TASK 500: ILLUMINATION

6.6 Walking Surfaces

In this section, small sections of unique walkways are analyzed to determine the typical light pole spacing on a small scale to meet the lighting design criterion. The lighting criteria referenced is **IES RP-43-22.**

Table A-3. Recommended Illuminance Criteria for People in Outdoor Environments

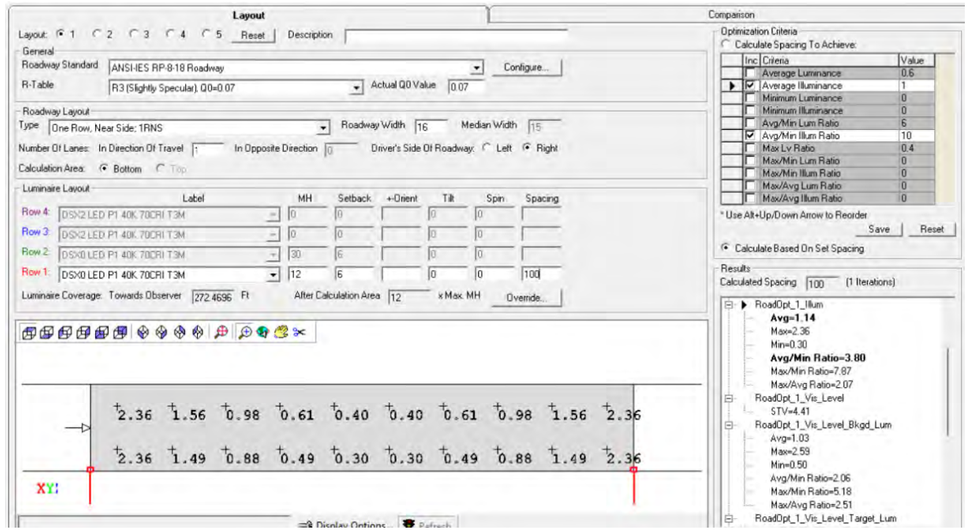
			Lighting for Human Vision, Visibility, and Reassurance								Lighting for Responsible Design			
			Recommended Average Maintained Illuminance Targets[9]								Optic Control		Controls	Spectrum
			Illuminances are at height of Task Surface (TS) above finished grade (AFG)											
	Veiling Reflection Risk		Horizontal Illuminance				Vertical Illuminance							
	Light Level for Task or Area?		Target E_h @ Height AFG		Uniformity		Target E_v @ Height AFG		Uniformity		Glare, Uplight Ratings			
APPLICATION TASK/AREA[8]	Task or Area	High Med Low	Lux @ m	(Fc @ Ft)	Ratio (Avg:Min)	Ratio Basis	Lux @ m	(Fc @ Ft)	Ratio (Avg:Min)	Ratio Basis	Max Glare Rating (G)	Max Uplight Rating (U)	Vacancy, Seasonal, & Time of day	Acceptable Short Wavelength Content[7]
PEDESTRIAN SAFETY														
Common Pedestrian Areas for Parks, Malls, Campuses, Commercial Spaces														
Walking Surfaces (general and adjacent to landscape)[2,3,5]														
LZ4														
Lower limit (avg.)			10 @ 0.00	(1 @ 0.0)	8:1	Avg:Min					G2	U2	15% - 50%	VL, L, M, H
Upper limit (avg.)			30 @ 0.00	(3 @ 0.0)	8:1	Avg:Min								
LZ3														
Lower limit (avg.)			5 @ 0.00	(.5 @ 0.0)	10:1	Avg:Min					G2	U2	15% - 50%	VL, L, M
Upper limit (avg.)			15 @ 0.00	(1.5 @ 0.0)	10:1	Avg:Min								
LZ2														
Lower limit (avg.)			4 @ 0.00	(0.4 @ 0.0)	10:1	Avg:Min					G2	U2	15% - 50%	VL, L, M
Upper limit (avg.)			8 @ 0.00	(0.8 @ 0.0)	10:1	Avg:Min								
LZ1														
Lower limit (avg.)			2 @ 0.00	(0.2 @ 0.0)	10:1	Avg:Min					G1	U1	15% - 50%	VL, L
Upper limit (avg.)			4 @ 0.00	(0.4 @ 0.0)	10:1	Avg:Min								
LZ0														
Lower limit (avg.)														
Upper limit (avg.)														

For walking surfaces, there are widths varying from 7ft. to 16ft. throughout the project limits. Options listed are all valid for use, when necessary, though one-row spacing of the DSX0 is preferred.

16FT. WIDTH

DSX0:

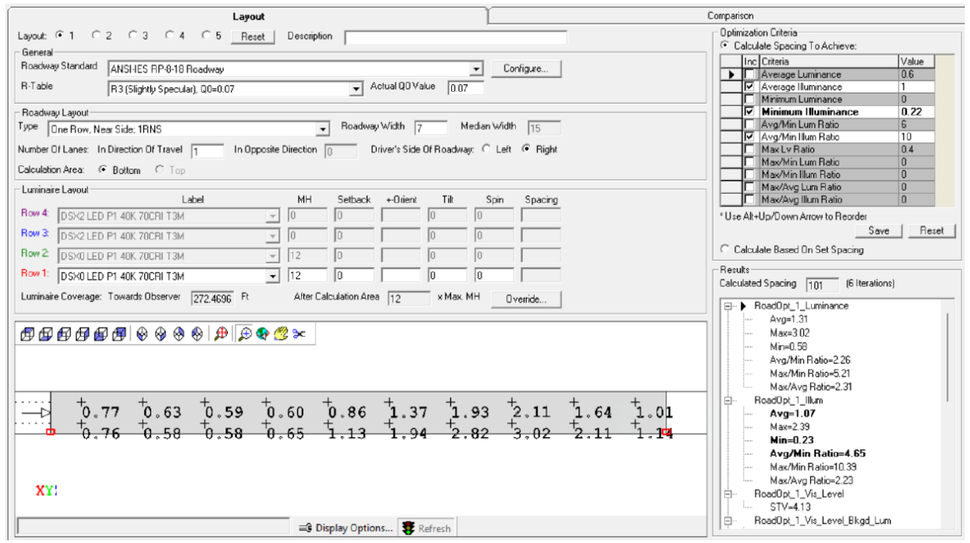
Spacing: 100ft. at 12ft. mounting height with one-row spacing



7FT. WIDTH

DSX0:

Spacing: 101ft. at 12ft. mounting height with one-row spacing



TASK 500: ILLUMINATION

6.7 Walkways Within Road Right-of-Ways

In this section, small sections of walkways within road right-of-way were analyzed to determine the typical light pole spacing on a small scale to meet the lighting design criterion. The lighting criteria referenced is **IES RP-8-22.**

Table 11-2. Recommended Design Criteria for Walkways Within Road Right of Way

Condition	E_{avg}, lux (fc)	$E_{v,avg}$ lux (fc)	E_{avg}/E_{min}*
High pedestrian activity	10 (0.9)	5 (0.5)	5.0
Medium pedestrian activity	5 (0.5)	2 (0.2)	5.0
Low pedestrian activity	2 (0.2)	1 (0.1)	10.0

Table Notes:

E_{avg}: Minimum maintained average horizontal illuminance at pavement

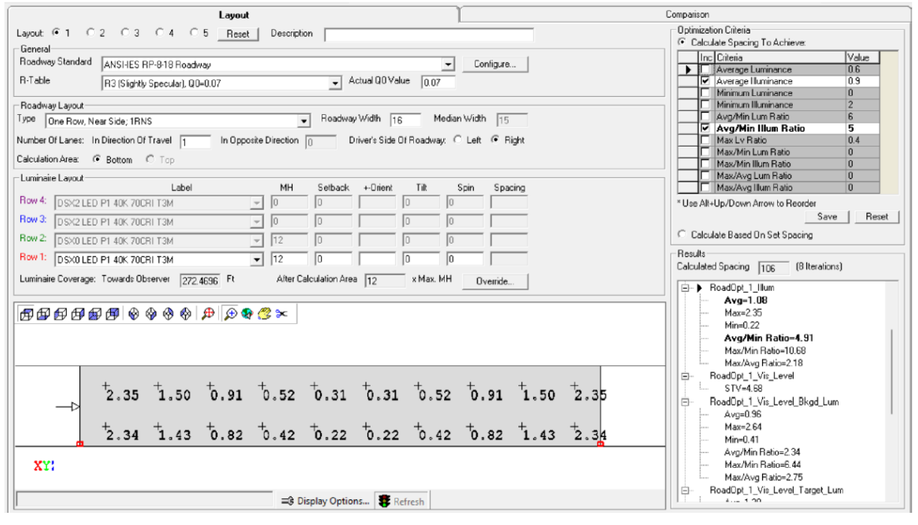
E_{min}: Minimum horizontal illuminance at pavement

$E_{V,avg}$: Average vertical illuminance at 1.5m above the pavement in both directions and parallel to the main pedestrian flow

- Horizontal only

DSX0:

Spacing: 106ft. at 12ft. mounting height with one-row spacing



Vertical
Illuminance (Fc)
Average=1.27 Maximum=6.3 Minimum=0.0
Avg/Min=N.A. Max/Min=N.A.

Vertical_1
Illuminance (Fc)
Average=1.35 Maximum=6.1 Minimum=0.0
Avg/Min=N.A. Max/Min=N.A.

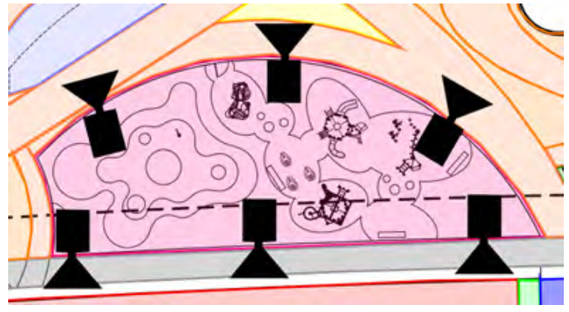
6.8 Playground

In this section, playground area is analyzed to determine the typical light pole spacing to meet the lighting design criterion. The lighting criteria referenced is **IES RP-43-22.**

Table A-3. Recommended Illuminance Criteria for People in Outdoor Environments

			Lighting for Human Vision, Visibility, and Reassurance								Lighting for Responsible Design			
			Recommended Average Maintained Illuminance Targets[9]								Optic Control		Controls	Spectrum
			Illuminances are at height of Task Surface (TS) above finished grade (AFG)											
Veiling Reflection Risk			Horizontal Illuminance				Vertical Illuminance							
Light Level for Task or Area?			Target E_h @ Height AFG		Uniformity		Target E_v @ Height AFG		Uniformity		Glare, Uplight Ratings		Vacancy, Seasonal, & Time of day	Acceptable Short Wavelength Content[7]
APPLICATION TASK/AREA[8]	Task or Area	High Med Low	Lux @ m	(Fc @ Ft)	Ratio (Avg:Min)	Ratio Basis	Lux @ m	(Fc @ Ft)	Ratio (Avg:Min)	Ratio Basis	Max Glare Rating (G)	Max Uplight Rating (U)	Light Output During Controls Reduction	(VL), (L), (M), (H), (VH)[12]
Playground (if lighting is desired)[2,5]														
LZ4														
Lower limit (avg.)			50 @ 0.00	(5 @ 0.0)	5:1	Avg:Min					G2	U3	0% to 50%	VL, L, M, H
Upper limit (avg.)			100 @ 0.00	(10 @ 0.0)	5:1	Avg:Min								
LZ3														
Lower limit (avg.)			40 @ 0.00	(4 @ 0.0)	5:1	Avg:Min					G2	U3	0% to 50%	VL, L, M
Upper limit (avg.)			80 @ 0.00	(8 @ 0.0)	5:1	Avg:Min								
LZ2														
Lower limit (avg.)			20 @ 0.00	(2 @ 0.0)	5:1	Avg:Min					G2	U2	0% to 50%	VL, L, M
Upper limit (avg.)			40 @ 0.00	(4 @ 0.0)	5:1	Avg:Min								
LZ1														
Lower limit (avg.)			10 @ 0.00	(1 @ 0.0)	5:1	Avg:Min					G1	U1	0% to 50%	VL, L
Upper limit (avg.)			20 @ 0.00	(2 @ 0.0)	5:1	Avg:Min								
LZ0														
Lower limit (avg.)														
Upper limit (avg.)														

