

Parks Funding Exploratory Committee Meeting #7

December 8, 2022



Local Land Acknowledgement

We acknowledge that the Southern Salish Sea region lies on the unceded and ancestral land of the Coast Salish peoples, the Duwamish, Muckleshoot, Puyallup, Skykomish, Snoqualmie, Snohomish, Suquamish and Tulalip tribes and other tribes of the Puget Sound Salish people, and that present-day City of Kirkland is in the traditional heartland of the Lake People and the River People. We honor with gratitude the land itself, the First People – who have reserved treaty rights and continue to live here since time immemorial – and their ancestral heritage.





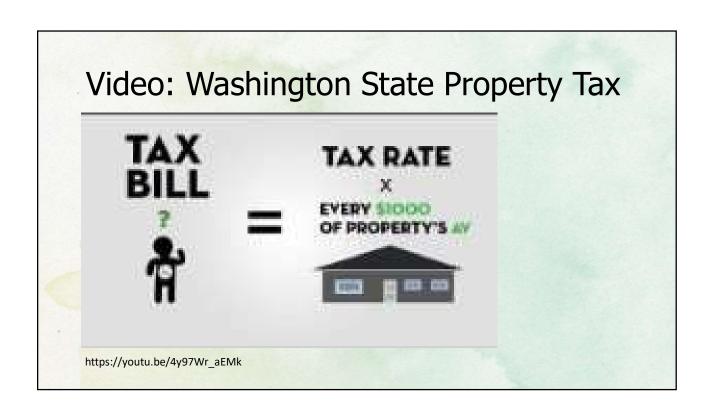
| PFEC | PFEC Stage | Date | Topic |
|-------------------|-----------------------------------------------------------|----------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Meeting | Building Blocks: Current operations & . complexity; | 9/15 | Welcome, Teambuilding, Overview, Juanita Beach Park Tour |
| Schedule | | 9/29 | Peter Kirk Park & Community Center Tour, PFEC Roadmap, Benefits of Parks & Recreation, Aquatics in Kirkland |
| On | | 10/13 Zoom | Parks & Rec 101: Current Operations & Future Possibilities: Maintenance Focus |
| marks | | 10/27 Zoom | Facility Feasibility Study Update with Opsis Architecture |
| | Building Blocks: PFEC input on feasibility | | Parks & Rec 101: Current Operations & Future Possibilities: Recreation and Administration Focus |
| Get Set | study direction; all about finance | 12/8 | Kirkland Budget, Funding Mechanisms & Ballot Measure History |
| | Deliberation & Decision Making | 1/12/ 2023 | Investment options (costing details) to bring Kirkland community members Parks Services & Recreation Programs they want! & Project Selection Criteria |
| GO! DIVE IN NOW | | 1/9 or 1/21 | Tour of City of Sammamish Community & Aquatic Center (2 options) |
| | | 1/26 | Feasibility Study Results Project Selection and Funding Mechanism Conversation |
| | | 2/9 | Project Selection and Funding Mechanism Conversation |
| | | 2/23 | Final Recommendations for Council & Celebration |
| and and | Council Presentation | 3/7 | Tentative date for PFEC to present recommendations to Council |

Agenda Overview

- Dinner, team connecting time
- WA State Property Tax
- Funding mechanisms for ballot measure(s)
- · Break
- City Budget Overview
- Q&A and Discussion
- Closing (done by 8:30pm)









PROPERTY TAX LEVY

- Washington's property tax system unique in the United States
 - "Budget-Based" property tax
 - Limits on Aggregate basis
 - Based on Uniform levy rate and Property's Assessed Valuation
 - Cities and other taxing districts establish the total dollar amount of property tax revenue for the upcoming year (subject to several restrictions)
 - Once the total dollar amount is established, the county assessor calculates the levy rate:
 - The rate that each property owner must pay
 - **Levy Amount** The Levy total amount that the agency receives
 - Levy Rate Amount individual property owner pays, dollar amount per \$1,000 of assessed valuation

7

PROPERTY TAX LEVY FORMULA

State law dictates the maximum allowable levy formula:

Current year's regular levy amount

- x Levy limit factor (lesser of 101% or 100% + inflation*)
- + New construction levy (new assessed value at prior year's rate)
- + Prior year levy corrections added to next year's levy
- = Maximum allowable regular levy amount for next year

8

^{*} Inflation is based on the Implicit Price Deflator (IPD), which is 6.46% for the 2023 tax year; thus, the levy limit factor equals 101%, which is less than 106.46%.

