

**DOWNTOWN DEVELOPMENT AUTHORITY  
LOWER BOARDMAN RIVER LEADERSHIP TEAM  
Thursday, August 30, 3:30 p.m.  
400 Boardman Avenue, Second Floor Training Room Traverse City, MI  
49684 [www.downtowntc.com](http://www.downtowntc.com)**

Information and minutes are available from the DDA CEO, 303 East State Street, Suite C, Traverse City, MI 49684, (231) 922-2050. If you are planning to attend the meeting and are handicapped requiring special assistance; please notify the DDA CEO as soon as possible.

1. Introductions
2. Election of Co-Chairs
3. Overview of Meeting Minutes of August 15, 2018
4. Principles/Values Facilitation with Team (Ervin to Lead)
5. Request for Qualifications Draft for Comments/Input
6. 2018 Meeting Schedule
7. Update on Application to Great Lakes Fishery (submitted 08/23/18)
8. Public Comment
9. Adjournment



Downtown Development Authority  
303 E. State Street  
Traverse City, MI 49684  
downtowntc.com  
jean@downtowntc.com  
231-922-2050

## Memorandum

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To: Lower Boardman River Leadership Team  
From: Jean Derenzy, DDA CEO  
Date: August 27, 2018  
Re: Agenda Items

**Election of Co-Chair's:** As discussed at our last meeting, in lieu of having a chair and vice-chair utilizing co-chairs for the Ad Hoc Committee. The responsibilities of co-chairs would be to preside over the meetings.

**Overview of Meeting Minutes of August 14, 2018:** Review of meeting minutes are included for members review and approval.

**Principles/Values:** This process is to continue with the discussion started on August 14<sup>th</sup> (refer to minutes) to identify these principles/values within the RFP and beginning the reach out to the community. Tim Ervin, Facilitator of the group will lead the discussion.

**Request for Qualification Overview:** Attached is a draft Request for Qualifications seeking entities to 1) participate in public outreach with Lower Boardman River Team to begin developing unifying strategy for the lower boardman; 2) identify costs for implementing designs, with pros and cons for each strategy and 3) Managing the implementation of the Plan through various sources of funding.

The rationale for putting this as a phase 1 and phase 2 is to have the entity or entities that prepare the landscape architect and the engineering feasibility understands the needs, approaches and can oversee the contract(s) that would complete the work.

**2018 Meeting Schedule:** In lieu of a doodle poll, contained in your packet are regular meetings identified September, October, November and December. Times identified are at 5:30pm Please review calendars before meeting.

**Update on Application to Great Lake Fishery:** Application was submitted by the deadline of Thursday, August 23 for \$42,500. Letters of support were received for this application from: DNR Fishery Manager, Oleson Foundation, DEQ, Rotary Charities, Grand Traverse Band, Disability Network. Many thanks for the organizations that quickly turned around their letters of support for

Lower Boardman Leadership Team  
August 27, 2018/Page 2

this application. Funding decisions are made by November 13<sup>th</sup>, with notice to applicant by November 30<sup>th</sup>.

**Boardman River Information:** Frank Dituri provided information on the early settlement history of the Boardman which was prepared by Conservation Resource Alliance.

**DOWNTOWN DEVELOPMENT AUTHORITY  
LOWER BOARDMAN RIVER LEADERSHIP TEAM  
Tuesday, August 14, 2018, 5:30 p.m.  
400 Boardman Avenue, Lower Level Cafeteria  
Traverse City, MI 49684  
[www.downtowntc.com](http://www.downtowntc.com)**

Jean Derenzy called the meeting to order at 5:30 p.m.

