

# **Implementation** Plan

# 6.1 Overview

The City of Prior Lake Vision System Plan, as described in previous sections, establishes the vision for the city with a list of goals, recommendations and priorities to develop a quality system meeting the needs of the community.

The extent to which this plan will be implemented depends upon taking action on this commitment. This section establishes an overall guide for the implementation process with initial baseline priorities which should continue to be evaluated and adjusted to remain in line with community sentiment and funding mechanisms available.

Strong public support and commitment by the city will be necessary to implement the vision of this plan. The plan is ambitious, yet realistic if funding mechanisms and a strong action plan are implemented and adhered to. It will require strong political leadership and a willingness to use new approaches to management, development and investment in order to leverage financial resources.



# 6.2 Implementation Approach

# A. Strategic Approach

The vast majority of the parks were initially developed 15 to 20 years ago, and in some cases, even longer. Since that time there has been a strong maintenance plan that has been keeping the parks functioning, safe and attractive, but there has been little investment dedicated to significant improvements and redevelopment of the parks.

The other factor to consider is that many parks were all initially developed within similar time frames when development was rapidly expanding the city, so they are all reaching the end of their useful life span at the same time. As the park assessments indicate, many parks are still in a fair condition, but many are rapidly approaching the time when they will fail and will need to be completely replaced.

Trails have been implemented through new housing developments and street construction projects over time, and those too are in need of more significant improvements and replacement.



While the city does not have the necessary funding mechanisms in place to fully implement the recommendations of this plan, strategic partnerships and seeking opportunities will be key considerations moving forward to make the best use of the dollars available.

An important consideration in developing an implementation strategy is that the opportunities to enhance the system are substantial and diverse. This will require setting priorities that respond to realistic limitations of resources.

The temptation to spread investment dollars too thinly across the entire system is also a major implementation consideration. Many cities feel the strategy to make small improvements across an entire system is beneficial because it gives something to everyone, but this strategy often falls short in that the investments made have little effect on the public's perception that the overall quality of the park and trail system has improved. This ultimately will leave residents with sense of unmet expectations and can result in a decrease in the perceived value of the system and feel that the value of their tax dollars has been wasted.

By focusing on raising the level of service through strategic and prioritized investments that are more significant and noticeable, the improvements will be much more impactful. Residents will feel that their tax dollar are being used wisely to their benefit and will be much more likely to continue to support ongoing efforts for funding future improvements.



#### **Sustainability**

A sustainable system threshold relates to the point to which the community is willing to support implementing the system plan to receive a desired level of benefits.

To sustain a desirable level of service, the implementation strategy must take into account the long-term commitments required beyond the initial development costs. This includes the routine costs for operations and maintenance and replacement or full redevelopment once the park or trail has reached the end of its useful life.

Given the major implications to long-term funding, the city's focus should be on providing a level of service that can be indefinitely sustained by allocating ongoing funding for parks and trails beyond standard operations and maintenance.

With 51 parks in the system, the city should ultimately be funding complete redevelopment or improvements for 2 to 3 parks per year in order to replace the parks in line with their estimated lifespan of approximately 20 years, with certain structures and buildings having longer lifespans.

Lacking this type of investment in parks previously, the city is at a point where very significant investments will need to take place just to get the system back up to a more suitable and sustainable level moving forward.





## **Prioritization Strategy**

Knowing that the realities of significant investments to implement all of the system plan recommendations will be unlikely, the city will need to prioritize strategic system initiatives.

The following table outlines a set of criteria as the basis for the prioritization process. The criteria are based on factors that influence the demand for parks, trails and recreation and are broad enough to consider the important factors, yet limited enough to be manageable for decision makers to gain consensus and take action.

