

Arena and Rodeo Facilities

The main arena is shifted slightly to the south and enlarged to engage the southern concrete bleachers. Fencing around the main arena is intended to be movable, to allow for use of the track straightaway. Stock contractor pens are relocated to the west side of the arena.

Plaza

The plaza is enlarged and enhanced in its existing location. With the relocation of the emergency access lane to the east, the plaza area can expand. Concessions, restrooms and offices can be accommodated in the rear of the proposed new metal grandstand. The existing restrooms building in the plaza are recommended to be removed. The stage should be relocated to the northwest corner of the plaza space, with pedestrian circulation occurring outside the stage viewing area. A petting zoo and children's play area should be located in the plaza.

Seating

A new metal grandstand is proposed northwest of the existing concessions building. The existing concrete grandstands should be upgraded.

Access and Circulation

Guest parking was provided on the east side of the facility, and was consolidated with the Ice Rink Facility to promote shared parking opportunities. The guest parking lot should be paved, with a sidewalk and landscape area located in between the Ice Rink and Rodeo lots for pedestrian access and to allow for stormwater drainage. Contestant and trailer parking is located on the west side of the facility in an unpaved lot. Interior track fencing should be removed to allow for better circulation.

Stock contractor pens are relocated to the west side of the arena, thus allowing for a controlled pedestrian access to link the plaza to the existing concrete grandstands on the south side of the arena.

Track

The track straightaway (1320') and western curve are preserved in this concept. Permanent interior fencing should be removed and a flexible temporary fencing system utilized.

Maintenance

City maintenance uses are relocated to the west side of the concrete bleachers, south of the arena.

Horse Stables and Riding Facilities

Horse stables are retained in their existing location on the southwest side of the arena. The existing stables should be cleaned and upgraded to accommodate horse boarding in this location.

Concept Review Feedback

Of the two concepts, City staff and Rodeo Board members agreed that the preferred plan should promote improvement of design elements in their existing locations, such as the plaza. Other comments received from the group included:











- Creation of additional grandstand seating around the main arena with less focus on connection to southern concrete bleachers
- Development of the existing warm-up arena as "secondary arena"
- Shifting of rough stock pens to allow plaza space to expand and create more aesthetic entry into facility

This input was incorporated into the Final Master Plan Conceptual Design, which is discussed in Section 7 of the report.

CONCEPT B

- ① Consolidated Guest Parking, paved
- ② Enlarged Plaza, new stage, petting zoo/play area, new grandstand with concession/restroom below
- ③ Contestant Parking, temporary stalls, overnight parking, not paved
- ④ Rotated and enlarged arena, re-located pens to west side, rough stock remains in existing location
- ⑤ Relocated maintenance area
- ⑥ Reconstructed and expanded bleachers
- ⑦ Track straight-away remains in-tact with temporary arena fencing
- ⑧ Pedestrian connection provided with relocation of pens to west side

LEGEND

-  ACCESS
-  VISITOR ENTRY POINT
-  PEDESTRIAN ROUTE
-  EMERGENCY ACCESS
-  GUEST PARKING
-  PLAZA
-  BUILDINGS
-  RODEO FACILITIES (ARENA, PENS, CHUTES)
-  SEATING
-  MAINTENANCE





7. FINAL MASTER PLAN
& IMPLEMENTATION

7. FINAL MASTER PLAN & IMPLEMENTATION

The Final Master Plan is a result of the data gathering process, community and programming analysis and design process. The following Final Conceptual Design, recommendations, phasing options and implementation strategies were formulated based on the key findings of the planning process and based on community and staff input.

It is the goal of the Master Plan to provide the City with a functional design that best meets the needs of the Steamboat Springs community, cost estimates, as well as funding and phasing recommendations that promote sustainable development and operations of the park.

Final Master Plan Conceptual Design

Following the Draft Conceptual Design review with the City and Board, the planning and design team developed a draft Concept C. This concept plan was presented at a public meeting on November 2, 2009. The comments received at this meeting were integrated into the plan and the Final Master Plan Conceptual Design, **Figure 7.1**, was finalized. The following narrative describes the design elements proposed in the Final Master Plan Conceptual Design.

