0-5-01-15

# REDEVELOPMENT AGENCY OF THE CITY OF OAKLAND AGENDA REPORT

2370770 2000

- TO: Office of the Agency Administrator
- ATTN: Deborah Edgerly
- FROM: Community and Economic Development Agency
- DATE: January 9, 2007
- RE: Supplemental Report on Resolution Authorizing the Agency Administrator to Negotiate and Execute a Three-Year Agreement with Rink Management Services Corporation for Management and Operation of the Oakland Ice Center for a Base Monthly Fee not to Exceed \$4,900, Plus an Annual Incentive Fee not to Exceed 20 percent of Net Revenue Adjusted for Any Deferred Expenses that May be Earned during the Previous Year in Excess of \$7,603, Pursuant to Specific Criteria

#### SUMMARY

On October 24, 2006, the Community and Economic Development Committee considered a Redevelopment Agency (Agency) resolution authorizing Agency staff to negotiate and execute a 3-year Agreement with Rink Management Services Corporation (RMSC) for the management and operation of the Oakland Ice Center (OIC). At the hearing, members of the committee directed staff to collect and evaluate additional information in a number of areas to determine whether San Jose Management, LLC (SJAM), which was ranked second, should be considered for award of the contract. Specifically, members of the committee asked staff to analyze additional information in the following areas:

- 1. The assumptions and calculations supporting the two-year income and expense pro forma statement submitted by RMSC and SJAM;
- 2. The impact of the marketing power of the San Jose Sharks organization that SJAM would bring to OIC;
- 3. Community outreach/marketing programs proposed by RMSC and SJAM;
- 4. The advantages and disadvantages to the Agency of SJAM's no-base management fee proposal; and
- 5. The success of RMSC and SJAM in turning around the operational, programmatic, and financial performance of an ice skating facility similar to OIC, following their assumption of management of those respective facilities.

Accordingly, staff requested both RMSC and SJAM to provide additional information, and after receiving that information, re-analyzed it and created a new evaluation table to score it. This report also addresses several concerns that were raised by SJAM representatives regarding the original RFP evaluation process.

#### 1. Assumptions and calculations for income and expense projections

One of the concerns staff had with the projections of income and expenses provided by SJAM as part of its original RFP response was the achievability of SJAM's fairly aggressive gross and net revenue projections. The assumptions and calculations originally submitted by SJAM did not sufficiently explain how such large increases in gross and net revenues might be achieved. On the other hand, RMSC submitted projections which estimated much more modest increases in gross and net revenues. Upon the direction given by the committee, both SJAM and RMSC were asked to submit more detailed assumptions that informed their projections. Because SJAM's projections were significantly greater than OIC's demonstrated historical performance over the past several years, as wells as RMSC's projections, staff focused its attention on analyzing SJAM's background material.

Staff's evaluation of SJAM's assumptions, along with discussions with industry experts and current OIC management, as well as surveys of other Bay Area ice skating facilities indicated that there was in fact some reasonable justification for SJAM's fairly aggressive revenue projections. However, staff also identified a number of concerns and issues related to those assumptions. For instance, over 50 percent of SJAM's approximately \$626,000 increase in gross revenue for the OIC during the first year under its management is attributable to a significant increase in adult hockey revenue, which for at least the past seven years has been the largest source of revenue for OIC. In fact, adult hockey revenue averaged approximately \$600,000, or 33-36 percent of total OIC revenue during the past four years. SJAM projects that OIC would generate approximately \$950,000 of adult hockey revenue under its management. According to SJAM, this increase would occur with essentially the same number of teams, 64, that are currently at OIC, but with a significantly higher fee charged per team.

The difference between OIC current revenues for adult hockey and SJAM's projections is attributable to OIC current fees structure for its adult hockey program, which is on a *per-player* basis at the rate of \$500 for the winter season, and \$425 for the summer season. This contrasts with the *fee-per-team* basis that SJAM currently uses in its San Jose and Fremont facilities, and which it proposes to use at OIC. The current general manager of OIC indicates that his staff decided to charge on a per-player basis to allow more discretion and flexibility in assigning players to teams according to skill levels, particularly after the season has begun. He also indicated that most of OIC's adult hockey teams have recently averaged only about 10 players as compared to the 14 to 15 players that a team would normally accommodate, which provides each team member with a reasonable, above average amount of playing time. Based upon this fact, it appears that there should be room for increasing adult hockey participation and revenues at OIC, without significantly increasing the current number of teams and programming slots for that activity. However, the unanswered question in regard to SJAM's projected \$7,900 per-team winter fee and \$6,900 summer fee is whether 1) SJAM can retain the existing hockey players and attract another 250 adult hockey participants within a year to join OIC's 64 hockey teams to try to keep the cost per player somewhat above its current level, while generating the higher SJAMprojected per-team revenues, which would likely result in each player having less playing time

for an increased fee, or 2) maintain roughly the same number of players who would have to be willing to spend more on a per-team basis than currently paid at OIC to continue enjoying the same amount of playing time allowed by the current smaller team sizes.

In an effort to answer the above question, staff surveyed a number of ice skating facilities in the Bay Area. Staff learned that most of the Bay Area facilities are single rink, where the need to carefully balance public skating, figure skating, youth hockey and other activities limits the amount of adult hockey that can be programmed at those facilities, much more than at OIC and other multi-rink facilities. This means that options for adult hockey players in the Bay Area appear to be somewhat limited, giving OIC management more pricing discretion. However, it is interesting to note that nearby Yerba Buena Ice Skating Center in San Francisco charges a \$6,000 per team fee for the winter season, which is more than the effective \$5,000 per team fee charged by OIC, but noticeably less than the \$6,900 fee projected by SJAM. Furthermore, the San Mateo Ice Center reports that its per player adult hockey fee is only \$480 for either the winter-or summer season. It could be, however, that the programming limitations of these facilities restrict the number of adult hockey players who would choose to take advantage of these lower costs compared to SJAM's projected fees. It could also turn out that if SJAM began charging on a per-team only basis at the projected higher amounts, few new players would be attracted, and existing players would opt to combine together on fewer teams to keep their per player fee at approximately the same level. In that case, SJAM's change in rate and payment method would not necessarily result in the significantly higher adult hockey revenue it projects, but instead make more prime ice programming slots available for other revenue generating activities since a reduction in the total number of teams would also reduce the number of games per week.

