



## Final Report:

# A Vision Statement for the Future of DeZwaan Windmill & Windmill Island Gardens

*February 6, 2013*

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# THE VISION

## **Preface**

The essence of this Vision is to no longer view Windmill Island Gardens primarily as the site for DeZwaan Windmill, but to recognize that it is a very special natural resource, at the center of our thriving urban area. We invite the reader to explore our vision for this delightful place, where one can view our beautiful Macatawa River, and do so in the setting of attractive flower gardens and walking paths, with ample open space to accommodate a variety of community gatherings. All this makes Windmill Island Gardens a very inviting setting for our residents and visitors to view and visit our unique restored DeZwaan Windmill. This report outlines two important projects that will enhance access attendance to this very special place for decades to come.

When an adversity is thoughtfully and creatively addressed in its larger context, this often leads to a resolution that is grander and more significant than simply addressing the adversity. The essence of this report to the community is a proposal on how such a result could be achieved relative to DeZwaan Windmill and the site we call Windmill Island Gardens.

The larger vision is for Windmill Island Gardens to be a greater community asset, in an urban environment, as a place of gardens and walkways, beauty and creativity, exploration and learning; a place where family and community gather, children and families enjoy recreation, and others read, reflect, paint or meditate in solitude; a place where nature enhances urban life. Most of all it will be a fitting setting for residents of the greater Holland/Zeeland area and visitors from many places to enjoy our beloved DeZwaan as an authentic, operating Dutch windmill.

## **The Adversity**

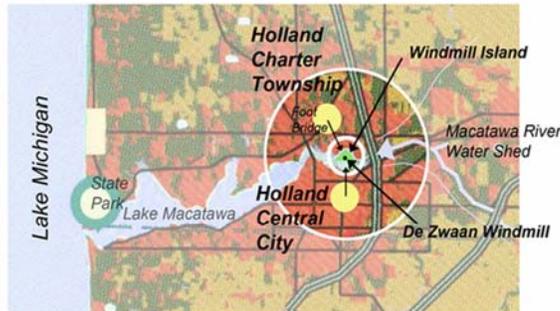
The adversity is the discovery in the spring of 2012 that DeZwaan Windmill, the community's most visible, authentic, operating icon of our Dutch heritage, is in need of major restoration at a far greater cost than had been anticipated. This comes at a time when the City has limited financial resources and major budget challenges. Further, the Carousel and Street Organ are in need of repairs. The Street Organ was a gift to the City of Holland from the City of Amsterdam after WWII in appreciation to our citizens for their support during the war.

## **A Larger Vision**

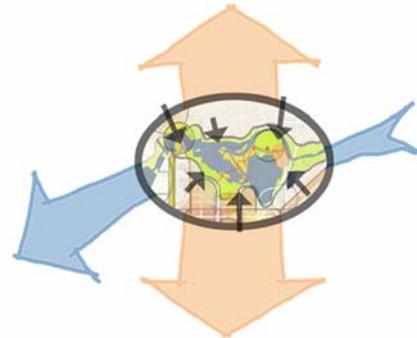
The possibility for a grander resolution has been enhanced by the reality that over the past decade a larger vision for the future of Windmill Island Gardens has been emerging. There are four perspectives on this larger vision.

- **A Place of Natural Resources.** Windmill Island Gardens is a place of remarkable natural resources. Located in the Macatawa River Delta, it has been subject over the years to the natural forces of earth, flowing water, wind, rain and sun, so that now it is a remarkable place with living creatures on land, in the water, and in the air, and countless opportunities to discover, observe and enjoy nature.

- **Center of a Large Urban Area.** Windmill Island Gardens is now at the center of a large urban area, embracing the City of Holland and Holland and Park Townships. In 1960, when discussions were underway about bringing a windmill to Holland, the combined population of the City of Holland and Holland and Park Townships was 37,641; in 2010 it was 86,488; 83% of this growth was in the townships. The quality of urban life is greatly enhanced by the presence of green open spaces, such as Centennial, Kollen and Dunton Parks, where people can gather for various aspects of community life. Windmill Island Gardens is such a place at the center of the greater Holland area.



