CityofRedmond
WASHINGTON

TECHNICAL COMMITTEE REPORT

To:	Planning Commission
From:	Technical Committee
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Date:	December 2, 2016
Project File Number:	LAND-2016-02036
Project Name:	Park, Arts, Recreation, Culture & Conservation (PARCC) Plan Update
Related File Numbers:	SEPA-2016-02035
Applicant:	City of Redmond, Parks & Recreation
Recommendation and Reasons:	The Technical Committee recommends approving the amendments to the Redmond Comprehensive Plan contained in Exhibits A and B in order to:

- Comply with the Growth Management Act requirement to plan for the parks, trails, and recreation in Redmond to meet current and future needs;
- Comply with the Comprehensive Plan policy direction in CF-1 to develop and regularly update a functional plan for parks, arts, recreation, culture and conservation;
- To improve the clarity of existing policies and add new policies for the Comprehensive Plan Chapter 10 PARCC Element to reflect current and future needs; and,
- Maintain eligibility for state and federal funding for associated projects from the Washington State Recreation and Conservation Office (RCO).

I. APPLICANT PROPOSAL

The applicant proposes to update the PARCC Plan (functional plan) and amend the PARCC Element of the Comprehensive Plan (Chapter 10) to meet statutory, policy and regulatory requirements; improve the clarity of existing policies; and provide new policies to guide the operations and development of the parks and recreation system. The plan will also be a tool the City will use to maintain, operate, and expand the park system to meet the existing and future needs of the City.

II. RECOMMENDATION

The Technical Committee recommends approval of the 2016 PARCC Plan which includes proposed updates to the Comprehensive Plan Chapter 10 PARCC Element.

III. BACKGROUND, FACTORS AND ALTERNATIVES CONSIDERED,

A. BACKGROUND AND REASON FOR THE PROPOSAL

City Council adopted the last significant update to the PARCC Plan and associated Comprehensive Plan policies in 2010. The state RCO requires that local jurisdictions update park plans at least every 6 years. In addition, since 2010 there has been continued growth and change in the community as described below.

This proposed Plan identifies recommended capital improvements consistent with land use and zoning designations and planned growth through 2030 under Redmond's Comprehensive Plan. The recommended PARCC Plan provides a revised methodology for park and trail level of service analysis and an updated recreation level of service analysis. In addition, the Plan provides modifications and additions to the policies within the PARCC Element of the Comprehensive Plan, Chapter 10.

B. FACTORS AND ALTERNATIVES CONSIDERED

Staff considered several factors and alternatives in the process of developing the recommended amendments as summarized below.

1. <u>What goals and policies are appropriate for the park & recreation system?</u>

   With each PARCC Plan update, there are new issues and challenges to address and consider when developing goals and policies. In this update, some of the key issues and challenges include:

   - Continued residential and mixed-use commercial development in the City, and especially in Downtown.
   - Growth in the local regional high-tech job market sector has resulted in a more culturally diverse employment and resident population.

- Smartphones, 24-7 work connectivity lifestyles, and highly programmed youth.
- A fast-paced society can contribute to lack of exercise and health issues.
- Conservation, sustainability, and enhancement of the natural environment.

Staff's recommended citywide goals and policies for parks and recreation were developed after reviewing information compiled from the public visioning process, surveys, inventory, demand assessment, and the needs assessment. Proposed goals are listed in each element of the Plan and policy updates and are proposed Chapter 3 Strategies and Policies.

The plan proposes several updates to the current PARCC element of the Comprehensive Plan. Included are proposals for clarifications and elimination of redundancies in existing policies. Three new policy sections are proposed including conservation, cultural arts and maintenance and operations. Several new policies are also proposed that address specific issues for Redmond including health, changing demographics, encouraging partnerships, and enhancing and protecting the natural environment. Highlights of recommended policy changes include:

- Conservation: A new policy to develop a strategic plan to increase tree canopy across Redmond, and update existing policies to provide a comprehensive urban forestry program.
- Cultural Arts: Updated and new policies aimed at integrating art into Downtown through projects and programs and encouraging local investment in Redmond's cultural and creative sectors.
- Maintenance & Operations: New policies aimed at utilizing best management practices, managing assets and providing safe facilities.

