

PARKS, RECREATION, OPEN SPACE AND TRAILS MASTER PLAN



TOWN OF SUPERIOR, COLORADO

**PARKS, RECREATION, AND OPEN SPACE
DEPARTMENT**

MARCH 2005

ACKNOWLEDGEMENTS

BOARD OF TRUSTEES

Mark Hamilton - Mayor
Andrew Muckle - Mayor Pro-Tem
Jeff Chu
Dana D'Souza
Karen Imbierowicz
John Oster
Lisa Skumatz

PAST TRUSTEES

Susan Spence - Past Mayor
Larry Kock
Fred Seitzman

PLANNING COMMISSION

Joe Cirelli - Committee Chair
Kent Crawford
James MacInnis
Kraig Prestesater
Eric Rosenfeld

Jason Hinkle
Phyllis Hardin
John Cracraft
Grant Jacobs
Melinda White - Past Vice Chair and Member

PARKS, RECREATION, OPENS SPACE AND TRAILS ADVISORY COMMITTEE - PROSTAC

Gary Siville - Chair - Recreation
Teri Olander - Recreation
Lance Olander - Parks
Kurt Bethke - Parks
Chris Plott - Metropolitan District
Steve Bachtel - Past Member

John Nibarger - Open Space
Bob McCool - Open Space
Greg Ziebold - Trails
Melissa Thornton - Trails
Misty Deiparine - YMCA Representative

OPEN SPACE ADVISORY COMMITTEE - OSAC

Bob McCool - Committee Chair
Alan Clark
Debra Williams
Erik Mondrow
John Nibarger
Jan Buhrmann - Past Chair and Member

Joanna Jaszczak
Margaret Parish
Dana D'Souza
Tom Pratt

CONSULTANT TEAM

GreenPlay, LLC - Chris Dropinski and John Overstreet
Design Concepts, Inc. - Robby Layton and Ivy Dunlap
Geowest - Jeffery Smith
ETC/Leisure Vision, Inc. - Ron Vine

Special thanks to Great Outdoors Colorado for the funding that made this project possible

*For more information about this document, contact GreenPlay, LLC, at:
3050 Industrial Lane, Suite 200, Broomfield, Colorado 80020
Telephone: 303-439-8369 Fax: 303-439-0628 Toll Free: 866-849-9959
Email: info@greenplayllc.com www.greenplayllc.com*

Table of Contents

EXECUTIVE SUMMARY	9
Overview	9
Community Outreach.....	10
Level of Service Analysis and Standards.....	11
Potential Funding Sources	11
Summary Recommendations	12
<i>Recommendations for Park Development</i>	12
<i>Recommendations for Park and Recreation Facilities</i>	12
<i>Recommendations for Library Services</i>	13
<i>Recommendations for Natural Open Space</i>	13
<i>Recommendations for Trails</i>	13
THE PLANNING CONTEXT	17
Planning Process	17
History of Superior	18
History of Parks, Recreation and Open Space in Superior.....	18
Department Structure.....	19
Town and Department Funding	20
Related Planning Efforts	21
Support Documents/Contracts.....	29
ANALYSIS AND RECOMMENDATIONS.....	33
Levels of Service.....	33
Standards	33
Estimated Project Costs.....	34
Potential Funding Sources	35
Recommendations for Park Development.....	35
Recommendations for Park and Recreation Facilities.....	40
Recommendations for Library Services	50
Recommendations for Natural Open Space	51
Recommendations for Trails.....	57
MARKET ANALYSIS.....	65
Community Profile/Demographic Study	65
INVENTORY	69
Department Programs	69
Alternative Program Providers.....	70
Park Inventory.....	77
Overall Assessment	79
COMMUNITY OUTREACH.....	83
Focus Group and Community Meeting.....	83
Stakeholder Meetings	86
Staff Input.....	86
Survey	86
APPENDIX A: LOS AND GRASP TM WORKSHEETS	115
APPENDIX B: FUNDING SOURCES	117
APPENDIX C: OPEN SPACE ATTRIBUTE SCORE WORKSHEET	119
APPENDIX D: RECREATION RECOVERY MATRIX	121
APPENDIX E: MAPS:	123

List of Tables

Table 1: Superior Funding	20
Table 2: Department Funding	21
Table 3: Adult Sport Leagues	75
Table 4: Youth Sport Leagues	76

List of Figures

Figure 1: Population Breakdown	66
Figure 2: Household Income - U.S. Compared to State of Colorado and the Town of Superior	67
Figure 3: Population Comparisons	68
Figure 4: Town of Superior Industries	68
Figure 5: Population Projections (Boulder County, Jefferson County)	69
Figure 6: Park Visitation.....	88
Figure 7: Park Improvements	89
Figure 8: Program Participation.....	90
Figure 9: Program Quality	91
Figure 10: How Respondents Learned of Programs	92
Figure 11: Need for Facilities.....	93
Figure 12: Households with a Need for Facilities	94
Figure 13: How Well Facilities Meet Needs	95
Figure 14: Either Partially Met or Not Met.....	96
Figure 15: Most Important Facilities.....	97
Figure 16: Importance of Functions by Department	98
Figure 17: Most Important Functions.....	99
Figure 18: Reasons Preventing Use of Facilities and Programs.....	100
Figure 19: Need for Trails, Bike Lanes and Sidewalk Areas	101
Figure 20: Households with Need for Trails, Bike Lanes and Sidewalk Areas.....	102
Figure 21: How Trails, Bike Lanes and Sidewalk Areas Meet Needs.....	103
Figure 22: Trails, Bike Lanes and Sidewalk Areas Needs Partially Met or Not Met.....	104
Figure 23: Most Important Trails, Bike Lanes and Sidewalk Areas.....	105
Figure 24: Organizations Respondents Use for Programs and Facilities	106
Figure 25: Organizations Used Most for Programs and Facilities	107
Figure 26: Values of Natural Open Space.....	108
Figure 27: Most Important Values for Town Open Space.....	109
Figure 28: Support for Actions to Improve Natural Open Space Program	110
Figure 29: Actions Most Willing to Support.....	111
Figure 30: Allocation of Funding for Park and Recreation Facilities	112
Figure 31: Respondents Willingness to Increase Taxes	113



TOWN OF SUPERIOR
PARKS, RECREATION, AND OPEN SPACE DEPARTMENT

NEEDS ASSESSMENT AND MASTER PLAN

EXECUTIVE SUMMARY

EXECUTIVE SUMMARY

Overview

History of Superior

The Town of Superior has a rich history and has experienced rapid growth similar to many municipalities located along the Front Range. The Town itself was founded in 1896 and incorporated in 1904 and was reportedly named after the "superior" quality of coal found in the area. Mining was the major force in Superior's history until the Industrial Mine closed in 1945 when many people moved out of the area and the Town evolved into a quiet ranching and farming community of around 250 residents, until recently. In the 1990's economic and new construction boom caused Superior to become one of the fastest growing communities in the nation. U.S. Census data for the Town showed a population of 9,011 in 2000. Today's population estimate is over 11,000.

Demographics

Overall, the Town of Superior has a much greater concentration of high income households than the rest of the state and nation as well as a large percentage of residents who are between 25 and 54 years of age. Individuals in this age range tend to be more established in the workforce, generating higher salaries than younger or older counterparts. The most noticeable difference, however, is in the "over 55 years" category with Superior averaging 12.8% less than Colorado and 16.2% less than the national average.

Purpose of this Master Plan

A master plan is a planning document that develops more detailed policy regarding a specific element of the Town's Comprehensive Plan. This Master Plan is intended to provide a framework for the future of parks, recreation, natural open space and trails needs for the Town of Superior and is a vision for what citizens have for an ideal community.

The purpose of the Master Plan Process is to obtain community input and present information about existing levels of service for parks, recreation, trails, and natural open space in the Town, as well as recommendations for development, delivery, and potential funding considerations for the future. The Master Plan proposes standards for levels of service to be achieved for parks and recreation facilities while trail and natural open space needs are addressed through guidelines based upon citizen desire and prioritizing acquisition and/or development in the community.

Adopting this plan does not commit the Town to budgeting money for any of the projects included. Before moving forward on any acquisition or capital construction recommendations, an implementation plan must be created. A thorough feasibility analysis must be done including public involvement opportunities and identification of

long term maintenance and service costs. The cost of the improvement must be considered in the greater context of the Town's annual budget as it goes through a formal approval process.

The Master Plan builds on the parks, recreation, open space and trails goals and policies in the Town of Superior Comprehensive Plan adopted September 2001.

In addition, the effort also resulted in a conceptual design for the Town Nine, a civic space located between Original Town and Sagamore.

Community Outreach

An essential element of the needs assessment process was community outreach. Input for this project was gathered through advisory committees, stakeholder interviews, focus groups, a statistically valid citizen survey, and community-wide meetings.

Parks, Recreation, Open Space and Trails Committee (PROSTAC)

A nine member, Parks, Recreation, Open Space and Trails (PROSTAC) Committee was formed by the Town Board to guide the process of creating this plan. The committee includes two members each representing parks, recreation, open space and trails, a YMCA liaison, a staff liaison, and a representative from the dissolved Superior Metropolitan Districts. The committee met minimally once a month to review progress of the plan and make recommendations, and prepared the plan for adoption by the Town Board of Trustees.

Open Space Advisory Committee (OSAC)

The existing nine member Open Space Advisory Committee (OSAC), appointed in 2001 by the Town Board of Trustees, assisted in the development of the plan.

Input Opportunities

Discussions, meetings and other input opportunities were designed to solicit citizen input regarding parks and recreation needs and desires, as well as funding priorities. Key topics addressed included facilities and services provided, open space inventory and demands, program offerings, partnering opportunities, service delivery, satisfaction levels, priorities, and funding.

Level of Service Analysis and Standards

The parks Level of Service analysis, referred to as the GRASPTM (Geo-Referenced Amenities Standards Program) Analysis in this report, presents standards in tabular format, and through mapping. The analysis is based upon several characteristics of park land and what it houses, including:

- The *range* of facilities available to meet the desires of the population, i.e., a combination of courts, athletic fields, and other active recreation facilities, along with passive facilities such as benches, picnic tables, etc.
- The *quantity* and *capacities* of the various facilities within the system
- The *quality* of the facilities
- The *distribution* of facilities within the community

Parks and recreation standards differ from natural open space and trails guidelines. Parks and recreation amenities are normally driven by specific program and activity features (softball field, multi-purpose room, gymnasium, etc.) and the perceived demand for those activities. Natural open space and trail use is generally driven by the quality, quantity and proximity of the spaces.

Developing standards has proven effective and is easy to understand. The community first agrees on the number of facilities or resources (such as acreage of land) that is desirable. The standard is generally based on population; an example would be *one ballfield per 1,000 people*. Communities around the world have developed recreation (and other levels of service) standards. The National Recreation and Park Association (NRPA) encourages communities to develop standards that reflect the values of the community.

The analyses presented here are starting points for discussion. They are based in large part on the findings of the planning process, including current and historical expressed and desired needs. For any of the facility or resource types, these level-of-service standards may and should be adjusted to match community preferences and desires as the population changes.

The proposed standards are based on a number of sources, most importantly from the citizen survey, and from dialogue with the community and members of the PROSTAC. Other factors include historical provision of services and benchmark data from similar communities. The development and use of standards is an important ongoing process that should be fine-tuned as the community changes.

Potential Funding Sources

Examples of likely funding sources are provided with each category of recommendations. In addition, Appendix B contains a detailed listing of potential funding sources in use around the country for parks, recreation, open space and trails.

Summary Recommendations

Recommendations for Park Development

1. Adopt a level of service for parks that provides parks elements within approximately a one-third mile walk of every home and business.
2. The practice of developer provided playgrounds should continue as new residential areas are added. As new residential areas develop they should meet the standards of the Comprehensive Plan.
3. Routinely include Parks, Recreation and Open Space Director as part of the development review team for all parcels under consideration for development.
4. Review and revise the Land Use Code, as necessary, in relation to the recommendations for facility and land needs in this report.

Recommendations for Original Town and Sagamore

5. Complete detailed analysis and design process, with full public process, and development of the Town Nine park site based on the adopted conceptual design, taking into account the potential Ochsner development.
 - 5a. Include restrooms at this site (See recommendation #8).
 - 5b. Relocate current playground structure at Children's Park to this site (See recommendation #7).
 - 5c. Consider full size multi-purpose field at this site (See recommendation #9).
 - 5d. Consider practice backstop at this site (See recommendation #11).
 - 5e. Consider amphitheater at this site (See recommendation #12).
 - 5f. Consider outdoor basketball court(s) at this site (See recommendation #16).
 - 5g. Consider skatepark at this site (See recommendation #18).
 - 5h. Consider tennis court at this site (See recommendation #19).
6. Consider Original Town Ballfield site for redevelopment for a community building and/or relocation of historic buildings for community purposes. See recommendation #27).
7. Remove existing play area from Children's Park and relocate structure to Town Nine. Consider installation a smaller play structure at Children's Park that would satisfy neighborhood demand.

Recommendations for Park and Recreation Facilities

8. Add restrooms to park sites at Purple Park, the Town Nine park site, as it is developed and the tennis courts at the North Pool site.
9. Develop two new full sized multi-purpose fields.
10. Create more capacity for multi-purpose field space by improving and expanding the current east field and consideration of adding lights at Community Park.
11. Develop three practice backstops, with one located in Original Town.
12. Develop an amphitheater.
13. Consider addition of a dog park in suitable location.
14. Develop two new 300' softball/baseball fields.
15. Develop two additional new 300' softball/baseball fields.

16. Provide three outdoor basketball courts, with at least one in Original Town.
17. Provide one additional court at a separate location.
18. Provide one full size skate park.
19. Consider four additional tennis courts, with one in Original Town.
20. Develop two group picnic pavilions, one to be located in Original Town.
21. Renovate the existing outdoor pools to reconfigure activity space and programs offered to appeal to the broader population and increase capacity.
22. Replace the existing substandard inline skating rink in current location.
23. Consider 2nd location in the future to install two inline skating rinks replacing the existing rink.
24. Consider enhancements to fishing ponds - ADA accessibility, stocking, etc.
25. Add one new sand volleyball court.
26. Complete a full feasibility study with strong public involvement for an indoor community facility.
 - 26a. Consider an indoor pool.
 - 26b. Consider one gymnasium/basketball court.
 - 26c. Consider one exercise and fitness facility.
27. Create indoor community meeting space.
28. Create Indoor/Outdoor Meeting/Gathering Facility at Purple Park, south of Pitkin Avenue.

Recommendations for Library Services

29. Take the lead on reinvigorating the discussions regarding a regional library network.
30. Complete a full feasibility study with strong public involvement for library services.

Recommendations for Natural Open Space

31. Adopt the Tier One, Two, Three Analysis Process, as described above, to determine what individual parcels, or portions of parcels, may be acquired or protected as natural open space.
32. Actively pursue acquisition and protection of natural open space.
33. Review, and then consider for use by Town official, the OSAC Summary Report and Recommendations document, that evaluates natural open space attributes, when completed, to provide developers and planners with parcel specific data to determine the most appropriate portion of parcels to meet open space requirements .
34. Complete parcel specific management and maintenance plans.
35. Establish management structure and policies to carry out parcel specific management and maintenance plans.

Recommendations for Trails

36. Adopt the Master Plan Trail Network Map to replace the current Trails Map in the Comprehensive Plan.
37. Link Original Town/Sagamore to Rock Creek.
38. Designate funds to complete missing trail links and to improve pedestrian and bicycle friendliness and safety.

39. Create, with the assistance of the Superior Historical Commission, an historic walking tour through Original Town Superior that highlights buildings and landmarks along Coal Creek Drive and throughout the entire neighborhood. Create connections to this walking tour to existing and future trails systems.
40. Require all new development proposals to include a trail and sidewalk network.
41. Link the Ridge Development to proposed connection from Original Town to Boulder County Trailhead.
42. Develop a signage system identifying Primary and Secondary Trails, and develop a trails map for the public.
43. Create or join a trails advocacy group for the region surrounding the Town to insure regional connectivity.

Organizational and Administrative Analysis and Recommendations

44. Incorporate the methodology in the Pricing Policy Pyramid to establish pricing policies and identify cost recovery targets.
45. Enhance use of the computerized recreation management and registration system
46. Town should consider continuation of PROSTAC as an advisory committee to assist the department in the implementation of the Master Plan and provide recommendation to the Town Board on policy issues and development and acquisitions issues. OSAC should continue as an advisory committee to the Town Board, the department, and to PROSTAC. It is further recommended that PROSTAC members retain their designations of parks, recreation, open space or trails representatives and consider themselves to be responsible for the whole system. OSAC should be represented by having ex-officio, voting authority on the committee.
47. Create an Annual Workplan for implementation of the Master Plan recommendations identifying priorities, responsibilities, resources, funding sources and timing.
48. Create an Annual Report of parks, recreation, open space and trails accomplishments and anticipated undertakings for the upcoming years, building credibility with the citizens regarding meeting citizen needs and good stewardship of tax dollars.
49. Consider traditional and alternative funding sources as outlined in the Appendix B for implementation of this Master Plan.



TOWN OF SUPERIOR
PARKS, RECREATION, AND OPEN SPACE DEPARTMENT

NEEDS ASSESSMENT AND MASTER PLAN

*PAST, PRESENT AND FUTURE
THE PLANNING CONTEXT*

THE PLANNING CONTEXT

Planning Process

To help focus efforts and energy, a three-step planning process was followed including the following major elements:

- Findings Phase
- Recommendations Phase
- Implementation Phase

Findings Phase

The focus of all efforts in this phase was to gather data consisting of opinions, facts, and impressions of the entire parks, recreation, open space and trails system and all aspects of its operation. At this stage, there is no assessment of how well the system is working. There are no judgments on how to fix problems, or on how to improve the system, merely an attempt to gather as much information as possible concerning the present status of the system.

The Findings Phase provides a common baseline for understanding how the system and organization works. The later analysis of this unbiased collection of data identifies strengths and weaknesses in the system; measures the effectiveness of service delivery; evaluates the existing levels of service for parks, open space, and trails; and gauges the attitudes of staff, citizens, stakeholders, and leaders regarding amenities in the Town. The intent is to hear from people through multiple mechanisms and strategies developed to encourage them to share opinions. The following are some of the elements included in the Findings Phase.

- The public was asked to provide input about the system via survey and through a series of focus groups and a public meeting.
- An analysis of the existing local market was conducted including an inventory of other parks and recreation systems in nearby communities with similar programs.
- Stakeholder interviews were conducted with key Department staff, Town Board of Trustees, other agency heads, community organization representatives and other stakeholders.
- Focus groups were used to gather information from special interests and special populations, such as athletic groups, seniors, teens, and the Original Town community.
- Program and facilities audits and evaluations identified inefficiencies, opportunities for improvement, current conditions, and other characteristics

Meetings were designed to include input from all interests and create dialogue. The consulting team designed databases to collect the information and reviewed inputs. The team also visited and inventoried all parks, trails, and open space areas within the Town and visited selected private and not-for-profit facilities.

Recommendation Phase

In the Recommendation Phase, all of the findings are summarized and analyzed. Various strategies are offered as possible solutions to address the shortcomings and weaknesses of the system, and capitalize on opportunities. In addition, strengths and efficiencies of the Department are identified and used as a foundation for further improvement and examples of excellence.

Implementation Phase

Once recommendations have been adopted, the final phase of the planning process is the Implementation Phase. Recommendations and strategies are summarized and prioritized in the Action Plan, focusing the energies and efforts of the Department and Town on the highest priorities. Strong links between results from the Findings Phase and the Recommendations Phase should result in wide acceptance of the strategies and lead to progress towards common goals.

History of Superior

The Town of Superior has a rich history and has experienced rapid growth similar to many municipalities located along the Front Range. Superior's history is one of coal mining. The first mines in the area were developed in the late 1800's. The Town itself was founded in 1896 and incorporated in 1904. The Town reportedly was named after the "superior" quality of coal found in the area.

Mining was the major force in Superior's history until the Industrial Mine closed in 1945. Subsequently, many people moved out of the area and the Town evolved into a quiet ranching and farming community. The Town's population sustained around 250 until recently.

In the 1990's new construction occurred due to the economic boom experienced in the Denver Metropolitan area. Superior became one of the fastest growing communities in the nation. One of the most recent developments, Rock Creek Ranch, was subdivided in 1987 and development continues today. Through 2000, approximately 1900 single-family homes and 1600 multi-family homes have been developed in Rock Creek, swelling Superior's population to approximately 11,000. The Sagamore development, located west of the original town, brought approximately 171 more homes into the Town limits of Superior. Other tracts have been identified for residential and commercial development in and around McCaslin Road, the major North-South arterial through Superior.

History of Parks, Recreation and Open Space in Superior

The history of parks, recreation, open space and trails services is long, however, the Department is less than a year old. Parks have long been a part of the landscape in the original town area as evidenced by Grasso Park, located directly behind Town Hall, and more recently Children's Park. Grasso Park has many artifacts and older buildings that identify with the history of Superior. Children's Park was developed south of Coal Creek and includes a playground, shelters, and

benches. Only a few parks existed in the original town until Rock Creek began to develop in the late 1980's.

Parks, recreation, trails and open space service was provided by the Superior Metropolitan Districts (SMD) 2 & 3 until 2004. The districts primarily handled the management of recreation programs through a contract agreement with the YMCA of Boulder Valley, and the management and maintenance of parks and open space located in Rock Creek through a contract with CoCal Landscape. Original Town parks were managed and maintained by Town staff, through a contract with CoCal Landscape.

In mid 2003, in anticipation of the dissolution of the SMDs, the Town utilized and converted the Community Services Department to become the Town's Parks, Recreation and Open Space Department and hired its first director. The Town took over contracts and service agreements from the SMDs. Currently the Town has a contract with the YMCA of Boulder Valley for recreation services for youth sports, teen programs and fitness center classes. Maintenance of parks, open space and trails is contracted out to a private provider (CoCal Landscape). The outdoor pools are now operated by the town. The tennis program is contracted out to a private provider.

Department Structure

The Town Manager oversees the operations of the Department. The Department is managed by a full-time director and has budgeted six full-time equivalent positions (FTEs) for 2004, as well as one part-time position. These counts do not include any affiliations or personnel employed by the YMCA. Town staff is responsible for planning and providing certain programs and activities and is also responsible for the management of all service agreements and contracts.

Five committees have affiliation with the Department: the Parks, Recreation, Open Space and Trails Committee (PROSTAC), the Open Space Advisory Committee (OSAC), the Waste Diversion Advisory Committee (WDAC), Events Committee, and Historical Commission.

Parks, Recreation, Open Space and Trails Committee (PROSTAC)

This nine member committee was formed to guide the process of creating this plan. The committee includes two members each representing parks, recreation, open space and trails, a YMCA liaison, a staff liaison, and a representative from the dissolved SMDs. The committee meets minimally once a month to review progress of the plan and make recommendations and will ultimately forward this plan for adoption by the Town Board of Trustees.

Open Space Advisory Committee (OSAC)

This nine member committee was appointed in 2001 by the Town Board of Trustees. Their charge, as stated in Resolution R-25, is to examine and make "recommendations to the Board of Trustees for the preservation of lands in the Town for open space purposes." The OSAC meets monthly and a Parks, Recreation and Open Space staff liaison attends these meetings as well.

Waste Diversion Advisory Committee (WDAC)

This seven member committee assesses the need for enhancement of current waste diversion programs and examines the needs of the Town regarding waste diversion activities that are not already in place. The responsibilities include:

- assisting the Town Board in establishing priorities for the implementation of waste diversion activities, funds permitting
- examining and making recommendations to the Board with respect to possible sources of funding for the implementation of waste diversion activities

Events Committee

This is not a formal Town committee however its existence provides the community the opportunity to volunteer in the planning and operation of special events for the Town.

Historical Commission

The Historical Society was formed to preserve and protect the historical treasures in the Town. Past projects included the Grasso Rehabilitation Project sponsored in part by the Colorado Historical Society with a grant from the State Historical Preservation Fund. This site, which was a land grant given to William C. Hake by President Ulysses S. Grant, includes several buildings and a jail dating back to the early 1900's.

Town and Department Funding

The Town is funded through property taxes and sales tax collections. The table below shows the breakdown of percentage by source.

Table 1: Superior Funding

Funding Source	Percentage of Budget
Sales Tax	66%
Property Tax	30%
Misc Fees	4%

Source: Finance Department Estimate

The current millage rate is 8.805 mils. Each mil is worth an estimated \$140,000.

The Department is relatively new. Funds have been provided to adequately facilitate and run programs throughout the Town. Below is a summary of the Parks, Recreation and Open Space Department budget.

Table 2: Department Funding

	2002 Actual	2003 Actual	2004 Budget	2005 Budget
Department Funding	\$305,054	\$326,303	\$1,199,131	\$1,326,698

Source: Finance Department, Estimated

It should be noted that the dramatic increase from 2003 to 2004 is attributed to the Department being charged direct expenses for park/median maintenance and pool/recreation center costs. This did not occur prior to 2004.

Separate from the operating budget, the Town also collects a .3% sales tax for open space purposes. The current balance of this fund is approximately \$1.8 million (August 2004). The Open Space tax Fund earns approximately \$800,000 annually. In addition, the Conservation Trust Fund is available from Colorado Lottery proceeds which are distributed on a per capita basis. Recent projects include the restoration of Grasso Park and Cemetery improvements and access.

Related Planning Efforts

It is important to gather information that may be relevant to the completion of this planning document. Several important Town planning efforts have been completed in recent years, and were reviewed in relation to this needs assessment effort.

1. *Town of Superior Comprehensive Plan, September 10, 2001*

The Town Comprehensive Plan contains elements relating to Parks, Recreation, Open Space and Trails. The following goals are relative to the provision of those services:

Goal 13: The Town's park system is desired to furnish important recreation and cultural benefits for all residents while also enhancing the Town's overall physical and natural framework.

- Policy 13.1 Provide parks within approximately ½ mile walk of every home and business*
- Policy 13.2 Develop a new neighborhood park in Original Superior*
- Policy 13.3 Employ design practices that enhance accessibility within the Town's park system*
- Policy 13.4 Ensure that the Town's park system respects and implements the Town's environmental plans and policies*
- Policy 13.5 Evaluate wildlife habitat impacts when developing parks near or within existing habitat areas*
- Policy 13.6 Develop, where appropriate, year round recreational uses and facilities*
- Policy 13.7 Ensure that phased development provides its core park facilities as part of its initial phase*
- Policy 13.8 Develop and integrate Special Interest Areas as part of the Town's park system*
- Policy 13.9 Ensure that interpretive signage identifying historic, cultural, and natural areas within or near the Town's park system are developed*

Goal 14: Preserve those areas of existing open space that offer natural links between neighborhoods and community centers, that offer unique outdoor recreation and enjoyment, that provide important ecological functions, and that contribute to the community's aesthetic beauty in order to maintain an enjoyable and healthy community.

Note: The Open Space section of the Comprehensive Plan contains definitions of Natural Open Space and Developed Open Space. In summary, they are:

Natural Open Space – Undeveloped land that is secured for the protection of habitat for native animals and plants, for limited recreational use, and for the preservation of archeological and topographical significance. The three types of Natural Open Space are: Prairie, Aquatic and Riparian

Developed Open Space – Developed lands that can be used for any or all of the following purposes: Parks, Landscaping around buildings or structures, Trails and Berms

- Policy 14.1 Protect areas that provide significant habitat and/or important corridors between established habitat areas*
- Policy 14.2 Identify and develop open space corridors linking open space throughout the Town of Superior*
- Policy 14.3 Ensure that proposed development evaluates wildlife habitat impacts and reasonably mitigates any potential impacts when located near or within existing habitat areas*
- Policy 14.4 The majority of designated open space identified as significant habitat and/or as a corridor should be left undeveloped, with no more than 20% developed in a low intensity manner*
- Policy 14.5 Protect, enhance and develop the existing reservoirs and creek drainage ways to protect wildlife habitat and to provide amenities for public use*
- Policy 14.6 Acquire natural and developed open space when it is fiscally responsible and financially feasible*
- Policy 14.7 Establish open space planning, acquisition, and maintenance as an integral part of the Town's general planning, administrative, and budgeting process*
- Policy 14.8 Develop open space acquisition and maintenance standards that integrate the existing standards of other jurisdictions and districts*

Goal 15: Ensure that all development provides appropriate amounts of both formal landscaping and/or natural open space as a key method for enhancing a development's visual appearance.

- Policy 15.1 Ensure that all future development provides an appropriate amount of open space and /or landscaping in order to maintain compatibility between buildings, parking areas, and adjacent uses*

Goal 16: Develop the Town's trail system as an integral part of all physical development throughout the Town, meeting the various recreational, cultural, and mobility needs of all user groups.

