

KIRKLAND PARK BOARD REGULAR MEETING

Date: May 8, 2019 Time: 7:00 p.m.

Place: Council Chambers, City Hall

The mission of the Park Board shall be to provide policy advice and assistance to the Department of Parks and Community Services and City Council in order to ensure the effective provision of Parks and Community Services programs and facilities to the residents of the City of Kirkland.

AGENDA

- 1. CALL TO ORDER
- 2. ROLL CALL
- 3. APPROVAL OF MINUTES

March 13, 2019 April 10, 2019 5 minutes

- 4. ITEMS FROM THE AUDIENCE
- 5. **BUSINESS ITEMS**
 - a. Parks Service Levels and Maintenance Standards

20 minutes

Action: Update Only

b. Department Policy Development Introduction

45 minutes

- Action: Discussion
- c. Park Board Park & Park Facility Naming Procedures

 Action: Discussion

20 minutes

d. Juanita Beach Park Art Committee

5 minutes

Action: Select Park Board Member for Committee

6. **COMMUNICATIONS**

30 minutes

- a. Correspondence
- b. Department Monthly Report

Alternate Formats: Persons with disabilities may request materials in alternative formats. Persons with hearing impairments may access the Washington State Telecommunications Relay Service at 711.

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- c. Staff Updates and Information
- d. Park Board Member Reports
- e. Comments from the Chair

7. GOOD OF THE ORDER

8. ADJOURNMENT Estimated meeting completion: 9:05 p.m.

Next Park Board Meetings: June 12, 2019 July 10, 2019

<u>Upcoming Neighborhood Meetings: www.kirklandwa.gov/neighborhoods</u>

Neighborhood	Frequency	May Meetings	June Meetings
Central Houghton Heather McKnight	Second Tuesday of odd months (No summer or December meetings)	May 23, 7pm Houghton Fire Station	No June Meeting
Everest Mike Holland	Fourth Tuesday odd months (No summer meetings)	May 28, 7pm Houghton Fire Station	No June Meeting
Evergreen Hill Rosalie Wessels	Third Wednesday of every month (No meetings in November, December, July, and August)	May 15, 7pm Friends of Youth	June 19, 7pm Friends of Youth
Finn Hill Amanda Judd	meets as needed	May 15, 7pm	No June Meeting Scheduled
Highlands Richard Chung	Third Wednesday odd months (November–May)	May 15, 7pm PW Maintenance Center	No June Meeting
Juanita Rosalie Wessels	Second Monday of odd months (No summer meetings)	May 13, 7pm Kirkland Justice Center	No June Meeting
Lakeview Unassigned	Inactive - No meetings at this time.	No May Meeting Scheduled	No June Meeting Scheduled
Market Uzma Butte	Third Wednesday odd months (No summer meetings)	May 15, 7pm Heritage Hall	No June Meeting
Moss Bay Richard Chung/ Amanda Judd	Second Monday odd months (No summer meetings)	May 13, 7pm Heritage Hall	No June Meeting
Norkirk Daniel Triplett	First Wednesday even months (No summer meetings)	No May Meeting	No June Meeting
North Rose Hill Uzma Butte	Third Monday of every month (No July or December meetings)	May 20, 7pm Rose Hill Fire Station	June 17, 7pm Rose Hill Fire Station
South Rose Hill/Bridle Trails Susan Baird-Joshi	Second Tuesday odd months (No summer meetings)	May 14, 7pm Lake Washington Methodist Church	No June Meeting
Totem Lake unassigned	Inactive - No meetings at this time.	No May Meeting Scheduled	No June Meeting Scheduled

KIRKLAND PARK BOARD Minutes of Regular Meeting March 13, 2019

1. CALL TO ORDER

The March 13, 2019, Park Board Regular meeting was called to order at 7:01 p.m. by Chair Rosalie Wessels.

2. ROLL CALL

Members Present: Chair Rosalie Wessels, Kevin Quille, Uzma Butte, Richard Chung and Susan Baird-Joshi

Members Absent: Jason Chinchilla, Kobey Chew

Staff Present: Jason Filan, Linda Murphy, Mary Gardocki, John Lloyd, Jim Lopez, Lynn Zwaagstra and Jairid Hoehn

Recording Secretary: Heather Lantz-Brazil

3. APPROVAL OF MINUTES

The February 13, 2019 meeting minutes were presented. Ms. Baird-Joshi moved to approve the minutes. Seconded by Mr. Quille. The motion carried (5-0).

4. ITEMS FROM THE AUDIENCE

5. BUSINESS ITEMS

a. Election of Vice-Chair

Mr. Quille moved to nominate Ms. Butte for the Vice Chair position. No member seconded. Mr. Chung moved to nominate Ms. Baird-Joshi. No member seconded. Ms. Baird-Joshi moved to table the Election of Vice-Chair until a later date. Mr. Chung seconded. The motion carried (5-0). The Board scheduled the Election of Vice-Chair for the April Park Board Regular Meeting.

b. Off-Leash Dog Outreach Report

Ms. Gardocki presented the history of initiatives in response to years of community interest in creating opportunities for off-leash dog activity. Mr. Lopez presented the culmination of off-leash dog outreach and the findings. Staff responded to questions from the Board.

Mr. Chung moved that the Board recommends that staff proceed with developing options for off-leash dog opportunities that include various configurations for fenced and non-fenced options for further consideration by the Park Board and Council. Ms. Butte seconded the motion.

Ms. Baird-Joshi moved to amend the motion to include "with focus on areas underserved". Ms. Butte seconded the amendment. The amended motion carried (4-1).

Mr. Quille moved to add "pilot" after "developing" and strike "fenced" to the amended motion. Ms. Wessels seconded. The motion did not carry (1-4).

Mr. Chung moved to strike "fenced and non-fenced" from the amended motion. Ms. Baird-Joshi seconded. The motion carried (5-0).

Ms. Wessels moved for a vote on the original motion as amended. The motion carried (5-0).

"The Park Board recommends that Staff proceed with developing options for off-leash dog opportunities that include various configurations for options for further consideration by the Park Board and Council with a focus on areas underserved."

c. ADA Outreach Plan

Mr. Lopez presented the City's Americans with Disabilities Act (ADA) Transition Plan civic engagement process and key stakeholders. Staff responded to questions from the Board.

d. Sinking Fund Project Updates

Mr. Filan presented an update on the initial started and completed 2018 Sinking Fund Projects and a preview of planned sites for 2019. Staff responded to questions from the Board.

6. COMMUNICATIONS

a. Correspondence

The Board discussed a draft letter to the City Planner in support of the Juanita Beach Bathhouse Renovation Project. The Board agreed upon minor changes to enhance the letter. Mr. Quille moved for the Chair to sign the letter on behalf of the Board. Seconded by Ms. Baird-Joshi. The motioned carried (5-0).

b. Department Monthly Report

The Board was provided an updated department monthly report and provided feedback to Staff. Staff responded to questions from the Board.

c. Staff Updates and Information

a) RFO results for Park Vendors & Concessionaires

Ms. Murphy presented the 2019 contracts for Food and Recreation Waterfront Activities.

b) Updated PCS Org Chart

The Board was provided an updated 2019 Parks and Community Services organizational chart with highlighted newly funded positions.

c) Park Board/PCS staff Meet and Greet/BBQ

Staff will develop plan for a meet and greet with Park Board to be presented at the next regular meeting in April.

d) Neighborhood Liaison Update

Staff provided the Board a memo of the current Neighborhood Liaison assignments. Unassigned neighborhoods will be assigned once all Board positions are appointed.

d. Park Board member reports

Mr. Quille – Suggested the Board visit the Meydenbauer Beach Park in Bellevue, WA.

Ms. Butte – Nothing to report.

Ms. Baird-Joshi – Nothing to report.

Mr. Chung – Attended the Moss Bay Neighborhood meeting and talked about the role of the Park Board in general, the role of neighborhood liaisons, David Brink Park, Off-Leash Dog Parks, Juanita Beach, and Totem Lake Park.

Ms. Wessels – Attended the Finn Hill Neighborhood meeting.

e. Comments from the Chair

Announced the Volunteer Appreciation Dinner on April 9th at the Kirkland Performance Center.

7. GOOD OF THE ORDER

8. ADJOURNMENT

Mr. Quille moved to adjourn the meeting. Seconded by Ms. Baird-Joshi. The motion carried (5-0). The meeting was adjourned at 9:30 p.m.

Lynn Zwaagstra, Director
Parks and Community Services
Rosalie Wessels, Chair
Park Board

KIRKLAND PARK BOARD Minutes of Regular Meeting April 10, 2019

1. CALL TO ORDER

The April 10, 2019, Park Board Regular meeting was called to order at 7:03 p.m. by Chair Rosalie Wessels.

2. ROLL CALL

Members Present: Chair Rosalie Wessels, Mike Holland, Amanda Judd, Heather McKnight, Susan

Baird-Joshi, Daniel Triplett

Conference call participants: Uzma Butte and Richard Chung

Staff Present: Jason Filan, Linda Murphy, John Lloyd, Lynn Zwaagstra

Recording Secretary: Heather Lantz-Brazil

3. APPROVAL OF MINUTES

The March 13, 2019 meeting minutes were presented. Mr. Chung suggested the following edits:

Section 5b. – Include the final motion and change "cared" to "carried" Section 5d. – change "start" to "started"

6c. (d). – capitalize the word "board"

The Board tabled approval of the March 13, 2019 meeting minutes.

4. ITEMS FROM THE AUDIENCE

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5. BUSINESS ITEMS

a. Election of Vice-Chair

Mr. Chung moved to nominate Susan Baird-Joshi for Vice-Chair. Seconded by Ms. Judd and Ms. Butte. The motion carried (8-0).

b. Shoreline Master Plan Updates

Christian Geitz, City Planner, briefed the Board on park-related amendments to the Kirkland Shoreline Master Program policies and regulations. Staff summarized the key issues and the project schedule. Staff answered questions from the Board.

c. Kirkland Parks Foundation

The Board met with representatives, Sally Otten and Dana Nunnelly from the Kirkland Parks Foundation and discussed the potential for a partnership. Ms. Otten, Ms. Nunnelly, and Staff answered questions from the Board.

Ms. Wessels moved for the Board to support the Kirkland Parks Foundation by adding a semiregular business item to the Board's agenda to meet with the Foundation. Seconded by Ms. McKnight. The motion carried (8-0).

d. City Council Study Session Prep

Staff and the Board discussed the agenda for the joint Park Board and City Council Study Session scheduled for 6 p.m. on May 7, 2019.

e. Neighborhood Liaison Assignment Updates

The Board discussed and assigned neighborhood liaison representative appointments.

Central Houghton – Heather McKnight
Everest – Mike Holland
Evergreen Hill – Rosalie Wessels
Finn Hill – Amanda Judd
Highlands – Richard Chung
Juanita – Rosalie Wessels
Lakeview – unassigned
Market – Uzma Butte
Moss Bay – Richard Chung/Amanda Judd
Norkirk – Daniel Triplett
North Rose Hill – Uzma Butte
South Rose Hill/Bridle Trails – Susan Baird-Joshi
Totem Lake – unassigned

f. Pickleball Court Conversion

Mr. Filan briefed the Board on the background information for the Everest Park Pickleball potential renovation project. Staff answered questions from the Board.

Ms. Baird-Joshi moved that Staff proceed with the conversion of the tennis court at Everest Park into three dedicated pickleball courts. Seconded by Ms. Butte.

Mr. Holland moved to amend the original motion to include communication with the Chair of the Everest Neighborhood Association about their concerns on the topic. Seconded by Ms. Baird-Joshi. The amendment passed (8-0).

The original motion as amended reads, "The Board recommends Staff proceed with the conversion of the tennis court at Everest Park into three dedicated pickleball courts after consultation with the Chair of the Everest Neighborhood Association." The motion carried (8-0).

g. Park Board Member Mentors

The Board discussed creating a mentor program to support new Board members. Mentor/Mentee groups:

Heather McKnight and Uzma Butte Mike Holland and Richard Chung Daniel Triplett and Susan Baird-Joshi Amanda Judd and Rosalie Wessels

6. COMMUNICATIONS

- a. Correspondence
- b. Department Monthly Report
- c. Staff Updates and Information
- d. Park Board member reports

Ms. Baird-Joshi – Attended the Everest Neighborhood meeting discussion on parking and gates at Everest Park.