A table of the proposed policy updates is provided in Chapter 3, Appendix A of the PARCC Plan.

2. <u>What is the current inventory of facilities and services provided by Redmond Parks and Recreation?</u>

The City conducted an inventory of existing parks, facilities and programs to compare to the 2010 PARCC Plan. The plan update provides a summary of accomplishments since 2010. Staff conducted physical inventories of parks and trails and compared the results to records maintained by Parks Maintenance and Operations staff. Staff also reviewed current recreation programs and information from an ongoing study of recreation buildings to develop an assessment of recreation facilities.

3. What are the recreational demands of the community?

   Demand as it relates to this Plan indicates the desire people have regarding a certain service or facility. Demand was measured through a statistically valid survey, public meetings, registration data, and customer feedback. The following are trends in recreation demand:

   - Desire for more indoor fitness opportunities such as instructor led fitness classes (e.g.; yoga, Zumba, spin) and drop in free weights and machines.
   - Enhanced aquatic facilities for drop in leisure and therapy swimming
   - Additional swimming lessons
   - Indoor playground
   - Drop in programs for all ages
   - Art classes
   - Fields for cricket and lacrosse

4. What is the current level of service being provided by the system and where are the gaps in service?

   Level of service (LOS) analysis allows the City to assess the quantity and location of service provided by existing facilities then project the need for future facilities. This update is based on modified methodologies for LOS analysis that were used to identify and prioritize recommended capital projects. LOS methodologies used in this plan are:

   - Children's play features: All residents have convenient access. This method is a new for this plan.
   - Outdoor sports and fitness facilities: All target populations have convenient access. This method is a new for this plan.
   - Urban Parks: Urban centers should contain sufficient urban park acreage. This method is a new for this plan.
   - Sports fields: Operated at 80% capacity or less
   - Trails: All target populations have convenient access

   The service area analysis for children's play features and outdoor sports, fitness facilities and trails indicate that there is demand for new facilities. Several projects are proposed that would move the City toward filling gaps in service. This recommended new LOS methodology was developed, based on recommendations by the RCO 2010 level of service recommendations, which

proposed moving away from a facility per population method.[1] The service area approach was one of the recommended RCO LOS strategies. In addition, some of the highest rated amenities within parks by the community were play features and fitness facilities. This is why the proposed LOS focuses on these types of facilities.

Staff researched alternative LOS methods during the development of the Plan. One method considered was to evaluate demand across the City through the "You Count" program which gathers data on park visitation. This approach yielded interesting results but the data was not sufficient to make sound decisions on. A highly complex GIS analysis was also considered but was found to be difficult to replicate and labor intensive to manage.

The criteria based analysis for urban parks indicates the need for updating existing parks in Downtown and development of new urban parks in Overlake. An alternative to this approach is to use the existing definitions for community parks and/or neighborhood parks as a justification for developing parks that support large community events. This approach was not recommended as it does distinguish the differences in programming, character and quality between a traditional neighborhood park and an urban park.

The use rates analysis indicated the need for additional sports fields and picnic shelter capacity. No alternatives were assessed for this analysis as it produced valuable information for project identification and prioritization.

5. What capital projects are needed to fulfill the recreational demands and needs of the community?

Chapter 10 Capital Projects includes recommended capital projects for the near term (2017-2022) and long term (2023-2030). Chapter 10 provides a list of all the recommended capital projects that will move the City toward fulfilling the recreational demands and needs of the community.

