

Board of Park Commissioners  
Meeting Minutes  
August 26, 2004

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

Excused: Joanna Grist  
Sarah Neilson

Staff: Ken Bounds, Superintendent  
B.J. Brooks, Deputy Superintendent  
Sandy Brooks, Park Board Coordinator

Chair Kate Pflaumer called the meeting to order at 6:00 p.m. Kate noted that this is her first meeting as Chair of the Park Board. Former Commissioner and Chair Bruce Bentley and Commissioner James Fearn completed their terms at the August 12 meeting. Kate recognized the contributions of former Board members James Fearn and Bruce Bentley, stating that Bruce will be missed as Chair and will be a hard act to follow.

Three new Commissioners joined the Board tonight - Angela Belbeck, Jack Collins, and Debbie Jackson - to fill the positions formerly held by Bruce and James and to fill one vacant position. The three new members briefly introduced themselves to the audience. Debbie is especially interested in more young people and minorities becoming involved in Park's programs and activities; Angela is an avid park user and appreciates the great park system in Seattle; and Jack has a rich background working with various municipalities on park issues.

Of the five Board members present at tonight's meeting, only Kate and Terry were present at the July 22 meeting as members. Both reviewed the minutes and found no corrections required. The five members then voted on approval of the reviewed minutes. **Terry moved that the minutes, as reviewed, be approved. Angela seconded. The vote was taken and was unanimous in favor. Terry moved approval of the August 26 agenda as presented and Angela seconded. The vote was taken and was unanimous in favor.**

### **Superintendent's Report**

Ken Bounds, Superintendent of Parks and Recreation, reported on the following:

Navy Privatization of Housing at Discovery Park: There is little new information to give the Board tonight. A community meeting is tentatively scheduled in the Magnolia area on September 9. Ken will confirm this date and notify the Board.

GREASE! was GREAT! Langston Hughes Performing Arts Center's teen summer musical GREASE! was a huge success by many measures. Each of the four performances at the Paramount Theater played to near capacity audiences and received rave reviews and a lot of media attention. There were approximately 1,000 walk-ups for tickets at the Saturday night performance. Last year, the project generated revenues that covered 6% of its overall cost. This year, preliminary estimates show an increase of approximately 25%. The amount collected from the

intermission donation almost doubled, raising \$13,000 (vs. \$6,400 last year). The production celebrated the 50th anniversary of Brown vs. Board of Education.

Partnership with Vietnamese Seniors: The Vietnamese Senior Association has started its Food and Fitness program at Garfield Community Center on Fridays and will go to two days a week in September. Over 50 people are participating, enjoying the ethnic lunch served and participating in fitness programs, crafts, and board games. Forty elders take part in the Sound Steps Walking Project and also participate in other general classes and activities offered by senior adult programs. Thanks to the Garfield staff and Association Recreation Councils for their hard work.

Old-Timers Picnic a Success: Despite a steady rain, well over 1,000 senior adults came to the annual Old-Timers Picnic at Woodland Park Zoo on Tuesday. The Mayor's Office for Senior Citizens, Seattle/King County Senior Services, and Seattle Parks Senior Adult Programs partnered to put on this successful event. There were few complaints about the weather and plenty of good food and fun was had by all!

Teen Program at Golden Gardens: A five-month pilot Adventure Club program based at Golden Gardens Bathhouse ("Brick House") will run from mid-August to the end of the year. Similar to our TREC program based at Seward Park, this Pro Parks Levy-funded program will engage inner-city teens in adventure-based recreational activities and hands-on environmental stewardship experiences. They can also earn Service Learning credits.

Fish Die at Japanese Garden: The pH at the Japanese Garden pond was out of balance resulting in the death of 12 koi, estimated to be 15 years old. Aquarium staff worked with Japanese Garden staff to determine the cause of death.

Alki Substation Addition: Parks Department reached agreement to buy a vacant 30-foot strip along the north side of the Alki Substation site — a Pro Parks Levy acquisition and development project currently under construction. The additional land will allow integration of future improvements, including a trail and stairs from 51<sup>st</sup> Avenue SW and SW Pritchard Street to facilitate park use by residents to the north.

Van Asselt CC Public Meeting: We held a public meeting to present the conceptual design of the Van Asselt CC's expansion project. Interpreters were on hand to provide translation into Somali, Amharic, Cantonese, Vietnamese, and Cambodian. Design planning will finish by November and construction will begin early in 2005. The project will cost approximately \$3.9 million.

Back-to-School Bash: This event sponsored by Seattle Parks, Association Recreation Councils, Seattle Schools, and Emerald City Ministries was held at Rainier Beach Stadium on Saturday, August 21. Designed for families who have children attending Seattle schools, the event provided a family-friendly forum to supply information on services and activities that strengthen academic achievement. More than 1,500 people attended. Every child received a backpack full of school supplies.

Japanese Garden International Symposium: On August 28, after two years of preparation and with assistance from Seattle Parks and many other interested organizations and individuals, this symposium will host 200 Japanese garden professionals, scholars, and supporters from five countries.

Parks and Recreation Picnic: Plans are under way for the Seattle Parks employee picnic on September 14, 11:30 am to 2:00 pm. The organizing committee chose the theme "We Are All Parks Champions." We've sent out several notices about games and events to be held during the picnic. The menu will be the same as last year, and we will sell T-shirts for \$1. Park Board members are invited to attend.

