KEISER PARK

MASTER PLAN UPDATE

TOWN OF WINDSOR

FEBRUARY 2024

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CHAPTER 1

THE PROJECT

In re-imagining the 2008 Master Plan, the Keiser Park Master Plan Update provides a new path forward for the Town of Windsor. This chapter summarizes the planning process and outlines the primary features of the Keiser Park Master Plan Update document.

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EXECUTIVE SUMMARY

The Keiser Park Master Plan Update re-imagines the 2008 Master Plan to provide the Town of Windsor (Town) with a community-derived and implementable plan that guides decision-making and outlines funding opportunities for future improvements at the park. This plan seeks to celebrate the unique cultural, historical, and natural assets of the park through the redesign of several park sections that will benefit the Town for generations to come.

Keiser Park is a beloved public space for the community. This 34-acre park is the largest community park in Windsor and currently features sports facilities, picnic areas, a playground, a dog park, an oak tree grove, and more. The park also hosts numerous community events throughout the year, including the Kaboom fireworks festival held annually on the 3rd of July.

In 2008, the Town approved the Keiser Park Master Plan that incorporated three phases of development to improve the park (Appendix A). In 2011, Phase One of the 2008 Master Plan was built, which includes the three diamond fields, basketball courts, playground, and picnic area in the northern half of the park along Windsor River Road. Phases Two and Three of the 2008 Master Plan were never realized. In 2022, the Town acquired several properties along Keiser Park's eastern edge, expanding the park by almost five acres and requiring additional planning to incorporate these new areas into the park's future.

PROJECT PURPOSE

The purpose of the Keiser Park Master Plan Update was to create a community-driven guide for future enhancements to the park. The resulting Master Plan Update is a forward-looking document that studies the existing park site and context, analyzes the results of the extensive community engagement process, presents a comprehensive preferred site design, and recommends an implementation strategy for the future of Keiser Park. This plan aims to:

- Update the 2008 Keiser Park Master Plan
- Incorporate the acquired park expansion properties
- Vet previous concepts of the Aquatics Complex and Gym/Community Center
- Consider multi-purpose use of the site, such as disaster preparedness, response, and recovery
- Locate proposed facilities and investigate costs, funding mechanisms, and project partners
- Summarize existing environmental review efforts and outline a strategy for moving forward

VISION

"PROVIDE THE TOWN OF WINDSOR WITH A COMMUNITY-DERIVED AND IMPLEMENTABLE PLAN THAT GUIDES DECISION-MAKING AND OUTLINES FUNDING OPPORTUNITIES FOR FUTURE IMPROVEMENTS OF KEISER PARK."

GUIDING PRINCIPLES

Guiding principles for the project build upon the goals in the 2030 Parks and Recreation Master Plan, adopted on June 7, 2017. The Parks and Recreation Master Plan Update presented 11 goals for the Town that support living well and getting outside, promote walking and rolling, and encourage play. The guiding principles for the Keiser Park Master Plan Update are:

- Expand opportunities for active living/participation (PRMP Goal 1 & Goal 5)
- Integrate ongoing public input and participation in planning and design (PRMP Goal 1 & Goal 7)
- Close the gap on walkable/bikeable park access (PRMP Goal 1 & Goal 3)
- Provide for a variety of experiences (PRMP Goal 1 & Goal 4)
- Meet the needs of the community (PRMP Goal 2)

DESIGN PROCESS

The Master Plan Update was developed over a period of two years. During that time, an extensive community outreach process occurred, inviting local stakeholders and community members to discuss their priorities and preferences for an expanded Keiser Park. Outreach activities were held both virtually and in person to reach a diverse array of participants who provided critical feedback to guide the planning and design process. Meetings were held with the Windsor Unified School District (WUSD), the Parks and Recreation Commission and staff, and the Windsor Town Council to develop a design concept and master plan vision that is tailored to the needs of the Windsor community. As a result of this comprehensive outreach approach, a preferred site design emerged which proposed several key features such as an Aquatic Center, a Recreation Center, multi-purpose sports fields, a nature playground, a pump track, and an amphitheater.

In December 2023 and January 2024, the Keiser Park Master Plan Update was presented to the Parks and Recreation Commission and the Windsor Town Council respectively.

IMPLEMENTATION

This project is proposed to be constructed in phases so that improvements may be implemented as funding becomes available. The top priority is the implementation of the western parcel which has been designated as the “green phase.” The subsequent phases may be done simultaneously or any order. The green phase (initial phase) includes the development of the Aquatic Center and Recreation Center, and is considered high-priority by the community and the Windsor Parks and Recreation Department. The additional phases include the construction of the northern parcel with the pump track and nature playground, and the eastern parcel which includes the multi-purpose sports field and the Oak Grove. An estimated cost sheet is provided in this document and takes into consideration 30% contingency costs and 20% soft costs.

DOCUMENT OVERVIEW

This Master Plan Update is organized into five chapters. Each chapter builds upon the prior, culminating in the design and implementation strategy for the expanded Keiser Park.

CHAPTER 1: THE PROJECT

The first chapter acts as the executive summary and introduces the project. It provides a general overview of the Keiser Park Master Plan Update, including its vision, guiding principles, design process, and implementation strategy.

CHAPTER 2: THE SITE

The second chapter provides a summary of the site and its history, along with an in-depth examination of its existing uses and conditions.

CHAPTER 3: THE COMMUNITY

The third chapter describes the community engagement process, detailing the outreach activities and input gained from the Windsor community. Following the first round of engagement, three schematic alternatives for the park were developed for community review in the second round. This community-oriented outreach process helped support the preferred site design proposed in the Keiser Plan Master Plan Update.

CHAPTER 4: THE PARK

The fourth chapter explains and illustrates in detail the preferred site design, including the proposed Aquatic Center, Recreation Center, amphitheater, sports facilities, nature playground, parking, infrastructure, and general park amenities.

CHAPTER 5: THE PLAN

The fifth and final chapter outlines projected costs, phasing strategies, and funding opportunities for implementing the Keiser Park Master Plan Update. This chapter additionally provides an overview of the environmental review approach for the recommended improvements at the site.

APPENDICES

The appendices include documentation on the 2008 Keiser Park Master Plan schematic design, the outreach process and results, the proposed Recreation Center building plans, the potential costs and revenue from the community facilities, the 2008 Environmental Impact Report, and a memorandum outlining the anticipated environmental review approach.

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CHAPTER 2

THE SITE

This chapter details the context, background, and existing conditions of Keiser Park. It provides relevant history of the park's expansion and previous planning efforts.

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ABOUT THE TOWN

Keiser Park is located in the Town of Windsor (Town) in Northern California. Nestled between the vast agricultural land and rolling hills of Sonoma County, Windsor is approximately 60 miles north of San Francisco and 10 miles north of Santa Rosa.

Settlers were first recorded in Windsor around 1851, including a man named Henry Bell who purchased 160 acres of land that eventually encompassed site where the Town now stands. People came to Windsor from all over the United States, as well as Scotland, Ireland, England, Germany, and France making early Windsor a unique blend of people and cultures.

The Town was officially established four years later in 1855 when Hiram Lewis, a pony express rider for the county, named the community "Windsor" presumably after the area's pastoral beauty which reminded him of the grounds surrounding Windsor Castle in his native England. In the years that followed, the Town continued to grow as the railroad, Redwood Highway (now U.S. Route 101), and U.S. Army Base (now Sonoma County Airport) were introduced to the community.

Windsor was primarily an agricultural area throughout most of the 1900s, with wine grapes, hops, and prunes as the primary crops. In the early 1980s, the Town's population and economy grew rapidly as housing development boomed and new families and businesses arrived in the area. Windsor was formally incorporated on July 1, 1992. Today, Windsor has a population of approximately 25,789 and spans about 7.3 square miles.

Figure 2-1: Sonoma County and the Town of Windsor

ABOUT THE PARK SITE

Louis B. Keiser Community Park (Keiser Park) is the oldest and largest community park in the Town of Windsor. It is located across from Windsor High School and a half-mile from the Cali Calmecac Language Academy, the Windsor Town Hall, and the Windsor Town Green. Primary access to the park is from Windsor River Road, approximately one mile from the intersection with U.S. Route 101 (Redwood Highway). In June 2023, the Sonoma-Marin Area Rail Transit District (SMART) was awarded funding to complete a rail system and bicycle/pedestrian pathway extension to Windsor, including a future SMART passenger rail station, less than a half-mile from Keiser Park. The extension will add 3.1 miles of bicycle/pedestrian facilities, 4 miles of rail track, and rail crossing improvements by 2025. The SMART extension project is expected to bring many people to Windsor from the greater Sonoma County region.

Figure 2-2: Keiser Park location

SITE HISTORY

Keiser Park is named in honor of Louis B. Keiser, an immigrant from Switzerland who came to Windsor in the 1920s and is known for planting trees and flowers in a local park. Keiser Park was later developed by Sonoma County Regional Parks in cooperation with the Windsor Lions Club. In the late 1970s, the Windsor Lions obtained a $94,000 federal grant to purchase land and construct the first park in the region. The original 20 acres of Keiser Park were constructed with much volunteer labor. The park was partially inherited when the Town incorporated in 1992.

In 2004, a feasibility study was conducted for an aquatic facility, which indicated community support for a public pool and identified Keiser Park as a favorable location. In 2008, the Keiser Park Master Plan was adopted by the Town. It included an aquatics center and a recreation center (Figure 2-3). Phase One of the 2008 Master Plan was constructed in 2011 (roughly 14 acres). Over the past decade, the Town has investigated financing options for Phases Two and Three (the aquatic and recreation centers), including a proposal from the Lytton Tribe to fund construction. As of September 2023, the Town is considering multiple financing options to expand Keiser Park.

Figure 2-3: 2008 Master Plan site concept

EXPANDING THE PARK

Since its inception in the 1970s at 20 acres, Keiser Park has continued to grow. The site today encompasses almost 34 acres after the Town and WUSD acquired several adjacent parcels over the past two decades (see Figure 2-4).

In 2002, the Town acquired 6.81 acres to expand the park. This land was purchased with the assistance of a matching grant from the Sonoma County Agricultural Preservation and Open Space District (Sonoma County Ag + Open Space), which placed the land under a conservation easement. The Town purchased an additional one-acre parcel added to the park site in 2004. The 2008 Master Plan included this land in the park design and it was developed as part of Phase One.

In 2021, the Town acquired approximately two acres of property along the eastern side of the park. In 2022, the Town acquired an additional 2.55 acres, also known as the Wall Street property. Again, the Town utilized matching grant funding from Sonoma County Ag + Open Space to purchase land, resulting in the 2.55-acre Wall Street property falling under a conservation easement. The 2021/2022 acquisitions have been a Town goal since the mid-2010s, formalized in both the General Plan and the 2030 Parks & Recreation Master Plan adopted in 2017. Concurrent with the Town's purchase of the properties mentioned above, WUSD acquired 0.94 acres abutting both Keiser Park and Windsor High School.

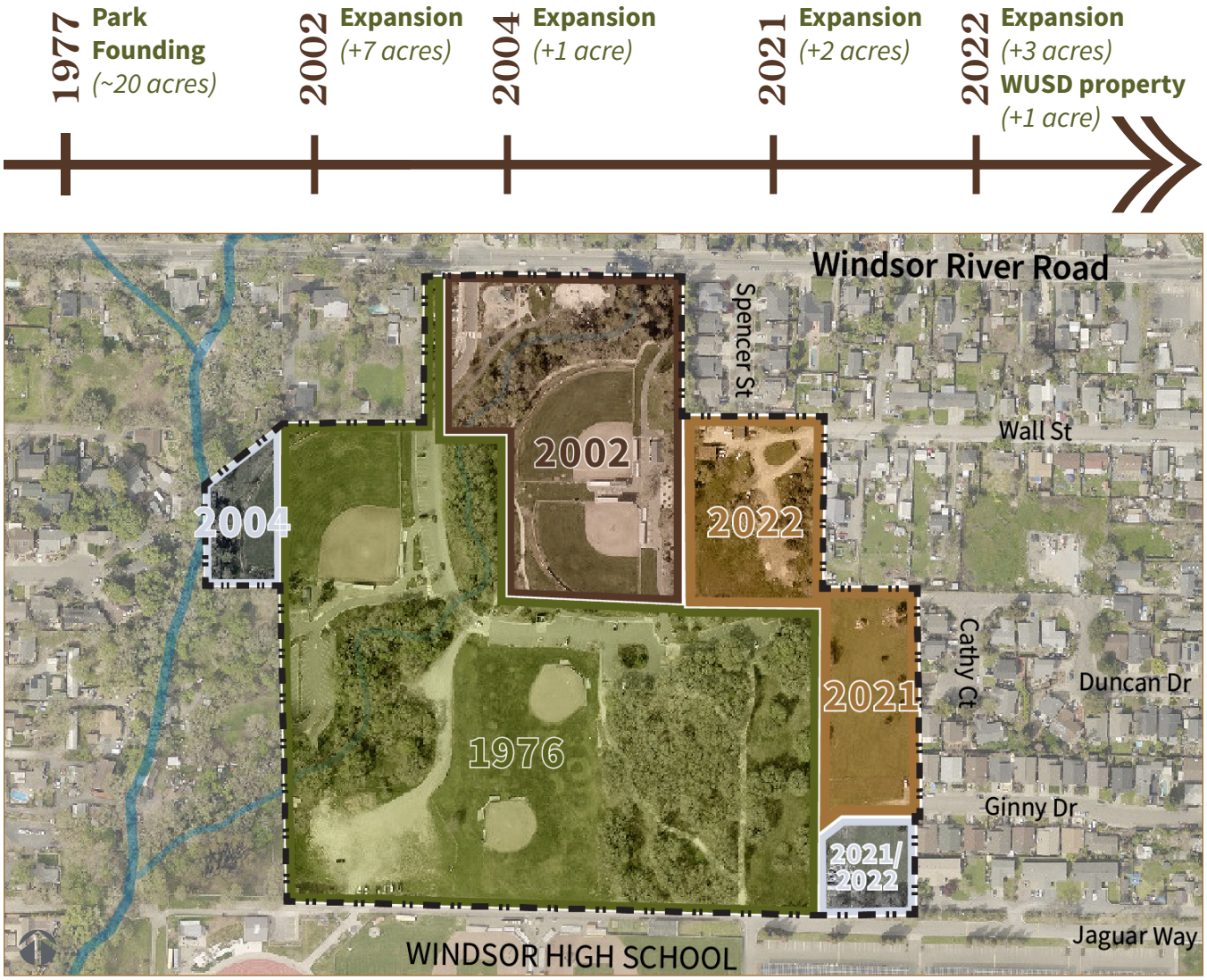

Figure 2-4: The expansion of Keiser Park

ABOUT THE PARK USE

Keiser Park offers a balanced mix of programmed, active spaces and natural, passive spaces. On any given day, the park is used by a variety of residents and visitors to connect with nature, participate in sports, or gather with friends and family.

The park is programmed by the Town of Windsor's Parks & Recreation Department with numerous community events throughout the year, including sports activities and other public events hosted by local organizations. The largest event held at the park, in terms of attendance, is the annual 3rd of July fireworks.

The park is home to an oak grove, a natural creek, a dog park, a playground, sports fields and courts, picnic areas, and other features. Details about existing park amenities are outlined in the section below.

THE PARK TODAY

Keiser Park is a blend of highly programmed spaces in the northern portion of the site and less structured spaces in the southern portion of the site (Figure 2-5).

EXISTING PARK FEATURES

Keiser Park features a variety of formal amenities for active use and informal amenities for passive use. Figure 2-6 identifies the existing amenities, including diamond and multi-use sports fields, basketball courts, playgrounds, picnic areas with barbecues, an off-leash dog park, a network of walking paths, restrooms, and a concession stand. The park is well-known for the Oak Grove in the southeastern area of the site.

Figure 2-5: Keiser Park today

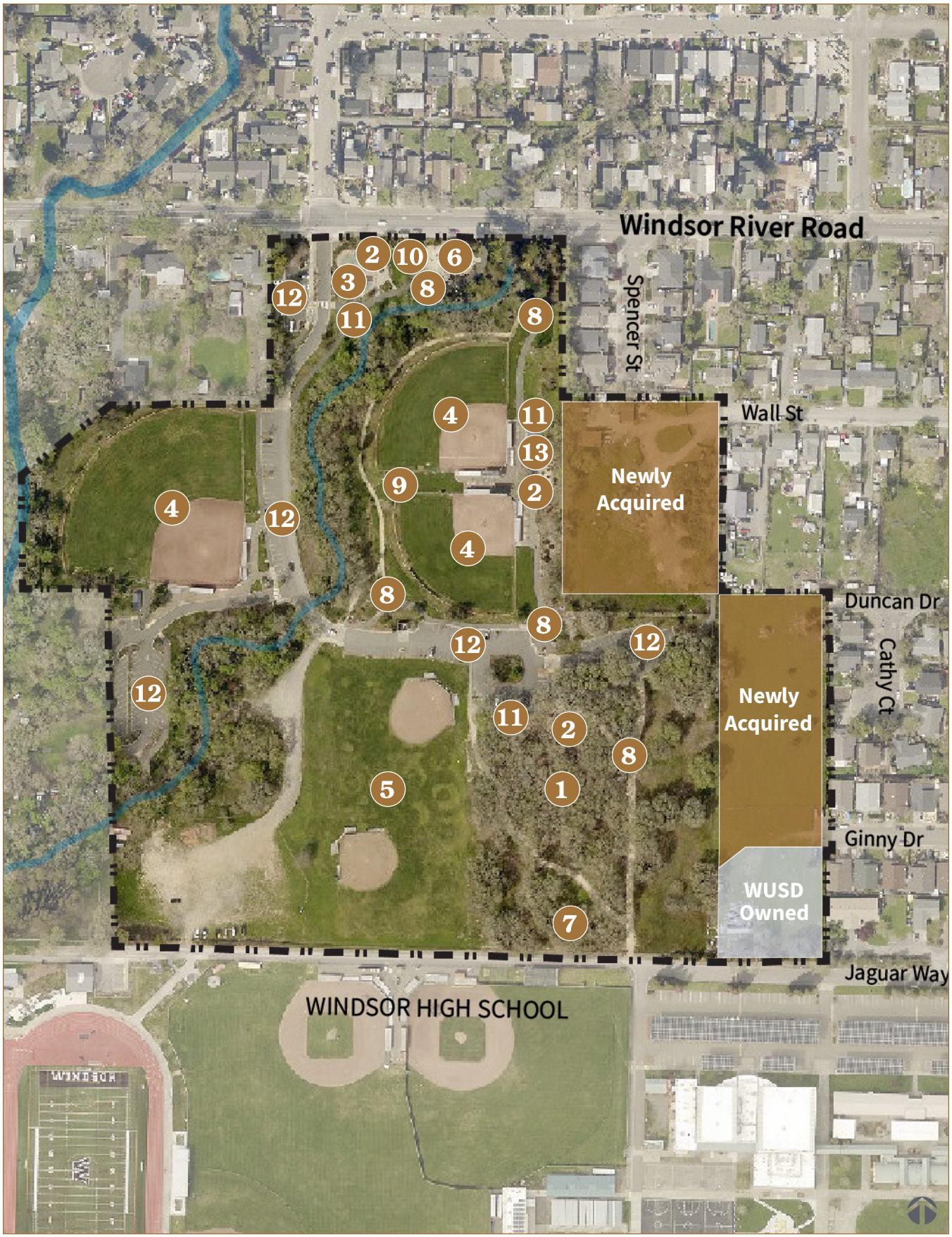

Figure 2-6: Keiser Park existing amenities

1. OAK GROVE
2. PICNIC AREAS
3. PLAYGROUNDS
4. DIAMOND SPORTS FIELDS
5. MULTI-USE SPORTS FIELD
6. BASKETBALL COURTS
7. DOG PARK
8. WALKING PATHS
9. FLAGPOLE
10. PUBLIC ART
11. RESTROOMS
12. PARKING
13. CONCESSION STAND

OAK GROVE

The trees in the Oak Grove were planted prior to 1942. As such, the mature tree canopy creates a beautiful area dappled with sunlight and moss-covered trees. Currently, the Oak Grove is home to walking paths, a dog park, and the largest picnic area in the park. It also features a raised platform stage with a ramp, handrails, and ground-level concrete pad for the audience. The Oak Grove is a beloved park feature.