- Policy 16.1 Develop a well-defined Town loop trail as one of the trail system's fundamental components*
- Policy 16.2 Ensure that the trail system provides convenient and attractive access to key public amenities and community facilities*
- Policy 16.3 Explore trail system links to neighborhoods and business centers to strengthen the Town's sense of community and identify and stimulate commercial synergy*
- Policy 16.4 Use the trail system as a means to facilitate both regional and local pedestrian connections*
- Policy 16.5 Locate trails within approximately ½ mile walk from every home and business. Require developers to draw a circle on development submittals reflective of a ½ mile walk*
- Policy 16.6 Identify and develop strong links between Rock Creek and Coal Creek regional trails*
- Policy 16.7 Extend the Rock Creek trail to link to future residential development along Rock Creek with Community Park*
- Policy 16.8 Coordinate with neighboring jurisdictions to extend the Coal Creek trail eastward under U.S 36 to connect with regional trail with open space owned and maintained by neighboring jurisdictions*
- Policy 16.9 Identify and develop strong links between residential areas of the Rock Creek subdivision and the commercial and retail centers near the McCaslin Blvd and U.S. 36 interchange*
- Policy 16.10 Develop and trail linking Superior to the Monarch Schools in Louisville using the underpass near the cemetery and the 88th Street bridge*
- Policy 16.11 Identify and develop preferably grade-separated trail connections across McCaslin Blvd. linking together the Town's east and west sides*
- Policy 16.12 Design the trail system, where it is most appropriate and practical, to enhance accessibility*
- Policy 16.13 Ensure that the design and development of future trails complies with the Town's Environmental Resources policies*
- Policy 16.14 Encourage access to habitat areas while minimizing the impacts of proposed trails adjacent to or within existing habitat areas*

Goal 17: Establish trails planning, construction, and improvements as an integral part of the Town's total transportation system equal to the Town's general planning, administrative, and budgeting processes addressing traffic.

- Policy 17.1 Develop a clear set of trail development and maintenance standards that coordinate with standards of other jurisdictions and districts*
- Policy 17.2 Emphasize safety in trail design, particularly where trails intersect with roads and other trails. Where conditions warrant, separated grade crossings and detached trails should be considered*

- Policy 17.3 Provide, to the greatest extent, possible safe off-street corridors for children to get to and from school*
- Policy 17.4 Require trail corridors to average at least 50 feet in width*
- Policy 17.5 Require recreational hard trails to be 8' minimum in width, sidewalks to be 5' minimum, soft trails to be 4' minimum naturalized to 3'*
- Policy 17.6 Design trails that respond to the various needs of different user groups*
- Policy 17.7 Initiate an Adopt-a-Trail program similar to the Adopt-a-Highway program*
- Policy 17.8 Require phased developments to provide their core trail facilities as part of their first phase of street construction*
- Policy 17.9 Require trails adjacent to McCaslin Blvd be detached*
- Policy 17.10 Include trails as an integral part of a multi-modal transportation system to efficiently meet local and regional transportation needs*
- Policy 17.11 Ensure that development provides bicycle and pedestrian trails that link residential areas with commercial, residential, open space facilities, established trail systems and transit hubs*
- Policy 17.12 Require development to provide trail amenities such as trail heads with adequate parking, bicycle racks, trash receptacles/recycling bins, appropriate signage and maps, fencing and benches*
- Policy 17.13 Support links to U.S. 36 commuter bicycle expressway if and when developed*
- Policy 17.14 Ensure that the trail system provides access to future Special Interest Areas as identified on the Town of Superior Parks, Open Space and Trails Master Plan*

Goal 18 Provide a wide range of recreational activities and programs that meet the entire community's needs.

- Policy 18.1 The Town of Superior will ensure that coordinated recreation programs are provided for all residents*
- Policy 18.2 Cooperate with the Boulder Valley School District (BVSD) and other entities to achieve the most complete use of school and Town properties as recreation areas and activity centers*

Goal 19 Ensure that all Town residents have access to a community center.

- Policy 19.1 Construct either independently, or in partnership with other entities, a community center offering not only recreational but educational, cultural, and community programs and facilities*

2. *Town of Superior Municipal Code, Land Use Section*

Article 24 of the Code addresses Dedications and Public Improvements.

Section 16-31 Definition of "Open Space"

Open Space means a parcel of land, an area of water or a combination of land and water within a development site designed and intended primarily for the use or enjoyment of residents, occupants, and

owners or the development site or general public for uses including, but not limited to: open landscape areas, recreation areas and facilities, plazas, gardens, parks, walkways, paths and trails, and areas of native vegetation left substantially in their natural state or supplemented by additional plant material. Floodways may be used to meet the minimum standards for amount of required open space or useable open space within a development, as determined by the Town. The term shall not include space devoted to buildings, rights-of-way for streets, parking, storage, loading areas, private open space such as individual yards or sidewalks adjacent to paved areas or buildings.

Section 16-521 *General Policy for dedications and reservations for public spaces*

Section 16-522 *Designates using one of three methods for providing public dedications of land*

- *Dedicating to Town in fee simple on the final plat*
- *Granting land areas in fee simple on general warranty deeds to the Town*
- *Payment of fees in lieu of land dedications*

Section 16-523 *Designates commercial and industrial exaction of 4% of land and/or equivalent fees for public facilities will be required by the Planning Commission and Board of Trustees at the time of subdivision. The allocation will be at the discretion of the Board of Trustees upon recommendation of the Planning Commission*

Section 16-524 *Residential Designations*

The subdivision shall provide sites and land areas for public facilities. The Planning Commission shall require the dedications as follows:

- *A tot lot for every 100 dwelling units constructed in the subdivision. The tot lot shall be at least ½ acre and include playground equipment and sprinkled landscaping*
- *A community or neighborhood park for every 300 dwelling units constructed in the subdivision. A community park shall be at least five acres and include active play areas and sprinkled landscaping*
- *A regional park for every 3,000 dwelling units constructed in the subdivision. A regional park shall be at least 20 acres and include an active play area and sprinkled landscaping.*

Steep, rugged and hazardous geological lands and other areas are not conducive for use as public purpose sites.

Section 16-526 *Review of Public Designs shall be made by the Site Development Plan process.*

Article 25 of the Town Code deals with Recreational Facilities and Open Space.

Section 16-541 *Addresses Required Reservations for parks and open space*

Section 16-542 *Addresses Useable Open Space.*

3. *Wildlife Survey and Habitat Evaluation for the Town of Superior, Colorado (Smith Environmental, Inc.) "The Smith Report", December 19, 2003*

In February of 2003, the Town commissioned this study to assess 18 privately owned properties and develop GIS mapping of the wildlife area. The Town identified the properties to be studied. The goal of the project is to describe wildlife habitats, corridors, enhancement opportunities and human interaction with wildlife on each of these properties to provide a basis for:

- Making property acquisition recommendations
- Evaluating development proposals
- Assisting in the development of an Open Space Management Plan

The study assessment resulted in identifying the Lastoka property as having the highest overall habitat quality ranking. Out of nine properties having a "Moderate" overall ranking, six were specifically recommended for open space designation:

- Ochsner
- Biella-Menkick
- Level III
- Verhey
- Spicer-Carlson
- Zaharias

The report results are designed to assist Town administrators in land use and land acquisition decisions.

4. *Market Research Report – Opportunities for Sports, Recreation, and Wellness Services for Superior and Surrounding Communities, May 27, 2003 "The YMCA Report".*

This report was to determine the feasibility of developing a new YMCA community center in Superior.

The report states that while there may be 1,616 household membership units waiting for a new center in Superior, the number of annual household membership units may create a challenge in meeting annual operating costs of a full-facility community center due to insufficient amount of revenue generated through these units. Further, when asked if Town residents would support a YMCA facility with no tax increase, 44% stated yes. If a tax increase were involved, 17% indicated support with another 13% indicating "maybe."

The report indicated that the YMCA of Boulder Valley and the Town could respond in three different ways:

- Develop an outdoor sports complex
- Add an outdoor, sports, adventure, and aquatics complex
- Add a 36,000 square foot indoor facility

5. *BBC Research and Consulting Retail Market Assessment Update, August 1, 2003, "BBC Report"*

This report shows the general market trends for retail and commercial development in the area, targeting the McCaslin Blvd. and Coalton Road intersection.

What is determined is that the intersection may favor some type of commercial development, in part due to its signalization, access, and frontage control along McCaslin.

It is determined that all three corners (SE, NE, SW) could accommodate commercial development with the NE having the most flexibility. The market cannot support such commercial development on all three corners.

6. *Town of Superior 1999 Citizen Survey, CSU/DOLA, "1999 Survey"*

This survey was done in late 1999 and mailed out to 3,654 residents in the Town. Some findings of interest to parks, recreation, open space and trails include:

- 59.4% of households have children, over half have two kids
- 39.7% of respondent households made over \$100,000 per year
- Over 93% have internet access
- 51.4% of people rate the quality of life as "good"
- Greenbelts, parks, trails, etc. has the third highest score of what is liked most about the Town; open space ranked fifth out of 13
- People rated recreation programming for children and adults as "average"
- Maintenance of ballfields, irrigated parks, trail system and quality of pools rated "good" or "very good"
- A recreation center was rated the highest type of service needed in the Town, beating library and post office overwhelmingly
- Recreation facilities, parks, trails and open spaces rated as "good"
- Construction of a new recreation center received the highest level of support if services were increased. Open space finished second.
- People favored a sales tax over any other taxing method (if necessary to increase levels of service).

7. *Intergovernmental Agreement and Plan for Dissolution Between and Among Superior Metropolitan District 2 and 3 and the Town of Superior, June 12, 2003, "Dissolution Agreement"*

The Dissolution Agreement describes the steps to be taken for the Metropolitan Districts to give "power" to the Town of Superior. Districts 2 and 3 were organized in 1988 to provide funding for public infrastructure to serve the Rock Creek community. They, along with District 1, provided directly, or indirectly, certain Town services, which included park, recreation, and maintenance.

The document further identifies what mill levies should be transferred or started with the dissolution and stipulates responsibilities for debt and ownership. At the time of dissolution in 2003, some funding remained in Town's Residual Parks and Recreation Budget for park and recreation improvements. The current fund balance is estimated to be approximately \$573,000. According to Town officials, these funds can only be used in the former SMD 2 and 3 governing area (Rock Creek).

8. *Summary Report and Recommendations, Open Space Advisory Committee, September 7, 2004, "Draft OSAC Report 2004"*

The purpose of this report is to provide a review of currently undeveloped properties within the Town planning area and offer recommendations to Town leaders on those properties that have potential value as undeveloped open space. The OSAC did field work to analyze parcels and note:

- Location
- Description
- Parcel Status
- OSAC Observations
- Smith Wildlife Survey (how this report described parcel)

Upon conclusion of collecting data, the OSAC then voted on parcels that the Town should focus energies towards acquiring. The eight recommended purchases include:

- Arsenault*
- Bolejack
- Lastoka*
- Level III*
- Ochsner
- Smith
- Verhey*
- Zaherias

* Received unanimous votes from OSAC

9. *Recreation Center Feasibility Study, 2001, Matt Magley “Magley Report”*

The Town evaluated the feasibility of developing a recreation center. The Magley Report identified a cost for such a facility, possible funding mechanisms, and various sites for this center. Some of the sites identified include:

- Town Nine
- Biella-Menkick
- Spicer/Carlson
- Roger’s Farm
- Undeveloped School Site (adjacent to Eldorado K-8)
- Richmond Site

The report concludes that the market demand and current fiscal base are adequate to support construction and operation of a recreation center on a cost-effective basis. The most secure funding method would be through a property tax increase. The report indicated that a levy of 8.06 would be required to build a “core” facility. It further stated that the average mil levy over 25 years would decrease to 4.66. How this decrease would occur was not described in the report.

Support Documents/Contracts

1. *Land Use Code/Open Space Requirements*

This document identifies the open space set aside requirements for residential, commercial, and industrial development in the Town.

Residential district set asides range from 10% (Zoning R-E) to 75% (Zoning R-M) of minimum usable open space. Commercial set asides range from 15% to 40% and Industrial requirements are 15%.

2. *Programming Agreements*

YMCA Recreation Programming Agreement

The YMCA of Boulder Valley agreement is a yearly contract for the provision of program services in the Town. The agreement identifies what types of services are included under the YMCA's supervision in the Town:

- Adult Sports (softball, volleyball, soccer, flag football)
- Aquatics
- Ice Programs
- Youth Basketball
- Spring Baseball
- Indoor and Outdoor Soccer
- Flag Football
- Exercise and Fitness

Currently the Town pays the YMCA \$65,656 annually for staffing and coordination of certain programs and services. Material and supply costs are not included in that figure. The YMCA has a separate agreement that stipulates its responsibilities for the provision of pool services at South Pool and the North Pool. The Town pays the YMCA for lifeguards and routine maintenance services. The cost for 2004 shall not exceed \$115,000.

Maintenance Agreements

Landscape Services Agreement: The Town currently contracts for maintenance of parks and common areas from CoCal Landscape; a private firm. Further, CoCal Landscape provides janitorial services at Community Park, the Parks, Recreation and Open Space offices, and the North and South pools.

In 2004, the Town is paying CoCal Landscape \$772,524 for services identified in the agreement. The agreement contains exhibits which detail what kinds of services are to be performed, frequency of service, work schedule, inspection report, costs, and payment schedule.

Snow Removal Services Agreement: CoCal Landscape provides snow removal for the Town's sidewalks and trails. Costs are stated in a fee per man hour and includes the equipment and personnel.



TOWN OF SUPERIOR
PARKS, RECREATION AND OPEN SPACE DEPARTMENT

NEEDS ASSESSMENT AND MASTER PLAN

ANALYSIS AND RECOMMENDATIONS

ANALYSIS AND RECOMMENDATIONS

This chapter presents information about existing levels of service for parks, recreation, trails, and natural open space in the Town and recommendations for development, delivery, and potential funding considerations. It proposes standards for levels of service to be achieved for parks and recreation facilities while trail and natural open space needs are addressed through guidelines based upon citizen desire and prioritizing acquisition and/or development in the community. In addition, this chapter presents a conceptual design for the Town Nine, a civic space located between Original Town and Sagamore.

Levels of Service

Several strategies may be used to assess need for parks and recreation facilities and programs, natural open space, and trails. One compares supply of these amenities against demand. If demand outstrips supply, then there is a shortage. If demand is less than supply, then there is excess capacity, and no immediate need for additional facilities or programs. Parks and recreation standards differ from natural open space and trails guidelines. Parks and recreation amenities are normally driven by specific program and activity features (softball field, multi-purpose room, gymnasium, etc.) and the perceived demand for those activities. Natural open space and trail use is generally driven by the quality, quantity and proximity of the spaces.

One of the techniques that has proven effective and that is easy to understand is to develop standards. The community first agrees on the number of facilities or resources (such as acreage of land) that is desirable. The standard is generally based on population; an example would be *one ballfield per 1,000 people*. Communities around the world have developed recreation (and other levels of service) standards. The National Recreation and Park Association (NRPA) encourages communities to develop standards that reflect the values of the community.

Service area analyses, referred to as the GRASPTM (Geo-Referenced Amenities Standards Program) Analysis in this report, presents standards in tabular format, and through a service area mapping analysis. This method evaluates equity of access, that is, how far users are from a given facility. If a community decides, for example, that all citizens should have a pool located within one mile of its residences, the map can easily show which areas of the Town do not have that level of access.

The analyses presented here are starting points for discussion. They are based in large part on the findings of the planning process, including current and historical expressed and desired needs. For any of the facility or resource types, these level-of-service standards may and should be adjusted to match community preferences and desires as the population changes.

Standards

The proposed standards are based on a number of sources, most importantly from the citizen survey, and from dialogue with the community and members of the PROSTAC. Other factors include historical provision of services and benchmark data from similar communities. The

development and use of standards is an important ongoing process that should be fine-tuned as the community changes.

The tables and maps were developed from inventory and facilities classification information from the Town's Parks, Recreation, and Open Space Department and benchmark data from the consultant team of GreenPlay/Design Concepts/Geowest. While common assumptions and data are used to develop the tabular data and maps, the derivation of recommended standards and projected needs is also influenced by professional judgment.

Estimates of needs for future indoor and outdoor facilities in the tables for Levels of Service (LOS) for Key Community Features (Appendix A, first two sheets) were derived using the 2010 population projections. The Town's population is quickly approaching the anticipated build-out capacity of 15,000.

These standards assume that municipal and other private facilities (such as those operated by churches and other non-profit groups) will remain in service and continue to satisfy a portion of the Town's parks and recreation demand.

In changing the way parks and recreation service delivery is handled in the Town, a new approach to facility development is required – an approach that reflects community goals and visibly creates the image of a vital, directed community. Facilities, parks, trails and open spaces should be evaluated for how they contribute to the overall impression of the Town and Department.

- Do they appear to be well maintained?
- Do they engender a sense of security?
- Are they accessible and do they create a positive, inviting appearance?
- Do they provide a balance of active and passive spaces?
- Do they promote the core values of the community?
- Do they make the system more visible?

The recommendations that follow reflect the sentiments of the PROSTAC based upon findings and evaluations performed by staff and the GreenPlay team. They have been evaluated to reflect the reality of what can reasonably be achieved through 2010. Park types, facilities, natural open space areas and trail linkage opportunities are discussed in general terms as to where they may be needed, what they may encompass, suggested capital budget (exclusive of land acquisition which may or may not be necessary), level of need and potential funding sources.

In most cases, additional land will have to be acquired. These sites will need to accommodate the facility and supporting development such as parking lots, detention areas, graded slopes, and trails. In addition to this, they must also support natural open space areas to be used for preservation, buffers and/or unstructured activities.

Estimated Project Costs

All capital costs are estimated in 2004 dollars for a general facility of the nature described. Final cost estimates should be determined as recommendations are pursued and are dependent upon

particular design elements. Ongoing operational costs should also be determined as detailed planning proceeds on each recommendation. Current costs of maintenance for park and open space areas, in 2004 dollars, is approximately \$2,396 per acre for sodded areas, \$1,960 per acre for irrigated native areas, and \$1,089 per acre for non-irrigated native areas, for a total cost of \$693,000 for the 540 acres of parks and open space that exist now. Larger parcels generally have a lower cost per acre and smaller parcels a larger cost per acre due to economy of scale. (Source: CoCal Landscape)

Potential Funding Sources

Examples of likely funding sources are provided with each category of recommendations. In addition, Appendix B contains a detailed listing of potential funding sources in use around the country for parks, recreation, open space and trails.

Recommendations for Park Development

According to the Citizen Survey conducted by GreenPlay and Leisure Vision, Town residents are high users of the parks system with 89% of households reporting having visited a park during the past twelve months and 92% of those rating the parks as either in “excellent” or “very” good physical condition. Restrooms (42%), drinking fountains (35%), walking trails (30%) and tree and landscape enhancements (28%) were selected as the improvements that households would most like to have in the parks.

The analysis of park service includes what is known as a GRASP™ (Geo-Referenced Amenities Standards Program) Analysis. GRASP™ uses attributes, such as picnic tables, ballfields, playgrounds, etc. to determine values for parks. Parks are scored based upon the number and condition of attributes. Scores traditionally range from 0-3, while in some instances, some attributes can attain a negative value. This may be due to its poor location, negative size, or obsolete condition (ex: ballfield site in Original Town).



Several other issues should be considered when evaluating the need for additional park land. One is the availability of unprogrammed space in the parks. Parks should offer space for unsupervised play as well as the more structured facilities such as athletic fields.

The current challenge is the lack of additional park land for both active and passive use. It is recommended that as sites are proposed for development, the Town evaluate the parcels in question and determine whether they are viable as park lands. As part of this recommendation, the Parks, Recreation and Open Space Director should be a part of the development review team.

Community Parks

Community parks are generally 10 to 100 acres and contain active and passive spaces. Active and passive spaces could include gamefield complexes, indoor and outdoor recreation facilities and pools, walking paths, picnic areas, playgrounds, tennis courts, special event areas, ponds, entertainment areas, concessions, restrooms, natural areas, a nature center, gardens, and/or fountains. A special attraction like a dog park, spray fountains, skateboard park or horticulture

center could also be added. Community parks generally serve a population residing in a three mile radius around the park.

Analysis of Existing Park Areas - Community Service Level

Community park service levels are shown in the Community Park GRASP™ Map (Maps Appendix E); scoring sheets are in Appendix A, page 4) and coverage appears adequate throughout Town. This is supported by the very high survey response rating for how well existing community parks are meeting the needs of residents. The service radius coverage of three miles is determined and scored using community-draw values versus neighborhood appeal. One such park, Community Park on Coalton Road, has many amenities that are appropriate for a larger population base, such as a lighted ballfield.

Neighborhood Parks

Neighborhood parks range from 4 to 10 acres and typically include a picnic area, playground, outdoor courts for basketball or tennis, inline paths or walking paths, limited parking, low level lighting, and practice areas for baseball, softball, or soccer. Restrooms are often not included due to the walk-to nature of the park. Neighborhood parks generally serve a population residing within a one quarter to one half-mile radius around the park.

A system of parks and parklands, some large and some small tracts, contribute to a vibrant and connected community. The Inventory Map (Maps Appendix E) shows the locations of existing Town parks and park amenities. The map also shows the location of elementary schools to illustrate the proximity of many parks to Boulder Valley School District schools.

Analysis of Existing Park Areas - Neighborhood Service Level

The Neighborhood Park GRASP™ Map (Maps Appendix E); scoring sheets are in Appendix A, page 3) indicates existing parks with a recommended service level of 1/3 mile around each park. Based upon our neighborhood analysis, The Town, in general, has good coverage of parks. Neighborhood parks received a very high rating in the citizen survey for meeting the needs of households in the community. Parks appear to cover the “spine” of population, which generally goes from South Rock Creek, along the Indiana and McCaslin corridor to Original Town and Sagamore. However, Original Town is lacking in quality neighborhood park areas. While Grasso Park provides a nice passive neighborhood park, some areas, such as the Ballfield Park and Children’s Park have features that are obsolete or do not fit the intended use.

Potential Funding Sources

Funding Sources for Park Development recommendations could include Dedication and Development Fees, General Obligation Bonds, Grants, Property Tax, Sales Tax (The Town is currently at its upper limit for sales tax. This could only be possible if the Town pursues a Home Rule Charter), the Town’s Residual Parks and Recreation Budget for park and recreation improvements (only applies to Rock Creek), or other mechanisms as deemed appropriate from the selection of potential funding sources in Appendix B.

Level of Service Standard

Basic neighborhood parks elements are appropriately located within a short walk of homes and businesses.

1. *Recommendation:* Adopt a level of service for parks that provides parks elements within approximately a one-third mile walk of every home and business
- Capital cost estimate:* none
- Level of Need:* High

Playgrounds

Of the 56% of households that indicated a need for playgrounds, 70% indicated the need was completely met, 27% indicated the need was partially met, and 3% indicated the need was not met. The Town has an adequate number of playgrounds distributed throughout. Many recent housing developments and schools have playgrounds. The current level of service of .5 playgrounds for every 1,000 population exceeds the target standard.

2. *Recommendation:* This practice of developer provided playgrounds should continue as new residential areas are added. As new residential areas develop they should meet the standards of the Comprehensive Plan.
- Capital cost estimate:* none to Town, developer provided
- Level of Need:* High

Development Review Process

All parcels proposed for development should receive a review for appropriateness of the parcel, or portion of the parcel, for parks, recreation, open space and trails purposes from the beginning of the negotiations.

3. *Recommendation:* Routinely include Parks, Recreation and Open Space Director as part of the development review team for all parcels under consideration for development
- Capital cost estimate:* None
- Level of Need:* High

Land Use Code

The Land Use Code addresses public dedication of land and fees in lieu; commercial and industrial exactions or equivalent fees for public facilities and residential designations.

4. *Recommendation:* Review and revise the Land Use Code, as necessary, in relation to the recommendations for facility and land needs in this report
- Capital cost estimate:* None
- Level of Need:* High

Recommendations for Original Town and Sagamore

Development of the Town Nine Park Site

The Town Nine is in Original Town just south of Superior Marketplace. The parcel was donated by the developers of Superior Marketplace as a “civic space.” The exact size of the parcel is undetermined at this time.

The Town desires a conceptual plan that will provide for the needs of the entire Town, but also provide a neighborhood/civic area for residents of Original Town and Sagamore.

Public Process for Town Nine

The project team met with the PROSTAC and members of staff and the community to discuss desires for the Town Nine. From its inception, the sentiment was that the space should have a community draw versus a regional draw. Further, the amenities in the park should focus towards non-organized activities that would provide opportunities for pickup games, practices, and Frisbee throwing, etc.

Members of the PROSTAC and community members participated in a design charrette. A charrette allows active participation in the design of the park using models of potential amenities (amphitheater, ballfield, natural areas, restroom, etc.) that are the same scale as the drawing used. Three designs came out of the charrette process that had many similar features. Some of these included:

- Natural Open Space
- Multi-Purpose Field
- Amphitheater
- Pavilions
- Playground
- Trails
- Community Building
- Skate park
- Court areas (basketball, tennis)

From this point, the design team met with staff and the PROSTAC to develop a single conceptual plan design incorporating ideas from the charrette models as well as from comments derived during the planning process. The conceptual design provides balance within the park, offering passive, active and natural areas. Where active components occur, the design team attempted to locate them closer to Sycamore Drive and the Superior Marketplace, away from the neighborhood residences.

Some amenities, the community building for example, were not included due to the overall impact of other park features and the need for increased parking at the site. This would have cluttered the overall design.

The PROSTAC recommended the following as it relates to the Town Nine concept plan:

- There should be no lighting for athletic activities
- A study should be conducted regarding pedestrian and bicycle safety and access to the park
- The park should be constructed in one phase
- The "Town 9" park should be the top priority which includes moving all or some of the playground equipment from Children's park. The second priority should be the construction of Children's park and the third priority is the construction of the ball field site

A conceptual plan for the Town Nine park site was developed, with public participation, as a part of this master planning process, and presented to a joint meeting of the Planning Commission and Town Trustees in October 2004. There appeared to be consensus on the design, understanding that features and locations of amenities would be subject to a future design and development process.

Potential impacts to the Town Nine

Development of the Ochsner Property. This parcel located outside of Town limits to the south has the potential to be a 100+ unit housing development. Approximately four acres of the parcel is proposed to be a park site. Developers and Town officials have indicated that the park site may be located across Coal Creek Drive from the Town Nine. This could provide an additional parcel for passive or active recreation.

If the Ochsner property is developed, it may require the extension of 5th Street from Coal Creek to Sycamore bisecting the existing Town Nine into two sections of approximately six acres and two to three acres. This would change the existing design dramatically since many amenities are located on an axis point that fixes on the easternmost exit from Superior Marketplace onto Sycamore.

Abandonment of Coal Creek Drive. The Town has been in the planning stages of abandoning the existing Coal Creek Drive from 5th Street to 76th Street. If this does occur and the Ochsner development happens as has been proposed, the Town Nine would have an additional 4 +/- acres of contiguous land. This would impact the existing conceptual design, since it may be possible to layout the proposed amenities in a different manner, and potentially add areas of community interest.

An opportunity to fulfill many of the recommendations in this plan exists through the development of the Town Nine Park Site, the Original Town Ballfield and Children's Park.

Town Nine Park Site

5. Recommendation: Complete detailed analysis and design process, with full public process, and development of the Town Nine park site based on the adopted conceptual design, taking into account the potential Ochsner development

Capital cost estimate: \$2,180,000

Level of Need: High

- 5a. *Include restrooms at this site (See recommendation #8)*
- 5b. *Relocate current playground structure at Children’s Park to this site (See recommendation #7)*
- 5c. *Consider full size multi-purpose field at this site (See recommendation #8)*
- 5d. *Consider practice backstop at this site (See recommendation #11)*
- 5e. *Consider amphitheater at this site (See recommendation #12)*
- 5f. *Consider outdoor basketball court(s) at this site (See recommendation #16)*
- 5g. *Consider skatepark at this site (See recommendation #18)*
- 5h. *Consider tennis court at this site (See recommendation #19)*

Original Town Ballfield

The Original Town Ballfield site is nearly unusable in its current state. The site is too small to adequately accommodate a ballfield.

- 6. *Recommendation: Consider Original Town Ballfield site for redevelopment for a community building and/or relocation of historic buildings for community purposes. See recommendation #27)*
- Capital cost estimate: \$100,000 - \$150,000*
- Level of Need: High*

Playground

The Children’s Park in Original Town has a large play structure. While the quality of the structure is good, the location may not be appropriate. It is recommended that this large structure be relocated to the Town Nine park site. In its place, a smaller play area or community garden could be installed that would appeal to the neighborhood close to Children’s Park.

- Today’s Need: 6 playgrounds*
- Existing: 9 playgrounds*
- 7. *Recommendation: Remove existing play area from Children’s Park and relocate structure to Town Nine. Consider installation of a smaller play structure at Children’s Park that would satisfy neighborhood demand.*
- Capital cost: \$100,000 per playground*
- Level of Need: High*

Recommendations for Park and Recreation Facilities

Proposed Target Facility Standards

The Level of Service For Key Community Features – Outdoor Table (Appendix A, pages 1) illustrates the projected need for facilities, based on target standards and population estimates. The table is organized as follows:

- “Total for All Existing Facilities” counts all public recreation facilities, such as Town facilities and facilities at school sites.

- “Current Superior Inventory” is the current inventory owned by the Town. Other public facilities, such as schools are not included in this row.
- “Current Overall Level of Service” is the ratio of all public recreation facilities to the current Town population.
- “Superior Existing Level of Service” is the ratio of current Town facilities to the current Town population.
- “Target Standard” is intended to be an optimum goal toward which the Town can strive, based upon the current level of service; priorities derived from the citizen survey; public meetings, and other public input. It is the level of service that the PROSTAC agreed upon.
- “Today’s Need” is the total number of facilities needed in place to attain target standard at current population.
- “Future Need” is the total number needed in place to attain target standard at projected 2010 population of approximately 15,000. This assumes that the number of existing facilities will remain unchanged.

