

7.0 Implementation Measures: Phasing, Funding & Partnering

The following implementation measures address ways to achieve the type of park and recreation development that is desired at Fairview Park.

In order to create a 'flagship' park for the Town and surrounding area, a philosophy of partnering must be embraced. Many of the projects described in the Master Plan are termed 'Special Partner Projects' --- these are significant undertakings, both in scope, quality and management, that will require the added resources of other governmental, institutional and/or corporate partners. Some special facilities may be sponsored by individuals or by private business entities, such as the amphitheater and the ballpark. Other partnerships may come from shared values and missions, such as those of the Town and Shenandoah Memorial Hospital, both of whom have missions to provide for the public safety and welfare of the community. Others may come from shared mandates to serve the recreation needs of youth, such as the County School Board and Parks & Recreation Department. The historic Wetzel Farm complex may be an attractive partnership project for the Town and historic preservation groups.

This master plan will guide park's development to its full potential over a 15 to 20 year timeframe, so it must provide guidance yet offer flexibility for the Town to implement individual projects as needed and as market, funding and partnering opportunities arise. Consequently, the implementation approach is to provide here a project-specific program, concept cost and design guidance for each element of the plan, while setting out more specific phasing measures for the short range projects in the form of a Seven Year Action Plan. Many of the park projects are preliminarily slated for development in the mid- to long-range timeframes. The Steering Committee decided to not impose a specific priority for those projects, rather to allow flexibility for doing any of those projects as market, partnering and funding opportunities became available.

Following is a **Draft Master Plan Program Phasing & Concept Cost Summary** that outlines Short Range Projects (Phase 1 & 2), with the remaining Future Projects falling within the Mid- and Long Range timeframes. A Seven Year Action Plan sets out more specific phasing measures for the Short Range Projects.

<u>Park Development Projects & Phases</u>	<u>Est. 2010 Concept Cost</u>	<u>Cumulative Concept Cost</u>
Short Range (Phase 1) / 1-3 Year Timeframe		
Park Entry Road	\$665,000	
Field Sports Complex	\$3,700,000	<i>Special Partner Project</i>
Wetzel House / Initial Rehabilitation	\$490,000	<i>Special Partner Project</i>
The Green Ravine	\$135,000	<i>Special Partner Project</i>
Subtotal Phase 1 Projects	\$4,990,000	\$4,990,000
Short Range (Phase 2) / 3-7 Year Timeframe		
Park Entry Road & Buffer Plantings	\$715,000	
Central Park	\$1,950,000	
Tennis Complex	\$900,000	<i>Special Partner Project</i>
Subtotal Phase 2 Projects	\$3,565,000	\$8,555,000
Future Projects (Special Park Areas)		
Mid-Range / 7-12 Year and Long-Range / 12-20 Year		
Arboretum	<i>Mid-Range</i> \$425,000	
Wetzel Farm Historical & Events Center	<i>Mid-Long</i> \$1,350,000	<i>Special Partner Project</i>
Amphitheater (Future Project within Central Park)	<i>Long-Range</i> \$190,000	<i>Special Partner Project</i>
East-side I-81 Perimeter Trail Link & Landscaping	<i>Mid-Range</i> \$220,000	
West-side I-81 Landscaping	<i>Mid-Range</i> \$107,500	
Park Maintenance & Storage Compound	<i>Mid-Range</i> \$975,000	
Central Parking Facility, Amenities & Trails	<i>Mid-Range</i> \$1,880,000	
Subtotal Future Projects (Special Park Areas)	\$5,147,500	\$13,702,500 <i>Baseline Park Facilities</i>
Ballpark & Multi-Purpose Venue*	<i>Mid-Range</i> \$4,255,000	<i>Special Partner Project</i>
<i>Note: Alternative Ballpark Cost for a Refined Option / Basic Facility is \$2,835,000</i>		\$17,957,500 <i>Preferred Option / Complete Program Facility</i>
Recreation/Wellness/Community Center*	<i>Long-Range</i> \$28,525,000	<i>Special Partner Project</i>
<i>Note: This is an estimated budget for Program Option A; Alternative Rec Center Programs & Costs studied include: Option B / Mid-level Facility / 56,000 gsf / \$17,925,000 Option C / Basic Facility / 38,000 gsf / \$12,725,000</i>		\$46,482,500 <i>This represents the high-side estimated total concept cost for entire facility program at 20-year buildout reflecting the most complete special facility program.</i>

