

## **EFFICIENCY REPORT**

APPROVED BY THE  
Park District's Committee on Local Government Efficiency  
on October 8, 2024



Roxana Community Park District  
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## **Board of Commissioners**

Mike Toolen.....President  
Rick Radar.....Vice-President  
Darlene Yarborough....Secretary-Treasurer  
Will Cunningham....Commissioner  
Leslie Schmidt...Commissioner

## **Attorney**

Rene Bassett Butler

## **Staff**

Debbie Ferry.....Director  
Stacy John....Superintendent of Recreation  
Jason John.....Superintendent of Parks  
Tim Griffin...Maintenance  
Michelle Crawford....Accounting



# History of Roxana Park District

The history of Roxana dates back to its incorporation in 1921 when it was built around the newly constructed Roxana Petroleum Company. The name was selected from one of the "Alexander the Great's" wives, meaning the "dawn of a new day." Roxana has and continues to receive most of its financial support from what later became Royal Dutch Shell and now Phillips 66. The Roxana School District mascot "the Shells", even derived from Shell Oil Company.

In 1934, the Village Board of Trustees passed a Village Ordinance creating a Recreation Board to establish a budget and design a plan for community activities. In 1938, the Village Hall was constructed which included a gym for recreational activities such as dances, basketball, arts and crafts and more. In 1947, a 15-acre tract of land was purchased and designated as a park and recreation area.

In 1952, Roxana Community Park District was formed and taxes were levied to develop and expand the existing recreation area. A board of commissioners was sworn in, rules for conducting business were adopted and a park superintendent was hired. This was followed by a transfer of land ownership of the recreation land from the Village to the Park District. Since that time, additional adjacent land has been purchased and developed with ball fields, playgrounds, a community building, a swimming pool, picnic shelters, walking paths, a disc golf course, maintenance facilities and amenities.

In 1993, the Park District was fortunate enough to have the opportunity to expand by purchasing a three-acre parcel of land located on Central Avenue which would be called Burbank Park, named after the old school next door. A youth ball field, playground and other amenities were added to the property.

# A CLOSER LOOK...

**Roxana Community Park District is located in the Village of Roxana, Madison County, which lies in the northern edge of the Greater St. Louis Metro East.**

**Roxana Community Park District has proudly provided facilities, programs and events to the residents of the Village of Roxana, Roxana School District and neighboring communities in the Riverbend Area for over 72 years. Through commitment, partnerships and collaborative efforts, Roxana Community Park District has continually strived to improve the quality of life for generations of people!**

**Roxana Community Park District demonstrates an abundance of community pride with great expectations and a desire for success in the future!**

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**Taxing Jurisdiction:** Village of Roxana Boundaries

**Operating Budget:** \$750,000

**Staff:** 4 Full Time, 6-8 Part Time, 30-35 Seasonal

**Estimated 25,000 visitors each year visit the park for activities and events!**

**Affiliations:** Illinois Park and Recreation Association Member, Illinois Association of Park Districts Member, Southern Illinois Park and Recreation Association Member, IPARKS Member, Illinois Public Risk Fund Member, SAM.gov Member, Riverbend Growth Association Member.

# Roxana Community Park District

## About the District

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### Our Mission

It shall be the purpose of the Roxana Community Park District to provide wholesome recreation opportunities for the entire family. Consistent with this purpose, every opportunity shall be afforded principally through taxation and user fees, within the financial limits, to plan, procure, develop and maintain park and recreation resources and to provide leadership for the productive and satisfactory use of leisure time. The District shall strive to provide such services at the least possible cost without duplicating the efforts of other agencies.

### Our Goal

To provide programs, activities and recreational facilities which will adequately meet the current and future needs of the residents of the Village of Roxana and surrounding communities.

### Objectives:

**\*Primary:** To provide positive leisure experiences to our residents and area guests who participate in our programs and visit our facilities.

**\*Present:** To continue to properly maintain and preserve programs and facilities to ensure their availability to future generations.

**\*Future:** To expand programs to meet the changing needs and desires of the community and to encourage additional improvements, acquisitions and development of facilities.

**\*Financial:** To effectively maintain sound fiscal responsibility, while investing and pursuing additional sources of funding.

**\*Staffing:** To recruit and sustain qualified and valuable employees who are dedicated to teamwork and quality service.

**\*Professional:** To strive to emphasize honesty, integrity, ethical and professional business practices in order to earn and maintain the respect and support of residents, guests, cooperating agencies and fellow employees.

