



# Meeting Agenda

## City Council

City Hall  
601 4th Avenue E  
Olympia, WA 98501

Information: 360.753.8244

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**Tuesday, February 8, 2022**

**5:30 PM**

**Online and Via Phone**

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### Study Session

Attend: [https://us02web.zoom.us/j/87455428108?](https://us02web.zoom.us/j/87455428108?pwd=MTdKRG9mbVpsZnN1bWlZSzROZmY2UT09)

[pwd=MTdKRG9mbVpsZnN1bWlZSzROZmY2UT09](https://us02web.zoom.us/j/87455428108?pwd=MTdKRG9mbVpsZnN1bWlZSzROZmY2UT09)

**1. ROLL CALL**

**2. BUSINESS ITEM**

- 2.A** [22-0122](#) Discussion with Olympia School District Regarding a Potential Secondary School Colocation at Yelm Highway Community Park

**Attachments:** [Secondary School Study Concern Analysis](#)  
[Parks and Recreation Advisory Committee Letter](#)  
[Project Webpage](#)

**3. ADJOURNMENT**

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## City Council

### Discussion with Olympia School District Regarding a Potential Secondary School Colocation at Yelm Highway Community Park

**Agenda Date:** 2/8/2022  
**Agenda Item Number:** 2.A  
**File Number:**22-0122

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**Type:** discussion **Version:** 1 **Status:** Study Session

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#### **Title**

Discussion with Olympia School District Regarding a Potential Secondary School Colocation at Yelm Highway Community Park

#### **Recommended Action**

##### **Committee Recommendation:**

On December 2, 2021, the Parks and Recreation Advisory Committee voted (7-1) to not recommend colocation with a school at the Yelm Highway Community Park site.

##### **City Manager Recommendation:**

Discuss the potential of entering into a partnership with the Olympia School District to locate a secondary school at the Yelm Highway Community Park.

#### **Report**

##### **Issue:**

Whether to discussing potentially entering into a partnership with the Olympia School District to locate a secondary school at the Yelm Highway Community Park.

##### **Staff Contact:**

Paul Simmons, Parks, Arts and Recreation Director, 360.753.8462  
Laura Keehan, Parks Planning & Design Manager, 360.570.5855

##### **Presenter(s):**

Paul Simmons, Parks, Arts and Recreation Director  
Patrick Murphy, Olympia School District Superintendent  
Jennifer Priddy, Olympia School District Assistant Superintendent  
Andy Mitton, Berger Partnership Principal  
Steph Brucart Hammer, Berger Partnership Project Manager  
Maria Ruth, Parks and Recreation Advisory Committee Chair  
Laura Keehan, Parks Planning & Design Manager

##### **Background and Analysis:**

In late 2018, Olympia Parks, Arts and Recreation Department (OPARD) finalized the purchase of 83

acres located at 3323 Yelm Highway for a future community park. The property is located next to a previously purchased 3.54-acre park parcel also on Yelm Highway.

The Yelm Highway Park Master Planning project was delayed in March 2020 due to the COVID-19 pandemic. Shortly thereafter, OPARD was approached by the Olympia School District (School District) with a request to consider allowing the School District to utilize a 20-acre portion of the park site for a future secondary school to be constructed in ten years or more. The School District would either purchase the property outright or trade an as-yet-to-be-identified parcel for the 20-acres.

In a joint public meeting on November 16, 2020, OPARD and the School District described the concept and answered questions from the community. Following that meeting an online public survey was posted to the project's Engage Olympia webpage and was open through December 6, 2020. The PRAC met on December 17, 2020, to review the survey results and designated a subcommittee to study the co-location proposal. At their January 21, 2021, meeting PRAC discussed eight concerns associated with the proposed co-location of a secondary school at the park site. A motion passed (4-3) to not recommend continuing to explore a partnership with the Olympia School District to locate a secondary school at the Yelm Highway Community Park site based on the eight concerns presented by the PRAC subcommittee.

Based on their familiarity with the site, Berger Partnership was hired directly by the School District to perform an analysis of the concerns raised by PRAC. The School District and Berger Partnership prepared a response to PRAC's eight concerns and presented the information to PRAC at their December 2, 2021, meeting. PRAC voted (7-1) to not recommend to Council that a secondary school be co-located at the Yelm Highway Community Park site.

**Neighborhood/Community Interests (if known):**

Hundreds of community members have been involved in the ongoing Yelm Highway Community Park Master Plan process. Soccer players and neighbors from The Hamptons and Indian Summer neighborhoods have shown particular interest in this site.

**Options:**

1. Discuss pursuing a partnership with the Olympia School District to locate a secondary school at the Yelm Highway Community Park site.
2. Do not discuss pursuing a partnership with the Olympia School District to locate a secondary school at the Yelm Highway Community Park site.
3. Discuss this issue further at a future date.

**Financial Impact:**

Partnership with the Olympia School District at the site could result in a cash purchase and/or land swap.

**Attachments:**

Secondary School Study Concern Analysis  
Parks and Recreation Advisory Committee Letter  
Project Webpage





**Yelm Highway Community Park  
Secondary School Study | Concern Analysis | December 2, 2021**







# The Site





# The Proposal

Okay, so what's the proposal?

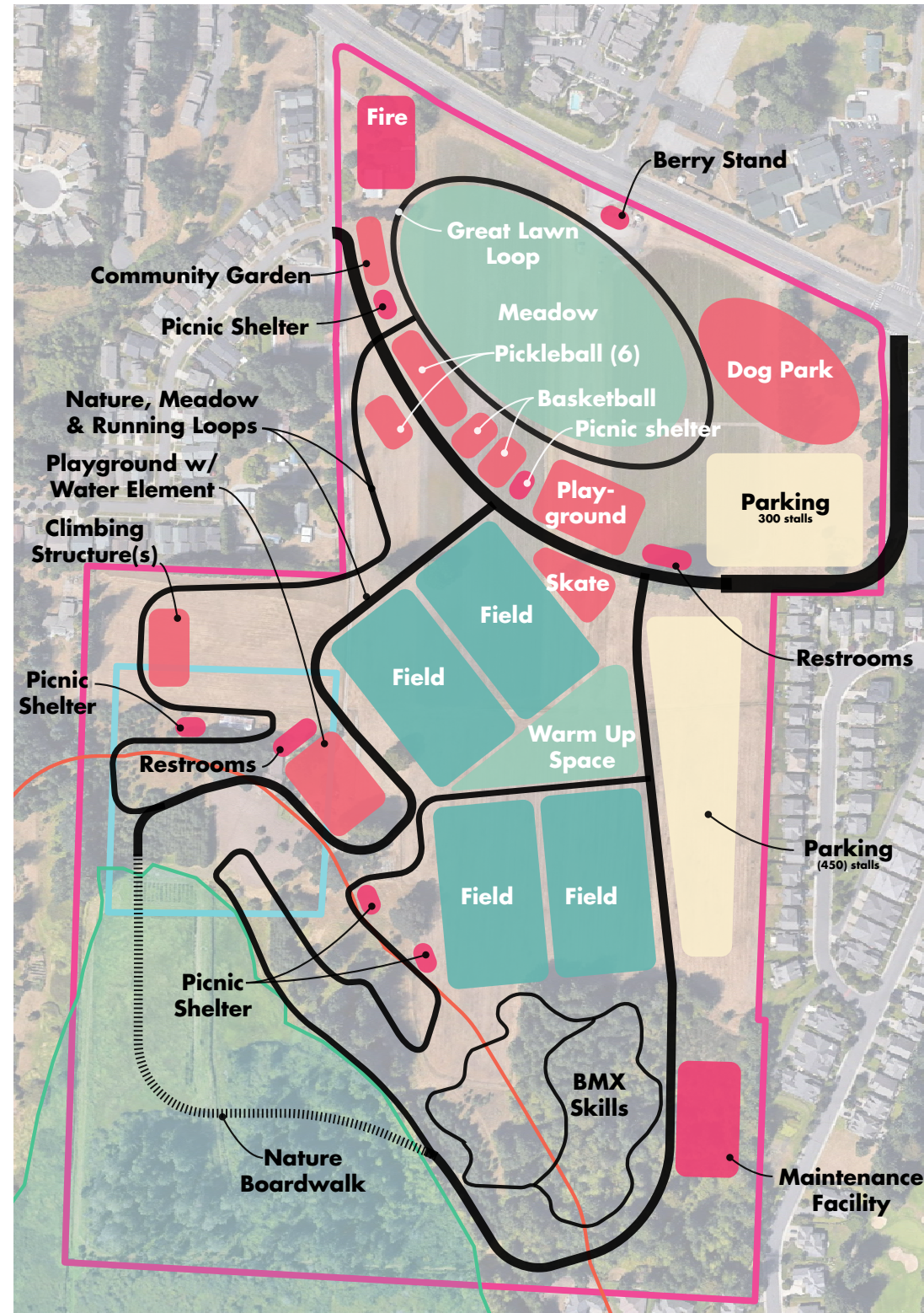
OPARD purchased land for a park and is currently in a master planning effort to guide the development of this new park.

During the public outreach process for the master plan, OSD approached OPARD with a proposal for co-locating a secondary school. The design team shared potential concepts for the proposal at a public meeting on November 16, 2020, which was followed by an online survey to gather input from the community.