PICNIC AREAS

There are two small picnic areas located between the basketball courts and playground by the main entrance. Both areas have a grill and one has a water fountain. Another picnic area is located near the concession stand and a water fountain east of the side-to-side diamond fields. The largest picnic area is in the northern portion of the Oak Grove, with several pockets of tables and grills, most notably adjacent to the stage. All picnic areas have nearby trash receptacles.

Image 2-2: Picnic area in the Oak Grove

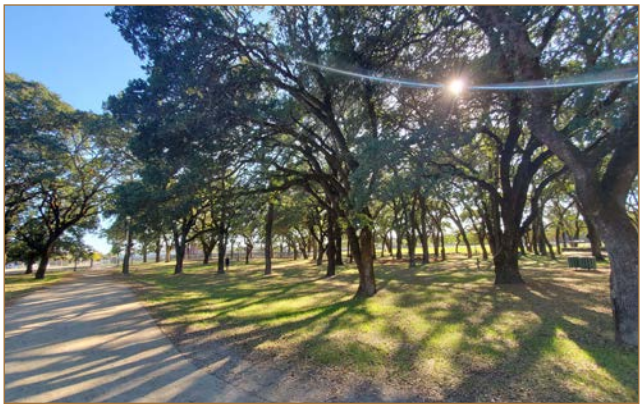

Image 2-1: Oak Grove

Image 2-3: Picnic area near the playground

PLAYGROUNDS

There are two play structures and multiple independent play elements located in the northern portion of the site. The playground structures are designed for 2-5 year olds and 5-12 year olds. There are benches and other seating types oriented towards the play area. These playgrounds were constructed in 2011 as part of the Phase One implementation of the 2008 Master Plan.

DIAMOND SPORTS FIELDS

There are three multi-use diamond sports fields in the northern portion of the park. These fields were constructed in 2011 in Phase One implementation of the 2008 Master Plan. Each field is a different size; the western field has 90-foot bases, furthest north is a 70-foot base field, and the central field has 60-foot bases.

MULTI-USE SPORTS FIELD

In the southern central portion of the site is a multi-use sports field. The area is lawn with two backstops. It is large enough for rectangular sports fields as well. This field pre-dates the 2008 Master Plan and has remained in the same configuration since the mid-1980s.

BASKETBALL COURTS

There are two back-to-back half size basketball courts in the northern portion of the site. These courts were constructed in 2011 as part of the Phase One implementation of the 2008 Master Plan.

DOG PARK

An off-leash dog park was added to Keiser Park in late 2022. The 12,000-square-foot fenced area is within the southern area of the Oak Grove. The dog park includes both small dog and large dog areas with seating.

Image 2-7: Dog park

Image 2-4: Playground

Image 2-5: Diamond sports field

Image 2-6: Multi-use sports field

Image 2-8: Basketball courts

WALKING PATHS
The walking paths around the park are paved (concrete, asphalt, pavers) or unpaved (decomposed granite). Paths connect to all park features in the northern part of the site. In the southern part of the site, unpaved paths are less formalized, meandering through the Oak Grove.

FLAGPOLE
A flagpole is located between the two adjacent diamond sports fields. This flag pole is dedicated to the late W. Jared Parker, son of past Windsor Mayor Warin Parker (see Image 2-10).

PUBLIC ART
“Slice” is a steel sculpture by artist Robert Ellison that was placed in the park adjacent to the basketball courts in 2018.

RESTROOMS
There are three restroom facilities in the park. A single stall structure is located at the northern end of the park near the playground and basketball court. There is a multi-stall restroom east of the back-to-back diamond sports fields. A multi-stall restroom is located in the center of the park near the large picnic area under the Oak Grove.

PARKING
There are multiple parking areas located in proximity to all park features. There are three lots: one by the playgrounds and park entrance, one south of the largest diamond field, and one north of the Oak Grove. There are also stalls located along the vehicle route through the park. Parking often overflows into an informal dirt lot in the southwestern portion of the site, close to the Windsor High School stadium.

CONCESSION STAND
The restroom structure adjacent to the side-to-side diamonds sports fields is also used for concessions during sporting events.

BIKE RACKS
There are bike racks located throughout the site, associated with adjacent park features and near all restroom structures.

Image 2-9: Walking path through Oak Grove

Image 2-10: Flagpole plaque

Image 2-11: Public art installation

Image 2-12: Restroom and concession stand

Figure 2-7: Programmed active and passive zones

ACTIVE AND PASSIVE ZONES

The park has a blend of passive and active zones as shown in Figure 2-7. Passive areas occur mostly in the southern portion of the site and include the creek and Oak Grove, along with the accompanying walking paths, picnic areas, and dog park. The active zones include the sports fields, basketball courts, and playground, which are located in the northern portion of the site.

ACCESS AND CIRCULATION

Primary access to Keiser Park is along the northern boundary off Windsor River Road (Figure 2-8). Pedestrians, bicycles, and vehicles can enter the park from this point. It is the formal entrance to the park. The Windsor River Road entrance leads into the park's internal road that connects to the parking lots and provides circulation for vehicles and bikes. There are several parallel parking stalls along Windsor River Road by the park entrance. An unpaved road connects the center of the park to the informal dirt lot, sometimes used by the high school as additional parking, in the park's southwest corner.

The southern boundary of the park has two entrances open to pedestrians only. The southeastern entrance is accessed via Jaguar Way and has a pedestrian gate that is closed during school hours. The southwestern entrance connects to Starr Creek Trail via an undeveloped high school access road. The vehicle gates for the access road are closed to the public and used for maintenance or special events. The eastern edge of the park has a pedestrian and bicycle entrance at the terminus of Wall Street only. There is no access along the park's western edge.

There are numerous walking paths throughout the park. All elements at the site are accessible. Paved paths are concrete, with dirt paths along the seasonal creek, in the Oak Grove, and connecting to the dog park. When pedestrian paths cross the interior vehicle road, the pavement is marked to identify the crosswalk with zebra stripping or a raised crosswalk in an alternate material. Bike racks are placed strategically throughout the park.

Figure 2-8: Access and circulation

Figure 2-9: Views and sightlines

VIEWS AND SIGHTLINES

Views and sightlines are shown in Figure 2-9. In this context, sightlines are hypothetical unobstructed lines within the park that allow a visitor to see objects in the distance, while views are the points in which visual observations of the park can be made from the outside looking in. Views and sightlines were identified to understand the park's visual experience, which impacts safety, wayfinding, and aesthetics.

There are clear views into the park along Windsor River Road, from which the public art installation, playgrounds, basketball courts, a parking lot, and a picnic area can be seen. Trees buffer all views into the park along the western edge. There are minimal views into the park where Wall Street, Duncan Drive, and Ginny Drive terminate at the park's eastern boundary. Windsor High School has views into the multi-use sports field and informal dirt lot along the portions of chain link fence on Jaguar Way that are not obscured by climbing vegetation. Major sightlines within the park stretch across the sports fields and parking lots, as well as the open space in the newly acquired area to the east.

Figure 2-10: Water and topography

WATER AND TOPOGRAPHY

As shown in Figure 2-10, a seasonal creek bisects Keiser Park and connects to a tributary of Starr Creek. The restored creek area is home to mature oak trees and other riparian flora. The park topography is generally flat. The seasonal creek is the park's lowest point at 105 feet. The north and east sides of the park rise to 115 feet. Portions of the newly acquired land on the eastern boundary have elevations closer to 120 feet.

LIMITED CHANGE AREAS

Specific areas of Keiser Park are critical to the park's identity and should remain intact. Figure 2-11 on the following page shows these areas that were removed from consideration for development early in the planning process or were identified as limited change areas.

Limited change areas include the improved Phase One portion of the park, which includes the playgrounds, basketball courts, diamond sports fields, picnic areas, and associated paths, parking lots, and access roads built in 2011 as part of the 2008 Master Plan. The Oak Grove was also identified as a limited change area, due to the fact that it is a beloved area of the park held in high regard by the community.

Two conservation easement overlay areas are on parcels purchased in part with grant funding from Sonoma Ag + Open Space, which limits development to protect natural resources. The western conservation easement overlay area was part of the Phase One improvements and is therefore a limited change area. The eastern conservation easement overlay area represents a newly acquired parcel that was not part of the Phase One improvements and was not identified as a limited change area. As a result, this parcel was considered for improvements as part of the Master Plan Update; however, a mature oak tree was identified and will remain in place.

Lastly, the areas immediately adjacent to the intermittent stream bisecting the park were not considered for development as part of this Master Plan Update for environmental conservation purposes.

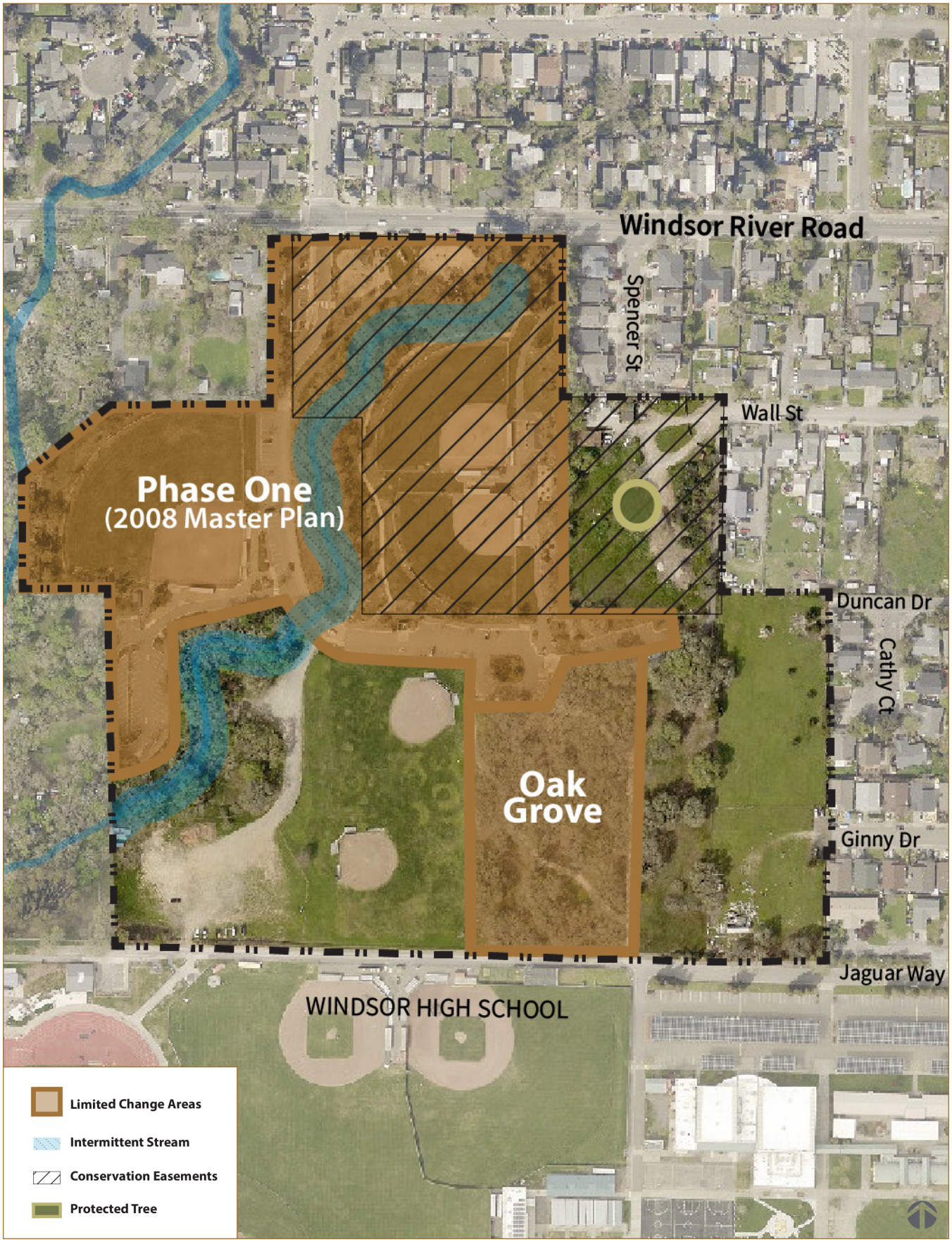

Figure 2-11: Areas to preserve

ABOUT THE PARK CONDITIONS - SWOC ANALYSIS

The strengths, weaknesses, opportunities, and constraints (SWOC) analysis is an organizational framework for understanding the existing conditions of a site. The SWOC guided the concept design process by celebrating strengths, resolving weaknesses, building upon opportunities, and working within constraints.

STRENGTHS

The park is popular for its balance of passive and active zones, offering a diverse range of recreational opportunities. The large size of the park enables large events and sports games to happen simultaneously. Some portions of the park, such as the Oak Grove, are well-utilized and the community desires that they remain undeveloped. A major strength of the park is that it is highly used by the community and a major destination for events and recreation.

WEAKNESSES

Access and circulation are a weakness of the park. There is only one point of egress for vehicles that becomes congested during high visitor traffic. The internal circulation road terminates at a dead-end parking lot, making it difficult to turn around.

OPPORTUNITIES

The informal dirt lot and multi-use field in the southwestern corner are opportunities for improvement. This area is relatively large, adjacent to the high school, well connected to the existing circulation network, and does not fall under the existing conservation easement. Additionally, the newly acquired land in the eastern side of the park is an opportunity to expand park programming and activities. The new property has the potential to integrate with the rest of the park while providing a new and unique experience for visitors.

CONSTRAINTS

As previously discussed, portions of the park have been identified as limited change areas that will not be redeveloped. Any improvements in the conservation easement overlay area must be carefully planned to ensure consistency with the terms of the easement. The park design must preserve existing mature trees where feasible and prevent impacts to the creek.

Image 2-13: Strength: Oak Grove

Image 2-14: Opportunity: Newly acquired land

Image 2-15: Constraint: Mature oak

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CHAPTER 3

THE COMMUNITY

Community engagement is essential to a successful park Master Plan. This chapter summarizes outreach methods, public participation, and community themes and priorities that emerged from the input collected during the engagement process.

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COMMUNITY ENGAGEMENT

The success of the Keiser Park Master Plan Update relies on the involvement of community members to shape the project's vision, goals, and priorities. Community engagement is a pivotal component of this project to ensure that the final plan accurately and holistically represents the Town of Windsor and its diverse residents.

Hundreds of community members representing a mixed range of ages and ethnicities participated in public outreach efforts and provided input to shape the Keiser Park Master Plan Update. Residents engaging in outreach activities were excited about the development of Keiser Park and eager to share their opinions in conversations with the project team and in survey responses.

In general, the community engages in a wide variety of activities at Keiser Park and wants any future updates to represent a range of inclusive uses, including organized and unorganized, social and physical, passive and active, to best serve the entire community. Key priorities for Keiser Park were focused on providing engaging play opportunities and flexible recreation spaces, preserving the natural environment, enhancing the connection to the high school, and improving pedestrian and vehicular circulation through the park.

Figure 3-1: Round 1 Survey Question 4, Most Liked Features

OUTREACH PROCESS

The goal for outreach during the early stages of the project was to identify specific key topics for consideration, such as:

- Issues with the current park
- Perceived unmet recreation needs
- Ideas for the future of park development, facilities, links, and programs

Initial outreach (Round 1) for the Keiser Park Master Plan Update was conducted between April and early July 2022 via in-person and virtual methods to provide varied and convenient options to get involved. Engagement forums included stakeholder meetings, pop-up events, and an online survey to gather input from a broad range of the Town's population.

