



CITY OF KIRKLAND

Department of Parks & Community Services

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To: Kurt Triplett, City Manager

From: Lynn Zwaagstra, Director
Michael Cogle, Deputy Director
John Lloyd, Deputy Director

Date: January 10, 2018

Subject: Joint Council and Park Board Meeting

RECOMMENDATION:

That the Council receive some background information pertaining to recommended agenda items for the joint City Council and Park Board meeting.

BACKGROUND DISCUSSION:

Each year, City Council and Park Board typically have a joint meeting. Topics focus on top City Council priorities and Park Board priorities. At the December 2017 Park Board meeting, the 2017-2018 work plan and top priority projects coming up in 2018 were discussed. Additionally, Park Board recommended some possible topics to discuss with City Council at the scheduled joint meeting. Park Board is recommending the following topics, in addition to any topics that the City Council may wish to address.

Draft Agenda for Joint City Council / Park Board Meeting on January 16, 2018 at 6pm

1. City Council discussion items
2. Overview of work plan - Highlight particular items of interest and advocacy such as off leash areas and the cost recovery study
3. Park acquisition, growth and development, in particular with the annexation area
4. Aquatics and recreation center

Where pertinent, background information on these topics are presented below.

Park Board Work Plan for 2018

In the fall of 2016, Parks and Community Services staff worked with the Park Board and City Council to implement a 2017/18 work plan. This work plan was the result of analysis of several factors, including the following.

- Current Council work plan items
- Current Park Board work plan items
- Current promises and obligations (e.g., levy projects, funded CIP projects underway and promised, technology projects underway with Lucity and CivicRec implementations and service packages approved in the budget)
- Department analysis indicating high priority issues and needs

In November and December of 2017, Park Board received an update on the status of Parks and Community Services Work Plan items. Many work plan items have been completed, many are actively in progress, and others have not yet commenced. The Park Board Work Plan is directly related to the overarching Parks and Community Services Work Plan, so this plan was also reviewed and an overview of the upcoming top priority items for 2018 were provided. Those are outlined below.

- Monitor and provide feedback on current capital improvement projects underway.
 - Juanita Beach Shelter and Bathhouse
 - Totem Lake Park and Bridge Design
 - Ballfield Design and Construction (Finn Hill Middle School)
 - Edith Moulton Construction
 - Forbes Lake Bid and Construction
 - Property Acquisition
 - Parks Maintenance Center
 - City/School Playfield Partnership
- Provide input on 2019-2024 CIP program to include a "CIP 101" session (i.e., presentation of the CIP process from start to finish and the roles of Parks versus Public Works CIP team), review of the current funded and unfunded CIP projects, and input on the 2019-2024 project list.
- Provide feedback on vendors in parks and vendor service levels that will enhance the park experience. This includes reviewing current vendors and concessions and a holistic view of desired park services that can be delivered through contracted services.
- Provide input on department measures of success including review of current department measures and typical industry measures.
- Review and provide feedback on park service levels and maintenance standards.
- Participate in and provide recommendations on the cost recovery study.
- Collaborate with staff to implement an off leash dog area study, analyze results, and provide recommendations.
- Participate in and provide recommendations on the McAuliffe Park Master Plan.
- Review and provide feedback on park signage and wayfinding standards.

The 2017-2018 Parks and Community Services Work Plan and the 2017-2018 Park Board Work Plan are attached in Attachment 1.

Off Leash Dog Areas (DOLA)

In August 2014, Traci Doering, Past President of Kirkland Dog Off Leash Group (KDOG) presented her organization's proposal to allow designated off-leash dog activity in select parks during specific times of the day. Designated off-leash areas are known as DOLA's. DOLA's are established in specified areas of some parks and are denoted by boundary markers and/or existing park features such as fences, pathways and landscaping. DOLA's may have limited hours of operations, such as early morning or evening hours only, or may be limited to certain periods of the year to avoid conflict with other park activities. In October 2014, the Park Board agreed to form a working committee comprised of Board members, KDOG members and staff. This committee presented a proposal to Park Board in February 2015. An overview of this proposal is attached in Attachment 2.

The next step in the process was to complete a public outreach process to assess support for the proposed pilot program and refine parameters. The public outreach was deferred until the new Kirkland Animal Services program was implemented. The Animal Services program was developed throughout 2017 and officially commenced on January 1, 2018. A service package was submitted during the 2017 mid-biennium budget process to complete this public outreach process in 2018. This was approved by Council with the mid-biennium budget in December 2017.

Possible discussion questions include:

1. Does Council continue to support the concept of DOLA's and engagement in the public outreach process during 2018?
2. Are there any particular issues that the Council would like to see addressed during this process, or opportunities that the Council would like to see explored?

Cost Recovery Study

During the mid-biennium budget process, a service package was submitted to conduct a cost recovery study. This was in response to requests from City Council to examine rationale for fees and charges collected by Parks and Community Services for rentals, programs and other services. The service package was approved by Council in December 2017 and the project is expected to kick off in February 2018.

The goal of this project is to develop a cost recovery model and policy that provides a framework for future planning, budgeting, pricing and resource allocation for the City's parks, recreation and community services. An interactive and holistic approach should lead to a cost recovery model and policy that reflects the City Council goals, the mission and vision of the Department, and the values of the community. The project should align available and future resources with services and commitments to include desired level of service, sustainable fiscal stewardship, and industry best practices in order to develop an implementation plan that will ensure that the Department is moving in the right direction to meet the needs of the Kirkland community.

The study is expected to provide justifiable, articulated and agreed upon pricing rationale that can be used to allocate resources and provide service levels that most effectively meet the community needs and aligns with the mission and vision. An additional component includes 5-year modeling, which will allow the City to develop appropriate financial strategies to prepare for the future.

Discussion questions include:

1. What role do you see the Park Board playing in the development of the cost recovery model?
2. How can the Park Board contribute recommendations reflective of community input received in the course of their role?

Park Acquisition, Growth and Development

The adopted Parks, Recreation and Open Space Plan outlines goals and policies for the Parks and Community Services Department. This includes park acquisition as it pertains to the established levels of service and park development and improvements. At the City Council retreat in June 2017, staff discussed a park acquisition strategy with Council. Council expressed interest in moving forward with this proposal, included as Attachment 3.

Here is a brief update on specific authorized purchases.

- Juanita Heights Park Expansion with Smith Parcel. Purchase offer was declined.
- Juanita Heights Park Expansion with Wu Parcel. Mr. Wu has agreed to terms on City acquisition of his 4.1 acre forested property at a below-market price of \$620,000. Funding for the acquisition will be offset with a \$250,000 grant from King County. A formal Purchase and Sale Agreement is scheduled to be presented to the City Council on February 5. Acquisition of the Wu parcel will increase the size of Finn Hill's Juanita Heights Park by 67%, protecting vital open space and furthering neighborhood goals for trail connectivity.
- McAuliffe Park Expansion with Richards Parcel. The purchase and sale agreement was executed in 2017.

The next expressed priorities were to focus on acquisitions in gap areas B, C and D. Maps of these gap areas are contained in the attached acquisition strategy.

- Gap Area B: Southwestern portion of the North Juanita neighborhood
- Gap Area C: Northeastern portion of the North Juanita neighborhood
- Gap Area D: Northeastern portion of the Kingsgate neighborhood

Discussion questions include:

1. Given limited funding and increasing cost of land, how could the Park Board assist in accomplishing purchases to reduce or eliminate the high priority gap areas?
2. What is the Council's interest in future bond initiatives that may provide funding for park acquisitions and development projects?

Aquatics and Recreation Center (ARC)

Creation of a Metropolitan Park District, which would have created the mechanism to fund development of the ARC Center, was not approved by Kirkland voters in 2015. However, there remains a demonstrable need for additional indoor recreation and aquatic space to serve the existing and future Kirkland community. The City's many surveys and public outreach efforts have indicated a desire by residents for a multi-purpose indoor recreation facility such as the ARC Center.

The Lake Washington School District has indicated that the Aquatic Center at Juanita High School will remain open as part of the development of the new school campus. Unfortunately, no funding for pool upgrades has been promised and the aquatic facility remains in poor condition. It is unclear how long the Juanita Aquatic Center will remain operational.

Meanwhile, programs at the City's two community centers continue to experience record enrollment, with extensive waiting lists for many City recreation programs indicating unmet demand.

Discussion questions include:

1. Does the Council have interest in continuing to explore options for creating aquatics and additional indoor recreation space for Kirkland residents?
2. If so, how and when might the Park Board and staff assist with this effort?
3. Would the Council have interest in receiving suggestions/recommendations on additional options to create indoor aquatics and recreation space that utilizes current park space and community centers throughout the City?

