

5

IMPLEMENTATION

CHAPTER 5. IMPLEMENTATION

A key goal of the Parks Master Plan is to ensure that our park resources are managed in an economically sustainable manner. Only through the careful matching of priorities, revenue, and project cost can we ensure the successful implementation of the vision.

A. Revenue & Expenditures

The objective of the finance component of the Parks Master Plan is to match priority projects with funding possibilities. This section:

- outlines Larimer County Parks financial goals and policies,
- summarizes community opinions relating to Parks Finance,
- summarizes the financial history of Larimer County Parks,
- provides some financial trend information, key observations and considerations,
- describes how Larimer County Parks funds its capital improvements,

- summarizes key types of priority capital projects needs, and
- suggests some alternative and supplemental sources of revenue to accomplish the project objectives of the 2007 Parks Master Plan.

Larimer County Parks are managed through three funds:

- Fund 122: the Lottery. This fund receives revenue from the State Lottery.
- Fund 226: Parks – Existing Park Operations. This fund provides park operations and maintenance.
- Fund 228: Parks Projects and Grants Fund. This fund constructs capital improvements.

Since each fund has important revenue and expenditure constraints, this analysis will discuss each fund separately.

Larimer County Open Space is managed with six different funds. These funds are not the focus of this analysis except where there is some transfer of money from these funds to one of the three Park funds.



1995 Resource Management Plan Successes

Horsetooth Reservoir

Inlet Bay: Marina area campgrounds and boat ramp improvements

South Bay: Boat ramps, parking, cabin and campground improvements, one new ramp, extended three ramps, gatehouse, new office building

East Side Day Use Area Improvements

New ramp and remodeled Satanka Day Use Area

Entrance road: Reduced five entrances to one

Flatiron Reservoir

Flatiron Campground: Campground, fishing pier, electrical, group use and cabin improvements.

Carter Lake

South Shore: Boat launch, campground, entrance station and day use improvements.

Quarry Area: Swim beach modifications

Eagle Campground Improvements

North Pines/Carter Lake Marina: parking, docks, restroom, entryway, ramp and campground and fuel system improvements

Pinewood Lake

Fisherman's Cove: Trailhead improvements

Blue Mountain: Day and group use improvements

Visitor Center Construction

B. Summary of Findings & Recommendations

There are five primary sources of revenue that collectively comprise 92% of all Parks Division revenues. In descending order, they are park permit and user fees, Conservation Trust Fund revenues, Bureau of Reclamation - Title 28 Grants, General Fund Transfers and Great Outdoors Colorado (GOCO) grants. Among these are two competitive grant programs, both of which are unpredictable sources of revenue.

- In recent history, the major sources of predictable revenues (user fees and permits and formula grants) have been steady to slightly declining.
- In recent history, Parks Division expenditures have generally tracked with revenues. A continuation of historic finance practices will not likely generate more revenue to fund additional capital projects over recent historic funding levels.
- Over the last 3 years (2004 through 2006), approximately \$98,100 per year has been spent on new capital projects within the Parks Division.
- The Parks Master Plan proposes approximately \$10 million of capital projects that could be built over the next 10 years.
- Priority 1 and 2 projects total \$2,006,500 and are proposed for construction over the 10 years. These can be financed with revenues in amounts that are consistent with recent historic trends.

- Other special projects already have dedicated funding or require new revenue sources. Ten funding possibilities are outlined later in this chapter. A combination of these possible funding sources would be more than sufficient to fund these projects.
- The signature projects require more detailed analysis before determining the best funding mechanisms. Some ideas as to how to pursue funding for these projects are also presented. Funding for Carter Marina redevelopment has already been partially acquired.

C. Community Opinions Regarding Finance

In the summer of 2005, Larimer County Parks and Open Lands conducted a survey to measure visitor satisfaction. The on-site, self-administered survey was conducted at four locations and also via mail. A total of 558 surveys were returned. The results to several questions regarding the fee structure are summarized below. A substantial majority of respondents agree that a fee program should exist, and that the current fee schedule is acceptable and does not limit park access.

TABLE 5-1. SYSTEM-WIDE RECREATIONAL OPPORTUNITIES & EXPERIENCE

QUESTION	AGREE/ STRONGLY AGREE	DISAGREE/ STRONGLY DISAGREE	NEUTRAL/ DON'T KNOW/ NO RESPONSE	TOTAL
APPROVE THE PARKS FEE PROGRAM?	62%	19%	19%	100%
CHARGE FEES TO MAINTAIN SERVICES?	78%	4%	18%	100%
DOES THE FEE PROGRAM LIMIT PARK ACCESS?	26%	53%	21%	100%
SHOULD NOT HAVE TO PAY A FEE?	68%	15%	17%	100%
CURRENT FEES ARE ACCEPTABLE?	57%	24%	19%	100%

D. Fund-by-fund Review of Historic Revenues & Expenditures

The Parks Division manages three funds: The Parks – Lottery Fund; Parks – Existing Operations Fund; and Parks – Projects Fund. This section highlights information about each fund. The discussion is presented fund-by-fund because each has a different purpose and receives restricted revenues related to that purpose. The subsequent section summarizes key observations about all three funds, collectively.

In this chapter, “historical” data refers to audit and budget information for the six-year period, 2001 through 2006. It includes actual data from 2001 through 2005 plus “revised” data for 2006, based on experience to date.

Lottery Fund

The Lottery Fund is a conduit for revenues from the Colorado Conservation Trust Fund.

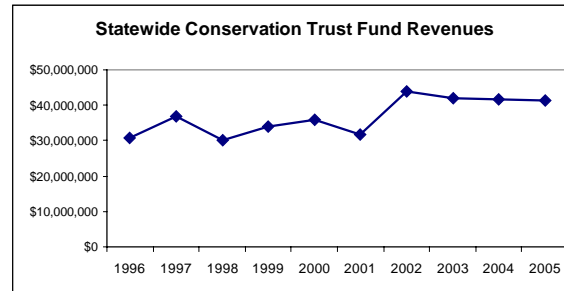
Fund Revenues

A 1992 State constitutional amendment established a State lottery and set the proportion (40%) of revenues to flow to the statewide Colorado Conservation Trust Fund. The following graph illustrates the volume of statewide revenues between 1996 and 2005. Statewide revenues have fluctuated in recent years due to economic trends and the success of new lottery games. The jump in 2002 is attributed to the introduction of Powerball. Each government receives a portion of Conservation Trust Fund revenues on its share of statewide population. Each county receives funding based on its population relative to the State, less the municipalities and special districts share within the County.

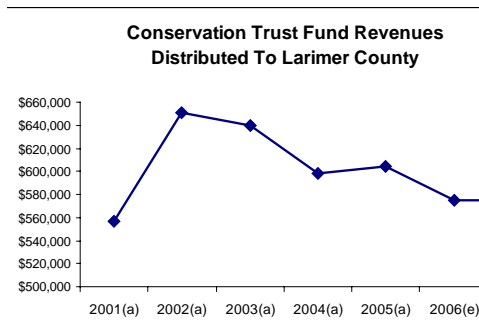
Funding may be used for the acquisition, development, and maintenance of new sites; for capital improvements; or for maintenance for recreational purposes on

any public site. Funding may not be used for operating expenses or programs.

Over the last three years (2004 through



2006), Larimer County has received an average of \$592,600 per year.



Expenditures

Larimer County disburses Lottery Fund revenues to three primary funds, depending on the purposes for which the revenues are to be used. The County does not retain funds or incur expenses itself. Revenues are transferred to:

1. The County Replacement Fund, which expends funds for capital replacement.
2. The Parks – Existing Park Operations Fund, which expends funds for ongoing park programs, operations and maintenance. Historically, transfers have averaged \$128,700 per year.
3. The Parks – Projects and Grants Fund, which is used to make capital purchases of land, improvements, and equipment. Historically, transfers have averaged \$567,000 per year.

Fund Balances

The Lottery Fund maintained by Larimer County has maintained a fund balance of approximately \$1.1 million. Annual fluctuations depend on annual grant revenues and the need for revenue from the funds to which it transfers.



