

**CITY COUNCIL AGENDA ITEM**  
CITY OF SHORELINE, WASHINGTON

<b>AGENDA TITLE:</b>	Authorize the City Manager to Execute Contract #10537 with Beckwith Consulting Group in the Amount of \$199,868 for Technical Consultation Services for the 2024-2030 Parks, Recreation, Open Space, Art and Culture Plan
<b>DEPARTMENT:</b>	Parks, Recreation, & Cultural Services
<b>PRESENTED BY:</b>	Jacob Bilbo, Parks Bond Project Manager
<b>ACTION:</b>	<input type="checkbox"/> Ordinance <input type="checkbox"/> Resolution <input checked="" type="checkbox"/> Motion <input type="checkbox"/> Discussion <input type="checkbox"/> Public Hearing

**PROBLEM/ISSUE STATEMENT:**

To qualify for certain state and federal grants, the Parks, Recreation and Open Space (PROS) Plan must be updated every six years. The current 2017-2023 PROS Plan was adopted on July 31, 2017. The PROS Plan presents a 20-year vision and framework for Shoreline’s recreation and cultural programs, and for maintenance and investment in park, recreation, and open space facilities. The next plan update will focus on the years 2024-2029 and will provide an opportunity to update the analysis of existing facilities, to reassess community interests and needs, and to identify ongoing gaps and areas of concern. The updated plan will also incorporate Public Art & Cultural Services with asset inventory and assessment of permanent and portable works in the City’s collection and identify and prioritize opportunities for the public to engage in local arts and cultural events and programs. The newly adopted plan will be referred to as the Parks, Recreation, Open Space, Art and Culture (PROSA) Plan.

Staff issued a Request for Qualifications (RFQ #10537) to engage a technical consultant with PROSA Plan consultation experience to assist the City in developing the 2024-2030 PROS Plan and provide project management support from start to finish. The City sought a consultant who had the capability of meeting the aggressive timeline and specific requirements of the City. This contract is for Phases I through V of the project, which will support the project through completion.

Staff is requesting that City Council authorize the City Manager to execute a contract with Beckwith Consulting Group in the amount of \$199,868 for technical consultation services for the 2024-2030 PROSA Plan. The proposed scope of work for this contract is attached to this staff report as Attachment A.

**RESOURCE/FINANCIAL IMPACT:**

The PROSA Plan update project budget includes \$100,000 for outreach and engagement and up to \$200,000 for technical analysis and plan development in the Capital Improvement Plan. The Beckwith Consulting Group contract covers the PROSA Plan update technical analysis and plan development.

**RECOMMENDATION**

Staff recommends that the City Council authorize the City Manager to execute a contract with Beckwith Consulting Group in the amount of \$199,868 for technical consultation services for the 2024-2030 PROSA Plan.

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

## **BACKGROUND**

The current 2017-2023 PROS Plan was adopted on July 31, 2017 after an 18-month engagement and update process. The staff report for the adoption of the 2017-2023 PROS Plan can be found at the following link: [Adoption of Resolution No. 412 Approving the 2017-2023 Parks, Recreation, and Open Space Plan for the Purpose of State of Washington Recreation and Conservation Office Funding Eligibility.](#)

The current PROS Plan is built around a set of Strategic Action Initiatives representing community priorities during the public engagement process. Staff believe that this general framework has served the City well over the past several years and expect to retain this overall approach as staff develop the 2024-2030 plan update. While there was a significant effort to ensure community engagement in the development of the 2017-2023 PROS Plan, both staff and the Parks, Recreation and Cultural Services (PRCS)/Tree Board have recognized the need to focus more intentionally on reaching those members of our community that are often overlooked in government outreach and engagement efforts. In addition, staff determined that integrating the Public Art and Cultural Services Plan into this process allowed for more robust engagement and support for a plan that was previously all done by staff in house.

With that in mind, staff became interested in separating the engagement work from the technical work related to development of the now PROSA Plan. At the same time, Planning and Community Development staff were reaching out for support with developing their community engagement efforts for the upcoming 2024 Comprehensive Plan update. The outcome of these discussions resulted in the City's Planning and Community Development Department, Recreation, Cultural, and Community Services Department, and the Administrative Services Department partnering to select an outreach and engagement consultant with an understanding of equity/anti-racism related to government engagement efforts. The City separately engaged with Stepherson & Associates (S&A) to conduct the engagement portion of the PROSA plan.