By using six (6) DSX1 poles at 20ft. mounting height in the following configuration, the playground zone (pink) can properly be illuminated to the above criteria.



Playground
Illuminance (Fc)
Average=5.84 Maximum=15.7 Minimum=1.5
Avg/Min=3.89 Max/Min=10.47

TASK 500: ILLUMINATION

6.9 Grass Areas

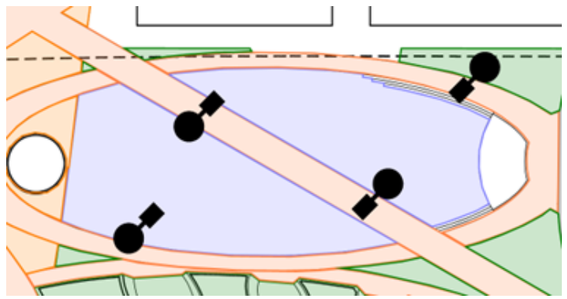
In this section, different grass areas are analyzed to determine the typical light pole spacing to meet the lighting design criterion. The lighting criteria referenced is **IES RP-43-22.**

Table A-3. Recommended Illuminance Criteria for People in Outdoor Environments

			Lighting for Human Vision, Visibility, and Reassurance								Lighting for Responsible Design			
			Recommended Average Maintained Illuminance Targets[9]								Optic Control		Controls	Spectrum
			Illuminances are at height of Task Surface (TS) above finished grade (AFG)											
Veiling Reflection Risk			Horizontal Illuminance				Vertical Illuminance						Vacancy, Seasonal, & Time of day	Acceptable Short Wavelength Content[7]
Light Level for Task or Area?			Target E_h @ Height AFG		Uniformity		Target E_v @ Height AFG		Uniformity		Glare, Uplight Ratings			
APPLICATION TASK/AREA[8]	Task or Area	High Med Low	Lux @ m	(Fc @ Ft)	Ratio (Avg:Min)	Ratio Basis	Lux @ m	(Fc @ Ft)	Ratio (Avg:Min)	Ratio Basis	Max Glare Rating (G)	Max Uplight Rating (U)	Light Output During Controls Reduction	(VL), (L), (M), (H), (VH)[12]
Amphitheaters, Grass Areas (if lighting is desired)[9]														
LZ4														
Lower limit (avg.)			1 @ 0.00	(0.1 @ 0.0)	5:1	Avg:Min					G2	U3	0% - 50%	VL, L, M, H
Upper limit (avg.)			10 @ 0.00	(1 @ 0.0)	5:1	Avg:Min								
LZ3														
Lower limit (avg.)			1 @ 0.00	(0.1 @ 0.0)	8:1	Avg:Min					G2		0% - 50%	VL, L, M
Upper limit (avg.)			8 @ 0.00	(0.8 @ 0.0)	8:1	Avg:Min								
LZ2														
Lower limit (avg.)			0.5 @ 0.00	(0.05 @ 0.0)	10:1	Avg:Min					G2		0% - 50%	VL, L, M
Upper limit (avg.)			4 @ 0.00	(0.4 @ 0.0)	10:1	Avg:Min								
LZ1														
Lower limit (avg.)			0.5 @ 0.00	(0.05 @ 0.0)	10:1	Avg:Min					G1		0% - 50%	VL, L
Upper limit (avg.)			2 @ 0.00	(0.2 @ 0.0)	10:1	Avg:Min								
LZ0														
Lower limit (avg.)														
Upper limit (avg.)														

LARGE FLEXIBLE OPEN SPACE

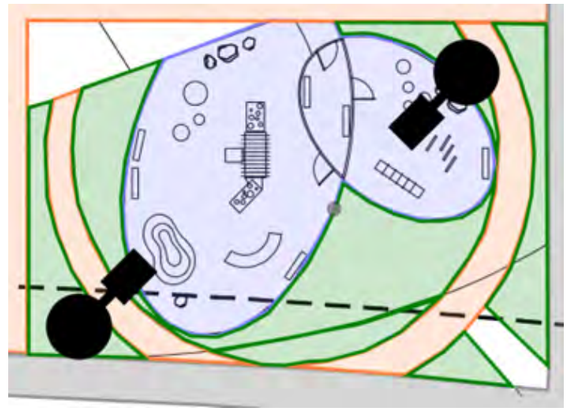
By using four (4) DSX0 poles at 12ft. mounting height in the following configuration, the Grass Area Amphitheater zone (purple) can properly be illuminated to the above criteria.



Grass_Area_Ampitheater
Illuminance (Fc)
Average=0.80 Maximum=3.8 Minimum=0.1
Avg/Min=8.00 Max/Min=38.00

DOG PARK

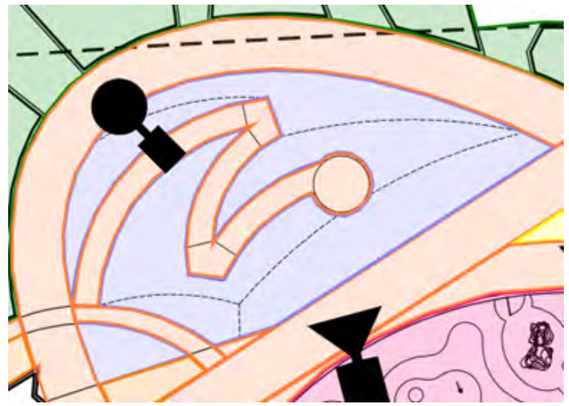
By using two (2) DSX0 poles at 12ft. mounting height in the following configuration, the Dog Park zone (purple) can properly be illuminated to the above criteria.



Dog_Park
Illuminance (Fc)
Average=0.80 Maximum=2.6 Minimum=0.1
Avg/Min=8.00 Max/Min=26.00

LOOKOUT AREA

By using one (1) DSX0 pole at 12ft. mounting height in the following configuration, the Lookout Area zone (purple) can properly be illuminated to the above criteria.



Lookout_Area_1
Illuminance (Fc)
Average=0.48 Maximum=2.6 Minimum=0.1
Avg/Min=4.80 Max/Min=26.00

TASK 500: ILLUMINATION

6.10 Amenity Areas

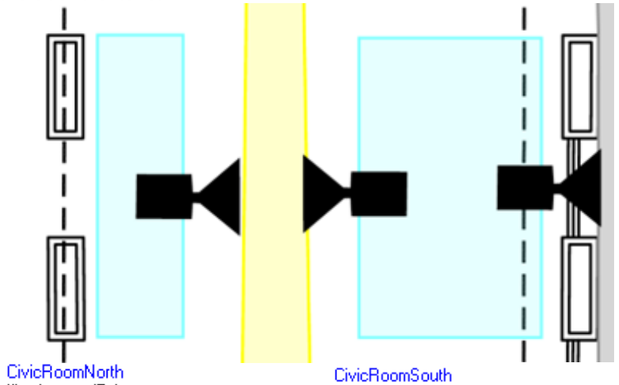
In this section, different amenity areas are analyzed to determine the typical light pole spacing to meet the lighting design criterion. The lighting criteria referenced is **IES RP-43-22**.

Table A-3. Recommended Illuminance Criteria for People in Outdoor Environments

			Lighting for Human Vision, Visibility, and Reassurance								Lighting for Responsible Design			
			Recommended Average Maintained Illuminance Targets[9]								Optic Control		Controls	Spectrum
			Illuminances are at height of Task Surface (TS) above finished grade (AFG)											
Veiling Reflection Risk			Horizontal Illuminance				Vertical Illuminance						Vacancy, Seasonal, & Time of day	Acceptable Short Wavelength Content[7]
Light Level for Task or Area?			Target E_h @ Height AFG		Uniformity		Target E_v @ Height AFG		Uniformity		Glare, Uplight Ratings			
APPLICATION TASK/AREA[8]	Task or Area	High Med Low	Lux @ m	(Fc @ Ft)	Ratio (Avg:Min)	Ratio Basis	Lux @ m	(Fc @ Ft)	Ratio (Avg:Min)	Ratio Basis	Max Glare Rating (G)	Max Uplight Rating (U)	Light Output During Controls Reduction	(VL), (L), (M), (H), (VH)[12]
Amenity Areas[2,9]														
LZ4														
Lower limit (avg.)			50 @ 0.00	(5 @ 0.0)	5:1	Avg:Min					G2	U3		VL, L, M, H
Upper limit (avg.)			100 @ 0.00	(10 @ 0.0)	5:1	Avg:Min								
LZ3														
Lower limit (avg.)			40 @ 0.00	(4 @ 0.0)	5:1	Avg:Min					G2	U3		VL, L, M
Upper limit (avg.)			80 @ 0.00	(8 @ 0.0)	5:1	Avg:Min								
LZ2														
Lower limit (avg.)			20 @ 0.00	(2 @ 0.0)	5:1	Avg:Min					G2	U2		VL, L, M
Upper limit (avg.)			40 @ 0.00	(4 @ 0.0)	5:1	Avg:Min								
LZ1														
Lower limit (avg.)			10 @ 0.00	(1 @ 0.0)	5:1	Avg:Min					G1	U1		VL, L
Upper limit (avg.)			20 @ 0.00	(2 @ 0.0)	5:1	Avg:Min								
LZ0														
Lower limit (avg.)														
Upper limit (avg.)														

CIVIC ROOMS

By using three (3) DSX1 poles at 20ft. mounting height in the following configuration, these Civic Room zones (cyan) can properly be illuminated to the above criteria.

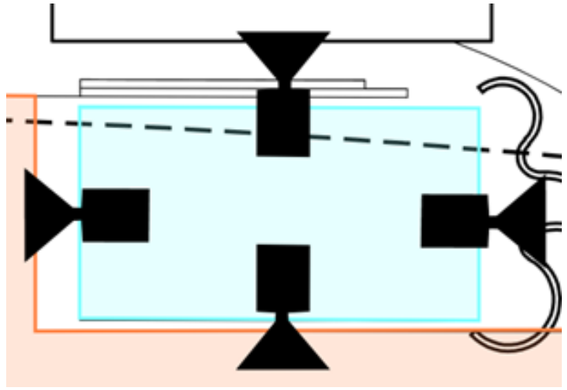


CivicRoomNorth
Illuminance (Fc)
Average=4.94 Maximum=13.3 Minimum=2.1 Avg/Min=2.35 Max/Min=6.33

CivicRoomSouth
Illuminance (Fc)
Average=4.55 Maximum=13.5 Minimum=2.1 Avg/Min=2.17 Max/Min=6.43

MULTI-SPORT COURTS

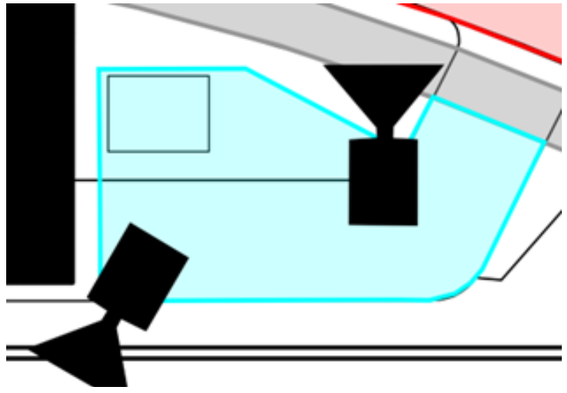
By using four (4) DSX1 poles at 20ft. mounting height in the following configuration, the Multi-Sport Courts zone (cyan) can properly be illuminated to the above criteria.



