Seattle Parks & Recreation

healthy people healthy environment strong communities

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# SEATTLE PARK DISTRICT MID-CYCLE REPORT

# OVERVIEW

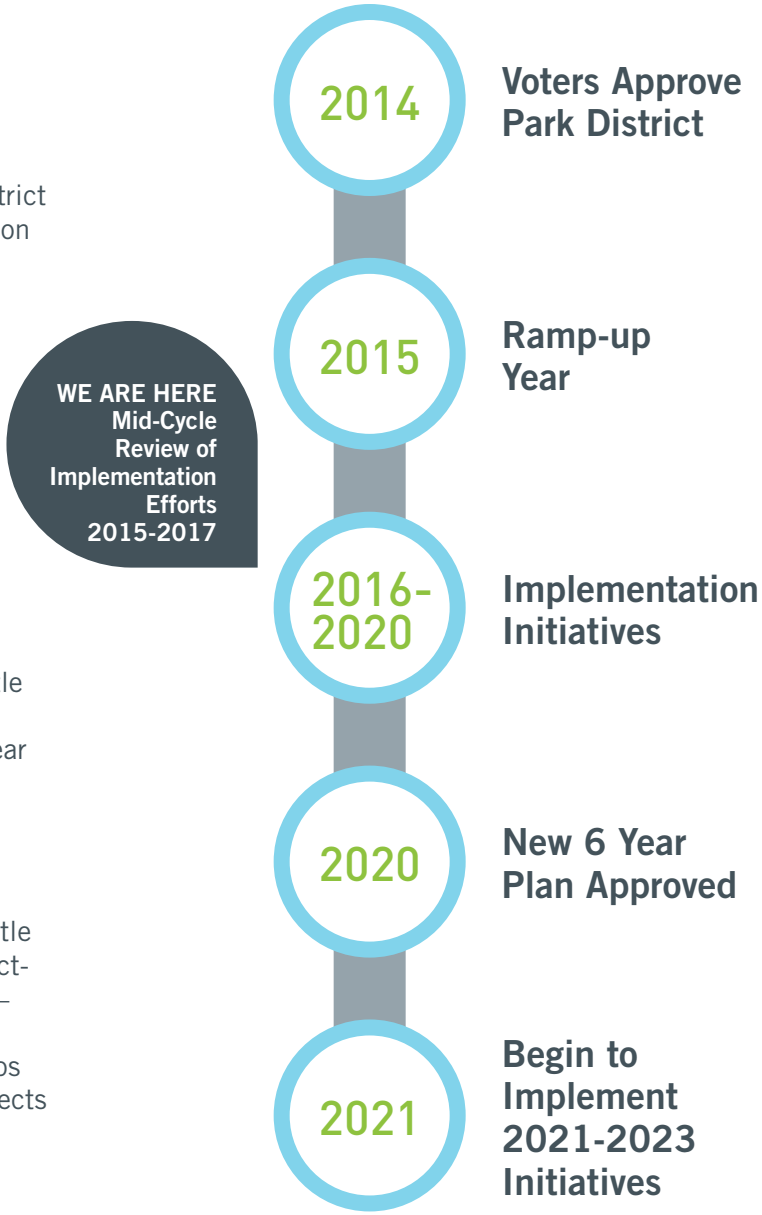
## BACKGROUND INFORMATION

On August 5, 2014, Seattle voters approved the Seattle Park District, a metropolitan park district authorized by Chapter 35.61 of the Revised Code of Washington. This voter-approved District collects property taxes to fund City parks and recreation services: parkland and facility maintenance, recreation facility and program operation, and new park development on previously acquired sites. The Seattle Park District has the same boundaries as the city of Seattle, and Seattle City Councilmembers serve as the Park District's Governing Board. A 15-member Park District Oversight Committee helps ensure that the Park District is administered equitably and transparently, engages the public, and completes the projects and programs described in the six-year plan.

In the Interlocal Agreement between the City of Seattle and the Park District, the parties agreed to engage in planning activities on a six-year cycle. The next six-year plan will be adopted in 2020 by the governing board for 2021–2026.

## ASSESSMENT PURPOSE

The Mid-Cycle Report comprehensively assesses Seattle Parks and Recreation's implementation of Park District-funded initiatives through the first three years (2015–2017) of the initial six-year plan (2015–2020). The report summarizes key findings and outlines next steps to ensure that the department delivers identified projects and services to the community.



## THEMES & LESSONS LEARNED 2015–2017

After reflecting on the first three years of the Seattle Park District, Seattle Parks and Recreation (SPR) has identified the following overarching themes and lessons learned, which will inform how SPR implements the cycle's next three years and will guide development of the next six-year plan.

### ON TRACK

Most initiatives and projects named in the first six-year funding cycle are on track for completion or will meet projected milestones by the cycle's end. That includes commitments for operating programs and for capital projects. Projects on previously acquired parkland ("land-banked sites") will be completed or under construction by the end of 2020; major maintenance work on our parks, pools and community centers is being completed; expansions of community center hours and programs are already in place.

### BUILDING NEW PARK DISTRICT MUSCLES

Park District funding has allowed SPR to improve data systems, business processes and staff development programs. These tools help us manage work more efficiently, assess and improve our "back of the house" processes and provide a better user experience. More specifically, SPR continues to improve the way assets are evaluated, planned, maintained, and assessed for future maintenance. Our Asset Management Work Order (AMWO) system is being used by more than 300 employees to track their work since January 2018; however, additional time and resources are needed to fully implement the system. The data system upgrade to SPR's registration program is scheduled to launch in late November 2018 and will also take time and training to fully implement. These systems, together with the City's new financial management system, support our performance management efforts.

### PERFORMANCE MANAGEMENT

SPR reports regularly on Park District-related progress and outcomes. While performance management is not new to SPR, efforts to date have focused on metrics and process measures (number of attendees, hours trained, etc.). SPR is committed to moving toward an outcomes-based, performance management culture focused on "Healthy People, Healthy Environment and Strong Communities," ensuring our values of Equity, Opportunity, Access and Sustainability. SPR is committed to collect and analyze information that gives service delivery staff the information they need to allocate resources and make course corrections to best serve the community. With a long way still to go, SPR is committed to keeping this work moving forward, and aligning performance management efforts across all program areas and funding sources.