Ms. Wessels – Attended the Evergreen Hill Neighborhood meeting discussion on the 132nd Square Park masterplan process and kick-off event for the masterplan process.

e. Comments from the Chair

7. GOOD OF THE ORDER

8. ADJOURNMENT

Ms. Baird-Joshi moved to adjourn the meeting. Seconded by Mr. Triplett. The motion carried (8-0). The meeting was adjourned at 9:47 p.m.

Lynn Zwaagstra, Director
Parks and Community Services
Rosalie Wessels, Chair
Park Board



MEMORANDUM

To: Park Board

From: John Lloyd, Deputy Director

Jason Filan, Parks Manager

Date: May 8th, 2019

Subject: Parks Service Levels & Maintenance Standards

RECOMMENDATION

That the Park Board receive information about Park Service Levels and Maintenance Standards as they relate to the current park system. This document is an attempt at articulating current levels of service, standards, and practices.

BACKGROUND

The Parks Maintenance division over time has developed a set of defined service levels to provide clear operational standards and to effectively communicate the current practices of the division. Service levels are a definition of what gets done in each park and with what frequency. Maintenance Standards outline the quality level which a service is completed. With a varied and diverse parks system, it is necessary to designate categories that receive different levels of service versus individual parks. Parks are designated the following categories:

- 1. Community & Waterfront Parks
- 2. Neighborhood Parks
- 3. Natural Parks & Areas.

A list of all parks with the primary designation can be seen in **Attachment A**. A draft service level document is included as **Attachment B**. This document will outline the above designated park categories and show the levels of service that each category receives. As indicated above, levels of service indicate what services and on what frequency each park category receives. Service levels become defined in many ways, including by the type of park, park amenities at the parks, size, location, historical precedence, Community input and available funding. The attached document outlining current Kirkland parks service levels is a reflection of these components. During the economic downturn, many park services were eliminated. Correspondingly, the 2012 Park Levy restored select services. Therefore, funding availability has become a major defining factor of park service levels over the past several years.

The park service levels document becomes a tool with which to communicate to the community how Kirkland Parks are maintained and operated. These levels of service depend on specific funding and staffing. Any increase to the level of service requires a corresponding change to the resources available unless one increase is offset by a corresponding decrease. Service levels are also used to calculate ongoing operational costs when new parks or park amenities are added.

As mentioned above, park levels of service, in some part, reflect the interests of the community. Therefore, discussion on service level adjustments is considered to be a public process. However, since it is closely tied to financial resources available, service level changes would typically occur in conjunction with budget processes.

Park Type Listing

Park/Location	Туре	
132nd Square Park	Community Park	
2nd Avenue South Dock	Waterfront Park	
Brookhaven Park	Natural Park	
Bud Homan Park	Neighborhood Park	
Carillon Woods	Neighborhood Park	
Cedar View Park	Neighborhood Park	
Cotton Hill Park	Natural Park	
Crestwoods Park	Community Park	
David E. Brink Park	Waterfront Park	
Doris Cooper Houghton Beach Park	Waterfront Park	
Edith Moulton Park	Community Park	
Everest Park	Community Park	
Forbes Creek Park	Neighborhood Park	
Forbes Lake Park	Neighborhood Park	
Hazen Hills Park	Neighborhood Park	
Heritage Park	Community Park	
Heronfield Wetlands	Natural Park	
Highlands Park	Neighborhood Park	
Josten Park	Neighborhood Park	
	Natural Park	
Juanita Bay Park		
Juanita Beach Park	Waterfront Park	
Juanita Heights Park	Natural Park	
Kingsgate Park	Natural Park	
Kirkland Cemetery	Neighborhood Park	
Kiwanis Park	Natural Park	
Lake Ave W Street End Park	Neighborhood Park	
Marina Park	Waterfront Park	
Mark Twain Park	Neighborhood Park	
Marsh Park	Waterfront Park	
McAuliffe Park	Community Park	
North Kirkland Community Center & Park	Neighborhood Park	
North Rose Hill Woodlands Park	Neighborhood Park	
O O Denny Park	Waterfront Park	
Ohde Avenue Pea Patch	Neighborhood Park	
Peter Kirk Park	Community Park	
Phyllis A. Needy - Houghton Neighborhood	Neighborhood Park	
Reservoir Park	Neighborhood Park	
Rose Hill Meadows	Neighborhood Park	
Settler's Landing	Waterfront Park	
Snyder's Corner Park	Neighborhood Park	
South Norway Hill Park	Natural Park	
South Rose Hill Park	Neighborhood Park	
Spinney Homestead Park	Neighborhood Park	
Street End Park	Neighborhood Park	
Terrace Park	Neighborhood Park	
Tot Lot Park	Neighborhood Park	
Totem Lake Park	Natural Park	
Van Aalst Park	Neighborhood Park	
Watershed Park	Natural Park	
Waverly Beach Park	Waterfront Park	
Windsor Vista Park	Neighborhood Park	
Yarrow Bay Wetlands	Natural Park	
Tallow Day Wedallas	Matararrank	

Kirkland Parks and Community Services

Parks Service Levels and Maintenance Standards

INTRODUCTION

These service levels are written to provide clear operational standards and procedures to effectively define the current practices of the Parks & Community Services Department. Proper maintenance and care, as well as certain practices and systems, are essential in continuing the longevity, availability, safety, cleanliness, usefulness, and aesthetics of the park system. For the sake of this document, Service Levels define WHAT is being done and the FREQUENCY of the service. Maintenance Standards outline TO WHAT QUALITY LEVEL a service is completed. For example, defining how often a restroom is cleaned is a Service Level. Stating the outcomes of the task of cleaning a restroom is the related Maintenance Standard. Understanding the relationship between Service Levels and Maintenance Standards will clarify expectations of staff, the community, and city leadership.

PARK CATEGORIES

Due to the number of parks in the park system, the service levels outline the expected service provided by park category versus individual parks. All parks are designated into one of the categories indicated below. However, it is important to be aware that some parks contain a unique combination of features that may not precisely match. Maintenance activities are adjusted throughout the year based on weather, time of year, and anticipated use. Additionally, some parks have both a developed portion and an adjoining natural portion. Each area/amenity within a park is cared for with the appropriate service levels. The current defined Park Categories are as follows:

- 1. Community and Waterfront Parks
- 2. Neighborhood Parks
- 3. Natural Parks and Areas

Community and Waterfront Parks

Community parks are usually larger (15-20+ acres), diverse recreation areas, serving the entire community through organized active recreation programs, and passive recreation benefiting the neighborhood surrounding the site. As defined in the Parks, Recreation and Open Space (PROS) Plan, Community Parks are designed with more active recreation opportunities and are intended to be a regional destination; thus, these parks usually include parking and restrooms. Community parks typically include recreation amenities such as playfields, and sports courts (tennis, basketball, volleyball, skating, etc.)

Kirkland's waterfront parks bring identity and character to the park system and contribute significantly to Kirkland's charm and quality of life. The waterfront parks truly identify Kirkland

as a waterfront community and serve as an attraction for both residents and visitors. Kirkland's waterfront parks are unique because they provide citizens a diversity of waterfront experiences for different tastes and preferences including swimming beaches, docks, recreational moorage facilities, boat ramps, shoreline walkways, walking piers, and beautiful views.

The number of amenities, the high visibility, and increased use of Kirkland's community and waterfront parks require an elevated level of service. The maintenance, safety, security, and periodic renovation of heavily used amenities is a top priority.

Neighborhood Parks

Neighborhood parks are generally smaller than community parks. Neighborhood parks are primarily designed for unstructured, non-organized play and limited active and passive recreation. Neighborhood parks vary in size based on physical location but are generally 2-5+ acres in size and serve the needs of a residential neighborhood within a quarter-mile of the park. Typical amenities found in neighborhood parks include picnic tables, playgrounds and play areas, pathways, and benches. Due to the service focus of the immediate neighborhood, these parks do not typically include parking or restrooms.

Due to the smaller user base and the limited amenities typically included, neighborhood parks receive a standard level of service. Safety and security is still a top priority, but certain tasks are completed less frequently than community and waterfront parks.

Natural Parks and Areas

Natural parks and areas provide unique natural resources and critical urban wildlife habitat. They are part of providing a balanced park system. Passive recreation uses, such as walking, bird watching, interpretive educational programs. Natural parks and areas may include interpretive educational signage and non-motorized trail systems.

Natural parks and areas are generally maintained to ensure they are safe and accessible for use. These sites are maintained with a more natural approach. Maintenance is performed based on the season of the year, anticipated use, and site conditions. Several sites have been maintained 100% organically with a higher tolerance for certain types of weeds. The Green Kirkland Partnership coordinates volunteer events and work parties to help to remove invasive species and plant native plants at many natural parks.

Due to the natural setting and limited amenities, these parks and areas receive a basic level of service. The primary focus is to preserve the natural environment while providing basic services.

SERVICE LEVELS

As previously stated, Service Levels define WHAT is being done and the FREQUENCY of the service. Each Task/Service is defined in the following pages. The charts below indicate the frequency of service for each item across all park categories. This is not meant to be an all-inclusive list but contains the primary tasks/services outlined in this document.

Peak-Season Service Level (March - October)

Task/Service	Community & Waterfront Parks	Neighborhood Parks	Natural Parks and Areas
Visual Inspection	Daily	Daily	Daily / Weekly
Mowing	Weekly	As needed	As needed
Irrigation	As needed	Limited	Limited
Restroom Service	Twice daily +	Daily	Daily
Garbage Service	Twice daily +	Daily	Weekly
Playground Inspection	Monthly	Monthly	Monthly

Off-Season Service Level (November - February)

Task/Service	Community & Waterfront Parks	Neighborhood Parks	Natural Parks and Areas	
Visual Inspection	Daily	Weekly	Weekly / Monthly	
Mowing	Weekly - As needed	As needed	None	
Irrigation	None	None	None	
Restroom Service	Portable Restrooms where applicable	Portable restrooms where applicable	Portable restrooms where applicable	
Garbage Service	Daily	Daily	Weekly	
Playground Inspection	Monthly	Monthly	Monthly	

Definitions

Visual Inspection: Informal inspection of park conducted by staff. This includes traveling through the entire park looking for obvious safety hazards, items which are out of the ordinary, or other items which need to be addressed by staff. Staff is expected to ensure the park is safe for use and report any vandalism or damage to park facilities, structures, trees, or landscape areas.

Mowing: Cutting of turf using a variety of equipment, including riding or push style lawn mowers. Mowing does not include edging or trimming, although the tasks are often coordinated together.

Irrigation: The supply of water to plantings, either through automatic irrigation systems or manual systems. Typically, Community Parks are fully irrigated. Waterfront parks use water

from the lake to irrigate the park. Neighborhood and Natural Parks are not typically irrigated. Athletic fields are irrigated to ensure safe playing conditions for participants. All irrigation systems are monitored, checked, adjusted, and repaired as needed. All systems are winterized, have back-flow preventers tested, and energized annually.

Restroom Service: Cleaning of permanent restrooms is completed by Parks Maintenance staff. Portable restrooms are cleaned and serviced by the vendor providing this unit. Frequency of service is determined by use and location. Permanent restrooms are typically winterized during the offseason, at which time portable toilets are placed for use. Select parks without permanent restrooms have portable toilets available during the peak season, depending on the nature and use of the park.

Garbage Service: Collecting and removing garbage from trash and recycling containers located throughout the park system. Park Maintenance staff collect garbage from most parks. Through a partnership, Waste Management does collect trash from some park sites.

Playground Inspection: Formal inspection of playground elements, surface, and surrounding area. The inspection is documented using the Lucity software system.

MAINTENANCE STANDARDS

Maintenance Standards define expected outcomes of a task or service. By clarifying the outcome, the Maintenance Standard outlines *TO WHAT QUALITY LEVEL* a service is completed. Best Management Practices (BMPs) are used to outline clear and consistent direction to staff for the management and maintenance of our parks.

Landscape Beds: This includes formal and informal planting beds located throughout the park system. Planting beds are non-turf, planted areas that include woody plant material such as shrubs, trees and ground covers. Planting beds also include floral color displays containing herbaceous plants such as perennials, annuals and bulbs. Plantings are selected within nursery industry standards, non-invasive, and present as healthy and well nourished. Selected plantings are primarily native, drought tolerant and low maintenance. Planting beds are visually inspected for unsafe conditions and maintained to present free of litter and debris. Landscape beds are periodically refreshed with new planting and regularly mulched to enhance the aesthetic nature of the amenity.