Magnuson Park Re-dedication Ceremony: At this ceremony on September 20, the name of the entire park, including the new Sand Point property, will be announced as Warren G. Magnuson Park. New signs are in the works.

Bring Home the Cup: The 19<sup>th</sup> annual Challenge Lake Washington, a competition of area lifeguards, was held recently. Last year, Parks lifeguards lost the cup but succeeded in winning it back this year!

Memorial for Tom Kubota: A well-attended memorial was held for Tom Kubota on Saturday, August 21, at Kubota Garden. Tom will be greatly missed!

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

Kate explained that this portion of the agenda is reserved for topics that have not had, or are not scheduled for, a public hearing before the Board. Six people signed up to give testimony.

Kathy Johnson: She lives on 50<sup>th</sup> Street near the Zoo. She is a member of the Zoo Neighborhood Liaison Committee and a landscape architect. More than half the visitors to the Zoo do not live in Seattle and travel there by car. It is not uncommon for vehicles to circle through the neighborhoods looking for on-street parking; this is especially acute during concert season. She is in favor of the parking garage proposal and has talked to a number of her neighbors and they agree that a garage would improve parking.

Dee Arntz: She lives on Evanston, two blocks from the entrance to the Zoo. She is a member of Zoo Neighbors and a member of the Zoo Neighborhood Liaison Committee. She purchased her home there in 1987 and is still very happy with that decision. She supports the Long Range Plan and the new parking garage proposal. Greenwood and Phinney Avenues are main arterials and can better support the traffic flow to the garage. The new proposal is cost effective and meets most of the goals of the original south side parking garage. She views the Zoo as a community asset and not as a blight on the neighborhood that must be “contained.”

Irene Wall: She also lives near the Zoo and has for a number of years. She is the President of the Phinney Ridge Community Council and a former member of the Zoological Society Board of Directors. Parking has been a perennial problem for both the Zoo and its neighbors. All during the five year Long Range Plan and EIS process, the preferred alternative has been underground parking at the south major entrance to the Zoo. Only the lack of funds to build the preferred alternative has led to this entirely aboveground solution at the northwest side of the Zoo. She urged that Zoo and City staff re-arrange the timing and financing to accommodate the underground parking facility. The proposed aboveground garage is a “Kingdome” solution. It will be too visible and will block sunsets from the concert area. Conserve park land for park uses and do not use for parking garages.

Karen Donohue: She does not live near the Zoo; however, she is a member of the Zoo Board and supports the Long Range Plan as proposed. There was a very thorough analysis of the parking needs and proposed garage location. Greenwood Avenue will allow easier access from many directions. The garage will be built behind existing vegetation to the extent possible. She believes the garage will relieve Zoo traffic overflowing into nearby neighborhoods and that the garage will be a valuable asset to the Zoo.

John Havard: He lives near the north end of the Zoo and has lived there for 10 years. He is a Board member of Phinney Ridge Community Council. The proposed aboveground parking garage is not the Zoo’s, City’s, or neighborhood’s preferred site — it is a compromise chosen to reduce monetary costs. Don’t ignore the costs to the neighborhoods. He talked about traffic and safety and pointed to the large drawing of the Zoo. There is no arterial on the north side of the Zoo and the quickest way to get to the proposed parking garage is through the residential streets on the north side. Even Mapquest directs drivers from I-5 to come through the residential streets. There are no crosswalks on these streets and few stop signs. There is a direct cost to the neighborhood, which must not be ignored. He urged that Seattle Transportation be directed to adjust the traffic patterns.

John Huston: He lives at the top of the hill at Betty Bowen Park/Marshall Viewpoint. He urged that the Department perform a geotechnical study at this site. There are glorious viewpoints at this site which should be restored. He referred to the original Olmsted Brothers plan for this park. He is now working with Allied Arts to help restore this viewpoint.

Oral Communications concluded.

## **Briefing and Public Hearing: Occidental Park**

Parks Department project manager David Goldberg came before the Board to give an update briefing on the Occidental Park project, immediately followed by a public hearing. The Board plans to discuss this project and make a recommendation to the Superintendent at its September 9 meeting.

The Board received both a written and verbal briefing. (Note: the briefing contained several concept drawings which aren't included in these minutes.)

### *Written Briefing*

#### **REQUESTED BOARD ACTION**

Staff is seeking the Board of Park Commissioners review and recommendation concerning staff's proposed actions for renovating Occidental Square.

#### **INTRODUCTION AND BACKGROUND**

*Pioneer Square Parks Improvements: Implementation Plan 2002*

Parks worked with the Pioneer Square Community Association (PSCA) and the South Downtown Foundation (SDF) in 2002 to produce *Pioneer Square Parks Improvements: Implementation Plan*. The Plan prioritized improvements for Pioneer Square, Occidental Square, and Occidental Corridor to be completed with Pro Park and SDF funds including:

- plaza paving repair and replacement;
- accessibility improvements;
- lighting;
- fountain repair;
- tree maintenance and landscaping; and
- upgrading and relocating some site furnishings

At a briefing to the Mayor during schematic design, the Mayor directed Parks to take a bolder look at the potential improvements to Occidental Square.

*Project for Public Spaces Recommendations and Revised Schematic Design*

Parks hired Project for Public Spaces (PPS) to engage stakeholders in the question, "What can we do to transform Occidental Square into an active, vibrant, and neighborhood-enhancing public space so enjoyable that it is sought out by the people who live in, work in, and visit Pioneer Square?" PPS worked with Parks and the community to draft recommendations that include short- and long-term actions regarding programming, management, and physical improvements. The physical improvements largely build on planned improvements with a few significant changes.