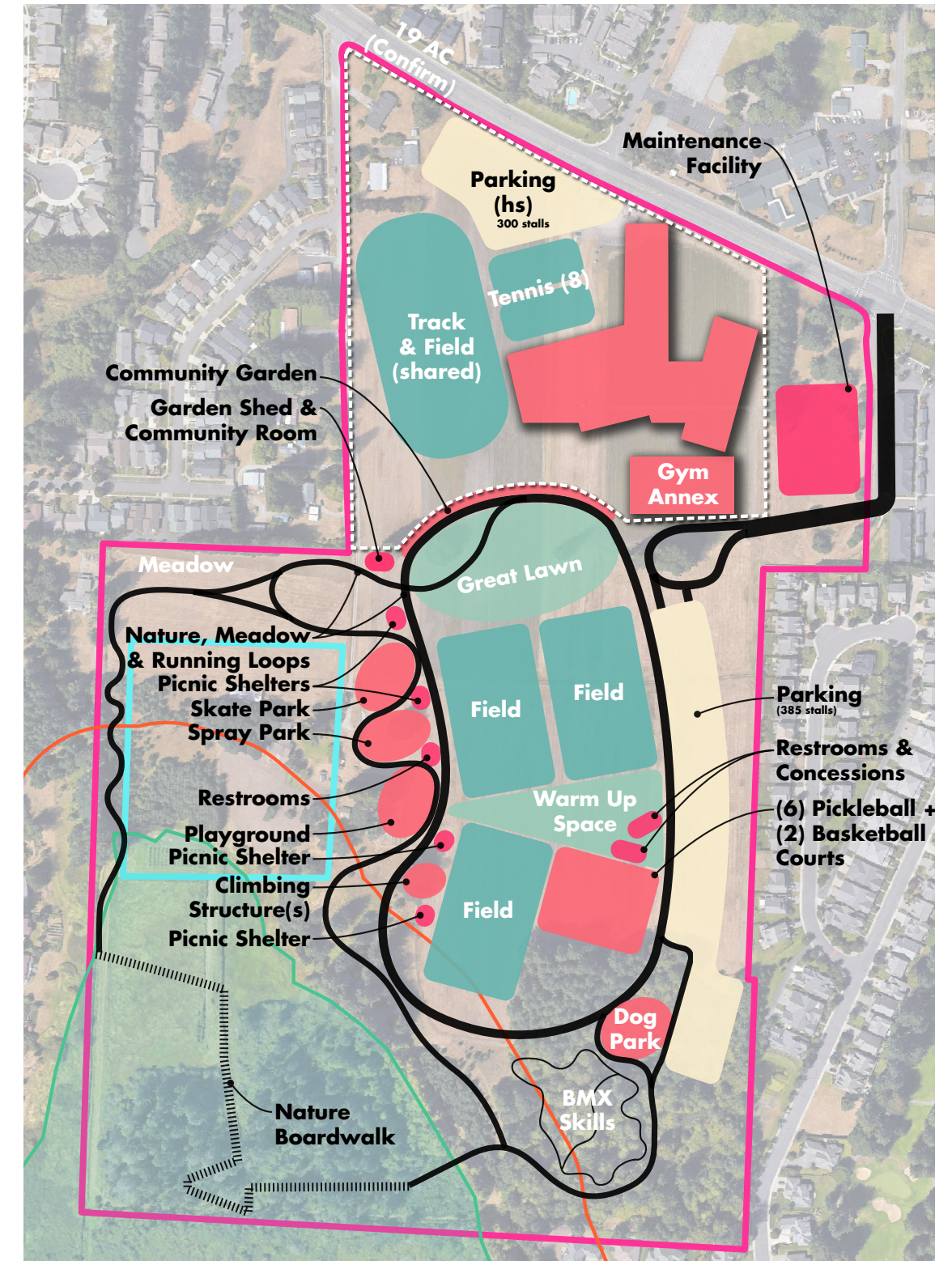
On December 17, 2020, OPARD and OSD presented a co-location proposal to PRAC. PRAC met again on January 21, 2021, concluding the meeting with a 4-3 vote. PRAC then drafted a letter documenting eight specific concerns relating to this proposal and a recommendation to the City Council to not continue exploring a partnership between OSD and OPARD at the Yelm Highway Community Park site.

The following is an analysis of those concerns, which has been funded by OSD and prepared by Berger Partnership in parallel with the park master planning process.

PREFERRED PLAN

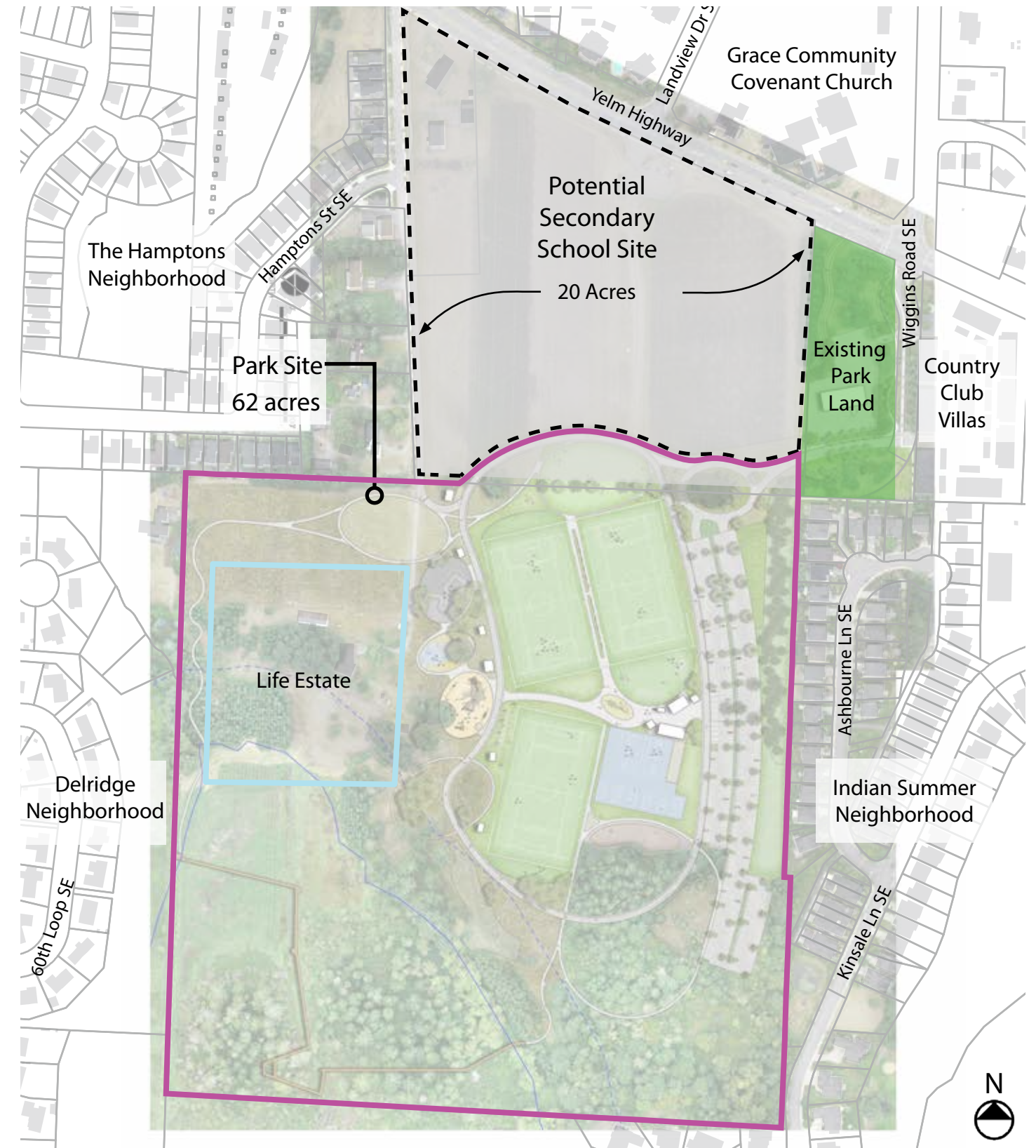
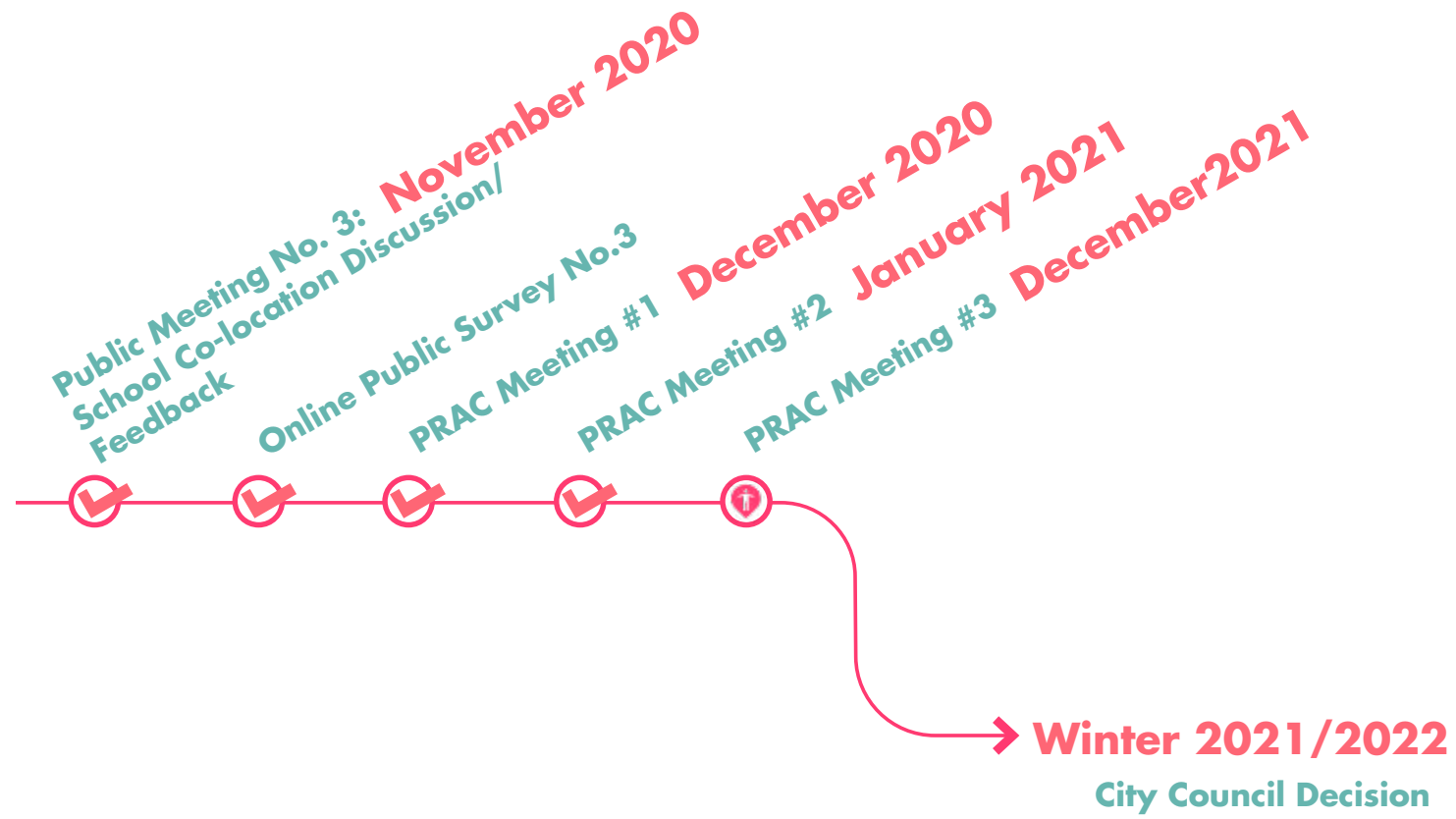