***Illustrating the Centrality of Windmill Island to the overall Holland Community***



***The 'Park of Parks'.  
Where regional natural systems and community development interests converge.***

- **A Park-of-Parks.** As groups met over the years to consider various aspects of Windmill Island Gardens, the concept emerged of viewing the entire area surrounding the Macatawa River Delta as a Park-of-Parks. The various parks and this overall concept are shown in the above sketch. This is a powerful concept, for it provides a framework for the development of both public and private areas in the area north of 6<sup>th</sup> Street in the City of Holland, and for walkways and bicycle paths throughout the Park of Parks and in Holland Township.
- **Dutch Heritage in a Larger Context.** It is important for DeZwaan to be restored as a working mill, for in this mode it authentically symbolizes the Dutch tradition of creatively blending Urbanization and Preservation. These are qualities of global significance that we seek to follow in our community; witness our efforts on restoring the quality of the water in the Macatawa River and Lake Macatawa. This perspective will be further enhanced by presenting this heritage in the context of the developments and programming envisioned for Windmill Island Gardens.

### **From Vision to Reality - Three Key Proposals**

The most immediate and pressing need is the repair of DeZwaan Windmill. However, over the years there have been frequent discussions on two projects that would significantly enhance access to Windmill Island Gardens and DeZwaan Windmill. The first is a non-motorized/pedestrian bridge over the Macatawa River from Windmill Island Gardens to Holland Township, along with connecting walkways in Holland Township. The second is a

pathway alongside the present road to Windmill Island Gardens. The bridge and pathways would accommodate walkers, joggers, bicycles and other non-motorized vehicles.

1. **Address the Adversity: Repair DeZwaan Windmill.** This beautiful windmill, our most visible icon of the Dutch heritage of this community, is 252 years old, has been rebuilt several times, and has been operating in Holland for 48 years. When the scope of the problems was discovered in 2012, expert Dutch millwrights came from the Netherlands to review the situation. They outlined a plan for the renovations that would allow DeZwaan to operate, with regular maintenance, for the next several decades. Their insights reminded us of the Dutch ingenuity of past centuries, for they built these complex “machines” out of wooden parts, and in the process discovered which woods were most effective for the various parts. To accomplish the needed repairs it will be necessary to remove and repair the cap of the windmill. It is projected that certain parts will be made in the Netherlands, with much of the other work done by American firms. The projected cost is \$700,000. It is proposed that needed repairs to the Carousel and Street Organ be done at this time at a cost of \$125,000.
2. **The Non-Motorized Bridge Linking Holland Township to Windmill Island Gardens.** A bridge over the Macatawa River connecting Windmill Island and Holland Township has been a dream of people for many years, for it would make all the assets of Windmill Island Gardens readily available to residents of Holland Township. It would also allow the present pathway from Kollen Park to Window on the Waterfront and onto Windmill Island Gardens to continue in Holland Township to Dunton Park, thus encircling the entire Macatawa River Delta.

There is a spot on the north side of Windmill Island where the River is narrow and where effective pathway connections at both ends of the bridge are possible. This project would also require effective pathway connections in Holland Township from the bridge to public streets, and ideally some parking spaces reasonably near the bridge. This concept is shown in the attached sketch.

In recent months leadership teams from the City and Holland Township have had in-depth discussions on this project, and there is considerable enthusiasm for this project. The planning process for the bridge and pathway projects continues; the projected cost is approximately \$850,000.



3. **An Attractive Pathway Alongside the Roadway to Windmill Island Gardens.**

The primary motivation for this new pathway is safety, for at present walkers, those who are pushing children in strollers, and those who are using devices to assist in their walking must move to the grass beside the road to accommodate cars using the roadway. However, a by-product of this visioning effort is for this pedestrian walkway to be a very pleasant half-mile walk, with attractive plantings and frequent striking views of DeZwaan Windmill through the shrubbery. In addition, existing pathways on Windmill Island Gardens will be repaved. These improvements are also shown in an attached sketch. This planning process also continues; the projected cost for these projects is approximately \$450,000.



**Moving Forward**

What an opportunity the repair of DeZwaan has revealed...another demonstration of that which seems ordinary leading to this extraordinary Vision. It follows the theme of Greater Holland's last few decades of growth and reflects the historic Dutch response to adversity and challenging circumstances. It is also a tribute to all those, staff and volunteers, who have brought Windmill Island Gardens to its present level of excellence.

