

## **SECTION 7** **ACTION IMPLEMENTATION PLAN**

### **7.1 INTRODUCTION**

This Section describes how the Catawba County Parks Division can implement a safe, convenient, and usable park system through the execution of its established goals in the Comprehensive Parks Master Plan. The strategy for achieving goals involves the recommended park and greenway facilities discussed in Section VI. This Section deals with strategies and opportunities, key implementation steps (implementation policies), necessary staffing, and methods for developing facilities. Together, these sections fit together to form the implementation program.

The results of the Catawba County Comprehensive Parks Master Plan are based on the following discovery methods: 1) a review of the study area, within the County limits; 2) an analysis of the existing parks and facilities based on community input; and 3) community input through five public forums and widely distributed surveys to determine needs. The Catawba County Comprehensive Parks Master Plan is designed to be action-oriented and serve as a tool in the improvement and enhancement of the park system for Catawba County Park Division.

*Identification of sufficient funding* is a crucial element that is required to implement the Master Plan – considering, in particular, the County's budget constraints. The *North Carolina Statewide Comprehensive Outdoor Recreation Plan* is a guide by which inadequate funding for park and recreation facilities may be identified. Insufficient funding will be a key issue that will need to be addressed in the upcoming years if government continues to provide basic minimum services. According to the U.S. Census Bureau, North Carolina and its local governments are 33% below the national average in the funding of parks and recreation services.

To meet the existing and future needs of the Parks, the goals and objectives, which are identified in the Master Plan, must be considered for implementation. The County should continue to establish annual budgets for the Parks Division based on projected capital improvement costs, staffing needs, and operations/maintenance costs. The following Capital Improvement Budget depicted on Table 7.3.1 are for the first 8 years of the Comprehensive Parks Master Plan.

## **7.2 PROPOSED OPERATING BUDGET**

The proposed operating budget includes cost for staff, operations, and general maintenance requirements similar to those currently being performed by the Parks Division.

### **Recommended Personnel for Full-Time Operation**

Adequate staffing of each park during operational hours is essential to maintaining a clean, safe environment. Staffed facilities experience less vandalism and virtually no incidence of crime. During the public hearings prior to and during the creation of Riverbend and Bakers Mountain Park, the public deemed adequate park patrol and staffing as their most important issue of concern.

Currently, Catawba County operates Riverbend, Bakers Mountain, and St. Stephens Parks four days a week, with a total staff of one parks manager, three full-time park rangers and two part-time attendants. The four-day schedule does not fulfill the requirements of “recommended and accessible hours open to the public” per State PARTF grant policy.

### **Division Staffing**

#### **Parks Division Manager**

- Manage budget and finances for the Parks;
- Manage personnel supervision, timesheets and employee reviews;
- Manage grant applications and documentation;
- Project management and supervision;
- Master plan implementation and review;
- Community liaison;
- Fill in during the absence of a Supervising Park Ranger during, holidays, peak hours, etc.;
- Emergency on call status; and
- Develop and manage operational policy and procedure.

**Volunteer and Programming Coordinator (Proposed new position/designation)**

- Organize regular volunteer projects, scheduling and supply acquisition;
- Create and prioritize volunteer projects and opportunities;
- Schedule and organize regular and special events; and
- Marketing and website management.

**Park Staff (Per park for full-time operation, 6-day week)**

**Supervising Park Ranger (1 person per park)**

- Basic daily supervision of other park employees and daily operations;
- Conduct on site educational programs;
- Emergency on call status;
- Supervise basic park maintenance;
- Execute specialized park maintenance and storm cleanup;
- Initial supervision of volunteers;
- Present interpretive and educational programs off site;
- On duty during special events, holidays, and peak hours;
- Coordinate all first aid and safety training;
- Patrol park and identify safety issues;
- Scheduling of park personnel;
- Insure policy and procedures are followed during daily operation by park staff;
- Assist Park Manager in development and execution of parks goals and operations; and
- Assure all fees are collected and daily balance is correct.

