



Strategic Financial Review

On Behalf of



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Section 1 – Abstract

This golf study was undertaken so the City might make informed decisions as to the future management of the Brookshire Golf Course.

The City of Carmel is an affluent community with a positive national brand reflecting the impressive quality of life. The median household income of residents is \$100,682 who have an average age of 38.0 and an average net worth of \$339,487. This represents a wealth index 27% greater than within the United States. In a survey of likely golfers, the average age of respondents was 49.8 with median household income of \$132,205.

One of the assets is the Brookshire Golf Course. With revenues of \$1.554 million, a cash basis net loss of \$492,665 was reported for 2024.

Simply stated, the golf course should be profitable with those demographics and the quality of the facility, generating sufficient cash flow to fund, not only operational expenses, but the incumbent capital investment required to ensure that the golf course is economically self-sustaining, eliminating the need for general fund support.

Why isn't it? It is a combination of two factors: 1) Base wages and fringe benefits (53.25%) exceed industry benchmarks; 2) Though the prime time pass rate with carts is \$73, the 119 season passholders are paying less than \$16 per round. Regretfully, the POS system was changed recently and the data to analyze the revenue leakage was lost. In addition, current accounting practices are not aligned with industry guidelines.

The golf course has deferred capital expenses of \$3.987 million. All green and tee complexes and the 26 bunkers need renovation. Several of the cart bridges, a critical safety item, should be replaced. Tree mitigation is required.

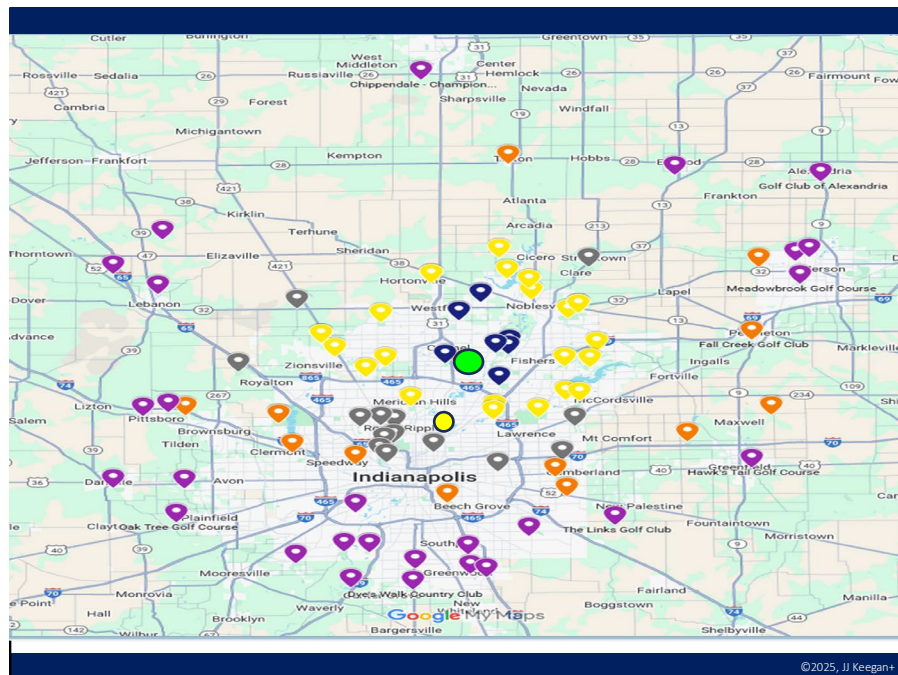
What is the solution? Four options exist: 1) The City can continue to self-manage the facility, implement a change to the rate structure, and mitigate, but not likely eliminate, the cash flow deficit and certainly not fund the deferred capital investment; 2) Transfer operational responsibility to the Carmel-Clay Park Board; 3) Privatization (contract management) through a third party or 4) A lease. The third option will probably create the best financial result but may not be consistent with the intangible factors that influence decisions in a municipality.

It is an achievable goal for Brookshire via self-management with changes suggested herein to achieve cost recovery in 2026. However, due to significant deferred capital investment, the City will be required to fund capital improvements for the near future.

Section 2 - Executive Summary

The Asset

The Brookshire Golf Course is an 18-hole championship golf course located in the northeast suburbs of Indianapolis, Indiana. There are eight-nine other golf facilities within thirty miles as illustrated below.



The Indianapolis metroplex offers a diversity of golf experiences as reflected below:

Type of Course	Number
Daily Fee	43
Municipal	7
Private	20
Resort	2
Semi-Private	17
Total	89

The Brookshire Golf Course was built in 1970 and designed by the legendary architect William Diddel. With gently rolling terrain and mature trees, the picturesque Cool Creek winding through much of the course, the course comprises:

Course	Par	Yardage	Course Rating	Slope Rating
Brookshire	72	6,972	72.7	126

Note: The course and slope rating for the blue tees are from the USGA National Slope rating database. The Brookshire Golf course website incorrectly lists the course and slope rating for those tees 72.8 and 131.

This golf course is an example of a parkland golf course and is considered appropriate for both the accomplished and recreational golfer. Much of the golf course is in the floodway and the creek's fringe in which losing a few golf balls during the round can be expected. The golf course's routing takes full advantage of gently flowing topography resulting in many exciting golfers that challenge the player.

Within the Indianapolis market, the golf course would be considered "mid-tier" situated between a championship golf course, e.g., nearby Plum Creek or Prairie View vs. an entry level facility, e.g., Sahm municipal golf course operated by the City of Indianapolis.

In 2009, a Master Plan was completed which cited many agronomic challenges with the greens, bunkers, fairway, and tees. Most of the challenges remain in 2025.

The Golf Boom

The golf business has surged since 2020 in what is known as the "Pandemic Era." The national surge is evidenced by:

- 2024 set a record with 28.1 million individuals playing 543 million "green grass golf" rounds.
- Public Green Fees are up 16%.
- Forty-nine percent of public facilities have undertaken significant course or clubhouse-related investments.
- This ability to obtain a tee time, especially in metropolitan markets, has become challenging as 13.9% of the golf courses in the United States have closed since 2006 reducing supply.
- Even with a surge in demand, more golf courses will close in 2024 than open, thereby increasing interest in the existing facilities.

Since 2021, the green fees rates at the Brookshire Golf Course have increased 40% and rounds are up 10%, yet the golf course continues to lose money. In a locale as affluent as Carmel and benefitting from this renewed interest in golf nationwide, the Brookshire Golf Course should be generating substantial positive cash flow.

The Purpose of This Financial Master Plan

The City of Carmel commissioned this strategic financial review as part of its extensive due diligence to evaluate the viability of the asset, calculate the deferred capital investment and the optimum management structure to ensure value is created for residents on a foundation that optimizes the financial return of the golf course.

The vision is that the City's General Fund would not be required to financially support the Brookshire Golf Course. Cash basis accounting, required by the State of Indiana, generates wild swings in reported earnings based on expensing capital investment, rather than accruing and depreciating over the useful life of the improvement, complicating in depth analysis and challenging onsite managers to effectively operate the facility.

Many municipal golf courses in the United States are accounted for in on an accrual basis in an Enterprise Fund. An Enterprise Fund is a self-supporting government fund that provides goods and services to the public for a fee, operating similarly to a business. These funds are used to ensure the financial sustainability of various government-owned infrastructure systems without relying on tax revenue. Examples of enterprise funds include:

- **Utility Services:** Water, sewer, electricity, and gas utilities.
- **Transportation:** Public transit, airports, and parking facilities.
- **Recreational & Cultural Services:** Municipal golf courses, aquatic centers, and stadiums.
- **Solid Waste & Environmental Services:** Waste collection, recycling, and landfill operations.
- **Health & Social Services:** Public hospitals and ambulance services.
- **Telecommunications & Technology:** Municipal broadband and cable TV services

Recognizing the limitations of operating on a cash basis within the General Fund, the question under evaluation is "Should the City of Carmel continue to management the golf course, should operational responsibility be transferred to the Carmel-Clay Parks and Recreation Department or should the golf course be "privatized" via a management agreement or lease to an independent third party?

Regardless of the operational management option selection, there is merit to transfer the Brookshire Golf Course to an Enterprise Fund.

Scope of Review

In undertaking this analysis, there were many options that might have been evaluated:

- 1) Sell the golf course.
- 2) Convert the 126 acres to open park space.
- 3) Renovate the course to compete with the local championship golf courses.
- 4) Renovate the course to appeal only to entry level golfers at value based prices.
- 5) Reduce the facility to 9 holes creating some open park space.
- 6) Reduce the facility to 9 holes, adding a Par 3 golf course and miniature golf course with some open park space.
- 7) Update the existing course and enhance the clubhouse, creating a restaurant/sports bar to appeal to nearby residents.
- 8) Update the course to appeal to the middle market recreational and avid golfer.

The scope of this strategic financial review was limited to the evaluation of Option 8 – update the course to appeal to the middle market golfer and Option 9 – update the facility to appeal to the idle market recreational and avid golfer.

This strategic financial analysis comprised analysis of the income statements for the period 2023 to 2024. Demographic data from ArcGIS online and weather playable days information was licensed from Weather Trends International as well as a detailed data analysis of the competitive golf courses from SmbGolf.

In addition, Brookshire Golf Course was visited from June 8 - 12 in which the golf course was secretly shopped, City Council members and management interviewed, five competitive golf courses visited and the annual consolidated financial report for the City of Indianapolis golf courses (Coffin, Eagle Creek, Pleasant Run, Riverside, Sahm, Sarah Shank Sahm, Smock, Whispering Hills) that generate \$7.856 million in revenue losing near \$905,000 for the year ending June 30, 2024 was examined as well as the lease agreements for operating those facilities. A community survey was also conducted, in which 1,509 individuals responded.

Financial Snapshot

Two sets of books are maintained to account for the operations at the Brookshire Golf Course. The City's Pentamation software reported in 2024 and 2023, revenues of \$1,553,722 and \$1,459,293, and cash flow deficits of \$492,665 and \$383,733, respectively. The Golf Course Great Plains software reflected cash flow deficits of 195,325 and \$75,499 in 2024 and 2023, respectively. It was beyond the scope of this review to reconcile the differences.

The operating performance of the Brookshire Golf Course, based on the Great Plains software, is shown below:

	2024	2023
Revenues		
Membership Revenue	209,258	207,701
Green Fees	918,862	805,737
Cart Fees	98,371	109,308
Range Fees	136,391	112,573
Simulator Fees	19,191	38,758
Other Golf Revenue	17,533	122,533
Total Golf Revenue	1,399,606	1,396,610
Pro Shop Sales	122,046	130,343
Food and Beverage Revenue	35,446	35,446
Total Revenue	1,557,098	1,562,398
Cost of Goods Pro Shop	106,749	119,127
Gross Profit	1,450,349	1,443,271
Operating Expenses		
Salaries, Wages, Benefits	947,943	924,256
Administration	53,067	48,776
Golf Shop	178,355	128,195
Maintenance	466,308	417,542
Total Expenses	1,645,674	1,518,770
Net Income	-195,325	-75,499

These financial statements have been prepared on a cash basis and do not conform to the generally accepted accounting principles (GAAP) for golf courses. The accrual basis of accounting that capitalizes investments and recognizes depreciation overtime is not used.

Further, the financial statements are not prepared to reflect operational net income: earnings before interest, taxes, depreciation, and amortization (EBITDA) which is a standard reporting format for golf courses. Operational net income is an essential metric to determine if a golf course is achieving “cost recovery.”

In the financial statements shown above, lease expenses have reclassified to the golf and maintenance departments for the POS license, carts including GPS, and the capital investment in cart paths and bridges. Further, salary expenses are consolidated until a single general ledger account rather than correctly being allocated to each respective department.

While the scope of this review did not include an “audit” of the financial statements, it should be noted that we were unable to reconcile either the “lease expense” schedule or the payroll

and fringe benefits schedule provided by the Golf Department to the income statements prepared by the City. Further, the rounds played by season pass holders and employees were consolidated. Thus, it was not possible to accurately reconstruct key financial metrics to determine if season passes were properly priced.

Why is that important? There are a series of operational benchmarks used to evaluate the financial performance of a golf course that are dependent upon the correct allocation of expenses to their appropriate categories. The ability to develop supportable recommendations is contingent on accurate financial statements.

In the attempt to reconstruct the financial information provided, there appears to be significant dilution in the realization of revenue in comparison to the posted rates as highlighted here:

Brookshire	2021	2024	Percent of Play	Percent of Revenue	Increase 21 vs. 24
Rack Rate	52	73			40.38%
Weekday	9,225	12,218	26.63%		32.44%
Weekend	10,410	9,051	23.90%		-13.05%
Tournament	6,930	5,900	14.85%		-14.86%
Total Paid Rounds	26,565	27,169	65.38%		2.27%
Green Fees and Carts	807,472	1,017,232		82.94%	25.98%
Green Fee Revenue Per Round	30.40	37.44			23.18%
Yield as % of Rack	58.45%	51.29%			-12.25%
Season Pass Rounds	10,395	13,500	30.68%		29.87%
"Membership" Revenue	193,196	209,258		17.06%	8.31%
"Membership" Revenue Per Round	18.59	15.50			-16.62%
Yield as % of Rack	35.75%	21.23%			-40.61%
Complimentary Rounds	1,540	1,631	3.94%	3.94%	5.91%
Total Rounds	38,500	42,300	100.00%		9.87%
Total Revenue	1,000,668	1,226,490			22.57%

Caveat Emptor: Are the number regarding season pass rounds and the yield as a percentage of the rack rate accurate? There were 163 season pass holders: 119 regular pass holders and 44 employees. The employees should have been registered in their own SKU. The rounds they played for free were commingled with the season pass holders.

Several items are of note.

1. A golf course should realize 60% of the posted prime time rate. The yield from public courses is 51.29% while the yield from season pass holders is estimated at 21.23%. This reflects the rates are incorrectly structured and that discounting is pervasive.

2. Season pass holders consume 30.68% of the rounds but only generate 17.6% of the revenue.
3. Season Pass holders paid \$16.58 inclusive of carts during the past four years. At most golf courses, carts retail from \$20 to \$30 in addition to green fees.
4. Season Pass holders average 82 rounds played annually. The season pass rate was established based on the anticipation that those golfers would play only 39 rounds per year.
5. Doubling the price of the annual season pass to reflect the actual usage by golfers is not practical as nearby courses offer a vastly superlative golf experience at what would be the adjusted annual pass price at the Brookshire Golf course.
6. Season Pass rounds are up nearly 29.87% since 2021.
7. Daily fee play pay 141% more per round the “members.”
8. Weekend and Tournament rounds have fallen precipitously, 13.05% and 14.86%, respectively since 2021.

One needs to look no further as to the significant contributing factor responsible for the loss the Brookshire Golf Course is experiencing than season passes. “Members” – a misnomer applied by golfers to create a feeling of ownership when they are merely annual pass holders, receive a discount of perhaps up to 78.8% from the posted time rate of \$73. No business can economically prosper providing 30% of its customers (as measured by rounds played) with a 78.8% discount.

A second contributing factor to the operational loss is the fringe benefits paid to the full time staff summarized below:

Description	
Full Time - Annual Pay + Cola	448,989
Full Time Benefits	239,096
Full Time Benefit Percentage	53.25%

If fringe benefits exceed 35%, it is often cost advantageous to retain third party contract management to operate the golf course.

A third factor that is contributing concern to the financial viability of the golf course is the lack of capital allocated to the course. The deferred capital investment, as illustrated below, is nearing \$4 million to modernize and maintain the competitiveness of the golf facility.

	Total
Green Complexes	\$2,261,000
Tee Construction	773,000
26 Bunkers – Remodel	593,800
Mobilization	200,000
Cart Bridges	110,000
Layout and Staking	40,000
Erosion Control	10,000
TOTAL	\$3,987,800

With net income losses forecast for the near future based on the current practices, continued financial support of the golf course will be required from the General Fund.

No Easy Answers

While an observer might believe that raising prices would solve the cash flow challenge, unfortunately, there is price inelasticity in the Indianapolis metroplex.

There are various metrics to calculate demand vs. supply within a defined radius: 1) number of courses compared to the population; or 2) number of golfers compared to the number of golf courses.

The first metric indicates that supply exceeds demand by 14% shown here:

Entity	United States	10 Miles	20 Miles	30 Miles	Indiana
Population	338,440,954	623,136	1,453,873	2,015,022	6,907,141
Golf Courses	15,945	34	61	89	408
Golf Facilities	13,946	30	56	82	358
People Per Course	21,226	18,328	23,834	22,641	16,929
People Per Facility	24,268	20,771	25,962	24,573	19,294
% Demand Supply Courses		86%	112%	107%	80%
% Demand Supply Facilities		86%	107%	101%	80%

Source: Argisonline – ESRI, SmbGolf, National Golf Foundation

While the second metric, the golf participation rate of Carmel residents exceeds national benchmarks, demand vs. supply is likely in balance limiting the ability to significantly raise rates.

Other revenue generating opportunities exist.

There are 241 playable golf days available at the Brookshire Golf Course, defined where the maximum temperature is above 48 degrees Fahrenheit and below 98 degrees Fahrenheit, precipitation is less than 0.25 inches of rainfall, and wind speed is less than 19 miles per hour.

Using these statistics, the rounds capacity at the Brookshire Golf Course is 74,000 rounds per year for each 18-hole golf course. This metric assumes 8 minutes between foursomes and rounds start being played 1 hour after sunrise and stop being played 3 hours before sunset.

Based on an estimated 74,000 rounds per eighteen holes, the golf course's current utilization is 57.4%, compared to a national utilization of 68%. There exists a significant upscale revenue potential if the utilization rate is increased as shown here:

Description	Amount
National Utilization Rate	68.8%
Brookshire Utilization Rate	57.4%
Utilization Differential	11.4%
Course Capacity	74,000
Incremental Rounds Possible	8,436
Average Round Per Round (2024)	\$37.34
Theoretical Supplemental Revenue	\$315,000

The theoretical supplemental revenue reflects a higher utilization of the golf course at the prevailing rate structure. There is another metric that reflects the opportunity to increase revenues with the elimination of the current excessive use of season passes.

If one multiplies the prime time green fee and cart rate times 60% with that result multiplied by the number of starts, the result should equal the gross revenue from green fees and carts. Applying that metric to Brookshire, the golf course should generate \$1,852,740 ($73 \times 60\% \times 42,300$) compared to the \$1,226,490 earned in 2024 from green fees and carts. Thus, with the enforcement of the current rate structure, revenues might increase by over \$600,000.

The operation of a golf course is a fixed cost business. Thus, the accretive revenue theoretically possible would increase the earnings before interest, taxes, depreciation, and amortization (EBITDA) positively impacting the available cash for capital investment.

Realizing the potential revenue that exists is predicated on efficient management. Numerous structural and organizational limitations currently exist:

- The clubhouse is poorly constructed with high operating costs. The \$10 million invested was a waste when a \$6 million golf course clubhouse would have been more appropriate.
- The clubhouse is dysfunctional: high air conditioning and building repairs, wireless internet connection unstable, limited bathrooms, and restricted functionality for the ladies, men's, senior club, and outings.
- There is limited parking requiring residential street parking.
- The width, depth, and angle of tees on the driving range creates safety hazards.
- Seasonal employees are limited to 85 days per year thus training is scant resulting in incorrect use of POS System capturing customer data.
- Indiana Department of Natural Resources (IDNR) has numerous easement restrictions.
- State-Wide Budget forecasts are likely to reduce City subsidies by up to \$10 million.
- The course is unsafe with blind shots on 1 and 10. Also, golfers can be hit with a ball between 2 and 8, 4 and 5, 6 and 7, 11 and 16 and 14 and 15.

Beyond the structural hurdles, current management policies and procedures are negatively impacting operations:

- The Point of Sale System was changed three times during the past four years, and no historical operational data exists.
- The website is poorly designed and is not maintained contemporaneously.
- Coordination between F&B concessionaire and golf course staff is lacking.
- City's liquor license is used by F&B Concessionaire and Carmel Christkindlmarkt creating an unwarranted liability.
- Golfers under the age of 16, without a driver's license or permits, can rent golf carts.
- Simulator revenue dropped from \$40,000 to \$20,000 between 2024 and 2023 because course management elected not to upgrade graphic cards in two computers.
- Annual Season Pass and Player's Cards are both offered accelerating discounted golf. Only one pass program, preferably Player's Cards, should be offered.
- Season Pass fees are discounted commencing June 1, 2025.
- GolfNow appears to have sold more bartered tee times than allowed by the contract provisions.

- The cart return process is flawed generating excessive salary expense.
- Autonomous mowers have not been adopted nor have an autonomous ball picker for the range been purchased.
- The 7th tee needed repair with seeding attempted. When the seed was washed out from rain, the decision was made to defer reseeding until September rather than spending \$500 to sod the tee embankment. As a result, during the prime season, the impression is created that the course is not being properly maintained.

The Clouded Crystal Ball

The purpose of this strategic financial review was to ensure that value was created for golfers on a foundation that optimizes the financial performance of the Brookshire Golf course by presenting a series of options for the City Council to consider:

- 1) What is the best organizational structure: self-managed, transferred operational responsibility to the Parks Department, retain a third party management company or lease the facility to an independent entity?
- 2) Independent of that decision, it will be incumbent on the managing entity to create a rate structure that might achieve cost recovery. Presented below is a scenario analysis undertaken as an integral component of developing a five year cash flow projection.

In Appendix B, the 174 variables considered are detailed. Presented below are the projected results for 2025 based on achieving the same number of rounds incorporating the 2025 budgeted payroll of \$1,027,000 (up from \$947,943 in 2024) and 8 scenarios presented for 2026 depending on the rate structure adopted and the yield achieved:

Scenario Analysis								
	Revenue		Expenses		Earnings Before Interest, Taxes, Depreciation, Amortization and Capital Reserves		Net Income	
	City	Private	City	Private	City	Private	City	Private
2025	1,552,345	1,552,345	1,720,124	1,628,292	-273,398	-181,566	-523,398	-431,566
2026 - 1	1,674,513	1,674,513	1,720,124	1,628,292	-151,230	-59,398	-401,230	-309,398
2026 - 2	1,776,320	1,776,320	1,720,124	1,628,292	-49,424	42,409	-299,424	-207,591
2026 - 3	1,969,296	1,969,296	1,720,124	1,628,292	143,553	235,385	-106,447	-14,615
2026 - 4	2,075,661	2,075,661	1,720,124	1,628,292	249,918	341,750	-82	91,750
2026 - 5	1,854,163	1,854,163	1,720,124	1,628,292	46,647	138,479	-203,353	-111,521
2026 - 6	2,049,263	2,049,263	1,720,124	1,628,292	235,504	327,337	-14,496	77,337
2026 - 7	2,244,363	2,244,363	1,720,124	1,628,292	424,362	516,195	174,362	266,195
2026 - 8	2,554,175	2,554,175	1,720,124	1,628,292	727,932	819,765	477,932	569,765

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None of the options are good. When a golf course operation becomes “institutionalized,” as is the Brookshire Golf Course, changes bring employment instability and raises the ire of golfers.

C. Northcote Parkinson, a British historian and author describes the situation the City of Carmel now finds itself in with respect to the golf course: "A luxury, once enjoyed, becomes a necessity" which highlights how people quickly adapt to comforts and conveniences that they now believe are essential.

Such is the case with the fringe benefits enjoyed by employees and the friendly golfer rate structure.