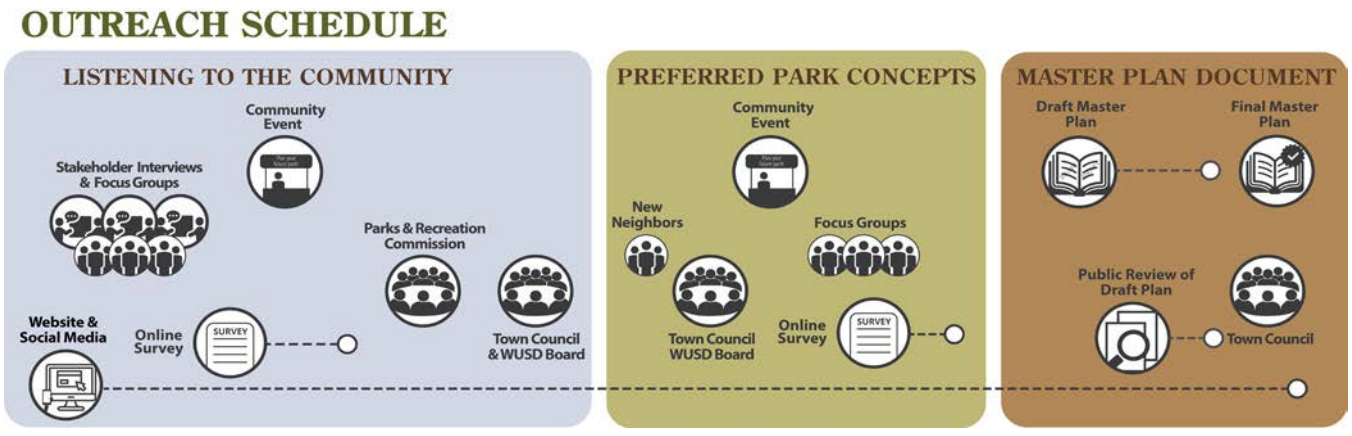

Figure 3-2: Outreach schedule

A second round of outreach and engagement (Round 2) occurred in January and February 2023 to ask the community for feedback on park design concepts for the expanded Keiser Park. Outreach occurred in-person and online, utilizing different formats and event types to engage the community to develop the proposed concept ideas into a preferred design for the expansion of Keiser Park. Engagement forums included a community design charrette, Parks and Recreation Commission webinar, and online survey to gather community response and guidance on the park design.

Outreach materials and results are included in Appendix B.

PROMOTION AND PROJECT AWARENESS

To promote the project and opportunities for public input, a broad range of communication tools and formats were used, including digital and print media. Promotional efforts and materials featured project-specific branding to create a cohesive, recognizable presence for the community.

PROJECT WEBSITE

A project website was available for the entire project lifespan. The website functioned as a source of general project information, library for project documents and data, and to announce upcoming outreach events and opportunities. Throughout the project, the website was updated with project information, outreach results and summaries, and past presentations.

SOCIAL MEDIA

The Town social media profiles broadcast announcements for upcoming Keiser Park outreach events and input opportunities.

EMAIL CAMPAIGNS

Email campaigns were sent to Town subscribers and all project subscribers to announce upcoming outreach events and input opportunities.

BANNERS AND FLYERS

Project banners and flyers were used to increase awareness of the project and announce community engagement opportunities. For the duration of the project, multiple banners were hung on the fences of the newly acquired property to expand Keiser Park.

POSTCARDS

A postcard was used to inform adjacent neighbors about outreach for the expansion of Keiser Park closer to their residences.

Figure 3-3: Social media graphic for Round 2 outreach

Image 3-1: Banner at Keiser Park

OUTREACH METHODS

FOCUS GROUPS

Focus group meetings provided an opportunity for the project team to speak with the community in small group settings.

Outreach for the Keiser Park Master Plan Update included virtual focus group meetings with over 25 people to discuss their parks and recreation uses and interests. Participants provided input on a variety of topics including athletic facilities, education spaces, social areas, recreation programs, and impact of park development on the adjacent neighborhood.

- **Windsor Unified School District Board of Trustees Facilities Committee.** April 15 and August 19, 2022
- **Community Center Programming.** April 18, 2022
- **Aquatics.** April 21, 2022
- **Sports Groups.** April 28, 2022
- **New Neighbors.** November 10, 2022

POP-UP AT COMMUNITY EVENTS

Pop-up booths at community events employ a "go to them" approach by raising awareness about the project and offering interactive, in-person information-gathering activities. In addition to gathering important input from the public, pop-up events also help increase participation in other engagement opportunities, such as the community survey and events later in the project process.

Outreach for the Keiser Park Master Plan Update included three pop-ups at large public events in the Town. Over 150 event attendees of all ages visited the booths, reviewed visual materials, engaged in conversations with the project team, and provided input about the park.

- **Summer Nights on the Green.** June 9, 2022
- **El Mercadito de Windsor.** June 10, 2022
- **Windsor Farmers Market.** June 12, 2022

Pop-up participants were asked to vote for their favorite current park features and to prioritize spending for the construction of specific park amenities at Keiser Park. Participants also identified the most desired amenities for a Recreation Center and an Aquatic Center.

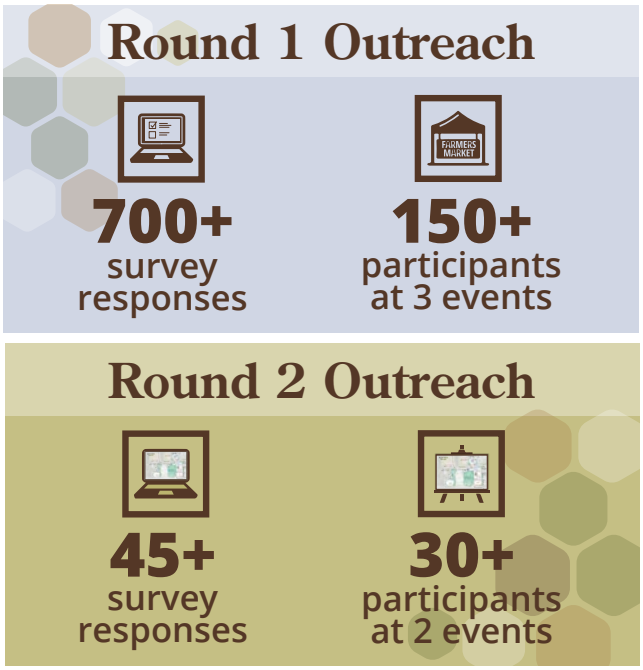

Figure 3-4: Outreach participation totals

Image 3-2: Voting with dots at Farmers Market Pop-Up

Image 3-3: Youth intern at Farmers Market Pop-Up

COMMUNITY DESIGN CHARRETTE

February 4, 2023. Approximately 25 attendees reviewed a summary of project progress to date as well as three park design alternatives for Keiser Park. Following the presentation, participants were divided into five small groups for an interactive park design activity. Four of the five groups included a mix of adults and youth, including elementary and high school students. During the group activity, key park elements, such as Aquatic Center, Recreation Center, multi-use fields, and parking, were placed in various locations on a site map using cut-out pieces. Group members collaborated to identify design challenges and provide potential solutions for the park.

Image 3-4: Design charrette at the Bluebird Center

WEBINAR

February 8, 2023. A webinar was held to present the park design concepts and gather community feedback towards a preferred design. In this online session conducted during a Parks and Recreation Commission meeting and open to the public virtually, participants learned about prior community engagement efforts and key findings, reviewed design inputs that guided concept development, and provided feedback on three design concepts for Keiser Park.

The meeting was attended by five Parks and Recreation Commission members and four community members. Polls were conducted to solicit feedback on important factors for the design, desired elements for the Conservation Area at the northeast corner of the park, and desired locations for an Aquatic Center and sports fields. Attendees were also polled to select their favorite design alternative for the park.

ONLINE SURVEY

- **Round 1.** June 2 through July 5, 2022
- **Round 2.** January 25 through February 28, 2023

The purpose of a community survey is to gather broad-based input on a range of topics important to Keiser Park. An online format allows people to participate on their own time while still providing valuable feedback on the project. Surveys for the Keiser Park Master Plan Update were promoted on flyers, signs, banners, social, media, and the project website to raise community awareness and boost participation. Surveys were conducted virtually and with hard copies (Round 1) available for the public at the Town Offices.

The first survey for the Keiser Park Master Plan Update collected data on the community's likes, dislikes, needs, and wants in terms of park and recreation amenities. After indicating visiting patterns and favorite current park features, community members were asked to rank potential new amenities at Keiser Park in the order they should be built and prioritize spending for the construction of park amenities. Survey participants also identified the most desired amenities for a Community Center and an Aquatic Center. Over 700 responses were received from youth, adults, and seniors.

A second survey called the Online Feedback Forum was conducted during Round 2 to ask the community for feedback on three park design concepts that were generated from initial community input. Participants were asked to identify the most favorable aspects of each design concept, specifically the locations of various park features and amenities, and then select an overall favorite concept. Over 40 responses were received.

COMMISSION AND COUNCIL PRESENTATIONS

Parks and Recreation Commission Meetings

- **September 14, 2022.** Attended by six Commissioners, three members of the Town staff, and public participants. The purpose of this presentation was to provide the Commission with a report on the Keiser Park Master Plan Update project, present Round 1 outreach findings, and allow an opportunity for feedback.
- **February 8, 2023.** Attended by six Commissioners, two Town staff members, and public participants. Presented in conjunction with the Round 2 webinar, this session included a review of project progress to date and an introduction of three concept design alternatives for Keiser Park. Attendees had an opportunity to provide comments on the design options and answer poll questions about the locations of park amenities.
- **June 14, 2023.** Attended by seven Commissioners, four Town staff members, and public participants. After receiving a status report on the project, including Round 2 outreach findings, participants reviewed and provided a recommendation to the Town Council on the preferred site design.

Town Council and Windsor Unified School Board Joint Meetings

- **September 29, 2022.** Attended by five School Board Trustees, four members of the Town Council, one member of the Town staff, and public participants. The purpose of this presentation was to provide a report on the project, present Round 1 outreach findings, and allow an opportunity for feedback.
- **June 26, 2023.** Attended by three School Board trustees, three Council members, one Town staff member, and public participants. This presentation included a summary of the project and shared the preferred site design for comment.

Town Council Meeting. December 7, 2022. Attended by four Council members, one member of the Town staff, and public participants. After receiving a status report on the project's progress to date and reviewing preliminary site designs, Council members and public attendees provided feedback to assist in the development of concept design alternatives.

Windsor Unified School Board Meeting. December 15, 2022. Attended by five School Board Trustees and one Town staff member. This presentation included a report on the project and an opportunity to review and comment on several concept design alternatives.

COMMUNITY THEMES (ROUND 1)

During the initial round of outreach, the community provided input on park visiting habits, favorite current features, and ideas for the future of Keiser Park. According to outreach responses, the community enjoys the wide variety of recreation opportunities currently offered at Keiser Park and wants to see expanded options offered in the future. The updated Keiser Park should serve all ages and abilities and include amenities that support health and fitness, social interaction, and an appreciation of nature. Top amenities requested were an Aquatic Center, a Recreation Center, multi-use paths, picnic areas, sports fields, and a destination playground.

Community input from this round was organized into six broad community themes to guide the concept design alternatives. These community themes represent community goals and desires for the future of Keiser Park.

SOCIAL AND PHYSICAL

According to Round 1 outreach results, social and physical activities, such as attending a special event, walking dogs, using the playground, or participating in sports were primary reasons community members visit Keiser Park. When considering options for the park's future, the community strongly desires new facilities that encourage social and physical activities. An Aquatic Center with lap pool and water play, a Recreation Center with fitness and teen spaces, sports fields, playgrounds, and picnic areas all received significant support.

Figure 3-5: Round 1 Survey Question 2, Top 5 Reasons to Visit

Image 3-5: Lap pool

Figure 3-6: Round 1 Data, Teen Center

Image 3-6: Oak Grove

CONNECT WITH NATURE

Engaging with nature is an important activity for users of Keiser Park. During the outreach process, many community members indicated they "love the space and trees" and go to Keiser Park to "connect with nature and friends." Outreach participants voted walking trails and the Oak Grove the two most liked park features. Multi-use paths were identified as a significant priority for future park improvements, and the community supports enhancing the park's natural features to foster a peaceful and scenic park environment.

PLAY IS POPULAR

Play is a priority for the Keiser Park community. Play-based activities (playground, organized sports, and informal sports) are the reason most respondents visit Keiser Park. According to outreach results, the playground was the third most liked feature at Keiser Park, and when participants were asked to identify desired new features for the park, playground amenities and sports facilities ranked highly. For the future Keiser Park, respondents wished to see a combination of informal play areas, including nature and water play features, and dedicated spaces for organized sports activities, such as baseball, soccer, basketball, and swimming. An Aquatic Center was the top community choice to prioritize for both building and spending on Keiser Park improvements, and the community prefers one that includes play elements. Two of the most desired features of an Aquatic Center were water slides and a water play structure.

Figure 3-7: Round 1 Survey Data, Walking Trails

Figure 3-8: Round 1 Survey Data, Aquatic Center

Figure 3-9: Round 1 Survey Data, Sports Fields

BALANCE PASSIVE AND ACTIVE

According to community input, Keiser Park should offer a balance of passive and active park amenities. Outreach participants offered overwhelming support for active features like lap swim and water play, as well as recreational sports and unstructured play. Passive park elements, such as walking trails, picnic areas, a community garden, and a dog park were also identified as very important to the community. Through multiple input methods, the community expressed a desire for Keiser Park to maintain its peaceful atmosphere, open spaces, and natural beauty, while also adding new park elements and recreation opportunities that meet the needs of more active users.

Figure 3-10: Round 1 Data, Water Play Features

> *Kei[s]er Park is a lovely place to spend time because it is clean, peaceful and feels safe.*
>
> SURVEY RESPONSE

> *Keep it available for baseball and kids sports.*
>
> SURVEY RESPONSE

TOP 5 HIGHEST RANKED NEW AMENITIES TO BUILD AT KEISER PARK

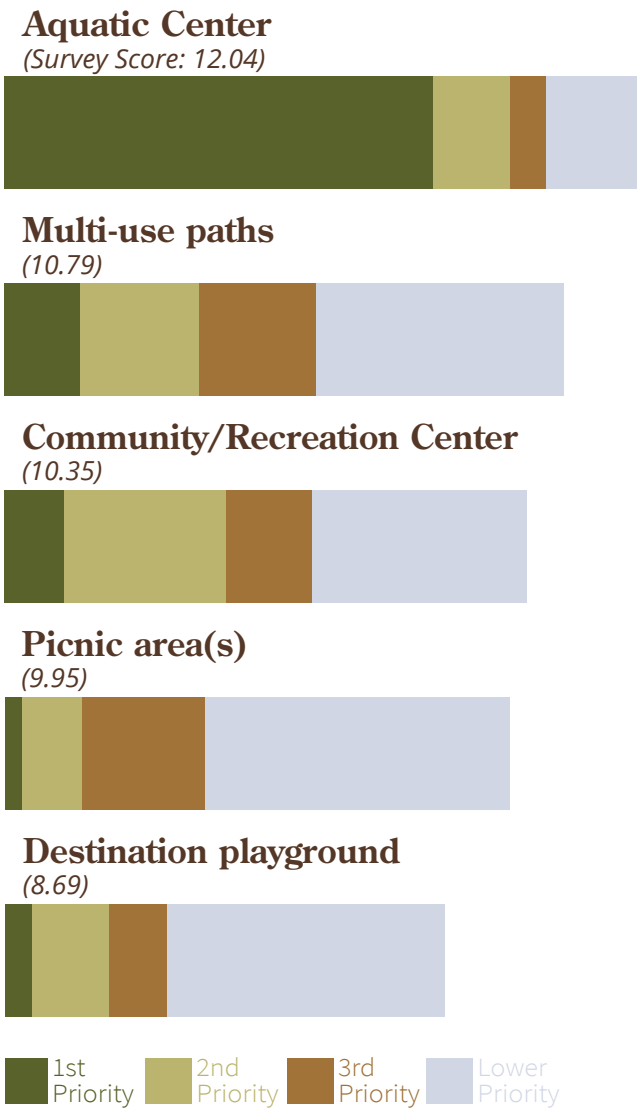

Figure 3-11: Round 1 Survey Question 5

> *I am absolutely thrilled at the thought of a community pool and splash pad type of place!*
>
> SURVEY RESPONSE

Image 3-7: Aquatic recreation for older adults

SAFE, CLEAN, AND WELL-MAINTAINED

Community members polled during Round 2 outreach preferred safe, clean, and well-maintained public facilities at Keiser Park. Multiple write-in survey responses praised Keiser Park for feeling like a safe place for people across a range of age groups. Community members who commented want the Town to ensure that future amenities and spaces in the park are highly visible, well-lit, and regularly cleaned and maintained.

DIVERSE AND ALL-INCLUSIVE

The community is interested in a diverse array of recreation pursuits at Keiser Park. According to many outreach responses, future park amenities should be inclusive to people across a variety of age groups, abilities, and interests. Amenities for youth, teens, and seniors were noted as community needs. Numerous outreach participants requested all-inclusive park amenities, including play areas for people with disabilities. The community also indicated a desire to keep park amenities easily available, open to the public, and affordable to use; for example, an Aquatic Center should have ample public swim opportunities and not just be for teams or competitions.

PRELIMINARY SITE DESIGN (ROUND 2)

Preliminary site designs were developed using Round 1 community input and taken back to the community for feedback. The feedback collected during Round 2 provided guidance to identify priorities and create a preferred site design for Keiser Park.

Based on the important factors identified by the community during initial engagement, concept alternatives were designed to preserve park features such as the beloved Oak Grove and to include an Aquatic Center, a Recreation Center, multi-use pathways, nature areas, play amenities, sports fields, social gathering areas, event spaces, enhanced vehicular access, and parking to support the diversity of park uses. Three distinct concept designs—Activated Edges, Creek Engagement, and Central Programming—presented several of these key park elements in different locations and configurations on the site.

DESIGN ALTERNATIVES

The developments proposed in the design concepts focused primarily on the southwest, central, northeast, and eastern areas of the park. In the second round of outreach, the community was asked to provide feedback on the three concepts and select one concept as preferred.

CONCEPT: ACTIVATED EDGES

The Activated Edges concept featured a new Aquatic Center and Recreation Center located along the eastern edge of the park, new multi-use sports fields in the center of the park, new nature play and performance areas at the northeast corner of the park, and enhanced vehicular access via Jaguar Way. The design also included flexible outdoor events spaces, gathering nodes, picnic areas, and expanded parking.

CONCEPT: CREEK ENGAGEMENT

The Creekside Engagement concept featured an Aquatic Center and Recreation Center located in the southwest corner of the park adjacent to the creek, existing diamond fields in the center of the park, new multi-use fields at the eastern edge of the park, and new nature play, picnic and garden areas at the northeast corner of the park. The design also included flexible indoor/outdoor events spaces, gathering nodes, expanded parking, and drop-off areas.

