

GALVESTON

ISLAND

Park Board of Trustees



Beach Parks Master Plan

(East Beach & Stewart Beach)

18 March 2015

Prepared by:
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CREATING THE VISION

ASSESSMENT - SWOT ANALYSIS - VIRTUAL BEACH TOUR



About the Park Board:

The Park Board of Trustees of the City of Galveston, is a governmental entity created by a special act of the Texas Legislature in 1962 for the purpose of directing all tourism efforts for Galveston.

The State of Texas requires that a nine-member board be appointed by the City Council, with four members appointed on alternate years for two-year terms and a City Council representative appointed annually.

The Park Board employs a full-time, year-round staff with additional seasonal employees as needed.

The mission statement of the Park Board of Trustees of the City of Galveston is to position Galveston Island among the top five tourist destinations in the State of Texas by accepting responsibility for Galveston's number one industry: Tourism. They are responsible for promoting Galveston Island, its diversity and natural resources, and are committed to sustaining a world-class organization through visionary leadership, empowerment of staff, human development and effective appropriation of resources.

The Park Board operates an annual budget of \$14 million dollars and employs approximately 57 full time employees, 10 part time employees and approximately 175 seasonal employees. Last year, annual revenues of \$6,404,158 were collected as compared to \$6,014,329 in expenditures. *(FY 2013/2014 Figures)*

Year after year, tourists and visitors flock to Galveston Island in increasing numbers. This trend line is encouraging and validates the mission of the Park Board. In 2013, Galveston Island welcomed 5.8 million visitors. These visitors spent an estimated \$687.2 million dollars during their stay, which translates to approximately \$951.8 million dollars of business sales, including indirect and induced impacts.

Approximately 10,205 jobs on Galveston Island were sustained by tourism in 2013. This represents one in every three jobs.

Recent Accolades for Galveston Island:

Galveston listed No. 2 on "Best Spring Break Destination" - *USA Today's 10 Best Readers' Choice Travel Awards (2014)*

Galveston featured as *Coastal Living's* March 2013 "Dream Town" (2013)

Stewart Beach named No. 10 on "10 Best Beaches for Families" by *Family Vacation Critic* (2013)

Galveston listed No. 7 on "Top 10 Destinations on the Rise in the U.S. by *Trip Advisor* (2013)

Galveston named among Top 3 "Southern Hot Spots for Winter Meetings & Events" by *Convention South Magazine* (2013)

Rudy & Paco named one of the "Top 100 Best Restaurants in America" by *OpenTable* (2013)

Galveston listed No. 5 on "Top 10 Family Vacations in 2013" by *Family Vacation Critic* (2013)

Galveston Island State Park listed No. 2 on "Best Gulf Coast Beaches" list by *Travel Channel* (2013)

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Assessment of Parks Managed by the Park Board of Trustees:

Galveston Island is widely known for its 32 miles of beautiful Gulf beaches. The Park Board of Trustees manages 7 parks on behalf of the City of Galveston. This portfolio of parks offers a wide array of amenities and caters to many different user groups; from family RV camping to beach activities, to historical military installations and ecological learning opportunities that cater to visitors. The size and expanse of the 7 parks provides near limitless opportunity for additional programming to spur increased usage and participation for both tourists and Island residents.

Primary Beach Parks:

Stewart Beach

Seawall Blvd. (69 acres)

One of Galveston's premier family beach parks, Stewart Beach's nearly 3,600 feet of beach, sponsors family-oriented events, such as volleyball tournaments and other special events throughout the summer season. The park features umbrella and chair rentals, volleyball courts, an outdoor pavilion with an elevator, snack bar, souvenir shop, restrooms and showers. The Stewart Beach Community Room is the perfect location for company parties, wedding receptions, family reunions, and other special events.

Assessment:

Stewart Beach is open between March and September of each year. The total number of visitors to Stewart Beach in 2014 was approximately 400,000. Currently, the Park has vendors for umbrella and chair rentals, as well as a small beach shop in the pavilion. Additional programming also includes a play ground, shower and changing facilities and volleyball areas. The Pavilion, which is approximately 51,000 sf, is a 3 story concrete structure which was built in 1984. The Pavilion includes a small beach/souvenir shop, restrooms, shower facilities and Community Rooms. These Community Rooms are used for Park Board Staff training, as well as for rental functions such as weddings and family reunions. Outside catering is permitted at the Pavilion.

Significant damage to the Pavilion occurred during Hurricane Ike. Approximately \$400,000 dollars of renovations have occurred to or are planned to repair storm damage.

Access is provided by 4 entry/exit points. Historically, the majority of advertised access comes from Broadway. Expanded entry opportunities exist off of Broadway, Holiday Road and Ferry Road. The entry/exit point at the far southwest end of the Park is designated for emergency use only. During peak times, expanded gate facilities as well as active interception of vehicles onto alternate thoroughfares will improve queuing efficiency and traffic gridlock along Broadway. Additionally, redirection of traffic to thoroughfares such as Harborside Dr. will improve visibility to the Historic Strand District and the Cruise Terminal for the Port of Galveston.



Park Revenues at a Glance:

(2013-14 estimates)

<i>Concession/Leases</i>	<i>\$174,659</i>
<i>FEMA Reimbursement</i>	<i>\$6,821</i>
<i>Pavilion Rental</i>	<i>\$18,588</i>
<i>Park Admission</i>	<i>\$819,500</i>
<i>Miscellaneous</i>	<i>\$443</i>

Total Revenues: \$1,020,011

Total Expenditures: \$932,242



Current Pavilion



Current Entry Drive



Current Entry Sign



Volleyball Area



Current Driveway & Pay Station



Primary Beach Parks:

R.A. Apffel Park – East Beach

1923 Boddeker Drive (327 acres)

Galveston’s East Beach includes almost 5,000 linear feet of pristine beach and is the coolest and biggest beach in Texas. Located at the far eastern tip of the island, East Beach is famous for its great beach parties, fishing and bird watching. In addition, East Beach has live bands, promotions, an annual sand castle competition and other activities.

Assessment:

East Beach is open between March and September of each year. The total number of visitors to East Beach in 2014 was 250,000. East Beach is much larger than Stewart Beach and has many opportunities to expand programming activities. East Beach currently has a pavilion that is approximately 4,670 s.f. The Pavilion provides food and beverage, including alcohol sales, bathrooms, and picnic areas. Umbrella and chair vendors also operate at East Beach. Apffel Park has a Texas Alcohol Beverage Commission (TABC) designation as a Public Entertainment Facility. This provides flexibility for the park with the ability to allow visitors to bring their own alcohol into the beach park and also allows for multiple points of sale within the beach park. Apffel Park has been designated by the Trustees as the Park Board’s large scale event venue.

East Beach also hosts the annual *AIA Sand Castle Competition* that attracts on average 19,000 participants and visitors. East Beach also hosts numerous beach volleyball tournaments and dozens of concerts annually. Umbrella sales and chairs are also provided.

East Beach has a dedicated ecological habitat and is home to a significant number of nesting/shore birds like the Piping Plover. These areas are currently cordoned off, but the opportunity exists to provide non-invasive viewing areas. East Beach also has a dedicated fisherman parking area that is utilized throughout the year.

The Park Board of Trustees has recently assumed control over the East End Lagoon Park, which is the ‘Front Door’ of East Beach expanding the opportunity to provide additional programming for this popular habitat area.

The Pavilion was designed with both men and women’s bathrooms, but observations during the park tour revealed most busloads of guests are immediately looking for changing stations. Therefore, additional changing stations are needed to accommodate the huge crowds frequenting East Beach. In addition, due to the sheer expanse of the beach frontage, it is important to look at additional satellite facilities to provide bathrooms, changing stations and rinse stations that can be easily cleaned during the hours of operation or be on a permanent sewer hook up.

Access to East Beach is only available from two points. Seawall Blvd to Boddeker Rd (2 lane), which is in very poor condition or Seawall Blvd. to Apffel Park Drive (2 lane). These roads are not designed to handle the peak loads during summer weekends and are often jammed with tourists trying to enter or exit the Park. Pay stations are also designed similar to Stewart Beach without any real significant architecture.

Park Revenues at a Glance:

(2013-14 estimates)

Park Admission	\$444,207
Concession/Leases	\$60,693
Pavilion Rental	\$6,000

Total Revenue:	\$510,901
Total Expenditures:	\$731,118



Current Pay Station



Current Pavilion



Concerts on the beach



Secondary Beach Parks:

Dellanera RV Park

10901 San Luis Pass Rd. (16.35 acres)

Another family beach is Dellanera RV Park, FM 3005 at 7 Mile Road (west end of the Seawall). Enjoy a casual stroll along 1,000 feet of sparkling sandy beaches. For RV camping, this park is your "home-away-from-home."

Currently, the park features a children's playground and beach access. A pavilion which contains a small dry-goods store, laundry facility, restrooms and showers, as well as meeting rooms is a popular feature for overnight RV campers. Dellanera RV Park has 64 RV camping spaces which are rented for less than \$50 per day depending on amenities.

FY 2013-14 revenue from Dellanera RV Park was \$1,722,659

FY 2013-14 expenditures from Dellanera RV Park was \$1,542,816



Service Facility at Dellanera



RV Camping adjacent to beach



Seawolf Park

Pelican Island via Seawolf Parkway (10.5 acres)

Seawolf Park, Pelican Island via Seawolf Parkway (51st Street), was built on the historic immigration station site and offers picnic sites, a playground area and a fishing pier. A World War II submarine (the USS Cavalla), a destroyer escort (the USS Stewart), and other military hardware are on display and open for tours. The naval display is currently undergoing a major restoration effort.

Seawolf Park is the most profitable park in the Park Board Inventory due to the diversity of offerings, fishing popularity and Memorial Plaza. To capitalize on the popularity of this destination, the Board has adopted a multi-phased Master Plan for the park which will add additional amenities, facilities, and other opportunities for visitors. Additional options for water taxi service could also provide connectivity to downtown Galveston, an added benefit and enhanced experience for visitors. Federal Transit Administration grants should be explored to provide funding for water taxi service.

FY 2013-14 revenue from Seawolf Park was \$1,878,190

FY 2013-14 expenditures from Seawolf Park was \$773,779



Aerial View of Seawolf Park



Aerial View of Pavilion (Pre Ike)



Secondary Beach Parks:

Pocket Park 1 – Sea Gull Shores Beach

11102 San Luis Pass Rd. (14.5 acres)

Sea Gull Shores Beach Pocket Park 1 is located on Galveston Island's west end at FM 3005 at 7 1/2 Mile Road.

At the time of the assessment visit, this park did not appear to have any significant programming beside self-directed beach activities. The facility has a small, covered pay station and a series of portable toilets. This Pocket Park lacks any meaningful or visible directional or informative signage at both the entry off of the San Luis Pass Road or internally within the park. A small parking area (for approximately 120 cars) exists off the beach.

FY 2013-14 revenue from Pocket Park 1 was \$96,995

FY 2013-14 expenditures from Pocket Park 1 was \$81,865



Entry Road to Pocket Park 1



Pocket Park 2 – Sand Castle Beach

11745 San Luis Pass Rd. (10.75 acres)

Located on the island's west end at 11745 FM 3005 at 9 Mile Road. Sand Castle Beach includes an educational wetlands preserve, beach access points, and public parking.

Pocket Park 2 is adjacent to a mid rise, multi unit, vacation rental property and is accessed by a shared driveway with that rental property. The location to this property, provides a unique opportunity to provide programming that can serve those staying next door. The pocket park has an existing pavilion structure that is currently closed due to Hurricane Ike Storm Damage. The Pavilion is currently being reconstructed and is scheduled to reopen in March 2015. Way-finding signage was not visible which is critical due to the shared drive scenario that exists with this park.

This Park facility has a small, covered pay station and an asphalt parking lot for approximately 60 cars. Additionally, this park is next to a wetland preservation area that could be included in future programming.

FY2013-14 revenue from Pocket Park 2 was \$45,796

FY 2013-14 expenditures from Pocket Park 2 was \$286,415



Entry Road to Pocket Park 2



Frank Carmona Pavilion



Secondary Beach Parks:

Pocket Park 3 - Sea Shell Beach

13315 San Luis Pass Rd. at 11 Mile Rd. (1.77 acres)

In addition to its nearly 2 acres of sparkling beaches, parking is available adjacent to the park on 11 Mile Road and offered amenities such as restrooms, outdoor rinse-off showers and umbrella and chair rentals prior to damage sustained during Hurricane Ike.

Facilities at Pocket Park 3 remain closed. The closure was a result of damage sustained to the facilities from Hurricane Ike. An existing pavilion is located near the park with restrooms and other amenities. There is a sand parking lot that accommodates approximately 200 cars.

FY 2013-14 revenue from Pocket Park 3 was \$19,131

FY 2013-14 expenditures from Pocket Park 3 was \$74,098



Storm Damaged Pavilion at Pocket Park 3



Pocket Park 3 - Way-finding sign



Beach Patrol:

Galveston's beaches are among the most challenging in the country for lifeguards. The diverse beach population often has little or no beach experience, and strong lateral currents coupled with rock jetties is a dangerous mix. The Galveston Island Beach Patrol is among the top agencies in the country.

The Galveston Island Beach Patrol is a state certified, first response agency employing over 80 lifeguards, senior guards, and supervisors. There are nine units each staffed by at least one person with an EMT-B certification. The units are equipped with trauma kits, spinal immobilization equipment and oxygen. Other equipment includes a rigid hull inflatable rescue boat that holds up to five people and three personal watercrafts for patrol and rescue.

The Beach Patrol's jurisdiction includes the Gulf facing beaches from East Beach to 61st Street with emergency response responsibility to all aquatic accidents from Big Reef to San Luis Pass. The primary responsibility of Galveston's Beach Patrol is the safety of swimmers in these areas during the lifeguard season from Memorial Day through Labor Day.

The Beach Patrol operates manned towers at Stewart Beach, East Beach, and along the Seawall from Spring Break to October. Between February and November each year, mobile patrols actively monitor the beaches and provide assistance as needed.



Beach Patrol Life Guards operate mobile and stationary patrols at the Beach Parks



Introduction to Master Planning Process:

The Galveston Park Board of Trustees commissioned the creation of a Beach Park Master Plan with a primary focus on the two largest parks, East Beach and Stewart Beach Park. However, there are 5 additional parks under the operational control of Galveston Park Board. This Master Planning Effort will focus on operational, programming and facility upgrades to meet the new vision of a more dynamic, engaging and efficient park system.

