

# Planning for Parks, Recreation, and Open Space in Your Community



washington state department of  
community, trade and economic development



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Washington State Department of Community, Trade  
and Economic Development

## Interagency Committee for Outdoor Recreation

CTED STAFF

Juli Wilkerson, Director

### Local Government Division

Nancy K. Ousley, Assistant Director

### Growth Management Services

Leonard Bauer, AICP, Managing Director

Rita R. Robison, AICP, Senior Planner

Jan Unwin, Office Support Supervisor

PO Box 42525

Olympia, Washington 98504-2525

(360) 725-3000 Fax (360) 753-2950

[www.cted.wa.gov/growth](http://www.cted.wa.gov/growth)

IAC STAFF

Lorinda Anderson, Recreation Planner

Jim Eychander, Recreation Planner

Text by

Susan C. Enger, AICP

Municipal Research & Services Center

Seattle, Washington

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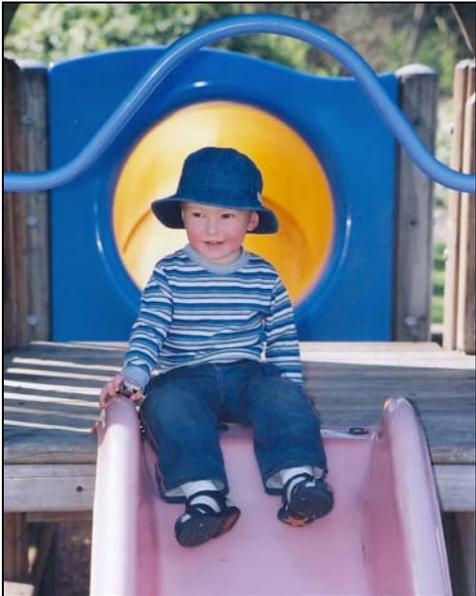
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Post Office Box 42525  
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(360) 725-2652  
(360) 753-1128 (Fax)

## Introduction

The Growth Management Act (GMA) charts a new course for Washington communities that has tremendous implications for parks, recreation, and open space planning. The GMA promotes wise use of limited land and resources which helps conserve open space. It aims to reverse the trend toward converting undeveloped land into sprawling, low-density land use that represents a threat to open space in this state. The GMA also encourages the enhancement of recreational opportunities for the enjoyment of Washington citizens. It calls for the development of parks and recreation facilities, which adds to the quality of life in communities throughout the state.



To enhance community living, the GMA calls for the development of parks and recreation facilities.

The GMA recognizes a variety of types of open space and recreational opportunities and provides new policy direction, tools, and opportunities for open space protection and recreational enhancement.

Parks, recreation, and open space opportunities mean many things to many people. Although not specifically defined in the GMA, it is clear that these opportunities may come in a variety of sizes, shapes, and types and perform different functions, benefits, and purposes. They range from developed parks and recreation facilities to undeveloped hillsides and ravines; from major regional attractions to small neighborhood street-end parks; from active recreation areas to passive wooded areas which separate conflicting land uses; from lush green areas to wooden fishing piers; from p-patches to zoos. It could remain in a pristine state or could include land that is actively farmed or even periodically logged.

Parks, recreation, and open space perform numerous functions and provide numerous benefits, which are suggested in the GMA goals and discussed in greater detail in later sections of this guidebook. Briefly, they provide:

- Active and passive recreational opportunity.
- Direct health and safety benefits (such as flood control, protection for water supply and groundwater recharge areas, cleansing of air, separation from hazards).
- Protection for important critical areas and natural systems (such as wetlands, tidal marshes, beaches) and for protection for wildlife diversity and habitat.
- Commercially significant resources and jobs (such as forestry, fishery, mineral and agricultural products).
- Economic development including enhanced real estate values and increased tourism; attracting businesses and retirees (Crompton, 2004).

- Natural features and spaces important to defining community image and distinctive character.
- Boundaries between incompatible uses and breaks from continuous development. They can shape land use patterns to promote more compact, efficient-to-service development.
- Places for facilities, such as zoos, aquariums, cultural and historical sites, and community centers that contribute educational and cultural benefits.
- Opportunity to prevent youth crime through park and recreation programs that offer social support from adult leaders; leadership opportunities for youth; intensive and individualized attention to participants; a sense of group belonging; youth input into program decisions; and opportunities for community services.
- Healthy lifestyles enhancement by facilitating improvements in physical fitness through exercise, and also by facilitating positive emotional, intellectual, and social experiences.
- Historic preservation opportunities to remind people of what they once were, who they are, what they are, and where they are (Crompton, 2004).

Recent trends impart a new urgency to planning for parks and open spaces now if we are to continue to enjoy their benefits in the future. These trends suggest that we cannot simply view open space as the land left over after other uses have been planned and developed. Open space lands are disappearing at an increasingly rapid rate. By 2020 the population of the Central Puget Sound region is expected to reach 4.14 million, a 51 percent increase from 1990 (*Vision 2020*, 1995). Similar trends have been documented in Maryland, New Jersey, and other regions (Governor's Council on New Jersey's Outdoors in Mendelssohn, 1991).

At the same time, changing lifestyles and the desire for increased leisure activities, together with a growing retirement-age population, have placed increased demands on existing parks, recreational lands, and open spaces. As increasing numbers of baby-boomers retire, the demand for facilities and programs targeted to senior citizens will grow. Communities will also want to provide adequate facilities so that those who are overweight can have the opportunity to exercise. Almost two-thirds of American adults do not get the recommended level of physical activity.

With growth management planning, Washington's communities have a unique opportunity to plan for parks, recreation, and open spaces. Patterns of the past that encourage sprawl development can be reversed. Ellen Lanier-Phelps, senior regional planner with the Metropolitan Greenspaces Program, advocates immediate action. "If we don't plan (greenspace) into the future, it won't be there" (Lanier-Phelps, 1992). Traditional approaches to land use regulation have not ensured that parks and open space areas will be retained for future generations.



Compact urban development helps reduce sprawl.

This guidebook emphasizes a number of key concepts:

- Parks, recreation, and open space planning must be integrated into overall planning to effectively provide for these important community features.
- Parks, recreation, and open space come in a variety of sizes, shapes, and types and perform different functions and purposes. Communities will need to draw on a variety of tools, resources, and complementary measures to accomplish parks, recreation, and open space objectives.
- Communities should seek a meaningful system of open space to maximize the benefit of open space lands.
- It is important to involve the people who will use, design, build, fund, and maintain park and open space lands and recreation facilities. Such involvement will help ensure that parks, recreation facilities, and open spaces truly meet community needs and function well.
- Local jurisdictions face a growing demand for new recreational opportunities as they serve an increasingly diverse population and an increasing number of aging citizens. Unfortunately, this increased demand is coupled with diminishing tax revenues, federal funds, and other traditional resources.
- The job is not over once the land is acquired. If parks, recreation facilities, and open spaces are to maintain their value to the community, they must be maintained. Stewardship is an essential element of any parks, recreation, and open space program.

This guidebook provides suggestions for distinguishing and designating different types of open space and recreation areas to meet a variety of community and regional needs. It provides basic steps and criteria for designating open space areas and recreation areas. It provides information on the planning process for parks, recreation, and open space and how to fund these facilities in your community. It outlines and suggests further resources about methods to protect different types of open space areas. Finally, it discusses issues in protecting and maintaining parks, recreation, and open space areas.

Several companion guidebooks published by the Washington State Department of Community, Trade and Economic Development (CTED) cover related issues. *The Art and Science of Designating Urban Growth Areas – Part II: Some Suggestions for Criteria and Densities*; *Keeping the Rural Vision: Protecting Rural Character and Planning for Rural Development*; and *Planning for Rural Areas under the Growth Management Act* discuss designating and protecting agricultural and forestry resource lands.

Call (360) 725-3000 or see [www.cted.wa.gov/growth](http://www.cted.wa.gov/growth) for information on getting copies of these publications.

## **GMA Provisions and Case Law Relating to Parks, Recreation, and Open Space**

### **GMA Goals**

The GMA goals that relate to parks, recreation, and open space planning are particularly important in ensuring that the area's high quality of life is sustained as communities grow (RCW 36.70A.020). The GMA goal that directly addresses parks and recreation states that Washington communities should:

- Retain open space.
- Enhance recreational opportunities.
- Conserve fish and wildlife habitat.
- Increase access to natural resource lands and water.
- Develop parks and recreational facilities.



Retaining open space is one of the goals of the GMA.

Other GMA goals provide additional direction that complements the open space/recreation goal:

- Ensure that adequate public facilities are available at the time of development.
- Protect the environment and enhance the state's high quality of life, including air and water quality, and the availability of water.
- Maintain and enhance natural resource-based industries, including productive timber, agricultural, and fisheries industries.
- Encourage the conservation of productive forestlands and productive agricultural lands.
- Discourage incompatible uses.
- Reduce inappropriate conversion of undeveloped land into sprawling, low-density development.
- Avoid taking of private property for public use without just compensation.

## **Comprehensive Plan Policy Development**

All communities planning under the GMA must prepare comprehensive plans, which include a Land Use Element. This element must designate the “proposed general distribution and general location and extent of the uses of land” including those for agriculture, timber production, recreation, and open spaces. The Land Use Element must also provide for the protection of the quality and quantity of water used for ground water supplies [RCW 36.70A.070(1)]. Comprehensive plans may include an optional Recreation Element, Conservation Element, or other elements relating to physical development [RCW 36.70A.080(1)].

## **Mandatory Park and Recreation Element**

A mandatory requirement for a Park and Recreation Element was added to the required GMA comprehensive plan elements during the 2002 legislative session. The new element must be consistent with the Capital Facilities Element as it relates to park and recreation facilities. The element must include estimates of park and recreation demand for a ten-year period, an evaluation of facilities and service needs, and an evaluation of intergovernmental coordination opportunities to provide regional approaches for meeting park and recreational demand [RCW 36.70A.070(8)]. Although new or amended elements are to be adopted concurrent with the scheduled update provided in RCW 36.70A.130, that requirement is postponed until adequate state funding is available. The requirements to incorporate any such new or amended elements “shall be null and void until funds sufficient to cover applicable local government costs are appropriated and distributed by the state at least two years before local government must update comprehensive plans” [RCW 36.70A.070(9)].

## **Critical Area/Resource Land Protection Requirements**

All Washington communities must designate critical areas (environmentally sensitive or hazardous areas) and commercially significant resource lands. Communities with a full set of planning requirements under the GMA, including preparing comprehensive plans and development regulations, must develop regulations for their protection/conservation (RCW 36.70A.060, RCW 36.70A.170, RCW 36.70A.172, and RCW 36.70A.175).

## **Lands Useful for Public Purposes**

Cities and counties planning under GMA must identify lands useful for public purposes, including recreation. The county must work cooperatively with the state and the cities within its borders to identify areas of shared need for public facilities. The jurisdictions within the county are required to prepare a prioritized list of lands necessary for the identified public uses including necessary land acquisition dates. Each jurisdiction must include the jointly agreed upon priorities and time schedule in its respective capital acquisition budgets (RCW 36.70A.150).

## **Adequate Public Facilities Requirements**

The GMA added requirements to the state subdivision provisions for written findings before approving either subdivisions or short plats. Findings must show that appropriate provisions are made for a range of public facility needs including open spaces, parks and recreation, and playgrounds (RCW 58.17.060 and RCW 58.17.110).

## **Innovative Techniques**

Comprehensive plans are to provide for innovative land use management techniques, which may facilitate retention of open space. Techniques include clustering of development and transfer of development rights (RCW 36.70A.090).

## **Funding**

The GMA provides several new funding sources for local governments. Impact fees can be used for publicly owned parks, open space, and recreation facilities (RCW 82.02.050). Additional real estate excise tax is authorized for capital facilities including park and recreation facilities. In some cases, it can also be spent for park acquisition (RCW 82.46.010, RCW 82.46.030, and RCW 82.46.035). Additional information about funding for parks and recreation is included in a later section and in Appendices E and F.

## **Open Space Required Within and Between Urban Areas**

In addition, the GMA requires that communities shall:

- Include greenbelt and open space areas within each urban growth area.
- Identify open space corridors within and between urban growth areas including lands useful for recreation, wildlife habitat, trails, and connection of critical areas [RCW 36.70A.110(2) and RCW 36.70A.160)].



Growth management planning requires communities to include open spaces within urban growth areas.

## **Adverse Possession Limitation**

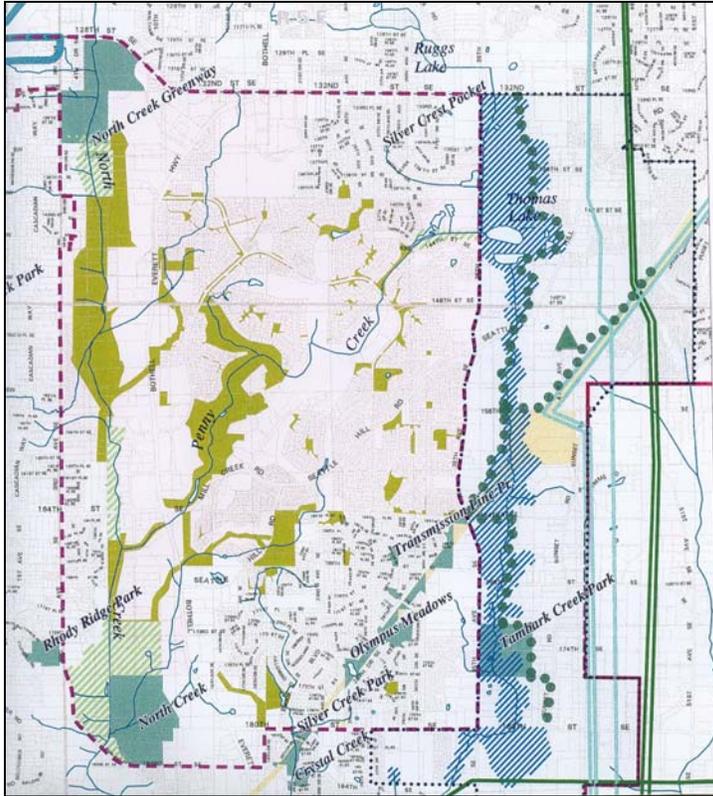
The Washington State Legislature has recognized the importance of urban greenbelt preservation to the comprehensive growth management effort. Similar to other states, Washington statutes address rules governing adverse possession of real property (Chapter 7.28, RCW). Under such statutes, it is possible for a person to get title to property from the owner of record simply by using the land for seven years, without permission, out in the open for all to see. The Legislature added a provision to ensure that no party may acquire property designated as a plat greenbelt or open space area, or that is dedicated as open space to a public agency or to a bona fide homeowner's association, through adverse possession (RCW 36.70A.165). This statute augments the protection for public lands that is already provided by RCW 7.28.090. In addition, RCW 4.24.200 - 4.24.210 provides additional protection for public and private landowners that make land available to the public for recreational use (against adverse possession action and claims of property owner liability for injuries to recreational users).

## **Growth Management Hearings Board Direction**

Several Central Puget Sound Growth Management Hearings Board (CPSGMHB) cases have clarified the distinctions between open space/recreational lands and agricultural lands. That board found that development regulations that allow active recreation on designated agricultural lands do not comply with the GMA. The board reasoned that intensive recreational use interferes with GMA goals and requirements to designate and conserve agricultural lands. The location of agricultural lands is dependent on factors such as soil type, which are not a limiting factor for recreational lands. (*Green Valley v. King County*, CPSGMHB No. 98-3-0008c, FDO July 29, 1998). The board also found that agricultural designation does not require acquisition of development rights/property interests, unless the agricultural designation was done solely to maintain open space values (*Benaroya, et al. v. City of Redmond*, CPSGMHB No. 95-3-0074, FDO March 25, 1996).

Several Western Washington Growth Management Hearings Board (WWGMHB) cases have provided direction for the adequate identification and mapping of open space areas and corridors. Local jurisdictions must identify greenbelts and open space areas, and must show them on official maps – a generalized discussion alone is not adequate (*Evergreen v. Skagit County*, WWGMHB No. 00-2-0046c, FDO February 6, 2001).

The maps must delineate trails and parks to be developed at a scale that allows features to be located (*Dawes v. Mason County*, WWGMHB No. 96-2-0023c, CO March 1, 2001). In addition to identifying locations of open space areas and corridors, plans must contain analysis of existing and future needs, and text and policies encouraging and retaining recreational and open space opportunities (*Butler v. Lewis County*, WWGMHB No. 99-2-0027c, FDO June 30, 2000). The mere identification of open space corridors under RCW 36.70A.160 does not provide protection or authorize regulation of that open space. It does not restrict the use of open space land for agricultural or forest purposes (which a local government may do only upon acquisition of sufficient interest to prevent



Mill Creek's comprehensive plan identifies open space corridors.

Source: Parks, Open Space, Greenbelts, *City of Mill Creek Comprehensive Plan*

indexed under related topic areas such as critical areas, agricultural lands, and shorelines may also be of interest. Full cases are available in each board's most recent edition of decisions. These cases are available at [www.gmh.wa.gov/index.html](http://www.gmh.wa.gov/index.html). Proceed to the Web pages of the regional hearing board of interest to review digests or decisions. For information about case number identification and how to find cases, see [www.mrsc.org/Subjects/Planning/gmhbcasedir.aspx](http://www.mrsc.org/Subjects/Planning/gmhbcasedir.aspx).

### **Summaries of Selected Washington Court Cases**

**Isla Verde v. Camas**, 146 Wn.2d (July 11, 2002) – [Plat Approval/Conditions/Open Space Requirement] – A city's development requirement that subdivisions must retain 30 percent of their area as open space, violates a statutory requirement of an individualized determination that a development condition, such as an open space requirement, is necessary to mitigate an impact of the particular development. A requirement that a secondary access road be constructed as a condition of approval for a subdivision application is not an unduly oppressive requirement when the record indicates the road is reasonably necessary for the public safety and welfare.

or control resource use and development). Any regulation of the use of identified open space lands must be grounded in other sources of authority for local regulation of land use activities (*Lawrence Michael Investments/Chevron v. Town of Woodway*, CPSGMHB No. 98-3-0012, FDO January 8, 1990).

The growth management hearings boards will continue to decide cases that interpret and provide direction for recreation and open space planning under the GMA. Each of the hearing boards maintains a Digest of Decisions that includes summaries and a keyword index useful for finding and tracking relevant cases (although the most recent cases are not indexed). Cases are indexed under the keywords such as Open Space/Greenbelts. Cases

**United Development v. Mill Creek**, 106 Wn.App. 681 (April 16, 2001) – [Plat Approval/Public Park Mitigation Requirements] – A city is entitled to set a minimum level of public parks facilities for all its citizens, and is not required to quantify and account for the effect of private recreational facilities in determining public park impacts.

**Plano v. City of Renton**, 103 Wn.App. 910 (December 26, 2000) – [Recreational Use Statute] – RCW 4.24.210 provides immunity for public entities for unintentional injuries to users of land or water areas made available to the public for recreational use without charging a fee of any kind for the use. Because the city charges a use fee for overnight tie up at its moorage docks, it can not claim recreational use immunity for an injury that occurs on a necessary and integral part of the moorage.

**King County v. Central Puget Sound Growth Management Hearings Board**, 142 Wn.2d 543 (December 14, 2000) – [Innovative Zoning Techniques/Recreational Uses] – 1997 amendments to King County’s comprehensive plan and zoning code, which allow active recreational uses on properties located within a designated agricultural area, do not qualify for innovative zoning techniques under RCW 36.70A.177 and therefore violate the Growth Management Act.

**Ravenscroft v. The Washington Water Power Company**, 136 Wn.2d 911 (December 24, 1998) – Although a public entity is not generally liable under the recreational use statute for unintentional injuries to persons who use water channels for recreation purposes such as boating, landowners will be liable to users who are injured by a “known dangerous artificial latent condition” which has not been indicated by a warning posting.

**City of Redmond v. Central Puget Sound Growth Management Hearings Board**, 136 Wn.2d 38 (August 2, 1998). Unless a municipality has first enacted a transfer or purchase of development rights program, the municipality may not designate land within an urban growth area as agricultural.

### **Significant U.S. Supreme Court Case**



In *Dolan v. City of Tigard*, the U.S. Supreme Court ruled that a pathway for public access could not be built across private property.

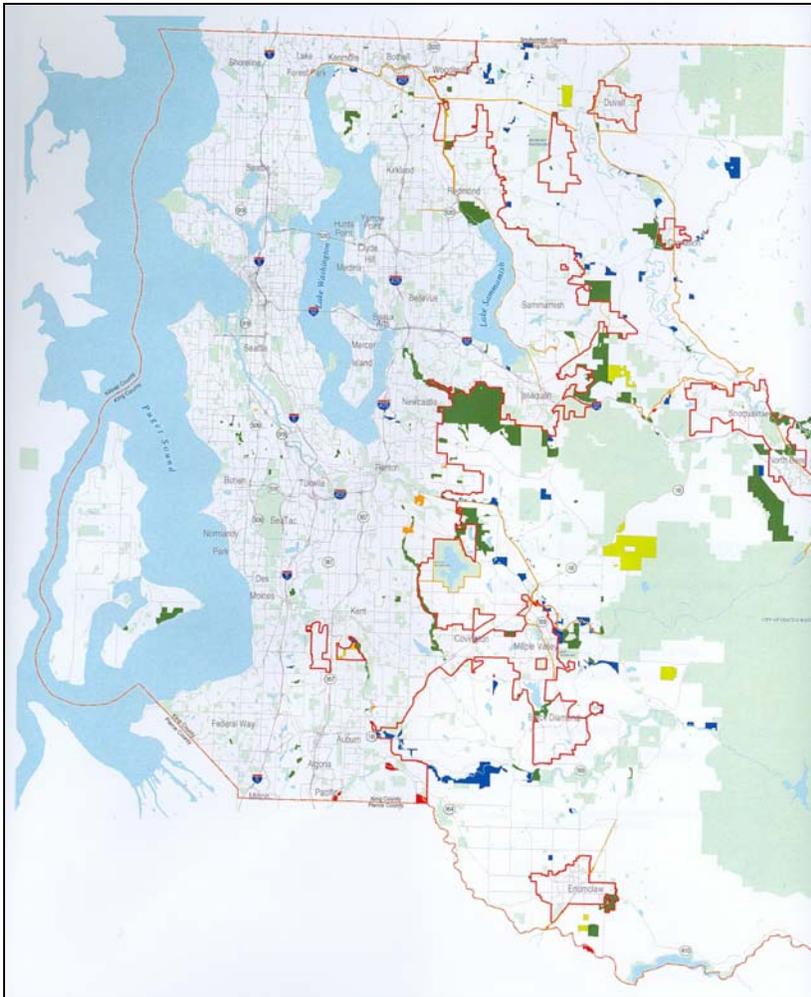
**Dolan v. City of Tigard**, 512 U.S. 687 (1994). The United States Supreme Court decision in *Dolan v. City of Tigard* (1994) has generated a great deal of national interest and comment. (To view the case in full, see <http://supct.law.cornell.edu/supct/html/93-518.ZS.html>). The City of Tigard, Oregon, conditioned approval of a building permit application on the applicant’s dedication of a portion of her property for flood control and for a pedestrian/bicycle pathway. The pathway would have permitted public access

through the property owner's land adjacent to the stream. The U.S. Supreme Court held that the city's dedication requirements constituted an unconstitutional taking of property without compensation.

While recognizing floodplain protection as a legitimate public purpose, the court found that the city had not shown a reasonable relationship between the dedication requirement and the proposed development impact. The court held that public entities are required to demonstrate a "roughly proportional" quantitative relationship between dedication requirements imposed on the individual property owner and the increased demands resulting from the new development on the existing infrastructure (e.g., traffic, flood control, open space requirements). The court held that the city had not met its burden to demonstrate that the traffic/open space demand created by the new development was sufficient to require land dedication for a pathway allowing public access. Instead, the court commented on whether development restrictions preserving the area (such as open space, floodplain, natural drainage servitude, drainage corridor, stream buffers, native growth protection area, "no build area," or others to mitigate impacts of land development) rather than public dedication may be sufficient. Even though development within these designated areas would be severely restricted, the government would not be interfering with the private property owner's ability to exclude others and, therefore, the restriction would not constitute a taking. Mechanisms for ensuring that the areas remain undeveloped are available short of public dedication, although more difficult enforcement problems may be created. As a result, a local jurisdiction must be prepared to document the quantitative relationship between development impacts and the need for any public dedication.

## Building an Integrated Open Space System

To maximize the benefit of open space lands, communities should seek a meaningful system of open space. Like an orchestra, such a system can and should add up to more than simply the sum of its individual parts. The system should consist of a complementary set of parks and open spaces that, considered together, meet the needs of a full range of community interests. “It is the way in which we weave these areas into a cohesive whole that makes the system work for the greatest number of people and this enhances the quality of life in our cities... The key is ... to look at open space both regionally and comprehensively” (Bill Lamont in Henderson, 1990). Connections and relationships between individual open spaces should always be considered. Major open spaces and local parks should be linked together and linked to major activity centers (such as schools, community centers, and employment centers). “An open space program



is comprised of linked, interdependent lands with open space value; the controlling premise is one of interrelationships. By emphasizing the importance of establishing an open space system (as opposed to conserving discreet parcels of land evaluated independently for their open space qualities), the King County Open Space Program places high priority on protecting lands that can physically and functionally link other open spaces. For example, linear greenbelts, trails, wildlife corridors, waterway systems, and urban/rural boundary separators are a major focus for protection (*King County's Open Space System*, 2004).

King County values protecting land that can be linked to other open spaces.

Source: King County's Open Space System, *King County Comprehensive Plan 2004*

Similarly, open space planning must be integrated with planning for all other community needs. Communities need to plan for open space lands together with other land uses when preparing land use elements. Later sections of this guidebook will describe how open space provisions can reinforce land use measures and vice versa. Open spaces should be well related to the residential areas they serve. Resource lands and critical areas can, and should be, incorporated into the open space system, without compromising their primary resource protection or ecological functions. Open space uses, particularly recreation-oriented open space, will need to be supported with adequate access and infrastructure. Therefore, open space planning must be coordinated with transportation and capital facility planning. It is clear that open space planning cannot be conducted in isolation. It must be an integral part of the overall planning process, if we are to effectively provide open spaces to serve community needs. “The challenge for local governments is to develop a cohesive program that places open space preservation into the larger context of conservation and development goals” (“Open Space: Preservation and Acquisition,” 1991).

## Different Open Space Types and Purposes

Open space can take on many forms, shapes, purposes, and functions. It can vary greatly from community to community, and every community will employ different types of open space within the community. No single open space example typifies what open space is. Each community will need to design a system of open spaces that incorporates and interrelates different types of open space to meet a variety of community needs.

This section outlines seven different types of open space lands and describes the very different but important functions they provide for a community. The seven categories are:

- Hazardous critical areas.
- Ecological critical areas.
- Long-term commercially significant resource lands.
- Recreation, education, and cultural sites.
- Lands that shape urban form.
- Aesthetic value lands.
- Urban reserve lands.

### Hazardous Critical Areas

These open space lands are set aside from intensive development and, at times, from public access to protect people and property from hazard. They are not suitable for residential development because hazardous conditions or public health and safety constraints exist. Several of the types of critical areas defined in the GMA and the “Minimum Guidelines to Classifying and Designating Resource Lands and Critical Areas” (1991) fit this category.

Development in “areas with a critical recharging effect on aquifers” can contaminate domestic drinking water drawn from such aquifers. Property and lives may be threatened when development is permitted on “frequently flooded areas.” “Geologically hazardous areas are also not suited to commercial, industrial, or residential development because of public safety concerns. Geologically hazardous areas include erosion, landslide, seismic, volcanic, mine (areas directly underlain by, adjacent to, or affected by mine workings, including tunnels or air shafts), or other hazard areas.”



Hazardous critical areas, such as steep slopes, are not developed.

Many communities have also established high wildfire danger zones to buffer residential areas from out-of-control natural fires. One key to rural fire prevention and control is to provide “defensible space” around developed areas. Mountain communities in snow country may establish avalanche zones to prevent development within frequent avalanche paths. Others have established safety zones in flight paths around airports or around hazardous waste facilities or areas with contaminated soils.

## Ecologically Critical Areas

In a reversal of the above purpose, other lands may be set aside to protect natural resources and environmental processes from disruption by people. Lands in their natural state can perform a number of useful functions for a community without community action or cost. Two such critical areas defined in the GMA are wetlands and fish and wildlife habitat conservation areas. Wetlands perform important functions, including:

- Water quality protection and enhancement.
- Fish and wildlife habitat.
- Food chain support.
- Flood storage and conveyance and attenuation of floodwaters.
- Ground water recharge and discharge.
- Erosion control.
- Wave attenuation.
- Protection from hazards.
- Historical, archaeological, and aesthetic value protection.
- Recreation (*Critical Areas Assistance Handbook*, 2003).

Wildlife habitat areas provide recreational opportunities in the form of fishing, hunting, and photography. In many communities, wildlife attracts recreationalists who contribute substantially to the local economy.



Fish and wildlife habitat provide recreational opportunities for people to enjoy.

Many plants and animals have as yet unrecognized potential use in medicine. A substance from the Yew tree used for cancer treatment is an example. Fish and wildlife also are a food source and have other potential agricultural and industrial uses. A number of studies indicate that people are highly aware and enjoy wildlife and natural settings in urban areas (Adams and Dove, 1989). Plant

communities can help filter polluted air, control erosion, and moderate climatic extremes, such as temperature and wind. In general, the presence of a wide diversity of wildlife signals the ecological stability of an area. All life including human depends on the continued stability of such ecosystems (Adams and Dove, 1989).

Development and human activity that alters more and more natural areas is contributing to “the growing list of threatened and endangered species and the alarming rate of habitat loss” (Hudson, 1991). The greatest threat to wildlife is from loss of habitat, even more so than hunting, pollution, or other threats (“An ESA Primer,” 2004). Wildlife management approaches alone, therefore, will not protect a variety of plant and animal species from further decline without complementary measures to reserve sufficient habitat conservation areas.

### **Commercially Significant Resource Lands**

The GMA directs local jurisdictions to classify and designate resource lands, including agricultural, forest, and mineral lands of long-term commercial significance. They must also enact regulations or use innovative techniques to conserve these areas.



Communities are required to decide under growth management planning how to conserve agricultural lands of long-term commercial significance.

Local agricultural lands and rangelands provide fresh foods without the necessity for long-distance shipping. The agri-food industry employs more people in the state than any other sector, employing over 160,000 workers in 2001 (“Washington Farm and Farm-Related Employment,” 2001). Farmers earned \$5.6 billion from the sale of their crops in

2002 (“Agriculture in Washington,” 2003), while the food processing industry reported gross sales of \$12.3 billion in 2003 (“Statewide Gross Business Income Data,” 2004). In 2003, Washington also exported \$5.4 billion of food and agriculture products, \$3.8 billion of which were produced in Washington (“U.S. State Export Edition,” 2004). The total economic impact of the food and agriculture industry is estimated to be over \$28 billion annually, or about 13 percent of the gross state product (USDA Washington Agricultural Statistics Service, 2004). Forests provide a variety of wood products and generated \$12 billion in revenue (“Fact Sheet #01: Impact of the Forest Sector in the Washington State Economy,” 2001). Mines provide minerals and construction materials among other products. All types of resource areas have traditionally contributed substantially to the employment opportunities in this state. For instance, the forest products industry employed approximately 51,000 people in 1999.

### **Recreation, Education, and Cultural Sites**

The need for recreation is universal. Parks, recreation, and open spaces “offer places to exercise, participate in competitive sports, socialize with others, and space for people to get away from development and experience the natural environment,” which contributes to physical, mental, and emotional health (*King County’s Open Space System*, 2004). Recreation provides the opportunities for learning, exploration, and challenge that contribute to human growth. In addition, cultural and historic sites can contribute to our sense of community identity and connection to others.

A community’s park system can provide passive and active recreational opportunities close to home for a diversity of residents and visitors. Neighborhood and community parks serve immediate urban area needs. The neighborhood park is the mainstay of a community’s park system. These parks provide recreation and open space benefits within walking distance of the residences they serve. Community parks serve a larger area of the community or groupings of neighborhoods. These parks often include more specialized recreational facilities (such as athletic fields or swimming pools) that require a larger service area.

Regional or major parks are large expanses of open land, which offer natural and scenic quality and support a variety of active and passive recreational activities. These parks serve an entire city, county, or wider region. They are often centered around a unique feature or resource, such as a lake, mountainous area, or river corridor. Federal and state lands and programs including those provided by the National Park Service, USDA Forest Service, Washington State Parks and Recreation Commission, and Washington State Department of Natural Resources provide recreational opportunities for residents within and outside of the state. In the spirit of the GMA, local recreational opportunities can be enhanced through cooperation and coordination with state and federal lands and programs.

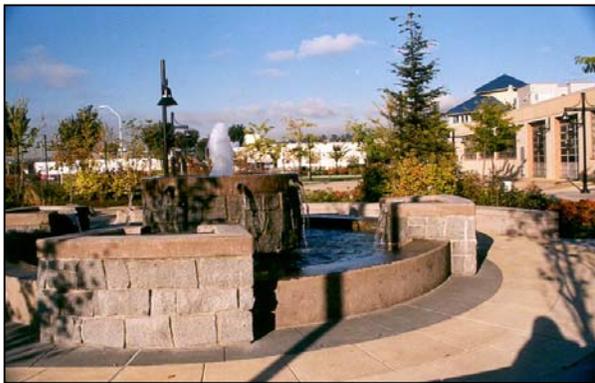
## Lands That Shape Urban Form

Open space and resource lands can also be used to define natural boundaries between urban areas and rural areas. The separation they provide serves to buffer the more intense urban uses and activities from rural and resource uses. Similarly, they can separate different land uses, which might otherwise be incompatible. These lands can similarly provide a distinct break between communities (and between neighborhoods) to reinforce individual community identity.

Moreover, open space designation can complement other regulatory efforts to shape urban growth patterns and limit urban expansion. Permanently protected greenbelts, located on the perimeter of a community, can greatly reinforce the role of the urban growth boundary. Limiting the land available for development can help channel development to fill in existing developed areas. Higher densities and more compact patterns can be used to accommodate growth needs, rather than converting open land to urban uses. The more compact patterns will be more efficient to serve and consume less land than the sprawl pattern prevalent in recent years. In addition to containing development, a greenbelt can provide a distinctive, inviting gateway to the community.

At the same time, open space corridors or linear open spaces can provide visual or physical connections between different neighborhoods, activity centers, and open space areas. They can facilitate access between areas when foot or bike paths and trails are included. Trails can provide fitness and recreation opportunities and non-motorized access to natural areas, schools, or even commercial and employment centers. A linked system greatly extends opportunities for involvement in urban life and enjoyment of natural beauty.

## Lands With Aesthetic Values Defining Community Identity



Small parks provide a pleasant interlude in the urban environment.

The natural and unique land forms preserved in these open spaces are similarly character defining. A linked system of open space can tie the community together. They are often

Other open spaces, such as the small “vest pocket” parks, town squares, plazas, and boulevards, are of key importance for their aesthetic value to the community. Because these values are difficult to quantify, we too often downplay their importance. Yet these open spaces, in addition to those described above, define the distinctive character of each community.

The traditional town common or square, for instance, “defines the meeting ground of a neighborhood and its local identity” (Calthrope, 1993).

sources of great civic pride, rendering commercial centers more attractive and even attracting new residents and businesses to the community.

In addition, these spaces provide the breathing space, visual and psychological relief, and solitude needs of community residents. Frederick Law Olmsted provided the vision for many of the country's most elegant open space systems and parks, including Seattle's and Spokane's. Olmsted aptly described parks and open spaces as the "lungs" for the city, places for social concourse, where people could relax and breathe air that had been cleansed and refreshed by trees (Lewis, 1996). They provide a "contrast to the urban landscape and allow for unstructured outdoor recreation and pedestrian activities" (*Parks and Open Space System Plan 2003*, Bellevue). They also provide the opportunity for meditation or simply quiet enjoyment of natural areas. They offer tranquility and relaxation in contrast to the oftentimes-frantic pace of urban life.

Viewshed areas perform similar functions for a community. Viewsheds are areas where special restrictions, such as height limitations, apply to protect views valued by the community. For instance, Denver's mountain setting, although a backdrop to the city, is a defining feature for Denver's quality of life. Denver has designated viewshed areas to preserve panoramic mountain views from certain public places and viewpoints. Similarly, the City of Olympia has adopted viewshed protection measures to protect views of the landmark capitol building and of Puget Sound.

The significance of these open spaces is such that "if a community continues to allow development without taking action to preserve open space, there will be a permanent decline in the community's quality of life" ("Open Space: Preservation and Acquisition," 1991).

