



City of Gainesville Tennis Operations Study Summary Memorandum



EXECUTIVE SUMMARY

The City of Gainesville (the City) desired to evaluate alternatives for providing comprehensive professional tennis services at the City of Gainesville’s Joyce Oransky Tennis Center and Pro Shop and other City-owned tennis facilities. The current tennis operations contractor, Mike Oransky, is retiring, and the City wishes to evaluate management alternatives before deciding on his replacement.

The City hired Barth Associates (BA) to facilitate a process to identify the needs and desires of the “tennis community,” develop a service-delivery model/vision for the City’s tennis operations, and identify alternatives to implement the preferred model/vision. Preliminary alternatives included hiring a full-time employee, contracting for services, and/or using a nonprofit organization as a management company.

The scope of services for the project included a kick-off meeting, stakeholder interviews and focus group meetings, a workshop with City staff and stakeholders to review the ideas and issues identified from the interviews, and recommendations for an appropriate service-delivery model and vision for the City’s tennis operations.

The primary two criteria for determining the preferred model included 1) the net costs to the City to run the program, and 2) the ability for the program to be “citizen-centric” in accordance with the City’s vision. A publicly administered program could be more citizen-centric than a profit-driven, privately administered program. Regardless of the model selected, it is important that the program manager must be a tennis professional, well-regarded by Gainesville’s tennis community.

The study concluded that the City should maintain the current private contractor model for tennis operations. However, the City should also more clearly define operations parameters and performance metrics, and should provide greater oversight of the contractor to ensure compliance with City values, mission, and objectives.

1. EXISTING TENNIS VENUES AND PROGRAMS

Approximately 75 public or private tennis courts are available in the Gainesville area, including:

City of Gainesville (23 courts):

- Albert “Ray” Massey (Westside) Park, 8 courts
- T.B. McPherson Complex, 4 courts
- Northeast Park, 4 courts
- Northside Park, 4 courts
- Northeast 31st Ave. Park, 2 courts
- Cofrin Nature Park, 1 court

Alachua County:

- Jonesville Tennis Center, 14 courts

Private:

- 300 Club, 9 courts
- DB Racquet Club, 10 courts
- Gainesville Country Club, 6 courts
- Haile Plantation, 13 courts

Current programs include, but are not limited to, adult competition, adult social and fitness, junior tennis, junior intermediate, junior competition, junior travel, athletic, senior exercise/social, for-profit, women's daily tennis, tournaments, and disadvantaged youth development. The role of the tennis operations manager is to allocate court time on City-owned facilities and coordinate with private tennis instructors, nonprofit organizations, schools, for-profit organizations, the U.S. Tennis Association (USTA), social and recreation organizations, Alachua County, and other providers to offer tennis programs to the greater Gainesville community.

The City's previous Request for Proposal for a tennis operations contractor included the following objectives:

- Provide a professional tennis program for the City of Gainesville with numerous services available for all levels of interest.
- Expand the numbers of community members taking part in, and gaining enjoyment from, the City's tennis program
- Set up and maintain a professional tennis staff capable of running a large municipal tennis operation
- Expand tennis programs in economically challenged areas and among a diverse population.

2. INTERVIEWS AND FOCUS GROUP MEETINGS

The following groups and individuals were interviewed to identify tennis needs and priorities in the Gainesville area and to discuss alternative service-delivery models:

- Gainesville Director of Tennis
- Youth Tennis
- Pickleball
- Private Clubs
- Gainesville Area Community Tennis Association (GACTA)
- Junior Elite Tennis Academy (JETA)
- Players
- City Staff
- United States Tennis Association (USTA)
- Aces in Motion
- Special Olympics

Interview questions included:

- What are the needs/issues for tennis in Gainesville?

- What is your vision/recommendation for addressing the needs/issues?
- What type of model (public, private, etc.) would you envision as a solution?
- What should the City's role be in accomplishing the vision, as opposed to the private sector's role?
- How should the vision for tennis be funded (user fees, taxes, etc.)?

