

Board of Park Commissioners  
Meeting Minutes  
February 10, 2005

***Board of Park Commissioners:***

Present: Kate Pflaumer, Chair  
Angela Belbeck  
Jack Collins  
Terry Holme

Excused: Joanna Grist  
Debbie Jackson

***Seattle Parks and Recreation Staff:***

Ken Bounds, Superintendent  
Sandy Brooks, Coordinator

Commission Chair Kate Pflaumer called the meeting to order at 6:00 p.m. **Commissioner Terry Holme moved and Commissioner Jack Collins seconded that the minutes and agenda be approved. The vote was taken and the motion passed unanimously.**

## **Superintendent's Report**

Superintendent Bounds reported on the following:

Good News on Northgate Community Center/Library/Park: The Department received good news at the re-bid opening for this project. Six bids were received, with four of those under estimate. The lowest bid was \$700,000 under the \$8.5 million budget. At the first bid opening, only three bids were received and all were over the budget. The second round included a re-design, additional funding, and elimination of some items.

Pro Parks Levy Opportunity Fund: Citizens submitted 36 applications for park development and acquisition projects on February 1 for consideration through the second funding cycle of the Pro Parks Levy Opportunity Fund. The requests total more than \$10 million, with \$3 million available in this cycle. The Pro Parks Levy Oversight Committee will conduct a public process and expect to make project recommendations to the Superintendent on May 23. The Superintendent's recommendations will then be forwarded to the Mayor and City Council for approval.

Occidental Square PNE Briefing: Parks staff members briefed City Council's Parks, Neighborhoods and Education (PNE) Committee on the Occidental Square improvements project on February 2. The Council had issued a proviso on the \$1.2 million allocation of additional funding for this project, requiring further Council action before the funds can be spent, and asking Parks to continue working with the community to reduce the number of trees being removed. Staff explained that the tree removal had been carefully considered and that our proposal removes as few trees as

possible in order to meet the objectives of creating a more flexible plaza space, increasing daylight, and adding the desired park improvements. Several community members testified against any tree removal. Councilmember Peter Steinbreuck expressed strong opposition to the removal of trees and the existing glass shelter. The Committee is developing a set of additional questions for Parks to address at the February 16 PNE meeting.

Pet License Applications: Beginning in March, pet owners will be able to pick up license applications at all community centers and at 10 parks most frequented by dogs and their owners. Animal Shelter staff will provide posters and boxes to hold the license applications and encourage owners to license their pets. Enforcement officers are also working with Parks staff to target parks where pet law violations are common.

Volunteer Park Lily Ponds: A donor gave more than \$8,000 through the Seattle Parks Foundation to purchase additional water plants and fish and install fencing.

Free Computers for Seniors: Staff from Parks and Fleets and Facilities are partnering to provide free surplus computers for senior adults who cannot afford to buy their own computers. Beginning this April, seniors who take 16 hours of basic computer training in one of our classes will receive a voucher that they can take to the City's surplus warehouse and exchange it for a computer.

Luna Park Redevelopment: This recently-completed park development project reopened to the public on Friday, February 4, to an enthusiastic community. The failing 1907 sea wall and former salt water swimming pool have been demolished and replaced with a new, fish friendly over-water pier. Landscape, irrigation, public art, benches, and native plantings will be installed through a partnership between Parks and the Alki Wildlife Habitat Project in February and March. A formal dedication is planned for April.

Vietnamese New Year Celebration: Parks hosted a party to celebrate the Vietnamese New Year on February 4 at Garfield Community Center. More than 100 participants and guests were treated to both the U.S. and Vietnamese national anthems sung by a group of women who have been practicing for over a month. The celebration also included a traditional drummer, an altar with incense, gifts for elders, educational displays, and a traditional Vietnamese lunch.

Tsunami Relief Support: Mercy Corps had a tsunami relief fundraising day at Medgar Evers Pool last Saturday, with lap swimmers donating \$605 to the relief effort. In addition, one of our senior lifeguards has taken a leave of absence to provide tsunami relief support in Indonesia utilizing skills he learned in the military.

## **Upcoming Events**

Yesler Community Center Grand Opening: On Saturday, February 12, Mayor Nickels will join the community and the Superintendent in celebrating the grand opening of the new Yesler Community Center. The event is scheduled from 2:00-4:00, with a brief formal program beginning at 2:30 p.m. The celebration will include entertainment by local groups, an art exhibit, and other displays and activities.

Illuminating Langston: Popular rap artist, Sir Mix-A Lot, will perform at "Illuminating Langston" on Sunday, February 13. Other well-known performers include Ernestine Anderson and Julian Priester. The program begins at 5 p.m. Langston Hughes Performing Arts Center celebrated the 103rd birthday of its namesake on February 1.

Civic Light Opera: *Red, Hot and Cole* in the Magnuson Community Center Auditorium is in the final week of its run, which will end February 13 at Magnuson Park.

Wheelchair Sports Jamboree: Parks is hosting this year's Washington Wheelchair Sports Jamboree on April 23 at Chief Sealth High School. There will be a full day of clinics and classes for youth and adults. Featured guest athletes include Jim Martinson, a paralympian gold medalist, and Anthony Anderson, the world wheelchair tennis champion.

Octopus Week at the Seattle Aquarium: Octopus fans of all ages will converge at the Aquarium February 19-27 for nine days of fun and learning about one of the most interesting creatures in Puget Sound. Highlights include octopus releases, divers in the Underwater Dome, and a search for wild octopuses through live video into the waters under the Aquarium, as well as daily octopus feedings, talks, and octopus arts and crafts for kids.