#### **Short-Term Recommendations:**

- "A Square for All Seasons" Activate the park all day with activities including bocce, chess, bingo Fridays, board games, art and craft fairs, movies, and music. Events include the ongoing "Square for All Seasons", "First Thursday Art Walk", "Art in the Park", and "Funky Market."
- Partnerships with PSCA, Mayor's Office of Arts and Cultural Affairs, and other partners to manage this year's activities.
- Support activities by increasing movable seating and building temporary bocce courts.

#### **Long-Term Recommendations:**

- Develop longer-term programming and consider a market on Washington Street.
- Pursue long-term management partnership in coordination with Downtown Parks Initiative.
- Create active edges and enliven park by: removing pergola and adding a café; removing trees to south of totem area; creating permanent bocce courts; developing a feasibility plan for a market along South Washington Street; developing an active use in the parking lot; and improving Occidental Street (from Jackson to Yesler).

Parks has met with key community stakeholders, property owners, and the Pioneer Square Preservation Board to develop and refine recommendations. A comparison of the improvements recommended in the 2002 Plan and the currently proposed improvements is shown below.

### **Pioneer Square Park Improvements**

Parks is completing renovations to this park in two phases to work around the tourist season. Work includes: removal of cobblestones and replacement with new accessible pavers approved by the Pioneer Square Preservation Board; removal of two unhealthy trees; improvements to drainage; relocation and repair of benches; relocation of the phone booth; and provision of electrical outlets for events. The first part of the work was completed by the end of June, before the height of tourist season. Crews will return in the fall to complete the work.

### **Policy Issues**

Continuity with 2002 Plan - The revised schematic design integrates recommendations from the *Pioneer Square Parks Implementation Plan* with the recommendations of PPS. It implements the Plan's goals to:

- Improve pedestrian circulation, walking surfaces, ADA access, and lighting;
- Improve park safety and recreational activity; and
- Brighten and beautify the parks

However, some of the current staff recommendations go beyond or are changes to the 2002 Plan. (See comparison below.) These include:

- The 2002 plan recommended possibly retrofitting the existing pergola for a cafe. The current proposal recommends removal of the pergola and possible development of a café;
- Increasing the size of the central activity area, adding a performance area, and increasing light requires removal of 12 to 15 mature trees.
- The 2002 Plan did not include programming and management recommendations. Parks continues to work with the community to increase programming and is developing models for managing downtown parks.

Community Opinion - There is a mix of opinions from strong support to skepticism.

- Most people support the programming, management and physical improvements.
- Some are concerned about the City's ability to support increased programming and management.
- Some are strongly opposed to removing trees to open up the park and add the stage.
- Some are strongly opposed to replacing the pavers.

Feasibility of Concession Partnerships – Parks will continue to work with the Office of Economic Development and PSCA to assess the financial feasibility of the café and market structure. Creating a successful café is the primary objective.

Operations and Maintenance Costs – Staff expects the basic improvements to reduce ongoing maintenance, however increased programming will increase maintenance and management costs. Staff will work to quantify those costs and to determine how to account for them.

### **Staff Recommendations**

Staff recommends that the Board endorse the proposed improvements and the Department's actions to enhance programming and to refine management of Occidental Square. The full concept schematic represents a possible future full development. Revised Schematic B is a probable first phase.

### **Comparison of 2002 Plan and Revised Schematic Design**

The revised schematic design integrates recommendations from the Pioneer Square Parks Implementation Plan with the recommendations of PPS. It implements the Plan's goals to:

- Improve pedestrian circulation, walking surfaces, ADA access, and lighting;
- Improve park safety and recreational activity; and
- Brighten and beautify the parks

<b>Pioneer Square Parks Improvement Plan</b>	<b>Current Plan</b>
<b>OCCIDENTAL SQUARE</b>	
<b>Elements with No Change or Some</b>	

<b>Pioneer Square Parks Improvement Plan</b>	<b>Current Plan</b>
<b>Modification</b>	
Retrofit light poles with white-light fixtures, painting the light poles, fixing banner hardware	Will replace all lights with white-light fixtures and repaint poles
Strengthen the gateways and increase circulation by repaving West Side “Corridor” with concrete pavers	Included in revised schematic
Provide pedestrian access to west side of park by adding four wheelchair ramps and moving two crosswalks	Will coordinate with SDOT
<i>Highlight the beauty of the park’s totems and pergola with accent lighting</i>	<i>Will add accent lighting</i>
Improve the walking surface of the central area by repaving it with concrete pavers	Propose expanding to repaving entire park. Exploring costs for concrete pavers and stone
<i>Add 8 more movable tables with chair</i>	<i>Already purchased?</i>
<i>Enhance the Totem garden and deter the inhabitation of rats by removing the shrub mass and replacing with cobbles and moss</i>	<i>Will complete if gardens is retained; if totems are relocated, then will develop appropriate setting</i>
<i>Weld grates at fountain and totem garden to discourage the concealment of paraphernalia</i>	<i>Will complete if totem garden is retained</i>
<i>Enhance the Totem Pole “Photo Area” by adding new northwest native planting.</i>	<i>Will complete as planned</i>
<i>Improve appearance and security of park by replacing missing trash receptacle lid.</i>	<i>Will complete</i>
<i>Construct two bocce courts. Build one court the first and assess its success before building the second</i>	<i>Will complete. Proposing building two bocce courts at south end. Need to address access concerns for Arcade</i>
<i>Increase the variety of passive activities offered in the park by installing two chess table</i>	<i>Will complete as planned</i>
Upgrade the 6 benches by restoring wood, painting, and filling bench arm hoops to prevent sleeping	Will remove benches along Occidental corridor, and upgrade remaining
<b>Changed Elements</b>	
<i>Bring more day and evening activity into park by retrofitting pergola into a community cafe</i>	<i>Propose designing a café structure. May incorporate elements, but unlikely. Propose removing pergola if café is not built</i>
<i>Improve the appearance of pergola by cleaning and painting</i>	<i>Would replace pergola with structure designed for café</i>
<i>Bring the element of water back to the park by restoring the Pig Snout Fountain</i>	<i>Considering integration into café area</i>
Improve the health of the trees and increase sunlight in the park by regularly pruning all trees. Replace one tree at the northwest corner of park	Parks and SDOT will continue to prune trees. The plan recommendation to expand central area, develop a performance stage, and increase light requires removal of 12-15 trees
<i>Create a gateway focal point at the northwest corner of the park by restoring or providing a new fountain</i>	<i>Considering removal or creating a fountain in another part of the park</i>
<i>New Elements</i>	
	<i>Create performance stage to the north of the open area</i>
	<i>Explore market structure, and utilities (power and water) for vending along Washington St.</i>