2023 KIRKLAND PROPERTY TAX LEVY 1% INCREASE

1% Increase (Regular Levy)

• \$41,098,407 with the assumed 1% optional levy increase for 2023

| Budget Component | 2022 Amount | 1% Increase | 2023 Amount |
|-----------------------------|-------------|-------------|-------------|
| General Fund & Street Fund | 25,024,442 | 250,244 | 25,274,686 |
| 2002 Parks Maintenance Levy | 1,572,376 | 15,724 | 1,588,100 |
| 2012 Streets Levy | 3,756,178 | 37,562 | 3,793,740 |
| 2012 Parks Levy | 2,933,531 | 29,335 | 2,962,866 |
| 2020 Fire Prop 1 | 7,404,965 | 74,050 | 7,479,015 |
| Total | 40,691,492 | 406,915 | 41,098,407 |

6% limit would provide \$2,441,490. \$2.03 million greater than 1% limit

9

2023 CITY OF KIRKLAND PROPERTY TAX LEVY

Kirkland Total Property Tax Allowable Is Not Changed by Assessed Valuation Rising or Falling

| Ordinance O-4827 | Amount | | |
|-----------------------------|------------|----|--|
| 2022 Regular Levy | 40,691,492 | | |
| Optional 1 percent Increase | 406,915 | | |
| New Construction | 634,949 | | |
| Other Adjustments | 51,608 | | |
| Total Regular Levy | 41,784,964 | | |
| Excess Levy | | | |
| Total 2023 Final Levy | 41,784,964 | 10 | |

5

PROPERTY TAX LEVY LIMITS

- "Regular" Levies
 - Voted or Non-Voted: Subject to: Rate Limitations and Amount Limitations

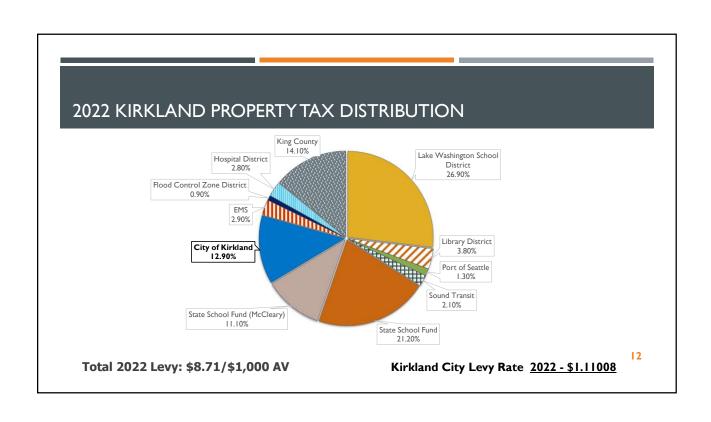
Rate Limits: By Individual Taxing District: Statutory

1% (\$10/\$1,000) Aggregate: Constitutional

\$5.90/\$1,000 Aggregate: Statutory

- "Excess" Levies
 - Always Voted
 - Minimum voter turnout and supermajority always required.
 - Not subject to limitations

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PROPERTY TAX LEVY

Assessed Valuation (AV) and Levy Rate

- When total AV increases, the levy rate correspondingly decreases
- The City does not collect more than the lawfully allowable levy amount
- 2023 Total Property Tax Collections limited to \$41,784,964

13

Michael Olson

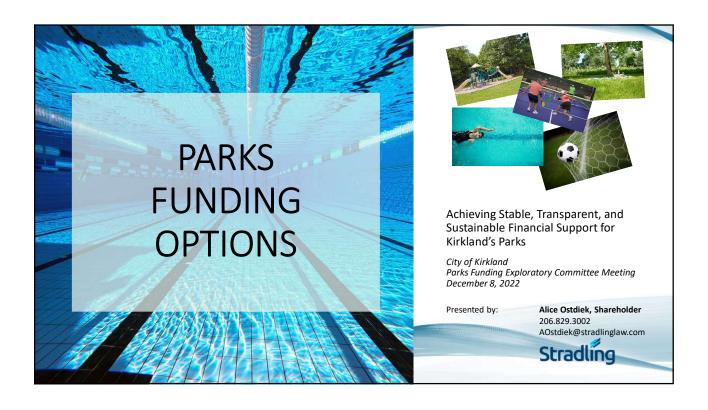
Director of Finance & Administration

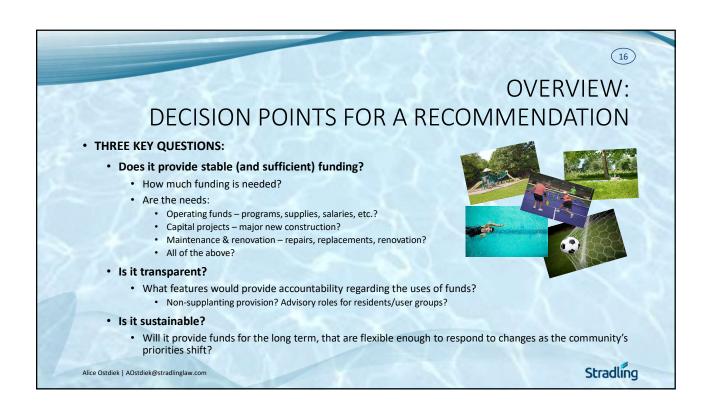
Email: Molson@kirklandwa.gov

Phone: (425) 587-3146



4





17

OVERVIEW

Achieving Stable, Transparent, and Sustainable Financial Support for Kirkland's Parks

Potential <u>New</u> Revenue Sources

- City Property Taxes Levy Lid Lift
 - · Expanding the City Regular Levy
 - Levy lid lift (50%)
- City Bond Measure
 - Bond Ballot Measure
 - Voted excess levy (60%+turnout)
- Metro Park District
 - New MPD property tax levy
 - MPD Levies Explained
 - District Formation
 - · Governance & financial resources
 - Ballot measure considerations