Evaluation Criteria	General Description
Community Demand	Action is warranted due to identified community demand based on need assessment studies and defined trends
Recreation Program Need	Action is warranted based on current and projected city and local associations' recreation program facility demands
Redevelopment / Upgrading	<ul> <li>Action is warranted due to the following factors:</li> <li>Unsafe conditions / hazard / poor quality</li> <li>Old and at the end of its lifecycle</li> <li>Ineffective at servicing current needs</li> </ul>
Population Density Factors	<ul> <li>Action is warranted to service the needs of a specific area based on:</li> <li>Current and projected population density</li> <li>Current and projected population and demographic profiles</li> </ul>
Funding Availability	<ul> <li>Action is warranted due to:</li> <li>Funding availability for specific use</li> <li>Partnership or funding opportunity for specific development</li> </ul>
Preservation of Natural Resources	<ul> <li>Action is warranted due to:</li> <li>Protection of significant natural resources</li> <li>Lands for climate mitigation / flood control / stormwater</li> </ul>

The strategy for implementing the system plan and establishing priorities is underpinned by two primary objectives:

- 1. Developing a balanced system that offers multiple community values.
- 2. Taking advantage of opportunities as they arise.

The following identifies further implementation strategies and funding options for consideration.



# 6.3 Implementation Recommendations & Priorities

# A. System Plan Recommendations & Priorities

It is currently not known if the community would support a referendum, but even if there was support, the funding would likely not be enough to make significant improvements as recommended in this plan, especially considering the significant costs for community park developments / redevelopments. The city should identify a yearly budget for general funding to be attributed to the park improvements.

The following strategy is recommended for implementing recommendations for the park system.

- 1. <u>Maintain a dedicated staff person to manage the park, trail and recreation</u> <u>system:</u> This person would be responsible for the management of the parks, trails and recreation system and staff, budget for improvements, seek partnerships and opportunities, and act as a community liaison.
- 2. <u>Establish an initial 5-year improvement program:</u> This establishes priorities for park and trail developments, redevelopment and improvements.
- 3. <u>Prepare a master plan for high priority parks</u>: This should involve the community stakeholders and include a cost estimate and listing of priorities within each park site. Master plans should be updated no more than every ten years.
- 4. <u>Implement improvements:</u> Undertake initial park and trail improvements projects consistent with the priorities and funding available.
- 5. <u>Community awareness:</u> Implement an awareness program to identify upcoming projects and promote the investments that the city is implementing.





### **Park Prioritization**

Based on community sentiment, the park improvement priorities are as follows:

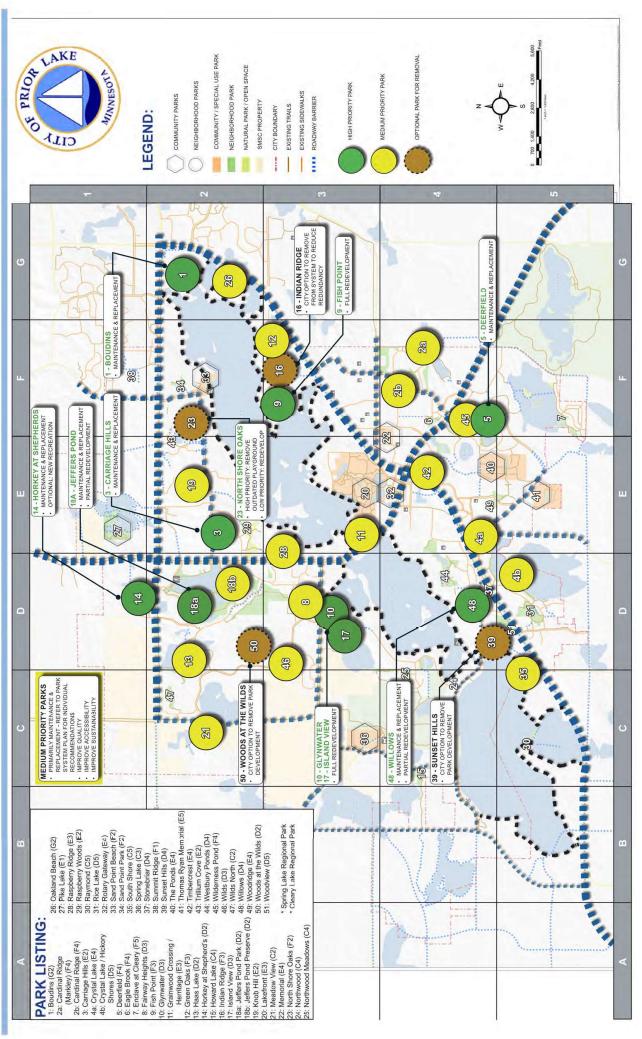
- 1. Prioritize community park improvements and developments as they serve the greater community and can generate revenue to be reinvested into the parks.
- 2. Prioritize the improvement of key neighborhood parks in each neighborhood service area that provide the greatest benefit to those within a 1/2 mile radius in terms of level of development, ability to program the park spaces, and having high populations within the service area.
- 3. Reduce redundancies in the system by providing unique, complementary, and meaningful park experiences.
- 4. Identify any regionally significant parks. Lakefront Park may be suited for regional significance which can improve grant funding opportunities if successful.
- 5. Identify lower priority parks that would have existing development phased out as amenities reach the end of their useful age and as key neighborhood parks within the same service areas are improved to ensure each of the service areas have quality outdoor recreation opportunities.
- 6. Secure future park lands in line with development and redevelopment to meet the expanding community needs.
  - a. Community Parks: Secure lands suitable for development as a community park with a minimum of 20-30 acres per site and a total goal of 80-100 acres. Community parks to contain programmed athletic facilities and also passive recreation opportunities with spaces for gatherings and celebrations.
  - b. Neighborhood Parks: Secure lands suitable for development as neighborhood parks with a mixture of active and passive spaces to be a gathering space meeting diverse user groups. Parks should be a minimum of 3 acres of developable land with up to 10+ acres for larger sites containing programmed athletics or containing a larger amount of natural resource spaces not suitable for development.

The following maps identify the various park priorities developed at the time of this plan.

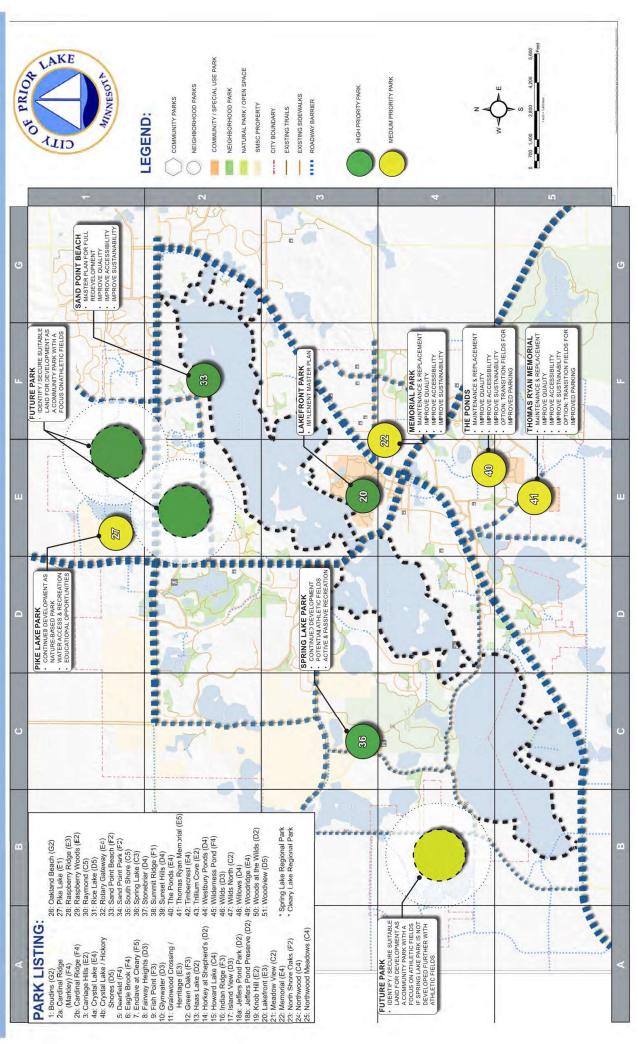
- <u>Neighborhood Park Priorities:</u> Illustrates high priority park improvements in green, medium priority park improvements in yellow, and parks for optional consideration for removal from the park system in brown.
- <u>Community Park Priorities:</u> Illustrates high priority park improvements in green and medium priority park improvements in yellow.
- <u>Park Search Areas:</u> Illustrates potential locations where future neighborhood and community parks should be considered in line with development.