The Target Standards identified in the Level of Service tables (Appendix A, page 1) were derived from a process that included responses from the Citizen Survey, input from public meetings, Town staff, and PROSTAC. The consultants’ experience with other communities was also relied on as a benchmark for comparison. The availability of facilities provided by other entities, both public and private, was also considered. This information was synthesized into a recommendation for each Target Standard and reviewed by PROSTAC. The resulting number for each Target Standard is a ratio of the number or quantity of each item that should be provided for every 1000 persons in Superior.

The Level of Service tables also indicate the total number or quantity of each item that would be needed *in place* or available today (including existing and any new ones that would be provided) to meet the Target Standard at the current population. This is shown as Today’s Need.

As population increases, additional facilities would be needed to maintain the Target Standard at the level set in the tables. Additional rows in the tables show the number of new items needed to achieve the Target Standards under a variety of scenarios, both today and in the future.

The following recommendations are made to show how progress can be made towards achieving the Target Standards. The target standards assume that facilities provided by others will remain unchanged. (The analysis assumes that other providers will continue to provide facilities and programs. If changes occur, the level of service provided by the Town may need to be adjusted accordingly.)

Estimated capital costs are given for each recommendation. These do not include support features such as parking, extending utilities to the site, lighting, land cost, etc.

Outdoor Facility Recommendations

Funding sources for parks and recreation facility recommendations could include General Obligation Bonds, Grants, Property Tax, Sales Tax (the Town is currently at its upper limit for sales tax, this could only be changed if the Town pursues a Home Rule Charter), partnerships with public or private entities, corporate sponsorships, the Town's Residual Parks and Recreation Budget for park and recreation improvements (only applies to Rock Creek), or other mechanisms as deemed appropriate from the selection of potential funding sources in Appendix B.

Restrooms

Restrooms had the highest percentage of respondents in the citizen survey, with 42% selecting it as one of the three improvements they would like to have made to the Town's parks.

8. *Recommendation:* *Add restrooms to park sites at Purple Park, the Town Nine park site, as it is developed and the tennis courts at the North Pool site*

Capital cost estimate: *\$200,000 per site*

Level of Need: *High – Purple Park and Town Nine park site*
 Medium – North Pool site

Multi-Purpose Fields

Of those who indicated a need for multi-purpose fields in the citizen survey, only 34 % indicated that their need was being completely met, and 29% indicated that their need was not being met at all. Mustang Football reports growth of nearly 400% in their program since 2000. The YMCA report nearly 700 participants in all sports that use multi-purpose fields with 75-80% of the participants being Town residents. The Town currently has only two undersized fields in its inventory yet a level of service target that calls for four regulations size fields.

Multiple purposes include:

- Football
- Soccer
- Lacrosse
- Ultimate Frisbee

A challenge for Town is the amount of level land that is available for field use. Currently the Town Nine is conducive to multi-purpose field development and the conceptual design includes such a space. Other properties that could be considered are Richmond, Eldorado K-8, and Zaharias, and discussion is encouraged regarding the Biella Menkick property and its potential to house multi-purpose fields. In addition, mechanisms to work with developers to obtain a portion of the site should be explored as opportunities arise. The Town may wish to seek additional land in upcoming subdivision development and/or acquire lands outright. The Town could also negotiate to purchase or trade other Town surplus property.

Currently Mustang Football has almost exclusive use of one of the multipurpose fields. This is due to the type of usage and the inability for the proper rest cycles on the field. The field undergoes

severe damage during the season (fall). Although some maintenance occurs during the fall, most maintenance occurs during spring and summer to repair the field for the next season. Use of the field then becomes limited for the spring and summer. Staff has worked with the Mustangs on rotating the direction of play and using the softball outfields whenever possible. However, in order to provide proper playing conditions, the field usage at other times of year needs to be limited.

The YMCA uses all other "turf" areas for their play. Circle Park, for instance is used for practice although it was only intended as a green space. Although the YMCA does not turn children away, the lack of facilities limits practice times and in some instances takes children outside of Superior for practice.

There are other soccer teams and lacrosse teams in the area that are predominantly Superior residents, however, they cannot be accommodated due to lack of fields. These teams are forced to play and practice in other towns.

Today's Need: Four multi-purpose fields
Existing: Two sub-standard fields in Community Park (undersized)
9. Recommendation A: Develop two new full sized multi-purpose fields considering properties mentioned above
Capital cost estimate: approximately \$120,000 per field
Level of Need: High

10. Recommendation B: Create more capacity by improving and expanding the current east field and consideration of adding lights at Community Park
Capital cost estimate: approximately \$200,000 for turf or approximately \$500,000 for synthetic turf, \$60-80,000 for lights
Level of Need: High

Practice Backstop

The Town has a backstop at the Ballfield Park in Original Town. The condition of the field and fencing is poor and the dimensions of the ballfield are not conducive for softball or baseball.

The Town Nine concept does indicate a practice backstop that is included in the multi-purpose field area. It may be possible to include another at the opposite end of the field area. This would provide practice areas for up to two youth teams at one time.

Today's Need: Three backstops
Existing: One non-usuable backstop at Ballfield Park in original Town
11. Recommendation: Develop three practice backstops, with one located in Original Town
Capital cost estimate: \$50,000 for practice field and backstop, \$5,000 to install backstop on existing field
Level of Need: High

Amphitheater

The Town currently has no amphitheater, however this amenity generated considerable support in the focus groups and the Town Nine Design Charette..

Today's Need: One amphitheater
Existing: None
12. Recommendation: Add amphitheater
Capital cost estimate: \$50,000
Level of Need: High

Dog Park

The Town currently has no designated dog park, yet almost 40% of households indicated a need for this amenity. Of those with a need, 96% indicated that their need was only partially met (14%) or not met at all (82%). Staff and community observation as reported in the public outreach process has been that dogs are routinely off leash in the parks and open space system in violation of the leash law. A designated fenced area is necessary for a dog park. Suggestions were made that an area in Original Town in the vicinity of the Petsmart store and/or coupling this facility with an open space dedication at some location may be suitable.

Today's Need: One dog park
Existing: None
13. Recommendation: Consider addition of a dog park in suitable location
Capital cost estimate: \$ unknown
Level of Need: High

Youth and Adult Baseball/Softball Fields

Youth baseball and softball fields were indicated as a need for 26% of the population in Town with adult softball fields indicated by an additional 15%. The citizen survey indicated that the need for fields was met completely for 61% of respondents, 28% said it is partially meets, and 12 % said needs were not met. Monarch Little League shows fairly steady participation between 475 and 500 participants between 2001 and 2003. The Town indicated that children are currently being turned away from these programs due to a lack of fields.

Two youth and adult ballfields are currently located at Community Park on Coalton Road and are primarily used for youth association and YMCA leagues. The Town needs four additional fields to reach the recommended level of service of .5 per 1,000 population. An additional field possibly located in the Original Town/Sagamore area would provide a ballfield for that community as well as the Town as a whole.

Today's Need: Six Youth and Adult Ballfields
Existing: Two at Community Park
14. Recommendation A: Develop two new 300' ballfields
Level of Need: High
15. Recommendation B: Develop two additional new 300' ballfields
Level of Need: Medium
Capital cost estimate: \$100,000 per field

Outdoor Basketball

Of the 43% of households who indicated a need for outdoor basketball courts, 71% indicated that their need was only being partially met (48%) or not met at all (23%). Outdoor basketball areas are primarily provided by Boulder Valley School District facilities. The one Town facility, located on

the western side of Community Park, doubles as an inline skating rink. The condition of the court is rated as substandard due to its poor surface.

The recommended level of service is .5; meaning that the Town should have six in its inventory. Basketball courts are currently available at the school sites. If the conceptual design of the Town Nine continues, this would help satisfy the potential demand for outdoor basketball.

- Today's Need:* Six outdoor basketball courts
Existing: .5 (doubles as an inline skate rink), School District has courts at two schools.
16. *Recommendation A:* provide three outdoor basketball courts, with at least one in Original Town
Medium
17. *Recommendation B:* Provide one additional court at a separate location
Level of Need: Low
Capital cost estimate: \$35,000 each individual court

Skate Park

Of the 25% of households who indicated a need for skateboard/inline hockey parks, 73% indicated that their need was only partially being met (51%), or not met at all (21%). The Town currently has a small skate area located at South Pool. Planners and members of the community feel that due to location and inadequate size it is substandard, yet fulfills a need for younger, less experienced skaters.

As part of the Town Nine conceptual design, Town residents showed support for a community skate park of approximately 10,000 square feet. This skate park is envisioned for local use and may attract some users from the Superior Marketplace located across the street.

- Today's Need:* One skate park
Existing: One undersized
18. *Recommendation:* Provide one full size skate park
Capital cost estimate: \$200,000
Level of Need: High

Tennis Courts

There have been a number of comments in public forums expressing the need for more tennis courts in the Town. The existing courts at North Pool appear to be heavily used during tennis season. Eldorado K-8 School has courts as well, but they are dedicated during daytime hours for school use.

The trends for tennis should be monitored to assess the life cycle of the sport in this region. The recommended standard of .75 courts per 1,000 residents would be met by providing eight tennis courts. Four are currently provided by the Town and the school district provides two.

Currently we are proposing one additional non-lighted court at the Town Nine. Additional courts may be needed to satisfy the perceived demand within the Town.

- Today's Need:* Eight tennis courts
Existing: Four courts at North Pool
19. *Recommendation:* Consider four additional tennis courts, with one in Original Town

Capital cost estimate: \$65,000
Level of Need: Medium

Group Picnic Pavilion

Of the 65% of households that indicated a need for picnic shelter/areas, 67% indicated that the need was only partially met (58%), or not met at all (9%). The Town currently has small picnic pavilions in two locations: two at Community Park, and one at Purple Park that probably add up to equaling one full group size pavilion. These can each accommodate approximately 25 people and feature picnic seating and grills.

As a way to provide accommodations for larger settings (family reunions, weddings, etc.), with the ability to generate revenue to offset maintenance costs, the Town should consider developing a large group picnic pavilion. This pavilion could accommodate approximately 100 or more people and feature grills and a fireplace. Two such pavilions would be needed to attain the target standards.

A current challenge is finding a location to accommodate such a facility and provide adequate parking for the venue. It may be advantageous to locate the pavilion in an area that has premium views.

Today's Need: Three group picnic pavilions
Existing: Two small pavilions located in Purple Park and Community Park
20. Recommendation: Two pavilions, one to be located in Original Town
Capital cost: \$75,000
Level of Need: Low-Medium

Outdoor Pools

Of the 76% of resident households indicating a need for outdoor swimming pools/water parks, 65% indicated that their need was completely met, another 32% indicated their need was only partially met and 4% indicated their need is not being met at all. The two outdoor pools currently exceed the target standard for number of outdoor pools but attendance at the pools indicates that the configuration of activity spaces does not serve the current desire very well. Reconfiguring the types of activity spaces and program offerings at each pool could better address the need. The South pool was at maximum capacity (150 patrons) at least 12 times during the summer of 2004, meaning that patrons had to wait until others left before entering during these times. The pool is the newer of the two pools and has a small zero depth area and a slide for the younger crowd. It is the most popular pool in Town. It will be inadequate within a few years due to the popularity of its features and the number of children and youth in the community. There is enough space to redesign the pool. The capacity of the North pool is higher, yet attracts fewer individuals due to the nature of the competitive structure of the pool. Rock Creek Flyers, the local swim team reports over 150 swimmers involved in their program, with 96% Town residents.

Today's Need: One outdoor pool
Existing: Two outdoor pools at north and south sites

21. Recommendation: *Renovate the existing outdoor pools to reconfigure activity space and programs offered to appeal to the broader population and increase capacity*
Capital cost: *\$ (based on renovation plans)*
Level of Need: *Low*

Inline Hockey

Of the 25% of households who indicated a need for skateboard/inline hockey parks, 73% indicated that their need was only partially being met (51%), or not met at all (21%). The Town currently has a rink at the western side of Community Park. The rink doubles as a basketball court. The rink condition is poor due to its slope and rough surface. The Town should consider installing two rinks in a single location in the future. The location should be one that can be reached via trail and is close to an existing school.

Today's Need: Two inline skating rinks.

Existing: One substandard rink at Community Park

22. Recommendation A: *Replace the existing substandard inline skating rink in current location*

Capital cost: \$85,000 per rink

Level of Need: Medium/High

23. Recommendation B: *consider 2nd location in the future to install two inline skating rinks replacing the existing rink*

Capital cost: \$85,000 per rink

Level of Need: Low

Fishing Pond

The Town has two fishing ponds, both close to residential areas and with access to trails. Ponds are popular within the Town and people of all ages use these areas. Consideration should be given to enhancing these existing facilities for accessibility and functionality and for stocking fish on a regular basis.

Today's Need: No standard identified

Existing: Two fishing ponds

24. Recommendation: *Consider enhancements to fishing ponds – ADA accessibility, stocking, etc*

Capital cost estimate: \$ unknown

Level of Need: Low

Sand Volleyball Courts

Of the 25% of households who indicated a need for outdoor volleyball courts, 89% indicated that their need was only partially being met (22%), or not met at all (67%). The existing sand volleyball court at Purple Park is currently undergoing renovation.

Today's Need: Two Sand Volleyball Courts

Existing: One court at Purple Park

25. Recommendation: *Add one new sand volleyball court*

Capital cost: \$10,000

Level of Need: Low

Indoor Facility Recommendations

Funding Sources for indoor facility recommendations could include Dedication and Development Fees, General Obligation Bonds, Grants, Property Tax, Sales Tax (The Town is currently at its upper limit for sales tax. This could only be changed if the Town pursues a Home Rule Charter), the Town's Residual Parks and Recreation Budget for park and recreation improvements (only applies to Rock Creek), or other mechanisms as deemed appropriate from the selection of potential funding sources in Appendix B.

Indoor Activity Space

Our analysis indicates that the Town should consider the development of an indoor community center. The survey gives a very strong indication, as shown below, of the types of indoor activity spaces that are desired. Combining needs within a single facility may be most efficient. "Providing places for indoor recreation and fitness activities" ranked fourth in a list of eleven functions as one of the top three most important functions for the Town Parks, Recreation and Open Space Department to provide. In addition, respondents were asked how they would allocate \$100 among eight categories of funding for parks and recreation facilities. Respondents indicated they would allocate \$33 out of every \$100, by far the largest response, to an indoor multipurpose recreation and community facility.

The viability of a community center, space components, its location, capital and operational costs, and fees, should be determined through a formal feasibility study including strong public involvement. Coupling this concept with the potential of a library facility may be warranted. Library services were ranked very high in importance in the citizen survey and very high on the list of unmet need.

Previous Efforts

In the previous decade, the Town sought voter approval on two occasions, once for the development of a recreation/community center, and once for a feasibility study. They were turned down by margins of 6% and 4%, respectively. The first vote in November 2001 was for a .3% sales and use tax, plus up to an 8 mil increase in property tax to construct and operate a community/recreation center. The second vote in April 2002 was a two year, .16% sales and use tax for funding a feasibility study for a community/recreation center.

There may be reasonable explanation for the apparently conflicting information of such high desirability expressed by citizens for the indoor facilities, the willingness to pay through increased taxes as expressed in the citizen survey, and the previous "no" votes. Over 50% of respondents indicated they would pay at least \$10 per month in increased taxes to fund the types of parks, trails, sports, aquatics, cultural and recreation facilities most important to them and their household. 83% indicated they would pay some level of increased taxes.

Based on a review of information available from the previous elections, it appears that the feasibility study did not include public outreach to determine what types of activity spaces were needed and desired. Discussions with citizens indicate that the magnitude of the facility was either too grand or not understood prior to the votes. Fees to use the facility or subsidies required to operate the facility may have been missing from the educational materials. The funding source

may not have been palatable to the voters, or there may have been concerns related to other issues on the ballot at the same time. The second issue may have been perceived to be the construction of a facility again, so quickly following the first issue and the \$140,000 per year for two years, was probably considered too expensive for just a study. A well conceived feasibility study would address these and other issues.

26. Recommendation: *Complete a full feasibility study with strong public involvement for an indoor community facility*
Capital cost: *\$25,000 -\$40,000*
Level of Need: *High*

Indoor Pool

Indoor pools was indicated as a need by 60% of the households in Town and 97% of those respondents indicated that their need was only partially being met (12%), or not met at all (85%). It was also indicated as one of the top four most important facilities to the respondents, ranking this facility as one of the most highly desired.

Today's Need: *One indoor pool*
Existing: *None*
26a. Recommendation: *Consider an indoor pool*
Capital cost: *\$200/square foot*

Gymnasium/Indoor Basketball

Indoor gymnasiums was indicated as a need by 44% of the households in Town and 96% of those respondents indicated that their need was only partially being met (10%), or not met at all (86%), also ranking this facility as a high need. The YMCA reports 125 participants in youth basketball programs from the Town.

Today's Need: *One gymnasium/basketball court*
Existing: *None*
26b. Recommendation: *Consider one gymnasium/basketball court*
Capital cost: *\$150-200/square foot*

Indoor Exercise and Fitness Facilities

Indoor exercise and fitness facilities was indicated as a need by 66% of the households in Town and 94% of those respondents indicated that their need was only partially being met (15%), or not met at all (79%). It was also indicated as one of the top three most important facilities to the respondents, ranking this facility as one of the most highly desired.

Today's Need: *No standard identified*
Existing: *None*
26c. Recommendation: *Consider one exercise and fitness facility*
Capital cost: *\$150-200/square foot*

Community Meeting Space

Community meeting space was indicated as a need by 34% of the households in Town and 81% of those respondents indicated that their need was only partially being met (40%), or not met at all (41%), In addition, this item was identified at public meetings as high priority.

Today's Need: No standard identified
Existing: None
27. Recommendation: Create indoor community meeting space
Capital cost: \$150/square foot
Level of Need: High

A possibility for a smaller indoor facility to support gatherings and family reunions including restrooms and kitchen as well as covered outdoor space has also been mentioned. This could take the place of one group picnic pavilion recommended previously.

Today's Need: One Meeting/Gathering Facility
Existing: None
28. Recommendation: Create Indoor/Outdoor Meeting/Gathering Facility at Purple Park, south of Pitkin Avenue
Capital cost: \$250,000 - \$350,000
Level of Need: Medium

Recommendations for Library Services

Survey respondents ranked library services seventh out of a list of 25 facilities for which they or members of their families had a need. This need was identified by 67% of households representing 2,255 households. When asked how well their needs for library services were being met, it ranked last with 88% of respondents indicating that their needs were not at all met. Respondents were further asked to select the four most important facilities out of the list of 25. This time library services ranked second, with 34% of respondents ranking these services as one of the four most important services to their household.

The Town has been involved with discussions regarding a regional library network.

Today's Need: A library
Existing: None
29. Recommendation: Take the lead on reinvigorating the discussions regarding a regional library network
Level of Need: High

30. Recommendation: Complete a full feasibility study with strong public involvement for library services
Capital cost: \$25,000 - \$40,000
Level of Need: High

Recommendations for Natural Open Space

Natural open space areas are highly valued in Town. Through the survey, citizens rated the need for existing open spaces as well as purchasing additional parcels as one of the highest priorities of the Town. Sixty-seven percent (67%) of respondent households indicated a need for protecting wildlife and 68% of households indicated a need for observing wildlife. Preserving the environment/open space was found to be “very important “ or “somewhat important” by 93%, and 91% gave the same ratings for providing natural areas for wildlife and plants. Forty percent (40%) of resident households placed preserving the environment/open space in their top three choices for most important functions for the Town to provide.

Lands with significant natural features, such as critical wildlife or plant habitat, wetlands, rock outcroppings, stream buffers, and other features are fragile and should be protected. Nature preserves, greenways, linear parks, and passive parks are important features of any park system and should be developed by the Town when possible as a way of protecting important natural resources. Tracts adjacent to the Town limits have valuable open space areas in respect to wildlife habitat, scenic views, noise buffering, conservation, and stream buffering.

The Town collects a special tax that can be used to acquire and maintain these areas.

Natural open space areas are supported by the Open Space Advisory Committee (OSAC). This group developed criteria, formulated into a Tier 2 Analysis as explained in this report, which assigns a score or value for each parcel based on desired attributes. This allows the group to both identify top priority parcels for protection/preservation through potential acquisition of the full parcel and identify valuable portions of properties that are scheduled for potential future development as residential or commercial areas.

Level of Service GRASP™ Analysis of Natural Open Space

An Open Space GRASP™ (*Geo-Referenced Amenities Standards Program*) Map (Maps Appendix E) was prepared showing the current levels of service provided by existing public open space and parks within the Town. Attributes were identified and a score was given to each attribute based upon its value as an open space amenity. A “buffer” was also assigned to each attribute that reflects the geographic area across which the attribute’s values occur. A composite map was produced using all of the attributes:

- trails buffer (1/3 mile either side of alignment)
- parks buffer (1/3 mile around the park parcels)
- city open space and parks property buffer (1/3 mile around the known city owned parcels)
- public schools property buffer (1/3 mile around known school owned parcels)
- proximity to surface water buffer (100’)
- proximity to mapped wetlands buffer (100’)
- proximity to other opportunities buffer (1/4 mile around public properties owned by other municipalities and parks/open space agencies)
- proximity to trailhead (1/3 mile buffer to existing trailheads)

The resulting map gives an indication of the relative benefit provided by the open space system for any given location in town. Darker shades indicate areas with a higher composite benefit from open space amenities. The map shows that open space benefits are distributed in a fairly equitable fashion across town, allowing all residents to receive some benefit within a reasonable proximity to their residence. As might be expected, the map shows that the Original Town – Sagamore area scores slightly lower than portions of Rock Creek, and could benefit from the addition of open space land in that part of town.

Natural Open Space Analysis - Tier One

Existing conditions for natural open space in The Town were examined using a tiered approach. The first tier is a composite map derived from an analysis of existing features (attributes) with potential open space benefit. Each attribute was assigned a numerical value and an area or location where that attribute was present. These were mapped in the GIS and combined to generate a composite values map for the entire area within the town’s boundaries. All attributes received equal weighting. Attributes were identified and mapped as follows:

- Proximity to Surface Water (100 foot buffer of streams and water bodies) – Created by buffering the local surface waters. The surface water GIS layers were created by Geowest through heads up digitization from the Town of Superior aerial photographs.
- Backdrop, Bluffs, Promontories – Created by locating areas where the physical land forms are based upon notable changes in relative elevation. Areas were reviewed based upon the nature of the surrounding features – for example: areas in the northeast part of town are relatively flat, areas in the southwest part of town are marked by hills and plateaus. The GIS layer was created by Geowest through heads up digitization from the United States Geologic Survey 7.5 Minute Quadrangle maps.
- Proximity to Wetlands – (100 foot buffer of mapped wetlands) – Created by buffering wetland features mapped by Boulder County GIS.
- Riparian Overstory – Created by locating areas where the vegetation near the riparian zones is marked by larger trees. The GIS layer was created by Geowest through heads up digitization from the Town of Superior aerial photographs.
- Major Geologic Hazard Areas - Created by querying attributed hazard features mapped by Boulder County GIS. These areas may be associated with possible subsidence from historic underground mining practices.
- Coal Creek flood plain - Created by querying attributed flood plain features mapped by Boulder County GIS. Areas may be unsuitable for construction.
- Nationally Significant Agricultural Lands - Created by querying attributed soils features mapped by Boulder County GIS. Areas may be suitable for high quality agricultural with proper irrigation.
- Community Separators (0.5 mile buffer either side of the Town’s corporate boundary) – Created by buffering the current corporate boundary as mapped by Boulder County.

The resulting Tier One – Open Space Map (Maps Appendix E) shows where the greatest potential occurrences of open space attributes are within the town boundaries. A darker shade on the map indicates that more attributes are present at that location.

A review of this map shows that lands with open space potential can be found throughout, although the highest potential is found along drainage ways and on ridge tops.

This map does not reflect the relative quality of attributes, only the occurrence of attributes. In effect, the map shows where attributes of good open space are most likely to be found. It does not take into account whether the land is currently developed or not, or whether any of the attributes found in a particular location are of high or low quality. A closer look at specific parcels is needed to determine the quality of open space attributes within those parcels. This is the Tier 2 Analysis.

Natural Open Space Analysis - Tier Two

Members of the OSAC spent many months evaluating approximately 22 sites within and adjacent to the Town for their value as open space land. Eighteen of these sites, as listed below, (refer to Future Land Use Map developed by the Town of Superior), were analyzed further using the Tier Two Observation Worksheet (Appendix C):

- 76th Street Parcel
- Arsenault
- Biella/Menkick Property
- Bolejack Property
- Horizon's Parcel
- Lastoka Property
- Level 3 Property
- Madson
- Richmond Property
- Ridge II
- Roger's Farm
- School Site
- Smith Property
- Spicer-Carlson Property
- Superior Village/Ochsner
- Town Nine
- Verhey Ranch
- Weinstein B Property
- Zaharias Property

OSAC members visited and recorded observations on the above parcels for each of the following categories to provide an analysis tool:

- Aesthetics
- Management
- Passive Use
- Vegetation
- Water
- Wildlife (making use of the Smith Report)

Several other factors were relied upon following the observation and rating of attributes for each of the parcels before making the final recommendations. These factors were identified to weigh slightly more heavily than others that were considered:

- aesthetics of the parcel, meaning the combination of many attributes that were "felt" as one stood on the parcel, or viewed the parcel
- findings of the Smith Environmental wildlife study
- waterways passing through Town providing connectivity and high quality riparian habitat
- cultural and historical areas of interest
- contiguity with existing open space parcels in and outside of Town
- geographic distribution of open space areas throughout the Town

Additionally, the OSAC pursued this task with the following in mind:

- some parcels that were looked at already have other defined purposes outside of open space purposes and may better serve those purposes.

These analyses resulted in a determination that eight properties should be considered as high priorities for future acquisition. They include, in alphabetical order:

- Arsenault*
- Bolejack
- Lastoka*
- Level III*
- Ochsner
- Smith
- Verhey*
- Zaharias

* Unanimous approval by OSAC

The Open Space Advisory Committee has produced a *Summary Report and Recommendations* regarding natural open space areas in The Town that will be considered an appendix to this document when it is adopted. The Town will benefit from having the OSAC report in its inventory. The report has been submitted to the Town Board and is intended to provide further detailed information. This document, which incorporates the findings of the Smith Environmental Report, can be used by Town officials to determine the value of open space areas as preservation areas and to provide developers and planners with parcel specific data that would allow the Town to determine set aside areas within development proposals that may have distinct natural open space value.

Regarding parcel acquisition, the OSAC has developed the following list of Best Acquisition and Preservation Practices and Other Recommendations. These recommendations are discussed in more detail in the OSAC Summary Report.

Best Acquisition and Preservation Practices

1. Actively pursue opportunities for acquisition of Open Space

2. Preserve properties along the Coal Creek and Rock Creek corridors
3. Preserve existing floodplains and floodways
4. Protect large tracts of contiguous, quality habitat
5. Allow no development near sensitive creek habitats and wetlands
6. Maximize view corridors

Other Recommendations

1. Facilitate the addition of an earthen berm along US 36
2. Use resident and native trees, plants, and shrubs for developed open space areas
3. Give consideration for protection of existing prairie dog communities and existing nesting sites
4. Recognize that the OSAC has found that the proposed extension of Coal Creek Dr. or 88th Street west are in opposition to open space goals and would adversely affect existing wildlife habitat.

Natural Open Space Analysis - Tier Three

The need and demand for open space is great in the Town. While there are many sites located in adjacent Boulder County, the Town residents desire more sites within the corporate limits. The amount of funding generated by the open space sales tax fund is approximately \$800,000 annually. Tier Three Analysis allows a look at the larger picture of Town needs in relation to the natural open space values of each parcel and considers:

- impact of percentage dedication requirement for open space purposes
- appraised value of the parcel
- long term management and maintenance costs
- willingness of the seller to work with the Town
- the appropriate acquisition technique, including developer incentives
- who should acquire the parcel, if it is a partnering opportunity with other local governments, state agencies, private organizations or individuals

If parcel has not been appraised, an independent appraisal of the parcel should occur. This would indicate whether use of the parcel as open space would provide the highest and best use in the long term. Further, it would be used to determine whether the Town has the funds available for its purchase.

If the Town has the dollars available for purchase and the study indicates favorably upon its use as open space, the Town could then proceed with the acquisition. A number of common acquisition and protection techniques should be considered:

Acquisition Techniques

- Fee simple purchase
- Conservation easement/purchase of development rights (partial interest)
- Joint purchase with other entity(s) (undivided interest)

- Leaseback or Lease
- Donations and gifts (full or partial)
- Non-profit acquisition and conveyance to the Town

Regulatory Protection Techniques

- Zoning – large lot, performance, carrying capacity, cluster, preservation
- Exaction
- Phased Growth
- Moratorium
- Transfer of Development Rights (TDR)

Financial Incentives

- Preferential Assessment
- Density Bonuses
- Grants and Loans

Parks, Recreation and Open Space staff should meet with Town Planning officials to review and evaluate the applicability of regulatory techniques and financial incentives, and determine if there are any appropriate for use. For any deemed appropriate, next steps should be identified for potential implementation.