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PARKS FUNDING BASICS

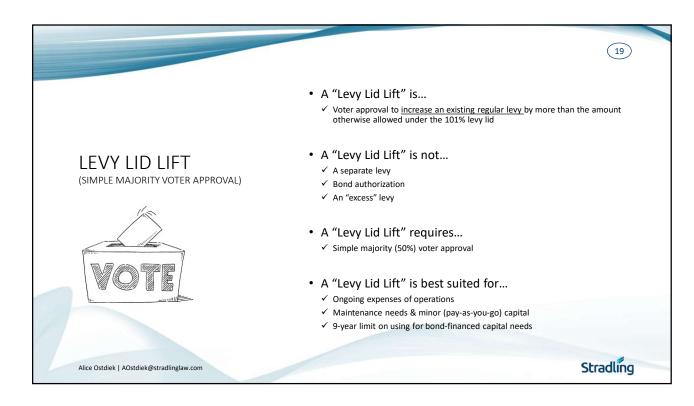
City Parks Funding Options

Parks are a general governmental function, competing with other priorities for resources

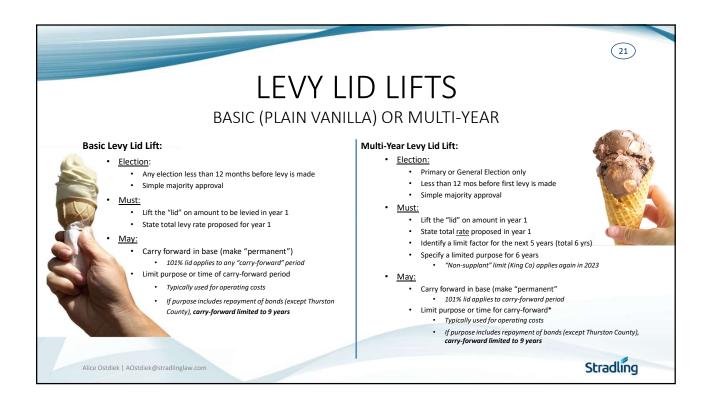
- Property tax options for new funding
 - · Levy Lid Lift
 - Regular property tax limitations may be lifted (50% voter approval)
 - Maintenance/operations
 - Limited to 9 years for capital
 - Bond Levy (capital only)
 - Voted (60% voter approval w/ 40% minimum turnout)
- Other options for new funding
 - Limited; competition with existing resources (utility tax, B&O tax, etc.)
 - No natural policy nexus with many of these sources
 - Other new tools would require State legislation (e.g., proposal for new sales tax option)

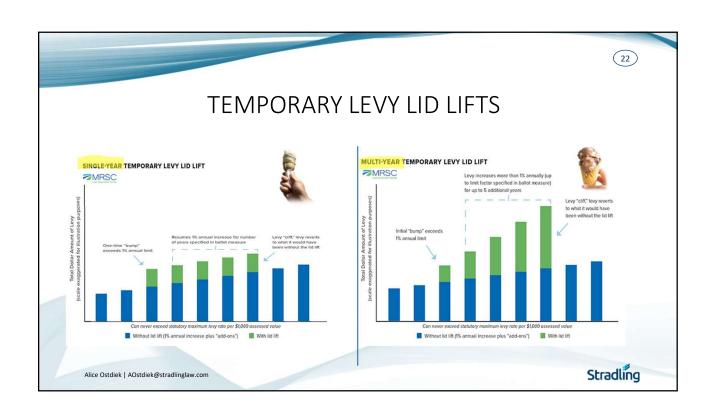
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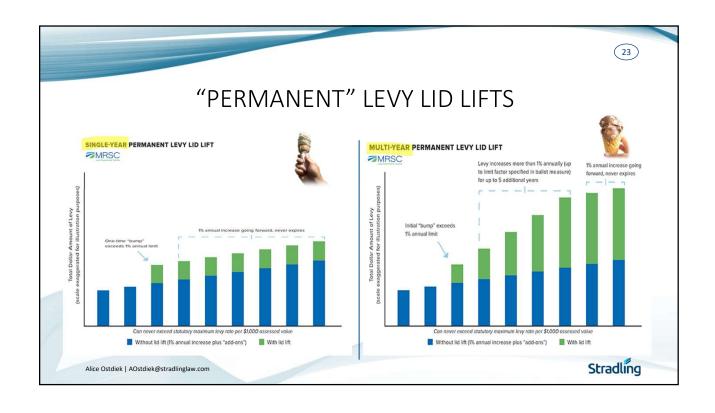


