



CITY OF KIRKLAND
Department of Parks & Community Services
505 Market Street, Suite A, Kirkland, WA 98033 425.587.3300
www.kirklandwa.gov

MEMORANDUM

To: Kurt Triplett, City Manager

From: Jennifer Schroder, Director
Linda Murphy, Recreation Manager

Date: September 11, 2014

Subject: Aquatics, Recreation, and Community Center Project: Report and Recommendations

RECOMMENDATION

That the City Council reviews the draft final report on the proposed Aquatic, Recreation, and Community (ARC) Center project, receives recommendations from the Park Board, and provides direction on next steps.

The Park Board recommends:

- 1. The Facility**
The ARC Center should be a multi-use aquatic, recreation, and community facility as outlined in the draft final report, enhanced to include: 50-meter lap pool with movable bulkhead, 2-court gymnasium with elevated walking/jogging track, community hall with 300-person banquet seating capacity and companion outdoor/rooftop deck. The facility should be designed to achieve LEED certification with provisions to incorporate solar rooftop panels to generate alternative energy. The estimated size of the recommended facility is 104,200 square feet.
- 2. Site Preference**
The City Council should pursue acquisition of an alternate, privately-owned location for the ARC Center. Neither Juanita Beach Park nor the North Kirkland Community Center site are supported by the Park Board at this time.
- 3. Timing Considerations**
The City Council should establish a timeline and deadline for final site selection and direct the Park Board and staff to continue the site selection process as required. In light of strong community interest and support for the proposed ARC Center the selection process for a final site should proceed without delay.

BACKGROUND DISCUSSION

1. Council Direction

On May 6, 2014, the City Council unanimously passed R-5050 (attached) authorizing staff and the Park Board to conduct additional analysis of the Juanita Beach and North Kirkland Community Center (NKCC) park sites and to consider uses for a potential facility to meet the recreation and aquatic needs of Kirkland residents. The Council directed staff and the Board to conduct technical analyses for both sites to include an environmental assessment and completion of traffic studies, building massing studies, and

cost estimating. As well, staff was directed to continue to involve the community and potential project partners on consideration of possible facility components as well as siting preferences.

The resolution also noted that:

- According to the standards of the National Recreation and Parks Association, the current Kirkland public aquatic facilities do not meet local needs and Kirkland lacks recreation and aquatic facilities to more broadly serve its general population, especially in comparison with national statistics and trends;
- Since 2001 the City of Kirkland's Comprehensive Park, Recreation, and Open Space (PROS) Plan has identified the need for more multi-use recreation space in the community;
- The 2007 Kirkland Indoor Recreation Feasibility Study described a prototype recreation center which would respond to community needs and interests;
- The Lake Washington School District has determined that the Juanita Aquatic Center has reached the end of its useful life and has furthermore decided that the Aquatic Center will not be retained at the time of Juanita High School's modernization or replacement;
- The Juanita Aquatic Center is the only public indoor, year-round aquatic facility in the Kirkland community which provides a variety of critical recreational, educational, competitive, and health and wellness activities for residents of all ages;
- Aquatic facilities have been an essential part of the Kirkland community and culture for over 45 years, beginning with construction of Peter Kirk Pool in 1968, followed in 1971 with the construction of the Juanita Aquatic Center at Juanita High School;
- The City is committed to partnering with interested public and private organizations to explore options for meeting the general recreation needs of Kirkland residents and for replacing the Juanita Aquatic Center;
- The City Council has determined that a new public recreation and aquatic facility must serve all members of the public from children to seniors and must provide programming, including instruction, recreation and competition opportunities as well as wellness, fitness and rehabilitation options;
- The City Council would like to better understand the recreation and aquatic facility siting options, interests, and level of support by residents.

2. Project Consultant Team

The current phase of study was initiated in June of this year. The prime consultant, The Sports Management Group, is working with a technical team of subconsultants which include:

- Aquatic Design Group (ADG), an aquatics planning and design firm, to provide programming, concept design and cost estimating services;
- Fehr & Peers Traffic Consultants to assess traffic impacts and identify actions needed to mitigate impacts;
- KPFF Civil Engineers to prepare costing level documents for grading, utility relocation, and stormwater treatment and detention;

- AECOM to provide cost estimates based on more refined and detailed data developed during this phase of technical analysis.

