



*Enhancing community and quality of life through people, parks, and programs.
Making longer lives, better lives.*

**Business Development Team of the Grand Traverse County Parks and Recreation Commission
Tuesday, December 3, 2019, 5 p.m.
Commissioners' Committee Room, Governmental Center
400 Boardman Avenue
Traverse City, Michigan 49684
AGENDA**

General Meeting Policies: Please turn off all cell phones or switch them to silent mode. Any person may make a video, audio, or other record of this meeting. Standing equipment, cords, or portable microphones must be located to not block audience view. If you need auxiliary assistance, contact 231-922-4780 or TDD 231-922-4412.

Members: Rodetta Harrand (Vice Chair), Rod Kivell (Chair), Alisa Korn (Citizen Member), John Roth, Whitney Waara, Shirley Zerafa

- I. Call to Order
- II. Pledge of Allegiance
- III. Roll Call
- IV. Public Comment

Any person shall be permitted to address the Parks and Recreation Commission, which is required to be open to the public under the provision of the Michigan Open Meetings Act, as amended (MCLA 15.261, et.seq.). Public comment shall be carried out in accordance with the following Board Rules and Procedures:

- Any person wishing to address the Board shall state his or her name and address.
- No person shall be allowed to speak more than once on the same matter, excluding Commissioners' questions. The President shall control the amount of time each person shall be allowed to speak, which shall not exceed three (3) minutes. The President may, at his or her discretion, extend the amount of time any person is allowed to speak.

- V. Approval of/Additions to Agenda
- VI. Approval of Minutes, November 5, 2019 Business Development Team Meeting (Attached)
- VII. Draft County Parks and Recreation Partnership Policy (Discussion; Attached)
- VIII. Park Updates (Director)
- IX. Second Public Comment (Please refer to rules above.)
- X. Notices and Team Member Comments
- XI. Adjournment



*Enhancing community and quality of life through people, parks, and programs.
Making longer lives, better lives.*

Business Development Team of the Grand Traverse County Parks and Recreation Commission

Tuesday, November 5, 2019, 5 p.m.

Traverse City Tourism

101 W Grandview Parkway

Traverse City, Michigan 49684

MINUTES

- I. Call to Order
Meeting called to order at 5:05 p.m.
- II. Pledge of Allegiance
- III. Roll Call
Members Present: Rodetta Harrand (Vice Chair), Rod Kivell (Chair), Alisa Korn (Citizen Member), John Roth, Whitney Waara, Shirley Zerafa
Others Present: Kristine Erickson, Director of Grand Traverse County Parks and Recreation; Chris Forsyth, Deputy Administrator for Grand Traverse County; Chad Fournier, Board Member, and Jason Smith, Technical Director of Traverse Bay Area Youth Soccer; Penny Morris, owner of Crystal Bindi Studios; County Resident Lloyd Morris
- IV. Public Comment
There was no public comment.
- V. Approval of/Additions to Agenda
MOTION by Harrand, second by Roth, to approve agenda, as presented.
- VI. Approval of Minutes, October 1, 2019 Business Development Team Meeting (Attached)
MOTION by Harrand, second by Roth, to approve minutes, as presented.
- VII. Keystone Soccer Fields and Birmley Property (Director; Discussion; Draft Agreement and Map Attached)
Traverse Bay Youth Soccer (TBAYS) representatives and BDT members discussed proposed, new agreement between Parks and Recreation and TBAYS for use of Keystone Soccer Fields and Birmley property for programming and development, specifically the length of time and benchmarks for development.
- VIII. Agreement for Use of Lower Level of Gilbert Lodge at Twin Lakes Park by Crystal Bindi Studios (Director; Discussion)
Crystal Bindi Studios' owner requested to void the current agreement and enter into a new agreement for use of the Lower Level of Gilbert Lodge at Twin Lakes park for programming. Team members and Director asked owner to edit current agreement to include her desired terms. Team recommended that Director bring a new agreement for consideration by the Parks and Recreation Commission during its December 2019 meeting, so that the new agreement would be in place by January 1, 2020.
- IX. Park Updates (Director)
Director stated Parallel 45 Theatre's interest in renting former Probate Court space at Civic Center Park year-round. Team recommended the item be added to the upcoming Parks and Recreation Commission's November 2019 meeting agenda, so board could decide whether to rent the space beginning December 1, 2019 to Parallel 45, which already rents the space during summer seasons under current agreement, or issue a request for proposals to seek renters.
- X. Second Public Comment (Please refer to rules above.)
There was no public comment.
- XI. Notices and Team Member Comments
There were no notices or comments.
- XII. Adjournment
Meeting adjourned at 6:45 p.m.