Master Planning for the future of the Galveston Beach Parks is about determining a new Vision as measured against the current condition of the parks and deciding if the current condition can be modified to meet the vision and what steps and actions are needed to facilitate that implementation. These steps will be designated as either long or short term in their priority ranking.

Implementing this Vision can be done through the use of targeted short and long term priorities and implemented over 3 to 20 year periods or longer. The implementation strategy should be geared to the political will and timing that is comfortable to the community and administrators. Implementation can be accomplished by funding the improvements, through public/private partnerships, through regulatory changes or through policies.

One thing is certain, if the Vision and Plans are not structured with implementation strategies to effectuate the Vision it won't happen. As in all things, the success of that Vision and Plan should be measured and be accountable to allow the Board and Staff to measure success or modify actions as necessary to achieve the Vision.

In order to capture the Vision of the Client and Community, the Park Planning Team conducted several meetings and outreach sessions with various groups, including the Board, Staff, local community leaders and vendors. Meetings and presentations include:

- Team Kick Off Meeting and Park Assessment Tour - April 10
- Listening Session with Tourism Development Committee - April 15
- Park Staff Virtual Beach Tour, SWOT Analysis and Park Tour - April 24
- Park Board Virtual Beach Tour and SWOT Analysis Session - May 23
- First Presentation of Plan to Board and Staff - August 5 & 12
- Reality Check Presentation and Listening Session - September 12
- Stewart Beach Presentation to Trustees - January 13
- East Beach Presentation to Trustees - January 27

...a goal without a plan, is just a wish. - de Saint-Exupery

Scope of Master Plan:

GIS Mapping - Provide SMARTMap™ in GIS format with data overlays for the seven (7) parks, zoning, parcel data for the Island.

Legal Analysis - Provide Legal Analysis of options for expanded uses and recommended remedies. Identify any ordinances or State Law changes to implement desired uses.

Connectivity- Provide Traffic and Operational analysis.

Planning & Economic Development - Provide planning and economic development strategies for implementation of desired uses including the Texas Economic Toolbox.

Illustrative Plans - Prepare Illustrative Plans of the recommended improvements that visually outline the Vision and desired outcomes (images/renderings/digital virtual tour of peer beach communities).

Estimated Budgets & Business Plan - Prepare estimated budgets for public related improvements/implementation steps/strategies for the desired outcomes.

Priorities - Prepare short and long term priorities with estimated costs as approved by the Board.



AIA Sandcastle Competition



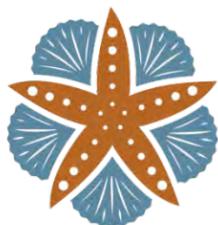
East Beach Activities



Banana Boat Rentals



Jet Ski Rentals



Guiding Principles:

Prior to beginning this planning effort, the Consultant Team, along with Park Board Staff and Board of Trustees developed a list of ‘Guiding Principles’ that was to serve as a framework for considering improvements, priorities and programming options.

Safety and Customer Service are Priorities - Each year, Galveston Island hosts hundreds of thousands of tourists. Ensuring that their experience is a safe and memorable one is priority number one.

Create and Expand Programming based on the ‘Power of 10 Model’ -

By expanding the scope and type of activities available at each of beach parks, you create a broader and more appealing experience for a larger audience, including those who wouldn’t typically spend any time at the beach. Bringing new activities to the beach parks will encourage increased participation at the beach, expand vendor opportunities and increase economic vitality on the Island.

‘The Power of 10’ was a concept developed by Ray and Charles Eames and was later adopted by the Project for Public Places, a not for profit planning advocacy organization. The idea of powerful place-making is that it’s not enough to have just one vendor, activity or program in a park and it be successful. Successful parks need to have ‘a minimum of 10’ activities to truly create lively programming and excitement. A winning combination of design and programming is what activates a park. Both passive and active programs are needed to create a sustainable sense of place and excitement that produces revenue and return visitors.

It is also very plausible for all of the Galveston parks to have 12 months of activities. ‘The Power of 10’ offers an easy framework that motivates residents and stakeholders to revitalize the parks, and shows that by starting efforts at the smallest scale you can accomplish big things. The concept also provides people something tangible to strive for and helps them visualize what it takes to make their parks successful and sustainable.

Historical Architecture and Public Art - Galveston’s rich heritage, architecture and history should be embraced within the Beach Parks as well. Establishing a design standard to the historic Victorian Architectural vernacular with future structures could ensure that Galveston beaches will remain unique and celebrated into the future. The incorporation of public art into the beach parks is seen as a critical feature for place-making and enjoyment of the both Island residents and visitors and should be featured at all Park Board parks while developing a community wide implementation strategy.

Invigorate Resident & Visitor Interest - In order to make Galveston beaches a destination beyond the typical summer months, a concerted effort to expand the programming of each beach is needed. Galveston’s moderate climate during the non-peak months is an asset to explore, non-water based activities and expand on the ‘Power of 10’ guidelines. Additionally, efforts to bring Island residents to the beach during peak and non-peak months with expanded programming and activities is needed.

Increase Efficiency of Entering and Parking at the Beach - During the weekends and holidays of the peak season, traffic gridlock in and around the beaches is a detriment and is in need of improvement. The need for more queuing and quicker, more efficient entry to the parking areas from the public roadways need to be addressed.

Improvements Need to be Economically Positive - All of the proposed improvements will need to be carefully considered for their economic vitality. Since a majority of the funding for the Park Board is based on user fees, expanded programming will need to be carefully studied for its economic impact not only to the Board, but also to the Island. Exploring partnerships with both Private and Public Investments is critical for developing the expansion and improvements to the beach parks.

Maintain Beach /Environmental Integrity - Recognizing the irreplaceable assets that are the beach parks, the Plan must address protection of natural resources and habitat. A delicate balance between providing recreation and habitat protection must be reached.

Maintain Views - Development of future facilities need to be responsible and appropriate in scale and height to ensure that view corridors of the Gulf of Mexico are not unreasonably blocked.



Aerial View of Stewart Beach



Activity Areas at Stewart Beach

‘Make no small plans, they have no magic to stir mans blood’ - Burnham



SWOT Analysis:

The Consultant Team conducted a SWOT Analysis (Strengths, Weaknesses, Opportunities, and Threats) with both the Board of Trustees and the Park Administrators and Staff. This is a critical information gathering exercise that allowed the Team to better understand the internal perception of the positive and negative aspects of current facilities, programs, and procedures. The consistencies of answers between all groups surveyed indicated that a consensus on many positive and negative aspects of the current facilities existed. Additionally, the diversity of the group from Trustees to operational staff allowed a wide range of discussion on actual and perceived areas in need of improvement, change or maintaining current protocols. The primary focus of these exercises were for Stewart and East Beach.

Strengths:

- Regional proximity to parks (Houston – 60 miles away)
- Interstate access, I-45 terminus
- Growing regional population (regional pop. to double in next 15 years)
- Multiple freeway access options
- Accreting beach on east end
- University and hospital population
- Historical character of island
- Tourist attractions/lodging options
- Cruise Industry availability & partnerships
- Parking available for thousands of cars
- Options for alcohol consumption are available at certain parks
- Options provided by pavilion (restrooms, showers, vendors)
- RV Park options (destination)
- Beaches seem very clean
- Value – cost of parking (\$25/year pass)

Weaknesses:

- Lack of amenities
- Poor signage, branding, way-finding
- Poor visibility of entry points (curb appeal)
- Aging or lacking facilities/infrastructure
- Lack of programs/activities/concessions/rentals
- Queuing issue at entry points (ticket takers)
- East Beaches' perception of rowdiness (not family friendly)
- Lack of programming that might encourage residents to utilize parks
- Need creative flexibility for parking rate structure/access
- Website lacks some information useful to both full/part time visitors
- Lack of advertising on the mainland for beach parks
- Boddeker Road is inadequate and unsafe
- Flooding problems at both Stewart and East Beach
- V Zone Codes
- Lack of Bandwidth/Internet Access

Opportunities:

- Directional way-finding for intercepting motorists leading up to the park
- Enhanced landscape design/entry design at parks
- Enhanced historical architecture for facilities
- Available land at each park for concessions/amenities
- Available land at some parks for development of restaurant and retail
- Boardwalks with Public/Private Partnerships implementation strategies
- WIFI in the parks
- Expand Programming at each park (water sports, kiosks, vendors, shade)
- Expand capacity/streamline process for fare collection
- Automation of parking facilities/fare collection
- Improved access at Harborside Dr., Holiday Rd. and Ferry Rd.
- Multiple funding sources and direct placement funding
- 12 months of activities available at parks
- Expand nature tourism opportunities

Threats:

- Hurricanes, loss of infrastructure
- Unseasonable Weather
- Industrial accidents
- Water Quality issues
- Unsavory characters at East Beach
- Lack of transportation options to the beach parks
- Environmental impacts on infrastructure (wind/salt spray, etc)
- Lack of cooperation and understanding between partners
- Lack of unified vision among parties
- Economic uncertainties
- Lack of financing strategies
- Hazards and liability for expanded programs
- Increased maintenance for expanded programs



Park Board Trustee SWOT Analysis

Key Results:

- Opportunity to expand activities
- Tremendous regional growth
- Space available
- Replicable features at all park properties
- Economic tools to assist in the implementation
- Historical Significance/Eco Tourism
- Traffic/Access improvements required
- Engaged Park Board & Staff
- Sky is the limit!



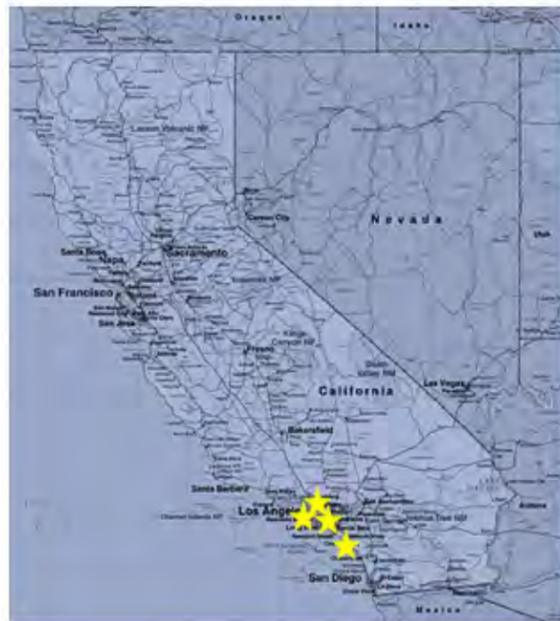
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Review of Peer Beach Cities (Virtual Beach Tour):

The Consultant Team prepared and presented to the Board of Trustees and Administration Staff a comparison of Peer Beach Cities. This review was designed to spur discussion on elements and programs that could be incorporated into the Galveston Beach Parks. The Team presented a 'virtual tour' of approximately 10 well-regarded beach communities that were open for business - year round. The tour was meant to show what programming, architectural, and operational features each of these peer cities utilizes. The Virtual Tour was meant to inspire the Board and Administration to dream without boundaries. Once the Vision is set, implementation strategies are used to turn the Vision into Galveston's reality. The following are several example cities presented to the Board and Staff:

Virtual Beach Tour

Overview of other *Beach Cities* to determine 'best practices' for tourism, recreational activities and other unique attributes that may guide Galveston in future programming for its parks and beaches.



- Bradenton Beach, FL
- Santa Monica, CA
- Newport Beach/Balboa Island, CA
- Myrtle Beach, SC
- Pensacola, FL
- Venice Beach, CA
- Key West, FL
- Panama City, FL
- Baie de Beauport, Quebec



...dreaming, after all, is form of planning. - Steinem

Key West, FL at a glance...

Population - 24,649 (2012)
 Regional Population - 5.5 million (Miami MSA)
 Closest Urban Area - 162 miles (Miami)
 Number of Parks - 21
 Miles of Beaches - 6 miles
 Number of Hotels - 82 hotels



Duval Street shops



Iconic tourist destinations



Golf cart rentals



Panama City Beach, FL at a glance...

Population - 12,218 (2012)
 Regional Population - 36,484 (Panama City MSA)
 Closest Urban Area - 10 miles (Panama City)
 Number of Parks - 1
 Miles of Beaches -
 Number of Hotels - 14



Shops and restaurants adjacent to beach



Pier Park - tourist destination



Amusement Park



Venice Beach, CA at a glance...

Population - 40,885 (2012)
 Regional Population - 12.8 million (Los Angeles MSA)
 Closest Urban Area - 17 miles (Los Angeles)
 Number of Parks - 2
 Miles of Beaches - 3 miles
 Number of Hotels - 54



Boardwalk - shops, street performers, art



Muscle Beach



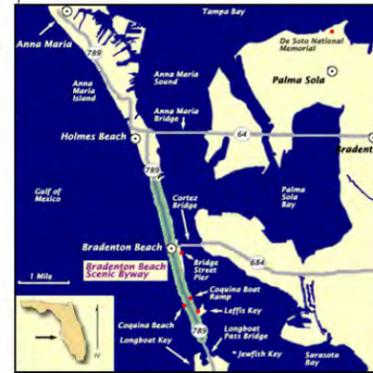
Group yoga classes



GALVESTON ISLAND
 Park Board of Trustees

Bradenton Beach, FL at a glance...

Population - 14,82 (2012)
 Regional Population - 720,000 (Sarasota MSA)
 Closest Urban Area - 17 miles (Sarasota)
 Number of Parks - 9
 Miles of Beaches - 7 miles
 Number of Hotels - 23



Barrier Island with gulf and bay opportunities



Unique restaurants/bars on beach



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Myrtle Beach, SC at a glance...

Population - 27,109 (2012)
 Regional Population - 329,500 (Myrtle Beach, Conway)
 Closest Urban Area - 14 miles (Conway)
 Number of Parks - 1
 Miles of Beaches - 60 miles
 Number of Hotels - 127



Boardwalk with shops and cafes



Unique aquatic recreation



GALVESTON ISLAND
 Park Board of Trustees

Santa Monica, CA at a glance...

