



Memorandum

TO: HONORABLE MAYOR
AND CITY COUNCIL

FROM: Albert Balagso

SUBJECT: CITY-WIDE AQUATICS
MASTER PLAN

DATE: February 13, 2007

Approved

Date

2/14/07

COUNCIL DISTRICT: City-Wide
SNI AREA: N/A

RECOMMENDATION

1. Acceptance of the status report on the City-wide Aquatics Master Plan.
2. Discussion and action on policy options regarding the future development of the City's Aquatics Program including funding strategies to be referred to the FY2007-2008 budget.
3. Approval of the first amendment to the consultant agreement for design services with Counsilman Hunsaker & Associates, Inc., for the City-wide Aquatics Master plan to increase the compensation by \$16,000 from \$225,825 for a total agreement amount not to exceed \$241,825.

OUTCOME

This report provides an opportunity for the City Council to review the status of the City-wide Aquatics Master Plan process, consider the impact of alternative development scenarios and evaluate potential strategies to fund and operate Aquatic programs and facilities over the next fifteen years. In addition, this report will provide authorization to amend the consultant agreement with Counsilman Hunsaker & Associates to compensate for an expanded scope of work related to the additional community outreach activities.

EXECUTIVE SUMMARY

In April 2005, the outside consultant firm Aquatics Design Group (ADG) was retained to

conduct an independent evaluation of four of the six City-owned facilities¹ The consultant's report indicated that the City's facilities were in need of major repair and that they could not achieve industry cost-recovery standards without a major influx of funding for repairs and enhancements.

The report also recommended that the City address the larger issue of how to provide the type of programming and amenities that today's Aquatics consumer expects. The cost to repair and/or enhance the existing facilities at that time was estimated to be in the range of \$4.5 million to approximately \$12 million. In consideration of the magnitude of the required investment, staff recommended, and the Council approved, that a City-wide Aquatics Master Plan be conducted and that the pools remain closed pending the outcome of that Master Plan. The Council also directed that staff: 1) work with the Disability Advisory Commission to consider their needs; 2) collaborate with academic institutions including high schools, community colleges and universities; 3) Work with the Police Department to address safety & gang issues; 4) examine the proximity of swimming pools to neighborhoods; and 5) provide a menu of options for Council consideration.

In August, 2006, the Department of Parks, Recreation and Neighborhood Services retained the nationally-renown firm of Counsilman-Hunsaker to conduct the Master Plan Process. The process is proceeding in three phases: 1) needs assessment and data collection; 2) conceptual master plan; and 3) finding/final report.

In November, 2006, an informational memo was sent to Council to provide an overview of the needs assessment/data collection process (enclosed as Attachment A). In that memo, it was noted that residents had expressed a desire for additional community meetings; consequently, the timeline for the process was extended through June 2007 in order to allow the opportunity for additional presentations to neighborhood groups, the Parks and Recreation Commission as well as to the City Council. It was also noted that staff would bring forward program and funding recommendations for the 2007 Summer Program to the City Council for their consideration in February 2007.

Feedback from the community can be categorized into the following five areas:

1. Facilities need to be affordable, accessible, and sustainable.
2. Aquatics are considered to be an important element of public safety and community-building.
3. The aquatics experience in San José should be inclusive—addressing the needs of different constituencies throughout the City.
4. The focus should be on neighborhood pools with every effort made to re-open the existing pools as soon as possible.
5. San José facilities should be family-friendly.

¹ The pools included in this evaluation were: Alviso, Biebrach, Mayfair and Ryland. Camden and Fair were not included as those pools were not experiencing on-going mechanical or operational issues at that time.

Seven different aquatic elements were identified as desirable components for the city’s aquatic system based on the stakeholder input received. These elements are:

1. Neighborhood Family Aquatics Center
2. Medium Family Aquatics Center
3. Large Family Aquatics Center
4. Bundled Indoor/Outdoor facility (Bundled with a community center)
5. Indoor Competitive Venue
6. Indoor Wellness Pool
7. Water Spray Park

Following the staff presentation on these strategies, the Parks & Recreation Commission requested that staff develop a short/mid/long term strategy that would take into consideration the positive attributes of each strategy within the context of budget constraints and the priority to be given to the completion of the remaining bond-funded PRNS projects (community centers and sports fields). It was requested that staff return to the Parks & Recreation Commission with its proposed strategy for review and consideration at the Parks & Recreation meeting on February 7, 2007.

The following chart summarizes the key elements of each phase of the proposed strategy, the estimated cost and potential sources of funding.

Strategy	Key Objectives	Cost	Sources of Funding
<p>Short Term Goal:</p> <p>Repair existing facilities & expedite access to pools across the City in a manner that recognizes limited availability of capital dollars.</p>	<ul style="list-style-type: none"> • Rebuild Mayfair & Biebrach as Neighborhood Family Aquatic Centers. • Feasibility studies for a downtown facility, a medium family aquatics center in south San José, and a large facility in the Berryessa. • Lease of seven school-site pools sites to complement the City owned sites of: Camden, Fair, Mayfair, and Biebrach. • Refer reuse of Alviso pool to Master Plan process. • Identify location for future North San Jose facility 	<p>\$7.4 million²</p>	<p>Strategic Capital Replacement Fund, \$500,000 from each Council District’s Construction & Conveyance Tax Fund, funds previously allocated to the San Jose After School program that can now be re-directed in light of changes at the State level that has nearly doubled the amount local school districts can receive directly from the State.</p>

² This cost represents the funds needed to achieve the objectives noted above and beyond the existing Aquatics budget. The cost also assumes projects will be built on property under the City’s control.

	<ul style="list-style-type: none"> • Work with downtown to identify appropriate site and feasibility of alternative service model 		
<p><u>Mid Term Goal:</u></p> <p>Build facilities that address unmet service needs and complete the system.</p>	<ul style="list-style-type: none"> • Build downtown site, medium family aquatics facility in South San Jose, and large family aquatics facility in Berryessa. • Continue school lease sites and operation of Camden, Fair, Mayfair, Biebrach until these facilities are complete. 	<p>Approx. \$35-\$45 million. Costs to vary based on downtown site & amenity.</p>	<p>All of the above plus an alternative funding mechanism such as a voter-approved assessment.</p>
<p><u>Long Term Goal:</u></p> <p>Establish San José as premier venue for national & regional events as well as local service delivery.</p>	<ul style="list-style-type: none"> • Build indoor competitive venue. • Replace existing Camden facility with a medium family aquatics center • Build District 1 facility 	<p>Approx. \$61 million assuming D1 & Camden are MFAC.</p>	<p>All of the above plus cooperative agreements with outside entities such as swim team, neighboring jurisdictions & local academic institutions.</p>

In developing the recommendation for a short/mid/long term strategy, staff utilized the following guiding principles:

1. Success should include a system of complimentary facilities distributed across the City. In this way, we could address both gaps in programming as well as service access inequities.
2. Budget constraints need to be taken into consideration. Priority for funding over the next five years will be on the completion of PRNS bond projects. Consequently, our short term plan must seek to minimize the investment of capital dollars.
3. The lease of school sites must continue to be our primary method of service delivery in the short term. As such, restoration of the budget for additional school pools is a fundamental element of any short-term strategy.
4. Emphasis should be placed on upgrading current facilities to the extent possible while recognizing that some sites may require alternative uses.
5. The system should be built slowly in order to build customer support and demonstrate a commitment to maintaining quality programs on a consistent basis.
6. Coordination with planning processes currently underway (North San Jose, Coyote Valley and Evergreen Visioning Process) is needed to ensure that those processes include amenities consistent with the Aquatics Master Plan; and
7. Success will require a sustainable financing strategy—one that would not only support capital investment but on-going operations as well.