### **Oral Requests and Communication from the Audience**

The Chair explained that this portion of the agenda is reserved for topics that have not had, or are not scheduled for, a public hearing. Speakers are limited to three minutes each and will be timed. The Board's usual process is for 15 minutes of testimony to be heard at this time, with additional testimony heard after the regular agenda and just before Board of Park Commissioner's business. No one signed up to testify.

### **Briefing/Public Hearing: Revised Supplemental Use Management Guidelines for Magnuson Park**

Kevin Bergsrud, Parks Planning and Development Specialist, came before the Commissioners to give a briefing on the Revised Supplemental Use Management Guidelines for Magnuson Park. Eric Friedli, Parks Enterprise Division Director, and recent Magnuson Park Director, was present to assist in the briefing and to answer questions. Charles Ng, Magnuson Park and Business Resources Manager; Dan Iverson, Magnuson Park Special Events Coordinator; and Isabel Hamilton, Magnuson Park Tenant Coordinator were also present.

The Board received both a written and verbal briefing, with both included in these minutes. At the February 24 meeting, the Commissioners will discuss and are being asked to recommend approval of the revised guidelines to the Superintendent.

#### *Written Briefing*

### **Requested Board Action**

To give approval on proposed revisions to the Seattle Parks Policy and Procedures Manual, Section 7.13.1.7, Supplemental Use Management Guidelines for Magnuson Park.

### **Introduction and Background**

Use guidelines were developed in the late 1970s and early 1980s for Seattle Parks. These were intended to supplement the Park Code (Seattle Municipal Code –SMC Title 18) and establish use management practices for minimizing adverse impacts of activities on park grounds and facilities and the surrounding environment. In the guidelines, Parks identified organizations likely to be affected by park activities, developed policies for managing specific activities such as special events, identified parties responsible for reviewing and managing proposed activities, and developed procedures for scheduling events. Supplemental guidelines were also developed for 11 parks. These identified the same functions as the park-wide ones, yet were more specific depending upon the unique characteristics of a park or its adjacent communities.

The supplemental guidelines for Warren G. Magnuson Park became effective in 1983, a few years after the original park was dedicated. Naval Station Puget Sound was still in operation just to the west of the park and Lake Washington, so many of the guidelines dealt with concerns related to a relatively new park with limited access, a new boat launch, and many new opportunities for shoreline recreation. The closure and transfer of the naval station to Parks made possible the scheduling of additional events. Of the 27 buildings transferred to the City, the University of Washington, and the Sand Point Community Housing Association, 11 came under the management of Seattle Parks.

Both the Reuse Plan for Sand Point (1993) and the Sand Point Physical Development Management Plan (1997), called for regularly occurring arts, culture, and recreation activities. Former aircraft hangars, workshops, and office spaces were to be used by arts, culture, and recreation organizations.

Since 1997 the number of special events and estimated visitors has consistently increased. In 1997 there were 18 permitted events, totaling approximately 30,000 visitors. Preliminary totals from 2004 show 134 permitted events, totaling approximately 105,000 visitors.

The proposed revisions to the Supplemental Use Management Guidelines for Magnuson Park intend to prescribe the types of conditions for managing special events and the procedures for issuing special event and concession/vending permits. The goal of the management guidelines is to minimize impacts from event and concession activities on drop-in park users, on-site residents (Community Housing Association), non-park operations (University of Washington), tenants in park facilities, and off-site neighborhoods.

### **Proposed Revisions**

Substantial revisions to the guidelines occur in sections 4.2 Normal Use, 4.3 Special Events, and 6.0 Responsibilities. Minor revisions occur due to changes at the park since 1983 and are found in sections 2.0 Organizations Affected, 4.1 Hours of Operation, and 5.0 Definitions. See Table 1 for a comparison between the parks-wide management guidelines and the original and proposed supplement management guidelines.

#### **1.0 Purpose**

**Additions:** an expanded description of the purpose of the guidelines and changed the name of the park to reflect rededication of the park in 2004.

**Public Comments:** none

#### **2.0 Organizations Affected**

**Additions:** Included organizations which could be affected by special events; the Magnuson Park Community Communication Committee, the Sand Point Community Housing Association, the University of Washington., and the USGS – Western Fisheries Research Center.

**Deletions:** two organizations from the original list, the Sand Point Community Liaison Committee and the United States Navy.

**Public Comments:** A neighborhood organization suggested that district councils be added as an affected organization.

#### **3.0 Reference**

**No revisions, additions or deletions.**

#### **4.0 Policy**

##### **4.1 Hours of Operation**

**Additions:** detailed descriptions of operating hours by street type and location.

##### **4.2 Normal Use**

**Additions:** text describing “permissible normal use” for the entire park and areas within the Sand Point Overlay District.

**Public Comments:** A neighborhood group suggested that normal use of the entire Magnuson Park acreage (320 acres) be limited to informal drop in activities and other authorized special events, work parties and uses.

##### **4.3 Special Events**

**Revisions:** text which allows the scheduling of several special events on the same day.

**Additions:** text which allows multiple-day special events. Added a list of 22 permissible special events which can be held within the entire Magnuson Park. In the Sand Point Overlay District defined four special events which may only be held there, in addition to all events permissible within the entire park. Added text which permits the use of sound amplification equipment in accordance with the Seattle Noise Ordinance.

**Deletions:** text describing certain permissible special events, when running events could occur, and where boats could be launched.

**Public Comments:** A neighborhood group suggested 15 permissible events. The Northeast District Council also suggested that a section of the existing guidelines remain and be expanded to include sailboat regattas.

#### **4.4 Concessions and Vending**

**Revisions:** text which permits concession and vending activities, and which allows food and non-food sales regardless of profit or non-profit status.

**Additions:** text which permits concession and vending activity following review by Parks staff.

**Public Comments:** The Northeast District Council suggested that concession activity in Magnuson Park be limited to food vending at special events, and that the sale of food and non-food items in conjunction with a park use permit be limited to non-commercial, non-project sponsor.