Another important factor beyond either SJAM's or RMSC's control that will affect either company's ability to achieve its revenue projections is OIC's recent loss of free close-by parking. Prior to the relocation of the Oakland School of the Arts to the former parking lot directly across the street from OIC, OIC patrons usually had adequate free nearby parking during the evenings and weekends when demand for such parking is greatest. Many industry experts would argue that free nearby parking is virtually a requirement to support a successful ice skating facility. Staff is still exploring options to alleviate this problem, including negotiating emergency exit at the back of OIC on 17<sup>th</sup> Street into an alternate entry that would presumably make parking either on 17<sup>th</sup> Street or in the Rotunda garage more attractive options for OIC patrons.

Overall, staff ranked SJAM higher than RMSC in this category, because the assumptions behind their budget were better documented. Nevertheless, it is not certain that SJAM's projected revenue increases will actually materialize over the short term for the reasons stated above, especially in light of the parking situation that is more challenging at the OIC than at the Fremont or San Jose facilities, where there is virtually unlimited close-by free parking.

# 2. The impact of the marketing power of the San Jose Sharks organization that SJAM would bring to OIC

The display of the "Sharks" logo on the OIC will definitely be an attractive draw for hockey players and public skaters alike. The Sharks are a well-known Bay Area-based hockey team and using its brand name is likely going to increase first-time interest in the facility. This will definitely benefit any marketing effort for the OIC. However, the "Sharks" logo will likely not enhance the attractiveness of the facility to figure skaters. Moreover, SJAM's proposed placement of the "Sharks" logo on the Oakland Ice Rink is a branding/product placement opportunity for the Sharks permitting them to advertise the team on the Agency's facility.

One of RMSC's "marketing" features for hockey players is the introduction of the Huron Hockey School as a premier instructional hockey program with a world-wide reputation. The program has been in existence since 1970 and over 650 NHL professional players have completed the program to date. While this instructional program does not carry the significant marketing clout of the "Sharks" logo and star power, it would attract serious young hockey players to the OIC.

SJAM received a higher score for proposing to use its NHL sports franchise identification as a marketing tool for the OIC.

#### 3. Community outreach/marketing programs proposed by RMSC and SJAM

One of the pivotal questions raised by the committee members was how each respective management team would handle outreach and marketing of the facility to the community. Clearly, managing a municipal facility requires an understanding of how to maximize its recreational value for the residents of a city. RMSC has a solid history of community involvement with its other facilities and intends to replicate this effort in Oakland. Toward this goal, RMSC has contacted representatives from various non-profit community organizations and churches in Oakland that are active in youth education. It has begun building a community advisory committee (CAC), which currently has representatives from eight community organizations and two churches. The role of the CAC is to provide practical suggestions and advice on programming and other initiatives, such as the "Library Read'n Skate" and "Fire and Ice for Education" programs. If selected as manager of the OIC, RMSC proposes to make the CAC a permanent entity that would meet on a regular basis and provide ongoing input on the operation and marketing of the OIC in relation to Oakland residents. Generally, RMSC proposes to use standard methods to reach the community such as implementing direct mail advertising for its learn to skate program, updating the OIC website, developing and maintaining e-mail newsletters and advertising in local print media. However, the relationships and connections RMSC is making by building the CAC will make these standard methods more effective in reaching the target populations in Oakland that have not traditionally patronized and benefited from the OIC.

RMSC provided a concrete example of their community outreach efforts in the case of a municipal ice rink located in York, Pennsylvania, which RMSC took over in 2004. While this effort will be discussed in more detail below, it should be pointed out that RMSC initiated several programs to benefit the community such as free skating outings for all 5<sup>th</sup> graders in York on one day per week, introducing group discount rates for York-based youth organizations and hosting Special Olympic events.

SJAM's community marketing plan consists of the following elements: Increase public awareness through the Shark's logo ('branding'); excellent customer service; direct advertising; pricing and incentives; working "hand-in-hand" with Oakland Schools for the "Free Use Program"; working with City Recreation Departments for input and outreach; create weekly special needs program summer day camps; free hockey and skating programs; public servants ice time and conference room use. SJAM did not contact any community-based groups to receive initial guidance on programming for the facility. Also, it was instructive to review SJAM's community outreach efforts at Sharks Ice at Fremont. The information that was submitted by the team did not identify any specific efforts to market the facility to the surrounding community. Perhaps this is attributable to the private ownership of Sharks Ice at Fremont, which might not carry the same mandate for community outreach as a publicly-owned facility.

#### 4. Advantages and Disadvantages of SJAM's No-Base Management Fee

SJAM's compensation proposal to collect 70 percent of all revenues in excess of a certain baseline instead of receiving a base management fee is apparently unique in the ice facility management industry. Staff consulted an industry expert at the Ice Skating Institute of America, and he could not identify a single rink where such a management fee arrangement was in effect. Attachment A shows that if OIC's net revenue before any management fee deductions, base or incentive, is less than approximately \$193,000, then the Agency will receive more net revenue under SJAM's no-base fee proposal than under RMSC's standard base plus incentive fee arrangement. However, if net revenue is greater than approximately \$193,000, as both RMSC and SJAM are projecting for the first year, then RMSC's traditional fee structure is less costly and provides greater net revenue to the Agency. It should be noted that for ease of presentation and understanding, RMSC's actual \$58,800 base fee amount was rounded up to \$60,000, and the baseline revenue amounts were rounded from \$7,603 to \$10,000 for RMSC, and from \$73,374 to \$75,000 for SJAM in Attachment A. These roundings do have a slight effect on the results of the incentive fee calculations, primarily in the case of SJAM. However, these roundings allow for clearer calculations and presentation of the respective incentive fees in the table that justify the minor understatement of those incentive fees that result from the roundings. The incentive fee that RMSC would receive is understated by approximately \$720 at each level of net revenue because of the \$2,387 rounding up of its baseline revenue amount and the \$1,200 rounding up of its base management fee. Similarly, the incentive fee that SJAM would receive at each level of net revenue is understated by approximately \$1,138 because of the rounding up of its baseline revenue from \$73,374 to \$75,000.