Turf Maintenance: Turf is mowed to maintain the health of the grass, specific to the primary use of the turf. Turf areas are visually inspected for unsafe conditions and maintained to be free of litter and debris. There is a tolerance for broadleaf weeds in turf areas, although efforts are made to reduce weeds.

Irrigation: Irrigation systems in place should be fully operational with complete and uniform coverage across the intended zone. Systems are maintained to be free of leaks and functioning properly. Sprinkler heads are installed properly for the intended use and are properly adjusted with rotations and arcs to set to reduce water runoff. Automatic irrigation systems are set to run at specific times to minimize evaporation and waste and reduce the impact on park users. Irrigation systems and methods vary from park to park. The following guidelines typically apply:

Community and Waterfront Parks: Water is applied during the summer months as needed to keep trees, shrubs, and turf alive. Waterfront parks use water from the lake to irrigate the park.

Neighborhood Parks: Some neighborhood parks do not have irrigation systems. During dry summer months, plants, trees and shrubs are manually watered to keep them alive. **Natural Parks and Areas**: Irrigation systems are not typical in Natural Parks and Areas. However, Juanita Bay Park is equipped with an irrigation system which is used only during the summer months to establish newly planted native species. Green Kirkland staff and volunteers manually water new plantings in restoration areas located within Natural Parks and Areas.

Restrooms: Facilities are opened each morning and locked each night. Regular cleaning ensures supplies are replenished, and fixtures are checked for proper function and safety. Regular restroom service should result in a facility with the following conditions: toilets are clean and sanitary; lights and ventilation systems are operational; buildings and enclosures are free of

graffiti or vandalism; all doors are properly marked according to gender with operational locks; trash receptacles are cleaned and emptied.

Structures: All structures, including picnic shelters, tables, benches, art, sports courts, fences, receptacles, buildings, and other park amenities are visually inspected regularly to ensure they are clean, free of graffiti, safe, and useable. Visual inspection should ensure the following: all elements are structurally sound, with no rotted lumber, rusted metal, or other obvious signs of deterioration; water fountains and hose bibs (if provided) are operational; lights and electrical outlets function and comply with appropriate building codes; seating and tables should be smooth with no protrusions and have no exposed sharp edges or pointed corners; goals, backboards, and other sports structures are level with hardware intact, with nets properly hung and free of tears and fraying.

Walkways and Trails: Depending on the park, location, and intended use walkways and trails may have a hard or soft surface. Walkways and trails should have a uniform surface, free of standing water, level with the surrounding area, and free of trip hazards, litter, debris, and sediment. Walkways and trails provide an unobstructed pathway for users with no low and protruding tree limbs, guide wires, signposts or vegetation. Walkways through turf areas should be neatly edged and clear of weeds and grass growth in cracks and expansion joints. Guard rails and safety fencing should be provided in appropriate locations.

Garbage Service: Collecting garbage ensures the parks are clean, safe, and appealing to users. Garbage receptacles are to be clean and free of odor with fresh liners in place. Garbage receptacles should be free of damage, missing parts, and properly anchored (where appropriate). The area around trash receptacles and dumpsters must be clean and free of trash and debris. Trash is to be removed from receptacles with each service. Stomping of trash or leaving cans half full is not acceptable.

Athletic Field Sites: Currently Kirkland maintains (15) Athletic Field Sites. The sites offer soccer, baseball, softball, lacrosse, football, and provide open lawn space for several other creative activities. About 33 acres of athletic fields are provided through City-owned fields and the City / LWSD partnership. During the playing season, sites are maintained daily to ensure safe, playable surfaces. The following guidelines apply to athletic field sites.

Turf: Grass is mowed grass to $1 \frac{1}{2}$ " in height. As such, during the peak growing and playing season of March – October turf areas are mowed approximately twice a week to maintain this height. The grass is mowed as-needed during other times of the year with a higher tolerance for taller grass.

Infields: All skinned dirt infields are leveled and dragged daily during the playing season to maintain a safe playable surface. Infields are to be free of weeds, grass, rocks, and other debris. If requested by the user, staff may provide "Field Prep" service which includes setting bases and chalking baselines. This is a paid service.

Artificial Turf: Manufacturer's guidelines are followed with regards to maintaining synthetic field surfaces. Monthly grooming and infill leveling to keep playing surface

safe and level. Weekly visual inspections to keep debris and other materials off the playing surface. Sanitization, minor repairs, and adding infill are handled as needed.

Greenspaces: Parks maintains (22) Open/Greenspace sites. Inspections are conducted biannually and include garbage litter removal, visual check for encroachment and or debris dumping, and general safety. Calls for service are prioritized and addressed accordingly.

Cemetery: The cemetery is managed and maintained like a Neighborhood Park and provides service commensurate to similar elements within the Parks system. Additionally, Parks staff provide the following services: internments, headstone placement, and other calls for service. Shrubs, trees, and landscape areas are kept healthy with maintenance and summer watering. Lawn areas are allowed to go dormant during the summer months.

Pool: During the pool season, May – September, the site receives the highest priority. Customer safety, comfort, and usability is the highest priority. Water quality is tested and checked (3 - 5) times each day by Park Maintenance staff. Aquatic staff perform daily visual inspections of the pool area and report any concerns to the maintenance staff.

Pea Patches: Pea Patches are managed in partnership with the Recreation Division. The Recreation staff provide customer service, manage rental and renewals, and general communication with gardeners. Parks Maintenance staff work with gardeners to keep areas clean and tidy. Staff amend plots with compost prior to the growing season and provide deep cleaning for those plots needing attention following the growing season.

Off-Leash Dog Parks and Trails: These sites are visited weekly and inspected for cleanliness, and to provide a visual inspection to ensure safety. Gates are inspected to ensure they close and secure themselves automatically. Staff replenish garbage and doggie bags as needed. The surface is amended annually to provide fresh mulch. The surface is leveled and refreshed throughout the year if needed. The garbage and recycling containers are serviced according to the park in which the dog park/trail is located. The City's Animal Control Officers and Park staff visit the sites regularly to educate users about pet licensing, leash laws, and to ensure compliance with pet waste removal rules.

Trees: A system-wide approach to a healthy forest is the goal. Trees are inspected and evaluated on an as-needed basis. Staff do not remove trees to improve views for residents, rather, trees are evaluated by the Parks Maintenance Arborist to assess the health of the tree to determine when removal is warranted. When removal is deemed necessary, staff communicate with department and City leadership as necessary based on the location and significance of the tree to be removed. Generally, for each tree removed, two new trees are planted. New trees are planted in the same park/area as the removed tree, unless not feasible based on conditions. New trees are planted annually in the fall with the goal of meeting tree canopy standards.



CITY OF KIRKLAND

Department of Parks & Community Services 123 5th Avenue, Kirkland, WA 98033 · 425.587.3300 www.kirklandwa.gov

MEMORANDUM

To: Park Board

From: Lynn Zwaagstra, Director

John Lloyd, Deputy Director

Linda Murphy, Recreation Manager

Date: 5/8/2019

Subject: Kirkland Business Partnership and Naming Rights Policy

RECOMMENDATION

Staff is requesting Park Board feedback and recommendation for City Council on the revised City Policy 3-6, Business Partnerships and Naming Rights Policy.

BACKGROUND

In accordance with financial policy and previous practice, staff embarked upon the completion of a cost recovery study, which occurred throughout 2018. The <u>study report</u> issued by GreenPlay LLC provided numerous recommendations and next steps. One recommendation in which the Council was interested was to develop a partnership/sponsorship policy.

After discussion with the City Manager's Office, it was determined that the City has a policy that meets the intent of the GreenPlay recommendation. The City's Administrative Policy Manual (APM) has policy 3-6, Business Partnerships and Naming Rights Policy. This policy was revised and discussed with the Planning and Economic Development Committee in February 2018 and City Council in April 2018.

City Council provided staff with feedback on the rewritten policy. However, a final version has not yet been brought forward for Council consideration. Council feedback from April 2018 included the following.

- Need additional clarity on why the City would enter into partnerships.
- Need more detail on what types of partnerships in which the City would engage as well as when a partnership would not be appropriate.
- Clearly define the City's ability to withdraw from a partnership or withdraw naming rights.
- Bring forward a draft agreement that would serve as a template.
- Council requests that all naming rights go through Council.

POLICY DISCUSSION

Since the proposed policy to achieve the cost recovery study recommendation of developing a partnership and sponsorship policy has been written as a City policy and not a Parks and Community Services policy, opportunity for policy editing is limited. However, staff would still like to receive Park Board feedback, both in terms of whether or not to recommend pursuit of the policy and what specific feedback Park Board may wish to convey.

Policy question: Does the Park Board support updating APM 3-6 Business Partnerships and Naming Rights Policy as a method of achieving the goal outlined by GreenPlay in the cost recovery study of developing a partnership and sponsorship policy?

If Park Board supports this policy, what feedback about policy verbiage would Park Board like to convey to staff and City Council?

NEXT STEPS

PCS and/or City staff will present the revised APM 3-6 Business Partnerships and Naming Rights Policy to City Council along with Park Board recommendations. The final adopted policy will be shared with Park Board upon approval.

Attachments

Addendum A – Revised APM 3-6 Business Partnerships and Naming Rights

Addendum A

Business Partnership and Naming Rights Policy - DRAFT Chapter 3, Finance Policy 3-6 Effective Date:

SCOPE:

The purpose of the Business Partnership and Naming Rights Policy is to outline the guidelines and procedures for entering into Business Partnership agreements.

This policy is not applicable to gifts, grants or unsolicited donations in which there is no benefit granted to the business and where no business partnership exists. The policy is also not applicable to honorary naming rights of public parks and facilities as outlined in Resolution R 4799.

The Business Partnership and Naming Rights Policy is intended for partnerships valued over \$7,500. Individual Department Directors will have the authority to seek business partnerships, at their discretion, under the identified threshold. All naming rights opportunities, no matter the dollar value, will follow the process identified in this policy.

This policy is not intended to cover or address contract negotiations outside the scope of this policy, actions taken by the City in a regulatory capacity, or the City's participation in regional efforts.

GOAL:

Kirkland is a vibrant, attractive, green and welcoming place to live, work and play. Civic engagement, innovation and diversity are highly valued. We are respectful, fair and inclusive. The City strives to be a model, sustainable city that values preserving and enhancing our natural environment for our enjoyment and future generations. The City welcomes partnership opportunities that furthers its mission and values while enhancing the delivery of important infrastructure, services and programs.

Partnerships will be pursued where mutual benefits exist. For the City to enter into a partnership agreement, a community benefit must exist. City and community benefits include, but are not restricted to the following:

- Creation of a higher level of service or needed new service for community members.
- Making alternative funding sources available for public amenities and services.
- Delivering services more efficiently by allowing for collaborative business solutions.

DEFINITIONS:

Business Partnership

A partnership is a cooperative venture between two or more parties with a common goal, who combine complementary resources to establish a mutual direction or complete a mutually beneficial project. Examples include a person or entity providing direct financial support, contributions (e.g. pledge to raise funds), or in-kind services or other resource to the City in return for use of City resources, recognition or access to the commercial marketing potential associated with the City, like naming rights for City owned infrastructure. Business Partnerships may be formed to support one or more of the City's programs, projects, events, facilities or activities.

A Business Partnership is distinct from donations or gifts for which there is no recognition or compensation.

Partnership Categories

- A Site-specific Business Partnership: An agreement in which a business sponsors a time-limited event or program at an individual City facility.
 - e.g. A special event hosted at Marina Park in which all expenses are paid by an organization in return for sole advertising rights.
- B City-wide Business Partnership: An agreement in which a business sponsors a time-limited program that is held at multiple City facilities or has a citywide presence.
 - e.g. A ride your bike to work program with multiple sites hosting activities, games, prizes and refreshments on various days throughout the bike riding season.
- C Temporary Logo or Recognition Display Partnership: An agreement that includes a
 display of recognition on City property or literature for more than seven calendar days
 and less than one year in exchange for financial support and/or goods or services.
 - e.g. A year-long wellness program provided by Evergreen Health as a service using City facilities where the recreation brochure and website contain the Evergreen Health logo.
- D Long-Term Business Partnership: An agreement that includes a business relationship for more than one year.
 - e.g. A lease to operate a City facility in order to provide needed services to the community.

