



APPENDIX II

Operations, Maintenance, & Financial

Appendix II: Sub Index

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SECTION II-A

Recommendations & Cost Analysis Matrix

Montebello Parks Master Plan Recommendations Matrix

Draft 5/12/2021

Timeframe to Complete
 Short=3 years
 Mid= 3-10 years
 Long 10+ years

Goal	Strategy	Objective	Actions	Capital Cost Estimate	Operational Budget Impact	Timeframe to Complete
CONNECT	1. Placemaking	1.1 Include public art	a. Establish a public arts commission		Staff time	Short
			b. Encourage public art that's representative of the community		Staff time	Short
			c. Allocate areas within Montebello Parks for art opportunities	100-200k	\$1.6K per art piece	Mid
		1.2 Encourage social interaction	a. Incorporate public plazas and gathering areas within the public realm	1M-5M	\$23.7K-\$30K	Mid
			b. Provide areas for family gatherings and events	1M-2M	\$12.4K-\$16.1K	Mid
			c. Establish programmed activities that encourage social interaction (i.e., movies in the park, holiday events, etc.)		\$40K-\$50K	Short
		1.3 Increase identity	a. Identify and bring out the history of the site and City		Staff time	Short
			b. Look for identifiable elements within each park and celebrate		Staff time	Short
			c. Incorporate entry monuments or gateways into parks to aid in park identity	500k-750k	\$1.6K per monument	Short
			d. Include informational signage that identifies the character of the park	100k-200k	\$1.6K per sign	Short
		1.4 Enhance character	a. Establish a character of the City that's incorporated into each		Staff time	Short
			b. Work off of City theme but have a park character that's unique for each		Staff time	Short
			c. Integrate park theme and character into features and buildings. Include in review of future projects for integration	250-500K	\$15.9K per acre	Mid
			d. Ensure everything is set in context			Mid

2. Linear Parks & Urban Trails

2.1	Develop linear parks	a. Expand and explore opportunities for linear parks	100-250k	\$2.3K for hard surface, 4.9K for soft surface trails per mile (assumes hard surface replacements are capital costs)	Mid	
		b. Find areas where linear parks may occur and implement.	1M-5M	\$2.3K for hard surface, 4.9K for soft surface trails per mile (assumes hard surface replacements are capital costs)	Mid	
		c. Reclaim underutilized streets and/or infrastructure within the City	2M- 5M	\$2.3K per mile (assumes hard surface replacements are capital costs)	Mid	
	2.2	Create a unique linear trail at the Rio Hondo	a. Expand the Rio Honda trail system	1M-5M	\$2.3K for hard surface, \$4.9K for soft surface trails per mile	Mid / Long
			b. Incorporate trails within the northern hills in Montebello and in new development areas	500k-1.5M	\$2.3K for hard surface, \$4.9K for soft surface trails per mile (assumes hard surface replacements are capital costs)	Mid / Long
			c. Include an urban trails signage program that connects corridors and trails within the City to other regional trails	50-100K	\$1.5K for system of 30 signs	Short
			d. Develop a Rio Hondo Specific Plan to further study the corridor and prioritize improvements	150-300K	Staff time	Short
	2.3	Establish major "Green Corridors" within the City	a. Look into enhancing Whittier Blvd., Olympic Blvd., Beverly Blvd., Greenwood / Montebello Blvd. with street trees, planting, and linear park amenities.	1M-3M	\$2.3K - \$3.5K per mile (assumes hard surface replacements are capital costs)	Mid
			b. Study each corridor to find areas of opportunities	100K	Staff time	Short
			c. Consider an urban greening project that specifically studies these corridors and others for linear park / green corridor opportunities	2M-3M	TBD - Cost varies depending on results of the specific studies	Mid

Goal	Strategy	Objective	Actions	Capital Cost Estimate	Operational Budget Impact	Timeframe to Complete Short=3 years Mid= 3-10 years Long 10+ years
CONNECT	2. Linear Parks & Urban Trails	2.4 Connect to urban trails outside of the City	a. Look into the connection along Rio Hondo that can connect green space in Pico Rivera and South El Monte	1M-2M	\$2.3K for hard surface, \$4.9K for soft surface trails per mile (assumes hard surface replacements are capital costs)	Mid
			b. Research existing trail networks in and around Montebello to establish potential connection points	100K	Staff time	Short
			c. Develop a Master Plan with surrounding cities to further study trail connections	150-200K	Staff time	Mid
		2.5 Provide walkable and bike friendly networks throughout the City	a. Encourage development of Transit Oriented Developments		Staff time	Short / Mid
			b. Provide more protected bike lanes and bike facilities	2M-5M	\$2.3K for hard surface, \$4.9K for soft surface trails per mile (assumes hard surface replacements are capital costs)	Mid / Long
			c. Provide more walking trails	1M-2M	\$2.3K for hard surface, \$4.9K for soft surface trails per mile (assumes hard surface replacements are capital costs)	Mid
			d. Enhance Whittier Blvd., Olympic Blvd., Beverly Blvd., Greenwood / Montebello Blvd. with street trees, planting, and linear park amenities.	see above	TBD based on street improvements	
			e. Develop an Active Transportation Plan to improve bike and pedestrian facilities and safety	150K	Staff time	Short

CONNECT

3. Technology

Goal	Strategy	Objective	Actions	Capital Cost Estimate	Operational Budget Impact	Timeframe to Complete Short=3 years Mid= 3-10 years Long 10+ years
CONNECT	3. Technology	3.1 Organize digital files and develop a Citywide GIS databases	a. Work on a technology plan that establishes a digital record system for CAD and BIM files	100-150K	Staff time	Short
			b. Establish a GIS database for all of the City's mapped data	50K	Staff time	Short
		3.2 Increase usage of security systems within the park system	a. Work on a technology plan to increase security cameras.	100K	Staff time, \$5K	Short
			b. Prioritize parks where safety concerns and other major issues mentioned		Staff time	Short / Mid
			c. Increase presence of security officers in parks of concern		\$100K-\$200K	Short
		3.3 Incorporate a digital scheduling and facility management suite	a. Research and explore platforms		Staff time	Short
			b. Setting up digital workflow	75K	Staff time (training)	Short
		3.4 Include virtual programs, events, and activities	a. Research and explore platforms to host virtual events		Staff time	Short
			b. Establish working platform and share events with community	25K	Staff time/\$10-20K for IT support	Short
			c. Work with existing community center classes to incorporate virtual programing		Staff time	Short

4. Facilities & Amenities

Goal	Strategy	Objective	Actions	Capital Cost Estimate	Operational Budget Impact	Timeframe to Complete Short=3 years Mid= 3-10 years Long 10+ years
		4.1 Consider improvements /infill of City owned properties	a. Look at ways to include facilities within existing City owned properties, specifically facilities that may help increase Level of Service and mitigates park needs in park poor areas		Staff time	Mid
			b. Find opportunities to include small plazas and minor recreational elements at City facilities such as at City Hall	50-250K	\$23.7K per acre	Mid
			c. Explore divesting from properties that don't have a strong use in the future		Staff time	Short
			d. Create a phased plan for infill of established infill areas / create Concept Plans and CDs for each infill area	100-500K	Staff time	Short
			e. Implement infill projects	5M-15M	\$300K-\$400K	Mid / Long
		4.2 Include new pocket parks and mini parks	a. Study unused lots to find areas for new pocket parks and mini parks	25K	Staff time	Short
			b. Look at creating pocket parks and mini parks specifically in park poor areas	1M-3M	\$23.7K per acre	Mid
			c. Upgrade the existing pocket parks at Dutcher Tot Lot and Northridge Mini Park	250-750K	\$10K-\$23.7K depending on elements and comfort amenities	Mid
		4.3 Address deferred maintenance throughout the City	a. Utilize the AssetCalc list of deferred maintenance items to prioritize which items need immediate repair	500K-1.5M	TBD	Short
			b. Evaluate the list annually to create priorities to be addressed		Staff time	Short
			c. Consider outsourcing service repairs as needed to meet the demand for deferred maintenance	500-750K	TBD	Short
		4.4 Improve the current level of service throughout the City	a. Reference the infill opportunity maps on pages 107 - 126 and LOS tables on pages 26, 101, & 168 to find areas to mitigate level of service gaps within the City		* see attached	Short
			b. Look at the top 5 priority LOS amenities and implement	1M-2.5M	TBD	Mid
		4.5 Explore adding additional indoor facilities, rec, teen, and senior centers	a. Find underutilized areas within the key growth areas of the City for additional indoor facilities, rec, teen and senior centers	25k	Staff time	Short
			b. Look at adding a recreation facility on the western edge of town	2.5M-7.5M	TBD based on facility size, program offered and projected revenue	Mid
		4.6 Develop flexible use fields	a. Look at creating a multi-use field at Reggie Rodriguez	750K-1.5M	\$7-9K + \$3K per acre for turf care	Mid
			b. Look at creating a multi-use field at Grant Rea	750K-1.5M	\$7K-\$9K + \$3K per acre for turf care	Mid
			c. Look at other areas for multi use fields	750K-1.5M	\$7-\$9K + \$3K per acre for turf care	Long
		4.7 Provide multi-purpose courts and combine court standards to accommodate trends and more variety in court sports	a. Identify existing courts that may be converted to multi-purpose courts	15K	Staff time	Short
			b. Prioritize multi-purpose courts in areas where LOS is lacking and construct	750K-1.5M	\$1.3K	Mid
			c. Look for areas to include additional multi-purpose courts and find opportunities to include line striping for sports that are growing in demand	750K-1.5M	\$1.3K	Mid

Goal
Strategy

Objective

Actions

**Capital Cost
Estimate**

**Operational
Budget
Impact**

**Timeframe to
Complete**
Short=3 years
Mid= 3-10 years
Long 10+ years

Objective	Actions	Capital Cost Estimate	Operational Budget Impact	Timeframe to Complete
5.1 Continue the asset management system	a. Establish an asset management system to manage and track equipment and inventory to improve budget planning.	100K	Staff time	Short
	b. Create and update a data-driven plan for identifying, evaluating, and managing park assets	100K	Staff time	Short
	c. Annually, inventory and create a condition assessment for each asset in the parks and recreation system. Establish photo-inventory and GIS mapping. The inventory must include cost, installation year and a lifecycle for each asset.		Staff time	Short
	d. Complete an annual risk assessment to determine the cost of maintenance and operations, replacement, and consequences if each asset fails. Determine maintenance and operations cost at each year of the asset's lifecycle (based on the level of service for each asset).		Staff time	Short
	e. Annually, incorporate data from the asset management plan and process into capital and operating budgets.		Staff time	Short
5.2 Explore additional funding options	a. Consider the potential support for funding mechanisms to support and pay for operations and maintenance of parks and facilities.		Staff time	Mid
	b. Consider the potential support for bond referendum to fund multiple/capital projects.		Staff time	Short / Mid
	c. Consider internal budget and opportunities to ask/seek additional funding to support improvements in the maintenance and care of City parks and facilities to improve the standard throughout the community.		Staff time	Short
	d. Evaluate the non-resident fee structure and consider adjusting fees to ensure non-residents are paying the entire cost of programs, rentals, and activities they participate in.	75K	Staff time	Short
	e. Reevaluate contracts with partners and seek out new public/private partnerships as a means to enhance the variety of recreational programs available to the community. Consider opportunities with developers to incorporate needed amenities in new development.		Staff time	Short / Mid
	f. Explore opportunities to increase Cost Recovery at the Montebello Golf Course. Evaluate current fee structure, ongoing expenses, and options for new revenue streams.		(funds currently allocated to consultant)	Short
	g. Continue to seek alternative funding source that includes donations, grants, and others forms of sponsorship.		Staff time	Short / Mid
	h. Communication with current sponsors and donors should be conducted on a regular basis to ensure their continued positive relationships with the District		Staff time	Short
	i. The Department should use the results of the alternative funding exercise completed during the master planning process as a guide for exploring new funding opportunities.		Staff time	Short
	j. Seek increased General Fund allocations to address recommendations from the master plan.		Staff time	Short / Mid
	k. Develop a nonprofit foundation for parks and recreation to pursue grant opportunities and philanthropic donations.		TBD	Mid

