



CITY OF KIRKLAND 123 5th Ave., Kirkland, WA 98033

Parks, Recreation & Open Space Plan



September 2022



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.

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EXECUTIVE SUMMARY

- The Purpose of this PROS Plan Update
- The Planning Process
- Public Engagement
- Key Issues Summary
- Inventory Assessment Summary
- Recommendations, Goals and Objectives Summary Table

THE PURPOSE OF THIS PROS PLAN UPDATE

This six-year Parks, Recreation, and Open Space (PROS) Plan is an update to the Parks and Community Services Department's ("Department") 2015 PROS plan, which along with a series of other planning documents, provides a framework for future planning efforts. This plan is a road map, to guide the City of Kirkland and the Department over the next six years and beyond. Simultaneously with the development of this plan, an Americans with Disabilities Act (ADA) evaluation and transition plan (See Appendix Q) and an athletic field strategic plan (See Section VII) were completed. The consulting firm BerryDunn (previously GreenPlay) was hired by the City to complete the planning project.

The new 2022 Parks, Recreation and Open Space Plan reflects a city of evolution: population growth; demographic shifts in age, ethnicity and income; renewed focus on connecting with parks and trails; increasing demand for active recreation; and a rekindled need from COVID-19 for parks programs and special events. General interests are changing, including the types of activities in which people are interested. Health and wellness programming has renewed interest, sports on diamond athletic fields have seen some decrease in interest while sports on multi-purpose fields have seen an increase (e.g., soccer, lacrosse), and pickleball is a booming sport. Combined, this shifting of demographics and interests has a significant impact on recommendations in this updated PROS Plan.

The City is strongly connected to its vision of being a vibrant, attractive, green and welcoming place to live, work and play. The focus on diversity, equity, inclusion and belonging is evident and reflected throughout this document. The Kirkland 2035 vision states that Kirkland's "Safe, walkable, bikeable, and friendly neighborhoods are connected to each other and to thriving mixed use activity centers, schools, parks and our scenic waterfront." Community engagement clearly demonstrated high priorities related to this vision; parks, trails, regional trail networks, and safe water access. The community values connection through special events and activities, sports, and has a strong desire for an aquatics and recreation center. Acquiring new park space, in particular in the north half of the City, was articulated as a strong interest.

Embracing the City's evolution and growth, while honoring the community's articulated needs and interests for the parks and recreation system leads to recommending several priorities that will be reflected in the goals, objectives, actions and capital projects list. Some highlights include the following:

Capital Projects

- Indoor aquatics and recreation center
- Conversion of grass fields to synthetic turf fields with lighting
- Multi-purpose synthetic fields that can accommodate underserved sports (e.g., lacrosse, rugby, cricket)

Active Amenities in Parks

- Pickleball courts
- Fenced off leash dog parks
- Community gardens

Trails

- Trails in parks
- Regional network of connected trails
- Connecting park trails to the Cross Kirkland Corridor (CKC) Interim Trail

Parks and Park Services

- Added park space with a focus on underserved areas and areas of north Kirkland
- Access to restrooms year round
- Enhanced safety and security
- Water access and safety

Programs and Activities

- Expanded and free park programs and events
- Environmental and outdoor programs
- Fitness classes and activities
- Aquatics programs
- Health and wellness programs and services

Kirkland has a valued and loved parks and recreation system; however, the community is seeking a much higher service level and the system needs to expand in order to meet the needs of the growing community. In order to accelerate progress towards addressing these priorities, pursuing funding through a ballot measure should be considered in the next 1-2 years.

The summarized priorities build upon the successful 2015 PROS Plan. Since 2015, the Department accomplished many of the recommendations outlined in the previous plan. This includes the improvement or development of many parks, including numerous playground renovations to provide fully inclusive opportunities, the new Totem Lake Park, the redevelopment of Edith Moulton Park, 132nd Square Park and Juanita Beach Park; and the shoreline renovation to Waverly Park, Houghton Beach Park, and David E. Brink Park. The City of Kirkland expended approximately \$39.6 million to enhance the park system as well as develop many new and innovative recreational programs and special events. Examples include new environmental education and adventure camps; science, technology, engineering and mathematics camps; non-traditional sports tournaments; free park programs such as sunset yoga, paddleboard programs, and treasure hunts; and expanded teen summer adventures. In the Summer of 2021, the Department implemented the Summer Action Plan as a means to encourage outdoor participation as the Department continued to adapt to COVID-19 protocols with such things as pop-up sprinkler parks, pop-up dog parks, See Spot Splash, and Harvest Festival, to name a few.

These accomplishments, while exceptional, have stressed the Department and taxed its resources. The Department will need to enhance its policies, procedures, training practices, staffing, communications and planning. To this end, a comprehensive operational analysis was completed to provide guidance on maintaining and sustaining the current parks system. Solidifying this operational infrastructure will more effectively allow the Department to grow and expand to meet the demands of the evolving city. Given this information, the theme of this updated PROS Plan is *maintaining, sustaining and improving*. The community envisions a robust parks and trails system, an aquatics facility and new and modern indoor recreation space in order to facilitate health, wellness, equity, environmental conservation and sustainability. This plan will highlight this vision.

THE PLANNING PROCESS

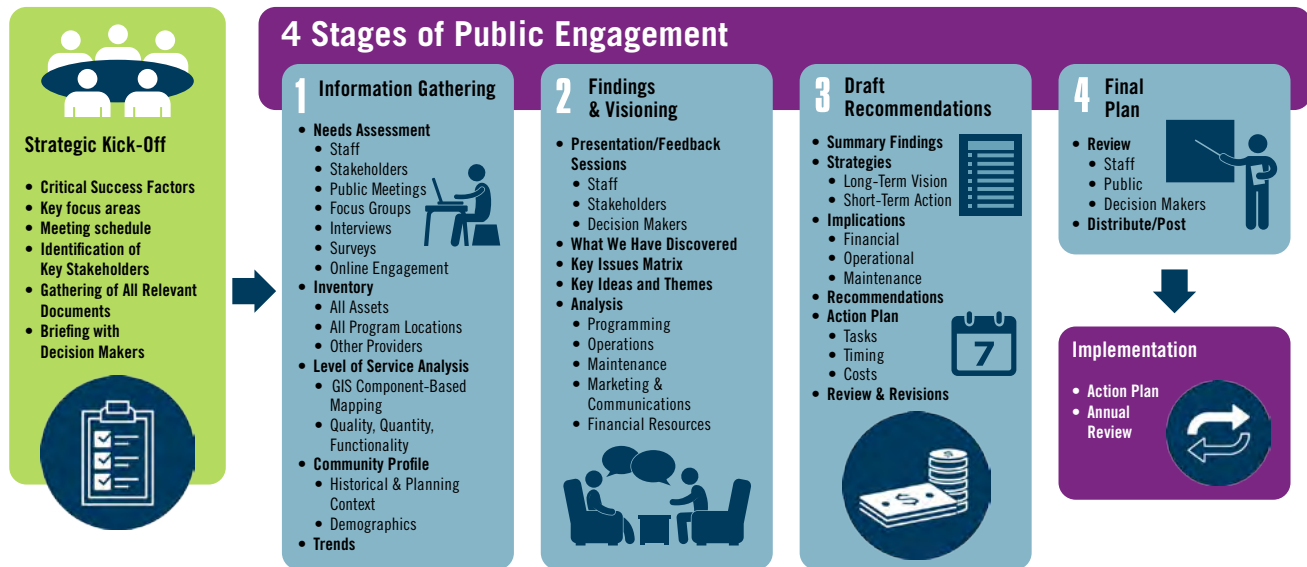
Updating and developing this Parks, Recreation, and Open Space Plan was accomplished by a team of staff, community members, and the BerryDunn consulting team, assisted by Bureau Veritas, Site Workshop, and RRC Associates. City staff worked together with the consultants to help guide the research and the overall process. This plan considered the local knowledge of staff, community members, appointed and elected City officials, and many stakeholders as well as consultant expertise and national best practices.

The plan highlights the City's core values of equity and sustainability. Using an important equity and sustainability lens, the consultants attempted to ask and answer many questions such as who has access to parks, do gap areas exist to access parks and facilities, and are programs and services available and affordable? Can the City and the Department continue to offer programs and services at the same level in the future?

The plan includes:

- Document collection and review
- Demographics and trends analysis
- Community engagement
- Organizational, financial, and recreation programming analysis
- Maintenance and operations analysis
- An athletic field strategic plan
- An ADA transition plan
- Facility inventory and Level of Service (LOS) analysis
- Potential funding opportunities
- Recommendations: Goals, objectives, an action plan, and a capital improvement plan

Key Elements of a Community Parks and Recreation Strategic/Master Plan



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PUBLIC ENGAGEMENT

The planning process included robust community engagement led and facilitated by the consultants 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 interwoven into the plan was extremely comprehensive. It was much more robust and inclusive than most parks and recreation plans.

This process helped to create recommendations and prioritized action items and a capital improvement plan for the Department to implement over the next six years and beyond. A review of all input and findings led to the identification of key issues which were presented in a series of meetings with staff, key stakeholders, and the public. The key issues formed the basis for potential recommendations and are organized by relevant categories.

KEY ISSUES SUMMARY

The Parks and Community Services Department is a highly functioning and efficient parks and recreation agency and an integral part of the Kirkland landscape.

The goals, objectives, and action items for the plan were derived from qualitative input (staff, community, and leadership input), quantitative input (survey, planning documents, and an evaluation of parks and recreation facilities) and were presented in a visioning workshop with City and Department leadership. Following is a synopsis of the key issues, potential areas of improvement, and themes related to parks and recreation identified during the plan process:

Highly functioning, efficient, and sustainable organization

- The community loves its parks and recreation system and is asking for a higher service level. Expansion becomes more pertinent with population growth to avoid a decrease in the level of service.
- The Department does an excellent and inclusive job of meeting the needs of the community; as the population in Kirkland becomes more diverse, an even greater strategic and focused approach to diversity, equity, inclusion, and social justice may be needed.
- The Department has expanded significantly in the past decade both in terms of services and staff; this necessitates a need for new policy, procedures, and planning documents to function as efficiently and effectively as possible.
- Communication with the community is good; however, as a front-facing customer service organization, the Department would benefit from embedded communications staff to increase effectiveness and improve overall community engagement.
- The Department increased its environmental preservation programs and implemented many sustainability initiatives. Additional goals are articulated in the City's Sustainability Master Plan and will require proactive planning.
- The community receives some of its parks and recreation amenities through the Lake Washington School District; the functionality of those facilities is evolving and should be monitored.

Parks and Facilities that meet the needs of all community members

- The community clearly articulated the need for an aquatics center and indoor recreation space.
- The Kirkland community will need additional dog parks due to the growing number of Kirkland households with dogs.
- The Department took the initiative to better support individuals with disabilities with more accessible park amenities and inclusive playgrounds (e.g., Juanita Beach Park renovation, Totem Lake Park development); although most households with members who have disabilities report challenges accessing parks so additional initiatives should be considered.

- The Cross Kirkland Corridor (CKC) Interim Trail presents great opportunities for active transportation and recreation; consider developing this asset as a linear park similar to Feriton Spur Park.
- An insufficient number of rectangle and multi-use fields exist to meet the needs of new popular sports (e.g., soccer, lacrosse) and underserved sports (e.g., cricket, rugby); synthetic turf fields allow the most cost-effective way to increase this service level.
- The Department has opportunities to improve access and user experiences for kayaking, paddle boarding, and other non-motorized watercraft at waterfront parks including additional drop-off and launching areas.
- The previous established service level did not include restrooms in neighborhood parks; a trend that the evolving community would like to see changed. The community seeks restroom improvements and enhancements to maintenance, and year-round restrooms are a top community priority.
- Thirty-seven percent of Kirkland residents' walkable access within one-half mile are to passive parks with few recreation components (sports courts, playgrounds, etc.); focusing on adding components in these areas may lead to a significant improvement in service levels.
- There are access and ADA compliance issues in many parks that will be addressed in the new ADA Transition Plan.

Programs and Service Delivery

- Programs and services are so well received that the existing community centers and seasonal outdoor swimming pool are insufficient to meet the demand for recreation and aquatic services.
- Adding adaptive recreation programs presents an opportunity for improvement; most households with members who have disabilities have challenges accessing programs.
- The Department has opportunity to enhance diversity, equity, inclusion and belonging (DEIB) through policy, procedures, the built environment, services and the programs it offers; adding a DEIB position to provide expertise specifically as it pertains to parks and recreation is recommended.

- Additional and enhanced cultural activities (Hispanic) are desired and needed to comply with Kirkland Resolution 5240; the Department should develop partnerships with local community organizations to meet this need.

Finance and Staffing

- Staffing levels are inadequate to meet current needs let alone keep up with growth, primarily in recreation programming and administration.
- As the City population continues to grow, the Department will need to add resources to support additional park space, park development, facilities, and programs.
- A capital campaign (bonds, levies, or other voter-approved measures) may present an opportunity to fund major expansion of the parks and recreation system.

INVENTORY ASSESSMENT SUMMARY

To understand how well the parks in Kirkland are meeting community needs, an assessment was made of the park assets in the City. Park assets include components like sports fields or tennis courts and amenities like restrooms, benches, shade, etc. A full list of components and amenities are defined in Appendix A. Staff inventoried and evaluated each asset to determine the functional use to the park visitor based on the following categories:

The Cross Kirkland Corridor (CKC) Interim Trail highlights the Kirkland trail system. The nearly six-mile trail is maintained by the Public Works Department and runs north/south through the heart of Kirkland. In addition to the CKC, over 38 miles of other trails in and around Kirkland are associated primarily with large parks, such as Big Finn Hill Park and Bridle Trails State Park. Over 18 miles of additional trails exist, primarily within parks as loop walks and connecting paths.

The Department maintains many athletic fields at schools. Through the partnership with the Lake Washington School District, the City schedules the athletic fields at nineteen school sites and maintains the sports fields at eight of them. Over twenty schools are included in the system inventory, including playgrounds, athletic tracks, courts, and sports fields at elementary,

Waterfront Parks	11
Community Parks	8
Neighborhood Parks	28
Natural Area Parks	6
Other Sites Managed	3
Park Components	420+ identified and geolocated

middle, and high schools. Consideration is given to the limited public access available at school facilities.

Comparisons are often helpful to determine service provision. Kirkland's comparisons are favorable in some categories and fall short in others. When considering the GRASP® (Georeferenced Amenities Standards Process) National Data set, Kirkland has one park (Juanita Beach Park) in the top 200 parks overall, and two parks (Juanita Beach Park and Everest Park) that score in the top 10% of all parks. In comparison, other similar-sized agencies often have three parks in the top 10%. With future improvements, several parks could move into the top 10%. Kirkland is above the average in total locations and parks per capita; however, it scores lower in components per location, average park score, and components per capita. These values are directly related to the large number of parks that are currently underdeveloped or minimally developed. A full description of the GRASP® process is in Appendix A.

Currently, Kirkland provides approximately 6.9 acres of developed parkland per 1,000 people (National Recreation and Park Association [NRPA] median is 7.9 acres). Based on projected population growth, the City should consider acquiring and developing 58 acres of parks over the next five years to maintain its current service level. This is roughly equivalent to adding another Crestwoods and Edith Moulton Park. However, to meet the NRPA median, 94 acres would need to be added (approximately two O.O. Denny Parks). Based on additional comparisons, Kirkland will need to add a variety of components such as sports fields, courts, and playgrounds over the next six years. Due to the urban growth, some creativity in park space acquisition may be necessary; consider pocket parks,

linear parks, further development of the CKC, and even rooftop spaces.

The 2015 Parks, Recreation and Open Space Plan set a standard of 1.5 acres of neighborhood park space and 2.25 acres of community park space per 1,000 community members. Currently, the City provides 1.57 acres of neighborhood park space and 2.26 acres of community park space. More important than available acreage though, is the user experience that is best defined by what components and amenities are available in each park. This will be described at length in Section V of the plan.

In terms of overall access to parks within Kirkland, a reasonable target or goal was set to access three to four components and a significant trail corridor within a ten-minute walk. The analysis results are very positive and offer opportunities for improvement. Based on the Geographic Information System (GIS) analysis, 99% of residents are within a ten-minute walk to outdoor recreation opportunities, including 60% that meet or exceed the target score. Additional GIS analysis shows an excellent distribution of parks and facilities within a ten-minute walk of 99% of all residents. Kirkland may consider adjusting some park classifications to align more appropriately with service levels of parks.

RECOMMENDATIONS, GOALS AND OBJECTIVES SUMMARY TABLE

The BerryDunn team, along with the Department, identified goals, objectives, and action items during the planning process to best meet the community's needs and desires related to parks, recreational opportunities, facilities, and services. The goals developed are listed below, with subsequent objectives and action items presented in the plan Section I that align with these goals and objectives.

Goal 1	Expand the Provision of High-Quality Park Experiences to Meet the Active and Passive Recreational Needs of Kirkland Community Members
Goal 2	Aspire to be a Connected, Walkable, and Bicycle-Friendly Community
Goal 3	Continue to Provide a Variety of Recreation Services, Facilities, and Programs that Promote the Health and Well-Being of Community Members of All Ages and Abilities
Goal 4	Maintain Organizational Resilience, Effectiveness, and Sustainable Funding
Goal 5	Continue to Prioritize Access to Parks and Programs for all Kirkland Community Members
Goal 6	Enhance and Improve Access to Athletics and Sports Opportunities
Goal 7	Protect and Conserve the Natural Environment for Future Generations

A person is sitting at a wooden picnic table on a grassy shore next to a body of water. In the foreground, two kayaks are parked on the grass. The background shows a calm lake and a forested hillside under a clear sky. The entire image is overlaid with a semi-transparent blue filter and large, abstract blue geometric shapes.

SECTION I

GOALS, OBJECTIVES, AND ACTION PLAN

GOALS, OBJECTIVES, AND ACTION PLAN

The PROS plan process resulted in key findings that led to goals, objectives, and a detailed action plan. This section is presented at the beginning of the plan to provide readers the most salient parts of the plan up-front. This section can best be understood after reviewing the entire document.

The following goals, objectives, and action items were developed from public input, a needs assessment, level-of-service analysis, and other information gathered during the planning process. Both qualitative and quantitative data was documented in a key issue matrix tool that describes the most relevant issues and their origins that were used to help create the goals,

objectives, and action items below. See Appendix B for the Key Issues Matrix.

The seven goals are broken down into more specific objectives and action items. The action items provide tangible actions that the Department can employ to maintain and enhance efficiencies and service to the public. The time-frame designations are recommended to complete the action items are:

- Ongoing (occurs continuously)
- Short-term (up to 3 years)
- Mid-term (4–6 years)
- Long-term (7–10 years)

These timeframes have been edited below to reflect the times in years.

Goal #1: Expand the Provision of High-Quality Park Experiences to Meet the Active and Passive Recreational Needs of Kirkland Community Members

Objective 1.1: Continue to maintain, expand, and improve existing facilities, components, amenities, and level of service (LOS) based on GRASP® scores, population growth, and urban development guidelines

Actions	Time frame to complete
1.1.A Keep and maintain an updated GIS database of parks and trails assets using the current GRASP® inventory. Conduct annual component-based inventory and assessment to identify low-scoring components and add new components or amenities.	Ongoing
1.1.B Update the Department's Capital Improvement Program (CIP) plan based on needs identified in the PROS Plan. This plan and a park assessment should be reviewed bi-annually and updated as needed.	Ongoing
1.1.C Maintain a similar or greater capital investment per resident as population grows.	Ongoing
1.1.D Using walkable access analysis and data in the PROS Plan, consider infill opportunities to increase the percentage of Kirkland residents that live within a ten-minute walk of a park with sufficient components.	Ongoing
1.1.E Develop and maintain sufficient parkland to meet the guideline of 1.5 acres of neighborhood parks per 1,000 residents and 2.25 acres of parkland for community parks. Maintain existing level of service for trails of 0.26 miles per 1,000 residents. Explore policies to ensure no net loss of park land.	7-10 years

Objective 1.1: Continue to maintain, expand, and improve existing facilities, components, amenities, and level of service (LOS) based on GRASP® scores, population growth, and urban development guidelines

Actions	Time frame to complete
1.1.F Pursue the acquisition of parks and open space in underserved areas of the City using an equity lens.	Ongoing
1.1.G Pursue the development of an aquatic/recreation center and smaller community centers.	0-3 years; 4-6 years
1.1.H Pursue opportunities along the Cross Kirkland Corridor (CKC) Interim Trail to enhance and expand recreational opportunities (e.g. exercise stations, areas of respite, educational panels, interactive art.)	0-3 years; 4-6 years
1.1.I Consider and address insufficiencies based on population-based standards, and as identified in the LOS through future capital campaigns. Address short, medium, and long-range capital needs.	7-10 years
1.1.J Consider a partnership arrangement with King County to increase the level of service provided at the diverse Big Finn Hill Park (220 acres). Explore opportunities to manage the park and/or take ownership to develop and use the park to its potential.	7-10 years
1.1.K Consider a partnership arrangement with the State of Washington and Bridle Trails Park Foundation to increase the level of service provided at Bridle Trails State Park.	7-10 years
1.1.L Explore opportunities to increase level of service in parks based on PROS Plan gap analysis.	7-10 years

Objective 1.2: Repair, upgrade, and/or replace low scoring amenities from the inventory assessment

Actions	Time frame to complete
1.2.A Replace/upgrade playground equipment based on the low-scoring amenities list and life expectancy. Replace with all-inclusive playground equipment.	Ongoing
1.2.B Address low-scoring components and amenities from the inventory by upgrading and replacing components or amenities where appropriate.	4-6 years
1.1.C Develop an asset replacement schedule to keep replacements up-to-date based on recurring inventory updates and assessments.	4-6 years

GOALS, OBJECTIVES, AND ACTION PLAN

Objective 1.3: Enhance user experiences, beautification, and aesthetics in parks

Actions	Time frame to complete
1.3.A Expand the use of annual plants and shrubs to enhance the aesthetics in parks.	0-3 years
1.3.B Review and update park maintenance standards for trash removal, graffiti and vandalism abatement, restroom maintenance, and continue excellent responsiveness to component and amenity repair or replacement.	7-10 years

Objective 1.4: Create and operate additional dog off-leash opportunities in Kirkland parks

Actions	Time frame to complete
1.4.A Ensure adequate compliance with leash laws and park rules through the City's Park Ranger Programs.	Ongoing
1.4.B Revisit the off-leash dog park siting criteria from the 2019 Off-Leash Dog Areas Report and Site Recommendations to determine if any updates or revisions need to be made.	0-3 years
1.4.C Use known residential development to prioritize locations for new dog parks (i.e., 85th Street Station Area Plan).	0-3 years
1.4.D Convert Juanita Beach (pop-up, temporary) off-leash area to a permanent dog park.	0-3 years
1.4.E Explore opportunities to channel dog license fees to support Park Ranger program and off-leash dog parks.	0-3 years
1.4.F Explore active partnership with the City's animal control officer to best support off-leash dog parks.	0-3 years

Objective 1.5: Consider developing new components at existing parks based on level of service analysis

Actions	Time frame to complete
<p>1.5.A Consider adding park components that allow for increased active lifestyle programming opportunities and upgrades, infill, and enhancements to existing parks:</p> <p>CRESTWOODS PARK</p> <ul style="list-style-type: none"> Consider upgrading athletic fields to synthetic with lights <p>HAZEN HILLS PARK</p> <ul style="list-style-type: none"> Add components based on neighborhood input <p>JUANITA BAY PARK</p> <ul style="list-style-type: none"> Consider adding Disc Golf <p>JUANITA BEACH PARK</p> <ul style="list-style-type: none"> Consider upgrading diamond fields to make them more playable Consider upgrading tennis court Consider adding pickleball Improve turf conditions at this signature park, consider synthetic turf <p>KAMIAKIN MS</p> <ul style="list-style-type: none"> Work with the Lake Washington School District (LWSD) to propose an update to the two diamond fields and consider conversion to synthetic turf <p>MCAULIFFE PARK</p> <ul style="list-style-type: none"> Consider adding more interpretative signage <p>PETER KIRK PARK & LEE JOHNSON FIELD</p> <ul style="list-style-type: none"> Develop a master plan for Peter Kirk Park that considers redevelopment or construction of facilities and amenities. Design should consider integration of Kirkland Urban through the downtown core to the 85th Street Station Area Plan and potential redevelopment of Lee Johnson Field. Vision should ensure the park is inclusive and provides recreational opportunities for all. <p>SOUTH ROSE HILL PARK</p> <ul style="list-style-type: none"> Consider adding more seating and picnic tables <p>SPINNEY HOMESTEAD PARK</p> <ul style="list-style-type: none"> Consider upgrading open turf to a rectangle field <p>TERRACE PARK</p> <ul style="list-style-type: none"> Consider improving turf conditions Consider updates to surfacing at basketball court in near future Add corridor trailhead as indicated in the CKC PROS Plan, include support components and signage <p>Additional parks: North Rose Hill Woodlands, Forbes Lake, Rose Hill Meadows, Kirkland Cemetery, Everest Park, Heritage Park.</p> <ul style="list-style-type: none"> Proximate parks with the 85th Street Station Area Plan should be enhanced 	<p>0-3 years; 4-6 years</p>

GOALS, OBJECTIVES, AND ACTION PLAN

Objective 1.5: Consider developing new components at existing parks based on level of service analysis

Actions	Time frame to complete
1.5.B Explore potential pickleball court locations in the park system as well as regional collaboration to address the growing popularity of this sport.	0-3 years; 4-6 years

Objective 1.6: Upgrade availability and efficient operation of park restrooms

Actions	Time frame to complete
1.6.A Continue to implement and expand the capital project to add restroom facilities in high-use parks, replacing portable restrooms.	0-3 years
1.6.B Explore opportunities for year-round restrooms, establishing design standards that promote efficient operation.	0-3 years
1.6.C Explore self-cleaning restrooms for efficient operation and maintenance.	4-6 years
1.6.D Explore self-locking or remote locking restrooms for efficient operation.	4-6 years

Objective 1.7: Prioritize and improve safety and security in parks and facilities

Actions	Time frame to complete
1.7.A Follow Crime Prevention Through Environmental Design (CPTED) principles in developing future parks and operating current parks. Complete a park security evaluation that includes sight lines, lighting, isolated areas, elevated maintenance standards, control access with the use of horticultural practices and surveillance.	Ongoing
1.7.B Address community safety concerns by increasing availability of Park Rangers.	0-3 years
1.7.C Consider upgrades to lighting in parks, parking lots and around facilities, dark sky compliant when possible.	4-6 years
1.7.D Explore opportunities to fence playgrounds to enhance safety for children.	0-3 years
1.7.E Explore opportunities to install automatic gates to lock park parking lots after hours.	4-6 years
1.7.F Explore installation of security cameras in high-use parks. Explore automated traffic safety cameras in park zones as allowed by RCW 46.63.170.	4-6 years

Objective 1.7: Prioritize and improve safety and security in parks and facilities

Actions	Time frame to complete
1.7.G Create formalized water safety policy, programs and services. Consider inclusion of a level of service analysis for lifeguarded beaches.	0-3 years

Objective 1.8: Maintain and enhance Kirkland's waterfront parks to connect residents with the water and provide unique recreational experiences and greater access

Actions	Time frame to complete
1.8.A Continue to stay aligned with state laws, best practices, and sustainability practices on management of beaches and water areas.	Ongoing
1.8.B Continue to prioritize lifeguarded beach access by maintaining the same or greater level of service.	Ongoing
1.8.C Adding drop-off and loading/unloading access points at waterfront parks to support kayak and non-motorized watercraft use.	0-3 years
1.8.D Consider adding additional non-motorized watercraft launch facilities and air-pump stations.	0-3 years
1.8.E Evaluate parking opportunities around waterfront parks to ensure the most efficient access.	4-6 years
1.8.F Identify actions that will help reduce beach closures due to bacteria and poor water quality. Actions to be evaluated should include local policy and operational changes, regulatory measures and potential capital projects.	4-6 years

Goal #2: Support the City's Efforts to be a Connected, Walkable, and Bicycle Friendly Community

Objective 2.1: Expand greenways, pathways, and trails connectivity that are accessible and inclusive to all

Actions	Time frame to complete
2.1.A Provide active recreation events that encourage use of the pedestrian-bike network, the CKC, etc.	Ongoing
2.1.B Create a policy for management of soft trails in parks and open spaces.	0-3 years
2.1.C Develop, enhance, and maintain signature greenways and trails that stretch across the community and that connect residents to the City's many parks, natural areas, recreation facilities and other amenities.	7-10 years
2.1.D Develop and implement a wayfinding plan that covers signage standards, directional and distance signage, maps, park rules, and the use of mobile applications applicable to the entire parks and trails system.	7-10 years

Objective 2.2: Expand and enhance bicycle access and non-motorized access to parks, trails, and points of destination for recreation and active transportation

Actions	Time frame to complete
2.2.A Provide updated bike and walking route information online and in the Department's public materials, such as the recreation program guide and on the Department's webpage.	Ongoing
2.2.B Provide secure bike parking at parks, with racks located near each use area. Add self-service bike repair stations at community parks, on trails and at popular cycling destinations.	0-3 years
2.2.C Create welcoming pedestrian and cyclist entrances to parks, with pedestrian and bike paths that are visually prominent, direct, and physically separated from parking lots.	4-6 years
2.2.D Continue to develop and enhance a network of shared-use pedestrian and bicycle trails to enable connections within parks and between parks, nearby neighborhoods, public amenities, and major pedestrian and bicycle routes identified in Kirkland's Active Transportation Plan.	7-10 years

Objective 2.3: Collaborate and partner with Public Works and community members to effectively enhance the Cross Kirkland Corridor (CKC) in alignment with the Active Transportation Plan and CKC PROS Plan

Actions	Time frame to complete
2.3.A Partner to develop consistent trailheads/access points on the Cross Kirkland Corridor (CKC) Interim Trail with asphalt parking, signage, and restrooms, where appropriate.	7-10 years
2.3.B Explore opportunities to improve the user's experience related to the Cross Kirkland Corridor (CKC) Interim Trail with additional linear parks and park amenities to include potential playgrounds, benches, etc.	0-3 years
2.3.C Create and publish a map that shows connections to parks, biking, and other walking opportunities.	0-3 years
2.3.D Continue to define the Cross Kirkland Corridor as both active transportation and a recreation asset.	4-6 years
2.3.E Explore opportunities for the Department to partner on management and recreational development responsibility for the Cross Kirkland Corridor (CKC) Interim Trail.	4-6 years



Goal #3: Provide a Variety of Recreation Services, Facilities and Programs that Promote the Health and Well-Being of Community Members of All Ages and Abilities

Objective 3.1: Maximize use of existing program spaces and work to identify additional program spaces, staffing, and resources to create new programming opportunities

Actions	Time frame to complete
3.1.A Explore opportunities to lease space to create additional capacity for existing enrichment opportunities until new permanent facilities are available.	0-3 years
3.1.B Pursue the funding, design and construction of an aquatics center that includes recreational programming space, community space, cost-recovery targets, operations and maintenance requirements, and administrative and staff areas.	7-10 years
3.1.C Pursue the funding, design and construction of neighborhood recreation centers in areas with gaps in delivery of recreation services. Explore feasibility, design, location, operator, etc. for two new neighborhood recreation centers that include space for enrichment classes, neighborhood meeting spaces, administrative and staff areas, cost-recovery targets, operations, maintenance requirements, etc.	7-10 years
3.1.D Implement a model to operate the Kirkland Teen Union Building as a comprehensive teen center with teen-centered programs and services.	0-3 years

Objective 3.2: Ensure recreation opportunities are equitably distributed around the City

Actions	Time frame to complete
3.2.A Consider offering free health and fitness programs in neighborhood parks during spring, summer, and fall.	Ongoing
3.2.B Consider a mobile recreation program in underserved neighborhood parks to operate concurrently with out-of-school time. Consider partnerships to provide USDA summer lunches in conjunction with the mobile recreation program.	0-3 years
3.2.C Explore opportunities to acquire property in the Kingsgate Neighborhood for potential placement of a small community center.	7-10 years

Objective 3.3: Develop a formal recreation program evaluation process

Actions	Time frame to complete
3.3.A Track and evaluate the trends, needs, demand, participation levels, satisfaction rates, etc. for all recreation program offerings.	Ongoing
3.3.B Develop and report a minimum of five performance measures as described in the plan to evaluate the quality of recreation programs and services. Include a measure for new programs, satisfaction, program wait lists, etc.	Ongoing
3.3.C Establish and consistently implement participant input opportunities and engagement for all programs.	Ongoing
3.3.D Help ensure engagement processes include community members from diverse ethnic, neurodiverse, disabled and socioeconomic groups.	Ongoing
3.3.E Establish customer service response goals to ensure patrons receive timely responses to complaints or suggestions.	0-3 years
3.3.F Develop a recreation program plan that includes a service matrix, activity development and selection process, and other requirements found in the standards developed by the Commission for Accreditation of Park and Recreation Agencies (CAPRA).	0-3 years

Objective 3.4: Promote active, healthy lifestyles through additional recreation programming

Actions	Time frame to complete
3.4.A Promote active lifestyles by enhancing and increasing walking and running programs, senior walking programs, etc., and enhance existing programs as well as introduce new programs.	Ongoing
3.4.B Provide programs using outdoor fitness and exercise equipment in programmable spaces in neighborhood parks.	0-3 years
3.4.C Explore programming opportunities using the Cross Kirkland Corridor (CKC) Interim Trail.	0-3 years
3.4.D Provide programming and services that target potentially underserved populations that may include youth, teens, adults, and older adults.	0-3 years

GOALS, OBJECTIVES, AND ACTION PLAN

Objective 3.4: Promote active, healthy lifestyles through additional recreation programming

Actions	Time frame to complete
3.4.E Establish and operate specialized recreation facilities to respond to identified public needs that may include community gardens, skate parks, pump tracks, a teen center, etc.	4-6 years; 7-10 years
3.4.F Consider indoor pickleball leagues and programs in existing community centers where appropriate.	0-3 years

Objective 3.5: Explore opportunities to increase and enhance community events based on demand, trends, and cultural opportunities

Actions	Time frame to complete
3.5.A Offer community building events in all parts of the City to contribute to a sense of community.	0-3 years
3.5.B Develop relationships with community organizations (particularly those representing cultural groups) to collaboratively plan and offer community building events to the whole community.	0-3 years
3.5.C Develop a formal sponsorship program for events and activities.	0-3 years
3.5.D Develop a policy and tools to assist staff with recruiting program sponsors.	0-3 years
3.5.E Consider adding a development position to fully support sponsorship opportunities.	0-3 years

Objective 3.6: Coordinate with other Kirkland community and human service providers to develop programs and services to meet demand and trends and minimize duplication of services

Actions	Time frame to complete
3.6.A Continually coordinate with local recreation providers to reduce duplication of services and maximize recreational opportunities.	Ongoing
3.6.B Seek to strengthen and grow partnerships between the Department and community organizations.	Ongoing

Goal #4: Maintain Organizational Resilience, Effectiveness, and Sustainable Funding

Objective 4.1: Consider organizational restructuring to increase efficiencies by adding identified positions in gap areas identified in the plan

Actions	Time frame to complete
4.1.A Explore telecommuting on a permanent basis for positions where appropriate.	0-3 years; 4-6 years
4.1.B Examine the organizational structure to optimize reporting lines, consider succession planning and eliminate single points of failure.	0-3 years
<p>4.1.C Create additional positions to support parks and recreation service delivery as outlined in this plan.</p> <p>Minimal Needs (9 FTE)</p> <ul style="list-style-type: none"> - Management Analyst (1) - Communications Program Specialist (1) - DEIB Coordinator (1) - Groundskeeper (3) - Adaptive Recreation Coordinator (1) - Park Ranger (2) <p>Ideal Needs (additional 8 FTE)</p> <ul style="list-style-type: none"> - Administrative Supervisor (1) - Planning Coordinator (1) - Office Specialist (for each community center) (2) - Program Coordinator (Volunteer and Partnerships) (1) - Program Coordinator (Teen Programming) (1) - Field Arborist (1) - Human Services Specialist (1) 	0-3 years; 4-6 years
4.1.D Consider leased office space to support additional service levels.	4-6 years

GOALS, OBJECTIVES, AND ACTION PLAN

Objective 4.2: Continually engage and connect with community members to facilitate positive and collaborative community relationships and transparent decision-making

Actions	Time frame to complete
4.2.A Establish annual Department survey to determine baseline and satisfaction trends; use results to build annual work plans.	Ongoing
4.2.B Continue to engage the community in current and future parks and recreation planning efforts.	Ongoing
4.2.C Encourage and support active and ongoing participation by diverse community members in planning and decision-making.	Ongoing
4.2.D Purchase/implement a community engagement platform that supports digital surveys.	0-3 years

Objective 4.3: Increase and improve communication with all community members

Actions	Time frame to complete
4.3.A Work with City to expand social media policy to allow the Department to utilize additional social media outlets to their full capacity.	Ongoing
4.3.B Explore in-house translation services (incentive pay) for current City employees.	Ongoing
4.3.C Continue to create and enhance program marketing using an equity lens with a specific emphasis on program promotion in Spanish and Asian languages. Focus on cultural cues and fluency within specific social media platforms.	Ongoing
4.3.D Consider creative options to encourage participation on the Park Board by members of the Asian, Hispanic, and other underrepresented communities to increase communications and help build relationships.	Ongoing
4.3.E Continue to promote and create awareness of programs and activities through email, the Department website, social media, text and other methods of communication.	Ongoing

Objective 4.3: Increase and improve communication with all community members

Actions	Time frame to complete
<p>4.3.F Enhance the Department’s marketing plan to ensure diversity in communication methods and a branding plan. It should be reviewed regularly, updated as needed, and include:</p> <ul style="list-style-type: none"> • Department branding standards • Wayfinding and signage standards • Increased use of social media and other methods of communication • Continued and enhanced use of the City and Department’s website • Partnership opportunities 	0-3 years
<p>4.3.G Establish a seasonal social media and public campaign with a focus on health and wellness and reaching Asian and Hispanic community members.</p>	0-3 years
<p>4.3.H Consider the addition of a marketing, development and social media division with staffing and resources. Consider the addition of an Outreach and Engagement Coordinator to carry out enhanced communications, marketing, engagement processes, community surveying and data collection of participant feedback (See 4.1.c).</p>	4-6 years

Objective 4.4: Explore alternative funding options and a voter-approved capital campaign for programmatic and capital expansion

Actions	Time frame to complete
<p>4.4.A Evaluate non-resident program participation to ensure non-resident participants are paying appropriate and equitable fees.</p>	Ongoing
<p>4.4.B Consider encouragement of a grassroots parks and recreation foundation to coordinate bond referendums, endowments, living trusts, etc.</p>	0-3 years
<p>4.4.C Pursue a voter-approved capital campaign to address facility and space shortages.</p>	0-3 years
<p>4.4.D Establish policy that funds operations and maintenance at the time CIP projects are approved for funding.</p>	0-3 years
<p>4.4.E Implement the Department’s resource allocation philosophy/pricing model in line with the Department’s fiscal policy. Update fiscal policy to “direct cost”.</p>	0-3 years
<p>4.4.F Complete a biennial fee study to benchmark Kirkland’s fees against other nearby agencies to determine current market-rate fees.</p>	0-3 years

GOALS, OBJECTIVES, AND ACTION PLAN

Objective 4.4: Explore alternative funding options and a voter-approved capital campaign for programmatic and capital expansion

Actions	Time frame to complete
4.4.G Look for ways to establish alternative forms of revenue for programs that may include any of the financing options identified in the plan.	Ongoing
4.4.H Explore opportunities to recover a greater percentage of development fees, in advance of population growth and the 85th Street Station Area Plan. Consider additional opportunities for commercial/industrial impact fees (system development charges) to recover a greater level of impact caused by new residential and commercial/ industrial development and land dedication policy.	7-10 years

Objective 4.5: Develop and enhance relationships with key partners

Actions	Time frame to complete
4.5.A Hold an annual partner recognition event.	Ongoing
4.5.B Explore additional partnerships with community service clubs, non-profits, and the business and faith-based communities to deliver parks and recreation services.	Ongoing
4.5.C Reevaluate the inter-governmental agreement with the Lake Washington School District to ensure an ongoing and mutually beneficial agreement is in place. The agreement should include a requirement to evaluate the agreement on a recurring basis.	4-6 years

Objective 4.6: Maximize volunteer opportunities in the Department

Actions	Time frame to complete
4.6.A Increase park service and restoration events.	0-3 years
4.6.B Consider addition of a full-time Volunteer Coordinator. (See 4.1.c)	4-6 years
4.6.C Expand the Adopt-A-Park program.	4-6 years

Objective 4.7: Aspire to be a leader in the parks and recreation field following best practices and meeting standards for high functioning parks and recreation agencies

Actions	Time frame to complete
<p>4.7.A Implement plan actions in a transparent manner:</p> <ul style="list-style-type: none"> • Hold annual off-site Department goal setting and prioritization of plan goals • Create internal task force groups specific to individual objectives and action items (made up of front-line staff with one supervisor/manager) • Issue annual reporting on plan progress • Include implementation status in monthly reports to the public that showcases accomplishments and project status • Review and share status at all-staff meetings 	Ongoing
<p>4.7.B Complete the CAPRA self-evaluation to identify appropriate standards for policy and planning documents and implement best practices.</p>	0-3 years
<p>4.7.C Create and implement CAPRA policy for updating policy and Department planning documents to help ensure timely updates and appropriate document tracking.</p>	0-3 years
<p>4.7.D Work toward an NRPA Gold Medal application within 5 years.</p>	0-3 years
<p>4.7.E Work toward meeting each of the 154 National Accreditation standards as defined by the Commission on Parks and Recreation Accreditation within six years. Complete self-evaluation annually.</p>	7-10 years



Goal #5: Continue to Prioritize Access to Parks and Programs for All Kirkland Community Members

Objective 5.1: Focus (externally) on diversity, equity, inclusion, social justice, and a sense of belonging

Actions	Time frame to complete
5.1.A Ensure the Department continues to implement, in spirit and intent, the requirements in Kirkland City Council Resolution 5240 which requires DEIB staffing and resources (see 4.1.c).	Ongoing
5.1.B Improve and enhance communication with members of Hispanic, Asian, and other historically excluded populations in Kirkland. Offer programs in various Asian and Hispanic languages as possible and in demand.	Ongoing
5.1.C Utilize translation services for community engagement opportunities.	Ongoing
5.1.D Place a focus on acknowledging the contributions of Native American heritage, including developing a facility naming policy recognizing indigenous peoples.	Ongoing
5.1.E Program a minimum of three cultural events in Kirkland each year; engage Hispanic, Asian and other historically excluded populations/partners in the provision of special events and programs.	Ongoing
5.1.F Continue to create a welcoming environment in facilities with translated signs.	0-3 years
5.1.G Complete a formal evaluation of the Department DEIB practices that includes: <ul style="list-style-type: none"> • Racial/ethnic/cultural barriers • Economic status/resource barriers • Age-related barriers • Gender identification barriers • Disability-related barriers Publish an annual disparity report with goals and action items to address barriers.	0-3 years

Objective 5.2: Focus (internally) on diversity, equity, inclusion, social justice, and a sense of belonging

Actions	Time frame to complete
5.2.A Develop DEIB policy and provide ongoing training programs for staff to ensure inclusivity throughout the department.	Ongoing
5.2.B Create an ongoing DEIB Department committee to support and encourage a fully inclusive workplace and welcoming parks, facilities, programs, and activities.	Ongoing

Objective 5.3: Continue to help ensure recreation programs and facilities are affordable for all community members

Actions	Time frame to complete
5.3.A Create a promotional campaign to inform the community of scholarships. Consider an outreach element with the scholarship policy.	Ongoing
5.3.B Evaluate scholarship policy annually to ensure data privacy and a standard for need (poverty level) is appropriately applied in Kirkland.	Ongoing
5.3.C Consider a tiered pricing program for selected activities.	4-6 years
5.3.D Create a standard for offering a set number or percent of free or low-cost programs as budget allows.	4-6 years

Objective 5.4: Ensure programs, facilities, communication, etc. comply with the Americans with Disabilities Act and are fully inclusive, regardless of ability

Actions	Time frame to complete
5.4.A Develop a plan to ensure members of the community who are neurodiverse or have intellectual, physical, sensory or psychological conditions have access to adaptive and inclusive programs and services.	0-3 years
5.4.B Ensure compliance with the 2010 Americans with Disabilities Act Update, specifically with Section § 33.130, through the provision of inclusion resources where necessary.	Ongoing
5.4.C Develop and implement a program planning form that assesses ADA needs for programs and activities.	Ongoing

GOALS, OBJECTIVES, AND ACTION PLAN

Objective 5.4: Ensure programs, facilities, communication, etc. comply with the Americans with Disabilities Act and are fully inclusive, regardless of ability

Actions	Time frame to complete
5.4.D Implement recommendations in the 2022 ADA Transition Plan.	Ongoing
5.4.E Evaluate current policies and practices with the Human Services staff and report annually to the Human Services Commission.	0-3 years
5.4.F Analyze parking availability and develop use policy to ensure access for all.	0-3 years

Goal #6: Enhance and Improve Access to Athletics and Sports Opportunities

Objective 6.1: As resources are identified, expand capacity at existing fields by enhancing infrastructure, components, and amenities

Actions	Time frame to complete
6.1.A Enhance signage and expand the park ranger program to reduce the number of dogs on sports fields.	Ongoing
6.1.B Consider replacement and enhancement of amenities to include available parking, restrooms, and portable fences for use on diamond fields.	Ongoing
6.1.C Implement the Athletic Fields Strategic Plan which recommends renovating and improving conditions of low-scoring grass fields, including both diamond and rectangle fields.	Ongoing
6.1.D Implement the Athletic Fields Strategic Plan which recommends conversion of selected park athletic fields to lighted rectangle and multi-purpose fields.	0-3 years
6.1.E Explore partnerships with the Lake Washington School District to enhance and improve additional athletic fields through the City/School partnership.	4-6 years
6.1.F Explore regional partnerships and collaboration to support unserved sports such as cricket, rugby, lacrosse, pickleball.	0-3 years
6.1.G Explore lighting sports fields where practical and ensure use of a public engagement process with neighboring homes.	7-10 years

Objective 6.2: Improve permitting/scheduling of athletic fields to ensure field availability to all

Actions	Time frame to complete
6.2.A Ensure weekly open/free play time is reserved at all parks.	Ongoing
6.2.B Allow for greater rest periods for heavily used turf fields (May and June).	Ongoing
6.2.C Provide opportunities for unserved sports such as rugby and cricket as field capacity is added to provide greater equitable access.	0-3 years
6.2.D Purchase an online real-time registration software for field scheduling to provide the best possible service and field availability in real-time.	0-3 years

Goal #7: Protect and Conserve the Natural Environment for Future Generations**Objective 7.1:** Improve and enhance Department sustainability initiatives, aligned with the City's sustainability master planning

Actions	Time frame to complete
7.1.A Integrate findings and recommendations from the City of Kirkland Sustainability Master Plan, December 2020.	Ongoing
7.1.B As is practical, limit the Department's carbon footprint, creating an internal sustainability plan for 2022 – 2028 with measurable goals and action items.	0-3 years
7.1.C Create a pesticide-free parks program and recruit volunteers to assist with weed abatement.	0-3 years
7.1.D Consider horticultural practices that feature native and drought-resistant plants to conserve water.	0-3 years
7.1.E Explore opportunities for food forests, and natural public gardens to steward the local ecosystem.	0-3 years
7.1.F Ensure all current and future park and facility lighting is LED. Consider dark sky compliant lighting where possible.	0-3 years
7.1.G Replace hand-powered gas equipment with electric where practical.	0-3 years
7.1.H Convert the Department's gas-powered vehicle fleet to electric in phases.	7-10 years

GOALS, OBJECTIVES, AND ACTION PLAN

Objective 7.2: Identify ongoing funding, acquire property, and implement park projects that promote, restore, and sustain the natural environment

Actions	Time frame to complete
7.2.A Identify and pursue acquisition of parcels that protect and preserve open space, forested space and environmentally sensitive areas.	4-6 years
7.2.B Identify and pursue capital improvement projects that protect, preserve, restore and sustain sensitive and forested areas. Include these components in park development projects.	Ongoing
7.2.C Continue support of the Green Kirkland Partnership, the park steward program and the volunteer events and activities that are critical for the health of parks, forests, and open space.	Ongoing
7.2.D Explore the most appropriate funding methods identified in the planning process.	0-3 years



Objective 7.3: Align goals and initiatives to coordinate with stormwater and surface water plans, partnerships, and initiatives

Actions	Time frame to complete
7.3.A Explore opportunities to partner with Stormwater in the Public Works Department for funding and development of open spaces that serve both stormwater and recreational purposes.	Ongoing

Objective 7.4: Fully support the City's 20-Year Urban Forestry Plan to ensure the health of the tree canopy

Actions	Time frame to complete
7.4.A Help ensure decisions on tree maintenance, care, replacement, removal, etc. are transparent to the Kirkland community.	Ongoing
7.4.B Develop a policy on trees, including type, growth rates, replacement, etc. to ensure a healthy canopy.	0-3 years
7.4.C Complete a tree inventory for trees in parks and open space properties with a plan for location to plant new trees. Explore purchase of a software package to plot and manage trees.	0-3 years
7.4.D Implement a tree management and maintenance plan to help ensure tree management is proactive vs. reactive. This requires additional resources that include an urban forest supervisor and an additional arborist. (See 4.1.c)	0-3 years
7.4.E Provide tree education opportunities in Department marketing materials to highlight benefits of a healthy tree canopy in Kirkland.	0-3 years
7.4.F Work collaboratively with departments to support tree canopy preservation, monitoring and goals.	Ongoing



SECTION II

PLANNING CONTEXT AND INTEGRATED PLANNING EFFORTS

- Creating a Roadmap for the Delivery of Parks and Recreation Services
- Kirkland's History – Conceptual Background
- Department Mission and Goals
- Parks and Community Services Department Overview
- Methodology of the Planning Process
- Related Planning Efforts and Integration

CREATING A ROADMAP FOR THE DELIVERY OF PARKS AND RECREATION SERVICES

An Overview of the Planning Process

The vision for the Parks, Recreation, and Open Space (PROS) Plan is to update the Department's 2015 PROS Plan. The process to develop this plan included a robust community engagement process, a needs assessment, and a level of service and services analysis. Simultaneous to this work, an athletic fields strategic plan, (included as part of this plan) and an ADA evaluation and transition plan were completed. This six-year plan will serve as a blueprint for providing quality recreation services, parks, open spaces, facilities, and programs as well as future planning efforts for the Department. The plan establishes goals, objectives, action items, and achievable strategies that directly impact community members' quality of life.

