

CITY COUNCIL AGENDA ITEM
CITY OF SHORELINE, WASHINGTON

AGENDA TITLE:	Discussion of Potential Westminster Park Design Process - <i>Sponsored by Councilmembers Ramsdell and Roberts</i>
DEPARTMENT:	Administrative Services Department
PRESENTED BY:	Nick Borer, Parks Fleet & Facilities Manager
ACTION:	<input type="checkbox"/> Ordinance <input type="checkbox"/> Resolution <input type="checkbox"/> Motion <input checked="" type="checkbox"/> Discussion <input type="checkbox"/> Public Hearing

PROBLEM/ISSUE STATEMENT:

On June 13, 2022, Councilmembers Ramsdell and Roberts, in conformance with Council Rule 3.3, co-sponsored a request to place a discussion of a potential capital budget amendment to accelerate the design of the Westminster Park on a future Council Agenda. The Councilmembers have expressed concern regarding safety and equity issues if the park remains undeveloped. Tonight, Council will discuss these concerns and in the context of the Parks, Recreation, and Open Space (PROS) Plan and recently approved Park Bond.

RESOURCE/FINANCIAL IMPACT:

This discussion has no immediate financial impact. Should Council direct staff to amend the 2022 Capital Improvement Plan (CIP) budget or include this item in the 2023 CIP budget, it would change the timing of the expenditure and delay other expenditures and park improvements. It would also redirect staff and consultant resources from at least one of the priority park improvement projects included in the 2022 Park Bond so that the Westminster Park Design process could occur earlier than proposed by staff.

RECOMMENDATION

No action is required tonight. Staff does not recommend reprioritizing the Westminster Park for an earlier design schedule. Staff recommends that Council discuss the request from Councilmembers Ramsdell and Roberts. Council should determine whether staff should return to Council with a budget amendment for 2022, adjust the proposed 2023 CIP schedule, or retain the current plan for design of the Westminster Park in 2024 as part of the 2022 Parks Bond Projects.

Approved By: City Manager **DT** City Attorney **MK**

BACKGROUND

On June 13, 2022, Councilmembers Ramsdell and Roberts, in conformance with Council Rule 3.3, co-sponsored a request to place a discussion of a potential capital budget amendment to accelerate the design of the Westminster Park on a future Council Agenda. The Councilmembers have expressed concern regarding safety and equity issues if the park remains undeveloped. Tonight, Council will discuss these concerns and in the context of the Parks, Recreation, and Open Space (PROS) Plan and recently approved Park Bond.

Parks, Recreation and Open Space (PROS) Plan

The [City's Parks, Recreation and Open Space \(PROS\) Plan](#) was developed with significant public input and unanimously adopted by Council on November 14, 2017, through Ordinance No 802, Comprehensive Plan Amendments. This Plan guides the City's investment in City Parks and calls for ensuring adequate park land for future generations with a target of adding five (5) acres of new park land by 2023.

Council has taken several actions to provide funding and address the goals and strategic action items included in the PROS Plan. On July 31, 2017, Council adopted [Ordinance No. 786](#), creating Shoreline Municipal Code (SMC) Chapter 3.70 imposing a Park Impact Fee on development activity as part of the financing to support acquisition and development of parks to support that development. The impact fee identified specific projects that would support the anticipated growth in the City of Shoreline and would be eligible to use Park Impact Fees, including property acquisition in areas of growth.

On February 12, 2020, City Council approved [Ordinance No. 876](#), which expanded the list of PROS Plan growth projects that could be supported by Parks Impact Fees to address the need for additional park properties related to growth in the Westminster Triangle neighborhood. On September 28, 2020, the City Council adopted [Ordinance No. 899](#) authorizing acquisition of property located at 709 N 150 Street in the Westminster Triangle neighborhood to serve as a public park. As part of the acquisition, the costs of demolishing the residence that was on the property were funded. On April 19, 2021, Council took action to officially name the park "Westminster Park".

The City formed the Parks Funding Advisory Committee (PFAC) in 2018 to evaluate, prioritize and recommend parks improvement projects identified in the PROS Plan to be included in the Parks Bond. PFAC recommendations were subsequently evaluated by the City's Parks, Recreation, Community Services/Tree Board. In November 2021, after consideration of the PFAC, Parks Board, and Staff recommendations, Council adopted [Ordinance No. 949](#), which authorized the placement of a ballot measure on the February 2022 Special Election ballot to authorized a property tax bond measure for park improvements and park land acquisitions. This measure includes \$24.3 for major renovation of five parks projects, significant amenity improvements at three parks, \$9.5M for the acquisition of properties for development of future parks and open spaces, \$1M for Public Art in the City's Park System, and \$3.7M for design and development for newly acquired parks properties, for a total investment of \$38.5M. In addition to the Park Bond, the City Council committed up to \$3.4M in unreserved, unrestricted General Fund reserves to augment the park bond proceeds. This was done

in recognition of the anticipated inflationary cost increases to complete the eight priority projects.