#### **5.0 Definitions**

**Additions:** text defining the Magnuson Park Community Communications Committee.

#### **6.0 Responsibilities**

**Additions:** nine sections that define the responsibilities of the Magnuson Park special events and tenant coordinators relative to special event scheduling and concession/vending contracts.

**Public Comments:** Citizens suggested that Magnuson Park create and maintain a comprehensive database to track event and concession/vending impacts within and outside the park.

#### **7.0 Procedure**

**Additions:** text defining that non-departmental groups may obtain permits from Magnuson Park staff.

#### **Public Involvement Process**

Presentations were made to various Magnuson Park organizations in late 2004 and early 2005. A public meeting was held on December 1, 2004 at Magnuson Park. Approximately 40 citizens attended the meeting. Several on-site tenants and special event organizers also attended and stated support for the proposed revisions and the need for flexibility in programming events. Most of the issues discussed were related to event-day management and post-event evaluation.

#### **Additional Information**

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#### ***Verbal Briefing***

Mr. Bergsrud displayed a large map and pointed out areas of Magnuson Park that would be affected by the revised guidelines. He reviewed the written briefing information and distributed a summary of the special events held at Magnuson Park since 1997. In 1997, 18 events were held with an estimated high attendance of 30,000 visitors. In 2004, 134 events were held with an estimated high attendance of 105,000 visitors. He listed a number of the events which are scheduled at the Park.

20 non-profit organizations are located on-site at Magnuson. A meeting was held in December 2004, with 40 attendees, to gather input from the tenants. Parks staff incorporated this input into the guidelines. Mr. Bergsrud next reviewed the proposed revisions. He asked the Commissioners to approve the revisions to the Supplemental Management Guidelines because the revisions are valuable, have built-in flexibility, and more definitively identify the responsibility of approving special events to Parks staff.

### *Board Questions and Answers*

The Commissioners asked for further clarification of “normal use” and “special events.” Commissioner Holmes asked for an example of a request to hold a special event. Mr. Bergsrud described the process for “Rolling Thunder”, a free speech event held in 2004, which included vendors and a festival. Dan Iverson, Magnuson Special Events Coordinator, worked closely with the permittees to place them in the most appropriate location. Staff, however, still received some complaints on noise levels. If the sponsors apply for another permit, adjustments will be made to help eliminate complaints. Mr. Friedli commented that if a permit does not meet the standards, then the event coordinator must have it approved by the Superintendent.

Chair Pflaumer asked Mr. Bergsrud to clarify “normal event” vs. “special event”. Mr. Bergsrud answered that normal use includes passive uses, as well as some active, recreational uses. Mr. Friedli commented that staff members’ policy is to permit events that do not interfere with normal uses. In the overlay area (western portion of the park), however, special events can become the normal events. Chair Pflaumer asked if that meant that it is not the magnitude of an event that makes it special, but the specific location. Mr. Friedli answered yes, that kite flying on kite hill is a normal event and scheduling an event that would interfere with the kite flying there would not be permitted. Mr. Friedli commented that it is clear that the definition of “normal” and “special” events is not yet clearly defined in the guidelines. Parks staff agreed to refine the language.

Commissioner Collins referred to testimony from some groups who worry about the orienteering participants getting off pathways and doing damage to the park. He asked if there is a process to ensure that damage is paid for or corrected as part of the application process. Mr. Bergsrud answered that a deposit is required for larger events. The permittee is responsible for trash pick up and supplying port-a-potties. If the permittee doesn’t take care of the items, Parks then draws funds from the deposit. The permittee may also be invoiced for any additional costs. The group who did the damage in the Cyclocross (bicycle) event, which the Commissioners were sent photos of with citizen testimony, had pre-arranged with the Special Events Coordinator that they would come back in and re-seed the areas and take care of the ruts. This work was completed. One photo showed a very rutted path — it was pointed out by Parks staff that at the time of the event this path had been used as a construction truck route. Some damage was already there; however, the bikes did cause some of the ruts.

Commissioner Collins asked if the groups tend to police themselves to provide adequate staff to ensure their participants stay in the correct areas. Mr. Friedli answered that most groups recognize the value of using the park land and want to come back again. There are actually few problems. Commissioner Collins referred to an event at Golden Gardens that invited participants to search for glass balls in the park and caused a great deal of damage. Superintendent Bounds answered that the event at Golden Gardens was not a permitted event. Superintendent Bounds re-stated that if permitted groups cause damage, they are billed. In some cases, groups would not be allowed to return to the park. At other times, they may be directed to apply for a location outside of the park system. Hundreds of events have been scheduled system-wide and the damage has not been overwhelming. Commissioner Belbeck asked how frequently orienteering classes are scheduled and how much damage has incurred from them. Mr. Iverson answered that two-three sessions are permitted each year. Mr. Bergsrud recalled that the classes were 20 people or less and he was unaware of damage.

Commissioner Collins commented that it is tough to put together a set of rules to cover a wide range of activities without excluding unforeseen events, and that the staff had done a good job. Has this much detail been placed on other park use guidelines and will this set a precedent for other parks’ use? The Superintendent answered that, in 2004, the Department began reviewing the use guidelines in the 11 parks that have these guidelines. He gave Greenlake Park as a good example of changing uses in a park. At one time, the hydro races and the Bite of Seattle were held at this park. Both those events now occur at other venues outside the park system. The Magnuson Park use guidelines revision is a good template.

Chair Pflaumer suggested that the title be altered to Magnuson Park Management Guidelines, with the revision date (rather than using the term supplemental guidelines.) Commissioner Collins asked how active or non-active the tenant

group is, in reference to the 40 tenants who attended the December public meeting. Mr. Friedli answered that they are a fairly strong group.