<b>Pioneer Square Parks Improvement Plan</b>	<b>Current Plan</b>
<i>OCCIDENTAL CORRIDOR</i>	
<b>Elements with No Change or Some Modification</b>	
<i>Retrofit light poles with white-light fixtures</i>	<i>Will complete</i>
<i>Add trellises on east edge of corridor</i>	<i>Will add bollards or similar</i>
<i>Add power and water for vending</i>	<i>Will add power and water</i>
<i>Upgrade wheelchair ramps</i>	<i>Will coordinate with SDOT</i>
<i>Increase sunlight in corridor by removing five trees between Main and Washington St.</i>	<i>Will remove</i>
<i>Prune Trees</i>	<i>Will continue to prune trees</i>
<i>Replace trash cans as needed</i>	<i>Will replace</i>
<i>Repair worst section of bricks</i>	<i>Will coordinate with SDOT</i>
<b>Changed Elements</b>	
	<i>Develop design for four blocks of Occidental.</i>
<i>Relocate park benches to center of Corridor. Schematic proposed relocating some to be near bocce court</i>	<i>Currently proposing removing or relocating all</i>
<i>Relocate information booth</i>	<i>Will consider as part of corridor design</i>

### **Verbal Briefing**

David reviewed the written information the Board had received, including what has happened so far, community involvement and reaction, and the project timeline. He also distributed a large photo and displayed two large drawings of the park. The Board received a briefing in June 2004 and David discussed what had transpired since then. After the Board makes its recommendation to the Superintendent, the Superintendent will make a decision on the project. The plan will then go before the Pioneer Square Preservation Board, which must sign off on the full construction drawings before the project is constructed.

### **Board Questions**

Terry asked how many citizens attended the public meetings. David answered an average of 40. Meetings were held consistently with Pioneer Square citizens, the P-I gave publicity to the project, and park users were invited to an open house and asked for their comments. Terry asked what are the “hot spots” for the Preservation Board. David answered that it is the trees and pavers. Terry stated that he would like to see the “as built”.

Jack asked what will happen to the pavers if they are removed. David answered that some would be used in the new construction, possibly around the stage. Jack asked if the pavers could be sold to raise funds for the project. David will look into the legality of this.

Debbie asked where seating will be located and David pointed out the various areas on the large drawing. Most of the seating would be moveable, which can be secured at night. Most fixed seating would be removed.

Kate asked about the totem relocation. David pointed out several potential locations in the park. Jack asked if it is proper to move totems, once they have been placed. David is working with the totem carver, who is one of the predominant totem carvers in this area on the moving of totems to ensure that the totems are respected.

Kate commented that the events listed will contribute to the parks’ liveliness in the summer months. What happens in rainy months? David answered that staff are looking to increase programming throughout the year. An ice skating rink has been suggested, as well as winter vendor stalls. The proposed café would have seating under an overhang, with heaters above. The nearby community itself can help bring excitement to this location. Kate asked if the café would be in competition with nearby businesses. Ken answered that the proposed café could instead be a business that sells flowers, coffee, etc. That must still be determined. In many areas of the city, there are several of the same businesses located near each other, especially coffee/espresso vendors, which enjoy a healthy competition. David stated that the Grand Central Bakery (located next door to the park on the west side) believes the café would be complementary to its business.

The Board will have a full discussion at its September 9 meeting, followed by a recommendation to the Superintendent.

### *Public Hearing*

The Chair opened the floor to those who signed up to testify on the project. Speakers were limited to three minutes each. Three people signed up to testify.

Alan Black: Alan lives on Capitol Hill and owns the Grand Central Building (adjacent to the park). He believes it is exciting for something to be happening and urged that these plans not be stalled. Keep these major improvements in sight. He briefly discussed two of the proposed changes: (1) cobblestones look good, but are difficult to navigate and if removed, maybe could be sold for \$1 each; (2) the pergola is not used for its original purpose, rather it has become a shelter for indigents. He feels that local business owners can handle the competition from a café/coffee shop and that it is important to get more activity in the park. He recommended that the café be closed at night; and he has concerns with the bocce court being located next to the stores and concerns with the market.