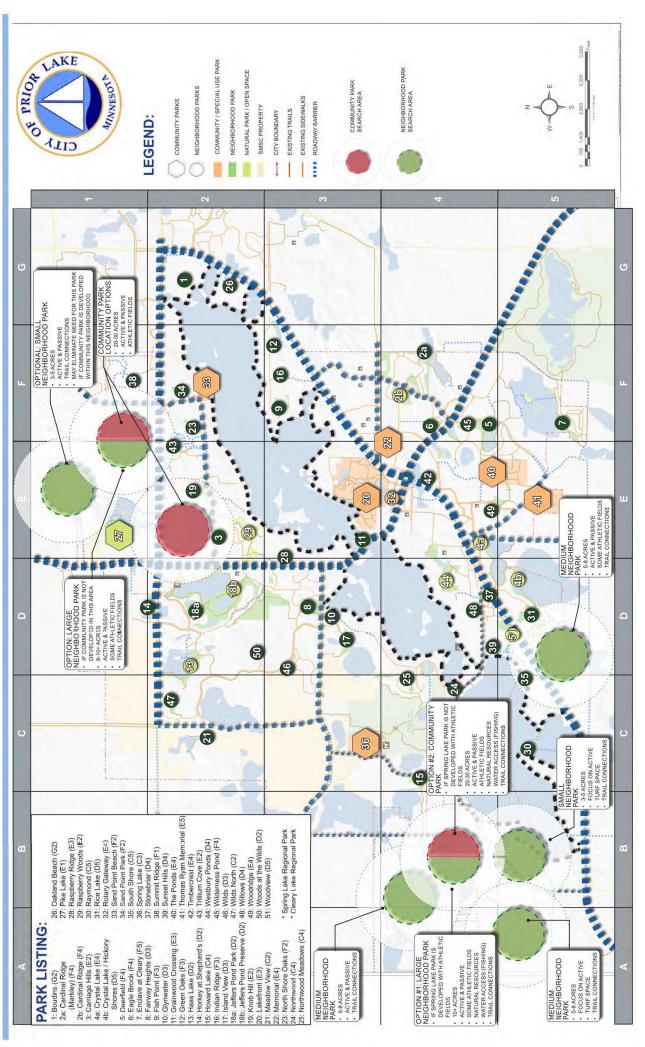












The following tables outline the estimated park improvement costs based on 2023 estimates, the needs analysis for the community, and focused on providing balanced access to quality recreation across the community. The estimates are based on a high-level planning effort intended to provide a budgetary figure and assume all work would be completed by a contractor through a public bid process. Estimates do not account for actual site conditions or other assumptions as identified in the recommendations. Estimates do not account for inflation, anticipated to range from 2-3% yearly.

Each park is categorized by priority based on a strategic guideline with corresponding costs which may be further broken down by priority for specific improvements. The table does not identify the actual phasing approach.