It should also be noted that not all of the net revenue received by the Agency under SJAM's fee arrangement would actually be available to the Agency to spend on other activities or to pay for debt service on the OIC. This is because another provision of SJAM's fee proposal is that the Agency's 30 percent share of net revenue over the benchmark amount must be maintained in a reserve account specifically for maintenance or capital improvements to the OIC.

In sum, the advantage to the Agency from SJAM's no-base fee proposal is only evident at net revenue levels, which are well below the levels projected by either SJAM or RMSC during their first year of managing the OIC. Consequently, if SJAM generates net revenue that is even \$42,000 less than its \$235,000 first-year projection, then SJAM's unique fee proposal would represent a financial *disadvantage* to the Agency. Another disadvantage of SJAM's proposal is that the Agency's 30 percent share of net revenue over the benchmark amount must be placed in a reserve for OIC capital improvements and operations. This restriction limits the Agency's discretion in utilizing net revenue from the OIC.

#### 5. Success in Turing around Performance of Similar Facility

#### SJAM

In 2004, SJAM took over operation of a privately-owned single-rink ice skating facility located in a light industrial park in Fremont, California. SJAM reports that the facility was in total disarray when it assumed control. SJAM initially spent significant dollars upgrading the facility, including all mechanical units, which SJAM indicates had been neglected for years. SJAM also refunded advance payments received from facility patrons shortly before Iceoplex abruptly closed it down. SJAM believes this was a critical action to restore confidence and establish credibility with existing customers. It also initiated firmer control of operations particularly in the area of programming, where it is contended that "some programs and teams had the run of the building". Apparently some teams and instructors were receiving unnecessary discounts on fees, or paying none at all.

SJAM also changed some of the programming to mirror its successes at Logitech Ice in San Jose. It assigned the most important programs, such as class lessons, public skating, and youth hockey to the best prime ice slots. Adult hockey was moved to later times to accommodate more youth activities. The practice of allocating prime ice time to private hockey instruction, wherein two employees would be giving private lessons to as few as three or four children, was eliminated. SJAM also worked hard to assure that a competing youth hockey team, the Santa Clara Blackhawks, received adequate ice time in comparison to its Junior Sharks youth team. Finally, SJAM created a high school hockey program at the rink, and is planning to open another Stanley's Restaurant, patterned after its successful new restaurant and sports bar located in the Logitech Ice Center.

As a result of these activities, SJAM reports that Sharks Ice Fremont generated a modest net profit in the fiscal year just ended August 31, 2006 after suffering a small net loss during the first ten months of its operation of the facility. Gross revenues, while not as high on a per rink basis as they are at Logitech Ice, are still higher than those at the OIC for the past several years. Staff, however, obtained financial statements from Iceoplex for the last two complete calendar years ended December 31, 2002 and 2003 of Iceoplex's operation of the Fremont ice facility. They show that gross revenue in both calendar years preceding SJAM's acquisition of the business was actually higher than the gross revenue that SJAM reported for the 10-month or full fiscal year after SJAM acquisition. Similarly net revenue was reported as positive by Iceoplex in both preceding years, and in the last full year of its management, net revenue was only \$12,000 less than the amount reported by SJAM for the fiscal year ended August 31, 2006. Current Iceoplex staff do not recall the Fremont facility operating in a distressed financial condition prior to its sale to SJAM. They recall that the sale was strictly a business decision by a former principal of Iceoplex and some of his investment partners who had created the facility and hired Iceoplex to manage it.

#### RMSC

In September 2004, RMSC took over management of the York City Ice Arena in York, PA after the non-profit entity that built and was operating the then 3-year old facility, defaulted on bonds backed by the City of York to build the facility. York is a relatively small town of approximately 41,000 residents, of which approximately 60 percent are Black and 17 percent Latino. It is the seat of government for York County in south central Pennsylvania and is surrounded by a number of smaller communities and towns. The surrounding county is predominantly Caucasian, 93 percent, but included in that category are an unknown number of Latino residents. RMSC reports that when it took over management of the York City Ice Arena, it was suffering from many of the same maladies that other municipal rinks have faced. The programming was dull, marketing almost non-existent, the operations inadequate, and the financial performance weak. To top it off, the York City residents whose tax dollars built the rink, rarely used it.

Following its takeover of the facility in York, RMSC improved its performance within a year by reducing utility and labor and materials costs, attracting new users and introducing new programs. Specifically, RMSC brought net revenue from a negative \$75,967 for the calendar year ended December 31, 2004 to a positive \$319,711 for the calendar year ended December 31, 2005. RMSC accomplished this turn-around by increasing gross revenue by \$159,186 and decreasing expenses by \$236,493. York City officials are effusive in their praise of RMSC's management of their ice center and extended its contract three more years in August 2005. Officials are particularly impressed with RMSC's efforts to make its arena accessible to all members of its racially diverse city.

In many ways, RMSC's experience in York, Pennsylvania is more relevant to Oakland than SJAM's experience in Fremont because it is a publicly-owned rink in an urban setting; whereas Fremont is a suburban privately owned facility. RMSC provided detailed descriptions of their

community outreach efforts for the York facility, while SJAM provided little concrete detail on how they attempt to attract community members to the facility.