Multi-Sport Courts
Illuminance (Fc)
Average=7.09 Maximum=15.1 Minimum=2.8 Avg/Min=2.53 Max/Min=5.39

FOOD TRUCK AREA

By using two (2) DSX1 poles at 20ft. mounting height in the following configuration, the Food Truck Area zone (cyan) can properly be illuminated to the above criteria.



FoodTruckArea
Illuminance (Fc)
Average=5.13 Maximum=13.3 Minimum=1.1 Avg/Min=4.66 Max/Min=12.09

TASK 500: ILLUMINATION

6.11 Water Features

Criteria determined via **RP-43-22**.

It is assumed that the iconic water features presented in the alternative will be installed with built-in illumination. Therefore, ambient lighting conditions from surrounding zones shall provide sufficient supplementary illumination for these areas.

Table A-3. Recommended Illuminance Criteria for People in Outdoor Environments

APPLICATION TASK/AREA[8]	Task or Area	High Med Low	Lighting for Human Vision, Visibility, and Reassurance: Recommended Average Maintained Illuminance Targets[9] — Illuminances are at height of Task Surface (TS) above finished grade (AFG) — Horizontal Illuminance: Target E_h @ Height AFG: Lux @ m	(Fc @ Ft)	Uniformity: Ratio (Avg:Min)	Ratio Basis	Vertical Illuminance: Target E_v @ Height AFG: Lux @ m	(Fc @ Ft)	Uniformity: Ratio (Avg:Min)	Ratio Basis	Lighting for Responsible Design: Optic Control: Glare, Uplight Ratings: Max Glare Rating (G)	Max Uplight Rating (U)	Controls: Vacancy, Seasonal, & Time of day: Light Output During Controls Reduction	Spectrum: Acceptable Short Wavelength Content[7]: (VL), (L), (M), (H), (VH)[12]
Features and Perimeters														
Art, Sculpture, Monuments, Fountains[9]														
LZ4														
Lower limit (avg.)							2 @ TS	(0.2 @ TS)	3:1	Avg:Min			0% - 50%	
Upper limit (avg.)							30 @ TS	(3 @ TS)	3:1	Avg:Min				
LZ3														
Lower limit (avg.)							2 @ TS	(0.2 @ TS)	3:1	Avg:Min			0% - 50%	
Upper limit (avg.)							20 @ TS	(2 @ TS)	3:1	Avg:Min				
LZ2														
Lower limit (avg.)							1 @ TS	(0.1 @ TS)	3:1	Avg:Min			0% - 50%	
Upper limit (avg.)							10 @ TS	(1 @ TS)	3:1	Avg:Min				
LZ1														
Lower limit (avg.)							1 @ TS	(0.1 @ TS)	3:1	Avg:Min			0% - 20%	
Upper limit (avg.)							5 @ TS	(0.5 @ TS)	3:1	Avg:Min				
LZ0														
Lower limit (avg.)														
Upper limit (avg.)														

6.12 Landscape

Criteria determined via **RP-43-22.**

Landscape requirements will be met by ambient lighting contributions from other surrounding zones. Any exceptions will be adjusted for with the placement of appropriate luminaires, if necessary.

Table A-3. Recommended Illuminance Criteria for People in Outdoor Environments

APPLICATION TASK/AREA[8]	Task or Area	High Med Low	Lighting for Human Vision, Visibility, and Reassurance: Recommended Average Maintained Illuminance Targets[9] — Illuminances are at height of Task Surface (TS) above finished grade (AFG) — Horizontal Illuminance: Target E_h @ Height AFG: Lux @ m	(Fc @ Ft)	Uniformity: Ratio (Avg:Min)	Ratio Basis	Vertical Illuminance: Target E_v @ Height AFG: Lux @ m	(Fc @ Ft)	Uniformity: Ratio (Avg:Min)	Ratio Basis	Lighting for Responsible Design: Optic Control: Glare, Uplight Ratings: Max Glare Rating (G)	Max Uplight Rating (U)	Controls: Vacancy, Seasonal, & Time of day: Light Output During Controls Reduction	Spectrum: Acceptable Short Wavelength Content[7]: (VL), (L), (M), (H), (VH)[12]
Trees, Gardens, Landscape (can be horizontal or vertical)[11]														
LZ4														
Lower limit (avg.)			1 @ 0.00	(0.1 @ 0.0)	5:1		2 @ TS	(0.2 @ TS)			G2	U3	50%	VL, L, M
Upper limit (avg.)			10 @ 0.00	(1 @ 0.0)	5:1		30 @ TS	(3 @ TS)						
LZ3														
Lower limit (avg.)			1 @ 0.00	(0.1 @ 0.0)	8:1		2 @ TS	(0.2 @ TS)			G2	U3	0% to 50%	VL, L, M
Upper limit (avg.)			8 @ 0.00	(0.8 @ 0.0)	8:1		20 @ TS	(2 @ TS)						
LZ2														
Lower limit (avg.)			0.5 @ 0.00	(0.05 @ 0.0)	10:1		1 @ TS	(0.1 @ TS)			G2	U2	0% to 20%	VL, L, M
Upper limit (avg.)			4 @ 0.00	(0.4 @ 0.0)	10:1		10 @ TS	(1 @ TS)						
LZ1														
Lower limit (avg.)			0.5 @ 0.00	(0.05 @ 0.0)	10:1		0.5 @ TS	(0.05 @ TS)			G1	U1	0%	VL, L
Upper limit (avg.)			2 @ 0.00	(0.2 @ 0.0)	10:1		4.0 @ TS	(0.4 @ TS)						
LZ0														
Lower limit (avg.)														
Upper limit (avg.)														

TASK 500: ILLUMINATION

6.13 Intersections and Crosswalks

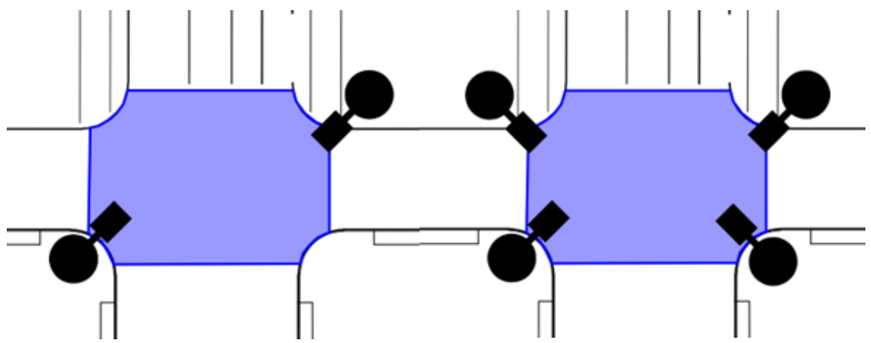
In this section, roadway intersections and crosswalks are analyzed to determine the typical light pole spacing to meet the lighting design criterion. The lighting criteria referenced is **IES RP-8-22.**

Table 12-1. Pavement Illuminance Criteria for Full Intersection Lighting (Lux/Fc)

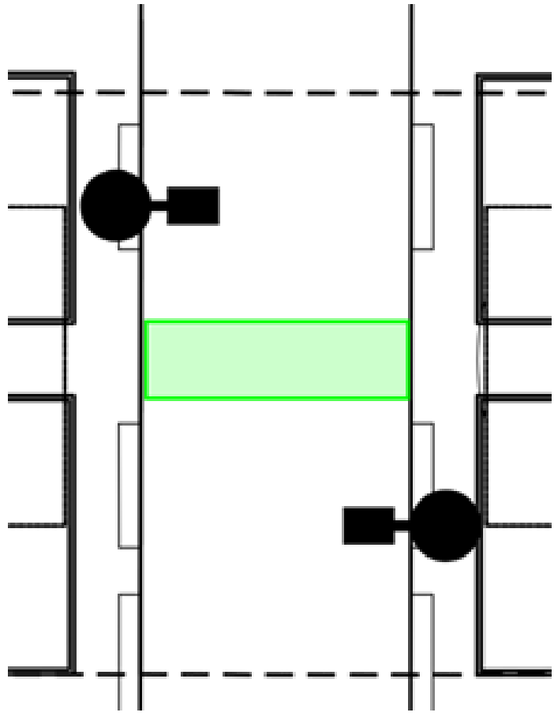
Functional Classification	Pedestrian Activity Level Classification			E_{avg}/E_{min}
	High	Medium	Low	
Major/Major	34/3.2	26/2.4	18/1.7	3.0
Major/Collector	29/2.7	22/2.0	15/1.4	3.0
Major/Local	26/2.4	20/1.9	13/1.2	3.0
Collector/Collector	24/2.2	18/1.7	12/1.1	4.0
Collector/Local	21/2.0	16/1.5	10/0.9	4.0
Local/Local	18/1.7	14/1.3	8/0.7	6.0

As recommended in **Section 12.4.4.2**, the vertical illuminance in the crosswalks should be equal to the required horizontal illuminance for the crosswalk. If vertical illumination is desired in crosswalks to improve pedestrian visibility, it is recommended the maintained average vertical levels meet or exceed the maintained average horizontal design levels for the intersection.

Typical intersection lighting utilizes one of two main options. Option 1 includes the installation of two (2) light poles at corners, diagonally opposing one another. Option 2 includes the installation of four (4) light poles at each corner of an intersection. Intersection depictions shown below are for information purposes only and do not reflect Stantec's final design.