CO-LOCATION PLAN PROPOSAL





# The Proposal





# PRAC Concerns

- 1: Reduction in Quantity of Fields
- 2: Proposal Lacks Public Support
- 3: Community Access to Shared Track and Field
- 4: Cost Sharing Benefits Are Not Evident
- 5: Cost-Benefit Analysis Likely to Cause Delays
- 6: Unanswered Questions Create Risk
- 7: Compromised Park-like Aesthetic
- 8: Environmental Impacts



City of Olympia | Capital of Washington State

P.O. Box 1967, Olympia, WA 98507-1967

olympiawa.gov

January 22, 2021

Dear City Council,

On December 17, 2020, the Olympia Parks, Arts, and Recreation Department (OPARD) and the Olympia School District (OSD) presented to PRAC a proposal to potentially co-locate a new secondary school at the Yelm Highway Community Park. After a lengthy discussion, PRAC voted unanimously to form a subcommittee to more thoroughly explore this proposal in order to provide City Council with its requested recommendation on the matter.

The subcommittee met on December 30 and discussed both potential benefits and impacts of the co-location proposal while also acknowledging the challenge of formulating a recommendation so early in the proposal stage when, understandably, concrete details and clarity on the real benefits of the co-location to the parks community are not yet available.

At PRAC's January 21, 2021, meeting, the subcommittee presented its concerns about the proposal and discussed each one with the committee, OPARD, and OSD staff for nearly two hours. During this time, the committee acknowledged potential benefits of the proposal such as cost sharing, acquiring park property for additional rectangular playing fields and/or park amenities through an OSD land exchange, public access to OSD gym annex and tennis courts at the Yelm Highway Park site, supporting an opportunity for a successful partnership between OSD and OPARD, supporting a potential new paradigm for OSD-OPARD shared-use recreational facilities to benefit our community.

However, PRAC voted (4-Yes, 3-No) to recommend City Council **not** continue exploring a partnership between OSD and OPARD to locate a secondary school on the Yelm Highway Community Park site based on the eight concerns presented below:

1. **Olympia's need for a community park with four (4) dedicated rectangular fields is well established, the promise for such fields long promised.** Reducing the number of fields owned and managed by OPARD from four (4) to three (3) does not comport with goals and priorities articulated in several long-standing documents published by the City of Olympia. In the 2002 *Parks, Arts & Recreation Plan*, the need for "full-sized, lighted, outdoor, all-weather soccer fields in a developed community park" was identified as a priority. In 2004, the Yelm Highway Community Park was listed as a proposed project to be funded by the voter-approved 3% increase in utility tax (VUT). Both 2010 and 2016 *Parks, Arts & Recreation Plans* stated as a priority the need for a large, community park site for rectangular playing fields. In addition to adding rectangular fields to the Parks system, it is imperative to have all four fields on one park property to support tournament play. In the City's 2014 *Community Park Suitability Assessment*, all the remaining undeveloped parcels large enough for a community park within the City and its Urban Growth Area were assessed, identified, and evaluated. The Yelm Highway



parcel stood out as the preferred site to purchase for a new community park most suitable for accommodating four rectangular playing fields.

2. **The co-location proposal lacks public support.** A November 2020 Engage Olympia poll revealed that 49.6% of the public was unsupportive of the co-location proposal; 26.6% were supportive, 18.3 percent were neutral and 5.5% needed more information. For nearly two decades, the community has been strongly and consistently supportive of realizing the vision for this community park. To support that vision citizens chose to tax themselves twice--through the VUT in 2004 and Metropolitan Parks District (MPD) in 2016.

3. **The terms of a future joint-use agreement for shared amenities, however generous, are not likely to serve the parks community.** By prioritizing one of the four (4) rectangular fields for OSD school use--as OSD has proposed--the community will face the very problems with availability and scheduling it sought to alleviate through the acquisition of the Yelm Community Park site for four (4) Parks-dedicated fields. Priority for this field will be school athletics not recreational athletic programs. Further, it is not clear how this facility would be managed indifferent to other high school sports stadiums in the Olympia area. Locking gates and restricting access to park amenities does not support inclusivity and equity in our city parks. The committee also has concerns of differential costs for renting the OSD field as compared to the OPARD fields.

4. **The benefits to the parks community are not evident.** The benefit of cost sharing from the co-location proposal has been often stated, but no sense of the scale of costs (for utilities, frontage improvements, site lighting, parking, driveways, traffic improvements, etc.) have been offered to support this. The main benefit to the public of this park is to have four (4) dedicated rectangular fields and other amenities identified as needs since 2003. These needs have been vetted through a significant public process in each preceding park plans. It is difficult to understand what benefit the public will experience by reducing access to the fourth rectangular field and eliminating and/or reducing several planned amenities. The addition of OSD recreational amenities (with restricted use) have not been identified as park needs, and reduces the park by 19 acres. The public strongly supports the vision for its city parks, which includes the acquisition of four (4) rectangular playing fields as documented in the 2003, 2010, and 2016 *Parks, Arts, and Recreation Plans*.

5. **Cost-benefit analysis necessary but likely to cause unacceptable delays.** A cost-benefits analysis, ideally undertaken at OSD expense, will likely be clarifying but may also likely to cause unacceptable delays in project start *despite* the notion/assumption that cost sharing for up-front expenses could expedite and expand the scale of Phase 1 of the project. Without a cost-benefit analysis, there is no clear statement on how costs would align with current schedule of park development. There is no sense of scale of shared costs. It is not clear whether OSD use requirements would lead to Park Dept. "sharing" more than their fair share due to potentially higher costs incurred not only from site development and construction but also from maintenance of added infrastructure and amenities stipulated by OSD. The suggestion that there will be increased safety in the park and

parking lots from more regular use and "eyes on the park" is a distraction. Upstanding park users as well as perpetrators of vandalism and other illegal behaviors have "eyes on the park."

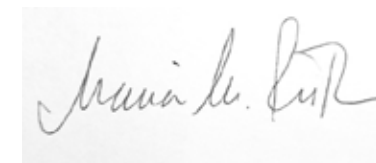
6. **Many unanswered questions create considerable uncertainty/risk.** No estimates as to the scale of OSD's share of costs has been provided. The public has no assurance that any potential monetary benefit to Parks will be realized and will offset potential impacts to this park caused by co-location. Providing answers to many outstanding questions are likely to cause delays in project start and contribute to "fallacy of sunken costs" in which the co-location becomes inevitable due to significant investment of OSD and OPARD time, money, and effort *despite* realization (based on cost-benefit analysis, for instance) that project should perhaps not be pursued.

7. **Park-like aesthetic compromised by co-location.** To accommodate a secondary school and related infrastructure on 19 acres of the park property, the preliminary co-location concept plan show necessary loss of park amenities such as the great lawn, community garden, more than half the picnic shelters, two-thirds of pickleball courts, half the playgrounds, a water feature/sprayground, nature/meadow running loop, vegetated buffers between parking lots and private property to reduce noise/visual disturbance. Co-location requires an increase of parking spaces, from 750 to 1090 spaces, and relocation of the parking lots to the very center of the park instead of the periphery as currently conceptualized. The park-like aesthetic will also be degraded by the increase in vehicular traffic and the addition of on-site driveways to handle this extra traffic flow.