2017-2018
MAJOR WORK PLAN ELEMENTS
DEPARTMENT OF PARKS AND COMMUNITY SERVICES

1. Park Planning, Acquisition and Capital Projects

- 1.1. Complete several in-process park acquisitions
- 1.2. Acquire additional properties for neighborhood parks with funding from 2012 Park Levy
- 1.3. Complete improvements to Edith Moulton Park
- 1.4. Complete replacement of Juanita Beach Park Bathhouse and New Picnic Shelter
- 1.5. Complete design and permitting for improvements to Totem Lake Park
- 1.6. Complete improvements to Spinney Homestead Park
- 1.7. Complete improvements to Terrace Park
- 1.8. Complete improvements to Marina Park Dock and Boat Launch
- 1.9. Complete pier decking replacement at Doris Cooper Houghton Beach Park
- 1.10. Finalize and begin implementation of plan for new Parks Maintenance Center
- 1.11. Identify and implement City-LWSD Playfield Partnership Projects
- 1.12. Complete improvements to Forbes Lake Park
- 1.13. Complete playground improvements at Tot Lot Park
- 1.14. Complete Peter Kirk Pool Liner Replacement
- 1.15. Complete O.O. Denny Park irrigation system and picnic shelter projects
- 1.16. Complete Marina expansion and breakwater feasibility study
- 1.17. Pursue RCO Grant Funding through Youth Athletic Facilities Program
- 1.18. Pursue grant funding for land acquisition through Conservation Futures Tax Program

2. Recreation and Customer Services

- 2.1. Implement new parks and recreation software system
- 2.2. Automate park and recreation facility rentals and online reservation system in the new software
- 2.3. Automate all remaining feasible customer service processes into new software
- 2.4. Implement new centralized customer services center for the Department
- 2.5. Update park and recreation facility rental prices and policies
- 2.6. Update, unify and streamline customer service processes to a new user friendly system
- 2.7. Update website to incorporate new business practices and technology
- 2.8. Implement staffing re-organization for Recreation Services Division
- 2.9. Assume staff support responsibilities for Youth Council and Senior Council
- 2.10. Monitor, assess, and modify as necessary new pricing structure for athletic fields
- 2.11. Revise boat launch seasonal pass sales process
- 2.12. Establish levels of services and strategic approach to park vendor and concessionaire program

3. Park Maintenance & Operations

- 3.1. Implement new Asset Management and Labor Tracking Software System
- 3.2. Complete major maintenance projects funded from new Parks Facilities Sinking Fund
- 3.3. Complete identified park improvement projects
- 3.4. Complete identified ballfield improvement projects
- 3.5. Seek community feedback and evaluate proposed Designated Off-Leash Area program
- 3.6. Implement new boat launch and moorage pay systems
- 3.7. Implement web cam for Marina Park

- 3.8. Assume maintenance responsibilities for Hazen Hill Park
- 3.9. Secure HPA Permit from WDFW for on-going maintenance of docks
- 3.10. Complete new Parks Division policies and procedures manual
- 3.11. Develop wayfinding and signage standards
- 3.12. Develop tree maintenance standard operating procedures
- 3.13. Develop trail management standard operating procedures
- 3.14. Develop natural parks standard operating procedures

4. Special Events Permitting and Friday Farmers' Market

- 4.1. Conduct survey of event organizers and implement improvements as identified
- 4.2. Evaluate possible relocation of Juanita Beach Park Farmers' Market within park

5. Human Services

- 5.1. Establish Human Services Commission
- 5.2. Develop Human Services Commission Orientation Manual and Work Plan
- 5.3. Assist with welcoming and inclusive community initiatives
- 5.4. Assist CMO in implementation of Permanent Shelter for Women and Children

6. Green Kirkland Partnership Program

- 6.1. Develop sponsorships, revenue-generating programs and events to support GKP activities
- 6.2. Integrate GKP asset management and work flow processes into the Lucity software
- 6.3. Integrate event/program registration component of GKP into recreation software
- 6.4. Update website to reflect new business practices related to staffing changes and technology

7. Parks Administration

- 7.1. Complete cost-of-service study to establish policy on program/facility fees and charges
- 7.2. Participate in regional discussions regarding facility partnerships and funding initiatives
- 7.3. Complete department realignment and position classifications study
- 7.4. Minimum wage increase plan and implementation
- 7.5. Examine and update department measures of success and integrate into reporting processes

8. Park Board

- 8.1. Provide recommendations on implementation of Totem Lake Park Master Plan
- 8.2. Provide recommendations on design of new Juanita Beach Park Bathhouse and Shelter
- 8.3. Provide recommendations on renovation plans for Spinney Homestead and Terrace Parks
- 8.4. Provide recommendations on implementation of City-School District Playfield Partnership
- 8.5. Provide recommendations on implementation and evaluation of athletic field pricing structure
- 8.6. Provide recommendations on potential land acquisitions for future neighborhood parks
- 8.7. Seek public feedback and provide guidance on Designated Off Leash Area proposal
- 8.8. Provide recommendations on cost-of-service study
- 8.9. Provide recommendations on park vendors program
- 8.10. Provide recommendations on Department's "Measures of Success"
- 8.11. Receive briefings on implementation of new asset management and labor tracking system
- 8.12. Receive briefings on implementation of new program registration and facility booking system
- 8.13. Provide recommendations on trail signage standards and wayfinding
- 8.14. Provide recommendations on Parks 2019 – 2024 Six-Year Capital Improvement Program (CIP)

Kirkland Park Board 2017 – 2018 Work Plan

<i>1. THRIVE – Active Places and Programs for All Ages</i>		
Objective	Park Board Role	Timing
1.1: Implement Totem Lake Park Master Plan <i>In progress</i>	Provide guidance to staff and design team on design of Phase 1 improvements, including development of Yuppie Pawn Site.	2017 Q2 / Q3
1.2: Replace Juanita Beach Park Bathhouse Replacement and Add New Picnic Shelter <i>In progress</i>	Provide guidance to staff and design team on placement and design of new bathhouse and shelter.	2017 Q1 / Q2
1.3: Renovate Terrace Park <i>Project defunded</i>	Provide guidance to staff and design team on renovation plan for park.	2018 Q1 / Q2
1.4: Renovate Spinney Homestead Park <i>Project defunded</i>	Provide guidance to staff and design team on renovation plan for park.	2018 Q1 / Q2
1.5: Expand opportunities for off-leash dog activity in City parks <i>Not started, 2018 service package approved</i>	Seek public input and provide guidance to staff and City Council on possible pilot project to permit limited off-leash hours at certain parks.	2018 Q1 / Q2
1.6: Purchase land for future neighborhood parks <i>In progress</i>	Provide guidance to staff on priorities for acquisition.	Ongoing
<i>2. SPORT – Athletic Fields and Facilities for a Wide Variety of Sports</i>		
Objective	Park Board Role	Timing
2.1: Implement new City-School Playfield Partnership Projects <i>Project selected, moving forward into design</i>	Provide guidance to staff on selection of school sites for playfield improvements.	2017 Q2 / Q3
2.2: Implement and assess new athletic field pricing structure <i>Complete</i>	Provide guidance to staff on implementation and evaluation of new pricing structure.	2017 Q3 / Q4
<i>3. CONNECT – Trails and Greenways Linking People and Places</i>		
Objective	Park Board Role	Timing
3.1: Develop trail signage and wayfinding standards for trails and associated facilities <i>Not started</i>	Provide guidance to staff on proposed standards.	2018 Q1 / Q2
3.2: Conduct preliminary analysis of a shoreline trail connecting Juanita Bay Park and Juanita Beach Park	Receive report from staff.	2017 Q3 / Q4

Kirkland Park Board 2017 – 2018 Work Plan

Not started		
<i>4. <u>NURTURE – Environmental Stewardship for a Green Future</u></i>		
Objective	Park Board Role	Timing
<i>5. <u>SUSTAIN – Institutional Capacity to Realize the Vision</u></i>		
Objective	Park Board Role	Timing
5.1: Update the Parks’ Capital Improvement Plan Not started	Provide guidance to staff on proposed projects and funding for Parks the 2019-2024 CIP.	2018 Q1 / Q2
5.2: Complete cost of service study Not started	Provide guidance to staff on proposed cost recovery policies.	2018 Q2 / Q3
5.3: Procure and manage food and recreation vendors in parks Not started	Provide guidance to staff on proposed locations and vendor services.	2017 Q1 / Q2 2018 Q1 / Q2
5.4: Develop department measures of success Not started	Provide guidance to staff on proposed success measurements.	2017 Q3 / Q4
5.5: Implement new program registration and facility booking system (Rec1) System implemented, optimization will continue	Receive briefings on project implementation.	2017 Q1 / Q2
5.6: Implement new asset management and labor tracking system (Lucity) System implemented, optimization will continue	Receive briefings on project implementation.	2017 Q2 / Q3
5.7: Implement new department customer services hub Complete	Receive briefings on project implementation.	2017 Q1 / Q2
5.8: Review the master planning process and discuss applicability to McAuliffe Park Not started	Receive a briefing on the master planning process for parks and provide recommendations to staff on applying this process to McAuliffe Park	2017 Q3 / Q4



Proposed Pilot Program: Unfenced Designated Off Leash Areas in Kirkland Parks

Goal: Provide a range of on-leash and off-leash opportunities to accommodate the variety of needs of dogs and their owners, while not overly impacting the needs of other park users.

