

Chapter 6: Implementation

Following is a summary description of the major tasks determined to be necessary to effectively implement the Burien Park, Recreation, & Open Space (PROS) Plan. The tasks represent the general priorities established by brainstorming and public open house participants, and the mail-back/internet surveys of registered voter households.

As shown, a number of parties may be responsible for the lead and management, participation, and supporting aspects of each action - as described in the following summaries. The tasks are grouped according to subject matter and not priority.

Implementation will involve a varying mix of funding strategies depending on level of service (LOS) standards.

6.1 Adopt plan

1 Adopt Burien PROS Plan as Burien GMA element

The Burien City Council will by resolution adopt the Burien PROS Plan as a stand-alone planning document for compliance with the Washington State Recreation & Conservation Office (RCO) and as a complimentary document of Burien's Comprehensive Plan in accordance with Growth Management Act (GMA) provisions.

- **Participants** - Burien City Council with the assistance of the Burien Planning Commission, Community Development and Public Works Departments, and the participation of Highline School District, and citizens.

Action

- Make Burien PROS Plan available on Burien website - and distribute copies to appropriate public agencies and interested public and private parties in accordance with GMA adoption provisions including a SEPA Checklist for a non-project action.
- Burien Planning Commission reviews Burien PROS Plan - as necessary as part of Burien annual comprehensive plan update, and provides for public hearing in conformance with GMA.
- Burien adopts Burien PROS Plan - as a component of the Burien Comprehensive Plan.
- Burien adopts the Capital Improvement Plan (CIP) integrating the PROS Plan - as an element of the Burien comprehensive plan, thereby

implementing the CIP in accordance with GMA provisions.

6.2 Implement program financing strategies

2 Expand clearinghouse function

Burien will continue development and operation of its website which provides recreation program offerings that include a wide variety of activities accommodating the interests of city residents, regardless of age, skill level, income - or program provider.

The Burien website will continue to offer recreation program activities providing health, education, social, recreational, and other welfare activities for youth, teens, adults, seniors, and special populations. The website will also provide other park provider information pertinent to the community.

These programs will be conducted by Burien staff or contractors. However, depending on demand, cost, and feasibility, Burien when practical and consistent with Burien's mission statements will also coordinate with programs conducted by other public, nonprofit, or for-profit organizations and vendors.

Burien program offerings will continue to include activities that will be conducted in Burien parks, facilities, and trails. However, depending on demand, Burien may also conduct programs in schools and other public facilities across the city, as well as in nonprofit and other facilities.

- **Participants** - Burien Parks, Recreation & Cultural Services Department, the Highline School District, and other nonprofit and private organizations.

Action

- Continue to operate a Burien clearinghouse website - for recreational activities.

3 Monitor user fee schedules

Burien staff will assess criteria for all prospective program offerings. If the program is consistent with Burien's mission and level-of-service proposals shown in this plan, Burien will offer the program under its recreational pyramid pricing policy that establishes a benefit

Burien Parks, Recreation & Open Space (PROS) Plan

Participants

A=approval role
 L=lead management role
 P=major participating role

- 1. City Council
- | 2. Planning Commission
- | | 3. Parks, Recreation & Cultural Services Department
- | | | 4. Community Development/Public Works Departments
- | | | |
- | | | | 5. King County
- | | | | | 6. Adjacent Cities - SeaTac, Normandy Park
- | | | | | | 7. Highline School District
- | | | | | | |
- | | | | | | | 8. Non-profit/Private
- | | | | | | | |
- | | | | | | | | |
- | | | | | | | | | By year