To facilitate implementation of the short-term strategy, it is recommended that the following actions be referred to the FY2007-2008 budget process for Council consideration and approval:

1. Approval to submit a budget proposal to restore on-going funding for seven school leased pool sites.
2. Creation of capital reserves in an amount of \$500,000 per Council District to support the overall development of a City-wide Aquatics Program.
3. Use of Strategic Capital Replacement Funds, re-directed General Fund dollars previously allocated to San Jose After School and preliminary studies funding to support short-term objectives.
4. Direction to the Administration to explore the feasibility of all funding sources to support the development of aquatics facilities.

Following public comment, the Parks and Recreation Commission approved a motion to:

Recommend an approach to a short/mid/long term strategy for the development of the aquatics program for San José that in the short term, results in the repair of the four closed pools as well as the lease of school sites with a goal of opening pools as soon as possible. The Commission further recommended that a mid-term strategy focus on expanding the system with new facilities on property under the City's control (or that does not require land acquisition costs) and that the long term strategy seek to improve the system so that it is up to a standard of comparable cities. Furthermore, the short-term strategy include the exploration of partnerships, funding outside the City coffers, fee increases to a level that is sustainable and acceptable to users and that utilizes sliding scales as well as monthly/quarterly/ annual passes as appropriate. Mark Swineford, the maker of the motion, clarified after the meeting that his motion did not suggest that the enhanced Mayfair project not proceed. As the project is currently funded, it was his intent that the motion would apply to the remaining three closed pools.

The purpose of this memorandum is provide the City Council the opportunity to review the status of the City-wide Aquatics Master Plan process, consider the impact of alternative development scenarios and evaluate potential strategies to fund and operate Aquatic programs and facilities over the next fifteen years. In addition, this report will provide authorization to amend the consultant agreement with Counsilman Hunsaker & Associates to compensate for an expanded scope of work related to the additional community outreach activities.

A second memorandum on proposed operations for the 2007 Summer Season is also being brought forward separately for consideration by the City Council at its February 27, 2007 meeting.

BACKGROUND

There are six pools within the City's inventory of aquatic facilities (See Attachment B for a map of the City's six pools). The four pools that were closed in 2005 were built during the period of

the 1930s to the 1970s. These facilities are at the end of the average life cycle, require significant financial investment to repair and/or enhance the facilities and are not geographically dispersed throughout the City so that major areas of the City remain unserved.

Historically, pools have been considered neighborhood amenities and were funded by individual Council Districts. As a result, the Aquatics program has lacked a strategic vision for operations, maintenance and development. The budget to maintain pools is approximately \$80,000 a year to address the capital needs of all six City-owned pools. In FY2005-2006, the operational budget for the aquatics program was cut by \$437,285—approximately 50% of the total summer program budget resulting in the elimination of the late night swim program, year-round programming at Fair Swim Center and six of 11 summer sites. In addition, fees for the summer program have remained extremely low. The increase from \$1.50 to \$2.00 for recreational swim that went into effect for the 2006 Summer Season was the first increase in rates for many years and is still well below the amount needed to make the program financially viable. As a result, each paid visit by a resident to a City-owned facility requires a General Fund subsidy of approximately \$20.00 per visit.

The Department of Parks, Recreation and Neighborhood Services (PRNS) recognized the need to take pro-active action to implement a plan to improve its Aquatics program and recommended to the City Council in October 2005 that four of its six pools (Alviso, Biebrach, Mayfair and Ryland) remain closed pending the completion of a City-wide Master Plan process.

By conducting a City-wide Master Plan process, the Department sought the opportunity to reach out to its customers, to re-examine its service delivery system and to make informed decisions on how best to maximize the return of the City's investment in the Aquatics Program.

Cognizant of the need to obtain technical expertise related to Aquatic programs and facilities development, PRNS issued a Request for Proposals and selected the nationally-renown firm of Councilman-Hunsaker to assist with the Master Plan Process. Councilman-Hunsaker is a regular presenter at National Parks & Recreation Conferences and has completed over 500 projects nationally and internationally including 110 master plan processes similar to the San José project.

It should be noted that prior to the retention of Councilman-Hunsaker, a decision to repair and enhance Mayfair pool was made. The bond-funded renovation of Mayfair Community Center required the relocation of the pool. Consequently, a separate process was conducted for Mayfair and it is anticipated that a new pool and water spray park will be added at that site. The source of funds for the aquatics elements at Mayfair was District 5 Construction & Conveyance tax.

ANALYSIS

There are three phases to the Master Plan process:

1. Needs Assessment and Data Collection
2. Conceptual Master Plan
3. Finding & Final Report

The process is currently at the end of Phase II having completed the needs assessment process as well as having developed concept elements and preliminary development scenarios. The community engagement process has been extensive and a variety of techniques have been utilized. The following is a summary of those efforts:

- A telephone survey of 400 households was conducted in August, 2006.
- A written survey of youth involved in City after-school programs was conducted in September.
- A website (<http://www.chah2o.com/sanjose/>) was established in September 2006 to keep residents apprised of Master Plan activities and has been updated on a regular basis with minutes and agendas of all meetings.
- Approximately 60 hours of stakeholder focus group meetings were held at four different locations in multiple languages during the month of September, 2006. Stakeholders included representatives of City Commissions (Youth, Senior, Disability and Parks & Recreation), community-based organizations, local swim clubs, public and private sector area providers, neighborhood groups including representatives from the Strong Neighborhoods Initiative (SNI), schools, parent groups, community center users, church groups, disabled groups, senior groups and program staff both from the City of San José as well as surrounding jurisdictions.
- Twelve community meetings, including at least one in each of the ten Council Districts, have been held.
- Presentations to neighborhood groups including the Gardner Advisory Council, the 13th Street Neighborhood Advisory Council, the SNI Project Advisory Committee, the Mayfair Neighborhood Advisory Council, the Alviso community and the Parks & Recreation Commission have been made.

Feedback from the community can be categorized into the following five major areas:

1. Facilities need to be affordable, accessible, & sustainable.
2. Aquatics are considered to be an important element of public safety & community-building.
3. The Aquatics experience in San José should be inclusive—addressing the needs of different constituencies throughout the City.
4. The focus should be on neighborhood pools with every effort made to re-open the existing pools as soon as possible.
5. San José facilities should be family friendly.

Seven different aquatic elements were identified as desirable components for the City's aquatic system based on the stakeholder input received. These elements are summarized in the following chart:

Type	Description	Estimated 2009 cost
Neighborhood Family Aquatic Center	Includes multi-use pool, tot pool, shade, bathhouse, play features. Level of activity = 38,000 visits	Approx. \$6 million ³
Medium Family Aquatics Center	Includes separate lap/diving pool, leisure and tot pool, play features, bathhouse, add. play features. Level of activity = 69,000 visits	Approx. \$10.5 million
Large Family Aquatics Center	Includes separate 50 meter competitive pool, leisure pool, group pavilion, bathhouse, add. play features. Level of activity = 111,000 visits	Approx. \$20 million
Bundled Indoor/Outdoor Facility	Includes access to community center, outdoor leisure, indoor competitive & therapy pools, water playground, bathhouse, play features & spray ground. Level of activity = 147,000 visits	Approx. \$26 million
Indoor Competitive Venue	Indoor competitive pool w/seating for 1200, Indoor Leisure & therapy pool with fitness lap lanes. Level of activity = 104,000 visits	Approx. \$39 million
Indoor Wellness Pool	Includes warm water therapy pool, ramp entry, movable floor. Level of activity = 21,034 visits	Approx. \$6.7 million
Water Spray Park	Includes splash pad, fencing, lighting, mechanical, shade structure, pool deck	Approx. \$1.4 million

The next step in the process was to identify alternative strategies for creating the City's overall aquatics program. Six alternative scenarios were identified:

1. To repair existing facilities.
2. To repair and enhance existing facilities.
3. To maximize public facilities by leasing school pools to complement the remaining two City-owned facilities.
4. To maximize current assets and City-owned property by placing appropriate elements on existing pool sites as well as available park and community center re-use sites.
5. To maximize use of current assets and opportunities for partnerships with local school districts and outside agencies such as the County of Santa Clara.
6. To create an indoor competitive venue in order to draw regional and national activities and events either as a stand-alone project or as a complement to one of the other five strategies.