Realities: The following assumptions are built into managing the use of public recreation areas by dogs and their owners [*Source: Portland, Oregon Off-Leash Program*]:

- Recreating with a dog is a legitimate and appropriate park use.
- Conflict is unavoidable.
- Park managers have the responsibility to design, create, and manage parks in a way that minimizes conflict.
- Park users also have a responsibility to help minimize conflicts with other park users by displaying mutual respect and by following park rules.

Policies and Regulations: Pertinent City and State regulations or policies have been reviewed in developed of this proposal. City regulations and/or policies may need to be revised in order to implement the pilot program.

What is an "Unfenced Designated Off-Leash Area"?

An unfenced designated off-leash area (DOLA) is a carefully selected area in a city park where dogs can play and exercise off-leash under voice control of their owner. The designated areas are shared with other park users and kept available for other park uses.

What does voice control mean?

Dog owners using unfenced off-leash areas should have their dogs under control at all times. The challenge can be individual interpretation of what "under control" means. It should mean the owner/handler has voice control over the actions of the dog in all situations and it is trained to respond to verbal commands of come, stay, down, sit, and no.

Why consider unfenced off-leash areas?

- Strong demand from Kirkland park users for more off leash opportunities.
- Off-leash (unauthorized) activity is already widespread in most Kirkland parks.
- Sanctioned use can be more easily monitored and managed.
- Sanctioned use increases likelihood of responsible dog ownership and dog socialization through interaction with positive role models and opportunities for education and outreach.
- Provides expanded opportunities for informal and formal dog training.
- Considerably less expensive than creating a dedicated, fenced off-leash dog park.
- Allows for other park uses throughout the day.
- Provides an opportunity for dog owners to meet, share information, and form community bonds.
- Makes it less likely that dogs will be let loose in undesirable areas.
- Lessens pressure placed upon Jasper's Dog Park as being Kirkland's sole public off-leash opportunity.



Attachment 2

What are the Keys for Ensuring Success?

- Abundant and Dispersed: More locations are better than fewer. Providing opportunities across all neighborhoods lessens traffic, encourages neighbor-to-neighbor interaction, and lessens the likelihood that a particular park in the community may be overused.
- Right Site: A designated off-leash areas (DOLA) should:
 - Be a minimum of 5,000 square feet
 - Not negatively affect fish and wildlife habitat
 - Not negatively affect water quality
 - Avoid active restoration areas
 - Be relatively level
 - Have minimal impact on adjacent residential areas (off leash areas should be No Barking Zones)
 - Be away from playgrounds
 - Avoid playfield conflicts
 - Avoid swimming beaches during swimming season
 - Off-leash trails should be wide enough to allow for the passing of dogs and owners
 - If on a school walk route, avoid off-leash activity immediately before/after school hours
 - A park's main pedestrian circulation should not be within the designated off-leash areas
 - Avoid siting DOLAs adjacent to streets with heavy traffic
 - Consider areas currently experiencing high off-leash dog use
 - Be equipped with minimum amenities which include site signs with places for posting notices; fence or boundary markers; garbage cans and dispensers for scoop bags
- Clear boundaries: Unfenced designated off-leash areas should be clearly defined through signage and boundary markers such as posts, bollards, or other visible devices. Existing fencing, walls, and vegetation can also help define the areas. Flyers, maps, etc. should also be made available.
- Right times:
 - Programming of specific hours provides a balance between the needs of dog owners and other park users.
 - Off-leash hours and seasons should be defined by individual park use patterns and hours of daylight.
 - Morning times: 6:00 a.m. – 9:00 a.m.
 - Evening times: 4:00 p.m. – Dusk
- Right Enforcement: Parks and Community Services has a limited ability to enforce off-leash rules and regulations. Current emphasis is placed on education and outreach, with enforcement a secondary priority. It should be noted that the City has a limited capacity to actively enforce all park rules (not just leash laws), and that enforcement of park rules is typically complaint-based. Nonetheless, additional resources are likely to be necessary to ensure program success.
- Right Rules: Rules should be clearly posted at off leash sites and written to be easily understood. It is anticipated that additional efforts will need to be made to help all park visitors



Attachment 2

understand why the rules are important and to encourage them to be considerate of others and to act responsibly.

Learning from the experiences gleaned from Jasper's Dog Park and successful unfenced off leash areas in other communities, the following rules and regulations are proposed for Kirkland's off leash areas:

Rules for dogs:

- Demonstrate appropriate social interaction
- Display tags showing proof of current license and rabies vaccination
- Be considerate of park neighbors by playing quietly in the early morning and evening hours - No Bark Zone
- When off leash, stay in the designated off leash area boundaries

Rules for owners/handlers:

- Dogs displaying aggressive behavior toward people or other dogs must be removed from the DOLA immediately.
 - Bring no more than two dogs to the DOLA at any time.
 - Remain in the DOLA to supervise their dog and keep them within view and under verbal control at all times.
 - To prevent injury, remove pinch or choke collars when playing off leash.
 - For health and safety reasons, do not bring a dog in heat to a public park.
 - For health and safety reasons, do not bring a puppy under six months old to the DOLA.
 - Children must be closely supervised.
 - Accept responsibility for any damage or injury caused by their dog. No digging allowed.
 - Comply with all other park rules.
- More Education: The City should partner with advocacy groups such as KDOG to sponsor and promote increased education for dog owners. Experts can be used to provide a variety of on-site trainings and workshops. Topics may include:
 - Canine social development
 - Dog body language - friendly, fearful, and aggressive
 - Basic commands every dog should know
 - Help for leash-reactive dogs
 - Equipment for dogs and how to use it
 - Meeting the needs of your high energy dog
 - Teaching your dog to love a muzzle
 - Dog breeds and behavior
 - Mentally stimulating toys and training
 - The aging dog
 - Dog park drop outs

Trial Period: In order to assess the proposed program over the course of the varying seasons of the year, the trial period should be a minimum of 12 months from date of inception. The program should be formally reviewed by the Park Board at the end of every season to assist Parks staff in making any necessary adjustments and to help determine continued viability.



Attachment 2

Parks staff will require approximately 90 days after the program is formally approved to begin implementation.

Assessment: Data and information used for on-going and final assessment of the pilot program will include:

- Citizen comments log
- Observational reports
- Enforcement data
- Maintenance impact assessments
- Web survey
- Feedback from neighborhood associations

Public Involvement: Public input should be gathered to assess support for the proposed pilot program and refine parameters prior to making a final decision on whether or not to implement the project.

Public participation goal should be to work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered.

Recommended public engagement strategies include:

- Outreach to all neighborhood associations, including attendance/presentations by staff and Park Board when possible.
- Web survey to ascertain opinions and attitudes towards pilot program
- News release to media and blogs
- City webpage
- Notices posted at each proposed DOLA site
- Park Board Public Hearing



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MEMORANDUM

To: Kurt Triplett, City Manager

From: Lynn Zwaagstra, Director
Michael Cogle, Deputy Director

Date: June 2, 2017

Subject: Near Term Park Acquisition Strategy

RECOMMENDATION

That the Council review the proposed park acquisition strategy and provide feedback on the proposed park acquisition priorities for the next 5 years.

BACKGROUND

In this period of rapid residential and commercial development, it is more important than ever that the City provide parks near all residents as places of recreation and refuge to keep Kirkland sustainable, green and vibrant. Adding new parks is becoming even more challenging as land is developed and real estate prices escalate significantly. These factors create the need for a near-term park acquisition strategy so that the City may seize opportunities and provide the recreation and open space experiences that are so essential to the quality of life in Kirkland.

The Parks and Community Services Department is guided in its vision, mission and direction by the Parks, Recreation and Open Space Plan (PROS). The PROS Plan provides a vision for the City's park and recreation system, contains service guidelines and addresses department goals, objectives and other management considerations toward the continuation of high quality recreation opportunities to benefit the residents of and visitors to Kirkland. The PROS Plan was part of the Kirkland 2035 Comprehensive Plan process and was updated with substantial input and direction from Kirkland residents, approved by the Park Board and adopted by City Council in November 2015.