Table of Contents

Part One

	Page
I. Grand Traverse County Parks and Recreation Partnership Policy	
A. Purpose	2
B. Background and Assumptions	2
C. Partnership Definition	3
D. Possible Types of Partners	4
E. Sponsorships	6
F. Limited Decision-making Partnerships	6
G. Benefits of Partnerships	7
II. The Partnering Process	7
III. The Partnership Evaluation Process	
A. Mission and Goals	10
B. Other Considerations	10
C. Selection Criteria	11
D. Additional Assistance	12

Part Two

The "Proposed Partnership Outline Format	14
--	----

I. Grand Traverse County Parks and Recreation Partnership Policy

A. Purpose

This policy is designed to guide the process for the Grand Traverse County Parks and Recreation in its desire to partner with private, nonprofit, or other governmental entities for the development, design, construction, and operation of possibly partnered recreational facilities and/or programs that might occur on County property.

The Grand Traverse County Parks and Recreation would like to identify for-profit, nonprofit, and governmental entities interested in proposing to partner to develop recreational facilities and/or programs. A major component in exploring any potential partnership would be to identify additional collaborating partners that might help provide a synergistic working relationship in terms of resources, community contributions, knowledge, and political sensitivity. Such partnerships should be mutually beneficial for all proposing partners, including Parks and Recreation, and be particularly beneficial for the citizens of the community.

This policy document is designed to:

- provide essential background information
- provide parameters for gathering information regarding the needs and contributions of potential partners
- identify how the partnerships will benefit Grand Traverse County Parks and Recreation and the community

Part Two: The “Proposed Partnership Outline Format,” provides a format that is intended to help guide Proposing Partners in creating a proposal for review by Grand Traverse County Parks and Recreation staff.

B. Background and Assumptions

Partnerships are being used across the nation by governmental agencies to gain and maximize additional resources for the community’s benefit. Examples of partnerships abound, and encompass a broad spectrum of agreements and implementation. The most commonly described partnership is between a public and a private entity, but partnerships also occur between public entities and non-profit organizations and/or other governmental agencies.

For partnerships to be successful, research has shown that the following elements should be in place prior to partnership procurement:

- There must be support for the concept and process of partnering from the very highest organizational level – i.e.: the Parks and Recreation Commission, and/or department head.
- The most successful agencies have high-ranking officials that believe that they owe it to their citizens to explore partnering opportunities whenever presented, those communities both solicit partners and consider partnering requests brought to them.
- It is very important to have a Partnership Policy in place before partner procurement begins. This allows the agency to be proactive rather than reactive when presented with a partnership opportunity. It also sets a “level playing field” for all potential partners, so that

they can know and understand in advance the parameters and selection criteria for a proposed partnership.

- A partnership policy and process should set development priorities and incorporate multiple points for go/no-go decisions.
- The partnership creation process should be a public process, with both Partners and the Partnering Agency well aware in advance of the upcoming steps.

C. Partnership Definition

For purposes of this document and policy, a Proposed Partnership is defined as "An identified idea or concept involving Grand Traverse County Parks and Recreation and for-profit, non-profit, and/or governmental entities, outlining the application of combined resources to develop facilities, programs, and/or amenities for Grand Traverse County and its citizens."

