

ST. CHARLES PARK & RECREATION BOARD
Work Session Tentative Agenda
December 3, 2025 - 6:00PM
American Legion Room in Memorial Hall, Blanchette Park

Notes: * Indicates Item Needing Formal Action
 ** Indicates a Closed Session Topic Known to be Scheduled
 *** Indicates Roll Call Vote
 Wording (highlighted) Indicates Topic Added to Agenda

1. Call To Order
2. Roll Call: Joshua Allen, Sandy Bichel, Tim Glosier, Kathy Mudrovic, Larry Muench, Brian Scheidegger, Anna Shy, TJ Slattery, Anne Zerr and Council Liaison Denise Mitchell
3. Pledge of Allegiance
4. Discussion and Consideration for approval the Organizations Hosting Ticketed Events in Public Parks Policy effective January 1, 2026
5. Adopt a Park (Board Member observations pertinent to facilities, programs and services within the System)
6. Closed Session (As Indicated)
 - A. Legal actions, causes of action or litigation involving a public governmental body and any confidential or privileged communications between a public governmental body or its representatives and its attorneys. (RSMo 610.021.1)
 - B. Leasing, purchase or sale of real estate where public knowledge of the transaction might adversely affect the legal consideration thereof. (RSMo 610.021.2)
 - C. Hiring, firing, disciplining or promoting of particular employees when information relating to the performance or merit of individual employees is discussed or recorded. (RSMo 610.021.3)
 - D. Individually identifiable personnel records, performance ratings or records pertaining to employees or applicants for employment (RSMo 610.021.13)
7. Adjournment

The City of St. Charles offers all interested citizens the opportunity to attend public meetings. If you wish to attend this public meeting and require an accommodation due to a disability, please contact the Office of The City Clerk to coordinate an accommodation at least two (2) business days in advance of the scheduled meeting at 636-949-3282 or 636-949-3289 (TTY – for the hearing impaired).

The City of St. Charles, Missouri, fully complies with Title VI of the Civil Rights Act of 1964 and related statutes and regulations in all programs and activities. For more information, or to obtain a Title VI Complaint Form, please call the City Clerk’s Office at (636)949-3282 or visit City Hall located at 200 North Second Street, St. Charles, Missouri, 63301.

Posted by: _____ Date: _____ Time: _____

MEMORANDUM

Date: November 24, 2025

To: Parks and Recreation Board

From: Maralee M. Britton, Director

RE: Discussion of Organizations Hosting Ticketed Events within Parks

Board Members,

As directed, the draft policy with a few edits was sent to the major event organizers within Frontier Park for feedback. Of the 4 organizations, 2 responded with comments which are attached. Festival of the Little Hills has no intention of changing to a ticketed event. Oktoberfest listed concerns and requested to address the Board.

Edits include the revenue sharing for entry into the overall event, reserving the right to limit the number of ticketed events, entry packages including additional benefits such as food shall be included in the revenue sharing.

The area of Frontier Park for secured access is roughly 2,800 feet not including entrance gates. Quick search for temporary fencing provided a couple of similar options.

American Fence Rental & Wholesale

Product	Specifications	Cost per Unit	Total Cost
Anti-Climb Temporary Fence Panel	6'6 X 11'6	\$105 X 241	\$25,305
Footing	40lbs	\$38.40 X 242	\$9,293
Security Coupler	Clamp	\$4.25 X 241	\$1,024
			\$35,622



Product	Specifications	Cost per Unit	Total Cost
Crowd Control Barriers	3'7.2 X 7.6	\$80 X 368	\$29,440



Below is an outline of other departments within the area that allow ticketed events.