Arenas and Rodeo Facilities

In order to maximize event potential, the Final Master Conceptual Plan includes an expansion and shift of the previous warm up arena to transition it into a “secondary arena,” to support additional competition events. The arenas shall be located parallel to the track, with flexible, temporary fencing and rails that can be taken to accommodate for various events. For planning purposes, the arena sizes are based on Priefert™ Combination Arena fencing layouts and pricing 150'x275', which is similar to the current arena size and configuration.

The current area for maintenance storage and staging for special performers is recommended to become pens and a staging area for timed events, located at the access way between the two arenas. The secretary building, announcer's booth and maintenance shed buildings in this area are proposed to be moved to the northeast side of the primary arena. The electric transformer should remain in place, with needed utility provider access maintained.

To create a more efficient use of the limited space, the rough stock pens have been reconfigured and relocated to wrap around the northeast side of the arena below

the newly added grandstands. The stock contractors will continue to utilize this pen space, as has been the practice historically. Spectator seating and circulation is to be located above the pens, and the bucking chutes are to remain below the existing primary grandstand in order to preserve the intimacy and sense of interaction that has made the Steamboat Rodeo special for spectators for many years.

Plaza

The redesigned plaza space is intended to create a community gathering place in Howelsen Hill Park that is large enough to accommodate a variety of events and group sizes year-round. The plaza has been expanded using the area from the relocated rough stock pens and emergency access lane. The new configuration provides spectators and contestants with enhanced opportunities for interaction, while consolidating spectator activities and removing potential for conflicts with competitors and animals. The plaza space is organized into three main activity areas:

- Primary Entry/ Vendor Tents
- Food Court
- Event Lawn

The first program area is the primary entry and ticket booth, which is centrally located to provide easy access into seating, food court and the event lawn. There are proposed expanded tent areas at either side of the entry, with space for a variety of vendors or events, such as a mechanical bull or tent for sponsors. The entry and ticket booth should be rustic, aesthetically pleasing and reminiscent of Steamboat's western heritage, inviting visitors and competitors into the facility. Additionally, the ticket booth should include an area for both informative and interpretive signage to provide information about upcoming events as well as the history of the park, PRCA Rodeo, Nordic events, etc.

The second program area is the “food court,” which is centralized around a gas fire pit, with views of the plaza and stage, as well as into the arena. The existing concessions building is recommended to remain and should be updated, as well as adding a Competition Management Building that will serve as a year-round facility for restrooms and concessions for winter events. A barbeque or any outdoor grilling facilities can also be centrally located in this area.

The new Competition Management Building is planned to include the following facilities:

- First floor - Secretary offices, new restrooms and concessions facilities
- Second floor - Announcer booth / sound equipment
- Third floor - VIP seating

The third program area is the event lawn and play area, which is recommended to contain a relocated and new band shell/restrooms building to facilitate a variety of events. The existing restrooms building in lawn area is quite dilapidated and should be removed. The lawn area is intended to be expanded and existing large shade trees should remain in place. Circulation pathways should be located just outside of the lawn, connecting all of the programs areas. The existing playground equipment should be relocated to this area, along with picnic tables. There is also the potential to create a petting zoo, providing children with an interactive experience and access to small animals. A pathway with access to secondary arena seating shall also be located just outside the event lawn.

Seating

Expanded spectator seating is a critical element of the master plan, so as to provide the capacity to expand the types and number of spectators at programs and events. In the Final Concept, three new grandstands have been added, one on the west side of the arena, and two on the northeast side of the arena. The grandstand on the west will hold approximately 500 people, the grandstand adjacent to the existing metal grandstand will hold approximately 500 people, and the second new grandstand on the east side will hold approximately 800 people, for a total 1,800 additional covered seats. All of these grandstands shall be connected to one another, utilizing a bridge system in order to allow for pedestrian circulation above the rodeo uses.

Handicap seating shall remain in place near the food court and the existing smaller VIP and east side bleachers should be removed and relocated for spectators for the secondary arena. General Admissions (GA) seating shall remain on the inclined slope on the south side of the arena. Several options for this seating area have been considered and should be decided upon in the next phase of the project (Schematic Design), including:

- Option 1 - Remove concrete bleachers & replace with grass
- Option 2 - Restore current bleachers
- Option 3 - Wood Seating

The range in cost for these options is included in the conceptual cost estimate, **Table 7.1**.

Access & Circulation

A primary concern at the current rodeo facility is access and circulation. The Final Master Plan Concept incorporates new access entry points to Howelsen Hill Parkway from the parking area to assist in traffic flow. In addition to the additional access points, traffic control should be utilized at large events to assist in entry to and exit from the facility.

