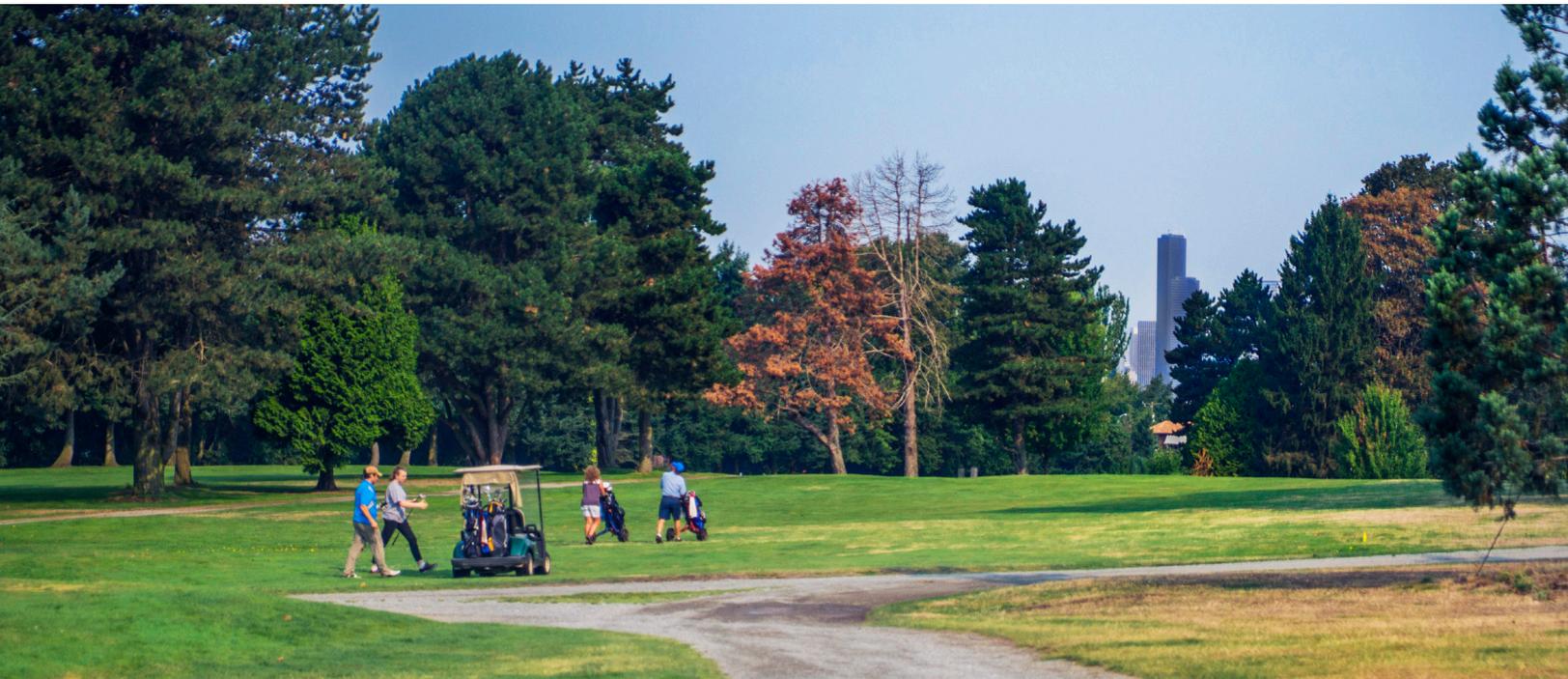


Strategic Business Plan for the Future of City of Seattle Owned Municipal Golf Courses



March 20, 2019

Lund Consulting, Inc. with Scanlan Consulting and Cocker Fennessy

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Executive Summary

The Parks and Recreation system includes a diverse range of facilities and activities designed to appeal to people with a broad range of interests and levels of ability throughout the city. In addition to being real estate with a significant dollar value, public park land has the value of providing recreational facilities and open space that improves the quality of life for everyone who lives in, works in and visits Seattle. As Seattle becomes increasingly dense over the coming years, the importance of open space and green areas will become more and more essential.

The City of Seattle's municipal golf courses provide valuable open space and recreational benefits in a city that has seen its population grow from about 276,000 people, in 1916, when the first municipal course opened, to a population estimated at 724,725 in 2018. The courses are ideally located in four different quadrants of the City in close proximity to urban villages and distinct population centers. Each of the courses has unique attributes that distinguish them from each other.

The golf courses provide a family-oriented activity that appeals to all age groups with a wide range of levels of physical ability, it is a non-contact sport, and provides healthy outdoor physical activity. Municipal golf is not elitist and serves a diverse population.

Seattle's municipal golf facilities are important environmental assets with over 400 acres of open space and some of the last remaining natural stretches of open creek in the City, including Longfellow Creek at West Seattle and Thornton Creek at Jackson Park.

The City's municipal courses are a historic legacy that require on-going investment to preserve and maintain them for the next 100 years. The City needs to align its policy priorities to balance the objectives of public access, outdoor recreational opportunities, racial equity and social justice, environmental and habitat protection, open space, and financial management.

Study Purpose

The City of Seattle Parks and Recreation Department (SPR) commissioned Lund Consulting, Inc. to prepare a strategic business plan to guide the future of Seattle's public golf courses, driving ranges, mini-golf, golf food services, and related programs. The City requested an objective analysis for policy makers to consider in making decisions related to the future of City of Seattle golf courses. The study process included background research using SPR historical records, interviews with people with knowledge of past and current Seattle golf course operations and maintenance, interviews with community leaders, and national research on best practices in municipal golf course operations.

The study team included Scanlan Consulting who conducted financial analysis of past golf course operations for the period 2013-2017 and who made financial projections based on assumptions developed in collaboration with SPR staff. Cocker Fennessy was also part of the consulting team. They conducted secondary market research and primary stakeholder interview research. SPR provided guidance to the consulting team about the stakeholders to be interviewed based on their experience working with the community.

Municipal Golf Courses

Municipal courses are owned and/or managed by a city, town, or county. A 1993 study by SPR noted that municipal courses receive about three-times the play as private courses, significantly impacting maintenance. Annual studies conducted for the Golf Course Superintendents' Association of America (GCSAA), in which all types of golf courses are surveyed, show that private courses spend on average almost double that spent by municipal courses on maintenance. Municipal courses generally have lower green fees than public courses, but not always. (*San Diego is a notable exception to this rule with the Torrey Pines municipal golf course where weekend rates for non-residents can exceed \$250 for an 18-hole round.*) As an industry standard, although municipal golf courses may earn money, cities and counties typically do not have a profit motive.

Their primary mission is to provide reasonably priced outdoor recreation for local residents.

Municipal courses use their revenue sources to pay for the maintenance of the course and facilities, including staff salaries.

“A 2017 study by EMC Research found 13 percent of residents use Seattle public golf courses two or more times per year.”

City of Seattle Municipal Golf Courses

The City of Seattle operates four golf facilities with a total of three 18-hole courses, three 9-hole short courses, three driving ranges, and one mini-golf putting course. Courses occupy 528 acres within the City according to a June 30, 2017 memorandum prepared by Seattle Parks and Recreation (SPR). The courses are ideally located in four different quadrants of the City in close proximity to urban villages and distinct population centers. Each of the courses has unique attributes that distinguish them from each other. (The City also owns the Green Lake Pitch n' Putt short par 3 course located at 5701 E Green Lake Way N, but this facility was not included in this study.)

The four courses included in this study are: Interbay Golf Center, Jackson Park Golf Course, Jefferson Park Golf Course, and West Seattle Golf Course. Each course has a clubhouse that provides food and beverage service and a pro shop that includes merchandise sales, processing of green fees, and general support to the public using the facility. Premier Golf Centers LLC operates the golf courses for the City through a management agreement authorized by the City Council. Interbay, Jackson, and Jefferson each has golf ranges at which 449,531 driving range sessions took place in 2017. In addition to this use by the public, between 2009-2017, on average 238,189 people played rounds of golf each year including 18-hole, 9-hole, and foot golf rounds. All four of the golf clubhouses are open to the public, and have golf shops, cafes, and banquet/rental facilities available for public use. In addition to golf, Seattle's municipal golf courses host many activities other than rounds of golf that are documented by Premier other than rounds of golf.

Golf program within Seattle Parks and Recreation Mission

Seattle's municipal golf courses provide a unique recreational opportunity for Seattle's residents and visitors. One of SPR's primary objectives is to provide affordable facilities that ensure a variety of safe and enjoyable outdoor recreational opportunities for community residents, patrons, and employees. The golf courses are recognized as distinct open space assets providing much needed green space

in a dense urban environment. The courses are managed with environmental stewardship as a key part of the mission. Recent reductions in the use of pesticides, fertilizers, and water are examples of attention to environmental stewardship. The Interbay course was part of the Audubon Sanctuary Program in the past and is continuing to follow the Audubon guidelines described later in this report.

The golf courses are recognized as one of the few opportunities to balance the mandate to provide recreational opportunities and to generate revenue to support it and other recreation services. People who play golf accept the notion that there are fees associated with the privilege to play and there is a willingness to pay market-rate fees in exchange for a quality golf experience. It is necessary, however, to maintain and improve the courses in such a way that the users are content paying the fees or they will exercise their option of golfing elsewhere in the Puget Sound region. This has begun to occur at Jefferson Park Golf Course, where tree removal for safety reasons has resulted in downgrading the quality of the course.

Public Perceptions about Seattle’s Municipal Golf Courses

Stakeholder interviews for this study revealed some of these themes about the courses:

- Seattle’s municipal golf courses give people — regardless of background, income or skill — the opportunity to play golf.
- Seattle’s public golf courses provide benefits beyond the game of golf.
- Golf is misunderstood.
- Expanding access and creating new opportunities to experience golf and Seattle’s public golf facilities is desired.
- The drive for profit limits activities that increase access.
- Opportunities exist to increase appreciation for golf/golf courses as a public good and increase access to this good.

Management of Seattle’s Municipal Golf Courses 1915 – Present Day

The Seattle Parks Department managed the Jefferson, Jackson, and West Seattle courses from 1915 until the 1970s, when a concession contract was offered to run them. Under the concession contract, the concessionaire managed the business operations and SPR was responsible for maintenance and improvements. The concessionaire made money from the restaurants and received a percentage of the green fees. Joe Thiel was awarded the concession contract to run the public courses from 1978 until 1989. The company Greentrees managed the contract from 1989 through 1995 but struggled to make a profit.

In June 1995, following an extended public process, the City contracted with a not-for-profit corporation named Municipal Golf of Seattle (MGS) for operation of the courses, with maintenance provided by SPR. MGS was unable to successfully manage the courses but did make substantial capital improvements to the courses. They incurred approximately \$3,000,000 in debt before they were disbanded, and course operations reverted back to SPR in 2003. During this time, Premier Golf Centers, LLC (Premier) temporarily took over the MGS contract from 2003 to 2005. That same year, after undergoing a request for proposal process, SPR and Premier entered into an initial five-year contract to continue running golf operations at all four sites, with grounds maintenance work performed by SPR golf employees.

All four courses have been managed by Premier since 2005. SPR has a Director of Golf position to oversee the contract with Premier as well as to supervise the maintenance of the courses. Maintenance is performed by SPR employees. SPR has 27.36 full and part-time employees (FTE's) assigned to golf, including the Director of Golf.

Capital Plans

A Municipal Golf Facilities Renovation Master Plan was prepared in 1991 by John Steidel Golf Course Architect and focused primarily on golf course improvements, including course layout, playability, irrigation, and drainage. Recommendations from that plan were adopted on June 10, 1991 by Council Resolution 28376 and have to a large degree been implemented.

Economic Research Associates (ERA) conducted a series of assignments for SPR from 1998-2006 relating to financial performance, capital improvements, and golf market conditions. In 2005 they found that while the golf program is economically sustainable, opportunities exist to increase revenue potential through a series of capital improvements. In addition, the plan found that major facility improvements were needed if Seattle's courses were to compete with other regional golf courses and maintain their market share.

A 2009 Master Plan for Golf was developed to update the 1991 Master Plan and it included an updated analysis by ERA. The 2009 Golf Master Plan identifies seven capital priorities: clubhouse improvements, driving ranges, perimeter trails, electric cart barns, maintenance facilities, cart paths, and on-course restrooms. SPR was unable to fully implement the 2009 Master Plan due to project costs being higher than cost estimates. Instead SPR decided to focus capital investment on the revenue generating projects of the Jackson Park Driving Range and the Jefferson Park Driving Range and Clubhouse.

The improvements completed from the 2009 Master Plan cost approximately \$15.5 million and were funded by long-term general obligation bonds. This has increased debt service (paid out of the golf operating budget) by \$1.1 million since 2010, resulting in a total debt service amount of \$1.5 million as of 2016. It was projected that increases in revenues from the new and upgraded facilities would cover the additional increase in expenditures beginning in 2015.

Actual construction costs for the Master Plan improvements exceeded estimated costs of the improvements by a significant amount. As such, there were insufficient funds to complete a number of planned revenue-enhancing improvements contemplated in the 2009 Plan. This has impacted the actual amount of revenues generated from the master plan improvements. In addition, some of the improvements made, such as the Jackson Driving Range, were delayed - impacting the timing of revenue generation from these improvements, particularly as debt service payments rose to cover the increased costs.

Financial Policies

On November 20, 2006, the City adopted Resolution 30926, which identified financial policies for the operation of Seattle's four municipal golf facilities. The Resolution also identified a series of prioritized capital investments to address life safety needs, facility integrity, customer service, and potential revenue – generating enhancements. The financial policies and 6-year plan were intended to be in effect from 2006 thru 2012.

The City Council approved a list of prioritized capital investments and financial policies that required golf operations to pay 3.5% (changed by SPR through the budget process to 5% beginning in 2009) of gross revenues to the Park Fund. Any remaining revenues after expenses would be directed to a golf capital improvement fund.

From 2005 – 2012, golf revenues contributed \$5,354,284 to the golf capital improvement fund. From 2005 – 2015 golf revenues also contributed \$3,713,245 to the Park Fund. In addition to these contributions, golf revenue paid for all operating expenses, for example: debt service, fees to SPU, taxes, SPR golf personnel, and Premier employees. The golf courses are also charged for expenses such as Seattle Public Utilities drainage fees, water, and electricity, etc. Other SPR facilities are not expected to cover these costs with revenue. The City charges the golf courses for costs that are not golf-dependent. For example, Seattle Public Utilities charges drainage fees against the open space land of the courses that would otherwise need to be charged to the SPR General Fund. SPR does not charge utility costs to other facility lessees.

Cost recovery analysis by City staff of other recreation programs is shown below.

Program Area	Percentage 2016 Actual Cost Recovery	Percentage 2018 Projected Cost Recovery
Athletic Fields and Scheduling	55%	66%
Aquatics, boating, swimming	61%	73%
Community Centers	20%	15%
Senior Programs Lifelong Recreation	3%	2%
Tennis Center	110%	107%

Historical Financial Performance: 2013-2017

This study analyzed the financial performance of the golf program for the period 2013-2017. During this time, the golf courses have covered their operating costs. When non-operating expenses for debt service and the five percent payment to the Park Fund are included, the courses are no longer meeting the financial policy targets. Golf revenue comes from green fees at all four courses, driving range operations at Jackson, Jefferson and Interbay, merchandise sales, cart rentals, lessons, restaurants, and mini-golf at Interbay.

The percentage of income from green fees has decreased from 54 percent in 2013 to 45 percent in 2017, while the percentage of income from the driving ranges has increased from 16 percent to 22 percent. This reflects the renovation of the Jefferson Park driving range and the new driving range opened at Jackson Park. Excluding the cost of goods sold and the amounts paid by the City to rent golf carts from the concessionaire, the percentage of revenue from the restaurants has increased by three percent while the percentage of revenue from merchandise and cart rentals has remained constant. Mini-golf at Interbay accounts for three percent of revenue.

Operating expenses include expenses borne by the concessionaire, Premier, and direct City expenses. Total expenses have increased from \$7.1 million in 2013 to \$8.2 million in 2017, with the City’s direct expenses accounting for 54 percent of all expenditures in 2013 and 51 percent in 2017. Expenses include personnel, course operations and administration. Personnel expenses were 53 percent of all expenses in 2013 and 55 percent in 2017. Course operations were 39 percent of total operating expenses in 2013 and 37 percent in 2017. Administration was eight percent of total costs in 2013 and in 2017.

Personnel expenses have risen by 19 percent between 2013 and 2017 from \$3.8 million to \$4.5 million. The major increase has been in concessionaire personnel expenses, which have risen 34 percent from \$1.8 million to \$2.4 million. Concessionaire increases in personnel costs are in part attributable to the impact of the City of Seattle’s new minimum wage law under which the concessionaire is increasing wages to meet the requirement to pay a minimum wage of \$15.00 per hour by 2020. In addition, staffing increased to operate the new club house and driving range capacity. City personnel expenses have risen six percent from \$2.0 million in 2013 to \$2.2 million in 2017.

Financial Scenarios Analyzed (See Appendix 1)

The consulting team led by Kathy Scanlan of Scanlan Consulting worked with City and Premier staff to develop financial scenarios to test various assumptions that might yield a sustainable framework for golf finances. The process of developing financial scenarios required the City and Premier to provide historical data and assumptions about investment and revenue. Using data provided by the City and Premier, Scanlan developed an historical summary of golf financial performance. The team used that data to project a baseline future of golf revenue and expenses. Each scenario explored had multiple changes in assumptions based on City direction. More work is warranted to explore additional scenarios grounded in updated data. City staff reviewed and verified those assumptions. Much discussion ensued about the impact of increased investment on golf rounds played and revenue. Discussion also ensued about the costs of private sector maintenance versus the cost of City staff maintenance.

Scenario	Assumptions	Sustainability	Observations
Scenario #1: Financial Projection Based on Status Quo 2018-2027	10 Year Projection: 2018-2020 SPR and Premier estimated number of future rounds Expenses based on historical average growth rates Contribution to Park Fund is included No change in staffing or management	Total 2027 loss including non-operating expenses is \$4.1M	Golf rounds are estimated to grow at an annual average of 1% Does not capture higher play and revenue from 2018 This growth rate assumed playing level less than 2013 Debt service payments add an additional \$1.5 million to the deficit in 2018-2021 and \$1.1 million 2022-2027

<p>Scenario #2:</p> <p>Financial Projection to Fund Deferred Maintenance, Equipment, and Capital Projects 2018-2027</p>	<p>Same as #1, plus</p> <p>SPR identified \$35.6 million in unfunded capital improvements</p> <p>20-year general obligation bond issued at 5 percent interest</p> <p>Debt service payments of \$3.3 million</p>	<p>Total 2027 loss including non-operating expenses is \$8.4M</p>	<p>Capital needs are based on internal estimate and are not inclusive of all needs</p> <p>No increase in revenue assumed resulting from capital investment</p>
<p>Scenario #3:</p> <p>Financial Projection to Partially Fund Deferred Needs with New User Fee and Financial Policy Changes 2018-2027</p>	<p>Same as #1, plus</p> <p>\$16.3 million capital investment</p> <p>Debt issued 20-year bond at 5 percent interest</p> <p>Reduced contribution to Park Fund</p> <p>Added user fee targeted for maintenance</p>	<p>Total 2027 loss including non-operating expenses is \$4.4 M</p> <p>This scenario has financial results similar to the status-quo but the benefit is that some facilities are better maintained</p>	<p>Capital investment less than scenario #2</p> <p>No increase in revenue assumed resulting from capital investment</p> <p>User fee for capital investment/maintenance is not sufficient to cover debt service and operating costs</p>
<p>Scenario #4:</p> <p>Financial Projection Changing Golf Course Maintenance to a Private Vendor</p>	<p>Same as #3, plus</p> <p>Maintenance provided by private vendor</p> <p>Variation of current maintenance standards and improved maintenance</p>	<p>Current maintenance standards Total 2027 loss including non-operating expenses is \$4M</p> <p>Best practice maintenance standards Total 2027 loss including non-operating expenses is \$4.8M</p>	<p>Did not make any changes in assumed revenue based on increased investment</p> <p>Private vendor cost increases may be over-stated due to historical costs that included the transition to minimum wage requirements and addition of staff for expanded services</p>

Summary of Financial Scenarios

Each of the scenarios modeled combined various assumptions. Spreadsheets have been provided to the City to isolate specific policy choices. For example, shifting the maintenance costs to a private vendor does reduce operating costs. Setting a different financial policy goal such as a percentage of cost recovery that is 100% or less would be more sustainable. These savings are offset in the projections studied because the scenarios also included new investment to catch up on deferred maintenance, equipment replacement, and capital needs.

Scenario #1: Financial Projection Based on Status Quo 2018-2027

A baseline 10-year projection was made for this study based on the 2018-2020 budget projection of SPR and Premier. The SPR-Premier projection assumes more stability in rounds played between 2018 and 2020 compared to 2013-2017. The projection is for a two percent decrease in the number of rounds played between 2017 and 2018, a one percent increase from 2018 to 2019 and a four percent increase from 2019 to 2020 when full course play resumes at Jefferson following capital improvements to repair damaged holes. The average increase over the three-year projection period is one percent. Applying that same one percent average annual increase to 2021-2027 results in 227,000 rounds played in 2027, which is seven percent less than the 243,000 rounds play in 2013.

On an operating basis, the courses have net income ranging from \$0.1 million in 2018 to a deficit of \$2.3 million in 2027. Debt service adds an additional \$1.5 million to the deficit in 2018-2021 and \$1.1 million from 2022-2027. The payment to the Park Fund adds \$0.5 - \$0.7 million to the deficit in each year. Operating net income combined with non-operating expenses result in a \$1.9 million deficit in 2018 growing to a \$4.1 million deficit in 2027.

Interbay has annual net operating income of \$0.9 million to -\$0.2 million each year and is able to pay its debt service and Park Fund contribution without a deficit, except in 2026. Jackson Park is able to pay its Park Fund contribution without running a deficit until 2022. West Seattle can only contribute to the Park Fund in 2018 and Jefferson Park is not able to pay its Park Fund contribution without running a deficit in any year.

Scenario #2: Financial Projection to Fund Deferred Maintenance, Equipment, and Capital Projects 2018-2027

The golf courses have been underfunded for capital improvements, major maintenance and equipment repair and replacement in the 2013-2017 time period. SPR has identified a total of \$35.6 million in unfunded capital improvements for the courses through an internal process. The process of identifying needs did is based on conceptual design, not completed architectural, nor engineering documents, nor feasibility studies.

For this study, a financial projection was made assuming these unfunded needs are funded through the issuance of bonds. The financial projection assumes that a 20-year general obligation bond is issued by the City in 2019 at an interest rate of five percent. The \$35.6 million in capital improvements is in 2018 dollars. This was adjusted assuming an annual inflation rate of two percent to the mid-point (year 10) of the bond issue resulting in annual debt service payments of \$3.3 million. Debt service is attributed to each course based on the percentage of capital expense anticipated at the course.

The impact of these three changes is to increase the total loss including non-operating expenses to \$2.9 million in 2018 to \$8.4 million in 2027.

Scenario #3: Financial Projection to Partially Fund Deferred Needs with New User Fee and Financial Policy Changes 2018-2027

This scenario provides improved major maintenance by making an investment in it, additional capital investment and improved equipment for the courses while remaining financially similar to the baseline.

This scenario includes a new user fee, policy changes to reduce the contribution to the Park Fund, using a yet to be identified new funding sources to make existing debt service payments, and new debt service to pay for modest investments in capital, equipment, and maintenance. SPR identified a \$16.3 million investment level to be paid for by issuing new debt.

The debt service on \$16.3 million assuming a 20-year bond at five percent interest is \$1.3 million per year. The identified capital needs are distributed 38 percent for Jackson Park, 10 percent for Jefferson Park, 39 percent for West Seattle and 12 percent for Interbay. SPR identified \$4.9 million in new equipment needed for the courses. Of the \$4.9 million, \$1.3 million per course is the cost for Jackson Park, Jefferson Park and West Seattle, \$0.6 million for Interbay, and \$0.3 million shared equipment that would be charged as an administration cost. The golf courses have not historically had funding for major maintenance. For this projection, it is assumed that the older courses (Jackson Park, Jefferson Park and West Seattle) need \$0.1 million per year for major maintenance and Interbay \$50,000 per year. In addition, the City identified some major maintenance projects that are assumed to occur in 2019.

The new debt service of \$1.3 million is offset by a dedicated user fee of \$0.2 million leaving the same level of debt service (\$1.1 million) as in the baseline once the Interbay debt service (\$0.4 million) is paid off. On an operating basis, expenses are higher by \$1.0 million per year in equipment lease (\$0.6 million) and major maintenance expenses (\$0.4 million). The difference between a 3.5 % Park Fund contribution and no Park Fund contribution is \$0.4 million to \$0.5 million annually.

Debt service is attributed to each course, which results in larger losses at Jackson Park, Jefferson Park and West Seattle. Debt service for these courses is carried in administration costs in the baseline projection. In the baseline scenario, Interbay had debt service of \$0.4 million per year through 2021. In this scenario debt service is \$0.2 million from 2019 -2027.

Under this scenario, the courses have a total operating loss including non-operating expenses of \$2.3 million in 2019 to \$4.9 million (with 3.5% contribution to Park Fund) or \$4.4 million (with 0% contribution to Park Fund) in 2027.

Scenario #4: Financial Projection Changing Golf Course Maintenance to a Private Vendor

A scenario was modeled in which course maintenance is provided by a private vendor selected through a request for proposal (RFP) process, including staff and all operating expenses, beginning in 2020. The scenario assumed an increase in the concessionaire service fee starting in 2020 to \$450,000 to include maintenance responsibility. This scenario also included all assumptions made in the combination of the new user fee, policy changes and modest investment above, and an additional increment of cost was added to achieve best practice maintenance standards for municipal courses.

This scenario showed a reduction in cost for the standard maintenance service ranging from \$0.8 million in 2020 to \$0.4 million in 2027. The reduction in cost savings over time is because City personnel costs are estimated to increase three percent per year and concessionaire personnel costs are projected to increase at a higher rate; however, this escalation by the concessionaire may be over-stated due to the historical data on which the projection is based which captured the increased concessionaire labor rate as they transitioned to meeting the City of Seattle minimum wage law. This scenario reduces the total loss from golf by the savings in operating expense for the standard maintenance practice option.

Under this scenario, using the current maintenance standards, the courses have a total operating loss including non-operating expenses of \$1.9 million (with 3.5% contribution to Park Fund) or \$1.5 million (with 0% contribution to Park Fund) in 2020 when the transition would occur, to \$4.5 million (with 3.5% contribution to Park Fund) or \$4 million (with 0% contribution to Park Fund) in 2027.

Under the best practice maintenance scenario, the courses have a total operating loss including non-operating expenses of \$2.4 million (with 3.5% contribution to Park Fund) or \$2 million (with 0% contribution to Park Fund) in 2020 when the transition would occur, to \$5.3 million (with 3.5% contribution to Park Fund) or \$4.8 million (with 0% contribution to Park Fund) in 2027.

Public Benefit Goals

Beginning in approximately 2006, the City has sought to achieve a 103.5-105% revenue cost recovery from the municipal golf courses. This is in sharp contrast to other recreation programs in the City. For example, City staff analysis shows that revenue covers operating expenses at the following ratios for some other SPR programs: aquatics at 50%; swimming pools at 77%; community centers at 15%. These programs do not contribute to capital cost recovery.

The City determined in 2006 that the Golf Program should achieve self-sufficiency which was defined to include paying all expenses, capital improvement costs, and also contributing to SPR general overhead. Since 2006, the Golf Program has contributed \$3,713,245 million to the Park Fund, over and above operating and capital expenses.

At the same time that the City has set an expectation to contribute to the Park Fund from golf, some have argued that because the City is charging fees to access the golf courses, the courses are elitist and do not allow public access. In addition, there is a need to balance the goals of achieving revenue through fees and encouraging play. There is a direct relationship to golf course use and fees charged, so as there is a push to earn higher revenue, there is an elasticity of demand that reduces the number of players. Premier and the City work together to find the best price point so as to not negatively reduce demand, but they are in a no-win circular logic that pushes for higher revenue and at the same time questions public access and level of demand. The perception of golf being an elite sport is related to the cost and exclusivity of private golf courses. If the City does not offer golf as a recreational opportunity, golf will indeed be limited to only those who can afford private or privately-owned public courses where fees are substantially higher than those charged at the City's four municipal golf courses. In addition to direct cost of fees, players would need to travel outside of the City to find a course.

Race and Social Justice Assessment

The vision of the Seattle Race and Social Justice Initiative is to eliminate racial inequity in the community. To do this requires ending individual racism, institutional racism and structural racism. The City developed a Racial Equity Toolkit to lay out a process and a set of questions to guide the development, implementation and evaluation of policies, initiatives, programs, and budget issues to address the impacts on racial equity.

As SPR moves forward with decisions about the Golf Program, leadership should communicate key community outcomes they are seeking and then involve stakeholders to gather information on how those potential outcomes benefit or burden the community in terms of racial equity. For example, the Golf Program civil rights history should be acknowledged and the significance of various programs especially at Jefferson Park, should be documented and expanded upon. Further, the changing demographics surrounding the other Seattle courses should be explored and stakeholders from surrounding neighborhoods should be involved in the development of strategies to increase access and benefits to the golf courses. In addition, this analysis could also include the golf workforce.

As stated in multiple places in this report, the City needs to reconcile their desired outcomes related to golf. The drive to increase revenue through higher fees for golf runs counter to providing access to lower income people. There are programs in place for discounted green-fees, off-peak play, youth, and schools; however, for every discounted or free round, revenue is lost. There is a limit to the number of rounds that can be played annually due to weather, daylight, and the game itself.

SPR Golf Course Budget, Oversight Issues, and Risk Management

SPR has not had the budget for facility and equipment maintenance, aging equipment replacement, and for all of the capital projects that were included in the 2009 Master Plan, such as clubhouse improvements at West Seattle and Jackson Park, perimeter trails at all courses, electric cart barns, maintenance facilities, cart paths to accommodate electric vehicles, and on-course rest rooms.

Safety concerns at Jefferson Park resulted in emergency tree removal that has negatively affected the course condition and has significantly reduced play. The removal of the trees has had a negative effect on the golfing regulars who prefer a course with a 70 handicap rating. Premier does get regular comments about the shortened holes. Golf use in 2018 had a slight up-tick in use according to Premier and City staff. SPR has been working on a plan to restore the course; however, the physical rebuilding process may take several years. It may take some time following completion to rebuild the level of play and revenue. Jefferson Park has a unique legacy within the City as the oldest course and one that is the most diverse. The active players at Jefferson Park do not perceive the SPR to be moving forward with a sense of urgency to restore the course in a timely way. The financial projections assume completion and restored play by 2020; however, this may be overly optimistic and does not account for rebuilding of customer loyalty by those who have left the course due to the current conditions.

Golf courses are specialized landscape environments and golf course maintenance and management are professions with associated education, training, professional affiliations, and expertise. The Professional Golfers Association (PGA) provides guidance and best practices for the hiring and qualifications of personnel including the Director of Golf position. SPR staff has been well-intentioned and hard-working

in their dedication to the Golf Program, but their duties have included more responsibilities than golf at SPR and the last two staff members assigned to manage the Golf Program (while extremely dedicated and hard-working) did not have professional training in golf course management. Additionally, the SPR capital improvement staff assigned to implement the Master Plan and capital projects is not trained in the specialized landscape architecture of golf. While the SPR capital staff contracts actual design to golf course architects, there is still a need to have sufficient expertise to understand the functional aspects of a course, impacts of design decisions on play and maintenance, and to understand the timing of projects.

A risk to golf course revenue exists at the most financially successful facility, Interbay Golf Center. The driving range revenue is limited due to the need to restrict the use of drivers and hybrid clubs on the upper tier of the range because the risk of golf balls going over the nets and landing in the area of Seattle Pacific University's playing fields. This is a significant safety liability and also a lost revenue opportunity. Addressing this need must be a priority for SPR which means funding and staff resource commitment to complete design and permitting in a timely way.

City and Premier staff along with a core group of golfers at each course have worked collaboratively to keep the courses functioning despite these circumstances. The course superintendents, the SPR Acting Director of Golf, Premier staff, and SPR's financial and management team have necessarily adopted a crisis management approach to keep the courses open. SPR Course Superintendents demonstrate initiative and innovation to address their maintenance challenges. None of this study's recommendations should be taken as a criticism of their performance. The problems identified are systemic.

Management Structure Options

The City has tried a variety of management structures to operate and maintain its golf courses. From 1915 until the mid-1970's SPR operated all functions at the courses. Various concessionaires ran the courses from approximately 1978-1995. From 1995-2003 the City contracted with a non-profit corporation, Municipal Golf of Seattle (MGS). Under the MGS model, SPR continued to perform all maintenance functions at the courses. Since 2003 Premier Golf has been under contract with SPR to operate the four courses: Interbay, Jackson Park, Jefferson Park, and West Seattle, with SPR continuing to perform course maintenance.

While the SPR maintenance staff members have applied themselves to the work at hand, there is an inherent inefficiency in having a different entity provide the maintenance from the party that is responsible for relating directly with the golfers. Golf course maintenance requires flexibility in schedules and hours to address needs during long summer days and around the hours of golf play. There needs to be close coordination between the golf professional on site who is overseeing the course use and feedback from players with the crew responsible for maintenance. While the Premier and SPR staffs have a good working relationship, there are benefits to having one-entity handle both maintenance and operations.

The City's municipal courses are an historic legacy that require on-going investment to preserve and maintain them for the next 100 years. The City needs to align its policy priorities to balance the objectives of public access, outdoor recreational opportunities, racial equity and social justice, environmental and habitat protection, open space, and financial management.

Recommendations

1. Commit to golf as a recreational program offered by the City on par with other recreational offerings.
2. Commit to golf as an environmentally sustainable open space program in the City.
 - a. Follow best environmental practices as outlined in the Audubon Initiative described in this report, go further with water reclamation, use of electric vehicles, and partnerships with environmental organizations.
 - b. Green building standards should be integrated into future plans for clubhouses, maintenance facilities, and restrooms; transitioning to electric golf carts; and promoting advanced irrigation techniques.
 - c. Rainwater harvesting at the clubhouses and on the course
 - d. Using permeable pavements in the parking lots and on cart paths
 - e. Continued enhancements to wildlife habitat through native plantings
 - f. Integrating storm water detention with water hazards and/or rain gardens
 - g. Improving connectivity with other greenbelts and wildlife corridors
3. As SPR moves forward with decisions about the Golf Program, leadership should communicate key community outcomes they are seeking and then involve stakeholders to gather information on how those potential outcomes benefit or burden the community in terms of racial equity.
4. The City needs to reconcile its desired outcomes related to golf to balance revenue and access goals.
5. Commit to diversity and inclusion with municipal golf providing access to all.
 - a. Incentivize the concessionaire service provider to reach out to diverse communities; to provide access to courses for non-golfers at posted times and dates.
 - b. Build on public benefit programs already underway by SPR and Premier.
6. Enhance marketing, outreach, and partnerships to improve participation by women, which is below the national average.
7. City staff and the concessionaire service provider should work with golf course neighbors to build partnerships. For example, King County Metro Rapid Ride, Sound Transit, Veterans Administration Hospital, and community groups.

8. Incentivize service provider to enhance the clubhouse experience to be welcoming to all, including non-golfers. Jefferson Park Clubhouse is rated once of the best dining experiences by Golf Magazine. Interbay is attractive to millennials for social activities. Build on these successes at West Seattle and Jackson Park.
9. Conduct regular independent demographic surveys to collect data on golf course users. Marketing efforts should be monitored for their effectiveness in attracting populations throughout the City
10. Build public awareness that the City of Seattle owns the four municipal golf courses and brand the courses so that the public sees them as owned by the City of Seattle with public benefit and access opportunities. The City of Seattle is a world recognized brand and the municipal courses should reflect that excellence and its progressive values.
11. Establish a Golf Advisory Committee with a clear charter, establish criteria for appointment, and adopt conflict of interest and ethical guidelines to ensure the public interest is protected in the operations and maintenance of the courses.
12. Establish a City position to oversee the concessionaire contract, staff the Golf Advisory Committee, and serve as liaison within SPR and to other city departments, including SPU, to advocate for golf requirements relative to best practices for tree removal, water usage, drainage, environmental sustainability, and for the long-range capital program.
13. Ensure the Manager of Golf position is 100% dedicated to the Golf Program and is filled by a qualified professional.
 - a. Use Professional Golf Association job qualifications.
 - b. If the city chooses to save personnel costs by eliminating the Manager of Golf position then the contract with the concessionaire service provider must include clear expectations for community engagement responsibilities by the service provider such as staffing and using a Golf Advisory Committee, public benefit activities in sync with City values and priorities that are inclusive, and golf expertise by staff including a person with golf course agronomy expertise to oversee all maintenance.
14. Establish performance management systems and make a commitment to continuous education and improvement to best manage the golf course assets and put the municipal golf courses at the forefront of industry trends.
 - a. Consider an on-line dashboard to report on key indicators.
15. Set comprehensive and holistic budgets for golf that include operations, maintenance, capital, equipment, and reserves.
16. Invest in restoring and maintaining the four municipal golf courses by seeking City and other funding for capital needs, including current debt service.

17. Set aspirational but realistic revenue targets and balanced budgets to recover a portion, not 105%, of direct golf operating, capital, maintenance, and equipment expenses. This means delete the policy requiring golf to return 3% or 5% to the SPR Operating Fund. The financial goals should aspire to building market share, including that of woman golfers, to be on par with national averages, to capture the growing Seattle population, and at the same time to be realistic about the number of playable hours annually in Seattle.
18. Monitor dynamic pricing and conduct periodic reports comparing green fees to competition and track demand relative to price to maximize capacity. This should include pricing studies and evaluation of elasticity of demand using objective data and analysis.
19. Revenue is dependent on course condition. Use best practices for course maintenance and repairs to make courses desirable for players.
 - a. Restore Jefferson holes.
 - b. Increase maintenance to meet municipal golf best practices.
 - c. Implement USGA course improvements punch-list from January 2018
20. Address golf maintenance equipment replacement.
 - a. The equipment fleet is past its useful life and leasing is an option the City should consider.
 - b. The City can look at scenarios to rotate fleet replacement over a period of time.
21. Incentivize the service provider to operate the courses to continuously improve the golfer experience.
 - a. Golfers generally prioritize golf course condition and speed of play above all other factors.
 - b. They also want to have access to beverages and rest rooms.
22. Consider a dedicated surcharge to golf rounds for maintenance fund at each course.
 - a. Make a connection between the facility fee and on the ground results so that those who pay the fee see the positive result of their contribution.
23. Incentivize the concessionaire service provider and SPR to seek revenue enhancements including opportunities for paid parking, cell-tower placement, technology enhancements, miniature golf, sponsorships, and naming rights.
 - a. These incentives should be developed in coordination with the City Legal Department to ensure compliance with Ordinance 118477 which adopted Citizen Initiative 42 regarding the preservation of City of Seattle land and facilities for park and recreation purposes.

24. The mini-golf operations at Interbay are successful at attracting non-traditional golfers, families, millennials, parties, and people seeking fun outdoors.
 - a. If pursued at West Seattle, or expanded at Interbay, the design and building of the facility should be managed by the service provider responsible for golf course operations so that it is integrated with the course brand and of a quality to enhance revenue.
25. There are also technical innovations in the field of golf including golf simulators and entertainment oriented complexes such as Top Golf.
 - a. These activities should be viewed as part of the total golf experience and work together with the pro shop, food and beverage, lessons, practice, and overall customer safety and experience.
 - b. Build on innovations Premier is currently trying.
26. Pursue grant funding for sustainability initiatives such as rain gardens, habitat restoration, and water quality improvements.
 - a. Such grants can fund one-time only expenses and a grant writer could be hired under contract to pursue opportunities for the golf courses.
27. If there is a desire by the City to repurpose one or more golf courses for non-golf purposes, the cost and benefits of such closure(s) and alternative use must be fully calculated. This includes consideration of the value of open space.
 - a. In addition to the public benefits and history at each municipal golf course, the City may want to consider the relative costs of operating each facility if it chooses to close one or more course.
 - b. Conduct a race and social justice analysis if the decision is made to close one or more courses as there are likely to be RSJI issues to consider related to access.
28. The City should consider bidding its next contract for course operations to include both golf course operations and maintenance.
29. Work with SPU to resolve drainage fee and water expenses and identify mutually beneficial strategies.
30. Strengthen the capital improvement planning process, prioritization, and implementation of capital projects.
 - a. Consult closely with Premier on all planned improvements including timing and nature of the improvements.
31. Develop and publish in an easy-to-access web portal a schedule of planned improvements and keep the public informed about project progress. (The SPR and Arboretum provided excellent communications about the progress of CIP work as an example.)

32. Consider a longer-term lease to encourage capital investment by an operator; however, the structure for such a lease needs to protect the City from any expectation to “buy-out” the lease.
33. The City must ensure that facilities are safe, maintained, and that safety risks are addressed.
34. Prioritize repairs and take-action to address risk.
35. Conduct a risk analysis to allow non-golfers to use the golf courses at certain days and times.

Chapter 1. Context, History, and Public Policy

A. Introduction

The City of Seattle operates four golf facilities with a total of three 18-hole courses, three 9-hole short courses, three driving ranges, and one mini-golf putting course. Courses occupy 528 acres within the City according to a, June 30, 2017, memorandum prepared by Seattle Parks and Recreation (SPR). The courses include four clubhouses that provide food and beverage service, merchandise sales, and general support at each of the courses.

1. Study Purpose

The City of Seattle Parks and Recreation Department (SPR) commissioned Lund Consulting, Inc. to prepare a strategic business plan to guide the future of Seattle's public golf courses, driving ranges, mini golf, golf food services, and related programs to ensure an objective analysis for policy makers to consider in making decisions related to the future of City of Seattle golf courses.

The study process included background research using SPR historical records, interviews with people with knowledge of past and current Seattle golf course operations and maintenance, interviews with community leaders, and national research on best practices in municipal golf course operations.

The study team included Scanlan Consulting who conducted financial analysis of past golf course operations for the period 2013-2017. Using data and assumptions provided by SPR, Scanlan provided financial projections for the period 2018-2027 to inform options for decision-makers. Cocker Fennessy was also part of the consulting team. They conducted secondary market research and primary stakeholder interview research.

SPR identified the following objectives to be considered in the study process:

- Align of golf with SPR mission
- Identify options for greater public access to the City's golf courses
- Identify best management practices
- Discover innovative practices
- Identify partnerships and new collaborations
- Conduct risk analysis of alternatives
- Use a ten-year planning horizon
- Provide unbiased and objective analysis

2. What is Municipal Golf?

The three general types of golf courses are private country clubs, privately-owned public courses, and publicly-owned courses opened to the general public – municipal courses. Perceptions of elitism in golf stem from the images of private country clubs and high cost privately-owned public courses. Individuals, real estate development companies, partnerships or corporations typically own privately-owned public courses.