**Park Ranger (1 person per park)**

- Execute park maintenance and daily operations;
- Assist in supervision of volunteers;
- Execute ongoing park projects;
- Patrol park and greet patrons;
- Work with Park Attendants to achieve daily goals as directed by Supervising Park Ranger;
- Assist Supervising Park Ranger in development and execution of parks goals and operations; and
- Assure all fees are collected and daily balance is correct.

**Park Attendant (1 full time and 2 part-time persons per park)**

- Greet public and provide park information;
- Collect fees and issue permits;
- Data entry of statistics, permits, and daily log information;
- Basic janitorial duties;
- Confirm reservations;
- Assist Park Ranger in assigned projects;
- Work with part time personnel; and
- Assist Park Ranger in development and execution of parks goals and operations.

### **7.3 CAPITAL IMPROVEMENT PROGRAM**

The Capital Improvement Plan for the acquisition and development of park facilities is designed to encompass the first eight-year period of the Comprehensive Parks Master Plan as shown below on Table 7.3.1 General Capital Projects, 8-year summary. A total of \$2,085,000 is estimated for the development of Bunker Hill Covered Bridge and Mountain Creek Parks.

**Table 7.3.1 General Capital Projects**

GENERAL CAPITAL PROJECTS 8-YEAR SUMMARY	Funding in FY 2014/15	Funding in FY 2015/16	Funding in FY 2016/17	Funding in FY 2017/18	Funding in FY 2018/19	Funding in FY 2019/20	Funding in FY 2020/21	Funding in FY 2021/22	Total In 8- Year Plan
<b>Ongoing &amp; Periodic Projects</b>									
Economic Development Reserve	205,738	209,853	214,050	218,331	222,697	227,151	231,694	236,328	1,765,843
General Renovations	123,690	-	-	-	-	-	-	-	123,690
Server & Desktop Applications (formerly Microsoft)	275,000	275,000	275,000	275,000	275,000	275,000	275,000	275,000	2,200,000
Permit and Inspections Software	-	-	100,000	100,000	100,000	100,000	100,000	100,000	600,000
Oblique Photography	-	-	175,600	-	-	-	-	-	175,600
IT: Public Safety Software	-	800,000	-	-	-	-	-	-	800,000
Technology Infrastructure	200,000	200,000	200,000	200,000	200,000	200,000	200,000	200,000	1,600,000
<b>Projects to be Debt Financed</b>									
Jail Expansion Set-Aside	299,322	100,000	100,000	100,000	100,000	13,500,678	-	-	14,200,000
<b>Pay as Go Projects</b>									
Board of Elections: Voting Equipment	600,000	-	-	-	-	-	-	-	600,000
Bunker Hill Covered Bridge	-	-	-	-	-	-	800,000	-	800,000
Contingency- Future Unspecified Project	(135,000)	-	-	-	-	-	-	-	(135,000)
EMS-Conover Fire Station # 2 Addition	-	-	230,000	-	-	-	-	-	230,000
EMS-Hickory EMS Base Relocation	-	-	-	450,000	-	-	-	-	450,000
EMS-Hickory Fuel Depot	-	-	-	-	150,000	-	-	-	150,000
EMS-Hickory Rescue Base 2 Addition	-	-	-	-	230,000	-	-	-	230,000
EMS Sherrills Ford Fire Dept Addition	-	-	-	-	-	318,800	-	-	318,800
Future Projects	200,000	-	-	-	-	-	-	-	200,000
IT: New 911 Center	-	2,050,000	-	-	-	-	-	-	2,050,000
Mountain Creek Park	-	-	470,000	430,000	-	385,000	-	-	1,285,000
Public Safety	200,000	-	-	-	-	-	-	-	200,000
Radio Transmit Base Station	-	150,000	-	-	-	-	-	-	150,000
Sheriff: Female Bed Space Addition, Newton Jail	50,000	-	-	-	-	-	-	-	50,000
Sheriff: Jail Door Repair, Newton Jail	50,000	50,000	50,000	-	-	-	-	-	150,000
VIPER Radio Expansion Channels	100,000	-	-	-	-	-	-	-	100,000
<b>Totals</b>	<b>2,168,750</b>	<b>3,834,853</b>	<b>1,814,650</b>	<b>1,773,331</b>	<b>1,277,697</b>	<b>15,006,629</b>	<b>1,606,694</b>	<b>811,328</b>	<b>28,293,933</b>
<b>Revenues</b>									
Installment Purchase	-	-	-	-	-	13,500,678	-	-	13,500,678
1/4 Cent Sales Tax	329,428	209,853	214,050	218,331	222,697	227,151	231,694	236,328	1,889,533
E-911	-	2,050,000	-	-	-	-	-	-	2,050,000
Federal Bed Rental	100,000	100,000	100,000	100,000	100,000	-	-	-	500,000
From General Fund	1,225,000	1,275,000	575,000	575,000	575,000	286,300	575,000	575,000	5,661,300
Municipalities for Orthos & Pictometry	-	-	42,320	-	-	-	-	-	42,320
PARTF Grants	-	-	235,000	215,000	-	192,500	-	-	642,500
Carolina Thread Trail	-	-	-	150,000	-	-	-	-	150,000
NC DOT Grant	-	-	-	50,000	-	-	-	-	50,000
Sale of Hickory EMS Base	-	-	250,000	-	-	-	-	-	250,000
Future EMS Project	-	-	230,000	321,520	-	-	-	-	551,520
General Capital Fund Balance	514,322	200,000	168,280	143,480	380,000	800,000	800,000	-	3,006,082
<b>Total Revenue</b>	<b>2,168,750</b>	<b>3,834,853</b>	<b>1,814,650</b>	<b>1,773,331</b>	<b>1,277,697</b>	<b>15,006,629</b>	<b>1,606,694</b>	<b>811,328</b>	<b>28,293,933</b>