- e.g. The scoreboard at Lee Johnson Baseball Field displaying their logo.
- E Naming Rights: An agreement that includes a business relationship in which the contributing party receives the rights to name a facility or program for a specified period of time.
 - e.g. A primary sponsor for a new indoor recreation center receiving naming rights for said facility.

Administrative Review

A review group, which will include members appointed by the City Manager will review all Business Partnership requests and proposals.

Request for Partnership

A Request for Partnership is an open and competitive process whereby the City of Kirkland solicits proposals from qualified persons or organizations that may be interested in participating in a partnership opportunity. All Requests for Partnerships will include a summary of the partnership opportunity, benefits of participation, and a description of the competitive process and selection criteria. At the direction of the City Manager, a direct solicitation can be utilized for entering into a Business Partnership.

Partnership Agreement

A document that outlines the terms of the partnership, contributions and responsibilities by each party, oversight and management of the partnership, and pertinent regulatory requirements.

POLICY:

It is the policy of the City that:

- Business Partnerships shall exist in accordance with guidelines and procedures set forth in this Business Partnership Policy.
- Council approval must be obtained prior to execution of a partnership for contributions valued in excess of \$7,500 and all naming rights opportunities.
- Business Partnerships will further the mission, values and policies of the City and provide a defined community benefit.
- A business partnership may also provide a benefit to a specified department within the City and should be consistent with the mission, values, policies, goals and/or service levels specific to that department.
- Business Partnerships will not result in any loss of the City's jurisdiction or regulatory authority or incur an expense that is inconsistent with the goal of this policy.

- Partnerships will not result in the loss of City-owned space for public use or hamper that use.
- Partners can be individuals, families, businesses, non-profit organizations or others provided that these contributors have a positive public image and demonstrated integrity.
- In the event of changed circumstances the City reserves the right, on reasonable grounds, to withdraw the recognition.
- Naming rights involve a substantial contribution to the cost of City infrastructure (e.g., building, outdoor area, space or the like), program or service. A substantial contribution is a targeted amount of legal tender or other valued commodity, identified individually for qualifying projects, authorized by the City Manager or City Council.
- Naming rights may be temporary, for the life of the named entity or permanent. The partnership agreement shall specify the terms.
- The agreed upon amount for naming rights should be paid or transferred in a mutually agreed upon period as identified in the partnership agreement.
- Naming actions shall not detract from the City's values, dignity, integrity, or reputation, nor shall any such actions create a conflict of interest, or the appearance of a conflict of interest, or confer special privileges.
- Only the City can enter into a partnership or naming rights agreement utilizing City infrastructure, programs or services unless this authority is expressly granted to a business partner.
- The City shall maintain the final authority to accept or decline any business partnership or naming rights opportunity.
- All partnership agreements shall be subject to all state, federal and local laws, ordinances, rules and regulations.
- The City shall maintain the ability to discontinue a business partnership or naming rights agreement if there is potential harm to City interests, as determined by the City Manager through consultation with the City Council.

In cases where a corporation or organization name is used, the number of years during which the infrastructure, program or service to be named may be limited commensurate with the value of the donation. The proposed number of years for naming the project will be identified when it is presented to the City Manager. The partnership agreement will specify the number of years during which the infrastructure, program or service will be named and it will include the clause that any name changes during that period will be at the City's sole discretion, subject to approval by the City Manager.

The name may appear on City owned infrastructure, with appropriate signage as determined by the City, and other documents in City approved lettering. Signage will be at the expense of the partner and follow applicable City sign codes and Public Works and procurement laws.

PROCEDURES:

Department Directors are authorized to enter into Business Partnership agreements, through this policy, for partnerships less than \$7,500.

The City Manager (or designee) is authorized to enter into Business Partnership agreements, through this policy, for partnerships in excess of \$7,500.

The City Manager shall consult with City Boards and Commissions and affected departments to seek recommendations as necessary and appropriate.

The Finance and Administration Department will coordinate and track all business partnership agreements for the City, assuring a consistent, competitive and non-duplicative process.

The City Attorney's Office will develop and maintain an agreement form to be used for all business partnership agreements. The form shall include the contractual relationship, terms, renewal, consideration of mutual value, description of programs, projects and activities, partnership rights and benefits, and termination provisions.

The City Council will approve by resolution partnerships with a value exceeding \$7,500 and all naming rights.

Partnership proceeds are generally intended to be allocated to a designated City department or area, which is generally accepted as the department or area involved with the partnership. The allocation will be determined as part of the partnership agreement.

PROCESS FOR DEVELOPING BUSINESS PARTNERSHIPS:

The City Manager or designee will meet on an as-needed basis with appropriate department directors to review all Business Partnership solicitations and Naming Rights agreements.

Partnership levels or categories for appropriate events, facilities, programs and venues will be developed by assigned staff to best maximize business partnership opportunities.

Each department soliciting a partnership will define the scope of the business partnership program or project, including a description of the community need, financial

goals and general marketing strategy, and coordinate this with the City Manager or designee.

The City may elect to advertise a Request for Partnership and implement an open and competitive bidding process for interested partners, at the City Manager or designee's discretion.

The City Manager or designee and other staff, as assigned, will review and analyze all responsive proposals received through the Request for Partnership process and may reject or approve proposals received.

Each Business Partnership agreement will be routed consistent with current contract routing procedures, including approval by the City Attorney's office.

Each department administering a Business Partnership agreement will be responsible for:

- Coordinating efforts with the City Manager, or designee, for approval of each Business Partnership.
- Reporting all Business Partnerships entered into by said department to the Finance and Administration Department for tracking purposes and to ensure consistency of business practices.
- Ensuring that all signage, displays and advertising proposed by sponsor are reviewed by the City Manager and the Planning and Building Department.

SELECTION CRITERIA:

The City will determine and use selection criteria, based upon the nature and character of each proposed agreement, to evaluate potential Business Partnership and Naming Rights opportunities. The selection criteria used to evaluate a prospective partnership should include, but are not limited to:

- The compatibility of the partner's mission, goals, reputation, prior relationship with the City, products, customers and promotional goals with the City's mission.
- The ability of the partnership to benefit the community and/or meet an articulated need that the City could not otherwise provide.
- The operating and maintenance costs associated with the proposed partnership.

- The ability of the partner to perform its partnership responsibilities.
- The actual value of the funds, in-kind goods or services given to the City.
- All agreements must protect the City's assets and interests, and result in benefits to
 the City and its residents. No partnership agreement will impair or diminish the
 authority of the City and its responsibilities with respect to any City facility, event or
 program that is subject to the agreement or constitute a gift of public funds.
- All donated products, materials, services and financial contributions must meet applicable laws and codes as well as specifications and standards used by the City in the purchase of similar materials.

RESTRICTIONS OF PARTNERSHIPS:

The City shall not enter into Business Partnerships or Naming Rights opportunities with any of the following:

- Partners that do not align with the City's mission, values, goals, policies, or planning documents.
- Police-regulated business, such as, but not limited to, adult businesses (activities restricted to adults); tobacco firms or marketers; groups advocating hate or violence; firms or groups advocating illegal or inappropriate use of drugs or other illegal activity; businesses or entities promoting adult materials or services or with sexual associations such as massage parlors, escort services or establishments featuring, for show or sale, X-rated or pornographic movies or materials; false, misleading or deceptive sponsorships/underwriters; businesses or entities whose materials, services or products are harmful to children.
- Parties involved in a lawsuit with the City.
- Parties involved in any stage of negotiations or a process for a City contract or regulatory approval when the proposed Business Partnership could reasonably be viewed as having an impact on the contract negotiations or regulatory approval process.



CITY OF KIRKLAND

Department of Parks & Community Services 123 5th Avenue, Kirkland, WA 98033 · 425.587.3300 www.kirklandwa.gov

MEMORANDUM

To: Park Board

From: Lynn Zwaagstra, Director

John Lloyd, Deputy Director

Linda Murphy, Recreation Manager

Date: 5/8/2019

Subject: Parks and Community Services Scholarship Policy

RECOMMENDATION

Staff are requesting Park Board feedback and recommendation for City Council on the newly created Parks and Community Services (PCS) Scholarship Policy.

BACKGROUND

In accordance with financial policy and previous practice, staff embarked upon the completion of a cost recovery study, which occurred throughout 2018. GreenPlay provided numerous recommendations in the final report. One recommendation in which the Council was interested was to refine the current scholarship program into a formal scholarship policy.

Parks and Community Services (PCS) previously carried out a financial analysis resulting in updated financial guidelines for the Department in 1999, 2002 and 2005. In 2002, City Council approved an updated Pricing Policy, **Addendum A**. The root of the current scholarship program is based in this Pricing Policy.

The 2002 Pricing Policy cites "Kirkland Comprehensive Plan policy 2.4: Kirkland citizens of all ages and abilities should have the opportunity to participate in diverse, challenging and high-quality recreation programs that are both accessible and affordable. Comprehensive recreation opportunities are a major ingredient of a healthy community (p. 1)." The policy goes on to discuss several key factors to achieving this goal. That includes:

- Priority services and populations
- Subsidization
- Benefits of recreation
- Differential pricing
- Ability to pay

The City of Kirkland has historically valued providing recreational programming that is accessible and affordable for all. As such, the following policy element was outlined (p. 6).

Ability to Pay: It is the philosophy of the City/Department that cost should not be a significant barrier to Kirkland residents for participation in City Parks and Community Services programs. Since the ability to pay issue is applicable to the participant and not the program or service, the pricing factor cannot be factored into the calculation of price, but rather should be applied at point of purchase. Parks and Community Services has revised their scholarship eligibility to take into consideration several factors. The family size and income is based on a combination of free and reduced lunch, state mental health subsidization guidelines, and social security. The income rates for a 25% scholarship are set at 185% of the federal poverty guidelines distributed from 2001. The income rates for a 50% scholarship are set at 200% of the federal poverty guidelines. Currently, loss in revenues due to scholarships will be made up in subsidization from tax revenues. The goal is to solicit donations through instructors, community organizations, and local business, to establish a scholarship fund.

In October 2005, a memo to City Council titled Parks Cost of Service Study, **Addendum B**, reinforced the values of accessible and affordable recreation programming. The memo referenced Kirkland's Comprehensive Plan and the 2002 approved Pricing Policy for recreation programs. The policy again established subsidization fee levels based on priorities and benefits received through participation, a practice consistent with the National Recreation and Park Association industry. While not expressly stated, previous policies were continued unless called out as a policy question.

As established through the 1999, 2002 and 2005 fiscal policy, the Parks and Community Services Department has offered scholarships to Kirkland residents in order to eliminate income as a barrier to participation in recreation programs. As established through policy, eligibility for scholarships is determined by established family size/yearly income requirements as outlined in the Seattle-Bellevue, Washington HUD Metro FMR Area Income Limit Summary. The current 2019 scholarship eligibility information is listed below.

If Your Family Size is (number of persons)		1	2	3	4	5+
You are eligible for a 25% scholarship	are eligible for a If your Annual Income is		\$51,200 or less	\$57,600 or less	\$64,000 or less	\$69,100 or less
You are eligible for a 50% scholarship	If your Annual Income is	\$29,500 or less	\$33,700 or less	\$37,950 or less	\$42,150 or less	\$45,500 or less

Current scholarship practices are as outlined here.

- Applicants are asked to self-report income and family size. Applicants are not required to submit proof of income with the application, but it is noted proof of income may be requested.
- Scholarships are limited to one class/program per quarter, per person and are not guaranteed.
- Scholarships are paid from a small reserve account accumulated through donations. The current balance is \$10,000. In 2018, there were 27 scholarships awarded in the amount of \$1,379.
- With a limited revenue source, the scholarship program is not publicized in the recreation brochure or City website.

Many recreation programs are offered through personal services contracts. These
contractors are requested to honor scholarship discounts and take reduced payment
appropriately. Not all contractors are able to weather this loss and decline to participate
in the scholarship program. Therefore, scholarships are unavailable for those programs.

POLICY DISCUSSION

As recommended in the cost recovery study, PCS has developed a formal scholarship policy for consideration. The draft policy document is located in **Addendum C**. The draft policy utilizes the same family size and economic status eligibility requirement as other City programs and requires the same documentation to verify family income. In addition, the draft policy builds off current practice. While PCS is seeking feedback on the draft policy, the more pertinent policy questions pertain to funding and accounting.

