PARKS, RECREATION & NEIGHBORHOOD SERVICES DEPARTMENT

Impact Analysis Report

OVERVIEW

The Parks, Recreation and Neighborhood Services Department (PRNS) offers a wide variety of facilities, programs, and services including parks, aquatics, sports, therapeutics, youth/senior programs, graffiti abatement, and volunteer services. PRNS, which is primarily supported by the General Fund, offsets its costs with a variety of revenues including fees, reimbursements, and grants.

In this report, PRNS has an estimated \$22.0 million in Proposed General Fund fees for 2017-2018, which reflects a 68.4% cost recovery rate for 2017-2018 and is higher by 5.7 percentage points in comparison to the 2016-2017 rate of 62.7%. For 2017-2018, PRNS continues to balance the department's cost recovery goals, the need to ensure access for residents, and sustainment of competitive pricing.

As part of the Pricing and Revenue Policy (Council Policy 1-21), the City Manager, or his or her designee, has been granted the authority to set PRNS user fees and pricing strategies in accordance with annual City Council-approved cost recovery percentage goals, thereby increasing PRNS' ability to achieve cost recovery goals, ensure affordable access and preserve existing services by decreasing PRNS' dependence on the General Fund. To comply with PRNS' own community outreach commitments, all fee changes, once approved, are printed or posted in the community center or program brochures, on the internet (http://sanjoseca.gov/prns/), and at community and/or neighborhood facilities. PRNS continues its full implementation of the Pricing and Revenue Policy.

In determining the appropriate cost-recovery goal for a program/service, the first step is to identify the level of benefit that the customer and the community at large receive from the program/service. These levels of benefit are defined as public, merit, or private, and an appropriate public subsidy level is associated with each level of benefit. A summary and brief description of the categories and respective benefit levels follow:

- **Public** services have the highest level of community benefit and are highly subsidized. Examples of public services are trails and neighborhood/regional parks.
- **Private** services have an individual/private benefit with minimal-to-no community/public benefit. An example is adult piano lessons, which have minimal benefit to the public. Private services have minimal-to-no subsidy and costs are paid by the participant.
- Merit services include a community/public benefit and an individual/private benefit. Swimming lessons are an example as they address a health and safety concern and provide a community benefit. There is also an individual benefit to the participant gaining a new skill. Merit programs have a cost-sharing model that combines a subsidy with partial offset of costs by the participant.

As part of the 2017-2018 Proposed Operating Budget, every revenue category was thoroughly examined and adjusted based on anticipated fee increases or proposed service augmentations, as necessary. As a result, the revenue estimates for General Fund in 2017-2018 (\$21.9 million) have been adjusted from levels assumed in the 2016-2017 Adopted Budget (\$20.2 million). All PRNS cost recovery goals as outlined in the following section are recommended to continue at 2016-2017 approved levels. It should be noted that the 2016-2017 overhead rate was 117.5% and 2017-2018 rate is now 84.6%. This decrease in overhead rate improves the cost recovery rates overall.

A brief description of the various strategies employed in each fee category is included below:

Anti-Graffiti (Public Property)

Beginning in 2011-2012, graffiti abatement services were transitioned to a new service delivery model for the Anti-Graffiti Program. The model provides PRNS with additional technology and data to track graffiti eradication on utility boxes. The City requires that utility companies remove graffiti on their utility boxes in a timely manner. At this time, the department continues to review how to best address graffiti abatement on utility boxes. No revenue is assumed in the 2017-2018 Proposed Operating Budget.

Aquatics

The 2017-2018 revenue projection for Aquatics remains at the 2016-2017 Adopted Budget level of \$180,000. Anticipated warm weather is expected to maintain

community participation in 2017-2018. In 2017-2018, the Fair Swim Center, Biebrach pool, and Alviso pool will continue to be operated by vendors providing swim lessons and recreation swim. During the summer, City staff operate Mayfair pool and Camden pool, and for summer 2017, City staff will operate Ryland pool. PRNS is currently looking for a provider to operate Camden pool year round, including swim lessons and recreation swim, and for a provider to operate Ryland pool for summer 2018 and beyond. In 2017-2018, the projected cost recovery rate for this category is 24.5%, which is higher by 1.5 percentage points in comparison to the 2016-2017 rate of 23.0%. PRNS is continuing to focus on the development of a long-term strategy and operational plan for the management of the Citywide Aquatics Program.