Gary Smith: He is a member of SeattleVision.org. He believes that these plans are exciting and going in the right direction. More trees and greenery are needed in Pioneer Square; however, the trees are so dense in Occidental Park that they are choking out the light. He also urged that a streetcar connection be considered at this park. It would make a wonderful gathering spot.

Tina Bueche: Member of Pioneer Square Community Association (PSCA). She read a letter from PSCA expressing enthusiastic support for the Occidental Park Plan submitted by the Parks Department. The letter asked for particular features and elements to be honored and emphasized in the final plan, as follows: honor the neighborhood plan; honor the existing totem poles with careful relocation/rededication and enhancement; recognition of the park's location within a National Historic District; provide careful and thoughtful planning of tree removal and preserve as much of the healthy urban tree stock as possible; preserve and integrate the existing fountains into the final park plan, particularly the pig snout fountain; and use an environmentally sound approach to re-use as many materials as possible from the removed park infrastructure into the building of the new park or to other community-based programs and efforts.

PSCA expressed whole-hearted gratitude to Parks staff members David Goldberg, Lori Chisholm, B.J. Brooks, and Ken Bounds for their tremendous patience, sensitivity, and enthusiasm to this project.

The public hearing concluded. The Board will continue to accept written testimony on this project through Wednesday, September 7. Testimony may be sent to the Board's Coordinator at [sandy.brooks@seattle.gov](mailto:sandy.brooks@seattle.gov) or mailed to Sandy Brooks, 100 Dexter Ave N, Seattle, WA 98109.

### **Briefing: Department Policies & Procedures Update**

Cindi Shiota, Parks Department Strategic Advisor, came before the Board to give an update on the Department's process to update its Policies and Procedures. The Board received a written and verbal briefing; both are included in these minutes.

### *Written Briefing*

#### **SEATTLE PARKS POLICY & PROCEDURES — PROPOSED RESTRUCTURING**

**Overview and Findings**. In 2003 a review of the department's policies and procedures (P&Ps) was conducted in concert with research on current standards for developing and maintaining agencies' P&Ps. The following summarizes the key findings of this review:

- Of the department's 155 P&Ps, at least 55% are internal procedures, many of which contain either no policy statement or statements that are not policy in nature.



- As currently structured, all rules included in the department’s existing P&Ps (including amendments or deletions) are subject to the process required by Seattle Municipal Code Chapter 3.02 Administrative Code and must go through the Park Board, public hearing, and filing with the City Clerk’s Office. However, the Code does not require this process for internal management procedures (see footnote 1 below).
- The majority of the P&P’s have not been updated since the 1980’s. 34% were last updated in the 1970s, another 30% in the 1980’s and 23% in the 1990s.
- One trend in developing P&Ps is to separate policies from procedures. This allows for easily updating internal processes without changing the general direction provided by the policy.
- Another trend is to simplify the format and language used in P&Ps to facilitate understanding and location of relevant information.

**Recommendations: Proposed New Categorization**



Two primary categories - External Policies and Procedures and Internal Procedures. External P&Ps would be limited to those affecting the public in some way - public use, public information, public involvement etc - and thus all External P&Ps should be at the broadest policy level. The External P&Ps would go through the formal adoption and filing process while Internal Procedures could be created and updated through the sole authority of the Superintendent.<sup>1</sup> As changes in broad policies should be infrequent while rules and procedures are more dynamic, this separation should allow for easier and quicker updating of the majority of P&Ps.

Should a P&P have both an external and internal use, one of two options could be exercised.

- If the procedures are either primarily oriented toward informing the public on what they need to do or if the internal portion of the procedures are very brief, then all of the P&P could be under external.
- If the policy is of external importance but all of the procedural aspects are internal, then separating the policy into the External category and incorporating the procedures into the Internal Procedures with references on each to each other could be done.

Each of the two broad categories would have subcategories, with more subcategories for the Internal Procedures to facilitate staff in locating a specific subject.

17 P&Ps are recommended for total deletion from either the Policies or Internal Superintendent’s Rules

1. 1.2.2 Promotional Graphics (being incorporated into the Community Relations Policy)
2. 1.4.2 Donor Recognition (replaced by newer Policy 2.13.1)
3. 2.1.4 Personnel Section Duties (delete as this is the only section that has a description)
4. 2.3.3 Paging (delete as it is out-of-date and not necessary)
5. 2.8.2 Administrative Office Equipment (combine with 2.8.3)
6. 2.8.4 Disposition of Department-owned surplus mechanical equipment (combine with 2.8.1)
7. 2.12.1 Signing for Received goods (out-of-date and not necessary)
8. 2.12.2 Annual Stock Inventory (out-of-date and not necessary)
9. 3.1 Budget (out-of date and not necessary)
10. 3.1.2 Processing of Requests for Operations Improvements (out-of date and not necessary)
11. 3.4.1 Acquisition and disposition of specimens (this is covered by the Aquarium’s policy)
12. 5.3 Intradepartment Work Orders (out-of date and not necessary)
13. 6.6.1 Control of Force Account Labor on Forward Thrust Projects (out-of date and not necessary)
14. 7.3.3 Tumbling and Gymnastics (out-of date and not necessary)

<sup>1</sup> The Administrative Code (SMC 3.02.020) states that any agency order, directive, or regulation is a “rule” if it 1) applies generally; AND 2) carries a penalty or administrative sanction for violation. Rules include “any qualification or requirement relating to the enjoyment of benefits or privileges conferred by law”. Rules must be adopted, amended, and repealed via the rulemaking process (comment period prior to adoption, filing with City Clerk upon adoption). Rules do not include statements that: 1) concern only internal agency management; 2) do not affect private rights or procedures available to the public; OR 3) relate to the public’s use of parks property and the public is informed of the substance of the restriction by a sign.