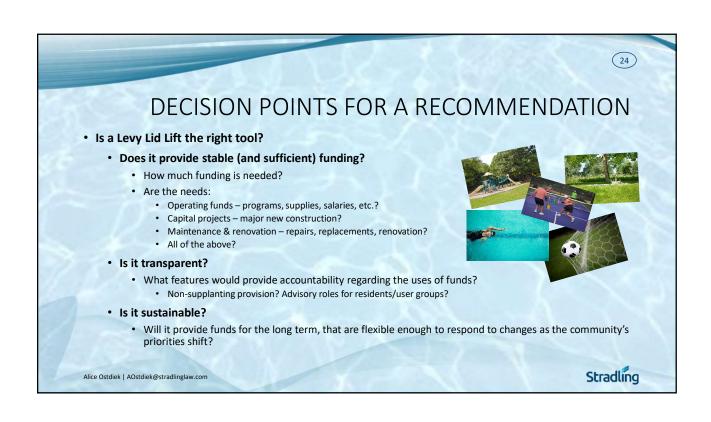


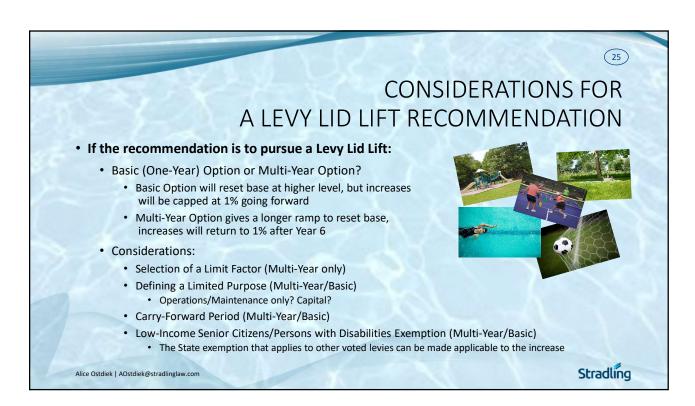
| | (updated through December 2022) | d Lift Mechanisms: | Stradling Alice M. Ostdiek, AOstdiek@stradlinglaw.com |
|-------------------------------------------------------------------|---------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| | | "Basic" Option – ONE YEAR INCREASE (RCW 84.55.050(1)) | "Multi-year" Option – INCREASE FOR UP TO SIX YEARS (RCW 84.55.050(2)) |
| | Summary | The "Basic" option is voter authorization to increase the levy amount by more than would otherwise be allowed for <u>ONE YEAR</u> . | The "Multi-Year" option is voter authorization to increase levy amount by more than would otherwise be allowed in each year for |
| Basic (Plain Vanilla) Option | | May use new levy to "reset" base. See "Carry Forward Options" below. | up to <u>SIX YEARS</u> , for a specified purpose. May use new levy to "reset" base. See "Carry Forward Options" below. |
| Single Year Bump, 1% increases thereafter | Elections | Any election date. Election must be held not more than 12 months before levy collection year. | Primary or general election date only. Election must be held not more than 12 months before first levy collection year. |
| May "Carry Forward" to reset levy | Purpose Limitation | Optional . <u>May</u> be limited to specified purposes for a period of time if set forth in ballot proposition. | Required. Must be restricted to specific purpose for the initial period of up to six years, optional after that. |
| base | | If limited purpose includes repaying bonds, carry-forward expires after 9 years. (Except Thurston County.) | Non-supplanting restriction applies in King County (2023) ¹ If limited purpose includes paying debt service on bonds, carry-forward expires after 9 years. (Except Thurston County.) |
| Multi-Year Option | Expiration? | One-year initial bump. See "Carry Forward Options" below. | Year 1 initial bump plus "limit factor" increases for following 5 years. (Total 6 years.) See "Carry Forward Options" below. |
| Multi-Year | Levy Year 1 | Year 1: Ballot measure sets maximum levy rate for Year 1. | Year 1: Ballot measure sets maximum levy rate for Year 1. |
| Year 1 Bump (amount) | Levy Years 2-6 | <u>Future Years</u> : Unless carried forward, levy base for calculating Highest Lawful Levy (HLL) reverts and is calculated as if the | Years 2-6: "Limit Factor" stated in ballot measure sets the Highest Lawful Levy (HLL) in Years 2-6. |
| Years 2-6 - Choose a Limit | | measure were never approved. See Carry-Forward Options, below. | Limit Factor may be any increment or variable index (e.g. CPI); need not be the same each year |
| Factor | | | Future Years: Unless carried forward, levy base for calculating HLL reverts and is calculated as if the measure were never approved. |
| May "Carry Forward" to reset levy | | | See Carry-Forward Options, below. |
| base | Carry-Forward Options | "Carry Forward" — Optional after Year 1, only if stated in ballot title. • Allows levy base to reset based on Year 1 levy amount. • Statutory 1% (or IPD) limit on increases applies after Year 1. <u>Optional</u> : May restrict length of time or purpose for which the lid lift will be corried Jorward offer Year 1. | "Carry Forward" – Optional after Year 6, only if stated in ballot title. • "Carry Forward" allows base reset based on Year 6 (or final year). • Statutory 1% (or IPD) limit on increases applies after Year 6. <u>Optional</u> : May restrict length of time or purpose for which the lid lift will be carried forward after Year 6. |