Population - 89,736 (2012)
 Regional Population - 12.8 million (Los Angeles MSA)
 Closest Urban Area - 15 miles (Los Angeles)
 Number of Parks - 26
 Miles of Beaches - 26 miles
 Number of Hotels - 37 (3500 rooms)



Third Street Promenade - shopping district



Santa Monica Pier - restaurants, sport fishing



Santa Monica Pier - Amusement Park



GALVESTON ISLAND
 Park Board of Trustees



Example of Boardwalk and Shade



Playground area at beach



Hike / Bike Trails

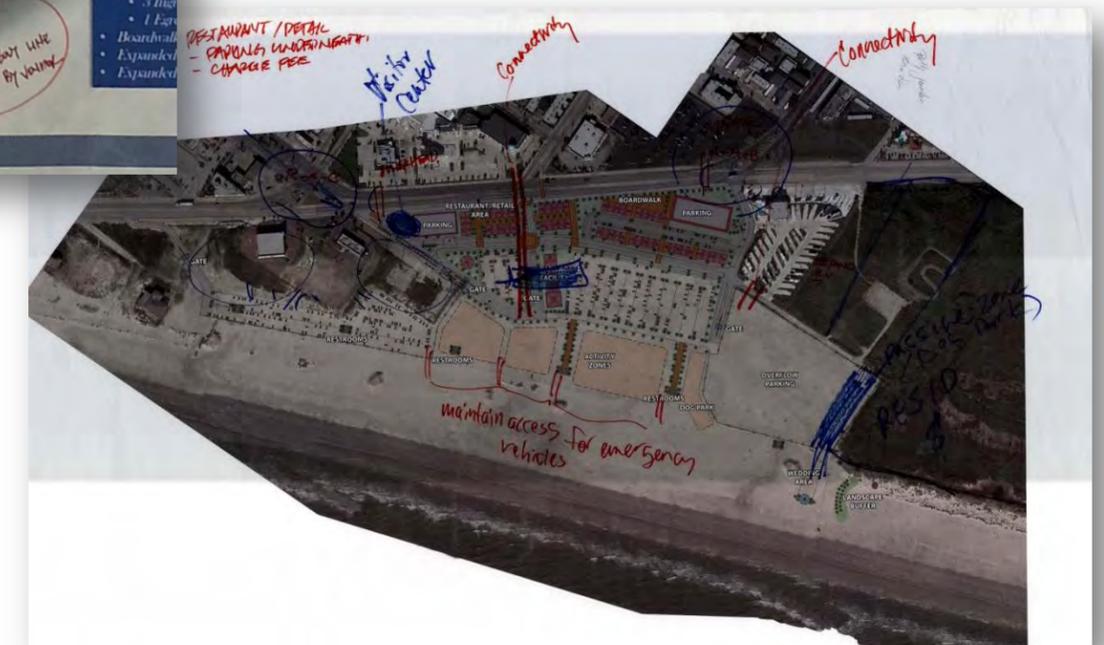


Stakeholder ‘Reality Check’:

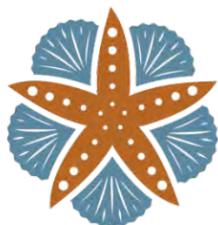
The Consultant Team conducted a Stakeholder ‘Reality Check’ meeting with interested and engaged partners to gauge the merits of the preliminary Master Plan. The group of stakeholders included members of the Board of Trustees, Park Administrators and Staff, current vendors, local developers, advocacy groups and business leaders. This half-day session included breakout sessions where randomized groups of individuals from the group were asked to review and comment on the draft plans for East Beach and Stewart Beach Parks. These results allowed the Consultant Team to hear from groups who are engaged in other aspects of park operations. The results of this session allowed the Consultant Team to identify other perceived needs and changes that need to be considered. Below are the summarized results on issues most commented on by the Stakeholder Group.

Summarized Comments:

- Directional way-finding for motorists leading up to the park
- Way-finding improved to distribute to alternate parking options
- Dynamic Traffic Signs on Mainland to inform about alternate parking options
- Getting in and out more efficiently is a priority
- Consistent branding
- Direct traffic to Harborside
- Repair Boddeker
- Bike access to Stewart and East Beaches with Bike Racks
- Buses with ability to carry stuff (bags, coolers, tents, etc...)
- Transportation along Seawall between parks
- Roundabout @ Broadway/ Seawall
- Parking Deck to lessen parking impacts to beach and provide additional revenue
- Consider parking garages off beach with shuttle service
- Public/Private partners to fund improvements sooner
- Pedestrian Bridge over Seawall Blvd. at Stewart Beach
- Consider EZ-Tag type system for pass through purchasing
- Expand Programming for resident use, parks should not just be focused on tourists
- Provide permanent shade on beach
- Teen Nights or special programs in the evenings
- Allow food truck onto beach, have a dedicated area for this
- Entice businesses that operate 12 months out of the year
- Create nature based tourism opportunity at East Beach
- Dog parks would be a welcomed addition
- New Gateways at each beach will improve branding, consistency
- West End of Island is underserved, some parks still unopened after Ike
- Developer Interest in Public/Private Partnership opportunities for Stewart and East Beach Parks
- Developer interest in reconstructing ‘Bait Shop/Restaurant off Boddeker



Plan comments from Reality Check participants



PROFILES

ECONOMIC & DEMOGRAPHIC



Economic & Demographic Profile:

The Houston-Galveston region is experiencing rapid growth and the population of this region is forecasted to double over the next 20 to 25 years. Overall population is projected to reach nearly 9.5 million people by 2040. This new regional growth is unprecedented and some forecasters estimate that nearly 1,000 people moved to Texas weekly in 2014. Some demographic experts project that with our regions strong business climate, and industrial and energy services sectors expanding at such a rapid rate of growth, that the Houston-Galveston region could reach its 2040 growth projections as early as 2035.

Galveston is only 60 miles from the 4th largest city in the United States. Galveston County and Galveston Island specifically with its proximity to Houston and the surrounding area, historical legacy and architecture, and natural features is primed to continue to draw hundreds of thousands of visitors and as well as new residents. These residents and visitors will undoubtedly desire improved quality of life enhancements including access to recreational elements. As we learned from the Peer Review of other Beach Cities, visitor and residents alike respond to well designed spaces with unique senses of place and community. Galveston Island is poised to become the next great beach community and has the groundwork in place with its vast beaches, historical character, and proximity to a large population center.

The West End population of Galveston Island also supports (by tax base) a major percentage of the general fund revenues for the Island. Updating the programming and amenities for the West End Beach Parks is important for the large population concentration of the west end residents. Pocket Parks 1, 2, & 3, provide additional programming opportunities for disabled visitors, water sports, vendors and concessionaires. The Pavilion at Pocket Park 2, once reopened, will provide much needed rental facilities for family reunions, graduation parties, weddings and receptions. The assets of the Beach Parks are poised to be that resident community venue servicing the tax payers of the West End, which currently are underserved.

Exhibit 3 and **Exhibit 4** (on pages 15 & 16, respectively) indicate the land use breakdown and Appraisal District values for the Island. These maps reveal that there is a high percentage of residents that live in multi-family dwelling units. From a planning perspective, this implies the need for additional open space and programming for residents that don't have backyards or amenities at their apartment communities.

In addition, the average value of the apartments per door are less than \$44,000 per door which qualifies under Community Development Block Grant (CDBG) for Housing and Urban Development Assistance. The majority of the census tracts behind the Seawall qualify for the CDBG funding assistance according to the City of Galveston Community Development website. The opportunities to work with the office of CDBG for programming ideas affords huge opportunities. CDBG funds are also available through HUD for park improvements and programming.



Existing Single Family Development



Existing Multi-Family Development

County	Jobs (Thousands)						
	1980	1990	2000	2010	2020	2030	2040
Brazoria	68	71	80	84	93	106	139
Chambers	7	6	8	12	15	16	18
Fort Bend	38	51	94	148	197	256	305
Galveston	73	80	93	96	105	116	186
Harris	1,381	1,538	1,944	2,237	2,675	3,010	3,271
Liberty	14	14	17	14	15	16	18
Montgomery	26	43	83	140	193	213	245
Waller	6	8	11	11	17	18	20
Region	1,613	1,811	2,329	2,743	3,310	3,750	4,202

County	Jobs Change (Thousands)						
	1980-	1990-	2000-	2010-	2020-	2030-	2010-
Brazoria	3	9	4	9	13	33	54
Chambers	(1)	2	5	2	2	2	6
Fort Bend	13	44	54	48	60	48	156
Galveston	7	13	2	10	10	70	90
Harris	157	405	293	438	335	262	1,035
Liberty	0	2	(2)	1	1	2	4
Montgomery	17	40	57	53	19	32	105
Waller	2	3	1	6	0	3	9
Region	198	518	414	567	440	452	1,459

County	Jobs Growth Rate (%)						
	1980-	1990-	2000-	2010-	2020-	2030-	2010-
Brazoria	5%	13%	5%	10%	13%	31%	64%
Chambers	-19%	25%	64%	20%	11%	10%	46%
Fort Bend	35%	86%	57%	33%	30%	19%	105%
Galveston	10%	16%	3%	10%	10%	61%	94%
Harris	11%	26%	15%	20%	13%	9%	46%
Liberty	4%	17%	-15%	4%	8%	15%	29%
Montgomery	64%	92%	69%	38%	10%	15%	75%
Waller	29%	40%	6%	53%	2%	15%	79%
Region	12%	29%	18%	21%	13%	12%	53%



Exhibit 1- HGAC - 2014 Q3 - Job Growth Projections

County	Household Population (Thousands)						
	1980	1990	2000	2010	2020	2030	2040
Brazoria	162	183	231	303	366	486	644
Chambers	18	20	26	35	42	50	58
Fort Bend	127	221	348	578	783	989	1,130
Galveston	193	215	246	287	361	468	574
Harris	2,389	2,789	3,358	4,045	4,764	5,325	5,817
Liberty	47	52	65	70	72	72	76
Montgomery	128	181	292	453	655	884	1,170
Waller	17	20	29	39	45	65	88
Region	3,082	3,681	4,596	5,810	7,087	8,340	9,557

County	Household Population Change (Thousands)						
	1980-	1990-	2000-	2010-	2020-	2030-	2010-
Brazoria	21	48	72	63	120	158	342
Chambers	2	6	9	7	8	7	23
Fort Bend	94	127	230	205	206	141	552
Galveston	22	31	41	74	107	106	287
Harris	400	569	686	719	561	492	1,772
Liberty	5	13	5	1	0	5	6
Montgomery	53	111	160	203	229	286	717
Waller	4	9	10	5	21	22	48
Region	599	915	1,214	1,277	1,253	1,218	3,748

County	Household Population Growth Rate (%)						
	1980-	1990-	2000-	2010-	2020-	2030-	2010-
Brazoria	13%	26%	31%	21%	33%	33%	113%
Chambers	8%	29%	35%	20%	20%	14%	65%
Fort Bend	74%	57%	66%	35%	26%	14%	95%
Galveston	11%	15%	17%	26%	30%	23%	100%
Harris	17%	20%	20%	18%	12%	9%	44%
Liberty	11%	26%	8%	2%	0%	7%	8%
Montgomery	41%	62%	55%	45%	35%	32%	159%
Waller	22%	44%	34%	13%	46%	34%	122%
Region	19%	25%	26%	22%	18%	15%	65%



Exhibit 2- HGAC - 2014 Q3 - Population Growth Projections





LAND VALUE COMPARISON TABLE FOR CITY OF GALVESTON								
Land Use	Number of Parcels	Dwelling/Units	% of Total Dwellings	Sq Miles	Acres	Avg Property Value	Total Market value	
Single Family Residential	17,630	17,630	43.53%	4.75	3,042	\$174,219/ dwelling	\$3,071,483,932	
Multi-family Residential	1,105	22,868	56.47%	0.62	395	\$13,128 / unit	\$300,206,349	
	Total	40,498	100%	0.00				
Commercial	1,337			3.40	2,179	\$5.80/ sq ft	\$550,610,681	
Industrial	45			0.63	405	\$1.77/ sq ft	\$31,164,830	
Public/Institutional	399			14.67	9,386	\$3.85/ sq ft	\$1,575,391,800	
Vacant/Underdeveloped	6,736			7.71	4,934	\$1.39/ sq ft	\$299,208,590	
Parks/Open Space	521			26.38	16,886	\$0.15/ sq ft	\$110,631,911	
Transportation/Utilities	55			0.05	30	\$2.08/ sq ft	\$2,723,460	
No Data	315			0.00	0	\$0	\$0	
				Totals	58.21	37,257		\$5,941,421,553

Exhibit 3- Land Value Comparison - Galveston Island (2014)

Sources- ESRI, Digital Globe, Geo Eye, USDA, USGS, AEX, Getmapping, Aerogrid, IGN, IGP, swisstopo, GCAD and the GIS User Community