Notes:

This program summary reflects facilities shown on the Preferred Master Plan dated September, 2007.
 This document offers conceptual, planning-level cost estimates/budgets for planning purposes only; not for construction.
 Program elements and estimated concept costs are subject to change with Client guidance, design/engineering refinements.
 All conceptual construction costs and budgets are shown in 2010 US Dollars; annual escalation at 8%.
 Further detail for the Recreation/Wellness Center & Ballpark/Multi-Use Venue is provided elsewhere.
 *Special facility construction budget estimate-based.

**SEVEN YEAR ACTION PLAN
PHASE 1 PROJECTS**

Action	Year	Implementation Partners
Park Entry Road (Initial Segment)		
<ul style="list-style-type: none"> Prepare grant proposals for park access road funding; (Park MP document as basis) 	1	Town & VDOT & Possibly DEQ (Town Resolution/Request for Recreation Access Program)
<ul style="list-style-type: none"> Approve grant matching funds for inclusion into the CIP 	1-2	Town Council
<ul style="list-style-type: none"> Allocate project design & engineering fees into the CIP 	2	Town
<ul style="list-style-type: none"> Upon grant approval, begin project design, engineering & construction process 	2-3	Town and Master Plan Consultant; Project Contractor
<ul style="list-style-type: none"> Initiate Staffing Assessment; fund position in CIP, as needed (Parks & Rec Director) 	2	Town
<ul style="list-style-type: none"> Upon Final Plan Approval, begin Project Advertising & Bidding Process 	2-3	Town and Master Plan Consultant Team
<ul style="list-style-type: none"> Contract Award & Construction 		Town; Project Contractor
<ul style="list-style-type: none"> Hire Parks & Rec Director 		Town
Field Sports Complex & The Green Ravine		
<ul style="list-style-type: none"> Conduct & complete project partnership agreement process 	1	Town, Shenandoah County School Board & Shenandoah County Parks & Rec; Other partners?
<ul style="list-style-type: none"> Prepare grant proposal for project development 	1	Partnership Group & DCR (Partners' Resolution/Request for grant: LWCF; VA DOF; USDA)
<ul style="list-style-type: none"> Approve grant matching funds for inclusion into the CIP 	1-2	Partnership Group members, as appropriate
<ul style="list-style-type: none"> Allocate project design & engineering fees into the CIP 	2	Town & Partners share
<ul style="list-style-type: none"> Initiate Staffing Assessment; fund position(s) in CIP, as needed 	2	Town & Partners share cost
<ul style="list-style-type: none"> Upon Final Plan Approval, begin Project Advertising & Bidding Process 	2-3	Town and Master Plan Consultant Team; Project Contractor
<ul style="list-style-type: none"> Contract Award & Construction 		Town & Partners
<ul style="list-style-type: none"> Hire additional staff as needed 		Town & Partners (fund positions)

Seven Year Action Plan / Phase 1 (continued)		
Action	Year	Implementation Partners
Wetzel House Initial Rehabilitation		
<ul style="list-style-type: none"> Identify potential partners & complete partnership agreements 	1	Non-profit groups, corporations, institutions; individuals, DHR
<ul style="list-style-type: none"> Prepare grant proposals for initial rehabilitation 	2	Town, Partners & DHR
<ul style="list-style-type: none"> Upon grant approval, begin project design, engineering & construction process 	3	Town and MP Consultant Team; Project Contractor
<ul style="list-style-type: none"> Upon Final Plan Approval, begin Project Advertising & Bidding Process Contract Award & Rehabilitation 	3	Town and MP Consultant Team; Project Contractor