The PROS Plan contains level of service guidelines, including an acreage guideline for community and neighborhood parks as well as a park within a specified walking distance. (PROS Plan p. viii) The neighborhood acreage guideline is 1.5 acres per 1,000 residents. The community park acreage guideline is 2.25 acres per 1,000 residents. (Comprehensive Plan Chapter X, policy 2.1) No specific guidelines are given for waterfront and natural parks, but they are included in the acreage targets. Each resident should have a neighborhood park within a ¼ mile walking distance (PROS p. 44) and a community park serving residents within a 1-mile drive (PROS p. 46).

The PROS plan defines the different park types. The definition of neighborhood and community parks are below. These are guidelines only. Some parks fall below, at or above the guidelines.

- **Neighborhood Parks:** Designed for unstructured, non-organized play and limited active and passive recreation. Preferably meets a minimum of 2 acres when possible and generally are 3-5 acres. The defined goal is to have a neighborhood park within ¼ mile walking distance. As this type of park is meant to serve neighbors in walking distance, typically parking and restrooms are not provided. Amenities typically include picnic tables, benches, play equipment, trails, a multi-use open field for informal play and sports courts. This City has defined areas of services gaps, covered below.
- **Community Parks:** Designed for active and structured recreational activities and sports. Preferably meets a minimum of 15 acres and generally are 15-30 acres. The defined goal is to have a community park within a 1 mile drive, walk or bike ride. Since community parks serve a larger geographic area, parking and restrooms should be provided. Amenities typically include a wide array of active recreation amenities as well as opportunities for more passive use. The City currently meets the acreage standard, but will fall short upon full residential development by 2035 if no acreage is added.

Levels of Service Guidelines – Acreage and Gaps

As indicated above, the PROS Plan and the Kirkland Comprehensive Plan identify park service levels of 1.5 acres per 1,000 residents for neighborhood parks and 2.25 acres per 1,000 residents for community parks. The following analysis is based on this service level.

In calculating the service level gap by acreage, the PROS Plan included all City park space, 50% of elementary school space and 100% of secondary school space. (PROS Plan p. 131)

- **Neighborhood Parks –**
 - Current:
 - 82,590 residents * 1.5 acres per 1,000 residents = 123.8 acres
 - Current service level is 107.57 acres
 - Current service gap is 16.23 acres
 - Vision 2035:
 - 95,000 residents * 1.5 acres per 1,000 residents = 142.5 acres
 - Current service level is 107.57 acres
 - Future service gap is 34.93 acres
- **Community Parks –**
 - Current:
 - 82,590 residents * 2.25 acres per 1,000 residents = 185.8 acres
 - Current service level is 207.92 acres
 - Current service gap is -22.12 acres
 - Vision 2035:
 - 95,000 residents * 2.25 acres per 1,000 residents = 213.75 acres
 - Current service level is 207.92 acres
 - Future service gap is 5.83 acres

It is important to note that County Parks and State Parks are not counted in this analysis. While it is helpful to understand the acreage gaps and the number of acres to target, it does not guide an acquisition strategy. It does, however, point to a focus on neighborhood parks for acquisition.

Levels of Service Guidelines – Walking Distance and Gaps

The PROS Plan conducted a gap analysis based on the walking distance guideline in order to determine where future park acquisitions should focus. This analysis took into consideration the location of State and County parks. Additionally, school sites are included as park space available to the community at a 50% and 100% level as indicated above. However, privately held lands, such as homeowner association amenities or development holds are not included as park space.

After including all City of Kirkland park and open space, State and County parks, and school sites, the PROS Plan identifies areas of Kirkland where the service level gaps are most prominent. This information begins to guide an acquisition strategy. These gaps are outlined on the map in Addendum A. More detailed aerial photos of each of the gap areas are included as Addendum B. The largest areas of identified gaps are in the eastern portion of the Big Finn Hill area, North Juanita neighborhood and the Kingsgate neighborhood. The gaps outlined in the PROS Plan are as follows.

- Gap A: Northeastern portion of the Finn Hill neighborhood (Addendum B)
- Gap B: Southwestern portion of the North Juanita neighborhood (Addendum B)
- Gap C: Northeastern portion of the North Juanita neighborhood (Addendum B)
- Gap D: Northeastern portion of the Kingsgate neighborhood (Addendum B)
- ✓ Gap E: Central portion of the Kingsgate neighborhood – Eliminated with Hazen Hills Park Acceptance (Addendum B)
- Gap F: Northern portion of the North Rose Hill neighborhood (Addendum B)
- Gap G: Western portion of the South Rose Hill neighborhood (Addendum B)
- Gap H: Southern portion of the Bridle Trails neighborhood (Addendum B)

Acquisition

The Parks and Community Services Department regularly evaluates property for acquisition in order to meet the Parks, Recreation and Open Space Plan (PROS) goal of acquiring parklands necessary to adequately serve the City's current and future populations based on level of service guidelines. (PROS Plan Policy 2.1, p. 23)

The PROS Plan provides several objectives to guide accomplishment of this goal. This includes the following. (PROS Plan Policy 2.1, p. 23)

- Proactively seek parkland identified within this plan, in both developed and undeveloped areas, to secure suitable locations for new parks to serve future residents. Evaluate acquisition opportunities based on criteria such as improvement to existing levels of service, connectivity, preservation and scenic or recreational opportunities for residents.
- To provide equitable park distribution, prioritize park acquisition in underserved areas where households are more than ¼ mile from a developed park.
- Prioritize park acquisition in areas of the City facing population growth and residential and commercial development.

- Establish or improve urban public services in newly annexed areas, as funds are available, to meet established levels of service.
- Evaluate opportunities to acquire lands declared surplus by other public agencies for park and recreation use.
- Pursue low-cost and / or non-purchase options to preserve open space, including the use of conservation easements and development covenants.
- When considering vacation of any right-of-way, consider its appropriateness for use as public park or open space.

In order to help objectively evaluate potential parcels for acquisition, staff utilized these objectives to develop a "Property Acquisition Rating" sheet. (Addendum C) This acquisition rating sheet is not policy, just a guideline that can help create a numerical metric to assist in decision making.

Possible Acquisition Costs

As mentioned above, the PROS Plan provides clear priorities and guidelines for the pursuit of future park properties. It also identifies locations on which to focus acquisition efforts. In order to gain an understanding of rough costs to obtain new park land, an analysis of land costs was conducted through an MLS search.

As the information above indicates, there is no gap in service guidelines for community parks at this time; however, there is a gap for neighborhood parks. Thus, the acquisition of neighborhood parks becomes more of a priority.

Neighborhood Parks – Potential Cost of Acquisitions

Cost per acre = \$1,513,585*

** This estimate comes from an analysis of property sales conducted by Brenda Nunes with KW Nunes Group. This analysis included 21 vacant land parcels currently listed, 12 pending Kirkland developed property sales and 23 recent Kirkland developed property sales. This figure is the average of these 56 properties.*

Neighborhood Park	Target for Neighborhood Park Size	Cost Per Neighborhood Park Assuming 4 Acres
Assumes developed land	3-5 acres	\$6,054,340

This information simply shows an approximate cost assuming similar market conditions over time. As market conditions are variable and development is occurring at a rapid rate, it would be difficult to determine the cost of acquiring new park space with any degree of accuracy.

Available Acquisition Funds

Funds for park acquisitions come from numerous sources including the 2012 Park Levy, Impact Fees, REET, the King County Levy and grants. Based upon current budget projections, development projections for Impact Fees and an assumption that the King County Levy will be renewed at the same level, the following chart represents funding available for park acquisitions. This includes 2 currently awarded grants for a specific parcel acquisition and a previous year set-aside to match those grants.

	2017	2018	2019	2020	2021	2022
Levy	\$360,000	\$750,000	\$600,000			
Impact Fees				\$734,000	\$1,035,000	\$1,135,000
King County Levy <i>(Assuming renewal)</i>				\$230,000	\$230,000	\$230,000
REET						
Grants	\$285,000					
Unconfirmed Grant	\$250,000					
Reserves						
Balance Forward	\$500,000					
Possible Property Sale	\$600,000					
Total	\$1,995,000	\$750,000	\$600,000	\$964,000	\$1,265,000	\$1,3695,000

ACQUISITION STRATEGY TO GUIDE THE NEXT FEW YEARS

As mentioned throughout this document, the PROS Plan contains significant guidance on the pursuit of new park space. This includes demonstrating the areas of greatest need to achieve equitable distribution of parks within the community and priorities to focus acquisition efforts in the coming years. This information should be considered the first component of an acquisition strategy. But the PROS Plan is a twenty year plan and priorities for the next six years must be set to respond to growth, maximize the effective use of existing dollars, fulfill levy commitments and leverage community support. Therefore staff is proposing the following near term acquisition strategy.