## IMPACTS OF SEATTLE'S GROWTH

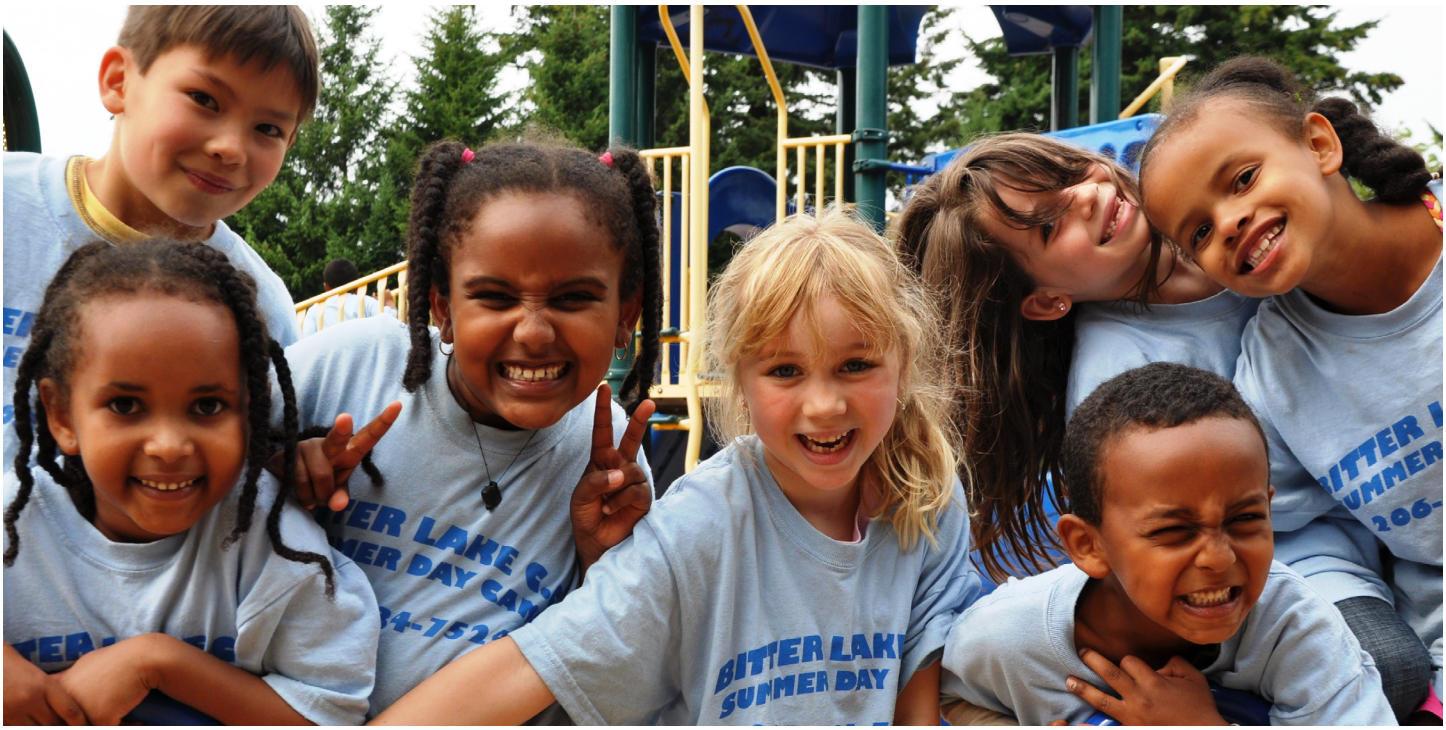
Seattle's current rate of population growth means there is less open space per capita than ever before, and concentrated density is putting pressure on neighborhood parkland and facilities. The growth and development boom has further complicated our ability to respond as the cost of land makes new acquisitions increasingly expensive. Another impact is that SPR gets very few bidders for public works construction projects; with building material costs far exceeding inflation estimates, the bids we do receive often exceed estimated costs. Also, the homelessness crisis creates significant impacts on park and community center maintenance and operations.

## CAN'T DO IT ALL

The Park District has generated much excitement as communities and stakeholders consider the prospect of having a new center or park in their neighborhood. Although "Fix It First" was a slogan of the Park District campaign, SPR feels increasing pressure from the community to deliver more new recreation facilities and parks. Although this first six-year cycle has some funding to build new assets, much of the Park District funds are directed toward maintenance of existing assets, both small and large. We are carrying out the initial six-year plan as approved and funded: consequently this demand for "more" remains unmet, and may put pressure on the next six-year plan to shift the focus away from maintenance and more toward new community centers and park improvements. It must be kept in mind that any large, urban parks-and-recreation system crucially requires sustained investment in major maintenance for existing and new assets.

## BUDGETING FOR THE FUTURE

As designed, the Park District provides supplemental support to both operations and maintenance activities within SPR—community center operations and maintenance of parks, facilities and forests. Also, the Park District provides funding for certain discrete projects and programs similar to a traditional levy—land-banked site development and the Major Projects Challenge Fund. As Park District funding is integrated into departmental operations, the funding needs to be flexible enough to address changing priorities while ensuring the spirit and intent of the Interlocal Agreement. Examples of this to date include realigning waterfront maintenance funding to Pier 62 renovation and land-banked site development, leveraging cashflow to plan and construct Smith Cove Park without needing to issue debt, and reassigning park maintenance resources to respond to the 2017 Emergency Proclamation on Homelessness.



## FINANCIAL SUMMARY 2015–2017

A thorough financial review of Park District spending was completed after the books closed on 2017. The data gathered through that process informed the 2019–2020 budget development process. Below is a summary.

Park District funding is appropriated in two categories: Operating Initiatives, which include funding for operations and maintenance (appropriated annually), and Capital Initiatives, which include funding for capital projects and major maintenance (this continuing appropriation recognizes that capital projects require significantly more time to complete).

From 2015–2017, the Park District provided more than $34 million to support programming, maintenance and operations and more than $73 million toward capital projects, which include both major maintenance and improvements to existing parks and facilities. Together these investments provide critically needed support for previously underfunded services to help meet the needs of our changing community.

## OPERATING INVESTMENTS 2015–2017 (combined)

SPR's combined 2015–2017 operating budget (inclusive of Park District and all other funding sources) was approximately $464 million. Approximately 8% of SPR's operations was supported by Park District funding during this three-year period. Remaining support came from General Fund, charges for fees and services, and other levies and funding sources.

SPR utilized more than 98% of the Park District funding from these three years to deliver on Park District-funded operating initiative goals. During this time, SPR did carry forward a small amount of Park District operations funding. This primarily related to the two technology projects: implementation of an Asset Management Work Order system (AMWO) and implementation of an updated registration and point-of-sale system. This funding has now been spent.

### SEATTLE PARKS AND RECREATION OPERATING BUDGET

**2015-2017: $464M TOTAL**

- **$428 Million** | Other Funding (General Fund, Park Fund, Grants, etc.)
- **$35 Million** | Park District Funding
- **$545 Thousand** | Park District Underspent

## CAPITAL INVESTMENTS 2015–2017 (combined)

SPR's combined 2015–2017 capital budget was approximately $155 million. Approximately 48% of SPR's Capital Improvement Program (CIP) was supported by Park District funding during these three years. Other capital resources include Real Estate Excise Tax (REET), Waterfront Improvement funds, grants, and other levies and funding sources.

SPR utilized 39% of the Park District funding provided during these three years to deliver on initiatives. Because capital projects require significantly more time to design and complete, remaining funds are carried forward to continue implementation. By the end of 2017, 44 major maintenance projects had been completed and more than 40 additional projects were underway. Because most of a project's spending occurs in its construction phase, the funds carried forward will be spent as project construction begins in the remaining three years. Among lessons learned, SPR now aligns project budgeting with cashflow rather than allocating the total budget in year one. Below is a timeline of typical SPR capital project.

