

Council Meeting Date: July 06, 2023

Agenda Item: 6a.

PLANNING COMMISSION AGENDA ITEM
CITY OF SHORELINE, WASHINGTON

AGENDA TITLE:	Continued Discussion of the 2024-2029 Parks, Recreation, Open Space and Art (PROSA) Plan & Comprehensive Plan Element		
DEPARTMENT:	Administrative Services Recreation, Cultural and Community Services		
PRESENTED BY:	Jacob Bilbo, Project Manager		
<input type="checkbox"/> Public Hearing	<input checked="" type="checkbox"/> Study Session	<input type="checkbox"/> Recommendation Only	
<input type="checkbox"/> Discussion	<input type="checkbox"/> Update	<input type="checkbox"/> Other	

INTRODUCTION

The 2024-2029 Parks, Recreation, Open Space and Art Plan will provide new strategic action initiatives based upon current assessments of park facilities, recreation programs, cultural services and special events, public park lands, amenities, community needs, public engagement, state requirements and interests and demographics. This Plan update will also incorporate Public Art, with an 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. Therefore, the newly adopted plan will be referred to as the Parks, Recreation, Open Space and Art (PROSA) Plan.

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 to help develop the Plan - Stepherson and Associates (S&A) for public engagement and Beckwith Consulting Group (Beckwith) for the technical aspects of the Plan. To date, S&A completed their portion of the public engagement process, having delivered engagement data to Beckwith in early March. Beckwith focused on dissecting and interpreting this data along with generating asset inventories, demographic studies, demand studies, and interviews with local municipalities. Staff and Beckwith are utilizing this data, along with feedback from the Parks, Recreation, and Cultural Services (PRCS)/Tree Board, to also update the Comprehensive Plan goals and associated policies.

Staff and Beckwith presented to Council on June 26th and will continue to coordinate with the PRCS/Tree Board to update goals and associated policies, as well as the Strategic Action Initiatives (SAIs). Once completed, staff will return to the Planning Commission later this year to present the updated SAIs included with the PROSA Plan draft and the updated goals and policies that will ultimately be adopted into the Comprehensive Plan.

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The purpose of tonight's discussion is to:

- Provide an update and major takeaways from the collected public engagement data and,
- Present the draft goals and policies.

Tonight, staff will be joined by Tom Beckwith, Principal of the Beckwith Consulting Group, to support this discussion.

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.

On April 20th, staff provided an initial update on the PROSA Plan process, with a focus on the community engagement process conducted by S&A. The staff report for this discussion can be found at the following link:

<https://www.shorelinewa.gov/home/showpublisheddocument/58635/638169915828270000>.

The current [2017-2023 Parks, Recreation and Open Space \(PROS\) Plan](#) was adopted on July 31, 2017 after an 18-month engagement and update process. The 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 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.

The 2024-2029 Parks, Recreation, Open Space and Art (PROSA) Plan will provide new SAIs based upon current assessments of park facilities, recreation programs, cultural services and special events, public park lands, amenities, community needs, public engagement, state requirements and interests and demographics. This Plan update will also incorporate Public Art, with an asset inventory and assessment of permanent and portable works in the City's collection, and identify and prioritize opportunities for the

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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. Therefore, the newly adopted plan will be referred to as the Parks, Recreation, Open Space and Art (PROSA) Plan.

To ensure greater and more comprehensive community engagement as part of the 2024-2029 PROSA Plan update process, staff separated the engagement work from the technical work related to the development of the Plan. Staff engaged with Stepherson and Associates (S&A) to conduct the engagement work and with Beckwith Consulting Group (Beckwith) to support the development of the technical work related to the PROSA Plan.

A goal of this plan update, and more specifically the outreach and engagement work, is to center community priorities in a manner that is in alignment with Shoreline's Anti-Racism Resolution. PROSA Plan outreach and engagement, including the use of community surveys, was conducted by S&A in the winter of 2022 and spring of 2023. Engagement data was then handed over to Beckwith for organization and analysis. Beckwith continued some remaining public engagement such as hosting a facility user-group focus meeting, conducting meetings with local municipalities, and two online open-houses. Beckwith then utilized the data provided by S&A, along with feedback from staff, the PRCS/Tree Board, and the public open houses, to begin updating Plan elements.

Beckwith has developed maps using this data. The draft maps are in alignment with other Citywide mapping efforts, including walkability to facilities, zoning, heat indexes, art, and equity. Staff has been working internally to ensure that data is uniform and interpreted similarly across departments and various plans.

The current 2017-2023 PROS Plan also includes five goals and policies that are incorporated into the current Comprehensive Plan with an emphasis on improving and maintaining facilities and assets, community engagement in parks, recreation and cultural services activities and decisions, diversity and equitable accessibility to these assets and resources. Staff and Beckwith identified major themes in public comments and survey data, as well as the inclusion of public art as an element of the PROSA Plan, and are using that data to re-evaluate and update these Comprehensive plan goals and strategies and will continue to coordinate inter-departmentally and with the Planning Commission to finalize their development and inclusion in the Comprehensive Plan.