SEVEN YEAR ACTION PLAN PHASE 2 PROJECTS		
Action	Year	Implementation Partners
Park Entry Road (Final Segment)		
<ul style="list-style-type: none"> Prepare grant proposals for park access road funding; (Park MP document as basis) 	3	Town & VDOT & Possibly DEQ (Town Resolution/Request for Recreation Access Program)
<ul style="list-style-type: none"> Approve grant matching funds for inclusion into the CIP 	3-4	Town Council
<ul style="list-style-type: none"> Allocate project design & engineering fees into the CIP 	2	Town
<ul style="list-style-type: none"> Upon grant approval, begin project design, engineering & construction process 	4-5	Town and Master Plan Consultant; Project Contractor
<ul style="list-style-type: none"> Upon Final Plan Approval, begin Project Advertising & Bidding Process Contract Award & Construction 	6	Town and MP Consultant Team; Project Contractor

Seven Year Action Plan / Phase 2 (continued)		
Action	Year	Implementation Partners
Central Park		
<ul style="list-style-type: none"> • Prepare grant proposal, as needed, for project development • Identify project phases 	3	Partnership Groups/Sponsors, as available; Non-profit groups, corporations, institutions; individuals
<ul style="list-style-type: none"> • Approve needed development funds & grant matching funds for inclusion into the CIP • Allocate project design & engineering fees into the CIP 	4-5	Partnership Group members, as appropriate Town & Partners share
<ul style="list-style-type: none"> • Begin project design, engineering & construction process 	5	Town and MP Consultant Team; Project Contractor
<ul style="list-style-type: none"> • Upon Final Plan Approval, begin Project Advertising & Bidding Process; can be in construction phases • Contract Award & Rehabilitation 	5-7	Town and MP Consultant Team; Town; Project Contractor

Seven Year Action Plan / Phase 2 (continued)		
Action	Year	Implementation Partners
Tennis Complex		
<ul style="list-style-type: none"> • Prepare grant proposal, as needed, for project development 	3	Town, Shenandoah County School Board & Shenandoah County Parks & Rec; Other partners
<ul style="list-style-type: none"> • Approve needed development funds & grant matching funds for inclusion into the CIP • Allocate project design & engineering fees into the CIP 	4-5	Partnership Group members, as appropriate Town & Partners share
<ul style="list-style-type: none"> • Begin project design, engineering & construction process 	5	Town and MP Consultant Team; Project Contractor
<ul style="list-style-type: none"> • Upon Final Plan Approval, begin Project Advertising & Bidding Process; can be in construction phases • Contract Award & Rehabilitation 	5-7	Town and MP Consultant Team; Town; Project Contractor

Fairview Park Funding Opportunities:

CIP Funding

Local governments can commit an annual appropriation for park and open space development through a Capital Improvements Program (CIP). The park master plan will define projects for inclusion into the CIP. CIP funds can be earmarked for matching funds when seeking grants with such requirements. CIP funding excludes yearly maintenance costs which are funded through the Parks and Recreation annual Operations Budget.

Bond Referendums

Local governments may place propositions for park and open space acquisition and development on local ballots for voter approval.

Special Appropriations

Funds not identified in the Capital or Operating Budgets can also be appropriated by the town Council or Board of Supervisors as a special project initiated by that legislative body.

Park Trust Fund

A trust fund can be created for facility development which can be administered by a private non-profit advocacy group, or by a local commission. A trust fund can aid in the development of large projects. Funding the trust fund can come from many sources, including local government (Town and County) general funds, private grants, and gifts.

Local Private-Sector Funding

Private industries and businesses may donate cash, materials, and/or in-kind services. Examples include: Donations of cash to a specific park project; donations of services by businesses to reduce the cost of park implementation expenses including equipment and labor costs; discounted materials costs.

Volunteer Organizations

A volunteer organization called Friends of Fairview Park can be created. Volunteers are an invaluable resource either in actual greenway construction or by conducting fund-raisers. A manual for park volunteers should be developed to guide and regulate their work. The manual should include a description of appropriate volunteer efforts, request forms, waiver and release forms, and a completion form (where volunteers are asked to summarize their accomplishments). Virginia State Parks has been quite successful in using such 'friends' groups for special park project implementation.