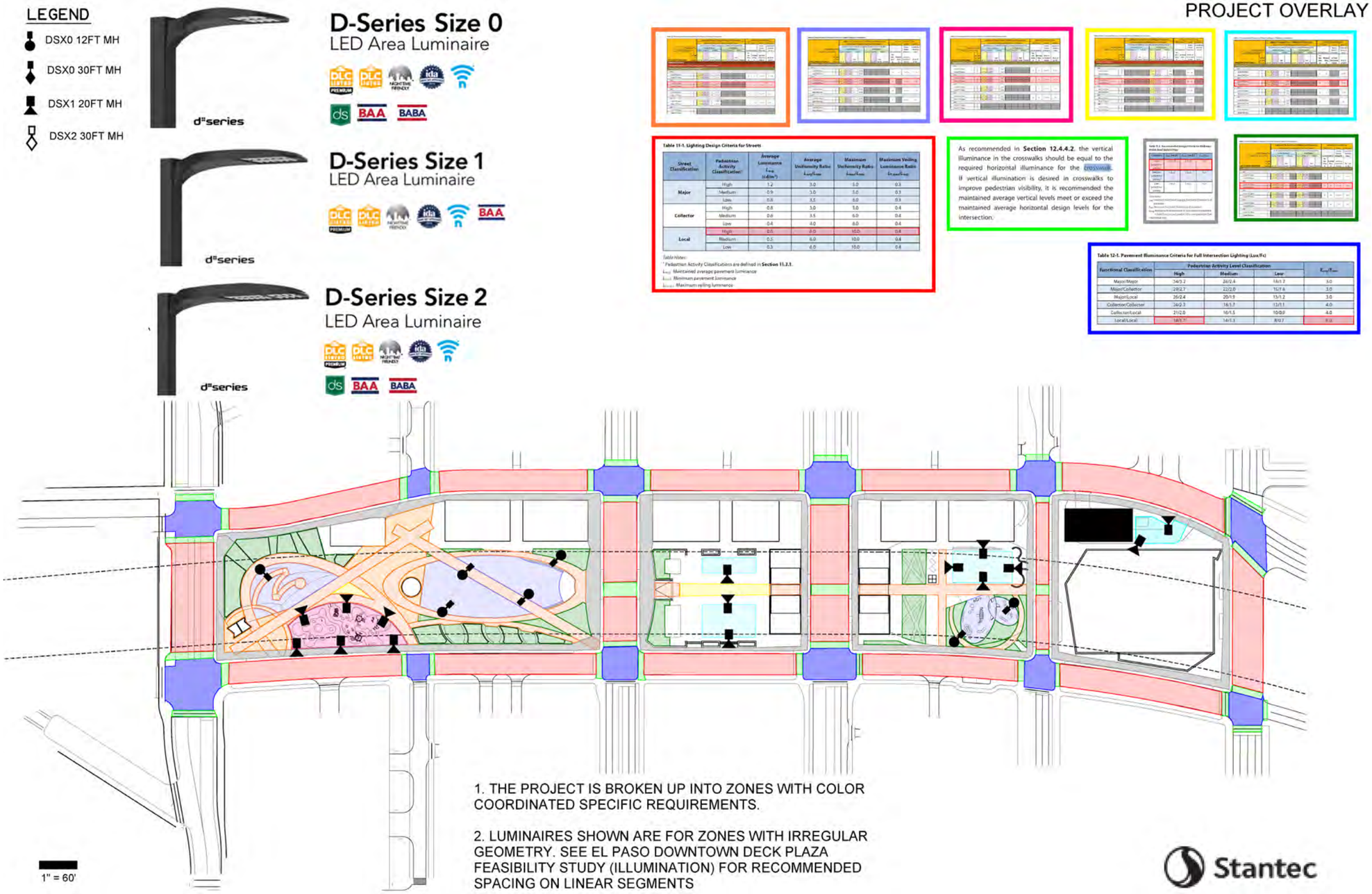


Additionally, crosswalks are present at these intersections and require a vertical illumination equal to the average horizontal illumination of the corresponding intersections. Luminaire placement for crosswalks should be in advance of the crosswalk from the driver's perspective in an effort to avoid backlighting pedestrians entering the roadway. At intersections, crosswalk criteria can typically be met via one of the configurations above, depending on the number of crosswalks present. An example of midblock crosswalk luminaire placement is provided for informational purposes below.



TASK 500: ILLUMINATION

Attachment 1: Project Overlay Sheet



COMMUNITY ENGAGEMENT PROCESS

TASK 600: COMMUNITY ENGAGEMENT

TASK 600: COMMUNITY ENGAGEMENT

7.1 Phase 2 Community Engagement

Community engagement was primarily managed by the City of El Paso Staff, but the consultant team played a pivotal role in the process. For each event, the consultant team prepared presentation materials, crafted communication copy, and actively participated in various community engagement and stakeholder events.

From January to February 2023, Mend Collaborative led Public Engagement sessions, conducting 20 one-on-one interviews with stakeholders, neighborhood associations, business owners, residents, and non-profits. Following this, the Stantec Consultant Team hosted Public Meetings from February to April 2023 and organized three Community Advisory Committee Meetings on February 27-March 1 and April 17-20, 2023.

Further engagement efforts included a Community Advisory Committee meeting on July 29, 2024, and a Public Open House on July 30, 2024. The insights gathered from these engagements were invaluable. The process involved extensive collaboration with the community and key stakeholders, whose input was crucial in shaping the list of amenities and programming activities. This ensured that the plaza would meet the diverse needs and desires of its users. Through public meetings, surveys, and workshops, a wealth of ideas and feedback was collected, significantly informing the planning process.

Outcomes of the Community Engagement Process:

1. Amenity Selection: The community's input directly influenced the selection of amenities, ensuring they reflect the needs and preferences of the users.

2. Programming Activities: Feedback helped shape a diverse range of programming activities that cater to various interests and demographics.

3. Design Adjustments: Suggestions from stakeholders led to design adjustments that improved accessibility and usability.

4. Enhanced Community Trust: The transparent and inclusive engagement process fostered trust and strengthened relationships between the community and project team.

5. Informed Decision-Making: The collected data and feedback provided a solid foundation for informed decision-making throughout the planning and implementation phases.

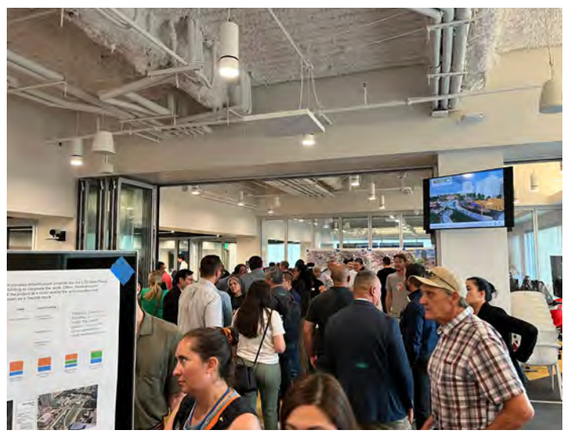
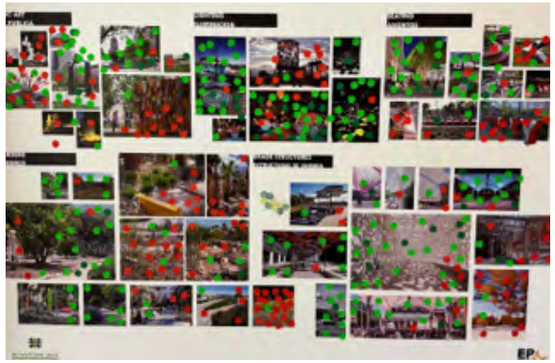


Figure-82 : Public Open House, July 30th, 2024



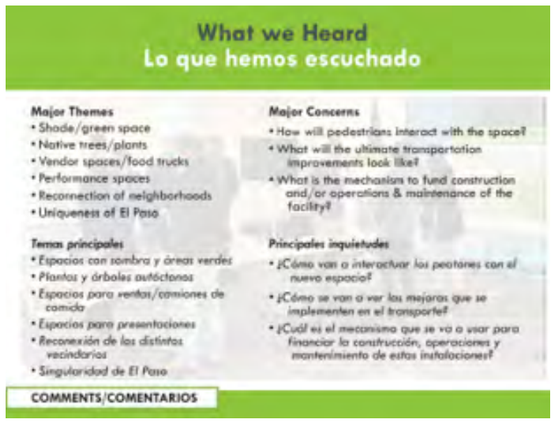


Figure-83 : Community Engagement Process

BIRD'S-EYE VIEW OF BACKYARD GAMES

TASK 700: ENVIRONMENTAL DOCUMENTATION AND REVIEW

TASK 700: PENDING ENVIRONMENTAL CLEARANCE

VIEW INTO THE UMBRA-PLAZA

TASK 800: FUNDING AND IMPLEMENTATION STRATEGY

City of El Paso | Downtown Deck Plaza Feasibility Study

Phase 2 Implementation Memorandum | April 2025

TASK 800: FUNDING AND IMPLEMENTATION STRATEGY

HR&A

El Paso Deck Plaza | Funding & Implementation Strategy

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9.1 Funding Strategy Overview

Precedent transformative signature parks range in their mix of public and private funding for both their capital phases ("Capital") and operations and maintenance ("O&M) phases. The range is highly dependent on the local context, including the political and funding landscape at the time, the governance of the park, community needs, and striking a balance of public funding across both phases.

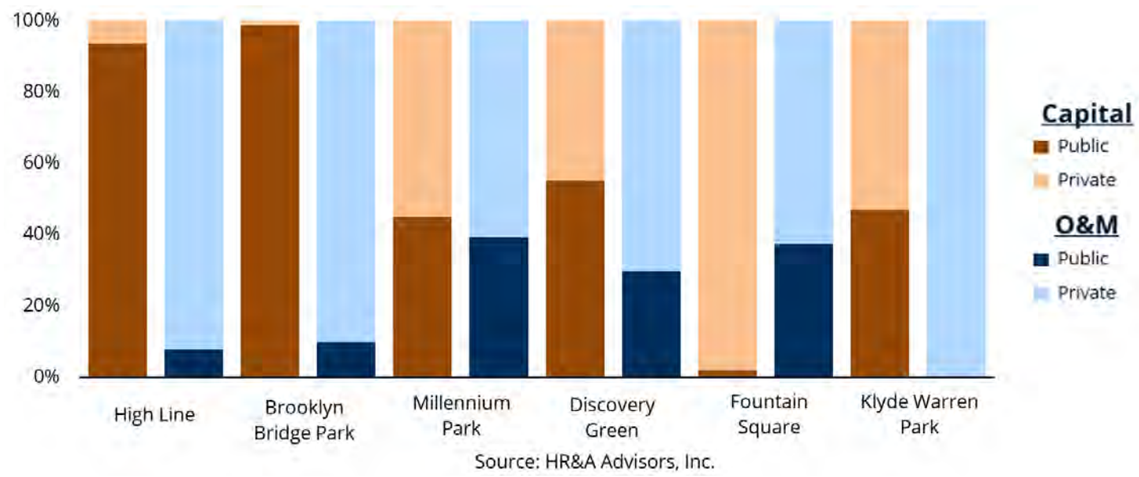


Figure-84 : Precedent Parks Public Private Funding Spectrum

TASK 800: FUNDING AND IMPLEMENTATION STRATEGY

Figure-85 summarizes the various types of funding sources available to support parks and open space across Capital and O&M phases, categorized into 4 main types of revenue:

1. **Real Estate Value Capture:** public financing tools that recover a share of the value created by real estate development. Value capture strategies generate sustainable, long-term revenue streams that can help repay debts from upfront construction or fund ongoing O&M.
2. **Earned Income:** money a park can generate from its own real estate and revenue-generating elements, such as concessions, ticketed events, and rentals.
3. **Contributed Income:** money that is given freely without receiving anything in return, such as goods or services
4. **Public Contributions:** funding from a federal, state, city, or other publicly funded agency

Real estate value capture, contributed income, and public contribution funding sources largely overlap across both phases. Earned income is the only type of revenue that is available solely for O&M. This overlap thus requires the City of El Paso and the Deck Plaza Foundation to be strategic about which funding sources to tap into at each phase and to what degree. This chapter dives into the respective funding strategies for Capital and O&M and explores the opportunity of different funding sources given the Deck Plaza's current design, downtown El Paso's real estate market, and other local conditions.

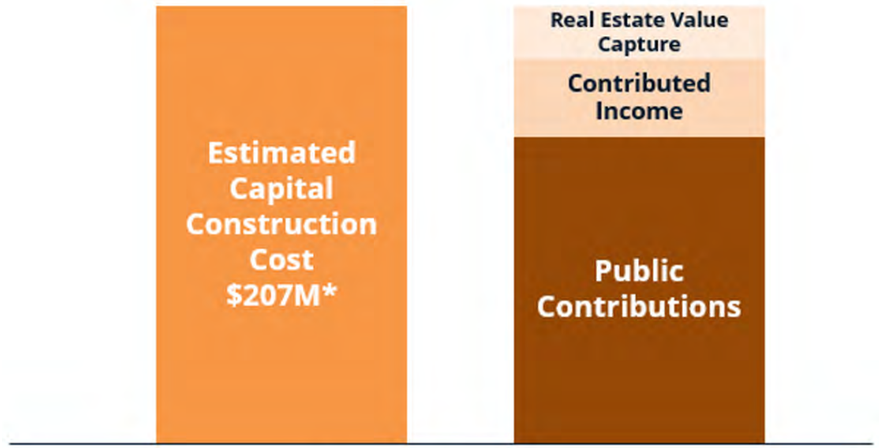


Figure-85 : Deck Plaza Capital Cost & Potential Funding Sources

9.2 Capital Funding Strategy

9.2.1 CAPITAL EXPENSES

The estimated total capital construction cost for the current schematic design of the Deck Plaza is $207M. As explored further in this section, of the three potential funding sources for capital expenses, public contribution will likely need to fill the majority of this $207M funding gap.