DISCUSSION

Completed Work

As noted above, over the winter of 2022 and spring of 2023, S&A conducted community engagement, including focused interviews, open houses, and surveys, to collect feedback and data that reflected the current Shoreline community. This data was then given to Beckwith to interpret and use, along with feedback from staff, the PRCS/Tree Board, and the public open houses, to begin updating Plan elements.

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Beckwith also developed maps based on this data along with analyzing present and projected population and demographic information. This population data includes people under the age of 18, people aged 60 and up, household income, people of color, disability, and limited English speaking residents. In an effort to align City planning documents this demographic data is the same data used in the Transportation Master Plan equity mapping, with aligned “equity scores” that could be categorized and mapped. When compared with other data, these maps will help guide future decisions regarding property acquisitions and improvements, urban forest strategic planning, etc., through a data-driven and equitable lens. Beckwith studied the volume of demand for different types of activities and generated walkability maps utilizing qualitative and quantitative community engagement data, as well as national trends in health and wellness research from the National Recreation and Park Association.

The current PROS plan includes five Comprehensive Plan goals and associated policies that are used to set the trajectory for the long-term vision for Shoreline’s parks, recreation, and cultural services facilities and programs and outline the steps to make it successful (Attachment A). Staff and Beckwith identified major themes in public comments and survey data, using it to re-evaluate and update the Comprehensive Plan goals and strategies. The proposed goals and associated policies are listed in Attachment B to this report. Staff worked closely with the Diversity and Inclusion Coordinator and Public Art Coordinator in this process and will continue to coordinate both inter-departmentally and with the Planning Commission in the development of these goals and policies.

Changes to Comprehensive Plan Goals

In an effort to anticipate future needs and growth of Shoreline residents, staff took an anticipatory approach in developing the new goals and policies. While some goals and policies will be carried forward into the new plan, there are some noticeable differences as shown in Attachment B.

- Staff decided to remove the implementation strategies listed in the current PROS plan because the SAI’s and Climate Action Plan drive these strategies. Staff also felt that the addition of these strategies in the new plan were redundant and are being captured in other City documents.
- Goals 2 and 3 were combined due to their similarity.
- Language was changed in some goals to purposely promote further equity and inclusivity.
- A new goal and associated policies were added with a focus on public art.

In addition, the following was also completed:

- Drafted State Environmental Protection Act (SEPA) checklist which will be reviewed by Planning and Community Development to determine whether the elements of the PROSA Plan will create any significant adverse environmental impacts.
- Completed the PROSA Plan document outline.

Tonight, staff and Beckwith will present the results of the community engagement data including major takeaways and trends, the draft equity and walkability maps, and the new Comprehensive Plan goals and policies in greater detail.

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Current and Upcoming Work

Beckwith is currently projecting market demands/needs including recreation activity participation, volumes, peak day, and turnover rates, and facility requirements using facility carrying capacity models, geographic information system gap analysis, and the Washington State Recreation and Conservation Office's level of service scoring matrix to determine existing level of service, distributional level of service, propose objectives, and land acquisition and other costs. In the next two months, staff and the PRCS/Tree Board will continue to update the SAls and continue to refine the draft Comprehensive Plan element goals and policies, incorporating feedback from the Planning Commission.

Beckwith will also be developing the PROSA Plan elements using a progressive plan layering approach to complete the following:

- Complete PROSA Plan first draft;
- Determine repair and replacement requirements to estimate the remaining life of existing and proposed facilities;
- 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;
- Complete PROSA Plan first draft with updated elements; and
- Develop strategic plan/CIP.

RECOMMENDATION & NEXT STEPS

No formal action is required tonight. This is a discussion item intended to provide the Planning Commission with an overview of the 2024-2029 PROSA Plan update process and an opportunity to provide feedback on the public engagement effort results, Comprehensive Plan goals, and equity maps. Staff recommends the Commission provide feedback tonight to staff and the City's technical consultant, particularly on the draft goals and policies that will be adopted into the Comprehensive Plan.

Staff anticipates bringing the final draft Comprehensive Plan PROSA Element goals and policies back for a public hearing and Planning Commission recommendation at the October 5th meeting, provided the Commission does not request further information or analysis that would necessitate another study session prior to that date.

ATTACHMENTS

Attachment A – Current PROS Plan Goals and Policies

Attachment B – Proposed PROSA Plan Goals and Policies

Attachment A - Current PROS Plan Goals and Policies

Current PROS Plan Goals and Policies

Goals

1. Preserve, enhance, maintain, and acquire built and natural facilities to ensure quality opportunities exist.

- 1.1 Preserve, protect, and enhance natural, cultural and historical resources, and encourage restoration, education and stewardship.
- 1.2 Provide a variety of indoor and outdoor gathering places for recreational and cultural activities.
- 1.3 Plan for, acquire and develop land for new facilities to meet the need of a growing population.
- 1.4 Maintain environmentally sustainable facilities that reduce waste, protect ecosystems, and address impacts of past practices.
- 1.5 Create efficiencies and reduce maintenance costs by using new technology, contracted services and volunteers where appropriate.
- 1.6 Maintain safe, attractive facilities using efficient and environmentally sustainable practices.
- 1.7 Encourage a variety of transportation options that provide better connectivity to recreation and cultural facilities.
- 1.8 Improve accessibility and usability of existing facilities.
- 1.9 Improve and leverage the potential of existing facilities.

