

# Attachment A

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# **MONTEREY COUNTY**

## **RESOURCE MANAGEMENT AGENCY**

### **RMA-PARKS**



## **Lake San Antonio**

### **Operations Plan**

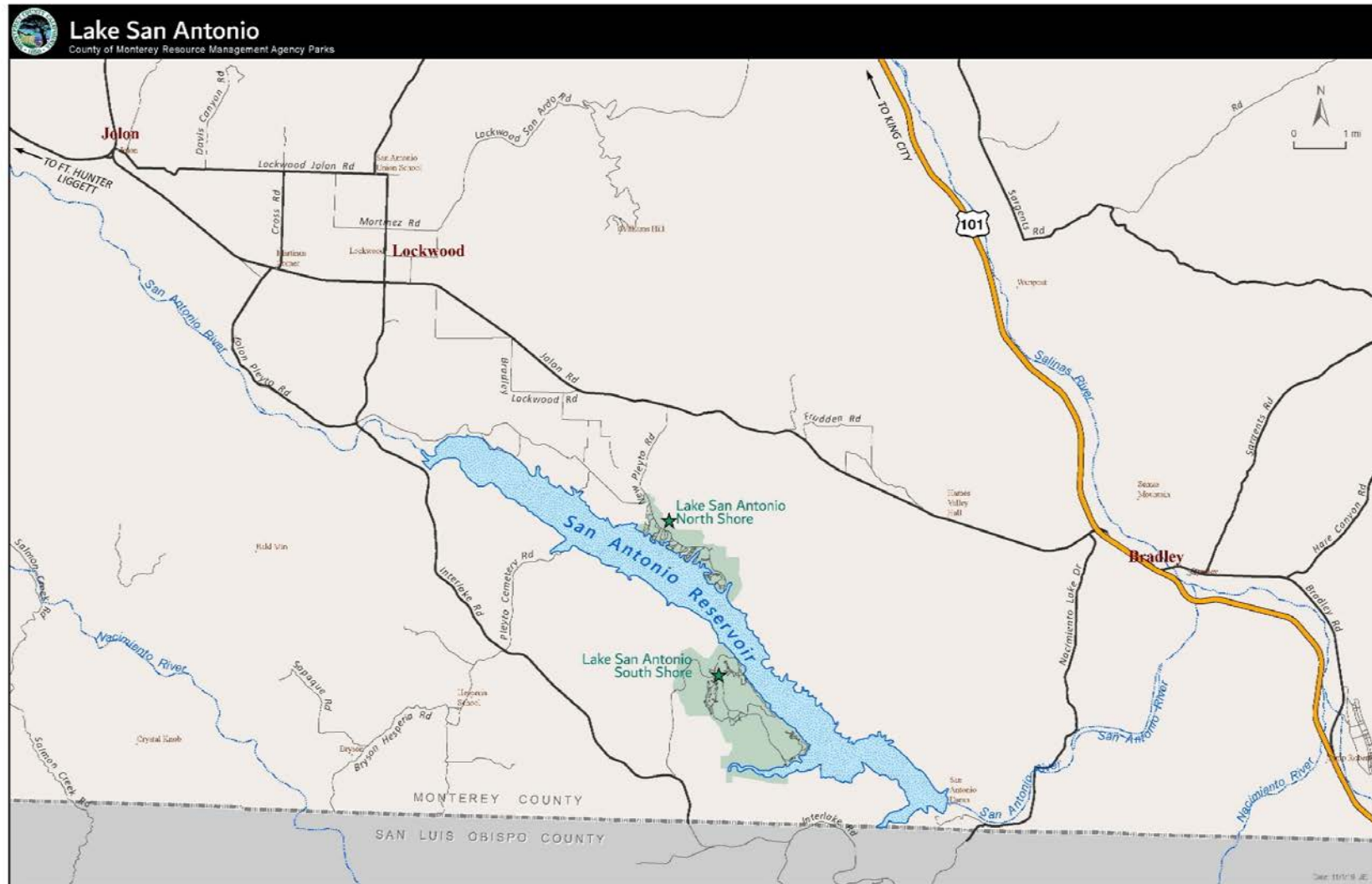
December 2019

## San Antonio Lake Management History

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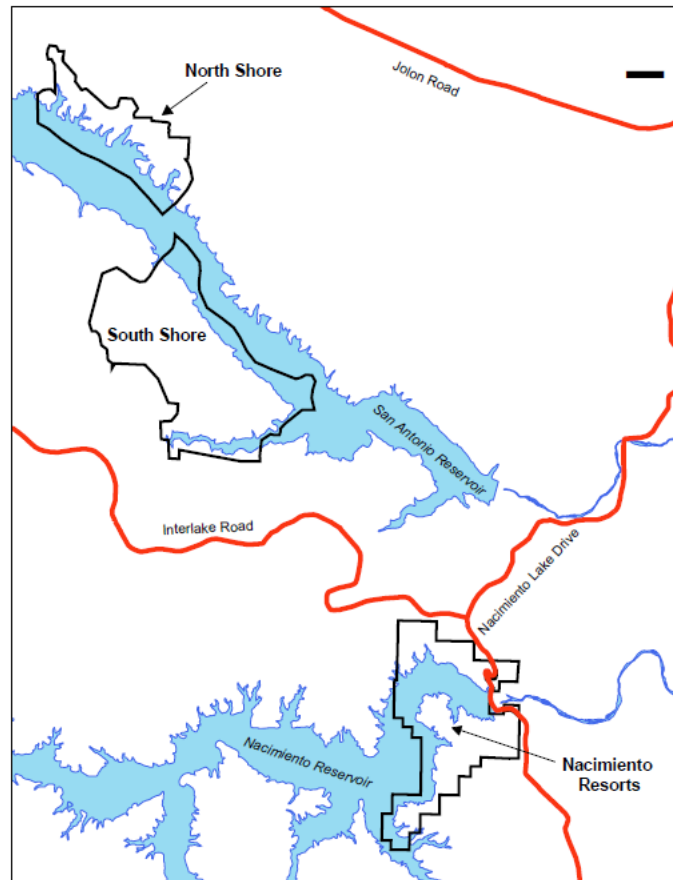
<b>1964-1965</b>	San Antonio Dam constructed by County Flood Control and Water Conservation District (FCWCD). Cost \$13.5 Million. A recreation area at the lake was constructed at the same time.
<b>April 1966</b>	Monterey County Parks Department formed. County FCWCD withdrew from the recreation business.
<b>June 1966</b>	Monterey County Parks Commission formed.
<b>1967</b>	San Antonio Recreation Area opened to the public. Cost \$4.5 Million. Lakes recreation areas, including camping areas and marinas.
<b>1989</b>	Lake San Antonio North Shore closed due to drought and low water levels.
<b>1990</b>	Eagle Watch Tours initiated. Eagle Watch Program received Award of Excellence from National Park & Recreation Association and California Park & Recreation Society.
<b>Early 1990s</b>	Water World took over Lake San Antonio operations.
<b>1993</b>	Lake San Antonio North Shore reopened.
<b>2001</b>	Lake San Antonio Visitor Center at South Shore dedicated.
<b>Fall 2007</b>	County Parks Department took over managing the lakes following settlement agreement between County and Water World. Board of Supervisors approved arming County Park Rangers; non-sworn positions reclassified to Parks Building & Grounds Workers.
<b>2008</b>	County entered into Management Agreement with Forever Resorts to operate stores, marinas, and rental cabins.
<b>2011</b>	County issued RFP and awarded Management Agreement to Urban Parks Concessionaire, also known as CalParks.
<b>2013</b>	County closed Lake San Antonio North Shore due to low water levels.
<b>2014</b>	County closed Lake San Antonio South Shore due to low water levels.
<b>2016</b>	Resource Management Agency (RMA) Director appointed as Interim Parks Director (July). Parks Department merged into RMA organization (December). County assigned duties for entry gate/quagga mussel inspection/campgrounds to CalParks.
<b>2017</b>	Both shores of Lake San Antonio reopened.
<b>2018</b>	County issued RFP for lakes management. Only one proposal received, CalParks proposal accepted and County begins negotiations
<b>2019</b>	Board of Supervisors transferred LSA operations into County Parks system (Jan 2019). Board directive removed LSA from enterprise fund to be operated as regional park with low-impact activities fully managed (100%) by County staff. Board of Supervisors approve new management agreement for Recreational and Resort Operations at Lake Nacimiento with CalParks under its new brand <i>Basecamp Hospitality</i> (July 2019).

# LAKE SAN ANTONIO



# Executive Summary

The County of Monterey Resource Management Agency (RMA-Parks) oversees the Lake San Antonio Park facilities. Lake San Antonio (LSA) in southern Monterey County is geographically divided into two facilities: South Shore and North Shore. LSA recreation areas encompass approximately 4,200 total acres: 3,020 acres at South Shore and 1,180 acres at North Shore.