At the northeast side of the arena, track fencing is recommended to be removed and a paved parking area should be implemented, connecting to the existing Ice Arena parking lot. The consolidated paved parking area will provide expanded and formalized parking for both facilities. A sidewalk and open drainage channel will be included to facilitate pedestrian movement and stormwater flow.

The west side parking area shall remain soft surface, with electric hookups provided along the track fencing to provide for permit-only overnight RV parking for competitors and event participants. A secondary ticket entry to the GA seating area shall be provided at the southeast side. Pedestrian circulation shall be improved in this area to provide connection to the upgraded restroom facility on the west side of the concrete bleachers.

Track

The track straightaway and west side "fish hook" should remain intact for potential future chariot or other racing events.

Maintenance

All large maintenance and existing equipment storage should move to the boneyard, with some support storage for smaller equipment pieces to be accommodated on the second floor of the Competition Management Building or in the old concessions building next to the GA seating. Irrigation should be provided to both primary and secondary arenas, with control panels located inside a secured building, potentially the Competition Management Building. In addition, grading and drainage improvements should be made to the reconfigured pens and arenas and in conjunction with the renovations to the GA seating area.

Horse Stables and Riding Facilities

At this time, the stables and horse riding facilities currently utilized by Sombrero will remain in its existing location,

south of the rodeo arena and track. The existing barns in this location should be upgraded and utilized for overnight horse stabling, in order to provide potential revenue generation for City and improved amenities for equestrian competitors. The restroom facilities in this area should remain and be upgraded as necessary. In the future, this facility could be moved within the rodeo facilities to encourage horseback riding. At that time the stable area could be used solely for overnight horse boarding.

Winter Activities

During the planning process, it was important to consider the winter use of the facility along with the rodeo needs.

Figure 7.2 illustrates the winter needs for the Steamboat Springs Winter Sports Club (SSWSC), including Nordic racing.



This plan is illustrative and subject to change.



PROPOSED BLEACHERS
WITH 14 FT. CLEARANCE

LEGEND

- SOFT SURFACE PAVING
- ASPHALT PAVING
- SPECIALTY PAVING

Table 7.1: Conceptual Cost Estimates

Item	Quantity	Unit	Cost		Total (Range)	
			Low	High	Low	High
Arena/ Rodeo Facility Improvements						
Primary Arena	1	ls	\$ 100,000	\$ 120,000		
Secondary Arena	1	ls	\$ 40,000	\$ 50,000		
Arena Surfacing	55,089	sf	\$0.50	\$0.65	\$27,544.50	\$35,807.85
Arena Irrigation	82,695	sf	\$200 per head	\$0.65	\$7,200.00	\$53,751.75
Pen Surfacing	82,695	sf	\$0.50	\$0.65	\$7,201.00	\$53,751.75
Sub-total					\$181,945.50	\$313,311.35
Seating						
Concrete Grandstand Upgrades	1	per seat	\$40,000.00		\$40,000.00	\$193,000.00
500 seat Grandstand (aluminum, west)	500	per seat	\$320.00	\$335.00	\$160,000.00	\$167,500.00
500 seat Grandstand (aluminum, east)	500	per seat	\$320.00	\$335.00	\$160,000.00	\$167,500.00
800 seat Grandstand (aluminum, east)	800	per seat	\$320.00	\$335.00	\$256,000.00	\$268,000.00
Sub-total					\$616,000.00	\$796,000.00
Plaza / Landscaping						
Deciduous trees	72	ea	\$350.00	\$400.00	\$25,200.00	\$28,800.00
Deciduous, ornamental grass & evergreen shrubs (40% of bed area, #5)	18,810	sf	\$3.50	\$4.00	\$65,835.00	\$75,240.00
Perennial flowers (10% of bed area, #1)	4,703	sf	\$13.00	\$15.00	\$61,132.50	\$70,537.50
Planting beds (mulch + weed control+ steel edger)	23,513	sf	\$1.00	\$1.15	\$23,512.50	\$27,039.38
Irrigation (Planting bed)	23,513	sf	\$1.15	\$1.25	\$27,039.38	\$29,390.63
Seed	23,513	sf	\$0.25	\$0.50	\$5,878.13	\$11,756.25
Irrigation (Seeded area)	23,513	sf	\$1.00	\$1.25	\$23,512.50	\$29,390.63
Event Lawn (Sod, soil and soil prep)	11,230	sf	\$0.60	\$0.65	\$6,738.00	\$7,299.50
Irrigation (Sod, event lawn area)	11,230	sf	\$0.55	\$0.75	\$6,176.50	\$8,422.50
Concrete paving (6" depth)	29,290	sf	\$4.00	\$4.00	\$117,160.00	\$117,160.00
Colored concrete paving / Specialty paving areas	36,740	sf	\$15.00	\$20.00	\$551,100.00	\$734,800.00
Fire pit	1	ea	\$1,500.00	\$3,000.00	\$1,500.00	\$3,000.00
Trash receptacle	6	ea	\$800.00	\$1,200.00	\$4,800.00	\$7,200.00
Bike racks	2	ea	\$200.00	\$500.00	\$400.00	\$1,000.00
Perimeter Fencing (split rail, at entry plaza)	725	lf	\$13.00	\$16.00	\$9,425.00	\$11,600.00
Sub-Total					\$929,409.50	\$1,162,636