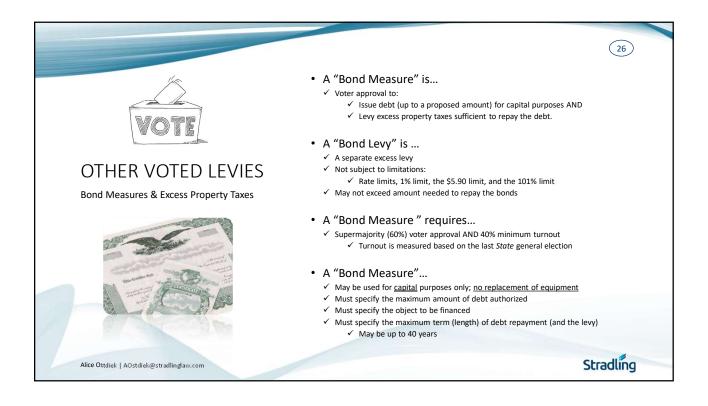




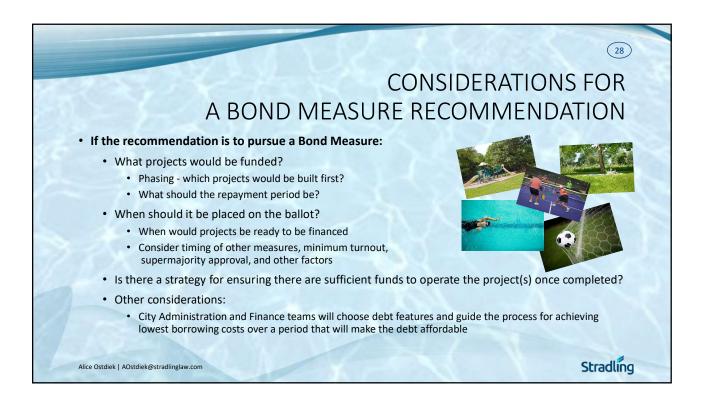












29

Bainbridge Island

POOL

METROPOLITAN PARK DISTRICTS: FINANCIAL RESOURCES & LIMITATIONS

- Regular Levy (primary source of funding)
 - Max statutory levy rate = \$0.75/\$1,000 AV
 - <u>2017 Amendments</u>: An MPD initiated by Council resolution may limit the maximum regular levy rate at a level below the statutory maximum (RCW 35.61.020)
 - 101% Levy Lid
 - Maximum levy amount is calculated based on the first year's maximum rate
 - · Levy Bumping Risk
 - MPD levies are not as protected in a levy prorationing situation as the City's levy
 - If AV drops, pressure increases on rate limitations; in some areas, this could put a MPD levy at risk
 - Probably low risk for Kirkland in foreseeable future

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Bainbridge Island

TUKWILA

POOL

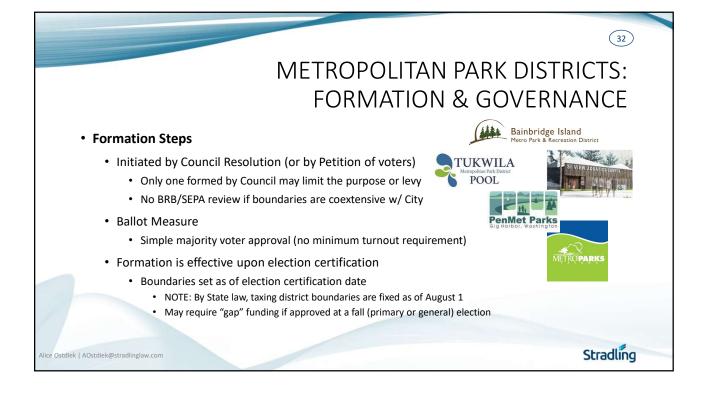
METROPOLITAN PARK DISTRICTS: FORMATION & GOVERNANCE CONSIDERATIONS

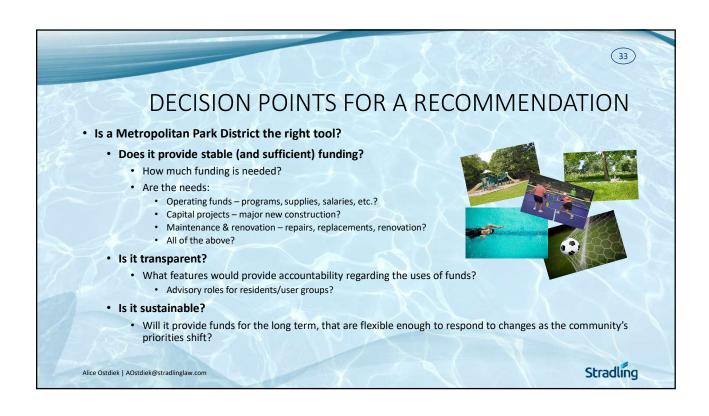
- Governing Board Options
 - City Council acts as Board of Park Commissioners
 - Only available if boundaries are coextensive with City's
 - Will be dependent on City in exercising certain powers, such as debt issuance
 - Separately Elected Board of Park Commissioners
 - Acts independently; may issue its own debt
 - Interlocal Appointed Board
- Purpose Limitations (2017 Amendments to RCW 35.61.020)
 - · An MPD initiated by Council resolution may limit the proposed district's purposes
 - "to acquire, construct, renovate, expand, operate, maintain, and provide programming for specifically identified public parks or recreational facilities"
 - If limited, facilities must be identified in the ballot proposition or in an MPD Plan approved by Council

