

**Key Peninsula
Metropolitan Park District**

**Comprehensive Park Plan
2007-2013**

DRAFT

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**Key Peninsula Metro Park District
Dba Key Peninsula Metro Parks
PO Box 70
Lakebay, WA 98349**

Proposal No. R2007-10

Resolution No R 2007-10

**A RESOLUTION OF KEY PENINSULA METRO PARK DISTRICT, ADOPTING THE
2007-2012 COMPREHENSIVE PLAN**

WHEREAS, the Board of Park Commissioners of the Key Peninsula Metro Park District desires to adopt a Comprehensive plan; and

WHEREAS, the Board of Commissioners held several community meetings, conducted a public survey, and held three public meetings on the Comprehensive Plan on October 30, November 7th and 8th, 2007; and

WHEREAS, the Board of Commissioners have met and made adjustments and changes deemed necessary and proper to the Comprehensive Plan, now, therefore be it,

RESOLVED by the Board of Park Commissioners that the District adopts by reference the 2007-2012 Comprehensive Plan. A copy of this resolution and the Six-year Comprehensive Plan will be submitted to the Recreation and Conservation Office.

The foregoing resolution was adopted at a regular meeting of Board of Park Commissioners of the Key Peninsula Metro Park District held on December 10, 2007.

ADOPTED this 10th day of December, 2007

Attest:

Key Peninsula Metropolitan Park District
Board of Commissioners
Pierce County, Washington

Caril Ridley, President

Elmer Anderson, Vice- President

Kip Clinton, Clerk

Ross Bischoff, Member at Large

Greg Anglemyer, Member at Large

Key Peninsula Metropolitan Park District

Comprehensive Park Plan

Adopted December 10, 2007

Board of Commissioners

Caril Ridley, President
Elmer Anderson, Vice President
Mary Cathleen (Kip) Clinton, Clerk
Gregory Anglemyer, Member at Large
Ross Bischoff, Member at Large

Staff

Scott Gallacher, Executive Director
Mark Conniff, Maintenance Technician
Joshua Pizzano, Seasonal Maintenance Technician
Laura Armstrong, Volunteer Office Assistance

Assistance

Rick Sorrels, Survey

DRAFT

Chapter 1: Introduction

MISSION STATEMENT

The Key Peninsula Metropolitan Park District is dedicated to serve our community and its citizens. We are deeply committed to the enhancement and preservation of our community's quality of life. In partnership with our citizens, we will always strive to provide and promote the highest quality leisure and recreation environment.

INTRODUCTION

The Key Peninsula Metropolitan Park District (KPMPD) is a municipal corporation formed by a special election in May of 2004 and replaced the Key Peninsula Parks & Recreation District. The district is located in western Pierce County and its service area is west from the Purdy Bridge to the Mason County Line, north from Devil's Head to the Kitsap County Line. We are bounded by water on three sides: Henderson Bay, Carr Inlet, Nisqually Reach, Case Inlet, and Rocky Bay. The Key Peninsula is approximately 25 miles long and 5 miles wide at its widest point. The peninsula covers approximately 65 sq miles and has a population of approximately 18,000.

The area is designated as rural and resource land under the Key Peninsula Community Plan a Component of the Pierce County Comprehensive Plan adopted October 2007 per ordinance. The area is on the cusp of experiencing considerable growth and a gradual change in character. The choices that confront the Key Peninsula at the present time are significant, and could dramatically alter the character and quality of park, recreation, and open space facilities and services if not adequately planned. This document outlines the choices that are available and the means for implementing preferred actions of most benefit to Key Peninsula residents.

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PURPOSE FOR THE PLAN

This is the KPMPD's first comprehensive plan. The plan will be used as a tool to guide elected officials in setting policy and priorities, staff, and citizens in the needs of the community. The plan will fulfill the district's requirement to have a current park, recreation and open space plan in order to be eligible for state and federal funds through State of Washington Recreation and Conservation Office (RCO). This plan contains the following RCO requirements:

- Goals and objectives
- Inventory of parks, open space and facilities
- Public involvement in the planning process
- Demand and needs analysis
- Capital improvement program
- Plan adoption

Objectives

The specific objectives of this planning effort are to:

- Define the setting - within which park, recreation, and open space facilities should be provided within the Key Peninsula, including climatic, natural, wildlife, historical, cultural, and current developmental conditions.
- Inventory - existing public and private park and recreational facilities that have been developed to-date within the Key Peninsula (and areas immediately adjacent).
- Forecast demand - for future park and recreational facilities and services, particularly facilities and services that may be provided by KPMPD.
- Identify appropriate roles - and services that should be undertaken by KPMPD to meet critical recreational facility and programming needs.
- Develop plans - for resource conservancies, parks, trails, recreational fields and courts, community centers, and other special use and supporting facilities necessary to meet community demands - particularly for projects that may be undertaken and sponsored by KPMPD.
- Determine costs - involved in providing the park and recreational projects identified above, particularly the possible use of innovative financing tools or methods.
- Survey public opinion - to determine which issues are most important to Key Peninsula residents, and which methods are most preferred for financing or realizing the plan's development.
- Define an implementation program - outlining the actions necessary to realize the development of the KPMPD Comprehensive Park Plan.