The City also retained the services of Historical Research Associates (HRA) to conduct a cultural resources assessment of the NKCC site. A prior cultural resources assessment was referenced for the Juanita Beach Park site.

3. Draft Final Report

The draft [final report was compiled by The Sports Management Group](#) and is available online and via this link.

An accompanying [Technical Report with additional background information](#) is also available online and via this link.

The report features the following information:

- Consultant Recommendations
- Space Program & Financial Performance
- Site Analyses
- Traffic Assessments
- Concept Designs with Cost Estimates
- Public Process Summary
- Funding Options
- Technical Reports

At the City Council's September 16 study session staff and members of the consultant team will present the major highlights and recommendations from the report.

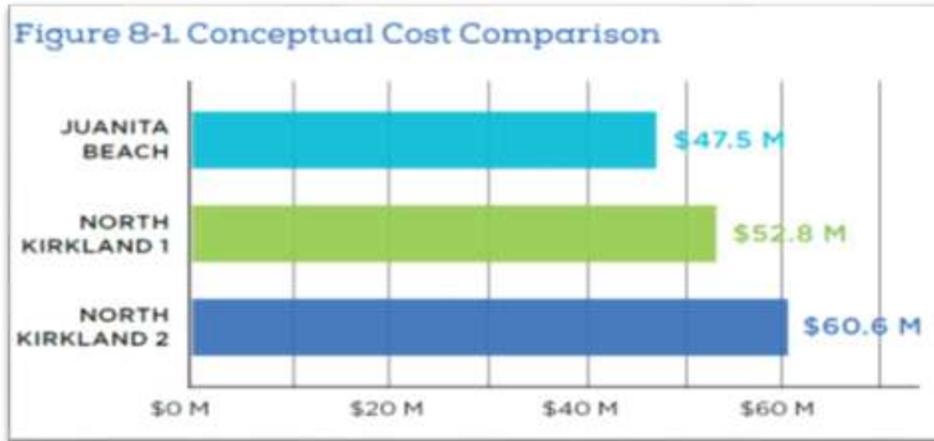
4. Additional Recent Community Outreach

In addition to the public outreach outlined in the final report, staff is continuing to engage the community for this project. Staff invited residents and property owners near Juanita Beach to a meeting on September 3 to learn more about the project and to express their concerns. Consistent with the City's notification guidelines for development projects, a mailed invitation was sent to nearly 1,400 addresses within 300 feet of the park site, and approximately 30-35 people attended the meeting. Staff was also invited to discuss the project at the Juanita Neighborhoods Association's September 8 meeting.

5. Summary of Conceptual Project Cost Estimates

The draft final report (pages 67-70) provides a detailed conceptual-level project cost estimates for the siting options. The cost consultant prepared estimates based on existing records, discussions with contractors, and review of actual unit costs from the recently bid aquatic/recreation facility for the City of Sammamish. Differing site characteristics were considered in formulating project and construction-related expenses.

The following cost comparison chart is taken from the report:



6. **Additional Cost Considerations: Mitigating Displacement of Park Facilities at Juanita Beach**

Should the ARC Center be sited on the north side of Juanita Beach the playfields and potentially the tennis courts would be displaced. Staff has analyzed how the potential loss of these park amenities could be addressed and suggest the following possible mitigation measures:

- **Playfields.** Currently the two fields at Juanita Beach are used primarily by KNLL (Kirkland National Little League) for tee-ball games, coach-pitch games, and practice time. In staff conversations with LWSD & KNLL there are viable options within the LWSD inventory to provide field space & programming that would not only be sufficient mitigation for the loss of the Juanita Beach fields but would be an enhancement for field user groups and students at each school site: Finn Hill and Kamiakin Middle Schools. The proposed funding source to improve and maintain the school fields would be the 2012 Parks Levy, which provides funding specifically identified for future City-School partnership projects.

\$150,000 - \$200,000 - Field Capital Improvements (irrigation, fencing, turf repair)

- **Tennis Courts.** There are two lighted tennis courts at Juanita Beach, the only lighted courts in Kirkland's park system. To offset the loss of evening tennis opportunities, lights could be added at the existing tennis courts at Peter Kirk Park. Another option would be to construct replacement courts elsewhere in the community, preferably in the Juanita area (such as at NKCC).