## 7.4 OPPORTUNITIES AND STRATEGIES

The ability to accomplish several goals and objectives called for in this Master Plan are directly impacted by the level of staffing and resources available.

In order to meet the proposed recommendations, substantial increases in operating and capital funding will be required. The Parks may need to call upon a combination of sources from various means to accomplish the recommendations of the Master Plan, including grants, private contributions and other sources of revenue.

### Operating Budget

The General Fund for the Parks Division Operating Budget for the fiscal year 2014/15 is \$320,136. One of the top priorities of the Master Plan is to operate Riverbend, Bakers Mountain and St. Stephens Parks on a 6-day schedule. As the County brings new high priority parks online, such as Mountain Creek and Bunker Hill, additional staff and operating funds may be needed.

### Capital Improvement Budget

In addition to the general operation funding for parks, it is recommended that the County continues to allocate a Capital Improvement Plan (CIP) budget for all parks. CIP dollars could be supplemented by money obtained by the subdivision fee in-lieu option, where developers pay a fee in-lieu of dedicating open space and grant sources. Grants and other funding sources should also be explored for additional financial assistance. This funding will aid in allowing renovation of existing facilities, land acquisition and construction of new facilities on a more consistent basis. Note—The cost associated with each park’s CIP projects are estimates and are revised annually or as needed.

## 7.5 FUNDING/ACQUISITION SOURCES

Implementing the recommendations of this Comprehensive Parks Master Plan will require a combination of funding sources that include local, state, federal, and private money. This Section provides a listing of the most commonly used funds for park and greenway facility projects in North Carolina. Fortunately, the benefits of protected greenways and parks are many and varied. This allows programs in Catawba County to access money earmarked for a variety of purposes including water quality, hazard mitigation, recreation, air quality, alternative transportation, wildlife protection, community health, and economic development. Competition is almost always stiff for state and federal funds. It becomes imperative that local governments work together to create multi-

jurisdictional partnerships and to develop their own local sources of funding. These sources can then be used to leverage outside assistance.