- **City of St. Louis Parks, Recreation and Forestry Department**
The City has a formal “**Ticketed Event Policy**” for events in city parks. It specifically defines a “ticketed special event” as something advertised to the public where a ticket is sold and required for admission, and it lays out:
 - Where ticketed events are allowed (e.g., Art Hill, Grand Basin, Kiener Plaza, some neighborhood parks).
 - Rental fees calculated per square foot, plus security deposit.
 - Ticketed Events: Evolution Music Festival in Forest Park, Brew in the Lou & Fine Wine Tasting at Francis Park, Winterfest at Keiner Plaza

- **City of Clayton Parks & Recreation Department**
Clayton event permit is required for “Charging a fee or donation for attendance or participation” for gatherings that may use public or private property (including parks). Approved events pay a modest event permit fee.
 - Ticketed Events: Party in the Patch, Shaw Park

- **City of Manchester Parks, Recreation & Arts Department**
Manchester requires a special event permit when it includes an admission fee and/or alcohol sales, concerts, exclusive use of the park, etc.
 - Ticketed Events: Halloween Festival at Schroeder Park

- **St. Louis County Parks & Recreation Department**
St. Louis County has a Permit Requirements for Special Events requiring admission fees. The County itself also runs ticketed events in its parks, like Winter Wonderland at Tilles Park, which charges per-car admission for the holiday light display.
 - Ticketed Events: Winter Wonderland at Tilles Park, Laumeier Annual Art Fair at Laumeier Sculpture Park. Queeny Art Fair at Queeny Park, Folklife Festival at Faust Historic Village

Should the Board decide to move forward with a ticketed event policy, edits will be finalized with a last review by the Legal Department. All effected policies will then be placed on the December 17 meeting agenda for consideration of approval. If the Board decides not to move forward with a ticketed event policy, only the Athletic Field Policy will be brought forward for consideration adding the elements related to the Wapelhorst Ball Field Complex.

Attachments:

- A. Updated Draft Ticketed Event Policy Draft
- B. Oktoberfest Request for Consideration Memo
- C. Festival of the Little Hills Draft Policy Response
- D. Oktoberfest Draft Policy Response

St. Charles Parks and Recreation Board Policy for Organizations Hosting Ticketed Events in Public Parks

Purpose

To establish clear guidelines and responsibilities for organizations utilizing public park facilities for special events that request to assess a gate admission or ticketing, ensuring safety, public accountability, and compliance with park regulations. All rules, regulation and fees within other applicable policies apply.

Definition

A ticketed special event is any activity that will be advertised to the public and for which a ticket will be sold on site or in advance and required for admission to attend the overall event.

1. Permit and Event Approval

- All organizations must obtain a Permit from the Parks and Recreation Department before requesting to host a ticketed event for the purposes of a special event, athletic tournament, league business use or similar use of a park intended to be open to public attendance as an attraction.
 - The ticketed event permit application must include:
 - Ticketing structure and pricing
 - Expected attendance
 - Security and staffing plan
 - Site layout for crowd control with designated entrance/exit points
 - Detailed plan for crowd control barriers for designated ticketed event area to include type of barrier
 - Applications will be reviewed by the Department and may require modifications for approval
 - Department reserves the right to limit the number of ticketed events annually allowing free public access to parks. Considerations may include, but limited to, the number of ticketed/non-ticketed events within a month, or reoccurring events with the same organization.
-

2. Admission Control

- The host organization is responsible for:
 - Staffing entry gates
 - Validating tickets or credentials
 - Controlling access to the event area
 - Wristbands, stamped passes, or digital ticket scanning systems must be used to verify paid admission and to support re-entry if allowed
-

3. Ticket Sales and Pricing

- The organization must disclose in advance to the public:
 - All ticket prices (including tiers, discounts, and age-based pricing)
 - On-sale dates and sales channels (e.g., online, at the gate)
 - Complimentary or sponsored admissions must be tracked and reported as part of final attendance counts.
 - Tickets sold within a package for additional benefits such as food or beverages will be tallied within the admissions fee structure. I.e. If a premier package is sold at \$100 and a general admission ticket is \$10.00, \$10.00 of the premier package fee of \$100.00 will be tallied for the revenue sharing.
 - The Parks and Recreation Department reserves the right to request a ticket sales summary or audit.
-

4. Security and Gate Operations

- The organization must provide a security plan for gate operations, which may include:
 - Bag checks
 - Security personnel or contracted guards
 - Crowd control barriers and signage
 - The Department may require coordination with law enforcement or emergency services for larger events.
 - Law Enforcement services first priority will be the safety of the event guests
-

