

## Executive summary

Burien has grown and changed since the last comprehensive Park, Recreation, and Open Space (PROS) Plan was accomplished by the city in 2006.

The choices that confront Burien at the present time are significant and could alter the character and quality of park, recreation, and open space facilities and services if not adequately planned.

This PROS document outlines the choices that are available and the means for implementing preferred actions of most benefit to Burien residents. Following are the major findings and recommendations - see the referenced chapter or appendix for more details.

### 1 Approach

This plan analyzed the supply, demand, and need for public and private open space, trail, and park facilities and recreation services within Burien's corporate boundaries.

The proposed implementation strategies are the result of this comprehensive or holistic analysis. Generally, the proposed strategies recommend Burien focus its resources where open space, trail, park, and recreation facilities and recreation needs are most critical, and Burien resources will be most effective.

### 2 Inventory implications - Appendix B

- **Burien and other public and private agencies have amassed an impressive amount of acreage** - that includes every conceivable kind of parkland and recreational facility within or adjacent the city's corporate limits.
- **Almost every kind of park, recreation, and open space land** - is presently provided by Burien and other public and private agencies within the city's service area.
- **A significant portion of the inventory are regional facilities** - that are used by populations who reside outside of Burien service area boundaries even though the maintenance and operation of these sites has been financed by the city.

### 3 Opportunities - Appendix C

- **Strategically important sites** - are owned or controlled by the Port of Seattle, nonprofit agencies, and private commercial operators with every kind of physical and socially valuable park, recreational, and open space characteristic.
- **A valuable park, recreation, and open space system includes lands that may not be suitable for built uses** - and developed recreational facilities, but which can provide unique preserves, habitats, cultural, and historical associations. These combined social and physical attributes provide a balanced dimension to the park and recreation experience.
- **A quality park and recreation system does not have to be implemented strictly by public monies or purchase** - but by the creative interplay of public and private market resources using a variety of techniques including leases, easements, tax incentives, design and development innovations, and enlightened private property interests. Future parks, recreation, and open space acquisition strategies may use traditional purchase options as well as cost effective alternative.

### 4 Future growth - Appendix D

The Washington State Office of Financial Management (OFM) and the Burien Community Development Department expect the population of the city within currently annexed boundaries will increase from 47,660 persons in 2010 to an estimated 51,362 persons by the year 2025 - or by 3,702 or 7.8% more persons. The population total could increase further if the city annex's additional lands to the north of the current city boundary.

Most of this projected increase will come from the in-migration of households to live and work in Burien's urban center. The projected growth will be significant and will increase demand for park, recreation, and open space resources city-wide.

**Burien/Burien ELOS value**

	2011 supply	value
Land acres	364.5	\$ 44,580,500
Facility units	58,527	29,890,866
Total		\$ 74,471,366
/capita		\$ 1,562
/household*		\$ 3,891

\* Household of 2.49 persons per unit

**Burien/Burien ELOS (existing level-of-service) requirement 2008-2025**

	2011 supply	2025 deficit	2025 cost
Land acres	364.5	28.3	\$ 3,462,799
Facility units	58,527	4,546	\$ 2,321,779
Total cost			\$ 5,784,578

Under the existing level-of-service (ELOS) for Burien-owned park land and facilities in the city, the forecasted population increase will create a city-wide need for an additional 28.3 acres of land and 4,546 facility units (square feet, courts, fields, etc.) by the year 2025.

The continuation of the city's existing level-of-service (ELOS) could require an expenditure of \$5,784,578 by the year 2025 simply to remain current with present standards - not accounting for any maintenance, operation or repair costs.

The approximate cost of sustaining the city's existing level-of-service (ELOS) standard would be equal to about \$1,562 per every new person added to the city's population or about \$3,891 for every new housing unit. **This assumes Burien would continue to maintain the same ratio of parklands and facilities for the future population that the city has in the past.**

**Composite PLOS (proposed level-of-service) requirement 2012-2025**

	2011 supply	2025 addns	2025 cost
Land acres	364.5	86.5	\$6,125,000
Facility units	58,527	69,708	\$42,731,019
Total cost			\$48,856,019
Burien cost			\$32,974,675
Burien %			67%

Under the composite agencies proposed level-of-service (PLOS) for all public and privately-owned park land and facilities in the city, the forecasted population increase will create a city-wide proposal for an additional 86.5 acres of land and 69,708 facility units (square feet, courts, fields, etc.) by the year 2025. **This**