# Roxana Park District Facilities



## The Rox-Arena

The Rox-Arena is located in Roxana Park and serves as the central location for the Park District for all program registration, pool pass purchase, building reservations and shelter reservations.

It also serves as a meeting place, private party rental facility and hosts various programs and events. Building rental rates vary based on room size and residency. The Rox-Arena also provides offices for the Director, Superintendent of Recreation, Accounting Clerk and Administrative Assistant to complete their work during regular business hours. Work schedules vary depending on full time or part time status and responsibilities. The Rox-Arena staff is available to provide any information regarding the operation of the Park District programs and facilities. A staff person always accompanies the building when open.

The Director is the chief administrative officer, directing and overseeing all operations of the park district and recreation department. The Superintendent of Recreation develops, implements and evaluates youth and adult sport programs, community interest programs and special events.



The Accounting Clerk performs duties in the financial administration of the District including payroll, accounts payable and receivable. The Administrative Assistant requires direct contact with the public and includes secretarial duties and familiarity with the organizations procedures, programs, events, rules and regulations, as well as provides support to other staff.

# Roxana Park District Facilities

## Community Gym

The gym is located in the retired Village Hall and is accessible to the agency, evenings and weekends, for youth and adult sports programs, primarily during the school year months. It is staffed by a supervisor at all times when open and additional staff as needed for the operation of the various programs. The Recreation Superintendent completes all gym scheduling for programs and staff.



## Community Pool

The pool is located in Roxana Park and is in operation from Memorial Day to Labor Day. The facility is staffed daily with a minimum of one manager, two lifeguards, one concession worker and one cashier.

Additional staff is scheduled during peak swim times. Managers complete employee schedules, timecards and payroll sheets, verify and sign off on end of the day receipts reports, maintain lists of concession and custodial supply needs, handle party reservations, maintain records for accidents and disciplinary issues and alert maintenance staff to any mechanical problems. The application process for summer pool employment begins in January. All lifeguards must be certified by American Lifeguard or American Red Cross prior to opening. Concession workers must complete an online food handling course in the first two weeks of training. Season pass and daily admission rates are based on residency and party rentals are available all summer for special occasions, birthdays, group business outings, and more!



# Roxana Park District Facilities

## Maintenance Facilities

There are two park maintenance facilities located on the property that include storage for all maintenance supplies, tools, equipment, and vehicles.



The main building also provides offices and workspace for the Superintendent of Parks, Maintenance, part-time and seasonal employees. Maintenance staff work Monday through Friday from 7am-3:30pm and occasional weekends for special events and pool maintenance.



## Ball Diamonds

Roxana Park hosts three lighted ball diamonds on the property, one softball, one baseball, one youth softball/baseball. The fields are home for the Roxana Recreation Tri-City teams. The larger fields are utilized by the high school girls softball team and boys JV baseball team, as well as the Jr. High teams.

## Ball Concession and Storage Shed

The ball concession building is used for the sale of food and drinks for games located at or near the Lighted Diamond, primarily during the summer season. The storage shed holds ball equipment, game supplies, umpire equipment and some holiday decorations.



## Picnic Shelters

There are four picnic shelters in Roxana Park, two large and two small. They can be rented at the Rox-Arena throughout the year and rates are based on residency.

# Roxana Park District Facilities

## Playgrounds

Roxana Park currently has three playgrounds, the Tot Lot for children ages 2-5 years, the "Play On" fitness structure and swings area for children ages 2-12 and the oldest play area for children ages 5-12.



## Disc Golf Course

Roxana Park contains a nine-hole disc golf course with the beginner and advance tee distances for year around play.



## Burbank Park

This is a second park located in the 200 block of RT 111/Central Avenue between the new Village Hall and Roxana Library. It contains a playground, t-ball field, half basketball court, picnic shelter and open green space.

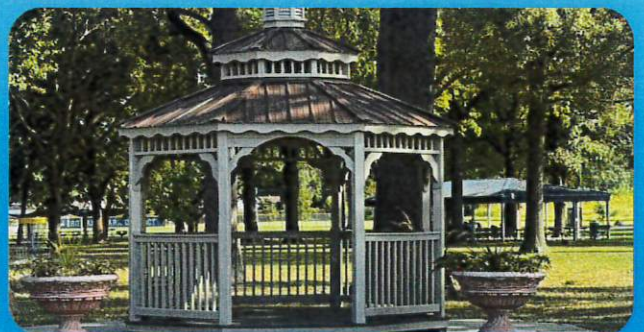


## Residence

The house on the property is the residence of the Director and considered part of the salary for that position.