A partnership is a cooperative venture between two or more parties with a common goal, to combine complementary resources to establish a mutual direction or complete a mutually beneficial project. Partnerships may be facility-based or program-specific.

The main goal for Grand Traverse County Parks and Recreation's partnerships is to enhance public offerings to meet the mission and goals of the County. Grand Traverse County Parks and Recreation is interested in promoting partnerships that involve cooperation among many partners, bringing resources together to accomplish goals in a synergistic manner. Proposals that incorporate such collaborative efforts will receive priority status.

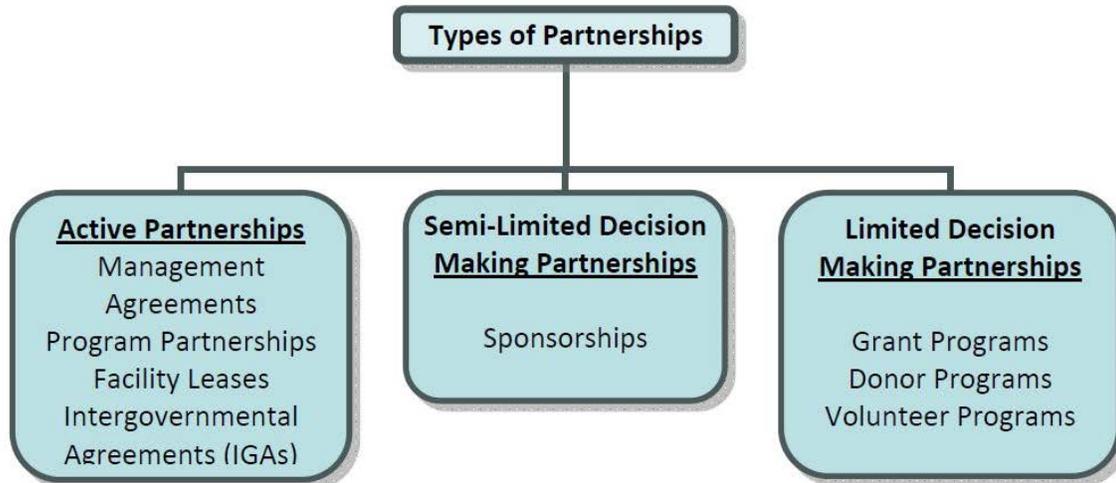
Partnerships can accomplish tasks with limited resources, respond to compelling issues, encourage cooperative interaction and conflict resolution, involve outside interests, and serve as an education and outreach tool.

Partnerships broaden ownership in various projects and increase public support for community recreation goals. Partners often have flexibility to obtain and invest resources/dollars on products or activities where municipal government may be limited.

Partnerships may take the form of:

- cash gifts and donor programs
- improved access to alternative funding
- property investments
- charitable trust funds
- labor
- materials
- equipment
- sponsorships
- technical skills and/or management skills
- other forms of value

The effective use of volunteers also can figure significantly into developing partnerships. Some partnerships involve active decision making, while in others, certain partners take a more passive role. The following schematic shows the types of possible partnerships discussed in this policy:



D. Possible Types of Active Partnerships

Grand Traverse County Parks and Recreation is interested in promoting collaborative partnerships among multiple community organizations. Types of agreements for proposed “Active Partnerships” might include leases, contracts, sponsorship agreements, marketing agreements, management agreements, joint-use agreements, inter-governmental agreements, or a combination. An innovative and mutually beneficial partnership that does not fit into any of the following categories may also be considered.

Proposed partnerships will be considered for facility, service, operations, and/or program development, including associated needs such as parking, paving, fencing, drainage systems, signage, outdoor restrooms, lighting, utility infrastructure, etc.

The following examples are provided only to illustrate potential partnership types. They are not necessarily examples that would be approved and/or implemented by Parks and Recreation.