As natural open space lands are amassed, the Town should establish an appropriate and efficient management structure and policies for management and maintenance for these properties

- The OSAC should continue to advise the Department and the Town Board on the preservation and acquisition of natural open space.
- Staffing resource be identified, funded and assigned to the management and maintenance of these lands as the amount of land increases. Lands must be managed according to management and maintenance plans.
- Parcel-by-parcel management and maintenance plans should be completed to protect the values that reflect the original intentions of the acquisition. Plans need to reflect the standard of care desired by the community.

Potential funding sources for natural open space acquisition and protection may include the open space sales tax, property taxes, partnering with County or other land agencies, regulatory techniques and/or financial incentives for developers.

Acquisition Analysis Process

31. *Recommendation:* Adopt the Tier One, Two, Three Analysis Process, as described above, to determine what individual parcels, or portions of parcels, may be acquired or protected as natural open space.

Capital cost estimate: None

Level of Need: High

Acquisition and Protection

32. *Recommendation:* Actively pursue acquisition and protection of natural open space.

Capital cost estimate: Varies

Level of Need: High

OSAC Report

33. Recommendation: *Review, and then consider for use by Town official, the OSAC Summary Report and Recommendations document, that evaluates natural open space attributes, when completed, to provide developers and planners with parcel specific data to determine the most appropriate portion of parcels to meet open space requirements*

Capital cost estimate: *None*

Level of Need: *High*

Management and Maintenance Plans

34. Recommendation: *Complete parcel specific management and maintenance plans*

Capital cost estimate: *Unknown, parcel specific*

Level of Need: *Medium*

Management Structure and Policies

35. Recommendation: *Establish management structure and policies to carry out parcel specific management and maintenance plans*

Capital cost estimate: *None, however could result in ongoing operating cost*

Level of Need: *Low*

Recommendations for Trails

Trails within the Town are very popular. Ninety-five percent (95%) of survey respondent households indicated they have a need for walking/biking trails. Only 49% of that group felt that their needs were being completely met. When given choices, the highest number of respondents (45%) said that walking/biking trails were one of the four “most important” facilities to their household. Seventy-two percent (72%) said that trail and linear park connections to neighborhoods was a “very important” function to be provided by the Town, listing it as one of the top three “most important” functions.

Both soft and hard surface trails are used by families throughout the community and continue to be a highly desired amenity within the Town. Trails intersect areas throughout Town providing linkages to places in town and in nearby towns and counties. Connections to existing trail networks needs to continue. Areas between Rock Creek, Original Town, and Sagamore need to be strategically linked in order to provide alternative methods of transportation. Further, connections to existing Boulder County open space areas should be planned in order to access these valuable natural assets.

With respect to open space areas, where possible, it is encouraged that trail access, preferably soft surface, occur. One such trail, the Singletree Trail in Boulder County, is a good example of using an open space area with a trail. People using the trail have the opportunity to view scenic vistas and Coal Creek.

The team evaluated existing conditions and worked with the PROSTAC to determine what trail linkages should be identified. The process began with a look at existing plans such as the

Comprehensive Plan, trails maps, etc., and proposes alternative linkages that may prove beneficial to existing and future open spaces and developments.

A hierarchy for trails should be developed, in which main routes serving the entire town are identified and highlighted with appropriate signage. These would be known as Primary Trails. Other routes connecting to the primary trails would be considered Secondary Trails. The width and type of surfacing for trails should vary depending on the location and purpose of each trail. In general, Primary trails should be designed with a cross-section that includes 8 feet of hard surface (preferably concrete) and three feet of soft surface, such as compacted crusher fines. These widths may be increased where heavier use is expected. In more natural settings, the full width of the trail may be soft surface.

Secondary trails may be either hard- or soft-surfaced and the width may vary depending on use. Where new trails are built to fill in “missing links”, the new trail should match the trails to which it connects in width and surface type.

A system of signage should be developed to identify Primary Trails throughout town, and to provide additional information for trail users. Such information may include regulations for use of the trails, interpretive materials about the surrounding area, and maps of the trail system to help users find their way through town on the trail system.

Trails Mapping (Maps Appendix E)

The Trails Network Map includes:

- Existing hard and soft surface trails
- Existing sidewalk areas. Please note: not all sidewalks are mapped as a “trail”. Only those selected as providing a “recreation trail” or “linking” benefit.
- Existing formal bike lanes and signed routes
- Planned trails and linkages (primarily from the Comprehensive Plan)
- Planned crosswalks, underpasses and elevated crossovers
- Proposed trails and linkages (from Town planners, PROSTAC, and Town input)
- Proposed crosswalks and underpasses

Existing trails, bike lanes and linkages provide a good network but there are noted deficiencies including:

- Lack of continuous linkage from Sagamore/Original Town to Rock Creek
- Lack of a crosswalk/linkage from the west side of McCaslin to the east side
- Lack of connection from Ridge development to existing trail network
- Limited access to Boulder County trail system
- Limited number of trailheads (with parking and facilities)
- No trail mapping and signage on existing trail system. Focus groups and PROSTAC indicated this creates some confusion on where trails lead and distances to points of interest.

It is clear that Town residents and staff value what the trails system does. From buffering to biking and walking, the trails provide transportation and aesthetic benefits to The Town.

As a way to better bring together the Town, it is recommended that actions take place to link the Original Town/Sagamore area to Rock Creek. This linkage should take place along the McCaslin corridor south to Rock Creek Pkwy. Another should occur as the Town Center is developed linking that area to points on the eastern side of Rock Creek along 88th Avenue.

Potential funding sources for trails may include open space sales tax, property taxes, partnering with County or other land agencies, state historic gaming grant, developer.

Master Plan Trail Network Map

36. Recommendation: *Adopt the Master Plan Trail Network Map to replace the current Trails Map in the Comprehensive Plan*

Level of Need: *High*

Original Town/Sagamore to Rock Creek

37. Recommendation: *Link Original Town/Sagamore to Rock Creek*

Capital cost estimate: *\$175,000 per mile (does not include land costs)*

Level of Need: *High*

Missing Links

Throughout the impressive Rock Creek trail and sidewalk network, there are small missing links that cause disconnects. There is also a need to increase pedestrian and bicycle friendliness and safety in Original Town and in new developments. Where possible, the Town should designate funds to complete these linkages to provide a continuous trail and sidewalk system.

38. Recommendation: *Designate funds to complete missing trail links and to improve pedestrian and bicycle friendliness and safety*

Capital Cost estimate: *Varies, depending on the width and surface type. (\$75,000 - \$175,000 per mile)*

Level of Need: *High*

History and Local Landmarks

Throughout this master planning process, preservation of the history of The Town has been mentioned as a high value. Opportunities exist in Original Town to use the trail system to highlight a number of local landmarks.

39. Recommendation: *Create, with the assistance of the Superior Historical Commission, an historic walking tour through Original Town Superior that highlights buildings and landmarks along Coal Creek Drive and throughout the entire neighborhood. Create connections to this walking tour to existing and future trails systems*

Capital cost estimate: *\$25,000 to \$75,000 depending on scope and complexity.*

Level of Need: *High*

Development Review Requirements

When new development proposals are brought forth, it is recommended that these plans include a trail and sidewalk network that links with nearby trail corridors. Some plans, Verhey and Ochsner for example, do include trail plans. This practice should continue as more development occurs.

40. *Recommendation:* Require all new development proposals to include a trail and sidewalk network
Capital cost estimate: dependent upon development proposal
Level of Need: High

Ridge Development

The Ridge development is isolated from the rest of the Town trails network. As a way to alleviate this missing link, a trail is recommended to link the Ridge running on the west side of McCaslin north to the intersection with Rock Creek Pkwy. Moving south from the Ridge, a link is encouraged to occur with the existing Boulder County trail network at the intersection of Coalton and McCaslin. The Town will need to work with Boulder County officials to determine how this would occur.

41. *Recommendation:* Link the Ridge Development to proposed connection from Original Town to Boulder County Trailhead
Capital cost estimate: \$175,000 per mile (does not include land costs)
Level of Need: Medium

Signage and Trails Map

The Town could benefit from a signage system to identify trails as belonging to the Town and to assist users in finding their way. Trails should be identified as Primary or Secondary Trails. All Primary Trails should have signage at appropriate locations identifying the trail and destinations that it serves. Secondary trails may have signs as needed at specific locations. A trails map should be prepared for public distribution showing the trail system.

42. *Recommendation:* Develop a signage system identifying Primary and Secondary Trails, and develop a trails map for the public
Capital cost estimate: \$10,000 - \$35,000, depending on scope and complexity
Level of Need: Medium

Regional Trails System

The Town has many opportunities to connect to the regional trail system that exists and can be further developed in the area. An advocacy group made up of representatives of agencies in the region can be created and function to conceive and support a regional trails plan and advocate for funding from local, county, state and private sources. (Staff currently attends meetings of regional trails groups)

43. *Recommendation:* Create or join a trails advocacy group for the region surrounding the Town to insure regional connectivity
Capital cost estimate: None
Level of Need: Medium

Organizational and Administrative Analysis and Recommendations

The Town's Parks, Recreation and Open Space Department is in its infancy; being created less than one year ago. Prior to its formation, recreation and park maintenance and programming were handled, primarily, by Superior Metropolitan Districts (SMD) 2 and 3 and the YMCA of Boulder Valley.

The current structure has met the needs quite well to date. At present, the Town retains a contract with the YMCA for certain programs. Beyond that, the Town has individual contracts, such as with CoCal Landscape for maintenance, and with youth associations for use of space for programs. Outdoor programming occurs at Community Park while indoor programs take place at local schools and Horizons Apartments. The Department is evaluating both the recreation programming and the park and open space maintenance efforts to determine what makes the most sense for the future.

As the Department reviews the recreation program, there will a focus on offerings that are responsive to market demand and citizen needs. It is important that staff dedicate energies to establishing benchmarks and thresholds for program success. Incorporating the methodology in the Pricing Policy Pyramid, becoming widely used in the industry today, will help establish pricing policies and identify cost recovery targets. The use of a centralized computer registration system will make program registration easy and more accessible, and will provide efficient decision making information and a marketing tool.

44. Recommendation: Incorporate the methodology in the Pricing Policy Pyramid to establish pricing policies and identify cost recovery targets.

Capital cost: None

Level of Need: High

45. Recommendation: Enhance use of the computerized recreation management and registration system

Capital cost: None

Level of Need: High

The planning, acquisition and policy efforts of the department are guided by advice from PROSTAC, through the development of this plan and OSAC for efforts particularly related to natural open space. This structure has merit for continuation as the department moves forward to implement this Master Plan.

46. Recommendation: Town should consider continuation of PROSTAC as an advisory committee to assist the department in the implementation of the Master Plan and provide recommendation to the Town Board on policy issues and development and acquisitions issues. OSAC should continue as an advisory committee to the Town Board, the department, and to PROSTAC. It is further recommended that PROSTAC members retain their designations of parks, recreation, open space or trails representatives and consider themselves to be responsible for the whole system. OSAC should be represented by having ex-officio, voting authority on the committee.

Capital cost: None

Level of Need: High

This plan recommends many improvements and changes that will result in the Town finding current and new methods to fund these community demand and needs. It is critical to ensure that the Town maintains its appeal as being an affordable place to live while trying to gain amenities that will enhance its appeal to both residential home buyers and commercial developers. As a next step to this process, PROSTAC and staff are charged with completing an Action Plan for the recommendations in this plan that will identify each recommendation, whose responsibility it is to complete, resources necessary, funding sources and timing.

47. Recommendation: Create an Annual Workplan for implementation of the Master Plan recommendations identifying priorities, responsibilities, resources, funding sources and timing.

Capital cost: None

Level of Need: High

48. Recommendation: Create an Annual Report of parks, recreation, open space and trails accomplishments and anticipated undertakings for the upcoming years, building credibility with the citizens regarding meeting citizen needs and good stewardship of tax dollars.

Capital cost: None

Level of Need: High

49. Recommendation: Consider traditional and alternative funding sources as outlined in the Appendix B for implementation of this Master Plan

Capital cost: None

Level of Need: High



TOWN OF SUPERIOR
PARKS, RECREATION AND OPEN SPACE DEPARTMENT

NEEDS ASSESSMENT AND MASTER PLAN

MARKET ANALYSIS AND INVENTORY

MARKET ANALYSIS

Community Profile/Demographic Study

1. *Service Area and Population*

U.S. Census data for the Town of Superior showed a population of 9,011 in 2000. However, a significant number of people in the primary service area live outside town limits. Population for the 80027 zip code includes all of Superior, as well as Louisville to the north and those people living towards and in Boulder. Year 2000 Census data shows a population for the 80027 zip code area as 28,480.

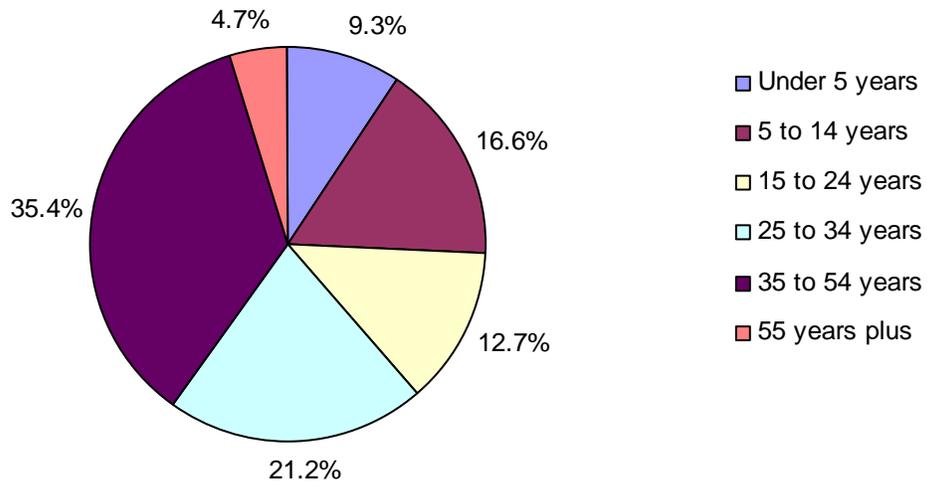
2. *Population, Age Ranges, Family Information for the Town of Superior*

a. Age Distribution

In order to separate the population into age-sensitive user groups, and retain the ability to identify future age-sensitive trends, the following age categories are utilized based on the 2000 U.S. Census (see figure below).

- Under 5 years (9.3%) – 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 (16.6%) – This group represents current youth program participants.
- 15 to 24 years (12.7 %) – 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 years to 34 years (21.2%) – This group represents involvement in adult programming with characteristics of beginning long-term relationships and establishing families.
- 35 to 54 years (35.4%) – 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 years plus (4.8%) – This group represents users of older adult programming exhibiting the characteristics of approaching retirement or already retired and typically enjoying grandchildren. This group generally also ranges from very healthy, active seniors to more physically inactive seniors.

Figure 2: Population Breakdown



Source: 2000 U.S. Census

3. Gender

The population consists of 51.5% male and 48.5% female according to the 2000 U.S. Census.

4. Ethnicity

Statistics gathered from the 2000 U.S. Census data provide the ethnic breakdown for Superior. Of the population responding, 97.9% indicated they were of one of the following races:

- 86.8% White,
- 7.5% Asian,
- 1.3% African American
- 0.3%, American Indian and Alaska Native
- 1.9% of respondents indicated some other race,
- 2.1% are two or more races

The Hispanic or Latino population, which is calculated above as “White,” comprises 4.9% of the total population in Superior according to the 2000 Census.

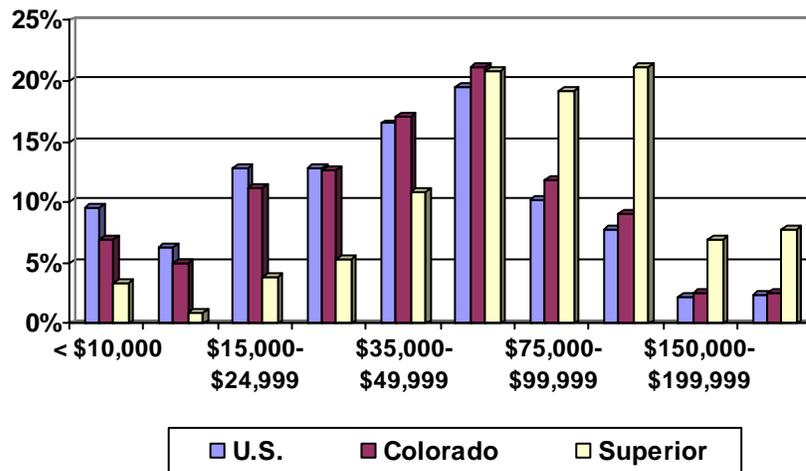
5. Household Income

Median household income in 1999 (2000 U.S. Census) was \$82,079. Census data released in 1990 reported Superior’s median household income as \$23,750, an increase of \$58,329 over the last ten years. The largest share of households (21.2%) earns \$100,000 to \$149,999. 20.9% earn \$50,000 to \$74,999, 19.2% earn \$75,000 to \$99,999, while 10.8% earn \$35,000 to \$49,999. 7.8% earn an income of \$200,000 or more, and 7.0% of the population earns \$150,000 to \$199,999. Only 5.3% earn \$35,000 to \$49,999, while the remaining population of 8.1% earns less than \$24,999.

Overall, the Town of Superior has a much greater concentration of high income households than the rest of the state and nation as indicated below. This fact may be strongly correlated with the large percentage (56.6%) of residents who are between 25 and 54 years of age. Individuals in this age range tend to be more established in the workforce, generating higher salaries than younger or older counterparts.

Figure 6: Household Income – U.S. Compared to State of Colorado and the Town of Superior

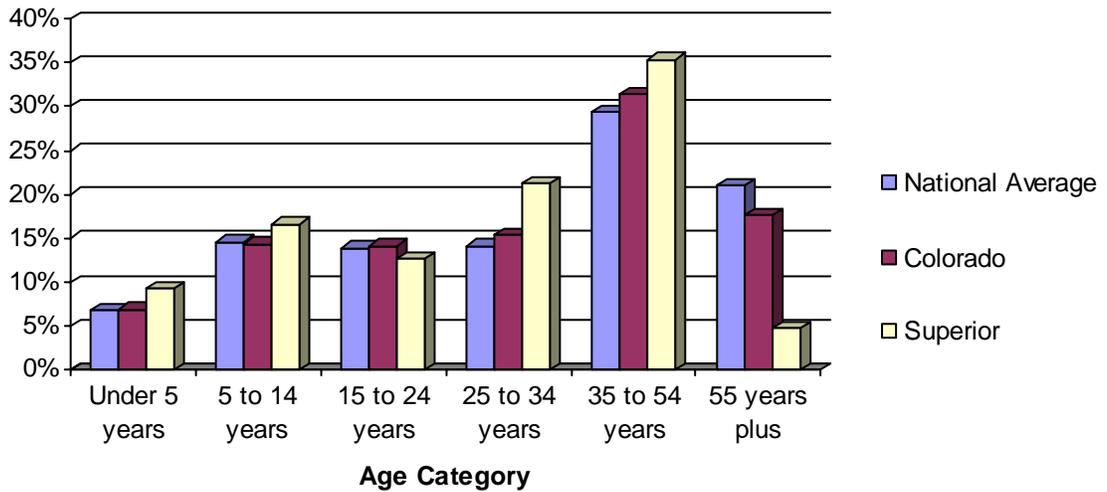
Source: U.S. Bureau of the Census, 2000



6. Population Comparisons

The population of Superior is noticeably different from both the state of Colorado and the United States. Superior has a slightly higher percentage of children under 5 years and 5 to 14 years. The town has significantly higher numbers of 25 to 34 year olds, as well as 35 to 54 year olds (2000 U.S. Census). In comparison with state and national averages, Superior has a slightly lower percent of 15 to 24 years. The most noticeable difference, however, is in the over 55 years category with Superior averaging 12.8% less than Colorado and 16.2% less than the national average.

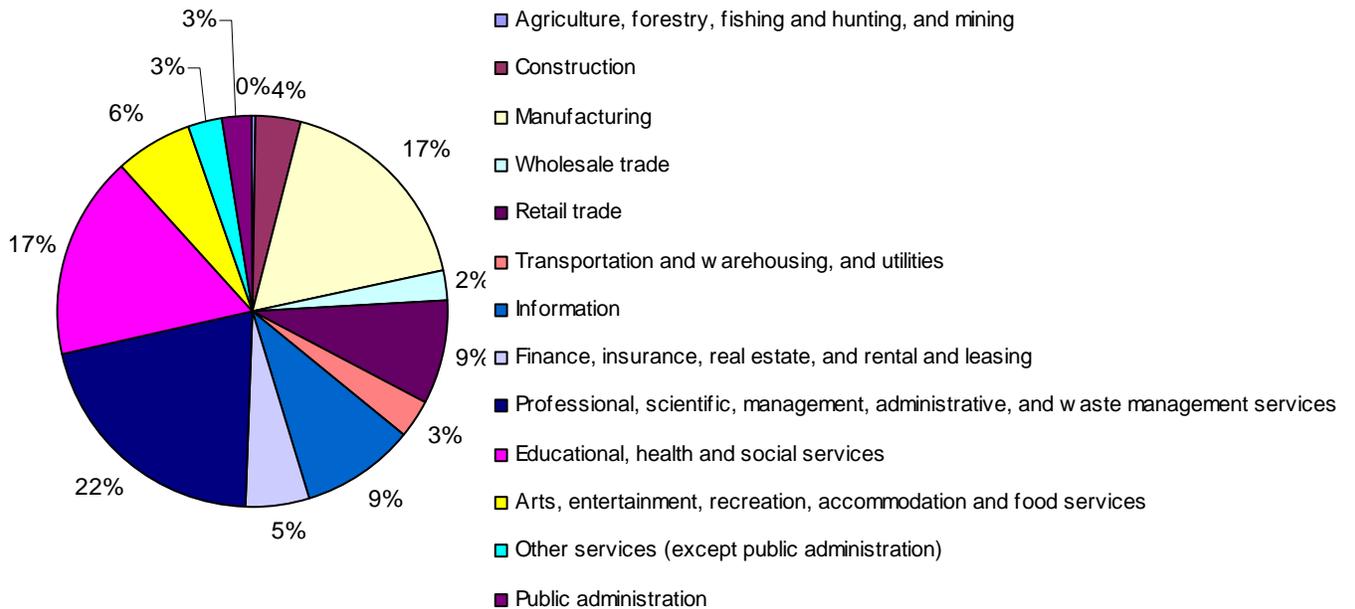
Figure 11: Population Comparisons



7. Industries in Superior

The key industry in Superior is professional, scientific, management, administrative, and waste management services (20.7%). Other key industries include manufacturing (17.5%), educational, health and social services (17.1%), and information services (9.4%).

Figure 13: Town of Superior Industries

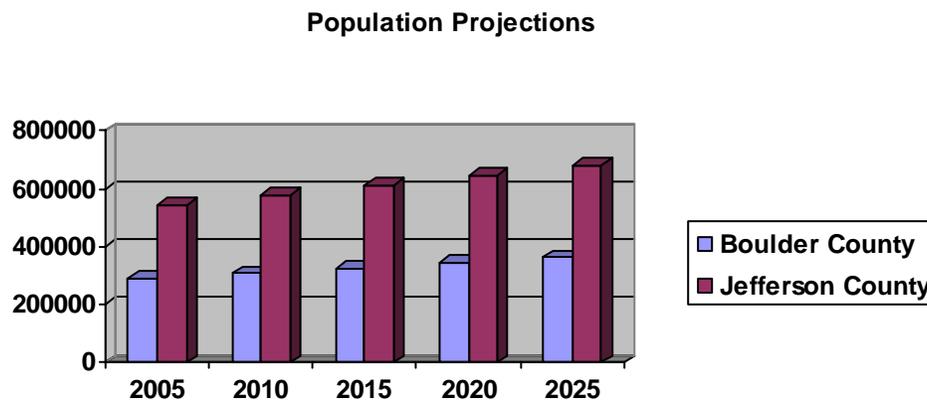


Source: U.S. Bureau of the Census, 2000

8. Population Expansion by County

Situated mostly in Boulder County, Superior also has a small percentage of land in Jefferson County. The Colorado Demography Section forecasts a reciprocal increase in both counties over the next twenty years. According to information gathered from the U.S. Census and the Colorado Demography Section, Superior ranked 39th for most populated municipality in Colorado for 2001.

Figure 16: Population Projections (Boulder County, Jefferson County)



INVENTORY

Department Programs

The Department offers a variety of programs directly, through the YMCA, and through other private providers. Below we review a sampling of program opportunities offered through the Town and other providers.

Town Programs

The Town provides programming primarily through its parks, schools and Horizons; a residential community on the east side of Superior. Currently the YMCA manages and operates some programs and the pools in the Town, but beginning in 2005, pool functions will transfer to the Town.

Programs vary based upon the season and include:

- Health and Fitness
- Youth Sports (ex: Monarch Little League, Superior Mustang football)

- Adult Sports (ex: Softball, Flag Football)
- Tennis
- Ice (through Boulder Valley Ice)
- Instructional Programs (ex: Photography, Babysitting)

Fees vary for the programs.

Youth sports take place in a variety of locations. Youth field sports are offered through associations in the Town and the YMCA. Field sports take place at Community Park on Coalton Road.

Analysis of Town use reports show that most programs have reached their goal for participation. Further, most program areas for which participation is tracked show a majority of participants are from the Town.

Alternative Program Providers

A variety of alternative, complementary recreation service providers exist in Superior and the neighboring communities of Boulder, Broomfield, Lafayette, and Louisville. The following is meant to supplement the Superior, Colorado Program Inventory Matrix, (Appendix D), with additional information that was readily available, by providing a general overview of those agencies and businesses. This information is relevant in evaluating existing facilities and programs as it provides awareness of the alternative providers and their distinct differences and how partnerships and open communication with various agencies could help limit duplication of services and fill service gaps. It also provides insight regarding the market opportunities in the area for potential new facilities and programs.

There are major players providing recreation and leisure services near the community of Superior. These are Boulder Valley Ice, Boulder, Broomfield, Lafayette, and Louisville Parks and Recreation Departments, Boulder Valley School District, Lakeshore Athletic Club, and YMCA of Boulder Valley – Arapahoe Center. The following provides an overview of these core providers.

- Boulder Valley Ice is located in Superior on McCaslin Road at US36. The venue features a single sheet of ice, locker facilities, and vending areas. It is the home of the Boulder Bison, the Boulder Valley Youth Hockey Association team. An example of programs include:
 - Adult Drop-In
 - Rec Skate
 - Stick-n-Puck
 - Adult Hockey Leagues

Fees vary for program offerings.

- Boulder, Broomfield, Lafayette, and Louisville Parks and Recreation Departments provide community recreation services and programs, including physical fitness classes, arts and crafts, educational courses, senior services, and more. Facilities include typical

amenities like gymnasiums, cardiovascular training areas, weight rooms, locker rooms, swimming pools, racquetball courts, and multipurpose and senior activity spaces. Newer indoor facilities include leisure pools and climbing walls. Outdoor facilities include an aquatic park, inline skating rinks, athletic complexes, batting cages, and skate parks. Fees for facility usage are dependent on residency status. Facilities included in these systems are:

*East Boulder Community Center
5660 Sioux Dr., Boulder*

*The Bay Aquatic Park
250 Lamar St, Broomfield*

*North Boulder Recreation Center
3170 Broadway, Boulder*

*The Cage – Skate Park & Batting Cages
150 Lamar St, Broomfield*

*South Boulder Recreation Center
1360 Gillaspie Dr., Boulder*

*Bob L. Burger Recreation Center
111 W. Baseline Rd., Lafayette*

*Broomfield Community Center
280 Lamar St, Broomfield*

*Louisville Recreation and Senior Center
900 Via Appia Way, Louisville*

*Paul Derda Recreation Center
13201 Lowell Blvd, Broomfield*

- Boulder Valley School District provides public rental of school facilities and fields during non-school hours including weekends and evenings. Facilities available for rent include gyms, auditoriums, classrooms, multi-purpose rooms, and playing fields. Usage fees vary according to the type of group and the space utilized. Through their Community School Program, Boulder Valley School District also provides on-going adult and community education, after school programs for youth, and licensed childcare for students of the District.
- Lakeshore Athletic Club – Flatiron is Colorado’s newest and largest private fitness club. The 150,000 square foot facility includes typical amenities along with a climbing wall, an outdoor water park and pool, a separate kid’s facility, a day spa, and more than thirty group exercise classes. The Club also programs youth camps throughout the year. Memberships are available for individuals or families.

*Lakeshore Athletic Club – Flatirons
300 Summit Blvd, Broomfield*

- YMCA of Boulder Valley – Arapahoe Center works to provide recreation services in Lafayette and Superior. The Mapleton Center offers programs in the Boulder area. The Arapahoe Center offers members traditional social and recreational activities in a typical recreation center setting with a gymnasium, weight training area, and multipurpose space. The Arapahoe Center also has an inline rink and ice arena and conducts various youth and adult sport leagues, youth summer camps, and after school programs for youth and teens.