Trends & Observations

Historically, Larimer County has received between 1.2% and 1.7% of total statewide Conservation Trust Fund revenues. Larimer County’s share of these revenues has declined in recent years as the population of other eligible participant communities has increased more rapidly than the population in unincorporated Larimer County.

In the future, County staff wants to rely on these revenues for capital replacement only and as a match for grants for capital improvements, and reduce its reliance on Conservation Trust Fund revenues for park maintenance. Historically, the Fund has also transferred an average of \$128,700 per year to the Parks Operations Fund. To accomplish this objective, the Parks Operations Fund would no longer receive County funds and would need to identify another source of revenue to replace these funds.

Parks - Existing Park Operations Fund (#226)

The purpose of this fund is to manage park operations, maintenance and repairs. This is the largest of the three Parks funds.

Existing Park Operations - Fund Revenues: 3-Year Average 2004-2006		
Source	Amount	% of Total
Park Permits	\$1,245,847	62%
Campground	\$211,513	11%
Concessions	\$69,022	3%
Grant from Dept of Interior	\$57,215	3%
Transfer from General Fund	\$214,022	11%
Transfer from Cons. Trust	\$128,688	6%
All Other Revenues	\$64,264	3%

Fund Revenues

During the last three years (2004-2006), approximately 73% of fund revenues have come from park and campground permits. Other revenues come primarily from concessions and fund transfers from the Larimer County General Fund and the Conservation Trust Fund.

This fund has historically received a federal grant from the Bureau of Reclamation for operations and maintenance. This grant, called Title 28 Funds, is matched 50/50 with local revenues. Historically, Reclamation-Title 28 funds for operations and maintenance have averaged between \$50,000 and \$100,000 per year. This revenue source is discussed more completely in the Parks – Projects Fund section below.

Fund Expenses

Historically, fund expenses have increased at an average annual rate of 9.5% per year. The largest type of expense component is personnel; these expenses have increased at an average of 9.1% per year since 2001. This category includes salary adjustments and associated costs of health care and other benefits. As described in the table below, personnel expenses have recently comprised about 72% of total fund expenditures. Maintenance has comprised only 4% of the budget.

EXISTING PARK OPERATIONS - EXPENSES: 3-YEAR AVERAGE 2004, 2005 & 2007		
Source	Amount	% of Total
Personnel Services	\$1,432,524	72%
Supplies	\$145,724	7%
Utilities	\$87,840	5%
Maintenance	\$76,061	4%
All Other	\$239,813	12%

Fund Balance

The fund balance has been increasing in recent years to a current (end of 2006) estimated figure of \$645,500, which is 28% of estimated expenses. Staff has purposefully worked to increase the fund balance as it anticipates significant increases in maintenance projects as a result of this Parks Master Plan.

Trends & Observations

Currently, user fees and charges for services are able to cover about 70% of expenses in this fund. County staff would like to make this fund as self-sustaining as possible. County Staff also has a goal of reducing the

need for transfers from the Conservation Trust Fund and the General Fund to the Existing Park Operations Fund.

County staff anticipates that park maintenance expenses will increase significantly from the current average annual expenditure level of about \$76,000.

Parks - Projects & Grants (Fund #228)

This fund is used to account for all capital improvements that are financed on a pay-as-you-go basis.

Fund Revenues

Approximately 85% of this fund’s revenues are competitively-earned or are formula grants from the federal and state governments. Approximately 15% of revenues are internal transfers from the General Fund, the Open Lands Fund, and occasionally from the Parks Existing Operations Fund. Internal fund transfers are used to match the competitive state and federal grants. The flow of federal and state grant revenues is highly variable because grants are awarded on a competitive basis.

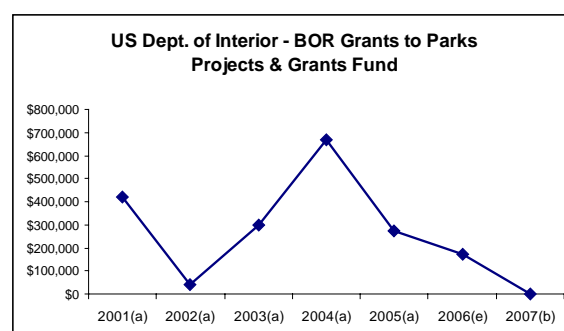
Average historic trend statistics are presented over a longer 2001-2006 time period because grant revenues are variable.

Existing Park Projects & Grants - Revenues: Six-Year Average 2001 through 2006		
Source	Amount	% of Total
Dept of Interior Grant	\$346,196	36%
GOCO Grant	\$84,833	9%
Transfer from General Fund	\$21,263	2%
Transfer from Cons. Trust	\$388,012	40%
Transfer from Open Lands	\$107,314	11%
All Other Revenues	\$21,925	2%
Total	\$969,543	100%

The County participates in a competitive process to secure funding from the US Department of Interior, the Colorado Great Outdoors (GOCO), the Colorado Department of Natural Resources, and other sources. Each state and federal grant program requires a local government match,

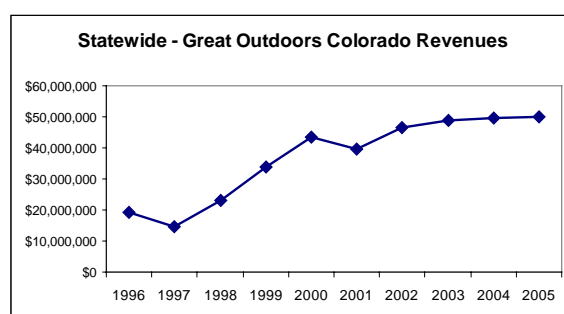
which, for Larimer County, is from the General Fund, the Conservation Trust Fund or Open Lands Fund. While revenues in any individual year are highly variable, Larimer County has been very successful in winning grant awards. Information about each competitive grant programs is summarized below.

- *US Department of Interior – Bureau of Reclamation (Reclamation) - Title 28 Funds.* Section 2804 of PL 102-575 (Title 28) allows for Federal cost sharing of up to one-half the costs of recreation facility planning, operations, maintenance, and replacement to manage certain Reclamation-owned reservoirs. Annually, each Reclamation region submits a funding request to Congress. Funding for Reclamation-owned reservoirs in Larimer County is managed from the Eastern Colorado area office, which functions under the Great Plains regional office. Funds are subjected to annual Congressional appropriation as well a regional office adjustment. The graph below illustrates annual funding of capital projects from Reclamation to the Parks Projects and Grants Fund since 2001, although a small portion of funds go to the Parks Operations Fund. The relatively high revenues in 2002 and 2003 are attributable in part to a one-time Department of Homeland Security initiative. While Reclamation enters into five-year cost sharing agreements with Larimer County, funding is still subject to annual appropriation. The current cost-sharing agreement extends from 2005 through 2009. Since 2001, funding from Reclamation for capital projects has been inconsistent. The County anticipates no Reclamation funding in its 2007 budget because none was appropriated by the time this plan was written.

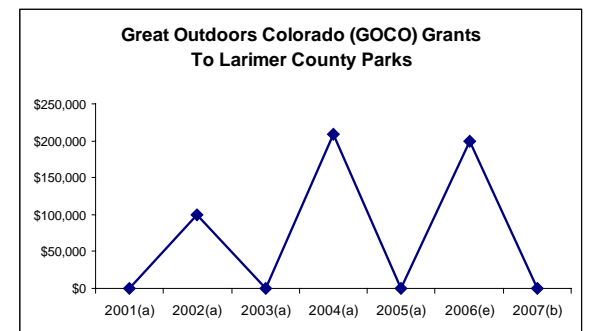




- Colorado Great Outdoors (GOCO) Grants.** GOCO funds are derived from a portion of the State Lottery, which was established by a 1992 constitutional amendment. Up to 50% of Lottery proceeds may go to GOCO, subject to a statewide ceiling of \$35 million in 1992 dollars adjusted for inflation. Between 1997 and 2000, GOCO received an increasing share of lottery proceeds, as distribution to the Capital Construction Fund declined. In 2000, GOCO received its full 50% share for the first time, and in 2001, GOCO reached its inflation-adjusted ceiling of \$50.1 million. Going forward, statewide funds will increase with the rate of inflation. The State Constitution requires that GOCO funds be distributed in equal portions to (a) the Colorado Division of Parks and Outdoor Recreation, (b) the Colorado Division of Wildlife, (c) as competitive matching grants for local governments that are eligible for Conservation Trust Fund revenues, and (d) as competitive grants available to state departments, local governments, and nonprofit organizations for open space and natural areas. The competitive local government grants are available for park, outdoor recreation and environmental education, planning and capacity building, trails, and open space. Legacy project grants are available for projects that integrate all four of GOCO's constitutionally mandated funding categories.