> ***The placement of parking near residential areas is troublesome.***
>
> SURVEY RESPONSE (ACTIVATED EDGES)

> ***Love the flow of traffic throughout the park.***
>
> SURVEY RESPONSE (ACTIVATED EDGES)

> ***I think the multi-use playing fields next to the residential homes is the most respectful.***
>
> SURVEY RESPONSE (CREEK ENGAGEMENT)

> ***There is too much shade in that area for the pool. It'll be over shaded in the afternoon and not great for swimming.***
>
> SURVEY RESPONSE (CREEK ENGAGEMENT)

Image 3-8: Picnic area

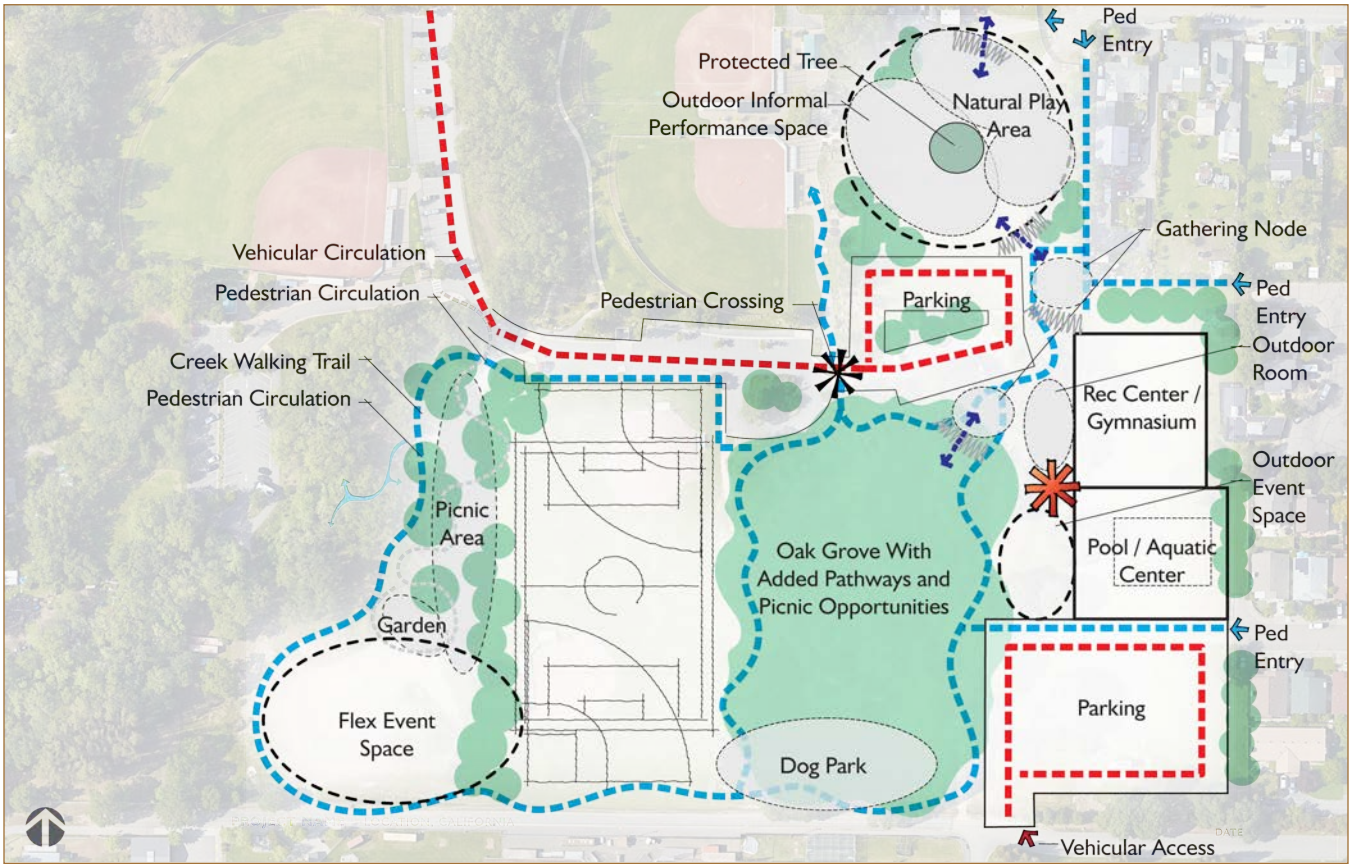

Figure 3-12: Concept #1 - Activated Edges

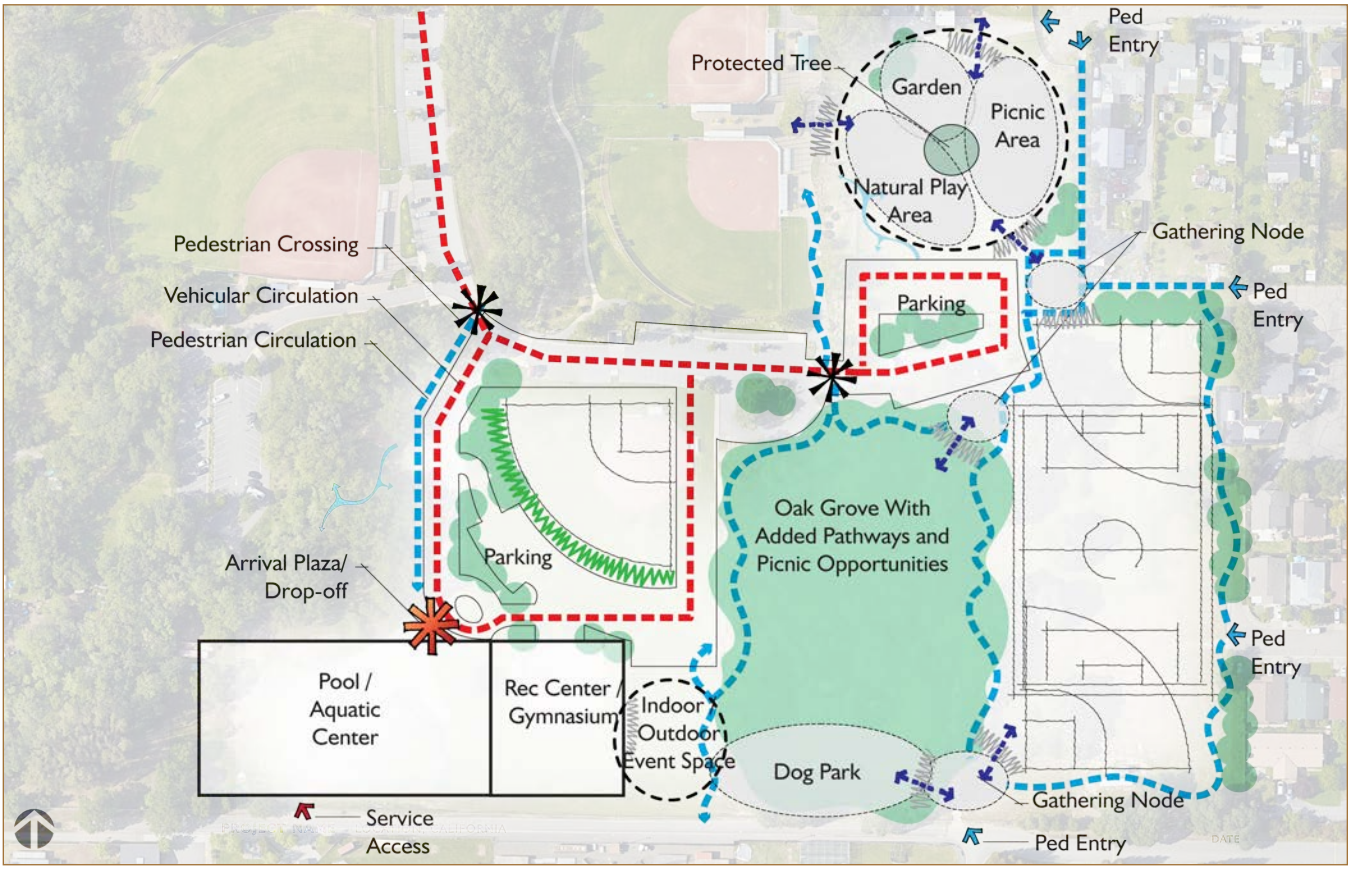

Figure 3-13: Concept #2 - Creek Engagement

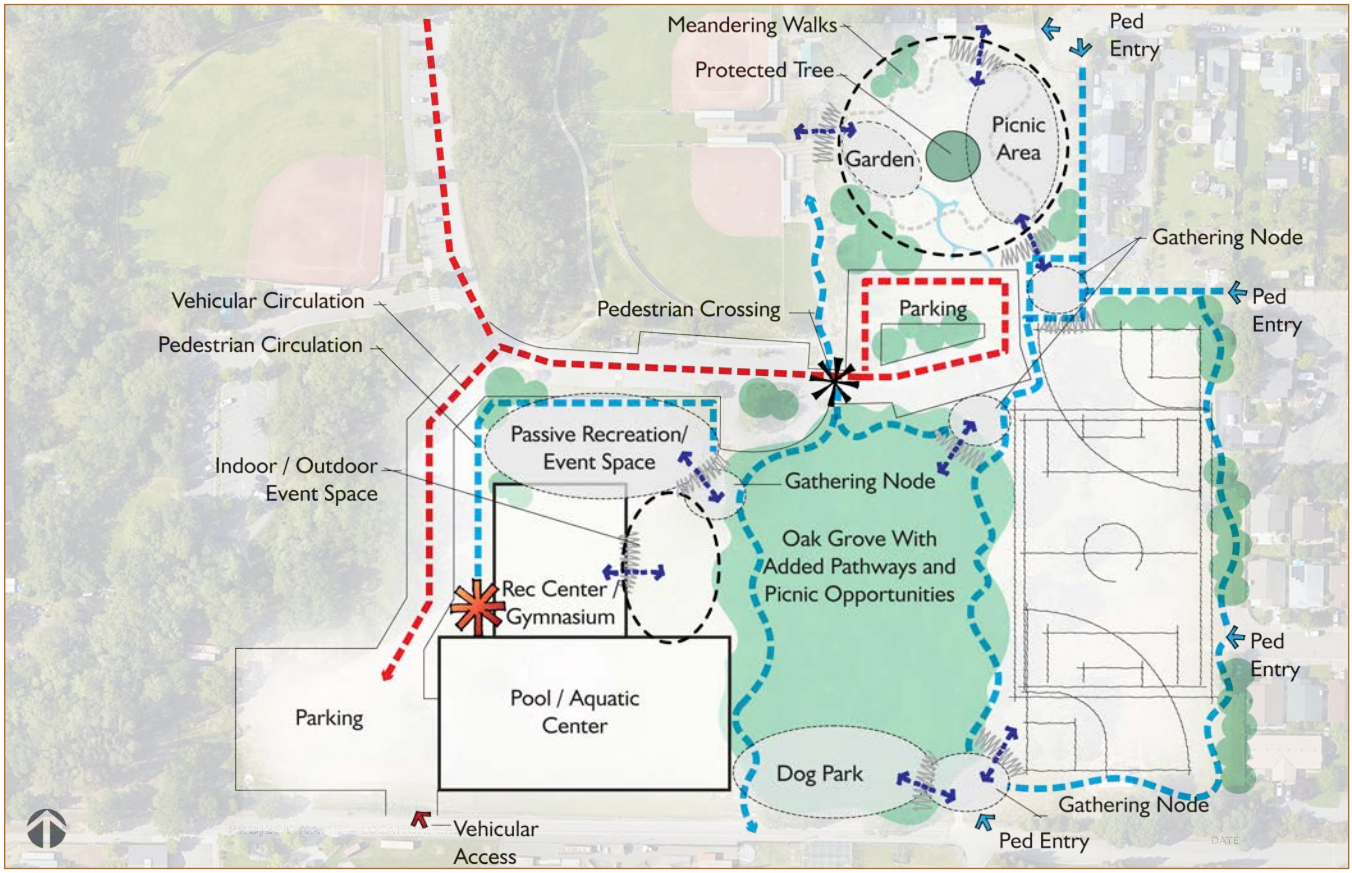

Figure 3-14: Concept #3 - Central Programming

CONCEPT: CENTRAL PROGRAMMING

The Central Programming concept featured an Aquatic Center, Recreation Center, and nature play area located in the center of the park, new multi-use fields at the eastern edge of the park, new picnic and garden areas at the northeast corner of the park, and enhanced vehicular access via Jaguar Way. The design also included flexible indoor/outdoor events spaces, passive recreation areas, gathering nodes, and expanded parking.

> ***"This design seems to best fit current use, while accommodating the future recreational resources of the park."***
>
> SURVEY RESPONSE (CENTRAL PROGRAMMING)

> ***"This one is good, but I worry it will take away the open space feel of the park by building in the center."***
>
> SURVEY RESPONSE (CENTRAL PROGRAMMING)

CONCEPT FEEDBACK

The community was receptive to the design alternatives for Keiser Park and to the changes the concepts proposed. The most important topics addressed by the community in Round 2 were related to park access and the location of the major park amenities being added (Aquatic and Recreation Centers, sports fields, and parking lots). Community feedback on the concept alternatives identified several key priorities for the future expansion of Keiser Park. These priorities are:

- **Improving park access and the flow of both vehicles and pedestrians:** The community prefers a park configuration that is safe for pedestrians while also being flexible and convenient for drivers. Expanded opportunities for cars to enter and exit the park via Jaguar Way are highly desired.
- **Making the most significant changes in the center of the park:** Large, high-use facilities such as the Aquatic/Recreation Center complex with parking are preferred in the center of the park.
- **Minimizing impact on the adjacent neighborhood:** On the eastern side of the park, the community prefers passive or active amenity options that create less intrusion for nearby residents (e.g., nature areas, small gathering areas, sports fields).
- **Facilitating connection between the park and Windsor High School:** With expanded opportunities for swim team, sports, social events, and other recreation programs, new park amenities such as the Aquatic/Recreation Center will see frequent use by members of the high school. The community's preferred location to best facilitate access to these new amenities is along Jaguar Way adjacent to the high school.

Central Programming, the concept most supported by Round 2 outreach participants, featured the park design that best addressed the needs of the community. Popular aspects of this concept were a centrally-located Aquatic/Recreation Center near the high school tucked away from residents and an expanded parking lot near both the high school and the new Aquatic/Recreation Center. The community also supported new multi-use sports fields, nature play, flexible spaces, and social gathering areas to meet the diverse recreation needs of park users.

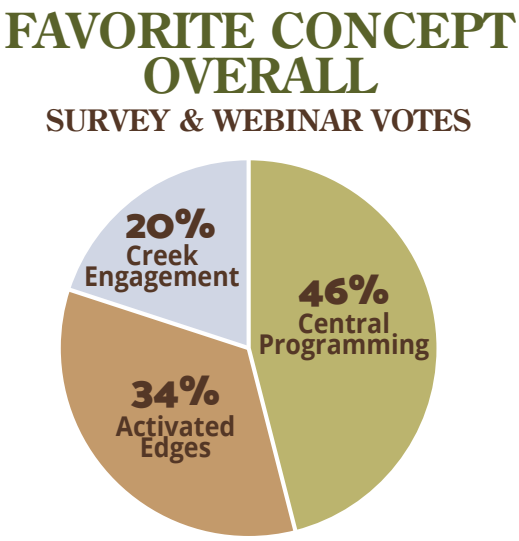

Figure 3-15: Round 2 Survey Question & Webinar, Favorite Concept

Figure 3-16: Round 2 Survey Question 5, Central Programming Features

PRIORITIES FOR IMPROVEMENTS

Community input collected during both rounds of the outreach process highlighted several priorities for improvements at Keiser Park. These priorities include:

- Enhancing pedestrian and vehicular flow
- Connecting to the high school
- Providing more social events
- Connecting to nature
- Enforcing a clean and safe environment
- Promoting a variety of uses and flexible spaces
- Expanding parking

Image 3-9: Nature playground

AREAS TO REMAIN

Along with the priorities, there were areas that the community enjoyed and did not wish to see change (with the exception of minor usability or maintenance-related updates). This includes the following areas:

- Oak Grove
- Phase 1 improvements
- Mature trees (where feasible)
- Dog park

The following chapter presents the preferred site design, which was shaped by the community's priorities and preferences as discussed above.

Image 3-10: Keiser Park Dog Park (credit: The Press Democrat)

CHAPTER 4

THE PARK

This chapter presents the preferred site design for Keiser Park, which incorporates findings from the site assessment and input from the community, Windsor Unified School District, and Windsor Town Council and Parks and Recreation Commission.

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PREFERRED SITE DESIGN

Nestled in a residential neighborhood and sitting adjacent to Windsor High School, Keiser Park provides the ideal park setting for residents, students, and visitors from the surrounding communities. At 34 acres, the park is large enough to offer multiple types of recreational activities, spaces for gathering, and opportunities to enjoy nature. Through community input and discussions with the Parks and Recreation Commission and staff, the preferred site design was drafted that includes a variety of facilities and amenities geared toward a wide array of user groups and experiences.

SUMMARY OF IMPROVEMENTS

The preferred site design for Keiser Park includes improvements that were developed after two rounds of community outreach and discussions with local stakeholders. These improvements directly respond to the list of priorities that resulted from community input, as summarized in Chapter 3. The improvements described in this chapter include:

- Aquatic Center
- Recreation Center
- Amphitheater
- Nature play elements
- Pump
- Picnic areas
- Community garden
- Multi-use sports field
- Additional parking
- Additional walking paths

The design of the park is intended to:

- Accommodate a variety of user groups, ages, and activities in one place
- Provide centrally-located programming for high-intensity uses
- Increase usability of newly acquired properties
- Preserve the healthy mature trees present throughout the park
- Protect the existing beloved amenities

VISION

"PROVIDE THE TOWN OF WINDSOR WITH A COMMUNITY-DERIVED AND IMPLEMENTABLE PLAN THAT GUIDES DECISION-MAKING AND OUTLINES FUNDING OPPORTUNITIES FOR FUTURE IMPROVEMENTS OF KEISER PARK."

Figure 4-1 presents the preferred site design for the Keiser Park Master Plan Update. This chapter discuss the design elements organized by parcel—Western, Northern, and Eastern. Each section describes the physical improvements to that parcel as well as the intended uses and benefits of the proposed amenities.

Figure 4-1: Preferred site design

1. Aquatic Center
2. Recreation Center
3. Kitchen Patio
4. Amphitheater
5. Oak Grove
6. Pump Track
7. Nature Playground
8. Community Garden
9. Multi-Use Field
10. Parking

Restrooms (Existing)

Restrooms (Proposed)

WESTERN PARCEL

Figure 4-2: Western parcel

Designed with community as the central theme, this parcel is the ideal location for a variety of activities and gatherings. It features an array of spaces in both the Aquatic and Recreation Centers that provide unique experiences to the community, including aquatic events, sports games, performances, celebrations, classes, leisure activities, and more.