### **Urban Reserves or Future Urban Areas**

Within urban growth areas, there will be a significant amount of land that will not be needed immediately to meet urban growth needs. These lands will temporarily function as open space lands until needed for urban development. Some Washington communities have distinguished target areas for immediate development as "urban reserve areas." The reserve areas are often designated for low-density residential to allow some interim land use. Densities, lot layout, and building and utility placement must be planned to avoid premature development patterns that close future urban development options. When residential development occurs in advance of a full range of urban services, it tends to occur at densities too low for efficient services. At the same time, densities may be too high to be compatible with rural uses. These patterns represent a significant investment and can be difficult to convert to more efficient urban densities as the area develops. It may be better to restrict such areas to truly rural uses until the full range of urban services is available.

## Parks, Recreation, and Open Space Planning Processes

This section outlines basic steps for parks and recreation planning and for implementing an open space program under the GMA. The suggested process is essentially the traditional planning process used for any planning effort. This section emphasizes those steps in the process that are especially critical to a successful parks and recreation planning effort. Perhaps the most important steps you will take are the initial steps. They will set the tone and direction for all further efforts.

The steps required for planning by the state Interagency Committee for Outdoor Recreation (IAC) are also discussed. IAC requirements are similar to what is expected in a GMA planning process. However, a more rigorous recital of the public involvement procedures is required. Public involvement provides a critical link between assessment (usually inventory or critique of what is available) and demand and needs analysis. Without community opinion or perspective, the needs analysis may bear little resemblance to actual circumstances. Public views help shape a reasonable vision or set of strategies.



The Wenatchee National Forest Chelan Ranger District used an IAC grant to improve the restrooms and landscaping greeting visitors arriving at the Lakeshore Trail by boat from Lake Chelan.

The IAC was established by a citizen initiative in 1964. Since then the IAC has helped finance more than 4,000 recreation and conservation projects throughout the state.

For 40 years, the IAC has helped improve the quality of life by investing public funds in parks, trails, and water access. In 1999, the Legislature added new programs for the protection of wildlife habitat and natural areas. To access some of these grants programs, prospective applicants must prepare a parks, recreation, open space, or habitat conservation plan.

Once the plan is accepted by IAC, the applicant becomes eligible to compete in the grants process. This planning requirement exists for several reasons, not the least of which is to demonstrate that an appropriate process was used to develop each grant proposal. There are, however, other reasons that planning is necessary. For example, planning helps with:

- Decision making.
- Coordinating interests.
- Prioritizing needs and actions.

- Evaluating trends, programs, etc.
- Budgeting, expenditure justification.
- Ensuring continuity of direction as officials change.
- Providing opportunities for public involvement and information dissemination.

## **Step 1: Consider Goals and Overall Planning Framework**

The GMA establishes some important goals and direction for open space planning for Washington communities. This direction is summarized in an introductory section of this guidebook. The GMA includes requirements, which must be covered in local comprehensive plans. A useful starting point, then, is to become familiar with the GMA direction for open space planning.

Recalling the varied open space types and purposes discussed in the last section, it is apparent that open space concerns overlap many other issue areas addressed by other planning efforts. As noted in the introduction, open space planning should be closely integrated with other plan elements and planning efforts. Such integration is needed to ensure that planning policies and implementation measures work in concert toward achieving a community vision. It is particularly important that the land area needs and capital facilities needs identified in the Parks, Recreation, and Open Space Element be incorporated into the Land Use and Capital Facilities elements. Parks, recreation, and open space objectives will more likely be implemented and will be eligible for funding authorized by the GMA, only when addressed in the capital facilities plan and element.

In addition to integrating with other elements within a community's plan, a community's system of parks and open space and its planning efforts should be integrated with the planning efforts of others. To be most effective, its plan must be coordinated with those of neighboring jurisdictions, state agencies, and the efforts of private open space organizations.

### **IAC Goals, Objectives**

For IAC planning, the plan must support the agency's habitat conservation and/or park and recreation mission, including the current project, with broad statements of intent or goals. Goals describe desired outcomes. An example is to "make athletic fields more accessible" or to "provide mule deer habitat." Objectives, on the other hand, are both measurable and more specific. Include objectives to help describe when a goal has been attained.

## **Step 2: Initiate Community Visioning and Ongoing Citizen Participation**

The importance of this step to overall program success cannot be underestimated. "The process of community participation results in informed and engaged residents that feel better connected to their communities. While sometimes contentious, but more often productive and rewarding, community participation is an essential ingredient of making successful urban open space" (Francis, 2003).

In addition to gaining support for open space programs, citizen participation is necessary if the open space program is to match community needs. Too often, parks or other recreational facilities stand empty because they do not address some aspect of community need. The best source of information about community open space needs is the citizens who will use and benefit from that open space system. Involve citizens, representing diverse community interests, in all stages from goal setting to program and project design. Such involvement will produce a system that is more responsive to the community's diverse needs. (See Appendix A for examples of open space/parks needs citizen surveys.)

Citizen participation is most effective if it occurs early and often. In fact, the most fruitful meetings may occur even before planners put pen to paper (Little, 1990). Community residents, recreationalists, and other interest groups can be particularly adept at identifying potential problems and opportunities, as well as identifying their own needs.



When planning for the future, citizens consider community needs.

A dialogue between planners and representatives of a cross section of community interests can generate creative ideas for an open space system. Community members who contribute to such a process begin to feel ownership in a plan that incorporates their ideas. For instance, Frisco, Colorado, conducted community group meetings to identify needs, potential problems, and opportunities for a neighborhood park. The town set up a series of back-to-back meetings with numerous interested groups to exchange ideas about park design and facilities. The design team met with town staff, town officials, planning commission members, affected business groups and developers, neighboring property owners, environmental groups, agency representatives (such as the Department of Wildlife and the school district), and special interest groups (such as Trout Unlimited and sports clubs). Staff noted ideas, problems, and opportunities on park system maps and overlays. The staff was not simply passive, but exchanged ideas and discussed “what if” scenarios. The composite result of the meetings was a healthy head start on the plan. A similar approach could be equally as effective in shaping the overall park system.

Your community's open space program will also be more effective and focused when developed around a clear vision of the future. In other words, the citizens of your community need to define what they want and the purposes to be served by your community's open spaces. That vision needs to be a part of the community's overall vision of community growth and development. In fact, that vision should define the

balance between development and open space objectives. Citizens will more likely support an open space program when they share a common vision for that open space system. They will also be more supportive when that vision encompasses an understandable system of open spaces, linked together as a logical whole. A system is more likely to address the range of community purposes than a program of piecemeal acquisition. Your citizen participation process should emphasize reasons why every citizen has a stake in the system as a whole, beyond just an interest in the park next door. Such a vision provides a positive direction for future open space efforts and decisions. In 2002, the Legislature amended the GMA to place increased emphasis on interlocal cooperation and regional approaches to help meet park and recreation needs. As a result, local jurisdictions should work with neighboring jurisdictions to develop a shared vision for the regions' network of parks, open spaces, and recreational facilities.

Some citizen participation approaches are more conducive to reaching consensus on an open space program. For instance, the Conservation Foundation suggests that public hearings may tend to polarize residents because of the "vocal extremes" that tend to be expressed. Instead, emphasize strategies that facilitate consensus building. The approach used by Frisco is one example. Many communities have also successfully used citizen advisory committees to develop park plan policies.

Two CTED guidebooks, *Towards Managing Growth in Washington: A Guide to Community Visioning* and *A Bottom up Primer: A Guide to Citizen Participation* offer suggestions for a successful participation effort. A publication from the Institute for Participatory Management and Planning, *Citizen Participation Handbook for Public Officials and Other Professionals Serving the Public*, provides extremely useful information on a variety of citizen participation techniques in greater detail (Bleiker, 2000). *With People in Mind: Design and Management of Everyday Nature* includes suggestions for effective citizen participation including providing information that is readily understood and offering formats for getting feedback that are friendly and appropriate (Kaplan, 1998).

### **IAC Public Involvement**

For IAC planning, include a description of how the planning process gave the public ample opportunity to be involved in the plan's development and adoption. Contact the IAC for information on any of the following acceptable methods. You may think of others:

- Internet.
- Workshops.
- Community television.
- Public meetings.
- A citizens' task force or advisory committee.
- Surveys or interviews (formal or informal).
- "Listening posts" and demonstrations.
- Round table discussions or focus groups.

Good documentation of community involvement and support is important since it is one element used by the IAC in evaluating grant applications.

### **Step 3: Inventory Existing Conditions, Trends, and Resources/Identify Problems and Opportunities**

As with any planning effort, knowledge about existing conditions, trends, problems, and opportunities is fundamental to a successful outcome. This information is, in fact, the foundation upon which future decisions will be made.

#### **Draw on Information and Inventories From Other Plan Elements**

Much of the information collected as a part of your land use inventory, capital facilities inventory, and critical areas and resource lands inventories will be important in



assessing parks, recreation, and open space needs and potential. Land use patterns, densities, the availability of various facilities, environmental constraints or hazards, wildlife habitats, vegetative cover, natural features, resources, roads, and other infrastructure all relate closely to open space planning.

An inventory of historic and cultural resources may also be important in your community. Vacant lands, identified in your land use inventory, will be the focus for identifying potential parks and open space sites. Existing and projected population (preferably by age) is needed. Other socioeconomic information about the population you will serve will also be helpful.

Consult your comprehensive plan for helpful information on densities and environmental constraints.

## **Define Planning Area Boundaries**

The boundaries for open space planning probably will not match your political boundaries. There may be unique opportunities for open space areas, which can serve community needs, lying beyond your boundaries. Some of the resources that you seek to protect will likely extend outside of jurisdictional boundaries. For instance, watershed(s) influence water quality of streams within your community and probably extends beyond the community. As Lanier-Phelps (1992) notes, “Eagles don’t observe jurisdictional boundaries.” A river greenway corridor or other trail corridor similarly may cross-jurisdictional lines. Open space areas designed to shape or contain growth will most likely be outside current jurisdictional boundaries. School districts are also major providers of recreation facilities and often the focus of the neighborhoods. You may wish to note and relate study area boundaries to school district boundaries. The urban growth boundary will likely represent a dividing line where different types or levels of service for parks, recreation, and open space are needed.

## **Inventory Existing Parks, Recreation, and Open Space Sites and Facilities**

To supplement the information from these other sources, specific information about existing park open spaces and associated facilities will be needed. The inventory typically includes information about the park type, total acres, developed and undeveloped acres, location, and type and number of recreational facilities. Trail length by type of use (such as hiking, biking, equestrian, or other) should be noted, particularly when they connect with a system extending beyond an individual site. Unique features or resources, such as lakes, should be noted. Service area population and facility condition are also useful to note in a summary table. Information about how fully existing park facilities are used is also helpful. (See examples of inventory summaries in Appendix B.)

Many other public uses, institutions, and buildings have associated open space, even when not specifically dedicated for that purpose. Schools, in particular, provide significant recreation area. Utility corridors in open space should also be noted. Private resources that provide recreation and open space, including golf courses or health clubs, should also be noted.

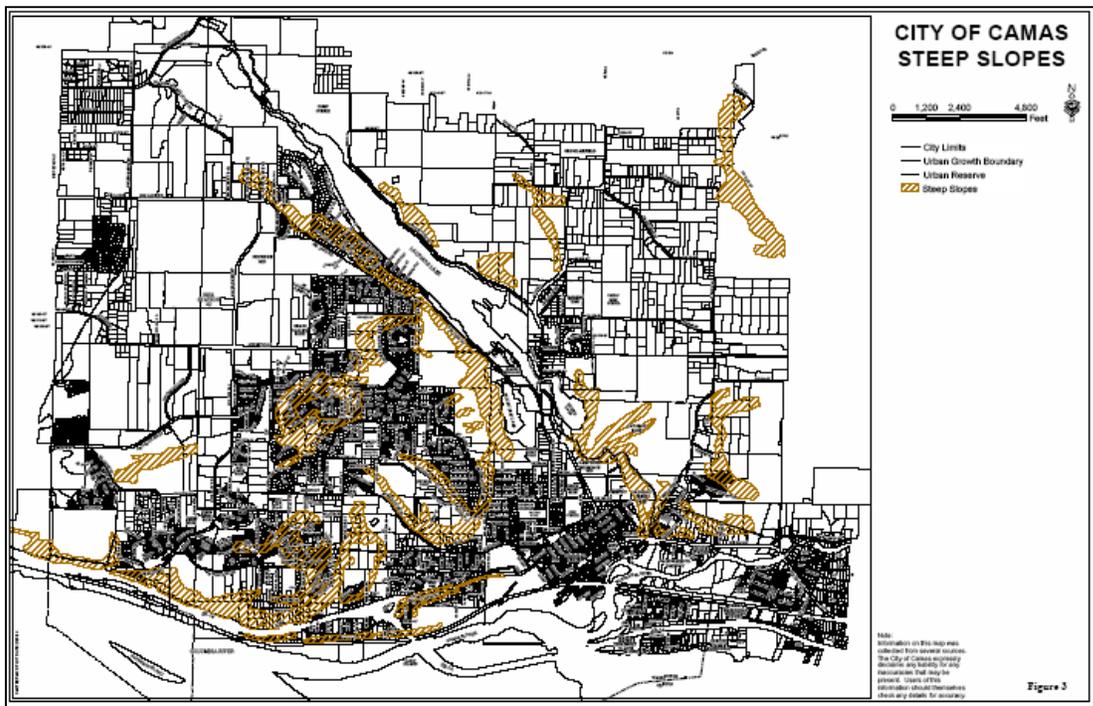
## **Identify and Analyze Existing Problems and Opportunities**

Next, you will need to identify potential open space areas. Maps can help you quickly identify which locations best meet your adopted criteria and standards. They will also help ensure that individual open spaces are well related and add up to create an open space system with substantial benefits.

You may wish to use the base information you have assembled to prepare a problems and opportunities map. If you have used a community group meeting process, you may already have a head start on such a map. Map the existing system, highlight vacant land, and note any features that might constrain or enhance open space use on these lands. For instance, lack of infrastructure and road access, presence of incompatible uses (such as

heavy industrial), or hazards (such as abandoned mines) might constrain open space uses. Shoreline access, a unique natural feature, or an exceptional view (such as Mount Rainier or the Columbia River) may provide an exceptional open space opportunity. Level, dry, centrally located, accessible lands may provide ideal park sites. An area's potential may be enhanced if located next to complementary facilities (such as a school) or near an activity center, or if it can be linked with other parts of the system. The fit with surrounding uses and the overall system of open space are key considerations.

A very efficient analysis technique is to overlay maps of your base information. The maps will need to be at the same scale to overlay them onto the existing land use map. You may wish to develop composite maps of the critical areas constraints maps for the ease of handling fewer maps. This technique will make it easier to consider all information together. For example, the critical areas overlays will show you which vacant lands are better able to handle intensive development. The transportation network/utilities/capital facilities maps will show you where adequate support facilities can best be provided. Your open space analysis will be most effective if it is carried out in concert with the overall land use analysis. The candidate sites you identify probably will be suitable candidates for other land uses as well. You will need to balance and consider interrelationships between open space and other types of land use needs.



Use maps to obtain helpful information, such as the location of steep slopes where parks would not be appropriate.

Source: *City of Camas Comprehensive Plan*

Recognize that some constraints can be overcome and you should not be too rigid in ruling out potential areas. Open space opportunities and resources to acquire open space may be limited, particularly in developed urban areas. You may need to be creative in

identifying new, affordable open space opportunities. An assessment of outdoor recreation by the IAC states, “the single most important issue for the public to decide is how it wants to pay for the acquisition, development, renovation, and maintenance of the outdoor recreation sites and facilities it demands” (*An Assessment of Outdoor Recreation in Washington State*, 2002).

For instance, the City of Seattle has explored the potential for using open space associated with public institutions or undeveloped street rights-of-way and street ends. Utility corridors can also double as trail corridors. Vancouver, B.C., Canada, has made substantial use of rooftop open spaces. The cities of Seattle and Minneapolis have closed certain boulevards on weekends to allow bicycling free of automobile traffic. Community groups in New York have reclaimed vacant lots for urban open spaces. Where resources are limited (and they usually are) stay alert to the less obvious opportunities.

### **Conduct Thorough Field Research of Candidate Sites for Parks and Open Space Designation (Once Identified)**

An experienced greenway planner, Charles Little, notes that “failure to understand the resource from a ground’s-eye view at the outset can be a terrible disadvantage, causing a slow start-up, a nonstart, and even ultimate failure.” He advocates walking it, photographing it, talking with people you meet along the way about it (1990). Again, note the unique features, scenic vistas, surroundings, and possible threats to the open space, access, and infrastructure availability. In addition, catalog landownership of prospective open space sites.

### **IAC Inventory**

For IAC planning, an “inventory” or “planning area description,” refers to the following, depending on the project to be submitted:

#### **Capital projects (Land acquisitions and/or developments)**

- A report on the supply and condition of existing recreational opportunities, habitat conservation species, and/or land types.
- A description of the planning or service area, including the physical setting and conditions, and relevant demographic, program, and resource information.

#### **Non-Capital projects (Boating Facilities and Nonhighway and Off-Road Vehicle Activities planning)**

- A description of the planning or service area, including the physical setting and conditions, and relevant demographic, program, and resource information.

The purpose of an inventory is to help complete a picture of the area’s needs. The IAC requires no specific format for the inventory. Depending how the applicant defines its planning needs, the inventory may include a map of the area’s facilities, or if funds are needed to complete a plan, the map may show the area to be planned. The inventory may

include a comprehensive account of the area's facilities, lands, programs, and/or condition. It also may include local, state, federal, and private facilities and extend beyond the applicant's jurisdiction. The inventory may be completed in a quantitative or a qualitative (narrative) format.

Habitat conservation elements may assess habitat types, certain species, threats, ownership(s), and historical gains or losses. Distribution maps may be included.

### **IAC Capital Improvement Planning**

For IAC Planning, you should include a capital improvement program (CIP) or capital facility program (CFP) of at least five years that lists land acquisition, development, and renovation projects. Because GMA capital facilities planning uses a six-year timeframe, it may be beneficial for this element to address a six-year period.

You should list each project according to the year of anticipated implementation; include the anticipated funding source. Be sure that you include any capital project submitted to the IAC for funding. The IAC considers all CIP/CFP costs as estimates.

### **Step 4: Develop Goals and Priorities to Guide Parks, Recreation, and Open Space Measures**

Goals, policies, and objectives form the heart of the Parks, Recreation, and Open Element. For plans to be effective, they need to contain clear statements about what the community seeks to achieve for its future. They also must contain clear statements about how the community intends to move toward its desired future. Goals are statements about the community's desired future. They are ideals that are difficult to obtain, but they state the direction the community desires to head. Objectives are statements about realistic, achievable, and measurable steps toward reaching goals. Policies are specific statements guiding actions and implying clear commitment to these actions. They become the basis on which decisions will be made. Some communities dispense with the intermediate level, preparing only general goals and specific policies.

Here is a listing of policies from Parks, Open Space, and Cultural Resources Element of the *King County Comprehensive Plan*.

**Table 1. King County Parks, Recreation, and Open Space Policies**

<b>The Regional Open Space System</b>		King County shall be a regional leader in the provision of a regional open space system of parks, trails, natural areas, working resource lands, and flood hazard reduction lands.
<b>Local Parks</b>		<p>P-103. Local parks, trails, and other open spaces that complement the regional system should be provided in each community, in Rural Areas, to enhance environmental and visual quality and meet local recreation needs.</p> <p>P-104. King County should provide local parks within rural communities with fields and other facilities that provide opportunities for active sports.</p>
<b>Components of the Regional Open Space System</b>	<b>Active Recreation, Multiuse Sites, and Trails</b>	<p>P-105. King County shall provide regional parks and recreational facilities that serve users from many neighborhoods and communities.</p> <p>P-106. King County shall complete a regional trails system, linking trail corridors to form a county-wide network.</p> <p>P-107. King County should facilitate educational, interpretive, and aquatic programs on county-owned properties that further the enjoyment, understanding, and appreciation of the natural, cultural, and recreational resources of the park system and the region.</p> <p>P-108. King County should facilitate and seek regional and national programs and special events at regional sites and facilities.</p>
	<b>Natural Areas (Ecological Sites)</b>	<p>P-109. King County will manage its natural areas to protect, preserve, and enhance important natural resource habitat, biological diversity, and the ecological integrity of natural systems.</p> <p>P-110. King County shall recognize and protect the natural character and ecological value of its natural areas.</p>
	<b>Working Resource Lands</b>	<p>P-111. Farmland owned by King County shall contribute to the preservation of contiguous tracts of agriculture land and make affordable farmland available for use by small-scale and new farmers.</p> <p>P-112. Farmers leasing properties owned by King County shall use agricultural best management practices, integrated pest management, and other sustainable farming methods.</p> <p>P-113. The use and management of farmlands owned by King County shall be consistent with any requirements imposed by the funding program used to purchase each property and shall serve to meet and enhance the objectives of the King County Agriculture Program.</p> <p>P-114. Forestland owned by King County shall provide large tracts of forested property in the Rural Forest Focus Areas and the Forest Production District that will remain in active forestry, protect areas from development, or provide a buffer between commercial forestland and adjacent residential development.</p> <p>P-115. Forestland owned by King County shall be used to sustain and enhance environmental benefits, demonstrate progressive forest management and research, and provide revenue for the management of the working forestlands.</p> <p>P-116. Forestland owned by King County shall provide a balance between sustainable timber production, conservation and restoration of resources, and appropriate public use.</p>

<p><b>Achieving the Open Space System</b></p>	<p><b>Other Open Spaces</b></p>	<p>P-117. King County shall explore incentives, regulations, and funding mechanisms to preserve, acquire, and manage valuable park and open space lands.</p> <p>P-118. Parks, trails, and other open space lands should be acquired and developed to meet adopted standards with a combination of public funds and dedication or contributions from residential and commercial development, based on their service impacts.</p> <p>P-119. Open space sites should be acquired when identified in the <i>King County Park, Recreation, and Open Space Plan</i>, adopted in 1996 (and subsequent updates), or when needed to meet adopted local park and recreation standard, or to protect contiguous tracts of working resource lands or ecological resources.</p> <p>P-120. Trails should be acquired when identified in the King County Trails Plan or when identified as part of a community trail network.</p> <p>P-121. King County shall be a leader in establishing partnerships with cities, adjacent counties, federally recognized tribes, state and federal agencies, school and special purpose districts, community organizations, nonprofit organizations, landowners, and other citizens.</p> <p>P-122. Decisions on acquisition and development of park, trail, and other open space sites should consider funding needs for long-term maintenance and operations.</p> <p>P-123. Open space lands shall be classified to identify the primary role in the open space system and purpose of acquisition as active recreation, trails, multiuse, natural area, or working resource lands.</p> <p>P-124. Lands preserved for public parks or open space should provide multiple benefits whenever possible.</p> <p>P-125. A variety of measures should be used to preserve and develop regional and local parks, trails, and open space.</p> <p>P-126. King County will adopt an entrepreneurial approach to managing and operating the open space system and work aggressively to implement multiple and appropriate strategies to sustain fiscally the open space system.</p> <p>P-127. Management of the regional open space system of parks, trails, natural areas, and working resource lands is guided by the <i>King County Parks, Recreation, and Open Space Plan</i>, as adopted in 1996 (and subsequent updates).</p> <p>P-128. King County shall use park and recreation standards as adopted in the <i>King County Park, Recreation, and Open Space Plan</i>, adopted in 1996 (and subsequent updates), as guidelines to evaluate and provide local parks, trails, and recreational services.</p> <p>P-129. In the Urban Area, King County shall work in partnership with other jurisdictions to facilitate annexation and transfer of local parks, trails, and other open spaces to cities or other providers to ensure continued service to the community.</p> <p>P-130. King County should work with cities to share operational and maintenance costs of parks and other open spaces in unincorporated areas in which a substantial portion of the users are from incorporated areas.</p>
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Source: *King County Comprehensive Plan*

Although citizens can express values and goals at public meetings, through attitude surveys, and by other means, these expressions need to be captured into a set of clear statements that are specific enough to provide guidance. Each community will need to decide on the degree of specific direction that will be necessary to get the desired results

while maintaining flexible choices. Local Parks, Recreation, and Open Space Element goals must be consistent with and implement the GMA goals stated in RCW 36.70A.020. See the policy development section of CTED's *Preparing Your Comprehensive Plan's Foundation: A Land Use Inventory Guide* for helpful tips on policy development.

## **Step 5: Enlist the Support of Other Local Groups, Jurisdictions, and Departments**

Establishing an open space system can seem a big job. Many communities may feel intimidated at the enormity of the task in the face of limited resources. It is important to draw on as many resources as possible to accomplish the job and reap maximum “bang” for the limited “buck.” Communities should look for opportunities to coordinate with other jurisdictions, agencies, organizations, and private sector resources to develop complementary programs and to avoid duplicating efforts. According to Bellevue Park planners:

“To be successful, partnerships must be collaborative relationships between two or more organizations with shared goals that pool their resources and work together to deliver mutually beneficial public services” (*Parks and Open Space System Plan*, 2003).

It is particularly important to cooperate with other neighboring cities and counties. Your community should consider including regional open space policies among the county-wide policies to establish a coordinated regional direction for open space planning.

### **Interlocal Cooperation and Partnership Opportunities**

New park and recreation elements must include “an evaluation of intergovernmental coordination opportunities to provide regional approaches for meeting park and recreation demand” [RCW 36.70A.070(8)(c)].

There are myriad potential benefits for greater cooperation in the provision of parks and recreation facilities including significant potential cost savings, higher quality/better functioning facilities and a larger offering of special feature parks or facilities.

Local jurisdictions face a growing demand for new recreational opportunities as they serve an increasingly diverse population and a large cohort of aging citizens. Unfortunately, this increased demand is coupled with diminishing tax revenues, federal funds, and other traditional resources. Intergovernmental cooperation may offer one of the most promising opportunities for local governments to do more with less to meet these changing recreational needs. Cooperative efforts and a pooling of resources can eliminate unnecessary duplication of services, reduce overall park and recreation costs, and can more effectively employ limited tax revenues to meet the recreational needs of a region.

Regional cooperation in planning for a system of park and recreation facilities can produce a whole that is greater than the sum of its parts. An interconnected system of parks, trails, and open spaces can offer greater value per dollar spent. Regional trails are obvious examples of facilities that cross jurisdictional boundaries and require the cooperation of multiple jurisdictions. The extended mileage that is possible enhances the value of the trail to its users. Interconnected open space corridors that link core habitat areas located in different parts of the region can better support wildlife needs. Coordination between jurisdictions on types and locations of parks allows greater variety and convenient location of recreational facilities. Most park users will prefer to visit a park or facility based on convenient location or type of recreation offered rather than on jurisdictional boundaries.

Cooperative efforts can allow the provision of a greater range of specialized park and recreation services such as aquatic centers, community cultural or performance centers, equestrian trails, and playfields for a variety of sports. Some types of large or special feature parks and facilities are beyond the scope and resources of individual jurisdictions to provide. They may require a greater population base to support them than resides in the jurisdiction where they are located. Regional cooperation and cost sharing can make these special parks and facilities possible.

### **Partnership Opportunities**

Many local jurisdictions have long-standing relationships with public school districts for the joint use of gymnasiums, classroom space, sports fields, and other recreational facilities. School districts can make particularly ideal partners since they generally have existing land, gymnasiums, other indoor space, and facilities developed for recreational use. Parking, restrooms, and other infrastructure are often in place. School playfields and facilities typically are centrally located within residential neighborhoods. School recreational facilities are most intensively used midweek, during the school year, while the peak demand for public parks and facilities is more likely to occur after work (and school) and during the summer. There is ample reason for schools to cooperate with local jurisdictions since school children are among the major users of park and recreation facilities. In addition, schools have



Working together with others, such as school districts, can enhance park and recreation opportunities for the public.

experienced a similar decline in monies available to develop, operate, and maintain such facilities.

For instance, Kirkland has entered into a joint use agreement with the Lake Washington school district to augment access to athletic fields for city residents. The city improves/enhances school facilities beyond the level required for school purposes and coordinates scheduling for city and district facilities, in return for access to school facilities. The city also contributes to security, maintenance, and joint improvements of school-owned recreational facilities and fields. The City of Sumner and the Sumner School District similarly have agreed to a sharing of services, facilities, equipment, and resources to maximize the usage and benefits derived from city and school facilities.

Counties and cities, such as Thurston County and Lacey, have teamed up on the joint purchase, ownership, use, and maintenance of certain recreational lands that can serve the needs of city and county residents. Puyallup and Fife have established reciprocal use of Fife’s swim center and Puyallup’s recreational center for the mutual benefit of both cities’ residents. Cities such as Edmonds have benefited from a variety of partnerships. The City of Edmonds, Edmonds School District, Edmonds Community College, and



Under an agreement between the two cities, residents from Fife can use the Puyallup Recreation Center.

connection with transit routes. San Jose cooperates to co-locate city park and recreation facilities with libraries, schools, and other public projects.

other cities within Snohomish County have formed a “coordinating focus team” to regularly discuss coordinated scheduling of facility use and capital improvement projects. In addition, Edmonds has partnered with the Port of Edmonds, Washington State Ferries, other cities, public and private schools, churches and sports clubs, and other organizations to augment recreational facilities and services. San Jose, California, counts a transit agency among its partners – a potentially useful partner when actively developing multiple sites in

A particularly promising example of interlocal cooperation is taking shape in Clark County. To date, 36 government agencies have joined together in a cooperative effort to stretch taxpayer dollars by sharing services, facilities, and ideas for greater efficiency in service provision. The Southwest Washington Inter-Agency Cooperative is a non-profit organization, referred to as GEM (acronym for Grounds Equipment Maintenance) to promote cooperation and pooling of resources. Members include representatives from county departments, cities, school districts, a port district, the Washington State Department of Transportation, and more recently the City of Portland, Oregon. Although not limited to parks and recreation service providers, the cooperative provides an

excellent model for cooperation between public agencies engaged in maintenance and operations of grounds and equipment. Agency employees meet regularly to exchange successes and ideas for promoting efficiency. In some cases, member jurisdictions jointly purchase and share equipment. In other cases, agreements have been reached allowing a vehicle from the county to pull up for a repair in the shop of another member jurisdiction, rather than making a long drive or dispatching a mechanic from the county. Employees of GEM members may participate in the [Northwest Regional Training Center](#), which offers classes in occupational safety, first aid, and properly operating certain equipment. The cooperative has a Web site located at [www.gematwork.org/](http://www.gematwork.org/).

Other agencies and organizations may also contribute information and technical assistance to facilitate a local program. State agencies, such as the Washington State Department of Ecology, Interagency Committee for Outdoor Recreation, and Washington State Department of Natural Resources have established programs to make their expertise more readily available to local governments undertaking growth management planning. Universities within the state and cooperative extension service offices have offered their services to communities, at times, free of charge and, often, at low cost. Community service groups (such as Rotary or Lions) or special interest groups (such as Trout Unlimited sports associations) and land trusts may offer a source of labor or even supporting efforts and complementary programs.

### **Levels of Cooperation**

Cooperation typically begins with agreements for the joint use of facilities or for contracting of services between jurisdictions. Many jurisdictions, especially those with smaller staffs, may contract with the county or others cities that are better equipped to provide maintenance, certain recreation programs, or access to a variety of park and recreation facilities and services. Alternately, a single large regional service provider may be able to achieve economies of scale and efficient services for multiple jurisdictions. Many jurisdictions have adopted interlocal agreements to set terms for cooperation on procurement of land, system and site planning, development of capital projects, or cooperation on a variety of programs and operations. Even well equipped jurisdictions can realize savings when jurisdictions located closer to a facility, or having specialized equipment, assume operational or maintenance responsibilities.



Vancouver and Clark County save money through their combined parks and recreation departments.

The City of Vancouver and Clark County have taken cooperation to a higher level by pooling resources and consolidating their respective parks and recreation departments into a single entity. The city and county have both realized savings and expanded recreational offerings.

Park and recreation districts (and joint park and recreation districts), park and

recreation service areas, and metropolitan park districts have been established in Washington. These special purpose districts may be used to provide recreational opportunities for multiple jurisdictions under the terms of an interlocal agreement. See the matrix in Appendix C that compares powers, governance, advantages, disadvantages, and other features of these entities.

### **Interlocal Agreements Facilitate Cooperation**

Interlocal agreements allow governments to cooperate with one another in providing a wide range of parks and recreation projects, programs, and services, thus reducing duplication of effort and achieve savings resulting from both pooling of resources and economies of scale.

The Interlocal Cooperation Act codified in Chapter 39.34 RCW, provides broad authority for cities, towns, counties, and other government agencies to join together to provide governmental services and facilities. The statute covers any agency, political subdivision, or unit of local government, including special purpose or local service districts, any state or federal agency, political subdivisions of other states, and any recognized tribal government. No longer is specific authorization required for different cooperative efforts. If an agency has the power to do something, it may do it jointly with others. The act greatly enhances the ability of counties, cities, and other jurisdictions to cooperate in joint ventures.

The fact that the Interlocal Cooperation Act allows the joint exercise of power does not itself confer any additional power upon the contracting parties. Thus, one of the first issues to be addressed before entering into an agreement is whether all the parties to the agreement could individually perform the task at hand. In most instances, they can: for example, both cities and counties can purchase equipment and supplies; school and park districts may each provide recreational programs. Not all governments, though, possess the same powers. Some governments, such as towns and special districts, may only perform those tasks for which they have been given specific statutory authorization. So, before proceeding too far with a joint effort, it must be determined that each of the participants would be able to separately perform the task contemplated.



The most common pattern under the Interlocal Cooperation Act is for the cities and towns to

Interlocal agreements help local government, special districts, and others work together to enhance parks and recreation facilities in the region.

contract directly with each other to provide the service. Usually one city or town operates as the lead agency with most of the management and operations authority. The other cities and towns utilize the service and in return pay a fee to the lead agency.

Local jurisdictions may also establish a separate legal entity to manage the operation of whatever service is being performed, which is specifically allowed under RCW 39.34.030. Each of the cities involved could have a representative on the board of this administrative entity. It is also specified in RCW 39.34.030(4) that even if the agreement does not establish a separate legal entity, it would be possible to establish in the agreement provisions for an administrator or a joint board who would be responsible for administering the undertaking. If it is a joint board, each public agency that is a part of the agreement is to be represented on the board. (See Appendix D for an example of a joint board established in Washington and examples of interlocal agreements.)

### **Don't Forget to Look Within**

Local communities can also benefit from looking within their own organization for unexpected resources. It is often very effective to build an interdisciplinary team of city and county staff to advise on open space planning efforts. In fact, it will often be true that no one staff person is trained in all the disciplines that are involved in addressing open space issues. Parks department personnel are often focused on recreation issues and may not have experience in addressing resource management or the use of open space to shape growth.

Those involved in parks maintenance, recreational programming, and parks planning can contribute to an understanding of needs, potential problems, and opportunities. For instance, a public works representative, responsible for parks maintenance, can be invaluable in identifying approaches that can hold down costs over the long term. Open spaces, particularly bike paths and trails, can frequently be incorporated into public works projects.

Similarly, land use planners and zoning administrators should play a major role on the team. Open space protection measures can and should be closely coordinated with land use planning and regulation. This is especially true when open space is used to shape growth, or land use regulation is used to protect open space. Planners and/or open space planners should comment during the development review process on whether individual dedicated pieces of open space are adding up to the desired system of open space. When open space is to be managed for the protection of critical areas (such as wildlife corridors) or resource lands (such as forests), a community will benefit from the advice of a resource planner. A police department representative can contribute suggestions on developing a system that resists vandalism and where users feel secure. Human service personnel can often identify community needs that may otherwise remain unvoiced. The county assessor or city clerk and/or public property management personnel may be aware of existing community holdings or open space acquisition opportunities. A smaller community may not have all of these resources on staff. A citizen's advisory committee composed of members with varied perspectives and

backgrounds may be able to fill the gaps and supplement staff expertise. Your open space program will be more successful if you can seek such expertise from within or outside of your community.

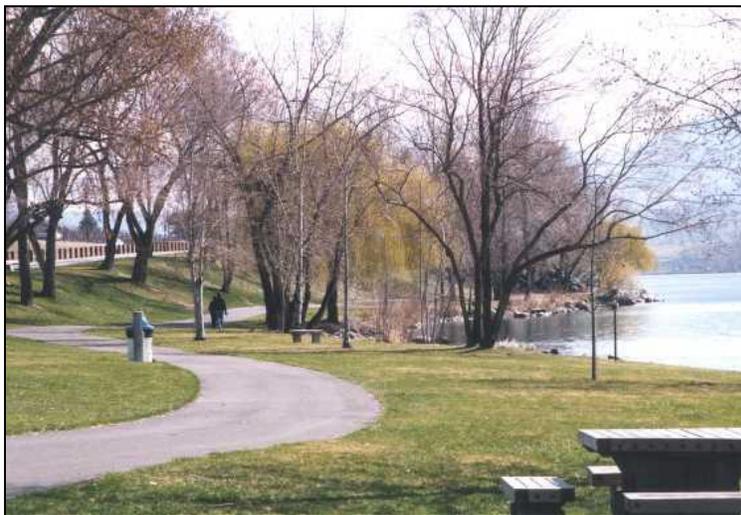
### **Special Purpose Districts**

Some cities and counties have cooperated in providing park and recreation services through formation of special purpose districts. See the Funding for Parks and Recreation section and Appendix C for a description of district options: park and recreation service area, park and recreation district, and metropolitan park district.