\$50,000 - Install lighting at Peter Kirk Park tennis courts; and/or:

\$120,000 - \$160,000 - Construction new replacement courts elsewhere

It should also be noted that Juanita Beach Park has a Council-approved Master Plan (see page 30 of report) which describes substantial future improvements to the north side of the park, including new playfields, a skate park, new parking areas, picnicking areas, and other associated amenities. Placement of the proposed ARC Center at Juanita Beach would require a revised park master plan as a zoning code requirement.

7. **Summary of Park Board Recommendations**

At their meeting of September 10, 2014, the Park Board reviewed the draft final report and received a presentation from the consultant team and staff. The meeting was heavily attended by the public and

approximately 25 citizens provided comment. After extensive debate and discussion, the Park Board has developed the following recommendations:

A. The Facility

As a result of extensive community, stakeholder, and program user input, an evaluation of the City's existing recreation programs and facilities, and an assessment of market conditions, the Park Board's recommended ARC Center would include a community hall/banquet facility, caterer's kitchen/classroom, party room, arts rooms, gymnasium space, fitness room, studios, activity room, recreation pool, lap pool, hot tub, coffee bar, locker rooms, administrative office and other support spaces. The base facility size to accommodate these spaces is an estimated 87,000 square feet. *Importantly, this broad mix of facility components provides the greatest opportunity for the facility to annually generate the revenue sufficient to offset program and operating expenses, thus (as projected) eliminating a need for the facility to receive an ongoing general fund tax support.*

Options and key decision points:

1. Lap Pool Size:

Much of the planning process for the project has centered on lap pool size. Options which have been discussed have ranged from a standard 25-yard x 8-lane lap pool to an Olympic-sized 50-meter pool. A middle option - a 32-meter x 13-lane lap pool - was determined by staff and the consultant as the "right size" based on a comparative analysis of features and benefits (see page 9 of report). The analysis considered current user programs, potential for growth, and operational sustainability.

However, the Park Board believes that the City must consider not only current demand but also the future aquatic needs of the growing Kirkland community. As well, the local non-profit organization Wave Aquatics/Renew the Legacy has expressed a willingness to raise the additional funding (nearly \$4 million) necessary to increase the pool size from 32-meters to 50-meters, demonstrating a strong commitment to the project.

The Park Board recommends the 50-meter lap pool option, with the addition of a movable bulkhead to enhance operational flexibility. [Adds approx. 5,800 sf and \$4.3 million]

2. Gymnasium Size:

To meet on-going demand for active indoor recreation space in Kirkland, the consultant has provided an option and a recommendation to increase the size of the gym to accommodate two courts with an elevated walking/jogging track, or design the project to allow space for a future expansion. (Note: due to site constraints this is not a viable option at the NKCC site).

The Park Board recommendation is for the Council to address Kirkland's current deficiency of community gymnasium space by including the two-court gymnasium with elevated track as a base component of the ARC Center. [Adds approx. 11,400 sf and \$2.9 million]

3. Community Hall:

The community hall would provide opportunities for local organizations, groups, and families to hold their larger events in Kirkland, rather than in surrounding communities. The consultant has included provisions for a facility serving up to 250 persons. The Park Board believes this is insufficient capacity for many desired local events.

The Park Board recommends increasing the Community Hall capacity to accommodate 300 persons, and also recommends incorporating an outdoor or roof-top deck as a desirable feature. [Adds approx. 1,000 sf of indoor space and \$450,000]

4. Energy and Environmental Design:

LEED, or Leadership in Energy & Environmental Design, is a green building certification program that recognizes best-in-class building strategies and practices. To receive LEED certification, building projects satisfy prerequisites and earn points to achieve different levels of certification.

The Park Board recommends that the ARC Center should be designed to achieve a minimum LEED Silver certification. A specific strategy which is recommended is to incorporate rooftop solar photovoltaic panels to generate energy on the site, either at time of construction or to be added at a later time. If added at time of construction, this addition would likely qualify the project for LEED Gold certification. [Adds approx. \$35,000 for certification and approx. \$2.2 million for solar]

With the addition of the recommended optional space components and features, the size of the ARC Center as recommended by the Park Board would total approximately 104,200 square feet. The estimated total additional costs to the project would be nearly \$10 million.