**assumes these agencies would supplement the existing inventory as described within this chapter rather than simply extending the same ratios into the future.**

The realization of the composite agencies proposed level-of-service (PLOS) for the city could require a total of \$48,856,019 by the year 2025 - not accounting for any maintenance, operation or repair costs. **Based on the project proposals described in the plan chapters, Burien's park, recreation, and open space share of the cost would be \$32,974,675 or 67%.**

**Built encroachments**

However, if these proposals are not realized soon the present trend of increasing developments may:

- **encroach upon** - or preclude the preservation and public accessibility of the more sensitive and appealing environmental sites, particularly those proposed for cross city trail corridors and additional sensitive land preservations along riparian corridors and shorelines, and
- **develop** - or otherwise preclude the purchase and development of close-in, suitable lands for playgrounds, picnic shelters, waterfront access, and other neighborhood facilities.

Forcing city residents to:

- **use crowded** - picnic areas, and hike and bike on crowded trails,
- **commute to play** - at overcrowded existing facilities in the city and/or organized athletic programs may have to be reduced for local youth, and
- **commute to use** - available facilities in other jurisdictions regional and/or programs may have to be curtailed to prevent severe overcrowding conditions in the facilities that do provide such services.

Such actions would be to the detriment of city residents who have paid the costs of developing and operating these facilities.

**5 Financial implications – Appendix D**

These levels of facility investment may not be solely financed with the resources available to Burien if the city pursues an independent delivery approach or uses traditional methods of funding.

Burien will not be financially able to develop, manage, and maintain a comprehensive, independent park, recreation, and open space system using only traditional financing methods in light of the needs projected.

These needs require a city-wide financing approach by Burien and where appropriate in partnership with Highline School District, as well as possible non-profit or for-profit partners.

A city-wide approach may use a combination of shared user fees, excise taxes, joint grant applications, impact fees, and voter approved property tax levies to maintain and improve facilities in the face of continued city population increases.

## **6 Role recommendations – Chapter 2**

This plan recommends Burien undertake a modified strategic approach to open space, trail, park, and recreation facilities and recreation services where Burien assumes responsibility for functions of citywide interest where there are no other viable sponsors, and helps coordinate or support functions and activities that have other viable sponsors. For example:

### **Coordinating activities**

Burien will take the lead role in providing information and coordinating services for open space, trail, park facilities, and recreation program activities on a citywide basis.

Burien's role will include updating future population growth estimates, inventorying existing and proposed facility developments, identifying probable citywide and local neighborhood facility and program needs, and proposals of citywide facility and program solutions.

### **Planning and development assistance**

Burien will provide detailed planning and development assistance when:

- there are no other designated agencies or organizations who can, or
- the activity involves site controversies or environmental consequences that may not be equitably resolved otherwise within the Burien service area.

### **Development, operation and maintenance**

Burien will develop, operate or maintain open space, trail, park, or recreational facilities or recreation program activities provided:

- the facility will have broad benefits for a large proportion of the citywide population and will be financed using resident approved methods, or
- facility development and operating costs will be recaptured from direct charges of the populations who use the facility, or
- facility development and operating costs will be compensated in some manner through inter-local agreements with the using agency, area or benefiting user group, particularly where the demands will originate from a community service requirement, or
- the site or facility has intrinsic value apart from traditional operation and maintenance needs, such as a passive natural area or wetland preservation.

The following goals and objectives are based on a strategic approach to citywide services, an analysis of existing open space, trail, park, and recreation conditions, and the results of workshop planning sessions and surveys.

## **7 Recreational programming clearinghouse – Chapter 3**

Burien will operate an internet web-based clearinghouse coordinating recreational program offerings that include as wide a variety of activities as there is an interest by city residents, regardless of age, skill level, income - or program provider.

Recreation program offerings that could be offered through the clearinghouse will include activities providing health, education, social, recreational, and other welfare activities for children, teens, adults, seniors, and special populations.

To the extent possible, practical, and consistent with the city's mission, programs will be conducted by city staff or contractors. However, depending on demand, cost, and feasibility, the clearinghouse will also coordinate with programs to be conducted by other public, non-profit, or for-profit organizations and even vendors.

To the extent possible and practical, program offerings will include activities that will be

conducted in city parks, trails, and facilities. However, depending on demand, the clearinghouse will also include program offerings that may be conducted in schools and other public facilities inside or out of the city, as well as at non-profit and for-profit sites and facilities.