Since 2001, Larimer County Parks has won competitive awards for several GOCO Grants. While the graph below implies a steady trend, every application is subject to significant competition statewide. The Larimer County Open Lands Division has received substantially more in GOCO grants (\$13.5 million), however, these revenues are not reflected in the graph below. GOCO administrative regulations generally include a \$200,000 ceiling per park project, a \$2 million ceiling per open space project, and no specific ceiling for multi-purpose legacy projects.



Fund Expenses

Since expenditures are a function of highly variable revenues, there are no typical year expenditures. On average, annual personnel services have been approximately \$250,000. In some years, this figure amounts to only 15% of total expenditures, and in other years it is higher. Purchases of capital items comprise virtually all other expenses.

Trends & Observations

The County does not forecast future grant revenues that are not secured, and it requires a minimal funding from other County funds to sustain personnel expenditures. Historically, Larimer County has been successful in securing federal and state grants because it has been able to provide a competitive match with local revenues and win grant awards.

E. Overview of Financial Issues & Considerations

Based on the historic review of each fund managed by Larimer County Parks, this section summarizes some key financial issues and considerations that are related to the recommendations regarding how to finance the Parks Master Plan priority projects.

Revenue & Expenditure Growth

From 2000-2006, the three funds managed by the Parks Program have received approximately \$3.35 million in revenue and expended approximately \$3.33 million. The difference is due to changes in fund balances and accrued revenues.

2001 - 2006 AVERAGE REVENUES & EXPENDITURES: FUNDS MANAGED BY PARKS DIVISION		
Fund	Revenues	Expenditures
Lottery (122)	\$628,456	\$651,691
Operations (226)	\$1,755,605	\$1,669,456
Projects (228)	\$969,543	\$1,007,256
Total	\$3,353,604	\$3,328,403

During this time, expenditures have kept pace with revenues. Based on review of historic finance trends, a continuation of existing finance practices will not likely generate more revenue to fund additional capital projects above historic levels. Funding for an additional level of capital project spending will need to come from new revenue sources or changes in existing tax or fee schedules.

Below are five sources of revenue that collectively comprise 92% of all revenues. Due to their significance, each is discussed individually.

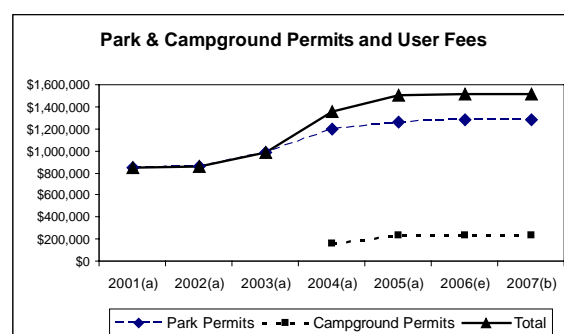
- Permit and User Fee Revenues (Operations Fund)
- State and Federal Grants
- Formula Grants: Conservation Trust Fund Revenues (Lottery Fund)
- Competitive Grants: US Bureau of Reclamation Title 28 Grant Revenues (Operations and Projects Funds) and

Great Outdoors Colorado (GOCO) Grants (Projects Fund)

- Transfers from the Larimer County General Fund (Operations and Projects Funds)

Permits & User Fees

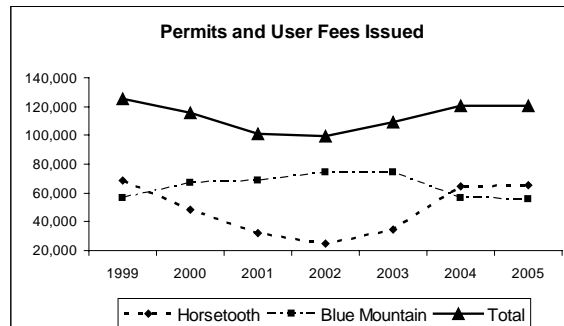
Revenues from annual permits and daily user fees are the largest single source of revenue; they comprise 45% of all revenue to the three Parks funds. Historic revenues from annual and daily permit fees plus campground permit fees are illustrated in the table below. Between 2001 and 2006, there were fee schedule increases in 2001, 2004 and 2005. In 2003, additional fees were added for paddling and second vehicles for annual permit holders.



While total permit fee revenues have increased with major changes in the fee schedule, the actual number of permits issued has not increased over the last six years, as illustrated in the graph below. The total number of users in 2005 (120,889) was less than in 1999 (125,171). Flat usage can be attributed to some facilities that are at capacity during summer weekends, a dam safety project at Horsetooth Reservoir that constrained usage, perceptions that the reservoirs were empty, and some campground reconfiguration to reduce crowding and improve visitor experience. These figures are not identical to park usage because most permit holders visited the parks on multiple occasions. Historic increases in fee schedules were not followed by a reduction in users.

Bolstering these revenues in future years will come from (a) increasing fee schedules; (b) introducing new fees; (c) marketing and quality-of-service initiatives to attract new

users; or (d) encouraging existing users to visit more frequently. Some illustrative, alternative and hypothetical fee schedule adjustments and their potential revenue impacts are illustrated in Section 8.0, Funding the Parks Master Plan.



State & Federal Grants

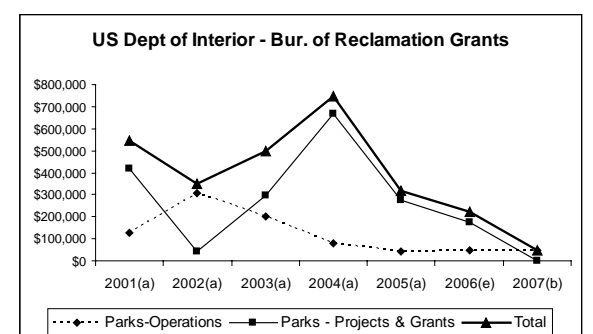
The Parks Division receives two general types of grants: formula and competitive.

- **Formula Grant.** Conservation Trust Fund (CTF). Approximately 22% of total Parks Division revenues over the last 3 years have come from the formula-driven Colorado Conservation Trust Fund. Since this revenue source is built into the State constitution, it will continue as long as there are lottery revenues. However, Larimer County's share of statewide revenues has been decreasing as population in other grant eligible communities increases. Historically, an average of 6% (\$101,100) of CTF revenues has been transferred to the Parks-Operations Fund. In the future, County staff wants to use CTF revenues for capital replacement only, or as a match for federal or state grants.
- **Competitive Grants.** Approximately 18% of total Parks Division revenues over the last 3 years have come from two sources of competitive grants: Reclamation and GOCO. While the County has been very successful in winning competitive grant awards, it is difficult to plan specific expectations for these revenues in future years. In addition, GOCO revenues have reached their constitutional ceiling; future statewide GOCO revenues above this baseline will come from inflation adjustments.

Substantial competitive grants are almost always associated with increases in expenditures for upgraded or new improvements, and do not necessarily represent a net gain in revenue.