1. Roll Call

**Present:** Harry Burkholder, Elise Crafts, Christine Crissman, Frank Dituri, Tim Ervin, Jennifer Jay, Deni Scrudato, Russ Soyring, Mike Vickery

**Absent:** Michele Howard, Barbara Nelson Jameson, Rick Korndorfer

**DDA Staff:** Jean Derenzy, Colleen Paveglio

2. Introductions: The Leadership Team made introductions and detailed interests in the Boardman River and planning efforts

3. Election of Chair and Vice Chair: This item has been postponed to the next meeting.

4. Overview of Unified Plan (*Derenzy*)

- a. The following plans will be reviewed by the Leadership Team
  - i. 200 Block Alley
  - ii. Your Bay Your Say
  - iii. Boardman River Water Trail Development Plan
    - a. Adopted by City Commission, DDA, City Parks & Recreation Commission, City Planning, and County Parks
  - iv. University of Michigan Boardman River Plan
    - a. Adopted by the DDA and City Planning Commission
  - v. Boardman River Prosperity Plan
- b. Ervin Facilitated
  - i. Unified Plan Discussion
    - a. Unified Action Plan (planning fatigue)
    - b. Cynicism about the process
      - 1. Really do want input
    - c. How do we start?
    - d. Guiding principals-gather input
    - e. Objective is to preserve and protect
    - f. Water Trail Guiding Principals
      - 1. Developed by team and public
    - g. What can be actually be done along the River?

1. Needs assessment
  - h. What experiences have the residents had/have living on the River (in town)?
  - i. Objective is to preserve and protect
  - j. Water Trail Guiding Principals
  - k. Fish Passage Project (infrastructure future needs)
    1. Great Lakes Commission to present
  - l. Team to do a kayak tour
    1. Dituri/Soyring to look into providing history and information
    2. Welcoming the public/RSVP
  - m. Current/future use of the River-programming
    1. Disability Network-universal access
  - n. Inclusion of the Grand Traverse Band
    1. [boardman.org](http://boardman.org) under media
  - o. Public fundraising
    1. Huron River Watershed Council Economic Impact and recreational and environmental
  - p. Educational opportunities - Guiding principals
  - q. Legal designation of River as a Soul "eyes of the river"
  - r. Objective is to preserve and protect
  - s. Watershed to offer stormwater walk
- c. Current Efforts
- i. Bridge Repair
  - ii. Water Trail Grant
  - iii. Uptown River Walk
  - iv. Private Development: Imovo
5. Process - How to engage stakeholder, community outreach, public communication
- a. Doing Public Engagement Right
    - i. How do people value the River?
    - ii. What questions does the public want answered?
  - b. Who?
    - i. Neighborhood Associations
    - ii. In home meetings
    - iii. Communication with all residents and property owners along the River
    - iv. Media/Social Media
    - v. Mail
    - vi. Community partners/advocates
    - vii. Youth participation
  - c. Team to ask questions to public and bring information to the next meeting
6. Review of RFP for Design Consultant

- a. Consultant to guide the process for Master Plan
    - i. Team to provide and work with consultant on Guiding Principals
  - b. Draft RFP will be sent to the Team
7. Identification of Regular Meetings
- a. Timeline of project can go past December
    - i. Identify how to approach the the different sections of River
  - b. Meet every other week
    - i. Wednesdays
      - 1. 8/30 Next Meeting: 3:30 pm
      - 2. Doodle poll to be sent to Leadership Team on future meeting dates
    - ii. Rotating locations
  - c. Next Meeting Items
    - i. Video
    - ii. Ask Questions (Paveglio to develop Google Form and will send to Team)
      - 1. Access
      - 2. Use
      - 3. Protection
    - iii. Soyring to provide information at the next meeting
    - iv. Review of the Plans
    - v. Draft RFP provided to Team
    - vi. Stewardship project for the next meeting (Crafts)
8. Public Comment
- a. Norman Fred, 10422 Peninsula Drive, commented on clean up of the River, trash cans, toilets
  - b. John Nelson, 4022 Incohee Court, commented on hardening the shoreline and preservation of vegetation of the shoreline
  - c. Katie Bertodatto, 603 W. Seventh Street, commented on the River
    - i. Suggested ideas: How do interact with the River? How would you like interact with the River? Host an event
  - d. Sue Torgerson, 967 Lake Ridge Drive commented on public engagement and observation
  - e. Ellen Corcoran, 150 Pine Street, commented on the removal of trees near Riverview Terrace and taping the meetings
9. Adjournment. The meeting officially adjourned at 7:15 p.m.