The western parcel of Keiser Park sits along Jaguar Way across from Windsor High School and backs up to Starr Creek to the west. This parcel features the Aquatic Center and the Recreation Center and includes a new parking lot. These amenities are designed to accommodate joint usage by both the public and neighboring Windsor High School. This area is centered around competitive and hobby sports, large and small events, free play, leisure, and business.

RECREATION CENTER

A highly requested community facility was the Recreation Center. Located north of the Aquatic Center, this 29,000-square-foot building features gentle sloping roofs consistent with the local vernacular barn construction style. The building is sided in warm wood tones. The main body of the structure uses a traditional board and batten pattern, with a smaller scale vertical siding in the courtyard and horizontal siding on the entry pavilions. The horizontal wood language extends into the shades that protect walkways and gathering spaces around the edges of the building. South-facing dormer windows and overhead skylights bring natural light into the building, reducing lighting costs and improving the quality of the indoor spaces.

The Recreation Center and Aquatic Center have separately controlled entrances, allowing one to remain open while the other is closed. Flexible multi-purpose spaces of varying sizes allow usage to change over time as the community's needs shift. With a full commercial kitchen and restrooms, as well as ample storage and flexible spaces, the Recreation Center can double as a designated Community Resilience Center (CRC) when emergencies occur. The Recreation Center's primary entrance is through the lobby in the southwest corner, with large windows looking toward the parking lot and drop-off area. The building has several double doors that open to the outdoors, allowing for seamless integration with the courtyard and surrounding park. For full building plans, see Appendix C.

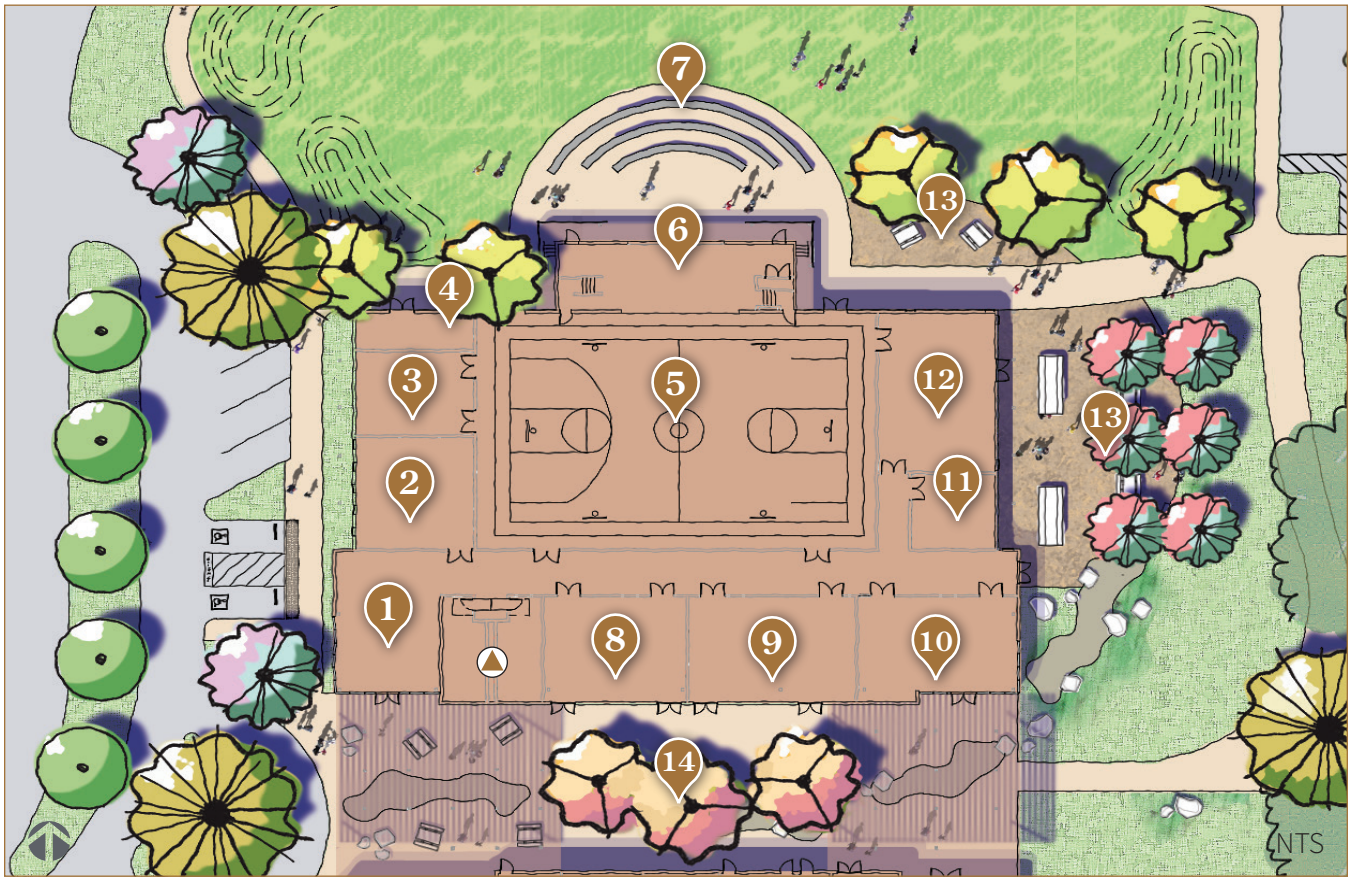

Figure 4-3: Recreation Center

1. Lobby
2. Office / Flex Space
3. Storage
4. Utility
5. Large Multi-Purpose Room / Gym
6. Stage
7. Amphitheater
8. Teen Center / Flex Space
9. Makerspace / Flex Space
10. Fitness Room / Flex Space
11. Storage
12. Commercial Kitchen
13. Kitchen Patio
14. Courtyard
- Restrooms

Figure 4-4: Recreation Center entry birdseye perspective photosimulation

Figure 4-5: Recreation Center entry photosimulation

LARGE MULTI-PURPOSE ROOM (GYM)

The large indoor multi-purpose room, or gymnasium is designed for sporting events, community events, and performances. It includes a full size basketball court, a stage, and direct access to the commercial kitchen. Large span trusses give the space flexibility for a variety of activities and programs including parties, classes, school events, and more. The gym can also accommodate shelter beds when the Recreation Center is utilized during emergencies or evacuations.

Image 4-1: Large multi-purpose room (gym)

STAGE & OUTDOOR AMPHITHEATER

Large bi-folding doors behind the stage connect the multi-purpose room to the outdoor amphitheater, allowing performances on the indoor stage to face the exterior and create an indoor-outdoor experience for visitors and performers alike. Rows of tiered amphitheater seating are surrounded by a grass lawn with gentle berms to create a comfortable experience for visitors to enjoy plays and concerts taking place in the park. A door adjacent to the stage opens out from the gym to a small picnic area, known as the kitchen patio, with seat walls and a flexible gathering space accompanying the amphitheater.

Image 4-2: Indoor multi-purpose room performance stage

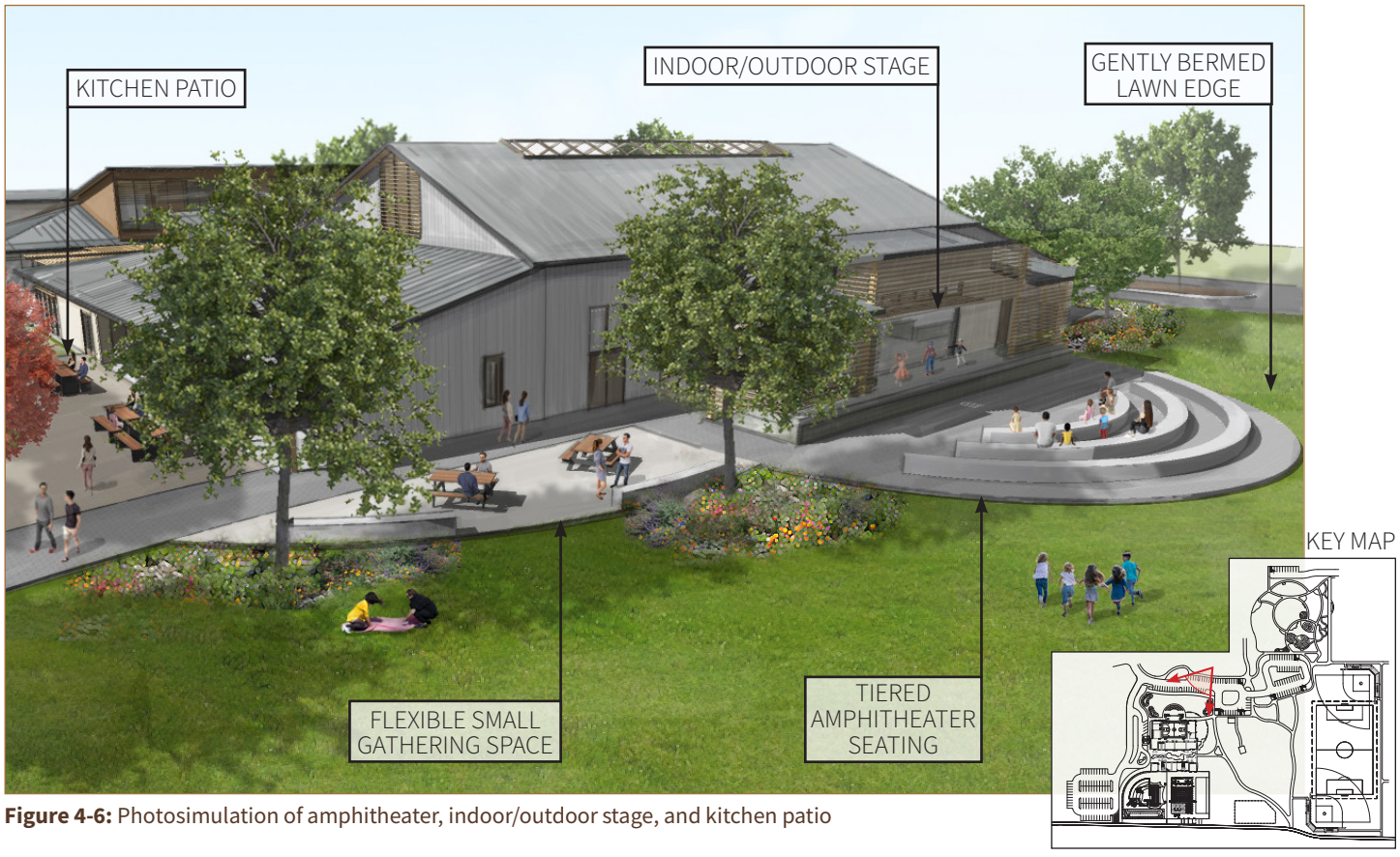

Figure 4-6: Photosimulation of amphitheater, indoor/outdoor stage, and kitchen patio

COMMERCIAL KITCHEN

A large kitchen connects to the multi-purpose room. This area is designed to meet requirements for a commercial kitchen license. With an adjacent outdoor patio space and serving window, the kitchen is intended to accommodate large gatherings and festivals in the park. The kitchen is adequately sized to provide all the necessary culinary equipment for preparing and packaging cooked and baked goods. The space is intended to be rented by chefs, caterers, food trucks, and other food entrepreneurs to build their businesses, host cooking classes, cater events and parties, and more. The kitchen has an adjacent storage room and serves a critical function when the Recreation Center is used as a CRC.

Image 4-3: Commercial kitchen

FLEX SPACES

The Recreation Center features four rooms with flexible uses that can change as the needs of the community evolve. Based on community feedback and discussions with Town of Windsor Parks and Recreation Staff, potential uses for each of the four rooms could include teen center, makerspace, fitness, and administrative office.

TEEN CENTER

With proximity to Windsor High School, a teen center is an ideal place for students to hang out after school, take classes, complete homework, play games, and socialize. This highly-prioritized use would be ideal for a room with double doors to the courtyard, allowing for activities to extend outside.

Image 4-4: Makerspace

MAKERSPACE

A makerspace is a versatile room that supports the creative and entrepreneurial spirit of community. The room may feature a variety of equipment and furnishings to accommodate individual projects as well as skill-sharing workshops and classes for all ages.

Image 4-5: Fitness room

FITNESS

A fitness room provides a dedicated space for individual or group exercise, promoting opportunities for improving health and wellness in the community. This space could feature fitness equipment for cardio, strength training, and more. It is also ideal for classes such as aerobics or yoga. The proposed fitness room is tucked into southeastern corner of the building, featuring views of the Oak Grove with a direct connection to the courtyard.

OFFICE

A smaller office adjacent to the entrance lobby supplements the larger office space in the Aquatic Center entry building. This accessible ground-floor office space could be used for Town-led meetings with the public and would be an ideal location for staff who are coordinating the use of nearby flex spaces.

COURTYARD

A shared courtyard is framed by the Recreation Center and the Aquatic Center buildings. The courtyard features vined trellis structures, picnic tables, movable furniture, and large boulders for seating to provide comfortable shaded spaces for small social gatherings or individual leisure. A dry creek bed concept is integrated into the space through the design of a real arroyo that shifts into an exposed aggregate design of a sandblast faux-arroyo that knits the courtyard into the larger landscape of the park. A pathway from the Oak Grove leads into the courtyard where vined trellises and a row of trees celebrates the Oak Grove by creating a visual continuation of it.

Image 4-6: Vine trellis structure

Image 4-7: Dry creek bed

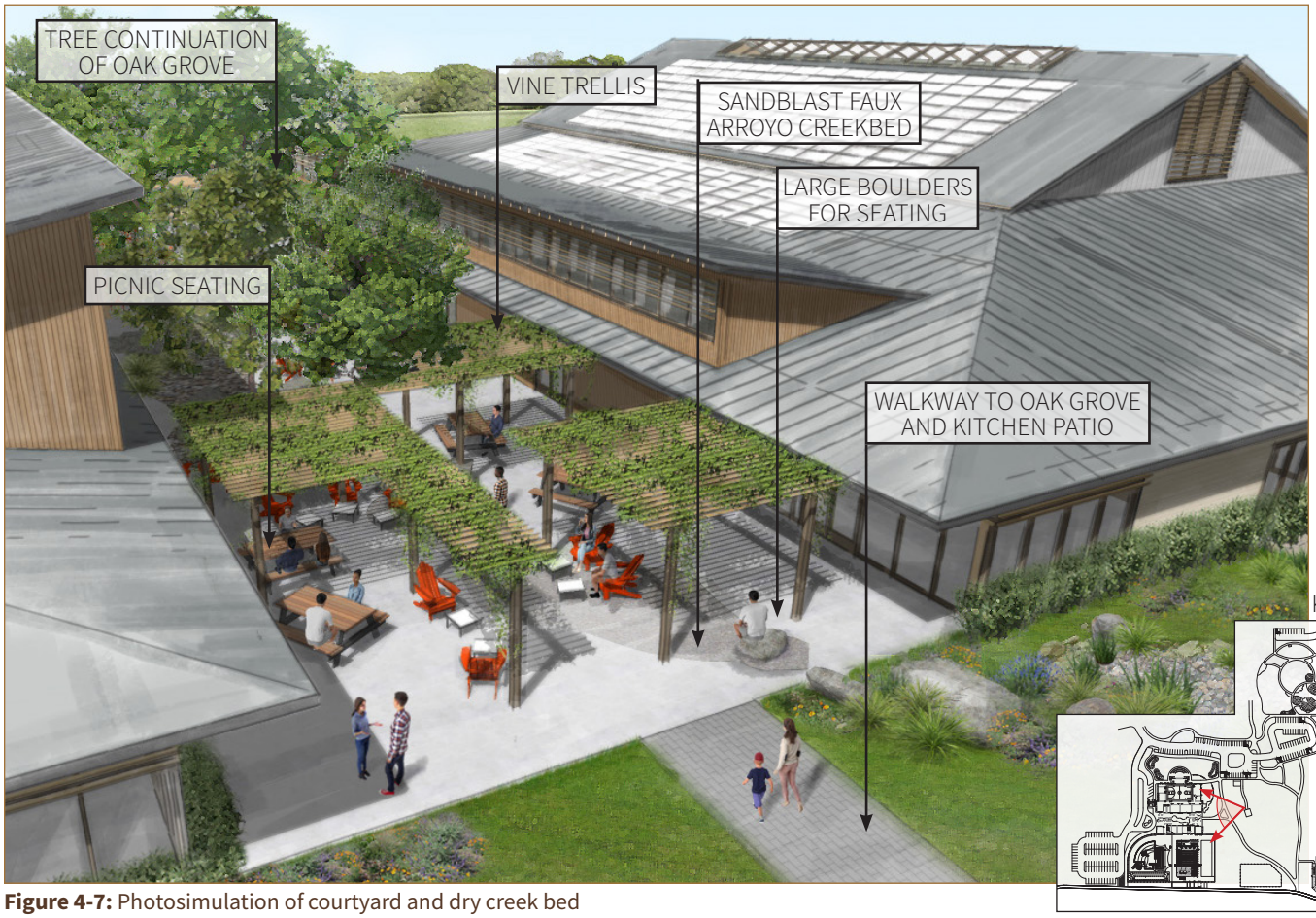

Figure 4-7: Photosimulation of courtyard and dry creek bed

AQUATIC CENTER

An Aquatic Center was one of the most preferred facilities by the community for Keiser Park. The proposed fenced pool area is separated into two zones: a competition lap pool and a play pool. The zones are differentiated by a central divider that allows multiple programs to operate simultaneously while providing controlled access and enhanced safety for each zone. The Aquatic Center also consists of two buildings to the north and south. The main entrance to the pool area is through a breezeway on the ground level of the two-story northern building, which contains the lobby and lifeguard office, locker and shower rooms, restrooms, and a storage room. These showers can be utilized during sheltering emergencies as a function of the CRC dual-use. The first floor also features two meeting rooms split by a temporary wall that can be stowed to combine them into one large space. An elevator and stairs leads up to the second floor, which includes 2,094 square feet of open office space, a meeting room, and restrooms intended for the Town of Windsor to utilize. The southern building has additional locker rooms, showers, and pool equipment storage. In addition to the main entrance, Windsor High School students can utilize a secondary entry accessed from the planned sidewalk on Jaguar Way. The Aquatic Center is surrounded by a non-climbable 6-foot fence with a walled portion by along the eastern edge and northeastern corner.

