

CITY OF BRIGHTON
CITY COUNCIL MEETING
CITY HALL
November 5, 2015

Regular Blue Sky: 7:00 p.m.: Review of Agenda Items for this evening's meeting

REGULAR SESSION - 7:30 P.M.

1. Call to order
2. Pledge of Allegiance
3. Roll Call
4. Consider approval of the Agenda
5. Approval of [minutes: Regular Meeting of October 15, 2015](#)
6. Call to the Public

Consent Agenda

7. Consider a [Charitable Gaming License Resolution for AOD Elite Team Dance Boosters](#).
8. Consider approval of a [resolution of support for the DDA to re-apply for the MEDC Michigan Main Street Program Associate level status](#).
9. Consider approval of the Mayors recommended appointment to the Board of Review.

Policy Development & Customer Communications' action items

10. Conduct [public hearing for a temporary land use permit for Christmas Tree Sales at St. Patrick's Church](#)
 - 10a. Consider a motion to approve the temporary land use permit
11. Consider discussion about the [Nov. 11th SELCRA-related intergovernmental meeting and any additional or updated inputs/feedback that City Council wants Council Members who can attend the meeting to in turn relay or provide at the intergovernmental meeting](#).

Other Business

12. Information for City Customers including reports on responses to Citizens Inquiries to City Council received since the last Council Meeting
13. Receive updates from Council Member Liaisons to other Boards and Commissions
14. Call to the Public
15. Adjournment

MINUTES OF THE MEETING OF THE CITY COUNCIL OF BRIGHTON
HELD ON OCTOBER 15, 2015 AT THE BRIGHTON CITY HALL
200 N. 1ST STREET, BRIGHTON, MICHIGAN

BLUE SKY SESSION

The Council conducted a Blue Sky Session at 7:00 p.m. Present were Mayor Muzzin, Mayor Pro-Tem Pipoly, Councilmembers Bandkau, Tobbe, Bohn and Gardner. The Council reviewed the agenda items.

REGULAR SESSION

Mayor Muzzin called the regular meeting to order at 7:31 p.m. Following the Pledge of Allegiance, the roll was called. Present were Mayor Muzzin, Mayor Pro-Tem Pipoly, Councilmembers Bandkau, Bohn, Tobbe and Gardner. Also in attendance were Attorney Paul Burns, Engineer Gary Markstrom and Staff members Dana Foster, Jennifer Burke, Dave Blackmar, Tim Krugh, Kelly Hanna and Tom Wightman and an audience of 8. Press and media included Tom Tolen from WHMI.

It was moved by Mayor Pro-Tem Pipoly, seconded by Councilmember Gardner to excuse Councilmember Willis from the evening's meeting. Motion passed 6-0-1.

AGENDA APPROVAL

It was moved by Councilmember Gardner seconded by Pipoly to approve the agenda with the following changes: Add item #8a, Consider Action on Compensation Range for Open City Manager Position. Delete item #10, Northridge Woods, item #11, Northridge Ponds, and item #12 Lindbom School Site Property/Utility Improvements. Motion passed 6-0-1.

MINUTE APPROVAL

It was moved by Councilmember Tobbe, seconded by Pipoly to approve the Regular Meeting minutes of October 1, 2015 as presented. Motion passed 5-0-1-1, with Mayor Muzzin abstaining.

CALL TO THE PUBLIC

Mayor Muzzin opened the Call to the Public at 7:33 p.m.

Rebecca Munce, 125 N. 3rd Street, stated the new parking lot just west of Railroad Tracks has been wonderful for businesses, the back part of the 2nd Street parking lot is a mess, the fencing is different from front and needs beautification. She suggested the DDA could add something to it for the community. She complimented Deputy Chief Bradford.

Hugh Munce, 125 N. 3rd Street stated he appreciates the Brighton Police Department. He discussed the Lindbom School improvement and stated the entire area in northwest quadrant needs to be improved.

Hearing no further comment, the Call to the Public was closed at 7:38 p.m.

CONSENT AGENDA

It was moved by Councilmember Bandkau, seconded by Tobbe to approve the Consent Agenda as presented. The following items were approved.

1. Approved a Civic Event application for the next upcoming Ladies Night Out event.
2. Reappointed David Senak to the Zoning Board of Appeals.

Motion passed 6-0-1.

COMPENSATION RANGE FOR OPEN CITY MANAGER POSITION

Councilmember Tobbe stepped out of Council Chambers at 7:43 p.m.

It was moved by Councilmember Bohn, seconded by Gardner to approve the salary/compensation range for the open City Manager Position of \$90,000 to \$120,000. Motion passed 5-0-2.

Councilmember Tobbe returned to the meeting at 8:03 p.m.

ANNUAL AUDIT REPORT

Finance Director, Kelly Hanna thanked her staff and the auditors for their work on the audit.

Martin Olejnik, Plante Moran, presented the FY-15-16 audit report.

Tim St. Andrews briefed Council on the financial statement, graphs, post audit letter and addressed audit process/issues.

SAW GRANT ENGINEERING SERVICES PROPOSAL

Tim Krugh, Utilities Director gave a brief overview of the SAW Grant Proposal.