Commissioner Belbeck asked about the criteria used to permit vendors and concessions. Mr. Bergsrud answered that staff look at what is being proposed, which area the applicant is asking to use, and how the event serves the people who come to the park. Over the years, they have had applications from dog wash stations, coffee carts, ice cream vendors that drive through the park, and others.

### *Public Hearing*

The public hearing began, with 13 citizens testifying. The Chair reminded the audience that each person has up to three minutes to speak and will be recorded and timed. A very brief summary of their comments is included:

Greg Morales: He is the Artistic Director for the Civic Light Opera and was asked by his Board to appear at tonight's public hearing. He distributed a handout of the 2004-2005 performances scheduled at Magnuson Park. Civic Light Opera relocated to Magnuson Park for the community feel and is very pleased to be there. It has been good for both the patrons and the performers. Since relocating, walkups to the performances have increased. He believes that the tenants at Magnuson Park are good for the nearby businesses as they bring new people to the area, which can give additional business. He and his Board, however, are concerned that security costs might rise due to the scheduling of additional events.

Lionel Andrew: He is co-chair of the Alzheimer's Memory Walk, a fundraiser, which held its most successful yearly event at Magnuson Park this year. He really appreciates the staff there. His group requests a larger number of paved trails in the park and a reduction in the cost of scheduled events.

Jesse Miller: He is a member of the Northwest Crafts Alliance, which relocated to Magnuson Park in 2002. This is the best thing that could have happened to their organization and they hope to make it their permanent home. They expect to bring 20,000 people to the park for 2005 spring and fall shows. Magnuson Park staff are great! Members are very concerned with the fate of Building/Hangar 27 and would like to help retain it for special event use.

Tom Mearen: He is the owner of Sound Rider Magazine. Previously he held a swap meet at Qwest Field, which was very expensive for small vendors. They relocated to Magnuson Park, which is only 1/13 or 1/14 as expensive. He appreciates both the facility's many uses and the staff, commenting that Dan Iverson is very efficient.

David Gardner: He requested a change of venue for local model airplane flyers. The only site where they can currently fly their planes is located in Carkeek Park in an area that is difficult to find. It is a small area and environmentalists want the space back. His group would like to trade the space at Carkeek Park for space at Magnuson Park. He described a recent event the model airplane fliers held and stated that they cleaned up thoroughly afterwards. This group has been moved many times and would really like to be permanent residents at Magnuson Park.

The Chair asked how often they would use the space. Mr. Gardner answered that the group has three events each year, and would also use the space as a weekend recreational site. The Chair asked about noise level and he stated that the noise emitted wouldn't pass residential noise restrictions, but would pass those for open space areas. Commissioner Collins suggested the group search for a noisy or plane-oriented area. Mr. Gardner answered that the model planes do not fly continuously and usually have a 5-minute flight. The planes cannot be heard 200' away and lawnmowers make more noise.

Vernon Bryant: He, too, flies model airplanes and stated that the group has been unable to find a permanent site. They have been at Carkeek Park since 1962, now the trees are growing into the designated flight area. There are trails nearby, which make the area unsafe to fly the planes. A letter was sent to the Superintendent of Parks asking for a

change of venue to space near Magnuson Park's kite hill. The model airplane fliers don't believe they are asking for much.

Jack Tomkinson: He is the Development Director of the Cascade Bicycle Club, which is thrilled to be located at Magnuson Park. He is in favor of a flexible variety of events at Magnuson if the event fits Magnuson Park. Their bicycle club has 12,000 members and is the largest in the U.S. They hold many events at Magnuson Park, including valuable safety classes. His group is diligent about policing their events.

Brian Oster: He is the director of ProMotion Sports and supports the diversity of the events scheduled at Magnuson Park. He is an events organizer with office space at Magnuson. He mostly schedules walking/running events at other parks. Magnuson Park is a terrific venue and phenomenal staff! Events started being scheduled here when the Navy began leaving. He has watched many of them grow and become community events. This is good for the community and good for local businesses.

Lynn Ferguson: She sent the Commissioners an e-mail today about the frogs at Magnuson Park. It is a challenge to keep the balance between events and the habitat, so that one doesn't overwhelm the other. She is Chair of the Magnuson Environmental Steward Alliance (MESA) and 600 of their volunteers did over 2,000 hours of work in the natural areas during 2004. MESA submitted testimony at the December public meeting for more specific language to prevent damage to the habitat. Allowing events that will degrade and destroy the natural habitat is bad public policy. Damage has been done to the park from orienteering and bike races. She showed photos of damage done by the mountain bikes. Please protect the environment from these events, make the policies much more specific, and consider adding additional language to the guidelines.

Bonnie Miller: She is the President of Hawthorne Hills Community Council and serves on the Northeast District Council (NEDC). She is representing the District Council tonight. Several of their members were among the 40 or so who attended the December meeting on the guidelines. NEDC members have been surprised and dismayed that Parks staff members are ignoring most of the many recommendations from the Northeast District Council Task Force. They are especially concerned with two items that were added after the December public meeting, with no chance of public comment. These two items are driver/rider training activities and interim weekday parking use, which is against the zoning code. These uses are incompatible with the regular use of the park. It is shameful to ask the Commissioners to approve a document which may allow illegal activity in our park. She described a request from NEDC urging that a public safety plan be part of the revised guidelines and stated that Parks staff misinterpreted the intent of the request. NEDC intended only that a protocol be included to ensure SPD is notified of any criminal activity and crime prevention be addressed in some way. Parks staff did agree to notify SPD of any events serving alcohol. She requested the Commissioners to ask more questions of the Parks staff on this policy to determine how these use changes fit with the Department's mission statement.