Family Camp at Yosemite

The 2017-2018 revenue projection for Family Camp has been raised \$125,000 from the 2016-2017 projection of \$425,000 to \$550,000. Family Camp reflects a 42.3% cost recovery rate for 2017-2018, which is an increase in comparison to the 2016-2017 rate of 38.1%. Family Camp is experiencing an increase in summer occupancy and pre and post season rentals. Camp continues to refine and utilize promotional strategies and encourage new camper participation. Staff anticipates achieving a direct cost recovery rate of 100% over the next several years with incremental increases in attendance and fees charged.

Fee Classes/Activities

The Director of PRNS has been delegated authority to set prices for all fee classes and activities provided at the community centers and regional parks, including Happy Hollow Park & Zoo (HHPZ) and Lake Cunningham Action Sports Park (formerly Lake Cunningham Regional Skate

Fee Classes/Activities (Cont'd.)

Park). However, the fee activities at HHPZ and Lake Cunningham Sports Park have been excluded from the Fee Classes/Activities category and included in their individual categories to clearly capture cost recovery performance of each of these programs. The department will continue to review the schedule of prices and adjust to market rates where necessary.

In 2017-2018, Fee Classes/Activities is projected to generate \$8.6 million. The projected cost recovery rate in 2017-2018 for this category is 71.2%, which is higher than the 2016-2017 rate of 62.1%. When comparing revenues to direct costs only (excluding overhead), the Fee Activity Program is expected to have a cost recovery rate of 105.1%. The 2017-2018 Proposed Operating Budget recommends the addition of 8.5 FTE positions, offset by revenue, to support Citywide Leisure classes and the Recreation of City Kids (ROCK) after school programs.

Fitness and Drop-In Programs

The 2017-2018 revenue projection for Fitness remains at the 2016-2017 Adopted Budget level of \$300,000. Cost recovery in 2017-2018 reflects a rate of 50.7% and is higher by 7.6 percentage points in comparison to the 2016-2017 rate of 43.1%.

Happy Hollow Park & Zoo

Happy Hollow Park & Zoo (HHPZ) continues to realize high levels of attendance and revenue generation. In May 2016, HHPZ opened its first new ride, Dragon Flyers, since the 2010 re-opening. In October 2016, the much anticipated red panda exhibit opened. The red panda night house will also house capybaras as work on the capybara portion of the night house continues. HHPZ continues to offer educational programs and camps that instill a love of science and animals in children from throughout San José. In 2017, PRNS is working on bolstering its rental program to drive new revenue and increase HHPZ profile throughout the region.

The 2017-2018 budgeted revenue estimate for HHPZ of \$8.1 million is above the 2016-2017 Adopted Budget estimate of \$7.5 million. The projected cost recovery rate for HHPZ in 2017-2018 is 68.8%, which includes fee activity programs at HHPZ (\$2.0 million) not included in the PRNS Fee Classes/Activities category and is above the 2016-2017 rate of 66.4%. HHPZ's direct cost recovery rate (excluding overhead costs) for 2017-2018 is 100.2%. Actions in the 2017-2018 Proposed Operating Budget include adding one new Zookeeper to assist in caring for our expanding animal collection; one Events Coordinator to manage special events and corporate rentals; one full-time Food Service Coordinator to provide stability in the food service operations of the park; and one part-time Recreation Leader to support events. All positions are being supported through new revenue generation resulting from fee increases at Picnic Basket, fee increases for memberships, of web sales of tickets and memberships, and the roll out of a corporate rental program.

Lake Cunningham Action Sports Park

The Lake Cunningham Action Sports Park (formerly the Lake Cunningham Skate Park) offers year-round programming including drop-in admittance, rentals, sale of merchandise, and fee classes and parking for both the Skate Park and the soon to be opened Bike Park. In 2017-2018, revenues are estimated to increase to \$459,000 in comparison to the 2016-2017 Adopted Budget level of \$412,000 due to the planned opening of the Bike Park in late 2017. The cost recovery level at the Action Sports Park is anticipated to increase from 33.6% in 2016-2017 to 41.1% in 2017-2018 with the opening of the Bike Park. The proposed cost recovery rate is calculated based on the delay in the opening of the Bike Park, which was previously anticipated to open in summer 2017, but is now projected to be completed in late 2017. PRNS expects cost recovery to increase in 2018-2019 when the Bike Park is open yearround.

Park Permits

The 2017-2018 revenue projection for Park Permits remains at the 2016-2017 Adopted Budget level of \$215,000. The cost recovery rate is expected to decrease from 41.6% in 2016-2017 to 39.0% in 2017-2018 due to increased staffing costs. Staff continues to evaluate optimum program staffing levels and may potentially recommend future fee adjustments to achieve 100% cost recovery.