Gary Markstrom, Tetra Tech, briefed Council on the professional engineering services that are required for the SAW Grant Program.

It was moved by Mayor Pro-Tem Pipoly, seconded by Tobbe to approve the proposal for Professional Engineering Services and Amendment #314, dated October 7, 2015 to Tetra Tech to prepare Wastewater and Stormwater Asset Management Plans (AMP) in accordance with the requirements of the SAW Grant Program at a cost of \$576,800, subject to attorney approval and funding from the State. Motion passed 6-0-1.

CITY CUSTOMER INFORMATION

Mayor Pro-Tem Pipoly gave a Principal Shopping District update.

City Council
October 15, 2015
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Councilmember Bandkau stated Council received a letter from Chilson Hills Church thanking Council for their service to the community.

Councilmember Tobbe gave a Brighton Arts and Culture Commission update and stated he toured the new Brighton Area Schools facilities.

Mayor Muzzin gave a Brighton Area Fire Authority update.

Councilmember Gardner gave a SELCRA update.

CALL TO THE PUBLIC

Mayor Muzzin gave a Call to the Public at 9:28 p.m. Hearing no comment, the Call to the Public was closed.

ADJOURNMENT

It was moved by Councilmember Bandkau, seconded by Pipoly to adjourn the meeting at 9:29 p.m. Motion passed 6-0-1.

Jennifer Burke, Deputy City Clerk

James Muzzin, Mayor



Charitable Gaming Division
 Box 30023, Lansing, MI 48909
 OVERNIGHT DELIVERY:
 101 E. Hillsdale, Lansing MI 48933
 (517) 335-5780
 www.michigan.gov/cg

LOCAL GOVERNING BODY RESOLUTION FOR CHARITABLE GAMING LICENSES
 (Required by MCL 432.103(K)(ii))

At a _____ meeting of the _____
REGULAR OR SPECIAL TOWNSHIP, CITY, OR VILLAGE COUNCIL/BOARD

called to order by _____ on _____
DATE

at _____ a.m./p.m. the following resolution was offered:
TIME

Moved by _____ and supported by _____

that the request from _____ of _____,
NAME OF ORGANIZATION CITY

county of _____, asking that they be recognized as a
COUNTY NAME

nonprofit organization operating in the community for the purpose of obtaining charitable

gaming licenses, be considered for _____.
APPROVAL/DISAPPROVAL

APPROVAL

DISAPPROVAL

Yeas: _____

Yeas: _____

Nays: _____

Nays: _____

Absent: _____

Absent: _____

I hereby certify that the foregoing is a true and complete copy of a resolution offered and

adopted by the _____ at a _____
TOWNSHIP, CITY, OR VILLAGE COUNCIL/BOARD REGULAR OR SPECIAL

meeting held on _____.
DATE

SIGNED: _____
TOWNSHIP, CITY, OR VILLAGE CLERK

PRINTED NAME AND TITLE

ADDRESS

COMPLETION: Required.
 PENALTY: Possible denial of application.
 BSL-CG-1153(R6/09)



Brighton Downtown Development Authority

200 N. First Street, Brighton, MI 48116

To: Dana Foster, City Manager
Brighton City Council

From: Matt Modrack, DDA/CD Director

Re: Michigan Main Street Program Associate Level Application

Date: October 27, 2015

DDA Board Members

Robert Herbst,
Chairperson
CVS Pharmacy

Jim Muzzin, Mayor
City of Brighton

Dave Beauchamp
Champs Pub

Mark K. Binkley, Sr.
Cooper-Binkley Jewelers

Linda Botka
CW Interiors

Tim Corrigan
Corrigan Oil

Philip Garbacz
Fifth Third Bank

Scott Griffith
Griffith Realty

Ashley Israel
Brighton Mall Associates

Pam McConeghy
Greater Brighton Area
Chamber of Commerce

Lisa Nelson
Hush Intimate Apparel

Shawn Pipoly
Shawn Pipoly Agency

Claudia Roblee
Resident

Executive Director

Matt Modrack
City of Brighton
810-225-8025

Consultants

Piet Lindhout,
Design Consultant
Lindhout Associates

Doug Cameron
DDA Attorney
McCririe-Cameron

The City of Brighton Downtown Development Authority is requesting City Council support via the accompanying resolution for our application for Associate status with the Michigan Main Street program. At the DDA Director's request, the DDA Board of Directors approved re-applying into the Michigan Main Street program at their October 20, 2015 meeting.

Council may recall that the City of Brighton was accepted into the Michigan Main Street program as an Associate Member beginning in July, 2008 and remained in the program until June 30, 2011. Although the program proved beneficial to our overall effort to improve our downtown, particularly with regard to exposing the DDA, PSD and staff members to the Four Point strategy, it was ultimately determine we would not renew our MMS Associate membership. At the time we were deep into a series of demanding capital improvement as well as facade projects that simply didn't leave enough time for staff to produce the necessary reports and attend the various training sessions to remain a member in good standing with Michigan Main Street. The Michigan Main Street staff was disappointed in our withdrawal and has been encouraging our re- application ever since.