The Plan also includes discussion regarding funding mechanisms for proposed capital projects which include City general fund, real estate excise tax, development impact fees for parks, grants, private contributions, partnerships, volunteer efforts, levies and bonds. The City plans to begin the process to update its park impact fees in early 2017. The updated LOS analyses presented in this Plan will be considered during the development of the park impact fee update. That process will be independent of the review of the PARCC Plan but will be held during the same timeframe.

[1] 2010, RCO. Statewide Level of Service Recommendation: A Report on the Testing and Applicability of the Recreation and Conservation Office's Proposed Level of Service Tools.

IV. ADDITIONAL SUPPORTING ANALYSIS

A. COMPLIANCE WITH CRITERIA FOR AMENDMENTS

Redmond Comprehensive Plan Policy PI-16 directs the City to take several considerations, as applicable, into account as part of decisions on proposed amendments to the Comprehensive Plan.

The following is an analysis of how this proposal complies with the requirements for amendments.

1. **Consistency with Growth Management Act (GMA), State of Washington Department of Commerce Procedural Criteria, VISION 2040 or its successor, and the King County Countywide Planning Policies.**

   The proposed amendments take into account direction by the GMA, the State of Washington Department of Commerce, VISION 2040, and King County Countywide Planning Policies, which require planning the future of parks, trails, and recreation projects to meet current and future demands.

2. **Consistency with Redmond's Comprehensive Plan, including the following sections as applicable:**

   a. **Consistency with the goals contained in the Goals, Vision and Framework Policy Element.**

      The proposed amendments are consistent with several goals, including the goals for high quality of life, choices in services, vibrant urban centers in Downtown and Overlake, and opportunities to live a healthy lifestyle, enjoy community gathering places and diverse cultural opportunities. In addition, one of the policies for Redmond contained in the Goals, Vision and Framework Policy Element is "Maintain and promote a vibrant system of parks and trails that are sustainably designed, preserve various types of habitat and protect the natural beauty of Redmond." (FW-29) The proposed amendment supports this policy and is consistent with other policies within this Element.

   b. **Consistency with the preferred land use pattern as described in the Land Use Element.**

      The proposed amendment is consistent with the preferred land use pattern by calling for well-designed facilities that serve the general public (LU-14), develop and maintain of parks and open spaces as part of the City's

green infrastructure, and plan parks in residential areas and in Urban Centers as described in LU-67.

c. **Consistency with Redmond's community character objectives as described in the Community Character/Historic Preservation Element or elsewhere in the Comprehensive Plan.**

The proposed amendment is consistent with policy CC-12, which reads "Facilitate the development of a diverse set of recreational and cultural programs that celebrate Redmond's heritage and cultural diversity, such as:

- Visual, literary and performing arts;
- A historical society; and
- An active parks and recreation program."

The Plan also proposes new policies for consistency with policy CC-29, which directs the City to "Coordinate the development of parks and trails and the acquisition of open space with the preservation, restoration, and use of heritage properties."

The Plan establishes project rating criteria based on the attributes described in these policies. Criteria gave points to projects that include elements of historic preservation, asset preservation, art components and other unique benefits. In addition, the level of service analysis focuses on the geographic distribution of active park facilities and recreation programming.

d. **Consistency with other sections including the Transportation Element as applicable.**

The proposed Plan is consistent with the Transportation Element in the realm of pedestrian and bicycle planning as it addresses near-term and long-range planning for trails. The Plan places a high priority on trail projects in the urban centers and that make important connections in the system (TR-12). It is consistent with pedestrian and bicycle planning in the Transportation Master Plan (TR-13 and 16).

3. **Potential general impacts to the natural environment, such as impacts to critical areas and other natural resources, including whether development will be directed away from environmentally critical areas and other natural resources.**

Protecting the natural environment and historic places are a priority in the proposed Plan, as they have been in past versions. This update highlights conservation by proposing a new policy section for the topic where existing

related policies are consolidated and new policies are proposed. The proposed Plan calls for the establishment of a citywide tree canopy expansion goal and implementation plan, expansion of environmental education programs, a move toward a more comprehensive approach to urban forestry, and other related items.