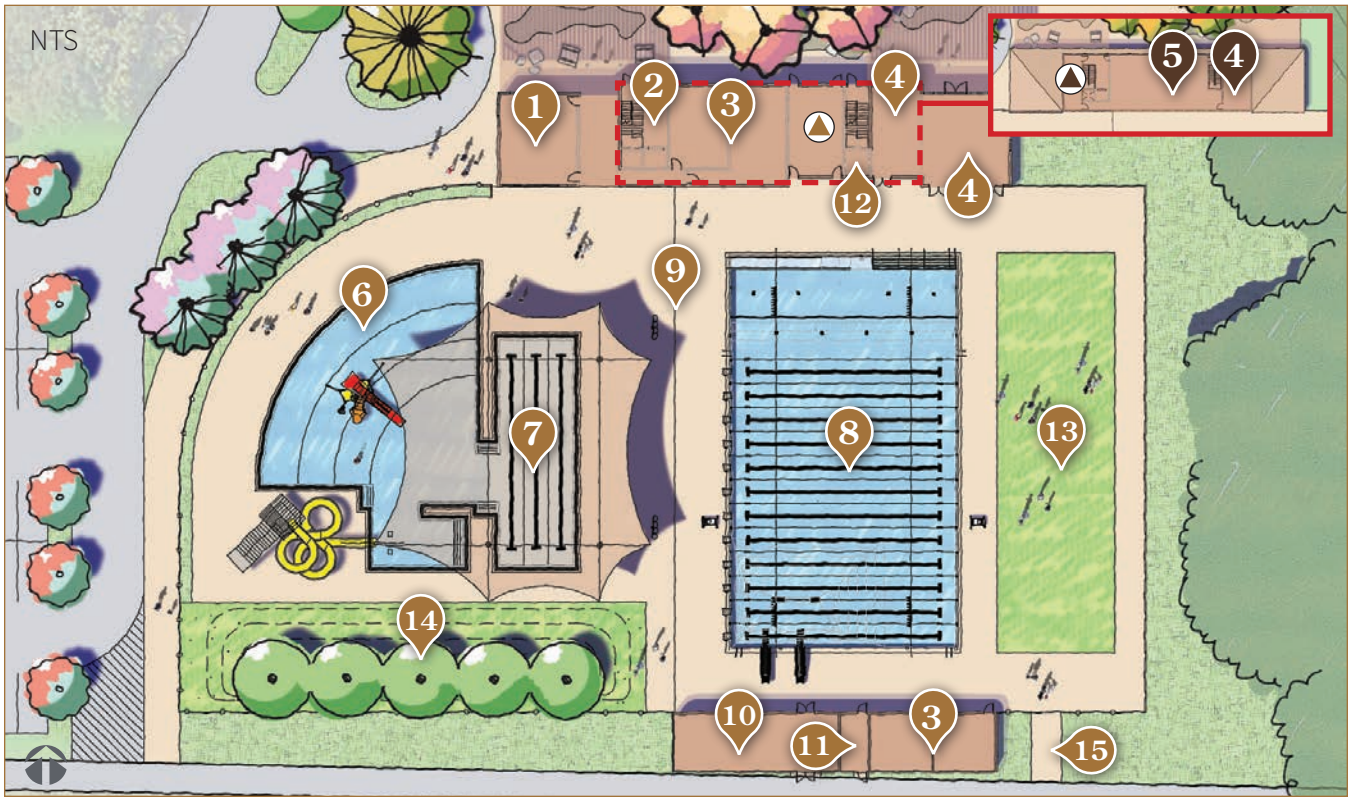

Figure 4-8: Aquatic Center

1 Life Guard Offices
2 Lobby
3 Lockers / Changing Rooms
4 Meeting Room (first and second floor)
5 Open Office Space
6 Play Pool
7 Lap Pool
8 Competition Lap Pool
9 Central Divider / Portable Bleachers
10 Pool Equipment / Mechanical Room
11 Chemical Storage
12 Storage
13 Spectator Lawn
14 Bermed Lawn
15 Student Entry

First Floor # Second Floor Restrooms

COMPETITION LAP POOL ZONE

The 12-lane competition pool is designed for exercising, training, and sporting events, with the primary users being Windsor High School and local leagues. It extends 38 meters by 25 yards with depths from 4.5 feet to 13.5 feet to accommodate a variety of competitive uses. The pool is angled north-south to ensure the afternoon sun does not impact swimmers. The competition pool is accompanied by two diving boards and a flat lawn area to the east for spectators and competition organizers. Low-rise portable bleachers, which are easily moved to different sides of the pool depending on the sport, can be utilized and stored away when not in use on the east side of the spectator lawn.

Image 4-8: Competition lap pool

PLAY POOL ZONE

The play pool zone is a family-friendly space that provides a fun and social amenity open to the public. A beach entry pool, also known as a walk-in pool, provides a gradually sloped entry into the water. This allows for lounging in shallow waters and accommodates a diversity of ages and abilities. This pool is warmed year round to better accommodate children and seniors, as well as aerobics/ recreational swimming programs. A water slide for ages 2-5 sits within the beach entry zone while a larger water slide for ages 5-12 is located on the pool deck and connects to a deeper landing area. The play pool zone also has a shade-covered lap pool that provides additional swimming access when the competition lap pool is in use. The play pool has depths ranging from 0 feet at the beach entry up to 3.5 feet in the lap pool. To the south is a bermed lawn area that provides viewing and lounging space for visitors.

Image 4-9: Beach entry play pool

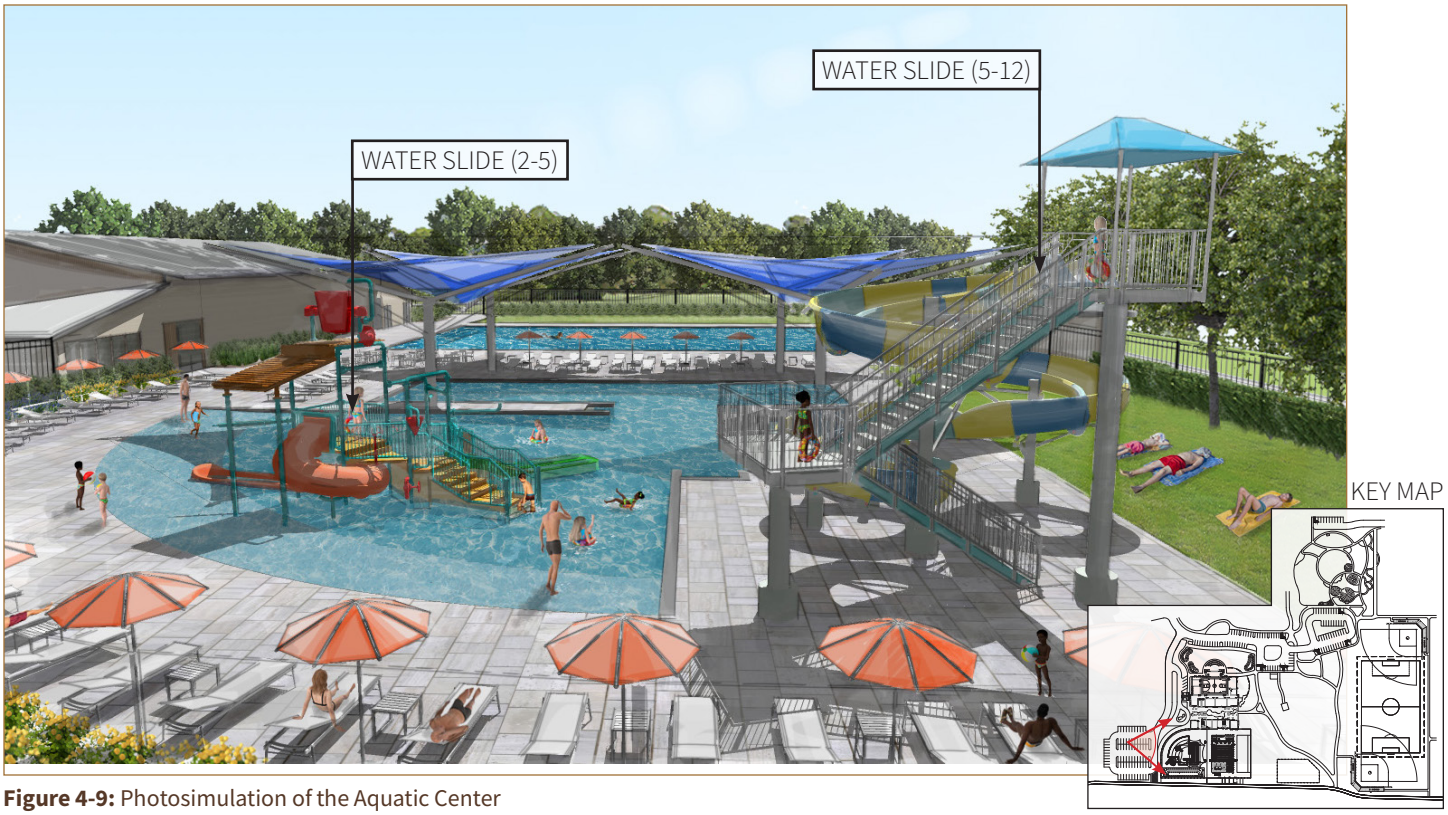

Figure 4-9: Photosimulation of the Aquatic Center

NORTHERN PARCEL

Figure 4-10: Northern parcel

Designed with passive uses and nature play in mind, this newly-acquired parcel area provides a restful, serene location with notes of high-intensity play to provide a variety of social interactions for visitors. It creates a flexible space for people seeking different experiences appropriate for all ages.

The northern parcel of Keiser Park is nestled in a residential area off Wall Street to the north. Improvements to this area include the addition of meandering pathways, nature play elements, a community garden space, picnic areas, a pump track, and small parking lot with a pedestrian connection to Spencer Street. The area promotes a connection to nature and offers both passive and active recreation opportunities to visitors.

This parcel is under a conservation easement, which limits the property to low-intensity public outdoor recreation and educational uses. The acquisition of this parcel and the conservation easement are discussed further in Chapter 2. The proposed amenities in the northern parcel are consistent with the terms of the easement.

NATURE PLAY ELEMENTS

The nature play elements situated in this parcel are made of natural materials, including wood, stone, sand, rope, and grass mounds. Nature play often emulates natural and exploratory landscape features such as climbable rocks, caves, mountains, tunnels, labyrinths, and more. Nature play elements are unique destinations that promote creativity and discovery, often building confidence and improving motor and cognitive skills. These play structures are distinct from the repetitive traditional playground structures seen in many public parks. Nature play elements provide a safe environment for imaginative outdoor play that also blends with the aesthetics of this natural park setting.

PUMP TRACK

A pump track is nestled into the western quadrant of this parcel. A pump track consists of a circular track designated for wheeled equipment like bikes. Made of dirt, the pump track mixes into the natural feeling of the area while providing a unique recreational activity. This pump track is designed for all ages and accommodates a diversity of skill levels.

Image 4-10: Nature play climbing elements

Image 4-11: Nature water play elements

Image 4-12: Pump track

COMMUNITY GARDEN

The community garden provides opportunities for local residents, including students at the nearby Windsor High School, to cultivate fruits, vegetables, herbs, and other garden crops. It is a complementary educational resource for the commercial kitchen located within the Recreation Center, and features a small shed for tool storage.

MEANDERING PATHWAYS

Meandering pathways outline and intermingle throughout the parcel to create an interactive passive experience for visitors. The pathways take visitors through the community garden, around the nature play elements, by the pump track, and circle back up to the community garden. The pathways provide access to the Wall Street residential area in the northeastern corner; however, this entrance does not offer public parking and should be primarily utilized by neighboring residents.

PICNIC AREAS

Picnic tables with barbecues are scattered throughout the parcel for park visitors to enjoy.

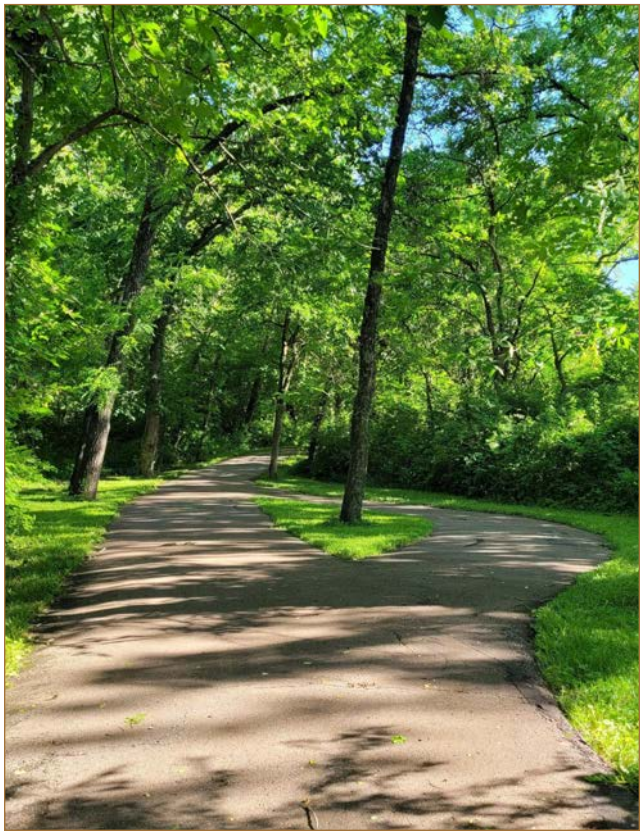

Image 4-15: Meandering pathways

Image 4-13: Community garden

Image 4-14: Picnic area

Image 4-16: Picnic area

EASTERN PARCEL

Figure 4-11: Eastern parcel

Designed to effectively blend active and passive recreation, this multi-purpose parcel is the quintessential location for a variety of activities. It provides enough room for sporting events and community festivals on the proposed multi-use field, and passive recreation activities throughout the Oak Grove .

The eastern parcel of Keiser Park contains the existing Oak Grove and dog park, as well as a portion of the recently-acquired property. The new property is adjacent to a residential neighborhood and is not under a conservation easement. The design plan preserves the Oak Grove and provides new athletic opportunities through the construction of a multi-use field. This area is centered around competitive and hobby sports, large events, and passive recreation.

MULTI-USE FIELD

The eastern parcel features a multi-use field that consists of a soccer field overlapping with two diamond fields. The field should be lighted for evening use with netting and fencing for safety. Light pollution mitigation measures will be considered to avoid disturbing the nearby residential area.

The two diamond fields are 200 feet long down the foul line. While there is not adequate space for regulation high school or adult baseball, the fields are appropriate for youth leagues and adult softball. Both diamond fields feature protective dugouts that are connected to the park's multi-use path network. The soccer field is 330 feet by 210 feet, which can accommodate high school and adult leagues, and is expected to be utilized by Windsor High School athletic teams. The field provides ample space for both small- and large-sized events, festivals, and gatherings. The multi-use field will also feature a pre-fabricated restroom in the northwestern corner of the field as well as a 6-foot perimeter path wrapping around the northern and eastern sides of the field.

OAK GROVE

As mentioned previously, the Oak Grove will not significantly change. This area of the park provides a quiet space to rest and enjoy the peaceful surroundings. The design plan takes advantage of this unique and beautiful feature by adding additional narrow decomposed granite pathways and seating opportunities to enhance usability, as well as resurfacing the existing path. The dog park in the Oak Grove area will remain as is. There is potential to expand this amenity if space and funds are available in the future.

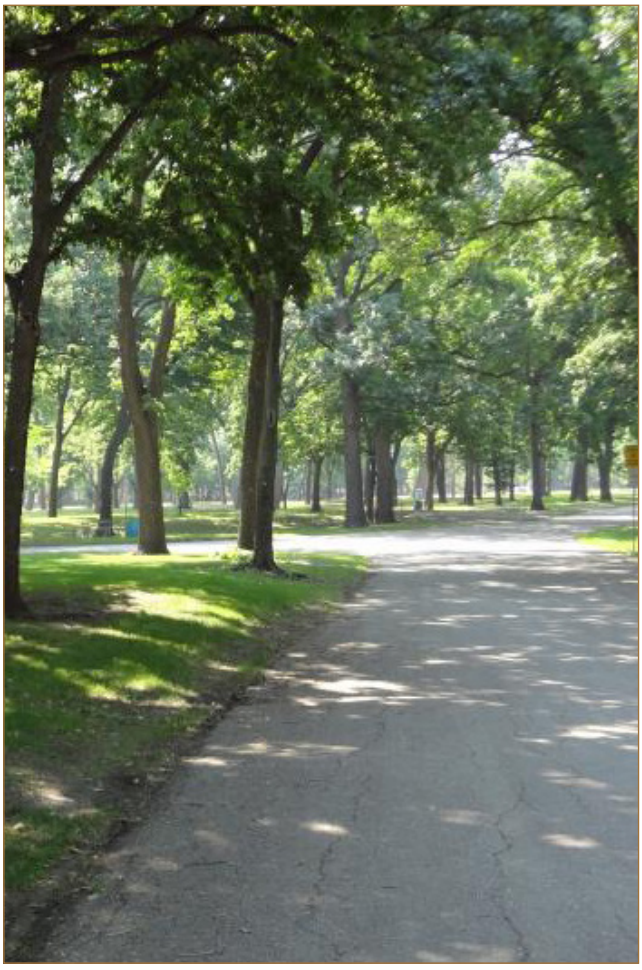

Image 4-17: Oak Grove

Image 4-18: Multi-use sports field

Image 4-19: Multi-use sports field

PARK CIRCULATION

The Keiser Park Master Plan Update includes additional access routes that link park visitors to newly proposed amenities and facilities. Figure 4-12 illustrates the proposed connections between entrances and park amenities for pedestrians, bicyclists, and vehicles.

ACCESS AT THE PARK SITE

The concept design provides new access points to the park for pedestrians, bicyclists, and vehicles within the planning area. Pedestrian entrances are proposed at Wall Street, Duncan Drive, and Ginny Drive on the eastern edge, Spencer Street on the northern edge, and along Jaguar Way on the southern edge of the park. The Wall Street entrance allows visitors to explore the meandering pathways leading to the community garden, pump track, nature play features, and picnic areas upon entrance to the park, while the Duncan Drive and Ginny Drive entrances provide immediate access to the multi-use sports field. The Spencer Street entrance provides direct pedestrian access to the community garden with a similar arrival experience as the Wall Street entrance. The Jaguar Way entrances provide convenient connections to the Aquatic and Recreation Centers for high school students and staff.