³ Cost estimate includes initial capital investment to establish facility as well as on-going cost to operate with the appropriate level of programming. Cost estimate does not include land acquisition cost.

These strategies were presented at the January 19th Parks & Recreation Commission meeting as well as at a community meeting held at the Evergreen Library on January 20th. The strengths and weaknesses of each alternative scenario were presented for discussion and review.

Enclosed as Attachment D is an overview of each of the six development scenarios presented to the Parks & Recreation Commission for their review.

Following the staff presentation on these strategies, the Parks and Recreation Commission requested that staff develop a short/mid/long-term strategy that would take into consideration the positive attributes of the each strategy within the context of budget constraints and the priority to be given to the completion of the remaining bond-funded PRNS projects (community centers and sports fields). It was requested that staff return to the Parks & Recreation Commission with its proposed strategy for review and consideration at the Parks & Recreation meeting of February 7, 2007.

Short/Mid/Long Term Strategy

In developing the recommendation for a short/mid/long term strategy, staff utilized the following guiding principles:

1. Success should include a system of complimentary facilities distributed across the City. In this way, we could address both gaps in programming as well as service access inequities.
2. Budget constraints need to be taken into consideration. Priority for funding over the next five years will be on the completion of PRNS bond projects. Consequently, our short term plan must seek to minimize the investment of capital dollars.
3. The lease of school sites must continue to be our primary method of service delivery in the short term. As such, restoration of the budget for additional school pools is a fundamental element of any short-term strategy.
4. Emphasis should be placed on upgrading current facilities to the extent possible while recognizing that some sites may require alternative uses.
5. The system should be built slowly in order to build customer support and demonstrate a commitment to maintaining quality programs on a consistent basis.
6. Coordination with planning processes currently underway (North San Jose, Coyote Valley and Evergreen Visioning Process) is needed to ensure that those processes include amenities consistent with the Aquatics Master Plan; and
7. Success will require a sustainable financing strategy—one that would not only support capital investment but on-going operations as well.

These principles served as the basis for the development of a short/mid/long term strategy that would proceed in three, five-year increments. Enclosed as Attachment E are visual diagrams of the proposed short, mid and long term strategies. In addition, an overview of the system by Council District and by element is also provided for Council's review.

In the first five years, the priority for capital dollars within PRNS will be focused on the completion of voter-approved bond measure projects (community centers and sports fields). As such, capital dollars for the construction of new facilities will be limited and difficult choices will be made.

As noted earlier, renovation of the Mayfair pool will occur as part of the bond-funded renovation of the Mayfair Community Center. By the time the Aquatics Master Plan had been initiated, the Mayfair project was well underway. Nevertheless, staff was able to incorporate many new features in the Mayfair project that will enhance the aquatics experience: the inclusion of a zero-depth entry area, shade amenities, a wading pool, new bathhouse and an adjacent spray park area. It is anticipated that the new facility will be brought on-line for the 2009 Summer Season. Of the three remaining closed pools, it is recommended that Biebrach pool be considered first in priority for renovation. The Biebrach pool is located in the Gardner community—a low income community with a history of public safety issues. As an SNI neighborhood, it would be eligible for Redevelopment support if funds can be identified and the community deemed the pool to be an SNI priority. There has been tremendous community input to protect and enhance Biebrach to better serve the community. There are many positive attributes associated with the Biebrach site—the footprint of the site is suitable for expansion, there is good access to public transportation and it is centrally located to serve new housing developments in the Tamien and Mid-Town neighborhoods. Moreover, there is no other school pool in the area that could be leased as the closest school pool is approximately 3 miles away.

It is important to recognize that in order to implement a financially sustainable program in the future, the City must change the way it funds its aquatics program. As such, it is recommended that pools no longer be designated neighborhood facilities but rather City-wide amenities and the each District allocate funds to the system. This change in policy would provide greater ownership for the entire system and provide a mechanism for strategic capital replacement activities in the future.

Mid-Term Strategy

The second five year term of the strategy would seek to fill in the system with new elements—larger neighborhood facilities, indoor pools and wellness facilities—that will allow us to begin to address unmet service needs. In this phase, construction would be completed for a downtown facility, a medium sized family aquatics center in South San Jose and a large family aquatics center in the Berryessa area. School leases would continue until these new facilities were opened. Additionally, efforts would be initiated to develop collaborative agreements with outside entities for the future development of an indoor competitive venue as part of the long-term strategy. Finally, efforts would be initiated to enhance the Camden facility as well as to conduct feasibility studies for a future site in District 1. It should be noted that District 1 residents are being served by the City of Campbell's aquatics program at Westmont High School and by the YMCA at Prospect High School. As such, in light of budget constraints, staff recommends that facilities in other areas of the City be built prior to the District 1 site.

While there may be an increase in the availability of PRNS funding as a result of the completion of the bond projects, it is anticipated that these projects would still require some type of additional funding mechanism—an assessment to fund not only capital but also operational support.

The General Fund will not be able to support significant increases without an impact to other PRNS programs. As such, we recognize that the decision to move forward with mid-term projects is contingent upon funding action. More importantly, mid-term projects represent a shift in our vision of success—does the City, want to address existing gaps in service and if so, are we willing to make the necessary financial commitment? Community stakeholders have indicated that current facilities are not sufficient to meet the diverse needs of the community. If the City wishes to meet these needs, elements such as indoor pools, wellness facilities and larger Neighborhood Aquatics Centers will be needed and an alternative funding mechanism must be identified.

Long Term Strategy

The final five years would be focused on the completion of the District 1 and enhanced Camden sites as well as the construction of an indoor competitive venue. The competitive swim community has expressed a strong interest in the development of such a facility. However, the cost of a facility is prohibitive. While this type of facility has been included as a desirable element, it is acknowledged that the project would be most appropriate as a community collaboration in concert with other jurisdictions, local swim teams, and universities. As such, the long-term strategy calls for dialogue with these stakeholders and written agreements to jointly develop and fund the project. An indoor competitive venue will help elevate the sport and facilitate the attraction of regional and national events. As such, staff supports the inclusion of a facility in its long-term strategy with the understanding that the project must be a collaborative venture to be successful.

Parks & Recreation Commission Feedback

Upon completion of the public input, the Parks & Recreation Commission voted unanimously on the following motion: “The Parks & Recreation Commission recommends an approach to a short/mid/long term strategy for the development of the aquatics program for San Jose that in the short term, results in the repair of the four closed pools as well as the lease of school sites with a goal of opening pools as soon as possible. That a mid-term strategy focused on expanding the system with new facilities on property under the City's control (or that doesn't require land acquisition costs) and that the long term strategy seek to improve the system such that it is up to a standard of comparable cities. Furthermore, that the short-term strategy include the exploration of partnerships, funding outside the City coffers, fee increases to a level that is sustainable and acceptable to users and that utilizes sliding scales as well as monthly/quarterly/annual passes as appropriate.”

Commissioner Swineford, the maker of the motion, clarified after the meeting that his motion did not suggest that the enhanced Mayfair project not proceed. As the project is currently funded, it was his intent that the motion would apply to the remaining three closed pools. Attachment F provides for detail on the PRC meeting.

The Administration supports the overall intent of the Parks & Recreation Commission motion. However, it does not support the renovation of the Alviso pool for the reasons noted in this report and would recommend that additional dialogue take place with downtown representatives prior to a final decision being made regarding Ryland pool.