Approach

This plan analyzes the supply, demand, and need for public and recreation facilities and services within the Key Peninsula. The inventories include a

comprehensive assessment of public and private facilities and agencies within the Key Peninsula. The development strategies proposed for the Key Peninsula Metropolitan Parks District (KPMPD) are the result of this comprehensive analysis. Generally, the proposed strategies recommend focusing resources where park and recreation needs are most critical, and where the efforts will be most effective.

Public involvement

- The planning process - was overseen by the Executive Director of KPMPD with the assistance of the KPMPD Commissioners.
- A written survey distributed to over 7600 residents of the Key Peninsula by purchasing a full-page color AD in the February 2007 issue of the Key Peninsula News. The paper is mailed to every household on the Key Peninsula. The survey conducted to determine project and program priorities, financial preferences, and other program implementation issues.
- A number of Public Service Announcements (PSA's) were included in the Peninsula Gateway, a weekly paper.
- The survey was posted on KPMPD's website in a manner where respondents could send in their responses electronically.
- Copies of the survey were made available at various business locations.
- Series of Special Single Topic Meetings were conducted during the planning process to review inventory findings, estimate demand, propose plan and financial particulars, and develop the proposals contained within this plan.
- Focus group meetings were conducted during the spring of 2007
- A public exhibit - was hosted at the Key Peninsula Live able Community Fair in May of 2007 to provide information and conduct surveys of interested residents.

The proposals outlined within this document represent the consensus opinions developed during the workshop sessions and incorporating public comment from surveys as well as direction of the KPMPD Board of Commissioners.

Documentation

The report is organized into six (6) chapters dealing with major topic issues, Appendix A, attached, and a separate Technical Appendix, containing technical information that includes detailed population statistics, public survey results, facilities inventories, development cost estimates, and demand model variables is available from KPMPD.

Interpretation

This KPMPD Comprehensive Park Plan is one of a series of plans for the Key Peninsula. This plan does not address directly the same issues that are the subject of other plans; however these other plans may have relevance to the implementation of the objectives, concepts, and proposed projects contained herein.

Chapter 2: Goals and objectives

The following goals and objectives are based on an analysis of existing park, recreation, and open space conditions, the results of workshop planning sessions, and the information in the “Key Peninsula Comprehensive Plan a Component of the Pierce County Comprehensive Plan” found in Appendix A. Please note, the following statements do not replace the policies in the “Key Peninsula Community Plan a Component of the Pierce County Comprehensive Plan” rather they amplify the policies which are referenced therein.

Open spaces and preserves

Develop a high quality, diversified park and open space system that preserves and enhances significant environmental resources and features.

- Define and conserve a system of open space corridors or separators to provide definition between natural areas and commercial and residential land uses.
- Increase natural area and open space linkages.
- Acquire and/or preserve environmentally sensitive areas as natural area linkages and separators to provide definition between natural areas and commercial and residential land uses.
- Cooperate with other public and private agencies, and with private landowners to set-aside land and resources necessary to provide high quality, convenient park and recreational facilities before the most suitable sites are lost to development.
- Preserve unique environmental features or areas in future land developments and increase public use and access. Cooperate with other public and private agencies, and with private landowners to set aside unique features or areas as publicly accessible resources.
- Work with Pierce County and State of Washington agencies and departments to increase access to public lands.

Trail Systems

Develop a high quality interconnected system of park trails and corridors that access significant environmental features, public facilities and developed local communities and business districts.

- Enhance the water access system to salt and freshwater bodies of interest to kayakers, canoers, paddle boaters, and other non-motorized water craft users.
- Create an interconnected off-road walking trail system providing access to environmental corridors, natural areas, historic sites, scenic vistas, parks, public facilities, and local business districts for local resident hikers.
- Identify and support an on-road bicycle route system providing access to historic areas, scenic vistas, parks, public facilities, and business districts for

- local resident commuter and recreational biking enthusiasts. Support linking local on-road bicycle routes with regional routes to provide opportunities for extended touring opportunities for local and regional enthusiasts alike.
- Create an interconnected off-road multipurpose hike, equestrian, and bike trail system providing access to major parks, schools, public facilities, business districts, and other trail corridors.
 - Create trailhead improvements that furnish trail systems with appropriate supporting services including interpretive and directory signage systems, maps, rest stops, potable water, restrooms, parking and loading areas, water and other services.
 - Where appropriate, locate trailheads at or in conjunction with park sites, schools, and other community facilities to increase local area access to the trail system and reduce duplication of supporting improvements.
 - Develop trail improvements to design and development standards which are easy to maintain and access by maintenance, security, and other appropriate personnel, equipment, and vehicles.