		1	2	3	4	5	6	7	1	3	6	7+	Comments
6.1	Adopt plan												
1	Adopt plan as GMA element	A	L	P	P	P	P	P		X			Including CFP
6.2	Adopt program financing strategies												
2	Update clearinghouse	A	L				P	P	P	X			Clearinghouse role
3	Monitor user fee schedules	A	L							X			Per benefit system
4	Recruit program vendors	A	L					P		X	X	X	On-going
6.3	Adopt project financing strategies												
5	Allocate capital facility funds	A	P	L	L					X			PTax/REET/RCO LWCF
6	Adopt park impact fee	A	P	L	P		A	A		X			Urban center
7	Propose park property tax levy	A	L	P		P	P			X			O&M/projects
6.4	Initiate city-wide projects												
8	Acquire resource conservancies	A	L	P		P	P			X	X	X	Fee and development rights
9	Develop neighborhood/community parks	A	L	P	P	P	P			X	X	X	Upgrade activities
10	Develop trail systems	A	L	P	P	P	P			X	X	X	Multipurpose priority
11	Conserve historic/cultural resources	A	L	P		P	P			X	X	X	Design standards
12	Develop new community center	A	L	P		P	P			X	X	X	Lease-to-own 63:20 option
6.5	Follow-up												
13	Conduct progress assessments	A	P	L	P		P	P	P	X	X	X	With every CFP update
		1	2	3	4	5	6	7	8	3	6	7+	

scale under one of the following cost recovery scenarios:

- Enterprise (full cost recovery) programs - will recover all direct costs (including full and part-time staff, supplies, materials, maintenance, and utilities) and indirect costs (including department overhead for staff benefits).
- Merit pricing (partial cost recovery) programs - will partially recover direct and indirect costs based on a policy decision about the degree to which each program provides public versus private goods or benefits. Merit pricing programs may also include the providing of scholarships to eligible user individuals or user groups that would prevent the program from realizing full cost recovery.
- Subsidy (no or very low cost recovery) programs - will not attempt to recover costs as a fee, although it may ask for donations or grants from using individuals, groups, or organizations who benefit or are likely sponsors.
- Participants - Burien Parks, Recreation & Cultural Services Department, Highline School District, and non-profit and for-profit organizations.

Action

- Monitor user fee schedules to maintain a benefits scale for recreation activities - collect user fees under an enterprise, merit, or subsidy based cost recovery policy for recreation programs.

4 Recruit program vendors

Burien Parks, Recreation & Cultural Services Department will assess the mission criteria for all prospective program offerings. If programs are not consistent with Burien's mission and level-of-service proposals shown in this plan, Burien will not offer the program, but may consider a partnership with other providers. This could include offering scholarships or other services or publishing the program offering. Depending on the program activity, other vendors may include:

- Other jurisdictions - including SeaTac, Normandy Park, King County, the Highline School District, and the WA CJTC BLEA.
- Nonprofit organizations - such as the Highline YMCA, Environmental Science Center, Evergreen Community Aquatics Center, PacWest Little League, Boys & Girls Club, Boy and Girl Scouts, Campfire USA, Lions, Rotary, and Kiwanis Clubs, among others.

- Private for-profit entities and vendors - such as Highline Athletic Club, Gregory-Seahurst Swim Club, Arbor Heights Swim Club, Normandy Park Swim Club, and private religious schools, among others.

- Participants - Burien Parks, Recreation & Community Services Department, Highline School District, and non-profit and for-profit organizations.

Action

- Work in conjunction with other sponsors and vendors - to provide recreation activities as appropriate.

6.3 Adopt project financing strategies

5 Allocate capital facility funds as specified in the Capital Improvements Program (CIP)

Burien City Council will allocate a proportional amount of the monies received from dedicated park, recreation, open space, and trails-oriented revenue programs to provide funds for PROS Plan acquisition and development projects that reflect the objectives of these programs.

The revenue programs to be coordinated may include Burien property tax fund proceeds, Burien Real Estate Excise Taxes (REET), and grant applications to the Washington State Recreation & Conservation Office (RCO), among others.

If determined to be appropriate, Burien City Council will also allocate a proportional amount of the monies received from tourism from the Hotel/Motel Tax and Road and Non-motorized Transportation Funds revenue programs to provide funds for the development of city-wide trail systems that benefit tourists and multimodal transportation development. At the present time, these funds are not contributing to the development of trail systems even through such projects directly implement the goals of these revenue programs. This action will provide a balance of priorities.