First Amendment to Agreement with Councilman Hunsaker & Associates

In October, 2005, the City Council authorized the City Manager to negotiate and execute an agreement with an outside consultant to conduct a City-wide Aquatics Master Plan in an amount not to exceed \$250,000. The consulting firm of Councilman Hunsaker & Associates was selected through a request for proposals process and agreement executed in the amount of \$225,825.

In response to community input, the consultant was asked to increase the number of community meetings to be included in their scope of work. The original agreement provided for attendance by the consultant at up to five public meetings in San José. An amendment to the original agreement is needed now in order to compensate the consultant for attendance at additional community meetings, to extend maintenance of the Master Plan website and to cover reimbursable expenses associated with travel costs for a total fee increase of \$16,000. This would increase the agreement to a total of \$241,825, slightly less than \$8,200 below the original budget. Consequently, no additional funding is required in order to execute the first amendment.

CONCLUSION

The City-wide Aquatics Master Plan process has been an extensive community engagement process. Both policy and program improvements have been identified. However, in order to effectively implement these programs within the current financial environment, a multi-faceted approach (phased-in over time) is recommended. To that end, the short/mid/long strategy outlined in this report is recommended. To facilitate implementation of the short-term strategy, it is also recommended that the following actions be referred to the FY2007-2008 budget process for Council consideration and approval:

1. Approval to submit a budget proposal to restore on-going funding for seven school leased pool sites.
2. Creation of capital reserves in an amount of \$500,000 per Council District to support the overall development of a City-wide Aquatics Program.

3. Use of Strategic Capital Replacement Funds, re-directed General Fund dollars previously allocated to San Jose After School and preliminary studies funding to support short-term objectives.
4. Direction to the Administration to explore the feasibility of all funding sources to support the development of aquatics facilities.

POLICY ALTERNATIVES

Alternative #1 **Direct staff to pursue one or more of the six implementation strategies identified in the Analysis section and submit appropriate documents during the FY2007-2008 budget process.**

Pros: Each of the six identified implementation strategies offers unique strengths, weaknesses and varying visions of success. Implementation of any of the recommendations will result in improvements to the City's aquatics programs.

Cons: The less extensive scenarios do not address unmet service needs. The more extensive scenarios will address service needs but are not financially viable within the current budget environment.

Reason for not recommending: None of the six strategies alone will address the unmet service needs in a way that is financially sustainable without a phased-in approach.

Alternative #2 **Maintain the closure of the four pools, continue to operate Camden and Fair and leased sites.**

Pros: This scenario would not require significant capital investment.

Cons: The public wants the pools to be re-opened as soon as possible. School pool sites will not address all service needs.

Reason for not recommending: Unprogrammed facilities may create public nuisances and public safety hazards. Moreover, this scenario would not capitalize on opportunities at the current sites to improve service delivery.

PUBLIC OUTREACH/INTEREST

- Criteria 1:** Requires Council action on the use of public funds equal to \$1 million or greater.
(Required: Website Posting)

- Criteria 2:** Adoption of a new or revised policy that may have implications for public health, safety, quality of life, or financial/economic vitality of the City. **(Required: E-mail and Website Posting)**
- Criteria 3:** Consideration of proposed changes to service delivery, programs, staffing that may have impacts to community services and have been identified by staff, Council or a Community group that requires special outreach. **(Required: E-mail, Website Posting, Community Meetings, Notice in appropriate newspapers)**

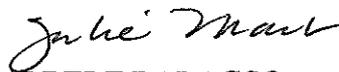
Extensive community outreach has taken place on this project. Twelve community meetings have been held in the development of the program concepts, a telephone survey of 400 households has been conducted as well as a survey of youth engaged in City after-school programs and a website with agendas, meeting minutes and presentations has been maintained throughout the process. Presentations have been made to neighborhood groups, the Parks & Recreation and to Council Committees.

COST IMPLICATIONS

The cost of the recommended short-term strategy as proposed to the Parks & Recreation Commission is estimated to be \$7.4 million dollars with a variety of sources used to support this effort (Strategic Capital Replacement Fund, General Fund, Construction & Conveyance Tax, Parkland Dedication/Impact Fees, Redevelopment and Preliminary Studies funding). Required budget documents will be submitted as part of the FY2007-2008 budget process in accordance with Council's direction on policy initiatives. The cost to repair existing pools and to provide the appropriate level of staffing to support those operations.

CEQA

Exempt.


ALBERT BALAGSO
for Director, Department of Parks, Recreation
and Neighborhood Services

For questions on this memorandum, please contact CYNTHIA BOJORQUEZ at 535-3581.

SENT TO COUNCIL _____ Distributed on:

NOV 27 2006



Memorandum by City Manager's Office

TO: HONORABLE MAYOR AND
CITY COUNCIL

FROM: Albert Balagso

SUBJECT: AQUATICS MASTER PLAN
UPDATE

DATE: November 22, 2006

Approved

Ray Winer

Date

11/25/06

INFORMATION

BACKGROUND

In August 2006, the Department of Parks, Recreation and Neighborhood Services retained the firm of Counsilman-Hunsaker to conduct a City-wide Aquatics Master Plan process with the goal of providing a report to the City Council by the end of the calendar year.

The purpose of this memorandum is to provide the City Council with an update on the process as well as to advise the Council of an adjustment to the schedule that is being made in response to community input.

ANALYSIS

The Master Plan process is proceeding in three phases:

- | | |
|---------------------------------------|--------------------------------------|
| ➤ Phase 1 (Aug. through Oct., 2006) | Needs Assessment and Data Collection |
| ➤ Phase 2 (Oct. through Nov., 2006) | Conceptual Master Plan |
| ➤ Phase 3 (Dec., 06 through Early 07) | Finding/Final Report |

At this point, Phase I has been completed and the project is proceeding in accordance with the established schedule. However, through the needs assessment and data collection process, residents have expressed a desire for additional community input opportunities in order to adequately evaluate the programming and financial implications associated with the development scenarios that have been identified. In particular, the City's Parks and Recreation Commission, the SNI Project Advisory Committee, and neighborhood groups representing areas where existing pools are located have requested that additional dialog with the City take place. In consideration of this feedback, the Administration will be extending the timeline for the project through June 2007. It is anticipated that this extension of time will allow for approximately 8 to 10 additional community input opportunities including a public hearing to be sponsored by the Parks and Recreation Commission in January, a Council Study Session in February to discuss implementation strategies, follow-up meetings with the community relative to input received from the Council at its

February Study Session, and a Study Session in the spring to review the final Master Plan report. In addition to these public meetings, staff will contact neighborhood groups to discuss site-specific concerns and working with potential partners (schools, swim teams, YMCA, etc.) to determine the feasibility of future collaborations. A summary of the revised schedule is enclosed as Attachment A.

NEXT STEPS

The change in timeline is being communicated to the public via community meetings held on November 13 and 14, 2006 as well as through email notifications to those who attended prior meetings. In addition, a copy of this information memo will be posted on the Aquatics Master Plan process website after it has been released.

Summer 2007

In an effort to be responsive to the public's desire to ensure the availability of pools for the 2007 Summer Season, staff has initiated discussions with various school districts to determine which sites will be available for lease. Programming and funding recommendations for the summer program will be brought forward to the City Council in February, 2007.

CONCLUSION

The Aquatics Master Plan process is a unique opportunity to create a comprehensive plan that will serve the City for the next 30 years. PRNS recognizes that the demographics of the City of San Jose have changed significantly since City pools were first built. With the future development in North San Jose, Evergreen and Coyote Valley, the development of a coordinated, City-wide program with complementary elements to serve the collective needs of diverse constituencies is critical to the sustainability of the Aquatics program.