IMPROVE

5. Financial

Goal	Strategy	Objective	Actions	Capital Cost Estimate	Operational Budget Impact	Timeframe to Complete
IMPROVE	5. Financial	5.3 Explore opportunities to increase sponsorships	a. Build on existing sponsorships as well as pursue local entities to support events and a scholarship fund within the foundation (Sample Sponsorship Policy Staff Document).		Staff time	Short / Mid
			b. Ensure all existing and future sponsorships are accurately portrayed in a signed sponsorship agreement.		Staff time	Short / Mid
			c. Create a friends' groups for each neighborhood park that hosts summer events and partner to recruit and enter agreements with the local business community.		\$15K-\$30K part-time outreach employee	Short / Mid
			d. Establish media sponsors and multi-year agreements as priority.		Staff time	Short / Mid
		5.4 Track grants and charitable opportunities	a. Consider contracting with a dedicated grant writer to research, submit, and track federal, regional, state, and local grants.	75K	Staff time	Short
			b. Continue to research, submit, and track federal, regional, state, and local grants.		Staff time	Short
			c. Follow NRPA's grant web page that includes up-to date opportunities in areas like climate resilience, adaptive recreation, health care, Replay Grants, out of school time program grants, Keep America Beautiful and more.		Staff time	Short / Mid
			d. Utilize NRPA's Foundation Center for links to thousands of grant opportunities, grant education and training.		Staff time	Short / Mid
			e. Utilize Non-Profit foundation (action item 5.2d) to write and pursue grant opportunities.		Staff time	Mid

6. Programs & Services

Goal
Strategy

Objective Actions

Capital Cost
Estimate

Operational
Budget
Impact

Timeframe to
Complete
Short=3 years
Mid= 3-10 years
Long 10+ years

6.1	Expand programs and services	a. Consider expanding operations at the George Hensel Aquatic Center		\$50-\$100K	Mid	
		b. Expand sports programs to include football, soccer, baseball, and girls' softball. Continue to monitor sports program trends		\$100-\$150K	Mid	
		c. Develop a recreation program plan that includes a service matrix, activity development and selection process, and other requirements found in CAPRA standards		Staff time	Short	
		d. Continue to offer and expand program opportunities to Montebello's Lifemode groups - Next Wave, Ethnic Enclaves, and Upscale Avenues and appropriate market segments		TBD	Short	
		e. Promote active lifestyles by enhancing and increasing aquatic exercise and fitness programs		\$100-\$150K	Short	
		f. Evaluate salaries and compensation for Department employees. At a minimum, conduct a wage analyses to assist the Department with recruiting highly qualified full and part-time recreation staff		TBD - will vary based on outcome of the study	Short / Mid	
	6.2	Explore more diverse programs	a. Install outdoor fitness and exercise equipment in programmable spaces in neighborhood parks	300-500K	\$.75-\$1K to maintain equipment, (per piece) vandalism abatement	Short
			b. Using contracted instructors, offer enhanced fitness programming in parks across the City		Staff time, \$20K	Short
			c. Increase and enhance programs for individuals with disabilities. Consider programmatic ADA inclusion requirements		\$75-\$100K	Short / Mid
			d. Offer organized walking programs for seniors and families in safe environments		\$10K-\$25K	Short
	6.3	Enhance special event programming	a. Offer special events in each neighborhood that will make contribute to a sense of community and help make each park the hub of each neighborhood		\$40K-\$50K	Short
			b. Develop a special events advisory group for each neighborhood to assist with planning special events in parks		Staff time	Short
			c. Invest in a formal sponsorship program for events and activities. At a minimum, develop a policy and tools to assist staff with recruiting program sponsors		Staff time	Short
			d. Enhance and offer Spanish language programs, cultural programs and outdoor movies in Spanish		\$10-\$15K	Short
	6.4	Continue to work with other service providers to develop programs and services to meet demand and trends	a. Invest in and develop an automated and real-time sports field reservation system	50-100K	\$1.5K	Short
			b. Develop a joint use agreement with the school district to ensure the partnership is equitable		Staff time, negotiated costs	Short
			c. Coordinate with local recreation providers (PAAL Police Athletic & Activities League, schools, youth sports providers, Montebello-Commerce YMCA, the Boys & Girls Club of West San Gabriel Valley, the Montebello and Chet Holifield Libraries, etc.) to reduce duplication of services.		Staff time	Short

6. Programs & Services

Goal	Strategy	Objective	Actions	Capital Cost Estimate	Operational Budget Impact	Timeframe to Complete Short=3 years Mid= 3-10 years Long 10+ years
		6.5 Include educational and nature/ environmental programs	a. Establish walking programs that highlight nature interpretation opportunities		\$10K-\$25K	Short
			b. Develop partnerships with environmental advocacy groups to offer environmental education programs and camps		\$10K-\$30K	Short
			c. Establish community gardens in convenient locations to promote gardening and local food production	100-500K	\$4.8K (1/2 acre garden)	Mid
			d. Collaborate with schools and educators to create outdoor “classroom” space in parks near schools	100-500K	\$4.8K (1/2 acre garden)	Mid
		6.6 Continue to monitor affordability of programs and services	a. Develop and enhance scholarship opportunities		Staff time, dedicated scholarship fund	Mid
			b. Evaluate non-resident program participation to ensure non-resident participants are paying appropriate and equitable fees		Staff time	Short
			c. Develop a resource allocation and cost recovery policy to ensure equitable use of City resources for Recreation	50K	Staff time	Short
		6.7 Expand indoor programs and increases opportunities for senior, teen, community centers	a. Offer additional enrichment classes for Seniors, using contract or volunteer instructors to maintain affordability		\$20K-\$50K	Short
			b. Increase and improve Senior Center activities focusing on social services, social activities, transportation and information and referral for healthcare and other services		\$25K	Mid
			c. Enhance and improve enrichment programs that offer like skills opportunities related to job skills, personal improvement, and academic success		\$20-\$50K	Short
			d. Evaluate parking opportunities at the Senior Center to ensure appropriate spaces are reserved and available during program and event times		Staff time	Mid
		6.8 Continue to evaluate the quality and mix of programs and services	a. Develop and report a minimum of 5 performance measures to evaluate quality of recreation programs and services		Staff time	Short
			b. Develop a consistent and equitable manner of community member engagement to determine recreation desires and needs		Staff time	Short
			c. Ensure engagement processes include residents who live in the south part of the City		Staff time	Short
			d. Conduct an annual on-line survey to establish trends in participant satisfaction	20K	Staff time	Short / Mid
			e. Expand patron evaluation process, emphasizing aquatics, adult sports and youth sports to include post program surveys and comment cards		Staff time	Short
			f. Establish customer service response goals to ensure patrons receive timely responses to complaints or suggestions		Staff time	Short
			g. Implement California’s Concussion Management in Youth Sports Act to comply with legal mandates		Staff time	Short

Goal	Strategy	Objective	Actions	Capital Cost Estimate	Operational Budget Impact	Timeframe to Complete	
						Short=3 years Mid= 3-10 years Long 10+ years	
		6.9	Communicate recreation opportunities to City residents	a. Develop a marketing plan that includes outreach, pricing, promotion, program mix and social media	75-100K	Staff time	Short
				b. Publish a quarterly program guide to provide branding and program registration information	25-50K	\$25K-\$100K	Short
				c. Develop a social media plan that has both resources and is aligned with current trends and updated continually		Staff time	Short
				d. Develop a Senior's advocacy or friends' group to aid in increased communication and program evaluation		Staff time	Short
				e. Increase communication and coordination with youth sports providers by creating a youth sports advisory board		Staff time, \$1K	Short
				f. Emphasize use of the City's webpage to assist patrons to remain up to date on recreation program opportunities		Staff time	Short
				g. Continue to use and enhance an equity lens when marketing programs, with specific emphasis on program promotion in the Spanish language		\$10K-\$20K	Short

Goal	Strategy	Objective	Actions	Capital Cost Estimate	Operational Budget Impact	Timeframe to Complete
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Short=3 years
Mid= 3-10 years
Long 10+ years

Goal	Strategy	Objective	Actions	Capital Cost Estimate	Operational Budget Impact	Timeframe to Complete
7. Administrative		7.1 Improve partnerships and joint use agreements	a. Develop a joint use agreement plan with the school district		Staff time	Short / Mid
			b. Look at strategic partnerships with organizations such as the YMCA and others		Staff time	Short / Mid
			c. Generate partnerships with organizations that help with park security, maintenance, and cleanup		Staff time	Short
		7.2 Staff appropriately to meet current demand and maintain established quality service	a. Understand the need for additional manpower for maintenance practices at additional parks or upgraded facilities		Staff time	Short / Mid
			b. Research additional resources		Staff time	Mid
			c. Create new maintenance positions within the Department		\$75-\$100K per FTE	Mid
		7.3 Explore additional partnerships to assist with funding, volunteering, and marketing	a. Develop relationships with local businesses, clubs, and organizations to seek funding, volunteers, and marketing support to expand programs and facilities		Staff time	Short
			b. Find volunteer to help operate and run programs		Staff time	Short
			c. Reevaluate current contacts with partners and seek out new public/private partnerships to enhance amenities		Staff time	Short / Mid
			d. Identify partnerships with other organizations that can provide additional programming space		Staff time	Short / Mid
		7.4 Evaluate and address staffing levels	a. Consider comparison for staffing levels through NRPA Standards		Staff time	Short
			b. identify current performance standards		Staff time	Short
		7.5 Improve internal and external communication about division activities, events and services	a. Utilize a number of marketing tools and strategies to actively promote parks an recreation services		Staff time	Short / Mid
			b. Increase social media presence, school flyers, and hire teens or interns to assist with social media marketing and promotions		Staff time	Short / Mid
			c. Engage all segments of the community in the marketing efforts		Staff time	Mid
		7.6 Explore making the facility and park rental fee easier	a. Partner with an insurance agent		Staff time	Short
			b. Review fees annually to ensure they are equitable and the collection of fees is resulting in appropriate cost recovery		Staff time	Short
			c. Consider conducting a Resource Allocation/Cost Recovery study to determine a goal for cost recovery, cost of operations, and how resources are currently allocated and could be reallocated	75K	Staff time	Short

Operational Budget Impact for Strategy 4.4

Adventure Playgrounds (4,000-6,000 SF), \$1.3K

Basketball Court (4,700 SF), \$.3K or \$6.7K with lights

Bocce Ball/Shuffleboard (5,000-10,000), .5K

Community Garden (2,000-40,000), \$4.8K

Court/Rink Sports (70x120) , \$.3K

Dog Park (10,000-75,000 SF), \$4.8K

Outdoor Gym and

Exterior Exercise Areas (5,000 -20,000), \$.3K per apparatus

Pickleball (2,500-3,500), \$1K

Picnic Areas (500-1,500), \$1K (+ TBD based on self-sustaining permits)

Playgrounds (4,000-6,000 SF), 1.3K

Pump Track/Bike

Skills Course (10,000-20,000), 2.6K

Rope/Adventure/

Skills Course (5,000-50,000), 3.5K

Skate Spot(4,000-10,000), 4.5K

Small Soccer Field (6U & 8U) (4,050-11,250), 6.4K

Soccer Field (4,000-75,000), 8.4K

Volleyball (70'x40') (4,000-16,000), .9K

SECTION II-B

Comparative Analysis

Comparative Analysis

Comparative analysis is a tool that allows for comparison of certain attributes of the City of Montebello’s management practices and fee structure. This process creates a deeper understanding of alternative providers, your place in the market, and varying fee methodologies, which may be used to enhance and improve the service delivery of parks and recreation.

It is very difficult to find exact comparable communities, because each has its own unique identity, ways of conducting business, and differences in the populations that it serves. The political, social, economic, and physical characteristics of each community make the policies and practices of each parks and recreation agency unique. Additionally, organizations do not typically define the expenditures of parks, trails, facilities, and maintenance the same way.

Agencies also vary in terms of how they organize their budget information, and it may be difficult to assess whether or not the past year’s expenses are typical for the community. Finally, the impact of COVID-19 has significantly altered program offerings, facility availability, and overall program delivery. Therefore, it is important to take all data in a benchmarking study with context, realizing that while benchmarking can be a great comparative tool, it doesn’t necessarily lend itself into being a decision-making tool.