The revenue programs to be coordinated for trail system development will include the Hotel/Motel Tax for tourism.

- Participants - Burien City Council with the assistance of Burien Parks, Recreation & Cultural Services Department, Community Development, and Public Works Departments.

Action

- Allocate a proportional amount from existing park, recreation, open space, and trail-oriented revenue programs to fund the acquisition of PROS Plan projects - designating monies from Burien property tax levy, Burien Real Estate Excise Taxes (REET), and RCO grants.
- Allocate a proportional amount from existing tourist and transportation-oriented revenue programs to fund the development of city-wide trail systems - designating monies from the Burien Hotel/Motel Tax and City Road Fund.

6 Adopt GMA park impact fees

Burien City Council will adopt a coordinated GMA park impact fee system on a city-wide basis for community or city-wide facility acquisition and development and/or for the urban center for acquisition and development within the urban center boundaries.

The Washington State Growth Management Act (GMA) allows Burien to impose a park impact fee on proposed residential developments in the city as a means of maintaining existing park, recreation, and open space levels-of-service (ELOS).

The ordinance for impact fees will estimate the impact each development project will have on park, recreation, and open space facilities within the project's city-wide or urban center zone and make provisions for setting aside the resources, including lands or monies, necessary to offset the projects city-wide or urban center facility impacts.

The dollar value of the project's park, recreation, and open space impact can be offset by the project developer of an amount equal to the combined facility acquisition and development costs that Burien and/or another providing agency would incur to maintain the same existing level-of-service (ELOS).

A developer may be allowed to choose any combination of land or cash mitigation measures including credit for any park or recreation facilities to be included within the project development. The park impact fee ordinance will consider the following when determining the types of mitigation measures or development credits to be made available to the developer:

- Will the facility - be available to the public,
- Will it have a designated owner - responsible for continuing operation and maintenance (the

owner may be a common property owner's association or other agency), and,

- Will it correspond to and not exceed or vary from - the types of park, recreation, and open space facilities that are being impacted (a developer could provide but should not be able to take full credit value for facilities for which there is no shortage, impact or local interest).

Land contributions can be accepted in lieu of monies if the lands will be suitable sites for future facilities. Under GMA provisions, land and monies accumulated under the proposed ordinance must be invested within a reasonable time or returned to the contributing developer.

Subject to the adoption of an impact fee ordinance, Burien will conduct periodic program reviews with residents, user groups, the school district, and other agencies to decide the most efficient way to deliver the facilities mitigated by the ordinance. Alternative delivery methods could include:

- Acquisition of suitable sites - upon agreement with Burien or in conjunction with other public or school facilities (including title transfer if other public or school agencies enter into special agreements assuming development, operation, and maintenance responsibilities).
- Development of facilities - on other public or school sites (if other public or school agencies enter into agreements assuming future operation and maintenance responsibilities and costs). Or
- Any other alternative - including development, operation or maintenance proposals by user groups or private concessionaires or non-profit organizations or, developers that provide a viable facility in accordance with park, recreation, and open space strategies.
- Participants - Burien City Council and Planning Commission with the assistance of Burien Parks, Recreation & Cultural Services Department, Community Development Department, Highline School District, and non-profit and for-profit organizations.

Action

- If determined to be feasible, adopt a GMA park impact fee for city-wide facilities on a city-wide basis - collecting a proportional fee based on the value of community facilities regardless of facility ownership, and allocating the fees for city-wide acquisition and development in

accordance with this plan regardless of agency sponsor.

- *If determined to be feasible, adopt a GMA park impact fee for urban center facilities basis*

- collecting a proportional fee based on the value of local facilities located within the urban center boundaries regardless of facility ownership, and allocating the fees for local facility acquisition and development by the local agency in accordance with the local plan for the urban center area.