8. **Environmental impacts from co-location could be significant and costly to mitigate.** The increase in size of parking spaces (from 750-1090 spaces), additional driveways, school-building roof, and other impervious surfaces as well as increased vehicular traffic will significantly increase demands on needed storm-water management system. Currently, no concept plan includes a storm-water management pond or other feature to trap runoff and protect 13.5 acres of sensitive wetlands in the park. Accommodating runoff from extra impervious surfaces related to OSD site use is likely to require an increase in the size of the required storm-water feature, further reducing the available area for park use.

Members of PRAC are grateful for the opportunity to provide City Council with this recommendation and rationale for you to consider in your future discussions of this proposal.

Respectfully,



Maria Ruth, Chair  
Parks and Recreation Advisory Committee (PRAC)



# 1: REDUCTION IN QUANTITY OF FIELDS

1. **Olympia's need for a community park with four (4) dedicated rectangular fields is well established, the promise for such fields long promised. Reducing the number of fields owned and managed by OPARD from four (4) to three (3) does not comport with goals and priorities articulated in several long-standing documents published by the City of Olympia.** In the 2002 *Parks, Arts & Recreation Plan*, the need for “full-sized, lighted, outdoor, all-weather soccer fields in a developed community park” was identified as a priority. In 2004, the Yelm Highway Community Park was listed as a proposed project to be funded by the voter-approved 3% increase in utility tax (VUT). Both 2010 and 2016 *Parks, Arts & Recreation Plans* stated as a priority the need for a large, community park site for rectangular playing fields. In addition to adding rectangular fields to the Parks system, it is imperative to have all four fields on one park property to support tournament play. In the City's 2014 *Community Park Suitability Assessment*, all the remaining undeveloped parcels large enough for a community park within the City and its Urban Growth Area were assessed, identified, and evaluated. The Yelm Highway parcel stood out as the preferred site to purchase for a new community park most suitable for accommodating four rectangular playing fields.



# 1: Reduction in Quantity of Fields

## ANALYSIS: PART 1

We started the master plan project with a similar understanding, specifically, with the understanding that the community expected four synthetic turf fields.

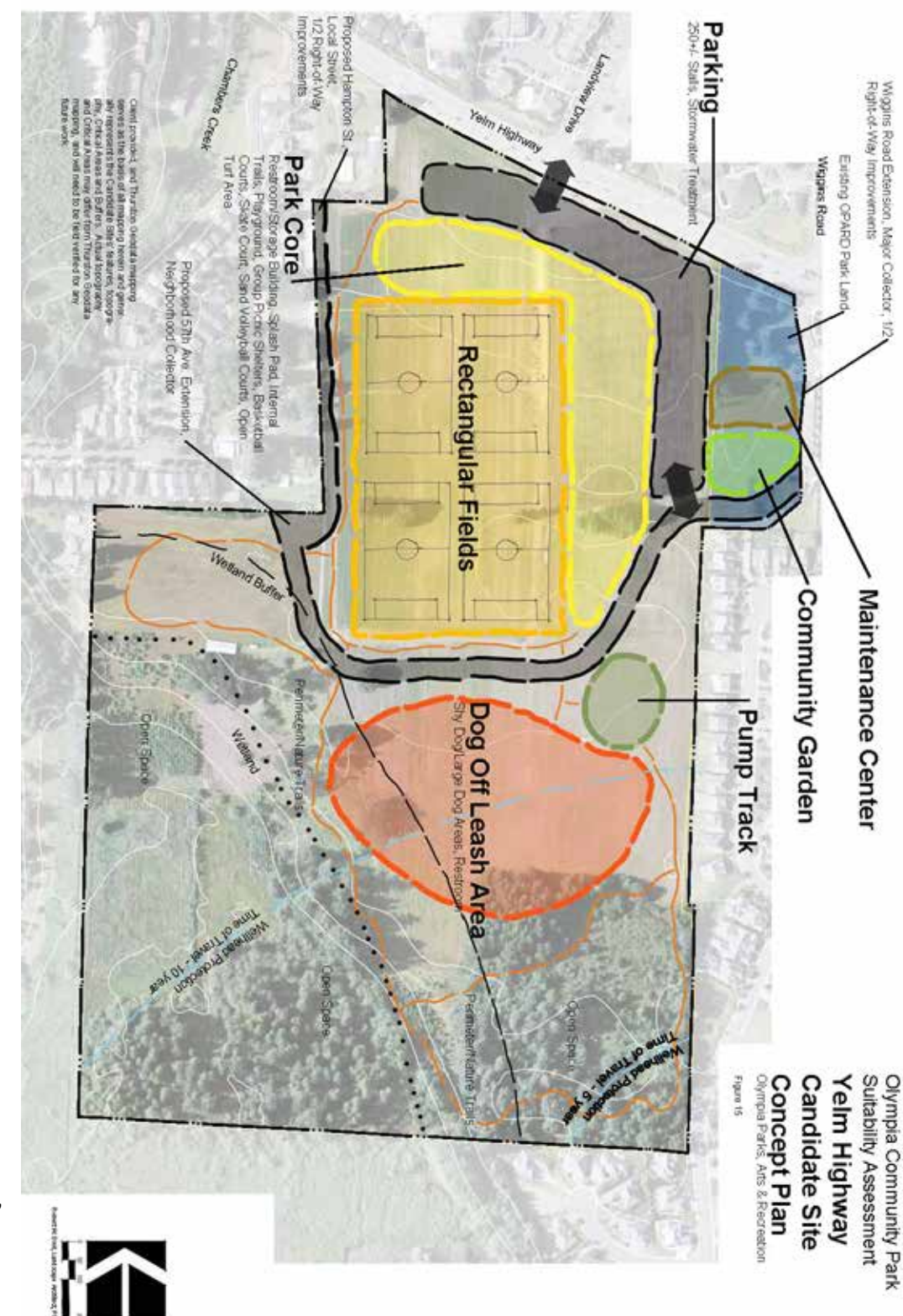
First, we wanted to check planning work for the site completed prior to this master plan effort to see whether the vision for the park quantified four synthetic turf fields or something else. Sure enough, the planning documents we reviewed showed four synthetic turf fields.

Second, the long-standing community-expressed need for fields has also contributed to OSD building more fields. OSD's master plan in 2015 specifically included one turf field at Capitol High School and one at Olympia High School (two total). While these fields are a significant amenity for students, OSD purposefully identified that they were building fields with lights so that community use would be possible (student use is during school/day time hours only, while community use is in the evening when lights are required). The master plan specifically stated that if lights were not possible either due to city ordinances or the community not wanting the lights then OSD would invest in grass fields across the district (rather than turf fields at two sites).

### FINDINGS:

- OPARD Parks, Arts and Recreation Plans (2010 and 2016) both cite a need for four dedicated rectangular fields (approximately 25 acres).
- Olympia Community Park Suitability Assessment (2014) outlines program requirements and an estimate of probable revenue and field scheduling costs.
- Surveys indicated that the public would like to see OPARD foster a stronger partnership with OSD to provide shared fields/parks.
- OPARD has a history of partnering with OSD and managing and maintaining OSD fields:
  - OPARD maintains 36 fields at 16 schools under a joint use agreement with OSD.
  - OPARD manages athletic field scheduling for both city and school district fields to ensure a fair and manageable system for field use that provides access for the variety of user groups in the community.
  - OPARD also coordinates community recreational use of school district fields. Since school district activities take priority on these fields they are not included in OPARD's Level of Service calculations. They do, however, play an important role in meeting the community's recreational needs.

### 2014 PLAN EXAMPLE WITH FOUR FIELDS





# 1: Reduction in Quantity of Fields

## ANALYSIS: PART 2

Next, we wanted to check to make sure we had honored the community's vision thus far in terms of quantity of synthetic turf fields.

Sure enough, we did! All three designs developed prior to the co-location proposal shown here included four synthetic turf fields, and the community selected Concept 3.

THREE ALTERNATE CONCEPTS PRESENTED AT PUBLIC MEETING NO. 2 - ALL SHOW FOUR FIELDS



Concept No. 1



Concept No. 2



Concept No. 3 (Preferred)