For a general resource see [intergovernmental agreements](#) from *Municipal Cooperation Guide*, MRSC Report No. 27. See also [Parks Administration](#).

### **Step 6: Assess Parks/Open Space/Recreation Needs and Demand**

Parks, open spaces, and recreation facilities are important components influencing the quality of community life. To ensure that adequate parks and recreation facilities are available, consistent with GMA goals, we must be able to define what is adequate. In other words, local communities will need to identify which public facilities and services are most important to the community and what quantity of those facilities and services



are needed. To determine adequacy, communities need to develop yardsticks or standards to measure whether adequate provisions have been made for facilities and services. In addition, local jurisdictions must be able to estimate what the future demand will be, and to decide what new land area and facilities must be added to meet the needs of a growing and/or changing population.

Setting level of service standards helps communities meet parks, recreation, and open space needs.

### **Level of Service Standard Basics**

Level of service (LOS) standards are measures of the amount and quality of park and recreation sites and facilities that must be provided to meet a community's basic needs and expectations. Standards provide specific targets that allow you to measure your progress toward meeting community open space objectives. They also allow you to make

comparisons between your present program and past levels of service, or the programs of other communities. LOS measures are typically expressed as ratios of facility capacity relative to demand by park/facility users. For instance, the amount of parks currently needed in a particular community may be determined by comparing the ratio of existing park acres per 1,000 population to the community's desired level of park acreage relative to that population (as expressed in adopted goals and standards). The gap between the two ratios is the currently needed park acreage. As the community grows in population, the objective will be to provide enough additional acreage to maintain the community's adopted LOS standard ratio of park acres and facilities per 1,000 population.

LOS standards are not specifically required by the GMA for park and recreation facilities. However, they are necessary to complete the required steps in preparing the Capital Facilities Element. Communities must estimate capacities and forecast future needs for all facilities covered in the capital facilities plan. LOS standards are also desirable for all facilities and services for the reasons stated below. The GMA allows local communities the flexibility to establish LOS standards that meet local needs and expectations.

LOS standards serve multiple purposes:

- They provide a benchmark for monitoring progress toward meeting GMA and local goals.
- Specifically, they provide a benchmark for evaluating deficiencies in existing neighborhoods and justify the need for additional park acquisition and/or development in areas that are inadequately served.
- They will contribute to an equitable distribution of park resources.
- They define what new public facilities and services will be needed to support new development.
- They provide consistency and certainty about requirements for permit applicants.
- They provide a basis for ensuring that existing services are maintained as new development is served.
- They can alert public officials to opportunities for improved efficiency and savings.
- They provide a yardstick for measuring the performance or effectiveness of a recreation site or facility.
- They can and should move beyond quantitative measures and provide measures for the quality of facilities and services provided.
- They provide an opportunity for neighboring jurisdictions to coordinate LOS standards to ensure consistency.
- They provide consistency and guidance for staff when evaluating permit applications.
- They directly relate any exactions or dedications imposed on a new development to the demand resulting from that development, thus reducing the risk of legal challenge.

Park/recreation standards are more likely to serve the needs of a community if they meet certain criteria. Kevin Ashner, a planner from the greater Miami park

system, correctly argues that the true measure of a good standard is “the level of customer satisfaction” (Krohe, 1990). The late Seymour Gold, widely recognized for his contribution to parks research, developed the following criteria for good standards:

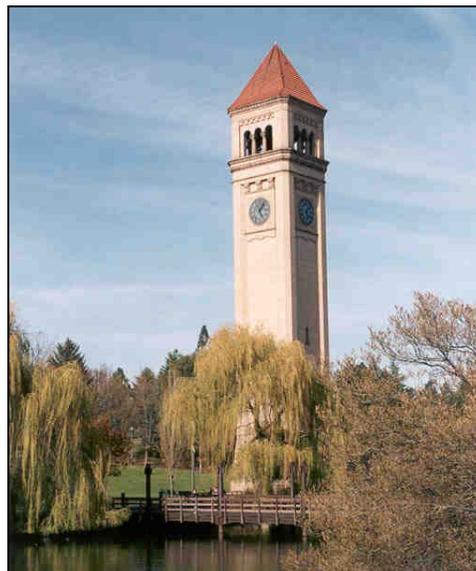
- Relevance – They should reflect the needs and lifestyles of today’s residents.
- People orientation – They should reflect the unique needs and preferences of people in the area being served.
- Performance standards – They should provide a basis for measuring achievement of community objectives. They should measure the quality of recreation service rather than simply the quantity.
- Feasibility – They should be attainable within a reasonable timeframe and with available funding sources.
- Practicality – They should be simple to understand and apply. They should be based on sound planning principles, information, and a credible development process. They should also be flexible enough to handle unanticipated situations and rapidly changing needs.

### **Traditional Park LOS Standards**

As noted above, Washington communities closely associate park and recreation facilities and open spaces with the quality of life in their communities. Washington communities have often set relatively high standards for themselves to secure the open spaces which they so value. The standards, in fact, at times have been higher than they have been able to achieve.

Park planners have long employed LOS standards to assess the need for park and recreation facilities. Many communities have adopted standards based on early National Recreation and Park Association (NRPA) guidelines. The NRPA, a professional organization serving park planners, managers, and researchers, issued standards in 1934 which are the basis of the standards many communities use today. As a result, the

Although guidelines are available, it is up to local communities to determine what standards are right for their community.



standards from a variety of communities of different sizes and circumstances across the nation can bear a striking resemblance to each other.

The NRPA standards reflected “what seemed to be right” based on the experience and recommendations of a group of professionals rather than on systematic research of local needs and desires (*City of Edmonds Comprehensive Plan*, 1993). Even so, the NRPA “yellow book” *Recreation, Park, and Open Space Standards and Guidelines* (1983) was a bible for park professionals. The “yellow book” NRPA standards, recommending a total of 6.25 to 10.5 acres of park land per 1,000 population, were widely adopted by cities across the country. NRPA also suggests a classification system for parks. The various levels of parks, such as neighborhood or community parks, vary in size and service area depending on their classification. The NRPA also developed facility development standards as a guideline for the number of facilities needed per quantity of people. As noted in the next section, NRPA has now replaced the “yellow book” standards with a process to developing standards rooted in local goals, priorities, and conditions.

Several other types of standards have also been common. Many communities require a percentage of land area in a proposed subdivision to be dedicated for parks and/or open space. A number of cities and counties in Washington require between 5 and 15 percent of a residential subdivision to be dedicated for recreation and open space. Requirements for 30 to 50 percent of land area retained in open space are becoming common in clustered residential developments. These dedication requirements often do not ensure that the set aside land will be useable for intended purposes. The percentage of land area standard is a more indirect measure of a subdivision’s impact on a community’s park needs than the LOS standards above. Demand is more directly determined by the number of potential new users rather than land area. The percentage of land area dedication has remained popular in part because it is simple to calculate and administer. However, communities need to exercise caution in utilizing a percentage of land area dedication. Land dedications that are not well related to demand generated by residents of the new development have been successfully challenged in some communities. See the Legal and Political Considerations section.

### **Adapt Standards Tailored to Local Needs and Conditions**

Although widely accepted in the past, there is increased recognition that national-based standards may not be getting communities what they really want. A growing school of park and recreation planners argue that uniform standards (1) emphasize “how much” rather than “how good,” (2) reflect past desires and expectations rather than today’s needs, (3) do not recognize the unique conditions, resources, and needs of different communities and cultural groups, and (4) often are unrealistic and difficult to implement. Although uniform standards may help to raise the current standards of the “lowest common denominator” communities, they may contribute to underachievement in more ambitious communities.

Recognizing some of these shortcomings an NRPA task force has revised its approach and published updated guidelines in the *Park, Recreation, Open Space, and*

*Greenway Guidelines* by James D. Mertes and James R. Hall, NRPA, 1995. In updating its standards, NRPA moved away from specific universal standards for park acreage. Instead, NRPA now places increased emphasis on recognizing the unique needs of individual communities. The new NRPA guidebook suggests and provides approaches for inventorying existing park area and facilities, and assessing the adequacy of the current standard through visitor surveys, resident questionnaires, and field observations of participation rates. The agency no longer offers one tidy set of one-size-fits-all standards.

Local community goals and priorities (described in step four) are the primary basis for appropriate standards, which in turn are the yardsticks for future facility and land area requirements. For instance, community residents may express desires for a level of services that differs from that in other communities. They may also express a desire for a higher standard than achieved in the past. Goals and policies that govern environmental protection or growth patterns similarly may suggest new types of open space “needs.” Your community may also have unique assets and conditions, such as an extensive shoreline, that do not fit traditional standards. Western Washington, in particular, has unique climatic conditions that may heighten the need for indoor recreation alternatives.

The concept of a service radius is also helpful in planning a logical distribution of the parks and open spaces that will serve the entire community. Park and recreation facilities serve residential areas surrounding the park or facility. A neighborhood park’s users will come from an area immediately surrounding and within walking distance of the park. This service area can be generally described by a circle, unless topography or other features limit access from some directions. Community and regional parks having special facilities will draw from a larger service area. Mapping service areas will quickly show you whether your system of parks adequately covers all community areas without inefficient overlap (*Model Element – Recreation and Open Space Element*, 1987). The National Park and Recreation Association standards table presented below provides typical service radii for neighborhood and community parks.

**Table 2: Park, Open Space, and Pathways Classification Table**

<b>Parks and Open Space Classifications</b>				
<b>Classification</b>	<b>General Description</b>	<b>Location Criteria</b>	<b>Size Criteria</b>	<b>Application of LOS</b>
Mini-Park	Used to address limited, isolated, or unique recreational needs.	Less than a ¼ mile distance in residential setting.	Between 2,500 sq. ft. and one acre in size.	Yes
Neighborhood Park	Neighborhood park remains the basic unit of the park system and serves as the recreational and social focus of the neighborhood. Focus is on informal active and passive recreation.	¼ to ½ mile distance and uninterrupted by non-residential roads and other physical barriers.	5 acres is considered minimum size. 5 to 10 acres is optimal.	Yes
School-Park	Depending on circumstances, combining parks with school sites can fulfill the space requirements for other classes of park, such as neighborhood, community, sports complex, and special use.	Determined by location of school district property.	Variable – depends on function.	Yes – but should not count school only uses.
Community Park	Serves broader purpose than neighborhood park. Focus is on meeting community-based recreation needs, as well as preserving unique landscapes and open space.	Determined by the quality and suitability of the site. Usually serves two or more neighborhoods and ½ to 3-mile distance.	As needed to accommodate desired uses. Usually between 30 and 50 acres.	Yes
Large Urban Park	Large urban parks serve a broader purpose than community parks and are used when community and neighborhood parks are not adequate to serve the needs of the community. Focus is on meeting community-based recreational needs, as well as preserving unique landscapes and open spaces.	Determined by the quality and suitability of the site. Usually serves the entire community.	As needed to accommodate desired uses. Usually a minimum of 50 acres, with 75 or more acres being optimal.	Yes
Natural Resource Areas	Lands set aside for preservation of significant natural resources, remnant landscapes, open space, and visual aesthetics/ buffering.	Resource availability and opportunity.	Variable.	No

Greenways	Effectively tie park system components together to form a continuous park environment.	Resource availability and opportunity.	Variable.	No
Sports Complex	Consolidates heavily programmed athletic fields and associated facilities to larger and fewer sites strategically located throughout the community.	Strategically located community-wide facilities.	Determined by projected demand. Usually a minimum of 25 acres, with 40 to 80 acres being optimal.	Yes
Special Use	Covers a broad range of parks and recreation facilities oriented toward single-purpose visit.	Variable – dependent on specific use.	Variable.	Depends on type of use.
Private Park/Recreation Facility	Parks and recreation facilities that are privately owned yet contribute to the public park and recreation system.	Variable – dependent on specific use.	Variable.	Depends on type of use.

<b>Pathway Classifications</b>				
<b>Classification</b>	<b>General Description</b>	<b>Description of Each Type</b>	<b>Application of LOS</b>	
Park Trail	Multipurpose trails located within greenways, parks, and natural resource areas. Focus is on recreational value and harmony with natural environment.	Type I: Separate/single-purpose, hard-surfaced trails for pedestrians or bicyclists/in-line skaters. Type II: Multipurpose, hard-surfaced trails for pedestrians and bicyclists/in-line skaters. Type III: Nature trails for pedestrians. May be hard- or soft-surfaced.	Not applicable.	
Connector Trails	Multipurpose trails that emphasize safe travel for pedestrians to and from parks and around the community. Focus is as much on transportation as it is on recreation.	Type I: Separate/single-purpose, hard-surfaced trails for pedestrians or bicyclists/in-line skaters <u>located in independent r.o.w.</u> (e.g., old railroad r.o.w.) Type II: Separate/single-purpose, hard-surfaced trails for pedestrians or bicyclists/in-line skaters. <u>Typically located within road r.o.w.</u>	Not applicable.	

On-Street Bikeways	Paved segments of roadways that serve as a means to safely separate bicyclists from vehicular traffic.	Bike Route: Designated portions of the roadway for the preferential or exclusive use of bicyclists.  Bike Lane: Shared portions of the roadway that provide separation between motor vehicles and bicyclists, such as paved shoulders.	Not applicable.
All-Terrain Bike Trail	Off-road trail for all-terrain (mountain) bikes.	Single-purpose loop trails usually located in larger parks and natural resource areas.	Not applicable.
Cross-County Ski Trail	Trails developed for traditional and skate-style cross-county skiing.	Loop trails usually located in larger parks and natural resource areas.	Not applicable.
Equestrian Trail	Trails developed for horseback riding.	Loop trails usually located in larger parks and natural resource areas. Sometimes developed as multipurpose with hiking and all-terrain biking where conflicts can be controlled.	Not applicable.

Source: NRPA's *Parks, Recreation, Open Space, and Greenway Guidelines*

In addition, quality and superior design may be able to substitute to some extent for quantity. For instance, Paul Freiberg's experimental playground in the City of New York reportedly accommodates ten times more children than a conventionally equipped park of the same size (Krohe, 1990). A park in Beijing, China, can accommodate many people without a sense of crowding. Variations in topography and rock outcroppings provide niches and crannies where people can find relative solitude while miniature waterfalls muffle sound. Freeway Park in Seattle provides a similar experience.

Local communities can still benefit from reviewing standards recommended by state or national professional organizations, or with those used by other, similar jurisdictions. Such a review may provide a useful starting point in considering local standards. Comparisons with standards from other locales may reveal areas where local standards should be questioned. Rather than assuming that national standards express local needs, greater legitimacy will be achieved by adopting standards based on local goals and that are a product of a community process to assess unique community needs.

The following steps can help you measure local need, both present and future, for additional open land and facilities:

- Review GMA and community goals/vision for parks, open space, and recreation.
- Conduct user participation and demand surveys or other community scoping.
- Consider population trends and trends in recreation participation and interests.

- Develop local standards that measure when adequate land area and facilities have been provided.

You will then need to identify/select candidate park and open space sites that can meet those needs.

### **Conduct User Participation and Demand Surveys**

The amount of open land area that serves your current population (the existing land use/population ratios) may provide a reasonable standard for future open space needs. This would be true if your community's needs are not changing and were adequately provided for in the past. However, the more likely scenario is that your community needs are changing as the world around you changes.

Surveys can provide detailed information about community preferences and needs. They can help you anticipate which areas and facilities will receive the most use and need the most maintenance. They can also help gauge what the community might support if a bond vote, tax levy, or other measure is needed. They demonstrate an effort to understand and respond to community desires and will also be useful to document needs for grant applications. Such improved recreational surveys, or other comparable approaches which obtain feedback from a representative cross section of the community, are essential to developing effective local standards.

Different types of surveys can help you better estimate your present and future open space needs. User participation surveys measure how frequently various groups currently use various park and recreation facilities. User preference/demand surveys directly ask residents what types of parks, facilities, and services they would prefer in the future. Each type of survey has advantages and disadvantages.

User demand surveys can provide information about perceived needs, changing needs, and latent demand missed by participation rate studies. In addition to gathering information about residents' recreation/open space interests, surveys often are also structured to discover the user's priorities. For instance, the respondent might be asked to rank the facilities in order of preference or to make choices about how he/she would spend a limited number of dollars among listed facilities. Demand surveys can provide information about whether people are aware of different recreation opportunities and open spaces and what they think about available opportunities, areas, programs, and facilities (and why they think that way).

However, user demand surveys cannot guarantee that respondents will actually use the facilities consistent with their responses. Respondents have been known to stretch the truth related to how often they will exercise. The user participation survey is conducted in the field to observe actual use. It measures which activities people are actually participating in, which facilities they actually use (or are not using), and how often they participate in different recreational activities (participation rates). The IAC has developed a participation model, *An Assessment of Outdoor Recreation in*

Washington State (2002). It (1) profiles population and household characteristics, (2) relates that information to participation rates, and (3) uses the rates to project park and recreational behavior (demand) and needs of the projected population. These participation studies can be very helpful in predicting needs.



Surveys help determine what kinds of parks and recreation facilities communities need.

Participation rates may not always capture the changing needs of changing populations or recognize new trends. “Though accurate, participation models can be somewhat abstract, and if not combined with other methods of gathering public opinion, the method can fail to determine the qualitative issues of an area’s facility demands” (*Centralia Comprehensive Plan*, 1991). Also, they do not measure whether the facility is satisfactorily provided.

Although they provide a reasonable picture of current users’ needs, the models may fail to recognize “latent demand.” There is latent demand when potential users want to participate in recreational activities, but available opportunities do not suit their needs and interests. As a result, current participation rates may be limited by problems of access, availability, limited supply, lack of awareness or skills, or other factors. Surveys can be designed to better capture the needs of special groups such as disabled or elderly persons.

The two types of surveys considered together, along with information about population growth, demographics, and recreation trends, can provide a more complete picture of likely future demand. The surveys can be designed to contribute to information about the age, gender, income, location of residence, or similar information about the respondent. Such information allows more detailed analysis to distinguish the varying needs of different types of users. It also provides a way of checking to see that the survey sample is representative of the community as a whole.

However, such surveys do require expertise to design questions and interpret responses to accurately reflect community demand without introducing a bias. For these reasons, John Warbach in “Developing Community Recreation Plans” recommends using a survey, but using (or obtaining) advice from a university or qualified consulting firm to be certain the survey measures what you intend to measure (Warbach, 1990). Neighborhood meetings can be structured to gather similar information if a representative cross section of the community attends.

## **IAC Demand and Need Analysis**

For IAC planning, discuss the community or agency's priorities, that is, explain how the decision to acquire land and develop, preserve, enhance, restore, or manage was made. For example, what options were considered, which were rejected, and what are their advantages and disadvantages. Ultimately, the questions to be answered are "specifically, what does the community want" and "how do we know this to be true?"

The basis for the analysis for demand and need may be any of the methods listed under public involvement. It may also include the use of population standards, identification of issues, etc. Regardless, the process must be thorough and suitable to local conditions and the service area. For example, a small community with minimal needs may rely on a simple process, such as personal observations and informal talks. A more complex community or agency would use a more formal process that may involve a variety of techniques.

## **Project Population Growth**

Begin with the state Office of Financial Management's (OFM) 20-year county population projections. Hopefully, your county and member cities have agreed upon a subarea population allocation for cities and other subareas within the county. You will need to develop and apply local level of service standards to determine how this projected population growth translates into a need for new land area and facilities. The standards may need to be adjusted depending on the age composition and other characteristics of your population. For instance, your community may require different services than in the past if the percentage of residents who are senior citizens or who have young children changes. Review existing open space/recreation facilities and resources and compare what you have with your projected needs. Include both your current need, resulting from current shortfalls, and the need resulting from new growth. The CTED guidebook, *Predicting Growth and Change in Your Communities: A Guide to Subcounty Population Forecasting*, provides greater detail about population projection methodology (1993).

## **Recognize State and National Trends in Recreation Participation**

Because local communities must plan today for tomorrow's park and recreation sites and facilities, they must be able to anticipate trends and respond to likely shifts in demand. Significant changes in demographics signal parallel changes in demand. In addition, work habits, leisure time, health concerns, tastes, and other factors will influence future demand. The net effect of the changes is an increasing demand for a greater variety of facilities and activities. These trends should be considered in preparing and adjusting your local standards to anticipate future needs.

## Demographic Trends

- **Increasing State Population**

Population growth is the primary factor that drives growth in recreational demand. Although temporarily slowed by a weak economy early in the millennium, population growth is expected to rebound as the economy rebounds. According to the OFM Forecasting Division, the total state population is projected to grow by 42.2 percent from 5,894,121 in 2000 to about 8,379,500 in 2030. In 2003, for the first time since 1996, population growth in Eastern Washington outpaced growth in Western Washington (*2003 Population Trends for Washington State*). Population projections by county and city are available at OFM's Web site at [www.ofm.wa.gov/pop/gma/countypop.pdf](http://www.ofm.wa.gov/pop/gma/countypop.pdf).

- **Aging of the Baby-Boomers**

Perhaps the most significant trend affecting park planning is the aging of the baby-boomers. The leading edge of the baby-boomers will begin to turn 65 around 2010. By 2030, the over 65 age group will represent 19.7 percent of Washington State's population compared to 11 percent in 2003 (Office of Financial Management, 2002). Although they are aging, the baby-boomers may be healthier and will remain active longer than past generations of elderly. Even so, the demand for facilities and programs targeted to senior citizens will increase. The number of working age adults between 45 and 64 will peak in 2017. The pre-retirement and the active retired seniors are likely to increase the overall demand on recreational facilities and services. Counties which traditionally attract retirement age persons such as Jefferson, Clallam, and San Juan will particularly feel the effects. As of 2003 about one-fifth of the population of these three counties, and of Garfield, Wahkiakum, Lincoln, Pacific and Columbia counties are age 65 years or older (*Washington State County Population Projections, 2002*).

- **More School-Aged Children as “Baby-Boom Echo” Generation Become Parents**

At the same time, the baby boom “echo” – the children of the baby-boomers – will have its effect as they reach childbearing age. The 5 to 17 school-aged group (now about 1,121,100) will remain relatively stable through 2010 and then increase steadily in numbers through 2030. As a result, there will be less surplus space in the schools and at school recreational facilities. There will also be shifts in the types of facilities needed. The number of young adults aged 18 to 24 (college-aged) will continue to increase through 2010 before the rate begins to decline and then rise again around 2020 (*Washington State County Population Projections, 2002*). Although the numbers will increase, the share of under 18 population will decrease from about 26 percent at the beginning of the decade to 24 percent in 2020.

In addition to shifts in the type of demand for facilities, increased levels of violent crime have been associated with increased numbers of youth in the past (National Center for Policy Analysis). Parks may experience increased vandalism and safety concerns. Many communities have begun looking at the need for recreation programs for “at risk” youth which may more constructively channel their energy. Use of parks by a growing homeless population has become an issue in many communities. These trends argue for significant changes in design, facilities, and programs provided. For instance, Portland is seeking to design vandalism-proof restrooms and other facilities. Such effort better serves the community than to simply close such facilities to public use. Perhaps the best way to improve a sense of personal security and reduce the temptation of vandalism is to (1) incorporate designs that keep activity areas open to views from adjacent roads and residential areas (while still maintaining some areas with at least an illusion of privacy) and (2) program activities that attract many users throughout the day and evening.

- **Rapidly Increasing Ethnic Diversity Portend Changing Needs**

Washington’s racial/ethnic composition will continue to change between 2000 and 2030 as Black, Asian/Pacific Islander, Multiracial (two or more races), and Hispanic populations increase in proportion to the total populations. The fastest growing race/ethnic groups during that period are projected to be Hispanic (150 percent), Multiracial (160 percent), and Asian/Pacific Islander (74 percent). (*Washington Trends*, 2002). The increasing cultural diversity will bring with it a need for a different mix of recreational facilities. For instance, there is a growing demand for soccer that may be in part stimulated by new arrivals from countries with a strong soccer tradition. Language and other cultural differences may also require special sensitivity training or staffing to address ethnic group needs.

- **Changing Lifestyles**

The number of people living alone, in one-parent households, or in non-family situations is increasing. Between 1950 and 2000, married-couple households declined from more than three-fourths of all households to just over one-half. In 1950, one-person households represented 1-in-10 households; by 2000, they comprised 1-in-4. The percent of one-parent households grew from 8 percent in 1960 to 27 percent in 2000 (“Provisional Projections of State Population,” 2002). In other words, more households will be headed by single people. An accompanying trend is an increased number and percentage of people housed in higher density housing situations. This is particularly true as traditional single-family housing becomes less affordable (despite a temporary reprieve in the form of low interest rates). More people living in higher density housing and a smaller percentage of traditional families will also have implications for future park needs.

It is becoming increasingly common for both heads of household to work, particularly as higher housing and living costs strain the family budget. Childcare and recreation programs for “latch key” children (children who are at home while the parents work) will continue to be in demand.

### **Other Trends Influencing Recreation Demand**

- **Spotlight on the Need for Increased Physical Activity**

According to the 1999-2000 National Health and Nutrition Examination Survey, 64 percent of U.S. adults over the age of 20 are either overweight or obese and nearly one-third of U.S. adults are obese. As noted by one academic researcher, “Obesity is the dark side of a technologically advanced society (James Hill as quoted in O’Sullivan, 2002). Increasingly, Americans are choosing to travel by car instead of walking or biking. The television, computer, and videos are claiming an increasing proportion of American leisure time (O’Sullivan, 2002).

According to *Physical Activity and Health: A Report of the Surgeon General* (1996), low levels of activity is a major factor contributing to the high prevalence of obesity in the United States. Only 15 percent of U.S. adults engage regularly (three times a week for at least 20 minutes) in vigorous physical activity during leisure time and approximately 22 percent of adults engage regularly (five times a week for at least 30 minutes) in sustained physical activity of any intensity during leisure time. In other words, almost two-thirds of American adults do not get the recommended level of physical activity. Twenty-five percent report no physical activity at all in their leisure time. Only about one-half of U.S. young people (ages 12-21 years) regularly participate in vigorous physical activity and approximately one-fourth of young people walk, bicycle, or engage in light to moderate activity nearly every day. (*Physical Activity and Health*, 1996).

While this may signal decreased participation and demand in recreational activity, it is not a sustainable trend. Obesity increases risk for a number of serious conditions including heart disease, diabetes, stroke, high blood pressure, and some forms of cancer (U.S. Health and Human Services Secretary Tommy G. Thompson, 2002). The prevalence of overweight and obese people has major economic consequences in the form of escalating health care costs – both direct and indirect. (Direct health care costs refer to preventive, diagnostic, and treatment services – for example, physician visits, medications, and hospital and nursing home care. Indirect costs are the value of wages lost by people unable to work because of illness or disability, as well as the value of future earnings lost due to premature death.) The National Institute of Diabetes and Digestive Kidney Diseases of the National Institute of Health reports a total cost of \$117 billion in 2001 dollars (\$61 billion direct, \$56 billion indirect). Recreation is an important factor in maintaining health and containing these costs. The publicity surrounding these reports is creating renewed interest in regular exercise programs, in workplace wellness programs, and in the health insurance industry.

Employers have been expanding employee benefit programs including day care, fitness and wellness, pre-retirement counseling, and leisure education programs. Such programs may stimulate increased demand for access to outdoor recreation opportunities near employment centers.

- **Trend Toward Infill Development**

Local growth management policies will also tend to encourage infill of existing undeveloped parcels, which will increase demand for park and recreation opportunities within urban growth areas. Rising fuel costs may reinforce the interest in living closer to employment centers. “Empty nester” boomers, whose children are grown, and smaller households also have been fueling the market for urban living.

- **Potential Increase in Non-Peak Hour Use**

Increased conditions of traffic congestion, communication technology, and other factors are stimulating increasingly varied work schedules and commute patterns. More people can be expected to use parks during non-peak hours in the future. Road congestion may also create increased need for close-to-home recreation opportunities. At the same time, there may be an increasing need for safe, pleasant pedestrian and bicycle routes between residential and recreational facilities. Retiring baby-boomers will likely also contribute to that trend, especially after 2010.

- **Close to Home Recreation**

Rising energy costs have occurred in the early part of this century in the wake of Middle East conflict. If this trend continues, it may discourage vacation travel to distant recreation destinations and increase demand for close-to-home recreation opportunity.

- **Increased Interest in Women’s Sports**

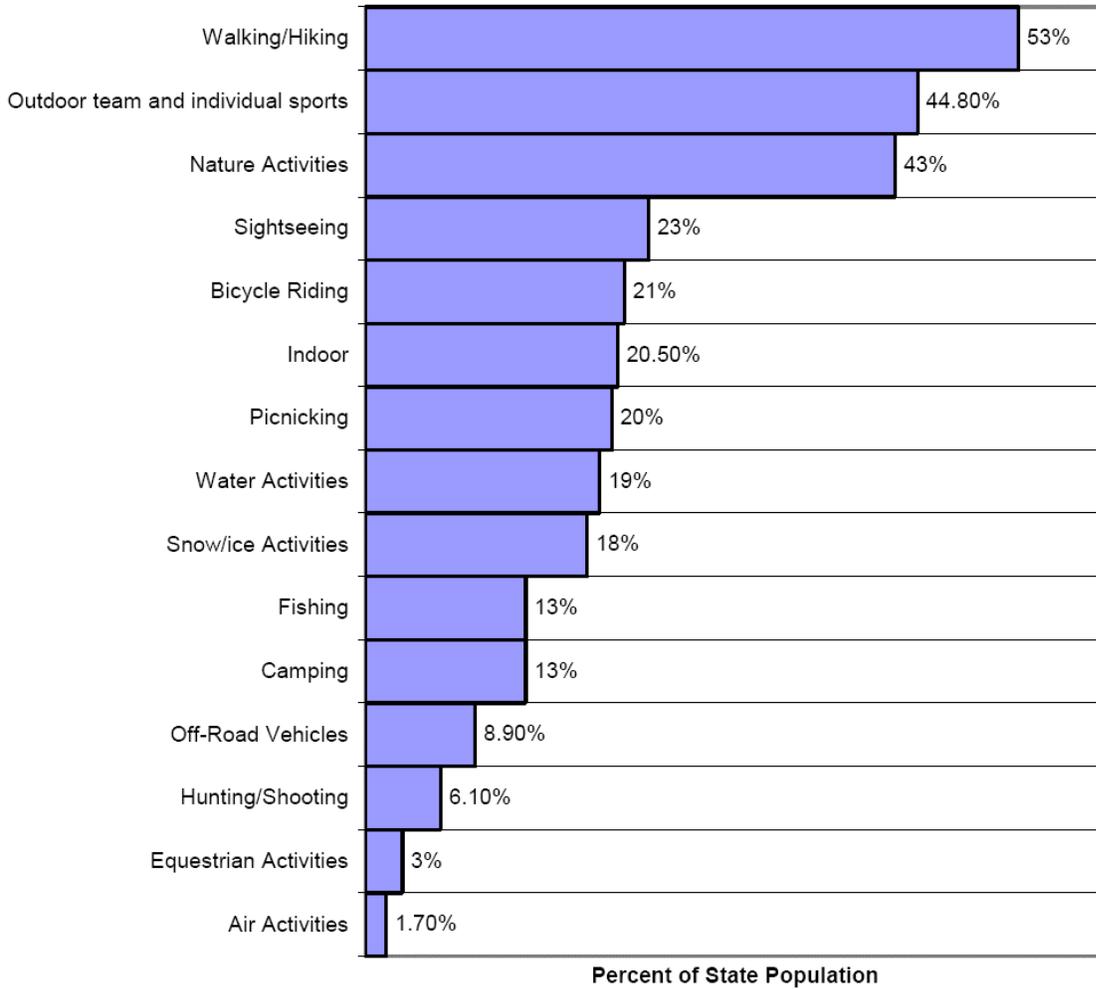
With the passage of the Title IX Amendment to the Education Act, women are now offered greater access to sport facilities. In addition, girls are finding their way into the male dominated sports, such as youth baseball, soccer, etc. The result has been dramatic increase in recreation interests and a nearly doubling of demand for some type of facilities.

- **Changes in Recreation Preferences**

On the national and regional scale, recreation interests change. Some are more related to fads whereas others maintain a rather constant level. The IAC completed an *Assessment of Outdoor Recreation in Washington State* in 2002. In general, Washington residents favored close-to-home, low-cost activities. Linear activities (especially walking, hiking, and bicycling) are currently the most popular activities in Washington state, following national trends. Sports, individual and team types

combined, is second in popularity, with many sports competing for use of available facilities. Nature activities, sightseeing, picnicking, and other low-effort activities are also high on the list. The following figure depicts the overall percentage of respondents that participate in general recreation categories.

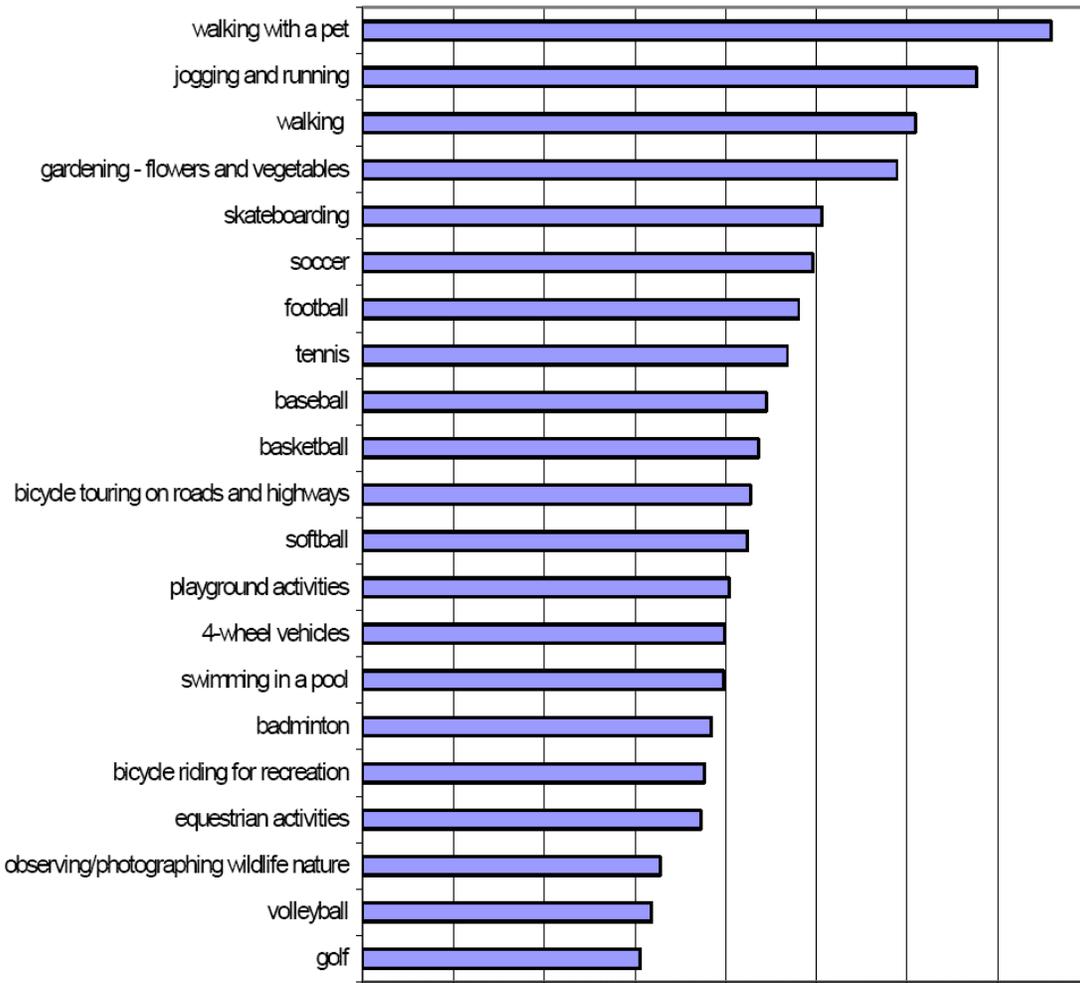
**Figure 1. Participation in General Recreation Categories as a Percent of State Population**



Source: IAC, 2002

In addition to identifying which activity categories are most popular, it is useful to know how frequently people participate in various activities. The following figure shows how many times per year respondents participate in major activities:

**Figure 2. Major Outdoor Activities: Average Events Per Year, All Ages**



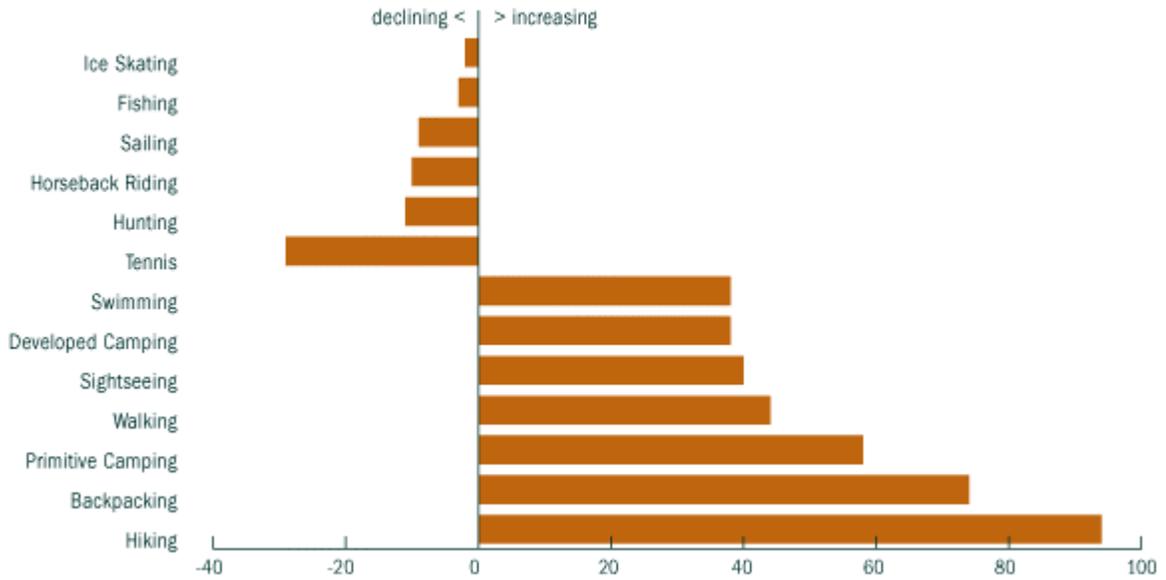
II-parks.doc  
January 1999

Source: IAC, 2002

The full report is located at [www.iac.wa.gov/Documents/IAC/Recreation\\_Trends/SCORP\\_Oct\\_2002.pdf](http://www.iac.wa.gov/Documents/IAC/Recreation_Trends/SCORP_Oct_2002.pdf). It also provides information about participation as a percentage of state population and frequency (how many times per year) respondents participate in major activities.

