

7070300000—General Services-Parks & Recreation

Parks & Recreation

Marcia Cunningham, General Services Director

General Fund	2017-2018 Actual	2018-2019 Adjusted	2019-2020 Requested	2019-2020 Recommended	Increase/ (Decrease)
Expenditures					
Salaries & Benefits	\$3,705,892	\$3,605,711	\$3,602,172	\$3,602,172	(\$3,539)
Services & Supplies	1,442,370	1,453,475	1,548,450	1,548,450	94,975
Centrally-Budgeted Expenses	199,130	227,919	1,174,968	1,174,968	947,049
Other Charges & Uses	10,388	11,559	11,559	11,559	0
Fixed Assets	26,088	25,000	0	0	(25,000)
Total Expenditures	\$5,383,868	\$5,323,664	\$6,337,149	\$6,337,149	\$1,013,485
Expenditure Reimbursements	(310,348)	(442,624)	(418,479)	(418,479)	24,145
Total Appropriations	\$5,073,520	\$4,881,040	\$5,918,670	\$5,918,670	\$1,037,630
Earned Revenues By Source					
Interest/Rents	\$1,576	\$0	\$1,200	\$1,200	\$1,200
Aid From Other Governments	131,003	0	0	0	0
Charges For Services	1,760,441	1,814,841	1,763,224	1,763,224	(51,617)
Miscellaneous Revenues	8,259	1,950	1,950	1,950	0
Operating Transfers In	794,797	669,500	348,000	348,000	(321,500)
Total Revenues	\$2,696,076	\$2,486,291	\$2,114,374	\$2,114,374	(\$371,917)
Net County Cost	\$2,377,444	\$2,394,749	\$3,804,296	\$3,804,296	\$1,409,547
Staffing					
Allocated Positions	39.0	36.0	36.0	36.0	0.0
Temporary (Full-Time Equivalent)	20.5	9.5	9.1	9.1	(0.4)
Total Staffing	59.5	45.5	45.1	45.1	(0.4)

Purpose

The Parks and Recreation Division of the General Services Department (GSD) plans, develops, operates, and maintains a system of regional parks; maintains the landscaping at various County-owned facilities and community parks; and manages eight County Service Area (CSA) parks. These activities are not mandated; however, County parks developed using State or Federal funds must be maintained for public recreation services.

Major Budget Changes

Salaries & Employee Benefits

- (\$3,539) Salary and benefits adjustments.

Services & Supplies

- \$68,173 Increase in utilities costs.
- \$44,124 Increase in fleet services costs.
- (\$17,322) Decrease in allocated service department costs from the General Services Administration budget.

Centrally-Budgeted Expenses

- (\$36,894) Decrease in Workers' Compensation insurance costs.
- \$985,291 Addition of Countywide Cost Allocation Plan charges.

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Expenditure Reimbursements

- (\$19,307) Decrease in CSA reimbursements.
- (\$4,838) Cost Allocation Plan adjustment.

Revenues

- \$18,376 Increase in admissions, rentals, camping, and parking fees.
- (\$321,500) Decrease in transfers from Park trust funds for ongoing operations.
- (\$59,993) Decrease in Zoo admission fees.
- (\$10,000) Reduction in amusement park rental (Funtown).

Program Discussion

The 2019-2020 recommended budget for Parks and Recreation totals \$6,337,149, which is an increase of \$1,013,485 from the 2018-2019 adjusted budget. This change reflects an increase in costs for fleet services, utilities, and the addition of Countywide Cost Allocation Plan charges, offset by decreases in Workers' Compensation insurance costs and allocated departmental costs from General Services Administration.

Utilities

Approximately 90% of the Division's utility costs are from water usage at park facilities. At midyear 2018-2019, based on actual experience, utility costs were projected to exceed budget by approximately \$50,000. On March 12, 2019, the Board of Supervisors approved (B-19-175) an adjustment to cover the anticipated cost increase with one-time budget savings. Parks and Recreation expects the cost of water to continue to increase in 2019-2020 based on the California Water Service Company's proposal to phase in additional rate increases between 15% and 22% over the next three years.

The recommended budget includes an increase of \$68,000 over the 2018-2019 adjusted budget to cover the cost increases. The Division will also research historical data to document trends and identify additional opportunities to decrease utility usage.