1. Focus on the acquisition priorities and guidelines outlined in the PROS Plan.
2. Complete the current pending purchases of parcels contiguous to Juanita Heights Park. These parcel acquisitions have been in discussion with the City for several years, have grant money available and strong support, including financial support, from the neighborhood. Previous year funds exist for these purchases. (See Addendum D for Funding Chart)
 - a. Wu property: \$250,000 City funding, \$250,000 grant (if approved) and private funding of \$120,000
 - b. Smith property: \$240,000 City funding, \$240,000 approved grants
3. Complete the current pending purchase of the parcel contiguous to McAuliffe Park. This parcel acquisition has been in discussion with the City for approximately 1 year and is contiguous to a centrally located community park, allowing an enhancement to that park. This purchase would be completed with 2017 and 2018 funds. (See Addendum D for Funding Chart)
 - a. Richards property: \$600,000 possible proceeds from property sale, \$1,072,000 City funding

- b. Note: The \$1,672,000 purchase price does not include inspection or demolition costs.
4. Reconsider the standards for property acquisition. For example, holding out for parcels that meet all criteria is becoming increasingly difficult. Compromises may need to be made in size, condition, visibility of the space, and so on.
5. Focus on neighborhood park acquisitions in specified gap areas.
6. Prioritize the gap areas that are not close to other park spaces over gap areas that are close to a park space. For example, Gap Area H has Bridle Trails State Park on 2 sides. Additionally, prioritize gap areas with higher residential population density.
 - Proposed 3 top gap area priorities:
 - i. Gap Area B: Southwestern portion of the North Juanita neighborhood
 - ii. Gap Area C: Northeastern portion of the North Juanita neighborhood
 - iii. Gap Area D: Northeastern portion of the Kingsgate neighborhood
7. Begin a proactive process of identifying available property and targeting parcels for development and/or purchase. Some possible steps include the following:
 - a. Meet with Planning and GIS staff to identify City-owned lands set aside for green belt and/or Stormwater detention that might be modified to include neighborhood park amenities.
 - b. Use GIS to identify undeveloped land or developed land in target zones that could be purchased.
 - c. Work with the Park Board and Kirkland Alliance of Neighborhoods to discuss properties of interest.
 - d. Contact property owners to discuss interest in selling.
8. Aggressively pursue grant funding to assist with acquisitions.
9. Consider condemnation in certain circumstances to acquire key parcels in strategic locations.

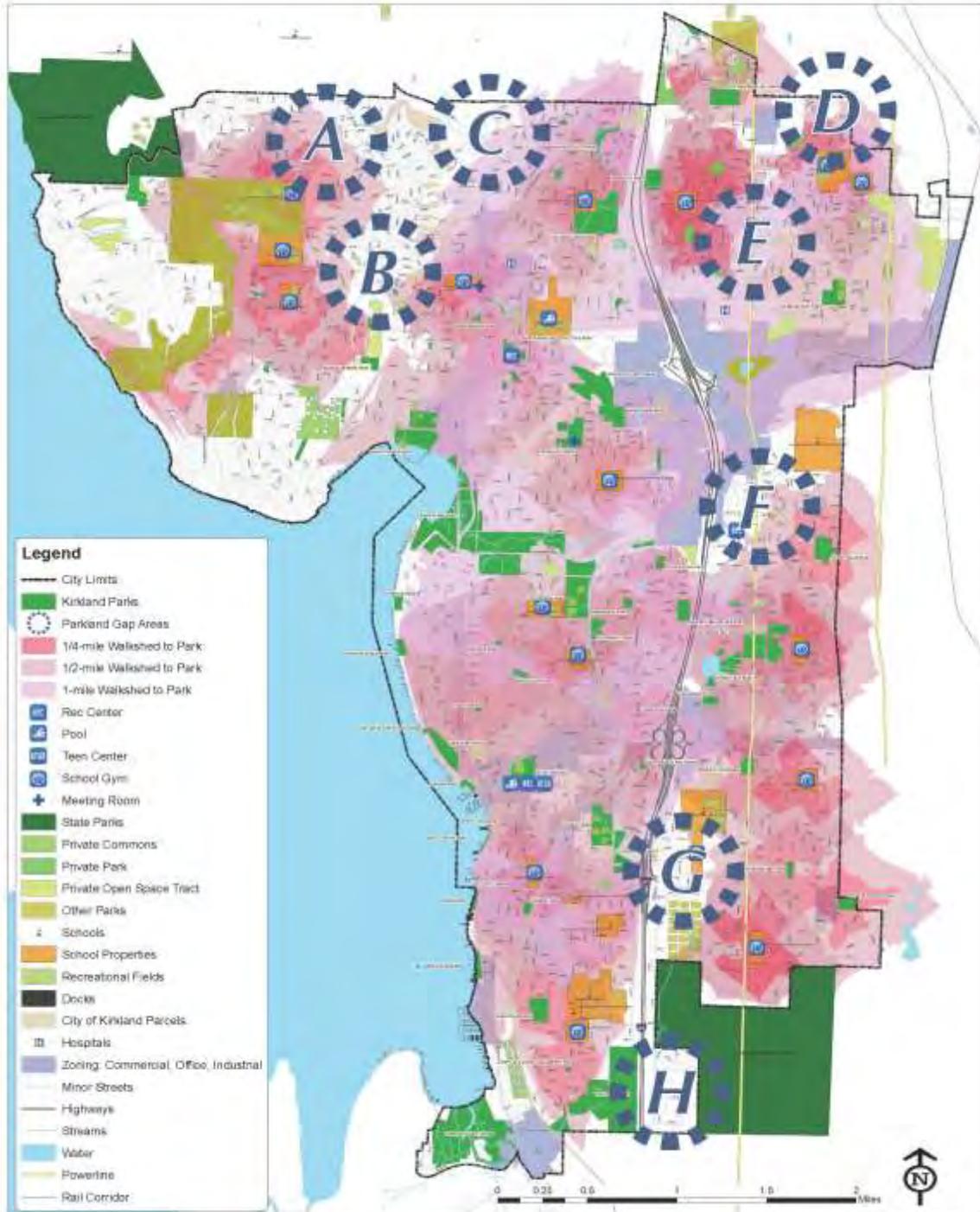
Next Steps

Staff is seeking feedback from the City Council on the proposed near-term acquisition strategy. Once a final strategy has been determined by the Council, staff will proceed with implementation as quickly as possible.

