

# Implementation Strategies

## Introduction

The Parks and Recreation Master Plan provides a strategy of meeting recreation needs up to the year 2020. Implementation of the Plan is a process and will require updates as facilities are built and population demands change. It is recommended that the plan be reviewed for minor revisions after five years in order to maintain significant progress towards meeting the recommendations made in this document. A determination will be made by the parks department whether the update warrants external assistance from a park planning consultant or whether the update can be completed internally by City personnel. The following chapter discusses phasing, funding, and action items. The information that follows will assist the parks department effort to implement and fund the changes that are recommended in the Master Plan.



Alligators Creek

## Strategies

The Parks and Recreation Master Plan recommends the implementation of a wide variety of items for the City of O'Fallon. Because resources available for completing this Plan are limited, a phased strategy for carrying out this Plan is suggested. Naturally, this phased strategy needs priorities assigned to its various components based on a variety of factors such as implementation logistics, construction operations, bid packaging, and cost/pricing efficiencies. The Working Committee developed three levels of action for implementing various aspects of the plan based on the preferred time frame for realization. The Priority List covers implementation of the projects from years 2009-2014. These are listed in Figure 7-1 and will be the first aspects of the Master Plan addressed in the future. Note that the Priority Projects are not listed in priority order and that any priority project may be pre-empted by a strategic land acquisition opportunity. The Mid Term project list includes projects anticipated to occur between years 2015-2020 and these are shown in Figure 7-2. Long Term projects are planned to occur in years 2021-2030 and these are included in Figure 7-3.

**FIGURE 7-1 – PRIORITY PROJECTS 2009-2014**  
(Not listed in order of priority)

<u>Location and Project Description</u>	<u>Budget</u>	<u>Notes</u>
<b>Civic Park</b>		
• ADA Playground Safety Surfacing	\$154,000	4
• Alligators Creek Pool Entrance	\$48,400	5
• Alligators Creek Bath House Improvements	\$320,700	3,5
• Alligators Creek Pump Room Improvements	\$121,000	3,5
• Alligators Creek Water Feature Replacement/Upgrade	\$54,500	5
<b>Dames Park</b>		
• New Comfort Station	\$133,100	5
• Relocated Fitness Trail (New Fitness Equipment)	\$40,700	4
• Off Leash Dog Park	\$63,900	5
<b>Fort Zumwalt Park</b>		
• Parking Lot Removal and Replacement (Heald House/Fort Area)	\$187,000	4
• New Visitor's Interpretive/Nature Center	\$459,800	5
• Restored Fort with Interpretive Signage (Signage Only)	\$8,800	4
<b>Knaust Park</b>		
• Playground Improvements (ADA)	\$38,500	4,7
• Solar Powered Lighting Fixtures	\$16,500	4
<b>O'Day Park</b>		
• Phase 1 Improvements-Main Entry, Adventure Playground, Trails, Youth Activity Center, Skate Park	\$3,058,700	3
<b>O'Fallon Sports Park</b>		
• 1 Mile Loop Perimeter Trail	\$140,800	4,7
• Concession Stand with Restroom Facility	\$302,500	5,7
• Field Lighting	\$440,000	4
• Site Electrical Distribution for Field Lighting	\$320,700	5
<b>Ozzie Smith Complex</b>		
• North Field Complex Improvements	\$863,600	4
• Perimeter Trail	\$167,900	4
<b>Westhoff Park</b>		
• Phase 1 Improvements-East Entrance & Maintenance Roads, Fireworks Launching Area, North Meadow	\$2,843,300	6
<b>Other Projects</b>		
• Park to Park Greenway Development Initiative (1 Mile of Trail)	\$1,172,000	3
• Comprehensive Main Park Signage Update	\$150,000	3
<b>PRIORITY PROJECTS TOTAL</b>		<b>\$11,106,400</b>

NOTES:

1. Pricing reflects 2010 pricing.
2. Budget numbers from estimates prepared for cost projections. See Appendix C.
3. Costs from sources other than Appendix C.
4. Project costs include a 10% Contingency.
5. Project costs include a 10% Contingency and 10% Design Costs.
6. Project costs include a 10% Contingency, 10% Construction Contingency and 10% Design Costs.
7. Project costs included in 2010 CIP Budget.