On January 15, 2019, the Board of Supervisors took action that included transferring park operations at LSA from a management agreement with Urban Parks Concessionaires dba Monterey Lakes Recreation Company (aka Basecamp) to full (100%) County management. Based on Board direction, this Lake San Antonio Operations Plan (Operations Plan) shifts operations to a regional park design with low-impact activities, such as camping, boating, fishing, hiking, and horseback riding. In July 2019, the Board of Supervisors approved a contract with Basecamp to provide interim staffing until the Operations Plan could be developed and the management of the facility and its operations could be fully transitioned to RMA-Parks by no later than November 30, 2019. On August 1, 2019, RMA-Parks assumed the full

management of LSA and began the transition to operate the facility more as a regional park under the County Parks system.

The Operations Plan is designed to guide the trajectory of LSA over the next five years to become a viable Parks facility based on a solid operational foundation coupled with judicious facility management. The Operations Plan seeks to preserve and promote a healthy, environmentally sustainable recreational facility. A guiding tenet of the Operations Plan is to continue the Lake's operations under RMA-Parks management at present service levels and to meet all mandated programs and requirements. A primary focus will be on increasing facility revenue to reduce reliance on annual General Fund subsidies by increasing attendance, mitigating negative impacts caused by unpredictable, inconsistent lake water levels or other conditions that may adversely impact park operations, and instituting cost-control measures. The Operations Plan establishes revenue-recovery targets for Fiscal Years (FYs) 2019/20 and 2020/21 at thirty percent (30%) and for FYs 2021/22 through FY 2023/24 at forty percent (40%). The Operations Plan recognizes the importance of addressing deferred maintenance, creating a prioritized capital improvement plan for the facility, and making strategic investments in the property to sustain and preserve its resources while maximizing return on investment by offering popular venues that attract expanded visitor groups and provide a positive user experience. A marketing campaign will also be developed and initiated to target an expanded demographic and to showcase the facility as a year-round outdoor recreational destination of choice and a desired location for special events in California. Finally, the Operations Plan provides for regular assessments of RMA-Parks' progress toward these goals and annual reporting to the governing bodies.

## RMA Vision

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Enhance the quality of life and economic health of the community by providing responsive, efficient, and high-quality public services and to promote good stewardship of natural and man-made resources.

## RMA-Parks Mission

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Maintain stewardship over a system of County regional parks and open space resources in a self-sufficient manner to preserve, promote, and interpret the natural environment, encourage healthy recreation activities, inform visitors about Monterey County's rich history, and provide recreational opportunities that create lifelong memories and build family and community.

## Operational Goals

RMA-Parks has established the following goals to demonstrate how LSA will be managed over the next five fiscal years (FY 2019/20 through FY 2023/24).

- Promote a healthy environmentally sustainable recreational facility by maintaining a safe, environmentally “green,” and clean operation.
- Continue LSA operations under RMA-Parks management at present service levels and meet all mandated programs and requirements.
- Maintain current service levels of the facility to provide camping, boating, fishing, equestrian, day use, and supporting amenities.
- Address deferred infrastructure maintenance needs and prioritize maintenance and repairs to sustain viable infrastructure.
- Manage the facility in a fiscally proactive manner to increase revenue by twenty-five (25%) while controlling costs to reduce annual General Fund subsidy.
- Develop an operating contingency plan to mitigate seasonal impacts on operations due to varying lake water levels by FY 2020/21.
- Create a prioritized Lakes Capital Improvement Plan (CIP) for integration into the County CIP. LSA’s CIP will focus on maximizing return on investment (ROI) by offering popular venues to draw an expanded visitor group and provide a positive user experience.
- Develop and implement a marketing and communications plan, targeting the growth demographics of the outdoor recreation market and event promoters to increase attendance by twenty-five percent (25%) by FY 2021/22.
- Assess quarterly progress toward accomplishing the Operations Plan goals and provide annual reports to governing bodies.

## Operational Objectives:

- Operate Park facilities daily to meet all mandated programs and requirements.
  - Maintain the facilities through application of best industry practices.
  - Produce and provide safe water for bathing and drinking and adequate supply for fire protection in accordance with California Law.
  - Collect & treat raw sewage in accordance with California Law.
  - Protect sensitive natural resources and species in accordance with Federal and State laws.
  - Conduct required water sampling, testing, reporting, and notification.
  - Comply with all terms of the Monterey County Water Resources Agency (MCWRA) recreational area lease.
  - Provide a safe facility for Park patrons utilizing all staff to enforce park rules and regulations.
  - Conduct required Quagga mussel inspections on all vessels entering the park.
  - Prepare and implement an Americans with Disabilities Act (ADA) Transition Plan for Park facilities in compliance with Federal and State ADA regulations for removing barriers to access.



- Develop a budget that addresses the operational needs for FY 2019/20 through FY 2023/24 to maintain current service levels of LSA.
- Adjust monthly operational schedules taking into consideration seasonal attendance and MCWRA water flow rates through monthly water release reports for responsive resource management.
- Incorporate strategic use of part-time and volunteer staff in monthly scheduling prior to the end of FY 2019/20 for cost control and positive budgetary outcomes.
- Utilize the new Reservation System (CivicRec) to effectively manage park use demand and to control costs through its forecasting use reports on a weekly, monthly, and quarterly schedule starting in FY 2019/20.
- Develop concessionaire agreements to contract for additional ancillary revenue streams (store, restaurant, rentals, fuel), at minimal risk to RMA-Parks, to provide value-added amenities for Park patrons and increase revenues starting in Calendar Year 2020.
- Collect data throughout Calendar Year 2020 by utilizing market analysis, the new Parks reservation system, and park user surveys to serve in the development of a marketing plan to increase facility use and attendance to boost revenue by twenty-five (25%).
- Advertise the LSA facility in industry trade sources and by direct outreach to promoters of large area festival events beginning in FY 2020/21 to increase annual revenue-generating special-event days at the facility.
- Compile a prioritized list of all capital and non-capital maintenance projects by March 2020. Schedule all capital improvements (e.g., electrical, water, sewer systems, wireless, campsite upgrades) to cause minimal impact to park visitors.
- Develop a comprehensive Parks System Capital/Maintenance Plan for the purposes of forecasting funding needs in future budgets by the end of FY 2020/21.
- Conduct regular periodic assessments of progress toward achievement of outlined goals and objectives.
- Prepare an annual report on the LSA facility's past fiscal year's performance to present to the Parks Commission by the end of the first quarter each fiscal year.

## Operational Strategy:

The Operations Plan has been developed as a guide to managing LSA North Shore and LSA South Shore to provide sustainable operations of the facilities in concert with the RMA Vision Statement and RMA-Parks Mission Statement. The operational strategy outlines the cyclical, seasonal nature of operations and the staffing needs of the operation as they relate to the rest of the Parks System.

The Operations Plan takes varying water levels which significantly impact facility use into account using part-time seasonal employees and volunteer staff, which can easily be increased or decreased to respond to fluctuations in Park attendance. In addition, scaling access to the facilities can be identified and managed using the new Parks Reservation System (CivicRec) to allow immediate, proactive staffing adjustments to align labor, maintenance, and janitorial costs

with use and demand. This scaling activity includes removing areas open for reservation to provide targeted management of facilities use and services provided based directly on demand and conditions.

Security and patrol of the LSA facilities were addressed by Board of Supervisors action to fund Ranger services out of the General Fund. In addition, RMA-Parks will move some Ranger functions, such as moving buoys and site patrols for camping permits, to the Parks Buildings and Grounds (B&G) unit in anticipation of a reclassification of the Parks B&G positions back to unarmed Rangers with authority to write citations. A second Administrative Operations Manager position was recently approved for management oversight of the LSA facility as one component of the position's overall responsibilities for managing Park operations in South Monterey County. This oversight and close monitoring of facility operations will enhance cost control.

The Operations Plan addresses functions required by the Federal, State and local government such as compliance with the American with Disabilities Act (ADA), Water and Wastewater permits and testing, and Quagga Mussel Inspection. Under the requirements of the facility's lease agreement with MCWRA, Park patrols on the lake surface are also addressed to provide a safe recreational facility for park patrons.

#### **RMA-PARKS SYSTEM STAFFING:**

To understand the new staffing plan for LSA, it is necessary to understand the overall RMA-Parks organization's staffing:

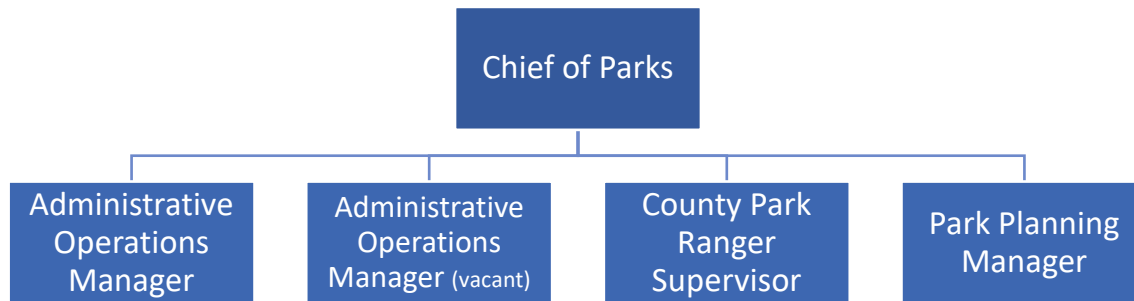
On July 12, 2016, the Board of Supervisors approved a reorganization in the RMA that changed the structure of the organization to one Department with one (1) Director and three (3) Divisions led by Deputy Directors. Deputies are administrators with technical expertise in at least one Unit within their Division. Functional areas like public works, planning, and building services became Units/Bureaus led by an individual with technical expertise for that functional area holding the position of Chief.