The first policy question pertains to the draft policy document. Current practice allows for a 25% and 50% scholarship. In response to Park Board and City Council feedback about the importance of removing economic status as a barrier to participation, staff are proposing the addition of a 75% scholarship.

Policy question: Does the Park Board recommend the use of a 25%, 50% and 75% discount?

Funded Discounts Versus Fee Waived Discounts

The draft scholarship program offers a 25%, 50% or 75% discount based on family size and economic status. The participant receives this discount and pays a significantly lowered fee for the program or service.

While the participant receives a discounted rate, the City will need to determine the financial logistics for that discount. The City can choose to pay for the cost of the scholarships, which would be a "funded discount", or it can simply provide the specified percentage discount, which would be a "waived discount". These 2 approaches are outlined below.

	Funded Discount	Waived Discount
What is this?	The City through an agreed upon mechanism funds a scholarship account. When a scholarship is awarded, the corresponding amount is transferred from the scholarship account to the specified program revenue line.	The City provides the specified discount at the point of sale.
Funding sources	Options include:	 Options include: Reduce revenue targets and/or collections (i.e., absorb the cost). Small fee increase across all programs and services to compensate for the reduced revenue from the scholarship discounts.

Pros	City revenue is not adversely impacted by offering scholarships. Cost recovery by programmatic area is accurate as the specified program receives the indicated revenue from the scholarship account.	There is no need for manual tracking and initiation of budget transfers.
Cons	Depending on the funding mechanism, the scholarship account may be low. Therefore, scholarships offered may be limited. This method involves manual tracking and initiation of budget transfers. Budget transfers occur only twice annually making ongoing financial tracking inaccurate.	City revenue would be adversely affected. Cost recovery may be skewed if certain programs receive a higher volume of awarded scholarships.

^{*}Current practice

Policy question:

- 1. Does the Park Board prefer to recommend the funded or waived discount approach?
- 2. If the Park Board prefers the funded discount approach, which type of funding would you recommend?
 - a. Donations and Benevity giving
 - b. Mandatory or optional contribution added to the fee for programs and services
 - c. Special funded account designated through the budget process
 - d. A combination of these 3 methods

NEXT STEPS

PCS staff will present a recommended scholarship policy to City Council along with Park Board recommendations. The final adopted policy will be shared with Park Board upon approval.

Attachments

Addendum A – 2002 Pricing Policy

Addendum B – 2005 Cost Recovery Study Report

Addendum C – Draft Scholarship Policy

Department of Parks and Community Services Pricing Policy June 2002

1. General

In collaboration with Kirkland Parks Board, and by direction of City Council, the Department of Parks and Community Services has prepared a Parks and Community Services Pricing Policy. The development of this policy will ensure that the City of Kirkland has a system for the pricing of Parks and Community Services programming based on the costs to provide the services, considerate of the overall magnitude of the benefits for these services and is defendable and equitable in terms of subsidization levels for all groups and individuals concerned.

It is imperative that the development of a Pricing Policy follows a number of fundamental premises. These are:

- 1. That the policy is aligned with the Kirkland Comprehensive Plan, and the Comprehensive Park, Open Space, and Recreation Plan for the City of Kirkland.
- 2. That the policy explicitly relate to the cost of providing the service.
- 3. That a rationale be clearly articulated for cost recovery targets or subsidy and this rationale is consistently applied to all services.
- 4. That consideration of perceived benefit to the participant and community be built into the policy.
- 5. That the pricing be reviewed annually and updated as required.

2. Policy Guidelines

A. Goals

The Parks and Community Service Department's Pricing Policy achieves the following goals:

- 1. It incorporates the main objective of the Kirkland Comprehensive Plan policy 2.4: Kirkland citizens of all ages and abilities should have the opportunity to participate in diverse, challenging and high quality recreation programs that are both accessible and affordable. Comprehensive recreation opportunities are a major ingredient of a healthy community. By providing services that are creative, productive and responsive to the needs of the public, the City Community Services Division can enhance the quality of life in Kirkland.
- 2. It sets subsidization fee levels for Recreation programs based on priorities and benefits for the citizens of Kirkland.

B. Pricing Concepts

There are three key concepts involved in setting prices for recreation services; 1. Priority services/populations, 2. Subsidization, 3. Benefits of Recreation.

- 1. <u>Priority services/populations</u>. This is based on defining priority services for the City and citizens of Kirkland. These services are those that meet the City's goals to provide broad access to recreation through community service and special events. These programs do not charge a fee, therefore, are supported 100% by tax revenues. These are defined as City priorities and are determined to provide a community benefit.
- 2. <u>Subsidization</u>: Virtually all recreation classes and activities are subsidized. The fees associated with a class or program often do not cover the full set of program and related facility costs. The extent that the cost of a service is not fully recovered by a fee, it is subsidized by tax revenue. Recreation programs span a continuum of subsidization based on community and individual benefit. Those programs that are considered a benefit to the community, and defined as City priorities would be 100% subsidized by tax revenues. Those programs that fully benefit the individual would be 0% subsidized. Those programs that can be defined as a benefit to both the community and the individual will have a percentage of subsidy.
- 3. <u>Benefits of Recreation</u>: For those programs that are considered a benefit to the community and individual, they will be measured against a benefits based pricing strategy to determine the subsidy.

C. Pricing Policy

1. Priority services/Populations and 2. Subsidization: To be consistent with the Kirkland Comprehensive Plan to make recreation programs affordable and accessible, this pricing policy proposes a differentiated pricing strategy. It defines three categories of programs, establishes target subsidization levels for these categories, and measures the benefits to the individual and community for the partial subsidy programs.

The three categories of programs that were determined by the Park Board, and given direction by Council, include: 1. Community Benefit, full subsidy, 2. Community and Individual benefit, partial subsidy, and 3. Individual benefit, no subsidy. The Community Benefit program category includes all the programs that the City would prioritize as having a high community benefit and impact, and can be justifiable of being 100% tax supported. The Community and Individual benefit category encompasses those programs that offer a variable range of benefits for the community and individual. These would be measured against the benefits based pricing policy to determine the target rate of subsidization. The Individual benefit program category includes those programs that have a high individual benefit. We would set a 100% cost recovery target for these programs. Following is the recommended categories of pricing strategies:

Differentiated Program Pricing Proposal

Community Benefit Community & Individual Full Subsidy Partial Benefit		Individual Benefit No Subsidy
Programs Summer Concert Series Senior Health Progs/Svcs Swimming Beaches Youth Services Human Services Youth Outreach Program Parks Special Events	Programs NKCC Youth Programs Preschool Youth Misc. Creative Mvmt. Day camps Senior Center Van Trips Recreation programs Athletics Youth Programs Aquatics Swim Lessons	Programs Adult Recreation Programs Pool Rentals Private Swim Lessons
100% Subsidization High Community Benefit	Partial Subsidization Range of Community and Individual Benefits	0% Subsidization 100% Cost Recovery

Based upon Benefits

Variable Return on Dollar

Based Model

3. Benefits of Recreation:

Intervention

Outcome Oriented

Over the course of the last decade, both the National Recreation and Parks Association and the Canadian Parks and Recreation Association have developed programs that are designed to convince recreation providers and key stakeholders of the important role Recreation and Parks play in our individual lives, communities, and environment. These programs resulted in publications describing the benefits and have become the cornerstone to both of the association's policies. These have been widely adopted both nationally and internationally. Therefore, it is critical that the development of any policy pertaining to parks and community services carefully consider the benefits accrued to individuals and the community.

Profit Projected

For those programs that are determined to benefit both the individual and the community, they would be considered for a partial tax subsidy and measured by the Benefits Based pricing strategy.

The Park Board has completed the Benefits based pricing strategy exercise and scoring to determine the recommended tax subsidy levels and target cost recovery levels for these programs. Below is a chart of the Park Board recommendations:

Benefits Based Subsidization Study Summary of Total Scores and Base Calculations

Program/Service	Total Score*	Park Board Recommended Subsidization base %	Cost Recovery %
NKCC Youth	29.08	65.2%	34.8%
Programs			
(average)			
 Preschool 			
• Youth			
Recreation			
 Teen 			
Recreation			
 Family 			
Recreation			
 Day Camps 			
Swim Lessons	20	44.8%	55.2%
• Non			
private/Youth			
Athletics/Youth	27	60.5%	39.5%
 Basketball 			
 Sports Camps 			
Senior Recreation	30.9	69.2%	30.8%
Senior Van Trips	22.1	49.5%	50.5%

^{*} Please see attachment D for the Benefits Based pricing philosophy, exercise, and scoring system.

D. Differentiated Pricing Factors:

In combination with the aforementioned strategy, there are several Pricing factors that need to be considered when determining fees. These factors may adjust prices higher or lower based on the circumstances.

I. Program/Service Related

- 1. Market Rate/Competitive Pricing: The fee for Recreation classes and Programs needs to be competitive in the local market. If fees are set too high, we price ourselves out of the market, resulting in low enrollments, thus decreased revenue. If fees are set too low, classes will fill to maximum capacity, but revenues will not reflect cost of service. Therefore, a market survey was completed in September, 2001. There will be a market analysis completed every year to determine market rate for recreation classes.
- 2. Cost of Service Study: The total cost of service, including direct and indirect costs, will be updated every three years. This will be used to assist in determining fees for service in order to reach target cost recovery levels. The cost of service update for 2001 can be found in Attachment B. Please note that the current cost recovery percentages are based on a partial update of expenses and revenues from the original Cost of Service Analysis completed in 1999. The original distribution of direct and indirect hours and their allocation across programs was unchanged from the original analysis. All labor and non-labor costs as well as overhead allocations were updated to reflect 2001 data. As a result, the current Cost Recovery percentages are accurate to the extent labor distributions have remained fairly constant.
- **3. Maintaining Existing Levels of Revenue:** Given the Department's reliance on self-generating revenues to meet its operating obligations, it is not recommended that any program/service be reduced as a result of this strategy. In other words, where the current price is greater than the potential price calculated by the benefits model, the current price is maintained or increased in accordance with other pricing factors.
- **4. Demand Considerations**: In some cases, the department may wish to modify the price to affect the balance of supply and demand. Where there is an abundance of demand for a particular service, price can be an effective tool to increase revenues, thus, decreasing demand. Where there is low demand, price can be lowered to increase demand, thus increasing revenues.
- **5.** City/Department Priorities: In some cases, the City or Department may wish to encourage participation in certain activities or services. In these circumstances, a lower price can enhance the program's attractiveness to a potential participant. This also lends some flexibility if there are changing public policies that may result in providing certain programs.
- **6. Administrative Considerations**: For those programs/services where the collection of a fee may exceed the revenue generated, consideration should be given whether or not to establish a fee.
- **7. Phasing Process for Implementation of New Fees**: For those programs/services where a new fee is warranted, consideration may be given to phasing in the fees over a period of time to effectively lessen the impact it may have upon participants and market elasticity.

II. Participant Related Pricing Factors

- 1. Ability to Pay: It is the philosophy of the City/Department that cost should not be a significant barrier to Kirkland residents for participation in City Parks and Community Services programs. Since the ability to pay issue is applicable to the participant and not the program or service, the pricing factor cannot be factored into the calculation of price, but rather should be applied at point of purchase. Parks and Community Services has revised their scholarship eligibility to take into consideration several factors. The family size and income is based on a combination of free and reduced lunch, state mental health subsidization guidelines, and social security. The income rates for a 25% scholarship are set at 185% of the federal poverty guidelines distributed from 2001. The income rates for a 50% scholarship are set at 200% of the federal poverty guidelines. Currently, loss in revenues due to scholarships will be made up in subsidization from tax revenues. The goal is to solicit donations through instructors, community organizations, and local business, to establish a scholarship fund. We would like to ask Council direction on making these scholarships available for just residents or both residents and nonresidents. Currently, we award them to anybody who qualifies. With the initiation of differentiated pricing, do we want to only award scholarships to those who are residents? See Attachment C for scholarship information.
- **2. Resident vs. Nonresident:** City Council recently passed a vote to institute differentiated pricing for residents and nonresidents of Kirkland. The following guidelines now apply to Recreation pricing:
- There will be a 20% differential between what residents and nonresidents pay for Recreation classes. This will be called a resident discount. This applies to those who live and/or work in the city limits of Kirkland.
- For those programs/services where the collection of a different fee may exceed the revenue generated due to administrative costs, or collection of the fee would be unmanageable, this differentiation would not apply.
- For those programs that reach 100% of cost recovery, there are no subsidized costs from the tax base. Therefore, there would be no need for a differentiated price.