**FIGURE 7-2 – MID TERM PROJECTS 2015-2020**

(Not listed in order of priority)

<u>Location and Project Description</u>	<u>Budget</u>	<u>Notes</u>
<b>Dames Park</b>		
• Archeological Site Phase 1 Cultural Assessment	\$250,000	3
• Interpretive Trail Around Archeological Site w/ Educational Signage Nodes	\$27,500	4
• Electrical Service to Main Pavilion	\$48,400	5
<b>Fort Zumwalt Park</b>		
• New Maintenance Building and Storage Building	\$314,600	5
• Removal of Existing Small Maintenance Building	\$18,200	5
• Lake Improvements	\$465,900	5
• Lake Pathway with Seating/Viewing Nodes	\$191,300	5
• Heritage Meadow	\$622,200	5
• New Lake Access, Fishing Dock and Gazebo	\$378,100	5
<b>O'Day Park</b>		
• Phase 2 Improvements-Outdoor Classroom, Tree House, Trail, Parking, Entry Feature	\$2,088,000	3
<b>O'Fallon Sports Park</b>		
• Expanded Parking Lot (Southwest - 138 Spaces)	\$204,900	4
• Multi-Use Fields (South - 2 Overlay Fields)	\$484,000	5
<b>Ozzie Smith Complex</b>		
• Concession Warehouse	\$196,000	5
<b>Other Projects</b>		
• Future South District Park Land Acquisition (40 Acres)	\$4,000,000	3
• Future Northwest Metro Park Land Acquisition (80 Acres)	\$8,000,000	3
• Park to Park Greenway Development Initiative (1 Mile of Trail)	\$1,172,000	3
<b>MID TERM PROJECTS TOTAL</b>		<b>\$18,461,100</b>

NOTES:

1. Pricing reflects 2010 pricing.
2. Budget numbers from estimates prepared for cost projections. See Appendix C.
3. Costs from sources other than Appendix C.
4. Project costs include a 10% Contingency.
5. Project costs include a 10% Contingency and 10% Design Costs.
6. Project costs include a 10% Contingency, 10% Construction Contingency and 10% Design Costs.
7. Project costs included in 2010 CIP Budget.

**FIGURE 7-3 – LONG TERM PROJECTS 2021-2030**

(Not listed in order of priority)

<u>Location and Project Description</u>	<u>Budget</u>	<u>Notes</u>
<b>Westhoff Park</b>		
• Phase 2 Improvements-Central Athletic Fields, Parking, Ramble, Tennis Courts, Roundabout	\$3,796,300	6
• Phase 3 Improvements-West Athletic Fields, Parking, Roundabout	\$3,742,400	6
<b>Other Projects</b>		
• Northside Recreation Center	\$29,947,500	5
• Future South District Park (Facility Improvements)	\$6,655,000	6
• Future South District Park Projected Annual Maintenance Man Hour Costs	\$104,000	3
• Future Northwest Metro Park (Facility Improvements)	\$13,310,000	6
• Future Northwest Metro Park Projected Annual Maintenance Man Hour Costs	\$208,000	3
<b>LONG TERM PROJECTS TOTAL</b>		<b>\$57,763,200</b>

NOTES:

1. Pricing reflects 2010 pricing.
2. Budget numbers from estimates prepared for cost projections. See Appendix C.
3. Costs from sources other than Appendix C.
4. Project costs include a 10% Contingency.
5. Project costs include a 10% Contingency and 10% Design Costs.
6. Project costs include a 10% Contingency, 10% Construction Contingency and 10% Design Costs.
7. Project costs included in 2010 CIP Budget.

By phasing the various components of the Master Plan into use, the City will begin to see recognizable improvement in the park system that would not be otherwise realized if they waited to implement each facility or park under an “all or nothing” method. Small steps toward the completion of each recommendation can be implemented slowly over time that will serve residents in the near term. Recommendations that are not critical to park operations or usability, but nonetheless are desired aspects to the system, can be constructed at a later time. This approach allows the City to show results toward the improvement of the park system and will theoretically create a favorable climate toward future parks and recreation spending.