Respectfully submitted,

Colleen Paveglio

The Traverse City Downtown Development Authority does not discriminate on the basis of disability in the admission or access to, or treatment or employment in, its programs or activities. The DDA CEO has been designated to coordinate compliance with the non-discrimination requirements contained in Section 35.107 of the Department of Justice regulations. Information concerning the provisions of the Americans with Disabilities Act, and the rights provided thereunder, are available from the DDA office.

## **Boardman River Protection and Access Action Plan**

### **Facilitator's Notes**

### **Inaugural Meeting**

**August 14, 2018**

#### **What needs to be considered in developing a unifying plan?**

- Needs to be about action. Everyone is worn out with plans to plan.
- Needs to consider prior work and not do it over.
- Needs to recognize planning fatigue.
- That cynicism exists about citizen access to the process
- Do we really want input?
- How and where do we start?
- Need to talk about and seek input on guiding principles.
- What are some examples of guiding principles?
  - Preservation of river.
  - River protection
  - Reduce/eliminate hard surface edges around river.
  - Universal access.
  - Significance of trails.

#### **Other questions that need to be addressed:**

- What can actually be done/is needed in, around or on the River?
- What have people experienced around or on the Boardman?
- How to integrate with fish pass project? J
- Current and future uses of river.
- Opportunities for philanthropy – public fund raising
- Other initiatives, like Huron R. Watershed Council economic baseline study
- How to educate river uses in ways that affect behavior
- Concept: Legal Designation of River as a Soul (look through the “eyes of the river”)

#### **Perspectives on Public Engagement**

- Needs to be done right (not talking at or to people, talking with people, go to them)
- Need to understand how people value the river.
- What are the questions that people have about this initiative? About the river?
- Who can help engage?
- Need youth participation.



- Can we do this during 2018?
- Use Ticker for outreach.

### **Committee Operations**

- Meet every other week.
- Rotate meetings – days and evenings
- Move location.
- Next meeting: Aug 30, 3:30 p.m. (include teleconference capacity)  
Agenda items to include:  
Principles/Values - facilitation  
RFP Content – facilitation – draft material to be provided  
History of River (Russ)

**ACTION: Presentation to team by G.L. Fish Commission.(Jean/Tim)**

**ACTION: Kayak tour of river for committee and others (Frank)**

**ACTION: Russ – presentation on history of river.**

**ACTION: Debrief tour and presentation.**

**ACTION: Disability Network input is significant.**

**ACTION: Participation of GTB – Brett Fessel.**

**ACTION: Potential group activity (doing it!) (Elise)**

# **REQUEST FOR QUALIFICATIONS**

## **LOWER BOARDMAN RIVER ACCESS AND PROTECTION**

*DEVELOPING AND IMPLEMENTING A UNIFYING PLAN*

**Traverse City Downtown Development Association**

*In Partnership With*

**Lower Boardman Project Leadership Team**

August 2018

## 1. Background

The Boardman River and its watershed have been the focus of restoration and planning initiatives for over a decade that have gained national and even international attention. Those initiatives include:

- A public process to determine the fate of four aging dams on the River.
- One of the largest dam removals of its kind in the nation to address safety threats and harness the full potential of the River within its carrying capacity.
- Restoration of the newly “reclaimed” river following dam removals
- Completion of a draft watershed plan, the Boardman River Prosperity Plan, intended to provide a blueprint for protection, preservation and wise use of the Boardman’s watershed.
- The development of a Fish Pass initiative at Union Street Dam in Traverse City which will ultimately be used to manage and control access to the Upper Boardman by a variety of fish species.
- The completion of four independent efforts to plan for the development and wise use of the River, including extensive public input. While these plans have not been implemented, they provide strategies and concepts that will be used in developing a definitive strategy for public access and protection of the lower River.

It is within this context that the Board of Directors for the Traverse City Downtown Development Associated recently updated their Strategic Plan by calling for action and implementation to establish universal access and protection of the lower Boardman. For this purpose, the “lower Boardman” is defined as that portion of the River ranging from the northerly mouth of Boardman Lake to the mouth of the River on West Grand Traverse Bay.