Overview of the Main Street Four-Point Approach

The Michigan Main Street program utilizes the National Trust for Historic Preservation's Main Street Four-Point Approach. This grassroots, volunteer-driven approach to economic development through historic preservation focuses on four areas:

- Organization – gathering the resources, both human and financial, to run the Main Street program, as well as promoting the program through partnerships and public relations;
- Promotion – creating a positive image of the district to attract customers and investors as well as to rekindle community pride;
- Design – preserving historic resources and enhancing the visual quality of the district by being attentive to all elements of the physical environment;
- Economic Restructuring – strengthening the existing economic assets of the district while diversifying its economic base and developing methods to finance needed improvements.

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DDA Board Members
Michigan Main Street Program Associate Level Application
October 16, 2015

Subsequent to several phone conversations I have had with our MEDC representative Marilyn Crowley, as well as a luncheon meeting last Monday (October 12th), it appears to that re-entering the Michigan Main Street program would be of sufficient benefit for our DDA to justify the necessary time and resources required. It is also clear that as the MEDC budget experienced severe cutbacks and every advantage available to our DDA to secure economic development funds should be utilized. Simply put, grant funds are scarcer and MEDC considers participation in MMS a "net plus" when reviewing and scoring requests for funds. We have also been advised by our CAT representative that the paperwork requirements, both in the application and the ongoing, have been substantially streamlined. Additionally, our CAT representative indicated that the Associate level MMS program had been revised to provide successful downtown such as ours more specific and tailored guidance.

A second reason for reconsidering application to the Michigan Main Street Associate level program is to help with overall education and guidance given the recent and changes in DDA and City personnel, particularly with Lauri French retiring and the hiring of Michelle Miller as staff support. This is a good time to reset our downtown plans within the context of the Four Point Approach that has been a proven success by both the national and the state level Main Street programs.

In closing, we have been encouraged to apply for Associate status and re-enter the Michigan Main Street program by both MEDC and MSHDA representatives, two state agencies that we've worked together with over the past decade. We can anticipate future partnerships with both agencies. In fact, we are working with MEDC now on a potential crowd-funding initiative for a new music pavilion downtown.

Thank you for your consideration of this request.

Resolution _____

BRIGHTON CITY COUNCIL
A RESOLUTION PLEDGING SUPPORT OF COMMITMENT AND
COOPERATION WITH THE MICHIGAN MAIN STREET PROGRAM
IN BECOMING AN ASSOCIATE MAIN STREET COMMUNITY

WHEREAS, Downtown is vital to our community's identity and quality of life;

WHEREAS, on August 2, 2006, the City of Brighton PSD Board of Directors adopted the Main Street Four Point Approach as a recognized and proven method for downtown revitalization and is continually looking for ways to adapt this approach to its unique situation.

WHEREAS, the City of Brighton Downtown Development Authority is dedicated to the economic success of the Downtown Brighton District and it is the opinion of the Brighton City Council that having been accepted as a Michigan Main Street Associate on July 16, 2008 was a strong step forward in Downtown Brighton revitalization and enhancement.

WHEREAS, the Brighton City Council supported application to the Michigan Main Street Associate Program administered by the Michigan State Housing Development Authority, which serves as an introduction to the Main Street downtown revitalization approach, by its resolution number 08-08 adopted April 17, 2008.

WHEREAS, it is the opinion of the Brighton City Council that it is in the best interest of the City of Brighton to re-establish its Michigan Main Street Associate level status in order to allow expanded participation in the MSHDA-sponsored Main Street committee training workshops by Downtown Development Authority board members, Principal Shopping District board members and any other interested parties.

NOW, THEREFORE be it resolved as follows:

The City of Brighton and its Downtown Development Authority agree to the minimum participation standards for the Michigan Main Street Program as set forth by the MMSC@MSHDA including submitting biannual reports and participation at required MMS training and services.

In witness whereof, we have hereunto set our hand on this 5th day of November, 2015

AYES: _____

NAYES: _____

ABSTAIN: _____

ABSENT: _____

**POLICY REPORT
TEMPORARY LAND USE
NOVEMBER 5, 2015**

PREPARED BY:

REVIEWED BY:

Diana Lowe
City Clerk

Dana Foster
City Manager

ISSUE:

To conduct a public hearing and consider approval of a Temporary Land Use Permit for St. Patrick Catholic Church for Christmas Tree Sales at 711 Rickett Road.

STAFF RECOMMENDATION:

Recommend approval based on conditions set forth in the motion below.

BACKGROUND:

St. Patrick Church applied for a Temporary Land Use Permit for the period of time from November 27, 2015 through December 13, 2015, weekends only. They have included a sketch of the layout and proposed use including table and tree locations.

All neighboring property owners were notified within 300 feet of the proposed site.

The application has been given favorable recommendation by the City's Police Chief, Building Official, Livingston County Planning Department, Director of Public Services and Brighton Area Fire Chief.

BUDGET IMPACT:

None.