Thoughts for Consideration

Because of observed deviations in policies and procedures from commonly accepted practices for golf courses and in that caution is advised in relying on the financial information being presented herein as being fairly stated in all significant and material respects consistent with the reporting by other municipal golf courses, this golf study is issued with a qualified opinion.

One of the charters of a municipal government is to provide value based recreational that engages the entire community. That goal becomes illusive when the recreational asset is accounted for in the General Fund.

Compounding this dilemma, the financial statements are prepared on a cash basis without the consideration of depreciation and the misclassification of various expenses and investments which compound the difficulty in making a sound business decision.

In this strategic financial review, some might postulate that the implementation of a proper rate structure would address the financial leak. They would be partially correct. It would lessen the losses but unfortunately not generate sufficient cash flow to fund the deferred capital investment required.

Why, the payroll and associated fringe benefits are beyond industry benchmarks? Should the City elect to manage or transfer the golf course to the Carmel-Clay Parks and Recreation Department (CCPR), payroll expenses and benefits will remain a hurdle requiring continued capital investment from the General Fund. The fringe benefits paid by the CCPR are comparable to those paid by the City.

If this course was privately owned, the decisions to be made are clear. However, as a municipal asset, the allocation of City resources is based on the vision and values of City Council members and the Mayor serving the community. Thus, the information presented herein is solely to provide sufficient insights and perspectives that those responsible government officials can make an informed decision based on their values and goals as stewards for the public.

Section 3 - The Financial Master Plan

This study was conducted for the City of Carmel to evaluate the potential opportunities that the Brookshire Golf Course might become economically self-sustaining independent of financial support from the General Fund.

For this review, a thorough progression of evaluation and research was undertaken and comprised seven steps:



Phase 1 - The Uncontrollable Factors and Historical Performance:

1. A geographic local market analysis identifying the financial potential of the facility was completed. This analysis included the six key measures that accurately forecast the facility's potential. They are the MOSAIC profile, the customers' age, income, and ethnicity; the number of golfers per eighteen holes; and the competitive market's slope rating. These numbers are the key drivers determining the golf course's economic potential. (Section 6)
2. A playable weather study was completed to determine if the golf course was over- or under-performing the weather. Access to Weather Trends International's 11-month weather forecast service was provided, 88% accurate on temperature and 83% correct on precipitation. This data helps determine appropriate pricing. (Section 7)

Phase 2 - A Tactical and Operational Evaluation

1. The facility's current technology was evaluated to determine if it is efficiently integrated and appropriately leveraged to develop a segmented database for targeted marketing to golfers. (Section 8)
2. A strategic assessment to measure the historical financial performance of the facility against industry norms and seventeen benchmarks successful golf courses achieve was completed. (Section 9)
3. An analysis of the facilities and maintenance, including deferred capital expenditures, staffing levels, and equipment, was accomplished. We examined the necessary capital investment required to operate the golf course satisfactorily. (Section 10)
4. A comprehensive operational review was undertaken to examine policies and procedures that impact on the customer's experience and the operational and financial performance of the golf course. As measured by the experience provided, the value created determines if annual passes, Player's Cards, and public green fee rates are correctly set. (Section 11)
5. A consumer survey of 32 questions assessing the Carmel-Clay and the Brookshire Golf Course databases was conducted (Section 12).

Phase 3 – The Path Forward

1. An analysis of the management organizational options is presented highlighting the advantages and disadvantages of self-management, lease and third party management. (Section 13)
2. Financial projections, utilizing a scenario analysis matrix, are presented to reflect the various strategies that might be implemented by adopting some of the insights and perspectives presented in the Golf Study. (Section 14)

Section 4 - A National Perspective

A Snapshot of the Golf Industry

Golf is a \$102 billion industry, 20% larger than in 2016.¹

Thirteen thousand nine hundred fifty-two facilities offer 15,962 golf courses in the United States. There are 47.2 million golfers (off and on the course), of whom 17.8 million are seriously committed to the game. On-course golfers represent 28.1 million, representing an 8.48% participation rate. Seventy-two percent of golfers are male. The average age of a golfer is 44.2, with a household income of \$107,482 as of 2024.²

It is interesting to note that other reputable sources, e.g., Argisonline ESRI estimate that of the US population of 338,440,954, only 6.34% representing 21,457,156 played golf in the last 12 months. Thus, the number of active golfers that played in the last 12 months may only be 76.4% of what the National Golf Foundation reports.

The 543 million rounds played in 2024 represent a 20.0% increase from 2019. During the past three years, play among youth, people of color, and females has increased by 48%, 44%, and 41%, respectively.³ Demand shows no immediate signs of weakening, with the understanding that golf is a weather-dependent sport.

The average estimated playing fee for 18 holes at public courses, when not incorporating discounts, has increased to \$45 (18%) since 2019, when the average cost was \$36.50.⁴ Note the fee reflects peak fees that have been adjusted for differences such as weekday rates, junior and senior discounts, walking versus riding in a cart, time of day, and time of the year, and includes public resort courses. The \$45 rate with price adjustments represents **a prime time weekend rate of \$75.**

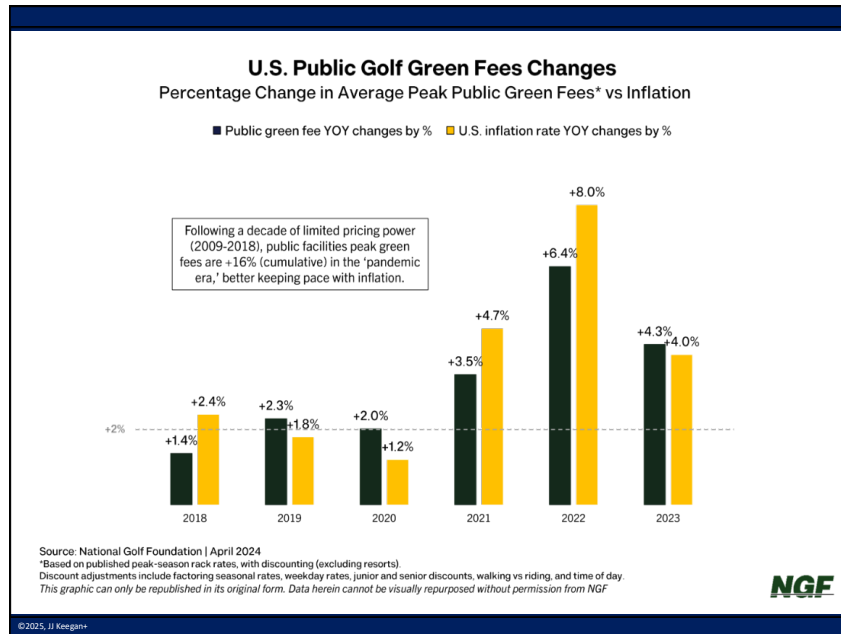
Shown below is the increase in green fees compared to inflation in the United States for the past six years:

¹ American Golf Coalition, "Golf Impact Report," p 2.

² National Golf Foundation, "2025 Golf Participation in the United States," p. 9

³ National Golf Foundation, "2025 Golf Participation in the United States," p. 4

⁴ National Golf Foundation, "2025 Graffis Report," p. 26



Golf courses achieved a 68% utilization of capacity in 2023.⁶

It should be noted that the fee to play at the Brookshire Golf Course during prime time has increased from \$52 in 2021 to \$73 in 2025. Rounds played totaled 42,500 were played in 2024, representing course utilization of 57.4% of capacity.

Spurred by the Pandemic, the popularity of golf entertainment has expanded dramatically across the nation from three entertainment centers in 2006 to 80 entertainment centers in 2024. There are over 6,000 businesses with golf simulators. The presence of amusement centers, i.e., Top Golf, Drive Shack, Big Shot, and Top Tracer, attracted around 36.2 million people in 2024. Top Tracer alone is installed at over 280 green grass facilities, which have seen range revenues soar. Off course, golf options now attract more individuals than on-course.

Additionally, the NGF's research indicates that off-course participation, such as driving ranges and simulator golf, has skyrocketed by 55% since 2017, broadening the sport's appeal beyond traditional play.⁷

The off-course alternatives have given consumers' confidence that golf, while challenging, can also be fun, entertaining, and exciting. As a result, the game is becoming more popular, fashionable, diverse, and approachable.

⁶ Golf Inc., *Will We Hit 520 million in 2023?* (November/December 2023), Pg 11.

⁷ [2302_04_Syngenta mini report entertainment_v6.pdf](#)

Off course options have created an environment that makes people want to play, provides a more approachable way for them to learn the game, provides the excitement of a good shot, and provides a sense of the requirements to play traditional golf. Thus, societal values are now changing.

The Brookshire Golf Course has embraced this industry trend and installed two golf simulators that generated \$38,757 and \$19,190 in 2023 and 2024, respectively. This is an asset that can be further enhanced through judicious marketing to increase utilization in November – March.

Golf has long been viewed as the most elite, expensive, and most time-consuming sport, as noted by Thorstein Veblen in his book, *"The Theory of the Leisure Class,"* in which he challenges some of society's most cherished standards of behavior and exposes the hollowness of many of our canons of taste, education, dress, and culture. Veblen's work suggests that when it comes to socially desirable goods, there is far more room for price elasticity than conventional economics assumes. That, in fact, price hikes do not suppress demand for goods and services but enhance their perceived value.

The Quality of Life: Golf Course - Recreation for a Lifetime

Between seventy million and eighty million Americans have shifted their views on golf, moving away from negative perceptions like "boring" and "pretentious" toward more positive descriptors such as "fun," "exciting," and "engaging".⁸

Social media has been a major driver of this shift, which has helped reshape golf's narrative by making it more accessible and entertaining. Viral moments, like Bryson DeChambeau's backyard hole-in-one challenge, have drawn millions of views and engaged golfers and non-golfers alike.

Golf contributes more to charities nationwide than the NFL, NBA, MLB, and NHL combined.

Investing in golf can be lucrative as individuals are attracted to the game for many reasons that provide a foundational base of consumers for the reasons listed below:

- **Accessibility:** Golf is inclusive and suitable for people of all ages and skill levels. Many courses offer programs and clinics for beginners, making it easy for newcomers to learn the game.

⁸ [70M+ Americans Changed Their Views on Golf - National Golf Foundation](#)

- **Challenge:** Golf is a sport that requires both physical and mental skills. Mastering it can be a rewarding challenge. Players enjoy the feeling of accomplishment that comes with improving their game.
- **Competition:** Whether individual or team-based, competitive golf adds excitement and motivation for players.
- **Competitive Spirit:** Golf can be played competitively against other players or oneself. Many people thrive on the challenge of improving their scores and competing with others.
- **Enjoyment of the Outdoors:** Golf is typically played on a beautiful, well-maintained course that allows players to enjoy the great outdoors. The lush greens, trees, and water features create a calming and relaxing environment.
- **Exercise:** A typical round of golf involves walking several miles, providing moderate exercise. It is a wonderful way to stay active while enjoying the outdoors.
- **Mental Focus:** Golf demands intense mental focus and concentration. Analyzing shots and making strategic decisions add to the appeal of many players.
- **Personal Achievement:** Golf allows individuals to set personal goals and work towards achieving them. Whether improving their score, hitting a specific shot, or playing on a particular course, the feeling of personal achievement is rewarding.
- **Relaxation:** For some, golf is a way to relax and unwind. The slow pace of the game, combined with beautiful scenery, provides an escape from everyday stress.
- **Socialization:** Golf is often played in groups, allowing socialization and bonding with friends or business colleagues.
- **Skill Development:** Golf hones various skills, including physical balance, coordination, focus, and concentration. The process of developing and refining these skills can be satisfying.
- **Time Outdoors:** Playing golf allows individuals to spend a few hours outside in the fresh air, away from the stresses of daily life. It is a chance to unplug from technology and appreciate natural surroundings.

- **Tradition:** Golf has a rich history and unique culture, appealing to those who appreciate tradition. From dress codes to on-course etiquette, golf enthusiasts find its heritage captivating.
- **Travel:** Golf courses exist worldwide, making them a popular activity for travelers. Playing on a new course in a different location offers a unique and exciting experience. Visitors to Carmel frequently play golf at Brookshire Golf Course, instilling within them an impression of the quality of their lives.

Golf is an integral part of the social fabric of the United States. Thus, the Brookshire Golf Course is an asset that enhances the quality of life to residents of the City of Carmel.

Section 5 – A City Governmental Perspective

Trickle Down

Carmel is a vibrant City. The financial position for the City's consolidated governmental and enterprise (proprietary business) funds is strong as reflected in the FY 2023 Annual Consolidated Financial Report:

Category	Amount
Assets	\$1,621
Net Position (Net Worth)	559
Revenue	318
Expenses	271

Note: Stated in Millions

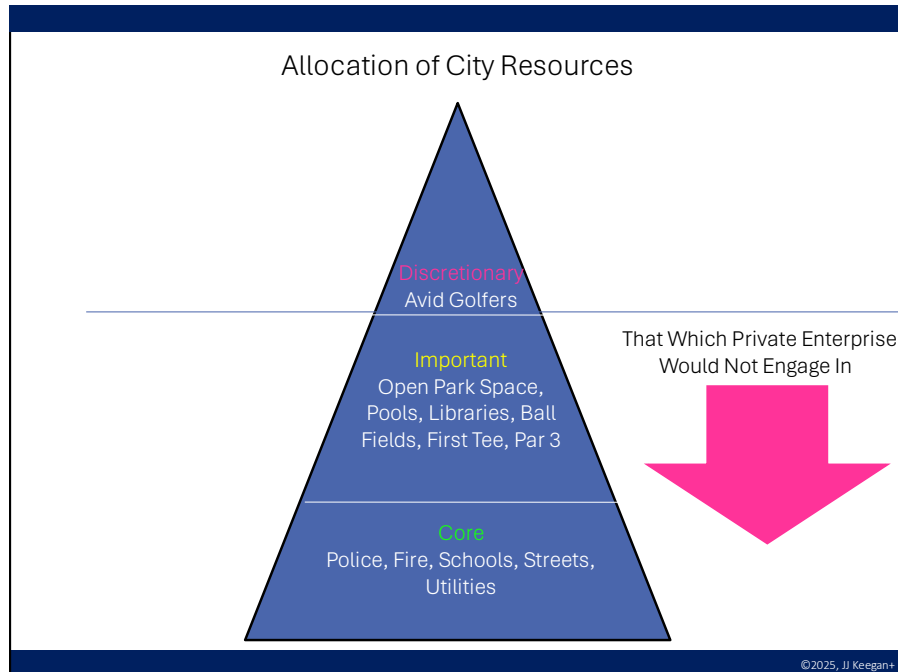
Principal Revenues	Amount
Property Taxes	\$76
Income Taxes	69
Charge for Services	58

Note: Stated in Millions

Principal Expenses	Amount
Public Safety	92
General Government	57
Economic Development	32
Streets, Infrastructure	24
Culture and Recreation	23
Water Distribution	23

Note: Stated in Millions

The question that the City Council faces perpetually is how to best allocate resources by minimizing taxes to maintain a high quality of life standards for its residents.



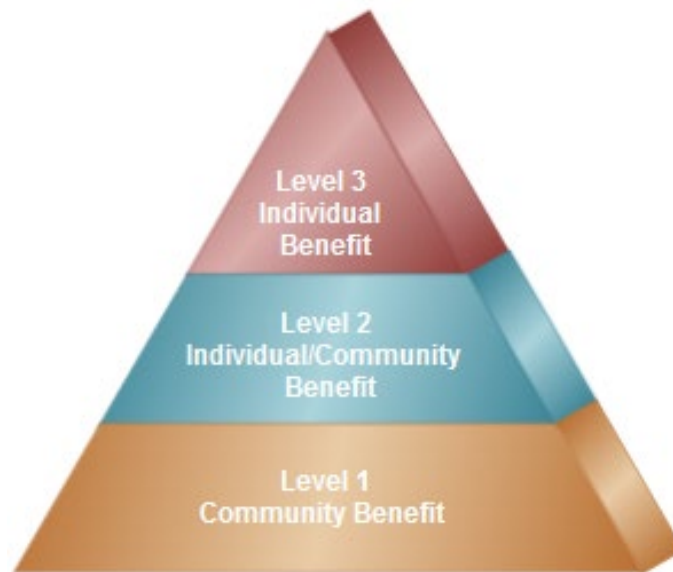
The government generally engages in activities that private enterprises do not. That poses the following questions:

- "How much should a City invest in an asset that competes against private businesses, i.e., a golf course?
- Do you invest or subsidize an asset to provide affordable, value-based recreation for new entrants to the game and citizens with limited financial resources?
- How do you measure the intangible value of providing recreational amenities to enhance residents' quality of life?

The City Council ultimately decides on this question based on the City's leadership input.

The Carmel-Clay Park and Recreation Department's foundation is built on four community service pillars: Health & Wellness, Social Equity, Conservation, and Economic Activity. Their Strategic Plan guides their mission to build up Carmel as a Happy, Healthy, and Connected Community. Strategic Plan objectives include accessing and identifying barriers that limit opportunity, creating age-friendly community spaces, and adopting practices for recycling and zero waste. Their budget for FY 2025 is \$2.46 million, of which \$2,127 is spent on personal services.

Regarding the services by the Parks and Recreation Department, a version of a three-level cost recovery model is often used, as highlighted below:



It is essential to understand the allocation of resources by the Park and Recreation Department to provide a quality of life and, to some extent, financial underwriting for residents. Illustrated below are these priorities:

- **LEVEL 1 – COMMUNITY BENEFITS**

- Parks
- Playgrounds
- Splash Pads
- Trails
- Greenways
- Free Special Events
- After-School Program
- Outreach Programs (Free or \$)
- Programs at Rec Centers (Free or \$)

- **LEVEL 2 –
INDIVIDUAL/COMMUNITY
BENEFIT**

- Summer Camp
- Learn to Swim Lessons
- Youth sports fees
- Rec Center Programs with small fees
- Transportation Fees for Senior Programs
- Monitored facility use (pools, tennis)
- Programs in the Park partners
- Fee-based Special Events

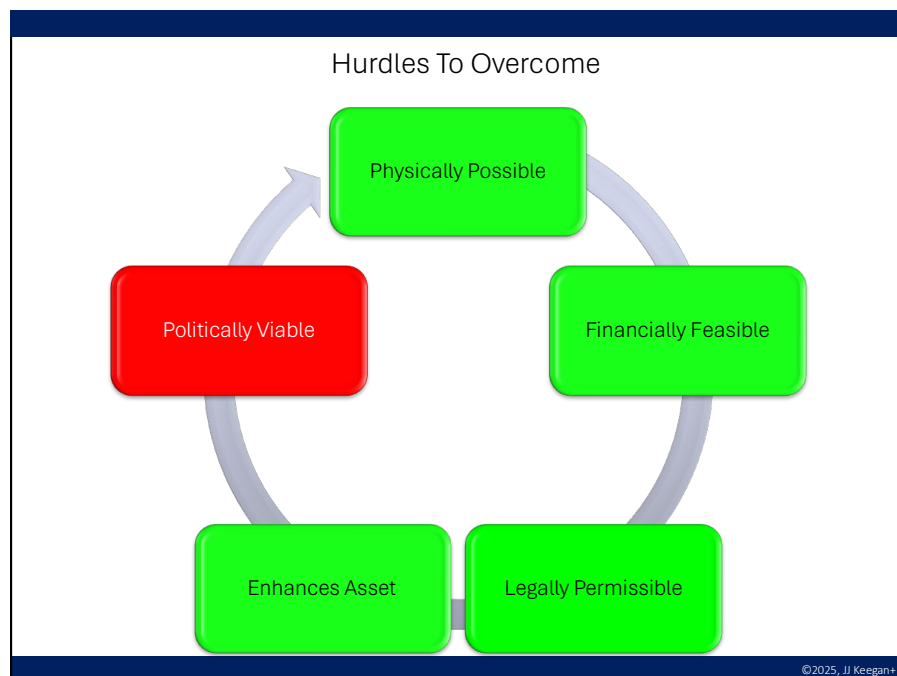
- **LEVEL 3 – INDIVIDUAL BENEFIT**
 - Golf
 - Adult sports league fees.
 - Concessions
 - Rentals (Shelter, building, field, pool)

Pending the direction of the City Administration to the contrary, the Cost Recovery Model regarding “individual benefits” defines the fees for those activities.

Thus, this model suggests that the rates at the golf course be set to recognize the individual benefit the participant receives and should be established to ensure the golf course is self-sustaining independent of the financing required by the General Fund.

Thoughts for Consideration - Five Hurdles

Can the City Council adopt this benchmark when implementing components of this Financial Master Plan? Finding the best solution for a municipal asset must contain five elements:



The highest hurdle is often the political viability of a solution. The City’s Administration and City Council must ultimately define the golf course's vision and future.

Should the City Council not adjust rates from the current \$73 per 18 holes, and the \$2,600 for an annual pass by limiting the number of rounds afforded per pass, the course will continue

to require annual subsidies exceeding \$300,000 from the General Fund in addition to funding the now deferred capital investment of \$4 million that is only likely to grow.

Section 6 – Demographics

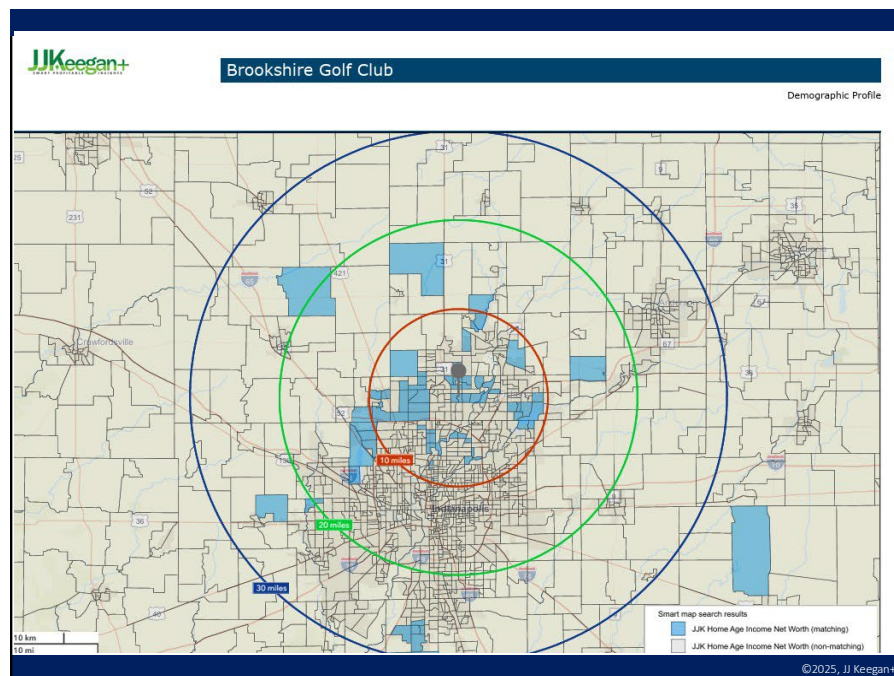
Who's Who

Every business's success is founded on understanding the demographics of the local market to ensure that the product/service being offered is consistent with the population's lifestyle modes. For a business, the local population is an “uncontrollable” factor that dramatically influences its potential for financial success.

The average age of a golfer in the United States is 44.5, and the household income was \$107,482 as of 2024. Ideally, a golf course would be located near a comparable demographic to determine its viability.

What segment of the population near the Brookshire Golf Course would match that profile? Eighty percent of golfers who play a municipal or daily fee golf course live within ten miles or a 30-minute drive time.