E. Implementation of Pricing Policy:

In implementing the Pricing Policy, several factors need to be considered. The main goal of the Pricing policy is to match our program revenues with our target cost recovery determination. Below is a table that compares the **Park Board recommended subsidization/target cost recovery** determination with our current cost recovery.

Program/Service	Total Score	Park Board Recommended Subsidization base %	Minimum Cost Recovery Target %	Cost Recovery Current %
NKCCYouth Programs	29.08	65.2%	34.8%	36%
Swim Lessons	20	44.8%	55.2%	47%
Athletics/Youth	27	60.5%	39.5%	69%
Senior Recreation Programs	30.9	69.2%	30.8%	23%
Senior Van Trips	22.1	49.5%	50.5%	UNK
Senior Health Programs		N/a	0%	10%
Swimming Beaches		N/a	0%	0%
Youth Services		N/a	0%	0%
Human Services		N/a	0%	0%
Adult Recreation Programs		N/a	100%	52%
Adult Athletics		N/a	100%	106%

Based on the above results, one could conclude that we are low in revenues from swim lessons, senior recreation programs, and adult recreation programs. However, several other factors need to be considered. Program/Service related factors include market rate, demand considerations, City/Department priorities, administrative considerations, and phasing processes for increased fees. **Attachment A** is a table that compares current costs, market costs, target cost recovery, and current cost recovery. Given all of these factors, and the additional program/service related factors, there is an outline of those recreation prices that can be affected currently upon implementation of this Policy. **Attachment A outlines the projected increased annual revenue for 2003 based on this Pricing Policy.**

E-page 58 Addendum B



CITY OF KIRKLAND

Department of Finance & Administration 123 Fifth Avenue, Kirkland, WA 98033 425.587.3100 www.ci.kirkland.wa.us

MEMORANDUM

To: Dave Ramsay, City Manager

From: Marilynne Beard, Director of Finance and Administration

Date: October 10, 2005

Subject: BACKGROUND ON EXTERNAL AND INTERNAL FEES FOR SERVICE

In order to better understand the recommendations and implications of the Parks Cost of Service Study, we are providing an historical perspective on the City's evolution of policies for setting internal and external fees for service.

Purpose of External and Internal Charges for Service

External fees for service are based on the premise that the cost of providing a service should be borne by the beneficiaries. In order to determine a fee, we calculate the full cost of providing the service – direct and indirect (overhead) costs. To the extent that the service benefits an individual only, the individual should bear the full cost. To the extent that the service has general benefits for the community, the cost should be tax-supported. The proportion of fee support to tax support is a policy decision of Council and is based on both objective and subjective assessments of the relative benefits to individuals versus the community.

Internal charges for service acknowledge the support services provided to fee-supported activities. They are developed using a similar methodology as external fees with total costs calculated and then distributed between benefiting funds. Some General Fund internal costs (e.g. finance) are allocable to the General Fund departments (e.g. police, fire, etc). In this case, the General Fund doesn't "charge itself." Non-General Funds (e.g. water/sewer utility, recreation programs) are charged an interfund fee. The Council can make a policy decision to recover all or a portion of the internal costs. If Council decides not to recover the full overhead cost from a fund, then it results in a tax subsidy because the General Fund is not fully reimbursed for its services.

External Charges - Methodology and Evolution

Development and administration of fees for service are a joint responsibility of the operating departments and the department of Finance and Administration. Some fees are established by ordinance within the Kirkland Municipal Code (KMC). Others are established administratively by the operating department. Using a "cost of service" approach, fees are calculated using the following basic steps.

- 1. The "full cost" of providing a service are calculated including direct costs, department indirect costs and citywide indirect costs.
- 2. The City Council develops a policy basis for cost recovery targets. The targets represent the Council's assessment of the portion of costs to be recovered from fees versus taxes.
- 3. Once the cost recovery policies are established, staff develops fee schedules that achieve the Council's policy objectives.

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Services that are entirely or partially fee supported include:

100% Fee Supported
Water/Sewer Utility
Solid Waste Utility
Surface Water Utility

Partially Fee Supported
Parks & Recreation Services
Cemetery
Development Services

In 1998, the city completed its first major "cost of service" study as a basis for updating development fees. Since the original study, development fees have been reviewed and updated twice.

In 1999, a similar process was initiated for recreation program fees whereby the full cost of recreation services was calculated; however, cost recovery policies were not developed. Parks and Community Services staff subsequently used a "Benefits Based" study as a way to develop cost recovery targets. The results of the benefits based study were presented in 2002 along with the Park Board's recommendation about cost recovery targets. The staff and Park Board recommended (and Council agreed) that tax subsidy of some parks and recreation activities was appropriate; however, staff did not complete the development of a fee schedule that reflected the recovery targets and the ongoing financial impact to the General Fund was not identified.

Internal Charges - Methodology and Evolution

Internal charges recognize the services provided by the General Fund and other support funds (e.g. Facilities Maintenance) to other funds. For example, the water and sewer utilities are entirely fee supported but do not have their own administrative systems such as payroll and human resources. In order to recognize the support services provided to the utilities, they are charged for these support services by the General Fund. Internal services such as payroll, facilities, human resources, legal and records are allocated to other funds based on their fair share of the cost. "Fair share" is based on usage indicators such as the proportional number of FTE's, purchases and items coming before the Council (for example).

In 1996, City staff completed a comprehensive update of the City's internal charges. Because internal charges had not been updated for a number of years, the 1996 update resulted in the General Fund recovering over \$450,000 in costs from other funds, decreasing the tax subsidy of these fee-supported services. In order for the paying funds to accommodate their updated internal charge, there was a need to increase some external fees and charges.

Each budget cycle, the internal charge model is updated to reflect current costs and allocation factors. Funds that are responsible for paying internal charges include:

- Water/Sewer Utility
- Surface Water Utility
- Solid Waste Utility
- Street Operations Fund
- Recreation Programs Revolving Fund
- Cemetery Fund
- Park Maintenance Fund (special levy)

Forms of Tax Subsidization

Services that are partially tax supported (i.e. a policy decision was made for cost recovery of less than 100%) receive a tax subsidy in a variety of ways.

Development services are budgeted in the General Fund. Development fees are receipted into the General Fund and are added to all of the City's general revenue to result in a "balanced" General Fund budget. In this case, development services receives its subsidy "by default" by being incorporated within a larger fund that can balance the ebb and flow of development revenue.

October 10, 2005 Page 3

The cemetery is partially tax subsidized. Its subsidy comes in the form of a "fixed" interfund charge for maintenance of the cemetery. The full cost of maintaining the cemetery is not charged back to the cemetery; however, it does pay for that portion of costs that is sustainable through the present fee structure. Cemetery operations are supported through lot sales and fees for service (burials, marker settings, etc). Once the remaining lots are sold, the fees will decrease and the tax subsidy will increase. Eventually, the Cemetery will be primarily tax-supported. This tax subsidy was one of the Council's considerations in deciding not to expand the cemetery by purchasing additional residential property adjacent to the cemetery.

Parks and Recreation services represent a hybrid of these two models. Parks and recreation services are budgeted in three different funds – the General Fund, the Recreation Programs Revolving Fund and the Parks Maintenance (special levy) Fund. The Recreation Programs Revolving Fund was originally established to account for recreation programs where the direct costs were fee supported. Over time, other costs were added to the fund including department staff time (to acknowledge program coordination and administration costs) and internal charges. In 1997, 1.85 FTE were charged to the Recreation Revolving Fund and an interfund charge of \$18,156 was assessed to the fund. In 2005, 3.25 FTE are budgeted in the Recreation Revolving Fund and the interfund charge is \$53,043. The increased internal charge was the result of both increased central service costs but also resulted from reallocation of costs by the operating department to the recreation fund such as staff and salary increases and increased usage of support services such as multi-media for production of the quarterly recreation brochure. As additional costs were added to the fund, the issue of the tax subsidy – how much it should be and how it would be implemented – became a more pressing issue to resolve.

In addition to cost recovery policies that contemplate only partial recovery of costs through fees, the ability of program fees to recover these increased costs are limited from a market perspective. Recreation fees are subject to market considerations that effectively "cap" the ability to raise fees to fully recover costs. As part of our fee-setting process, we will compare our fees to those of neighboring jurisdictions. In fact, market pricing is the primary consideration used on pricing recreation classes. If we attempt to recover total costs and our competitors' fees are tax-subsidized, our fees may be too high. If our fees are too high, we cannot compete with surrounding jurisdictions and demand will diminish. While it is important to know the cost of service and amount of tax support recreation programs receive, market considerations will effectively establish ceilings for fees.

Recreation Revolving Fund Financial Condition and Stabilization

Over the past two or three budget cycles we have called attention to the apparent mismatch between revenues and expenditures in the Recreation Programs Revolving Fund – a result of having not identified the General Fund subsidy that is needed or what form that subsidy might take. In the 2005/2006 budget, deficits of as much as \$150,000 over the 2005/2006 budge cycle were estimated with the understanding that the 2005 fee update would include a recommendation for stabilizing the financial future of the fund. That recommendation could include options such as changing cost recovery targets, updating fees, approving a transfer from the General Fund, absorbing the Recreation Programs into the General Fund and changing programming (or some combination of these measures).

The 2005 cost of service study accomplishes all three phases of the study. Updated costs were calculated, proposed cost recovery targets are recommended along with necessary fee adjustments. The current study provides updated costs and compares actual cost recovery levels to target levels. Comparative data from other cities is also provided. We have also estimated the amount of additional General Fund support that is needed and have provided options on how it could be implemented (see memo from Parks and Community Services). Given that the subsidy level will constitute an ongoing General Fund commitment, we recommend that any decisions that impact the General Fund during the current biennium (2005-2006) be considered at the mid-biennial budget review.

123 FIFTH AVENUE ● KIRKLAND, WASHINGTON 98033-6189 ● (425) 587-3000

DEPARTMENT OF PARKS AND COMMUNITY SERVICES MEMORANDUM

To: David Ramsay, City Manager

From: Carrie Hite, Community Services Manager

Jennifer Schroder, Parks and Community Services Director

Cc: Marilynne Beard, Finance and Administration Director

Date: October 18, 2005

Subject: Parks Cost of Service Study

RECOMMENDATION:

Council to 1. Consider recommendations to revise Parks and Recreation cost recovery targets and 2. Consider establishing a general fund subsidy for the recreation revolving fund for 2006, and 3. Consider restructuring the Recreation Revolving Fund for the next biennial budget, 2007/2008.

BACKGROUND:

The City's revenue policies require that all fees for services be reviewed and adjusted periodically, "to ensure rates are equitable and cover the cost of service or that percentage of total service cost deemed appropriate by the City." A comprehensive review of cost of service for Recreation programs was completed in 1999. An additional internal review was completed in 2002.

In the Fall of 2004, Council approved a service package to complete a Cost of Service study for Parks and Recreation programs. The service package funded a consultant to (1) Update the cost of service study model and determine if any revisions to the current fee structure are needed, and (2) Review the pricing policy and cost recovery targets, and determine if any revisions are needed to blend this policy with the current fee structure.

This paper will review the current status of our Recreation Pricing Policy and the results of the Cost of Service Study, and outline some options for Council to consider as we seek direction to stabilize the Recreation Revolving Fund. Currently we are operating our Recreation programs in accordance with the 2002 Council adopted Pricing Policy, with the exception of applying a subsidy.

This paper will focus on the following:

- Review of current Pricing Policy with current cost recovery goals
- Review results of cost of service study
- Review the Park Board recommended proposed cost recovery targets
- Discuss options to apply subsidy for recreation revolving fund programs.

Pricing Policy

The current Pricing Policy for recreation programs was adopted by Council in June 2002. The Parks and Community Service Department's Pricing Policy achieves the following goals:

- It incorporates the main objective of the Kirkland Comprehensive Plan policy 2.4: Kirkland citizens of all ages and abilities should have the opportunity to participate in diverse, challenging and high quality recreation programs that are both accessible and affordable. Comprehensive recreation opportunities are a major ingredient of a healthy community. By providing services that are creative, productive and responsive to the needs of the public, the City Community Services Division can enhance the quality of life in Kirkland.
- It sets subsidization fee levels for Recreation programs based on priorities and benefits for the citizens of Kirkland.
- It established a 20% differential pricing policy between residents and non-residents.