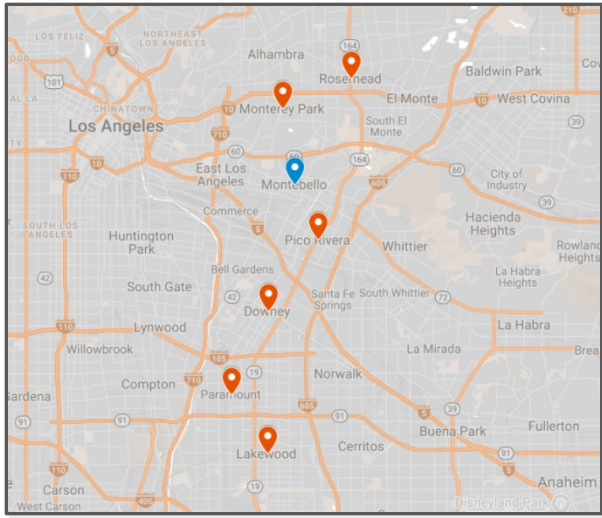
For the purposes of this study, a regional approach was taken to benchmark neighboring agencies listed below in Table II-B-1. Population data was sourced from Esri Business Analyst, and current population numbers are listed below. Figure II-B-2 shows the locations of these agencies (orange) in relation to the City of Montebello (blue).

Table II-B-1: Population and Growth Rate of Benchmarked Communities

	2020 Population	2020-2025 AGR
Montebello	63,734	0.07%
Paramount	54,741	0.00%
Lakewood	81,003	-0.01%
Downey	115,239	0.10%
Rosemead	54,881	0.07%
Monterey Park	61,255	0.04%
Pico Rivera	63,185	-0.04%

*AGR = Average Growth Rate; Source: Esri Business Analyst

Figure II-B-1: Responsibilities of Park and Recreation



Staffing

The City of Montebello 2020 budget allocated for 16 full-time equivalent (FTE) employees. On a national level, the typical park and recreation agency for populations between 50,000 and 99,999 have significantly more staff (60.2 FTE) with 9.3 FTEs per 10,000 residents. The City of Montebello has approximately 2.51 FTEs per 10,000 residents, which is lower than the national average but similar to other nearby municipalities. Table II-B-2 below demonstrates the local data for neighboring agencies.

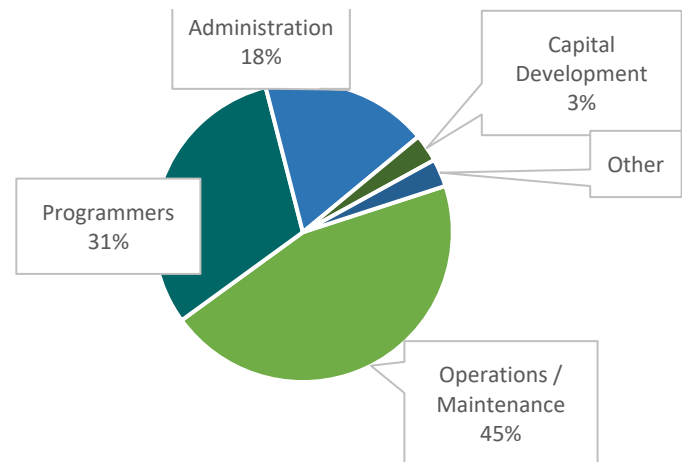
Table II-B-2: Park and Recreation FTEs on Staff and FTEs per 10,000 Residents

	FTEs on Staff	FTEs per 10,000 Residents
Montebello	16	2.51
Paramount	10	1.83
Lakewood	60	7.41
Downey	13	1.13
Rosemead	9	1.64
Monterey Park	1.05	0.17
Pico Rivera	26	4.11

Source: NRPA Park Metrics

Data from agencies across the country indicate that it is common for the typical Park and Recreation staff responsibilities to be divided into four primary categories: operations/maintenance, programmers, administration, and capital development. Figure II-B-2 shows the breakdown for the typical agency on a nationwide level. Operations and maintenance, on average, make up 45 percent of an agency’s budget, while programmers make up 31 percent, and administration is approximately 18 percent.

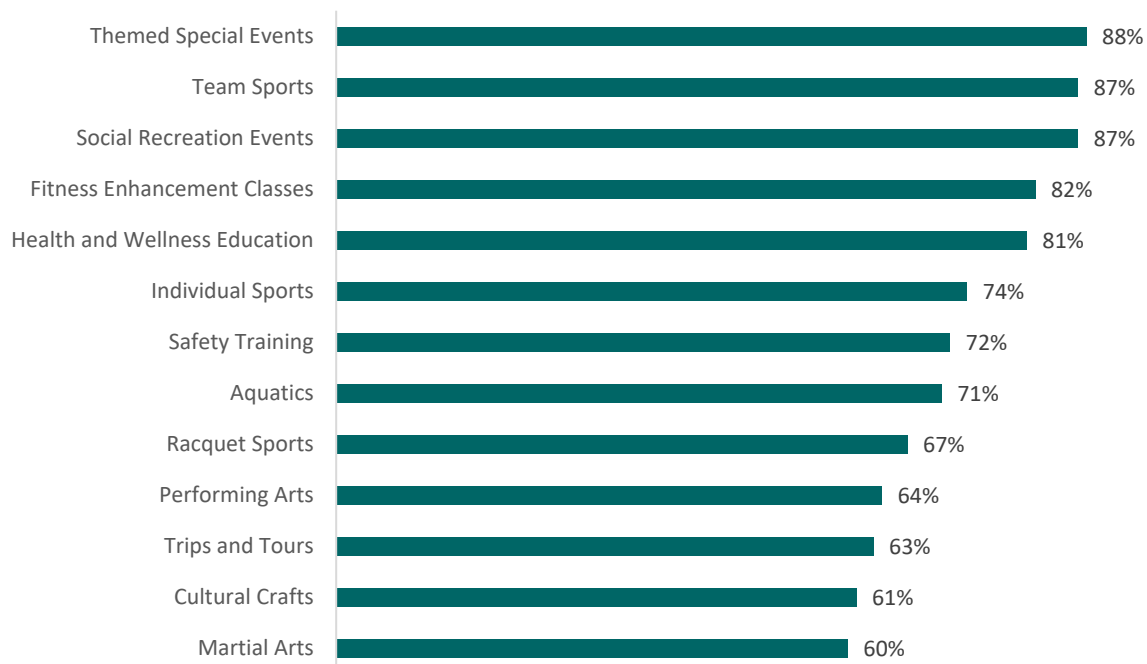
Figure II-B-2: Responsibilities of Park and Recreation



Recreation Program Overview

NRPA’s 2020 Agency Performance Report indicates that programming can be the primary way of engaging with residents. It can also be the largest source of non-tax revenues. The typical agency offers over 180 programs each year; 67 percent of those being fee-based. Beyond revenue benefits, programming allows for thousands of contacts with their community members. NRPA defines “contacts” as those interactions that residents have with their facilities and programs – visiting parks, walking trails, participating in a program, or visiting a community center. The typical agency has 225,000 contacts a year. In 2020, the following activities were listed as the key programs offered by at least 60 percent of park and recreation agencies:

Figure II-B-3: Key Programming Activities Offered by Typical Park and Recreation Agency



Source: Esri Business Analyst

Local and National Program Benchmarked Standards

Regarding program offerings on a local level, a number of key recreation categories were indexed and researched for nearby agencies based on program catalogs and recreation brochures. The result is Table II-B-3, which details an inventory of programs. Montebello offers many of the same type of programs as the other agencies, including special events, youth/summer camps, fitness classes, and senior programs and services. Based on this research, there may be some duplication of services for these programs especially for those agencies that are closest in proximity to Montebello, such as Pico Rivera and Monterey Park.

Table II-B-3: Park and Recreation FTEs on Staff and FTEs per 10,000 Residents

	Montebello	Pico Rivera	Monterey Park	Rosemead	City of Downey	Lakewood	Paramount
Themed special events	✓	✓	✓	✓	✓	✓	✓
Youth/summer camps	✓	✓	✓	✓	✓	✓	✓
Fitness classes	✓	✓	✓	✓	✓	✓	✓
Senior programs and services	✓	✓	✓	✓	✓	✓	✓
Health and wellness education	✓	✓	✓	✓		✓	✓
Teen programs	✓	✓	✓		✓	✓	✓
Aquatics	✓	✓	✓	✓		✓	✓
Martial arts	✓	✓	✓	✓		✓	
Before and after school programs	✓		✓		✓	✓	✓
Programs for people with disabilities	✓	✓				✓	
Natural and culture history activities	✓	✓	✓	✓	✓	✓	✓
Golf	✓	✓					
Preschool/daycare	✓	✓	✓			✓	
Youth sports	✓	✓	✓	✓	✓	✓	✓
Youth sports camps	✓	✓	✓	✓	✓	✓	✓
Adult sports	✓	✓			✓	✓	✓
Outdoor recreation programs	✓						
Environmental education programs				✓	✓		✓
Performing arts	✓	✓	✓	✓	✓	✓	✓

Enrichment classes	✓	✓	✓	✓	✓	✓	✓
Virtual Programs		✓	✓	✓	✓	✓	✓

✓ Checkmarks indicate that these programs and activities were specifically listed in recent program brochures, recreation guides, or online. It is possible that these programs are offered seasonally, or are not advertised, and therefore not represented in this chart.

Program Standards

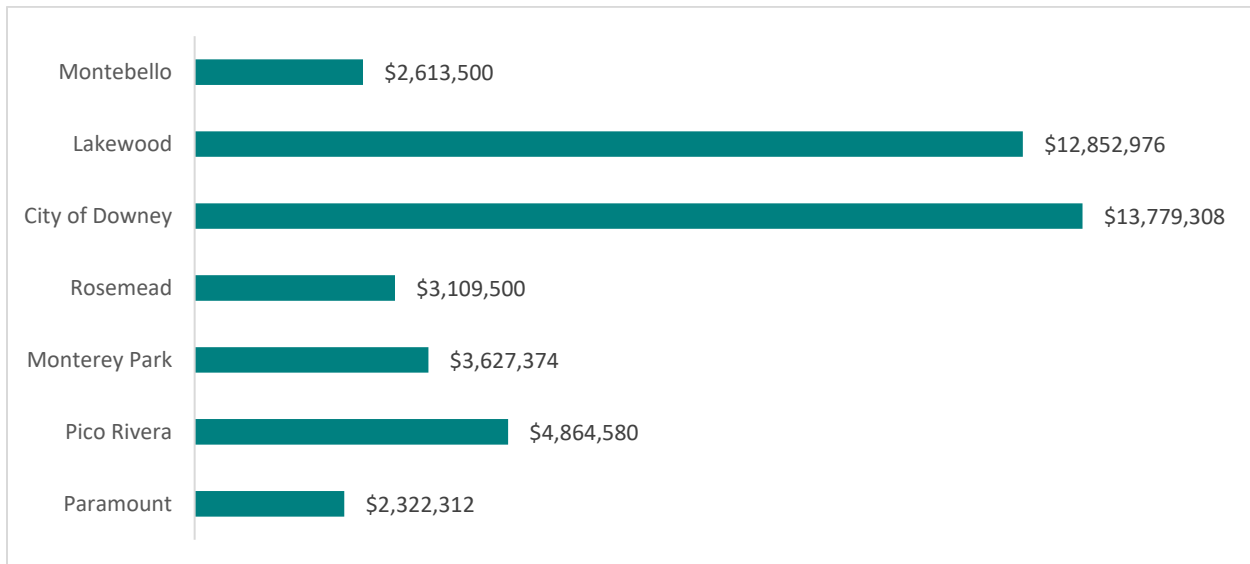
While local comparisons can help determine duplication of services or potential gaps in service, the best guidelines for creating and implementing program standards come from a national perspective - the NRPA’s Commission for Accreditation of Park and Recreation Agencies (CAPRA) offers a comprehensive approach to developing and maintaining best practices related to programming and overall operations. A fundamental component of national accreditation is a Recreation Programming Plan (RPP) which is a document that offers the following:

- Program Planning Model
- Services Management Matrix
- Target Market/Audience
- Activity Development and Selection
- Type and Scope of Programs
- Outreach Initiatives
- Organizational Chart

Expenditures

The typical parks and recreation agency with a population between 50,000 and 99,999 residents has expenditures of \$6,185,614 annually, this is significantly higher than the annual expenditures of the City of Montebello at \$2,613,500. For nearby agencies, the numbers were variable, with most of the other agencies spending between 2.3 million to 4.9 million, with the exception of City of Downey (\$13.8 million) and Lakewood (\$12.9 million). Montebello expended \$41.01 per 10,000 residents which is the lowest among those communities that were compared. These numbers were sourced from local budget and planning documents from 2020 and should be used as an estimate only.