2. Provide community-based recreation and cultural programs that are diverse and affordable.

- 2.1 Provide and enhance recreational and cultural programs to serve all ages, abilities, and interests.
- 2.2 Provide affordable programs and offer financial support for those who qualify.
- 2.3 Create programs to support and encourage an active and healthy lifestyle.

3. Meet the parks, recreation and cultural service needs of the community by equitably distributing resources.

- 3.1 Determine the community's need by conducting need assessments.

Attachment A - Current PROS Plan Goals and Policies

3.2 Adjust program and facility offerings to align with demographic trends and need assessment findings.

3.3 Equitably distribute facilities and program offerings based on identified need.

3.4 Identify unserved and underserved populations with unmet recreation and cultural needs.

4. Establish and strengthen partnerships with other public agencies, non-governmental organizations, volunteers, and City departments to maximize the public use of all community resources.

4.1 Collaborate with and support partners to strengthen communitywide facilities and programs.

4.2 Seek partners in the planning, enhancement and maintenance of facilities and programs.

4.3 Develop mechanisms for public outreach, communication and coordination among partners.

4.4 Engage and partner with the business community to create public open space in private development.

5. Engage the community in park, recreation and cultural services decisions and activities.

5.1 Encourage consistent and effective public involvement in the short and long-range park planning process.

5.2 Provide public relations and publicity efforts to inform citizens of community-wide opportunities.

5.3 Create volunteer opportunities to encourage citizen involvement and participation.

5.4 Proactively involve typically underserved or unserved populations in park, recreation and cultural service decisions.

Att. B - Proposed PROSA Plan Goals and Policies

Proposed PROSA Plan Goals and Policies

**Indicates new or significant change*

Goals

- 1. *Preserve, enhance, maintain, and acquire built and natural resources to ensure equitable high-quality access for current and future residents.**
 - 1.1 Encourage restoration, protection, preservation, education, and stewardship of natural, cultural, art, and historical resources.
 - 1.2 Provide a variety of indoor and outdoor gathering places for recreational and cultural activities.
 - 1.3 Plan for acquisition and development of land with defined metrics to meet the needs of Shoreline's growing and changing demographics.
 - 1.4 Maintain environmentally sustainable resources that reduce waste, protect ecosystems, and address impacts of past practices.
 - 1.5 Create efficiencies and reduce maintenance costs by using new technology, contracted services, and volunteers where appropriate.
 - 1.6 Support a variety of multi-modal infrastructure options, such as trails, paths, and bikeways, that improve accessibility to resources in an equitable manner.
 - 1.7 Improve accessibility and usability of existing facilities.
 - 1.8 *Explore opportunities to increase use of City facilities to meet community needs.
 - 1.9 *Support climate change mitigation efforts and critical area conservation and City trees.
- 2. *Provide park, recreation, cultural, and art services in an accessible and equitable manner based on community needs.**
 - 2.1 *Provide and enhance recreational and cultural programs which are responsive to diverse needs of Shoreline.
 - 2.2 Increase access to fee-based services by providing affordable programs and financial support.
 - 2.3 *Create culturally responsive and accessible programs that engage community and support active and healthy lifestyles.
 - 2.4 Determine priority for resources and services by conducting regular needs assessments.

Att. B - Proposed PROSA Plan Goals and Policies

2.5 Adjust program and facility offerings to align with demographic trends, community feedback, and needs assessments.

3. Establish and strengthen partnerships with other entities and communities to maximize use of all resources.

3.1 Collaborate with and support public and private partners to strengthen community-wide resources and programs.

3.2 Seek public and private partners in the planning, enhancement, and maintenance of resources and programs.

3.3 Develop and improve mechanisms for public outreach, communication, and coordination among all partners.

3.4 Engage and partner with the business community to create public open space in private development.

4. *Utilize an equity-based framework to engage communities in park, recreation, and cultural services decisions and activities.

4.1 Encourage consistent and effective public involvement in planning processes to engage underserved communities, as identified by program and population data and community needs assessments.

4.2 *Utilize effective communication strategies to inform residents of opportunities to participate in services, program and policy decisions, and other activities.

4.3 Create volunteer and other opportunities to encourage resident involvement and participation.

5. *Expand and strengthen the City's public art collections and programs.

5.1 *Include public art in the City's placemaking efforts.

5.2 *Support and reflect the City's commitment to anti-racism, equity, and inclusion through public art collections and programs.

5.3 *Encourage public and private partnerships which integrate and support art in the community.

5.4 *Support Shoreline's creative economy.

5.5 *Integrate Public Art within Parks, Recreation and Cultural Services and the City.