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35

BALLOT MEASURES: SUMMARY

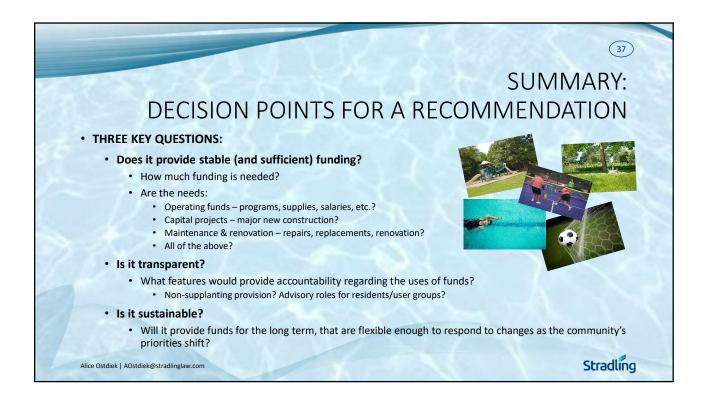
- Summary of Basic Vote Requirements
 - Bond Ballot Measure:
 - Voter approval 60% supermajority and 40% turnout
 - Limited to repaying bonds issued for capital purposes
 - Levy Lid Lift:
 - Voter approval 50% simple majority
 - Limited to time and purpose specified in ballot measure
 - Metro Park District Formation:
 - Voter approval 50% (simple majority)



Stradling

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| | | AND DESCRIPTION OF THE PARTY OF | |
|-------------------------------------------------------------|----------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------|
| Name of District | Election Date | Boundaries | Governance |
| Bainbridge Island Metropolitan Park and Recreation District | Sept. 2004 | Bainbridge Island | Elected board |
| Chuckanut Community Forest and Recreation District | Feb. 2013 | Part of Bellingham | Elected board |
| Colfax Metropolitan Park District | Nov. 2016 | Colfax | City council (ex officio) |
| Des Moines Pool Metropolitan Park District | Nov. 2009 | Des Moines | Elected board |
| Eastmont Metro Parks and Recreation | May 2004 | East Wenatchee and nearby unincorporated areas of Douglas County | Elected board |
| all City Metropolitan Park District | March 2009 | Fall City area (unincorporated King County) | Elected board |
| Greater Clark Parks District | Feb. 2005 | Vancouver unincorporated growth area (Clark County) | County council (ex officio) |
| Key Peninsula Metropolitan Park District | Feb. 2004 | Key Peninsula (unincorporated Pierce County) | Elected board |
| Metro Parks Tacoma | 1907 | Tacoma and nearby unincorporated Pierce County, including Browns Point & Dash Point | Elected board |
| Normandy Park Metropolitan Park District | Nov. 2009 | Normandy Park | City council (ex officio) |
| Odessa Metropolitan Park District | Nov. 2020 | Odessa School District within Lincoln County | Elected board |
| Olympia Metropolitan Park District | Nov. 2015 | Olympia | City council (ex officio) |
| Peninsula Metropolitan Park District | May 2004 | Unincorporated Pierce County near Gig Harbor | Elected board |
| Pullman Metropolitan Park District | Sept. 2002 | Pullman | City council (ex officio) |
| Seattle Park District | Aug. 2014 | Seattle | City council (ex officio) |
| Shelton Metropolitan Park District | April 2010 | Shelton | City council (ex officio) |
| Si View Metropolitan Park District | Feb. 2003 | North Bend and nearby unincorporated King County | Elected board |
| Stevenson Community Pool District | Feb. 2021 | City of Stevenson and urban growth area | Elected board |
| ukwila Pool Metropolitan Park District | April 2011 | Tukwila | Elected board |
| Tumwater Metropolitan Park District | Nov. 2018 | Tumwater | City council (ex officio) |
| /illage Green Metropolitan Park District | Aug. 2008 | Kingston area (unincorporated Kitsap County) | Elected board |
| White Salmon Valley Pool Metropolitan Park District | Nov. 2018 | Bingen-White Salmon | Elected board |
| William Shore Memorial Pool Park District | May 2009 | Port Angeles School District No. 121 (City of Port Angeles and part of unincorporated Clallam County) | 2 county commissioners, 2 city councilmembers, 1 resident elected by the board |