Municipal courses are owned and/or managed by a city, town, or county. A 1993 study by SPR noted that municipal courses receive about three times the play as private courses, significantly impacting maintenance. Annual studies conducted for the Golf Course Superintendents' Association of America (GSAA) in which all types of golf courses are surveyed show that private courses spend on average almost double that spent by municipal courses on maintenance.

Municipal courses generally have lower green fees than public courses, but not always. Preference in both tee times and prices may be given to residents of the city or county over nonresidents. Torrey Pines' South Course near San Diego is a top-rated municipal course with green fees for 18 holes that can range up to approximately \$300 for nonresidents. On the lower end, many municipal courses across the country can be played for less than \$20.

Although municipal golf courses may earn money, cities and counties typically do not have a profit motive. The primary mission for municipal golf courses is to provide reasonably priced outdoor recreation for local residents. Municipal courses use their revenue sources to pay for the maintenance of the course and facilities, including staff salaries.

3. City of Seattle Golf Course Purpose Statements

Seattle's golf courses are an important part of SPR programs and facilities. The 2006-2012 Golf Program Six Year Development Plan includes the following statements of purpose:

Provide Recreational Opportunities

Seattle's municipal golf courses provide a unique recreational opportunity for Seattle's residents and visitors. One of SPR's primary objectives is to provide affordable facilities that ensure a variety of safe and enjoyable outdoor recreational opportunities for community residents, patrons, and employees.

Environmental Stewardship

The courses are recognized as distinct open space assets providing much needed green space in a dense urban environment. The courses are managed with environmental stewardship as a key part of the mission. Recent reductions in use of pesticides, fertilizers, and water are examples of attention to environmental stewardship. The Interbay course was part of the Audubon Sanctuary Program in the past and there are plans to participate again by Summer 2019.

Financially Self-sustaining

The golf courses are recognized as one of the few opportunities to balance the mandate to provide recreational opportunities and to generate revenue to support it and other recreation services.

People who play golf accept the notion that there are fees associated with the privilege to play and there is a willingness to pay market rate fees in exchange for a quality golf experience. It is necessary, however, to maintain and improve the courses in such a way that the users are content paying the fees or they will exercise their option of golfing elsewhere in the Puget Sound region.

4. Relationship to Seattle Parks and Recreation Mission

In 2008, SPR commissioned a Golf Master Plan published in 2009 that included MAKERS architects + urban design, Economic Research Associates (ERA), John Steidel Golf Course Architect, Kuhn Associates, Golf Course Irrigation, AWA Electrical Consultants, Bogard Mechanical Engineers, and PSM Structural Engineers. The 2009 Master Plan listed the following benefits of the City's Golf Courses:

Recreation. The golf program provides well-utilized recreational opportunities for both residents and visitors. It is estimated that approximately 10 percent of the population plays one or more rounds of golf per year (Sources: 1991 Seattle Golf Master Plan and Golf Washington).

Economic. Not only is the golf program economically self-sustaining, it also provides revenue to fund other parks programs. Golf courses may also have a more significant positive impact on surrounding property values than any other type of open space (Source: National Recreation and Park Association).

Environmental. Golf courses offer a unique circumstance to enhance Parks' environmental stewardship ethic by providing much needed green space in a dense urban environment. Golf courses can serve as natural water treatment systems, wildlife habitat, and buffers between incompatible land uses. Seattle courses are managed with environmental stewardship as a key part of the mission.

The 2017 SPR Parks and Open Space Plan lists the following goals for the overall Parks and Open Space Plan:

- **Goal 1:** Provide a variety of outdoor and indoor spaces throughout the City for all people to play, learn, contemplate, and build community.
- **Goal 2:** Continue to provide opportunities for all people across Seattle to participate in a variety of recreational activities,
- **Goal 3:** Manage the City's parks and recreation facilities to provide safe and welcoming places.
- **Goal 4:** Plan and maintain Seattle parks and facilities to accommodate park users and visitors.
- **Goal 5:** Engage with community members on parks and recreation plans and design and develop parks and facilities based on specific needs and cultures of the communities that the park is intended to serve.

5. Public Benefits

The City golf courses are open to the public. Some people have expressed concern that since there is a fee to play golf on the City courses, the courses are not accessible. The fee structure to use the courses is set by City policy which states: “Within ranges approved by City Council in the biennial budget process, the Superintendent, in consultation with the golf operator, will set fees and charges. The contract between SPR and the golf course operator, Premier Golf Centers, LLC (Premier), states fees shall be recommended at such rates that will best meet the goals of maximizing Golf Courses net revenue and the positive golfing experience of golfers of all ages and skills”.

The City of Seattle adopted financial policies in 2006 to guide pricing, fees, operating expense, return on ownership, capital investment, maintenance, and use of debt. Policy 4 provides that a percentage of gross golf revenues may be retained by Parks for general management support.

That percentage was set at 3.5% of gross revenue for the period 2006-2008. SPR increased that retainage to 5% beginning in 2009 but the Golf Financial Policies, adopted by the City Council, were never formerly changed to reflect this increase from 3.5% to 5%. Since 2005, golf has contributed \$3.7 million to the SPR general fund and \$5.35 million to the capital fund. Between 2005-2017, SPR planned on golf contributing \$5.3 million to the SPR general fund. This expected contribution is over and above direct golf expenses.

Between 2009-2017, on average 238,189 people played rounds of golf each year including 18-hole, 9-hole and foot golf rounds. In addition, with the opening of the Jackson Park Driving Range in 2017, combined with the ranges at Interbay and Jefferson Park, 449,531 driving range sessions took place. All four of the golf clubhouses are open to the public, and have golf shops, cafes, banquet/rental facilities available for public use. In addition to golf, Seattle’s municipal golf courses host many activities that are documented by Premier other than rounds of golf. These include:

- Free golf for juniors
- Sledding on snow days
- Events and parties
- Memorial services
- Training, corporate events, retreats, and other business activities
- Commercial filming
- Charity and civic clubs and events
- Community meetings
- Putts and Pints mini-golf league
- BBQ jazz
- Parking lot use by transit riders and Veteran’s Administration Hospital

Seattle’s municipal golf courses provide between 464-528 acres of parklands, tree canopy, and breathing space. (Variations on exact acreage is due to different methods used for calculations by SPR staff.) For comparison purposes, the public courses are approximately the same size as Discovery Park (555 acres).

A June 30, 2017, memo to the Seattle City Council from then SPR Superintendent Jesús Aguirre noted that if golf courses are not included in the City’s open space calculations, the City would need to acquire 568 acres to meet the level of service goals for open space per resident in the City and to comply with the Growth Management Act. Based on 2015/2016 land prices in Seattle acquiring 568 acres at market rate estimates would cost approximately \$3.39 billion to \$12.78 billion.

The memo also included the following data:

Table 1. Citywide LOS Comparison – Proposed

Year	Seattle’s Population	Acres of Parkland	Acres needed to Acquire	Acres/1,000 residents
<i>Proposed Citywide Level of Service 8.00 Acres/1,000 residents</i>				
2016	686,800	6,414 acres	n/a	9.34 acres/1,000 residents
2023	731,012*	6,429 acres	15 acres needed	8.88 acres/1,000 residents
2035	806,800*	6,454 acres	25 acres needed	8.00 acres/1,000 residents

Table 2. Citywide LOS Comparison – Without Public Golf Courses

Year	Seattle’s Population	Acres of Parkland	Acres needed to Acquire	Acres/1,000 residents
2016	686,800	5,886 acres**	n/a	8.57 acres/1,000 residents
2035	806,800*	6,454 acres	568 acres needed	8.00 acres/1,000 residents

*Projected Population- Assumption is that Seattle’s population will increase by approximately 6,316 individuals annually.

** does not include the 528 acres of parkland provided in the public golf courses

All four golf courses are either situated within and/or contiguous to adjacent parklands that provide other recreation benefits. Most of the entry points to the golf courses are also used to access the other park facilities. Some of the courses have full or partial perimeter trails. Listed below are the park facilities located at or adjacent to the golf course.

- **Jackson Park Golf Course and Driving Range** – Flicker Haven Natural Area, Licorice Fern Natural Area, p-patch garden, and perimeter trail.
- **Interbay Golf and Driving Range** – Putt-putt golf, p-patch garden, partial perimeter trail, and athletic field complex.
- **Jefferson Park Golf Course and Driving Range** – Jefferson Park (including a community center, skatepark, lawn bowling, play area, spray park, cricket fields, Beacon Food Forest, tennis courts, and picnic areas), Cheasty Boulevard, Cheasty Greenspace.
- **West Seattle Golf Course** – West Seattle Stadium, Camp Long, Longfellow Creek Greenspace, Greg Davis Park, and Rotary Viewpoint.

6. Relevant City Plans Policies and Legislation (in chronological order)

Resolution 28376 - Implement Golf Course Improvement Plan - June 10, 1991

Ordinance 118477 - Implementing Initiative 42 - February 1997

This ordinance adopted Initiative 42 which relates to the preservation of City of Seattle park and recreation lands and facilities.

Resolution 30926 - Financial Policies - November 2006

This resolution adopted financial policies for the operation of the City's Golf Program.

The resolution also identified a series of prioritized capital investments to address life safety needs, facility integrity, customer service, and potential revenue generating enhancements.

Golf Prices

Policy 1 - Policy Basis for Golf Prices: Golf will use a market-based approach to establish fees for the golf courses. These will be maintained at a level that is competitive with other public courses and maximizes course use and revenue over time. Reduced fees for youth and seniors and incentives for frequent play may be charged. Differential fees and charges for non-Seattle residents may also be charged.

Policy 2 - Responsibility for Setting Fees: Within ranges approved by the City Council, the golf operator, with the approval of the Superintendent, will set fees and charges.

Use of Golf Revenues

Policy 3 - Golf Direct Operating Expenses: In general, the City shall operate the Golf program on a current-funding basis, with current revenues paying for current expenditures. Budgets will be set with this principle in mind. Revenues and expenditures shall be monitored throughout the year. If at any time during the fiscal year, golf revenue and expenditure forecasts are such that an operating deficit is projected at year-end, the Department and its golf operator will take actions to reduce operating expenditures or increase revenues as necessary. If adjustments to operating expenditures and revenues are not sufficient to alleviate the deficit then contributions to the golf capital reserve will be reduced accordingly.

Ordinance 123406 – Management Contract between City of Seattle and Premier Golf Centers LLC

This ordinance authorized the Superintendent of the Department of Parks and Recreation to enter into a 10-year management agreement with an option to renew and extend the term for up to five years for the four City-owned golf courses.

7. History of Municipal Golf (See Appendix 2)

The campaign to build public golf courses open to all citizens grew out of the crusade to construct public parks in American cities which began with the planning and opening of Central Park in New York City. After the Civil War, officials in Boston, Philadelphia, Chicago and numerous other municipalities followed New York's example and dedicated space for parks, which they hoped, would benefit their urban population. Thomas Bendelow, who in 1916 designed Jefferson Park Golf Course for the City of Seattle, recalled that some commissioners opposed the use of parks for golf believing that golf had no right there because they believed that golf was a "rich man's game". He argued that all classes would benefit from golf courses built on public land.

Jefferson Park Golf Course, located on Seattle's Beacon Hill, was the first municipally owned golf course in Seattle and the third golf course in King County. It opened in 1915. A year later, the Montlake Cut opened and Bill Boeing founded what is today known as the Boeing Company.

Jackson Park Golf Course opened in 1930. In 1927, the Parks Board accepted an offer to buy 140 acres for the course from M. Ray Wood. The golf course was designed by William Henry Tucker Sr. and Francis L. James of New York and Philadelphia. Their design was to be the new "North End Golf Course," which would be accessible via private automobile and public bus. Before the first nine holes opened on May 12, 1930, the new golf course was renamed for President Andrew Jackson. In 1954, the City purchased an additional fourteen acres for a short nine-hole course which was used by families and schools. The area remained part of unincorporated King County until 1954 when the City of Seattle annexed it along with the adjacent Lake City district.

The West Seattle Golf Course is a Works Progress Administration (WPA) legacy. In 1935, Puget Mill Company sold 207 acres to the City of Seattle upon the condition that the City procure assistance from the WPA to develop a municipal golf course at the site of what is now the West Seattle Golf Course. It became the largest WPA project in the federal WPA District at a cost of \$1,090,930 plus \$108,000 contributed by the City. Famed architect and player Henry Chandler Egan designed the West Seattle Golf Course in 1935. He was a 1904 Olympic US golf team gold medalist renowned for renovating Pebble Beach Golf Links in California for the 1929 US Amateur. In 1936, Egan completed plans for the West Seattle Golf Course, but he died before the course was built and never saw it open. The course opened in 1940 and the clubhouse construction began in 1941. The clubhouse today includes historical artifacts about the course.

The golf course facilities at Interbay opened in 1997. Prior to serving as a golf course, Interbay was a landfill established in 1911 under City Ordinance 15095, known as Sanitary Fill No. 2. It consisted of about 55 acres and received waste primarily from the City, west of Aurora Avenue and north of Denny Way. It was a low-lying former tidal area. In 1963, it was turned over to the Parks Department and 29 acres were leased and used as a nine-hole golf course and driving range under private operation by Sterling Theatres, Inc. In 1996-97, Family Golf Centers, a national golf development and management firm, developed Interbay Golf Center on SPR property. Interbay operated successfully until 2001 when Family Golf, declared bankruptcy, unrelated to Interbay which was performing well, and the improvements at Interbay were auctioned to the highest bidder in bankruptcy court. The City of Seattle bid for and acquired the improvements at a cost of \$5.65 million financed by general obligation bonds payable thru 2021.

8. Civil Rights History and Golf in Seattle

African Americans and Asian Americans were becoming more active in the sport of golf following World War II. Though these golfers were allowed to play individually at public courses, they could not participate in tournaments without belonging to a club. According to newspaper accounts, discrimination against minority golfers in Seattle continued through the early 1960's. In 1961, on behalf of their son, William, Robert and Madeline Wright challenged the policies of SPR and the Parks Board on racial discrimination to the State Board Against Discrimination. ("State Board to Act on Complaint by Negro Golfer", *Seattle Daily Times*, May 3, 1961.) The complaint charged SPR with allowing the private white-only golf clubs to discriminate against non-white golfers. The State Anti-Discrimination Board voted 3-2 on May 4, 1961 to send a plea for Governor Rosellini to intervene. The Board charged SPR with "willful violation" of the rights of Robert Wright.

On November 8, 1961, Governor Rosellini called for a full investigation ("Rosellini Asks Probe of Race Ban in Golf Here", *Seattle Daily Times*, Nov 8, 1961) of reported discrimination against non-white players in golf tournaments played on Seattle's public courses.

a. The Fir State Golf Club

A group of 15 racially diverse men and women founded the Fir State Golf Club in 1947. It is the nation's second-oldest African American golf club with a home golf course, but the group was banned from public King County tournaments until 1952. Even after the ban had been lifted, African American golfers were still regularly denied a chance to play in tournaments.

In response, Parks Superintendent Paul V. Brown encouraged golf clubs that put on tournaments on public courses to allow all citizens, regardless of color, to play. The Fir State Golf Club primarily used Jefferson Park as its home golf course.

Founding member Henderson Quinn wrote the following on the history of the Fir State Golf Club:

"The Fir State Golf Club was born out of ignorance, bigotry and racism. In 1947, World War II had only recently ended, and the official classification for Black Americans was still Negro or Colored. Rosa Parks had not yet been arrested for refusing to give up her seat on a public bus to a white man. This wouldn't occur for another eight years, in 1955. The 14th amendment to the U.S. constitution, the Civil Rights Act, was seventeen years away. So, having colored people interested in and playing golf was just not heard of, or considered practical. Negroes were not allowed to join the established city golf clubs. Fir State Golf Club was born in order for Blacks to play on the public golf courses."

b. Cascade Golf Club

In 1951, a group of Chinese Americans interested in learning golf formed a group called the Seattle Chinese Golf Club. Though most were tennis players, they formed the club because they wanted to learn how to play golf and to compete in tournaments. In 1954 they chartered the club at Jefferson Golf Course and renamed it the Cascade Golf Club. The club became very popular and, as time went on, increasingly ethnically diverse.

c. Bogey Bear Golf

Dr. John Lee created the Bogey Bear Jr. Golf Foundation to serve inner-city youth. He was an amateur illustrator in Seattle who had an office near Jefferson Park Golf Course. For his grandchildren, he drew a bear who taught all of his animal friends the proper way to swing a golf club with a simple 1-2-3 teaching method. He created an entire comic book demonstrating this 1-2-3 approach and introducing the basic rules of golf. Dr. Lee wondered if he could duplicate his 1-2-3 success with any child, especially those who lived in the inner city and who would not normally have an opportunity to learn the sport.

Since 1996, the Bogey Bear Jr. Golf Foundation has taught the game of golf to thousands of inner-city youth for free. Students 7 through 17 are not only taught the technical aspects of swinging a golf club, but character values like confidence, integrity, and sportsmanship. The current home of Bogey Bear Junior Golf is at Jefferson Park. Bogey Bear Junior Golf provides free lessons, free equipment, free range balls, and free green fees for advanced students to play on Jefferson's Short-9 and 18-Hole Championship courses.

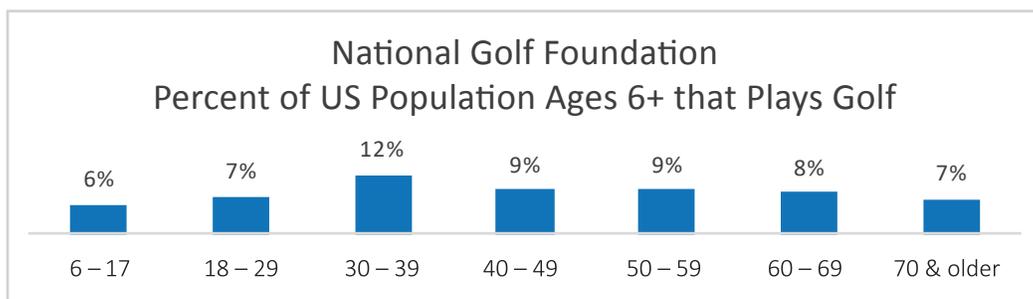
9. Market Context for Golf in the United States and Seattle

The purpose of this market profile is to better understand the context in which Seattle's municipal golf facilities operate. Typically, a market profile describes the attributes of a target population (customers and/or potential customers) including demographic, socioeconomic and psychographic factors. This information can be used to evaluate direct benefits of the program, the effectiveness of marketing and outreach, and trends that impact the success of the program. Demographic and socioeconomic profiles of course/facility users is limited. The course operator (Premier) collects age, gender, and zip code data when conducting annual online customer surveys; however, no other socioeconomic or demographics have been requested by the City or collected. Because of this data limitation, this summary relies on several other data sources.

a. National Market Context

Golf is played by people of all ages and abilities.¹

Figure 1: National Golf Participation Rates (Source: NGF 2017)



¹ National Golf Foundation (2017). Golf Participation in the United States. Retrieved from http://www.mobilegolfevents.net/uploads/2/2/7/9/22799670/2017ngf_golferparticipation.pdf

Nationally, interest and participation in golf is now stabilizing.

In 2017, the National Golf Foundation (NGF) estimated eight percent of the US population played golf. Data from the National Golf Foundation going back to 1960 shows the participation rate increasing from 2% in 1960 and peaking at 11.3% in 1991.

The NGF is now also tracking the number of people who play golf at driving ranges, not just on a golf course. Golf's overall participation rate is 32.1 million people.

Nationally 24% of golfers are women and 33% of first time golfers are women.

The age segment with the most participants is the 18-34 year old group, accounting for 26% of all golfers. These numbers run counter to the claim that golf is struggling with a decline in interest, particularly amongst millennials (persons ages 18-34).²

The number of people involved in off-course forms of golf increased by 7% on 2017. The number of U.S. golfers who played at least one round a year in 2017 remained unchanged from 2016, at 23.8 million. Play has dropped from 24.7 million in 2013-2014, according to the NGF.

In 2012, there were approximately 15,400 golf courses in the U.S., of which about 2,450 were publicly owned. By 2015, about 158 courses closed, and public courses made up 97% of the closures.

The golf industry is trying to appeal to a more diverse population.

National minority participation rates in golf is now 18%, compared to 4% to 9% in 2009.

Interest in playing golf is higher among diverse audiences than among white, non-Hispanic individuals. For example, 22% of Asian survey respondents expressed interest, vs 12% of white, non-Hispanic respondents).³

The PGA has called out diversity and inclusion as a foundational principle of the organization's Long-Term Strategic Plan (2018).⁴

Perceptions of golf as an elitist sport persist.

Some of golf's declining appeal has been attributed to an image problem. Perceptions that the sport is elitist, old-fashioned, and overly time consuming persist⁵. Yet 70% of the golf rounds played in the US take place at public golf courses, not private/exclusive clubs⁶.

2 Lorentz, D., Getherall, E., Bein, E., Beditz, J. (2015). #Golf and the Millennial Generation. National Golf Foundation. Retrieved from https://golf2020.com/wp-content/uploads/2017/11/millennial_report_ngf.pdf

3 National Golf Foundation (2010). Minority Golf Participation in the United States.

4 PGA (2018). Retrieved from <https://www.pga.org/articles/pga-americas-commitment-diversity-inclusion>

5 Cook, B. (May 23, 2014). How a Declining Middle Class is Killing Golf. Forbes Magazine. Retrieved from <https://www.forbes.com/sites/bobcook/2014/05/23/how-a-declining-middle-class-is-killing-golf/#62b5e39977c1>

6 Pennington, B. (April 15, 2012). Bidding to Change Golf's Perception as Sport for Rich. New York Times. Retrieved from <https://onpar.blogs.nytimes.com/2012/04/15/bidding-to-change-golfs-perception-as-sport-for-rich/>

b. Local Market Context

The City of Seattle golf facilities in the City of Seattle are the only public golf facilities within city limits.

A comprehensive listing of area public golf facilities, including those that are municipally-owned, is available from the Seattle Times.⁷

Estimates of the number of golf facilities (public, private and resort) are provided in The Washington State Golf Economy Summary Report. At the time of the report (2010), the Washington State Golf Association estimated there were 280 courses in the state (219 public and 61 private). Within the public courses, 47 were municipal.⁸

More recently (2015), and within the Seattle-Tacoma-Bellevue area, the National Golf Foundation identified 86 golf facilities, 57 of which were public. Of these, 21 were municipal.⁹

Local interest in golf may be greater than estimated participation rates.

Our research found a variety of estimates of local participation and interest.

Industry research from the NGF states, “Golf participation rates in the selected markets (Seattle-Bellevue-Tacoma) range from 3% to 8% lower than the national average, and golfers in the selected markets demand approximately 12% fewer rounds per golfer per year compared to the national index.¹⁰

However, recent survey research in Seattle seems to suggest the opposite. A 2017 study by EMC Research found 13 percent of residents use Seattle public golf courses two or more times per year.¹¹

Another source of information about interest in golf is the 2006 Washington State Comprehensive Outdoor Recreation Plan referenced by SPR in their 2016 Recreational Demand Report. The state study estimated that 10 percent of the population in Seattle/King County played golf. This puts golf in the middle of the range of activities tested. Walking, picnicking/BBQing, sightseeing, and bike riding were at the top of the range (most popular). Rugby, surfboarding, wind surfing, and lacrosse were at the bottom (least popular).

7 Seattle Times (April 25, 2015). Puget Sound area public golf course directory. Retrieved from <https://www.seattletimes.com/sports/puget-sound-area-public-golf-course-directory/>

8 SRI International (2010). The Washington Golf Economy Summary Report. GOLF 20/20, Washington Golf Alliance

9 National Golf Foundation (2015). GolFacts Plus Golf Market Data: 20-mile radius around Chambers Bay Golf Course, University Place WA and Seattle-Tacoma-Bellevue MSA.

10 ibid

11 EMC Research (April 2017). Seattle Parks and Recreation Survey Final Report. Retrieved from: <http://www.seattle.gov/Documents/Departments/ParksAndRecreation/PoliciesPlanning/SPRSurveySummaryReport.pdf>

Table 3: Recreational Activities Participation Rates (Source: 2006 Washington State Comprehensive Outdoor Recreation Plan)

Select Activities	Seattle/King Co Participation Rates	Seattle/King Co. Avg. Annual Frequencies
Walking without pet	62.9	27.4
Soccer	15.7	6.1
Basketball	14.7	6.8
Golf	10.1	5.5
Baseball	8.9	5.4
Tennis	8.1	4.6
Sail boating	3.6	2.1
Volleyball	2.8	4.4
Rugby	0.0	0.0

The frequency with which people play golf was also in the middle of the range—the average annual frequency in Seattle-King County was 5.5 times per year.¹²

There’s little quantitative data about Seattle public opinion of golf or its public benefits.

To date, there has been no systemic study of public sentiment about Seattle municipal golf’s importance, performance or key goals (providing affordable recreational facilities, environmental stewardship, and generating revenue to support itself and other recreation services).

A more broadly-focused 2017 Parks and Recreation study conducted by EMC research asked the public which programs should get more, the same, or less funding and found that 43 percent thought that the City should spend less on golf. This study did not describe golf’s role as a revenue generator for the Parks and Recreation Department.¹³

Broad economic and social impacts of Seattle’s municipal golf facilities are also unclear.

While state economic impact studies have been conducted, regional or city data is not available.

Seattle’s population is growing and changing. The impact on the demand for golf will be determined, in part, by the ability to reach new audiences.

As of 2016, the City of Seattle’s population was estimated at 686,849.¹⁴ It’s already likely to be much more, since the City gained nearly 21,000 people from July 1, 2015 to July 1, 2016 alone.

12 Seattle Parks and Recreation (2016). 2016 Seattle Recreational Demand Study. Retrieved from <https://www.seattle.gov/Documents/Departments/ParksAndRecreation/PoliciesPlanning/SeattleRecreationDemandStudy2016.pdf>

13 EMC (2017).

14 American Community Survey (2016). US Census Bureau.

In 2017, Seattle was considered the nation’s fastest growing big city.¹⁵

Population growth is being fueled by births, domestic migration and international migration. Net migration is fueling most of the region (and state’s) population growth.¹⁶

Seattle is younger, has smaller households, more renters, and higher average income levels than the rest of the country. Seattle’s racial and ethnic composition is 9.1% African American/black, 17.6 % Asian, and 6.6% Hispanic.

While Seattle has a significant proportion of millennials, the aging Baby Boomer population will gradually expand the 65 and older cohort.¹⁷ Key demographic indicators are highlighted in Table 4.

Table 4: Key City of Seattle and US Demographics (Source: ACS 2009-2016 Estimates)¹⁸

	Seattle	US
Population	668,849	325,719,178
Median Age	35.8	37.7
Male	50.1%	49.2%
Female	49.9%	50.8%
Households	280,470	117,716,237
Household size	2.1	2.6
Owner-occupied housing units	46.0%	63.6%
Median per capita income	\$48,686	\$29,829
Median household income	\$74,458	\$55,322
White	74.9%	76.0%
Asian	17.6%	6.2%
Black or African American	9.1%	13.8%
American Indian/Alaska Native	2.2%	1.7%
Native Hawaiian/Other Pacific Islander	.09%	0.4%
Some other race	2.6%	5.3%
Hispanic or Latino (of any race)	6.6%	17.3%
Individuals below poverty level	13.0%	12.7%
Language other than English spoken at home (of those 5+)	21.7%	21.1%
In labor force (of those 16+)	72.4%	63.1%

15 Balk, G. (May 25, 2017). Seattle once again nation’s fastest growing big city. Seattle Times. Retrieved from <https://www.seattletimes.com/seattle-news/data/seattle-once-again-nations-fastest-growing-big-city-population-exceeds-700000/>

16 Washington State OFM (2017). 2017 Population Trends. Retrieved from https://www.ofm.wa.gov/sites/default/files/public/dataresearch/pop/april1/ofm_april1_poptrends.pdf

17 Seattle Parks and Recreation (2016), 2016 Recreational Demand Study.

18 ACS (2016).

Growth and change will shape the demand for recreational activities in Seattle.

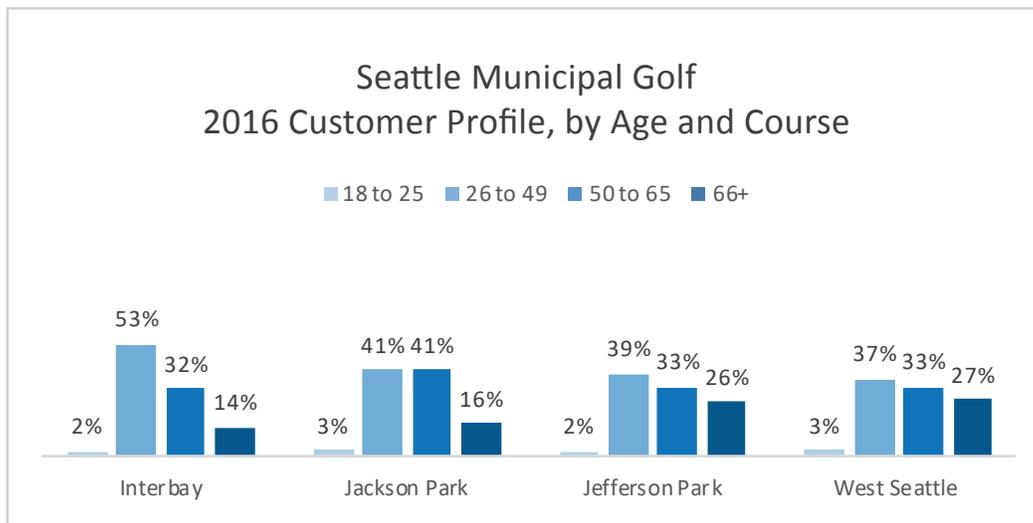
As Seattle grows, growth management policies mean that urban centers and villages will take most of the new growth. This will create denser and more diverse urban areas. In this context, people are likely to seek open and green-space within the City.

The Seattle Parks and Recreation’s Recreational Demand Study (2016) anticipates growth in the volume of activity for all recreation activities in Seattle due to population growth. Golf is among the facilities that will see the highest facility requirements in the future. Activities with high seasonal use tend to see higher facility requirements as facility capacities are determined by the number of hours available during peak day/holiday, by the number of hours management policy allows for maximum use or duration, and by the minimum number of persons required to play or engage in the activity.

Seattle’s golf courses appeal to a mix of age groups.

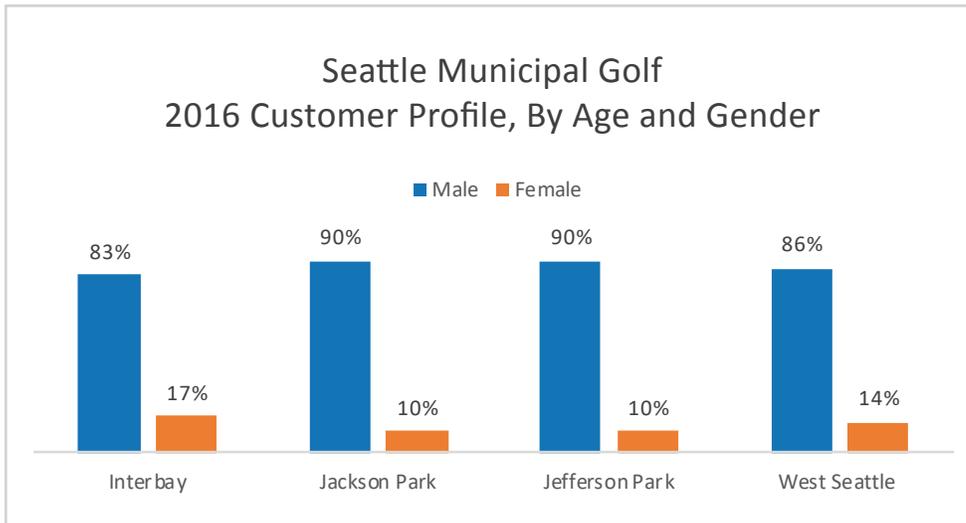
Premier conducts annual surveys of those using their facilities. Recent (2016) data shows that the Interbay facility appeals more to a younger demographic. West Seattle and Jefferson Park have somewhat older profiles.

Figure 2: Customer Profile (Premier Online Customer Survey, 2016)



Female participation rates at Seattle courses range from 10-17 percent.

Figure 3: Customer Profile, Age and Gender (Premier Online Customer Survey, 2016)



This is significantly lower than national rates reported by NGF of 24 percent (2017)¹⁹.

Data regarding the diversity of Seattle’s golf market is limited.

There is no data available regarding minority participation rates at Seattle public golf courses. However, African American and Asian American clubs started at Seattle’s public courses and are still active in the community. First Tee and Bogey Bear programs have successfully introduced the sport and Seattle’s municipal courses to diverse youth.

While there is limited data available about the demographic and socioeconomic profile of who uses Seattle’s municipal golf facilities and programs, we can say users include people from throughout the region, with the highest concentrations of users residing in zip codes adjacent to facilities.²⁰

In addition, Premier’s customer data tells us that 27% of those playing at Seattle’s public golf courses are fairly new to golf (have been playing for 3 years or less). And that Seattle municipal course users are also likely to play golf outside of the city (68% say they don’t play most of their golf in Seattle).

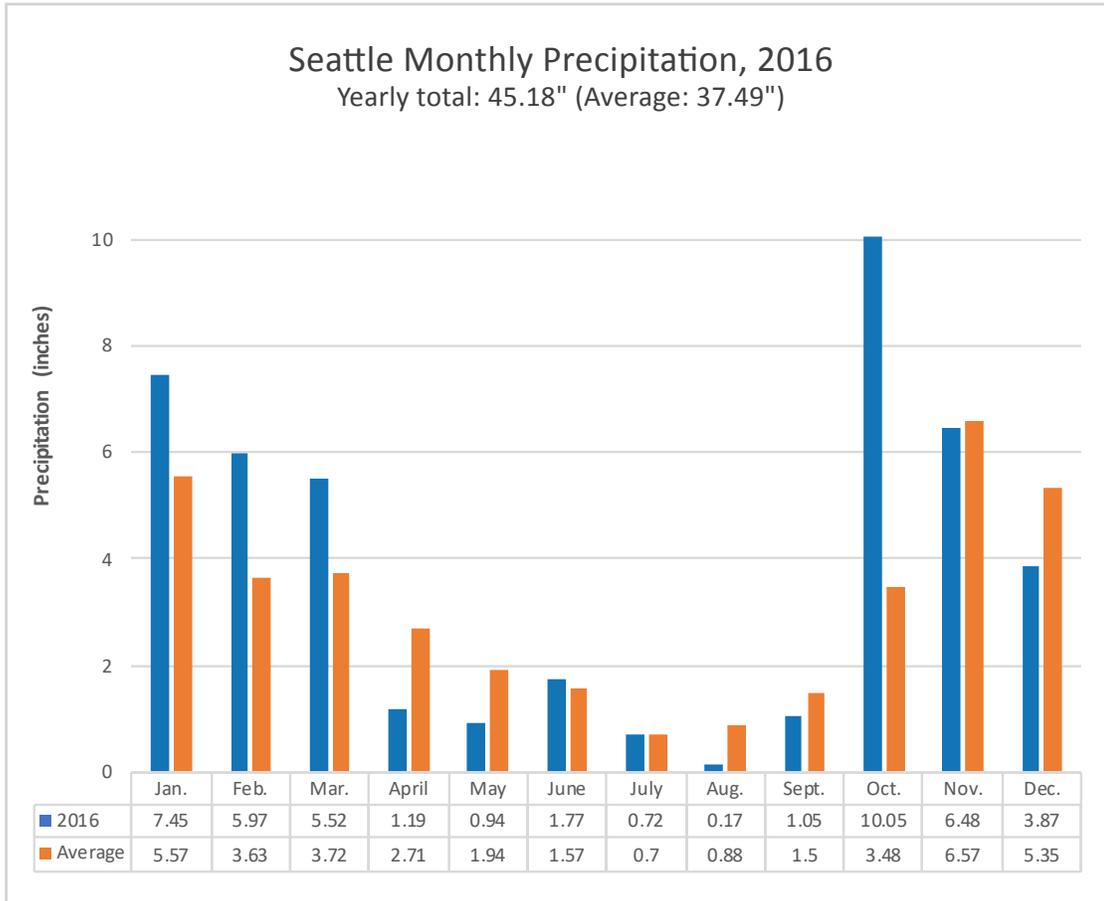
Trends in Seattle golf interest and usage are hard to assess, but there has been a decline in local golf rounds.

There was an eight percent decline in golf rounds in 2016. Premier attributes this to unfavorable weather, which is supported by data reported on the Seattle Weather Blog (see below). According to Golf Datatech, rounds in the overall Seattle market were down four percent. **Rounds in 2018, as of the date of this report (November 2018) are up 6% in July and August.**

¹⁹ NGF (2017). Golf Participation in the US.

²⁰ Premier Golf Centers (2017). Online customer survey data analysis.

Figure 4: Seattle Monthly Precipitation, 201621 (Seattle Weather Blog)



It's unclear if there is also a local decline in "interest" in golf, since this is not measured.

Overall "users" of Seattle's public golf facilities are also not measured (no head count system), so trends cannot be assessed.

Chapter 2. Description of Seattle Golf Course Facilities, Conditions, and Needs

A. Interbay Golf Center

1. Description (Excerpted from ERA Performance Review of Seattle’s Municipal Golf Courses, 1998, and SPR Golf Master Plan 2009)

The Interbay Golf facilities now include 45-acres with a golf practice driving range, 9-hole par-28 golf course (1,327 yards) designed by Jack Nicklaus, a clubhouse, miniature “Garden Golf” course, and a short game practice area. The practice range is night-lighted and has 80 covered and 40 heated tee stations on a two level structure. The range has a series of target greens and an artificial turf landing area.

The 4,000-square-foot clubhouse incorporates a full-service pro shop, cafe and dining area, and two small upstairs meeting rooms for use by players, employees, and rentals. The concessionaire currently occupies the office space.

The “Garden Golf” course has 18 holes and appeals to both golfers as a putting course and non-golfers as a miniature golf course. The short game practice area consists of a 10,000-square-foot putting green and a 1,000-square-foot chipping and pitching green.

Interbay is the most profitable of the City’s golf courses and has the youngest demographic.

2. History (Source: City Archives)

The golf course facilities at Interbay opened in 1997. Prior to serving as a golf course, Interbay was a landfill established in 1911 under City Ordinance 15095, known as Sanitary Fill No. 2. It consisted of about 55 acres and received waste primarily from the City, west of Aurora Avenue and north of Denny Way. It was a low-lying former tidal area.

In 1963, it was turned over to the Parks Department and 29 acres were leased and used as a nine-hole golf course and driving range under private operation by Sterling Theatres, Inc. Between 1964-1968, after the closure of the Ravenna disposal site, Interbay reopened for rubbish disposal by passenger cars and pickup trucks.

In 1996-97, Family Golf Centers, a national golf development and management firm, developed Interbay Golf Center on Seattle Parks and Recreation (SPR) property. Family Golf rebuilt the existing golf course and added a modern clubhouse, cafe, a mini-golf course, and an eighty-stall, two deck driving range. Interbay operated successfully until 2001, when Family Golf, declared bankruptcy, unrelated to Interbay which was performing well, and the improvements at Interbay were auctioned to the highest bidder in bankruptcy court. The City of Seattle bid for and acquired the improvements at a cost of \$5.65 million financed by general obligation bonds payable thru 2021.

3. Course Deficiencies (Excerpted from ERA Performance Review of Seattle’s Municipal Golf Courses, 1998, and SPR Golf Master Plan 2009, and Interviews 2018)

The Interbay Driving range is in good condition; however, net height is deficient for use of the upper deck by people wanting to use clubs that have a long-ball flight such as drivers and some woods and hybrids. The ball flight can carry over the nets and pose risks to people on the other side of the nets, such as the Seattle Pacific University playing fields. Currently, Premier Golf must assign staff to monitor the nets and the restriction on use of the upper decks has a negative effect on driving range revenue. The cost and process to replace the nets has been prohibitive but needs to be addressed. Premier has flagged this issue numerous times and it is a liability and financial risk. The Interbay maintenance facilities require attention for managing hazardous materials. There is a need to replace gas-powered carts with electric carts. This will also require asphalted cart paths. Irrigation improvements were also identified as a need in the 2009 Master Plan.

B. Jackson Park

1. Description (Excerpted from ERA Performance Review of Seattle’s Municipal Golf Courses, 1998, and SPR Golf Master Plan 2009)

The Jackson Park facility consists of an 18-hole regulation length golf course, a 9-hole par-3 course, a small clubhouse and adjoining restaurant, a two-tiered golf driving range, and support facilities. There is a small practice area at the complex. The total property area is about 155-160 acres, with the regulation length course situated on approximately 145 acres and the 9-hole course on about 15 acres.

The 18-hole course is a par-71, returning nine lay-out of 6,085 yards from the back tees. The front nine has three par-3, five par-4, and two par-5 holes, while the back nine has two par-3, six par-4 and one par-5 hole. In 2015 the last three holes on front and backside were flipped with holes 7,8,9 becoming 16,17,18 - and holes 16,17, 18 becoming 7,8, and 9. The 9th and 10 holes were altered, and new greens built, and the 11th hole was shortened, and changed from a par-4 to a par-3 in order to put in the golf driving range. As with the other city courses, each hole has a temporary green which is used during winter months.

The 9-hole course is a par-27 layout. The course is a core design, has mature landscaping, has reasonable hole definition and moderate elevation change, creating a relatively interesting as well as playable routing. The course length is 903 yards. Tees for the par-3 course are exclusively artificial turf mats.

A two-tiered driving range was completed in January 2015. There are 50 stalls, 25 up and 25 down. Heat was installed in December 2017. The range has lights, which were completed with the original construction in January 2015. A sound system was installed in 2016 which allowed events such as Rock the Range which runs each summer one evening a week, drawing more than just the normal range patrons. This project was identified in the 2009 Golf Master Plan.

In 2013 Seattle Parks opened 2.2 miles of perimeter trail surrounding the course.

Jackson Park is the driest of the city’s three golf courses. The course underwent renovations in 2001 to allow Thornton Creek to flow, in a more environmentally beneficial way, through the site. On-site water is used for irrigation.

2. History (Source: Historic Survey Form, Department of Neighborhoods, Office of Historic Preservation)

This area was first settled in the mid-1880s after Minerva A. Jones purchased a large farm tract from W.B. Denny in 1884. The Jones' Tract was bounded by NE 135th and NE 145th Streets and 5th and 20th Avenues NE, comprising most of the future site of the Jackson Park Golf Course. By 1894, the area was connected to the city of Seattle far to the south via a poor, wagon road, which continued on to Bothell at the northern end of Lake Washington. In the early 1920s, the Jones heirs platted the eastern half of their holdings into the Paramount Park Addition. The western half was sold to realtor M. Ray Wood of Seattle. At the time, this area was well beyond the northern limits of the city at 85th Street. Since 1891, the city's northern limits had been set at 85th Street between 8th Avenue NW and 15th Avenue NE, then considered a great distance from the center of town in Pioneer Square.