The City then conducted an RFQ process for a consultant to support the development of technical work for the PROS plan which will include:

- Conducting and preparing a recreation demand study;
- Updating the aquatic/community center needs analysis with associated delivery strategies;
- Conducting and preparing a condition assessment report of major park assets such as structures, fields, and playgrounds;
- Integrating community outreach data into the PROS plan analysis and report;
- Drafting specific written chapters of the PROS Plan document that relate to the work components; and
- Coordinating with staff to update the status of current strategic action initiatives, identify any new ones and update implementation goals reflective of identified work.

The RFQ sought a consultant with robust PROSA Plan consultation experience to assist the City in developing the 2024-2030 PROSA Plan and provide project management support from start to finish. Through evaluation of the SOQs and interviews of the best qualified firms, the City has selected Beckwith Consulting Group as the most qualified firm to assist with the 2024-2030 PROSA Plan.

## **DISCUSSION**

The contract with Beckwith Consulting Group is being presented to Council tonight for review and approval. It is expected to have five phases. Initiate PROSA Process, Develop and Implement Public Outreach, Assess Current Conditions and Opportunities, Develop PROSA Plan Elements, and Adopt the Plan. The Phases are outlined in Attachment A to this staff report. Phase I is expected to start in November 2022 and Phase IV to conclude in August 2023.

### **Consultant Assistance**

The contract with Beckwith Consulting Group is expected to have five phases beginning in November 2022 and concluding in August 2023. The first phase will initiate the PROSA plan process. Phase I is expected to take place in November 2022. In this phase, Beckwith Consulting Group will conduct workshops with City staff, S&A, City Council, and others to review the following:

- Vision - including assessment of work completed since the 2017 PROS Plan, 2027-2023 Public Art & Cultural Services Plan, on-going Urban Forest Assessment update, 2022 Resident Satisfaction Survey, and on-going Aquatics Feasibility Study;
- Participants - who and how to involve adjacent cities of Edmonds, Mountlake Terrace, Lake Forest Park, Kenmore, Shoreline School District, YMCA, and other public, nonprofit, and for-profit agencies, among others; and
- Progress – review progress with City staff and PRCS/Tree Board on a bi-weekly basis and with the Planning Commission and City Council at milestone tasks during a series of workshop review sessions.

Phase II is anticipated to begin in in November 2022 and conclude in June 2023. This phase would involve developing and implementing public outreach. Beckwith will coordinate with the City and S&A on the outreach methods that will be most effective in the PROSA planning and analysis. In this phase, Beckwith Consulting Group will:

- Conduct interviews and workshops with user groups and jurisdictions in partnership with S&A;
- Survey residents, school students, and park users to determine level of involvement in recreation programs, facilities, events, satisfaction, and interest in offered programming; and
- Conduct interactive planning and design workshops to brainstorm 6–20-year planning proposals with residents and user groups.

Phase III is anticipated to begin in in December 2022 and conclude in February 2023. This phase would involve assessing current conditions and opportunities. In this phase, Beckwith will organize the following information into appendices conforming with Growth Management Act (GMA) requirements for the City's Parks & Recreation element of the

Comprehensive Plan and Recreation and Conservation Office's (RCO) PROSA planning manuals for RCO grant certifications:

- Update goals and strategies including the completion of a Strength, Weakness, Opportunities, and Threats (SWOT) Analysis, including priorities, roles and responsibilities of the City and joint partners; existing and proposed level-of-service standards and geographic accessibilities; and funding and cost recovery strategies;
- Update demographic trends by analyzing present and projected population and demographic trends including mapping walkability and social equities;
- Project market demands/needs including recreation activity participation, volumes, peak day, and turnover rates;
- Project facility requirements using facility carrying capacity models, geographic information system gap analysis, and RCO's level of service scoring matrix to determine existing level of service, distributional level of service, propose objectives, and land acquisition and other costs;
- Determine repair and replacement requirements to estimate the remaining life of existing and proposed facilities; and
- Analyze financial prospects to accomplish the City's combined 6 and 20-year administration, art, recreation, maintenance, repair and replacement, and proposed level-of-service development requirements.

Phase IV is anticipated to begin in February 2022 and conclude in June 2023. This phase would involve developing the PROSA Plan elements using a progressive plan layering approach. In this phase, Beckwith will do the following:

- Update arts, culture, recreation programs, open space, trails, parks, facilities, and community/arts center elements;
- Develop a detailed 6 and 20-year strategic action implementation plan, including operations and maintenance, R&R cost containment, Americans with Disabilities (ADA) plan, priority investment rating and capital improvement program, financial scenarios, and performance benchmarks; and
- Draft SEPA checklist of the PROSA plan's programmatic conditions, impacts, and mitigations including background, elements of the natural environment, and elements of the human environment.