Examples of Public/Private Partnerships

- A private business identifies the need for more/different community fitness and wellness activities and wants to build a facility on parkland, negotiate a management contract, provide needed programs, and make a profit.
- A private group interested in environmental conservation obtains a grant from a foundation to build an educational kiosk, providing all materials and labor, and is in need of a park in which to place it.
- Several neighboring businesses identify the need for a place for their employees to work out during the work day. They partner to initially fund a facility and an operating subsidy, then give the facility to Parks and Recreation to open to the public.
- A biking club wants to build a cycling race course in a park and have races held one night a week there. Course would be open for public biking and in-line skating.
- A large corporate community relations office wants to build a skate park, but does not wish to run it. It gives a check to Parks and Recreation in exchange for publicizing its underwriting of the cost.
- A private restaurant operator identifies a need for concessions in a park, funds construction of one, operates it, and provides a share of revenue back to Parks and Recreation.

- A garden club wants land to build unique butterfly gardens. The club will tend the gardens, it just needs a location and irrigation water.

Examples of Public/Non-Profit Partnerships

- A group of participants in a particular sport or hobby identifies a need for more play space and forms a nonprofit entity to raise funds for a facility for their priority use, but that is otherwise open to the public.
- A nonprofit baseball association needs fields for community programs and wants to obtain grants to build fields. Association wants priority use, but fields would otherwise be available for Parks and Recreation to schedule and earn revenue.
- A museum funds and constructs a new building on parkland, dedicating some space and time for community meetings, with a portion of revenues to Parks and Recreation.

Examples of Public/Public Partnerships

- Two governmental entities contribute financially to develop and construct a recreational facility to serve residents under both municipalities. One entity, through an “Intergovernmental Agreement,” is responsible for operating the facility, while the other entity contributes an operating subsidy based on a formula that considers population size or some other appropriate factor.
- Two governmental public safety agencies identify a need for more physical training space for employees. They jointly build a gym in a County Park to provide training during the day. The gym would be open for Parks and Recreation to schedule programming at night.
- A school district wants a climbing wall for its athletes. The district funds a wall and subsidizes operating costs, and Parks and Recreation manages and maintains the wall and schedules public use during off-hours.
- A university needs meeting and classroom space, and funds a multi-use building on parkland that may also be scheduled for programming during off-hours by Parks and Recreation.

E. Sponsorships

Grand Traverse County Parks and Recreation is interested in actively procuring sponsors for facilities and programs as one type of beneficial partnership. Please see the ***Sample Parks and Recreation Department Sponsorship Policy*** for more information.

F. Limited-Decision Making Partnerships: Donor, Volunteer, and Granting Programs

While this policy document focuses on the parameters for more active types of partnerships, Parks and Recreation is interested in and will be happy to discuss proposals for any of these types of partnerships, and may create specific plans for such in the future.

G. Benefits of Partnerships with Sample Parks and Recreation Department

Parks and Recreation expects that any Proposed Partnership will have benefits for all involved parties. Some general expected benefits follow.

Community’s Benefits

- Merging of resources to create a higher level of service and facility availability for community members.
- Making alternative funding sources available for public community amenities.
- Tapping into the dynamic and entrepreneurial traits of private industry.

- Delivering services and facilities more efficiently by allowing for collaborative business solutions to public organizational challenges.
- Meeting the needs of specific groups of users through the availability of land for development and community use.

Partners' Benefits

- Land and/or facility availability at a subsidized level for specific facility and/or program needs.
- Sharing of risks with an established, stable governmental entity.
- Becoming part of a larger network of support for managing and promoting facilities and programs.
- Availability of professional recreation and planning experts to maximize facilities and programming potential.
- Combining resources to streamline the planning and operational efforts.

II. The Partnering Process

The steps for creating a partnership with Grand Traverse County Parks and Recreation follows.