#### **Re-Scoring of Supplemental Information**

The four Agency staff members on the original RFP review committee, absent the OIC parent representative and industry expert, evaluated the new information submitted by RMSC and SJAM according to the five areas for which Council requested staff to provide further information:

- 1. Pro forma supporting evidence and details
- 2. Comparative marketing power of the Sharks & Huron Hockey
- 3. Community outreach/marketing plan
- 4. Advantage of SJAM's no-base management fee proposal
- 5. Experience success improving performance of similar underperforming facilities

As part of the evaluation of the supplemental information, the four Agency staff members completed scoring sheets similar to those completed during the first RPF response evaluation process. The results of this evaluation are displayed in Attachment B and show that overall, RMSC still ranks higher than SJAM, though by a much closer margin than the previous rankings. RMSC's average score across all five new categories was 19.5 and SJAM's average score was 18.63. Each category was assigned equal weight of five possible points, meaning that the maximum possible score was 25. Staff also integrated the scoring of the supplemental information together with first, the scores from the evaluation of both the original written proposal and the interviews (Attachment C) and second, the scores from the evaluation of the original written proposal only (Attachment D). The integration of the supplemental information scoring narrowed the gap between SJAM's and RMSC's scores, but did not change RMSC's top ranking. This is because SJAM scored so much higher in the categories of experience and the programmatic side of operations that were not re-evaluated as part of the supplemental information analysis. Staff still concurs with the original RFP review committee's determination that RMSC's broad experience managing ice facilities in various locations, especially those with characteristics similar to Oakland, gives the company a decided edge over SJAM.

#### **Responses to Questions and Concerns Raised by SJAM**

SJAM representatives have expressed some concerns about the Request for Proposals evaluation and selection process. Staff has addressed SJAM's issues below:

1. SJAM was concerned that their overall team experience or their proposed programs were not properly evaluated.

RMSC and SJAM, as corporate entities, have managed recreational ice facilities for the same number of years. However, based on the size of RMSC's property portfolio, it is evident that

RMSC has much broader experience. RMSC has primarily been in the business of managing, and to a lesser extent, designing, developing, and providing consultant services to recreational ice skating facilities throughout the United States. For this reason, RMSC's staff is composed of recreational ice rink management and operation professionals who have longstanding industry experience. RMSC currently manages 19 permanent ice skating facilities nationwide, including five publicly owned rinks (See Attachment E, Ice Skating Facilities Currently Managed by RMSC and SJAM). RMSC also operates four seasonal facilities, three of which are publicly owned. Although eight of RMSC's facilities are located in shopping malls, five of those eight provide the full range of ice skating programming, including hockey. *Eleven* of the ice skating facilities under RMSC's management are located in free standing buildings similar to the OIC. Because of RMSC's extensive portfolio, they know from experience what approach will be successful in terms of marketing and programming activities in facilities located in markets with different demographic and socio-economic characteristics.

SJAM's experience consists of the Logitech Ice Center in San Jose, and more recently Sharks Ice at Fremont. Staff acknowledged in the earlier report that SJAM's principals have extensive experience in the ice skating industry, and particularly in the management and operation of entertainment facilities, such as HP Pavilion. However, SJAM's experience as a company, as well as the individual experience of each team member, is not as broad as RMSC's in the operation and management of recreational ice rink facilities.

2. SJAM was worried that the OIC parent representative on the Request For Proposal (RFP) Review Committee rated SJAM negatively because he was biased against SJAM's affiliation with a National Hockey League (NHL) franchise.

William Coburn, parent of two children that skate at OIC, expressed concern at the October 24<sup>th</sup> Community and Economic Development Committee meeting about the possible loss of the local identity of the current youth hockey teams if SJAM assumed management of the OIC and placed these teams under the umbrella of the Logitech Ice youth hockey teams carrying the 'Sharks' logo. Mr. Coburn expressed the same concern during the selection process. It is not unreasonable for a parent to voice this issue as they want to ensure that their children have the best recreational experience possible. Whether Mr. Coburn's perspective on a youth hockey team's identity influenced his overall evaluation of SJAM is speculative. However, in order to determine whether Mr. Coburn's score could have adversely affected the overall ranking of SJAM, staff removed Mr. Coburn's scores from the final scoring matrix. The ranking without Mr. Coburn's score remained the same with RMSC in first and SJAM in second place.

3. Staff's presentation of the Base and Incentive Fee proposals were misleading and need to be restructured.

Staff had no intention of presenting a misleading comparison between SJAM's no-base fee proposal and RMSC's standard base fee plus incentive proposal. The table comparing management fees in the October 24 Council report required readers to combine RMSC's \$58,800

base management fee with its incentive fee at various net revenue amounts to arrive at a total management fee that would be comparable to SJAM's incentive-only management fee at those same net revenue levels. Staff revised the previous comparison table to more clearly show how management fees are calculated under both SJAM's and RMSC's proposals for various net revenue levels, including those projected by SJAM and RMSC for the first year of their respective management. This revised table is shown in Attachment A to this report.

4. Staff did not analyze SJAM's pro forma projection adequately.

SJAM's initial submission in response to the RFP did not include sufficient details about the assumptions that guided their revenue and expense projections for the OIC. After evaluating the supplemental materials submitted by SJAM and comparing these with OIC's past and present profit and loss statements and to fee structures of other recreational ice rinks, staff now has the information needed to better evaluate the rationale behind SJAM's projections. However, as discussed in more detail above, staff is still concerned about the achievability of SJAM's projections at the OIC and whether the changes necessary to improve the performance of the facility will have a significant negative effect on OIC's current programs and patrons.

5. SJAM thought that staff did not adequately cover or rate SJAM's offer to spend \$30,000 of their money on cleaning the OIC, which would only have to be reimbursed from net revenues over the following two-year period *if* net revenues were sufficient.