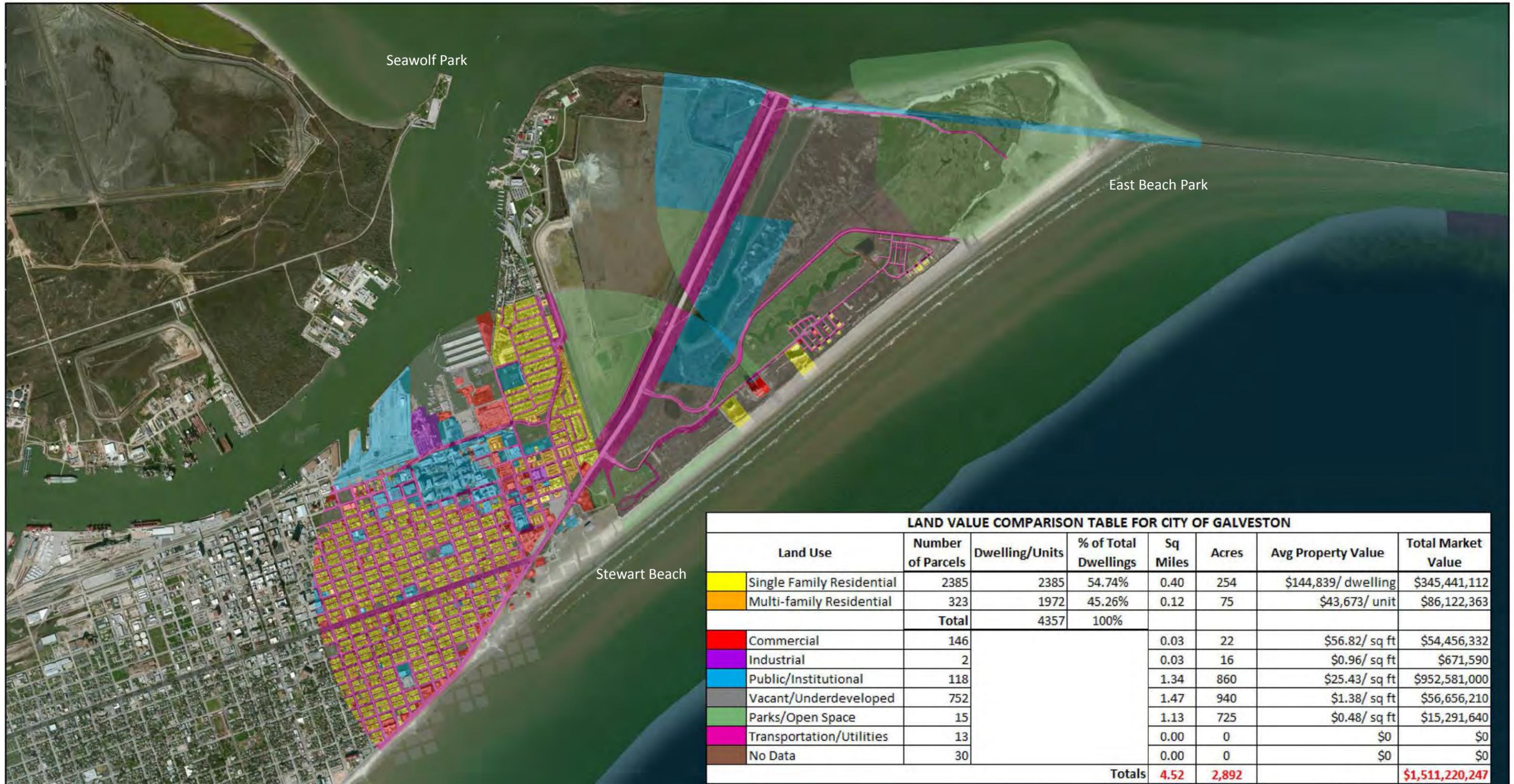


Exhibit 4 - Land Value Comparison - Galveston Island (2014) East End Enlargement

Sources- ESRI, Digital Globe, Geo Eye, USDA, USGS, AEX, Getmapping, Aerogrid, IGN, IGP, swisstopo, GCAD and the GIS User Community



CONNECTIVITY

TRAFFIC & OPERATIONAL ANALYSIS



Traffic Patterns & Analysis:

Traffic access options and operational issues related to accessing the parks were analyzed to identify connectivity options for vehicular, as well as hike/bike/transit options. Available traffic volume counts were obtained from TxDOT. Beach entry/parking count data were provided by the Park Board and utilized to perform the traffic study.

Daily and monthly beach access and parking counts for Stewart Beach and East Beach (R.A. Apfel Park) for the past calendar year were used to perform pro forma analysis of the potential parking revenue stream. Primary access routes used for traffic destined to the Park Board beaches was delineated and analyzed to determine the typical peak daily traffic patterns for summer weekends.

Beach entry traffic volumes and parking utilization were identified and analyzed for Stewart and East Beaches, including available points of vehicle entry and parking areas. Parking capacity was estimated for peak conditions. Capability to accommodate additional access lanes was determined, along with identification of potential capacity expansion and use of manual and automated fee collection options. Conceptual plans were developed for potential access and parking improvements. Order of magnitude cost estimates were prepared for the recommended improvements. Estimated project costs were based on available data.

Traffic Patterns:

Traffic volumes on Galveston Island are highly variable on a seasonal basis. During the peak season of summer, Galveston Island celebrates record crowds over the Memorial Day holiday weekend, with traffic counts of more than 245,000 vehicles from Friday through Monday.

The Texas Department of Transportation maintains a permanent traffic count station at the south end of the Galveston Island Causeway. The automatic counter provides hourly traffic volume counts for northbound and southbound traffic, 24 hours per day and 7 days per week.

Traffic volumes at the south end of the Causeway range from 60,000 VPD in January, to 90,000 VPD in July. The peak day in summer is Saturday. The peak hour is 5:00 to 6:00 p.m.

Linkage between Stewart Beach and R.A Apfel Park (East Beach):

Pedestrian and bicycle connectivity between Stewart Beach and East Beach needs to be included in the contextual design for Seawall Boulevard. Seawall Boulevard extending eastward from the Ferry Road intersection should include bike lanes connecting from Stewart Beach to Boddeker Drive, and connecting to bike lanes along Apfel Drive and the planned bike trail paralleling Boddeker through East End Lagoon Park to Apfel Beach Park (East Beach). Pedestrian crossings on Seawall Boulevard should be improved for safety. Where feasible, crosswalks protection should include pedestrian signals and raised medians for pedestrian retreats

For peak days when special events are held at Stewart Beach and East Beach, park & ride service with chartered shuttle buses would reduce congestion and parking demands. The planned rubber-tired shuttle along Seawall Boulevard should be implemented connecting Beach parks to hotels and restored trolley stops.

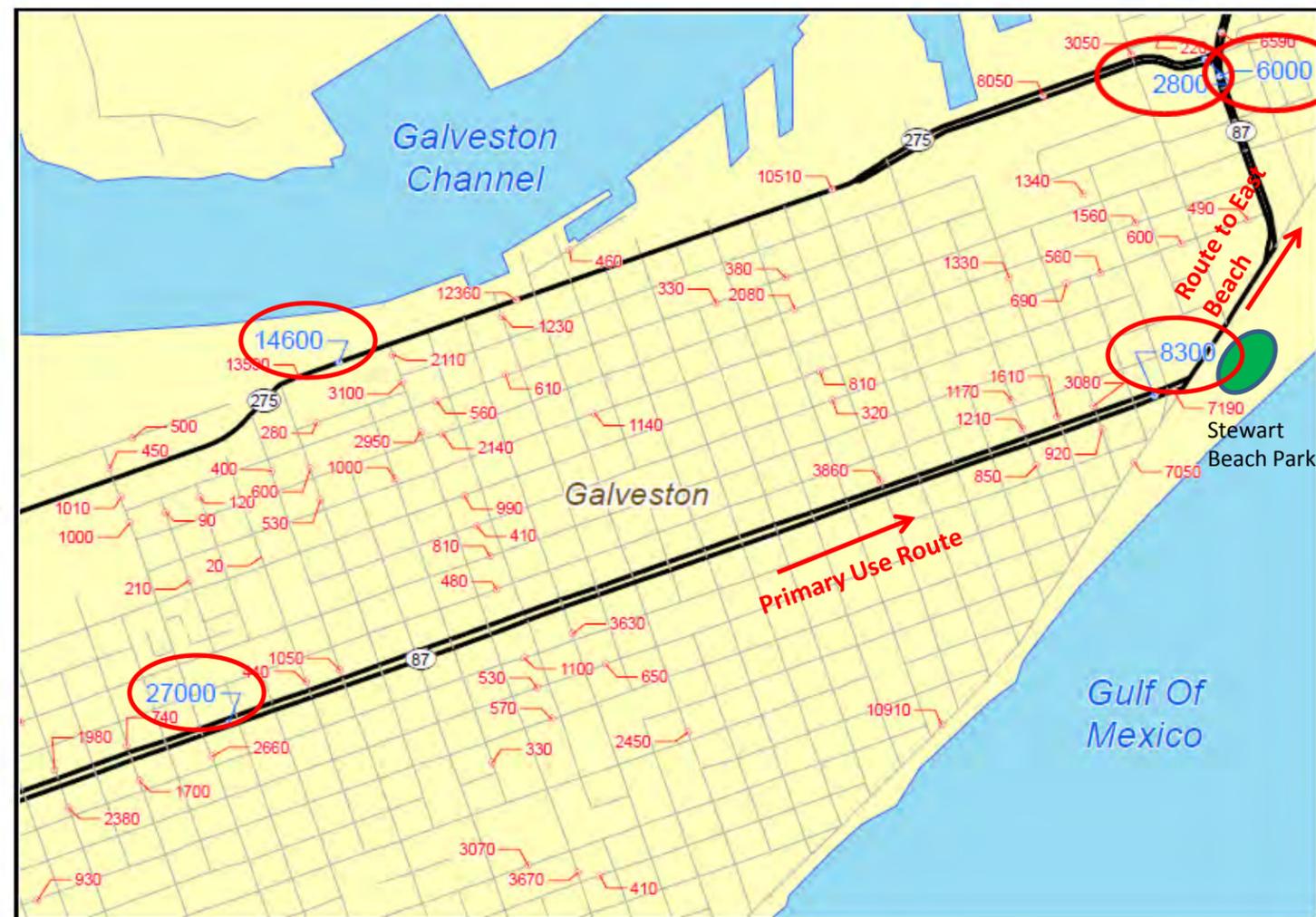
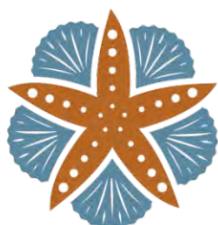


Exhibit 5- TxDOT Saturation Traffic Counts (2011)

Vehicles Per Day (VPD)

- * Broadway @ 52nd 27,000 VPD
- * Harborside @ 38th 14,600 VPD
- * Seawall @ 39th 10,900 VPD
- * Broadway @ Seawall 8,300 VPD
- * Seawall @ Broadway 7,200 VPD
- * Ferry @ Harborside 6,000 VPD
- * Harborside @ Ferry 2,800 VPD



Beach Parking and Access:

Beach access and parking is a major revenue source for the Park Board. The GLO governs some of the standards and how cars may park. It is proposed that natural vegetation be used along with bollards and rope to demark the parking aisles, within the standards, to better improve circulation and direct parking.

Park Access Improvement Recommendations:

Improvements are recommended to update operational access within the parks to improve throughput for the park access gates. These recommendations would reduce traffic delays in peak periods and allow more people to access the park quickly, more efficiently for collecting fees, more accountability on the fee collection through automated entry fee collection stations.

Low scale, 2 level, parking decks are proposed for Stewart Beach to better serve proposed single story retail/restaurant uses along the Seawall. This could also provide additional parking revenue to the Board.

Month	STEWART BEACH			APPFEL PARK		
	2012	2013	DIFF	2012	2013	DIFF
January	0	0	0	0	0	0
February	0	0	0	0	0	0
March	12372	9606	-2766	5054	4316	-738
April	16210	5142	-11068	8690	2557	-6133
May	19016	17119	-1897	12715	13167	452
June	20246	21139	893	13253	17543	4290
July	17158	26307	9149	5391	9508	4117
August	1814	21495	19681	4686	6546	1860
September	7017	8015	998	2209	3451	1242
October	682	0	-682	927	0	-927
November	0	0	0	0	0	0
December	0	0	0	0	0	0
YTD	94515	108823	14308	52925	57088	4163
YTD \$	\$ 756,120	\$ 870,584	\$114,464	\$ 423,400	\$ 456,704	\$33,304

Exhibit 6- Monthly Vehicle Counts- Source: Galveston Park Board

Transit, Bicycle and Pedestrian Access:

Buses and trolleys should provide transit service to Stewart Beach. A bus stop with benches and a shelter should be located at Stewart Beach between the Broadway and Holiday/4th Street entrances. Pedestrian crosswalks should be improved on Seawall Blvd. at Broadway, Holiday/4th Street and Ferry Road. Bicycle access improvements should include connecting the Seawall bikeway to Stewart Beach entrances and adding bike racks. The Seawall bikeway should be extended eastward along Seawall Blvd. with a connection point at Stewart Beach, and continue to Boddeker Drive, connecting to the proposed hike/bike trail at East End Lagoon



Exhibit 7- Functional Classification (Source: City of Galveston, Planning and Development Department, HDR Inc.)

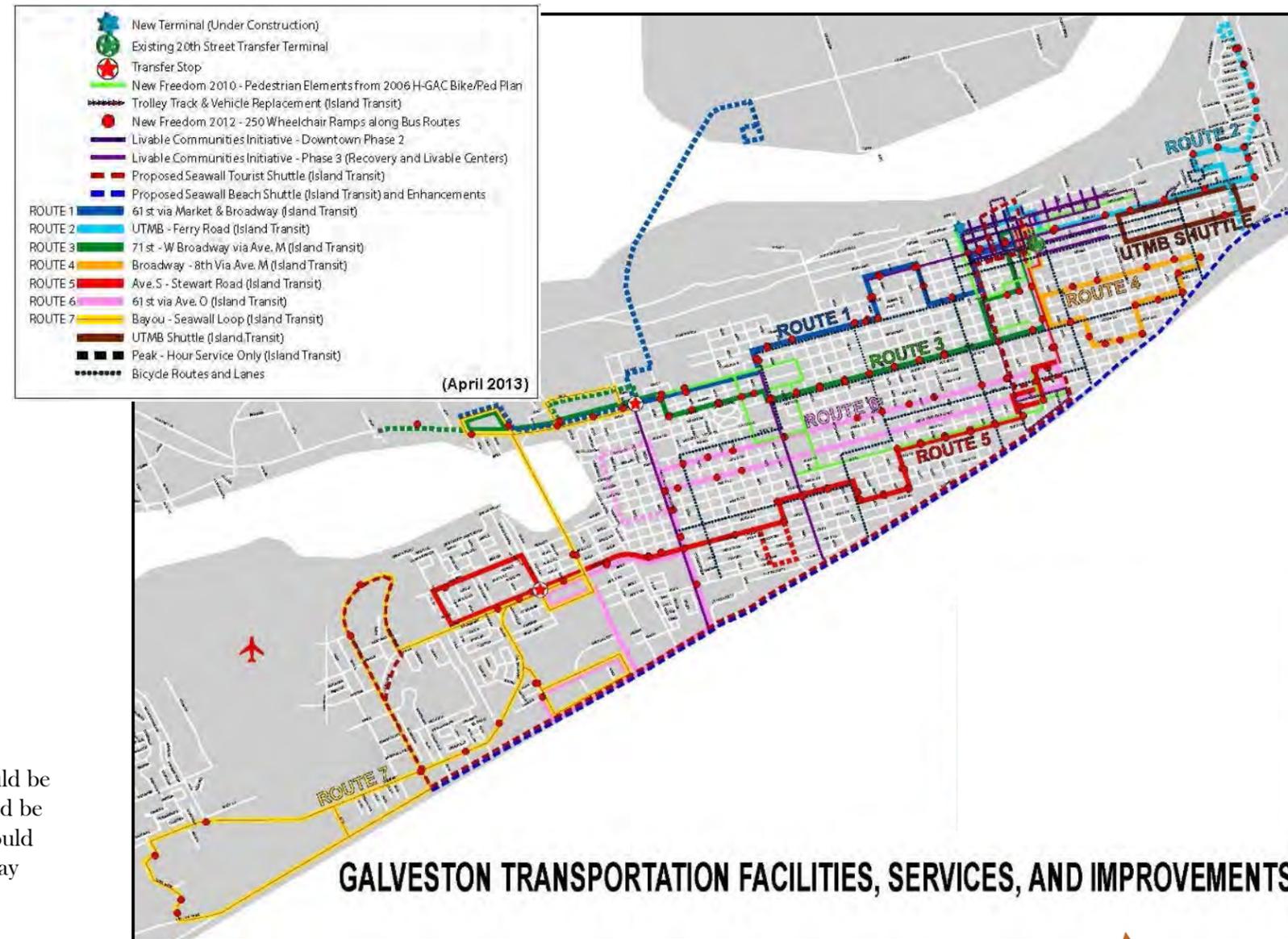
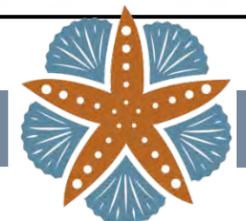


Exhibit 8- Island Transit Routes- Source: Goodman Associates



Stewart Beach Park:

Stewart Beach Park consists of 69.05 net actual acres. Improvements include the Harry Kahler Pavilion. Parking on the beach provides approximately 2,500 parking spaces (estimated). The Park Board collects a \$8 daily access and parking fee per vehicle. A \$25 season parking pass is available. Total annual fee revenue amounted to \$819,500 in FY2013-14. An area is provided outside the entry gate for free parking in accordance with public beach access requirements.