Richard Ellison: He is here to support MESA and the appropriate uses of Magnuson Park. Bike races are great — but not in a habitat area. He is an environmental teacher and believes that weddings and similar events are not a good use for this area. He urged that a fulltime habitat manager be hired, as Magnuson Park needs a wildlife biologist. He is concerned that Parks is using areas of the park for profit and this is a bad trend for the future. He believes that only non-profit groups, except for small vendors, be permitted to use the park for events. He is also concerned with motorcycle use in the park.

Jeannie Hale: She is President of Laurelhurst Community Council and endorses both Northeast District Council and MESA's previous comments. She asked for a broader classification of groups affected by Magnuson Park. Parks added one group — Northeast District Council and then removed the Sand Point Community Liaison Committee which has existed since 1962 to ensure balance at the park that serves everyone's interests. In addition, the Friends of Magnuson Park were not included in the notification of the December meeting and were denied a spot at the table. This should be an inclusive process — it doesn't mean to work with only the groups in agreement. This is contrary to Parks' mission. She asked that this be corrected. She also stated that two items were added after the last public



meeting, as referenced by Bonnie Miller. Children's Hospital had been using a parking area located along NE 65<sup>th</sup> Street (park property) for interim parking. This is near the commissary and is a highly congested area. Now Parks staff are trying to legalize this activity. Park and pool lots are not an activity to include in our public parks and should not be allowed or at least not in congested areas that are highly used by others. The NEDC included a safety plan because there has been an alarming increase in crime: a stabbing across the street (Sand Point Way NE) at the 7-11 store, which was associated with a park-permitted event; arsons; vandalism; and drug dealing. We deserve safe parks; please consider including the safety plan in the guidelines.

The Commissioners asked several questions about the reference to community groups being excluded and for more discussion on this at the February 24 meeting.

Diana Kincaid: She is a member of Friends of Magnuson Park, a group that was excluded. This organization has thousands of supporters and it wants a balanced use of the park. She is concerned with (1) the herons and 140+ other species of birds at Magnuson, (2) sound amplification without time restrictions that were previously there, (3) that sound is magnified because of the park's amphitheater shape, (4) traffic concerns where parking is being permitted from 65<sup>th</sup> to 74<sup>th</sup> Street, (5) for-profit businesses at Magnuson are negatively affecting local businesses, and (6) support NEDC's public safety plan.

The public hearing concluded. The Commissioners will continue accepting written testimony through February 23.

#### *Additional Commissioners Questions and Answers*

Commissioner Holme asked if the guidelines address a fee basis that could be adjusted for non-profits. Mr. Friedli stated that the fee policy is separate from these use guidelines. Commissioner Holme stated that there was concern about damage to the habitat. Mr. Friedli referred to 4.3.4 which addresses these concerns. The Chair requested that the language be made clearer in the guidelines. Mr. Friedli stated that staff will look at the MESA verbiage, which may be used. Commissioner Collins asked about the driver/rider training and whether that is something that is permitted at the park. Mr. Friedli explained that this is done in the parking lots that have no other weekday use and all are insured. There are not many large expanses of pavement available for drivers to train on big equipment. He gave examples of several groups that have used the parking lots for this purpose: school bus drivers, State Department of Ecology for disaster response training, and the Seattle Department of Transportation to train street sweeper drivers.

Commissioner Holme asked if it is already Department policy that, if a crime is committed in the park, staff report it to Seattle Police Department. Mr. Friedli answered yes, this is already Department policy. Commissioner Holme commented that the guidelines do not need to reiterate existing Department policy.

Commissioner Collins asked about the carpool parking issue that several people mentioned in testimony. Mr. Friedli answered that Children's Hospital is currently undergoing construction and a fair amount of its parking places are temporarily displaced. A Revocable Use Permit was issued to allow carpool parking Monday-Friday, 5:30 am-9:00 pm, at a site located along NE 65<sup>th</sup> Street (on park land.) This is located at a complex of empty buildings. Children's Hospital was mandated to find alternate parking for their employees. Children's Hospital cleaned and striped the parking lot and also pays Parks for this use. However, staff overlooked that this is not permissible under the zoning code. Staff members are now working with the Department of Planning and Development to allow Children's to use the area as an interim park and pool site. The parking sites are already open to the public. This seemed like a win-win situation. Children's staff presence at the site has added some security to the area.

Commissioner Holmes asked if Magnuson Park staff have set up and maintain a database of the various events and track what happened at each. Mr. Friedli answered that setting up and maintaining a database is costly and hasn't been done; however, staff set up files on each event and make notations in these files. If the event planner asks to schedule another event, the file is pulled and reviewed. Commissioner Collins commented that he has found Access databases to be very helpful. Mr. Friedli stated that the Parks Department is using class scheduling software in other locations and it will be helpful to use at Magnuson.

At its February 24 meeting, the Commissioners will discuss the revised guidelines and make a recommendation to the Superintendent. The Chair thanked Mr. Bergsrud, Mr. Friedli, and other Magnuson staff for the briefing.

## **Briefing: Sand Point Historic District Strategic Development Plan**

Eric Friedli, Parks Enterprise Division Director, next gave a briefing on the Sand Point Historic District Strategic Development Plan. The Campus is located in Magnuson Park. This briefing was originally scheduled for the November 17 meeting, but was re-scheduled. Commissioners were given a large packet of information on the plan. Since November, most of the Commissioners have spent a Saturday morning touring the campus with Mr. Friedli. No action is requested at this time.

### *Written Briefing*

#### SAND POINT HISTORIC DISTRICT STRATEGIC DEVELOPMENT PLAN, 2004-2005

To provide direction on the strategic development and near-term actions for buildings in the Sand Point Historic District.