COUNCIL ACTION:

Consider conducting the Public Hearing and if no objections, accept the Staff recommendation to approve the application from St. Patrick Church dated October 12, 2015 and attached plans for a Temporary Land Use Permit for produce sales from November 27, 2015 through December 13, 2015.



AGENDA

Intergovernmental Meeting

SELCRA / City of Brighton / Brighton Township / Genoa Township / Green Oak Township

Brighton Community Center
555 Brighton Street
Brighton, MI, 48116
November 11, 2015
6:30pm

- I. Call to order
 - a. Pledge of Allegiance
 - b. Introduction of member boards and moderator
- II. Welcome – Derek Smith, SELCRA Director
 - a. What is the best recreation service model to the residents of our region?
- III. SELCRA Assessment – Derek Smith, SELCRA Director
 - a. SELCRA Assessment / Challenges for Viability– pg 2
- IV. Stable Funding Options for SELCRA – Moderator Mike Arens
 - a. Increased funding and useable assets
 - i. Current funding
 - ii. Funding model change to flat rate
 - iii. Increased funding and assets for success
 - b. Millage options
 - i. Municipal millage
 - ii. Brighton Area School boundary millage
 - iii. County millage
 - c. Integration under the Brighton Area School District
 - i. Unified program service model
 - ii. In-district vs out-of-district rates
- V. Articles of Incorporation regarding dissolution/withdraw – Derek Smith, SELCRA Director
 - a. Memorandum to manager's per SELCRA Board motion – pg 3,4
- VI. Direction from municipalities
- VII. Adjourn

SELCRA Assessment / Challenges for Viability

Nexus and Disconnects	Variables	Action
SELCRA's identity as a 'small business' and not a tax funded 'Public' recreation' department.	<ol style="list-style-type: none"> 1. SELCRA has a depleting 'taker' program catalog as 'giver' programs decrease in participation (i.e. Giver programs: soccer, baseball and DDD, Taker programs: Eggstravaganza and Walk Michigan). 2. 75% Cost recovery / Budget contributions not efficient for desired outcome 3. Articles of Incorporation funding model based on participation. 	<ol style="list-style-type: none"> 1. Municipalities/Board should provide SELCRA direction on funding levels as it pertains to desired programming (events and non-sports recreation). 2. Increase contributions / millage / BAS merger 3. Educate / change the 'paying by participant' mentality. Programs provide benefit to the entire community not just participants. (See attached "Nexus and Disconnects Between Governmental Investors and Beneficiaries Appendix 1). The funding model should be changed to a 'flat' rate to assist SELCRA and Municipalities with budgeting and needs
<p>Joint User Agreement (JUA) / BAS (Brighton Area Schools) – Revision</p> <p>Current JUA expires June 30, 2016</p>	<ol style="list-style-type: none"> 1. Current program division between SELCRA/BAS does not allow SELCRA to be a regional authority (JUA prohibits SELCRA to run any competing programs with BCE (Brighton Community Education) on or off BAS facilities 2. \$30k annually to BAS not viable 3. Field lining/maintenance costs \$25k annually 4. Field scheduling/Front desk operation 5. Reserve dates in contract 6. BAS may not re-sign new JUA 	<ol style="list-style-type: none"> 1. JUA revision to allow SELCRA to offer a comprehensive program catalog at non-BAS facilities 2. Eliminate \$30k flat rate, BAS to receive % of revenue generated in BAS facilities to promote support and ownership 3. Roll cost into \$30k or keep in house if changed 4. Re-negotiate as value to BAS 5. Example - reserve high school for DDD in contract 6. New contract must be signed and executed
Municipalities and SELCRA Board to champion support of the authority	<ol style="list-style-type: none"> 1. Success in programming is currently hindered due to profit sharing issues with community education (example – canceling after school programs), quality of facilities (soccer at Hilton, baseball at Hawkins), contracted services (not allowed to run contracted services on school grounds ie. fitness / basketball / karate) 2. Communication breakdown from SELCRA Administration / SELCRA Board / municipal boards 	<ol style="list-style-type: none"> 1. If SELCRA remains dependent on BAS for facilities through a JUA, the SELCRA Board and Municipalities must support the organization through the Brighton School Board and JUA. 2. Streamline communications between SELCRA and Municipalities to share information and success with all community members
SELCRA, partnered municipalities not collectively vested in the authority's future success	<p>SELCRA does not own/operate any of its own facilities for programming and is not in control of its own success, rather at the mercy of the organizations it rents from.</p> <p>One owned facility, Meijer Park, has been closed for two years due to insufficient funding for maintenance resulting in unsafe user conditions.</p>	<p>Benchmark NRPA national average facilities per population i.e. athletic fields, gymnasiums, program space/indoor facilities. Identify all needed resources. Municipalities to submit a resource inventory of all municipal facilities and properties to begin aligning needs and vision with potential funding sources. Strategic vision session to be scheduled for future resources, amenities and viability.</p>



MEMORANDUM

TO: SELCRA Board, Municipal Managers
FROM: SELCRA Director
DATE: September 23, 2015
RE: Dissolution of SELCRA

At the September 9, 2015, SELCRA Board meeting a motion was carried to "have Director Smith look into the Articles of Incorporation for steps towards the dissolution of SELCRA." The motion was made following discussion and the intent of SELCRA being 'merged' into Brighton Area Schools/Community Education.