The 2015 PROS plan identified many goals, objectives, and action items, some which have been carried forward. Staff completed a worksheet that recaps the work completed since 2015. This plan incorporates these findings and prioritizes new key recommendations into ongoing, short-term, mid-term and long-term action items.

To serve as the best possible planning tool, this plan:

- Provides a framework for future orderly and consistent planning
- Provides a framework for capital planning
- Recommends efficiencies and improvements for administration of the Parks and Community Services Department
- Recommends resources, programs, and facilities that can best contribute to a positive and healthy quality of life for Kirkland community members

To guide the planning effort, and to objectively evaluate the success of the process, Department leadership adopted six critical success factors at the outset of the planning effort:

- Adopt a six-year plan that builds on City planning documents including the City of Kirkland's Comprehensive Plan (2035), the 2015 Parks, Recreation, and Open Space Plan, the Surface Water Master Plan and Sustainability Master Plan to name a few.
- Complete a comprehensive needs analysis to identify current and future recreation and facility needs through public engagement, surveys, demographics, trends, and benchmark analysis. The process should be inclusive and afford all community members adequate opportunity to provide input. The survey should aspire to have a margin of error of +/-4.4% at the 95% level of confidence. The results would be statistically valid citywide and can be analyzed with up to five subgroups.
- Identify current conditions at City parks, facilities and within recreation programs, and determine a phased and prioritized capital improvement program, and best management practices for operations.
- Develop a funding strategy for capital and operational needs.
- Complete an Athletic Fields Strategic Plan or "Synthetic Turf Strategic Plan." The study will analyze sports participation and athletic field demand, recommending opportunities to maximize use of current fields, reconfigure fields and improve the field allocation process.
- Complete an update to the ADA Self Evaluation and ADA Transition Plan.

KIRKLAND'S HISTORY

Conceptual Background

The City encompasses 22.6 square miles with an estimated population of 92,165 community members and is part of the east Seattle metro area. Kirkland is bordered to the north by Bothell, Redmond to the east, Bellevue to the south and Lake Washington to the west. Kirkland is the 6th largest city in King County and the 12th largest in the state.

Natural Setting

Kirkland encompasses urban areas, residential developments, and natural habitats. The City has extensive shoreline along Lake Washington, including Moss, Juanita, and Yarrow Bays. The City is also home to two minor lakes, Totem Lake and Forbes Lake, located in the eastern portion of the City.

Over half of Kirkland's open space consists of forested natural areas that contribute to the natural beauty and sustainability of the environment. Many of the areas are unsuitable for active use due to the natural topography and native plantings to support the health of these areas. However, as Kirkland sits in the shadow of the Olympic Mountains and the Cascade Range, outdoor recreation and hiking opportunities abound within a few hours drive.

Kirkland's climate is typical of the Pacific Northwest with wet, mild winters and dry, warm summers, which impact turf, sports facilities, and recreation opportunities between October and February when park use is less desirable. The summers are warm and dry and provide some of the state's best recreation opportunities, particularly in Kirkland's waterfront parks. Due to the temperate climate from July through September, the use of waterfront parks can be extremely heavy.

Early History

The eastern shore of Lake Washington was initially settled by the Duwamish people who built a village at Juanita Creek and several longhouses at Juanita Bay and Yarrow Bay. Euro-American settlement of the area began in the 1860s to 1880s when homesteads were established. In 1888, Peter Kirk, an English steel industrialist, arrived in Kirkland intending to establish a steel industry. Kirk's vision triggered the development of a residential and business community.



Kirkland began to grow due to the Klondike gold rush, as a commuter suburb for Seattle. Shipbuilding grew to be a major industry in the Kirkland area because of the Alaska-Yukon Exposition of 1909, World War I, and the construction of the Lake Washington Ship Canal. The industry expanded during World War II due to defense contracts for warship construction. In the first four decades of the 20th Century, employment at the Kirkland area shipyards grew from 30 people to over 8,000.

2011 Annexation

On June 1, 2011, the City of Kirkland annexed the Finn Hill, North Juanita, and Kingsgate areas north of Kirkland into the City. These areas, which were formerly part of unincorporated King County, encompass approximately seven square miles and included over 31,000 residents. The City gained several park sites through this annexation, including the Edith Moulton, 132nd Sq Park and other parks in the north area of the city.

DEPARTMENT MISSION AND GOALS

Mission Statement

The Parks and Community Services Department operates under the following mission statement and goals:

The mission is to support a healthy and sustainable community by providing high quality parks and recreation services, ensuring a collaborative community response to basic human needs, and protecting our natural areas.

The three primary goals of the Parks and Community Services Department are to:

- Acquire, develop, and renovate a system of parks, recreational facilities, and open spaces that are attractive, safe, functional, and available to all.
- Enhance the quality of life in the community by providing services and programs that offer positive opportunities for building healthy productive lives.
- Protect and preserve publicly owned natural resource areas.

Forbes House, the Kirkland Performance Center (KPC) and other rental properties.

Demand for athletic facilities is high in the City, met in part by the City's agreement with the Lake Washington School District, which allows use of sports facilities and some indoor school spaces in exchange for scheduling of 37 school athletic fields, tracks and open areas, and maintenance of 20 athletic fields.

The Department offers a wide array of activities and events that encourage and promote positive and healthy lifestyles for all ages and abilities. Recreation services include community building special events, aquatics activities, senior programs, youth and preschool programs, camps, adult and youth sports programs, health and wellness activities, and enrichment classes. The Department is responsible for human services and permitted special events in the community as well.

The Department employs 55.5 full-time, year-round permanent staff and 5 one-time funded staff in four divisions – Administration, Parks Management, Recreation, and Human Services. The 2021–2022 budget (two-year budget cycle) includes expenditures of \$32,608,315. Operating funds come from the City's general fund (\$21.4 million), Parks Maintenance Tax (\$4.0 million) and the 2012 Parks Levy (\$7.1 million). The budget also includes \$2.52 Million in non-tax revenues, primarily from fees and charges.

PARKS AND COMMUNITY SERVICES DEPARTMENT OVERVIEW

The Department manages a variety of public park space (694 acres) made up of 11 waterfront parks, 28 neighborhood parks, 8 community parks, 6 natural area parks, a cemetery and 24 miles of trails.¹ The Department manages four indoor facilities that include the North Kirkland and Peter Kirk Community Centers, the Kirkland Teen Union Building, and Heritage Hall. The Department also oversees the daily operation of the Kirkland Cemetery and the seasonal (outdoor) Peter Kirk Swimming Pool, and manages leases on the

METHODOLOGY OF THE PLANNING PROCESS

Community engagement was central to this planning process, which included stakeholders, focus groups, and staff interviews along with a Strengths, Weakness, Opportunities and Threats (SWOT) analyses, two public meetings referenced as “community conversations”, a needs assessment survey, and a host of additional engagement opportunities listed in Section IV. Overall, greater than 4,700 community members participated in the engagement process for the plan. As a result of the COVID-19 pandemic, some of the engagement was completed virtually, using the Zoom digital platform.

¹ Additional acres of trails are available to the community; 24 miles represent only those the City actively manages.

The planning process began with a strategic kickoff meeting on April 23, 2021, where expectations and critical success factors were discussed with Department leadership. Although the process took place during the COVID-19 pandemic, the consultants worked virtually and visited the City to inventory and assess parks, assets, and park components and to discuss opportunities and challenges with members of the Kirkland team. The consultants also visited the Department December 15–17, 2021 to present findings to the community and staff, and conduct a visioning workshop with staff. The plan will be reviewed and approved by the Washington State Recreation and Conservation Office (RCO). Specific RCO requirements for the plan are in Appendix D.

Strategic Kickoff
Community Engagement
Parks and Facility Inventory
Needs Assessment Survey
GRASP® Level of Service Analysis
Athletic Fields of Strategic Plan
Americans with Disabilities Act Evaluation & Translation Plan
Operational, Recreation, Financial & Organizational Analysis
Recreation and Conservation Office Compliance Review
Recommendations: Goals, Objectives and Action Plan

Figure 1: The Planning Framework

RELATED PLANNING EFFORTS AND INTEGRATION

The Department provided numerous planning documents that were important to integrate into the plan. These documents were thoroughly reviewed, summarized, and referenced in the plan.

2015 Parks, Recreation and Open Space (PROS) Plan

The 2015 PROS plan was a six-year guide for managing and enhancing park and recreation services in Kirkland. The 2015 plan provided a vision for the City's park and recreation system, proposed updates to City service guidelines, and addressed departmental goals, objectives, and other management considerations. The plan was developed with substantial input and direction from Kirkland residents and established goals and objectives to guide service delivery and other planning efforts. The Department has made progress on all the objectives below since 2015 and continues progress on each objective as an ongoing or in-process action. The staff worksheet that was completed shows the progress on the goals and objectives from the 2015 plan.

Level of Service Standards

This 2015 Plan proposed maintaining a set of standards for the Department that included a service standard based on an "Investment per Person" methodology. This standard ensures that each person receives access to a constant number of parks and recreational facilities as the community grows and allows the City flexibility in determining the precise mix of facilities. The level of service standard described as an investment per person was established as \$4,094 and will be updated in the level of service section. See Table 1.

Level of Services Guidelines

The 2015 Plan included park acreage guidelines. These same guidelines are recommended to continue through the updated 2022 PROS Plan.

- Community parks: 2.25 acres per 1,000 people
- Neighborhood parks: 1.5 acres per 1,000 people
- Natural parks and open space: The acquisition of or negotiation for additional, adjacent natural park lands to ensure the protection of unique or special habitat areas and sufficient land is available to accommodate future trail connections. Intentionally, no numerical standard was adopted in the 2015 plan.

Kirkland Comprehensive Plan

Kirkland's Comprehensive Plan is the guiding policy document that describes how Kirkland will manage job and population growth and provide necessary services and facilities to support that growth over a 20-year planning horizon.

The current Plan (Kirkland 2035) was adopted in 2015 and receives a major update every eight years. While the plan receives minor annual updates, the next major update is anticipated to be complete in 2024.

The Parks, Recreation, and Open Space Element of the Kirkland 2035 Comprehensive Plan defines the overarching goals and standards required for the parks and recreation system and will come from the 2022 PROS Plan once adopted.

Additional applicable parts of the comprehensive plan are in the Parks, Recreation, and Open Space Element, which identifies the Community Character Element, the Land Use, and Capital Facilities elements and apply to this planning process.



Park Classification in the 2015 PROS Plan

The park type definitions from the 2015 PROS Plan are recommended to be used in the updated plan.

Waterfront Parks

The City's waterfront parks stretch from the Yarrow Bay Wetlands in the south, to O.O. Denny Park in the north, providing Kirkland residents year-round waterfront access.

Natural Park Areas

The natural park areas, such as Juanita Bay Park, Yarrow Bay Wetlands, Heronfield Wetlands, and Watershed Park, provide residents with important natural open space and critical urban wildlife habitat.

Community Parks

Community parks are usually 15 to 30 acres in size and are generally defined as larger, diverse recreation areas serving both formalized active recreation needs as well as recreation use benefiting the neighborhood surrounding the site. The City should provide 2.25 acres of developed community parks per 1,000 residents. Examples include Crestwoods and Everest.

Neighborhood Parks

Neighborhood parks serve both limited active and passive recreation needs of a residential neighborhood and are usually no more than 15 acres and no less than 0.5 acres in size. The City should provide 1.5 acres of developed neighborhood parks per 1,000 residents. Examples include Edith Moulton, Park, Totem Lake Park and Terrace Park.

Policies from the 2015 Plan that were pertinent to continue into the 2022 PROS Plan include those written below. While the wording may not match precisely, the concepts were incorporated into the new goals, objectives, and actions.

Table 1a: 2015 Parks, Recreation, and Open Space Element Policies

1. Community Engagement	Policy 1.1: Community Involvement. Encourage and support active and ongoing participation by diverse community members in the planning and decision-making for parks and recreation.
2. Neighborhood and Community Parks	Policy 2.1: Park Acquisition. Acquire additional parklands necessary to adequately serve the City's current and future population based on level of service goals.
	Policy 2.2: Park Improvement. Improve park sites to meet the active and passive recreational needs of Kirkland residents.
3. Waterfront Parks	Policy 3.1: Waterfront Parks. Maintain and enhance Kirkland's waterfront parks to connect residents with the water, provide unique recreational experiences, and support tourism.
4. Trail Network	Policy 4.1: Trail System. Develop a network of shared-use pedestrian and bicycle trails to enable connections within parks and between parks, nearby neighborhoods, public amenities, and major pedestrian and bicycle routes identified in the Active Transportation Plan.
	<p>Policy 4.2: Signature Trails and Connections. Develop, enhance, and maintain signature greenways and trails that stretch across the community and that connect residents to the City's many parks, natural areas, recreation facilities and other amenities.</p> <ul style="list-style-type: none"> • Kirkland Waterfront: The City should strive to create a continuous pedestrian and bicyclist greenway along the lakeshore through parks, neighborhood greenway improvements, and trail easements. • Cross Kirkland Corridor: Develop or improve parks adjacent to the Cross Kirkland Corridor to provide additional amenities and create pleasant destinations or stopping points along the trail. • Bay to Valley Connection: Build on the City's existing parks and natural areas along Forbes Creek and NE 100th Street to create an east-west trail that connects users from Juanita Bay through central Kirkland and into the Sammamish Valley. • Finn Hill Connection: Consider protection and development of a greenway and trail corridor to connect existing trail systems and provide additional recreational amenities. • Eastside Powerline Corridor: Explore opportunities to develop a north-south trail under the Seattle City Light (SCL) power lines to link Kirkland's eastern neighborhoods to Bridle Trails State Park and other existing parks, the Cross Kirkland Corridor, major retail and employment destinations, and to other neighborhoods. • Lakes-to-Locks Water Trail: Support the continued implementation of the Lakes-to-Locks Water Trail to provide water trails along Lake Washington and adjoining water bodies.

Table 1a: 2015 Parks, Recreation, and Open Space Element Policies

5. Recreation Facilities and Programming	Policy 5.1: Recreation Services. Provide a variety of recreational services and programs that promote the health and well-being of residents of all ages and abilities.
	Policy 5.2: Community Centers. Maintain and enhance Kirkland's community centers to provide recreational opportunities, community services and opportunities for residents to connect, learn and play.
	Policy 5.3: Aquatic Facilities and Programs. Provide opportunities for aquatic recreation through the City's pools and lakefront facilities.
	Policy 5.4: Recreation Programs for All Ages. Provide programming and services that support recreation and learning for target populations, including youth, teens, adults, and older adults.
	Policy 5.5: Universal Access and Inclusion. Strive to reduce barriers to participation and provide universal access to facilities and programs.
	Policy 5.6: Specialized Recreation Facilities. Establish and operate specialized recreational facilities (e.g., action sports facilities, off-leash areas, skate parks, community gardens) to respond to identified public needs, as appropriate.
6. Athletics	Policy 6.1: Field Sports. Provide a citywide system of sports fields and programs to serve field sport needs of the community, in partnership with the Lake Washington School District, local sports organizations, and other regional providers.
	Policy 6.2: Indoor and Outdoor Sports Courts. Provide and enable access to a Citywide system of indoor and outdoor sports courts, gymnasiums, and programs for Kirkland residents.
7. Conservation and Stewardship	Policy 7.1: Natural Area Preservation. Preserve significant natural areas to meet outdoor recreation needs, provide opportunities for residents to connect with nature, and meet habitat protection needs.
	Policy 7.2: Natural Area Restoration and Management. Restore and manage City-owned or managed natural areas to protect and enhance their ecological health, sensitive habitats, and native species.
	Policy 7.3: Shoreline Restoration. Restore Kirkland's public shorelines on Lake Washington in accordance with the Shoreline Restoration Plan to improve habitat, hydrology, and recreational opportunities.
	Policy 7.4: Ecosystem Services. Protect and improve the City's natural systems or features for their value in providing ecosystem and infrastructure services.

Table 1a: 2015 Parks, Recreation, and Open Space Element Policies

7. Conservation and Stewardship	Policy 7.5: Environmental Education. Promote environmental stewardship and education through informational signage, materials, programs, and partnerships.
	Policy 7.6: Conservation Partnerships. Work cooperatively with resource management agencies and community members to care for streams, enhance and protect urban forests and wetlands, improve wildlife habitat, and provide limited public access.
8. Economic Development	Policy 8.1: Support Economic Development. Utilize strategic capital investments in parks, trails, open spaces, recreation, and art to encourage and support economic development and revitalization. Kirkland City Council Resolution 5240.

Resolution 5240 helps to define the Department's responsibilities to be a safe, inclusive and welcoming city for all people in the City. See Appendix E for the resolution.

The Kirkland 2018 Americans with Disabilities Self-Evaluation and Transition Plan

Between 2014 and 2018, the City developed action steps for the City's Pathway to Transition Plan. The draft plan documented \$13.6 million in barriers and timelines for addressing the identified barriers. An updated, detailed ADA Self-Evaluation and Transition Plan for Parks and Community Services included with this plan will provide a prioritized list of improvements to implement over the next several years.

The Kirkland Sustainability Master Plan

The City of Kirkland adopted the Sustainability Master plan in December 2020, which incorporates the intersection between the environment, the economy, and equity. The plan is divided into eight focus areas.

- Energy Supply and Emissions
- Buildings and Infrastructure
- Land Use and Transportation
- Natural Environment and Ecosystems
- Sustainable Material Management
- Sustainable Governance
- Sustainable Business
- Healthy Community

While a majority of goals should be applied to decision making related to parks and recreation, some of the goals in the plan are particularly applicable.

GOAL EV-1 Protect and enhance the water quality of Kirkland's streams, lakes, and wetlands

GOAL EV-5 Engage the community in the restoration of at least 500 acres of City-owned natural areas and open space park lands by 2035

GOAL EV-6 Eliminate the discretionary use of synthetic pesticides in parks by 2025

GOAL EV-8 Ensure that all residents have access to healthy parks and open space within a 10-minute walk

GOAL EV-10 Examine trends in canopy gain or loss, identify priorities for meeting the overall goal of a citywide 40% tree canopy cover goal by 2026 and develop strategies to manage Kirkland's urban forest resource for optimal health, climate resiliency and social equity

GOAL HC-1 Increase the number and geographic diversity of pea-patches or other types of community gardens by adding 5 more by 2025, and another 100% by 2030. Explore adding edible landscaping on city property including rights-of-way

GOAL HC-5 Ensure that refugees and immigrants, people of color and economically struggling residents have access to the resources they need to thrive and experience Kirkland as a safe, inclusive and welcoming community

GOAL HC-8 Enhance the City of Kirkland as a safe, inclusive, and welcoming place for all people

GOAL EV-9 Mandates that the Department continually improve parks to meet the active and passive recreational needs of Kirkland residents by reducing barriers to participation and providing universal access to facilities and programs where possible

GOAL HC-12 Strive to rebalance and/or acquire sports fields to achieve the specified service level. This service level shows an excess of baseball fields and a deficit of soccer/multipurpose fields

GOAL HC-13 Pursue funding measures and/or partnerships that will allow for the expansion of recreation facilities

Green Kirkland Partnership 20-Year Plan

In 2005, the City formed the Green Kirkland Partnership to protect and restore Kirkland's public forest and natural area parklands that face numerous threats including fragmentation of natural areas, an invasive-dominated understory that inhibits native species from regenerating, a declining dominant forest, and resource limitations on restoration and maintenance. In 2008, the Kirkland City Council approved the first comprehensive 20-Year Forest Restoration Plan, which outlined strategies for restoring and maintaining Kirkland's forested and natural area parks to develop a community-based stewardship program. This 20-year plan was most recently updated in 2015.

The Green Kirkland Partnership's mission is to restore and maintain healthy forested and natural parklands by building a supportive community that works together to protect Kirkland's valuable natural resources for current and future generations.

During the past 10 years, the Green Kirkland Partnership has enrolled 510 acres into restoration, recorded 97,493 volunteer hours, and planted 61,000 native trees, shrubs, and ground covers. In addition, the City has developed a small but dedicated staff of Green Kirkland employees to lead restoration and community-based stewardship efforts.

The Partnership supports many of the elements in this planning effort, specifically around community engagement, conservation and stewardship, planning, and management of Kirkland's natural parklands.

Green Kirkland Partnership Goals

- All 510 acres of Kirkland's public forested and natural area parklands enrolled in restoration and active maintenance by 2035.
- A restoration program with capacity for long-term stewardship of forested parks and natural areas; increased public awareness of, and engagement in, protecting, restoring, and maintaining healthy habitats.
- A robust Green Kirkland Steward program, with at least one steward in each natural area park and dedicated staff to recruit, train, and retain volunteer stewardship leaders.
- A successful volunteer program that engages a diverse community of individuals and families, schools, businesses, and non-profit organizations.
- Protection of critical forest and natural areas that provide important ecological and public benefits.
- Sustainable funding, operations, and field staff resources to accomplish long-term restoration objectives.

The Urban Forestry Strategic Management Plan

The plan was adopted in 2013 and in concert with six-year updates, provides priorities for managing the Urban Forestry Program in Kirkland. Specifically, the plan requires the Department to:

- Document Kirkland's urban forest asset to improve safety, quality, and sustainability. Obtain a greater understanding of the condition, risk potential and benefits of the urban forest asset.
- Protect, maintain, and enhance Kirkland's urban forest, an integrated natural resource, through a balanced approach using education, incentives, and regulations.
- Build a comprehensive urban forest program to increase efficiency, public accountability, and collaboration between City departments and to standardize public tree management.

- Promote stewardship of the urban forest with community outreach and partnerships. Involve the community with long-range decisions regarding the urban forest.

THE ASSET	<ul style="list-style-type: none"> • Update and maintain the public tree inventory • Make minor improvements to current tree planting efforts as a short-term, interim strategy • Determine the value, functions, and benefits of the urban forest
POLICIES CODES	<ul style="list-style-type: none"> • Conduct public outreach regarding tree regulations • Update tree codes and ordinances to simplify and clarify • Update tree planting guidelines for utility, contractor, and City compliance to best management practices and codes
THE PROGRAM	<ul style="list-style-type: none"> • Develop a program by establishing a formal interdepartmental working team • Provide adequate public tree maintenance resources • Develop annual report /annual work plans with tracking and performance measures
THE COMMUNITY	<ul style="list-style-type: none"> • Identify the community's roles in urban forestry • Dedicate resources for ongoing public outreach and education • Support further growth of the Green Kirkland Partnership

The Urban Forestry Six-Year Work Plan 2021 – 2026 lays out requirements to inventory trees, maintain public trees and natural areas, plant trees, engage the community, and provide a program framework.

Kirkland Shoreline Master Program

The Shoreline Master Program (SMP) includes local land use policies and regulations that guide the use of Washington shorelines. The Shoreline Master Program applies to both public and private uses and protects natural resources for future generations, provides for public access to the shorelines, and plans for water-dependent uses. A current Shoreline Master Program is in place in Kirkland.

The City completed a Dock and Shoreline Assessment in September 2019 that looked at compliance with applicable regulatory guidelines. The following parks/facilities were assessed, and an estimate of costs to address repairs were identified in the assessment at \$2,172,500.

- Marina Park
- Juanita Beach Park
- Houghton Beach Park
- 2nd Ave South Dock
- Marsh Park
- Settler's Landing Park
- Waverly Beach Park

Active Transportation Plan

The current Active Transportation Plan was adopted June 2022. The updated plan lists three primary goals:

- Create a safe, connected pedestrian network where walking is a comfortable and intuitive option as the first choice for many trips.
- Create a connected bicycle network that accommodates people of all ages and abilities to get to destinations such as activity centers, parks and transit.
- Encourage and incentivize more people to walk and bike and encourage safe behavior for all users of the transportation system.

Parks, trails, and recreation use of streets and bike lanes are an integral part of the transportation network. As a result, opportunities to reduce environmental impacts and live healthier lives are an important consideration. This plan, by reference, supports the conclusions and recommendations made in the update to the Active Transportation Plan where applicable to recreation and park use. Some examples include:

MARINA PARK Additional space on the north side of the park next to Lakeshore Plaza (drive) may allow for more protected space for a bike facility so bikers can bypass Lake St.

JUANITA BAY PARK There is potential for an ADA/all ages and abilities bike/pedestrian connection.

JUANITA BEACH PARK There are opportunities to utilize public space for bike and pedestrian pathways.

EVEREST PARK SE corner (the green space south and east of Everest Park) – Connect from Alexander to NE 68th St./ NE 72nd Pl. or alternately, pave one of the existing trails for an ADA access to the bus stops on NE 68th St. Connecting 10th St. to Alexander would also make a big difference.

BIKE/PEDESTRIAN (TRANSPORTATION)

EDUCATION GARDEN These are a great way to educate kids on the importance of traffic safety and allow them to practice in a safe environment.

Cross Kirkland Corridor Master Plan

The Cross Kirkland Corridor (CKC) Interim Trail is a ten-foot-wide crushed gravel trail that runs from the South Kirkland Park & Ride through the Totem Lake Business District. It is “interim” because the CKC Master Plan calls for future improvements including paving the trail and adding transit. The Cross Kirkland Corridor (CKC) Interim Trail highlights the Kirkland trail system. This nearly six-mile corridor maintained by the Public

Works Department runs north/south through the heart of Kirkland and connects directly to Terrace Park, Crestwoods Park, and Totem Lake Park. It also includes recreational facilities at Feriton Spur. In addition to the trail, over 38 miles of other trails in and around Kirkland are associated primarily with large parks, such as Big Finn Hill Park and Bridle Trails State Park. Over 18 miles of existing trails exist, primarily within parks as loop walks and connecting paths.

It is important to note that the trail resides within the 100 ft transportation corridor providing potential for enhanced recreational opportunities such as exercise stations and areas of respite. The full trails+transit vision of the corridor is outlined in the CKC Master Plan.

2019 Off-Leash Dog Areas: Report and Recommendations

In November 2019, staff completed a report with recommendations of potential off-leash dog areas. The report includes criteria and potential sites. Criteria includes: parking; potable water supply/utilities; does not take away active park amenity; does not negatively impact environment; community supported area; accessible; location/proximity to community members; accommodates small and large dogs; sufficient square footage available; restrooms. The following sites were evaluated in the report and should be verified with the community through an outreach process.

Fenced	Neighborhood	Park Classification	Total Park Acreage
Snyder's	Bridle Trails	Neighborhood Park	4.5
Heritage	Norkirk	Community Park	10.2
NRH2	North Rose Hill	Open Space	1.23
TL3	Totem Lake	Open Space	1.15
Juanita Beach N	Juanita	Waterfront Park	21.94
OO Denny	Finn Hill	Waterfront Park	45.47
McAuliffe	Juanita	Community Park	12.46

Table 1b: Recommendations for Potential Off-Leash Dog Areas

SECTION III

COMMUNITY PROFILE

- City of Kirkland Demographic Profile
- Park And Recreation Influencing Trends
- Identifying Core Markets For Programs

CITY OF KIRKLAND DEMOGRAPHIC PROFILE

The City of Kirkland demographic profile was developed to provide an analysis of household and economic data in the area, helping to understand the type of park and recreation components that may best serve the community.

Data referenced throughout this report was primarily sourced from Esri Business Analyst as of September 2021. In addition, when applicable, other sources were referenced such as the American Community Survey and the Robert Wood Johnson Foundation County Health Rankings that were used for specific information related to community health and well-being.

Population

The City of Kirkland has experienced consistent and steady growth from 2000 (76,794) to 2021 (92,165). During the last decade, the City experienced an annual growth rate of 1.20%, which is expected to increase

92,165 Population

Source: 2020 Esri Business Analyst



to 1.77% between 2021 and 2026. If this growth rate continues, the population could reach 100,514 in 2026. The average household size in the City of Kirkland was estimated at 2.31 in 2010 and increased only slightly to 2.33 in 2021.

The City is currently organized into 13 neighborhoods with populations shown in Table 2. There are significant demographic differences between the north and south parts of the City that must be considered in the plan. The south side of the City has significantly higher home values, less individuals per household, and higher family income. See Table 3.

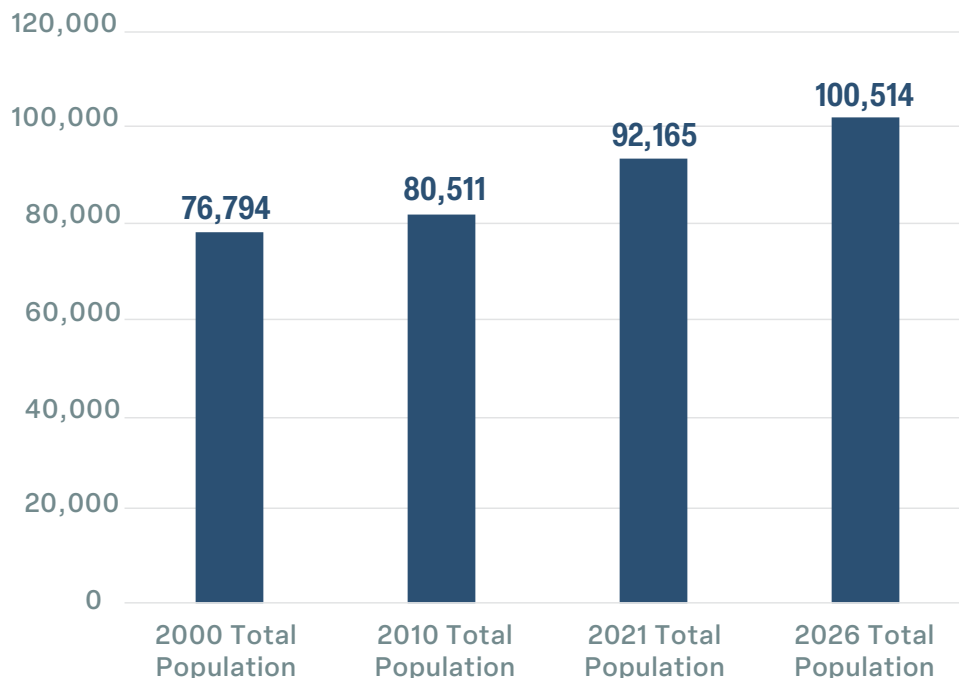


Figure 3: Projected Population Growth in the City of Kirkland, 2000 – 2026

COMMUNITY PROFILE

Neighborhood	2021 Total Population	Neighborhood	2021 Total Population
Central Houghton	4,275	Moss Bay	5,771
Everest	1,396	Market	1,900
Evergreen Hill	13,847	Norkirk	4,237
Finn Hill	16,580	North Rose Hill	8,856
Highlands	2,727	South Rose Hill/Bridle Trails	6,405
Juanita	19,211	Totem Lake	3,762
Lakeview	3,198		

Table 2: Kirkland Neighborhood Population

Variable	98034 (North Kirkland)	98033 (South Kirkland)
2021 Total Population Age 0-4 (8%)	5.44%	4.95%
2021 Total Population Age 5-9 (8%)	5.65%	5.27%
2021 Total Population Age 10-14 (8%)	6.04%	5.69%
2021 Total Population Age 15-19 (8%)	5.01%	5.50%
2021 Total Population Age 20-24 (8%)	5.59%	5.07%
2021 Total Population Age 25-29 (8%)	7.65%	6.50%
2021 Total Population Age 30-34 (8%)	7.61%	7.23%
2021 Total Population Age 35-39 (8%)	8.45%	8.21%
2021 Total Population Age 40-44 (8%)	7.67%	7.38%
2021 Total Population Age 45-49 (8%)	6.62%	7.01%
2021 Total Population Age 50-54 (8%)	6.35%	6.73%
2021 Total Population Age 55-59 (8%)	6.39%	7.26%
2021 Total Population Age 60-64 (8%)	6.11%	6.73%
2021 Total Population Age 65-69 (8%)	5.15%	5.70%

Table 3: Comparison of Key Demographic Data between North and South Kirkland Zip Codes

Variable	98034 (North Kirkland)	98033 (South Kirkland)
2021 Total Population Age 70-74 (8%)	4.32%	4.56%
2021 Total Population Age 75-79 (8%)	2.76%	2.86%
2021 Total Population Age 80-84 (8%)	1.60%	1.57%
2021 Total Population Age 85+ (8%)	1.59%	1.77%
2000 Total Population	47,681	29,970
2010 Total Population	47,939	33,371
2021 Total Population	53,718	39,312
2026 Total Population	59,215	42,315
2010-2021 Population: Compound Annual Growth Rate	1.02%	1.47%
2021-2026 Population: Compound Annual Growth Rate	1.97%	1.48%
2021 Median Age	39.1	41.1
2021 Median Household Income	\$113,769	\$144,651
2021 Average Household Size	2.41	2.24
2021 Median Home Value	\$639,034	\$972,058
2019 Households with 1+ Persons with a Disability (%)	15.30%	13.15%

Table 3: Comparison of Key Demographic Data between North and South Kirkland Zip Codes

Age Distribution

According to Esri Business Analyst, the median age in the City of Kirkland was 39.9 years old, just one year older than the State of Washington (38.9) and the United States (38.8). The median age is projected to increase to 40.8 by 2026.

The primary age group in Kirkland was 35 to 59 years old, with 35% of the population falling into this cohort. In general, the State of Washington and the United States skewed to a younger population, making up a larger portion of those under 25 years old. In addition, the State and national comparisons demonstrate

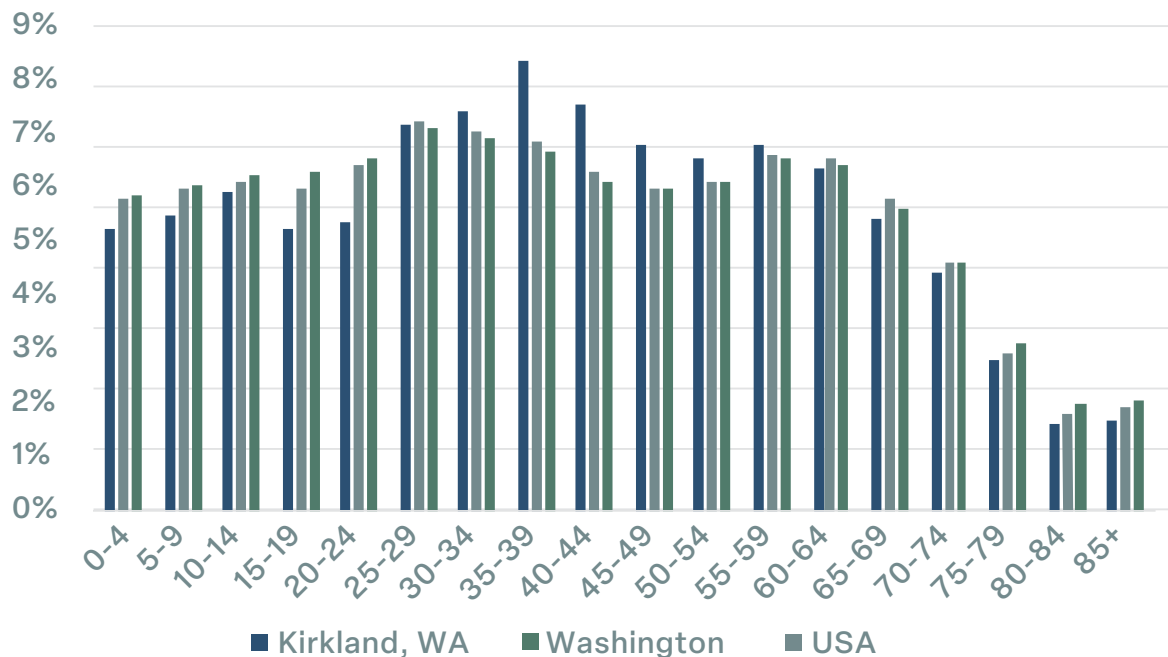
39.9
Median Age

Source: 2020 Esri Business Analyst



that the City has a lower age makeup of those over 60 years old.

COMMUNITY PROFILE



Kirkland, WA	5.2%	5.5%	5.9%	5.2%	5.4%	7.2%	7.4%	8.3%	7.5%	6.8%	6.5%	6.8%	6.4%	5.4%	4.4%	2.8%	1.6%	1.7%
Washington	5.8%	6%	6.1%	6%	6.4%	7.2%	7.1%	6.9%	6.3%	6%	6.1%	6.6%	6.6%	5.8%	4.6%	2.9%	1.8%	1.9%
USA	5.9%	6.1%	6.2%	6.3%	6.5%	7.1%	6.9%	6.7%	6.1%	6%	6.1%	6.5%	6.4%	5.6%	4.6%	3.1%	2%	2%

Figure 4: Age Distribution in Kirkland Compared to Washington and the United States

Source: 2021 Esri Business Analyst

Table 4 demonstrates the change in age groups among residents. The age groups that are experiencing the highest growth in Kirkland are those between the ages of 60 and 74. Those between the ages of 25 and 34 saw a decline into 2021.

Age Group	2010	2021	% Change
Age 0 – 4	6.22%	5.20%	-1.02%
Age 5 – 9	5.60%	5.50%	-0.10%
Age 10 – 14	5.24%	5.90%	0.66%
Age 15 – 19	5.24%	5.20%	-0.04%
Age 20 – 24	5.88%	5.40%	-0.48%
Age 25 – 29	8.93%	7.20%	-1.73%
Age 30 – 34	8.32%	7.40%	-0.92%
Age 35 – 39	8.05%	8.30%	0.25%
Age 40 – 44	7.79%	7.50%	-0.29%
Age 45 – 49	7.95%	6.80%	-1.15%
Age 50 – 54	7.64%	6.50%	-1.14%
Age 55 – 59	6.72%	6.80%	0.08%
Age 60 – 64	5.74%	6.40%	0.66%
Age 65 – 69	3.79%	5.40%	1.61%
Age 70 – 74	2.35%	4.40%	2.05%
Age 75 – 79	1.73%	2.80%	1.07%
Age 80 – 84	1.34%	1.60%	0.26%
Age 85+	1.46%	1.70%	0.24%

Table 4: Age Group Distribution from 2010 to 2021

Source: 2021 Esri Business Analyst

Diversity in Kirkland

Understanding the race and ethnic composition of Kirkland residents is important because it is reflective of the diverse history, values, and heritage of the community. This type of information can assist the Department in creating and offering recreational programs that are relevant and meaningful to residents. In addition, this type of data when combined with the Level of Service analysis can be used to identify gaps and disparities when it comes to equitable access to parks.

Based on data between 2010 and 2021, the City is increasingly becoming more diverse over time. In 2010, 6.72% of the population identified as Hispanic. In 2021, over 8% of the population identified as Hispanic. The Asian population had the largest increase between 2010 and 2021, with a 5.92% change. See Figure 5 for race and ethnic composition in Kirkland. Note: The Hispanic population is provided for reference and refers to individuals originating from Spanish-speaking countries.

AMERICAN INDIAN/ALASKA NATIVE 0.40%
ASIAN POPULATION 17.25%
BLACK OR AFRICAN AMERICAN 2.212%
HISPANIC POPULATION 8.8%
OTHER RACE 3.20%
TWO OR MORE RACES 5.48%
WHITE POPULATION 71.24%

Figure 5: 2021 Race and Ethnic Composition for Total Population in Kirkland

Source: Esri Business Analyst, 2021

	2010	2021	% Change
Hispanic	6.72%	8.08%	1.36%
Two or More Races	4.46%	5.48%	1.02%
Other Race	2.70%	3.20%	0.50%
Pacific Islander	0.25%	0.30%	0.05%
Asian	11.33%	17.25%	5.92%
American Indian/Alaska Native	0.42%	0.40%	-0.02%
Black/African American	1.72%	2.12%	0.40%
White	79.12%	71.24%	-7.88%

Table 5: Race and Ethnicity Change in Demographic Makeup, 2010–2021

A Responsibility to Support Racial Equity

Local governments have the responsibility to serve all members of the public. However, disparities have long existed that affect outcomes for people of color. The systems, policies, and practices that are integrated in local governments may unintentionally create racial inequity. According to the Government Alliance on Race and Equity, racial equity is realized when race can no longer be used to predict life outcomes.

Local parks and recreation departments can integrate diversity into their system through simple but powerful initiatives:

- Requiring translation and interpretation services at recreation centers and facilities
- Build pathways for economic opportunity for people of color
- Establish multiracial alliances, coalitions, and movements with partners to advance policy changes
- Teach the full history of the American outdoors
- Increase economic accessibility to create more access points for all
- Expand the definition of outdoor recreation to be inclusive of small urban parks

Source: Information summarized from the Government Alliance on Race and Equity

Educational Attainment

Table 6 shows the percentage of community members (25 years and older) that obtained various levels of education in the City of Kirkland. Only 3% of the residents had not received a high school or equivalent diploma. Approximately 25% of adult residents had obtained graduate/professional level degrees, while another 38.6% had completed a bachelor's degree. This indicates that the City of Kirkland has a high level of education.

	Kirkland	Washington	United States
9th–12th Grade/No Diploma	3.07%	4.64%	6.40%
High School Diploma	9.32%	17.93%	22.88%
GED/Alternative Credential	1.40%	4.12%	3.97%
Some College/No Degree	14.92%	22.38%	19.78%
Associate Degree	7.41%	9.92%	8.67%
Bachelor's Degree	38.61%	22.97%	20.60%
Graduate/Professional Degree	25.27%	14.53%	13.00%

Table 6: Comparison Between the Level of Education Attained in Kirkland, the State of Washington, and the United States' national average

Household Overview

Only 6.4% of City households were below the poverty level in 2020 with a median household income in 2021 of \$124,861. The household income in the City was higher than the State of Washington (\$78,111) and the United States (\$64,730). In addition, the City of Kirkland has over 27% of households who earned \$200,000 or more, significantly higher than the national and state comparisons. A family of four with an income of \$72,000 is considered low income in King County.

Employment

In 2021, an estimated 5.1% of the City of Kirkland's population was unemployed, lower than the State of Washington (5.4%) and the United States (6.2%). Approximately 85% of the population was employed in white-collar positions, which encompass jobs where employees typically perform managerial, technical, administrative, and/or professional capacities. Another 9% of the City's population were employed in blue-collar positions, such as construction, maintenance, etc., and 7% of Kirkland's residents were employed in the service industry. An estimated 69.2% of working residents drive alone to work, while 19% of residents spent seven-plus hours a week commuting to and from work.

People with Disabilities

According to the American Community Survey, 7.5% of Kirkland's population in 2019 had some sort of hearing, vision, cognitive, ambulatory, self-care, and/or independent living difficulty. Compared to the State of Washington and the United States, the City has lower than average cases of cognitive, ambulatory, and independent living difficulties.

7.5%
**Live with
a disability**



Source: 2020 Esri Business Analyst

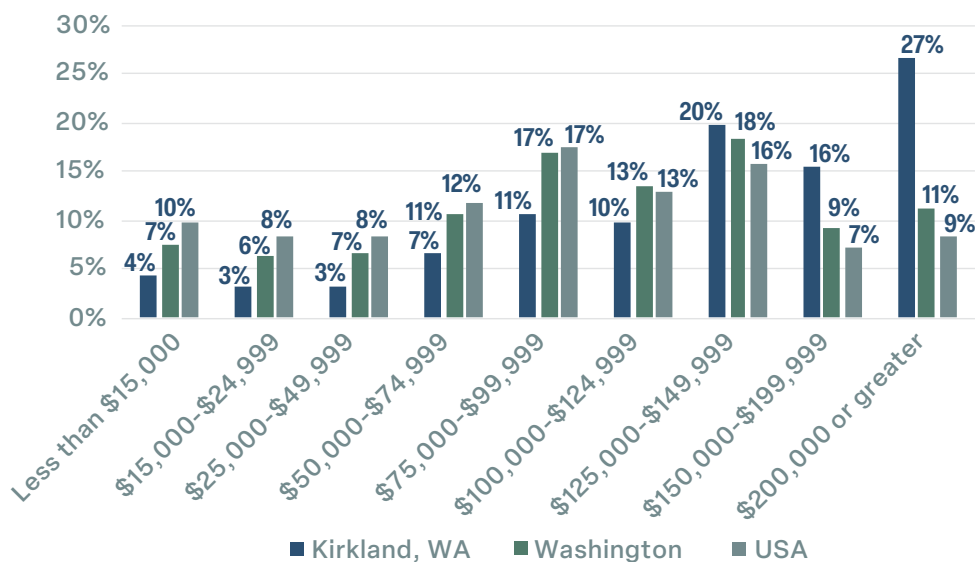


Figure 6: Estimated 2021 Kirkland Median Household Income Distribution
Source: 2021 Esri Business Analyst

Types of disabilities within the City of Kirkland:

- Hearing difficulty – 2.3%
- Vision difficulty – 0.9%
- Cognitive difficulty – 3.0%
- Ambulatory difficulty – 3.4%
- Self-care difficulty – 1.3%
- Independent living difficulty – 3.1%

Health and Wellness

Understanding the status of a community’s health can help inform policies related to recreation and fitness. Robert Wood Johnson Foundation’s County Health Rankings and Roadmaps provide annual insight on the general health of national, state, and county populations. King County is ranked in the highest range among counties in Washington. In 2020, it ranked second out of 38 Washington counties for health outcomes. Figure 7 provides additional information regarding the County’s health data as it may relate to parks, recreation, and community services. The strengths indicated below are those areas where King County ranked higher than top U.S. performers or the State of Washington.



Strengths	Areas to Explore
Low # of uninsured people	None Listed
Low # of teen births	
Sufficient access to exercise opportunities	
Low # of physically inactive people	

Figure 7: King County Health Rankings Overview
Source: Robert Wood Johnson Foundation’s County Health Rankings and Roadmaps



PARK AND RECREATION INFLUENCING TRENDS

This section of the plan summarizes some of the key trends that could impact the City of Kirkland over the next five to ten years. When applicable, figures and data from the Washington State Recreation and Conservation Plan (SCORP) from 2018 to 2022 were referenced for local context related to youth and senior participation. In addition to local participation from the Washington State Plan, ESRI (trademark) and Business Analyst software was used to provide estimates for

activity participation and consumer behavior based on a specific methodology and survey data to make up what ESRI terms “Market Potential Index.” See Appendix F: for a complete synopsis of parks and recreation trends applicable to the City of Kirkland.

The following charts showcase the participation in leisure activities, outdoor recreation, and sports teams for Kirkland adults 25 and older, compared to the State of Washington. The activities with the highest participation include walking for exercise, hiking, weightlifting, camping, yoga, and road biking.

See updated charts below.