Wildlife resources

Incorporate Natural areas ecological, habitats features and resources into the park and open space system to protect threatened species, preserve habitat, and retain migration corridors that are unique and important to local wildlife.

Wildlife habitat

- Identify and conserve wildlife habitat including nesting sites, cover, and foraging areas within or adjacent to natural areas, open spaces, and developed areas.
- Acquire and preserve wildlife migration corridors that link nesting sites, covered, and foraging areas.

Natural areas

- Preserve and protect significant environmental features including wetlands, open spaces, woodlands, shorelines, waterfronts and other characteristics that support wildlife and reflect Key Peninsula's natural heritage.
- Acquire and provide public access to environmentally sensitive areas and sites that are especially unique to the Key Peninsula area.

Community Parks

Develop community parks that that allow easy access to basic park/playground facilities across the Key Peninsula.

Pocket parks

- Develop pocket parks with appropriate playground equipment, picnic facilities, potable water, restroom(s) and play fields or other facilities as deemed necessary.

- All residents should have such a park located not more than 3 miles from their home.
- Cooperate with public and private agencies through grants or partnerships to develop pocket parks in areas to facilitate reaching the goals set above.

Recreational Facilities

Develop a high quality, diversified recreation system that provides for all age and interest groups, and enhances regional resources and facilities equitably across the Key Peninsula.

Waterfront access and facilities

- Cooperate with public and private agencies to acquire and preserve additional shoreline access for waterfront fishing, wading, swimming, motorized boating, and other related recreational activities and pursuits.
- Cooperate to develop a mixture of watercraft access opportunities including canoe, kayak, sailboard, and other boating activities.
- Cooperate with other governmental agencies and private organizations to develop access opportunities for motorized and sail boats.

Athletic and Event facilities

- Develop athletic facilities that meet the highest quality competitive playing standards and requirements for all age groups, skill levels, and recreational interests.
- Develop an event center and fairgrounds.
- Partner, where appropriate, in the development of a select number of facilities that provide the highest competitive playing standard, possibly in conjunction with Peninsula Metro Parks, Peninsula School District, City of Gig Harbor, Pierce County, and other public and private agencies.

Indoor facilities

- Support the continued development and diversification by Peninsula School District and other public and private agencies of special meeting, assembly, health, and other community facilities that provide general support after hours to school age populations and the community-at-large at primary, intermediate, junior, and senior high schools on the Key Peninsula.
- In partnership with the Peninsula School District and other public and private agencies, maintain and expand multiple use indoor recreational centers that provide aquatic facilities, physical conditioning facilities, gymnasium, recreational courts, and other athletic spaces for all age groups, skill levels, and community interests after hours on a year-round basis.
- Develop and/or operate multiple use indoor community centers that provide venues for arts and crafts, music, video, classroom instruction, meeting facilities, health care, daycare, latch key, and other spaces for all age groups including preschool, youth, teens, and seniors on a year-round basis.

- Develop and/or partner and/or operate indoor and outdoor cultural and performing arts facilities in county and school facilities that enhance and expand music, dance, drama, and other audience and participatory opportunities for the Key Peninsula -at-large.

Recreational programs

Develop high quality recreational programs and services that meet all community group needs.

Recreational programs

- Promote opportunities for arts and crafts, classroom instruction in music and dance, physical conditioning and health care, meeting facilities, daycare, latch key, and other program activities for all cultural, age, physical and mental capability, and income groups in the community using KPMPD, Pierce county and Peninsula School District resources.
- Promote soccer, baseball, softball, basketball, volleyball, tennis, and other instruction and participatory programs for all age, skill level, and income group in the community - using county, KPMPD, and Peninsula School District resources.
- Where appropriate, promote opportunities for historical and cultural societies to display artifacts, reports, and exhibits; and the conduct of lectures, classes, and other programs that document and develop awareness of Key Peninsula's heritage.

Cultural arts programs and resources

Collaborate with the Key Peninsula Historical Society, business community, service groups, schools, arts patrons, and artists to optimally utilize artistic resources and talents.

- Where appropriate, support policies and programs that encourage or provide incentives that attract and retain artists and artworks within the Key Peninsula community

Historical

Develop a high quality, diversified park and open space system that preserves significant historical opportunity areas and features.

- Work with Key Peninsula historical societies and other cultural groups to incorporate community activities into park and recreational programs.

Special purpose facilities

Develop high quality facilities that meet the interests of the community.

Special enterprises

- Where appropriate and economically feasible (self-supporting), assist others to develop and operate specialized and special interest recreational facilities of interest to the general population
- Where appropriate, initiate joint planning and operating programs with other public and private agencies to provide for other activities on an area-wide basis.

Design and access standards

Design and develop facilities that are accessible, environmentally friendly, safe, easy to maintain, with life-cycle features that account for long term costs and benefits.