- A. Grand Traverse County Parks and Recreation Department will provide public notice to inform any and all interested partners of the availability of partnerships with Parks and Recreation.
- B. Potential partner takes the first step to initiate a partnership by making a "**Preliminary Proposal,**" according to a specific format as outlined in **Part Two, Proposed Partnership Outline Format.**
- C. If initial review of a Preliminary Proposal yields interest and appears to be mutually beneficial based on the County's mission and goals, and the selection criteria, Parks and Recreation staff or an appointed representative will be assigned to work with the potential partner.
- D. Staff or appointed representative will be available to answer questions related to creating a proposal, and after initial interest has been indicated, will work with the proposing partner to create a checklist of what actions need to take place next. Each project will have distinctive planning, design, review, and support issues. Staff or representative will facilitate the process of determining how the partnership will address these issues, facilitate approvals and input from any involved County departments, and provide guidance for potential partner regarding necessary steps.
- E. An additional focus at this point will be determining whether the project is appropriate for additional collaborative partnering, and whether it should prompt Parks and Recreation to seek a **Request for Proposal (RFP)** from competing/collaborating organizations.

RFP Trigger: To reduce concerns relative to unfair private competition, if a proposed project involves partnering with a private "for-profit" entity and a dollar amount greater than \$5,000, and if Parks and Recreation has not already undergone a public process for solicitation of that particular type of partnership, the County will request Partnership Proposals from other interested private entities for identical and/or complementary facilities, programs, or services. A selection of appropriate partners will be part of the process.

- F. For most projects, a **Formal Proposal** from a partner for desired development project must first be presented to the Grand Traverse County Parks and Recreation Business Development Team for official review and recommendations. Next step is to present the proposal to the Grand Traverse County Parks and Recreation Commission. In some instances, further approval might be required by the Grand Traverse County Board of Commissioners, depending on project complexity and applicable County provisions, ordinances, and regulations.
- G. Depending on project complexity and anticipated benefits, responsibilities for all action points are negotiable within the framework established by law, to ensure the most efficient and mutually beneficial outcome. Some projects might require that all technical and professional expertise and staff resources come from outside Parks and Recreation while some projects might proceed most efficiently if Parks and Recreation and/or the County contribute staff resources to the partnership.
- H. The partnership must cover the costs the partnership incurs, regardless of how the partnered project is staffed, and reflect those costs in its project proposal and budget. The proposal for the partnered project should also discuss how staffing and expertise will be provided, and what documents will be produced. If any Parks and Recreation and/or County staff resources are to be used by the partnership, such costs should be allocated to the partnered project and charged to it.
- I. Specific **Partnership Agreements** appropriate to the project will be jointly drafted. There is no specifically prescribed format for **Partnership Agreements**, which may take any of several forms, depending on what will be accomplished by the desired relationships among partners, and County insurance requirements for any project or program.

Such agreements may take the form of:

- Lease Agreements
- Management and/or Operating Agreements
- Maintenance Agreements
- Intergovernmental Agreements (IGAs)
- Combination of these and/or other appropriate agreements

Proposed partnership agreements might include oversight of the development of the partnership, concept plans and project master plans, environmental assessments, architectural designs, development and design review, project management, and construction documents, inspections, contracting, monitoring, etc. Other considerations would include funding project/programming costs; reimbursing Parks and Recreation for any costs it incurs developing the partnership; facilitating the project's passage through development review processes; and completing the required documents.

- J. If all is approved, the partnership begins. Parks and Recreation is committed to upholding its responsibilities to a partner from initiation through continuation of the partnership. Evaluation will be an integral component of all partnerships. Any agreement will outline who is responsible for evaluation, types of measures to be used, and should detail what will occur if evaluation obligations are not being met.

III. The Partnership Evaluation Process

A. Mission Statements and Goals

All partnerships with the Parks and Recreation Department must align with the County's and the Parks and Recreation Department's mission and goals.

