



CITY OF KIRKLAND

City Manager's Office

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MEMORANDUM

To: Kurt Triplett, City Manager

From: Lynn Zwaagstra, Director, Parks & Community Services

Date: May 17, 2022

Subject: Parks Facilities Feasibility Study Scope of Work

Recommendation

The City Council reviews the language that will be contained in the scope of work issued with a facility feasibility study Request for Proposal (RFP) for aquatics and recreation centers that will be necessary as part of the parks ballot exploratory process.

Background Discussion

The Parks & Community Services Department (PCS) is in the process of preparing the 2022 Parks, Recreation, and Open Space (PROS) Plan. The planning process included robust community engagement led and facilitated by BerryDunn with supplemental engagement efforts led by the City. In total, the community engagement and inclusive needs analysis process incorporated the opinions, needs, and desires of over 4,700 Kirkland community members. The engagement process included stakeholder interviews, focus group meetings, community conversations (public forums), and statistically valid and open-link surveys. To help ensure inclusivity, several focus groups were held specifically for individuals from potentially underrepresented groups, individuals with disabilities, and individuals from different cultural backgrounds. An emphasis was also placed on including youth and teens in the planning process. As a result of the many public input opportunities initiated by the City, the engagement being interwoven into the draft plan is extremely comprehensive. It is considered by the consultants to be more robust and inclusive than most parks and recreation master plans.

Preliminary results of the community engagement process were presented to City Council at the [January 28, 2022 Planning Retreat](#). In discussion about future needs of the park system, the community indicated the highest priorities are a new indoor aquatics center, new parks in the north area of Kirkland, new indoor recreation centers, new parks in neighborhoods, and more free or non-fee-based special events.

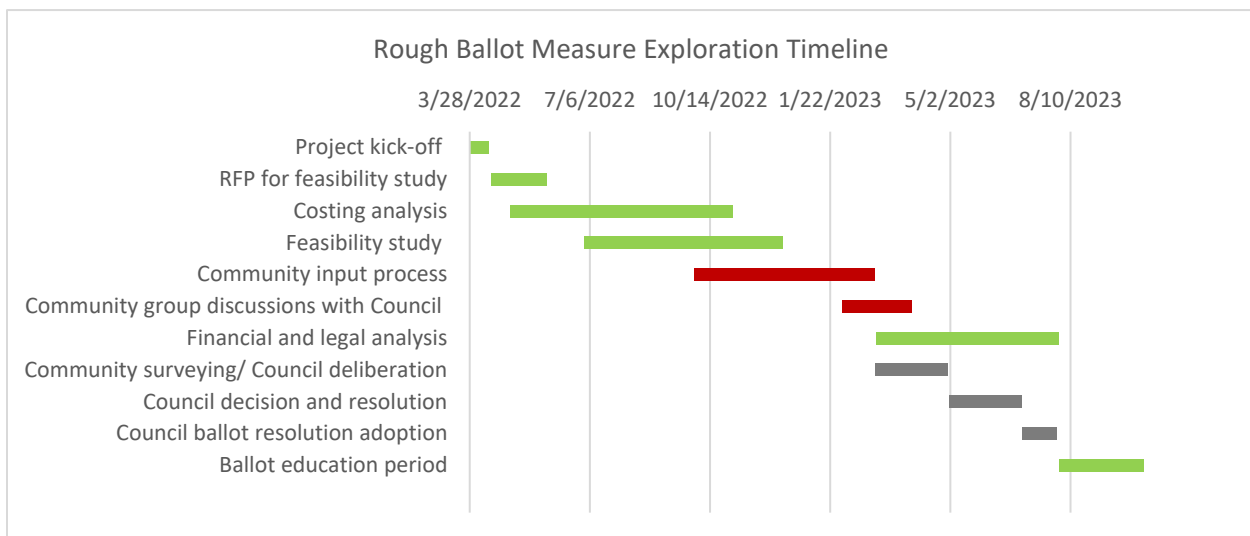
Results and findings from the PROS Plan outreach process delivered strong messages from the community about needed park improvements, adding new park components (e.g., playground, pickleball court), constructing an indoor aquatics center, recreation center, and developing a trail network connecting parks throughout the city. The community expressed the need to provide more aquatics programming, sports programming, fitness activities and outdoor recreation opportunities.