The RMA Director was appointed as the Interim Parks Director in late July 2016. RMA inherited a FY16/17 Parks Department Budget that had just reduced staffing down to thirty (30) full-time positions. Operations were generally split between northern and southern parks, including the Lakes. Negotiations for management of Laguna Seca Raceway were underway, handled by the County Administrative Office. Lakes Nacimiento and San Antonio were under a management agreement for operations.

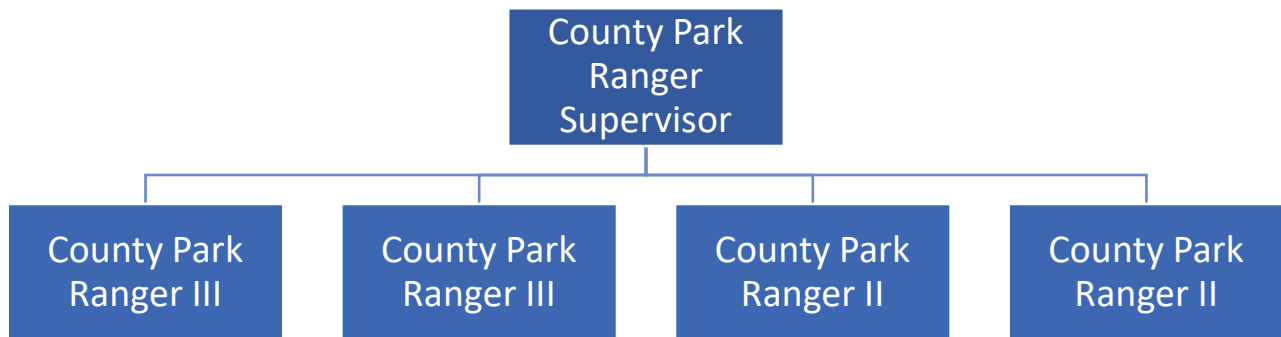
On December 13, 2016, the Board of Supervisors approved the integration of the Monterey County Parks Department (Parks) into the RMA. During the development of the FY 2017/18 Parks Budget, two management positions were eliminated Director of Parks and Recreation, Management Analyst II. In addition, the Special Events Manager was transferred to the County Administrative Office. After the Adoption of the FY 2017/18 Budget, RMA began a process to

convert positions to fit within the agency's organization and apply a countywide perspective for all positions. RMA hired an Interim Chief of Parks until that position was established and filled. Establishment of the Chief of Parks position was completed in December 2018, and RMA engaged outside consultant services for its recruitment. The RMA organizational structure allows the Chief of Parks to focus on Parks Operations, with assistance from other RMA divisions for their various fields of expertise: Public Works for road projects; Facilities for building maintenance; Planning for planning services; and Administrative Services for grant application and monitoring, policy development, and managing financial, payroll, and human resources matters. Being part of RMA provides Parks a greater depth of resources than it could attain as a stand-alone department, without significant added costs.

Currently (FY 2019/20), there are thirty (30) operations positions in the RMA-Parks division/organization consisting of sixteen (17) full-time permanent, eleven (11) full-time temporary, and two (2) temporary seasonal employees. The County Park Ranger Supervisor, Administrative Operations Manager (2) and the Park Planning Manager report to the Chief of Parks. The second Administrative Operations Manager (AOM) position approved by the Board of Supervisors on July 23, 2019 is currently under recruitment.



Through attrition and budgetary reductions, Full-Time Equivalents (FTEs) in armed County Park Ranger positions have been reduced to five:



Currently, the Administrative Operations Managers (AOMs) are responsible for the supervision, direction, and scheduling of the following positions: Parks Buildings and Grounds (B&G) Worker Supervisor (3), Parks B&G Worker II (9), and Park Services Aides (10). In addition, a Senior Parks Water System and Utility Specialist (1) plus Parks Water System and Utility Specialist (3) report to a Civil Engineer assigned to serve the Parks system.



Operational positions are assigned a primary point of north (Toro Park) or south (San Lorenzo Park). Staff resources are routinely shifted throughout the Parks System, as needed for specific projects and to broaden experience/cross training. Live-on park volunteers supplement RMA-Parks staff, assisting with entry gate duties and specialty projects, depending on their area of expertise/training. Volunteers are an integral part of staffing throughout the park system. Each volunteer provides twenty (20) hours of service per week. RMA-Parks continuously advertises to fill live-on volunteer positions throughout the year. North County Parks have space for fourteen (14) volunteer positions, four (4) spaces are unfilled. South County Parks have space for twenty-eight (28) volunteer positions, eighteen (18) at the lakes and three (3) at San Lorenzo

park are unfilled. Through the use of live-on volunteer positions, the Parks has the potential to add 21,840 volunteer hours for use in the Plan. The Parks Volunteer Program is being updated for Calendar Year 2020 and will include a new advertising campaign to attract volunteers and fill positions at LSA and other parks in the County Parks System.

In mid-2017, RMA requested a classification study to return all operations staff to County Park Ranger positions like the Parks organization prior to December 2007. This would involve reclassifying Parks Buildings & Grounds Workers to unarmed County Park Ranger positions with administrative citation authority, plus maintenance responsibilities. Reclassification of these nine (9) positions to an unarmed "County Park Ranger" position would allow these staff to enforce Park rules and regulations as a general task of their position and afford more security for the public. Unarmed County Park Rangers would be able to refer difficult or potentially volatile matters to either armed County Park Rangers or to the Monterey County Sheriff's Office as appropriate. Monterey County Human Resources Department has this classification study underway.

# LSA Staffing Plan

On January 15, 2019, the Board of Supervisors approved Lakes operations that entail the following:

- Lake Nacimiento remains as an enterprise fund, year-round operation.
- A Management Agreement for continued operation of the Lake Nacimiento resort would be negotiated.
- Lake San Antonio-South Shore will be removed from the enterprise fund to become fully (100-percent) managed by the County
- Lake San Antonio-South Shore will be operated as a regional park with low-impact activities (e.g., camping, biking, hiking, boating, fishing, and horseback riding). The intent is for the park to remain open daily during peak season and open weekends only during the off season.
- Lake San Antonio-North Shore will be removed from the enterprise fund to become fully (100-percent) managed by the County.
- Lake San Antonio-North Shore will be operated as a regional park with low-impact activities (e.g., camping, biking, hiking, boating, fishing, horseback riding). The Park would remain open daily during peak season and open weekends only during the off season with one exception, the Park would remain open year-round to equestrian groups.

Since the August 2016 re-opening of both San Antonio Lake North and South operations, staffing of the LSA facility has been supported by utilizing existing RMA-Parks staff pulled from other areas, plus support from the contracted third-party management company. No permanent additional funding support for operation of the LSA facilities has been provided.

LSA must have enough staffing to become a successful regional park operation and to meet all regulatory requirements associated with operating the facility. RMA-Parks has identified six (6) full-time, year-round positions needed to supplement existing staff and seven part-time, seasonal positions needed during the peak season, which typically runs from Memorial Day to Labor Day, to effectively provide all services at the present level.

The six full-time, permanent positions include:

Parks Buildings and Grounds Worker II	(1)
Park Services Aide II	(5)

An additional seven (7) Park Services Aide II positions (part-time, seasonal) are needed during the peak operations period. The additional RMA Parks staff will assume gate/entry duties, perform required Quagga & Zebra mussel inspections, make park reservations, and complete campground maintenance duties.

In years where the water levels remain high, five (5) additional seasonal Park Services Aide II positions are required to support the longer peak operations period.

RMA-Parks previously requested an Events Manager position to assist in overall marketing and event coordination for the County Parks System with emphasis on attracting large events to Lake San Antonio. Since this position would benefit the entire County Parks system, RMA-Parks plans to include this position request in its Fiscal Year 2020/21 budget process supported by a return-on-investment justification for the position.

Store and Restaurant operations were closed in 2018 and are not included in the Operations Plan. They are referenced regarding RMA-Parks intent to enter into concession agreements for these services. Related revenue projections will be considered in future budgets when the ancillary operations resume.