## 2. RFQ Purpose

This Request for Qualifications (RFQ) seeks responses from entities or teams of entities that have the qualifications and experience to meet the goal of this project to **develop and implement** a unifying strategy for “build ready” designs, specifications and cost estimates to provide access for people of all ages, needs and abilities to enjoy the River, including its diverse sport fishery, and to protect and preserve the lower Boardman River from pollutants resulting from storm water runoff

## 3. Scope of Work

**Phase 1: Civic Engagement, a Definitive Unifying Plan and Build Ready Designs.** The first phase of this project includes the completion of “build ready” designs and preliminary engineering for universal access to the lower Boardman River. The project will also include priorities and best management practices for stormwater runoff prevention, including curbing or eliminating runoff in and around access sites. “Build ready” means designs, preliminary engineering and cost estimates at a sufficient level of detail to satisfy grant applications under such funding sources as the Michigan Natural Resources Trust Fund and Great Lakes Fishery Trust Access Program. All of the planning and design work will be done through an open process of citizen engagement that will be supported by the TCDDA, the project leadership team and the consultant(s) selected for the project.

We are seeking to build a system of access sites with a common look and feel with relevant interpretive signage that educates and informs users about such matters as the history of the site, the importance of water stewardship and universal access; the water trail program; how to enjoy the site; and information about the sport fishery at the site. Signage should also explain methods, approaches and benefits of stream protection from run off.

**Phase 2: Development/Implementation.** The second phase of the project will involve implementing and managing the projects that are defined in the unifying definitive plan and funded by various sources. This will require demonstrated qualifications and expertise in project engineering, universal design, management, bidding, contractor management and oversight, project reporting, public outreach communications and other tasks.

#### **4. Submission Requirements**

All submissions must be received at the TCDDA office on or before 5 p.m. on Friday September 21, 2018. Submission must be no longer than 20 single sided pages, including attachments. Submissions must include:

- a. A cover letter that summarizes why the qualifications of the respondent make them the ideal candidate for the project.
- b. Contact information for the respondent and for the individual(s) who will have key roles in the project.
- c. The qualifications and experience of individuals involved in the project that are relevant to the scope of work for the project, including universal access to recreation and soil erosion/storm water runoff BMP expertise. Specifically, the following must be provided:
  - Examples of at least three similar projects that the respondent has completed and references for those projects, including public involvement, concept development, site design, site preliminary engineering, cost estimating, project management, engineering, bidding, contractor management, reporting and public communications. These examples should cover projects involving universal access to rivers and streams and soil erosion/stormwater runoff BMP's.
  - Successful techniques and methods used by the respondent to engage the general public and interest groups in the development and completion of projects must be included.
- d. A Preliminary Scope of work (see section 5)

#### **5. Preliminary Scope of Work**

##### **Phase One**

- a. Co-facilitation with TCDDA staff/facilitator and the project leadership team of the values, uses and aspirations of individuals, groups and agencies for the lower Boardman River.

- b. Facilitated review of fishery access and pollutant control projects for the lower River including projects defined in prior planning initiatives including but not limited to:
  - Your Bay, Your Say
  - Boardman River Plan
  - Boardman Water Trail Development Plan
  - Boardman River Prosperity Plan
- c. Development of a unifying strategy for access to the River for recreational angling and other purposes and for protecting the River from nonpoint sources of pollutants.
- d. Completion of designs, preliminary engineering and cost estimating for all projects, sufficient in detail to meet requirements of grant agencies/programs such as the Michigan Natural Resources Trust Fund, Great Lakes Fishery Trust and others. In completing this work, the consultant(s) will ensure that the principles and values of the community and project Leadership Team are recognized and met.

#### **Phase Two**

- a. Assisting the TCDDA in developing grant applications for implementing Phase One projects.
- b. Following bid procedures for all projects.
- c. Securing all required permits and other approvals.
- d. Overseeing selection and supervision of contracts.
- e. Taking corrective action needed to meet the budget and schedule for all projects.
- f. Assist in completing program and fiscal reports to funders.
- g. Completing projects according to schedule and plan.
- h. Supporting site visits, media visits and other communications and public relations efforts involving projects.

All of the above prior studies are contained on the TCDDA web site. Respondents are encouraged to review these materials as well as other materials that may be included in Recreation Plans, Master Plans, Boardman Dams plans, Fish Pass web site and plans and other documents that may be useful in preparing a response to this RFQ.