# 1: Reduction in Quantity of Fields

## CONCLUSION/RECOMMENDATION

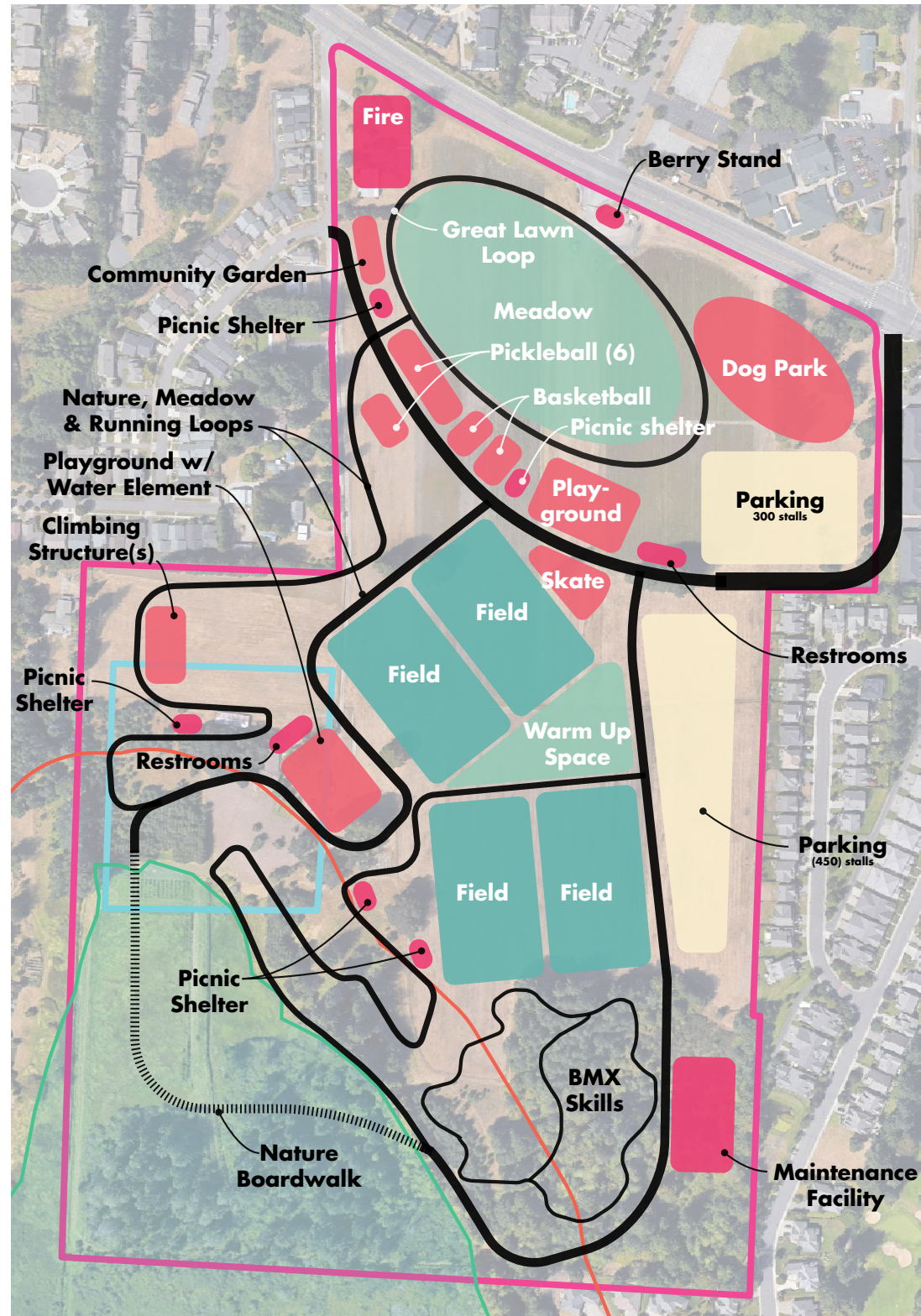
So, what changed? Is the OPARD project planning four full-sized synthetic turf fields?

Technically, no. The current proposal shows three full-sized synthetic turf fields. However, to mitigate for the loss of that fourth dedicated field, OSD has offered to share a full-sized synthetic turf field on site with the public.

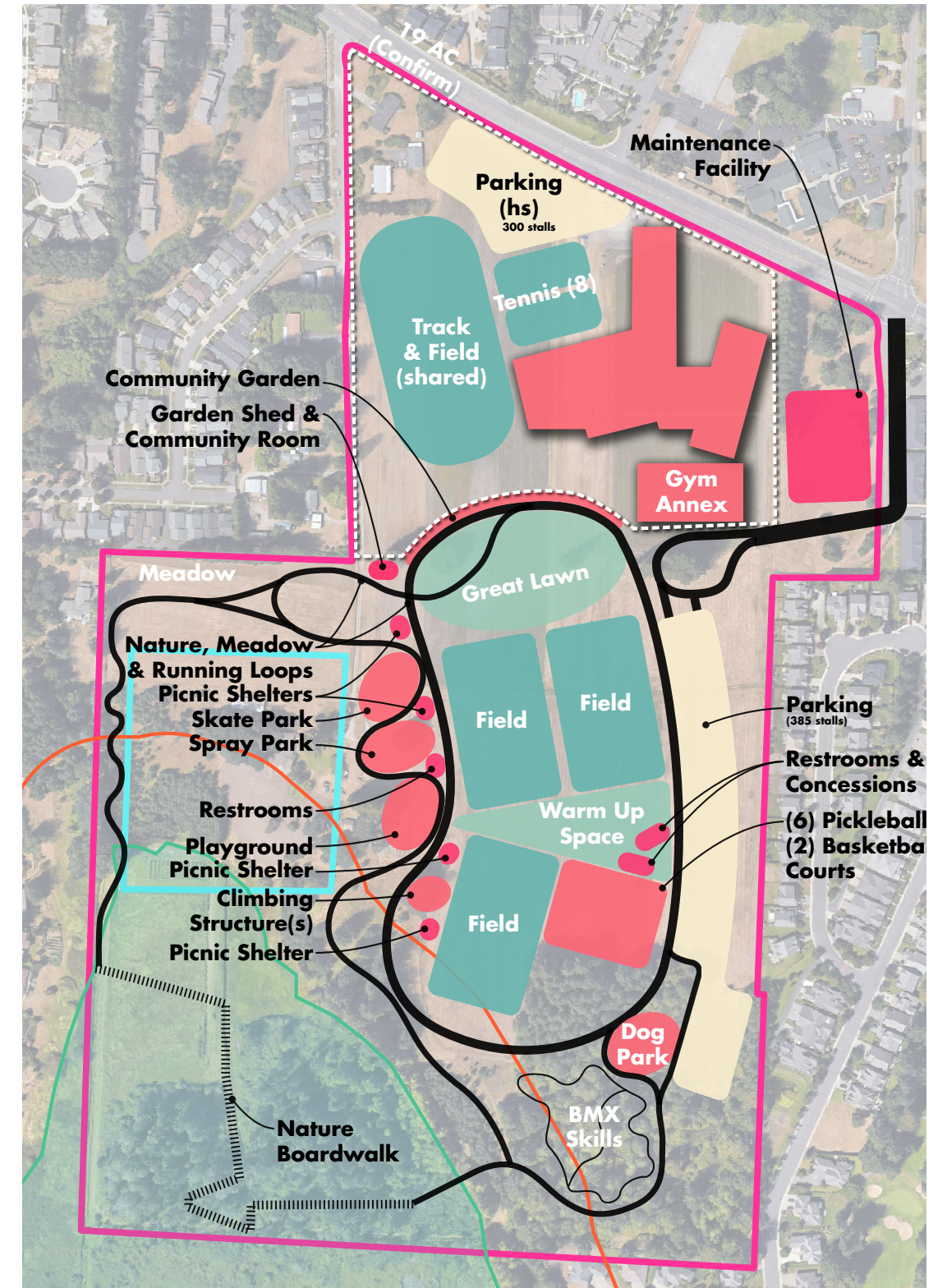
Additionally, OSD has offered to exchange property that would allow OPARD to build 1-2 more full-sized lighted synthetic fields in another part of the city, serving a greater number of community members and ultimately resulting in a net increase of fields associated with the proposal.

We conclude OPARD is planning for three full-sized synthetic turf fields in the co-location scenario but expecting that OSD mitigate the loss of the fourth field by sharing theirs or exchanging property, albeit with terms. In Concern 3 we will evaluate the terms of that sharing agreement.

PREFERRED PLAN



CO-LOCATION PLAN PROPOSAL





## 2: PROPOSAL LACKS PUBLIC SUPPORT

2. **The co-location proposal lacks public support.** A November 2020 Engage Olympia poll revealed that 49.6% of the public was unsupportive of the co-location proposal; 26.6% were supportive, 18.3 percent were neutral and 5.5% needed more information. **For nearly two decades, the community has been strongly and consistently supportive of realizing the vision for this community park.** To support that vision citizens chose to tax themselves twice--through the VUT in 2004 and Metropolitan Parks District (MPD) in 2016.



