
Planning Commission Meeting Date: November 16, 2023 **Agenda Item: 6a.**

PLANNING COMMISSION AGENDA ITEM
CITY OF SHORELINE, WASHINGTON

AGENDA TITLE: 2023 Comprehensive Plan Docket Amendment - Parks, Recreation, Open Space and Arts Element and PROSA Plan Update
DEPARTMENT: RCCS and ASD – Recreation, Cultural and Community Services and Parks, Fleet and Facilities Division
PRESENTED BY: Mary Reidy, RCCS Director and Tom Beckwith, Beckwith Consulting Group

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| <input checked="" type="checkbox"/> Public Hearing | <input type="checkbox"/> Study Session | <input type="checkbox"/> Recommendation Only |
| <input type="checkbox"/> Discussion | <input type="checkbox"/> Update | <input type="checkbox"/> Other |

INTRODUCTION

This evening staff, alongside Beckwith Consulting, will be presenting the Comprehensive Plan element required to meet the Washington Growth Management Act (GMA) for the Parks, Recreation and Open Space Element (RCW 36.70A.070.8). This information, alongside the associated Strategic Action Initiatives (SAI's), sets the trajectory for the long-term vision for Shoreline's parks, recreation, and cultural services facilities and programs. Washington State Recreation and Conservation Office (RCO) requires that an adopted Parks, Recreation and Open Space (PROS) Plan be on file to retain funding eligibility. The updated PROS plan includes public art and therefore will be referred to as the Parks, Recreation, Open Space and Art (PROSA) Plan for 2024-2029. Many of RCO's planning requirements parallel those in the Growth Management Act, including a capital facility element with inventory, forecast of future needs, and the multi-year financing plan which will be presented this evening. This plan is a blueprint for parks, recreation, cultural services and public art for the next six years and lays the groundwork for many years beyond that. It is based in an equity framework and truly focused on making Shoreline 'A Welcoming Place for All'.

Staff presented work to date to the Planning Commission on [July 6, 2023](#). That presentation outlined new approaches taken in engaging the community as well as developing a community needs map service delivery guidance framework. The updated Goals presented illustrated this adopted focus. Under the GMA, Shoreline is required to plan and provide parks and recreation facilities that are adequate to accommodate growth, which the updated Parks, Recreation, Open Space and Arts plan will provide. The City of Shoreline is responsible for including goals and policies in the PROSA element that help implement, and are consistent with, the capital facilities plan element as it relates to park and recreation facilities.

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Tonight is the required Public Hearing on these elements prior to inclusion in, and anticipated final adoption of, the PROSA Element in December 2023 and the PROSA Plan by City Council in January 2024.

BACKGROUND

The State Growth Management Act, chapter 36.70A RCW, limits review of proposed Comprehensive Plan Amendments (CPAs) to once a year with limited exceptions. To ensure that the public can view the proposals within a citywide context, the Growth Management Act directs cities to create a docket that lists the CPAs to be considered in this “once a year” review process.

Proposed amendments are collected throughout the previous year with a deadline of December 1st for public and staff submissions to be considered in the following year. The Council has the authority to add amendments to the docket up until the final docket is set. The Docket establishes the amendments that will be reviewed and studied by staff and the Planning Commission prior to their recommendation to the City Council for final approval to amend the Comprehensive Plan.

The Planning Commission considered the 2023 Docket on January 5, 2023, and recommended one amendment, the PROSA Element, be considered for 2023. This staff report can be found at the following link:

<https://www.shorelinewa.gov/home/showdocument?id=57943>.

The Council discussed the Preliminary 2023 Docket on February 13, 2023, and adopted the final docket on February 27, 2023. The staff report establishing the final docket can be found at the following link:

<http://cosweb.ci.shoreline.wa.us/uploads/attachments/cck/council/staffreports/2023/staffreport022723-7c.pdf>.

Staff previously presented the Parks, Recreation and Open Space required element goals and policies to City Council on June 26th and Planning Commission on July 6th. At that time staff presented a new equity-based framework for the PROSA Plan based on community needs mapping to help guide overall service delivery decision making. The community needs maps also act as a component of a three-pronged acquisition and development framework; community needs mapping, guiding principles, funding forecasting model. Staff have incorporated the feedback from both the Commission and Council, working alongside the Parks, Recreation and Cultural Services/Tree (PRCS/Tree) Board, to develop the final proposed goals, associated SAI's and the Capital Facilities Plan (CFP) being presented this evening. In addition, discussions were held at the July 31st Council – PRCS/Tree Board dinner meeting. Staff incorporated all the feedback and continued refining the plan alongside the PRCS/Tree Board at their August 24th meeting after which staff presented the SAI's, revised Goals, the community needs maps and acquisition and development framework to Council on September 25th for discussion. Council feedback from that meeting has been included in this material.