### Funding and Acquisition Sources

Once the Plan has been established, acquiring funds to implement the Plan can be a challenge. The following information describes the main sources of funding that may be utilized to fund the Plan implementation. For the purposes of this report, funding sources have been divided into two categories: existing sources of funding and potential sources of funding. Existing sources of funding are those sources which the City of O’Fallon has used in the past or is currently using to fund improvement projects. Potential sources of funding represent additional opportunities which previously have not been pursued, but may hold promise in the future.

### Existing Funding Sources

#### The Recreation Fund

Funding for the Parks and Recreation Department is part of the operating budget for the City of O’Fallon, and is referred to as the Recreation Fund. Primary revenue sources for the Recreation Fund include property taxes, sales taxes, utility taxes, fees, licenses, and other intergovernmental revenues. A percentage of the Parks Stormwater sales Tax is also distributed to the Recreation Fund. This varies annually based on specific parks and stormwater needs. A portion of the Proposition C Clean Water, Safe parks and Community Trails Initiative revenues are also distributed into the Recreation Fund. The Parks and Recreation Department also assesses fees and charges for usage of recreational facilities, programs, rentals and special events which are used to offset the direct operational costs of these services.

#### Park Land Dedication

Dedication of open space or payment of fees for park development or recreation purposes by private developers can be negotiated in exchange for developmental considerations beyond those customarily permitted by planning and zoning requirements. Unless properly written and applied, a park land dedication ordinance can result in a lengthy court battle with a developer accusing the local government of illegally taking valuable land. In order to prevent this, the ordinance must provide that any land or funds will benefit the users of the new development. Fees in lieu of open space are used when it is not practical for a developer to donate land, and is the department’s preferred method when dealing with new development. An important aspect of park land dedication is land quality. Not every plot of ground is suitable for recreation. A typical ordinance will require that most of the land be dry, reasonably flat, and accessible by

*Acquisition of additional land for the purpose of parks or open space is a very high priority in implementing the Master Plan. Land resource opportunities for park use in O’Fallon are rapidly diminishing. The City is closely monitoring any opportunities for obtaining land for park use. Strategic land acquisition is a high priority which could pre-empt implementation of priority projects. To help fund the purchase of park land, an impact fee on future development might be worth considering. In addition, the activities associated with implementation of this Plan will be closely coordinated with the City’s Planning and Development Department.*

road. Some ordinances provide allowances for private recreation space. The idea is that the private amenities will reduce residents' need to use local public parks. Restrictive covenants and maintenance agreements are usually part of the conditions for allowing private recreation space to be given allowance.

### **Park and Stormwater Sales Tax**

In 2008, voters of the City of O'Fallon approved a one-half cent sales tax for recreation and stormwater improvements. Revenues are distributed annually to the Recreation Fund as described above. Since this is both a park and stormwater tax, the amount distributed to the Recreation Fund varies based on stormwater and park funding needs.

### **User Fees**

As a practical matter, communities throughout the country are requiring users of parks and recreation facilities to pay for the facilities they use on a daily permit or seasonal basis. This is primarily true of costly indoor recreation facilities and large labor-intensive outdoor facilities such as ballfield complexes and aquatic facilities that have high staffing and maintenance obligations. O'Fallon, not unlike many communities, does charge user fees for many of its facilities. The goal of the operation and management of these facilities is to generate income sufficient to meet or exceed the cost of staff to operate and maintain them,



Renaud Spirit Center

and if possible, establish a profit margin that can be returned to a reserve fund to support future improvements and expansions. The user fee approach can be an unpopular concept in some communities; however it is an acceptable practice in O'Fallon.

### **Bonds**

The City could utilize its bonding capacity to place a bond referendum on the ballot. With successful passage, the City would then be allowed to sell bonds to raise capital for development/repair/improvements to the park system. Taxes are raised appropriately to retire the bond over the term of the bond. The bond money typically is available in a lump sum and put to use on the projects for which it was identified. Likewise, there is a time frame under which the bond money must be committed for use or it can be forfeited. The following are three types of bonds that may be considered for recreation facility funding:

- **Special Obligation Bonds**  
Special obligation bonds are issued in one or more series to finance the undertaking of any development or redevelopment project and paid back by one or more limited revenue sources.

