



SECTION FIVE ACTION PLAN IMPLEMENTATION

INTRODUCTION

The previous four sections of this report have been devoted to establishing a comprehensive plan for parks and recreation for Mount Holly. The development of this plan included an inventory of existing facilities, a review of previous planning efforts, and, most importantly, a public forum to allow citizens to express their needs/desires for park and recreation facilities and programs. From this assessment, park and recreation standards were established and from these standards, recommendations for park expansion and improvements have been made. These recommendations resulted in a 10-year capital improvement budget for the Department. This section provides recommendations on how the goals and standards of the Master Plan can be realized.

Adequate funding will be instrumental to the implementation of this Master Plan. According to the North Carolina Statewide Comprehensive Outdoor Recreation Plan, adequate funding for park facilities and programs is critical if existing and future needs are to be met. This is particularly true in North Carolina, where funding for parks is well below the national average.

Based on the public input received during this planning process, it is apparent there is considerable demand for park and recreational facilities by the citizens of Mount Holly. The City has supported park development and operation through the years. This support must continue and increase in the future. Implementing the recommendations in this plan will result in meeting existing and future needs for park and recreation services, as well as preservation of open space in the community. To meet these needs, Mount Holly may be required to increase its annual budgeting for capital improvements, staffing, operations, and maintenance.

In addition to this spending increase, the Department should seek new opportunities for joint use, earned income options, and raising money through grants. Recommendations on funding opportunities are included in this section.

CAPITAL IMPROVEMENT PROGRAM

The capital improvement program for the acquisition, renovation, and development of parks for the planning period was prepared with input from staff and public involvement. All of the proposed costs are shown in 2010 dollar values. The capital improvement costs include funds for land acquisition, site preparation, and other infrastructure cost. The capital improvement budget includes funds for new park construction and renovations. The capital improvement plan also includes estimated planning and design fees.

The Capital Improvement Program can be summarized into the following components:

Renovation/Maintenance Program	\$ 325,000
Land Acquisition Program	402,500
Park Development Program	1,925,000
Special Use Facilities	<u>3,300,000</u>
Total Capital Improvement	\$5,952,500

While this figure equates to spending over \$600,000 annually for capital improvements through the year 2020, this section outlines funding options that can shift some of this funding burden from the City's capital budget. Table 4-1: Capital Improvements Program shows the costs associated with the capital improvement program divided into two funding intervals starting in 2010 and ending 2020 (10-year planning period). The table reflects the proposals and recommendations as outlined in Section 4 of this Master Plan.

OPERATIONAL RECOMMENDATIONS

In addition to looking at future facility needs of the Department, this Master Plan must also address some of the operational issues that will face the Department in the coming decade. These issues relate to the manpower and organizational changes that will be required as the Department adds new parks/facilities and additional parks. Likewise, these recommendations address some of the critical operational issues the Department needs to identify as it works to become not only a bigger department, but a better department.

Staff Needs

With the expansion of park facilities over the next decade, there will be a need for additional staff to develop, operate, and maintain these new facilities. While the development of a true operation and maintenance program for these future facilities is beyond the scope of this master plan study, it is important that the City plan and budget for adequate staff positions for any new facilities that are constructed. Likewise, as these new facilities come on line, Mount Holly should actively seek the highest level of programming staff with strong educational experience in the various areas of park and recreation administration.

OPERATIONAL COSTS

As noted above, the development of new recreation facilities will require additional staff for the Department. These new staff positions will add to the annual operational budget in both staff and

equipment costs. The expansion of park facilities will also add to the energy and utility cost of park and recreation facilities. Based on recent increases in energy cost, these operational costs could be substantial. The recommended facility improvements included in this Master Plan will increase the Department's facilities by 25%. Expansion of this magnitude will have significant implications to the operational budget. The Department's management staff and elected officials must carefully consider the financial impact of each major capital improvement project as projects are considered. No capital improvement project should be undertaken without the commitment of support for adequate ongoing operational funding. Likewise, consideration should be given to the positive economic impacts that some facilities may have on the local economy, and if applicable, their potential for revenue generation.

GREENER OPERATION

As the world's population expands and environmental concerns over global warming, conservation of resources, and preservation of our fragile natural systems become more apparent, greater environmental responsibility by public and private agencies has become critical. As a government agency, particularly one that is involved with the management of public open space and the improvement of the public's health, the Parks and Recreation Department should make a sincere and concerted effort to minimize its environmental impact.