(NOTE: Dependent on the qualifications of respondents to this RFQ, it is the intent that the contractor selected will be responsible for Phases One and Two, with Phase Two potentially covering several years of work, dependent upon contractor performance. As a result, we will expect that cost considerations will be made by the chosen contractor in completing Phase One in light of the planned long-term relationship of the contractor with the TCDDA in completing a multi-year implementation project.)

#### **6. RFQ Schedule**

- September 6, 2018 Dissemination of RFQ

- September 12, 2018 4 p.m. Pre-Submittal Meeting: Committee Room, 2<sup>nd</sup> Floor, Government Center, 400 Boardman Ave., Traverse City, MI 49684 (Those unable to attend may participate by teleconference by: phoning 605-472-5310; Passcode – 584196
- September 28, 2018 5 p.m. – Deadline for Submissions
- October 1-12, 2018 Review and Screening of Proposals
- October 24, 2018 Interviews of Selected Respondents
- November 16, 2018 Contactor Recommendation to DDA Board of Directors
- November 30, 2018 Completion of Definitive Scope of Work with Contractor and Contract Completed

## **7. RFQ Review and Consultant Selection**

A project leadership team has been established to:

- Provide general guidance throughout the project.
- Encourage/secure engagement of relevant interests and the general public throughout the project
- Develop/approve this RFQ
- Review responses to the RFQ, interview and recommend a project consultant to the TCDDA Board
- Advise and recommend on the completion of a unifying build-ready plan
- Provide general guidance to the consultant and keep informed of project status during implementation

The team includes: residents; a representative from the area watershed council; a representative from the City planning department; a representative from the Boardman Dams implementation team, representatives from relevant nonprofit organizations; and other interests.

## **8. Limitations**

Nothing in this RFQ shall establish or convey any costs, expenses, liabilities or responsibilities beyond the limited purposes of the RFQ expressed herein. Neither the Project Leadership Team or the TCDDA shall have any responsibility to select a contractor or consultant as a result of this process. The TCDDA may modify, suspend or terminate this RFQ process at any time without notice and without cause.

## 9. Questions

Questions about this RFQ should be directed to:

Jean Derenzy, CEO  
Downtown Development Authority  
303 E. State Street  
231-922-2050  
[jean@downtowntc.com](mailto:jean@downtowntc.com)

DRAFT FOR LEADERSHIP TEAM REVIEW

# September 2018

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# October 2018

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			3:30 Lower Boardman River Mtg.			
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21	22	23	24	25	26	27
			5:30pm Lower Boardman River Mtg.			
28	29	30	31			

# November 2018

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			5:30pm Lower Boardman River Mtg.			
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		5:30pm Lower Boardman River Mtg.				
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# December 2018

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## History of Ottaway-Boardman River at Traverse City

Contact: Nate Winkler, Biologist  
231-946-6817  
nate@rivercare.org



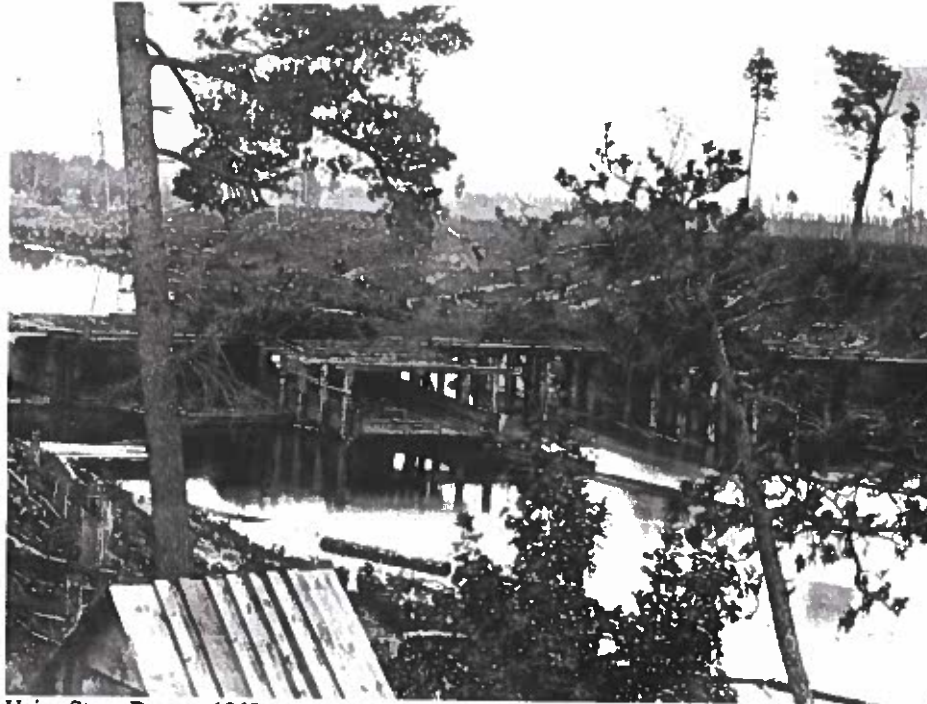
Anishinabek Camped at Mouth of Ottaway-Boardman River