As I interpret the below articles pertaining to dissolution or withdrawal, unless all municipalities concur to the dissolution of the Authority (Article XVII), each municipality would have to (or not) pass a resolution to 'withdraw' from the authority (Article XV) 6 months prior to the end of SELCRA's fiscal year June 30, 2015 (withdraw by December of 2015).

It is my recommendation that each municipality discusses the motion and their Council/ Board of Trustees position regarding the dissolution/withdrawal of SELCRA prior to the Authority's October 14, SELCRA Board meeting. At which time, the SELCRA Board will need to give the SELCRA Administration direction regarding action to be taken pertaining to each municipality and the Authority and Brighton Area School District.

I am available to be in attendance and any and/or all meetings to answers questions regarding the Authority's position, and/or the motion as it pertains to the articles.

If all participating municipalities do not concur to the dissolution:

Per the SELCRA First Amended Articles of Incorporation, January 16, 2012:

Page 7 of 12, ARTICLE XV, WITHDRAWAL OF PARTICIPATING MUNICIPALITY

A participating municipality may withdraw from the Authority by resolution of the municipality's legislative body approving the withdrawal, a certified copy of which resolution shall be provided to the Board not less than six (6) months prior to the end of the fiscal year for the Authority. Such new fiscal year shall serve as the effective date for the withdrawal. A participating municipality shall not withdraw from the Authority during the period that a tax is authorized to be levied by the electors of the Authority. Once the Authority receives a certified copy of the resolution approving the withdrawal of a participating municipality, and continuing until the actual withdrawal, the Authority shall not be allowed to expend funds or incur obligations other than as already budgeted by the Authority in its current fiscal budget, unless both of the withdrawing municipality's representatives to the Board concur in the action.

A participating municipality that withdraws from the Authority shall remain liable for a percentage of the debts and liabilities of the Authority incurred while the participating municipality was a part of the Authority. The percentage of the Authority's debts for which a withdrawing municipality remains liable shall be a) the same percentage as that participating municipality's percentage of the funding of the Authority as set forth

Southeastern Livingston County Recreation Authority
125 S Church St, Brighton, MI 48116
Ph: 810-299-4140 | Fax: 810-299-4210
MRPA Design Award Winning www.selcra.com!





in Article XIII.A.(i), if the participating municipalities at the time of withdrawal are directly funding the Authority's budget; or b) according to the formula arrived at by dividing the state equalized value of the real property in each participating municipality by the state equalized value of all real property in the Authority on the effective date of the withdrawal, if the Authority is funded by a levy.

Any property owned by the Authority, which is in the possession of the withdrawing municipality or in the possession of personnel who will no longer remain with the Authority as a result of the municipality's withdrawal from the Authority, shall be returned to the Authority before the effective date of the withdrawal. The withdrawing municipality shall not be entitled to the return of any credit for any property or money it transferred to or paid to the Authority prior to the withdrawal.

If all participating municipalities do concur to the dissolution:

Per the SELGRA First Amended Articles of Incorporation, January 16, 2012:

Page 8 of 12, ARTICLE XVII, DISSOLUTION OF AUTHORITY

The Authority may be dissolved by the concurring resolution of the governing body of each participating municipality at the time of such dissolution. Prior to dissolution of the Authority any outstanding indebtedness of the Authority shall be paid.

Any real estate, buildings, and/or facilities that were contributed to the Authority by a participating municipality and is maintained, owned or operated by the Authority shall revert back to the originating municipality. Any other real estate owned by the Authority shall be sold and the proceeds distributed according to the 1) formula set forth in Article XIII, if the participating municipalities, at the time of dissolution, are directly funding the Authority's budget; or (2) according to the formula arrived at by dividing the state equalized value of the real property in each participating municipality by the state equalized value of all real property in the Authority on the effective date of the dissolution, if the Authority is funded by a levy.

In the event of a dissolution following a period of property tax levy by the Authority, any funds obtained via levy, and/or real property purchased with such funds, which are subsequently distributed to the participating municipalities pursuant to this Article shall be assigned by the participating municipalities to public purposes consistent with the purposes approved by the electorate for the original levy.

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COMMUNITY BENEFITS AND REPOSITIONING

gelism to disseminate this knowledge and skilled presentation work that will make the case in a coherent and robust manner. Most professionals are not exposed to the scientific journals where the evidence is published. Hence, they are unaware of it. It has been observed that: "While great strides have been made in establishing closer working relations between practitioners and leisure professionals in the academic and research institutions, much additional progress is needed in achieving better technology transfer to the actual delivery of leisure services" (p. 530).¹⁵ The goal of Appendix 2 in this monograph is to synthesize these empirical findings to provide professionals with an executive summary of the scientific literature relating to each of the 19 potential community benefits described in Exhibit 3-6.