## Gazebos

Roxana Park has two gazebos which can be used for weddings with notification or for pictures.



# Roxana Park District Programs

Roxana Parks and Recreation sponsors a number of youth and adult sports programs, special interest classes and programs, camps and clinics, holiday events and special events. Registration for all activities can be completed at the Rox-Arena and all fees and paperwork are received and processed at the Rox-Arena. Registrations are accepted with payment during the specified program deadlines in person or can be completed online at [signupville.com](http://signupville.com).

**Sports programs:** Youth baseball, softball, volleyball, basketball, soccer, clinics and adult volleyball.

**Events:** Daddy-Daughter Dance, Annual Bike Blessing, Easter Egg Hunt, Riverbend Relay for Life, Dive-In Movies, Party in the Park, Annual Car Show, Out of the Darkness Community Walk, Trunk or Treat/Fall Fest, Disc Golf Tournament, Dashin' Thru the Lights 5K, Christmas in the Park Light Display.

**Fees:** Refer to individual fee schedules for all facilities and program fees as stated on flyers.



# Shared Services and Partnerships

Roxana Community Park District works diligently to provide the best possible programs, activities and events, services and facilities to the community in the most cost-efficient way. One way to achieve that goal is through partnerships with other agencies or organizations, such as school districts, park and recreation departments, libraries or other non-profits. Below is a list of the current partnerships delivering quality services to the community.

**Tri-City Recreation:** The communities of Roxana, East Alton and Wood River are adjacent to each other and overlap with school districts. The school districts also include the communities of South Roxana, Hartford and several unincorporated areas. In order to provide a quality youth sports program, the three communities combine forces and share facilities to accommodate the participants in soccer, baseball, softball, basketball, and volleyball. This partnership provides more opportunities to each community at more affordable prices.

**School District:** Roxana Park District is located directly adjacent to Roxana Jr. and Sr. High Schools. Because RHS does not have adequate field space, they use the park district softball field for their Jr. and Sr. High girls' softball programs and a park district baseball field for the Jr. high and Sr. High JV boys' baseball program. The school district also uses various park facilities for physical education classes, horticulture classes, school activities, picnics and other events. In return, the Park District sends program flyers through the schools and utilizes their varsity soccer field for the Tri-City soccer program.

**Library District:** Roxana has a very active Library District that is located adjacent to our small community park. Both agencies partner together to provide activities for the community. Moving forward with a renovation of the community park, cooperative efforts will benefit both the Park and Library District.

**Village of Roxana:** The Village of Roxana has levied a recreation tax since 1934 to provide programs for the community. The Park District was established in 1952 to provide facilities for programs and community events. The two agencies share staff to coordinate and maintain both operations in unison.



# Shared Services and Partnerships

**State of Illinois:** The District participates in the joint purchasing program. The state offers various grant programs to park and recreation agencies, including the OSLAD grant.

**Phillips 66:** Roxana is fortunate enough to have one of the country's largest oil refineries in its corporate limits. They provide a large tax base which enables the community to offer amazing services and amenities. They go above and beyond with sponsorship of various programs and they provide grant opportunities to our agency. In return, the District provides facilities for various Phillips 66 meetings, gathering and events.



**Grants:** Madison County Community Development and Metro East Park and Recreation District offer local grants for agencies ranging from equipment purchase to major projects.

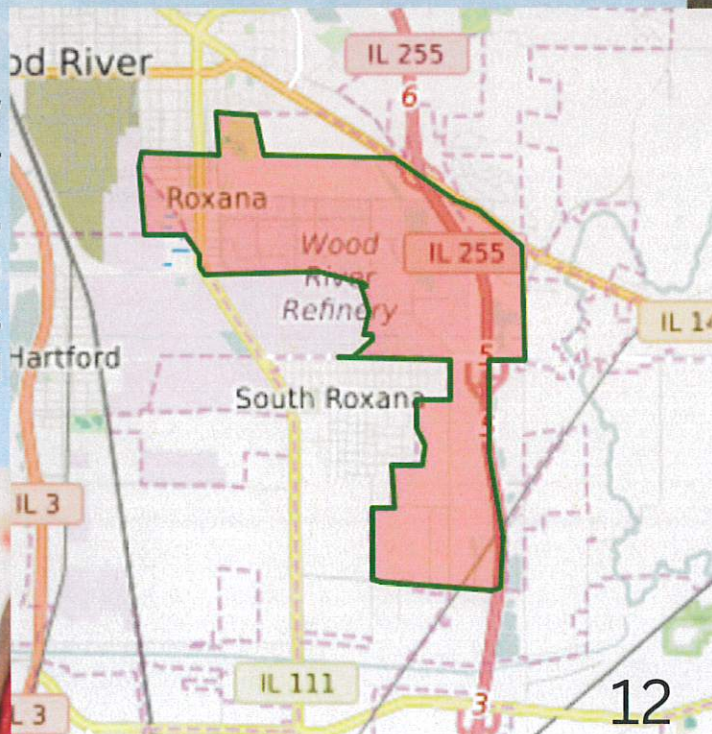
In collaboration with other agencies and organizations, we are not in competition. We continually strive to promote and assist each other's efforts and not duplicate services and events.