Over the next thirty years, the City's population shifted further to the north and to the northeast, pushing into the unincorporated areas. In 1928, there was a strong petition to annex the Jackson Park area to the city; however, the opposition was stronger. The area remained part of unincorporated King County until 1954 when the City of Seattle annexed it along with the adjacent Lake City district.

By the mid-1920s, there were twelve private golf courses in King County but only the one public course in the County at Jefferson Park on Beacon Hill. Due to the increasing popularity of the game, residents of the north-end petitioned the Parks Board to develop a second facility. Parks Superintendent J. A. Jackson realized there was a need for more public courses in Seattle.

In 1927, the Parks Board accepted an offer from M. Ray Wood to sell his 140-acre brush-covered stump land for \$66,000, which included the clearing of the fairways. An additional fourteen acres were later purchased and developed into a short-nine course in 1954. The golf course was designed by William Henry Tucker Sr. and Francis L. James of New York and Philadelphia. Their design was to be the new "North End Golf Course," which would be accessible via private automobile and public bus.

Before the first nine holes opened on May 12, 1930, the new golf course was renamed for President Andrew Jackson after the community had suggested numerous possibilities. The course's remaining nine holes were completed the following year.

3. Course Deficiencies (Sources: Excerpted from ERA Performance Review of Seattle's Municipal Golf Courses, 1998, SPR Golf Master Plan 2009, and Interviews 2018)

Parking at Jackson Park is inadequate for the complex. The parking has never been expanded and there is no parking lot lighting, both of which hinder driving range business and revenues.

At this time, irrigation water for the course is drawn exclusively from Thornton Creek which traverses the course, with no backup source of water. This has created irrigation problems in summer months as the amount of water allocated for the course is insufficient. It is important to develop a supplemental water source.

The irrigation system is outdated and severely inadequate, with poor spacing in much of the area where automatic sprinklers are. Twenty percent (20%) of the golf course is watered with quick couplers, hoses, and stand-up sprinklers. Some of the pipes still in use are asbestos cement. The short 9 course has no automatic

sprinklers and the pipe is over 64 years old. All of these irrigation deficiencies create a severely inefficient system leading to the loss and waste of thousands of gallons of water daily during the summer months.

Clubhouse facilities consist of two separate structures - the pro shop, storage and administrative office areas, locker facilities, living quarters upstairs and a basement in one structure, and a freestanding modest-size restaurant of approximately 3,000 square feet in a second structure. Living quarters upstairs are in poor condition and have been vacated of occupancy due to the unhealthy conditions.

These structures are in deteriorating condition with plumbing issues and can no longer provide adequate area for the functions they were intended to provide.

The cart storage barn was torn down for construction of the driving range next to the new #10. A temporary structure was installed south of the clubhouse that holds 40 carts. There is a need to replace current gas-powered golf carts with electric golf carts which will trigger a need for improved asphalted cart paths.

Jackson Park's maintenance structure is located about 100 yards southeast of the clubhouse. The facility is now 35 years old and has not been maintained over the years, leading to poor conditions, including faulty electrical, plumbing, and a dilapidated roof needing replacement. An auxiliary wood frame facility of approximately 2,000 square feet houses additional equipment and supplies needs to be replaced. The complex, which was constructed in 1983, houses staff quarters, equipment and chemical storage areas, and maintenance work area. The complex is outdated, and inadequate in size, resulting in equipment being stored outside, exposed to the elements and sustaining corrosion.

The golf course generally accommodates a wide range of golfer skill levels, with an estimated 35-40 percent of the play attributable to seniors.

C. Jefferson Park Golf Course

1. Description (Sources: Excerpted from ERA Performance Review of Seattle's Municipal Golf Courses, 1998, and SPR Golf Master Plan 2009)

Jefferson Park Golf Course, located on Seattle's Beacon Hill, was the first municipally-owned golf course in Seattle and the third golf course in King County. It opened in 1915. In 1916, it hosted 49,000 rounds of golf. One hundred years later, in 2016, it hosted over 56,000 rounds. It's highest number of rounds occurred between 1988-1992 when it averaged 70,000 rounds. Recent tree removal at the course has diminished the course condition and is having a negative effect on play; however, SPR is planning capital projects to restore the damaged holes. In 1919, Jefferson Park's gross revenue was \$13,604. Jefferson Park's gross revenue in 2017 totaled \$2,544,968.

Jefferson Park has the most racially and economically diverse players among Seattle's four golf courses. Legendary athletes have played at the course since opening, the golf course has served Seattle residents and visitors of all ethnicities and income levels: from the heavyweight-boxing champion Joe Louis in 1936 to a 16-year-old Tiger Woods in 1992; from the first members of the Seattle Chinese Golf Club in the 1950s to students of the nonprofit organization First Tee today. Golf legend, Fred Couples played at Jefferson and recently paid tribute to his memories of the course during the United States' Masters Tournament.

The facility consists of an 18-hole regulation golf course, a 9-hole par-3 course, golf driving range, clubhouse, and support facilities. The total land area is approximately 123 acres, of which 97 are used for the regulation length course and about 21 acres for the 9-hole par-3 course.

The 18-hole course is a par-70 returning nine lay-out of 6,093 yards from the back tees. The front nine has two par-3, five par-4, and two par-5 holes, while the back nine has three par-3, five par-4, and one par-5 hole. The regulation length golf course has very modest topography and is developed in a core design on a relatively small site. The course has mature landscaping and is generally regarded as a well-designed golf layout that is less challenging than the city's other two courses. There are 11 bunkers on the course and a defunct water feature.

The 9-hole course is a par-27 layout, with nine par-3s. The course, also a core design, has very little definition and is developed on a relatively flat parcel. The course length is 1,225 yards and has night lighting. The course has virtually no design features, and the greens are very small.

The golf courses use potable city water for grounds irrigation. The water is obtained from two mains, one on the west side of the course and one on the east side.

Several projects were included in the 2009 Golf Master Plan for Jefferson Park. These included a new two-tiered driving range, clubhouse, and parking. The driving range was added in 2015 with 48 tee stations and range poles with lights to allow early morning and evening range use. A new club house was also completed in 2015 with modern design qualities. The approximately 8,000 sf clubhouse includes a pro shop, restaurant, administrative offices, upstairs banquet space and classroom environment currently leased by First Tee of Greater Seattle. In 2015, a small parking lot was added just south of the putting greens and clubhouse for easy access to the course.

The *Seattle Times'* reporter Craig Smith reviewed the course in an article dated July 10, 2018, noting the need to restore the back nine but also reporting on the rich history and amenities at the course. The *Seattle Times* article raved about the Clubhouse food and noted Golf Digest honored the restaurant in 2016 and cited its BLT with fried egg as among the top 15 public clubhouse restaurant dishes in the nation.

2. History (Sources: History Link, Beacon Hill Blog)

In the late nineteenth century, the Territory (and later State) of Washington owned the Jefferson Park site in order to support the local state university. In 1892, Seattle established an isolation hospital or "pesthouse" at Jefferson Park for those suffering from small pox or other contagious diseases. In 1898, the City of Seattle purchased 235 acres of the Jefferson Park site for \$11,711. City officials hoped to build a water reservoir and cemetery.

In 1903, the Olmsted Brothers landscape architecture firm developed the Comprehensive System of Parks and Parkways for Seattle. In 1908, the Olmsted brothers supplemented their comprehensive plan to include a playfield at the Jefferson Park site. That year, the city completed two reservoirs in the Jefferson Park area and then transferred the remaining 137 surplus acres of the property to the Parks Board. The Parks Board first created a nursery near the "pesthouse" and allowed patients to work in the nursery. On July 1, 1909, the city of Seattle opened the Municipal Workhouse and Stockage, which replaced Seattle's chain gang, and had city prisoners clear trees for the park. The workhouse closed in 1918.

As golf became more popular in the United States and Seattle, a group of Seattleites led by E. C. Cheasty campaigned for a public golf course that would make playing the new sport more affordable. In response, the Board of Park Commissioners modified the Olmsted plan for Jefferson Park to include an 18-hole golf course. Following the founding of the Firland Sanitarium in 1914, the Parks Board burned down Jefferson Park's now superfluous "pesthouse." This created more space for the new golf course.

Scotsman Thomas Bendelow, an early and influential "golf architect," designed and built the 18-hole course. The Jefferson Park Golf Course formally opened on May 12, 1915. Seattle Mayor Hiram C. Gill (1866-1919) gave a dedication speech and had the honor of being the first to tee off with a "half-midiron" shot on the new course. In his address to golfing fans, Gill remembered E. C. Cheasty, who had passed away in 1913 and had spearheaded the idea for a municipal golf course in Seattle. Gill also answered critics of the Park Board's decision to charge for play. Gill argued that it was crucial for the health of the new golf course that it be self-sustaining.

Later that month, the Board of Park Commissioners ordered Jefferson Park to be closed to women on Saturday afternoon and Sunday morning. A group of women golfers immediately petitioned the board to reconsider. And on May 28, 1915, the board rescinded its order and stated that women would have the same privileges on the golf course as men at all times.

Professional golfer Joseph Jefferson served as Jefferson Park's first head professional from its opening until 1944. He gave golf lessons and supervised course maintenance. The course had horse-drawn mowers and grazing animals to trim its fairways.

During World War I, Army planes on a Liberty Bond tour used the fairways as a makeshift airport, as Seattle had no airport. In 1919, a fire destroyed Jefferson Park's clubhouse, but a larger structure soon replaced it. In the early 1920s, the Board of Park Commissioners acquired 71 acres on the south side of the course. They used this land for an additional nine holes. More than 125,000 golfers visited Jefferson Park in 1924.

The golf course continued to grow during the Great Depression. In 1929, the Parks Board built the Shelter House. The Parks Board then added a cricket pitch and tennis court in 1931. However, the courts were abandoned the next year when rain damaged the clay surface. In 1936, the Works Progress Administration built a new clubhouse.

During World War II, the U.S. Army took over the nine-hole course to establish anti-aircraft batteries. In addition to the anti-aircraft batteries at Jefferson Park, the Army stationed guns, searchlights, and barrage balloons in Seattle parks to protect Boeing Field and shipyards. The Army also took over the rest of the park west of Beacon Avenue for a recreation center. Tents in the park housed up to 1,000 soldiers who enjoyed recreation facilities and a gymnasium. The site also included tent cabins for servicemen's wives.

The Army returned the park and golf course to the city in 1946. Soon after, a new nine-hole course was constructed at the site of a lawn bowling green, which was in turn moved to another part of the park. A Veterans' Administration Hospital replaced the old nine-hole course. In 1949 the 1929 Shelter House was remodeled into a Field House. And in 1954, the southwest corner of the park was given to the Seattle School District to construct Asa Mercer Junior High School.

In 1970, Seattle Parks completed a new clubhouse at Jefferson Park using proceeds from 1968 Forward Thrust bonds. Two years later the Field House was expanded and converted into a Community Center.

3. History of Racial Diversity and Access (Source: History Link)

As a public golf course, Jefferson Park was “open to anybody” (Frank S. Chin). African Americans, Asian Americans, and other minorities were welcome to play on the course. Women were also afforded the same privileges as men at the golf course. Finally, the low cost of playing 18 or nine holes meant that Seattleites of more modest income levels could afford to play. When young golf enthusiasts could not afford to play, they sneaked in through holes in the fence and started playing at later holes. Professional golfer Fred Couples, who learned to play at Jefferson Park, and Seattle Cascade Golf Club historian Frank S. Chin both suggest that this was a fairly common practice.

As described in Chapter 1, a group of 15 racially diverse men and women founded the Fir State Golf Club in 1947. It is the nation’s second-oldest African American golf club with a home golf course but the group was banned from public King County tournaments until 1952. Even after the ban had been lifted, African American golfers were still regularly denied a chance to play in tournaments. In response, Parks Superintendent Paul V. Brown encouraged golf clubs that put on tournaments on public courses to allow all citizens, regardless of color, to play. The Fir State Golf Club primarily used Jefferson Park as its home golf course.

In 1951, a group of 16 Chinese businessmen, interested in learning golf, formed a group called the Seattle Chinese Golf Club. In 1954 they chartered the club at Jefferson Golf Course and renamed it the Cascade Golf Club. The club became very popular and, as time went on, increasingly ethnically diverse. Both the Seattle Cascade Golf Club and the Fir State Golf Club gave minority citizens a chance to play golf competitively. Today both clubs still regularly play at the Jefferson Park Golf Course.

In 2001 First Tee of Greater Seattle or the Seattle Junior Golf Foundation formed. And in 2003, it began programming at the Jefferson Park Golf Course for 224 youth. The nonprofit organization aims to get kids excited about golf. First Tee offers scholarships for those who cannot afford classes.

4. Course Deficiencies (Sources: Excerpted from ERA Performance Review of Seattle’s Municipal Golf Courses, 1998, SPR Golf Master Plan 2009, and Interviews 2018)

The Jefferson Park golf complex is bisected by Beacon Avenue, a primary arterial with a large median. On the east side of Beacon Avenue is the 18-hole regulation length course. The 9-hole course, clubhouse, practice range and maintenance buildings and cart storage structures are on the west side. Interviews with golfers consistently request improved access to food and beverages from the course. Golfers must cross Beacon Avenue at grade to reach the regulation length course from the clubhouse. There are no traffic measures to assist golfers and course maintenance crews in crossing a very busy arterial.

Cart storage is inadequate, both in terms of capacity and condition. The current inventory of 50 carts is stored in a temporary structure on the east side of Beacon Avenue between the tee box of #1 and the green of #18 for easy access for 18 hole play. The facility has not been equipped with electrical recharging units; therefore, the golf cart fleet is gasoline-powered. Electric carts would require additional construction and asphalt cart paths throughout the course.

The maintenance buildings, located west of the clubhouse about 150 yards, are over 50 years old, antiquated functionally, and are inadequately sized to accommodate the needs of the course and maintenance crew. Most equipment is currently stored outdoors. There is no lunchroom nor shower facilities for crew. Fuel and chemical storage and equipment work facilities do not meet code.

D. West Seattle Golf Course

1. Description (Sources: Excerpted from ERA Performance Review of Seattle's Municipal Golf Courses, 1998 and SPR Golf Master Plan 2009)

The West Seattle Golf Course consists of an 18-hole regulation length golf course, modest size clubhouse, and support facilities. The total property area is about 130 acres, of which the golf course is developed on about 120 acres. The 6,035-yard 18-hole course is a par-72, returning nine layout. The front nine has two par-3, four par-4, and three par-5 holes, while the back nine has two par-3, six par-4, and one par-5 hole.

The golf course has substantial topography and is a more challenging layout than either the Jefferson Park or Jackson Park courses. The difficulty of the course is reflected in the course slope, and by the golfer profile, where only about 15 percent of play is attributed to seniors, about one-third of that experienced at the Jefferson Park and Jackson Park courses.

The course is developed in a core design and has mature landscaping. The holes each have temporary greens which are used in the winter during frost delays. The course has 21 bunkers. The course has benefited from a new irrigation system with water supplied by the City of Seattle municipal watersystem.

2. History (Sources: Excerpted from ERA Performance Review of Seattle's Municipal Golf Courses, 1998, Interview 2018, Course Archives)

In 1935, Puget Mill Company sold 207 acres to the City of Seattle upon the condition that the City procure assistance from the Federal Works Progress Administration (WPA) to develop a municipal golf course. It became the largest WPA project in the District at a cost of \$1,090,930 plus \$108,000 contributed by the City.

Famed architect and player Henry Chandler Egan designed the West Seattle Golf Course in 1935. In 1936, Egan completed plans for West Seattle Golf Course in Seattle. He died before West Seattle Golf Course was built and never saw it open. The course opened in 1940 and the clubhouse construction began in 1941.

In 1953 West Seattle Golf Course was the host site of the 1953 USGA National Public Links Championship. One of the most notable matches to be played at West Seattle was in the 1970's when Fred Couples and Rick Fehr played head to head in the Washington State Junior Match Play Championship. West Seattle was also host to the Pacific Northwest Golf Association Men's and Senior Men's Public Links Championship in 1999. In 2005 the USGA selected West Seattle Golf Course as the host site for a direct qualifier to the National Mid Am Championships. West Seattle has co-hosted the Seattle Amateur for over 20 years.

3. Course Deficiencies (Sources: Excerpted from ERA Performance Review of Seattle's Municipal Golf Courses, 1998, SPR Golf Master Plan 2009, and Interviews 2018)

West Seattle has severe drainage problems and is by far the wettest of the three courses, which severely

limits play in the winter months. Fairway “sanding” practices historically have been employed at the course to mitigate these drainage problems.

The irrigation system is now 20 years old and in need of maintenance and efficiency upgrades. Water costs have risen dramatically over the last several years and outpaced the current Parks & Recreation golf course water budget.

West Seattle Golf Course does not presently have a golf practice driving range. Efforts to build a driving range at West Seattle as part of the 2009 Master Plan failed due to design problems in the context of the overall site. Practice facilities now are limited to practice putting greens at the clubhouse.

The clubhouse is in a 1941 structure that is obsolete. It has deficient square footage, restrooms and locker rooms are inadequate, circulation is not functional, the pro shop size is very small, and common areas are antiquated. The food and beverage areas have been partially renovated in recent years and are generally adequate to meet the basic needs of golfers.

There is a small banquet hall available at West Seattle for special events/outside functions. While there appears to be market potential for selected events, the small size (capacity of 100-150) and functional obsolescence of the facility limit this business opportunity. Project entry and parking generally are satisfactory although these also require renovation and there are occasional parking shortages when there are concurrent events at the adjacent municipal stadium complex.

Cart storage, located in a structure adjoining the clubhouse, is very limited with capacity for only 20 carts. The structure is severely substandard and is not equipped with electrical battery recharging units, again as all carts are gasoline-powered. Maintenance facilities also are antiquated and substantially substandard. Moreover, equipment is housed in two different locations, one about 100 yards east of the clubhouse and a second on the west side of the course, adjacent to the ninth fairway. The second maintenance building, commonly called the Horse Barn, is 1/4 mile away from maintenance headquarters.

The equipment housed in the building is vulnerable to vandalism, fire and theft as there is no electricity, lighting, security system, nor protective fencing at the site. There is also a need to replace current gas-powered golf carts with electric golf carts which will trigger a need for better asphalt cart paths.

E. Course Condition: United States Golf Association (USGA) Assessments from January 2018

Golf course condition refers to the length, uniformity, and plushness of the turf, the absence of weeds and bare areas, the absence of soggy or muddy turf, the condition of trees, the condition of sand in bunkers, safety of golfers from errant shots, lack of mold and fungus, and other physical factors that affect the difficulty of play. Demand to use a golf course is a function of price, location, access, and the condition of the golf course. Premier, the current operator of the SPR’s golf courses has documented extensively the effect of course condition on demand and revenue at SPR’s golf courses. Interviews with golfers for this study have also made clear that poor course conditions, particularly at Jefferson Park, are reducing demand and revenue.

In addition to the effect on demand, the golf courses are specialized landscape environments with historical significance that must be maintained to preserve their value.

In recognition of these factors, SPR commissioned the United States Golf Association (USGA) to provide an assessment of the current condition of the four courses. Larry Gihuly, agronomist for the Western Region Green Section conducted site assessments in January 2018. The USGA Green Section develops and disseminates sustainable management practices that produce better playing conditions for better golf. His detailed reports are included as an appendix to this study.

A summary of his findings is presented below:

1. Interbay Golf Center

As with the other facilities in the Seattle municipal golf operation, this was the first time back to Interbay since the visit conducted in 2009. Fortunately, in the nearly nine years since that visit, many positive changes discussed at that time have occurred. Mr. Tharp has since moved on to West Seattle; however, his positive work was noted throughout the entire property. A significant amount of drainage has been added over the years to address habitual wet areas, including near several putting surfaces. Also, the correct decision to downsize or remove some of the bunkers allows the small maintenance staff to focus on all the other regular maintenance needed on the golf course. In addition, the profiles taken of the *Poa annua*-dominated surfaces looked good, with attention to sand topdressing and the control of winter disease. In this regard, Mr. Van Hollebeke has done a good job in a short period of time as he continues many of the basic programs employed by Mr. Tharp.

Due to the relatively young age, sand-based construction methods, lack of shade from trees, and other factors, there is no question that Interbay has the best combination of healthy turf and good playing conditions of the four Seattle municipal golf courses. However, there are still ways to make the course even more fun and playable while further reducing overall resources and making the maintenance staff more efficient. Focus on the drainage for Nos. 1 and 3 greens and then continue to add drainage in areas around the greens where needed. Also, ongoing removal or downsizing the bunkers will provide many labor hours for other portions of the operation.

2. Jackson Park Golf Course

The golf course was visited last fall (2017) to observe damage to the putting surfaces that occurred during the summer. For this reason, it was good to learn the specific reasons green failure occurred was due primarily related to irrigation issues. It was mentioned that on two separate occasions, the complete lack of water for 48 hours caused major issues for your shallow-rooted *Poa annua*-dominated putting surfaces. While the greens were able to reasonably survive the first lack of water incident, the second incident occurred during August, with major turf loss on most of the putting surfaces in full sun, and especially those that had no shade during the warm summer afternoon hours. Regardless, there is no question that there is a major issue with the irrigation system at Jackson Park. This was one of several major topics of discussion during the visit that touched on several weaknesses that are different than both West Seattle and Jefferson Park.

On the positive side, Jackson Park may be one of the driest public golf courses found in the Greater Seattle area. Also, the addition of the practice facility has been a major positive development regarding economic sustainability with a new green added on No. 10 as part of the practice facility addition. In addition, some forward tees have been added since the last visit, with “family” tees also added for those with far less length that still want to enjoy the game.

All three of the 18-hole courses comprising the Seattle municipal golf operation have different needs for overall course improvement. While Jackson Park certainly has major long-term irrigation needs, many programs can be completed over the next year to minimize the potential for a failure similar to what occurred on the putting surfaces last summer. *(At the time of this final report, City staff report that dry green conditions have been rectified with a modified automatic irrigation system. Hole #8 not mentioned in the study was watered completely by hand. As of Sept 2018, an irrigation system has been installed for the green and 50% of the fairway.)*

In addition, the removal of undesirable plants will improve visual characteristics of the golf course. Forward tees added by the staff where needed will enhance playing conditions and pace of play while providing more fun and attracting those with less swing speed. Although the new irrigation system represents a major capital expense for the future and the programs mentioned above can be completed during the next few years, the overriding issue at Jackson Park continues to be addressing No. 1. It is hoped that there will be movement in this area, as this could also lead to a rerouting back to the original golf course where current No. 16 becomes No. 7 and current No. 7 becomes No. 16. Regardless, there are ample improvements that can be made at Jackson Park without major costs, excluding the needed irrigation system upgrade.

As a final comment, it is also very important to understand two other areas that need to eventually be addressed at Jackson Park. Just as equipment needs are a primary concern at Jefferson Park and West Seattle, Jackson Park is in the same situation. With a small staff, it is critically important that all equipment is functional to increase staff efficiency. Another element affecting equipment is golf course smoothness when transporting equipment throughout the course. In this regard, the newer holes have much smoother asphalt that is far less damaging to equipment and golf carts. When possible, permanent asphalt paths should be added. The addition of ground asphalt was mentioned as an alternative to help reduce the pothole problem on the course.

3. Jefferson Park Golf Course

Course changes due to the removal of trees at Jefferson Park has resulted in downgrading the course for tournament play because the length of two holes had to be reduced in order to reduce ball trespass issues into neighboring homes. The course now plays to a par of 69. Due to the removal of perimeter protective trees on holes 7, 11 and 12, hole 11 was changed from a 463 yard par 4 to about a 150 yard par 3. The 12th hole was changed from a 197 yard par 3 to a very short, about 90 yard par 3. The 7th hole has also been shortened, also due to the removal of trees.

These changes mean that the course is not suitable for tournaments and is not challenging for most golfers. This has severely eroded golf community support for Jefferson which has had a rich history of community support and engagement. SPR has been interacting with a group of golfers to resolve the course condition issues; however, there is a lack of confidence about the process and projected completion of the necessary improvements. After the opening of the new clubhouse in 2015, rounds

had been on the upswing. Shortly thereafter the above described alterations were made to the course. Rounds have significantly declined. The operator had to take \$5.00 off the price of each round to encourage play.

The USGA assessment of course condition and priorities are excerpted below:

In reality, while major issues at West Seattle and Jackson Park need to be addressed, the overriding issue of safety at Jefferson Park should have the greatest attention for the municipal golf courses of Seattle at this time.

While all three of the 18-hole courses have both major and minor areas that need to be addressed, there is no question that the safety issue at Jefferson Park on Nos. 7, 11 and 12 is the highest priority that requires completion sooner, rather than later. It is hoped that this non-biased report will assist in moving the process along at a faster pace, as we all want the project to be successful to return more players (and income) into the golf course at Jefferson Park.

The new clubhouse is a major upgrade that ties in well with the practice facility and outstanding view of the city. In addition, the expansion of the parking lot required minor changes to the short course, which has been improved with needed irrigation and the addition of FootGolf as another source of income.

On the golf course, the putting surfaces were in good mid-winter condition and the entire course was showing perhaps its greatest strength – overall dry conditions. It was also noted that the collars had been expanded as discussed during the visit nine years ago and the removal of dead, dying and unsafe trees has been completed on a regular basis.

In this regard, the greatest change to the golf course has been the removal of all the aging poplar trees on Nos. 11 and 12, resulting in a major safety issue on these two holes. For this reason, it was very encouraging to view the master plan completed by your golf course architect that addresses this key issue. However, the removal of the same type of trees has been completed to the right of No. 7, resulting in a similar major safety issue. While the master plan for the first four holes on the back nine will be moving forward in 2019, learning that No. 7 will not be addressed is a cause for concern, thus this report shall focus on the proposed course changes at Jefferson Park. While it was very encouraging to learn that the completion of the master plan is scheduled for this year, it was also mentioned that the expected starting date (mid-April 2018) was being pushed back as there are still many steps that need to be made in the process. As you move forward, it cannot be emphasized enough that the key to success with this project will be the starting date.

(City staff have noted that as of the time of this final report they are addressing the concern of Hole #7 is underway, with minor changes to the fairway with bunkers and additional trees.)

4. West Seattle Golf Course

Many positive improvements are noted with the arrival of Mr. Tharp and work completed by Mr. Smith prior to his retirement. Specifically, the main topic discussed during the 2009 visit was the safety issue with No. 18 and the practice putting green. Fortunately, the growth of the trees has basically addressed

this issue. Regarding trees, many areas discussed where tree/brush removal was recommended have been completed, as has considerable work on raising tree limbs throughout the course. Also, many of the smaller trees that were positioned in areas that are not desirable for future turf growth have been moved to other portions of the golf course.

In addition to these two major topics, it was also good to view positive results from a playing standpoint. The addition of forward tees, slightly wider collars, increased sand topdressing on the greens and selective drainage to begin addressing the major issue of creating a drier golf course on a year-round basis were all noted.

As a final comment, Mr. Tharp has started truly addressing one of the major issues faced at both West Seattle and Jefferson Park. Due to the required use of potable water, the cost of this needed resource has essentially doubled in the past decade. The decision to reduce overall water use on the tees and controlling water to where it is needed, when it is needed, and how much is needed is a major step in the right direction.

While addressing the safety issues at Jefferson Park remains the highest capital requirement for the municipal golf courses in Seattle, there are ample ways to improve West Seattle. The improvement of the golf course was very noticeable despite the time of the year this visit was conducted. If additional seasonal labor can be added to continue the process of using less water and a more efficient method of installing drainage can be added, the two key components of improved turf growth and playing conditions will be addressed in a faster manner, leading to more players during the entire year. Also, addressing the forward tees with properly built and placed tees will provide more options for increased play while creating another way to improve the pace of play. From an agronomic perspective, the selective removal of trees/limbs will improve turf growth on putting surfaces while reducing the potential for increased fungicide usage.

Finally, your small maintenance staff deserves to have equipment that makes it efficient in daily tasks as well as during the season when other monthly or annual jobs need to be completed. Having to rely on equipment that allows staff members to be caught by play easily reduces their efficiency by percentages.

F. Historical Capital Improvement Plans

(Excerpts from Golf Master Plan, May 2009, March 2017 Seattle Parks and Recreation Golf Budget Issue Paper)

1. Planning History

A Municipal Golf Facilities Renovation Master Plan was prepared in 1991 by John Steidel Golf Course Architect and focused primarily on golf course improvements, including course layout, playability, irrigation, and drainage. Recommendations from that plan were adopted on June 10, 1991 by Council Resolution 28376 and have to a large degree been implemented.

A Business and Strategic Plan analyzing the golf market and economic performance of Seattle's courses was completed in 2005 by Economic Research Associates (ERA). The plan found that while the golf program is economically sustainable, opportunities exist to increase revenue potential through a series of capital improvements. In addition, the plan found that major facility improvements were needed if Seattle's courses were to compete with other regional golf courses and maintain their market share.

On November 20, 2006, the City adopted Resolution 30926, which identified financial policies for the operation of Seattle’s four municipal golf facilities. The Resolution also identified a series of prioritized capital investments to address life safety needs, facility integrity, customer service, and potential revenue –generating enhancements.

2. 2009 Master Plan Goals

The 2009 SPR Golf Master Plan stated that while the golf courses continue to be popular with local golfers and economically sustainable for the City, many of the clubhouses, maintenance facilities, restrooms, and other support facilities have reached the end of their useful life and need to be upgraded or replaced. Missing elements, such as driving ranges and banquet facilities, can impact the golf experience and prevent the golf program from reaching its full revenue generating potential.

Six priorities were identified for the Master Plan:

1. Perimeter trails around each course
2. Clubhouse improvement
3. Conversion to electric cart barns
4. Tee-to-green cart paths with improved on-course restrooms
5. Driving range additions and expansions
6. Maintenance facility improvements

These priorities were seen as opportunities not only to correct deficiencies and improve the golf experience for course patrons, but as a way to increase revenue potential, the courses’ financial sustainability, and accessibility for the general public. *(SPR staff have noted that golf course maintenance at one time received support from Parks Shops. Now all repairs are to be done by golf staff or outside vendors.)*

The SPR Golf Master Plan was adopted by the Seattle City Council in May 2009. An option in the plan identified over \$25 million in projects beginning with the West Seattle driving range. The scope of projects was later reduced to roughly \$14.8 million (Option 4B Lite) by the time the budget was approved.

The ‘Option 4B Lite’ proposal included the projects shown below; however, bids for many of the initial projects came in over estimates, which impacted the SPR’s ability to fund all of the projects at the original cost of \$14.8 million. In addition, some of the projects that were not completed (driving range, cart paths) were expected to generate revenues to support the anticipated debt service needed to support all of the improvements. Delays in completing some of the projects also resulted in reduced revenues expected to be generated from completed projects. Finally, over \$600k in costs were generated from work on projects that were not completed.

Master Plan Option 4B “lite” Projects	Completed
Jackson Park	
New double deck driving range	Yes
Cart Paths	Yes
Cart Barn	No
Perimeter Trails	Yes
Jefferson Park	
New double deck driving range	Yes
Pave and complete cart paths	No
New clubhouse	Yes
Cart Barn	No
Perimeter trail	No
West Seattle	
Remodel cart barn	No
Pave and complete cart paths	No
New double deck driving range	No
Perimeter trails	No
Interbay	
Perimeter trails	No
2008 Cost (in millions)	\$14.8

Of the proposed Master Plan projects, West Seattle driving range was scheduled to be the first project constructed, based on its revenue generating potential and level of community support. Initially, there was strong community support that was based on the golfers’ expectation that a first class driving range could be placed on the vacant land between hole 9 and 35th Avenue SW. Unfortunately, the range would not fit in the available site space, and during the 2010 planning process a new location for the driving range at West Seattle was proposed. The new site was not well received by West Seattle golfers, and after listening to their concerns SPR cancelled the West Seattle driving range project in early 2011.

The remaining projects began in 2011, and during planning and design it became evident that the amounts allocated during the Master Plan Study to complete the projects were insufficient. Part of the reason for the shortfall was that the original estimates for these projects assumed other improvements, that were not in the Golf Master Plan, would be made to the courses prior to the Master Plan projects (e.g. making adjustments to existing golf holes or relocating holes entirely). Moreover, the project cost estimates in the Golf Master Plan proved to be consistently underestimated, prices in key materials increased more than expected, and the overall bidding climate worsened as the economy struggled to get back on its feet after the Great Recession.

These factors contributed to a series of project delays, revised borrowing/spending plans, and reallocations of the original \$14.8 million planned budget. Planned projects such as Jackson Park cart barn, Jefferson cart path paving, Jefferson cart barn, Jefferson perimeter trails, West Seattle cart barn, West Seattle perimeter trails, and Interbay perimeter trails were all deferred in order to focus on completing revenue producing projects.

The two major revenue generating projects (Jackson Driving Range, Jefferson Clubhouse/Driving Range) were both delayed in 2013 due to high construction bids.

Unfortunately, financial results from 2015 and year-end projections for 2016 have proven these projections incorrect.

3. Additional Issues Identified in Studies and Plans (Sources: 2009 Golf Master Plan, March 2017 Seattle Parks and Recreation Golf Budget Issue Paper, USGA Course Evaluations 2018)

- a. Parking** - Providing adequate and convenient parking is essential to the success of a golf course and/or driving range. Golfers almost universally travel in private vehicles as opposed to public transportation, walking, or bicycles due to the size and weight of required equipment (clubs, shoes, balls, etc.). Between 175 and 200 parking spots is usually considered adequate to support surge requirements during shotgun tournaments. As a general protocol the Master Plan does not increase the amount of parking pavement. Instead, the plan emphasizes opportunities for increasing the efficiency of existing parking lot layouts (Jackson Park) and/or managing available parking more effectively for golf course utilization (Jefferson Park). In some cases, a small amount of additional parking is also incorporated with new clubhouse options.

- b. ADA Accessibility** - Golf can be made accessible to players with disabilities when the correct facilities and equipment are provided. Each of Seattle's golf courses has one adaptive cart that can be rented by players with disabilities. Accessibility would be enhanced if driving ranges had a separate cart entrance that didn't require traveling through the clubhouse. Designating one of Seattle's courses as "best" for players with disabilities would also show an increased level of commitment to this portion of the golfing community while potentially attracting new golfers. Jefferson Park would be a good candidate due to its relatively even topography.

- c. Golf maintenance equipment is aging and outdated** - The golf program owns and maintains its own vehicles and equipment and is not able to fund the routine or planned replacement of vehicles and equipment. Since golf has not been able to contribute enough to the Golf Capital Reserve to fund equipment upgrades and/or replacements on a routine basis, the golf fleet is in poor shape with equipment failing on a regular basis.

- d. Irrigation** - West Seattle and Jefferson Park. Due to the required use of potable water at West Seattle and Jefferson Park, the cost of this needed resource has essentially doubled in the past decade. A strategy is needed to further manage overall water use and improve irrigation. Jackson Park also suffers from poor irrigation and lack of water during the hot summer months where it is restricted to use of water from Thornton Creek.

- e. Safety** - The overriding issue of safety at Jefferson Park should have the greatest attention for the municipal golf courses of Seattle at this time. There are also safety issues with maintenance buildings, the West Seattle Club House, parking security at Jackson Park, and pedestrian crossing of Beacon Avenue at Jefferson Park.

- f. Golf Hasn't Met its Capital Funding Obligation** - Golf has not been able to contribute excess revenues to the golf capital fund since 2012. With the many physical facilities and the general age of some of golf's assets, it can be expected that there will be some emergency expenses

each year. Therefore, on demand maintenance issues or capital improvements that could increase revenues present significant challenges. And often, they either go unfunded or require the reprioritization of Golf Master Plan funding which results in more delays and/or deferrals of planned projects. A good example of this problem is the netting pole failures at Interbay which will cost up to \$100,000 to repair. (Since the 2017 memo was written, the cost of pole replacement has increased.) Another capital expense which was deferred, but continues to be in the forefront, is the elimination of gas-powered golf carts for electric golf carts. This triggers a major capital improvement project due to the need of increased capacity for electricity.

G. Golf Course Management History

1915-1995

The Seattle Parks Department managed the Jefferson, Jackson, and West Seattle courses until the 1970s, when a concession contract was offered to run them. Under the concession contract, the concessionaire managed the business operations and SPR was responsible for maintenance and improvements. The concessionaire made money from the restaurants and received a percentage of the green fees. Joe Thiel was awarded the concession contract to run the public courses from 1978 until 1989. Greentrees managed the contract from 1989 through 1995 but struggled to make a profit.

1995-2005

In June 1995, following an extended public process, the City decided to contract with a not-for-profit corporation for operations of the courses, with maintenance provided by SPR. Municipal Golf of Seattle (MGS) was chosen as the operator and an agreement between the City and MGS was executed. Unfortunately, MGS was unable to successfully manage them, incurring approximately \$3,000,000 in debt before they were disbanded, and course operations reverted back to SPR in 2003. During this time, Premier Golf (Premier) temporarily took over the MGS contract from 2003 to 2005. That same year, after undergoing an RFP process, SPR and Premier entered into an initial five-year contract to continue running golf operations at all four sites with the grounds maintenance work performed by SPR golf employees. All four courses have been managed by Premier since 2005.

Premier's Executive Team is headquartered at Interbay. Seattle Parks makes up 33% of Premier's regional golf course operations (They operate a total of 12 courses in the region as of the publication of this report).

2006 - current

In 2006, a new financial management model was developed by SPR in response to two Statements of Legislative Intent (SLI). The first SLI was to prioritize golf capital needs; the second, to adopt financial policies related to the operation and maintenance of the golf facilities. The financial policies and 6-year plan were intended to be in effect from 2006 thru 2012. The City Council approved a list of prioritized capital investments and financial policies that required golf operations to pay 3.5% (changed to 5% beginning in 2009) of gross revenues to the Park Fund (10200) and any remaining revenues after expenses would be directed to a golf capital fund. Prior to the start of the Golf Master Plan, this model operated successfully through 2010 and generated a capital fund balance of over \$1.5 million dollars.

Chapter 3. Public Benefit Activities

The chart below shows the number of free and discounted rounds at each of the four Seattle golf courses. The number of free rounds exceeded 1,000 in 2017 while the number of discounted rounds neared 47,000.

Program	Interbay	Jackson Park	Jefferson Park	West Seattle	Total
Kids Play Free	-	570	-	498	1,068
Total FREE Play Rounds	-	570	-	498	1,068
Junior Rounds	1,510	3,805	1,947	587	7,849
High School Golfers	272	754	816	861	2,703
Senior Golfers	4,972	9,950	6,642	7,479	29,043
75 years and Older	326	3,286	2,286	973	6,871
Military and Disabled	268	141	70	53	532
Total Discounted Rounds	7,348	17,936	11,761	9,953	46,998

A. Health and Fitness

Golf is a healthy and active sport. Walking 18 holes is equal to a 5-mile walk or a 3.5 to 4-mile run and can burn up to 2,000 calories. Golfers exceed 10,000 steps in a typical round of golf which meets the recommended guidelines for daily exercise.

The European Union of Golf Course Architects compiled the following list of golf health benefits;

Heart health – any form of physical exercise helps get the blood pumping to your heart. Walking, carrying your bag and swinging all increase your heart rate and blood flow. Your risk of a stroke and diabetes are reduced, and there can be positive effects on reducing blood pressure and harmful cholesterol, especially if combined with a healthy diet and lifestyle. The Norwegian Golf Federation (NGF) found that during an 18-hole round, a player will have an average heart rate of 100 beats per minute, over a two to five hour period.

Brain stimulation – regular daily walking strengthens the brain’s memory circuits. Clive Ballard, director of research at the Alzheimer Society says: ‘Whether it is going for a jog or walking the golf course, keeping physically active is a great way to keep your heart and your brain healthy. By keeping active you make sure your brain has a good, strong blood supply, which is essential to help it function better now and in future.’

Weight loss – the golden number of steps per day needed for weight loss is 10,000. An 18-hole round easily exceeds this recommended number, especially when you walk and do not use a golf cart. The Norwegian Golf Federation (NGF) found that recent research projects (referring to those in Norway, Japan, Germany, the US and Sweden) revealed that a male golfer burns around 2,500 kCal during an 18-hole round, and female players burn approximately 1,500 kCal.

Reduces stress – the pleasure of walking in fresh air, socializing, with an added mental challenge means golf releases endorphins, the natural mood-enhancing chemicals in your brain, which make you happy and relaxed.

Improved sleep – exercise and fresh air are a powerful combination for improved sleep. Walking the course will give you a good workout. Regular exercise helps you fall asleep faster and remain in a deep sleep for longer. Sleep helps your muscles rest and repair.

Low injury – golf is a low-impact activity in the sense that one walks on a soft, gently rolling surface. More mature players find this attractive as they can burn calories with a low risk of injury.

Live longer – a Swedish study by the Karolinska Institute led by Professor Anders Ahlbom, found that golfers have a 40% lower death rate, which corresponds to a 5-year increase in life expectancy.

Additional health benefits include:

Exposure to the outdoors – The nature of playing golf on courses as large as 200 acres requires players to be outdoors. Basking in nature provides us many health benefits for our mind and body. Studies have shown that constant exposure to green areas relaxes the body, reduces stress, and can aid in alleviating anxiety. Furthermore, exposure to sunlight allows the body to soak up vitamin D from the sun, promoting bone growth in youth and reducing the risk of depression, heart disease, and certain cancers

Fosters relationships - Golf is a social sport. It can be a great way to keep in touch with friends, provide opportunities to meet new people, and help connect a community. Since golf is a game that is not as highly intense or competitive as soccer or basketball, there is plenty of down time and silence for interacting with fellow golfers. Studies have even shown that a great number of business deals are closed on the golf course!

Improves vision – Golfers learn to hone in on small targets from long distances and even when the ball is on the tee, prior to their swing, golfers are presented with the opportunity to evaluate the keenness of their vision while improving hand-eye coordination.

B. Golf is an Inclusive Activity

1. Handicap System for Scoring

Golf is an activity in which all age groups, men and women, and families can play together. It is a social activity taking place outdoors. The USGA handicap system was designed to make the game of golf more enjoyable by enabling players of differing abilities to compete on an equitable basis. The system provides a fair handicap for each player, regardless of ability, and adjusts a player's handicap index up or down as the player's game changes. Leighton Calkins developed the USGA handicap system. The principal feature was not only that the good player is handicapped because he is a good player, but the bad player is also handicapped because he is a bad player. The Ladies Golf Union (LGU) achieved early success in standardizing handicaps, largely due to the efforts of Issette Pearson. In the 1890s, she assigned course

ratings to member courses instead of relying on them to determine their own standards.

“No doubt it was uphill work at the start,” wrote Robert Browning in *A History of Golf*, “but within eight or ten years the LGU had done what the men had signally failed to do – established a system of handicapping that was reasonably reliable from club to club.

2. Women’s Clinics

Free Women’s Clinics provide an opportunity for a chance to get tips from a PGA or LPGA Professional Instructor. While these clinics are geared toward ladies, everyone is invited to participate. Throughout the year the four Seattle Courses hosted six Ladies Clinics with a total of 144 participants.