### SEATTLE PARKS AND RECREATION CAPITAL IMPROVEMENT PROGRAM (CIP)

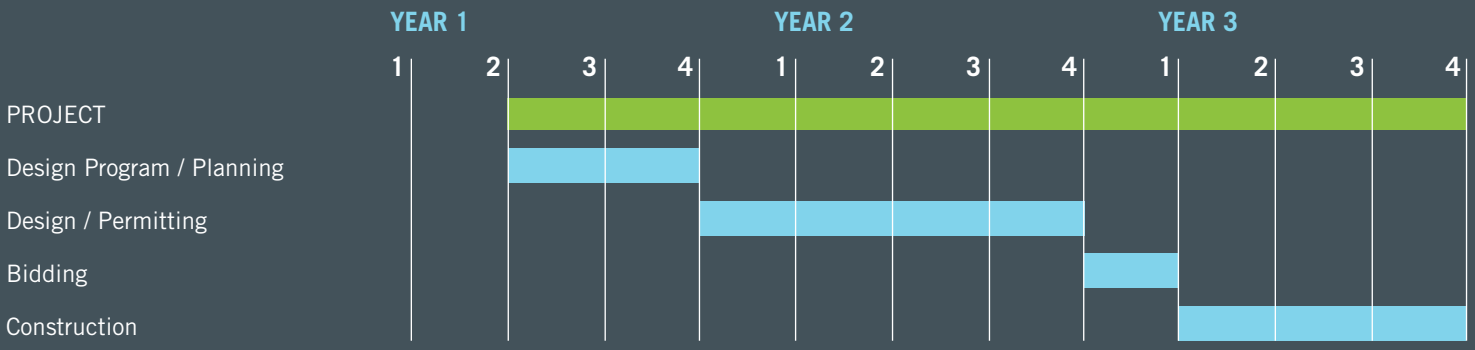
**2015-2017: $155M TOTAL**

**$81 Million** | Other CIP Funding (REET, 2008 Levy, Grants, etc.)

**$29 Million** | Park District Funding Spent

**$45 Million** | Park District Funding Remaining

## TYPICAL PARKS AND RECREATION PROJECT TIMELINE



# PROGRAM LEVEL REVIEW

## THE 2015–2020 PARK DISTRICT PLAN FOCUSED ON 4 INVESTMENT AREAS:

- **FIX IT FIRST INITIATIVES** address the parks and recreation system's major maintenance backlog and supports the Green Seattle Partnership's efforts to preserve our urban forest.
- **PROGRAMS FOR PEOPLE** initiatives support community center operations; fund programs, classes and services for the community; focus on providing access to recreation for all.
- **MAINTAINING PARKS AND FACILITIES** initiatives fund day-to-day maintenance of parks and facilities, and fund needed improvements at dog off-leash areas and P-Patch community gardens.
- **BUILDING FOR THE FUTURE** initiatives prepare for the future by developing new parks and acquiring new parkland. Funding is also provided to maintain new parks once they are developed.

**BELOW IS A SUMMARY OF HIGHLIGHTS AND CHALLENGES WITHIN THESE CATEGORIES**
(initiative level detail is in the next section).

## FIX IT FIRST

### MAJOR MAINTENANCE AND PROJECT MILESTONES

SPR is on track to meet the six-year goal to complete at least 120 major maintenance projects; 44 have been completed with Park District funding through 2017 and another 40+ projects were underway at the end of 2017. Utilizing Park District funds, SPR also successfully launched a new Asset Management Work Order (AMWO) system with more than 300 employees now using this system to track maintenance performed. For an update on the original $287 million major maintenance backlog, see p. 17.

### RESTORING OUR CITY'S FORESTS

Leveraging all resources dedicated to the Green Seattle Partnership, 1,550 acres of City forest are in active restoration so far. The Partnership is on track to have 1,750 acres in active restoration by the end of 2020, and meet the goal of 2,500 acres in active restoration by 2025. Over time, resources will transition from restoration to ongoing maintenance activities to ensure these forests do not revert to unrestored condition or succumb to invasive plants.

### COMMUNITY CENTER RENOVATION PROJECTS

Community center stabilization projects are intended to address critical major maintenance priorities at eight sites. However, the community had expectations that these projects would also address the centers' look, feel and use. These stabilization projects (such as seismic retrofits) improve the buildings' soundness, but include very few of the nice-to-have improvements the community may have anticipated.

In 2018, SPR engaged a consultant to further refine cost estimates for these stabilization projects before project design begins. We are learning that these facilities' condition has deteriorated significantly since the original cost estimates were made (some from 2008). Based on information learned through this evaluation, the scope of the work to be completed by the end of 2020 may need to be adjusted and project elements reprioritized. In the case of Loyal Heights Community Center, for example, we may need to assess whether it is more appropriate to make the level of investment needed to perform these critical major maintenance activities or instead to prioritize a major renovation or new facility in the next Park District cycle.

## MAINTAINING PARKS AND FACILITIES

### THIRD SHIFT FACILITY MAINTENANCE

The Park District funds a new approach to preventive maintenance: the third shift. This crew, comprising journey-level tradespeople (electricians, painters, plumbers, carpenters) and maintenance workers, performs preventive maintenance activities at our recreation facilities at night. This avoids disrupting the public during the day and drastically reduces the frequency of facility closures. Although pools still need to be closed for work that requires them to be drained, and gyms still need to be closed to refinish floors, most other work is performed by this team outside facility operating hours. This new approach has been so successful that SPR has assigned additional staff to the team to further the efforts.

### PARK DISTRICT INITIATIVES AND THE SEATTLE CONSERVATION CORPS

SPR is leveraging two of the smaller major maintenance initiatives—Improve Dog Off-Leash Areas and Rejuvenate Our P-Patches—by using the Seattle Conservation Corps (SCC) and thereby supporting another SPR priority and City priority. SCC is a unique SPR program that provides employment, job training and support services to people experiencing homelessness. The size and scope of these projects make them ideal for the SCC to implement as a means of training its members. At the same time these community assets are being maintained, some of our most vulnerable community members are learning skills. The Park District also funds support services for SCC members.

### REDEVELOPING A PARK MAINTENANCE STANDARD

The Park District supports ongoing maintenance at Seattle's parks by increasing comfort station cleaning, landscape maintenance, tree maintenance and enhanced maintenance projects (cross-functional, focused maintenance projects at an individual park). At the outset of the Park District, SPR had no mechanism to evaluate these efforts' effectiveness. Moving forward, the Park Inspection Program, launched as a pilot in late 2017, will provide performance data. Park Inspection Program team members work with SPR staff to perform park inspections systematically and transparently. Inspection results allow SPR to respond to specific issues (such as making a repair) and assess maintenance practices based on information gained across multiple inspections.

## BUILDING FOR THE FUTURE

### URBAN PARKS PARTNERSHIP IMPLEMENTATION

This new and innovative initiative leverages community investment and activates downtown parks. SPR piloted a partnership with the Downtown Seattle Association (DSA) and later formalized the arrangement whereby DSA provides $3 for every $1 provided by the Park District. Lessons learned from this arrangement are informing the City's partnership development approach to activate the new Seattle waterfront. SPR is also piloting and refining a way to work with other smaller community groups to activate additional downtown parks such as Freeway Park, Cascade Playground, and multiple parks in the International District/Chinatown area and Belltown.

### LAND-BANKED SITE DEVELOPMENT

One of the clear objectives of this Park District cycle is to develop new parks at 14 locations across the city—sites previously purchased for parkland but left undeveloped due to lack of funding. Through 2017, SPR was on track to have 13 of the 14 sites open or under construction by the end of 2020. North Rainier was the 14th site: when its size expanded, SPR found itself with insufficient funding to develop the site. The initial North Rainier land-bank site was purchased in 2011 with 2008 Parks and Green Spaces Levy

funds; in 2016, SPR acquired adjacent parcels with 2008 Levy funds; the Park District acquisition initiative is allowing SPR to purchase the final key parcel (estimated closing in 2019). Consequently, the site will now be nearly an acre larger than envisioned when the land-banked development initiative was funded.

**2019 budget update: To address the funding gap, the Mayor's proposed budget will leverage the existing Park District funds with an additional $1.3 million from the Real Estate Excise Tax (REET) to allow SPR to deliver a new park at the North Rainier land-banked site. So all 14 sites are on track to be open or in construction by the end of 2020.**

### PERFORMANCE MANAGEMENT SYSTEM DEVELOPMENT

As described in the overarching themes, SPR's performance management system is still in the early stages, and additional work is needed to develop a comprehensive performance management framework. Performance data, although steadily collected throughout the first half of this Park District cycle, is still incomplete. SPR created a **performance dashboard** with established target measures, but a baseline was not established for all the measures. As it supplements and enhances SPR's ongoing work, the Park District is often one of numerous funding sources for a particular project or service. This makes it difficult to quantify and communicate the precise value added by Park District funding. Notwithstanding that difficulty, we strive to share with the community the specifics of Park District funding by means an **Open Budget platform** and an annual report. SPR continues working to improve its performance management system.