The opportunity is to gain deeper understanding and appreciation of the many natural resources of Windmill Island Gardens and the entire Macatawa River Delta, to enhance Windmill Island Gardens as a great community resource as described in the opening paragraphs of this report, to embrace Holland Township as an active participant in the resources of Windmill Island Gardens, and to once again have DeZwaan be an operating windmill.

How can we best move forward? In the past our community has often used Public/Private Partnerships to achieve major community goals. This seems an opportune time for leaders from both the public and private sectors to come together and lead the community in fulfilling this Vision, thus making Windmill Island Gardens and DeZwaan Windmill truly great assets for our flourishing community.



# THE STRATEGIC PLAN AND IMPLEMENTATION FRAMEWORK

## I. APPOINTMENT OF A PLANNING COMMITTEE

In September 2012, the City Council appointed the Windmill Island Gardens Strategic Planning Committee. The charge to the committee was to “imagine a 50-year vision for Windmill Island Gardens.” As the Committee began this challenging task, it took careful note of the many ideas, studies, and documents regarding Windmill Island Gardens that had been prepared over the past years, and especially in recent years.

The Committee met frequently, often weekly, during the following months. The first step was to develop a Working Draft of a Vision Statement. With this in hand, the Committee focused on developing an “Implementation Framework” by focusing on various key themes.

As the Committee completed this phase of the report, the City was considering a major fund drive to cover not only restoration of DeZwaan, but also two other projects that the Committee deemed important for achieving the Vision that was emerging from its studies - a non-motorized/pedestrian bridge connecting Windmill Island Gardens to Holland Township, and a pathway alongside the roadway to Windmill Island Gardens.

**Perspectives and aspects of community life that will characterize the future Windmill Island Gardens:**

- Highlight the convergence of natural systems and urban life through selective urban features
- Gardens and walkways that feature the beauty of flowers and human creativity
- Community gatherings-weddings, reunions, company picnics
- Features that enhance family life and the creativity and enjoyment of children
- Outdoor venues for the arts such as sculpture and music
- A place for solitude and reflection
- A focus on learning, exploration, and awareness
- Connections within the Park of Parks to the Macatawa River Greenway and to other community resources
- Accessory activities and facilities - not immediately on Windmill Island - that would work with the Island and energize and connect nearby Park of Parks properties and neighborhoods.

## II. IMPLEMENTATION FRAMEWORK

### A. Accessibility

Improving physical and visual access to Windmill Island Gardens will enhance its attractiveness and appeal to local citizens and visitors alike.

**Physical Changes** (The term “walkway” refers to paved surfaces of various materials for pedestrians, bicycles, and non-motorized uses.)

1. Add a new walkway alongside the entrance road to Windmill Island Gardens from the south, with spaced posts or another way to separate the walkway from the road, along

with a small parking area at the south entrance. At appropriate points along the walkway, there will be attractive viewing areas and signage.

2. Add a new non-motorized bridge to connect Holland Charter Township to Windmill Island Gardens with appropriate walkways on the north side, including designated walkways leading westward to the River Avenue Bridge. A small parking area near this bridge would be very advantageous.
3. Thoughtful consideration will be given to providing a well-marked entrance to Windmill Island Gardens from 8th and 7th Streets near Lincoln Avenue in Holland, and a similar entrance at an appropriate site on Lakewood Boulevard in Holland Township.
4. Continued access along the present roadway for motorized vehicles to Windmill Island Gardens from Lincoln and 7th Street, and enhanced access for all modes of transportation, including pedestrians, bicyclists, and transit passengers arriving by bus, trolley, Amtrak, or any other modes.
5. Landing sites for small boats at strategic sites at Windmill Island Gardens.
6. Long term: consideration given to construction of a walkway across the marsh connecting Window on the Waterfront to Windmill Island Gardens.
7. Long term: consideration of a walkway under the railroad tracks to connect Windmill Island Gardens to the Macatawa River Greenway heading east (upriver).

### Visual Changes

1. Awareness. A general principle here is to improve the awareness of Windmill Island Gardens to the City, Holland Charter Township, and the entire Holland area.
2. Visual enhancements include making DeZwaan Windmill, and key sites on Windmill Island Gardens, more visible from: sites on Window on the Waterfront, Freedom Village, selected locations on the new walkway to Windmill Island Gardens, Holland Charter Township, and the River Avenue Bridge. Often this will involve removing vegetation to improve these vistas.
3. Signage will also be added as appropriate; new signage could include Park-of-Parks signs and other wayfinding signs both leading to Windmill Island Gardens and on Windmill Island itself.
4. Add appropriate artistic lighting at key sites on Windmill Island and appropriate access points to Windmill Island Gardens. Additional functional lighting will be added as needed.
5. Seasonal lighting of DeZwaan Windmill and Windmill Island Gardens for Christmas and possibly during other occasions.