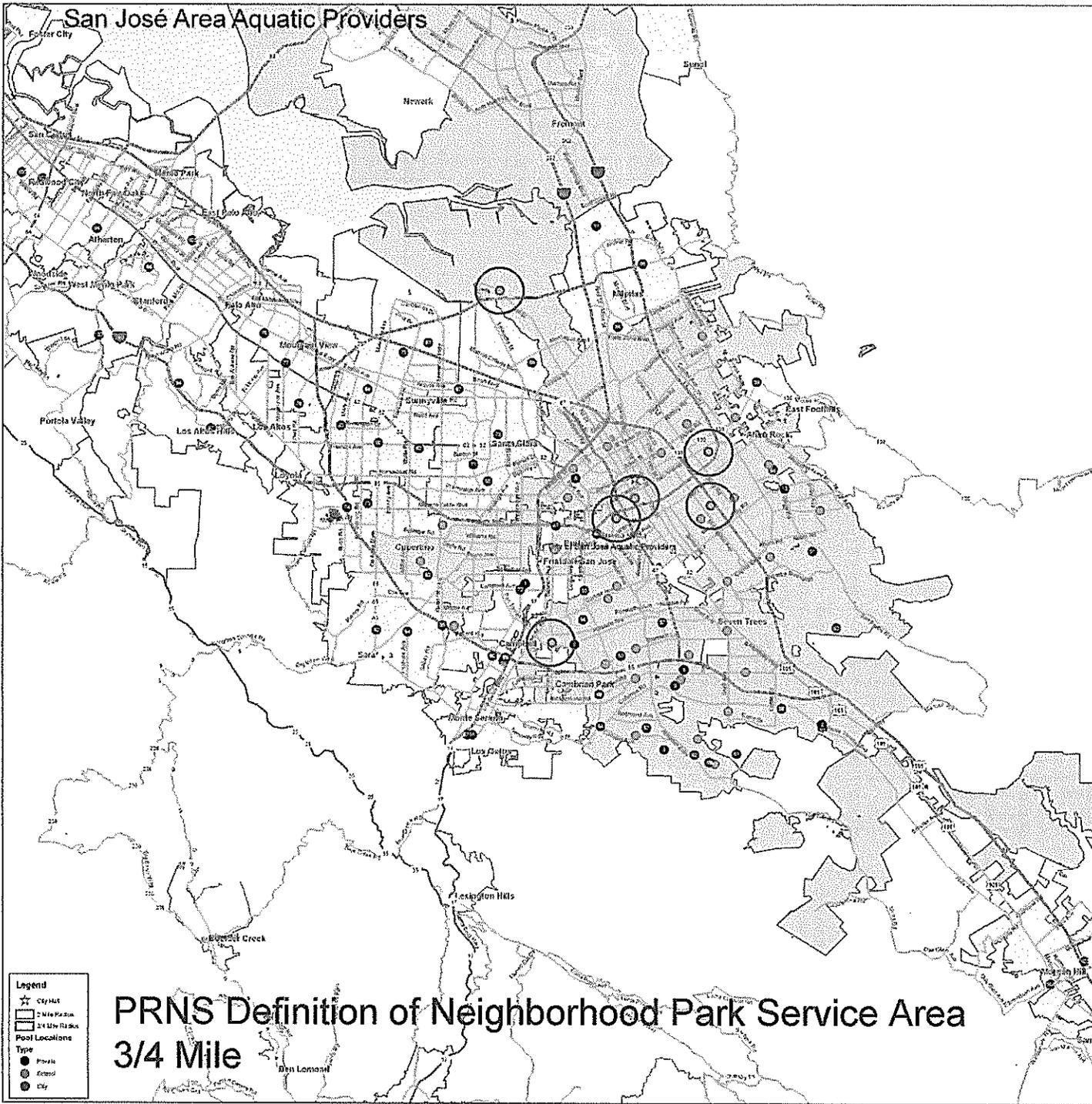
By extending the timeline for the Master Plan process, our hope is to provide the public with multiple opportunities to provide meaningful input into the development of the program. The extended timeline will also provide additional time for the City to engage outside partners in discussions regarding partnerships, joint ventures and opportunities for increased public support.


ALBERT BALAGSO
Director of Parks, Recreation and
Neighborhood Services

Attachment A

Date	Milestone
November 29	SNI PAC Presentation
December 12 5:00 p.m. to 6:30 p.m. City Hall Room 118	Community Meeting to receive input on concepts
December, 2007	Meet with School Districts to review site availability for 2007 Summer Season
January 17, 2007 5:30 p.m. Southside Community Center	Public Hearing with Park and Recreation Commission
Proposed for February 12, 2007 To be held in the evening City Hall	Council Study Session
February 2007	Submit recommendations to Council to lease school sites for 2007 Summer Season Follow-up meeting with the Community regarding Council Study Session
March, 2007	Execute Agreements with School Districts
April, 2007	Community Meetings to present Draft Report
May, 2007	Draft Report Finalized; Council Study Session to review final report, Parks & Recreation Commission Review of Final Master Plan
June, 2007	Council approves Master Plan

* Please note that additional meetings with neighborhood groups will be scheduled separately and are not reflected in this schedule.



CLOSED

- Alviso (D4)
- Biebrach (D3/6)
- Mayfair (D5)
- Ryland (D3)

OPEN

- Camden (D9)
- Fair (D7)

ATTACHMENT C – MAJOR COMMUNITY INPUT THEMES

Feedback from the community can be categorized into the following five major areas:

1. **Facilities need to be affordable, accessible, & sustainable.**

Residents were very cognizant of the need not only for the capital dollars to repair/enhance facilities, but also for on-going funding to maintain quality operations and maintenance at the facilities. Significant frustration was expressed that the current level of funding does not allow for consistent hours of operation and “user-friendly” schedules that would include evening and weekend hours. Residents expressed interest in facilities that are accessible to residents throughout the City, that are adjacent to other public facilities and that are located along public transit corridors. Maximizing recreational value without sacrificing affordability and accessibility was an important value. Significant input was received regarding the need to partner as a means of improving the financial viability of the program.

2. **Aquatics are considered to be an important element of public safety & community-building.**

Tremendous concern was expressed that the closed pools represented hazards to public safety and negatively impacted the sense of community in neighborhoods. Fear was expressed that young people, without the benefit of swimming programs, would be at risk for water safety accidents, increased health & wellness related problems as well as a lack of positive alternatives—particularly during the hot summer months. As such, the community expressed sentiment that pools be re-opened as quickly as possible and that spray parks, while an affordable alternative for neighborhoods without pools, could not replace the pool experience.

3. **The Aquatics experience in San José should be inclusive—addressing the needs of different constituencies throughout the City.**

A desire for year-round and indoor programming was expressed. It was recognized that current facilities are not geographically dispersed throughout the City and that efforts should be made to expand the number of facilities available in San José to serve those areas. In addition, a desire for different bodies of water with different depths and water temperatures was expressed—particularly to meet the needs of seniors, persons with disabilities and parents with young children. The competitive swim community expressed a desire for an indoor venue that would act as a draw for regional and national activities as well as fill the void locally for such a facility. Suggestions were made that an indoor competitive venue should be developed jointly with surrounding jurisdictions, area swim teams and local universities so that the cost for development could be shared. It was noted that with the impending relocation of the A’s, 49ers and potentially the

Earthquakes to Silicon Valley, that a community collaboration for an indoor competitive venue, would help elevate San José and Silicon Valley as a premier sports hub.

4. **The focus should be on neighborhood pools with every effort made to re-open the existing pools as soon as possible.**

Input on this issue varied throughout the City and by stakeholder group. The Ryland community, for example, has been adamant throughout the process that the Ryland pool is of historical significance and that efforts should be made to repair the pool to meet existing codes as soon as possible. The Ryland community has expressed a willingness to accept a facility with minimal enhancements so as to expedite the re-opening of the pool. In response to concerns by staff regarding the financial viability of the site, the Ryland community has also suggested that alternative operational models be explored including a public/private partnership. The 13th Street Neighborhood Advisory Council has, in fact, established a donation program in support of the Ryland Pool as a means of offsetting costs.