## PROGRAMS FOR PEOPLE

### ACCESS TO COMMUNITY CENTERS, POOLS, AND PROGRAMS

Expanding community center hours, programs and services was a department and community priority in the first Park District cycle. In 2015, funding was provided to shore up existing operating hours and provide scholarship funding for general recreation programming (previously the vast majority of scholarship funding was dedicated to licensed childcare programming). Beginning in 2017, Park District funding now provides expanded operating hours at six sites. Those expanded operating hours allow SPR to provide drop-in programs free of charge (tot gym, weight rooms, basketball, pickleball, etc.) during public operating hours. Since fees were eliminated for these activities, participation is up 10%.

### CUSTOMER SERVICE TECHNOLOGY

SPR's registration and facility booking software is outdated and is not user-friendly on a mobile platform. With Park District funding, SPR can implement the next generation system. Originally planned for implementation in 2017, the project was delayed to late 2018 to ensure its alignment with the City's new PeopleSoft 9.2 accounting system which went live January 2018. Staff training, system enhancements and business process changes will continue into 2019.

### LEVERAGING COMMUNITY PARTNERSHIPS IN RECREATION PROGRAMMING

Three new Park District-funded initiatives put approximately $600,000 per year in the hands of community organizations and individuals to provide culturally relevant and engaging programs, events and experiences. "Recreation For All" and "Get Moving" culturally relevant programming for underserved populations; "Get Moving" focuses on health and fitness programs. "Put the Art in Parks" leverages artists installations, performances and events to activate priority park sites.

# INITIATIVE LEVEL REVIEW

Each initiative funded in the 2015–2020 Park District Plan was assessed for whether we are on track or need course corrections. Although all the initiatives in the first Park District cycle are conceptually strong, a few have not delivered the impact we had hoped. We will re-evaluate these for potential modifications this cycle or as we plan for the next six-year cycle.

**ON TRACK**
SPR assesses that the initiative is delivering, or is set to deliver, on original intent.

**CLOSELY MONITORING**
Work associated with the initiative is new, complex or large-scale, so additional attention is given to ensure initiative delivers on original intent.

**REEVALUATING**
SPR assesses that the initiative is not delivering on original intent and requires a course correction.

## FIX IT FIRST

| # | INITIATIVE | MID-CYCLE PROGRESS | NEXT STEPS |
|---|---|---|---|
| 1.1 | **Major Maintenance Backlog and Asset Management**<br>Preserve long-term use of facilities through capital investments. Reduce backlog of major maintenance projects. Provide more efficient tracking and forecasting through a new integrated asset management work order system.<br>*2015–2017 Budget: $40M*<br>*2015–2017 Spend: $18.8M (47%)*<br>*NOTE: For more information, see special section on the major maintenance backlog.* | • From 2015-2017, SPR has completed 44 major maintenance projects, initiated 40+ additional projects, and resolved more than 60 encroachments utilizing Park District funds.<br>• SPR implemented a new Asset Management Work Order system. As of 1/1/18, more than 300 employees are using the system to track maintenance performed and operating divisions are utilizing data from the system to allocate resources and develop key performance indicators. The system's capital planning components are in the implementation phase. | • While SPR is on track to meet the goal to complete 120 major maintenance projects by the end of 2020, we are **closely monitoring** this initiative in recognition of the initiative size and timeframes involved in completing this work.<br>• SPR continues to refine our approach to asset management. This funding source's stability is allowing SPR to design a process based on asset lifecycles rather than demand-based maintenance. This transition will take time and resources to implement. |
| 1.1a | **Phase 1 Pier 62/63 Redevelopment**<br>Support redevelopment of this SPR asset; project managed by the Office of the Waterfront.<br>*2015–2017 Budget: $0*<br>*2015–2017 Spend: $0*<br>*NOTE: Initiative is not funded until 2019.* | • This initiative was added in 2016 in recognition of a revised timeline for Seattle's New Waterfront Park (Resolution 12 reallocated original financial plan resources for initiative 4.3).<br>• Managed by the Office of the Waterfront, Phase 1 of this project (Pier 62) is underway using other funding sources. Park District funds allocated in 2019 and 2020 support this redevelopment. | • The Office of the Waterfront is **on track** to open this portion of the waterfront project in late 2019.<br>• SPR will begin maintaining this improved asset when it opens (through initiative 4.3). |

## FIX IT FIRST continued

| # | INITIATIVE | MID-CYCLE PROGRESS | NEXT STEPS |
|---|---|---|---|
| 1.2 | **Community Center Rehabilitation and Development**<br>Complete condition assessments and finalize scope of stabilization plans for eight community centers: Green Lake, Hiawatha, Jefferson, Loyal Heights, Magnolia, Queen Anne, South Park, and Lake City.<br>*2015–2017 Budget: $8.09M*<br>*2015–2017 Spend: $1.39M (17%)*<br>*NOTE: For more information, see the special section on the major maintenance backlog.* | • Initiative initially on hold while SPR completed the Community Center Strategic Plan (completed September 2016). This plan estimated that more than $62M would be needed to improve six centers and replace two.<br>• SPR then worked with the community to identify priority stabilization projects at the facilities.<br>• SPR completed the stabilization project designed to keep Lake City in operation until replaced. Green Lake's is underway and will be completed in 2019.<br>• Remaining six sites are being further evaluated by an outside consultant. | • SPR is **closely monitoring** this initiative.<br>• Green Lake and Lake City are well past their useful life and will be considered for replacement by new facilities in the next Park District funding cycle.<br>• The other six facilities' condition has deteriorated significantly since original cost estimates were completed (some in 2008).<br>• SPR is engaging a consultant in 2018 to further refine estimates for project elements before formal design initiated. Scope may need to be adjusted based on information learned. |
| 1.3 | **Saving Our City Forests**<br>Restore forest land and provide ongoing monitoring and maintenance work necessary to keep restored areas from being overrun by invasive plants.<br>*2015–2017 Budget: $5.91M*<br>*2015–2017 Spend: $5.74M (97%)*<br>*NOTE: 2015 (ramp-up year) funding was primarily limited to equipment purchases* | • Through 2017, Green Seattle Partnership has 1,550 acres in active restoration (Phases 1–4), of which 330 are in ongoing maintenance (Phase 4).<br>• In 2016 and 2017, more than 150,000 hours of volunteer time were donated in support of this effort (a value of more than $3.6M). | • SPR is **on track** to have 2,500 acres of forest in active restoration by 2025. As progress continues, the focus of this initiative is evolving from restoration to maintenance. Consequently, resource needs will move from capital to operating support.<br>• SPR is assessing the impact of climate change on our forests (assessing best management practices and plant selection).<br>*NOTE: The industry standard for tree maintenance recently changed from a 14-year cycle to a 7-year cycle. Additional resources will be required to meet this standard.* |
| 1.4 | **Aquarium Major Maintenance**<br>Provide operating support to the Seattle Aquarium while the waterfront is under construction and thereafter support major maintenance work at the facility.<br>*2015–2017 Budget: $2.49M*<br>*2015–2017 Spend: $2.09M (84%)* | • 2015–16 funds supported community engagement, school and family programs, and general operations during seawall construction.<br>• In 2017, support transitioned to funding major maintenance activities: exterior painting, structural assessments and replacement of the overhead salmon viewing window. | • The Seattle Aquarium Society (SEAS) is **on track** managing this initiative supporting major maintenance at this City-owned facility. |
| 1.5 | **Zoo Major Maintenance**<br>Support Woodland Park Zoo Society in making improvements to buildings, animal facilities, and grounds.<br>*2015–2017 Budget: $4.15M*<br>*2015–2017 Spend: $3.46M (83%)* | • Similar to the Aquarium, these major maintenance projects are prioritized and implemented by the facility operator.<br>• The operator is on track in managing this initiative and has completed projects ranging from irrigation and mechanical systems to renovations of the Conservation Aviary and Northern Trails boardwalk. | • WPZS is **on track** managing this initiative supporting major maintenance at this City owned facility. |