- **General Obligation Bonds**  
Bonded indebtedness issued with the approval of the electorate for capital improvements and general public improvements. These bonds usually require a general increase in property tax.
- **Industrial Development Bonds**  
Specialized revenue bonds issued on behalf of privately owned, self-supporting facilities.
- **Certificates of Participation (COP's)**  
Lease financing can be arranged through the public sale of certificates of participation, sometimes referred to as COPs. Each certificate holder owns a beneficial interest in the lease. Certificate holders, in the aggregate, essentially constitute the lessor. Certificates of Participation are a newer form of lease financing that is gaining popularity with issuers and have gained acceptance by investors.

### Grants

Grant funding programs have been available at both the state and federal levels. Today, the federal grant opportunities have all but been terminated. However, there still are a variety of state grant programs available. Some of these grants are listed below.

- **Great Rivers Greenway**  
On November 7, 2000, Proposition C, the Clean Water, Safe Parks & Community Trails Initiative successfully passed in St. Louis City, St. Louis County, St. Charles County, in Missouri and Madison County and St. Clair County in Illinois, establishing the Metropolitan Park and Recreation District in Missouri and the Metro East Park District in Illinois. The Missouri organization is known as The Great Rivers Greenway, and it typically provides funding to develop parks, trails, and greenways. It began collecting a one-tenth of one cent sales tax in April, 2001, and has raised a significant amount of money for regional projects. Currently it receives half of the funds generated from Proposition C.
- **Land and Water Conservation Fund (LWCF)**  
Land and Water Conservation Fund grants are available to cities, counties and school districts to be used for outdoor recreation projects. Projects require a 55 percent match. All funded projects are taken under perpetuity by the National Park Service and must only be used for outdoor recreational purposes. Development and renovation projects must be maintained for a period of 25 years or the life of the manufactured goods. This program is administered through the Missouri Department of Natural Resources' Division of State Parks.
- **Recreation Trails Program**  
Recreational Trails Program grants are to be used for motorized or non-motorized trail development, renovation, maintenance and/or the development/renovation of trailheads. Projects require a minimum match of 20 percent. All projects must be



Dardenne Creek

maintained for a period of 25 years. Grant requests up to \$100,000 are eligible. Eligible applicants include cities and counties, schools, and private, non-profit and for-profit businesses. These federally funded grants are offered through the Federal Highway Administration, and administered through the Missouri Department of Natural Resources' Division of State Parks.

- **Transportation Enhancement Grants**

Transportation Enhancements activities are federally funded community-based projects that expand travel choices and enhance the transportation experience by improving the cultural, historic, aesthetic and environmental aspects of our transportation infrastructure. Many times these are park and recreation types of projects. For example, projects can include the creation of bicycle and pedestrian facilities, streetscape improvements, refurbishment of historic transportation facilities, and other investments that enhance communities and access. The federal government provides funding for transportation enhancements projects through our nation's surface transportation legislation.

- **Energy Grants**

Over \$2.7 billion in formula grants are now available to U.S. states, territories, local governments, and Indian tribes under the Energy Efficiency and Conservation Block Grant (EECBG) Program, funded for the first time under the American Recovery and Reinvestment Act of 2009. This Program, authorized in Title V, Subtitle E of the Energy Independence and Security Act of 2007 (EISA) and signed into Public Law (PL 110-140) on December 19, 2007, provides funds to units of local and state government, Indian tribes, and territories to develop and implement projects to improve energy efficiency and reduce energy use and fossil fuel emissions in their communities. The Program is administered by the Office of Weatherization and Intergovernmental Programs (WIP) in the Office of Energy Efficiency and Renewable Energy (EERE) of the U.S. Department of Energy (DOE).

### **Private Enterprise**

Contracts with private business could be signed to provide and operate desirable recreational facilities financed and constructed, by the public sector on City owned lands with a specified amount of compensation paid to the City.