Fleet Services

At midyear 2018-2019, the Division estimated its fleet services costs would exceed budget by approximately \$40,000 due to the increased cost of fuel, additional repair charges from Fleet Services due to the Park Mechanic

vacancy, and an unexpected vehicle repair. The Board approved on March 12, 2019 (B-19-175), a midyear adjustment to cover the anticipated cost increase with one-time budget savings.

The recommended 2019-2020 budget reflects an increase of \$44,124 to cover these increased costs, including additional new equipment purchased through the Fleet Services Replacement program. Equipment purchased through the program is replaced in a cost-efficient manner after its depreciated life cycle, reducing the likelihood of unanticipated major repairs in the future.

Rental Facilities

In 2019-2020, Parks and Recreation will continue to provide rental facilities at its regional parks including camping, boat launching, picnic shelters, hosting park events and activities, building rentals for private functions, and sports field rentals for youth and adults sports leagues. Other programs that will continue to be offered to the public include an urban fishery program, increased park events, and paddleboat rentals at Oak Grove Regional Park.

Parks and Recreation completed a benchmark analysis of 15 camping locations within a 50-mile radius and, as part of the budget process, fee adjustments are proposed. Currently, the camping fee at Dos Reis is \$25.00 for Recreational Vehicle (RV) hookups or tent camping, and tent camping at Westgate Landing and Stillman Magee is \$20.00 per night.

It is recommended that Dos Reis increase the rates to \$35.00 per site per night for RV hookups, while tent camping remain at \$25.00 per site per night; and Westgate Landing and Stillman Magee increase to \$25.00 per site per night. All other fees are recommended to remain the same and are in alignment with other comparable regional parks and facilities.

Parks and Recreation utilizes the expertise and craftsmanship employed by the Facilities Management Division craft workers, electricians, and a locksmith to offset the need for outside vendors. This allows the Parks, including the Zoo, the ability to address deferred maintenance and to complete specialized projects, thus reducing downtime and exposure to the costs of outside vendors.

Micke Grove Zoo

The recommended budget reflects a \$59,993 decrease in revenue from the Micke Grove Zoo. The reduction is based on actual 2018-2019 Zoo admission fee revenue and a lower revenue projection for 2019-2020. Overall, Zoo visitation is expected to increase in 2019-2020 due to an increase in non-revenue generating visitations, including fundraising events sponsored by the Micke Grove Zoological Society (MGZS).

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Woodbridge Wilderness Area (WWA) & Oak Grove Nature Center

Support from other volunteer groups will continue to enable the WWA volunteers to prepare and maintain trails and firebreaks to meet the requirements of the fire department, creating compartmentalization to help prevent the spread of wildfires in the area. Parks staff will maintain the firebreak between the WWA and the adjacent properties.

The County entered into a Memorandum of Understanding (MOU) with the Oak Grove Docent Council for the operation of the Oak Grove Nature Center. The MOU includes provisions to optimize the use of docents and volunteers to provide education programs, tours, and activities. In addition, the Docent Council provides general housekeeping and minor grounds keeping around the Nature Center.

Cost of Parks Operation

The Division currently operates 21 parks, one of which includes the Micke Grove Zoo. The total Net County Cost (NCC) for Parks and Recreation totaled \$2,377,444 in 2017-2018. All County Parks are supported to some extent by NCC. Additional fiscal measures that will be researched, but are not being recommended for inclusion in the budget at this time, include assessments, special taxes, and parcel taxes. As Parks continues to make budget modifications to increase efficiencies, additional long-term revenue sources or assessments will be analyzed prior to proposing any recommended measures.

In 2019-2020, approximately 60% of the recommended budget will be funded by NCC with the remainder to be funded by a combination of Park trust fund operating transfers and charges for services. NCC will fund an additional \$905,000 in Park facility-related maintenance and improvement projects through the Public Improvement budget, effectively increasing the percentage of NCC to 69% for 2019-2020. The escalation of utility and fleet service costs has further increased reliance on the General Fund. Additional support may be requested in the future to continue to maintain and develop a robust Park system.