Parks Bond Project Status

Parks Improvement Projects: Immediately following approval of the Parks Bond, the City sought approval from the State Project Review Committee to use the Progressive Design Build alternative project delivery model to deliver the eight priority projects quickly, reduce risk, and contain project costs. A list of the eight priority projects is included as Attachment A. The City's request was approved and staff have conducted a Request For Qualifications (RFQ) and Request For Proposal (RFP) for the design and pre-construction phase of the eight priority projects. The contract award for this is included in this evening's Consent Agenda. Phases I and II, the design and preconstruction phases, are expected to begin in August 2022 and conclude in August 2023. Phase III, the construction phase, is expected to begin July 2023 and conclude in the winter of 2024.

Property Acquisitions: The City has completed acquisition of four parcels that will be funded in whole or part by the Parks Bonds. The City has identified three additional parcels to be funded with the Parks Bond proceeds and is in various stages of negotiation on these properties.

Public Art: Staff are currently in the process of updating the City's Public Art and Community Services Plan that will guide the investment in public art supported by the Parks Bond. The City's Public Art Coordinator will work closely with the parks improvement design team in 2022 to incorporate art into the projects. Procurement and installation of public art supported by the Parks Bond is anticipated to take up to three years.

Design and Development of Newly Acquired Parks Properties: Design and planning for development of the City's newly acquired properties is programmed to begin in 2024, beginning with outreach and conceptual design in order to determine costs, prioritize, and develop funding plans. The \$3.4M available from the Parks Bond for this work will likely not deliver full development of any of the parks, but could be combined with Parks Impact Fees, public/private partnerships, and grants to fund the development of these undeveloped parks and open spaces, including Westminster Park. The update of the City's PROS plan in 2022 and 2023 will also help prioritize the City's investments and will include significant community outreach with an equity lens.

Pending development, the newly acquired properties are being used and maintained in various ways. Several of these properties had viable single family homes that have are being rented at market rates and managed and maintained by property management firms. Two properties, including Westminster Park, had uninhabitable homes that have been demolished. Westminster Park, has been cleared and graded as part of the demolition and is being scheduled for periodic maintenance. The City's Urban Forester is working with the neighborhood to develop a stewardship program, and staff have installed a picnic table and garbage can. Edwin Pratt Memorial Park, has been cleared, and is also being scheduled for periodic maintenance during the growing season. Paramount Park property, which is intended to be an open space will remain as a natural area. 192nd-Hemlock Property is currently a natural space. Staff will work with

the neighborhood to determine if a stewardship program can be developed until the final planning and development is complete.

DISCUSSION

The request from Councilmember Ramsdell and Roberts is for Council to reprioritize the order of these projects in order to move the design and development of Westminster Park to 2022 or 2023 rather than the currently scheduled 2024 timeframe. This neighborhood does not have any developed parks and there are concerns about children playing in the streets so close to two arterials (145th and Westminster Way).

Impacts of Reprioritizing Westminster Park Design

Reprioritizing the design of Westminster Park to an earlier date is primarily limited by staff capacity. The City hired a fulltime Parks Bond Project Manager whose primary focus is delivering the Parks Bond projects and managing the City's PROS Plan update. Adding the design process for the Westminster Park is not enough to justify additional staff and even though consultant support would be used for the design process, there is still a need for oversight by the City's Parks Bond Project Manager.

To date, staff has established a workplan and contract services to complete the design and pre-construction phase of the eight priority bond projects first. This is critical to understand the actual cost of completing the improvements that were part of the bond measure. The conceptual designs completed a few years ago, and the related project cost estimates, need to be tried-out as part of this process. Until that is complete, staff does not recommend that we commit other bond proceeds for other projects or reprioritize design of park properties.