### **Volunteer Services**

The Volunteer Services Department coordinates the volunteer efforts of citizens interested in helping their community grow through personal involvement. Volunteers enhance City-sponsored activities, programs, and events, including park and recreation oriented opportunities by providing additional support, helping to ensure their success. Volunteer service benefits not only individuals, but the entire O'Fallon community. Senior citizens, high school and college students, families, stay-at-home moms, and others with an interest in community service can choose to volunteer their time and talents.

## Potential Funding Sources

### Lease/Purchase Financing

Facilities for public use can be financed and built through an entity separate from the municipality – either another public entity, a nonprofit corporation set up for that purpose, a bank or leasing company, or joint powers authority. There are several types of lease purchase funding mechanisms, including certificates of participation which have previously been discussed, and sales leaseback, which is a means for public entities to sell an existing facility to a separate entity such as a nonprofit organization, an investor, or a group of investors. Improvements can be made by the separate entity who then leases the facility back to the public entity for an agreed to period of time and interest rate.

### Special Improvement District/Benefit District

These taxing districts are established to provide funds for certain types of improvements, which benefit a specific group of affected properties. Improvements may include landscaping, erection of fountains, acquisition of art, and supplemental services for improvement and promotion, including recreation and cultural enhancements.

### Non-Profit Organizations, and Foundations

The development of non-profit organizations and/or foundations represents tremendous opportunities to enhance the parks and recreation system in O'Fallon by providing significant opportunities for conservation, recreation, and relaxation through special projects for which city funding is not available. This independent on would cooperate with the City of O'Fallon and the Department of Parks and Recreation to promote the parks and ensure their long-term service to O'Fallon residents through additional independent funding so that their full potential may be realized. Typical goals for an organization of this type might include:

- Preservation and conservation of green space.
- Support the provision of quality park and recreation environment for business, employees, residents, and visitors to enjoy.
- Provide funding for projects which enhance park resources and encourage renewal of recreation facilities without using local tax dollars.

### Private Donations

A variety of programs have been developed in other park systems to accept private donations for enhancements to the park system including land, facilities, equipment, trees, plants and other elements to the park system.

### Funding and Acquisition Sources Conclusion

It is reasonable to assume that the successful implementation of the Master Plan will be achieved by utilizing a combination of the previously mentioned funding sources. For the largest and most costly projects, the use of bonds, leveraged bonds, or similar municipal financing is the most realistic. This method permits access to a large sum of money to complete the project in the shortest possible time frame, thus making the improvement available to the community in the near future. The amount

of the bond should be fixed to ensure sufficient funds are generated from the sales tax to not only retire the bonds, but also provide for some level of operations and maintenance, as well as finance other smaller capital improvements to be completed by City staff on a labor and materials basis.

The small to medium sized projects should be funded by other sources such as grants, donations, and self-help activities. It is not possible at this time to identify a specific source for every project in the Master Plan as this is an interactive process that needs to be undertaken by City officials.

### **Cooperative Use Agreements**

A cooperative use agreement is an agreement between a public or private entity and the parks department to share facilities. Typically both the entity and the parks department provide similar recreation facilities. By signing a cooperative use agreement, residents may use the entities facilities when not in use by the particular entity. This agreement would allow the City to expand its available park land and available resources without taking on any additional maintenance responsibilities.

### **Comprehensive Implementation Approach**

Since the development of the Parks and Recreation Master Plan is city-wide, the approach to implementation should also be broad, and not only consider O'Fallon's physical opportunities and constraints, but also its community character, municipal organization, financial resources, and political process. The Comprehensive Implementation Approach seeks to focus strategies in the following areas: land acquisition, facility development, and financial resources. Suggested strategies which these focus areas should address are discussed below.



Fort Zumwalt Park

#### **Facility Development-Parks, Natural Areas and Open Space**

1. Engage the services of a park planning consultant with experience in the entire park planning process, and community familiarity.
2. For all proposed parks, work collaboratively with the park planning consultant in a master planning process to develop a master plan.
3. Develop a phasing and implementation plan which considers all pertinent influencing factors such as: City budget policies, and operations and maintenance requirements, and demand for the new park.
4. Prepare necessary final design contract documents for construction implementation including drawings, specifications, regulatory permits, and access agreements.
5. Implement construction through standard City construction process.