Participants identified the following tennis needs and issues in the Gainesville area:

- Court allocation
- Multiple user groups: schools, nonprofits, for-profits, competition, recreation, character development, fitness, social groups, others
- Multiple dimensions: adult competition, adult social and fitness, junior tennis, junior intermediate, junior competition, junior travel, athletic, senior exercise/social, for profit, women's daily tennis, tournaments, disadvantaged youth development
- Relationship with schools
- Westside expansion
- Criteria for new manager/director
- Storage
- Input, support from the City
- Access and programs for handicapped, seniors
- Qualifications and background check of instructors
- Pickleball courts
- Low-impact tennis for seniors at Northside
- Use of under-used courts
- Programs for satellite sites
- Youth participation
- Revenues
- Access with autonomy
- Coordination with Schools (20+ courts) and County
- Hire tennis instructors on "incentive" basis
- Coordination between sites
- Promotion of beginner tennis, including adults
- Promotion of pickleball
- Improved maintenance
- Definition, alignment with City's mission

Participants' recommendations for addressing these needs, and/or their "visions" for tennis, included:

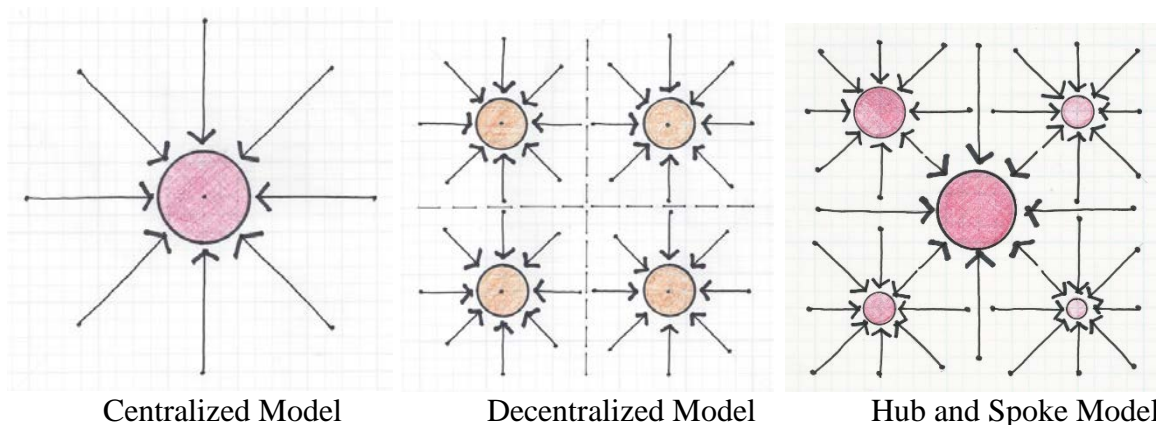
- Develop Westside Park as a "Signature" Tennis Hub
- Promote seniors' tennis, pickleball league at Northside Park
- Focus Cofrin Park on adult programs
- Focus on GACTA Aces-in-Motion, after-school programs at McPherson Park
- Offer more programming at Northeast Park
- Promote a central facility, as well as facilities close to home ("hub and spoke")
- Remove racquetball courts at Westside and Northside

- Provide City employee at all venues
- Coordinate with University of Florida to provide lessons, etc. (e.g., Aces-in-Motion)
- Provide an indoor, air-conditioned facility
- Offer many programs, lessons, and clinics throughout the system
- Increase court availability, including walk-ons
- Develop an on-line booking system
- Improve maintenance and amenities: nets, courts, restrooms, windscreens, shelters
- Provide pro shop at key venues, e.g., Westside
- Promote USTA matches
- Recognize that Westside is the “beating heart” of tennis in Gainesville; a “hopping, bopping place”
- Set up a food trucks program
- Promote junior programs at schools, youth development, community outreach
- Arrange tournaments, special events

3. ALTERNATIVE MANAGEMENT MODELS

Several alternative service-delivery models were identified through the stakeholder interviews, including models for facilities and management.