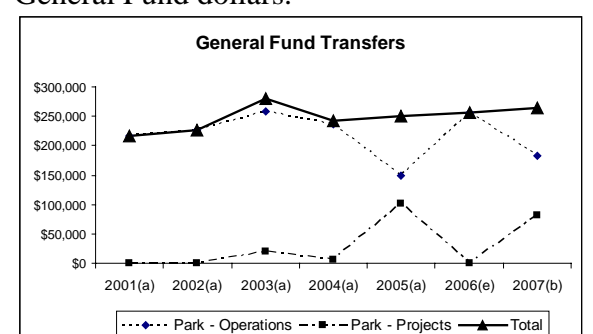
Reclamation grants for operations have flowed into the Parks-Operations Fund; Reclamation grants for replacement and repair have flowed into the Parks-Projects Fund. The graph below illustrates annual funding from Reclamation grants since 2001. These funds are subject to annual Congressional appropriation. While they may comprise up to 50% of the funding for eligible improvements, neither Reclamation nor the County has a specific future funding expectation.

Most GOCO grant awards from the State to Larimer County are received by the Open Space Program. Larimer County has been more successful than any other county is receiving these competitive grants. Competition is always strong and based on the merits of individual applications.



Use of General Fund Transfers

Over the last three years, the Larimer County General Fund has contributed an average of \$249,900 to the Parks-Operations and Parks-Projects and Grants Fund. This comprised approximately 7% of total Parks program revenues. These funds are used to supplement revenues that the Parks Division generates and to provide a match for state and federal grants. As illustrated in the following graph, General Fund transfers to these funds have been relatively consistent. However, there is no guarantee that this revenue stream will continue as there are many competing demands for County General Fund dollars.



F. Historic Capital Expenditures & Revenue

Internal Financial Objectives

County staff has several internal financial objectives that they would like to accomplish. These include:

- Reducing dependence on transfers from the General Fund;
- Using Conservation Trust Fund Revenues only for capital replacement and grant matching money, and;
- Optimizing permit and user fee revenues while being mindful of social and equity objectives.

This section focuses more specifically on the amount of historic capital improvements and how these improvements have been funded.

Current Level of Expenditures

Using a broad definition of capital expenditures, over the last three years (2004, 2005, 2006) the Parks program has spent \$1.2 million on site improvements, capital repairs and maintenance, capital replacement, and capital outlay for new buildings, equipment or land. Of this total, an annual average of \$277,500 was spent on capital replacement or capital outlay, and an average of \$98,100 was spent on new capital outlay. The historic level of expenditures on capital replacement (\$179,393) is roughly comparable to the forecasted need for capital replacement over the next 10 years (\$190,100); thus these funds are likely unavailable for Parks Master Plan projects.

TABLE 5-2. PARKS – EXPENDITURES FOR CAPITAL (2004-2006), AVERAGE ANNUAL EXPENDITURES ON REPAIR, MAINTENANCE, CAPITAL REPLACEMENT & OUTLAY

TYPE OF PROJECT	LOTTERY	PARKS - OPERATIONS	PARKS - PROJECTS & GRANTS	TOTAL
SITE IMPROVEMENTS & REPAIR		\$12,785	\$850,063	\$862,848
OTHER REPAIR & MAINTENANCE		\$63,276	\$10,533	\$73,810
CAPITAL REPLACEMENT	\$157,564	\$20,880	\$949	\$179,393
CAPITAL OUTLAY: BUILDINGS		\$3,333	\$66,112	\$69,446
CAPITAL OUTLAY: LAND		\$0	\$28,666	\$28,666
TOTAL	\$157,564	\$100,275	\$956,324	\$1,214,163
CAPITAL OUTLAY: REPLACEMENT	\$157,564	\$24,213	\$95,727	\$277,504
CAPITAL OUTLAY: NEW PROJECTS		\$3,333	\$94,778	\$98,111

TABLE 5-3. PARKS – REVENUES FOR CAPITAL PROJECTS (2004-2006), AVERAGE ANNUAL REVENUES FOR CAPITAL PROJECTS FUNDED THROUGH LOTTERY & PARKS – PROJECTS & GRANTS

SOURCE OF REVENUE	LOTTERY	PARKS - PROJECTS & GRANTS	TOTAL	% OF TOTAL
COMPETITIVE GRANT: DOI / RECLAMATION		\$372,759	\$372,759	27%
COMPETITIVE GRANT: GOCO		\$136,333	\$136,333	10%
COMPETITIVE: CO DEPT OF NATURAL RESOURCES		\$16,500	\$16,500	1%
FORMULA GRANT: CONSERVATION TRUST	\$157,564	\$566,986	724,550	53%
FROM GENERAL FUND		\$35,859	\$35,859	3%
FROM OPEN LANDS FUND		\$59,811	\$59,811	4%
FROM PARKS - OPERATIONS FUND		\$25,124	\$25,124	2%
TOTALS	\$157,564	\$1,213,372	\$1,370,936	100%

Current Flow of Revenues

Over the last three years, approximately 38% of the revenues for capital projects funded through the Parks-Projects and Grants Fund came from competitive federal and state grants, 53% came from the formula-driven Conservation Trust Fund, and 9% came from transfers from other Larimer County funds. If no competitive grants were available for future capital projects, then any capital expenditure forecasts should be reduced by 38%.

G. Funding the Parks Master Plan

Master Plan Projects

The capital cost of projects included in the Parks Master Plan total approximately \$10 million in 2006 dollars. The funding discussion divides these projects into three groups:

1. Signature or special projects that have been singled out because of their relatively high importance. Initial financing ideas for these projects are discussed individually.
2. Self-funding projects that are expected to be financed by private, nonprofit user groups.
3. All remaining priority projects, which have been further prioritized by staff and the Citizens Task Force into three priority levels. The “special projects” has approximately \$7,585,760 of costs in constant 2006 dollars.
4. Spread over 10 years, capital expenditures would average \$200,000 per year for Priority 1 and 2 projects.

Funding Master Plan Projects

This section proposes potential sources of revenue for three signature projects and other priority projects that will not be financed by user groups.

Priority 1 & 2 Projects

The first \$2,000,000 in capital projects, when spread over 10 years, could be funded with the current level of revenues, since this matches historical funding on new capital projects. This assumes that the current level of funding from two competitive grant funds, Reclamation – Title 28 and GOCO, will be similar to the County’s recent historic experience. About 70% of the associated operations and maintenance costs could be funded with permits and user fees at their current levels, and the remaining 30% could be funded with a slight upward adjustment in some fees. Since some of the priority projects will make delivery of services more efficient, operations and maintenance costs should decrease proportionally.

Other Projects. Funding “Other projects” would require an additional \$758,576 per year from a combination of new revenue sources above current levels.

Below is a discussion of ten types of funding possibilities; they are subdivided into three major areas: public / County, competitive state and federal grants, and private and non-profit sector. Some possibilities can be implemented immediately and administratively, others will take time to cultivate but can grow without limit, still others are opportunistic and achieved through a competitive process that is not predictable. Where possible, the revenue potential of these possibilities has been provided. Collectively, the funding ideas that are quantified total about \$960,000 per year.

Public/ County Initiated Funding Possibilities

Annual Permits and User Fees

There is strong local support for the County’s annual permit and user fee program, as summarized in an earlier section. There is national support for this financing tool as well. The American

PRIORITY #2 AND #3 FUNDING POSSIBILITIES

PUBLIC / COUNTY:

Annual Permits & User Fees
New Market Opportunities
Marketing Initiatives
Reallocation of Current Open Space Tax
Future Allocation of Open Space Tax

COMPETITIVE STATE & FEDERAL GRANTS:

Bureau of Reclamation – Title 28 Grants
Great Outdoors Colorado Grants

PRIVATE & NONPROFIT SECTOR:

Patrons Permit
Sponsorship / Naming Rights
Endowment

Recreation Coalition, a trade association of more than 100 national recreation service providers, reports there is broad support for user fees as long as they are:

- equitable and aimed at recovering costs;
- efficient, costing the least amount practical to administer;
- convenient to the recreationist so voluntary compliance is readily achievable;
- coherent and integrated, so that overlapping charges are minimized; and
- are returned to benefit the resources, facilities and programs used by those paying fees.