Below is a map that reflects the Carmel metroplex by block group. The blue boxes represent **block groups** where residents live with a favorable predisposition to play golf. In those segments, the median age is >40.7, the median household is >\$100,348, the house value exceeds \$404,930 and their net worth exceeds \$704,605.



Note: The Red/Green/Blue Marking represents the 10/20/30 mile radius from Brookshire Golf Course

Multiple block groups around the Brookshire Golf Course matched the demographic profile of golfers. Simply stated, the Brookshire Golf Course, based on demographics, is ideally located. The economic profile of residents within the competitive market is illustrated below:

	2024 Total Population	Median Household Income	Median Age	Median Disposable Income	Median Net Worth	Median Home Value	Wealth Index	Rate Not Employed
10 Minutes	60,530	114,586	40.7	93,463	515,620	435,864	155	3.1%
20 Minutes	370,596	106,009	38.6	84,831	393,180	381,183	136	2.5%
30 Minutes	920,819	87,973	37.4	69,868	265,092	338,484	112	3.3%
10 Miles	623,136	100,682	38.0	79,614	339,487	360,835	127	2.8%
20 Miles	1,453,873	80,370	36.6	63,361	211,244	296,765	98	3.3%
30 Miles	2,015,022	80,123	37.3	62,985	230,545	281,421	95	3.1%
Indy-Carmel-Greenwood MSA	2,173,541	79,790	37.6	62,636	234,497	278,339	95	3.1%
Indianapolis	3,193,369	74,529	38.2	58,325	213,938	245,819	86	3.3%
Indiana	6,907,141	70,604	38.6	56,380	215,448	234,442	82	3.4%
USA	338,440,954	79,068	39.3	63,562	225,545	355,577	100	4.2%

Source: ESRI, May 2025

The residents within 10 minutes of the Brookshire Golf Course are 55% wealthier than citizens in the United States as reflect in their higher household income, disposable income, net worth, and home values.

Beyond the population's size, income, net worth, residents' race, and ethnicity also significantly affect their desired golf course experience.

Note that race and ethnicity are often used interchangeably but have distinct meanings. ChatGPT 4 states, “Race is associated with physical traits, such as skin color, bone structure, and other biogenic features. Ethnicity is related to cultural identity, linguistic heritage, nationality, tribal affiliations, and regional culture. Shown below are the numbers:

	2024 Diversity Index	White	Hispanic	Black	Asian
10 Minutes	45.3	77.70%	6.17%	3.96%	8.71%
20 Minutes	49.9	74.41%	6.59%	8.79%	6.76%
30 Minutes	64.4	61.19%	9.63%	21.59%	4.50%
10 Miles	58.7	67.38%	8.34%	15.52%	5.51%
20 Miles	66.3	60.57%	11.37%	21.03%	4.13%
30 Miles	60.9	65.98%	9.62%	16.64%	4.71%
Indianapolis-Carmel-Greenwood, IN MSA	58.8	67.85%	9.15%	15.51%	4.42%
Indiana	50.2	75.93%	8.85%	9.82%	2.76%
USA	72.5	60.25%	19.64%	12.49%	6.36%

Note: The percentages of Race are based on the 2020 Census
Source: ESRI, 2025.

The Brookshire Golf Course's competitive market, racially and ethnically, is consistent with communities that have a strong identification with golf. The economic profile of these residents also manifests itself in their recreational spending:

	Entertainment/ Rec	Entertainment/ Rec Fees /Admissions	Fees- Participant Sports Excl Trips	Fees-Rec Lessons	Admission to Sports Events Excl Trips
10 Minutes	\$2,392.41	\$521.17	\$83.73	\$109.86	\$51.28
20 Minutes	\$2,138.90	\$454.70	\$73.71	\$95.37	\$44.38
30 Minutes	\$1,793.64	\$369.51	\$59.94	\$74.99	\$37.15
10 Miles	\$1,998.42	\$419.26	\$67.97	\$87.02	\$41.28
20 Miles	\$1,617.32	\$328.02	\$53.09	\$64.83	\$33.80
30 Miles	\$1,571.06	\$316.70	\$51.60	\$61.79	\$33.08
Indianapolis-Carmel-Greenwood	\$1,560.47	\$313.10	\$51.13	\$60.69	\$32.90
Indianapolis	\$1,472.46	\$285.16	\$46.77	\$53.39	\$30.91
Indiana	\$1,393.63	\$266.22	\$43.92	\$48.59	\$29.48
USA	\$1,579.93	\$319.03	\$51.50	\$66.62	\$30.56

Note: The statistics represent annual spending per individual.
Source: ESRI, 2025.

Residents who live 10 miles from Brookshire Golf Course vastly exceed the recreational spending in Indianapolis MSA, Indiana and the US.

A fourth set of statistics regarding the residents' specification predilection to golf also provides further insight:

	Watched Golf Channel Last Week	Participated in Golf/12 Mo	Watch LPGA Golf on TV/Online	Watch PGA Golf on TV/Online	Golf Super Fan (10-10 on 10 Scale)
10 Minutes	4.36%	7.58%	2.39%	11.76%	1.17%
20 Minutes	4.13%	7.21%	2.31%	11.16%	1.18%
30 Minutes	3.54%	6.43%	2.25%	9.91%	1.14%
10 Miles	3.85%	6.87%	2.29%	10.61%	1.17%
20 Miles	3.30%	6.21%	2.26%	9.57%	1.19%
30 Miles	3.37%	6.36%	2.30%	9.83%	1.20%
Indianapolis-Carmel-Greenwood	3.38%	6.42%	2.32%	9.91%	1.19%
Indianapolis	3.34%	6.51%	2.40%	9.96%	1.20%
Indiana	3.30%	6.50%	2.45%	9.97%	1.19%
USA	3.44%	6.34%	2.37%	9.82%	1.22%

Source: ESRI, 2025

The above chart indicates, as measured by their participation in golf, residents are more interested in golf compared to United States, though it is surprising there are slightly less superfans.

What are the residents near Brookshire Golf Course's favorite pastimes? According to the Sports and Leisure Market Potential Report prepared by ESRI, residents' recreational interests are concentrated on activities, as shown below..⁹

Participated	Expected Number of Adults/HHs	Percent	MPI
Participated in Pilates/12 Mo	15,510	3.2%	119
Attend College Football Game/12 Mo	14,023	2.9%	118
Participated in Jogging or Running/12 Mo	57,677	12.1%	117
Attend College Basketball Game/12 Mo	7,551	1.6%	117
Participated in Pickleball/12 Mo	13,737	2.9%	115
Participated in Skiing (Downhill)/12 Mo	14,494	3.0%	115
Participated in Yoga/12 Mo	55,489	11.6%	115
Participated in Ping Pong/12 Mo	20,601	4.3%	114
Participated in Bicycling (Mountain)/12 Mo	17,835	3.7%	113
Participated in Ice Skating/12 Mo	13,295	2.8%	113
Participated in Weightlifting/12 Mo	80,524	16.8%	113
Participated in Aerobics/12 Mo	41,195	8.6%	112
Participated in Golf/12 Mo	42,840	9.0%	112

⁹ ESRI, "Sports and Leisure Potential Report," Pg 1.

Watched	Expected Number of Adults/HHs	Percent	MPI
Watch Gymnastics on TV/Online	29,926	6.3%	115
Watch Men`s Tennis on TV/Online	36,302	7.6%	113
Watch NCAA Tournament Basketball on TV/Online	69,147	14.5%	113
Watch College Basketball on TV/Online	66,039	13.8%	112
Watch Winter Extreme Sports on TV/Online	12,256	2.6%	112
Watch PGA Golf on TV/Online	66,139	13.8%	111
Watch College Football on TV/Online	141,242	29.5%	110
Watch NHL Playoffs/St Stanley Cup Ice Hockey on TV/Online	38,374	8.0%	110
Watching Summer Olympics on TV/Online	74,839	15.6%	110
Watch Women's Tennis on TV/Online	34,892	7.3%	110
Behavior – Participated in Mainly Non Related Sports	Expected Number of Adults/HHs	Percent	MPI
Participated in Book Club/12 Mo	22,783	4.8%	119
Participated in Fantasy Sports League/12 Mo	26,765	5.6%	116
Played Board Game/12 Mo	116,407	24.3%	112
Went to Art Gallery/12 Mo	49,179	10.3%	111
Read Book/12 Mo	197,389	41.3%	108
Played Cards/12 Mo	91,483	19.1%	108

Note 1: The National Golf Foundation estimates that there are 1.415 golfers per household. Thus, within 10 miles of the Brookshire Golf Course there are likely 60,618 golfers.

Note that the MPI (Market Potential Index) number compares the interests of residents near the Brookshire Golf Course to those of United States residents based on a benchmark of one hundred. Thus, residents near the Brookshire Golf Course have 19% more households that participated in Pilates and 12% play more golf.

From a “macro” viewpoint, one could conclude that the area around the Brookshire Golf Course is a strong golf market. A capital investment at the Brookshire Golf Course should generate a sufficient return on investment if the green fee is established at prices that match the experience provided.

The Predictive Index

For a golf course to be economically successful, it must possess one of two criteria:

- 1) It should provide an experience that matches the attitudinal behavior of residents within the 30-mile radius, or

- 2) It must be of sufficient championship caliber, i.e., Bethpage, Crandon Park, Harding Park, and Torrey Pines, to attract tourists beyond a 10-mile radius who are willing to pay a high green fee to play the nationally acclaimed courses or those of a championship pedigree designed by a leading golf course architect.

The Experian Mosaic profile is a consumer lifestyle segmentation system that classifies households and neighborhoods into distinct groups and types. Most golfers are classified into the following categories: sophisticated singles, bourgeois prosperity, career and family, or comfortable retirement.

Within a 10-mile radius from the Brookshire Golf Course, the chart below highlights the distribution of the population among these categories:

Brookshire Golf Club	Population		28.94%
10 Miles		Distribution by Behavior Category	Compared to US Population
Sophisticated Singles	33,098	6.26%	3.46%
Bourgeois Prosperity	121,092	22.90%	7.10%
Career and Family	189,564	35.84%	22.54%
Comfortable Retirement	25,588	4.84%	-4.16%
Routine Service Workers	53,639	10.14%	-7.06%
Hard Working Blue Collar	13,849	2.62%	-8.28%
Metropolitan Strugglers	70,944	13.41%	-2.89%
Low Income Elders	7,836	1.48%	-1.22%
Post Industrial Survivors	12,953	2.45%	-4.05%
Rural Inheritance	310	0.06%	-5.54%
Total	528,873	100.00%	

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What is heartening is 23% of the population are career and family. This is one of the classifications in which a golf course will prosper. The citizens are likely to have an attitudinal behavior to spend their disposable income to play a golf course nearby.

The Predictive Index, developed and evaluated by our firm, compares the attitudinal behavior of residents, i.e., the experience they seek, measured against the slope rating of a golf course, which indicates its difficulty. Shown below is the Predictive Index calculation matching the pre-deposition of residents within ten miles of the Brookshire Golf Course to the golf experience they are seeking:

Brookshire Golf Club Predictive Index Score										
>45	0	0	2	3	4	5	5	5	5	5
40	0	0	2	3	4	5	5	5	5	5
35	0	1	3	4	5	4	4	4	4	4
30	0	1	3	4	5	4	4	3	3	3
25	1	2	4	Brookshire	4	3	3	3	2	2
20	1	2	5	4	4	3	2	2	1	1
15	2	3	5	4	3	2	2	1	0	0
10	2	3	4	3	3	2	1	0	0	0
5	3	4	4	2	2	1	0	0	0	0
0	3	4	3	2	1	1	0	0	0	0
-5	3	4	3	1	1	0	0	0	0	0
-10	4	5	3	1	0	0	0	0	0	0
-15	4	4	2	0	0	0	0	0	0	0
-20	4	4	2	0	0	0	0	0	0	0
-25	5	4	1	0	0	0	0	0	0	0
-30	5	4	1	0	0	0	0	0	0	0
< -35	5	4	0	0	0	0	0	0	0	0
Slope Rating	110 - 114	115 - 119	120 - 124	125 - 129	130 - 134	135 - 139	140 - 144	145 - 149	150 or >	
Probability of Financial Success for Golf Course Based on Residents with 10 Mile Radius										
5	Excellent									
4	Good									
3	Fair									
2	Below Average									
1	Very Challenged									
0	Little Chance									
©JJ Keegan+, 2025										
©2025, JJ Keegan+										

Note 1: The rating schedule measures the probability that the golf course experience matches that desired by residents on a 6-point scale: 0 = little chance, 3 = fair, 5 = Excellent.

Note 2: The Slope rating measures the difficulty of a golf course. New entrants and recreational golfers seek to play golf courses that match their abilities.

Note 3: The MOSAIC profile is a customer segmentation model designed by Experian. It is a cross-channel consumer classification system that reflects the attitudinal behavior of individuals.

Note 4: The cost of a round of golf includes the green fee and cart and can also be measured by the number of golf balls lost. Hence, new entrants to the game and recreational golfers seek a gentler and more forgiving course.

This analysis indicates that Carmel residents, in general, are seeking the golf course experience that Brookshire offers.

Thus, the first criterion for the financial success of a golf course, it should provide an experience that matches the attitudinal behavior of residents within the 10-mile radius, is supported. For the Brookshire Golf Course to be successful, it does not have to rely on golfers outside of a 10-mile radius.

Demand vs. Supply

There are multiple methods to measure demand vs. supply: 1) the number of **people per golf course**, 2) the number of **people per golf facility**, 3) the number of **golfers per golf facility**, or 4) the number of **golfers per course**.

Supply near the Brookshire Golf Course exceeds demand when measured by the number of people per course or per facility, as shown here:

Entity	United States	10 Miles	20 Miles	30 Miles	Indiana
Population	338,440,954	623,136	1,453,873	2,015,022	6,907,141
Golf Courses	15,945	34	61	89	408
Golf Facilities	13,946	30	56	82	358
People Per Course	21,226	18,328	23,834	22,641	16,929
People Per Facility	24,268	20,771	25,962	24,573	19,294
% Demand vs. Supply Courses		87%	113%	107%	80%
% Demand vs. Supply Facilities		86%	107%	102%	80%

Note 1: The data for the Brookshire Golf Course's golf course population is based on a 10-mile radius of the facility provided by ESRI's ArcGIS Online.

Note 2: The National Golf Foundation provided the number of golf courses in Texas and the United States.

Note 3: SmbGolf provided the number of golf courses near the Brookshire Golf Course based on a 10-mile, 20-mile, and 30-mile radius from the facility.

Note 4: Courses measured based on 18-hole equivalents.

Because supply exceeds demand within the ten mile radius, the competitive market is likely to reflect price inelasticity such that the ability to adjust rates upwards will be challenging.

There is a mitigating factor. Few golf courses are likely to ever be built within the boundaries of a major city due to the cost of land and the urban requirements to provide a quality of life to residents. Thus, with the continued growth in population, demand will continue to grow, reducing the oversupply of golf courses in the Carmel area, providing golf course owners with a future hope on which their operations might succeed.

Another method for measuring demand is to compare the participation rate of golfers to the number of courses. Shown below is further documentation that demand exceeds supply within a 10-mile radius of the Brookshire Golf Course:

Demand	Brookshire	U.S. Per Course - 2024	U.S. Per Facility - 2024
Year Course Opened	1971		
Strategic Financial Index Score	3,417		
Slope Rating	126		
Prime Green Fee 18 Holes with Cart	73	51	66
Total Golfers	68,328	28,100,000	28,100,000
Rounds Played	1,082,267	543,000,000	543,000,000
Estimated Course Rounds	748,474	543,000,000	543,000,000
Rounds Per Course	36,076	34,016	38,888
Rounds Played Per Golfer	15.84	19.32	19.32
Golf Participation	22.43%	8.48%	8.48%
Golfers Per Number of Courses	2,330	1,760	2,012
Revenue Per 18 Holes Within 10 Miles	1,676,031	1,416,063	1,416,063

Source: SmbGolf, National Golf Foundation

While the number of people per golf course indicates the market is oversupplied, based on the number of golfers per golf course, does the market appear undersupplied? How can two calculations of demand vs. supply create contradictory results?

The possible answer is found in the recreational interests of residents. The ESRI report indicated that the interest in ice hockey within 10 miles of the Brookshire Golf Course is 12% higher than the national average. Both golf and ice hockey have many similar characteristics:

- **Similar Mechanics:** Both sports involve stick-and-ball motion, requiring strong hand-eye coordination, balance, and rotational power. Hockey players often develop powerful golf swings due to their experience with slap shots.
- **Offseason Activity:** Golf is a low-impact sport that allows hockey players to stay competitive and active during the offseason without risking injury.
- **Social Aspect:** Golf provides a relaxed environment for players to bond, like the camaraderie found in hockey locker rooms.
- **Cross-Sport Athletes:** Some professional golfers, like Mike Weir and Jerry Kelly, had backgrounds in hockey before transitioning to golf.

Thus, the high participation rate in ice hockey correlates to the higher participation rate in golf providing an indication that demand, and supply are more balanced when considering the recreational interests of residents vs. the US population at large. Often national statistics create aberrations when applied to a narrow local market.

There is another statistic, the Strategic Financial Index supports the conclusion that the golf course can be financially successful.

In 2016, our firm undertook an extensive research project in which we measured the probability of financial success for a golf course based on forty-four variables. We ranked the 15,210 facilities that were operating at that time.

Brookshire Golf Course was ranked 3,417 out of 15,210 as to the probability that it would be a financial success. Today, there are 13,952 golf course facilities in the United States. While the relative order of the potential success of the courses remains largely unchanged, Brookshire ranking in 2016 is a positive metric regarding its investment's potential presuming that the facility is professionally managed.

Thoughts for Consideration

While the amount of data presented can be daunting and overwhelming, and some statistics can seem contradictory, it is only by examining the breadth and depth of data that some summary observations can be made.

For the competitive market in which the Brookshire Golf Course is located,

- 1) The demographics within ten miles are positive.
- 2) Demand is relatively balanced when considering the recreational interests of residents, such that a well-managed golf operation should generate positive cash flow.

Section 7 – Weather

A Golf Playable Day

The most significant uncontrollable factor in the operation of a golf course is weather. There is a joke in the golf industry that when financial performance is positive, it is because of superior management. When economic performance is poor, it is because of the weather.

The number of golf playable days is directly correlated to the revenue potential of a golf course. A golf playable day is defined as a day where the maximum temperature is above 48 degrees and below 98 degrees Fahrenheit, precipitation is less than 0.25 inches of rainfall, and wind speed is less than 19 miles per hour.

While one can debate the definition of a golf playable day based on the locale of the golf course, using a standard benchmark provides consistency in analyzing the financial performance of golf courses within the United States. These numbers can be used to compare “good” years with “not good” years. Monthly values can help the owner determine when to have the most staff and plan for the most rounds.

Over the past decade, Brookshire Golf Course has averaged 241 playable golf days per year, representing 66% of the possible days to play in the calendar year, as shown below.



Annual Season Pass – What is Fair Market Value

Understanding the number of playable golf days can help establish a fair and equitable fee for annual passes.

Over 75% of public golf courses offer varying types of “annual passes” that provide unlimited play. The most common annual passes are five-day (weekdays only), and seven-day passes. Senior citizens are often offered discounts on these passes.

Brookshire offers the following annual passes:

Category	2025 Rate
Single	2,600
Couple	3,400
Senior Single	2,350
Senior Couple	3,600
Executive	1,600
Junior	599
Corporate	3,000
Players Card	1,700

It should be noted that the Corporate rounds are not featured on the Brookshire website.

The annual passes generate the following revenue:

	2021	2022	2023	2024
Season Pass Rounds	10,395	12,884	13,264	13,500
"Membership" Revenue	193,196	213,431	207,700	209,258
"Membership" Revenue Per Round	18.59	16.57	15.66	15.50
Yield as % of Rack Rate	35.74%	26.29%	24.09%	21.23%

Regretfully, the Brookshire Golf Course does not accurately track season pass rounds played. The course data entry process posts annual pass rounds with the free rounds played by employees.

Presented below is a calculation as to the appropriate price for the annual pass at the Brookshire Golf Course:

	Unlimited Pass – National Benchmark	7 Day Unlimited
Holes	18	18
Playable Days	260	241
Playing Frequency	32%	32%
Rounds Played	83	77
Rate Rack	\$55.00	\$73.00
Frequency Discount	30%	30%
Proper Annual Fee	\$3,195	\$3,940
Current Fee		\$2,600
Undervalued		\$1,340

Note 1: The national benchmarks are based on a survey by JJ Keegan+ in July 2019 regarding how golf courses calculated their rates based on the frequency of visits and the discount to accord.

The Brookshire Golf Course season passes also include:

- \$100 on Club Credit to spend in Proshop.
- BlueGolf Handicap
- 15% off Selected Merchandise
- Range Key with 30 buckets of Balls

The season passes are clearly undervalued when including the supplemental benefits available. A study of competitive public golf courses within ten miles of Brookshire Golf Course revealed the following:

Golf Course	Prime Time Rate	7 Day with Cart				Break Point				Senior Rate
	With Cart	Single	Family	> 55 Single	> 55 Family	Single	Family	> 55 Single	> 55 Family	
Brookshire	\$73	2,600	3,600	2,350	3,300	36	49	32	45	55
Plum Creek	\$94	4,500	5,500			48	59			
Bear Slide	\$107	4,000	4,700			37	44			55
River Glen	\$78	3,590	4,590			46	59			
Pebble Brook	\$75	2,495	3,100	2,295		33	41	31		55
Woodwind	\$75	2,495	3,090	1,895	2,490	34	42	26	34	55
Fox Prairie	\$62	2,250	3,400			31	47			60
Gray Eagle	\$63	No Information Available								
Ironwood	\$79	No Information Available								
Sahm Golf Course	\$44	No Information Available								
Prairie View	\$85	No Season Passes Sold								
The Fort	\$101	No Season Passes Sold								

Regretfully, the experience offered at Brookshire Golf Course is not of the same value as it is offered at Plum Creek or Bear Slide, thus, there is inelasticity regarding how much the season pass prices can be raised.

While the break point, the number of rounds a golfer needs to play, to derive value from a season pass, based on 241 playable golf days, should be set around 40. What is known that 30 individuals play over 200 rounds per year and that season pass holders average 82.3 rounds per year. Thus, the season pass pricing structure is flawed from the overuse of passes by a select group of golfers.

To correct this, season passes **should not be offered** if a golf course is seeking to maximize its revenue per round. Someone always losses when a season pass is sold – the golfer who purchases and does not use it or the golf course who experiences excess use of the pass by a select number of golfers.