### The Gate

A major issue regarding access to Windmill Island Gardens is the Gate Fee. From the outset in 1964, revenue from the Gate Fee was the major source of funds to operate Windmill Island

Gardens. One advantage was the existence of a single entry point to collect the Gate Fee. In due time, it was recognized that the Gate Fee deterred many local residents from visiting, and the decision was made to omit the Gate Fee for those cars in which the driver has a Driver's License with a "Holland Michigan" address. This was well received by local residents.

Two important recommended changes will impact how we think about Gate Fees and ease of access in the future. The first is the new entry point at the bridge connecting Windmill Island Gardens to Holland Township. The second is the reality that Windmill Island Gardens is both a park for residents and visitors to simply enjoy, and the site of DeZwaan Windmill, a major attraction for visitors for which an entry fee is appropriate.

This matter is discussed in the section on Finances that follows. As regards accessibility, the goal is to promote ease of access while collecting appropriate fees for access to various features at Windmill Island Gardens.

## **B. Programming**

In very general terms, any relevant programming that fits the themes identified in the Vision Statement - for example, heritage, nature, education, gardens/beauty - should be explored for appropriateness. Many such activities have been suggested, including: language and cooking classes, master gardening efforts, nature study and research, craft / arts / creativity / fashion activities, hands-on artifacts, etc. In exploring these ideas, it will be important to assess which of these programs will attract regular, recurring users and can be logically supported by participation fees, sponsors, local companies and other related organizations.

Two important programming areas are explored in greater detail in the following sections:

### **Dutch Heritage, Artifacts and Culture**

Our Vision Statement includes a mandate that Dutch Heritage, Artifacts and Culture have a significant presence on Windmill Island Gardens, in the context of the overall vision for the future of Windmill Island Gardens. A key goal is to offer authentic experiences with educational and entertainment value.

Following are key thoughts and ideas on how this might be achieved in the future.

1. As regards our major Dutch artifact, DeZwaan Windmill, the last historic windmill exported from the Netherlands (1964), the goal is to have the restoration be completed as soon as possible, and then to gradually enhance the heritage dimension in the area around DeZwaan by adding carefully selected and located facilities and gardens. An early project may be a gathering place near DeZwaan. Another fitting project would be to explain how such windmills were used in the Netherlands - usually in an urban setting amidst other buildings and activities.
2. Regarding other artifacts, such as our carousel and street organ, and any that might be added, the goal is to keep them in good repair, and use them to tell the larger story of Dutch history and culture. For example, though the City has the wooden shoe factory equipment, the place this might have in the future of Windmill Island Gardens must be carefully evaluated. An overall goal is to use these artifacts in meaningful ways, not just show them in museum-type displays.

3. A major theme of Dutch history is the way the Dutch have, over the centuries, managed water, by protecting the country from the sea and using its rivers and canals for commercial and recreational purposes. In earlier years windmills played a key role in achieving this; in recent years this has been accomplished using the latest technologies. Given the recent disasters from the sea in our country, this is a story worth telling at Windmill Island Gardens.
4. Agriculture is another major theme in Dutch history and culture, both in horticulture and animal husbandry, all with careful attention to effectively using the limited land resources of the country. Following this tradition, horticulture has been an important theme at Windmill Island Gardens, and our vision is for this to be expanded. As regards animal husbandry and the idea of a children's farm, it might be possible to use a portable petting zoo from the community.
5. Flowers. Windmill Island offers a particularly attractive location for growing and displaying flowers: Tulips in extensive beds in May; and other annuals and perennial flowers throughout the rest of the growing season. The present greenhouse showcases flowers throughout the year and could be further enhanced.
6. One of the best ways to tell the stories of Dutch history and culture is through first class multi-media applications (film, video, YouTube, social media, smartphone apps). These possibilities will be carefully explored. For example, the topic of immigration is a particularly compelling source of stories.
7. Though both the Catholic and Reformed traditions of the Christian faith have played important roles in the Netherlands over the years, at Windmill Island Gardens, this dimension of Dutch history and culture is probably best told through the stories of the immigration of Dutch people to this area. There is a possibility, however, that a small chapel could be built on the Island to illustrate this "faith theme" and/or to enhance our wedding venues.
8. Trade is another significant Dutch theme that can be used to explain historic cultural stories as well as contemporary culture in both the Netherlands and America.