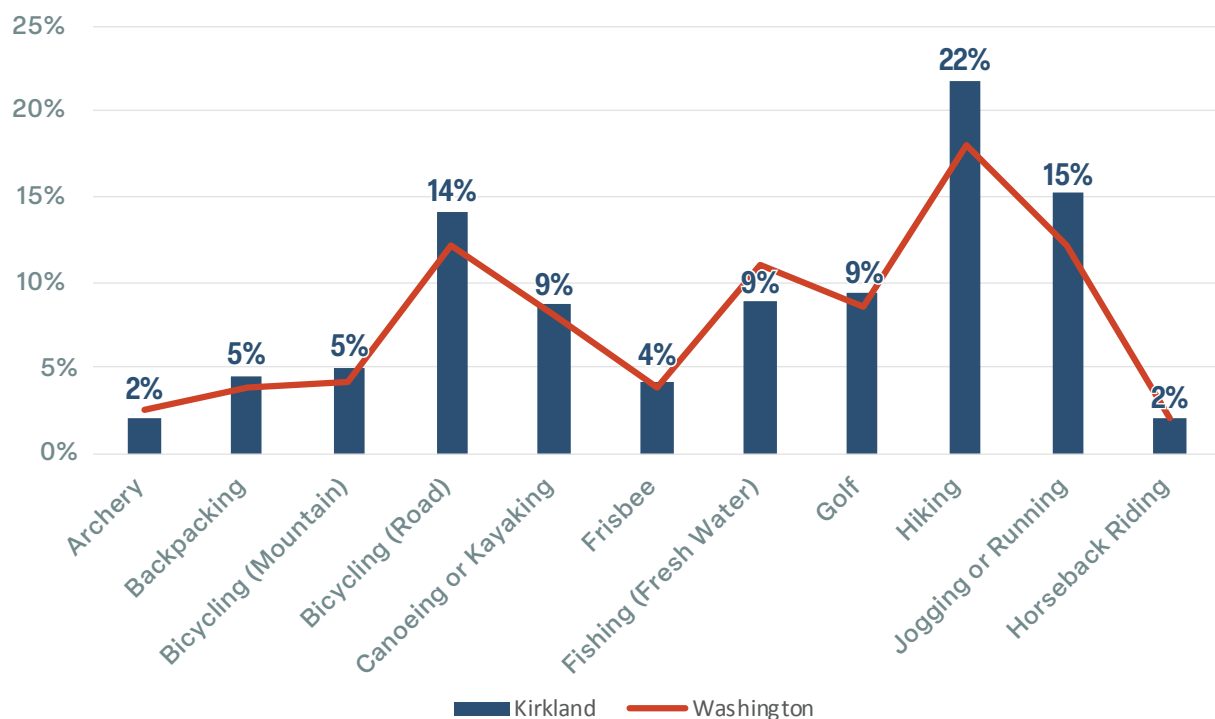


Figure 8a: Kirkland Participation in Outdoor Activities Compared to State of Washington
Source: Esri Business Analyst (2022)

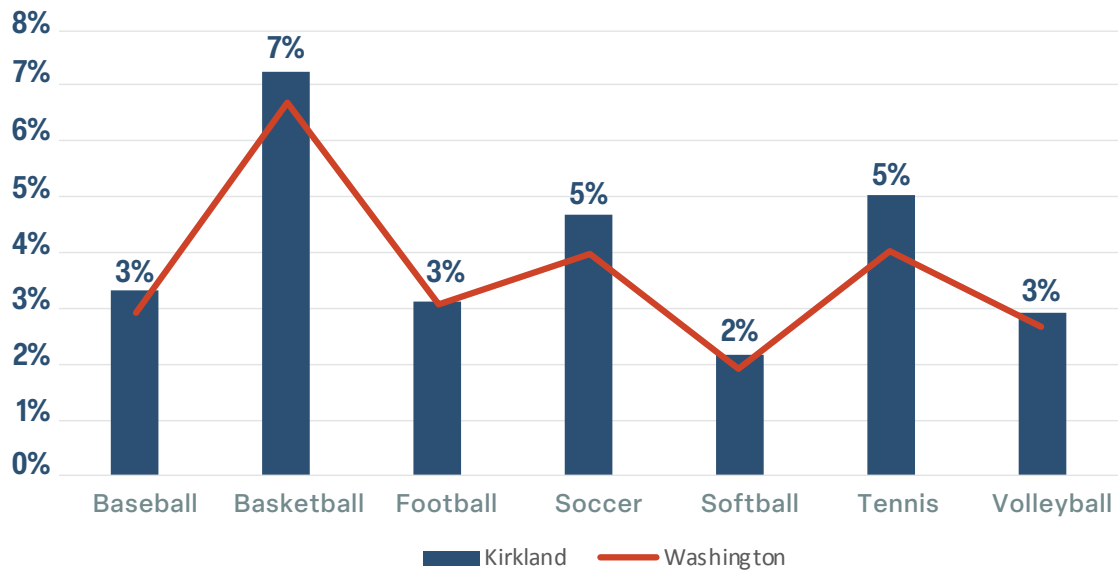


Figure 8b: Updated – Kirkland Participation in Team Sports Compared to State of Washington
Source: Esri Business Analyst (2022)

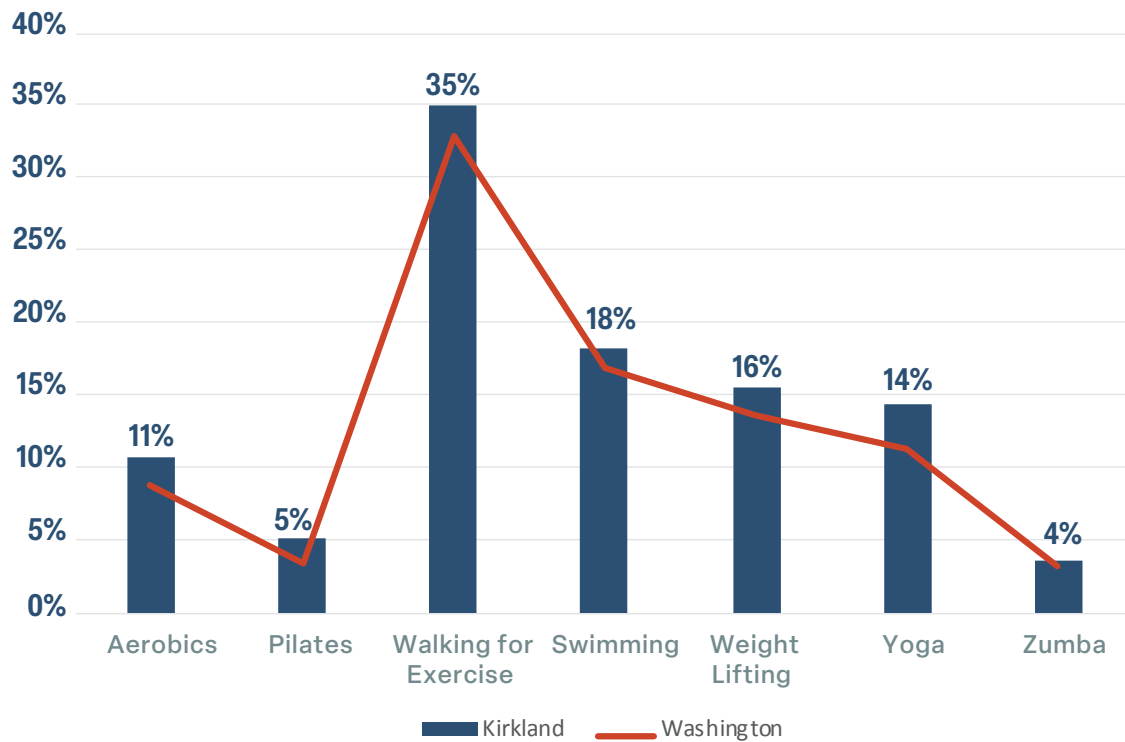


Figure 8c: Updated – Kirkland Participation in Fitness Activities Compared to State of Washington
Source: Esri Business Analyst (2022)

Data for the State of Washington can provide some additional perspective for pickleball, lacrosse, ultimate frisbee, etc.

Percent of Adult Participation of Outdoor Sports

ACTIVITY	PERCENT	ACTIVITY	PERCENT	ACTIVITY	PERCENT
Overall	48%	Football	7%	Paintball	3%
Golf	17%	Tennis	7%	Dodgeball	2%
Basketball	11%	Volleyball	7%	Foot golf	2%
Mini-golf	11%	Softball	6%	Pickleball	2%
Ping pong or table tennis	11%	Disc golf	5%	Ultimate Frisbee	2%
Soccer	9%	Kickball	3%	Lacrosse	1%
Baseball	7%	Multi-sport race	3%	Rugby	0%

Figure 8d

Note: Pickleball is consistent with US averages. The 2022 Sports & Fitness Industry Association (SFIA) Single Sport Report on Pickleball suggests that 4.8 million Americans play pickleball (1.5% of the US population).

Source: 2018-2022 Washington State Recreation and Conservation Plan

Fresh Water Recreation Activities Participation in the State of Washington

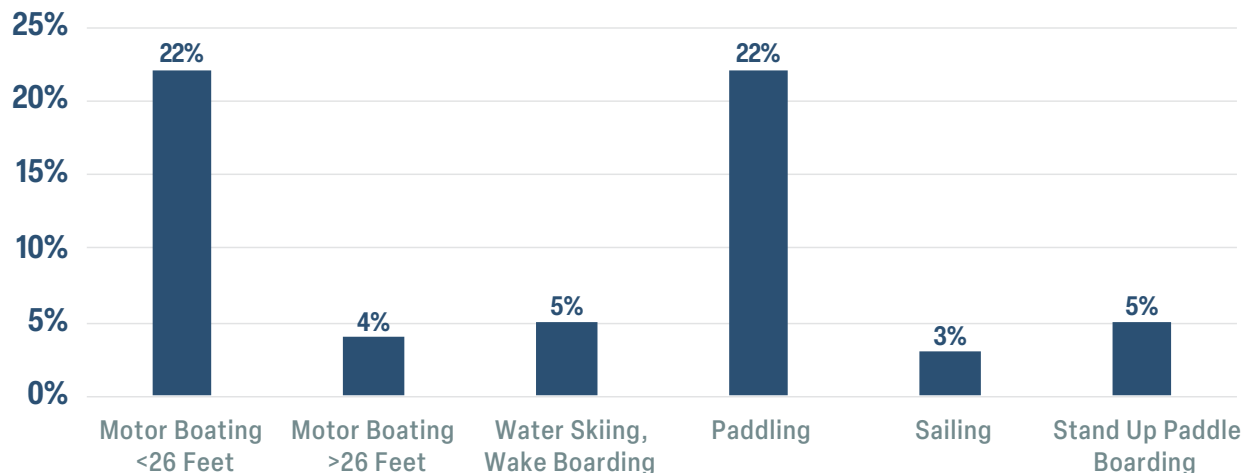


Figure 9

Note: Paddle sports have increased from 12% in 2013 to the current 23%

Source: 2018-2022 Washington State Recreation and Conservation Plan

Aquatics and Water Recreation Trends

Aquatic facilities are locations where individuals may get exercise, participate in sports, and have competitive fun. Aquatic centers and municipal waterparks are one of the fastest expanding divisions of the water leisure industry, according to the World Waterpark Association.² According to the 2021 Aquatic Trends Report, “some 16.7% of rec centers in 2020 said they had built a new aquatic facility in the past several years, compared to 6.1% in 2019.”³

Even though these centers are one of the fastest growing segments in the water leisure industry, their budget will still determine their ability to maintain their equipment, which facility design trends are implemented, and their ability to meet the needs of the community. Fortunately, even with the impact that the pandemic has had, park and camp respondents predict their average running costs to be the same in 2021 as they were in 2019.

Some opportunities could include aquatic therapy and aerobics, which can also assist in the healing process from injuries. These aquatic facilities can greatly transform a person’s health, which is why the World Health Organization has stressed that “children’s physical and social environments are significant determinants of their overall health and well-being.” Having access to an aquatic area often improves someone’s overall health when they take part in swimming, water exercise, stand up paddle board (SUP), aqua-yoga/balance programs, and/or water basketball, volleyball, or water polo.

The ADA mandates accessible access to aquatic centers. People with disabilities are able to utilize aquatic facilities with the assistance of zero-entry pool access, ramps, or chair lifts. Another water accessibility issue is one of racial disparity. Studies have shown that 64% of Black children and 45% of Hispanic or Latino children have little to no swimming ability, compared with 40% of white children. Many facilities have outreach programs focused primarily on low-income, ethnic, and water-phobic populations to address these discrepancies and reach people who lack swimming skills due to a fear of water.⁴



² “Press.” Waterparks.org, 2020, www.waterparks.org/web/Press.aspx. Accessed 30 Sept. 2021.

³ Tipping, E. (2021, February). Just Keep Swimming: The 2021 Aquatic Trends Report. Recreation Management. <https://recmanagement.com/feature/202102SU01>.

⁴ Amico, L. (2019, April 10). 3 Emerging Trends in Aquatic Adventure Recreation. AquaClimb. <https://www.aquaclimb.com/blog/2019/4/10/3-emerging-trends-in-aquatic-adventure-recreation>.

Community and Recreation Centers

Community and recreation centers (synonymous for the purposes of this trends analysis) are public gathering places where people of the community may socialize, participate in recreational or educational activities, obtain information, and seek counseling or support services, among other things.⁵ Several studies have found a correlation between the outdoor leisure involvement that community centers provide and a person's greater environmental concern. The main impact of the addition of these centers is the improvement in community health, social connectivity, and mental well-being. Community and Recreation Centers can serve as a "3rd place" – after 1st place (home) and 2nd place (work) that may serve to build a sense of community.⁶

A national long-term study of over 17,000 teens who frequented recreation facilities found that they were 75% more likely to engage in moderate to strenuous physical exercise. The benefits have been shown to include "reduced obesity, a diminished risk of disease, an enhanced immune system and most importantly, increased life expectancy."⁷

Clubs and sports offered by community centers also strengthen social connections and reduce social isolation.⁸ Along with an increase in social connectivity brought by community centers comes a sense of satisfaction with a person's choice of friends and perceived success in life. The evidence strongly suggests that this satisfaction can rise to much higher levels if participation in outdoor recreation begins in childhood. Figure 10 demonstrates the important role community centers play.

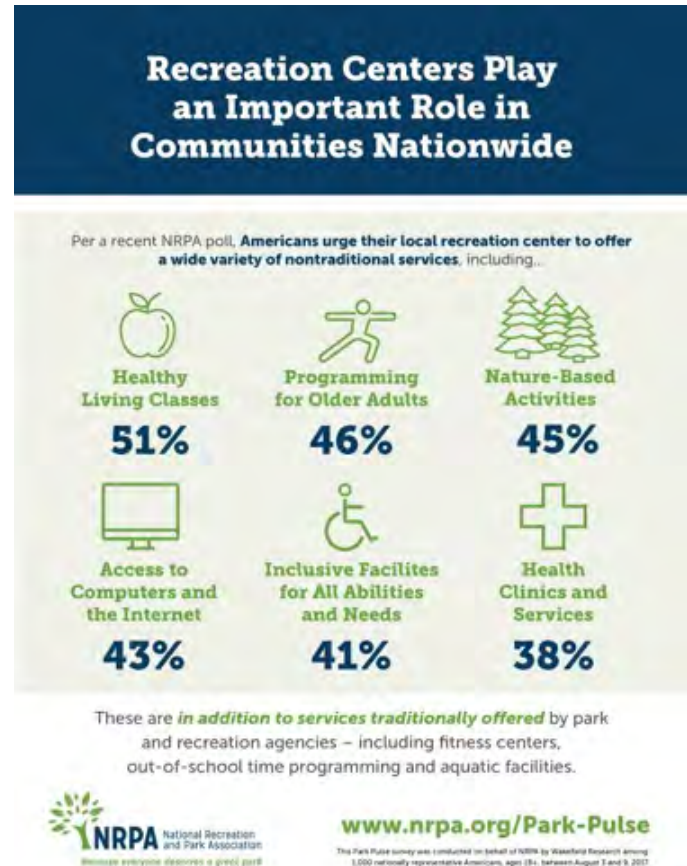


Figure 10: Non-Traditional Services Desired in Community Centers
Source: NRPA Park Pulse

Outdoor Recreation Access, Barriers and Trends

Outdoor recreation historically has not been accessible and welcoming to all people because of barriers like transportation, language, income, systemic racism, and inequality. Travel is an obstacle that many struggle with in regard to outdoor participation, which is why a lack of information about where to go, how to participate, and what groups one could possibly join are additional barriers related to this issue. An increase in this information could attract new participants and keep others within their already existing routines.

5 Community centers. County Health Rankings & Roadmaps. (2020, January 21). <https://www.countyhealthrankings.org/take-action-to-improve-health/what-works-for-health/strategies/community-centers>.

6 <https://www.countyhealthrankings.org/take-action-to-improve-health/what-works-for-health/strategies/community-centers>

7 National Association of Community Health Centers, Inc. (2012, August). Powering Healthier Communities: November 2010 Community Health Centers Address the Social Determinants of Health.

8 Community centers. County Health Rankings & Roadmaps. (2020, January 21). <https://www.countyhealthrankings.org/take-action-to-improve-health/what-works-for-health/strategies/community-centers>.

9 Outdoor Industry Association. (2021, March 31). 2021 Special Report: New Outdoor Participant (COVID and beyond).

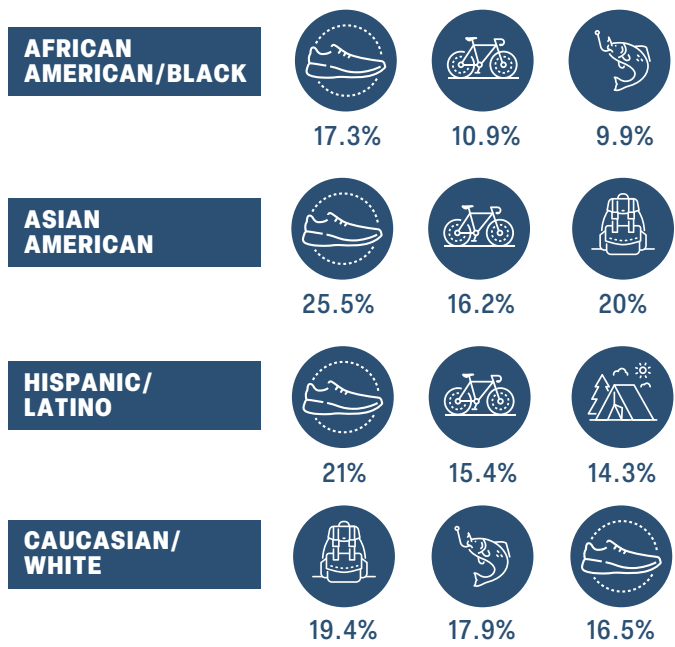


Figure 11a: Most Popular Activities Vary By Race and Ethnicity

The Outdoor Industry Association defines a new participant as “those who either started an outdoor activity for the first time or for the first time in more than a year during the pandemic (since March 2020)”⁹. As mentioned earlier with the travel barrier, new participants are largely encouraged to engage in outdoor activities when there are low barriers to entry and the activity is within 10 miles of their home. Many times, such activities include walking, running, biking, and hiking because they all are easily accessible. However, vacations can also provide an “entry point” for someone to try a new activity that they would not usually engage in such as kayaking or fishing. The most popular activities vary by race and ethnicity, which is shown in Figure 11a.¹⁰

In the 2021 Outdoor Industry Association special report on new outdoor recreation participation, the findings showed that children ages 6 to 17 went on an average of 77.1 outdoor outings per person per year, whereas young adults (between 18 and 24 years old) went on 14.1 more outings per year compared to children.¹¹

	Existing Participants	New Participants
Caucasian/White	71%	66%
African American/ Black	11%	14%
Hispanic/Latino	17%	14%
Asian American	6%	9%
Native American or Pacific Islander	1%	1%

Figure 11b: Existing and New Outdoor Participants by Race and Ethnic Category

The special report showed that almost half of the reported new participants said that they had previous experience with their new outdoor activity, and almost a third of people found out about their new outdoor activity via friends or relatives. Figure 11b is a list of the existing and new outdoor participants, by race and ethnic category.

Outdoor Fitness Trails

A popular trend in urban parks for health, wellness, and fitness activities is to install outdoor fitness equipment along trails. Outdoor equipment provides an accessible form of exercise for all community members, focusing on strength, balance, flexibility, and cardio exercise. These fitness stations—also known as “outdoor gyms”—are generally meant for adults but can be grouped near a playground or kid-friendly amenity so that adults can exercise and socialize while supervising their children. The fitness equipment can also be dispersed along a nature trail or walking path to provide a unique experience to exercise in nature. Educational and safety signage should be placed next to the equipment to guide the user in understanding and utilizing the outdoor gyms.

10 Outdoor Industry Association. (2020, December 31). 2020 Outdoor Participation Report.
11 Outdoor Industry Association. (2021, March 31). 2021 Special Report: New Outdoor Participant (COVID and beyond).

Synthetic Turf

Demand for athletic fields has risen with the popularity of youth and adult sports. Synthetic turf can solve many challenges for parks and recreation departments because it can withstand the constant use from players. Synthetic turf requires less maintenance and is not easily damaged in wet weather conditions. Synthetic turf requires periodic maintenance, which includes brushing the turf to stand up the fibers, allowing it to wear better; replenishing the infill in high traffic areas (soccer goals, corner kicks, etc.); and an annual deep cleaning. However, synthetic turf costs significantly more upfront, and it requires replacement about every 10 years. This can have a large environmental and economic footprint unless the products can be recycled, reused, or composted.

Safety concerns primarily stem from the chemicals found in crumb rubber infill. For the last 20 years, crumb rubber infill has been the common choice for fields. It often has a distinct plastic smell and can leach chemicals, such as zinc, into downstream waters. There are also concerns about off-gassing of crumb rubber and the potential health impacts of this material. Fortunately, advances in technology have allowed for new innovative products to be developed such as encapsulated crumb rubber and other alternative materials. Innovations have allowed more sustainable and safer synthetic turf to be used by athletes and remove the negative perception. In the future, shock pads may become commonplace—this is the layer under the turf that can absorb an impact and reduce the chance of a concussion. The incorporation of non-rubber infills will continue to grow.

Trails and Health

A connected system of trails increases the level of physical activity in a community, according to the Trails for Health initiative of the CDC.¹² Trails can provide a wide variety of opportunities for being physically active, such as walking/running/hiking, rollerblading, wheelchair recreation, bicycling, cross-country skiing and snowshoeing, access to fishing and hunting, and horseback riding. Recognizing that active use of trails for positive health outcomes is an excellent way to encourage people to adopt healthy lifestyle changes, American Trails has launched a “Health and Trails” resource section on its website: <https://www.americantrails.org/why-trails>.

The health benefits are equally as high for trails in urban neighborhoods as for those in state or national parks. A trail in the neighborhood, creating a “linear park,” makes it easier for people to incorporate exercise into their daily routines, whether for recreation or non-motorized transportation. Urban trails need to connect people to places they want to go, such as schools, transit centers, businesses, and neighborhoods.¹³

Pickleball

Pickleball continues to be a fast-growing sport throughout America. Considered a mix between tennis, ping pong, and badminton, the sport initially grew in popularity with older adults but is now expanding to other age groups. According to the American Council on Exercise (ACE), regular participation in Pickleball satisfied daily exercise intensity guidelines for cardio fitness for middle-aged and older adults. The sport can be temporarily played on existing indoor or outdoor tennis courts with removable equipment and taped or painted lining. This lining, if painted on tennis surfaces, may interfere with requirements for competitive tennis programs or tournaments. Agencies will need to look at their community’s tennis and pickleball participation to determine the benefits and costs of constructing new pickleball courts versus utilizing existing tennis ball courts. Best practices regarding pickleball setup and programming can be found on usapa.com, the official website for the United States Pickleball Association.

¹² “Guide to Community Preventive Services” Centers for Disease Control and Prevention (CDC), <http://www.thecommunityguide.org/index.html>

¹³ Michelle Baran, “New Trend: Urban Bike Tours in Los Angeles and New York,” Budget Travel Blog, <http://www.bud-gettravel.com/blog/new-trend-urban-bike-tours-in-los-angeles-and-new-york,11772/>, accessed March 2020



According to the 2020 Sports & Fitness Industry Association (SFIA) Topline Report, over the past five years, from 2014 to 2019, total participation in Pickleball increased 7.1 percent on average each year. From 2018 to 2019, the sport grew 4.8 percent. Out of the most common racquet sports, pickleball and cardio tennis are the only sports that have seen positive growth on average over the past five years. Tennis is still the most popular racquet sport by far, although participation growth has slowed over the past five years.

IDENTIFYING CORE MARKETS FOR PROGRAMS

Population in each age category relates to different generational categories that may predict behavior and recreation participation. Table 7 describes the percentage of Kirkland's population by generation typology. This information should be utilized when determining the overall mix of programs and services offered by the Department.

Generation Alpha Population (Born 2017 – Later)	5%
Generation Z Population (Born 1999 – 2016)	17%
Millennial Population (Born 1981 – 1998)	28%
Generation X Population (Born 1965 – 1980)	22%
Baby Boomer Population (Born 1946 – 1964)	22%
Silent & Greatest Generations Population (Born 1945/Earlier)	6%
Population by Generation Base	100%

Table 7: Percent of Kirkland's Population by Generation Typology

The Silent and the Greatest Generation

The Silent Generation began life in some of the most difficult conditions, including the Great Depression, the Dust Bowl, World War II, and economic and political uncertainty. This generation is conservative, careful, and conscientious. The members of this generation are also often thrifty, respectful, patriotic, loyal, and religious. This generation may be challenged by technology. The youngest have reached 75 years of age and can be greatly assisted by the social interaction that takes place at senior centers or within senior programs.

Baby Boomers

As Baby Boomers are beginning to enter and enjoy retirement, they are looking for opportunities in fitness, sports, outdoor activities, cultural events, and other activities that suit their lifestyles. With their varied life experiences, values, and expectations, Baby Boomers are predicted to redefine the meaning of recreation and leisure programming for mature adults. Boomers were second only to Generation X and Millennials in fitness and sports participation in 2019.

Baby Boomers will look to park and recreation professionals to provide opportunities to enjoy many life-long hobbies and sports. When programming for this age group, a customized experience to cater to the need for self-fulfillment, healthy pleasure, nostalgic youthfulness, volunteerism and individual escapes are important. Recreation trends are shifting away from games and activities that boomers associate with seniors such as bingo, bridge, and shuffleboard.

Generation X

Many members of Generation X are at the peak of their careers, raising families, and growing their connections within the community. As suggested by the 2017 Participation Report from the Physical Activity Council, members of Generation X were “all or nothing” in terms of their levels of physical activity; with 37% reported as highly active, and 27% reported as completely inactive. As further noted in the report, over 50% of Generation X were likely to have participated in fitness and outdoor sports activities. An additional 37% participated in individual sports. Members of Generation X spend leisure time reading, watching television and spending time with friends and family.

The Millennial Generation

The Millennial Generation is generally considered to be those born between about 1981 and 1998. In April 2016, the Pew Research Center reported that this generation had surpassed the Baby Boomers as the nation’s most populous age group.

Millennials tend to be more tech-savvy, socially conscious, and achievement-driven with more flexible ideas about balancing wealth, work, and play. They generally prefer different park amenities and recreational programs than their counterparts in the Baby Boomer generation. Collaboration with this generation should be considered in parks and recreation planning. In an April 2015 posting to the National Parks and Recreation Association’s official blog, Open Space, Scott Hornick, CEO of Adventure Solutions suggested the following seven things to consider for making your parks Millennial-friendly:

- Group activities are appealing
- Wireless internet/Wi-Fi access is a must—being connected digitally is a Millennial norm, and sharing experiences in real-time is something Millennials enjoy doing
- Having many different experiences is important—Millennials tend to participate in a broad range of activities
- Convenience and comfort are sought out
- Competition is important, and Millennials enjoy winning, recognition and earning rewards
- Facilities that promote physical activity, such as trails, sports fields, and activities like adventure racing activities are appealing
- Many Millennials own dogs and want places where they can recreate with them

In addition to being health-conscious, Millennials often look for local and relatively inexpensive ways to experience the outdoors close to home; on trails, bike paths, and in community parks.

Generation Z

As of the 2010 Census, the group under the age of 18 forms about a quarter of the U.S. population. Nationwide, nearly half of the youth population is ethnically diverse, with Hispanics being the largest group, making up 25 percent of the youth population. Characteristics cited for Generation Z, the youth of today, include:

- The most obvious characteristic of Generation Z is the widespread use of technology
- Generation Z members live their lives online, and they love sharing both the intimate and mundane details of life
- They tend to be acutely aware that they live in a pluralistic society and tend to embrace diversity
- Generation Z tends to be independent. They do not wait for their parents to teach them things or tell them how to make decisions; they Google it

Generation Alpha

Children in this generation will be born entirely in the 21st century and are children of Millennials. The Alpha generation will be considered the most technological demographic to date. Also known as the iGeneration, they will grow up in a world that interacts with artificial intelligence and smart voice assistance. A world without such technology will seem foreign to them. By the time this generation reaches their twenties, they will likely recreate the way they interact with their environment. They will have little to no fear of technology. Artificial intelligence is expected to be mainstream by the time the first Alphas reach their twenties, resulting in Alphas having significantly more leisure time than any other generation to date. Every effort to accommodate this generation with high-quality, state-of-the-art technology in facilities and programs will be necessary to reach this group. This generation will see the transition from fossil fuels and be the most environmentally astute, in part out of necessity.

Key Findings

- Population is projected to grow in the City by 8% by 2026. This growth may lead to greater density of use (parks, programs, and facilities) and require additional resources for the Department.
- People of Asian descent are the fastest-growing ethnic group in the City which will affect the manner in which the City communicates and what programs and events are offered.
- The median age is projected to be over 40 years old by 2026, affecting the program mix and the need for greater services to older adults as the population continues to age. The highest age group in terms of growth are those 60-74.
- The City is exceptionally well educated and has almost double the percent of population with graduate degrees compared to the United States as a whole.
- The outdoor activities in the Kirkland area with the highest participation include walking for exercise, hiking, weightlifting, camping, yoga, and road biking.
- Basketball, soccer and tennis are the top participatory activities in the Kirkland area. Participation in these activities is greater than the average for the State of Washington.
- Aquatics facilities are trending upward.
- Teens are 75% more likely to engage in moderate to strenuous physical exercise in communities where they have access to recreation centers. Additional benefits from recreation centers include reduced obesity, a diminished risk of disease, an enhanced immune system and increased life expectancy.
- The demographics of outdoor participation heavily favor white participants. Black, Asian and individuals who identify as Hispanic participate significantly less in outdoor activities
- Pickleball is an extremely fast-growing sport. One way to predict recreation behavior is to base program decisions, in part, on age typology. In Kirkland, over 72% of Kirkland's population are Millennial, Generation X, or Baby Boomers.

SECTION IV

COMMUNITY ENGAGEMENT

- Outreach Strategy
- COVID-19 Pandemic
- Community and Stakeholder Input
- Random Invitation and Open Link Community Survey Summary

OUTREACH STRATEGY

An important goal of the planning process was to complete a needs analysis incorporating the opinions, needs, and desires of Kirkland community members. To meet this goal, Department staff and BerryDunn initiated a series of engagement opportunities and completed random invitation and open-link surveys. This process helped to create recommendations and prioritized action items for the City to implement over the next six years. This section summarizes the outreach process and provides qualitative and quantitative data collected. The Kirkland community embraced the engagement opportunities resulting in an exceptional amount of public comment, well above most comprehensive plans. Its success is likely attributable to staff's integration of a community engagement strategy known as Play It Forward – imagine the future of Kirkland's parks, recreation, and open spaces. It served to celebrate the process and engage the community. Staff created a dedicated webpage, a listserv, a dedicated email (playitforward@kirklandwa.gov) and a phone number (425-587-3315) that the community could provide feedback.

COVID-19 PANDEMIC

Department leadership and BerryDunn prioritized the safety and well-being of all personnel and community members involved in the planning process. The Centers for Disease Control and Prevention and the Governor of Washington's safety protocols were carefully followed. As a result, most input was completed using

BerryDunn's Mobile Optimized Engagement tools utilizing the Zoom digital platform. The results of the engagement process were thorough and encouraging. Participant numbers for each step were as good as or better than expected for in-person engagement. The digital platform allowed for additional ways for comments to be received through chat features and written comments.

COMMUNITY AND STAKEHOLDER INPUT

The community engagement process for the plan update included a variety of input opportunities for both internal stakeholders (staff, elected officials, leadership) and external stakeholders (community members, sports organizations, educators, healthcare professionals, civic group leaders, etc.).

To best understand issues pertinent to the plan, City leadership and staff were interviewed as part of a SWOT analysis on June 9, 2021, followed by focus groups, stakeholder interviews, and a community conversation conducted between June and August 2021.

The Department provided several additional community engagement opportunities with a specific focus on diversity, equity, and inclusion. The goals for these sessions were to both guide the development of the needs assessment survey and to collect input into the needs and desires of community members.



Public engagement contacts included:

City staff and leadership SWOT analysis	(64)
Key community stakeholders	(42)
Focus group participants	(69)
Community Conversation Webinars.....	(127)
Human Services Commission	(06)
Kirkland Park Board	(07)
Senior Council Comments	(10)
Survey – Random Invitation	(656)
Survey – Open Link	(2,345)
Neighborhood input from the Everest and Moss Bay neighborhoods	(121)
Diversity, equity, and inclusion perspectives meetings.....	(16)
Dog off-leash input meeting	(206)
Athletic Field user groups	(55)
Play It Forward emails, voicemails, requests.....	(190)
City Hall for All Outreach Event	(38)
Parks and Recreation Story/ Youth Camps	(106)
Youth Council Needs Assessment Survey.....	(316)
See Spot Splash Input Opportunity	(200)
Youth input “Catch the Butterfly”	(118)
City Department leadership (Public Works, Transportation, Surface Water, Volunteers, Planning and Building).....	(14)
Other input	(10)
<hr/>	
Total Contacts	4,716

Additional public comment was received from a teen input survey conducted by the Department’s Youth Council, input received during the ADA transition plan process, opportunities related to the Athletic Fields Strategic Plan, and comments submitted electronically. A summary of key issues from community engagement opportunities is below. A summary of the community input is in Appendix G.

Community Survey

The largest source of feedback came from the Community Survey. Both a statistically valid random invitation survey and an open link survey were conducted, providing over 3,000 responses. A complete description of the methodology and analysis of the results of the community needs survey can be found in Section IV of this plan.

City Staff and Leadership SWOT Analysis

The SWOT analysis identified Strengths, Weaknesses, Opportunities, and Threats in a SurveyMonkey Survey and subsequent staff interviews.

Most Reported Strengths	<ul style="list-style-type: none"> • Dedicated and competent staff • Teamwork • Attentive leadership
Most reported Weaknesses	<ul style="list-style-type: none"> • Not enough staff for the workload • Insufficient programming space • Internal communication
Opportunities	<ul style="list-style-type: none"> • Park projects that increase capacity • Partnerships and cultural opportunities • A new community center and indoor aquatic facility
Most Reported Threats	<ul style="list-style-type: none"> • Funding (not sustainable) • Retaining employees • COVID-19 pandemic

Stakeholder Interviews and Focus Group Meetings

From June–August, meetings with both key stakeholders and community members were held to best understand the needs and desires of the Kirkland community, as well as to inform the questions for the needs assessment survey. A summary of findings from the focus group responses is listed below.

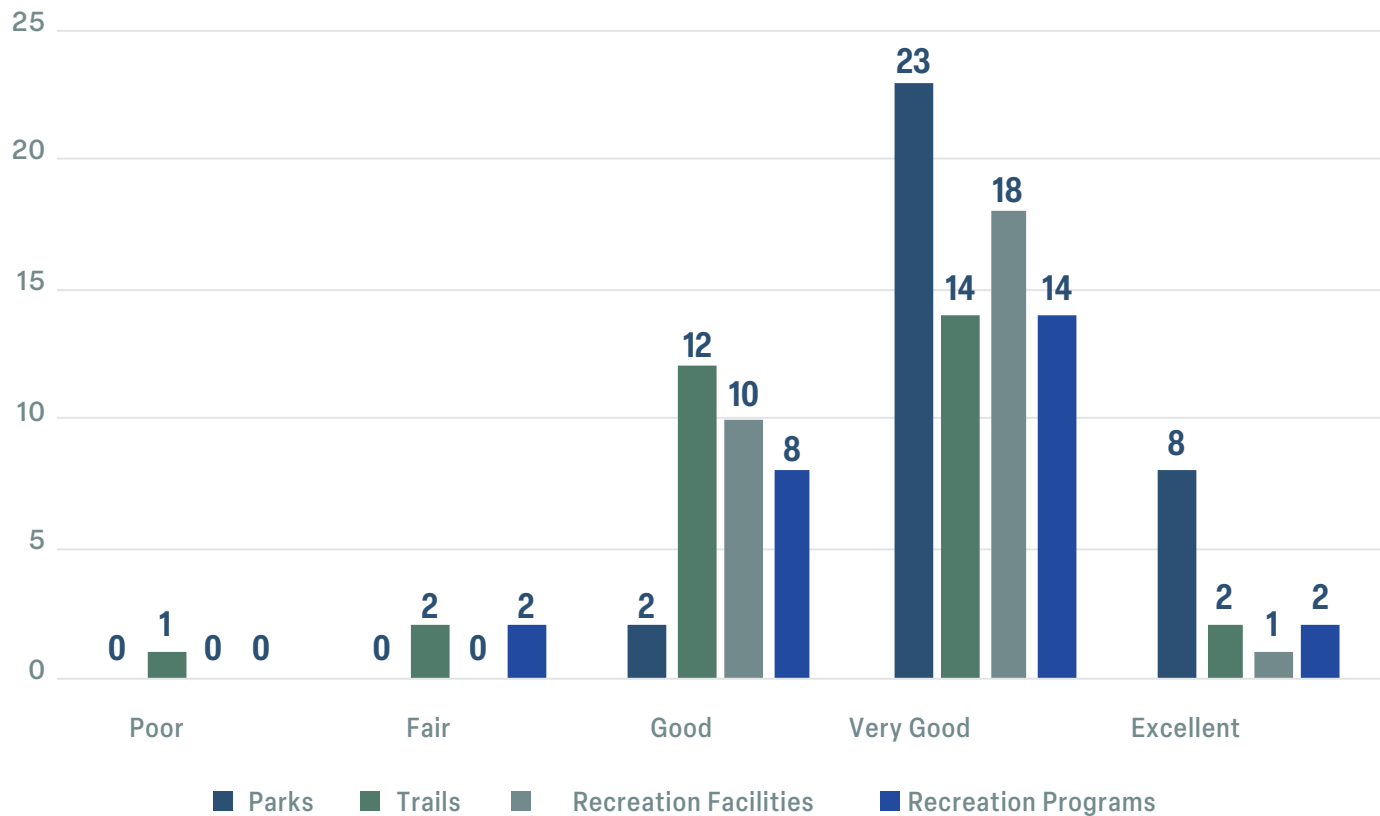


Figure 12: Focus Group Responses Related to Park and Recreation Satisfaction

Most Reported Comments	
Department Strengths	<ul style="list-style-type: none">• Park maintenance• Connection between parks, trails, and neighborhoods• Recreation programs for kids• Sports field maintenance• Community’s percentage of households living within a 10-minute (1/4 mile) walk to a park
Vision the Plan Should Consider	<ul style="list-style-type: none">• Focus on diversity, equity, and inclusivity• Grounded in community member engagement• Lead to the establishment of trails• Recommend non-fee-based programs• Build capacity for parks and services, as density increases

Most Reported Comments	
Underserved Areas in the City	<ul style="list-style-type: none"> • Areas annexed in the north part of the City (Juanita, Evergreen) • Kirkland proper • Juanita north • Rose Hill area near I-405 • Kingsgate and the northeast portion of City
Additional Facilities and Amenities that May Improve Park Experiences	<ul style="list-style-type: none"> • Pickleball courts (lighted) • Year around restrooms • Indoor aquatic center • Dog parks • Artificial turf fields (lighted)
Program Ideas the City Should Consider or Continue to Offer	<ul style="list-style-type: none"> • Aquatic programs (learn to swim, senior, etc.) • Pickleball • Alternative sports programs (cricket, rugby, lacrosse, etc.) • Outdoor recreation programs and kayak and paddle board rentals
Potential Partners	<ul style="list-style-type: none"> • Google and the business community • Lake Washington School District • Service and neighborhood organizations • YMCA • Seattle Metro Pickleball Association
Values the Plan Should Consider	<ul style="list-style-type: none"> • A sense of community • Open space/accessibility to nature • Safe and inclusive spaces • A green walkable City • Connectivity of neighborhoods, parks, and trails
Key Issues to Consider	<ul style="list-style-type: none"> • Density of park use • 85th Street Station Area Plan • Traffic • Increasing diversity
Priorities to Consider	<ul style="list-style-type: none"> • Accessible parks and programs • Partnership opportunities • Future land acquisition opportunities • Pickleball • Improved communication and promotion • Safe connectivity of green spaces

Public Forums—Community Conversations

The first of two community conversations was held on June 17, 2021, providing an initial opportunity for community members to engage in the process and provide valuable input.

Strengths of the Parks and Recreation Programs and Services in Kirkland

- Maintenance of parks and facilities
- The improvements at Juanita Beach Park
- Great outdoor spaces and athletic fields
- Diversity of parks and different types of activities

Areas for Potential Improvement

- The need for additional pickleball courts
- Access to parks for those without transportation
- Purchase of Big Fin Hill Park
- Greater Level of Service (LOS) due to increasing density
- Increase tourist use of parks
- Destination park facilities and amenities

Priorities to Consider in the Plan

- Maintaining enough parks and open space as density increases
- Meeting the needs of underserved areas (that may need new parks)
- Provide safe and welcoming spaces (better security)
- A true network of active transportation options to address traffic concerns
- Maintaining and enhancing the Cross Kirkland Corridor

The community conversation held on December 15, 2021, provided an opportunity for community members to receive information relating to the needs assessment survey, the LOS analysis, and a recap of demographics, trends, and public input to date. Nineteen community members attended and asked a series of clarifying questions. No comments were received.

City Department Leadership


In-depth interviews were held with leadership from City Departments (Transportation, Public Works, Surface Water, Planning, Capital Improvements Projects, and Volunteers) on August 24, 2021. The City leaders recommended the plan prioritize:

- Park and facilities maintenance and reinvestment in current assets
- Accessibility of parks for all community members
- Improving habitat for wildlife
- Continuing to listen to diverse audiences
- Working toward being all-inclusive (all manners of inclusivity including physical challenges and providing amenities)
- Creating an interconnected park system
- Ensuring safe lake access


Youth Engagement

Catch the Butterfly was an outreach initiative for the plan to engage youth. In alignment with the theme of the National Recreation and Park Association (NRPA)'s Park and Recreation Month of July, "Our Park and Recreation Story", the Butterfly Crew attended six events, talked with 118 youth and received 106 story submissions. Youth input described favorite playgrounds, friendships they made at parks, sports, and activities that they like, desires for new amenities like a spray park, games, and sports that they play, and the joy of the unexpected. Favorite activities included hiking, biking, swimming, skating, climbing, and running.

My Park and Recreation Story
First Name: Kingston Age: 8



my favorite park is evict park because once we played capture the flag and it was really fun



Human Services Commission

Comments were received on August 24, 2021, that included priorities for equity and inclusion, the need to address health and health disparities, creating a sense of belonging and provision of culturally relevant programs and facilities. The commission also addressed park amenities, underserved areas, and other relevant topics.

Kirkland Park Board

The Park Board brought an important perspective to the outreach process. A focus group was held with the Park Board on September 8, 2021 where the following priority issues were identified:

- The need for better park maintenance
- There is greater demand for athletic fields than the City has capacity
- The effect of the City's budget, procurement, and City processes on service delivery
- The need to remain mindful of the impacts of the 85th St Station Area Plan

Neighborhood Online Survey

From May to June 2021, the City conducted an online survey to aid in the update of plans for the Everest and Moss Bay neighborhoods. Comments received from the survey were applied to this plan.

Everest neighborhood members reported a desire for more bike lanes, more outdoor amenities, pickleball courts, open space, an indoor pool, and additional CKC trail enhancements. Moss Bay neighborhood members reported a need for better pedestrian and bicycle crossing at major intersections coupled with safety measures like lighting and more benches at the parks.

Off-Leash Dog Engagement Opportunity

The Department engaged community members around current and future dog off-leash opportunities on September 29, 2021, to discuss "pop-up" dog off-leash parks at Juanita Beach Park, Heritage Park and Snyder's Corner initiated as a trial in May 2021. Input received at the meeting and subsequent feedback via email, voicemail, and Our Kirkland demonstrated

that the community heavily supported the Juanita Beach Park off-leash dog park which, along with other analyses, led the consultants to recommend a permanent dog park at that location.

Diversity, Equity, and Inclusion Perspectives

Several focus group meetings were held to best understand the needs and challenges of individuals of diverse backgrounds and those with limiting disabilities.

The focus group meeting held on August 23, 2021, included representatives from local agencies and advocacy groups providing services to the Kirkland community. Input received during the focus group led the consultants to think that those community members who are low-income, Black, Indigenous, other people of color, immigrants, and individuals with disabilities are not always welcome in spaces like the pool, parks, athletic fields, community centers, etc. These meetings provided topics to consider:

- The Department should take care of what it has before building or creating additional facilities
- An indoor aquatic facility is the most important priority for the Department to pursue
- Inclusive access for all community members requires connected nodes to parks that must include ADA accessible roads, trails, and pathways



Athletic Field Input Perspectives

Several public meetings and an athletic field specific survey were conducted to gather information related to users of athletic fields needs and desires. Further discussion, analysis, and recommendations related to athletic fields can be found in Section VII of this plan.

Americans with Disabilities Transition Plan

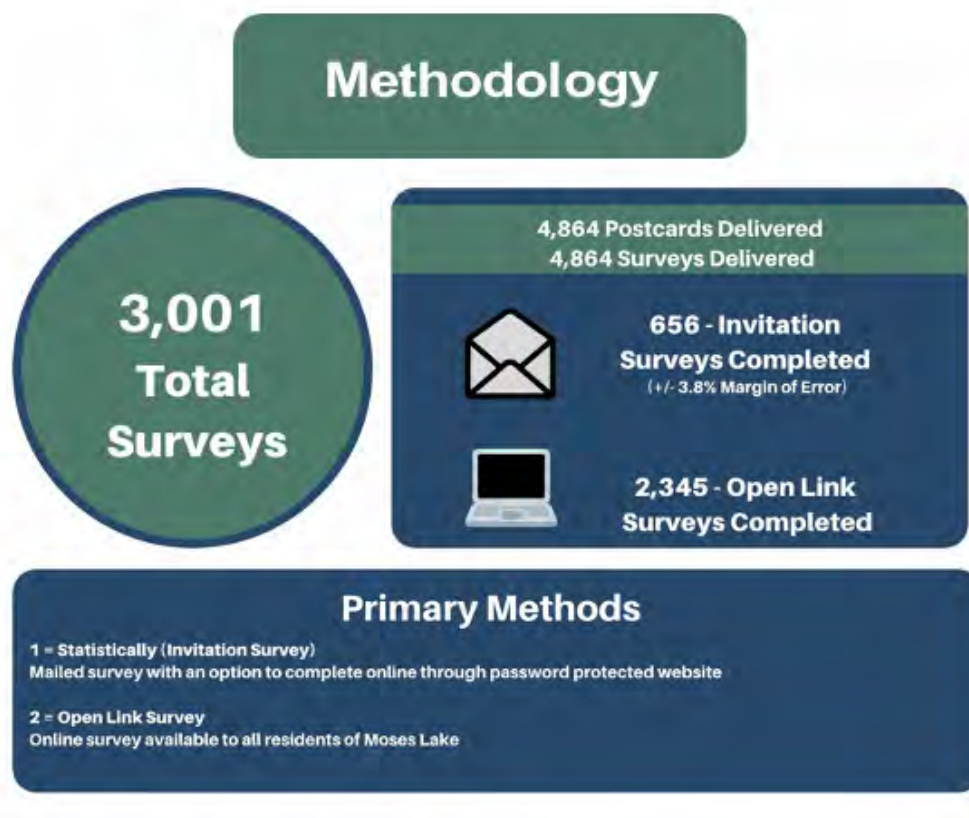
The draft plan was presented to the Human Services Commission, the Park Board and City Council. A thirty-day comment period was provided for public comment on the transition plan. The ADA Disabilities Transition Plan can be found in Appendix Q.

RANDOM INVITATION & OPEN LINK COMMUNITY SURVEY SUMMARY

Surveys were sent randomly to 4,864 community members, of which 656 completed the survey. These were supplemented by 2,345 received from an open link survey where all community members were encouraged to participate. The total 3,001 survey responses resulted from the Department's exceptional promotion efforts and provided significant input into the plan.

Results of the survey are referenced throughout the plan. The data was weighed to ensure adequate representation of the community. As an incentive, survey participants were entered into a community raffle.

The survey focused on usage of parks and recreation programs, satisfaction, priorities, communication, needs and desires and was forward-looking—future facilities, amenities, and program opportunities for improvement. More detailed information can be found in Appendix H.



Key Findings from the Survey

After reviewing the survey results, the consultant team summarized key findings which are in Figures 13 and 14. These findings present a quick overview of the survey outcomes.



PARK USAGE

City parks are the most widely used facilities, services or programs provided by Kirkland Parks and Community Services. 66% of Invite respondents and 73% of Open link respondents use City parks at least a few times a month or more. Open link respondents are more likely to be users.



IMPORTANCE

On a scale of 1 to 5, with 5 being very important, Invite respondents rated parks and open spaces (4.7), trails in parks and/or city trail systems (4.7) and restrooms (4.4) as the most important facilities and amenities to their households. Programs and services were less important overall with special events rating the highest at 3.6.



COMMUNICATION

There is some room for improvement to better leverage communication efforts and information dissemination about parks and recreation to further create awareness in Kirkland. 23% of overall respondents indicated that communication effectiveness needed improvement with an average score of 3.3 (on a scale of 1 to 5).



NEEDS MET

In terms of facilities meeting the needs of the community, invite respondents rated all facilities and amenities and all programs and services above average (3.0). Parks and open spaces rated the highest for facilities at 4.1 and special events rated the highest for programs and services at 4.0.

Figure 13: Key Findings from the Needs Assessment Survey: Park Use, Communication, Importance, and Needs Met



INCREASE USE

Year-round restrooms, recreation center or indoor aquatic center, and better lighting (parks, trails, and facilities) are the top 3 items that if addressed would increase use at parks and recreation in Kirkland. Expanded hours of operation and lower pricing/user fees were more important to lower incomes and the Hispanic population.



FUTURE NEEDS

New parks in the North area of Kirkland and an indoor aquatics center are the most important needs for improvement for Kirkland Parks and Community Services over the next 5 to 10 years. Little interest/support in building new athletic fields or converting to synthetic turf (or developing more niche facilities for cricket, futsal, rugby, etc.) exists.