# 2: Proposal Lacks Public Support

## ANALYSIS

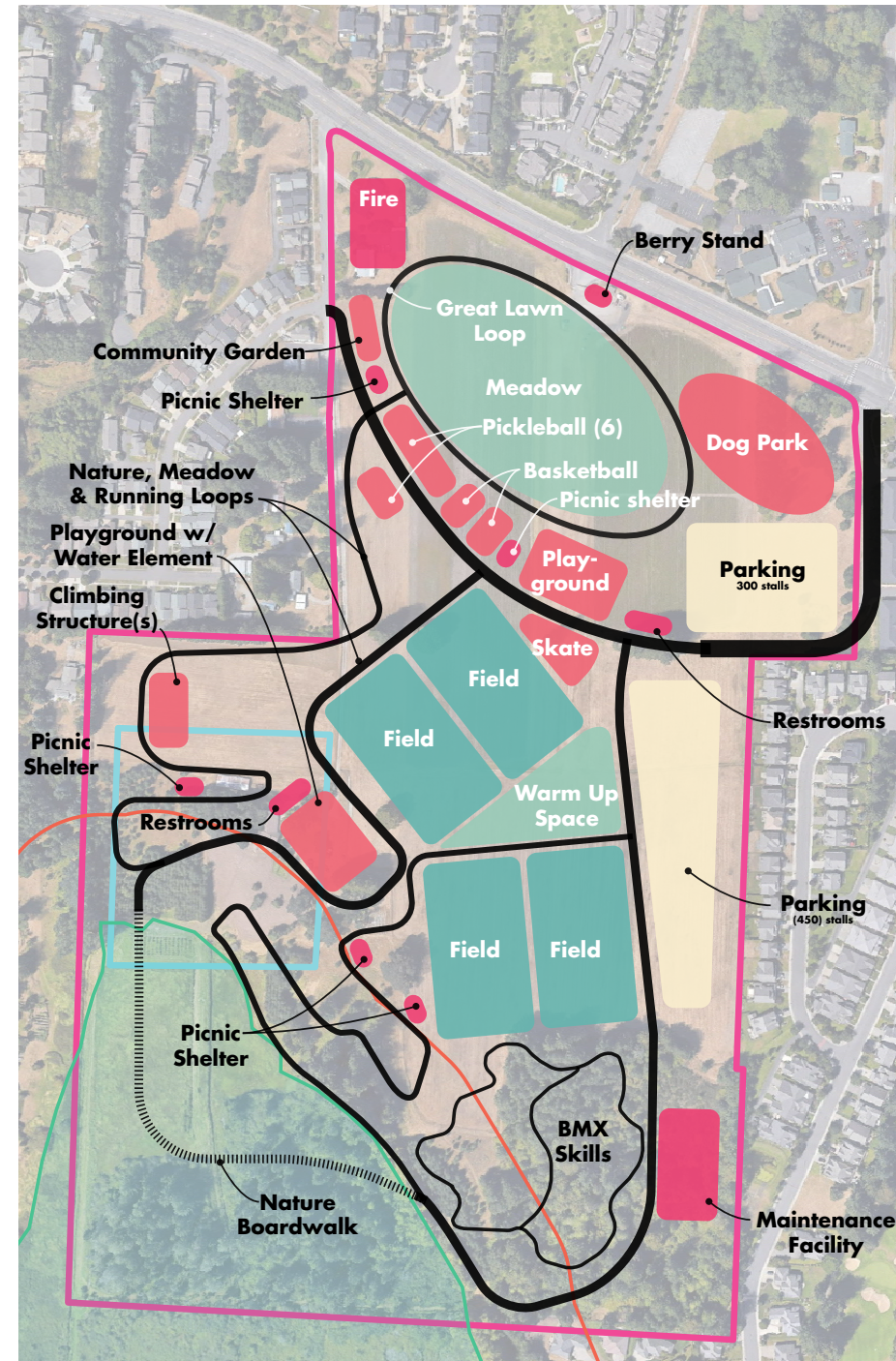
How do we define “public support” and what was that “vision” for the park that the community was “consistently supportive” of?

Prior to the consideration of the co-location proposal, we had prepared three designs, presented and shared with the public, and we received overwhelmingly positive feedback on all three. We believe this conveyed a strong public support for the vision at the time.

So, what was that vision? Yes, it included four fields, but what else?

What makes up a supported vision or proposal?

PREFERRED PLAN





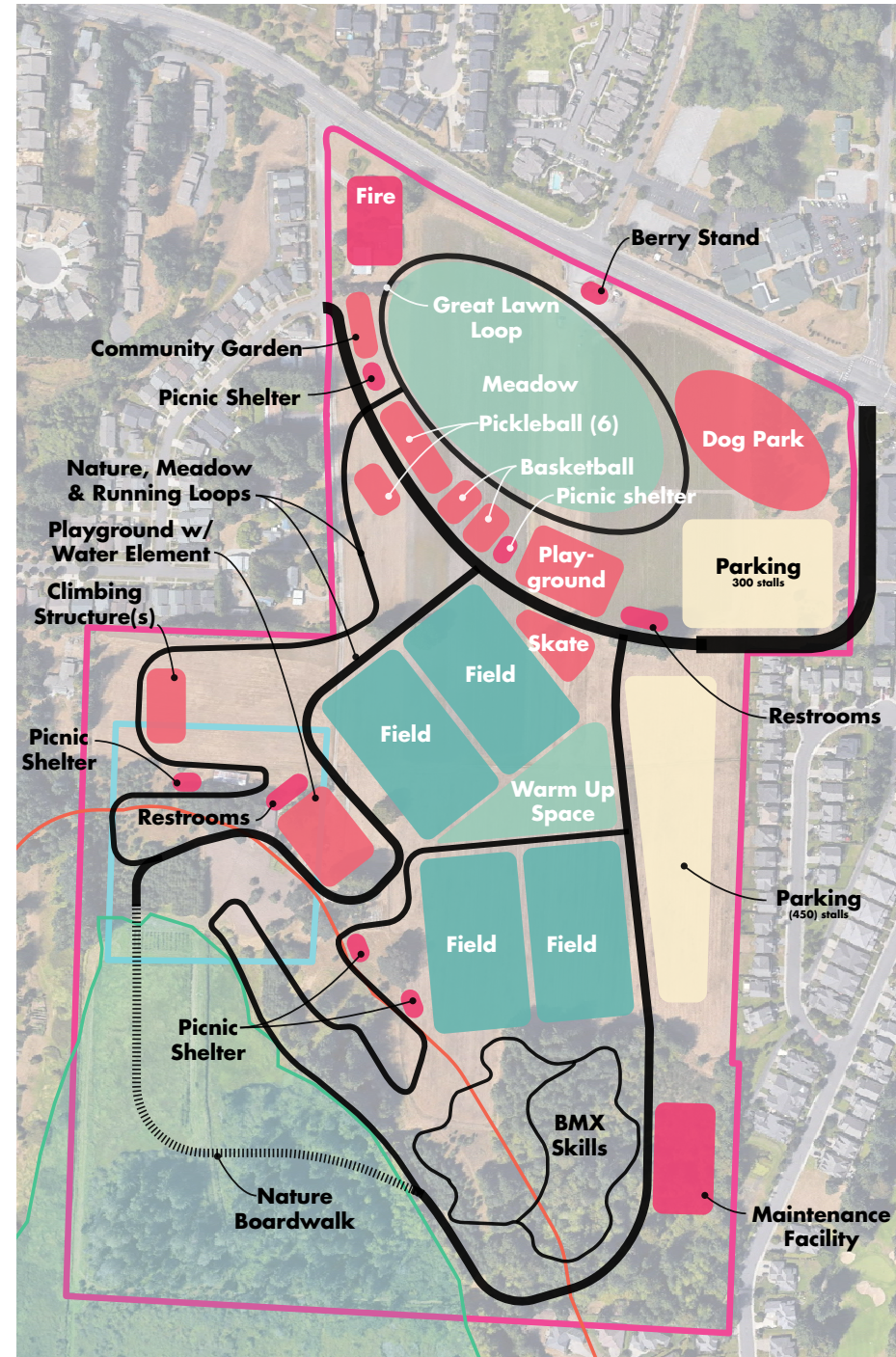
# 2: Proposal Lacks Public Support

## ANALYSIS

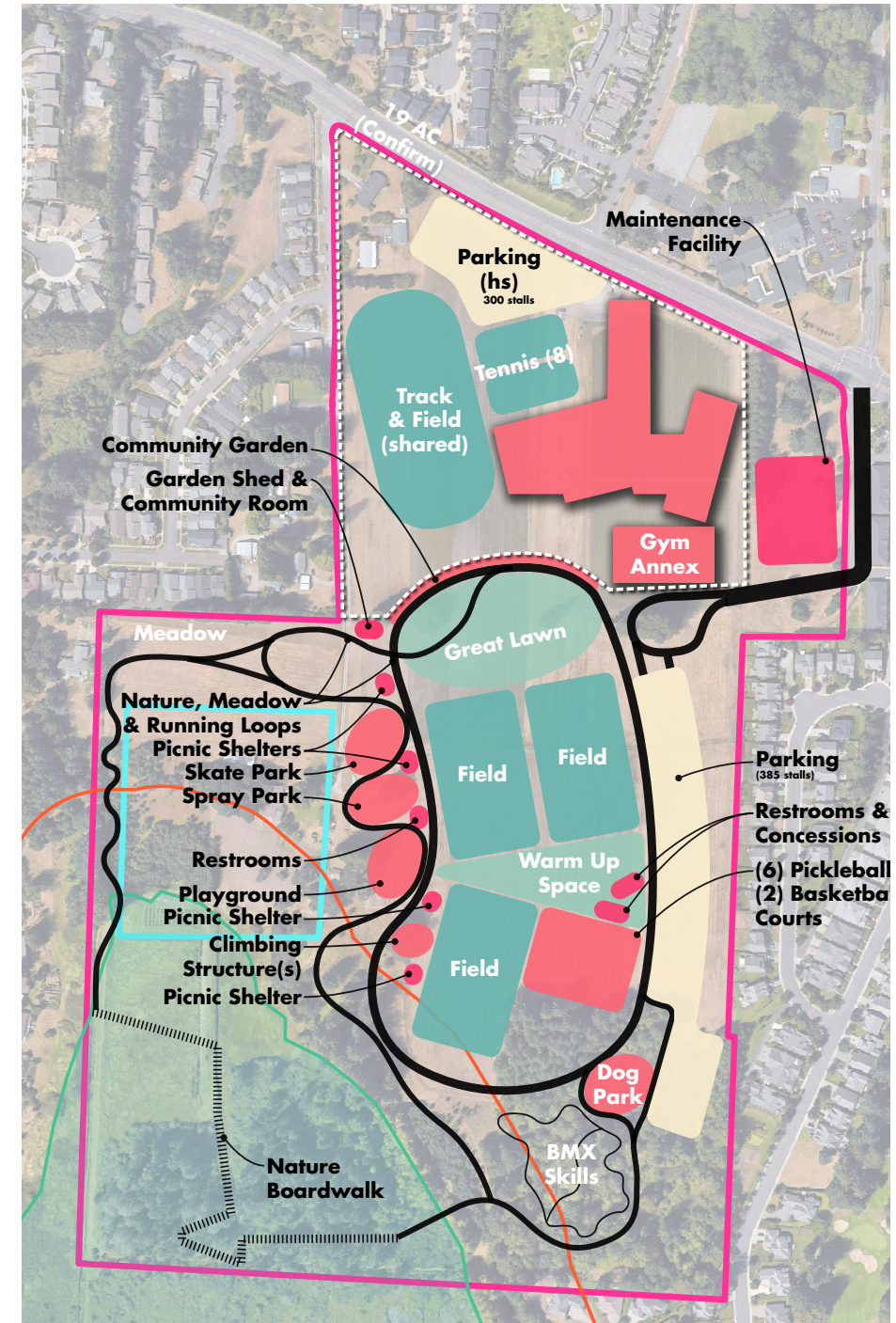
The supported vision for the park established a program of amenities. If we quantify the recreation amenities, pathways, and park components, comparing the pre-co-location supported vision with the co-location proposal, we find the only notable difference in amenities is the quantity of full-sized synthetic turf fields.