B. Other Considerations

1. Costs for the Proposal Approval Process

For most proposed partnerships, considerable staff time will be spent on the review and approval process once a project passes the initial review stage. This time includes discussions with proposing partners, exploring synergistic partnering opportunities, potentially initiating the RFP process, facilitating the approval process, and helping write and negotiate agreements, contracting, grants, etc. There might also be costs for construction and planning documents, design work, and related needs and development review processes mandated by County ordinances.

Successful partnerships will take the costs listed below into account, and may plan to recover some or all of these costs. Some of these costs could be considered as construction expenses, reimbursed through a negotiated agreement once operations begin, or covered through some other creative means.

Sample Costs

- Construction of a facility or non-existent infrastructure
- Roads and street improvements
- Maintaining specific standards
- Staffing
- Parking
- Snow removal
- Lighting
- Outdoor restrooms
- Water fountains
- Complimentary uses of the site
- Utility improvements (phone, cable, storm, drainage, electricity, water, gas, sewer, etc.)
- Custodial services
- Trash removal

2. Need

The nature of providing public service determines that certain activities will have a higher need than others. Some activities serve a relatively small number of users and have a high facility cost. Others serve a large number of users and are widely available from the private sector because they are profitable. Determining the need for facilities and programs is an ongoing discussion when providing public programs and amenities. Every project will be evaluated based on how the project would fulfill a public need.

3. Funding

Only when a partnership proposal would address vastly unmet needs and provide many benefits for county citizens, will Parks and Recreation consider contributing resources to a

project. Parks and Recreation recommends that proposing partners consider sources of potential funding before making a proposal. The most successful partners have secured funding in advance. In most cases, proposing partners should consider funding and cash flow for initial capital development, staffing, and ongoing operations and maintenance.

The details of approved and pending funding sources should be clearly identified in a proposal.

For many partners, especially small private user groups, non-profit groups, and governmental agencies, cash resources might be a limiting factor relative to a proposal. Any proposing partner with limited resources should seek alternative funding sources for a proposed project. Obtaining alternative funding often demands creativity, ingenuity, and persistence, but many forms of funding are available from many sources, such as sponsors, grants, and donor programs. A local librarian and/or Internet search can help identify sources. A potential partnering organization should develop a solid leadership team to help identify new funding sources.

In some cases, additional funding may be secured through in-kind offerings. All plans for using alternative funding should be clearly identified. Parks and Recreation has a Sponsorship Policy, which partners will be expected to follow. The policy includes having an Approved Sponsorship Plan in place prior to procuring sponsors for a partnered project.

C. Selection Criteria

When assessing a partnership opportunity to provide facilities and services, Parks and Recreation will consider (as appropriate) the following criteria. The Proposed Partnership Outline Format in Part Two provides a structure for developing a proposal. Evaluation and review of a proposal will be guided by the following questions.

- How does the project align with the County and Department's mission statement and goals?
- How does the proposed facility fit into the current Parks and Recreation Plan?
- How does the facility/program meet the needs of Grand Traverse County residents?
- How will the project generate more revenue and/or less cost per participant than the Parks and Recreation is able to provide using its own staff or facilities?
- What are the alternatives that currently exist or have been considered to serve the users identified in this project?
- How much of the existing need is now being met within Grand Traverse Counties and adjacent counties?
- What is the number and demographic profile of participants to be served?
- How can the proposing partner assure Parks and Recreation of the long-term stability of the proposed partnership, both for operations and for maintenance standards?
- How will the partnered project meet the Americans with Disabilities Act (ADA) and Equal Employment Opportunity Commission (EEOC) requirements?
- How will the organization offer programs at reasonable and competitive costs for Participants?
- What are the overall benefits for both Parks and Recreation and the proposed partner?

D. Additional Assistance

Grand Traverse County Parks and Recreation acknowledges that the partnership process entails much work on the part of a proposing partner. The following list of resources might be helpful when preparing a proposal.