It is important that Catawba County fully evaluate its available options and develop a funding strategy that can meet community needs, maximize local resources, improve quality of life, and leverage outside funding. Financing will be needed to administer the continued planning and implementation process, acquire parcels or easements, and manage and maintain facilities. Further research into these programs is recommended to determine requirements.

Catawba County should pursue a variety of funding options. Below is a list of park and greenway funding opportunities that have typically been pursued. Creative planning and consistent monitoring of funding options will likely turn up new opportunities not listed here.

## **Grants**

State and federal agencies offer numerous grants to assist municipalities in the financing of their parks and recreation projects. This source of funding should definitely be investigated and pursued by Catawba County for present and future park/recreation improvements.

### **North Carolina Parks and Recreation Trust Fund (PARTF)**

PARTF was established for local governments and the North Carolina Division of Parks and Recreation in 1994 as a funding source for the development and/or improvement of parks and recreation facilities, as well as for the purpose of land acquisition. A state-funded program, PARTF matches monies spent by local governments on parks and recreation up to \$500,000 – with each sharing 50% of the cost. The Recreational Resources Service should be contacted for additional information at (919) 515-7118.

### **Land and Water Conservation Fund (LWCF)**

A federally-funded program, LWCF was established for local and state governments in 1965 as a funding source for outdoor recreational development and land acquisition. LWCF monies are derived from the sale or lease of nonrenewable resources – primarily, offshore oil/gas leases and surplus federal land sales. Acquisition and development grants may be used for a wide variety of outdoor projects such as parks, tennis courts, bike trails, outdoor swimming pools, and support facilities (roads, water supply, etc.). Facility design must be rather basic in nature – rather than elaborate – and must remain accessible to the general public. No more than 50% of the project cost may be federally funded by LWCF, although all or part of the project sponsor's matching share may be obtained from certain other federal assistance programs.

### **North Carolina Natural Heritage Trust Fund (NHTF)**

The North Carolina Natural Heritage Trust Fund provides supplemental funding to select state agencies for the acquisition and protection of important natural areas, to preserve the state's ecological diversity and cultural heritage, and to inventory the natural heritage resources of the state. Eligible agencies include the Department of Environment and Natural Resources, the Wildlife Resources Commission, the Department of Cultural Resources, and the Department of Agriculture and Consumer Services. Although Catawba County cannot be the applicant, there are state agencies which could acquire properties, institute programs, etc. in the County for preservation and/or education purposes. Grants are awarded for the following:

- The purchase of lands that represent the state's ecological diversity to ensure their preservation and conversion for recreational, scientific, educational, cultural, and aesthetic purposes;
- The purchase of additions to state parks, state trails, aesthetic forests, wild and/or scenic rivers, and fish/wildlife management areas;
- The development of a balanced state program of historic properties; and
- The inventory and conservation planning of natural areas by the Natural Heritage program.

### **Federal Aid Construction Funds**

These funds are included in the National Highway System (NHS) Surface Transportation Program (STP), and Congestion Mitigation and Air Quality improvement programs (CMAQ). The funds provide for the construction of pedestrian and bicycle transportation facilities. The primary source of funding for bicycle and pedestrian projects is STP Enhancement Funding.

### **Moving Ahead for Progress in the 21<sup>st</sup> Century (MAP-21)**

In July of 2012, the Moving Ahead for Progress in the 21<sup>st</sup> Century (MAP-21) replaced the Safe, Accountable, Flexible, Efficient, Transportation Equity Act of 2004 (SAFETEA). MAP-21 is a primary source for financing bicycle, pedestrian, and greenway projects throughout the country – both at local and state levels. Providing as much as 80% funding for development and construction costs, this grant is earmarked for facilities such as sidewalks, rail-trails, bike-lanes and greenways.

### **Transportation Alternatives Program (TAP)**

The Transportation Alternatives Program (TAP) is a Federal-Aid program of the U.S. Department of Transportation's Federal Highway Administration (FHWA). The Program was created under the Moving Ahead for Progress in the 21<sup>st</sup> Century Act (MAP-21) and is designed to provide funding for on and off-road pedestrian and bicycle facilities. TAP replaced funding options formerly available under the Safe Routes to School Program (SRTS) and the Recreation Trails Program (RTE) which provided grants for non-motorized and motorized recreation trails.