Currently, revenues from annual permits, user fees and charges-for-services fund approximately 70% of annual park operations and maintenance costs, yet fund no capital projects. Any additional revenues from annual permits, user fees and charges-for-services over standard inflation adjustments will free up the Parks-Operations Fund's reliance on Conservation Trust Fund (CTF) revenues, thereby enabling more CTF revenues to be transferred to fund capital projects and grants. There is an indirect relationship between this revenue source and funding capital projects.

No upward adjustment in user fees is easy. Assuming there is no change in the number of permits or user fees, an illustrative list of potential fee schedule adjustments follows. If every illustrative example were implemented, these adjustments would generate approximately \$384,000 per year above current revenues. Note that no adjustments have been proposed to date.

To generate new permit and user fee revenues for capital projects, fee increases would need to be over-and-above "standard" fee increases to keep pace with inflation and to finance the operations and maintenance associated with new projects; 100% of

the fee increases described would not be available for new capital outlay.

Some illustrative permit and fee increases are outlined to provide the County with some measure of the monetary impact of each. Some illustrations add a nonresident category where there was none before.

Illustrative Annual Permit & User Fee Increases for Discussion

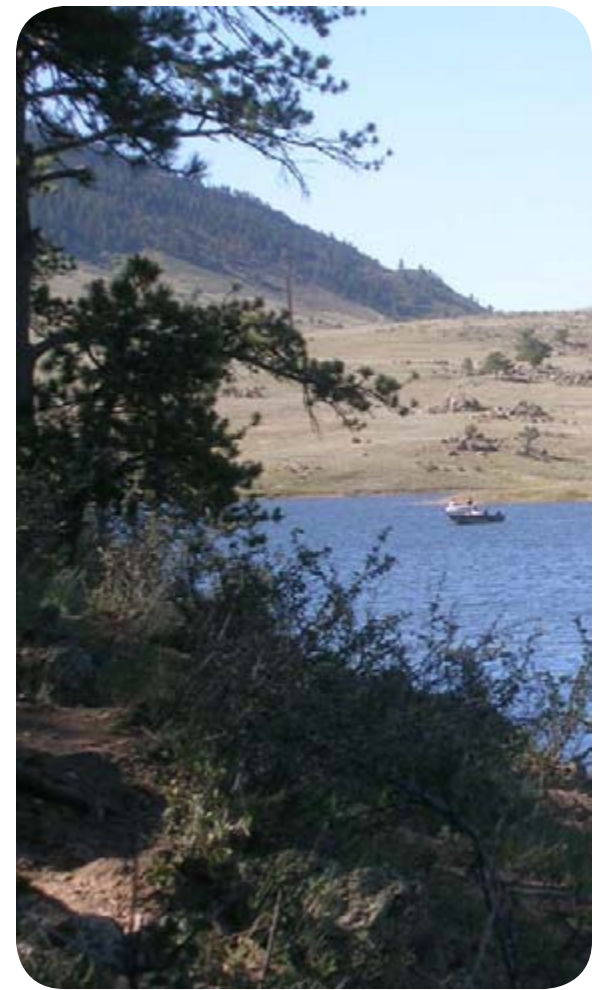
There are two broad philosophies regarding user fees: cost recovery and market driven. To date, the County has relied more heavily on the cost recovery approach than on a market-driven approach. The County might consider reviewing its user fee structure with some market-driven considerations in mind. Several ideas follow:

Peak & Non-Peak Fees

Many of the water-based park facilities are at capacity during weekends in the summer and under capacity at other times. User fees can be used not only to raise money, but also to manage and maximize usage. The County could alter some user fee structures by charging more during peak times and less during off-peak times. If the differentiation in fees is significant to users, then this action would change visitation patterns by encouraging some people to visit during off-peak times. It would enhance the quality of the visitor experience for all users and maximize resource uses. This concept would need to be counterbalanced against any administrative costs associated with imposing a more complex fee structure.

New Cabins

New cabins are identified as priority projects. Cabins are more frequently used by out-of-County and out-of-state users than by County residents. Cabins are rented an average of 85 nights/yr./cabin, and campsites are rented an average of 65 nights/yr./site. Currently, cabin rental is \$30 per night in the fall and winter and \$50 in the spring and summer for all users. The County could use



the advent of newer and improved cabins to impose a substantially higher charge for new cabins and a slightly lower charge for existing cabins, thereby covering 100% of the ongoing operations and maintenance costs and recouping some portion of the capital costs.

Upgraded Campgrounds

Upgrading several campgrounds is a priority project. To a similar extent, the advent of upgraded campgrounds could be used to increase campground fees for upgraded areas.

New Camper Services

Four new camper services buildings and associated parking and utility service projects are proposed. These two projects would provide substantially more capacity for recreation vehicle hookups than are available currently. When constructed, the County might consider initiating a marketing program targeted at camper recreation travelers to cultivate usage, particularly during the weekdays.

New Market Opportunities

Since some park activities are close to capacity during weekends in the summer, marketing initiatives that attract prospective

users during the week could boost revenues without an incremental capital investment. One idea is to enhance search engine optimization so that Larimer County facilities will pop up in high rank order on prospective users' computer screens during their search for recreation locations. Using this concept, one sizeable market segment is visitors to Rocky Mountain National Park. Another concept is to provide a link from the electronic Colorado Vacation Guide, www.colorado.com. For example, Larimer County Parks could seek a position and link directly from the home page of some for-profit entities or a link within the water-based recreation choices. Currently, there is no electronic link on this site to Larimer County Parks.

Marketing Initiatives

The County is very sophisticated in its outreach program for annual permits. A marketing concept to foster additional permit sales is to develop a list of email addresses from prior year permit holders and email them annually, with a reminder to renew, along with potential benefits or additional information about new facilities or services. Another marketing idea to bolster visitation is to provide brochures at recreation vehicle camper parks and

TABLE 5-4. ILLUSTRATIVE ANNUAL PERMIT & USER FEE INCREASES FOR DISCUSSION

WHAT IF:	THEN ... ANNUAL INCREASE IN REVENUES WOULD BE:
ANNUAL VEHICLE PERMITS: Residents - \$65 to \$75; Nonresidents - \$75 to \$90	\$42,360
ANNUAL BOAT PERMITS: Residents - \$60 to \$70; Nonresidents: \$70 to \$80	\$22,740
SENIORS' VEHICLE PERMITS: Residents - \$35 to \$65; Nonresidents - \$35 to 75	\$17,244
DAILY FEE – NON-PRIME: Residents - \$6 to \$7; Nonresidents - \$6 to \$10	\$36,830
DAILY FEE – PRIME: Residents: \$7 to \$9; Nonresidents- \$7 to \$12	\$166,407
CAMPING W/ ELECTRIC: Residents: \$17 to \$20; Nonresidents-: \$17 to \$25	\$15,818
SELF-SERVE (CHANGE RATE): Residents & Nonresidents: \$6 to \$8	\$6,700
SELF-SERVE (INTRODUCE PRIME TIME): Residents: & Nonresidents: \$6 to \$10 for prime time and \$8 for nonprime time	\$75,973
LOW-INCOME HOUSEHOLDS: Significant discount (or free) permits for low-income households. (Similar concept is applied in Boulder, Estes Park, Longmont, Greeley)	N/A
TOTAL	\$384,072

highway welcome centers in northern Colorado and nearby states.

Reallocation of Existing Open Space Sales & Use Tax Revenues

The 0.25% sales and use tax that is earmarked for Open Lands will extend through 2018. Larimer County retains 45% of these revenues and distributes 55% to the municipalities in the County. Over the last three years, the County's share has averaged \$3.7 million annually. Fifteen percent of the County's share is "discretionary revenue" and may be spent for (a) acquisition or improvement of open space, (b) long-term management, or (c) improvements to existing parks. Over the last three years, the share of County sales tax revenues transferred to the Parks projects fund has averaged about 1.3% of total County revenues. There is flexibility in the current open space sales and use tax distribution formula to commit more funds to parks. For example, raising the allocation of County revenues to the Parks-Projects Fund another 2.7% would generate an additional \$100,000 per year. This would be counterbalanced by \$100,000 less spent on open space projects.