## Volunteers

One way the Park District reduces expenses is to utilize volunteers. They may come in the form of youth coaches, students needing volunteer hours to graduate, interns, civic groups completing projects, community members donating time and community service workers with assigned hours.

## Youth Employment

Roxana Park District is a major employer of community youth. There is an average of 40 youth filling summer positions such as concession worker, cashier, lifeguard, maintenance, umpire, and officials. Not only is this an efficient way to staff the seasonal operation, it provides a first job and valuable training to students who will eventually enter the work force.



# Transparency to the Community

**The following information may be obtained by citizens at the Park District Office,  
Rox-Arena, #2 Park Drive, Roxana, IL.**

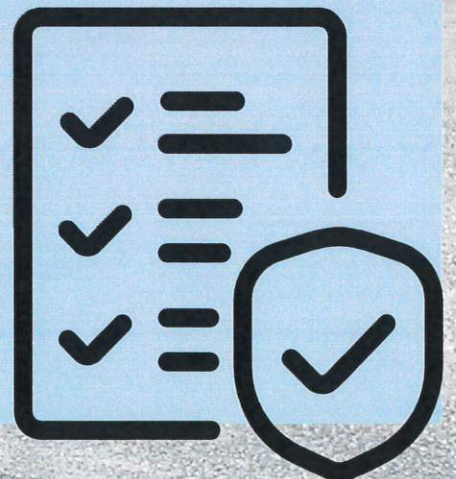
- \*Annual tax levy.....filed prior to the 3rd Tuesday in December**
- \*Annual Budget and Appropriation Ordinance.....on file 30 days prior to passage, filed at the County Clerk's Office by July 31st.**
- \*Board Meeting Schedule.....approved and posted at the beginning of the year on the Park website.**
- \*Meeting Agendas.....posted at the Rox-Arena**
- \*Meeting Minutes.....posted on the Park website.**
- \*Comptroller's AFR.....available at the Park office.**
- \*Annual Audit.....available at the Park office.**
- \*Annual Treasurer's Report.....available at the Park office.**
- \*Conduct Ordinances.....available at the Park office.**

**Roxana Park District offers residents the opportunity to provide feedback through public comment time at every meeting, held the second Tuesday of each month. They may request information in person at: 2 Park Drive, by phone a 254-7485 or by email at [roxparkrec@gmail.com](mailto:roxparkrec@gmail.com).**

**The Parks annual budget and tax levy are approved in open meetings, pursuant to the Open Meetings Act. The Park District follows all requirements of public notice and hearing under the Truth in Taxation Law prior to the adoption of the levy. Upon passage, both documents are filed with the Count Clerk's Office.**

# Adopted Policies and Procedures

- Board of Commissioners Policies and Procedures
- Administrative Policies and Procedures
- Job Descriptions
- Personnel Policy/Employee Handbook
- General Conduct Rules
- Operations Guide
- Safety and Risk Management Policy
- Emergency Plan
- ADA Transition Plan
- Freedom of Information Act
- Prevailing Wage
- Sexual Harrassment Policy and Training
- Comprehensive Master Plan
- Investment Policy
- Annual Audit
- Annual Financial Report
- Ordinances/Resolutions



# GRANTS RECEIVED THE PAST 10 YEARS

**\$150,000**

**Madison County Planning and  
Development Park Enhancement  
Program**

**Madison County Resource Management  
Environmental Grant Program**

**\$34,776**

**\$232,137**

**Metro East Parks and Recreation Grant  
Program**

**Ameren Illinois Energy Grant  
Program**

**\$14,448**

**\$50,777**

**IPRA/IPRF Promote Play  
Grant**

**Phillips 66 Grant Program**

**\$208,500**

# **Decennial Committee**

**The Roxana Community Park District Decennial Committee on Local Government Efficiency was established on May 9, 2023 by Resolution #261, pursuant to 50 ILCS 70/1.**