The Pricing Policy incorporates the National Parks and Recreation program for benefits of recreation and defines programs into three categories to establish cost recovery targets. The three categories of programs that were determined by the Park Board, and given direction by Council, include:

<u>Community Benefit</u>, full subsidy, category includes all the programs that the City would prioritize as having a high community benefit and impact, and can be justifiable of being 100% tax supported.

<u>Community and Individual benefit</u>, partial subsidy, category encompasses those programs that offer a variable range of benefits for the community and individual. These programs are supported by fees, and by a general fund subsidy.

<u>Individual benefit</u>, no subsidy This includes programs that have a high individual benefit. Types of programs that would fall into this category would be considered more entrepreneurial, and would include such programs as golf, tennis centers, private rentals, etc. Currently, we do not operate any entrepreneurial type programs.

Current Cost Recovery Goals

In September, staff presented to the Park Board a comparison of the benefits based pricing targets against the 2004 actual's. Based on their review of the comparison, the Park Board is recommending a

revision to some of the 2002 program cost recovery targets and to set cost recovery targets for program areas that were not included in the 2002 study (see Table A).

The variance in the 2004 actual cost recovery percentages, and the recommended cost recovery targets is a result of the nature of the Recreation business. The Park Board realizes that Recreation programs are somewhat unstable from year to year, so they are recommending conservative cost recovery targets. Recreation programs are dependent on weather, economy, market availability, water quality (for aquatics), and equipment quality. For example, 2004 was a great year for aquatics. We had a hot summer, minor pool shut downs because of water quality or equipment failures, and we had a record revenue year. When the weather is rainy, the pool has to be shut down for various reasons, which has a direct negative impact on our revenue.

What is not included in the recommendation is the amount of general fund subsidy to balance the recreation revolving fund. As previously mentioned the recreation revolving fund in years past was able to balance its expenditures within the balance of fees generated from all the programs in this fund. This was possible because only a limited number of indirect expenses where charged to the fund. Over time we have moved toward including more of the indirect expenditures such as the interfund services associated with the programs addition of staff as well as salary and benefit adjustments. These increases can no longer be balanced by the total amount of revenue generated.

It is important to note that the recreation revolving fund average fee recovery for 2004 comes to 65% which by default identifies the funding gap amount needed to balance the fund. However, we know from our historical performance, the total amount of actual fees generated tends to perform higher than estimated which in turn has made budgeting a specific general fund amount to balance the fund difficult. One of the budget strategies we use to compensate for the fluctuations in the Recreation business is to budget revenues based on average attendance in classes. Therefore, when we have maximum attendance, the revenues exceed budget predictions. When we have minimum attendance, the revenues drop below budget estimates. We have experienced more attendance the past few years, which has resulted in revenues exceeding estimated budget revenues. Staff recommends that one of the outcomes from the cost of services study be to establish a policy on how to balance the recreation revolving fund.

Cost of Service Study Results

The objectives of the study were as follows:

- Identify the programs and associated costs of Parks Maintenance, Recreation, and Community Services.
- Identify the indirect costs associated with providing services and programs.
- Derive the full cost for each service and activity.
- Evaluate current cost recovery against established cost recovery objectives.

Tracey Dunlap, consultant from FCS group, will be providing a summary of the results in a power point slide presentation at the October 18th Council Study session.

This is the first Cost of Service study that includes Park Maintenance activities, including field and facility rentals. We have not had specific cost recovery goals for some of these activities, including sports fields, marina/moorage, Heritage Hall, and Pea Patches. Therefore, we have no historical comparison to actual cost against target cost.

For Recreation and Community Service programs, the following table outlines the target cost recovery against the actual cost recovery. Overall our 2004 actual cost recovery exceeded our target cost recovery, with the exception of Adult sports. In order to recoup the full cost of adult programs, we would price ourselves out of the market. We would need to have the facilities to compete with private recreation entities (i.e. Columbia athletic club, etc.). The adult sports programs certainly generate the majority of revenue, and have continually been requested by the community. The Park Board at this time is recommending that we continue providing adult sports, recognize that they do provide a public benefit, and are benefiting tax paying citizens in Kirkland. They are recommending a 30% subsidization for these programs.

Table A

Program/Service	Park Board/Council adopted Subsidization base % (2002)	2002 Target Cost Recovery %	2004 Actual Cost Recovery	2005 Staff Recommended Cost Recovery Targets
NKCC Youth Programs	65.2%	34.8%	55%	40%
(average)				
 Preschool 				
 Youth Recreation 				
 Teen Recreation 				
 Family Recreation 				
 Day Camps 				
Swim Lessons	44.8%	55.2%	68%	60%
 Non private/Youth 				
Athletics/Youth	60.5%	39.5%	49%	40%
 Basketball 				
 Sports Camps 				
Senior Recreation	69.2%	30.8%	72%	50%
Senior Van Trips	49.5%	50.5%	72%	50%
Adult Sports	0%	100%	68%	70%
Youth/Human Services	100%	0%	0%	0%

Aquatics: Beaches and Pool Lifeguarding	100%	0%	16%	10%
Senior Services	100%	0%	2%	0%
Community/Family	100%	0%	55%	0%
Recreation (Concerts,				
movies, etc)				
Sports Fields	n/a	n/a	6%	6%
Marina/Moorage	n/a	n/a	24%	24%
Special Events	n/a	n/a	26%	26%
Heritage Hall	n/a	n/a	2%	10%
Pea Patches	n/a	n/a	1%	1%
Cemetery	n/a	n/a	82%	82%

In researching other local cities, everyone has different means to attaining similar outcomes.

The city of Bellevue has a pricing policy most similar to Kirkland, in that they have three categories of programs: Full subsidy (youth council programs, human services, etc.), Merit Pricing (day camps, sports, recreation programs, both for youth and adults), and Full cost recovery (enterprise programs, i.e. golf, tennis center, etc.). Their merit pricing goal is to recover 100% of direct program cost, including program instructors, supplies and materials, and Divisional overhead staffing costs. What they do not cover in this is any interfund charges, department or city overhead.

The city of Issaquah has a similar formula. Their goal is to recover 70% of direct program costs. They define direct costs the same as Bellevue.

The city of Redmond actually has a different model. They do not set cost recovery targets, but set pricing goals. They price their programs at 120-140% of the direct cost. Direct cost is defined as program instructors, materials, and supplies. The 20-40% of additional revenues then get added into their budget to pay for Divisional staff.

The city of Mercer Island has a very similar model to Redmond. They seek to recoup total direct program costs and add into their pricing a 30% overhead factor. Some program pricing can bear the market over the 30% factor, some under. Their average is 30%.

In all of these cities, including Kirkland, there are other pricing factors considered. The two most factored in to all pricing are market rate, and demand.

Fee Comparison (Market rate);

Attachment A is the Fee comparison of local recreation programs. Based on this information, we will be able to raise fees in several areas: adult fitness, swim lessons, various youth and senior programs. Concurrently to this study, we have adjusted our 2006 revenue projections for Recreation programs. We have been able to add \$30,000.00 to the budget revenues for next year, based on raising fees.

Options for applying subsidy to the Recreation Revolving Fund:

Based on the Cost of Services study we will be able to increase some of the program fees but not enough to cover all the expenses currently charged in the Recreation Revolving Fund.

Options to consider are described in the following table:

Options to consider are described	in the following table.	
Option	Pro	Con
Account for all recreation expenses and revenues in the general fund	Receives its subsidy by default by being incorporated in the General Fund	Eliminates historical tracking of cost recovery performance by program area and, eliminates flexibility to re-direct revenue fund balances into program enhancements
2) Allocate staff, administrative overhead and interfund charges to the general fund. Keep variable costs in the Recreation Revolving fund.	Retains the Recreation Revolving fund. Provides flexibility to fund program enhancements from net revenue balances. Reduces expenses charged to the recreation revolving fund. Recovery targets based on direct expenses.	Eliminates the ability to show the full cost of offering recreation programs.
3) Allocate a fixed general fund subsidy to the Recreation Revolving Fund that would increase annually based on inflation	Retains the Recreation Revolving fund and its flexibility to enhance programs from net revenues. Provides a fixed budget to administer recreation programs. Retains identifying the direct and indirect costs associated with recreation programs.	The gap between revenues and expenses continues to grow, therefore, this subsidy would increase every year with inflation and interfund charges, more than fees can generate.

Staff recommends option 3 for 2006: allocate a general fund subsidy of \$39,000 to the Recreation Revolving Fund. In addition, staff recommends as part of the 2007-2008 biennial budget a restructuring of

the Recreation Revolving Fund to only reflect the variable costs (direct program costs) thus clarifying the application of the cost recovery recommendations in the budget. This will allow staff the ability to stabilize the Recreation Revolving Fund and not have to request a general fund transfer every year to balance.

	2005 Cost per Hour (unless otherwise noted)				Averages		
	Kirkland	Redmond	Bellevue	Mercer Island	Issaquah	All Cities (3)	Red/Bel
NKCC							
Preschool Art	\$8.00	\$10.67	\$8.10	\$14.62	\$10.00	\$10.85	\$9.39
Adult Fitness	\$4.19	\$10.63	\$3.75	\$4.42	\$5.00	\$5.95	\$7.19
Youth Misc.	\$8.00	\$10.15	\$10.00	\$9.10	\$9.80	\$9.76	\$10.08
Creat.Mvmnt	\$8.00	\$10.70	\$13.50	\$7.60	NEC	\$10.60	\$12.10
Adult Dance	\$8.00	\$8.00	\$12.00	NEC	NEC	\$10.00	\$10.00
Gen Day Camp/day	\$26.00	\$32.00	\$28.00	\$32.00	\$31.00	\$30.00	\$30.00
Indoor Play	\$2.00	\$1.00	\$2.50	NEC	\$2.00	\$1.83	\$1.75
Sports/Aquatics							
Volleyball (1)	\$32.00	\$25.00	\$33.00	NEC	\$25.00	\$27.67	\$29.00
Adult Basketball (1)	\$61.00	\$61.00	\$68.00	NEC	\$25.00	\$51.33	\$64.50
Youth Basketball (2)	\$8.00	\$7.00	\$7.00	NEC	\$9.75	\$7.92	\$7.00
Swim Lessons	\$10.67	\$12.00	\$12.50	NEC	\$10.80	\$11.77	\$12.25
Open Swim	\$1.25	NEC	NEC	\$1.00	\$1.00	\$1.00	NEC
Tennis	\$6.00	\$13.50	\$10.40	\$7.67	\$10.00	\$10.39	\$11.95
Gymnastics	\$9.00	\$15.00	NEC	\$14.13	NEC	\$14.56	\$15.00
Sports Camps	\$8.00	\$5.80	NEC	\$5.47	\$7.00	\$6.09	\$5.80
Seniors							
Aerobics	\$2.27	\$4.33	\$3.75	\$4.43	NEC	\$4.17	\$4.04
Тар	\$3.86	\$4.00	\$3.75	\$2.08	NEC	\$3.28	\$3.88
Yoga	\$8.75	\$5.38	\$5.00	\$9.20	NEC	\$6.53	\$5.19
Watercolor	\$3.68	\$4.67	NEC	\$4.50	NEC	\$4.59	\$4.67
Acrylic	\$3.63	\$4.00	NEC	\$2.00	NEC	\$3.00	\$4.00
Language	\$6.00	NEC	NEC	\$6.25	NEC	\$6.25	NEC
Spec.Event	\$4.00	\$3.50	\$3.40	NEC	NEC	\$3.45	\$3.45
Computers	\$5.00	\$3.00	\$4.38	NEC	NEC	\$3.69	\$3.69

	2005 Cost per Hour (unless otherwise noted)				Averages		
	Kirkland	Redmond	Bellevue	Mercer Island	Issaquah	All Cities (3)	Red/Bel
Maintenance							
Heritage Hall (4)	\$125.00	NEC	\$156.00	NEC	\$225.00	\$190.50	\$156.00
Adult Softball	\$25.00	\$18.00	\$29.00	\$62.00	\$13.00	\$30.50	\$23.50
Youth Select (non-res)	\$35.00	\$18.00	\$10.50	NEC	\$8.50	\$12.33	\$14.25
Little League (res)	\$0.00	NEC	NEC	\$50.00	NEC	\$0.00	NEC
Picnic Rentals (5)	\$35.00	\$85.00	\$53.00	\$85.00	NEC	\$74.33	\$69.00

- (3) Excluding Kirkland
- (4) Bellevue Winters House, Issaquah Tibbets Creek Manor- all rates for Saturday evening peak season.
- (5) Assumes 1-50 people where applicable and half day rental.