Trail and Greenway Sponsors

A sponsorship program for park amenities especially pavilions and trails system elements of the master plan, allows for smaller donations to be received both from individuals and businesses. The program must be well planned and organized, with design standards and associated costs established for each amenity. Project elements can include mile markers, call boxes, trash receptacles, benches, entry signage, directional signs, interpretive brochures, bollards, and picnic areas.

State & Federal Government Funding Sources

There are a wide range of grants available from state and federal agencies and programs, as well as from institutions and foundations. Some state monies are pass-through funds from federal agencies; most grant opportunities require a 'local match' and some are reimbursement-based. A more detailed description of potential state and federal grant that may be used in the implementation of Fairview Park can be found in the study appendices. Following is a summary outline of those funding sources:

State Government Funding Sources

- Recreational Access Program (VDOT)
- SAFETEA-LU Grants (VDOT)
- Safe Routes to School Program (VDOT)
- Virginia Land Conservation Foundation
- Virginia Department of Conservation and Recreation (DCR)
- Virginia Recreation Trails Fund
- Land and Water Conservation Fund (LWCF)
- Virginia Department of Forestry (DOF)
- Water Quality Improvement Fund

Federal Government Funding Sources:

- Community Development Block Grant Program
- U.S. Department of the Interior Fish and Wildlife Service (FWS)
- North American Wetlands Conservation Act Grants (NAWCA)
- U.S. Environmental Protection Agency, Environmental Education Grants Program
- Chesapeake Bay Gateways Program
- Conservation Reserve Program (USDA)
- Wetlands Reserve Program (USDA)
- Watershed Protection and Flood Prevention (Small Watersheds) Grants (USDA/NRCS)
- Urban and Community Forestry Assistance Program (USDA)
- Small Business Tree Planting Program (SBA)
- Economic Development Grants for Public Works and Development of Facilities (The US Department of Commerce, Economic Development Administration (EDA))
- Design Arts Program / Community Improvement Grants (The National Endowment for the Arts) provides grants to states and local agencies, individuals,

Potential Partnering Opportunities

Community recreation facilities are traditionally funded through bond referendums that require the support of local citizens. Although demand may exist for community recreation, funding may be limited due to more pressing community needs, and sensitivity of using tax dollars for specific projects. Therefore traditional funding mechanisms are giving way to unique partnerships among public and private entities. These partnerships can be structured in a number of ways with the goal of providing support both financially as well as programmatically. Potential partners include, but are not limited to:

- Park Districts
- Municipalities (City, County)
- Hospitals
- School Districts
- Corporations
- Boys and Girls Clubs
- YMCA

Other Funding Sources:

There are a number of partnerships that can be created to specifically meet the diverse needs of a community with respect to funding and programming. In addition to partnership, additional funds can be generated through the following activities to help offset development costs.

Fundraising: The YMCA is a good example of this opportunity. All YMCA facilities rely on fundraising and support of the community to develop facilities. This requires a market study that is funded by the community that expressed interest in building a YMCA in their area. The market study projects membership and gauges support for fundraising. A capital campaign is initiated with a target goal. Once that goal is reached they begin development of the facility. Similar campaigns are used for other public recreation facilities.

Sponsorship and Advertising: Naming rights are becoming increasingly prevalent revenue opportunities for various facility types. The pricing of these rights varies and can have a significant impact on financing this type of facility. Naming rights, sponsorships, and advertising are types of contractually obligated income (COI) used in financing these types of facilities. These income sources are usually long term contracts and are considered relatively stable and credit worthy. The amount of participants attracted to a facility typically dictates the amount of advertising income that can be generated. The greater the number of participants, the more likely advertisers will support the facility.

User Fees: In B&D's experience, recreation facilities that don't fit certain profile (i.e. membership-based fitness centers), rarely turn a profit. Most of the successful venues include some type of public contribution, usually in the way of free land and/or infrastructure costs. Once the building is developed user fees (membership fees), rental revenues, and other revenue streams are used to support operating expenses. These revenues can be supplemented with grants, donations, and other fund-raising activities. Below is a list of grants types available through various, federal and state agencies as well as from foundations. Most of these grants can be located at www.nrpa.org.