## **Purpose of the Committee**

**To study park district efficiencies and provide valuable information regarding the effective and efficient delivery of park and recreation programs, facilities and services to the residents.**

## **Meeting Schedule**

- 1. June 6, 2023 at 7pm**
- 2. April 6, 2024 at 7pm**
- 3. October 8, 2024 at 7pm**

**Meetings were held in the Oak Room of the Rox-Arena, 2 Park Drive, Roxana, IL 62084. Minutes are available on the park website at [roxanapark.org](http://roxanapark.org), by email to [roxparkrec@gmail.com](mailto:roxparkrec@gmail.com) or at the Park office upon request.**

## **Committee Members**

**Chairman - Mike Toolen (President)**  
**Vice-Chairman - Rick Radar (Vice-President)**  
**Member - Darlene Yarborough (Commissioner)**  
**Member - Will Cunningham (Commissioner)**  
**Member - Leslie Schmidt (Commissioner)**  
**Member - Debra Ferry (Director)**  
**Member - Jan Ashley (Community Member)**  
**Member - Kim Warren (Community Member)**

# Efficiency Committee Review

## State

- Illinois Park District Law Handbook
- Illinois Decennial Committee on Local Government Efficiency Act
- Illinois Freedom of Information Act
- Illinois Open Meetings Act

## Policies

- Board and Administrative Policies
- Personnel Policy/Employee Handbook
- General Conduct Rules and Operating Procedures
- Investment Policy
- Sexual Harassment Policy
- Freedom of Information Act Policy
- Risk Management Policy - Incident/Accident Procedures

## Financial

- Annual Budget and Appropriation Ordinance
- Annual Tax Levy
- Annual Independent Audit and Financial Report
- Annual Treasurer's Report
- Fees, Charges, Non-Tax Revenues

## Administrative

- Meeting Agendas and Minutes
- Ordinances and Resolutions to date
- Agreements, Partnerships, IGSA, Shared Services
- Comprehensive Master Plan
- Statement of Economic Interest
- Memberships Affiliations and Benefits
- Insurance Plans - Medical, Property, Liability, Work Comp, Sports Management
- Grant Opportunities, Applications and Awards
- Professional Certifications
- Criminal Background Checks
- Prevailing Wage
- Joint Purchasing/Bidding Procurement
- Youth Employment and Volunteers

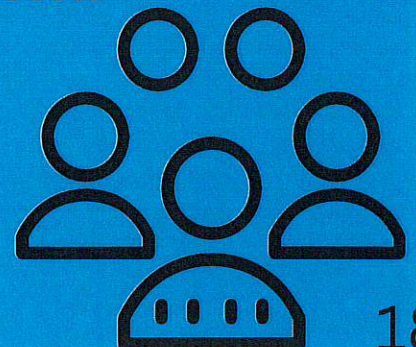
# Efficiency Committee

## Efficiency Committee Findings

**The Decennial Committee worked diligently to study, in depth, all aspects of the Roxana Community Park District existence; they found the operation to be extremely efficient. From securing qualified staff and relying on board oversight, to sharing resources with other agencies and seeking alternative funding opportunities, this agency has an exemplary record of providing and maintaining quality facilities and services for the community.**

## Efficiency Committee Recommendations

**The Decennial Committee was in agreement, that moving forward, Roxana Community Park District continues to demonstrate good governance in the same efficient manner, committing to transparency and accountability while striving for excellence. Following these best practices will undoubtedly lead to the agency's future success.**



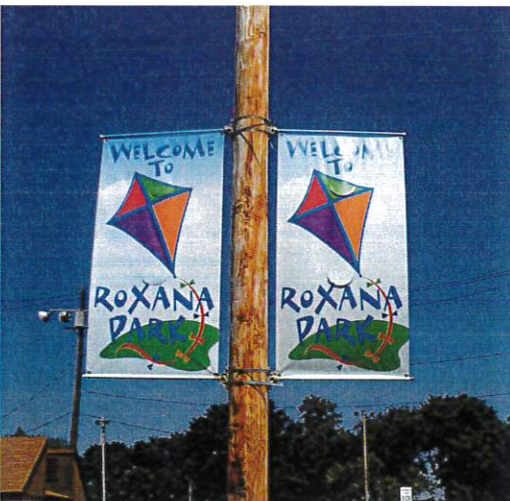


# Roxana Parks & Recreation Photos





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