A majority of the County Parks' ongoing maintenance and operations costs are partially funded with General Fund dollars. The only exception is CSA 48 - Woodbridge Community Park. This park receives 100% funding from the associated CSA, which has adequate tax or assessment revenues to maintain and operate the park. Of the 21 developed and maintained parks in the system, the following three parks, and the Nature Center do not generate revenue in the form of user fees, assessments, or tax revenue:

1. Gianone Park
1885 E. Harding Way, Stockton
2. West Jackson Park
Sanguinetti Lane and Orwood Street, Stockton
3. Woodbridge Wilderness Area
301 River Meadows Drive, Woodbridge
4. Nature Center
Oak Grove Regional Park

The 2017-2018 NCC support for each park was as follows:

<i>Park</i>	<i>NCC</i>
<i>Boggs Tract Park (CSA 1)</i>	<i>\$12,210</i>
<i>Dos Reis Park (CSA 4)</i>	<i>10,649</i>
<i>Eastside/Garden Acres Park (CSA 3)</i>	<i>92,900</i>
<i>Gianone Park</i>	<i>31,273</i>
<i>Harmony Grove Church</i>	<i>31,196</i>
<i>Kennedy Park</i>	<i>92,883</i>
<i>Larch Clover Park (CSA 11)</i>	<i>9,361</i>
<i>Madison Park (CSA 2)</i>	<i>9,126</i>
<i>Micke Grove Park</i>	<i>102,999</i>
<i>Micke Grove Zoo</i>	<i>1,158,420</i>
<i>Mossdale Crossing Park</i>	<i>5,471</i>
<i>Oak Grove Nature Center</i>	<i>68,312</i>
<i>Oak Grove Regional Park</i>	<i>407,937</i>
<i>Raymus Village Park (CSA 5)</i>	<i>4,249</i>
<i>Regional Sports Complex</i>	<i>217,312</i>
<i>Stillman L. Magee Park</i>	<i>31,263</i>
<i>Taft Park (CSA 8)</i>	<i>13,089</i>
<i>West Jackson Park</i>	<i>19,429</i>
<i>Westgate Landing</i>	<i>25,107</i>
<i>Woodbridge Community Park (CSA 48)</i>	<i>11,112</i>
<i>Woodbridge Wilderness Area</i>	<i>23,146</i>
Total	\$2,377,444

Parks Trust Funds

The County Parks are supported by revenue from trust accounts established for their maintenance and operation. Trust account income from all sources is estimated to be approximately \$1,071,500.

<i>Trust Account Income</i>	<i>Amount</i>
<i>Micke Grove Trust (Fund 16705)</i>	<i>\$300,000</i>
<i>Fish and Game Trust (Fund 20005)</i>	<i>7,000</i>
<i>Parks Activity Trust (Fund 16707)</i>	<i>12,000</i>
<i>Park Endowment Trust (Fund 16702)</i>	<i>212,500</i>

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<i>Trust Account Income</i>	<i>Amount</i>
<i>Park Donations Trust (Fund 16701)</i>	5,000
<i>Park Development Trust (Fund 16709)</i>	22,500
<i>Parks Special Project Trust (Fund 16710)</i>	512,500
Total	\$1,071,500

The recommended budget includes transfers from Parks trust funds totaling \$348,000 for ongoing Parks operations. This is a decrease of \$321,500 from 2018-2019. In addition to interest, the proposed transfers include the use of approximately \$100,000 of Park Endowment Trust principal balance, which may only be used with Board approval.

In 2018-2019, two new restricted trust funds were established:

- **Parks Development Special Trust Fund (#16709)** - established for the future development of a South County park, or any project in the County Parks system. Funding will be from lease payments on the Sugar Cut Property located near Tracy. In the establishment of the trust, policies and procedures relating to the trust were adopted by the Board on September 25, 2018 (B-18-600).
- **Parks Special Project Trust Fund (#16710)** - established by the Board on December 4, 2018 (B-18-722), to fund special projects to improve efficiencies, add new features, and/or upgrade existing facilities within the Park system, with a portion to be used to support the ongoing operational needs of these special projects. Funding for this trust is limited to payments received by Public Works as per the approved MOU and is not to continue beyond 2021-2022.