FUNDING SOURCES

More than half of respondents indicate that they would probably or definitely support a bond referendum for specific projects, indoor aquatic center and an indoor recreation center, and increased user fees. More than half of respondents would probably or definitely not support any form of new or expanded tax.



ADA-ACCESSIBILITY

4% of overall respondents have a need for ADA-accessible facilities and services. Of the respondents who have a need for ADA-accessible facilities and services, 57% have experienced challenges in accessing parks or programs.

Figure 14: Key Findings from the Needs Assessment Survey: Increased Use, Needs, Funding and ADA- Accessibility

Other findings from the survey are listed below and were integrated into the development of recommendations and actions for the plan.

Satisfaction with Parks and Recreation Services in Kirkland

Overall, the Kirkland Community is very satisfied with the job the Department is doing in delivering parks and recreation services with scores ranging from 4.1 – 4.4 on a scale of 1 – 5. See Table 8: Satisfaction with Parks and Services. The survey also identified a point of celebration – that people of Asian and Hispanic backgrounds generally feel very welcome in parks and facilities.

“I feel Welcome in my park or recreation facility”
Scale (1-5) - Overall 4.3, Asian 4.1, Hispanic, 4.2

Satisfaction (Scale 1 to 5)	% Very Satisfied	Satisfaction Rating
Parks	86%	4.4
Amenities Available in Parks	83%	4.2
Recreation Facilities	78%	4.1
Recreation Programs	75%	4.1

Table 8: Satisfaction with Parks and Services

Importance and Needs Met for Facilities, Amenities, Programs, and Services

An analysis of the importance placed on facilities, amenities, programs, and services and how well the Department is meeting those needs can be helpful to prioritize future goals, objectives, and action items in the plan.

Survey respondents were asked to rate “importance” and “needs met” on a scale of 1 – 5

(1) Not At All Important	(1) Needs Not at All Met
(5) Very Important	(5) Needs Completely Met

Results were similar for both the open link and invite survey responses. See Figures 15 and 16.

Facilities and Amenities

The analysis demonstrates that for those facilities and amenities that are very important to the community – parks, trails, restrooms, lifeguarded beaches, community gardens and an outdoor swimming pool, needs are being met slightly less than the average reported (over 3.6 on 5 point scale) in the survey but met never- the-less (over 3.0 on 5 point scale).

Parks and trails were rated as most important and highest in needs being met. Needs that are least met are for synthetic turf fields, pickleball courts, off-leash dog areas and increased restrooms. However, each of these areas are recommended priorities for the Department to focus on because synthetic turf fields, pickleball courts and off-leash dog areas are somewhat specialized facilities, and highly desired. Additional restrooms are of extreme community importance.

Q: How important are the following facilities and services are to your household? FACILITIES AND AMENITIES by "Source"

	Overall	Invite Sample	Open Link
Parks and open spaces	n=2,574 4.7	n=616 4.7	n=1,958 4.7
Trails in parks and/or city trail systems	n=2,576 4.7	n=619 4.7	n=1,957 4.6
Restrooms in parks	n=2,573 4.4	n=615 4.4	n=1,958 4.4
Lifeguarded beaches	n=2,535 3.1	n=600 3.1	n=1,935 3.1
Community gardens	n=2,527 3.1	n=594 3.1	n=1,933 3.0
Outdoor pool	n=2,533 3.0	n=602 3.0	n=1,931 3.0
Community Centers	n=2,533 2.9	n=603 2.9	n=1,930 2.9
Rectangle athletic fields (soccer, football, etc.)	n=2,508 2.8	n=591 2.8	n=1,917 2.8
Off-leash dog areas	n=2,537 2.7	n=601 2.6	n=1,936 2.7
Tennis courts	n=2,515 2.6	n=594 2.6	n=1,921 2.5
Diamond athletic fields (baseball, softball, etc.)	n=2,513 2.4	n=595 2.3	n=1,918 2.4
Synthetic turf fields	n=2,512 2.3	n=591 2.2	n=1,921 2.3
Pickleball courts	n=2,512 2.2	n=593 2.0	n=1,910 2.2
Basketball courts	n=2,524 2.1	n=601 2.3	n=1,923 2.1
Volleyball courts	n=2,512 2.1	n=598 2.1	n=1,914 2.0

Figure 15: Importance of Current Facilities and Amenities

Q: How do you think they are currently meeting the needs of the community? FACILITIES AND AMENITIES by "Source"

	Overall	Invite Sample	Open Link
Parks and open spaces	n=2,061 3.9	n=502 4.1	n=1,559 3.9
Diamond athletic fields (baseball, softball, etc.)	n=1,078 3.8	n=283 3.9	n=795 3.8
Trails in parks and/or city trail systems	n=2,009 3.8	n=488 4.0	n=1,521 3.7
Volleyball courts	n=762 3.6	n=200 3.8	n=562 3.6
Rectangle athletic fields (soccer, football, etc.)	n=1,068 3.6	n=273 3.8	n=795 3.5
Lifeguarded beaches	n=1,362 3.6	n=349 3.7	n=1,013 3.5
Tennis courts	n=1,041 3.6	n=214 3.7	n=827 3.5
Community Centers	n=1,087 3.5	n=279 3.7	n=808 3.5
Basketball courts	n=822 3.5	n=231 3.6	n=591 3.5
Outdoor pool	n=1,350 3.4	n=343 3.6	n=1,007 3.4
Community gardens	n=1,052 3.3	n=272 3.4	n=780 3.3
Restrooms in parks	n=1,912 3.3	n=465 3.5	n=1,447 3.2
Off-leash dog areas	n=1,222 3.1	n=304 3.3	n=918 3.0
Pickleball courts	n=740 3.1	n=178 3.3	n=562 3.0
Synthetic turf fields	n=772 3.0	n=202 3.1	n=570 2.9

Figure 16: Needs Met from Current Facilities and Amenities

Programs and Services

An analysis of programs and services importance and needs met is in Section VI of this plan.

Future Needs

Both the invitation and open link responses show that the greatest need or desire is for 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. See Figure 17.

Q: What are the most important needs for improvement for Kirkland Parks and Community Services over the next 5 to 10 years? by "Source"

	Overall	Invite Sample	Open Link
Indoor aquatics center	n=2,078 3.5	n=562 3.5	n=1,516 3.5
New parks in the North area of Kirkland	n=1,821 3.4	n=498 3.5	n=1,323 3.4
Indoor recreation center	n=2,043 3.3	n=545 3.4	n=1,498 3.3
New parks in my neighborhood	n=2,081 3.3	n=550 3.4	n=1,531 3.2
More free or non-fee based special events and activities	n=1,995 3.2	n=537 3.4	n=1,458 3.2
Splash pads and other water play features	n=1,999 3.0	n=534 3.0	n=1,465 3.0
New outdoor aquatic center	n=1,982 2.7	n=530 2.7	n=1,452 2.6
More culturally-specific special events and activities	n=1,897 2.6	n=512 2.8	n=1,385 2.6
Build new or convert existing athletic fields to synthetic turf	n=1,751 2.3	n=485 2.2	n=1,266 2.3
Disc golf courses	n=1,913 2.1	n=523 2.2	n=1,390 2.1
Develop facilities for cricket, futsal, rugby, and lacrosse	n=1,846 2.0	n=508 2.0	n=1,338 2.0

Figure 17: Most Important Parks and Recreation Needs for Improvement in Kirkland – Overall

Key Findings from the Community Engagement Process

The community engagement process clarified four areas to guide the plan recommendations:

- There is very heavy use of Kirkland's system of parks, trails, and recreation programs.
- Community members were clear and resolute in their concern over increasing density in the City, exacerbating current capacity challenges to deliver the number of services the Kirkland community desires.
- The Department does an exceptional job in delivering quality parks, trails, and services. The community is very satisfied with parks, park amenities, recreation facilities and programs and may support a bond for specific programs and particularly an additional community center and indoor aquatic facility.
- Diversity, equity, inclusion, and accessibility are now and will continue to be of the upmost importance to Kirkland community members.

The consultants synthesized the thousands of comments expressed during the community engagement process into the list of key findings below:

Recreation Programs and Facilities

- There is a need for more programming and staff administrative space
- An indoor recreation center and aquatic facility is needed and recommended

Parks and Amenities

- The Department will need to address park needs resulting from increased density
- There is a need to add and enhance water recreation amenities at waterfront parks
- Maintaining and using best practices for open space and natural areas is highly desired
- The Department will need to consider the effect of the 85th St Station Area Plan
- A pickleball complex is recommended
- The Department should continue to seek additional parks in the north part of the City, specifically in the Rose Hill and Kingsgate neighborhoods

- The Department should convert the pop-up off-leash dog park at Juanita Beach Park to a permanent dog park
- A focus on a connected trail system is of the highest priority
- Enhanced restrooms, year around if possible are highly desired and needed
- The lack of athletic field capacity can be addressed by conversion to synthetic turf and lighted fields
- Rectangle fields are in demand for emerging sports such as cricket and rugby. Participate in regional solutions for these sports.
- A focus on making parks safer is important to the community
- Additional development along the CKC is needed including such amenities as fitness stations and areas of rest
- Additional off-leash dog areas should be added to provide equitable opportunity in the community

Diversity, Equity, and Inclusion

- A continued focus on diversity, equity, and inclusion is of the highest priority
- Ensuring facilities are accessible, and continuing to help all people feel welcome in the parks and facilities is a very important community value
- Cultural program opportunities are desired
- Addressing transportation barriers to parks and facilities is needed

Engagement with the community played the most important role in best understanding community needs and desires. However, recommendations also must consider other planning documents, statutory requirements, objective level of service analysis and more. The key findings from the community engagement process were used throughout the plan, along with other qualitative and quantitative analyses as the basis for recommendations.

In some cases, community input was not always consistent depending on the individuals participating and the type of input received which is not unusual for a plan. In these cases, the consultants used their experience and expertise to help identify areas of high priority.



SECTION V

LEVEL OF SERVICE STANDARDS AND GUIDELINES

- Typical Level of Service Guidelines and Standards
- GRASP® Model For Inventory and Level of Service Analysis
- Urban Parks and Level of Service
- Key Findings From LOS Analysis

TYPICAL LEVEL OF SERVICE GUIDELINES AND STANDARDS

Park service guidelines and standards consist of various metrics to determine if the park system is effectively meeting the needs of the community and its growth. A common approach is using a methodology called Level of Service (LOS) which measures how a system provides residents access to parks, open spaces, trails, and facilities. It indicates the ability of people to connect with the outdoors and nature and pursue active lifestyles with implications for health and wellness, the local economy, and quality of life. LOS for a park and recreation system tends to mirror community values, reflective of peoples' connection to their communities. It is also useful in benchmarking current conditions and directing future planning efforts. The service offered by a park, or a component, is a function of two main variables: what is available at a specific location and how easy it is for a user to get to it.



In this document, a “guideline” provides a general lens to aid in decision making where as a “standard” is a metric that an organization should strive to meet and maintain. Both tools assist in addressing ways to increase capacity at existing and new parks to accommodate the growing population. In order to serve new population growth, facilities, gymnasiums, sports fields and courts, and park spaces will need to be added or enhanced, particularly in the north part of the city.

Capacity Analysis Guideline

To best prioritize needs for a quality park system, park service guidelines are presented using a capacity analysis, which is a traditional tool for evaluating park system service. This tool compares the number of assets in a park to the population. It projects future needs based on a ratio of components per population (i.e. as the population grows over time, components may need to be added to maintain the same proportion). Table 9 shows the current quantities for selected components in Kirkland, including the existing guidelines established in the 2015 PROS Plan. While there are no standard ratios because each community’s needs are different, this table can be used in conjunction with input from focus groups, staff, and the public to determine if the current ratios are adequate. Based on projected population growth, Kirkland needs to add components shown in the table.

The capacity analysis tool does have some limitations. Because the model applies a ratio over time as population grows, its usefulness depends on future residents’ interests and behaviors and the assumption that they are the same as today. It also assumes that today’s capacities are in-line with needs. The capacities table also bases analysis on the number of assets without regard to distribution, quality, or functionality. Higher Level of Service (LOS) is achieved only by adding components or amenities, regardless of the location, condition, or quality of those assets. Ideally, a LOS analysis combines location, quantity, and quality. Therefore, this capacity analysis table should be used with discretion and only in conjunction with the other analyses presented.

LEVEL OF SERVICE STANDARDS AND GUIDELINES

Table 9 is an update to the 2015 plan service guidelines for common components. The table has been adjusted to reflect the combining of baseball and softball fields into a single diamond field row. In addition, basketball courts, dog parks and playgrounds have been added and the proposed guideline being consistent with current ratios. Another addition to the table is the 2021 NRPA Park Metrics for median components of similar sized communities for comparison. It should be noted that while this table shows a current surplus of diamond and rectangle fields, specific analysis of field needs and use as part of this plan shows a deficit in peak time field hours. In 2026, due to population growth, this tool suggests a need for additional skate parks, indoor aquatic facilities, basketball courts and playgrounds.

Park Acreage Per Person Guideline

Another common metric of determining LOS is calculating park acreage per 1,000 residents. This metric helps to determine how a park system's inventory is affected by growth. To be consistent with the 2015 plan, Table 10 was established to compare park acres by classification and to compare current

and projected population growth and its effect on the system. It is important to note that the school acres that are currently used should be monitored. These acres may change as the school district continues to adapt to the population growth and needed land capacity for their needs.

Capital Investment per Person Level of Service Standard

The 2015 PROS plan evaluated a level of service standard based on the capital investment made in parks and facilities, divided by the current population. This metric informs the capital value needed to support the population. Updating this comparative standard may not reflect the City's true investment due to the COVID-19 pandemic that inflated construction and land costs. Table 11 shows the adopted Capital Value per Person with the 2021 Park Impact Fee update. In this update, City Council set impact fees on new residential development at approximately 45% of the calculated investment per person.

Type	Existing Guideline	NRPA 2021 Park Metrics Median	Current Inventory	Current LOS	Current (Need) or Surplus	2026 Inventory	2026 LOS	2026 (Need) or Surplus
Baseball Fields	1 field / 5,000 people	7,560 - 22,366	23*	4,003	5	23	4,370	3
Softball Fields	1 field / 10,000 people	11,884 - 16,250						
Rectangular Fields	1 field / 7,500 people	8,291 - 12,800	29**	3,175	17	29	3,466	16
Skate Parks	1 park / 40,000 people	66,672	1	92,077	(1)	1	100,514	(2)
Tennis Courts	1 court / 3,000 people	5,726	34*	2,708	3	34	2,956	0
Indoor Pools^	1 pool / 40,000 people	NA	0	NA	(2)	0	NA	(3)
Basketball Courts	NA	8,790	14*	6,577	0	14	7,180	(1)
Dog Parks	NA	58,926	2	46,083	0	2	50,257	0
Playgrounds	NA	3,672	30	3,069	0	30	3,350	(3)

*included schools and private providers

^2015 plan removed outdoor pools from the guidelines

+baseball and softball combined into diamond fields and includes school fields -one school rectangle had zero program hours in 2019

All athletic field quantities are based on 2019 programmed fields table provided by the City

Table 9: Component Based Service Guidelines

Type	Existing Guideline	Current Parks Inventory	School Acres included by classification 2015 Plan per 2015 Plan	2021 Total Acres (Parks + Schools)	Current Level of Service	Current Surplus (Need) based on existing guideline	2026 Inventory including Schools as noted	2026 Level of Service (If population is added but no park acres are added)	Future Surplus (Need) to meet the existing guideline
Community Parks	2.095 ac / 1,000	121.33	87.40	208.73	2.26 ac /1,000	15.64	208.73	2.08 ac /1,000	(1.85)
Neighborhood Parks	2.06 ac/1,000	124.61	20.40	145.01	1.57 ac /1,000	(44.85)	145.01	1.44 ac /1,000	(62.05)
Waterfront Parks	- ac/1,000	48.97		48.97	0.53 ac /1,000		48.97	0.49 ac /1,000	
Natural Parks & Open Space	5.7 ac/1,000	321.01		321.01	3.48 ac /1,000	(204.33)	321.01	3.19 ac /1,000	(251.92)
Totals		615.92	107.80	723.72	7.85 ac /1,000		723.72	7.20 ac /1,000	

Table 10: Acres of Park Land per 1,000 Residents

	Previous Study	Current Study w/o nonresidential	Current Study (w/nonresidential)
Value of parks Inventory	\$338,118,273	\$631,394,537	\$631,394,537
Population / Residential Equivalents	82,590	90,660	96,121
Capital Value Per Person / RE	\$4,094	\$6,964	\$6,569

Table 11a: Capital Value per Person/Residential Equivalent

	Previous Study	Current Study w/o nonresidential	Current Study (w/nonresidential)
Capital Value per Person / RE	\$4,094	\$6,964	\$6,569
Growth of Population / REs	\$4,320	\$983	\$1,289
Investment Needed for Growth	\$17,685,809	\$6,843,223	\$8,466,310

Table 11b: Values Needed for Growth

Level of Service for Support Services

Level of service in a broader context also applies to recreation programs, park maintenance and other services provided to the community. As the population continues to grow, it is important to adjust the necessary number of programs, maintenance hours, and overall staffing levels. Although there are no clear metrics defined by NRPA for these aspects of a park system, it is important for staff to continually evaluate the impact of the growing population on these services. Specific recommendations for this broader LOS context can be found in the next section.



GRASP® MODEL FOR INVENTORY AND LEVEL OF SERVICE ANALYSIS

Background & Methodology

Step 1: Inventory—What Does the City Have?

Determining the level of service delivered by parks in a community requires a thorough inventory of what is available and accessible to community members. While some communities look primarily at acres per population, the consultant team used the GRASP®-IT audit tool (Geo-Referenced Amenities Standards Process) which is used to record and evaluate all aspects of a park, not just the acreage.

GRASP® utilizes Geographic Information System (GIS) data to offer new ways to measure level of service and display the value of parks, trails, open space, facilities, programs, and other amenities (more detail is found in Appendix A).

An inventory to assess and evaluate each component and modifier (amenity) in each park was conducted during visits to each park in July of 2021. This assessment allowed the consultants to complete a composite-values level of service analysis which is significantly more detailed, and a more accurate way of determining if a community has enough parks and if those parks can deliver a quality user experience.

IN EACH PARK, THE TOOL WAS USED TO COUNT AND SCORE THE FUNCTION AND QUALITY OF:

- Components – Major features of a park such as playgrounds, tennis courts, or picnic shelters
- Modifiers – Amenities in a park that enhance comfort and convenience such as shade, drinking fountains, or restrooms

Using a scale of 1 (below expectations) – 3 (exceeds expectations), evaluators assigned a quality value to each park site, each component, and each modifier for all parks throughout the city. This system allows the comparison of sites and analysis of the overall level of service provided by the Kirkland park system.

The evaluators created an inventory atlas that included a scorecard and GIS Inventory Map for each park in Kirkland. The inventory atlas, provided as a supplemental document to the plan, includes all parks and facilities. See Figure 18.

Section A

Initial Inventory Date:

7/9/2021

Approximate Park Acreage:

26.63

45.6

Total Neighborhood GRASP® Score

48

Total Community GRASP® Score

Owner

COK

Section B

Drinking Fountains	2	Shade	1	Design and Ambiance
Seating	2	Trail Connection	2	
BBQ Grills	0	Park Access	2	
Dog Pick-Up Station	2	Parking	2	
Security Lighting	0	Seasonal Plantings	0	
Bike Parking	0	Ornamental Plantings	2	
Restrooms	2	Picnic Tables	2	

Section C

General Comments

Athletic park with multiple components. Good grass

Section D

Components with Score

MAPID	Component	Quantity	Lights	Neighborhood Score	Community Score	Comments
C314	Diamond Field	1		2	2	Outfield fencing, powder coated, nice turf, covered dugouts
C028	Natural Area	1		2	2	Woodlands and nature trails
C027	Diamond Field, Practice	1		2	2	
C026	Basketball Court	1		1	1	No paint.
C025	Picnic Ground	1		2	2	
C024	Diamond Field	2		1	1	No outfield fencing
C023	Rectangular Field, Large	1		3	3	Good turf
C022	Playground, Local	1		2	2	
C021	Fitness Area	1		2	2	
L047	PARCEL	1		2	2	

Figure 18: Example of Crestwoods Park Scorecard and GIS Inventory.

Park Scorecards

Team members created a scorecard and GIS Inventory Map for each park. Find additional discussion on GRASP® Scores in Appendix A.

The scorecard shows a variety of important information, including:

Section A

- Inventory date
 - This is the date of the park visit
- Total Neighborhood and Community GRASP® Scores
 - Scores are calculated using an algorithm of the quality of the components, modifiers, and design and ambiance. The Community score also includes the quantity of each component.
- Park acres
- Ownership

Section B

- Comfort and convenience modifiers are graded for their presence and quality overall for the park setting, using a scale of 1 (below expectations) to 3 (exceeds expectations)
- These are things that a user might not go to a park specifically to use but are things that enhance the users' experience by making it a nicer place to be

- An overarching design and ambiance grade is given for the park, including aesthetic factors such as the design and park setting
- The users' experience is enhanced by a pleasant setting and good design and diminished by a lack thereof. Good design makes a park welcoming, but it also makes it feel safe and pleasant and encourages people to visit more often and stay longer

Section C

Evaluators' comments are included in this section and may reflect overall park or component observations

Section D

All components are identified:

- MapID is a unique identifier that correlates to a GIS point for each component
- Component is the type of feature such as loop walk or basketball court
- Quantity is the number of this component found in the park

- Lights indicates the presence of lights for night use if indicated by a "Y"
- Component Scores

Scores are based on condition, size, or capacity relative to the need at that location, and its overall quality

3= Exceeds Expectations

2= Meets Expectations

1= Below Expectations

0= Not Functioning

Components are evaluated from two perspectives: first, the value of the component in serving the immediate neighborhood, and second, its value to the entire community (community score can be impacted by additional parks in the area, schools, etc.)

Park Maps

Each map shows the park boundary as a green polygon and component locations as a green diamond. The Inventory Atlas is provided as a supplemental document to the plan includes all parks and facilities.



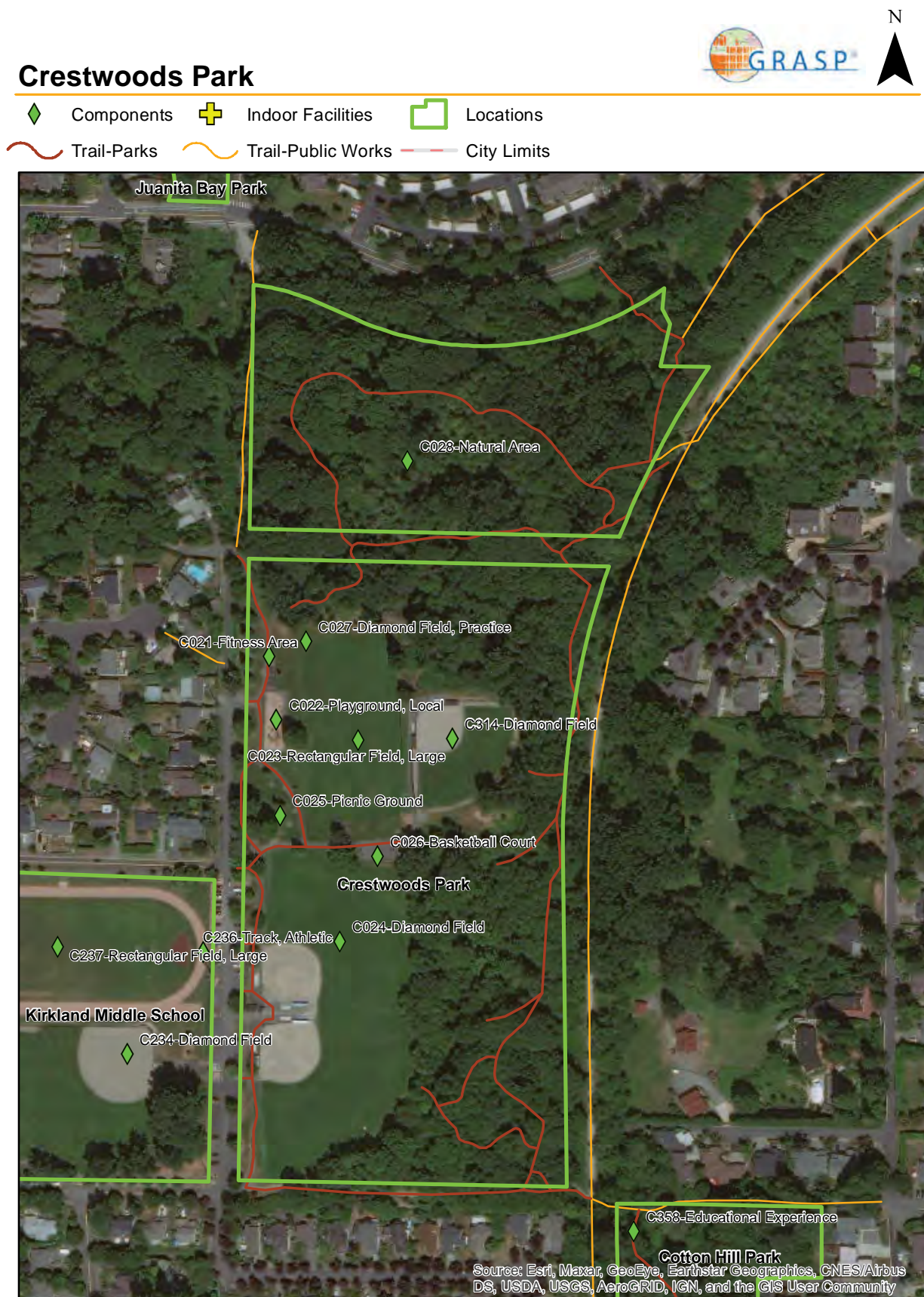


Figure 19: Example of Level of Service Maps: Crestwoods Park

Inventory Summary

Table 12 shows the park type or classification and quantity of components located within each park. The total number of park acres and each component are listed at the bottom of the table. In addition, the number of components in each park and component diversity are listed by row. This data is used to evaluate the parks based on the number of components per park and influence recommendations for improvements.

Property Classification	Park / Property	Aquatics, Lap Pool	Basketball Court	Basketball, Practice	Bike Course	Concessions	Diamond Field	Diamond Field, Complex	Diamond Field, Practice	Dog Park	Educational Experience	Event Space	Fitness Area	Game Court	Garden, Community	Garden, Display	Horseshoe Court	Loop Walk	Natural Area	Open Turf	Passive Node	Pickleball Court	Picnic Ground	Playground, Destination	Playground, Local	Public Art	Rectangular Field, Large	Rectangular Field, Overlay	Shelter, Large	Shelter, Small	Skate Park	Tennis Court	Track, Athletic	Trail Access Point	Trailhead	Volleyball Court	Water Access, Developed	Water Access, General	Water Feature	Water, Open	Total Components in Park	Component Diversity	Reported Acres	
Waterfront Park	2nd Avenue South Dock																																				1			1	2	100%	1.06	
	David E Brink Park																		1	1					1											1			1	5	100%	0.87		
	Doris Cooper Houghton Beach Park					1												1	1					1	1									1	2	1		1	10	90%	3.80			
	Forbes Lake Park																		1																			1	2	100%	8.81			
	Juanita Beach Park					1	2				1	1					4		1	1			1		1	1		2	2			2			2	1	1		1	25	68%	21.94		
	Kiwanis Park																		1																		1		1	3	100%	2.57		
	Lake Ave W Street End Park																																				1		1	2	100%	0.25		
	Marina Park					1												1		1						1			1							1	1	1	1	9	100%	3.59		
	Marsh Park																		1	1					1												1	1		1	6	100%	4.18	
	O O Denny Park																		1	1			1		1				1					1			1		1	8	100%	45.72		
	Settlers Landing																				1																1			1	3	100%	0.10	
	Street End Park																				1																		1	2	100%	0.10		
	Waverly Beach Park																			1					1	1			1								2	1		1	8	88%	2.76	
Community Park	132nd Square Park						2												1	1				1		1	2		1												9	78%	9.75	
	Crestwoods Park		1				3		1				1						1				1		1		1	3														13	69%	26.63
	Edith Moulton Park									1	1							1	1	1					1				2			1							1	10	90%	26.72		

Table 12: Summary of Developed Parks/Outdoor Locations and their Components (sorted by park classification)

LEVEL OF SERVICE STANDARDS AND GUIDELINES

Property Classification	Park / Property	Aquatics, Lap Pool	Basketball Court	Basketball, Practice	Bike Course	Concessions	Diamond Field	Diamond Field, Complex	Diamond Field, Practice	Dog Park	Educational Experience	Event Space	Fitness Area	Game Court	Garden, Community	Garden, Display	Horseshoe Court	Loop Walk	Natural Area	Open Turf	Passive Node	Pickleball Court	Picnic Ground	Playground, Destination	Playground, Local	Public Art	Rectangular Field, Large	Rectangular Field, Overlay	Shelter, Large	Shelter, Small	Skate Park	Tennis Court	Track, Athletic	Trail Access Point	Trailhead	Volleyball Court	Water Access, Developed	Water Access, General	Water Feature	Water, Open	Total Components in Park	Component Diversity	Reported Acres
Community Park	Everest Park		1			1	4	1											1	1		3	1		1				1	1			1							17	71%	23.17	
	Heritage Park										1	1				1				1	2				1							2								9	78%	10.12	
	McAuliffe Park										1				1					1					1											2			6	83%	12.46		
	Peter Kirk Park		1			1	1													1					1	1					1	2							9	89%	12.48		
Neighborhood Park	Brookhaven Park										1									1																			1	3	100%	0.95	
	Bud Homan Park																		1	1																				2	100%	2.20	
	Carillon Woods										1								1						1	1							1							5	100%	8.71	
	Cedar View Park																								1														1	100%	0.20		
	Forbes Creek Park		1																	1					1						2								5	80%	2.02		
	Hazen Hills Park																			1																			1	100%	1.25		
	Highlands Park			1					1											1					1			1												5	100%	2.73	
	Josten Park																			1					1															2	100%	0.85	
	Juanita Heights Park																		1															1						2	100%	10.74	
	Kingsgate Park																		1															1						2	100%	6.91	
	Mark Twain Park		1																1	1					1															4	100%	6.60	
	North Kirkland Community Center & Park		1																	1				1																3	100%	5.49	
	North Rose Hill Woodlands Park										1								1	1			1	1	1				1					4							11	73%	20.96
	Ohde Avenue Pea Patch															1																									1	100%	0.89
	Phyllis A. Needy Houghton Neighborhood Park			1																1	1				1																	4	100%

Table 12: Summary of Developed Parks/Outdoor Locations and their Components (sorted by park classification)

Property Classification	Park / Property	Aquatics, Lap Pool	Basketball Court	Basketball, Practice	Bike Course	Concessions	Diamond Field	Diamond Field, Complex	Diamond Field, Practice	Dog Park	Educational Experience	Event Space	Fitness Area	Game Court	Garden, Community	Garden, Display	Horseshoe Court	Loop Walk	Natural Area	Open Turf	Passive Node	Pickleball Court	Picnic Ground	Playground, Destination	Playground, Local	Public Art	Rectangular Field, Large	Rectangular Field, Overlay	Shelter, Large	Shelter, Small	Skate Park	Tennis Court	Track, Athletic	Trail Access Point	Trailhead	Volleyball Court	Water Access, Developed	Water Access, General	Water Feature	Water, Open	Total Components in Park	Component Diversity	Reported Acres		
Neighborhood Park	Reservoir Park																		1					1																2	100%	0.62			
	Rose Hill Meadows																		1	1	1				1			1												5	100%	4.10			
	Snyder’s Corner Park																		1																						1	100%	4.50		
	South Norway Hill Park				1														1														2								4	75%	9.80		
	South Rose Hill Park			1															1						1																3	100%	2.19		
	Spinney Homestead Park								2											1					1		1														5	80%	6.54		
	Terrace Park			1					1											1					1		1														5	100%	1.81		
	Tot Lot Park															1									1																	2	100%	0.52	
	Totem Lake Park																				1			1									1								3	100%	17.18		
	Van Aalst Park			1																1		1			1																	4	100%	1.59	
	Windsor Vista Park															1			1						1													1			4	100%	4.76		
Other	Peter Kirk Pool	1																																								1	100%	0.57	
	Kirkland Cemetery																				1																				1		2	100%	6.82
Natural Park	Cotton Hill Park										1								1																								2	100%	2.16
	Heronfield Wetlands								1										1																								2	100%	28.12
	Juanita Bay Park										1								1							1								2	1		3			1		10	70%	110.83	
	Neal Landguth Wetland Park																		1																							1	100%	1.29	
	Watershed Park																		1																3							4	50%	75.53	
	Yarrow Bay Wetlands										1								1																								4	75%	74.19
	TOTALS:	1	6	5	1	5	12	1	5	2	10	2	1	0	4	1	4	3	23	29	11	4	5	3	27	9	3	9	10	2	1	8	0	19	2	3	13	8	4	17				641.20	

Table 12: Summary of Developed Parks/Outdoor Locations and their Components (sorted by park classification)



Component Diversity

Component diversity relates to the number of different types of components within a park, regardless if there are multiple of the same component type. For example, Carillon Woods has 100% component diversity with a total of 5 components with no duplicates (educational experience, natural area, playground, public art, and a trail access point). Forbes Creek Park has 80% component diversity because it has 5 total components but 2 of those are tennis courts. It is of value to park users to have a variety of things to do in a park and therefore, component diversity is a worthwhile goal. Component diversity also tends to draw people to a space.

Open Space Properties

The system also includes 49 properties classified as “Open Space”. In general, these properties have few recreation components and often have limited public access. They account for approximately 76 acres.

Trail Opportunities in Kirkland

Kirkland community members have access to over 18 miles of trails, primarily within existing parks as loop walks, paths, and trails. The Kirkland trail system includes the Cross Kirkland Corridor (CKC). The nearly six-mile Interim CKC Trail runs North/South through the heart of Kirkland and is part of the Eastrail corridor running all the way from Renton to Snohomish County. In addition, there are over 38 miles of additional trails managed by other entities, in and around Kirkland. Some of these are associated with large parks, such as Big Finn Hill Park and Bridle Trails State Park.

Indoor Facilities

Kirkland’s indoor facilities offer a variety of programming opportunities. In addition, Heritage Hall, North Kirkland Community Center, and Peter Kirk Community Center are available for public rental. Find the indoor facilities included in the inventory in Table 13.

- Heritage Hall
- North Kirkland Community Center
- Peter Kirk Community Center
- Kirkland Teen Union Building

Park/Property	Arts and Crafts	Auditorium/Theater	Educations/ Experience	Fitness/Dance	Kitchen—Commercial	Kitchen—Kitchenette	Lobby/Entryway	Multi-Purpose Room	Patio/Outdoor Seating
Heritage Hall			1			1		1	1
Kirkland Teen Union Building		1				1	1	3	
North Kirkland Community Center	1			1			1	2	
Peter Kirk Community Center	1				1		1	4	
TOTALS:	2	1	1	1	1	2	3	10	1

Table 13: Indoor Facility Summary



Alternative Parks & Outdoor Spaces Providing LOS in Kirkland

Other than the City's park system, there are many ways recreation opportunities are met in Kirkland. Other providers include state and county parks. The following parks are identified in all mapping but not calculated into the inventory or level of service for the GRASP® analysis.

- Big Finn Hill Park
- Bridle Trails State Park
- East Norway Hill Park
- Juanita Triangle Park
- Juanita Woodlands Park
- Saint Edwards State Park
- Taylor Fields
- Local area private and public schools

A Summary of School Properties

Over 20 schools are included in the system inventory, including playgrounds and athletic fields at the elementary schools and other facilities, such as the middle school athletic tracks. The Department maintains many athletic fields at schools.

The analysis recognizes that schools offer some recreation opportunities to the general community but often have limited public access. Find a summary table of school inventory in Appendix P.



System Map

Parks and Recreation System Map Kirkland, Washington

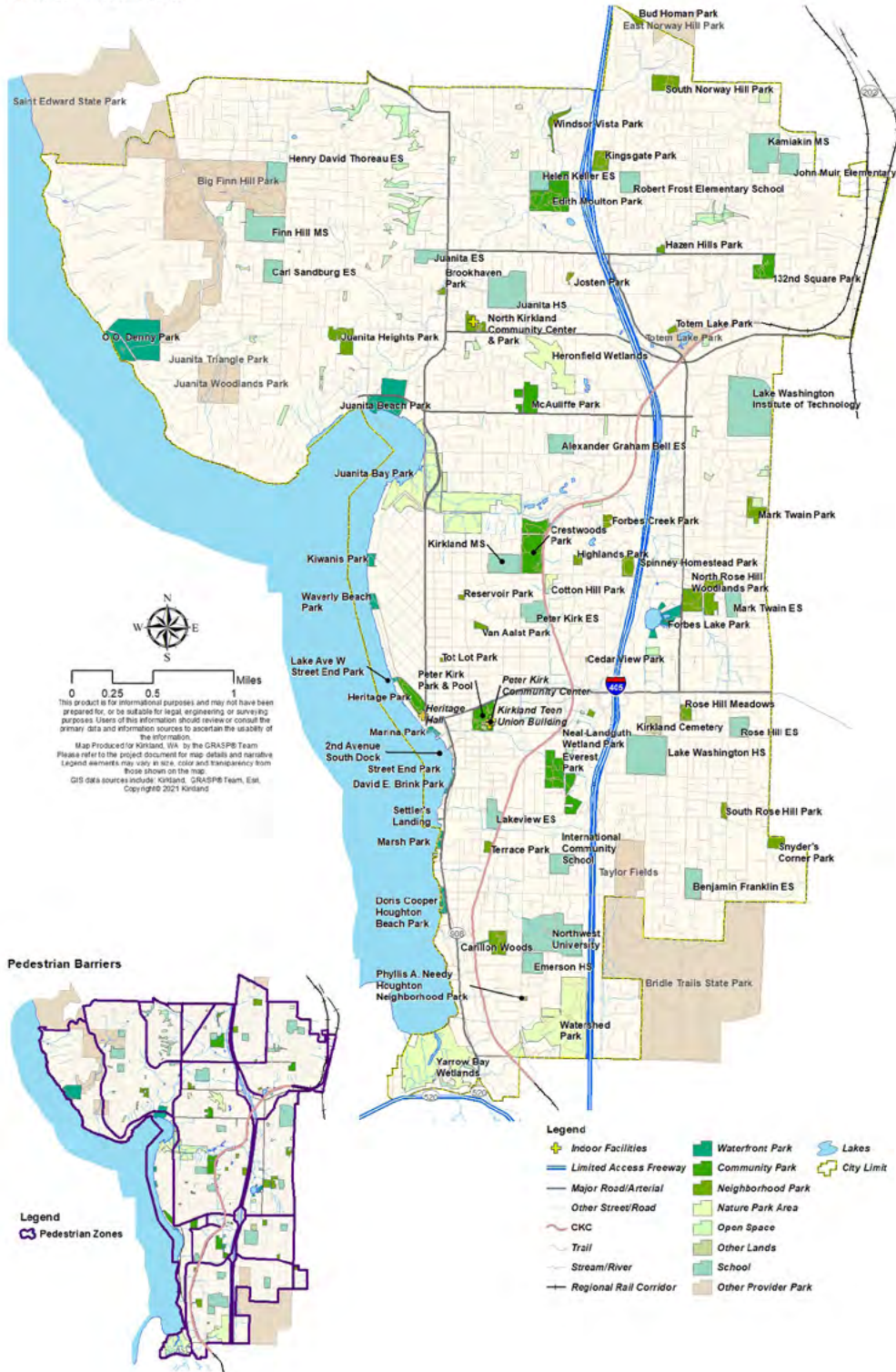


Figure 20a: Kirkland System Map

LEVEL OF SERVICE STANDARDS AND GUIDELINES

The system inventory map shows Kirkland's relative size and distribution of existing parks and recreation facilities.

Step 2: Assessment and Analysis— How is the City doing?

Park Scoring

In addition to locating and counting components, the assessment includes quality, function, condition, and modifiers. Cumulative scores reflect the number and quality of these components and the availability of modifiers such as restrooms, drinking fountains, seating, parking, and shade. Higher scores reflect more and better recreation opportunities than lower scores. There is no ultimate or perfect score.

Park scoring illustrates how the parks and components serve City residents and users within a reasonable proximity.

These scores often make the most sense when compared within the same classification, i.e., when comparing one community park to another community park. It may be reasonable that there is a wide range of scores within a category.

Still, it may also be an opportunity to reevaluate a park's particular classification based on the level of service it provides to the community or neighborhood it serves.

Classification	Park/Location	Park GRASP® Score 130
Natural Area	Juanita Bay Park	53
	Watershed Park	22
	Heronfield Wetlands	14
	Yarrow Bay Wetlands	11
	Cotton Hill Park	7
	Neal Landguth Wetland Park	4

Table 14: Park Scores by Classification

Classification	Park/Location	Park GRASP® Score 130
Community	Everest Park	94
	Edith Moulton Park	53
	Crestwoods Park	48
	Heritage Park	48
	132nd Square Park	43
	Peter Kirk Park	43
	McAuliffe Park	34

Table 14: Park Scores by Classification



LEVEL OF SERVICE STANDARDS AND GUIDELINES

Classification	Park/Location	Park GRASP® Score 130
Neighborhood	North Rose Hill Woodlands Park	55
	Totem Lake Park	32
	Rose Hill Meadows	29
	Carillon Woods	26
	Forbes Creek Park	26
	Highlands Park	26
	Windsor Vista Park	24
	Mark Twain Park	24
	Spinney Homestead Park	24
	South Norway Hill Park	22
	Van Aalst Park	22
	Terrace Park	22
	North Kirkland Com Ctr and Park	19
	Phyllis A. Needy Houghton Neighborhood Park	19
	South Rose Hill Park	19
	Reservoir Park	13
	Brookhaven Park	9
	Ohde Avenue Pea Patch	9
	Tot Lot Park	7
	Bud Homan Park	7
	Juanita Heights Park	7
	Kingsgate Park	7
	Josten Park	6
	Hazen Hills Park	4
	Cedar View Park	3
	Snyder's Corner Park	3

Table 14: Park Scores by Classification

Classification	Park/Location	Park GRASP® Score 130
Other	Peter Kirk Pool	10
	Kirkland Cemetery	7

Table 14: Park Scores by Classification

Classification	Park/Location	Park GRASP® Score 130
Waterfront	Juanita Beach Park	130
	Doris Cooper Houghton Beach Park	58
	Marina Park	52
	O O Denny Park	47
	Waverly Beach Park	43
	Marsh Park	34
	David E Brink Park	29
	Kiwanis Park	18
	Settlers Landing	18
	2 nd Avenue South Dock	15
	Lake Ave W. Street End Park	13
	Street End Park	13
	Forbes Lake Park	7

Table 14: Park Scores by Classification

Key Findings from the Assessment Summary

- The City's parks system offers a wide variety of parks from neighborhood parks to signature waterfront parks.
- Overall, parks are in good condition and well maintained.
- The City has invested in upgrading strategic parks (strategic due to location, demand for use, amenities offered, environmental impacts, etc.). Examples of recent park upgrades include:
 1. Totem Lake Park
 2. 132nd Square Park w/synthetic turf field
 3. Inclusive playgrounds and new accessible trails
 4. Juanita Beach Park
 5. Edith Moulton Park
 6. David E. Brink Park
- Park signage appears consistent across the system.
- Turf conditions vary and are likely associated with a 2021 heatwave.
- The City has a significant number of properties, but many are not developed or minimally developed and provide limited service.
- Demand for soft trails creates maintenance concerns. The Department may benefit from a policy to help staff manage these and limit the City's liability. The management plan may include signage, work by rangers on the trails, volunteers to assist with mitigation, etc. With safety as the ultimate goal, the Department may want to evaluate some of the more used trails and consider upgrading to more sanctioned trails.



What is Level of Service and why do we use it?

LEVEL OF SERVICE (LOS) measures how a system provides residents access to parks, open spaces, trails, and facilities. It indicates the ability of people to connect with the outdoors and nature and pursue active lifestyles with implications for health and wellness, the local economy, and quality of life. LOS for a park and recreation system tends to mirror community values, reflective of peoples' connection to their communities. It is also useful in benchmarking current conditions and directing future planning efforts. The service offered by a park, or a component, is a function of two main variables: what is available at a specific location and how easy it is for a user to get to it.

What is GRASP®?

GRASP® (GEO-REFERENCED AMENITIES STANDARDS PROCESS) has been applied by BerryDunn in many communities across the country as a measure of LOS. With GRASP®, information from the inventory combined with Geographic Information Systems (GIS) software, produces analytic maps and data, called Perspectives that show the distribution and quality of these services.

What do Perspectives do for us?

Perspectives can take the form of maps showing the LOS of a particular type of service, or other analysis incorporating statistics, diagrams, tables, and charts that provide benchmarks or insights useful in determining community success in

delivering services. The inventory performed with the GRASP®-IT tool provides details of what is available at any given location, and GIS analysis measures user access. People use various ways of reaching a recreation destination: on foot, on a bike, in a car, via public transportation, or some combination.

WALKABLE ACCESS PERSPECTIVE uses a travel distance of ½ mile, a suitable distance for a 10-minute walk. For each Perspective, combining the service area for each component and the assigned GRASP® score into one overlay creates a shaded “heat” map representing the cumulative value of all components. This allows the level of service to be measured for any resident/user or location within the study area. The deeper the shade of orange, the higher the LOS. Further discussion on Perspectives and other GRASP® terminology is found in Appendix A.

Notes:

- Proximity relates to access. A component within a specified distance of a given location is considered “accessible.” “Access” in this analysis does not refer to access as defined in the Americans with Disabilities Act (ADA).
- Walkable access is affected by barriers or obstacles to free and comfortable foot travel. The analysis accounts for these.
- The LOS value at a particular location is the cumulative value of all components accessible in that location.

Walkable Access to Recreation

People use various ways of reaching a recreation destination: on foot, on a bike, in a car, via public transportation, or some combination. A walkable access perspective can show which parts of the city lack walkable access to a park. Historically, Kirkland uses a travel distance of ½ mile, a suitable distance for a 10-minute walk.

Many factors influence walkability including the quality of footpaths, sidewalks, or other pedestrian rights-of-way, traffic and road conditions, land use patterns, and public safety considerations, among others.

Walkability analysis measures access to outdoor recreation by walking. One-half-mile catchment radii have been placed around each component in each

park and shaded according to the GRASP® score. Scores are doubled within this catchment to reflect the added value of walkable proximity, allowing direct comparisons between neighborhood access and walkable access.

Pedestrian Barriers

Pedestrian barriers such as major streets, highways, railroads, and rivers significantly impact walkable access in Kirkland. Zones created by identified barriers, displayed as dark purple lines, serve as discrete areas accessible without crossing a major street or another obstacle. Various green parcels represent parks and properties, and orange parcels are schools. See the dark purple barriers in Figure 20.



Environmental barriers can limit walkability. The LOS in the walkability analysis has been “cut off” by identified barriers where applicable.



Figure 20b: Walkability Barriers “Cut Off” Service Areas Where Applicable

LEVEL OF SERVICE STANDARDS AND GUIDELINES

In general, these images show that Kirkland has a reasonable distribution of parks and facilities. The orange shading in the maps allows for an understanding of LOS distribution across the City. Areas of higher concentration are at several locations throughout the City.



Figure 21: Walkable Access to Outdoor Recreation Opportunities

Walkability Gap Analysis

The parks in Table 15 and their components will likely attract users from a walkable distance. The following map shows where GRASP® values within a 10-minute walk meet this target score. In this analysis, purple areas indicate where walkable LOS values meet or exceed the target LOS. The purple areas account for 60% of the City's land area. Areas shown in yellow show where people do not have walkable access to parks meeting the target score. The yellow areas shown on the map which represent 37% of the city, can be considered areas of opportunity for future improvements. The yellow areas may have parks, but they do not provide the target value. Improving the LOS value in such areas may be possible by enhancing the quantity and quality of features in existing parks without acquiring new lands or developing new parks. Another option might be to address pedestrian barriers which restrict walkable access. Only three percent of the city is without access to recreation opportunities within a 10-minute walk.

In terms of park distribution and walkable access to parks within Kirkland, the analysis results are very positive and offer several opportunities for improvement. Based on the Geographic Information

The analysis shows the LOS available across Kirkland, based on a 10-minute walk. Darker gradient areas on the images indicate higher quality recreation assets available based on a half-mile service area. Gray areas fall outside of a 10-minute walk to recreation opportunities.

System (GIS) analysis, 99% of residents are within a ten-minute walk of outdoor recreation opportunities, including 63% that meet or exceed the target value. A reasonable target score was set to show where residents have access to at least three to four components and a significant trail corridor. Parks with greater development, of at least 6 components, may also meet this target without the trail requirement. Where possible gaps have been identified, further analysis is used to show each area's overall population, median household income, diversity index and crime index. Areas with greater population, lower income, greater diversity, and greater crime may be prioritized for park improvements. See Section VIII.

This figure displays the level of service based on where people live. Considering LOS with the demographics from the plan, the analysis indicates that parks are generally well placed.



Using GRASP® to Evaluate Level of Service

In addition to scoring each park, GRASP® can be used to identify the level of service provided for any area in the City by combining GRASP® scores from all parks within a specified distance.