This capital stack is typical for such parks, though some have managed to use real estate value capture and corporate sponsorships to support some capital costs. Looking at three signature precedent parks in Texas – Klyde Warren Park, Discovery Green, and Halperin Park – capital expenses were covered through public and contributed funding sources. Discovery Green had the highest percentage of public contributions, at 55% of its $125,000,000 capital stack and all from the City of Houston. Klyde Warren Park in Dallas had the most diverse set of public funding to cover its $112,000,000 capital budget, including city bonds (18%), funding from TXDOT (18%), and federal stimulus money (15%). The share of public funding for the soon to be Halperin Park (formerly Southern Gateway Deck Park), which is set to break ground in late 2024, is lowest of the three signature urban parks, at 42%, leaving the park's foundation to fundraise for the remaining 58% of the capital budget for a total of ~$112,000,000. Of the 42% public contribution, the City of Dallas contributed $7,000,000 in bond funds as a local match to the North Central Texas Council of Governments contribution of over $40,000,000.

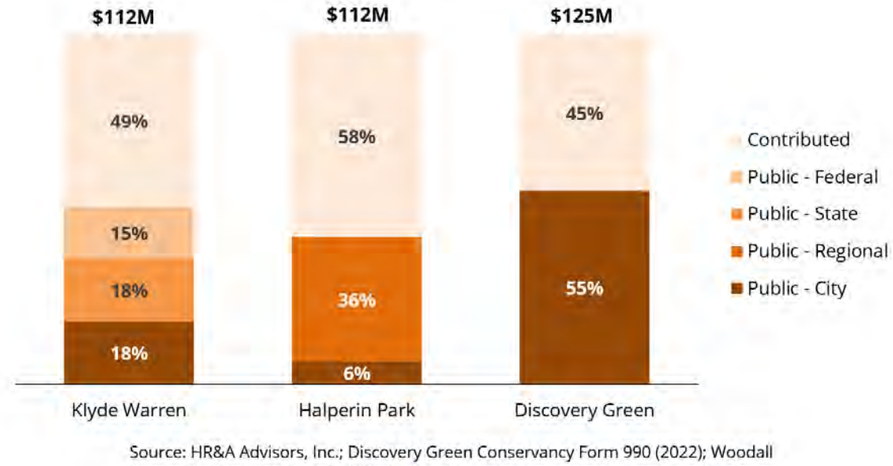


Figure-86 : Precedent TX Parks Capital Funding Stack

9.2.2 REAL ESTATE VALUE CAPTURE

The main real estate value capture tool explored for the El Paso Deck Plaza was a tax increment financing (TIF) district. A tax increment financing (TIF) district is a tool that allows participating entities to allocate a share of their incremental property tax within a defined geographic area, towards a specific project without adding an additional fee, for a specified period of time.

Tax increment is generally generated by two sources. First, the value appreciation of existing properties over the base assessed value at the creation of the district. Second, the additional value of new development in the district after the district is created.

Tax Increment Reinvestment Zones (TIRZs) are a type of TIF district in Texas used to pay for improvements in the zone, leading to business attraction and new development.

Their durations vary in El Paso, but the current political environment favors shorter durations, around 20 years.

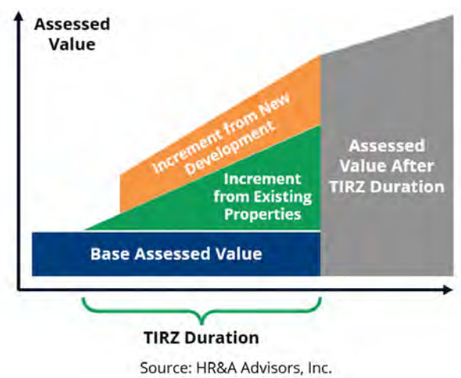
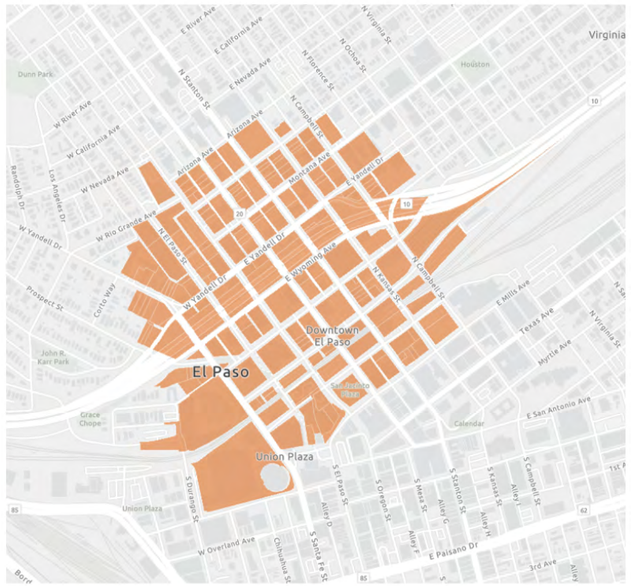


Figure-87 : Tax Increment Financing District Diagram

TASK 800: FUNDING AND IMPLEMENTATION STRATEGY

A TIRZ district including parcels within a 0.25-mile radius of the proposed park was considered in a real estate value capture analysis for the El Paso Deck Plaza, as illustrated in Figure 5. This boundary was based on the assumptions that these parcels are close enough to the park that they will see a premium to their baseline value appreciation around the time of the park's development and is but an illustrative TIRZ boundary for the purposes of this value capture analysis.



Source: HR&A Advisors, Inc.

Figure-88 : El Paso Deck Plaza Potential TIRZ Boundary

The analysis yielded an estimated total revenue range of $10-20 million[1] for the 20-year duration of the TIRZ depending on the assumed value premium and assuming 100% City and County contributions to the Deck Plaza. The range depends on the scale of the appreciation of existing and new development and the pace of new development. This revenue potential is very limited given likely abatements to support real estate development (See WestStar Tower as an example) in the area and overlapping TIRZs. Bonding capacity is likely to be even lower due to related additional costs and debt service reserve requirements. Given the estimated capacity, it is recommended that the El Paso Deck Plaza potential TIRZ should explore contributing to O&M under a pay-go model rather than capital expenses (see more details in Operations & Maintenance Funding Strategy section).

[1] *2024 Dollars adjusted by an annual inflation of 3%.*

9.2.3 CONTRIBUTED INCOME

Corporate sponsorships in the form of naming rights will likely be the biggest funding opportunity for the El Paso Deck Plaza of the various contributed income funding sources. Precedent parks in recent years in Texas have garnered between $10M (9% of total capital budget) to $23M (21% of total capital budget) through naming rights or other one-time contributions. However, with contributed income there are equity trade-offs to be considered around how the name of the park can influence the experience of the park for different communities and sense of belonging and inclusion.

Klyde Warren Park, Dallas, TX

Source: Klyde Warren Park

- Naming rights given to Kelcy L. Warren after an estimated $10,000,000 donation to the park in 2012
- Named after Warren's 9-year-old son
- Donation was significantly larger than all other previous donations
- Gift pushed the park's public and private funding to $106M, just shy of the $110M Phase I capital costs.

Halperin Park, Dallas, TX

Source: SWA Group

- Recently changed from "Southern Gateway Park" after a $23,000,000 donation made by the Halperin Foundation in September 2024
- One of the largest donations to a city park in Dallas history
- Contribution will close the capital funding gap for Phase I, at a total cost of $100M
- Board and community members raised equity concerns over naming a park that will link two predominantly Black & Latino neighborhoods in honor of a wealthy White family.

Klyde Warren Park Source: https://www.dallasnews.com/news/2012/02/19/stealth-billionaire-lays-claim-to-woodall-rodgers-park-naming-rights

Halperin Park Source: https://www.dmagazine.com/frontburner/2024/09/southern-gateway-park-has-a-new-name-but-not-everyone-was-thrilled/

TASK 800: FUNDING AND IMPLEMENTATION STRATEGY

9.2.4 PUBLIC CONTRIBUTIONS

Capital funding for El Paso Deck Plaza will have to rely heavily on public contributions. As a highway cap, the Plaza could potentially tap into significant competitive federal funding opportunities related to transportation. Federal funding availability and priorities may shift with a change in administration in January 2025.

Program	Funding Use	Description	Recent Awards
Rebuilding American Infrastructure with Sustainability and Equity (RAISE)	Planning / Capital	Nationally competitive Federal surface transportation infrastructure grant program prioritizing projects with transformative impacts on sustainability and equity.	$5M to $25M
Reconnecting Communities and Neighborhoods (RCN)[2]	Planning / Capital	Combined application for Federal funding sources designed to support community-centered transportation projects which expand opportunity for disadvantaged communities.	Planning: $120K to $2M Capital: $5M to $42M
Mega Grant Program	Planning / Capital	Nationally competitive Federal program for large and complicated transportation project with national or regional economic, mobility, and safety benefits.	$31M to $600M
INFRA Grant Program	Capital	Nationally competitive Federal program targeting construction of national or regionally significant multimodal freight and highway projects.	$8M to $1.06B

Source: HR&A Advisors, Inc.

Figure-89 : Public Funding Sources

9.2.5 CAPITAL FUNDING ESTIMATES

Due to the limited potential for capturing real estate value, capital funding will need to depend on a mix of public contributions and contributed income in order to build out both phases of the El Paso Deck Plaza. Looking to the precedents of Klyde Warren Park, Discovery Green, and Halperin Park – all signature urban parks built in Texas in the last 15 years – contributed income could range from 42-55%, leaving public contributions to fill the remaining gap. Estimates then for public contribution range from ~$93,000,000 to ~$120,000,000.

[2] *FY2024 Notice of Funding Opportunity is now closed; additional rounds of funding are pending.*

9.3 Operations & Maintenance Funding Strategy

9.3.1 O&M EXPENSES

Expenses for the ongoing O&M of a park can be categorized into three key categories:

1. **Maintenance:** this includes expenses such as routine cleaning & repair of a park, utility costs, landscaping, and other climate-specific park maintenance.
2. **Administration:** this includes personnel expenses such as salary and benefits for staff, fundraising costs, and office space.
3. **Programming:** this includes expenses for activating a park, including salary and benefits for staff leading events and programs as well as marketing.

How a park's expenses fall into these three categories is dependent on several factors, including but not limited to, park design, governance mechanism, equity considerations, climate, real estate conditions, level of programming, and the current economy. In other words, O&M budgets are highly variable and look different on a park-by-park basis, dependent on the nature, characteristics, and strategic direction of a park.

Considering these various expense factors together with the current schematic design, character zones, and overall vision for the El Paso Deck Plaza as described in Task 100: Landscape Architecture Schematic Design, El Paso Deck Plaza will be a highly active, highly programmed park with a commensurately high O&M budget. The closest proxy to this current vision for the Deck Plaza is Klyde Warren Park in Dallas. As a highway cap in a downtown market, Klyde Warren is similar to the El Paso Deck Plaza in its infrastructure, neighborhood character, and climate. From a programmatic standpoint, Klyde Warren also serves as a highly relevant precedent in terms of number of programmed spaces and type, including a concert/multi-use pavilion, an event lawn, recreation lawn, a dog park, a children's playground, shaded pavilions, and interactive water features. In terms of food and beverage options, El Paso Deck Plaza and Klyde Warren would both offer restaurants, 'grab and go kiosks', and food trucks.