Public vehicular access into the park remains at the north entrance off Windsor River Road and connects to the internal vehicular route loop. This loop consists of several new routes that provide drivers with ample opportunities to navigate through the park site and connects them to various parking zones.

The emergency vehicle and chemical access route for Keiser Park is proposed along Jaguar Way, leading into the park past a gated or removable bollard entrance at the southern edge of the Aquatic and Recreation Center parking lot as indicated in Figure 4-12. This route is intended for emergency services and maintenance activities related to the Aquatic and Recreation Center, such as delivering chemicals needed to maintain the pool areas. The emergency vehicle and chemical access route should be designed to allow first responders and maintenance staff to reach the necessary destination with efficient access and space to carry out key services and activities.

MULTI-USE PATHS

A series of proposed primary and secondary multi-use paths seamlessly connect to the existing pedestrian and bike circulation network at Keiser Park, while preserving the raised crosswalk and improving connectivity to the new amenities. These pathways should be a minimum of 10 feet wide and be accessible for all visitors to utilize. Proposed bike racks are placed strategically at key intersections, entrances, and amenities to supplement existing bike racks and encourage active transportation to and from the park. The pedestrian and bicycle circulation network aims to provide convenient access to park amenities while also cultivating opportunities for exploration and exercise.

VEHICULAR PARKING

New parking zones are provided in addition to the existing stalls at key locations in the planning area. Parking for the Aquatic and Recreation Centers is located adjacent to the Aquatic Center in the southwest corner of Keiser Park and positioned with a drop-off and pick-up zone outside of the Recreation Center. A new parking zone is proposed in the northeast corner of the planning area and provides convenient parking access for visitors utilizing amenities in the northern parcel. The existing parking zone located between the northern and eastern parcels will be expanded with the construction of additional parking stalls to accommodate a higher volume of visitors. Accessible parking is provided in all the proposed parking zones as indicated in Figure 4-12. In the scenario that the new pedestrian entrances along Duncan Drive, Ginny Drive, Wall Street, Spencer Street, or Jaguar Way result in parking concerns for the neighboring community, the Town should explore additional signage or permit restrictions to mitigate the impact.

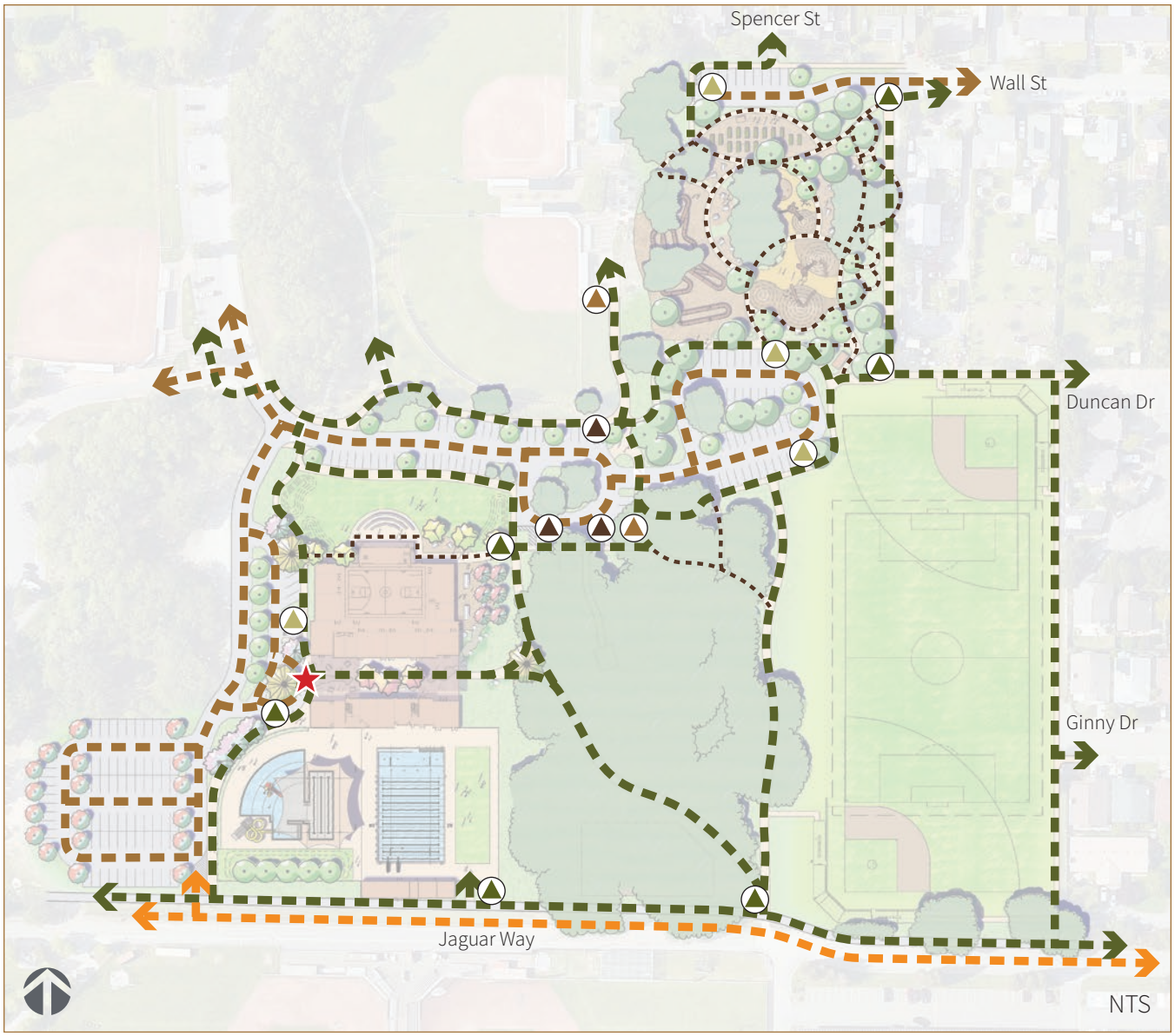

Figure 4-12: Circulation diagram

- Vehicle Circulation
- Primary Pedestrian / Bicycle Circulation
- Secondary Pedestrian / Bicycle Circulation
- Emergency Vehicle / Chemical Access Route
- Bike Rack (Existing)
- Bike Rack (Proposed)
- Accessible Parking (Existing)
- Accessible Parking (Proposed)
- Drop-off Zone

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CHAPTER 5

THE PLAN

The Keiser Park Master Plan Update is a tool to inspire and guide future development at the park through the implementation of the preferred site design, which may be further refined by community engagement in the future. This section proposes a comprehensive plan which includes a phasing strategy, a cost estimate, funding considerations, and the environmental review approach.

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PHASING STRATEGY

Figure 5-1: Phasing diagram

Phasing refers to the process of dividing the overall project into distinct, manageable stages. Phasing ensures that the project remains adaptable, manageable, and achievable while providing tangible benefits to the community throughout the construction process.

The order and magnitude of construction phases will be determined by the Town of Windsor, based on several factors, including the availability of funds and overall priorities. Once funds are available to prepare construction documents, careful attention should be given to how park elements are connected throughout the planning and construction phases.

Depending on the sequencing of construction, delaying certain improvements to a later phase may result in rebuilding, removing, or reworking certain improvements built in earlier phases. Careful consideration of the sequencing of construction must be made to minimize inflation of cost. It is strongly recommended to revisit the phasing strategy as construction documents are prepared.

The recommended phasing strategy provided in this Master Plan Update is to be used for planning purposes and may change based on funding, community needs, and site conditions.

The Keiser Park Master Plan Update recommends four implementation phases, as shown in Figure 5.1. While the green phase is the initial phase, the other phases may be sequenced in any order based on funding availability and shifting priorities. The four phases include:

GREEN PHASE (INITIAL PHASE)

The initial phase is the highest priority for Keiser Park and is the construction of the western parcel. This phase includes the development of:

- Recreation Center
- Aquatic Center
- Recreation Center amphitheater
- Recreation Center kitchen patio
- Drop-off zone
- Parking lot
- Emergency vehicle and chemical access
- Pathway access from Jaguar Road into Aquatic Center with gated entry

BEIGE PHASE

The beige phase is the construction of the northern parcel. This includes the development of:

- Pump track
- Nature playground
- Community garden
- Picnic areas
- Looped walking path and meandering pathways
- Pathway access to adjacent neighborhoods
- Parking lot

CHESTNUT PHASE

The chestnut phase is the construction of the eastern parcel. This includes the development of:

- Multi-use field (includes soccer and diamond fields)
- Sports netting and lighting
- Perimeter path with access to dugouts and adjacent residential community
- Pre-fabricated restroom
- Extension of the existing parking lot

BROWN PHASE

The brown phase is the construction of the Oak Grove improvements. This includes the development of:

- Resurfacing existing pathways
- Additional decomposed granite pathways
- Additional picnic tables

COST ESTIMATE

OVERVIEW

For each construction phase, a budget range was established. Cost data for materials, construction components, furnishings, and labor costs were referenced from recently constructed public parks and recent bids from contractors. These referenced projects reflect a similar marketplace, size, and scope. Current pricing information from suppliers for materials and furnishings were additionally gathered as a source of cost information. Recent trends in construction costs were further analyzed and considered.

Given the conceptual level of design, a 30% contingency and 20% soft cost was included in the estimate for each of the construction phases. This contingency is intended to account for costs that are not apparent at a conceptual level of design. The cost estimate assumes the project will be competitively bid on a fixed fee cost basis and assumes construction labor costs will be subject to prevailing wages. The total cost include soft costs for design and engineering, which account for approximately 20% of the construction cost. Additional soft costs to consider while planning may include permitting fees, staff time, and construction management, among others.

The cost for developing the preferred site design in its entirety is estimated to be approximately $78,781,800. Though the possibility exists that the cost of construction could come down, it is expected that costs will increase based on inflation rates and other market conditions. Delaying implementation of the plan may result in an increase in construction costs above this estimate. Construction costs for the Recreation Center include project mobilization, project preparation, building structure, envelope, interior build out, mechanical/electrical/plumbing engineering, and kitchen equipment. The overall cost estimate generally does not include site demolition, grading, drainage, service utilities, photovoltaics, FF&E (furniture, fixtures, and equipment), permitting fees, and the shipping/handling/installation of furnishings.

For budgeting and planning purposes, the Keiser Park Master Plan Update breaks out the following cost estimate by each construction phase (See Table 5.1).

Table 5-1: Keiser Park Total Cost Estimate (2023)

TOTAL COST ESTIMATE	
PHASE	**SUBTOTAL**
Green Phase (Initial Phase)	$ 62,914,500
Beige Phase	$ 3,846,300
Chestnut Phase	$ 10,656,000
Brown Phase	$ 1,365,000
TOTAL PROJECT COST	**$ 78,781,800**

Table 5-2: Keiser Park Cost Estimate for Green Phase (2023)

GREEN PHASE (INITIAL PHASE)								
	RECOMMENDATION	QUANTITY	UNIT	UNIT COST	EST. CONST-RUCTION	EST. SOFT COSTS (20%)	CONTIN-GENCY (30%)	SUBTOTAL
Recreation Center					$ 17,062,500	$ 3,412,500	$ 5,118,750	**$ 25,593,750**
1	Construct new Recreation Center building	19,500	SF	$ 875	$ 17,062,500			
Aquatic Center					$ 13,987,500	$ 2,797,500	$ 4,196,250	**$ 20,981,250**
2	Construct new Aquatic Center entry building	9,500	SF	$ 875	$ 8,312,500			
3	Site preparation	30,000	SF	$ 25	$ 750,000			
4	Pool fencing	1	LS	$ 50,000	$ 50,000			
5	Construct new pool & deck	30,000	SF	$ 150	$ 4,500,000			
6	New pool equipment	1	EA	$ 375,000	$ 375,000			
Water Play Feature					$5,105,000	$ 1,021,000	$ 1,531,500	**$ 7,657,500**
7	Site preparation	31,500	SF	$ 25	$ 787,500			
8	Construct new water play feature pool	31,500	SF	$ 125	$ 3,937,500			
9	Water play equipment	1	LS	$ 250,000	$ 250,000			
10	New water play feature structure	1	EA	$ 130,000	$ 130,000			
Parking Lot					$ 1,768,000	$ 353,600	$ 530,400	**$ 2,652,000**
11	Site preparation	52,000	SF	$ 10	$ 520,000			
12	Asphalt & curb/gutter	52,000	SF	$ 24	$ 1,248,000			
Landscape Improvements					$ 3,520,000	$ 704,000	$ 1,056,000	**$ 5,280,000**
13	Site preparation	125,000	SF	$10	$ 1,250,000			
14	Concrete walkways	22,000	SF	$ 28	$ 616,000			
15	Arroyo & boulders	3,000	SF	$ 28	$ 84,000			
16	Turf & irrigation	25,000	SF	$ 16	$ 400,000			
17	Planting & irrigation	65,000	SF	$ 18	$ 1,170,000			
Amenity Spaces					$ 500,000	$ 100,000	$ 150,000	**$ 750,000**
18	Amphitheater	1	LS	$ 200,000	$ 200,000			
19	Outdoor patio event space paving & furnishings	1	LS	$ 150,000	$ 150,000			
20	Internal courtyard paving & furnishings	1	LS	$ 150,000	$ 150,000			
TOTAL PHASE COST					$ 41,943,000	$ 8,388,600	$ 12,582,900	**$ 62,914,500**

Table 5-3: Keiser Park Cost Estimate for Beige Phase (2023)

BEIGE PHASE								
	RECOMMENDATION	QUANTITY	UNIT	UNIT COST	EST. CONST-RUCTION	EST. SOFT COSTS (20%)	CONTIN-GENCY (30%)	SUBTOTAL
Amenity Spaces					$ 1,240,000	$ 248,000	$ 372,000	**$ 1,860,000**
1	Community garden	5,000	SF	$ 20	$ 100,000			
2	Picnic area	8,000	SF	$ 20	$ 160,000			
3	Nature play	15,000	SF	$ 28	$ 420,000			
4	Pump track	20,000	SF	$ 28	$ 560,000			
Parking Lot					$ 282,200	$ 56,440	$ 84,660	**$ 423,300**
5	Site preparation	8,300	SF	$ 10	$ 83,000			
6	Asphalt & curb/gutter	8,300	SF	$ 24	$ 199,200			
Landscape Improvements					$ 1,042,000	$ 208,400	$ 312,600	**$ 1,563,000**
7	Site preparation	32,500	SF	$ 10	$ 325,000			
8	Concrete walkways	16,500	SF	$ 26	$ 429,000			
9	Planting & irrigation	16,000	SF	$ 18	$ 288,000			
TOTAL PHASE COST					$ 2,564,200	$ 512,840	$ 769,260	**$ 3,846,300**

Table 5-4: Keiser Park Cost Estimate for Chestnut Phase (2023)

CHESTNUT PHASE								
	RECOMMENDATION	QUANTITY	UNIT	UNIT COST	EST. CONST-RUCTION	EST. SOFT COSTS (20%)	CONTIN-GENCY (30%)	SUBTOTAL
Fields					$ 5,612,000	$ 1,122,400	$ 1,683,600	**$ 8,418,000**
1	Site preparation	154,000	SF	$ 10	$ 1,540,000			
2	Pre-fabricated restroom	1	LS	$ 500,000	$ 500,000			
3	Fences & lighting	1	LS	$ 800,000	$ 800,000			
4	Turf & infield with irrigation	154,000	SF	$ 18	$ 2,772,000			
Parking Lot					$ 408,000	$ 81,600	$ 122,400	**$ 612,000**
5	Site preparation	12,000	SF	$ 10	$ 120,000			
6	Asphalt & curb/gutter	12,000	SF	$ 24	$ 288,000			
Landscape Improvements					$ 1,084,000	$ 216,800	$ 325,200	**$ 1,626,000**
7	Site preparation	33,000	SF	$ 10	$ 330,000			
8	Concrete walkways	20,000	SF	$ 26	$ 520,000			
9	Planting & irrigation	13,000	SF	$ 18	$ 234,000			
TOTAL PHASE COST					$ 7,104,000	$ 1,420,800	$ 2,131,200	**$ 10,656,000**

Table 5-5: Keiser Park Cost Estimate for Brown Phase (2023)

BROWN PHASE								
	RECOMMENDATION	QUANTITY	UNIT	UNIT COST	EST. CONST-RUCTION	EST. SOFT COSTS (20%)	CONTIN-GENCY (30%)	SUBTOTAL
Landscape Improvements					$ 910,000	$ 182,000	$ 273,000	$ 1,365,000
1	Site preparation	25,000	SF	$ 10	$ 250,000			
2	Concrete walkways	20,000	SF	$ 28	$ 560,000			
3	Decomposed granite paths	5,000	SF	$ 18	$ 90,000			
4	Site furnishings	1	LS	$ 10,000	$ 10,000			
TOTAL PHASE COST					$ 910,000	$ 182,000	$ 273,000	**$ 1,365,000**

POSSIBLE OPERATIONAL COSTS & POTENTIAL REVENUE

At full build out of the Recreation Center and Aquatic Center are expected operational and personnel costs. Operational costs could include expenses related to utilities, insurance, and intermittent maintenance items such as resurfacing the gymnasium floor. Personnel costs are related to staffing needs for security, cleaning, maintenance, and other building-related tasks. Using the original estimates completed in a 2006 report by Sports Management Group provided by the Town of Windsor Parks and Recreation Department, the costs were adjusted to meet the 2023 dollar value (Table 5-6). Additionally, revenue from user fees and rentals may be used to offset the operating costs of the Recreation Center and Aquatic Center. Table 5-6 includes potential revenue estimates for these facilities initially generated from the 2006 report and adjusted to the 2023 dollar value. According to potential revenue projections for 2023, Keiser Park's Recreation Center can expect a total cost recovery of 74%, while the Aquatic Center could see a total cost recovery of 82%. A detailed table of the potential fees assessed can be found in Appendix D.