4. **Potential general impacts to the capacity of public facilities and services. For land use related amendments, whether public facilities and services can be provided cost-effectively and adequately at the proposed density/intensity.**

   The proposed Plan update includes recommended capital projects which would add new facilities, increase the capacity of existing facilities and/or change the function of existing facilities. Some projects would increase efficiencies of existing facilities, which would make better use of city resources. Other projects call for the addition of new and/or updated city assets and could require additional resources in staff and/or maintenance funding, but serve a growing demand in the community. Details for specific projects are provided in the Plan chapters.

5. **Potential general economic impacts, such as impacts for business, residents, property owners, or City Government.**

   Parks generally contribute to increases in the property value of immediately adjacent properties as described in Chapter 4. The Arts and Culture Chapter describes the Park department's role in producing community events and cultural art performances and experiences, which are intended to enhance the vibrancy of the Downtown business district and promote economic development. The department also works with small and large businesses throughout the city on sponsorships and partnerships.

   Other potential impacts to businesses, property owners, and city government are the costs associated with implementing the recommended capital projects. Financing the projects may result in the City Council deciding to increase impact fees, property taxes, or other fees. There may be needs for additional resources for the department to fund the implementation of these projects. Or alternatively capital projects can be further prioritized and sequenced to fit with available funding.

6. **For issues that have been considered within the last four annual updates, whether there has been a change in circumstances that makes the proposed amendment appropriate or whether the amendment is needed to remedy a mistake.**

The amendment has not been considered within the last four annual updates, nor has there been a change in circumstances.

V. AUTHORITY AND ENVIRONMENTAL, PUBLIC AND AGENCY REVIEW

A. AMENDMENT PROCESS

RZC Sections 21.76.070.AE and 21.76.050.K require that amendments to the Comprehensive Plan or Zoning Code (except zoning map amendments consistent with the Comprehensive Plan) be reviewed under the Type VI process. Under this process, the Planning Commission conducts a study session(s), an open record hearing(s) on the proposed amendment, and makes a recommendation to the City Council. The City Council is the decision-making body for this process.

B. SUBJECT MATTER JURISDICTION

The Redmond Planning Commission and the Redmond City Council have subject matter jurisdiction to hear and decide whether to adopt the proposed amendment.

C. WASHINGTON STATE ENVIRONMENTAL POLICY ACT (SEPA)

A Determination of Non-Significance and SEPA Checklist are expected to be issued for this non-project action on December 12, 2016.

C. 60-DAY STATE AGENCY REVIEW

State agencies were sent a 60-day notice of this proposed amendment on December 2, 2016.

D. PUBLIC INVOLVEMENT

As described above, City staff developed and carried out an extensive public involvement approach to inform this plan update, including a statistically valid survey, three public workshops, an online forum, and in-person and online meetings. In all, over 1,200 people provided input and feedback through outreach efforts. Public feedback provided direction for recommendations proposed in the plan.

In addition, the public has opportunities to comment on the proposed amendment through the Planning Commission review process and public hearing which will be held on January 11, 2017. Public notice of the public hearing will be published in the Seattle Times on December 21, 2016.

E. APPEALS

RZC 21.76.070.J identifies Comprehensive Plan Amendments as a Type VI permit. Final action is by the City Council. The action of the City Council on a Type VI proposal may be appealed by filing a petition with the Growth Management Hearing Board pursuant to applicable requirements.

VI. LIST OF EXHIBITS

Exhibit A:	Recommended Park, Arts, Recreation, Culture & Conservation (PARCC) Plan 2016
Exhibit B:	Recommended amendments to Comprehensive Plan Chapter 10 PARCC
Exhibit C:	SEPA Threshold Determination – to be provided

Conclusion in Support of Recommendation: The Technical Committee has found the proposal to be in compliance with the Redmond Zoning Code, Redmond Comprehensive Plan, Redmond Municipal Code, and State Environmental Policy Act (SEPA).

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