Table II-B-4: Parks & Recreation Expenditures



Source: Budget and Planning Documents, 2019 – 2021

Table X: Parks & Recreation Expenditures per 10,000 population

	Expenditures	Expenditures per 10,000 Residents
Montebello	\$2,613,500	\$41.01
Paramount	\$2,322,312	\$42.42
Lakewood	\$12,852,976	\$158.67
Downey	\$13,779,308	\$119.57
Rosemead	\$3,109,500	\$56.66
Monterey Park	\$3,627,374	\$59.22
Pico Rivera	\$4,864,580	\$76.99

Budgets will become impacted by the COVID-19 crisis, but many agencies are still realizing the full impact of the virus. Monterey Park specifically details the change in their budget projected for 2021 planning document, which will likely be seen in other agencies as well:

“The \$1.027 million decrease to the Parks and Recreation budget is primarily due to the reduction of programming/services due to the COVID-19 crisis. The COVID-19 crisis has forced organizations to reassess the traditional program delivery model. For example, the City will modify major holiday event gatherings by moving them to an online virtual platform. In addition, summer special events were either cancelled or modified through January of 2021 to be reevaluated at that time.”

The traditional program delivery model, as Monterey Park indicated, is evolving to rely more heavily on virtual programming and strategic partnerships. Reducing duplication of services to focus on what the City of Montebello does best will be essential moving forward.

SECTION II-C

Funding Operations & Maintenance Items

Funding Shortfalls for Maintenance or Operations

Current funding

Two key indicators of the sufficiency of funding for maintenance are operating expenditures per acre of park land and residents per park.

Operating expenditures per acre of park land

Montebello allocates approximately \$15,953 per acre of park land to maintain and operate the parks in the City. A typical system may expend between \$4,578 per acre on the low end and \$20,494 per acre on the high end. Montebello's operating expenditure per acre is above the median typical investment of \$7,891 per acre. This does not include the golf course which is budgeted separately. This analysis evaluated the park system, made up of 79.21 acres in eleven parks.

Residents per park

The city currently maintains 10 park areas greater than .5 acres which translates into 6,205 residents per park. Typically, agencies similar to Montebello would be much less dense – 1,560 to 4,518 with a median of 2,523. Typically, the greater the number of residents per park, the greater the maintenance needs due to the need to remove greater amounts of trash, clean restrooms more often, repairs and overall maintenance.

Identification of Resources Needed to Support Expansion of the Park System

It is expected that to achieve a recommended level of service of 4 acres per 1,000 residents, the city will need to add 168 acres of park land and subsequently, allocate an additional \$2,539,107 to operate and maintain the parks.

Costs to maintain park spaces vary based on the kind of park, size, location and amenities in the park. Typically, the smaller the parks, the higher the maintenance costs per acre. The larger parks may cost more to maintain but are generally more efficient as moving equipment and people is more minimal.

Costs Associated with Park Maintenance

This master plan was completed during the Covid-19 Pandemic which prevented ride-along and other opportunities with the staff. This section was completed based on interviews with the staff and other background materials. Maintenance costs vary by the size of the park and can be predicted based on the cost to maintain each amenity in each park, accomplished by completing a much more comprehensive maintenance analysis.

Using actual and budgeted data from current and past Montebello budgets, estimated costs were identified for maintenance and operation of different types of amenities and are identified in Table II-B-1.

Table II-C-1: Costs to Maintain Individual Amenities

MAINTENANCE & REPAIR TASK	UNIT	MULTIPLIER	MAN HOURS	HOURLY RATE fully costed with benefits, admin, etc.	FREQUENCY	MANPOWER	CONSUMABLES	UTILITIES	ANNUAL COSTS
Basketball Courts with lights	Each	1	0.25	\$34.62	40	\$346	\$360	\$6,000	\$ 6,706.20
12' Multipurpose Asphalt Trail	1 Mile	1	1	\$34.62	14	\$485	\$1,800	\$0	\$ 2,284.68
3' Soft Surface Trail	1 Mile	1	4	\$34.62	14	\$1,939	\$3,000	\$0	\$ 4,938.72
Artificial Turf Maintenance	Each	1	1.5	\$34.62	36	\$1,869	\$0	\$1,000	\$ 2,869.48
Basketball Court 4 standards (no lights)	each	1	0.5	\$34.62	16	\$277	\$50	\$0	\$ 326.96
BBQ Grills	Each	1	0.25	\$34.62	42	\$364	\$150	\$0	\$ 513.51
Benches	Each	1	0.1	\$34.62	28	\$97	\$200	\$0	\$ 296.94
Bicycle Trails - miles	Each	1	0.25	\$34.62	12	\$104	\$0	\$0	\$ 103.86
Bocce Ball	Each	1	0.5	\$34.62	28	\$485	\$100	\$0	\$ 584.68
Community Gardens (1/2 acre)	Each	1	1	\$34.62	10	\$346	\$500	\$4,000	\$ 4,846.20
Diamond Fields: Baseball (Adult - 230'+) with lights	Each	1	3	\$34.62	52	\$5,400.72	\$1,000	\$6,000	\$ 12,400.72
Diamond Fields: Baseball (Youth - < 230'+) without	Each	1	3	\$34.62	52	\$5,400.72	\$1,000	\$1,000	\$ 7,400.72
Diamond Fields: Softball (Adult - 200'+) with lights	Each	1	3	\$34.62	52	\$5,400.72	\$1,000	\$6,000	\$ 12,400.72
Diamond Fields: Softball (Youth - <200'+) without	Each	1	3	\$34.62	52	\$5,400.72	\$1,000	\$1,000	\$ 7,400.72
Dog Parks	Each	1	1	\$34.62	52	\$1,800	\$2,000	\$1,000	\$ 4,800.24
Dog Waste Stations	Each	1	0.1	\$34.62	28	\$97	\$1,000	\$0	\$ 1,096.94
Drinking Fountains	Each	1	0.5	\$34.62	28	\$485	\$750	\$900	\$ 2,134.68
Fitness Stations	Each	1	0.25	\$34.62	28	\$242	\$50	\$0	\$ 292.34
Graffiti/Vandalism	Each	1	3	\$34.62	14	\$1,454	\$2,500	\$0	\$ 3,954.04
Large Open Lawn Event Space	Each	1	6	\$34.62	112	\$23,265	\$0	\$5,000	\$ 28,264.64
Leaf Removal	1 Acre	1	4	\$34.62	3	\$415	\$300	\$0	\$ 715.44
Mowing (CONTRACTUAL)	1 Acre	1	1	\$34.62	28	\$0	\$3,018	\$0	\$ 3,018.00
Multi-Purpose Field - Softball (Adult - 200'+) without	Each	1	3	\$34.62	52	\$5,400.72	\$1,000	\$1,000	\$ 7,400.72
Multi-Purpose Field - Soccer Fields (Youth U6-12)	Each	1	2	\$34.62	104	\$7,200.96	\$250	\$1,000	\$ 8,450.96
Parking Lot Stall	Each	1	0.016	\$34.62	12	\$7	\$0	\$0	\$ 6.65
Pedestrian Trails - miles	Each	1	0.25	\$34.62	12	\$104	\$0	\$0	\$ 103.86
Performance Amphitheater	Each	1	0.5	\$34.62	25	\$433	\$0	\$0	\$ 432.75
Pickleball Courts	Each	1	0.016	\$34.62	52	\$29	\$1,000	\$0	\$ 1,028.80
Picnic Areas	Each	1	0.16	\$34.62	156	\$864	\$150	\$0	\$ 1,014.12
Picnic Areas (12+people)	Each	1	2	\$34.62	12	\$831	\$500	\$0	\$ 1,330.88
Picnic Pavilions	Each	1	0.25	\$34.62	156	\$1,350	\$2,000	\$2,880	\$ 6,230.18
Ping Pong/Chess Tables	Each	1	0.1	\$34.62	28	\$97	\$50	\$240	\$ 386.94
Playgrounds (age 6-12)	Each	1	0.5	\$34.62	28	\$485	\$150	\$720	\$ 1,354.68
Playgrounds (tot Lot / age 2-5)	Each	1	0.5	\$34.62	28	\$485	\$150	\$720	\$ 1,354.68
Public Art	Each	1	0.1	\$34.62	36	\$125	\$425	\$5,000	\$ 5,549.63
Rectangular Soccer (Adult U14+)	Each	1	2	\$34.62	104	\$7,200.96	\$250	\$1,000	\$ 8,450.96
Rectangular Soccer (Youth U6-12)	Each	1	2	\$34.62	104	\$7,200.96	\$250	\$1,000	\$ 8,450.96
Recycling Receptacles	Each	1	0.1	\$34.62	316	\$1,094	\$800	\$0	\$ 1,893.99
Reforestation	1 Acre	1	2.2	\$34.62	1	\$76	\$3,000	\$0	\$ 3,076.16
Rest Rooms	Each	1	0.5	\$34.62	468	\$8,101	\$2,000	\$1,200	\$ 11,301.08
Security Camera	Each	1	0.1	\$34.62	28	\$97	\$0	\$100	\$ 196.94
Security Lighting	Each	1	0.16	\$34.62	28	\$155	\$3,000	\$3,720	\$ 6,875.10
Shed	Each	1	0.5	\$34.62	112	\$1,939	\$0	\$0	\$ 1,938.72
Signage and Wayfinding	Each	1	0.16	\$34.62	14	\$78	\$1,500	\$0	\$ 1,577.55
Tennis Courts with lights	Each	1	0.25	\$34.62	40	\$346	\$1,000	\$4,000	\$ 5,346.20
Trash Removal	1 Can	1	0.1	\$34.62	316	\$1,094	\$200	\$0	\$ 1,293.99
Tree Trimming	Each	1	2	\$34.62	2	\$138	\$200	\$0	\$ 338.48
Trimming	1000 Lin Ft	1	1	\$34.62	28	\$969	\$1,200	\$0	\$ 2,169.36
Volleyball Courts	Each	1	0.25	\$34.62	52	\$450	\$500	\$0	\$ 950.06
Water Features/Fountains	Each	1	0.5	\$34.62	36	\$623	\$0	\$0	\$ 623.16

Maintenance Costs Based on Park Typologies

The costs per acre are typical costs associated with maintaining and operating different kinds of parks with different kinds of amenities. The costs should be considered estimates as the number and condition of amenities, and the level of reactive maintenance due to graffiti, illegal dumping, etc., all play a significant and changing role.

Personnel costs for Montebello's park maintenance staff along with all associated benefits for 2018/19 were used in the analysis. The personnel costs were adjusted for paid time for administrative and personnel (leave) functions which is assumed to be 20% of available work hours, on average.

Maintaining Montebello's Different Classifications of Parks

Maintaining individual amenities contributes to the overall cost of operations for each park and collectively, the system. As a basic rule of thumb, the smaller the park space, the higher the maintenance cost per acre.

Mini-Park (<2 acre or less) *\$23,729 per acre to operate and maintain*

- Serves residents within a 15-minute walkshed
- Located near housing and/or other activity centers in the immediate neighborhood
- Facilities include children's play areas and equipment, exercise and fitness areas, outdoor seating and picnic areas, and plazas
- Typically, do not include parking areas or restrooms

Mini-parks require a similar amount of travel time, effort to transport turf equipment to larger parks and are the least efficient type of park to maintain.

Neighborhood Parks – (2 to 8 acres) *\$16,145 per acre to operate and maintain*

The Neighborhood Park is considered the "basic unit of the parks system and serves as the recreational and social focus of the neighborhood" (National Recreation and Park Association, 1996).

- Typically located within ¼ to ½ mile from residential areas
- May include basketball courts, open turf areas, playgrounds, picnic tables, drinking fountains, and benches
- Restrooms and dedicated parking are typically not in neighborhood parks although they can be. Access is through walking or by bicycle and are intended to meet the needs of residents within a short walk

Community Parks – (> 8 acres) *\$12,458 per acre to operate and maintain*

- Sports fields for soccer, baseball, softball, etc.
- Natural areas
- Fitness courts
- Basketball courts
- Dog off leash areas or fenced dog areas
- Typically include large event space or amphitheaters
- Multiple restroom facilities
- Dedicated parking

- Tennis courts
- Multiple playground areas and specialized playgrounds
- Picnic areas
- Reservable spaces for groups

Community's Desired Level of Service Cost Analysis

Scenario that meets the future user demand and trend needs without additional funding beyond current sources

The City has two financial challenges ahead of them. (1) Funding maintenance associated with bringing the overall park acreage from 1.3 acres per 1,000 residents to 4 acres per 1,000 residents and (2) to identify resources to maintain new amenities that are needed to provide quality park experiences.