Courtesy History Center of Traverse City

### Introduction

Originally known as the *Odawa Nawdouwaw Ziibi* or “Ottaway” River by the Ojibwa and Odawa peoples (Fessell, 2016), the Ottaway-Boardman River (“river”) is located in the northwest corner of Michigan’s lower peninsula. The river runs through Kalkaska and Grand Traverse Counties which lie within the Grand Traverse Bay Region, a landscape typified by relatively high topographic relief and permeability, thickness, and complexity of glacial sediments characteristic of areas defined by end moraines and ice contact deposits.

The Ojibwa and Odawa (collectively *Anishinabek*) were original human inhabitants of the watershed and utilized the river corridor as a means of conveyance into the interior for seasonal trapping, hunting and gathering forays. In particular, the Anishinabek were known to have made camps at the mouth of the river in preparation for blueberry gathering as well as upstream at Boardman Lake where they made winter hunting camps and had canoe landings (Wait, 1918). At first contact by Euro-Americans, an area near the river’s outlet from Boardman Lake exhibited both contemporary Anishinabek burial plots and what were presumed to be much more ancient burial mounds (Leach, 1883), evidence of long occupation.



Union Street Dam ca. 1865

Courtesy History Center of Traverse City

#### Settlement by Euro-Americans and Logging

The man for whom the river was re-named, Horace Boardman, came to what became Traverse City in 1847 via a small sailing vessel. Boardman undertook to develop a sawmill and appurtenances on what today is known as Kid's Creek and which was built by men brought from the Manitou islands (Wait, 1918).

At this time, the lower watershed in the vicinity of what is now Traverse City was vegetated primarily with stands of old-growth red and white pine surrounded by a beech-sugar maple-hemlock forest (Albert et al, 2008). Early accounts tell of the river running clear and swift from Boardman Lake to the Bay through a pine forest so park-like and open that one could "ride through it in all directions on horseback at a rapid pace" (Leach, 1883). In 1850, a firm headed by Perry Hannah purchased Boardman's mill and approximately 200 acres of land upon which the present-day Traverse City was established. In addition, a new steam-powered sawmill was built farther downstream, on a strip of land between west Grand Traverse Bay ("Bay") and the river.

This became the beginning of the end of virgin stands of pine in the watershed. Hannah's logging crews set to falling the timber and bucking the trees into saw logs. These were then decked on the river bank or at the top of tall bluffs and pushed into the river in the spring to float them downstream to sawmills in Traverse City. In one year alone, it was estimated that 13,000,000 board feet worth of timber was driven to Traverse City on the river (Rennie, 1982).



Saw logs at an Ottawa-Boardman River rollway

Courtesy Traverse Area District Library

Prior to the driving of logs down to the waiting mills, the river upstream of Boardman Lake needed to be cleared of fallen trees (a reported distance of 10 miles). Early observers reported that the stream in places “was so completely covered and hidden with a mass of fallen trees... that no water could be seen” (Leach, 1883). Eventually, and upon conversion of the saw logs into dimensional lumber or timbers, the end product that wasn’t utilized locally was sent south on schooners (and later steamships) to Chicago and points beyond.