- Courses are available through local colleges and universities to help organizations develop a business plan and/or operational pro-forma.
- The Chamber of Commerce offers a variety of courses and assistance for business owners and for those contemplating starting new ventures.
- There are consultants who specialize in facilitating these types of partnerships. For one example, contact **SCORE Traverse City** at 888-796-4913 or help@score.org.
- Reference librarians and Internet searches can help identify potential funding sources and partners, including grants, foundations, financing, etc.
- Relevant information, including the **2018-2023 Grand Traverse County Parks and Recreation Plan**, site maps, and other documents are available on line at www.grandtraverse.org/parks or by request at the Parks and Recreation Office.

For additional assistance, call the Grand Traverse County Parks and Recreation Office at 231-922-4818.

Part Two

Sample Proposed Partnership Outline Format

Please provide as much information as possible in the following outline form.

I. Description of Proposing Organization:

- Name of Organization
- Years in Business
- Contact Name, Mailing Address, Physical Address, Phone, Fax, E-mail
- Purpose of Organization
- Services Provided/Member/User/Customer Profiles
- Accomplishments
- Legal Status

II. Decision-making Authority

Who is authorized to negotiate on behalf of the organization? Whom or what group (such as a council, commission, or board) is the final decision-maker that can authorize the commitment to funding? What is the time frame for making decisions?

Summary of Proposal (100 words or less)

What is being proposed in terms of capital development and program needs?

III. Benefits to the Partnering Organization

Why is your organization interested in partnering with Grand Traverse County Parks and Recreation? Please individually list and discuss the benefits (monetary and non-monetary) for your organization.

IV. **Benefits to the Sample Parks and Recreation Department**

Please individually list and discuss the benefits (monetary and non-monetary) for Grand Traverse County Parks and Recreation and residents of the county.

V. **Details (as currently known)**

The following page lists a series of questions to help address details describing the benefits of a potential partnership. Please try to answer as many questions as possible with currently known information. Include what your organization proposes to provide and what is being requested of Grand Traverse County Parks and Recreation Department. Include (as known) initial plans for the concept, operations, projected costs and revenues, staffing, and/or any scheduling or maintenance needs, etc.

Guiding Questions

Meeting the Needs of our Community

- In your experience, how does the project align with park and recreation goals?
- How does the proposed program or facility meet a need for county residents?
- Who will be the users? What is the projected number and profile of participants who will be served?
- What alternatives currently exist to serve the users identified in this project?
- How much of the existing need is now being met? What is the availability of similar programs elsewhere in the community?
- Do the programs provide opportunities for entry-level, intermediate, and/or expert skill levels?
- How does this project incorporate environmentally sustainable practices?

The Financial Aspect

- Can the project generate more revenue and/or less cost per participant than Parks and Recreation can provide with its own staff or facilities? If not, why should Parks and Recreation partner on this project?
- Will programs be offered at reasonable and competitive costs for all participants? What are the anticipated prices for participants?
- What resources are expected to come from Parks and Recreation?
- Will there be a monetary benefit for Parks and Recreation and, if so, how and how much?

Logistics

- How much space do is needed? What type of space?
- What is critically important related to the proposed location?
- What is the proposed timeline?
- What are the projected hours of operations?
- What are the initial staffing projections?
- Are there any mutually-beneficial cooperative marketing benefits?
- What types of insurance would be necessary, and whom would be responsible for acquiring and paying premiums on any policies?
- What is the organization's experience with providing this type of facility/program?
- How will ADA and EEOC requirements be met?

Agreements and Evaluation:

- How, by whom, and at what intervals should the project be evaluated?
- How can you assure Parks and Recreation of long-term stability of your organization?
- What types and length of agreements should be used for this project?
- What types of “exit strategies” should be included?
- What action should be taken if the project does not meet the conditions of the original agreements?

Draft