B. Site Selection

A comparative analysis of the NKCC and Juanita Beach sites (see page 36 of report) completed by the consultant team and staff concludes that Juanita Beach is the site that best addresses the siting criteria developed for the project. These criteria include:

- | | |
|----------------------------------|---|
| ✓ Site Capacity (Size) | ✓ Scale Relative to Neighboring Buildings |
| ✓ Central Location | ✓ Surrounding Land Uses |
| ✓ Prominent Siting & Visibility | ✓ Access to Public Transportation |
| ✓ Availability of Utilities | ✓ Access for Non-Motorized Transportation |
| ✓ Soils & Construction Costs | ✓ Impacts on Existing Landscape |
| ✓ Zoning Implications | ✓ Costs for Demolition & Relocation |
| ✓ Adequate Parking Capacity | ✓ Required Grading |
| ✓ Site Aesthetics | |
| ✓ Neighborhood Context & Impacts | |

NKCC Site

Park Board members generally concurred with the consultant's findings that the NKCC site is not suitable for the proposed ARC Center. Primary concerns stressed by the Board were the insufficient size of the property and that the proposed facility would be out of scale with the surrounding predominantly single-family residential neighborhood.

Juanita Beach Site

The Park Board acknowledged the advantages of the Juanita Beach site relative to the NKCC site, particularly its size, setting, and scale/relationship to surrounding land uses. However, Park Board members expressed strong reservations about use of the site for the ARC Center. Park Board members identified these major concerns:

- Loss of important historical park open space;

- Perception that traffic congestion would worsen and could not be adequately mitigated;
- Opposition expressed by some neighbors, the neighborhood association, and historic preservation advocates;
- Selection of a controversial site could jeopardize a future ballot initiative.

Siting Recommendation

The Park Board recommends that the City Council renew the search for a private site which would meet the needs of the project and generate broad community support.

The Board recognizes that acquisition of a private site could significantly increase project costs and take additional time. Nonetheless, the Board recommends that the City Council direct staff and the Board to spend more time with the community to explore other site options one last time.

The City has been seeking a potential site for a new indoor recreation facility intermittently since 2007, and, as a result of the pending closure of the Juanita Aquatic Center, aggressively for much of the past 12 months. There appears to be growing momentum, enthusiasm, and support for the ARC Center and all that it can provide for the community.

The Park Board recommends that the City proceed expeditiously on the site selection process and that the City Council establish a timetable and deadline for final site selection. This timetable and deadline for site selection could perhaps be determined as a result of the Council's preferred timing for a potential funding ballot measure.

8. Funding Options

The final report contains information on capital funding options (pages 81-83). From the report, below is specific information related to two voter-approved levy options which could be considered: a levy lid lift and an excess levy.

Levy Lid Lift

This funding mechanism can be used for any purpose, for any time period, or can be permanent. If proceeds are used for debt service on bonds, the maximum period is nine years. The initial "lift" occurs in the first year, with annual increases in subsequent years limited to the lesser of one percent or the implicit price deflator (IPD). If this levy option were selected the maximum period would be 9 years to pay the debt of a Councilmanic bond. This option requires a simple majority (50% +1 approval) vote on any election date.

Excess Levy

An excess levy is available for capital purposes and the term is determined by the life of the proposed bonds, not to exceed the useful life of the facility. An excess levy requires a supermajority (60% approval) plus minimum 40% turnout based on last general election (validation). The election can occur on any election date. If this levy option were selected, the levy would be in place for the life of the bonds.

The cost of the proposed options for the ARC Center presented in the report range from \$47.5 million to \$60.6 million. To illustrate the potential cost to taxpayers, the City Finance Department prepared the following table detailing the annual debt service and the tax impact for a median priced home for both a 9-year and a 30-year financing. These examples assume that all project funding would be derived from a voter-approved funding measure.

	EXCESS LEVY - 30 YEARS		LEVY LID LIFT - 9 YEARS	
Project Cost	Annual Debt Service	Impact on Median House ¹	Annual Debt Service	Impact on Median House ¹
\$47.5 million	\$2.67 million	\$5.27/month	\$5.89 million	\$11.64/month
\$60.6 million	\$3.40 million	\$6.72/month	\$7.51 million	\$14.85/month

¹ Median Value House per King County Assessor: 2014 Median value \$374,000.