Parking

Parking fee collections at regional parks (excluding Lake Cunningham Park and Happy Hollow Park & Zoo that are captured separately) are expected to generate \$465,000 in 2017-2018, including a \$35,000 projected revenue reduction from a proposed program to address parking related community concerns outside Alum Rock Park. Since the implementation of parking fees, there has been an increase in parking in the Rock Canyon Circle residential area, which is outside the park entrance. This program will allow free parking in designated parking lots within the park. This reduction in revenue will be offset by the elimination of 0.67 part-time unbenefited Recreation Leader position responsible for general assistance. The proposed 2017-2018 revenue of \$465,000 is above the 2016-2017 Adopted Budget estimate of \$445,000.

Automated parking machines (26) are installed in the regional parks – including Almaden Lake (3), Alum Rock (4), HHPZ (10), Kelley (2), Lake Cunningham (6), and Lake Cunningham Skate Park (1) - where parking fees are currently charged. Parking revenue from HHPZ and Lake Cunningham Skate Park are captured in their sections of this report. These parking machines more efficiently enable the department to adjust parking rates for peak and off peak periods when needed. Parking fees can range from \$0 - \$20 vehicle and take into consideration Senior/Military/Disabled guests, as well as, inclement weather, holidays, special events, and peak and off peak periods. The machines allow for daily parking fee collection year-round. For 2017-2018, the projected cost recovery rate for parking is 176.3%. At Lake Cunningham, parking

Parking (Cont'd.)

revenue cost recovery is 869.4%, generating \$475,000 in estimated revenue, which benefits Lake Cunningham Regional Park capital improvements.

Rentals and Reservations

This fee category includes facility rentals, picnic and wedding reservations, community gardens, and sports field reservations. Revenue in 2017-2018 is anticipated to increase slightly by \$40,000, reflecting an estimate of \$3.0 million for the 2017-2018 Proposed Budget level due to continued strong Community Center Rental, Sports Field Reservation, and Picnic Reservation performance. The projected cost recovery rate increased from 77.6% in 2016-2017 to 83.7% in 2017-2018. Direct cost recovery for rentals and reservations is 125.5%.

NOTIFICATION

The Proposed Fees and Charges Report was released on May 5, 2017, allowing for a minimum of 10 days for public review. Public input on fee proposals will be heard by the City Council at public hearings held on Tuesday, May 16, 2017 at 1:30 p.m. and Monday, June 12, 2017 at 7:00 p.m. in the Council Chambers.

PARKS, RECREATION & NEIGHBORHOOD SERVICES

Service	2016-2017 Adopted Fee	2016-2017 % Cost Recovery	2017-2018 Proposed Fee	2017-2018 Estimated Cost	2017-2018 Estimated Revenue		2017-2018 % Cost Recovery	
					Current Fee	Proposed Fee	Current Fee	Proposed Fee
NTI-GRAFFITI (PUBLIC PROPERTY) Note: A detailed listing of the fee for each service will be posted on the PRNS Department website at www.sanjoseca.gov/prns.								
Anti-Graffiti (Public Property) Anti-Graffiti Program	Established by the City Manager or Designee	N	o Change					

SUB-TOTAL ANTI-GRAFFITI (PUBLIC PROPERTY)

AQUATICS - CATEGORY II

Note: A detailed listing of the fee for each service will be posted on the PRNS Department website at www.sanioseca.gov/prns.

www.sarijoscoa.gov/priis.							
Aquatics Summer Swim	Established by the City Manager or Designee	No Change					
Summer Swim Program - Recreational Swim	Established by the City Manager or Designee	No Change					
3 Swim Program	Established by the City Manager or Designee	No Change					
Year Round Swim Program - Drop In Lap Swim	Established by the City Manager or Designee	No Change					
5 Year Round Swim Program - Group Pool Rentals	Established by the City Manager or Designee	No Change					
6 Year Round Swim Program - Other Charges	Established by the City Manager or Designee	No Change					
SUB-TOTAL AQUATICS - CATEG	ORY II	23.0%	735,849	180,000	180,000	24.5%	24.5%