Final Master Plan & Implementation

Item	Quantity	Unit	Cost		Total (Range)	
			Low	High	Low	High
Buildings						
Competition Management Building (restrooms, announcers, secretary offices, VIP seating, concessions)	4,500	sf	\$75.00	\$200.00	\$337,500.00	\$900,000.00
Restroom / Stage Building	1,500	sf	\$75.00	\$150.00	\$112,500.00	\$225,000.00
Sub-Total					\$450,000.00	\$1,125,000.00
Miscellaneous						
Trash Enclosure with gates (10x20)	1	ls	\$8,000.00	\$10,000.00	\$8,000.00	\$10,000.00
Hinged/Removable Gate (at general admission seating area)	1	ls	\$2,000.00	\$3,000.00	\$2,000.00	\$3,000.00
New Parking lot (asphalt)	104,000	sf	\$2.25	\$2.50	\$234,000.00	\$260,000.00
Wayfinding Signage (metal post and plaque)	1	ls	\$40,000.00	\$50,000.00	\$40,000.00	\$50,000.00
Stable Re-organization	1	ls	\$5,000.00	\$10,000.00	\$5,000.00	\$10,000.00
Restroom Renovation (south side of arena)	1	ls	\$5,000.00	\$10,000.00	\$5,000.00	\$10,000.00
Concessions Renovation (south side of arena)	1	ls	\$5,000.00	\$10,000.00	\$5,000.00	\$10,000.00
Site Demolition (Restrooms, Fencing, etc.)	1	ls	\$25,000.00	\$40,000.00	\$25,000.00	\$40,000.00
Earthwork / Drainage (surface drainage improvements, bio-swales, etc.)	1	ls	\$50,000.00	\$60,000.00	\$50,000.00	\$60,000.00
Utility Improvements	1	ls	\$20,000.00	\$40,000.00	\$20,000.00	\$40,000.00
Sub-Total					\$394,000.00	\$493,000.00
Total					\$2,571,355.00	\$3,889,947.73
20% Contingency					\$514,271.00	\$777,989.55
GRAND TOTAL					\$3,085,626.00	\$4,667,937.27

Notes:

1. Cost estimate is preliminary and based on Final Master Conceptual Plan.
2. Permitting and tap fees are not included in this estimate.
3. Estimates for arena cost were furnished by Priefert Ranch Equipment.
4. Estimates for bleacher seating cost were furnished by Southern Bleacher.

Financial Analysis

Potential Funding Sources

Traditional Funding Sources

Historically in the City of Steamboat Springs capital funds for the development of public projects are most often developed through **General Obligation Bonds**. Given these tight economic times, it may be challenging to gain support for a bond referendum. However, it is believed by the Department and partners that in the future the community would be supportive of passing a bond issue, given a strong educational campaign and grassroots effort. Yet, it will be important to consider what Department priorities a campaign should be used for, given that voters are often hesitant to approve multiple bond referendums within a short timeframe.

As of the completion of the 2008 Steamboat Springs Park and Recreation Master Plan, the City does not have parkland dedication requirements for developers, which would establish the required dedication of a set percentage of the gross area of the subdivision as well as definitions and standards for the suitability of that land. The development of such a regulation should also allow for payment of **fees in lieu** of parks, playgrounds, and public area reservation and land dedication, which could be used for implementation of the Howelsen Hill Rodeo Facility Master Plan.