An interesting chart from the *National Survey on Recreation and the Environment* (1995) provides a graphic picture of recent trends in the growth and decline of popular outdoor recreation activities:

**Figure 3. Percent Change in Participation in Outdoor Recreational Activities, 1982-1995**



Source: Forest Service, U.S. Department of Agriculture

The IAC has prepared estimates of future participation in outdoor recreation activities, contained in a 2003 summary report. The resulting estimates, as a percent of change in the number of people participating in the future compared to current levels, are depicted in the following table:

**Table 3: IAC 2003 Estimates of Future Participation in Outdoor Recreation in Washington State**

<b>Activity</b>	<b>Estimated 10 year change</b>	<b>Estimated 20 year change</b>
Walking	+23%	+34%
Hiking	+10%	+20%
Outdoor team and individual sports	+6%	+12%
Nature activities	+23%	+37%
Sightseeing	+10%	+20%
Bicycle riding	+19%	+29%
Picnicking	+20%	+31%
Motor boating	+10%	No estimate
Non-pool swimming	+19%	+29%
Visiting a beach	+21%	+33%
Canoeing/kayaking	+21%	+30%
Downhill skiing	+21%	No estimate
Cross-country skiing	+23%	No estimate
Snowmobile riding	+42%	No estimate
Fishing	-5%	-10%
Camping – primitive dispersed	+5%	No estimate
Camping – backpacking	+5%	+8%
Camping – developed (RV style)	+10%	+20%
Off-road vehicle riding	+10%	+20%
Hunting-shooting	-15%	-21%
Equestrian	+5%	+8%
Air activities	No estimate	No estimate

Source: IAC, 2003

## **Step 7: Develop Site Selection Criteria and Priorities, Based on Community Goals**

Each community will also need to establish criteria to evaluate the relative value and public benefits of potential park or open space acquisitions. And your community will need to decide what LOS standards are adequate to serve your residents, as discussed in Step 6. These steps are more easily accomplished if you have already obtained citizen input about priorities when developing your community goals.

“Criteria help ensure that (the community) uses its limited resources most efficiently and effectively and that it avoids projects that could be a serious liability. Well-thought-out criteria, soundly applied, also help ensure that (the community) has a rational, defensible program of conservation that benefits the public” (*Starting a Land Trust*, 1990). Criteria might cover the type and significance of the public benefit provided by the open space, accessibility, visibility, relation to other open spaces, immediacy of threats to the open space, property size, or other type of criteria depending upon community values. The criteria can be used to screen out properties with excessive problems or insufficient public benefit. They provide an objective basis for saying “no” to an inappropriate property.

Similarly, a community will need to set standards for how much park and open space land and facilities, relative to population, is enough to meet community needs. Criteria and standards are described in greater detail in a following section.

## **Step 8: Evaluate Plan Alternatives; Select and Adopt the Preferred Plan**

The plan development process is basically a creative synthesis of the many options you have identified. The goal should be to find the combination that best meets local needs. Throughout the plan development process, use your plan’s policies, criteria, and standards to guide choices. To prepare the plan element, it is helpful to prepare a set of alternative plans for consideration by professional staff, decision makers, and the public. A major effort should be made to help the public and decision makers visualize the outcome of different courses of action. Each alternative should be technically sound, based on the results of your analysis. Overall county-wide planning policies, developed under the GMA, should be addressed.

This step involves comparing the benefits and drawbacks of your plan alternatives. Your goals, policies, standards, and criteria provide yardsticks for measuring the relative merits of each alternative. Your open space alternatives need to be considered in the broader context of your overall land use and comprehensive plan alternatives. They should also be considered in light of the planning efforts of adjacent (and beyond) communities. Your preferred alternative may end up being a hybrid of the features of several alternatives. Again, CTED’s *Preparing the Heart of your Comprehensive Plan: A Land Use Element Guide* provides more suggestions for evaluating plan alternatives.

After public review and comment on the alternatives, prepare a preferred plan including a map identifying locations of parks, trails, greenbelts, and open spaces. (See Growth

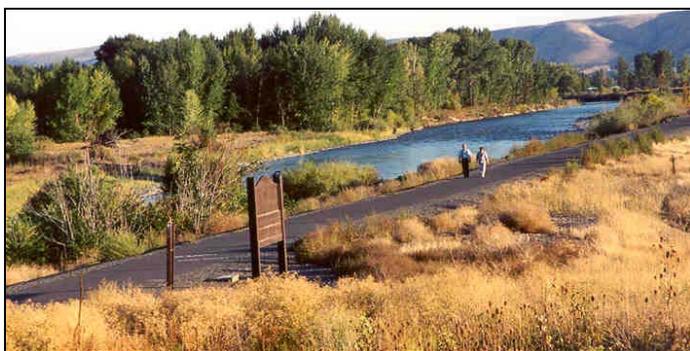
Management Hearings Board Direction section.) Again, it should include an implementation strategy that incorporates and addresses comments and concerns expressed at public meetings. The preferred plan should again be presented for public review and comment. Finally, it should be adopted by your community's governing body.

### **Step 9: Prepare the Parks, Recreation, and Open Space Plan Element**

Criteria and standards, together with the community's open space vision and goals, define what open spaces the community will or will not seek to protect. The criteria alone do not constitute an action plan, which can direct where a community's limited resources should be focused. If the community is to act to protect open space, rather than simply react to current events, they will need to prepare a plan and strategies to achieve community objectives. The plan element must clearly establish the community's priorities and focus for its open space program.

The GMA specifically allows a parks and recreation plan element to be included in your comprehensive plan and requires it, once adequate state funding becomes available. As noted in an earlier section that summarizes GMA requirements, the GMA also includes a number of requirements for designating open spaces and open space corridors. Such open space designations could logically be included within the Parks and Recreation Element.

Parks, recreation, and open space will be only one of many elements considered in the (comprehensive) plan, but its inclusion will encourage the consideration of how open space will be protected as the community grows ("Open Space: Preservation and Acquisition," 1991). It is particularly important to incorporate land area and capital facilities needs into the Land Use, Transportation, and Capital Facilities elements. In fact, parks, recreation, and open space-related capital facilities needs must be incorporated into the Capital Facilities Element of your comprehensive plan if they are to be eligible for GMA-authorized impact fees and real estate excise tax funding. Placing parks, recreation, and open space projects in the Capital Facilities Element also requires that a funding source be identified and earmarked for the projects. It must be well related to the Land Use Element if appropriate land area is to be reserved or regulated for open space purposes. Access and trail needs should be incorporated into the Transportation Element. A number of federal and state programs can provide funding for trail projects and corridor enhancement.



Information about trails should be included in the Transportation Element of the comprehensive plan.

In addition, incorporating open space policy into the overall plan allows the community to recognize and work out the inevitable conflicts between plan objectives. Each community will need to balance needs for development to serve human needs and needs for environmental protection necessary for the long-term sustainability of the economy and life itself. A healthful environment and a healthful economy are important

factors in the Northwest quality of life. Convenient access to public and commercial services and open spaces are important to Northwest residents. When open space policies are a part of the overall comprehensive plan, they will have greater visibility and weight as the community struggles to evaluate tradeoffs, balance objectives, and select approaches that best accomplish the combined needs of the community.

## **Plan Element Contents**

- Introduction

Ideally, the introduction should explain what a Parks, Recreation, and Open Space Element is, why it is important, what problems exist, and what this element does (purpose). It is also an opportunity to signal the major themes that will be presented. It should also include a description of the process and public involvement contributing to plan development.

- Summary of Existing Conditions

This section summarizes for the reader the dominant factors that influence the community's parks/open space/recreation options. It summarizes the conditions documented by your inventory of existing parks, open space areas, and recreational facilities. It also summarizes relevant information from your land use, critical areas/resource lands, and capital facilities inventories, and other relevant information that influences open space planning.

- Analysis (demand and needs assessment)

This section summarizes your analysis of population growth and the anticipated demand associated with that growth. It summarizes how that growth and demand translate into the need for the acquisition or protection of additional park and open space lands and provision of recreational facilities. This section should specify the land and facilities needed to meet community policies and standards.

- Alternatives (optional)

You may also want to include a summary of the alternatives that were considered. The focus should be the major benefits and drawbacks of each and the basis for selecting the preferred alternative. You may prefer to describe the alternatives in an environmental impact statement (EIS) that is integrated with the plan element or is a separate document that is referred to in the plan element.

- Goals, Objectives, and Policies

This section sets forth the community's goals, objectives, and policies with respect to future open space. This section, together with the future open space/parks/recreation map, is

the heart of the plan element and should guide future public and private actions that affect open space.

- **Implementation Strategy**

Priorities, immediate and long-range implementation actions, timetables, and funding sources should be outlined in the plan. This will facilitate incorporating open space/park and recreational facility recommendations into the community's overall capital facilities plan. Also identify those responsible for implementing and enforcing the plan. The implementation strategy should include a strategy for maintaining park and open space areas and facilities.

### **Step 10: Develop Tools to Implement Your Parks, Recreation, and Open Space Strategy**

The grandest plan is of little worth unless it is implemented. Suggestions for open space protection techniques are described in a following section. Programs and projects should be developed based on plan goals, stated priorities criteria, standards, and implementation strategy. Priority plans and programs must be incorporated into the Capital Facilities Element, six-year capital improvements program, and your community's annual capital budget. In an era of tight budgets, additional funding sources outside of the city's general fund will likely need to be found to transform plan goals into real parks and programs. The Capital Facilities Element requires that funding sources be identified for capital projects included in that element. Funding for recreation programs will similarly need to be identified, if they are to become a reality.

### **Step 11: Adopt and Transmit the Element**

Within two years after state funding becomes available, your governing body must adopt a Parks and Recreation Element as an amendment to the comprehensive plan. GMA cities and counties must notify CTED of their intent to adopt the plan element at least 60 days prior to final adoption. They must also transmit a copy of the Parks and Recreation Element amendment to CTED within 10 days after adoption, as required by RCW 36.70A.106.

### **IAC Adoption**

For IAC planning, be sure to include a resolution, ordinance, or other adoption instrument showing formal approval of the plan(s) and planning process by the governing entity. The level of governing entity approval must be equivalent to the plan's scope. Thus, a city- or county-wide plan must be approved at the council or commission level.

The IAC uses a self-certification system to ensure completion of its planning requirements. This means that each applicant:

- First, completes the required planning elements.
- Second, uses a *Self-Certification Form* (#222) to certify that the requirements are complete.
- Third, provides the supporting planning documents and self-certification form to the IAC for acceptance.

The IAC grants programs that require an approved plan are:

BFP	Boating Facilities Program
LWCF	Land and Water Conservation Fund Program
NOVA	Nonhighway and Off-Road Vehicle Activities Program
WWRP	Habitat Conservation – Critical Habitat, Natural Areas, Urban Wildlife Habitat
WWRP	Outdoor Recreation – Local Parks, State Parks, Trails, Water Access

See Appendix E for information on IAC grants.

### **Step 12: Monitor and Amend the Plan Element**

Consistent with the GMA, the comprehensive plan, including the Parks, Recreation, and Open Space Element, will need to be updated at least every ten years. Because your capital facilities plan is a six-year document, some updating of the Parks, Recreation and Open Space Element will likely be required consistent with that schedule. Most likely, even the best of plan elements will need some adjustment along the way to address changing trends. However, if revisions are made before the overall comprehensive plan revision, care should be taken to avoid inconsistencies developing between plan elements. “Communities must not permit an initially” comprehensive plan “to degrade into an arbitrary” plan (“Open Space: Preservation and Acquisition,” 1991). The GMA limits comprehensive plan amendments to once a year. This allows all proposals to be considered concurrently so that the cumulative effects can be evaluated.

## Open Space Designation Criteria

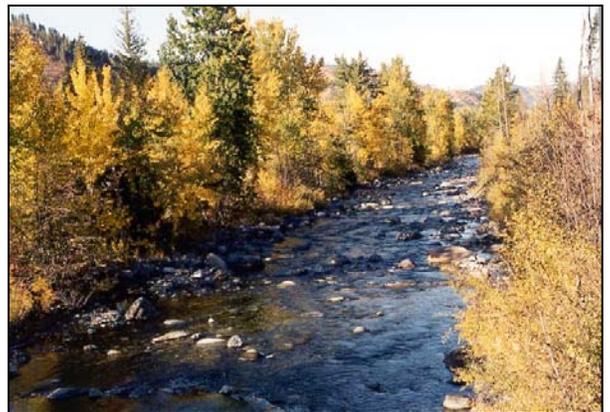
### Criteria Must Be Tied to Local Objectives

As noted earlier, communities should establish written criteria to guide decisions about which lands are most important to protect. This is particularly important when communities will be expending public funds to acquire open space lands or easements. Decision criteria represent a further specification of community objectives and set the stage for action toward accomplishing the objectives. The criteria should flow naturally from the community's objectives. Criteria allow a community to screen out properties with excessive problems. They allow a community to focus resources, instead, on those lands with the greatest public benefit. This section will provide examples of criteria for different types of open space. In addition, this section will discuss how to structure sets of criteria to clarify open space designation priorities.

Each community will need to tailor criteria to their unique circumstances and objectives. For instance, protecting long-term agricultural or forestry lands will tend to be a greater concern for counties than cities. A community with an existing shortfall of park and recreation facilities, and having few sensitive areas, may be particularly concerned about acquiring new park acreage. Those facing rapid growth may be most concerned about protecting critical and open space areas while the opportunity still exists. An older community, with a well-established park system and modest growth, may be more concerned about city beautification.

### Different Types of Criteria Can Aid the Decision Process

Communities around the country use criteria in a variety of ways to help with open space designation and site selection decisions. Most common are those that define the public benefit expected from open space. These criteria clarify which lands are of value and should be eligible for open space protection and/or acquisition. For instance, Mason County seeks to acquire lands with saltwater or freshwater access. Other communities target lands that contain important wildlife habitat, wildlife corridors, or endangered, threatened, or rare species or natural communities. The property may have resource production values, scenic values, or a variety of other values that make it worthy of protection.



Communities may set as a priority acquiring lands that are important to protecting fish and wildlife.

Many communities also use criteria to screen out lands that have excessive management problems, problems that would complicate acquisition, or other undesirable features. For instance, the City of Olympia considers safety and liability concerns. The Seattle-King County Land Trust specifies criteria that may preclude further consideration of a property:

“A property may be less desirable if circumstances, development, or changes in land use external to the property and to the Trust’s control will render valueless the open space or resource interests of the site. If preserved, will either the open space or resource interests of the property likely remain viable over the long term or the open space or resource interests of adjacent property be protected for the long term?”

Communities may also state other criteria, sometimes as secondary considerations, that may make the property attractive for purchase or protection. For instance, acceptable purchase costs, stewardship/maintenance costs, and balanced geographical distribution may represent conditions that enhance the property’s value as open space.

### **Structure Sets of Criteria to Focus Selection Decisions**

Criteria help spell out what a community will and will not acquire or protect. Using criteria helps ensure that each individual property is worthy of protection. They can help you evaluate property proposed as a subdivision dedication or react to other acquisition offers. But, criteria alone “do not outline a plan of action for the (community) or give it guidance as to where it should immediately focus its resources” (*Starting a Land Trust*, 1990). They do not guarantee that a community will not end up with a hodgepodge of properties rather than a well thought out system of open space. Nor do they ensure that protection efforts are focused on the properties that will provide the greatest open space benefits to the community. To ensure that a community gets the “maximum bang for its limited buck,” each community needs to establish priorities and an action plan.

The following types of activities can help a community develop a proactive program for open space protection:

- Ensure that the criteria clearly express the community’s priorities. Many communities develop a set of criteria that endorse every type of open space value. However, the criteria will be more useful if they specifically state priorities or are structured to highlight the level of importance. For instance, the Adirondack Land Trust specifically states a priority of critical, high, or medium for each of its criterion. Other communities, such as the City of Aurora, Colorado, have organized criteria by levels of importance primary, secondary, and tertiary considerations. Still others use formal rating systems to score proposed acquisitions. The more complex systems may score the relative value of a property relative to each criterion. In addition, each criterion is assigned a weight that reflects its importance relative to other criteria. The score is multiplied by the weight to produce a weighted score for each property. A community may also state one or several threshold criteria that must be met before other criteria are even considered. For instance, a community could state that a property must be included within the community’s mapped open space plan.

- Priorities increase the likelihood that selected lands will provide significant open space benefits to the community. The prioritized criteria still may not ensure that individual properties fit together as a system that can be more than just the sum of its parts. The map overlay analysis described in an earlier section is useful in establishing priorities for property protection. Overlays can be used to identify which areas have multiple open space values that may raise their importance for protection. The map overlays can also help identify open space opportunities relative to population and activity centers. They may also reveal opportunities to link open spaces and to reinforce land use designations. The final map can be used to show in which areas parcels will be targeted for acquisition and protection.
- Although it is important to establish criteria and target the most important lands for protection, some flexibility will be necessary to respond to unique opportunities. The criteria should not dictate a decision, but allow decision makers to compare relative merits. There may be overriding factors that will tip the decision in a manner which does not follow exactly from criteria. Acquisition should only follow at least a favorable priority analysis based on criteria.

Because each community will develop a unique set of objectives and criteria that further specify community interests, no one set of criteria will be appropriate for any one community. The “Minimum Guidelines to Classify Agriculture, Forest, Mineral Lands and Critical Areas” (1991) provides detailed criteria for designating commercially significant resource lands. It also provides detailed criteria for designating critical areas (hazardous and ecologically critical).

## Open Space Protection Techniques

### Be Prepared to Apply a Variety of Tools to Address a Variety of Purposes

Each community will have a unique open space vision based on its unique needs and conditions. That unique vision will and should lead communities to choose very different approaches to protecting open space. One rule holds true for all communities – no one tool or technique alone can do the entire job. Communities need to blend a creative mix of methods to accomplish even modest open space objectives. Although purchasing open space may seem the surest approach to permanently protecting open space, no community can afford to buy it all. In recognition of this, the GMA provides local communities with new tools and unprecedented flexibility in how to use them. It also provides new tools for financing growth management efforts. In some cases, the tried and true traditional methods will serve as the foundation for open space protection. However, it is likely at the very least that a few “new wrinkles” to the traditional techniques will be needed. The GMA encourages and provides the opportunity to use a variety of innovative techniques such as clustering and transfer of development rights. These techniques are explained in the following section.

With such an abundance of options available, a key problem local communities face is matching the right tool to the right job. You have begun the first steps in this task by clarifying your open space objectives and examining what it is you want to accomplish. If you have done a good job of articulating the various purposes and functions of your open spaces, you have the basis for selecting the right tool.

### Decide on a Balance of Regulatory and Nonregulatory Approaches

Once your community has determined types of open space and areas that should be protected, it will need to decide which basic approach should be applied. Two basic approaches are to: (1) purchase interest in a property or (2) regulate the uses permitted on the property.



Local governments can protect open space through buying it, buying an interest in a property, or regulating it.

Because regulations tend to change over time, property acquisition promises to provide the most permanent protection. Communities can choose to purchase full title to a property (to own all interests and exercise complete control over the land). A somewhat lower cost alternative is to only purchase development rights (which restrict the use to which the owner and future owners may put the land). Many variations exist for purchasing property or interests in property. However, as noted above, no community can afford to buy it all. Furthermore, as most of us are all too aware, there are some on-going expenses involved in property ownership. This is true whether a property is purchased in full or only some interests are acquired. Open space lands will require varying degrees of maintenance, particularly when public access is permitted. They will also require monitoring to ensure that use restrictions are observed.

Several observations may be useful in considering the regulatory approach as an alternative to property purchase. America, and particularly Western America, is built on property rights. Land and home ownership is a core value in this country. There will always be some basic resistance to private property regulation. As a result, local communities must convincingly document the need for regulation. There is a fine line local jurisdictions must observe to ensure that such regulation is conducted for a legitimate public purpose and that property owners retain some reasonable use of their land.

Land use regulation works best at preventing inappropriate development, rather than actually preserving open space. Regulation can be used to restrict property owners from using their land in a manner that will impact sensitive areas, interfere with adjacent resource uses, or otherwise create problems for adjacent owners or the community as a whole. For instance, zoning can be used to ensure compatible uses, lower densities, reduced impervious surface, setbacks, and/or other provisions to buffer and protect sensitive areas. Many Washington communities apply subdivision improvements requirements to obtain neighborhood parks and perhaps trail segments to meet needs of new residential development.

Although resource lands will be managed primarily for resource production, they can certainly contribute to a sense of open space. Exclusive zone districts can restrict uses to agricultural or forestry uses. Such zones, combined with minimum lot sizes too large to be attractive to residential development, can protect resource areas for the short term. They can be especially effective when supported by capital facilities policies and regulations that limit surrounding development. Teton County, Wyoming, conducted a nation-wide survey of agricultural programs. They found that such “agricultural retention programs,” based on zoning restrictions, worked well when development pressures were low and farmers supported the programs. Their effectiveness declines as development pressures build, and as adjacent urban development makes continued farming or forestry difficult. Then, the study found, farmers’ expectations change and their motivation to continue farming erodes. When this happens, local governments may be unable to resist rezone pressures (Holding, 1987).

Local governments should make a concerted effort to distinguish what such exclusive zones accomplish relative to designation of parks or open space lands that will be purchased or managed for resource land protection. The public should clearly understand that although these lands have open space values, they are primarily intended for commercial resource production. They will be actively farmed, or may even be periodically logged. If the public recognizes that

these lands will not be in a pristine state at times, future surprises and controversy may be avoided. Instead, it should be clear that they will go through cycles of active production and new growth. Resource lands represented on a map by a shade of green barely distinguishable from the green used to represent parks may raise some false expectations for those who do not look closely.



Farmland can contribute to a sense of open space.

There are some things that regulation does not do well. Zoning, improperly applied, can be counter-productive in the effort to preserve open space. Large lot zoning, especially, should not be confused with open space protection. In fact, “ill-advised zoning can chop what might have been open space into unusable pieces” (Henderson, 1990). Randall Arendt is the co-author of a classic book on rural character, *Dealing with Change in the Connecticut River Valley: A Design*

*Manual for Conservation and Development*. Arendt has often startled audiences at public meetings by showing them what their current zoning will render, if the community is built out consistent with its zoning requirements. Too often, zoning ordinances that require large minimum lot sizes essentially require urban sprawl. As Arendt notes, “large lots don’t preserve rural character, they just consume more land” (*Dealing With Change*, 1990). As Arendt’s co-author Robert Yaro notes, “a town which has one house on each acre is a town that has open space but no openness” (Henderson, 1990). Similarly, Montgomery County, Maryland, found that five-acre rural zoning accelerated, rather than prevented, farm loss. Applying minimum lot sizes, which are far smaller than that required for viable agricultural operation, created an expectation that land would be subdivided for future residential development (Dennis Canavan, 1992). Large lot zoning, then, should not be relied on to protect resource lands unless:

- Zone size is sufficiently large to discourage competing uses.
- Supplementary restrictions on uses and adjacent activities are applied.
- Development pressures are low.
- Farmers and foresters support the measures and wish to continue operations.

Large lot zoning may be useful to temporarily hold land in reserve until adequate facilities are available to support urban development. However, lot sizes must be large enough to ensure that patterns do not develop that limit future urban development options. Even a five- to ten-acre lot pattern will be difficult to convert to urban. Additional provisions, such as master plans and rights-of-way easements, may be necessary to ensure that facilities can be provided when needed for future urban development.

The GMA encourages innovative zoning techniques, such as clustering requirements and transfer of development rights, that may go further toward providing significant open space. Briefly, in cluster development, houses (or other development) are grouped on a limited portion of the site. The rest of the site is left in undeveloped open space. This technique may be particularly effective for preserving rural character in rural residential areas.

### **Clustering**

Clustering can be particularly effective in siting development to protect critical areas, reserving land for recreational purposes, or providing a portion of a greenbelt. Clustering development also may allow limited development to occur in urban reserve areas without eliminating future urban development options. A community wastewater treatment system may be desirable to allow high enough densities to fit future urban patterns and service needs. Such clusters should also be planned and related to an overall master plan for the reserve areas to ensure that infrastructure extension is not blocked. Clustering may permit short-term agricultural operations and be compatible with small, intensive agricultural operations, such as berry farms or nurseries. Such developments may still pose compatibility problems for larger commercial resource operations.

Several variations on cluster development strengthen its effectiveness in preserving open space. Many communities have experience with traditional forms of cluster development, commonly called planned unit developments. These developments often place priority on clustering dwellings around common areas to lower infrastructure costs. The clustering of units results in open space, but it is often only a secondary consideration. In contrast, the primary site development consideration in open space zoning clusters is the protection of open space. These developments preserve a large portion of the site in open space. Over 50 percent is not uncommon. The development is arranged to maximize the quantity and quality of open space on the site. The visual character of the development is also a primary concern. Site design techniques seek to minimize the visual impact of development, especially from public viewpoints, such as roadways. Some communities using open space zoning ordinances are experimenting with incentive or conservation point systems. These incentive approaches apply a point system to reward developers with density bonuses. Greater bonuses are available for providing the type of land and open space amenities that the community most values, as expressed in community goals.

### **Transfer of Development Rights**

A transfer of development rights program generally designates some lands as preservation areas where little or no development is allowed. Other areas are designated as growth areas suitable for high-density residential or commercial development. Although landowners in preservation (sending) areas cannot develop their land, they are assigned development rights proportional to total restricted land area. These rights can be sold or transferred to landowners in designated growth (receiving) areas. Receiving area landowners can then develop at greater densities than would otherwise be permitted. The net result is higher densities permitted in the receiving areas while maintaining open space and resources in preservation areas. Such a

program can even out the “windfall/wipeout” effect of traditional zoning where one property owner is restricted while another has many optional property uses.

This approach has been successfully used to protect agricultural lands and historic resources. It is not useful where recreational access is desired that would interfere with property owners’ use of their land. It is less appropriate for protection of critical areas. It may build expectations that property owners should be compensated when prevented from using land in a way that is harmful to neighboring properties or natural systems.



Transfer of development rights programs can be used for protecting historic properties.

### **Some Nonregulatory Approaches**

Current use assessment, authorized by RCW 84.34 (Open Space Taxation Act), is widely used as an incentive for protecting some types of open space or resource lands in Washington. Property values and associated taxes on resource and open space lands tend to rise as urban development moves closer. The additional tax expense can make it more difficult to retain land in these uses. The act allows counties to tax property according to its current use rather than the higher value it may have if sold for residential, commercial, or other more intensive uses. Lands that may qualify for the tax reduction are agricultural, forest, and open space lands. The program can ease the tax burden as long as the land remains in these uses. It has helped some resource production operators, who want to continue operations, to resist the temptation to “sell out.” If land enrolled in the program is later withdrawn, the property will again be taxed according to assessed valuation and back taxes will be charged for the past seven years.

Many other innovative approaches have been used to expand open space and park resources. Some of these involve little or no cost. Adopt-a-park programs have supplemented parks maintenance programs. Gift catalogs have helped to equip parks. Joint agreements with school districts have helped to effectively expand park area and facilities available to community residents. Such possibilities are only limited by the imagination.

These techniques can preserve significant individual open space areas. Even so, they may not ensure that many key pieces of the open space system are protected. The GMA provides new funding sources such as impact fees and, for some communities, additional real estate excise tax funds that can be used for acquisition. (To take advantage of these funding options, land or facility needs must be included in a community’s Capital Facilities Element). Chapter 84.34, RCW provides authorization and funding options for land or development rights (also known as

conservation futures) acquisition. Private acquisition efforts can supplement public efforts as discussed below. Acquisition programs may be the preferred approach if:

- The open space area is especially important.
- It is needed to link together key parts of the open space system.
- Public access or recreational use is desirable.
- The value is primarily aesthetic.
- Other methods do not promise permanent protection.

Because of the many competing needs for scarce public funds, purchase approaches should perhaps be reserved for land of exceptional public value or for land used for public purposes, such as parks. Again, careful consideration should be given before using acquisition approaches to protect hazardous critical areas. Once such purchases are begun, they may establish an expectation of a right to develop constrained lands where none, in legal fact, exists.

### **Build a Program that Combines Public and Private Protection Efforts**

Many communities have benefited from coordinating with private efforts to protect open space resources. A noted greenway expert endorses a “public-private amalgam that can create an entirely different compound with wonderful properties.” Government agencies and private, nonprofit organizations have distinctly different abilities and constraints and can make unique and complementary contributions toward protecting open space. Governments have powers to regulate land and raise and spend public funds. However, they are limited by jurisdictional boundaries, political pressures, and sometimes sudden changes in political climate (Little, 1990). Private nonprofit land trusts have emerged in many communities that overcome some of the constraints of governmental jurisdictions. These land trusts “are local, state or regional nonprofit organizations directly involved in protecting land for its natural, recreational, scenic, historical, or productive value. Land trusts may acquire land or conservation easements, manage land owned by others, advise property owners, help others negotiate conservation transactions, or otherwise act to protect open space” (*Starting a Land Trust*, 1990). Land trusts can generally move faster to protect open spaces, cut deals with landowners, and may have a better fund raising ability than government for open space purposes (Little, 1990). A land trust can tailor its acquisition terms to the objectives of individual property owners. For instance, donation of development rights may help qualify the property for current use assessment as described above and can provide other tax benefits to the donor.

Open space districts are separate units of local government established to preserve open space for the benefit of those residing within the district’s boundaries. The district boundaries can be set up to encompass more than one jurisdiction. Such districts have their own bonding and/or taxing powers that allow them to raise and expend monies beyond the taxing and bonding limits on existing local governments. As such, they can expand the total resources available to acquire open space. District funding is also earmarked for open space funding. It may provide a more stable funding source than local government can provide when other interests compete with open space for funding. However, open space is a regional concept, and districts are not under direct control of local cities, towns, and counties. “A single open space district is less productive if it does not have a plan that ensures its efforts are coordinated with adjacent, overlapping districts” (Henderson, 1990).

Whatever combination of approaches are used, local communities must ensure that they add up to providing the system of open space envisioned in the community's open space plan. Randall Arendt advises local communities never to forget to carefully tie each approach and each decision to the communities' policies and stated open space purposes. Bill Lamont adds, "The key is not to latch on to any particular techniques, but to look at open space both regionally and comprehensively" (Henderson, 1990).

### **Select the Tools Best Matched to the Job and Local Conditions**

The above section describes general approaches and some of their most useful applications for protecting different open space types. Several resources on the Internet describe specific tools and techniques for protecting open space. The Town of Cary, North Carolina, has a particularly comprehensive description of tools on its Web page: "The Preservation Toolbox: Tools and Techniques for Preserving Open Space" ([www.townofcary.org/depts/dsdept/P&Z/openspace/thepreservationtoolbox.pdf](http://www.townofcary.org/depts/dsdept/P&Z/openspace/thepreservationtoolbox.pdf)). Another resource offering a tools description is the Land Information Access Association "Tools and Techniques" Web page ([www.liaa.org/planningeduc0002.asp](http://www.liaa.org/planningeduc0002.asp)).

# Issues in Designating Open Space Areas

## Economic Issues

Economic issues are frequently raised when considering open space protection. These are particularly difficult issues to sort out because it is difficult to place a monetary value on open space benefits. Further, open space benefits tend to be dispersed across the community, while the “costs” may seem to fall more directly on those living near the open space resource. Users of open space areas are typically not charged fees that reflect the true value of benefits. In contrast, the values of developing land or exploiting resources are more readily measurable in market terms. The result is a tendency to undervalue the benefits of conserving open space, creating a bias in favor of developing or exploiting resources (Dixon and Sherman, 1990).

To overcome this bias, it is particularly important for the community to clearly state the importance of open space protection in its goals and policies. In addition, several myths about the impacts of open space should be countered.

One of the concerns frequently raised is that open spaces, particularly those with public access (such as parks and trails), will decrease property values in the vicinity. A study of the Burke-Gilman Trail in Seattle indicates that the reverse may be true. Interviews with local realtors indicated that property adjacent to the trail was selling for an average of 6 percent more than comparable properties in the vicinity. Properties, if anything, were slightly easier to sell. Police reports showed no increase in vandalism or burglary in the vicinity. Finally, two-thirds of the residents living near the trail responded that the trail had raised the quality of life in the neighborhood (Little, 1990).



Studies show property values increase near park and trails.

A second complaint is that open space lands will be lost from the tax rolls, reducing local revenues. This loss may not be substantial when land is of low value due to constraints (such as floodplains adjacent to streams). As the Seattle study indicates, there may also be a compensating increase of property value adjacent to the park. There may also be compensating savings to the public if flood damage, runoff problems, and others are avoided.

If the open space serves to confine and contain growth, there may be reduced service costs associated with more compact development. The case for lower service costs for compact versus sprawl development is fairly well established (Frank, 1989). Yarmouth, Maine conducted an analysis that found that the town would actually save money by buying a key piece of open space. If the property was instead developed, the town found that annual service costs would exceed revenues by \$140,000. In comparison, the annual cost to purchase the property over 20 years would be \$76,000. Open space potentially can attract new industry and commercial investment to the community, bringing new tax revenue. For instance, Boulder, Colorado officials attribute U.S. West Communication's decision to locate in Boulder, in spite of greater incentives offered by other communities, to Boulder's open space amenities (Mendelssohn, 1991). It may be too simplistic, then, to assume that open space will inevitably decrease local revenues.

Another argument against open space is that it may lock up resources that would otherwise generate jobs. The Pacific Northwest debate in the 1990s, which pitted jobs against spotted owls, is an example. The old growth restrictions did take forest resources out of immediate production. However, again, the issue is more complicated than the jobs or owls dichotomy implies. Mike Reed, habitat biologist for the Jamestown S'Klallam Tribe, points out that an American forestry industry report, *An Analysis of the Timber Situation in the U.S.*, 1989, foresaw the decrease of forest jobs before the spotted owl emerged as an issue. Unless forest harvests are managed in a manner that ensures a sustainable yield over time, there will be neither owls nor jobs when the resource is depleted. At the same time, if governmental entities are not prepared to purchase resource lands, property owners must be left with some reasonable use of their land. Again, a balance must be struck that retains open space benefits and a reasonable level of resource production over time.

In addition, new jobs may replace jobs lost when land cannot be developed or resources exploited. As mentioned above, new jobs can result from new industries attracted to a community. Tourism associated with recreation lands is a major employer.

All of these potential open space benefits are in addition to the difficult-to-measure pleasures that users and residents derive from open space lands. Unquestionably, each case needs to be looked at individually. Yet, clearly, it cannot be automatically assumed that the costs of protecting open space exceed its benefits.

