



## Special Spokane Park Board Meeting

8:30 a.m. Sept. 29, 2017

Finch Arboretum Woodland Center – Ponderosa Room  
3404 W Woodland Blvd, Spokane, Washington 99224

### Park Board Members:

- X Chris Wright – President
- X Nick Sumner – Vice President
- X Leroy Eadie
- X Ross Kelley
- X Ted McGregor
- X Greta Gilman
- X Rick Chase
- X Steve Salvatori
- Sally Lodato (Absent/Excused)
- X Jennifer Ogden
- X Mike Fagan – Council Liaison

### Parks Staff:

- Garrett Jones
- Jennifer Papich
- Jonathan Moog
- Carl Strong
- Pamela Clarke

### Guests:

- Rick Romero
- Ron Rector
- Hal McGlathery

## MINUTES

1. **Roll Call:** *Pamela Clarke*  
See above
2. **Discussion Items:**
  1. Goal of Special Park Board meeting – *Ted McGregor* provided an overview on why Parks and city representatives are seeking alternatives on how to operate the redeveloped Riverfront Park. With the park's new amenities and redesigned features comes a need to reassess how the park is managed in order to continue the park's growth opportunities. Mr. McGregor explained Riverfront Park is more than a park; it is a signature urban space. Other communities have experienced similar situations on looking at approaches to invest in their signature spaces. He cited some examples, including: the site 1962 World's Fair in Seattle, Balboa Park in San Diego and Forest Park in St. Louis. In some cases when cities were unable to finance and manage these spaces, some developed conservancies and others created public development authorities (PDA). A third option, which is under consideration for Riverfront Park, is creating a city enterprise fund. The goal is to manage Riverfront Park from a more entrepreneurial basis and to become self-sustaining. This methodology is founded on a fee-for-service basis. Mr. McGregor explained the goal of the meeting is to take a broader view in looking at how to manage the park and to "think outside the box." This vision involves inviting more stakeholders to the table. Some of the plan is underway with the recent inclusion of two City Council members and a representative from the Mayor's office to serve on the Riverfront Park Executive Team. This group is an advisory committee to the Riverfront Park Committee on matters concerning the redevelopment of the park.

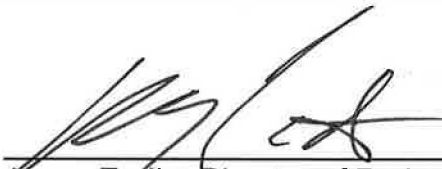
2. [Riverfront Park enterprise fund definition](#) – *Leroy Eadie* and *Rick Romero* provided an [overview of four funding structure alternatives](#), including the current structure, city enterprise fund, PDA and conservancy. Downsides of the current structure include: 1) the park is not recognized as a regional economic asset; 2) inability to take advantage of outside revenue generating opportunities; 3) limited by the current 8% of the general fund; 4) unable to utilize revenue bonds; 5) doesn't take advantage of some funding opportunities; and 6) omits some key stakeholders from the decision-making process. Attendees also voiced a goal of not going back to the citizens to fund future improvements and additional amenities. An enterprise fund differs in that it broadens the opportunities for generating revenue rather than solely relying on tax dollars. Public revenue bonds may be utilized for financing capital investment and construction. Mr. Romero envisions some of the general fund allocation would be utilized initially, but the goal should be place some type of cap on the allocation percentage. This will result in adding more dollars to other Park projects and programs. While there will be revenue-generating centers at Riverfront Park, much of the park will remain open space with no charge to public. Enterprise funds are typically capital asset driven and allow for reinvesting in the asset. While an enterprise fund offers for more funding opportunities, it remains subject to all the governmental rules currently in play. Unlike a conservancy, which is independent of the city, the enterprise fund would continue to be under city governance and the Park Board would remain responsible for Riverfront Park. The plan will be developed within City Charter restrictions and no charter changes are required to establish an enterprise fund.
3. [Change of management structure](#) – *Leroy Eadie* explained the management structure is designed to accomplish what has spelled out in the Master Plan. This plan calls for a 21<sup>st</sup> century park which triples the number of events it currently hosts. Mr. Romero explained the plan is broken into four phases, which includes bringing City Council and the Mayor's Office into the design planning; construction and capital planning for the existing Park redevelopment project; developing a business plan which addresses capital investments, operations, financing and sponsorship/fundraising; adopting a partnership agreement with Parks, City Council and the Mayor's Office; and creating an enterprise fund.
4. [Business Plan](#) – *Rick Romero* reviewed underlying tenants of the business plan which include the North Bank and the West Gateway of the park. Right-of-way partnerships with Utilities/Public Works and Parks would offer a structure for city departments/divisions to collaboratively work on improvements to bridges, infrastructure, gateways and amenities. Other partnerships could include STA, Visit Spokane, Spokane Public Facilities District, Kendall Yards and Downtown Spokane Partnership. Steve Salvatori pointed out the enterprise fund model gives the opportunity to fund capital improvements called out in the Master Plan which the bond is unable to cover. One of these highly-ranked improvements from the Master Plan is additional parking.
5. [Riverfront Park fundraising update](#) – *Leroy Eadie* provided an update on the fundraising, sponsorship and naming rights process. Funding is anticipated to be raised by selling naming rights for certain facilities, sponsorship of park programming, and opportunities for citizens to have their names placed on bricks, railings, benches, etc. While the city will manage corporate sponsorship and naming rights, the Spokane Parks Foundation will take the lead for fundraising efforts from