Dedicated Property or Sales Tax - Steamboat Springs Parks and Recreation presently does not have a steady funding source that could be dedicated for major repairs, renovations, or improvements to park facilities and recreation amenities. A dedicated property or sales tax would generate stable annual funding to support the ongoing capital needs of the park system. For example, with 4,770 (2009) households in the City a property tax that generates \$5.00 per month would generate \$286,200 annually for capital park projects. Additionally, Steamboat Springs' tax rate is 4.5% of the retail purchase price of the tangible personal property or taxable services being purchased, sold, leased or rented, which will equate to approximately \$18.5 million in revenue in FY2009. Dedicating even a small percentage of this to park and recreation improvements could go a long way in attracting additional visitors and therefore sales tax dollars to the City.

Alternative Funding Sources

Fundraising - Local fundraising is a mechanism that has worked effectively for park and recreation agencies around the country. Although a vast amount of local effort is involved, this mechanism typically generates a vast amount of support and publicity. Local businesses, organizations, and private individuals can pledge funding over a specific period of time.

The Steamboat Springs Parks and Recreation Advisory Committee and Pro Rodeo Series Board Members should work together and play an active role in fundraising for the Department, which could include a campaign dedicated to implementing the Howelsen Hill Master Plan. These groups can be proactive by initiating a variety of fundraising tasks, such as establishing a "Friends of Howelsen Hill" nonprofit or collaborating with an existing nonprofit to send direct mail letters, promoting sponsorship of programs and naming rights, seeking in-kind donations, hosting special events (i.e. – fundraiser dinners, events to honor volunteers, silent auctions, and themed socials), and soliciting charitable donations of money and in-kind services.

Grants - Grants are available to park and recreation agencies from both public and private sources. Grant opportunities exist for a wide variety of purposes including parks and recreation. Steamboat Springs should look for the alignment between its request and the objectives of the grant program. The request for funds should provide a solid basis for a positive response from the funder. There are numerous sources of information and assistance available to grant-seekers. Initial efforts should be on Colorado-based agencies, organizations and foundations. Some examples may include:

- Great Outdoors Colorado (GOCO) - GOCO grants help preserve, protect, enhance and manage the state's wildlife, park, river, trail and open space heritage. Local Government, Parks, Outdoor Recreation & Environmental Education Facility Grants – www.goco.org
- Department of Local Affairs (DOLA) - Conservation Trust Fund Grants - Outdoor recreation master plan or construction of parks, trails, and/or riverwalk on federal, state, or local government lands. www.dola.state.co.us

- CO State Historical Fund - The Fund assists in a wide variety of preservation projects including restoration and rehabilitation of historic buildings, architectural assessments, archaeological excavations, designation and interpretation of historic places, preservation planning studies, and education and training programs. Grants vary in size, from a few hundred dollars to amounts in excess of \$200,000. <http://www.coloradohistory-oahp.org/programareas/shf/shfindex.htm> (Grant application submittal deadline: April 1, 2010)

Corporate Sponsorships- In the past the City of Steamboat Springs has hosted a number of tournaments and other revenue-producing special events. The opportunities for increased revenue generation and corporate sponsorships associated with the redesign of Howelsen Hill are significant and could greatly supplement existing funding and revenue sources. The Department should put efforts into developing corporate sponsorship program and naming rights for the development of new facilities and programs (i.e. – Rodeo Complex, Secondary Arena, Plaza, Competition Management Building, Grandstands, etc.) that would support these types of revenue generation. These sponsorship opportunities should be offered with a tiered level of benefits, should quantify marketing exposure for each level, bundle packages on a system-wide level, and bundle the assets of sponsors (i.e. - money, marketing, and product supply).

User Fees- User fees are charges to those who utilize park and recreation programs, and may include facility admission, facility and equipment rental fees, user groups, etc. The City currently charges user fees for rentals and facility use. However, once renovations and improvements are implemented, these user fees should be reevaluated for potential increases. Some additional user fees for new or improved facilities may include parking for events and to supplement downtown parking, overnight trailer/RV hookup, and horse stabling.