With this understanding, the Department should evaluate its maintenance and operational procedures with an intent to minimize waste and environmental impact. Where economically feasible, the Department should look to implement operational procedures that emphasize conservation, recycling, and sustainability. Likewise, as the Department looks to build new facilities, it should consider constructing facilities that minimize environmental impacts, conserve energy, and reuse building materials where possible.

As a starting point for this conversion to a "greener" operation, the Department should establish a committee of operation, maintenance, and construction stakeholders to study the options available and develop a plan for becoming "greener".

Earned Income Opportunities

One important means of offsetting the increased cost of recreation facilities and programs is to develop programs that generate income. The City should look for programs to increase income-providing opportunities by expanding upon the following methods:

- Sponsorships from private businesses operating in the area. Sponsorship opportunities within the Department will need to be coordinated to not confuse sponsors by sending two or three requests to the same business. Sponsorships typically come in the form of product sponsors, event sponsors, program sponsors, cause-related sponsors, and in-kind sponsors.
- Based on the needs of the Department, grants from local foundations, state and federal agencies, or individuals are typically created by staff. Most grants take time to prepare and require coordination effort with other agencies or departments from within the community to create a quality submittal. Grants also require extensive tracking of expenditures and outcomes for attaining future funding.
- Partnerships are the new area of earned income that many communities are seeking to share costs in providing services to the community. Many times the partners are two or more government agencies. This earned income requires both agencies to have a common vision, values, and goals for the partnership to be successful. Typically, partnerships follow some of these general trends:
 - Church partnerships, similar to the one that provides for the Catawba Heights Playground, can assist in providing neighborhood parks or recreation services.
 - Youth sports associations where volunteers

help the Department in providing the service to the community for the sports that they represent.

- Trail sponsors that adopt sections of trails for maintenance and cleanup.
- Adopt-a-park partners that help maintain parkland. These sponsors are typically in the form of neighborhood associations and businesses that are next to parks.
- School partnerships where both partners invest in the development of facilities and programs based on shared use of facilities and staff.
- Special event partners that assist with the development of community-wide events.
- Program partners who assist each other in providing services to the community. The YMCA or schools working with the Parks and Recreation Department to co-sponsor programs is an example of this partnership.
- Park foundation development is another earned income opportunity that park systems have embraced to achieve added dollars to their budget. Park foundations help seek out individuals who wish to invest in the system by providing donations of land, cash, or in-kind related services.
- Advertising and licensing in programs, facilities, and events the Department provides. This earned income allows the City to leverage highly exposed advertising space where businesses will pay a premium for the right to advertise.
- Volunteer development programs are a highly valued earned income opportunity the Department can create through effective recruitment. Volunteers can create advocacy and bring down the cost of programs and services. Volunteers will be more important as the Department grows and offers more activities and facilities.
- Privatizing the development of facilities or services is an earned income opportunity that is used by communities when they are unable to control the cost of labor and are unable to find the

needed capital to develop a recreational facility or a concession operation. This gives the local government a management tool to create an asset or improve a service without tapping into its own resources. Facilities that are typically privatized include golf courses, marinas, camping/RV facilities, boat rentals, bike rentals, equipment rentals, and other forms of concessions. The Catawba River Corridor Plan identified several potential private development opportunities along the river.

- Marketing strategies are an important component in developing earned income opportunities. The City should consider assessing program participants \$1 for development of a marketing budget that will provide promotional services, research, and reserve funds for the Department. These promotional activities improve awareness of the activities provided by the Department and assist in bringing more revenue to the system by filling programs and facilities. This will be more important to the Department with the development of community parks and a community/recreation center.

Key Funding/Revenue Sources

The Mount Holly Parks and Recreation Department has good public support for parks, programs, and services. While funding sources have increased slightly over the last five years, innovative measures will be needed if the City is to keep up with the growing need for parks and recreation. The proposed additional facilities and expanded operations will only add to the need for funding dollars from a variety of sources. Mount Holly will need to create a combination of revenue sources to meet the future needs of local residents. The following funding sources are provided to help evaluate these options.