- *7 Institute city-wide capital facility and O&M park levy*

Burien City Council may place a property tax levy proposal for voter approval on a city-wide basis for the acquisition, development, and operation of parks, recreation, and open space facilities throughout the city (possibly using a Metropolitan Park District).

The funds collected from the levy will be allocated to the appropriate sponsoring agency, which may include the city, school district or non-profit organization, for the realization of park, recreation, and open space facilities identified within this plan.

Under Washington State enabling acts, Burien may levy a property tax for general governmental purposes at a rate not to exceed \$3.60 per \$1,000 of the assessed value of all taxable property within the city. The total of all property taxes for all taxing authorities cannot exceed 1.0% of assessed valuation, or \$10.00 per \$1,000 of value. If the taxes of all districts exceed the 1.0% or \$10.00 amount, each is proportionately reduced until the total is at or below the 1.0% limit.

In 2001, Washington State law was amended by Proposition 747, a statutory provision limiting the growth of the regular property tax levy to 1.0% per year, after adjustments for new construction. Any proposed increases over this amount are subject to a referendum vote.

The statute was intended to control local governmental spending by controlling the annual rate of growth of property taxes. In practice, however, the statute can reduce the effective property tax yield to an annual level far below a city's levy authorization, particularly when property values are increasing rapidly.

Proposition 747, the statutory provision limiting the growth of regular property taxes to 1.0% per year, can be waived by referendum approval of

a simple (50%) majority of Burien's registered voters. Burien voters will be asked to approve a resetting of the property tax levy rate that will adjust the amount of revenue the city can generate. (The new total revenue that will be generated by a resetting of the rate will be subject to the same 1.0% limitation, however, and the total amount of revenue and the resulting property tax rate will start to decline again in accordance with the Proposition.)

The adjusted rate and revenue will be used to finance the PROS facility proposals in this plan - or the projects and programs from this plan that involve construction, maintenance, and operations aspects that a majority of the voters are willing to pay for under the adjusted rate.

Burien voters may be asked to reset the rate on a permanent basis with the new differential rate dedicated to city-wide PROS proposals, subject to the provisions of Proposition 747. Or Burien voters may be asked to reset the rate on a temporary basis, where the rate is adjusted until a specific amount of revenue has been generated to finance a specified number of PROS projects or programs - whereupon the rate reverts to the original or a specified amount defined in the referendum.

- *Participants* - Burien City Council with the assistance of the Burien Parks, Recreation & Cultural Services Department, and the Highline School District.

Action

- *Submit and approve a property tax levy rate adjustment (on permanent or temporary basis) to acquire, develop, and operate facilities* - allocating the additional revenues for acquisition, development, and operation in accordance with this plan regardless of agency sponsor.

6.4 Initiate park, recreation, and open space projects

8 Acquire open space and conservancies

Using funds generated from adjusted program fees and schedules, possible impact fees, and the proposed levy, Burien will acquire fee or use agreements and conserve significant wildlife, forestland, and open spaces indicated within this PROS Plan. Where appropriate, monies will be allocated to and/or combined with monies provided by the county, state agencies, and non-profit organizations for significant projects.

Depending on schedules and availabilities, initial acquisitions of development rights or fee title may include the riparian corridors and buffers, freshwater wetlands and ponds, saltwater shorelines and estuaries, and historical and cultural landscapes indicated in this PROS Plan.

- ***Participants*** - Burien City Council, Burien Parks, Recreation & Cultural Services Department, and the participation of other public and non-profit organizations.

Action

- **Initiate the acquisition of fee title or use agreements and conservancy of significant open space and conservancy sites** - allocating revenues for significant properties in accordance with this Burien PROS Plan regardless of agency sponsor.

9 Acquire/develop neighborhood and community parks

Using funds generated from adjusted program fees and schedules, possible impact fees, and the recently passed levy, Burien City Council will acquire, develop, maintain, and operate neighborhood and community parks indicated within this plan. Where appropriate, monies will be allocated and/or combined with monies provided by the county, state agencies, and non-profit organizations.