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#### *The Challenge*

It is time for the City to reexamine to what extent it will go to retain and reuse the historic structures that were transferred from the Navy. Delaying these decisions will result in continued deterioration of the facilities. To summarize:

- There are 11 major City-owned buildings within the Sand Point Campus (see attachment A).
- The buildings are currently under-utilized and require substantial capital investment (\$42.7 million in 2003 dollars) to bring them up to a basic useable condition where tenants could make further “finished” improvements.
- Re-use of the nine buildings that contribute to the Historic District is constrained by federal historic and recreation covenants:
  - Historic covenant: requires the City “to make every effort to retain and reuse, to the extent practicable, the historic structures” consistent with its potential registration as a National Historic District.
  - Recreation covenant: states that the property “shall be used and maintained for public park and recreation purposes in perpetuity” as set forth in the Sand Point Reuse Plan.
- Investments in preservation of historic structures are difficult to finance based upon traditional park and recreation uses.

#### *Investment History*

Investment in City-owned buildings and property since 1997 has been limited to: life-safety major maintenance (\$14.7 million); capital improvements associated with the 1999 Seattle Center and Community Centers Levy (\$3.1 million); and the 2000 Pro Parks Levy (\$618,000). The University of Washington and Sand Point Community Housing Association have invested \$25 million and \$6 million respectively in capital improvements in the 11 buildings that they own on the campus. See attachment B for a list of specific improvements.

#### **Target Public and Private Investment**

This approach focuses on opportunities presented by each building in the campus.

- Four buildings would be developed by the City.
- Two buildings would be demolished.
- Development partners would be sought for the remaining five buildings within the next 24 months.

## Target Public and Private Investment Option Summary

Building	Former Use	Sq. Ft.	Contribute to Historic District	Net Useable Condition Investment (millions)	Approach	Developer
41	Gas Station	2,034	No	0.3	Demolish	None
12	Steam Plant	6,564	yes	1.8	Demolish	None
18	Fire Station	13,722	yes	1.4	Pending	SPACE or other arts tenant
2	Repair Hangar	147,966	yes	14.7	Pending	Sports RFP
67	Motor Pool	31,909	yes	3.1	Pending	Seek arts partner
11	Public Works	45,957	yes	5.4	Pending	Sports RFP
27	Seaplane Hangar	107,474	yes	8.5	Pending	Sports RFP
30	Aircraft Hangar	79,972	yes	6.2	Preserve	City for public assembly/office/library
406	Brig	29,270	no	0	Preserve	City for recreation/day care RFP
138	Gatehouse	13,084	yes	1.3	Preserve	City for office or food service
47	Recreation Center	50,606	yes	n/a	Preserve	City for recreation/Sports RFP undeveloped part
New	Tennis Center		no	10	New	RFP
Total		528,558		42.7		
Contribute to historic district		497,254				

**Review Possible Commitment to City Development of Four Buildings:** Buildings 30, 47 and 406 would be preserved based on prior City capital investments, as would Building 138 (Gatehouse) given its prominence on the campus. The investment needed to bring Buildings 30 and 138 to useable condition for tenant improvements is \$7.5 million with the goal of recouping this investment from rental income. The near-term investment to preserve building 138 is \$96,000 for a roof. Building 406 is in useable condition and no immediate investment is needed. Building 47 has been partially renovated. The cost of bringing the remainder of the building to useable condition has not been estimated.

Next steps for these buildings are:

- *Amendments to Overlay District:* Request amendments to the Sand Point Overlay District to potentially allow administrative office and food establishments as principal land uses in order to pursue recommended re-use options for Buildings 30 and 138. Amendments would also be needed to allow signage exceeding current single-family development standards.
- *Real Estate Expertise:* Engage commercial real estate experts to assess City development of Buildings 30 and 138 as mixed-use administrative office, food service and public assembly space.
- *Library:* Resolve decision on location of a Seattle Public Library branch.
- *Community Center Operations:* Continue to operate Building 47 as a community center in conjunction with issuance of a sports RFQ (see below).
- *Community Activity Center Operations:* Seek a mix of Parks and non-parks recreation programs in Bldg. 406.
- *Child Care RFP:* Issue an RFP for a child-care facility in Building 406.

### **Buildings Slated for Demolition under this Option:**

Buildings 12 (steam plant) and 41 (gas station) would be demolished.

- Building 12 has the highest costs to bring the building to useable condition at \$279.00 per square foot, which translates to a non-economic rental rate of \$22.42 per square foot before tenant improvements. This building is currently vacant – demolition could proceed as soon as funding is available.
- Building 41 does not contribute to the Historic District and the cost of bringing the building to useable condition is \$125.00 per square foot – the second highest per square foot costs – for a high effective rental rate of \$11.35 per square foot. This building is currently used as a park maintenance facility and demolition could be delayed.

**Pursue Long-term Private Partnerships:** Parks proposes further efforts to determine if there are recreation uses that would be economically viable and allow for preservation of Buildings 2, 11, 18, 27 and 67 with minimal or no cost to the City. These efforts would also include determining if there is a viable partner for developing an indoor/outdoor tennis center. Long-term partnerships of 20 or more years are likely to be necessary to make this approach economically viable for a partner. These buildings represent 70% of the square footage of buildings that contribute to the Historic District.