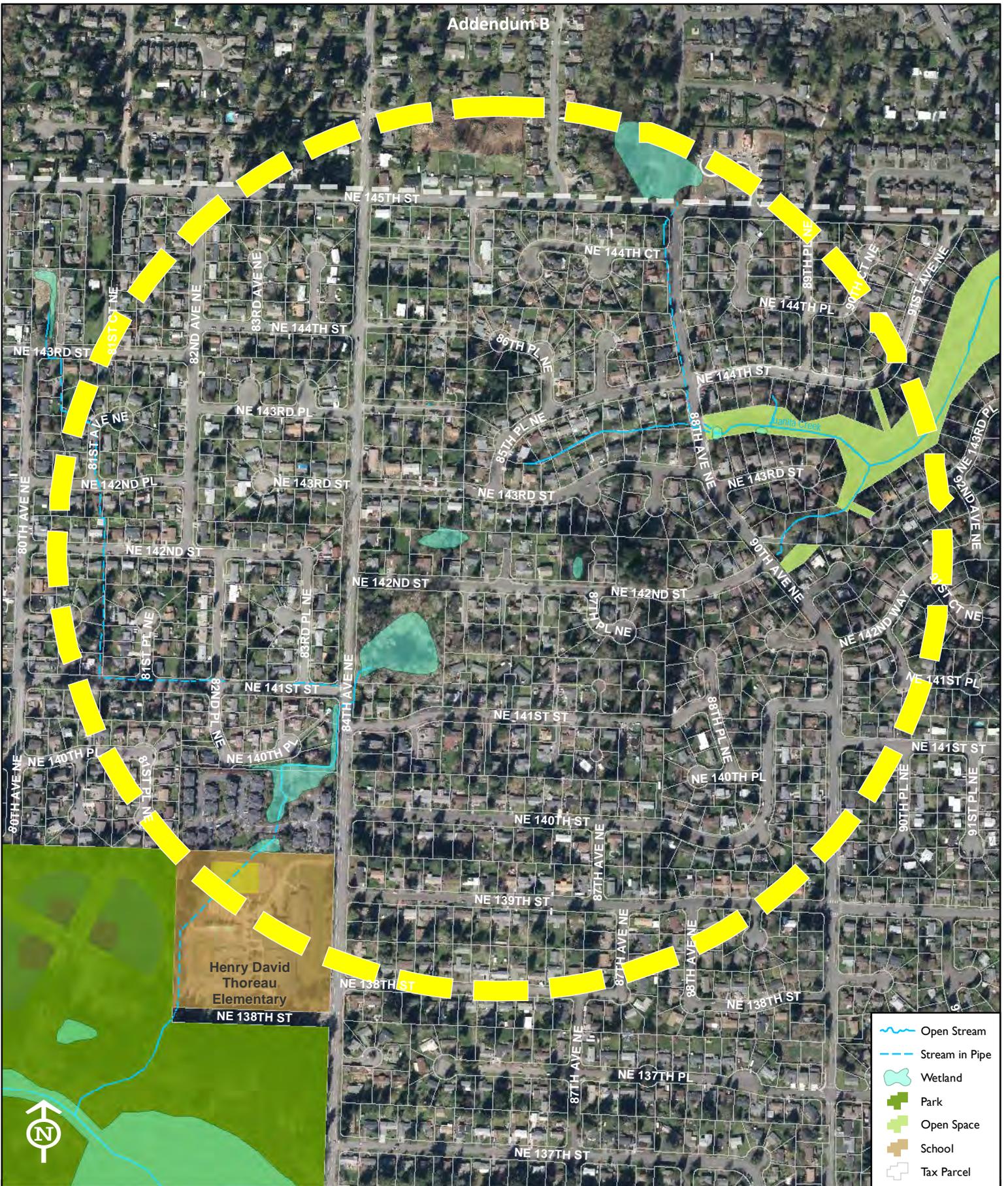
Addendum A: Park Gap Analysis



Parks, Recreation & Open Space Plan | 2015



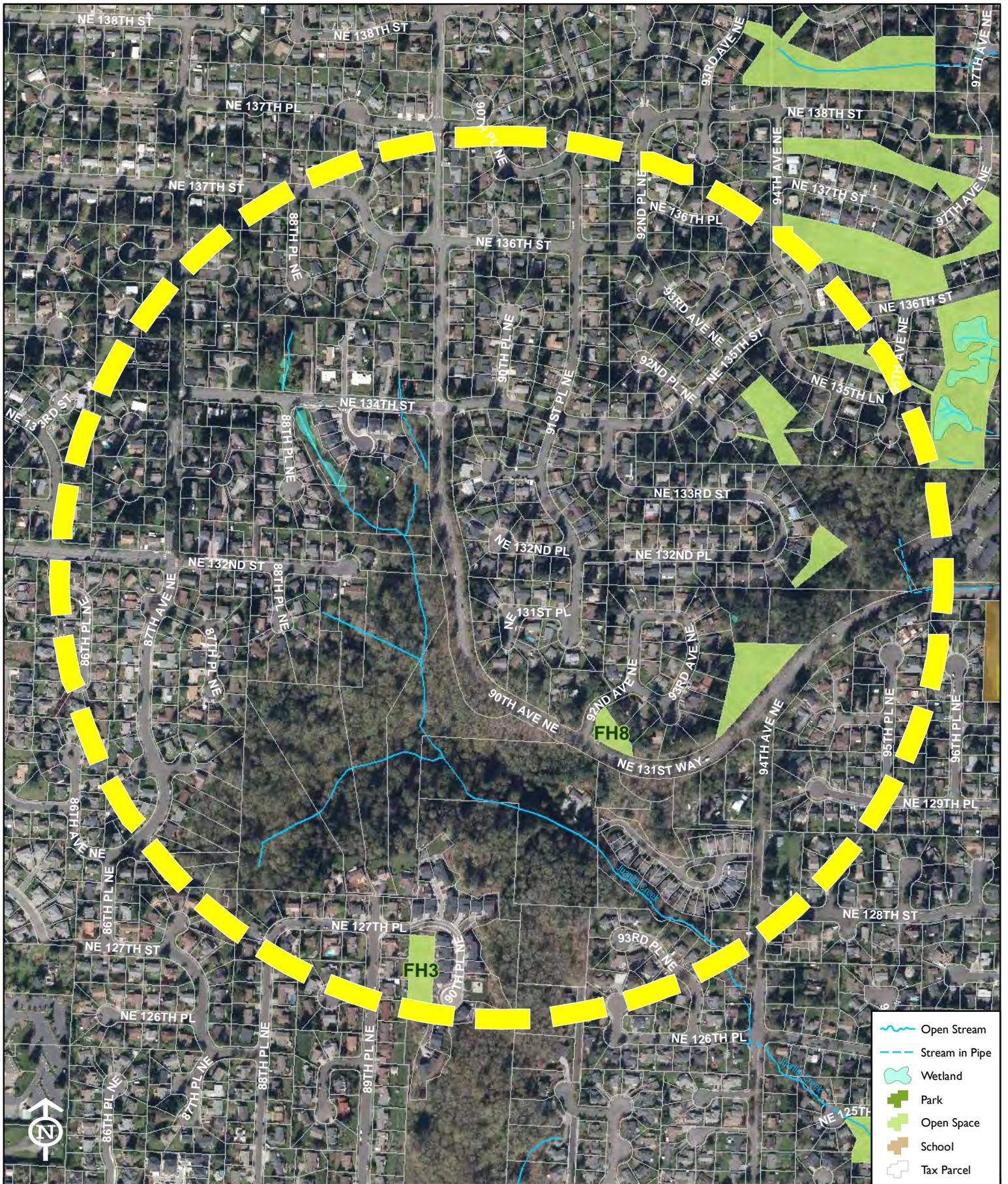
MAP 4: Parkland Gap Areas



Parkland Gap Areas: A

(Reference to MAP 4 in Parks, Recreation & Open Space Plan)





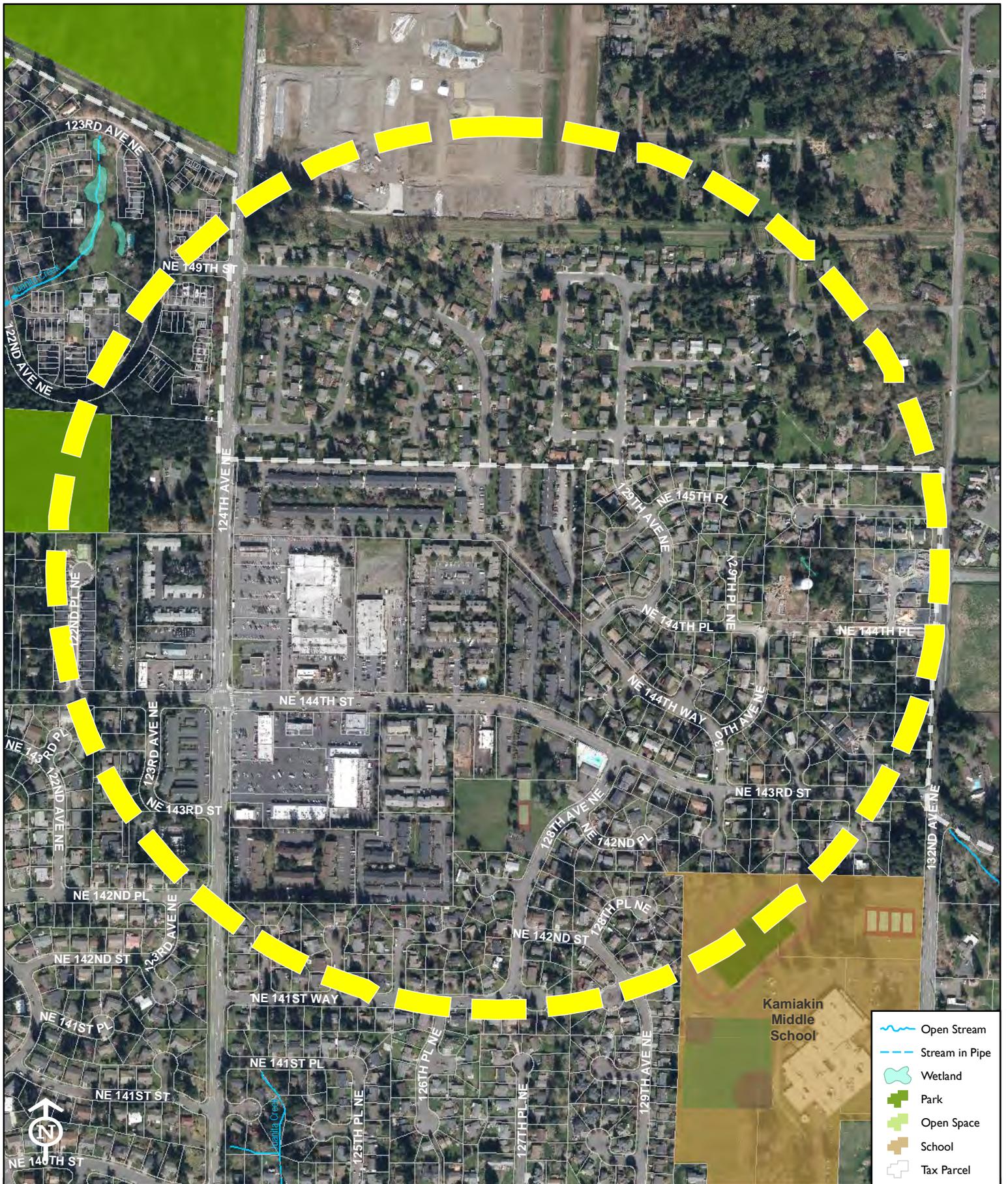
Parkland Gap Areas: B

(Reference to MAP 4 in Parks, Recreation & Open Space Plan)