Revenue Plan

Upon adoption of the Master Plan, the Department, with input from civic leaders, should consider the establishment of a revenue plan. A revenue plan incorporates all available funding resources in a community, prioritizes them, and puts each option

into a funding strategy. In a revenue plan, the following funding alternatives are evaluated for their appropriate use in funding capital improvements and programs:

General Tax Revenues

General tax revenues traditionally provide the principal sources of funds for general operations and maintenance of a municipal recreation and parks system. Recreation, as a public service, is scheduled along with roadways, health, public safety, schools, etc. in regular budgets established by the municipality. Assessed valuation of real and personal property provides the framework for this major portion of the tax base. The City of Mount Holly is currently funding its park and recreation program well below the state's mean per capita spending for municipalities of similar size. In the past funding year (09/10), the City spent approximately \$40 per capita on parks and recreation, considerably below the state average. If the City wishes to offer a park and recreation system that truly provides a quality of life for the community, this level of funding must be increased to meet or exceed the state's average per capita spending.

User Fees

Recreation facilities such as game fields, courts, and boat/lake areas are typically covered by a combination of general tax revenues and user fees. All park and recreation systems have different values in place for how they fund various portions of a recreation experience. Tax subsidies vary by activity and Mount Holly will need to determine the level of commitment expected under these values or principles.

The Department will also need to update its current revenue and pricing policy as part of an overall revenue plan based on the values and guiding funding principles of the City.

General Obligation Bonds

General tax revenue for parks and recreation are usually devoted to current operation and maintenance of existing facilities. In view of the recommended capital improvements as suggested in

this plan, borrowing of funds to acquire new lands and develop facilities may be an option. The State of North Carolina gives municipal governments the authority to accomplish this borrowing of funds for parks and recreation through the issuance of bonds not to exceed the total cost of improvements (including land acquisition). For the purpose of paying the debt on these bonds, the local government is empowered to levy a special tax. Total bonding capacities for local government is limited for parks and recreation to a maximum percentage of assessed property valuation.

The real value of a municipality's bonding authority and capacity is not necessarily the funds made available for the capital improvement program alone (in terms of local monies). Bonding enables local government to utilize local funds to match federal grant-in-aid monies or state funds. General obligation bonds are still the greatest source utilized to fund park projects in North Carolina.

Mount Holly has never passed a bond referendum to fund park expansion. As the City plans for future protection of open space and future development of its park system, this may be an option to consider. This may be the avenue to provide funding for much of the proposed park improvements. Through a well thought out and publicly presented bond campaign, voters would be given the authority to choose to support park improvements through the sale of bonds.

Revenue Bonds

Revenue bonds have become a popular funding method for financing high use specialty facilities such as golf courses, aquatic centers, ice rinks, tennis centers, and complexes for softball and soccer. The user and other on-site revenue sources pay revenue bonds. This revenue source would only be of use to the City if they choose to change their tax subsidy policy for using this type of funding. Based on current pricing practices, the City most likely would not seek out this option. However, if Mount Holly decided to move in this direction, the type of projects to use this style of financing would be a golf course,

baseball/softball complex, large recreation center, or conference/meeting center.

Limited Option or Special Use Tax

Limited option or special use taxes can be established in various ways. A municipality or county can establish the tax by determining the source such as property valuation, real estate transfer taxes, or sales tax. This proposal will require legislative approval. Typically, special use taxes are structured on sales tax or transfer taxes and earmarked for a project need. A local governing body can approve a tax that is identified or earmarked on property valuation however other sources may require state approval. The idea behind a special option or limited option tax is that the tax is identified or limited for a special purpose or projects and the duration can also be limited to the accomplishment of the purpose or projects.

Park Foundation (Partners for Parks)

The Department has the opportunity to create a park foundation to assist the City in acquiring land, developing facilities, sponsoring programs, and buying equipment. Park foundations typically create five funding strategies for accessing money to build up their coffers. These include a foundation membership, individual gifts, grants from other recognized and national foundations, long term endowments, and a land trust for future acquisitions.

General Foundations

Another source of revenue is the direct contribution of money from general foundations within the state or nation.

Foundation funds should be sought for both development and construction of facilities as well as providing programs. They should include general-purpose foundations that have relatively few restrictions, special program foundations for specific activities, and corporate foundations found with few limitations and typically from local sources. The Trust for Public Land and NC Rails-Trail have been instrumental in providing financial and technical assistance for open space conservation

and development of greenways in North Carolina. They, and other land trusts, such as the Conservation Trust for North Carolina and the Catawba Lands Conservancy, would be a good source to investigate. These foundations are already at work in the area working on the development of the Carolina Thread Trail.