Accessibility

- Design outdoor picnic areas, fields, courts, playgrounds, certain trails, parking lots, restrooms, and other active and supporting facilities to be accessible, where possible, to individuals and organized groups of all physical capabilities, skill levels, age groups, income, and activity interests - especially at sites with significant interpretive opportunities. It should be understood that many equestrian, motor bike and hiking trails are activity specific and not compatible with the aforementioned accessibility objective.
- Design indoor facility spaces, activity rooms, restrooms, hallways, parking lots, and other active and supporting spaces and improvements to be accessible to individuals and organized groups of all physical capabilities, skill levels, age groups, income, and activity interests.

Maintenance

- Develop low maintenance and high capacity design standards and capabilities to reduce overall facility maintenance and operation requirements and costs.
- Where appropriate, institute standards for low maintenance materials, settings or other value engineering considerations that reduce care and security requirements, and retain natural conditions and experiences.

Security and safety

- Implement the provisions and requirements of the American Disabilities Act (ADA) and other design and development standards to improve developed park facility safety and security features for park users, KPMPD staff, and the public-at-large.
- Develop and implement safety standards, procedures, and programs that provide proper training and awareness for KPMPD staff.
- Define and enforce rules and regulations concerning park activities and operations that protect user groups, KPMPD staff, and the public-at-large.

- Where appropriate, develop adopt-a-park programs, community park watches, park police patrols, and other innovative programs that increase safety and security awareness and visibility.

Financial resources and coordination

Create effective and efficient methods of acquiring, developing, operating, and maintaining facilities and programs that accurately distribute costs and benefits to public and private interests.

Finance

- Implement innovative available methods, such as private donations, inter-local agreements to finance facility development, maintenance, and operating needs in order to reduce costs, retain financial flexibility, match user benefits and interests, and increase facility services.
- Enter into joint ventures with other public and private agencies including City of Gig Harbor, Peninsula School District, Pen Met Parks, Pierce County, regional, state, federal and other public and private agencies including for-profit concessionaires where feasible and desirable.
- Establish a 501(C) non-profit vehicle through which money may be donated to the park district to fund a particular, or a variety of, special project(s) for construction and/or improvement of park facilities.

Public and private resource coordination

- Create a comprehensive, balanced park and recreational system that integrates Key Peninsula facilities and services with resources available from Pierce County, Peninsula School District, and other state, federal, and private park and recreational lands and facilities in a manner that best serves and provides for local resident interests.
- Cooperate with the Pierce County, Peninsula School District, and other public and private agencies to avoid duplication, improve facility quality and availability, reduce costs, and represent local resident interests through joint planning and development efforts.

Cost/benefit assessment

- Define existing (ELOS) and proposed (PLOS) land and facility levels-of-service (ELOS/PLOS) that differentiate requirements due to population growth impacts versus improved facility standards, community nexus of benefit, KPMPD versus the combination of county, city/town, school, and other provider agency efforts in order to effectively plan and program park and recreation needs within existing KPMPD boundaries.
- Create effective and efficient methods of acquiring, developing, operating, and maintaining park and recreational facilities in manners that accurately distribute costs and benefits to public and private user interests.
- Develop and operate lifetime recreational programs that serve the broadest needs of the population recovering program and operating costs with a

combination of registration fees, user fees, grants, sponsorships, donations, scholarships, volunteer efforts, and the use of general funding.

- Where appropriate, provide recreational programs for those interested groups who are willing to finance the cost through user fees, registration fees, volunteer efforts or other means and methods.

Human resources

Develop, staff, train, and support a professional parks and recreation staff that effectively serves the community in the realization of the above listed goals and objectives.

Personnel

- Employ a diverse, well trained work force that is motivated to achieve KPMPD goals.
- Encourage teamwork through communications, creativity, positive image, risk taking, sharing of resources, and cooperation toward common goals.
- Where appropriate, provide staff with education, training, and modern equipment and supplies to increase personal productivity, efficiency, and pride.
- Establish and coordinate the activities of an active volunteer corps to assist staff and KPMPD officials with park and recreation programs and facility maintenance and development requirements.

Tourism

KPMPD will promote tourism by capitalizing on the unique scenic beauty and proximity to urban areas and providing facilities for regional events.

- Market the districts parks, natural lands, water access in an effort to increase tourism benefits to the district and community.
- Utilize opportunities associated with parks, trails, and recreational facilities for economic development.
- Market the water trail that surrounds the Key Peninsula to interested groups and organizations.
- Promote the park system and the Key Peninsula as a recreational and ecological resource for both residents and visitors.

ADA Compliance

Insure that WHENEVER PRACTICAL all parks and facilities comply with local, state or federal ADA requirements.

Role responsibility by activity

By activity, this plan recommends KPMPD assume the following responsibilities:

Conservation

KPMPD will work with other public and private agencies to create an effective area wide approach to conservation issues and proposals KPMPD will assume a major responsibility for the planning, coordination and acquisition of unique environmental areas and open space sites including natural area and resource conservancies, habitats interesting manmade environments and structures.