The above process can be easily modified for building projects involving expansion, renovation or new construction. Again, an architectural design

consultant with experience in the design of these facilities should be employed.

### **Facility Development-Trails**

1. The City should continue to pursue existing strategies that continually seek land acquisition opportunities specifically for trails. It should be vigilant to identify, pursue, and act on immediate acquisition, lease, right-of-way transfers/acquisitions, and occasions for joint use/intergovernmental cooperation.
2. Develop a phasing and implementation plan which coordinates the implementation of facilities indicated on the OWL with those suggested on the Park and Recreation Trail Concept. Funding opportunities for trail and greenway development should also be identified as part of this process.
3. Utilize the land selection/acquisition process described above when obtaining land for trail development.
4. Prepare necessary final design contract documents for construction implementation including drawings, specifications, and necessary permits.
5. Implement construction through standard City construction process.

### **Land Acquisition Strategy**

1. Strategic land acquisition is a high priority which could pre-empt implementation of priority projects.
2. The City should continue to pursue a strategy to continually seek land acquisition opportunities including land for parks, community facilities, and trails. It should be vigilant to identify, pursue, and act on immediate acquisition opportunities.
3. A formal land selection/acquisition process should continue to be developed and utilized which includes the following policies:
  - Development suitability requirements for needed land.
  - Discussions with land owners.
  - Site suitability analysis which analyzes the physical features of a site for compatibility with desired program and requirements.
  - Site environmental constraints analysis.
  - Neighborhood/surrounding area impact analysis.
  - Real estate appraisals.
4. Once suitable sites have been analyzed using the above process, the City should seek a multitude of ways to secure park land including: direct purchase, donation, joint use, and partnerships.

### **Financial Resources**

1. In conjunction with the above mentioned strategies, the City should analyze its current revenue streams looking for opportunities to include and accommodate future land acquisition, park and facility development, and continued park maintenance and operations.
2. Potential future and projected revenue sources should be identified and investigated including:
  - City General Revenue
  - Sales Tax

- Bonds
  - Grants
  - Donations
  - Facility Revenue
  - Development Tax
3. Current operating expenditures City-wide should be analyzed along with the operations and maintenance costs for parks and recreation. These current expenditures should be compared to projections for future operating expenditures with a goal of establishing a plan for continued operations and maintenance of the park system in the future.

This section has offered several broad suggestions to help the City begin developing an approach to implementing the plan. These ideas are suggestions and the City may revise, refine or reprioritize them as conditions in O'Fallon change.

### Action Items

#### Formal Plan Adoption

The first action item the City should seek to accomplish is support of the Plan by the parks Board, and the formal adoption of the plan by the City Council. This gives the plan legitimacy and spreads the responsibility for its implementation throughout the municipal organization.

#### Development of Plan Champions

The City should continue to promote and encourage secondary support groups to champion the implementation of the Parks and Recreation Master Plan. Existing examples may include the O'Fallon Art Commission, O'Fallon Parks Foundation and the related group Friends of O'Fallon Athletes.

#### Ongoing Consensus Building

It is important that consensus building continue throughout implementation of the plan. An informed public with "knowledge" and "ownership" in the plan will help keep the process moving forward.

### Summary

The implementation of the Parks and Recreation Master Plan is a process that will help the City of O'Fallon meet future recreation demands while providing a high level of recreation facilities and programs.

Accomplishing such an ambitious Plan through phasing, and being amenable to future development opportunities will allow progress towards completion of the Plan in manageable increments. A number of funding sources have been identified in order to assist the Parks Department in financing the Plan. The Parks Department should pursue as many opportunities for funding as possible and remain open to new and creative input toward funding the Plan in the future. Periodic reviews of the Plan should be made in five year increments in order to ensure that implementation is progressing toward the vision described in this report. If deemed necessary by the Parks Department, the City may seek help from an outside consultant to prepare more detailed master plans or updates to the Plan.



Dames Park

The next twenty years will bring about much change in the recreation opportunities of O'Fallon and ensure that the City remains a vibrant, attractive and desirable place to live.