Depending on schedules and availabilities, initial acquisitions and developments may include waterfront access, picnic table and shelter, athletic court and field improvements to be distributed across the city, among others.

- ***Participants*** - Burien City Council, Burien Parks, Recreation & Cultural Services Department, and the participation of other public and non-profit organizations.

Action

- **Initiate the acquisition, development, maintenance, and operation of neighborhood and community parks** - allocating revenues in accordance with this Burien PROS Plan regardless of agency sponsor.

10 Acquire/develop trail systems

Using funds generated from adjusted program fees and schedules, possible impact fees, and the proposed levy, Burien City Council will acquire, develop, maintain, and operate the

significant trail systems indicated within this Burien PROS Plan.

Where appropriate, monies will be allocated to and/or combined with monies provided by the county, state agencies, and non-profit organizations for significant projects. Generally, Burien Public Works Department will develop and maintain non-motorized trail connections within public road right-of-ways.

Depending on schedules and availabilities, initial acquisitions and developments may include off-road hiking, biking, and multipurpose trails extending within and between environmental areas, parks, schools, community facilities, and neighborhoods across the city.

- ***Participants*** - Burien City Council, Burien Parks, Recreation & Cultural Services Department, Community Development, and Public Works Departments, other public and non-profit organizations, and property owners.

Action

- **Initiate the acquisition, development, maintenance, and operation of significant corridors and on and off-road trail systems** - allocating revenues for significant projects in accordance with this PROS Plan regardless of agency sponsor.

11 Conserve/designate historic and cultural resources

Burien City Council will designate and conserve significant historic and cultural resources indicated within this PROS. Where appropriate, way-finder and historic signage, artworks, arts centers, and streetscapes development monies will be allocated to and/or combined with monies provided by county and state agencies for significant projects.

Depending on schedules and availabilities, initial designations may include the Old Burien downtown district, Urban Center streetscapes and gateways, Moshier Arts Center, Dottie Harper Park, among others.

- ***Participants*** - Burien City Council with the assistance of Burien Parks, Recreation & Cultural Services Department, Community Development, and Public Works Departments, and the participation of the Arts and Historic Commissions.

Action

- **Initiate the designation, management, acquisition, development, maintenance, and operation of significant historic and cultural resources** - allocating revenues for significant projects in accordance with this plan regardless of agency sponsor.

12 Acquire and develop new community center

Using funds generated from adjusted program fees and schedules, possible impact fees, and the proposed levy, Burien City Council will acquire adjoining property and initiate development of a consolidated multi-generational community center on the Annex site.

Where appropriate, acquisition, development, and/or lease-to-own monies will be allocated to and/or combined with monies provided by other public, private, and non-profit organizations for significant projects.

Depending on schedules and availabilities, initial lease-to-own acquisition and development may include aquatics pools and lockers, physical conditioning rooms, gymnasiums, meeting and classrooms, and arts and crafts rooms for youth, teen, adult, senior, and special population activities.

- **Participants** - Burien City Council, the Burien Parks, Recreation & Community Services Department, and other public agencies as well as private and non-profit organizations.

Action

- **Initiate the lease-to-own or purchase and development of a consolidated multi-generational community center facility** - allocating revenues for lease-to-own or purchase and development projects in accordance with this Burien PROS Plan regardless of agency sponsor.

6.5 Follow-up

13 Conduct progress assessments

Burien and other public agencies will conduct progress assessments reviewing action on the projects and programs identified above and improve methods, assign responsibilities, or take other measures necessary to ensure effective implementation.

- **Participants** - Burien City Council, Burien Planning Commission, Burien Parks, Recreation & Cultural Resources Department, Community Development, and Public Works Departments, the Highline School District, public and non-profit organizations, private vendors, and citizens at large.

Action

- **Adjust parks, recreation, and open space vision, strategies, and implementing measures** - based on the results of the follow-up assessments.