individuals. By this winter, the parks foundation is expected to be hosting public and private events to attract potential donors. Also by the end 2017, the city will host events to attract corporate interest in sponsorship and naming.

6. [Sportsplex update](#) – *Rick Romero* presented an update on the proposed Sportsplex to be located on the north bank of Riverfront Park. The project is estimated at \$43 million, and involves potential partnerships with the Public Facilities District, the Hotel/Motel Association, the city of Spokane and the Sports Commission. The Park Board approved a resolution and Letter of Understanding in 2015 which outlines a commitment of the Riverfront North Bank property for a regional sports complex in exchange for commitment of city of Spokane funds.

3. **Adjournment:** The meeting adjourned at 10:37 a.m.

Minutes approved by:

  
\_\_\_\_\_  
Leroy Eadie, Director of Parks and Recreation

## RIVERFRONT PARK FUNDING STRUCTURE ALTERNATIVES

	<u>Current Structure</u>	<u>City Enterprise Fund</u>	<u>PDA (Public Development Authority)</u>	<u>Conservancy</u>
Recongizes RFP as a Regional Economic Asset	No	Yes/No	Yes	Yes
Positioned to take advantage of outside revenue generating opportunities	No	Yes	Yes	Yes
Within Parks 8% Allocation	Yes	Yes/No	No	No
Risks, Opportunities, Benefits shared across multiple City stakeholders	No	Yes	Yes	Yes
Could utilize Public Revenue Bonds for financing	No	Yes	Yes	No
Governance Structure	Park Board	New City Governance Committee comprised of Park Board, Mayor, Council	PDA board comprised of Park Board, Mayor, Council, PFD, Visit Spokane,	Independent of City
RFP Director and staff Reporting	Park Director/Park Board	Enterprise Fund Director/New Governance Committee	PDA Director/PDA Board	Director and staffing independent of City
Charter amendment would be required	No	No	Possibly	Likely
Could incorporate Golf Fund under structure	Yes/No	Yes	Yes	Not Likely

## **Phased Plan for Riverfront Park Enterprise Fund:**

Phase I – Change in Management Structure

Phase II – Business Plan for RFP

Phase III – Adoption of Partnership Agreement Parks/Council/Mayor

Phase IV – Legal/Budgetary Creation of Enterprise Fund

Phase I Description: Phase I has been initiated with the inclusion of 2 Council Members and 2 Mayor Representatives along with 3 Park Board Members on the RFP Executive Team. This brings the key stakeholders across the City Organization into the Design, Construction and Capital Planning process for the Pavilion, North Bank, Blue Bridge, West Havermale and other key projects in the existing Park Bond.