### **Vision**

The internet web-based recreational clearinghouse may be realized through the coordination of:

- **Burien programs** - where there is sufficient demand to meet Burien's park and recreation mission and pricing and delivery objectives;
- **other jurisdictions** - including Highline School District, King County, Port of Seattle, SeaTac, Seattle, and Normandy Park;
- **nonprofit organizations** - such as the Environmental Science Center, Evergreen Aquatics Center, YMCA, Kiwanis Club's Camp Schoenwald, Burien Cooperative Preschool, Paras Los Ninos, Highline Little Theater and Hi-Liners, Highline Community College and Bridge School, Glendale Lutheran School, St Francis Assisi ES, St Bernadette Parish, JK Kennedy High School, Gregory-Seahurst Swim Club, Normandy Park Swim Club, Arbor Heights Swim Club, and others; and
- **private for-profit entities and vendors** - such as the Highline Athletic Club, Hiline Lanes Bowling, and others.

## **8 Development plans - Chapter 4-5**

*The proposals outlined in this document concerning elements of the open space, trail, and park plan are based on the results of environmental inventories, field analysis, demand analysis, workshop planning sessions, and the mail-back/internet surveys of resident households. The proposals outline the vision developed for open space, trails, and parks within Burien for the next 20 years.*

*The proposals are CONCEPTUAL, in some instances, subject to further study and coordination with public and private participants that may modify the eventual project particulars.*

The proposals are described referring to a site or property that may provide a major type of open space, trail, or park activity. Any particular site or property may include one or all of the described element plan features. The proposals in each section describe the improvements that

will be accomplished under each major type of plan element - see each plan element for a composite description for any particular site.

See Chapter 5 describing the current condition of each park and conservancy property, along with possible future improvements.

## **9 Mail-back/internet survey - Appendix F**

A random sample was conducted of resident voter households in Burien in November 2011 to participate in a controlled survey concerning park, recreation, and open space needs and priorities. The survey results are accurate to within +/-7% of the opinions of the general population.

The results of the mail-back/internet survey indicate resident city voters will support the projects and programs indicated in the survey and chapters 3-6 of this document.

Approximately 57% of the respondents will also **support a special property tax levy** as an optional means of financing parks, recreation, and open space improvements for specific projects or the programs in general.

Under this proposal, City Council could submit a special dedicated property tax levy for voter approval to finance **acquisition, development, operation, and maintenance** of all city parks, recreation, and open space improvements **and programs**.

The property tax levy would provide a continuous, dedicated source of funds with which to finance all requirements over a specified levy period (typically in 6-year increments).

## **10 Recommendations - Appendix E**

A feasible 6 and 20-year Burien financial strategy lies between alternative 2 and 3 where:

- **General Fund and other revenue contributions** - from the property tax contribution would decline an average -2.0% per year as a result of proposition 747 or the 1% tax limitation,
- **Recreation cost recovery** - would **average between 75-80%** of all direct and indirect costs
- **Impact fee** - would be **adopted to capture between 60%-75%** of the \$1,562 cost per person

of maintaining Burien's existing level-of-service (ELOS) standards through additional population increases equal to \$937-1,172 per person or \$2,333-2,917 per dwelling unit where the typical unit averages 2.49 residents,

- Real Estate Excise Tax (REET) 1 & 2 - which would allow two \$0.0025 increments per \$1.00 of sales value would provide between 50-60% of the annual proceeds be devoted to park capital development,
- Property tax levy lid lift - would be sought to finance remaining costs necessary to realize combined administration, recreation programs, swimming pool operations, park maintenance, deferred renovations, and the city's portion of the combined proposed level-of-service (PLOS) standard equal to an annual property tax levy payment of between \$21.90-17.56 per \$100,000 house value for 6 years.

If the amount of monies provided from the General Fund are increased (through a levy lid lift), then the amounts that must be generated from recreation program cost recovery, growth impact fee assessments, REET allocations, and a special duration property tax levy may be lower.

Conversely, if the amount of monies provided from the General Fund is lower than the reducing -2% allocation and the amounts to be generated from recreation program cost recovery, growth impact fee assessments, REET allocations, and a special duration property tax levy is also lower;

- ***then some or most of the proposed level-of-service (PLOS) enhancements will have to be reduced - or extended beyond the next 6 and 20-year programming time period.***