### Educational Opportunities

A major goal is that an educational perspective permeate all facets and activities at Windmill Island Gardens and is an important consideration when adding artifacts, facilities and programs. The two main themes for educational opportunities are heritage and nature. The focus of this section is on ways in which these educational opportunities might be provided.

1. Provide opportunities for K-5 students and home-schooled students to participate in educational programs at Windmill Island Gardens.
2. Ensure that all educational programs are well planned and well taught, with appropriate printed and electronic materials provided.
3. Continue the Historic Dutch Trade Fair re-enactment during Tulip Time.

4. Explore the possibilities for a weekly early-evening program during the summer months, along the lines of the Street Performers, with a focus on families and education, fun, and exploration.
5. Explore the possibility of collaboration in educational programs with organizations such as DeGraaf Nature Center, Ottawa Area Intermediate School District (OAISD), Outdoor Discovery Center Macatawa Greenway, area K-12 school districts, and other centers of higher education.
6. Explore ways in which the interesting history and development of the Tulip can be emphasized during Tulip Time and presented throughout the rest of the year.
7. Maintain a limited library of relevant educational materials. There is also the possibility of selling copies of very relevant materials.
8. Offer Windmill Island Gardens as a significant place for scientific research - by Hope College, Grand Valley State University (GVSU), and high school science programs.
9. Explore the dynamic relationship - which is beautifully showcased at Windmill Island Gardens - between Natural and Built Environments. This could involve comparing and contrasting the strengths and attractiveness of each environment through tangible examples. Examples could include a discussion of the importance of wind and weather, and how wind is harnessed by DeZwaan and converted to useful and valuable work.

### **C. Physical Plant**

1. Infrastructure. A comprehensive assessment of the present infrastructure on the Island is needed as a basis for making decisions and future changes. Some of the engineering work done for the proposed village may still be relevant for this assessment; for example, the condition of water, wastewater, and electric utilities was assessed at that time. These utilities should be re-examined for current conditions and possible expansions. In this infrastructure assessment, attention should be paid to ensure that all facilities are ADA-compliant, providing access to all users.
2. Operating and Maintenance. A comprehensive program for the proper operation and maintenance of all Windmill Island Gardens physical facilities must be established to assure that the repaired historic artifacts as well as all other facilities are kept in safe and proper long-term working order.

### **D. Amenities**

Improved amenities will increase the attractiveness of Windmill Island Gardens to current and potential visitors and users, and these improvements should improve the quality of the experience, increase the number of visitors and related sales/revenues, and improve community support for Windmill Island Gardens. The following ideas should be creatively explored.

1. Food/Restaurant: a fresh focus on quality food would serve current visitors and might attract new visitors and local citizens to Windmill Island Gardens. Local quality restaurateurs should be contacted for interest (for example, DeBoer Bakkeraij). Any such

additions should complement and not compete directly with Downtown restaurants and food outlets.

2. Transportation: (related to accessibility also). Alternative forms of transportation to Windmill Island Gardens should be encouraged and pursued; for example, bicycles, Max / trolley, small boats/kayaks/paddle boards, an amphibious "Duck" service, or a glass-bottom boat between Kollen Park and Windmill Island Gardens (adequate water required).
3. Shops: Present shops and shopping should be reviewed for quality. Alternative stores - that are uniquely suited to Windmill Island Gardens - should be investigated for their appropriateness.
4. Restrooms. The adequacy of restrooms should be assessed in terms of quality, quantity, and location throughout the Island (especially near DeZwaan) to determine if changes and/or additions should be made to these facilities
5. Group Amenities: In addition to restrooms, it is important to review the special needs of visiting groups to Windmill Island Gardens. The quality of facilities for larger groups of people -at weddings, reunions, corporate gatherings - should be evaluated in terms of capacity to meet future needs.
6. Gathering space(s). To serve all visitors more effectively, the installation of various gathering spaces should be explored. For example, to showcase DeZwaan, a new gathering space in front of the mill seems appropriate.
7. A performance stage/bandshell and small amphitheater setting have also been mentioned as possible venues for music concerts and other artistic/cultural events.
8. New attractions for children and young families: These could include additional outdoor play equipment (including "nature play areas"), Dutch games, expanded children's garden, climbing areas, etc.
9. Animals/petting zoo. Instead of building facilities for this activity, it may be possible to partner with an existing community organization to bring animals to Windmill Island Gardens on a regular basis to add this feature without large capital outlays. Also, keeping Frisian cows and horses in the west meadow continues to interest visitors.
10. Better signage, maps, and other contemporary multi-media tools (such as free Wifi and smartphone apps) should be used within Windmill Island Gardens to indicate attractions, food, restroom locations, and to explain exhibits, artifacts, cultural background, etc.