Given its relevance, the El Paso Deck Plaza has a range of estimates for its annual O&M expenses based off Klyde Warren's historic O&M budgets. O&M expenses have also been modeled to account for the phased construction of the park, with Year 1 (Y1) of operations beginning upon the opening of Phase 1 of the Deck Plaza (Santa Fe to Mesa Streets) and Year 3 (Y3) of operations marked by the opening of Phase 2 (Mesa to Kansas Streets). The range of expenses in the full buildout of the park assumes a scaling up of operations by Year 5 (Y5) in which the Deck Plaza has realized its full vision for programming and activation.

In Y1, with just Phase 1 of the Deck Plaza open, the annual O&M expenses is estimated at $3,500,000, or $975,000 per acre. With the opening of Phase 2 of the Deck Plaza in Y3, annual O&M expenses raise to $5,825,000, still at the same per acre cost. Finally, in Y5, assuming heightened programming as well as greater opportunities for revenue generation, the Deck Plaza's annual expenses are estimated at $7,300,000. The total O&M expense estimates in all years are broken down into the three categories of expenses, with maintenance at 35% of total costs, administration at 40% of total costs, and programming at 24% of total costs.

	O&M Annual Expenses – Phase 1 3.6 Acres	**O&M Annual Expenses – Full Buildout** 6 Acres
Maintenance	$1,225,000	$2,025,000 - $2,550,000
Administration	$1,400,000	$2,325,000 - 2,925,000
Programming	$875,000	$1,450,000 – 1,825,000
Total O&M Expenses	**$3,500,000**	**$5,825,000 – 7,300,000**
Per Acre	$975,000	$975,000 - $1,150,000

Figure-90 : El Paso Deck Plaza Annual O&M Expenses Summary

TASK 800: FUNDING AND IMPLEMENTATION STRATEGY

9.3.2 O&M REVENUES OVERVIEW

The revenue sources the City of El Paso and its partners can tap into to cover the Deck Plaza's O&M expenses are overlapping largely with the revenue sources for capital construction. One added source though unique to the operations phase of the park is earned income, or the private dollars a park can generate from its own real estate and revenue-generating elements, such as concessions, ticketed events, and rentals.

Figure 8 recaps the four main categories of revenue available for O&M and the most typical sources.

Source: HR&A Advisors, Inc.

Figure-91: O&M Funding Sources

As detailed further in this section, the potential and share of each of these revenue sources should change over time from the El Paso Deck Plaza's early years of operation to its later ones. In its early years, the opportunity to tap into contributed income, earned income, and real estate value capture will be limited. The City of El Paso and its partners will thus need to cover most O&M expenses while the Deck Plaza gradually builds its brand and demonstrates its value to the community, corporations, private donors, and other stakeholders. The El Paso Deck Plaza will likely need to build up its funding reserves in order to run and maintain the park in these first years of operation. As evident from the lessons learned from Klyde Warren Park, such investment early on is the precursor to growing opportunities for contributed and earned income and real estate value capture and eventually moving the Deck Plaza's operations towards financial sustainability.

O&M – Lessons Learned from Klyde Warren Park

- **Activation is the foundation for revenue** – Klyde Warren Park took 4 years to become self-sustaining, working in an operating budget deficit for the first 3 years of operation, supported by reserves leftover after construction. The park grew its programming to grow its revenue, driving foot traffic to the park in its early years with more than 1,000 free events and programs annually.
- **Growing revenue sources over time** – The park only had 3 revenue sources in its first two years: food & beverage (F&B), event rentals, and corporate sponsorships, operating in a deficit. In Y3, with its value established, the park could tap into 2 new sources: fundraising and real estate value capture. Today, the park continues to build up to access new funding sources, now tapping into memberships and venue rentals.
- **Balancing commercialization of public space** – While contributed income has become an important funding source for Klyde Warren Park, it continues to honor its vision of being a public space for all by limiting its corporate sponsorships to more discrete, private events while to offer 1,300 free events every year.
- **Utilizing programming partners** – Having local partners put on events and programs in a park can help to reduce some admin and programming costs, especially the in-kind costs of planning and staffing events.
- **Building an effective team** – With administrative costs making up the biggest part of an O&M budget, building a small, but effective team in the early years of operation that can pick up many different responsibilities can help trim down expenses.

9.3.3 EARNED INCOME

There are four primary earned income opportunities given the current schematic design and programming vision for the Deck Plaza:

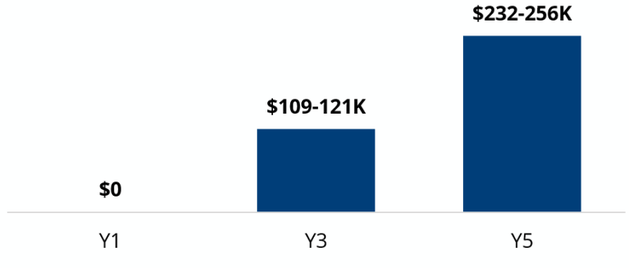
Earned Income Type	Program Area	Phase 1 SF	Full Buildout SF
Permanent Retail	Parkside Gallery	10,950	21,900
	Park Kiosk/Café	2,500	2,500
Food Trucks	Park streetside perimeter; Food Truck Plaza	0	10,300
Venue Rentals	City Room Plaza	10,100	10,100
	Lawn	25,000	25,000
Events	N/A; Various	N/A	N/A

Figure-92: El Paso Deck Plaza Earned Income Summary

The revenue potential for each of these earned income opportunities has been modeled for Year 1, 3, and 5 of the El Paso Deck Plaza's operations to demonstrate the potential these different opportunities have to grow over time. This revenue growth over time assumes that the Deck Plaza invests heavily in fulfilling its full programming vision and establishes itself as a community asset and regional destination that catalyzes further earned income opportunities.

Permanent Retail

The Parkside Gallery space along Mesa Street as well as the park kiosks in Umbra-Plaza as depicted in the 30% schematic design will be the largest opportunities for earned income through renting of the space. Given the existing retail market stock and conditions in downtown though, it is unlikely that there will be high demand for new retail space in the first years of operation. Instead, the Deck Plaza will likely need to offer certain concessions to lease and activate the Parkside Galleries and park kiosks, such as rent abatements or reductions, hence, the lack of estimated revenue from permanent retail in Y1 of operations, as illustrated in Figure X. As the Deck Plaza drives population growth and real estate value over time though, the opportunity to lease these spaces at market rate increases, with estimates between $109,000-$121,000 in Y3 and $232,000-$256,000 in Y5, assuming low vacancy rates. Y3 also marks the opening of an additional 10,950 SF of Parkside Gallery space available for rent.



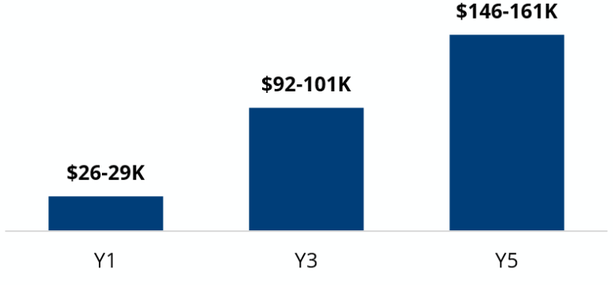
Source: HR&A Advisors, Inc.

Figure-93: Permanent Retail Revenue Estimates

TASK 800: FUNDING AND IMPLEMENTATION STRATEGY

Food Trucks

While the Market & Food Truck Plaza in the current schematic design of the park is not built until Phase 2, the Deck Plaza could still earn revenues from allowing food trucks to operate along the perimeter of the park. Again, assuming a gradual growth over time in foot traffic to the Deck Plaza, both from nearby residents and workers, the earned income opportunity from food truck permits is just around $25,000 in the Y1 of operations but could grow to around $96K by Y3 and $150K by Y5. The revenue in this case comes both from increasing the number of food truck vendors that operate at the Deck Plaza and the frequency with which they serve parkgoers every week.

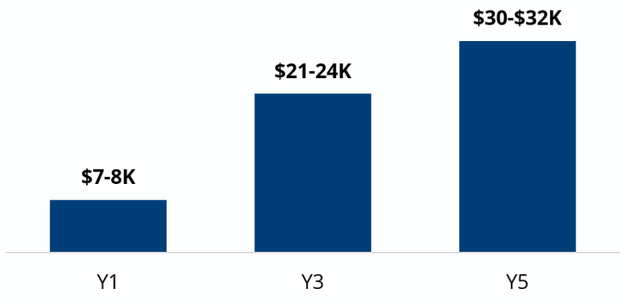


Source: HR&A Advisors, Inc.

Figure-94: Food Trucks Revenue Estimates

Events

A small amount of earned income could also be made from ticketed events and programs at the Deck Plaza over time, from $7,000 in Y1 to up to $32,000 in Y5. These earned income estimates assumes a limited frequency of ticketed events at the Deck Plaza and favors more free programming that welcomes all and ensures that a diverse set of parkgoers can enjoy the Deck Plaza.

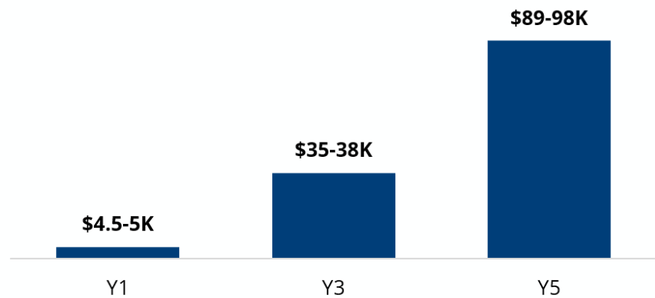


Source: HR&A Advisors, Inc.

Figure-95: Events Revenue Estimates

Venue Rentals

The final earned income opportunity given the Deck Plaza's current schematic design is venue rentals. While other programmatic elements of the park could potentially be rented out for private events such as birthday parties, corporate events, movie nights, and/or concerts, the elements most conducive include the City Room Plaza and the lawn adjacent Oregon Street. Once again, it is assumed that the popularity and demand for private events at the Deck Plaza will grow over time, so that in its early years, the Deck Plaza is likely to only make around $5,000 in venue rentals, but closer to $100,000 by Y5.

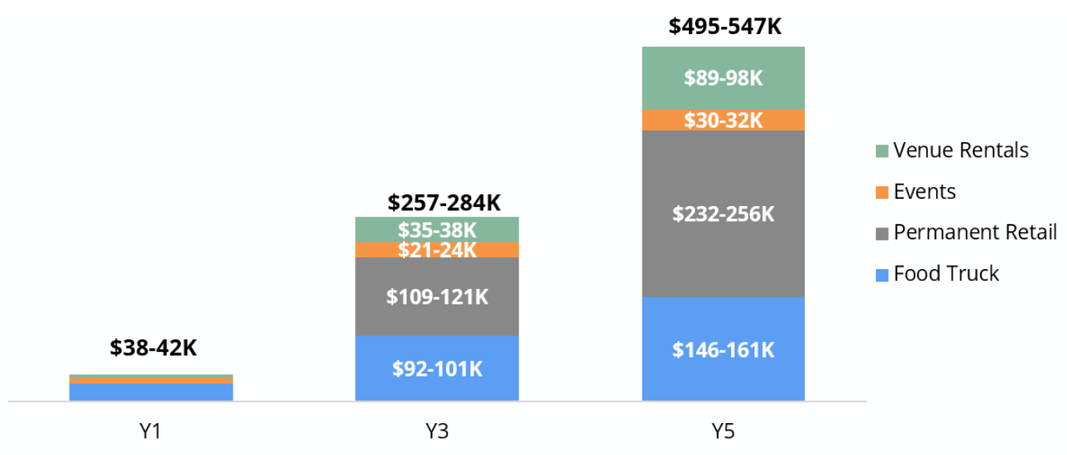


Source: HR&A Advisors, Inc.