0 0.1 0.2 0.3 Miles

- Open Stream
- Stream in Pipe
- Wetland
- Park
- Open Space
- School
- Tax Parcel



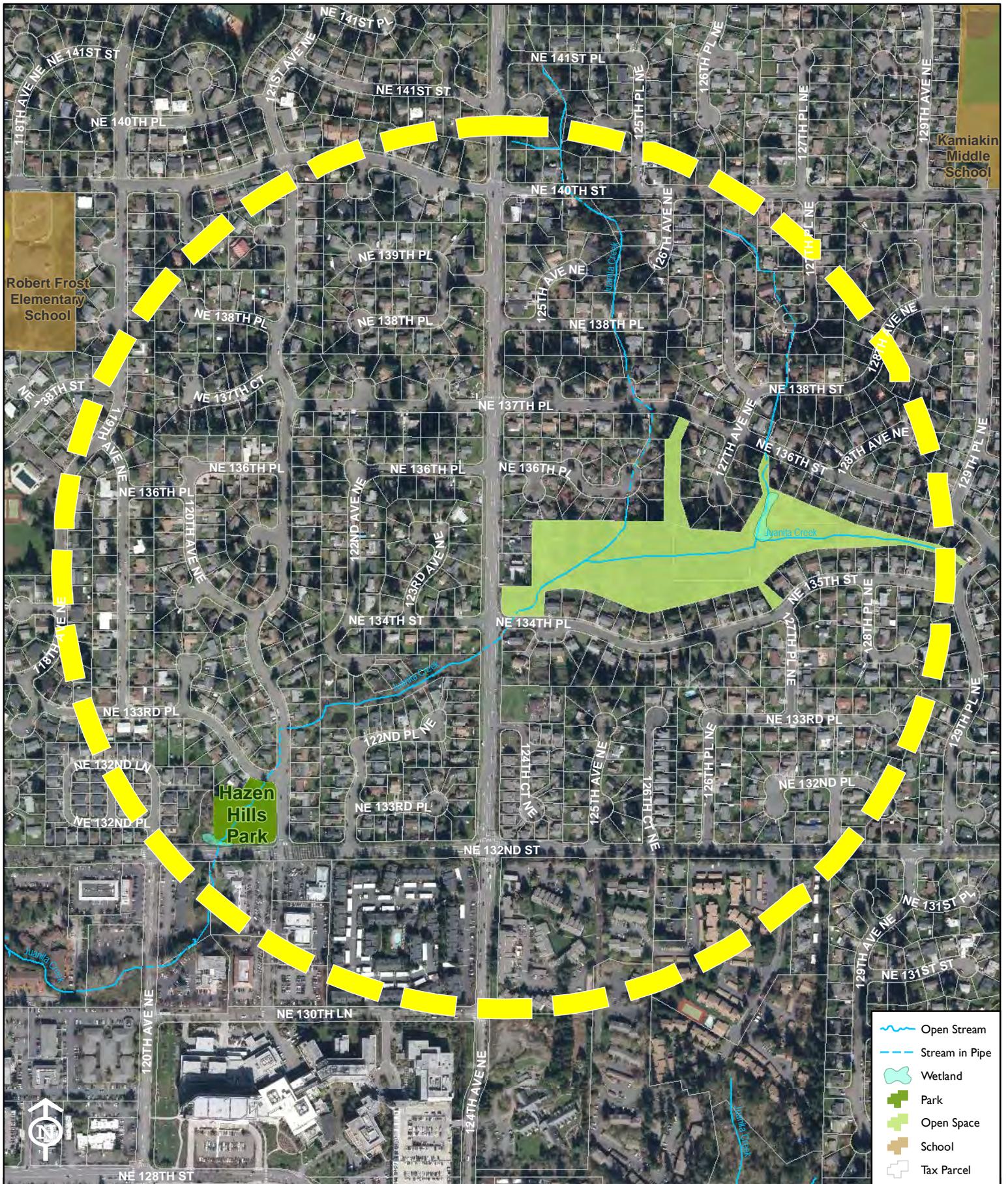


Parkland Gap Areas: D

(Reference to MAP 4 in Parks, Recreation & Open Space Plan)

0 0.1 0.2 0.3 Miles

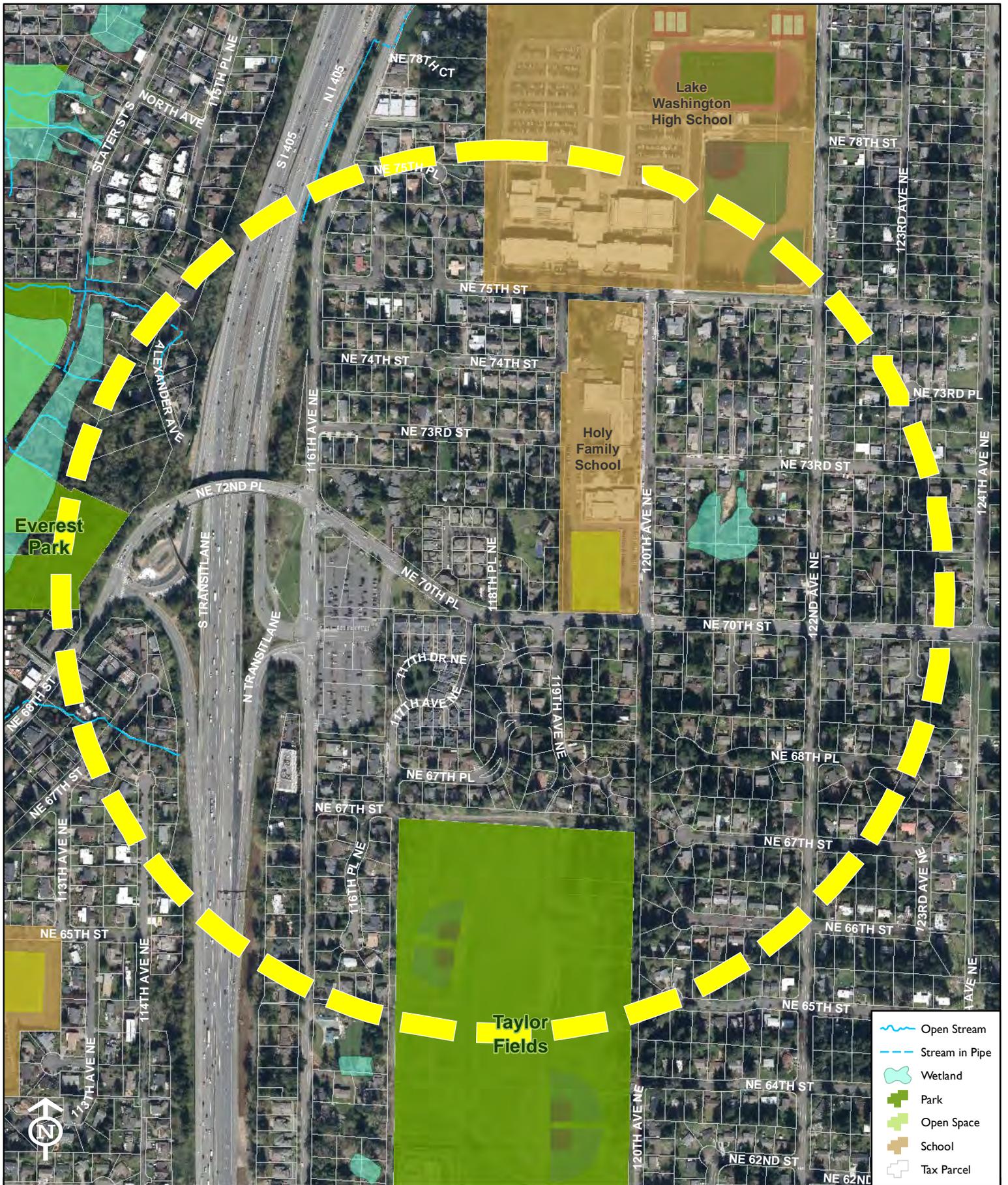




Parkland Gap Areas: E

(Reference to MAP 4 in Parks, Recreation & Open Space Plan)