To better demonstrate how GRASP® identifies the level of service for a given area, please refer to Figure 24 on this page. In this example, walkable access is being used to determine what parks are included in the score. The location marked with a red star, near the 2nd Ave South Dock is scored very high because community members can access many parks within a 10-minute walk from this location. Collectively, each of the park scores inside the red dotted line makes up the combined GRASP® value area score of (489) .

The ability to show where LOS is adequate or inadequate is an overarching goal of GRASP®. First, an appropriate level of service (target value) for Kirkland residents is determined. For Kirkland, the target value is 67, the equivalent to a park with at least 3 different components and access to a trail. Higher- scoring parks without trail access can exceed the target score. The following are some examples of parks that meet or exceed the target LOS based on components and access to a trail: North Kirkland Community Center and Park, Phyllis A. Needy Houghton Neighborhood Park, South Norway Hill Park, South Rose Hill Park, Terrace Park, Totem Lake Park, Van Aalst Park, and Windsor Vista Park. The diversity within these parks represents the critical finding that parks vary greatly yet score similarly in the GRASP® system and are presented in Table 15.

% of Population with Walkable Access to Outdoor Recreation

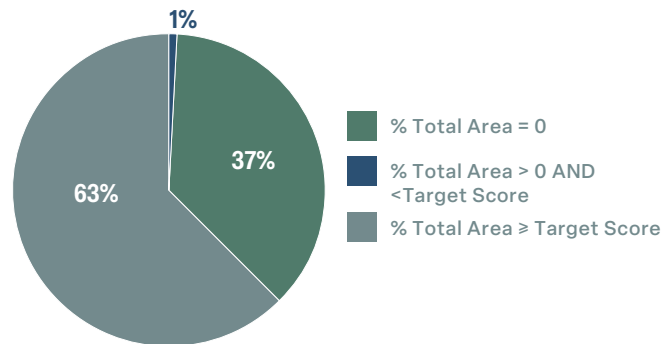


Figure 23: Percentage of Population by Service Level

Percentages in Figure 23 sum to greater than 100% due to rounding. Walkability and a ten-minute walk are considered a LOS policy and aligns with the Sustainability Master Plan goals.



Figure 24: Walk High-Value Area

Property Classification	Park / Property	Basketball Court	Basketball, Practice	Bike Course	Diamond Field, Practice	Educational Experience	Garden, Community	Natural Area	Open Turf	Passive Node	Pickleball Court	Playground, Destination	Playground, Local	Public Art	Rectangular Field, Large	Trail Access Point	Water Access, Developed	Water Access, General	Water Feature	Water, Open	Total Components in Park	Component Diversity	Reported Acres
Waterfront Park	Marsh Park								1	1				1			1	1		1	6	100%	4.18
Community Park	McAuliffe Park					1	1		1				1						2		6	83%	12.46
Neighborhood Park	North Kirkland Com Ctr and Park	1							1			1									3	100%	5.49
	Phyllis A. Needy Houghton Neighborhood Park		1						1	1			1								4	100%	0.50
	South Norway Hill Park			1				1								2					4	75%	9.80
	South Rose Hill Park		1					1					1								3	100%	2.19
	Terrace Park		1		1				1				1		1						5	100%	1.81
	Totem Lake Park									1		1				1					3	100%	17.18
	Van Aalst Park		1						1		1		1								4	100%	1.59
	Windsor Vista Park						1	1					1							1	4	100%	4.76

Table 15: GRASP® Target Park Inventory



Figure 25: Service Level GRASP® Comparative Data

Comparing Kirkland's Parks to Similar Sized Communities

Kirkland parks are comparable to other agencies across the country by using these scores. The GRASP® National Dataset is data that the consultant has collected over the years. It consists of 82 agencies, 5,240 parks, and over 28,200 components.

Kirkland scores lower in components per location, average park score, and components per capita.

When comparing Kirkland to other agencies and parks, two of Kirkland's parks (Juanita Beach and Everest Parks) score in the top 10% of all parks in the overall GRASP® dataset. Juanita Beach Park is in the top 200 parks overall. Other similar-sized agencies often have three parks in the top 10%. Other comparisons often include total parks and parks per capita where Kirkland is above the average of other similar-sized agencies.

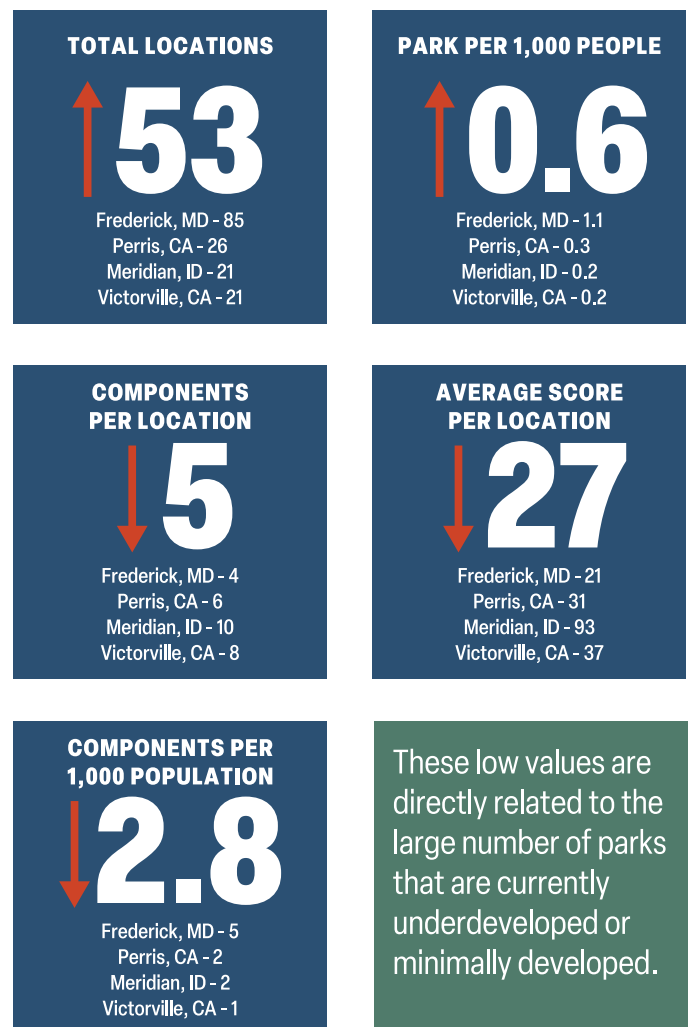




Table 16 provides additional comparative data from other communities of similar populations to Kirkland across the United States. Because every community is unique, there are no standards or “correct” numbers. Notes on these comparisons:

- Kirkland is the smallest in acres of any of these similar cities but has the highest population density.
- GRASP® Index is the value per capita and involves dividing the total of all the components in the system by the population. The GRASP® Index does not factor in population density.
- Average LOS per acre is a calculation of the GRASP® values and the total acres for each of those values. For example, one area on the map may be light orange which represents a value of 75 and it covers 14 acres total. Another area may be darker and have a value of 150 but only cover 2 acres. This calculation computes the average GRASP® value over all acres, and in the case of these comparable cities, would suggest that Kirkland’s darker acres cover a greater percentage of the city than in other cities.
- Average LOS/Population density per acre would factor in the fact that Kirkland is more densely populated than these other cities and therefore no longer has the highest level of service.

LEVEL OF SERVICE STANDARDS AND GUIDELINES

City/Agency	Frederick, MD	Perris, CA	Kirkland, WA	Meridian, ID	Victorville, CA	Average
Year	2021	2020	2021	2015	2020	2015-2021
Population	75,281	79,137	92,165	94,289	127,027	93,562
Population Density (per acre)	4.9	3.9	7.9	5.2	2.7	5
Study Area Size (Acres)	15,366	20,285	11,678	18,159	47,341	22,566
# of Sites (Parks, Facilities, etc.)	85	26	53	21	21	41
Total Number of Components	366	151	261	207	169	231
Average # of Components per Site	4	6	5	10	8	7
Total GRASP® Value (Entire System)	1,766	800	1,411	1,947	775	1,340
GRASP® Index	23	10	15	21	6	15
Average Score/Site	21	31	27	93	37	42
Average LOS per Acre Served	241	107	285	196.1	58	177
Components per Capita	5	2	2.8	2	1	3
Average LOS / Population Density per Acre	49	57	36	38	22	40
% of Population with Walkable Target Access	79%	17%	63%	50%	34%	49%
People per Park	886	3,044	1,739	4,490	6,049	3,241
Park per 1k People	1.1	0.3	0.6	0.2	0.2	0.5

■ Better than the average

■ Below the average

Table 16: GRASP® Comparative Data

URBAN PARKS AND LEVEL OF SERVICE

As the population of Kirkland continues to grow, City policies are focusing growth in areas of the City where more dense housing types accommodate the rise in population and help address goals for achieving more affordable housing and a variety of housing types. This “urban” character is often reflected through taller, more compacted building layouts leaving little if any room for traditional parks or recreational amenities to support the residents. As a result, the City needs to remain cognizant of the importance of open space to continue to support the health and wellness of the residents as well as the vibrancy of the urban setting. This means that the City should think creatively about how to include park elements that would support the population within a smaller footprint, and which urban park amenities to prioritize. Although typical LOS analysis relies heavily on population per acres as described above, an urban development does not lend itself to that model. Rather than acreage, proximity becomes the primary driver for designing park amenities. A strategic approach would be to consider smaller parks within the development area to provide the most immediate and convenient experience for the residents. To supplement these areas, planners should then look to the nearest public park and augment the facilities to also support the growth. Lastly, it is important to take the opportunity to build walking and biking connections from the urban development areas to other parks in the system.

Pocket-parks and related amenity considerations may be small in size but have the potential to support a higher capacity due to proximity alone. Examples include:

- Linear Parks
- Dog Runs
- Plazas
- Playgrounds
- Pea-patches
- Exercise Stations
- Roof-top Gardens
- Unprogrammed Green Space

Urban parks are smaller than typical suburban parks and can range from under ½ acre to 5 acres and should

be within a 5-10-minute walking distance (or ¼ -½ mile) from nearby offices, retail, and residences. Some of these elements may be developed as part of City code, either as requirements of new development or as incentives for increased development capacity. The 85th St. Station Area Plan (described further in the next section) contemplates adoption of a form-based code for that area that will help provide design criteria for parks in an urban setting. That code is anticipated to include some of the components as requirements, such as dog runs and play/exercise areas in larger scale developments, as well as incentivizing other amenities, such as public plazas and linear parks, as part of the increased density in the Station Area.

The urban park service level guideline should be based on both resident and employee populations:

- 1.5 acres of urban park space / 1,000 residents
- 1.0 acre of urban park space / 10,000 employees

For example, the 85th St Station Area Plan will have capacity for a total of 8,152 households equating to 18,146 total residents and capacity for a total of 22,751 employees by 2044. Using the guideline above, the SAP would require 27.2 acres to support the residents and 2.3 acres to support the employees.

The NE 85th Street Station Area Plan

With the passage of the 2019-2020 budget, City Council authorized the creation of a Station Area Plan associated with the Sound Transit Bus Rapid Transit (BRT) station planned for the I-405/NE 85th Street interchange. The BRT station, anticipated to be operational in 2026, will provide the Station Area with frequent high-capacity transit service to regional destinations and transit connections. In December 2021, with passage of Resolution R-5503, City Council adopted the Preferred Plan Direction for the Station Area, including the following vision:

The Station Area is a thriving, new walkable district with high tech and family wage jobs, plentiful affordable housing, sustainable buildings, park amenities, and commercial and retail services linked by transit.

The resolution also adopted a maximum growth capacity, subject to future private redevelopment under forthcoming Station Area zoning, of up to a total 8,152 total households and up to 22,751 total jobs in the area. These household and jobs capacities include the existing households and jobs in the Station Area.

This population growth is likely to impact density of park use, provide opportunities for additional park expansion, and/or added LOS through increased amenities. The Kirkland City Council mandated the following in resolution R-5503:

- Coordination within this PROS plan
- Consideration of policy changes to LOS

The Station Area Plan provides a unique opportunity to put these alternate approaches into action in the near term. As noted in the Fiscal Impacts and Community Benefits Study from the Station Area Plan work, options to be explored include:

- Explore the ability to integrate parks and open space in needed and planned infrastructure investments in the public right-of-way, including street and utility improvements
- Leverage existing spaces by enhancing existing neighborhood parks, open space around Forbes Lake, and the Cross Kirkland Corridor Interim Trail
- Consider the role of school facilities and non-City parks, as well as existing publicly owned parcels (including WSDOT clover leaf space and Taylor Fields)
- Expand shared use agreements to leverage existing park and recreation spaces for public use
- Consider community park options that may include supporting the re-design of Peter Kirk Park and

renovation of other community parks to increase capacity (See next section for more detail)

- Evaluate development requirements and development bonuses to provide smaller scale publicly accessible open spaces and trail connections

Park and Open Space Opportunities to Support Station Area

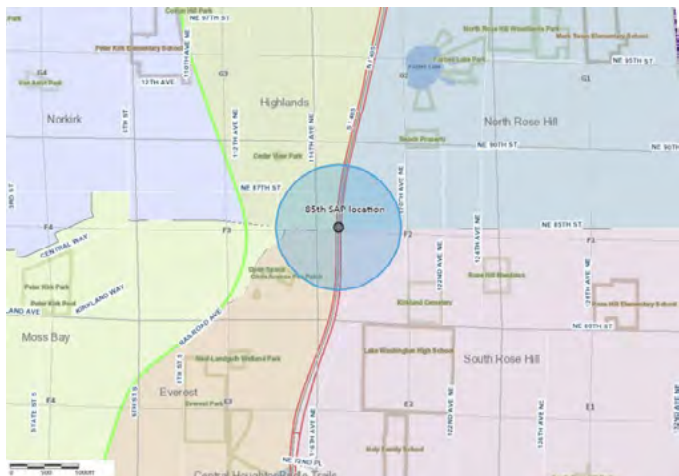
As stated previously, the NE 85th Street Station Area is projected to have capacity for a total of 8,152 households equating to 18,146 residents and a total of 22,751 employees by 2044. Using the urban park guideline above, the Station Area would require 27.2 acres to support the residents and 2.3 acres to support the employees.

The following acreage analysis and park descriptions below are based on the guidelines, existing parks, proximity and property acquisition considerations. Parks that are in proximity but not fully in the Station Area are given a 10% contributing support value. Parks or parcels completely within the Station Area are given 100% contributing support value. This results in 32.873 acres—above the 29.5 acres suggested guideline referenced above. The following park and open space opportunities should be considered to accommodate the growth.

	Total Acres	% Contribution	% Acres applied
Peter Kirk Park	12.48	10%	1.248
Everest Park	23.17	10%	2.317
North Rosehill Woodlands Park	20.96	10%	2.096
Rose Hill Meadows	4.1	10%	0.41
Cemetery	6.82	10%	0.682
CKC/Linear Parks	4.5	10%	0.45
Forbes Lake Park	8.81	100%	8.81
Possible use of WSDOT ROW	8.8	100%	8.8
Properties in NE near Forbes Lake	3.18	100%	3.18
672 7th Ave	0.83	100%	0.83
Total			32.873

LEVEL OF SERVICE STANDARDS AND GUIDELINES

Below is a map identifying the general location of the Station Area Plan and proximity of existing parks.



Peter Kirk Park and Lee Johnson Field

An urban park that warrants particular attention and consideration of re-development is Peter Kirk Park. Its downtown location, adjacent to many recent development projects, and its proximity to the planned Station Area make it a key public space for existing and future generations of Kirkland community members. Co-located with the seasonal swimming pool, the Kirkland Teen Union Building (KTUB) and the Peter Kirk Community Center, the consultants believe the park could best serve the City if it is refreshed and reconfigured to capture the growing capacity needed in this urban core and the community as a whole. Developing a new Peter Kirk Park master plan is suggested which may consider the reconfiguration of Lee Johnson Field to include other sports in addition to baseball. If the City desires to retain a dedicated baseball-only facility, such a field could potentially be established at another location. Potentially, the field could move to another location and be developed as a first-class championship facility with multiple fields, parking, and other amenities. The Peter Kirk Park master plan and the narrative of what should be included is one of the highest priorities for the City. If this priority is included in a voted bond measure, the Station Area properties would be subject to the measure and contribute toward their share of that measure based on assessed valuation.

Everest Park

Everest Park is located outside of the Station Area; however, its proximity to the urban core makes it ripe for updating. A robust community park with heavy participation, the space has opportunity for some component reconfiguration and additions that could assist with allowing the park system to absorb the population growth occurring with the Station Area. This added capacity could be achieved by converting a grass athletic field to a synthetic turf field (approximate doubling of play time), expanding the size of the playground, increasing the size of the restrooms, and adding other components such as pea patches or an off-leash dog trail. The park has a current capital project to replace or repair the restrooms, which could be a good opportunity to consider the overall support amenities needed in this area.

Forbes Lake Park

Forbes Lake Park is primarily undeveloped. The park is uniquely situated adjoining the Station Area and developing a new master plan should also be a high priority for the City. The master plan should consider a minimum of 10-foot-wide walkways and boardwalks to facilitate its use as a connecting point. While the initial vision for Forbes Lake Park was more of a passive park focusing on nature education and observance, the new urban center calls for park expansion and a more active role. An active park would contain more components such as restrooms, playground, and picnic shelter along with support elements. The recent Totem Lake Park development is a good example of adding active amenities with the natural components of the lake and wetlands. Given the need to add 29.5 acres of park space to the Station Area, the acquisition of surrounding parcels should be considered as noted in the section below on property acquisition considerations.

North Rosehill Woodlands Park

This neighborhood park is located in the northeast quadrant of the Station Area. The park has a playground and walking trails. It's located across 124th Ave from the north end of Forbes Lake Park. A mid-street walkway would connect the two parks. The playground is due for replacement and restroom facilities should be added to help accommodate increased use due to increased densities.

Rose Hill Meadows

Rose Hill Meadows is a neighborhood park with both active and passive components. It sits in the southeast quadrant of the Station Area. Connecting this park with the Kirkland Cemetery via an east/west greenway along NE 83rd Street would create greater connectivity throughout the Station Area and serve as a linear park. Another important consideration is the park infrastructure. As the Station Area develops and linear parks are implemented, the active components and support elements at the park may need to be updated.

Kirkland Cemetery

The Kirkland Cemetery is currently maintained and used as a park. However, the space could be improved to be a park that welcomes general community use, as is consistent with urban recreation trends. Having multiple entrances, enhancing pathways and adding support amenities would improve usability. The cemetery could also serve as the southern anchor to the planned greenway on NE 120th Ave in the Station Area.

Cross Kirkland Corridor and Linear Parks

Developing linear parks to connect the entire park system would greatly enhance the service provided to the community and serve both as park space, and also as pedestrian and bicycle corridors. An important area to consider first is the Cross Kirkland Corridor section from 85th Ave North to 12th Ave. The City owns a parcel near 110th Ave NE and 12th Ave adjoining the Cross Kirkland Corridor (CKC) Interim Trail that could be developed as a pocket park. This should be considered as part of an update to the CKC Master Plan or as part of park development in partnership with the transportation group. An example of this type of development is Feriton Spur Park that runs through the current Google campus on 6th Street, which provides public amenities and active components. Other linear parks have been previously mentioned, including NE 120th Ave, and NE 83rd St. The capital project list recommends a linear parks and trails master plan to

help provide a holistic approach to developing these corridors throughout the city. Also recommended is funding for park and trail development. Given the importance of the trails master plan to the Station Area and connecting the park system, it is recommended to complete the plan in the next funded Capital Projects Plan.

Property Acquisition Considerations

Although the parks listed above could partially support the Station Area, the only park that resides within the SAP boundary is Forbes Lake Park. As such, it is recommended to pursue potential acquisition or use of other parcels within close proximity if and as they become available, such as:

- WSDOT ROW (up to 8.8 acres), although some of that acreage will be used for BRT-related infrastructure and maybe developed as trail amenities as part of redevelopment of the Lee Johnson site
- Properties adjacent to Forbes Lake Park on 120th (up to 3.18 acres over several parcels) in the Northeast quadrant of the Station Area
- Property for sale at 672 7th Ave (.83 acres) in the Northwest quadrant of the Station Area

KEY FINDINGS FROM LOS ANALYSIS

- There are ADA barriers that will be addressed by the ADA Transition Plan.
- Kirkland has a good distribution of parks/properties with some identified gaps in walkable access.
- Undeveloped or underdeveloped parks reduce the reportable level of service in some areas, parks/properties that are developed provide a high level of service within a 10-min walk of most residents.
- Kirkland compares favorably with other similar sized agencies in most categories except overall acres per 1,000 people and the number of basketball and tennis courts.

SECTION VI

PROGRAM SERVICE ANALYSIS

- Organizational Analysis
- Financial Analysis
- Recreation Program Analysis
- Maintenance and Operations Analysis

ORGANIZATIONAL ANALYSIS

BerryDunn broadly assessed the organizational and management structure of the Department and staffing to determine effectiveness and efficiency in meeting current and future responsibilities relating to the community's parks and recreation needs.

Under the guidance of the Kirkland City Manager, the Department is managed by the Director of Parks and Community Services, who autonomously oversees daily operations including the budget, personnel, policy development, parks, facilities, special events, recreation and human services. Supporting the Director is the executive leadership team including the Deputy Director, and four managers (Park Planning and Development, Recreation, Parks Management, and Human Services). Six supervisory positions support the Department: Parks Management (3), and Recreation (3). Non-supervisory department employees are represented by the American Federation of State, County, and Municipal Employees (AFSCME) and the Teamsters under collective bargaining agreements.

Finance, Human Resources, and other administrative functions are administered under appropriate City departments and help to supplement the Department's efforts in these areas.

The Department is organized into four divisions that employ 60.5 full-time positions.

1. Administration Division that includes the administrative office, communication, long-range planning, capital projects, development, policy, special events and support for the Park Board
2. Parks Management Division that includes daily operation and upkeep of the parks and outdoor spaces, the Kirkland Cemetery, volunteer opportunities, grounds, the swimming pool, docks, marina, boat launches, sports fields including selected Lake Washington School District athletic fields, and natural area restoration and maintenance/Green Kirkland Partnership
3. Recreation Division that includes recreation and leisure programs, community building events, enrichment programs, inclusive recreation, community centers, youth services and teen programs, aquatics (including three guarded beaches), senior services and programs for active

adults 50+ years of age and older, volunteer opportunities, and youth and adult sports

4. Human Services Division that includes a grant program to support human service organizations, regional planning and initiatives, support for the Human Services Commission, DEIB, teen activity grants, and the Kirkland Youth Council

The Department also annually invests ~\$396,000, (\$1,193,934 budgeted for 2022) to employ a variety of contingent and seasonal positions that include:

- Cashiers
- Facility Attendants
- Seasonal Park Rangers
- Instructors
- Lifeguards
- Office Specialists
- Park Laborers
- Program Assistants
- Camp Staff

To accurately analyze parks and recreation staffing levels, contingent and seasonal positions must be converted to full-time equivalents. In 2022, the Department is budgeted for 54,616 hours of contingent and seasonal labor, or 26.3 FTE, to supplement its full-time staffing. Of this, 6.2 FTE are for Park Maintenance and 19.4 FTE are in Recreation. It is important to consider the market based/entrepreneurial manner in which recreation programs are offered and that part-time positions are often hired in response to a community's willingness to pay for additional services. Human Services positions are removed from this analysis.

In total, the Department funds 78.3 FTE or 8.5 FTE per 10,000 residents. Comparing Kirkland to other similar agencies in the 2021 NRPA Agency Performance Review, this is below the median of 9 FTE per 10,000 residents, but within the range from 5.1 (low) to 15.8 (high). Accounting for the projected population in 2026, this would decrease staffing per 10,000 residents to 7.8 FTE if no new positions are added to the department.

Typical agencies of similar size may employ up to 82.8 FTE. When contingent hours are converted to FTE, Kirkland's current staffing is 78.3 FTE. Insufficiencies occur in planning and capital development and administration. In addition, the need exists for greater staffing for operations and maintenance.

Parks and Community Services Organizational Chart

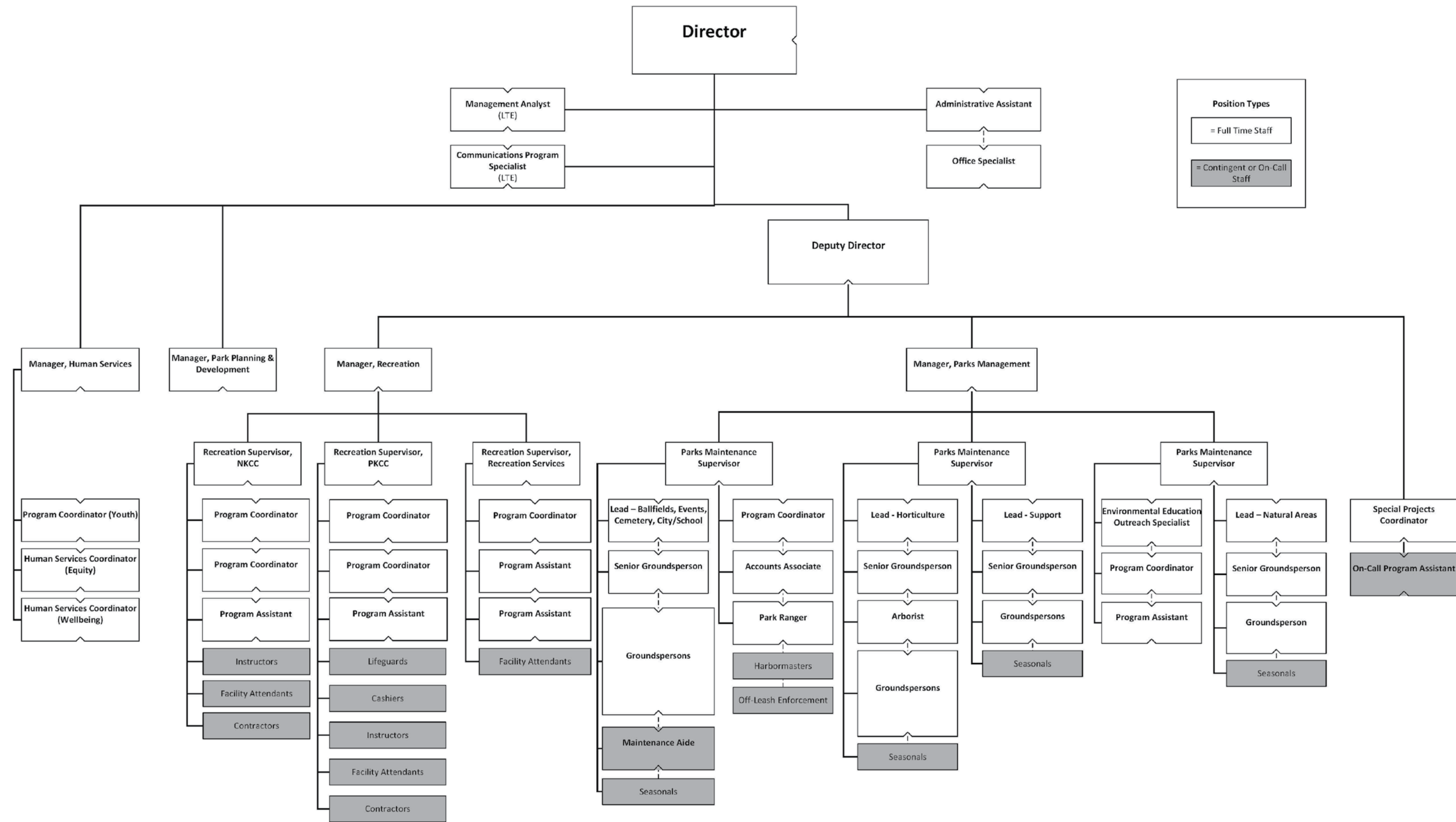


Figure 27: Parks and Community Services Organizational Chart

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Key Areas for Operational Enhancement

The needs assessment, including input from staff interviews, community and key stakeholder engagement, the survey, and LOS analysis, along with the consultant's expertise has identified the following areas for operational enhancement that demonstrate a need for additional FTEs:

- Population in Kirkland is expected to increase by 9%, or 8,437 individuals, between 2021 and 2026. Using 2021 data for typical agencies with a projected population of 100,514, an additional three maintenance and operations, two park rangers, two recreation, and two administrative positions should be added to support the population growth
- The Kirkland community continues to become more diverse as Asian and Hispanic populations have collectively increased in the past decade by almost 7.28%. The Department may benefit from a DEIB specialist in addition to the support provided by the City Manager's Office
- A consistent theme heard from the community was to add new parks and open space as the population increases
- To maintain the existing 6.9 acres per 1,000 population, given an anticipated population increase, an additional 58 acres of parkland are needed. At a cost of \$5,258 per acre annually to maintain (and \$304,935 total), this may necessitate an additional 3.17 FTE for park maintenance (based on current FTE per acre)

Staff Observations

Consultant observations and staff feedback were considered to determine if the current organizational structure was satisfactory. The analysis included the observations and assessments from community input, staff focus groups, and community satisfaction ratings. This information resulted in the following observations:

- Staffing is insufficient. There are intense workloads and staff are unable to adequately meet the demands of the community
- There is increasing demand based on an expanding capital improvement program, increasing programs, and goals coming from other City plans that impact the Department
- It is difficult to recruit and retain employees given lower wages in the City for contingent and seasonal staff



- There is a need for additional marketing and promotion of activities
- Employee's work style is reactive rather than proactive due to staff levels
- Much greater attention to diversity, equity, and inclusion is needed
- Human Services, although a very important part of the Department, requires a significant administrative workload from the Director

Staffing Considerations

After evaluating the observations and assessments, the consultant team has determined that the Department will need between 9 and 17 additional positions to operate and expand its system over the next 10 years:

Minimal Needs (9 FTE)

- Management Analyst (1)
- Communications Program Specialist (1)
- DEIB Coordinator (1)
- Groundskeeper (3)
- Adaptive Recreation Coordinator (1)
- Park Ranger (2)

Ideal Needs (additional 8 FTE)

- Administrative Supervisor (1)
- Planning Coordinator (1)
- Office Specialist (for each community center) (2)
- Program Coordinator (Volunteer and Partnerships) (1)
- Program Coordinator (Teen Programming) (1)
- Field Arborist (1)
- Human Services Specialist (1)

Additional positions may be needed to support new community centers/aquatics and other new facilities and program areas added at future dates.

FINANCIAL ANALYSIS

Current Circumstances

The Kirkland City Council adopts a biennial budget that sets priorities, guides staff, and provides the primary resources to meet the parks and recreation needs in the community. The General Fund is the primary operating fund and is used for operating and capital expenditures. It is comprised of property and sales tax revenues, and fees and charges generated by the Department. In addition, a parks levy passed in 2012, and a special park operations tax provides significant funding for the Department.

Since 2013, the Department has seen an increase in its general fund budget of approximately 8% per budget cycle, or approximately 4% per year. The sizable increase in 2019-2020 was due to Kirkland's Proposition 1 safety initiative which provided funding for homelessness and mental health, as well as Cares Act funds going to human services providers as a result of the COVID-19 pandemic.

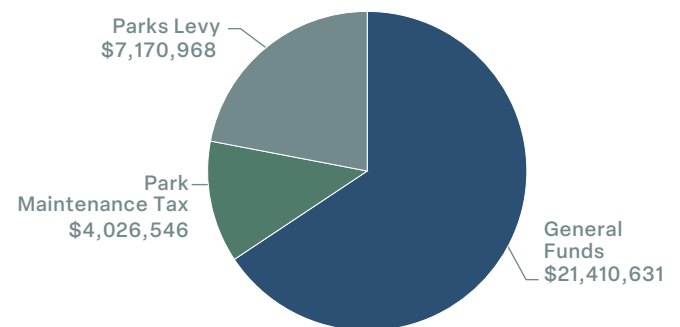


Figure 28: Funding Sources for Biennial 2021/22 Budget

	Administration	Parks Operations & Maintenance	Recreation	Human Services	Business Services	Total	Change from Prior Year
2013–14 (Actual)	\$2,097,709	\$5,726,903	\$4,089,537	\$2,329,857	\$311,082	\$14,555,090	-
2015–16 (Actual)	\$2,337,989	\$6,470,072	\$4,403,552	\$2,601,085	N/A	\$15,812,698	8.6%
2017–18 (Actual)	\$2,480,764	\$6,388,072	\$5,265,867	\$2,951,709	N/A	\$17,086,412	8.0%
2019–20 (Budget)	\$2,653,624	\$6,725,803	\$6,346,046	\$5,559,010	N/A	\$21,284,483	24.6%
2021–22 (Budget)	\$2,940,234	\$6,742,225	\$6,359,897	\$4,852,761	N/A	\$20,895,117	-1.8%

Table 17: Parks and Community Services General Fund Budget History by Function

Other Funding Sources

In addition to the general fund, two additional sources of funding are appropriated annually to support primarily parks maintenance and operations.

- The 2012 Parks Levy Fund accounts for the proceeds of the parks levy approved by voters in November 2012. The levy restores maintenance and beach lifeguard services at Houghton, Waverly, and Juanita beaches, and restores maintenance at neighborhood parks including restroom operations and repairs. The levy also provides for maintenance of O.O. Denny Park, a portion of the Interim Cross Kirkland Corridor Trail (managed by Public Works), and provides ongoing funding for the Green Kirkland Partnership. The levy includes annual funding for repair and upkeep of sports courts and replacement of playgrounds. This funds \$7,170,968 over the two years in the 2021-2022 budget.
- The Parks Maintenance Fund accounts for the maintenance and operation of properties acquired and/or developed as a result of a parks bond approved by voters in November 2002. These properties and projects include future park land purchased with the Acquisition Opportunity Fund and the City/School Partnership program which encompasses school playfield improvements, maintenance, and scheduling administration. The maintenance and operating costs are funded by a special property tax levy approved by the voters in November 2002. This fund accounts for a portion of landscape and

horticulture services, athletic field maintenance and renovations, restroom and park amenity services, trail maintenance, and other repair and construction projects of these properties. This funds \$4,026,546 in the two-year 2021-2022 budget.

Parks and Community Services Revenues

Revenues for fees and charges in the General Fund increased over 25% from the 2013-2014 budget to the 2019-2020 budget leading up to the COVID-19 pandemic. Assuming additional programming space is added in the future and fees are regularly evaluated, revenues are anticipated to continue to increase in the future.

2013 – 14	\$2,515,983
2015 – 16	\$2,872,122
2017 – 18	\$3,186,510
2019 – 20	\$3,208,500

Table 18: Parks and Community Services General Fund Historical Revenues

Parks and Community Services Operational Overview 2010–2017

The Department completed a comprehensive overview of its financial position in November 2018 to better understand the impact of the 2010/2011 economic downturn and corresponding recovery. Several important key findings are applicable to the Department's current financial condition. The overriding theme is that achieving long-term City Council and Park Board work plans and maintaining current levels of service given population growth will require additional resources.

- Limited funding is available for required training, professional development, strategic meetings, and planning retreats
- The Department's size, scope, and complexity increased without a corresponding increase in administrative capacity
- There is insufficient supervisory bandwidth to optimize policy compliance, customer safety, and risk management best practices
- City growth contributed significantly to expansion of service levels; future expansion of the Department will require additional positions
- Significant growth in volunteer participation and park acreage maximizes City investment in staff and resources
- Expansion of diversity and equity initiatives will require additional resources

Capital Improvement Program (CIP) Budget

Currently, the City's CIP budget includes 16 projects with a total cost of \$19 million. The Department has also identified an additional 60 projects at a cost of \$327 million that are currently unfunded. A more detailed discussion and prioritization of capital projects is in Section VIII.

Measuring the Financial Health of the Department

There are several ways to gauge the Department's financial health. Benchmarking against other similar communities can assist with planning and leadership decisions. However, because each community is different, benchmarking is not intended to be the sole tool for making such decisions. NRPA's 2021 Agency Performance Review offers opportunities to compare

the Department's financial performance to other agencies serving similar-sized communities. Over 1,000 agencies across the U.S. provided data that is used to benchmark against in this plan.

Revenue-to-Operating Expenditures: Cost Recovery

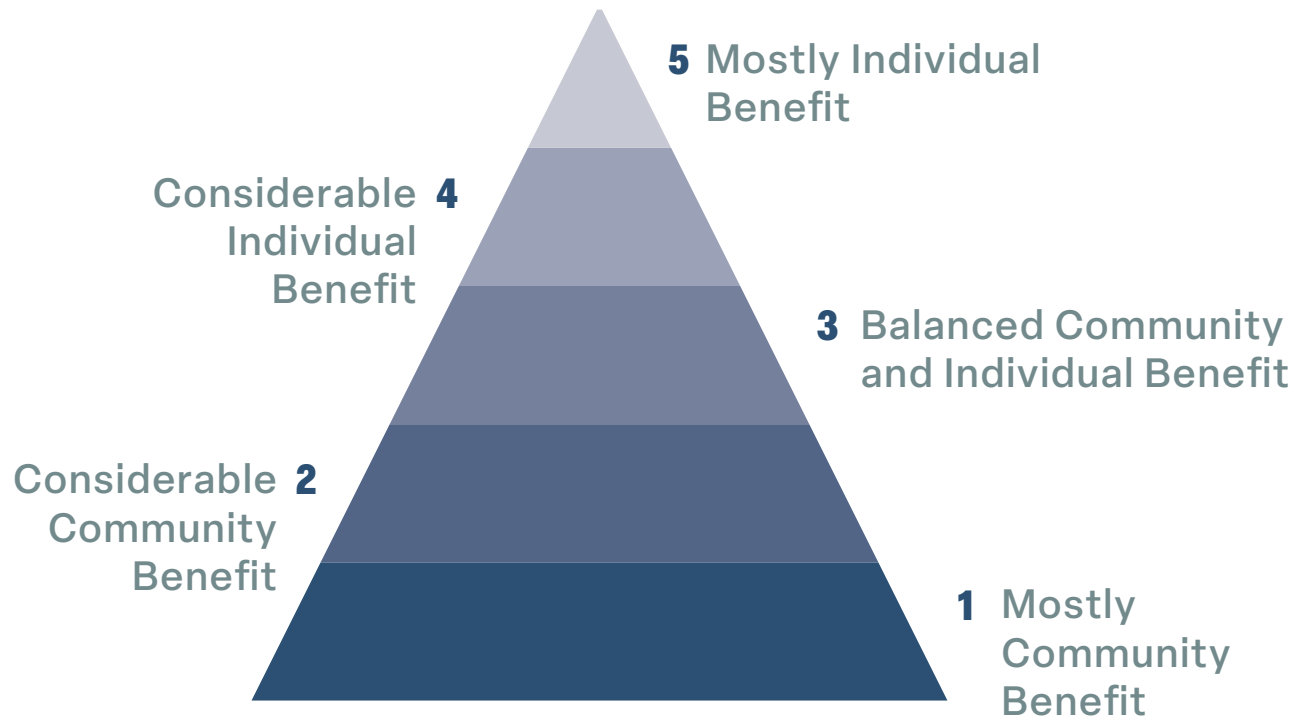
Resource allocation and subsidy level policies

While all parks and recreation facilities, programs, and services are intended to improve the lives of community members, not all facilities, programs, and services should necessarily receive the same level of subsidy. In general, the more a facility, program, or service provides a community benefit to its community members, the more that service should be paid for by taxpayers through the use of general fund allocation. The more a facility, program, or service provides individual benefits, the more that service should be paid for through user fees. The Department allocates resources through subsidies and fees based on a 2018/2019 resource allocation study conducted by BerryDunn.

BerryDunn LLC has long championed such a philosophy, demonstrated using the "Pyramid Resource Allocation Methodology" used by the Department, shown in Figure 29.

The Kirkland City Council outlined a fiscal policy for the Department in Resolution R-5347 in December 2018, defining the Department's resource allocation and cost-recovery philosophy. Typically, the Department recovers ~20% of the Kirkland taxpayers' general fund's total investment in parks, recreation and community services; this percentage is cost recovery of the entire Department budget including human services. As a result of the COVID-19 pandemic, revenues in the 2021 – 2022 budget are projected to decrease by 21% over the 2019-2020 budget, which would suggest a cost recovery of 16%.

Another way to evaluate cost recovery is to look at direct cost recovery, which most closely describes the relationship between fees and direct expenses. This primarily applies to the recreation division. In the 2020/2021 budget, this cost recovery is projected to be 40%. While the overall cost recovery provides a clear picture of the actual costs to operate parks and provide all services, to most accurately allocate resources and assign fees, it is recommended that the Department focus on direct cost recovery, according to the pyramid resource allocation methodology.



Tier 5: No Subsidy, $\geq 100\%$ Cost Recovery*

Vendors/Concessionaires
Marina Piers and Boat Launch
Cemetery Funeral Services
Private Lessons
Park Shelter Rentals
Facility Rentals

Tier 4: Partial Subsidy, $\geq 75\%$ Cost Recovery*

Adult General Classes and Sports
50+ General Classes and Sports
Recreation Special Events
Senior Trips

Tier 3: Partial Subsidy, $\geq 50\%$ Cost Recovery*

Youth Camps and After School
Youth General Classes and Sports
Preschool General Classes and Sports

Tier 2: Partial Subsidy, $\geq 25\%$ Cost Recovery*

Aquatics Public Swim at the Pool
50+ Services via Partnerships
Senior Transportation Program

Tier 1: Full Subsidy, $\geq 0\%$ Cost Recovery*

Park & Bench Use
Green Kirkland Partnership
Senior Services
Human Services
Youth Services

Figure 29: Kirkland Pyramid Resource Allocation Methodology

Operating Expenditures Per Capita

Another metric NRPA aggregates and reports on annually in its Agency Performance Review is typical operating expenditures per capita. In 2020, the typical parks and recreation agency similar in size to Kirkland spent \$101.65 for each person. The Department was budgeted to spend \$166.18 per person in 2020 and \$150.57 in both 2021 and 2022. Due to the Seattle region's cost of living (typically in the top five of U.S. metro areas), it is expected that the per capita expenditures in Kirkland be much higher than a similar-sized agency elsewhere in the nation. This also includes additional funding allocated into the budget for COVID-19 recovery, funding from the 2012 park levy, and the park maintenance fund.

Potential Funding Support

Sufficient funding to ensure the Department can grow along with the anticipated population growth was voiced by key stakeholders and community members during the public engagement process.

As a result of anticipated increases in population, the City will need to develop an additional 58 acres of park land to maintain the current level of service. To operate and maintain this additional park space, the Department will require approximately \$738,456 per year in additional funding.

Operating Expenditures Per Acre

Currently, the Department manages and maintains 694 acres of developed park and open space at an annual cost of \$8,823,369 (2021/22 general fund budget) or \$12,732 per acre.

Typical agencies may spend from \$4,898 (Low) to \$20,809 (High), with a median of \$8,755 per acre of developed park space. These same typical agencies spend 44% of their operating budgets on parks and maintenance operations. Kirkland expends 42% of its overall general funds on park operations (excluding the park maintenance tax and funds from the parks levy). However, the Department is also budgeted to expend \$2,013,273 from the Parks Maintenance Fund and \$2,658,837 from the 2012 Parks Levy on park maintenance and operation in both 2021 and 2022.

Typical Operating Expenditures Per capita

\$101.65/year



Managing Growth Through Impact Fees (System Development Charges)

There are three basic options to pay for growth. Either (1) existing residents pay for new growth through taxes or fees; (2) provide parks and recreation services at a lower level of service by absorbing growth into existing resources; or (3) developers and home builders pay for the impact of growth so that the growth pays its own way.

Option 1 unfairly assigns responsibility for funding of growth. Option 2 creates a slippery slope, where the level of service, (often determined as a percentage of developed acreage per 1,000 residents) will decrease over time, as new residential developments are added without contributing to the funding of new parks. This may lead to higher density of use or the need to travel further distances to gain access to parks. Option 3 allows growth to pay its own way in an equitable manner. Home builders typically include park development in the price of the homes, as they would other infrastructure costs.

Park Impact fees are derived using a methodology that is based on the replacement value of the existing overall park system, divided by the population. This provides a determination of the park value per person (investment per capita). Park impact fees were evaluated by the City in 2021. These fees are phased to increase over three years and are collected from residential development only.

Kirkland's fees recover less than half of the costs associated with the impact of new development, shifting the burden to pay for growth to existing taxpayers, grants, or other funding mechanisms. It is recommended that Kirkland continue using capital investment per person as the standard going forward and that the City consider increasing the impact fees to more closely approach the actual cost of providing that level of service to new residents.

The fees below at year 3 represent 46% of the impact created by single residential development, 51% of the impact created by multi-family residential development and residential suites. The Department does not impose a parkland dedication requirement and relies on the impact fees and other funding sources to provide funding for new parks.

Kirkland Community Members' Preferences for Capital Funding

The needs assessment survey asked respondents for preferences and support for future capital funding. Support was measured on a scale of 1 (does not support) to 5 (definitely support). The percentage of registered voters who would support capital funding opportunities is reported in Figure 30.

60% of survey respondents were in support of bonds that fund specific projects and an indoor aquatic facility. 57% expressed support for an indoor recreation center. Ninety percent of respondents were registered voters.

Park Impact Fee Phasing	Current (2021)	Year 1 (2022)	Year 2 (2023)	Year 3 (2024)	The current (calculated maximum) fees are:	
Single Family	\$4,435	\$5,629	\$6,822	\$8,016	Single Family	\$17,496
Multifamily	\$3,371	\$4,278	\$5,185	\$6,093	Multifamily	\$11,845
Residential Suites	-	\$2,264	\$2,744	\$3,224	Residential Suites	\$6,268

Table 19: Park Impact Fee Phasing

Table 19: Park Impact Fee Phasing

Rating Category	Average Rating	Average Rating Registered Voters	Probably or Definitely Support
Bond referendum for specific projects	3.6	3.6	60%
Bond referendum for indoor aquatic facility	3.5	3.5	60%
Bond referendum for indoor recreation center	3.5	3.5	57%
Increased user fees	3.4	3.5	56%
New tax body such as a metropolitan park district	2.5	2.5	28%
Increased property tax	2.4	2.6	26%
New dedicated sales tax	2.3	2.3	24%

Figure 30: Support for Funding Sources in Kirkland in 2021

Funding Mechanisms Available to the Department

BerryDunn has compiled a list of potential funding sources and strategies for public parks and recreation identified through over 26 years of consulting with agencies across the United States. Sixty-six new potential funding opportunities were identified as funding sources the Department could consider in the future. The strategies were identified as potential options for new or expanded revenue, and cost savings strategies to meet the needs of the community. See Appendix I for the full list and explanation for each opportunity. The consultants feel the following strategies may be best to consider:

General Obligation Bonds

Bonded indebtedness is issued with the approval of the electorate for capital improvements and public improvements. Registered voters should be polled but the plan highly recommends this for expansion of the system.

Inter-Local Agreements

Contractual relationships could be established between two or more local units of government and/or between a local unit of government and a non-profit organization for the joint usage/development of sports fields, regional parks, or other facilities. Given the costs of building and operating new community centers and especially indoor swimming pools, relationships with YMCA or other non-profits can work out well. There are many examples of successful partnerships in the Pacific Northwest. In Sherwood, Oregon, the city built a community recreation facility, and the YMCA has operated it for many years saving the city operating costs.

Advertising Sales

Advertising sales are a viable opportunity for revenue through the sale of tasteful and appropriate advertising on items such as program guides, scoreboards, fences, and other visible products or services.

This could be a viable strategy in the future if appropriate opportunities present themselves, such as the acquisition of scoreboards, etc. Current sign codes should be reviewed for conflicts or appropriate revisions. Advertising sales can often cover a majority of costs associated with printing a program guide and should be considered.

Naming Rights

Many agencies throughout the country have successfully sold the naming rights for newly constructed facilities or when renovating existing buildings. People incorrectly assume that selling the naming rights for facilities is reserved for professional stadiums and other high-profile team sport venues. This trend has expanded in recent years to include public recreation centers and facilities as viable naming rights sales opportunities. While the City may want to stay away from “commercializing parks”, considering naming rights opportunities for facilities and areas along the CKC could be very beneficial. In addition to collecting fees for naming rights, a business could also include in-kind or volunteer support for the park or facility.

A business that wants to be associated with giving to its community may desire opportunities to adopt a park or pay for enhanced maintenance. It is not uncommon to see adoptions for over one million dollars to cover a ten-year period.

Life Estates

This revenue source is available when someone wants to leave their property to an agency in exchange for their continued residence on the property until their death. Life estates are very popular for individuals who have a lot of wealth and their estate will be highly taxed at their death. Their benefactors will have to sell their property because of probate costs. Life Estates allow individuals to receive a good yearly tax deduction on their property while leaving property for the community. Agencies benefit because they do not have to pay for the land. Given the population in the Kirkland and Seattle area, the Department should work with the Kirkland Parks and Community Foundation, a 501c3 foundation, to act as a fundraising arm for the Department to facilitate this type of gift.

Processing/Convenience Fees

This is a surcharge or premium placed on electronic transfers of funds, automatic payments, or other conveniences. As electronic registration continues to grow and people become more accustomed, the credit card fees of generally 3 to 5 percent can be recovered with a built-in transaction fee. This fee would offset the cost of processing the electronic payment.