YMCA Arapahoe Center
2800 Dagny Way, Lafayette

YMCA Mapleton Center
2850 Mapleton Ave, Boulder

1. *After School Programs*

- A. Project YES is a non-profit organization dedicated to serving “youth envisioning social change.” They provide free regularly scheduled after-school programs for local youth through their Lafayette youth center. Programs range from digital photography, mural painting, theatre productions, community outreach, and volunteer services. A free snack or lunch is providing along with homework assistance and access to a computer lab.
- B. Boulder Valley School District’s School Age Care (SAC) is an on-site before and after school enrichment program for elementary students (K – 5th grade) offered at various school locations, including Eldorado K-8 in Superior. SAC is an extension of the Community School Program and programs offered to students may include cooking, arts and crafts, individual and team sports, and special events. Tuition is based on time of program (before and/or after school) and number of children enrolled.

2. *Bowling*

There are three private bowling alleys near the Superior area that accommodate the occasional player as well as established leagues.

3. *Camps*

Camps in the area of Superior consist mainly of spring and summer sport camps offered by public and private recreation providers. Sport training camps for youth include basketball, baseball, softball, football, lacrosse, and hockey. Other youth camps focus on outdoor education, martial arts, and youth development. Camps for adults consist of one to three day clinics and classes in sport and martial art instruction.

4. *Climbing Instruction*

- A. Broomfield Parks and Recreation offers individual and group rock climbing instruction and certification at their climbing wall located in the Paul Derda Recreation Center.
- B. Lakeshore Athletic Club provides individual and group rock climbing instruction on a regular basis.

5. *Community Education*

Boulder Valley School District's Lifelong Learning program is an extension of their Community School Program. Lifelong Learning is a variety of professionally taught community education classes for people of all ages. Programs include college preparation assistance, arts and crafts, dance, fitness and yoga, language arts, musical instruction, finance, outdoor recreational programs, and many more. Length of class and fee varies according to each specific program. Classes are held in thirty of the District's schools.

6. *Community Recreation Programming*

Boulder, Broomfield, Lafayette, and Louisville Parks and Recreation, and the YMCA branches each offer typical community recreational programming including various group fitness classes, art and craft programs, dance, educational and self improvement workshops, as well as adult and youth sports. Facilities include those mentioned earlier in this section. In general, hours of operation for recreation centers are Monday through Friday 6am to 10pm, Saturday 8am to 6pm, and Sunday 10 am to 6pm. Recreation center admission for adults varies between \$4.50 to \$12.00 depending on facility, residency, and special promotions. YMCA fees are membership based, however, they do offer a higher fee to non-members.

7. *Dance – Private Instruction*

There are currently thirteen private dance studios in the Superior area offering a variety of dance techniques to youth and adults including ballet, jazz, tap, hip hop, modern, and ethnic dance.

8. *Fitness/Wellness*

Fitness and wellness is incorporated into both public recreation agencies as well as private. Typical amenities provided at public recreation centers include a gymnasium, cardiovascular training area, indoor track, free weights, swimming pool, and multi-purpose space for group exercise classes. Additional services that are less typical but are provided in the Superior area by public recreation departments include racquetball courts, inline and ice rinks, leisure pools, and on-site child care. In general, hours of operation for recreation centers are Monday through Friday 6am to 10pm, Saturday 8am to 6pm, and Sunday 10 am to 6pm. Recreation center admission for adults varies between \$4.50 to \$12.00 depending on facility, residency, and special promotions.

Private fitness clubs in the Superior area run the gamut on size, cost, and participants served. The Lakeshore Athletic Club offers extensive work-out equipment along with numerous programs and services for individuals and families in a 150,000 square foot mega-facility with an average enrollment fee of \$200 - \$300 and monthly dues of \$90 - \$150. The area also has a number of much smaller, client specific facilities such as Curves for Women, which has locations in Lafayette, Louisville, Superior, and Broomfield.

Curves caters a fitness work-out to women using hydraulic resistance machines and costs \$30 - \$40 per month. Other fitness providers include personal trainers and Pilates instruction for individuals and groups.

9. *Golf – Public Access*

Superior, like most towns in Colorado, is surrounded by a number of eighteen-hole golf courses. Courses are open either March through November or year-round, weather permitting.

10. *Gymnastic Instruction*

Boulder and Broomfield Parks and Recreation Departments offer gymnastic programs in the North Boulder Recreation Center and the Paul Derda Recreation Center. Features include competition spring floor areas, an in ground tumble track, all boys apparatus, extra uneven bars and stations, a large balance beam area, a preschool area with equipment, and a large pit with a single bar, slide, and zip line. Programs include preschool classes, parent – tot drop-in, open gymnastics, competitive teams and meets, and birthday parties. There is one private gymnastic studio in Broomfield providing youth instruction for ages 2 years and up.

11. *Ice Skating/Hockey*

Boulder Valley Ice at Superior is an indoor ice rink that opened in January 2003. They offer a full size NHL 200' x 85' sheet of ice and provide instruction and league play for youth and adults. The YMCA Arapahoe Center also has an indoor ice rink for youth and adult instruction and league play. The Ice Centre at the Promenade is a three sheet facility constructed by the City of Westminster and Hyland Hills Park and Recreation District. The Ice Centre provides public skating times, group skating instruction, figure skating instruction, and facility rental for adult and youth hockey leagues.

12. *Martial Arts Instruction*

Among the various private martial art studios near Superior, most of them provide instruction for adults and youth in disciplines such as Tae Kwon Do, Jiu-jitsu, and Karate.

13. *Senior Programs*

All of the public recreation centers near Superior provide low-cost programs for adults 55 years of age and older. Boulder, Lafayette, and Broomfield have a separate designated facility for senior services. Typical programs for older adults include drop-in programs such as card games, ping pong, and health screenings, as well as art and craft activities, educational classes, sport and fitness, and dance classes. Cost for drop-in activities is generally free or for a nominal fee. Services at the Lafayette Senior Center also include a low-cost lunch program, free transportation services for eligible seniors,

day trips to other facilities and shops, and opportunity for socialization on special events.

14. Special Needs

“Out and About” is an important special needs provider in the area and serves ages 6 years to adult. The cost is about \$15 an hour and there are a variety of activities to participate in including golf, swim, bowling, and cooking. Their services are provided Monday through Friday from 9am – 5pm.

Boulder Parks and Recreation Department provides programming for the special needs population. Town residents indicate that a significant number of special needs individuals use the Boulder program.

15. Sport Leagues – Adult

Adult sports leagues are provided by many neighboring communities as well as the YMCA. Below is a table showing agencies that provide various leagues.

Table 4: Adult Sport Leagues

Agencies	Tennis	Softball	Hockey	Soccer	Fees	Service Area
Arapahoe Y		X			\$500	Laf/Sup
Arapahoe Y				X	\$300	Laf/Sup
Arapahoe Y			X		\$215-\$395	Laf/Sup
Boulder Valley Ice			X			Regional
Centennial Valley Tennis Assc	X				\$26 + League	Lou/Laf/Sup/Bdr
Billy Davis Tennis Academy (Y)	X				\$25-\$250	Lou/Laf/Sup/Bdr
Boulder P&R	X	X		X	Varies	Boulder

16. Sport Leagues – Youth

Neighboring communities and the YMCA provide a variety of sport leagues for children. Below is a table indicating what leagues are provided by specific agencies. All sports, except for Broomfield Blast, indicated that they were co-ed.

In addition to the listing below, sport services are supported by a private batting cage facility and the Broomfield Parks and Recreation batting cages.

Table 6: Youth Sport Leagues

Agencies	Lacrosse	Basketball	T/ Baseball	Football	Hockey	Soccer	# of Participants	Service Area
Arapahoe Y				X			200	Laf/Sup
Arapahoe Y						X	1100	Laf/Sup
Arapahoe Y					X		400	Laf/Sup
Arapahoe Y			X				350	Laf/Sup
Arapahoe Y		X					2500	
Broomfield Blast Soccer						X		
Boulder Vly Yth Hockey					X		300	
Boulder Vly Lacrosse	X						450+	Bdr/Sup/Lou Brmfld/Laf
Broomfield Cty Jr. Baseball			X				400+	Brmfld/West
Broomfield Y Football				X				
Centaurus Little League			X	X			300 Baseball 150 football	Laf/Erie
Monarch Little League			X					Superior/Lou
Mustang Football				X			125-135 football	Superior
Boulder County Force						X	600+	Boulder County
Boulder Junior Soccer/NOVA						X	Pending	Boulder County

17. *Swimming Pools*

All the public recreation departments provide indoor swimming facilities. The Cities of Boulder, Broomfield, and Lafayette offer pools with a leisure component, meaning the pools may have a lazy river, water slides, spray area, zero-depth entry, and other “family friendly” features in addition to a 25 yard lap lane pool. Broomfield also manages a seasonal aquatic park with similar leisure components and pricing based on residency status.

16. *Churches*

Among the churches located near the Town of Superior most provide ministry groups for youth, adolescents, and adults. Other services might include community outreach,

couples counseling, and dinner or social clubs. Research indicates that among the churches in the Superior area, the majority do not program recreational activities.

Park Inventory

The Town has 14 parks offering differing amenities from picnic areas to sports fields. Locations of other non-Town parks include the two schools in Superior; Eldorado and Superior Elementary. The Town's parks and facilities do not have formal names or signage, except for the Rock Creek Community Center, Superior Community Park and South Rock Creek Community Center. For this reason, the preliminary GRASPTM-based inventory below lists parks by number instead of name.

<i>Park 1 (known as Grasso Park)</i>	-	<i>Benches Trailhead Historic Elements</i>
<i>Park 2 (known as Ballfield Site)</i>	-	<i>Backstop</i>
<i>Park 3 (known as Children's Park)</i>	-	<i>Playground Benches Shelter Tables</i>
<i>Park 4 (Sagamore Main Playground)</i>	-	<i>Playground Benches Tables</i>
<i>Park 5 (known as Purple Park)</i>	-	<i>Benches Tables Shelters BBQ Grills Public Art Water Feature Ponds Volleyball</i>
<i>Park 6 (Rock Creek North?)</i>	-	<i>Water Pond Benches Tables BBQ Grills Open Turf Area</i>
<i>Park 7 (North Recreation Center)</i>	-	<i>Spray Pad Kid Pool Recreation Pool Tennis Courts (Lighted)</i>

		<ul style="list-style-type: none"> Tables Benches Basketball Hoop Playground BBQ Grills Drinking Fountains Restrooms Public Art
<i>Park 8 (Rock Creek Central)</i>	-	<ul style="list-style-type: none"> Benches Tables Open Turf Area
<i>Park 9 (Superior Community Park)</i>	-	<ul style="list-style-type: none"> Multi-purpose fields Ballfields (Lighted) Tables Drinking Fountains Concession Restrooms Bleachers Small Shelters BBQ Grills Playgrounds (1 w/ ADA) Open Turf Inline Skating/Basketball court
<i>Park 10 (South Rock Creek)</i>	-	<ul style="list-style-type: none"> Intermediate Playground (5-12) Benches Table
<i>Park 11 (North of Eldorado)</i>	-	<ul style="list-style-type: none"> Intermediate Playground (5-12) Benches Tables
<i>Park 12 (South of Walgreens)</i>	-	<ul style="list-style-type: none"> Open Turf Area Table
<i>Park 13 (South Recreation Center)</i>	-	<ul style="list-style-type: none"> Spray Pad Kid Pool Recreation Pool Skate Park Tables Benches Playgrounds (1 w/ ADA) Restrooms Public Art Volleyball

Park 14 (South of Eldorado)

- Playground (Intermediate)
Open Turf Area
Tables
Benches

Preliminary Park Condition Analysis

Park areas throughout the Town were toured to assess the conditions at fields, pavilions, playgrounds, and other amenities. It appears that the maintenance level at the parks is above average, except for maintenance at the Ballfield Park in Original Town which is in poor condition. A brief rundown of existing conditions revealed:

- Purple Park – condition above average. Turf areas well-manicured, pavilions in good condition. Playground equipment in good condition and fall material appeared adequate. Paved trail areas appeared level and maintained. Grills were clean and in good condition.
- Superior Community Park – fields in good condition. Concession area and bleachers appeared to be in good condition; bathrooms very clean. Playgrounds appeared to be in good shape and ADA accessible. Trail leading to inline roller rink/basketball area in good condition. General turf areas mowed and in good condition.
- Ballfield Park – poor condition. Layout appears inadequate for organized play.
- Children’s Park – playground pieces in good shape, pavilions and tables in good shape. Turf area well-maintained. Apparatus appeared too large for site.
- Rock Creek Park – pool area and lifeguard office in good shape. Playground in good shape and appeared to have adequate fall material. Tennis courts have some cracks but, the majority has been patched.
- Grasso Park – turf areas well-maintained and historic pieces appear to have been preserved adequately. Benches and pathways in good condition.
- Sagamore Children’s Park – playground in good condition with adequate fall material. Benches and tables in good condition. Trails and bridges appear to be in good condition.
- South Park – pool area and bath house appears to be in good condition. Playground area in good condition with adequate fall material. Good connections to other areas and nearby school. Pavilions and tables in good condition. Turf areas well-maintained.
- Town Pocket Parks – well maintained areas, most included a small playground, table, benches.

Overall Assessment

Town parks appear to be well-maintained and include a wide variety of amenities for residents and guests to enjoy. Parks appear to be well-distributed throughout the Town, although there appears to be a lack of play fields in the Original Town community.

Preliminarily, the Town appears to lack group picnic pavilions and large multi-purpose fields for play. Further, some parks lack connections to other park and recreation facilities and open space areas. One park, the Children's Park, appears to have a playground apparatus too large for its location. Ballfield Park, in Original Town, is in poor shape and its configuration as a sports field could be of concern due to its layout.

Recreation Programming

The Town has previously paid the YMCA of Boulder Valley approximately \$65,000 yearly for the ability to provide recreation programs for the Town, with the Town paying for some supply costs. The YMCA pays the Town for field rental and the schools for gym space. Beginning in 2005, the Town will manage the outdoor pools, adult athletics, and the tennis program and the amount paid to the YMCA will be reduced to \$50,000 as a result of this shifting of program responsibility. Additional agreement has been reached between the YMCA and the Town to provide the Break-Through Arts program for at-risk youth and pre-teens. The Town will pay for instruction, venue space and supplies for these new programs. The YMCA will continue to provide fitness classes under this new scenario with the Town receiving all revenues.

The YMCA does an admirable job with youth programs. The public process indicated there may be some hesitance to participate in YMCA programs due to higher rates for non YMCA members.

Parks Maintenance

Current parks maintenance has improved since the Department has taken on the management of the contract for park maintenance. Prior to this, many sports fields were receiving the same standard of care that other general turf areas received. This procedure caused concerns that surfaced in many focus groups, meetings, and within the PROSTAC. Since the Department has instituted more rigorous standards and redone the infield clay mix, complaints have diminished. Holding CoCal Landscape to these new standards and expected outcomes should ensure an appropriate service level. The Department is in the process of developing a comprehensive preventative maintenance program for parks and open space properties and providing formal staff training. In addition they are evaluating bringing some functions currently performed by CoCal Landscape in-house in the future.



TOWN OF SUPERIOR
PARKS, RECREATION AND OPEN SPACE DEPARTMENT

NEEDS ASSESSMENT AND MASTER PLAN

*COMMUNITY OUTREACH
WHAT ARE THE CURRENT AND FUTURE NEEDS?*

COMMUNITY OUTREACH

An essential element of the needs assessment process is community input. Inputs for this project were gathered through stakeholder interviews, focus groups, and a community-wide meeting. The distribution and collection of a statistically valid survey is currently underway and results will be forthcoming.

These discussions, meetings and other input opportunities were designed to solicit citizen input regarding parks and recreation needs and desires, as well as funding priorities. Key topics addressed included facilities and services provided, open space inventory and demands, program offerings, partnering opportunities, service delivery, satisfaction levels, priorities, and funding.

An overview of the community input process and information gathered follows.

Focus Group and Community Meeting

In order to gather additional qualitative input, three focus groups were held at Town Hall for the general public and one at Eldorado for student input. Included was a focus group provided for the Original Town residents to identify issues and opportunities unique to the area; including the civic space known as the "Town Nine". Participants invited to participate in focus groups varied in interest areas from open space to trail users to sports associations and private recreation providers.

Synopsis of Input from Meetings

Below is a summary of key findings from the focus groups; including the teen group and Original Town meeting.

a) Town Positives

- Young Town
- Diverse Growth
- Nearby Open Space
- Staff work ethic
- Trails
- Variety of Parks

b) Issues and Challenges

- Infrastructure limitations
- Desire more open space
- Lack of parks in Original Town
- Desire indoor programming space
- Desire more sports fields; improve playing conditions
- No park names; signage is limited

- Desire more trail connections in Superior and linkages to neighboring communities
- Near build-out; no chance to expand

c) Park Issues

- Maintenance is inconsistent
- Parking
- No bathrooms in some visible parks (Purple Park)
- Lack of signs for parks
- Children's Park; wrong location
- What to do with the "Town Nine"

d) Recreation Issues

- Lack of indoor programming space
- Lack of sports fields for organized play
- YMCA and Town relationship
- Lack of partnering with nearby jurisdictions for programming opportunities
- Young department and staff; growing programs

e) Open Space Issues

- Need more undeveloped open space
- Need process for developers to follow open space requirements
- Need to follow recommendations from Smith Report and OSAC findings regarding purchases
- Level 3, Verhey, Lastoka, and Ochsner should be purchased for open space
- Spending open space dollars on developed open space
- Open space should be connected

f) Trail Issues

- Need more connections throughout Town
- Rock Creek and Original Town need more connections
- Need more trail markers and directional signs on trails
- Safety on trails a concern (traffic issues)
- Soft trails versus hard surfaced trails

Community Meeting

A community meeting was held at Superior Elementary School. Approximately 60 people attended. Below is a summary of key findings from the meeting.

General Issues

It appears that a majority of public meeting participants agree with the above statements. There appears to be a possibility of developing some type of park space when the Town Center project is developed off of McCaslin. What this should be, should it tie into the ice rink, Coal Creek, etc., may be a good question.

Recreation Issues

Some people do agree with the need of a recreation center but the majority feels that the Town should partner with Louisville or have a reduced rate negotiated with nearby private recreation providers (Lakeshore, YMCA). People do feel that a small community center may be desirable for programming and community meetings. People concur that the marketing of programs is poor and needs to be enhanced.

Park Issues

People love the parks in town but many feel they are underutilized or not programmed to their fullest. Some people feel the Town should center on maximizing what they have before developing more parks. Some feel that the Town should use open space monies for park acquisition and development. Bathrooms are needed in all parks. People desire sports fields and additional court space in parks. Parks need to be promoted and named.

Open Space Issues

Many people feel finding and acquiring open space is a priority within the Town and needs to be the priority of this plan. Partnering sounds like the big key and linking with Boulder County and adjoining areas. Need to clarify whether the Town should center on acquiring open space parcels when they come available, irregardless of size, against acquiring large tracts when enough money has been earmarked and saved. Some people do not favor using open space monies for developing recreation purposes.

Trail Issues

Majority concur that the trails in the Town are good but more connections are needed. Need to stress linkages of trails to open space areas, commercial areas, neighborhoods, Boulder County, Louisville, and Broomfield.

Stakeholder Meetings

During the initial stages of this needs assessment, Town management staff, Town Trustees, and board members participated in discussions about the Department regarding its facility and program offerings, open space opportunities, challenges and funding priorities. This information provided insight in developing the questions for the citizen survey.

Stakeholder Comments

Stakeholders included Town Trustees, board members, and business owners. They commented that many issues facing parks, recreation, open space and trails are dependent on funding and how the Town grows. One key growth area, the Town Center, is still in the planning stages and determining its scope and relation to leisure pursuits in Superior are still unknown.

Stakeholders value the amount of trails and open space that are in the area, but the majority feels that more connections are needed, as well as some parks. Further, they feel that there is a segment of the population that would value indoor programming space.

Staff Input

Staff participated in the process assisting the team in determining inventory, programming and amenities in order to adequately address community concerns efficiently. Staff included upper Town management as well as PROS personnel.

Staff Comments

Staff is stretched and trying to meet the diverse needs of the community. They feel they could do more, but they lack indoor programming facilities.

The staff does hear about field and court needs throughout the community and how Superior youth have to travel outside of Town to participate in programs. Also, they are cognizant of open space and trail needs throughout the community. They are open to partnering beyond the YMCA, but are unsure about how it would work and benefit Town residents.

Survey

Overview of the Methodology

The Town of Superior conducted a Community Interest and Opinion Survey during May and June of 2004 to help establish priorities for the future development and maintenance of parks and recreation facilities, open space and trails, programs and services within the community. The

survey was designed to obtain statistically valid results from households throughout the Town of Superior. The survey was administered by a combination of mail and phone.

Leisure Vision worked extensively with Town of Superior officials, as well as members of the GreenPlay, LLC project team in the development of the survey questionnaire. This work allowed the survey to be tailored to issues of strategic importance to effectively plan the future system.

The goal was to obtain at least 300 completed surveys. This goal was accomplished, with 300 surveys having been completed. The results of the random sample of 300 households have a 95% level of confidence with a precision of at least +/-5.7%.

The following pages summarize major survey findings (the full survey report exists as a separate document):

Visitation of Parks During the Past 12 Months

Respondents were asked if they or members of their household have visited any Town of Superior parks during the past 12 months. The following summarizes key findings:

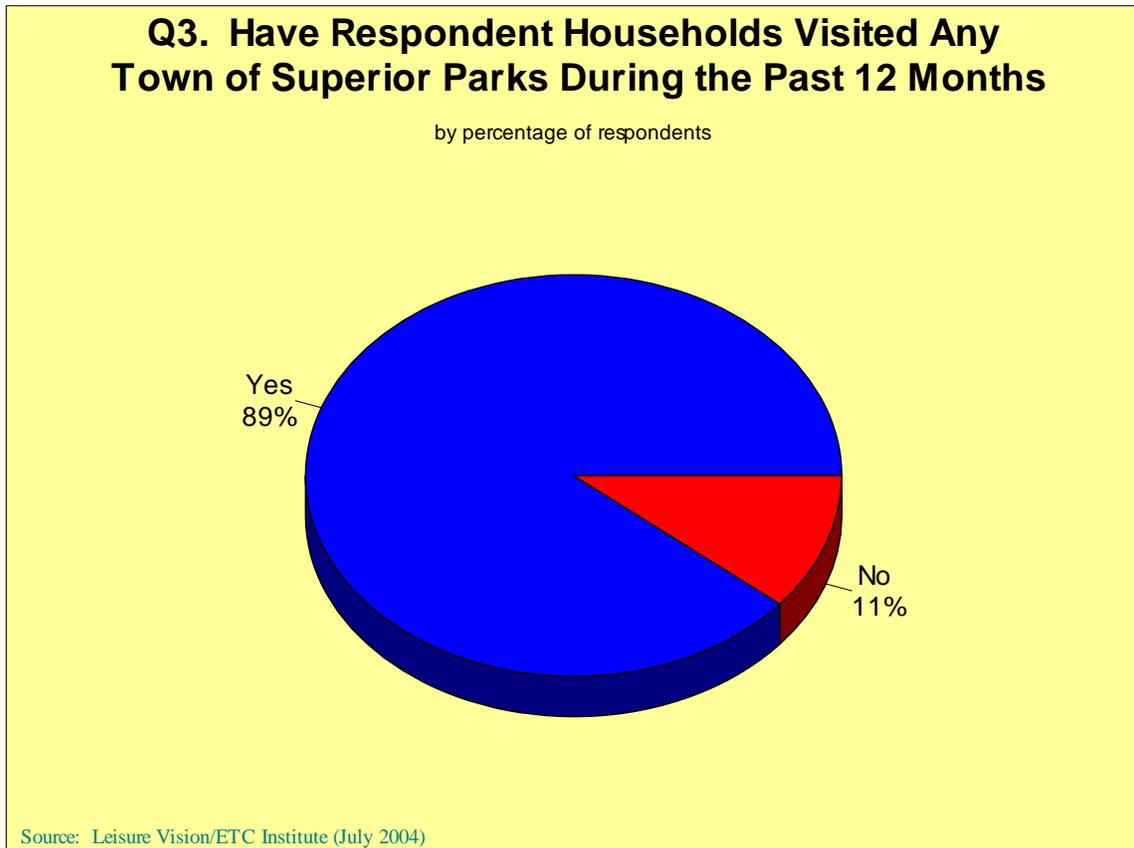
- Eighty-nine percent (89%) of respondent households have visited Town of Superior parks during the past 12 months.

Physical Condition of Parks

Respondent households that have visited Town of Superior parks during the past 12 months were asked how they would rate the physical condition of all the parks they have visited. The following summarizes key findings:

- Ninety-two percent (92%) of respondents who have visited Town of Superior parks rated the physical condition of all the Town of Superior parks they have visited as either excellent (52%) or good (40%). Six percent (6%) of respondents rated the parks as fair, and 1% rated the parks as poor.

Figure 18: Park Visitation

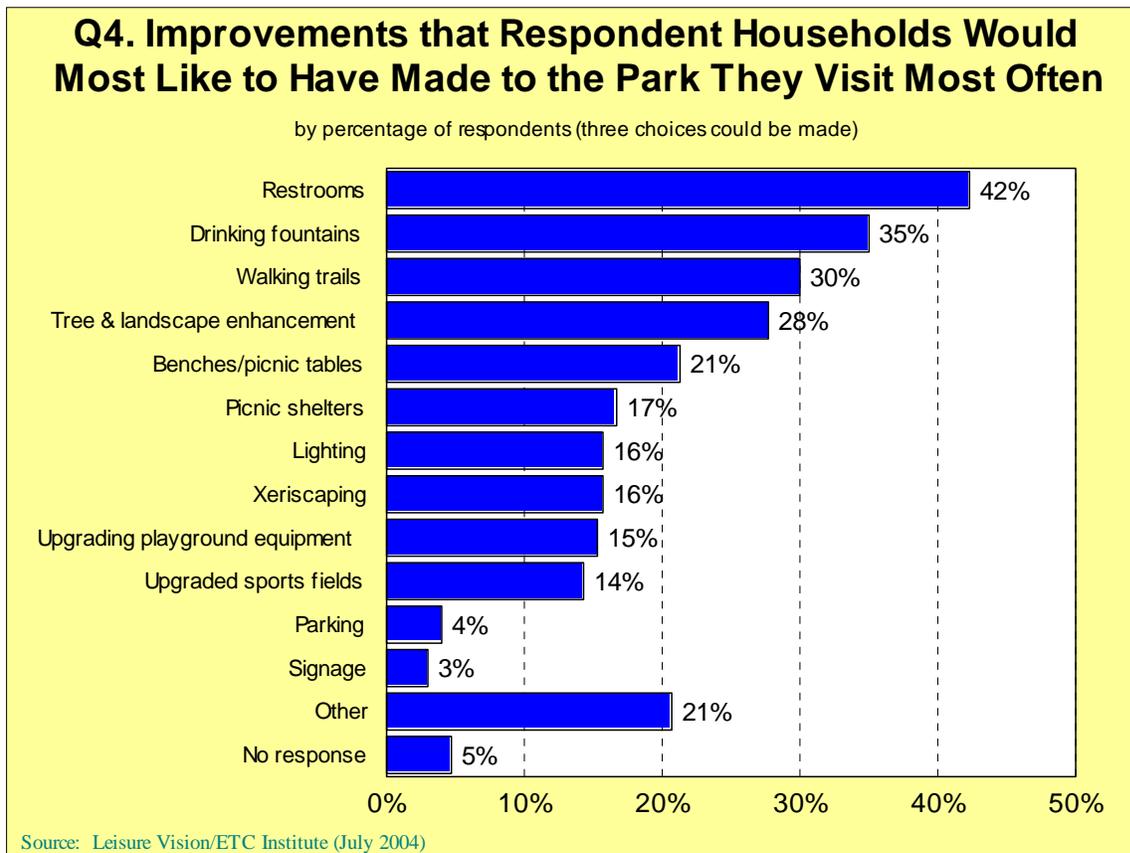


Potential Improvements to Parks

From a list of 12 improvements that could be made to parks in the Town of Superior, respondents were asked to select the three improvements they would most like to have made to the park they visit most often. Respondents who don't currently use parks were asked to select the three improvements that would encourage them to use the parks. The following summarizes key findings:

- Restrooms (42%) had the highest percentage of respondents select it as one of the three improvements they would most like to have made. There are three other improvements that over 25% of respondents selected as one of the three they would most like to have made, including: drinking fountains (35%); walking trails (30%); and tree and landscape enhancement (28%).