Phase V is anticipated to begin in May 2023 and conclude in August 2023. This phase would involve adopting the PROSA Plan. In this phase, Beckwith will do the following:

- Edit and publish PROSA plan documents including PowerPoint presentations, narrative documents, capital improvement program, SEPA checklist, and RCO submittals; and
- Adopt PROSA, CIP, SEPA, RCO, and performance measures.

### **Next Steps**

If Council authorizes this contract with Beckwith, the immediate next steps would be to begin Phase I of the PROSA plan technical work which includes pre-construction phase which includes initiating the PROSA planning process. Staff anticipates returning to Council to present the completed PROSA plan for adoption in the winter of 2023.

**COUNCIL GOAL(S) ADDRESSED**

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

*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 implementation of the 2021 Park Bond if approved by voters*

**RESOURCE/FINANCIAL IMPACT**

The PROSA Plan update project budget includes \$100,000 for outreach and engagement and up to \$200,000 for technical analysis and plan development in the Capital Improvement Plan. The Beckwith Consulting Group contract covers the PROSA Plan update technical analysis and plan development.

**RECOMMENDATION**

Staff recommends that the City Council authorize the City Manager to execute a contract with Beckwith Consulting Group in the amount of \$199,868 for technical consultation services for the 2024-2030 PROSA Plan.

**ATTACHMENTS**

Attachment A: Beckwith Consulting Group RFP Response/Scope of Work

# Scope of Work Parks, Recreation, Open Space, & Art (PROSA) Plan



Beckwith Consulting Group

3 November 2022







## Scope of work

### 1: Initiate PROSA planning process

#### **Task 1.1: Conduct workshops with staff/PRSC/Tree Board**

We will conduct a workshop with you, your staff, Parks, Recreation & Cultural Services (PRSC), Stepherson & Associates (S&A), City Council, and others you deem appropriate to review your:

- **Vision** - including your assessment of work completed since your 2017 PROS Plan, 2027-2023 Public Art & Cultural Services Plan, on-going Urban Forest Assessment update, 2022 Resident Satisfaction Survey, and on-going Aquatics Feasibility Study.
- **Participants** - who and how to involve adjacent cities of Edmonds, Mountlake Terrace, Lake Forest Park, Kenmore, Shoreline School District, YMCA, and other public, nonprofit, and for-profit agencies, among others.

**Progress** - we will review progress with you, your staff, and PRCS/Tree Board on a bi-weekly basis, and with your Planning Commission, and City Council at milestone tasks during a series of workshop review sessions.

**S&A's infocommunity.org website** - we will work with you and S&A to provide schedules, surveys, progress reports, open houses, draft plan, and implementation proposals for public review and comment on their infocommunity.org platform.

### 2: Develop/implement public outreach

We will coordinate with you and S&A on the outreach methods that will be most effective in your PROSA planning and analysis. Depending on S&A community engagement scope and your preferences, that could consist of obtaining the following information using S&A's infocommunity.org website and in-person workshop events:

#### **Task 2.1: Conduct interviews and workshops with user groups and jurisdictions**

We will conduct in-person workshops with Edmonds, Mountlake Terrace, Lake Forest Park, Kenmore, Shoreline School District, YMCA, and other established community partners, public, nonprofit, and for-profit agencies, of interest

that you identify in Task 1.1 to determine user profiles, service areas, issues, and suggestions about joint venture development, programming, operating, or maintaining opportunities of interest.

#### **Task 2.2: Infocommunity.org surveys of:**

- **Residents** - to determine their reason for using or not using your programs, facilities and events, level of satisfaction or dis-satisfaction, desires for future programs or facilities or events.
- **Park users** - captured with intercept surveys at Spartan Recreation Center, major parks, and recreation programs to determine where they live, why they frequent your programs and parks, their assessment of conditions, proposals for opportunities, and their characteristics.