Ladies Day was a four-hour event hosted at Interbay with over 70 ladies in attendance. Various clinics were setup for everyone to get free tips from the pros, including: full swing, chipping, and putting. Everyone was given one (1) raffle ticket for each clinic they attended and a drawing for golf merchandise and prizes was held at the end of the event. Tee times were available if anyone wanted to try out their newly learned skills on the course.

On June 24th Jefferson Park hosted a Women’s Day. This was a free three hour event with over

50 ladies enjoying various activities including clinics with the pros.

These events draw a wide range of participants from those for whom this was the first time they have ever picked up a golf club to seasoned players looking to hone their techniques. Everyone has a great time and enjoys making new friends and learning new skills.

3. Physically Challenged

Interbay Junior Camp held its first camp with a hearing-impaired interpreter for one of our junior campers during 2017. Arrangements for an interpreter were handled by Premier and the City of Seattle at no additional cost to the family.

Fifteen members of the Seattle Sharks Special Olympics team spent every Tuesday for eight weeks at the Jackson Park Golf Course Range participating in free clinics, receiving golf tips, and hands-on practice with PGA Professional Golf Instructors, hitting balls, preparing for upcoming golf tournaments, and just having a great time on the Range.

Special Olympics is a global movement that unleashes the human spirit through the transformative power and joy of sports, every day around the world, empowering people with intellectual disabilities to become accepted and valued members of their communities, which leads to a more respectful and inclusive society for all. Using sports as the catalyst and programming around health and education, Special Olympics is fighting inactivity, injustice and intolerance. Founded in 1968 by Eunice Kennedy Shriver, the Special Olympics movement has grown to nearly 5 million athletes in 170 countries. Special Olympics deliver 32 Olympic- type sports and nearly 100,000 games and competitions throughout the year. Jackson Park Golf Course is proud to be a part of this special community.

4. Seniors

Another group that Premier engages through discount programs is seniors. Many of the seniors who visit the courses have played golf for a large part of their lives, while others have taken up golf as a sport they can enjoy alone or with a smaller group; a sport a bit less physically competitive than sports they played in their younger days. Discounting helps offset new financial challenges and allows continued participation in a sport they love as seniors move into retirement. Premier recognizes that it is important to keep this age group physically active and engaged in their community.

5. Military

Military and physically challenged golfers also have access to discounting providing them with an opportunity they might otherwise not be able to enjoy. In addition to offering discounting programs, Premier also works to ensure everyone has an opportunity to experience the game of golf.

6. Free Clinics

During 2017, Interbay Golf Center offered free adult clinics throughout the year. Clinics were held on 50 weekends with over 175 participants taking advantage of this opportunity. Clinics offer various tips from PGA professional instructors, including: full swing, chipping, pitching, and putting; participants have free access clubs and balls to use while attending clinics.

C. Outreach to Youth and Schools

Growing the game of golf in Seattle is very important to Premier as it not only helps to ensure the future of golf but engages youth in the game providing opportunities to grow and challenge themselves as well as compete with others. It is easy to see the diversity and wide range of the age groups participating through The First Tee of Greater Seattle, Drive-Chip-Putt, Youth on Course, as well as high school practice and matches. Over 11,600 kids and youth rounds were played during the year demonstrating the need for golf as another opportunity to participate in a sport geared toward individual achievement and personal growth.

1. The First Tee Program

The First Tee, started as a way to bring an affordable junior golf program to communities that did not have them, especially in economically disadvantaged areas. First Tee blends the rules of the game with life and leadership skills. First Tee promotes nine core values: honesty, integrity, sportsmanship, respect, confidence, responsibility, perseverance, courtesy, and judgement.

The First Tee of Greater Seattle has a mission to impact the lives of young people from all backgrounds by providing educational programs that build character, instill life-enhancing values and promote healthy choices through the game of golf. The First Tee partners with more than *200 public and parochial schools throughout King County* to bring the character education of The First Tee directly into the school day.

Through the program, more than 100,000 young people in the Greater Seattle area are learning core values like confidence, integrity, and respect through the game of golf at school. Girls Club seeks to

promote a positive environment for girls 7-18 years old to build healthy self-esteem while learning the game of golf. With the help of strong female coaches, mentors and role models, participants are safe to learn in a girl-friendly environment that promotes confidence in self-expression. On average girls are twice as likely to drop out of sports entirely by age 14.

First Tee Impact in 2017

- 1,815 youth at golf courses
- 100,000 youth in elementary schools
- 44% girls
- 59% non-Caucasian
- 2/3 of youth on scholarship
- 18 social service agency partners: Including but not limited to *Friends of Youth and El Puente* serving groups of Hispanic children currently in foster care. Their status in this country and futures are uncertain and First Tee provides positive caring figures in their lives teaching them skills to be successful and resilient people. *THS* is a partnership working with a group of children currently in counseling for mental health and substance use prevention. It also includes working with a youth and family homelessness prevention initiative.

Premier Golf works with The First Tee of Greater Seattle at all four Seattle golf courses. The First Tee offers an opportunity for youth to learn from PGA Professionals, certified instructors, and qualified coaches. First Tee uses golf skills to teach life-skills, self-management, and dealing with challenges.

Jefferson Park Golf Course hosts The First Tee of Greater Seattle office space which is used to coordinate efforts throughout the Greater Seattle Area, teach and train The First Tee participants, and to host awards ceremonies. Participants have access to the full facilities at all four Seattle Golf Courses including playing rounds on the course, hitting balls on the range, or hanging out in one of the cafes to enjoy a quick meal with their friends.

The First Tee of Greater Seattle has a strong presence at Jackson Park Golf course. In 2017, Bradley (17) and Haley Wong (15) were selected to play in the 2017 PURE Insurance Championship at Pebble Beach. Haley and Bradley both started with The First Tee of Greater Seattle when they were seven years old. They have grown up in the program and now serve as mentors and coaches to younger players. The Wongs were chosen through a highly competitive process that included a national panel of judges. Participants were selected based both on their playing ability and their ability to demonstrate leadership using The First Tee Nine Core Values.

2. Junior Clinics

Juniors have an opportunity to take advantage of free tips from the pros on 50 weekends throughout the year. One-hundred ninety-seven (197) juniors participated during 2017. Juniors are introduced to the game of golf and PGA professional instructors work with them to assess their skills and offer tips based on

their individual skill level. This is great chance for youth who have never played golf, even those who have never picked up a club, to try out a new game; clubs and balls are provided to participants free of charge.

3. Washington State Golf Association

Premier Golf and West Seattle Golf Course offered free membership to the Washington State Golf Association for 80 kids under the age of 18 during 2017. By supporting Junior Golf programs throughout Washington and Northern Idaho, the WSGA actively promotes and nurtures the future of the game by providing access, opportunity, and the sharing of information to the region's young golfers. For those who are embarking on a game that can be enjoyed for a lifetime, the WSGA will continue to adhere to one of its core values, that of "providing opportunities for all people interested in the game of golf."

4. Drive – Chip – Putt

Premier and Jackson Park recognize the importance of success by the youth community and provide various opportunities to help prepare them for local competitions enhancing their skills and broadening their opportunities. The Drive, Chip and Putt Prep Experience was one chance for participants ages 8 – 14 to receive instruction and prepare for an upcoming event. Areas were set up to get them ready to compete at one of four local Drive – Chip – Putt Qualifying events in the region.

5. Youth on Course

Youth on Course is a program allowing youth to play golf courses throughout the area for only \$5 per round. The four Seattle Golf Courses hosted a total of 822 *Youth on Course* rounds during the 2017 golf year: 135 at West Seattle, 452 at Interbay, 102 at Jefferson Park and 133 at Jackson Park. Premier is very excited to be a part of this program that not only helps to grow the game of golf, but also helps develop life skills that will help these youth grow into active and successful adults.

6. Free and Discounted Rounds

Premier has many programs in place to support the local community. Kids and youth can take advantage of several opportunities to play at free or discounted rates. These programs give them a chance to participate in an activity that they enjoy; one that will help them develop physical and life skills. For many of these youth, this is the only sport they choose to participate in; developing their golf skills gives them a sense of pride and accomplishment that they might otherwise not experience.

7. North Seattle College – Physics Department

North Seattle College offers a physics class that culminates with students building and test firing a trebuchet. Jackson Park Golf Course teamed up with the North Seattle College and was proud to host the event in 2017 providing students with golf balls and a great location to test their trebuchets. Sixteen students spent two hours test firing and logging information of their results.

D. Environmental Benefits

Golf courses provide ecological and economic benefits to local communities. They protect habitat for wildlife and plant species. The majority of facilities use natural resources efficiently, with less than 15 percent relying on municipal water supplies. Interbay Golf is currently taking steps to achieve certification with International Audubon. The program has 6 steps to achieve landscape pollination corridors by reducing product use and maintaining healthy open space. Greater detail about the program is in the Environmental Best Practices Section of this Study.

The industry goal is to show leadership and educate course managers and operators to continuously improve water conservation, water quality protection, energy savings, pollution reduction, and to provide ecological and economic benefits to local communities. This includes:

- Protecting habitat for wildlife and plant species.
- Using natural resources efficiently.
- Respecting land adjacent to golf properties.
- Supporting ongoing scientific research of eco-friendly solutions.

The golf industry's leading organization endorse the International Golf Federation's "Statement on Sustainability" to employ environmental best practices:

Safeguarding the environment is a top global priority. As a growing international sport, requiring significant land use, golf has a responsibility to embrace the principles and practice of sustainability. The International Golf Federation (IGF) and its member organizations recognize sustainability as a core priority, optimizing the playing quality of the golf course in harmony with the conservation of its natural environment under economically sound and socially responsible management.

The IGF and its member organizations will:

- Make sustainability a central pillar of our mission
- Expand awareness and encourage action among golfers and golf facilities
- Promote best practice to minimize our sport's consumption of non-renewable natural resources
- Assist golf facilities to incorporate sustainable principles, practices and technology into daily business decisions and operations
- Encourage golfers to embrace environmentally sound practice in course preparation
- Conduct high-profile golf events in an environmentally responsible manner
- Continue to work to raise the profile of our sport's progress and contribution to environmental issues
- Embrace measurement, target setting, transparency, and verification

Success in our joint efforts to promote a sustainable future for golf will deliver:

- for the game; improved financial performance and enhanced profile
- for the golfer; quality playing surfaces, value, challenges and rewarding experiences
- for the environment; conservation of resources and biodiversity enhancement
- for the community; employment, recreational green space and educational opportunities

E. Economic Benefits

Golf is a \$68.8 billion industry, supports two million jobs and provides \$55.6 billion in annual wage income. Of the nearly 15,200 golf courses in the U.S., more than 10,000 are available to the public. The game is affordable – the median green fee for 18 holes is \$37. In the State of Washington Direct, golf has an indirect & induced economic output of \$2.5 billion. The direct impact is \$1.2 billion and there are 29,318 total jobs.

F. Charitable Giving

Golf is a key driver of charitable giving in the U.S. In 2015 golf contributed \$373 billion, or 1% of all United States charitable giving. Almost all of these philanthropic contributions go to causes outside of the sport. Beneficiaries include health, youth, education, environmental and cultural groups nationally, regionally, and locally. According to a 2016 study conducted by the National Golf Foundation, golf as a fundraising vehicle includes an estimated:

- 12,700 golf facilities (84 percent of U.S. total, 8 percent increase from 2011)
- 143,000 events
- 12 million participants
- \$26,400 average per function

G. Public Benefits Reported by Premier in 2017 Annual Report

This list is representative and does not include all activities.

1. Interbay Golf Center

BBQ Jazz Night

Interbay Golf Center hosts a BBQ Jazz Night with seven events during the summer months. The entire community is invited to join Premier Golf at Interbay to enjoy a night of free live jazz music. The Interbay Cafe hosts a BBQ Buffet. Each week Interbay hosts different local jazz band typically playing to a packed house with 75 or more attendees each night. The audience sits either on the patio, on blankets thrown on the grass, or in folding chairs on the lawn.

Putts and Pints

Putts and Pints offers fun for non-golfers to get out and enjoy some time with friends on the mini golf course. Leagues play on their chosen night each week with the league winners playing a final competition at the end of season. Putts and Pints continues to be a huge success bringing a large number of people to Interbay who might not otherwise visit the course.

Glow Ball

During this event golfers are provided with a ball that glows in the dark and the course and cups are lit up with glow sticks. This event takes place in August as the season is in full swing and there is always much anticipation by both staff and golfers in preparation for the event.

Halloween Mini Golf

Interbay hosted its second Halloween mini-golf event. The fog machine was a big hit and added the perfect touch to the evening as the light wind blew the fog across the course. This is a popular family-oriented community event.

Top 50 Range Award

For the sixth (6th) year in a row, Interbay took honors as a Golf Range Association of America - Top 50 Ranges in the country in 2017.

2. Jackson Park Golf Course

Rock the Range

Jackson Park introduced Rock the Range in 2017. This event ran from Memorial Day through Labor Day every Thursday evening. PGA and LPGA instructors were on site to offer free golf tips and sign up guests for lessons. A variety of music selections was played throughout the summer. This event offered vendor exposure and our Food and Beverage department took advantage of the event to run specials and capture additional revenue.

League Play

Jackson Park fielded two (2) PGA Junior Golf League teams, the Jackson Park Spitfires and the Jackson Park Blue Angels, and one (1) team made the first round of playoffs.

Drive – Chip – Putt

Drive-Chip-Putt Prep Experience Finals! PGA Professionals Dan Harrington, Dave Boivin, and Nico Van Der Ven set up areas to get kids, ages 8 – 14, ready to compete at one of four local Drive-Chip-Putt qualifying events in the region.

Other Jackson Park Events

- May – Jackson Park played host once again to the High School Bi-District 1A & 1B Championship
- July – The first round of the Seattle Amateur was played at Jackson Park
- July – Jackson Park hosted the final round of the Seattle Cup where the Jackson Park team took home top honors as the victors
- August – Metro High School began practices and individual matches during the week carrying through early October

3. Jefferson Park Golf Course

View of the Blue Angels

Jefferson Park is a popular place to catch a glimpse of the US Navy's Blue Angels during practice and performances Friday, Saturday, and Sunday during Seafair.

Seattle Amateur

During the month of July Jefferson Park Golf Course hosted Round Two (2) of the Seattle Amateur.

Seattle Cup Regional Team at Jefferson Park

Jefferson Park hosted the annual Seattle Cup in August of 2017.

The First Tee of Greater Seattle

The First Tee of Greater Seattle plays an important role at Jefferson Park Golf Course. They have an office in the Clubhouse at Jefferson Park where they plan and execute events to get youth excited about the game of golf; the office is also used to host awards events.

4. West Seattle Golf Course

Wednesday Night League

The *Wednesday Night League* uses a block of tee times in the evening that traditionally went un-booked. A total of 313 additional rounds of golf were played contributing \$5,112 in additional Green Fees revenue, \$2,855 in Food and Beverage revenue, \$1,685 in Merchandise and most importantly the immeasurable goodwill and additional service provided to our affiliated club.

Seattle Amateur and West Seattle Amateur

West Seattle Golf Course hosted the *Seattle Amateur*. It was a super exciting finish with three golfers tied after 54 holes (Sean Packer, Drew McCullough and Kyle Cornett). Kyle Cornett eagled the third playoff hole to claim the title. The Course also hosted the *West Seattle Amateur* is a two day event with a huge field of 180 golfers.

Devil's Nas Saw

West Seattle Golf Course is the home of the world's scariest golf tournament as a Halloween theme. The course is set with some impossible hole locations and some unbelievable tees just to make sure everyone returns home with tears in their eyes.

Wine and Nine

This program uses a some tee times on Friday and Saturday nights that are normally empty. The 2017 program drew 174 golfers from May - August and created approximately \$3,675 in revenue.

H. Compatible Non-Golf Course Uses

Seattle's golf courses are open to the public for non-golf use for special events and on snow days. Below are a few examples.

1. NCAA Western Regional Cross Country Championship

The University of Washington cross country program hosted the 2017 NCAA West Regional in November 2017 at Jefferson Park Golf Course. Over thirty men's and women's cross country teams, every top squad in the West, were on hand to race for a spot on the starting line of the NCAA Championships. Women competed in a 6,000 meter race while the men's race covered 10,000 meters. Over 1,000 supporters and spectators were on hand to enjoy cheering for their favorite school. Entrance to watch the event was free of charge and attendees were able to enjoy a snack or lunch at the Beacon Hill Grill while they watched the races. This event is always a fun way to spend a fall day enjoying the beautiful weather and fresh air; the event brings many non-golfers from communities throughout the Northwest to enjoy the course for the day. Seattle University also used golf facilities for the Western Athletic Conference cross-country meet.

2. Snow Days – Sledding and Skiing

During the winter when the course is covered in snow, fairways at all four courses are opened to the public for sledding and skiing. Access is free to the public. The cafes are open so that everyone can stop in and warm up with a cup of hot chocolate or take a break and grab a snack or some lunch. Pro shops are also open.

3. SeaFair Activities

Jefferson Park Golf Course offers great views of the United States Navy's Blue Angels during both practice and performances on Friday, Saturday and Sunday during SeaFair. Whether on the patio, the balcony, or the range visitors, to Jefferson Park are treated to flyovers and great views throughout SeaFair. Many area neighborhoods host events during SeaFair; Jackson Park Golf Course provides the Ballard SeaFair Event with two (2) golf carts at no cost for use during their event.

4. Jackson Park and Jefferson Park Perimeter Trails

The Jackson Park Perimeter Trail skirts along the edge of the Jackson Park Golf Course. The Trail, which is free of charge and open to the public, is 2.2 miles long with diverse terrain including a few rather steep sections that are not suitable for wheeled vehicles but will help those on foot to get their heart pumping. The trail is home to a variety of wildlife including over 50 different bird species. Monthly work parties are held to pick up litter, remove invasive vegetation, plant native plants, and rebuild weather and wear-damaged sections. Jackson Park Golf Course serves as a landing point to all volunteers during monthly work parties; providing access to food, restrooms and a place to rest. Throughout the year 24 or more volunteers join together each month to help maintain the beautiful Jackson Park Perimeter Trail for the entire community to enjoy. In addition to monthly work parties, during 2017, Jackson Park Golf Course hosted a Friends of the Trail Open House where guests were invited to take a tour of the facilities, grab a snack in the cafe, hit a few balls on the range, and even pick up a few free golf tips from a professional golf instructor. Twenty-eight guests took advantage of this opportunity to learn what's going on at Jackson Park Golf Course and the adjacent trail.

Chapter 4. Public Perceptions

Cocker Fennessy (CoFen) interviewed individuals to inform the development of a strategic business plan for the City of Seattle Parks and Recreation Department's Public Golf Program. The consulting team reviewed a list of potential interviewees with SPR staff and additional people were interviewed at the request of SPR staff. The process started by interviewing people who have strong knowledge of the program (staff, former staff and those working closely with the program). As the process continued, we reached out to people with more specialized knowledge or unique perspectives about the public golf program. Illustrative quotes are provided in italics. The majority of people interviewed are golfers and golf course users. The comments recorded are not necessarily accurate facts but are perceptions.

This report summarizes findings from the following interviews:

1. **Traci Ratzliff**, City of Seattle, Legislative Analyst and public course user
2. **Paul Wilkinson**, City of Seattle (retired), former program director
3. **Heidi Wills**, First Tee (former)
4. **Gene Duvernoy**, Forterra (former)
5. **David Hundley**, Louis Dreyfus Company, member and former board of Fir State Golf Club
6. **Tara Davis and George Foster**, Seattle Public Schools, manage SPS golf program
7. **Jordan Royer**, Pacific Merchant Shipping Association, public course user
8. **Thatcher Bailey**, Seattle Parks Foundation
9. **Premier Golf LLC staff**
10. **J. Burke Shethar**, golfer
11. **Jay Turner**, golfer
12. **Bob Chamberlain**, golfer
13. **Ken Bounds**, former Parks Superintendent
14. **Susanne Rockwell**, SPR, 2009 Golf Master plan project lead
15. **Helen Landicho**, golfer
16. **Margaret Anthony**, golfer
17. **Bob Maddox**, (retired) Jackson Golf Course Superintendent
18. **Larry Glaser**, Jefferson Golf Course Superintendent
19. **Rocky Tharp**, West Seattle Golf Course Superintendent
20. **Greg Van Hollebeke**, at time of interview Interbay Golf Course Superintendent
21. **Colin Gants**, PGA Head Professional, West Seattle Golf Course

An initial interview with Bill Schickler was largely focused on providing context, historical information about Premier and setting the stage to gather information that is being used for other components of the study. The study team conducted additional interviews of city staff, Premier staff, and golfers to gather information about course condition, maintenance, equipment, capital projects, and management practices.

A. Public Value/Purpose

Seattle's municipal golf courses give people — regardless of background, income or skill — the opportunity to play golf.

- *These are public and open to anyone. You can go regardless of skill, regardless of how much money you make, and who your family is. Best thing about them is being able to play at any time. And there are a number of them. There are four great opportunities.*
- *Inner city kids don't have the opportunity to go to country clubs to learn about golf.*
- *It benefits people who cannot afford a private golf course membership.*
- *Each public school builds rapport with the golf course that's closest to them. They work with the teaching pros and the guys behind the counters. We create an equitable playing field.*
- *I've played on Seattle courses since I was a kid and was reintroduced as an adult. I can't play basketball anymore. Lots of guys my age end up transitioning to golf. People think it's elitist, but it's the opposite... It democratizes golf.*
- *Without this asset, a lot of people wouldn't have access.*
- *Jefferson Park is the home course (to Fir State Golf Club). It's a community hang out.*
- *People of all ages and abilities can play golf. What other sport is like this?*
- *Skill and experience take precedence over youth and power. It's fairly unique in appeal to families. Grandmas and children can play together.*

Seattle's public golf courses provide benefits beyond the game of golf.

- *The merits of golf are pretty clear. It teaches patience, emotional strength, tough-mindedness, and concentration. Then all the physical skills, exercise and relaxation.*
- *Golf is really important to schools – colleges and high schools. They are places to field golf teams. There are several programs (like First Tee) that teach better values through learning about golf. You learn how to treat people better.*
- *It provides open space for surrounding neighborhoods and for people to walk around and near it.*
- *It's like a community center. Golf has a recreational and social value that is unmatched. When I first started, I'd get teamed up with people I didn't know. At the end of 3 ½ hours, I'd shake their hand and know something about them and we'd probably make plans to play with them again. You really meet the community.*
- *We had a kid named Steve who came to us pretty lost. Single mom. Living between Tacoma and Seattle depending on where he could sleep. Had a coach who paid attention to him. He helped him get to class. Got a college scholarship from us. Went to college, got a degree in business. He ended up working for the state. His younger brother who has learning disabilities now spends a lot of time at Jefferson Park. Steve tells everyone he wouldn't be the person he is without golf and without First Tee.*
- *John was born with a brain tumor. His Mom called me one day to tell me his story. Because he had a brain tumor his body is a little misshapen. He couldn't play sports, except for golf. His second season, he got a hole in one on a par 3. That increased his self-esteem so much. Mom*

called to tell us how it changed him. He achieved something no one can take away from him. You know kids can tease, but they can't take this away. It meant so much for him.

- *People are never against open space. People value it... It defines your experience in a city. People have really strong emotional connections to open space and green space.*
- *It's good to have an area/activity where people aren't on their phones! Golf teaches manners and ethics.*

Golf is misunderstood.

- *The attitude toward and value of golf in the city needs to change. This isn't the first time this conversation has happened. Back in 2002 people were trying to siphon away for other uses. They talked about golf as elitist. Affordable housing was seen as more of a priority and there were questions about management. But it's part of the public interest to offer this opportunity. Courses have an important role in the community. It's a place of gathering where people at any age or ability can play.*
- *People perceive golf as elite, but public golf isn't. Jefferson is very diverse. It's an important neighborhood place... Public courses were created so people who didn't have enough money to play at private clubs could still practice and play. Public courses provide access to the common person. Jefferson has the first African American club in the west coast. Then founded the first Asian American club.*
- *There are lots of misperceptions about golf. People don't realize the other activities that take place like BBQ jazz, sledding, events, etc.*
- *I have met the most diverse and talented people through this organization (golf club). They are kind and generous. They help each other, and they help the community. No one trumpets the achievements. We don't have a press agent and we don't tell stories about how much we're donating. People have misperceptions about (golf) being snotty or overly competitive.*
- *Interest isn't declining. It's just not true. I've experienced a growing number of golfers. Tiger Woods was a HUGE influence. Lots of young men were inspired by him. I think those looking on the outside, who have no interest (say this). But let's not take it away from everyone else.*

Expanding access and creating new opportunities to experience golf and Seattle's public golf facilities is desired.

- *I don't think the general community has an appreciation. If you don't golf, you won't see these places or know how lovely they are. Their value as open space and habitat is unappreciated.*
- *I like the solution of opening them up to the general public at certain intervals, at certain times to build appreciation and support. But I'm not sure the operator would support this.*
- *It's wise to support First Tee and other youth programs, like Bogey Bear. I think kids are more interested than they have been.*
- *I think if you opened courses up so people could see them, they'd like to preserve them and keep them as golf courses. I think Saint Andrews does this.*
- *Things like the trail around Jackson is a good example, but it's not heavily used.*
- *The loss of Riverbend in Kent is a big problem. The public lost an asset. It's a forever decision. Now lack a Par 3, which is important for teaching.*

Decision makers don't know much about Seattle's municipal courses.

- *You need to get decision makers to see the facilities – take them to Jefferson. They need to play the game.*

Current Situation & Contributing Factors

The golf program isn't meeting revenue expectations.

- *If nothing changes, there is going to be a problem around costs. I think Council could instinctively say to shut one or more down.*
- *Debt is a big factor. Golf wasn't able to meet its debt service. There have been false starts and escalating construction costs.*
- *Inability to construct a driving range in West Seattle was a problem and limits revenue.*
- *We may need to go back to a different allocation of money to operating fund.*

Planning, revenue projections and implementation of the master plan have contributed to current problems.

- *The master plan was a failure. The idea that revenue would be generated by things that were yet to be built was a problem. Also, while driving ranges can make money, not all ranges will make the money that Interbay does. Jackson doesn't have the street presence or density.*
- *The master plan is over budget and there are lots of delays. Spent \$600k on canceled projects – the West Seattle range is a major contributor to the problem.*
- *There's a lack of priority and risk that hasn't been built into the model and projections. There are good competitors in the market.*
- *Master plan only completed 6 out of 12 projects. Weren't good at estimating costs.*

Rising expenses are a major challenge.

- *Most large cities are grappling with expenses on public courses. The expense to cities has crept up.*
- *Jefferson pays \$178,000 for water, sewer, and solid waste (County tax). Then there's the water itself – irrigation and potable water. This is around a half a million in water costs.*
- *Many/most cities exempt public courses from surface water management fees.*
- *Labor costs (maintenance) need to be considered.*
- *I would think that labor costs here vs other public courses are costly.*

The drive for profit limits activities that increase access.

- *I think they've tried to change this into a profit machine. They're trying to sell things and make money... The pros used to let kids play (when tee times slowed down). They'd teach kids to be respectful. They'd ask kids to look out for issues. That culture is missing... Pros have said things like he didn't like the putting green because it doesn't make him any money.*
- *Golf is in a similar situation as the Seattle Center. There's a revenue-generating goal that may be in conflict with the usage goals. I wish there was a different way to ask the question about revenue vs access. It's important to think about how you explain this to City Council.*

Golf doesn't get much attention within the City or Parks Department.

- *As long as the golf program was doing well, no one paid attention. As a result, when attention should have been paid, it didn't happen. Without a larger presence politically, it will be a thorn that sticks you periodically. It needs some face time. There could be risk in raising attention, but we can't have status quo. There has to be more money.*
- *We need to better understand the business of golf...(but) I am afraid that we may stir people up.*
- *Golf only gets attention when there is a problem.*

Some raised issues about specific maintenance issues, but we also heard that the City maintains courses well. Maintenance responsibilities, management and costs are issues that should be further explored.

- *Definitely maintained well. No concerns. Compared to other public courses, they are very well maintained.*
- *No issues with conditions or management. You can't do better. They all seem to be maintained well. The kids love it.*
- *Not great for high-level golfers, but for a wider range. Good value for the money. A good golf experience.*
- *It's important to talk about who does maintenance. Also, there's a connection between maintenance and utility costs. Utility costs are a big issue.*
- *There's a lack of communications and control of maintenance issues.*
- *Jefferson driving range had issues with design, poles that obstruct swing. Interbay has an ongoing netting issue that Premier keeps begging for money to fix.*

B. Opportunities and Challenges

Key decisions and challenges are on the horizon.

- *Key decisions are on the horizon: budget, master plan, financial policies, procurement of operator.*
- *Debt is a big factor. You have to have revenue to deal with it. The best way is to allow revenue to be generated.*

- *Weather is a big one. Are we going to have new bad patterns? This has a huge impact on programs.*
- *There needs to be some additional money, a public source of some form. To do this, you have to have public access. I think it's a fair trade-off.*
- *How (do you) keep the rounds affordable for the user groups but solve the economic problem? Is there a way to increase the array of benefits for a broader user base?*

Several interviewees questioned the golf program's financial mandate.

- *You can't measure Parks' success by money. It's about rest, relaxation, where this can happen, and what is the access is to the recreation?*
- *Why should golf be revenue-neutral. It's a social construct? Why don't we make all park users pay? Don't you think it's in the public interest to have public courses with user fees? Isn't it a benefit to have these assets for the city? I want to blow up this construct.*
- *You have to look at Parks' philosophy about recreation... Their mission is partially recreation. What's included? Why is golf held to a different standard?*
- *You can't just look at this as a financial exercise...You have to protect the asset, maintain the integrity of the golf course itself.*

Opportunities exist to increase appreciation for golf/golf courses as a public good and increase access to this good.

- *I have always wanted to have more access...maybe opening up days... I would like the courses to matter to everyone. They should be opened-up, so a broader community can see what they are. At the same time, I don't think they shouldn't be golf courses. They are highly designed, landscaped areas. They are beautiful because they are golf courses.*
- *It's important to think creatively about options, like additional access, but we need to balance other goals and expense. You can't close a golf course on an August weekend!*
- *I think Foot Golf is a great idea – it's well accommodated and it brings new people to the course. I love it. I think more can be done with night golf and golf glow balls. We should think outside the box.*
- *I did a study (when Interbay was getting started). Municipal courses were partnering with entertainment groups. (Maplewood – Renton's Municipal Course) built a new building. They have a huge restaurant. They have a big buffet lunch filled with families and they stay open later in the winter. It was a new trend. I think the City missed its opportunity to do this.*
- *Might be interesting to get city and county employees more involved. Or you could have neighborhood-based teams.*

Interviewees had diverse ideas about the future of Seattle's municipal courses.

- *I would talk to some landscape architects and ask them to consider what to do at Jefferson (within some constraints) and goals. For what would they do if the golf course stayed and if it went away. Maybe have a hack-a-thon with landscape architects without building expectations going forward.*

- *You can't take part of a course away. Look at Tall Chief, near Carnation. They took part away. It's hard unless you designed it initially... Your first objective should be to get people in the door.*
- *The problem is there are only 4! There aren't enough for the size of the population. There's only 3 driving ranges. We certainly can't lose the facilities we have. It's too bad West Seattle wouldn't agree to a driving range. I love the investment in Jefferson Park.*
- *I'm very concerned if they take away parts of courses. If they take away anything at Jefferson, that's going to really hurt all these schools. We'd end up having to go to Newcastle – which is way too expensive. We can't go to West Seattle because there's no driving range. We're providing education-based recreational opportunities. If we take something away, we're going to reduce kids who are participating. This decreases kids' purpose. It's important to expand access. This is about saving lives.*
- *At Jefferson – you have golf, frisbee golf and kickball golf, driving range, and lawn bowling, at the end of the driving range, basketball, tennis and community center. You can play multiple sports on those fields. If you want to expand like this, this would be a plus. It would be a multi-use facility, like Jefferson has.*
- *The courses are set up for 18 holes, so if you take something away you may be cutting off your nose to spite your face.*
- *Politically, I think you don't want to close courses. If nothing else, it's a land bank. Don't immediately turn into something that's irreversible. The analysis should look at needs in the area and what are the opportunities. Seems like the best solution is more usage, not more compensated usage.*

Caution was raised about outreach and balancing opinions.

- *Everyone has an opinion and it's usually pretty narrowly focused. There are few who think about golf from a broad perspective.*
- *Golfers are cranky. They get hung up on configuration on a specific hole. Or a tree.*

Hopes for the project were shared.

- *We have a chance now to do things better... A solid and honest description of challenges is needed. Everyone needs to own their part of the problem.*
- *Would be interesting to do a timeline of events, weather and revenue trends.*
- *(City) needs a better understanding of the business of golf. Parks doesn't hear issues or have the money to deal with them.*
- *Need to improve collaboration and communication between Premier and Parks.*
- *Our current city is ever densifying; it's important to have open space. If we don't take that seriously, we're going to morph from having a housing crisis to having an open space complex. There's a Tukwila affordable housing community where kids are playing soccer in the hall. They don't have the open space they need.*
- *Don't underestimate the power of giving recreation providers or youth leaders resources. Bring kids to the table and ask them how they would use the space. Rethink these things with the people who will be around in 20 years.*

Chapter 5. Best Practices

A. Public Access

Europe, Great Britain, and Scotland provide some of the best examples of multifunctional uses at golf courses. Nordic and Dutch golf course case studies show that a multifunctional approach can be profitable for golf clubs. It can provide opportunities for alternative streams of income and build a better foundation for the club in the local community through work in the environment and sustainable development. It can also provide opportunities for better cooperation and in many cases cost sharing with authorities, environmental and outdoor recreation organizations and other sports associations, a better public profile and stronger political support. More efficient use of land through multifunctionality can also be a necessary condition for extension of leases and securing land use for golf.

A project by the Scandinavian Turfgrass and Environment Research Foundation (STERF) with the support of the Nordic Council of Ministers in 2010-2011 identified and described examples of multifunctional activities at seven Nordic and one Dutch golf course. These examples show that a multifunctional golf course can provide opportunities to develop a range of services that are in demand by society, for example increasing biological diversity, conserving nature and culture values and making them available to the public and creating areas for recreation and outdoor activities for a number of groups other than golf players. The study also showed that cooperation is a critical factor for achieving multifunctionality. Other results show that a multifunctional approach can be profitable for golf clubs while also strengthening their place and benefit in society through work on the environment and sustainable development.

A key finding in their study is that it may not be possible for all activities on a multifunctional golf course to occur simultaneously. They may be of a seasonal nature or occur at different times of the day. It is important to study how various activities on golf courses can be adapted in time.

The STERF study provides a practical approach to engaging with stakeholders and balancing multiple objectives in the use of the public land.

The Old Course at St Andrews Scotland is an example of a revered course being made available to non-golfers. This New York Times article provides a description of the practice. [St Andrews Old Course Public Access](#).

Another consideration for public access is safety and protection of the specialized golf facilities such as greens, tee-boxes, and bunkers. There are some best practices for integrating trails with golf courses.

Study on Trails and Golf Courses: Best Practices on Design and Management, 2005. Alta Planning and Design Abstract:

This study provides best practices on design and management of trails at golf courses. Golf courses, with their large expanses of ‘undeveloped’ land, can appear to be a tempting place to locate a trail or bikeway in a community seeking to overcome gaps in their trail system. The golf course industry has been resistant to allowing increased public access for several reasons, including privacy, security, safety, liability, and impacts on golf operations. At the same time, trails

and golf courses do co-exist around the country with few reported problems. The conclusion of this report is that in some locations, a trail or bikeway may be able to co-exist with a golf course as long as some basic design, operations, and management techniques are employed. A checklist of considerations is included in the study.

The closure of the golf courses to golfers does result in a loss of revenue from green fees and associated food, beverage and pro shop sales. The City will need to consider how it wants to balance public access to non-golfers with revenue goals for golf to be self-sustaining.

Premier currently makes the courses available for a variety of non-golf events which are described in the public benefits section of this report.

B. Environmental

In the mid-1990's officials of leading conservation and golf organizations joined in a collaborative effort to improve environmental practices on golf courses. Representatives of the USGA and National Fish and Wildlife Foundation launched a partnership through the Wildlife Links Program. They met in 1997 to discuss ways to integrate wildlife conservation into golf courses. The USGA's Green Section undertook initiatives to examine golf's impact on the environment and it joined with the Audubon Society to formulate a cooperative effort called the Audubon Cooperative Sanctuary Program for Golf Courses. The Audubon's International Signature program devised a certification process that works with golf course developers to integrate environmentally sound practices into the design and construction of courses. Steps include protecting top soil against erosion from water and wind, maintaining open space, restoring damaged areas such as landfills, cooling surrounding landscapes, reducing pollution, decreasing noxious pests and allergy-related pollen, and enhancing human health through exercise.

The **Audubon Cooperative Sanctuary Program for Golf** is an award-winning education and certification program that helps golf courses protect our environment and preserve the natural heritage of the game of golf. By helping people enhance the valuable natural areas and wildlife habitats that golf courses provide, improve efficiency, and minimize potentially harmful impacts of golf course operations, the program serves an important environmental role worldwide. Audubon International has developed *Standard Environmental Management Practices* that are generally applicable to all golf courses. These standards form the basis for ACSP for Golf certification guidelines. Some of the program components include:

Environmental Planning

Evaluation and planning helps course managers to balance the demands of golf with their responsibility to the natural environment. An initial site assessment and environmental plan, followed by yearly review and goal setting, helps golf course superintendents and others to responsibly care for the land, water, wildlife, and natural resources upon which the course is sustained.

Wildlife and Habitat Management and Enhancements

Implementing environmental management practices enhances existing natural habitats and landscaping on the golf course to promote wildlife and biodiversity conservation. The great

variation in golf course location, size, and layout, as well as special wildlife species and habitat considerations, must be accounted for when planning and implementing appropriate practices. Maintain natural wildlife habitat in at least 50% of all minimally used portions of the property. Connect small and large natural areas as much as possible to improve wildlife movement throughout the golf course and from the course to neighboring natural areas. For instance, connect woods, meadows, stream corridors, and ponds with corridors of natural vegetation.

Chemical Use Reduction and Safety

Golf courses must employ best management practices and integrated pest management techniques to ensure safe storage, application, and handling of chemicals and reduce actual and potential environmental contamination associated with chemical use.

Communication and Education

Train and encourage continuing education for maintenance staff, including state/provincial licensing, professional association training, and IPM certification. If applicable, provide non-English speaking employees with training in their native languages.

Communicate with employees and clientele regarding the IPM program to maintain a dialogue regarding thresholds, epidemics, and control measures in relation to environmental quality.

Communicate with the green committee, club manager, and club pro, as appropriate; to coordinate and assure support for needed golf maintenance activities.

Water Conservation and Water Quality Monitoring

Water conservation on the golf course involves maintaining irrigation equipment to maximize efficiency and minimize waste, as well as employing water conserving irrigation practices.

Some jurisdictions like Stowe Golf Course in Vermont have adopted Environmental Charters to make commitment to environmental sustainability.

C. Asset Management Plans and Golf Course Maintenance Specifications

In British Columbia, the Office of the Auditor General for Local Government (AGLG) was created to carry out performance audits of local government operations and provide local governments with useful information and advice. The AGLG has published guidelines to help local government fulfill their responsibilities for how well they take care of public assets and achieve value for money in their operations. Their booklet on asset management is a valuable resource for elected officials and staff.

The City of San Diego provides a good example of a City policy for establishing asset management plans to maintain infrastructure and identify capital needs. The San Diego policy includes all City Departments and golf courses are included as a subset within their Parks and Recreation Department.

The United States Golf Association (USGA) and the Golf Course Superintendents Association of America (GCSAA) have established an online resource that provides for the development of golf course Best Management Practices (BMP) programs for golf facilities. GCSAA-affiliated chapters in Florida, Georgia, Michigan, New York,

Oregon, and Virginia have been actively engaged and provide excellent examples, demonstrating the success and importance of developing BMP programs. According to the USGA and the GCSAA:

BMP programs help superintendents manage golf facilities in an efficient manner while providing quality playing surfaces and protecting the environment. They also enable the golf course facility to operate where regulatory pressures exist, and they offer the industry a significant platform for advocacy, education, recognition, and demonstration of professional land management.

The GCSAA gathers information annually to study expenditures and budgeting for golf course maintenance and operations. Their data includes private, privately-owned public, and municipal golf courses. The data is also available regionally as benchmarks against peer entities.

The contract between SPR and Premier includes a set of maintenance specifications. Such standards have been a part of the agreement between Seattle and concessionaires since 1995. Each course has a set of maintenance standards guidelines.

SPR is currently responsible for providing the following level of maintenance:

1. General Turf Mowing - As needed to ensure healthy turf stands of appropriate heights, which ensure optimal playability under United States Golf Association (USGA) guidelines. Implement alternating mowing patterns to offset the impact of the mowing equipment and improve the uniformity of the area.
2. Putting Green Maintenance (including collars) - Utilizing mowing equipment which meet industry standards for putting green mowing, and equipped with grooming devices, mow putting greens to a height of cut so as to provide for a Stimpmeter reading, during the growing season. Frequency as needed to maintain a healthy uniform turf surface, within acceptable industry standards and USGA recommendations, from green to green.
3. Tees, Fairways, Roughs, Practice areas and Miscellaneous Turf Areas - Using the appropriate mowing equipment, mow tee boxes and fairways areas to a height consistent within acceptable industry standards, USGA recommendations, and recommendations for the Pacific Northwest.
4. Irrigation - Application of water is dependent on rainfall and must be matched with penetration rate so that excessive leaching or run-off is avoided, and enough water is applied to the turf surface to sustain a healthy viable turf stand with a consistent and uniform appearance. Provide hand-watering of stressed areas on greens and greens surrounds during June-August. Responsible for the maintenance, repair, and replacement of all irrigation system components, including but not limited to, laterals, main lines, valves, heads, weather station, and controllers. All irrigation heads shall be adjusted to grade when they drop to 1" below grade.
5. Irrigation Schedules - Utilize existing pump system equipment and establish all water distribution schedules for balanced flow and pressure relationships. Responsible for annual tune-ups, including V.F.D. panels and controls, motor pumps, filters, etc.