Future Funding Allocation – Open Space Sales and Use Tax Revenues

The County could seek voter approval to extend the 0.25% sales and use tax and/or amend the distribution formula prior to the current expiration date. The amended formula could include more flexibility or a larger fixed share for County parks.

Competitive Federal & State Grants

Bureau of Reclamation – Title 28 Grants

These federal funds are available on a competitive basis with a 50/50 match for improvements to Bureau of Reclamation-owned facilities. Details regarding these grants are presented earlier in this section. Funding for Priority 1 projects assumes average annual grant awards of about \$143,000, which is the historic average

between 2004 and 2006. Funding above this "baseline" level would be available for Priority 2 and special projects.

Great Outdoors Colorado (GOCO) Grants

Larimer County may compete for GOCO grants on a competitive basis. Eligibility details are presented earlier in this section. Funding for Priority 1 projects assumes annual grant awards that average \$136,000, which is consistent with recent history. Funding above this "baseline" level could be available for Priority 2 and 3 projects.

Private & Nonprofit Funding Possibilities

"Patrons" Permit

There is a groundswell of local support for Larimer County Parks and Open Lands, evidenced by the 2005 Visitor Survey results. The County might consider introduction of a "patrons" annual permit. This would be a higher rate than the current permit, possibly \$250 to \$300. The incremental revenues above the standard permit could be dedicated to capital projects, perhaps at the facility of the patron's selection; if the incremental revenues flowed through a nonprofit organization, they might be tax deductible. These patrons could be treated "special" in some manner by the County, either via a special reception, monthly newsletters, etc. They could receive premium services at the parks and their permit might look different, enabling Parks staff to thank them whenever they see them.

As an illustration, approximately 3,100 annual vehicle permits are sold to residents. If 5% (155) of these purchased a "patrons permit" at \$250, this would generate an additional \$28,675 over regular permit fee revenues.

Sponsorship / Naming Rights

Some priority projects as well as signature projects may be suitable targets for revenue from the private sector. For example, a

corporation, institution, organization, or individual might be interested in purchasing the naming rights for group facilities, a swim beach, trailhead, cabin area, picnic area, etc. in return for the recognition it will bring. The possibilities are endless. However, allowing private names within a publicly-owned park also can be controversial.

Endowment

Affluent individuals and civic-minded organizations might be encouraged to contribute to an endowment, with earnings dedicated to construct or maintain a signature project, pristine environment, or ongoing activity. Also, an endowment might be suitable for people wanting to make a contribution in memory of another person.

Signature Projects

The Parks Master Plan includes 4 signature projects that are distinguished because of their size, significance, or potential for project-specific funding or revenue generation. This section highlights some funding ideas for each. Funding has been identified for one signature project. For the other two, a project-specific market analysis describing and quantifying market demand, and a financial proforma identifying the anticipated flow of annual capital and operations revenue and expenditures, are logical next steps to pursue.

Horsetooth Reservoir Group Gathering Area

Evaluate the feasibility of a new group gathering space for South Bay to further extend family and visitor experiences in Larimer County parks. Larimer County Parks receives multiple requests each year for a group facility in the park. The gathering space would provide new experiences and services to current visitors as well as attract new visitors. This facility will receive additional study and investigation, including the necessary resource surveys; appropriate level of additional NEPA compliance if necessary;

consultation with the Larimer County Parks Board and Larimer County Board of Commissioners' and public consultation to determine if the facility location is appropriate and if the economics are justifiable.

Larimer County Parks and Open Lands Department staff have conducted some preliminary investigations on the feasibility of this facility. Staff currently receives over 50 requests per year for weddings alone. The next step would be a financing plan that consists of a detailed and specific market analysis where trade area market demand and competition (market supply) is evaluated. Based on this, a determination can be made regarding projected revenues. Also, this analysis should provide information about what types of facilities to incorporate into the center to enhance its competitive position. The analysis will also help the County in making key management decisions regarding the desired amount of County versus private or nonprofit sector involvement.

The County could elect to build and operate the facility, build but contract out for operations, or retain a private party to both build and operate the facility.

If the potential revenue stream is strong, then the financing possibilities become easier. These might include issuing certificates of participation (a form of bond without voter approval), repaid with leasing revenues, an internal loan from another County fund, repaid with leasing revenues, leasing land to a private venture that builds and operates the facility to the County's specifications, as well as a myriad of other possibilities. If the County is willing, there may be a viable opportunity to sell naming rights in return for the associated visibility and prestige. Costs associated with ongoing operations and maintenance should be covered by user (leasing) fees.

Additional analysis on parking requirements and impacts to local roadways would be necessary prior to project approval by the County.

Carter Lake Marina

This facility would be developed for daily use during 4 months of the year. The preliminary cost estimate is \$800,000. County staff estimates there are sufficient funds in the Department Savings to finance approximately 90% of this project, and the remainder could come from remaining Bureau of Reclamation – Title 28 funds.

Carter Lake – New Swim Beach

When built, this is expected to be a very popular facility due to its location and access from CR-31. The preliminary cost estimate is \$1,143,000. To finance capital costs, the County will likely need to rely on its traditional sources of grant revenues (Reclamation-Title 28 and GOCO) above historic baseline levels, or secure an additional allocation of funds from the open space sales and use tax. Additional marketing ideas presented earlier may boost usage of this new facility on weekdays. User fees should be sufficient to finance the ongoing operations and maintenance expenses.

Paddle Sports Facility

A new paddle sports facility could be funded and owned and maintained by the Parks Department.

H. Implementation Framework (Priorities)

The following section describes actions and projects identified during the planning process to facilitate management of the reservoirs and to achieve the vision described in Chapter 2. Implementation of the majority of these projects would be phased over the next 10 years. Overall actions for the entire Parks system identified during the planning process include:

- The Parks and Open Lands Department will continue to operate the four Larimer County reservoirs and adjacent Reclamation lands for the purposes for which the project was authorized.
- The Parks and Open Lands Department will adhere to existing and future federal, state, and County laws, regulations, and ordinances, including accessibility regulations and guidelines.
- Construct new and appropriate facilities to meet visitor needs and generate additional revenues.
- Continue to evaluate the transfer of Horsetooth Mountain Park to Open Lands.
- If new reservoirs are constructed, consider managing these as County parks (i.e., Glade).
- Seek an organization to maintain Bingham Hill Park.
- Transfer the Strange and Strauss Cabin properties to the City of Fort Collins for management.
- Provide more interpretation, infrastructure and programs, such as kiosks, amphitheaters, interpretive trails, etc.
- Build additional facilities that will assist in park interpretation, including a virtual visitor center (website), kiosks, and potentially a larger Park’s visitor center.

Additional action items were developed for each park property. To assist decision-makers, projects are phased by priority level to match anticipated levels of funding and implementation timing based on grants, fees, and other funding sources.





Cost estimates for proposed projects are outlined in Table 5-5. Actual development costs may vary after detailed designs and final cost estimates are prepared for each improvement. These estimates were prepared with the best information available at the time of the design (schematic design examples are provided in Chapter 4). As described in the previous section, several projects require a separate dedicated funding source (i.e., Special Projects) outside of primary funding streams. These projects will require additional market and cost benefit analyses prior to implementation.

Framework for an Exclusive and Special Use Policy

Exclusive use is any use that excludes other appropriate public recreation use or users for extended periods of time. This includes, but is not limited to, infrastructure such as boat docks, cabins, trailers, manufactured or mobile homes, structures, or amenities that are located on government property. Reclamation and Larimer County Parks and Open Lands Department will continue to cooperate with private organizations that use the reservoirs; however, it is Reclamation and Larimer County Parks and Open Land’s policy to transition privately-owned structures to public ownership and gradually phase out the concept of exclusive use. This framework provides an approach for the creation of a new special use policy that will be evaluated after the adoption of this plan.