Phase I Next Steps: In order to achieve the phased plan, this newly activated organizational team needs to move quickly on the development of the RFP Business Plan. Included in the Business Plan should be recommendations regarding Capital Investments; Operations; Financing; and Sponsorship/Fundraising for RFP.

Phase I Key Decisions:

1. This Phased Enterprise Plan should be focused on Riverfront Park (will not include golf and/or trails at this time).
2. The Business Plan for RFP should include the extension of the Park to the West to include the two CSO tank sites for Gateway, Plaza, Trailhead, Recreational, Parking and Retail opportunities.
3. The Business Plan for RFP should include a plan for the North Bank integration for Parking, Sportsplex, Operations Facilities, People-mover, Destination Rides/Activities and other key opportunities.
4. The joint development of the RFP business plan (including the elements above) will then result in a decision whether to move forward with the adoption of a Partnership Agreement and/or the creation of the Enterprise Fund.

Key Timelines for Phased Plan:

Phase I is already initiated but a decision needs to be made regarding the role of the new Executive Team in relation to the role of the existing Riverfront Park Committee.

Phase II should begin immediately with a goal of completing a draft Business Plan by November 1 and a full plan by end of year.

Phases III and IV will be dependent on the outcome of the Business Plan and whether the parties can determine the appropriate allocation of Financial, Legal and Strategic risks and responsibilities.

## **Riverfront Park Business Plan – Underlying Tenants of the Plan:**

- Plan to include North Bank and West Gateway properties/strategies
- Goal is self-support with limit of \$800K from Parks 8%
  - Self-support includes Capital Renewal & Replacement Fund
- ROW partnership with Utilities/Public Works
  - Bridges
  - Infrastructure
  - Gateways
  - Amenities
- Plan will build on value of increased visitors to Park
  - People-mover
  - Partnerships (STA, Visit Spokane, PFD, Kendall Yards, DSP, etc.)
  - Shoulder seasons/winter
- Diversify Revenue Sources across Park
  - Parking
  - Concessions/Food Service
  - Events/Admissions
  - Attractions/Activities
  - Signature Ride(s)
  - Space Rental/Leases
  - Merchandising
  - Sponsorships
- Responsible Level of Debt
- Plan will be developed within Charter restrictions

## **Fundraising for Riverfront Park**

### **Draft Strategy**

**September 2017**

There is a desire to raise funds for the ongoing sustainability of the community's investment in Riverfront Park (RFP). It is anticipated that funding will be raised by selling naming rights for certain facilities, sponsorship of park programming, and citizens' opportunity to put their name on bricks, railings, benches, etc., within RFP.

City of Spokane will take the lead on securing corporate sponsorship and naming rights. This will be done by either hiring a staff member, consulting firm, or both to manage corporate relationships in order to secure sponsorship and selling of naming rights. The Park Board will approve a list of Riverfront Park assets and programs that will be available for sponsorship and naming. Riverfront Park staff will be intimately involved in the securing program sponsorship. Any assets identified for corporate sponsorship/naming will not necessarily be available for individual or family philanthropy.

Spokane Parks Foundation (SPF) will take the lead on fund raising from individuals and families with support from Spokane Parks and Recreation (SPRD) and the Park Board (PB). It is the mission of the SPF to raise funds for parks in Spokane and distribute those funds to jurisdictions. SPF has been securing, managing, and distributing funds to SPRD for many years. SPF will create a campaign and a fund that could be titled something like "Riverfront Park Forever." Donations would go directly to the SPF and they would transfer funds to SPRD as need for RFP projects and maintenance. Formal fundraising is expected to continue through the fall of 2018.