Program	Preferred Concept	Master Plan with Secondary School
Fields	4	3
Playground	✓	✓
Splash Pad	✓	✓
Skate Park	✓	✓
Climbing	✓	✓
BMX Skills	✓	✓
Basketball Courts	2	2
Pickleball Courts	6	6
Dog Park	✓	✓
Picnic Shelters	5	5
Restrooms	2	2
Concessions	✗	✓
Community Garden	✓	✓
Garden Shed + Community Room	✗	✓
Great Lawn	✓	✓
Warm Up Space	✓	✓
Meadow Restoration	✓	✓
Maintenance Facility	✓	✓
Parking	✓	✓
Nature Boardwalk	0.23 miles	0.31 miles
Trails	1.80 miles	1.94 miles

PREFERRED PLAN



CO-LOCATION PLAN PROPOSAL





## 2: Proposal Lacks Public Support

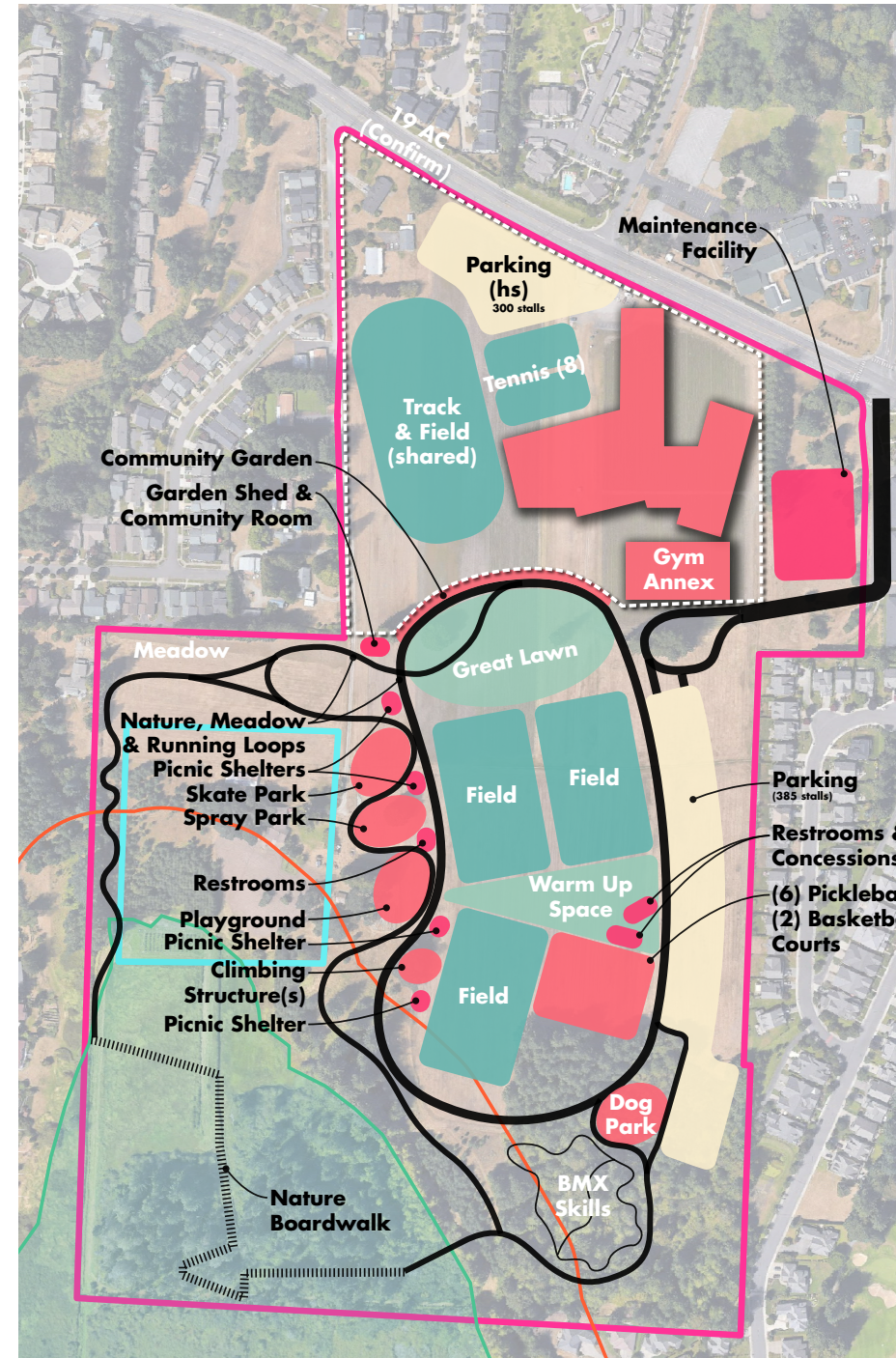
# CONCLUSION/RECOMMENDATION

In terms of amenities, there are no notable quantifiable differences between the co-location plan and the community-preferred plan other than the quantity of dedicated fields: three instead of four, respectively.

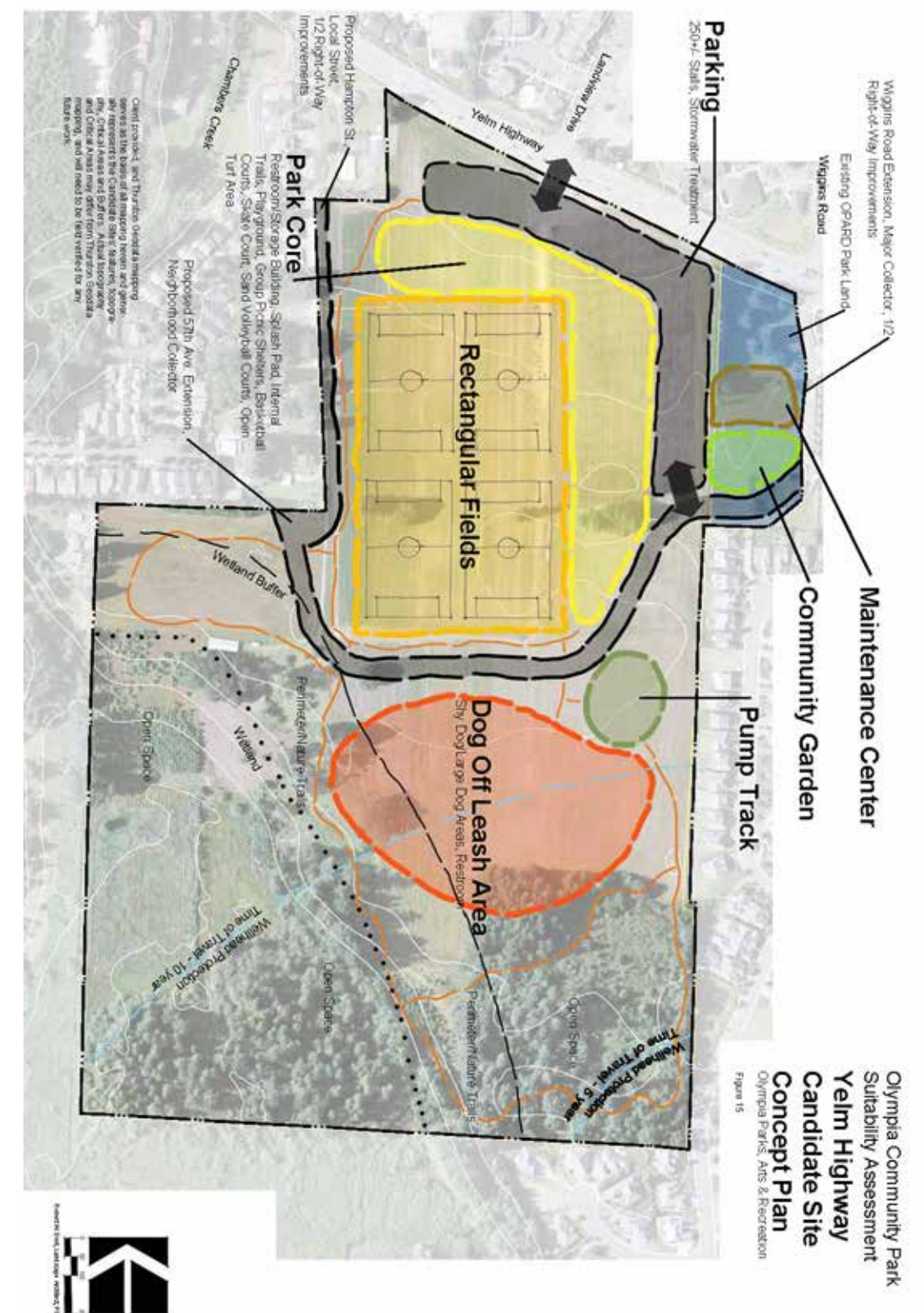
Given that the historic community-supported vision established in previous planning efforts was primarily a quantifiable vision including four fields, a dog park, nature trails, and a park core with amenities including picnicking, splash pad, skate park, and more, we suggest that the co-location proposal actually does, in large part, meet the community's vision as it provides all of the same amenities associated with the community's vision except for the quantity of fields.