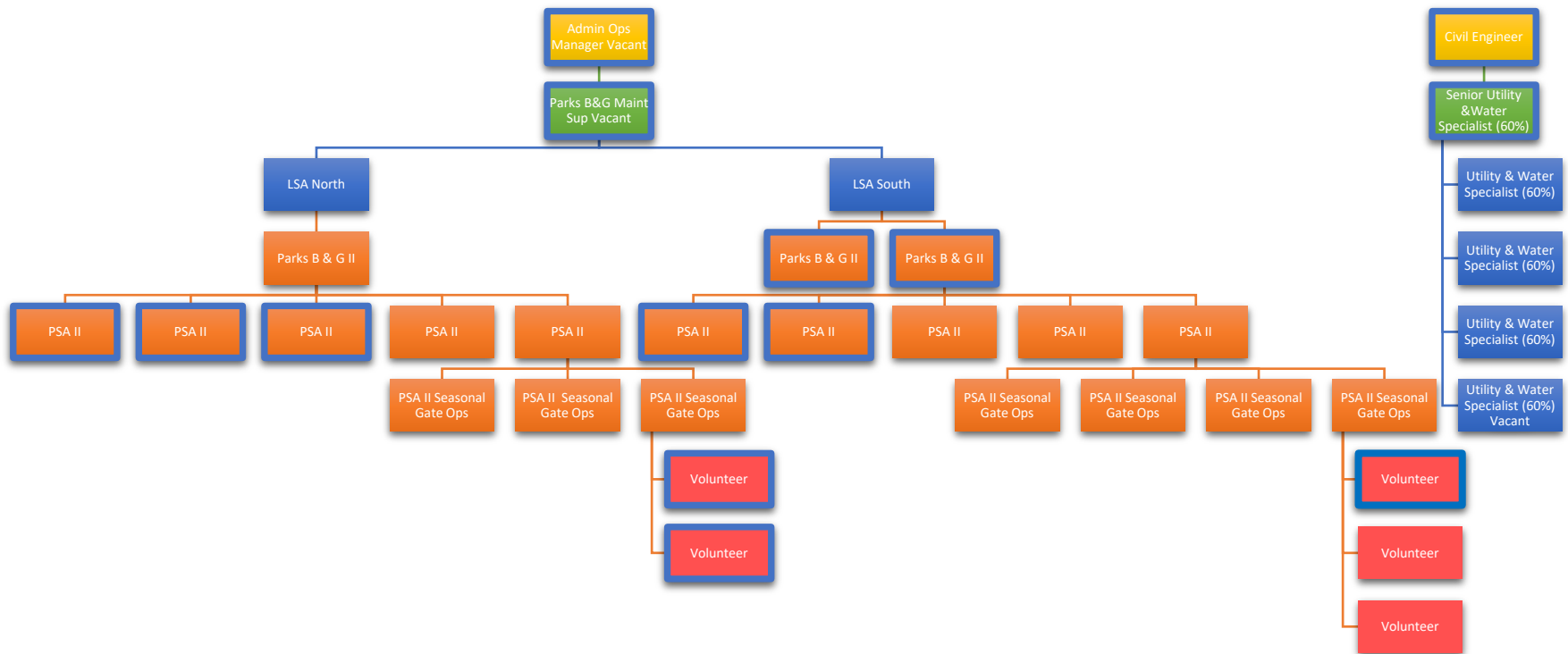
In addition, the new Parks reservation system (CivicRec) allows RMA-Parks to increase or decrease reservable campsite inventory to strategically manage specific areas of the facility during cyclical use and in concert with entry gate staffing schedules.

#### **SEASONAL OPERATIONS STAFFING:**

LSA general operations call for staffing of entry gate access to the Parks from March through December for LSA-South Shore and from March through October for LSA-North Shore. During months that the access points are not staffed, the facilities revert to the use of an Iron Ranger (envelope fee collection) with minimal staffing for minor maintenance, janitorial, and garbage collection. The operating season is reflective of the current use and revenue cycle of the facilities (see Operations Plan-Financials). Entry gate operating times during the high use season are from 6 a.m. to 8 p.m. daily. Planning for seasonal norms allows RMA-Parks to appropriately escalate or reduce staffing levels to best provide adequate staffing levels while controlling costs at the LSA facilities.

Seasonal planning with staffing and facility access gives RMA-Parks better control of facility operating costs. Through the review of weekly park attendance and budget expenditures, management will identify trends and execute timely operational adjustments that will increase operating efficiencies through staffing and cost controls.

## Proposed LSA Organizational Chart



All positions in solid blue and outline blue are currently funded or existing positions within RMA-Parks. Volunteers are non-funded positions with no cost to the County.

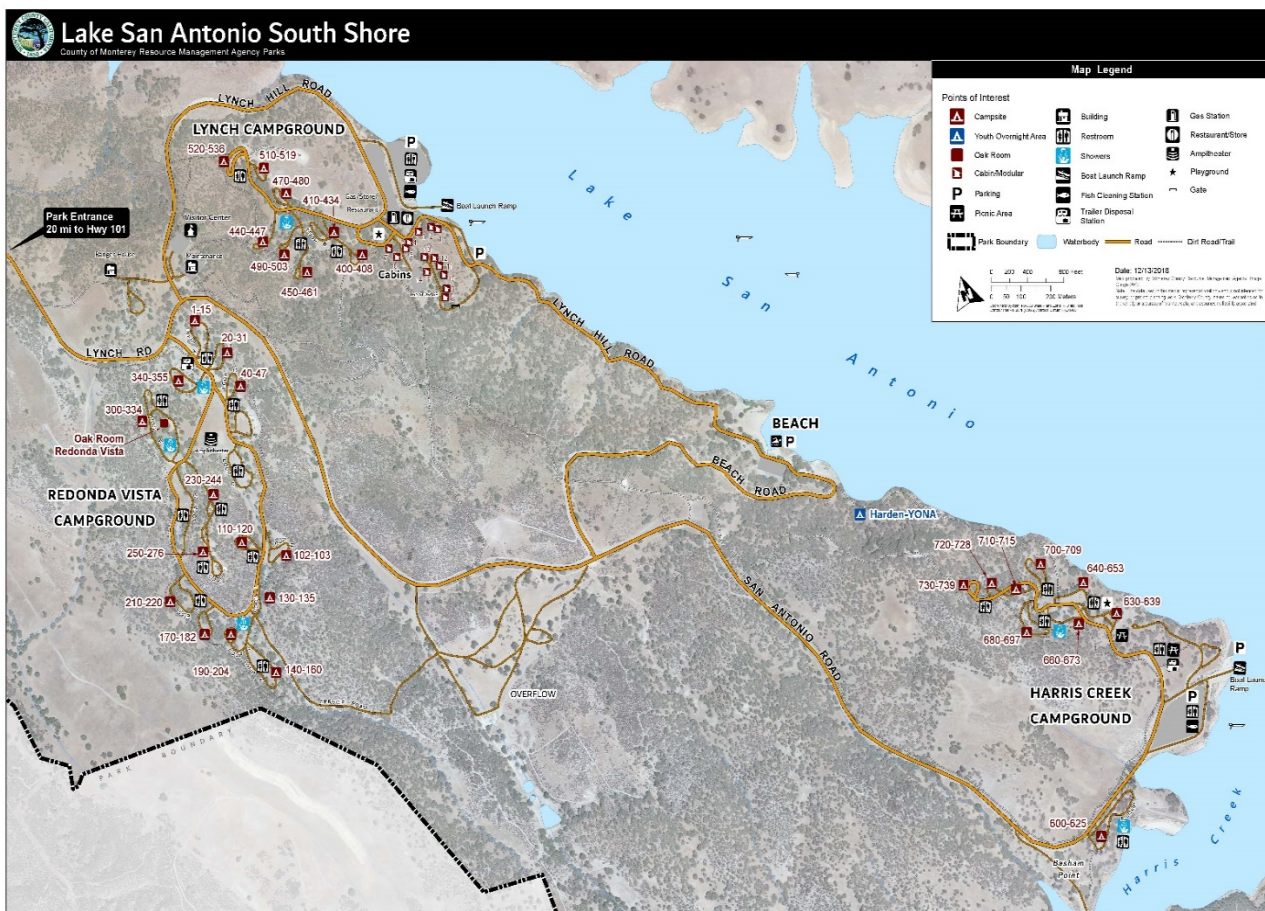
All solid orange positions are new and being requested as part of the Operations Plan.



## LSA Description

A map and brief descriptions of the facilities and camp areas within LSA North and South Shores are provided below for reference. When the Operations Plan is discussed, it is important to note the size of the facility and the travel distance miles between LSA North Shore and LSA South Shore is 23 miles. The Operations Plan has been developed to better manage the facilities across a large area with an understanding of travel time and utilization of resources.

### Lake San Antonio-South Shore



LSA-South Shore (LSA-SS) comprises a vast, long geographical area, containing 8.5 miles of Parks roads and three (3) main camping areas located miles apart. Most LSA-SS facilities were built in the late 1960s.

LSA-SS has 419 developed campsites in its three main camping areas:

<b>Table 1 – Campground Facilities at LSA-South Shore</b>			
<b>Campground</b>	<b>Water Hookup</b>	<b>Electric/Water Hookups</b>	<b>Full Hookups (Electric/Water/Sewer)</b>
Redonda Vista	110	0	86
Lynch Creek	51	55	0
Harris Creek	91	26	0

The Campground facilities include 21 restroom buildings and 7 shower facilities. Most are located throughout the three main camping areas. Guest services near the Lynch Boat Launch include a general store/café, offices, fuel station, and small maintenance shop. A separate maintenance yard and staff housing on “Ranger Circle” contain 12 full-hookup campsites that have separately metered electrical. No gas is available, and water is not metered. The facility also has 3 employee residences. Two (2) residences are modular buildings, and one house is a traditional built. All three residences are occupied where those employees are provided reduced rent in exchange for their availability to respond after hours emergency call outs.