Priorities were established based on the following parameters:

- Aging, poor or unsafe condition currently
- Park noted as key park serving a higher number of residents, children, or underserved populations
- Park improvements help balance recreation across the community
- Park suitable for programming
- Park is able to provide unique feature or destination experience
- Park is able to meet community-wide demands

Priorities are described as follows:

- L = Low Priority
- M = Medium Priority
- H = High Priority

Priority Level	Park Name	Park #	L = Estimate	M = Estimate	H = Estimate
	Community Parks	-			
н	Lakefront	20			\$20,000,000.00
L	Memorial	22	\$1,656,200.00		
м	Pike Lake	27			
H	Sand Point Beach	33			\$15,000,000.00
н	Spring Lake	36			\$20,000,000.0
м	The Ponds	40	\$900,000.00	\$1,519,000.00	
м	Thomas Ryan Memorial	41		\$4,823,000.00	
	TOTALS	-	\$2,556,200.00	\$6,342,000.00	\$55,000,000.00



Priority Level	Park Name	Park #	L = Estimate	M = Estimate	H = Estimate
	Neighborhood / Special Use I	Parks			
H	Boudins	1			\$245,500.0
м	Cardinal Ridge A	2a		\$623,000.00	
м	Cardinal Ridge B	2b		\$160,000.00	
н	Carriage Hills	3	e		\$550,000.0
м	Crystal Lake / Hickory Shores	4a/4b		\$1,043,000.00	
н	Deerfield	5			\$502,000.0
L	Eagle Brook	6	\$15,000.00		
L	Enclave at Cleary	7	\$7,600.00		
м	Fairway Heights	8		\$167,000.00	
н	Fish Point *1	9			\$819,000.0
Ĥ	Glynwater	10			\$603,400.0
м	Grainwood Xing/ Heritage	11		\$455,000.00	
м	Green Oaks	12		\$523,000.00	
м	Haas Lake	13		\$1,701,000.00	
н	Horkey at Shepherds	14			\$646,800.0
L	Howard Lake	15	\$426,000.00		
L	Indian Ridge *1	16	\$565,000.00		
н	Island View	17	\$469,000.00	_	\$313,000.0
н	Jeffers Pond & Preserve	18a/18b		\$1,000,000.00	\$1,792,000.0
м	Knob Hill	19		\$641,200.00	
м	Meadow View	21		\$368,600.00	
L	North Shore Oaks *1	23	\$446,000.00		
L	Northwood	24	\$182,000.00		
ι	Northwood Meadows	25	\$10,000.00		



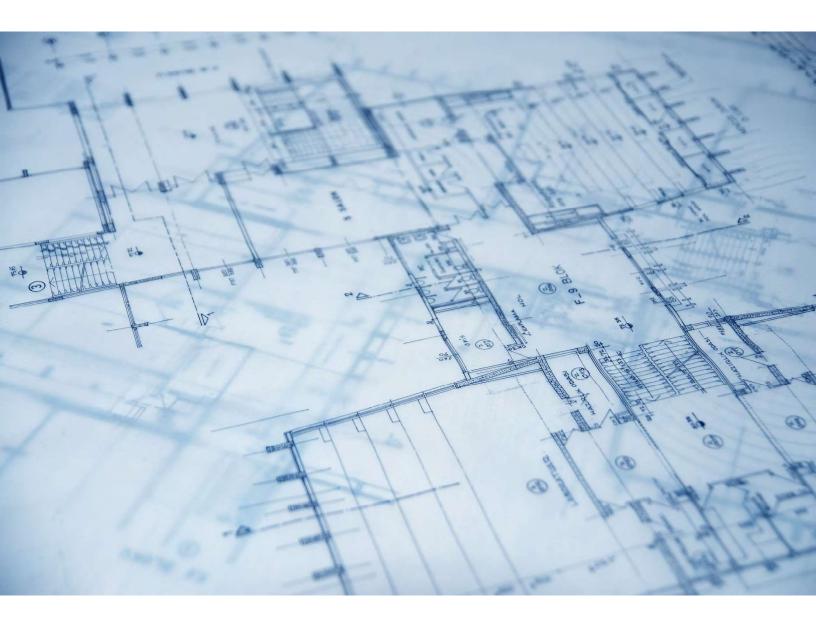
Priority Level	Park Name	Park #	L = Estimate	M = Estimate	H = Estimate
м	Oakland Beach	26		\$339,000.00	
м	Raspberry Ridge	28		\$668,500.00	
L.	Raspberry Woods	29	\$210,000.00		
L	Raymond	30	\$343,000.00		
1	Rice Lake	31	\$92,200.00		
t.	Rotary Gateway	32			
t	Sand Point Park	34	\$848,400.00		
м	South Shore	35		\$417,200.00	
L	Stonebriar	37	\$20,000.00		-
L	Summit Ridge	38			
L.	Sunset Hills *1	39	\$150,000.00		
м	Timbercrest	42		\$662,200.00	
L	Trillium Cove	43			
L	Westbury Ponds	44	\$805,000.00		
м	Wilderness Pond	45		\$368,200.00	
м	Wilds	46		\$1,145,200.00	
ι	Wilds North	47	\$88,000.00		
н	Willows	48			\$816,200.0
ı	Woodridge	49	\$536,200.00		
L	Woods at the Wilds *1	50	\$15,000.00		
L.	Woodview	51			
1	TOTALS	1	\$5,228,400.00	\$10,282,100.00	\$6,287,900.00



