

Treasure Island Development Program

Item 9: Planning for Parks Operation

May 10, 2023



Prior Governance Evaluation/Discussion

- Between 2008 & 2010 TIDA development staff made a preliminary evaluation of conservancy partnership
 - Workshops with developer and regional parks and stakeholders
 - California State Parks, Golden Gate National Recreation Area, Golden Gate National Parks Conservancy
 - Review of studies/literature
 - Interviews with similarly situated models across country
- Initial questions
 - Does a conservancy make sense?
 - What should be conservancy's roles & responsibilities?
 - What should be conservancy's fund raising goals/responsibilities?

Agency Interviews

- Golden Gate National Parks, San Francisco
- Battery Park, New York City
- Central Park, New York City
- Hudson River Park, New York City
- Prospect Park, New York City
- Millennium Park, Chicago
- The Great Park, Orange County
- Louisville Waterfront Development Corporation

Interview Questions

- What is the most efficient governance structure for effectively managing and funding a 300-acre park and open space system?
- What are the critical characteristics of successful organizations?
- What is the best governance structure to maintain consistent policy priorities?
- What is the best governance structure to allow flexibility and adaptability as an organization over the long term?
- What is the right approach to create and maintain a diverse constituency of park users, volunteers and financial partners?
- What partnerships should we seek to form?
- Who should serve on the Board of Directors and/or advisory boards and committees? What should their roles be?
- What 'lesson learned' from your experience that we should know?