In order to make a preservation decision the Department proposes to engage in the following actions during the next 18 to 24 months:

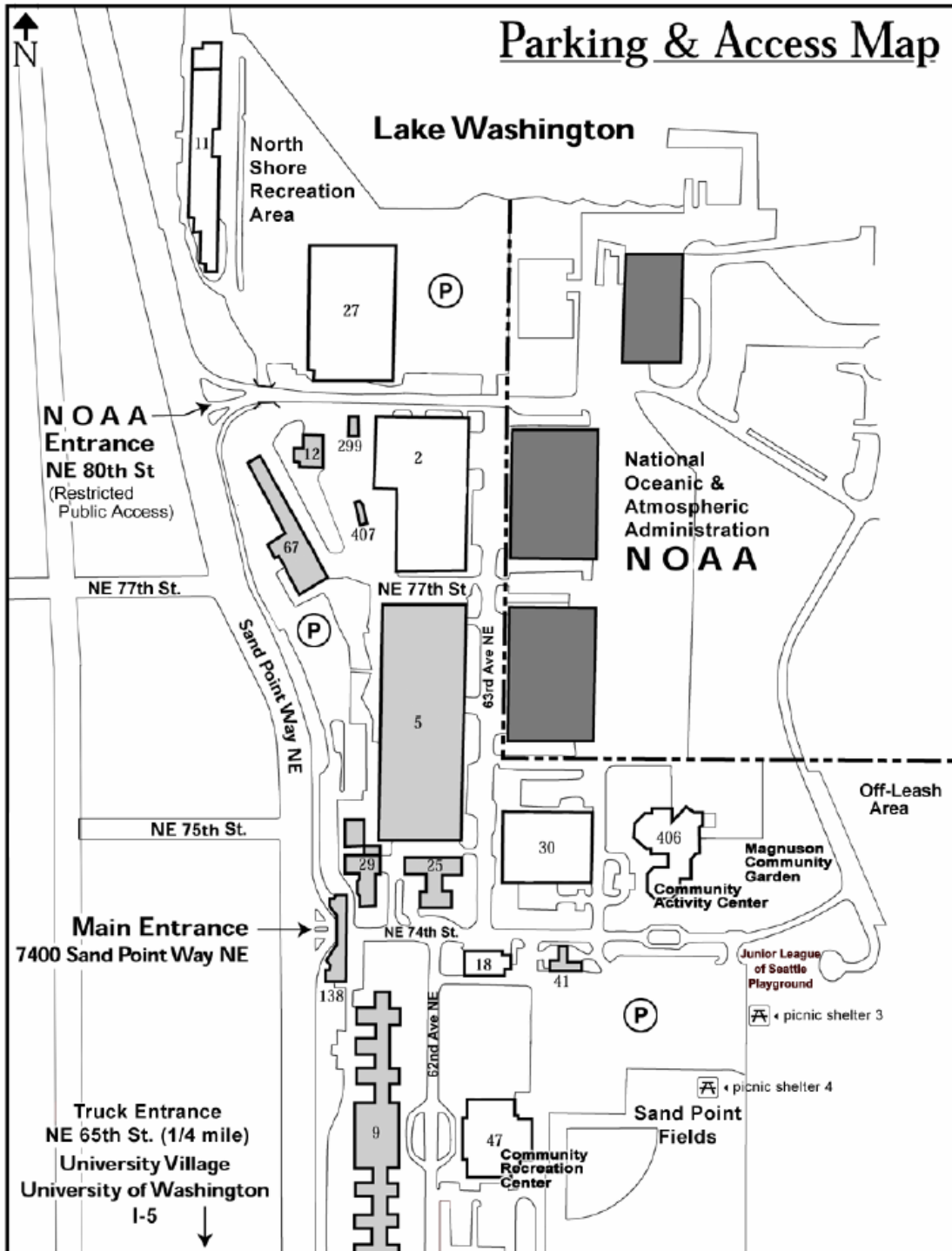
- *Sports RFQ:* Issue an RFQ for indoor sports developers to partner with the City in the re-development of Buildings 2, 11, 27 and 47 and an indoor/outdoor tennis center.
- *Arts Development:* Proceed with renovation of Building 18 only if it is confirmed that we can obtain a certificate of occupancy. Develop contract or lease with the Sand Point Arts and Cultural Exchange (SPACE) for Building 18 as an art studio space if determined appropriate. Pursue an arts programming development partner in Building 67. This would include working with City Office of Arts and Cultural Affairs.
- *Film Studio:* Resolve decision on use of Building 2 as a film studio with City Office of Film and Music.
- *Amendments to Overlay District:* Request amendments to the Sand Point Overlay District to allow uses to be included (if necessary) in the RFQ and expand the Overlay District to include Building 27.
- The Department will research alternatives if partners cannot be found for some or all of these buildings and the decision is made to demolish them. A critical question is whether the Sand Point Overlay District can/should be amended to retain the coverage and volume of buildings that now exist on the site. This would allow the Department to maintain the indoor sports options that require hangar type buildings even if it isn't economical to preserve the existing buildings.

This approach maintains the City's commitment to parks and recreation uses and historic preservation. It demonstrates to the community and the National Park Service that all reasonable attempts are being made to honor the deed covenants. This approach builds on past investments and recognizes buildings that would likely never be reused. It recognizes importance of both arts and sports. It requires no new immediate City capital investment allocations. The option delays decisions on building preservation issues while arts and sports RFQ are being pursued.

#### **Legislation/Council Action**

No action is immediately required by the City Council. If the Department determines that there will be interest in a development partnership then a Council Resolution to support direction of plan and issuance of the sports RFQ would be beneficial. Amendments (if necessary) to the Sand Point Overlay District will require Council action.