"Evidence or faith? It is time to decide" was the title of a recent conference relating to benefits associated with this field. This question may have been legitimate even a decade ago, but today it is a straw man! The dichotomy is inappropriate. Critics who argue inadequate evidence is available to support the potential contributions of these benefits are wrong. Strong enough empirical support exists for all of the benefits listed in Exhibit 3-6 to justify their advocacy in formulating policy.

At the same time, it is important that advocates are circumspect in making benefit claims and that they do not overreach or overpromise. Their circumspection should recognize five caveats. First, while the evidence is the best knowledge available, it is incomplete.

The next three caveats are contained in the statement: Park and recreation services *can contribute* to *alleviating* societal problems. The three italicized words each represent a caveat. "Can" communicates that select benefits do not always occur and their

effectiveness is likely to be context specific, dependent on such factors as the way services are structured; the commitment and ability of the leadership; resources invested in them; and the community, bureaucratic, and political environments in which they are delivered. "Contribute" conveys that an agency's programs are unlikely to be effective in isolation and that partnering with other agencies, departments or organizations is likely to be de rigueur. "Alleviate" connotes that even when holistic responses are forthcoming, the problem being addressed is likely to continue to exist at some lower level rather than to be resolved absolutely.

A final caveat should acknowledge that the government entity that accepts responsibility for investing in park and recreation services that deliver community benefits may not be the entity that receives the cost savings or revenue enhancements that accrue from those benefits. This issue is elaborated upon in the following section.

NEXUS AND DISCONNECTS BETWEEN GOVERNMENTAL INVESTORS AND BENEFICIARIES

In many instances a disconnect happens in the flow of dollars between government entities that invest in services delivering community benefits and the government entities that receive the cost savings or revenue enhancements that accrue from those investments. Conceptually, if selfless, joined-up thinking prevailed, this should not be a concern because, by definition, community benefits accrue to all and taxes are paid by all. However, the political reality is that it does matter, because elected officials are held accountable for their economic stewardship of the public body to which they are elected. Consequently, they are reluctant to incur

costs, if the economic benefits and associated political credit for those benefits flow to other government entities or organizations.

The disconnect problem is relatively minor among the public benefits classified under **economic prosperity** in Exhibit 3-6. The costs associated with park and recreation services designed to *attract tourists, businesses, and retirees; enhance real estate values; reduce taxes; and stimulate equipment sales* are mostly incurred by local governments, and their residents are the beneficiaries of those investments. The only disconnects in these scenarios are that most of the resultant revenues accrue in the form of jobs and income or tax savings to residents rather than being captured directly by the city's treasury. Additionally the enhanced tax base the city creates also benefits school districts, counties, and other entities who levy a local tax, so they are "free riders" (i.e., they receive economic benefits but do not participate in the economic investment). The disconnect becomes more acute when investments of tax funds are made by state or national entities, because most of the resultant economic benefits often accrue to local residents.

Among the public benefits under **environmental sustainability**, local investments in *protecting drinking water, controlling flooding, cleaning air, reducing traffic congestion* and *reducing energy costs* benefit local people. In the case of protecting drinking water, the city treasury directly benefits from not having to invest in expensive water filtration equipment. In the other three cases, the benefits accrue directly to residents. The reestablishment of natural watercourses to *control stormwater runoff* often is beyond the funding capability of a local community and requires state or national investment. In these cases, the benefits accrue to locals while the costs are incurred by the broader class of state or national taxpayers. However, it can

be argued that these higher levels of government often created the problem by financing the original construction of the infrastructure and destruction of the natural waterways, so it is appropriate they pay to rectify the problem. State and national funding to assist in *preserving biological diversity* is appropriate because the benefits extend beyond those who live in the local area.

The lack of nexus and the disconnect problem is most acute with the benefits listed under **alleviating social problems** in Exhibit 3-6. They are of two types. First, the "pay now or pay later" mantra associated with programs in this category could be reconfigured into a political maxim of "current elected officials pay now and future elected officials reap the savings later." Today's officials are being asked to incur the negative political consequences associated with raising taxes to fund these programs, but they may not be in office to receive the political credit when the later benefits emerge. This is antithetical to the guiding criterion of many politicians, which is to provide benefits to constituents in the short term anticipating this will facilitate their reelection, and extend the costs into the future beyond the tenure of their term in office so they become the responsibility of successors. This disconnect makes it challenging to secure investment for community benefit programs in this category.

The second type of disconnect associated with alleviating social problems is between government entities. *Community regeneration, alleviating deviant behavior among youth, and alleviating unemployment distress* may all lead to cost savings to those county, state, and federal agencies responsible for financing parole supervision, incarceration, unemployment, welfare, foster home services, counseling, et. al. But when park and recreation agencies seek to alleviate these social problems, it is municipal jurisdic-

tions for the most part that are asked to fund these programs. Similarly, using park and recreation programs as vehicles for *raising levels of educational achievement* means the benefits accrue to school districts; and much of the cost savings derived from *facilitating healthy lifestyles* and *reducing environmental stress* is likely to accrue to hospital districts and state and federal agencies responsible for health care (although residents may also gain from lower health insurance premiums). Again local officials are being asked to incur the political costs of raising taxes to finance these programs, while the political benefits go to others. Since any cost savings will not improve their budgets, they are often reluctant to invest in such programs.