Staff did point out in the previous staff report SJAM's offer to spend \$30,000 to clean up the OIC and improve its condition and appearance. However, based upon the revenue projections that SJAM submitted, the Agency would have to reimburse these funds to SJAM at the end of the second year of SJAM's management of the OIC. Hence, SJAM's offer, while generous and well-intentioned, may represent only a temporary advance of funds to the Agency for clean-up costs, and should not necessarily be interpreted as a permanent funding contribution by SJAM to OIC. As a result, SJAM's offer was certainly recognized during the evaluation process, but not given as much weight as desired by SJAM representatives. It should also be noted that as part of its original RFP response, RMSC agreed to provide its proprietary ice facility accounting software, ostensibly valued at approximately \$15,000, free of charge for use at the OIC.

6. SJAM charges that staff does not understand marketing and the overriding importance of 'brand' recognition. According to SJAM, their affiliation to the San Jose Sharks would give OIC an incredible advantage in marketing compared to the relatively unknown RMSC.

Staff considered the marketing power of SJAM's affiliation with the San Jose Sharks as a significant positive factor in its original evaluation of SJAM's response to the RFP, and acknowledged that fact in the October 24, 2006 staff report to the Committee. Staff stated in the report that "there certainly are obvious advantages associated with being under the Sharks umbrella, but the committee was concerned that SJAM might be more focused on promoting

activities geared to enhancing the Sharks organization than on longer term strategies to maintain and strengthen OIC's connection to the local community." Subsequently, staff consulted with an industry expert and confirmed that OIC's affiliation with an NHL franchise would likely bring significant benefits in terms of advertising and marketing the OIC. Specifically, the display of the "Sharks" logo on the OIC will be an attractive draw, especially for younger and possibly older hockey players, as well as a number of public skaters. However, the "Sharks" logo will likely not enhance the attractiveness of the facility to figure skaters. Moreover, SJAM's proposed placement of the "Sharks" logo on the Oakland Ice Rink is in fact a branding/product placement opportunity for the San Jose Sharks, permitting them to advertise their team on the Oakland Redevelopment Agency's facility.

Within the context of brand marketing, staff also investigated the Huron Hockey School, which RMSC recently purchased, to evaluate its advertising and marketing power in comparison to that of the San Jose Sharks. The Huron Hockey School is a 36-years old instructional hockey school with an excellent reputation as one of the world's finest hockey instructional programs. To date, over 650 NHL players and 100 NHL coaches have graduated from Huron programs. Staff confirmed with industry experts that while Huron's reputation is excellent, its appeal will likely be to a narrow group of young aspiring hockey players and their parents. This contrasts with the wider appeal of the Sharks branding to young, and perhaps less serious hockey players, as well as the casual public skater. Hence, the Sharks branding would clearly give an advantage to SJAM's marketing efforts, although it is impossible to quantify the direct effect of this facility "branding" on OIC revenues at this time.

7. There was no indication in the October 24, 2006 staff report of the breadth and quality of the programs offered by SJAM, nor of the community outreach programs either in prospect or in actual operation at existing facilities.

The RFP review committee considered the programs and community outreach proposals of each respondent in its evaluation of the original responses. It noted that all of the respondents proposed to offer the traditional range of ice programming and outreach to schools and community organizations. Every respondent provided good examples of on-going community outreach programs in existing facilities under their management. SJAM, as well as RMSC, offer a variety of exciting programs and activities at their current ice rinks that are designed to maximize the experience of the user and to attract new patrons to the facility.

Nevertheless, the committee was particularly impressed by RMSC's efforts to begin building a community advisory committee comprised of representatives from various community and religious organizations. To date, eight community organizations and two churches with particularly strong connections to Oakland's low to moderate income and minority populations that have not had any previous participation on OIC programs have joined RMSC's advisory committee to outline partnerships and programs that would provide valuable recreational, social and educational benefits to Oakland residents. RMSC has extensive experience developing and implementing such activities and programs in diverse communities around the country. SJAM

did not demonstrate the same effort to solicit the advice and feedback from community groups in its community outreach plan. RMSC's concrete efforts to begin soliciting community feedback as part of their response to the RFP was rated more highly than SJAM's response to this item.

8. Staff did not visit facilities operated by SJAM and RMSC

On November 30, 2006, staff visited Sharks Ice Fremont and Logitech Ice in San Jose and received a guided tour of both facilities from John Gustafson, general manager of both ice rinks. Both facilities were in very good condition and well maintained.

On December 15, 2006, staff visited the York City Ice Arena in York, Pennsylvania, and received a guided tour from Tom Hillgrove, president of RMSC, as well as the general manager and hockey director of the facility, Mike Cleveland. As was the case with both recreational ice rinks managed by SJAM, staff found the 5-year old York City Ice Arena to be in very good condition and well maintained.

It is evident that SJAM and RMSC are competent at operating recreational ice rink facilities at a very high standard.

# **RECOMMENDATION(S) AND RATIONALE**

Staff recommends that the Agency authorize the Agency Administrator or her designee(s) to negotiate and execute a management agreement with RMSC for a 3-year period for the following reasons:

- Higher ranking than other respondents in all evaluation criteria for both the written proposal and individual interview
- Slightly higher ranking on evaluation of the supplemental information submitted than SJAM, the second-ranked respondent under the original evaluation
- Superior experience managing ice skating facilities throughout the country for a number of years
- Recent demonstrated experience transforming a poorly performing ice skating facility in an eastern city with similar socio-economic characteristics as Oakland into a financially profitable facility serving a diverse community
- Excellent reputation in the ice skating industry
- Particularly strong in financial controls and reporting
- Willingness to collaborate with Agency staff in developing and implementing strategies to improve OIC operations
- Proven ability to market its facilities to increase participation and benefits to local communities
- Intention to carefully evaluate existing staff and various skating programs before making any changes resulting in least disruption of current operations and programs
- Proposal to charge a reasonable and competitive management fee

#### ACTION REQUESTED OF THE AGENCY

The Agency is requested to approve the attached resolution authorizing the Agency Administrator to negotiate and execute an agreement with RMSC to manage the Oakland Ice Center for a monthly fee not to exceed \$4,900, plus an annual incentive fee not to exceed 20 percent of net revenue, adjusted for deferred electric utility expense, if earned during the previous year in excess of \$7,603 after deduction of the annual base management fee, pursuant to specific criteria.