Attachment A



## Attachment B

### Sand Point Campus and Historic District Improvements 1997-present

- Utility Upgrades. In 1997 the City Council approved funding for upgrades to the on-site utility systems. The water and sewer systems were replaced and a conduit was installed for the electrical and telecommunications system. Street lights were installed and other minor improvements were made. The University of Washington and Sand Point Community Housing Association shared in the cost of those improvements. **Total costs = \$11.2 million.**
- The Brig. The Pro Parks Levy allocated \$618,000 for improvements to the former Brig in 2003. Prior to that, approximately \$200,000 in revenues were allocated to upgrade the HVAC system and make other minor improvements. This building can be fully occupied. **Total costs = \$618,000**
- Recreation Center. The 1999 Community Center Levy provided \$3.1 million to make improvements to this building. In addition, \$1 million was allocated from CRF funds to replace the roof. That work was completed in 2003 and this building opened as the Magnuson Community Center in February 2004 making the 500-seat theater, the gymnasium and one meeting room available for public use. Renovations were not undertaken for the pool, locker rooms, and approximately 15,000 square feet of office and activity space in this building and cannot be occupied until improvements are made. **Total Costs = \$4.1 million.**
- Building 30. Major Maintenance CRF funds were allocated to replace the roof on this building and make some seismic upgrades in 2003. The \$1.5 million project was completed in 2003. Prior to 2003 approximately \$100,000 in revenues had been allocated to install a partial heating system and make other minor improvements. The hangar in this building hosts a range of community events and a portion of the office space is occupied. Approximately 21,000 square feet of office space cannot be occupied until improvements are made. **Total Costs = \$1.6 million.**
- Other Miscellaneous Improvements. Since 1997 minor improvements have been made to other buildings and two buildings in the campus have been demolished. Minor improvements have included roof patches, hazardous materials removal, door and window replacement, emergency exit signage, etc. A new heating system was installed in Building 138 (the Gatehouse). Minor improvements have been made in order to attract paying tenants and maintain building safety. **Total Costs = \$870,000.**
- University of Washington. The University has fully renovated two of the five buildings it owns within the campus. It is likely to demolish one building and is researching options for redevelopment of the remaining two buildings as defined in an educational use covenant. **Total Costs = \$25 million.**
- Sand Point Community Housing Association (SPCHA). The SPCHA has fully renovated six buildings it owns. It has plans to build up to 103 new units on its pre-approved locations on-site, both inside and outside the historic district. **Total costs = \$6 million.**

### *Verbal Briefing*

Mr. Friedli reviewed the information that was sent to the Commissioners in November 2004 and gave a brief update on recent developments at Magnuson Park. The park has many tenants for the various buildings and is being utilized for a number of community events. In 2004, park improvements were designed and are now into the construction phase. The intent of the Sand Point Historic District Strategic Development Plan is to look at the 11 City-owned historic buildings in Magnuson Park and develop a strategic plan for the future. Tonight, Parks is asking the Commissioners for any advice and comments on the plan, as developed so far. Mr. Friedli reviewed the next steps to be taken:

- *Amendments to Overlay District:* Request amendments to the Sand Point Overlay District to potentially allow administrative office and food establishments as principal land uses in order to pursue recommended re-use options for Buildings 30 and 138. Amendments would also be needed to allow signage exceeding current single-family development standards.
- *Real Estate Expertise:* Engage commercial real estate experts to assess City development of Buildings 30 and 138 as mixed-use administrative office, food service and public assembly space.

- *Library*: Resolve decision on location of a Seattle Public Library branch. (A library is planned for the Sand Point area, but not necessarily at Magnuson Park.)
- *Community Center Operations*: Continue to operate Building 47 as a community center in conjunction with issuance of a sports RFQ (see below).
- *Community Activity Center Operations*: Seek a mix of Parks and non-parks recreation programs in Building 406.
- *Child Care RFP*: Issue an RFP for a child-care facility in Building 406.

***Commissioner Questions and Answers***

Commissioner Collins asked if the Park Board should write a letter to the Library Board in support of locating the library at Magnuson Park. Superintendent Bounds commented that the Library Board must first add funds to some of its main branches. Once this is completed they will know how much is left to fund opportunity sites, such as at Sand Point. The Superintendent has already discussed with the City Librarian, Deborah Jacobs, that Parks is very interested in having Building 30 used as the new library. Commissioner Collins stated that the Board would be happy to write a letter when the Library Board nears a decision.

Commissioner Belbeck asked about the buildings slated for demolition under this plan (Buildings 12 – steam plant, and 41 – gas station), and who makes the decision to demolish them. Parks staff answered that if a building is designated for demolition (which is very costly), that Parks would have to go to the Department of Finance and City Council for approval and go through the historic preservation review process.

Mr. Friedli briefly discussed the proposed use of several other buildings. Parks will issue an RFQ, which will be brought before the Board in 6-8 weeks. The market and demand for use of these buildings will not be known until the RFQ is received, and then many decisions will need to be made.

Commissioner Holme asked, if it is determined that a building is not usable and it is demolished, whether the land will be returned to natural area. Mr. Friedli stated that under current zoning code, it is impossible to rebuild on the sites. Staff members are trying to have the zoning changed to allow a like building to be constructed in the footprint of a demolished building. It is hoped that there will be a use for most of the buildings.

Commissioner Collins stated that he is astonished at the progress being made at Magnuson Park. Parks is doing a wonderful job in developing, and balancing, the wide uses of the community and municipalities and development of the habitat. Mr. Friedli complimented Mr. Iverson and Ms. Hamilton for their excellent work scheduling events at Magnuson Park.

Commissioner Collins complimented the extensive packet of information that was sent to the Commissioners for their review and the Commissioners thanked Mr. Friedli for the briefing.

**Board of Park Commissioners’ Business**

None

**New/Old Business**

Superintendent Bounds introduced the Department’s new budget analyst, Tyler Running Deer, of the City Budget Office.

There being no further business, the meeting adjourned at 8:00 p.m.

APPROVED: \_\_\_\_\_

Kate Pflaumer, Chair  
Board of Park Commissioners

DATE \_\_\_\_\_