#### **Task 2.3: Conduct planning/design workshops**

Working with S&A, we will conduct interactive in-person workshops to brainstorm 6-20-year planning proposals with your residents and user group interests including:

- Open space and wildlife interest groups,
- On and off-road trail user groups,
- Athletic leagues and user organizations,
- Public art and cultural groups
- Aquatic, recreation, child, teen, senior, and special population program users.
- Youth and senior interest groups
- Disability advocacy groups
- Non-participating populations
- Tourism special event promoters
- Neighborhood organizations

We will conduct the workshops where your participants jointly create (and we illustrate) as many ideas as possible for every type of PROSA element from recreation programs to open spaces to trails to parks to athletic facilities to arts, culture, and community center facilities. We will develop these workshop ideas without critical evaluations until your participants are satisfied that all possible ideas have been explored.

**Task 2.4: Conduct open houses on plan and implementation options**

Working with S&A, we will conduct open houses on S&A's infocommunity.org platform with your public, nonprofit, and for-profit sponsors, disability, youth, senior, athletic, environment, arts, culture advocacy groups, and hard to reach or non-participating populations including pop-up events at special events and go-to-presentations to review your PROSA implementation strategies.

**Task 2.5: Survey voter households using infocommunity.org**

Working with S&A's infocommunity.org website, we will conduct a survey of your voter households towards the end of your PROSA planning process to determine:

- **Voter approvals and priorities** - for your art, recreation program, open space, trail, park, and facility proposals.
- **Voter financing preferences and priorities** - including methods and amounts of proposed property and sales tax revenue allocations, special property tax levies, rate adjustments or levy lid lifts, park impact fee amounts, user fees and charges, lease/purchase procurements, joint ventures, and a possible Metropolitan Park District (MPD).

**3: Assess conditions/opportunities**

The following information will be organized into appendices conforming with GMA requirements for your Parks & Recreation Element of your Comprehensive Plan and RCO's PROS planning manuals for RCO grant certifications.

**Task 3.1: Update goals and strategies**

Based on the completion of a SWOT (Strength, Weakness, Opportunities, and Threats) analysis, we will update your:

- Priorities
- Role/responsibility assignments for you and your joint venture partners
- Existing and proposed level-of-service (ELOS/PLOS) standards and geographic accessibilities
- Funding and cost recovery strategies

**Task 3.2: Update demographic trends**

We will analyze your present and projected population and demographic trends using 2016-2020 American Community Survey (ACS),

CensusMap, Esri, and Washington State Office of Financial Management (OFM) source data to determine your projected resident population and demographic characteristics by age group for your 6-20-year planning period.

- **Map walkability** - working with your GIS data and staff, we will identify 5 and 10-minute walk sheds for your parks and trails, school facilities, and other community facilities to determine connectivity gaps and their impact on park and program requirements.
- **Map social equities** - working with your GIS data and staff, we will identify the location of low-income, single-parent families, non-English speaking populations, households paying over 35% of income for housing, and other social indicators that need access to parks, recreation, art, and cultural programs and any gaps in locations and provisions for such services.

**Task 3.3: Project market demands/needs**

We will project your recreation activity participation, volumes, peak day, and turnover rates using a combination of sources including:

- **Washington State RCO Statewide Comprehensive Outdoor Recreation Plan (SCORP)** - for participation rates, frequency, and peak day schedule data **that we developed** for over 100 outdoor and indoor recreation activities by age, gender, race/ethnicity, and income for RCO's 12-month diary-based SCORP surveys.
- **National Sporting Goods Association (NSGA)** - for participation rates and data from 2001-2021 for outdoor and indoor recreation activities by age and gender.

**Task 3.4: Project facility requirements**

We will project your facility requirements using facility carrying capacity models, geographic information system (GIS) gap analysis, and RCO's level of service (LOS) scoring matrix to:

- Determine your existing level-of-service (ELOS) investment ratios
- Determine your distributional LOS or geographic walkability access or connectivity gaps
- Propose your level-of-service (PLOS) objectives
- Project your land acquisition, facility design, construction, and other costs

We will input your facility inventory into **NRPA's Park Metrics** database to access and

compare your ELOS and PLOS for programs, facilities, staffing, maintenance, finance, and other benchmarks with similarly sized park agencies and cities.

### **Task 3.5: Determine repair and replacement (R&R) requirements**

Using your property records and condition assessments, we will work with your staff to estimate the remaining life of your existing and proposed facilities including the repair and replacement (R&R) costs required when a project is implemented and when your asset's life has been expended.

We will estimate requirements necessary for you to staff in-house resources for different maintenance levels of service (LOS) and project in-house staffing and out-sourced contract costs to complete repair and replacement requirements as your assets amortize over your 6-20-year planning period.