Figure 20: Park Improvements

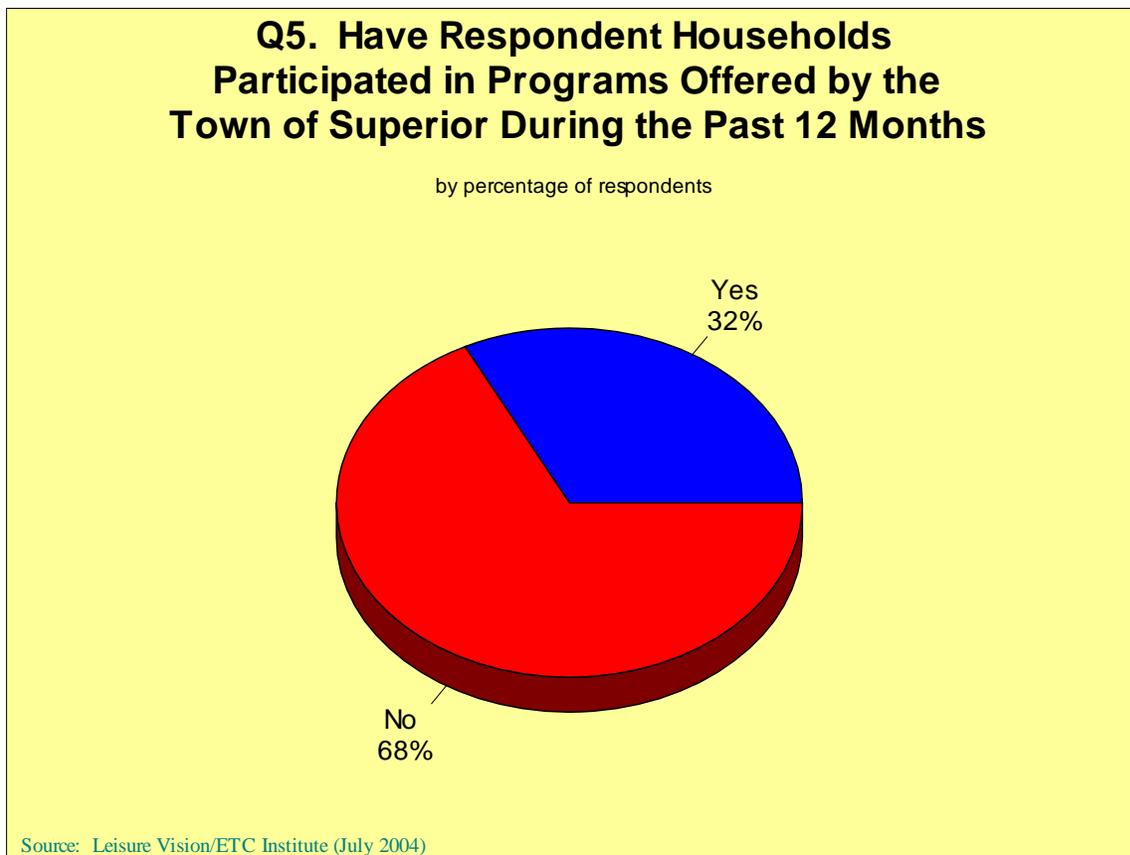


Participation in Town of Superior Programs

Respondents were asked if they or other members of their household have participated in any programs offered by the Town of Superior during the past 12 months. The following summarizes key findings:

- Thirty-two percent (32%) of respondent households have participated in programs offered by the Town of Superior during the past 12 months.

Figure 23: Program Participation

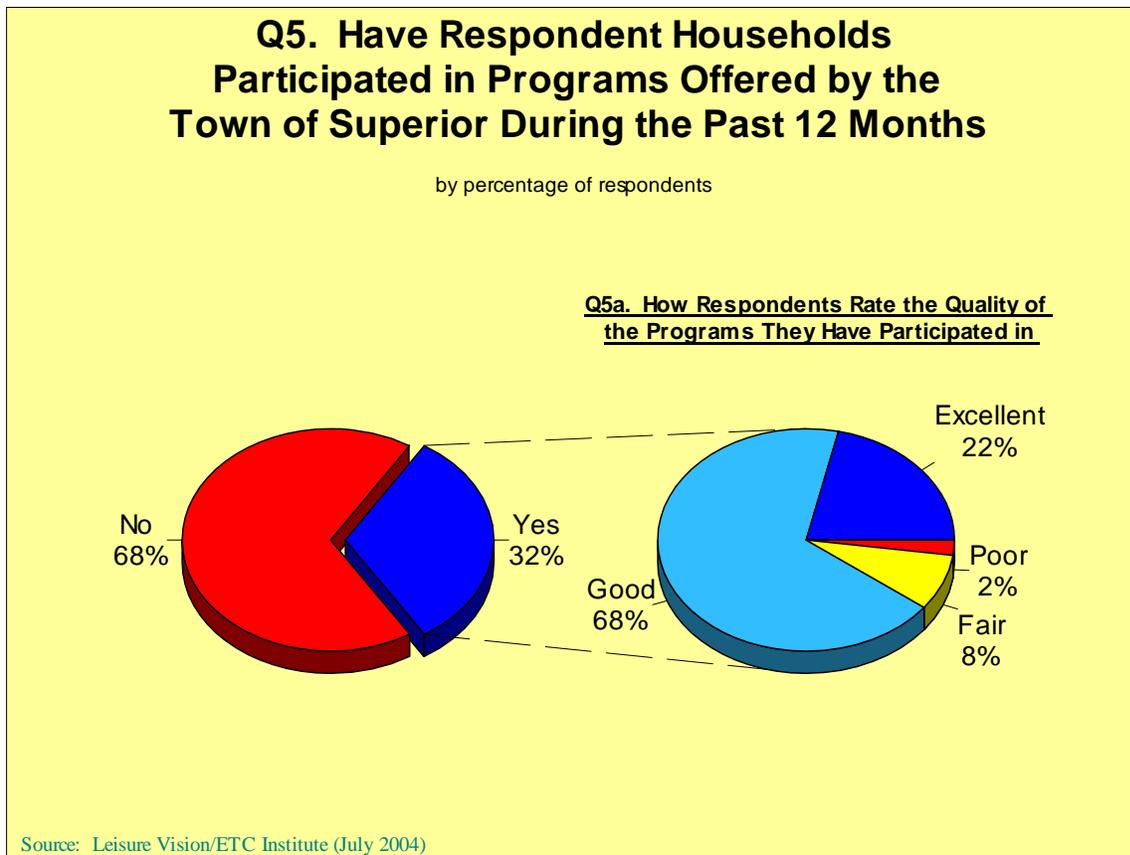


Quality of Town of Superior Programs

Respondent households that have participated in programs offered by the Town of Superior during the past 12 months were asked to rate the quality of the programs they have participated in. The following summarizes key findings:

- Ninety percent (90%) of respondents who have participated in Town of Superior programs rated the quality of programs they have participated in as either excellent (22%) or good (68%). An additional 8% rated the programs as fair and 2% rated them as poor.

Figure 26: Program Quality

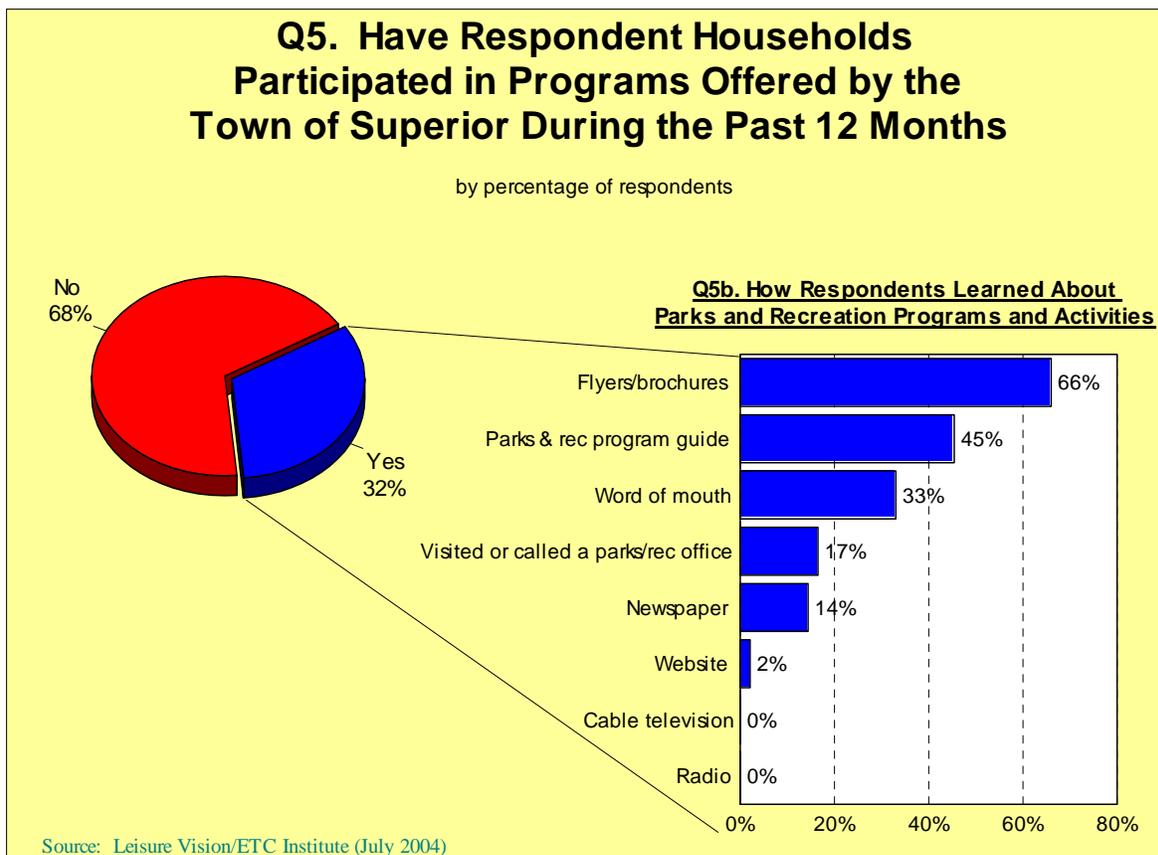


Ways Respondents Learned About Recreation Programs

From a list of eight options, respondent households that have participated in programs offered by the Town of Superior during the past 12 months were asked to indicate all of the ways they have learned about the programs. The following summarizes key findings:

- Flyers/brochures (66%) is the most frequently mentioned way that respondents have learned about programs. There are two other ways that at least one-third of respondents have learned about programs: parks and recreation program guide (45%); and word of mouth (33%).

Figure 28: How Respondents Learned of Programs

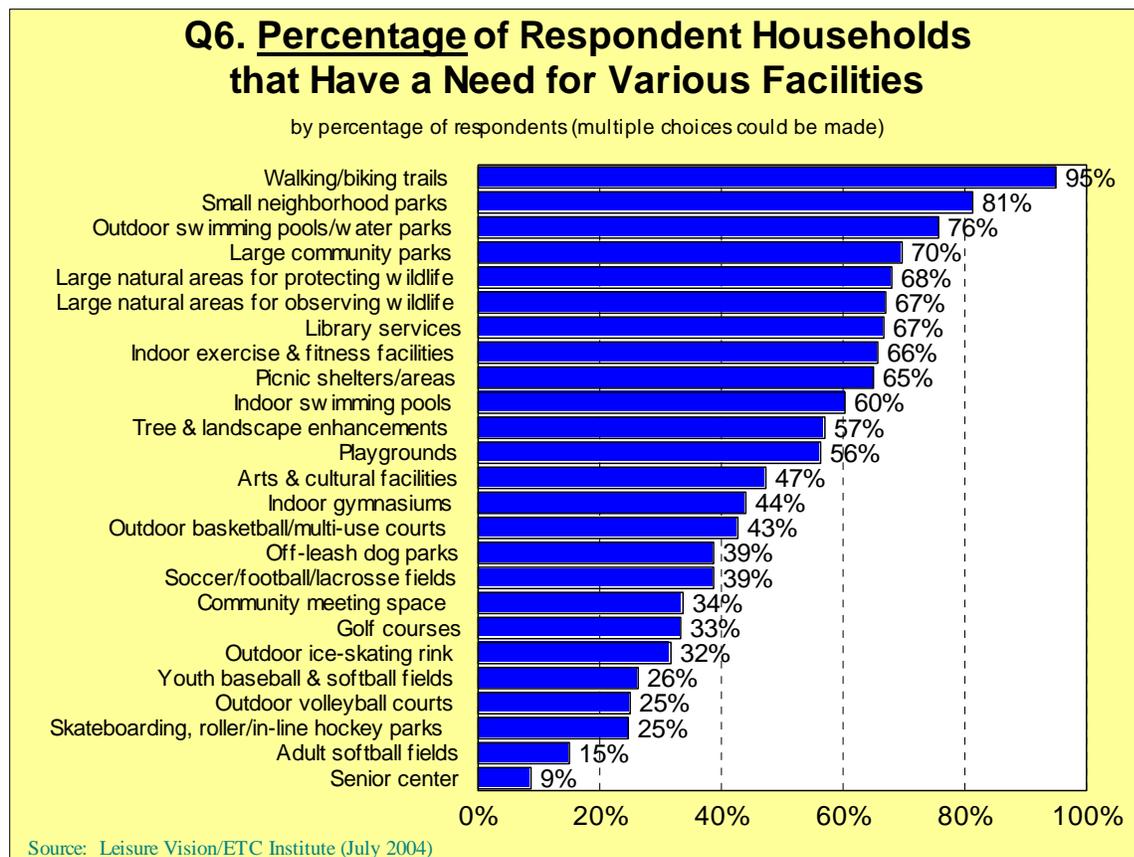


Need for Facilities

From a list of 25 facilities, respondents were asked to indicate which ones they and members of their household have a need for. The following summarizes key findings:

- Four of the 25 facilities had at least 70% of respondent households indicate they have a need for it. The facilities that the highest percentage of respondent households indicated they have a need for include: walking/biking trails (95%); small neighborhood parks (81%); outdoor swimming pools/water parks (76%); and large community parks (70%).

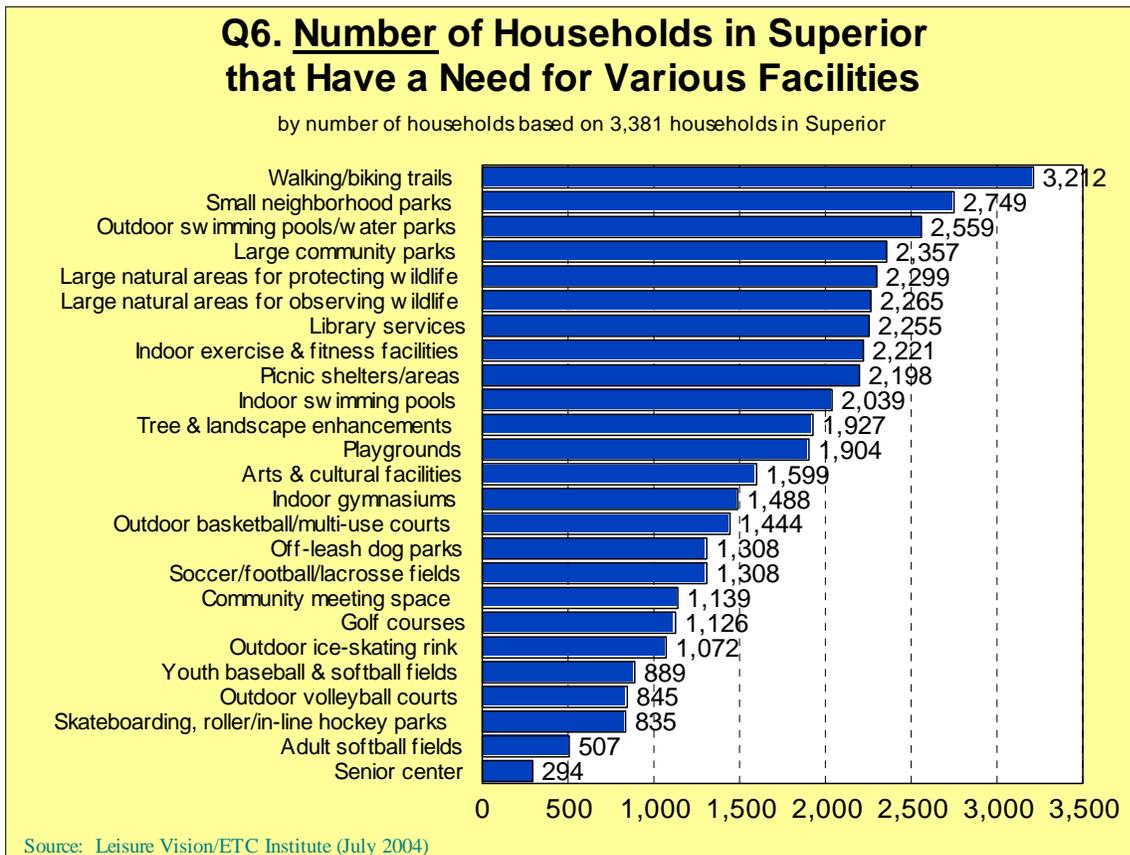
Figure 31: Need for Facilities



Households in Superior with a Need for Facilities

From the list of 25 facilities, respondents were asked to indicate which ones they and members of their household have a need for. The graph below summarizes key findings on the previous page by the number of households in the Town of Superior having a need for various facilities, based on 3,381 households in Superior.

Figure 34: Households with a Need for Facilities

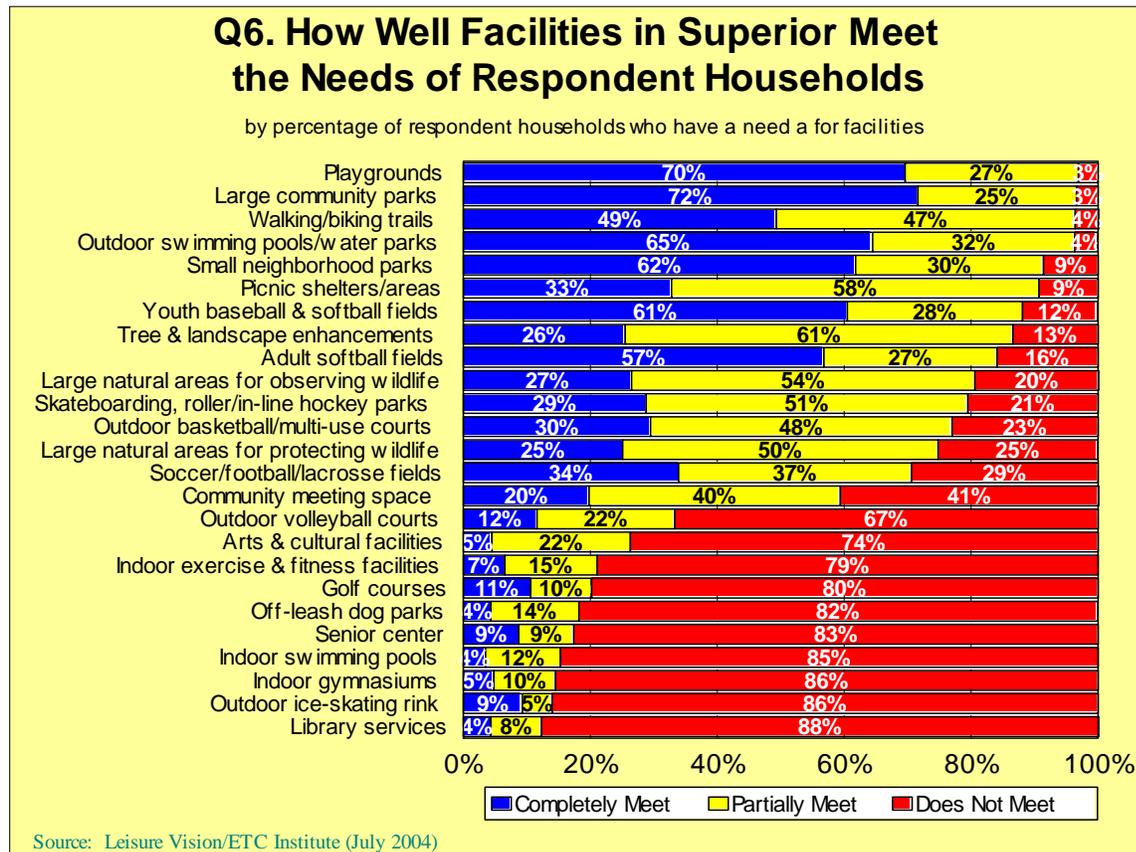


How Well Facilities Meet Needs

From the list of 25 facilities, respondents were asked to indicate how well each one meets the needs of their household. The following summarizes key findings:

- Six of the 25 facilities had over 50% of respondents indicate that the facility completely meets the needs of their household. The facilities that had the highest percentage of respondent households indicate that the facility completely meets their needs includes: large community parks (72%); playgrounds (70%); outdoor swimming pools/water parks (65%); small neighborhood parks (62%); youth baseball and softball fields (61%); and adult softball fields (57%). It should also be noted that 18 of the 25 facilities had less than 35% of respondent households indicate that their needs are being completely met by the facility.

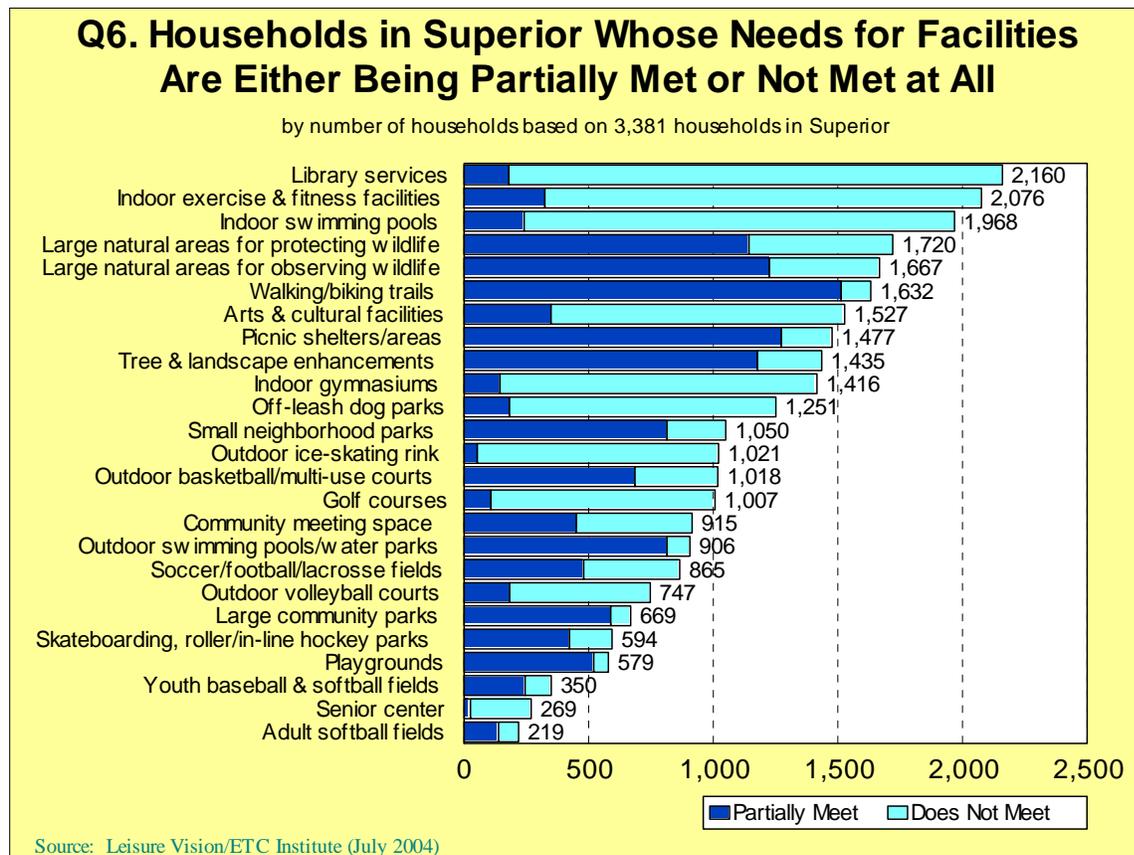
Figure 37: How Well Facilities Meet Needs



Households in Superior with Needs Only Partially Met or Not Met at All

From the list of 25 facilities, respondents were asked to indicate how well each facility meets the needs of their household. The graph below shows the number of households in the Town of Superior whose needs are being either partially met or not met at all, based on 3,381 households in Superior.

Figure 40: Either Partially Met or Not Met

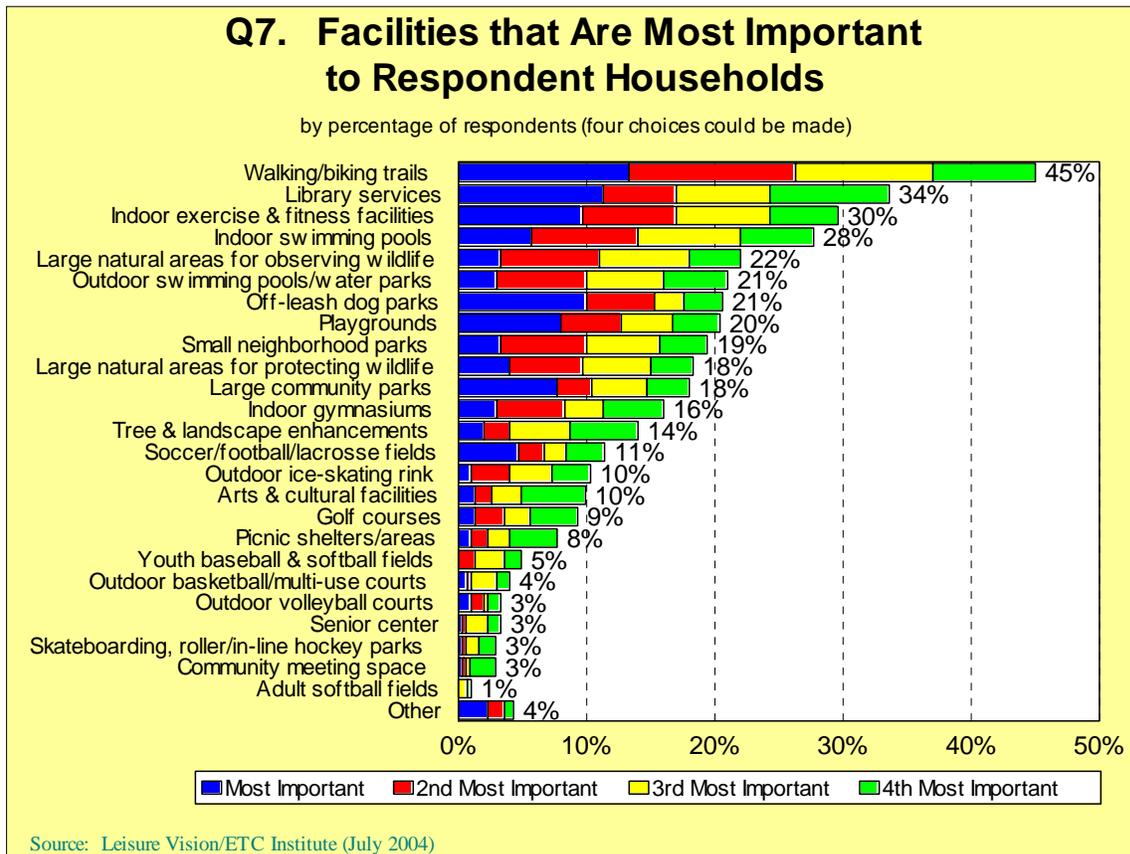


Most Important Facilities

From the list of 25 facilities, respondents were asked to select the four that are most important to them and members of their household. The following summarizes key findings:

- Walking/biking trails (45%) had the highest percentage of respondents select it as one of the four most important facilities to them and their household. There are three other facilities that over 25% of respondents selected as one of the four most important, including: library services (34%); indoor exercise and fitness facilities (30%); and indoor swimming pools (28%). It should also be noted that walking/biking trails had the highest percentage of respondents select it as their first choice as the most important facility.

Figure 43: Most Important Facilities

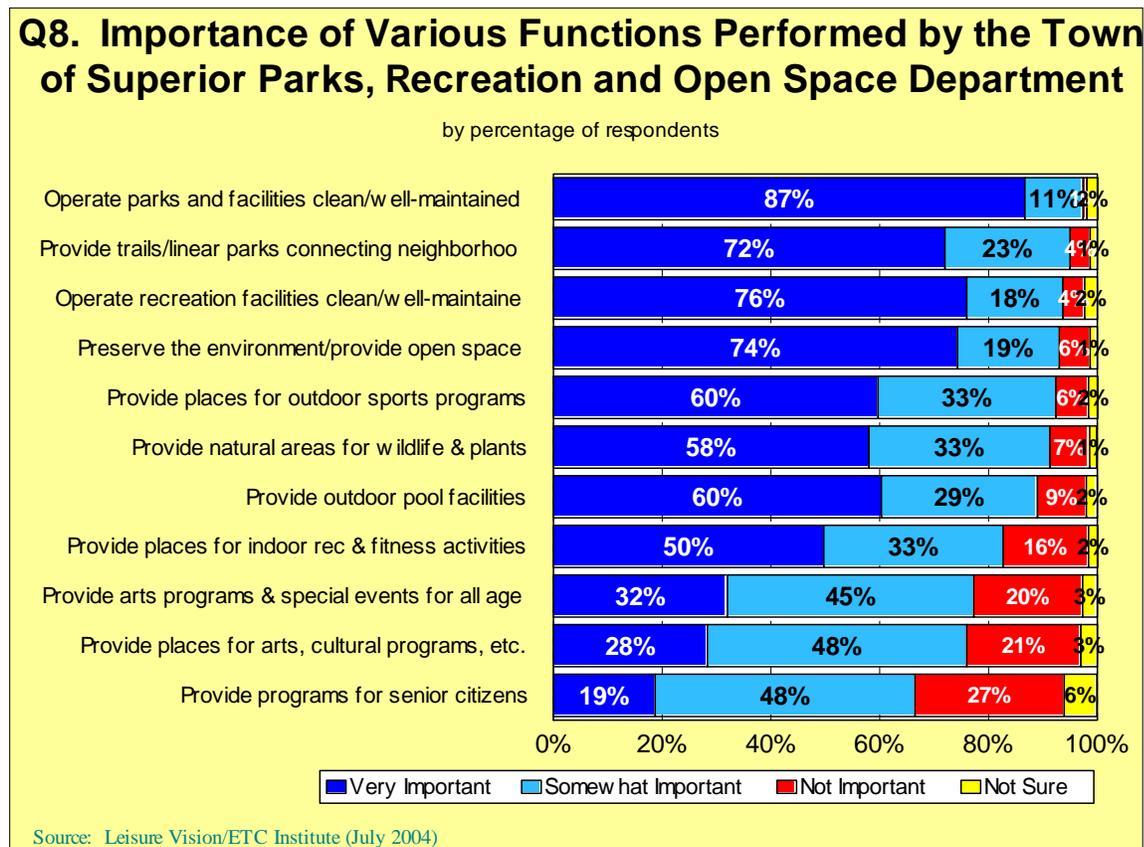


Importance of Functions

From a list of 11 functions performed by the Town of Superior Parks, Recreation, and Open Space Department, respondents were asked to rate the importance of each one. The following summarizes key findings:

- Four of the 11 functions had over 70% of respondents rate them as being very important. The functions that received the highest very important ratings include: operating parks and facilities that are clean/well maintained (87%); operating recreation facilities that are clean/well-maintained (76%); preserving the environment and providing open space (74%); and providing trails and linear parks that connect neighborhoods (72%). It should also be noted that all 11 functions had at least two-thirds of respondents rate them as being either very important or somewhat important.