Other economic issues will evolve around questions of who should pay for desired land and facilities and how costs will be met. The GMA provides a reality check in requiring that communities go beyond preparing a wish list of desired improvements. Communities must now prepare standards that define when parks, recreation facilities, and open spaces are adequately provided. They must specify what revenue sources will be used to fund the capital facilities in

their plans. If there is a shortfall between desired facilities at the desired level of service and existing revenues, the community will need to make further decisions. Should the new facilities be funded primarily by new development through impact fees and real estate excise tax or should existing residents share in the costs through funding sources such as local improvement districts or voter-approved bonds issues? These questions will require a thorough consideration of who benefits from the new facilities and who should pay.

Another type of economic issue relates to the concept that each jurisdiction should pay for and provide its fair share of parks and open space. If one community is not meeting the needs of its own residents, it may create a burden on the facilities and open spaces of its neighbors. Some communities may also rely on an abundance of federal and state park lands in the vicinity to substitute for local facilities and spaces. These decisions can strain facilities meant to meet regional recreation/open space needs. They also may fail to meet the daily, close-to-home needs of children on bikes, the elderly, and after-work recreationalists. Sorting out these issues will require interjurisdictional communication to understand who is benefited, and who should pay the cost of these facilities and open spaces.

## **Access Issues**

A common issue is whether public access should be provided. The access question is related to the open space purpose. Obviously, if the open space is intended primarily to meet recreational needs, it should be readily accessible to its users, including those with limited mobility such as, but not limited to, those who use wheelchairs. Preferably, users should be able to reach a park or recreation facility with or without a vehicle – by roads (including transit, bike paths, pedestrian paths, or even waterways). The Americans With Disabilities Act Accessibility Guidelines (ADAAG) and Final Rules issued by the Architectural and Transportation Barriers Compliance Board provides for the minimum barrier-free access requirements for trails and outdoor settings. All public entities are required to meet the “Program Access” requirements of the Americans With Disabilities Act (ADA) Subpart D 35.149 and/or Section 504 of the Rehabilitation Act of 1973 (as amended).

If the primary purpose is to protect critical areas or support wildlife, public access should be restricted. The issue may be less clear-cut when the open space provides several functions. Public access can intrude on critical areas unless careful consideration is given to routing pathways. Greenway trails that follow stream corridors, especially when home to wildlife, may be especially susceptible to human intrusion.

Charles Little notes that the “surest way to get public support for most greenways is to promote public access; yet the surest way to acquire a greenway corridor across private land is to promise that public access will be prohibited” (Little, 1990). Anticipate that property owners adjacent to proposed trails may fear that vandalism, trespass, and other problems will follow. The issue may be more one of perception than reality. A Minnesota Department of Natural Resources study found that property owners along proposed trails believed that the trail would attract primarily non-local use and vandalism/crime would increase. Property owners actually living along existing trails believed that use was primarily local and did not expect that trail users would increase crime in the area. Understanding concerns and fears of adjacent owners and

addressing those fears will be important toward gaining project approval. The New Jersey Open Land Management Program provides funds to eliminate problems that property owners experience or, at least, anticipate. They have agreed to pay for trash collection, signage, fencing, vandalism, and even liability insurance in agreements worked out with property owners (Little, 1990).

Once you decide to provide access, you will need to address other issues such as compatibility concerns between what Little terms the “low handlebar speedsters and walkers.” Many communities have constructed separate trails to reduce safety hazards. No sooner have these conflicts been addressed than a new generation of issues arise. Do you put the rollerblader (in-line skater) on the bike path or the walking path? Can mountain bikers learn to live with hikers? Communities should involve the different user groups in the process of resolving these compatibility issues. Such involvement will improve the understanding of each group’s needs and the chances for successful long-term solutions.

Property owners may hesitate to grant public access in cases where they retain title to the property. Most states, including Washington, have statutes that provide some protection against liability claims. Increased insurance rates and the possibility of lawsuits may continue to concern property owners. In Washington, property owners are protected as long as they do not charge a fee (RCW 4.24.210).

## **Maintenance/Stewardship**

Your job will not end with the acquisition of open space lands. They must be managed and maintained, if they are to continue to provide the benefits for which they were acquired. John Warbach, of the Planning and Zoning Center, Lansing, Michigan, notes that “only 15 percent of the lifetime cost of a recreation facility is acquisition and construction. The remaining 85 percent is maintenance.” As early as 1897, Charles Elliot, Boston Park commissioner, recognized “There has always been enough money for construction, but never enough for maintenance” (Warbach, 1990). It may be more difficult to get citizens fired up about spending money on maintenance, but it is essential if parks and other open spaces are to maintain their values into the future.

Choosing quality materials and analyzing maintenance costs will save parks and recreation funds.



Communities will need to strike a balance between acquisition and their ability to maintain what they acquire.

The best way to ensure that ongoing maintenance does not become overly burdensome is to consider and plan for maintenance needs from the onset. Spend a little extra money up front for quality materials that will hold up and save money over the long-term. Facilities, and heavy use areas requiring ongoing maintenance, can be clustered rather than spread out. Maintenance hours can be held down if less area must be covered to collect garbage, for instance. Avoid overdeveloping open spaces, such as greenways. Their linear nature will make ongoing maintenance of elaborate facilities or plantings more expensive. In the wetter parts of Washington, buildings in shaded areas can be susceptible to mold and, subsequently, rot (Hultsman, Coltrell, and Zales-Hultsman, 1987; Little, 1990). Porcupines have developed a taste for plywood signs, but have more trouble digesting metal. These are a few of many examples of planning to reduce long-range maintenance costs.

Preventative maintenance (the old “stitch in time” adage) will also reduce costs over the long haul. Adequate funding should be provided for maintenance to avoid more costly repairs from years of neglect. For instance, high volume trails will hold up longer if reinforced with hard surface and properly drained. Perhaps the best way to anticipate and avoid such maintenance costs is to maintain a dialogue between planners and those who do the maintenance. Although maintenance staff may resist some of the planners’ bright ideas, compromises can be worked out. For instance, aesthetic wood trail markers and fence posts, subject to rot, may be more agreeable to maintenance personnel if treated or set in a metal sleeve, requiring less frequent replacement.

It may be helpful to categorize different open space areas to anticipate and budget requirements for different levels of maintenance. The National Parks and Recreation Association suggests the following levels of maintenance (Warbach, 1990):

- Level 1: Shows piece areas, such as seasonal flowerbeds and edged lawns (costs can be 1000/acre/year).
- Level 2: Areas where appearance is important, but it is less formal (may require weekly mowing).
- Level 3: Larger areas, away from high use areas, such as areas between ball fields, near picnic areas (lawns not irrigated, mow when grass fairly high, remove dangerous branches but leave dead trees).
- Level 4: Nature preserve (leave dead trees, no trimming, no mowing, only defend against damage, such as insect infestation).

Note that even natural open space lands will require some maintenance attention. The type of maintenance effort will depend on what you are managing for. If the area is being managed for wildlife or fisheries, some habitat enhancement programs may be necessary. This is particularly true if, for instance, stream bank erosion or other damage has occurred as a result of upstream users. Disturbed areas may be subject to invasion by weeds, such as Himalayan blackberries, that may crowd out other vegetation important to wildlife food and shelter needs.

King County found that periodic monitoring of open space lands was necessary to ensure they do not suffer encroachment from adjoining landowners in the form of fences, landscaped areas, or even buildings. It may be especially important to monitor conservation easement (development rights) holdings where the underlying property rights can be transferred to a new owner. The community or agency holding the easement can contact the new owner to establish a

relationship, explain easement conditions, and avoid any problems resulting from misunderstandings.

More than mechanical maintenance is required to ensure that the values and functions of the open space system can be sustained into the future. Communities will need to foster an attitude of caring stewardship for the land. Open space lands and associated resources are held in common for the enjoyment of present and future generations. Communities will need to manage lands and resources in a manner that ensures they will be sustained and that their special values are not lost. The enjoyment that you gain from your open spaces is more like a borrowed good than one to be individually possessed. Mark Francis, a landscape architect, observes “the process of community participation results in informed and engaged residents that feel better connected to their communities. ...Open spaces provide residents with a venue for participation in and attachment to their communities. ...The benefits of participation in the development of

urban parks and open spaces include a stronger sense of community and an increased sense of user or community control” (Francis, 2003).



City of Snohomish Parks is among the parks departments in the state offering an adopt-a-park program.

Involving community members in planning an open space system and its individual elements is important toward gaining ongoing community support. If they are involved in the creation of a park or preservation of an open space, they are more likely to have a vested interest in its continued upkeep – a sense of responsibility and pride in a community asset that meets their needs. Many communities, such as Snohomish County, have established adopt-a-park or adopt-a-tree programs to successfully involve residents and business people in maintenance efforts.

In summary, acquiring land or an easement is only the first step in protecting open space. A community’s ongoing stewardship program is what ensures those open space lands will continue to provide enjoyment into the future.

## Legal and Political Considerations

Politics is more than a necessary evil. It is a legitimate and necessary process to sort and balance very diverse interests within the community. It is necessary to decide how limited resources, including parks and open space lands, will be distributed within a community. It perhaps earns a bad name when one group manages to exert undue influence on decision-making and some groups’ viewpoints are underrepresented. Yet it is important to recognize that politics will always operate and must be considered in effective open space protection proposals. Because funding for parks and open space lands is limited, the question of who gets what can be expected to stimulate a lively debate. This is especially true when elected officials are elected by district rather than at-large.

This guidebook has discussed the importance of developing a system of parks and open spaces. Logically, the location of open space lands in that system will depend in large part on where valued resources and lands with special public values are located. However, local officials are sometimes elected by district or separate jurisdiction. They must look after the interests of the constituents who elected them. There will be a natural tendency for elected officials to measure the worth of an open space plan by the number of acres and the specific benefit to that official's district. Recognizing this, it is important to develop a system that addresses the needs of each district, as well as one that benefits the region as a whole. It is also critical to have consensus on a community open space vision to overcome unduly parochial interests. Look for participation formats that encourage consensus rather than further polarize different interest groups. Finally, be prepared to be flexible, and even innovative, in finding a politically acceptable approach to meeting your open space objectives.

Property rights is an issue that has been heatedly debated and will continue to draw fire. When should property owners be restricted in the use of their lands? Should they be compensated when restrictions limiting the use of their land are applied? Clearly, people have a right to own, use, and enjoy property. However, they do not have a right to use it in any way they see fit, especially when that use will harm adjoining owners or the community as a whole. On the other hand, local governments must not apply regulations that take away all reasonable use of a property without compensating the property owner for that loss. However, this is an area of law that continues to be litigated and has not been clearly settled. The U.S. Supreme Court case [*Lucas v. South Carolina Coastal Council*, 505 U.S. 1003 (1992)] highlights the need for caution in regulating property to prevent harm to the environment.

Eric Damian Kelly, a planner and attorney, offers these "Lessons from Lucas":

- Avoid depriving a landowner of "all economically viable use" of a particular piece of property. Leave some residual uses. Permit clustering and other techniques to attach use-value to property that otherwise would have none.
- Whenever possible, base regulations as clearly as possible on public health and safety issues. Despite the obvious public health and safety issues involved in regulations in hurricane prone areas, many of the findings supporting the South Carolina law dealt with tourism and other "general welfare" kinds of issues. Even if the court does not go so far as to require nuisance-type findings to support regulations, courts are always more friendly toward regulations based on health and safety issues.
- When changing regulations, review the impact on landowners carefully. It may be desirable to create a transition window, during which landowners can develop under the old regulations. This issue is of particular concern if the change in regulations is dramatic, as it was in Lucas.
- Create local appeal processes and variance procedures. Such procedures provide a valuable escape valve for landowners whose plight may surprise local planners as much as the owners. Further, it places the first round of any legal fight on the local or state government's own turf.
- Watch the Supreme Court carefully (Kelly, 1992).

One of the more important precautions suggested by the Lucas case is that any actions and decisions by a local jurisdiction should be firmly grounded and supported by the jurisdiction's own plan policies and regulations. At times, it may make sense, politically, to consider purchase or incentive programs to protect open space of exceptional value. The previous section on regulatory and nonregulatory approaches provides some guidance for when a regulatory approach is most appropriate. The Washington Attorney General's Office has also prepared guidelines and a summary of current Washington case law on this issue. The guidelines, entitled "State of Washington Attorney General's Recommended Process for Evaluation of Proposed Regulatory or Administrative Actions to Avoid Unconstitutional Takings of Private Property," are available from the Attorney General's Office and are posted on the CTED Web site at [www.cted.wa.gov/growth](http://www.cted.wa.gov/growth).

### **Park Design Issues/Planning Parks for People**

The real measure of success for a park is the extent to which it meets the needs of local residents. The consequence of not planning our parks for the people who will use them is illustrated by a study of Baltimore, Maryland parks. This study found far more people were recreating along streetfronts than in the parks. They concluded that the streetfronts were providing recreational opportunities that the parks were failing to provide (Francis, Cashdan, and Paxson, 1988). In addition, park officials have noted that recreational facilities will be better cared for by the people who use them (thus reducing maintenance costs) if the parks serve their recreational needs.

Parks should meet a variety of needs matched to the demographic characteristics and, more importantly, the expressed desires of community residents. The park system as a whole will need to provide opportunities for active (high physical exertion) and passive (more leisurely) activity, for individual and group activity, for free form, spontaneous activity, and for organized sports or crafts activities. Some activities are linear in nature, such as horseback riding or bicycling, requiring linear park configurations. Others require sports fields. Many require flat, dry topography, but some (such as skiing) actually require slope. The park areas that communities acquire should be creatively configured and designed to accommodate this diversity of needs. A number of communities have experimented with directly involving residents in the planning and design of parks, site development and construction, management, and maintenance by local community groups and even community ownership through land trusts. Such direct involvement by residents has been key to many success stories of parks that are well used, well loved, and little abused. Local residents have a vested interest in the parks they helped create.



The needs, including safety, of a variety of park users should be considered in parks and recreation planning.

Two types of needs merit special mention – the safety and comfort of park users and the needs of special user groups who need special facilities and design considerations.

### **Address Needs of Different Population Groups**

Communities will need to decide if certain targeted populations are in need of special services or help in participating or receiving benefits from the community. Many communities have set worthy goals, but they can only be effective if the population they are targeting has been involved in the decision making process. They need to recognize that a significant proportion of their residents may not be able to take full advantage of the facilities or services available to the general public.

Persons with disabilities want the same opportunities and chance to experience and benefit from community programs and services as everyone else. Communities must be careful not to assume disability is always associated with low income or intelligence. State and federal laws,

such as (but not limited to) the ADA, provide protection and advocacy for persons with disabilities, along with setting minimum requirements for physical access. While the ADA allows it, it does not require or advocate for special programs. Rather, it is designed to be inclusive by removing physical barriers through minimum access requirements.

To meet the spirit and intent of the law when building or renovating a facility, the development features must comply with the minimum provisions of ADA guidelines and state and/or local building codes. This includes newly constructed or altered recreational or developed habitat facilities and primary function areas such as, but not limited to, restrooms, parking, pathways, viewpoints, and trails.

There are often questions about how to make developed outdoor recreation or habitat facilities and related elements accessible to persons with disabilities.

You might begin the process by answering this question:

If you were a person with a disability, would you have the same independent opportunity to use, enjoy, or participate in this program or activity and access all elements and parts of the developed facility as users without disabilities? If the answer is “yes,” the site and/or facility is probably in compliance with the intent of ADA. If the answer is “no,” then alterations may be

needed to make the developed facility barrier-free and functional for all persons regardless of their abilities. Keep in mind that barriers may not always be architectural in nature.

Removing attitudinal barriers is harder to achieve as evidenced by policies, practices, and procedures that can reduce access through unintended decisions or actions that did not consider the possible impact to person with disabilities. Well-written and researched policies, practices, and procedures along with good universal access designs can prevent discrimination and will help to blend the community.

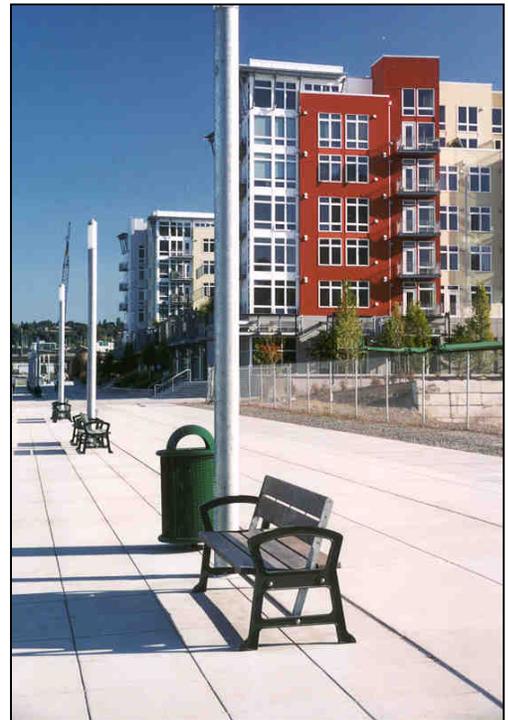
Communities must also consider the different diversity of populations who have become part of their current community. Language, communication barriers, and cultural differences all contribute to the challenge of inclusion. Different values, cultures, backgrounds, age structures, income levels, single parents, racial-ethnic minorities, and persons with disabilities all must be considered in the plan to integrate the community.

Finally, remember that barrier-free access means building or developing in a way that the facility or area is equally usable by everyone without regard to a person's ability. In new construction, it might mean planning and designing the entry to a facility so that it is level with the surrounding area to avoid using steps. In renovation projects, ADA compliance might require upgrades of existing non-accessible facility components serving the proposed project.

### **Make User Feel Comfortable and Secure**

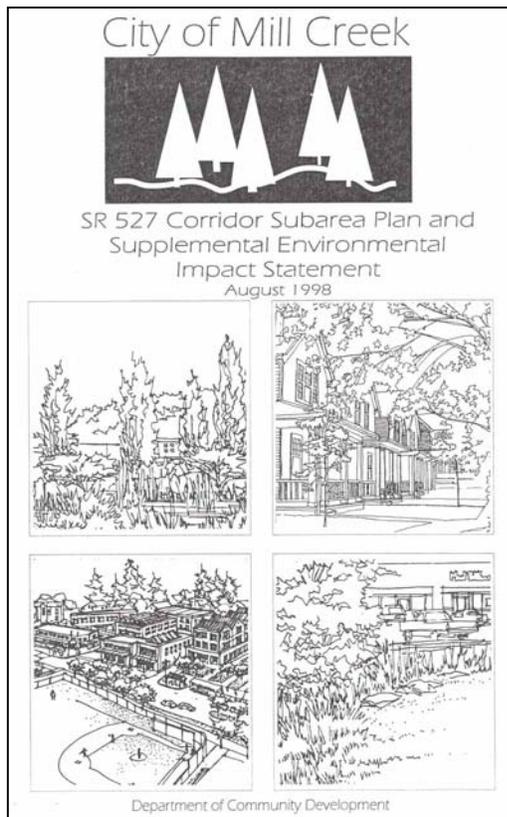
The Los Angeles program's use of increased park ranger presence improved residents' sense of security in using the parks. In addition to staffing and supervision, other design considerations can contribute to a sense of personal security and reduce the temptation for vandalism. For instance, good lighting, setting back vegetation away from pathways (to avoid the sense of lurking muggers), keeping activity areas open to view from adjacent roads and residential areas, planning roads to allow controlled access, providing curbs and separation of paths from roads, and using fencing and warning signs to keep users away from hazards are measures that can improve park safety.

To create a comfortable environment for the park user, consider shade and rain protection along with noise and wind screens. Level or gradually sloping surfaces under 5 percent will reduce the need for a "ramp" to park facilities and such surfaces are more universally accessible. Some design psychology can also be employed to contribute to a sense of security and comfort. Open and inviting rather than dark entrances, visual variety, human scale, and features that blend rather than jar can contribute to user comfort.



Good lighting and 'eyes on the street' improve park safety.

## **Consider Some Special Facilities**



Mill Creek's subarea plan looks at how open space corridors can be established.

A community may also want to maintain flexibility to consider some special-use facilities even though they address the needs of a narrower segment of the population. Such facilities might include zoos, conservatories, ski areas, or municipal golf courses. The Twin Cities Metropolitan Council (*Regional Recreation Open Space Policy Plan, 2004*) has adopted some useful criteria for considering inclusion of such facilities that should:

- Complement or enhance the services already offered by the system.
- Be capable of functioning within the existing regional management structure.
- Involve no commitments by the private sector to develop or take over the facility.
- Be financially sound with an existing or committed financial support base that will not drain funds from the other facilities in the system or prior agreement that a public subsidy will be necessary and is fully in the public interest.
- Demonstrate the existence or potential for drawing a sizable number of people from throughout the metropolitan area.

## **Open Space Corridors**

The GMA places special emphasis on providing linear-type open spaces. The GMA calls for “greenbelt and open space areas within each urban growth area.” It also requires that cities and counties planning under the GMA shall “identify open space corridors within and between urban growth areas.” Open space corridors, sometimes called greenways, are strips of open land that follow streams, ridgetops, rivers, rights-of-way or other linear features. Greenbelts are basically synonymous, but are generally thought of as encircling a community or neighborhood.

As linear forms of open space, they require special planning and consideration. In return, they can provide special benefits to a community. As Charles Little notes, “The very linearity of a greenway means its existence, or lack of it, will affect many lives” (1990). Open space corridors, that weave through and around a community, can bring open space close to many people’s doorsteps. They are particularly well suited to provide a physical, or at least visual connection between where people live and places where they work, shop, play, or socialize. They provide pleasant avenues to move between these places without need of an automobile. They are uniquely configured to meet several of the consistently most popular recreational

activities, including walking, jogging, bicycling, and equestrian activities. Even a narrow corridor can provide a break and visual relief from continuous development. When planned between communities (or neighborhoods), they will reinforce the unique identities of individual communities. Corridors can separate incompatible uses, especially when abundantly vegetated. They often follow and can be used to protect sensitive areas, such as floodplains and steep slopes.

Open space corridors can also play a critical role in wildlife protection efforts. As mentioned earlier, the greatest threat to wildlife is the loss of their habitat. An animal's habitat is the environment in which it can meet its basic needs for food, water, and cover. Edith Thompson, of Maryland's Department of Natural Resources, notes that plants and animals have developed strategies to reduce competition for resources with other species. Some have developed very specific habitat niches while others roam vast expanses of habitat to meet their needs while escaping competition. Human development can destroy some of the specific habitats needed by some animals leading to their endangerment and extinction. It can also cut off animals from the full range they need to remain healthy. An animal population that is isolated from others of its kind will not maintain the genetic diversity needed to ensure a healthy population. Under these circumstances, the species with very special habitat needs will give way to "opportunistic" or "edge" species that can survive in a variety of habitats. Examples of these "edge" species include white-tailed deer, squirrels, raccoons, and starlings (1990).

Greenways can act as "lifelines between lands which would otherwise be cut off from each other – they allow wildlife a natural highway within which they can migrate to new territories, escape famine, and repopulate restored or recovering habitats." Since wildlife rely on open space corridors as "highways," special care needs to be given when these pathways cross roads so that the incidence of road kills is minimized. Florida has established policies for road design to ensure safe passage for wildlife across or under its highway corridors. The Maryland Greenway Commission endorses several policies supporting wildlife corridors as follows:

- Wildlife corridors are priority areas for greenway designations.
- Large blocks of contiguous natural habitat should be provided to ensure that not all protected areas is edge habitat.
- Trails through large, contiguous, and pristine habitat blocks should be designed to follow the edges of those areas rather than bisecting interiors.
- Wildlife corridors should be a minimum of 12 meters in width wherever possible (Thompson, 1990).

Open space corridors are a critical ingredient in the effort to create an open space system. They constitute a network of trails, waterways, scenic roads, boulevards, bike paths, ridgelines, and streams that knit together the individual parts of the system. They can and should tie a community's open space system into the broader regional system. The President's Commission on Americans Outdoors offers this inspiration, "We have a vision for allowing every American access to the natural world: Greenways. Greenways are fingers of green that reach out from and around and through communities all across America, created by local action. They will connect parks and forests and scenic countrysides, public and private, in recreation corridors for hiking, jogging, and enthusiasm and love of the land of Americans are

truly unleashed, greenways will link our communities coast to coast, from sea to shining sea” (*Maryland Greenways Commission Status Report*, 1992).

The linear and narrow configuration of greenways presents special opportunities to acquire these open spaces at low cost. Charles Little (1990) offers suggestion for a variety of cost-effective approaches for acquiring greenway segments:

- Land along rivers is often already protected and has low development value when floodplain or other constraints exist. It can often be acquired cheaply where there is a willing seller.
- In some cases, already developed land in floodplains can be acquired with FEMA grants. To qualify, it must have lost greater than 50 percent of its value through flood damage.
- Ridgelines often have high development value, but offer flexibility for routing a greenbelt or even a trail. For instance, portions of the site may be too steep for development.
- Trail easements can often be piggybacked on public utility rights-of-way.
- When proposed development is located along a proposed trail corridor, subdivision dedication requirements can be used to acquire a segment of the corridor.
- Clustering or TDR provisions can be applied to establish a corridor through a development.
- A community can purchase and resell property after conservation easement with a trail corridor can be secured through a deed restriction in perpetuity before resale.
- Similarly, purchase and leaseback arrangements have often been used along state and federal scenic highways.
- Property owners may be willing to donate fee title or an easement for a narrow strip along a corridor. In return, they may benefit from tax benefits and/or enjoyment of an adjacent trail corridor (Little, 1990).
- In addition to Little’s suggestions, other communities have used innovative regulatory approaches to establish greenbelts. For instance, the City of Seattle has established a greenbelt overlay district. Within the district, a portion of the site must remain in its natural state, clearing and cutting are limited, and other restrictions apply.
- Abandoned railroad lines offer another obvious opportunity for possible low cost purchase. The railbanking provision of the federal rails-to-rails law allows nonprofit groups or local governments to use eminent domain to acquire rail corridors for public purposes before they are abandoned, in some cases (Didato, 1990).

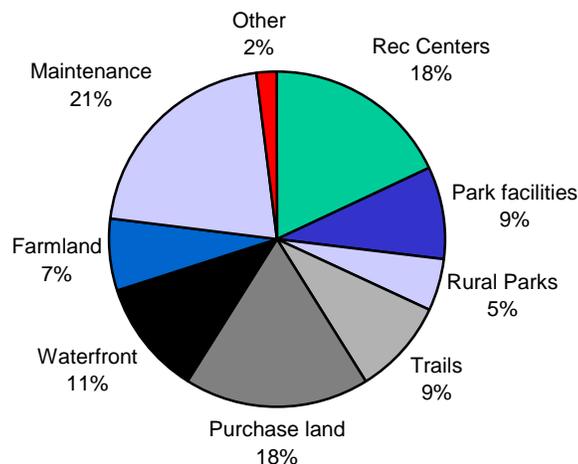
The Maryland Greenways Commission concluded that “the quality of life factor is the most far-reaching and pervasive benefit for humans. Greenways enrich lives; they offer respite from the work day world and provide places to learn about the natural world.” The commission may be close to the mark when it further concludes that “the protection of greenways is perhaps the greatest single contribution that the citizens of today can make to those of tomorrow” (Thompson, 1990).

## Funding for Parks and Recreation (Or You Must Pay to Play)

Local jurisdictions face a growing demand for new recreational opportunities as they serve an increasingly diverse population and a large cohort of aging citizens. Unfortunately, this increased demand is coupled with diminishing tax revenues, federal funds, and other traditional resources.

This section summarizes traditional local funding options, state, and federal funding programs available to Washington cities and counties to fund parks and recreation planning, programs and projects. Several citizen's initiatives and referendums (e.g. I-695, Referendum 47, and Proposition 747) have taken a toll on several of the major traditional funding sources available to local governments since the GMA was first adopted in 1990. As a result, local jurisdictions are turning increasingly to several new funding sources created as a part of the growth management legislation, including impact fees and increased real estate excise taxes. Because of the heightened anti-tax climate, local jurisdictions may encounter resistance to such new forms of taxes. Even so, residents of many communities recognize the contribution that parks and recreation amenities make to the quality of community life. Residents of some communities have supported taxes increases, conservation futures levies, or bond referendums targeted for these purposes. Even in communities supportive of parks and recreation programs, it is clear that local jurisdictions must be alert to cost savings opportunities. They will likely need to supplement limited funds with some creative approaches to park finance. This section also describes public, private, and user group partnerships and cost sharing approaches, cost reduction measures, and other creative funding approaches used by some local jurisdictions to fill the funding gap. A brief summary of potential funding sources prepared by the City of Bellevue appears in Appendix F. An excellent and comprehensive catalog of preservation and funding resources is compiled in Chapter VIII of the *Kitsap County Open Space Plan* (2000). That chapter may be viewed at [www.kitsapgov.com/parks/pdfs/parks\\_pdfs/Complete\\_Document.pdf](http://www.kitsapgov.com/parks/pdfs/parks_pdfs/Complete_Document.pdf) and is also available via a link on the Municipal Research & Services Center's (MRSC) Park and Recreation Web pages at [www.mrsc.org/Subjects/Parks/parkplanpg.aspx](http://www.mrsc.org/Subjects/Parks/parkplanpg.aspx). Also see the below for information on how Kitsap County spends its parks, recreation, and open space funds.

**Figure 4. Kitsap County Allocation of Dollars for Facilities**



Source: *Kitsap County Open Space Plan*

## **Traditional Local Funding Sources Authorized by Statutes**

Most of these funding sources, such as property tax and sales tax, flow into the general fund and may be used to finance a wide variety of public programs and projects. As a result, funding requests for proposed parks and recreation programs will face stiff competition from other departments seeking to win limited general fund dollars. Councilmanic (non-voted) and general obligation bonds may also be used to finance park facility improvements, but face similar stiff competition for funds that are limited by the local jurisdiction's bond capacity.

Other special revenues are derived from state and local option taxes earmarked for specific expenditure purposes. For example, RCW 84.34.230 authorizes counties to levy an optional Conservation Futures property tax (a property tax up to six and one-quarter cents per thousand dollars of assessed value for the purpose of acquiring interest in open space, habitat areas, wetlands, farm and timber lands). RCW 47.30.050 establishes a minimum amount of statewide fuel tax revenues that must be earmarked for trails and paths, generally for traffic safety purposes as authorized by RCW 47.30.030.

User fees (fees charged to users of the park and recreation facilities) are becoming an increasingly important source of funding for park operation and maintenance costs, but are not always popular.

Enterprise funds may be created for a park or recreation activity that has a revenue source sufficient to finance all costs. The enterprise revenues, derived from user fees and service charges, are used to pay operating costs, retire capital facility debt, and plan future replacement and expansion projects. Enterprise funds have been used on a limited basis for golf courses, marinas, and similar self-financing operations.

Two guidebooks prepared by MRSC provide a detailed summary of revenue sources for cities and counties. *A Revenue Guide for Washington Cities and Towns*, Report No. 46 is available in the MRSC Web site at [www.mrsc.org/Publications/revguide.pdf](http://www.mrsc.org/Publications/revguide.pdf). *A Revenue Guide for Washington Cities and Towns*, Report No. 53 is available in the MRSC Web site at [www.mrsc.org/Publications/textcntyrev.aspx](http://www.mrsc.org/Publications/textcntyrev.aspx).

## **Several Newer Funding Sources Adopted as a Part of GMA Legislation**

Recognizing the need for additional revenue sources for the funding local capital facilities, the Legislature included authority for park impact fees and additional real estate excise tax (REET) monies as a part of GMA legislation.

The act authorizes counties and cities planning under the GMA to impose impact fees on development activity to finance public facility improvements needed to serve the new development. These facilities must be included in the Capital Facilities Element of a comprehensive land use plan. Impact fees are specifically authorized for publicly owned parks, open space, and recreation facilities in addition to several other types of facilities [RCW 82.02.090(7)].

The state of Washington is authorized to levy a REET on all sales of real estate, measured by the full selling price (including the amount of any liens, mortgages and other debts given to secure the purchase) at a rate of 1.28 percent. These tax revenues may be used to fund certain park and recreation facilities that are included in the local jurisdiction's capital improvement plan (Capital Facilities Element). However, the rate at which it can be levied and the uses to which it may be put differs by city or county size and whether the city or county is planning under the GMA. A locally imposed REET tax is authorized in addition to the state REET tax. All cities and counties may levy an optional quarter percent tax (described as the first quarter percent of the real estate excise tax or REET 1) – [RCW 82.46.010](#). Cities and counties that are planning under GMA have the authority to levy a second quarter percent tax (REET 2) – [RCW 82.46.035\(2\)](#). Note that this statute specifies that if a county is required to plan under the GMA, or if a city is located in such a county, the tax may be levied by a vote of the legislative body. If, however, the county chooses to plan under GMA, the tax must be approved by a majority of the voters. San Juan County has imposed a 1 percent tax for acquisition and maintenance of conservation areas under RCW 82.46.070. Limitations on uses, levy rates, and other information related to the optional REET taxes are covered in greater detail at [www.mrsc.org/Subjects/Finance/reet/reetweb.aspx](http://www.mrsc.org/Subjects/Finance/reet/reetweb.aspx).

## Federal and State Funding Programs

The IAC is the major state agency that administers grant and loan programs targeted for parks and recreation. The IAC grants money to state and local agencies, generally on a matching basis, to acquire, develop, and enhance wildlife habitat and outdoor recreation properties. Some money is also distributed for planning grants. IAC grant programs utilize funds from various sources and include the Federal Land and Water Conservation Fund, Aquatic Lands Enhancement Account, Boating Facilities Program, Boating Infrastructure Grants, National Recreational Trails Program, Nonhighway and Off-Road Vehicle Activities, Firearms and Archery Range Recreation Program, and the Youth Athletic Facilities Account. See Appendix E for a summary of IAC grant programs. Great detail on these programs is available on IAC Grant Program Web pages at [www.iac.wa.gov/iac/grants.asp](http://www.iac.wa.gov/iac/grants.asp).

Programs administered by other state agencies, although not specifically targeted for park and recreation purposes, may be applicable to related projects that involve natural resource and open space protection or multimodal transportation. Some of these programs, administered by the Washington state departments of Natural Resources, Ecology, and Transportation and the Salmon Recovery Funding Board and Transportation Improvement Board are briefly described in Chapter VIII of the *Kitsap County Open Space Plan* (2000) referenced at the start of this section.



Federal funds are available for trails.

Some open space and trails projects may be eligible for assistance from a variety of federal agencies, including the National Park Service, U.S. Department of Agriculture, U.S. Forest Service, Department of Housing and Urban Development, U.S. Army Corps of Engineers, and U.S. Department of Transportation. The Catalog of Federal Domestic Assistance at <http://12.46.245.173/cfda/cfda.html> can be a helpful tool for locating federal grants programs for specific projects. A new Web site at [www.grants.gov](http://www.grants.gov) provides a unified process to apply for federal grants. Several particularly relevant federal grant programs are summarized in Chapter VIII of the *Kitsap County Open Space Plan* (2000) referenced at the start of this section.

MRSC maintains a Web page pointing to grant resources for parks and recreation at [www.mrsc.org/Subjects/Finance/grants/parkgrant.aspx](http://www.mrsc.org/Subjects/Finance/grants/parkgrant.aspx). In addition, the Infrastructure Database, maintained by the Infrastructure Assistance Coordinating Council is a useful tool for locating infrastructure funding or technical assistance in Washington state: [www.infracfunding.wa.gov](http://www.infracfunding.wa.gov).

## **Interlocal Cooperation**

Intergovernmental cooperation may offer one of the most promising opportunities for local governments to do more with less to meet these changing recreational needs. Cooperative efforts and a pooling of resources can eliminate unnecessary duplication of services, reduce overall park and recreation costs, and can more effectively employ limited tax revenues to meet the recreational needs of a region.

In Clark County, 36 government agencies have joined together in a cooperative effort and share services, facilities, and ideas for achieving greater efficiency in service provision. Members of the Southwest Washington Inter-Agency Cooperative include county departments, cities, school districts, a port district, the Washington State Department of Transportation, and the City of Portland, Oregon. Agency employees meet regularly and in some cases member jurisdictions jointly purchase and share equipment. The cooperative has a Web site located at [www.gematwork.org](http://www.gematwork.org).

See Step 5 in the Park and Recreation Planning Process section for additional discussion and examples of interlocal cooperation that has produced both cost savings and improved services.

## **Alternative Approaches for Providing Park and Recreation Services**

In addition to interlocal cooperation, many communities are supplementing traditional funding sources and providing for park needs with a variety of new or innovative tools and funding sources. For instance, Clark County employs a number of incentive programs and regulatory approaches to meet park, recreation, and open space needs. Examples include current use taxation, density bonuses, a transfer of development rights program, land division (subdivision) ordinance requirements, and various critical areas protection ordinances. These Clark County programs are summarized in Chapter K – “Financing Programs,” in the *Clark County Regional Parks, Recreation and Open Space Plan* (2000) found at [www.ci.vancouver.wa.us/parks-recreation/parks\\_trails/planning/pdf/regional.pdf](http://www.ci.vancouver.wa.us/parks-recreation/parks_trails/planning/pdf/regional.pdf).