### **Maintenance Yard**

The Maintenance Yard serves as the main hub for Park maintenance and operations. The complex includes a fully functional working fleet mechanics shop; wood and tool shop; plumbing storage; employee breakroom; two offices; restrooms; additional outbuilding with offices and restroom; and a bunk house with a kitchen, two restroom/showers, and six bunks. There is also a fuel station and multiple overhead structure for parked equipment.





### **Administration Building**

The Administration Building has several offices and a small visitor center. The building is infested with bats and associated guano buildup. This building would require full remediation should the Board of Supervisors decide to repurpose this facility. Cost estimates for remediation and renovation will be provided in a future capital plan.



### **Redonda Vista Campground**

Redonda Vista Campground is the first campground to the right after entering the park, located .75 miles from the entry gate. It is characterized as oak-prairie camping and has the only full-hookup camping sites at South Shore. Redonda Vista features a total of 196 campsites: 86 offer full hookups (electrical, water, and sewer) and 110 sites offer water hookups only.



Additional amenities include eleven (11) operational restrooms buildings, three with shower facilities which have recently received new on-demand water heaters to reduce propane usage and improve performance. Redonda Vista also includes a single stall ADA-accessible shower building installed several years ago.



**The Oak Room Building at Redonda Vista Campground**



The Oak Room is approximately 1,200 square feet in size and has been utilized as a wedding venue and a community use space for guests. Park patrons can able to camp at full hook-up sites adjacent to the Oak Room. The Oak Room has a barbeque area that overlooks a newly restored lawn. The building would benefit from installation of a new floor, roof, and removal of its “drop ceiling.” The deck also needs to be removed and could be replaced with a different patio. Given its rental history, keeping this facility open is not likely to result in a positive return on investment (ROI), but it is a popular amenity historically with RV groups. With updates to the building and surrounding patio, there is increased potential to market this facility as a wedding/reunion venue.



### **Harris Creek Campground**

Harris Creek is the most remote camping area at LSA-South Shore; however, it is the only developed campground with a lake view. Harris Creek is 3.25 road miles from the park entrance and 2.53 road miles from the nearest campground. Harris Creek includes A Loop to H Loop, which span roughly .75 miles. It contains a total of 117 Campsites: 26 campsites offer water and electricity hookups and 91 campsites offer water hookup only. Amenities also include seven (7) operational flush-toilet restroom buildings, including two buildings with showers; a day-use area; boat launch ramp; boat parking; an RV sewer dump station, and children's playground.



### **Lynch Creek Campground Area**

Lynch Creek Campground Area is roughly 1.85 Miles from the entry gate. It has the most amenities within walking distance. Facilities in the Lynch Creek Campground Area include lodges, a 106-site campground, playground, a general store building with a restaurant and bar (not currently in operation), fuel sales (not currently in operation), boat parking, fish-cleaning station with adjacent restroom building, long-term boat storage, and boat launch ramp. The Lynch Creek Campground Area is the main festival area for the annual Wildflower Triathlon.



### **Lynch Creek Campground**

This campground is nearest to the general store and provides the most convenient lake access due to its proximity to the boat launch ramp. Amenities include 106 campsites, 55 offering

electricity and water hookups, and 51 campsites offering a water hookup only. Developed campsites surround the playground, volleyball court, and lawn area, near the lodges at Lynch Creek. In addition, Lynch Creek Campground features four (4) flush-toilet restroom buildings, one with shower facilities all in operational condition.



### **Lodges at Lynch Creek**

The Lodges consist of six (6) rentable modular units surrounding a large shaded open space area within walking distance to the store/cafe, boat parking, and Lynch boat launch ramp. The large open space area includes amenities such as playground, volleyball court, and two large fenced lawn areas and campground with electrical hookups. Five lodges are singlewide modular homes which have been painted this last year. Installed in 2012, these durable units are in good condition. Two units (Units #1 and #2) are older circa 1990s and are undergoing repairs and currently unavailable for rental. Other units are receiving new flooring and paint to update them and provide a fresh feel for patrons. These modular units are doublewide with lake views.



The area on top of the hill contains eight (8) dilapidated trailers that need to be demolished. This area has high development potential as it has one of the best lake views at LSA-South Shore for ten (10) new sites. The cost of removal and purchase of new trailer units will be included in a comprehensive future capital project request.



### **Overflow Camping Area**

An Overflow Camping Area is located 1.6 miles from the entry gate, next to the main road to Harris Creek. This area is easily opened or closed as needed during a busy weekend or special event. The area can accommodate approximately 500-750 vehicle camping sites. In the off season, the area requires minimal maintenance other than mowing and maintaining the dirt access road. This area lends itself to special events, such as the Star Gazing Group, because of its open design and ability to support approximately 10,000 people in a festival setting. A few water spigots and fire hydrants are scattered throughout the area. The sewer plant is adjacent to the open area.

### **Beach Area**

The beach area is a natural beach available for day use. There is one flush-toilet restroom facility in fair condition. Portable restrooms are brought in during peak season. This area includes a large parking lot, which is in poor condition, and concrete tables. Approximately 25 first come, first served day-use areas offer a lake view, shade trees, and barbecues.

### **Youth Camp Over Night Area**

The Youth Camp Over Night Area overlooks the lake and includes a kitchen, restroom facility, and showers, and recently restored picnic tables. The facility is fully functional and is in fair operational condition. The Youth Camp is one of the most scenic spots in the park. Its scenic location makes it ideal for weddings and a popular spot for Scout troops and church groups who volunteer annually to maintain the facility.







### **Water System**

The water supply system is currently non-potable and will require modifications to the filter plant to achieve potable status. The pipes are ductile iron circa 1960. There is roughly 5 miles of distribution pipe delivering water to the entire facility from one central location. Water is currently pumped from the lake itself and processed by a filtration plant. This system will also require a replacement lining or a new water-holding tank, currently 500,000 gallons, which was relined eight (8) years ago. It started leaking shortly after installation. The filter plant processes 350 gallons per minute, which exceeds the current need. For comparison, there is 108,000 gallons of storage at Lake San Antonio North Shore from two (2) wells that produce a combined 100-120 gallons of potable water per minute. Lake Nacimiento has 125,000-gallons of potable water storage with one shallow well, which pumps to a 20,000-gallon water tank and is then processed by the filtration plant that fills a 125,000-gallon tank at a rate of 40-50 gallons of potable water per minute.

### **Sewer System/Septic System**

The sewer system collects sewage and gray water from the entire facility and utilizes a series of gravity feed and 5 Lift Stations to deliver the sewage to the treatment plant. The system is original to the facility with upgrades in the pumping system made in recent years. The system requires daily manual maintenance checks to ensure safe operation. The facility's central waste processing plant is also original and has not seen many upgrades through the years. It is however functional with plenty of capacity to handle the needs of the facility.

### **Old Marina**

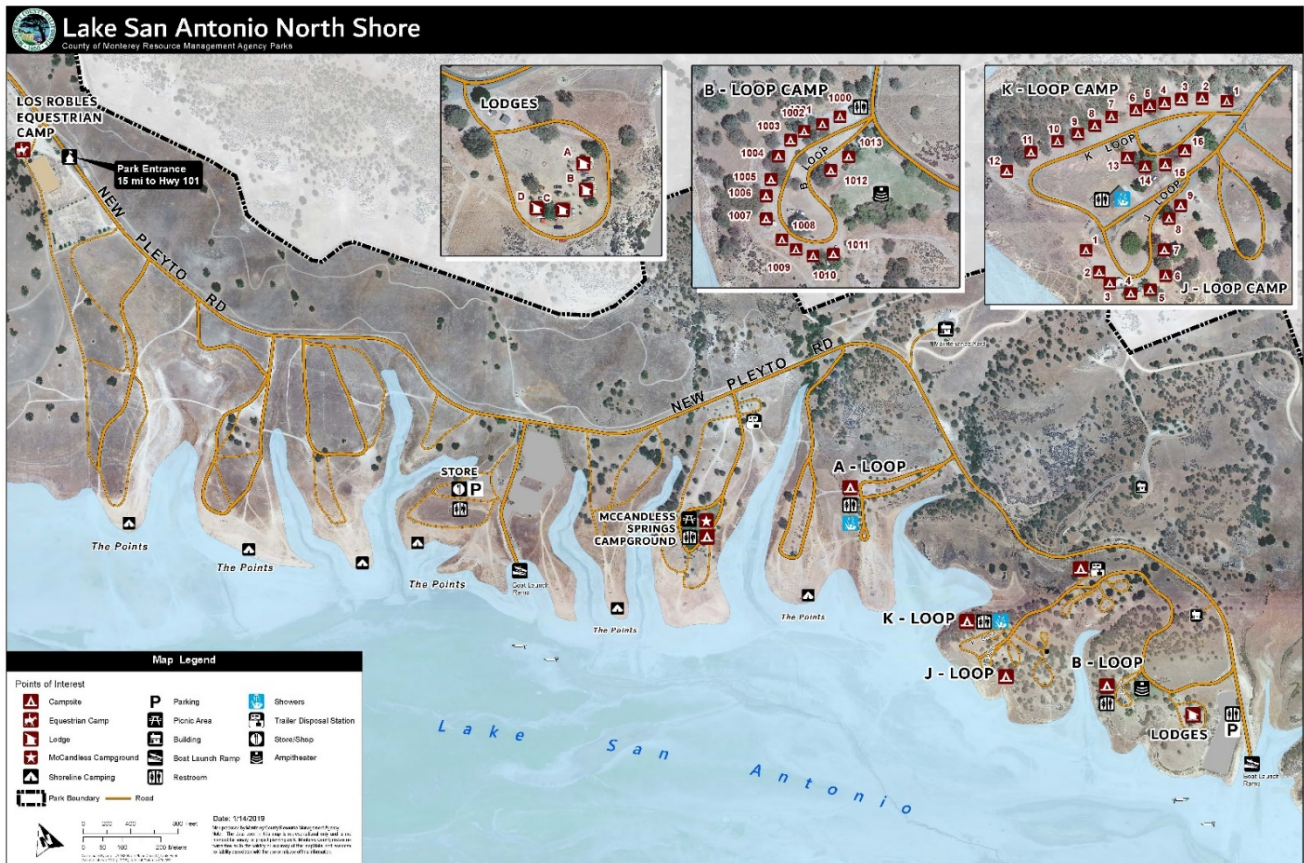
During the 2017 winter storms, the Marina was broken up. The marina is currently nonoperational and non-accessible as it is anchored in the middle of the lake. The plan is to salvage two of the fingers to allow for some boat docking at Lynch Creek. The remainder of the marina will need to be demolished.