### **North Carolina Ecosystem Enhancement Program**

The N.C. Ecosystem Enhancement Program (EEP) combines a wetlands-restoration initiative by the NC Department of Environment and Natural Resources with ongoing environmental efforts by the Dept. of Transportation to restore, enhance, and protect its wetlands and waterways. EEP provides:

- High-quality, cost-effective projects for watershed improvement and protection;
- Compensation for unavoidable environmental impacts associated with transportation, infrastructure, and economic development; and
- Detailed watershed-planning and project-implementation efforts within North Carolina's threatened or degraded watersheds.

### **Clean Water Management Trust Fund (CWMTF)**

Created in 1996 by the North Carolina General Assembly, the Clean Water Management Trust Fund (CWMTF) grants monies to local governments, state agencies, and non-profit conservation groups to help finance projects that specifically address water pollution issues. CWMTF will fund projects that enhance or restore degraded waters, protect unpolluted waters and/or contribute toward a network of riparian buffers (land that is traversed or bounded by a natural watercourse). There is no match required by local municipalities, however, a match is highly recommended.

### **Watershed Protection and Flood Protection**

The USDA Natural Resource Conservation Service (NRCS) assists state and local governments in their operation and maintenance of watersheds, whose areas are less than 250,000 square acres. The NRCS provides both financial and technical assistance to eligible projects to the improvement of watershed protection, flood prevention, sedimentation control, public water-based fish and wildlife enhancements, and recreation planning. The NRCS requires a 50% local match for public recreation and fish/wildlife projects.

### **State Construction Funds**

These funds (not including the Highway Trust Fund for Urban Loops and Interchanges) may be used for the construction of sidewalks and bicycle accommodations that are a part of roadway improvement projects.

### **The North Carolina Conservation Tax Credit**

This program provides an incentive (in the form of an income tax credit) for landowners that donate interests in real property for conservation purposes. Property donations can be fee simple, in the form of conservation easements, or bargain sale. The goal of this program is to manage stormwater, protect water supply watersheds, preserve working farms and forests, and set-aside greenways for ecological communities, public trails, and wildlife corridors. (See <http://ncctc.enr.state.nc.us/> for additional information,)

### **Farmland Protection Trust Fund**

Ranging from only a couple hundred thousand dollars to millions of dollars over the last several years, this program is funded through an allocation by the NC General Assembly to the NC Department of Agriculture and Consumer Services. It is a voluntary program designed to protect farmland from development by either acquiring property outright or acquiring conservation easements on the property. The program is administered by the Conservation Trust Fund for North Carolina (CTNC). Questions about available funding should be directed to CTNC (Life Estate)

## **Contributions**

The solicitation of contributions is an acceptable method of fund-raising for recreation departments. These donations, typically in the form of land, cash, labor, and/or materials, could be solicited to assist Catawba County with its enhancement program. Corporations, civic organizations, individuals and other groups generally donate to a “specific” park project; however, donations may also be solicited for multiple project improvements and/or additions. The National Recreation and Park Association recommends the use of private, nonprofit, tax-exempt foundations as a means of accepting and administering private gifts to a public park system.

## **Park Foundations**

Foundations are another source of financing by making direct contributions within communities, states, or the nation. These types of funds are usually described as special program foundations, general-purpose foundation, or corporate foundations. Foundations generally have very few restrictions and/or limitations, and are typically received from local entities. A listing of appropriate foundations

can be found in the text entitled *Grant Seeking in North Carolina*, made available through the North Carolina Center of Public Policy Research, Post Office Box 430, Raleigh, North Carolina, 27602.

## Partnerships

To implement the recommendations contained in the comprehensive master plan, Catawba County will most certainly have to expand partnership agreements with other public agencies and private-sector organizations. There are many different types of partnerships that can be formed to achieve the goals established by the County. In fact, many local governments throughout the nation are utilizing partnerships with public and private-sector interest to accomplish community goals.