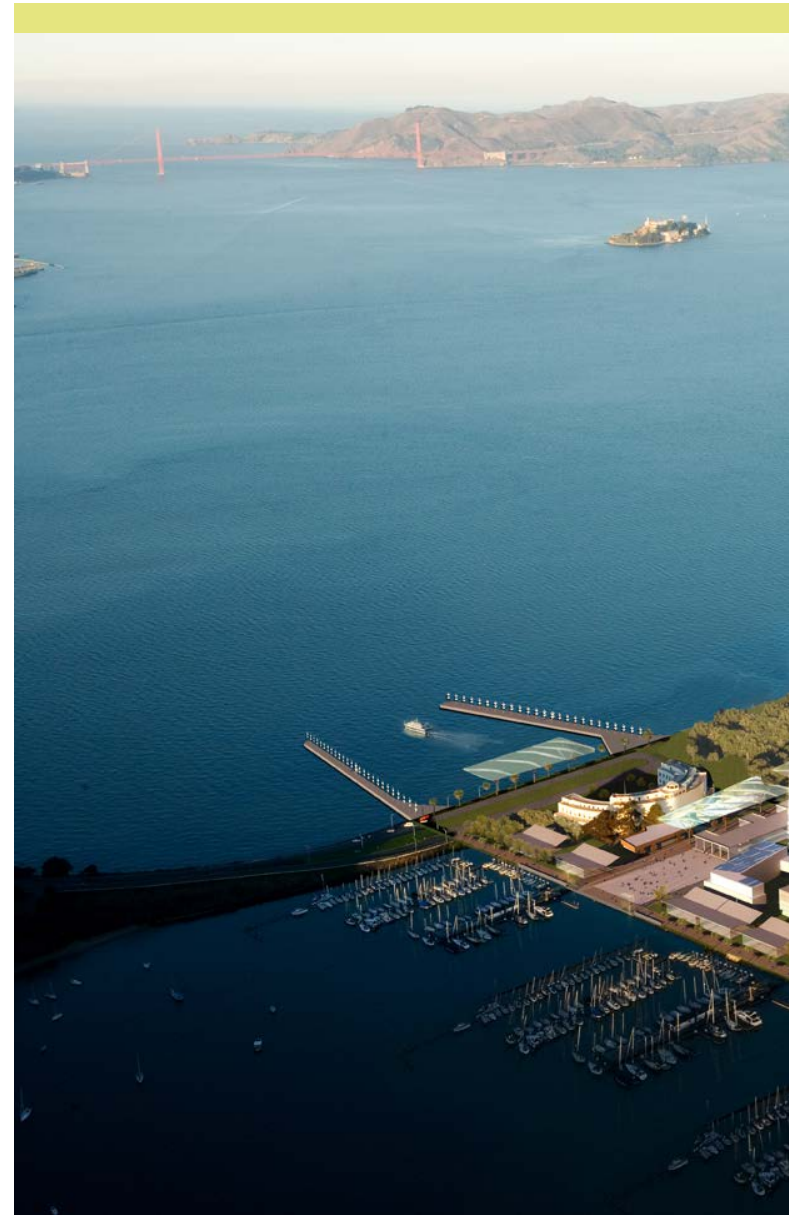
Guiding Principles

- Establish culture of stewardship
- Advocate for excellence in design, construction and operations
- Forge partnerships and develop a diversity of programs and events
- Promote awareness of the Islands as a regional destination
- Build and sustain strong financial support for capital improvements and on-going operations and maintenance



Conservancy Roles

- Champions vision and communicates identity of the Islands' parks and open space system
- Builds and sustains constituency base through public outreach, advocacy and cultural, recreational, educational and environmental stewardship programming and events
- Leads fundraising efforts and accepts private donations and gifts
- Creates funding base by establishing endowment



Conservancy Roles



- Secures partnerships with public and private entities to support park programs
- Provides oversight of design review and construction activities
- Acts as clearinghouse and resource center providing public access to information and documentation of park system's design and on-going activities, including restoration and environmental projects

Parks and Open Space Governance

OPERATIONS & GOVERNANCE ENTITY OPTIONS

- 1. Sole Managing Entity: TIDA (Public Agency Model)**
- 2. Public Agency Partnerships: TIDA enters into Agreements w/ City, State and Federal Agencies**
- 3. “50/50” Public Private Partnership: TI Parks Conservancy and TIDA enter into Shared Management Agreement**
- 4. “90/10” Public Private Partnership: TI Parks Conservancy in Lead Management Role**

Parks and Open Space Governance

OPERATIONS & GOVERNANCE ALTERNATIVES – PROS AND CONS

	PROS	CONS
PUBLIC AGENCY <i>(TIDA)</i>	<ul style="list-style-type: none"> Access to public operating funds Access to public sector resources Access to public capital funds Access to experienced entities w/ knowledgeable staff 	<ul style="list-style-type: none"> Risk of long-term sustainability Changing political tides Difficult public-sector procedures Changes in public funding Overlapping jurisdictions
PUBLIC PRIVATE PARTNERSHIP	<ul style="list-style-type: none"> Committed and focused Access to public and private funds Flexibility Not subject to election-year cycles Capacity to establish relationships 	<ul style="list-style-type: none"> Start-up time and costs Long-term commitment for operating funding Requires private funding base Requires other sources of revenue
PRIVATE NON-PROFIT <i>(Conservancy)</i>	<ul style="list-style-type: none"> Flexibility and entrepreneurial staff Leverage public and private funding Single focused vision Ability to establish relationships Long term view 	<ul style="list-style-type: none"> Private control Limited access to public agencies Diminished perception of public control and oversight Subject to shifts in economy

Source: ETM Associates & Hargreaves Associates, Courtesy of California State Parks (presentation for Los Angeles State Historic Park, DPR Interim Meeting 2, October 2, 2007)

Parks and Open Space Governance

“50/50” PUBLIC PRIVATE PARTNERSHIP MODEL

	TIDA	TI Parks Conservancy
MISSION	<p>To oversee the redevelopment of Treasure Island. The Authority Board makes policy decisions, approves contracts and the annual budget, and acts as both the redevelopment agency and the trustee of the Tidelands Trust. Mission would expand to be the lead public agency in a shared management role of the parks and open space system.</p>	<p>As the lead private non-profit partner of TIDA, to support the design, development and operations of Treasure Island’s park and open space system through fundraising, advocacy, programming, and public outreach/stewardship programs.</p>