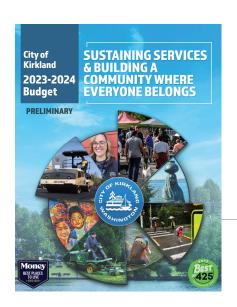


Recent Local Levy & Bond Ballot Measures

| | On the | | | Years | Voter Approved | | |
|---------------------------------------------------------------------------------------------------------|------------|------|---------|-----------|-------------------|--------|--------|
| Ballot Measure | Ballot | Туре | Amount | Obligated | Approved ? | Yes | No |
| Maple Valley: General Obligation Bonds Park and Recreation Facility Improvements | 2016 April | Bond | \$0.54 | 20 | No | 36.97% | 63.03% |
| Bellevue: Neighborhood Safety, Connectivity, and Congestion | 2016 Nov | Levy | \$0.15 | 20 | Yes | 54.13% | 45.87% |
| Bellevue: Fire Facilities | 2016 Nov | Bond | \$0.13 | 20 | Yes | 56.98% | 43.02% |
| Bothell: Transportation, Street Maintenance | 2016 Nov | Levy | \$0.50 | 9 | Yes | 54.12% | 45.88% |
| Duvall: Parks, Recreation, Other | 2016 Nov | Levy | \$0.33 | 9 | Yes | 50.99% | 49.01% |
| Maple Valley: General Obligation Bonds Park and Recreation Facility Improvements | 2017 Feb | Bond | \$0.35 | 20 | No | 52.76% | 47.24% |
| Bothell: Safe & Secure Capital Bond | 2018 Nov | Bond | \$0.26 | 20 | Yes | 64.97% | 35.03% |
| Bothell: Safe & Secure Levy | 2018 Nov | Levy | \$0.44 | 12 | Yes | 61.24% | 38.76% |
| Mercer Island: Levy Lid Lift for Public Safety, Youth, Family & Senior Services, and Parks & Recreation | 2018 Nov | Levy | \$0.24 | Permanent | No | 42.51% | 57.49% |
| Shoreline: Aquatic, Recreation and Community Center and Parks and Recreation Improvements | 2019 Nov | Bond | \$0.51 | 20 | No | 54.01% | 45.99% |
| KIRKLAND: Fire and EMS | 2020 Nov | Levy | \$0.24 | Permanent | Yes | 71.28% | 28.72% |
| Si View Metropolitan Park District: Levy Lid Lift for Parks and Recreation Services and Operations | 2020 Nov | Levy | \$0.07 | Permanent | Yes | 53.97% | 46.03% |
| Si View Metropolitan Park District: New Aquatic Center Bond | 2020 Nov | Bond | \$0.22 | 30 | No | 56.29% | 43.71% |
| Lake Forest Park: Walkways, Safe Connections, Parks, and Recreation | 2021 Nov | Levy | \$1.57 | Permanent | No | 34.91% | 65.09% |
| Shoreline: Park Improvements and Park Land Acquisition | 2022 Feb | Bond | \$0.20 | 20 | Yes | 69.97% | 30.03% |
| Si View Metropolitan Park District: New Aquatic Center Bond | 2022 Aug | Bond | \$0.195 | 30 | No | 57.87% | 42.13% |
| Bellevue: Parks and Open Space | 2022 Nov | Levy | \$0.20 | 9 | Yes | 55.21% | 44.79% |
| Mercer Island: Park Operations and Maintenance | 2022 Nov | Levy | \$0.096 | 15 | Yes | 64.27% | 35.73% |
| Redmond: Public Safety | 2022 Nov | Levy | \$0.366 | permanent | No | 47.08% | 52.92% |

"Amount" based on first year measure rate in cents per \$1,000 Assessed Value

Levy measures need 50%+ yes votes to pass. Bond measures need 60%+ yes votes to pass. Green cells in "Yes": measure received 50%+ of votes



City of Kirkland Budget Overview

PARKS FUNDING EXPLORATORY COMMITTEE (PFEC) MEETING DECEMBER 08, 2022

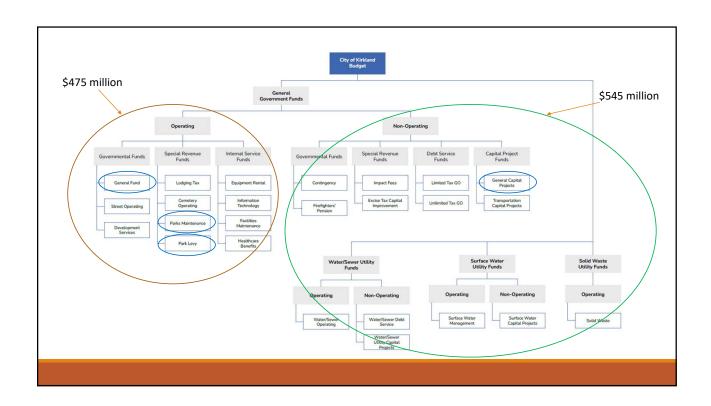
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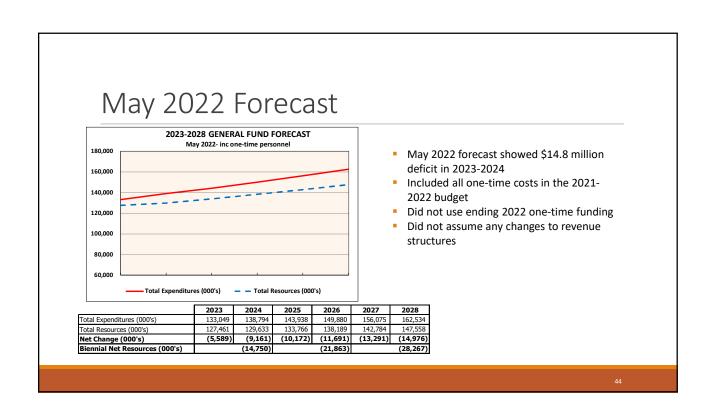
Key Information

- 1. Total 2023-2024 Budget \$1.02 billion (\$574 million in new revenues across all funds)
- 2. 2023 2024 General Fund \$294 million,
- 3. Use example levy amount for comparison

| Category | | Amount | Cents per \$1,000 | | |
|---------------------------|----|------------|-------------------|--|--|
| Total Levy (per thousand) | \$ | 0.30 | | | |
| Average annual cost for | | | | | |
| median homeowner | \$ | 272 | | | |
| Aggregate Annual Amount | \$ | 11,500,000 | | | |
| Capital Projects* | \$ | 9,500,000 | \$ 0.25 | | |
| Operating Costs | \$ | 2,000,000 | \$ 0.05 | | |

