

6a. Staff Report - Parks, Recreation, Open Space and Art (PROSA) Plan Update

Planning Commission Meeting Date: April 20, 2023

Agenda Item: 6a.

PLANNING COMMISSION AGENDA ITEM
CITY OF SHORELINE, WASHINGTON

AGENDA TITLE:	Parks, Recreation, Open Space and Art (PROSA) Plan Update		
DEPARTMENT:	Administrative Services Recreation, Cultural and Community Services		
PRESENTED BY:	Jacob Bilbo, Parks Bond Project Manager Mary Reidy, Recreation and Cultural Services Superintendent		
<input type="checkbox"/> Public Hearing	<input checked="" type="checkbox"/> Study Session	<input type="checkbox"/> Recommendation Or	
<input type="checkbox"/> Discussion	<input type="checkbox"/> Update	<input type="checkbox"/> Other	

INTRODUCTION

The current 2017-2023 Parks, Recreation and Open Space (PROS) Plan was adopted on July 31, 2017. The PROS Plan is a 20-year vision and framework, with a six (6) year focus, for Shoreline’s recreation and cultural programs, and for maintenance and investment in park, recreation, and open space facilities. To qualify for certain state and federal grants, the PROS Plan must be updated every six years. The City adopted its first Public Art Plan (2017-2022) in 2017, however this plan is not required by funding agencies and is currently separate from the PROS Plan.

This next plan update will focus on the years 2024-2029 and provide new strategic action initiatives based upon current assessments of park facilities, recreation programs, cultural services, public art and special events, public park lands, amenities, community needs and interests and demographics. This update will also incorporate Public Art 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. Combining the PROS Plan with the Public Art Plan creates a more integrated vision and work plan for the City. The newly adopted plan will be referred to as the Parks, Recreation, Open Space and Art (PROSA) Plan. Additionally, this plan will update the strategic goals and associated policies that will be incorporated into the upcoming Comprehensive Plan. These goals and policies will reflect all required changes per the State Growth Management Act (GMA).

The plan development schedule, combined with a desire to focus on a more equitable public engagement process, created an opportunity to engage with two separate consultant teams, Stepherson and Associates (S&A) for public engagement and Beckwith Consulting Group (Beckwith) for the technical portion of the plan. The City sought consultants who had the capability of meeting the aggressive timeline and specific requirements of the City, while giving extra focus to a more equitable and accessible public engagement process and an ability to integrate an equity focus in the plan itself. To date, S&A has completed their portion of the public engagement process,

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having delivered engagement data to Beckwith in early March. Beckwith is now focusing on dissecting and interpreting this data along with generating asset inventories, demographic studies, demand studies, and interviews with local municipalities.

As we move forward, staff has created a detailed roadmap to steer the project to completion and final submission in December 2023. Staff and Beckwith will be coordinating with the Parks, Recreation and Cultural Services (PRCS)/Tree Board to update goals and associated policies, as well as updating the Planning Commission, and updating the Strategic Action Initiatives (SAIs). Once completed, staff will return to Council and the Planning Commission later this year to present the updated SAIs.

Tonight, staff will provide an update of the 2024-2029 PROSA Plan process, including public engagement to date and steps moving forward towards submission for Council approval. Staff and the Planning Commission will be joined by Tom Beckwith, Principal with Beckwith Consulting Group, the technical consultant working on the PROSA Plan.

BACKGROUND

The State Growth Management Act, Chapter 36.70A RCW, limits consideration of proposed Comprehensive Plan amendments to no more than once a year. To ensure that the public can view the proposals within a concurrent, citywide context, the Growth Management Act directs cities to create a Docket that lists the amendments to be considered in this “once a year” review process.

On January 5, 2023 the Planning Commission considered and recommended to Council the preliminary 2023 Docket. On February 27, 2023, Council accepted the Commission’s recommendation and established the 2023 Comprehensive Plan Annual Docket. The 2023 Docket consists of one amendment, to amend the Parks, Recreation, Open Space, and Arts Element of the plan which will include updated goals and policies.

The current Parks, Recreation and Open Space Element can be viewed at the following link:
<https://www.shorelinewa.gov/home/showpublisheddocument/12676/636843667816030000>.

The supporting analysis for the current Parks, Recreation and Open Space Element can be viewed at the following link:
<https://www.shorelinewa.gov/home/showpublisheddocument/12675/636619045387970000>.