5. Re-Entry Policy

- If re-entry is allowed, a system must be in place (e.g., wristbands or hand stamps).
 - Re-entry privileges must be clearly communicated to attendees and posted at entry points.
-

6. Prohibited Items

- The organization must enforce a list of prohibited items at the gate, which must include:
 - Illegal substances
 - Outside alcohol
 - Glass containers
 - Drones (unless authorized by the Department and the FAA)
 - The final list must be provided to the Department for review and posted publicly at entrances
-

7. Accessibility

- The organization must ensure that all gate admission points and event features are ADA-compliant
 - Reasonable accommodations for guests with disabilities must be planned and documented
-

8. Refunds and Cancellation

- A refund and cancellation policy must be submitted with the event permit application.
 - In the event of cancellation, the organization is responsible for communicating with ticket holders and issuing refunds if applicable
 - The Parks and Recreation Department reserves the right to cancel or postpone events due to weather, safety, or non-compliance
-

9. Public Access and Park Use

- Events in non-gated sections of public parks must maintain general public access to park amenities not reserved for the event
 - Gated ticketed areas must be clearly marked with fencing, signage, and controlled access points
 - Blanchette and Wapelhorst Aquatic Facilities are not available for ticketed events
 - No permanent structures or damage to the grounds is permitted
-

10. Revenue Sharing

- 75% of the total ticket fee is retained by the event organization; 25% is to be donated to the Parks and Recreation Department
 - Use of ticket fee revenue shall be used for operations, maintenance, and capital improvements of the Parks
-

11. Reporting Requirements

- Within 10 business days after the event, the organization must provide:
 - Final attendance reflecting a daily tally
 - Incident or security reports
 - Ticket sales summary reflecting a daily tally

- Revenue Share of the Ticket fee no later than 15 days after the conclusion of the event/
 - Additional reporting may be required for recurring events
-

12. Compliance and Enforcement

- Failure to adhere to this policy or permit conditions may result in:
 - Fines or penalties
 - Loss of future event privileges
 - Immediate suspension or cancellation of the event

Modifications

The Parks and Recreation Board through the Director of Parks and Recreation may modify or waive any policy or fee as it deems necessary and in the best interest of the City.

Proposed Effective Date: January 1, 2026



Ticketed Event Application

A ticketed special event is any activity that will be advertised to the public and for which a ticket will be sold on site or in advance and is required for admission to attend the overall event.

To be permitted to host a ticketed event in St. Charles City Parks, the proper application to host an event must be submitted. This form must be completed with thorough details for consideration of approval no less than 90 days prior to the event. Advertising a ticketed event is prohibited until the application is approved.

APPLICANT INFORMATION

Legal Company/Organization Name: _____

Doing Business As: _____

Contact Name: _____

Telephone Number: _____ **Email Address:** _____

Mailing Address: _____

City, State, Zip Code: _____

Proposed Ticketed Event Information

Name of Event: _____

Have you submitted the correct application to host an event: _____

Will entry into the event be ticketed throughout the event. _____ **If no, explain:** _____

Ticketing Structure and Pricing Plan : _____

Anticipated Attendance: _____

Admission Control (IE. wristbands, tickets, stamped passes): _____

Re-entry Plan if Allowed (IE. wristbands, tickets, stamped passes): _____

Admission Security and Staffing Plan: _____

Mandatory site layout detailing entrance/exit points, crowd control barriers, emergency vehicles and personnel access points attached. Yes _____ No _____

Detailed plan for crowd control barriers and type of barriers: _____

Attach business proposals, fliers, social media accounts or any information regarding event.

____ Attached

Facebook: _____

Instagram: _____

Website: _____

Snap Chat: _____

Tiktok: _____

Other: _____

By signing this application form, it is agreed the Organization has received, read and understands the Organizations Hosting Ticketed Events Policy and all fees applicable to the use of St. Charles Parks and Recreation Department Property. Misuse of Park property or falsification of the event as presented in this application may result in rejection or termination of this application or future applications.

By signing this application form, it is further agreed and understood (i) that the Organization agrees to all terms and conditions of the St. Charles Parks and Recreation Board Organizations Hosting Ticketed Events Policy which are incorporated herein as if fully set forth, and (ii) that no agency, partnership, or joint venture is herein created between the City, the Department, and the Organization, and Organization shall refrain from any representation of such a relationship.