Parking Fees

This fee applies to parking at selected destination facilities such as sports complexes, stadiums, parks, boat launches, and other attractions to help offset capital and operational cost. For parking areas, specifically at waterfront parks, there is significant revenue potential even given costs associated with automated machines and enforcement. There are many successful examples of parking fees providing significant revenue to communities.

A Metropolitan Park District

A special parks and recreation district presents an opportunity to set tax rates and offer services independent from competition for operating and capital resources. Special districts are typically formed as a grassroots response to resource and community needs. The Kirkland City Council considered formation of a special district in 2015.

RECREATION PROGRAM ANALYSIS

The Department offers a robust recreation program that inspires healthy lifestyles, recognizes, and focuses on the diversity of residents, and builds a sense of community. The Department aspires to meet the needs of all residents with a deliberate emphasis on access and providing programs for all members of the community.

The purpose of this section of the plan is to determine how well the Department is meeting the recreational needs of its residents. This recreation program

analysis focused on the efficiency and effectiveness of programs, events and activities related to the Department's mission and vision.

This analysis is intended to provide the Department with options to enhance and expand programs while addressing challenges around a lack of programming spaces, the need for an indoor aquatic's facility, and intense competition to register for limited program spaces.

Background – The Importance of Recreation Services to the Kirkland Community

The City conducts a telephone survey every other year, to collect opinions from residents on how well the City delivers basic services. In 2020, respondents to the survey ranked their satisfaction with recreation programs and classes as very high. However, recreation programs and classes only ranked 18 out of 21 basic City services in terms of how essential they were to the community, demonstrating they were not perceived as essential as other infrastructure services such as fire, police, sidewalks, etc. The ratio of performance vs. importance demonstrates that the Department does an exceptional job delivering recreation programs, beyond the community's perception of importance. Community members' survey responses demonstrated that performance exceeds the importance of community events, recreation programs and classes, and City parks. See Figure 31.

Satisfaction with Current Recreation Programs and Activities in Kirkland

Satisfaction was measured during stakeholder interviews, focus group meetings, a Community Conversation, at a Park Board meeting, and as part of the needs assessment survey. Collectively, recreation programs and services were rated 3.7 on a scale of 1 to 5, with 1 being "very unsatisfied" and 5 being "very satisfied."

The Importance of Recreation Services to the Kirkland Community

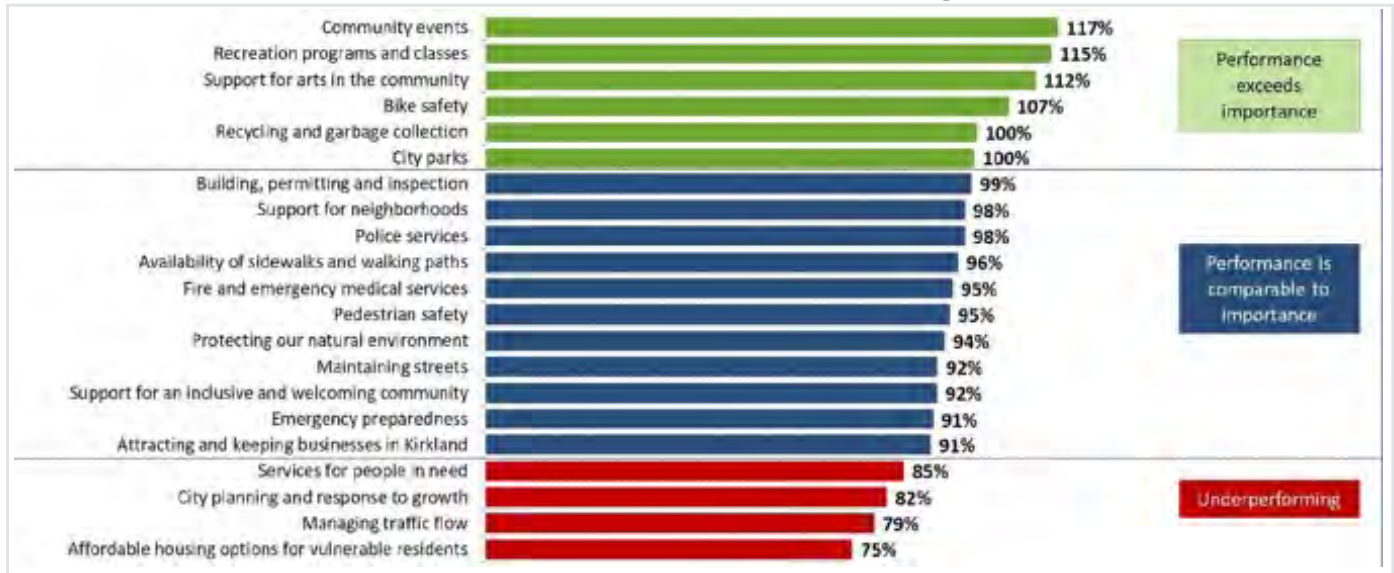


Figure 31: City of Kirkland Services Ranked by Performance Compared to Importance

Recreation Program Satisfaction in 2021

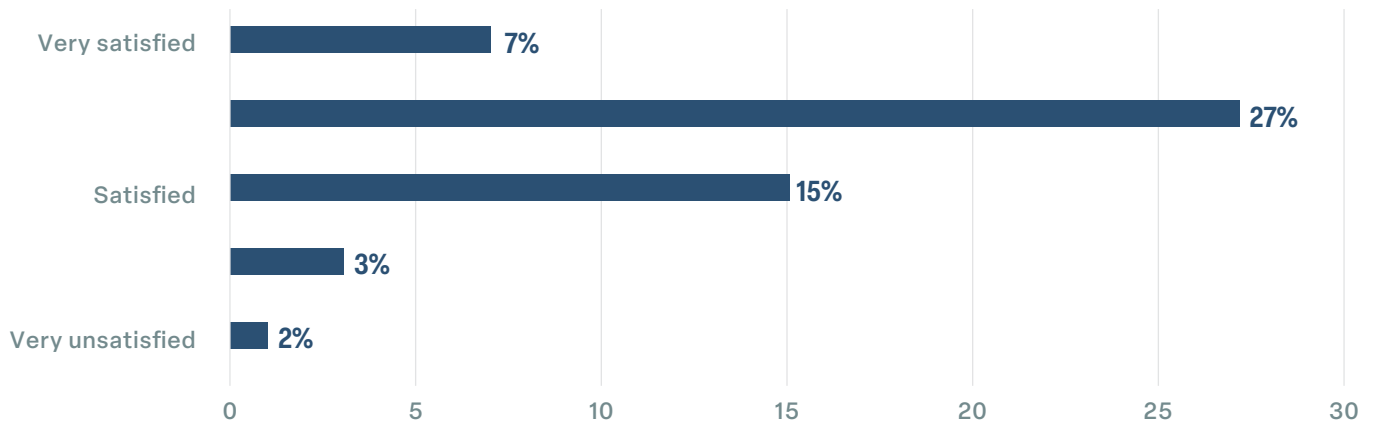


Figure 32: Recreation Program Satisfaction

Current Recreation Program Service Areas

For this analysis, the consultant has organized the Department's programs, events, and activities into nine service areas that collectively provide core recreation, sports, fitness, senior, specialized,

and enrichment programs. Descriptions of the program service areas and 2019 participation rates are summarized below in Table 20, with key observations provided at the end of each section. Note: 2019 data was used as the most recent full year of data available before the COVID-19 pandemic.

Program Service Area	Program Area	Program Examples	Age
Preschool Programs	Preschool General Classes	<ul style="list-style-type: none"> • Parent and child programs • Dance, gymnastics, and movement • Cooking • Art • Music • Drop-in indoor playground • Nature camp • Outdoor preschool *new in 2021 • Yoga *new in 2022 	Infant to 6 years old
	Preschool Sports	<ul style="list-style-type: none"> • Soccer • Basketball • Multi-sport 	Up to 6 years old
Youth Programs	Youth General Classes	<ul style="list-style-type: none"> • Dance and gymnastics • Ice skating • Art • Music • Manners • Babysitting skills • Self defense • Fencing • Water sports—paddleboarding, sailing 	6–19 years old

Table 20: Kirkland Recreation and Community Services Program Service Areas

PROGRAM SERVICE ANALYSIS

Program Service Area	Program Area	Program Examples	Age
Youth Programs	Youth General Classes	<ul style="list-style-type: none"> • Outdoor programs *new in 2021 • Kendo *new in 2021 • Capoeira *new in 2022 • Yoga *new in 2022 • Cooking *new in 2022 	6–19 years old
	Youth Sports	<ul style="list-style-type: none"> • Basketball league • Volleyball • Cheerleading • E-sports *new in 2022 	Youth to 17 years old
	Youth Camps	<ul style="list-style-type: none"> • Summer day camps • Sports and fitness camps • Art camps • Writing camps • Nature/outdoor camps • Filmmaking camps • Computer camps • STEM camps • Science camps • Cooking camps 	Youth to 17 years old
	Youth After School Camp	After school camp	Youth to 17 years old
Adult Programs	Adult General Classes	<ul style="list-style-type: none"> • Art • Music • Cooking • Real Estate 	18+ years old
	Adult Sports	<ul style="list-style-type: none"> • Volleyball • Softball • Tennis • Golf • Pickleball 	18+ years old

Table 20: Kirkland Recreation and Community Services Program Service Areas

Program Service Area	Program Area	Program Examples	Age
Adult Programs	Adult Fitness	<ul style="list-style-type: none"> • Yoga • Zumba • Cardio classes • Strength training • Flexibility/stretching • Dance (ballet, hip hop, hula, tap, partner) • Pilates • Tai Chi & Qigong • Rock Steady Boxing *new in 2021 • Water sports (paddle board, kayak) 	16+ years old
50+ Programs	50+ General Classes	<ul style="list-style-type: none"> • Walking club • Arts and crafts • Dance • Book club • Games • Social clubs • Fitness (see above) • Computer classes • Support groups, counseling • Health and wellness workshops and services 	50+ years old
	50+ Trips	<ul style="list-style-type: none"> • Recreational trips • Lunch outings 	50+ years old
Aquatics Programs	Aquatics—Admissions	<ul style="list-style-type: none"> • Public swim 	All Ages
	Lap swim	<ul style="list-style-type: none"> • Lap swim 	
	Aquatics—Programs and Classes	<ul style="list-style-type: none"> • Swim lessons • Water exercise classes 	
	Aquatic—Swim Team	<ul style="list-style-type: none"> • Swim team 	
	Aquatics—Private Lessons	<ul style="list-style-type: none"> • Private lessons 	

PROGRAM SERVICE ANALYSIS

Program Service Area	Program Area	Program Examples	Age
	Community Building Events	<ul style="list-style-type: none"> • Harvest Festival • See Spot Splash • Outdoor Movies • Polar Bear Plunge • Kirkland's Taste of the World • Light Up Kirkland • Kids Triathlon • Pot of Gold treasure hunt • Mermaid Ball • Monster Bash • Community Scavenger Hunts • Cultural Events 	All Ages

Table 20: Kirkland Recreation and Community Services Program Service Areas



Recreation programs that required registration, overall are well attended, with 18,735 participants in 2019 and an average fill rate of 68%. Participation, as is expected, is significantly higher during the summer season and lowest during spring. Fill rates are lowest in the winter. See Figures 33 and 34.

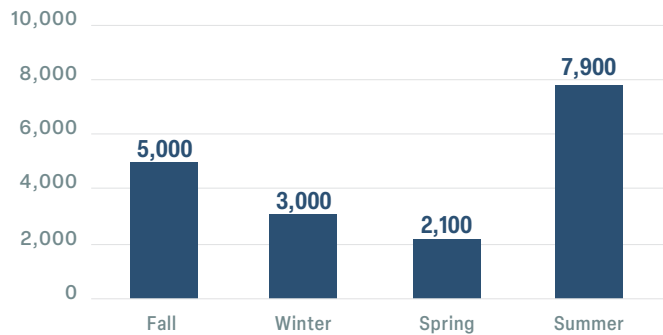


Figure 33: 2019 Recreation Participation by Season

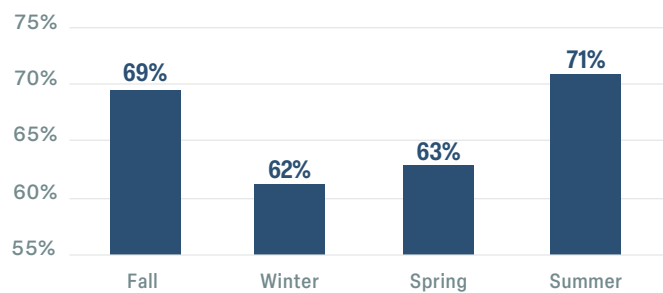


Figure 34: 2019 Recreation Fill Rates by Season

To accurately count participation in each program service area, both unique registrations and actual participation were analyzed. Unique registrations count the number of individuals or teams that register only once for one fee. Actual participation is counted in Participant Contact Units (PCUs), which are the number of times the individual took part in the class or activity. For instance, one child registering for a camp that meets five times would be one registration and five PCUs. PCUs provide a much clearer picture of the effort required to provide a service.

Preschool Activities: 48,869 PCUs

Preschool activities are intended to provide social, cognitive, and physical motor skills in a safe and positive environment and to foster a sense of creativity and self-esteem in children up to age 6. Program offerings make up the largest program service area serving 5,317 children per year with an impressive 90% fill rate.

Youth General Classes 12,235 PCUs

Youth and teen enrichment programs and activities provide a safe and encouraging environment where children develop healthy habits while engaging in activities, including camps, physical activities and games designed to support success at any age or skill level. The largest of the program service areas, youth development programs include dance, art, ice skating, gymnastics, and music instruction. Overall, this program service area has a 58% fill rate serving 953 youth.

Youth Sports Programs: 40,298 PCUs

Youth sports leagues are offered by a variety of non-profit providers. The Department offers a youth basketball league as well as less traditional sports programs such as cheerleading and tennis camps. The programs have a collective fill rate of 64% with 1,515 participants.

Youth Camps 70,286 PCUs

Out of school time recreation and social opportunities in a variety of camps. These include dance camps, summer camps, day camps and others. Camps have an 80% fill rate and serve 2,259 youth.

Adult General Classes: 2,789 PCUs

These programs are intended to enrich the lives of residents with classes in art, music, cooking, and more. Overall, 326 community members participated in 13 different activities. This service area has a fill rate of only 31%. There may be opportunities to combine classes to increase both the fill rates and cost recovery.

Adult Sports: 24,143 PCUs

Adult sports offered include softball, volleyball, pickleball leagues, tennis and golf instruction, and open gym. Most participation contact hours (94%) were in volleyball/sand volleyball leagues. Adult sports have a fill rate of 67% and served 356 participants.

Adult Fitness: 24,781 PCUs

Programs provided include traditional fitness opportunities (yoga, Zumba, Pilates, etc.) as well as creative and artistic dance expression (belly dancing, hula dancing, folk dancing, etc.). These programs have a fill rate of 41% serving 2,221 participants.

Adult 50+ Programs & Trips: 13,546 PCUs

The Department offers adults age 50+ fitness, wellness, and enrichment programs, social activities and more which are intended to support wellness of body, mind and spirit. These programs are well received with a 62% fill rate, with 2,044 individuals taking part in registered activities.

Aquatic Activities: 18,060 PCUs

A full range of swim lessons, lap and recreation swimming opportunities, aquatic exercise, and swim team programs are offered to community members. A robust and efficient swim lesson program is offered to over 1,400 children each summer with a fill rate of 95%. Most aquatics participation is from swim lessons which make up 86% while swim teams make up 10 percent. Drop-in self-directed swimming (recreation, leisure, lap swimming) is not included in these PCUs.

Community Building Events

During the great recession of 2008/09, community building events fell victim to budget reductions and were not offered for many years. In 2021, the Department began offering events that included the See Spot Splash, Harvest Festival, and Light Up Kirkland. The Polar Bear Plunge, Movie Nights, and Taste the World Kirkland, and others are anticipated in 2022.

Recreation participation for registered activities is further demonstrated in Figure 35.

Kirkland Recreation Participation

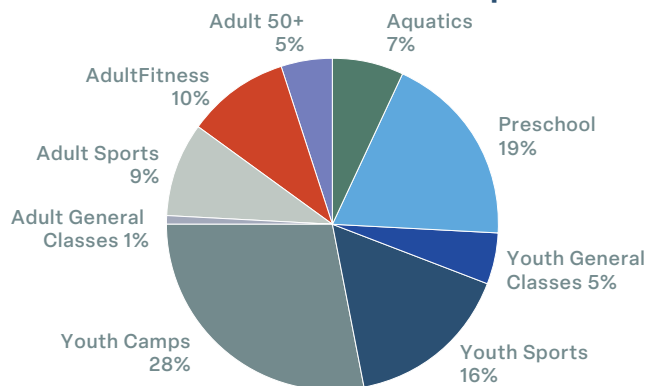


Figure 35: Percentage of Recreation Participation by Program Category

Financial Investment in Recreation

The City has significantly increased its investment in the recent past. In FY 19/20, \$5.4 million and in the current budget cycle, \$6.3 million. In addition, the 2012 park levy (which restored lifeguards at the City's swimming beaches) provided \$163,000 in 17/18, \$202,000 in 19/20 and provides \$293,000 in the current budget. Revenues have also been stable. In the current budget cycle, revenues are projected at \$2.5 million or a direct recreation cost recovery of 40%. This represents an annual subsidy of approximately \$31 per community member per year. In addition to registration revenue, the recreation division collects revenue from facility rentals, picnic area rentals, and use of the boat launch and public dock.

Staffing for recreation is directly related to the number of recreation programs offered. This entrepreneurial approach provides a high level of service and revenue but is heavily reliant on contingent positions which overstates the actual recreation staffing.

Full Time	11.5 FTE
Contingent	19.4 FTE
Total FTE	30.9 FTE

Revenues Generated by the Department

Revenues budgeted in 2021-2022 are \$2,527,738 and come from many program areas. Top revenue producing programs are youth camps, preschools, the marina boat launch, aquatics, and picnic shelter rentals.

Scholarships

The Department has an adopted scholarship policy that provides financial assistance on a sliding scale based on income and is funded primarily through donations from the community. Scholarship funds are held as a revolving trust, enabling the Department to roll over unused funds each budget cycle.

The policy was last updated in 2019 to expand the program and reduce restrictions in order to serve more people. The maximum percentage of program fees covered by the scholarship was increased from 50% up

to 95% of the program fee and the maximum amount an individual can receive was increased from \$300 to \$450 per year. Finally, the Department increased the marketing and promotion of the program to bring awareness to the opportunity. The Department continues to promote and enhance the scholarship program. Various fundraising opportunities have been used to supplement the ongoing scholarship fund.

In 2020, as the Department was developing plans to resume programming, and to support the ongoing recovery efforts from the impacts of the COVID-19 pandemic, City Council and the Department prioritized the scholarship program by providing \$50,000 in funding to expand the program. In 2019, the Department provided approximately \$3,500 in scholarship assistance. This was increased to over \$15,000 in 2021. Scholarships are provided most for aquatics, adult fitness opportunities, and youth camps.

While the Department has recently increased marketing and promotion of the scholarship program, the needs assessment survey demonstrated that a majority of

Kirkland residents were unaware of the Department's scholarship opportunities. Scholarships would meet a greater need in the community if more residents were aware of scholarship opportunities. The Department should continue working to increase awareness of the scholarship opportunities to further expand access to the recreation programs and services.

See Table 21 for recent scholarships utilization.

Year	# Of Scholarship Recipients	Scholarship Funds Disbursed
2019	44	\$3,499
2020*	8	\$440
2021	70**	\$15,172

Table 21: Kirkland Scholarship Program Usage in years 2019-2021

*Most programs offered in 2020 were canceled due to the COVID-19 pandemic.

**146 individuals were approved for scholarships, but not all those approved registered for a program/service

Q: Which best describes your knowledge and experience with the scholarship program? (Check all that apply) by "Source"

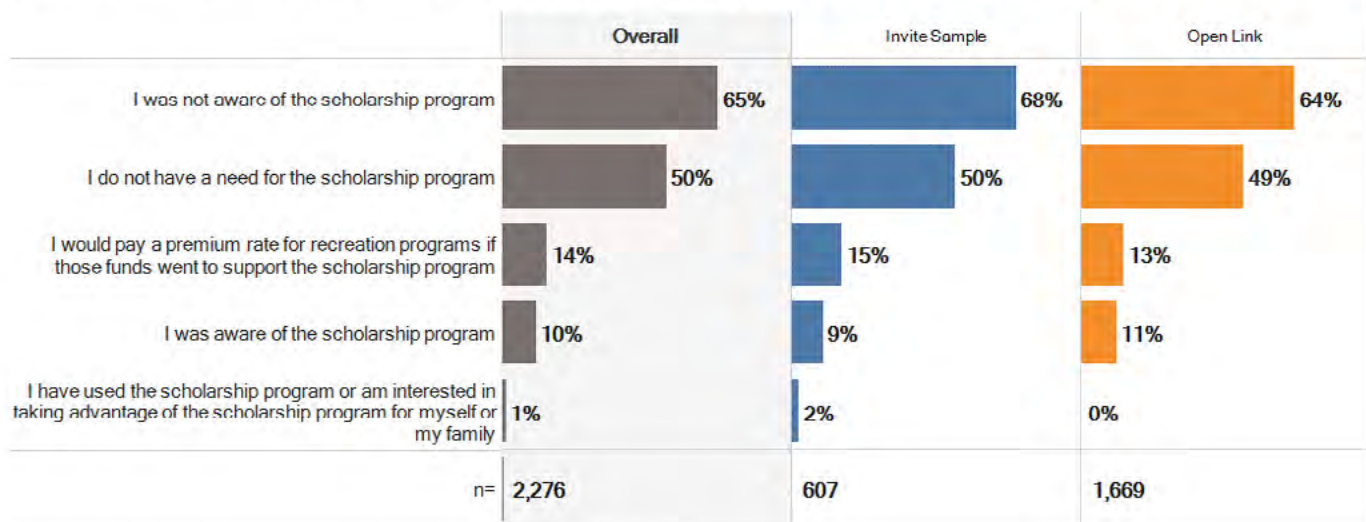


Figure 36: Kirkland Residents Knowledge of Scholarship Opportunities

Tiered Pricing Model

There is a wide difference in household incomes, with 63% earning greater than \$100,000 (see Kirkland knowledge of scholarship opportunities in Figure 36). Seventeen percent of Kirkland residents have modest or low household incomes and may greatly benefit from a tiered model of pricing, particularly for youth programs, camps, and youth sports. For a particular camp that costs \$50 per week and that the City recovers 50%, the pricing may look like:

- TIER 1** \$25 (a subsidized registration)
- TIER 2** \$50 (the fee that covers the City's cost at 80% recovery)
- TIER 3** \$75 (a fee that helps to subsidize a portion of Tier 1 registrants)

A tiered pricing system is both anonymous and on an honor system and so does not require income or other verification. The Department is encouraged to test the model in a few camps. The consultants anticipate increased revenue overall and greater access to those programs using the three-tiered pricing model.

Program Locations

Programs were offered in 18 separate locations in 2019 that included the two community centers as well as parks and schools. Figure 37 shows the distribution of the programs by neighborhood. It is not surprising that over 80% of registered participation is in the Moss Bay and Juanita neighborhoods where the Peter Kirk Community Center and Pool, and the North Kirkland Community Center are located.

However, this results in limited registered programming in the neighborhoods in the south and southeast part of the city that include Highlands, North and South Rose Hills, and the Lakeview neighborhoods.

The Department has a good relationship with the Lake Washington School District and has joint use agreements that allow the City to use the school gymnasiums and other spaces for a very nominal fee (\$1 per hour of use). The Department should work with the District to utilize school space to expand programming opportunities in underserved neighborhoods.

Participation in Registered Activities

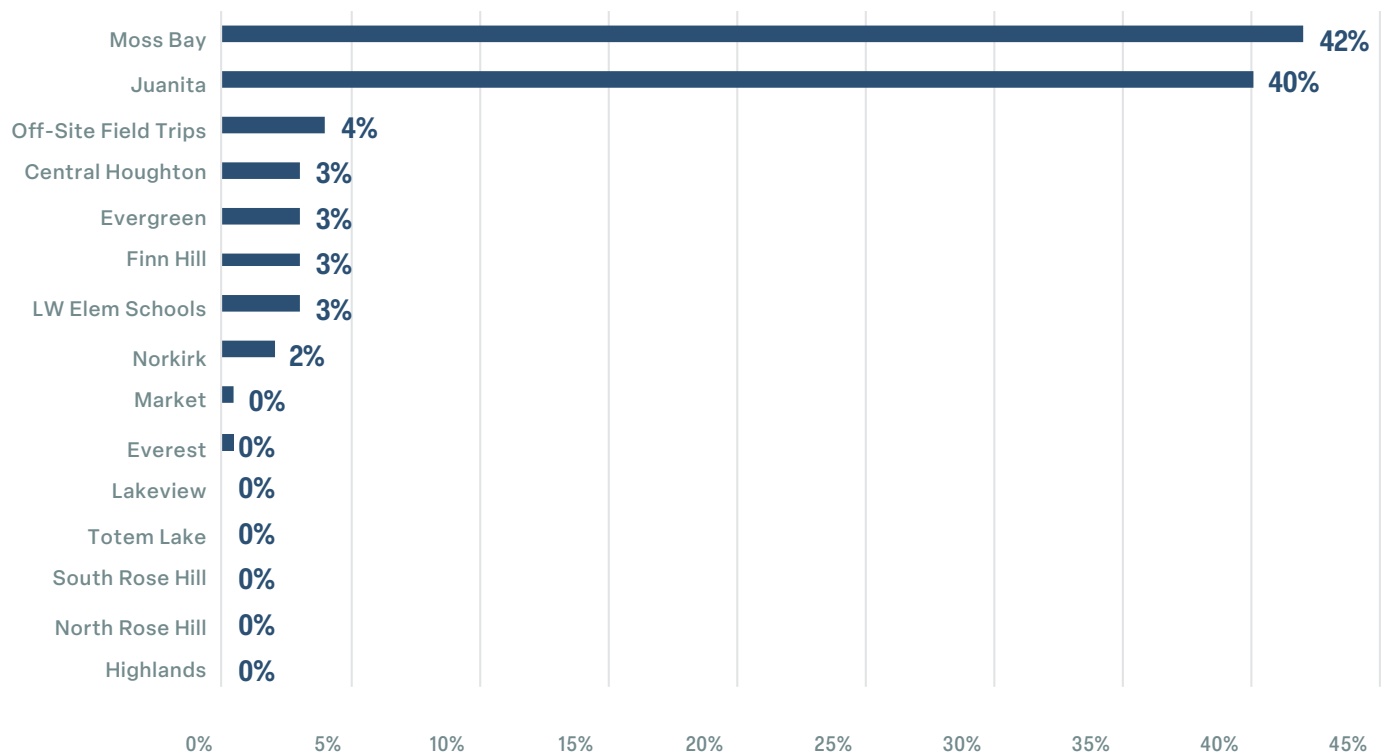


Figure 37: Participation in Registered Activities by neighborhood (2019)

Programs for Individuals with Disabilities

As discussed in Section III of this plan, according to the American Community Survey, 7.5% of Kirkland's population in 2019 had some sort of hearing, vision, cognitive, ambulatory, self-care, and/or independent living difficulty. See Section III for a description of community demographics related to individuals with disabilities.

Although not a main focus area of the Department's program service areas, the City has contracted for limited specialized recreation programs in a variety of social, recreational, and developmental programs intended to enrich the lives of participants with sensory, developmental, and physical disabilities.

Programs have been minimally priced with limited participation. Increased programs with a greater emphasis on partnerships and marketing is recommended.

Program Development

The community engagement process helped to identify additional programs and activities the Department may consider to either add or enhance what they already offer.

The activities most frequently requested from focus groups and stakeholders included:

- Lifelong recreation and enrichment programs
- Fitness and sports programs, basketball, and outdoor activities in the parks, nature programs, nature journaling, wellness walks
- Enhanced learn to swim/senior and other aquatics programs
- Emerging sports – cricket, rugby, lacrosse, pickleball

- Mobile recreation programs
- Teen events like scavenger hunts
- Virtual programs and classes
- Passive programs for those less active
- Community ASL – Sign language programs for understanding and communicating with people with disabilities
- Water sport camps (sailing, paddle board) and rowing

In line with community desires, the Department is expanding its teen program offerings in 2022, piloting a mobile recreation program, while continuing to offer virtual programs and classes that were first launched during the COVID-19 pandemic.

The Community Survey

The community survey identified community needs and desires related to recreation. The survey demonstrated that special events, environmental and outdoor programs, fitness, aquatics, health and wellness, and sports programs were rated in the survey as most important. Figure 38 shows how respondents rated the importance of all programs.

The survey also identified how well community needs were being met. Among the program areas rated highest in importance, all were rated above 3 on the scale from 1 to 5 suggesting needs are met for all of these program areas. Figure 39 highlights responses from the random, statistically valid survey.

The consultants also looked at both income and ethnic background related to needs preferences for recreation activities and found that neither was a significant factor.

PROGRAM SERVICE ANALYSIS

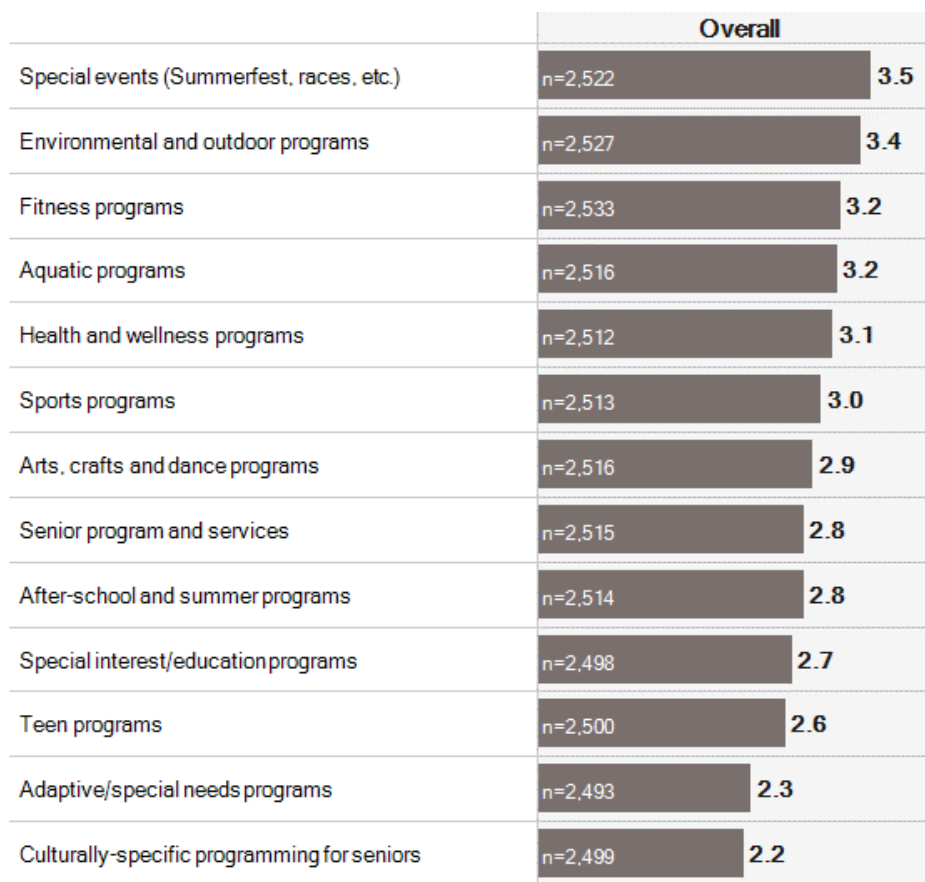
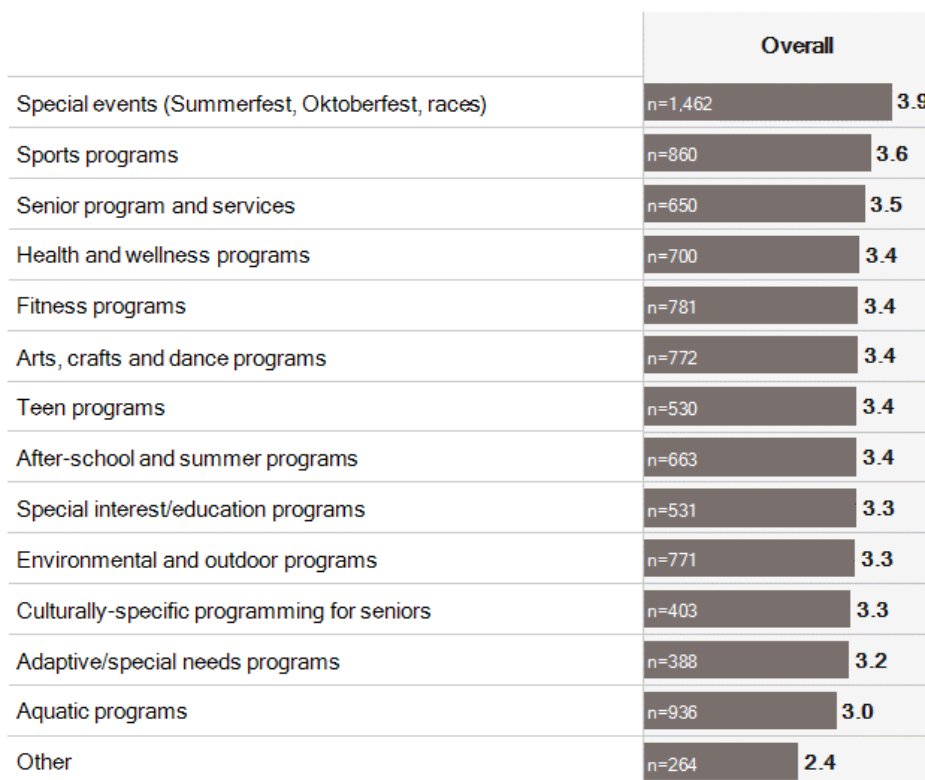


Figure 38: Important of Parks and Community Services Programs and Services



1 - Not at all Important
2
3
4
5 - Very Important

Figure 39: Parks and Community Services Programs and Services Needs Being Met

Other Recreation Service Providers in Kirkland

The Kirkland community is well served by private and non-profit recreational organizations. Seventy-two service providers in aquatics, fitness, recreation, arts, and youth and adult sports were identified during the planning process. A complete listing can be found in Appendix J.

Although access to some of these facilities and programs may be limited, they reduce the level of service the City may need to provide while presenting partnership opportunities. Specifically, Kirkland is served by the following:

Aquatic Facilities	06
Fitness Facilities	18
Recreation and Arts	04
Sports and recreation program providers	44

Measuring Recreation Program Effectiveness

The Department would benefit from a more structured approach to measuring program effectiveness. An expanded evaluation process designed to determine both user satisfaction with each program and activity, and a method to measure the type and variety of new programs may serve the Department well. Some sample performance measures with purpose and outcome are in Table 22. A minimum of four but no more than 10 performance measures, reported quarterly and in a cumulative annual report, are recommended. It is further recommended that staff work with the park board to create these performance measures.

Performance Measure	Purpose	Outcome
# of New Classes Per Quarter	Maintain a fresh and novel recreation program	Attract new and returning participants
# of Program Cancellations	Keep programming from stagnating	Make efficient use of coordination time and marketing budget
Participant Satisfaction Rates	Maintain and attract advocates, strong, sustainable revenues, and word of mouth marketing	Encourage high-quality program delivery
Program Fill Rate	To help ensure effective use of programming spaces, and resources	Provide programs that are most in demand
# of Ongoing Patron Satisfaction Surveys	Receive continuing data to improve programs	Survey at least 75% of program participants

Table 22: Five Sample Performance Measures, Purposes and Outcomes

Goals of Recreation Performance Measures

To be effective, performance measures should align with established goals. To be most helpful, when goals are met, they should be increased or changed to provide maximum benefit.

- Satisfaction rates should be from 85-95%
- Fill rates should be 80% or greater
- New classes should reflect a minimum of 20% per quarter (new recreation opportunities, not merely changing the title or day or week for an existing class)
- Direct cost recovery should meet or exceed an approved standard
- At least 75% of programs and activities should include a formal evaluation process

Recreation Service Assessment

The Department should develop a formal process to evaluate the success of current program offerings. Specific criteria should be developed to help determine if changes should be made to the current program mix, including eliminating or suspending existing programs. The Service Assessment Matrix in Figure 40 provides one tool for evaluating the delivery of the recreation program.

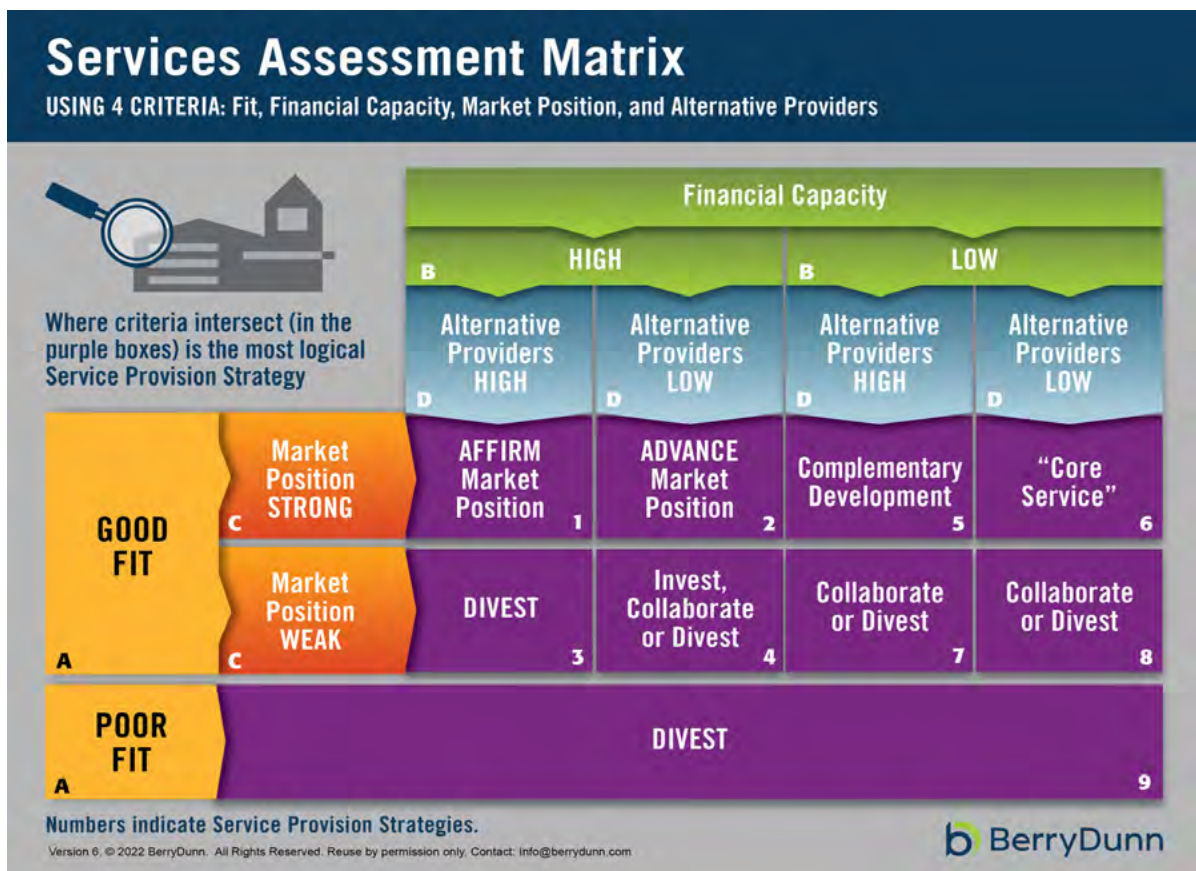


Figure 40: Service Assessment Matrix

A few simple questions should be asked about each program:

- Is participation increasing or decreasing? If participation is increasing, it could mean that the program should be continued. If participation is decreasing, are there steps to take to increase interest through marketing efforts, changes to the time/day of the program, format, or instructor? If not, it may be time to discontinue the program.
- Is there information from participation/staff feedback that can be used to improve the program?
- Are cost-recovery goals being met? If not, can program costs be reduced or can fees be realistically increased?
- Is there another provider of the program that is more suitable to offer it? If yes, the Department could provide referrals for its customers.
- Is this program taking up facility space that could be used for expansion of new or more popular programs in demand by the community?

The Department can also use cancellation rates to help make decisions regarding resource allocation and to focus marketing efforts.

One way to ensure efficient scheduling of activities and classes is to monitor fill rates. Table 23 lists Fill Rates per Program category. Note that fill rates above 70% generally suggest high waiting lists for popular times and programs. This is the case in Kirkland, specifically

Program Category	Fill Rate
Preschool	90%
Youth General Classes	58%
Youth Sports	64%
Youth Camps	80%
Adult General Classes	31%
Adult Sports	67%
Adult Fitness	41%
Adult 50+ programs	62%
Aquatics	86%

Table 23: Fill Rates per Program

for aquatics. To address the waiting lists require additional aquatic facility space.

Marketing Efforts, Channels, and Opportunities to Increase Program Participation

Please see Section III for a breakout of core markets for programs based on age group typologies.

Promotion and Communication Methods to Promote Activities and Events

As service organizations, parks and recreation agencies require a proactive and consistent marketing approach. Typical agencies use annual reports, press releases, letters to the editors, letters to stakeholders, letters to human service providers, newsletters, presentations to civic groups, paid advertisements, news features, brochures, flyers, information on press kits, displays, demonstrations and electronic communication and social media to publicize events and activities. The Department does not employ a professional marketing or social media coordinator. Rather, most marketing is decentralized and is left up to the individual staff managing each program. It would be more efficient for the Department to add a full-time marketing position to create an efficient and effective marketing strategy and plan.

The needs assessment survey (invite sample) demonstrated that most residents receive information on programs and activities from Department emails (41%), the activity guide/brochure (27%), and from the City's website (15%).

Figure 41 and Figure 42 show the effectiveness of the Department's communication, how community members receive communication, preferred methods to receive communication, the ease to which they may access the City's website, and languages spoken in Kirkland households.

Effectiveness of Communication

Overall, 23% of respondents rated communication about parks and recreation as not effective (1 or 2). There is some room for improvement to better leverage communication efforts and information dissemination about parks and recreation to further create awareness.

Q: How effective is Kirkland Parks and Community Services at reaching you with information on parks and recreation facilities, programs, and services?

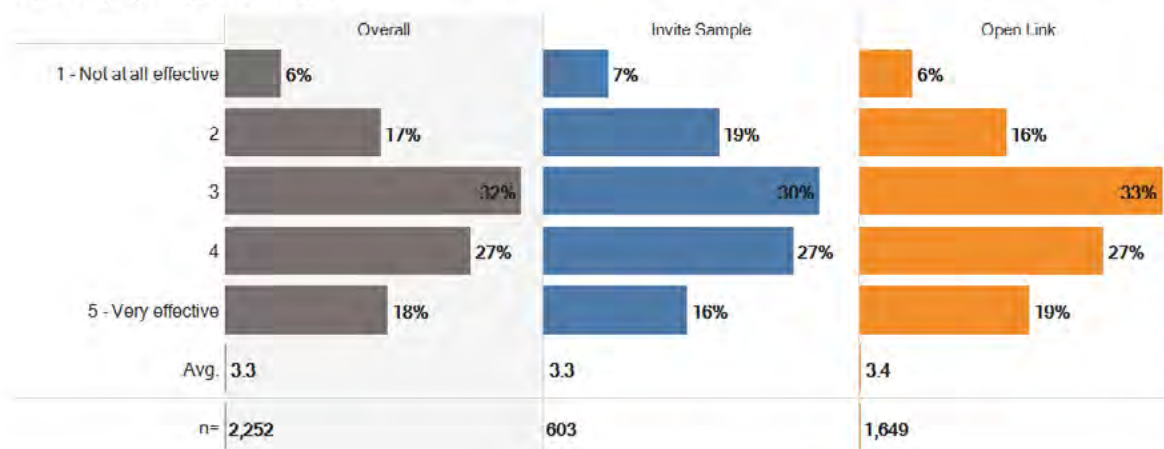


Figure 41: Effectiveness of Department Communication in 2021

Current Communication Methods

Activity guide/brochure are how residents of Kirkland are currently receiving information about parks and recreation opportunities the most, followed by the city's website and email.

Q: How do you currently receive information on parks and recreation facilities, services, and programs? (Check all that apply) by "Source"

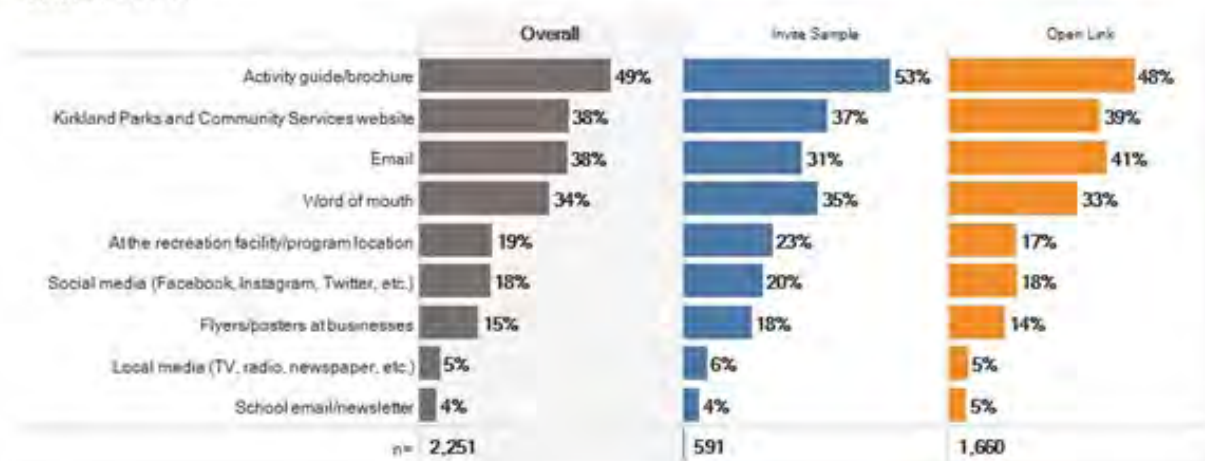


Figure 42: Current Department Communication Methods in 2021

Preferred Communication

Email and activity guide/brochure are the preferred methods of communication to reach residents about information on parks and recreation.

Q: What is the preferred way for you to receive information on parks and recreation facilities, services, and programs? by "Source"

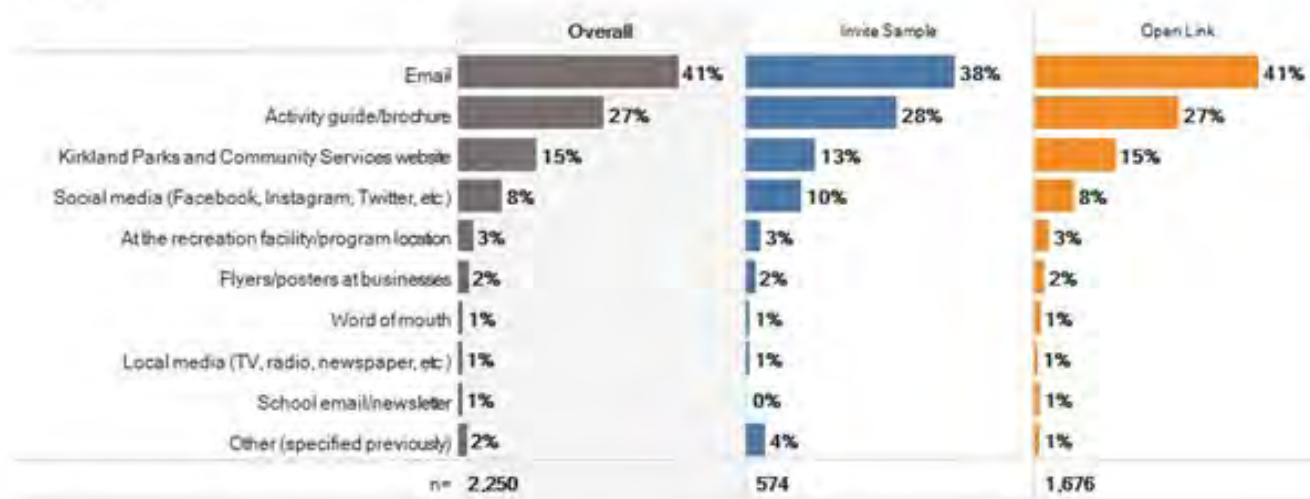


Figure 43: Preferred Department Communication Methods in 2021

Ease of City's Webpage

Nearly 40% of overall respondents are currently receiving information about parks and recreation opportunities from the city's website. Overall respondents rated the ease of use slightly above average at 3.5 out of 5.