When exclusive use occurs on federal land, special use permits and contractual clauses will be used to encourage additional public benefits. Special use permits are considered as part of an established process to evaluate the public value and access of facilities, as well as to permit a potential change of land or recreation use. A special use permit for private groups would be considered if uses and facilities are consistent with all the following criteria:

1. Facilities are available for public use.
2. All buildings and facilities the groups use will be publicly owned (or future transition plans).
3. The group is easy to contact, provides open enrollment and membership information.
4. The group makes a contribution to the community, such as hosting public or charity events.
5. The group provides courses, training, or educational opportunities for the community.
6. The group does not duplicate existing services and experiences that are provided in the park.
7. Fees are commensurate with market rates.
8. Permits are short term (annual evaluation and permits for up to 5 years).
9. The land the group uses is not needed for other public purposes.
10. The group will avoid conflict with other public uses/users.
11. The group’s facilities and associated programs are consistent with the park resource management plan.
12. The group provides recreation experiences that are desired by a large group of park users (relative to the park’s visitation levels).
13. The facility has a public right-of-way (i.e., road) to the facility (or future transition plans).
14. The group’s bylaws/membership regulations are approved by Larimer County.

TABLE 5-5. HORSETOOTH RESERVOIR IMPLEMENTATION TABLE

OPPORTUNITY	LOCATION	PROGRAM ELEMENTS	PRIORITY 1 CAPITAL COST	PRIORITY 2 CAPITAL COST	SPECIAL PROJECT CAPITAL COST	POTENTIAL FUNDING SOURCES	IMPLEMENTATION NOTES
NEW TRAILHEAD & DAY USE AREA	Field of Dreams	Trail connections Parking area Vault toilet Lawn play area - revamp old irrigation system Signs - wayfinding and regulatory Automatic closure gate Split rail fence along property line Picnic shelter	\$37,500			Title 28 GOCO Grant Funds Annual Permits User Fees Patrons Permit Open Space Sales and Use Tax Revenues Etc.	This estimate represents 50% of the cost, the other half will be paid with Open space funds.
NEW CAMPER SERVICES BUILDING	Inlet Bay	Camper services building (6 showers, 4 flush toilets) Pedestrian connections Parking Landscaping Signs - wayfinding Utilities - from existing lines Dumpster and enclosure	\$175,000			Title 28 GOCO Grant Funds Annual Permits User Fees Patrons Permit Open Space Sales and Use Tax Revenues Etc.	This facility would generate revenue after construction investment.
NEW CAMPER SERVICES BUILDING	South Bay	Camper services building (6 showers, 4 flush toilets) Pedestrian connections Parking Landscaping Utilities - from existing lines Dumpster and enclosure	\$161,000			Title 28 GOCO Grant Funds Annual Permits User Fees Patrons Permit Open Space Sales and Use Tax Revenues Etc.	This facility would generate revenue after construction investment.
IMPROVE EXISTING SWIM BEACH AREA & DEVELOP GROUP DAY USE FACILITIES	South Bay	Expand the land area (dredge and fill) Group picnic shelter (75-100 people) Picnic shelter Vault toilet Expanded day use parking - oversized vehicles Landscaping Volleyball and Horseshoes Drinking fountain and water spigot User amenities (picnic tables, benches, etc.)			\$568,000	Other Major Funding Source (see Parks Master Plan - Financial Considerations Memo, 2006)	This facility would generate revenue after construction investment.
NEW GROUP GATHERING AREA	South Bay	To Be Determined			Unknown	Other Major Funding Source (see Parks Master Plan - Financial Considerations Memo, 2006) including corporate sponsorship	This facility has the potential to generate significant revenue that would pay for part of the Capital costs and cover maintenance.
REBUILD ADMINISTRATION BUILDINGS & MAINTENANCE YARD	South Bay	Maintenance building Office/staff building Improved access More parking Expanded yard storage Security fencing			\$1,178,000	Other Major Funding Source (see Parks Master Plan - Financial Considerations Memo, 2006)	
IMPROVE & EXPAND CAMPGROUND	South Bay	Pedestrian connections More camping - RV sites Utilities - electric/ water/ sewer User amenities (picnic tables, benches, etc.)	\$157,000			Title 28 GOCO Grant Funds Annual Permits User Fees Patrons Permit Open Space Sales and Use Tax Revenues Etc.	This facility would generate revenue after construction investment.

TABLE 5-5 (CON'T). HORSETOOTH RESERVOIR IMPLEMENTATION TABLE

OPPORTUNITY	LOCATION	PROGRAM ELEMENTS	PRIORITY 1 CAPITAL COST	PRIORITY 2 CAPITAL COST	SPECIAL PROJECT CAPITAL COST	POTENTIAL FUNDING SOURCES	IMPLEMENTATION NOTES
ADDITIONAL CABINS	South Bay	Pedestrian connections More cabins User amenities (picnic tables, benches, etc.)			\$160,000	Other Major Funding Source (see Parks Master Plan - Financial Considerations Memo, 2006)	This facility would generate revenue after construction investment.
IMPROVE TRAIL	Rotary Park	Rebuild trail to climbing areas and shoreline Revegetate existing social trails Trail material - aggregate base course Automatic closure gates		\$33,000		Title 28 GOCO Grant Funds Annual Permits User Fees Patrons Permit Open Space Sales and Use Tax Revenues Etc.	
NEW SWIM BEACH	Lower Sunrise	Picnic shelters Vault toilet Pedestrian and trail connections Parking area Limited lawn area Sand area Automatic closure gate User amenities (picnic tables, benches, etc.) Dive area	\$321,000			Title 28 GOCO Grant Funds Annual Permits User Fees Patrons Permit Open Space Sales and Use Tax Revenues Etc.	This facility would generate revenue after construction investment.
NEW PADDLING SPORTS FACILITY	Lower Sunrise	Storage building Clubhouse Outdoor work/training area Dock system			Unknown	Title 28 GOCO Grant Funds Annual Permits User Fees Patrons Permit Ft Collins Rowing Association	These facilities will be funded and maintained by users. The facilities will be owned by Larimer County.
TRAIL TO LORY STATE PARK	Satanka Cove	Trail material Stairs			\$64,000	Other Major Funding Source (see Parks Master Plan - Financial Considerations Memo, 2006)	
IMPROVED BOAT-IN CAMPSITES	Coves and West Shoreline	Composting toilets Designated campsites	\$15,000			Boating Grant - \$45,000 User Fees - \$15,000	Funding already obtained and will be constructed in the spring of 2007.
NEW ARCHERY RANGE	North of Horsetooth Dam	To Be Determined			Unknown	Title 28 GOCO Grant Funds Annual Permits User Fees Patrons Permit Archery Group Corporate Sponsor	This facility would generate revenue after construction investment and user could help maintain the facility.