Washington communities have also devised a number of creative approaches to reduce the costs of providing and maintaining facilities and services or to augment limited available funds. Individually, some of these efforts may seem to produce minor revenue or savings relative to the overall magnitude of park and recreation needs. When such creative thinking becomes the normal pattern, however, these ideas can add up to significant savings. The following examples illustrate creative approaches used by Washington communities:

- The City of Kirkland parks maintenance manager works regularly with the planning department to identify upcoming construction sites, where demolition and removal of old landscaping will be taking place. After approval is received from the property owner, parks crews will remove mature trees, plants, landscape materials, and rock that can be used for city park and landscape projects. This approach has saved significant money, allowed the city to install more mature landscape than would be possible through purchase, and reduced waste being sent to the landfill. Contact the parks maintenance manager at (206) 828-1222 for more information.
- The City of Redmond Parks Operations crews have been adding a product to the infield dirt that absorbs water in order to make it drain better in bad weather. This product, known as Turface, has been a huge success. It has cut down on labor with crews spending less time preparing wet fields, has reduced game cancellations, and has created a safer surface. Park Operations has been using this product for three to four years. For more information, please contact the Department of Parks and Recreation at (425) 556-2310.
- King County has prepared a Parks Business Plan to identify new efficiencies, revenue sources, and partnerships to meet park and recreation needs. Including in the plan is the Association Development Operating Partnerships (ADOP) Program. Under the program, King County is negotiating agreements with youth sports groups and other user groups to help develop and maintain facilities that these groups use. More information about the Park Business Plan, including this program, is available at <http://dnr.metrokc.gov/parks/transition-plan/>.
- The Pierce County Parks and Recreation Department has adopted a strategic approach to recruiting private sector sponsors. In developing its Sponsorship Marketing Plan, the county: (1) determined better approaches to integrate sponsorship marketing into programs, (2) reviewed existing sponsorships for return and benefit, (3) identified new opportunities and set priorities, and (4) created a list of all venues and events likely to attract corporate partners. In addition to event sponsorship, naming rights, advertising, and other opportunities are offered. The department developed materials to present opportunities and interest potential partners. Contact [pcparkpartners@co.pierce.wa.us](mailto:pcparkpartners@co.pierce.wa.us) or (253) 798-4006 for more information.
- A number of Washington cities and counties have set up programs to encourage gifts of needed equipment and facilities (often listed in gift catalogs), memorial gifts, park foundation donations, and other programs such as adopt-a-park programs to recruit volunteers to help with park maintenance. Examples of some of these type programs are presented on an MRSC Web page at [www.mrsc.org/Subjects/Parks/financepg.aspx](http://www.mrsc.org/Subjects/Parks/financepg.aspx).

## **Special Purpose Districts**

In Washington, special purpose districts are limited purpose local governments separate from a city, town, or county government. Generally they perform a single function, though some perform a limited number of functions. They provide an array of services and facilities including water-sewer service, library, fire protection, flood control, parks and recreation, and more recently stadiums, convention centers, and entertainment facilities that are not otherwise available from city or county governments. They are empowered to levy taxes, issue general obligation bonds, and in some types of districts, issue local improvement district bonds or revenue bonds. For more information on special purpose districts see MRSC Report No. 58, *Special Purpose Districts in Washington State*, August 2003.

The Legislature has authorized several different types of special purpose districts specifically for providing/funding park and recreation facilities and services. These optional approaches are Park and Recreation Service Area (RCW 36.68.400 - .620), Park and Recreation District (Chapter 36.69 RCW), Joint Park and Recreation District (RCW 36.69.420 - .460) and Metropolitan Park District (Chapter 35.61 RCW).

These special purpose districts may be used to provide recreational opportunities for multiple jurisdictions under the terms of an interlocal agreement. The district options are briefly described below. Appendix C provides a summary matrix that compares powers, governance, advantages, disadvantages and other features of these district options.

## **Park and Recreation Districts**

The state law concerning park and recreation districts is contained in Chapter 36.69 RCW. Pursuant to RCW 36.69.010, park and recreation districts are authorized to be formed in each and every class of county as municipal corporations for the purpose of providing leisure time activities and recreational facilities to the residents of the geographical areas included within their boundaries. The formation of a park and recreation district is initiated by the filing of a petition with the county auditor, signed by not less than 15 percent of the registered voters within the proposed area (RCW 36.69.020). If the petition is found to contain a sufficient number of signatures, the auditor transmits it to the county commissioners who are to conduct hearings on the petition and conduct an election on the question of whether a district shall be formed (RCW 36.69.020).

Cities and towns may be included within the boundaries of a park and recreation district as provided in RCW 36.69.030. If a portion of a park and recreation district lies within the boundaries of any city or town, the city council must first give their approval to inclusion of the area by resolution (RCW 36.69.030).

Most counties have established park and recreation districts because the commissioners are directly elected rather than governed by the county legislative authority (as is the case with service districts).

## **Park and Recreation Service Areas**

RCW 36.68.400 - 35.68.620 authorizes counties to create park and recreation service areas for the purpose of “financing, acquiring, constructing, improving, maintaining, or operating any park, senior citizen activities centers, zoos, aquariums, and recreational facilities....” The formation of a park and recreation service area may be initiated by a resolution adopted by the county legislative body or by a petition signed by 10 percent of the registered voters in the service area (RCW 36.68.410). Upon accepting a petition or upon passage of a resolution to establish a service area, the county legislative authority is to conduct feasibility and cost studies as well as public hearings (RCW 36.68.440-450). If satisfactory findings are made, the legislative authority shall order an election as to whether the proposed service area should be established (RCW 36.68.450).

Cities and towns may be included within the service area if the resolution or petition is accompanied by a certified resolution of the city/town council approving inclusion (RCW 36.68.610).

The regular property tax levies of both park and recreation districts and park and recreation service areas must be reauthorized at least every six years. As a result, in many cases these districts are inactive because they have no funding.

## **Metropolitan Park Districts**

The provisions in Chapter 35.61 RCW govern the establishment of a metropolitan park district in a city. Previously, this option was only available to cities of 5,000 or more. With the passage of SHB 2557, one or more cities and/or counties may create such a district for “the management, control, improvement, maintenance, and acquisition of parks, parkways, and boulevards...” The size restriction no longer applies.

SHB 2557, adopted in the 2002 legislative session, now specifically authorizes a metropolitan park district to be formed that includes areas outside of the city, or even in another city or county. Previously, the statutes relating to formation of such a district only permitted creating a district that was “coextensive with the limits of the city” (RCW 35.61.020). Any territory annexed to a city that lies entirely within the limits of a metropolitan park district shall be deemed to be within the limits of the (expanded) park district. Formation or extension of park district boundaries is no longer subject to boundary review board (BRB) review if only city territory is involved, independent of the board’s review of the city annexation (RCW 35.61.250). (A proposed district that involves area within a county will still be subject to a BRB review in counties that still have a BRB).

There are two basic methods for the formation of a metropolitan park district. The city or county may initiate district formation by adopting a resolution submitting a proposition for its formation to voters within the district boundaries. If the district includes area within the county or other cities and counties, the legislative body of each city and/or county which includes a

portion or all of the area in the district must adopt a resolution submitting the proposition to the voters.

Alternately, a metropolitan district may be initiated via a petition with the signatures of 15 percent of the registered voters of the city (or area of the proposed district). The petition must be submitted to the county, and the proposition is then submitted to the voters of the city at any general or special election (RCW 35.61.020). Where the petition is for creation of a district in more than one county, the original petition is filed with the county having the greater area within the district and a copy filed with each other county auditor.



The W.W. Seymour Botanical Conservatory is one of the facilities owned and operated Metro Parks Tacoma.

The Metro Parks Tacoma District, (253) 305-1000, is an example of a long established and successful metropolitan park district in Washington. Examples of new metropolitan park districts established since the 2002 bill include:

- Key Peninsula Metropolitan Park District and Peninsula Metropolitan Park District in Pierce County passed in the May 2004.
- Eastmont Metropolitan Park District (East Wenatchee, part of Rock Island, and part of Douglas County) passed in May 2004.
- Si View District (North Bend and vicinity) passed in February 2003.
- Pullman Metropolitan Park District passed September 2002.

Additional information about Metropolitan Parks District finance is available on MRSC's Web site at [www.mrsc.org/Subjects/Parks/SPD-MPDfin.aspx](http://www.mrsc.org/Subjects/Parks/SPD-MPDfin.aspx).

## Conclusion

Washington state is blessed with both a vital economy and an abundance of natural resources, amenities, and recreational opportunities. These assets make Washington a particularly attractive place to live, work, and play. Unless we manage growth and plan open spaces into our future, we risk losing the very qualities that attracted us here. Local actions to designate and protect open space areas will play a key role in ensuring the continued high quality of life as Washington communities grow.

This guidebook describes the many different types and purposes of open space. It describes how to go about selecting and protecting open space areas. It suggests employing a variety of tools and resources to fully accomplish the job. It also notes that there are issues that local communities will face as they struggle to build an open space system.

To be effective, the guidebook emphasizes that open space must be an integral part of the overall planning effort. Equally important is the concept of linking together a variety of open space types into a coherent system of open space. Such a system of open space takes on a greater value than just the sum of its individual parts. The open space system will succeed in meeting the needs of community residents when it is based on a vision that they helped to shape. Acquiring or protecting open space areas and constructing facilities represent only the first step in the conservation and protection of land and resources. It is a community's ongoing commitment to land stewardship that ensures its continued enjoyment of open space benefits.

## **Appendix A: User Demand and Park Use Survey Examples**

### Sample Surveys

Kitsap County, Washington

Broomfield, Colorado

Kitsap County Park and Recreation Facility Survey

Source: *Kitsap County Open Space Plan*, Kitsap County Parks and Recreation Department, June 2000



# DEPARTMENT OF PARKS AND RECREATION

1200 NW Fairgrounds Rd  
Bremerton, WA 98311

Phone (360) 337-4595 Fax (360) 337-4781

Dear Kitsap County Resident,

If you've lived in this area very long, you know Kitsap County is changing. Population is increasing and the County is becoming more urban; a trend that is likely to continue. What will this mean for the future of Kitsap's parks, open space, and recreation facilities? Will we need more open space? If so, what kind? Will we need more recreation facilities? Should we buy land now and set it aside for the future? To set Kitsap's priorities for 5, 15, and even 30 years from now, we need to hear what is important to Kitsap's citizens. Will you take a few minutes to think about the kind of future you would like to see in Kitsap County?

Because questionnaires were sent to a statistically valid sample of Kitsap residents, it is essential that we get back as many as possible ... the more we get back, the more reliable the information will be. The survey will take only about 15 minutes to complete. Just fill it out and mail it back in the enclosed envelope. No stamp is needed. Please do it now.

Thank You!

Rick Fackler, Director, Department of Parks & Recreation

**1. Which category below best describes where you live? .... And, what is your home zip code?**

- 1 Urban or suburban area (like Bainbridge, Bremerton, Port Orchard, Poulsbo, Silverdale)
- 2 Small Community or Village (like Seabeck, Indianola, Keyport, Manchester, Kingston)
- 3 Rural Area

HOME ZIP CODE

**2. Which of these best describes you ... the person completing this survey?**

- |  |  |                                   |
|--|--|-----------------------------------|
| <b>Age</b> -----                         |  | <b>Gender</b>                     |
| <input type="checkbox"/> 1 18 - 24 Years | <input type="checkbox"/> 4 55 - 64 Years | <input type="checkbox"/> 1 Male   |
| <input type="checkbox"/> 2 25 - 34 Years | <input type="checkbox"/> 5 65 - 74 Years | <input type="checkbox"/> 2 Female |
| <input type="checkbox"/> 3 35 - 54 Years | <input type="checkbox"/> 6 75 + Years    |                                   |

**3. If you have children living at home at least some of the time, what are their ages?**

Check all of the boxes that match the school ages for children at home.

- |   |   |   |
|---|---|---|
| <input type="checkbox"/> 1 No children living at home | <input type="checkbox"/> 3 Kindergarten | <input type="checkbox"/> 5 Middle School or Junior High |
| <input type="checkbox"/> 2 Infant - preschool         | <input type="checkbox"/> 4 Elementary   | <input type="checkbox"/> 6 Senior High or Older         |

**4. In the past year, have you or anyone in your household visited or used any of the following facilities in Kitsap County? Check all that apply.**

- 1 Public Golf Courses: Bremerton Green Mountain, County Village Greens
- 2 City Recreation Centers
- 3 Kitsap County Community Recreation Centers: Silverdale, Kingston, Givens Center
- 4 Kitsap County Fairgrounds
- 5 State Parks: Faye Bainbridge, Scenic Beach, Kitsap Memorial Park at Lofall, Illahee, Fort Ward, Blake Island
- 6 Regional County Parks: Buck Lake, Point No Point, Wildcat Lake, Island Lake, Long Lake, Horseshoe Lake, Salisbury Park
- 7 County Parks in communities, for example: Silverdale Waterfront, Kola Kole, Nike Site Park, Veterans Memorial Park
- 8 City Parks: any other parks in Bainbridge, Bremerton, Poulsbo, or Port Orchard
- 9 Natural Areas: Carpenter Lake Preserve, Guillemot Cove, Anderson Point

5. Thinking just about Kitsap County's parks and facilities (like those listed in question #4), and not including programs or facilities offered by the State, the Cities or local Park Districts, how would you rate Kitsap County's parks and facilities for each of the five factors (a-e) listed below? Rate each factor on the 1 to 5 scale.

↓ Factors	Rating Scale ➡	EXCELLENT	GOOD	FAIR	POOR	DON'T KNOW
(a) Range of programs and activities offered by Kitsap County		<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5
(b) Quality of programs and facilities offered by Kitsap County		<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5
(c) Accessibility: being located close to public transportation and parking		<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5
(d) Safety of the County's parks and recreation facilities		<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5
(e) Appearance of the County's park & recreation facilities		<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5

6. This question will help us better understand your priorities for the future of Kitsap County's parks and open space. Imagine you have \$100 to spend for Kitsap County parks, open space, and recreation. You could spend all \$100 on one thing or you could spread it around and spend it on several things ... land, indoor facilities, or ball fields, for example. What do you think is most important? Where would you spend money in order to have the kinds of parks and facilities you want? What do you think is best for the future of Kitsap County?

**Here are the rules:** *This question is just about Kitsap County's parks, open space and recreation -- it doesn't include the programs and facilities offered by Kitsap Cities, Schools, or Park Districts. Next to each spending proposal below, write in a dollar amount ... put a "0" if you don't want to spend anything on that item, put \$100 if you want to spend everything on one item. You can spread the money around any way you want ... spend the most money on those things you think are the highest priorities. Spend all \$100, but don't spend any more than \$100.*

Build more community recreation centers that could include facilities like gyms, meetings rooms, swimming pools, and program activities for seniors, youth, and adults.	\$
Provide more park facilities like tennis courts, playgrounds or sports fields.	\$
Provide more beach and waterfront land and water access.	\$
Provide more trails.	\$
Provide more new parks and playgrounds in Kitsap's more rural communities (for example, Kingston, Manchester, Seabeck).	\$
Purchase land for large regional parks, open spaces, and wildlife habitat (including salmon streams) while it is available.	\$
Preserve farmland.	\$
Maintain existing and new facilities and open space.	\$
Other: (Briefly describe)	\$
<b>Total =</b>	<b>\$100</b>

**7. In the future, Kitsap citizens will be asked to approve various ways that Kitsap County might pay for parks, open space, and recreation. Below are a number of funding methods that have been used in Kitsap County or other Washington counties. Typically, several different ways are needed over time to fund different aspects of parks, open space, and recreation programs. Read the description of each funding method and consider whether or not you would be inclined to support that method as a way to pay for parks in Kitsap County.**

	Definitely Would Support	Probably Would Support	Probably Would Not Support	Definitely Would Not Support	Don't Know
<i>User fees</i> that can be used to finance and to maintain existing facilities like swimming pools, community centers, and ball fields.	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5
<i>Impact fees</i> where new home developers contribute to a county fund set aside to purchase recreation /open space lands & to develop new recreation facilities to keep pace with population growth.	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5
<i>A local community matching program</i> to purchase land or to build facilities, where Kitsap County provides part of the funding and the local community pays part, through fundraising & private contributions. (For example, the Indianola Land Trust raised half the funds to purchase 80 acres with 300 feet of waterfront.)	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5
<i>A bond levy funded through property taxes</i> (typical example: \$30-\$35 a year per average household for thirty years to provide \$30-\$35 million funding) to buy property and/or to develop recreation facilities.	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5
<i>A levy lid lift on property taxes</i> to provide a set amount for ongoing maintenance & operating funds for county parks & recreation facilities.	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5
<i>Partnerships with private businesses</i> to develop recreation facilities such as skating rinks or indoor field houses, where Kitsap County provides some capital investment (such as land) and the private business builds and operates the facility.	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5
<i>Partnerships with other government jurisdictions or non-profit agencies</i> (such as Cities, School or Park Districts, YMCA, or Boys & Girls Clubs), to provide recreation programs, local parks, and sports fields, where Kitsap County provides some capital investment (such as land) and the other jurisdiction builds and/or operates the facility.	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5
<i>Annual Kitsap County Parks Pass</i> , called a “Booster Card”, purchased on a voluntary basis to provide funding support to Kitsap parks and open space.	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5

There's more on the back



8. This question has two parts. Part “A” asks how often you or others in your household do each of these 30 activities. Part “B” asks if you would do them more often if more facilities were available.

Please answer both Part A and Part B for each activity.

	Part A: Check one box on each row below to tell us approximately <u>how many times a year</u> you or someone in your household has done each activity outside of your home or yard.						Part B: Would you or others in your household do these activities more often if more facilities were available within a reasonable distance?			
	----- Check one box (0-5) for each activity -----						Check one box (1-4) for each activity			
	Seldom Never	1 - 5 Times	6 - 10 Times	11 - 20 Times	21 - 40 Times	Over 40	Yes Definitely	Yes Probably	Probably Not	Definitely Not
Walking for pleasure or fitness	<input type="checkbox"/> 0	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
Hiking	<input type="checkbox"/> 0	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
Jogging or Running	<input type="checkbox"/> 0	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
Bird watching / nature viewing	<input type="checkbox"/> 0	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
Beach activities	<input type="checkbox"/> 0	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
Fishing (fresh or saltwater)	<input type="checkbox"/> 0	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
Non-motorized small boating (canoe, kayak, small sail)	<input type="checkbox"/> 0	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
Power boating	<input type="checkbox"/> 0	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
Picnicking & get-togethers with family	<input type="checkbox"/> 0	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
Using playground equipment	<input type="checkbox"/> 0	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
Bicycling on roads or bike paths	<input type="checkbox"/> 0	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
Mountain biking	<input type="checkbox"/> 0	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
Basketball	<input type="checkbox"/> 0	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
Baseball	<input type="checkbox"/> 0	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
Softball	<input type="checkbox"/> 0	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
Soccer	<input type="checkbox"/> 0	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
Football	<input type="checkbox"/> 0	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
Tennis	<input type="checkbox"/> 0	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
Golf	<input type="checkbox"/> 0	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
Inline skating or skateboarding	<input type="checkbox"/> 0	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
Indoor swimming	<input type="checkbox"/> 0	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
Lake or saltwater swimming	<input type="checkbox"/> 0	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
Horseback riding	<input type="checkbox"/> 0	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
Art and craft classes	<input type="checkbox"/> 0	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
Adult education (business, computer, foreign language)	<input type="checkbox"/> 0	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
Fitness & health classes	<input type="checkbox"/> 0	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
Indoor sports/martial arts class	<input type="checkbox"/> 0	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
Outdoor sports classes & trips	<input type="checkbox"/> 0	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
Saltwater diving	<input type="checkbox"/> 0	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
Enjoying scenic vistas & viewpoints	<input type="checkbox"/> 0	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4

When you've completed your questionnaire please return it to Kitsap County Parks Department in the envelope provided. You do not need postage - it has already been paid.  
Please complete it now before it gets set aside and forgotten! Thank you!

Broomfield Open Space, Trails, Parks and Recreation Needs Assessment Survey 2002

Source: <http://www.ci.broomfield.co.us/openspace/BROOMFIELD%20-%20FINAL%20REPORT-3.pdf>

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# BROOMFIELD OPEN SPACE, TRAILS, PARKS AND RECREATION Needs Assessment Survey 2002

## Some Definitions . . .

The City and County's Master Plan has established some definitions that will be important to keep in mind during the planning process.

**Open Lands** are public and private lands acquired or preserved in the public interest. Open Lands include Park/Recreation Areas and Open Space.

**Park/Recreation Areas** are the most intensively developed and used types of Open Lands. They may include active recreation and cultural uses, play structures, irrigated turf and landscaping, hard surface areas and buildings.

**Open Space Areas** are parcels intentionally protected from development, and set aside for unstructured recreation and the appreciation of natural surroundings. They typically include water resources, wetlands or floodplains, scenic areas, critical wildlife habitat, native flora or fauna, productive agricultural lands, or cultural/historic resources.

**MARKING INSTRUCTIONS:**

- Use a No. 2 pencil or black ballpoint pen.
- Please do not use a felt tip pen.
- Make solid marks that fill response completely.
- Erase cleanly any marks you wish to change.
- Please do not make any stray markings on this form.

**CORRECT:**

**INCORRECT:**

## ASSESSMENT OF CURRENT OPEN SPACE, PARKS, RECREATION, & TRAILS

1. Overall, how well do you think the open space, trails, parks, recreation facilities, and recreation programs & activities provided by Broomfield are currently meeting the needs of the community?

Would you say they are meeting the needs of the community:

	Not At All	Not Very Much	Somewhat	Mostly	Completely
Open space	1	2	3	4	5
Trails	1	2	3	4	5
Parks	1	2	3	4	5
Recreation facilities	1	2	3	4	5
Recreation programs & activities	1	2	3	4	5

(Please mark a response for each of open space, trails, parks, recreation facilities, and recreation programs & activities.)

2. Please rate your overall satisfaction with the maintenance/physical condition of the following types of parks, recreational facilities, open space, or trails in Broomfield. Then, please rate your overall satisfaction with the availability (whether there are enough) of the same parks, recreational facilities, open space, or trails.

(On a 1-to-5 scale, 1 is "Not At All Satisfied" and 5 is "Very Satisfied." "DK/NO is "Don't Know/No Opinion.")

	MAINTENANCE / PHYSICAL CONDITION OF PARKS, FACILITIES, ETC.					DK/NO	ADEQUACY / AVAILABILITY OF PARKS, FACILITIES, ETC. (ARE THERE ENOUGH?)					DK/NO
	Not At All Satisfied	1	2	3	4		5	Very Satisfied	1	2	3	
Neighborhood parks	1	2	3	4	5	<input type="radio"/>	1	2	3	4	5	<input type="radio"/>
Large multi-use parks for both active and passive recreation	1	2	3	4	5	<input type="radio"/>	1	2	3	4	5	<input type="radio"/>
Open space areas	1	2	3	4	5	<input type="radio"/>	1	2	3	4	5	<input type="radio"/>
Off-street multi-use paths for hiking/biking/jogging	1	2	3	4	5	<input type="radio"/>	1	2	3	4	5	<input type="radio"/>
On-street bike lanes	1	2	3	4	5	<input type="radio"/>	1	2	3	4	5	<input type="radio"/>
Trailheads with parking	1	2	3	4	5	<input type="radio"/>	1	2	3	4	5	<input type="radio"/>
Interpretive signage	1	2	3	4	5	<input type="radio"/>	1	2	3	4	5	<input type="radio"/>
Conservation/critical wildlife habitats	1	2	3	4	5	<input type="radio"/>	1	2	3	4	5	<input type="radio"/>
Baseball or softball fields	1	2	3	4	5	<input type="radio"/>	1	2	3	4	5	<input type="radio"/>
Multi-use fields (soccer, football, etc.)	1	2	3	4	5	<input type="radio"/>	1	2	3	4	5	<input type="radio"/>
Athletic courts (tennis, basketball)	1	2	3	4	5	<input type="radio"/>	1	2	3	4	5	<input type="radio"/>
The Bay	1	2	3	4	5	<input type="radio"/>	1	2	3	4	5	<input type="radio"/>
Recreation Center	1	2	3	4	5	<input type="radio"/>	1	2	3	4	5	<input type="radio"/>
Public golf courses	1	2	3	4	5	<input type="radio"/>	1	2	3	4	5	<input type="radio"/>
Fishing areas	1	2	3	4	5	<input type="radio"/>	1	2	3	4	5	<input type="radio"/>
Playgrounds	1	2	3	4	5	<input type="radio"/>	1	2	3	4	5	<input type="radio"/>
<b>FEATURES WITHIN PARKS</b>												
Gardens/flower beds/landscaping	1	2	3	4	5	<input type="radio"/>	1	2	3	4	5	<input type="radio"/>
Picnic shelters/facilities	1	2	3	4	5	<input type="radio"/>	1	2	3	4	5	<input type="radio"/>
Permanent restrooms	1	2	3	4	5	<input type="radio"/>	1	2	3	4	5	<input type="radio"/>
Portable potties	1	2	3	4	5	<input type="radio"/>	1	2	3	4	5	<input type="radio"/>
Availability of drinking water fountains	1	2	3	4	5	<input type="radio"/>	1	2	3	4	5	<input type="radio"/>
Other: _____	1	2	3	4	5	<input type="radio"/>	1	2	3	4	5	<input type="radio"/>

PLEASE DO NOT WRITE IN THIS AREA



SERIAL #

## USE OF OPEN SPACE, PARKS, RECREATION FACILITIES & TRAILS

3. For each of the following Broomfield amenities, please indicate how often you and members of your household visited these areas over the past year.  
(Mark "Haven't Used/None" or "Don't Know/Unfamiliar With," as appropriate.)

	Haven't Used/					21 or more	Don't Know/ Unfamiliar With
	None	1 - 3	4 - 6	7 - 9	10 - 20		
Parks	<input type="radio"/>						
Open space areas	<input type="radio"/>						
Trails	<input type="radio"/>						
Outdoor sports facilities (e.g., baseball, softball, soccer fields, basketball courts)	<input type="radio"/>						
The Bay	<input type="radio"/>						
Recreation Center	<input type="radio"/>						
Historic park sites such as The Depot	<input type="radio"/>						
Skate parks	<input type="radio"/>						

4. What recreation facilities or amenities do you use in areas outside of Broomfield which you would like to have provided in Broomfield?

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5. In what leisure and recreational activities do you or members of your household (including children) participate on a regular basis?  
(MARK ALL THAT APPLY.)

YOURSELF / OTHER ADULTS			Never	Moderate	Frequent	:	Never	Moderate	Frequent	CHILDREN			
Aerobics	<input type="radio"/>	:	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	Aerobics	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>				
Baseball	<input type="radio"/>	:	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	Baseball	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>				
Basketball	<input type="radio"/>	:	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	Basketball	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>				
Bird/wildlife watching	<input type="radio"/>	:	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	Bird/wildlife watching	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>				
Bowling	<input type="radio"/>	:	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	Bowling	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>				
Canoeing	<input type="radio"/>	:	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	Canoeing	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>				
Climbing	<input type="radio"/>	:	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	Climbing	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>				
Cross-country skiing	<input type="radio"/>	:	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	Cross-country skiing	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>				
Exercising pet	<input type="radio"/>	:	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	Exercising pet	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>				
Fishing	<input type="radio"/>	:	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	Fishing	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>				
Football	<input type="radio"/>	:	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	Football	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>				
Golf	<input type="radio"/>	:	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	Golf	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>				
Hiking	<input type="radio"/>	:	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	Hiking	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>				
Horseback riding	<input type="radio"/>	:	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	Horseback riding	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>				
Ice hockey	<input type="radio"/>	:	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	Ice hockey	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>				
Ice skating	<input type="radio"/>	:	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	Ice skating	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>				
In-line hockey	<input type="radio"/>	:	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	In-line hockey	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>				
In-line skating/rollerblading	<input type="radio"/>	:	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	In-line skating/rollerblading	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>				
Jogging/running	<input type="radio"/>	:	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	Jogging/running	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>				
League/organized sports	<input type="radio"/>	:	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	League/organized sports	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>				
Mountain biking	<input type="radio"/>	:	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	Mountain biking	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>				
Picknicking	<input type="radio"/>	:	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	Picknicking	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>				
Road biking	<input type="radio"/>	:	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	Road biking	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>				
Skateboarding	<input type="radio"/>	:	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	Skateboarding	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>				
Soccer	<input type="radio"/>	:	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	Soccer	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>				
Softball	<input type="radio"/>	:	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	Softball	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>				
Swimming	<input type="radio"/>	:	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	Swimming	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>				
Tennis	<input type="radio"/>	:	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	Tennis	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>				
Ultimate frisbee/disc golf	<input type="radio"/>	:	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	Ultimate frisbee/disc golf	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>				
Visiting playgrounds	<input type="radio"/>	:	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	Visiting playgrounds	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>				
Volleyball	<input type="radio"/>	:	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	Volleyball	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>				
Weight lifting	<input type="radio"/>	:	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	Weight lifting	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>				
Other: _____	<input type="radio"/>	:	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	Other: _____	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>				

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## CULTURAL, ENVIRONMENTAL, & RECREATIONAL PROGRAMS

- 6a. Do you or members of your household participate in any of the following recreation program areas offered by Broomfield?  
6b. Which of these, if any, need to be expanded or improved?

6a. Participate	6b. Expand/Improve	
<input type="radio"/>	<input type="radio"/>	Athletic leagues
<input type="radio"/>	<input type="radio"/>	Swimming programs
<input type="radio"/>	<input type="radio"/>	Senior citizen programs
<input type="radio"/>	<input type="radio"/>	Special events
<input type="radio"/>	<input type="radio"/>	Cultural / arts programs
<input type="radio"/>	<input type="radio"/>	General educ., skills educ. (computer classes, cooking, etc.)
<input type="radio"/>	<input type="radio"/>	Day camp programs
<input type="radio"/>	<input type="radio"/>	Youth activities
<input type="radio"/>	<input type="radio"/>	Environmental education
<input type="radio"/>	<input type="radio"/>	Special needs/therapeutic
<input type="radio"/>	<input type="radio"/>	Volunteer programs (coaches, nature guides, adopt-a-trail, etc.)

7. What additional recreation programs would you like to see?

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No other recreation programs needed

## POLICY ADVICE ON OPEN SPACE, PARKS, RECREATION & TRAILS

8. A variety of actions might be proposed to manage the use of Broomfield open space, parks and trails. Please indicate your level of support for each below. If you feel neutral or uncertain, please indicate.

	Strongly Oppose	Oppose	Neutral	Support	Strongly Support	No Opinion/Uncertain
Require and strictly enforce dogs on leash in Broomfield parks and open space	<input type="radio"/>					
Provide fenced areas within parks for dogs to run off-leash	<input type="radio"/>					
Increase visibility of law enforcement	<input type="radio"/>					
Increase park maintenance	<input type="radio"/>					
Fence open space to prohibit vehicular access while allowing pedestrian/bike access	<input type="radio"/>					
Limit public access to critical wildlife habitat and natural areas	<input type="radio"/>					
Improve weed management in open space	<input type="radio"/>					

9. There are several types of properties which can be targeted in an open space acquisition/preservation program. For each type of property listed below, please tell us if you think it is very important, somewhat important, probably not needed, or definitely not needed.

	Definitely Not Needed	Probably Not Needed	Neutral	Somewhat Important	Very Important	No Opinion/Uncertain
Sensitive environmental areas such as wetlands	<input type="radio"/>					
Agricultural lands maintained as working farms with controlled public access	<input type="radio"/>					
Archaeological or historic sites	<input type="radio"/>					
Scenic lands	<input type="radio"/>					
Potential trail corridors	<input type="radio"/>					
Buffers between Broomfield and adjacent communities	<input type="radio"/>					
Lands accommodating both passive recreational uses and wildlife habitat	<input type="radio"/>					
Wildlife habitat such as prairie dog colonies, raptor nesting areas, etc.	<input type="radio"/>					
View corridors	<input type="radio"/>					
Wildlife and migration corridors	<input type="radio"/>					
Ditches and drainageways	<input type="radio"/>					

10. Would it be acceptable to you to have public recreation areas, such as large areas for athletic fields or parks, serve as buffers between Broomfield and adjacent communities?

Yes  No  No opinion/Uncertain

11. Do you think the public and private sectors have a responsibility to relocate prairie dogs to suitable open space as an alternative to eradication when new development is proposed on a site?

Yes  No  No opinion/Uncertain

PLEASE DO NOT WRITE IN THIS AREA



SERIAL #

12. When prairie dog populations are controlled, there are several methods that can be considered by the City and County of Broomfield. Please tell us to what extent you support or oppose Broomfield using each of these options listed below for controlling prairie dog populations. If you neither support nor oppose, please indicate as neutral. Please note that all of the costs outlined below are general estimates.

- Use captured prairie dogs in endangered species programs (such as feeding them to black-footed ferrets) or raptor recovery programs  
(Cost: \$80 to \$115 per prairie dog with Broomfield privately contracting for the work)
- Relocate prairie dogs to suitable open space, with typically 50% to 75% of them surviving  
(Cost: \$100 to \$200 per prairie dog with Broomfield privately contracting for the work)
- Relocate prairie dogs to suitable open space, with typically 50% to 75% of them surviving  
(Cost: \$0 to \$30 per prairie dog with Broomfield using volunteers when available and if timing of construction schedules permits)
- Poison prairie dogs  
(Cost: \$2 to \$8 per burrow with Broomfield privately contracting for the work)

Strongly Oppose	Mildly Oppose	Neutral	Mildly Support	Strongly Support	No Opinion/Uncertain
1	2	3	4	5	○
1	2	3	4	5	○
1	2	3	4	5	○
1	2	3	4	5	○

13. For each city action or policy listed below related to the use of our trails, please tell us if you think it is very important, somewhat important, probably not needed, or definitely not needed.

- Provide separate paths for horseback riding in certain areas
- Develop designated on-street bike lanes
- Develop off-street multi-use paths for recreational cycling and walking
- Provide different types of bike trails appropriate to different types of users  
(recreational family cyclists vs. high speed/high mileage cyclists)
- Provide trailhead parking
- Provide bicycle racks
- Provide better way-finding maps and signage
- Provide opportunities for education or interpretation along trails
- Reduce conflicts between bicyclists and pedestrians
- Prohibit motorized scooters from paths and trails
- Improve maintenance—specify: \_\_\_\_\_
- Other—specify: \_\_\_\_\_

Definitely Not Needed	Probably Not Needed	Neutral	Somewhat Important	Very Important	No Opinion/Uncertain
1	2	3	4	5	○
1	2	3	4	5	○
1	2	3	4	5	○
1	2	3	4	5	○
1	2	3	4	5	○
1	2	3	4	5	○
1	2	3	4	5	○
1	2	3	4	5	○
1	2	3	4	5	○
1	2	3	4	5	○
1	2	3	4	5	○

14. Where are trail connections/links most needed? \_\_\_\_\_

15. The Plan may consider establishing goals for access to open space, parks, athletic fields and recreation facilities. What level of priority should the Plan give to each of the following?

	P R I O R I T Y		
	Low	Medium	High
Walking access to a <u>neighborhood park</u> from home	L	M	H
Walking access to a <u>community park</u> from home	L	M	H
Walking access to <u>open space areas</u> from home	L	M	H

16. What is the maximum walking time you feel a neighborhood park should be from most residents' homes?

- 5 minutes
- 10 minutes
- 15 minutes
- 20 minutes
- 25 minutes
- 30 minutes

17. What is the maximum walking time you feel an open space area should be from most residents' homes?

- 5 minutes
- 10 minutes
- 15 minutes
- 20 minutes
- 25 minutes
- 30 minutes

18. How much of a priority do you believe Broomfield should place on being a model for water conservation efforts, such as investing in systems that use water more efficiently.

- Major priority
- Moderate priority
- Minor priority
- Not a priority
- Don't know

19. Do you ride a bike (MARK ALL THAT APPLY):

- To work
- To school
- Recreationally
- Don't ride bikes

20. (IF YOU HAVE CHILDREN) Do your children ride a bike (MARK ALL THAT APPLY):

- To work
- To school
- Recreationally
- Don't ride bikes

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## FUTURE AMENITY UPGRADES & IMPROVEMENTS TO OPEN SPACE, PARKS, RECREATION & TRAILS

In giving your responses to the following questions as to just how important any action or improvement would be, please recognize there are always implications to providing any new service—not everything can be done all at once and/or cutbacks in other areas could be necessary.

21. Listed below are some projects to which Broomfield could allocate financial resources. For each amenity, please tell us if you think it is very important, somewhat important, probably not needed, or definitely not needed. If you feel neutral, please indicate.