### **III. ADMINISTRATIVE MATTERS – MAKING IT ALL WORK**

#### **A. The Name**

From time to time in our discussions the issue was raised of the optimal name for the site and institution we now call Windmill Island Gardens, particularly as we talked about the reality that this place can very appropriately be thought of as a "Park." The goal is to have a name that accurately reflects both the site and what takes place there, and is easily remembered. The consensus after a brief discussion on the issue was that for the present we retain the

name Windmill Island Gardens, but remain open to reconsider this issue at a time when we could effectively and appropriately introduce a new name. Possibilities that were mentioned: Windmill Island Gardens and Park; Windmill Island Park & Gardens; Windmill Island Gardens, A Regional Heritage Park.

## **B. Marketing**

The most important element in marketing is to offer a quality product that has authentic appeal to visitors and residents alike. The overall goal, as outlined in this report, is to have Windmill Island Gardens become such a place.

For Windmill Island Gardens to become and remain a first class visitor attraction and community asset, effective marketing and promotion are critical. Developing and executing an effective marketing plan in coordination with community partners, particularly Tulip Time and the Holland Area Convention & Visitors Bureau (CVB), is an essential component in improving the viability and appeal of Windmill Island Gardens.

## **C. Tulip Time**

In all of our conversations it was assumed that during the Tulip Time Festival, a two-week period in early May, the primary focus at Windmill Island Gardens will continue to be to provide a very good experience for visitors to Tulip Time. There will be a gate during this period, and other amenities would be provided for which visitors would pay an appropriate fee. All this would involve close cooperation between the leadership of Tulip Time and Windmill Island Gardens.

## **D. Management**

Over the years, the City and the community have been very well served by fine staff and dedicated volunteers at Windmill Island Gardens. There are significant new challenges, however, associated with implementing this new vision for Windmill Island Gardens, the major repairs to DeZwaan Windmill, the possible construction of a pedestrian bridge to Holland Township and a walkway beside the current entrance road, and the major fundraising efforts that will be needed to fund these significant projects. This will require us to consider how best to address a management model in both the short- and long-term that ensures success in meeting these challenges.

It seems advisable to appoint a 5-7 person “Windmill Island Gardens Advisory Board” that includes at least one person who represents Holland Charter Township. The responsibilities of this Board would be to provide counsel and oversight in all facets of the facilities and programs at Windmill Island Gardens.

The management responsibilities would include the following key items:

- Leadership of the Windmill Island Gardens Advisory Board, staff and volunteers.
- Leadership in the articulation and implementation of this Vision Statement.
- Represent Windmill Island Gardens in interactions with the City Council and staff, and to the public in the greater Holland/Zeeland area and to visitors.

- Develop appropriate partnerships with local non-profit organizations and local businesses in specific facets of Windmill Island Gardens' activities or facilities. The overall goal is win-win arrangements that enhance the entire community.
- Participate fully, as requested, in all facets of the fundraising activities relative to Windmill Island Gardens.
- When this mode of operation has been in effect for three or more years, it may be advisable to explore other models for the management of Windmill Island Gardens. One possible model is the Fixed Base Operator, a concept that is used to manage local airports.