6. Integrated Pest Management Program (IPM) - Responsible for developing and monitoring a comprehensive IPM program, which shall include disease/pest control and cultural remedies for agronomic and horticultural issues as needed. Chemicals including but not exclusive to, pesticides, insecticides, herbicides, fungicides, wetting agents, and growth regulators, shall be applied as needed when disease, pest, or weed thresholds become damaging and affect the level of play on the course. All applications shall be consistent with the IPM program required and approved by the City. All applications must be consistent with all local state and federal regulations and manufacturers' specifications. Copies of Washington State Pesticide application reports will be submitted to the City designee.
7. Over-seeding - To ensure uniform stands of turf, free of disease and pests, on all putting greens, tees, fairways, roughs, practice areas, and any other surfaces consisting of turf grasses. Seed must meet local regional and industry standards and USGA recommendations, as pertains to species and seeding rates.
8. Aerification and Verticutting - Verticut and or aerate turf areas on putting greens, tees, fairways, roughs, practice areas, and heavy wear areas with the appropriate equipment, at depths which avoid damage to the root system, removing all clippings, and core material as needed to maintain a healthy uniform turf surface, with minimal thatch, within acceptable industry standards and USGA recommendations. Following aerification, remove excess material and fill holes completely with sand. Sand particle size to meet USGA specifications. (See Top Dressing)
9. Top Dressing - Light application top dress maintenance of putting greens, fairways, tees, roughs, practice areas, and heavy wear areas, during the growing season to aid in thatch decomposition and smooth playing surfaces. Following aerification, fill at least 90% of the holes completely and remove excess material from the green. Sand particle size to meet USGA Specifications.
10. Soil Testing – Annual soil tests which appropriately reflect the variety of soil profiles throughout the tees, greens, and fairways. A copy of the testing to be submitted to the City designee. Results are to be used to review maintenance performance and form recommendations for variations in fertilization and soil PH. Testing sites to be mutually agreed upon by golf course operator and City designee with a minimum of 20 sub-samples of a representative area to be pooled, mixed, and sampled for testing.
11. USGA Turf Audit - Biannual half day inspection of the golf course by a certified USGA inspector. A copy of the testing to be submitted to the City designee. Results are to ensure maintenance performance to industry standards and form recommendations for improvements and modifications.
12. Soil Amendments - Application of soil amendments such as lime, etc., per soil test recommendations, and industry standards and USGA recommendations.
13. Fertilization - Applications of complete, approved, N-P-K fertilizer with trace minerals at calibrated rates consistent with USGA and industry standards, to all turf areas within the leased property, as required to maintain the health and vigor of the turf stand, and create a uniform playing surface throughout the golf course.

14. Sand Bunkers - Maintained in a weed free condition, properly edged, and with a firm uniform surface, and sufficient drainage to prevent water buildup. Maintain sufficient sand to ensure good playability, replace sand as needed. Sand particle size to meet USGA Specifications.
15. Putting Green Cup Relocation - Cup location on putting greens is never to be less than five paces from the edge of the green. Rotate cups to distribute wear and tear over entire green surface. Applies to all putting surfaces.
16. Putting Green Rolling (including collars) - Roll greens on all 18 holes and practice green as needed to maintain a uniform playing surface comparable to industry standards and USGA recommendations.
17. Tee Box Markers - Relocate tee box markers and fill divots so as to distribute wear and tear and maintain a uniform playing surface.
18. Leaf and Debris Removal - All maintained turf areas to be kept clean and free of leaf and debris. All leaves and debris to be disposed of by composting on site. All branches and woody material will be chipped or hauled off-site for disposal.
19. Water Hazards (ponds and streams) - Maintain in a natural state free of noxious or invasive weeds. Apply herbicides as needed to control invasive species. Copies of Washington State Pesticide application reports to be submitted to the City designee.
20. Drainage Systems - Responsible for maintenance, repair, and replacement for all drainage systems within the specified lease property, including but not limited to, all drain lines, catch basins, grates, natural ditch drain waterways, culverts, etc. Drainage systems to be maintained so as to provide adequate drainage, and runoff management throughout the golf course, required to maintain a playable surface throughout the year.
21. Building Maintenance - All buildings and facilities shall be maintained in clean and debris-free state. Activities include sweeping, cleaning and application of disinfectant to toilet bowls, sinks, fixture surfaces, walls and floors. Disposable items to be refilled and replenished as needed to maintain consistent supply during public use.
22. Hard Surface Maintenance - Includes all concrete, asphalt, wood, and gravel surfaces, paths roads, and stairways within golf course. Maintain all surfaces in a safe, debris-free condition. Repair or replace any and all defects, so as to provide for a safe and uniform surface. Apply approved gravel as needed to all gravel surfaces and also any pesticides necessary to maintain gravel in a weed-free condition with a uniform surface.
23. Accessories - All golf course accessories defined as including but not limited to, all benches, trash cans, hole markers, cleaning stations, driving range nets, rugs, tee markers, cups, flags, drinking fountains, etc. Responsible for providing adequate accessories for the public, and maintaining, repairing, or replacing, said accessories.

24. Tree and Shrub Maintenance - Responsible for the maintenance, of all shrubs, shrub beds and trees within the golf course. All trees and landscaping beds to be maintained in a weed- and debris-free condition using standard horticultural practices to maintain and clear pedestrian and vehicle clearance. All debris will be composted, chipped, or removed from golf course. Remove and/or replace damaged or dead shrubs, as necessary to maintain plant populations within the shrub beds to their intended design. All tree and brush removals must be reviewed and approved by the City designee prior to initiation of work. Approval will be based on the benefit to the safety and playability of the golf course. Any and all tree maintenance must adhere to the guidelines and practices of the International Society of Arboriculture, local, state, and federal regulations and laws.

D. Innovation in Operations, Marketing, and Course Maintenance

SPR and Premier Golf have instituted many innovations such as dynamic pricing, events to attract new players, families, women, and technology to name just a few examples. Below is a list compiled by Golf Inc. of innovations internationally at both public and private clubs to enhance the golf experience. The purpose of including this section is to illustrate innovations in the field of golf and also to acknowledge that Premier Golf and SPR course superintendents are themselves championing many of these innovations.

1. Operations

Excerpts from Golf Inc. Magazine article on top innovations in golf.

Fast Play Friday. With the golf industry struggling for some time with slow play, Fast Play Friday was not only successful in keeping rounds under four hours; it changed the culture of Deer Run Golf Club in Victoria, Minnesota with four-hour rounds becoming the norm every day of the week – even Sunday afternoons. The General Manager and head PGA [professional Tom Abts says, “Golf is a timeless game, not a fad. Fast Play Friday just brought back the original pace of the game. Scottish shepherds were not lollygaggers.” He’s also proud of the Kid Plays Free with a Parent on Saturday afternoons. “The joy of seeing kids playing golf with their parents is always moving,” Abts said. “That it became so successful and has been adopted by so many courses all over the country is especially gratifying.”

Family Tees. Berkshire Hills Golf Course in Ohio set up six tees rather than three sets of tees — each tee set up to accommodate a specific driving yardage with corresponding flags. Since making the changes, the course has increased sales by 10 percent after the first year and has seen an increase each year as more golfers learn about the course. Women and seniors are coming back to the course because they can play it and score the same as they did 30 years ago.

Solar Power. At Stevinson Ranch Golf Club in Stevinson, California, 100 percent of the solar power project costs were financed over seven years, with a 30 percent federal cash rebate used for operations. At the end of seven years they expect to have no-cost energy.

Fun Starts Now. The Fun Starts Now program at Greenway Golf, a course maintenance and management company, started after hearing inspiring author Mike Veeck, who runs six minor-league baseball teams, speak at a National Golf Course Owners Association conference about his book “Fun is Good.” The belief is that people inherently just want to have fun. The theory is that

golf managers are in the entertainment business. For example, players are greeted with music and can rent speakers that can be plugged into a music source while playing. Kelley believes that within three years music will be a standard feature on new carts.

JustOne Golf. When the principals of JustOne Golf were doing their research, they learned that 75 percent of golfers confessed to gambling in some form on every round. That, in combination with the popularity of hole-in-one prizes typically offered at charity golf tournaments, convinced them they had an idea worth pursuing. The brainchild of Steven Rattner is for JustOne Golf to give golfers the opportunity to place a wager on a par-3, with the chance to win anything from \$20 to \$1 million. The kiosk is a permanent installation at a par 3 of any course. Golfers can play for \$5 up to \$250 dollars. They can win from \$5,000 to \$1 million if they hit a hole-in-one. If they play for \$25, no matter the turnout, they get a free drink. Every time a player wins, whether it is closest to the pin or a hole-in-one, he or she receives a video that can be immediately posted on social media platforms. Rattner calls it Golf 2.0. With little up-front cost, courses can dramatically increase rounds, and drive food, beverage and merchandise sales.

2. Technology

Data Use. At Sequoia Golf staff can identify who is coming in the door and greet them by name. The staff has access to a record of what the player eats and drinks and his or her favorite equipment. This use of data is similar to that used at theaters and concerts.

Learning Tools. Computer technology for teaching opportunities, such as 3D motion analysis, FlightScope X2 launch monitor and V1 Sports four-camera video. Tom Stickney uses social media platforms to explore the insights of golf professionals, researchers and scientists. Stickney also created a branded social media and educational forum in Tomstickneygolf via Twitter and YouTube in order to allow his students to have access to his ideas 24/7.

W5 Golf. Andy Weeks has pioneered the call center industry in the golf business during the past 15 years, first with EZ Links and now with W5 Golf. W5 provides technology and services that help golf course operators run their businesses better. From a technology perspective, it provides rate management software, Web reservations software, websites and email marketing solutions. From a services perspective, it provides reservation center services, website management, and email marketing campaigns. The reservation center is helping golf courses capture more rounds, improve their customer service, and increase their customer data capture. The W5 reservation center has pioneered selling tee times based on the various rate strategies of its golf course customers. Reservationists are trained in specific language to optimize each of these strategies and also how to offer “demand shifting” as a way to induce golfers to book into less-utilized times. “We see golf courses following the trends of the hotel industry and looking to offer best-rate guarantees to their customers through their own brand,” Weeks said. “Golf course operators have shown a desire to create their own rate strategies and build brand loyalty to the golf course’s brand.”

3. Marketing

Zip Code Targeting. Instead of advertising in the local newspaper or radio station, Hyland Golf teamed with a firm that offered daily deals to attract more players. Powered with players’ emails

and zip codes from the deals, Hyland Golf then concentrated marketing efforts in those areas having the demographic makeup they were seeking and were able to attract 1,000 new golfers.

Attracting non-traditional golfers. At Ka'anapali Golf Courses in Maui, Hawaii, the general manager designed programs to appeal to nontraditional golfers. The Fit Club, for instance, allows golfers to play as much as they please after 4 p.m. They pay a monthly fee and can come as often as they like. The walking helps them get fit and they get more confidence in their games. Golf My Way, another concept, allows golfers to play 18 holes during a seven-day period. It's great for tourists who can't spend four or five hours away from the family on vacation. A Take the Wine & Nine afternoon special is geared towards honeymooners and couples who want to get out and play golf, to catch a sunset, and enjoy the elegant 19th hole at Ka'anapali's Roy's Restaurant.

4. Player Development

SNAG Golf. Owner and CEO of SNAG (Starting New at Golf), Anton has specially made equipment — oversized clubs and golf balls — to instruct people (mostly children) on how to take up the game properly. Jack Nicklaus used SNAG equipment for the new Jack Nicklaus Learning Leagues. Nicklaus and Anton hoped to get more young people interested in the game. Their goal is to create an effective feeder system and to make golf easy for anyone — young or old — to learn. SNAG golf can be played indoors or on recreation fields.

TGA Premiere Junior Golf. Joshua Jacobs helps kids learn golf, etiquette, life lessons and negative inverse mathematics. Golf scores, such as birdies, are negative numbers. “Most kids don't learn that until fourth grade,” said Jacobs, founder and CEO of TGA Premiere Junior Golf, an after-school enrichment program based in El Segundo, Calif. Jacobs started the school-based program nearly 10 years ago. He now franchises the concept. It's in 52 locations and recently went international, with a franchise in Madrid. Golf is one of the few sports that traditionally has not been taught in schools. So, unless mom or dad is a golfer, children have had little chance to be exposed to the sport. His program can be taught indoors or out. You don't need a golf course. The equipment is tailored for children. The program's curriculum is the result of collaboration between golf professionals and education experts. The students are also introduced to real courses, which partner with the program. In addition to the after-school program, TGA — an acronym for Teach, Grow and Achieve — also offers clinics, tournaments, and family events. It's open to pre-kindergarten students through eighth-graders.

5. Agronomy

iTurf Apps. Golf course management is using resources in the most efficient way possible to maximize course play, save money and minimize environmental impact. *SunSeeker* is an app that was created for the solar panel industry to help identify sunlight paths. It helps course superintendents to see the path of the sun on any given hole, allowing them to make landscape adjustments to create either more shade or provide more sun. For instance, technology can allow turf workers to monitor moisture meters throughout the course, time-stamp the readings, and then send that data to a central base. With that information, the supervisor can better know how much irrigation is needed that day. Turf Republic is a social media network allowing for better communication among turf managers.

Drone technology. Forest Hill Field Club in Bloomfield, New Jersey uses drones equipped with a camera to identify excessively shaded areas, high-traffic spots, diseased areas, and dry spots.

6. Development and Design

Veteran's Golf Courses. The Valor Club is being developed in Texas by Dan Pedrotti and is modeled after American Lakes Veterans Golf Course, a nine-hole course in Tacoma, Washington, dedicated to wounded veterans. In addition to a nine-hole course, the Valor Club will include apartments and retirement residences designed to accommodate wounded veterans. Construction will begin in August 2018. All amenities at the \$200 million development will be open to the public, but the entire campus is designed for veterans – a place where they can “thrive, live, play,” according to the development’s motto. Plans call for local agencies and nonprofits to offer on-site counseling, education, and job training services focused on the needs of transitioning veterans.

Top Golf. Top Golf is an entertainment venue like a driving range but with advanced technology and food and beverage. Some have compared it to a bowling alley environment. The range has several dozen bays at which players can hit balls and use technology to play a variety of games and track shots. Multiple players can interact at one bay. TopGolf is a trademarked business. The Jolliffe brothers and a licensee developed the first three Topgolf locations in the United Kingdom beginning in 2000. In 2008, the company was incorporated as Topgolf International, Inc. In 2016, Topgolf International, Inc. created three new divisions: TEG (a DBA for Topgolf International, Inc.), Topgolf (the venues in the U.S. and U.K.), Topgolf International (the division focused on Topgolf’s international expansion) and Topgolf Media (the division focused on enhancing the Topgolf experience through advanced digital media, strategic partnerships and sponsorships). Additionally, in 2016, Providence Equity Partners made a sizable minority investment in TEG. Today, WestRiver Group, Callaway, Dundon and Providence Equity are four of the lead investors in TEG.

Night Time Golf. Internationally there is a trend to offer nighttime golf in warm climates using flood lights to light the course at night. In addition, some courses, including Premier operating in Seattle, offer some special evenings of playing with glow-in-the-dark golf balls. The revenue opportunity is in extending playable hours for golfers.

FootGolf. FootGolf combines the popular sports of soccer and golf and is more closely related to golf. The rules largely correspond to the rules of golf and players kick a regulation #5 soccer ball at a golf course facility on shortened holes with 21-inch diameter cups in as few shots as possible. FootGolf is played on golf courses only. It is necessary to have the golf component to maintain the quality of the course. Bunkers, hazards and golf course particularities help to improve the game. Since the game is played on a golf course, the basic uniform of FootGolf is golf apparel, with indoor or turf soccer shoes. The American FootGolf League is the governing body for the sport of FootGolf in the US. It has grown the game to over 500 courses in all 50 states, District of Columbia, and Puerto Rico, since 2011. With over 10,000 FootGolf players booking tee times every month, the game provides a viable source of revenue for golf course operators. Golf facilities can be Accredited and Certified with the AFGL receiving guidance in course design and the standards for the distances for par. The AFGL gives support to courses with marketing to generate traffic on their FootGolf course; bringing them a new demographic. In early 2015 the AFGL launched a FootGolf specific handicap system.

Chapter 6. Financial Performance (See Appendix 1)

Historical Financial Performance: 2013-2017

This study analyzed the financial performance of the golf program for the period 2013-2017. During this time, the golf courses have covered their operating costs. When non-operating expenses for debt service and the 5 percent payment to the Park Fund are included, the courses are no longer meeting the financial policy targets.

Net operating income has declined from \$1.2 million in 2013 to \$0.3 million in 2017, reflecting flat revenues and increased expenses. Debt service has increased from \$0.9 million in 2013 to \$1.5 million in 2017 while the 5 percent expected contribution to the Parks Fund has remained steady at \$0.5 million. The courses have been able to cover their net operating cost in most years, with the largest margin at Interbay which has netted between \$0.8 million and \$1.3 million each year from 2013-2017. The other courses have netted from a high of \$0.4 million at West Seattle in 2013 to a loss of \$0.1 million at Jefferson in 2014.

Golf revenue comes from green fees, driving range operations at Jackson, Jefferson and Interbay, merchandise sales, cart rentals, lessons, restaurants, and mini-golf at Interbay. The percentage of income from green fees has decreased from 54 percent in 2013 to 45 percent in 2017, while the percentage of income from the driving ranges has increased from 16 percent to 22 percent. This reflects the renovation of the Jefferson Park driving range and the new driving range opened at Jackson Park. Excluding the cost of goods sold and the amounts paid by the City to rent golf carts from the concessionaire, the percentage of revenue from the restaurants has increased by 3 percent while the percentage of revenue from merchandise and cart rentals has remained constant. Mini-golf at Interbay accounts for 3 percent of revenue.

Operating expenses include expenses borne by the concessionaire, Premier, and direct City expenses. Total expenses have increased from \$7.1 million in 2013 to \$8.2 million in 2017, with the City's direct expenses accounting for 54 percent of all expenditures in 2013 and 51 percent in 2017. Expenses include personnel, course operations and administration. Personnel expenses were 53 percent of all expenses in 2013 and 55 percent in 2017. Course operations were 39 percent of total operating expenses in 2013 and 37 percent in 2017. Administration was 8 percent of total costs in 2013 and in 2017.

Personnel expenses have risen by 19 percent between 2013 and 2017 from \$3.8 million to \$4.5 million. The major increase has been in concessionaire personnel expenses which have risen 34 percent from \$1.8 million to \$2.4 million. Concessionaire increases in personnel costs are in part attributable to the impact of the City of Seattle's new minimum wage law under which the concessionaire is increasing wages to meet the requirement to pay a minimum wage of \$15.00 per hour by 2020. In addition, staffing increased to operate the new club house and driving range capacity. City personnel expenses have risen 6 percent from \$2.0 million in 2013 to \$2.2 million in 2017.

Summation of Financial Projections

Each of the scenarios modeled combined various assumptions. Spreadsheets have been provided to the City to isolate specific policy choices. For example, shifting the maintenance costs to a private vendor

does reduce operating costs. Setting a different financial policy goal, such as a percentage of cost recovery that is 100% or less, would be more sustainable. These savings are offset in the projections studied because the scenarios also included new investment to catch-up on deferred maintenance, equipment replacement and capital needs.

Scenario #1: Financial Projection Based on Status Quo 2018-2027

A baseline 10-year projection was made for this study based on the 2018-2020 budget projection of SPR and Premier. The SPR-Premier projection assumes more stability in rounds played between 2018 and 2020 compared to 2013-2017. The projection is for a 2 percent decrease in the number of rounds played between 2017 and 2018, a 1 percent increase from 2018 to 2019 and a 4 percent increase from 2019 to 2020 when full course play resumes at Jefferson following capital improvements to repair damaged holes. The average increase over the three year projection period is 1 percent. Applying that same 1 percent average annual increase to 2021-2027 results in 227,000 rounds played in 2027, which is 7 percent less than the 243,000 rounds play in 2013.

On an operating basis, the courses have net income ranging from \$0.1 million in 2018 to a deficit of \$2.3 million in 2027.

Debt service adds an addition \$1.5 million to the deficit in 2018-2021 and \$1.1 million from 2022-2027. The payment to the Park Fund adds \$0.5 - \$0.7 million to the deficit in each year. Operating net income combined with non-operating expenses result in a \$1.9 million deficit in 2018 growing to a \$4.1 million deficit in 2027.

Interbay has annual net operating income of \$0.9 million to -\$0.2 million each year and is able to pay its debt service and Park Fund contribution without a deficit, except in 2026. Jackson Park is able to pay its Park Fund contribution without running a deficit until 2022, West Seattle can only contribute to the Park Fund in 2018 and Jefferson Park is not able to pay its Park Fund contribution without running a deficit in any year.

Scenario #2: Financial Projection to Fund Deferred Maintenance, Equipment, and Capital Projects 2018-2027

The golf courses have been underfunded for capital improvements, major maintenance and equipment repair and replacement in the 2013-2017 time period. SPR has identified a total of \$35.6 million in unfunded capital improvements for the courses through an internal process. This needs identification did not include feasibility studies and is based on conceptual design, not completed architecture nor engineering documents.

For this study, a financial projection was made assuming these unfunded needs are funded through the issuance of bonds. The financial projection assumes that a 20-year general obligation bond is issued by the City in 2019 at an interest rate of 5 percent. The \$35.6 million in capital improvements is in 2018 dollars. This was adjusted assuming an annual inflation rate of 2 percent to the mid-point (year 10) of the bond issue resulting in annual debt service payments of \$3.3 million. Debt service is attributed to each course based on the percentage of capital expense anticipated at the course.

The impact of these three changes is to increase the total loss including non-operating expenses from \$2.9 million in 2018 to \$8.4 million in 2027.

Scenario #3: Financial Projection to Partially Fund Deferred Needs with New User Fee and Financial Policy Changes 2018-2027

Another scenario was modeled to combine a new user fee, policy changes to reduce the contribution to the Park Fund, to have existing debt service paid by another funding source to be identified, and to make modest new investment in capital, equipment, and maintenance with new debt service. SPR identified a \$16.3 million investment level paid for by issuing debt. The debt service on \$16.3 million assuming a 20-year bond at 5 percent interest is \$1.3 million per year. The identified capital needs are distributed 38 percent for Jackson Park, 10 percent for Jefferson Park, 39 percent for West Seattle and 12 percent for Interbay. SPR identified \$4.9 million in new equipment needed for the courses. Of the \$4.9 million, \$1.3 million per course is the cost for Jackson Park, Jefferson Park and West Seattle, \$0.6 million for Interbay, and \$0.3 million shared equipment that would be charged as an administration cost. The golf courses have not historically had funding for major maintenance. For this projection, it is assumed that the older courses (Jackson Park, Jefferson Park and West Seattle) need \$0.1 million per year for major maintenance and Interbay \$50,000 per year. In addition, the City identified some major maintenance projects that are assumed to occur in 2019.

This scenario provides improved major maintenance by making an investment in it, additional capital investment and improved equipment for the courses while remaining financially similar to the baseline. The new debt service of \$1.3 million is offset by a dedicated user fee of \$0.2 million leaving the same level of debt service (\$1.1 million) as in the baseline once the Interbay debt service (\$0.4 million) is paid off. On an operating basis, expenses are higher by \$1.0 million per year in equipment lease (\$0.6 million) and major maintenance expenses (\$0.4 million). The difference between a 3.5 percent Park Fund contribution and no Park Fund contribution is \$0.4 million to \$0.5 million annually.

Debt service is attributed to each course, which results in larger losses at Jackson Park, Jefferson Park and West Seattle. Debt service for these courses is carried in administration costs in the baseline projection. In the baseline scenario, Interbay had debt service of \$0.4 million per year through 2021. In this scenario, debt service is \$0.2 million from 2019 -2027.

Under this scenario, the courses have a total operating loss including non-operating expenses of \$2.3 million in 2019 to \$4.9 million (with 3.5% contribution to Park Fund) or \$4.4 million (with 0% contribution to Park Fund) in 2027.

Scenario #4: Financial Projection Changing Golf Course Maintenance to a Private Vendor

A scenario was modeled in which course maintenance is provided by a private vendor selected through a request For Proposal (RFP) process, including staff and all operating expenses, beginning in 2020. The scenario assumed an increase in the concessionaire service fee starting in 2020 to \$450,000 to include maintenance responsibility. This scenario also included all assumptions made in the combination of the new user fee, policy changes and modest investment above, and an additional increment of cost was added to achieve best practice maintenance standards for municipal courses.

This scenario showed a reduction in cost for the standard maintenance service ranges from \$0.8 million in 2020 to \$0.4 million in 2027. The reduction in cost savings over time is because City personnel costs are estimated to increase 3 percent per year and concessionaire personnel costs are projected to increase

at a higher rate; however, this escalation by the concessionaire may be over-stated due to the historical data on which the projection is based which captured the increased concessionaire labor rate as they transitioned to meeting the City of Seattle minimum wage law. This scenario reduces the total loss from golf by the savings in operating expense for the standard maintenance practice option.

Under this scenario, using the current maintenance standards the courses have a total operating loss including non-operating expenses of \$1.9 million (with 3.5% contribution to Park Fund) or \$1.5 million (with 0% contribution to Park Fund) in 2020 when the transition would occur, to \$4.5 million (with 3.5% contribution to Park Fund) or \$4 million (with 0% contribution to Park Fund) in 2027.

Under the best practice maintenance scenario, the courses have a total operating loss including non-operating expenses of \$2.4 (with 3.5% contribution to Park Fund) or \$2 million (with 0% contribution to Park Fund) in 2020 when the transition would occur, to \$5.3 million (with 3.5% contribution to Park Fund) or \$4.8 million (with 0% contribution to Park Fund) in 2027.

Chapter 7. Recommendations

A. Findings

The Parks and Recreation system includes a diverse range of facilities and activities designed to appeal to a broad range of interests and levels of ability throughout the city. In addition to being real estate with a significant dollar value, public park land has the value of providing recreational facilities and open space that improve the quality of life for everyone who lives in, works in and visits Seattle. As Seattle becomes increasingly dense over the coming years, the importance of open space and green areas will become increasingly essential.

The City of Seattle's municipal golf courses provide valuable open space and recreational benefits in a City that has seen its population grow from about 276,000 people in 1916, when the first municipal course opened, to a population estimated at 724,725 in 2018. The courses are ideally located in four different quadrants of the City in close proximity to urban villages and discrete population centers. Each of the courses has unique attributes that distinguish them.

The golf courses provide a family-oriented activity that appeals to all age groups with a wide range of levels of physical ability, it is a non-contact sport, and provides healthy outdoor physical activity. Municipal golf is non-elitist and serves a diverse population.

Seattle's municipal golf facilities are important environmental assets with over 400 acres of open space and some of the last remaining natural stretches of open creek in the City, including Longfellow Creek at West Seattle and Thornton Creek at Jackson Park. The golf program has undertaken substantial environmental improvement activities over the past five years, including water quality monitoring, tree planting, and wildlife habitat enhancement. The golf program also participates in the Audubon Green Golfer Challenge, a program that seeks to educate golfers about the values of environmental stewardship.

Beginning in approximately 2006, the City has sought to achieve a 103.5-105% revenue cost recovery from the municipal golf courses. This is in sharp contrast to other recreation programs in the City. For example, City staff analysis shows that revenue covers operating expenses at the following ratios for some other SPR programs: aquatics 50%; swimming pools at 77%; community centers at 15%. These programs do not contribute to capital cost recovery.

The City determined in 2006 that the Golf Program should achieve self-sufficiency which was defined to include paying all expenses, capital improvement costs, and also contributing to SPR general overhead. Since 2006, the Golf Program has contributed \$3,713,245 million to the Park Fund, over and above operating and capital expenses.

At the same time that the City has set an expectation to contribute to the Parks General Fund from golf, some housing and opens space advocates have argued that because the City is charging fees to access the golf courses, the courses are elitist and do not allow public access. There is a direct relationship to golf course use and fees charged, so as there is a push to earn higher revenue, there is an elasticity of demand that reduces the number of players.

Premier and the City work together to find the best price point not to negatively reduce demand, but they are in a no-win circular logic that pushes for higher revenue and at the same time questions public access and level of demand. The perception of golf being an elite sport is related to the cost and exclusivity of private golf courses. If the City does not offer golf as a recreational opportunity, golf will indeed be limited to those who can afford private or privately-owned public courses where fees are substantially higher than those charged at the City's four municipal golf courses.

For a variety of reasons, the expected 2009 Master Plan capital projects were not completed as planned, leaving some capital projects yet to be accomplished and reducing revenue expectations. Among the reasons for not implementing the Master Plan as originally envisioned were inaccurate costs estimates, bidding climate, and the 2008 recession. SPR decided to focus on the revenue generating projects of the Jackson Park Driving Range and the Jefferson park Driving Range and Clubhouse.

Furthermore, the expectation for golf to be self-sufficient and to contribute to the SPR general overhead, has led to a practice of deferring maintenance, not replacing equipment, and leaving yet to be completed capital projects.

The City charges the golf courses for costs that are not golf-dependent. For example, Seattle Public Utilities charges drainage fees against the open space land of the courses that would otherwise need to be charged to the SPR General Fund. SPR does not charge utility costs to other facility lessees.

City and Premier staff along with a core group of golfers at each course have worked collaboratively to keep the courses functioning despite these circumstances. The course superintendents, the Acting Director of Golf, Premier staff, and SPR's financial and management team have necessarily adopted a crisis management approach to keep the courses open. SPR Course Superintendents demonstrate initiative and innovation to address maintenance challenges.

Safety concerns at Jefferson Park resulted in emergency tree removal that has negatively affected the course condition and has significantly reduced play. SPR has been working on a plan to restore the course; however, the rebuilding process will take years and it will take years to rebuild the level of play and revenue.

Golf courses are specialized landscape environments and golf courses maintenance and management are professions with associated education, training, professional affiliations, and expertise. The Professional Golfers Association provides guidance and best practices for the hiring and qualifications of personnel including the Director of Golf position. SPR staff have been well-intentioned and hard-working in their dedication to the Golf Program but their duties have included more responsibilities than golf at SPR and the last two staff assigned the responsibility have not had expertise in golf course management.

Additionally, the SPR capital improvement staff assigned to implement the Master Plan and capital projects are not trained in the specialized landscape architecture of golf. While the SPR capital staff contract actual design to golf course architects, there is still a need to have sufficient expertise to understand the functional aspects of a course, impacts of design decisions on play and maintenance, and to understand the timing of projects.

Also related to the capital program and the need to prioritize capital projects with revenue impacts is the issue of net height at the Interbay Driving Range. Interbay is the most productive course for revenue;

however, driving range revenue is limited due to the need to restrict the use of drivers and hybrid clubs on the upper tier at the range because the golf balls risk going over the nets and landing in the area of Seattle Pacific University's playing fields. This is a significant liability and also a lost revenue opportunity. Concerns about the permit approval process and cost of increasing the net height has led to inaction. A similar restriction is in place at Jefferson Park.

The City has tried a variety of management structures to operate and maintain its golf courses. From 1915 until the mid-1970's SPR operated all functions at the courses. Various concessionaires ran the courses from approximately 1978-1995. From 1995-2003 the City contracted with a non-profit corporation, Municipal Golf of Settle (MGS). Under the MGS model, SPR continued to perform all maintenance functions at the courses. Since 2003 Premier Golf has been under contract with SPR to operate the four courses - Interbay, Jackson Park, Jefferson Park, and West Seattle - with SPR continuing to perform course maintenance.

While the SPR maintenance staff have applied themselves to the work at hand, there is an inherent inefficiency in having a different entity provide the maintenance from the operations of the course. Golf course maintenance requires flexibility in schedules and hours to address needs during long summer days and around the hours of golf play. There needs to be close coordination between the golf professional on site who is overseeing the course use and feedback from players with the crew responsible for maintenance.

The City's municipal courses are an historic legacy that require on-going investment to preserve and maintain them for the next 100 years. The City needs to align its policy priorities to balance the objectives of public access, outdoor recreational opportunities, racial equity and social justice, environmental and habitat protection, open space, and financial management.

B. Recommendations

1. Commit to golf as a recreational program offered by the City on par with other recreational offerings.
2. Commit to golf as an environmentally sustainable open space program in the City.
 - a. Follow best environmental practices as outlined in the Audubon Initiative described in this report, go further with water reclamation, use of electric vehicles, and partnerships with environmental organizations.
 - b. Green building standards should be integrated into future plans for clubhouses, maintenance facilities, and restrooms; transitioning to electric golf carts; and promoting advanced irrigation techniques.
 - c. Rainwater harvesting at the clubhouses and on the course
 - d. Using permeable pavements in the parking lots and on cart paths
 - e. Continued enhancements to wildlife habitat through native plantings
 - f. Integrating storm water detention with water hazards and/or rain gardens
 - g. Improving connectivity with other greenbelts and wildlife corridors
3. As SPR moves forward with decisions about the Golf Program, leadership should communicate key community outcomes they are seeking and then involve stakeholders to gather information on how those potential outcomes benefit or burden the community in terms of racial equity.
4. The City needs to reconcile their desired outcomes related to golf to balance revenue and access goals.

5. Commit to diversity and inclusion with municipal golf providing access to all.
 - a. Incentivize the concessionaire service provider to reach out to diverse communities to provide access to courses for non-golfers at posted times and dates.
 - b. Build on public benefit programs already underway by SPR and Premier.
6. Enhance marketing, outreach, and partnerships to improve participation by women which is below the national average.
7. City staff and the concessionaire service provider should work with golf course neighbors to build partnerships. For example: King County Metro Rapid Ride, Sound Transit, Veterans Administration Hospital, and community groups.
8. Incentivize service provider to enhance the clubhouse experience to be welcoming to all, including non-golfers. Jefferson Park Clubhouse is rated one of the best dining experiences by Golf Magazine. Interbay is attractive to millennials for social activities. Build on these successes at West Seattle and Jackson Park.
9. Conduct regular independent demographic surveys to collect data on golf course users. Marketing efforts should be monitored for their effectiveness in attracting populations throughout the City.
10. Build public awareness that the City of Seattle owns the four municipal golf courses and brand the courses so that the public sees them as owned by the City of Seattle with public benefit and access opportunities. The City of Seattle is a world-recognized brand and the municipal courses should reflect that excellence and its progressive values.
11. Establish a Golf Advisory Committee with a clear charter, establish criteria for appointment, adopt conflict of interest and ethical guidelines to ensure the public interest is protected in the operations and maintenance of the courses.
12. Establish a City position to oversee the concessionaire contract, staff the Golf Advisory Committee, and serve as liaison within SPR and to other city departments, including SPU, to advocate for golf requirements relative to best practices for tree removal, water usage, drainage, environmental sustainability, and for the long-range capital program.
13. Ensure the Director of Golf position is 100% dedicated to the Golf Program and is filled by a qualified professional.
 - a. Use Professional Golf Association job qualifications.
 - b. If the city chooses to save personnel costs by eliminating the Manager of Golf position then the contract with the concessionaire service provider must include clear expectations for community engagement responsibilities by the service provider such as staffing and using a Golf Advisory Committee, public benefit activities in sync with City values and priorities that are inclusive, and golf expertise by staff including a person with golf course agronomy expertise to oversee all maintenance.
14. Establish performance management systems and make a commitment to continuous education and improvement to best manage the golf course assets and put the municipal golf courses at the forefront of industry trends.
 - a. Consider an on-line dashboard to report on key indicators.

15. Set comprehensive and wholistic budgets for golf that include operations, maintenance, capital, equipment, and reserves.
16. Invest in restoring and maintaining the four municipal golf courses by seeking City and other funding for capital needs, including current debt service.
17. Set aspirational but realistic revenue targets and balanced budgets to recover a portion, not 105%, of direct golf operating, capital, maintenance, and equipment expenses. This means delete the policy requiring golf to return 3% or 5% to the SPR Operating Fund. The financial goals should aspire to building market share, including that of woman golfers to be on par with national averages, to capture the growing Seattle population, and at the same time to be realistic about number of playable hours annually in Seattle.
18. Monitor dynamic pricing and conduct periodic reports comparing green fees to competition and track demand relative to price to maximize capacity. This should include pricing studies and evaluation of elasticity of demand using objective data and analysis.
19. Revenue is dependent on course condition. Use best practices for course maintenance and repairs to make courses desirable for players.
 - a. Restore Jefferson Park holes.
 - b. Increase maintenance to meet municipal golf best practices.
 - c. Implement USGA course improvements punch-list from January 2018
20. Address golf maintenance equipment replacement.
 - a. The equipment fleet is past its useful life and leasing is an option the City should consider.
 - b. The City can look at scenarios to rotate fleet replacement over a period of time.
21. Incentivize the service provider to operate the courses to continuously improve the golfer experience.
 - a. Golfers generally prioritize golf course condition and speed of play above all other factors.
 - b. They also want to have access to beverages and rest rooms.
22. Consider a dedicated surcharge to golf rounds for maintenance fund at each course.
 - a. Make a connection between the facility fee and on the ground results so that those who pay the fee see the positive result of their contribution.
23. Incentivize the concessionaire service provider and SPR to seek revenue enhancements including opportunities for paid parking, cell-tower placement, technology enhancements, miniature golf, sponsorships, and naming rights.
 - a. These incentives should be developed in coordination with the City Legal Department to ensure compliance with Ordinance 118477 which adopted Citizen Initiative 42 regarding the preservation of City of Seattle land and facilities for park and recreation purposes.
24. The mini-golf operations at Interbay are successful at attracting non-traditional golfers, families, millennials, parties, and people seeking fun outdoors.
 - a. If pursued at West Seattle, or expanded at Interbay, the design and building of the facility should be managed by the service provider responsible for golf course operations so that it is integrated with the course brand and of a quality to enhance revenue.

25. There are also technical innovations in the field of golf including golf simulators and entertainment oriented complexes such as Top Golf.
 - a. These activities should be viewed as part of the total golf experience and work together with the pro shop, food and beverage, lessons, practice, and overall customer safety and experience.
 - b. Build on innovations Premier is already trying.
26. Pursue grant funding for sustainability initiatives such as rain gardens, habitat restoration, and water quality improvements.
 - a. Such grants can fund one-time only expenses and a grant writer could be hired under contract to pursue opportunities for the golf courses.
27. If there is a desire by the City to repurpose one or more golf courses for non-golf purposes, the cost and benefits of such closure(s) and alternative use must be fully calculated. This includes consideration of the value of open space.
 - a. In addition to the public benefits and history at each municipal golf course, the City may want to consider the relative costs of operating each facility if it chooses to close one or more courses.
 - b. Conduct a race and social justice analysis if the decision is made to close one or more courses as there are likely RSJI issues to consider related to access.
28. The City should consider bidding its next contract for course operations to include both golf course operations and maintenance.
29. Work with SPU to resolve drainage fee and water expenses and identify mutually beneficial strategies.
30. Strengthen the Capital Improvement Planning (CIP) process, prioritization, and implementation of capital projects.
 - a. Consult closely with Premier on all planned improvements including timing and nature of the improvements.
31. Develop and publish in an easy-to-access web portal a schedule of planned improvements and keep the public informed about project progress. (The SPR and Arboretum provided excellent communication about the progress of CIP work as an example.)
32. Consider a longer-term lease to encourage capital investment by an operator; however, the structure for such a lease needs to protect the City from any expectation to “buy-out” the lease.
33. The City must ensure that facilities are safe, maintained, and that safety risks are addressed.
34. Prioritize repairs and take action to address risk.
35. Conduct a risk analysis to allow non-golfers to use the golf courses at certain days and times.

Appendix 1: Financial Performance

Seattle Municipal Golf Courses

Scanlan Consulting

June 30, 2018

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A. Historical Golf Finances 2013-2017

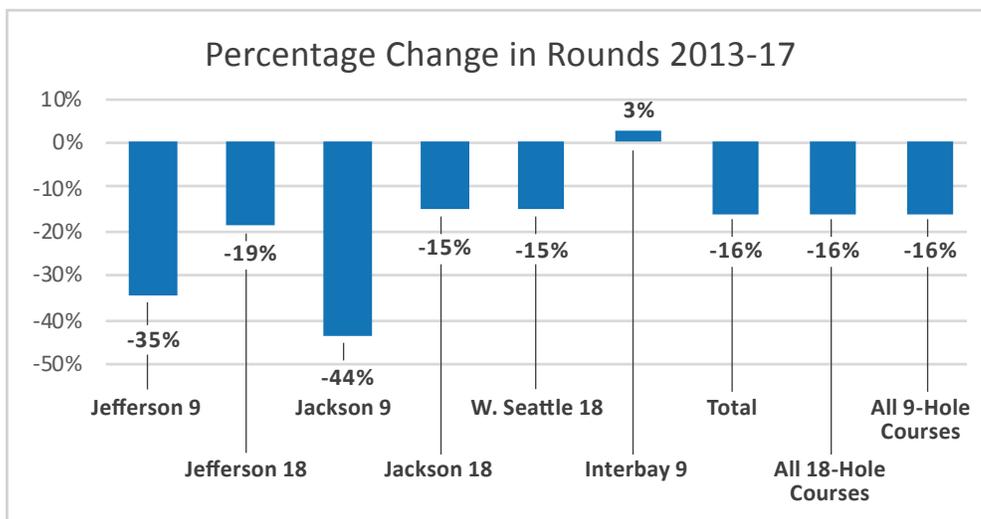
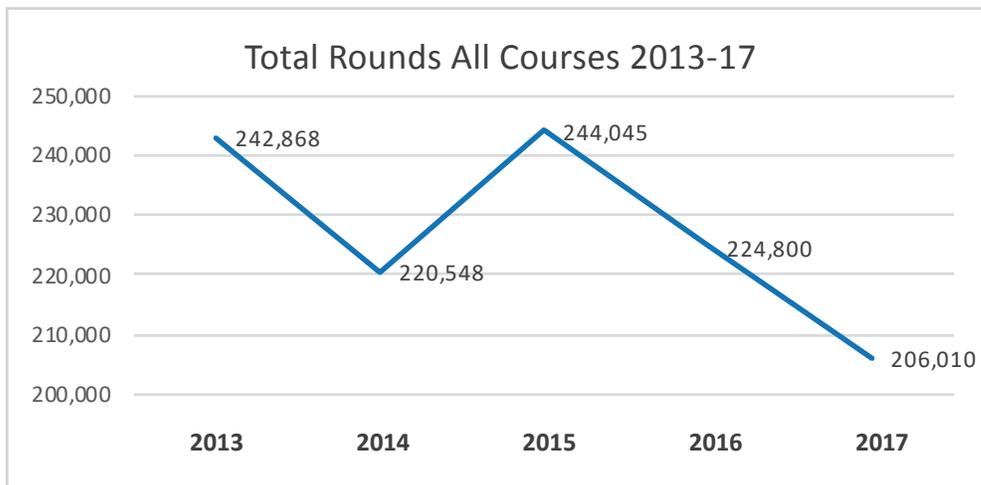
1. Rounds Played 2013-2017

Golf course revenues and expenses from 2013-17 reflect the declining use of the courses. The decline is partially attributable to declines in use of the 9-hole courses at Jackson and Jefferson. The Jackson 9-hole course had the largest decline in use at 44 percent from 20,727 rounds in 2013 to 11,635 in 2017 and the Jefferson 9-hole course the next largest decline at 35 percent from 14,352 to 9,393.

The total number of rounds played on the courses has declined 16 percent from 243,000 in 2013 to 206,000 in 2017. Interbay rounds played increased by 3 percent during the same time period from 43,819 to 45,103.

Play peaked at 244,000 in 2015. The rounds played are affected by summer weather, with the decrease in 2017 attributable in part to adverse summer weather and in the increase in 2015 to exceptionally good summer weather.

Sixty-eight percent of all rounds are on the 18-holes courses and 32% are played on the 9-hole courses.