Table 5-6: Recreation and Aquatic Center Probable Operating Costs and Potential Revenue (2023)

PROBABLE OPERATIONAL COSTS AT FULL BUILD OUT		
COST	**ORIGINAL COST (2006)**	**ADJUSTED COST (2023)**
Recreation Center		
Personnel Cost	$ 591,000	$ 892,000
Operating Cost	$ 409,000	$ 617,000
Contingency (1% of operating cost)	$ 4,000	$ 6,000
Total Probable Operating Cost	**$ 1,004,000**	**$ 1,515,000**
Aquatic Center		
Personnel Cost	$ 481,000	$ 726,000
Operating Cost	$ 375,000	$ 566,000
Total Probable Operating Cost	**$ 856,000**	**$ 1,292,000**
TOTAL PROBABLE OPERATING COSTS FOR RECREATION AND AQUATIC CENTER	**$ 1,860,000**	**$ 2,807,000**

POTENTIAL REVENUE AT FULL BUILD OUT				
	ORIGINAL LOW REVENUE (2006)	**ORIGINAL HIGH REVENUE (2006)**	**ADJUSTED LOW REVENUE (2023)**	**ADJUSTED HIGH REVENUE (2023)**
Recreation Center				
	$ 605,000	$ 742,000	$ 913,000	$ 1,120,000
Aquatic Center				
	$ 544,000	$ 700,000	$ 821,000	$ 1,057,000

RECREATION CENTER - TOTAL COST RECOVERY POTENTIAL 2023	LOW 60%	HIGH 74%

AQUATIC CENTER - TOTAL COST RECOVERY POTENTIAL 2023	LOW 64%	HIGH 82%

FUNDING STRATEGY

THE STRATEGY

Financial success in implementing the Keiser Park Master Plan Update's recommended improvements depends upon four main components that take a holistic and integrated funding approach for complex projects/programs. These include a shared vision with partners, aligned partners and governance, leverage of multiple funding sources, and tailored implementation.

Figure 5-2: Financial success diagram

SHARED VISION WITH PARTNERS

A shared vision between the Town of Windsor and any key funding and implementation partners is integral to the success of this plan as it helps ensure certainty in delivering the facilities and improvements that best support the needs of the community. Alignment with the Town's strategic priorities could have a nexus/ connection to the core development.

ALIGNED PARTNERS AND GOVERNANCE

Bringing in partners and stakeholders within a governance framework that sets out clear delineations of roles and responsibilities, as well as communication channels, fosters trust, commitment, and collaboration. This minimizes conflicts or misunderstandings that could delay the implementation process.

LEVERAGE OF MULTIPLE FUNDING SOURCES

A funding strategy that maps out multiple sources and timing of the need is critical to provide appropriate fiscal support for the implementation of the Keiser Park Master Plan Update's recommendations. A combination of public and private sources, as well as careful considerations related to eligibility of uses (e.g., capital components, O&M costs, or both) and its timing (e.g., one-time inflows or continuous/recurrent inflow), are fundamental to match funding available with the proposed implementation schedule.

TAILORED IMPLEMENTATION

Finally, a funding strategy should support the implementation of the Keiser Park Master Plan Update's recommendations by right-sizing the program for phased implementation. The funding strategy will not limit the vision or ultimate goals, but will inform the process to prioritize what's more important to happen first, incorporating stakeholder input and design or implementation considerations.

Disclaimer:

For this analysis and research presented and for any information related to a Financial Model ("Model") to support this presentation of analysis has been developed by Kerrigan Partners LLC ("Kerrigan Partners") in connection with the analysis of potential funding opportunities for the Keiser Park Master Plan Update ("Project"), currently undertaken by Gates & Associates for the Town of Windsor ("Client"), and is not intended to be released to third parties without prior written approval from Kerrigan Partners. Kerrigan Partners is not acting in the capacity of the Client's Registered Municipal Advisor. The information included in this presentation are preliminary estimates should not be construed as statements of fact and should not be relied upon as such. There may be differences between the projected and actual results because events and circumstances do not occur as expected. Kerrigan Partners nor its representatives make any representation to any organization nor person regarding the Model, nor do Kerrigan Partners nor its representatives intend to update the Model to reflect circumstances existing after the date hereof or to reflect the occurrence of future events, even in the event that any or all of the assumptions underlying the Model are shown to be in error.

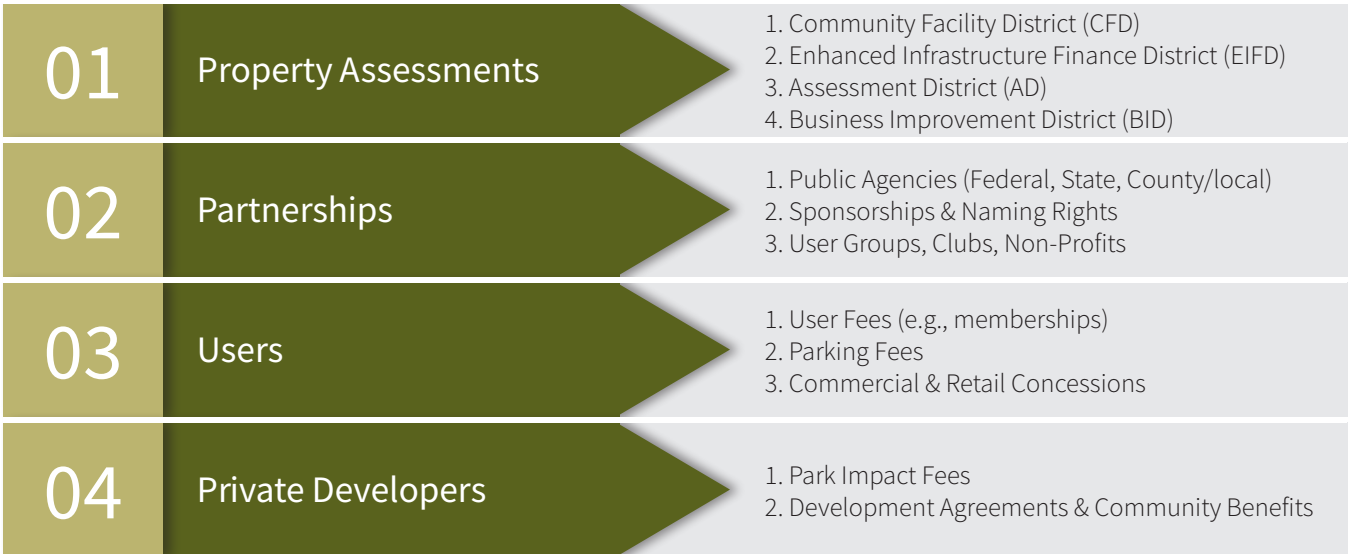

Figure 5-3: Funding opportunities

FUNDING OPPORTUNITIES

The funding opportunities considered for Keiser Park should correspond with the recommended phasing for implementation of the site improvements. A range of funding options that can be used in combination for capital and operational expenditures should be explored in terms of amount and suitability for the project. A variety of potential funding options to support the implementation of the preferred design are detailed below and summarized in Figure 5-3.

PROPERTY ASSESSMENTS

Property assessments are new special taxes or charges collected on a regular basis (typically semi-annually as part of the property tax bill) from property owners within a pre-define district boundary area. Property assessments are often used to fund both capital projects and ongoing operating expenses. Governing agencies can raise upfront capital, through the issuance of bonds backed by future property taxes or charges, to finance the delivery of public infrastructure projects. A community facility district (CFD), enhanced infrastructure finance district (EIFD), and assessment district (AD) are all examples of tax increment financing mechanisms the Town of Windsor could explore to direct funds toward infrastructure improvements recommended in planning efforts such as the Keiser Park Master Plan Update. It is important to note that an EIFD is not a new tax but a reallocation of existing taxes already in place.

A CFD is a new special tax lien on real property to share costs across all landowners within a defined boundary. In general, the maximum annual tax burden imposed on a property should not exceed 2% of its purchase price. This allocation designates 1% of the purchase price to the general ad valorem tax, leaving a remaining 1% for special taxes, special assessments such as CFDs, general obligation bonds, and other charges collected on the secured property tax roll. It is worth noting that many local agencies often prefer a slightly lower threshold.

The new tax can be indexed annually to adjust for inflation. A CFD can be used to fund public improvements owned or controlled by the Town with a long useful life (i.e., more than five years) and can fund certain ongoing services such as maintenance of parks and open space. Future CFD revenues can be monetized upfront to pay for capital interventions through revenue bonds with long-term amortization (i.e., 30 years typically). CFD adoption requires two-thirds approval by registered voters or landowner votes (if less than 12 registered voters) based on acreage. Governance for CFDs is flexible; the Town could implement the process individually or involve other agencies, such as the County, through a joint powers' authority.

Figure 5-4 summarizes key milestones associated with planning and adoption of a CFD, with an estimated timeline between one and two years.

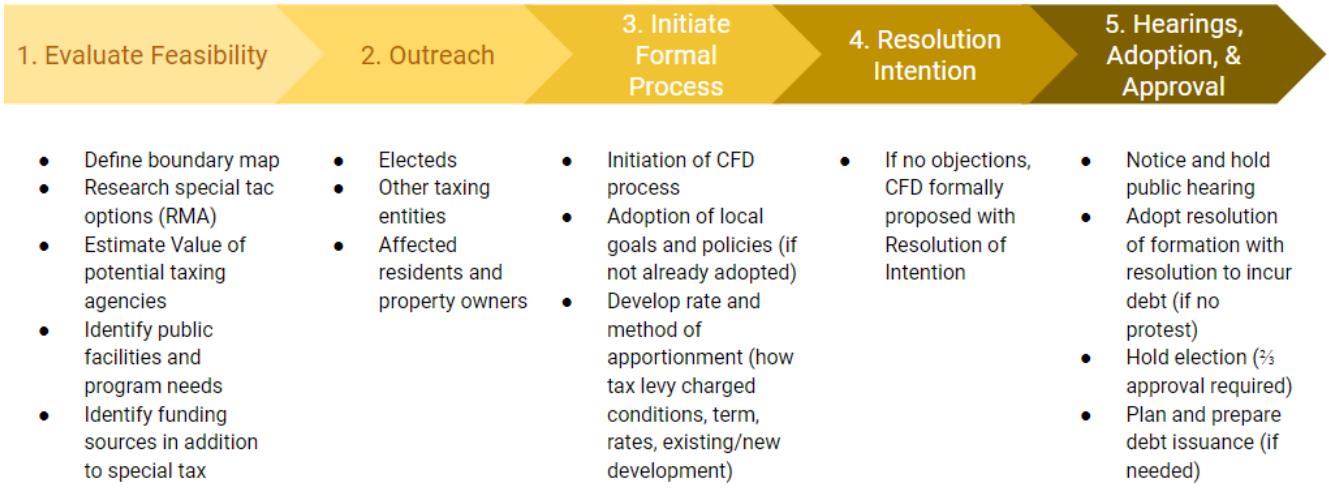

Figure 5-4: CFD formation process

CFDs have been widely used in California since the early 1980's, when the Mello-Roos Community Facilities Act was adopted. Recent California examples of adopted CFDs created to deliver park infrastructure are: Treasure Island CFD in the City and County of San Francisco and Cordova Recreation and Park District CFD in County of Sacramento.

PARTNERSHIPS

Public agencies, through federal, state, or county programs, can support the planning and implementation of the Keiser Park Master Plan Update's recommended improvements. Public agencies can be involved as a grant funding partner or provide technical assistance. In pursuing Keiser Park improvements, the Town of Windsor can also explore partnerships with other types of entities such as public-private partnerships, sponsorships, and naming rights to park facilities and amenities, as well as work with local user groups, clubs, non-profits, and other organizations and agencies. These partnerships can additionally facilitate a connection between the community and the park site, encouraging individuals and organizations to be a part of the development process.

USERS

Fees collected from park visitors are a traditional source to generate funds for a park and recreation project. Typically, user fees are used to fund ongoing activities, once the facilities are built. Allocating user fees from memberships and rentals, parking, and commercial and retail are a few ways the Town of Windsor could fund day-to-day operating expenditures for the improvements recommended in this Keiser Park Master Plan Update.

PRIVATE DEVELOPERS

New real estate development generates revenue streams to the Town through impact fees that are typically used to fund the expansion of infrastructure needed to support new development in order to maintain a desired level of service. Park impact fees accrued overtime could be used to fund the construction of minor capital interventions with a relatively small implementation budget. Also, developers can implement and deliver facilities or infrastructure such parks or public spaces in lieu of impact fees; this is typically negotiated during the entitlement process through development agreements or community benefits agreements.

ENVIRONMENTAL REVIEW

Immediately prior to Town Council's action to adopt the 2008 Keiser Park Master Plan, an Environmental Impact Report (EIR) (SCH #2000032102) was certified (Windsor Town Council Resolution No. 2284-08, May 21, 2008) pursuant to the California Environmental Quality Act (CEQA). The EIR (Appendix E) provides contextual information and an environmental analysis of the 2008 Master Plan, inclusive of the proposed three development phases. The EIR analyzed full buildout of the Master Plan including the Recreation Center, an Aquatic Center with two swimming pools, two small ball fields with soccer field overlays, one lighted ball field, restrooms, two children's play areas, parking areas, the enhancement of existing facilities, and ancillary improvements. The EIR also evaluated a General Plan amendment and zoning change from residential to recreational land uses, which were approved on May 21, 2008 (Reso. 2285-08) and June 4, 2008 (Ord. 2008-236), respectively.

The following CEQA Guidelines Appendix F topic areas were found to have potentially significant environmental impacts, all of which were reduced to less than significant levels with implementation of mitigation measures as identified in the EIR:

- Aesthetics
- Air Quality and Climate
- Biological Resources
- Cultural Resources
- Geology, Soils, and Seismicity
- Hazards and Hazardous Materials
- Hydrology and Water Quality
- Noise
- Public Services
- Transportation
- Utilities and Service Systems

As previously discussed, Phase One of the 2008 Master Plan was built in 2011. The proposed Master Plan Update establishes a plan for the development of Phase Two and Phase Three in a manner that reflects the current recreational demands of the community. The Master Plan Update incorporates a total of five additional parcels not previously included in the 2008 Master Plan for expanded recreational facilities and site improvements.

CEQA PATHWAY

CEQA Guidelines Sections 15300-15332 and Sections 15260-15285 were reviewed for potentially eligible exemptions. Given the proposed scope of improvements identified in the preferred site design, the Master Plan Update would not qualify for any of the categorical or statutory exemptions. Additionally, a mitigated negative declaration (MND) is subject to the fair argument standard, which is more susceptible to a legal challenge, and the precedent set by certification of the prior 2008 EIR prepared for the 2008 Master Plan suggests that sufficient information is known to conclude that project impacts may be potentially significant and that a new EIR should be prepared for the updated Master Plan. As such, it is not recommended that the Town pursue an MND for CEQA coverage.

Based on review of the preferred site design presented in Chapter 4 of this Master Plan Update, review of the 2008 EIR certified for the original Keiser Park Master Plan, and in consideration of CEQA practices and defensibility of various environmental documentation options, the following approaches are under consideration as the appropriate CEQA path. A full memorandum on the CEQA environmental review process, including a mitigation monitoring and reporting plan, is found in Appendix F.

ADDENDUM

CEQA Guidelines Section 15164 (Addendum to an EIR) provides for reliance on a prior certified EIR when there are only minor changes or clarification needed and there are no new or more substantial environmental impacts. While the 2008 Master Plan retains its relevance and would not require major revisions, the preferred site design proposes expansion of the park onto five new parcels that were not previously evaluated. In order to determine if an addendum would be appropriate, technical studies would be needed and a comparison conducted relative to the findings of the certified EIR to evaluate if there would be new impacts associated with the expansion area. An addendum to the 2008 EIR would be recommended if provisions of Section 15164 can be sufficiently demonstrated and supported by documentation.

SUPPLEMENTAL EIR

According to Section 15163 of the CEQA Guidelines, the Town may prepare a supplement to the certified EIR if: (1) any of the conditions described in Section 15162 would require the preparation of a subsequent EIR, and (2) only minor additions or changes would be necessary to make the previous EIR adequate for the project as revised. Based on the preferred site design, the certified EIR remains relevant as it fully analyzed impacts associated with all three phases of development on the original Keiser Park footprint. Although modifications to the precise locations of amenities and some of the facility types differ, the changes are minor, and impacts under the proposed Master Plan Update would be similar to those disclosed in the 2008 Master Plan. Other than the proposed expansion area of the five new parcels, the certified EIR is expected to have adequately captured environmental impacts associated with buildout. Proposed improvement to the expansion area would provide for similar types of recreational amenities and land that is understood to have similar environmental considerations as those discussed in the certified EIR. Thus, only minor revisions may be necessary to make the current EIR adequate for the proposed Master Plan Update. Accordingly, a Supplemental EIR to the 2008 certified EIR depicting refinements to Phase Two and Phase Three areas and inclusion of improvements proposed in the expansion area may be an acceptable CEQA pathway for the Town to fulfill lead agency obligations. This is provided that only minor changes are proposed and that there are no substantive new environmental impacts.

SUBSEQUENT EIR

CEQA Guidelines Section 15162 provides for preparation of a Subsequent EIR when the following conditions occur: (1) substantial changes are proposed to the project, (2) substantial new impacts would occur or the severity of impacts would substantially increase, or (3) new information of substantial importance becomes known that was not previously known. Proposed improvement to the expansion area may constitute substantial changes to the project and impacts may be substantially more severe relative to the 2008 EIR. An understanding of the prior mitigation compliance for Phase One and results of technical studies prepared for the expansion area would determine if the project would trigger a Subsequent EIR.

AGENCY CONSULTATION

Consultation with relevant agencies will be initiated early on in the environmental review process. It is anticipated that relevant agencies would include the California Department of Fish and Wildlife, the Regional Water Quality Control Board, the Army Corps of Engineers, the Sonoma County Airport Land Use Commission, and Sonoma Water.

Pursuant to Assembly Bill (AB) 52, the Town is required to notify any tribes that are traditionally or culturally affiliated to the geographical area in which the project is located. Notification shall occur within 14 days of the decision to undertake a project or determination that the project application is complete. Notified tribes will have a 30-day period to request consultation. Tribal consultation must be satisfied prior to publication of the environmental document. The following tribes will be consulted: Cloverdale Rancheria of Pomo Indians, Mishewal-Wappo Tribe of Alexander Valley, Dry Creek Rancheria Band of Pomo Indians, Lytton Rancheria of California, Federated Indians of Graton Rancheria, Kashia Band of Pomo Indians of Stewarts Point, and Middletown Rancheria.

TECHNICAL STUDIES

The following technical studies are likely to be required to inform the CEQA analysis pursuant to State and local regulations: Air Quality Study, Greenhouse Gas Assessment, Health Risk Assessment, Arborist Report/Tree Protection and Preservation Plan, Biological Resources Analysis/Plant Survey/Wetland Delineation, Cultural Resources Report, Geotechnical Investigation, Noise Study, and Vehicle Miles Traveled (VMT) Analysis.

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