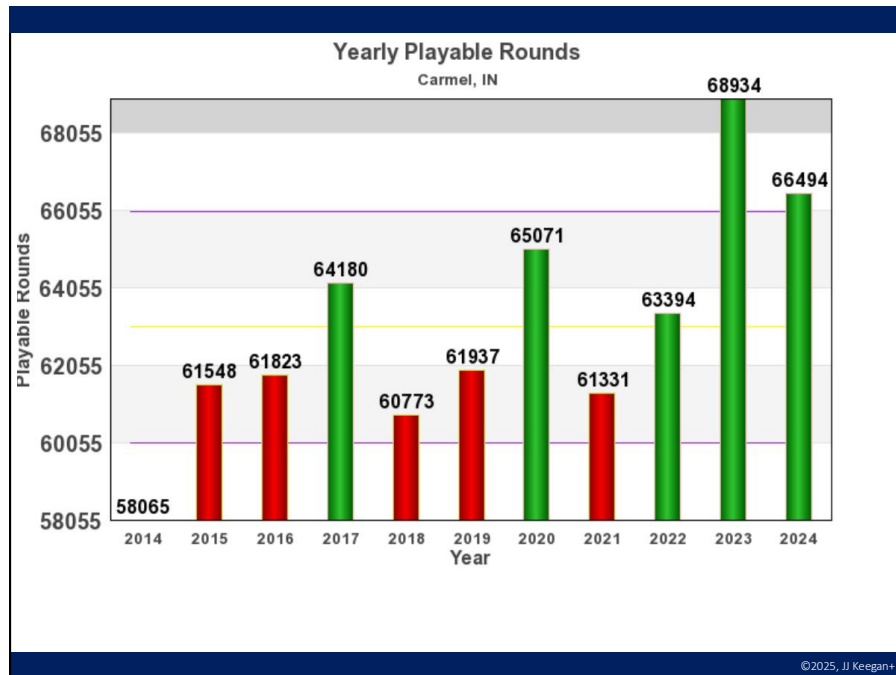
Brookshire also offers a 30 round punch card for \$1,700 (\$56.66) per round which represents a 22.45% discount from the prime time rate.

Offering both season passes, and a punch card is ill-advised, and it ensures that discounting will become prevalent as the golfer will select the rate structure that minimizes their cost per round.

Course Utilization

Another benchmark in determining golf's financial potential is the utilization of the golf course in comparison to the number of rounds that can be played.

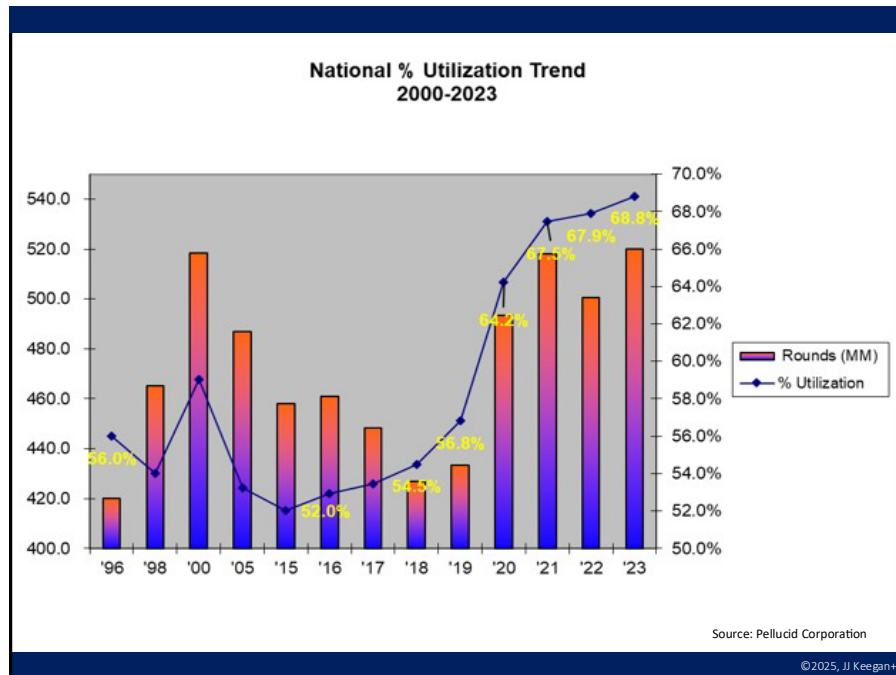
The theoretical capacity of rounds being played at Brookshire Golf Course per eighteen holes is shown here:



Thus, the Brookshire Golf Course could accommodate a maximum of 74,000 rounds per year. This metric is calculated by weighting temperature and precipitation values by the number of rounds possible daily. This metric assumes 8 minutes between foursomes, and rounds start being played 1 hour after sunrise and stop playing 3 hours before sunset.

From 2024, the golf course averaged 42,500 paid rounds representing a utilization of 57.4% ($42,500/74,000$). Nationally, the utilization of golf courses in 2022 and 2023 was nearly 70%, as shown here ¹⁰:

¹⁰ Golf Inc., *Will We Hit 520 million in 2023?* (November/December 2023), Pg 11.



With golf courses currently at 68.8% capacity nationally, Brookshire Golf Course is below the national benchmark. If Brookshire were to match the national utilization rate of 68.8%, the dramatic fiscal impact is shown here:

Description	Amount
National Utilization Rate	68.8%
Brookshire Utilization Rate	57.4%
Utilization Differential	11.4%
Course Capacity	74,000
Incremental Rounds Possible	8,436
Average Round Per Round (2024)	\$37.34
Theoretical Supplemental Revenue	\$315,000

The theoretical supplemental revenue reflects a higher utilization of the golf course at the prevailing rate structure. There is another metric that reflects other revenue opportunities.

If one multiplies the prime time green fee and cart rate times 60% with that result multiplied by the number of starts, the result should equal the gross revenue from green fees and carts. Applying that metric to Brookshire, the golf course should generate \$1,852,740 ($73 \times 60\% \times 42,300$) compared to the \$1,226,490 earned in 2024 from green fees and carts. Thus, there is an opportunity that revenues might increase by over \$600,000.

Illustrated below are the rounds from 2021 to 2024 and the respective revenue per round earned which illustrates the opportunity to increase revenue from mitigating the discount that is currently prevalent.

Brookshire	2021	2024	Percent of Play	Percent of Revenue	Increase 21 vs. 24
Rack Rate	52	73			40.38%
Weekday	9,225	12,218	26.63%		32.44%
Weekend	10,410	9,051	23.90%		-13.05%
Tournament	6,930	5,900	14.85%		-14.86%
Total Paid Rounds	26,565	27,169	65.38%		2.27%
Green Fees and Carts	807,472	1,017,232		82.94%	25.98%
Green Fee Revenue Per Round	30.40	37.44			23.18%
Yield as % of Rack	58.45%	51.29%			-12.25%
Season Pass Rounds	10,395	13,500	30.68%		29.87%
"Membership" Revenue	193,196	209,258		17.06%	8.31%
"Membership" Revenue Per Round	18.59	15.50			-16.62%
Yield as % of Rack	35.75%	21.23%			-40.61%
Complimentary Rounds	1,540	1,631	3.94%	3.94%	5.91%
Total Rounds	38,500	42,300	100.00%		9.87%
Total Revenue	1,000,668	1,226,490			22.57%

Caveat Emptor: Are the number regarding season pass rounds and the yield as a percentage of the rack rate accurate? There were 163 season pass holders: 119 regular pass holders and 44 employees. The employees should have been registered in their own SKU. The rounds they played for free were commingled with the season pass holders.

When the staff was queried about the excess use, they responded, “Your numbers are close to correct. Our season pass holders play extremely often, sometimes multiple times a day and some total over 250 rounds. Some of the detailed information may be difficult to obtain because of the change in POS systems. Employee rounds are also included in this number.”

Several items are of note.

1. A golf course should realize 60% of the posted prime time rate. The yield from public courses is 51.29% while the yield from season pass holders is estimated at 21.23%. This reflects the rates are incorrectly structured and that discounting is pervasive.
2. Season pass holders consume 30.68% of the rounds but only generate 17.6% of the revenue.
3. Season Pass holders paid \$16.58 inclusive of carts during the past four years. At most golf courses, carts retail from \$20 to \$30 in addition to green fees.

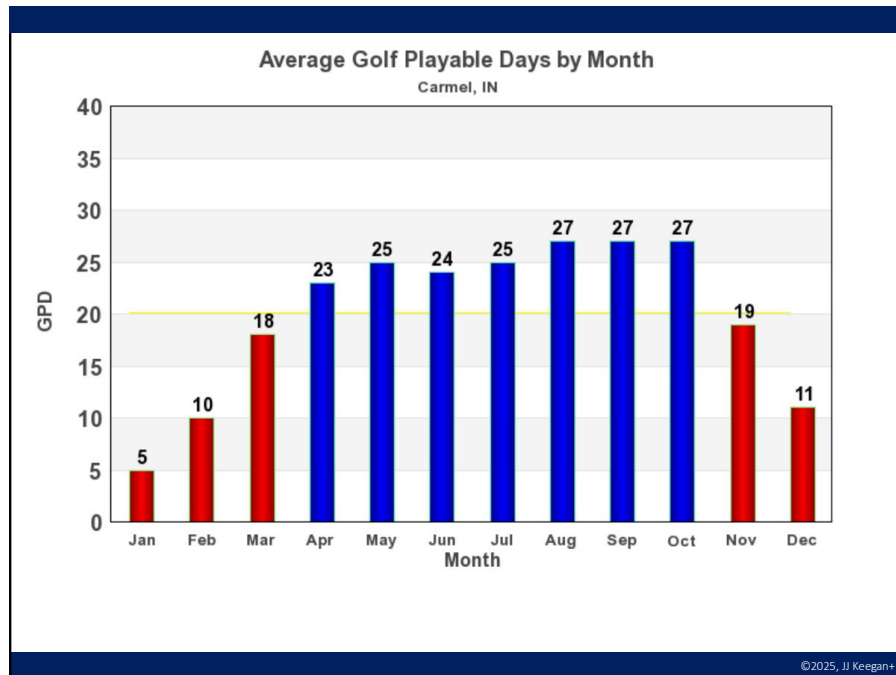
4. Season Pass holders average 82 rounds played annually. The season pass rate was established based on the anticipation that those golfers would play only 39 rounds per year.
5. Doubling the price of the annual season pass to reflect the actual usage by golfers is not practical as nearby courses offer a vastly superlative golf experience at what would be the adjusted annual pass price at the Brookshire Golf course.
6. Season Pass rounds are up nearly 29.87% since 2021.
7. Daily fee play pay 141% more per round the “members.”
8. Weekend and Tournament rounds have fallen precipitously, 13.05% and 14.86%, respectively since 2021.

One needs to look no further as to the significant contributing factor responsible for the loss the Brookshire Golf Course is experiencing than season passes. “Members” – a misnomer applied by golfers to create a feeling of ownership when they are merely annual pass holders, receive a discount of perhaps up to 78.8% from the posted time rate of \$73. No business can economically prosper providing 30% of its customers (as measured by rounds played) with a 78.8% discount.

In that the operation of a golf course is a fixed cost business, the accretive revenue theoretically possible from increased utilization and implementing a proper rate structure would increase the earnings before interest, taxes, depreciation, and amortization (EBITDA) positively impacting the available cash for capital investment.

Optimizing Staff Based on Seasonality of Golf

Presented below is a chart illustrating the number of playable days per month:



The number of playable days impacts the full-time employees required within the golf shop. Based on the number of playable days per month, full-time and seasonal workers are preferred for consistency in daily operations.

To maintain an 18-hole golf course based on 241 playable days, the maintenance department should average 14,000 – 16,000 person-hours a year. For 2024, the maintenance department labor hours were 11,032 excluding volunteers. Thirteen seasonal workers earning \$15.49 per hour and two full time employees were paid \$83.63 per hour for a total salary expense of \$445,636. Fringe benefits for the full time employees average 53.25%. Total maintenance expenses exclusively of leased equipment were \$775,531.

The golf shop's requirements are slightly higher. If the pro shop and cart operate 12 hours per day and require five employees, that would total sixty labor hours per day and less than 15,000 hours per year for season staff. For 2024, seasonal hours totaled 17,950. Forty-two seasonal workers earning \$13.11 per hour and two full time employees were paid \$65.69 per hour for a total salary expense of \$453,026 representing a total of 19,147 hours.

Currently, salary expenses, including benefits total budgeted for 2025 are \$1,027,274 representing 66.0% of total revenue. The industry benchmark is 45%.

Thoughts for Consideration

The Brookshire annual season pass program is not well structured and is excessively used by golfers.

The most profitable municipal golf courses do not offer unlimited annual pass rates. They sell a loyalty card for \$49, \$299, or \$599 that provides discounts of 10%, 20%, or 30% on every round based on the prevailing rate on the date and time played. This program's advantage is that it prevents excessive abuse by golfers who play over one hundred rounds, and more importantly, customers pay each time they visit the facility.

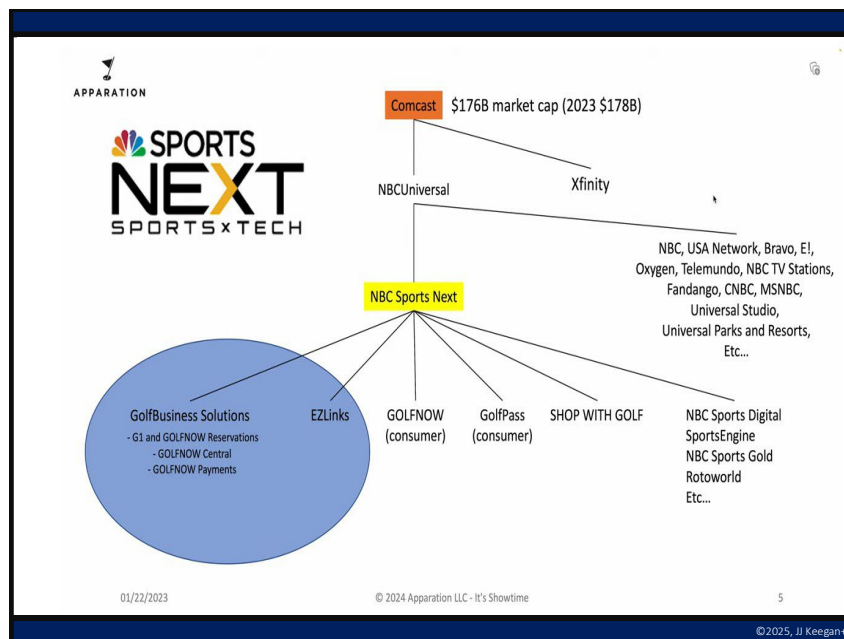
While existing annual pass holders are likely to oppose this loyalty program, it merits consideration.

Section 8 – Technology

The Basic Data Set

The foundation of every successful golf course is a technology platform that seamlessly integrates the elements of all profit centers into a streamlined information and reporting system.

The Brookshire Golf Course currently uses the GolfNow POS/TTRS management system, which is a small subsidiary of one of the largest cable media companies in the U.S as illustrated below:



GolfNow is widely despised by many in the industry, e.g., NGCOA, PGA, and numerous course operators for assorted reasons.

- Payment for licensing their software is via “barter,” in which a golf course provides up to three times per day per eighteen holes for GolfNow to sell, often without price controls on which the tee time will be offered to the public. A golf course may have up to \$100,000 of its inventory liquidated in licensing the GolfNow software. The cost to license software from other leading vendors usually does not exceed \$25,000 a year.
- It is thought that GolfNow is very litigious regarding its contracts, i.e., automatic renewal without significant advance notice, and the inability to cancel during the contract.

- Customer information, such as email address, phone number, etc., is not provided to the golf course operator on tee times sold. It is incumbent on the golf course to capture that data at check-in to build its database.
- The software's reports are basic and do not meet the requirements of a sophisticated golf course operator as the software contains less than 50% of the reports desired as outlined below.

Customer Analysis

- Customer Distribution: stratifies golfers into ten segments by number and spending.
- Demographics: age, income, and ethnicity of customers
- Customer Retention: core, new, and lost customers
- Spending by Class: SKU generates the highest yield per transaction.
- Spending by Individual: the best customers by frequency and spending
- Zip Code Analysis: residential and business location of customers.

Facility Analysis

- Merchandise Sales by Vendor: rank vendors' orders by inventory, sales, and turnover.
- Reservations by Booking Method: customer preferences, i.e., phone, website, etc.
- Reservations by Day of Week highlight daily demand to facilitate proper pricing.
- Revenue Benchmarks: benchmarks (green fees, carts, etc.) compared to norms.
- Revenue Per Available Tee Time: established net rate per round by time slot.
- Revenue by Department focuses on revenue centers.
- Revenue Per Hour identifies which hours generate the most revenue.
- Rounds per Revenue Margins: customer frequency versus yield per customer.
- Course Utilization: demand vs. supply by time slot.

The leading software vendors that service daily fee golf courses include Club Caddie¹¹, Club Prophet¹², ForeUP¹³, Lightspeed¹⁴, Tenfore Golf¹⁵ and Whoosh¹⁶. Most of these firms have a reporting query tool, i.e., Microsoft Business Intelligence integrated, that allows the operator to construct in-depth reports as desired.

It is highly unusual that Brookshire Golf Course used Teesnap POS/TTRS system in 2021 – 2022 at a cost of \$25,500, ForeUp at a cost of \$20,050 and \$21,751 in 2023 and 2024, respectively and installed GolfNow in 2025 exchanging 3 trade tee times per day.

From switching POS Systems, all meaningful customer transaction and customer data has been lost which precludes a meaningful historical analysis of the Brookshire's golf course operations which has greatly hampered this Strategic Financial Master Plan.

Technology – Cash or Barter?

There may be no more controversial topic in golf course operation than licensing a POS and Tee System via swap, which provides the software vendor with unfettered access up to three times daily. The National Golf Course Owners Association and the PGA of America have long opposed barter for software licensing and issued many joint publications pointing out the peril of this practice.

The case for barter is long-standing. Before the formation of the monetary financial system centuries ago, barter was the principal of economic trade.

Even today, barter is prevalent, exchanging a few green fees for advertising, legal counsel, accounting services, or receiving a discount on goods or merchandise. To the extent that a business enterprise has excess capacity it is logical to exchange its goods or services for another commodity that is of value to the owner.

So, what is wrong with barter?

The proponents of barter would argue that the value of tee times they sell and financial benefit from is an oversimplification of the issue and doesn't represent the fair value the course received in marketing services, the convenience of creating a database of customers, or the value of the third-party brand as the default site public golfers use to reserve a tee time.

¹¹ [Club Caddie: Premier Golf Course Management Software](#)

¹² [Golf Course Management Solutions | Club Prophet](#)

¹³ [foreUP Login](#)

¹⁴ [Lightspeed fuels The Brande Group - Lightspeed](#)

¹⁵ [TenFore | Golf Software | Golf Course Management Software](#)

¹⁶ [Whoosh](#)

The marketing promise is, "If you do not use our platform, your course will lose visibility, leading to a decreased market share of rounds played. Such can be seen if one searches for a public golf course in Carmel where tee times are offered.

Of note, of the 69 public golf courses in the Indianapolis metroplex, 37 golf courses license the GolfNow software. GolfNow, essentially has a monopoly on the market. Presented are the tee time that were offered for May 29 for May 31, 2025, as displayed on the GolfNow Website:

Course	Miles From Brookshire	Low	High	Hot Deals (Trade Times Unsold)
Bear Slide	9	94	107	
Brookshire	0	50	73	**
Coffin	15	30	48	**
Golf Club Indiana	15	49	74	**
Ironwood	6	26	75	**
Morningstar	16	29	42	**
Pebble Brook - North	4	49	75	
Pebble Brook - South	4	49	75	
Plum Creek	2	61	93	**
Prairie View	2	72	98	
Purgatory	11	47	99	
River Glen	2	38	78	
Saddle Brook	12	17	52	
South Grove	15	30	40	
The Fort	9	51	101	
Trophy Club	24	50	75	
Winding Ridge	25	27	49	
Wood Winds	6	55	87	**

Note 1: The search was performed on May 29 at 9 a.m. MDT. Those cells marked ** represent where the hot deals have yet to be sold.

Note 2: Those highlighted in [BLUE](#) are within ten miles of the Brookshire Golf Course and might be considered competitors.

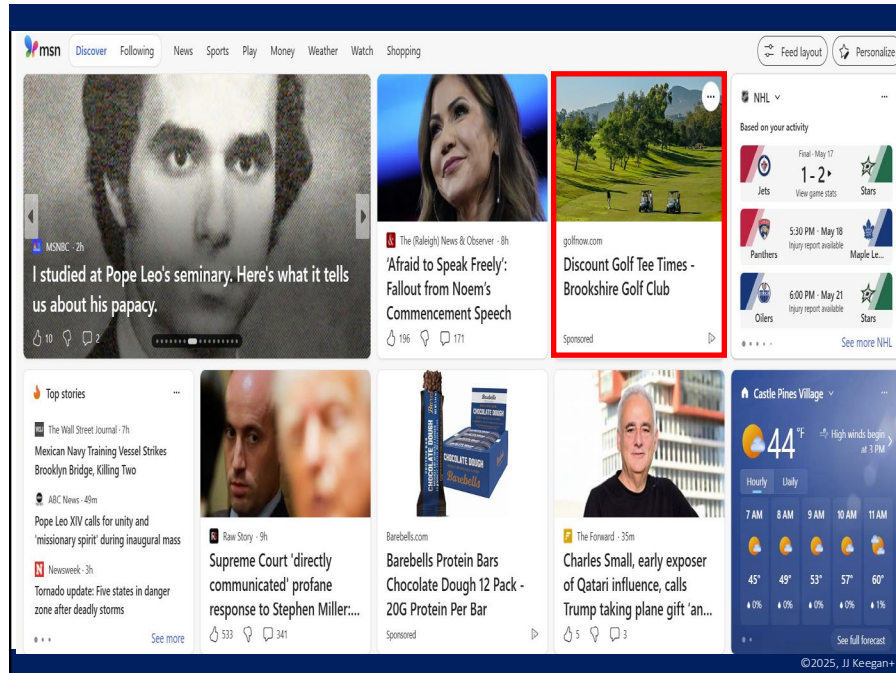
Note 3: Some golf course list 9 hole tee times which complicates the analysis in determining the actual discounts available within a market.

The tee times displayed were discounted 38.6%. It would require 63.6% more rounds to generate the same revenue.

But the issue of using barter is more complicated than that. The third party posting a price below the rate charged by the golf course defines the value of the experience they will receive

in the consumer's mind. Why would one reserve the 11:00 a.m. tee time from a golf course for \$75 if one can buy the 11:40 tee time for \$45 via the GolfNow website?

The ability to buy a discounted time is facilitated by GolfNow's featuring lower rates, not only on its website, but also, via Google ads, buying exposure for selling discounted tee times as illustrated here on msn.com on May 17, 2025:



Golfers that use a third-party tee time provider are not loyal to any course and are merely seeking a tee time at the lowest price that is most convenient to their schedule. The most compelling reason to opt out barter is that extensive, fully featured golf software is available for less than \$25,000 annually in the golf industry.

While we were not privy of the GolfNow contract in undertaking this strategic analysis, we estimate the cost of licensing this software as follows:

Description	Amount
Days in Year	241
Bartered Tee times Per Day	3
Total Times for Sale	723
% of Times Sold	70%
Tee Times Sold	506
Green Fee Rate Realized	\$60
Cost of Software License	\$30,366

But that is not the only cost. GolfNow earns an estimated 2.8% for each credit card transaction, \$2.50 - \$3.50 per customer booking and \$1 per round as a call center fee. It is speculated that the cost of GolfNow exceeds \$50,000 annually.

Also, it should be noted that in 2024, 1,631 complimentary rounds representing 3.855% of play and valued at \$61,064 (based on \$37.44 per round realized yield) of lost revenue. The target for complimentary rounds is 2% or less, and when offered, the golfer should be charged a cart fee, even if a visiting PGA Professional.