As per the policies and procedures relating to the trust, the Board must approve all expenditures. Expenditures planned for 2019-2020:

<i>Expenditures Planned for 2019-2020</i>	<i>Amount</i>
<i>26 radios, spare batteries and one year of operating costs</i>	\$37,000
<i>Digital Radiographic Imaging System for Micke Grove Zoo and one year of external support and operating costs</i>	31,500
<i>Trimax 106-inch wide, tow-behind mower</i>	41,800
<i>First year of fleet maintenance replacement program costs</i>	2,800
<i>72-inch wide trim mower</i>	28,730
<i>First year of fleet maintenance replacement program costs</i>	2,000

<i>Expenditures Planned for 2019-2020</i>	<i>Amount</i>
<i>Professional services contract to implement the final phases of the Park reservation system (Active Net)</i>	7,500
<i>Matching funds for the Oak Grove Lake Bank stabilization project</i>	160,000
Estimated Expenditures Total	\$311,330
<i>(remaining funds to remain in trust)</i>	

The following table includes the estimated trust fund balances at the end of the 2018-2019 and 2019-2020 fiscal years:

<i>Trust</i>	<i>Estimated Balance</i>	
	<i>6/30/2019</i>	<i>6/30/2020</i>
<i>Park Donation Trust*</i>	\$5,059	\$7,500
<i>Park Endowment Trust*</i>	44,540	156,950
<i>Micke Grove Trust*</i>	19,842	89,842
<i>Park Development Trust</i>	11,250	33,750
<i>Park Special Projects Trust</i>	387,500	575,000
<i>Parks & Rec. Activity Trust*</i>	12,055	18,055
Total	\$480,246	\$881,097

*Revenue from these funds to be used for 2019-2020 ongoing operations.

Efficiency Audit

During 2017-2018, the Division contracted with David Taussig and Associates, Inc. to conduct an efficiency audit of the County Parks System. Final report findings were presented to the Board on July 24, 2018. The following is a partial list of recommendations that were included in the efficiency audit report and implemented in 2018-2019:

- **Expand Volunteer Program** - Volunteers are a crucial resource that the Division currently relies upon, and it is vital that the Division continue outreach efforts to the public for assistance, engaging volunteers where possible to support park maintenance and operations. Micke Grove Zoo currently has nine active volunteers that assist with Zoo operations, and the MGZS is reported to have a pool of 75 volunteers that assist with educational outreach. With the addition of the new Zoo and Interpretive Services Manager and in conjunction with the Zoo Curator, the volunteer program is being revamped. The focus will be on animal husbandry, zoo records, conservation research, education, and large volunteer groups. Creating new policies and procedures will assist in outreach and retention.
- **Revenue Optimization Through Automation** - On-line campground reservations are being completed in stages. Currently, all reservations in the system are

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available for viewing only. Improving the on-line automation process will decrease staff workload and increase visibility and convenience to future visitors. In addition to on-line reservations, an automated fee collection system is in the planning phase for better tracking of park visitors and to optimize entrance fee collection.

- **Continue Exploration of Public-Private Partnership Opportunities for the Regional Sports Complex** - In 2018-2019, a private organization showed interest in the possibility of a long-term lease of the four-ball diamond at the Regional Sports Complex. A lease would allow the organization exclusive use to fields and include any maintenance, repairs, and supplies to be supplied by the Lessee. Discussions are ongoing as immediate repairs are being addressed. This could free up much-needed staffing and resources, while also addressing the issue of any backlogged repairs and upgrades.
- **Re-negotiate Operating Agreement with the Micke Grove Zoological Society** - In 2018-2019, deficiencies in the current Zoological Society Operating Agreement were identified, and a replacement agreement is being drafted. Parks and Recreation staff, Zoo staff, and Zoological Society staff have engaged in conversations regarding better communication, information sharing, and event planning resulting in an overall improvement in the relationship. The completion of an updated Operating Agreement will solidify the roles and responsibilities of the parties and further improve the relationship.

Park Facility Enhancements

Each year departments are asked to assess facility needs and submit projects to GSD. Each project is analyzed and is either recommended to proceed or rejected based on specific criteria. GSD has recommended proceeding with five of the ten Park facility projects that were submitted for 2019-2020, with an estimated cost of \$905,000.

The following projects are included in the recommended Public Improvement budget:

- Increase the leach field and septic tank at the Micke Grove Delta Shelter. The Delta Shelter has the largest capacity of all the rental facilities at Micke Grove and often hosts events with 600+ attendees. The current leach field and septic tank capacity are often strained or in need of frequent pumping. During a larger event, renters are often required to supply additional temporary restrooms, which at times has been a rental barrier. Increasing the leach field and septic capacity will remove that barrier and lessen the number of times per year the tanks need to be pumped.