## **Houseboats**

Currently, there are 16 Houseboats at Lake San Antonio. These houseboats pay an annual fee of \$1,600. Staff constantly monitors the status of the houseboats which require moving during different parts of the season with the fluctuations in the lakes water level. These boats also present a challenge because mooring lines break leading to houseboats drifting free and must be retrieved and re-anchored by staff. County Counsel has expressed concerns of County staff moving third-party property; and the potential of fuel spills as there no longer exists an environmentally secure fueling system on the lake. Transfer of fuel presents greater opportunity of spills into the lake. MCWRA supports removing these vessels. It is important to note that very few lakes in the state of California allow houseboats as well as the fact that none are allowed at Lake Nacimiento. It is the intent of RMA-Parks to modify the Chapter 14.12 to discontinue houseboat access on LSA by the end of calendar year 2020.





## Lake San Antonio-North Shore (LSA-NS) Facilities

The limited number of facilities within a smaller geographical area make LSA-North Shore (LSA-NS) a less complex property to manage than LSA-SS with its large open spaces and expansive infrastructure. North Shore has roughly 2.4 total road miles extending from the entry gate to the lower boat launch ramp.

LSA-NS has 145 total developed campsites with 14 full-service hookup campsites, 37 water-hookup-only campsites, and 94 water and electric hookup campsites. North Shore's main feature are the "large peninsulas" of open ground. These peninsulas comprise roughly 200 acres. When the water level is high, patrons pull their boat up to their campsite along the shoreline. These peninsulas are also conducive to large special events of varying capacities depending on the event type, setup, and services.

The facility includes two (2) boat launch ramps and associated boat-parking areas, four (4) shower/restroom buildings, and six (6) restroom-only buildings. Access to the lower boat launch ramp is roughly 700' elevation, and the boat launch ramp nearest the store is roughly 720' elevation allowing Park operations to shift access to the lake in high water seasons.



The ever-present challenge at LSA-NS is the water level of the lake. Due to its higher elevation, it is the first section of lake to lose boat access to water. Additionally, its watershed is not as consistent as Lake Nacimiento, often resulting in lower lake water levels. If the proposed Interlake Tunnel Project is completed in the next five years, it is anticipated that LSA-NS would have adequate yearly water levels for recreational activities for a longer duration each summer, subject to MCWRA water management of the reservoir levels.

### **Los Robles Equestrian Area**

The Los Robles Equestrian Area is located at the entry to the Park. RMA and MCWRA recently finalized an amendment to a cattle-grazing lease that allows public access of the *Long Trail*, a popular equestrian trail located on MCWRA property is under a separate-cattle grazing lease. Horseback riding is also permitted on other trails within LSA-NS park boundaries. This facility's trail system presents a unique opportunity for marketing to equine travelers as a year-round overnight camping area on the coastal equine show circuit. Los Robles has a kitchen, BBQ area, arena, corrals, and four (4) full-hookup RV/Trailer campsites and can accommodate 30 horse trailers.



### **McCandless Area**

The McCandless Day-Use Area serves as a family gathering area. The area features group barbeques, shuffleboard, volleyball, picnic tables, 35 dry camping sites, and an irrigated lawn section, offering the only green space in the otherwise dry North Shore landscape during the summer months. The main shower building at LSA-NS is also located here.



### **The Cottages at LSA-North Shore**

There are four (4) 399-square-foot cottages overlooking the lower boat launch ramp at LSA-NS. These air-conditioned cottages were installed in 2012.



### **Developed Camping Area A-K Loops**

These camping loops are located roughly 2.4 miles from the Park entrance. As mentioned, LSA-NS has a total of 145 developed campsites in this area: 14 full-service hookups, 94 with electrical and water hookups; and 37 with water hookup only. A-Loop offers water-only hookups; B through K Loops offer electrical and water hookups. These sites are fully developed with barbecues, paved sites, and tables.

### **Equipment, Buildings, and Other Facilities**

Other facilities include a small store made up of modular units, a maintenance yard with a fuel station, and one (1) county owned residence for on-site staff, and two (2) employee owned residences which exist with a ground lease agreement. One of the staff residences, a modular building, is in poor shape and needs to be demolished or undergo a substantial remodel. The other staff occupied residence is also a modular building and is approaching the end of its useful life. There are 2 full hook-up sites above one of the staff residences which have been historically used as a special operations post by the sheriff's department on busy weekends and special events

### **Water System**

LSA-NS has two (2) productive water wells, five (5) water storage tanks, and approximately 15,000 linear feet of distribution pipeline with two (2) booster pumps. Most of the system has been upgraded to PVC piping, so old corroded pipes have been replaced. Water holding tanks are in good condition with 108,000 gallons of storage.

### **Sewer System**

This facility is roughly half the complexity of the LSA-SS sewer facility due to its limited sewer line footage. Seven (7) lift stations and a sewer plant are located behind the maintenance yard. The system is in moderate to good condition.

## Financials

The financial components of the Operations Plan consist of revenues and expenditures incorporating the costs of staff and materials required to operate the facility on a fiscal year (July 1-June 30) cycle.

Historically, RMA-Parks has operated with General Fund support, with a three- (3) year average recovery through revenue of 24%. This figure was calculated after removing the special use facilities (Laguna Seca and Lakes Nacimiento and San Antonio) for FY 2015/16 through FY 2018/19 expenditures and revenues.

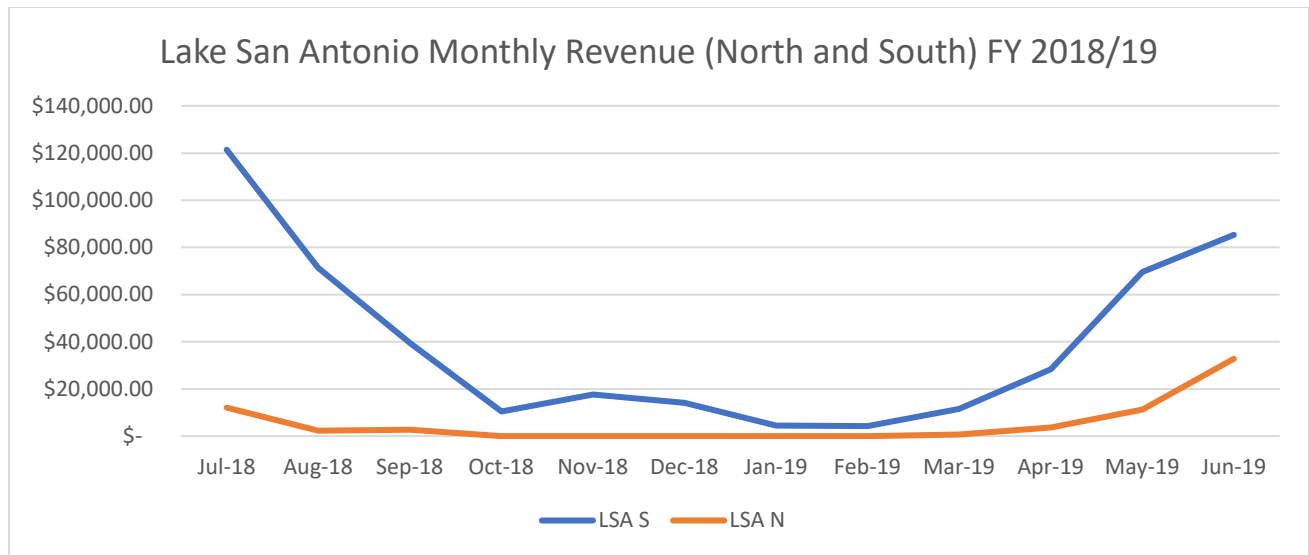
Based on projections, the LSA North and South Shore operations can perform significantly better than the current average of 24% and 31%, respectively. For every \$1 expended operating the facilities, RMA-Parks recovers \$0.24. Understanding the current facility target revenues across the park system helps gauge the feasibility of the LSA financials. Accordingly, a major objective of this five-year Operations Plan, is a minimum 30% target recovery for Years 1 and 2 and a 40% target recovery for Years 3 through 5. To reach the 40% recovery target, RMA-Parks plans as a complementary objective to increase revenues through increased park attendance and ancillary revenue streams (e.g., store, restaurant, fueling station, special events) while decreasing costs over each annual fiscal year cycle through stringent, responsive, and comprehensive resource management.