## **E. Finances**

Financial planning in the future for this new vision for Windmill Island Gardens will draw on experiences from the past fifty years. The initial financial plan for Windmill Island beginning in 1965 was for all costs, operational and capital (which included interest and principal on the bonds that were issued) to be covered by the gate fee and other income. This approach worked until the mid-1990s, when attendance began to drop and income was inadequate to cover costs. The City then found it necessary to subsidize the operation with taxpayer funds. (The bonds have all been paid in full.) In recent years, this amount has been in the range of \$150,000-200,000 per year. Although this has been termed a subsidy, there is growing recognition that an annual budget appropriation of this magnitude from taxpayer funds to cover the cost of maintaining the park and open spaces would be reasonable, with the understanding that all other costs for operations and programming at Windmill Island Gardens would be covered by other sources of income. Ideally, Windmill Island Gardens would soon generate enough income so that the annual appropriation could be a relatively stable amount with some funds available for strategic capital expenditures at Windmill Island Gardens.

These other sources of income could include gate fees for various events at various times at various sites, pavilion rental, rental for other facilities, parking fees, commissions, an annual "membership" fee, an annual "Friends of Windmill Island Gardens" fund raising, and other sources that may be appropriate from time to time. Making these decisions would be an ongoing process, with significant input from users to ensure that they perceive significant value for what they are asked to pay. The responsibility for planning and implementing financial decisions would rest with the management of Windmill Island Gardens, with appropriate oversight by the City.

## **F. Community Partnerships**

Windmill Island Gardens is a major and strategic component of our community's overall appeal to all visitors to Holland and a very important destination for Tulip Time visitors. Thus, strong working relationships with Holland Area CVB (all visitors) and the Tulip Time Festival are essential to all three organizations.

For the Holland Area CVB, Windmill Island Gardens is one of the top destinations in the community that the Bureau actively promotes as an "outstanding community asset". Others include Lake Michigan/beaches, Downtown Holland, and Hope College. For the Holland Area CVB, Windmill Island is a unique and distinctly Holland destination and should be preserved and promoted as such.

For Tulip Time, there is a symbiotic relationship with Windmill Island Gardens in being the showcase for significant tulip plantings, authentic Dutch artifacts - DeZwaan, carousel, organ, and other displays - as well as a larger venue for bus tour groups, large numbers of independent travelers, and local Tulip Time participants.

In addition to these two primary community partners, Windmill Island Gardens partners include (or could include) the following organizations with similar activities and/or Missions focused on cultural, educational, entertainment, or recreational purposes:

- Holland Museum/Holland Historic Trust;
- Downtown Holland Principal Shopping District / Downtown Development Authority;
- Dutch Heritage Coordinating Council;
- Michigan West Coast Chamber of Commerce;
- Hope College, Ottawa Area Intermediate School District, K-12 schools and other school systems;
- DeGraaf Nature Center and Outdoor Discovery Center Macatawa Greenway;
- Holland Area attractions (Dutch Village, State Park, etc.); and
- Holland Charter Township and other units of government.

Possible initiatives in cooperation with the current and future partners as identified above could include the following:

- Easier and more user-friendly ticketing practices within or among Holland attractions.
- Holland area visitor packages.
- Explore joint steps that would help Windmill Island Gardens, Tulip Time Festival, and Holland Area CVB to be more effective in generating more visitors, revenues, support. Possible examples include: more flowers, extending Tulip Time activities into the rest of year, and shared transportation/trolley/circulator options.
- Volunteers. Windmill Island Gardens already benefits from several very dedicated volunteers who help with essential aspects of Island operations. Formalizing and expanding these volunteer services should be seriously considered.

#### **IV. CONCLUSION**

The members of the Strategic Planning Committee extend appreciation to the following interested community members and volunteers who regularly attended meetings and provided input during the Committee's deliberations: Sara Simmons, Ann Simmons, Deborah Schakel, Dick Stafford, and Jim Boersma. The Committee also thanks the City Council for the opportunity to engage in this visioning process for Windmill Island Gardens, and eagerly anticipates the development of opportunities that will allow the vision to become a reality.