Facility models included a “centralized” model, such as a centralized, City-wide tennis complex; a “decentralized model,” providing equitable distribution of tennis courts throughout the City; and a “hub and spoke” model, combining the centralized and decentralized models. Most participants believed that the City of Gainesville currently (and appropriately) delivers tennis services through a hub and spoke model: the Westside Park Oransky Center functions as the hub, and the tennis courts at T.B. McPherson Complex, Northeast Park, Northside Park, Northeast 31st Ave. Park, and Cofrin Nature Park provide equitable access throughout the City.



Management models included private, public, and nonprofit models. All three models have the following characteristics in common:

- The tennis operations mission, vision, and values are established by the City

- Programs and operations are implemented through partnerships with private contractors, nonprofit organizations, schools, for-profit organizations, the USTA, social and recreation organizations, Alachua County, and others

The primary differences between the three models are the mission and focus of the organization employing the Manager/Director and the criteria used to allocate court time and other resources. A for-profit organization may focus on customer service and profitability, for example, while a public agency may focus on community service. The mission of the managing agency may have a direct influence on the allocation of court time and other day-to-day actions and decisions of the Manager.

Interview and focus group participants mentioned advantages and disadvantages of both public and private managers. Some felt that a private manager would be more entrepreneurial, for example, but expressed concern that he/she would “control every court in town.” Others felt that public managers would feel more financially secure, and could focus more on service. It is important to note that no viable nonprofit organization is available to manage the program.

4. CITY ROLE

Regardless of the management model, participants felt that the City of Gainesville’s role should include the following:

- Build and maintain facilities
- Run programs in-house, similar to other sports
- Build good relationships, and take an active role in collaboration, promotion, advertisement
- Define values and what we want to achieve
- Provide grants for programs, shared resources
- Decide how to assign resources
- Provide learn-to-play opportunities
- Define long-term goals (e.g., sustain tennis?)
- Monitor customer satisfaction

5. FINANCIAL PRO FORMAS

City staff obtained financial reports from Mike Oransky, the private contractor who is currently managing the City’s tennis operations. Based on the data from these reports, staff prepared annual financial pro formas for both a public and private operator. Assumptions included:

Private Pro forma

- Data from FY 2016/17 is correct
- The City could continue to receive a flat fee from the contractor (\$20,000 in FY 2016/17)

Public Pro forma

- A full-time City employee would be hired to manage the program
- Other revenues and costs would remain similar to the private pro forma

Based on the pro formas, it appears that the City would receive net revenues of \$0–\$20,000 per year from a privately operated a program, but could potentially lose \$60,000–\$90,000 per year from a publicly operated program.

6. RECOMMENDATIONS

It is recommended that the City maintain the current “private contractor model,” with increased parameters and oversight of the contractor to ensure compliance with City values, mission, and objectives.

Attachment A outlines a draft Scope of Services and proposal process for selecting a contractor.

ATTACHMENT “A”
Draft Scope of Work and Selection Process for Tennis Contractor

1. City-wide Mission – To make Gainesville the most citizen-centered city in America

2. PRCA Vision, Mission and Tennis Program Goal –

Our Vision – To be seen as the keepers and hosts of the places where nature, recreation and culture meet, offering memorable experiences for all.

Our Mission – To provide and maintain the natural, recreational and cultural facilities and programs that make Gainesville a great place to live, work and visit; and that help sustain the City economically, socially and environmentally.

Our Tennis Program Goal – To align with the mission of the Parks, Recreation and Cultural Affairs Department by providing a quality and diverse program for participants that enhances their physical, social and psychological well-being.

3. Tennis Locations –

The City of Gainesville has 23 public courts under the jurisdiction of the Parks, Recreation and Cultural Affairs Department. Courts are located at the following sites:

- Albert “Ray” Massey (Westside) Park – 8 courts
- T.B. McPherson – 4 courts
- Northeast Park – 4 courts
- Northside Park – 4 courts
- Northeast 31st Ave. Park – 2 courts
- Cofrin Nature Park – 1 court

The tennis facilities are public facilities and are operated by funds received from the City of Gainesville’s general fund.