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Although Goals differ from the SAIs in that they provide broad direction for the next 6-20 years, the SAIs are linked in that they are specific steps towards those goals included in the 2024-2029 PROSA plan and are meant to be measured over the next six years to ensure focus on the overall adopted Goals. The relationship between Goals, SAIs, and Objectives is represented in **Attachment A** to this report. Every SAI has been written to support the achievement of one or more goal and will have one or more detailed associated objective. Additionally, staff annual detailed workplans will be aligned with these SAI's and objectives to ensure focus on the adopted Goals.

As Shoreline continues to experience growth and demographic shifts it is imperative our parks and open space system adjust to meet the growing and changing needs of the community. Property acquisition (park and open space) and development addresses growth and as such is included in the SAI's as well as illustrated in the CFP. The DRAFT Capital Facilities Plan (CFP) **Attachment B** has also been developed within the equity lens defining a plan to create a framework that increases equitable access to parks, open space and facilities. The current park system remains largely a reflection of what was inherited from King County for a less dense and less diverse community. A final CFP will be included in the Comprehensive Plan upon City Council adoption of the PROSA Plan. The PROSA Plan includes much more than what is required by the GMA as can be seen in the draft table of contents in **Attachment C**.

PROPOSAL

The following Goals and Policies are being presented for inclusion in the 2024-2029 PROSA Plan and inclusion in the City of Shoreline Comprehensive Plan to meet the GMA Parks, Recreation and Open Space required element. An asterisk (*) denotes a new or revised component to this element based upon input from the community, PRCS/Tree Board, Planning Commission and City Council and inclusion of public art in the plan. In addition, **Attachment B** (will be sent under separate cover on 11/13) lists the DRAFT Capital Facilities Plan proposed for recommendation, pending City Council approval with anticipated PROSA Plan adoption in January 2024.

Goal 1

Preserve, enhance, maintain, and acquire built and natural resources to ensure equitable high-quality access for current and future residents.

Goal 1 Policies

- 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.

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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.

Goal 2

*Provide park, recreation, cultural, and art services in an accessible and equitable manner based on community needs.

Goal 2 Policies

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.

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

Goal 3

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

Goal 3 Policies

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.

Goal 4

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

Goal 4 Policies

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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.

Goal 5

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

Goal 5 Policies

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.

RECOMMENDATION

Staff recommends the Planning Commission forward to Council a recommendation to adopt the Parks, Recreation and Open Space element for inclusion in the City of Shoreline Comprehensive Plan as presented.

ATTACHMENTS

Attachment A – Matrix: PROSA SAI/Objective/Goals

Attachment B – Integrated Capital Facilities List for Parks DRAFT (will be sent under separate cover on 11/13)