Listed below are the various types of partnerships that the County should consider in its efforts for the improvement/addition of parks and recreational facilities:

- Programming partnerships to co-sponsor events or to allow qualified outside agencies to conduct activities on properties;
- Operational partnerships to share the responsibility for providing public access and use of facilities;
- Development partnerships to purchase land and/or build facilities; and
- Management partnerships to maintain properties and/or facilities.

Catawba County is currently participating with partnerships in other related endeavors/functions; and should evaluate forming additional partnerships, which address the needs of the comprehensive park system. The County's existing association with the Catawba County Historical Society and Catawba Science Center are excellent examples. Direct requests should be made to potential partners, asking them to meet and evaluate the possible benefits of "partnering". This step should be made to generate interest and agreement prior to solidifying any responsibilities for each participating party.

Private-sector partnerships can be beneficial to counties as well. Developers can use private funds to develop facilities on government property and lease it from the County over a long term. Over a period of time, the developer returns a portion of the revenue to the County, and at the end of the lease the facility is turned over to public ownership. This type of arrangement would typically be a large capital investment for a special use facility.

## **Land Acquisition and Development**

There are many different types of land acquisition available to Catawba County for park system expansion and/or future development. Due to the land costs, as well as land availability, it is recommended that the County prioritize the property to be acquired for park facilities. Listed below are several methods for acquiring and developing parks:

### **Life Estate**

A life estate is a gift – whereby a donor retains the land during his/her lifetime and relinquishes title of the property after his/her death. In return, the owner (or family) is relieved of property tax for the given land.

### **Local Gifts**

Donations of land, money, labor, and/or construction can have significant impact(s) on the acquisition and development of park property. The solicitation of local gifts is highly recommended and should be organized thoroughly, with the utilization of very specific strategic methods. This often (untapped) source of obtaining funds requires the contacting of potential donors – such as individuals, institutions, foundations, service clubs, etc.

### **Easement**

An easement is the most common type of “less-than-fee” interest in land. An easement seeks to compensate the property owner for the right to use his/her land in some way and to compensate for the loss of his/her privileges to use the land. Generally, the land owner may still use the land and therefore continues to generate property tax revenue for the County.

### **Fee Simple Purchase**

Fee simple purchase is the most common method used to acquire municipal property for park facilities. Although it has the advantage of simplifying justification to the general public, fee simple purchase is the most difficult method to pursue – due to limited monetary resources.

### **Fee Simple with Lease-Back or Resale**

This method allows local governments to acquire land by fee simple purchase: yet allows them to either sell or lease the property to prospective user(s) with restrictions that will preserve the land from future development. The fee simple with lease-back or resale method of development commonly results from situation(s) in which land owner(s), who have lost considerable monetary amounts in property value, determine that it is more economical to sell the land to the County (with a lease-back option) than to keep it.

### **Long-Term Option**

Long-term options allow counties to purchase property over a long period of time. This method is particularly useful because it enables the County to consider particular piece(s) of land that may have future value, though it is not currently desired or affordable at the time. There are several advantages to this method of property acquisition: the County can protect the future of the land without purchasing it upfront and meanwhile, the purchase price of the land will not increase, with the County having the right to exercise its option. The disadvantage to the County is that all privileges relinquished by the land owner requires compensation in the form of securing the option.

### **Dedicated Source of Local Funding**

In order to leverage and provide matching funds for many of the programs listed above, Catawba County should enhance its existing Parks Trust Fund by providing a dedicated source of revenue which could come from the following sources:

- Property/sales tax;
- Bonds;
- Fee in-lieu of contributions; and
- User fees/registration fees.

### **Property/Sales Tax Revenues**

General tax revenues traditionally provide sources for general operations and maintenance park systems for local governments. The Parks is considered along with health, public safety, utilities, etc. in regular budgets established by the County. Assessed valuation of real and personal property tax and sales tax provides the framework for the major portion of the tax base for the County.