^{*}would support \$125 million debt issuance



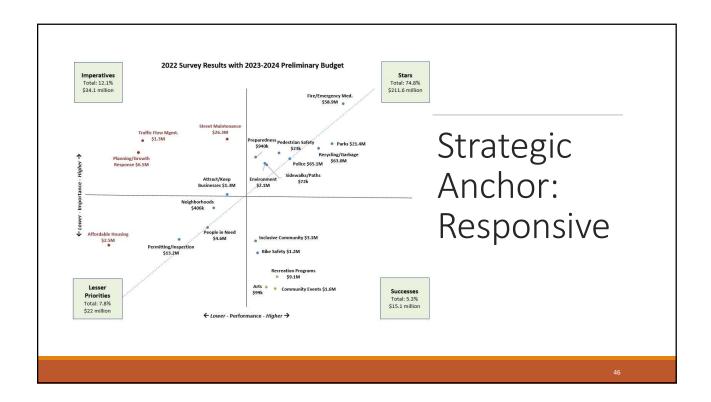


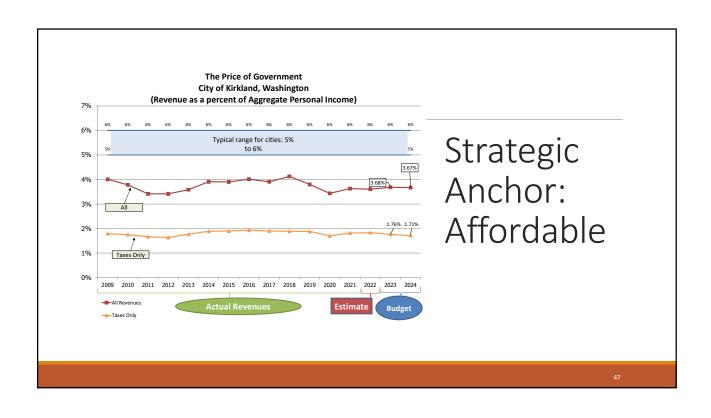
2022 Community Survey — Quad Priority Areas in Rank Order

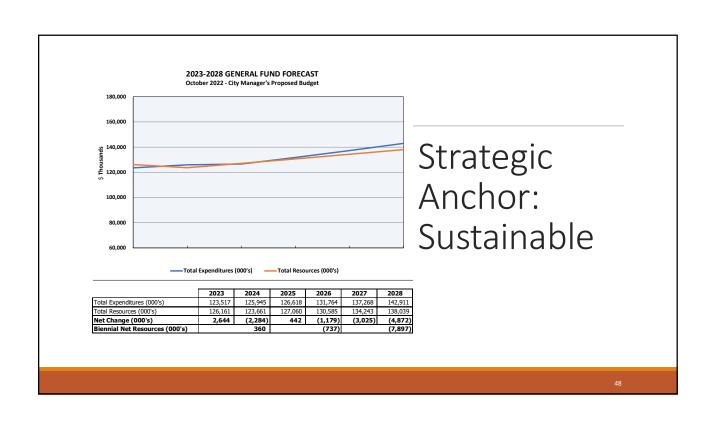
- 1. Fire and Emergency Medical Services
- Maintaining Streets
- 3. Managing Traffic Flow
- 4. City Parks
- 5. Recycling & Garbage Collection
- 6. Pedestrian Safety
- 7. City Planning and Response to Growth
- 8. Emergency Preparedness
- 9. Police Services
- 10. Protecting Our Natural Environment



EMC







| | 2023-2024 |
|--------------------------------|-------------|
| | Preliminary |
| Department | Budget |
| Police | 69,327,726 |
| Fire | 60,348,769 |
| Parks and Community Services | 24,757,404 |
| Public Works | 15,509,308 |
| Finance and Administration | 15,466,754 |
| City Manager | 6,660,131 |
| Municipal Court | 6,268,484 |
| Human Resources | 4,213,992 |
| City Attorney | 2,873,453 |
| City Council | 1,165,843 |
| Non-Departmental & Reserves | 87,582,002 |
| Total General Fund Base Budget | 294,173,866 |

General Fund by Department

- •Around 50% of the General Fund is used for Public Safety
- •Parks and Public Works are approximately 15% of the General Fund combined – both departments have non-General Fund activity
- Reserves and non-departmental includes policy reserves, departmental reserves, transfers to capital and debt payments

Estimated Annual Debt Service Through Bond Measure

• Example levy of \$0.30 per \$1,000 of assessed valuation would generate approximately \$11.5 million.

| Category | | Amount | Cents per \$1,000 | | |
|---------------------------|----|------------|-------------------|--|--|
| Total Levy (per thousand) | \$ | 0.30 | | | |
| Average annual cost for | | | | | |
| median homeowner | \$ | 272 | | | |
| Aggregate Annual Amount | \$ | 11,500,000 | | | |
| Capital Projects* | \$ | 9,500,000 | \$ 0.25 | | |
| Operating Costs | \$ | 2,000,000 | \$ 0.05 | | |

^{*}would support \$125 million debt issuance

•That would be equivalent to the following percentages of General Fund departments

| | | | | % of Support |
|------------------------------|-------------------|-------------|------------|--------------|
| Levy | % of General Fund | % of Police | % of Parks | Departments |
| \$11.5 million total | 8% | 33% | 93% | 63% |
| \$2 million annual operating | 2% | 6% | 16% | 11% |
| \$9.5 million capital | 6% | 27% | 77% | 52% |