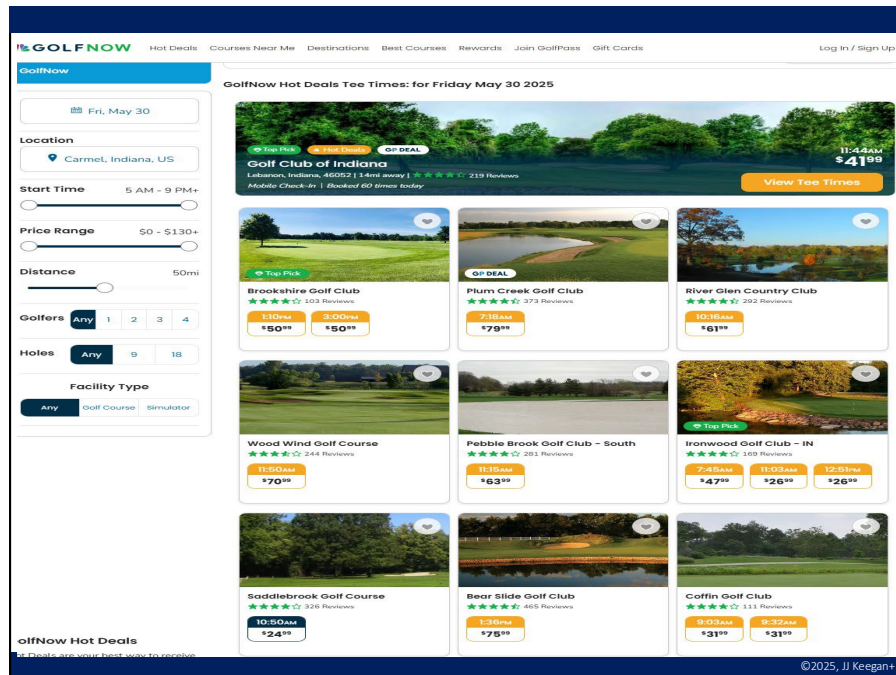
That raises the question, should the Brookshire Golf Course continue with GolfNow?

For this report, we were provided with the GolfNow Performance Report for the period January 1 to June 9, 2025, which reflected the following:

Category	Brookshire
Golf Now App Page Views	4,066
GolfNow.Com Page Views	16,273
% of Page Brookshire Page Views vs. Carmel Courses	1.3%
Website Tee Times Sold	2,347
Revenue Per Tee Time Sold	\$39.46
Golf Course Total Rounds Sold	2,748
GolfNow Website Rounds Sold	55
Golf Now Revenue Per Tee Time	\$61.72
Google Total Bookings	31
Google Revenue Per Round	\$58.42

What is impressive is the higher revenue per round generated from the GolfNow and Google “click button” sites vs. from the Brookshire home page.

GolfNow advertises their trade times as follows:



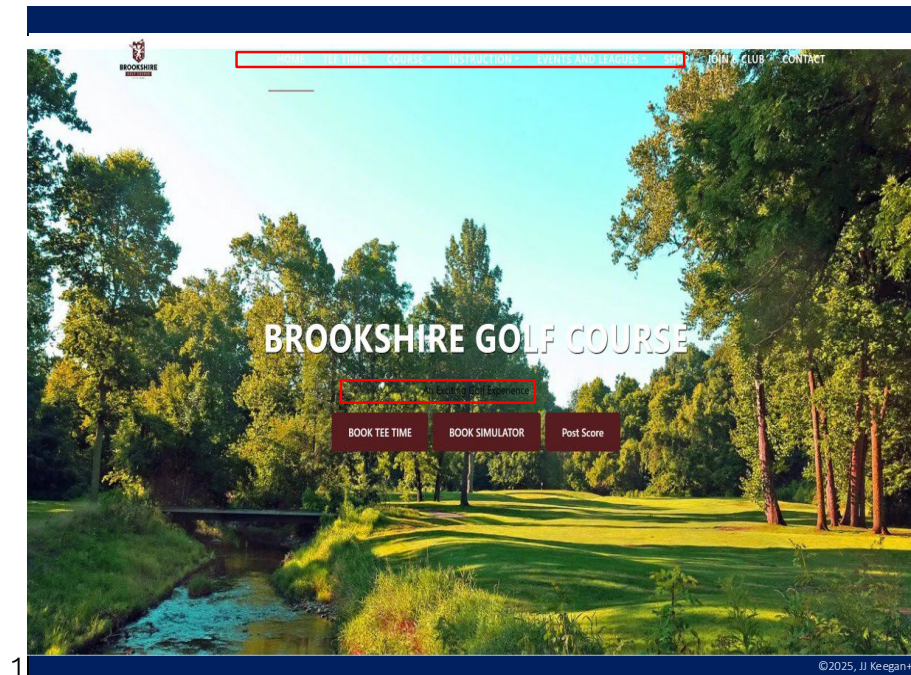
On the Brookshire time booking site, the trade times are highlighted in ORANGE also drawing a golfer's attention to the discounted rate available.

Due to its visibility on the GolfNow platform, the higher fees incurred could be classified as a marketing expense compared to the cash price of other vendors. Thus, there is no perfect choice as to the decision that should be made.

The Website

One of the downsides to those who use the GolfNow software is the “templated” website that they create for the golf course.

The review of the Brookshire Golf Course website revealed many weaknesses chief among that that the navigational fonts are difficult to read as the white lettering blends into the blue sky and the tag line located under the Brookshire Golf Course “An Exciting Golf Experience” is illegible shown here:



The site does not appear to be maintained contemporaneously as evidenced by, as of May 29, 2025, it was noted:

- Annual corporate passes were not displayed.
- Senior rates were not displayed.
- The latest news page indicated, “Coming Soon.”
- The Calendar for May and June were blank.
- The 2024 Lades Springs Golf outing from 4/15 to 5/13 was still displayed.
- The Carmel Dad’s Club event from 4/15 to 5/15 was still displayed.

Further, while individuals could register for the Men’s League online, interested golfers could not register for either the Ladies or Senior Leagues online. Also, one could not reserve an online time to use the simulator.

Though we enrolled in the e-club in April 2025, during this engagement, we did not receive any emails or text messages from the golf course regarding programs or other opportunities, including encouraging one to book a tee time.

This reflects inattention to the functionality of the website and the lack of proactive marketing by the management team.

Online Reservations

The Brookshire Golf Course should rethink its tee-time reservation policy, which allows golfers only to book 15 days in advance. For most golf courses in the United States, a golfer can only book a tee time seven days in advance. This policy may be a remnant of the days of paper tee sheets, costing the industry hundreds of thousands of dollars annually.

In Colorado, there is a group of very savvy PGA golf professionals at municipal and daily fee courses that are offering the advanced booking of tee times beyond a seven-day window, generating impressive incremental revenue as shown here:

	Castle Rock	Denver	Eagle	Golden	Larkspur	Steamboat
Course	Plum Creek	Green Valley Ranch	Eagle Ranch	Fossil Trace	Bear Dance	Haymaker
Ownership	Daily Fee	Daily Fee	Municipal	Municipal	Daily Fee	Municipal
The Standard Booking Window	7 Days	8 Days	8 Days	7 Days	7 Days	Ten days
Advance Booking Window	8 – 90 days	9 – 90 days	396 days	396 days	8 – 90 Days	11 – 90 Days
Fee	\$10 per person	\$15 per person	\$20 per person	N/A	N/A	\$15 per person
Guaranteed	Non-Refundable	Non-Refundable	Non-Refundable	N/A	N/A	Non-Refundable
Dynamic Pricing	Yes	Yes	Seasonal Pricing	No	Yes	Seasonal Pricing
\$75 WD, \$85 WE	Starting at \$65 WD, \$90 WE	Starting at \$77		Starting at \$80	\$149 WD, \$179 WE	Starting at \$75
Advanced Booking Green Fee	\$85 WD, \$95 WE	Starting at \$80 WD, \$105 WE	Starting at \$77	\$160	\$195	\$169
Advanced Reservation Fees – 2023	\$92,390	\$31,500	\$39,480	N/A	N/A	\$21,315
Advanced Booking Green Fee Differential Impact – 2023	\$693,000	N/A	N/A	> \$750,000	>\$750,000	N/A
% of Online Booking	85%	50%	70%	99%	87%	65%
Phone Reservations Allowed	Only 7 Days in Advance	Only 8 Days in Advance	Only 3 Days in Advance	Only on the day of the Play	Only 7 Days in Advance	Only 10 Days in Advance

In reservation fees and with the implementation of dynamic pricing, these golf courses are generating a minimum of \$21,315 to over \$750,000 in supplemental revenues.

On example, the policy at Fossil Trace, owned by the City of Golden, is fantastic.

Starting on December 1, 2024, golfers could book tee times for any day in 2025. While the rack rate is \$120, the advanced booking fee, which includes a green fee, cart, and a sleeve of balls (a gift not shared before checking in), is \$160. Including the sleeve golf balls, it generated \$148,800 in supplemental merchandise revenue in 2023. ‘

This policy results in fifty-three percent of tee times being booked more than seven days in advance. When including tournaments and leagues, over 90% of tee times are booked more than seven days in advance.

Further, the Brookshire website does not utilize Noteefy.

Noteefy is a golf course management platform designed to optimize tee time bookings and revenue management for golf courses. It helps courses automate waitlists, reduce no-shows, and maximize tee sheet utilization. Golfers can set preferences for desired tee times, and Noteefy notifies them when a slot becomes available.

It is used by over 800 golf courses, including some of the top public and resort courses, to streamline operations and improve the golfer’s experience. You can check out more details on their official site here: [Golf’s #1 Demand and Revenue Management | Noteefy | 800+ Courses.](#)

Golf courses are latent adapters of technology. Policies that would boost their cash flow are often overlooked.

Thoughts for Consideration

Considering the demand and supply are in balance, the Brookshire Golf Course would be well advised to follow the leadership of the sage Colorado PGA Professionals and implement advanced booking of tee times to maximize revenue during this resurgence within the golf industry.

Further, the website is an important marketing tool that should be redesigned for visual clarity and updated contemporaneously to provide golfers with current information as to forthcoming tournaments and events.

Section 9 – Financial Performance & Implications

A Small Business with Big Challenges

Despite its recreational allure and positive brand image, the golf course operation is a small business subject to many uncontrollable factors, such as demographics, weather, and politics.

From 2006 to 2019, golf was in a state of decline as more than 150 golf courses closed nationally annually. Presented below are statistics reflecting the golf industry trends regarding golfers nationally and golf facilities over the past 14 years:

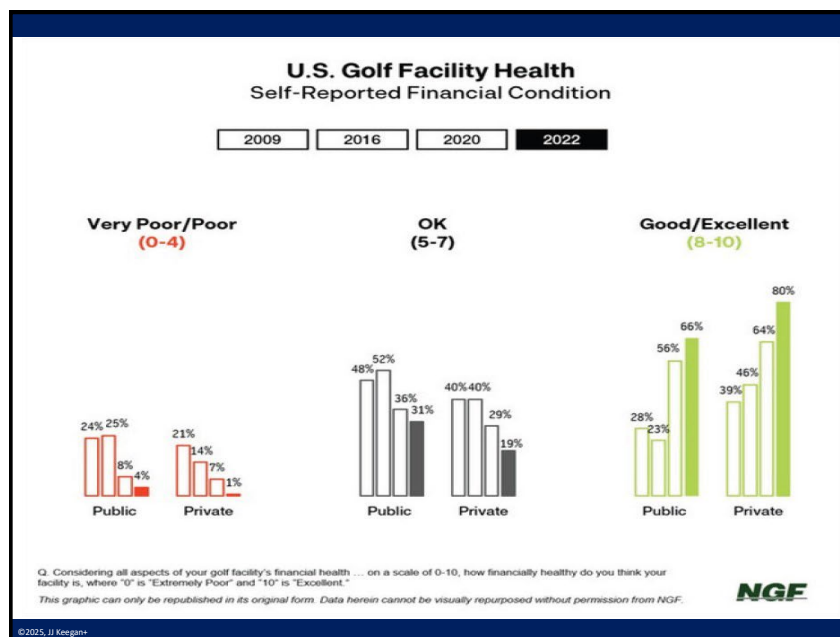
Benchmark	2010	2024
Golfers Nationally	27.1 million	28.2 million
Rounds Played	475 million	543 million
Golf Facilities	15,962	13,952

Note 1: 2010 and 2025 Statistics from National Golf Foundation Golf Participation Reports.

Note 2: The National Golf Foundation defines latent potential demand as people who did not play golf in 2024 but indicated that they are extremely interested in playing golf on a golf course.

Many are surprised to learn that in 2000, 28.8 million golfers played 518 million rounds. Despite the feeling that the golf industry is surging today, for the first time in over two decades, participation in 2024 exceeded that realized in 2000.

COVID-19 significantly resuscitated play as rounds nationally had fallen to 424 million in 2019. Rounds, revenue, and net income increased due to golf being perceived as a “safe, healthy recreational alternative during the worldwide health crisis.” As a result, the financial health of golf courses has dramatically improved, as illustrated here:



The impact of Covid-19 is clear. The answer to why golf is flourishing in 2024 is the combination of course closures (13.9% since 2006) and demand stimulated by the Pandemic, which allowed golf course owners to increase prices.

Historical Financial Statements

To be able to project what the future financial results of the Brookshire Golf Course might be, one must understand the past.

Presented below is the summarized financial information for the past two years:

	City's Pentation Software		Golf Course Great Plains Software	
	2024	2023	2024	2023
Revenue	1,553,722	1,459,293	1,557,098	1,562,398
Cost of Goods Sold	98,727	114,057	106,749	119,127
	1,454,995	1,345,237	1,450,349	1,443,271
Operating Expenses	1,559,021	1,467,296	1,407,336	1,375,133
Other Rental and Leases	38,693	36,800	99,944	54,322
Net Operating Income	-142,719	-158,859	-56,931	13,816
Maintenance Equipment	349,946	224,854	136,403	76,165
Net Income	-492,665	-383,713	-195,325	-75,499

These financial statements have been prepared on a cash basis and do not conform to the generally accepted accounting principles (GAAP) for golf courses. The accrual basis of accounting that capitalizes investments and recognizes depreciation overtime is not used.

Further, the financial statements are not prepared to reflect operational net income: earnings before interest, taxes, depreciation, and amortization (EBITDA) which is a standard reporting format for golf courses. Operational net income is an essential metric to determine if a golf course is achieving “cost recovery.”

In the financial statements shown above, lease expenses have reclassified to the golf and maintenance departments for the POS license, carts including GPS, and the capital investment in cart paths and bridges. Further, salary expenses are consolidated until a single general ledger account rather than correctly being allocated to each respective department.

While the scope of this review did not include an “audit” of the financial statements, it should be noted that we were unable to reconcile either the “lease expense” schedule or the payroll and fringe benefits schedule provided by the Golf Department to the income statements prepared by the City. Further, the rounds played by season pass holders and employees were consolidated. Thus, it was not possible to accurately reconstruct key financial metrics to determine if season passes were properly priced.

Why is that important? There are a series of operational benchmarks used to evaluate the financial performance of a golf course that are dependent upon the correct allocation of expenses to their appropriate categories. The ability to develop supportable recommendations is contingent on accurate financial statements.

Heuristic Benchmarks

Though revenue and net income increased due to the Pandemic, the question that needs to be addressed is, “Was Brookshire Golf Course adroitly managed to optimize the additional revenue opportunities from the surge in demand?”

Seventeen heuristic benchmarks effectively evaluate the efficiency of operational management.

Heuristics refers to using mental shortcuts to quickly form judgments and find solutions to complex problems where an exhaustive study would not generate a more accurate conclusion. We are always amazed at how these heuristics provide valuable insights into a golf course's financial performance.

An analysis of the operational performance of the Brookshire Golf Course is illustrated below:

#	Benchmarks that Predict Financial Health of a Golf Course	2024 Benchmark	Brookshire
1	Revenue: Multiply the prime rate green fee and cart rate times 60%. That result is multiplied by the number of starts. The result should equal your revenue from green fees and carts.	\$1,852,740	\$1,226,490
2	Net Effective Yield Revenue Per Round. Total Revenue divided by Total Rounds divided by Highest Green Fees Rate	60%	39.71%
3	Green Fee Indicator 1: Multiply the maintenance budget times .0001 the result should equal the green fee: \$775,531	\$77.55	\$73.00
4	Green Fee Indicator 2: Multiply the median household income within 10 miles of the golf course by .00084. The result should equal the green fee. Median Household income is \$100,682	\$84.50	\$73.00
5	Fringe Benefits: Divide the total fringe benefits by payroll expense.	<30%	61.45%
6	Total Salary Expense: Total salaries should be 45% of the total revenue for a municipal/daily fee golf course < \$100 green fee + cart.	45.00%	60%
7	Maintenance Expense: Total maintenance salaries plus all related expenses for the course, i.e., electricity, equipment supplies, fertilizer, gas, water, etc. divided by gross revenue.	35.00%	49.08%
8	EBITDA: Earnings before interest, taxes, depreciation, and interest.	Positive 15%	Negative 12%
	Benchmarks that Predict Financial Health of a Golf Course	2024 Benchmark	Brookshire
9	Season Pass Fair Market Value: To determine the appropriate rate for season passes, multiply the number of playable days by 32%. That result is multiplied by the rack rate. That result is multiplied by 25%.	\$3,079	\$2,600
10	Cost of Goods Sold – Merchandise – 70%	70%	87%
11	Cost of Goods Sold – Food	40%	N/A
12	Cost of Goods Sold – 30% Alcoholic Beverages	30%	N/A
13	Advertising and Marketing	2.00%	0.06%
14	Chemicals, Fertilizers and Pesticides (Grounds Budget)	\$150,000	\$146,928
15	Water Expense: Multiple the number of gallons of water utilized by \$1.20 per thousand gallons (\$387 acre feet).	< \$80,000	12,122
16	Utilities (this may vary based on based on local rates, national guideline)	\$40,000	\$44,979
17	Equipment Repairs with Leased Costs should be nominal unless nearing the end of the lease	\$50,000	41,865

Note 1: The numbers in **GREEN** represent where Brookshire Golf Course operations were managed and exceeded the industry benchmarks. The numbers reflected in **RED** highlight areas of concern.

These benchmarks serve as a report card for the operational management of the golf course. An incorrect rate structure, overuse of season passes, excessive discounting, payroll and fringe benefits beyond industry averages and little marketing, in the aggregate, are attributable for the net loss that Brookshire Golf Course experiences.

Thoughts for Consideration

The City of Carmel's City Council should address the following question: "What is the expected and acceptable financial target of the Brookshire Golf Course:

- Negative cash flow
- Neutral cash flow
- Positive cash flow insufficient to fund large capital investments.
- Positive course flow to fund capital investments independent of the General Fund

Based on the goal approved and communicated to the golf course management, should that goal not be achieved, privatization of the golf via lease or third party management agreement becomes a viable option to consider.

Section 10 – Agronomy/Architecture

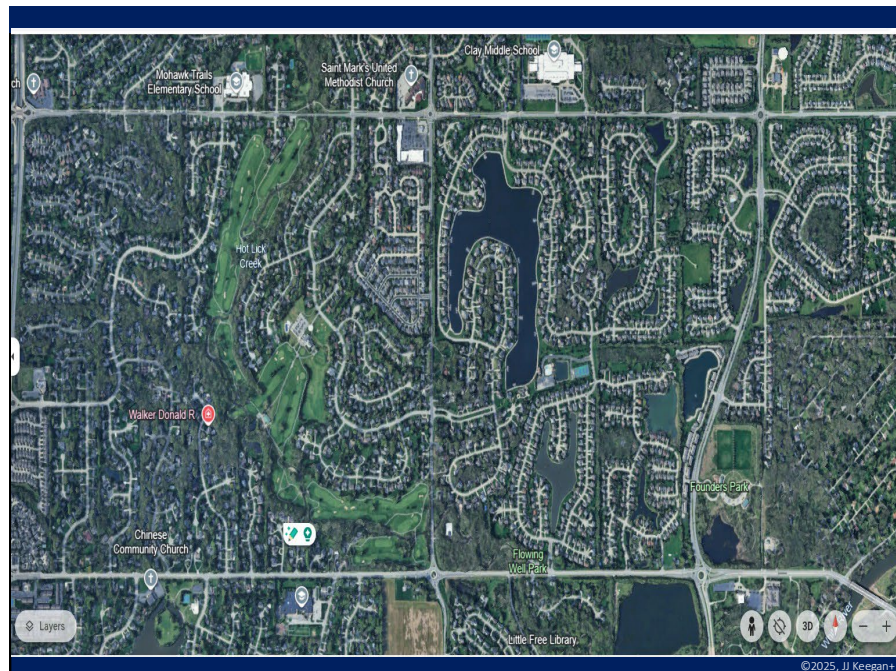
The Campus

Brookshire Golf Course, a public 18-hole facility that was designed by William Diddel in 1970, has long served the City of Carmel with distinction. Diddel died on February 26, 1985.

William H. Diddel was a prolific golf course architect, designing approximately 300 courses throughout his career. His work primarily focused on the Midwest, with notable designs including Northwood Club in Dallas, Texas, which hosted the 1952 U.S. Open. He was also a founding member of the American Society of Golf Course Architects.

Diddel's designs often feature thoughtful use of natural terrain and well-placed hazards that challenge golfers while maintaining playability. Diddel often designed courses that integrated existing terrain rather than imposing artificial elements, creating a layout that feels organic and challenging.

The Brookshire Golf Course nestled in a scenic landscape provides an accessible and enjoyable golf experience for a broad and diverse community. With gently rolling terrain and mature trees, the picturesque Cool Creek winding through much of the course, the layout is reflected here below:



The attributes of this golf course are:

Course	Par	Yardage	Course Rating	Slope Rating
Brookshire	72	6,972	72.7	126

Note: The course and slope rating for the blue tees are from the USGA National Slope rating database. The Brookshire Golf course website incorrectly lists the course and slope rating for those tees 72.8 and 131.

This golf course would be considered appropriate for both the accomplished and recreational golfer.

The golf course encompasses 126 acres: 70 acres of rough and native areas, 21 acres for fairway, 20 acres of lands/ponds/stream, 3 acres for green for greens and 2 acres for greens. The balance of the acres includes the driving range and numerous trees. The golf courses have 830 irrigation heads, 28 bunkers, 11 bridges on the course and the size of the irrigation lake are ¼ acre.

Key Strategic Findings

Brookshire now stands at a pivotal crossroads: to maintain what currently functions, or to strategically invest in a transformation that will elevate its playability and long-term sustainability. Concerns are present turf health, infrastructure, irrigation systems, drainage, and trees—that, while currently functional, limit the course’s performance and threaten its future viability. Left unaddressed, these challenges could compromise user experience, safety, and operational efficiency.

Presented below are these concerns:

- **Bentgrass greens** (130,000 sq. ft / 3 acres) are uniform in structure, but some are small and limit play. Top 1.5 inches consist of a mix of organic matter and sand—requires continual sand topdressing. Black layer formation was found on Greens 6, 7, and 8—indicative of anaerobic conditions **needing immediate remediation**. Aeration proves vital, as seen in root health in aeration channels.



Rebuilding all 18 greens will significantly improve overall putting surface quality.