References

1. Driver, B.L. & Bruns, D.H. (1999). Concepts and uses of the benefits approach to leisure. In E.L. Jackson & T.L. Burton (eds.), *Leisure studies: Prospects for the twenty-first century*. State College, PA: Venture Publishing.
2. Moore, R.L. & Driver, B.L. (2005). *Introduction to outdoor recreation*. State College, PA: Venture Publishing.
3. Sessions, H.D. (1992). Lessons from the past. *Parks and Recreation*, February, 46-53.
4. Sessions, H.D. (1993). Justification for our services: Have we lost our way? *Trends* 30(4), 6-8.
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Exhibit 3-6 Communitywide Benefits that Park and Recreation Agencies Could Potentially Deliver

Economic Prosperity

Economic development is widely viewed as being central to a community's economic prosperity because it is viewed as a means of enhancing the tax base. The enhancement is perceived to provide additional tax revenues, which governments can use either to improve the community's infrastructure, facilities, and services, or to reduce the level of taxes that existing residents pay. It is seen also as a source of jobs that provide income, which enables residents to improve their quality of life. Park and recreation agencies can be a central contributor to economic development. That role may take the form of:

1. **Attracting Tourists:** The major factor considered by tourists when making a decision about which communities to visit on a pleasure trip is the attractions that are available. In most cities, those attractions are dominated by facilities and services operated by park and recreation agencies and their nonprofit partners (parks, beaches, events, festivals, athletic tournaments, museums, historical sites, cultural performances, etc.). Without such attractions, there is no tourism.
2. **Attracting Businesses:** The viability of businesses in the highly recruited high-technology, research and development, company headquarters, and services sectors in many cases is dependent on their ability to attract and retain highly educated professional employees. The deciding factor of where these individuals choose to live is often the quality of life in the geographic vicinity of the business. No matter how quality of life is defined, park and recreation opportunities are likely to be a major component of it.
3. **Attracting Retirees:** A new, clean growth industry in America today includes the growing number of relatively affluent, active retirees. Their decisions as to where to locate with their substantial retirement incomes is primarily governed by two factors: climate and recreational opportunities.
4. **Enhancing Real Estate Values:** People frequently are willing to pay more for a home located close to a park or natural area than they are for a comparable home elsewhere. The enhanced value of these properties results in their owners paying higher property taxes to governments, reflecting the benefits they receive from their proximate location. When the incremental amounts of property taxes that are attributable to the park are aggregated, they are likely to be sufficient to pay a substantial proportion of the debt required to retire the bonds used to acquire, develop, or renovate the park.
5. **Reducing Taxes:** There is a prevailing myth that development is the "highest and best use" of vacant land. Consequently, growth is perceived to be the key to enhancing the tax base and keeping property taxes low. The reality is that while residential development is likely to generate significant tax revenue, in most cases the cost of providing services and infrastructure, especially schools, to the development is likely to exceed the tax revenue emanating from it. So the taxes of existing residents will increase. Creating parks and natural areas is likely to be a less expensive alternative to taxpayers than residential development.
6. **Stimulation of Equipment Sales:** Manufacturers and retailers of recreational equipment and others who sell related services (equipment repairs and leasing, outfitters, et. al.) depend on the availability of recreation facilities at which people can use the equipment. This creates jobs and income for residents and sales tax revenues for government.

Exhibit 3-6 Communitywide Benefits that Park and Recreation Agencies Could Potentially Deliver (Continued)

Environmental Sustainability

Parks and natural areas enable nature to perform environmental services cost effectively that otherwise would require costly investments in infrastructure and technology to provide. These services include:

7. **Protecting Drinking Water:** Development of watersheds brings degradation to both aquifer and surface sources of drinking water. The degradation emanates from septic and sewer systems, from lawn and garden chemicals, and from rooftops, parking lots, and highways runoff. In addition, the development removes the natural processes that filter pollution. Keeping water clean by acquiring or preserving watersheds as natural areas is almost always less expensive to taxpayers than having to invest in the expensive equipment needed to clean them after they have been polluted. The impervious surfaces created by development redirect runoff from water aquifers into culverts and drainage ditches, so in addition to adversely affecting its quality, development may result in reduced quantity of drinking water.
8. **Controlling Flooding:** When flooding occurs, it is testimony that the efficient and effective drainage system created by nature has been abused either by the overdevelopment of watersheds or the infilling of floodplains. Controlling flooding involves substantial cost in dredging, channeling, concreting, and building dikes and levees. This is expensive, tends to deflect the flooding to downstream areas, rather than resolve it, and periodically fails in times of atypical storms with disastrous consequences. (This was vividly illustrated in New Orleans in 2005.) Creating substantial park and open space areas in the watersheds and preserving floodplains as greenways manages the flow of the runoff more effectively and less expensively than do concrete sewers and drainage ditches.
9. **Cleaning Air:** Air pollution threatens the health of those with asthma and other respiratory diseases, contributes to heart and lung disease, and increases the risk of cancer. Trees and vegetation improve air quality by removing from the atmosphere: (i) ozone, other gaseous pollutants, and toxic chemicals; (ii) particulate pollutants; and (iii) carbon dioxide. Urban areas have especially high concentrations of these pollutants from traffic, boilers, generators, and other sources, and trees are a relatively inexpensive way to mitigate these pollutants.
10. **Reducing Traffic Congestion:** A complementary strategy for cleaning air is directed at reducing traffic congestion. Automobile travel can be reduced by providing hike and bike trails to encourage people to walk and ride, rather than to drive. In addition to alleviating air pollution, diverting people to trails reduces the magnitude of investment needed in highways and encourages people to exercise and embrace a more healthy lifestyle.
11. **Reducing Energy Costs:** The urban heat island effect is caused by the dark surfaces of rooftops, roadways, and parking lots in urban areas absorbing the day's heat and radiating it at night. As a result, cities cool less at night than do surrounding rural areas, and they remain hotter during the days. The shade and evapotranspiration provided by trees act as natural air conditioners to help keep both individual homes and cities cooler, reducing the amount of energy and cost needed to do this.
12. **Preserving Biological Diversity:** Gene pools of species and ecosystems may be essential for future human survival. Species as yet unknown or unresearched may hold the key to future food, medicine and fiber sources. The preservation of natural areas and the creation of conservation corridors connecting them are of prime importance in preserving genetic diversity. *(continued on next page)*