Other sources of local assistance may be available by contacting large corporations with a local presence to review any possible funding opportunities they might offer. Companies such as Bank of America, Wachovia, and Duke Energy, may have available funding through existing grant programs, or they may be interested in creating a program or partnership for specific projects. The Department should actively pursue grants from foundation and trust sources on a regional and national level. Information on trusts and foundations can be found through the Foundation Center, 79 Fifth Avenue, New York, NY 10003-3076 (<http://foundationcenter.org>) and the Non-Profit Gateway to federal government agencies.

Federal and State Assistance

Federal funding sources necessary to help finance Master Plan recommendations have historically been available from the U.S. Park Service's Land and Water Conservation Fund (LWCF). Potential funding through the U.S. Department of Housing and Urban Development's Community Development Block Grant (CDBG) Program is also available given certain conditions. Other potential sources for recreational funding are available through the National Foundation of Arts and Humanities and the National Endowment for the Arts (NEA).

The North Carolina General Assembly passed a bill in 1995 creating a consistent source of funds for parks and recreation in the state. The Parks and Recreation Trust Fund (PARTF) provides money for capital improvements, repairs, renovations, and land acquisition for state and local parks. Revenues from the State's portion of the real estate deed transfer tax support the Fund and are estimated to be \$15-\$18 million annually. Of the funds allocated, 65% go to the state parks system, 30% provide matching

grants to local governments, and the remaining 5% go to the Coastal and Estuarine Water Beach Access Program. The maximum matching grant is limited to \$500,000 for a single project. The PARTF system allows municipalities to apply for a 50/50 cost-sharing grant to develop or acquire parkland and facilities. The City should apply for funds through this program on a regular basis.

Additionally, the State can fund projects such as bikeways and pedestrian walks through the federally funded TEA-21 [formerly known as the Intermodal Surface Transportation Efficiency Act (ISTEA)]. The North Carolina Department of Transportation (NCDOT) administers the funds and the local government agency can use these funds for developing portions of any proposed greenway system. Local communities can also apply for assistance with pedestrian, bikeway, and greenway projects by applying for “NCDOT Enhancement Funds.” The State also makes funds available for development of facilities and programs through the Community Development Block Grant system (CDBG) administered by the Division of Community Assistance. Eligible communities can use these federal funds for development of projects such as recreation facilities, land acquisition, and neighborhood centers. Non-profit neighborhood groups can receive assistance from this program and the Department can assist these groups by identifying possible projects.

Another source of State administered funding is through the Clean Water Management Trust Fund (CWMTF). These funds are set aside for the acquisition of riparian properties, financing of innovative wastewater management initiatives, storm water mitigation and stream bank restoration projects, support for greenways, and some planning programs. The acquired or purchased property can be used for recreation while protecting valuable water resources from the affects of urban encroachment. The General Assembly initially set aside \$88 million for the CWMTF to allocate grants to restore and/or protect water quality in the State’s rivers, lakes, and estuaries.

Current economic conditions have reduced the availability of these funds, but this still remains a viable option for helping acquire land and construct parks.

Master Plan Funding Strategy

Over the 10-year planning period (2010-2020), the City of Mount Holly will not be able to support the growth in operational cost and the proposed capital improvement (\pm \$6,000,000) with the current level of appropriations. The Department will need to use a combination of revenue sources to accomplish the recommendations of the Master Plan. There are numerous combinations of funding strategies that can be explored and implemented. Upon careful analysis of past budget documents, current practices, available resources, national trends and standards, a funding strategy is presented for consideration. The Master Plan proposes a viable funding strategy that emphasizes realism.

General Funds

Allocations from the General Fund will need to increase to pay for the operation of future facilities. By increasing funding for park and recreation operations 15 to 25%, Mount Holly will raise this level of funding closer to the state’s average. This additional per capita funding, along with the increase in population, will fund the majority of future operational costs, but will not provide the funding required for capital improvements.

In addition to this increased operational spending, the City should begin budgeting capital improvements projects on an annual basis. For purposes of this planning effort, the recommended annual capital improvements budget should be \$200,000. This source of funding will provide \$2,000,000 for capital needs (approximately one third of the proposed capital improvements) over the next ten years.