Figure-96: Venue Rentals Estimates

All Earned Income

Taking these opportunities altogether, the Deck Plaza will likely earn very little income in its first year. By Y3 though, primarily with the rental income from leasing some of the permanent retail space and revenues from food truck permits, this could grow to more than $250,000, and then up to about $550,000 by Y5. In all scenarios, the earned income from the Deck Plaza still falls short of estimated programming expenses. Thus, programming is less important for its revenue generation potential than it is for helping realize the vision for the Deck Plaza and creating a distinctive, engaging park experience.



Source: HR&A Advisors, Inc.

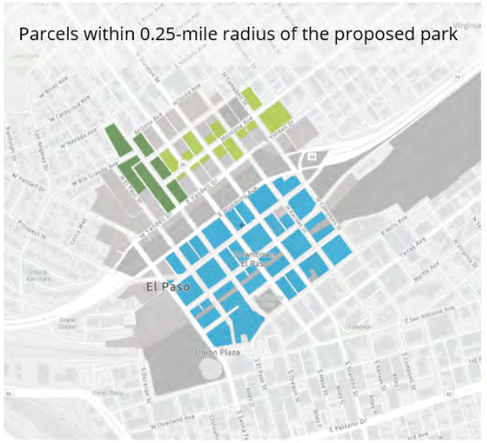
Figure-97: Earned Income Estimates

TASK 800: FUNDING AND IMPLEMENTATION STRATEGY

9.3.4 REAL ESTATE VALUE CAPTURE

Tax Increment Financing

As mentioned in the earlier Capital Funding Strategy section, the El Paso Deck Plaza could tap into real estate value capture for its O&M budget via a potential TIRZ pay-go model. In the first years of operation, the TIF potential is limited considering the abatements needed to support development and current allocations to other TIRZ. These existing TIRZ and the overlap with the Deck Plaza study area are shown in Figure 15. While the Deck Plaza may be able to tap into some of the revenue from the TIRZ, these districts likely have some level of existing commitments like debt obligations.



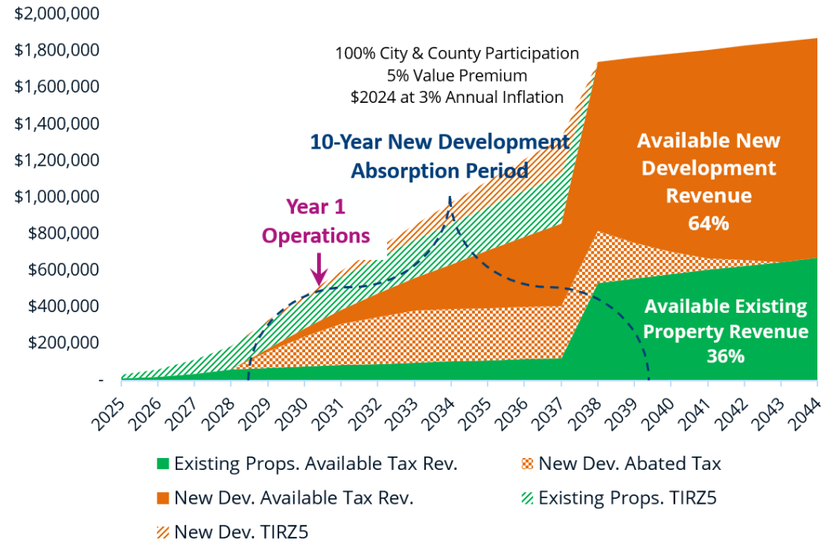
Source: HR&A Advisors, Inc.

TIRZ5 (Tax Increment Reinvestment Zone)	
Duration	2006- 2037
Participating Entities	City of El Paso
Allocation of Increment	100%
Projects	Public Improvement Projects

TRZ2-3 & -4 (Transportation Reinvestment Zone)	
Duration	Bond obligations paid off, soon to be retired
Participating Entities	City of El Paso
Allocation of Increment	100%
Projects	Comprehensive Mobility Plan projects

Figure-98: Existing TIRZ

Thus, on an annual basis, available cash flow is likely to be constrained until new development abatement programs and existing district commitments expire.



Source: HR&A Advisors, Inc.

Figure-99: Annual TIF District Cash Flows with Deductions

In Y1 of operations, the TIF potential ranges between $28,000-$84,000, depending on the value premium. By Y5 though, this could grow to $158,000-$351,000.

	5% Park Value Premium		10% Park Value Premium	
Annual Cash Flow (Nominal $)	**Year 1 of Operations**	**Year 5 of Operations**	**Year 1 of Operations**	**Year 5 of Operations**
Abatements	$91,000	$285,000	$91,000	$285,000
Existing District Allocations	$152,000	$336,000	$152,000	$336,000
Remaining Tax Value	**$28,000**	**$158,000**	**$84,000**	**$351,000**
Total	**$271,000**	**$779,000**	**$327,000**	**$972,000**

Source: HR&A Advisors, Inc.

Figure-100: Annual TIF District Cash Flows with Deductions – Y1 & Y5 Summary

Ground Lease

Ground leases are another form of real estate value capture that the El Paso Deck Plaza could eventually use to support operations. A ground lease is a long-term contract between a landowner and a tenant that gives the tenant the right to use and develop the land. 99 years is a typical duration, allowing tenants to make significant investments in development without fully owning the land.

Per the projected development scenarios, the El Paso Deck Plaza has the potential to lease about 1.7 acres of land along the perimeter of the park. Assuming 100% of that land is leased, the Deck Plaza could earn about $500,000-$550,000 annually in rental income. These developments, however, might not be projected until after the first five years of operation and thus the Deck Plaza cannot rely on this source of real estate value capture until much later years in its operations.

TASK 800: FUNDING AND IMPLEMENTATION STRATEGY

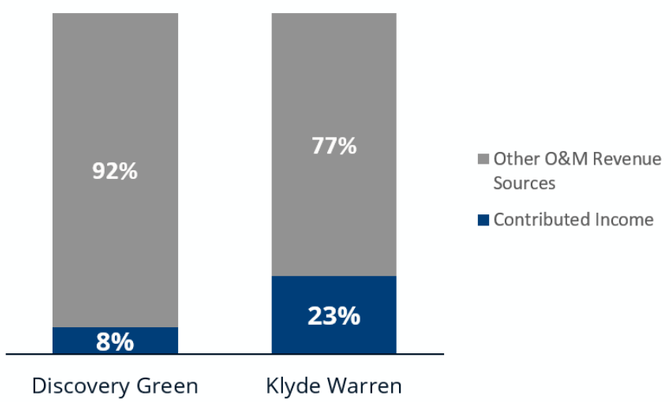
9.3.5 CONTRIBUTED INCOME

Fundraising & philanthropy could be a significant revenue source to fund the Deck Plaza's operations and maintenance over time but will require strategic and concerted efforts from a nonprofit arm of the Deck Plaza's governing body. Additional forms of contributed income the City and its partners could leverage that don't rely on annual or ongoing fundraising include:

- **Endowments:** In lieu of ongoing fundraising, a one-time campaign to establish an endowment can generate sustained revenue for operations and maintenance through returns on an investment of funds.
- **Memberships:** Individuals and organizations provide contributions in the form of donations through a membership or "Friends of" group typically dedicated to an individual park or park system.
- **Corporate Sponsorship:** Companies provide financial support in exchange for an association with the park or parks.

All of these sources rely on the Deck Plaza driving visitation and foot traffic to the park, so as to demonstrate its value and popularity to funders, potential members, and corporate sponsors.

Looking again to other signature Texas parks, contributed income made up 8% of Discovery Green's O&M budget in 2022 versus 23% for Klyde Warren Park, demonstrating the wide potential range that could exist for the Deck Plaza.



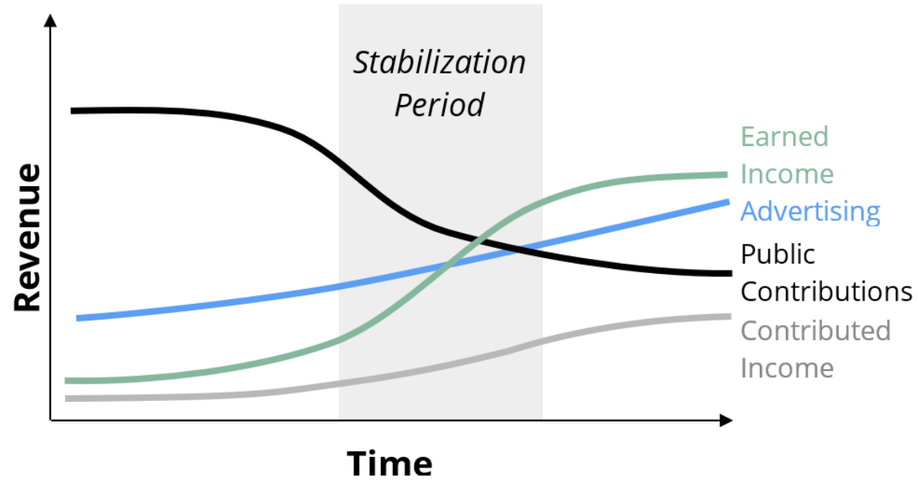
Source: HR&A Advisors, Inc.; Discovery Green Conservancy Form 990 (2022); Woodall Rogers Park Foundation 990 (2022)

Figure-101: Precedent Parks O&M Contributed Income

9.3.6 PUBLIC CONTRIBUTIONS

Given the limited potential of other revenue sources, the City/County will need to fill the operating gap, especially in early years. As the Deck Plaza grows its brand and establishes its value though, opportunities for contributed and earned income and real estate value capture can increase over time, leaving a smaller deficit for public contributions to fill.

- Nationwide, signature public spaces typically receive ±30% of their O&M budget from the public sector.
- This base of public funding tends to be higher in newer parks.
- Assumed the public contribution will act as a gap-filler for early phases while El Paso Deck Plaza identity and brand are being established.
- Upon stabilization, El Paso Deck Plaza will be able to support more frequent events with a higher demand, helping to make the space more self-sufficient.



Source: HR&A Advisors, Inc.

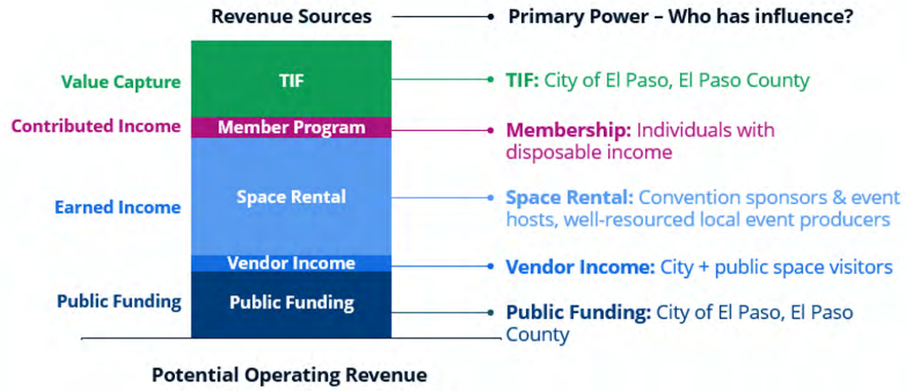
Figure-102: O&M Funding Sources Over Time - Illustrative

TASK 800: FUNDING AND IMPLEMENTATION STRATEGY

9.4 Governance Strategy

Park Governance refers to the ways in which decisions are made for public space. Governance models control everything from capital decisions, concessions and revenue, and day-to-day decisions about maintenance. A governance entity requires several core capabilities.