Respectfully submitted, ł

Daniel Vanderpriem Director of Redevelopment, Economic Development, Housing and Community Development

Prepared by: John Quintal Economic Development Analyst

APPROVED AND FORWARDED TO THE COMMUNITY AND ECONOMIC DEVELOPMENT COMMITTEE:

OFFICE OF THE AGENCY ADMINISTRATOR

		RMSC	SJAM
	Net Operating Income	\$75,000	\$75,000
	Base Management Fee Deduction	(\$60,000)	\$0
	Baseline Net Revenue*	\$10,000	\$75,000
	Incentive Fee Structure	20% net revenues over	70% net revenues over
		\$10,000, after deduct for	
		base mgmt fee	for any mgmt fees
If the Net		\$100,000	\$100,000
Revenue is	MINUS Base Management Fee Deduction	(\$60,000)	\$0
\$100,000	MINUS Baseline Net Revenue	(\$10,000)	(\$75,000)
then	Excess Net Revenue over Baseline	\$30,000	\$25,000
	MINUS Incentive Fee	(\$6,000)	(\$17,500)
	Agency Net Revenue	\$24,000	\$7,500
	Agency Net Revenue + Baseline Net Revenue	\$21,000	<b>\$</b> 1,000
		\$34,000	\$82,500
	Base Management Fee + Incentive Fee	\$66,000	\$17,500
If the Net	Net Revenue	\$175,000	\$175,000
Revenue is	MINUS Base Management Fee Deduction	(\$60,000)	\$0
\$175,000,	MINUS Baseline Net Revenue	(\$10,000)	(\$75,000)
then	Excess Net Revenue over Baseline	\$105,000	\$100,000
	MINUS Incentive Fee	(\$21,000)	(\$70,000)
	Agency Net Revenue	\$84,000	\$30,000
	Agency Net Revenue + Baseline Net Revenue		
	-	\$94,000	\$105,000
	Base Management Fee + Incentive Fee	\$81,000	\$70,000
If the Net	Net Revenue	\$208,000	\$208,000
Revenue is	MINUS Base Management Fee Deduction	(\$60,000)	\$0
\$208,000	MINUS Baseline Net Revenue	(\$10,000)	(\$75,000)
then	Excess Net Revenue over Baseline	\$138,000	\$133,000
	MINUS Incentive Fee	(\$27,600)	(\$93,100)
	Agency Net Revenue	\$110,400	\$39,900
	Agency Net Revenue + Baseline Net Revenue	<b>•••••</b> ,•••	+,
		\$120,400	\$114,900
	Base Management Fee + Incentive Fee	\$87,600	\$93,100
If the Net	Net Revenue	\$235,000	\$235,000
Revenue is	MINUS Base Management Fee Deduction	(\$60,000)	\$0
\$235,000,	MINUS Baseline Net Revenue	(\$10,000)	(\$75,000)
then	Excess Net Revenue over Baseline	\$165,000	\$160,000
	MINUS Incentive Fee	(\$33,000)	(\$112,000)
	Agency Net Revenue	\$132,000	\$48,000
	Agency Net Revenue + Baseline Net Revenue		
		\$142,000	\$123,000
	Base Management Fee + Incentive Fee	\$93,000	\$112,000

# **Comparison of RMSC & SJAM Management Fee Proposals**

\*The baseline revenue for RMSC has to include a deduction for their management fee because that is the current practice at the ice rink.

\*\*The incentive fee is calculated on the basis of any excess revenue above the baseline revenue.

# ATTACHMENT B

Scenario #1 - New Supplemental Scores

EVALUATION OF SUPPLEMENTAL INFORMATION	Max.	Rink Management Services Corporation (RMSC)					San Jose Arena Management (SJAM)				
	Points	P#3	P#4	P#5	P#6	AVG.	P#3	P#4	P#5	P#6	AVG.
I. Pro Forma Supporting Evidence & Details	5.0	4.0	3.5	4.0	3.5	3.75	4.5	4.5	4.0	4.0	4.25
II. Comparative Marketing Power of Sharks & Huron Hockey	5.0	2.5	2.5	2.5	3.5	2.75	5.0	3.5	4.5	5.0	4.50
III. Community Outreach/Marketing Plan for Oakland Ice Center	5.0	5.0	4.0	4.5	5.0	4.63	3.5	3.5	3.0	3.5	3.38
IV. No Base Fee Management Proposal	5.0	3.5	3.5	3.5	3.5	3.50	3.0	3.0	3.0	3.0	3.00
V. Experience - Success Improving Performance of Similar Underperforming Facilities	5.0	5.0	5.0	5.0	4.5	4.88	3.5	3.5	3.5	3.5	3.50
TOTAL POINTS POSSIBLE / AWARDED	25.0	20.0	18.5	19.5	20.0	19.50	19.5	18.0	18.0	19.0	18,63
PERCENTAGE OF POSSIBLE POINTS	100%	80%	74%	78%	80%	78.0%	78%	72%	72%	76%	74.5%