	Definitely Not Needed	Probably Not Needed	Neutral	Somewhat Important	Very Important	No Opinion/Uncertain
A On-street bike lanes	1	2	3	4	5	○
B Off-street multi-use recreational paths	1	2	3	4	5	○
C Acquisition of open space lands	1	2	3	4	5	○
D Improved maintenance/management of open space lands (e.g., signage, picnic shelters, etc.)	1	2	3	4	5	○
E Enhancement of habitat to critical wildlife areas	1	2	3	4	5	○
F Enhancement of fishing areas	1	2	3	4	5	○
G Nature education center	1	2	3	4	5	○
H Community gardens	1	2	3	4	5	○
I Arboretum	1	2	3	4	5	○
J Preservation of historic sites such as Brunner Farmhouse	1	2	3	4	5	○
K Acquire land and build large parks for general park use (including picnic use, informal field sports, children's play areas, special events, large gathering areas, etc.)	1	2	3	4	5	○
L Acquire land and build large parks dedicated to organized field sports (soccer, football, softball, etc.)	1	2	3	4	5	○
M Acquire land and build small neighborhood parks for general park use	1	2	3	4	5	○
N Remodel current recreation center	1	2	3	4	5	○
O Build new neighborhood recreation centers	1	2	3	4	5	○
P Add a third larger regional recreation center 5 to 10 years from now (including indoor pool, weight room, cardio, dance studio, etc.)	1	2	3	4	5	○
Q Additional outdoor swimming pool	1	2	3	4	5	○
R Skateboard/in-line skate park	1	2	3	4	5	○
S Outdoor in-line hockey arena	1	2	3	4	5	○
T Disc (Frisbee) Golf Course	1	2	3	4	5	○
U BMX bicycle course	1	2	3	4	5	○
V Ice arena	1	2	3	4	5	○
W Indoor soccer facility	1	2	3	4	5	○
X Water park	1	2	3	4	5	○
Y Dog park	1	2	3	4	5	○
Z Fairgrounds	1	2	3	4	5	○
AA Improve the quality of existing recreation programming and activities	1	2	3	4	5	○
BB Expand recreation programming and activities (classes, special events, sports leagues, competitions)	1	2	3	4	5	○
CC Increase/improve level of day-to-day maintenance of existing facilities—such as:	1	2	3	4	5	○

22. Of the amenities listed in Q.21 above, which do you consider to be the TOP FOUR priorities? (Please select ONE choice each for first, second, third, and fourth priority.)

First priority: (A B C D E F G H I J K L M N O P Q R S T U V W X Y Z AA BB CC)

Second priority: (A B C D E F G H I J K L M N O P Q R S T U V W X Y Z AA BB CC)

Third priority: (A B C D E F G H I J K L M N O P Q R S T U V W X Y Z AA BB CC)

Fourth priority: (A B C D E F G H I J K L M N O P Q R S T U V W X Y Z AA BB CC)

23. Any final comments/observations regarding open space, parks, recreation or trails? (Please use last page of survey, if additional space is needed.)

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Please use this space for any additional comments/observations regarding open space, parks, recreation or trails.

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## **Appendix B: Park Inventory Examples**

Kitsap County Parks and Recreation Facilities  
Bellevue Subarea Inventory

# Kitsap County Parks and Recreation Facilities

FACILITY TYPE	TOTAL	GOVERNING AGENCY																				
		Kitsap County	Bremerton Parks	Poulsbo Parks	City of Port Orchard	Bainbridge Island Parks Dist.	S. Kitsap Park Dist.	State Parks	Bainbridge Island School District	Bremerton School District	North Kitsap School District	Central Kitsap School District	South Kitsap School District	State Dept. of Natural Resources	State Dept. of Fish and Wildlife	University of Washington	Port Districts	Kitsap Land Trust	Indianola Land Trust	Bainbridge Island Land Trust	Other Private	
OPEN SPACE (acres)	16274.30	956.86	7247.90	56.74		825.49								5424.00	293.51	280.25						1189.55
REGIONAL PARKS (acres)	3131.42	922.82	410.00				200.00	1191.05														407.55
COMMUNITY PARKS (acres)	1019.49	213.97	189.62	70.22	26.41	157.77																
<b>TOTALS</b>	<b>20425.21</b>	<b>2093.65</b>	<b>7847.52</b>	<b>126.96</b>	<b>26.41</b>	<b>983.26</b>	<b>200.00</b>	<b>1191.05</b>	<b>36.10</b>	<b>50.00</b>	<b>50.40</b>	<b>140.00</b>	<b>85.00</b>	<b>5424.00</b>	<b>293.51</b>	<b>280.25</b>	<b>0.00</b>	<b>0.00</b>	<b>0.00</b>	<b>0.00</b>	<b>0.00</b>	<b>1597.10</b>
SHORELINE (1,000 LF)	70.02	19.74	7.67	3.44	1.05	4.33		27.20							0.93	1.30						4.36
<b>ATHLETIC FACILITIES</b>																						
INDOOR GYMNASIUMS (1,000 SF)	247.23	2.88				33.50				48.60	47.00	86.25	20.00									9
SWIMMING POOLS(1,000 SF)	46.78					3.38			9.00		5.40	4.00	25.00									
RAQUETBALL COURTS	0.00																					
BASKETBALL COURTS	27.50								3.00	11.00	2.50											
BASKETBALL-OUTDOOR, UNCOVERED	38.00	5.00	7.00	1.00	3.00	3.00			1.00	17.00	1.00											
VOLLEYBALL COURTS	15.00										15.00											
VOLLEYBALL-OUTDOOR UNCOVERED	16.00	3.00	4.00			3.00				6.00												
VOLLEYBALL-OUTDOOR, SAND	0.00																					
TENNIS COURTS	0.00																					
TENNIS-OUTDOOR, UNCOVERED	63.00	9.00	16.00			12.00			6.00	8.00	3.00	5.00	4.00									
TENNIS-INDOOR	0.00																					
JOGGING TRACK (miles)	9.66			0.33		1.83		1.25	0.25	2.00	0.75	2.75	0.50									
BMX TRACK	1.00							1.00														
SKATEBOARD FACILITIES	1.00	1.00																				
SKATEBOARD FACILITIES, WOOD/METAL	3.00		1.00	1.00				1.00														
FOOTBALL FIELDS	15.00					1.00																
FOOTBALL-NONREGULATION	9.00	1.00	1.00			1.00			1.00	3.00		1.00	2.00									
SOCCER FIELDS	28.00	8.00	4.00			3.00			1.00	2.00	1.00	6.00	3.00									
SOCCER-NONREGULATION	53.00	4.00	1.00						4.00	10.00	6.00	19.00	9.00									
BASEBALL/SOFTBALL FIELDS 250+	7.00	4.00										1.00	2.00									
BASEBALL/SOFTBALL-250+UNLIGHTED	37.00	2.00	6.00		4.00	6.00	3.00		3.00	1.00	4.00	8.00										
BASEBALL/SOFTBALL FIELDS 200+	0.00																					
BASEBALL/SOFTBALL-200, UNLIGHTED	51.00	8.00								6.00	7.00	17.00	13.00									
BASE/SOFTBALL-NONREGULATION	33.00	11.00			2.00				2.00	14.00	4.00											
MULTI-PURPOSE FIELD (soccer/baseball)	2.00											1.00	1.00									
INDOOR FIELDHOUSE	0.00																					
ICE SKATING RINK	0.00																					
<b>TRAILS</b>																						
WALK/HIKING TRAILS (miles)	29.48	8.35	4.70			7.63		2.30	5.00			1.50										
MULTI-PURPOSE TRAILS (miles)	12.13					1.83		1.30						9.00								
ESQUESTRIAN TRAILS (miles)	4.00					4.00																
MOUNTAIN BIKE TRAILS (miles)	4.50					4.50																
<b>OUTDOOR LEISURE ACTIVITIES</b>																						
PLAYAREAS COVERED	31.00								7.00	2.00		11.00	11.00									
PLAYAREAS UNCOVERED	97.00	11.00	15.00	5.00	4.00	6.00	1.00		12.00	10.00	10.00	12.00	11.00									
PICNIC SHELTERS	6.00		6.00																			
CAMPING	276.00							266.00						10.00								
VEHICLE CAMPING	0.00																					
SWIMMING linear feet)	2292.00	1512.00																				
BOATING	23.00	6.00	3.00					2.00														
GOLF COURSES (# of holes)	126.00	18.00	36.00																			72
NATURE/INTERPRETIVE CENTERS	0.00																					
DIVING FACILITIES	0.00																					

# Bellevue Subarea Inventory

Subarea	Community Parks (ac)	Neighborhood Parks (ac)	Mini Parks (ac)	Open Space / Undeveloped (ac)	Trails (mi)	Waterfront (lf)	Soccer Fields	Multi-Use Fields	Baseball/Softball Fields	Play Areas	Tennis Courts	Basketball Courts	Picnic Shelters	Gyms	Community Building (s)	Comm. Rec Center
Bel-Red / Northup Subarea	11.6	0.0	1.3	9.0	1.5	0	0	0	2	1	2	0	0	1	0	1
Bridle Trails Subarea	124.1	14.2	2.0	37.6	6.5	0	0	1	0	2	4	2	0	0	0	1
Crossroads Subarea	34.4	4.2	0.0	22.9	1.6	0	0	1	0	3	5	4	0	1	1	1
Downtown Subarea	20.4	3.1	0.8	0.6	2.2	0	0	1	0	1	0	0	0	0	0	0
Eastgate Subarea	43.8	4.5	5.1	25.0	9.9	0	1	0	0	3	10	3	0	0	4	0
Factoria Subarea	91.0	7.0	4.9	140.0	10.5	4,083	0	0	0	4	1	1	1	0	0	0
Newcastle Subarea	203.8	34.3	20.3	169.3	16.4	0	0	1	3	10	7	6	6	0	1	0
Newport Hills Subarea	0.0	4.4	0.5	194.2	2.6	0	1	0	1	1	0	0	0	0	0	0
North Bellevue Subarea	13.3	19.1	0.9	7.3	2.3	1,362	0	0	3	5	3	2	0	0	2	0
Northeast Bellevue Subarea	40.1	18.0	0.0	19.0	2.8	0	1	1	1	4	0	2	0	0	1	0
Richards Valley Subarea	219.5	1.9	4.5	69.6	7.6	0	0	0	1	2	2	2	0	0	0	0
Southeast Bellevue Subarea	255.8	18.0	1.3	10.8	13.2	130	1	0	3	2	0	3	1	0	2	0
Southwest Bellevue Subarea	171.2	26.5	0.3	2.7	8.2	1,859	0	0	3	5	4	2	1	0	1	0
Wilburton Subarea	180.0	0.0	0.3	8.3	8.8	0	1	0	2	2	0	0	1	0	3	0
Outside City	19.90	0	0	0	0	0	0	0	3	0	0	0	0	0	0	0
<b>Total:</b>	<b>1429.0</b>	<b>155.2</b>	<b>42.3</b>	<b>716.3</b>	<b>94.1</b>	<b>7,433</b>	<b>5</b>	<b>5</b>	<b>22</b>	<b>45</b>	<b>38</b>	<b>27</b>	<b>10</b>	<b>2</b>	<b>15</b>	<b>3</b>

## Bel-Red / Northup

	Total Acres	Trails (mi)	Waterfront (lf)	Soccer Fields	Multi-use Fields	Baseball/Softball Fields	Play Areas	Tennis Courts	Basketball Courts	Picnic Shelters	Gyms	Community Building (s)	Comm. Rec Center
<b>Public Park and Open Space System</b>	<b>21.95</b>	<b>1.53</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>2</b>	<b>1</b>	<b>2</b>	<b>0</b>	<b>0</b>	<b>1</b>	<b>0</b>	<b>1</b>
Community Parks	11.61	0.79	0	0	0	2	1	2	0	0	1	0	1
Highland Park & Community Center	11.61	0.79				2	1	2			1		1
Neighborhood Parks	0.00	0.00	0	0	0	0	0	0	0	0	0	0	0
Mini Parks	1.34	0.06	0	0	0	0	0	0	0	0	0	0	0
Commissioners Waterway	1.34	0.06											
Open Space / Undeveloped	9.00	0.00	0	0	0	0	0	0	0	0	0	0	0
Utilities Open Space Sites	9.00												
Trail Systems		0.68											
140th Trail*		0.68											
<b>Public School Sites / Library</b>	<b>0.00</b>	<b>0.00</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Private Schools/Parks</b>	<b>0.00</b>	<b>0.00</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>1</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>1</b>	<b>1</b>	<b>0</b>
Eastside YMCA							1				1	1	

\*In multiple Subareas

## **Appendix C: Comparison of Recreational Districts**

**Park and Recreational District (Chapter 36.69 RCW), Metropolitan Park District (Chapter 35.61 RCW), and Park and Recreational Service Area (RCW 36.68.400 - .620)**

Note: this is a summary; consult statutes for actual provisions.

<b>Park and Recreation District</b> <a href="#"><u>Chapter 36.69 RCW</u></a>	<b>Park and Recreation Service Area</b> <a href="#"><u>RCW 36.68.400 - .620</u></a>	<b>Metropolitan Park District</b> <a href="#"><u>Chapter 35.61 RCW</u></a>
<p><b>History</b></p> <p>Chapter 58 Laws of 1957 authorized class AA counties to establish Park and Recreation Districts. Second, eighth, and ninth-class counties were given similar authority in 1959. No districts were formed under the original Recreation District Act for Counties. According to a 1982 Interagency Committee for Outdoor Recreation (IAC) survey, 25 districts were formed after 1970 and ten after 1980. Most were formed to provide general recreation services or were formed solely to finance a new swimming pool or finance an existing one. <i>Recreation Resources: A Heritage for the Future, IAC 1986. Number: 54/56</i></p>	<p><b>History</b></p> <p>Chapter 218 Laws of 1963 gave first class counties authority to establish park and recreation service areas in unincorporated areas within the county. In 1965, the authority to was extended to all counties. The ability to fund zoos and aquariums was added in 1985.</p>	<p><b>History</b></p> <p>Chapter 98, Laws of 1907 authorized cities of the first class to create metropolitan park districts (MPD). The statutes were amended by Chapter 88, Laws of 2002.</p> <p>Prior to 2002, cities under 5,000 and counties could not create metropolitan park districts. Now all cities and counties may form MPDs that include territory in portions of one or more cities or counties.</p> <p>The first MPD was formed by Tacoma in 1907. A second district was formed in Yakima around 1945 and functioned until 1969. After the 2002 amendments, several MPDs were formed.</p>
<p><b>Purpose</b></p> <ul style="list-style-type: none"> <li>To provide leisure time activities and facilities and recreational facilities, of a nonprofit nature as a public service to the residents of the geographical areas included within their boundaries. <i>(RCW 36.69.010)</i></li> </ul>	<p><b>Purpose</b></p> <ul style="list-style-type: none"> <li>To finance, acquire, construct, improve, maintain, or operate any park, senior citizen activities center, zoo, aquarium, and, or recreational facilities as defined in RCW 36.69.010 which shall be owned or leased, and administered by a city or town, or park and recreation service area. <i>(RCW 36.68.400)</i></li> <li>To provide a higher level of park service. <i>(RCW 36.68.590)</i></li> </ul>	<p><b>Purpose</b></p> <ul style="list-style-type: none"> <li>To provide for the management, control, improvement, maintenance, and acquisition of parks, parkways, boulevards, and recreational facilities.</li> </ul>

<p><b>Government Type</b></p> <ul style="list-style-type: none"> <li>• Municipal corporation. (RCW 36.69.010)</li> </ul>	<p><b>Government Type</b></p> <ul style="list-style-type: none"> <li>• Quasi-municipal corporation and independent taxing authority and taxing district possessing all the usual powers of a corporation for public purposes. (RCW 36.68.400)</li> </ul>	<p><b>Government Type</b></p> <ul style="list-style-type: none"> <li>• Municipal corporation. (RCW 35.61.040)</li> </ul>
<p><b>Function and Powers</b></p> <ul style="list-style-type: none"> <li>• Acquire and hold real and personal property;</li> <li>• To dispose of real and personal property;</li> <li>• To make contracts;</li> <li>• To sue and be sued;</li> <li>• To borrow money</li> <li>• To grant concessions;</li> <li>• To make or establish charges, fees, rates, rentals and the like for the use of facilities (including recreational facilities) or for participation;</li> <li>• To make and enforce rules and regulations governing the use of property, facilities, or equipment and the conduct of persons thereon;</li> <li>• To contract with any municipal corporation, governmental, or private agencies for the conduct of park and recreation programs;</li> <li>• To operate jointly with other governmental units any facilities; or</li> <li>• To hold in trust or manage public property;</li> <li>• To establish cumulative reserve funds;</li> </ul>	<p><b>Function and Powers</b></p> <ul style="list-style-type: none"> <li>• Acquire, construct, own or lease, operate parks, senior citizen activities centers, zoos, aquariums, and recreational facilities. (RCW 36.68.400)</li> <li>• To make contracts. (RCW 36.68.400)</li> <li>• To sue and be sued. (RCW 36.68.400)</li> <li>• May impose and collect charge use fees or other direct charges on facilities financed by the park &amp; recreation area. (RCW 36.68.550)</li> <li>• Legislative authority may allow admission fees and charges on persons using facilities located within a park and recreation service area. (RCW 36.68.550)</li> <li>• May exercise any of the powers enumerated in Chapter 67.20 RCW (Parks, Bathing Beaches, Public Camps.) (RCW 36.68.600)</li> <li>• May enter into contract with any organization referred to in Chapter 67.20 RCW to conduct recreational program. (RCW 67.20.020)</li> <li>• Power to enact and enforce such</li> </ul>	<p><b>Function and Powers</b></p> <ul style="list-style-type: none"> <li>• May purchase, acquire, and condemn lands within or without the boundaries of park district</li> <li>• May issue and sell warrants, short-term obligations, or general obligation bonds</li> <li>• May issue revenue bonds</li> <li>• Can petition for the creation of local improvement districts</li> <li>• May employ counsel, provide for park police officers, secretary of the board, and all necessary employees</li> <li>• May establish civil service for employees</li> <li>• Has power to regulate, manage and control, improve, acquire, extend and maintain, open and lay out parks, parkways, boulevards, avenues, aviation landings, and playgrounds, within or without the park district,</li> <li>• Has power to authorize, conduct, and manage <ul style="list-style-type: none"> <li>• The letting of boats or other amusement apparatus,</li> <li>• The operation of bath houses,</li> <li>• The purchase and sale of</li> </ul> </li> </ul>

<ul style="list-style-type: none"> <li>• To acquire, construct, reconstruct, maintain, repair, add to, and operate recreational facilities; and,</li> <li>• To make improvements or to acquire property by the local improvement method. <i>(RCW 36.69.130)</i></li> </ul>	<p>police regulations not inconsistent with constitution and state laws as necessary for the government and control of the same. <i>(RCW 67.20.010)</i></p> <ul style="list-style-type: none"> <li>• May accumulate reserves for stated capital purpose. <i>(RCW 36.68.530)</i></li> <li>• May hire employees and may fund salaries and benefits of county, city, or town park employees who perform work within the service area. <i>(RCW 36.68.541)</i></li> <li>• May exercise power of eminent domain. <i>(RCW 36.68.555)</i></li> </ul>	<p>foodstuffs or other merchandise,</p> <ul style="list-style-type: none"> <li>• The giving of vocal or instrumental concerts or other entertainments,</li> <li>• The management and conduct of such forms of recreation or business as it shall judge desirable or beneficial for the public, or for the production of revenue for expenditure for park purposes;</li> <li>• May sell, exchange, or otherwise dispose of surplus property.</li> <li>• Can annex territory.</li> </ul>
<p><b>Formation</b></p> <ul style="list-style-type: none"> <li>• By petition signed by not less than 15 percent of the registered voters residing within the area. The petition shall designate the boundaries or describe the land to be included. It is to set forth the objective and state the benefit of the district. <i>(RCW 36.69.020)</i></li> <li>• Requires resolution of city or town approving inclusion of the area with the corporate limits of city or town. <i>(RCW 36.69.030)</i></li> </ul>	<p><b>Formation</b></p> <ul style="list-style-type: none"> <li>• In any unincorporated area by resolution adopted by county legislative body or by petition of 10 percent of registered voters in area. <i>(RCW 36.68.410)</i></li> <li>• Contents of petition or resolution to contain: <ul style="list-style-type: none"> <li>• Boundaries of the service area.</li> <li>• Description of the purpose or purposes.</li> <li>• An estimate of the initial cost of any capital improvements or services to be authorized in the service area. <i>(RCW 36.68.420)</i>.</li> </ul> </li> <li>• May include incorporated cities or towns. Requires resolution of city or</li> </ul>	<p><b>Formation</b></p> <ul style="list-style-type: none"> <li>• May include territory located in portions or all of one or more cities or counties, or one or more cities and counties, when created or enlarged.</li> <li>• Can be initiated by petition of at least 15 percent of the registered in the area and submitted to the county auditor of each county in which all or a portion of the proposed district would be located. <i>(RCW 35.61.020)</i></li> <li>• Can be initiated by a resolution of the governing body or bodies of each city and/or county which includes a portion or all of the area in the district.</li> <li>• Petition or resolution submitting the question to the voters shall indicate the choice and describe the composition of the initial board of commissioners of</li> </ul>

	<p>town approving inclusion of the area within the corporate limits of city or town. <i>(RCW 36.68.610)</i></p> <ul style="list-style-type: none"> <li>Provision for verification of signatures are found in RCW 36.68.430.</li> </ul>	<p>the district that is proposed under RCW 35.61.050 and shall list a name for the district. <i>(RCW 35.61.030)</i></p>
<p><b>Feasibility and Cost Studies</b></p> <ul style="list-style-type: none"> <li>No requirements noted.</li> </ul>	<p><b>Feasibility and Cost Studies</b></p> <ul style="list-style-type: none"> <li>Upon accepting petition or on passage of resolution, the county legislative body orders an investigation of the feasibility of the proposed service area and determines initial costs. A report is to be available within 80 days of accepting the petition. <i>(RCW 36.68.440)</i></li> </ul>	<p><b>Feasibility and Cost Studies</b></p> <ul style="list-style-type: none"> <li>None required.</li> </ul>
<p><b>State Environmental Policy Act (SEPA) Review</b></p> <p>Since "creation of a district" is defined by SEPA regulations (<a href="#">WAC 197-11-704(2)(b)(iv)</a>) as a "nonproject action," the proposed establishment of a park and recreation district is subject to SEPA review, which, at a minimum, requires a threshold determination under <a href="#">WAC 197-11-310(1)</a>.</p>	<p><b>State Environmental Policy Act (SEPA) Review</b></p> <p>Since "creation of a district" is defined by SEPA regulations (<a href="#">WAC 197-11-704(2)(b)(iv)</a>) as a "nonproject action," the proposed establishment of a park and recreation service area is subject to SEPA review, which, at a minimum, requires a threshold determination under <a href="#">WAC 197-11-310(1)</a>.</p>	<p><b>State Environmental Policy Act (SEPA) Review</b></p> <p>Since "creation of a district" is defined by SEPA regulations (<a href="#">WAC 197-11-704(2)(b)(iv)</a>) as a "nonproject action," the proposed establishment of a metropolitan park district is subject to SEPA review, which, at a minimum, requires a threshold determination under <a href="#">WAC 197-11-310(1)</a>.</p>
<p><b>Hearing</b></p> <ul style="list-style-type: none"> <li>The Board of County Commissioners holds a hearing on petition within 60 days of receipt. <i>(RCW 36.69.040)</i></li> <li>Following the hearing, the board designates a name or number of the</li> </ul>	<p><b>Hearing</b></p> <ul style="list-style-type: none"> <li>Within 20 days after the report is available, the county is to hold a hearing on the findings and determine whether the petition is accepted or dismissed. <i>(RCW 36.68.460)</i></li> </ul>	<p><b>Hearing</b></p> <ul style="list-style-type: none"> <li>None required for formation.</li> <li>Hearing is required for annexation.</li> </ul>

<p>district and fixes boundaries. (RCW 36.69.050)</p>	<ul style="list-style-type: none"> <li>• At the conclusion of the hearing, the county legislative body makes its determination for acceptance or dismissal based on the following: <ul style="list-style-type: none"> <li>• Whether service areas objectives fit within framework of the county's park comprehensive plan and general park policies;</li> <li>• Exact boundaries of the service area;</li> <li>• Full definition or explanation of improvements to be financed;</li> <li>• Whether or not objectives of the service area are feasible;</li> <li>• Number or name of service area.</li> </ul> </li> <li>• If satisfactory findings are made by the board of county commissioners, it orders an election. If satisfactory findings cannot be made, the petition is dismissed.</li> </ul>	
<p><b>Resubmittal of Petition</b></p> <ul style="list-style-type: none"> <li>• No restrictions noted.</li> </ul>	<p><b>Resubmittal of Petition</b></p> <ul style="list-style-type: none"> <li>• If rejected, a new petition for the same area cannot be submitted for two years. (RCW 36.68.460)</li> </ul>	<p><b>Resubmittal of Petition</b></p> <ul style="list-style-type: none"> <li>• Not addressed.</li> </ul>

### Election to Form District

- Ballot proposition authorizing the park and recreation district is submitted to voters at next general state election occurring 60 or more days after board fixes boundaries.
- Initial park and recreation commissioners are elected at same election.
- Ballot proposition shall be stated in such manner that the voters may indicate yes or no upon the proposition forming the proposed park and recreation district. *(RCW 36.69.070)*
- Proposition for initial capital or operational costs can be included at same general election (regular property tax, excess levy or GO Bonds, and bond retirement levy) to create district. *(RCW 36.69.065)*

### Election to Form District

- If satisfactory findings are made as outlined in RCW 36.68.460, the county legislative authority orders an election of the voters in the proposed service area to take place at the next general election or at a special election held for such purpose. *(RCW 36.68.470)*
- Ballot proposition form is in RCW 36.68.470.
- Proposition for initial capital or operational costs can be included at same general election (regular property tax, excess levy or GO Bonds, and bond retirement levy) to create district. *(RCW 36.68.480)*

### Election to Form District

- *Where No Boundary Review Board Exists*
  - Proposition authorizing creation of a MPD shall appear at the next general election, or at the next special election date specified under RCW 29.13.020 occurring 60 or more days after the last resolution proposing the district is adopted, or the date the county auditor certifies the petition.
  - Where a petition is filed with two or more county auditors, the county auditors shall confer and issue a joint certification.
- *Where Boundary Review Board Exists*
  - Notice of the proposal shall be filed with the boundary review board.
  - A special election is held on the date specified under RCW 29.13.020 that is 60 or more days after approved by boundary review board.
  - No boundary review board review required if the proposed district only includes one or more cities.
- Ballot proposition to contain words:

"For the formation of a metropolitan park district to be governed by [insert board composition described in ballot proposition]."

		<p>"Against the formation of a metropolitan park district."</p> <ul style="list-style-type: none"> <li>Election of Commissioners; see <a href="#">Election of Five Commissioners At Formation</a></li> </ul>
<p><b>Passage of Proposition</b></p> <ul style="list-style-type: none"> <li>Requires approval by majority of all votes cast. <i>(RCW 36.69.080)</i></li> </ul>	<p><b>Passage of Proposition</b></p> <ul style="list-style-type: none"> <li>Requires approval by a majority of the voters voting. <i>(RCW 36.68.500)</i></li> </ul>	<p><b>Passage of Proposition</b></p> <ul style="list-style-type: none"> <li>Requires approval by a majority of the voters voting. <i>(RCW 35.61.040)</i></li> </ul>
<p><b>Governing Body</b></p> <ul style="list-style-type: none"> <li>Board of five commissioners elected from designated districts for staggered, four year terms; election held in conjunction with general election in odd numbered years. <i>(RCW 36.69.090)</i></li> <li>Duties are: <ul style="list-style-type: none"> <li>Elect chairman, secretary, and such other officers as it may determine it requires;</li> <li>Hold regular public meetings at least monthly;</li> <li>Adopt policies governing transaction of board business, keeping of records, resolutions, transactions, findings and determinations, which shall be of public record;</li> <li>Initiate, direct, and administer district park and</li> </ul> </li> </ul>	<p><b>Governing Body</b></p> <ul style="list-style-type: none"> <li>Members of county legislative authority, acting ex officio if within county. If a city or town included, the Park and Recreation Service Area is governed by an interlocal cooperation agreement. If it is a multi-county area, it is governed by interlocal cooperation agreement. <i>(RCW 36.68.400)</i></li> </ul>	<p><b>Governing Body</b></p> <p>The metropolitan park board may be composed in any of the following alternatives:</p> <ul style="list-style-type: none"> <li>Five commissioners may be elected at the same election creating the district;</li> <li>For a district located entirely within one city or the unincorporated area of one county, the legislative authority of the city or county may act as the metropolitan park board; or</li> <li>For a district located in multiple cities or counties, each legislative authority may appoint one or more members to serve as the board.</li> <li>The governing structure of an existing (before June 13, 2002) metropolitan park district may not be changed without the approval of the voters <i>(RCW 36.61.050)</i></li> <li>Vacancies filled in accordance with Ch.</li> </ul>

<p>recreation activities, and select and employ such properly qualified employees as it may deem necessary. (RCW 36.69.120)</p> <ul style="list-style-type: none"> <li>• Vacancies filled in accordance with Chapter 42.12 RCW</li> </ul>		<p>42.12 RCW [RCW 35.61.050(2)]. If more than one city or county, may fill vacancy by terms of interlocal agreement [RCW 35.61.050(4)].</p>
<p><b>Finance - Revenue Authority</b></p> <ul style="list-style-type: none"> <li>• Regular property tax levy (maximum of \$0.60 per \$1000 assessed valuation) for a six-year period authorized when 60 percent of the voters in an election vote "yes" with a voter turnout equal at least to 40 percent of those voting in the last general election. Alternatively, as long as the number of "yes" votes is equal to at least 60 percent times 40 percent of the number of people voting in the last general election, the measure will pass. (RCW 36.69.145)</li> <li>• Limit on regular levy: Park and Recreation District will have levy capacity diminished if aggregate of junior and senior taxing district exceeds the \$5.90 limit. [RCW 84.52.043(2)(a)]</li> <li>• Charges, fees, rates, rentals, and the like for the use of facilities (including recreational facilities) or for participation. (RCW 36.69.130)</li> </ul>	<p><b>Finance - Revenue Authority</b></p> <ul style="list-style-type: none"> <li>• Regular property tax levy (maximum of \$0.60 per \$1000) for a six-year period authorized when 60 percent of the voters in an election vote "yes" with a voter turnout equal at least to 40 percent of those voting in the last general election. Alternatively, as long as the number of "yes" votes is equal to at least 60 percent times 40 percent of the number of people voting in the last general election, the measure will pass. (RCW 36.68.525)</li> <li>• Limit on regular levy: Park and Recreation Service Areas will have levy capacity diminished if aggregate of junior and senior taxing district exceeds the \$5.90 limit. (RCW 84.52.043(2)(a))</li> <li>• May charge fees or other direct charges on facilities. (RCW 36.68.550)</li> </ul>	<p><b>Finance - Revenue Authority</b></p> <ul style="list-style-type: none"> <li>• Two regular property tax levies available - 50 cents/\$1000 assessed valuation and one of 25 cents. They are considered one levy for the purposes of the levy limits in Chapter 84.55 RCW, but they have different rankings in the prorationing statute. Levy is permanent. (See <a href="#">Tax Authority</a> on <a href="#">Metropolitan Park District Finance</a> page)</li> <li>• Conduct forms of recreation or business beneficial for the public, or for the production of revenue for expenditure for park purposes. (RCW 35.61.130)</li> </ul>

<p><b>Excess Levies and Bonds</b></p> <ul style="list-style-type: none"> <li>• Annual excess tax levy proposition for operating funds, capital outlay funds, and cumulative reserve funds as authorized by RCW 84.52.052. (RCW 36.69.140)</li> <li>• May issue general obligation debt, equal to 1 and ¼ percent of the assessed valuation within the district. Of this 1 ¼ percent, 3/8 percent may be nonvoted (also called councilmanic) debt. The rest must be voted. Sixty percent of those voting must vote "yes" and the voter turnout must be at least 40 percent of that of the last general election. (RCW 36.69.140)</li> <li>• May issue LID bonds. (RCW 36.69.200)</li> <li>• May issue revenue bonds. (RCW 36.69.350)</li> </ul>	<p><b>Excess Levies and Bonds</b></p> <ul style="list-style-type: none"> <li>• Annual excess tax levy proposition for operating funds, capital outlay funds, and cumulative reserve funds as authorized by RCW 84.52.052. (RCW 36.68.520)</li> <li>• May issue voted general obligation debt equal to 2 1/2 of the assessed valuation within the service area. Of this 2 1/2 percent, 3/8 percent may be non-voted (also called councilmanic debt). The rest must be voted. Sixty percent of those voting must vote "yes" and the voter turnout must be at least 40 percent of that of the last general election. (RCW 36.68.520)</li> </ul>	<p><b>Excess Levies and Bonds</b></p> <ul style="list-style-type: none"> <li>• Authorized to levy general tax in excess of its regular property tax levy or levies when authorized to do so at a special election. (RCW 35.61.210 and RCW 82.52.052)</li> <li>• May issue general obligation debt in an amount equal to 2 1/2 percent of their assessed valuations. (RCW 35.61.110) Of this 2 1/2 percent, 1/4 percent may be nonvoted (also called councilmanic) debt. (RCW 35.61.100) The rest must be voted. (See <a href="#">Debt</a> on <a href="#">Metropolitan Park District Finance</a> page.)</li> <li>• Can petition city for LID. Improvements. (RCW 36.61.220 - 240)</li> <li>• May issue revenue bonds. (RCW 35.61.116)</li> </ul>
<p><b>Fiscal Administration</b></p> <ul style="list-style-type: none"> <li>• County treasurer is treasurer of district. (RCW 36.69.150)</li> <li>• All expenditures are paid by warrants drawn by county auditor on county treasurer, pursuant to vouchers approved by the district board. (RCW 36.69.150)</li> <li>• District commissioners must compile an annual budget including all available funds and anticipated income for the ensuing year. Budget</li> </ul>	<p><b>Fiscal Administration</b></p> <ul style="list-style-type: none"> <li>• County treasurer is treasurer of service area.</li> <li>• Annual budget required in form prescribed by state auditor. May include cumulative reserve for capital purposes, all available funds, and all anticipated income shall be included. (RCW 36.68.530)</li> <li>• May contract with county to administer purchasing. (RCW 36.68.570)</li> </ul>	<p><b>Fiscal Administration</b></p> <ul style="list-style-type: none"> <li>• County treasurer of the county within which all, or the major portion, of the district lies is the ex officio treasurer the district. The district can designate someone else, if the board has received the approval of the county treasurer. (RCW 35.61.180)</li> <li>• Contracts are to be by competitive bidding or Small Works Roster. (RCW 36.61.135)</li> </ul>

<p>may include cumulative reserve for capital purposes. <i>(RCW 36.69.160)</i></p> <ul style="list-style-type: none"> <li>• District commissioners must compile an annual budget including all available funds and anticipated income for the ensuing year. Budget may include cumulative reserve for capital purposes. <i>(RCW 36.69.160)</i></li> </ul>	<ul style="list-style-type: none"> <li>• Legislative authority may transfer proceeds from concessions for food and other services accruing to the county from food and other services from park or park facility in park and recreation service area to service area budget. <i>(RCW 36.68.560)</i></li> <li>• May reimburse county for charges incurred by county current expense fund for expense of service area. <i>(RCW 36.68.570)</i></li> </ul>	
<p><b>Adding Area - Enlargement</b></p> <ul style="list-style-type: none"> <li>• Same procedure as creating district and all electors of district and proposed additional territory vote. <i>(RCW 36.69.190)</i></li> </ul>	<p><b>Adding Area - Enlargement</b></p> <ul style="list-style-type: none"> <li>• Same procedure as creating the parks and recreation service area, by resolution or petition with vote of all electors in existing area plus proposed addition. <i>(RCW 36.68.620)</i></li> </ul>	<p><b>Adding Area - Enlargement</b></p> <ul style="list-style-type: none"> <li>• Territory by virtue of its annexation to any city that lies entirely within a park district shall be deemed to be within the limits of the metropolitan park district.</li> <li>• Such an extension of a park district's boundaries shall not be subject to review by a boundary review board independent of the board's review of the city annexation of territory. <i>(RCW 35.61.020)</i></li> <li>• The territory adjoining a metropolitan park district may be annexed into the district upon petition and an election. <ul style="list-style-type: none"> <li>• The petition shall define the territory proposed to be annexed and must be signed by 25 registered voters, resident within the territory proposed to be annexed, unless</li> <li>• The territory is within the limits of another city then it must be</li> </ul> </li> </ul>

		<p>signed by 20 percent of the registered voters residing within the territory proposed to be annexed. (RCW 35.61.250)</p>
<p><b>Dissolution</b></p> <ul style="list-style-type: none"> <li>In the matter provided in Chapter 53.48 RCW relating to port districts. For county with population of 210,000 or more and inactive for five years, see Chapter 57.90 RCW.</li> </ul>	<p><b>Dissolution</b></p> <ul style="list-style-type: none"> <li>See procedures outlined in <a href="#">Chapter 36.96 RCW</a> - Dissolution of inactive special purpose districts</li> </ul>	<p><b>Dissolution</b></p> <ul style="list-style-type: none"> <li>A district may be dissolved by majority vote of members.</li> <li>Upon dissolution, the district's liabilities are prorated, and turn over to the city and/or county to the extent the district was respectively located in each, when: <ul style="list-style-type: none"> <li>(1) Such city and/or county, through its governing officials, agrees to, and petitions for, such dissolution and the assumption of such assets and liabilities, or;</li> <li>(2) Ten percent of the voters of such city and/or county who voted at the last general election petition the governing officials for such a vote. (RCW 35.61.310)</li> </ul> </li> <li>Disincorporation of district located in county with a population of 210,000 or more and inactive for five years, see Chapter 57.90 RCW.</li> </ul>
<p>Source: Municipal Research and Services Center – <a href="http://www.mrsc.org/Subjects/Parks/prcompare.aspx">www.mrsc.org/Subjects/Parks/prcompare.aspx</a></p>		

## **Appendix D: Interlocal Agreements Examples**

Thurston County and the City of Lacey Memorandum of Understanding Relating to the Joint Purchase, Ownership, Use, and Maintenance of Future Recreational Lands, 2000

Interlocal Agreement between the Peninsula School District, City of Gig Harbor, and Pierce County, 2002

**Thurston County and City of Lacey Memorandum of Understanding  
Relating to the Joint Purchase, Ownership, Use, and Maintenance of Future  
Recreational Lands**

THIS AGREEMENT is made this \_\_\_\_\_ day of \_\_\_\_\_, 2000 by and between Thurston County, a subdivision of the State of Washington, hereinafter called "County" and the City of Lacey, Washington, a municipal corporation, hereinafter called "Lacey".