Traditionally, ad valorem tax revenue has been the primary source of funding for the park and recreation enhancement of properties/facilities owned by local governments. “Recreational opportunities” are considered a public service and often are standard line items on general fund budgets. Creative financial opportunities are possible; however ad valorem taxes will continue to be the major revenue source to support the system. As such, communities often vote to raise their local tax rate temporarily in support of their Park and Recreation Systems.

### **General Obligation Bonds**

Many communities issue bonds, which are typically approved by the shareholders, to finance site development and land acquisition costs. The State of North Carolina grants local governments the authority to borrow funds (for parks and recreation) through the issuance of bonds, the amount of which are

not to exceed the cost of acquisition or the cost for improvement of a park/recreation facilities. Total bond capacities for local government are limited (for parks and recreation) to a maximum percentage of assessed property valuation. Since the issuance of bonds relies on the support of the voting population, the implementation of awareness programs is absolutely essential prior to a referendum vote.

General Obligation bonds are the preferred financing approach by the North Carolina Local Government Commission and the general securities market, because these instruments are backed by the full faith and credit of the issuer. That simply means that the bonds represent an encumbrance against the property tax base of the issuing jurisdiction and therefore offer the best available security to the bond holder. The State of North Carolina gives the issuance of bonds not to exceed the total cost of improvements (including land acquisition). In view of the recommended capital improvements suggested in this plan, borrowing of funds to acquire new lands and develop facilities may be necessary.

The following are key factors to consider related to the use of this financing instrument:

- In North Carolina, the issuance of General Obligation bonds requires a referendum of the voters within the issuing jurisdiction.
- The term of the debt may be extended to 20-30 years.
- The debt is publicly sold, therefore there are costs associated with the sale that generally total 3% to 5% of the total bond principal. The issuance costs offset the lower interest rate and therefore, this instrument becomes more attractive as the size of the issuance increases and the issuance costs are spread over the larger debt. It has been found that this financing option becomes financially superior as the debt principal exceeds \$10-\$12 Million.
- Prepayment of the debt can generally not be accomplished until reaching a call date, which is generally around 75% of debt retirement.
- Failure of the General Obligation Bond to be ratified by referendum could mean that the County could not go forward with an alternative approach to financing without substantially changing the scope of the project.

### **Fee in-lieu of contributions**

Under the Unified Development Ordinance (UDO), developers have an option to pay a fee in-lieu rather than dedicate open space, within conventional subdivisions. To date, this program has proven to be successful as a dedicated source of revenue that can be earmarked for park development. The County

may choose to revisit this source of revenue to study the feasibility of enhancing the fee in-lieu formula.

### **User fees/registration fees**

Communities throughout the nation employ a wide variety of user fees for public use of recreational programs and services within their recreation departments. The “amount” of the fee is usually determined by a portion of the recreation costs needed for improvements and/or operation. These user fees are typically levied for such special facilities as water parks and golf courses; however, they can also be charged for the use of trails and ball fields. Catawba County should continue to generate revenue by charging user fees for use of facilities such as picnic shelters and dog parks in order to cover operation and administrative costs. As the park system continues develop, the County should examine their fee structure to identify opportunities for additional revenue. The current user fees appear to be fair and reasonable for a majority of the County Residents. Elected officials should determine the fees and charges; however, the fees should not be so high that persons of modest income would ultimately be denied the use of park facilities.

## **7.6 PLAN ADOPTION**

The first step in implementation of the updated Comprehensive Parks Master Plan is adoption of the plan by Catawba County. By adopting the Comprehensive Parks Master Plan, the community is able to shape larger regional decisions so that they fit within the goals of the plan. The County also gives itself greater authority in shaping local land use decisions so that they achieve the goals and vision of this plan. In addition, the adoption of this 2015 Master Plan is essential in order to maximize available grant opportunities.