4. Project Description –

The City of Gainesville desires to engage the services of a Contractor to direct and oversee the operations and maintenance of the tennis locations listed above. This will include assuming primary responsibility for the operation of the locations, to include fiscal management, scheduling of tennis courts, instructions and clinics, and supervision of the facilities and Contractor’s staff. In addition, the Contractor will operate and manage a Tennis Pro Shop located at Albert “Ray” Massey Westside Park, offering to the clientele of that location and to the public a selection of tennis balls, racquets, tennis wear, and other tennis-related accessories. The Contractor will be responsible for selecting and purchasing inventory, maintaining stock, selling merchandise, and managing the staff of the Tennis Pro Shop. The Contractor will be responsible for all duties related to bookkeeping and federal and state financial reporting requirements and will ensure that the Tennis Pro Shop is adequately stocked at all times with high- and medium-

quality merchandise. The Contractor's proposal should also include the maintenance for the tennis courts. Maintenance will be inclusive of the items shown in the "Scope of Services" of this solicitation. The Contractor will provide quality tennis instruction for individuals or groups and promote general and tournament use of the facilities. Fees for the annual passes and daily use of the courts at each location are subject to the approval of the Parks, Recreation and Cultural Affairs Director or designee. All the duties and responsibilities set forth as part of this solicitation will be performed by the Contractor subject to the advice and direction of the Parks, Recreation and Cultural Affairs Department. Although the Contractor will have oversight of and responsibility for the day-to-day operations of the tennis facilities, the City of Gainesville reserves the right to determine whether the Contractor's performance of the criteria set forth in this solicitation meets the City's expectations. In addition, the Parks, Recreation and Cultural Affairs Director or designee reserves the right to establish and/or modify standards for the quality of any service or product provided under this solicitation.

5. Scope of Services –

RESPONSIBILITIES OF THE CONTRACTOR – TENNIS FACILITIES MANAGEMENT:

The Contractor agrees to provide the public with tennis instruction and to promote the same as follows:

1. Contractor must be a USPTA Certified Professional.
2. Provide sufficient qualified staff (over the age of 16).
3. Complete City of Gainesville's mandated background screening check for Contractor and all personnel, instructors, staff, or contractors associated with provision of tennis management and maintenance services. Contractor is to pay for all background screening costs.
4. Hire and compensate the staff and professionals required to operate the tennis facilities.
5. Direct and manage the operation of the tennis facilities.
6. Fiscally manage the Tennis facilities in coordination with the City of Gainesville Parks, Recreation and Cultural Affairs Department. Maintain complete accounting records and implement appropriate account controls consistent with standard business practices. Accounting records shall be available for audit/inspection by City of Gainesville during regular working hours.
7. Establish the rates for private lessons, group lessons, clinics, camps, and league participation, etc. Rates are subject to City of Gainesville approval and cannot be amended without prior approval by City of Gainesville.
8. Schedule use of the tennis courts and provide tennis instruction and clinics.
9. Supervise the tennis facilities and any tennis contractual staff.