Q: How difficult or easy is it for you to use the City's webpage to sign up for programs, reserve facilities and find needed information? by "Source"

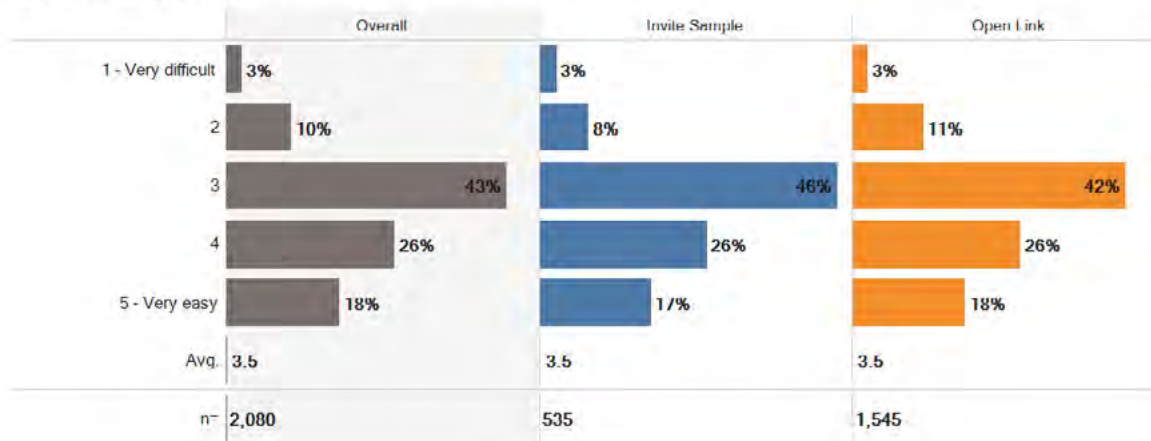


Figure 44: Ease of Use of the City's Webpage in 2021

Q: Are there any languages other than English used in your household to communicate? If so, please indicate below (Check all that apply) by "Source"

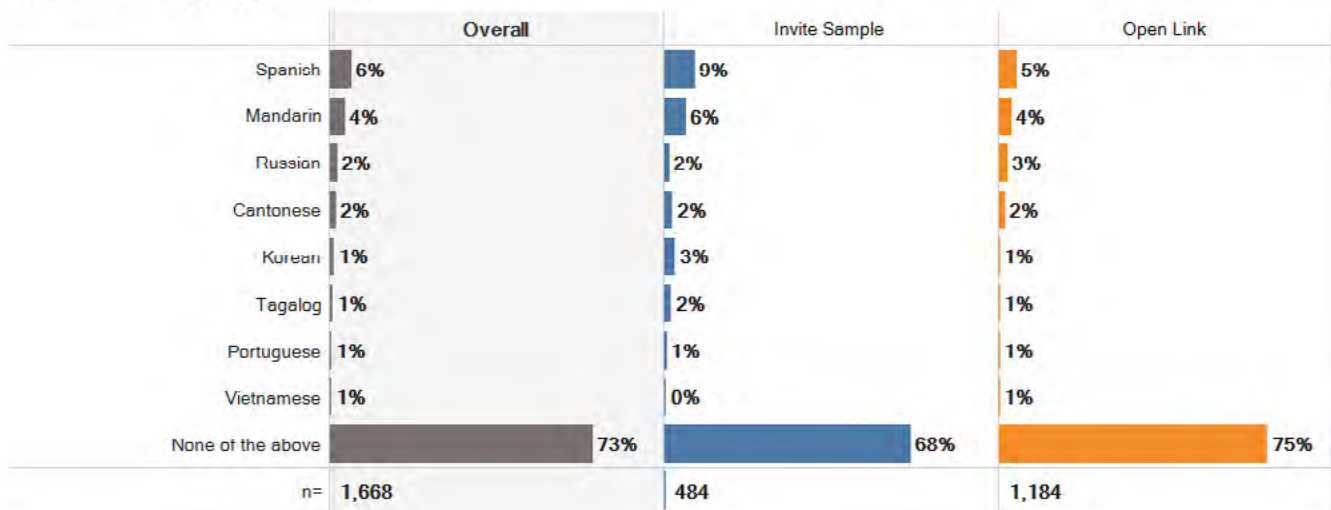


Figure 45: Languages Spoken in Kirkland Households in 2021

Volunteer Management and Partnerships

The desire for community building events could best be met by creating partnerships with civic groups, the Kirkland business community, and a host of additional service groups. Creating the best possible special events can be accomplished with Individual and neighborhood activists and volunteers. Creating a sense of program ownership can be extremely powerful and along with volunteer management needs for parks and trails, the consultants recommended a dedicated partnership and volunteer management position.

Key Findings

- The community is very satisfied with the programs and activities offered by the Department. In many cases, the Department is challenged to meet the needs of the community due to a combination of a lack of programming space and the popularity of the program offerings.
- Community events are beloved in Kirkland and are in high demand. The consultants recommend placing a high priority on providing community building events.
- Registration for Spring activities is lower than expected and provides room for improvement through communication and additional programming spaces.
- Aquatics programs including swimming lessons are in extremely high demand leading to a recommendation that a year-round aquatics facility should be considered.
- There is a significant number of individuals in the Kirkland community that would benefit from additional scholarship opportunities.
- Increasing programs for individuals with disabilities may be well received. In line with the update to the Americans with Disabilities Act in 2011, the Department may consider additional inclusion services.
- Environmental education and outdoor recreation programs are in much greater demand than needs are being met in this area. The Department should consider additional programs in this area.
- Fill rates for programs and classes in preschool and aquatics are very high. Adult programs are a bit low and have room for improvement.
- Communication can be improved. The Department should use the communication tools the community desires.

MAINTENANCE AND OPERATIONS ANALYSIS

The consultant assessed parks maintenance and operations practices to aid the City in providing safe, clean, and green outdoor spaces for the Kirkland community. This assessment is intended to identify best practices, efficiencies, and recommendations to help the Department to meet its maintenance and operational objectives.

Investment in Park Maintenance

The Department annually invests approximately \$9.64 million to operate and maintain the City's parks and school athletic facilities. While it is not uncommon for parks maintenance to be responsible for maintaining medians and outside areas around City facilities, the Department does not maintain or manage other ancillary properties.

Use of City Parks by the Kirkland Community

The needs assessment survey identified community needs and desires related to park use and related facilities and amenities. The survey revealed that parks are the most widely used facilities, services or programs provided by the Department. 66% of invite respondents and 73% of open-link respondents use City parks at least a few times a month or more.

As a measure of how dense the park use is, Kirkland provides one park for every 1,738 residents. Typical agencies may provide one park for every 2,387 residents. As density of park use increases, so does park maintenance requirements.

Satisfaction with Parks and Park Amenities

The survey demonstrated that the community is very satisfied with the quality of the parks which reflects on park maintenance practices. On a scale of 1 (not at all satisfied) to 5, (very satisfied), the random, invite sample was rated 4.4 with 86% rating the quality of Kirkland's parks at a 4 or 5. Only a very small number of survey respondents (3%) suggested dissatisfaction with the quality of parks. A similar rating among survey respondents was made for the amenities in the parks. See Figure 46.

The Importance of Quality Park Maintenance

Proper maintenance of parkland can slow the depreciation of parkland, increase public perception of City operations, and increase property values surrounding parks. Poor parks maintenance can lead to increased crime, gang activity, vandalism, and increased renovation costs in the future. Opportunities to address safety and security issues in Kirkland's parks is the responsibility of the Park Management Team.

Q: How satisfied have you and your family been with the quality of Kirkland Parks and Community Services? by "Source"

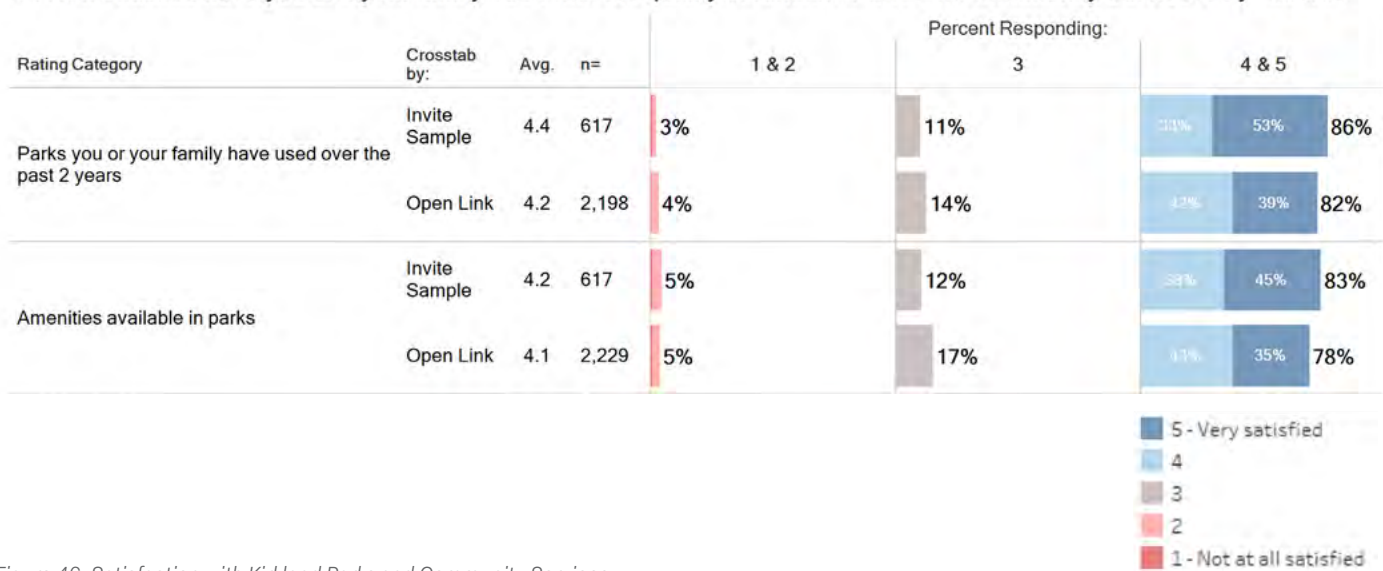


Figure 46: Satisfaction with Kirkland Parks and Community Services

Staffing Resources

The Manager of the Parks Management Division oversees three supervisors, and 30 full-time staff positions in addition to one time and contingent labor.

There are four work units in the Parks Management Division:

- Natural Areas/Green Kirkland Partnership
- Cemetery and Ballfields
- Parks Facilities Support
- Horticulture

Staff work shifts from 5:30 a.m.–to 11:30 p.m. in various shifts. Positions are shown in Table 24:

Positions	# of FTE
Parks Mgt	37.5
One Time	1
One-Time Park Ranger	1
Ongoing	36.5
Enviro Education Specialist	1
Field Arborist	1
Groundsperson	15
Lead Person	4
Parks Accounts Associate	1
Parks Maintenance Supervisor	3
Parks Operations Manager	1
Program Assistant	0.5
Program Coordinator	2
Senior Groundsperson	8

Table 24: Staff Work Positions

The Parks Management team also supports the Recreation Division in a variety of ways, including providing support for community building events. The Department also heavily relies on a seasonal workforce to provide higher service levels. This position has become more difficult to recruit in recent years. A temporary wage increase provided in 2021 reduced this challenge somewhat. It is recommended that a wage survey and employment incentives be considered to address some of the challenges associated with the seasonal workforce. Additionally, the Department should evaluate converting some of the seasonal positions to full time roles.

Volunteer Support for Parks

The Parks Management division relies on the support of volunteers in a variety of roles including park clean up, preparing fields for little league games, and natural area restoration efforts. The Green Kirkland Partnership is the largest and most visible use of volunteer efforts in the community.

During the past 10 years, the Green Kirkland Partnership (GKP) has enrolled 276 acres into restoration, recorded 89,085 volunteer hours, and planted 53,654 native trees, shrubs, and ground covers. In addition, the City has developed a small but dedicated staff of Green Kirkland employees to lead restoration and community-based stewardship efforts.

The Department would benefit from more formalized opportunities such as friends' groups, walking patrols, adopt a park or adopt a landscape bed. Volunteer opportunities provide a sense of purpose and community for the volunteers. These initiatives are recommended.

Compliance and Enforcement of Park Rules

Challenges related to homelessness, vandalism, and other inappropriate use of park space around the country continue to impact park use in larger, urban areas. In Kirkland, safety and security in the parks were not identified in either the community engagement or the needs assessment survey as a limiting factor to park use. The Park Management Division places a high priority on addressing these issues, which was confirmed by the community engagement process and the needs assessment survey.

The Department has a very good relationship with the police department. Staff report the police are very responsive to the needs of the Department. To supplement public safety efforts, the Department employs one full-time park ranger and one part time position (to assist with compliance with park rules and enforcement of dog leash rules. With only one park ranger on staff, at least two days per week have no coverage, which can be problematic during the summer season. The Department historically employed seasonal harbormasters who enforced moorage regulations at the Kirkland Marina. In 2022 this position was reclassified to a Seasonal Park Ranger position to further support the full-time Park Ranger throughout the entire park system. The consultant team recommends an additional full time Park Ranger be hired, along with the seasonal positions to focus on education and compliance with park rules.

The Department is encouraged to utilize Crime Prevention through Environmental Design (CPTED) standards for future park development to assist with maintaining safety in the parks. Three primary tools are available within CPTED: natural access control, territorial reinforcement, and maintenance and management practices. See Appendix K for a short description of these tools.

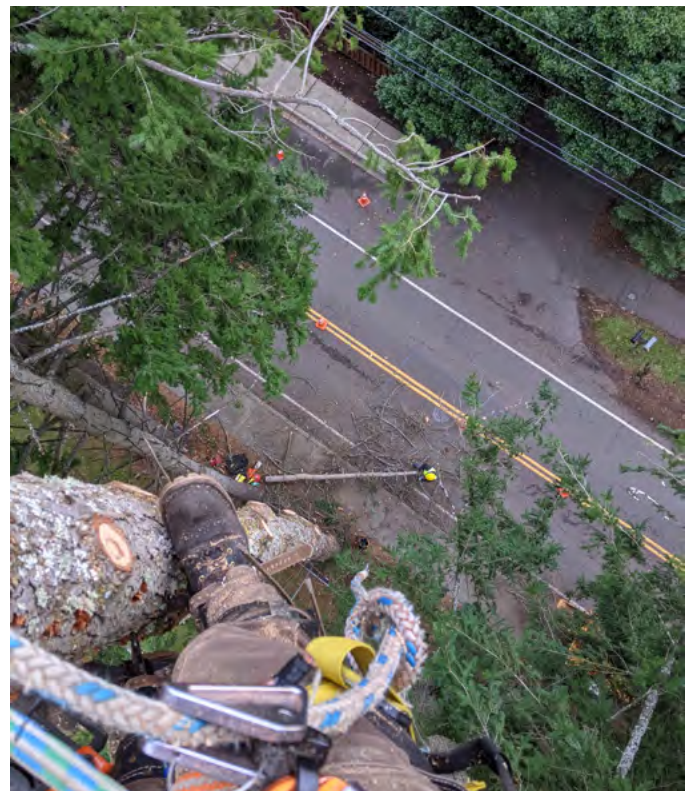
Performance, Operating Standards and Measures

The Department has completed draft park service levels and maintenance standards and is encouraged to complete the policy documents and fully implement them. The consultants found both to be comprehensive and sufficient. However, as the system continues to grow, a park and maintenance classification system may be helpful. Sample park maintenance classifications and operating standards are in Appendix L.

The Importance of Kirkland's Tree Canopy

A healthy urban forest is critical to the City and provides many benefits:

- Reducing summer peak temperatures
- Energy savings
- Reducing and controlling air pollution
- Enhancing property values
- Providing wildlife habitat
- Providing aesthetic benefits
- Improving social ties among neighbors



The consultants recognize the City requires enhanced support for its tree canopy that requires additional resources as recommended in the plan recommendation to add an arborist.

Park Maintenance Analysis Key Findings

This evaluation of maintenance and operations for the Department recognizes many of the same topics identified in the public input process and needs assessment survey. The need for greater resources has been identified as priority areas.

- The Parks Management team does an excellent job maintaining parks and grounds. The community is very satisfied. The team has also done an exceptional job responding to homeless and security issues.
- The Department maintenance team's daily workload is generally reactive around safety and immediate park needs. As population in the City grows, so will the need for future park development and additional park rangers and park maintenance staff. Ongoing resources should be identified at the time of project approval in the Capital Improvement Program. The Department's staffing for parks operations and maintenance is below what a typical agency would employ. Additional groundskeepers (3) and a part-time office support person are needed.
- Seasonally, as the workload increases in the spring and summer, there is a need to recruit contingent positions. A labor shortage has made the City's long-standing reliance on these positions challenging. Some funding from contingent positions can be better utilized if converted to full-time positions.
- A natural trails plan is needed that defines trail locations, trail standards, and discourages social/demand trails.
- Although budget increases for supplies and equipment are generally approved, the Department may benefit greatly from the use of an annual cost escalator to address the rising cost of goods and supplies.
- A tree management team/division to care for the tree canopy will greatly benefit the City.
- The recording of park maintenance work orders is effective but very time-consuming, often taking time away from field operations. Lucity requires approximately 7,764 hours of coordination and data entry per year or 12.7 percent of maintenance staff work time.
- Park restrooms are a high priority for the community. The Department is encouraged to add new restrooms, convert existing facilities to allow year-round use, and consider restrooms that are self-locking and/or self-cleaning.
- A comprehensive wayfinding plan with updated park rules, consistently applied across all parks, is needed.
- It is recommended that staff continue investing in their professional development through NRPA Maintenance Management School or other similar courses, and by prioritizing networking with park maintenance staff from nearby municipalities or Departments. Opportunities to share the successes maintenance staff are experiencing while simultaneously learning new ideas about how other municipalities are addressing similar challenges may refine the maintenance processes of park maintenance.
- A professional survey of property lines of all City parks should be completed to help ensure there is no private use of the park spaces. At the very least, parks that do not have clear border lines should be surveyed.
- Unify all the park system components including trash cans, benches, picnic tables, signs, water fountains, etc. to make maintenance and repair more efficient. As a first step, all new park projects should make use of standardized products with all other components being brought into compliance when replaced or upgraded in the future.

SECTION VII

ATHLETIC FIELD STRATEGIC PLAN

- Purpose of the Athletic Field Strategic Plan
- Information Gathering: Community Engagement and Related Planning Efforts
- Related Planning Efforts and Integration
- Demographic and Potential Sports Participation
- Athletic Field Inventory and Assessment
- Assessment of Current Athletic Fields
- Athletic Fields Use
- Athletic Field Demand
- Synthetic Turf Considerations for Expansion and Enhancement of Athletic Fields
- Key Findings, Recommendations and Priorities

PURPOSE OF THE ATHLETIC FIELD STRATEGIC PLAN

To ensure the level of service for athletic fields is both effective and efficient, the City included the development of an Athletic Field Strategic Plan as a part of the plan process. This study included consultation and outreach with City staff and representatives from many sports user groups.

The purpose of the study was to understand the current and future needs for athletic fields in Kirkland, how well those needs are being met, and what options are available to enhance and expand athletic fields to best meet those needs as the city grows. The study considered both traditional and non-traditional sports and opportunities for enhancing and expanding user experiences.

At the Strategic Kickoff meeting for the plan on May 3, 2021, the following goal and seven objectives were identified specific to this Athletic Field Strategic Plan:

GOAL

To complete an Athletic Fields Strategic Plan or “Synthetic Turf Strategic Plan”. The study analyzed sports participation and athletic field demand, recommending opportunities to maximize use of current fields and expansion.

OBJECTIVES/WORK TO BE INCLUDED:

1. Demographic and sports participation summary
2. Existing athletic fields assessment
3. A review of the Department’s current field allocation process
4. Collection of user group input
5. Identify user groups that are not being served and incorporate recommendations on how to better meet unmet needs
6. Provide recommendations regarding current use of fields, reconfiguration of current fields to better meet demand and the construction of new fields to better meet demand

7. Provide a prioritized list of field improvements, field reconfigurations and new field construction along with estimated costs that would meet demand in the future

The planning process included community engagement, a review of the condition of current sports fields and demand for the fields, a review of existing documents related to the study, and analysis and recommendations of options for enhancement and expansion.

INFORMATION GATHERING: COMMUNITY ENGAGEMENT AND RELATED PLANNING EFFORTS

Community Input

It is important to acknowledge that community needs for athletic fields are best represented by sports and athletic users, advocacy groups and sports organizing bodies. While the general community’s input is critical and applicable to the study, the actual needs are best understood when coming directly from the individuals most likely to use the fields.

Although the community survey suggested that conversion to synthetic fields was not as needed as other park components, it is important to consider both athletic field and sports user’s input. The consultants weighed the community input to help ensure that recommended priorities considered equity and the greatest possible use and care of the fields.

The Needs Assessment Survey

As discussed in Section IV, the Needs Assessment survey was the largest source of feedback during the planning process. Both a statistically valid random invitation survey and an open link survey were conducted, providing over 3,000 responses. As previously stated, this community wide assessment provides an important perspective that should be weighed along with the sports user groups’ stated desires.

Key findings from the needs assessment survey that impact athletic field use:

- Athletic fields are among the most used facilities in the City
- There is room for improvement in coordination between parks maintenance and the recreation division who does scheduling
- Both diamond and rectangle fields are “middle of the road” in terms of importance to the public and are not prioritized among the most important City facilities
- There is little interest among survey respondents in providing fields for underserved sports like cricket, rugby, lacrosse, etc.
- New parks in the north area of Kirkland and an indoor aquatics center are the most important needs for improvement over the next five to 10 years
- There is little interest/support in building new athletic fields or converting to synthetic turf (or developing more niche facilities for cricket, futsal, rugby, etc.)

FUTURE NEEDS

New parks in the North area of Kirkland and the indoor aquatics center are the most important needs for improvement for Kirkland Parks and Community Services over the next 5 to 10 years.

Sports User Groups Input

An important aspect of the study was to understand the current sports user groups’ needs and desires, their size, structure, and field usage numbers, as well as issues and concerns regarding the use and allocation of athletic fields in the City.

Representatives from fifty-five sports user groups made up of current, past, and potential athletic field users, representatives from the Lake Washington School District, social users, and engaged community members were invited to complete a survey and subsequently invited to attend two separate sports user group meetings to provide input into this strategic planning effort. The consultants requested that only one representative from each organization complete the survey and twenty-four representatives did so.

There was limited participation in the input meetings. See Figures 47, 48, 49, 50, and 51 that describe desires and needs for athletic fields and conversion to synthetic turf. Note in Figure 49, that user groups were not limited to one but able to select each of the type of field desired.

User groups were identified based on the type of field used. The make-up of user groups invited to participate was:

Rectangle field user	25%
Diamond field user	42%
General/school	25%
Cricket pitch user	08%

Data was compiled related to current user groups, their size, structure, and past field usage. Additional data related to issues and concerns regarding the use and allocation of athletic fields in the City was also collected. From this information, the consultants developed recommendations regarding current use of fields, reconfiguration of current fields to better meet demand (i.e., conversion to synthetic turf, adding lights, etc.), and priority use options. The consultants also identified user groups that are not being served and incorporated recommendations on how to better meet unmet needs.

Key findings from the sports users-groups:

- Both diamond and rectangle fields are desired
- Diamond fields with dirt infield and grass outfields, and synthetic fields are the most desired types of athletic fields
- The representatives were unanimously in support of constructing new synthetic athletic fields
- Approximately 80% of representatives are in favor of converting existing athletic fields to synthetic turf
- Both diamond and rectangle fields are desired for conversion to synthetic. Desires are greater for conversation of rectangle fields

Do you desire a diamond field, rectangular field, small open space, or large open space?

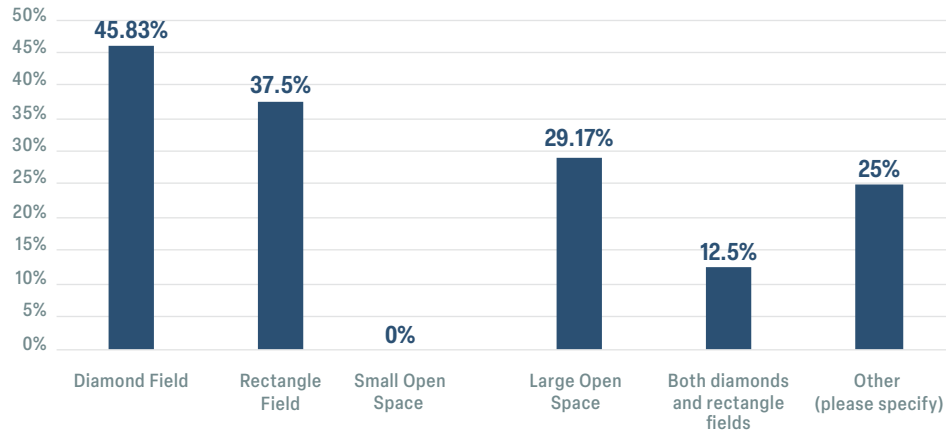


Figure 47: Desires for Athletic Fields

Type of field used/desired (please choose all that apply)

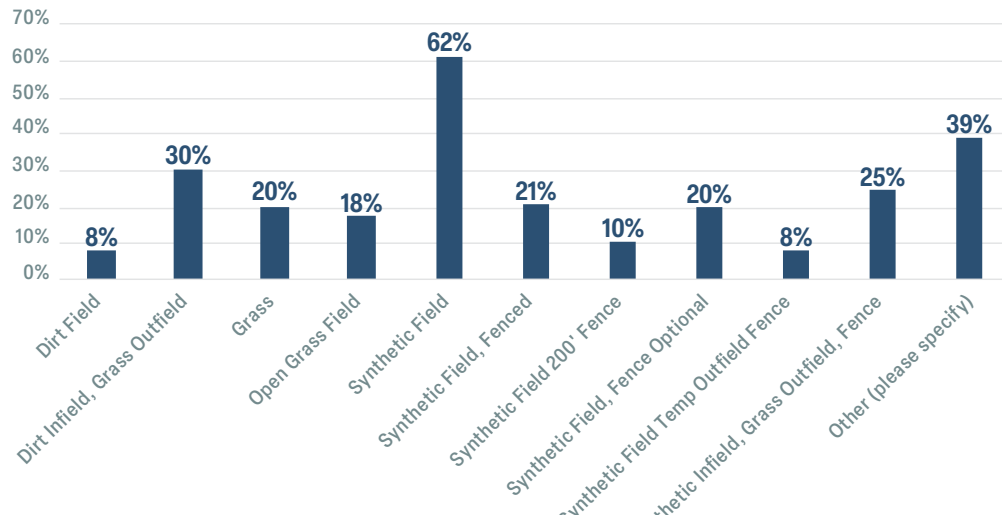


Figure 48: Type of Fields Used/Desired

Are you in favor of the City of Kirkland converting existing fields to synthetic turf?

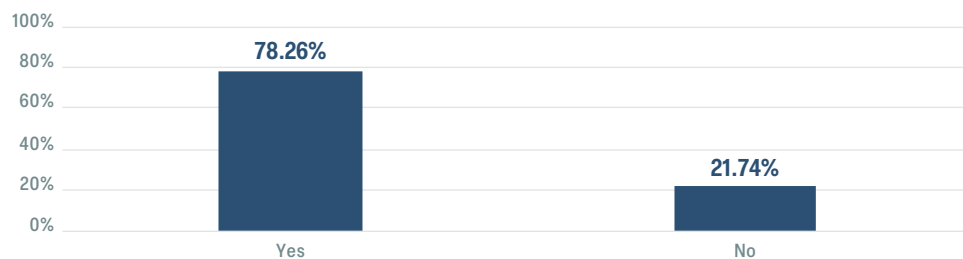


Figure 49: Desire to Convert Existing Fields to Synthetic Turf

Are you in favor of the City of Kirkland constructing new synthetic turf fields?



Figure 50: Desire to Construct New Synthetic Turf Fields

Which type of fields should be synthetic?

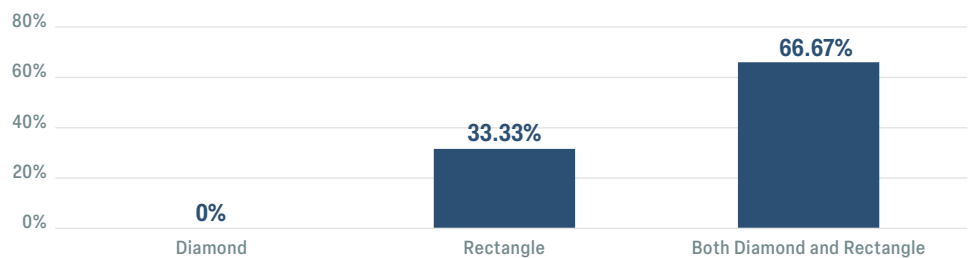


Figure 51: Type of Athletic Fields to Convert to Synthetic Turf

RELATED PLANNING EFFORTS AND INTEGRATION

The Department provided numerous planning documents that were important to integrate into the Athletic Fields Strategic Plan. These documents were thoroughly reviewed, summarized, and considered in the development of the plan. Several of the policy documents need to be updated as recommended in the summary. The consultants recommend the use of CAPRA standards for document review which includes tracking, recording, and approving document updates. Please see Appendix M for summary of this review.



DEMOGRAPHIC AND POTENTIAL SPORTS PARTICIPATION

As part of the planning process, the consultants conducted an analysis of the current and future demographic characteristics of the City and reviewed the general rates of participation in field sports activities. See Table 25 for outdoor sports participation in the State of Washington. This information provides a foundation for present and future field demand.

Demographic Characteristics of the Kirkland Community–Potential Sports and Athletic Field Users
The City of Kirkland’s population of 92,165 is expected to grow by over nine percent to 100,514 by 2026. As a percentage of the growth of the overall population, youth and teens (ages 19 years old and younger) held firm between 2010 and 2021, increasing by more than 2,000 youth as shown below. Given the projected population growth, the need for athletic fields will continue to increase. Youth are the predominant users of sports fields, and the demographics indicate that athletic fields will need to serve an additional 2,040 youth by 2026. The existing fields are already heavily used without appropriate resting opportunities suggesting that future expansion of athletic field capacity will be needed.

Year	Youth Population	% of Kirkland Population are Youth
2010	17,954 Youth	22.3%
2021	20,073 Youth	21.8%
2026	22,113 Youth	22% average

Participation in outdoor sports across the State of Washington is presented in Table 25 and shows that there is a similar percentage of athletes that play sports on rectangle fields as compared to diamond fields.

While athletic fields account for only a portion of facilities utilized for sports, a 2017 survey of participation in outdoor sports across the State of Washington showed there is a similar percentage of

Sport	% Participation
Golf	17%
Basketball	11%
Golf – mini golf	11%
Ping pong or table tennis	11%
Soccer	9%
Baseball	7%
Football	7%
Tennis	7%
Volleyball	7%
Softball	6%
Golf – disc golf	5%
Kickball	3%
Multi-sport races (e.g., mini, half, or triathlons)	3%
Paintball	3%
Dodgeball	2%
Pickleball	2%
Ultimate Frisbee	2%
Golf – Foot golf	1%
Lacrosse	0%
Rugby	0%

Table 25: Outdoor Sports Participation (Youth and Adults) in Washington Stat–2017 RCO Survey

users who play sports on rectangle fields (approx. 18%) as compared to diamond fields (approx. 16%).¹⁴ This data is presented in Table 25.

¹⁴ <https://www.rco.wa.gov/StateRecPlans/wp-content/uploads/2017/08/Assessment-of-Demand.pdf>

ATHLETIC FIELD INVENTORY AND ASSESSMENT

An assessment of existing athletic fields was completed by consultants from the firm Site Workshop. The assessment includes an inventory and geographic assessment of athletic fields. This data is valuable in the process of determining the appropriate amount of use, wear and tear, and function of existing fields. Based in part on this information, recommendations were developed regarding use of fields, reconfiguration of current fields to better meet demand (i.e., conversion to synthetic turf, adding lights, etc.), and potential construction of new fields to better meet demand. The consultants have provided a prioritized list of field improvements (See Section VII), that would meet future athletic field demand.

The City of Kirkland Parks and Community Services provided an inventory of athletic fields available to the public, scheduled or permitted during 2019 the year prior to the COVID-19 pandemic in order to assess athletic field needs for permitted fields. The inventory included the following areas, some that overlap spaces.

- 23 Diamond Fields
- 1 Multi-Purpose Field
- 28 Rectangular Fields
- 3 Cinder Tracks
- 8 Dirt Fields
- 2 Mixed Synthetic Natural Grass

Forty-one field spaces are natural grass fields and two were mixed synthetic and natural grass. In 2021, Juanita High School added three additional synthetic fields. In addition to City owned fields, the City maintains fields at nine school locations and schedules fields for all school properties. Only one field available in Kirkland in 2019 had lights to allow for night use.

Access to Athletic Field Locations

Access to athletic fields is somewhat determined by their location across the City. People are less likely to drive across town to utilize different fields or participate in programs due to traffic. The maps in Figures 52 and 53 show the locations of all fields managed by the Department. As a result of the partnership between the Lake Washington School District and the City, fields located at schools are available to the community and have been included in this analysis.



Programmed Diamond Athletic Fields (Parks and Schools)

Kirkland, Washington

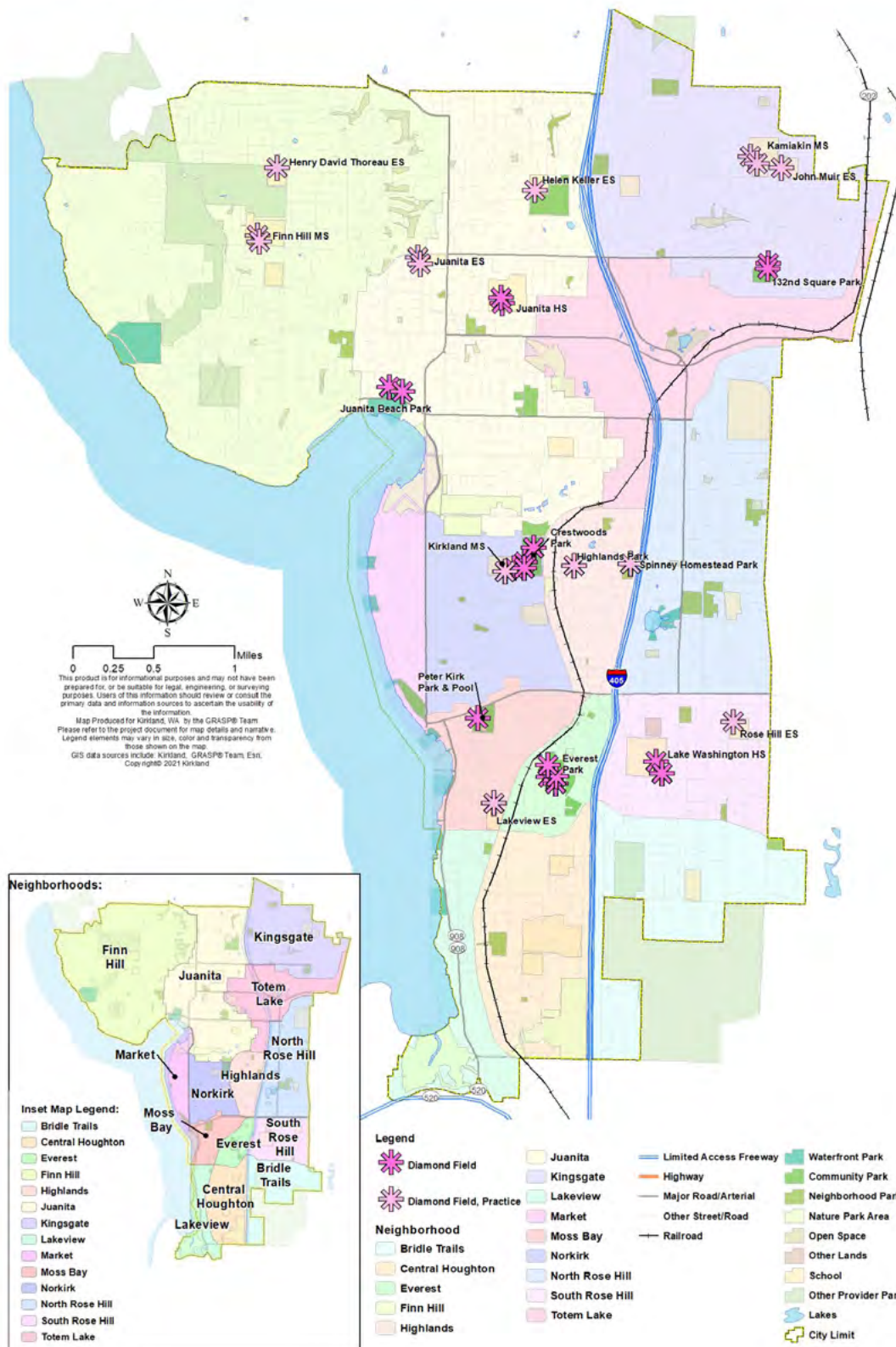


Figure 52: Diamond Field Locations

Programmed Rectangular Athletic Fields (Parks and Schools)
Kirkland, Washington

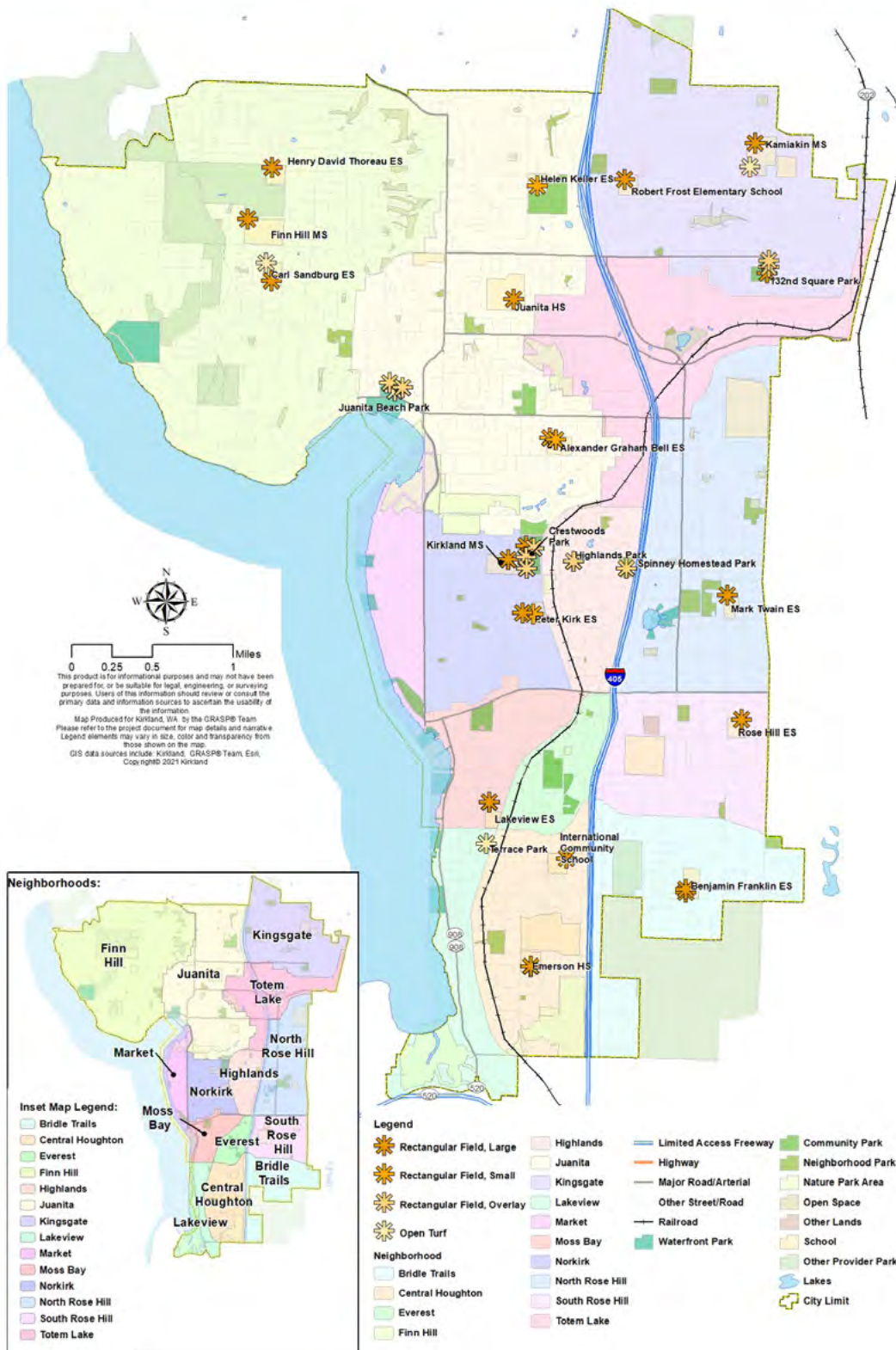


Figure 53: Rectangle Field Locations

This map shows the location of programmed rectangle fields and spaces based on the City of Kirkland list. Many rectangle fields are located at schools. Some rectangle fields are overlays of diamond outfields and are too small for many sport needs.

There are several diamond fields at Taylor Fields in South Kirkland. This analysis does not specify the condition or quality of those fields because these fields are not managed by the City and are not available to the general public.

ASSESSMENT OF CURRENT ATHLETIC FIELDS

The consultants scored each field using a standard scoring key during an on-site evaluation. Field amenities such as turf quality, fencing, bleachers, etc., were scored on a scale of 0 to 3 measuring adequacy (1-Inadequate, 2-Adequate, 3-Excellent). If an amenity, such as field lighting was not available, that item was given a score of 0. A perfect score for diamond fields

is 24 while the perfect score for rectangular fields is 27. The scoring key for diamond athletic fields is shown in Figure 54 and rectangular fields in Figure 55. The resulting scores show that 17 of 28 rectangle fields are scored “inadequate” and 11 of 28 are scored “adequate.” Diamond fields were scored much higher, with only 2 of 25 rated “inadequate,” 2 of 25 “adequate” and 21 of 25 “excellent.” See Table 26 for the rectangle field scoring and Table 27 for the diamond field scoring.

Rating	Diamond	Rectangle
Score		
Excellent	19-24	17-27
Adequate	9-18	8-16
Inadequate	0-8	0-7



Diamond Scoring Key

	0	1	2	3	Considerations
Overall Field Condition					
Inadequate/Poor Quality Field		1			Based on reviewers’ impression of the field considering multiple factors related to field condition. This may be more subjective than individual elements
Adequate/Good Quality Field			2		
Excellent Quality Field				3	
Infield Condition					
Inadequate/Poor Quality Infield		1			Are drainage issues present (is there standing water/ mud)? Is there a noticeable ridge between infield and outfield? Are there areas with extreme wear?
Adequate/Good Quality Infield			2		
Excellent Quality Infield				3	
Turf Quality					
Inadequate/Poor Quality Turf		1			Are there weeds present? Is turf patchy/worn? Is the field a consistent grade or is it undulating/lumpy?
Adequate/Good Quality Turf			2		
Excellent Quality Turf				3	
Irrigation					
No Irrigation	0				Does grass appear to be fully covered? Are there any dry/dead spots?
Inadequate Irrigation		1			
Adequate Irrigation			2		
Excellent Irrigation				3	
Field Lighting					
No Field Lighting	0				Is the lighting LED? Are there sufficient light poles for even light distribution?
Inadequate Quality Field Lighting		1			
Adequate Field Lighting			2		
Excellent Field Lighting				3	
Backstop/Fencing					
No Backstop/Fencing	0				Is the field fully fenced? Are there holes/wear/rust on the fence? How many backstops are there? Do the backstops show signs of wear?
Inadequate/Poor Quality Backstop/ Fencing		1			
Adequate/Good Quality Backstop/ Fencing			2		
Excellent Backstop/Fencing				3	
Dugout					
No Dugout	0				Is the dugout covered? Do benches show signs of wear?
Inadequate/Poor Quality Dugout		1			
Adequate/Good Quality Dugout			2		
Excellent Dugout				3	
Bleachers					
No Bleachers	0				Is there enough bleacher seating available? Do bleachers show signs of wear?
Inadequate/Poor Quality Bleachers		1			
Adequate/Good Quality Bleachers			2		
Excellent Bleachers				3	

Figure 54: Scoring Key for Diamond Fields

Rectangle Scoring Key

	0	1	2	3	Considerations
Overall Field Condition					
Inadequate/Poor Quality Field		1			Based on reviewers impression of the field considering multiple factors related to field condition. This may be more subjective than individual elements
Adequate/Good Quality Field			2		
Excellent Quality Field				3	
Turf Quality					
Inadequate/Poor Quality Turf		1			Are there weeds present? Is turf patchy/worn? Is the field a consistent grade or is it undulating/lumpy? Are there areas with extreme wear?
Adequate/Good Quality Turf			2		
Excellent Quality Turf				3	
Synthetic Turf Quality					
No Synthetic Turf	0				
Synthetic Turf Appears to Have Less Than Half of Life Left		1			
Synthetic Turf Appears to Have More Than Half of Life Left			2		
Excellent/New Quality Synthetic Turf				3	
Irrigation					
No Irrigation	0				Does grass area appear to be fully covered? Are there any dry/dead spots?
Inadequate Irrigation		1			
Adequate Irrigation			2		
Excellent Irrigation				3	
Field Lighting					
No Field Lighting	0				Is the lighting LED? Are there sufficient light poles for even light distribution?
Inadequate Quality Field Lighting		1			
Adequate Quality Field Lighting			2		
Excellent Field Lighting				3	
Bleachers					
No Bleachers	0				Is there enough bleacher seating available? Do bleachers show signs of wear?
Inadequate/Poor Quality Bleachers		1			
Adequate/Good Quality Bleachers			2		
Excellent Bleachers				3	
Goals					
No Goals	0				Are there goals present? Do the goals show signs of wear? Are the goals movable?
Inadequate/Poor Quality Goals		1			
Adequate/Good Quality Goals			2		
Excellent Goals				3	
Field Safe Zone					
Not Striped/Marked	0				Is field safe zone clearly marked? Is field safe zone sloped?
Inadequate Field Safe Zone		1			
Adequate Field Safe Zone			2		
Excellent Field Safe Zone				3	

Figure 55: Scoring Key for Rectangular Athletic Fields

	Field	Shape - Rectangle									
Park/School	Field Name	Overall Field Condition	Turf Quality	Synthetic Turf	Irrigation	Field Lighting	Fencing	Bleachers	Goals	Issues with Field Safe Zone	Sum of Scores
Crestwoods Park	Crestwoods Field 3	3	2.5	0	3	0	1	0	2	0	11.5
Juanita Beach Park	Juanita Beach Open Space	1	1	0	0	0	0	0	0	0	2
Terrace Park	Terrace Field	1	1	0	0	0	1	0	0	0	3
International/Community School	International/Community Field	2	2	0	3	0	3	0	1	3	14
Emerson High School	Emerson Field	3	3	0	3	0	3	2	0	3	17
Finn Hill	Finn Hill Football Field	2	2	0	3	0	1	0	2	0	10
Kamiakin	Kamiakin Open Space	1	1	0	3	0	1	0	0	0	6
	Kamiakin Football Field	1	1	0	3	0	1	0	1	0	7
Kirkland Middle School	Kirkland Football Field	1	1	0	3	0	1	1	2	0	9
AG Bell	AG Bell Field 1	1	1	0	0	0	0	0	1	0	3
	AG Bell Field 2	1	1	0	0	0	0	0	1	0	3
Ben Franklin	Ben Franklin Field 1	3	2	0	3	0	1	0	0	0	9
	Ben Franklin Field 2	3	2	0	3	0	1	0	0	0	9
Carl Sandburg	Carl Sandburg Field 1	1	0	0	0	0	2	2	1	0	6
	Carl Sandburg Field 2	1	1	0	0	0	1	0	0	0	3
Helen Keller	Helen Keller Field 1	1	0	0	0	0	2	0	0	0	3
	Helen Keller Field 2	1	0	0	0	0	2	0	1	0	4
John Muir	John Muir Field	1	0	0	0	0	3	0	2	0	6
Juanita Elementary	Juanita Elementary Field 1	2	2	0	3	0	1	0	0	0	8
	Juanita Elementary Field 2	1	1	0	3	0	2	0	1	0	8
Lakeview	Lakeview Field	3	0	3	0	0	3	0	3	3	15
Mark Twain	Mark Twain Field 1	3	3	0	3	0	2	0	2	0	13
Peter Kirk Elementary	Peter Kirk Elementary Field 1	2	3	0	3	0	3	0	2	0	13
	Peter Kirk Elementary Field 2 (eliminated during redevelopment)										
Rose Hill	Rose Hill Field 1	1	1	0	0	0	0	0	0	0	2
	Rose Hill Field 2	2	2	0	2	0	0	0	3	0	9
Robert Frost	Robert Frost Field	2	1	0	0	0	3	0	1	0	7
Thoreau	Thoreau Field 1	1	0	0	0	0	2	0	1	0	4
	Thoreau Field 2	1	0	0	0	0	2	0	0	0	3

Table 26: Rectangle Field Assessment Summary

	Field	Shape - Diamond								
Park/School	Field Name	Overall Field Condition	Infield Condition	Turf Quality	Irrigation	Field Lighting	Backstop/Fencing	Dugout	Bleachers	Sum of Scores
132nd Square Park	132nd Square Park Field 1 (to remain)	2	3	1.5	0	0	2	1.5	2	12
Crestwoods Park	Crestwoods Field 1	2	3	2	3	0	2.5	2.5	2	17
	Crestwoods Field 2	2	3	2	3	0	2.5	2.5	2	17
	Crestwoods Field 4	3	3	3	3	0	3	2.5	2	19.5
Everest Park	Everest Field 1	3	3	2	3	0	3	3	3	20
	Everest Field 2	3	3	2	3	0	3	3	3	20
	Everest Field 3	3	3	3	3	0	3	3	3	21
	Everest Field 4	3	2	3	2.5	0	3	3	3	19.5
Highlands Park	Highlands Field	1	1	1	0	0	2	0	0	5
Juanita Beach Park	Juanita Beach Field 1	1	3	1	0	0	2	2	2	11
	Juanita Beach Field 2	1	2	1	0	0	2	2	2	10
Peter Kirk Park	Peter Kirk Field	3	3	3	3	3	3	3	3	24
Spinney Homestead Park	Spinney Homestead Field	1	1	1	0	0	1	0	0	4
Juanita High School	Juanita HS Field 1	3	3	3	0	0	3	3	3	18
	Juanita HS Field 1.5	3	3	3	0	0	3	3	3	18
	Juanita HS Field 2	3	3	3	0	0	3	3	3	18
	Juanita HS Field 3	3	3	0	0	2	3	3	3	17
Lake Washington High School	Lake Washington Field 1	3	3	3	3	0	3	3	3	21
	Lake Washington Field 2	3	3	3	3	0	0	3	3	18
Finn Hill	Finn Hill Field 1	3	3	3	3	0	3	3	3	21
	Finn Hill Field 2	3	3	3	3	0	3	3	3	21
Kamiakin	Kamiakin Field 1	0	3	1	3	0	3	3	0	13
	Kamiakin Field 2	2	3	1	3	0	3	3	3	18
Kirkland Middle School	Kirkland Field 1	3	3	3	3	0	3	3	3	21
	Kirkland Field 2	3	3	3	3	0	2	1	0	15

Table 27: Diamond Field Assessment Summary

ATHLETIC FIELDS USE

The safe and efficient use of Kirkland's athletic fields requires appropriate maintenance and opportunities for resting the fields to re-grow and regenerate. Without proper maintenance, and/or overuse can lead to improper and unsafe playing surfaces. The quality of athletic fields depends on following best practices, carefully permitting spaces and closely monitoring use. Given the Kirkland's rainy climate, this is critical.