WHEREAS, there exists a substantial regional need for additional active recreational fields and facilities within both the incorporated and unincorporated portions of Thurston County, and

WHEREAS, the regional need for such additional recreational lands can best be met through cooperative efforts of the County and the various cities located within the County including such actions as the joint purchase and ownership of recreational lands, the cooperative development of such lands, and the sharing of costs of maintaining recreational facilities, and

WHEREAS, the parties have jointly explored the availability of recreational lands and have determined that there exists a parcel of land of sufficient size and in a location which will serve the needs of residents both in the City of Lacey and Thurston County, and

WHEREAS, the County has funds available derived from the Conservation Futures Program and Lacey has funds from a dedicated source of utility taxes which funds can be used to carry out the terms of this agreement,

NOW, THEREFORE, it is hereby agreed between the parties as follows:

1. The parties hereby agree that they shall jointly purchase, in accordance with the "Agreement for the Purchase and Sale of Real Estate" attached hereto as Exhibit "A", that certain parcel of real property described in such exhibit. The initial obligations of each of the parties shall be as follows:
  - A. The County shall pay the purchase price and closing costs upon closing of the purchase and sale.
  - B. Lacey shall, through an agreement with other property owners, pay the pro-rata share of sewer line extension costs attributable to such described real property.
  - C. Lacey shall pay to the County, an amount equal to ½ of the total of the purchase price and closing costs for said real property. The County shall use at least a portion of the funds pursuant to this subparagraph for the preparation of a site master plan and the first stage of recreational development upon such real property.

It is the intent of the parties that they shall ultimately expend equal amounts towards the purchase of the land, preparation of a master plan or plans and site development. In accordance with this intent, the County shall be given credit for all sums expended pursuant to subparagraph (A) of this section. Lacey shall be given credit for all sums paid to the County pursuant to subparagraph (C) of this section. Further, Lacey shall be given credit for the net amount of sewer line extension costs paid by Lacey after deducting any reimbursement from subsequent connectors to such line, provided however, that such credit shall not exceed the sum of \$250,000. Notwithstanding any provision in this section to the contrary, such credit, when due, shall be adjusted in a manner which, after considering the net interest paid or lost by Lacey on such costs at the State Local Government Investment Pool rate and all other amounts expended by the parties, will result in equal total expenditures by each party. This latter credit shall be effective at such time as the property is connected to public sewer for park development purposes. The amount and timing of all other expenditures by the parties for planning and development shall be subject to the availability of funds and require the mutual agreement of the parties.

2. A master plan for development of the site, including phasing, cost estimates, methods of financing development and a facility management plan, shall be approved by each of the parties prior to being implemented.
3. During such time as the parties jointly own the property, all revenues received in any manner from the property or its use shall be dedicated to the operation, maintenance and capital costs for the facility. It is the intent of the parties that maintenance and operation costs of the facility will, to the maximum extent possible, be covered by facility use and user fees. However, if costs of maintenance, operation, and capital expenditures exceed such revenues, such excess costs only shall be the joint and equal responsibility of the parties.
4. The parties shall own the property as joint tenants. They may mutually agree to a different ownership status at any time during the first fifteen (15) years following the date of closing of the purchase of the property. After the expiration of fifteen (15) years, the County may, in its sole discretion, transfer its share of ownership to Lacey, provided, that at such date, the County has expended funds for purchase, planning, development, maintenance, operation and additional capital costs in an amount at least equal to that expended by Lacey. When Lacey becomes sole owner of the property and facilities located thereon, Lacey, from that date forward shall be entitled to all revenue and shall be solely responsible for all development, maintenance and operation of the property and facilities located thereon.
5. Each of the parties will further the regional cooperation emphasis set forth in this memorandum by encouraging active participation and use by all citizens of the County in order to provide the maximum recreational opportunities and offset the costs of development, maintenance and operation. The parties will further cooperate together and

with all others in seeking grants and other sources of funding to maximize the potential recreational attributes of the property.

6. The parties shall, through their authorized officers, sign the Purchase and Sale Agreement in the form set forth on Exhibit "A" or as such Purchase and Sale Agreement shall be modified through the agreement of both parties.

Dated the day and date first above written.

CITY OF LACEY THURSTON COUNTY

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Greg J. Cuoio, City Manager Commissioner

---

Commissioner

---

Commissioner

Approved as to form: Approved as to form:

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Kenneth R. Ahlf, Lacey City Attorney

---

David Klumpp, Deputy Prosecuting Attorney

Thurston County

## **Interlocal Agreement Between the Peninsula School District, City of Gig Harbor and Pierce County**

**THIS IS AN INTERLOCAL AGREEMENT** made and entered into, pursuant to the Interlocal Cooperation Act, Chapter 39.34 of the Revised Code of Washington, by and between the Peninsula School District, City of Gig Harbor and Pierce County (collectively referred to as the “parties”), relating to the creation and operation of a Joint Recreation Program. The initial effective date of this Agreement is May 15, 2002.

**WHEREAS** the Pierce County Council adopted the Pierce County Comprehensive Park & Recreation Plan and the Comprehensive Plan for Pierce County, Washington, that encourage joint ventures that could better match costs/benefits with users, avoid duplication, save costs, increase service and allow each agency to make the best use of available funds; and

**WHEREAS** there is a need for additional recreation services in the geographic area encompassed by the Peninsula School District, City of Gig Harbor and unincorporated Pierce County; and

**WHEREAS** the Peninsula School District, City of Gig Harbor and Pierce County desire to provide the citizens of their respective and shared jurisdictions enhanced opportunities for recreation and park services; and

**WHEREAS** each party by itself does not have sufficient resources to provide such enhanced park and recreation service opportunities; and

**WHEREAS** it is in the public interest that the parties cooperate to provide resources to provide efficient, cost-effective recreation service; and

**WHEREAS** each of the parties is a public agency within the meaning of Chapter 39.34 RCW, and all of the public agencies have the independent authority to take all action authorized by this Agreement;

**NOW, THEREFORE**, pursuant to Chapter 39.34 RCW, the Peninsula School District, City of Gig Harbor and Pierce County agree to create and operate a Joint Recreation Program, as follows:

### **1. JOINT BOARD FOR INTERGOVERNMENT COOPERATION**

1.1 Formation of a Joint Board. Pursuant to RCW 39.34.030(4), the parties hereby establish a Joint Board for Intergovernmental Cooperation (“Joint Board”). The Joint Board is not a separate legal entity.

1.2 Composition of Joint Board. The Joint Board shall consist of three voting members, one each from the Peninsula School District, City of Gig Harbor, and Pierce County and optionally up to two non-voting members, one each from

Peninsula Park District and Key Peninsula Park District. The members of the Joint Board shall be the Superintendent of Peninsula School District, Pierce County Executive, Mayor of the City of Gig Harbor, or their respective designees and the two chairs from each of the park districts.

## **2. JOINT BOARD RESPONSIBILITIES**

2.1 The Joint Board will advise the Recreation Supervisor on issues related to the administration of the Joint Recreation Program.

2.2 The Joint Board will advise the Pierce County Executive or designees regarding the salary and responsibilities of the Recreation Supervisor and other Joint Recreation employees.

2.3 The Joint Board shall authorize the Recreation Supervisor to make arrangements, when feasible, for use of facilities owned or controlled by the parties by the Joint Recreation Program.

2.4 The Joint Board will establish its own rules of operation procedures.

2.5 Meetings of the Joint Board shall comply with Chapter 42.30 RCW, the Open Public Meetings Act.

2.6 The Joint Board shall provide policy direction to the Recreation Supervisor in the development of recreation programs.

## **3. JOINT OPERATING FUND**

3.1 Sources of Funding:

3.1.1 Between May 15, 2002, and December 31, 2002, Pierce County shall contribute \$75,000.00 and the City of Gig Harbor shall contribute \$15,000.00 into the Operating Fund. Contributions by the parties for the year 2003 and thereafter shall be determined as set forth in Section 3.3 herein. The Peninsula School District will provide athletic and other facilities for rental by the Joint Recreation Program, when such facilities are available after all educational program needs are met, and when not closed for maintenance. These facilities include, but are not limited to: playfields, athletic fields, gymnasiums, tennis courts, auditoriums and commons areas. Additionally, without charge, the School District will provide office space, as requested by the Joint Board, to serve as the central office for the recreation program supervisor and staff, a computer, telephone, school district e-mail access and internet service.

3.1.2 Additional funding will be provided through fees charged to participants in programs of this Joint Recreation Program. It shall be the

responsibility of the Recreation Supervisor to develop a viable fee structure, with approval of the Joint Board.

3.2 Establishment of Operating Funds. Pierce County will be the fiscal agent for the Joint Board and establish a separate fund to carry out the Recreation Program. It shall be designated by appropriate state-defined fund title and fund code and hold all fees, donations, grants, subsidies and any other monies specifically allocated to operate this program as well as interest generated. The Pierce County Executive shall be designated as an administrator of the fund.

3.3 The Peninsula School District, City of Gig Harbor and Pierce County are on different fiscal years and budget cycles. The program fiscal year will coincide with that of the fiscal agent. As a consequence, the Joint Board will begin the process of determining the annual contribution needed from each other member of the Joint Board based on a budget submitted to the Joint Board no later than June 1 of each year. The Board will make a final determination of each member's contribution to the Operating Fund no later than August 1 of each year. No party to this agreement shall be required to make contributions to the Operating Fund without mutual agreement of all parties to the Agreement.

3.4 Use of Funds. The Operating Fund will be used to pay all expenses necessary for the efficient operation of the Joint Recreation Program. Such expenses include all costs involved in employing the Recreation Program Supervisor and other staff, including but not limited to workers' compensation contributions, F.I.C.A., employment security contributions, employee benefits and facility costs. Other necessary expenses may be paid as the need arises. The Pierce County Executive or designees shall have final review and approval of any "necessary expense" not specifically described in this subsection.

3.5 Accounting. Pierce County will keep an accounting of the manner of acquiring, holding, and disposing of funds including real and personal property used in the Joint Recreation Program.

3.6 Budget Authorization. The Joint Board shall recommend a proposed Joint Recreation Program budget to the Pierce County Executive no later than August 1 of each year. The Pierce County Executive shall include a proposed budget for the Joint Recreation Program in his annual budget recommendation submittal to the County Council in mid-October. This budget shall include the contributions exactly as agreed upon by the members of the Joint Board, propose a spending plan for the year, and include all revenue sources such as annual contributions, recreation fees, and unspent fund balances. The County Council shall review and approve a full budget for the Joint Recreation Program fund with the contributions from the members of the Joint Board, exactly as agreed upon by the Joint Board.

#### **4. ADMINISTRATION OF THE JOINT RECREATION PROGRAM**

4.1 Administration of the Joint Recreation Program shall be the responsibility of the Pierce County Executive or designee in cooperation with the Joint Board.

4.2 Any voting member of the board may call meetings of the Joint Board on at least a quarterly basis to advise the Joint Board on the status of the Joint Recreation Program and to seek the advice and counsel of the Joint Board on matters related to the operation and administration of the Joint Recreation Program.

4.3 The office of the Supervisor will be located in the Peninsula/Gig Harbor area.

#### **5. RESPONSIBILITIES OF EACH PARTY**

5.1 All parties shall cooperate with the Joint Recreation Program by making their facilities available at least four months in advance, when feasible, for use by the programs and activities of the Joint Recreation Program as first priorities.

5.2 Pierce County Responsibilities. Pierce County shall have the following responsibilities regarding the operation of the Joint Recreation Program:

5.2.1 Hiring, evaluating, supervising, and terminating the services of a Recreation Supervisor. The Recreation Supervisor and other Joint Recreation Program staff will be considered to be employees of Pierce County.

5.2.2 Seeking, on at least a quarterly basis, the advice of the Joint Board on matters related to the operation and administration of the Joint Recreation Program.

5.2.3 The Pierce County Executive or designees shall oversee and supervise the work of the Recreation Supervisor on a day to day basis, consistent with guidelines established by the Joint Board.

5.2.4 Provide payroll administration and accounting and budgeting services for the Joint Recreation Program. Pierce County shall maintain books, records and documents which accurately reflect all direct and indirect costs associated with the performance of this Agreement, and to document compliance with applicable law.

5.2.5 Whenever a purchase is made of equipment, materials, supplies and/or services needed for the Joint Recreation Program, Pierce County shall ensure that the state and local laws for competitive bidding and purchasing applicable to all of the parties are satisfied, as required by RCW 39.34.030(5).

## **6. MODIFICATION OF AGREEMENT**

This Agreement may be amended at any time by written agreement of the duly authorized representatives of all parties.

## **7. TERMINATION**

This Agreement shall be of indefinite duration unless terminated as provided herein. Any party may withdraw from this Agreement for any reason without terminating the entire agreement by giving notice to the Joint Board thirty (30) days prior to December 31 of any calendar year. Said withdrawal shall become effective at the end of the calendar year. Any agency withdrawing from this Agreement by providing timely notice hereunder shall not be responsible to pay for any invoices for any costs or expenses incurred after the effective date of termination. Without the written agreement of all parties, an individual party, the Joint Board, and/or the Supervisor shall not commit the Joint Recreation program to any contractual obligations that extend beyond the duration of the Agreement. Upon termination of the Agreement, unexpended and uncommitted joint funds and equipment/property shall be distributed to each of the parties in pro ration to their contribution.

## **8. HOLD HARMLESS AND INDEMNITY AGREEMENT**

Each party (the indemnitor) agrees to defend, indemnify and save harmless each other (the indemnitees), their board or council members, officers, agents and employees, from and against all loss or expense including, but not limited to judgments, settlements, attorney's fees and costs by reason of any and all claims for damages, penalties or other relief based upon the indemnitor's alleged negligence, or wrongful conduct, except for the injuries, penalties and damages caused by the sole negligence or wrongful conduct of the indemnitor. Such claims for damages or other relief include, but are not limited to those for personal or bodily injury including death from such injury, property damage, torts, defamation, penalties imposed by any agency of the state or federal government for failure to comply with applicable law in the performance of this Agreement. If the claim, suit or action involves concurrent negligence of the parties, the indemnity provisions provided herein shall be applicable only to the extent of the percentage of each party's negligence. It is further and expressly understood that the indemnification provided herein constitutes each party's waiver of immunity under Industrial Insurance, Title 51 RCW, solely for the purposes of this indemnification. This waiver has been mutually negotiated by the parties. The provisions of this section shall survive the expiration or termination of this Agreement.

## **9. INSURANCE**

Insurance coverage shall be obtained by Pierce County with responsible insurers. The coverage shall be for damages because of personal or bodily injury, including death resulting from such injuries, damage to loss of use of property, and other coverage

customarily maintained for recreation programs to the extent that such insurance can be secured and maintained at reasonable cost.

**10. NONDISCRIMINATION**

The parties to this Agreement declare that they are committed to the principle of equal opportunity consistent with applicable laws.

**11. AUDITS AND INSPECTIONS**

The records and documents with respect to all matters covered by this Agreement shall be subject to inspection, review or audit by each or the parties during the term of the Agreement and for three years after termination.

**12. ENTIRE AGREEMENT**

The parties agree that this Agreement is the complete expression of the terms hereto and any oral representations or understandings not incorporated herein are excluded.

**IN WITNESS WHEREOF**, this Agreement has been executed by each party on the date set forth below:

**PIERCE COUNTY**

\_\_\_\_\_  
John W. Ladenburg  
County Executive

Date:

**CITY OF GIG HARBOR**

\_\_\_\_\_  
Gretchen Wilbert  
Mayor

Date:

**PENINSULA SCHOOL DISTRICT**

\_\_\_\_\_  
Jim Coolican  
Superintendent

Date:

PIERCE COUNTY

---

Deputy Prosecuting Attorney  
(As to form)

Date:

---

Budget and Finance

Date:

---

Risk Management

## Appendix E



# Recreation and Habitat Grants

	<b>ALEA</b>	<b>BFP</b>	<b>BIG</b>	<b>LWCF</b>	<b>NRTP</b>	<b>NOVA</b>	<b>WWRP</b>
Minimum Match	50%	25%	25%	50%	20%	None	50%
<i><b>Eligible Sponsors</b></i>							
Municipalities	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Native American Tribes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
State Agencies	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Federal Agencies	No	No	No	No	Yes	Yes	No
Nonprofit Organizations	No	No	Yes	No	Yes	Limited	No
Private Facility Operators	No	No	Yes	No	No	No	No

### **Aquatic Lands Enhancement Account (ALEA)**

Funding supports acquisition, development, and protection of aquatic lands for public purposes. Funds also support restoration of habitats for protected species.

Eligible project elements may include trailheads, trails, viewing platforms, pedestrian piers, floats, access roads, parking, non-motorized boating facilities, and renovation of existing facilities. Interpretive signs are also eligible.

### **Boating Facilities Program (BFP)**

Funding supports acquisition, development, renovation, and planning of areas for motorized recreational boating and related support elements on fresh or saltwater.

Eligible projects include launch ramps, transient moorage, breakwaters and log booms, sewage pump-outs, parking and staging areas, and related upland support elements such as restrooms and showers.

### **Boating Infrastructure Grants (BIG)**

Funding supports development and renovation of areas for recreational boating on U.S. navigable waters.

Eligible projects must be for nontrailerable vessels 26 feet and up, and may include: buoys, docks, transient moorage, floating breakwaters and log booms, utilities, and related upland support elements such as restrooms and showers.

### **Land and Water Conservation Fund (LWCF)**

Funding supports acquisition, development, and renovation of public outdoor recreation areas and facilities.

Eligible project elements may include athletic fields, hard courts, picnic areas, playgrounds, swimming pools, and trails. Fishing access, campgrounds, and interpretive facilities are also eligible.

### **National Recreational Trails Program (NRTTP)**

Funding supports maintenance and renovation of trails that provide a “backcountry experience.” Trails for motorized and/or non-motorized trail users are eligible.

Eligible projects include maintenance of recreational land and water trails, shelters, signs, and parking. Grants also fund educational activities that promote safety and environmental protection.

### **Nonhighway and Off-Road Vehicle Activities (NOVA)**

Funding supports planning, acquisition, development, and/or maintenance of off-road vehicle and nonhighway road recreation opportunities. Funding also supports education and enforcement activities for off-road vehicle recreation.

Eligible projects include trails and trailheads, sports parks, picnic areas, campgrounds, parking, access roads, support elements, and signs.

For possible program changes, see [www.iac.wa.gov/iac/grants/nova\\_news.htm](http://www.iac.wa.gov/iac/grants/nova_news.htm).

### **Washington Wildlife and Recreation Program (WWRP)**

Funding supports acquisition and development of outdoor recreation and conservation lands.

Eligible projects include important local and state parks, water access sites, trails, critical habitat, natural areas, and urban wildlife habitat.

## **Appendix F: City of Bellevue Washington Summary of Funding Resources**

### **Summary of Funding Sources**

#### **General CIP Revenue**

According to current fiscal policy, the City Council has dedicated to the Capital Improvement Program .5% of the City's local option sales tax, .03% of the City's Business and Occupation (B&O) tax, interest earnings on unexpended balances, and other miscellaneous unrestricted revenues to fund a variety of capital projects. The amount of available revenue fluctuates with current economic conditions. Within the total available dollars, the percentage of general CIP funds allocated to the Parks capital program has varied throughout the years, with parks normally receiving between 15 and 20% of the total. The parks program was allocated \$18 million of the total available general CIP revenue in the 2003-2009 CIP. While B&O taxes have been a primary funding source for the City's CIP, a bill passed by the State Legislature will reduce Bellevue's B&O taxes dedicated to the CIP by approximately \$800,000 per year in General CIP revenues starting in 2008.

#### **Real Estate Excise Tax (REET)**

REET consists of money derived from one-half percent of the selling price of real property within the City of Bellevue. Cities planning under the state's Growth Management Act must generally use these funds for capital projects as described by state law. Beginning with the 1993-1999 CIP, one-quarter percent (REET 1) was allocated for capital improvements related to parks, recreational facilities and trails identified in the City's CIP. The City has targeted the second quarter percent (REET 2) for transportation-related improvements.

REET revenues fluctuate with the local real estate market, which directly affects the amount of money the parks CIP receives from this source. For example, REET funding (parks portion) was \$30 million in the 2001-2007 CIP, but only \$25 million in the 2003-2009 Plan.

#### **Voter-approved Bonds/Levies**

**General Obligation bonds** (G.O. Bonds) have been used to develop the backbone of Bellevue's park system. Local park bond issues been approved in 1956, 1965, 1970, 1977, 1981, 1984, and 1988. County-wide park bond issues have been approved in 1968 (Forward Thrust) and 1989 (Open Space and Trails). Voter-approved G.O. bonds can be generated for acquisition or development and are typically repaid through an annual "excess" property tax levy through the maturity period of the bonds, normally 15 to 20 years. Broad consensus support is needed for passage, as a 60% "yes" vote is required. A validation requirement also exists, wherein the total number of votes cast must be at least 40% of the number of votes in the preceding general election. Two examples of voter-approved bond issues are Bellevue's \$16.5 million parks and open space bond issue in 1988 and King County's 1989 open space bond issue, of which \$6.6 million was targeted for park acquisition and trail development projects in Bellevue.

In September 2002, Bellevue voters were asked to approve a \$68 million park bond. The bond package targeted park and open space acquisition and development of neighborhood parks, sportsfields and existing parks. The bond issue fell just short of the required 60% voter approval (58.9%). The City Council reduced the bond package to \$60 million for the November 2002 ballot, but it again missed the required percentage with 57.4%.

A **levy lid lift** is another voter-approved funding source for financing capital improvements. Unlike a bond issue, no validation is needed and a “yes” vote of 50% plus one vote passes the levy. The proceeds may be received on an annual, pay-as-you-go basis, or bonds may be issued against the levy amount in order to receive the proceeds all at once. If bonds are issued, property taxes can be raised by a set amount (based on the assessed valuation) for up to nine years. However, this funding source has traditionally been used to support the ongoing maintenance and operational costs of bond projects.

A property tax lid lift was approved by voters in 1988 to support the park maintenance and operation costs associated with the 1988 G.O. bond issue. Due to a timing issue, tax proceeds exceeded M&O needs during the early years of this bond, and these revenues were transferred to an endowment fund to be held for future authorization. This money, and interest earned on it, are restricted for parks M&O costs associated with park improvements implemented through this bond issue. The City Council can approve annual increases to the levy, although they have chosen not to do so since 1994.

Voters approved a property tax levy with a 68% “yes” vote in September 2002 to maintain new parks proposed in the companion bond issue. Because the bond failed, the City Council decided not to collect the supporting levy.

### Non Voter-approved Bonds

**Councilmanic bonds** are G.O. bonds issued by the City or County Council without voter approval. Under state law, repayment of these bonds must be financed from existing City revenues since no additional taxes can be implemented to support related debt service payments. An example in Bellevue was the 1983 purchase of the Downtown Park property, where .2% of the local option sales tax was allocated toward the repayment of the Downtown Park councilmanic bond issue.

**Revenue bonds** are typically issued for development purposes, and often cost more and carry a higher interest rate than G.O. bonds. Revenue bond covenants generally require that the revenues received annually would have to equal twice the annual debt service payment. Revenue bonds are payable from income generated by an enterprise activity. For example, the City issued \$800,000 in revenue bonds in 1967 for the development of the Bellevue Golf Course.

### King County Conservation Futures Tax (CFT)

Conservation Futures tax levy funds are a dedicated portion of property taxes in King County and are available, by statute, only for acquisition of open space, agricultural and timber lands. The King County Council approves funding for projects based on submittals from cities and the

county. Bellevue has received approximately \$5 million since inception of this revenue source in 1989 to fund several acquisition projects, including the two Meydenbauer marina properties, greenway system additions, portions of Lewis Creek Park, and Lattawood Park.

### Enterprise Fund/User Fees

The City of Bellevue created a Parks Enterprise Fund to account for a number of activities in which user fees and charges are set to recover the cost of operations and certain capital improvements. The Bellevue Golf Course, Robinswood Tennis Center, Robinswood House, and the Bellevue Aquatic Center are all operated in the Parks Enterprise Fund. Enterprise Fund revenues were used for the construction of the air structure over two of the outdoor courts at Robinswood Tennis Center and for many capital improvement projects at the Bellevue Golf Course. In the future, the City may explore the expanded use of user fees to fund capital projects where feasible to do so.

### Grants

**The Interagency Committee for Outdoor Recreation (IAC)** administers a variety of grant programs from several federal and state sources to distribute to eligible application sponsors for outdoor recreation and conservation purposes. The amount of money available for grants statewide varies from year to year and most funding sources require that monies be used for specific purposes. Grants are awarded to state and local agencies on a highly competitive basis, with agencies generally required to provide matching funds for any project proposal. Bellevue has received approximately \$2.7 million in IAC grant funds over the past twenty years for a variety of projects, including the acquisition of the two Meydenbauer Bay marinas and portions of Lewis Creek Park, development of Enatai Beach Park and Marymoor ballfields, improvements to the SE 40th Street boat ramp, and urban wildlife enhancements in the Mercer Slough.

The following are state or federal programs administered by the IAC to provide agencies funding to acquire and develop park, open space and recreational lands and facilities:

- Washington Wildlife and Recreation Program, or WWRP.
- The Land and Water Conservation Fund
- The National Recreation Trails Program
- Youth Athletic Facilities Fund
- Boating Facilities Program
- Non-highway and Off-Road Vehicle Activities Program (NOVA)
- Salmon Recovery Funding Board

Other state/federal grant programs include:

- **The Aquatic Lands Enhancement Account (ALEA)**, a competitive grant program administered by the state Department of Natural Resources (DNR) to enhance and protect wildlife and fish habitat and provide places for people to enjoy Washington's shorelands and tidelands.

- **The Transportation Equity Act for the 21st Century (TEA-21)**, administered by the U. S. Department of Transportation, provides funding for transportation-related enhancements such as bicycle and pedestrian trails and projects to reduce vehicle-caused wildlife mortality.
- **Boating Infrastructure Grants (BIG)** which provides funding for recreational transient boating facilities, targeting the needs of recreational boats 26 feet and larger.
- **Firearms & Archery Range Recreation Program (FARR)** which acquires, develops, and renovates public and private nonprofit firearm range and archery training and practice facilities.

### Donations/Partnerships

As traditional funding sources become more scarce, the City must search for creative and dynamic methods of financing the Park Plan. To that end, successful marketing of the potential for public involvement in the “City in a Park” vision is imperative. This can include donations, endowment funds, volunteer support and partnerships with community businesses, organizations and residents. Examples of past donations include eight acres of what is now Wilburton Hill Community Park from Cal and Harriet Shorts and \$500,000 from an anonymous donor toward the purchase of the Meydenbauer Marina. Examples of current partnerships that are expected to contribute toward funding capital projects include the Pacific Science Center (\$2.2 million toward the development of the Mercer Slough Environmental Education Center) and the Bellevue Boys and Girls Club (\$1.5 million toward construction of the South Bellevue Community Center).

Programs such as “Your Land, Your Legacy” can motivate people into bequeathing their property (or a portion thereof) for public purposes. Many options exist for potential donors to conserve their land for public use by future generations. Creative financing of property acquisition or donation can be a benefit for both the seller/donor and the City.

### Punchboards and Pulltabs Tax

This tax, also known as the “gambling tax,” is imposed on the utilization of punchboards and pulltabs within the City and is set at a rate not to exceed 5% of the gross receipts from such activities. Tax proceeds beyond those needed to enforce gambling laws were reserved by Council policy for the purpose of providing youth facilities. This revenue source is expected to generate approximately \$150,000 per year to support youth-related CIP facilities.

### Annexations/Transfers/Donations

Additional land and/or parks may be added to Bellevue’s inventory through annexation (e.g., Sunrise and Newport Hills parks), transfer from King County (e.g., Eastgate and Weowna parks), transfer of privately owned Native Growth Protection Areas (NGPAs) from homeowner associations, or donations. The financial impact to the City varies for each annexation or transfer. Costs may range from providing ongoing maintenance to planning for future park development or redevelopment. Since the City has already acquired most of the property within its potential annexation area (PAA), limited opportunities exist for new land from King County.

The only noncity-owned park identified for transfer within the City's current PAA is Coal Creek Park.

### Impact Fees/Developer Mitigation Fees

Bellevue does not apply park impact fees (based on Park Plan level of service standards) to new development citywide as a condition of permit approval. Through the State Environmental Protection Act (SEPA), the City collected developer mitigation fees (payable either in cash or through development of recreation facilities) in the rapidly developing South Bellevue subarea. Sunset and Silverleaf are examples of small parks developed through developer mitigation. These developer contributions cannot supplant other revenue sources within a project; they are in addition to existing funding and must be used for a specific purpose. In addition to the development of recreational facilities, the City has received approximately \$800,000 since mitigation requirements were initiated in the Newcastle Subarea in 1990. As this subarea reaches build-out, this source of revenue is expected to diminish.

### Parks and Recreation Service Area (P&RSA)

A P&RSA is a junior taxing district which can be initiated by petition signed by at least 10% of the voters residing in the affected area or by county resolution. The county has the authority to create a P&RSA with 60% voter approval. The county can opt to relinquish its governing authority to the City through an interlocal agreement if the P&RSA is centered around an incorporated area.

### Real Estate Transactions

Selling or trading parcels of land that the City now owns but does not think will be used for park purposes could be considered as a method to finance acquisition and/or development of more suitable sites. Renting or leasing park-owned property has been used to offset the cost to acquire or manage properties. For example, homes acquired as part of the overall property acquisition along Meydenbauer Bay are being rented on an interim basis until the City is able to develop the property into a park. Less than fee-simple property acquisition techniques such as life estates and conservation easements can also be used to help reduce the cost of property acquisition. And, finally, leasing property for nonpark purposes such as wireless communication facilities can also provide a source of revenue to offset capital costs.

### New Tax Sources

The possibility always exists to raise money to fund park-related projects through new tax sources. However, there are currently no identified sources for potential taxation, and the current economic and political climate is one of tax reduction, not creation of new taxing sources.

(Source: *Parks and Open Space System Plan*, City of Bellevue, 2003)

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## Appendix H: Resources for ADA Assistance

### State Agencies

Interagency Committee for Outdoor Recreation

[www.wa.gov/iac](http://www.wa.gov/iac)

Rory Calhoun, Recreation Accessibility Specialist

[roryc@iac.wa.gov](mailto:roryc@iac.wa.gov)

360-902-3022

Governor's Committee on Disability Issues And Employment

<http://fortress.wa.gov/esd/portal/gcde>

360-438-3168

Washington State Building Code Council

[www.sbcc.wa.gov](http://www.sbcc.wa.gov)

360-725-2970

Washington State Department of Services for the Blind

[www.dsb.wa.gov](http://www.dsb.wa.gov)

360-586-1224

1-800-552-7103

TTD 206-721-4056

Washington State Human Rights Commission

[www.hum.wa.gov](http://www.hum.wa.gov)

1-800-233-3247

TTD 1-800-300-7525

### Federal Agencies

Architectural and Transportation Barriers Compliance Board  
(Access Board)

[www.access-board.gov](http://www.access-board.gov)

800-872-2253

U.S. Department of Justice

[www.usdoj.gov/01whatsnew/accessibility\\_info.htm](http://www.usdoj.gov/01whatsnew/accessibility_info.htm)

800-514-0301

Recreation on Federal Lands

[www.recreation.gov/access.cfm](http://www.recreation.gov/access.cfm)

### Other Agency Resources

National Center on Accessibility

[www.ncaonline.org](http://www.ncaonline.org)

812-856-4422

Northwest ADA Technical Assistance Center

University of Oregon, Eugene [www.nwada.org](http://www.nwada.org)

800-949-4232

## **Appendix I: Online Resources for Parks, Recreation, and Open Space Planning**

American Planning Association, Washington State Chapter. The APA Web site offers general planning links relevant to Washington. It includes some of the Web sites mentioned below.

[www.washington-apa.org/htmlPages/LINKS.htm](http://www.washington-apa.org/htmlPages/LINKS.htm)

American Planning Association, Washington State Chapter. [www.washington-apa.org](http://www.washington-apa.org)

American Planning Association. This association sponsors city parks forums to explore the ways in which parks affect the quality of life in urban communities and examine methods to strengthen public-private partnerships in park development. [www.planning.org/cpf](http://www.planning.org/cpf)

Association of Washington Cities. The site provides support and information to the 281 cities and towns in Washington state. Topics include legislative issues, planning, budgeting, etc.

[www.awcnet.org](http://www.awcnet.org)

Interagency Committee for Outdoor Recreation. [www.iac.wa.gov](http://www.iac.wa.gov)

Municipal Research and Services Center. This site has information useful to local governments on a variety of subjects including parks and recreation, ordinances to address specific issues, etc.

[www.mrsc.org](http://www.mrsc.org)

National Recreation and Park Association. Current research topics on the NRPA Web site may be helpful in community parks and recreation planning. [www.nrpa.org](http://www.nrpa.org)

National Recreation and Park Association. The planning resource materials on the NRPA Web site include the revised and updated NRPA Park Recreation and Open Space Guidelines.

[www.nrpa.org](http://www.nrpa.org)

National Recreation and Park Association. The Resources for Needs Assessments on the NRPA Web site provide information on determining what your community needs. [www.nrpa.org](http://www.nrpa.org)

National Recreation and Park Association. This site provides information and links to advance parks, recreation, and environmental conservation efforts that enhance the quality of life for all people. [www.nrpa.org](http://www.nrpa.org)

Planning Association of Washington. This Web site has links to other organizations and general planning information. [www.planningpaw.org](http://www.planningpaw.org)

Project for Public Spaces. This organization provides technical assistance, education, and research available for parks, plazas, and central squares. <http://pps.org/upo/>

Rails-to-Trails Conservancy. This group is a [Nonprofit](#) organization dedicated to enriching America's communities and countryside by creating a nationwide network of public trails from former rail lines and connecting corridors. [www.railtrails.org](http://www.railtrails.org)

TrailLink. You can search by state, region, or activity. <http://traillink.com/>

Urban Parks Online. This is an interactive site of information, ideas, and models on urban parks. <http://pps.org/upo/>

Washington Recreation and Park Association. This is the state affiliate for the National Recreation and Park Association. The association is the leading source for programs and activities that contribute to healthy and vibrant public recreation and park agencies. [www.wrpatoday.org](http://www.wrpatoday.org)

Washington State Association of Counties. The site provides support and information to county members on a variety of subjects. [www.wacounties.org](http://www.wacounties.org)

Washington State Department of Community, Trade and Economic Development (CTED). This is CTED's open space and recreation information page. [http://www.cted.wa.gov/portal/alias\\_\\_cted/lang\\_\\_en/tabID\\_\\_21/DesktopDefault.aspx](http://www.cted.wa.gov/portal/alias__cted/lang__en/tabID__21/DesktopDefault.aspx)

Washington State Parks and Recreation Commission. [www.parks.wa.gov](http://www.parks.wa.gov)