1. Currently, the City allocates \$15,043 per acre of park land which is in excess of the median allocation for similar cities across the United States. While this is not unexpected due to extremely high utility costs in Southern California, and the level of security issues brought about by inappropriate use of the parks (graffiti, vandalism, etc.), the median allocation by a similar or typical department is \$7,841 per acre. At the median level of investment, the department could operate and maintain 160 acres or an increase of 80.94 acres and still remain at the national median and high-quality park maintenance. This, however, does not suggest that a significant degradation in park maintenance would be avoided due to the high cost of park maintenance in Montebello.
2. Cost associated with infill opportunities determined by population standards include sixteen different amenities. These are identified below (and in Chapter 3) that the Department may want to consider as infill opportunities to bring the specific amenity types in line with what a typically parks and recreation agency would offer. If all of the deficiencies were cured, the additional annual maintenance cost would be approximately \$306,000.

Table II-C-2: Maintenance Costs Associated with Infill Opportunities

Amenity	Deficiency	Individual Operation and Maintenance Cost	Total Cost to the Montabello System
Basketball Courts (with lights)	-1	\$ 6,706.00	\$ (6,706.00)
Basketball courts (without lights)	-1.5	\$ 326.96	\$ (490.44)
Bocce ball Courts	-10.6	\$ 585.00	\$ (6,201.00)
Community Gardens	-1.3	\$ 4,846.00	\$ (6,299.80)
Diamond Fields: Baseball (Adult - 230'+) with lights	-2.2	\$ 12,400.00	\$ (27,280.00)
Diamond Fields: Baseball (Youth - <230'+) without lights	-8.1	\$ 7,400.00	\$ (59,940.00)
Diamond Fields: Softball (Adult - 200'+) with lights	-2.1	\$ 12,400.00	\$ (26,040.00)
Diamond Fields: Softball (Youth - <200'+) without lights	-3.3	\$ 7,400.00	\$ (24,420.00)
Dog Parks	-1.1	\$ 4,800.00	\$ (5,280.00)
Performance Amphitheaters	-0.1	432.75	\$ (43.28)
Pickleball Courts	-10.6	\$ 1,028.00	\$ (10,896.80)
Playgrounds (age 6-12)	-8	\$ 1,355.00	\$ (10,840.00)
Rectangular Soccer (Adult U14+)	-3.8	\$ 8,451.00	\$ (32,113.80)
Rectangular Soccer (Youth U6-12)	-7.1	\$ 8,451.00	\$ (60,002.10)
Tennis Courts	-5.1	\$ 5,346.00	\$ (27,264.60)
Volleyball Courts	-3.2	\$ 950.00	\$ (3,040.00)
Total			\$ (306,857.82)

Funding levels to meet all population-based standards, geographic distribution and amenity needs

While the emphasis in this section of the masterplan is on addressing the needs to fund park maintenance and operations, it is recognized that small parks and recreation departments budgets are interactive throughout. As a result, this section attempts to look at the financial challenges and opportunities for the entire department.

Background

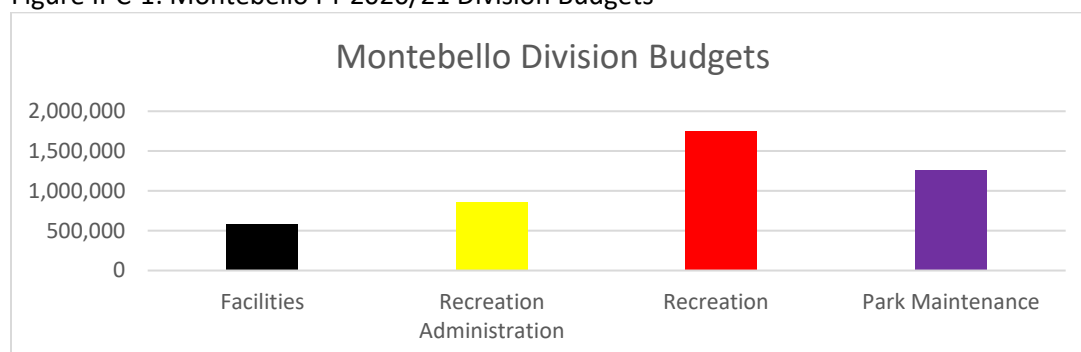
The City of Montebello Recreation and Community Services Department provides a wide variety of recreation programs and services, and 79.22 acres of neighborhood and community park space in 11 parks for its residents. In addition, a 45.86 acre golf course with a 3,141,000 annual budget is administered by the department.*

The Department is funded by a 4.4-million-dollar operating budget that supports 27 full time staff. In a typical year, the department receives approximately \$500,000 in revenues.

The Department is organized into four divisions –Facilities, Recreation Administration, Recreation and Park Maintenance. Figure II-C-1 shows the breakout between the department’s allocated budgets.

* The golf course is being studied in another process and is not analyzed here. As a result, the acreage and financial data is not included.

Figure II-C-1: Montebello FY 2020/21 Division Budgets



The purpose of this analysis is to look at current and future resources needed to meet the changing parks maintenance and operation needs of Montebello’s parks. This analysis does not address the golf operation, as a separate study is currently underway to evaluate the efficient operation of the course.

The 2020/21 budget reflects necessary changes in services and operations due to the Pandemic. Concurrently, department staff attempted to right-size the 2020/21 budget to reallocate unused resources. An annual zero-based budgeting process, although more work to complete, typically results in a better planning tool.

Budget Trends

The current budget represented a 16 percent decrease of \$879,196 compared to the previous year, as a result of both the right-sizing effort and the Covid-19 Pandemic. Table II-C-2 and II-C-3 show the current and previous four-year expense and revenue actuals and budgets. Revenues are budgeted at 39% less than 2019/20 as a result of the Pandemic but would be expected to recover within the next post-Pandemic budget cycle.

Table II-C-2: Five Year Expenditure Trends

Expenditure Trends					
	FY 2016/17 Actuals	FY 2017/18 Actuals	FY 2018/19 Actuals	FY 2019/20 Amended Budget*	FY 2020/21 Adopted Budget
Facilities			\$792	\$606,681	\$589,800
Recreation Administration	\$346,595	\$360,628	\$513,571	\$812,805	\$856,700
Recreation	\$1,346,595	\$1,586,851	\$1,501,193	\$1,847,155	\$1,756,800
Park Maintenance	\$1,314,191	\$1,264,499	\$1,307,349	\$1,350,662	\$1,263,800
Total Expenses	\$3,137,146	\$3,212,669	\$3,322,825	\$5,346,296	\$4,467,100

*In FY 2019/20, a one-time allocation of \$715,000 was included in the budget (Commercial Cannabis), that is not part of the typical operating budget and was not included in the table.

Budgets are broken out by accounting category for each division in the current budget in Table Y

Table II-C-3 Budgets by Category

	Facilities	Administration	Recreation	Maintenance	Total	% of Budget
Salaries	\$188,300	\$420,900	\$875,200	\$463,500	\$1,947,900	45%
Benefits	\$36,000	\$84,600	\$159,600	\$151,500	\$431,700	10%
Retirement	\$13,700	\$37,000	\$77,800	\$65,900	\$194,400	5%
Operating Expenses	\$351,200	\$160,700	\$644,200	\$582,900	\$1,739,000	40%
Total	\$589,200	\$703,200	\$1,756,800	\$1,263,800	\$4,313,000	100%

Current funding levels compared to national benchmarks

The National Recreation and Park Association tracks key indicators of an agency's financial health and efficiency which can guide agency staff to better meeting the important park and recreation needs of their community. The 2020 NRPA Agency Performance Review, presents an excellent collection of park and recreation benchmarks to gauge the level of investment the City of Montebello is currently making in its park and recreation system. While this is a good tool, it is not intended to be a set of national standards, but simply one way of evaluating available resources and financial performance. Unique park and recreation agencies across the United States (1,053) contributed by reporting their data. The review presents data for typical, similarly sized organizations as Montebello using ranges from low to high and the median data available.

Assumptions were made based on estimated minimal growth. As a result, the current population in 2020 of 62,053 was used for this analysis. The City's FY 20/21 adopted budget for expenses was used, although actuals for this FY are expected to vary due to the Pandemic. Revenues were from FY 2018/19 (pre-COVID-19 Pandemic).

Table II-C-4 below demonstrates several ways to gauge the efficiency and financial health of the department. Below is an explanation and analysis of each of the key measurements.

Table II-C-4: Operating measurements compared to benchmarks

Operating Measurement	Montebello	Benchmark
Operating Expenditures per Capita	\$76.41	\$88.53
Full Time FTE (Equivalents) per 10,000 residents*	5.8	9.3
Revenues to Operating Expenditures	13.4%	28.2%
Residents per Park	5,641	2,523
Acres of Parkland per 1,000 residents	1.3**	7.7
Distribution of Funds within the Department	Administration/ Other – 22%, Recreation – 44%, Operations – 32%.	Administration/ Other – 13%, Recreation – 43%, Operations – 44%.
Operating Expenditures per Acre of park land	\$15,043	\$7,891

Operating Expenditures per FTE	\$48,305	\$91,080
Per Capita Revenues from Recreation	\$8.48***	\$21.97

*Includes part-time staff hours along with full-time positions

**Standard recommended at 4.0 acres per 1,000

*** Data used from 2018/19 – pre-Covid-19 Pandemic

Operating expenses per capita

This measures the investment per resident made by the City. The range of operating expenses per capita is from \$52.91 to \$156.90 for typical agencies that serve a population similar to Montebello. The investment of \$76.41 is lower than what a typical agency would spend for a high-quality parks and recreation program. Because revenues are also on the low side of what a typical agency recovers, opportunities for program expansion, creative and novel programs are limited without additional funding. Staff workload is also adversely affected as was reported in the staff and public input process. An increase in budgeted resources of approximately 15% is needed to bring the Department to the investment a typical agency makes.

Full Time FTE (equivalents) per 10,000 residents

Typical agencies employ a range from 4.5 FTE on the lower quartile to 17.2 FTE per 10,000 residents on the upper quartile. The median is 9.3 FTE per 10,000 residents. Montebello’s FTE per 10,000 residents of 5.8 is low, affecting workloads. Approximately \$360,000 is allocated during a typical year for part time and seasonal, hourly employees. A factor of \$20.00 per hour was estimated, leading to an additional 9 FTE. An additional increase of approximately \$150,000 to \$200,000 and an additional \$60,000 in associated payroll costs for PT labor is recommended to bring the department close to the median.

Revenues to operating expenditures

Comparing revenues to direct operating expenditures is one way to evaluate the efficiency of the organization by looking specifically at cost recovery. Typical agencies recover 13.7% on the lower quartile to 49.7 on the higher quartile. Montebello’s total cost recovery of 13.4% suggests either a need to expand revenues or decrease expenditures. In this case, this percentage is more likely tied to lower revenues. An increase in revenues of over \$600,000 per year would bring the department close to the median which seems impractical in the near term given the economic issues related to the Pandemic.

Residents per park

Residents per park measures the density of park use and thus the quality of the park experience. Currently, the density in Montebello is 5,641 residents per park. Typical agencies provide parks that range from 1,560 residents per park to 4,518 residents per park. Additional park space is needed to reduce the density and subsequent unit costs of park maintenance tasks.

Acres of park space per 1,000 residents

This measure addresses access to available park space. Currently, the City provides 1.3 acres per 1,000 and a goal is recommended in this plan of 4 acres per 1,000. This measure suggests a need in the future to acquire and operate ~168 acres of additional park space.

Table II-C-5 Park Acreage by Category

Park Category	Size	Acres
Mini Parks	< 2 acres	3.05
Neighborhood Park	<2- 8 acres	37.45
Community Parks + Center	> 8 acres	38.71
Special Use + Regional Park		45.86
Total		125.08

The City’s need to increase available park space, as well as decrease the density of use suggests a substantial investment in operating and maintenance costs.

The additional annual operating costs associated with an additional ~168 acres of park land is \$2,539,107 at current costs. This assumes a similar make up of mini-parks, neighborhood and community parks, and special use/regional parks. Maintenance and operating costs are typically greater, the smaller the park as efficiencies gained for maintaining large spaces may be lost.