## APPENDIX

**WINDMILL ISLAND  
REVENUE COMPARISONS**

	<b>FY2009</b>	<b>FY2010</b>	<b>FY2011</b>	<b>FY2012</b>
<b>Market Charges Vendor Spaces</b>	\$ 2,197.00	\$ 1,302.00	\$ 500.00	\$ 500.00
<b>Fees - Movie Location</b>	\$ 5,254.00	\$ -	\$ 900.00	\$ -
<b>Commissions (DV &amp; Fudge)</b>	\$ 29,589.00	\$ 31,928.00	\$ 32,553.00	\$ 28,539.00
<b>Concession Sales (Flour)</b>	\$ 1,957.00	\$ 4,224.00	\$ 7,532.00	\$ 5,077.00
<b>Commissions - Caterers Fee</b>	\$ 5,550.00	\$ 6,000.00	\$ 4,350.00	\$ 5,717.00
<b>Pavilion Rental</b>	\$ 101,136.00	\$ 95,431.00	\$ 91,664.00	\$ 94,429.00
<b>Admissions (adjusted for discounts, combos, etc.)</b>				
<b>Tulip Time</b>	\$ 163,498.00	\$ 147,268.00	\$ 163,398.00	\$ 66,541.00
<b>Non Tulip Time</b>	\$ 140,515.00	\$ 168,231.00	\$ 189,193.00	\$ 220,869.00
<b>TOTAL</b>	\$ 304,013.00	\$ 315,499.00	\$ 352,591.00	\$ 287,410.00

**NOTE:**

**Tulip Time admissions include 11 days (Thurs prior to Sun after). The days of opening prior to the Festival, as well as everything after the Festival, is included in the non-Tulip Time category.**

**We typically have admissions between \$15-25,000 in the two weeks prior to Tulip Time; however, in FY 2012 we recorded \$58,271 due to opening early.**

<b>Transfer from Gen Fund (operating purposes only)</b>	\$ 195,567.12	\$ 150,523.44	\$ 125,750.92	\$ 204,732.76
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**Some Expense Highlights:**

<b>Personnel Services</b>	\$ 412,309.64	\$ 397,795.14	\$ 405,958.11	\$ 408,923.81
<b>Tulip Bulbs</b>	\$ 23,297.85	\$ 20,500.00	\$ 20,959.75	\$ 19,891.50
<b>Seeds, Flowers, Etc</b>	\$ 2,881.15	\$ 4,373.68	\$ 3,902.03	\$ 6,306.57
<b>Bldg. &amp; Grnds. Maint. - General</b>	\$ 25,666.51	\$ 22,151.77	\$ 31,238.24	\$ 26,547.60
<b>Bldg. &amp; Grnds. Maint. - Windmill</b>	\$ 3,894.55	\$ 3,763.07	\$ 1,619.18	\$ 4,697.34
<b>Advertising/Promotional</b>	\$ 38,074.36	\$ 36,967.67	\$ 33,767.07	\$ 43,437.64
<b>Public Utilities</b>	\$ 25,376.79	\$ 23,132.33	\$ 22,693.49	\$ 21,521.28
<b>Total Operating Expenses (no depreciation, no capital)</b>	\$ 626,795.33	\$ 593,764.41	\$ 617,798.06	\$ 630,044.35

WINDMILL ISLAND ADMISSIONS				
Year	Paid	Free/Residents	Wedding/Other	Total
1965	116,584			116,584
1966	109,884			109,884
1967	116,768			116,768
1969	109,687			109,687
1970	111,387			111,387
1971	112,642			112,642
1972	122,646			122,646
1973	115,207			115,207
1974	96,479			96,479
1975	111,287			111,287
1976	104,801			104,801
1977	111,923			111,923
1978	120,138			120,138
1979	105,573			105,573
1980	101,623			101,623
1981	109,527			109,527
1982	106,866			106,866
1983	106,056			106,056
1984	104,761			104,761
1985	107,336			107,336
1986	102,300			102,300
1987	108,815			108,815
1988	122,598			122,598
1989	116,030			116,030
1990	105,321			105,321
1991	108,868			108,868
1992	102,729			102,729

WINDMILL ISLAND ADMISSIONS				
Year	Paid	Free/Residents	Wedding/Other	Total
1993	91,761			91,761
1994	82,221			82,221
1995	76,931			76,931
1996	73,906			73,906
1997	75,983			75,983
1998	64,969			64,969
1999	63,994			63,994
2000	54,624			54,624
2001	57,458			57,458
2002	54,299			54,299
2003	48,987	5395		54,382
2004	48,741	7057		55,798
2005	48,994	11079	3395	63,468
2006	40,485	6092	8869	55,446
2007	44,137	5433	10989	60,559
2008	41,253	4312	7633	53,198
2009	45,016	7553	5927	58,496
2010	49,798	5917	7184	62,899
2011	50,013	4739	6909	61,661
2012	44,492	6541	4875	55,908