10. Operate and manage a Tennis Pro Shop offering clientele and the public tennis balls and rackets, tennis wear, and other tennis-related accessories.
11. Select and purchase Tennis Pro Shop inventory, maintain stock, and sell merchandise. Inventory is to be adequately stocked at all times with high- and medium-quality merchandise.
12. Provide all duties related to center bookkeeping and federal and state financial reporting requirements. Provide name of CPA, including address, telephone number, cell phone number, and e-mail address, who will prepare financial statements on a monthly, quarterly and annual basis as well as annual tax returns—all to be provided to City of Gainesville Office of Financial Management and Budget (FinancialServices@City of Gainesvillefl.gov) within 30 days of the period end, except annual tax returns, which will be due within 30 days of the filing deadline.
13. Provide quality tennis instruction for individuals or groups and promote general and tournament use of the Tennis facilities.
14. Management activities are not to infringe upon the public's use and enjoyment of the Tennis facilities, except as in accordance with the rules and regulations provided by City of Gainesville.
15. Tennis facilities Hours of Operation:
 - Open every day throughout the year, weather permitting, at hours consistent with tennis industry practices and the community's needs, except for Thanksgiving Day, the day after Thanksgiving Day, Christmas Eve, Christmas Day, and New Year's Day.
 - Tennis facilities are, at a minimum, to be accessible to the public from 8:00 a.m. to 10:00 p.m., Monday through Friday, and from 8:00 a.m. through 8:00 p.m. on Saturdays and Sundays.
16. Tournament schedules: Organization and conduct of tennis tournaments annually is permissible.
17. Provide all equipment, which includes balls, ball machines, racquets and any other necessary equipment, required to conduct lessons, clinics, camps, etc.
18. Provide to City of Gainesville annual customer satisfaction surveys with a customer contact list (include e-mail address) for City of Gainesville to review.
19. Secure and maintain all licenses necessary to do business in Alachua County, Florida, City of Gainesville, and State of Florida, and secure all necessary permits and licenses for the operation of the Tennis Pro Shop and other operations provided by Contractor at the tennis facilities. All licenses and permits are to be obtained at Contractor's expense.
20. Payment of any and all pertinent federal, state, or local self-employment, Workers Compensation or income taxes, or other assessments levied by governmental authorities on any monies earned as a result of the tennis management services' contractual relationship with City

of Gainesville. City of Gainesville is to be reimbursed for any claim or assessment, including interest and penalties, by any taxing authority arising out of Contractor's failure to fulfill the foregoing responsibilities.

21. Contractor shall not incur any costs or expenses on behalf of City of Gainesville, except as specifically approved in advance and in writing by City of Gainesville.

22. Maintain complete and adequate accounting records supporting all charges, fees, expenses and costs associated with the contract.

23. Implement appropriate accounting controls consistent with standard business practices.

24. All transactions generated as a result of instruction shall be accounted for as follows: Maintain and have available for City of Gainesville quarterly participation and revenue reports to include: i. All participant names; ii. Addresses of participants; iii. Whether the participant is a non-resident or resident of City of Gainesville and whether they are a junior, adult, or senior participant; iv. Type of instruction (including use of ball machine); v. Frequency of lesson; vi. Amount paid by participant; vii. Gross revenues broken down by category including, but not limited to, annual passes, daily fees, lessons, clinics, camps, league play, events, tournament receipts, tennis pro shop merchandise sales, stringing fees, and food and beverage sales; viii. Trial balance, which must contain quarter end balances for all accounts including cash, accounts payable, revenues and expenses; ix. Sales tax returns; x. Documentation of court usage (copies of calendar indicating reservations and actual usage is acceptable); and xi. Report on the number and frequency of tournaments, leagues, camps, clinics and special events.

25. Quarterly reports are to be delivered to City of Gainesville on or before the thirtieth (30) day following the end of the quarter (the quarters end on December 31, March 30, June 30 and September 30 of each year).

- Provide City of Gainesville with Financial Statements for the tennis facilities operations on an annual basis. Such Financial Statements shall be due within one hundred twenty (120) days of the anniversary date of the effective date of the contract. The Financial Statements shall reflect financial position at the conclusion of the previous fiscal year. The Financial Statements shall include such information as City of Gainesville's Finance Director may reasonably require, including, but not limited to, a balance sheet and income statement, tax return, general ledger, bank statement along with documentation of amounts paid to independent contractors and employees. City of Gainesville shall have the right to review Financial Statements more frequently during the year and at City of Gainesville's discretion may require monthly reports. City of Gainesville, at its own cost and expense, may audit contractor operations from a financial and management perspective at any time during the term of the Agreement
- Accounting records shall be available for audit and inspection by City of Gainesville during hours of operation.