## MAINTAINING PARKS AND FACILITIES

| # | INITIATIVE | MID-CYCLE PROGRESS | NEXT STEPS |
|---|---|---|---|
| 2.1 | **Increase Preventive Maintenance**<br>Mobilize the new Third Shift Crew of journey-level trade positions (electricians, painters, carpenters and plumbers) who maintain recreation facilities at night to avoid disruption to the public during operating hours and to work more efficiently. There will be fewer 2–3-week closures and fewer interruptions of regular programs.<br>*2015–2017 Budget: $3.72M*<br>*2015–2017 Spend: $3.70M (99%)* | • Third Shift Crew launched mid-2015. By the end of 2017, the crew performed preventative maintenance at 50 SPR facilities.<br>• This initiative also funds apprenticeship positions (all are on track to graduate by 2020) and enhanced custodial cleaning. | • SPR is **on track** implementing this initiative.<br>• SPR is enhancing our data systems to track preventive maintenance versus demand work orders; the current "internal stretch goal" is to be above 45% preventive maintenance work.<br>• SPR has found this program so effective, it has added resources to the team. |
| 2.2 | **Provide Clean, Safe, Welcoming Parks**<br>Continue to improve parks grounds maintenance, landscaping, and tree work by adding a third tree crew to protect the long-term health of park trees; increase support for the Seattle Conservation Corps; and enhance park maintenance.<br>*2015–2017 Budget: $6.07M*<br>*2015–2017 Spend: $6.07M (100%)* | • SPR has increased basic maintenance at developed parks: tree maintenance, landscape restoration projects and custodial cleaning. SPR doubles comfort station cleaning during peak season (May–Sept.) at 41 locations.<br>• In 2017 resources supported the declared state of emergency to address homelessness. | • SPR is **on track** implementing this initiative.<br>• In addition to developing the Park Inspection Program, SPR is implementing a number of recommendations set forth in a consultant review of the grounds maintenance line of business conducted in 2016 including updating maintenance standards and implementing a work order system linked to timekeeping. |
| 2.4 | **Make Parks Safer**<br>Educate the public and enforce dog leash and scoop laws at locations with high violations and impacts.<br>*2015–2017 Budget: $523K*<br>*2015–2017 Spend: $373K (71%)*<br>*NOTE: 2015 (ramp-up year) funding was limited to equipment purchases.* | • SPR successfully partnered with Seattle Animal Shelter to patrol priority parks to educate the public and enforce leash and scoop laws. The team made numerous informational contacts and issued verbal warnings and more than 1,100 citations. | • SPR is **on track** managing this initiative as funded. However, the overarching public perception of park safety may not be mitigated from this initiative's focus on enforcing leash and scoop laws.<br>• SPR will evaluate this initiative before the next Park District cycle. |
| 2.5 | **Improve Dog Off-Leash Areas**<br>Improve existing off-leash areas through increased maintenance and updates to aging infrastructure.<br>*2015–2017 Budget: $319K*<br>*2015–2017 Spend: $194K (61%)* | • Ramp-up year funded People, Parks and Dog Plan (finalized August 2017).<br>• Six projects funded to date; five on schedule to be completed in 2018.<br>• Most project work is carried out by Seattle Conservation Corps. | • SPR is **on track** managing this initiative.<br>• SPR will work with Citizens for Off-Leash Areas (COLA) to determine 2019 and 2020 projects. |

## MAINTAINING PARKS AND FACILITIES continued

| # | INITIATIVE | MID-CYCLE PROGRESS | NEXT STEPS |
|---|---|---|---|
| 2.6 | **Rejuvenate Our P-Patches**<br>Work with the Department of Neighborhoods to prioritize projects and make improvements to the P-Patch gardens.<br>*2015–2017 Budget: $505K*<br>*2015–2017 Spend: $421K (83%)* | • 15 projects funded to date: nine complete; six scheduled for completion in 2018.<br>• Most project work is completed by Seattle Conservation Corps. | • SPR is **on track** managing this initiative.<br>• SPR will work with Dept. of Neighborhoods and the community to determine 2019 and 2020 projects. |

## PROGRAMS FOR PEOPLE

| # | INITIATIVE | MID-CYCLE PROGRESS | NEXT STEPS |
|---|---|---|---|
| 3.1 | **Restore Community Center Operations**<br>Improve customer experience at community centers by adding hours for custodians, customer service and program staff; allocate $400,000 for scholarships with the goal of not turning away people who want to participate but can't afford it.<br>*2015–2017 Budget: $5.1M*<br>*2015–2017 Spend: $5.0M (98%)* | • Ramp-up year activities included implementing a new scholarship system for recreation programs and adding staff capacity at 15 centers to improve customer service and support program quality.<br>• Through the Community Center Strategic Plan process, the City added operating hours at six sites in 2017 and removed the fee for drop-in programs during operating hours (basketball, fitness rooms, tot gym, etc.). Initial results show a 10% increase in participation. | • SPR is **on track** managing this initiative.<br>• SPR will continue to focus on developing meaningful performance measures as well as implementing other recommendations provided by a consultant assessment begun in 2017 (scheduled to be completed mid-2018).<br>• SPR will also evaluate the new system for recreation scholarships funded in this initiative before the next Park District cycle. |
| 3.2 | **Recreation Opportunities for All**<br>Leverage 25 partnerships in underserved communities to serve an additional 2,500 participants.<br>*2015–2017 Budget: $1.09M*<br>*2015–2017 Spend: $1.07M (98%)* | • Ramp-up year activities included contracting with Neighborhood House to provide inclusive outreach and community needs assessment.<br>• Implemented program in 2016–17, providing 62 grants to community groups which served more than 7,500 participants. | • SPR is **on track** implementing this initiative. |
| 3.3 | **Better Programs for Young People - Seattle's Future**<br>Use the Youth Program Quality Assessment, a nationally recognized evaluation tool to develop outcome-based evaluation of youth programs and implement quality improvement. Apply the evaluation tool to at least 10 more programs and improve program quality for more than 1,500 participants.<br>*2015–2017 Budget: $770K*<br>*2015–2017 Spend: $770K (100%)* | • Since 2015, staff working in more than 26 teen programs are engaged in the YPQA process. These programs serve more than 2,000 youth participants each year.<br>• More than 60 staff have received training in youth development skills and methods as part of the quality improvement process.<br>• SPR program scores are tracking higher than the national average in the four areas of safe environment, supportive environment, interaction and engagement. | • SPR is **on track** managing this initiative.<br>• To date, training cohorts have focused on teen programs. In future years, other programs serving young people will be added.<br>• NOTE: This is the only Park District initiative that funds staff development. |