Distribution of funds within the Department

The distribution of funds to administration and recreation divisions, and park operations within the Department is very close to other typical agencies. The differences noted, are accounted for by liability insurance payments debited to administration and not allocated to recreation or operations.

Operating expenditures per acre

The amount executed (\$15,953 per acre of park land) to maintain and operate the parks may be related to higher density of use and thus higher labor costs to maintain the parks in a safe, clean and green manner. The diminutive park acreage in the city may eliminate efficiencies gained in larger systems. A typical system may expend between \$4,378 per acre on the low end and \$20,494 per acre on the high end. Montebello’s operating expenditures per acre is healthy and appears reasonable. The 20/21 budget is 9 percent less than was spent in FY 2017/18 for park maintenance.

Operating Expenditures per FTE

This measures the relationship between full-time equivalent positions and department expenditures. The typical agency falls into a range from \$69,870 to \$120,727 with the median being \$91,080. Montebello allocates only \$48,305, close to 53% of the median. This limits opportunities for additional creative and novel programs.

Per Capita Revenues from Recreation

A typical department receives between \$7.53 and \$62.92 per capita. Montebello receives only \$8.48 which suggests the Department may be underperforming in the area of revenue generation.

Key Findings

- The Department is generally underfunded in recreation but adequately funded for park maintenance in comparison to other typical agencies and should consider increasing funding if expansion of programs is desired.
- The consensus among recreation staff is that they do a lot with very little. This is confirmed in the financial analysis.
- The Department operates with approximately 9 FTE, less than what a typical agency would have, creating workload concerns among staff.
- Revenues are on an upward trend, increasing 16% from FY 2016/17 to FY 2020/21. Still, the Department should continue to focus on opportunities for revenue generation, sponsorships, etc. This will need to be accomplished concurrently with any increase in the level of services offered.
- Operating expenses have increased 24% from FY 2016/17 to FY 2020/21. This significant increase may have been a result of minimum wage increases and costs associated with California’s public employee retirement system.
- The Department should always ensure funding is approved for operations and maintenance when projects are approved.

Current LOS that can be supported by existing funding

Funding for maintenance and operations for the current LOS of 1.3 acres per 1,000 residents appears practical and reasonable as growth is limited. The population estimates in 2030, suggest Montebello will support 64,575 residents and a subsequent need for an additional 10.08 acres of park space resulting in \$160,806 in additional annual maintenance costs. To remain above the national median for funding per acre of park land, the current budget would support the current LOS until the population reaches 120,000 which is not likely in the not-so-distant future.

Table II-C-6 Investment per Acre of Park Land

A. Future Population	120,000
B. LOS	1.3 acres per 1,000
C. Current Budget	\$1,263,800
D. National Median	\$7,891
E. Acres of new parkland needed to support future population	$A/1,000 * B = 156$ acres
F. C/E	\$8,096

Accepting deficiencies within the funding source limits

If the City reaches its goal of 4 acres per 1,000 residents without additional resources, (248.21 acres not including the golf course acreage), the allocation for park maintenance would be \$5,091.65, well below the national median. The Department may be faced with decisions regarding:

- Consolidation of maintenance routes – perhaps from 5 to 3
- Reduction of horticultural services
- Reduced turf maintenance, perhaps reducing contracted mowing schedules
- Allowing the parks to “go brown”, discontinuing irrigation at all but the most important spaces where safety is a concern (sports fields)

- Intermittent opening of restrooms
- Forgoing investments in sustainable assets such as electric cars

The long-term effects of a “thinning the soup” approach, typically results in deferred maintenance, reduced health of trees and other assets and a less than favorable experience for park users. It should be noted that residents have already voiced concerns over park maintenance in both the public engagement process and the needs assessment survey.

There are a number of opportunities to create efficiencies that include technology upgrades to irrigation systems, allowing additional areas in parks to become “natural areas” requiring less maintenance and sustainable technology that may help.

Meeting LOS and identifying funding needed to meet deficiencies

For purposes of operations and maintenance, the following ongoing, annual funding is required:



Alternative Funding

The City should consider and implement funding sources identified during this Master Plan update. The following provides a summary of most easily used (some are already in use) funding sources to assist with implementation for potential use by Montebello.

It would be beneficial for the City to continue to use and consider any new funding sources identified below to help increase the amount of funding for parks, open space and recreation and achieve the funding necessary to implement the recommendations included in this master plan. A detailed description of each item can be found in appendix II-D.

Traditional Tax and Exactions-Based Funding Resources

- | | |
|--|--|
| <ul style="list-style-type: none"> • Development Funding • Development Impact Fees | <ul style="list-style-type: none"> • Local Improvement Districts • Park Lands Dedication Ordinance |
|--|--|

Traditional Earned Revenue Resources

- | | |
|---|---|
| <ul style="list-style-type: none"> • Fees and Charges <ul style="list-style-type: none"> ○ Daily Admission, Annual Pass Sales, and Vehicle Parking Permits | <ul style="list-style-type: none"> ○ Registration Fees ○ Ticket Sales / Admission |
|---|---|

Alternative Operations and Capital Loan Mechanisms

- Full Faith and Credit Bonds
- General Obligation Bonds
- Industrial Development Bonds

- Revenue Bonds
- Special Assessment Bonds

Alternative Service Delivery and Funding Structures

- Annual Appropriation / Leasehold Financing
- Commercial Property Endowment Model - Operating Foundation

- Inter-Local Agreements
- New Markets Tax Credit

Partnership Opportunities

- Montebello – San Gabriel YWCA/YMCA
- School Districts
- Medical Centers / Hospitals
- Kiwanis, Optimists, VFWs, Elks, Rotary, & other service / civic organizations
- Chamber of Commerce
- Convention and Visitor's Bureau
- Homeowner or Neighborhood Associations
- Youth Sports Associations
- Public Safety
- The Mexican American Opportunity Foundation
- Ashiya, Japan Sister City
- The Women's Club

- Adult Sports Associations
- Neighboring counties / cities
- Private alternative providers
- Churches (Rentals; Leases)
- Professional Sports (LA Kings) Teams/Organizations
- Amusement Parks (ex. Disney World)
- Senior Citizen Groups (AARP, Silver Sneakers)
- Shop Montebello
- The Latino Diabetes Association
- Commissioners
- Business Community
- The Montebello Historical Society

Community Resources

- Advertising Sales
- Corporate Sponsorships
- Grants
 - Facilities and Equipment Grants
 - General Purpose or Operating Grants
 - Management or Technical Assistance
 - Grants
 - Program-Related Investments
- Naming Rights
- Philanthropic
 - Conservancies
 - Foundations/Gifts
 - Friends Associations
 - Gift Catalogs
 - Volunteers / In-Kind Services
 - Adopt-A-Park or -Trail

- Land and Water Conservation Fund
- Fundraising/Crowdfunding
 - Matching Grants
 - Planning Grants
 - Private Grants and Philanthropic Agencies
 - Program or Support Grants
 - Seed Money or Start-Up Grants
 - Neighborhood Park Watch
 - Irrevocable Remainder Trusts
 - Life Estates
 - Maintenance Endowments
 - Raffleing

- Recreational Trails Program (RTP)

Community Services Fees and Assessments

- Capital Improvement Fee
- Development Surcharge/Fee
- Franchise Fee on Cable
- Percent-for-Art Legislation
- Processing / Convenience Fee
- Recreation Service Fee
- Recreation Surcharge Fee on Sports and Entertainment Tickets, Classes, MasterCard, Visa
- Self-Insurance Surcharge
- Signage Fees

Contractual Services

- Cell Towers and Wi-Fi
- Concession Management
- Merchandising Sales or Services
- Private Concessionaires

Permits, Licensing Rights, and Use of Collateral Assets

- Agricultural Leases
- Booth Lease Space
- Catering Permits and Services
- Film Rights
- Land Swaps
- Leasebacks on Recreational Facilities
- Manufacturing Product Testing and Display
- Rental Houses and Buildings for Private Citizens
- Special Use Permits
- Subordinate Easements - Recreation / Natural Area Easements
- Surplus Sale of Equipment by Auction

Funding Resources and Other Options

- Enterprise Funds
- Land Trusts
- Positive Cash Flow
- Cost Avoidance
- State Park Funding Ideas

Cost Saving Measures

- Changing maintenance standards and practices
- Contract renegotiation
- Cost Avoidance

Green Trends and Practices

- Rooftop gardens and park structures
- Use light, water, and motion sensors
- Conduct energy audits
- Update to energy efficient ballasts, motors, appliances
- Use electric and hybrid vehicles
- Develop "Pack It Out" trash program
- Use greywater
- Use solar and wind energy
- Green operating practices

Administrative

- Recycle Office Trash
- Clean offices less frequently
- Go Paperless
- Conserve Resources
- Flex Scheduling
- Virtual Meetings

Operating Standards

- Preventative Maintenance
- Reduce Driving
- Eliminate Environmentally Negative Chemicals and Materials

- Purchase better equipment - less maintenance

Sustainable Stewardship

- Public Education
- Lead by Example
- Monitor and Report Results
- Incorporate Stewardship Principles in all Park and Recreation Services
- Seek Available Grant Funding and Initiative Awards

- Re-analyze and Revised Practices and Standards

SECTION II-D

Traditional & Alternative Funding Sources

Traditional Parks and Recreation Operations and Capital Development Funding Sources

There are a variety of mechanisms that local governments can employ to provide services and to make public improvements. Parks and recreation operating and capital development funding typically comes from conventional sources such as sales, use, and property tax referenda voted upon by the community, along with developer exactions. Operating funds are typically capped by legislation; may fluctuate based on the economy, public spending, or assessed valuation; and may not always keep up with inflationary factors. In the case of capital development, “borrowed funds” sunset with the completion of loan repayment and are not available to carry-over or re-invest without voter approval. Explained below are the salient points of traditional funding sources. Many of these strategies may be currently in use to some extent by your agency.

Traditional Tax and Exactions-Based Funding Resources

General or Operating Fund

Parks and recreation services are typically funded by an agency’s General or Operating Fund, which can be comprised of property tax, sales tax, and other compulsory charges levied by a government for the purpose of financing services performed for the common benefit of a community. These funds may also come from resources such as inter-governmental agreements, reimbursements, and interest and may include such revenue sources as franchise taxes, licenses and permits, fees, transfers in, reserves, interest income, and miscellaneous other incomes.

Sin Tax

This revenue source often partially funds public park and recreation agencies and is derived from casinos, tobacco tax and/or marijuana tax (where legalized). Sin tax revenue is somewhat popular in many states (where it is legal) with high traffic tourism agencies and with cities, counties, and state parks. Special Districts many times cannot exact sin taxes, which often calls into question the issue of charging resident and non-resident fee differentials.

Development Funding

Development Impact Fees

Development impact fees are one-time charges imposed on development projects at the time of permit issue to recover capital costs for public facilities needed to serve new developments and the additional residents, employees, and visitors they bring to the community. State laws, with a few minor exceptions, prohibit the use of impact fees for ongoing maintenance or operations costs. Not all states allow the collection of impact fees.

Local Improvement Districts

Different from cities that are direct beneficiaries of these funds, Special Districts (or local improvement districts) are the beneficiaries of pass-through funding from cities or counties, which have responsibility for their interests. Special Districts cannot exact or collect the land dedication or the fee-in-lieu on their own.

Park Land Dedication Ordinance

Park land dedication requirements typically state that all residential subdivisions of land (and often commercial), with some exemptions, are to provide for parks by either dedicating land, paying an in-lieu fee (the amounts may be adjusted annually), or a combination of the two.

Traditional Parks and Recreation Earned Revenue Resources

Fees and Charges

Daily Admission and Annual Pass Sales or Vehicle Permits

Daily and annual pass fees can apply to regional parks and aquatics centers. The consultant team recommends consideration of bulk discount buying of daily admission fees marketed as “monthly, seasonal, 3-month, 6-month, and/or annual passes.”

Registration Fees

This revenue source is for participating in programs, classes, activities, and events which typically require pre-registration to ensure a place. These services may or may not have limited space. These participant fees attempt to recover most if not all of the direct expenses and are often revenue positive due to market demand.

Ticket Sales/Admissions

This revenue source is for accessing facilities for self-directed or spectator activities such as splash parks, ballparks, and entertainment activities. Fees may also be assessed for tours, entrance or gate admission, and other activities, which may or may not be self-directed. These user fees help offset operational costs or apply to new projects.