Signature of Applicant: _____

Print Name and Title: _____

Date: _____

90/10 Profit-Sharing Proposal for St. Charles Park Events

Presented to the Parks and Recreation Board, City of St. Charles

Overview

The City of St. Charles' Parks—Frontier Park, Wapelhorst, Blanchette, and others—are more than green spaces; they are **community hubs** where families gather to enjoy the outside. In addition, parks are a great venue to host signature events like **Festival Little Hills, Saint Charles Oktoberfest**, and regional **sporting tournaments**. These large-scale events bring cultural vibrancy and economic value, but the extensive volume during a short timeframe also increase wear and tear and maintenance needs—from landscaping and trash removal to infrastructure repairs and aesthetics. The below proposal provides a strategy to shift the increased maintenance cost to user and not the everyday taxpayer.

This proposal introduces a **90/10 profit-sharing model** for *ticketed events* to ensure that those who benefit most also help maintain these parks—**without placing additional tax burdens on residents**.

We respectfully request the Parks and Recreation Board to support this model, adopt it into Parks policy, and recommend its' adoption by the City Council through an amendment to **Chapter 150 (Fees)** of the City Code.

How It Works

- **Standard Rental Fee (Unchanged)**
Event organizers continue to pay the current park rental fee (e.g., \$10,000 for Frontier Park, cost for Park Rangers etc). This fee structure remains intact and predictable.
- **90/10 Gate Revenue Split**
For *ticketed events*, the **organizer retains 90%** of gate revenue, and **10% goes to the City**.
Example:
 - Gate Revenue = \$50,000
 - City Rental Fee = \$10,000
 - City's Share (10%) = \$5,000
 - After subtracting the rental fee, the Parks' Department nets \$15,000 (a \$5,000 increase from previous model)
 - The City's \$5,000 is then **reinvested in the park used for the event**

- **Reinvestment in Host Parks**

The City's 10% share will be **restricted for maintenance, repairs, and improvements** in the specific park where the event was held (e.g., Frontier Park for Oktoberfest, Legacy Farm Park for Bike event, Wapelhorst Park for regional Soft Ball tournament, McNair Park for Regional Pickleball Tournaments).

Legal & Financial Structure

- **Definition of Gate Fee Revenue**

"*Gate Fee Revenue*" is defined as **all fees collected for admission to a gated event** held in a Saint Charles Park.

- **Revenue Sharing Clause**

90% of the total Gate Fee Revenue is retained by the event organizer; 10% is allocated to the City of St. Charles. The City Park's portion is **dedicated exclusively** to the park where the fees were collected.

- **Restricted Use of Gate Fee Revenue**

Revenue collected by the City Parks under this model shall be used **only** for:

- Operation
- Maintenance
- Repair
- Capital improvements

...of the specific park where the event was hosted. Funds may be **used annually** or **accumulated over time** to address high-cost improvements.

- **Segregation of Funds**

The City Parks shall maintain a **dedicated general ledger account** for Gate Fee Revenue.

- No commingling with other City funds is allowed
 - Revenue may be combined with *other park-specific funds*, but **must be used for the same park** it was collected from
-

Benefits

- **For Parks**

- A **new, sustainable revenue stream** to handle event-related wear and tear
- Protects park quality without increasing taxes or cutting other services

- **For Event Organizers**

- Maintains **stable rental fees**
- A **fair, performance-based model**—organizers retain the majority of their proceeds
- Flexibility to offer **exemptions or reductions** for nonprofits and charitable events

- **For Residents**
 - Cleaner, safer, better-maintained parks
 - No additional tax burden—funds come from event revenue
 - Preserves the long-term value and enjoyment of our shared public spaces
-

Addressing Concerns

- **Not a Tax**

This model is legally structured as a **user fee**—not a tax—making it compliant with the **Hancock Amendment**.
 - **Transparency & Accountability**
 - Revenue reporting requirements ensure funds are tracked
 - A proposed **dedicated general ledger account** will direct and monitor usage
 - Public, Parks Board and Council oversight maintain trust and visibility
 - **Fairness**
 - No impact on existing rental fees
 - A **pilot program** (e.g., a biking, softball or festival event in 2026) can be used to gather feedback and refine implementation
 - Input from organizers and the public will be invited during hearings
-