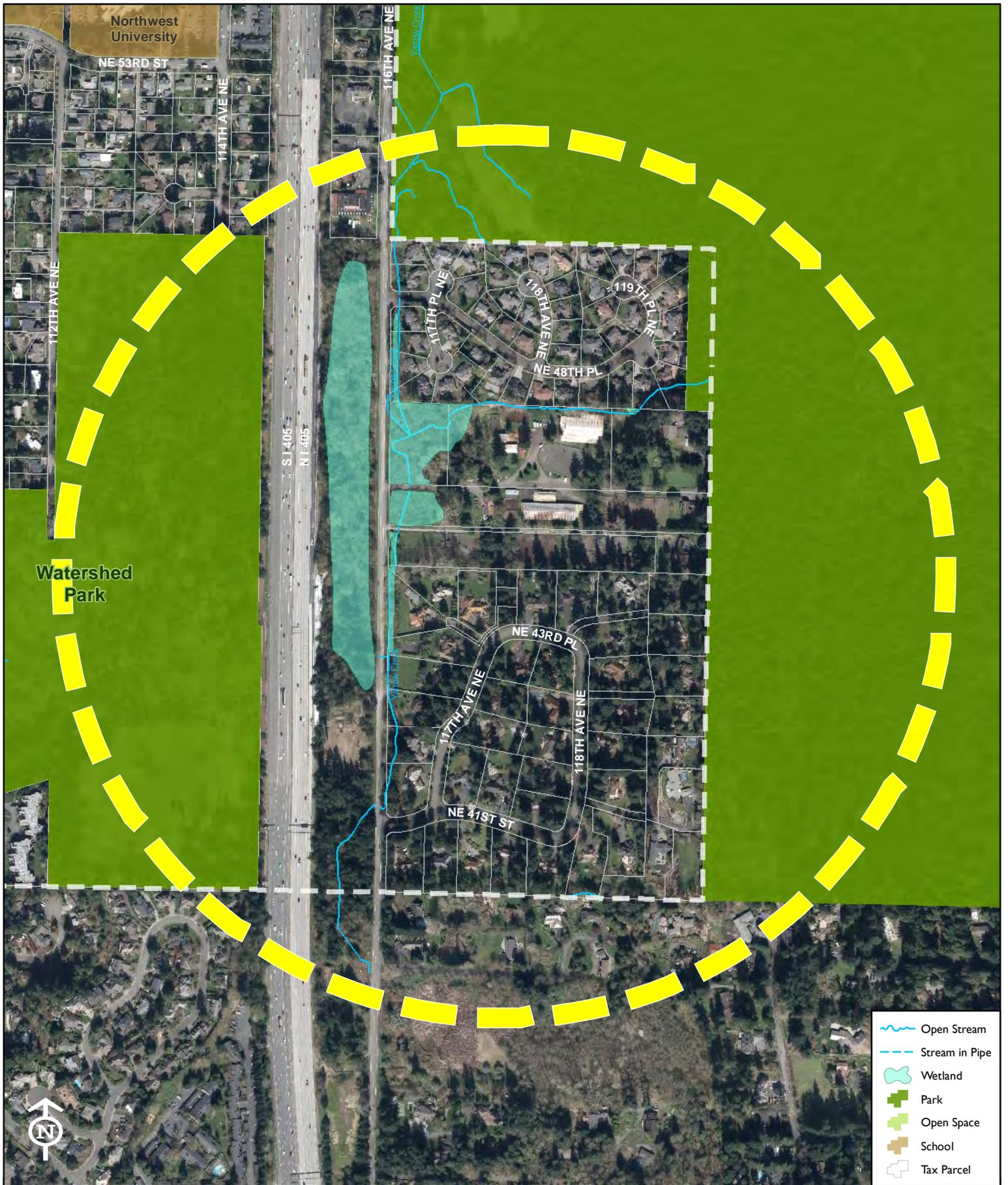
Parkland Gap Areas: G

(Reference to MAP 4 in Parks, Recreation & Open Space Plan)



- Open Stream
- Stream in Pipe
- Wetland
- Park
- Open Space
- School
- Tax Parcel





Parkland Gap Areas: H

(Reference to MAP 4 in Parks, Recreation & Open Space Plan)

0 0.1 0.2 0.3 Miles



Addendum C
Parks and Community
Services
Property Acquisition Rating

Property under evaluation: _____ Rating Total: _____

Date of evaluation: _____

Rating completed by: _____

	Criteria	None	Low	Moderate	High
		0 Points	1 Point	2 Points	3 Points
1	Consistency with PROS Plan: Meets PROS Plan goals/policies. Located in an underserved area as identified in the PROS Plan and would help achieve target levels of service.	None.	Helps achieve service level but not in underserved area.	Close proximity to underserved area, helps achieve service level.	Identified in PROS plan, helps achieve levels of service.
2	Need: Area facing population growth, identified in a neighborhood plan, demand by local residents and/or adjacent to a current park/trail amenity such that it achieves defined levels of service.	None.	Growing area, future need.	Growing area, demand, helps achieve level of service.	Growing area, demand, in neighborhood plan, helps achieve level of service.
3	Number of residents served: Ability to serve a broad section of the Kirkland community or serves a broad base of a specific identified sub-section / neighborhood.	Duplicates services already available.	Serves a small section of intended population.	Serves large section of intended population.	Serves broad section of Kirkland or intended subsection /neighborhood.
4	Location: Located near a street frontage, located on an arterial street or collector, located adjacent to or near a school or public amenity such that it expands the current amenity or service level provided. Enhances or preserves a connected natural resource area or system.	Suboptimal location.	Future development could create more suitable conditions.	Location close to frontage, arterial, collector or other amenity.	Ideal location.
5	Partnerships: Possible partnership with the community and suitable for other public or private partnership.	None.	Minimal interest in partnering.	Partnership interest, nothing definitive.	Strong partnership potential with stated commitments.
6	Site conditions such as size, configuration, topography: Large enough to meet the intended use, configuration suitable to the intended use, topography suitable to the intended use. Varied topography enhances the aesthetic appeal or use.	Not a suitable match.	Significant compromises and/or cost necessary to match intended use with site conditions.	Site and intended use a match with small adjustments.	Site conditions match intended use.
7	Accessibility and visibility: Visible, easy to find and access. Ease of access by pedestrians/bikers, individuals with disabilities or motorists (as dictated by use).	Not accessible or visible.	Difficult to find and minimally accessible. Expensive to rectify.	Either easy to find or accessible. Appropriate site plan would address any issues.	Easy to find, fully accessible.
8	Preserves and Protects Land: Preserves endangered land, high ecological value resource, important habitat or wildlife corridor.	None	Sensitive area.	Endangered or high value area.	Endangered area, high value and wildlife habitat.
9	Cost: Willing seller, cost consistent with appraised value.	Too expensive, unwilling seller.	Challenges with seller or cost.	Market rate.	Willing seller, good price, strong value for cost.
10	Funding: Availability of capital and operational funding, suitable for grant consideration or private contributions available.	No funding available.	Funding may take a few years, extended agreement.	Capital funding, but no operational funding available.	Capital and operational funding available.

Addendum D: Funding Chart

Proposed Funding For Acquisitions

Wu purchase cost \$620,000
 Smith purchase cost \$480,000
 Richards purchase cost \$1,672,000

	2017	2018	2019	2020	2021	2022
Levy	\$360,000 -\$50,000 Wu -\$140,000 Smith -\$170,000 Richards	\$750,000 -\$702,000 Richards	\$600,000			
Impact Fees				\$734,000	\$1,035,000	\$1,135,000
King County Levy <i>(Assuming renewal)</i>				\$230,000	\$230,000	\$230,000
REET						
Grants	\$285,000 -\$240,000 Smith					
Unconfirmed Grant	\$250,000 -\$250,000 Wu					
Reserves						
Previous Year Funding*	\$500,000 -\$200,000 Wu -\$100,000 Smith -\$200,000 Richards	\$0	\$48,000	\$648,000	\$0	\$1,265,000
Possible Property Sale	\$600,000 -\$600,000 Richards					
Private Funding	-\$120,000 Wu					
Total Available	\$1,995,000	\$750,000	\$648,000	\$1,612,000	\$1,265,000	\$2,630,000
Total Spent	\$1,950,000	\$750,000	\$0	\$1,612,000	\$0	\$2,630,000
Remaining Available	\$0 (\$45,000 of grant money remains unused but cannot be applied for other purposes.)	\$48,000	\$648,000	\$0	\$1,265,000	\$0

2020 – Target purchase year

2022 – Target purchase year

Previous Year Funding

- CPK1349000 REET 1, 2013 Open Space, Park Land, Trail Opportunity - \$100,000
- CPK1544000 REET 1, 2015 Open Space, Park Land, Trail Opportunity - \$100,000
- PK0049000 REET 1 Reserves, Open Space Grant Match - \$100,000
- PK0135200 Reserves, Juanita Heights Parks Expansion - \$200,000