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 (SAIs) 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

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expect to retain this overall approach as staff develop the 2024-2029 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 new PROSA Plan. The City first engaged with S&A to conduct the community engagement portion of the plan. The City then conducted an RFQ process for a consultant to support the development of technical work for the PROSA plan including:

- 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.

This consultant – Beckwith Consulting Group – will assist the City in developing the 2024-2029 PROSA Plan and provide project management support from start to finish.

DISCUSSION

The purpose of tonight's discussion is to provide a high-level overview of the planned approach to the 2024-2029 PROSA Plan update process and to provide a more detailed description of the planned technical process. While the Commission's purview is on the goals and policies of the PROSA Element within the Comprehensive Plan, the PROSA Element and the PROSA Plan are two interconnected components, similar to the Transportation Element of the Comprehensive Plan and the Transportation Master Plan.

The overarching goal of the PROSA Plan itself, and more specifically the outreach and engagement work, is to center community priorities in a manner that is in alignment with the Shoreline's Anti-Racism Resolution.

Tonight's Discussion

Tonight, staff will provide an update of the 2024-2029 PROSA Plan process with an emphasis on the technical approach. Staff and the Planning Commission will be joined by Tom Beckwith, Principal with Beckwith Consulting Group, the technical consultant working on the PROSA Plan.

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Completed Work

Beckwith conducted workshops with staff and S&A to conduct preliminary planning and review the following:

- *Vision* - including assessment of work completed since the 2017 PROS Plan, 2017-2023 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, the Shoreline School District, YMCA, and other public, nonprofit, and for-profit agencies, among others; and
- *Progress* – review progress with City staff and the 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.

S&A completed their outreach and engagement portion of the PROSA Plan and has handed that data to Beckwith. Staff and Beckwith are focused on completing remaining outreach and engagement and interpreting the results provided by S&A. In addition to public surveys, 'tabling events' were held at the City sponsored events (the Lantern Festival and Dia de los Muertos), the City's Indoor Playground program, the Senior Center, and the Teen Center. Focus groups were also held with local athletic groups who rent City facilities. Finally, Beckwith and staff also conducted tours of City parks and recreation facilities.

On March 20, 2023 staff provided an update to City Council on the project to date, and held small group meetings with all PRCS/Tree board members, both outgoing and incoming.

Current Work

Beckwith is currently updating demographic trends by analyzing present and projected population and demographic trends, including mapping walkability and social equities. These demographics will also include future age characteristics over the six-year plan period. City staff from multiple Departments are working closely to ensure that the same data sources are being used to produce demographics for the PROSA Plan update and the 2024 major update of the Comprehensive Plan.

Beckwith is also studying the volume of demand for different types of activities and generating walkability maps. They are also projecting service needs and market demands, including recreation activity participation, peak volumes, and turnover rates. Addition work includes assessing facility requirements using facility carrying capacity models, geographic information system gap analysis, and the Washington State Recreation and Conservation Office's (RCO) level of service scoring matrix to determine existing level of service, distributional level of service, proposed objectives, and land acquisition and other costs.

Discussion Questions

- Were you at all involved in the last PROSA Plan development process? If so, do you have any observations on how this current process is different?

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- Are there specific policy topics not covered in the current plan that you would like further explored in the plan's update?
- How would you like to see the PROSA Element and Plan integrate with other ongoing or recently adopted plans?

Next Steps and Schedule

In the next few months, staff and the PRCS/Tree Board will update city goals and associated policies included in the Comprehensive Plan. Beckwith will develop the PROSA Plan elements using a progressive plan layering approach to complete the following:

- Update strategic goals and policies;
- Conduct interviews with local municipalities;
- Present project updates to the Planning Commission;
- Update Plan SAIs;
- Draft the State Environmental Policy Act (SEPA) Checklist for the PROSA Plan's programmatic conditions, impacts, and mitigations, including background, elements of the natural environment, and elements of the human environment;
- 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 six- and 20-year administration, art, recreation, maintenance, repair and replacement, and proposed level-of-service development requirements.

The next study session with the Planning Commission is anticipated for July 6, 2023 where an update will be provided and draft goals and policies for the PROSA element will be presented for review.

RECOMMENDATION

No formal action is required tonight; this is a discussion item intended to provide Planning Commission with an overview of the 2024 PROSA Plan update process and an opportunity to provide early feedback on the proposed plan. Staff recommends that Planning Commission provide this feedback tonight to staff and the City's technical consultant.