Waterfronts, trails, camping and recreation vehicle camping

KPMPD should work with all other public and private agencies to create and help maintain a system of interconnected countywide trails, beaches and water related facilities KPMPD will assume responsibility for the acquisition and development of waterfront beaches, canoe/kayak launching sites, trails including systems for bike/ hike/ horse, picnicking and camping and recreation vehicle camping facilities and other natural or parkland based activities within KPMPD..

Neighborhood Parks

KPMPD will assume responsibility for the acquisition and development of neighborhood pocket parks to provide basic park/playground facilities within 3 miles of any home on the Key Peninsula. KPMPD should work with all other public and private agencies to create other pocket parks as needed.

Marinas, off-road, motorized boat launch sites

KPMPD will help other public and private agencies to develop waterfront marinas, motorized boat launch sites, off-road motorcycle and 4-wheel drive vehicle trails, recreational vehicle camping sites and other natural or park land based activities if they fit into the needs of the district. KPMPD will help obtain lands or sites, and other coordinating tasks, but will generally not become involved in direct development and maintenance responsibilities of these facilities.

Indoor and outdoor athletic facilities

KPMPD will help coordinate and assist other public and private agencies to develop indoor and outdoor athletic facilities including swimming pools, football, soccer, baseball and softball, tennis, basketball and volleyball, jogging tracks and other fields and courts. When beneficial to Key Peninsula residents KPMPD will consider building on its own facilities or entering into joint ventures with local agencies to acquire and develop a limited number of high quality, competitive athletic facilities.

Community centers

KPMPD will help coordinate and assist other public and private agencies to develop indoor facilities that provide a multiple purpose community function - like indoor swimming pools, health conditioning, arts and crafts, day care and similar social activities. In some circumstances, KPMPD should consider entering into joint ventures with local agencies to acquire and develop a limited number of indoor community

centers when limited resources make it difficult for the local agency to provide such facilities within some of the smaller service areas within KPMPD.

Strategies for environmental preservation

KPMPD may assume some responsibility, including joint efforts where appropriate, for the preservation of public access to man-made and natural environments that have special or unique interests, impacts or relevance to/for residents and tourists that may not be otherwise protected. Special activities/environments are:

- Natural environments and/or
- man-made environments or features, and/or
- man-made social or cultural developments or features, and/or
- of unique interest to residents, and/or
- of unique interest to regional or statewide tourists, and/or
- which may be accessible from major transportation systems?

Since special environments are usually privately owned and operated, KPMPD will probably not finance preservation efforts using outright purchase arrangements, or the purchase of development rights. However, KPMPD may help increase public access to these features using access agreements, shoreline management act reviews, environmental impact mitigation, and historic designations and even entering into joint ventures with private operators and developers.

Strategies for development of park facilities

KPMPD should work to develop facilities in accordance with the following policies:

- have high population participation rates, such as waterfront, trail and community pocket parks activities,
- have high user volumes, also such as waterfront, boating, trail, community pocket parks and camping activities,
- may benefit residents of a number of local communities,
- may involve joint ventures with a number of local or area wide public or private sponsors,

may represent or provide the ultimate level play facility or experience that may not be supported or feasible otherwise

KPMPD may finance projects using a combination of current operating funds, reserve funds, non-voter approved and voter approved bonds, development grants, donations and user fees where appropriate.

Local facilities

KPMPD may help local communities in the development, operation or maintenance of facilities that have local use benefits. In facility terms, local activities:

- are participated in by a significant but less than majority of the population, such as most athletic activities,
- have significant, but not high user volumes, such as some athletic activities,
- are oriented to local user preferences or organizations,
- are limited in appeal or provide local use benefits for residents of a single jurisdiction,
- are developed to a minimum level of playing skill or competition,
- are activities which provide no or low fee recapture potentials,
- are activities which are not subject to special siting considerations or requirements, and
- are activities for which there are a number of other possible public and private local sponsors including school districts and even self-help organizations.

As a coordinator or facilitator for the development of park and recreation facilities within the area, KPMPD should help provide local agencies or organizations with technical planning and operating services.

Special facilities

KPMPD may assume some responsibility, including joint ventures where appropriate, for the development, operation or maintenance of facilities that have special or unique use benefits to residents that may not be developed by another public or private agency. In facility terms, special activities:

- possess very specialized participation rates,
- will support high user fees,
- are activities which may attract or benefit non-area users and tourists,
- have unique or specialized location or siting considerations or requirements,
- represent ultimate level play facilities or experiences,
- are activities for which there are no other public or private sponsors, or
- are activities which have concessionaire or private developer opportunities.