Additionally, new community and neighborhood park costs will have to be factored into the above estimates, whether it includes construction costs, land acquisition costs, or both.

Without a plan to work from for the development of new parks, similar projects in terms of scale for a small to medium neighborhood park may roughly cost \$600,000 to \$800,000, while a medium to large neighborhood park may roughly cost \$800,000 to \$1.5 million, depending on the ultimate size, programming, available utilities, and site conditions.

Due to the high variables of community parks, it is recommended that estimates for future community parks be developed as part of a master plan or feasibility design process.





## **Trail Priorities**

Based on community sentiment, the trail improvement priorities are as follows:

- 1. Prioritize primary trail connections (fill in gaps) and those that can be implemented with road improvement projects or with joint partnerships.
- 2. Beyond high priority gaps, prioritize trail improvements (resurfacing, seal-coating and replacement) over new trail development. This includes boardwalks and pedestrian bridges along the trail routes that are also in need of replacement.

The following tables outline the potential costs for high priority gap connections based on 2023 estimates.

Trail Segment	Trail Description	Trail Length (miles)	Cost
1	Barrier separated bituminous on-street trail on north side of Hwy 13 & retaining walls. Egan Dr to Boudin Street SE and Rustic Rd SE to Oakland Beach Ave SE	0.82	\$2,500,000
2	Bituminous trail on north side of Hwy 13 150 <sup>th</sup> St SE to Fish Point Road	0.79	\$850,000
3	Bituminous trail on north side of Hwy 13 Fish Point Road to Eagle Creek Ave (CSAH 21)	1.30	\$4,100,000
4	Pedestrian Bridge A along 160 <sup>th</sup> St SE (CSAH 44) from St. Paul Ave to Main Ave South	0.10	\$2,180,000
5	Bituminous trail on North side of Hwy 13 from roundabout to Anna Trail SE	0.37	\$882,000
6	Bituminous trail between Eagle Creek Ave SE (CSAH 21) and Credit River Rd from Adelmann St (trail stops here currently) SE to Revere Way intersection and A concrete sidewalk from Markley Ct SE to Credit River Road	0.65	\$490,000
7	Bituminous trail on north side of Eagle Creek Ave SE (CSAH 21) from Revere Way to Texas Ave (CR 27)	1.03	\$010,000
8	Bituminous trail on west side of Revere Way from Eagle Creek Ave SE (CSAH 21) to 180 <sup>th</sup> St E and Bituminous trail on north side of 180 <sup>th</sup> St E from Revere Way to existing trail	1.24	\$2,500,000
9	Bituminous trail along north side of 180 <sup>th</sup> St E to Mushtown Rd and Bituminous trail along west / south side of Mushtown Road from 180 <sup>th</sup> St E to trail at Lone Pine Ct	0.61	\$500,000
10	Bituminous trail along north side of Hwy 13 from Stonebriar Cir SW to Fairlawn Ave (CSAH 81)	0.86	\$3,600,000