15. 7.5.1 Golf Individual Reservations and Starting Time (out-of date and not necessary)
16. 7.5.2 Golf Tournaments and League Play (out-of date and not necessary)
17. 7.9.1 Public Use of Woodland Park Zoo (Zoo no longer part of the Department)

### *Verbal Briefing/Board Discussion*

Cindi reviewed the written briefing the Board received. No vote is required of the Board tonight. If the Department has general agreement from the Board that it is proceeding in the right direction, this review and re-vamping will continue.

Terry asked where the impetus to do this work is coming from. Ken answered that early in 2004, Cindi and former Strategic Planning Director Fritz Hedges began this work to bring the P&Ps up-to-date. This work is an examination of all of the Department's policies and procedures and will continue over the next two years. Changes to individual policies will continue to come before the Board for discussion.

The Board made several comments and asked that when the list of updates/eliminated P&Ps is brought back before the Board, that the grouping be by category, rather than numerical.

The Board gave general agreement that the Department is going in the right direction on this effort and thanked Cindi for the briefing.

### **Briefing: Golf Management and Operations**

Andy Soden, Director of Golf for the Parks Department, came before the Board to give an update briefing on management and operations of the four golf courses, which is out for bid. The Board received a full copy of the Request for Proposal (RFP) and a written background summary (summary included below.) The Board was also referred to minutes from previous presentations to the Park Board on golf management and operations.

Andy also gave a verbal briefing to the Board.

### *Written Briefing*

**Background:** Seattle's Golf Courses are currently being managed under an interim contract by Premier Golf Centers, Inc. This came about when Family Golf Centers Inc. (Interbay) declared bankruptcy in 2001 and Municipal Golf of Seattle (MGS aka Seattle Golf) reached a mutual contract termination agreement with the City in 2003 for operation of Jackson Park, Jefferson Park, and West Seattle Golf Courses.

The interim contracts with Premier Golf Centers expire at the end of this year. We are in the process of conducting a Request for Proposals (RFP) process to select a single firm to manage and operate the three regulation courses (Jackson, Jefferson, and West Seattle) and the same firm to manage, operate, and maintain Interbay. We are also following through with the City Council's recommendation that City employees continue to maintain the three regulation courses and the golf course at Interbay. Following selection, we propose to negotiate a contract for the above services under a term of five years, with an option of five one-year extensions.

The RFQ identified four qualified firms to submit proposals for golf services: Premier Golf LLC, Billy Casper Golf, Kemper Sports Management, and Oki Golf. Per the Target Schedule for golf management, they have until August 27 to submit their proposals, which will then be evaluated on September 8, with successful proposers being interviewed on September 10. Park Superintendent Ken Bounds will announce the award for golf services on September 13.

The evaluation criteria are included in the RFP for your review, as well as a sample of the golf services management contract. Details of the contract will be finalized in September, and any changes to the agreement will be added to the Legislative Package for Council approval in October.

### *Verbal Briefing/Board Discussion*

Kate stated that, in the past, several Board members have been concerned with environmental issues at the golf courses (pesticide use, etc.) She reviewed the RFP and believes it contains very detailed information to address these concerns. Ken stated that the Board had recommended an approach to the Department and the Department is

following that approach. Andy stated that the RFP had very good and very detailed information for the Board's review. A large part of the RFP spells out the requirements for maintenance operations.

Getting to this point in the management process has taken almost a year and is now coming to fruition. This is an exciting opportunity, as it will be the first time that the Department is taking full responsibility for maintenance of the courses. (The maintenance has previously been contracted out to both for-profit and not-for-profit management.)

Angela asked if all four companies (Premier Golf LLC, Billy Casper Golf, Kemper Sports Management, and Oki Golf) are expected to submit a bid. Andy answered yes and that Parks staff members are getting many questions from each of these nationally regarded companies. Angela asked if Parks is doing the maintenance, why is the maintenance described in such detail in the RFP. Andy answered that this gives assurance to the bidders that the courses will be well maintained and how the maintenance will be done.

Debbie asked if it is an unusual aspect of the RFP that the bidding company would not perform maintenance at the courses. Andy answered that, yes, it is unusual in municipal golf courses; however, it is a more common practice with private courses. Ken added that all four of these companies have experience in this type of split role.

Jack commented that the split role seems to be a good direction; however, it may open the door to "finger pointing". Andy stated that staff recognizes that the Department has to be flexible and responsive and they have built a management program that addresses that need. Andy described a national on-line survey that will be implemented. Terry asked how the results of this survey would be used. Andy answered that the information will be compared to other golf courses and used as a measuring stick on how the management is performing.

Angela asked whether, once the contract is signed, may the management company make changes that is not in the RFP. Andy stated that the Superintendent has the final say on any changes that the management company proposes. Parks staff will observe how things are going and make recommendations to the Superintendent.

Once the Department has selected a bid winner, the contract will be finalized, and then must be approved by City Council. Jack asked that additional information be brought back to the Board on how the Department selects the bid winner.