Alternative Parks and Recreation Operations and Capital Development Funding Sources

Alternative funding sources include a variety of different or non-conventional public sector strategies for diversifying the funding base beyond traditional tax-based support. The following is a list of known industry funding practices, potential sources, and strategies, as compiled by GreenPlay. Some of the strategies may currently be used by your agency, but may not be used to maximum effectiveness or capacity. Those that may not currently be used by your agency should be considered for a project’s or the operation’s specific relevance.

NOTE: Not every funding mechanism on this list may be allowable by law, as the laws, regulations, statutes, ordinances, and systems of governance vary from city to city, county to county, and state to state. The authority to put forth referenda or institute exactions must be researched for validity within your city and your state, as this list is comprised of the financial practices from across the nation. Some referenda are passed by simple majority of those who vote, while others require a larger percentage to pass. In certain circumstances, referenda are passed by the majority of eligible voters versus just those who vote.

Loan Mechanisms

Full Faith and Credit Bonds

Bonds that are payable from the general resources of the agency. They are not tied to a specific revenue source, but the payment of principle and interest uses available operating funds.

General Obligation Bonds

Bonded indebtedness issued with the approval of the electorate for capital improvements and general public improvements.

Alternative Service Delivery and Funding Structures

Your agency may already be using some of these strategies.

Annual Appropriation/Leasehold Financing

This is a more complex financing structure that requires use of a third party to act as an issuer of the bonds who would construct the facility and retain title until the bonds are retired. For example, an agency can enter into a lease agreement with the third party with annual lease payments equal to the debt service requirements. The bonds issued by the third party are considered less secure than general obligation bonds of an agency and are therefore more costly. Since a separate corporation issues these bonds, they do not impact an agency's debt limitations and do not require a vote. However, they also do not entitle an agency to levy property taxes to service the debt. The annual lease payments must be appropriated from existing revenues.

Commercial Property Endowment Model – Operating Foundation

John L. Crompton¹ discusses government using the Commercial Property Endowment Model citing two case studies in the United Kingdom and Mission Bay Park in San Diego, California as an alternative structure to deliver park and recreation services. A non-profit organization may be established and given park infrastructure and/or land assets to manage as public park and recreation services along with commercial properties as income-earning assets or commercial lease fees to provide for a sustainable funding source. This kind of social enterprise is charged with operating, maintaining, renovating, and enhancing the public park system and is not unlike a model to subsidize low-income housing with mixed-use developments.

¹ Spring 2010 *Journal of Park and Recreation Administration*, Volume 28, Number 1, pp 103-111

Inter-local Agreements

Contractual relationships could be established between two or more local units of government and/or between a local unit of government and a non-profit organization for the joint usage/development of sports fields, regional parks, or other facilities.

Partnership Opportunities

Partnerships are joint development funding sources or operational funding sources between two separate agencies, such as two government entities, a non-profit and a government agency, or a private business and a government agency. Two partners jointly develop revenue producing park and recreation facilities and share risk, operational costs, responsibilities, and asset management based on the strengths and weaknesses of each partner.

Creating synergy based on expanded program offerings and collaborative efforts can be beneficial to all providers as interest grows and people gravitate to the type of facility and programs that best suit their recreational needs and schedules. Potential strategic alliance partnerships where missions run parallel, and mutually beneficial relationships can be fostered and may include the following:

- YMCA
- School Districts
- Medical Centers or Hospitals
- Kiwanis, Optimists, VFWs, Elks, Rotary, and other service and civic organizations
- Chamber of Commerce
- Convention and Visitor's Bureau
- Homeowner or Neighborhood Associations
- Youth Sports Associations
- Adult Sports Associations
- Neighboring counties/communities
- Private alternative providers
- Churches
- Professional Sports Teams/Organizations
- Amusement Parks (example Disney World)
- Senior Citizen Groups (AARP, Silver Sneakers)

Community Resources

The following subsections summarize research findings on potential funding sources that could enhance capital expenditures for capital repair, renovation, and new construction and operating budgets for an agency. These findings do not recommend any particular funding strategy over another. The economic conditions within the service area may vary with time, and your agency should explore the best means of achieving its goals toward the operations of the agency, the programs, and the facilities on an ongoing basis.

Advertising Sales

Advertising sales are a viable opportunity for revenue through the sale of tasteful and appropriate advertising on items such as program guides, scoreboards, dasher boards, and other visible products or services. This could be a viable strategy in the future if appropriate opportunities present themselves, such as the acquisition of scoreboards, etc. Current sign codes should be reviewed for conflicts or appropriate revisions.

Corporate Sponsorships

An agency can solicit this revenue-funding source itself or work with agencies that pursue and use this type of funding. Sponsorships are often used for programs and events where there are greater opportunities for sponsor recognition (greater value to the sponsor).

Fundraising

Many park and recreation agencies have special fundraisers on an annual basis to help cover specific programs and capital projects. This can include selling bricks, benches, pavers, tiles, and commemorative tree plantings, etc.

Crowdfunding

Crowdfunding is the practice of funding a project or venture by raising many small amounts of money from a large number of people, typically via the Internet. Park and Recreation agencies are beginning to incorporate crowdfunding efforts alongside traditional fundraising strategies. NRPA has implemented a Fund Your Park crowdfunding platform. It's free to members, donations are tax deductible and you have all the support you need from NRPA staff. *Source: Kara Kish, MPA, CPRE, CPSI, article in Parks and Recreation Magazine, December 2015. www.NRPA.org*

Grants

Grants often supplement or match funds that have already been received. For example, grants can be used for program purposes, information technology infrastructure, planning, design, seed money, and construction. Due to their infrequent nature, grants are often used to fund a specific venture and should not be viewed as a continuous source of funding.

Facilities and Equipment Grants

These grants help buy long-lasting physical assets, such as a building. The applicant organization must make the case that the new acquisition will help better serve its clients. Fund providers considering these requests will not only be interested in the applicant's current activities and financial health, but they will also inquire as to the financial and program plans for the next several years. Fund providers do not want allocate resources to an organization or program only to see it shut down in a few years because of poor management.

General Purpose or Operating Grants

When a grant maker gives an operating grant, it can be used to support the general expenses of operating. An operating grant means the fund provider supports the overall mission and trusts that the money will be put to good use. Operating grants are generally much harder to procure than program or support grants.

Management or Technical Assistance Grants

Unlike most project grants, a technical assistance grant does not directly support the mission-related activities of an agency. Instead, they support management or administration and the associated fundraising, marketing, and financial management needs.

Program-Related Investments (PRIs)—In addition to grants, the Internal Revenue Service allows foundations to make loans—called Program-Related Investments (PRIs)—to nonprofits. PRIs must be for projects that would be eligible for grant support. They are usually made at low or zero interest. PRIs must be paid back to the grant maker. PRIs are often made to organizations involved in building projects.

Matching Grants

Many grant makers will provide funding only on the condition that an amount equal to the size of the grant can be raised from other sources. This type of grant is another means by which foundations can determine the viability of an organization or program.

Planning Grants

When planning a major new program, an agency may need to spend a good deal of time and money conducting research. A planning grant supports this initial project development work, which may include investigating the needs of constituents, consulting with experts in the field, or conducting research and planning activities.

Private Grant and Philanthropic Agencies

Many resources are available which provide information on private grant and philanthropic agency opportunities. A thorough investigation and research on available grants is necessary to ensure mutually compatible interests and to confirm the current status of available funding. Examples of publicly accessible resources are summarized below.

- Information on current and archived Federal Register Grant Announcements can be accessed from The Grantsmanship Center (TGCI) on the Internet at: <http://www.tgci.com>.
- Another resource is the Foundation Center's RFP Bulletin Grants Page on Health at: <http://foundationcenter.org>.
- Research www.ecivis.com for a contract provider of a web-based Grants Locator system for government and foundation grants specifically designed for local government.

Program or Support Grants

A program or support grant is given to support a specific or connected set of activities that typically have a beginning and an end, specific objectives, and predetermined costs. Listed below are some of the most common types of program or support grants:

Seed Money or Start-up Grants

These grants help a new organization or program in its first few years. The idea is to give the new effort a strong push forward, so it can devote its energy early on to setting up programs without worrying constantly about raising money. Such grants are often for more than one year, and frequently decrease in amount each year.

Land and Water Conservation Fund

This fund was reauthorized by Congress in December in 2019. Generally the funding allocated to states is (through the State and Local Assistance Program) for outdoor recreation land acquisition and facility development is anticipated to rise. Every state runs their State and Local Assistance Program in a slightly unique manner, so we encourage any municipal or county parks personnel interested in LWCF to contact their LWCF State Liaison Officer (typically someone at a state's department of fish and game, environmental protection, or conservation and recreation) for more information.

Naming Rights

Many agencies throughout the country have successfully sold the naming rights for newly constructed facilities or when renovating existing buildings. Additionally, newly developed and renovated parks have been successfully funded through the sale of naming rights. Generally, the cost for naming rights offsets the development costs associated with the improvement. People incorrectly assume that selling the naming rights for facilities is reserved for professional stadiums and other high profile team sport venues. This trend has expanded in recent years to include public recreation centers and facilities as viable naming rights sales opportunities.

Naming rights can be a one-time payment or amortized with a fixed payment schedule over a defined period of time. During this time, the sponsor retains the "rights" to have the park, facility, or amenity named for them. Also during this time, all publications, advertisements, events, and activities could have the sponsoring group's name as the venue. Naming rights negotiations need to be developed by legal professionals to ensure that the contractual obligation is equitable to all agents and provides remedies to change or cancel the arrangements at any time during the agreement period.

Philanthropic

Philanthropy can be defined as the concept of voluntary giving by an individual or group to promote the common good and to improve the quality of life. Philanthropy generally takes the form of donor programs, capital campaigns, and volunteers/in-kind services.

The time commitment to initiate a philanthropic campaign can be significant. If an agency decides to implement a capital fundraising campaign and current resources that could be dedicated to such a venture are limited, it may be recommended that the agency outsource some or most of this task to a non-profit or private agency experienced in managing community-based capital fundraising campaigns. Capital campaigns should be limited to large-scale capital projects that are desired by the community but for which dedicated funding is not readily available.

Foundation/Gifts

These dollars are received from tax-exempt, non-profit organization. The funds are private donations in promotion of specific causes, activities, or issues. They offer a variety of means to fund capital projects, including capital campaigns, gifts catalogs, fundraisers, endowments, etc.

Friends Associations

These groups are typically formed to raise money for a single purpose that could include a park facility or program that will benefit a particular special interest population or the community as a whole.

Gift Catalogs

Gift catalogs provide organizations the opportunity to let the community know what their needs are on a yearly basis. The community purchases items from the gift catalog and donates them to an agency.

Volunteer Programs/In-Kind Services

This revenue source is an indirect source in that persons donate time to assist an agency in providing a product or service on an hourly basis. This reduces cost in providing the service, plus it builds advocacy for the system. To manage a volunteer program, an agency typically dedicates a staff member to oversee the program for the entire agency.

Adopt-a-Park/Adopt-a-Trail

Programs such as adopt-a-park may be created with and supported by the residents, businesses, and/or organizations located in the park's vicinity. These programs allow volunteers to actively assist in improving and maintaining parks, related facilities, and the community in which they live.

Neighborhood Park Watch

As a way to reduce costs associated with vandalism and other crimes against property, an agency may consider a neighborhood park watch program. This program develops community ownership of an agency's facilities.

Gifts in Perpetuity

Irrevocable Remainder Trusts

These trusts are set up with individuals who typically have more than a million dollars in wealth. They will leave a portion of their wealth to an agency in a trust fund that allows the fund to grow over a period of time and then is available to use a portion of the interest to support specific park and recreation facilities or programs that are designated by the trustee.

Life Estates

This revenue source is available when someone wants to leave their property to an agency in exchange for their continued residence on the property until their death. An agency can usually use a portion of the property for park and recreational purposes, and then use all of it after the person's death. This revenue source is very popular for individuals who have a lot of wealth and their estate will be highly taxed at their death. Their benefactors will have to sell their property because of probate costs. Life Estates allow individuals to receive a good yearly tax deduction on their property while leaving property for the community. Agencies benefit because they do not have to pay for the land.

Maintenance Endowments

Maintenance Endowments are set up for organizations and individuals to invest in ongoing maintenance improvements, and infrastructure needs of specific/targeted facilities. Endowments retain money from user fees, individual gifts, impact fees, development rights, partnerships, conservation easements, and for wetland mitigations.