## PROGRAMS FOR PEOPLE continued

| # | INITIATIVE | MID-CYCLE PROGRESS | NEXT STEPS |
|---|---|---|---|
| 3.4 | **Meeting the Needs of People with Disabilities**<br>Serve additional youth through our summer overnight camp and during the school year through new programs such as a baking club, a community service club, creative dance, pottery, flag football and special events.<br>*2015–2017 Budget: $510K*<br>*2015–2017 Spend: $444K (87%)* | • Funds allow SPR to expand our Special Populations line of business to include an additional week of overnight camp during summer (55 participant capacity) and expand school-year programming (approximately 280 participants served each year).<br>• Funds also support investments in equipment, translation and other approaches to make traditional recreation programs more accessible to people with disabilities. | • SPR is **on track** managing this initiative. |
| 3.5 | **More Programs for Older Adults**<br>Expand dementia-friendly programming and increase participation of elders from immigrant and refugee communities.<br>*2015–2017 Budget: $806K*<br>*2015–2017 Spend: $737K (91%)* | • Funds allow SPR to expand our Lifelong Recreation line of business to include dementia friendly programming, programs geared to the LGBTQ community, and increased participation in food and fitness programming (now serving over 22,000 meals each year to Korean, Vietnamese, Ethiopian and Eritrean elders). | • SPR is **on track** managing this initiative. |
| 3.6 | **Arts in Parks**<br>Recruit and select artists to activate parks through approximately 40 performances and temporary installations at parks with high priority for activation.<br>*2015–2017 Budget: $698K*<br>*2015–2017 Spend: $633K (91%)*<br>*NOTE: Initiative was not funded in the 2015 ramp-up year.* | • Worked with Office of Arts and Culture to design program and implement two funding cycles.<br>• Implemented program in 2016–17, funding 65 events and 16 art installations. | • SPR and the Office of Arts and Culture are **on track** managing this initiative. |
| 3.7 | **Get Moving Fund**<br>Create and leverage partnerships with community groups to provide new culturally relevant programs to assist a least 1,000 participants to "get moving" with healthy activities.<br>*2015–2017 Budget: $596K*<br>*2015–2017 Spend: $580K (97%)* | • Ramp-up year activities included analysis of racial disparities in health outcomes. Developed equity-focused grant program to engage community organizations in providing free, culturally relevant programming.<br>• Implemented program in 2016–17, providing 29 grants to community groups which served more than 6,000 participants and launched innovative and inclusive outreach strategies to ensure diverse communities benefit from these investments. | • SPR is **on track** managing this initiative. |

## PROGRAMS FOR PEOPLE continued

| # | INITIATIVE | MID-CYCLE PROGRESS | NEXT STEPS |
|---|---|---|---|
| 3.8 | **Customer Service and Technology**<br>Update and manage the registration, facility booking and point-of-sale system to improve customer experience.<br>*2015–2017 Budget: $623K*<br>*2015–2017 Spend: $385K (62%)*<br>*NOTE: Initiative was not funded in the 2015 ramp-up year. 2017 funds were carried forward to 2018 due to implementation delay.* | • City and vendor concluded contract negotiations in December 2016.<br>• The project is underway and SPR anticipates going live at the end of November before Q1 2019 registration (which begins December 2018).<br>• Project launch was moved from 2017 to 2018 to focus current resources on the transition to the City's new PeopleSoft financial system; and to ensure ActiveNet configuration aligns with PeopleSoft 9.2 project structure and business processes. | • SPR is **closely monitoring** this initiative.<br>• Final "go-live" decision will be made in Q4 2018 with anticipated November 27 launch. SPR continues to work with vendor on design/features that are cumbersome for a system as large and diverse as ours.<br>• Project team will continue stabilization activities into 2019. |

## BUILDING FOR THE FUTURE

| # | INITIATIVE | MID-CYCLE PROGRESS | NEXT STEPS |
|---|---|---|---|
| 4.1 | **Park Land Acquisition and Leveraging Funds**<br>Acquire new park land using this fund and by leveraging additional fund sources (King County Conservation Futures funds, etc.).<br>*2015–2017 Budget: $4.05M*<br>*2015–2017 Spend: $683K (17%)*<br>*NOTE: Initiative was not funded in the 2015 ramp-up year.* | • In 2016 and 2017, funds have been utilized to acquire three properties at Kiwanis Ravine, Delridge Wetland and Genesee Park.<br>• SPR anticipates closing at least two more properties in 2018. Also, SPR is using Park District funds to acquire one property using condemnation authority (these acquisitions often take more time). | • SPR is **closely monitoring** this initiative.<br>• Seattle's development boom increases competition for land and increases costs. SPR will continue to prioritize property adjacent to existing parks and greenbelts, and in areas identified as underserved in SPR's gap analysis.<br>• SPR is proposing legislation in 2018 to streamline process to acquire properties that have established greenspaces. |
| 4.2 | **Major Projects Challenge Fund**<br>Renovate, expand or upgrade parks and park facilities, funding through a combination of City and community-generated funds.<br>*2015–2017 Budget: $3.24M*<br>*2015–2017 Spend: $494K (15%)*<br>*NOTE: Initiative was not funded in the 2015 ramp-up year.* | • Worked with the Park District Oversight Committee to develop Major Projects Challenge Fund process and evaluation criteria.<br>• Completed first funding cycle award process in late 2016.<br>• Completed Green Lake Small Craft Center study, Magnuson Park field cost estimate and conceptual design, and first phase of Kubota Garden construction project in 2017. | • SPR is **closely monitoring** this new initiative.<br>• Second-round award process to occur in collaboration with the Park District Oversight Committee in Q4 2018.<br>• SPR will conduct an evaluation of this initiative and associated processes before the next Park District cycle. |
| 4.3 | **Maintain & Activate Seattle's New Waterfront Park**<br>Maintain and support the activation of public park space on the Central Waterfront.<br>*2015–2017 Budget: $0*<br>*2015–2017 Spend: $0*<br>*NOTE: Initiative funding begins in 2019.* | • The Office of the Waterfront manages this capital project.<br>• Because many park elements are not scheduled to come online during this Park District cycle, Park District resources were reallocated to Pier 62 and land-bank site development in 2016. | • SPR is **closely monitoring** this initiative.<br>• SPR is assessing maintenance requirements as the project design progresses.<br>• SPR is collaborating with Office of the Waterfront and City Attorney's Office to develop the partnership agreement with Friends of the Waterfront. |

## BUILDING FOR THE FUTURE continued

| # | INITIATIVE | MID-CYCLE PROGRESS | NEXT STEPS |
|---|---|---|---|
| 4.4 / 4.5 | **Develop (and maintain) 14 New Parks at Land-Banked Sites**<br>Develop and maintain 14 new parks throughout the City (on land previously acquired with 2008 Parks and Green Spaces Levy and other funding sources).<br>*2015–2017 Budget: $10.3M*<br>*2015–2017 Spend: $1.07M (10%)*<br>*NOTE: Most of the funding for this initiative was allocated in the early years as the original financial plan was based on the ramp-up schedule for new waterfront park (not the land-banked park development schedule).* | • Projects at two sites will be out to bid in 2018; the remaining sites are scheduled for 2019 and 2020. | • At the end of 2017, SPR projected we are on track to develop 13 of the 14 sites this cycle. However, we are **closely monitoring** this initiative as we work to acquire a remaining key parcel and secure additional development funding for the expanded North Rainier site.<br>*NOTE: The Mayor's proposed 2019–20 budget is providing additional REET resources to address the funding gap for North Rainier.* |
| 4.6 / 4.7 | **Develop (and maintain) Smith Cove Park**<br>Develop and maintain a new park at Smith Cove.<br>*2015–2017 Budget: $697K*<br>*2015–2017 Spend: $410K (59%)* | • Initiative funding provides for one phase of development at this site. The athletic field side of the site was prioritized as Phase 1 to leverage grant opportunities.<br>• This project will be completed using cashflow rather than debt financing, thereby saving the taxpayers interest. | • SPR is **on track** to develop Phase 1 of this park.<br>• The second phase (eastern portion) will be considered as part of next cycle's financial plan. |
| 4.9 | **Activating and Connecting to Greenways**<br>Collaborate with Seattle Department of Transportation to mark and activate greenways where they enter parks with signage, programming, seating for pedestrians, and other ideas.<br>*2015–2017 Budget: $645K*<br>*2015–2017 Spend: $485K (75%)*<br>*NOTE: Initiative was not funded in the 2015 ramp-up year.* | • Capital appropriation for two projects—John C. Little Sr. Park and Rainier Beach Playfield—complete; eight more planned for completion by end of 2020.<br>• Operating funds are provided to collaborate with SDOT to activate greenways. | • While SPR is on track with the capital projects related to this initiative, we are **reevaluating** the operating initiative and may propose adjustments in the 2019 budget process. |