Level-of-service standards

KPMPD has established 4 categories of park land and 6 categories of park facilities that are subject to capital facilities planning: Resource Conservancy (land); Resource Activity (land); Linear Parks/Trails (land); Special Use Facilities (land); Kayak/Canoe Launch Sites (facilities); Courts, Fields and Play Areas/Pocket Parks (facilities); Multipurpose Trails (facilities); Picnic, Camping and RV Camping Areas (facilities); Access to Water Parking Spaces (facilities), and Access to Water Square Feet of Area (facilities). For each category, KPMPD must set a level-of-service standard (such as acres of Resource Activity land per 1,000 population) that it intends to meet to ensure that the amounts of park land/facilities are adequate to serve the projected population. These LOS standards are set in the Capital Facilities Element of the Comprehensive Plan. The categories are described below:

Categories of Park Land for LOS Standards

"Resource Conservancy Park" includes open space preservation areas designed to protect and manage a natural and/or cultural feature, environment, or facility (such as a wetland or unique habitat, a natural landmark). Resource Conservancy Parks are areas of natural quality for nature-oriented outdoor recreation, such as viewing and studying nature, wildlife habitat, and conservation. Recreational use may be a secondary, non-intrusive part of the property such as an interpretative trail, viewpoint, exhibit signage, picnic area, or other feature.

"Resource Activity Park" includes areas of natural or ornamental quality for outdoor recreation, such as picnicking, boating, fishing, swimming, equestrian activities, and camping. The site may also include play areas, such as playgrounds and open grassy play fields, and local park trails, if these areas support the primary outdoor recreational features. The site should be contiguous to or encompassing natural resources including Resource Conservancy Parks and may be easily accessible to several communities.

"Linear Park/Trail" includes built or natural corridors such as abandoned railroad lines and active utility rights-of-way or natural areas defined by drainage features, topographical changes, wooded areas, or vegetation patterns linking schools, libraries, or commercial areas with parks. Generally, linear trails may be developed for one or more modes of recreational travel such as hiking, biking, or horseback riding. The trail system may parallel established vehicular or other transportation systems, but apart from and usually within an adjacent or separate right-of-way. Linear trail corridors may also include active play areas or trailhead developments that are located in any of the other types of park land. Trail systems should be anchored by public facilities, like a school or park that may serve as a destination or trailhead, and extend into the surrounding areas using natural features or established roads, sidewalks, or other safe travel corridors.

"Special Use Facilities" include single-purpose recreational facilities like arboreta, display gardens, nature centers, golf courses, marinas, zoos, conservatories, arenas, fairgrounds, outdoor theaters, and gun and archery ranges. Special use facilities may include areas that preserve, maintain, and interpret buildings, sites, and other objects of historical or cultural significance, like museums, historical landmarks, and structures. Special use facilities may also include public plazas, squares, or commons in or near commercial centers, or public buildings, or other developed areas.

Categories of Park Facilities for LOS Standards

"Courts, Fields and Play Areas" include improved playgrounds and areas, indoor and outdoor tennis courts, racquetball/handball courts, indoor volleyball courts, football, soccer, baseball, skateboard parks, softball fields and basketball courts, measured in number of units.

"Multipurpose Trails" include both dirt and improved walking trails in a park, bicycling trails, and both dirt and improved horse and day hiking trails, all measured in miles.

"Picnic and Camping Areas" include the areas in a park for picnic tables and shelter, vehicle camping sites, and tent camping sites, measured in number of units.

"Access to Water Parking Spaces" includes parking spaces serving swimming at a beach, fishing from a bank, and car and trailer parking. The areas allow for improved access to public beaches by providing for areas in a park for parking cars, and car and boat-trailer parking, and are measured in number of parking spaces.

"Access to Water Square Feet of Area" includes areas for swimming at a beach, square feet of access to public beaches by providing for direct access to water, and immediate upland sunbathing area.

"Canoe/Kayak Launch Site" includes special use areas that are designed and constructed to facilitate ingress and egress of non-motorized watercraft to and from water.

"Equestrian" includes covered and uncovered arenas for active equestrian sports, three-day event fields and support facilities such as stabling and vehicle trailer parking.

Capital investment concepts

KPMPD should pursue the following general policies concerning the use of capital resources in the development of park and recreation properties

KPMPD Properties

The Park District should:

- Complete development and retain responsibility of sites which have unique regional or special characters and which can provide broad user benefits.

Other agency properties

KPMPD should assist other agencies in:

- The joint use or extended operation of facilities which have common benefits, particularly the after-hour and weekend use of school district athletic fields and courts,
- The joint development of lands or sites which may support multiple use activities, particularly waterfront beaches, trails and picnic facilities and
- The development of existing facilities to competitive standards and service capacities, especially all kinds of athletic fields and courts.

Otherwise, KPMPD park and recreation facility needs will be greater than has been estimated in this report.

Use rights

KPMPD should pursue special use agreements, easements, leases, package use and maintenance contracts and any other innovative terms which can obtain land use rights at the least possible cost. KPMPD should purchase land only when a site is in danger of being used or altered in a manner that will not conform to local long-range plans.

Most unique environmental areas and landforms are or can be protected by local and state land use regulations and will not be lost to inappropriate uses or developments. Consequently, the objective is to obtain the right to use, not the cost of owning, valuable park and recreation land.