- Grants for Programs for Children and Youth

- Grants to Promote Health
- Grants for Seniors Programs
- State and Regional Agency Federally Sponsored Grants
- Natural Resources Grants
- Grants for Gardens
- The Department of Conservation and Recreation administers a grant-in-aid program for the acquisition and development for public outdoor recreation areas and facilities.

In addition to public grants there are a number of private organizations that supply seed money for various projects that promote health, art, education, etc.

- Lowe’s Charitable and Educational Foundation
- Home Depot
- NBA, NFL, MLB, MLS
- Sports Associations

Implementation Strategy for Special Facilities

In moving forward with this project the following steps are recommended to further define the range of programs and activities, as well as the capacity to phase the project, and gauge support for operating the facility.

Programmatically

To assess the feasibility of developing a new community recreation center, the client must understand the size and nature of the facility required to meet demand as well as the revenue streams potential derived in if that demand is met.

In order to determine the optimum program for the facility the following steps are recommended:

- A detailed market study to determine the optimal program for a recreation facility that would involve:
- Conduct focus groups with various community groups and potential partners to understand specific demand for programs and activities. Additional meetings with stakeholders and citizen groups, community organization, sports clubs and organizations are important as well.
- Conduct community survey to qualitatively and quantitatively assess current interest in recreation, demand for specific programs and activity spaces, and ideal operating parameters such as hours of operation, services, and fees. The survey can be conducted via telephone or mail. The survey also will help

determine facility usage patterns over the course of a typical day for the entire facility and for specific program areas to optimize business and operations planning.

- Based on results of the survey a proposed facility concept(s) would be created for the "optimal" facility. The "optimal" facility will be based on the survey-driven results of the Demand-Based Programming analysis. The best facility will be based on the "optimal" facility and the prioritization of activity spaces from the depth and breadth analysis of demand. The concept(s) will include an outline architectural program(s) and development budget; a defined set of operating parameters including marketing position, price structure, and programmatic offerings (preliminary business plan); and a conceptual architectural design.

Financially

- Develop an integrated financial model and 10-Year operating pro forma for the concept(s). The financial model and operating pro forma will be integrated with the architectural program and preliminary business plans. The pro forma will include summaries of the models' detailed schedules of revenues, operating expenses, and development costs (debt service). The model will include analyses of debt coverage ratios, summaries of hard and soft costs of development, and outlines of all relevant financing parameters.
- Identify possible funding sources from similar projects. The funding sources are based on appropriate public versus private ownership, interest rates, tax allocations, private donation, and state appropriations with each variable to remain flexible in order to accommodate various financial structure requirements.
 - Naming rights and sponsorships
 - Non-profit organizations
 - Sports leagues and organizations
 - Hospitals and wellness facilities

Alternative Scenario

If the Town has limited funding capacity and is not interested in funding this project, they want to consider developing an RFP to test private development interest. The RFP should be flexible enough to allow for maximum creativity among the responses but rigid enough to ensure that Fairview Park design guidelines and program needs addressed in this study are met. In B&D's experience, there are only a handful of groups that have this expertise, so the responses would be limited.

Economic Impact Analysis

This is an optional step that would analyze the economic impact of the new facility's operation on the community.

Site Analysis / Conceptual Design

B&D will conduct a General Conditions Analysis to determine the degree to which the physical characteristics of the site, its utilities, and its overall size are suitable for the proposed recreation center development. Next, B&D will conduct a Market Factors Analysis to analyze the impacts of site-specific issues on the recreation center's ability to satisfy market demand and co-exist with competing facilities.

Phasing Approach

Depending on the structure and funding sources, the Town may also consider phasing the project based on demand. This would involve designing a facility that can be added to as more funding is identified.

Once the detailed market study is complete the next steps involve design and ultimate construction of the facility.

- Detailed Programming
- Business Planning
- Engage Architect through RFP process
- Begin Design Process