Figure 46: Importance of Functions by Department

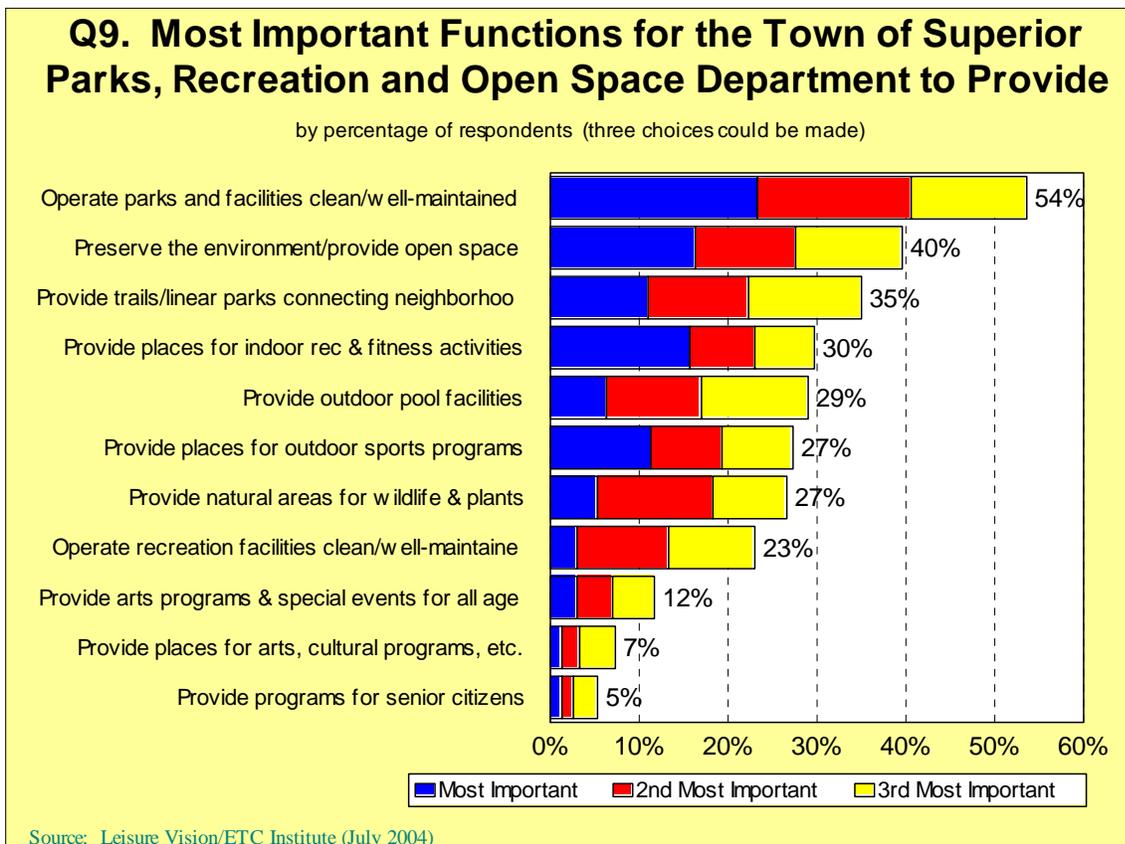


Most Important Functions

From the list of 11 functions performed by the Town of Superior Parks, Recreation and Open Space Department, respondents were asked to select the three that are most important for them to provide. The following summarizes key findings:

- Operating parks and facilities that are clean/well maintained (54%) had the highest percentage of respondents select it as one of the three most important functions for the Town of Superior Parks, Recreation, and Open Space to provide. There are two other functions that over one-third of respondents selected as one of the three most important to provide, including: preserving the environment and providing open space (40%); and providing trails and linear parks that connect neighborhoods (35%). It should also be noted that operating parks and facilities that are clean/well maintained had the highest percentage of respondents select it as their first choice as the most important function to provide.

Figure 49: Most Important Functions

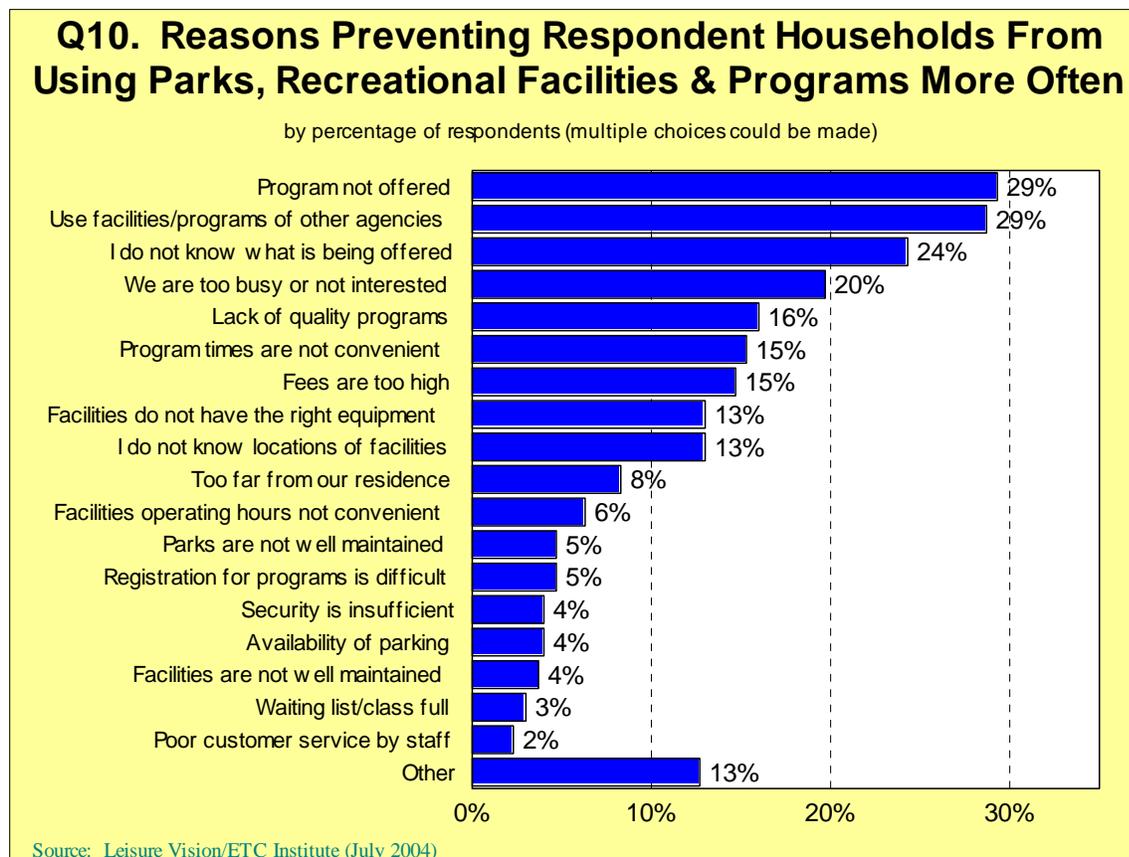


Reasons Preventing the Use of Parks, Facilities and Programs More Often

From a list of 18 reasons, respondents were asked to select all of the ones preventing them and members of their household from using parks, recreation facilities, and programs of the Town of Superior more often. The following summarizes key findings:

- “Program not offered” (29%) and “use facilities/programs of other agencies” (29%) are the reasons that prevented the highest percentage of respondent households from using parks, recreation facilities, and programs in the Town of Superior more often. There are two other reasons that prevented at least 20% of respondents from using parks, facilities and programs more often, including: “I do not know what is being offered” (24%); and “we are too busy or not interested” (20%). It should also be noted that only 2% of respondents indicated “poor customer service by staff” as a reason for not using parks, recreation facilities, and programs more often.

Figure 52: Reasons Preventing Use of Facilities and Programs

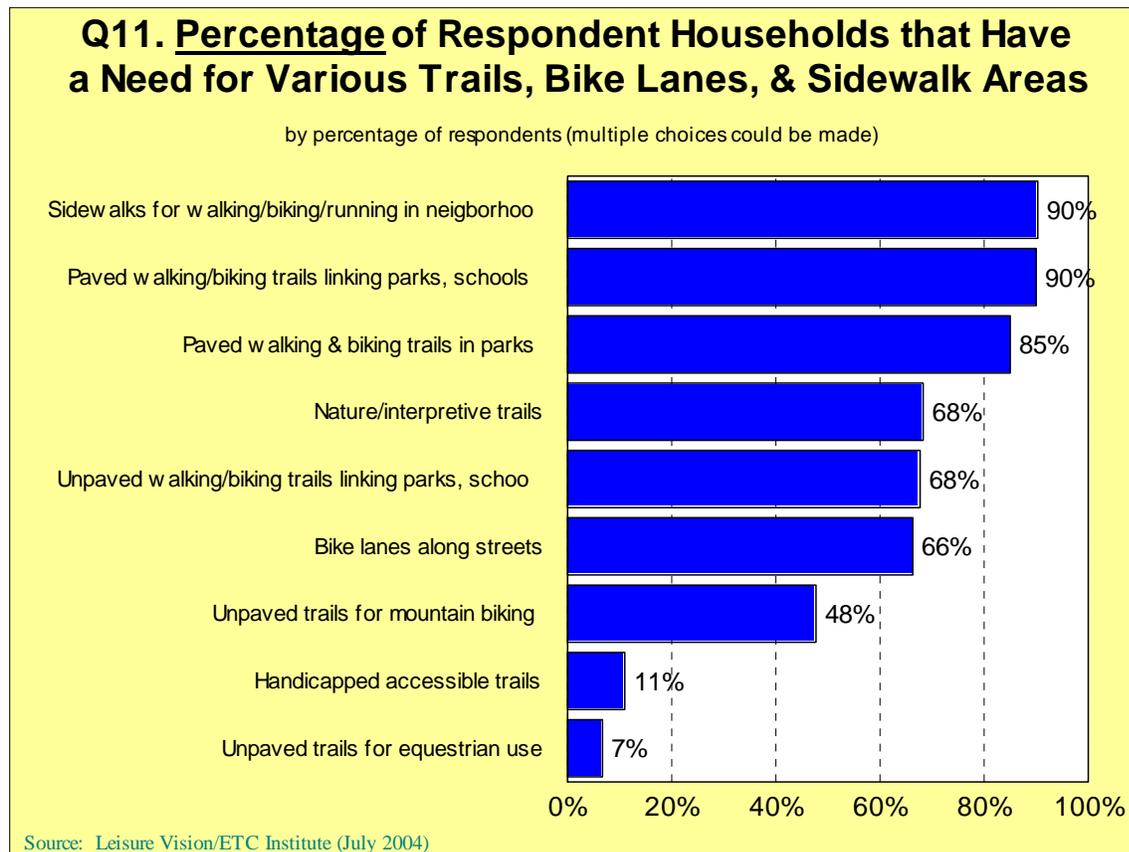


Need for Trails, Bike Lanes, and Sidewalk Areas

From a list of nine trails, bike lanes, and sidewalk areas, respondents were asked to indicate which ones they and members of their household have a need for. The following summarizes key findings:

- Three of the nine trails, bike lanes, and sidewalk areas had over 80% of respondent households indicate they have a need for it. The trails, bike lanes, and sidewalk areas that the highest percentage of respondent households indicated they have a need for include: sidewalks for walking, biking, or running in neighborhoods (90%); paved walking and biking trails linking parks, schools, and other destinations (90%); and paved walking and biking trails in parks (85%).

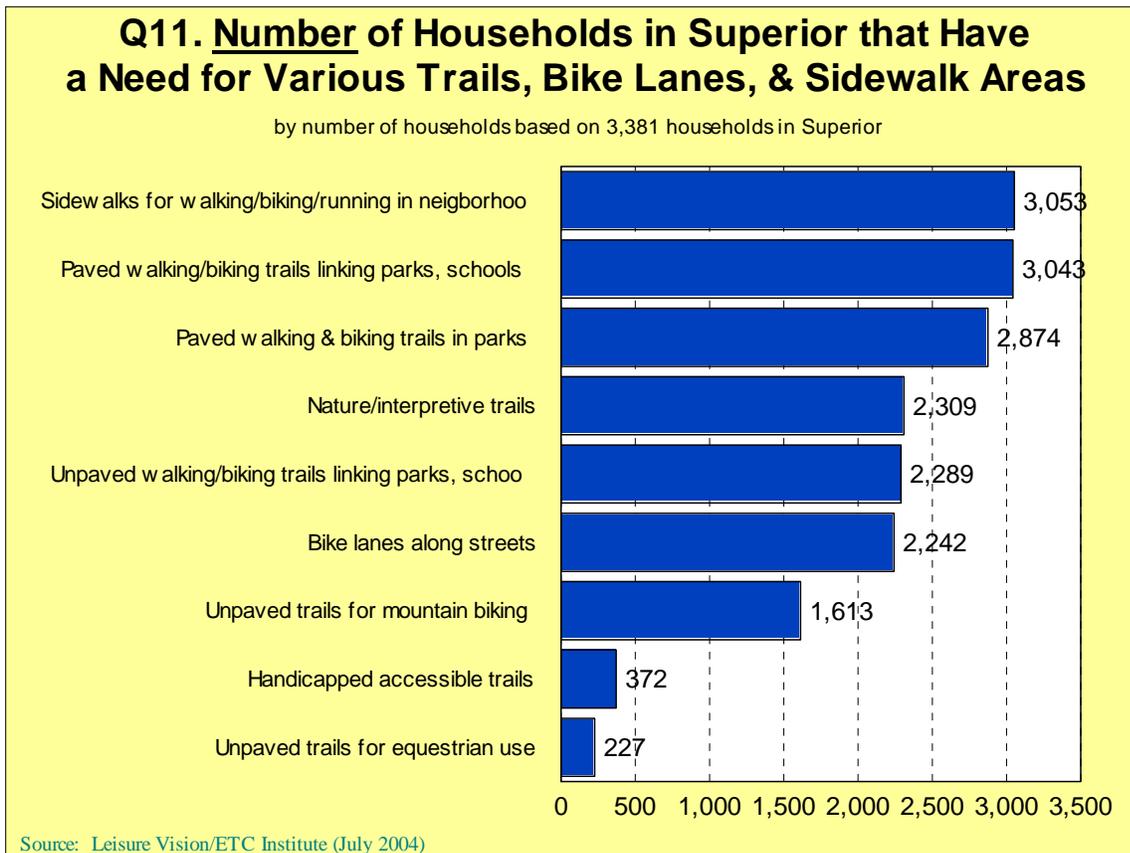
Figure 54: Need for Trails, Bike Lanes and Sidewalk Areas



Households in Superior with a Need for Trails, Bike Lanes, & Sidewalk Areas

From the list of nine trails, bike lanes, and sidewalk areas, respondents were asked to indicate which ones they and members of their household have a need for. The graph below summarizes key findings on the previous page by the number of households having a need for various trails, bike lanes, and sidewalk areas in the Town of Superior, based on 3,381 households in Superior.

Figure 56: Households with Need for Trails, Bike Lanes and Sidewalk Areas

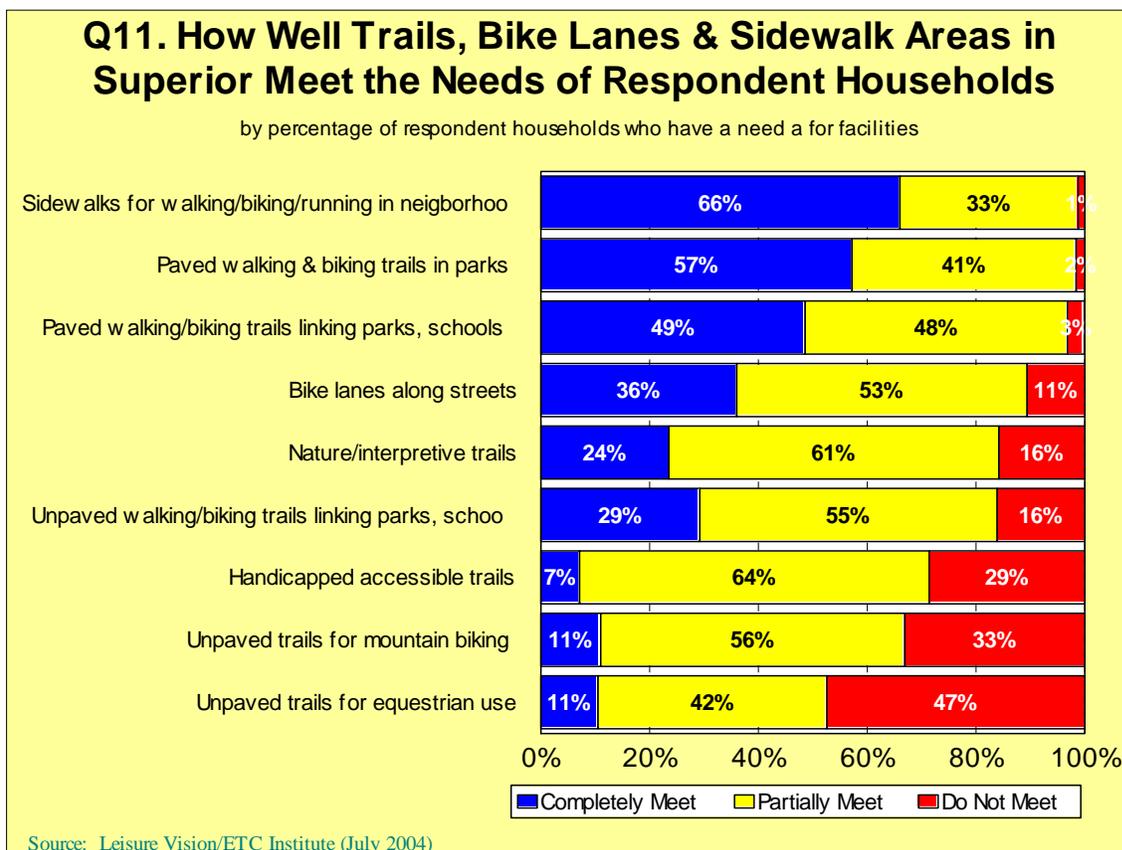


How Well Trails, Bike Lanes, and Sidewalk Areas Meet Needs

From the list of nine trails, bike lanes, and sidewalk areas, respondents were asked to indicate how well each one meets the needs of their household. The following summarizes key findings:

- Three of the nine trails, bike lanes, and sidewalk areas had over 45% of respondents indicate that they completely meet the needs of their household. The trails, bike lanes, and sidewalk areas that the highest percentage of respondent households indicated as completely meeting their needs includes: sidewalks for walking, biking, or running in neighborhoods (66%); paved walking and biking trails in parks (57%); and paved walking and biking trails linking parks, schools, and other destinations (49%). It should also be noted that six of the nine trails, bike lanes, and sidewalk areas had less than 40% of respondent households indicate that their needs are being completely met.

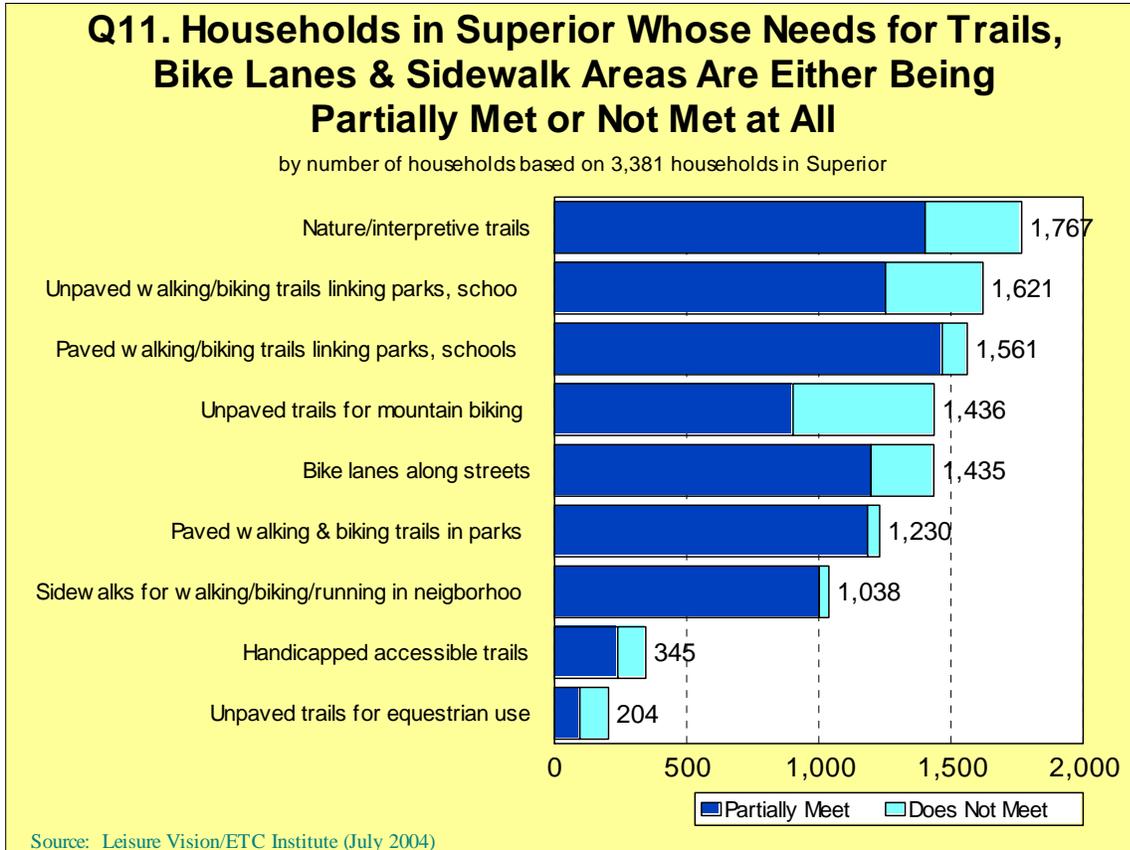
Figure 59: How Trails, Bike Lanes and Sidewalk Areas Meet Needs



Households in Superior with Needs Only Partially Met or Not Met at All

From the list of nine trails, bike lanes, and sidewalk areas, respondents were asked to indicate how well each one meets the needs of their household. The graph below shows the number of households in the Town of Superior whose needs are being either partially met or not met at all, based on 3,381 households in Superior.

Figure 61: Trails, Bike Lanes and Sidewalk Areas Needs Partially Met or Not Met

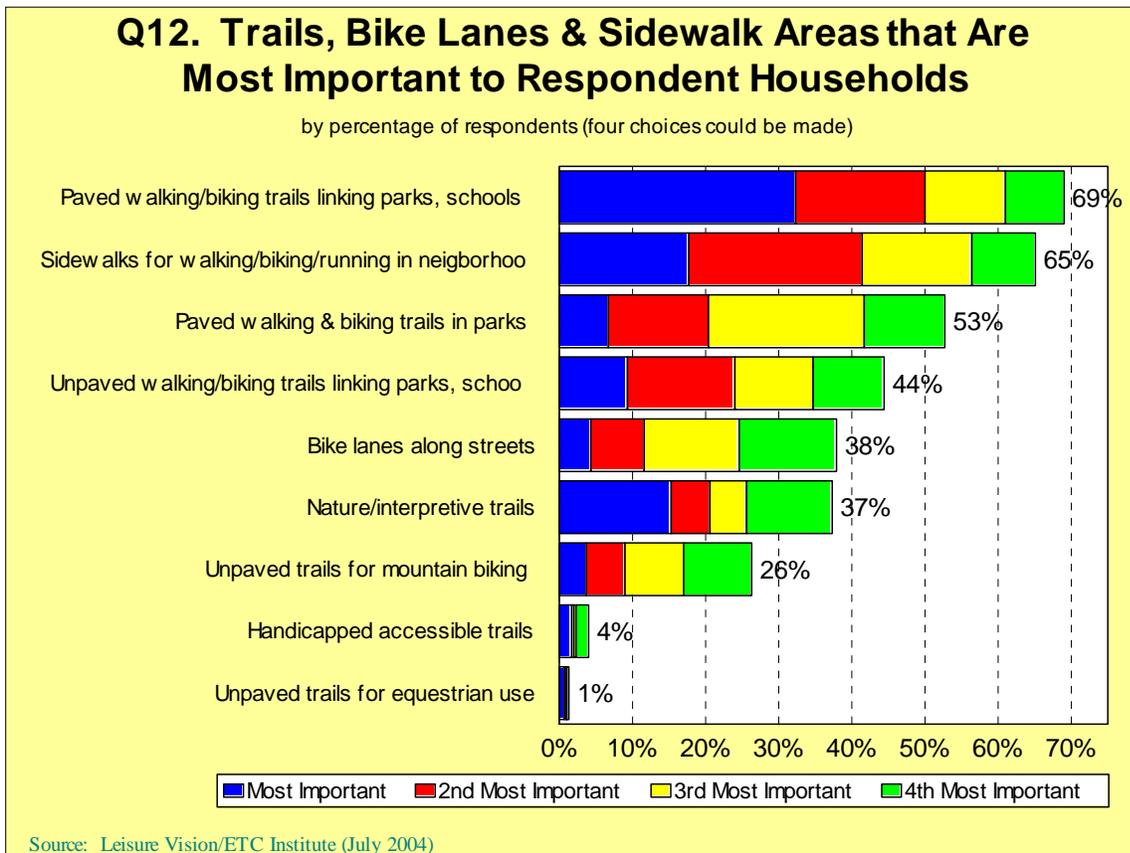


Most Important Trails, Bike Lanes, and Sidewalk Areas

From the list of nine trails, bike lanes, and sidewalk areas, respondents were asked to select the four that are most important to them and members of their household. The following summarizes key findings:

- Paved walking and biking trails linking parks, schools and other destinations (69%) had the highest percentage of respondents select it as one of the four most important trails, bike lanes, and sidewalk areas to them and their household. There are two other trails, bike lanes, and sidewalk areas that over 50% of respondents selected as one of the four most important, including: sidewalks for walking, biking, or running in neighborhoods (65%); and paved walking and biking trails in parks (53%). It should also be noted that paved walking and biking trails linking parks, schools and other destinations had the highest percentage of respondents select it as their first choice as the most important trail, bike lane, or sidewalk area.