- **Tees.** Tees total 2 acres (89,000 sq. ft) and are currently uneven, though relatively weed-free. Discoloration observed is due to excess rainfall rather than turf failure. Recommend aerification and selective topdressing to restore levelness and improve aesthetics.
- **Fairways, and Roughs:** **Fairways** (21 acres) cut at 0.625"; Open rough (70 acres) and wooded cut at 2.5". Some areas show compaction and unevenness, potentially hazardous to golfers and carts.
- **Bunkers:** Many of the 28 bunkers are compacted, poorly drained, and visibly deteriorating. A complete rebuild and reshaping effort is necessary to meet modern performance standards.
- **Irrigation System:** On-site well and 4-million-gallon pond exists using Rain Bird Stratus Systems. Irrigation head types and models installed are Rain Bird 900, 950, 700, 750, 500, 550 with 830 sprinkler heads. The Rain Bird system, while operational, is outdated and lacks efficiency. A phased modernization will improve water distribution and system reliability. The pump station was built in late 2009, early 2010. Pumps: Two 60 HP vertical turbines (15 years old), likely due for service. The sprinkler control system appears to be in working condition. Size of the irrigation lake or water storage area: ¼ acre. Note that a new irrigation system will cost more than \$2.5million.

- **Infrastructure – Bridges & Drainage:** Bridges on Holes 5–6 and 15 show significant structural issues. These pose **immediate safety concerns** and require full replacement. Erosion control and retaining walls along creek areas, especially Hole 6—are also necessary.
- **Trees:** There a significant number of trees that should be moved, many in the INDR easement area requiring their permission: 1st green, 2nd tee, 2nd green, 4th swamp trees, 7 green, 8 fairway and greenside inside of cart path, 10 green, 11 tee, 12 ladies tee right, 13 tee sycamore, 14th fairway, 15 fairway, 16 inside of cart path, 17 green, and 18 fairway. Removal of these trees will increase light penetration and airflow contributing to improved agronomic conditions.

To highlight this issue, presented below are the trees encroaching on the 2nd hole.



- **Practice Facilities & Equipment:** While functional, the driving range, chipping area, and putting green would benefit from leveling and drainage improvements. Equipment inventory meets minimum standards but lacks a long-term renewal strategy. The purchasing of autonomous fairway mowers and ball pickers for the range are highly advised.

Most of the issues presented here were identified in 2009.

Brookshire Golf Course represents more than a recreational facility—it is a strategic municipal asset with the potential to enhance community engagement, civic pride, and the city’s long-term value proposition. While it continues to operate to acceptable standards, the

current condition of its infrastructure and agronomic systems present a critical opportunity for improvement.

The Need for Capital is a Constant

The golf course is a living organism. It is only designed as the architect intended on the golf course's opening. A golf course consists of many components, each of which has an expected life cycle shown here:

GOLF COURSE ITEMS EXPECTED LIFE CYCLE	
HOW LONG SHOULD PARTS OF THE GOLF COURSE LAST?	
No two golf courses are alike except for one thing: deferring replacement of key items can lead to greater expense in the future, as well as a drop in conditioning and player enjoyment. The following information represents a realistic timeline for each item's longevity.	
Component life spans can vary depending upon location of the golf course, quality of materials, original installation and past maintenance practices. The American Society of Golf Course Architects (ASGCA) encourages golf course leaders to work with an ASGCA member, superintendents and others to assess their course's components.	
ITEM	YEARS
Greens (1)	15 – 30 years
Bunker Sand	5 – 7 years
Irrigation System	10 – 30 years
Irrigation Control System	10 – 15 years
Pump Station	15 – 20 years
Cart Paths – asphalt (2)	5 – 10 years (or longer)
Cart Paths – concrete	15 – 30 years (or longer)
Practice Range Tees	5 – 10 years
Tees	15 – 20 years
Corrugated Metal Pipes	15 – 30 years
Bunker Drainage Pipes (3)	5 – 10 years
Mulch	1 – 3 years
Grass (4)	Varies
NOTES: (1) Several factors can weigh into the decision to replace greens: accumulation of layers on the surface of the original construction, the desire to convert to new grasses and respond to changes in the game from an architectural standpoint like the interaction between greens speed and hole location. (2) Assumes on-going maintenance beginning 1 – 2 years after installation. (3) Typically replaced because the sand is being changed – while the machinery is there to change sand, it's often a good time to replace the drainage pipes as well. (4) As new grasses enter the marketplace – for example, those that are more drought and disease tolerant – replanting may be appropriate, depending upon the site.	
ASGCA thanks those at the USGA Green Section, Golf Course Builders Association of America, Golf Course Superintendents Association of America and various suppliers for their assistance in compiling this information.	
The materials presented on this chart have been reviewed by the following Allied Associations of Golf:	
For more information, contact ASGCA at (262) 786-5960 or visit www.ASGCA.org	
DATA COMPILED BY ASGCA, 125 NORTH EXECUTIVE DRIVE, SUITE 302, BROOKFIELD, WI 53005	

Today, a fully featured golf course renovation costs nearly \$10 million. A practical method to measure deferred capital strategically is to analyze each golf course's components against the standards published by the Golf Course Builder's Association based on their updated cost models.

In analyzing the capital components of the Brookshire Golf Course, an investment of over \$4 might be needed to bring the course current. A few of the suggested improvements are listed below:

DESCRIPTION	Total
Mobilization	\$200,000
Layout and Staking	40,000
Erosion Control	10,000
Green Complexes	2,261,000
26 Bunkers - Remodel (with drainage)	593,800
Tee Construction (with drainage)	773,000
Cart Bridges	110,000
Total	\$3,987,800
Mobilization	\$200,000
Layout and Staking	40,000
Erosion Control	10,000
Total	\$3,987,800

Part of the poor course conditions it appears is the result of the understaffing of the agronomy/maintenance department. Current staffing (13,352 hours/year including volunteers) falls short of the level required to meet modern maintenance standards. An additional **2,300+ hours/year** and stable FTEs are recommended to enhance presentation, turf health, and seasonal responsiveness.

To mitigate the need for additional labor, the acquisition of autonomous mowers for the fairway and roughs and a ball picker for the range are well advised as these equipment AI driven are becoming in vogue within the golf industry.

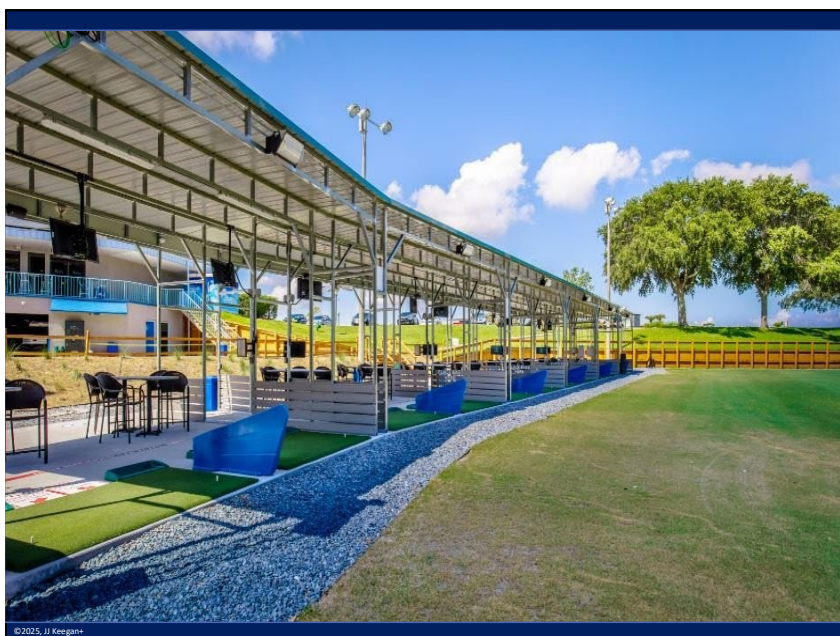
Note that a detailed technical specification reports regarding the agronomic review performed is attached in Appendix C.

A Game Entertainment Center

Brookshire currently has a driving range encased with residential homes on the left, the end of the range and the 18th fairway. Thus, it utilizes “limited flight golf balls” to mitigate potential damage.

What has become immensely popular is the “gamification” of the golf ranges, installing Top Tracer, a division of Top Golf or InRange. Tracer range installations (including clearing, shelters, hitting bays, power & data, licensing costs, golf balls, permitting and fees) have cost between \$275,000 and \$500,000, with the variable being the canopied installed, misters/heaters, 10- or 12-foot wide bays, etc.

The installation of a covered pavilion, installing Top Tracer, and providing a warm and welcoming family environment is shown here:



Spurred by the Pandemic, the popularity of golf entertainment has expanded dramatically. The average age of “off-course” golfers is thirty-one; 42% are female, 43% are people of color, and 41% have household incomes exceeding \$100,000¹⁷. Off-course golf options now attract more individuals than on-course.

Off-course options have created an environment that makes people want to play, provides a more approachable way for them to learn the game, provides the excitement of a good shot, and provides a sense of the requirements to play traditional golf.

The population near the Brookshire Golf Course and the associated demographic would merit consideration for the installation of Top Tracer. It should be noted that Top Tracer can use limited flight balls automatically converting the distance on the display monitors to that of a full flight ball.

Range Revenue Model

What are the possible economics? InRange is an industry leader in providing range technology, facilitating solo practice, multi-player golf gaming, and social events, offering virtual golf courses worldwide, and providing skill-based challenges.

¹⁷ National Golf Foundation, “2024 Golf Participation Report”, Pg. 6

InRange forecasts, based on their extensive client base located at clubs and resorts, entertainment venues, limited flight venues and commercial driving range the following revenue potential:

	Minimum Anticipated	Expected	Possible	Capacity
Number of Bays	20	20	20	20
Hours Per Day	10	10	10	10
Available Bays to Sell	200	200	200	200
Single Player Utilization	20%	40%	60%	80%
Cost Per Hour	\$15	\$15	\$15	\$15
Single Player Revenue Per Day	\$600	\$1,200	\$1,800	\$2,400
Days Per Year Operating	300	300	300	300
Single Player Revenue Per Year	\$180,000	\$360,000	\$540,000	\$720,000
Multi-Bay Usage Utilization	10%	15%	20%	20%
Cost Per Hour	\$30	\$30	\$30	\$30
Multi-Bay Revenue Per Day	\$600	\$900	\$1,200	\$1,200
Days Per Year Operating	300	300	300	300
Multi-Bay Revenue year	\$180,000	\$270,000	\$360,000	\$360,000
Annual Revenue Potential	\$360,000	\$630,000	\$900,000	\$1,080,000
Operating Costs	20%	25%	30%	30%
Operating Expenses	\$72,000	\$157,500	\$270,000	\$324,000
Net Income	\$288,000	\$472,500	\$630,000	\$756,000
Investment	\$1,368,550	\$1,368,550	\$1,368,550	\$1,368,550
Payback - Years	4.75	2.90	2.17	1.81
Annual Rate of Return	21.05%	34.53%	46.04%	55.31%

While an independent observer may question the rate of return projected by in Range, from the interviews conducted as part of this financial master plan, it has been reported:

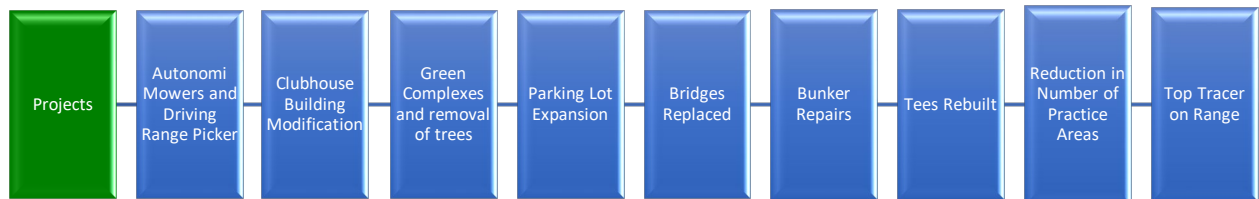
- The return on the investment has been as little as years up to three years on initial investment from \$275,000 to \$650,000.
- Gamification of an existing will increase revenue from 300% to 700% percent.
- Food and beverage revenue, if located in proximity to the range, will match the range revenue.

Depending on location, range revenue with Top Tracer, a competitor of Inrange runs from \$250,000 for a remote golf course in Texas to \$750,000 for a daily fee course in Charlotte, NC, to nearly \$1.0 million at a municipal golf course in Tacoma, WA.

The installation of Top Tracer at the Brookshire Golf Course should be evaluated.

Thoughts for Consideration

While the number of capital investment projects borders on mind-numbing and is highly restricted from occurring in the short term due to the funding that is required to provide the funds for such projects, the critical path we suggest for the golf course be as follows:

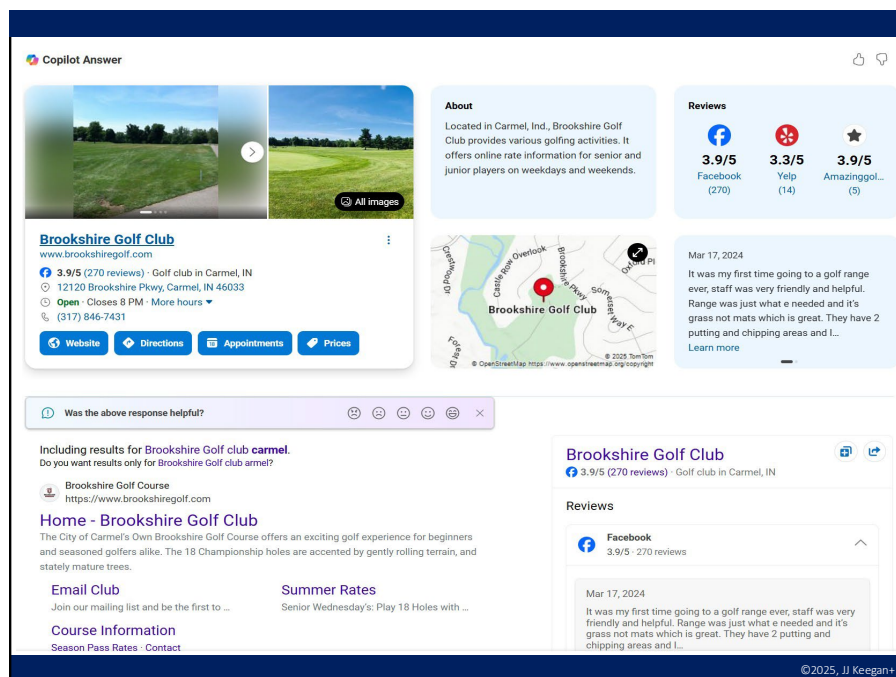


Section 11 – Operations

What's In a Name?

Is there a difference between a “Golf Club” and a “Golf Course”? The former connotes that it is a private facility. The later implies that it is a public facility.

When asking ChatGPT to provide information about the City of Carmel’s golf course, it returns that Brookshire is a “Golf Club” as seen below:



Realizing the growing utilization of the Internet to identify and reserve tee times at golf courses, it would be beneficial if this misclassification of Brookshire was corrected via management:

- **Contact the Source** – Many sites allow users to submit corrections. Course management may want to correct it themselves by contacting the listing services directly and leaving review on the site where the correct terminology can be corrected.
- **Edit Public Listings** – If the misinformation is on platforms like Wikipedia or Google Maps, you can suggest edits. On Google Maps, for example, you can select "Suggest an edit" and update the name or description.
- **Use social media** – If the error is widespread, posting on social media and tagging relevant organizations can help spread awareness and prompt corrections.

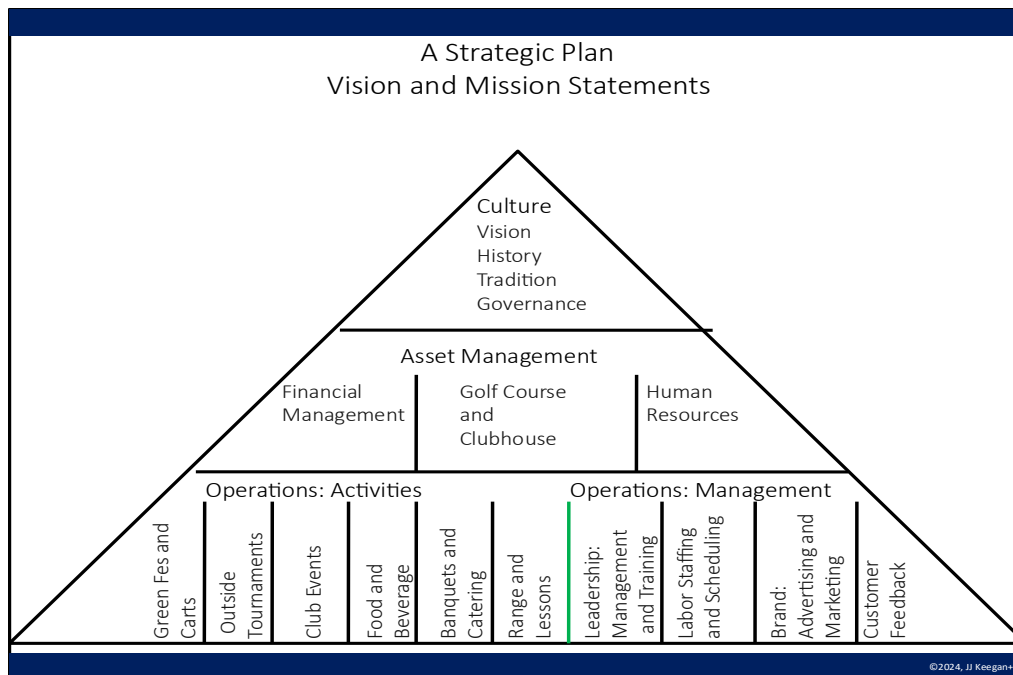
Why – How – What

Attracting golfers to a facility starts with a marketing program that encapsulates the facility's vision and mission statements, creating a brand image that the customer identifies with and embraces.

The vision and mission statements define; from the customer's perspective, the purpose of the golf course and the experience they will encounter.

Some golf courses can define a compelling theme that entices the golfer to visit. Bandon Dunes, "Golf as It Was Meant to Be," exemplifies such a motivating statement.

In a well-managed operation, every operational decision can be traced to the tactical plan and the strategic vision.



The branding message of the Brookshire Golf Course, "An Exciting Golf Experience" is posted on the website in a black font in front of trees that makes it difficult to read unless the customer scrolls the page upward.

This message should be further amplified on the website and in all marketing materials as it accurately conveys the round of golf that will be enjoyed.

The Green Fee – It is Value Based?

To create customer loyalty, there is a formula that measures the ability to attract and retain customers: $\text{value} = \text{experience} - \text{price}$. Customer loyalty is created to the extent that the experience equals or exceeds the price. To the extent that the price exceeds the experience, there is a risk at losing a customer.

There are multiple methods on which a green fee is established:

- Comparison to Competitive Set
- Historical Pricing Adjusted for Information
- Profit Percentage Desired Based on Budgeted Fixed and Variable Costs
- Value-Based on Experience Created

A more reliable method of measuring the appropriate green fee is to determine the value of the experience created. JJ Keegan+ has developed a proprietary formula that calculates the appropriate green fee considering the following 101 criteria within the following eight categories.

- Slope rating
- Strategy
- Conditioning
- Turf texture
- Ambience
- Amenities
- Demand vs. Supply
- Mosaic Profile

In applying this formula for the Brookshire Golf Course, the fair market value of the green fee, inclusive of carts, was calculated at \$106.22 shown below:

Brookshire	\$65.34	← FAIR MARKET VALUE FOR GREEN FEE, BASED ON CUSTOMER EXPERIENCE DERIVED. →			Municipal
ASSEMBLY LINE	Description	Weight	Raw Score	Weighted Score	
Step 1	Slope	60%	65.00	39.00	
Step 2	Strategy	5%	13.00	0.65	
Step 3	Conditioning	5%	13.00	0.65	
Step 4	Turf Texture	5%	13.00	0.65	
Step 5	Municipal ▾ Ambience	20%	5.00	21.00	
Step 6	Amenities	5%	0.00	0.00	
	Subtotal Green Fee Experience		61.95		
Step 7	Demand Adjustment		105%		
	Recommended Demand-Based Green Fee		\$65.34		
Step 8	MOSAIC Profile		100%		
	Calculated Green Fee Based on MOSAIC Locale		\$65.34		
	Course's Current Green Fee	Prime Time With Cart	\$73.00		
	Variance		\$7.66		

©2025, JJ Keegan+

This heuristic benchmark estimates the relative value of a golfer’s experience. The prices established at the Brookshire Golf Course are higher than measured. Thus, anticipation of narrowing the current cash flow deficit by raising prices is likely to cause an attrition in rounds.

Brookshire is positioned in the middle tier of golf courses in its competitive set, below the outstanding championship courses found at Bear Slide, Plum Creek, Prairie View, and Purgatory and higher than entry level golf courses principally offered at the City of Indianapolis golf courses, e.g., Sahm.

Secret Shopper Observations

As an integral part of this review, the Brookshire Golf Course was “secretly shopped” on June 6, 2025. Over 100 pictures were taken of the Brookshire Golf Course and four of its competitors in the ensuing days. The pictures, in a PDF format, are available upon request.

As expected, there were many positive things noted and many areas for improvement.

Signage for the golf course was not observed on 126th street and as one drives through the neighborhood, it was often noted that there is sufficient parking was lacking as numerous cars were parked on the streets in the residential area.

It was observed that noted that the clubhouse was dysfunctional and the men's bathroom (four stalls, two toilets) is located up a flight of stairs from the Pro Shop. The bathrooms are insufficient for a clubhouse of that size and inconvenient for those visiting the facility.

The customer service at the counter was very pleasant and accommodating in assigning a 2:00 p.m. tee time. However, the golfer's name was not requested nor entered into the database for further marketing communication to include sending an end of the round survey.

One is merely left to our druthers to select a cart. Neither at the POS counter nor at the starter is a golfer requested to sign a liability waiver for use of the golf cart.

What was genuinely concerning, three 9th graders – basketball players at Carmel, without driver's licenses or permits, were able to use a golf cart. On the 4th hole, ignoring the cart path only sign, they drove the cart into the middle of the 4th fairway. The cart GPS shutdown the cart and they had to push the cart 40 yards back on the path. (Picture available upon request). On the 6th hole, one 9th grader banged the cart into the back of the other cart not realizing the distance required to stop. In approaching the bridge on 7, the youth approached the sharp left hand with such speed that he almost flipped the cart into the creek. **This is a clear liability that needs to be immediately addressed by golf course management.**

The golf experience was marginal. While the greens were well conditioned, the tees, bunkers and numerous trees required attention. More concerning was the golf course; we believe the course is not safe from what was observed. Golfers from 4th hole and 5th hole, 6th and 7th hole, 11th/12th and 16th hole, and the 14th and 15th hit their shots onto the other fairway. The bridge from the 8th fairway places golfers in the trajectory of mishit shots from the 3rd tee.

The 7th tee needed repair with seeding attempted. When the seed was washed out from rain in early May, the decision was made to defer reseeding until September rather than spending \$500 to sod the tee embankment. As a result, during the prime season, the impression is created that the course is not being properly maintained.

The 7th hole is a semi-blind shot due to the height of the crossing bridge located in the middle of the fairway to the green traversing a narrow tree lined fairway contributes to slow pace of play. It is a bad hole and there are few options to correct.

The 10th hole lacks a bell to signal that that it is safe to play on the blind tee shot over a hill. A golfer hit a ball over our head as we were waiting to hit our second shot on this par 5 hole. We did note a bell was available on the 1st hole that provides a comparable risk for a golfer to be hit by the tee shot.

Range balls were littered onto the 18th fairway and green creating risks of golfers getting injured.

Lastly, we noted that the cart return process was flawed, generating excessive salary expense. Golfers should be required to return the cart next to the wash station. Currently, they are advised to leave the carts near the parking lot which then requires staff to ferry the numerous carts to the storage area.