\* Panelists (P): #3 - JQ, #4 - PL, #5 - JH, #6 - ET

SCENARIO #2 - New Supplemental Scores with Original RFP Scores	Max. Points	Rink Management Services Corporation (RMSC)					San Jose Arena Management (SJAM)				
	Points	P#3	P#4	P#5	P#6	AVG	<u>P#3</u>	P#4	P#5	P#6	AVC
w Supplemental Scores						- A 75	4.5	4.5	4.0	4.0	4.25
Supporting Evidence & Details	5.0	4.0	3.5	4.0 2.5	3.5 3.5	3.75 2.75	4.3 5.0	3.5	4.5	5.0	4.5
Comparative Marketing Power of Sharks & Huron Hockey	5.0	2.5	2.5 4.0	2.5 4.5	5.0	4.63	3.5	3.5	3.0	3.5	3.3
Community Outreach/Marketing Plan for Oakland Ice Center	5.0	5.0	4.0 3.5	3.5	3.5	3.50	3.0	3.0	3.0	3.0	3.0
No Base Fee Management Proposal	5.0	3.5		5.0	4.5	4.88	3.5	3.5	3.5	3.5	3.5
Experience - Success Improving Performance of Similar Underperforming Facilities	5.0	5.0	5.0							19.0	18.
TAL POINTS POSSIBLE / AWARDED	25.0	20.0	18.5	19.5	20.0	19.50	19.5	18.0	18.0 72%	76%	74.5
RCENTAGE OF POSSIBLE POINTS	100%	80%	74%	78%	80%	78.0%	78%	72%	1270		14.5
Const RCC Scores (Proposal 2) and the set of									10.0	40.0	10.
Experience	14.0	14.0	12.0	14.0	12.5	13.13	11.0	9.0 7.0	12.0 9.0	10.0 9.0	8.6
Operations	12.0	7.0	11.0	10.0	10.5	9.63	9.5		9.0 6.5	9.0 7.0	6.7
Marketing	10.0	5.0	8.0	8.5	7.5	7.25	6.5	7.0			4.
/, Financial Capacity**	6.0	5.0	5.0	5.0	5.0	5.00	4.5	4.5	4.5	4.5	
. References**	5.0	5.0	5.0	5.0	5.0	5.00	4.5	4.5	4.5	4.5	4.
, Proforma Analysis	3.0	1.5	2.5	1.5	3.0	2.13	1.5	2.0	0.5	2.0	
	50.0	37.5	43.5	44.0	43.5	42.13	37.5	34.0	37.0	37.0	36.
OTAL POINTS AWARDED ERCENTAGE OF POSSIBLE POINTS	100%	75%	<u>87%</u>	88%	<u>87%</u>	84.3%	7 <u>5%</u>	68%	<u>74%</u>	<u>74%</u>	72.0
right IRP scored internet and the addition of the state of the second state of the											
			10 Q Q				The second se	0.0	2.0	15	
A Experience in operating recreational ice rink (compare to OIC)	3.0	3.0	3.0	3.0	3.0		2.0	2.0 3.0	2.0 3.0	1.5 2.0	1
B. Experience taking over mngmt of rink performing similarly to OIC & improvements made.	3.0	3.0	3.0	2.0	2.5		2.5 2.5	3.0 2.0	2.0	1.0	
C. Experience running publicly-owned ice rink facilities in diverse community.	3.0	3.0	2.0	3.0	2.5		2.5	2.0	3.0	1.5	
D. Percentage of ice rinks that are profitable	3.0	3.0	2.0	3.0	3.0	]			-		
Contabolit Laster and the second state and the second state of the		9.0	8.0	9.5	9.6	900	<b>e.</b> 0 4.0	<b>7.0</b> 4.0	4.0	<b>6.0</b> 4.0	7
A. Problems & opportunities identified for OIC	5.0	4.5	4.0	4.5	4.5 5.0		4.0	3.0	3.5	4.0	
B. How to control operating costs (ie. labor costs, etc.)	5.0	4.5	4.0	5.0			l i			5 6D	
			4.0	7.0 3.5	<b>8.0</b> 4.0	726	7.0 3.5	6.0 3.0	60 3.5	3.0	
A Programs or marketing efforts to enhance use of OIC	4.0 4.0	3.5 3.5	4.0 3.0	3.5	4.0		3.5	3.0	2.5	3.0	1
B. How to make OIC competitive given other recreational opportunities.						07.05	25.0	22.0	23.5	20.0	22
OTAL POINTS AWARDED	<b>30.0</b> 100%	<b>28.0</b> 112%	25.0 83%	<b>27.5</b> 92%	<b>28.5</b> 95%	<b>27.25</b> 90.8%	83%	73%	78%	67%	75
PERCENTAGE OF POSSIBLE POINTS	100%	112.70	0376	52.70	0070	1 0 0.0 10					
Driginal RFP Scores - TOTAL		65.5	68.5	71.5	72.0	69.38	62.5	56.0	60.5	57.0	59
OTAL POINTS AWARDED	80.0 100%	65.5 82%	96.3 86%	89%	90%	87%	78%	70%	76%	71%	74
PERCENTAGE OF POSSIBLE POINTS Panelists (P): #3 - JQ, #4 - PL, #5 - JH, #6 - ET	100%	02%	00%	0370						<u> </u>	

Oakland Ice Center - Overall Scores (Weighted)		Rink Management Services Corporation (RMSC)	San Jose Arena Management (SJAM)
	25.0	19.50	18.63
lew Supplemental Scores Driginal RFP Scores	80.0	69.38	59.00
Nginal KFF Scoles Nerall Management Team Scores (Weighted) New Supplemental Scores (@ 50% of total score) Old RFP Scores (@ 50% of total score)	52.5 52.5	40.95 45.53	39.11 38.72
OTAL DOINTS AWARDED	105.0	86.48 82.49	77.83