Call to Action

We respectfully request the Parks and Recreation Board to:

- ✔ **Recommend** this 90/10 profit-sharing model for formal adoption as a new Park policy.
- ✔ **Recommend** this 90/10 profit-sharing model for formal adoption as a Chapter 150 ordinance amendment
- ✔ **Propose a 2025-2026 pilot program** to evaluate the model with live data and community feedback
- ✔ **Support the creation** of a dedicated dedicated general ledger account to ensure all reinvested funds benefit the hosting park
- ✔ **Encourage public engagement** from residents and event organizers through open hearings and transparent planning

Why Funds Should Stay in the Park Where They Were Collected

- **Direct Impact & Responsibility**
Events that generate revenue also create the most wear and tear—damaged turf, stressed infrastructure, increased cleanup needs. Using those funds **in the same park** ensures the event helps cover the cost of the impact it causes.
- **Fairness & Transparency**
Residents and organizers alike can clearly see that **their contributions benefit the space they used**. This avoids frustration or confusion over where the money goes and ensures trust in the process.
- **Park-Specific Needs Vary**
Each park has unique features and maintenance demands. Frontier Park may need riverbank erosion protection, while Wapelhorst might require turf rehab or irrigation upgrades. Keeping funds local **lets us prioritize what matters most in that space**.
- **Motivates High-Quality Events**
Organizers become **partners in preservation**, knowing that part of their success helps maintain the exact venue they're using year after year.
- **Prevents Dilution of Impact**
When funds are spread across the entire system, **no single park gets enough to make real improvements**. Concentrating the investment makes the impact visible and meaningful.

Maralee Britton

From: Brent Schulz <brentschulz@centurytel.net>
Sent: Monday, October 20, 2025 9:46 AM
To: Maralee Britton
Subject: Re: Proposed Ticketed Event Policy Feedback

Hi Maralee,

Thanks for giving us the opportunity to comment on the policy but I'm sorry for the much delayed response. From the Festival's perspective, since no fees are charged for our event and it is unlikely to happen in the future, the new policy would not apply. I do have a concern about Frontier Park, should an organizer be willing to meet the fencing restrictions etc. for a ticketed event. Since Frontier Park annually hosts Riverfest/July, the Festival/August and Oktoberfest/September (in addition to smaller events like charity runs), I have a concern that the addition of any large event to the schedule in Frontier Park may adversely affect the ground/turf conditions for upcoming annual events and not allow sufficient time for recovery. Having said that, I also believe that Park Staff would be very judicious in scheduling should a request be made for a large ticketed event. Again, Thanks for the opportunity to comment.

Brent
Festival of the Little Hills

On Thu, 2 Oct, 2025 at 4:06 PM, Maralee Britton <maralee.britton@stcharlesparks.com> wrote:

To: brent schulz; markhuebbe@outlook.com; stcharlesoktoberfest@yahoo.com; heather kuhn; justin foust; aschaub@edcsc.com; beth norviel
Cc: chris.atkinson@stcharlesparks.com

Good Afternoon!

As the large special events/athletic events held within parks, the Parks and Recreation Board wants your feedback prior to making any decisions.

It has been requested the Board consider a policy change allowing event organizers to charge a fee to enter an event. The policy change would merely make it possible for an event organization to collect a fee to enter, should they choose to do so, and the rules that would apply. **This is not mandatory and a business decision to be made by the organization.**

The "Organizations Hosting Ticketed Events Policy" is a stand-alone policy not inclusive of hosting events with all other policies and laws applying. Should a special event or athletic tournament want to host a ticketed event, the Special Events Policy and/or the Athletic Field Policy and the proposed Ticketed Event Policy would apply. Events/tournaments not wanting to charge for entry is not subject to the proposed policy.

Please keep in mind for Frontier Park, the Katy Trail State Park does not allow fees for entering the State Park. Because of such, a temporary barrier would have to be place around the park perimeter with proper entrance and exit areas of the event space. All plans for an event space would be provided and reviewed by Staff for approval.