Funding will be provided by SPRD to the SPF to hire consulting services and staffing needed to support the fund raising effort. Consulting services may be needed to assist in setting up the structure of the fund raising effort. A philanthropy professional will be hired by SPF and funded by SPRD to manage the fund raising efforts. SPF staff and consultants will work closely with a fund raising Working Committee that will have participation from Mayor's office, PB, City Council, SPRD and the SPF. The Working Committee will identify important citizens that can assist in donor relationships and donations (think current and previous community leaders and VIPs).

Initially the fund raising will be focused on naming rights and follow with a more public campaign for citizens to donate smaller amounts of money to get their name on bricks, railings, benches, etc.

SPRD and the PB is currently establishing a list of assets that are available for naming rights and identifies those that are available for corporations or individuals. Due to the sensitivity of some of the assets, that process will conclude in a public meeting to share with citizens the list of RFP assets potentially available for naming. At the same time through research on the value of other public

agencies naming rights contracts, the PB will put an initial value to the naming rights. Once the PB adopts the final list of assets to be named it will be shared publicly and in meetings will potential donors.

**Timeline:**

Fall 2017: SPRD and PB adopt list and value of assets for naming rights. Make naming right policy changes as needed. Hire consultant to confirm asset value, market, and negotiate contract for corporate naming rights package(s).

Fall 2017: Clarify relationship (through MOU or other legal instrument) between SPRD and SPF for management of the RFP fundraising.

Late Fall 2017: SPF hire consultant and staff as needed to structure and staff the fundraising efforts.

Winter 2017: Create the Working Committee and identify VIPs to assist in fund raising.

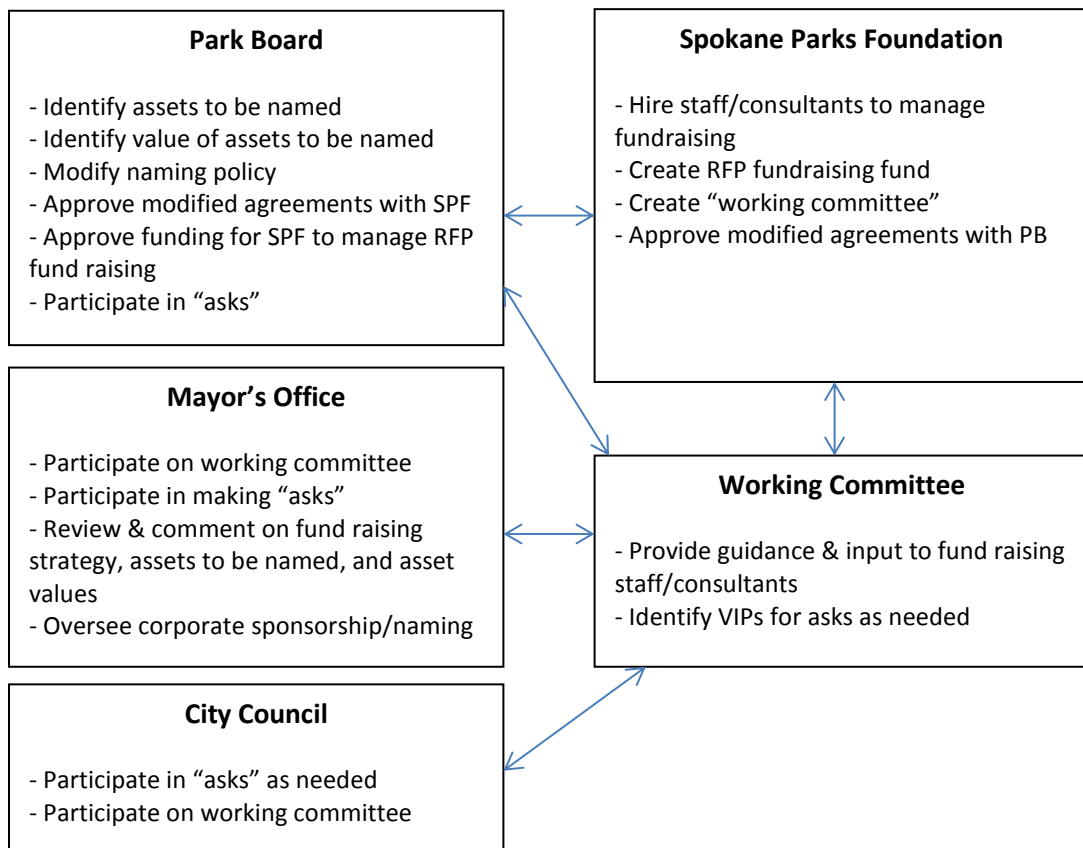
Winter 2017: SPF to host public and private events to attract potential donors and begin donor relationships.