In summary, though the golf course is only slope rated at 126, there are eight forced carries where there is an opportunity to lose a golf ball. It is not a course or experience that is for the faint of heart.

Thoughts for Consideration

Regretfully, correcting the issues noted in the aggregate will not be ameliorated by changes in policies or procedures (save for golfers signing cart waivers) but rather the investment of capital of which there is a dearth.

Section 12 - Public and Customer Input

Survey Says

As part of this Financial Master Plan, 1,509 individuals responded to 32 questions based on an email invitation sent to over 14, 000 individuals registered in the Carmel-Clay Parks and the Brookshire Golf Course databases. The full study results are available upon request.

Note: Based on the number of responses received, we are 99% confident with a 5% margin of error concerning the survey results.

In conducting over 300 municipal golfer surveys over the past decade, we are always chagrined by two insights these surveys generate:

- 1) The public golfers' observations consistently aligned with our professional thoughts regarding the experience created by a golf course.
- 2) Despite the moniker of being a "municipal golfer," these individuals have incomes consistent with golfers nationally.

The profile of the respondent is shown here¹⁸:

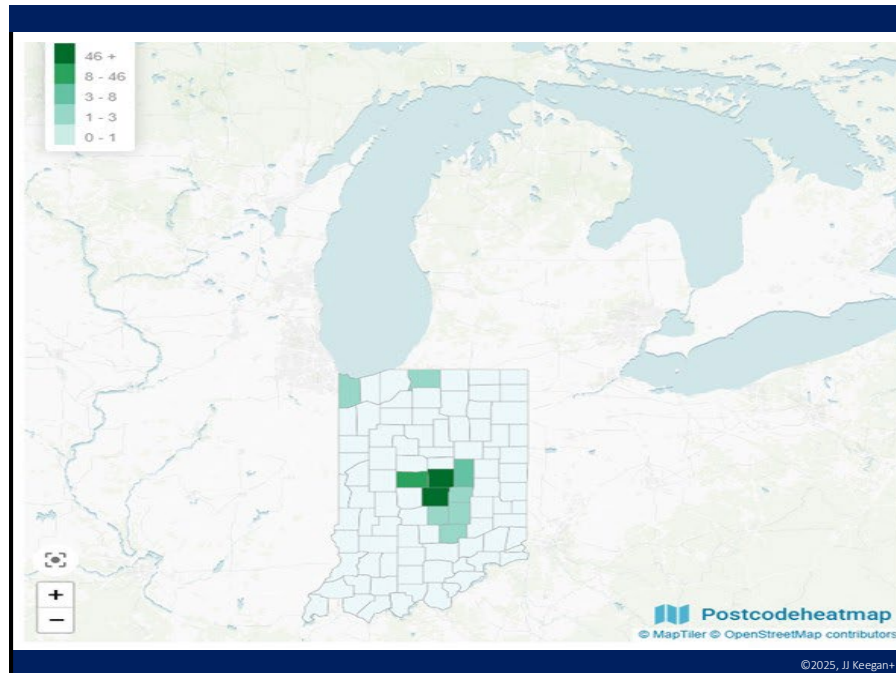
Category	Carmel Survey Respondents	US Golfers
Gender: Male %	75.4%	73.7%
Age	49.8	43.5
Income	\$132,205	\$103,464
Rounds Per Year	21.2	20
Courses Played Per Year	5.2	7

That raises the question, "If the median household income of the City of Carmel golfer is \$132,205, and they represent only 1 in 5 citizens, how does a municipality balance supporting the recreational leisure of this group while ensuring the essential services such as fire, police, schools, and parks are adequately funded for a broader population with a median household income of \$87,973 living with a 30-minute drive of the golf course?"

¹⁸ National Golf Foundation, "2024 Golf Participation Report", Pg. 9

Thus, it is anticipated that the capital investment outlined in this Financial Master Plan would be recaptured from adjusting the annual pass program and hoping for a higher facility visitation rate.

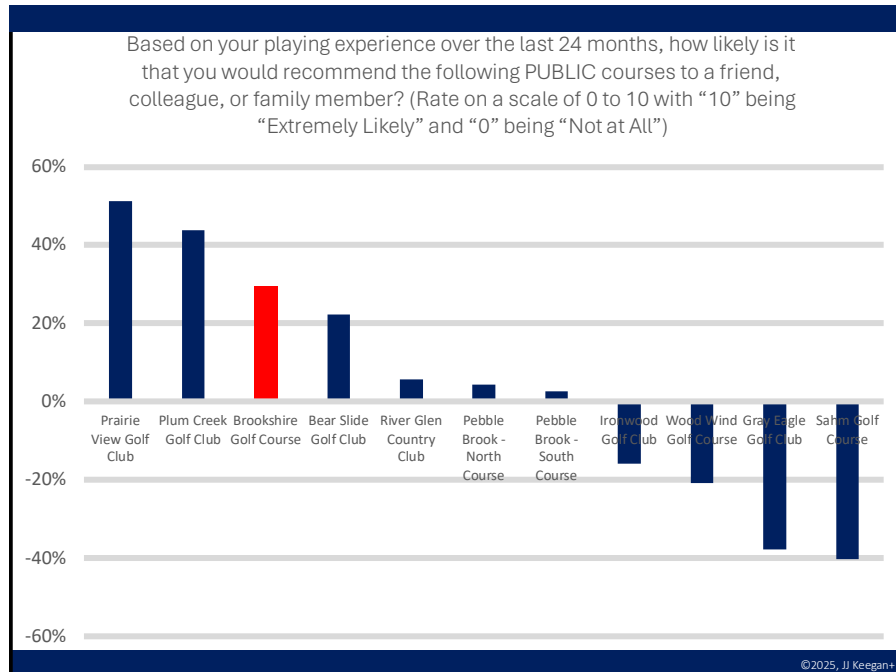
The respondents lived in various parts of the city and outlying areas illustrated here:



They were asked the following questions:

“Based on your playing experience over the last 24 months, how likely would you recommend the following public course to a friend, colleague, or family member? (Rate your likelihood to recommend on a scale of 0 to 10, with “10” being “Extremely Likely” and “0” being “Not at All Likely.” If you did not play a course, please indicate by checking “N/A”).

Their responses regarding their affinity for the City of Carmel’s golf course are shown here:

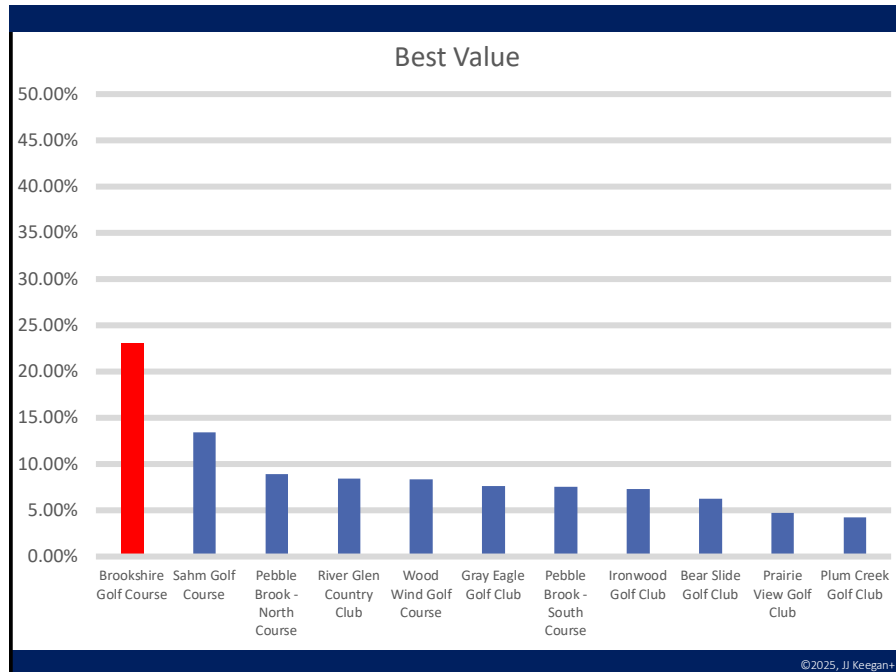


In conducting surveys in which the database of the golf course was the primary source, this is the first time we have seen the golfers rank the course they play most frequently third. In that the green fee prices of Prairie View (\$84) and Plum Creek (\$93) are higher, it indicates that there is price inelasticity in which Brookshire Golf Course priced at \$73 cannot move the prime time rate much higher.

Of the 11 golf courses evaluated, the respondents liked many things about the Brookshire Golf Course as reflect below:

Category	Ranking
Best Conditioned	4 th
Course Layout	3 rd
Customer Service	1 st
Food and Beverage	1 st
Merchandise	3 rd
Practice Facilities	3 rd
Price	2 nd

The Brookshire Golf Course was ranked #1 for the best value, as illustrated here:

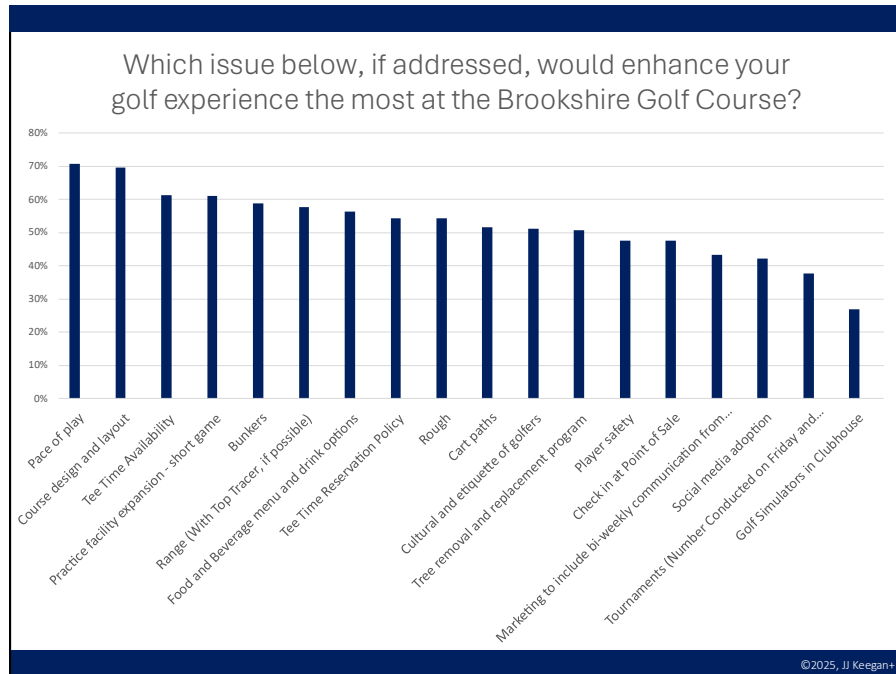


Thoughts for Consideration

Price is what someone is willing to pay. The best value represents the long-term worth of an item's benefits.

When capital investments have not been made, the course experience has degraded to requiring a large allocation of funds to keep the facility current. Considering the patrons who utilize the facility are focused on price and value, such an investment is now appropriate.

As germane, the golfers responded as to what changes at Brookshire Golf Course would enhance their experience shown here:



This financial master plan has focused on the top five desired by golfers and suggestions incorporated herein throughout this report, if implemented, will address each of the issue on a timely basis.

Section 13 – Self-Management or Privatization

Self or Third-Party (Contract) Management?

Interestingly, many individuals need help understanding the nuances of the diverse options for managing a municipal golf course. Many believe, incorrectly, that privatization means selling the golf course. Such is not the case. There are three basic alternatives for managing a municipal golf course: self-management, third-party management, or a lease.

Presented is an outline of the variances in each form of management:

Matrix of Decisions	Self-Management	Third-Party Management	Lease
Risk	Full Risk	Full Risk	Partial Risk
Capital Investment	Full Capital	Full Capital	No Capital unless negotiated.
Profits	Full Profits	Entire Profits Less Management Fee	No Profits other than “rent.”

While this chart oversimplifies the options, the principal difference is that a municipality pays a third party, typically between \$75,000 and \$125,000 annually, to operate an 18-hole golf course under third-party management. In contrast, under the lease, the city receives a rental payment.

Suppose the golf course is self-managed or operated by a third party; in that case, the municipality is still responsible for 100% of the capital investment, receives 100% of the profits, or bears fiscal responsibility for all losses. Under a lease, any capital investment by the lessee is negotiated at the outset of the contract.

Concerning self-management, municipalities are frequently criticized by daily golf course owners as having an unfair competitive advantage in operating their facilities. Some of these operators believe that:

- Profit Motivation not as Intense.
- Do not recognize or fund depreciation.
- Better Insulated from Downturns
- Located in Population Centers
- Capital Easier to Access
- Land is Free
- No Property Taxes

- Fees for water, sewer, electricity, and gas can be lower.
- Zoning Changes may be more easily obtained.
- Employees are attracted to lucrative fringe benefits: health, life, annual merit and cost of living increases, and retirement compensation.

But municipalities, when self-managed, face many challenges, including:

- The payroll cost structure is higher.
- Labor issues: the ability to hire and dismiss.
- Presence of labor unions
- Inflexibility of rates
- Politics
- Golfers demand low-priced annual passes, improved conditions, and better pricing.
- The Course is expected to provide a wide range of unprofitable services.
- Procurement is cumbersome.
- All financial information is in the public domain.

The Formula to Decide the Best Option

It is estimated that of the 2,581 municipal golf facilities in the United States operating 2,939 golf courses, nearly 30% of municipal golf courses are managed by independent third parties, principally Troon Golf (Sub-division - Indigo Sports), Kemper Sports, or Touchstone because of their professional expertise, national purchasing power, adept marketing, the contemporary information systems installed, and their flexibility to implement demand pricing reporting while still be responsible to City Council by submitting an annual business and capital plan for the forthcoming year along with recommended changes in rates.

Most management companies aim to earn between 6% and 10% of gross revenue, though some companies earn up to 14% of a facility's total revenue based on performance bonuses.

The decision to manage or engage a third-party management company is made based on several criteria. Often, the decision can be reduced to a calculation of the following factors:

- Do the City's fringe benefits exceed 35%? The City of Carmel pays fringe benefits to its full-time employees of 53.25%.
- Are the golf courses charging a "common service allocation" fee for the services provided to the golf course from the General Fund, i.e., accounting, human

resources, legal, fleet leases, computers, and procurement? Such is not the case with Brookshire as the golf course is accounted for within the General Fund.

- Is the City willing to assume the potential risk and legal liability of having a lessee own City property and offer alcoholic beverages at the golf course to patrons? Unfortunately, the liquor license is held by the Brookshire Golf Course that is used by the food and beverage concessionaire as well Carmel Christkindlmarkt creating an unwarranted liability for the City.

To the extent that the City would incur fringe benefits and the standard service allocation fees exceed the management fee charged, it would be logical to retain a third-party management company strictly based on expense savings.

For Brookshire, which might attempt realizing the financial benefit from privatizing calculated as follows:

Description	
Full Time - Annual Pay + Cola	448,989
Full Time Benefits	239,096
Full Time Benefit Percentage	53.25%
Management Company	25.00%
Fringe Benefit Differential	28.25%
Fringe Benefit Savings	126,849
Third Party Management Fee	100,000
Potential Savings from Privatization	26,849

Another form of a third party (contractor) agreement is to lease the golf course to an independent third party. Such a contractual relationship is not without risk. In this form of governance, the third party is often responsible for capital improvements. Their focus is to maximize their profits. Thus, capital expenditure often gets overlooked, delayed, or not undertaken.

One of the few cities that utilizes this form of operation for its golf courses, is ironically, the City of Indianapolis. The contracts for their golf courses are detailed below:

Course Name	Date of Agreement	Length of Agreement	Green Fees & Carts	Capital Requirements
Coffin	12/31/2019	10 Years	1% - 5%	Electrical Repairs, Paint Interior of Building
Douglas	1/1/2025	5 Years	0%	Asphalt and Course Beautification
Eagle Creek	12/31/2019	10 Years	10%	Renovate Clubhouse, Carpets, Restrooms, Culverts, Parking Lot
Pleasant Run	1/1/2025	5 Years	5%	Parking Lot, Cart Paths, Bridges
Riverside	12/31/2019	10 Years	1% - 5%	Electrical Repairs, Paint Interior of Building, Restrooms Upgrade
Sahm	1/1/2025	5 Years	5%	Resurface Cart Paths, Plant Trees
Sarah Shank	1/1/2025	5 Years	5%	Parking Lot, Cart Barn, Carpets in Clubhouse
Smock	12/31/2019	10 Years	11%	Demolish Clubhouse and Renovate, Irrigation, Bridges
Whispering Hills	1/1/2025	5 Years	0%	Continual Improve Golf Course, Irrigation, Creek Beds

Other cities that utilize third party leases include Forest Preserve District of County and Los Angeles County.

In April 2025, JJ Keegan+ conducted a national survey of third party management agreements. The research revealed a wide diversity amongst municipalities in the form of third party operating agreements.

Ideally, if fringe benefits are below 40%, self-management is ideal. If fringe benefits are above 40%, City interests are often best served by a third party contract management agreement vs. a lease.

Thoughts for Consideration

Because the deferred capital at the City of Carmel's golf course is substantial and the revenue below national benchmarks, it is unlikely the City will be able to attract a firm to lease the golf course without a significant commitment and agree on any future major changes to the course.

In today's critical society, where one can always raise questions and doubts regarding the performance of others, we observe that the management team at Brookshire Golf Course is skilled in agronomy.

Even with the financial advantages of third-party management, the current staff should be allowed to embrace contemporary golf management practices upon receiving training in contemporary golf business management practices, including budgeting, customer

relationship management, dynamic yield management including the revision of the rate structure for season passes, and marketing.

With the staff acquiring these skills, the golf course should be able to create value for golfers on a foundation that optimizes the facility's financial return. If those results are not achieved in 2026, evaluation of optional management models becomes salient.

Section 14 - Five-Year Cash Flow Projections

The Roulette Wheel

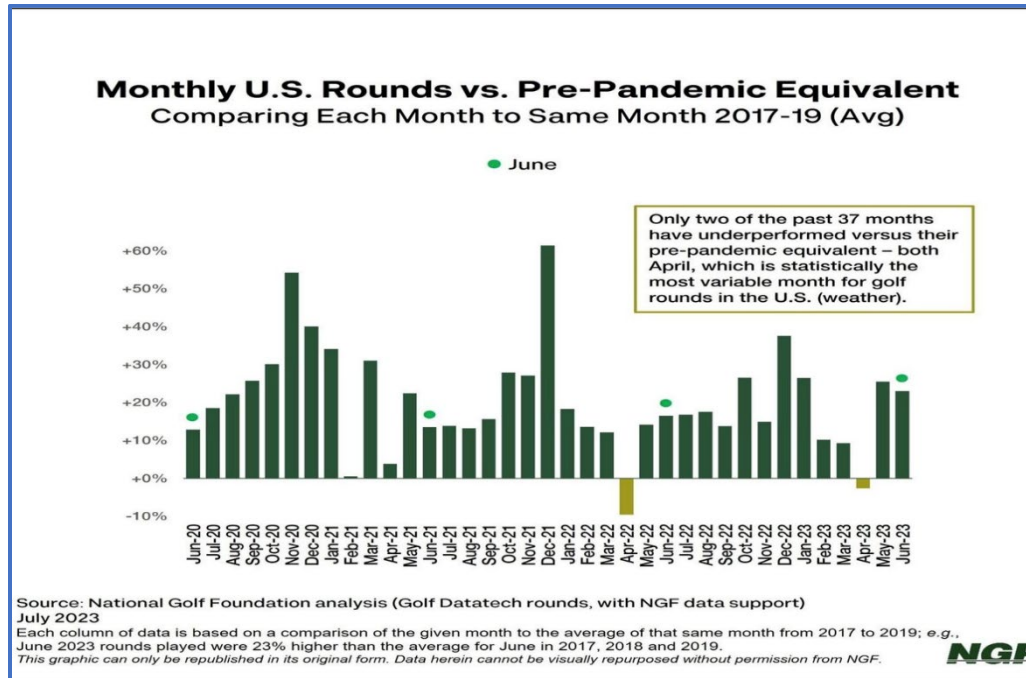
Creating five-year financial projections is a hazardous endeavor, even when updating the budgets for a long-standing enterprise in which the amenities existing at a facility are competitive and capital investment has been made judiciously. Neither of those elements is present at the City of Carmel's golf course.

Do you update the historical statements to reflect incremental changes and potential capital investment? How does one measure the impact of future uncontrollable and controllable factors on the business enterprise?

The following factors complicate creating cash flow forecasts for the City of Carmel:

- Will the City opt to privatize the golf course? Note that the impact on revenue and expenses on managing courses may change dramatically based on a different operating philosophy, especially if another third-party management company is retained.
- Will prime-time green fee rates be adjusted to reflect the current value provided to the golfer?
- Will annual revenue-dilutive passes be discontinued, or will rates be increased?
- Will golfers be allowed to invest in a loyalty program that offers appropriate discounts based on the anticipated number of rounds the golfer may play?
- Will increased marketing efforts be initiated to attract and retain golfers?
- Will the brand image of the golf course be defined and reflected on the website, via email, and other initiatives?
- Operational expenses currently incurred are above industry benchmarks. This factor, combined with inflation, suggests that costs will increase soon.

- The Pandemic has created a national round surge, benefiting the City of Carmel golf course regionally. On August 1, 2023, the National Golf Foundation posted on Instagram the following image:



Will the surging interest in golf continue?

- The capital investment to make the golf course competitive is daunting, nearly \$4 million. What, if any, will occur, realizing that such an investment is not likely, at least in the short term, to change the operating results meaningfully?

The Clouded Crystal Ball

It would be professionally negligent to render any cash flow forecast based on the numerous uncertainties regarding the governance and operations of the City of Carmel's golf course during this critical phase of their uncertainty regarding the policies and capital investment that may be made. The superficial observer might attribute the numbers presented to be a realistic projection of what might occur.

However, scenario analysis provides the opportunity to weigh numerous variables simultaneously. It allows City Management to determine the potential impact their decisions on various rates will have on the golf course's revenue and, ultimately, its cash flow.

The purpose of this strategic financial review was to ensure that value was created for golfers on a foundation that optimizes the financial performance of the Brookshire Golf course by presenting a series of options for the City Council to consider:

- 1) What is the best organizational structure: self-managed, transferred operational responsibility to the Parks Department, leasing the facility to an independent entity or retain a third party management company?
- 2) Independent of that decision, it will be incumbent on the managing entity to create a rate structure that might achieve the objectives of the General Fund. Presented below is a scenario analysis undertaken as an integral component of developing a five year cash flow projection.

In Appendix B, the 174 variables considered are detailed. Presented below are the projected results for 2025 based on achieving the same number of rounds incorporating the 2025 budgeted payroll of \$1,027,000 (up from \$947,943 in 2024) and 8 scenarios presented for 2026 depending on the rate structure adopted and the yield achieved:

Scenario	Rounds	Green Fee	Yield	Cart Fee	Revenue	Expenses	EBITDA	EBITDA + Capital Reserves
2025	42,300	67.00	39%	7.00	1,552,345	1,720,124	273,398	523,398
2026 - 1	42,300	67.00	45%	7.00	1,674,513	1,720,124	151,230	401,230
2026 - 2	42,300	67.00	50%	7.00	1,776,320	1,720,124	49,424	299,424
2026 - 3	42,300	70.00	55%	10.00	1,969,296	1,720,124	143,553	106,447
2026 - 4	42,300	70.00	60%	10.00	2,075,661	1,720,124	249,918	82
2026 - 5	35,000	75.00	60%	15.00	1,854,163	1,720,124	46,647	203,353
2026 - 6	37,500	75.00	60%	15.00	2,049,263	1,720,124	235,504	14,496
2026 - 7	40,000	75.00	60%	15.00	2,244,363	1,720,124	424,362	174,362
2026 - 8	42,500	75.00	65%	15.00	2,554,175	1,720,124	727,932	477,932

Note: An annual capital reserve allocation from cash flow of \$250,000 is desired if the golf course seeks to be financially independent of the General Fund.