The Board thanked Andy for the update.

### **Briefing: Woodland Park Zoo Long Range Plan/Environmental Impact Statement — Garage**

Deborah Jensen, Director, and Bruce Bohmke, Deputy Director, of Woodland Park Zoo came before the Board to give an update briefing on the Zoo's long range plan, with a focus on the proposed parking garage. The Board received both a written and verbal briefing, and was referred to minutes from previous presentations to the Park Board on the Zoo's Long Range Plan.

### ***Written Briefing***

#### **Action Requested**

None. Update briefing only.

#### **Purpose of the Long-Range Plan**

The Long-Range Physical Development Plan (LRPDP) is intended to amend the Zoo's original Long-Range Plan, approved in 1976 and amended in 1987. The plan provides overall guidance for the future physical development of the Zoo. The key objectives are to continue the 1976 plan's approach to naturalistic exhibitry and excellent animal care, but update the plan to:

- Improve the animal health, conservation and maintenance facilities and provide new exhibits;
- Provide the community with facilities for social gathering, recreation and interactive learning for visitors of all ages, with a focus on programs that inspire conservation;
- Enhance the Zoo's financial stability and stewardship by creating facilities and programs that yield new, year-round revenue streams;

- Improve visitors' experience, particularly for families with young children and during off-peak times in late fall, winter and spring;
- Reduce the neighborhood traffic impact by providing sufficient on-site parking to accommodate current and projected Zoo attendance on all but a few days each year, and;
- Provide staff with on-site workspace that enhances efficiency, productivity and collaboration.

## **Background**

Woodland Park Zoo is located on a 92-acre site in the Phinney Ridge neighborhood of Seattle. The LRPDP would amend the existing long-range plan for the zoo to accommodate the changes that have occurred in zoos generally, and at this zoo specifically, in the past 30 years, and to establish a blueprint for future physical plant enhancements.

On March 25, 2004, the Board of Park Commissioners received a complete briefing on the key features of the plan. The purpose of this briefing is to update the Board on one key feature that has changed since the March briefing.

## **Key Feature Update - Parking**

### **Parking Demand**

Woodland Park Zoo has less than half the available parking of other zoos with comparable attendance, and demand exceeds capacity more than 100 days each year. The excess demand largely occurs during the peak summer season, on some days forcing several hundred cars onto neighboring streets. A new garage and associated parking management strategies would move zoo visitor cars off neighborhood streets and onto zoo grounds, addressing a long-standing priority for the neighborhood.

### **Zoo's Original Proposed Garage**

The Long-Range Physical Development Plan (LRPDP) previously had the parking garage replacing the south parking lot. Approximately 1,055 visitor parking spaces would have been provided. The north parking lot would have been unchanged and would have continued to provide approximately 195 visitor parking spaces, and a new west surface parking lot would have provided approximately 170 visitor parking spaces. A total of approximately 1,420 visitor parking spaces would have been provided. The proposed garage would have been located primarily underground, with 5 levels below surface, one level at grade and one level above grade.

### **Compromise Garage**

The Zoo's original proposed garage, including the costs of construction and financing, was estimated to cost between \$30 and \$35 million dollars. Given the current fiscal realities of the City of Seattle, this was not an option that the Mayor was willing to pursue. Therefore, a compromise was pursued to enable as much parking mitigation as possible, in the earliest possible timeframe. This garage is expected to open in 2008. The compromise parking garage and surface lots, as proposed in the new LRPDP, would provide sufficient onsite parking to meet current and projected needs on all but about 30 days (in 2020) each year.

The new West Garage will replace the new west surface lot and provide approximately 700 visitor parking spaces. The 275 space South Lot, 122 space Southwest Lot, 62 space Northwest Lot and 195 space North parking will continue to provide visitor parking. A total of approximately 1,360 visitor parking spaces will be provided. The compromise garage will be built entirely above ground, with one level at grade and three levels above grade.

### **Descriptions:**

- The **West Parking Garage** will be approximately 30 feet tall with shafts for stairwells and elevators extending up to an additional 15 feet. Screen-walls or planters on the top deck will be up to 4 feet tall. This garage is within the height restrictions of single-family zoning.
- **Vehicular entry and exit** will be directly off of Phinney Avenue North between North 56<sup>th</sup> Street and North 57<sup>th</sup> Street, and will provide access to the new west parking and the existing north parking. A pull-in area for busses to load and unload is also planned.

- **Pedestrian access** from Phinney Avenue North will include Metro bus stops, a gateway and path to a new West Entry located slightly north of the Zoo's existing West Gate. Access from the north parking lot will include a gateway and path to the new West Entry.

#### Effects of the Compromise Garage

The Compromise garage reduces the projected design, construction and related development costs to \$16,200,000, excluding financing. As detailed in the Operations and Management Agreement between the City and the Zoo, the City is responsible for 75% of the total costs, with the Zoo paying the remaining 25%.

Transpo, the traffic consultant retained by the Zoo, already analyzed intersections impacted by the new compromise garage and all cars are accounted for in the level of service (LOS) analysis included in the Final Revised EIS for the Zoo's LRPDP.

The Compromise Garage will result in significantly fewer construction impacts:

- Significantly less excavation
- Dramatically fewer truck trips to haul away the excavated material
- Shorter construction period due to reduced excavation and the lack of need to construct temporary parking (temporary would have been needed when the South Lot was taken out of service to construct the South Garage).