In response to community feedback, City Council approved Resolution R-5514 adopting a new work plan item at the [March 1, 2022 City Council meeting](#). The new work plan item reads:

*“Exploring potential comprehensive Park ballot measures for placement on the November 2023 ballot for the purpose of providing and maintaining natural areas and recreational facilities and opportunities that enhance the health and wellbeing of the community to further the goals of **abundant parks, open spaces, and recreational services.**”*

The City Council directed staff to take the necessary steps to place a potential ballot measure(s) on the November 2023 ballot. City staff have initiated the processes needed to meet that timeline. The process consists of identifying the slate of investments to be considered, siting and costing, financial analysis, and a community input process to make a recommendation to City Council on the investments they want to see included in a ballot measure (i.e., Parks Funding Exploratory Committee). Final steps to the process involve funding mechanism research, community surveying and adoption of a resolution directing the City staff to proceed with legal steps necessary to pursue a ballot measure. This process requires a compressed timeline beginning in May 2022 and ending in November 2023.

Chart 1: Rough Ballot Measure Exploration Timeline



Feasibility Study Component of Ballot Measure Exploration Process

On December 14, 2021, during the mid-biennial budget process, Council appropriated significant resources for community engagement and project and program development to explore a potential Parks related ballot measure including:

Peter Kirk Park Feasibility Assessment	\$100,000
Community Education and Outreach	\$100,000
Community Survey	\$ 40,000
Legal Services	\$ 25,000
One-Time Management Analyst	<u>\$136,410</u>
Total	\$401,410

The City Manager and PCS Director have chartered a "Project and Program Review Team (PPRT)" to steer the ballot measure development. The PPRT consists of leadership staff in the CMO, PCS, Public Works, and Finance and will meet every other week through 2023 to keep the initiative on track. PCS has also recently completed hiring for the Management Analyst and Communications Outreach Specialist to support the ballot measure effort. The next step is to initiate the feasibility study.

Major investments to be considered in the ballot measure that are recommended in the draft PROS plan include an indoor aquatics and recreation center (large facility), and at least one recreation community center (medium facility). A consultant is needed to conduct a feasibility study for these facilities to provide reasonably accurate capital and operating costs as well as siting options. A feasibility study typically includes needs assessment and analysis, market research, creating a building program plan through community engagement (i.e., community design process), site analysis and selection, developing a viable concept plan and costing.

This type of study typically takes 6-8 months to complete. The intention would be to bring the information in the fall of 2022 to the Parks Funding Exploratory Committee (PFEC), a community engagement group intended to make recommendations for a potential ballot measure. This group will need to begin its work no later than October, which is in 5 months. In order to keep the ballot measure exploration on schedule, a request for proposals (RFP) for this feasibility study needs to be released as soon as possible.

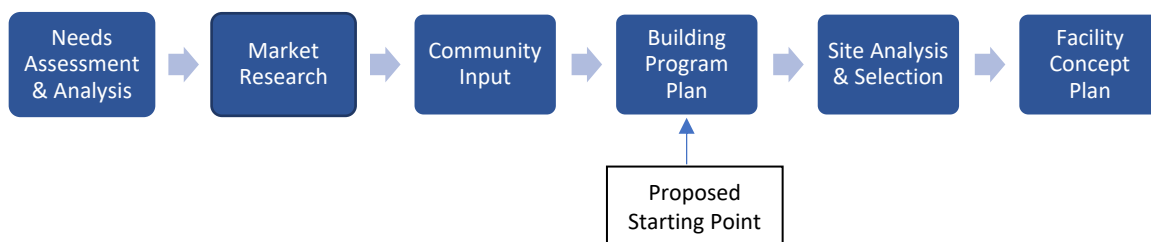
In addition to releasing an RFP quickly, staff are looking to streamline the process to shorten the time needed to complete the feasibility study. One way to do that is to shrink the community design portion of the study.