Attachment C – DRAFT PROSA Plan Table of Contents

SAI	Objectives	PROSA Plan Goals (Included in Comp Plan)	Component support	
1. Create and implement an equitable framework to ensure park acquisitions and development that meet the needs of the <u>entire</u> community.	Objective 1: Develop and implement guidelines that incorporate Community Needs Assessments and guiding principles to inform investment in park land acquisition and development.	1. Preserve, enhance, maintain, and acquire built and natural resources to ensure equitable high-quality access for current and future residents.	Parks and Open Space	
	Objective 2: Develop and implement a funding model to support planning and decision-making as it relates to acquisitions and capital improvements by 2027.			
2. Provide parks in areas of high inequity and low/no walkability to a park.	Objective 1: Acquire, develop and/or enhance no less than 3 parks in areas listed or as identified in updated community needs mapping: North Hillwood, Southwest Parkwood, Light Rail Station areas (to address growth), West Ballinger/Northeast North City, Aurora Corridor, and South Shoreline along interurban trail.	2. Provide park, recreation, cultural, and art services in an accessible and equitable manner based on community needs.	Parks and Open Space	
	Objective 2: Provide, enhance or improve green space and walking trails based on National Recreation and Parks Association metric framework in underserved areas based on community needs assessments.	1. Preserve, enhance, maintain, and acquire built and natural resources to ensure equitable high-quality access for current and future residents.		Parks and Open Space
		4. Utilize an equity lens to engage communities in park, recreation, and cultural services decisions and activities		
3. Increase equitable access to both programs and facilities.	Objective 1: Complete ADA assessment and implementation plan for all parks facilities by 2026.	1. Preserve, enhance, maintain, and acquire built and natural resources to ensure equitable high-quality access for current and future residents.	Rec Programs/Facilities	
	Objective 2: Explore options for increasing physical access to both indoor and outdoor programs, play and recreation, especially during winter months.	2. Provide park, recreation, cultural, and art services in an accessible and equitable manner based on community needs.		
	Objective 3: Increase physical and economic access to recreation and cultural services programming.	4. Utilize an equity lens to engage communities in park, recreation, and cultural services decisions and activities		
4. Continue to pursue opportunities to provide access to Aquatic and Recreation facilities for residents.	Objective 1: Provide all residents access to an aquatic facility.	3. Establish and strengthen partnerships with other entities and communities to maximize use of all resources.	Rec Programs/Facilities	
5. Continue to maintain and improve the condition of current park resources.	Objective 1: Provide a framework to review and update condition assessment and long-term operating and capital plan for existing parks and assets with the goal of providing high quality park facilities for all by 2025.	1. Preserve, enhance, maintain, and acquire built and natural resources to ensure equitable high-quality access for current and future residents.	Parks and Open Space	
	Objective 2: Establish and adopt a minimum park amenity framework.			
6. Sustain and expand urban forest tree canopy	Objective 1: Implement 2023 Urban Forest Strategic Plan goals and 20-Year Forest Management Plan. (Include Link to the UFSP) UFSP Goals: (List Goals)	1. Preserve, enhance, maintain, and acquire built and natural resources to ensure equitable high-quality access for current and future residents.	Parks and Open Space	
	Objective 2: Identify and plan for adequate staff and resources to execute urban forestry goals.			

7. Enhance health and safety for all park and facility users.	Objective 1: Conduct ongoing CPTED assessments within a system-wide, data-based structure and develop improvement action lists which inform CIP budgeting focused on enhancing the health and safety for park and facility users.	2. Provide park, recreation, cultural, and art services in an accessible and equitable manner based on community needs.	Rec Programs/Facilities
	Objective 2: Provide a safe experience for all park patrons and connect support services community partners to patrons when possible.	3. Establish and strengthen partnerships with other entities and communities to maximize use of all resources.	Parks and Open Space
8. Incorporate Public Art in the City's placemaking efforts through inclusion in planning processes and economic development.	Objective 1: Encourage public/private partnerships which integrate and support art in the community.	1. Establish and strengthen partnerships with other entities and communities to maximize use of all resources.	Public Art/Cultural Services
	Objective 2: Develop programs that feed into and support the greater Shoreline creative economy.	5. Expand and strengthen the City's public art collections and programs.	
9. Offer programs that reflect the unique interests of the communities/neighborhoods they serve.	Objective 1: Develop a community needs mapping and community engagement input framework for biennial analysis which guides program and event service delivery.	4. Utilize an equity lens to engage communities in park, recreation, and cultural services decisions and activities	Rec Programs/Facilities
		1. Preserve, enhance, maintain, and acquire built and natural resources to ensure equitable high-quality access for current and future residents.	
10. Enhance community engagement utilizing an equity lens.	Objective 1: Increase demographic representation in community input opportunities.	4. Utilize an equity lens to engage communities in park, recreation, and cultural services decisions and activities	Administration
	Objective 2: Develop guidelines for community engagement for park, recreation and public art planning to provide engagement opportunities of all residents, revisiting and update guidelines annually for continuous improvement.		
11. Increase community access to public art and cultural events.	Objective 1: Expand and strengthen the City's art collections and arts programming.	2. Provide park, recreation, cultural, and art services in an accessible and equitable manner based on community needs.	Public Art/Cultural Services
	Objective 2: Assess and modify physical locations of public art to provide equitable access throughout the City.	5. Expand and strengthen the City's public art collections and programs.	
	Objective 3: Support, reflect and integrate the cities commitment to anti-racism, equity, and inclusion through public art collections and cultural services programs.		
12. Ensure Administrative Excellence	Objective 1: Review, assess and update applicable CAPRA standards on an annual basis.		Administration

This is a holding place for:

Attachment B – DRAFT Integrated Capital facilities List for Parks

(Should be uploaded on 11/13/23)

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