### **Task 3.6: Assess financial prospects**

We will analyze your financial prospects to accomplish your combined 6 and 20-year administration, art, recreation, maintenance, R&R, and PLOS development requirements for:

- Present and probable financial trends
- Supplemental funding allocations
- Program cost recovery measures
- Other funding approaches and prospects including property and sales taxes, park impact fees, grants, donations, REET, lodging taxes, levies and levy lid lifts, and possibly a Metropolitan Park District (MPD).

## 4: Develop PROSA Plan

### **Task 4.1: Update PROSA Plan elements**

We will develop holistic 20-year PROSA elements for you and all other public, nonprofit, and for-profit programs and facilities using the following progressive plan layering approach:

- **Arts and culture elements** - that identify art and historic assets and walks, sculpture gardens and placements, murals and outdoor artworks, art classes and workshops, and annual art festivals and markets for local artists including historical significances.
- **Recreation programs** - that identify demand and allocate responsibility between you and other public, nonprofit, and for-profit agencies for environmental stewardship, childcare and after-school programs, education

classes, health and social services, aquatics, physical conditioning, and athletic games and leagues that meet demands and resolve social equities.

- **Open space, trails, parks, and facility elements** - that enhance your parks with new opportunities for open space and resource conservancies, resource parks, trails, athletic parks, indoor recreation facilities, special uses, placemaking opportunities, and supporting facilities. We will identify where innovative use of community gardens, universal playgrounds, skateboard dots, pump tracks, sports courts, rectangular athletic fields, multigenerational centers, and art and historic walks will increase access, utilization, and economic development opportunities.

- **Community/arts center element** - including alternative site analysis, potential partnering or joint ventures for a multigenerational community and arts center to be considered along with the results of your regional aquatic center feasibility study update.

We will composite these overlay elements into a unified vision to be evaluated by your PRCS/Tree Board, Planning Commission, and City Council.

### **Task 4.2: Develop strategic plan/CIP**

We will develop a detailed 6 and 20-year strategic action implementation program including:

- **Operations and maintenance (O&M) requirements** - to maintain existing and projected open spaces, trails, parks, art, and recreation facilities including maintenance LOS standards and costs to be programmed into your projected budgets.
- **R&R cost containment** - defining repair and replacement and end of useful life costs to be programmed into your projected budgets.
- **ADA plan** - identifying barriers, removal schedules, and tracking tools to provide access to your outdoor and indoor facilities.
- **Priority Investment Rating (PIR) 6/20-year Capital Improvement Program (CIP)** - correlating and prioritizing strategic projects in your proposed level-of-service (PLOS) park and facility project acquisition, design, development, and maintenance costs with possible funding sources or methods reflecting the greatest impact for the largest number of users and underserved equity areas.

- **Financial scenario(s)** - using your property and sales taxes, recreation program fees and charges, park impact fees, grants, donations, REET, lodging taxes, special property tax levies or levy lid lifts, general obligation bonds, lease-to-own (LTO) agreements including 63:20 nonprofit developers, joint ventures with other public, nonprofit, for-profit agencies, community organizations, or user groups and a possible Metropolitan Park District (MPD) with City Council as Commissioners.
- **Performance benchmarks** - to measure your progress on meeting art and recreation program services, park access gaps, open space connections, trail completions, park and facility projects, and other implementation actions with any performance adjustments to achieve progress.

#### **Task 4.3: Draft SEPA Checklist**

We will develop a SEPA Checklist of your PROSA Plan's programmatic conditions, impacts, and mitigations to include:

- **Background** - of your PROSA Plan and required approvals.
- **Elements of the natural environment** - including soils, air, water, plants, animals, energy, natural resources, and environmental health.
- **Elements of the human environment** -

including land and shoreline use, housing, aesthetics, light and glare, recreation, historic and cultural resources, transportation, public services, and utilities.

## 5: Adopt PROSA Plan

### **Task 5.1: Edit/publish PROSA Plan documents**

We will edit and publish PowerPoint presentations and narrative documents of your PROSA Plan, Capital Improvements Program (CIP), SEPA Checklist, and RCO submittals.

We will organize technical information into a series of appendices that comply with GMA and RCO requirements and structure the narrative plan to highlight strategic actions with performance standards to be implemented within the next 6-year period. The narrative plan will be graphic and of most interest to Shoreline residents.

### **Task 5.2: Adopt PROSA, CIP, SEPA, RCO, and performance measures**

We will help you and the PRCS/Tree Board present your PROSA Plan and CIP with your Planning Commission and City Council at work sessions to complete your GMA/RCO required hearings for adoption.