Trail Segment	Trail Description	Trail Length (miles)	Cost
11	Bituminous trail along north side of Hwy 13 from Fairlawn Ave (CSAH 81) to Vergus Ave	1.12	\$3,550,000
12	Bituminous trail along north side of Hwy 13 from Vergus Ave to Marschall Rd (CR 17)	0.99	\$2,750,000
13	Regional Trail Route: Bituminous trail along Marschall Rd (CR 17) from Country Trail E to city limits	0.81	\$1,000,000
14	Regional Trail Route: Bituminous trail along Marschall Rd (CR 17) from city limits to 170 <sup>th</sup> St E (CR 12)	0.39	\$800,000
15	Concrete sidewalk along north side of Cougar Path NW between existing trail segments and Bituminous trail on north side of 140 <sup>th</sup> St NW (CR 42) from Shepherd's Path NW to Eagle Creek Ave NE (CSAH 21)	0.50	\$400,000
16	Concrete sidewalks along Raspberry Ridge Rd NE, following along Hidden Pond Trl SE and also along Appaloosa Trl NE	0.28	\$460,000
		Total:	\$26,572,000

# **B. Funding Options**

The availability of funding to implement the system plan will have a direct impact on the level of improvements and development that can be undertaken.

#### Local Level

The Park Dedication Fund provides funding for parks as long as community development continues to occur. Any controls imposed on the extent or rate of development allowed within the city will limit the revenue generated under this fund. In cases where land is taken in lieu of fees, the fund balance for park development is further reduced. This reality underscores the need for the city to regularly review its park dedication policy relative to park needs and land values while remaining fair and in general alignment with similar communities.

Park dedication policies should also be reviewed to ensure consistency to meeting the actual needs of the city in terms of the type of land dedicated, as outlined in the Park System chapter. The following is an overview comparison of the current park dedication ordinance for Prior Lake in comparison to similar or adjacent cities. Overall, Prior Lake is similar in terms of land dedication percentages and cash-in-lieu amounts for residential development though a differing multifamily cash-in-lieu amount was not established. Prior Lake ranks lowest for cash-in-lieu amount for commercial or industrial developments, in some cases almost half as much as other cities.



City	Residential Land Dedication / Cash-in-Lieu	Multifamily (Cash-in-Lieu)	Trail Dedication	Commercial Industrial Land Dedication / Cash-in-Lieu
Prior Lake	10% / \$3,750 per unit	\$3,570 per unit	None	10% / \$9,000 per acre
Chanhassen	10% / \$5,800 per unit	\$3,800 per unit	Trail donation, easement, construction or cash in lieu.	10% / \$12,500 per acre
Chaska	10% / \$3,845 per unit	\$1,768 per unit	\$261-\$427 per residential unit or \$1,768 per acre of commercial or industrial	7-10% / \$11,128 per acre
Savage	10% / \$3,842 per unit	\$3,842 per unit	None	7% / \$8,937 per acre
Shakopee	10% / \$5,340 per unit	\$2,225-\$4,450 per unit	Trail donation, easement, construction or cash in lieu.	10% / \$9,500 per acre
Burnsville	Population formula / \$3,000 per unit	\$3,000 per unit (varies based on land value)	None	5% / \$9,250 per acre (varies based on land value)

Even with periodic adjustments to the park dedication fees, the fees alone will not be adequate to fund the system plan to an optimal level. When a city is dedicated lands, they then need to fund the actual development which for a standard neighborhood park usually ranges from \$600,000 at the lower end to over a million dollars, depending on the site programming. If the city receives funds in lieu of lands, it is generally not enough to fully develop a new neighborhood park so phasing of park development occurs. The phasing of development can also lead to dissatisfaction in the system when it can take anywhere from 5 to 10 years to fully develop a park and at that time, many of the facilities are in need of repair. New residents in particular get very frustrated when the new park they were promised is finished after their kids have become teenagers.