- Micke Grove Park currently has three entrances. The main gate (north end), an overflow gate that is used during peak times or larger events (center), and the employee/maintenance entrance (south end). The main gate and overflow gate will be receiving new electronic automated gates. The center gate will also receive decorative fencing atop of the short masonry wall already in place. This will greatly enhance the safety and security of Micke Grove Park.
- Replace the Japanese Garden perimeter fence. The fence replacement includes Japanese-inspired ornamental entrances and posts. The Japanese Garden is a popular wedding venue with exotic Kwanzan and Akibono flowering cherry trees, 11 stone lanterns, a koi pond, and the Tea House. Replacing the decaying fence will allow guests to feel secluded amongst the busy park.
- The Micke Grove Memorial Building containing the Park Administrative Offices, the Solarium and the Auditorium, will have approximately 11,800 square feet of rolled asphalt roofing replaced. This project will also address dry rot and structural repairs as needed and will include new gutters and downspouts.
- Reinforce and tighten the Gardner Mediterranean Aviary enclosure at the Zoo. The current structure is sagging in many places and could decrease the integrity of the support posts. The repairs will eliminate any containment breach, which could result in a loss, injury, or death of birds.

Park Revenue Enhancements

In an effort to reduce the reliance on trust funds for ongoing operations, the following revenue enhancements have been or are planned to be implemented in 2019-2020:

- A 2019-2020 Marketing Plan has been generated, which includes three main goals: increase visibility and branding of Park System amenities to encourage increased usage, increase revenues, and offer an attractive and diversified array of events. Each goal includes strategic objectives to help achieve the goal. In conjunction with the overall objectives, each major event proposed will have a separate event plan that will include targeted event objectives, tasks, budgets, and sponsorship opportunities.
- Digital marketing of Park and Zoo rentals and programs will be increased by reaching out and partnering with surrounding or complementary organizations to utilize their subscriber base.
- As part of the increased digital marketing campaign, Micke Grove Zoo announced in January 2019 the

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newest member of the family “Kai” a Prevost’s Squirrel. Kai is on display in the Tropical Canopy. Kai is a one and a half-year-old male from the Los Angeles Zoo. A digital marketing campaign resulted in the Lodi News-Sentinel running an article, which also included the introduction of the new Zoo and Interpretive Services Manager.

- The Micke Grove Zoo was named as one of the top 10 things to do in Lodi on www.VisitLodi.com, a travel website dedicated to the Lodi area. Visit Lodi also produced a short promotional video for Micke Grove Zoo, viewable on their website.
- Explore event sponsorship opportunities to create lasting partnerships with for-profit organizations.
- The Division will partner with organizations like the California Conservation Corps and AmeriCorps to utilize funding earmarked for park enhancement projects.
- Research outside grant opportunities for park enhancement projects and asset purchases.
- Explore revenue opportunities from outdoor advertising at Oak Grove Regional Park.
- Utilization of credit/debit-only pay stations and gate automation to reduce labor costs and risks at remote Park facilities.
- A new policy allows food trucks in the Parks at specific hosted events.
- Continue monthly walk-throughs with Facilities, Parks, and Zoo staff to ensure scheduled ongoing maintenance projects continue to improve operational efficiency, and enhance regional park aesthetics, safety, usage, and rental revenues.
- Update lease and rental agreements and adjust reservation times on available rentals.
- Completed the Strength, Weaknesses, Opportunities, and Threats analysis for the 2019-2020 goals and incorporated the results into a five-year strategic plan.

Workload Data

	-----Actual-----			Est./Act.	Projected ¹
	2015-2016	2016-2017	2017-2018		
Total Park Visitors	706,100	850,500	855,200	884,200	906,000
<i>Dos Reis Park</i>	53,250	74,000	84,500	84,000	119,700
<i>Micke Grove Park</i>	308,700	345,000	345,900	349,500	388,500
<i>Micke Grove Zoo</i>	76,200	100,400	117,900	118,400	122,000 ²
<i>Oak Grove Park</i>	117,100	164,500	155,000	158,500	157,500
<i>Regional Sports Complex</i>	99,200	115,000	86,500	108,000	38,500
<i>Stillman Magee Park</i>	16,750	13,500	17,500	18,000	26,660
<i>Westgate Landing</i>	16,200	17,100	17,900	17,800	23,800

¹2019-2020 Projected Park visitor methodology includes 3.5 visitors per vehicle standard.

²Micke Grove Zoo visitor methodology includes non-revenue entrance activities provided by the Zoological Society’s Education Department and fundraising activities.