## BUILDING FOR THE FUTURE continued

| # | INITIATIVE | MID-CYCLE PROGRESS | NEXT STEPS |
|---|---|---|---|
| 4.10 | **Performance Monitoring and Strategic Management**<br>Develop and manage a performance management system that will serve as the basis for an annual report to the community and be used for internal continuous quality improvement efforts.<br>*2015–2017 Budget: $2.29M*<br>*2015–2017 Spend: $2.25M (98%)*<br>*NOTE: Initiative funding began mid-year 2015 as part of ramp-up.* | • Developed and maintain Open Budget reporting system on Park District website; provided annual reports to the community each year.<br>• Provided staff support to Park District Oversight Committee.<br>• Building performance management program across SPR (not specific to Park District).<br>• 2017 Impact Dashboard published (see Attachment 1). | • SPR is **closely monitoring** this initiative. Although progress is being made, more work is needed to develop and maintain a robust performance management system.<br>• Resources for staff development, which was not funded in the initial Park District cycle, could further the culture change associated with this initiative.<br>• Implementation of the City's new financial management system (PeopleSoft 9.2 launched January 2018) is significantly changing the way the Park District fund is managed. This may result in adjustments to the public-facing open budget site and other reporting processes as we navigate this transition. |
| 4.11 | **Urban Parks Partnerships**<br>Expand programming and activation for downtown parks.<br>*2015–2017 Budget: $1.38M*<br>*2015–2017 Spend: $1.38M (100%)* | • Ramp-up year focused on a pilot with the Downtown Seattle Association (DSA) for Westlake and Occidental. This was formalized into a multiyear agreement in 2016. Four additional activation partnerships began operating in 2016. | • SPR is **on track** for this initiative.<br>• Experience and lessons learned from these partnerships is informing development of the partnership with Friends of the Waterfront for the new waterfront park. |

# DEEP DIVE

## ASSET MANAGEMENT AND MAJOR MAINTENANCE

### BACKGROUND

As a discipline, asset management is a systematic approach to building, operating, maintaining and tracking assets. An asset management framework is employed to bring asset lifecycle considerations into an organization's decision-making processes; provide decision-makers with accurate lifecycle information; and use lifecycle information to make decisions that minimize costs, improve performance and reduce risks.[1]

Historically, SPR has lacked the systems or resources to employ such an asset management framework. Instead, SPR's asset management plan compiled all known major maintenance projects on a six-year horizon (CIP cycle) for which SPR had a basis for a cost estimate, along with other known capital expenses during that six-year period (such as debt service). From this list, SPR would then prioritize projects for funding based on these criteria: code requirements, life safety, facility integrity, improvement to operating efficiency, equity, and unique factors such as leveraging outside funding.

When the Parks Legacy Citizens' Advisory Committee discussed potential Park District investment areas (initiatives), SPR's asset management plan compiled a list totaling $287 million, approximately 9.5% of the estimated $3 billion value of Seattle's parks and facilities. This list has been referred to as the major maintenance "backlog." Below is an update of where SPR is in addressing that specific list of projects through the Park District and various other fund sources.

This deep dive covers where SPR is in evolving our asset management approach, from a somewhat simplified database of project scopes and cost estimates to a system more aligned with the framework described above. While we are still in the early stages, this improvement is possible because of Park District funding for an Asset Management Work Order system and ongoing investments in asset condition assessments.

### RELEVANT PARK DISTRICT INITIATIVES

Recognizing that SPR had insufficient resources to ensure the long-term health of the City's parks and recreation assets, the 2015–2020 Park District plan funds these initiatives aimed at major maintenance and asset preservation:

- Major Maintenance Backlog and Asset Management (1.1)
- Phase 1 Pier 62/63 Redevelopment (1.1a)
- Community Center Rehabilitation and Development (1.2)
- Saving Our City Forests (1.3)
- Aquarium Major Maintenance 2017–2020 (1.4)
- Zoo Major Maintenance (1.5)
- Improve Dog Off-Leash Areas (2.5)
- Rejuvenate Our P-Patches (2.6)

Over the first six-year cycle, these initiatives invest $145 million in the above asset management and major maintenance initiatives (almost 60% of all Park District investments during this cycle). Approximately $55 million is appropriated for these initiatives in the first three years.

[1] *Seattle Public Utilities, Strategic Asset Management Framework, 2007.*

## UPDATE OF THE ORIGINAL "BACKLOG" LIST

The chart below summarizes SPR's progress on addressing the original major maintenance backlog utilizing Park District funding along with other sources such as Real Estate Excise Tax, King County Levy, and grants.

| PROGRESS | ORIGINAL LIST | MID-CYCLE PROGRESS** | OTHER FUNDING |
|---|---|---|---|
| Completed (by 12/31/17) | $54M | $17.5M | $36.4M |
| Cancelled or Reprogrammed* | $10.8M | n/a | n/a |
| Underway—Fully Funded[2] | $36.4M | $18.3M | $18.1M |
| Underway—Partially Funded | $17.7M | $17.7M | $0 |
| Partnership Opportunities[3] | $46M | De minimis—Challenge Fund | TBD |
| Not Yet Initiated | $122M | TBD | TBD |
| **TOTAL** | **$287M** | **$53.9M** | **$54.5M** |

Whereas the chart above shows how much of the backlog has been addressed by year-end 2017 (assuming the same costs as originally identified on the backlog), the following chart shows the actual cost incurred by the Park District to complete the 29 backlog projects done to date. It also includes how much has been incurred to complete the 15 projects not originally on the backlog list.

| PARK DISTRICT COMPLETED PROJECTS | ESTIMATE FROM BACKLOG | ACTUAL COST |
|---|---|---|
| 2015 (0 Projects) | $0 | $0 |
| 2016 (16 Projects) | $3.9M | $3.3M |
| 2017 (13 Projects) | $13.5M | $13.6M |
| New or Emergent Projects 2015–17 (15) | N/A | $2.7M |
| **TOTAL** | **$17.4M+** | **$19.6M** |

** Certain projects were canceled as the identified maintenance issue was resolved. For example, the Citywide Pool Projects are addressing major maintenance in such a way that previously identified vapor barrier projects are unnecessary. This category also includes certain Aquarium projects (such as tide-pool corrosion renovation) as these are now prioritized and managed by the Seattle Aquarium Society.*

*** In addition to addressing projects on the original backlog list, Park District funds also support new or emergent issues such as renovating the Riverview comfort station which had to be closed after an arson fire. Approximately $2.7M has been spent to complete such projects through 2017.*

*[2] Underway—Fully Funded refers to projects that have a project manager assigned and funding for the project appropriated in the 2018 budget (or earlier). Underway—Partially Funded refers to projects that have a project manager assigned and a portion of the anticipated project budget has been appropriated to begin the project work's early phases.*

*[3] Moorage projects are underway; the Green Lake Small Craft Center project is working through the Major Projects Challenge Fund process.*

*[4] As part of the predesign study completed October 2016, dew point calculations on pool wall and roof assemblies were conducted. No condensation issues were found; that is, the amount of insulation and the placement of the vapor retarder membrane appeared adequate to prevent moisture problems caused by condensation at these roofs and walls. This resulted in 'canceling' $5M from the backlog.*

## FINDINGS

The Park District's first year (2015) was considered and funded as a "ramp-up" year, but ramping up for capital projects takes longer than one year. Some of the projects completed during the Park District's first three years were studies that informed larger projects (such as seismic evaluation of six pools). We also finished smaller projects that required less complex assessment and design (such as fall protection installations on seven roofs, drainage corrections at Genesee Park). Projects completed are generally in line with the original asset management plan cost estimates.