Inherent in those projections, are changes to the annual season pass program detailed below presuming the same quantities are purchased which is a reasonable assumption considering the volume of play that occurs and the embed value:

Season Pass Pricing								
	Single	Couple	Senior Single	Senior Couple	Executive	Junior	Corporate	Players Card
2025	2,600	3,400	2,350	3,600	1,600	599	3,000	1,700
2026 - 1	2,600	3,400	2,350	3,600	1,600	599	3,000	1,700
2026 - 2	2,600	3,400	2,350	3,600	1,600	599	3,000	1,700
2026 - 3	2,600	3,400	2,350	3,600	1,600	599	3,000	1,700
2026 - 4	2,600	3,400	2,350	3,600	1,600	599	3,000	1,700
2026 - 5	3,000	3,800	2,750	4,000	2,000	1,000	3,500	2,000
2026 - 6	3,500	4,300	3,250	4,500	2,500	1,500	3,500	2,000
2026 - 7	4,000	4,800	3,750	5,000	3,000	2,000	3,500	2,000
2026 - 8	4,500	5,300	4,250	5,500	3,500	2,500	3,500	2,000

In reviewing the assorted options, one can see below the dramatic swing after a \$250,000 capital reserve and a negative cash flow for 2025 of \$273,398, presuming no rate changes are made.

One will note that while the season pass rates have not changed in Scenario 4 from the current rates, the projection presume that the unlimited season pass rounds are limited to 60 rounds thereby reducing total season pass rounds from 13,500 to 11,460. Further, the projections assume that the effective yield is increased from the current 39% to 60%, the industry benchmark.

Thoughts for Consideration

City Council members are not to be envied for the problematic decisions they are often required to make. Balancing the City budget by selecting appropriate rates to generate a neutral financial return is also precarious. From the City's perspective, many citizens unrealistically would like the City's services to be free.

However, under the three-level cost recovery model within which the Parks and Recreation Department guidance operates, golf is deemed an "Individual Benefit" that the consumer should fund more fully.

Thus, Scenario 4 will result in achieving not only cost recovery but also provides for the accumulation of capital reserves to fund the required continuing investment in the facility.

If these suggestions and the insights in this report are implemented promptly, the golf course can be financially sustaining within five years.

Appendix A: Supporting Research Reports

The data, insights, and suggestions delivered were formulated based on licensing the following ESRI ArcGIS Online reports:

Report - 10 20 30 Drive Time & 10 20 30 Mile Radius ESRI ArcGIS Online	Brookshire Golf Course
2020 Census	X
Business Summary	X
Demographic Profile	X
Demographic Summary	X
Dominant Tapestry Profile	X
Eating Places	X
Housing Market Characteristics	X
Key Facts	X
Net Income, Age, Net Worth, and Housing Value Comparison	X
Population Trends	X
Recreation Expenditure	X
Sports and Leisure Market Profile	X
Tapestry Profile	X
Target Summary	X
Traffic Map	X
What's In My Community	X

This field study encompassed seven steps.

Highlighted below, those steps are enumerated along with the data sources licensed and field-tested operational templates deployed for this engagement as a foundation for the insight suggestions presented.

Step 1 - Local Market Analysis

- SmbGolf – Golf Course Database – 89 Courses – 37 Data Elements
- Geographic Market Analysis – (Tactician, National Golf Foundation)
- Macro Demand Supply Analysis – Population Base (ESRI and National Golf Foundation)
- Master Demographics and Sports Spending (ESRI)
- Mosaic Profile Analysis (Tactician)
- Predictive Index (JJ Keegan+)

Step 2 – Weather Playable Days

- Weather Trends International 10-Year Golf Playable Days Report (FY and CY)
- 11-Month in Advance Weather Forecast
- Annual pass Value Calculation (JJ Keegan+)

Step 3 - Technology

- Technology Integration Checklist (JJKeegan+)
- InRange Proposal
- Top Tracer Proposal

Step 4 – Financial

- 2021 – 2024 Rounds and Revenue
- Brookshire Golf Course Annual Consolidation Financial Report FY 2023, FY 2024

Step 5 – Architectural and Agronomy

- Annual Labor Hour Estimate – 2025
- Deferred Capital Evaluation – Brookshire Golf Course (JJ Keegan+)

Step 6 – Operations

- Secret Shopper Photos for facilities visited:
 - Brookshire Clubhouse, Pro Shop and Restaurant
 - Brookshire Golf Course
 - Brookshire Maintenance Building
 - Bear Slide
 - Plum Creek
 - Prairie View
 - The Fort
- Customer Value Experience – 2025 (JJKeegan+)

Appendix B: Scenario Analysis Variables

To create a five year financial forecast, there are many variables regarding the operation of a golf course. Via an Excel Scenario 174 variables were analyzed. It is the foregoing role of the golf course senior leadership to recommend which set of variables that they believe will create the greatest value for the golfers on a foundation that will optimize the financial return to the City.

Presented below are those variables that support the financial presentation included in the Executive Summary and the report.

Rounds, Green Fee, Yield and Fees Assumptions

	Rates			
Scenario	Rounds	Green Fee	Yield	Cart Fee
2025	42,300	67.00	39%	7.00
2026 - 1	42,300	67.00	45%	7.00
2026 - 2	42,300	67.00	50%	7.00
2026 - 3	42,300	70.00	55%	10.00
2026 - 4	42,300	70.00	60%	10.00
2026 - 5	35,000	75.00	60%	15.00
2026 - 6	37,500	75.00	60%	15.00
2026 - 7	40,000	75.00	60%	15.00
2026 - 8	42,500	75.00	65%	15.00

Annual Season Pass Rates Assumptions

	Season Pass Pricing							
Scenario	Single	Couple	Senior Single	Senior Couple	Executive	Junior	Corporate	Players Card
2025	2,600	3,400	2,350	3,600	1,600	599	3,000	1,700
2026 - 1	2,600	3,400	2,350	3,600	1,600	599	3,000	1,700
2026 - 2	2,600	3,400	2,350	3,600	1,600	599	3,000	1,700
2026 - 3	2,600	3,400	2,350	3,600	1,600	599	3,000	1,700
2026 - 4	2,600	3,400	2,350	3,600	1,600	599	3,000	1,700
2026 - 5	3,000	3,800	2,750	4,000	2,000	1,000	3,500	2,000
2026 - 6	3,500	4,300	3,250	4,500	2,500	1,500	3,500	2,000
2026 - 7	4,000	4,800	3,750	5,000	3,000	2,000	3,500	2,000
2026 - 8	4,500	5,300	4,250	5,500	3,500	2,500	3,500	2,000

Annual Season Pass Sales Assumptions

Season Pass Quantity Sold						
Single	Couple	Senior Single	Senior Couple	Executive	Junior	Corporate
7	6	39	18	35	6	6
7	6	39	18	35	6	6
7	6	39	18	35	6	6
7	6	39	18	35	6	6
7	6	39	18	35	6	6
7	6	39	18	35	6	6
7	6	39	18	35	6	6
7	6	39	18	35	6	6
7	6	39	18	35	6	6

Fringe Benefit and Management Fee Assumptions

	City	Private
Fringe benefits - Admin	81.13%	25%
Fringe benefits - Golf - FT	53.25%	25%
Fringe benefits - Golf - PT	8.44%	25%
Fringe benefits - Maintenance - FT	53.25%	53.25%
Fringe benefits - Maintenance - PT	8.44%	8.44%
Management fee		53.25%

Appendix C: Brookshire Golf Course Technical Report



Report – Golf Course Conditions

Prepared by: Jorge Croda, CGCS

Evaluation Date: June 9–10, 2025

Report Date: June 15, 2025

Location: 12120 Brookshire Pkwy, Carmel, IN 46033



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Executive Summary

Brookshire Golf Course – A Vision for Excellence and Sustainability

Prepared by: Jorge Croda, CGCS

Evaluation Date: June 9–10, 2025

Report Date: June 15, 2025

Brookshire Golf Course, a public 18-hole facility designed by William Diddel in 1970, has long served the City of Carmel with distinction. Nestled in a scenic landscape, it provides an accessible and enjoyable golf experience for a broad and diverse community. However, **Brookshire now stands at a pivotal crossroads**: to maintain what currently functions, or to strategically invest in a transformation that will **elevate its playability, safety, and long-term sustainability**.

This report outlines several critical areas—turf health, infrastructure, irrigation systems, drainage, equipment, and staffing—that, while currently functional, limit the course's performance and threaten its future viability. Left unaddressed, these challenges could compromise user experience, safety, and operational efficiency.

Key Strategic Findings

- **Greens:** Brookshire's bentgrass greens (130,000 sq. ft.) are generally uniform but some are undersized, limiting play. Several greens show black layer formation due to anaerobic conditions—particularly on Holes 6, 7, and 8—requiring **immediate remediation**. Rebuilding all 18 greens and removing ~150 surrounding trees will significantly improve light penetration, airflow, and overall putting surface quality.
- **Tees, Fairways, and Roughs:** Uneven and compacted areas impact aesthetics and playability. Aerification, selective topdressing, and grading are recommended to restore surface quality and reduce hazards.
- **Bunkers:** Many of the 28 bunkers are compacted, poorly drained, and visibly deteriorating. A complete **rebuild and reshaping effort is necessary** to meet modern performance standards.
- **Irrigation System:** The Rain Bird system with 830 heads relies on aging pumps (15 years old). While operational, the system is outdated and lacks efficiency. A phased modernization will improve water distribution and system reliability.
- **Infrastructure – Bridges & Drainage:** Bridges on Holes 5–6 and 15 show significant structural issues. These pose **immediate safety concerns** and require full replacement. Erosion control and retaining walls along creek areas, especially Hole 6—are also necessary.



- **Practice Facilities & Equipment:** While functional, the driving range, chipping area, and putting green would benefit from leveling and drainage improvements. Equipment inventory meets minimum standards but lacks a **long-term renewal strategy**.
- **Capital Investment Needs:** Approximately **\$4 million in deferred capital improvements** are identified to modernize operations, rebuild greens and bunkers, replace failing bridges, and optimize drainage and labor capacity.
- **Labor Capacity:** Current staffing (13,352 hours/year including volunteers) falls short of the level required to meet modern maintenance standards. An additional **2,300+ hours/year** and stable FTEs are recommended to enhance presentation, turf health, and seasonal responsiveness.

The Opportunity Ahead

Brookshire Golf Course is more than a recreational space—it is a **strategic community asset**. With thoughtful, phased investment, Brookshire can become a **benchmark for public golf course excellence in the region**, known for its safety, quality, and operational efficiency. The proposed improvements are not simply maintenance, they represent a **long-term vision of stewardship, community value, and sustainable growth**.

This is the moment to build a legacy: to invest not just in a golf course, but in the continued prestige, well-being, and pride of the City of Carmel.

Jorge Croda, CGCS
Certified Golf Course Superintendent



Technical Report

1. Greens

- Bentgrass greens (130,000 sq. ft / 3 acres) are uniform in structure, but some are small and limit play.
- Top 1.5 inches consist of a mix of organic matter and sand—requires continual sand topdressing.
- Black layer formation was found on Greens 6, 7, and 8—indicative of anaerobic conditions needing immediate remediation.
- Aeration proves vital, as seen in root health in aeration channels.
- Tree shade significantly impacts greens on Holes 1, 2, 7, 8, 10, 11, 15, 16, and 17.
- Recommend the removal of approximately 150 trees to improve light and air flow.
- Recommend rebuilding the greens to improve consistency and playability.



Green hole #2

Green hole #13



Black layer Hole #7

2. Tees

- Tees total 2 acres (89,000 sq. ft) and are currently uneven, though relatively weed-free.
- Discoloration observed is due to excess rainfall rather than turf failure.
- Recommend aerification and selective topdressing to restore levelness and improve aesthetics.



3. Fairways and Rough

- Fairways (21 acres) cut at 0.625"; Open rough (70 acres) and wooded rough (20 acres) cut at 2.5".
- Some areas show compaction and unevenness, potentially hazardous to golfers and carts.
- Recommend aerification and leveling, along with selective tree removal for turf health.

4. Practice Areas

- Driving range, chipping/pitching area, and putting green total ~6 acres.
- Functional but benefit from leveling and improved drainage for better use and appeal



5. Sand Bunkers

- 28 sand bunkers were present.
- Many are compacted, poorly drained, with deteriorating edges.
- Recommend rebuilding all bunkers, improving drainage, and reshaping bunker faces for consistency.



6. Irrigation System

- Irrigation source: on-site well and 4-million-gallon pond.
- System: Rain Bird Stratus
- Irrigation head types and models installed: Rain Bird 900, 950, 700, 750, 500, 550 with 830 sprinkler heads.
- The pump station was built in late 2009, early 2010. Pumps: Two 60 HP vertical turbines (15 years old), likely due for service.
- The sprinkler control system appears to be in working condition.
- Size of the irrigation lake or water storage area: ¼ acre

7. Bridges and Infrastructure

- Number of bridges on the course: 11
- Structural concerns noted at bridges on Holes 5-6 and 15.
- Severe erosion and safety concerns warrant full reconstruction.
- Recommend building retaining walls along creeks, especially Hole 6.



Bridge 5-6.

Bridge 15

8. Equipment

- Inventory covers industry standards.
- Recommend phased replacement and long-term equipment planning.

(Click image to enlarge)

Asset Id	Make	Model	Serial Number	Description	Status	Location	Group	Asset Category	Date of Acquisition	Utilization YTD	Utilization Type
3100	Toro	04353	50323	Greensmaster 3100 2 Wheel Drive	Active	12120 Brookshire Pkwy	main fleet	out of service	03/01/2013	3,152.00	Operating Hours
3520	Toro	30839	280001063	GROUNDMASTER 3500-D	Active	12120 Brookshire Pkwy	main fleet		05/01/2009	4,024.00	Operating Hours
4500	Toro	30857	290000105	Groundsmaster 4500-D Traction Unit	Active	12120 Brookshire Pkwy	main fleet	Mowers, Rotary, Ride	05/01/2009	7,616.00	Operating Hours
648	Toro	09200	400835051	ProCore 648 Aerator	Active	12120 Brookshire Pkwy	main fleet		04/24/2017	131.00	Operating Hours
bk grinder	Foley	672	9067201150	672 ACCU-Pro Bedknife Grinder	Active	12120 Brookshire Pkwy	main fleet	Other Equipment	05/01/2009	0.00	Operating Hours
Blower 3	Toro	44052	400469448	Pro Force Debris Blower	Active	12120 Brookshire Pkwy	main fleet		05/05/2017	2,820.00	Operating Hours
blower#1	Buffalo Turbine	CYC8K	14981	Cyclone 8000 Debris Blower	Active	12120 Brookshire Pkwy	main fleet		09/01/2008	0.00	Operating Hours
Blower2	Turco	85650	W00384	Torment Debris Blower	Active	12120 Brookshire Pkwy	main fleet		09/08/2016	2,270.00	Operating Hours
ClubCar #5	Club Car	Carryall300G	mc1445-513547	Carryall 300 (Gas)	Active	12120 Brookshire Pkwy	main fleet		05/28/2014	1,809.00	Operating Hours
ClubCar #6	Club Car	Carryall300G	mc1445-513602	Carryall 300 (Gas)	Active	12120 Brookshire Pkwy	main fleet		05/28/2014	2,293.00	Operating Hours
clubcar#1	Club Car	Turf1G	hg0806-871322	Carryall Turf 1 (Gas)	Active	12120 Brookshire Pkwy	main fleet		01/01/2008	4,574.00	Operating Hours
clubcar#2	Club Car	Turf1G	hg0806-871323	Carryall Turf 1 (Gas)	Active	12120 Brookshire Pkwy	main fleet		01/01/2008	5,266.00	Operating Hours
clubcar#3	Club Car	Turf2G	rg0431-335143	Carryall Turf 2 (Gas)	Active	12120 Brookshire Pkwy	main fleet		01/01/2008	3,256.00	Operating Hours
clubcar#4	Club Car	Turf2G	rg034-335144	Carryall Turf 2 (Gas)	Active	12120 Brookshire Pkwy	main fleet		01/01/2008	3,410.00	Operating Hours
ETF	Toro	04591	414993789	Greensmaster eTriflex 3370 Traction Unit	Active	12120 Brookshire Pkwy	main fleet		08/30/2023	325.00	Operating Hours
FW 1	Toro	03820	400920195	Reelmaster 3555 Traction Unit	Active	12120 Brookshire Pkwy	main fleet		04/20/2017	1,894.00	Operating Hours
FW 2	Toro	03820	400920190	Reelmaster 3555 Traction Unit	Active	12120 Brookshire Pkwy	main fleet		04/20/2017	1,792.00	Operating Hours
ga 24	Ryan	544872	95500230	GA-24 Aerator	Active	12120 Brookshire Pkwy	main fleet		01/01/2004	0.00	Operating Hours
ga-60	Cushman	888558A	0000001	GA-60 Aerator	Active	12120 Brookshire Pkwy	main fleet	out of service	01/01/2004	593.00	Operating Hours
gator pro	John Deere	2020A	tc202at010434	ProGator 2020A	Active	12120 Brookshire Pkwy	main fleet		01/01/2008	2,555.00	Operating Hours
groundsmas	Toro	30626	290000179	Groundsmaster 328-D Traction Unit	Active	12120 Brookshire Pkwy	main fleet	Mowers, Rotary, Ride	05/01/2009	1,564.00	Operating Hours
Kubota	Kubota	L4701HST	59459	L4701HST Tractor	Active	12120 Brookshire Pkwy	main fleet		05/15/2017	1,092.00	Operating Hours
Rapid Seed 590	Bullseye	46440	321C27569	3 point mounted seeder	Active	12120 Brookshire Pkwy	main fleet		07/01/2023	0.00	Operating Hours
sand pro	Toro	08705	290000360	Sand Pro/Infield Pro 5040 Traction Unit	Active	12120 Brookshire Pkwy	main fleet	Bunker Rakes	05/01/2009	3,773.00	Operating Hours
Sprayer	Toro	41188	400842275	Multi Pro 1750 Turf Sprayer	Active	12120 Brookshire Pkwy	main fleet		04/24/2017	1,218.00	Operating Hours
TF 1	Toro	04530	316000216	Greensmaster 3320 TriFlex Traction Unit	Active	12120 Brookshire Pkwy	main fleet		04/25/2017	2,889.00	Operating Hours
TF 2	Toro	04530	401138388	Greensmaster 3320 TriFlex Traction Unit	Active	12120 Brookshire Pkwy	main fleet		06/06/2017	2,933.00	Operating Hours
topdresser	Turco	85807	J00214	WideSpin 1530 Top Dresser	Active	12120 Brookshire Pkwy	main fleet		01/01/2008	0.00	Operating Hours
Toro GTX	Toro	07410	412847443	Workman GTX Electric Utility Vehicle	Active	12120 Brookshire Pkwy	main fleet		07/01/2023	200.00	Operating Hours
tri-dump	Pronovost	P-516	7831	P-516 Dump Trailer	Active	12120 Brookshire Pkwy	main fleet		01/01/2004	0.00	Operating Hours
Walker#1	John Deere	220A	M00220A030890	Greensmower 220A	Retired	12120 Brookshire Pkwy	main fleet		01/01/2004	0.00	Operating Hours
Walker#2	John Deere	220A	M00220A031150	Greensmower 220A	Retired	12120 Brookshire Pkwy	main fleet		01/01/2004	0.00	Operating Hours
Walker#3	John Deere	220A	M00220A003894	Greensmower 220A	Retired	12120 Brookshire Pkwy	main fleet		01/01/2004	0.00	Operating Hours
walker#4	Toro	04021	230000690	Greensmaster Flex 21	Active	12120 Brookshire Pkwy	main fleet		01/01/2004	0.00	Operating Hours
walker#5	Toro	04021	230000700	Greensmaster Flex 21	Active	12120 Brookshire Pkwy	main fleet		01/01/2004	0.00	Operating Hours
walker#6	Toro	04021	230000897	Greensmaster Flex 21	Active	12120 Brookshire Pkwy	main fleet		01/01/2004	0.00	Operating Hours
walker#7	Toro	04021	230000112	Greensmaster Flex 21	Active	12120 Brookshire Pkwy	main fleet		01/01/2004	0.00	Operating Hours
walker#8	Toro	04021	230000691	Greensmaster Flex 21	Active	12120 Brookshire Pkwy	main fleet		01/01/2004	0.00	Operating Hours
Workman	Toro	07202	70160	Workman 3200 with bed	Active	12120 Brookshire Pkwy	main fleet	out of service	01/01/2008	3,573.00	Operating Hours
Workman	Toro	07385	416728964	Workman HDX-D Utility Vehicle with Bed	Active	12120 Brookshire Pkwy	main fleet		05/05/2024	0.00	Operating Hours
WZ1000	Lastec	WZ1000	75990223	Zero Turn 120" cut	Active	12120 Brookshire Pkwy	main fleet		07/01/2023	780.00	Operating Hours
WZ800	Lastec	WZ800	77210423	Zero turn 100" cut	Active	12120 Brookshire Pkwy	main fleet		07/01/2023	658.00	Operating Hours
ZT 1	Toro	30695	400683629	Groundsmaster 7210 Series Traction Unit	Delete	12120 Brookshire Pkwy	main fleet		04/25/2017	162.00	Operating Hours
ZT 2	Toro	30695	400683635	Groundsmaster 7210 Series Traction Unit	Delete	12120 Brookshire Pkwy	main fleet		04/25/2017	160.00	Operating Hours





9. Capital Improvements

- Deferred capital requirement of ~\$4 million to modernize operations.
- Rebuild and expand into all 18 greens.
- Remodel tees and rebuild all 26 bunkers with updated drainage.
- Replace two failing bridges and construct erosion control features.
- Develop a complete operations manual for maintenance protocols, cultural practices, and emergency responses.

10. Labor Recommendations

- Current labor: 13,352 hours/year (includes volunteers).
- Recommended: 15,654 hours/year to meet maintenance needs across seasons.
- Additional 2,340 hours/year would enhance playability, turf health, and presentation standards.
- Suggest maintaining 4 full-time equivalents depending on seasonality.



Conclusion

Brookshire Golf Course represents more than a recreational facility—it is a strategic municipal asset with the potential to enhance community engagement, civic pride, and the city’s long-term value proposition. While it continues to operate to acceptable standards, the current condition of its infrastructure and agronomic systems presents a critical opportunity for improvement.

The recommendations outlined in this report are not just maintenance actions, they are strategic investments that will protect the course’s integrity, elevate its reputation, and ensure its sustainability for future generations. With timely implementation, Brookshire can evolve into a benchmark for public golf courses across the region—one that reflects Carmel’s commitment to excellence, safety, and smart stewardship of its assets.

Respectfully submitted,

Jorge Croda, CGCS
Certified Golf Course Superintendent