2. Golf Net Income 2013-2017

Summary (Details on revenue and expenses follows.)

The golf courses have covered their operating costs from 2013 to 2017. When non-operating expenses for debt service and the 5 percent payment to the Parks Fund are included, the courses are not covering their costs.

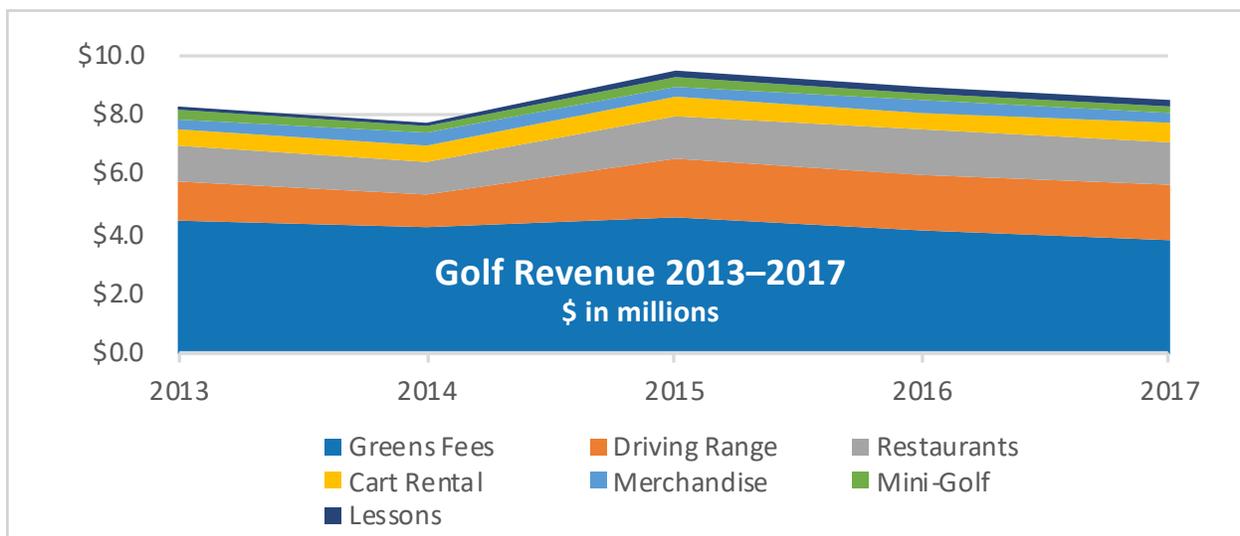
Net operating income has declined from \$1.2 million in 2013 to \$0.3 million in 2017, reflecting flat revenues and increased expenses. Net operating income is calculated by taking gross revenue and subtracting Premier and SPR operating expenses. Debt service has increased from \$0.9 million in 2013 to \$1.5 million in 2017 while the 5 percent contribution to the Parks Fund has remained steady at \$0.5 million.

Golf Finances 2013-2017 (\$ in millions)

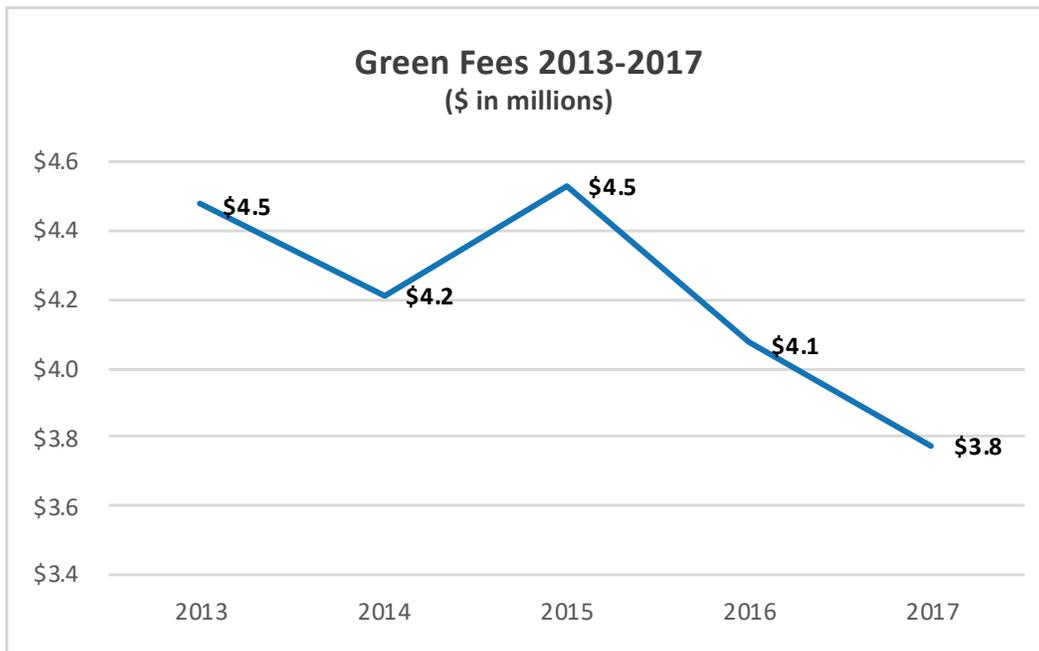
	2013	2014	2015	2016	2017
Net Operating Income	\$1.2	\$0.7	\$1.5	\$0.6	\$0.3
Debt Service	\$0.9	\$1.2	\$1.4	\$1.5	\$1.5
Parks Fund	\$0.5	\$0.5	\$0.6	\$0.5	\$0.5
Net Income	(\$0.2)	(\$0.9)	(\$0.5)	(\$1.4)	(\$1.8)

3. Revenues 2013-2017

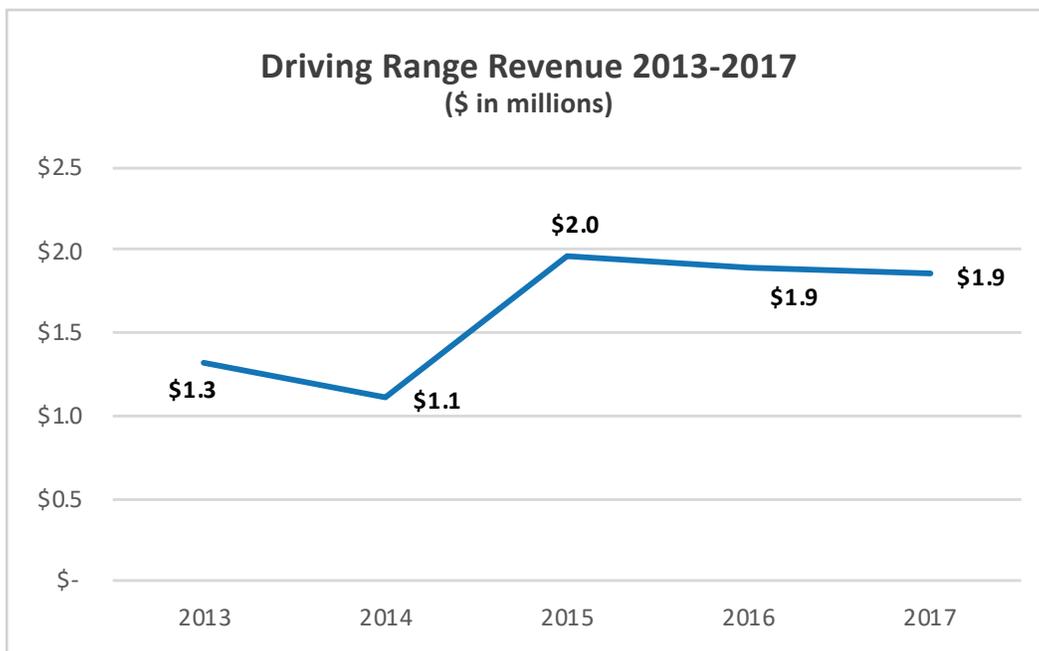
Golf revenue comes from green fees, driving range operations at Jackson, Jefferson and Interbay, merchandise sales, cart rentals, lessons, restaurants and mini-golf at Interbay. As shown in the chart below, the percentage of income from green fees has decreased from 54 percent in 2013 to 45 percent in 2017, while the percentage of income from the driving ranges has increased from 16 percent to 22 percent. This reflects the renovation of the Jefferson Park driving range and the new driving range opened at Jackson Park in 2015. Excluding the cost of goods sold and the amounts paid by the City to rent golf carts from the concessionaire, the percentage of revenue from the restaurants has increased by 3 percent while the percentage of revenue from merchandise and cart rentals has remained constant. Mini golf at Interbay accounts for 3 percent of revenue.



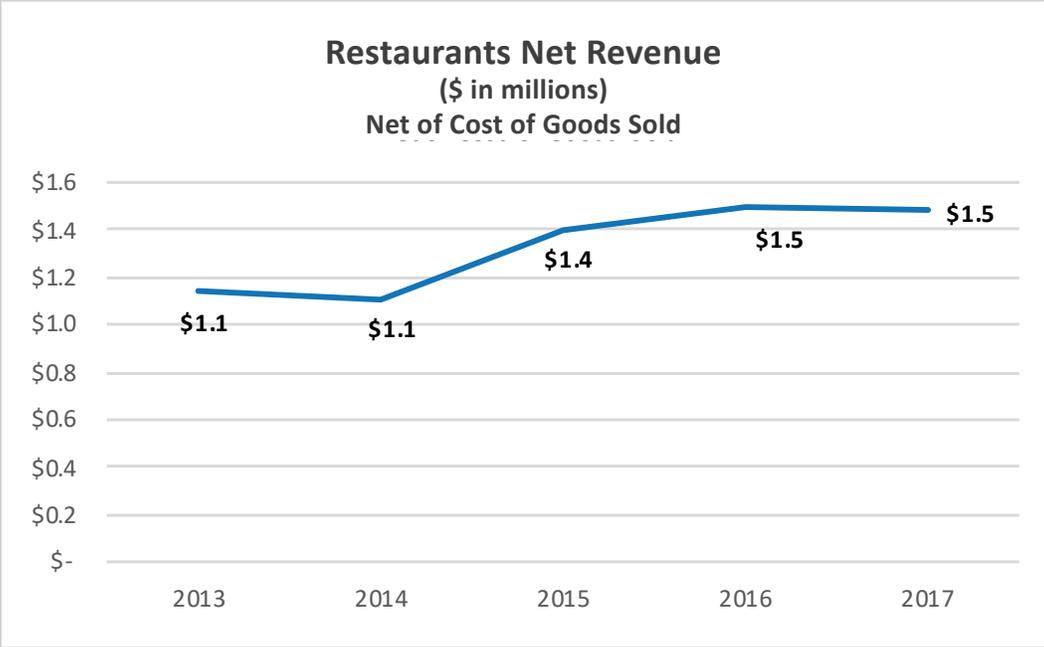
a. Green fees. Green fees income has declined from \$4.5 million in 2013 to \$3.8 million in 2017 or 16 percent, which is the same as the decrease in total rounds played.



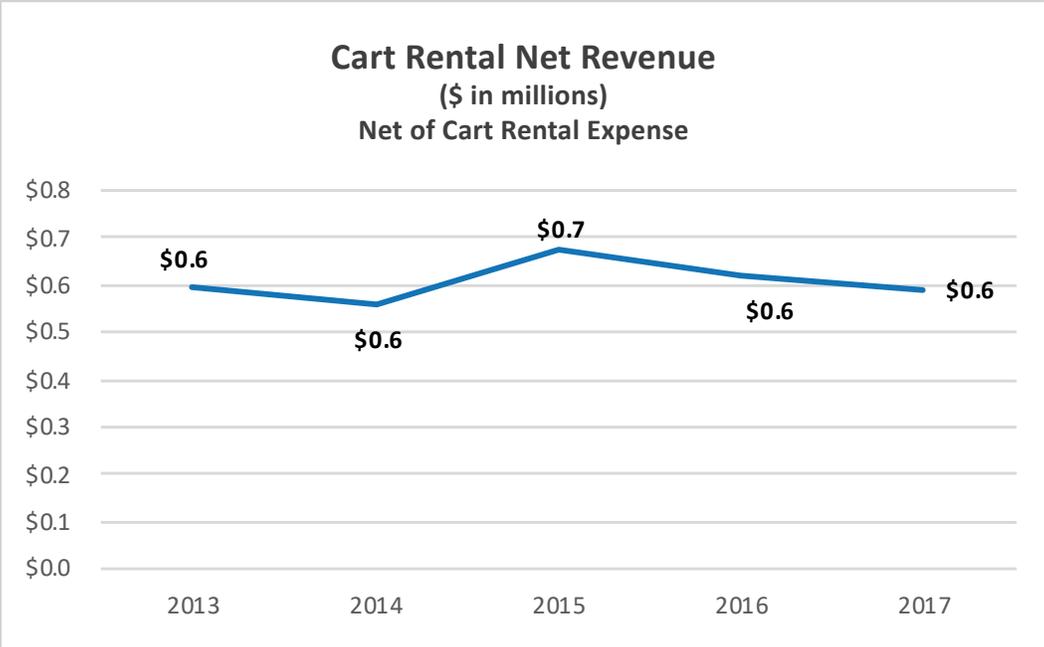
b. Driving Range. Income from the driving ranges at Jackson, Jefferson and Interbay has increased from \$1.3 million in 2013 to \$1.9 million in 2017 or 40 percent reflecting the new driving range capacity at Jackson and Jefferson.



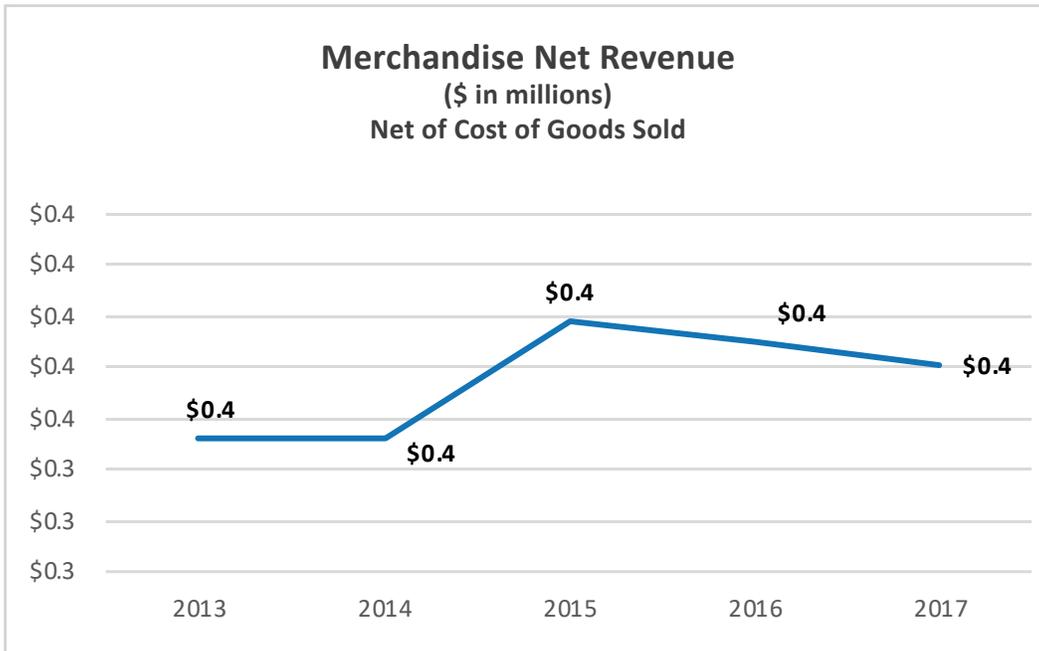
c. Restaurants. Net of cost-of-goods sold, income from the restaurants has increased by 29 percent between 2013 and 2017 from \$1.1 million to \$1.5 million.



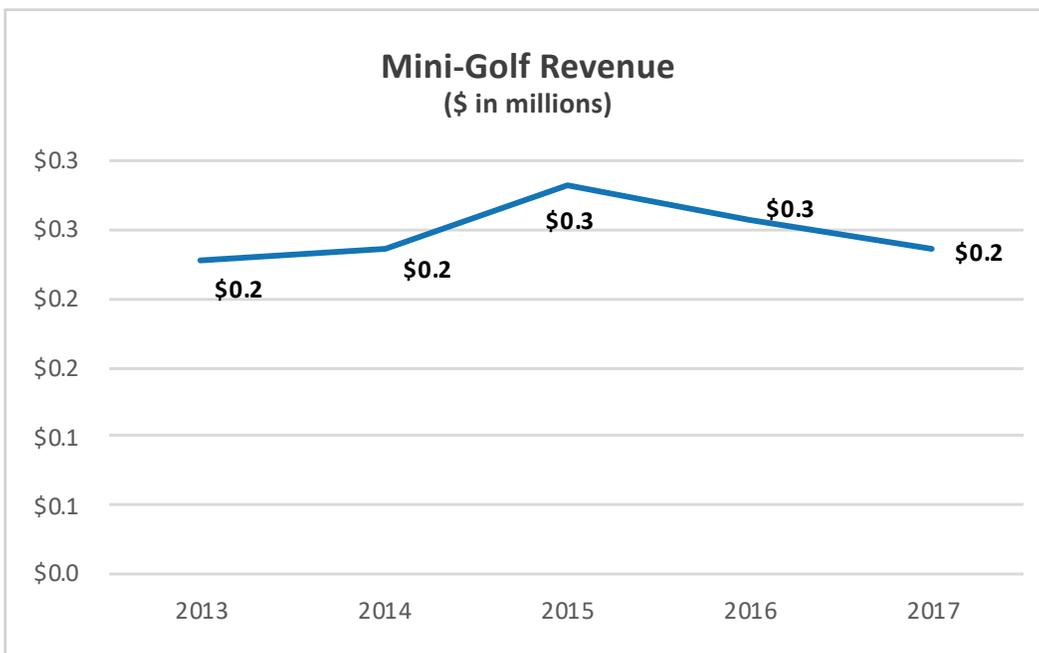
d. Cart Rentals. Net of the cost of renting the carts from the concessionaire, cart rental income has stayed constant at \$0.6 million from 2013 to 2017.



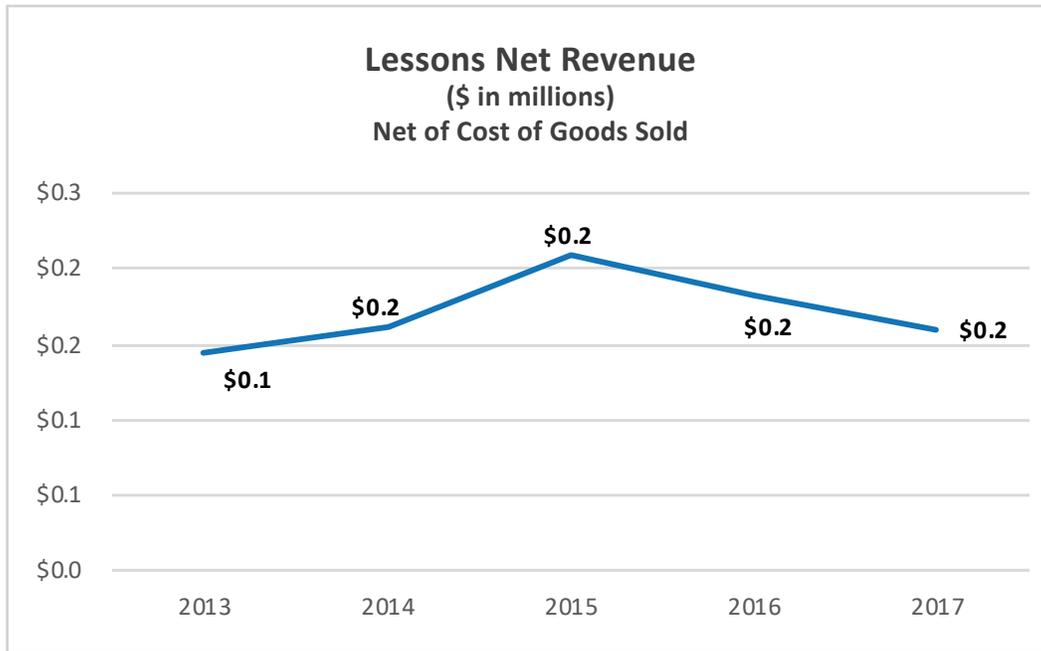
e. Merchandise. Net of cost-of-goods sold, merchandise revenue has increased 8 percent from \$350,000 in 2013 to \$380,000 in 2017.



f. Mini-golf. Mini golf income from Interbay has increased 4 percent between 2013 and 2017 from \$227,000 to \$236,000.

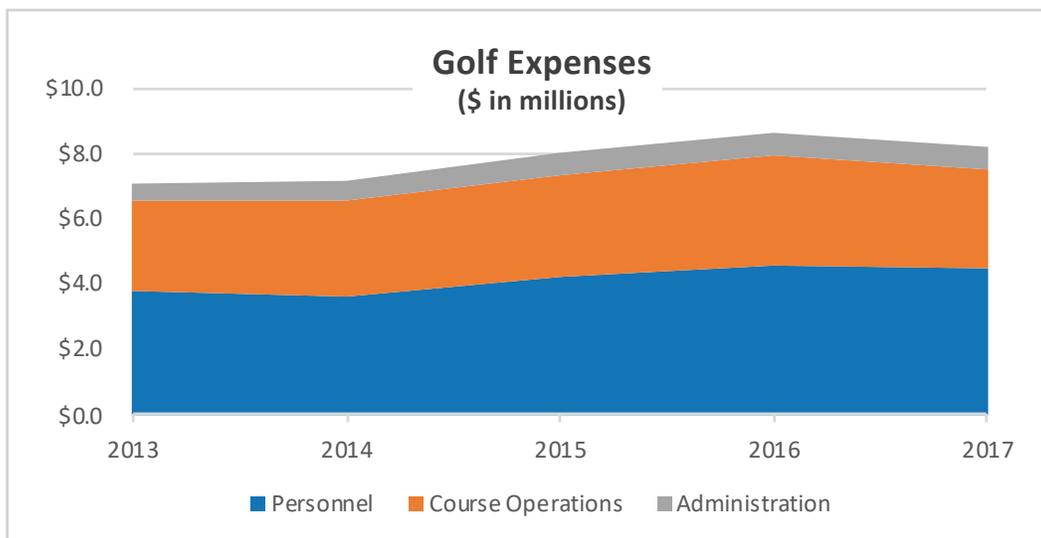


g. Lessons. Net of cost-of-goods sold, lessons revenue has increased 10 percent between 2013 and 2017 from \$145,000 in 2013 to \$160,000 in 2017.

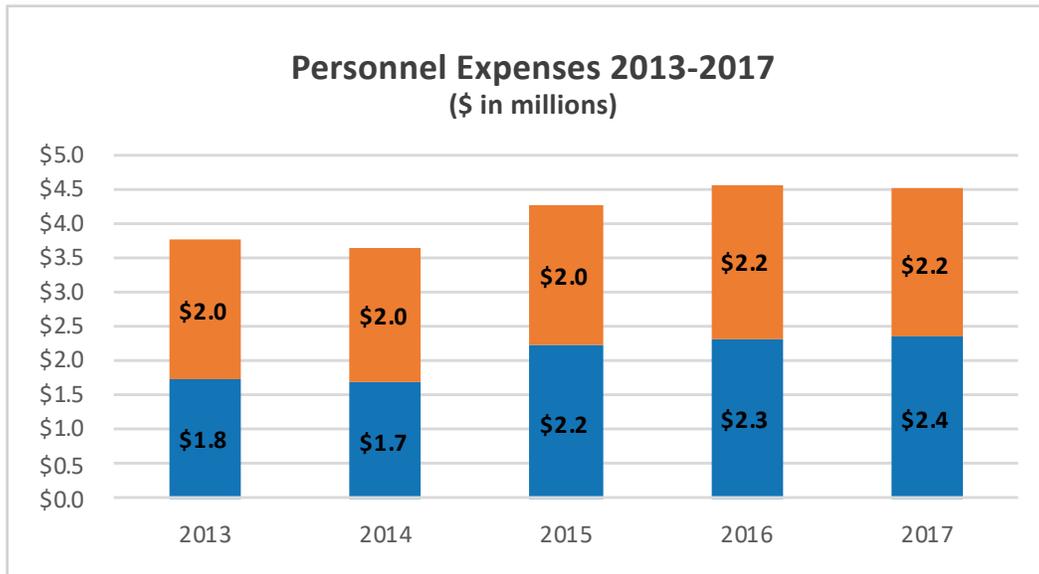


4. Operating Expenses 2013-2017

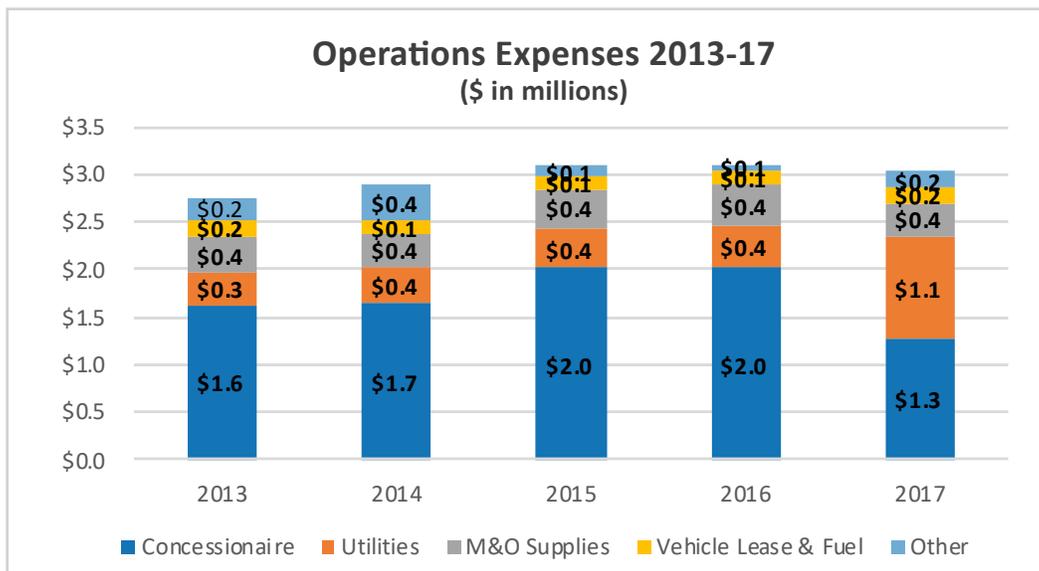
Operating expenses include expenses borne by the Concessionaire and direct City expenses. Total expenses have increased from \$7.1 million in 2013 to \$8.2 million in 2017, with the City’s direct expenses accounting for 54 percent of all expenditures in 2013 and 51 percent in 2017. Expenses include personnel, course operations and administration. Personnel expenses were 53 percent of all expenses in 2013 and 55 percent in 2017. Course operations were 39 percent of total operating expenses in 2013 and 37 percent in 2017. Administration was 8 percent of total costs in 2013 and in 2017.



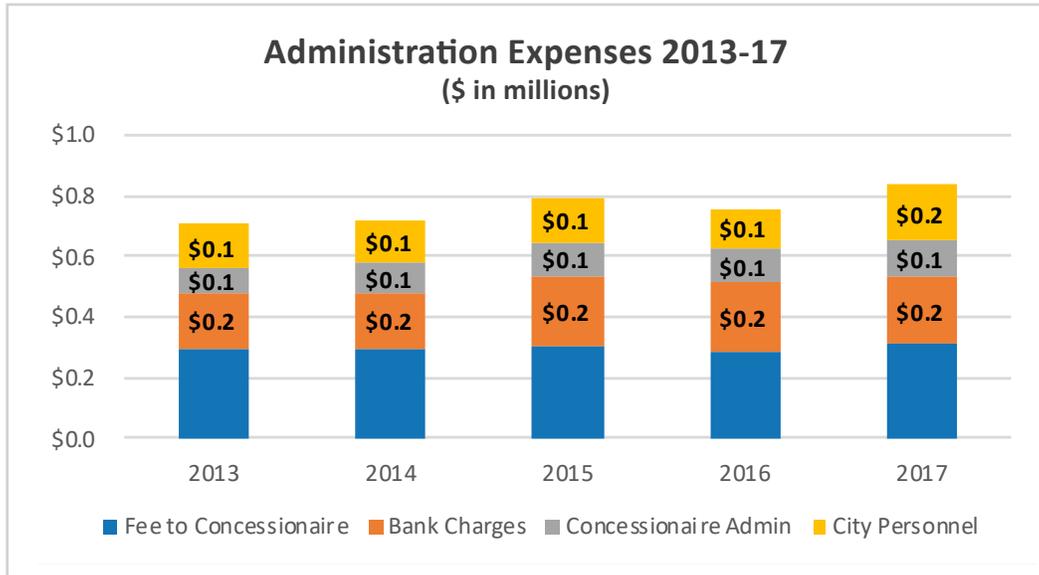
a. Personnel. Personnel expenses have risen by 19 percent between 2013 and 2017 from \$3.8 million to \$4.5 million. The major increase has been in concessionaire personnel expenses which have risen 34 percent from \$1.8 million to \$2.4 million. City personnel expenses have risen 6 percent from \$2.0 million in 2013 to \$2.2 million in 2017. Concessionaire increases in personnel costs are in part attributable to the impact of the City of Seattle’s new minimum wage law under which the concessionaire is increasing wages to meet the requirement to pay a minimum wage of \$15.00 per hour by 2020.



b. Course Operations. Course operations expenses include the concessionaire course operations expenses and City expenses for utilities, maintenance and operating supplies, vehicles and miscellaneous items. Expenses have increased 10 percent from \$2.8 million in 2013 to \$3.0 million in 2017. Decreases in most course operation expensive have been offset by the increased cost of utilities which have increased from \$0.3 million in 2013 to \$1.0 million in 2017 or 208 percent. This \$0.7 million increase includes drainage fees.

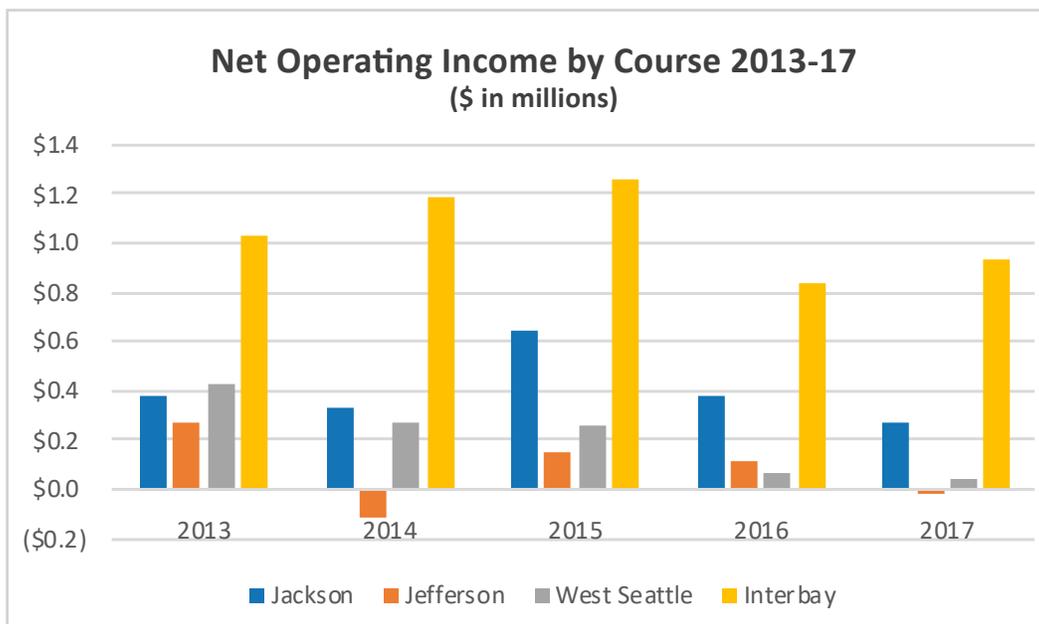


c. Administration. Administration expenses include City administrative personnel costs, concessionaire administration, the management fee paid by the City to the concessionaire, and credit card transaction fees. Administrative expenses have increased 18 percent from 2013 to 2017 from \$0.7 million to \$0.8 million. The major expense in administration is the management fee to the Concessionaire which is \$0.3 million of these costs. This fee has not changes over the last five years.

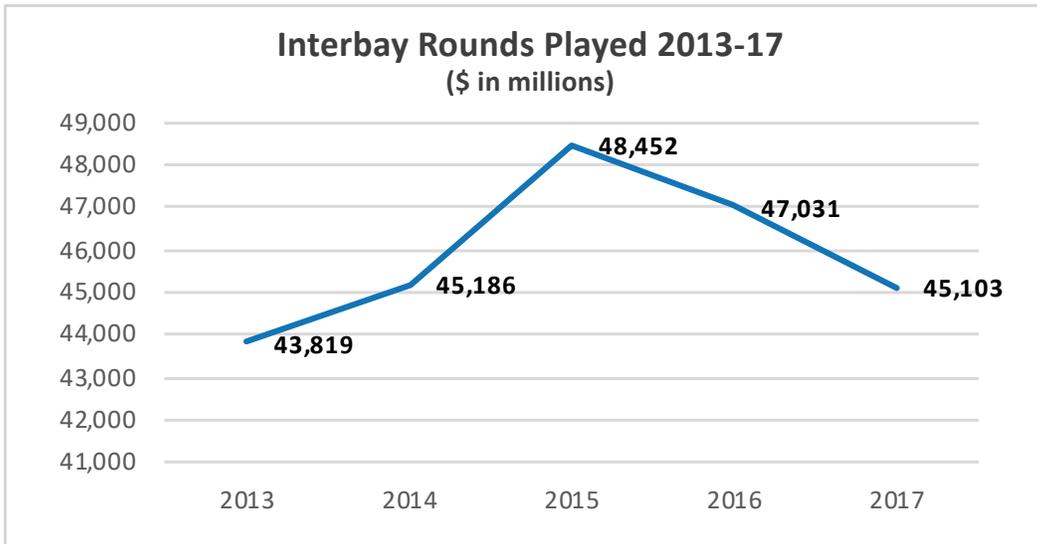


5. By Course Revenues and Expenses

The courses have been able to cover their net operating cost in most years, with the largest margin at Interbay which has netted between \$0.8 million and \$1.3 million each year from 2013-2017. The other courses have netted from a high of \$0.4 million at West Seattle in 2013 to a loss of \$0.1 million at Jefferson in 2014.



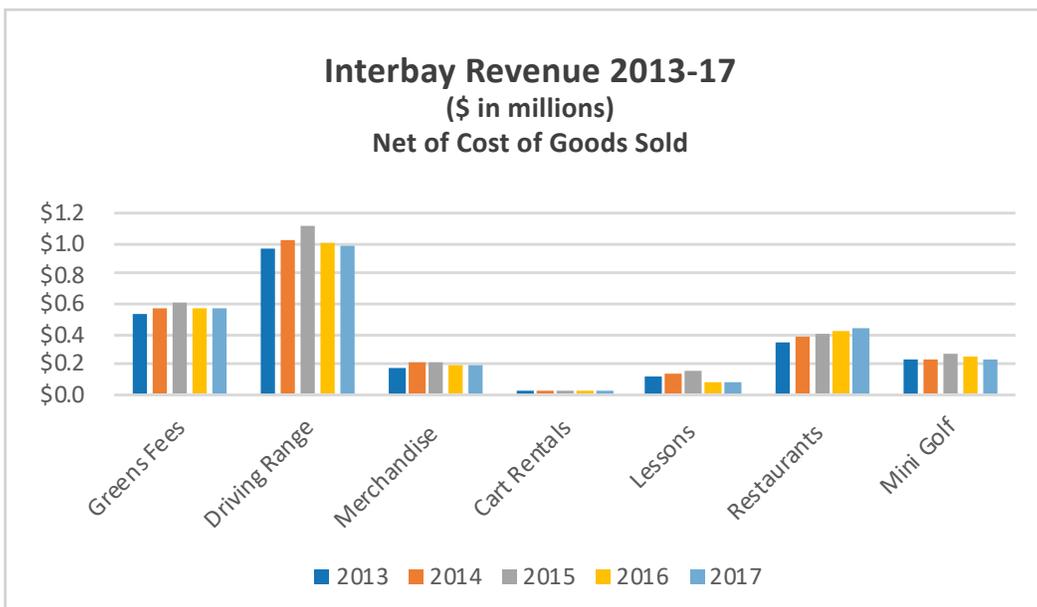
a. Interbay Golf Center. Rounds played at Interbay’s 9-hole course reflect changes in weather conditions, peaking at 48,000 rounds in 2015 and declining to the 45,000 rounds played level in 2014 in 2016.



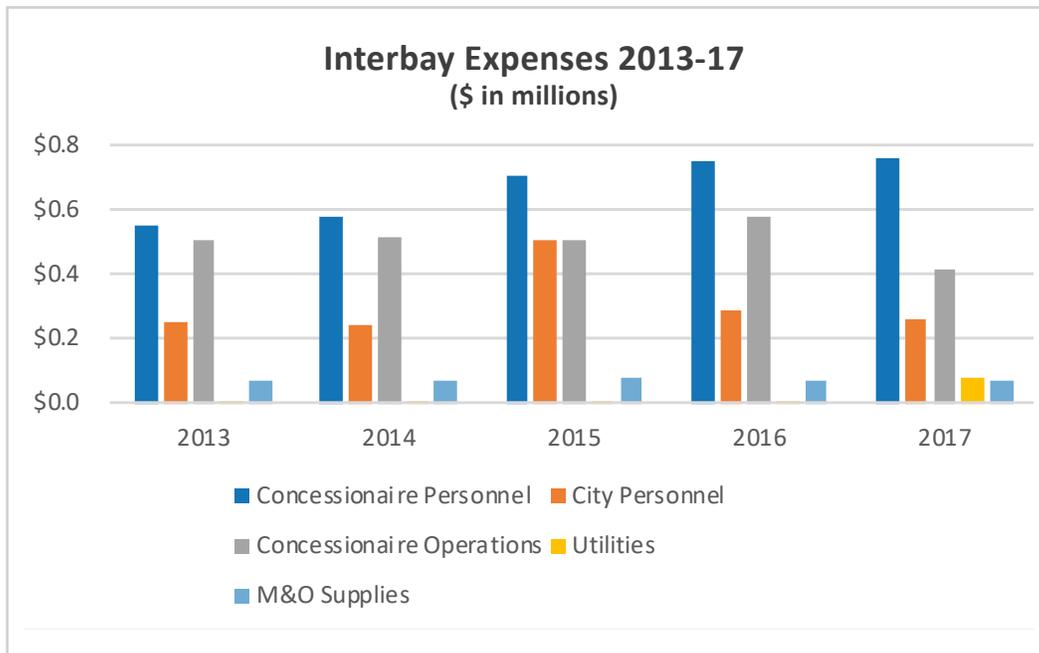
Interbay has the most robust finances with a diverse revenue stream from the driving range, mini-golf, green fees, and restaurants and relatively low 9-hole course operations costs.

As shown in the chart below, the largest source of revenue at Interbay is the driving range which generated \$1.0 million in revenue each year, followed by green fees (\$0.5 to \$0.6 million), and the restaurant (\$0.3 million to \$0.4 million). Interbay’s driving range has restrictions on the use of the upper-deck due to net height issues. This is discussed in other sections of this report.

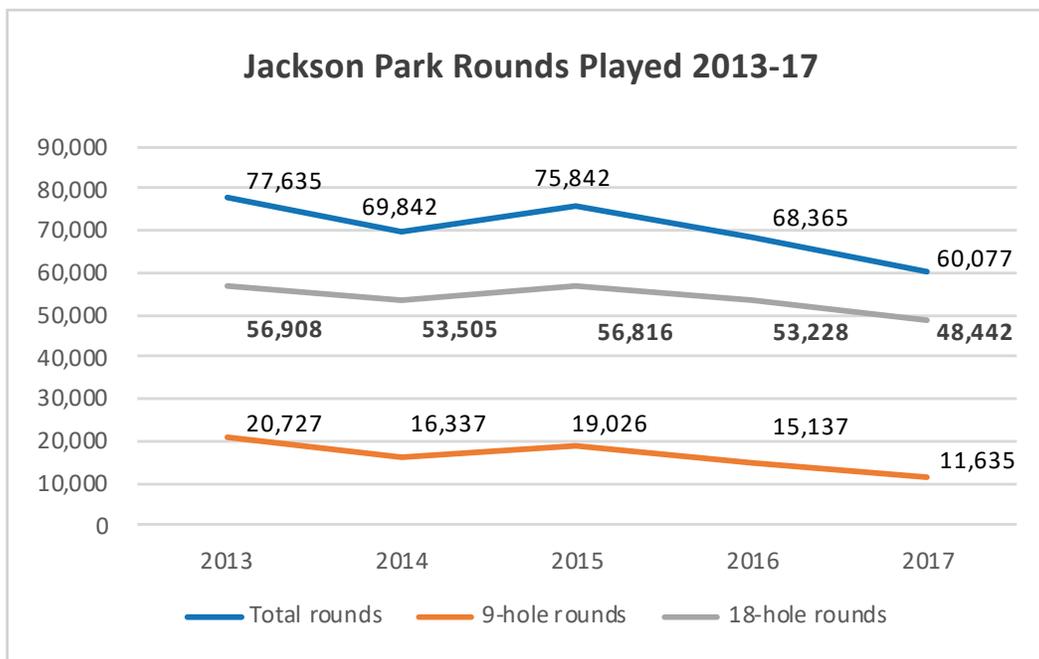
Mini-golf, which is only available at Interbay, generates \$0.2-\$0.3 million per year.



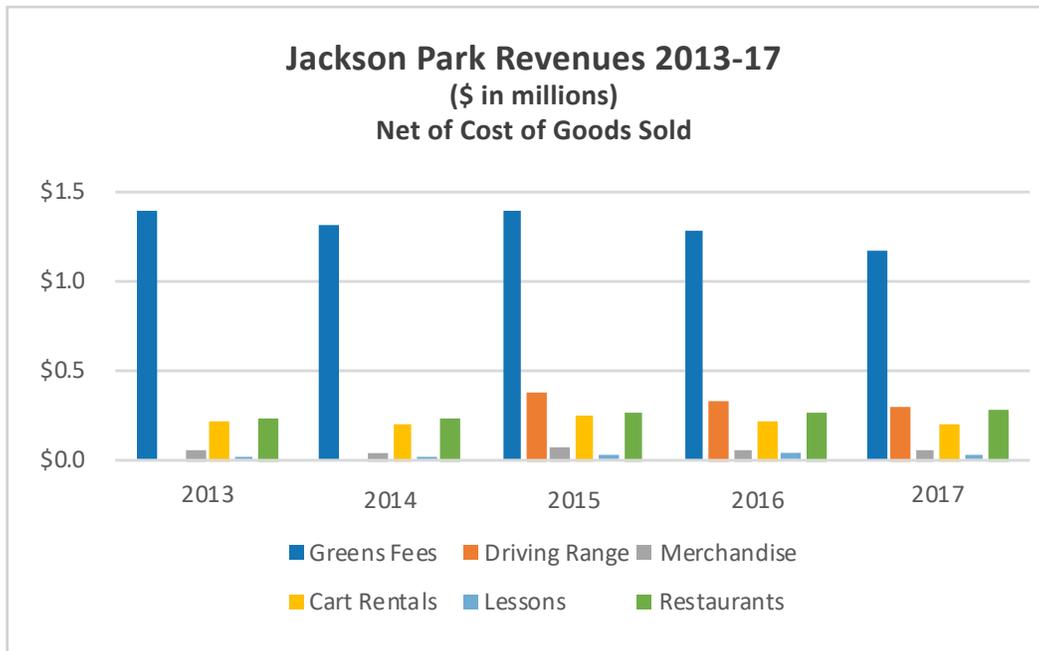
Interbay's expenses are primarily concessionaire and city personnel, ranging from \$0.8 million to \$1.2 million per year, and concessionaire operations expenses averaging \$0.5 million per year.