Grants

The City staff has been successful in finding and procuring funds from State and local grants. The City should continue to explore grants such as LWCF, PARTF, ISTEA, clean water grants, etc.

Active pursuit of this funding could provide another \$1.5 million in funds for capital improvements over the next ten years.

Partnerships and Gifts

The Department should work to generate revenues through sponsorships of its programs. This initiative of raising money from the private sector through gifts, sponsorships, and partnerships should be encouraged and expanded. One avenue for expanding this effort will be establishing a Partners for Parks program. This non-profit organization should be established independent of the Department and operate as a stand alone charitable organization, much like Mecklenburg County's Partners for Parks. This non-profit organization allows private citizens and corporations to donate money, land, and in-kind services for use by the parks department. Once established, Partners for Parks should be able to raise \$30,000 to \$50,000 in funds annually. Over the next ten years, that could generate up to a half million dollars for capital improvements.

Revenues & User Charges

A crucial strategy to accomplish the goals of this plan is to price services based on the value and benefits received by the participants beyond those of all taxpayers. Increasing participants in using the facilities and programs will increase revenue opportunities. A good time to price services to their value and benefits is after new facilities are constructed or when facilities have been renovated to enhance a participant's recreational experience. A proposed user charge revenue strategy is not a

quantum leap to market value pricing, but a slightly enhanced program of increasing fees based on new and renovated facilities. This will create more revenue and capacity opportunities for Mount Holly's growing population.

Currently, revenues and user charges account for less than 10% of the operating budget. This level will need to increase throughout the planning period and represents the largest challenge for the department if new facilities are built. Likewise, the Department should develop a fee structure that will allow greater net revenue to be realized. Assuming the level of funding can increase, it will generate approximately \$10,000 to \$15,000 annually that can be used for operating new facilities developed as recommended in this Master Plan. To accommodate this goal, revenue from user charges must increase throughout the planning period. This goal is achievable by bringing new facilities on-line and making modest changes to the current fee structure for activities and programs.

General Obligation Bonds

General Obligation Bonds could be used in acquiring and developing new parks and recreation facilities. One option for the funding would be a General Obligation Bond be targeted to raise approximately \$2 million. This would represent approximately one-third of the funds needed for the proposed capital improvements budget (\$6,000,000). The \$2 million can be dedicated to the construction of neighborhood parks and greenways. This bond referendum would come on-line in approximately three to five years.

Summary of Capital Improvements Funding

Capital Improvements Funding (\$200,000 annually)		\$2,000,000
Grants		\$1,500,000
Partnerships/Gifts		\$300,000
User Charges		\$100,000
General Obligation Bonds Option		
Greenway Development	\$1,000,000	
Neighborhood Park Development	<u>\$1,000,000</u>	
		<u>\$2,000,000</u>
		\$5,900,000

Other Methods for Acquisition and Development

In order to meet the future park needs of Mount Holly, administration and staff must be creative in acquisition and development of new facilities. Other methods available for acquiring and developing parks as recommended in the Master Plan include the following:

Fee Simple Purchase

The outright purchase is perhaps the most widely used method of obtaining parkland. However, this method is the most difficult to reconcile with limited public resources. Fee simple purchase has the advantage of being relatively simple to administer and to explain to the general public in terms of justifying a particular public expenditure.

Fee Simple with Lease-Back or Resale

This technique of land acquisition enables the Department to purchase land to either lease or sell to a prospective user with deed restrictions that would protect the land from abuse or development. This method is used by governments who impose development restrictions severe enough that the owner considers himself/herself to have lost the major portion of the property's value and it is more economical for him to sell with a lease-back option.

Long -Term Option

A long-term option is frequently used when a particular piece of land is seen as having potential future value though it is not desired or affordable to the Department at the time. Under the terms of a long-term option, the Department agrees with the landowner on a selling price for the property and a time period over which the Department has the right to exercise its option. The first benefit of this protective method is that the land use of the property is stabilized because its future is in doubt and an expenditure of money for the property would be lost in the previously agreed upon selling price. Secondly, the Department does not have to expend large sums of money until the land is purchased. Thirdly, the purchase price of the land is settled upon. The disadvantage of this method lies in that a price must be paid for every right given by the property owner. In this case, the cost of land use stabilization and a price commitment comes in the form of the cost of securing the option.