The Biebrach community has expressed interest in maximizing the potential of the pool site located at Gardner Community Center. They recognize the need for a larger facility that will help serve new residents that are anticipated with the Tamien and mid-town developments. In addition, as an SNI area, they recognize and appreciate the value an aquatics facility contributes to a sense of public safety and community. Their interest is to have a pool that serves all segments of their community and provides positive alternatives for families to meet one another.

Input from neighborhoods without facilities has focused on the need to partner with school districts as a cost-effective means of expediting access to aquatics facilities. They recognize current budget constraints and have identified the lease of school sites as a cost-effective strategy to improve access to services. However, they also recognize that school pools will primarily address the need for swim lessons and will not address other unmet service needs. As a result, feedback has included the desire for a long-term strategy that would call for the construction of facilities to meet the needs for therapeutic, indoor and competitive swim stakeholders as well.

5. **San José facilities should be family friendly.**

Residents want a system that is family-friendly—a place where families will want to go to spend quality time and a place where neighbors can meet one another. This sentiment was strongly expressed throughout the City. Stakeholder input was clear that residents want aquatic facilities where residents of all ages and capabilities can enjoy the benefits of swimming, recreation and community-building.

ATTACHMENT D – DEVELOPMENT SCENARIOS

1. **Repair existing facilities**

Under this scenario, the repairs identified by the Aquatics Design Group would be made to the four closed pools in order to bring the facilities into compliance with current code requirements (see Attachment C for details on the required repairs). The cost to complete the repairs is estimated to be \$5 million dollars. This estimate includes not only the cost to repair the facilities but also to establish an appropriate level of staffing and operational support to run an effective 8-week summer program. The strength of this scenario is that it would restore access to services in those neighborhoods where facilities have traditionally been located. In addition, this scenario would be most responsive to the interests expressed by the Ryland community.

The weaknesses of this scenarios are that service needs (desired programs for seniors, persons with disabilities, parents with small children, competitive swimmers, etc) will continue to go unmet. In addition, the size of the current facilities will not be sufficient to meet the needs of all residents. Large areas of the City will remain unserved as this scenario does not account for the growth in the City's population or the changes in development. Moreover, this scenario would not capitalize on the opportunity to increase the service capacity of the Biebrach site to serve the growing demands of the Gardner, Tamien and Mid-Town communities.

2. **Repair and enhance existing facilities**

Under this scenario, additional enhancements would be made to complement the repairs to existing facilities. These enhancements would include items such as new wading pools, new walk-out stairs, new bathhouse facilities and shade structures. The cost for this scenario is estimated to be \$12 million dollars. The strength of this scenario is that it would not only repair the existing assets but also begin to address some of the facility needs that stakeholders have expressed an interest in—areas for small children, shelter from the sun, and easier access into the pools.

Many of the weaknesses identified in scenario #1 would also apply to scenario #2. While some of the service needs will be addressed through the enhancements, this scenario does not address the issue of access for unserved areas of the City nor does it address the needs of persons with disabilities or competitive swimmers.

3. **Maximize public facilities by leasing school pools to complement City-owned facilities.**

Under this scenario, the lease of school sites would be used to complement the three City-owned facilities (Camden, Fair and Mayfair when the pool is re-opened in 2009) in an effort to extend service across the City. The estimated cost for this scenario

would vary based on the number of leased school sites. The primary strength of this scenario is that it would not require significant capital investment, could be implemented upon execution of school agreements and would provide service access points throughout the City.

The weaknesses of this scenario are that it does not address neighborhood concerns to preserve existing pools, does not capitalize on the Biebrach site, and will result in a primary focus on swim lessons given the current configuration of school pools. As such, certain recreational and therapeutic needs will continue to go unmet. This scenario would also assume that school districts would be willing to make facilities available and that they are willing to bear the on-going burden for capital repair and replacement costs. School site leases can be difficult to negotiate, sites may vary year to year and the City will be subject to rental fees established by the school districts. Finally, school districts have significant concerns about community use – particularly with respect to evening and weekend hours.

4. **Maximize current assets and City-owned property by placing appropriate elements on existing pool sites as well as available park and community center re-use sites.**

Under this scenario, three City-owned facilities (Camden, Fair and Mayfair) would be complemented by new aquatic elements to be located on existing pool sites as well as available park and community re-use sites. Biebrach pool would become a neighborhood family aquatic facility with complementary elements built throughout the City. An indoor wellness and medium family aquatics facility would be located in the downtown, with a second medium family aquatics center built in District 1. Two large family aquatics facilities would be built—one in the Berryessa area and one in South San Jose. The projected cost of this scenario is \$73.5 million. The strengths of this scenario would be that it would leverage current assets and provide a system of complimentary recreational amenities across the City that would be responsive to the desired elements identified through the master plan process.

The primary weaknesses of this scenario are that 1) it would require major capital investment; 2) the cooperation and consent of the County of Santa Clara for the Berryessa site; and 3) the identification of appropriate locations for downtown facilities may be problematic. Ryland Park requires additional footprint for desired elements. St. James Park may be good location for wellness, but there may be objections regarding neighborhood aquatics center and a pool is not in the St. James Park Master Plan. The Master Plan for Roosevelt Park does include plans for a pool but does not have sufficient footprint for the size of pool required to serve the downtown community. Additional study is needed of downtown sites to evaluate historical preservation issues, environmental constraints and potential development opportunities.

5. **Maximize use of current assets and opportunities for partnerships with local school districts and outside agencies such as the County of Santa Clara.**

Under this scenario, the City would seek to maximize use of current assets and partner with local school districts and the County in the development and operation of new sites. The City's system would include twelve sites: Fair, the renovated Mayfair pool, the expansion of the Camden site to a medium sized family aquatics center, a Neighborhood Family Aquatics Center at the Biebrach site, a Medium Family Aquatics Center in South San Jose, a medium family aquatics center in conjunction with a school district in west San Jose, a bundled indoor/outdoor facility in Coyote Valley, a wellness facility and leased school site in the downtown, and three large family aquatic centers in North San Jose, Berryessa and at the Fairgrounds. The estimated cost of this scenario would be \$130 million dollars. The strengths of this alternative would be that the system would include complementary elements, leverage partnerships with other agencies and provide for the upgrade of current assets to improve programming and amenities.

The primary weaknesses of this scenario would be the significant financial investment and long-term implementation strategy that would be needed to effectively complete the system. Moreover, this scenario assumes the support of school partners and the County for the development of individual elements.