Capital leverage

KPMPD owns unique sites and lands which are not otherwise available for the development for commercial park and recreational purposes in the private market. These assets should be used to leverage private capital investments in lieu of or in combination with other public funds.

Private market concessionaires and joint public/private development agreements can develop and operate high quality facilities which may be too specialized or capital intensive to be financed or operated using public methods. Some types of joint public/private developments may generate symbiotic relationships, which can support new facility opportunities, like educational retreats or historical and cultural exhibits, which would not be possible by either sector alone.

Cost/benefit approach to decision-making

A cost/benefit approach should be adopted, as a basis for deciding how limited KPMPD financial resources are spent on park and recreation needs. General funds and monies obtained from general obligation bonds or other general revenue sources should be used for park activities, which benefit the largest possible number of users.

KPMPD residents should decide as directly as possible what park or recreational services they want and are willing to pay to obtain. The decision process must be as direct as possible to match financing proposals or charges with benefits, and actual services with financial promises.

The financial marketplace may determine the activities and areas which will receive park and recreation services in the most equitable fashion. In the final analysis, residents should get the park and recreational facilities and services they are willing to pay for.

Project selection criteria and process

As stated above, Key Peninsula residents should decide as directly as possible what park or recreational services they want and are willing to pay to obtain. Although Community Plans provide policy and location guidance at a community level, overall project selection, whether emanating from a community plan, or from the KPMPD itself

should be judged in an equitable and fair manner. The following criteria, in order of importance, will be used to judge and select a project:

- The project may provide regional recreation opportunities. Regional parks provide opportunities and amenities that serve large segments of the population, are not readily available at other sites, and provide unique services like accessibility to water, high competition athletic facilities, family picnic areas, community centers, camping facilities and specialty parks (golf courses, equestrian parks, etc.)
- The project should provide opportunities for partnerships. Partnership opportunities with other jurisdictions such as school districts, other governmental agencies, community groups. Through inter-local agreements, Key Peninsula should strive to develop facilities on existing publicly owned property. Site improvements, which offer a joint or shared use, are preferable.
- The site itself must eventually be accessible to the public. . Park sites, which have good accessibility by public roads, access to transit and needed utilities in place, are preferred. The site should not be unreasonably restricted by environmental, legal, permitting, legislative or political constraints.
- The area of the Key Peninsula in which the new park or project is contemplated should be under served or not have a facility available. Plan Areas should be targeted for new parks and or park improvements when there are no other parks in the area, where the citizens are under served, where ownership issues are easily resolved and the costs to develop and maintain the site are financially feasible. The facility within the site should be in heavy demand or projected for heavy demand by the community.

Identification of capital facility projects and land acquisition is accomplished each year as part of KPMPD's Capital Facilities Plan and budget development. KPMPD employs the follow methodology:

- The need for new park and recreation opportunities is determined by the population forecast for the Key Peninsula
For example, the population allocated to the Key Peninsula by the State may result in a need for an additional boat ramp within the six year planning horizon.
- If viable projects can not be found, or if more projects are needed to support new population growth the projects listed in the plan will be used.
- In the case where step 2 or 3 will not provide enough projects, staff, in conjunction with input from the community advisory boards and the public, will identify additional projects.
- The list of proposed projects will be forwarded to the KPMPD Commission who will hold at least one public hearing on the proposed project list. After

consideration of the comments received from the public hearings, the Commission will approve a final draft of the project list and will pass a final resolution on the project list for inclusion in the proposed Capital Facilities Plan and budget.

Funding strategies

Using the strategies described above, funding sources should generally be matched to specific needs to avoid duplication and take advantage of each fund's specific possibilities. For example:

Park and recreation program services

Fees and charges should be used to finance program services to the maximum extent possible and practical to provide cost/benefit equities and efficiencies. The results of the telephone survey indicate KP residents prefer user fees, rather than other funds, be used to pay service costs. The following policies address the use of user fees and other charges for parks services and facilities:

The following types of fees may be charged for recovery of the costs of recreation and parks services:

- User fees - for the use of a facility or participation in an activity.
- permit and reservation fees - for permission to conduct certain public and/or restricted access activities on park land, in park-owned facilities or using tangible public property without consuming or injuring it in any way.
- admission fees - for attendees at special performances or events which require high cost talent, equipment and extra supervisory and maintenance personnel or where the proceeds are used to provide KPMPD activities, such as craft fairs, etc.
- sales fees - where unconditional ownership of merchandise or services passes from the District to the user
- special service fees - for supplying extraordinary articles, commodities, activities or services
- vending permit fees - for the privilege of selling goods and services on park property
- Leases - may be issued for certain private land uses when such leases meet the operational and financial needs of KPMPD District. These agreements (including licenses) may be created in order to participate in the development of enterprise facilities in cooperation with private sector interests, to maintain property and improvements or to allow for the more efficient and effective use of "public" resources or for similar purposes.