26. Maintenance: All minor (internal/external) maintenance of the tennis facilities, including the Tennis Pro Shop, shall be the responsibility of the Contractor. All tools and equipment for the

tennis facilities maintenance shall be the sole responsibility of the Contractor. All equipment, materials, and supplies to maintain the tennis courts shall be the responsibility of the Contractor. Maintenance duties shall be in accordance with the manufacturer’s recommended maintenance and shall be inclusive of all day-to-day custodial services, including supplies. Contractor shall be responsible for opening and closing the facility.

- A. Electrical, water and sewer, trash collection, telephone, internet, and cable television service costs are the responsibility of the Contractor.
- B. Major repairs and capital improvements shall be provided by City of Gainesville including: Fencing repairs, Light fixture repairs, resurfacing of the courts as needed.

6. Evaluation of Written Proposals –

Following the opening of the proposal packages, the proposals shall be evaluated by an Evaluation/Selection Committee comprised of City staff and possibly members of the tennis community. Scoring proposals are based on a point total and not a percentage.

Awards shall be made to contractors who are the most responsive and responsible and whose proposals are determined to be the most qualified. . Proposals shall be evaluated based on the criteria listed below per the City of Gainesville Professional & Other Services Evaluation Handbook:

Criteria	Points
A. Qualifications and Experience of the Contractor	100
B. Technical Approach and Methodology	100
C. Fees to Perform Services (will be less weight compared to A and B)	TBD

A. Qualifications and Experience –

At a minimum, the Proposer shall provide the following: A list of similar programs shall be submitted with a brief description of the scope of services. An overview of the program should include the length of time or duration of the program, the location of the program, and reason for termination of program, outcome of the program and estimated fees for these programs. Please include descriptions of certifications, training, licenses, etc. Proposer/individual must possess a minimum of 3 years’ experience as a Director of a tennis facility consisting of a minimum of 8 tennis courts. Proposer/individual must provide documentation evidencing such experience. Proposer must be a USPTA Certified Professional. Proposer shall provide the number of other USPTA Certified Professional staff over the age of sixteen (16) and describe their responsibilities, and shall submit the credentials and training of other non-USPTA Certified Professional staff and describe their responsibilities. Proposer shall provide evidence of ability to obtain all appropriate licenses and permits. Proposer shall provide a maximum of four (4) references for similar work, including name, address, telephone number and e-mail address for each (form attached). City of Gainesville will only contact the four references provided on the attached form. Any additional references provided by the proposer will not be contacted.

B. Technical Approach and Methodology –

A general overview of the firm or individual's approach should be submitted showing how the contractor will get the program started for the tennis facilities management, detailing operation of the Tennis Pro Shop and provision of the maintenance services, and describing how the proposer will continue to build the program.

C. Fees to Perform Services for City of Gainesville –

Proposer shall provide a breakdown of costs for managing and maintaining the tennis facilities (including operating the Tennis Pro Shop). Proposer shall provide proposed fees, if any, to be paid back to the City of Gainesville. In addition, the projected costs to the public for the following program elements shall be included in the Proposal:

- Private lessons per hour
- Group lessons per person per hour
- Clinics per person per session
- Camps per person per session
- Ball machine per hour
- League participation (per season) per person per division

Upon completion of the evaluation, the selection committee shall rank and recommend, in order of preference, firms deemed to be the most qualified based upon the criteria set forth above. If City of Gainesville is unable to negotiate a contract with the highest ranked firm, negotiations shall begin with the next highest ranked firm, and so on, until a contract is successfully negotiated. Any contract award requires approval by the City Commission.

The selection committee will likely conduct interview/presentation sessions with short-listed contractors. In the event that interviews /presentations are required, the scores/rankings from the written proposal process shall not be included in the final ranking for award preference. Only the scores from the oral interviews/presentation rankings shall be used. Upon completion of the oral interviews, the selection committee shall re-evaluate, re-rate, and re-rank the proposals remaining in consideration based upon the same criteria used to short list such contractors. Upon completion of the interviews/presentations, the selection committee shall score and rank all responsive, responsible proposers to determine which proposal is the most advantageous to City of Gainesville.