Four points of access are available for Stewart Beach Park. The primary access is the Broadway gate, which currently includes 2 lanes plus a 3rd part-time lane for peak periods. Secondary access includes the Holiday/4th Street gate and the Ferry Road gate. Emergency access is available at 7th Street and Broadway.

During peak periods for summer weekends and special events, vehicles waiting to enter Stewart Beach Park queue along Broadway and Seawall Boulevard waiting to enter the beach park. During peak periods slowed entry into the park causes backups onto Seawall Boulevard and Broadway causing a ripple effect of congestion.

Vehicles waiting in line to board the Bolivar Ferry cause a back-up along Ferry Road through the intersection with Seawall Boulevard. Additional capacity for collecting access fees at the Broadway entrance to Stewart Beach Park is needed to alleviate congestion in peak periods.



Exhibit 9- Existing Access Points - Stewart Beach

A conceptual schematic plan for Stewart Beach Access Improvements is shown in Exhibit 10. The plan includes repaving and extension of the entry road to include additional entry-exit lanes and shelters for attendants.



Exhibit 10- Proposed Gate Reconfiguration Concept - Stewart Beach



Exhibit 11- Proposed Pay Gates, with dedicated thru lane for season pass holders



R.A. Apffel Park (East Beach)

Apffel Park includes 327.10 net actual acres. Improvements include the East Beach Pavilion. Parking on the beach provides approximately 3,500 parking spaces with an average daily turn around of 5,000 cars.

The Park Board collects a \$8 daily access and parking fee per vehicle. A \$25 season parking pass is available. Total annual fee revenue for park admissions amounted to \$444,207 in FY 2013-14. An area is provided outside the entry gate for free parking in accordance with public beach access requirements. An access lane for fishermen is also provided.

Two points of access are available for Apffel Park. The primary access is via Boddeker Road, connecting to the northern end of Seawall Boulevard. Boddeker Road is a two-lane road in poor condition and subject to ponding water at times. The Boddeker Road entry gate has two lanes and a temporary shelter with a picnic table and umbrella. When additional capacity is needed, attendants stand along the entry area to collect cash fees.

Secondary access is available via Apffel Park Road. Apffel Park Road is a two-lane road in good condition, connecting to Seawall Boulevard and bordering the Beach Town development. The Apffel Road entry gate includes two lanes and a permanent shelter for gate attendants.



Exhibit 12 - Existing Access Points - East Beach

During peak periods for summer weekends and special events, vehicles waiting to enter Apffel Park queue along Boddeker Road and Seawall Boulevard waiting to enter the beach park. During peak periods, Apffel Park Road is also backed-up to and including Seawall Boulevard.

During events such as the AIA Sandcastle Competition and the Beach Volleyball Tournament, access to Apffel Beach Park is gridlocked along Boddeker Road, Apffel Park Road, and Seawall Boulevard. Annual car counts for the Sandcastle Competitions for vehicular access to Apffel Park are shown in Exhibit 13.

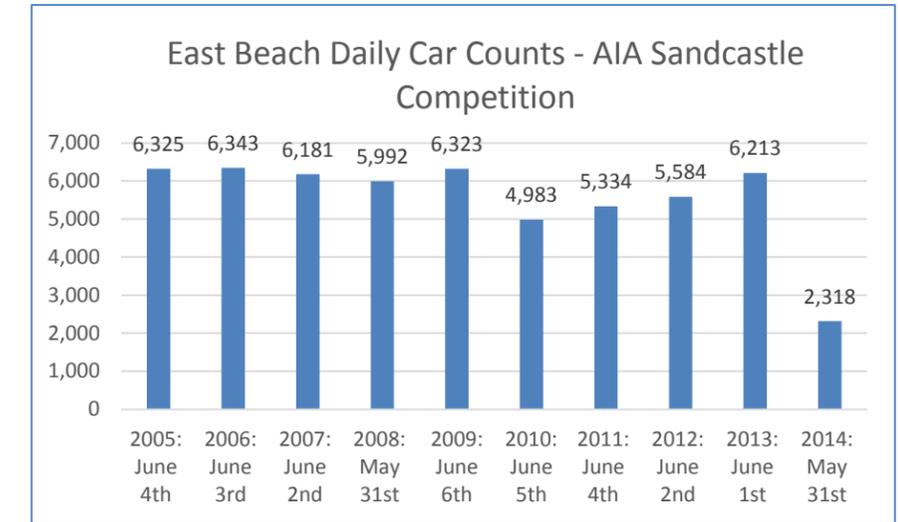


Exhibit 13 - AIA Sandcastle Car Counts (2005-2014) Note: Attendance at 2014 event was limited due to inclement weather on the Island.

A conceptual schematic plan for Apffel Park Access Improvements is shown in Exhibit 14. The plan includes repaving and extension of the entry road to include additional entry-exit lanes and shelters for attendants.



Exhibit 14 - Proposed Gate Reconfiguration Concept - East Beach



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LEGAL

ANALYSIS & RECOMMENDATION



Legal Considerations:

In implementing the goals and objectives of the Master Plan for any property owned and managed by the Park Board, due consideration must be given to legal constraints on the use of park properties, the proposed uses and implementation tools that can be used to achieve the goals, and the authority of the entities involved. The legal documents supporting the dedication of each park must be reviewed on a case-by-case basis when plans are considered for that park. The legal review conducted found no major impediments to considering and adding additional uses within the parks, but title documents were not available for all parks, and the scope did not include funding for title research. This should be considered for the Board's records and plan implementation.

Development of clear plans will often help sustain legal challenges or questions, and provide support for the decisions made by the governing body. The City of Galveston has adopted a Master Plan, and this Master Plan has been prepared in accordance with the City's Master Plan Goals for beach access plan and transportation components, in particular. Implementation of the goals contained in the Master Plan must comply with Texas law in all respects, and careful findings and public notice will sustain the steps taken in achieving the goals set out in this Plan.

The Galveston Park Board of Trustees ("Board ") was created by ordinance of the City Council of Galveston¹, following the approval of such a measure at the election of May 14, 1963, authorizing its creation pursuant to state law². Ownership and management of seven parks, was transferred to the Board following that election. The Board has all the authority set out in state law, specifically acquiring, improving, equipping, maintaining, financing, or operating parks³.

State Law

Several Chapters of Texas law regulate parks and Galveston's beaches in particular. The primary legislation governing the Board is Chapter 306, of the Texas Local Government Code ("Chapter 306"), which grants broad authority to coastal municipalities with populations of less than 80,000 to create separate Board of Trustees. That includes the authority to construct or enlarge buildings "to be used for public parks, playgrounds, or other facilities that serve the purpose of attracting visitors and tourists to the municipality", and to lease facilities (as landlord or tenant) on terms the municipality or board decides are appropriate⁴. Listed uses include a variety of facilities that may be placed under the authority of The Board.

Generally, making changes to existing parks must follow a prescribed set of findings and providing public notice of such changes. Creating a record of findings and providing the public with notice of any changes in use should continue to be the practice, in conjunction with the Board's broad authority. These should be considered in conjunction with Chapter 306, and the Board may wish to consider the benefits of using these standards in conjunction with its broad authority to provide additional support for any change of use contemplated.

Chapter 26 of the Texas Parks and Wildlife Code ("Chapter 26") creates standards to be met in order to approve programs or projects that require the use of public land that has been previously designated and used as a park or recreation area. The municipality must provide proper notice and make specific findings:

Prior to changing the use of parkland or a recreation area, the governing body must first determine that:

- (1) there is no feasible and prudent alternative to the use or taking of such land; and
- (2) the program or project includes all reasonable planning to minimize harm to the land, as a park, recreation area ..., resulting from the use or taking.

See Tex. Parks & Wild. Code Ann. § 26.001 (Vernon 2002).

The first finding often comes into play where the construction of public improvements or infrastructure is required, such as access roads; the second finding is often relatively simple to support if proper planning to minimize harm to the overall park and park uses has been done. The nature of the Board's assets as beaches may require additional, sensitive and site specific planning.

"Park" as Protected Land Use

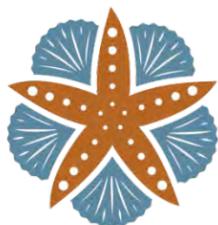
The designation of land as "park" or "parkland" imposes a special public trust on the owner of the property. The public has a long-term reliance on the continuation of those uses. While state law refers generally to a "municipality's authority," the Board is bound, pursuant to its enabling legislation and creating ordinance, to the same standards.

In some instances, a change in use may be construed to take the parkland completely out of use as park or recreational use, and then an election may be required. This Plan does not contemplate such changes as all proposed uses are park or recreational in nature.

This Master Plan anticipates scenarios where the Board may desire to change the use of a specific beach recreation area for expanded purposes or a new combination of uses. Previous users or adjacent property owners may resist the idea of new uses, so careful thought must be given to how the change affects the remainder of the recreation area, and whether the proposed uses are recreational in nature in and of themselves. If the proposed uses are recreational in nature, and the change is simply from one park use to another park use, then public notice and public hearings on the proposals are not required. However, providing notice and public hearings may be advisable as part of the planning process. Recreational uses may include uses traditionally operated by the Board as open "public" areas, such as concessions, as well as commercial facilities, or a mix of commercial, retail or other types of uses common to beach front areas, at least those that are related to the use of the park or recreation area.

Some improvements may necessitate the construction of infrastructure and public improvements on property owned and managed by the Board. Some of these may be constructed by the Board, or by the City of Galveston or by private companies as part of their lease or license. These may include water and wastewater improvements, parking facilities, boardwalks for pedestrian access, or structures. The requirements of state law outlined above becomes crucial in this situation, and site specific planning is especially important to provide evidence to support findings that the impact on the remaining use and beach would be minimal. Finally, beaches also fall under additional scrutiny by the General Land Office (GLO), and parking requirements and access standards must be complied with, no matter what the uses are. GLO rules, building codes, and the location of various improvements on the beaches will also impose additional studies of no- or minimal-impact on the remainder of the property.

The Board is a legislative body which may establish appropriate policies regarding lease terms, contract terms and all details for allowable uses on property it manages.



Deed Restrictions

Public parks and recreation areas come in all shapes and sizes and are used in various ways. Additionally, donors may restrict the use of donated property to specific types of recreational uses, or may include a revisionary clause if their wishes are not carried out, or their heirs disagree with the proposed uses. For this reason, the Board should consider funding a complete title search for all deeds and related documents on each park in its inventory.

As part of the preparation of this Master Plan, Board and City of Galveston files were researched and reviewed. Stewart Title Company generously donated time to complete some title reports/research on Stewart Beach, Dellanera, and Pocket Parks 1, 2, and 3.⁷ However, all deeds and documents on the properties that Stewart Title reviewed were not provided, and as plans progress for improvements at any of these beaches, further title information should be obtained and these documents, and all applicable city ordinances, should be reviewed to evaluate the specific use, development, lease or other arrangement being considered at the time.

Stewart Beach:

Warranty Deed, Vol. 611, Pg 441-443; Galveston City Company to City of Galveston, July 31, 1940.

There is no reverter clause in this deed, but uses are restricted to:

a park, or as a place for recreation and amusement of the public, to be improved, maintained and conducted in such manner and under such provisions as the City of Galveston, its successors or assigns may determine, provided, however, that the same shall be designated and named "Stewart Beach" and shall always be maintained and conducted under such name.

East Beach:

Vol. 0245, Pg 0187; GCDR to United States, March 17, 1848

Vol. 0303, Pg 0265; Grant to United States, April 24, 1878

Vol. 1339, Pg 0044; United States to Galveston East Beach, Inc., September 29, 1959

Quitclaim Deed, Vol. 2567, Pg 0606-0625; United States to City of Galveston, May 2, 1975

Quitclaim Deed, Vol. 2687, Pg 0011-0022; United States to City of Galveston, April 15, 1976

Consultant deed research was conducted, but this does not constitute a title opinion or policy. The deeds found indicate no adverse ownership interests or claims on this property. The metes and bounds description from these deeds should be used in determining the current legal boundary. Given the age of these deeds, and changes in the law since the property was originally conveyed, It is recommended that the Board engage a Registered, Professional Land Surveyor to delineate the existing boundaries of the Park.

.See Attachment Section for Title Policy and documents.



Typical Rules and Regulations sign



Typical Way Finding sign

¹ See *City of Galveston Code of Ordinances, Article III, Chapter 26; City of Galveston Charter, Art. XIV, §11.*

² See Texas Local Government Code Chapter 306.

³ Tex. Loc. Gov't Code §§306.011, 306.031.

⁴ Tex. Loc. Gov't Code §306.032.

⁵ *Persons v. City of Fort Worth*, 790 S.W.2d 865 (Tex. App.—Fort Worth 1990, no writ).

⁶ *Walker v. City of Georgetown*, 86 S.W.3d 249 (Tex. App.—Austin 2002, pet. denied).