Guidelines for Athletic Field Use

Dr. Don Gardner, Agricultural and Natural Resources Agent, University of Georgia College of Agricultural and Environmental Sciences wrote the article "Field-use capacity: How much play is too much play?" published in the Municipal, October 7, 2014. Dr. Gardner states "The technical problems boil down to field-use capacity imbalance with field construction, management inputs and field-use impacts. The political problems stem from the sports field manager not understanding and/or calculating sports field-use capacity for his fields and effectively communicating the field-use capacity limits up the chain of command and out to users and stakeholders. Provision of good-quality public sports fields is equal parts technical and political expertise."

Grady Mill, in North Carolina State University publication AG-726-W 01/2010 BS, "Maximizing the Durability of Athletic Fields," provides a major tool in linking field-use capacity to play hours with standard inputs, he projects sustained good field conditions with 200 hours of play or fewer per year. **Good field conditions with some thinning of turf and localized wear areas are expected at 400 to 600 hours of use.** Fair field conditions are expected at 800 to 1,000 hours of play. Over 1,000 hours of play will result in significant turf loss, field surface damage and increased potential for athlete injury.

These guidelines assume the implementation of all management inputs to support field health and playability. Few of those managing public sports fields have the political support to limit play hours to match the level of maintenance inputs available to maintain field standards. The challenge remains trying to match play hour to field capacity.

If a field has light field use of 200 hours or fewer per year, evenly spaced over the growing season, a routine maintenance program with two core aerification treatments per year is likely adequate to maintain an excellent quality playing surface. If the number of play hours increases and the maintenance inputs remain the same, the field quality will decrease to the level that existing maintenance supports.

If additional appropriate maintenance inputs are applied to the field to counteract the field-use impact, the quality of the field will recover to the level supported by the management inputs. At a certain point, increased play impacts cannot be overcome by increased management inputs.

ATHLETIC FIELD DEMAND

The consultants compiled data for athletic fields permitted in 2019 and looked at daylight hours available to use non-lighted fields and rental rates to evaluate opportunities to use the current fields. This information is reflected in the findings at the end of this section and recommendations made in the plan. Demand for athletic fields in Kirkland created a need to overschedule at least 18 fields (greater than 600 hours per year) and schedule rectangle fields overlaying diamond fields, that reduced regeneration opportunities. For more detail, please see Appendix N.

To further compound the challenges with athletic fields in Kirkland, field play is often restricted due to hours of sunlight that concentrates use. In addition, many fields are non-regulation size and located at neighborhood parks or at schools where there are limited support services available, such as restrooms, parking, drinking fountains, or bleachers. Traffic in the City also impacts people's willingness to travel that are not nearby.

The highest use fields are located in Peter Kirk Park, Everest Park, Juanita High School, Kirkland Middle School and Lakeview Elementary.

SYNTHETIC TURF CONSIDERATIONS FOR EXPANSION AND ENHANCEMENT OF ATHLETIC FIELDS

Synthetic Turf Considerations

Artificial turf fields can be used year-round and are less susceptible to closure due to rain. As a result, they are typically used 1.7 to 7.7 times more than the current use of Kirkland's existing natural grass fields. Therefore, converting a grass field to artificial turf significantly increases capacity, reduces maintenance costs and provides safer playing conditions.

Comparing the 20-year life cycle costs for natural turf fields and artificial turf fields helps to best demonstrate the cost differences to convert existing fields or build new synthetic fields. Previous case studies have found that, despite the higher up-front and future replacement costs, an artificial turf field can provide a substantially lower net cost per hour of use than any of the natural grass options. Artificial turf fields can accommodate many more hours of potential use

which may help to serve more people and may also generate additional revenue from the extra hours of use. Artificial turf fields can realistically be expected to be scheduled for up to 1,800 hours of use per year compared to the recommended limit of 400-600 hours of use for natural turf fields. In addition, case studies have shown annual maintenance costs for artificial turf can be up to 56% less than natural turf areas. (See Tabela 27, 28, 29, and 30). Additional analysis looking at various scenarios over a 20-year period is in Appendix O.

When the synthetic turf is due for replacement, there are companies that are available to support recycling practices and support the City's sustainability commitment. The average lifecycle and replacement schedule is typically 10 years. There may also be opportunity to re-use the synthetic turf. Some of the most common options include:

- Covering for dog runs and dog parks
- Ground cover for driving ranges
- Floor covering in batting cages
- Control for erosion
- Play area ground covers
- Ground coverings for animal shelters

Comparison of Natural Turf Field and Artificial Turf Life Cycle Costs (20 Year Cycle)

Natural Turf Field (92,000 SF Turf)		Artificial Turf Field (92,000 SF)	
Initial Major Renovation Construction Cost	\$500,000	Initial Major Renovation Construction Cost <i>Assumes \$12/sq.ft. Install, 10% Design, 15% Contingency</i>	\$1,400,000
Refurbishing/Rest Cost - 5 times over 20 years <i>Field refurbishment at year 4, 8, 12, 16 & 20 after initial project</i>	\$325,000 \$65,000	Refurbishing Cost <i>Carpet Replacement (year 12)</i> <i>Assumes \$6.80/sq.ft and \$45K for removal/recycling of infill/turf</i>	\$675,000
Average Maintenance Natural Grass over 20 Years <i>Annual Maintenance Natural Turf every 3 out of 4 years</i> <i>Maintenance costs shifted with refurbishment every 4th year</i>	\$46,625 \$51,500 \$32,000	Average Maintenance Synthetic Turf over 20 Years <i>Annual Maintenance Synthetic Turf for 18 years</i> <i>No maint. 1st year & replacement yr.</i>	\$20,430 \$22,700
20 Year Maintenance Costs <i>15-Year Maintenance Costs w/natural grass</i> <i>Maintenance Costs with Renovation every 4 Years</i>	\$932,500 \$772,500 \$160,000	20-Year Maintenance Costs	\$408,600
20-Year Total Maintenance + Capital	\$1,757,500	20-Year Total Maintenance + Capital	\$2,483,600
<i>Average Maintenance Cost/Year over 20 Years</i>	<i>\$46,625</i>	<i>Average Maintenance Cost/Year over 20 Years</i>	<i>\$20,430</i>
<i>Avg. Annual Cost: Capital +Maintenance</i>	\$87,875	<i>Avg. Annual Cost: Capital + Maintenance</i>	\$103,483.33
Natural Turf Field Use (at recommended rate)		Synthetic Turf Field Use	
<i>32 weeks @ 2 hours per day on weekdays and 5 hours per day on weekends less 15% rain dates</i>		<i>40 weeks @ 6 hours per day on weekdays and 10 hours per day on weekends</i>	
Hours per Week	20	Hours per Week	50
Weeks of Use per Year	32	Weeks of Use per Year	40
Hours Permitted per Year	640	Hours per Year	2,000
Hours per Year minus 15% for Rain	544		
Hours per Year * 20 years	10,880	Hours per Year * 20 years	40,000
Refurbish/rest field every 4 years or 5 times in 20 yrs. Close fields for 20 of 32 playable weeks each time. (20 wks * 20 hrs * 5 rest periods)	2,000	Refurbish field at 12 years. Close for 20 of 40 playable weeks. (20 wks * 50 hrs)	1,000
Total Hours Permitted Use in 20-Year Cycle	8,880	Total Hours Permitted Use in 20-Year Cycle	39,000
Cost per Use	\$198	Cost per Use	\$64
<i>(Total Maint. + Capital)/(Total Permitted Hours in 20-Year Cycle)</i>		<i>(Total Maint. + Capital)/(Total Permitted Hours in 20-Year Cycle)</i>	
Natural Turf Field Use (at the current rate 1600 hours)			
<i>Has usage similar to synthetic turf, but without 4 week extended season on either end)</i>			
<i>32 weeks @ 6 hours per day on weekdays and 10 hours per day on weekends less 15% rain dates</i>			
Hours per Week	50		
Weeks of Use per Year	32		
Hours Permitted per Year	1,600		
Hours per Year minus 15%	1,360		
Hours per Year * 20	27,200		
Refurbish/rest fields every 4 yrs or 5 times in 20 years. Close fields for 12 of 32 playable wks each time. (12 wks * 50 hrs * 5 rest periods)	3,000		
Total Hours Permitted Use in 20-Year Cycle	24,200		
Cost per Use	\$73		
<i>(Total Maint. + Capital)/(Total Permitted Hours in 20-Year Cycle)</i>			

Table 27: Case Studies of Comparisons of Lifecycle Costs of Organic and Synthetic Athletic Fields

ATHLETIC FIELD STRATEGIC PLAN

Natural Grass Itemized Annual Maintenance Costs													
Task	Times/ Year	Labor Hours	Rate (avg hourly + benefits)	Subtotal Labor	Supplies	Subtotal Supplies	Equip.	Depreciation		Fuel (gal)	Fuel Cost Per Year @ \$1.50/gal	Total	
								Per Task	Per Year				
Core Aerate	2	4	\$35.00	\$280.00			Massey	\$50.00	\$100.00	10	\$30.00	\$410.00	
Aerate/Seed	2	5	\$35.00	\$350.00	8lbs (per 1,000 sq.ft) * 113.256 * 1.58 per lb TriRye Seed Mix = \$1,431/application	\$2,864.00	Massey	\$50.00	\$100.00	10	\$30.00	\$3,344.00	
		*note above is 2 persons at 2.5 hours each											
Top Dress	1	12	\$35.00	\$420.00	Compost@ \$1,200	\$1,200.00	Kabota Topdresser	\$50.00	\$50.00	20	\$60.00	\$1,730.00	
		*note above is 2 persons at 6 hours each (would like to increase this to 2X per year)											
Slice Seed & Roll	4	8	\$35.00	\$1,120.00	8lbs (per 1,000 sq.ft) * 113.256 * 1.58 per lb TriRye Seed Mix = \$1,431/application	\$5,728.00	Massey	\$50.00	\$200.00	10	\$60.00	\$7,108.00	
		*note above is 2 persons at 4 hours each											
Fertilizing	3	5	\$35.00	\$525.00	5 lbs (per 1,000) * 113.256 * .28 (per 50 lb bag) = \$158/application	\$475.65	Massey	\$50.00	\$150.00	10	\$45.00	\$1,195.65	
		*note above is 2 persons at 2.5 hours each											
Mowing	45	1	\$35.00	\$1,575.00			Toro	\$50.00	\$2,250.00	10	\$900.00	\$4,725.00	
Field Paint	Spring	20	4	\$35.00	\$2,800.00	2 (5 gal container/ white) @	\$1,980.00	Machine/Truck	\$75.00	\$1,500.00	15	\$450.00	\$6,730.00
	Summer	10	4	\$35.00	\$1,400.00	\$100/5 gal. container	\$990.00	Machine/Truck	\$75.00	\$750.00	15	\$225.00	\$3,365.00
	Fall	20	4	\$35.00	\$2,800.00	\$200	\$1,980.00	Machine/Truck	\$75.00	\$1,500.00	15	\$450.00	\$6,730.00
Humate	1	4	\$35.00	\$140.00	\$20 @ 18 lb/Acre \$840 per application	\$840.00	Massey	\$50.00	\$50.00	10	\$15.00	\$1,045.00	
Renovate Plus	1	5	\$35.00	\$175.00	\$4,140 per application	\$4,140.00	Massey	\$50.00	\$50.00	10	\$15.00	\$4,380.00	
		*note above is 2 persons at 2.5 hours each											
Irrigation	800,000											\$10,700.00	
Annual Turf Maintenance Total												\$51,462.65	
Cost per square foot grass (102,000 sq. ft.)												0.50	

Table 28: Case Study Example Natural Grass Itemized Annual Maintenance Costs

Itemized Annual Maintenance Costs for Synthetic Turf												
Task	Times/ Year	Labor Hours	Rate (avg hourly + benefits)	Subtotal Labor	Supplies	Subtotal Supplies	Equip.	Depreciation		Fuel (gal)	Fuel Cost Per Year @ \$1.50/gal	Total
								Per Task	Per Year			
Inspect & Groom	12	6	\$45.00	\$3,240.00			Massey	\$50.00	\$600.00	10	\$180.00	\$4,020.00
Address Goals	9	4	\$45.00	\$1,620.00			Hand	\$0.00	\$0.00	0	\$0.00	\$1,620.00
Add infill	1	8	\$45.00	\$360.00	\$8,000.00		Massey	\$500.00	\$500.00	10	\$15.00	\$8,875.00
Water					\$900.00							\$900.00
Field Paint	6	4	\$35.00	\$840.00	\$185	\$1,000	Machine/Tr	\$75	\$750	15	\$225	\$2,815.00
Contractors Services	Advanced Grooming, Cleaning & Repair @ \$2,700 Fall Visit: Lg Field Standard Grooming & Cleaning @ \$1,800 Spring Visit: Lg. Field											\$2,700.00 \$1,800.00
Annual Maintenance Total												\$22,730.00

* Industry Recommends Grooming every 80-100 hours of play

Table 29: Case Study Example Itemized Annual Maintenance Costs for Synthetic Turf

Natural Grass Reduced Maintenance Costs every 4 Years due to Renovation												
Task	Times/ Year	Labor Hours	Rate (avg hourly + benefits)	Subtotal Labor	Supplies	Subtotal Supplies	Equip.	Depreciation		Fuel (gal)	Fuel Cost Per Year @ \$1.50/gal	Total
								Per Task	Per Year			
Core Aerate	1	4	\$35.00	\$140.00			Massey	\$50.00	\$50.00	10	\$15.00	\$205.00
Aerate/Seed	1	5	\$35.00	\$175.00	8lbs (per 1000 sq.ft) * 113,256 * 1.58 per lb TriRye Seed Mix = \$1,431/application	\$1,432.00	Massey	\$50.00	\$50.00	10	\$15.00	\$1,672.00
Top Dress	1	12	\$35.00	\$420.00	Compost@ \$1,200	\$1,200.00	Kabota Topdresser	\$50.00	\$50.00	20	\$60.00	\$1,730.00
					* note above is 2 persons at 2.5 hours each							
					* note above is 2 persons at 6 hours each (would like to increase this to 2X per year)							
Slice Seed & Roll	1	8	\$35.00	\$280.00	8lbs (per 1,000 sq.ft) * 113,256 * 1.58 per lb TriRye Seed Mix = \$1,431/ application	\$1,432.00	Massey	\$50.00	\$50.00	10	\$15.00	\$1,777.00
					* note above is 2 persons at 4 hours each							
Fertilizing	1	5	\$35.00	\$175.00	5 lbs (per 1,000) * 113,256 * .28 (per 50 lb bag) = \$158/application	\$158.55	Massey	\$50.00	\$50.00	10	\$15.00	\$398.55
					* note above is 2 persons at 2.5 hours each							
Mowing	16	1	\$35.00	\$560.00			Toro	\$50.00	\$800.00	10	\$900.00	\$2,260.00
Field Paint	Spring Summer Fall	20 8 20	4 4 4	\$35.00 \$35.00 \$35.00	\$2,800.00 \$1,120.00 \$2,800.00	2 (5 gal container / white @ \$792.00 \$1,980.00	\$1,080.00 Machine/Truck Machine/Truck	\$75.00 \$75.00 \$75.00	\$1,500.00 \$600.00 \$1,500.00	15 15 15	\$450.00 \$180.00 \$450.00	\$6,730.00 \$2,692.00 \$6,730.00
Humate	1	4	\$35.00	\$140.00	\$20 @ 18 lb/Acre \$840 per application	\$840.00	Massey	\$50.00	\$50.00	10	\$15.00	\$1,045.00
Renovate Plus	1	5	\$35.00	\$175.00	\$4,140 per application	\$4,140.00	Massey	\$50.00	\$50.00	10	\$15.00	\$4,380.00
					* note above is 2 persons at 2.5 hours each							
Irrigation	800,000 gallons of water per year (wholesale) = 1,070 hcfs at the current rate of 10.00											\$10,700.00
Annual Turf Maintenance Total												\$31,859.55
Cost per square foot grass (102,000 sq. ft.)												0.31

Table 30: Case Study Natural Grass Reduced Maintenance Costs Every 4 Years Due to Renovation

KEY FINDINGS, RECOMMENDATIONS AND PRIORITIES

Key Findings

1. Numerous factors lead to a heavy maintenance load on Kirkland's grass fields and contribute to some of the lower field condition scores

- 18 fields in Kirkland are permitted over 600 hours annually, above recommended number of use hours to maintain turf in good condition
- Only one field (Lee Johnson Field at Peter Kirk Park) has lighting, which concentrates play in fewer hours
- Demand for field space is so high that the City permits rectangular sports to use diamond outfields during off-peak times, further stressing those fields
- Fields are not rested during prime growing/rehabilitation season

- The region receives significant rain which places stress on athletic fields and causes field damage when used while saturated

2. There are not enough available field hours to adequately serve the community

- Participation in youth sports is increasing and the number of youth in the community is expected to increase by over 2,000 by 2026
- Statistics show the number of people playing sports requiring a rectangular field is outpacing the number of people playing sports on diamond fields
- Changing demographics of the community, particularly noticeable with youth, is creating demand for sports that Kirkland is challenged to serve due to limited field space
- A portion of demand for athletic fields is being met through Lake Washington School District fields, which receive heavy daily use during school hours and availability can be unreliable due to school activities/sports programs

3. Field demand and regulation field play are concentrated in a small number of fields
 - Many fields are non-regulation size and located at neighborhood parks or at schools where there are limited support services available, such as restrooms, parking, drinking fountains, or bleachers
 - Hours of use at school district fields are limited, high school fields are virtually unavailable for community use, and field use is increasingly being used for LWSD and affiliated groups' use
 - Traffic impacts people's willingness to travel to fields that are not nearby
4. Field scheduling is complex, challenging, and time-consuming for staff
 - Scheduling software is not robust enough to handle the number of fields, sports, and organizations that Kirkland manages
 - The allocation policy is complex and must be administered manually
5. Community members and City staff are concerned about equity as it pertains to sports fields and field allocations
 - Higher quality, developed fields are not distributed equitably across the City
 - The allocation policy leads to inequities in that established sports generally receive the same number of field hours, or greater, as previous years before new and emerging sports have the opportunity to receive field time
 - Most sports programs are offered by non-profit organizations that set their own policies and practices as it pertains to participants, fees, and scholarships
3. Upgrade low scoring rectangular athletic fields, particularly those with poor turf, for conversion to synthetic turf
4. Upgrade field conditions of diamond fields in areas that have a lower field service level
5. Explore a partnership with King County Solid Waste to further develop Taylor Fields as a park with a sports complex, specifically containing a regulation sized rectangular field that also contains two diamond fields within it
6. Consider reconfiguration of Lee Johnson Field based on a specific master plan for Peter Kirk Park

Operating

1. Explore limiting use of athletic fields to maintain safe and healthy turf conditions for natural fields to allow the fields to rest, which would also increase availability of drop-in self-directed community member play
2. Consider "resetting the bar" for allocations by implementing a new process with all sports entering the new process equally regardless of the previous year's allocations

OPTIONS FOR EXPLORATION

- Lottery system of allocation
- First come first serve
- Eliminating priority sports for fields
- Re-organize tier system and/or allocation priorities
- Re-examine definitions of a Kirkland resident

3. Research field scheduling software for possible implementation
4. Based on neighborhood demographic analysis, utilize City resources & staff to offer sports programs in the areas where community members have traditionally had limited access
5. Consider growing pee-wee sports programs to include new and emerging sports such as rugby, lacrosse, and cricket
6. Consider offering no-fee pee-wee sports programs to increase availability to lower income households
7. Consider introducing adaptive sports programming

Recommendations and Priorities

Capital

1. Based on the results of this study, develop an implementation schedule of field conversions to be integrated into the capital improvement plan
2. Prioritize development of regulation sized rectangular and multi-purpose, synthetic turf, lighted fields

ATHLETIC FIELD STRATEGIC PLAN

Field	Type	Project	Park/School
Crestwoods 3	Rectangular	Convert to rectangular synthetic turf w/lights	Park
Juanita Beach 1/2/3	Diamond	Reconfigure park to have 1 multi-purpose synthetic turf field w/lights	Park
Spinney Homestead	Rectangular/Open field	Rectangular field w/lights	Park
Kamiakin Middle School 1/2	Diamond/Open field	Multi-purpose synthetic turf field w/lights	School
Terrace Park	Open field	Natural grass upgrade	Park
Highlands Park	Open field	Natural grass upgrade	Park
Taylor Fields	Diamond	Multi-purpose synthetic turf w/lights, sports complex	King County Solid Waste
Crestwoods 1/2	Diamond	Reconfigure to multi-purpose synthetic turf field w/lights with two diamond fields (like 132nd)	Park
Crestwoods Park	Rectangular/Diamond	Consider a park re-development (fields 1, 2, 3) to site a sports complex	-

Table 31: Potential Field Conversions and Upgrades

Field	Type	Project
King County Housing Authority parcel on 132nd St, intersection with 136th Ave NE	Rectangular	Field upgrade or conversion to synthetic turf rectangular field
Homeowner Association Parks	Rectangular/Diamond	Natural grass upgrade

Table 32: Consideration of New Fields



SECTION VIII

CAPITAL IMPROVEMENT PLAN AND PRIORITIES

- Priorities For Capital Investment
- Capital Improvement Projects (CIP)
- Implementing The Plan

PRIORITIES FOR CAPITAL INVESTMENT

The consultants recommend that setting priorities for capital investment be based in part on walkable access to parks and spaces, considering the level of service in each of those parks and facilities, and opportunities to meet the needs of those most vulnerable community members.

Using the target values and isolating the lower service areas identified in Section V of this plan, the following analysis suggests possible priorities for future years. Remembering that the study shows a very high level of service for walkable access within a 10-minute walk (1/2 mile), several gaps were identified where the service may not be fully meeting community needs and thus presenting an opportunity to increase the level of service to the community.

This means that residents have access to some opportunities but are not yet at the level that might be considered appropriate. Additional analysis of each of these potential gap areas includes specific demographics of each region. Total population, median household income, diversity index, and crime index are all important factors when prioritizing future improvements or new parkland.

The following map identifies general gap areas with a dashed boundary and a letter. These areas correspond to Table 33. In this table, demographics from each region are identified. Rankings and priorities correlate to an index that considers several of these overall values.



CAPITAL IMPROVEMENT PLAN AND PRIORITIES

Current Service Level	"Priority (by Map Area)"	Map Label	2021 Total Population	2021 Median Household Income	2021 Diversity Index	2021 Total Crime Index	2026 Total Population	Overall Index (#/4)	"Overall Index (1-10 for each category)"
Low Service Area	High	H (a)	3216	\$99,197	63.5	138	3427	100%	29.00
Low Service Area	High	H (b)	2085	\$100,309	59.2	87	2238	75%	15.00
Low Service Area	High	H (c)	1792	\$77,675	68.2	75	1883	75%	22.00
Low Service Area	Moderate	M (d)	4429	\$114,154	56.2	79	4586	50%	13.00
Low Service Area	Moderate	M (e)	3086	\$114,916	44.1	34	3197	50%	10.00
Low Service Area	Moderate	M (f)	1266	\$78,851	57.5	67	1357	50%	11.00
Low Service Area	Moderate	M (g)	1068	\$120,028	66.9	49	1108	25%	9.00
Low Service Area	Moderate	M (h)	1819	\$116,343	50.4	172	2242	50%	8.00
Low Service Area	Lower	L (i)	2614	\$140,752	50.6	47	2734	25%	7.00
Low Service Area	Lower	L (j)	2251	\$188,048	47.6	67	2392	25%	6.00
Low Service Area	Lower	L (k)	1865	\$121,538	50.2	67	1981	25%	4.00
Low Service Area	Lower	L (l)	1450	\$200,001	35.2	25	1534	25%	1.00
Low Service Area	Lower	L (m)	1411	\$150,874	47.1	19	1455	0%	0.00
No Service	Lowest		671	\$200,001	40.4	37	712	0%	0.00
No Service	Lowest		153	\$200,001	32.7	25	162	0%	0.00
Low Service Area	Lowest		966	\$151,931	47.4	236	1096	25%	9.00
Low Service Area	Lowest		784	\$140,425	45	38	822	0%	0.00
Low Service Area	Lowest		606	\$115,948	52.6	173	762	50%	8.00
Low Service Area	Lowest		566	\$151,903	47.3	236	642	25%	8.00
Low Service Area	Lowest		502	\$137,200	48.8	51	529	0%	0.00
Low Service Area	Lowest		439	\$123,655	41.5	133	484	25%	3.00
Low Service Area	Lowest		412	\$116,971	48.6	59	440	0%	0.00
Low Service Area	Lowest		292	\$140,400	60.4	129	315	50%	7.00
Low Service Area	Lowest		203	\$121,006	59.6	128	205	50%	5.00
Low Service Area	Lowest		157	\$140,747	61	121	168	25%	6.00
Low Service Area	Lowest		156	\$112,410	57.2	24	160	50%	5.00
Low Service Area	Lowest		141	\$101,314	62.2	86	144	50%	13.00
Low Service Area	Minimal Population		33	\$112,233	52.9	24	34	25%	5.00
Low Service Area	Minimal Population		27	\$117,470	54.1	48	29	0%	0.00
Low Service Area	Minimal Population		9	\$120,000	50.5	173	11	25%	6.00
Low Service Area	Minimal Population		5	\$200,001	32	91	6	0%	0.00
Low Service Area	Minimal Population		2	\$125,000	0	280	4	25%	10.00
Low Service Area	No Population		0	0	0	0	0		
Low Service Area	No Population		0	0	0	0	0		
No Service	No Population		0	0	0	0	0		
Low Service Area	No Population		0	0	0	0	0		
Red shade indicates top 10 by category									

Table 33: Priority Areas for Capital Investment

Priorities Based on Walkable Access (10-min)

Kirkland, Washington

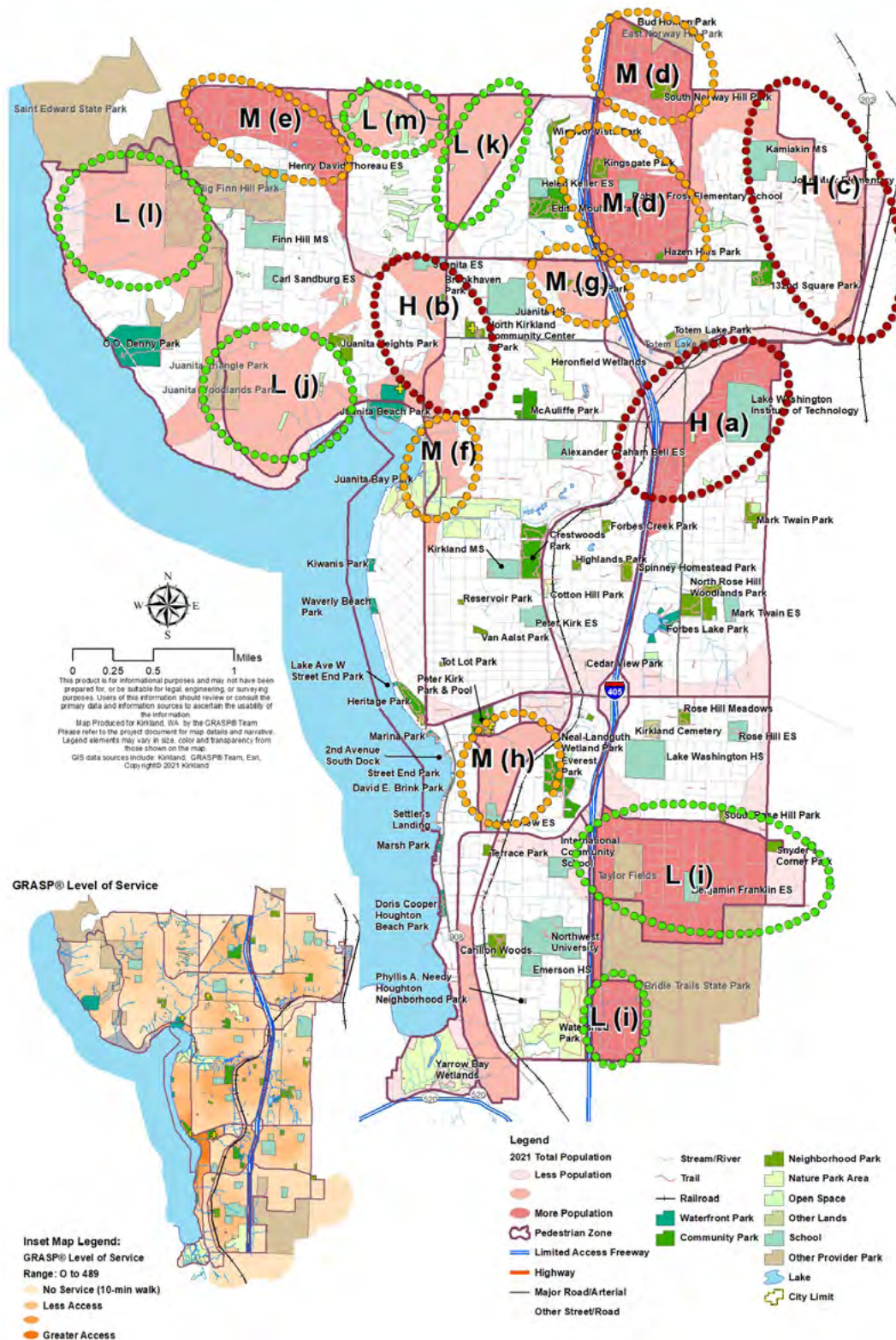


Figure 60: Priorities Based on Walkable Access (10-min)

CAPITAL IMPROVEMENT PLAN AND PRIORITIES

Within each priority region, existing parks or properties have also been identified. Their corresponding priority area from the map is included. In the following table each property is evaluated for:

- Level of service of the area
- An initial priority for each park/property
- Upgrade potential of existing components
- Additional components opportunities
- Property acres and other factors as noted

Corresponding Priority Map Area	Area Map Label	Priority based on park and proximity	Map ID	Open Space	Classification	Comments	LOS Comments	City Comments	CIP List	Current GRASP® Score	Acres
High Priority Area	H (b)	H	L049	Brookhaven Park	Neighborhood Park	May have room to add components	Fairly isolated area			9	1.0
High Priority Area	H (b) L (j)	H	L043	Juanita Beach Park*	Waterfront Park	Consider improving and adding components to serve neighborhood. Also consider better addressing pedestrian barrier to the main part of park	Back side of park could better serve neighborhood		PKC 11902	88*	21.9
Medium Priority Area	M (d)	M/H	L071	South Norway Hill Park	Neighborhood Park	Consider development as park and added components	Underdeveloped parcel in residential neighborhood		PKC 14100	18	9.8
Medium Priority Area	M (d)	M/H	L070	Kingsgate Park	Neighborhood Park	Consider development as park and added components	Underdeveloped parcel in residential neighborhood		PKC 13600	7	6.9
Medium Priority Area	M (d)	M/H	L092	Hazen Hills Park	Neighborhood Park	Minimal developed but has room	Underdeveloped parcel in residential neighborhood			4	1.3
Medium Priority Area	M (f)	M	L044	Juanita Bay Park	Natural Park	Could serve some low scoring area	Parts of park are in low scoring area			38	110.8
Medium Priority Area	M (d)	L/M	L013	Bud Homan Park	Neighborhood Park	Close to East Norway Hill Park	Fairly isolated area			7	2.2
Medium Priority Area	M (g)	L/M	L041	Josten Park	Neighborhood Park	Poor access and minimal street frontage	Central to low served area in residential			6	0.9
Low Priority Area	L (i)	M/H	L073	Snyder's Corner Park	Neighborhood Park	Consider development as park and added components. Does have fairly significant ped barriers around	Underdeveloped parcel in residential neighborhood		PKC 12400	3	4.5
Low Priority Area	L (i)	M/H	L045	South Rose Hill Park	Neighborhood Park	Consider development as park and added components	Underdeveloped parcel in residential neighborhood			19	2.2
Low Priority Area	L (j)	L/M	L085	Juanita Heights Park	Neighborhood Park	Consider additional components in NW corner	Touches low scoring area		PKC 13510	7	10.7
Very Low Priority Area		L	L074	Cedar View Park	Neighborhood Park	Limited room to add components	Isolated and small		PKC 14400	3	0.2
Very Low Priority Area		L	L088	Yarrow Bay Wetlands	Natural Park	Likely very limited additional development possible	Minimal residential nearby		PKC 12800	9	74.2

Table 34: Priority Areas for Capital Investment

Open space and undeveloped properties in the following table may provide additional land that could contribute to the service in a gap area. Many of these have limited public access opportunities or are very small.

Corresponding Priority Map Area	Area Map Label	Priority based on park and proximity	Map ID	Open Space	Classification	Comments	LOS Comments	City Comments	CIP List	Current GRASP® Score	Acres
High Priority Area	H (c)	M/H	L128	KG2	OS	Could serve neighborhood	Appears to be a utility site like water tower?			7	2.5
High Priority Area	H (a)	M	L002	NRH4	OS	Limited access	Could be developed but limited access. Stormwater park with loop trail with access from both sides			2	1.1
Medium Priority Area	M (d)	L	L093	KG1	OS	See Bud Homan	Connects to Bud Homan			2	0.0
Low Priority Area	L (j)	M	L015	FH4	OS	Could add to service	Good street front			3	0.8
Low Priority Area	L (k)	M/H	L014	JU4	OS	Could serve neighborhood	Small but does have access			3	0.7
Low Priority Area	L (j)	L/M	L011	FH5	OS	Room to develop but near large lot residential	South end is low score area			3	1.9
Low Priority Area	L (j)	L	L009	FH7	OS	Based on current access limited possibilities	No street access			3	2.0
Low Priority Area	L (k)	L/M	L081	Wiviott Property	OS	In residential area	Small corner lot			3	0.7
Very Low Priority Area		L/M	L034	Open Space 25	OS	Near FH8	Good street front			3	1.2
Very Low Priority Area		L/M	L027	Open Space 3	OS	Near OS 7	Does have some street access but small			3	1.5
Very Low Priority Area		L/M	L033	Open Space 18	OS	Near OS 13	Street front but small			2	0.2
Very Low Priority Area		L/M	L032	Open Space 13	OS	Does have a few access points	Mostly drainage behind houses			3	6.1
Very Low Priority Area		L	L021	Open Space 10	OS	Could add components to west side	Mostly higher scoring			3	6.3
Very Low Priority Area		L/M	L029	Open Space 2	OS	Near OS 3 & 7	Does have some street access but small			2	0.8
Very Low Priority Area		L/M	L028	Open Space 7	OS	Near OS 2 & 3	Largest of the 3 parcels but this one has no street connection			3	8.0
Very Low Priority Area		L/M	L091	FH8	OS	Good street frontage	Small			3	0.4
Very Low Priority Area		L	L012	FH3	OS	Near HOA park	In current low service area but limited			3	0.1
Very Low Priority Area		VL	L098	TL3	OS	Hidden in industrial area	Industrial area			3	1.1

Table 34: Priority Areas for Capital Investment

CAPITAL IMPROVEMENT PLAN AND PRIORITIES

Schools within these gap areas were also evaluated for the potential to increase service to the surrounding neighborhood. Several are or could be important supplements to the neighborhoods they serve. They are listed in the following table:

Corresponding Priority Map Area	Area Map Label	Priority based on park and proximity	Map ID	Open Space	Classification	Comments	LOS Comments	City Comments	CIP List	Current GRASP® Score	Acres
High Priority Area	H (b)	H	L101	Juanita Elementary School	School	Near Brookhaven Park	In low score area with high priority			10	2.0
High Priority Area	M (d)	H	L116	Robert Frost Elementary School	School	Near Kingsgate	In the middle of low score area			11	9.7
High Priority Area	H (c)	M	L115	Kamiakin Middle School	School	May impact low score area	High population area may be impacted		PKC 13320	14	25.2
High Priority Area	H (c)	M	L114	John Muir Elementary	School	Limited impact on low score area	Similar to Kamiakin Middle School			9	9.8
High Priority Area	H (a)	M	L113	Lake Washington Institute of Technology	School	Could serve residential to North and West	May have limited amenities for public			2	59.4
Medium Priority Area	M (h)	M	L109	Lakeview Elementary School	School	May already serve neighborhood?				12	1.5
Low Priority Area	L (i)	L	L110	Benjamin Franklin Elementary School	School	Are some parks in the area including Taylor Fields and Bridle Trails	Central to the low score area			11	5.5
Very Low Priority Area		VL	L129	International Community School	School	Could serve neighborhood	On edge or low score area			13	10.5

Table 34: Priority Areas for Capital Investment

CAPITAL IMPROVEMENT PROJECTS (CIP)

Currently, the Department's CIP budget includes 14 projects with a total cost of \$17.7 million. The Department had previously identified an additional 34 projects at a cost of \$170.5 million that were unfunded. The CIP lists are in Table 35a and b and includes both funded and non-funded projects that total \$324,757,900.

Project Number	Project Title	Total
PKC 04900	Open space, park land & trail acquisition grant match program	100,000
PKC 0660	Parks, play areas & accessibility enhancements	1,370,000
PKC 13310	Dock and shoreline renovations	2,625,000
PKC 13320	City-school playfield partnership	400,000
PKC 13330	Neighborhood park land acquisition	5,180,000
PKC 15100	Park facilities life cycle projects	1,030,800
PKC 15200-OO	Denny park improvements - picnic shelter	275,000
PKC 15400	Indoor recreation & aquatic facilities study	160,000
PKC 15500	Green loop master plan & acquisition	2,400,000
PKC 15600	Park restrooms renovation/replacement program	1,583,000
PKC 15700	Neighborhood park development program	300,000
PKC 15900	Off-leash dog areas	1,869,600
PKC 16100	Mcauliffe park sanitary sewer	325,000
PKC 16200	Wayfinding and park signage program plan	700,000
PKC 16300	Trail master plan	320,000
PKC 16900	Marina park dock & shoreline renovations	1,000,000
PKC 17000	ADA compliance upgrades	120,000
PARKS Funded Total		19,758,400

Table 35a: Kirkland Parks and Community Services CIP List - Funded

CAPITAL IMPROVEMENT PLAN AND PRIORITIES

Project Number	Project Title	Total
PKC 11400	Mark Twain Park Renovation Plan and Development	96,000
PKC 11600	Lee Johnson Field Artificial Turf Installation	6,400,000
PKC 11902	Juanita Beach Park Development Phase II	12,800,000
PKC 12210	Indoor Aquatics and Recreation Facility Construction	96,000,000
PKC 12400	Snyder's Corner Park Master Plan and Development	128,000
PKC 13800	Everest Park Restroom/Storage Building Replacement	2,304,000
PKC 14900	Taylor Playfields-Former Houghton Landfill Site Master Plan	384,000
PKC 15000	North Kirkland Community Center Renovation & Expansion Plan	130,000
PKC 16600	Brink Park Building Renovation	100,000
PKC 16800	Spray Park	1,500,000
NEW	Skate Park Feasibility and Location Study	75,000
NEW	Crestwood Park Fields Conversion to Synthetic Turf	9,100,000
NEW	Park Specific Master Plan for Peter Kirk Park and Siting/ Location For Lee Johnson Field	75,000
NEW	Land Acquisition and Development for a Community Park In North Kirkland (15 Acres)	58,500,000
NEW	Upgrade Rectangle Fields at Spinney Homestead Park and Terrace Park To Synthetic Turf with Lights	4,800,000
NEW	Upgrade Diamond Fields at Highlands Park and Juanita Beach Park To Synthetic Turf with Lights	4,800,000
NEW	Add Outdoor Fitness Gyms in three Parks To Be Determined	750,000
NEW	Safety and Security Upgrades	200,000
NEW	Add ADA Kayak Launch Opportunities at two Waterfront Parks	156,000
NEW	All-Inclusive Playground	1,950,000
NEW	Disc Golf Course Feasibility and Construction at Juanita Bay Park	97,500

CAPITAL IMPROVEMENT PLAN AND PRIORITIES

Project Number	Project Title	Total
NEW	Construct New Pickleball Courts	97,500
PKC 09510	Heritage Park Development - Phase III & IV	5,120,000
PKC 09700	Reservoir Park Renovation Plan	150,000
PKC 10800	McAuliffe Park Development	9,000,000
PKC 11300	Spinney Homestead Park Renovation Plan and Development	120,000
PKC 11500	Terrace Park Renovation Plan and Development	75,000
PKC 12600	Watershed Park Master Plan	128,000
PKC 12700	Kiwanis Park Master Plan	96,000
PKC 12800	Yarrow Bay Wetlands Master Plan	256,000
PKC 12900	Heronfield Wetlands Master Planning & Development	160,000
PKC 13510	Juanita Heights Park Master Plan	125,000
PKC 13600	Kingsgate Park Master Plan and Development	192,000
PKC 13903	Totem Lake Park Phase III: South Side CKC Enhancements and West Boardwalk	5,120,000
PKC 14100	South Norway Hill Park Site Master Plan	125,000
PKC 14300	Marsh Park Restroom Replacement	108,800
PKC 14400	Cedar View Park Improvement Plan	76,000
PKC 14500	Environmental Education Center	750,000
PKC 14800	Forbes House Renovation & Historic Preservation Plan	86,000
PKC 16400	Peter Kirk Park - Fencing and Drainage Improvements	250,000
PKC 16500	Peter Kirk Park - Skate Park Upgrades	500,000
PKC 16700-00	Denny Park Improvements - Sand Volleyball	75,000
NEW	ADA Phase 1 (2023)	1,300,000
NEW	ADA Phase 2 (2024)	1,300,000
NEW	ADA Phase 3 (2025)	1,430,000

CAPITAL IMPROVEMENT PLAN AND PRIORITIES

Project Number	Project Title	Total
NEW	ADA Phase 4 (2026)	1,560,000
NEW	ADA Phase 5 (2027)	1,690,000
NEW	Park Playgrounds, Sports Courts and Amenity Repair, Replacement and Additions Phase 2	1,000,000
NEW	Convert Three Restrooms to Self-Cleaning	585,000
NEW	Add Small Playgrounds at Marsh Park and Marina Park	780,000
NEW	Cricket and Rugby Field Opportunities Feasibility Study	75,000
PKC 05610	Forbes Lake Park Development and Connections to 85th St SAP	7,680,000
NEW	Recreation Centers (Small, Neighborhood) Construction	32,500,000
NEW	NE 85th SAP Parks Acquisition & Development Opportunity Fund	5,000,000
NEW	Linear Parks Partnering with Active Transportation and Greenways Projects (20 Miles of Trails)	39,000,000
NEW	CKC Enhancements and Future Development	5,000,000
NEW	Blue Lighting Security System Along CKC	32,500
NEW	Self Service Bike Repair at Selected Community Parks and along CKC (5 Locations)	97,500
NEW	Additional Seating and Picnic Tables at Rose Hill Park	97,500
PARKS Unfunded Total		322,083,300

Table 35b: Kirkland Parks and Community Services CIP List – Unfunded

IMPLEMENTING THE PLAN

This plan outlines specific goals, objectives and actions that can be fully implemented given appropriate community engagement, transparent decision-making and sufficient resources (funding, staffing, etc.). Some best practices for implementing this plan include:

Leading

- Internal task force groups specific to individual objectives and action items (made up of front-line staff with one supervisor/manager)

Reporting

- Annual reporting on plan progress
- Include implementation status in monthly reports to the public, which showcases accomplishments and project status
- Quarterly implementation review and share status at all-staff meetings
- Quarterly reporting on plan status to the Park Board

Additionally, results and findings from the PROS Plan 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, outdoor recreation opportunities, and more free or non-fee-based special events. In response to hearing these needs expressed by the community, City Council adopted a new work plan item at the March 1, 2022 City Council meeting through R-5514. The new work plan item reads:

Explore potential comprehensive Parks ballot measure options to be placed before Kirkland voters in 2023 for the purpose of maintaining and expanding natural areas, open spaces, aquatic and recreational facilities, and program 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. As part of this direction, staff created the following possible funding mechanisms for consideration.



CAPITAL IMPROVEMENT PLAN AND PRIORITIES

Ballot Measure Type (Revenue Source)	Vote Required	Could be used for:			Duration	Limitations on Revenue Source
		Capital	O&M	Notes about use		
"One-bump" Single-Year* Property Tax Levy Lid Lift	50% + 1	×	×	Any lawful government purpose. Purpose does not need to be specified in ballot measure.	Temporary or permanent. Limit 9 years if used for debt service on bonds.	Can increase by more than 1% for first year. Future years limited to 1% annual increase.
Multi-Year* Property Tax Levy Lid Lift	50% + 1	×	×	Any limited purpose stated in the ballot measure. No supplanting: Cannot be used to pay for existing programs.**	Temporary or permanent Permanent: increases by more than 1% for 6 years, then only increases by 1% in remaining years. Limit 9 years if used for debt service on bonds .	Can increase by more than 1% for up to 6 years. After 6 years, limited to 1% annual increase. Ballot states total tax rate for year 1 and maximum "limit factor" which total levy amount may not exceed. The limit factor can differ each year.
Excess Property Tax Levy Measure/ General Obligation Bond	60% with validation ***	×		Can only be used for capital.	Collected for as many years as necessary to repay bonds, often 20+ years depending on initial structure of bonds.	No 1% limit. Levy amount for each year calculated to repay the exact amount of debt for that year. Calculated according to length of obligation and associated amortization schedule prepared at the time of the bond sale.

Ballot Measure Type (Revenue Source)	Vote Required	Could be used for:			Duration	Limitations on Revenue Source
		Capital	O&M	Notes about use		
Metropolitan Park District (MPD)	50% + 1	×	×	Depends on funding mechanism. If using excess property tax levy/ bonds for capital expenses, subject to 60% with validation. In 2017, Kirkland championed a successful change in state law that allows an MPD to be capped in response to community concerns about the MPD.	Once created an MPD is an independent governing body and has junior taxing district authority. Duration of taxing impact depends on specific taxing mechanism. The governing board can be the City Council or an independent board.	Statutory maximum levy amount is \$0.75/\$1,000 of assessed property tax valuation, but this maximum levy amount may be set at a lower level in the initial MPD formation ballot measure.****

Notes:

O&M: Operating and Maintenance

*Note about “years” in type of levy lid lift: A good way to think of the difference between “single-year” and “multi-year” lid lifts is: How many years can your total levy increase by more than 1%? With a single-year lid lift, you can exceed the 1% annual limit for one year only, and then future increases are limited to 1% (or inflation) for the remainder of the levy. With a multi-year lid lift, you can exceed the 1% annual limit for up to 6 consecutive years. Both of these types of levy lid lifts can be temporary or permanent. More details: [MRSC Levy Lid Lifts](#).

**Supplanting allowed if levy funds would be replacing lost funding due to lost federal funds or state grants/loans.

***Validation: 40% voter turnout based on the prior year General Election voter turnout.

**** State law changed in 2017 with [SSB 5138](#) to allow voters to set a maximum levy amount in the initial ballot measure. This provision was not in place when Kirkland voted on establishing a MPD in 2015. See [RCW 35.61.210](#).

Resources

Municipal Research and Services Center (MRSC) is a nonprofit organization in Washington that provides legal and policy guidance to local governments across the state. Their resources are comprehensive and useful when evaluating what types of revenue sources may be best for a local City. Information summarized in this table comes from:

- [MRSC Metropolitan Park Districts](#)
- [MRSC Levy Lid Lifts](#)
- March 2022 [Revenue Guide for Washington Cities and Towns](#) – very detailed
- 2013 MRSC post written by Tracey Dunlap, Deputy City Manager, Special Projects: [Lessons Learned from Two Successful Levy Lid Lifts](#) (in Kirkland)