In 2015–2017, SPR was also ramping up on a number of other projects such as play area renovations and major irrigation renovations. A course correction identified early in this process related to packaging projects. In the past when funding was less reliable, SPR prioritized projects separately. The Park District's additional and sustained funding allows SPR to consider other major maintenance activities needed at a park. The Denny Park project is an example of that adjustment. During the ramp-up year, the original project was slowed to adjust schedules and to combine a drainage project, a pathway project and an irrigation project. That effort also required greater community engagement which ultimately resulted in leveraging private donations to include a lighting improvement project. We made a similar effort with priority pool projects: by combining the elements in a single larger project, one project manager can more efficiently manage all the major maintenance activities and schedule the projects at the various pools to minimize impacts to the community. While the project spans several years, a systems approach ensures that more than one pool at a time is closed for renovation. In the past, because major maintenance funding was unpredictable, these efficiencies were often not possible.

There is also a down side. Having more complex projects being designed and going out to bid has also created some challenges that affect scope, schedule and budget:

- **DETERIORATION:** During the time from when a project is initially scoped until it is funded and underway, the asset often experiences further deterioration. This deterioration can require an increased project scope needing an increased budget.
- **COMPLIANCE ISSUES:** Many of the project scopes and cost estimates in the original backlog list discussed with the Legacy Committee in 2013 and 2014 were done much earlier and were updated only for inflation. Compliance requirements have changed over the years. Since the Park District passed in 2014, there have been significant changes to the City's stormwater and energy codes, and the City's approach to ADA compliance has evolved led by Finance and Administrative Services and Seattle Department of Construction and Inspection. While SPR supports the goal to create greater accessibility and sustainability, these changes have serious impacts on project scope, schedule and budget.
- **FEW BIDDERS:** In contrast to new development projects, major maintenance projects are usually smaller and of less interest to designers and contractors. We believe this factor, together with Seattle's unprecedented growth, is resulting in fewer bidders for all SPR public works construction projects. The bids we do receive often come in over the estimated costs. Some consultants and contractors have told SPR staff that the City's requirements (such as reporting, documenting, inclusion plans) make City projects harder for them to work with compared to private sector or other local government projects.
- **MARKET INCREASES:** Local construction indices showed cost increases averaging 4.2% for each year since the Park District passed, while the Park District financial plan includes only a 2.5% inflation factor.

## SYNTHETIC TURF REPLACEMENT PLANNING—THEN AND NOW

### THEN...

The $287M "Backlog" List included separate projects for the 12 synthetic turf fields due for replacement during the six-year timeframe of the list but did not address the entire asset category.

### NOW...

Through condition assessments, experience and best practice, SPR is developing a lifecycle-based asset management approach to maintain our synthetic turf fields. From this approach, to maintain SPR's 23 synthetic fields (19 fully synthetic fields and 4 baseball infields) in a systematic way, approximately $4.5M would need to be invested every year (resurface ~ three fields/year based on condition after manufacturer's eight-year warranty expires).

This lifecycle approach addresses all the fields in SPR's inventory, uses the experience from the last few replacements to improve cost estimates (new drainage requirements, surfacing costs, etc.) and uses condition assessments to inform which fields to prioritize for replacement each year.

This approach also informs decisions about investing in additional synthetic turf fields as those fields would need to be added to the ongoing major maintenance program.

## THE EVOLUTION OF ASSET MANAGEMENT AT SEATTLE PARKS AND RECREATION

As described above, SPR is working to develop a lifecycle-based asset management framework. Park District funding is integral in this process by providing the resources needed to implement the Asset Management Work Order system (AMWO) and through funding for condition assessments.

- More than 300 employees are using the AMWO system to track preventive maintenance and demand maintenance activities. Among other things, this data informs asset condition assessments, helps prioritize major maintenance activities, and improves lifecycle estimates.
- Condition assessments, combined with experience and best practices, provide critical information to planners to develop lifecycles for asset categories and prioritize particular assets within that category for funding. Through 2017, condition assessments have been performed on 100% of tennis courts, basketball courts, picnic shelters, comfort stations and shelter houses, boilers; 30% of pavement assets have been assessed. In 2018, we are assessing synthetic turf fields, community center roofs, docks, piers and floats.

Although this work is in the early stages, the approach informed a significant policy issue discussed with the City Budget Office in 2018 about maintaining SPR's synthetic turf inventory. A simplified version is shown here to illustrate the evolution envisioned for our asset management framework and how the lifecycle approach provides valuable information to help maintain a large parks and recreation system. The more complex version resulted in the creation of a new Synthetic Turf Replacement Program in the Mayor's proposed budget—funded by Park District and REET.

The "backlog" discussed during the Park District formation process, although incomplete, was based on the information we had about our maintenance gap at the time. As we move forward, instead of trying to answer the question "what is the backlog now," SPR is more interested to discuss our progress building a complete asset management framework, to accurately guide sustained investment in preservation, maintenance, renovation and replacement.

Although we have not yet determined the exact sustained level of investment needed for the City's parks and recreation system under this approach, we know that decades-long deferred maintenance has resulted in many of our assets outliving their useful life. The catch-up needed to address this, along with ongoing investment to sustain assets, probably exceeds available resources. That said, moving to a lifecycle-based structure combined with condition assessments will allow decision-makers to better prioritize available funding.

# SUMMARY AND NEXT STEPS

SPR appreciates the opportunity the Park District provides to deliver additional services, maintain our legacy and build capacity within the organization. As we implement the remainder of the Park District's first six-year cycle, we will continue to evaluate our progress on specific Park District-funded initiatives as well as programs and services supported by multiple funding sources. We will continue to apply lessons learned and course-correct as needed to best deliver park and recreation services while ensuring that the intent of the interlocal agreement is met. To be successful, we will continue to build and evolve our back-office systems and processes to support robust performance management.

As we prepare for the next six-year plan, we will update our strategic plan and engage with the Park District Oversight Committee, the community and elected officials to determine priorities for funding.

In recognition of the themes and lessons learned from these first three years described in the overview, SPR believes this next planning process should include:

- Financial policies and guidelines to inform the next cycle, such as policies related to debt financing and reserves.
- Partnerships and other innovative funding tools may be possible means to help finance capital and operating costs, given the unmet demand for new parks and facilities. Partnerships can take varying forms, while meeting SPR's goal to have facilities remain public, not privatized; they should be explored as a strategy to mitigate the significant costs to build, renovate and operate SPR's buildings and parks.

The need for ramp-up is not to be underestimated. To be successful, SPR needs time to prepare for new initiatives and to maintain momentum on existing initiatives that will continue into the 2021-2026 cycle. SPR recommends that the Park District Board approve the 2021–2026 financial plan at their June 2020 meeting. Those decisions could then be reflected in the City and Park District 2021 budgets. To accomplish this, we propose this timeline:

- Strategic Plan outreach and development Q4 2018–Q2 2019 (planning effort already underway).
- Strategic Plan approved by Superintendent Q2 2019.
- SPR works with Park District Oversight Committee[5] to develop recommendations for 2021–2026 cycle Q2–Q4 2019.
- Mayor considers recommendations and proposes 2021-2026 plan to Park District Board—March 2020.
- Council acting as Park District Board considers Mayor's Proposal and adopts 2021–2026 plan—June 2020.
- The 2021 Proposed Budget reflects the 2021-2026 adopted plan.

[5] *The interlocal agreement section 4.3 states: "For each six-year cycle, beginning with the cycle that includes 2021–2026, the City Council and Mayor will consider recommendations of the Community Oversight Committee, upon conclusion of a public process, and will recommend to the District Board an updated list of Seattle Park District funded projects, programs and services including projected costs, as part of the budget process. Equitable distribution of services among Seattle's various peoples and neighborhoods, including addressing historical and developing gaps in access for low-income and communities of color, will be considered in each update."*