Phasing and Implementation Strategies

Phasing - An important aspect of this master plan is the identification of recommended phasing and implementation strategies. Throughout the planning process, priorities for facility improvements were discussed with City staff, Rodeo Board members and stakeholders. Phasing of the proposed improvements is critical to the success of the project and can assist in obtaining funding for the design and construction of plan elements. These

phases have been identified based on the master plan, and the next phases of the project (including Schematic Design, Design Development and Construction Documents) will further define the specific elements in each phase. Other important considerations, such as Historic Preservation and coordination with improvements to other City facilities such as the Ice Rink, should also be integrated into the next phases of the project.

Phase 1 - Plaza

Although the rodeo arena is the primary function of the current facility, it is important to focus initial improvements on the plan elements that are multi-functional, such as the plaza, to promote additional multi-purpose activity use at the site. The plaza improvements are recommended as the first phase for the project. The first phase should include the following items:

- Relocation and reorganization of rough stock/ stock contractor pens
- Removal of existing restroom building
- Plaza hardscape
- Event Lawn
- Band Shell / Restroom Building
- Fire pit
- Landscaping

Phase 2 - Access and Circulation Improvements

The parking lot and circulation improvements were considered a priority to many stakeholders, and are another element of the plan that may provide multiple functions for the City. The parking lot, perimeter pedestrian circulation improvements, and additional access points into the property are recommended as the second phase of the project. Final design for the parking lot should be coordinated and integrated with the proposed improvements to the Ice Rink parking and circulation. The second phase should include:

- Paved parking lot
- Specialty paving at entry drive
- Sidewalks
- Drainage Improvements
- Ingress/Egress locations
- Landscaping

Phase 3 - Arena Improvements and Competition Management Building

The arena improvements are critical to the future success of the rodeo. The improvements to the main arena and development of the secondary arena are recommended

as the third phase of the project. The arena construction may be phased to ensure that one arena is operable at all times, with the main arena improvements occurring first and secondary arena improvements following. There are several existing buildings in this area that will need to be removed during this phase, including the secretary building, announcer booth, and maintenance shed. During this phase, the Competition Management Building should be constructed at the plaza. The third phase would include:

- Removal of existing buildings
- Main arena
- Secondary arena
- Pens
- Bucking chutes
- Competition Management Building (CMB)

Phase 4 –Seating Improvements

There are several types of seating proposed for the Howelsen Hill Rodeo Facility, including three metal grandstands and upgrades to the concrete bleachers. Metal grandstand seating should be similar to the existing grandstands; elevated and with a roof. There are several options for the concrete bleachers, included in the appendix, which should be determined during the design process. The last phase of the project would include:

- West metal grandstand
- East metal grandstand (500)
- Concrete bleacher improvements
- East metal grandstand (800)

Additional Phasing Discussion

There are several elements on the plan and cost estimate that were not specifically identified in the recommended phasing discussed previously. Some of these items include:

- Restroom upgrade at Horse Stables
- Horse Stable / Barn upgrades
- Concessions Stand (south) upgrades
- Plaza / pedestrian connections at concrete bleachers
- Horse Stalls / Barns in the west parking area

The phasing of these items, as well as others not listed, should be coordinated in the more detailed design phase of the project.

Implementation Strategies

Master Planning is the first step in the design process that is used to help the City determine recommended facility upgrades, phased priorities, and identification of funding sources for future improvements. There are several “next steps” that are critical to implementation to be accomplished following the approval of the Master Plan, such as Schematic Design, Design Development, and Construction Documents. However, these necessary planning phases, as well as renovations and construction, cannot be completed without the identification of adequate funding.

In order to maintain the community and stakeholder support gained through the master plan process, it is recommended that the Department establish a Howelsen Hill Implementation Committee that involves a wide variety of dedicated and influential community members, including but not limited to Pro Rodeo Series Board members, Parks and Recreation Advisory Commission members, City Council members, equestrian community representatives, winter sports club representatives, as well as other community and user groups to work together in order to gain funding through the budgeting process, fundraising and sponsorships.

It is recommended that the City and the Implementation Committee utilize a combination of the Potential Funding Sources listed previously, such as establishing a grass-roots fundraising campaign, applying for and allocating money for grant matches, and soliciting corporate sponsorships to gain revenue through paid advertisements, product supply, and naming rights for the different facilities within the park, and establishing user fees for new and renovated facilities. Once the planning and design phases of the project are complete, the renovations and construction of the recommended facility improvements should be done in context with the priorities identified in the Phasing Section of the report.