### Assessment of Day-Use-Only Operations at Lake San Antonio

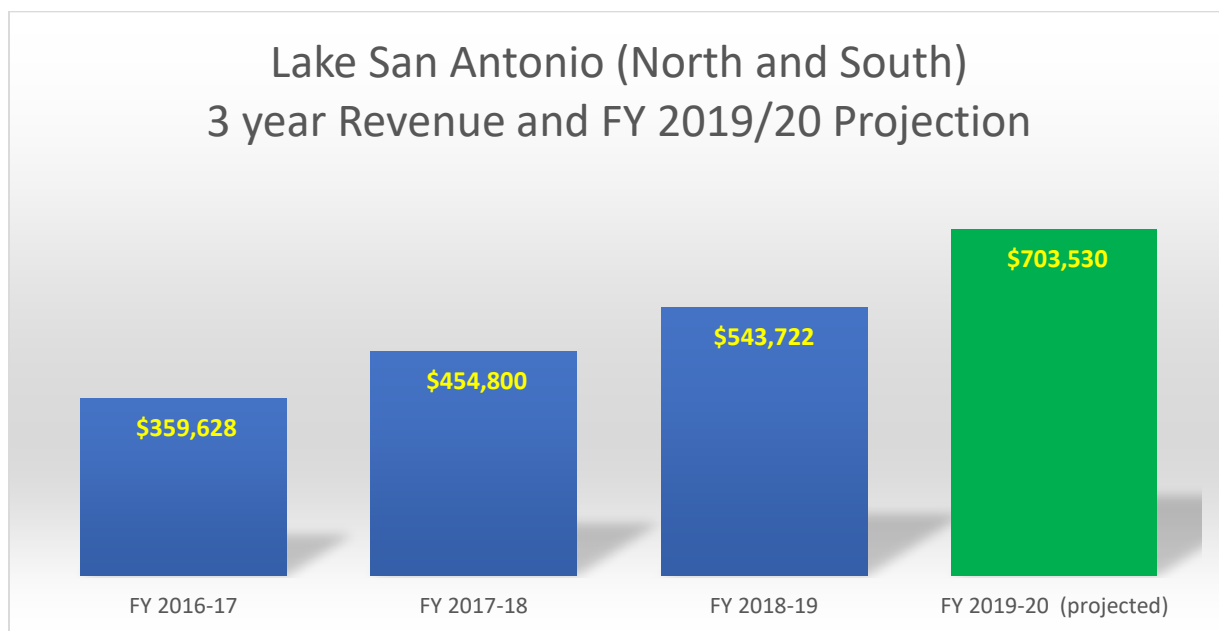
A Day-Use-Only operation at LSA is not recommended because most visitors, 81.25%, use the facilities for overnight camping (refer to Operations Plan-Demographics). While this facility continues to gain attendance since 2015's low-water year, a drop off in use in excess of 70% will take several years to recover from, making it fiscally untenable to operate Lake San Antonio as a Day-Use-Only facility. The cost of operations and maintenance would well exceed available revenues to the point of skewing the overall revenue recovery targets for the entire RMA-Parks system. LSA's impact is largely due to the size of the combined facility and amount of dedicated camping space. It is also important to note that closure of a facility does not alleviate all maintenance costs as even dormant properties require certain levels of maintenance and management of remaining infrastructure.

### Annual Revenue

In Fiscal Year 2018/19, LSA generated \$543,722 in revenue. Revenue outlined in this Operations Plan does not include revenue from special events nor take into consideration future potential revenue from special events held at LSA. The graph below shows seasonal revenues by month and facility:



From calendar years 2013 through 2015, a significant drop in water levels required closure of LSA. Since the lake reopened in 2016, there has been a steady increase in annual revenue.



Since FY 2016/17, the average annual revenue increase approximates 18.5%. A conservative estimate factor of 11% has been applied to FY 2019/20 projected revenue. Anticipated revenue of \$703,530 from two scheduled major events is included in the FY 2019/20 projection.

## Proposed Lake San Antonio Annual Operating Budget Fiscal Year 2019/20

A general summary of the budget is as follows:

	CYE FY 2019-20	Forecast FY 2020-21
<b>Operating Revenue</b>		
Other Court Fines	0	0
Rents, Concessions, and Leases	148,049	0
Park and Recreation Services	703,530	780,918
Miscellaneous Revenues	0	0
<b>Subtotal Operating Revenue</b>	<b>\$ 851,579</b>	<b>\$ 780,918</b>
<b>Operating Expenses</b>		
Salary and Benefits		
Existing Permanent Positions	950,915	1,014,190
Existing Temporary Positions	87,114	89,944
<b>Subtotal Existing Positions</b>	<b>1,038,029</b>	<b>1,104,135</b>
Requested Permanent New Positions	481,922	510,530
Requested New Temporary Positions	137,864	142,856
<b>Subtotal New Positions</b>	<b>619,786</b>	<b>653,386</b>
<b>Total Salary and Benefits</b>	<b>1,657,815</b>	<b>1,757,520</b>
Services & Supplies	979,965	854,863
Other Professional Services	148,049	0
Other Expenses	192,035	192,035
<b>Total Expenditures</b>	<b>\$ 2,977,863</b>	<b>\$ 2,804,418</b>
<b>Subtotal GFC Need</b>	<b>\$ (2,126,284)</b>	<b>\$ (2,023,500)</b>
GFC Already Approved:		
FY19/20 Budgeted Existing Staff	530,343	530,343
FY19/20 GFC Basecamp Transition	150,000	0
FY19/20 GFC Ranger Support LSA	347,757	347,757
FY19/20 Admin Ops Manager	86,956	86,956
<b>Total GFC Already Approved</b>	<b>1,115,056</b>	<b>965,056</b>
<b>Proposed Shortfall/GFC Need</b>	<b>\$ (1,011,228)</b>	<b>\$ (1,058,444)</b>

During the July 23, 2019 Board presentation, the Board of Supervisors allocated funds for Park Ranger salary and benefits and moved them from the Enterprise Fund to the General Fund. A



portion of these funds are assigned to Lake San Antonio Park Ranger patrols. The current RMA-Parks budget includes these costs which will continue to be funded through current General Fund support.

<b>Operating Costs for LSA FY2019-20</b>			
	<b>North Shore</b>	<b>South Shore</b>	<b>Total</b>
<b>Object Label</b>			
6211 - Agricultural Service & Supply	4,124	6,169	10,293
6222 - Uniforms and Safety Equipment	2,000	4,000	6,000
6231 - Communication Charges - External	4,480	12,200	16,680
6232 - Communication Charges - Internal	2,000	7,200	9,200
6241 - Food	150		150
6251 - Cleaning and Janitorial	1,800	3,000	4,800
6311 - Buildings & Improvements Maintenance - External	39,075	93,050	132,125
6321 - Equipment Maintenance	15,000	25,078	40,078
6351 - Membership Fees	100	600	700
6361 - Non-capital Equipment	64,020	95,494	159,514
6381 - Advertising		500	500
6402 - Bottle Water	648	2,088	2,736
6403 - Office Machine Supplies	1,000	250	1,250
6410 - Office Supplies	400	400	800
6411 - Postage and Shipping		150	150
6412 - Printing, Graphics and Binding Charge - External	100	100	200
6603 - Data Processing Services - Internal	1,400		1,400
6605 - Laboratory Services	1,800	1,300	3,100
6613 - Other Professional & Special Services	29,000	35,500	64,500
6821 - Rents and Leases - Equipment	7,000	7,410	14,410
6835 - Other Special Departmental Expenses	13,000	40,000	53,000
6861 - Conference/Lodging/Meals/Travel		600	600
6881 - Utilities	25,265	60,633	85,897
6864 - Fuel and Maintenance	39,350	76,388	115,738
6867 - Vehicle Assessment Maintenance Program (VAMP)	35,011	71,083	106,094
7121 - Taxes and Assessments		50	50
<b>Total</b>	<b>\$ 286,723</b>	<b>\$ 543,242</b>	<b>\$ 829,965</b>

The operating costs for LSA are comprised of five general functions as noted in the budget and described below:

Communications	25,880
Regulatory	120,650
Personal Protective Equipment	12,236
Operating Costs	528,781
Buildings & Grounds	142,418
<b>Subtotal</b>	<b>\$ 829,965</b>
Funded transition costs	150,000
<b>Total</b>	<b>\$ 979,965</b>

#### **Communications (\$25,880)**

Communications covers several support systems for the continued operation of entry gate, maintenance yard connectivity, and Wi-Fi for the Lodges allowing for continuity with County systems and point-of-sale processing. Communications also includes relocation and upgrades to the Ranger dispatching system and cellular telephones for staff allowing for constant communication during operations.