NEC No Equal Comparrison



CITY OF KIRKLAND PARKS & COMMUNITY SERVICES DEPARTMENT

123 5th Avenue Kirkland, WA 98033 - (425) 587-3330

Scholarship Policy

It is part of the mission of the Parks and Community Services Department (PCS) to offer Kirkland residents of all ages and abilities the opportunity to participate in parks, recreation and community services programs. Income should not be a barrier to participation. The scholarship program is designed to provide individuals and families an opportunity to participate in programs that they may not be able to afford without assistance.

Eligibility

Scholarships are available to all residents of the City of Kirkland. Residents may apply for scholarships for themselves or any member(s) of their household of which they have guardianship and verification.

Scholarships are granted on a sliding scale that is based on family size and income. Scholarship eligibility levels are determined by Seattle-Bellevue, Washington HUD Metro <u>FMR Area Income Limit Summary</u>. This data is updated annually; the most recent data is shown below.

2018 Seattle-Bellevue WA HUD Metro FMR Area

010 Scattle Believae WATIOD Mictio FWIN Area						
If Your Family Size is (number of persons)		1	2	3	4	5+
You are eligible for a 25% scholarship	If your Annual Income is	\$56,200 or less	\$64,200 or less	\$72,250 or less	\$80,250 or less	\$86,700 or less
You are eligible for a 50% scholarship	If your Annual Income is	\$37,450 or less	\$42,800 or less	\$48,150 or less	\$53,500 or less	\$57,800 or less
You are eligible for a 75% scholarship	If your Annual Income is	\$22,500 or less	\$25,700 or less	\$28,900 or less	\$32,100 or less	\$34,700 or less

Scholarship eligibility levels are determined by Seattle-Bellevue, WA HUD Metro FMR Area Income Limit Summary

Residents who wish to register for programs provided by Kirkland Parks and Community Services through the scholarship program must submit a scholarship application accompanied by the most recent 1040 Tax Form. Alternatively, an SSA-1099 may be provided if receiving Social Security. Anyone unable to provide this documentation should contact Department staff for an income verification form.

Policy Exemptions and Restrictions

This program does not apply to vendors and concessionaires operating in parks.

Kirkland Parks and Community Services utilizes the services of contracted instructors, employees and service agreements to provide the variety of programs and services offered. As such, available scholarships may be limited for certain programs and services.

Participation is limited to one use per each household member per guarter.



Department of Parks & Community Services 123 5th Avenue, Kirkland, WA 98033 · 425.587.3300 www.kirklandwa.gov

MEMORANDUM

To: Park Board

From: John Lloyd, Deputy Director

Date: May 8th, 2019

Subject: Park and Park Facility Naming Procedures

RECOMMENDATION

That Park Board discuss creating a defined procedure to respond to requests to name or rename parks or park facilities.

BACKGROUND

The City Council adopted the current policy for naming public parks and facilities via Resolution R-4799 (Attachment A) on January 19, 2010, at the recommendation of Park Board. The policy outlines naming criteria for a park or facility and the process City Council may follow to receive and review naming requests. The policy indicates that Council will not make its final decision on naming request until it has received Park Board's recommendation.

As part of the 2019-20 Park Board Work Plan development process, it was requested that Park Board develop a standard procedure to follow for any naming request. One idea discussed in the past is to develop a standard schedule for receiving and reviewing naming requests. For example, all requests will be reviewed/discussed in a specified month meeting each year. Other requests would be deferred until that time unless directed by Council.

Staff recommend Park Board discuss and document their desired procedure to review future park naming requests. Procedures should not contradict the approved naming policy and may be subject to change at the discretion of City Council. As this is a Park Board work item, creating the documented procedure will be the responsibility of Park Board. Staff will memorialize any developed procedures in the appropriate locations including the Park Board website, orientation manuals, and in the Park Board folder on the City's file servers.

RESOLUTION R-4799

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF KIRKLAND ESTABLISHING POLICIES AND PROCEDURES FOR THE NAMING OF PUBLIC PARKS AND FACILITIES.

WHEREAS, the City Council adopted Resolution R-3215, establishing policies and procedures relating to the naming of public park property and facilities on August 19, 1985; and

WHEREAS, the Park and Recreation Board recommends updating the park naming policy to: (1) include procedures for naming a park or facility after a civic group or organization; (2) provide that a numeric designation will be used for new parks and facilities until a permanent name is selected: and (3) clarify that the naming of a park or facility should be considered permanent under ordinary circumstances; and

WHEREAS, the City Council wishes to set forth the policies and procedures for naming public parks and facilities by resolution;

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

<u>Section 1</u>. It is the general policy of the City of Kirkland to choose a name for a public park or facility based upon the relationship of the land or facility to one of several criteria:

- 1. Neighborhood or geographical identification (e.g. Houghton, Bridle Trails, Rose Hill, etc.);
- 2. A natural or geological feature (e.g. Forbes Creek);
- 3. Historical or cultural significance;
- 4. An individual (living or deceased) who has given outstanding civic service to the Kirkland park system, or has donated substantial funds or land to the Kirkland park system, or has been otherwise instrumental in the acquisition or development of critical park acreage (e.g. Marsh Park). Parks or facilities shall not ordinarily be named for a living person, unless that person has made a significant and outstanding contribution of land, money, or civic service. A waiting period of at least one year should expire before naming a park or facility under the policy of this subparagraph;

- A civic group or corporation whose mission statement is compatible with City goals and objectives and that has made a significant contribution of land, money or civic service to the Kirkland park system;
- The wishes or preference of residents of the neighborhood surrounding the public park or facility should in all cases be considered.

<u>Section 2</u>. In establishing or designating the name of a public park or facility, the final authority on name selection is the responsibility of the City Council. In making such selection the City Council will normally consider suggestions for names received from organizations, individuals or neighborhoods, and may request the Parks Department or the Park Board to solicit such suggestions. The City Council will not make its final selection until after it has received the recommendation of the Kirkland Park Board.

Section 3. Until a park or facility name is selected for a new park or facility, a numeric designation shall be used to identify the park or facility.

<u>Section 4</u>. Under ordinary circumstances, the naming of a park or facility should be considered permanent. Any proposal to change the name of a park or facility shall be subject to the procedures set forth in this Resolution.

<u>Section 5</u>. Upon selection of a park or facility name by the City Council, the Parks Department shall identify the park or facility with appropriate signage specifying the established name.

Passed by majority vote of the Kirkland City Council in open meeting this $\underline{19th}$ day of $\underline{\underline{January}}$, 2010.

Signed in authentication thereof this <u>19th</u>day of <u>January</u> 2010.

Attest:

<u> Xetwi Xnderson</u> City Clerk



Department of Parks & Community Services 123 Fifth Avenue, Kirkland, WA 98033 425.587.3300 www.kirklandwa.gov

MEMORANDUM

To: Park Board

From: John Lloyd, Deputy Director, Parks and Community Services

Date: May 8, 2019

Subject: Juanita Beach Park Art Committee Member

RECOMMENDATION:

That the Park Board select a representative to join members of the Cultural Arts Commission on an Ad-Hoc Parks CIP Public Art Committee to replace Kelli Curtis following her appointment to City Council.

BACKGROUND DISCUSSION:

The City of Kirkland has a policy requiring 1% of funding for certain Capital Improvement Program (CIP) projects be set aside for public art. The Juanita Beach Park Bathhouse project is one such project. Typically, members of Park Board assist in the selection process for Park capital projects. Rosalie Wessels and Kelli Curtis represented the Park Board on the art committee for Juanita Beach Park. Following her appointment to City Council, Park Board is requested to select a replacement for Ms. Curtis.



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MEMORANDUM

To: Park Board

From: John Lloyd, Deputy Director, Parks and Community Services

Date: May 8, 2019

Subject: Park Board Liaison Role

BACKGROUND

The Park Board mission statement is as follows:

"The mission of the Park Board shall be to provide policy advice and assistance to the Department of Parks and Community Services (PCS) and City Council in order to ensure the effective provision of Parks and Community Services programs and facilities to the residents of the City of Kirkland."

The job description of the Park Board discusses involving the community and meeting with volunteer groups and neighborhoods to determine needs and interests. Some years ago, the Park Board decided to assign each board member to be the liaison with one or more neighborhood organizations. At the April 2019 Park Board meeting the Neighborhood Liaison Assignments were updated, and are listed below. While each neighborhood is assigned a primary Board member, any Board member may attend any neighborhood meeting as long as no more than four Board members are present.

Park Board members have requested assistance in meeting liaison role expectations. After discussion, it was determined that the following two strategies would be used to prepare Park Board members for neighborhood meetings.

- Park Board members should use the monthly report provided by staff and pick out key items to convey to the neighborhoods. This could be followed by questions and feedback.
- Staff will highlight a topic or a discussion question for use with neighborhoods that would solicit community input for consideration. Discussion questions could be related to upcoming Park Board agenda items or be generic in nature.

RECOMMENDED DISCUSSION TOPICS

The following items are possible discussion items to be conveyed to the community. Additional discussion items may be found in the monthly report or may be raised by individual community members.

At the April Park Board meeting, Park Board requested staff seek feedback from the Everest Neighborhood Association regarding the proposed conversion of the Everest Park tennis court to a pickleball court. Following the meeting, staff contacted the Everest Neighborhood Association Chair to discuss the project. Additionally, a sign was posted at the court to inform park users of the possibility and to solicit community input. Staff will share the

feedback received and discuss a plan moving forward. Another possible discussion item is the City's plans for off leash dog areas. Following the joint meeting with City Council, it is expected that staff will have direction from Council on how to proceed with this project. New playground equipment has been installed at Terrace Park, and Tot Lot Park. Installation at Highlands Park is nearly complete and should be done within the next couple weeks. As always, staff continue to work on park development projects. A few updates are listed below.

- Juanita Beach Bathhouse project was presented to the Hearing Examiner on April 18th for consideration of three necessary variances. Staff expect a final decision by May 10th. Pending approval, bidding is anticipated in late spring with construction beginning in fall 2019.
- Totem Lake Park plans are going through the permit review process and should go out to bid in June.
- 132nd Square Park master planning process continues. Please encourage community interested in this project to attend the following events to discuss proposed improvements:
 - "Picnic in the Park" on May 9th from 4pm-6:30pm at 132nd Square Park
 - Community Open House on June 20th from 6pm-8pm at the Church of Jesus Christ of Latter-Day Saints (13220 NE 132nd Street)

LIAISON ASSIGNMENTS

Neighborhood	Park Board Member	Frequency			
Central Houghton	Heather McKnight	Second Tuesday of odd months			
Central Houghton	neather wickinght	(No summer or Dec meetings)			
Everest	Mike Holland	Fourth Tuesday odd months			
Everest	IVIIKE HOIIAITU	(No summer meetings)			
Evergreen Hill	Rosalie Wessels	Third Wednesday of every month			
Evergreen min	Nosalie Wessels	(No meetings in Nov, Dec, July, Aug)			
Finn Hill	Amanda Judd	Meets as needed			
Highlands	Dishard Chung	Third Wednesday odd months			
Highlands	Richard Chung	(Nov–May)			
Juanita	Rosalie Wessels	Second Monday of odd months			
Judilita	Rosalle Wessels	(No summer meetings)			
Lakeview	Unassigned – no rep	Inactive - No meetings at this time			
Market	Uzma Butte	Third Wednesday odd months			
Market	Ozilia Butte	(No summer meetings)			
Moss Bay	Richard Chung / Amanda Judd	Second Monday odd months			
WIOSS Day	Michard Chung / Amanda Judu	(No summer meetings)			
Norkirk	Daniel Triplett	First Wednesday even months			
NOIKIIK	Daniel Implett	(No summer meetings)			
North Rose Hill	Uzma Butte	Third Monday of every month			
North Nose IIII	Ozina Butte	(No July or Dec meetings)			
South Rose	Susan Baird-Joshi	Second Tuesday odd months			
Hill/Bridle Trails	Susan panu-josin	(No summer meetings)			
Totem Lake	Unassigned – no rep	Inactive - No meetings at this time			