The general benefit of services must mitigate any impact created by the imposition of fees and collection of fees must be reasonably accomplished, practical and economical. Charging fees is intended as an equitable method of recovering costs of recreation and parks services.

The amount of each fee should be set in consideration of the following:

- The goal is to cover direct costs, department administration and support costs, and indirect costs incurred by KPMPD in making the service or facility available.
- Fees should be within the range of fees set by other public or private agencies for the similar service, facility, or opportunity provided in the area.
- KPMPD should seek to collect fees that contribute an average of 45 percent system-wide of the direct costs, department administration and support costs, and indirect costs associated with providing the facilities or services.
- When not fully self-supporting, facility and program fees of like kind shall be subsidized equally throughout the Key Peninsula County.
- A portion of each fee should be dedicated to a capital reserve fund for capital improvements related to future major repair and replacement needs of the facility where the fee is collected.
- KPMPD may charge a non-resident fee that is different from resident fees. If such a fee is established, the non-resident fee may not be more than twice that charged to residents. When considering the imposition of non-resident fees, the additional administrative costs associated with collecting such a fee should be addressed.

KPMPD will annually review fees, and will recommend appropriate adjustments to the Board of Commissioners.

Facility operation, maintenance and minor construction

General funds should be used to pay operation and maintenance costs for facilities and activities which cannot be financed with fees and charges or financed with other funding methods. General funds are flexible and can be adjusted to meet annual programming variations or priorities.

The funds collected from the excise tax on real estate sales should be used to finance capital construction and improvements to existing properties. The money should also be used to help purchase sites when opportunities arise which cannot await other, less flexible funding methods.

Recreational facility development

Recreational facilities, athletic courts and fields in particular, are important to KPMPD's park and recreational programs. Bonds and other fixed forms of financing should be used to pay for the development of parks, trails and other facilities that residents assigned high priorities in the telephone survey. Recreational facilities should be financed with general funds, excise tax revenues and other more flexible sources of financing.

KPMPD should investigate the possibility of implementing a wide range of joint recreational facility developments with the school districts where the districts may finance acquisition and development costs using school facility development bonds, and

the County (and cities) may finance annual operating and maintenance needs using service charges and general funds. Joint venture agreements could better match costs/benefits with users, avoid duplication, save cost, increase service and allow each agency to make the best use of available funds.

Parks, natural areas and trail development

Parks and trails benefit the largest percentage of the population and will probably be easier to obtain voter approval on bond issues than other more specialized park and recreational uses. General obligation bond packages could be put together to finance regional park, natural area and trail acquisition and development proposals contained within the development plan. The bond offering could also contain proposed recreational facilities for which there are major demands and likely to be broad based support throughout the County.

When necessary and appropriate, General or Revenue Bonds could be used to purchase sites when opportunities require fast action, or to match possible the State of Washington Interagency (IAC), the National Park Service's Heritage and Conservation Resource Service (HCRS), the Washington Department of Natural Resource's Aquatic Lands Enhancement Act (ALEA) or other state or federal grants for park and trail developments which may be available on an occasional basis.

Special developments

A number of the proposed projects in the development program represent unique facilities which may not be easily financed with conventional funding methods. KPMPD should explore the opportunities which may be available for the development and funding of joint public/private facilities at these locations with private property owners or developers. Joint ventures could save costs, reduce annual program requirements and provide Key Peninsula residents park and recreational services and facilities which may not be available or provided otherwise on the Key Peninsula County.

Policies to guide decisions on transfer of ownership or management of parks

Section 2.110 of the Key Peninsula Code outlines the process for sale, lease and rental of County-owned parks. Additional authority is found in RCW 36.64.070 and Chapter 39.40 RCW, allowing contracted services and joint management agreements. The following policies are intended to supplement the regulatory statutes and provide more guidance for decisions relating to the management of County-owned parks:

- **Acquiring New Park Sites or New Leases for Park Purposes.** KPMPD should pursue the acquisition of new park sites or park leases for sites located on the Key Peninsula consistent with the other policies of this Plan and the County's Comprehensive Plan. .

f. **Sales Agreement.** If a KPMPD -owned park site is sold, it shall be conveyed by quit claim. A condition of the deed shall state that the intended use of the real property is to

be to the benefit of the public primarily for recreation, utilities, open space or greenbelt purposes. Further, the deed shall state that if such use of the property is discontinued or in conflict with this condition, the District may repossess the property within two years of cessation of the use.

Content and management of Inter-local agreements

- All Inter-local agreements for the transfer of responsibilities, funds or ownership regarding park facilities, programs or land, shall be made available for review by the Board of Commissioners prior to execution. This review is not intended to impede the execution of any such agreement.
- District Staff shall provide an annual report to the Board of Commissioners detailing the status of all inter-local and interagency agreements regarding parks.
- In inter-local agreements addressing joint sharing of facilities or programs, there shall be a provision that user fees, license or permit fees, parking fees or other charges shall be the same for all users and consistent with the other user fee policies of this Plan.

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