Defining a governance and operations model for open space will require the City of El Paso and its partners to consider capacity, public priorities, ability to hire staff, make decisions, deploy resources, and importantly, ability to raise funding. Sources of revenue for O&M as discussed in the previous section also come to bear on governance and can shift power and influence in a park.



Source: HR&A Advisors, Inc.

Figure-103: Operating Revenue & Influence

Some potential models the City of El Paso may consider, and the tradeoffs of each model are detailed in **Figure-104**.

Given the current vision for the Deck Plaza, the capacities of the City of El Paso, the Deck Plaza Foundation, and TXDOT, and the estimated O&M funding sources, an independent nonprofit model is the recommended governance model, offering the following advantages:

- **Mission and Management Capacity** - A signature and heavily programmed park requires management that goes beyond basic city services, and that is aligned with the goals and visions of a wider set of stakeholders, including the surrounding community. Having dedicated staff for the operations of the park ensures consistency with the vision and adequate programming that maximizes potential revenues and improves the parks experience.
- **Funding Sources** – With full control over the management of the park, an independent nonprofit would have the ability to tap into contributed income sources such as corporate sponsorships and memberships. This model would also allow the Deck Plaza to fundraise, which with concerted effort could gradually reduce the amount of public contribution necessary to operate the park.
- **Flexibility** – The privately-led management structure also gives the most flexibility to evolve management capabilities and adjust quickly to the needs of the park when it comes to programming, maintenance, and administration.

The Deck Plaza Foundation is the best suited to fulfill this operating role, though it will need to build its capacity to fulfill all the added responsibilities of day-to-day management. Further discussion and planning between the Deck Plaza Foundation and all the Deck Plaza stakeholders to gear up the foundation for this role is recommended.

	City Park Department	Public Authority	Public Agency w/ Private Partner	Business Improvement District	Independent Nonprofit (e.g. Conservancy)
Example	*NYC Parks & Rec*	*Brooklyn Bridge Park Development Corporation*	*Central Park Conservancy*	*Green Minneapolis*	*Buffalo Olmsted Parks System*
Mission	Serve the City	Serve dedicated purpose	Serve the City & private partner constituents	Serve the District	Serve Conservancy's mission
Management Capacity	Core "parks & rec" or public works	Dedicated space management, incl. financial management	Core "parks & rec" works but is insufficient	Core City services work but are insufficient; dedicated fund management required	Private nonprofit can outperform City government
Funding Sources	General fund is sufficient	Dedicated public funds required	Private funds to complement public baseline	Dedicated funds from district property owners	Private sources outstrip public sources
Accountability to Public	As strong as government	As strong as bylaws	As strong as partnership agreement	Property owners have outsized voice	As strong as management agreement
Land Ownership	Public	Public	Public	Public or private	Public or private

Source: HR&A Advisors, Inc.

Figure-104: Governance Models Summary

VIEW INTO THE MULTI-SPORT COURTS

TASK 900: FIVE-YEAR PRO FORMA

City of El Paso | Downtown Deck Plaza Feasibility Study

Phase 2 Implementation Memorandum | April 2025

HR&A

El Paso Deck Plaza | O&M 5 year Pro Forma Workbook

Introduction to Task 900: Five-Year Pro Forma

This pro forma was prepared by HR&A Advisors, Inc. in January 2025 for the El Paso Deck Plaza project with the El Paso Deck Plaza Foundation and the City of El Paso. It is meant to provide a high-level estimate of the scale and scope of financial resources needed to operate the Deck Plaza in its current schematic design and should be used as a tool to further iterate upon the Deck Plaza's design & program. The pro forma estimates annual expenses and revenues in the first five years of operation, with Phase 1 of the Deck Plaza opening in Year 1 and Phase 2 opening in Year 3.

In this current design and model, the Deck Plaza is estimated to have a large operating deficit, in between $2-3M in a low expense scenario and $3-5M in a high expense scenario. The most likely funding to fill this gap in early years of operation will be from the City/County. As the Deck Plaza grows its brand and establishes its value though, opportunities for contributed and earned income and real estate value capture can increase over time, leaving a smaller deficit for public contributions to fill. It's important to note that nationwide, signature public spaces, upon stabilization, typically receive ±30% of their O&M budget from the public sector. This base of public funding tends to be higher in newer parks especially, with more self-sufficiency achieved over time. This pro forma and the final estimates are also subject to change with further iterations in the design and program of the Deck Plaza.

Contents

10.1 Overview

This pro forma was prepared by HR&A Advisors, Inc. in January 2025 for the El Paso Deck Plaza project with the El Paso Deck Plaza Foundation and the City of El Paso. It is meant to provide a high-level estimate of the scale and scope of financial resources needed to operate the Deck Plaza in its current schematic design and should be used as a tool to further iterate upon the Deck Plaza's design & program. The pro forma estimates annual expenses and revenues in the first five years of operation, with Phase 1 of the Deck Plaza opening in Year 1 and Phase 2 opening in Year 3.

10.2 Workbook: *Appendices 11.4*

Refer to *11.4 HR&A El Paso Deck Park O&M 5-year Pro Forma Workbook*

10.3 Workbook Tabs

10.3.1 SUMMARY TAB

The Summary Tab shows estimated expenses and revenues for the operation of the El Paso Deck Plaza in its first five years. Based on these estimates, it also shows how much resource, if any, will be needed to close the gap in net operating income.

The user can toggle between a low and high scenario for annual O&M expenses, affecting also the assumptions for value premiums related to income from real estate value capture. The user can also toggle between two TIRZ participation scenarios: (1) City Scenario in which the City of El Paso contributes 100% of increment collected within the boundary, (2) City and County Scenario in which both the City and County contribute 100% of its increment collected within the boundary.

10.3.2 KEY ASSUMPTIONS TAB

This tab pulls from the various source tabs and calculates the annual expenses and revenues based on the assumptions from those tabs, accounting for Phase 1 vs. full buildout park acreage and annual inflation. This tab feeds into the summary tab.

See the respective source tabs for more information.

Assumptions (blue text cells) can be changed as needed.

10.3.3 O&M EXPENSES TAB

Assumptions for annual O&M expenses are input, based on relevant precedent parks. HR&A has provided two scenarios for O&M expenses: (1) a higher O&M expense scenario currently based on Klyde Warren Park, and (2) a lower O&M scenario currently based on Discovery Green. While lower cost per acre precedents were considered, these two were the final inputs for this model as they are the most closely aligned with the current scale and concept of the Deck Plaza.

Comparable precedent parks and their assumptions (blue text cells) can be changed as needed.

10.3.4 EARNED INCOME TAB

Assumptions for each earned income opportunity are input, including: (1) food trucks, (2) permanent retail, and (3) venue rentals. Other opportunities for earned income may arise in future iterations of the Deck plaza's design and program.

Comparable precedent parks and their assumptions (blue text cells) can be changed as needed.

10.3.5 TIRZ 5% PREMIUM SCENARIOS TAB

This tab comes from HR&A's value capture analysis of a potential TIRZ district including parcels within a .25-mile radius of the proposed Deck Plaza. This tab assumes a 5% value premium on surrounding properties and includes two different scenarios for City & County participation in this potential TIRZ district: (1) City Scenario in which the City of El Paso contributes 100% of increment collected within the boundary, (2) City and County Scenario in which both the City and County contribute 100% of its increment collected within the boundary.

Do not edit the assumptions on this tab.

TASK 900: FIVE-YEAR PRO FORMA

10.3.6 TIRZ 10% PREMIUM SCENARIOS TAB

This tab comes from HR&A's value capture analysis of a potential TIRZ district including parcels within a .25-mile radius of the proposed Deck Plaza. This tab assumes a 10% value premium on surrounding properties and includes two different scenarios for City & County participation in this potential TIRZ district: (1) City Scenario in which the City of El Paso contributes 100% of increment collected within the boundary, (2) City and County Scenario in which both the City and County contribute 100% of its increment collected within the boundary. The City and County Scenario is the scenario currently included in the summary tab.

Do not edit the assumptions on this tab.

10.3.7 CONTRIBUTED INCOME TAB

Assumptions for contributed income are input, based on relevant precedent parks. The high contributed income scenario is currently based on Klyde Warren Park while the low contributed income scenario is currently based on Discover Green.

Comparable precedent parks and their assumptions (blue text cells) can be changed as needed.

10.3.8 EL PASO P&R DEPT TAB

Assumptions for contributed income are input, based on relevant precedent parks. The high contributed income scenario is currently based on Klyde Warren Park while the low contributed income scenario is currently based on Discover Green.

Comparable precedent parks and their assumptions (blue text cells) can be changed as needed.

Summary Tab

The Summary Tab shows estimated expenses and revenues for the operation of the El Paso Deck Plaza in its first five years. Based on these estimates, it also shows how much resource, if any, will be needed to close the gap in net operating income.

The user can toggle between a low and high scenario for annual O&M expenses, affecting also the assumptions for value premiums related to income from real estate value capture. The user can also toggle between two TIRZ participation scenarios: (1) City Scenario in which the City of El Paso contributes 100% of increment collected within the boundary, (2) City and County Scenario in which both the City and County contribute 100% of its increment collected within the boundary.

Key Assumptions Tab

This tab pulls from the various source tabs and calculates the annual expenses and revenues based on the assumptions from those tabs, accounting for Phase 1 vs. full buildout park acreage and annual inflation. This tab feeds into the summary tab.

See the respective source tabs for more information.
Assumptions (blue text cells) can be changed as needed.

O&M Expenses Tab

Assumptions for annual O&M expenses are input, based on relevant precedent parks. HR&A has provided two scenarios for O&M expenses: (1) a higher O&M expense scenario currently based on Klyde Warren Park, and (2) a lower O&M scenario currently based on Discovery Green. While lower cost per acre precedents were considered, these two were the final inputs for this model as they are the most closely aligned with the current scale and concept of the Deck Plaza.

Comparable precedent parks and their assumptions (blue text cells) can be changed as needed.

Earned Income Tab

Assumptions for each earned income opportunity are input, including: (1) food trucks, (2) permanent retail, and (3) venue rentals. Other opportunities for earned income may arise in future iterations of the Deck plaza's design and program.
Note that ticketed events are not currently included as its own earned income opportunity, based on the assumption that third-party operators would run such events and revenue for the Deck Plaza would primarily come through venue rentals. In future iterations of this model, the Deck Plaza could consider additional revenues from ticketed events through shared ticket sales and/or shared food/liquor sales.
See the notes and links for justification on current assumptions, but assumptions (blue text cells) can be changed as needed.

TIRZ 5% Premium Scenarios Tab

This tab comes from HR&A's value capture analysis of a potential TIRZ district including parcels within a .25-mile radius of the proposed Deck Plaza. This tab assumes a 5% value premium on surrounding properties and includes two different scenarios for City & County participation in this potential TIRZ district: (1) City Scenario in which the City of El Paso contributes 100% of increment collected within the boundary, (2) City and County Scenario in which both the City and County contribute 100% of its increment collected within the boundary.
Do not edit the assumptions on this tab.

TIRZ 10% Premium Scenarios Tab

This tab comes from HR&A's value capture analysis of a potential TIRZ district including parcels within a .25-mile radius of the proposed Deck Plaza. This tab assumes a 10% value premium on surrounding properties and includes two different scenarios

Instructions | Summary | Key Assumptions | Expenses>>> | O&M Expenses | Revenues>>> | Earned Income | TIRZ 5% Premium Scenarios

Figure 105 : Pro Forma Workbook Prepared by HR&A Advisors, January 2025. | Appendices 11.4

BIRD'S-EYE VIEW OF THE EL PASO DECK PLAZA ABOVE SANTA FE STREET

APPENDICES