		2016-2017		2017-2018	2017-2018 2017-2018 Estimated Revenue		2017-2018 % Cost Recovery	
Service	2016-2017 Adopted Fee	% Cost Recovery	2017-2018 Proposed Fee	Estimated Cost	Current Fee	Proposed Fee	Current Fee	Proposed Fee
FAMILY CAMP - CATEGORY I each service will be posted on the PRNS Department website at www.sanjoseca.gov/prns.								
Family Camp Camp Season	Established by the City Manager or Designee	N	o Change					
2 Camper Program Discount	Established by the City Manager or Designee	N	o Change					
3 Pre and Post Season	Established by the City Manager or Designee	N	o Change					
SUB-TOTAL FAMILY CAMP - CAT	EGORY I	38.1%		1,300,944	550,000	550,000	42.3%	42.3%
FEE CLASSES/ACTIVITIES - CATEG Note: A detailed listing of the fee for each service will be posted on the PRNS Department website at www.sanjoseca.gov/prns.								
1. Concessions 1 Concessions	Established by the City Manager or Designee	N	o Change					
Fee Classes/Activities Activities Offered at or through Various Venues	Established by the City Manager or Designee	N	o Change					
2 Summer Camps	Established by the City Manager or Designee	N	o Change					
3 Youth Recreational Sports	Established by the City Manager or Designee	N	o Change					
3. Surcharges - Admin Fees 1 Fee Classes	Established by the City Manager or Designee	N	o Change					

Service		2016-2017		2017-2018	2017-2018 17-2018 Estimated Revenue		2017-2018 % Cost Recovery	
	2016-2017 Adopted Fee	% Cost Recovery	2017-2018 Proposed Fee	Estimated Cost	Current Fee	Proposed Fee	Current Fee	Proposed Fee
FEE CLASSES/ACTIVITIES - CATEG 3. Surcharges - Admin Fees	ORY I							
2 Summer Drop In Program (6 Week Session)	Established by the City Manager or Designee	N	lo Change					
SUB-TOTAL FEE CLASSES/ACTIV	ITIES - CATEGORY I	62.1%		12,119,570	7,852,878	8,632,785	64.8%	71.2%
FITNESS AND DROP-IN PROGRAMS Note: A detailed listing of the fee for each service will be posted on the PRNS Department website at www.sanjoseca.gov/prns.								
Fitness and Drop-In Programs Fitness and Drop-In Programs	Established by the City Manager or Designee	N	lo Change					
SUB-TOTAL FITNESS AND DROP- CATEGORY II	-IN PROGRAMS -	43.1%		592,070	300,000	300,000	50.7%	50.7%
HAPPY HOLLOW PARK & ZOO - CA Note: A detailed listing of the fee for each service will be posted on the PRNS Department website at www.sanjoseca.gov/prns.								
 Happy Hollow Park & Zoo Admissions 	Established by the City Manager or Designee	N	lo Change					
2 Amusement Rides	Established by the City Manager or Designee	N	lo Change					
3 Fee Activity	Established by the City Manager or Designee	N	lo Change					
4 Group Picnics/Special Facility Rentals	Established by the City Manager or Designee	N	lo Change					

Service		2016-2017		2017-2018 2017-2018 Estimated Revenue			2017-2018 % Cost Recovery	
	2016-2017 Adopted Fee	% Cost 2017-2018 Recovery Proposed Fee	Estimated Cost	Current Fee	Proposed Fee	Current Fee	Proposed Fee	
HAPPY HOLLOW PARK & ZOO - (1. Happy Hollow Park & Zoo	CATEGORY I							
5 Parking	Established by the City Manager or Designee	N	o Change					
6 Special Use	Established by the City Manager or Designee	N	o Change					
7 Vending Machines	Established by the City Manager or Designee	N	o Change					
SUB-TOTAL HAPPY HOLLOW F	PARK & 700 - CATEGORY I	66.4%		11,807,857	7,535,817	8,126,482	63.8%	68.8%
Note: A detailed listing of the fee each service will be posted on th PRNS Department website at www.sanjoseca.gov/prns.								
1. Lake Cunningham Action								
Sports Park 1 Entrance Fees	Established by the City Manager or Designee	N	o Change					
2 Equipment Rental	Established by the City Manager or Designee	N	o Change					
3 Parking	Established by the City Manager or Designee	N	o Change					
4 Promotion Days	Established by the City Manager or Designee	N	o Change					
SUB-TOTAL LAKE CUNNINGHA	M ACTION SPORTS PARK -	33.6%		1,116,781	342,000	459,151	30.6%	41.1%