The community design process often involves starting from scratch to analyze needs, work with the community to outline the highest priorities for what to include in a facility, and then create a building program plan. A program plan is essentially a listing of the types of spaces that are desired in a facility. The program plan works in conjunction with site analysis to produce a facility concept plan.

City staff and City Council received extensive community feedback through the 2022 PROS Plan update and the previous work with the community on designing a recreation and aquatics center. In fact, as stated previously, the PROS Plan obtained an extraordinary amount of input from 4,700 community members. This feedback allows staff to confidently create a building program plan as a beginning point for the consultants. Staff proposes that the feasibility study begin with suggested building program plans; significantly reducing the pre-work of building a program plan from scratch.

To reduce cost and complexity and increase certainty, staff also recommends limiting analyzed sites to property either already owned or acquired by the City of Kirkland in 2022.

Chart 2: Feasibility Study Process



Request for Proposal Excerpt

Any request for proposal (RFP) would specify the scope of work, process, timeline, criteria for evaluation, and deliverables. Staff will use the standard City of Kirkland RFP template, which contains these specific parameters.

Instead of requesting in the scope of work a complete feasibility study, this scope of work would focus on the building program plan, site analysis and selection, facility concept plan and costing. Thus, a component of the scope of work would indicate potential sites for analysis and draft building program plans as a starting point.

Staff are seeking Council feedback on the specified sites, any additional City-owned sites to be considered, and the indicated building program plans.

Excerpt from Draft RFP Language

Site Selection and Analysis:

For the selected sites, a site analysis should include a preliminary geotechnical site evaluation, an environmental evaluation of the natural and built environment, and other due diligence processes that will inform the site's feasibility and associated costs specific to the site. Site options for consideration include the following:

- Aquatics & Recreation Center (large facility)
 - Peter Kirk Park
 - North Kirkland Community Center Park
- Community & Recreation Center (medium facility)
 - North Kirkland Community Center Park
 - Juanita Beach Park North
 - Mark Twain Park
 - Crestwoods Park
 - Houghton Village (If City purchases property)
 - Houghton Park and Ride (If City purchases property)

Draft Building Program Plans:

Based on community feedback and recommendations in the PROS Plan, the following facilities and spaces are recommended. These are rough building program plans and may need to be altered or swapped between facilities depending on final site selection. Consultant is asked to create concept designs with corresponding costs for both capital and operating expenses. All facilities will require suitable administrative and storage spaces and be built using universal design standards.

Draft Building Program Plans		
Aquatics & Recreation Center (Large facility, approx. 90,000 sq ft)	Community Center - Recreation (Medium facility, approx. 45,000 sq ft)	Community Center - Aquatic (Medium facility, approx. 45,000 sq ft)
Aquatics <ul style="list-style-type: none"> • 25-yard lap pool • Warm water leisure pool with recreation elements (splash pad, lazy river, etc) • Warm water instructional pool • Therapy pool • Party room • Locker rooms 3 court gym Group fitness room(s) Fitness/weight room Multipurpose room(s) Classroom(s) Drop-in childcare Commercial kitchen Senior services clinic Walking/jogging track	Commercial kitchen Dividable multi-purpose rooms Gathering/drop-in space Classroom(s) 2 court gym Group fitness room Fitness/weight room Game/rec room Drop-in childcare Locker rooms Indoor/outdoor playground	Aquatics: <ul style="list-style-type: none"> • Splash pad (serves as a "wet" indoor playground" • Warm water instructional pool • Party room • Locker rooms Dividable multi-purpose rooms with instructional kitchen Gathering/drop-in space Classrooms Group fitness room Fitness/weight room Game/rec room Drop-in childcare

RECOMMENDATION

That City Council provide feedback on the indicated facility sites and the draft building program plans for consideration. This will allow staff to proceed with the RFP process for a facility feasibility study to be included in the community engagement process as part of exploring a ballot measure.