⁷ See attached Title Policy and documents.



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EAST BEACH

MASTER PLAN





East Beach at a Glance:

- 14,000 S.F. - Pavilion Expansion
- Parking for 3000 Cars
- 27 New RV Camping Spaces
- 16 New Overnight Camping Spaces
- 3 Bathroom/Rinse Off Facilities
- 2 Bathroom/Shower Facilities (to serve campers)
- Boddeker Road & Gate Improvements
 - 4 Ingress Lanes
 - 2 Egress Lanes
- Apffel Park Drive Gate Improvements
 - 3 Ingress Lanes
 - 1 Egress Lanes
- Boardwalk/Wildlife Viewing Areas
- Expanded Shade Areas
- Expanded Wedding Facilities

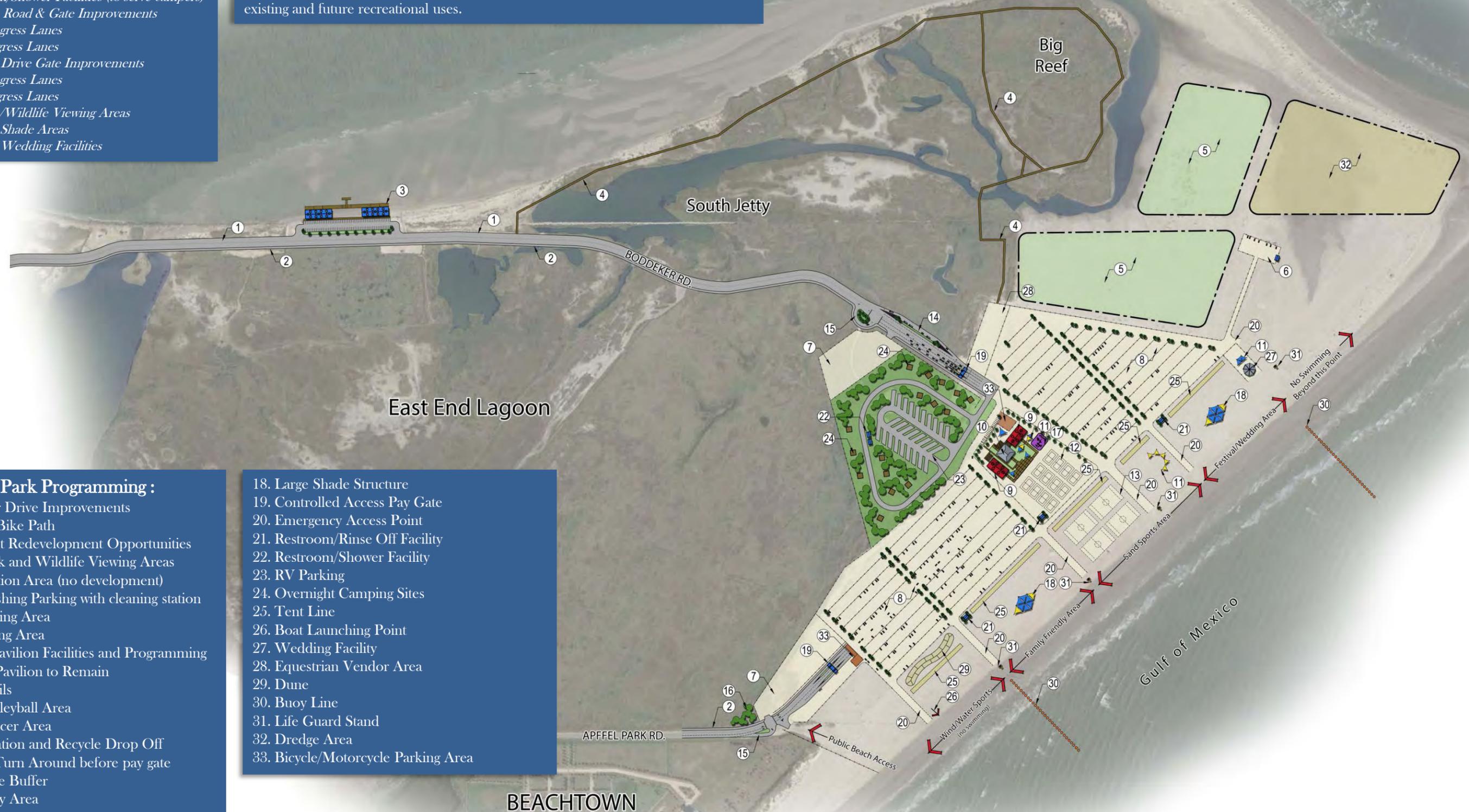
Functional Classification of Boddeker Drive as a Thoroughfare:

Boddeker Drive is currently classified as a Local Street by the City of Galveston Thoroughfare Plan. Reclassification of Boddeker Drive as a Collector Street is recommended, based on the function that Boddeker serves by providing Collector access and circulation for the east end of Galveston Island, included thoroughfare access to R.A. Apffel Park (East Beach), the East End Lagoon Park, and other existing and future recreational uses.

Proposed Park Programming :

1. Boddeker Drive Improvements
2. 12' Hike/Bike Path
3. Restaurant Redevelopment Opportunities
4. Boardwalk and Wildlife Viewing Areas
5. Conservation Area (no development)
6. 24 Hr. Fishing Parking with cleaning station
7. Free Parking Area
8. Pay Parking Area
9. Expand Pavilion Facilities and Programming
10. Existing Pavilion to Remain
11. Shade Sails
12. Sand Volleyball Area
13. Sand Soccer Area
14. Wash Station and Recycle Drop Off
15. Vehicle Turn Around before pay gate
16. Vegetative Buffer
17. ADA Play Area

18. Large Shade Structure
19. Controlled Access Pay Gate
20. Emergency Access Point
21. Restroom/Rinse Off Facility
22. Restroom/Shower Facility
23. RV Parking
24. Overnight Camping Sites
25. Tent Line
26. Boat Launching Point
27. Wedding Facility
28. Equestrian Vendor Area
29. Dune
30. Buoy Line
31. Life Guard Stand
32. Dredge Area
33. Bicycle/Motorcycle Parking Area



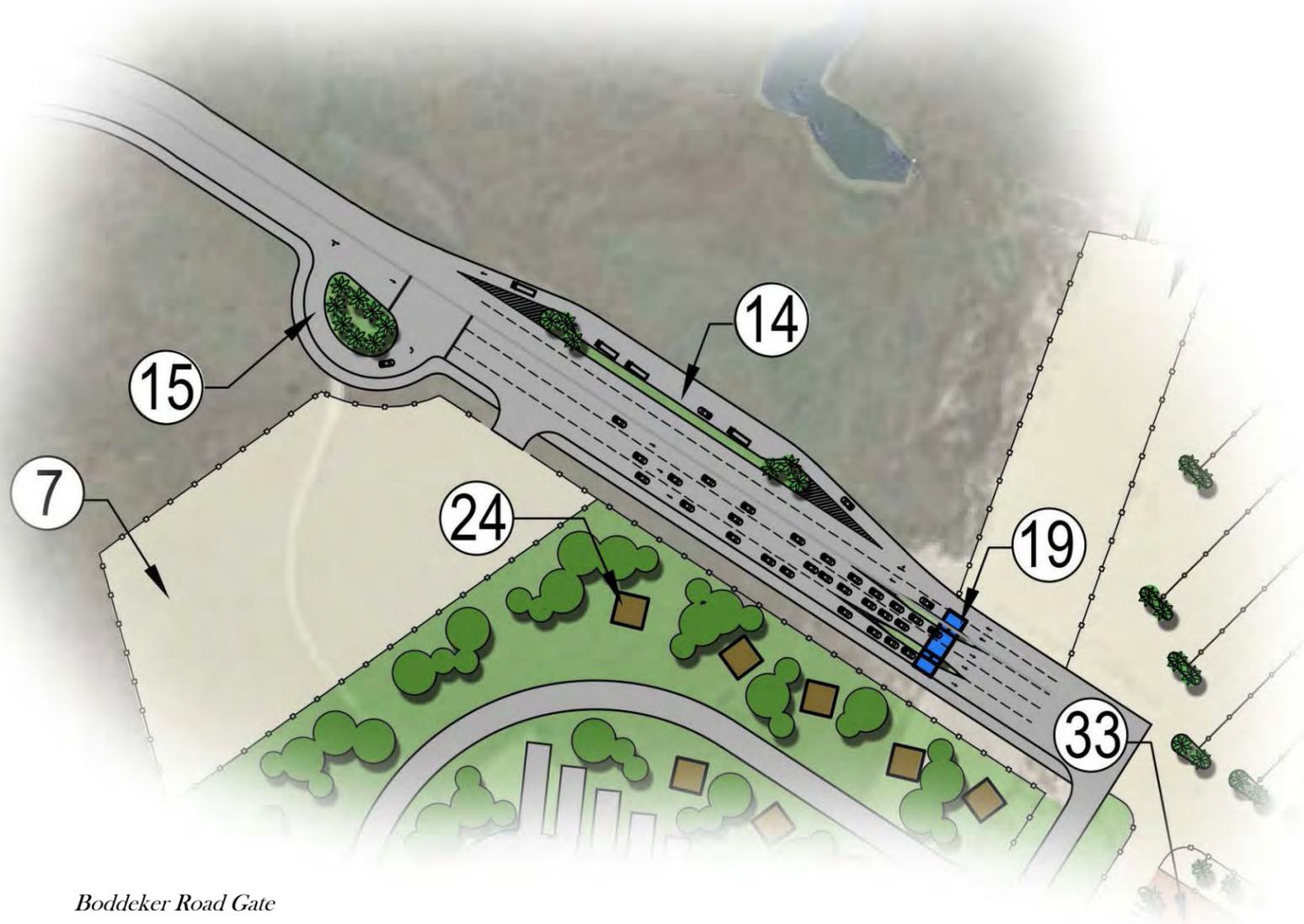
BEACHTOWN





- Proposed Park Programming :**
1. Boddeker Drive Improvements
 2. 12' Hike/Bike Path
 3. Restaurant Redevelopment Opportunities
 4. Boardwalk and Wildlife Viewing Areas
 5. Conservation Area (no development)
 6. 24 Hr. Fishing Parking with cleaning station
 7. Free Parking Area
 8. Pay Parking Area
 9. Expand Pavilion Facilities and Programming
 10. Existing Pavilion to Remain
 11. Shade Sails
 12. Sand Volleyball Area
 13. Sand Soccer Area
 14. Wash Station and Recycle Drop Off
 15. Vehicle Turn Around before pay gate
 16. Vegetative Buffer
 17. ADA Play Area
 18. Large Shade Structure
 19. Controlled Access Pay Gate
 20. Emergency Access Point
 21. Restroom/Rinse Off Facility
 22. Restroom/Shower Facility
 23. RV Parking
 24. Overnight Camping Sites
 25. Tent Line
 26. Boat Launching Point
 27. Wedding Facility
 28. Equestrian Vendor Area
 29. Dune
 30. Buoy Line
 31. Life Guard Stand
 32. Dredge Area
 33. Bicycle/Motorcycle Parking Area



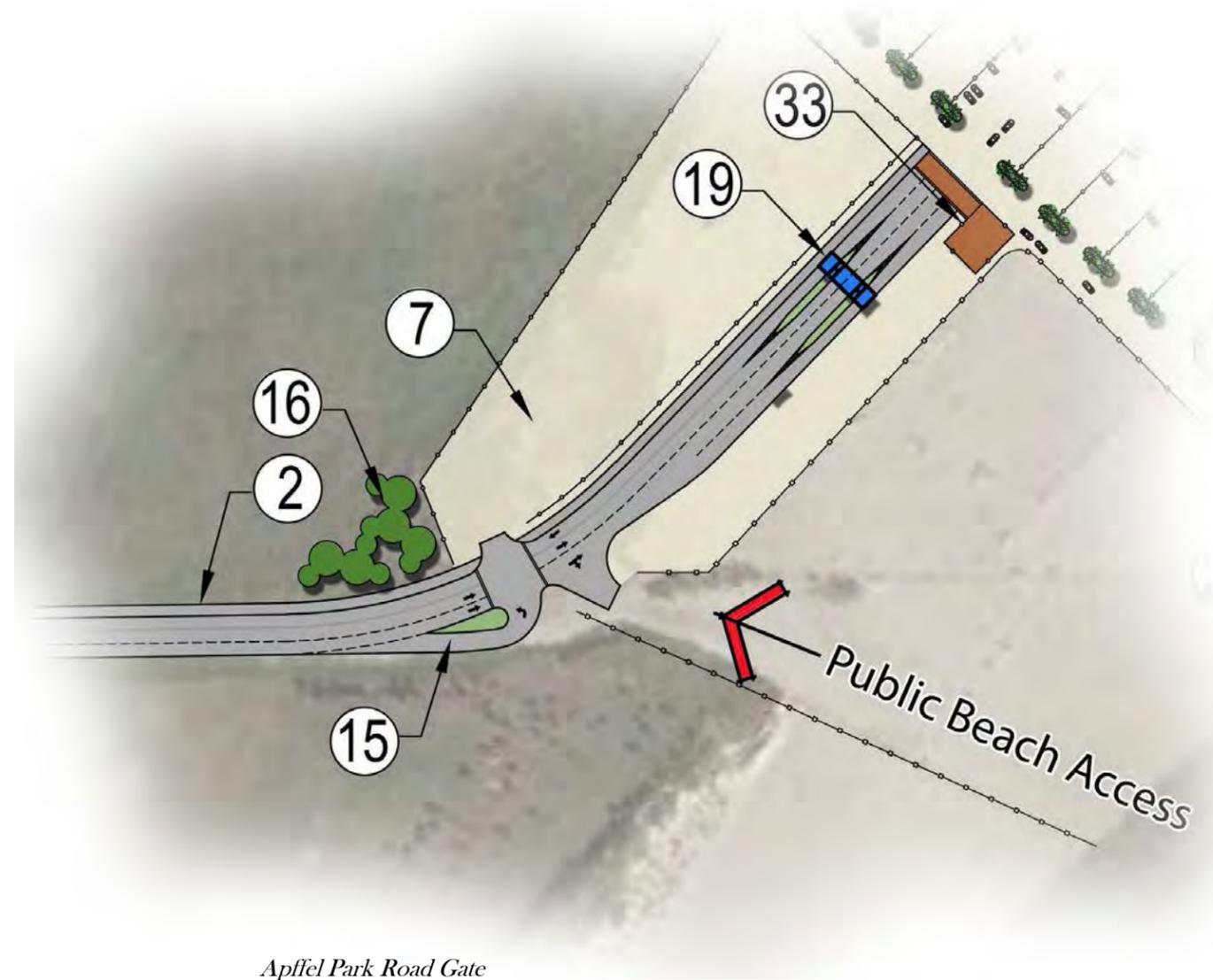


Boddeker Road Gate

Proposed Park Programming :