9. Next Steps

Staff suggests that the City Council provide general direction to staff at their September 16 study session regarding facility and site preferences. In particular staff is looking for Council reaction to the additional enhancements to the facility proposed by the Park Board, as well as the recommendation to seek new sites.

Options for next steps could include:

- 1) Direct the Park Board and staff to seek further community input on the Juanita Beach site location. Outreach techniques could include a random telephone survey, online survey, and/or additional public meetings and outreach events.

And/or:

- 2) Direct the Park Board and staff to seek an alternate location(s) for the ARC Center and provide guidance on any additional or revised siting criteria and a deadline to complete the search.

Staff recommendation is to seek much broader community input on the Juanita Beach site location prior to initiating a new siting process.

Attachments:

A - Resolution R-5050

Attachment A

RESOLUTION R-5050

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF KIRKLAND AUTHORIZING ADDITIONAL ANALYSIS OF SITES AND USES TO BE CONSIDERED FOR A POTENTIAL FACILITY TO PROVIDE FOR THE RECREATION AND AQUATIC NEEDS OF RESIDENTS AND AUTHORIZING THE PARKS AND COMMUNITY SERVICES DEPARTMENT TO SOLICIT ADDITIONAL RESIDENT INPUT.

WHEREAS, since 2001 the City of Kirkland's Comprehensive Park, Recreation, and Open Space (PROS) Plan has identified the need for more multi-use recreation space in the community; and

WHEREAS, the 2007 Kirkland Indoor Recreation Feasibility Study described a prototype multi-use recreation center which would respond to community needs and interests and which included an aquatics facility component; and

WHEREAS, aquatic facilities have been an essential part of the Kirkland community and culture for over 45 years, beginning with construction of Peter Kirk Pool in 1968, followed in 1971 with the construction of the Juanita Aquatic Center at Juanita High School; and

WHEREAS, according to the standards of the National Recreation and Parks Association, the current Kirkland public aquatic facilities do not meet local needs; and

WHEREAS, Kirkland lacks recreation and aquatic facilities to more broadly serve its general population, especially in comparison with national statistics and trends; and

WHEREAS, the Lake Washington School District has determined that the Juanita Aquatic Center has reached the end of its useful life and has furthermore decided that the Aquatic Center will not be retained at the time of Juanita High School's modernization or replacement; and

WHEREAS, the Juanita Aquatic Center is the sole public indoor, year-round aquatic facility in the Kirkland community which provides a variety of critical recreational, educational, competitive, and health and wellness activities for residents of all ages; and

WHEREAS, the City is committed to partnering with interested public and private organizations to explore options for meeting the general recreation needs of Kirkland residents and for replacing the Juanita Aquatic Center; and

WHEREAS, the Parks and Community Services Department has completed a preliminary evaluation of potential sites and on April 1, 2014, presented its findings and conclusions to the City Council; and

WHEREAS, the City Council believes a new public recreation and aquatic facility must serve all members of the public from children to seniors and must provide programming, including instruction, recreation and competition opportunities as well as wellness, fitness and rehabilitation options; and

WHEREAS, the City Council wishes to better understand the recreation and aquatic facility siting options, interests, and level of support by residents;

NOW, THEREFORE, be it resolved by the City Council of the City of Kirkland as follows:

Section 1. The Parks and Community Services Department is authorized to:

1. Conduct further investigation and analysis of Juanita Beach Park and the North Kirkland Community Center as locations for a community recreation and aquatic facility.
2. Conduct technical analyses for both sites to include an environmental assessment and completion of traffic studies, building massing studies, and cost estimating.
3. Conduct outreach with the community and potential project partners on possible facility components as well as siting preferences.
4. Provide a report to the City Council with recommendations from the Park Board by July 15, 2014, or as soon as possible thereafter.
5. Upgrade the boiler at Peter Kirk Pool to allow year-round heated use as an interim facility should a new recreation and aquatics center not be constructed and opened prior to closure of the Juanita Aquatics Center.

Section 2. The City Manager is authorized and directed to implement steps necessary to achieve these tasks.

Passed by majority vote of the Kirkland City Council in open meeting this 6th day of May, 2014.

Signed in authentication thereof this 6th day of May, 2014.


MAYOR

Attest:


City Clerk