TABLE 5-6. CARTER LAKE IMPLEMENTATION TABLE

OPPORTUNITY	LOCATION	PROGRAM ELEMENTS	PRIORITY 1 CAPITAL COST	PRIORITY 2 CAPITAL COST	SPECIAL PROJECT CAPITAL COST	POTENTIAL FUNDING SOURCES	IMPLEMENTATION NOTES
UPGRADE CAMPGROUND	North Pines Campground	Improve vehicular circulation Shoreline access Upgrade and add additional campsites-RV and Walk-In Vault toilets User amenities (picnic tables, benches, etc.)		\$154,000		Title 28, GOCO Grant Funds, Annual Permits, User Fees, Patrons Permit, Open Space Sales & Use Tax Revenues Etc.	
NEW CABINS	Eagle Campground	3 Cabins		\$110,000		Title 28 GOCO Grant Funds Annual Permits User Fees Patrons Permit Open Space Sales and Use Tax Revenues Etc.	This facility would generate revenue after construction investment.
NEW CAMPER SERVICES BUILDING	Eagle Campground	Camper services building Pedestrian connections Landscaping Utility hookups in Lower Eagle User amenities (picnic tables, benches, etc.)	\$172,000			Title 28 GOCO Grant Funds Annual Permits User Fees Patrons Permit Open Space Sales and Use Tax Revenues Etc.	This facility would generate revenue after construction investment.
REBUILD MARINA	Marina Area	Concession/ Marina Building Boat maintenance storage yard Pedestrian connections Parking - trailer/ passenger Landscaping Lighting User amenities (picnic tables, benches, etc.)			\$800,000	The Department has funds reserved to complete Phase 1 of this project. Phase 2 funds will come from special project funding sources.	This facility would generate revenue after construction investment. This facility is currently being designed.
UPGRADE CAMPGROUND	Big Thompson Campground	Upgrade existing sites Utilities - electric User amenities (picnic tables, benches, etc.)			\$69,000	Other Major Funding Source (see Parks Master Plan - Financial Considerations Memo, 2006)	These upgrades will improve visitor experience.
NEW SWIM BEACH	New Quarry Area South of Big Thompson Campground	County road realignment Camper services building Concession building Picnic shelters Vault toilets Pedestrian connections Parking - RV/ passenger Lawn area Existing sand area Breakwater User amenities (picnic tables, benches, etc.)			\$1,143,000	Project-Specific Funding Sources (see Parks Master Plan - Financial Considerations Memo, 2006)	This facility would generate revenue after construction investment. This facility will have additional study to improve the program and cost estimate.
NEW GROUP RV CAMPING AREA	East of Carter Knolls	Camping - RV Vault toilet Trails to reservoir Pedestrian connections Parking Signs - interpretive User amenities (picnic tables, benches, etc.)			\$303,950	Other Major Funding Source (see Parks Master Plan - Financial Considerations Memo, 2006)	This facility would generate revenue after construction investment.
NEW CABIN AREA	Carter Knolls	4 Cabins Trails to reservoir Pedestrian connections Parking Signs - interpretive User amenities (picnic tables, benches, etc.)		\$177,000		Title 28 GOCO Grant Funds Annual Permits User Fees Patrons Permit Open Space Sales and Use Tax Revenues Etc.	This facility would generate revenue after construction investment.
NEW CAMPER SERVICES BUILDING	South Shore Campground	Camper services building (6 showers, 4 flush toilets) Pedestrian connections Parking Landscaping Signs - wayfinding Utilities - from existing lines Dumpster and enclosure	\$161,000			Title 28 GOCO Grant Funds Annual Permits User Fees Patrons Permit Open Space Sales and Use Tax Revenues Etc.	This facility would generate revenue after construction investment.
UPGRADE CAMPGROUND	South Shore Campground	Relocated entrance and driveway Improved vehicular circulation Expanded day use parking Entry station Vault toilets Pedestrian connections Camping - RV/ pull-through/ buddy spur 4 new cabins Group camping User amenities (picnic tables, benches, etc.)			\$466,810	Other Major Funding Source (see Parks Master Plan - Financial Considerations Memo, 2006)	This facility would generate revenue after construction investment.
NEW TRAIL CARTER KNOLLS TO NEW SWIM BEACH	East Shoreline	Trail east of CR 31 Trail material - aggregate base course Signs - wayfinding and interpretive Benches			\$48,000	Other Major Funding Source (see Parks Master Plan - Financial Considerations Memo, 2006)	
NEW TRAIL FROM SUNDANCE TRAIL TO MARINA AND NEW SWIM BEACH	North Shoreline	Trail along shoreline Trail material - aggregate base course Signs - wayfinding and interpretive Benches			\$48,000	Other Major Funding Source (see Parks Master Plan - Financial Considerations Memo, 2006)	

TABLE 5-7. PINWOOD RESERVOIR IMPLEMENTATION TABLE

OPPORTUNITY	LOCATION	PROGRAM ELEMENTS	PRIORITY 1 CAPITAL COST	PRIORITY 2 CAPITAL COST	SPECIAL PROJECT CAPITAL COST	POTENTIAL FUNDING SOURCES	IMPLEMENTATION NOTES
NEW TRAIL	East Shoreline	Trail along shoreline Trail material - aggregate base course Signs - wayfinding and interpretive Benches		\$25,000		Title 28 GOCO Grant Funds Annual Permits User Fees Patrons Permit Open Space Sales and Use Tax Revenues Etc.	
NEW CABINS	Blue Mountain Area	Pedestrian connections 2 Cabins Improve parking	\$78,000			Title 28 GOCO Grant Funds Annual Permits User Fees Patrons Permit Open Space Sales and Use Tax Revenues Etc.	This facility would generate revenue after construction investment.
RE-DEVELOP CAMPSITES & PARKING AREA	Launch Area	Improve vehicular circulation Trailer parking spaces Pedestrian connections Camping - walk-in/ drive-in-primitive experience Signs - wayfinding and interpretive Dumpster and enclosure User amenities (picnic tables, benches, etc.)	\$74,000			Title 28 GOCO Grant Funds Annual Permits User Fees Patrons Permit Open Space Sales and Use Tax Revenues Etc.	
UPGRADE CAMPING AREA	Windy Pines	Improve vehicular circulation New Vault toilet Pedestrian connections to reservoir Camping - RV/ walk-in/ pull-through Utilities for all sites Signs - wayfinding and interpretive Dumpster and enclosure User amenities (picnic tables, benches, etc.)		\$156,000		Other Major Funding Source (see Parks Master Plan - Financial Considerations Memo, 2006)	
UPGRADE DAY USE AREA	Fisherman's Cove Area	Shoreline fishing access Signs - interpretive Scenic overlook User amenities (picnic tables, benches, etc.)			\$27,000	Other Major Funding Source (see Parks Master Plan - Financial Considerations Memo, 2006)	



TABLE 5-8. FLATIRON RESERVOIR IMPLEMENTATION TABLE

OPPORTUNITY	LOCATION	PROGRAM ELEMENTS	PRIORITY 1 CAPITAL COST	PRIORITY 2 CAPITAL COST	SPECIAL PROJECT CAPITAL COST	POTENTIAL FUNDING SOURCES	IMPLEMENTATION NOTES
ADDITIONAL CABINS	Campground	Pedestrian connections 2 Cabins Utilities - electric Signs - wayfinding and interpretive User amenities (picnic tables, benches etc.)			\$93,000	Parks and Open Lands Reclamation	

	PRIORITY 1 CAPITAL COST	PRIORITY 2 CAPITAL COST	SPECIAL PROJECT CAPITAL COST
ESTIMATED TOTAL	\$1,351,500	\$655,000	\$4,968,760
ESTIMATED GRAND TOTAL	\$6,975,260		
Priority 1 Projects	To be completed as the first priority within the Plan's 10 year planning horizon		
Priority 2 Projects	To be completed as the second priority within the Plan's 10 year planning horizon		
Special Projects	Already funded or to be completed if funding permits		

The following Preliminary Concept Plan Cost Estimate is an opinion of probable costs for the construction of the plan elements and areas as shown on the Concept Plans for each specific area. Assumptions utilized in the development of the cost estimates include:

- The estimate is a Class C estimate due to the conceptual level of planning and design that is in support of this estimate. At the preliminary stages of planning and design, it is very difficult to determine the complete scope of the project in detail; programming of the project is an approximation and is based on project meetings, existing site inventory and conditions and review by Larimer County. The cost estimate should be used for preliminary budgeting purposes only.
- The cost estimate is organized into the major specific site areas as shown on the Concept Plans. The individual items outlined in the cost estimate are not all illustrated on the Concept Plans, but they are typical elements found in this type of project as well as existing site elements inventoried at the site.
- The preliminary unit quantities are both take-offs of features from the Concept Plans as well as assumptions based on similar project experience. The assumptions are noted in the notes column of the specific cost estimates.
- The unit costs are based on review and recommendations from Larimer County, current cost estimate data collected from similar types of projects bid in the past few years, as well as published cost data information for some project elements. The unit costs reflect several types of costs: in-house construction utilizing Larimer County staff, materials and/or equipment, and unit costs typically found in a bid and construct project.
- The cost estimate does not include a yearly escalation factor. The costs reflect estimated costs for 2006.
- The cost estimate does not include overall project development or overhead costs that may be accrued if the project is developed in multiple phases.
- Costs for compliance and/or mitigation permitting costs are not included.
- The cost estimate, as directed by Larimer County, does not include any contingencies (these typically include: Contractor's General Conditions, Concept Plan Contingency and Contractor's Bid Bonds).
- The costs included for utilities are assumptions only as existing and proposed utility plans were not available.