- 1. Boddeker Drive Improvements
- 2. 12' Hike/Bike Path
- 3. Restaurant Redevelopment Opportunities
- 4. Boardwalk and Wildlife Viewing Areas
- 5. Conservation Area (no development)
- 6. 24 Hr. Fishing Parking with cleaning station
- 7. Free Parking Area
- 8. Pay Parking Area
- 9. Expand Pavilion Facilities and Programming
- 10. Existing Pavilion to Remain
- 11. Shade Sails
- 12. Sand Volleyball Area
- 13. Sand Soccer Area
- 14. Wash Station and Recycle Drop Off
- 15. Vehicle Turn Around before pay gate
- 16. Vegetative Buffer
- 17. ADA Play Area

- 18. Large Shade Structure
- 19. Controlled Access Pay Gate
- 20. Emergency Access Point
- 21. Restroom/Rinse Off Facility
- 22. Restroom/Shower Facility
- 23. RV Parking
- 24. Overnight Camping Sites
- 25. Tent Line
- 26. Boat Launching Point
- 27. Wedding Facility
- 28. Equestrian Vendor Area
- 29. Dune
- 30. Buoy Line
- 31. Life Guard Stand
- 32. Dredge Area
- 33. Bicycle/Motorcycle Parking Area



Apffel Park Road Gate



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STEWART BEACH

MASTER PLAN





Proposed Park Programming & Improvements:

1. Egress / Emergency Exit Lane
2. Boardwalk
3. Restroom / Rinse off Facility
4. Controlled Entry (Toll) Gate
5. New Park Board Headquarters & Pavilion
6. Elevated Parking Deck
7. Boardwalk (Vendor Kiosk Areas)
8. Shade Sails
9. RV Park
10. Dog Park
11. Free Parking
12. Fee Parking
13. Cabana Rentals
14. Cabana / Wedding Service Facility
15. Wedding Pavilion
16. Landscape Buffer
17. Restroom / Shower Facility
18. Potential Retail / Commercial Development
19. Galveston Park Board Visitor's Center
20. Food Truck Park
21. Covered Picnic Area
22. Future Leased Tracts (Commercial / Retail)
23. Vehicular Connection
24. Emergency Access Point
25. Gathering Pavilion
26. Sand Volleyball Court
27. Vendor Kiosks
28. Life Guard Stations
29. ADA Playground
30. Transit Stop
31. Round-a-bout
32. Tent Line
33. Family Programming Area
34. Park Area Development
35. Bicycle Parking

Stewart Beach at a Glance:

- 37,500 S.F. of potential Retail/Commercial
- Parking for 2500 Cars
- 12.6 Acres of Potential Lease Tracts
- 30 New RV Spaces
- 6 Bathroom/Rinse Off Facilities
- Pedestrian & Vehicular Improvements
- Broadway Gate Improvements
 - 3 Ingress Lanes
 - 1 Egress Lanes
- Internal Hike/Bike Pathways
- Opportunities for off beach recreation activities (mini-golf, go-karts, roller skating)
- Holiday Drive Gate Improvements
 - 2 Ingress Lanes
 - 2 Egress Lanes
- Ferry Road Gate Improvements
 - 2 Ingress Lanes
 - 1 Egress Lanes
- 15,000 S.F. New Park Board Pavilion / HQ
- Boardwalk/Vendor Areas
- Expanded Shade /Cabana Areas
- Expanded Wedding Facilities

Design Considerations for Roundabouts:

- For a two-lane round-a-bout, the inscribed circle is a minimum of 150' diameter. With dual lanes, 12' wide, the total width is 200' diameter. A double lane round-a-bout should be considered for Broadway
- Pedestrian crosswalks must be set back away from the entrances to the round-a-bout
- Double lane round-a-bouts typically handle 40,000 vehicles per day
- A capacity analysis should be conducted to determine peak hour operating conditions and level of service.

Source: Institute of Transportation Engineers, Recommended Practices

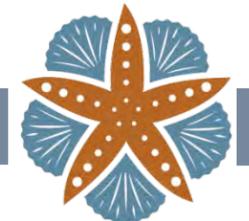


Proposed Park Programming & Improvements:

1. Egress / Emergency Exit Lane
2. Boardwalk
3. Restroom / Rinse off Facility
4. Controlled Entry (Toll) Gate
5. New Park Board Headquarters & Pavilion
6. Elevated Parking Deck
7. Boardwalk (Vendor Kiosk Areas)
8. Shade Sails
9. RV Park
10. Dog Park
11. Free Parking
12. Fee Parking
13. Cabana Rentals
14. Cabana / Wedding Service Facility
15. Wedding Pavilion
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- Proposed Park Programming & Improvements:**
1. Egress / Emergency Exit Lane
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 8. Shade Sails
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PRIORITIES

SHORT AND LONG TERM



Short Term Priorities:

The following list of short term priorities are recommended to be implemented by the Park Board of Trustees within 0-2 years from the adoption of this Plan. This initial activity will not only show the commitment of the Board to improve the facilities under its control, but also indicate to those who participated in the planning process, that their voices, concerns, and ideas were recognized. Additionally, improvements made by the Board will indicate a proactive position for growth and improvement which will send a positive signal to prospective lessees or private developers wishing to partner with the Board to bring additional development to the beach parks.

Expand Restroom/Changing & Rinse Off Facilities – Throughout the process, the need for expanded restrooms/rinse-off facilities have been requested by a majority of all groups surveyed. It is recommended that the Board address these needs through the purchase or construction of either permanent or mobile restroom/rinse off facilities that are dispersed throughout the beach template. These added facilities will decrease the walking distance to existing facilities. Dedicated Rinse off/changing facilities will reduce pressure on restroom queuing during peak times.

Update Entry/Exit Gates and Facilities to Improve Efficiency – The efficiency and timing of customers paying and entering the beach parks is a problematic issue especially during peak times of the season. Queuing along Broadway has become a traffic nightmare for those trying to enter/exit the beach, as well as for others trying to reach a destination that requires them to use Broadway to reach that destination. Increasing lane capacity/improve timing to enter at each of these gates as well as an effort to intercept traffic off of the Causeway to alternate streets will improve queuing timing and each of the beach park entrances.

Boddeker Road Improvements – The primary access to East Beach is Boddeker Road. This two lane asphalt road has begun to deteriorate and is not capable of handling peak traffic volumes during the busy summer/holiday weekends. It is recommended that Boddeker Road be improved and expanded to alleviate congestion to East Beach. Additionally, a dedicated 12' hike/bike path should be incorporated to allow another option for getting to the park.

Expand Signage Family to All Parks – The Park Board has begun a program of branding and signage implementation at several of its parks. It is recommended that this program be continued and expanded. Additionally, signage options for way-finding should be considered for both pedestrians and motorists. Directional signage at certain locations along Broadway or even on the Causeway could direct traffic to alternate thoroughfares, thus making strides to alleviate traffic at the primary park gates.

Develop Handicap Accessible Areas and Programming – In order to foster a more accessible and inviting park experience for persons, of all abilities, a concerted approach for including programming for disabled patrons should be engaged. Handicap accessible playgrounds, restrooms and vendor programming should be encouraged. Play structure design can incorporate accessible and non accessible features within the same space and should be encouraged as to not segregate groups of differing abilities. Dedicated restrooms that can accommodate larger than average, all terrain, wheel chairs should be included.

Parking and Site Improvements – Many improvements have been identified as a critical need and can be initiated immediately with very low capital expenditures. Among these are improvements to the parking lot areas to better delineate the parking bays through use of bollard lines (or fencing) and landscape improvements at the end caps. Grading improvements throughout the park should also be addressed to prevent ponding which is a common occurrence after a rain event. Finally, the installation of shade structures, bike racks and development of a fenced dog park area have been identified as an immediate need.

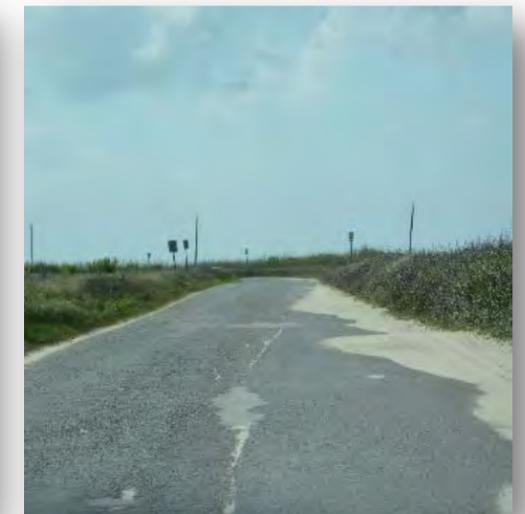
Begin Preliminary Engineering/Architectural Reports/Studies – Although this Master Plan has laid out broad concepts, it is incumbent upon the Board to retain professional engineering and architectural consultants to begin the process of further planning and feasibility studies to lay the groundwork for successful implementation. Surveying, engineering, as well a full legal review and GLO coordination will be required before any additional plans are made.



Current Drainage Issues



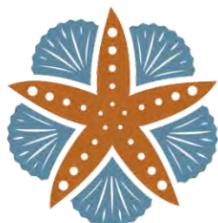
Shade Sail Installations



Boddeker Road - Existing Condition



Current Signage Family - to be expanded to all parks



Long Term Priorities:

The following list of long term priorities are recommended to be implemented by the Park Board of Trustees within 2-20 years from the adoption of this plan. Once the most pressing needs are addressed through carrying out the list of Short Term Priorities, the Long Term Priorities can be addressed to complete the large capital improvements identified in the plan. Because of the large capital costs associated with these priorities, the Board should consider developing a Capital Improvement Program to allocate funding for these projects during the pre-determined year.

Seek Public/Private Partnerships to expand Retail/Restaurant Experience – In order to finance the necessary capital improvements that are required to bring additional programming such as concession, restaurant and retail spaces to the beach property, public/private partnerships should be explored. Negotiating, long term lease agreements with terms agreeable to both parties, which are based on market conditions and an adherence to the overall vision of the Board can spur economic development and revenue to the Board.

Expand Pavilion and Other Park Facilities to Meet Programming Goals – Developing a plan for large scale capital improvements should be initiated. New pavilions, visitor centers, and other facility improvements will require a longer range planning and design effort. Programmed space should be upgraded to meeting the current demand and also provide new services for both visitors and staff. These new programs will bolster activity on the beach, year round.

Expand Camping and RV facilities – Due to an ever-growing demand for seasonal, long term visitors to the Island, it is recommend that the Board consider developing (or expanding) RV and camping facilities at some of it's parks. These facilities can be managed by third party vendors and will provide additional off-season revenue and visitation to the beach parks.

Expand and Enhance Parking for Parks – With the planned increase of programming opportunities and facility improvements to the parks, it is expected that parking demand for the beach parks will continue to rise. With limited parking available on the beach, it is critical to make improvement to how efficiently vehicles are parked on the beach. While it is recommended as a Short Term Priority to establish semi-permanent parking aides, such as rope lines, bollards, and landscaping at the end caps, a long term solution for adding additional parking options off the beach should be explored. These improvements may include parking structures both on the beach property as well as off beach property with shuttle service to the appropriate gate.

Commissioning Public Art Items for the Parks – Develop a plan and budget for identifying and commissioning art installations at the Beach Parks. Art features will create a unique sense of place at the beach parks and should be planned as any other capital expense. In addition to traditional public art installations, a concerted effort should be made to make architectural embellishments to existing facilities to match the planned historical vernacular of new facilities. This may not be possible in all instances, but it should be studied.



Stewart Beach Pavilion – in need of replacement



Stewart Beach Pavilion – signs of deterioration



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PROJECT BUDGETS

PUBLIC IMPROVEMENTS



Estimated Program Budgets - East Beach (R.A. Apffel Park):

Paving Improvements:

- Boddeker Road - \$4,000,000 Allowance (2 Lanes)
- Boddeker Road Hike/Bike Path - \$750,000 Allowance
- Boddeker Road Gate Paving - \$1,500,000 Allowance
- Apffel Park Road Gate Paving - \$1,000,000 Allowance
- Apfell Park Road Hike/Bike Path - \$150,000 Allowance
- Camping Area Service Road - 70,000 S.F. - \$700,000
- RV Park Paving - 70,000 S.F. - \$700,000

Subtotal \$8,800,000

Facilities Improvements:

- Pavilion Expansion - 14,000 S.F @ \$100/S.F. - \$1,400,000
- New Wedding Pavilion - 25' DIA - \$75,000
- Playground Improvements - \$100,000 Allowance
- Small Shade Sails - 16 @ \$15,000/EA - \$240,000
- Large Shade Sails - 22 @ \$30,000/EA - \$660,000
- Restroom / Rinse Off Facilities - 3 @ \$80,000/EA - \$240,000
- Restroom / Shower Facilities (at camping area) - 2 @ \$100,000/ EA - \$200,000
- New Fisherman Wash Station - \$15,000 Allowance
- Camping Area Improvements \$100,000 Allowance
- Access Gate Construction - 2 @ \$200,000/EA - \$400,000
- Technology Package for Gate Automation / Payment - \$200,000 Allowance
- Toll Booths - \$40,000 Allowance

Subtotal \$3,670,000

Pedestrian Improvements:

- Sidewalks - 18,500 S.F. @ \$10.00/SF - \$185,000
- Boardwalks - 65,000 S.F. @ \$15/SF - \$975,000

Subtotal \$1,160,000

Utility Improvements:

- Water/ Sewer Improvements Allowance - \$250,000
- RV Park Utility Improvements Allowance - \$150,000

Subtotal \$400,000

Parking Area Improvements:

- Boundary / Parking Area Fencing - 31,500 L.F. @ \$14/L.F. - \$441,000
- Landscaping Allowance - \$500,000

Subtotal \$941,000

Project Contingency:

- Allowance for Contingency - \$3,800,000 (Assuming 25% of Construction Budget Estimate of approximately \$14.9 Million Dollars)

Subtotal \$3,725,000

Grand Total \$18,625,000

Professional A/E Services:

- Allowance for Professional Services - \$2,790,000 (Assuming 15% of Construction Budget) Estimate of approximately \$18.6 Million Dollars

Estimate/Project Cost Assumptions:

The line item estimates are provided based on very limited architectural and engineering information. Estimated Construction costs are provided solely for the purpose of determining feasibility, concept evaluation and preliminary budgeting purposes.