Exhibit 3-6 Communitywide Benefits that Park and Recreation Agencies Could Potentially Deliver (Continued)

Alleviating Social Problems

From a societal perspective, all of the issues identified in this category of benefits are effectively summarized by the mantra "Pay now or pay later." A failure to invest resources in delivering services that will preempt the potential social problems is likely to result in society paying a much higher cost at a later date to resolve the problems when they have escalated to a more serious level. If people are exposed to more than one or two of these social problems so they become mutually reinforcing, then the impact of them may be sufficiently great to reach the chronic problem level, which is embraced by the term "social exclusion." Often the challenge is to assist vulnerable groups, frequently young members of ethnic minorities, in becoming employable and to engage in civic life and civil society. It involves bringing marginalized residents into the mainstream to strengthen community cohesion. Parks and recreation is potentially a strong vehicle for facilitating this social process of enhanced connectedness.

- (xiii) **Reducing Environmental Stress:** Environmental stress may involve both psychological emotions, such as frustration, anger, fear and coping responses, and associated physiological responses that use energy and contribute to fatigue. It is experienced daily by many who live or commute in urban or blighted areas. Parks in urban settings have a restorative effect that releases the tensions of modern life. Evidence demonstrating the therapeutic value of natural settings has emerged in both physiological and psychological studies. The cost of environmental stress in terms of work days lost and medical care required is likely to be substantially greater than the cost of providing and maintaining parks, urban forestry programs, and oases of flowers and shrubs.
- (xiv) **Community Regeneration:** Regeneration involves improving the physical, social, community, and environmental aspects of an area. Effective regeneration is unlikely to be forthcoming if park and recreation services are not an integral part of it.
- (xv) **Cultural and Historical Preservation:** Without a cultural history, people are rootless. Preserving historical remnants offers lingering evidence to remind people of what they once were, who they are, what they are, and where they are. It feeds their sense of history and often is critical to community identity.
- (xvi) **Facilitating Healthy Lifestyles:** Growing recognition exists that the key to curtailing health care costs lies in prevention of illness so people do not have to be treated by the expensive medical system. Many health problems are caused by people making bad lifestyle decisions. Engagement in physical exercise is a function of personal and social factors, behavioral change programs, and the physical environment. Traditionally park and recreation agencies have focused on programs. Recent evidence suggests the extent to which the physical environment is "activity friendly" is a central factor because it makes it easier to elect to exercise.
- (xvii) **Alleviating Deviant Behavior Among Youth:** Strong evidence exists demonstrating the effectiveness of recreation programs in preventing "at-risk" youth from engaging in deviant behavior. These programs are likely to be most effective when their characteristics include: being carefully structured to provide interactions and relationships with adult leaders; leadership opportunities for youth; intensive and individualized attention to participants; a sense of group belonging; engagement in challenging tasks and activities; youth input into program decisions; and opportunities for community service. The return on investment of such programs is substantial when it is related to the costs of incarceration.
- (xviii) **Raising Levels of Educational Achievement:** There has been a movement to increase the amount of time that children are involved in educational activities beyond regular school hours in order to enhance their educational achievement levels. Recreation has proved to be an effective "hook" for persuading many to participate in after-school programs. Children are permitted to engage in the recreation activities only after they have completed the educational enrichment components of the program.
- (xix) **Alleviating Unemployment Distress:** Park and recreation agencies can contribute in two ways. First, they are extraordinarily well positioned to create meaningful construction, renovation, repair, and maintenance projects that can absorb relatively large numbers of people who are unemployed. Conservation and park work is relatively labor intensive. It offers many opportunities for unskilled people to enter the workforce and to subsequently develop vocational skills that expand their employability options. Second, agencies can develop recreation programs targeted specifically at this group and designed to provide some compensatory benefits.