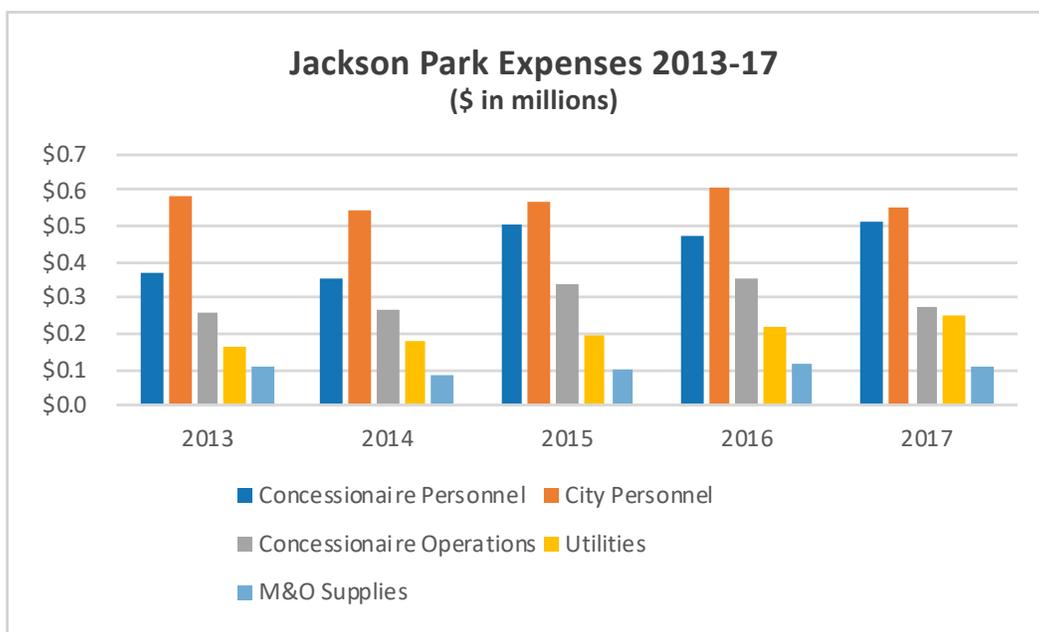
b. Jackson Park Golf Course. Jackson Park has an 18-hole course, a 9-hole course and a driving range which opened in 2015. The rounds played have declined in both the 18-hole course and the 9-hole course. The 2016 rounds played are relatively close to the 2014 rounds played.



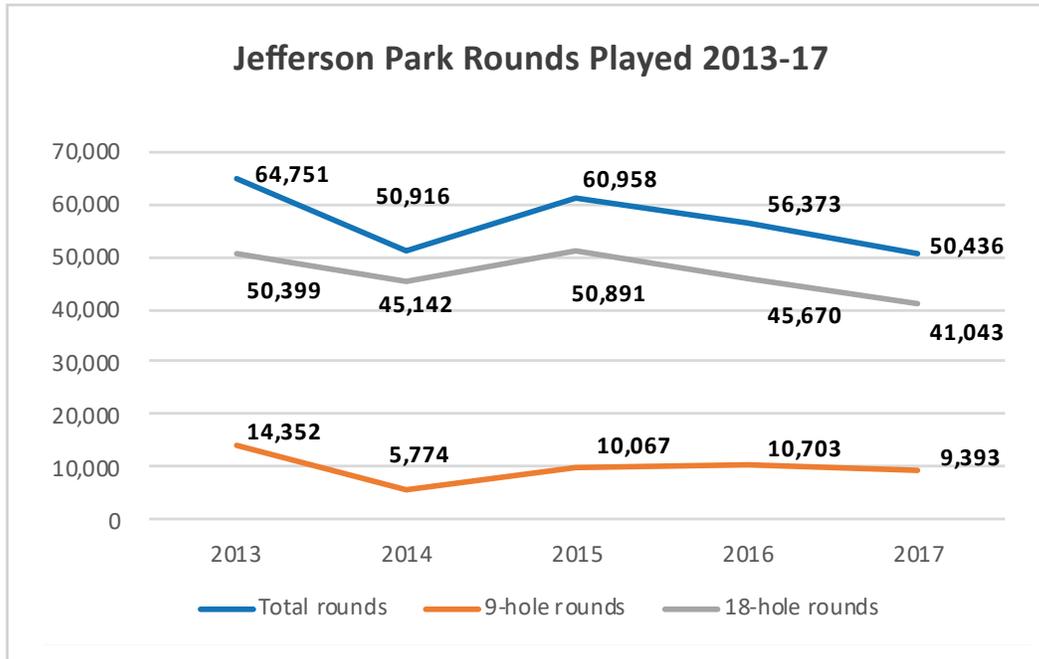
Jackson Park revenues comes primarily from green fees which ranged from \$1.2 million to \$1.4 million over the 2013-2017 time period. The new driving range generated \$0.4 million in 2015 when it opened and \$0.3 million in 2016 and in 2017.



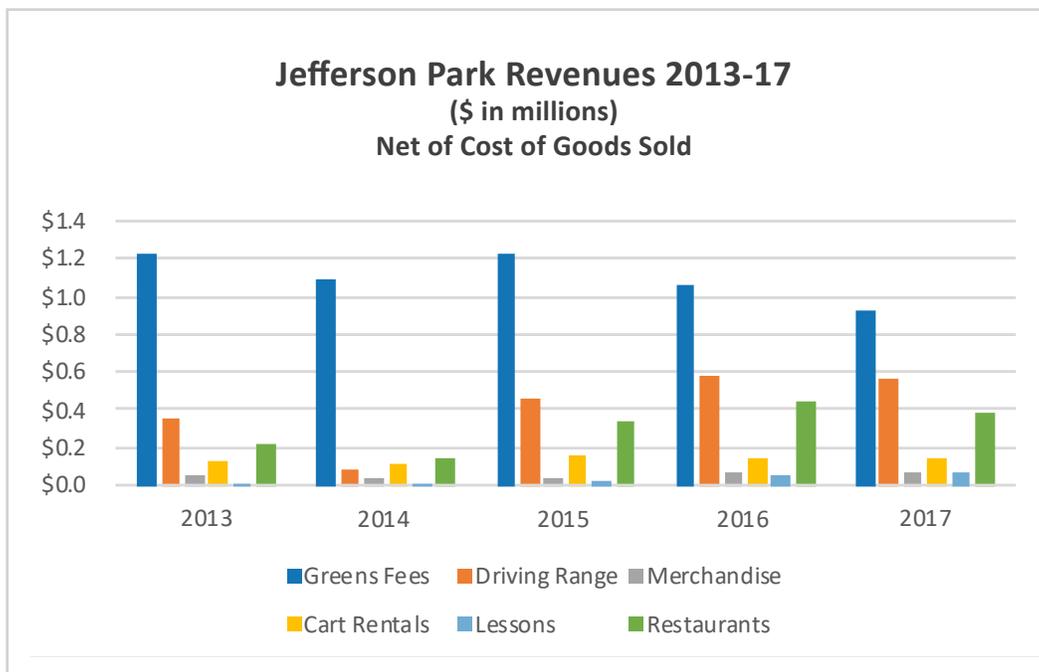
Jackson Park expenditures are primarily for personnel ranging from \$0.9 million to \$1.1 million starting in 2015 with the opening of the driving range. All other expenditures have remained level over the 2013-2017 time period.



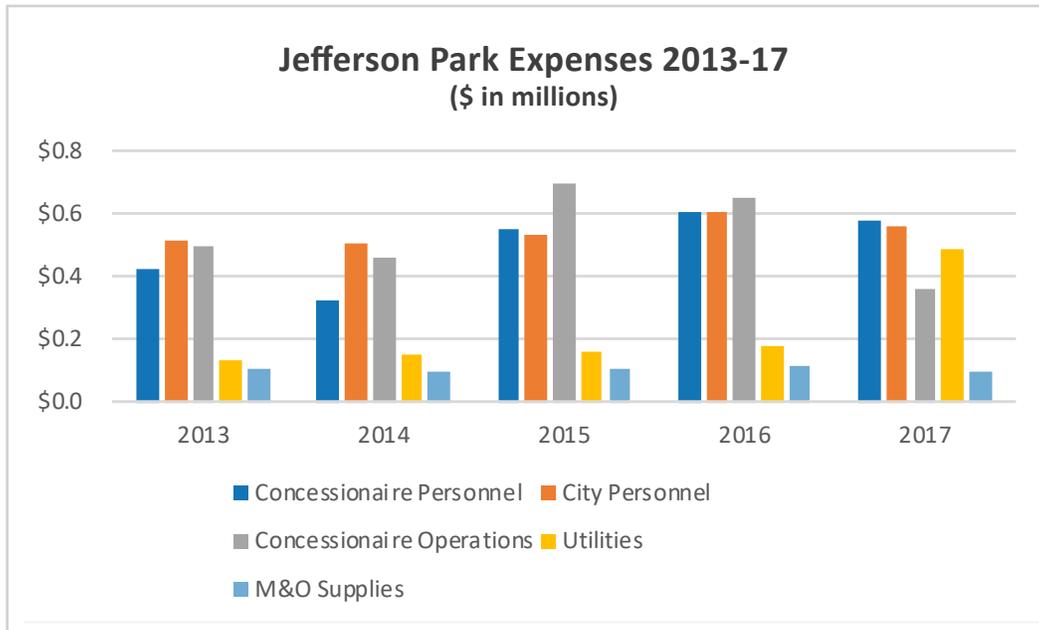
c. Jefferson Park Golf Course. Jefferson Park has an 18-hole course, a 9-hole course and a driving range rebuilt in 2015. Rounds played have declined, with the largest drop in the 18-hole course, which was impacted by tree removals in 2016.



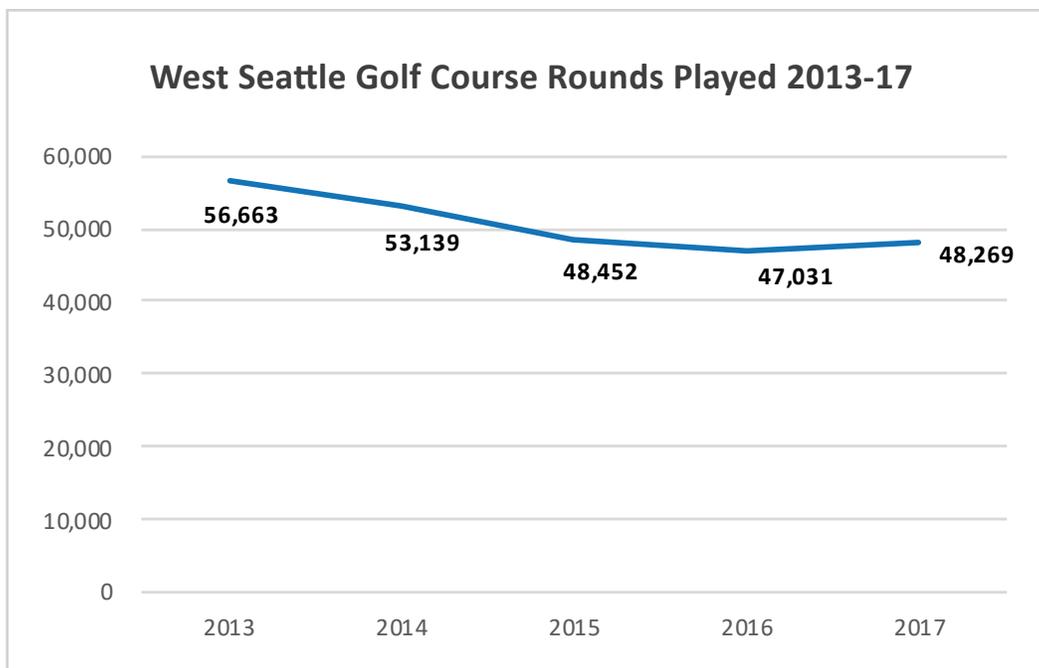
Jefferson Park revenue comes primarily from green fees ranging from \$1.2 million to \$0.9 million per year. The rebuilt driving range has generated \$0.6 million per year in 2016 and 2017 from full year operation.



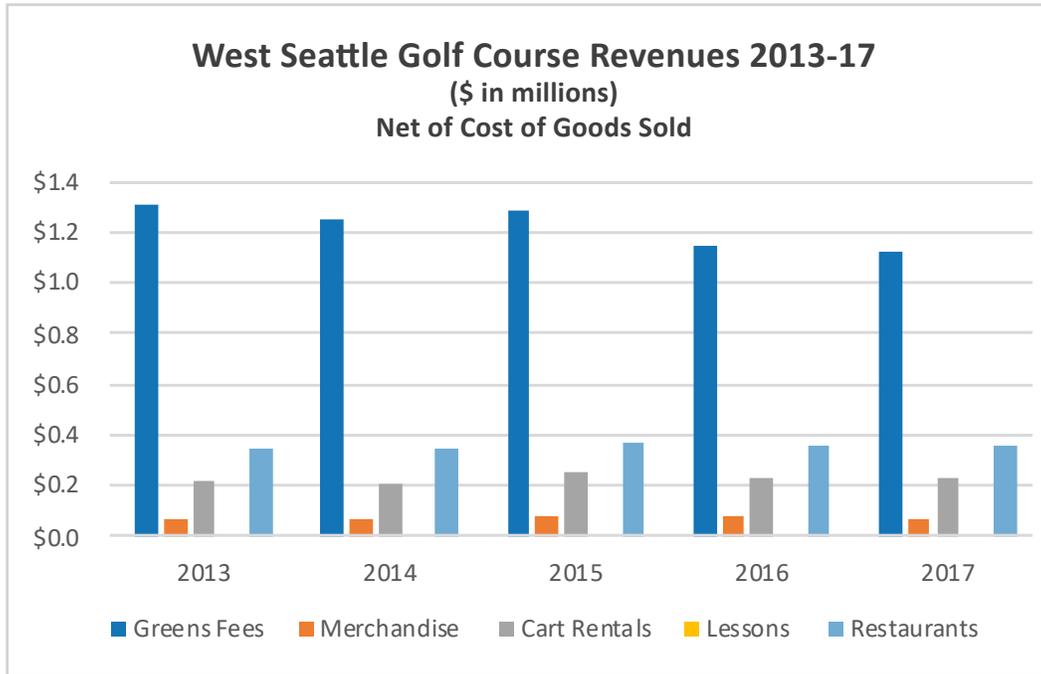
Jefferson Park expenditures are primarily for personnel, ranging from \$0.9 million per year to \$1.2 million in 2017. Utilities increased by \$0.3 million between 2016 and 2017, reflecting new drainage fees.



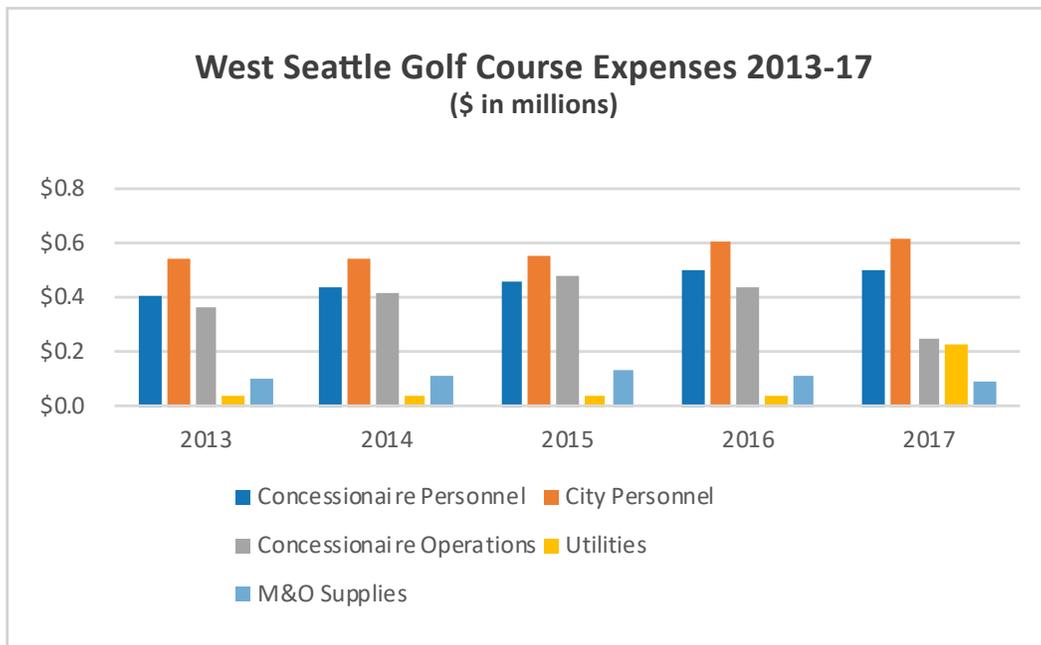
d. West Seattle Golf Course. West Seattle Golf course has an 18-hole course. Rounds played have declined, with the 2017 rounds the similar to 2015. Unlike the other courses, 2015 was not a peak year for the West Seattle course.



The primary source of revenue is green fees which have ranged from \$1.1 to \$1.3 million over the 2013-27 time period. Other revenues have remained constant over the time period.



West Seattle expenses are primarily for personnel ranging from \$0.9 million to \$1.1 million over the 2013-2017 time period. Other expenses have remained stable in the time period, with the increase in utilities expense in 2017.



6. Non-Operating Expenses 2013-2017

Debt service and a required 5 percent contribution from gross revenue to the Park Fund are golf's non-operating expenses.

a. Debt Service

Seattle Parks and Recreation has used general obligation bonds to finance approximately \$15.5 million worth of golf projects at Jackson and Jefferson from 2010 to 2016. (A planned West Seattle Golf mini-golf course was not built.) This has increased debt service to \$1.2 million in 2017 from \$0.5 million in 2013. This debt service is carried as an administrative expense and not attributed to any one course. The debt service continues until 2035.

In 2001, Seattle Parks and Recreation acquired Interbay from Family Golf at a cost of \$5.6 million. General obligation bonds payable through 2021 were used to finance the acquisition. The debt service is attributed to Interbay.

b. Parks Fund Contribution

The City Council in 2006 adopted a policy requiring golf to pay 3.5 percent of gross revenues to the Park Fund. In subsequent budget decisions, SPR increased that percentage to 5 percent of gross revenue.

c. Impact on Courses

Interbay is able to carry both the debt service attributed to it and its 5 percent contribution to the Park Fund. As of 2017, the other courses operate at a deficit with these additional non-operating expenses.

Golf Income by Course 2017 (\$ in millions)

	Jackson	Jefferson	W. Seattle	Interbay	Admin	Total
Net Operating Income	\$0.3	(\$0.0)	\$0.0	\$0.9	(\$0.9)	\$0.3
Debt Service	\$0.0	\$0.0	\$0.0	\$0.3	\$1.2	\$1.5
Park Fund Contribution	\$0.1	\$0.1	\$0.1	\$0.2	\$0.0	\$0.5
Net Income	\$0.1	(\$0.1)	(\$0.1)	\$0.4	(\$2.1)	(\$1.8)

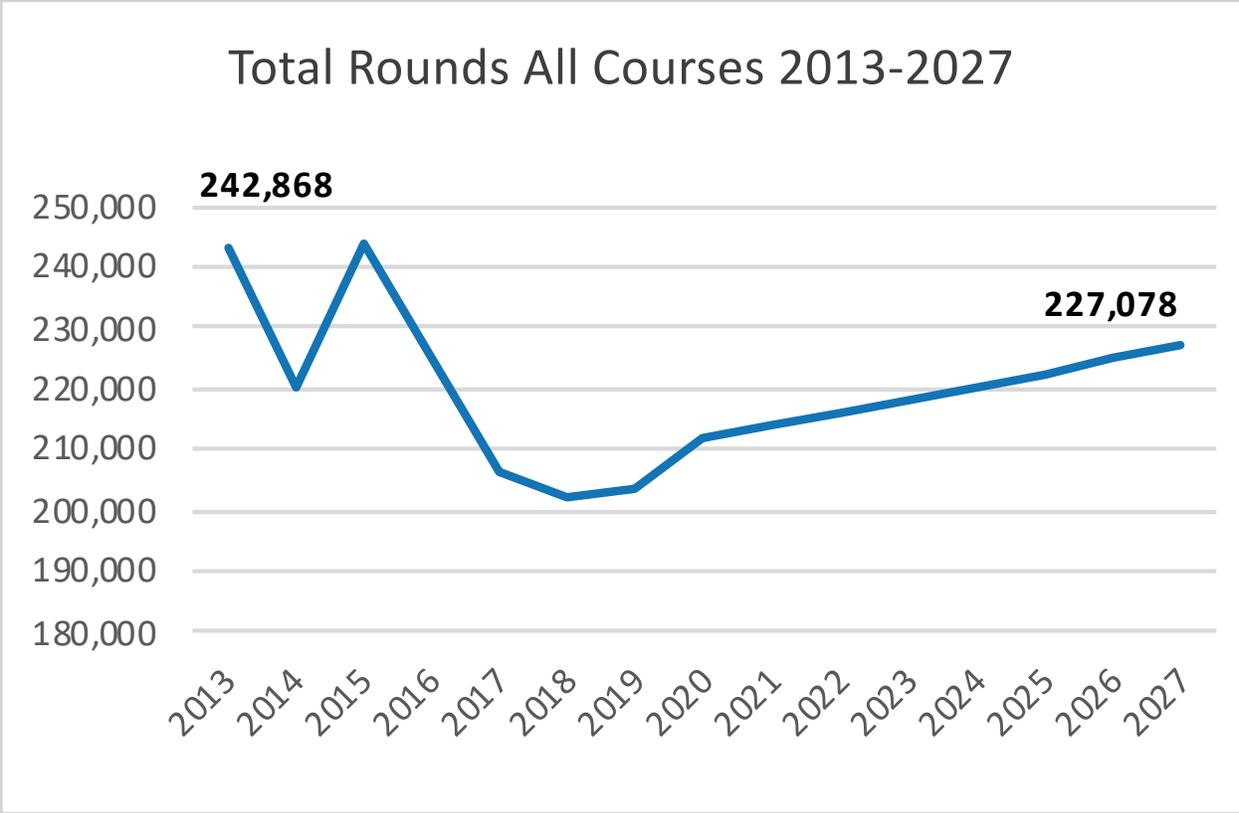
This section provides a ten-year financial projection and assesses the finances of three future golf scenarios. The consulting team led by Kathy Scanlan of Scanlan Consulting worked with City and Premier staff to develop financial scenarios to test various assumptions that might yield a sustainable framework for golf finances. The process of developing financial scenarios required the City and Premier to provide historical data and assumptions about investment and revenue. Using data provided by the City and Premier Scanlan developed a historical summary of golf financial performance. The team used that data to project a baseline future of golf revenue and expenses.

Scenario	Assumptions	Sustainability	Observations
<p>Scenario #1: Financial Projection Based on Status Quo 2018-2027</p>	<p>10 Year Projection: 2018-2020</p> <p>SPR and Premier estimated number of future rounds</p> <p>Expenses based on historical average growth rates</p> <p>Contribution to Park Fund is included</p> <p>No change in staffing or management</p>	<p>Total 2027 loss including non-operating expenses is \$4.1M</p>	<p>Golf rounds are estimated to grow at an annual average of 1%</p> <p>Does not capture higher play and revenue from 2018</p> <p>This growth rate assumed playing level less than 2013</p> <p>Debt service payments add an additional \$1.5 million to the deficit in 2018-2021 and \$1.1 million 2022-2027</p>
<p>Scenario #2: Financial Projection to Fund Deferred Maintenance, Equipment, and Capital Projects 2018-2027</p>	<p>Same as #1, plus</p> <p>SPR identified \$35.6 million in unfunded capital improvements</p> <p>20-year general obligation bond issued at 5 percent interest</p> <p>Debt service payments of \$3.3 million</p>	<p>Total 2027 loss including non-operating expenses is \$8.4M</p>	<p>Capital needs are based on internal estimate and are not inclusive of all needs</p> <p>No increase in revenue assumed resulting from capital investment</p>
<p>Scenario #3: Financial Projection to Partially Fund Deferred Needs with New User Fee and Financial Policy Changes 2018-2027</p>	<p>Same as #1, plus</p> <p>\$16.3 million capital investment</p> <p>Debt issued 20-year bond at 5 percent interest</p> <p>Reduced contribution to Park Fund</p> <p>Added user fee targeted for maintenance</p>	<p>Total 2027 loss including non-operating expenses is \$4.4 M</p> <p>This scenario has financial results similar to the status-quo but the benefit is that some facilities are better maintained</p>	<p>Capital investment less than scenario #2</p> <p>No increase in revenue assumed resulting from capital investment</p> <p>User fee for capital investment/maintenance is not sufficient to cover debt service and operating costs</p>
<p>Scenario #4: Financial Projection Changing Golf Course Maintenance to a Private Vendor</p>	<p>Same as #3, plus</p> <p>Maintenance provided by private vendor</p> <p>Variation of current maintenance standards and improved maintenance</p>	<p>Current maintenance standards Total 2027 loss including non-operating expenses is \$4M</p> <p>Best practice maintenance standards Total 2027 loss including non-operating expenses is \$4.8M</p>	<p>Did not make any changes in assumed revenue based on increased investment</p> <p>Private vendor cost increases may be over-stated due to historical costs that included the transition to minimum wage requirements and addition of staff for expanded services.</p>

B. Baseline Financial Projection 2018-2027

The baseline 10-year projection is based on the 2018-2020 budget projection of Seattle Parks and Recreation and Premier Golf, the City’s golf course operator.

The City-Premier projection assumes more stability in rounds played between 2018 and 2020 compared to 2013-2017. The projection is for a 2 percent decrease in the number of rounds played between 2017 and 2018, a 1 percent increase from 2018 to 2019 and a 4 percent increase from 2019 to 2020 when full course play resumes at Jefferson following capital improvements to repair damaged holes. The average increase over the three year projection period is 1 percent. Applying that same 1 percent average annual increase to 2021-2027 results in 227,000 rounds played in 2027, which is 7 percent less than the 243,000 rounds play in 2013.



The City-Premier projection of annual changes in revenues and expenses from 2017-2020 are shown below. These changes are used to project revenues and expenses from 2021 to 2027. There has been much discussion by City staff about the use of historical trends to project the future. The City may want to engage with forecasting experts to develop another basis for projections.

Annual Percentage Change Assumptions for 2021-2027 Projection

	Jackson Park	Jefferson Park	West Seattle	Interbay	Admin
Green fees	3%	6%	5%	2%	
Driving Range	10%	1%		3%	
Merchandise Net	6%	1%	1%	3%	
Cart Rentals Net	2%	17%	2%	1%	
Lessons Net	5%	-1%		13%	
Restaurants	2%	1%	1%	0%	
Mini Golf				5%	
Concessionaire Expenses					
Course Payroll/Benefits	8%	11%	8%	8%	
Course Operations	10%	3%	3%	10%	
Concessionaire Admin					3%
City Expenses					
City Personnel	4%	4%	4%	4%	4%
Utilities	6%	4%	4%	3%	3%
Maintenance & Operating Supplies	-1%	-1%	2%	3%	3%
Vehicle Lease & Fuel	3%	3%	3%	3%	
Services Concessionaire					3%
Banking Fees					3%
Other Expenses	3%	3%	3%	3%	3%

Interbay debt service ends in 2021 and Park Fund contributions are based on 5 percent of gross revenues.

On an operating basis, the courses have net income ranging from \$0.1 million in 2018 to a deficit of \$2.3 million in 2027. Debt service adds an addition \$1.5 million to the deficit in 2018-2021 and \$1.1 million from 2022-2027. The payment to the Park Fund adds \$0.5 - \$0.7 million to the deficit in each year. Operating net income combined with non-operating expenses result in a \$1.9 million deficit in 2018 growing to a \$4.1 million deficit in 2027.

Interbay has annual net operating income of \$0.9 million to -\$0.2 million each year and is able to pay its debt service and Park Fund contribution without a deficit except in 2026. Jackson Park is able to pay its Parks Fund contribution without running a deficit until 2022, West Seattle only in 2018 and Jefferson is not able to pay its Parks Fund contribution without running a deficit in any year.

Golf Income Projection 2018-2027
(\$ in millions)

	Net Operating Income	Non-Operating Expense		Total
		Debt Service	Park Fund	
2018	\$0.1	\$1.5	\$0.5	-\$1.9
2019	-\$0.2	\$1.5	\$0.6	-\$2.3
2020	-\$0.2	\$1.5	\$0.6	-\$2.3
2021	-\$0.5	\$1.5	\$0.6	-\$2.5
2022	-\$0.7	\$1.1	\$0.6	-\$2.4
2023	-\$1.0	\$1.1	\$0.6	-\$2.7
2024	-\$1.3	\$1.1	\$0.7	-\$3.0
2025	-\$1.6	\$1.1	\$0.7	-\$3.4
2026	-\$1.9	\$1.1	\$0.7	-\$3.7
2027	-\$2.3	\$1.1	\$0.7	-\$4.1

	Jackson			Jefferson			West Seattle			Interbay			
	Net Operating Income	Parks Fund	Total	Net Operating Income	Parks Fund	Total	Net Operating Income	Parks Fund	Total	Net Operating Income	Parks Fund	Debt Service	Total
2018	\$0.2	\$0.1	\$0.1	-\$0.2	\$0.1	-\$0.3	\$0.1	\$0.1	\$0.0	\$0.9	\$0.1	\$0.4	\$0.4
2019	\$0.2	\$0.1	\$0.1	-\$0.3	\$0.1	-\$0.4	\$0.0	\$0.1	-\$0.1	\$0.8	\$0.1	\$0.4	\$0.3
2020	\$0.2	\$0.1	\$0.0	-\$0.1	\$0.1	-\$0.3	-\$0.1	\$0.1	-\$0.2	\$0.7	\$0.1	\$0.4	\$0.2
2021	\$0.1	\$0.1	\$0.0	-\$0.2	\$0.2	-\$0.3	-\$0.1	\$0.1	-\$0.2	\$0.7	\$0.1	\$0.4	\$0.2
2022	\$0.1	\$0.1	-\$0.1	-\$0.2	\$0.2	-\$0.4	-\$0.2	\$0.1	-\$0.3	\$0.6	\$0.1		\$0.4
2023	\$0.0	\$0.1	-\$0.1	-\$0.2	\$0.2	-\$0.4	-\$0.2	\$0.1	-\$0.3	\$0.5	\$0.1		\$0.3
2024	\$0.0	\$0.2	-\$0.2	-\$0.3	\$0.2	-\$0.4	-\$0.3	\$0.1	-\$0.4	\$0.3	\$0.1		\$0.2
2025	-\$0.1	\$0.2	-\$0.2	-\$0.3	\$0.2	-\$0.5	-\$0.3	\$0.1	-\$0.4	\$0.2	\$0.1		\$0.1
2026	-\$0.1	\$0.3	-\$0.3	-\$0.4	\$0.2	-\$0.5	-\$0.4	\$0.1	-\$0.5	\$0.1	\$0.1		-\$0.1
2027	-\$0.2	\$0.4	-\$0.4	-\$0.4	\$0.2	-\$0.6	-\$0.4	\$0.1	-\$0.6	-\$0.1	\$0.1		-\$0.2

C. Fully Funded Scenario 2018-2027

The golf courses have been underfunded for capital improvements, major maintenance and equipment repair and replacement in the 2013-2017 time period. This scenario examines the impact of fully funding these needs.

1. Capital Improvements

The Parks Department has identified a total of \$35.6 million in unfunded capital improvements for the courses through an internal process. This needs identification did not include feasibility studies and is based on conceptual design not completed engineering documents.

Unfunded Capital Projects SPR Estimates (\$ in millions)

(This list is not exhaustive as SPR staff continue to identify needs.)

	Capital Projects	2018 Cost Estimate	% of total
Interbay	Irrigation improvements	\$0.4	
	Raise Interbay Poles/Netting	\$4.0	
	Sub-total	\$4.4	12%
Jackson Park	Irrigation improvements	\$0.9	
	Maintenance buildings (3) re-roofing	\$0.1	
	New cart barn for electric carts	\$0.5	
	New clubhouse	\$9.7	
	New comfort station on 18 hole course	\$0.6	
	Pave and complete cart paths	\$0.8	
	Resurface/reconfigure/lighting in parking lot	\$1.1	
Sub-total	\$13.7	38%	
Jefferson Park	Irrigation improvements	\$0.5	
	Maintenance buildings (3) re-roofing	\$0.1	
	Pave and complete cart paths	\$0.9	
	Rehabilitate/expand maintenance facilities	\$1.2	
	Stormwater mitigation	\$0.5	
	Up-grade on course comfort station	\$0.5	
Sub-total	\$3.7	10%	
West Seattle	Clubhouse remodel/new	\$9.6	
	Irrigation improvements	\$0.5	
	New cart barn for electric carts	\$0.3	
	New comfort station on 18 hole course	\$0.6	
	New maintenance facility	\$2.4	
	Pave and complete cart paths	\$0.3	
Sub-total	\$13.8	39%	
All Courses		\$35.6	

The financial projection assumes that a 20-year general obligation bond is issued by the City in 2019 at an interest rate of 5 percent. The \$35.6 million in capital improvements is in 2018 dollars. This was adjusted assuming an annual inflation rate of 2 percent to the mid-point (year 10) of the bond issue resulting in annual debt service payments of \$3.3 million. Debt service is attributed to each course based on the percentage of capital expense anticipated at the course.

Annual Debt Service by Course

(\$ in millions)

Jackson Park	Jefferson Park	West Seattle	Interbay	Total
\$1.3	\$0.3	\$1.3	\$0.4	\$3.3

2. Major Maintenance

The golf courses have not historically had funding for major maintenance. For this projection, it is assumed that the older courses (Jackson Park, Jefferson Park and West Seattle) need \$0.1 million per year for major maintenance and Interbay \$50,000 per year. In addition, the City has identified the following major maintenance projects that are assumed to occur in 2019. SPR made these estimates based on a review of equipment inventories and interviews with maintenance staff at each course.

Major Maintenance Projects

	Major Maintenance Project	2018 Cost Estimate
Interbay	Fuel tank enclosure	\$10,000
Jackson Park	Tree removal and 2/1 replacement on course	\$9,000
Jefferson Park	Tree removal and 2/1 replacement on course	\$9,000
West Seattle	Maintenance building re-roofing	\$45,000
	Tree removal on course and 2/1 replacement	\$4,500
Total		\$77,500

3. Equipment Repair and Replacement

The City has identified \$4.9 million in new equipment needed for the courses. Of the \$4.9 million, \$1.3 million per course is the cost for Jackson Park, Jefferson Park and West Seattle, \$0.6 million for Interbay and \$0.3 million shared equipment that would be charged as an administration cost. If financed over 10 years at 5 percent interest, the cost per year would be \$0.6 million with Jackson Park, Jefferson Park, and West Seattle at \$0.2 million per year, Interbay \$0.1 million per year and administration \$.05 per year.

Another potential option would be a long-term lease of the equipment which could potentially also provide for replacement of the equipment. Preliminary analysis shows that the cost per year would be approximately \$0.6 million.

4. Fully Funded Financial Projection

The impact of these three changes is to increase the total loss including non-operating expenses to \$2.9 million in 2018 to \$8.4 million in 2027.

Fully Funded Golf Income Projection 2018-2027
(\$ in millions)

	Baseline Projection				Fully Funded Projection				
	Net Operating Income	Debt Service	Park Fund	Total	Major Maint.	Revised Net Operating Income	Capital Debt Service	Equip.	Total
2018	\$0.1	\$1.5	\$0.5	-\$1.9	\$0.4	-\$0.3		\$0.6	-\$2.9
2019	-\$0.2	\$1.5	\$0.6	-\$2.3	\$0.4	-\$0.6	\$3.3	\$0.6	-\$6.6
2020	-\$0.2	\$1.5	\$0.6	-\$2.3	\$0.4	-\$0.6	\$3.3	\$0.6	-\$6.6
2021	-\$0.5	\$1.5	\$0.6	-\$2.5	\$0.4	-\$0.9	\$3.3	\$0.6	-\$6.8
2022	-\$0.7	\$1.1	\$0.6	-\$2.4	\$0.4	-\$1.1	\$3.3	\$0.6	-\$6.7
2023	-\$1.0	\$1.1	\$0.6	-\$2.7	\$0.4	-\$1.4	\$3.3	\$0.6	-\$7.0
2024	-\$1.3	\$1.1	\$0.7	-\$3.0	\$0.4	-\$1.7	\$3.3	\$0.6	-\$7.3
2025	-\$1.6	\$1.1	\$0.7	-\$3.4	\$0.4	-\$2.0	\$3.3	\$0.6	-\$7.7
2026	-\$1.9	\$1.1	\$0.7	-\$3.7	\$0.4	-\$2.3	\$3.3	\$0.6	-\$8.0
2027	-\$2.3	\$1.1	\$0.7	-\$4.1	\$0.4	-\$2.7	\$3.3	\$0.6	-\$8.4

Fully Funded Jackson Park Income Projection 2018-2027
(\$ in millions)

	Baseline Projection			Fully Funded Projection				
	Net Operating Income	Parks Fund	Total	Major Maint.	Revised Net Operating Income	Capital Debt Service	Equip.	Total
2018	\$0.2	\$0.1	\$0.1	\$0.1	\$0.1		\$0.2	-\$0.2
2019	\$0.2	\$0.1	\$0.1	\$0.1	\$0.1	\$1.3	\$0.2	-\$1.5
2020	\$0.2	\$0.1	\$0.0	\$0.1	\$0.1	\$1.3	\$0.2	-\$1.6
2021	\$0.1	\$0.1	\$0.0	\$0.1	\$0.0	\$1.3	\$0.2	-\$1.6
2022	\$0.1	\$0.1	-\$0.1	\$0.1	\$0.0	\$1.3	\$0.2	-\$1.6
2023	\$0.0	\$0.1	-\$0.1	\$0.1	-\$0.1	\$1.3	\$0.2	-\$1.7
2024	\$0.0	\$0.2	-\$0.2	\$0.1	-\$0.1	\$1.3	\$0.2	-\$1.7
2025	-\$0.1	\$0.2	-\$0.2	\$0.1	-\$0.2	\$1.3	\$0.2	-\$1.8
2026	-\$0.1	\$0.3	-\$0.3	\$0.1	-\$0.2	\$1.3	\$0.2	-\$1.9
2027	-\$0.2	\$0.4	-\$0.4	\$0.1	-\$0.3	\$1.3	\$0.2	-\$2.0

Fully Funded Jefferson Park Income Projection 2018-2027
(\$ in millions)

	Baseline Projection			Fully Funded Projection				
	Net Operating Income	Parks Fund	Total	Major Maint	Revised Net Operating Income	Capital Debt Service	Equip.	Total
2018	-\$0.2	\$0.1	-\$0.3	\$0.1	-\$0.3		\$0.2	-\$0.6
2019	-\$0.3	\$0.1	-\$0.4	\$0.1	-\$0.4	\$0.3	\$0.2	-\$1.0
2020	-\$0.1	\$0.1	-\$0.3	\$0.1	-\$0.2	\$0.3	\$0.2	-\$0.9
2021	-\$0.2	\$0.1	-\$0.3	\$0.1	-\$0.3	\$0.3	\$0.2	-\$0.9
2022	-\$0.2	\$0.2	-\$0.3	\$0.1	-\$0.3	\$0.3	\$0.2	-\$0.9
2023	-\$0.2	\$0.2	-\$0.4	\$0.1	-\$0.3	\$0.3	\$0.2	-\$1.0
2024	-\$0.3	\$0.2	-\$0.4	\$0.1	-\$0.4	\$0.3	\$0.2	-\$1.0
2025	-\$0.3	\$0.2	-\$0.5	\$0.1	-\$0.4	\$0.3	\$0.2	-\$1.1
2026	-\$0.4	\$0.2	-\$0.5	\$0.1	-\$0.5	\$0.3	\$0.2	-\$1.1
2027	-\$0.4	\$0.2	-\$0.6	\$0.1	-\$0.5	\$0.3	\$0.2	-\$1.2

Fully Funded West Seattle Income Projection 2018-2017
(\$ in millions)

	Baseline Projection			Fully Funded Projection				
	Net Operating Income	Parks Fund	Total	Major Maint	Revised Net Operating Income	Capital Debt Service	Equip.	Total
2018	\$0.1	\$0.1	\$0.0	\$0.1	\$0.0		\$0.2	-\$0.3
2019	\$0.0	\$0.1	-\$0.1	\$0.1	-\$0.1	\$1.3	\$0.2	-\$1.7
2020	-\$0.1	\$0.1	-\$0.2	\$0.1	-\$0.2	\$1.3	\$0.2	-\$1.8
2021	-\$0.1	\$0.1	-\$0.2	\$0.1	-\$0.2	\$1.3	\$0.2	-\$1.8
2022	-\$0.2	\$0.1	-\$0.3	\$0.1	-\$0.3	\$1.3	\$0.2	-\$1.9
2023	-\$0.2	\$0.1	-\$0.3	\$0.1	-\$0.3	\$1.3	\$0.2	-\$1.9
2024	-\$0.3	\$0.1	-\$0.4	\$0.1	-\$0.4	\$1.3	\$0.2	-\$2.0
2025	-\$0.3	\$0.1	-\$0.4	\$0.1	-\$0.4	\$1.3	\$0.2	-\$2.0
2026	-\$0.4	\$0.1	-\$0.5	\$0.1	-\$0.5	\$1.3	\$0.2	-\$2.1
2027	-\$0.4	\$0.1	-\$0.6	\$0.1	-\$0.5	\$1.3	\$0.2	-\$2.2

Interbay Fully Funded Income Projection 2018-2027

(\$ in millions)

	Baseline Projection				Fully Funded Projection				
	Net Operating Income	Parks Fund	Debt Service	Total	Major Maint.	Revised Net Operating Income	Capital Debt Service	Equip.	Total
2018	\$0.9	\$0.1	\$0.4	\$0.4	\$0.1	\$0.8		\$0.1	\$0.2
2019	\$0.8	\$0.1	\$0.4	\$0.3	\$0.1	\$0.7	\$0.4	\$0.1	-\$0.3
2020	\$0.7	\$0.1	\$0.4	\$0.2	\$0.1	\$0.7	\$0.4	\$0.1	-\$0.3
2021	\$0.7	\$0.1	\$0.4	\$0.2	\$0.1	\$0.6	\$0.4	\$0.1	-\$0.4
2022	\$0.6	\$0.1		\$0.4	\$0.1	\$0.5	\$0.4	\$0.1	-\$0.1
2023	\$0.5	\$0.1		\$0.3	\$0.1	\$0.4	\$0.4	\$0.1	-\$0.2
2024	\$0.3	\$0.1		\$0.2	\$0.1	\$0.3	\$0.4	\$0.1	-\$0.3
2025	\$0.2	\$0.1		\$0.1	\$0.1	\$0.2	\$0.4	\$0.1	-\$0.4
2026	\$0.1	\$0.1		-\$0.1	\$0.1	\$0.0	\$0.4	\$0.1	-\$0.6
2027	-\$0.1	\$0.1		-\$0.2	\$0.1	-\$0.1	\$0.4	\$0.1	-\$0.8

D. Combination of New User Fee, Policy Changes, and Modest Investment

This scenario assumes the following:

New User Fee:

- A \$1.00 per round contribution to a capital fund

Policy Change:

- A 3.5% Parks Fund contribution (with an alternative of 0%)
- Existing debt service paid by the Seattle Parks District and not charged to golf

Investment:

- \$16.3 million capital investment
- \$0.6 million for equipment lease annually
- \$0.1 million for major maintenance each year at the older courses and \$0.05 million at Interbay plus initial investment in major maintenance of \$77,500 in 2019.