Raffling

Some agencies offer annual community raffles, such as purchasing an antique car that can be raffled off in contests.

Community Service Fees and Assessments

Capital Improvement Fees

These fees are on top of the set user rate for accessing facilities such as sport and tournament venues and are used to support capital improvements that benefit the user of the facility.

Development Surcharge/Fee

Some agencies have added a surcharge on every transaction, admission, or registration to generate an improvement or development fund.

Franchise Fee on Cable

This would allow an agency to add a franchise fee on cable designated for parks and recreation. The normal fee is \$1.00 a month or \$12.00 a year per household. Fees usually go toward land acquisition or capital improvements.

Percent-for-Art Legislation

Percent-for-art legislation dedicates a percentage (usually .5 to 2) of publicly funded capital improvement projects (CIP) for art in public places, usually in, on, or adjacent to the project, building, or park being constructed or improved. This guarantees funding for public art projects and that public art projects will be planned with each new improvement. This can also be conceived as an Art-in-the-Park program.

Processing/Convenience Fees

This is a surcharge or premium placed on electronic transfers of funds, automatic payments, or other conveniences.

Recreation Service Fee

The Recreation Service Fee is a dedicated user fee that can be established by a local ordinance or other government procedure for the purpose of constructing and maintaining recreation facilities. The fee can apply to all organized activities that require a reservation of some type, or other purposes as defined by an agency. Examples of such generally accepted activities that are assigned a service fee include adult basketball, volleyball, and softball leagues; youth baseball, soccer, and softball leagues; and special interest classes. The fee, above and beyond the user fee, allows participants to contribute toward the construction and/or maintenance of the facilities being used.

Recreation Surcharge Fees on Sports and Entertainment Tickets, Classes, MasterCard, Visa

This fee is a surcharge on top of the regular sports revenue fee or convenience fee for use of MasterCard and Visa. The fee usually is no more than \$5.00 and is usually \$3.00 on all exchanges. The money earned would be used to help pay off the costs of improvements or for operational purposes.

Self-Insurance Surcharge

Some agencies have added a surcharge on every transaction, admission, or registration to generate a self-insured liability fund.

Signage Fees

This revenue source charges people and businesses with signage fees at key locations with high visibility for short-term events. Signage fees may range in price from \$25-\$100 per sign based on the size of the sign and location.

Contractual Services

Cell Towers and Wi-Fi

Cell towers sited in strategic park locations are another potential source of revenue that an agency may consider. Typically, agencies engage in this service as a means of enhancing overall operational cost recovery.

Another type of revenue for a facility or complex can come from providing sites for supporting Wi-Fi technology. In California, the State Park System is providing wireless internet access and is charging \$7.95 for 24 hours of connectivity (approximately \$.33 per hour) within its service area. They have connected 85 state parks with SBC Communications. For more information, contact California State Parks at www.parks.ca.gov. [2015/16 update: It is unclear whether CA is still charging for this service; this is being further researched]

Concession Management

Concession management is the retail sale or rental of soft goods, hard goods, or consumable items. Through contracting, the agency either receives a percentage of the gross sales or the net revenue dollars from the revenue above direct expenses. Net proceeds are generally more difficult to monitor.

Merchandising Sales or Services

This revenue source comes from the public or private sector on resale items from gift shops, pro-shops, restaurants, concessions, and coffee shops for either all of the sales or a defined percentage of the gross sales. Typically, agencies engage in this type of service as a convenience to their patrons and as a means of enhancing overall operational cost recovery.

Private Concessionaires

Contracts with private sector concessionaires provide resources to operate desirable recreational activities. These services are typically financed, constructed, and operated by a private business or a non-profit organization with additional compensation paid to an agency.

Permits, Licensing Rights and Use of Collateral Assets

Agricultural Leases

In some agency parks, low land property along rivers, or excess land may be leased to farmers for crops.

Booth Lease Space

Some agencies sell booth space to sidewalk vendors in parks or at special events for a flat rate or based on volume of product sold. The booth space can also be used for sporting events and tournaments.

Catering Permits and Services

This is a license to allow caterers to work in the system on a permit basis with a set fee or percentage of food sales returning to the agency. Also, many agencies have their own catering service or an authorized provider list and receive a percentage of dollars from the sale of food.

Filming Rights

Many agencies issue permits so that park sites may be used for commercial film and photography activities. The production company pays a daily fee for the site plus the loss of revenue the agency would incur during use of the community space.

Land Swaps

An agency may trade property to improve access or protection of resources. This could include a property gain by the agency for non-payment of taxes or a situation where a developer needs a larger or smaller space to improve its profitability. The agency would typically gain more property for more recreation opportunities in exchange for the land swap.

Leasebacks on Recreational Facilities

Many agencies do not have adequate capital dollars to build desired revenue-producing facilities. One option is to hire a private investor to build the facility according to the specifications requested with the investment company financing the project. An agency would then lease the property back from the investor over 20+ years. This can be reversed whereby an agency builds the facility and leases to a private management company who then operates the property for a percentage of gross dollars to pay off the construction loans through a subordinate lease.

Manufacturing Product Testing and Display or Research

An agency may work with specific manufacturers to test their products in a park, recreation facility, or in a program or service. The agency may test the product under normal conditions and report the results back to the manufacturer. Examples include lighting, playground equipment, tires on vehicles, mowers, irrigation systems, seed & fertilizers, etc. The agency may receive the product for free but must pay for the costs of installation and for tracking results. Research Fees may be charged to allow research to occur on park lands or related to equipment used at Parks. Companies may pay to have their equipment installed and tested to prove durability and user satisfaction. Product Placement fees may also be an option – having a company not only donate their equipment but also pay a fee to have their equipment used at a public facility.

Rentals of Houses and Buildings by Private Citizens

Many agencies will rent out facilities such as homes to individual citizens for revenue purposes.

Special Use Permits

Special permits allow individuals to use specific park property for financial gain. The agency receives either a set amount of money or a percentage of the gross service provided.

Subordinate Easements – Recreation/Natural Area Easements

This revenue source is available when an agency allows utility companies, businesses, or individuals to develop some type of an improvement above ground or below ground on its property. Subordinate easements are typically arranged over a set period of time, with a set dollar amount that is allocated to the agency on an annual basis.

Surplus Sale of Equipment by Auction

Agencies often have annual surplus auctions to get rid of old and used equipment, generating additional income on a yearly basis.

Enterprise Funds

These funds establish business units that are self-sustaining through fees and charges. Debt service and all indirect costs should be allocated or attributed to enterprise funds. Any excess revenue generated is maintained by the fund for future needs and cannot be used by another fund or department. Examples include premier sports tournament complexes.

Other Options

Land Trusts

Many agencies have developed land trusts to help secure and fund the cost of acquiring land that needs to be preserved and protected for greenway purposes. This may also be a good source for the acquisition of future lands.

Positive Cash Flow

Depending on how aggressively an agency incorporates marketing and management strategies, there may be a positive fund balance at the end of each year. While current facilities, projections, and fee policies do not anticipate a positive cash flow, the climate can change. The ending positive balance could be used, for example, to establish a maintenance endowment for agency recreation facilities, to set aside funds for capital replacement and/or repair, or to generate a fund balance for contingency or new programming opportunities.

Cost Saving Measures

In addition to aligning cost recovery with goals, charging appropriate fees, and using traditional and alternative funding mechanisms, several cost saving measures can improve the overall cost recovery picture for an agency.

Change Maintenance Standards/Practices

- Add one extra day onto the mowing interval; thus reducing the amount of mowing in a season.
- Evaluate and determine actual maintenance needs and schedules for upkeep of different facilities and landscape features/types. Based on needs, evaluate resource needs (equipment, staff, etc.) and production rates of staff/equipment for the system's regularly occurring maintenance work and prioritize maintenance program needs, schedules and relevant resource allocations.
- Consider turf management strategies by turf use/wear – high intensity use and maintenance needs (such as sports fields) versus low intensity use areas such as lawns along the edge of a woodlot or roadway – there are usually areas of turf that are regularly maintained because “they have always been mowed”; by changing the maintenance strategy to not mowing or not regularly mowing such areas, less time/resources need to be dedicated to mowing overall.
- Naturalizing areas of lawn where you don't need lawn is a “going green” type of practice that also reduces maintenance needs/costs.
- Buildings/Facilities
 - Evaluate needs and consider in-house versus contracted maintenance workers for different needed services/trades.
 - Standardize equipment, fixtures, and relevant materials.
 - Are some facilities in such disrepair that continuing to throw limited funding on “band-aids” no longer practical?
 - In designing new facilities, are simple sustainability factors being vetted (such as orienting the building to maximize solar gain to reduce lighting and heating costs)?
- Add energy efficient fixtures, low flow water fixtures, eliminate throw away products like paper towels and replace with energy efficient hand dryers.
- Strategically locate trash and recyclable containers to reduce cost of having staff empty these and spend time picking up trash/recyclables that are not properly placed by patrons.
- Reduce cleaning frequency of office spaces and centralize trash and recyclables into one location in employee work areas to save on costs of related to housekeeping.
- Consider having staff complete multiple tasks at the same time – emptying recyclables and trash at the same time as doing rounds or inspections.
- Educate users to better utilize existing facilities and resources to cut down costs – clean up after themselves.
- Equipment and Supplies
 - Purchase better equipment that last longer and requires less maintenance – saving money on the front end does not always result in cost savings overall.
 - Standardize equipment (such as vehicles, grounds equipment and tools, etc.) as a way to increase efficiency in training staff to use it, and as a means to simplify and reduce costs associated with parts inventory and maintenance/repair programs (ex. Mechanic places one order for 10 air filters for 1 type of lawnmower and gets bulk price from one vendor, versus ordering 10 different filters for 10 different mowers, from multiple vendors and keeping track of it all)
 - Consider leasing vehicles or other heavily used equipment - it can be more cost effective for an organization to lease vehicles or equipment and rotate their fleet regularly versus allocating resources to maintain and repair aging fleets of old, well used vehicles/equipment that have higher likelihood of breakdowns and associated loss of production time.

- Use volunteers to assist with housekeeping and maintenance.
- Solicit in-kind donation of time and services in exchange for maintenance assistance

Contract Re-negotiate or Re-bid

At every opportunity, review contracts to assure you are not paying more than you have to, or are receiving the maximum amount of revenue possible.

Cost Avoidance

An agency must maintain a position of not being everything for everyone. It must be driven by the market and stay with its core businesses. By shifting roles away from being a direct provider of facilities, programs, or services, an agency may experience additional savings. This process is referred to as *cost avoidance*. The estimated savings could be realized through partnering, outsourcing, or deferring to another provider in the provision of a service and/or facility. One example is purchasing in bulk.

Greening Trends

Rooftop Gardens and Park Structures

Rooftop gardens create respites in a densely built environment and help reduce the urban heat island effects. In addition, the lack of availability and affordability of urban real estate has continued the trend of parks built over structures such as parking garages and other structures.

Green Practices

- Use light, water, and motion sensors
- Conduct energy audits
- Update to energy efficient ballasts, motors, appliances
- Use electric and hybrid vehicles
- Develop “Pack It Out” trash program
- Use greywater
- Use solar and wind energy
- Implement green operating practices

Many agencies miss the easiest green practices in their everyday operating procedures and policies. These include administrative procedures, best operating standards, and sustainable stewardship performance measures. Many of the industry best practices outlined below (**Table 1**) may be currently and successfully employed by your agency.

Table 1: Green Practices Focus Area and Action Step

Focus Area	Action Step
Administrative	<ul style="list-style-type: none"> • Recycle Office Trash (consolidate trash and recyclables to one common location – reduce cost to empty containers in each office) • Clean offices weekly instead of daily • Go Paperless • Conserve Resources • Flex Scheduling • Virtual Meetings

Operating Standards

- Preventative Maintenance
- Reduce Driving
- Eliminate Environmentally Negative Chemicals and Materials
- Recycling in Parks
- Purchase better equipment and supplies that require less maintenance and are more durable

Sustainable Stewardship

- Re-analyze and Revised Practices and Standards
- Monitor and Report Results
- Lead by Example
- Public Education - agencies should lead by example teaching the public a little bit about what green practices actually are and how they might be able to incorporate some of the same features (maybe raingardens or LED lighting) in their own home to help conserve our shared natural resources.
- Incorporate Stewardship Principles in all Park and Recreation Services
- Seek Available Grant Funding and Initiative Awards