Among the opportunities to promote the Plan recommendations available to the Catawba County Parks Division is the opportunity to build upon an already committed and active base of residents, visitors, and enthusiasts in the area. Through their organizations, institutions, publications, and networks, Catawba County can promote the improved or new parks and greenway facilities and programs.

Second among the opportunities is the availability of the existing park facilities (amenities, programs, existing trails, etc.). Though some changes are being suggested in the short-term and a much expanded network is suggested for the long-term, the presence of an existing network provides a strong foundation from which to build. According to information received at the public forums and the park’s survey, residents desire having the parks open on a six-day schedule, along with additional park amenities and improvements.

## **Action Steps**

Upon adoption of this plan, implementation of specific recommendations can begin. Many of these will occur simultaneously and include policy and facility improvement changes. The key steps are:

- Operate the parks on a six-day schedule to allow residents to use the parks for daily wellness activities, and schools to use the parks for educational purposes.
- Once funding is restored and a six-day schedule is approved. A renovation and improvement plan for existing facilities should be created and implemented. Fifteen years is considered the effective operational life for most park amenities. Infrastructure repair and renovation should also be assessed at this point and included in the plan. During the community input sessions and from survey results, renovation and improvement of existing facilities was frequently mentioned. This was not the case in the previous Master Plan and therefore indicates a perceived need for maintenance by our patrons.
- Secure dedicated source of revenue to address the 10-year and beyond Capital Improvement Program and address the goals of the Master Plan.
- Provide staffing necessary to support and oversee the implementation of this plan and the proper maintenance and operation of the facilities that are proposed.
- Explore a mechanism to allow donations to be given to the parks for a specific purpose.
- Develop and implement educational and awareness programs such as public events and promotion of parks awareness by civic/environmental advocacy groups, which can be used to announce new park facilities and some of the upcoming projects.
- Begin working on the proposed facilities that are listed in the 10-year and beyond Capital Improvement Program. From these opportunities comes the framework for an initial implementation strategy:
  - 1) Acquiring land for future park/expansion and greenway corridors should be a high priority. It will be essential to acquire land as opportunities become available.

- 2) Use the base of park users to expand the awareness of the benefits of the Parks.
  - 3) Expand and modify the existing park system to a comprehensive, multi-use system, distributed so that it better meets the needs of the community, provides opportunities to all, and enhances the current park system.
  - 4) Coordinate efforts with the Carolina Thread Trail (CTT) to begin making the critical greenway connections between destination points that will allow for preservation of open space and offer an alternative mode of transportation.
- Ensure that park and greenway planning is integrated with other regional planning efforts at the state and local levels, as well as with long-range and current land use, schools, economic development, parks, environmental, and community planning. The following are mechanisms to achieve this action step:
    - 1) Expand local capital improvements program for yearly appropriation for greenway and park development.
    - 2) Set aside money for land acquisition, construction and maintenance of parks and greenway facilities in the annual operating budget.
    - 3) Pursue and request pedestrian/bicycle projects to be added to NCDOT TIP.
    - 4) Pursue developing and expanding existing and new partnerships.
    - 5) Apply for PARTF Grants and other related recreation grants for park projects and improvements.
    - 6) Seek other sources of revenue funding for parks and greenway improvements, such as including local assessment districts, developer exactions, etc.
    - 7) Pursue funding from other sources listed in this Section.
    - 8) Evaluate the enhancement of the existing fee-in-lieu funding formula in the Catawba County Unified Development Ordinance.

## 7.7 CONCLUSION

This Comprehensive Parks Master Plan has laid out a set of strategies for expanding/developing a safe, convenient and usable park system as reflected in the following:

- Full-time park system;
- Expansion and enhancement of existing facilities; and
- Creation of new facilities in areas of demand, including Bunker Hill, Murray's Mill, and Mountain Creek Parks.

The plan has assessed the study area, analyzed the existing facilities, received community input, developed recommendations and provided strategies for implementing the plan. The Comprehensive Parks Master Plan is a guide to be used in the improvement and enhancement of the park system for Catawba County Parks Division.

**- End of Section –**