# Attachment D

SCENARIO #3 - New Supplemental Scores with Original RFP Scores (Without Interview Scores)	Max. Points	Rink Mai	Rink Management Services Corporation (RMSC)					San Jose Arena Management (SJAM)			
		P#3	P#4	P#5	P#6	AVG	P#3	P#4	P#5	P#6	AVG
New Supplemental Scores					<i>.</i>						
I. Pro Forma Supporting Evidence & Details	5.0	4.0	3.5	4.0	3.5	3.75	4.5	4.5	4.0	4.0	4.25
II. Comparative Marketing Power of Sharks & Huron	5.0	2.5	2.5	2.5	3.5	2.75	5.0	3.5	4.5	5.0	4.50
III. Community Outreach/Marketing Plan for Oakland Ice	5.0	5.0	4.0	4.5	5.0	4.63	3.5	3.5	3.0	3.5	3.38
IV. No Base Fee Management Proposal	5.0	3.5	3.5	3.5	3.5	3.50	3.0	3.0	3.0	3.0	3.00
V. Experience - Success Improving Performance of	5.0	5.0	5.0	5.0	4.5	4.88	3.5	3.5	3.5	3.5	3.50
TOTAL POINTS POSSIBLE / AWARDED	25.0	20.0	18.5	19.5	20.0	19.50	19.5	18.0	18.0	19.0	18.63
PERCENTAGE OF POSSIBLE POINTS	100%	80%	74%	78%	80%	78.0%	78%	72%	72%	76%	74.5%
Original RFP Scorest-Proposal III III IIII IIII							****				
I. Experience	14.0	14.0	12.0	14.0	12.5	13.13	11.0	9.0	12.0	10.0	10.50
II. Operations	12.0	7.0	11.0	10.0	10.5	9.63	9.5	7.0	9.0	9.0	8.63
III. Marketing	10.0	5.0	8.0	8.5	7.5	7.25	6.5	7.0	6.5	7.0	6.75
IV. Financial Capacity**	6.0 5.0	5.0	5.0	5.0	5.0	5.00	4.5	4.5	4.5	4.5	4.50
V. References**	5.0	5.0	5.0	5.0	5.0	5.00	4.5	4.5	4.5	4.5	4.50
VI. Proforma Analysis	3.0	1.5	2.5	1.5	3.0	2.13	1.5	2.0	0.5	2.0	1.50
TOTAL POINTS AWARDED	50.0	37.5	43.5	44.0	43.5	42.13	37.5	34.0	37.0	37.0	36.38
PERCENTAGE OF POSSIBLE POINTS	100%	75%	87%	88%	87%	84.3%	75%	68%	74%	74%	72.8%

\* Panelists (P): #3 - JQ, #4 - PL, #5 - JH, #6 - ET

\*\* Scores for Financial Capacity and References were evaluated by one panelist member and applied across the board to each panelist's scores.

Oakland Ice Center - Overall Scores (Weighted)		Rink Management Services	San Jose Arena Management
New Supplemental Scores	25.0	19.50	18.63
Original RFP Scores	50.0	42.13	36.38
Overall Management Team Scores (Weighted)			
New Supplemental Scores (@ 50% of total score)	37.5	29.25	27.94
Old RFP Scores (@ 50% of total score)	37.5	31.59	27.28
TOTAL POINTS AWARDED	75.0	60.84	55.22
PERCENTAGE OF TOTAL POINTS	100%	81.1%	73.6%

# ATTACHMENT E

#### **Comparison Chart - Currently Managed Facilities**

Management Company	Facility Name	Location	Туре	<u>No. of</u> <u>Rinks</u>	Publicly- Owned	Privately- Owned	<u>Start</u> Date
Diale Management Constant							
Rink Management Service Permanent - Year Round	Americas Ice Garden	Dallas, TX	Mall - Limited Programs	1		4	Aug-00
Permanent - Tear Round			•	•	1	I	-
	Cranston Veterans Memorial	Cranston, RI	Freestanding - All Programs	1	•	4	May-06 Oct-05
	Ellenton Ice & Sports Center	Ellenton, FL	Freestanding - All Programs	3	а	1	Jun-06
	Fredericksburg Ice Park	Fredericksburg, VA	Freestanding - All Programs	1	4	I	
	Grundy Recreation Center	Bristol, PA	Freestanding - All Programs	2	1		May-04
	Ice Arena at Stonebriar Centre	Frisco, TX	Mall-All Programs/Hockey Rink	1		1	Aug-00
	Ice at the Parks	Arlington, TX	Mall-All Programs/Hockey Rink	1		1	Nov-02
	Ice Skate USA	Houston, TX	Mall-All Programs/Hockey Rink	1		1	Nov-03
	Ice Times Sports Complex	Newburgh, NY	Freestanding - All Programs	2		1	Jul-05
	ice Zone	Hazelwood, MO	Mall-All Programs/Hockey Rink	1		1	Nov-03
	LaHaye Ice Rink	Lynchburg, VA	Freestanding - All Programs	1		1	Dec-05
	Lancaster Ice Rink	Lancaster, PA	Freestanding - All Programs	1		1	Sep-06
	Lincoln Park Community Center	Lincoln Park, MI	Freestanding - All Programs	1	1		Jul-06
	Palos Verdes	Rolling Hills Estates, CA	Mall - Limited Programs	1		1	Dec-01
	St. Lawrence Centre Ice Arena	Massena, NY	Mall-All Programs/Hockey Rink	1		1	Jul-01
	Sugar Land Ice & Sports Center	Sugar Land, TX	Freestanding - All Programs	2		1	Jun-06
	The Lloyd Center	Portland, OR	Mall - Limited Programs	1		1	Feb-02
	Wichita Ice Center	Wichita, KS	Freestanding - All Programs	2	1		Sep-06
	York City Ice Arena	York, PA	Freestanding - All Programs	2	1		Sep-04
	SUBTOTAL			26	5	14	-
Seasonal	Bank of America Skating Center	Providence, RI	Outdoor - Nov-Mar	1	1		Dec-04
	Brenton Skating Plaza	Des Moines, IA	Outdoor - Nov-Mar	1	1		Oct-06
	Embarcadero Center	San Francisco, CA	Outdoor - Nov-Mar			1	Oct-06
	Harris Ice Pavillon	Manassas, VA	Covered outdoor - Nov-Mar	1	1		Nov-03
	Stony Point Skating Rink	Richmond, VA	Small Seasonal	1		1	Oct-04
	SUBTOTAL	·		4	3	1	-
Note: a - One of the Ellento	n rinks is an in-line roller skating rin	k					
San Jose Arena Managem	ient, LLC						
Permanent - Year Round	HP Pavilion	San Jose, CA	Multi-use Facility - Spectator	1		1	Sep-03
	Logitech Ice at San Jose	San Jose, CA	Freestanding - All Programs	4	1		Jul-05
	Sharks Ice at Fremont	Fremont, CA	Freestanding - All Programs	1		1	Jul-04
	SUBTOTAL	·		6	1	2	_