#### **Public Process**

The Zoo has been soliciting agency and public comment on its long-range planning since its first meeting on the subject with the Phinney Ridge Community Council in June of 1999. Between that meeting and mid- 2002, when the first Environmental Impact Statement (EIS) was appealed, the Zoo hosted or attended 37 meetings, presentations, hearings, open houses, and briefings with members of the general community as well as City committees and representatives. This past summer, upon issuance of the Draft Revised EIS and the LRPDP, Zoo staff and board members attended meetings with the Fremont Neighborhood Council, Phinney Ridge Community Council, Wallingford Community Council Land Use Committee, Zoo Neighborhood Liaison Committee (with representatives from Wallingford, Fremont, Phinney Ridge and Green Lake), the Citywide Neighborhood Coalition and the Seattle Parks Board. A briefing was also offered to the Green Lake Community Council, which declined, citing a lack of interest among members. The Zoo updated the Neighborhood Liaison Committee on the new parking proposal on August 16, and intends to hold a public open house in early September.

Written comments on the draft EIS were accepted via mail and email, and both written and verbal comments were accepted at the Zoo's August 7, 2003, public hearing. In addition, the public comment period was extended by 15 days to allow interested citizens more time to comment. A number of changes were made in the final revised EIS in response to public and agency comments.

The Zoo's Long-Range Physical Development Plan has been a subject of discussion for the Board of Park Commissioners on March 11 1999, November 18 1999, September 14 2000, March 22 2001, May 10 2001, May 24 2001, November 8 2001, December 3 2001, March 28 2002, December 12 2002, July 24 2003 and March 25 2004.

The LRPDP has also been reviewed by the Seattle Design Commission on July 1 1999, August 19 1999, November 4 1999, and May 4, 2000.

#### **Permitting**

The Final Revised EIS prepared for LRPDP is part of a phased environmental review. It is a programmatic (non-project) EIS and therefore addresses alternatives, significant adverse impacts, and mitigation measures relevant to the Seattle City Council's decision on adoption of the proposed LRPDP. As individual projects from the LRPDP are brought forward for development, each would be subject to any project-level environmental review required by SEPA. That review would build upon the analyses in the Final Revised EIS, as provided in the City of Seattle's SEPA rules.

#### **Project Schedule**

The Zoo is preparing to present the LRPDP to the Seattle City Council Parks, Neighborhoods and Education Committee on September 1. A public hearing is scheduled for September 15, 6:00-8:00 p.m. Full Council will take a vote later in September or October.

### **Project Budget**

N/A

### **Additional Information**

Jim Maxwell, Capital Projects Manager, Woodland Park Zoo. 206.684.4066; jim.maxwell@zoo.org.

### ***Verbal Briefing/Board Discussion***

Deborah stated that, over the last four years, Zoo staff have been before the Board to give a number of briefings on the long-range plan, draft Environmental Impact Statement (EIS), etc. During this process, parking and traffic at and near the Zoo have continued to be a big issue. At a briefing to the Park Board earlier this year, Zoo staff presented a preferred alternative, which is now before the City Council for approval.

Kate asked if any approval is required from the Park Board tonight. Ken answered no, that the City Council has scheduled a public hearing on September 15. The Board, if it so wishes, could attend that hearing and give verbal testimony or could write a letter of testimony to the Council.

Deborah distributed a booklet of information on the Zoo and gave a brief review of what has happened in the five years that this long-range plan has been in development. Tonight's focus before the Board is on the parking garage. Deborah and Bruce displayed a large drawing of the Zoo and pointed out where the proposed garage would be built and described the process that led to this recommendation.

This smaller garage is a compromise solution. Due to budget constraints, it will be built on the west side of the Zoo and will be above ground. Building above ground is less expensive and the facility can be completed much faster. The garage should not only improve parking, but also street safety, as drivers now circulate through nearby neighborhoods looking for street parking when Zoo lots are full.

Ken agreed that this is a compromise and that it is a good solution. The aboveground parking garage will have 60 less parking spaces than the underground garage would have provided and the cost is \$16 million less.

Kate asked why the aboveground facility is being moved to the northwest section of Zoo grounds. Bruce answered that at the site proposed for the underground garage at the south grounds had height issues in relation to the Rose Garden and nearby area. The northwest area site is near the open, outdoor concert area.

The Board asked several question on construction timeline. Bruce answered that completion of the garage is estimated at 10 months, with much of the work being done in the winter when Zoo attendance is lower. Once City Council has approved the LRP, the design will take place in 2005, followed by a public process. Construction would be completed in early 2008.

Terry commented that the Zoo EIS is a very lengthy document and asked that Zoo staff send Board members a list of all pages with specific references to the northwest parking alternative. Zoo staff agreed to do this. Jack commented that the city has a number of unattractive parking structures and recommended that the design of the garage fit in well with the Zoo. He also asked if the garage design would come back before the Board and Ken answered yes.

The Board thanked Deborah and Bruce for the briefing.

### **Park Board Business**

None

**New/Old Business**

- Terry represents the Park Board on the Pro Parks Levy Oversight Committee and requested that the Park Board minutes reflect that citizens may apply for Pro Parks Levy Funds.
- Terry asked for feedback on a citizen letter the Board recently received, complaining of the condition of Leschi Moorage. Ken will ask Charles Ng, Contracts Manager, to respond to Terry and will send a status report to the Board.

There being no further business, the meeting adjourned at 8:08 p.m.

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

Kate Pflaumer, Chair