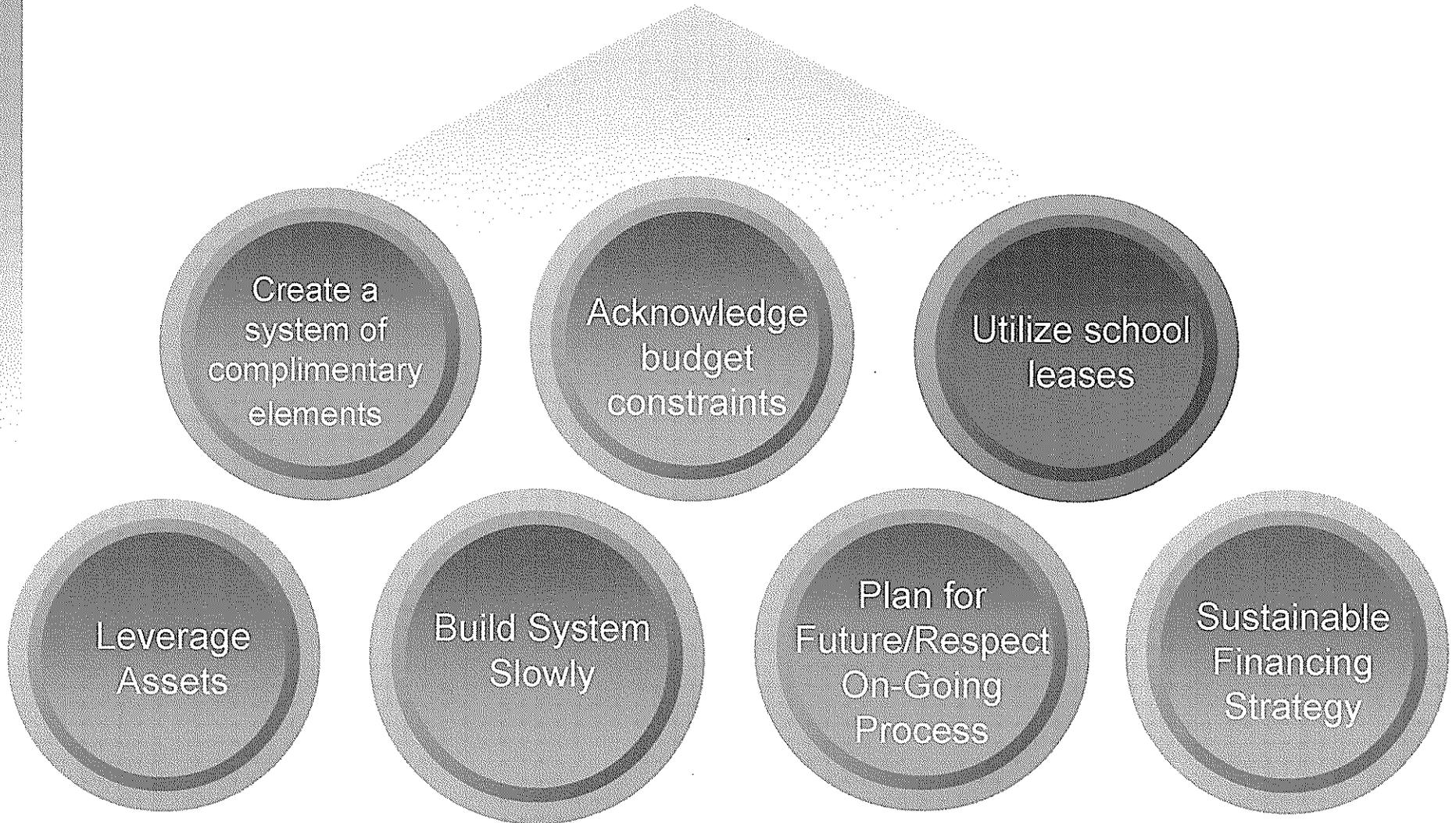
6. **Create an indoor competitive venue in order to draw regional and national activities and events either as a stand-alone project or as a complement to one of the other five strategies.**

Under this scenario, an indoor competitive venue would be included in the City's system as either a stand-alone element or additional component to other strategies. The estimated cost of the indoor competitive venue would be approximately \$39 million dollars. The strength of including this element in the City's system would be the ability of such a venue to drive economic impact, to raise the City's profile in the sport, to provide venue for indoor activities as well as to provide an opportunity for community collaboration with users, local universities and surrounding jurisdictions in the development and financing of the facility.

The challenges associated with the concept of an indoor venue include 1) significant financial investment; 2) the ability of the City to enter into collaborative agreements for the development and financing of the facility and 3) the location of an appropriate site.

Guiding Principles

City of San Jose – Aquatics System



Short-Term Implementation Strategy

TBF: \$7.4 Source of Funds: SCRF - \$3.7 million /C&C Reserve - \$1.1 million/SJAS - \$1.1 million/SJRA - \$500,000/Prelim. Studies-\$350,000



•Summer Program = Two City sites & 7 leased sites (\$172,000 net)

•Revise Biebrach Master Plan and gain CEQA approval (\$150,000)

•Identify site/element for Downtown and D1 facilities

•Identify site for future North San Jose development (venue)

•Construct Mayfair pool & spray park (bond-funded project)

•Identify re-use opportunities for Alviso site. (funded)

•Maintain summer operations as in Year 1. (\$180,660 net)

•Complete design and construction of Mayfair pool and spray park (funded)

•Secure land for future North San Jose development (venue)

•Fund and begin design work for Biebrach (NFAC) (\$5,600,000 – for design, construction, & includes 1st yr operations.)

•Maintain summer operations as Year 1 & add Mayfair pool. (\$251,283 net)

•Begin construction work for Biebrach (NFAC)

•Revise master plan & conduct feasibility for Downtown (TBD) as needed. (\$150,000)

Maintain summer operations as Year 3. (\$263,847net)

Complete construction of Biebrach (NFAC).

Revise master plan and conduct feasibility for SSJ (MFAC) (\$200,000)

Study feasibility of ballot initiative for mid & long term funding if strategy is accepted.

Maintain summer operations as Year 3. (\$277,034 net)

Revised master plan and conduct feasibility for Berryessa (LFAC) (\$150,000)

Ballot initiative if appropriate.

Mid-Term Implementation Strategy

Est. Cost: \$00,000,000 Funding Available: \$00,000,000 Source of Funds: Assessment/SCRF/New Pool Reserve/Prelim. Studies/SJAS/SJRA PDO/PIO, C&C



- Maintain summer ops as Year 3 except delete lease of Willow Glen and Del Mar & add Biebrach operations.
- Begin design of South San Jose (LFAC) and Berryessa (MFAC) facilities

- Maintain summer ops as Year 6.
- Begin construction of South San Jose and Berryessa facilities
- Begin design of downtown site

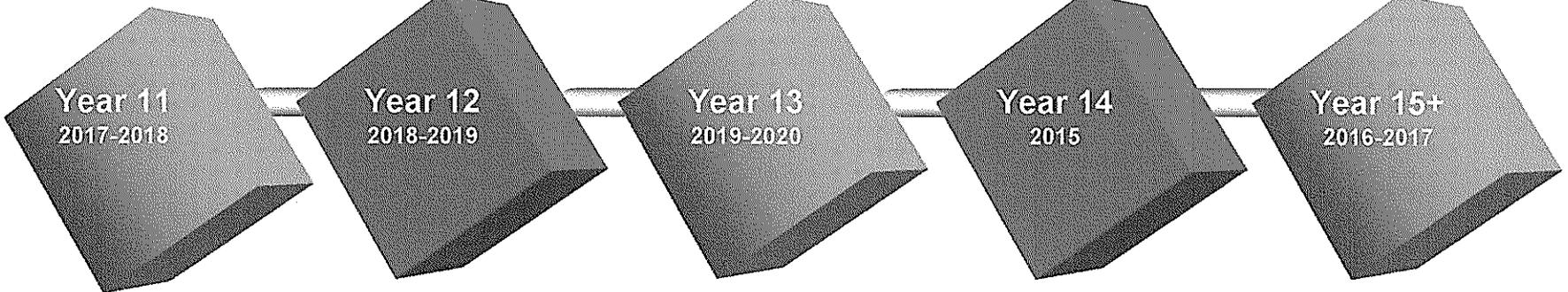
- Eliminate all lease sites except Peter Burnett.
- Summer ops at: Burnett (school lease), Camden, Fair, Biebrach, Mayfair, SSJ, Berryessa
- Complete construction of SSJ & Berryessa facilities.
- Begin construction of downtown site

- Maintain operations as in Year 8
- Complete construction of Downtown site
- Conduct feasibility for District 1 site and enhanced Camden facility
- Develop funding strategy & inter-agency cooperative agreements for North San Jose facility (venue)

- Eliminate Summer Leases
- Operate all City-owned facilities: Berryessa (LFAC), Biebrach (NFAC), Camden (Traditional High School Pool), Downtown Site (TBD), Fair (NFAC), Mayfair (Modified NFAC w/spray park, SSJ (MFAC)
- Revise master plan for D1 and Camden sites

Long-Term Implementation Strategy

Est. Cost: \$00,000,000 Funding Available: \$00,000,000 Source of Funds: Assessment/Collaborative Agreements