Boardman River Electric Light & Sawmill plant on Boardman River - Construction of Dam in 1894

Boardman Dam ca. 1894

Courtesy History Center of Traverse City



View of Traverse City and Ottawa-Boardman River Looking West

Courtesy History Center of Traverse City

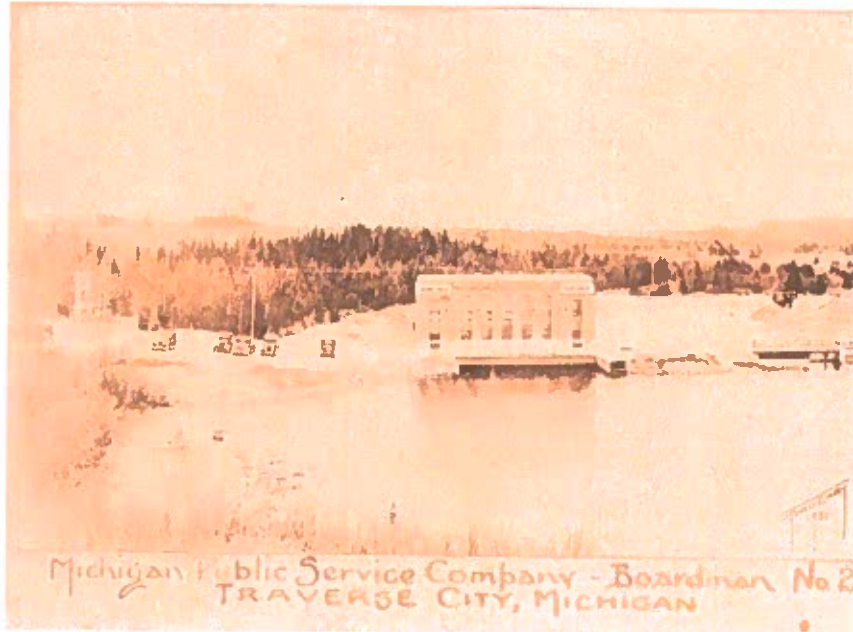
### Industrial Development

While timber was being processed using the power of the river, Traverse City eventually began looking to the river to supply power in the form of hydroelectricity-however, the first dam known to have been built on the mainstem, Union Street Dam (1867), was constructed to drive a grist mill. Subsequently, hydroelectric dams were constructed upstream of Traverse City including Boardman Dam (1894, 1931), Sabin Dam (1906, 1931), Keystone Dam (1909), and Brown Bridge Dam (1922) (Hesselbart, 1982). Of these dams, only Sabin and Union Street dams remain at this writing, however Sabin Dam deconstruction is underway and expected to be fully removed by fall of 2018.

During the early days, the lower river carried the waste and detritus of the community. Two capped landfills, one adjacent to the river just above Boardman Lake and the other which was formerly a pond ("Boot Lake") is located on the southwest corner of Boardman Lake with the main lake itself receiving garbage as well. In addition, raw sewage was discharged directly into the river within the downtown area for many years until the sewage treatment plant on Boardman Lake was built in 1932.

Myriad manufacturing concerns were situated along the banks of Boardman Lake, the lower river, and on the Bay. These included metal foundries, fruit basket factories, sawmills, sleigh manufacturers, a wooden bowl and dining implement mill, the large grist mill at Union Street Dam, various other specialty wood millworks, and fruit packing plants (Rayle, 1982).

The opening of the Grandview Parkway in 1956 (Bessert, 2017) and the development of a downtown development authority in 1978 provided catalysts to begin and continue the “de-industrialization” of the waterfront in downtown Traverse City.



Sabin Dam ca. 1931

Courtesy History Center of Traverse City

### References

Albert, Dennis, Patrick J. Comer, and Helen Enander. 2008. Interpretation of the 1816-1856 general land office surveys: an atlas of early Michigan's forests, grasslands, and wetlands. Michigan Natural Features Inventory. Michigan State University Press, E. Lansing, Michigan

Bessert, Christopher J. 2017. Route Listings: M-37

Fessell, Brett. 2016. Personal communication regarding *Odawa Nawdoway Ziibi* or “Ottaway” River (7-20-16 email)

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Leach, Dr. M.L. 1883. A History-The Grand Traverse Region

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Waite, SE. 1918. Old Settlers of the Grand Traverse Region