If you have questions about the proposed draft policy, please let me know. If you'd like to provide input, send me an email no later than October 22 so I can compile the feedback and prepare for the November 5 Board Work Session.

Thank you!

Maralee M. Britton, CPRP
Director of Parks & Recreation
St. Charles Parks & Recreation Department
636-949-3372

Maralee Britton

From: Dan Foust <dan@saintcharlesoktoberfest.com>
Sent: Friday, October 17, 2025 3:40 PM
To: Maralee Britton
Subject: Please forward to the Parks Board

Maralee & St. Charles Parks & Recreational Board,

The Saint Charles Oktoberfest Board deeply values our long-standing partnership with the Parks and Recreation Department and the City of Saint Charles. Over the past three years alone, Oktoberfest has reinvested more than \$200,000 annually back into our community, supporting local non-profit organizations, youth groups, and civic initiatives that strengthen the fabric of our city.

As we look ahead, our goal is to continue that tradition of giving while navigating rapidly rising costs to keep our event safe, well-organized, and accessible to families.

The discussion around potential gate-fee ticketing is not a guaranteed change for the upcoming year, but rather an opportunity to establish a future framework should the need arise. Any transition to a gated format would require significant logistical planning to ensure smooth operations, safety, and public flow.

We are committed to finding a balance that allows us to maintain our charitable giving and community partnerships while sustaining the quality and financial stability of the Saint Charles Oktoberfest for years to come.

Profit-Sharing Structure Preference

- The Saint Charles Oktoberfest Board supports the 90/10 split (90% retained by event / 10% to Parks) only for full park admission ticketing — meaning when the entire Frontier Park is “gated and closed to general public access.”
- This percentage would apply exclusively to park entry gate revenue.
- Any internal VIP areas, children’s areas, or secured hospitality sections within the park should not be subject to the revenue split since they do not impact general public access to the park itself.

Deferred Vote Request

If the Parks Board prefers to proceed with the 75/25 percentage or wishes to apply the split beyond the main gate entry, we respectfully request that this item be pulled from the current agenda for later discussion. The 75/25 split is not sustainable for the Oktoberfest.

This would effectively make the parks a financial partner without any investment or liability.

Even at the requested percentage, it may not be financially responsible for the Oktoberfest to take that on.

Rationale and Cost Context

Our goal is to sustain the rising costs of the Saint Charles Oktoberfest while maintaining a first-class, safe, and family-oriented event that draws significant tourism and economic benefit to Saint Charles.

Below are some of our key annual cost drivers:

- Police & security – \$55,000
- Park rental – \$14,000

- Park Ranger costs – \$10,000+
- “Free” public bus transportation – \$30,000
- Riverside diagonal parking – \$10,000
- Tent and infrastructure costs – \$100,000+
- Electric needs - \$20,000 (electric in park is insufficient)
- Entertainment - \$100,000+

These represent only a portion of our overall budget but highlight the magnitude of expenses required to operate safely and at the quality level our community expects.

Long-Term Community Benefit

Our 90/10 model would:

- Provide no added cost or workload to the Parks Department.
- Deliver substantial long-term benefit — projected between \$300,000 - 500,000 in additional Parks revenue over 10 years, based on conservative estimates.
- Ensure all proceeds remain tied to the park hosting the event, allowing visible improvements to Frontier Park and greater public trust in how event-generated funds are reinvested.

Logistical Realities

We fully acknowledge that gating Frontier Park poses logistical challenges. However, we have demonstrated flexibility and operational capability in the past — including relocating the entire festival to the Boathouse parking lot on short notice in 2021. Our intent is not to commit to immediate changes, but to establish a framework that provides future options for sustainable event operations if conditions require it.

The Parks Department has been an incredible partner, and together we’ve built one of the region’s premier festivals, one that reflects Saint Charles’ community pride, integrity, and hospitality. We remain committed to working collaboratively with the Parks Board to develop a policy that protects both our parks and our shared community events for decades to come.

Respectfully submitted,
Dan Foust, Chairperson
Saint Charles Oktoberfest