If Council is interested reprioritizing the Westminster Park design, the City would need to amend the contract with Forma/Mithun to include the design for Westminster Park. This would likely delay the delivery of design for the priority eight parks outlined in the Park Bond Measure to voters, which could impact the overall project delivery. The City would likely need to deprioritize another park to stay on schedule. If Council recommends reprioritizing the Westminster Park design, staff recommends deprioritizing Ridgecrest Park. Park improvements at Ridgecrest will develop a play area and an off-leash area in recognition of the uncertain future of the Eastside Off-Leash Area at Fircrest. Ridgecrest Park is currently being impacted by the Link Light Rail Extension project.

Other Considerations

In addition to Councilmembers Ramsdell and Roberts' interest in Westminster Park, the PRCS/Tree Board has made a recommendation to Council to reprioritize investment in trails and amenities at Ballinger Open Space in the Ballinger Neighborhood, another neighborhood with few parks. Additionally, while not formally recommended, the PRCS/Tree Board chair also recently inquired about the potential to make improvements to the Park at Town Center. Staff continue to remind the PRCS/Tree Board that the City utilizes our robust planning documents to plan for and prioritize investments and have encouraged them to provide their input as the City prepares for the next PROS Plan update.

STAKEHOLDER OUTREACH

The City's PROS Plan was developed with significant public outreach, including a statistically valid survey, and was adopted by City Council in 2017. Since that time the PFAC evaluated and made a recommendation to prioritize projects within the PROS Plan for the subsequent Park Bond that passed in 2021.

COUNCIL GOAL(S) ADDRESSED

This item implements City Council Goal No 2, Action Step 3:

Continue to deliver highly-valued public services through management of the City's infrastructure and stewardship of the natural environment

Continue to Implement the Parks, Recreation, and Open Space Plan, including construction of park improvements and acquisition of properties funded through the 2022 Park Bond

RESOURCE/FINANCIAL IMPACT

This discussion has no immediate financial impact. Should Council direct staff to amend the 2022 CIP budget or include this item in the 2023 CIP budget, it would simply change the timing of the expenditure and delay other expenditures and park improvements. It would also redirect staff and consultant resources from at least one of the priority park improvement projects included in the 2022 Park Bond so that the Westminster Park Design process could occur earlier than proposed by staff.

RECOMMENDATION

No action is required tonight. Staff does not recommend reprioritizing the Westminster Park for an earlier design schedule. Staff recommends that Council discuss the request from Councilmembers Ramsdell and Roberts. Council should determine whether staff should return to Council with a budget amendment for 2022, adjust the proposed 2023 CIP schedule, or retain the current plan for design of the Westminster Park in 2024 as part of the 2022 Parks Bond Projects.

ATTACHMENTS

Attachment A: Park Bond Project Allocation

Parks Investments Bond Measure		
Item	Description	October 2021 Cost Estimate
<i>Priority Park Improvements</i>		
Briarcrest – Hamlin Park	Play area, splash pad, community garden, picnic area, enhanced entrance form 25th Ave NE	\$5.5
Brugger’s Bog	Relocated play area, multi-sports court, picnic shelter, landscaping	\$3.8
Hillwood	Renovated play area, splash pad, perimeter trail, picnic shelter, adventure play area	\$4.5
Richmond Highlands	Fully accessible play area, multi-sport court, picnic shelter, perimeter trail, sensory trail	\$6.5
James Keough	Off-leash area, play area, parking, landscaping, perimeter trail, picnic tables, small picnic shelter, restroom	\$2.9
Sub-Total		\$23.2
<i>Priority Park Amenities</i>		
Public Art	Funding for public art to be included throughout the park system	\$1.0
Ridgecrest	Play area and an off-leash area	\$1.5
Shoreview	Off-lease area improvements; converting dirt soccer field to grass multi-purpose field	\$2.1
Kruckeberg	ADA board walk to the lower garden (children's garden area)	\$0.6
Sub Total		\$5.2
Park Improvements & Park Amenity Sub Total		\$28.4
<i>Park Land Acquisition</i>		
Match for Conservation Futures Tax (CFT) grant for Paramount Open Space		\$0.6
Brugger’s Bog		\$1.2
Portion of property at Rotary Park		\$2.4
Additional property at Rotary Park, light rail station areas		\$5.3
Sub Total		\$9.5
<i>Improvement to Acquired Property</i>		
Paramount Open Space, Westminster Triangle		\$0.83
Portion of property at Rotary Park		\$0.79

Attachment A

Additional property at Rotary Park, light rail station areas	\$2.38
Sub Total	\$4.0
Park Acquisitions & Related Improvements Sub Total	\$13.5
Total Projected Project Costs	\$41.9