#### **Regulatory (\$120,650)**

Regulatory includes water system and lake algae testing, backflow regulator testing of systems as required by State and Local Agencies. Included in this functional area are taxes and assessments for the property as well as Air Board and Water Board permits. Since LSA has its own water/wastewater processing plant, the level of permitting and inspections is higher than other park facilities in the County's park system.

#### **Personal Protective Equipment (\$12,236)**

This includes equipment required for safety protection inclusive of steel toe boots, safety harnesses, and various protective gear required to perform certain position duties, such as tree trimming or building repair and maintenance which require the use of power equipment. In addition, specialized gear required for performing maintenance in confined spaces within our water/wastewater systems is included.

#### **Operating Costs (\$528,781)**

This area covers general operating costs inclusive of all supplies and materials for cleaning and janitorial, household equipment, non-capital equipment, advertising, postage, printing and graphics, rental and leasing of equipment, vehicle maintenance and repair, and fuel and utility costs. This is the largest cost area as it encompasses most materials required for daily operations and general maintenance. For instance, printing and reproduction would cover the cost of entry gate envelopes for iron rangers while vehicle maintenance covers not only cars and trucks but also lawn mowers, tractors, and other motorized equipment.

**Buildings and Grounds (\$142,418)**

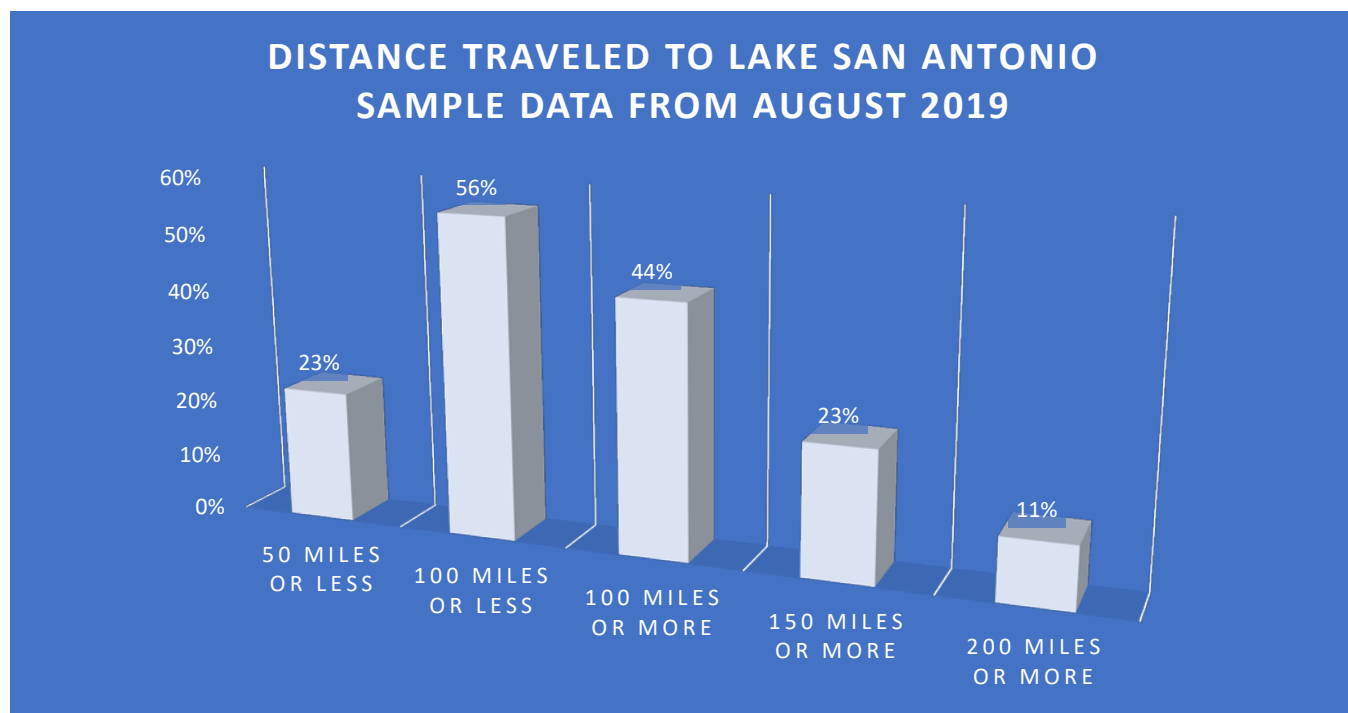
These costs are directly related to materials required for the maintenance of buildings, which include fencing, roof, and entry gate repair and remodel and electrical pedestal repairs. Grounds costs encompass items such as squirrel bait, ground seed, sprinklers, fertilizer, and herbicides.

Over the Five-Year Operations Plan cycle, RMA-Parks will develop an annual report on LSA operations for presentation to the Parks Commission prior to the end of the first quarter of each succeeding fiscal year. The first annual report is anticipated to be presented to the Park Commission for FY 2019-20 in September 2020.

## Use and Marketing Demographics

At the July 23, 2019 Board of Supervisors meeting, the Board requested that RMA-Parks collect and research data to identify and define the Lake San Antonio user base to determine marketability and potential future revenue. RMA staff collected and received data on use patterns using past years' revenue and park users' zip code information for August 2019. Zip code collection was accomplished through the third-party contract operator, Basecamp, as a beta test for a potential new attendance tracking system. This information was matched to demographic data from various camping trade reports to gauge how the LSA facility conforms to industry trends. While the collected data is quite limited, it shows that LSA facilities follow current recreation industry norms.

In the peak season months (June/July/August 2019), LSA had an average camping use of 81.25% of its visitors: LSA-South Shore camping accounts for 88.5% of use; LSA-North Shore camping 79.5%. The following chart showing distance traveled to use LSA facilities was derived from zip code information collected in August 2019 from 943 LSA patrons.



Nationwide camping statistics indicate that use of camping areas is supported by 54% of users traveling 100 miles or less. LSA is slightly above the national average, with 56% of its users traveling 100 miles or less to use the facility.

Closest visitors to Lake San Antonio, comprising 15 visits, were from local Bradley, California residents. The visitor traveling the farthest, came from the Arlington, Virginia area over 2,395 miles away. Most visitors traveled to LSA from within California. The majority traveled from the greater Los Angeles, California area.

## LSA PATRONS

While LSA has a wide western United States appeal, residents of Monterey County, California comprise 31% of park users who travel from 100 miles or less, equaling 17% of all users surveyed in the August 2019 zip-code analysis. Of the 164 Monterey County, California residents tracked, the largest percentage of visitors, thirty-five percent (35%), traveled from Salinas, California, followed by nine percent (9%) from Bradley, California.

The following 2018 statistics compiled by leaders in the outdoor recreational industry show demographic user trends that will be taken into consideration when planning for LSA operations.

- The importance of on-site recreation to campers increased in 2018 with 40% percent of campers selecting campgrounds because of the recreation venues. Studies reflect that the importance of on-site recreation fluctuates based on a camper's life stage.
- Fishing continues to trend down; hiking and canoeing continue to trend up.
- Luxury cabins and Recreational Vehicle (RV) rentals continue to outpace all other accommodations sought.

- In 2018, millennials (ages 23-38) continued to make up the bulk of campers, 56% of first-time campers and 41% of overall campers.
- 52% of campers have children in the household.
- Multicultural groups outpaced Caucasian campers.
- 10% of campers are from same-sex households, compared to less than 4% in 2015.

## Conclusion

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Over the next five years, RMA-Parks will be committed to executing the Operations Plan and manage the LSA Park facility in a proactive manner to achieve the goals, objectives, and strategies outlined.

The facility will be operated to meet all mandated programs and requirements within the current operational needs. Implementation of a flexible staffing plan will create responsiveness to cyclical use trends while controlling costs. Use of the new reservation system will provide additional controls that will assist in our ability forecast and meet patron needs. Additional ancillary revenue streams will provide value-added amenities and increase revenues. Monitoring the use of resources and use data collection will help to develop a targeted marketing strategy which should subsequently increase revenues. In conjunction with these effort, RMA-Parks will seek to increase special-event days and large area festival events. Establishment of a capital and non-capital maintenance project and improvement plan will allow for the forecasting of infrastructure replacement needs.

The purpose of the Operations Plan is to transform and deliver a dilapidated facility into a well-kept outdoor recreational resource with appropriate amenities. This will allow the public to continue to enjoy the use of the facility while the County maintains a significant property asset in a proactive customer service-oriented manner.

Lake San Antonio is a property that, while cyclical with water levels, when properly managed has great potential for boating, biking, hiking, fishing, horseback riding and camping in the South Monterey County. As RMA-Parks re-establishes amenities such as store, restaurant, rentals, and fuel operations, the popularity of the facility will only increase in the foreseeable future. Using market and on-site surveys in conjunction with data gained from the current reservation system a marketing campaign will be developed to increase market area to enhance facility revenue.

With proper staffing and seasonal operational adjustments LSA operations will be managed in a more efficient manner while accomplishing RMA-Parks mission to preserve, promote, and interpret the natural environment, encourage healthy recreation activities, inform visitors about Monterey County's rich history, and provide recreational opportunities that create lifelong memories and build family and community.