Service	2016-2017 Adopted Fee	2016-2017 % Cost 2017-2018 Recovery Proposed Fee	2017-2018	2017-2018 Estimated Revenue		2017-2018 % Cost Recovery		
				Estimated Cost	Current Fee	Proposed Fee	Current Fee	Proposed Fee
AKE CUNNINGHAM PARKING (LA	AKE CUNNINGHAM FUND) - CA	ATEGORY II						
Note:Note: A detailed listing of the be posted on the PRNS Departm www.sanjoseca.gov/prns.								
Lake Cunningham - Parking Annual Pass	Established by the City Manager or Designee	N	o Change					
2 Daily Pass	Established by the City Manager or Designee	N	o Change					
SUB-TOTAL LAKE CUNNINGHAI CUNNINGHAM FUND) - CATEGO		495.9%		54,634	475,000	475,000	869.4%	869.4%
Note: A detailed listing of the fee feach service will be posted on the PRNS Department website at www.sanjoseca.gov/prns.								
Park Permits Boat Launching	Established by the City Manager or Designee	N	o Change					
2 Boat Rentals	Established by the City Manager or Designee	N	o Change					
3 Camping	Established by the City Manager or Designee	N	o Change					
4 Filming on City Premises	Established by the City Manager or Designee	N	o Change					
5 Gated Events	Established by the City Manager or Designee	N	o Change					
6 General Reservations and Permits	Established by the City Manager or Designee	N	o Change					
SUB-TOTAL PARK PERMITS - C	ATEGORY I	41.6%		550,885	215,000	215,000	39.0%	39.0%

		2016-2017	2017-2018	2017-2018 17-2018 Estimated Revenue		2017-2018 % Cost Recovery		
Service	2016-2017 Adopted Fee	% Cost Recovery	2017-2018 Proposed Fee	Estimated Cost	Current Fee	Proposed Fee	Current Fee	Proposed Fee
PARKING - CATEGORY II Note: A detailed listing of the fee for each service will be posted on the PRNS Department website at www.sanjoseca.gov/prns.								
Parking Annual Pass	Established by the City Manager or Designee	N	o Change					
2 Daily Pass	Established by the City Manager or Designee	N	o Change					
SUB-TOTAL PARKING - CATEGOR	RY II	157.7%		263,759	500,000	465,000	189.6%	176.3%
RENTALS AND RESERVATIONS - CA Note: A detailed listing of the fee for each service will be posted on the PRNS Department website at www.sanjoseca.gov/prns.								
 Rentals and Reservations Cleaning/Damage Deposit 	Established by the City Manager or Designee	N	o Change					
2 Emma Prusch Park	Established by the City Manager or Designee	N	o Change					
3 Equipment Use Fees	Established by the City Manager or Designee	N	o Change					
4 Facility Use Fees	Established by the City Manager or Designee	N	o Change					
5 Field Preparation (Optional Service)	Established by the City Manager or Designee	N	o Change					
6 Field Reservations	Established by the City Manager or Designee	N	o Change					

		2016-2017		2017-2018	2017-2018 17-2018 Estimated Revenue		2017-2018 % Cost Recovery	
Service	2016-2017 Adopted Fee	% Cost Recovery	2017-2018 Proposed Fee	Estimated Cost	Current Fee	Proposed Fee	Current Fee	Proposed Fee
RENTALS AND RESERVATIONS - C	ATEGORY I							
 Rentals and Reservations Field/Sports Facility Use Fees 	Established by the City Manager or Designee	N	o Change					
8 Leininger Center	Established by the City Manager or Designee	N	o Change					
Maintenance of Tully Community Ball Fields	Established by the City Manager or Designee	No Change						
10 Other Facility Rentals	Established by the City Manager or Designee	N	o Change					
11 Picnic Reservations	Established by the City Manager or Designee	N	o Change					
12 Tournament Uses	Established by the City Manager or Designee	N	o Change					
SUB-TOTAL RENTALS AND RESE	ERVATIONS - CATEGORY I	77.6%		3,569,560	2,986,305	2,986,305	83.7%	83.7%
TOTAL DEPARTMENT - GENERAL	_ FUND			32,057,275	20,462,000	21,914,723	63.8%	68.4%
TOTAL DEPARTMENT - NON-GEN	IERAL FUND			54,634	475,000	475,000	869.4%	869.4%
TOTAL DEPARTMENT - Category	I			30,465,597	19,482,000	20,969,723	63.9%	68.8%
TOTAL DEPARTMENT - Category	II			1,646,312	1,455,000	1,420,000	88.4%	86.3%
TOTAL DEPARTMENT				32,111,909	20,937,000	22,389,723	65.2%	69.7%