Operate all City-owned facilities: Berryessa (LFAC) Biebrach (NFAC), Camden (Traditional High School Pool), Downtown Site (TBD), Fair (NFAC), Mayfair (Modified NFAC w/spray park), SSJ (MFAC)

Begin construction for D1 and enhanced Camden sites

- Continue operation as Year 10.
- Complete construction of D1 and enhanced Camden sites.
- Conduct feasibility for North San Jose facility (assumes funding & agreements in place)

- Continue operations as Year 10 but add D1 and enhanced Camden sites.
- Begin design of North San Jose Facility (assumes funding in place)

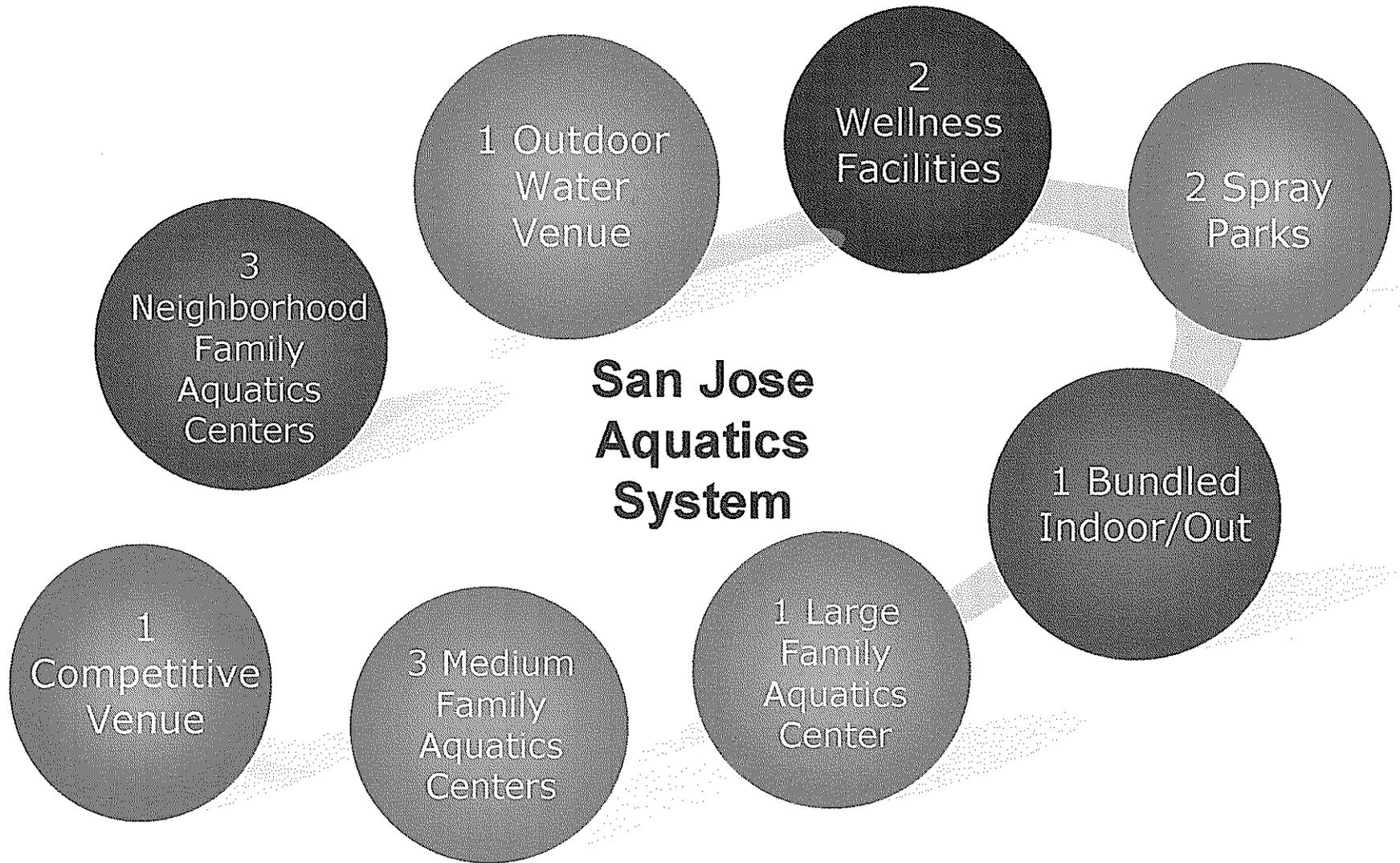
- Continue operations as Year 13.
- Begin construction of North San Jose facility. (assumes funding in place)

- Complete construction of North San Jose facility (assumes funding in place)
- Fowler Creek Development

System by Council District

	NFAC	MFAC	LFAC	SPRAYPARK	WELLNESS	BUNDLED	LAKE	VENUE
CD 1				X	X			
CD2		X						
CD3					X			
CD4			X					X
CD5	X			X				
CD6	X							
CD7		X						
CD8	X							
CD9		X						
CD10							X	
CD11 (Coyote)						X		

Summary by Element



Comparison Cities

City	Population	Municipal Pools	Indoor	Outdoor	People served per Pool
Houston, TX	2,106,582	39	0	39	54,015
Phoenix, AZ	1,461,575	29	0	29	50,399
San Antonio, TX	1,256,509	25	2	23	50,260
San Diego, CA	1,255,540	13	0	13	96,580
Dallas, TX	1,213,825	22	0	22	55,174
San Jose, CA	912,332	2	0	2	456,166
Jacksonville, FL	782,623	34	1	33	23,018
San Francisco, CA	739,426	9	8	1	82,158
Austin, TX	690,252	47	0	47	14,686

If short term strategy were accepted, we would operate a total of 9 sites and serve an average of 101,370 people per pool—still well above the comparison cities.

ATTACHMENT F – PARKS & RECREATION COMMISSION 2/7/07 MEETING

Approximately 40 individuals attended the February 7, 2007 Parks & Recreation Commission meeting to participate in the discussion of the short/mid/long term strategy. The vast majority of those individuals spoke in favor of re-opening Ryland pool with minimal enhancements. It was also expressed that the 13th Street NAC had established a donation program to support Ryland pool and was interested in a possible public/private partnership.

While the community support for Ryland pool has been significant, there are challenges associated with the site. As the oldest facility in the City's inventory, the physical deterioration of Ryland Pool is extensive. As noted earlier, a consultant (ADG) reviewed the Ryland pool among other pools, and concluded that Ryland Pool had substantial issues. Fifteen code violations were identified as part of the ADG report. ADG found that pumps and valves were severely corroded and the deck does not drain properly. There is a single main drain, which if gutter piping were to shut off, all system flow would proceed through the main drain creating a suction entrapment or hair entanglement hazard. ADG concluded that an insufficient number of floor inlets exists to properly circulate the water and ensure safe water quality and sanitation. The fiberglass finish of the pool is cracking and delaminating, creating possible water leak points and an environment for pathogens to grow. ADG's review also indicated that the pool is not compliance with the Americans with Disabilities Act. The bathhouse only has four showers and these showers provide only cold water. The footprint of the current site is restricted in that the park is also home to basketball courts and tot lots. If the Ryland site were to be renovated, this facility would be the only site in the downtown area. The physical limits of the site make it insufficient to meet the total demand for services in the downtown. If the Council wished to pursue renovation of the Ryland pool, it is recommended that an additional footprint be allocated to the aquatics facility. Staff would also strongly suggest that additional dialogue with downtown neighborhoods take place to evaluate not only the Ryland site but other alternatives as well. This dialogue should include further discussion of the proposed public/private partnership as a means of improving the viability of the Ryland site.

The 13th Street Neighborhood Advisory Council has requested a right of entry in order to review the improvements noted by ADG. In addition, they have requested a meeting with PRNS to discuss the feasibility of a private/public partnership for the renovation and operation of Ryland pool. This meeting has been set for February 23, 2007.