Realistically, residents will have equal responsibility to bear the costs of developing or improving the system through local taxes. Practically, the CIP will have to be relied upon to a greater extent for funding portions of the system plan.

The city also has the option of undertaking a local referendum to provide initial capital for system improvements, however this varies in terms of success and cannot be relied upon as the only mechanism for making system plan improvements.



Additional mechanisms for funding exist, though to varying success and the willingness for a city to seek out these mechanisms. The following table provides a brief overview of various types of funding sources typically available to local governments.

Funding Source	General Description	Cost Share
Bonding	General obligations bond and revenue bonds provide funding for new development and redevelopment / improvements.	N/A
Federal Transportation Funds	The Federal Government allocates monies each year for alternative forms of transportation, which includes bicycle trails that focus on transportation.	20%
State Aid Funds	Generally used for pedestrian and bicycle improvements on state aid roadways.	N/A
LCCMR, Legacy Fund, and Similar Grants	The State of Minnesota annually allocates funds for park acquisition and development projects which meet recreational needs identified by the State Comprehensive Outdoor Recreation Plan. The Legacy Amendment Fund has emerged as a legitimate potential funding source for projects of regional or state-wide significance.	Varies
DNR Outdoor Recreation Grant	Funds to acquire parkland or develop / redevelop outdoor facilities. Cities, counties, townships, and tribal governments are eligible. Grants can average from \$35,000 - \$65,000 and up to \$350,000.	50%
Historical and Cultural Heritage Grants	Supports history programs and projects, and significant historical and cultural resources, interpretive programs, etc. Small grants under \$10,000 are awarded 4x per year and grants over \$10,000 are awarded 1x per year.	0%
MRPF New Initiative Grant Program	Must be a member of the MRPF and must have a sponsoring government agency or non-profit organization. Meant to allow agencies to try new programs that have a state-wide impact and may not be in their budget allocations. Maximum \$4,000	50%
Fees and Enterprise Funds	Minnesota statute allows cities to prescribe and provide for the allocation of fees for the use of any city park or other unit of the city park system, facilities, rental fees, etc. Generally limited funds.	N/A
Utility and Franchise Fees	Franchise fees are included on the monthly bill that customers receive from utilities. The fee can be a flat amount or a percentage of the monthly bill. Implemented through ordinance.	N/A
Donations, Liquor and Gambling	Donations relates to cash donations, gifts, volunteerism, and professional services donated to the park for planning, acquisition, or development purposes. Specified proceeds from gambling and liquor sales are dedicated to parks and trails.	N/A
NRPA & Trust for Public Lands	Provides planning grants and technical assistance to help cities improve access to high quality parks within a 10-minute walk	



### Partnerships

Strong partnerships will be necessary to help supplement funding and promote further investment into the system improvements. It can also identify project champions and funding opportunities. Some identified partners include:

- 1. <u>Prior Lake-Savage School District:</u> shared use, funding and maintenance opportunities of school sites and parks to benefit programming.
- 2. <u>Athletic Associations</u>: partnerships for funding and maintenance of athletic fields, programs and future developments.
- 3. <u>SMSC</u>: partnerships for funding and securing lands for trails, connectivity, programming, natural resource management, athletics, and fitness.
- 4. <u>Business Community</u>: potential sponsors and business enterprises in parks.
- 5. <u>Scott County</u>: partnerships for trail systems, wayfinding and outdoor recreation.
- 6. <u>State of Minnesota DNR</u>: grants for outdoor recreation and sometimes will provide fishing piers and educational components.
- 7. <u>Watershed District:</u> natural resources and habitats, sometimes will be partners for boardwalks and educational components.
- 8. <u>MnDOT:</u> trail and pedestrian systems timed with road improvement projects.
- 9. <u>Adjacent Townships</u>: future park developments, potential athletic complex, trail systems, etc.

Although there are numerous funding and partnerships available, they can only be counted on for supplementing local sources. Ultimately it will be up to the local citizens to decide the value that they put on the parks, trails and recreation in the community and support funding them accordingly.



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