Winter 2017: City of Spokane to host events to attract corporate interest in sponsorship and naming.

Spring 2018: SPF to launch public campaign to sell citizens opportunities to have their names placed on smaller items within RFP.

Fall 2018: Formal fundraising efforts stop.

**Organization Structure:**





## A Non-voted Alternative for the Sportsplex

The currently envisioned project of approximately \$43M is constrained by two key impediments:

- The footprint for the full project would require acquisition of several parcels of private property that would likely add significantly to the time and cost of the project.
- The current envisioned project would require a voted commitment for funding from the citizens of the County or City, for which there is not currently a defined path to achieve.

The proposal here is to explore a potential partnership between the PFD, the Hotel-Motel Association, the City of Spokane and the Sports Commission to move forward with a \$25M to \$30M project on the North Bank. The catalyst for this project from the beginning has been additional flexible court space that can build on our shortage/need for expanded team/tournament activity, and the economic benefit that will bring. By getting creative with our partnership funding sources it seems that we could accomplish the 80,000 square feet (plus ancillary space) that is called for in the current plan for additional courts. This scope could likely fit on predominantly City-owned property without significant property acquisition and cost.

Through the successful legislation that the PFD secured this past year, the PFD has the potential to bring \$15M of capital to this project. If the City and Hotel/Motel Association could bring an additional \$10-\$15M it is conceivable that we could accomplish the first phase of this project for the additional court space. The City is currently working on the potential acquisition of one additional private parcel and also has a letter of agreement through its Parks Board for the additional City-owned property that would be needed for this scope of project.

The Hotel/Motel Association (through the 1.3% HM Tax that was agreed to in 2012) has the option of utilizing some portion of that tax for this project as well. The agreement that was reached in 2012 calls for the Lodging Tax Allocation Committee, which is comprised of one City Council Member, one PFD Board Member (Chair) and 3 members of the Spokane Hotel/Motel Association, to make recommendations regarding the allocations of these tax proceeds.

While this approach could resolve the two impediments identified above, it does introduce some additional challenges that must be resolved.

- Allocation of some portion of the 1.3% HM tax proceeds (currently approximately \$1.5M per year) to debt service for this project, would result in some difficult choices around promotion and marketing allocations. (However it should be noted that this fund has grown from \$900K per year in 2012 to approximately \$1.5M per year in 2016, so a key question is how much growth the committee is willing to build into the pro-forma).
- As the operator of the proposed Sportsplex project, the PFD would be taking on operational risk (which has been estimated at around \$250K per year initially). This risk would need to be accounted for in the allocation decisions as well.

- The City has a Letter of Intent to bring Parks Land to this partnership, but the City would likely also need to be willing to consider some level of additional commitment to debt service. This could potentially be underwritten by the incremental sales tax revenues that this project could produce, but this will take continued support and commitment from City elected officials.

If this alternative has support, a key first step would be to convene the City and PFD partners along with the Hotel/Motel Allocation Committee. Perhaps the Sports Commission could take the lead in bringing those key stakeholders together.