1. New User Fee

Capital Fund - \$1.00 per round.

Based on the City-Premier projection of the number of rounds played from 2018-2020 and then extrapolated at an increase of 1 percent per year, the City would generate \$0.2 million per year for capital assuming no elasticity of demand. The policy intent would be to dedicate the surcharge to the capital fund.

Capital Contribution of \$1.00 per Round (\$ in millions)

	Jackson Park	Jefferson Park	West Seattle	Interbay	Total
2019	\$0.06	\$0.04	\$0.05	\$0.05	\$0.2
2020	\$0.06	\$0.05	\$0.05	\$0.05	\$0.2
2021	\$0.06	\$0.05	\$0.05	\$0.05	\$0.2
2022	\$0.06	\$0.05	\$0.05	\$0.05	\$0.2
2023	\$0.06	\$0.05	\$0.05	\$0.05	\$0.2
2024	\$0.07	\$0.05	\$0.06	\$0.05	\$0.2
2025	\$0.07	\$0.06	\$0.06	\$0.05	\$0.2
2026	\$0.07	\$0.06	\$0.06	\$0.05	\$0.2
2027	\$0.07	\$0.06	\$0.06	\$0.05	\$0.2

2. Parks Fund Contribution Policy Change

a. Reduction in Parks Fund Contribution to 3.5 percent

If reduced to 3.5 percent, the reduction in golf non-operating expenses would be \$0.2 million per year.

Savings in Non-Operating Expense if Park Fund Charge 3.5 percent (\$ in millions)

	Jackson Park	Jefferson Park	West Seattle	Interbay	Total
2019	\$0.04	\$0.04	\$0.04	\$0.05	\$0.2
2020	\$0.04	\$0.04	\$0.03	\$0.05	\$0.2
2021	\$0.04	\$0.04	\$0.03	\$0.05	\$0.2
2022	\$0.04	\$0.05	\$0.04	\$0.05	\$0.2
2023	\$0.04	\$0.05	\$0.04	\$0.05	\$0.2
2024	\$0.05	\$0.05	\$0.04	\$0.05	\$0.2
2025	\$0.05	\$0.05	\$0.04	\$0.05	\$0.2
2026	\$0.05	\$0.06	\$0.04	\$0.06	\$0.2
2027	\$0.05	\$0.06	\$0.04	\$0.06	\$0.2

b. Reduction in Park Fund Contribution to Zero

If the Park Fund charge is eliminated, the savings to golf range from \$0.5 million in 2019 to \$0.7 million in 2027.

Savings in Non-Operating Expense if Park Fund Charge Zero

(\$ in millions)

	Jackson Park	Jefferson Park	West Seattle	Interbay	Total
2019	\$0.1	\$0.1	\$0.1	\$0.1	\$0.6
2020	\$0.1	\$0.1	\$0.1	\$0.1	\$0.6
2021	\$0.1	\$0.1	\$0.1	\$0.1	\$0.6
2022	\$0.1	\$0.2	\$0.1	\$0.1	\$0.6
2023	\$0.1	\$0.2	\$0.1	\$0.1	\$0.6
2024	\$0.2	\$0.2	\$0.1	\$0.1	\$0.7
2025	\$0.2	\$0.2	\$0.1	\$0.1	\$0.7
2026	\$0.2	\$0.2	\$0.1	\$0.1	\$0.7
2027	\$0.2	\$0.2	\$0.1	\$0.1	\$0.7

3. Debt Service Paid by Park District

If the Park District assumes repayment of the existing bonds, the savings to golf is \$1.5 million in 2019-2021 and \$1.1 million starting in 2022 when the Interbay debt is paid off.

Savings in Non-Operating Expense if Debt Service Paid by Park District

(\$ in millions)

	Interbay	Admin	Total
2019	\$0.4	\$1.1	\$1.5
2020	\$0.4	\$1.1	\$1.5
2021	\$0.4	\$1.1	\$1.5
2022		\$1.1	\$1.1
2023		\$1.1	\$1.1
2024		\$1.1	\$1.1
2025		\$1.1	\$1.1
2026		\$1.1	\$1.1
2027		\$1.1	\$1.1

4. Investment in Capital, Equipment, and Maintenance

a. \$16.3 million Capital Investment

Debt service on \$16.3 million assuming a 20-year bond at 5 percent interest is \$1.3 million per year. The City's identified capital needs are distributed 38 percent for Jackson Park, 10 percent for Jefferson Park, 39 percent for West Seattle and 12 percent for Interbay. The cost distribution between the courses shown in the table below assumes this same distribution of capital expense for the \$16.3 million capital investment.

Debt Service - \$16.3 Million Bond
(\$ in million)

	Jackson Park	Jefferson Park	West Seattle	Interbay	Total
2019	\$0.5	\$0.1	\$0.5	\$0.2	\$1.3
2020	\$0.5	\$0.1	\$0.5	\$0.2	\$1.3
2021	\$0.5	\$0.1	\$0.5	\$0.2	\$1.3
2022	\$0.5	\$0.1	\$0.5	\$0.2	\$1.3
2023	\$0.5	\$0.1	\$0.5	\$0.2	\$1.3
2024	\$0.5	\$0.1	\$0.5	\$0.2	\$1.3
2025	\$0.5	\$0.1	\$0.5	\$0.2	\$1.3
2026	\$0.5	\$0.1	\$0.5	\$0.2	\$1.3
2027	\$0.5	\$0.1	\$0.5	\$0.2	\$1.3

b. Equipment - \$0.6 million

The City has identified \$4.9 million in new equipment needed for the courses. Of the \$4.9 million, \$1.3 million per course is the cost for Jackson Park, Jefferson Park and West Seattle, \$0.6 million for Interbay and \$0.3 million shared equipment that would be charged as an administration cost. A long-term lease of the equipment could provide for on-going replacement of the equipment.

The distribution of the \$0.6 million lease is:

- Jackson Park, Jefferson Park, and West Seattle at \$0.2 million per year.
- Interbay \$0.1 million per year.
- Administration \$.05 million per year.

c. Major Maintenance Funding

The golf courses have not historically had funding for major maintenance. For this projection, it is assumed that the older courses (Jackson Park, Jefferson Park and West Seattle) need \$0.1 million per year for major maintenance and Interbay \$50,000 per year. In addition, the City has identified the following major maintenance projects that are assumed to occur in 2019:

Major Maintenance Projects

	Major Maintenance Project	Cost Estimate
Interbay	Fuel tank enclosure	\$10,000
Jackson Park	Tree removal and 2/1 replacement on course	\$9,000
Jefferson Park	Tree removal and 2/1 replacement on course	\$9,000
West Seattle	Maintenance building re-roofing	\$45,000
	Tree removal on course and 2/1 replacement	\$4,500
Total		\$77,500

This scenario provides improved major maintenance, additional capital investment and improved equipment for the courses while remaining financially similar to the baseline.

- The new debt service of \$1.3 million is offset by the dedicated user fee of \$0.2 million leaving the same level of debt service (\$1.1 million) as in the baseline once the Interbay debt service (\$0.4 million) is paid off.
- On an operating basis, expenses are higher by \$1.0 million per year in equipment lease (\$0.6 million) and major maintenance expenses (\$0.4 million).
- The difference between a 3.5 percent Park Fund contribution and no Park Fund contribution is \$0.4 million to \$0.5 million annually.

Debt service is attributed to each course, which results in larger losses at Jackson Park, Jefferson Park and West Seattle. Debt service for these courses is carried in administration costs in the baseline projection. In the baseline scenario, Interbay had debt service of \$0.4 million per year through 2021. In this scenario debt service is \$0.2 million from 2019 -2027.

Combination of User Fee, Policy Change & Investment 2019-2027
(\$ in millions)

Baseline Projection				Combination of User Fee, Policy Change & Investment							
	Net Operating Income	Non-Operating Expense	Total	Major Maint.	Equip.	Revised Net Operating Income	Revised Non-Operating Expense	Debt Service (Minus Dedicated User Fee)		Total Park Fund 3.5%	Total Park Fund 0%
								Park Fund	Park Fund 3.5%		
2019	-\$0.2	\$1.5	\$0.6	-\$2.3	0.4	0.6	-\$1.2	\$1.1	\$0.4	-\$2.7	-\$2.3
2020	-\$0.2	\$1.5	\$0.6	-\$2.3	0.4	0.6	-\$1.2	\$1.1	\$0.4	-\$2.7	-\$2.3
2021	-\$0.5	\$1.5	\$0.6	-\$2.5	0.4	0.6	-\$1.5	\$1.1	\$0.4	-\$2.9	-\$2.6
2022	-\$0.7	\$1.1	\$0.6	-\$2.4	0.4	0.6	-\$1.7	\$1.1	\$0.4	-\$3.2	-\$2.8
2023	-\$1.0	\$1.1	\$0.6	-\$2.7	0.4	0.6	-\$2.0	\$1.1	\$0.4	-\$3.5	-\$3.1
2024	-\$1.3	\$1.1	\$0.7	-\$3.0	0.4	0.6	-\$2.3	\$1.1	\$0.4	-\$3.8	-\$3.4
2025	-\$1.6	\$1.1	\$0.7	-\$3.4	0.4	0.6	-\$2.6	\$1.1	\$0.5	-\$4.2	-\$3.7
2026	-\$1.9	\$1.1	\$0.7	-\$3.7	0.4	0.6	-\$2.9	\$1.1	\$0.5	-\$4.5	-\$4.0
2027	-\$2.3	\$1.1	\$0.7	-\$4.1	0.4	0.6	-\$3.3	\$1.1	\$0.5	-\$4.9	-\$4.4

Jackson Park – Combination of User Fee, Policy Change & Investment 2019-2027
(\$ in millions)

Baseline Projection				Combination of User Fee, Policy Change & Investment							
	Net Operating Income	Non-Operating Expense	Total	Major Maint.	Equip.	Revised Net Operating Income	Revised Non-Operating Expense	Debt Service		Total Park Fund 3.5%	Total Park Fund 0%
								Park Fund	Park Fund 3.5%		
2019	\$0.2	\$0.1	\$0.1	\$0.1	\$0.2	-\$0.1	\$0.5	\$0.1		-\$0.7	-\$0.6
2020	\$0.2	\$0.1	\$0.0	\$0.1	\$0.2	-\$0.1	\$0.5	\$0.1		-\$0.7	-\$0.6
2021	\$0.1	\$0.1	\$0.0	\$0.1	\$0.2	-\$0.2	\$0.5	\$0.1		-\$0.8	-\$0.7
2022	\$0.1	\$0.1	-\$0.1	\$0.1	\$0.2	-\$0.2	\$0.5	\$0.1		-\$0.8	-\$0.7
2023	\$0.0	\$0.1	-\$0.1	\$0.1	\$0.2	-\$0.3	\$0.5	\$0.1		-\$0.9	-\$0.8
2024	\$0.0	\$0.2	-\$0.2	\$0.1	\$0.2	-\$0.3	\$0.5	\$0.1		-\$0.9	-\$0.8
2025	-\$0.1	\$0.2	-\$0.2	\$0.1	\$0.2	-\$0.4	\$0.5	\$0.1		-\$1.0	-\$0.9
2026	-\$0.1	\$0.3	-\$0.3	\$0.1	\$0.2	-\$0.4	\$0.5	\$0.1		-\$1.1	-\$0.9
2027	-\$0.2	\$0.4	-\$0.4	\$0.1	\$0.2	-\$0.5	\$0.5	\$0.1		-\$1.1	-\$1.0

Jefferson Park – Combination of User Fee, Policy Change & Investment 2019-2027
(\$ in millions)

Baseline Projection			Combination of User Fee, Policy Change & Investment							
Net Operating Income	Non-Operating Expense	Total	Major Maint	Equip.	Revised Net Operating Income	Revised Non-Operating Expense	Debt Service	Park Fund 3.5%	Total Park Fund 3.5%	Total Park Fund 0%
Parks Fund										
2019	-\$0.3	\$0.1	-\$0.4	\$0.1	\$0.2	-\$0.7	\$0.1	\$0.1	-\$0.9	-\$0.9
2020	-\$0.1	\$0.1	-\$0.3	\$0.1	\$0.2	-\$0.6	\$0.1	\$0.1	-\$0.8	-\$0.7
2021	-\$0.2	\$0.2	-\$0.3	\$0.1	\$0.2	-\$0.6	\$0.1	\$0.1	-\$0.9	-\$0.8
2022	-\$0.2	\$0.2	-\$0.4	\$0.1	\$0.2	-\$0.7	\$0.1	\$0.1	-\$0.9	-\$0.8
2023	-\$0.2	\$0.2	-\$0.4	\$0.1	\$0.2	-\$0.7	\$0.1	\$0.1	-\$1.0	-\$0.8
2024	-\$0.3	\$0.2	-\$0.5	\$0.1	\$0.2	-\$0.8	\$0.1	\$0.1	-\$1.0	-\$0.9
2025	-\$0.3	\$0.2	-\$0.5	\$0.1	\$0.2	-\$0.8	\$0.1	\$0.1	-\$1.1	-\$0.9
2026	-\$0.4	\$0.2	-\$0.5	\$0.1	\$0.2	-\$0.9	\$0.1	\$0.1	-\$1.1	-\$1.0
2027	-\$0.4	\$0.2	-\$0.6	\$0.1	\$0.2	-\$0.9	\$0.1	\$0.1	-\$1.2	-\$1.0

West Seattle – Combination of User Fee, Policy Change & Investment 2019-2027
(\$ in millions)

Baseline Projection			Combination of User Fee, Policy Change & Investment							
Net Operating Income	Non-Operating Expense	Total	Major Maint.	Equip.	Revised Net Operating Income	Revised Non-Operating Expense	Debt Service	Park Fund 3.5%	Total Park Fund 3.5%	Total Park Fund 0%
Parks Fund										
2019	\$0.0	\$0.1	-\$0.1	\$0.1	\$0.2	-\$0.4	\$0.5	\$0.1	-\$1.0	-\$0.9
2020	-\$0.1	\$0.1	-\$0.2	\$0.1	\$0.2	-\$0.5	\$0.5	\$0.1	-\$1.1	-\$1.0
2021	-\$0.1	\$0.1	-\$0.2	\$0.1	\$0.2	-\$0.5	\$0.5	\$0.1	-\$1.1	-\$1.0
2022	-\$0.2	\$0.1	-\$0.3	\$0.1	\$0.2	-\$0.6	\$0.5	\$0.1	-\$1.2	-\$1.1
2023	-\$0.2	\$0.1	-\$0.3	\$0.1	\$0.2	-\$0.6	\$0.5	\$0.1	-\$1.2	-\$1.1
2024	-\$0.3	\$0.1	-\$0.4	\$0.1	\$0.2	-\$0.7	\$0.5	\$0.1	-\$1.3	-\$1.2
2025	-\$0.3	\$0.1	-\$0.4	\$0.1	\$0.2	-\$0.7	\$0.5	\$0.1	-\$1.4	-\$1.3
2026	-\$0.4	\$0.1	-\$0.5	\$0.1	\$0.2	-\$0.8	\$0.5	\$0.1	-\$1.4	-\$1.3
2027	-\$0.4	\$0.1	-\$0.6	\$0.1	\$0.2	-\$0.9	\$0.5	\$0.1	-\$1.5	-\$1.4

Interbay – Combination of User Fee, Policy Change & Investment 2019-2027
(\$ in millions)

Baseline Projection				Combination of User Fee, Policy Change & Investment							
	Net Operating Income	Non-Operating Expense		Total	Major Maint.	Equip.	Revised Net Operating Expense	Revised Non-Operating Expense	Total Park Fund 3.5%	Total Park Fund 0%	
		Parks Fund	Debt Service				Debt Service	Park Fund 3.5%			
2019	\$0.8	\$0.1	\$0.4	\$0.3	\$0.1	\$0.1	\$0.1	\$0.2	\$0.1	-\$0.1	-\$0.1
2020	\$0.7	\$0.1	\$0.4	\$0.2	\$0.1	\$0.1	\$0.1	\$0.2	\$0.1	-\$0.2	-\$0.1
2021	\$0.7	\$0.1	\$0.4	\$0.2	\$0.1	\$0.1	\$0.0	\$0.2	\$0.1	-\$0.2	-\$0.2
2022	\$0.6	\$0.1		\$0.4	\$0.1	\$0.1	\$0.3	\$0.2	\$0.1	\$0.0	\$0.1
2023	\$0.5	\$0.1		\$0.3	\$0.1	\$0.1	\$0.2	\$0.2	\$0.1	-\$0.1	\$0.0
2024	\$0.3	\$0.1		\$0.2	\$0.1	\$0.1	\$0.1	\$0.2	\$0.1	-\$0.2	-\$0.1
2025	\$0.2	\$0.1		\$0.1	\$0.1	\$0.1	-\$0.1	\$0.2	\$0.1	-\$0.3	-\$0.2
2026	\$0.1	\$0.0		-\$0.1	\$0.1	\$0.1	-\$0.2	\$0.2	\$0.0	-\$0.4	-\$0.4
2027	-\$0.1	\$0.1		-\$0.2	\$0.1	\$0.1	-\$0.4	\$0.2	\$0.1	-\$0.6	-\$0.5

E. Consolidated Operations and Maintenance with Private Vendor Scenario

This scenario assumes the following:

- Course maintenance provided by a private vendor selected through a request for proposal (RFP) process, including staff and all operating expenses, beginning in 2020.
- Increase in the concessionaire service fee starting in 2020 to \$450,000 to include maintenance function.
- All assumptions made in the combination of the new user fee, policy changes and modest investment.
- An additional increment for best practice maintenance standards.

1. Private Vendor Course Maintenance Cost Estimate

The estimated cost for private vendor course maintenance and operations was provided by Premier and projected using the course operations and course personnel annual percentage change assumptions. The escalation of Premier costs is based on historical increases which may be skewed due to the implementation of the minimum wage increase.

Private Vendor Course Maintenance Estimated Cost –
Current Maintenance Standards
(\$ in millions)

	Current Maintenance Standard				
	Jackson Park	Jefferson Park	West Seattle	Interbay	Total
Personnel					
2020	\$0.5	\$0.3	\$0.3	\$0.1	\$1.2
2021	\$0.5	\$0.3	\$0.3	\$0.2	\$1.3
2022	\$0.6	\$0.3	\$0.3	\$0.2	\$1.4
2023	\$0.6	\$0.4	\$0.3	\$0.2	\$1.5
2024	\$0.7	\$0.4	\$0.4	\$0.2	\$1.6
2025	\$0.7	\$0.5	\$0.4	\$0.2	\$1.8
2026	\$0.8	\$0.5	\$0.4	\$0.2	\$1.9
2027	\$0.8	\$0.6	\$0.5	\$0.2	\$2.1
Operations					
2020	\$0.1	\$0.3	\$0.3	\$0.1	\$0.9
2021	\$0.1	\$0.3	\$0.3	\$0.1	\$0.9
2022	\$0.2	\$0.3	\$0.3	\$0.2	\$1.0
2023	\$0.2	\$0.4	\$0.3	\$0.2	\$1.0
2024	\$0.2	\$0.4	\$0.3	\$0.2	\$1.1
2025	\$0.2	\$0.4	\$0.3	\$0.2	\$1.1
2026	\$0.2	\$0.4	\$0.3	\$0.2	\$1.2
2027	\$0.3	\$0.4	\$0.4	\$0.3	\$1.3

**Private Vendor Course Maintenance Estimated Cost –
Best Practice Maintenance Standards**
(\$ in millions)

	Best Practice Standard				Total
	Jackson Park	Jefferson Park	West Seattle	Interbay	
Personnel					
2020	\$0.6	\$0.4	\$0.4	\$0.2	\$1.5
2021	\$0.6	\$0.4	\$0.4	\$0.2	\$1.7
2022	\$0.7	\$0.5	\$0.4	\$0.2	\$1.8
2023	\$0.8	\$0.5	\$0.5	\$0.2	\$2.0
2024	\$0.8	\$0.6	\$0.5	\$0.3	\$2.1
2025	\$0.9	\$0.6	\$0.5	\$0.3	\$2.3
2026	\$1.0	\$0.7	\$0.6	\$0.3	\$2.6
2027	\$1.0	\$0.8	\$0.6	\$0.3	\$2.8
Operations					
2020	\$0.2	\$0.4	\$0.3	\$0.1	\$1.0
2021	\$0.2	\$0.4	\$0.3	\$0.2	\$1.0
2022	\$0.2	\$0.4	\$0.3	\$0.2	\$1.1
2023	\$0.2	\$0.4	\$0.3	\$0.2	\$1.1
2024	\$0.2	\$0.4	\$0.4	\$0.2	\$1.2
2025	\$0.2	\$0.4	\$0.4	\$0.2	\$1.3
2026	\$0.3	\$0.4	\$0.4	\$0.3	\$1.3
2027	\$0.3	\$0.4	\$0.4	\$0.3	\$1.4

2. Savings in Non-Operating Expense Using Private Vendor

The reduction in cost for the standard maintenance service ranges from \$0.8 million in 2020 to \$0.4 million in 2027. The reduction in cost savings over time is because City personnel costs are estimated to increase 4 percent per year and concessionaire personnel costs are projected to increase at a higher rate; however, this escalation by the concessionaire may be over-stated due to the historical data which captures the increased concessionaire labor rate as they transitioned to meeting the City of Seattle minimum wage law. *(In addition, City personnel cost projections may be higher based on updated information from City staff from the time when the financial analysis was conducted and the final report is being issued.)*

Savings in Non-Operating Expense– Private Current Maintenance Standards
(\$ in millions)

	Jackson Park	Jefferson Park	West Seattle	Interbay	Total
2020	\$0.2	\$0.2	\$0.3	\$0.1	\$0.8
2021	\$0.2	\$0.2	\$0.3	\$0.1	\$0.8
2022	\$0.1	\$0.2	\$0.3	\$0.1	\$0.8
2023	\$0.1	\$0.2	\$0.3	\$0.1	\$0.7
2024	\$0.1	\$0.1	\$0.3	\$0.1	\$0.7
2025	\$0.0	\$0.1	\$0.3	\$0.1	\$0.6
2026	(\$0.0)	\$0.1	\$0.3	\$0.1	\$0.5
2027	(\$0.1)	\$0.1	\$0.3	\$0.1	\$0.4

Savings in Non-Operating Expense– Best Practice Maintenance Standards
(\$ in millions)

	Jackson Park	Jefferson Park	West Seattle	Interbay	Total
2020	\$0.0	\$0.1	\$0.2	\$0.1	\$0.4
2021	\$0.0	\$0.0	\$0.2	\$0.1	\$0.3
2022	(\$0.0)	\$0.0	\$0.2	\$0.1	\$0.2
2023	(\$0.1)	(\$0.0)	\$0.2	\$0.1	\$0.1
2024	(\$0.1)	(\$0.1)	\$0.2	\$0.1	\$0.0
2025	(\$0.2)	(\$0.1)	\$0.2	\$0.0	(\$0.1)
2026	(\$0.2)	(\$0.2)	\$0.1	\$0.0	(\$0.2)
2027	(\$0.3)	(\$0.2)	\$0.1	\$0.0	(\$0.4)

This scenario reduces the total loss from golf by the savings in operating expense for the standard maintenance practice option. Under the best practice maintenance scenario, the total loss is larger than under Scenario 2 by \$0.4 million by 2027.

Consolidated Operations & Maintenance with Private Vendor Following an RFP
(\$ in millions)

Combination User Fee, Policy Change & Investment				Private Vendor Current Maintenance Standards			Private Vendor Best Practice Maintenance Standards		
	Net Operating Income	Net Total Income	Net Total Income	Net Operating Income	Net Total Income	Net Total Income	Net Operating Income	Net Total Income	Net Total Income
		Park Fund 3.5%	Park Fund 0%		Park Fund 3.5%	Park Fund 0%		Park Fund 3.5%	Park Fund 0%
2020	-\$1.2	-\$2.7	-\$2.3	-\$0.4	-\$1.9	-\$1.5	-\$0.9	-\$2.4	-\$2.0
2021	-\$1.5	-\$2.9	-\$2.6	-\$0.7	-\$2.1	-\$1.8	-\$1.2	-\$2.6	-\$2.3
2022	-\$1.7	-\$3.2	-\$2.8	-\$1.0	-\$2.4	-\$2.1	-\$1.5	-\$3.0	-\$2.6
2023	-\$2.0	-\$3.5	-\$3.1	-\$1.3	-\$2.8	-\$2.4	-\$1.9	-\$3.4	-\$3.0
2024	-\$2.3	-\$3.8	-\$3.4	-\$1.6	-\$3.1	-\$2.7	-\$2.2	-\$3.8	-\$3.3
2025	-\$2.6	-\$4.2	-\$3.7	-\$2.0	-\$3.6	-\$3.1	-\$2.7	-\$4.2	-\$3.8
2026	-\$2.9	-\$4.5	-\$4.0	-\$2.4	-\$4.0	-\$3.5	-\$3.2	-\$4.7	-\$4.3
2027	-\$3.3	-\$4.9	-\$4.4	-\$2.9	-\$4.5	-\$4.0	-\$3.7	-\$5.3	-\$4.8

Jackson Park: Consolidated Operations & Maintenance with Private Vendor Following an RFP
(\$ in millions)

Combination User Fee, Policy Change & Investment				Private Vendor Current Maintenance Standards			Private Vendor Best Practice Maintenance Standards		
	Net Operating Income	Net Total Income	Net Total Income	Net Operating Income	Net Total Income	Net Total Income	Net Operating Income	Net Total Income	Net Total Income
		Park Fund 3.5%	Park Fund 0%		Park Fund 3.5%	Park Fund 0%		Park Fund 3.5%	Park Fund 0%
2020	-\$0.1	-\$0.7	-\$0.6	\$0.1	-\$0.5	-\$0.4	-\$0.1	-\$0.7	-\$0.6
2021	-\$0.2	-\$0.8	-\$0.7	\$0.0	-\$0.6	-\$0.5	-\$0.2	-\$0.8	-\$0.7
2022	-\$0.2	-\$0.8	-\$0.7	-\$0.1	-\$0.7	-\$0.6	-\$0.2	-\$0.8	-\$0.7
2023	-\$0.3	-\$0.9	-\$0.8	-\$0.2	-\$0.8	-\$0.7	-\$0.3	-\$0.9	-\$0.8
2024	-\$0.3	-\$0.9	-\$0.8	-\$0.2	-\$0.9	-\$0.8	-\$0.4	-\$1.0	-\$0.9
2025	-\$0.4	-\$1.0	-\$0.9	-\$0.3	-\$1.0	-\$0.9	-\$0.6	-\$1.2	-\$1.1
2026	-\$0.4	-\$1.1	-\$0.9	-\$0.5	-\$1.1	-\$1.0	-\$0.7	-\$1.3	-\$1.2
2027	-\$0.5	-\$1.1	-\$1.0	-\$0.6	-\$1.2	-\$1.1	-\$0.8	-\$1.5	-\$1.3

Jefferson Park: Consolidated Operations & Maintenance
with Private Vendor Following an RFP
(\$ in millions)

Combination User Fee, Policy Change & Investment				Private Vendor Current Maintenance Standards			Private Vendor Best Practice Maintenance Standards		
	Net Operating Income	Net Total Income	Net Total Income	Net Operating Income	Net Total Income	Net Total Income	Net Operating Income	Net Total Income	Net Total Income
		Park Fund 3.5%	Park Fund 0%		Park Fund 3.5%	Park Fund 0%		Park Fund 3.5%	Park Fund 0%
2020	-\$0.6	-\$0.8	-\$0.7	-\$0.4	-\$0.6	-\$0.5	-\$0.5	-\$0.8	-\$0.7
2021	-\$0.6	-\$0.9	-\$0.8	-\$0.4	-\$0.7	-\$0.6	-\$0.6	-\$0.8	-\$0.7
2022	-\$0.7	-\$0.9	-\$0.8	-\$0.5	-\$0.7	-\$0.6	-\$0.7	-\$0.9	-\$0.8
2023	-\$0.7	-\$1.0	-\$0.8	-\$0.6	-\$0.8	-\$0.7	-\$0.7	-\$1.0	-\$0.9
2024	-\$0.8	-\$1.0	-\$0.9	-\$0.6	-\$0.9	-\$0.8	-\$0.8	-\$1.1	-\$1.0
2025	-\$0.8	-\$1.1	-\$0.9	-\$0.7	-\$1.0	-\$0.8	-\$0.9	-\$1.2	-\$1.0
2026	-\$0.9	-\$1.1	-\$1.0	-\$0.8	-\$1.0	-\$0.9	-\$1.0	-\$1.3	-\$1.1
2027	-\$0.9	-\$1.2	-\$1.0	-\$0.9	-\$1.1	-\$1.0	-\$1.1	-\$1.4	-\$1.2

West Seattle: Consolidated Operations & Maintenance
with Private Vendor Following an RFP
(\$ in millions)

Combination User Fee, Policy Change & Investment				Private Vendor Current Maintenance Standards			Private Vendor Best Practice Maintenance Standards		
	Net Operating Income	Net Total Income	Net Total Income	Net Operating Income	Net Total Income	Net Total Income	Net Operating Income	Net Total Income	Net Total Income
		Park Fund 3.5%	Park Fund 0%		Park Fund 3.5%	Park Fund 0%		Park Fund 3.5%	Park Fund 0%
2020	-\$0.5	-\$1.1	-\$1.0	-\$0.2	-\$0.8	-\$0.7	-\$0.3	-\$0.9	-\$0.8
2021	-\$0.5	-\$1.1	-\$1.0	-\$0.2	-\$0.8	-\$0.7	-\$0.3	-\$0.9	-\$0.9
2022	-\$0.6	-\$1.2	-\$1.1	-\$0.3	-\$0.9	-\$0.8	-\$0.4	-\$1.0	-\$0.9
2023	-\$0.6	-\$1.2	-\$1.1	-\$0.3	-\$0.9	-\$0.8	-\$0.5	-\$1.1	-\$1.0
2024	-\$0.7	-\$1.3	-\$1.2	-\$0.4	-\$1.0	-\$0.9	-\$0.5	-\$1.1	-\$1.0
2025	-\$0.7	-\$1.4	-\$1.3	-\$0.4	-\$1.0	-\$0.9	-\$0.6	-\$1.2	-\$1.1
2026	-\$0.8	-\$1.4	-\$1.3	-\$0.5	-\$1.1	-\$1.0	-\$0.7	-\$1.3	-\$1.2
2027	-\$0.9	-\$1.5	-\$1.4	-\$0.6	-\$1.1	-\$1.1	-\$0.8	-\$1.3	-\$1.3

**Interbay Golf Center: Consolidated Operations & Maintenance
with Private Vendor Following an RFP**
(\$ in millions)

Combination User Fee, Policy Change & Investment				Private Vendor Current Maintenance Standards			Private Vendor Best Practice Maintenance Standards		
	Net Operating Income	Net Total Income	Net Total Income	Net Operating Income	Net Total Income	Net Total Income	Net Operating Income	Net Total Income	Net Total Income
		Park Fund 3.5%	Park Fund 0%		Park Fund 3.5%	Park Fund 0%		Park Fund 3.5%	Park Fund 0%
2020	\$0.1	-\$0.2	-\$0.1	\$0.2	\$0.0	\$0.1	\$0.2	-\$0.1	\$0.0
2021	\$0.0	-\$0.2	-\$0.2	\$0.1	-\$0.1	\$0.0	\$0.1	-\$0.2	-\$0.1
2022	\$0.3	\$0.0	\$0.1	\$0.4	\$0.2	\$0.3	\$0.4	\$0.1	\$0.2
2023	\$0.2	-\$0.1	\$0.0	\$0.3	\$0.1	\$0.2	\$0.2	\$0.0	\$0.1
2024	\$0.1	-\$0.2	-\$0.1	\$0.2	-\$0.1	\$0.0	\$0.1	-\$0.1	\$0.0
2025	-\$0.1	-\$0.3	-\$0.2	\$0.1	-\$0.2	-\$0.1	\$0.0	-\$0.3	-\$0.2
2026	-\$0.2	-\$0.4	-\$0.4	-\$0.1	-\$0.2	-\$0.2	-\$0.2	-\$0.3	-\$0.3
2027	-\$0.4	-\$0.6	-\$0.5	-\$0.2	-\$0.5	-\$0.4	-\$0.3	-\$0.6	-\$0.5

F. Additional Cost Factors

1. Minimum wage increases. These are mandated by the Seattle City Council, are estimated by Premier Golf to raise personnel expenses by about \$135,000 each year until the \$15.00 per hour minimum wage is reached in 2020. In 2021, the minimum wage is expected to be increased to \$15.75 continuing the upward pressure on labor costs.

2. Cost of living increases. The City provided cost estimates for City employee personnel cost increases of approximately 3% per year and indicated this can reasonably be expected to continue in the future. This rate needs to be updated based on City budget assumptions.

3. Seattle Public Utility water costs. SPU fees increased by an average of 8% per year from 2001 to 2009 and have increased an average of 6% per year since 2010. The actual water cost in 2016 was \$520,000.

4. Water Sewer and Solid Waste fees. These costs have increased by an average of 9% each year since 2011. As an example, the 2011 drainage bill was \$284,000 and increased to \$441,000 by 2016.

5. Credit card administration fees. The average credit card usage fee is about 2% of each transaction. The more revenue received via credit cards means more administrative costs from credit card companies. These banking fees in 2015 were \$231,000 and in 2016 they were \$225,000.

Appendix 2: CONTEXT STATEMENT ABOUT MUNICIPAL GOLF

1. Historical Context - History of Municipal Golf Courses in the United States

This section is excerpted from *Golf in America - Sport and Society*.

The initial surge in golf and the democratization of the sport in the United States coincided with the 1890 business depression. Prosperous people turned to golf as a less expensive sport than polo, hunting, shooting racing, or yachting. Thousands of middle class men and women became players before WW I. They could afford the initial outlay of clubs and balls. Immigrants and racial minorities tried the sport during this period. The wooden golf tee was invented and first patented by an African American dentist, George Grant, in 1899. He was the second black graduate of Harvard's dental school and he never marketed the tee for commercial gain.

Resistance to and support for golf was attributed to its non-combative nature. Golf provided city people with a long walk of several hours duration through a scenic piece of countryside viewed as a return to nature, permitting one to be contemplative.

Golf was an individual sport that challenges its players to compete against themselves and the courses more than against opponents. There is no defensive play, not attacking the enemy.

It was perceived to be for women, girls, middle-aged, and older men. According to a New York Times article published, October 4, 1891, golf "requires less violent exertion and less special preparation... a first class substitute to the more violent sports like baseball, tennis, cricket, football lacrosse, and the like." Another article in 1897 opined, "golf has a fascination for athletes who have outlived their years when they shone on the track or ball field."

The participation of women was another key factor in the golfing boom of the 1890s and 1900s and the game played a critical role in this transitional era for females in American sports. The rise of tennis and bicycling for women preceded golf and gave rise to the era of the "athletic girl." 1896 *Cosmopolitan* magazine wrote, golf is "a game that will bring weak and idle women off their couches, and by its fascination carry them over miles of hills and meadows. Its rewards are for women and men, for all ages and conditions, irrespective of rank or of wealth: a real game for America - democratic and free."

The advent of municipal golf courses was the most critical factor in the democratization of American golf. Beginning in the mid-1890's crusaders for "golf for the people" struggled to convince public officials and skeptical citizens and taxpayers that the game was not a pastime for the idle rich and that cities and towns should provide courses for the masses.

The creation and early popularity of municipal golf courses reflected a variety of cultural trends in the United States during the period between 1890-1930. Among these was the rise of the new and rapidly growing middle class with a rising disposable income, increasing leisure time, and changing attitudes toward work and recreation that made sports more acceptable and desirable for Americans. The nation's new middle class who patronized public links before 1920 included shopkeepers, skilled craftsmen, factory owners, lawyers, doctors, engineers, journalists, middle managers, salespeople, secretaries, entertainers.

The campaign to build public golf courses open to all citizens grew out of the crusade to construct public parks in American cities which began with the planning and opening of Central Park in New York City. After the Civil War, officials in Boston, Philadelphia, Chicago and numerous other municipalities followed New York's example and dedicate space for parks, which they hoped, would benefit their urban population.

By the late 1800's representatives for workers and immigrants were clamoring for facilities that would serve the needs of the poor. Those who spearheaded the first waves of agitation for public parks believed they would provide order for both the urban landscape and metropolitan society that was fragmented and plagued with a number of social problems. In particular the champions of public parks believed they would bring badly needed open space and a rural environment to urban residents who craved some contact with the fresh air of the countryside, acting as the lungs of the cities. Parks would alleviate class conflict by bringing residents from different strata together. They also wished to preserve precious public land for future generations.

During the early 1890's many commissioners were still enforcing restrictions implemented by Frederick Law Olmstead for Central Park and widely copied policies that decreed that public parks were suitable only for quiet "receptive" recreation, not exertive, or active amusements.

The pioneers of early American municipal golf had to persuade park commissioners and managers that some real estate should be reserved for courses. Thomas Bendelow in 1916 recalled that some commissioners opposed the use of parks for golf believing that golf had no right there because they believed that golf was a rich man's game." Bendelow responded that their parks were for the cultured classes who had the esthetic taste to appreciate the miles of fine roads that could only be used by the wealthier people who had the equipage in which they could ride. He argued that all classes would benefit from golf courses built on public land.

Prior to World War I newspapers actively supported construction of public courses: "Public interest should now be developed in golf and public links as a national asset. Golf is and ought to be brought within the reach of all - poor and rich, as a mental and physical developer, and in the interest of a better and saner citizenship."

New York City built the nation's first public golf holes in 1895 at Van Cortland Park in the Bronx, initially 9-holes. Admission was free, but a permit was required. The New York Times urged a modest fee be charged to reduce the number of people who were playing. Players often used caddies who were from immigrant and lower-income groups exposing more diverse people to the game. In 1901 the course was expanded to 18 holes. Boston was the

second city to open municipal links, opening 9-holes in 1896. Chicago built a 9-hole course in 1899 on the site of the 1893 World Columbian Exposition. More than 750 people showed up to play on Memorial Day 1901. In 1902 Chicago opened another 9-holes. Chicago's West Park Board demolished a half-mile cement bicycle track at Garfield Parks and replaced it with a golf course.

In 1913, the New York Times reported that a "great wave of agitation for public golf courses is sweeping through the United States." The paper explained that the main beneficiaries would be the office and store assistant, clerks, workingmen, and a host of others provided that public courses were accessible to all with nominal fees charged. In 1922, Golf Illustrated instructed public officials that the establishment of golf grounds was "one of the best expressions of American democracy". Public golf "makes a common privilege of an otherwise special privilege.

By the 1920's African Americans were active golfers on public courses in northern and western cities.

Generally, the public links were expected to be self-supporting through green fees that could generate adequate revenue to pay for maintenance and perhaps even part of the outstanding debt. By 1924, virtually all municipal golf courses charged a green fee that ranged from ten cents to one dollar per day. In 1921 there were approximately 60 municipal golf courses in the United States. By 1930, there were 291. (The number of private golf courses in 1930 totaled between 4,462-5,856, depending on the source.)

In 1922, a Municipal Golf Association of New York was founded, and it urged municipal officials to change the financial system that directed green fees to a general city sinking fund instead of course improvements.

In 1930 an estimated that 7.5 million people frequented municipal golf courses according to the National Recreation Association. In 1931, Golfdom magazine reported 24.7 million rounds were played on municipal courses.

A major boost to public golf came from the New Deal that permitted loans to golf course projects as well as authorized projects through the Civil Works Administration and the Works Progress Administration. Those agencies financed the building or improvement of 600 courses nationwide. The New York Times in a, May 3, 1936, editorial wrote, "under the WPA, golf has the same significance as highways, bridges, dams, and land acquisition."

In 1943 the United States Golf Association (USGA) proclaimed that in wartime, "golf has a mission - to keep us fit and to aid war charities." The USGA launched a campaign to raise funds for the Red Cross and numerous charitable organizations. It also encourages its members to hold lesser events for charities and to open links to service personnel and to donate equipment to the armed services. The PGA also raised proceeds dedicated to the US Army, Navy, USO, and Red Cross. The desegregation of the military during World War II spurred increased participation in the sport among black serviceman and civilians.

In 1946 there were 723 municipal courses and by 1955 there were 877 municipal courses. In 1958, public rounds represented 40% of all rounds played. After World War II, President Eisenhower proclaimed, "Golf is a sport in which the whole American family can participate - fathers and mothers, sons and daughters a like. It offers healthy respite from daily toil, refreshment of body and mind."

By 1961 there were 931 municipal golf courses. The momentum of golf continued the mid-1970s. Growth slowed in the 1980's and by 2000 active golf participants declined attributable to a waning of popularity of outdoor recreation and limited time for a sport that requires to four to five hours to complete. In 2007 there were 2,361 municipal links. By 1986, the National Golf Foundation counted 150 municipal courses that were privately managed. By 1995, 24% of local governments contracted out golf course management.

Public golf courses are still the places where those with modest means or limited geographic options plan, with low-cost, government-owned grounds, and often less than ideal fairways and greens, slow play, and long waits for tee-times. In addition to participation by minorities and women, golf in the latter decades of the 20th Century had growing participation by veterans and special needs populations such as the blind and amputee players.

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Lund Consulting, Inc. with Scanlan Consulting and Cocker Fennessy