Demolition of existing facilities, roadways and utilities are neither known or included in this estimate.

Price per square foot estimates for architectural improvements are provided without any knowledge of programming, finishes, or services and are subject to change pending further study.

Estimate does not include any construction costs for utility/infrastructure improvements for retail, commercial or leased areas as identified in the Plan. It is assumed that these costs in large part will be born by the developer of those tracts.

Short Term Priorities (0-2 year completion timeframe)

Long Term Priorities (2-20 year completion timeframe)



Estimated Program Budgets – Stewart Beach:

Paving Improvements:

- Egress/Emergency Access Road Resurfacing - \$100,000 Allowance
- Broadway Gate Paving - \$1,500,000 Allowance
- Holiday Gate Paving - \$1,000,000 Allowance
- Ferry Gate Paving - \$1,000,000 Allowance
- Ring Road Paving - \$2,000,000 Allowance
- Expansion of 'A' Road to East Beach Drive - \$1,000,000
- RV Park Paving – 70,000 S.F - \$350,000

Subtotal \$6,950,000

Facilities Improvements:

- Pavilion / Park Board Headquarters - 45,000 S.F @ \$100/S.F. - \$4,500,000
- Park Board Visitor's Center - 2000 S.F. @ \$120/S.F. - \$240,000
- Gathering Pavilion – 60' DIA - \$150,000
- Wedding Pavilion – 25' DIA - \$75,000
- Cabanas - 30 @ \$5,000 - \$150,000
- Cabana / Wedding Service Facility - 1500 S.F. @ \$100/S.F. - \$150,000
- Small Shade Sails – 16 @ \$15,000/EA - \$240,000
- Large Shade Sails – 40 @ \$30,000/EA - \$1,200,000
- Restroom / Rinse Off Facilities – 5 @ \$80,000/EA - \$400,000
- Playground Improvements (ADA) - \$100,000 Allowance
- Playground Improvements - \$200,000 Allowance
- Restroom / Shower Facilities (at camping area) – 2 @ \$100,000/ EA - \$200,000
- Access Gate Construction – 3 @ \$200,000/EA - \$600,000
- Technology Package for Gate Automation / Payment - \$300,000 Allowance
- Toll Booths - \$40,000 Allowance

Subtotal \$8,545,000

Pedestrian Improvements:

- Sidewalks – 18,000 S.F. @ \$4.00/SF - \$72,000
- Boardwalks – 85,000 S.F. @ \$15/SF - \$1,275,000

Subtotal \$1,347,000

Utility Improvements:

- Water/ Sewer Improvements Allowance - \$250,000
- RV Park Utility Improvements Allowance - \$150,000

Subtotal \$400,000

Parking Area Improvements:

- Boundary / Parking Area Fencing – 12,000 L.F. @ \$14/S.F. - \$168,000
- Landscaping Allowance - \$500,000

Subtotal \$668,000

Project Contingency:

- Allowance for Contingency - \$4,500,000 (Assuming 25% of Construction Budget Estimate of approximately \$17.9 Million Dollars)

Subtotal \$4,500,000

Grand Total \$22,400,000

Professional A/E Services:

- Allowance for Professional Services – \$3,360,000 (Assuming 15% of Construction Budget) Estimate of approximately \$22.4 Million Dollars

Estimate/Project Cost Assumptions:

The line item estimates are provided based on very limited architectural and engineering information. Estimated Construction costs are provided solely for the purpose of determining feasibility, concept evaluation and preliminary budgeting purposes.

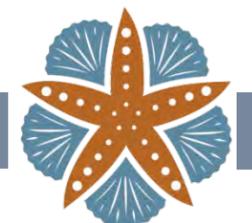
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Price per square foot estimates for architectural improvements are provided without any knowledge of programming, finishes, or services and are subject to change pending further study.

Estimate does not include any construction costs for utility/infrastructure improvements for retail, commercial or leased areas as identified in the Plan. It is assumed that these costs in large part will be born by the developer of those tracts.

Short Term Priorities (0-2 year completion timeframe)

Long Term Priorities (2-20 year completion timeframe)



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ECONOMIC DEVELOPMENT

IMPLEMENTATION STRATEGIES



Economic Development Options:

This Master Plan contemplates several options for development of Stewart Beach and East Beach, and the Board and City have multiple economic development tools at their disposal.

First there is broad authority in the Board's enabling legislation to construct buildings on the sites for public use. These can be owned by the Board, by other governmental entities, and the Board may lease out the structures to private entities. Alternatively, the Board could, following appropriate procurement policies, reach agreements with private developers to construct the improvements through a development agreement or public/private partnership. The chart below outlines some of the economic development tools available for Plan implementation.

Goal	Legal Authority	Responsible Entity	Known As	Project Types	Requirements	PROs	CONs
Improvement Finance and Funding of Public Programs	Federal allocation	City/County/State	Community Development Block Grants	Infrastructure, social programs, affordable housing and economic development programs	Compete with other small cities for available \$ to benefit low-mod Census tracts	Properly structured application may provide wide benefits	Highly competitive- Federal oversight requirements, project specific
Improvement Finance	Tax Code Ch. 311	City/County	Tax Increment Reinvestment Zone (TIRZ)	Public Improvements to promote new or re-development of specifically designated zones	An ordinance, a Project & Financing Plan, appointment of a Board, <u>increment only</u> available	Works best with an active developer and catalyst project, County may participate	Limited to the increment, works best with an active developer and catalyst project
Business Development and Supplemental Improvement Finance	Loc Gov't Code Ch 501, et seq.	IDC/City	4B Sales Tax	Projects promoting commercial development and quality of life	Revenues generated by up to ½ cent sales tax and requires an election, appointment of Board	Provide \$ to leverage TxDOT or CDBG funding	May funds wide variety of economic development projects
Business Development and Supplemental Improvement Finance	Loc Gov't Code Ch. 380, 381	City/County	Economic Development Grants and Loans	Programs to promote business development, commercial activity to promote local economic development	Developer Agreements pursuant to Sec. 380 of the Local Government Code (Sec 381 for Counties)	Ordinarily limited to "public" improvements	Does not provide additional sources of revenue
Business Development	Tax Code Ch. 351	GCVB/City	Hotel Occupancy Taxes	Programs or projects to promote tourism and hotel and convention industries	Revenues taxed on room rental, limited to tourism promotion	Funding for advertsing or promotional materials for redevelopment	Limited uses
Business Development	Tax Code Ch. 312	City	Tax Abatement	New Business generation and retention	Requirements for investment and job creation established by the City, granted to individual business interest	Relatively simple to administer	Targets individual business, not area
Business Development	Loc Gov't Code Ch. 378	City	Neighborhood Empowerment Zones	Revitalization, relocation, job creation and retention, affordable housing	Similar to a TIRZ or development agreement. Can include tax abatement.	Limited to 10 year term	May funds wide variety of economic development projects



Partnerships:

The Board is not required to partner with any other entity to effectuate its goals. As the diagram to the right shows, the broad availability of economic development tools may involve additional parties and opportunities for inter-jurisdictional cooperation.

City of Galveston: May provide operational funds, bond funds, contribute to road improvements and/or acquire additional right-of-way. The City will be a partner in ordinance changes necessary to achieve the goals of this Master Plan. The City is a key partner as many of the economic programs in Texas require local municipal ordinances to offer financing options.

County of Galveston: May provide a funding source, or road improvements, or right-of-way acquisition.

Galveston Convention and Visitors Bureau (CVB): May be a source of revenue for advertising and hotel/tourism uses through the Hotel Occupancy Tax Funds. The CVB would be responsible for branding and marketing.

Galveston Industrial Development Corporation (IDC): An economic development corporation formed under the authority of Texas Local Government Code Chapters 501-505, may statutorily contribute to economic development, local business development and retention, tourism and related activities, including funding plans for these activities. One of the four base goals of the IDC is beach use and development, so they are a very likely partner.

Galveston Regional Development Authority (RDA): A regional authority created to oversee the Tax Increment Financing Zone (TIRZ) boards, this entity has the capability to provide a unified approach to funding improvements on the east end of the Island, and to ensure that other properties within that TIRZ do not conflict with or impede the goals of this Master Plan. Since a portion of Stewart Beach is included within the boundaries of TIRZ 11 or 14, and adjacent development within that Zone can directly impact Stewart Beach (and East Beach), coordination with the RDA will be very helpful in achieving the goals of this Plan.

State and Regional Agencies: Include GLO, TPWD, TDRA, H-GAC, TxDOT.

GLO has the most oversight of activities undertaken by the Board on any of its properties, under the Texas Open Beaches Act. TPWD, CDBG and TDRA can be sources of grant funding for park improvements. Additionally, State Tolling Agencies [HCTRA (EZTag), TxTAG] could also be engaged to determine if a partnership can be arranged for pass through tolling for beach gates.

Private Groups or Developers:

Private groups are largely unformed. However, “Friends of” types of organizations may prove to be partners in fund-raising and improvements, as well as input on various types of improvements in each park. Private developers may become partners in development of individual commercial uses along a boardwalk, or for an overall development. For example, consideration may be given by the Board for issuance of a Request For Qualifications (RFQ) for an area of development.

A large untapped source of funding is Public/Private Partnerships (3P), and as well as Public to Public Partnerships, and Public to Not for Profit Partnerships.

Joint Venture/Lease Agreements:

There has been some discussion about an RFQ for the construction, on Board-owned land, of improvements to be leased and occupied by private interests, such as restaurants and retail uses. This may include a combination of public and private uses, including parking and boardwalks. The Board has authority, under Chapter 306, to enter into long-term leases or use agreements for the development of the properties as desired. The individual goals and partners in each project will dictate the terms of each agreement.



Restoration Funding due to Environmental Impacts:

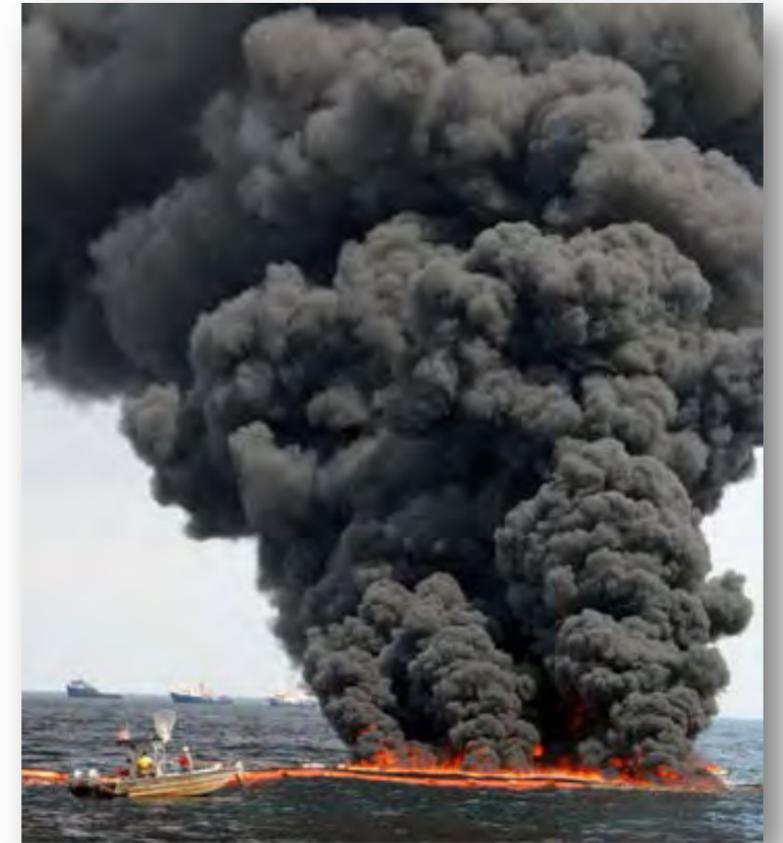
Over the past few years, several environmental events have occurred along the Texas Gulf Coast. These impacts have resulted in the creation of several Federal Programs that are designed to reimburse coastal communities that suffered economic or environmental impacts due to the result of some type of environmental disaster.

R.E.S.T.O.R.E. ACT - In response to the *Deepwater Horizon* oil spill and other environmental challenges in the Gulf Coast region, Congress passed the Resources and Ecosystems Sustainability, Tourist Opportunities, and Revived Economies of the Gulf Coast States (RESTORE ACT). The RESTORE ACT creates a Gulf Coast Restoration Trust Fund and that provides funding resources for restoring and protecting natural resources for ecosystems, fisheries, coastal wetlands, beaches and wildlife habitats along the Gulf Coast. Grant funding is possible for projects that meet the requirements of the ACT.

Texas City "Y" Incident - On March 22, 2014, a vessel collision in Galveston Bay resulted in an oil spill of approximately 168,000 gallons of fuel oil which impacted several beaches and parks along the Texas Gulf Coast including East Beach, Stewart Beach and Seawolf Park. Once the damage to the environment has been determined, funding to restore habitats and replace 'lost user days' will be made available through the Clean Waters & Oil Pollution Acts for communities and properties who received direct physical damage.

Natural Resource Damage Assessment (NRDA) Process - After an oil spill or hazardous substance release, response agencies like the U.S. Environmental Protection Agency or the U.S. Coast Guard clean up the substance and eliminate or reduce risks to human health and the environment. But these efforts may not fully restore injured natural resources or address their lost uses by the public. Through the NRDA process, the best methods for restoring those resources, and the type and amount of restoration required.

The National Oceanic and Atmospheric Administration (NOAA) conducts this assessment using a three phased approach to determine the extent and severity of the injury or damage. NRDA Trustees work with the public to select and implement restoration projects. Examples of restoration include replanting wetlands, improving fishing access sites, and restoring beaches. The responsible party pays the costs of assessment and restoration and is often a key participant in implementing the restoration.



In-Situ Burn following Deepwater Horizon Incident (Photo: USCG)



Clean Up along a Gulf Coast beach after Texas City Incident (Photo: USCG)



Oil on Galveston Beach following Texas City Incident (Photo: USFWS)



Restoration Planting after an Incident (Photo: USFWS)