Figure 63: Most Important Trails, Bike Lanes and Sidewalk Areas

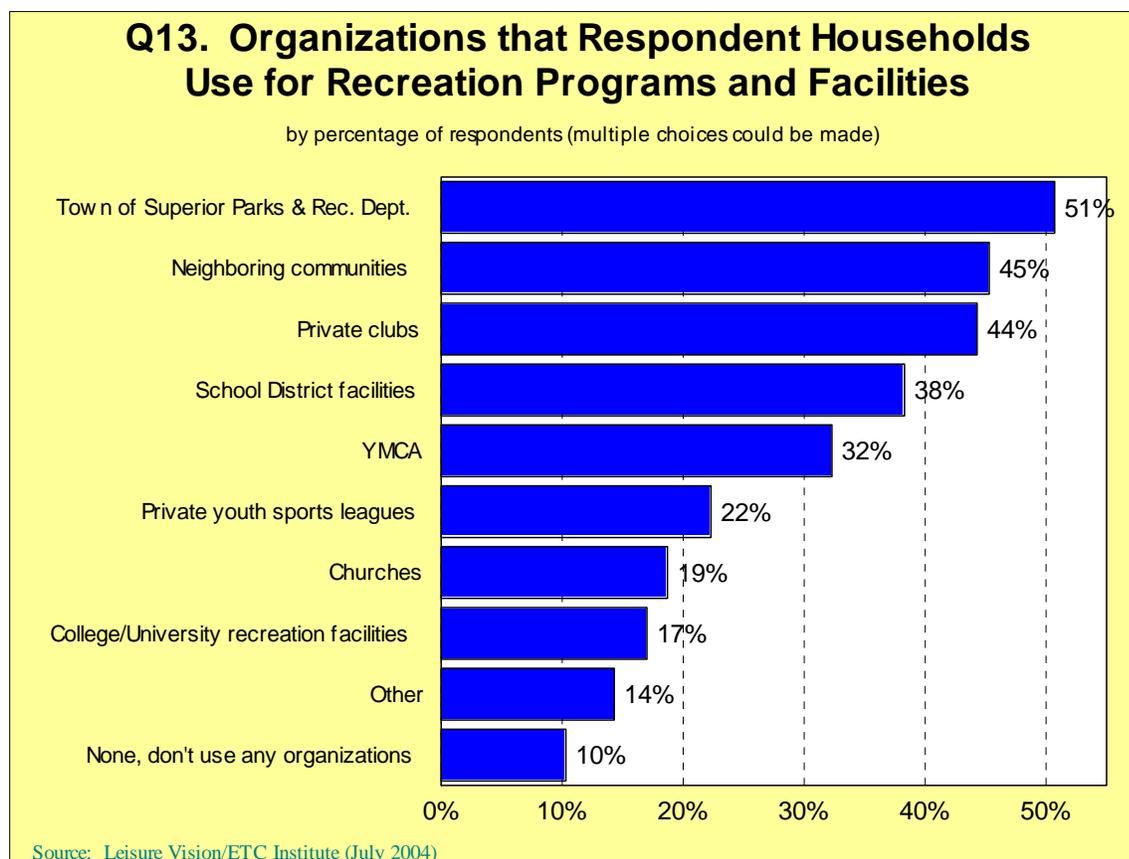


Organizations Used for Recreation Programs and Facilities

From a list of eight options, respondent households were asked to select all of the organizations they use for recreation programs and facilities. The following summarizes key findings:

- The Town of Superior Parks and Recreation Department (51%) is the organization used by the highest percentage of respondent households. There are two other organizations used by over 40% of respondent households, including: neighboring communities (45%); and private clubs (44%).

Figure 65: Organizations Respondents Use for Programs and Facilities

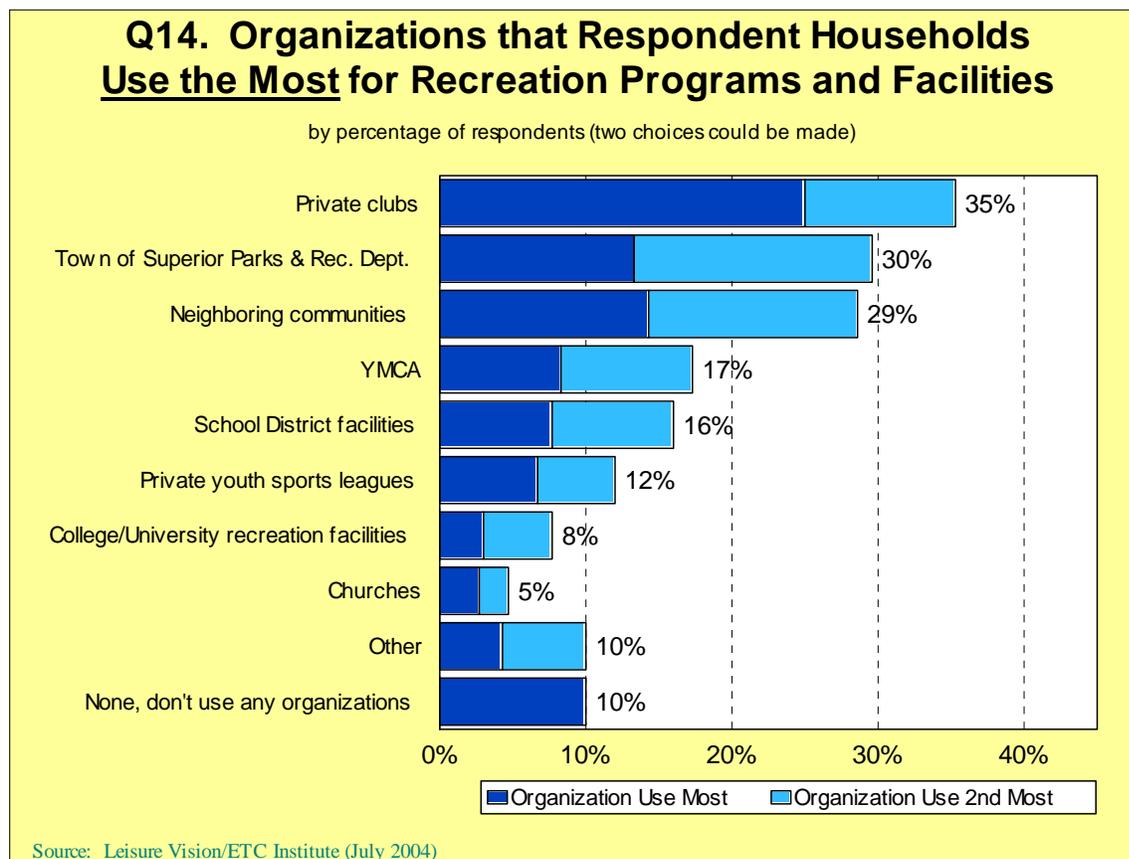


Organizations Used Most for Recreation Programs and Facilities

From the list of eight options, respondent households were asked to select the two organizations whose recreation programs and facilities they use the most. The following summarizes key findings:

- Private clubs (35%) had the highest percentage of respondents select it as one of the two organizations they use the most. There are two other organizations that over 25% of respondents selected as one of the two they use most, including: Town of Superior Parks, Recreation and Open Space Department (30%); and neighboring communities (29%).

Figure 67: Organizations Used Most for Programs and Facilities

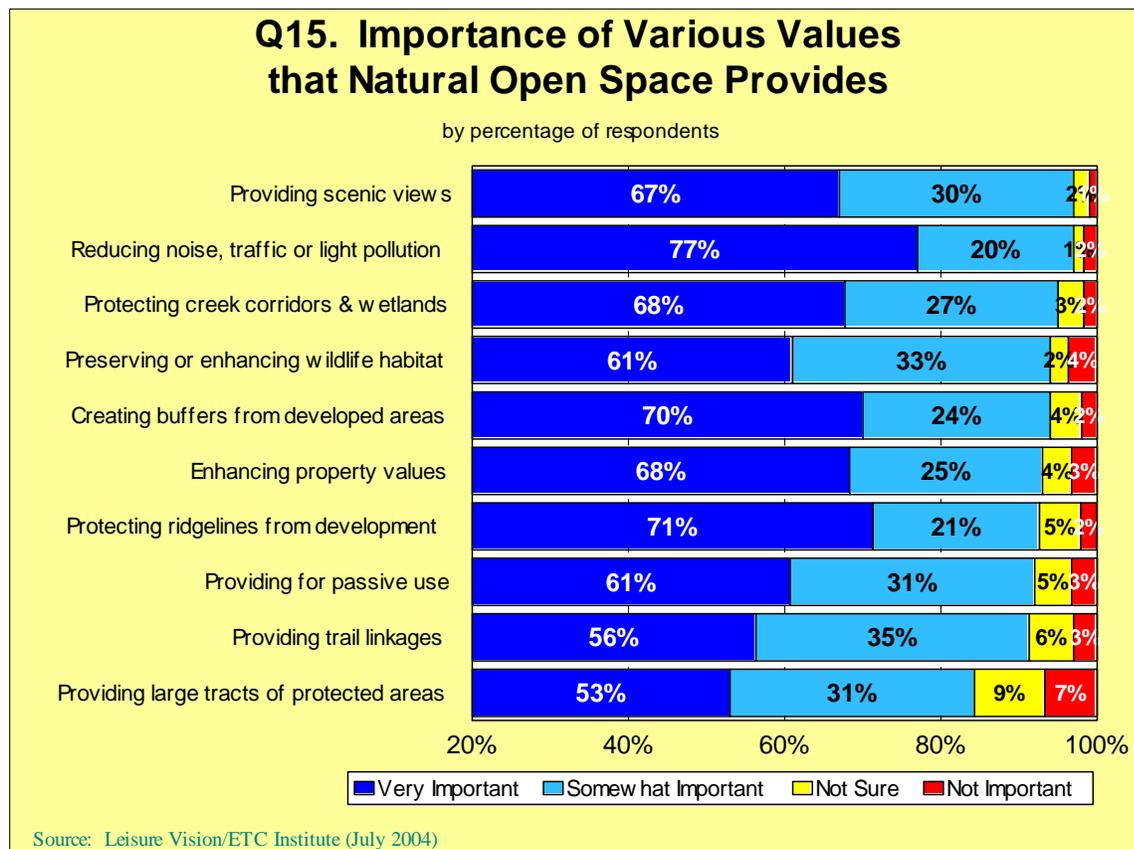


Importance of Values Provided by Natural Open Space

From a list of ten values that natural open space provide, respondents were asked to rate the importance of each one. The following summarizes key findings:

- Six of the 10 values had at least two-thirds of respondents rate them as being very important. The values that received the highest very important ratings include: reducing noise, traffic or light pollution (77%); protecting ridgelines from development (71%); creating buffers from developed areas (70%); protecting creek corridors and wetlands (68%); enhancing property values (68%); and providing scenic views (67%). It should also be noted that all 10 values had over 80% of respondents rate them as being either very important or somewhat important.

Figure 70: Values of Natural Open Space

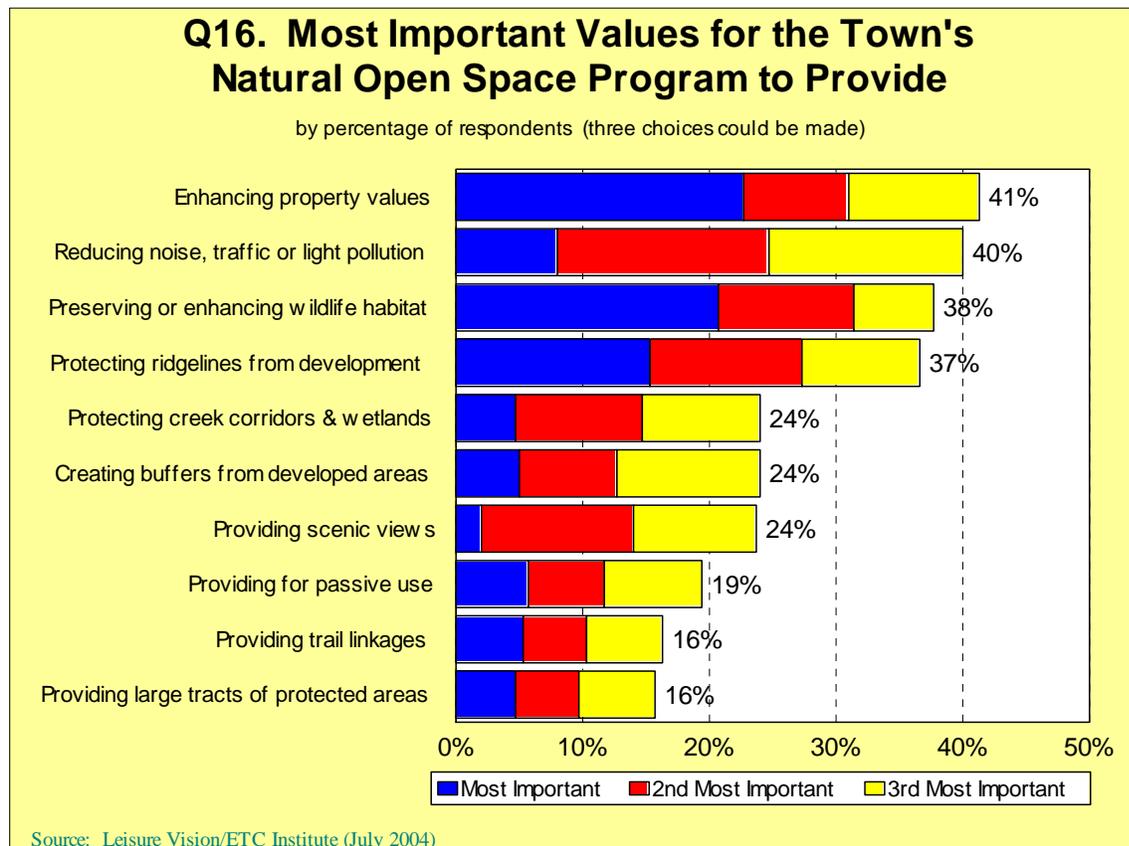


Most Important Values

From the list of ten values that natural open space provide, respondents were asked to select the three that are most important for the Town of Superior’s Natural Open Space Program to provide. The following summarizes key findings:

- Enhancing property values (41%) had the highest percentage of respondents select it as one of the three most important values for the Town of Superior to provide. There are three other values that over one-third of respondents selected as one of the three most important to provide, including: reducing noise, traffic, or light pollution (40%); preserving or enhancing wildlife habitat (38%); and protecting ridgelines from development (37%). It should also be noted that enhancing property values had the highest percentage of respondents select it as their first choice as the value they feel is most important to provide.

Figure 72: Most Important Values for Town Open Space

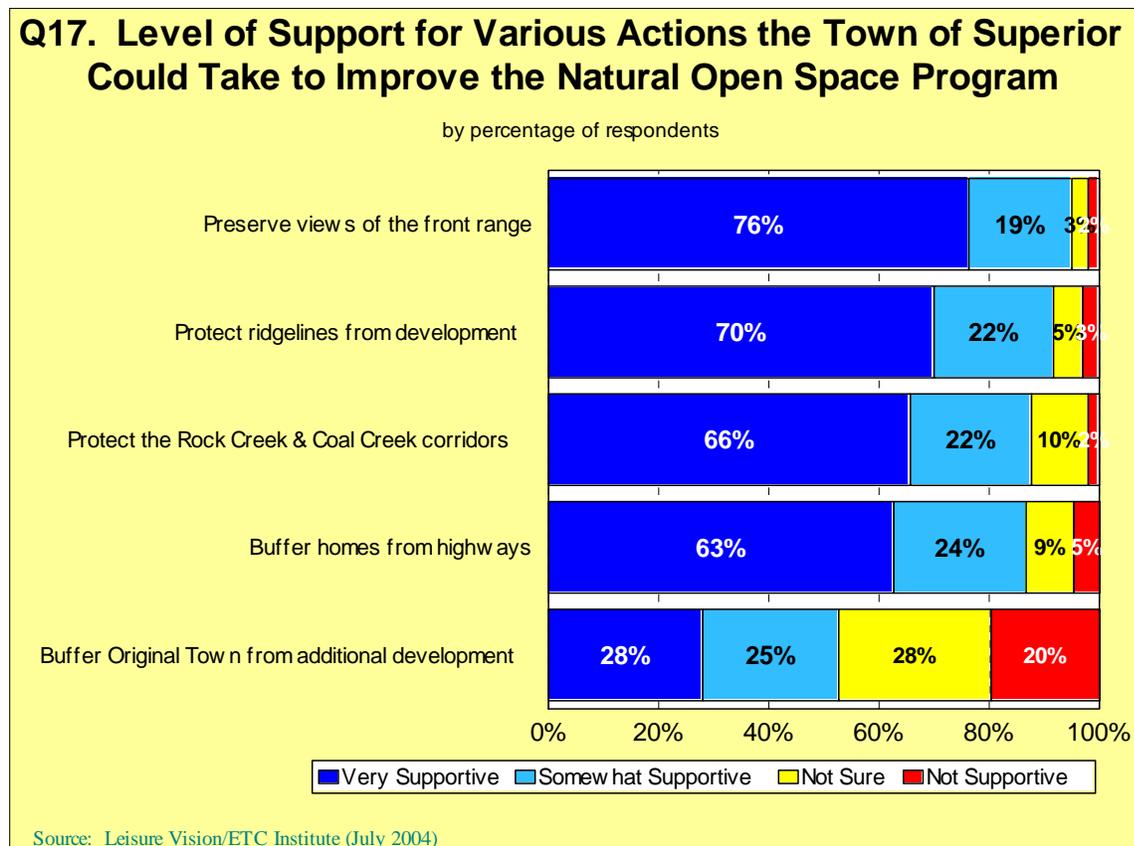


Support for Actions to Improve the Natural Open Space Program

From a list of five actions the Town of Superior could take to improve the natural open space program, respondents were asked to indicate their level of support for each one. The following summarizes key findings:

- Two of the five actions had at least 70% of respondents indicate being very supportive of them. The actions that received the highest very supportive ratings include: preserve views of the front range (76%); and protect ridgelines from development (70%). It should also be noted that four of the five actions had over 85% of respondents indicate being either very supportive or somewhat supportive of them.

Figure 75: Support for Actions to Improve Natural Open Space Program

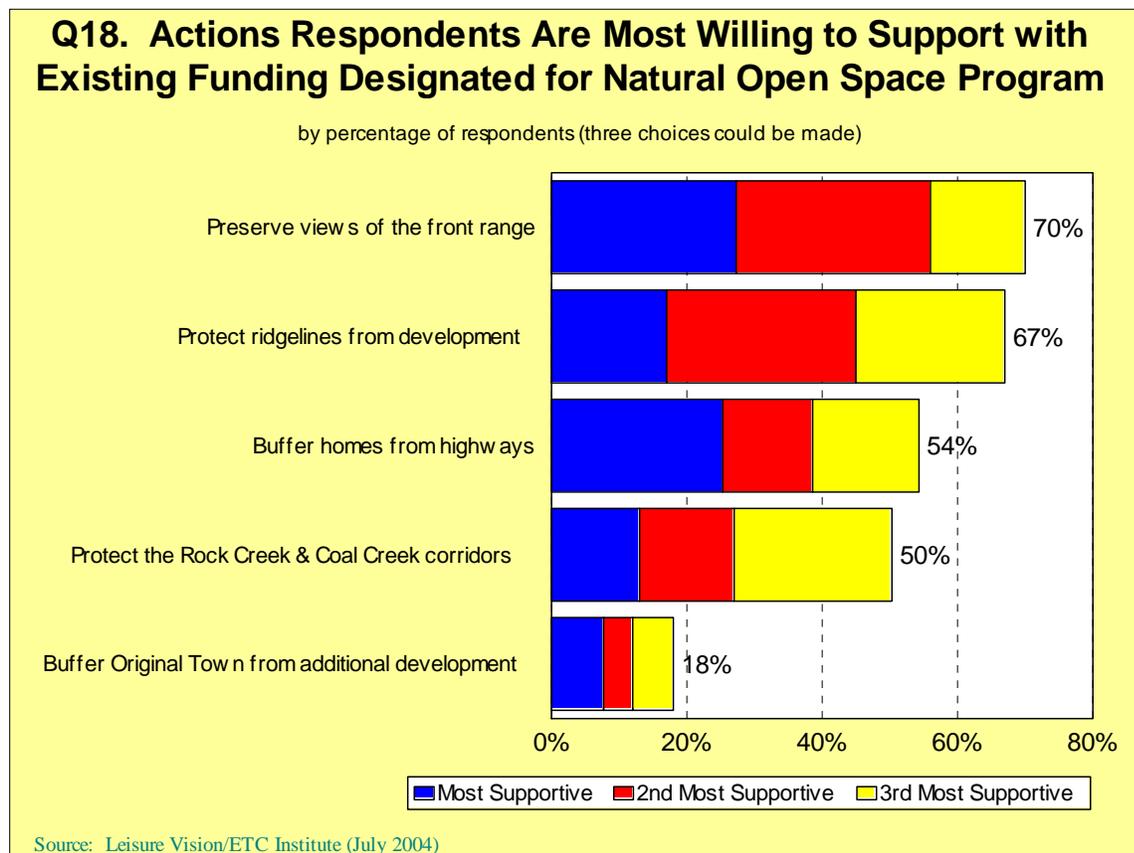


Actions Most Willing to Support

From the list of five actions the Town of Superior could take to improve the natural open space program, respondents were asked to select the three they are most willing to support with existing funding designated for the natural open space program. The following summarizes key findings:

- Four of the five actions had at least 50% of respondents select them as one of the three they are most willing to support with existing funding designated for the natural open space program. The actions that had the highest percentage of respondents select them as one of the three they are most willing to support include: preserve views of the front range (70%); protect ridgelines from development (67%); buffer homes from highways (54%); and protect the Rock Creek and Coal Creek corridors (50%). It should also be noted that preserve views of the front range had the highest percentage of respondents select it as their first choice as the action they would be most willing to support with existing funding designated for the natural open space program.

Figure 77: Actions Most Willing to Support

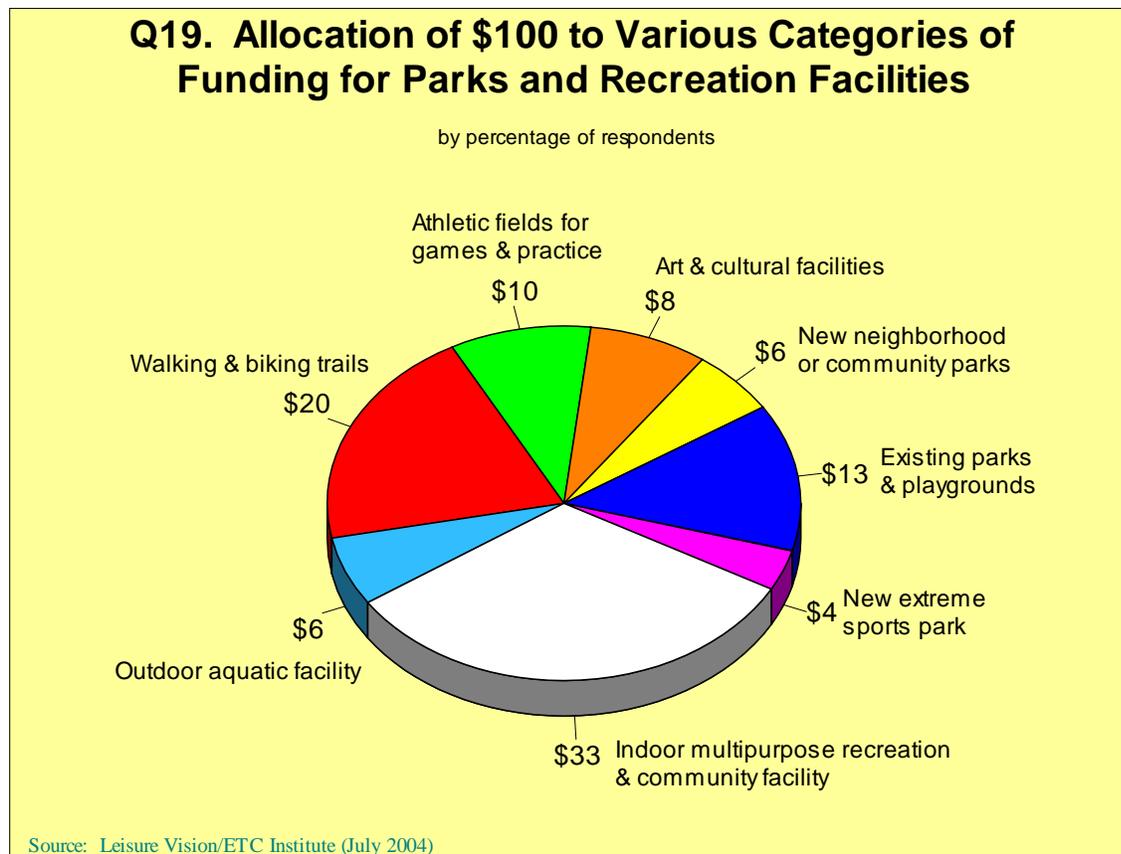


Allocation of \$100 Among Various Parks and Recreation Facilities

Respondents were asked how they would allocate \$100 among eight categories of funding for parks and recreation facilities. The following summarizes key findings:

- Respondents indicated they would allocate \$33 out of every \$100 to an indoor multipurpose recreation and community facility. The remaining \$67 were allocated as follows: walking and biking trails (\$20); existing parks and playgrounds (\$13); athletic fields for games and practice (\$10); art and cultural facilities (\$8); outdoor aquatic facility (\$6); new neighborhood or community parks (\$6); and new extreme sports park (\$4).

Figure 79: Allocation of Funding for Park and Recreation Facilities

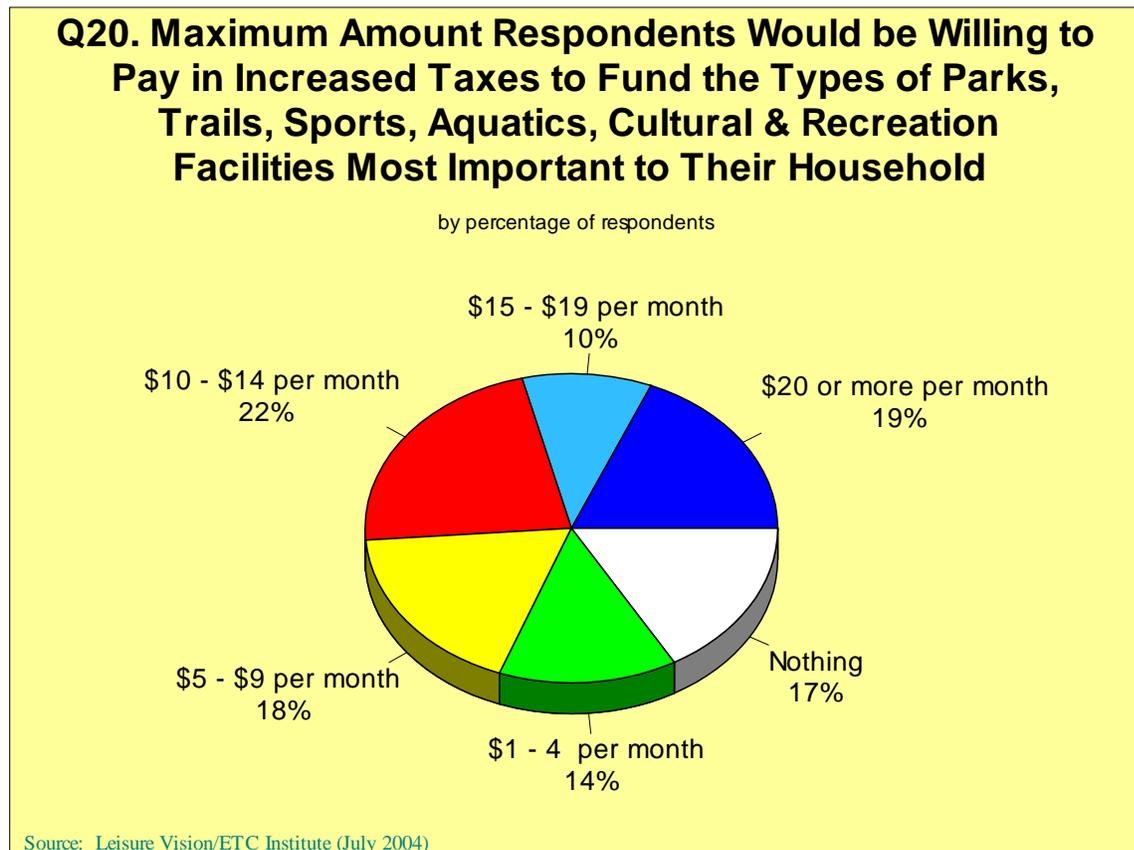


Amount Respondents Would Pay in Increased Taxes to Fund the Most Important Types of Parks, Trails, Sports, Aquatics, Cultural & Rec Facilities

From a list of 5 options, respondents were asked to indicate the maximum amount they would be willing to pay in increased taxes to fund the types of parks, trails, sports, aquatics, cultural and recreation facilities most important to them and their household. The following summarizes key findings:

- Fifty-one percent (51%) of respondents indicated they would pay at least \$10 per month in increased taxes to fund the most important types of parks, trails, sports, aquatics, cultural and recreation facilities. This group includes 22% who would pay \$10-\$14 per month, 19% who would pay \$20 or more per month, and 10% who would pay \$15-\$19 per month. An additional 18% would pay \$5-\$9 per month and 14% would pay \$1-\$4. It should also be noted that 83% of respondents indicated they would pay some level of increased taxes to fund the types of parks, trails, sports, aquatics, cultural and recreation facilities most important to them and their household.

Figure 81: Respondents Willingness to Increase Taxes



TOWN OF SUPERIOR
PARKS, RECREATION AND OPEN SPACE DEPARTMENT

NEEDS ASSESSMENT AND MASTER PLAN

APPENDIX A: LOS AND GRASP_{TM} WORKSHEETS

TOWN OF SUPERIOR
PARKS, RECREATION AND OPEN SPACE DEPARTMENT

NEEDS ASSESSMENT AND MASTER PLAN

APPENDIX B: FUNDING SOURCES

TOWN OF SUPERIOR
PARKS, RECREATION AND OPEN SPACE DEPARTMENT

NEEDS ASSESSMENT AND MASTER PLAN

*APPENDIX C: OPEN SPACE ATTRIBUTE SCORE
WORKSHEET*

TOWN OF SUPERIOR
PARKS, RECREATION AND OPEN SPACE DEPARTMENT

NEEDS ASSESSMENT AND MASTER PLAN

APPENDIX D: RECREATION RECOVERY MATRIX

TOWN OF SUPERIOR
PARKS, RECREATION AND OPEN SPACE DEPARTMENT

NEEDS ASSESSMENT AND MASTER PLAN

APPENDIX E: MAPS:

GRASP™ Community
Inventory
GRASP™ Neighborhood
GRASP™ Open Space
Tier 1 Open Space
Trail Network