Parks and Open Space Governance

“50/50” PUBLIC PRIVATE PARTNERSHIP MODEL

	TIDA	TI Parks Conservancy
ROLES	<ul style="list-style-type: none">▪ Sets policy to plan, design, develop, manage, administer, operate, and maintain parks system▪ Provides design review and oversight of park construction▪ Adopts park rules and regulations▪ Holds legal title over real property▪ Authorizes issuance of bonds and pays debt service on obligations	<ul style="list-style-type: none">▪ Communicates vision and brand of Treasure Island parks system to the public in advocacy role for TIDA▪ Builds and sustains constituency base through public outreach, advocacy and cultural, recreational, educational and environmental stewardship programming and events▪ Creates funding base by establishing private endowment

Parks and Open Space Governance

“50/50” PUBLIC PRIVATE PARTNERSHIP MODEL

	TIDA	TI Parks Conservancy
ROLES	<ul style="list-style-type: none">▪ Applies for and accepts public funding, gifts, grants or real property▪ Establishes and approves annual operating budget and prepare annual financial reports as required▪ Enters into contracts and agreements with private sector partners (both for-profit and non-profit organizations), institutions, concessionaires, facilities operators, vendors, and local, state and federal agencies as required or necessary.	<ul style="list-style-type: none">▪ Involved in design review and oversight of park construction▪ Leads fundraising efforts and accepts private donations and gifts▪ Acts as clearinghouse and resource center providing public access to information and documentation of park system’s design, construction and on-going activities, including restoration and environmental projects (home to Environmental Education center?)

Parks and Open Space Governance

“50/50” PUBLIC PRIVATE PARTNERSHIP MODEL

	TIDA	TI Parks Conservancy
STAFF AREAS	<ul style="list-style-type: none">▪ Design & Construction Oversight▪ Management and Administration▪ Operations and Maintenance▪ Concessions and Permitting▪ Security	<ul style="list-style-type: none">▪ Executive Director of TI Parks▪ Development and Fundraising▪ Planning and Design▪ Marketing and Communications▪ Public Outreach and Advocacy▪ Programming and Events<ul style="list-style-type: none">▪ Recreation and Sports▪ Environmental Education▪ Cultural / Arts / Special Events▪ Volunteer / Stewardship

Parks and Open Space Governance

“50/50” PUBLIC PRIVATE PARTNERSHIP MODEL

	TIDA	TI Parks Conservancy
FUNDING SOURCES	<ul style="list-style-type: none">▪ Tax increment financing▪ Community facilities district▪ Income generating activities: leasing opportunities, special events (Hangar buildings, sports complex, cultural institute, etc.)▪ Other assessments or public funding sources▪ Conservancy generated private funding sources	<ul style="list-style-type: none">▪ Operating expenses paid through funds raised from private sources:<ul style="list-style-type: none">▪ Private donations and gifts▪ Endowment▪ Corporate giving▪ Foundation grants▪ Other real property or financial investments

Where they left off:

- Preliminary recommendation:
 - Form a Treasure Island/Yerba Buena Island Parks Conservancy
- Strategic planning roadmap
 - Define purpose & need
 - Outline formation process & timeline
 - Identify/define roles & responsibilities
 - Staffing recommendations
 - Financial analysis

Next Steps

- Form core Team
 - Enlist additional support from San Francisco Environment in managing/coordinating planning effort
 - Lean upon developer staff and consultant team
 - Contract for additional resources and expertise
- Review 2008-2010 analysis
 - Reconnect with regional parks and stakeholders
 - Update interviews with similarly situated programs
 - Supplement with additional agencies/facilities
 - Review additional studies/literature
- Meet with Yerba Buena Gardens Conservancy
 - Review formation process, driving considerations, and lessons learned

Next Steps (Continued)

- Implement Strategic Planning Road Map
- Key questions
 - Need: Is a conservancy necessary & appropriate for Treasure Island Parks?
 - Purpose: What are conservancy's roles and responsibilities?
 - Timing: When is the right time to form a conservancy?
- Draft work plan & financial plan
 - Year 1, Years 2-5, Years 5-10, and Years 10+

Questions/Discussion