First Right of Purchase

This approach to acquiring parkland eliminates the need for fixing the selling price of a parcel of land yet alerts the Department of any impending purchase, which might disrupt the parkland acquisition goals. The Department would be notified that a purchase is pending and would have the right to purchase the

property before it is sold to the party requesting the purchase.

Land Trust

The role and responsibility of a Land Trust is to acquire parkland and open space while maintaining a well-balanced system of park resources representing outstanding ecological, scenic, recreational, and historical features. A Land Trust is a 501 (c)(3) not-for-profit corporation made up of key knowledgeable leaders in the area who represent a cross section of recreation, historic, conservation, preservation, land development, and environment. Their goals and responsibilities are to work with landowners to acquire parkland for current and future generations. The individuals appointed to the Land Trust must have strong knowledge of land acquisition methods and tools to entice land owners to sell, donate, provide easements, life estates, irrevocable trusts, or a combination of all. This includes seeking out an experienced land acquisition attorney who is trained in these areas to provide the most efficient and effective processes to achieve the balance of types of land to meet the goals of the Master Plan.

Local Gifts

A significant and yet often untapped source of providing funds for acquisition and development of local park projects is through a well-organized local gifts program. The pursuit of land, money, construction funds, or donated labor can have a meaningful impact on the development of a well-rounded system.

The most frequently used type of gift involves the giving of land (through a full gift or agreed upon below market value sale) to be used for a park. The timing of such a donation can correspond with a PARTF grant application, thereby providing all or a significant portion of the local matching requirement associated with this fund. A similar use of gifts involves donated labor or materials, which become part of an improvement project and help to reduce project costs. The value of the services or materials can also be used to match non-local grant funds. When not tied into a grant, such donations (land,

labor, or materials) still can play an important role in reducing the demand for local capital expenditures.

Some municipalities have developed a gift catalog as a tool for emphasizing an organized gifts program. Such a publication should explain the role and importance of the gifts program, describe its advantages, define the tax advantages that may occur to the donor, and identify various gifts (land, labor, play equipment, materials, trees, etc.) that are needed to meet local program needs. The gifts catalog should be prepared in a format that can be distributed effectively and inexpensively and should employ a clear statement of needs, typical costs associated with various gifts, and be made readily available to the public.

To aid this type of gift program, a strategy for contacting potential donors (individuals, businesses, foundations, service clubs, etc.) should be developed. An important part of this strategy should include contacting the local Bar Association, trust departments of lending institutions, and the Probate Court. Communicating with these groups regularly will make them aware of the potential for individuals to include a gift to the Parks and Recreation Department as part of their tax and estate planning.

Life Estate

A life estate is a deferred gift. Under this plan, a donor retains use of his land during his lifetime and relinquishes title to such land upon his death. In return for this gift, the owner is usually relieved of the property tax burden on the donated land.

Easement

The most common type of less-than-fee interest in land is an easement. Since property ownership may be envisioned as a bundle of rights, it is possible for the Department to purchase any one or several of these rights. An easement seeks either to compensate the landholder for the right to use his land in some manner or to compensate him for the loss of one of his privileges to use the land. One advantage of this less-than-fee interest in the land is the private

citizen continues to use the land while the land remains on the tax records, continuing as a source of revenue for Mount Holly. Perhaps the greatest benefit lies in the fact that the community purchases only those rights that it specifically needs to execute its parkland objectives. By purchasing only rights that are necessary to the system and on the land itself, the Department is making more selective and efficient use of its limited financial resources.

Zoning/Subdivision Regulations/Mandatory Dedication

The City of Mount Holly’s Subdivision Ordinance (Section 3.12 Neighborhood Recreation Sites) contains requirements for mandatory open space and recreational use when subdividing land for

residential purposes. The code does not make provisions for the land to be reviewed by the Parks and Recreation Department prior to acceptance, but the Parks and Recreation Director should have an opportunity to provide input on any property that might one day become a park. The regulations also stipulate a formula for making payment to Mount Holly in lieu of dedicating property.

This section of the Subdivision Ordinance should be reviewed by the Planning Department, Parks and Recreation Department, and the City Manager to consider revising the dedication requirements for certain non-residential property.