But maybe the vision isn't just the parts and pieces, but also the character of the park. We've shown that the parts and pieces are, with one exception, comparable, but what about the character? We'll discuss that in Concern 7.

CO-LOCATION PLAN PROPOSAL



2014 PLAN EXAMPLE WITH FOUR FIELDS





# 2: Proposal Lacks Public Support

## CONCLUSION/RECOMMENDATION

It is worth noting again that OSD has offered to exchange property (not yet identified) that would allow OPARD to build 1-2 more full-sized lighted synthetic fields in another part of the city. As the property is identified, the potentials and opportunities associated with the site could shift.

The property exchanged should be a minimum of 20 developable acres (flat and without critical areas). A site of this size provides ample opportunity to host many community amenities; see table at right.

Using the figures in the table, a site with 20 developable acres could accommodate a park with a wide variety of program uses.

For example, a park with two soccer fields, a playground, a sprayground, two basketball courts, six pickleball courts, restrooms, and a parking lot with 300 spaces requires 8.2 acres, leaving the remaining 11.8 acres for circulation, buffers, trails, and planted or natural areas.

In terms of net soccer fields added to the community, adding a park with two soccer fields to the planned three or four at Yelm Highway Community Park would result in a greater number of synthetic turf fields for the community.

<b>Program</b>	<b>Approximate Size</b>
Soccer Fields	2 acres each
Playground	0.2 acre
Sprayground	0.1 acre
Basketball Courts	0.1 acre
Pickleball Courts	0.1 acres each
Parking Lot (300 spaces)	3 acres
Restrooms	0.1 acre



### 3: COMMUNITY ACCESS TO SHARED TRACK AND FIELD

3. **The terms of a future joint-use agreement for shared amenities, however generous, are not likely to serve the parks community.** By prioritizing one of the four (4) rectangular fields for OSD school use--as OSD has proposed--the community will face the very problems with availability and scheduling it sought to alleviate through the acquisition of the Yelm Community Park site for four (4) Parks-dedicated fields. Priority for this field will be school athletics not recreational athletic programs. Further, it is not clear how this facility would be managed indifferent to other high school sports stadiums in the Olympia area. **Locking gates and restricting access to park amenities does not support inclusivity and equity in our city parks. The committee also has concerns of differential costs for renting the OSD field as compared to the OPARD fields.**



# 3: Community Access to Shared Track and Field

## ANALYSIS: PART 1

To attempt to analyze this concern, we need to unpack it. The concern appears to have two parts, as follows:

1. PRAC noted that the community will face concerns with availability and scheduling.
2. PRAC expressed concern over physical elements associated with the OSD field that could act as barriers to the community even during hours the community should have access.

Regarding Part 1 (availability), OSD has provided a response to the PRAC concern letter offering specifics on availability.

That letter is shown at right, and on the following page.



Olympia School District

111 Bethel Street NE, Olympia WA, 98506 • <http://osd.wednet.edu>

April 30, 2021

Olympia City Council  
Mayor Cheryl Selby  
PO Box 1967  
Olympia, WA 98507-1967

Dear Olympia City Council and Mayor Selby:

This letter is in follow up to the joint meeting of the City Council and District Board of Directors, regarding partnership in the Yelm Highway Park with a request by the district to purchase a portion of the park land for a high school. Thank you for considering the districts' request.

We want the city council to know that not only does our school board wholeheartedly embrace this purchase and partnership, but also that this school will not be like schools from the past. This pandemic has shaken up the paradigm of schooling and given us the freedom to think innovatively and sustainably about this new campus. While there will be a much more detailed planning and engagement process involving all stakeholders, undoubtedly this new school will be different. The physical structure can reflect a more open concept of individualized learning, and have an environmental emphasis with hands-on, outdoor educational opportunities. We can think differently about outdoor spaces and the arts, both performing and visual, and embrace the use of technology that has torn down geographical and time-based barriers to learning that have existed for so long.

Some of the technical details of how we might share the space and partner in other ways can be found in the paragraphs below.

Specifically, **the district requests** the ability to purchase 20 acres of the park land to build a space-compact school with key facilities designed for shared use.

- The district would build and maintain one of the four planned turf fields, and build a rubber track around that field. The track would be surrounded by graded-in concrete seating for small numbers of spectators.
  - The district would have first access to this one field during school and non-school hours and would be responsible for managing the schedule of this field. However, given a typical high school athletic schedule, the community would have nearly exclusive access all weekends, weeknight evenings after 6 p.m., and all day and evening for 12 weeks of the year. Further, given that most use of a field by the community would be for *youth sports*, there are fewer youth to play on the fields until school and school athletics are completed for the day. This field would almost certainly be available to the community when a tournament could reasonably be scheduled around youth school schedules and adult work schedules. The district has an interest in facilitating community tournaments even during school hours, and would partner with the city to do so.

*"Creating opportunities and shaping success for all students"*



# 3: Community Access to Shared Track and Field

## ANALYSIS: PART 1

LETTER (Olympia School District): Partnership in the Yelm Highway Park  
Page 2 – April 30, 2021

- The district would need to secure the field from park users during the school day, but at other times the field could be open with full access to the community.
- The district requests occasional access to the other three fields, for which the city controls the usage and access. (For example, a varsity team practices on field 1, a JV practices on field 2 simultaneously, and both teams are off the fields by 5:00 p.m., freeing up use on field 1 for community use 1 hour sooner.)
- The district would not be required by governing codes to employ a full-time custodian at this field (as it is required to at Ingersoll Stadium), and so rental fees would not be necessary.
- The rubber track creates a community running and walking track that is a cushioned and even surface; our community uses the Swarthout and Ingersoll track continuously and this would form a new option to nearby communities.
- The graded-in seating would serve the community during tournaments and provide a safe comfortable environment for family members during youth practice/play.
- The district would build other shared-use components: tennis courts, parking spaces, and possibly a shared gym with defined hours of use for each entity.
- Nearby the district will build other facilities that will benefit the community, and possibly provide a better parcel for a new fire station. These likely include baseball and fast-pitch fields.
- The district would build the turf field on the schedule associated with the other fields and park, and not wait until a school was constructed.

### The district would compensate the city:

- at fair market value for the land, or
- trade like-value upgrades and investments into the park (for example, a community-use gym with restrooms), or
- trade other like-value land to the larger parks and recreation effort or city government functions, or some combination of these.
- The district is also willing, as part of this compensation proposal, to purchase farmland and/or land devoted to multi-family housing, in order to contribute to the larger community effort of balance and sustainability.
- The district owns land near downtown Olympia that is suitable for multi-family housing units; the district is willing to include this land in the compensation proposal.
- The city will likely build a fire station on the park site; the district is willing to provide different more suitable land for a fire station as part of the compensation package (freeing up more park space).
- Further, the cost of constructing the turf field, rubber track, seating, parking spaces, and tennis courts do not deduct toward the compensation proposed here, as these are a shared benefit.
- The district recognizes that the school would drive additional frontage and street requirements, and would pay the city for associated land, or costs. The district would also contribute to the on-going costs of a park/school site: shared utilities, maintenance, safety and security, and shared stormwater management.

A school on the park site does force us to build more parking spaces than would otherwise be built, but there is a net reduction in total parking spaces in the county if we share a site (build 150 parking spaces vs. 100 for the Yelm Highway park and 100 for a school on a different site, numbers for illustrative purposes). The Yelm Highway land is on a bus line, so a school on this property will contribute to an overall reduction in car-miles.

We do not make this request lightly; we know it is a big ask. A high school needs 40 acres, and a 40-acre site is rare. Our community will need a third comprehensive high school in 10-20 years, and will also need a fifth middle school. We have recently remodeled and expanded Olympia and Capital High Schools and are starting a remodel of Avanti High School. At a medium or high rate of enrollment growth the district will need space for 262 to 714 high school students in 2029.

LETTER (Olympia School District): Partnership in the Yelm Highway Park  
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The trajectory continues such that we will need space for 500 to 950 students in 2035. Much of this growth will be on the eastside of our district near the Yelm Highway parcel. The area's growth in single and multi-family homes is near this land. We make this request knowing that we both want to control sprawl and reduce the need for reliance on school bus transportation from housing concentrations (such as the Yelm Highway area) to a distant school.

Our two organizations have partnered on many projects successfully. We partner on the use of fields and gym space for recreation programs. The district and city are currently working together to bring a dog park to the Westside on the McLane-adjacent land, and we have left space near the dog park to build at least one, and possibly a second, soccer field next to the dog park (and shared parking). We are actively participating in a water-sports facility planning effort and the district has resources to contribute to this effort. Recently the district added a second gym at Centennial Elementary, built to middle school standards not necessary for an elementary school, precisely to provide more community access gyms.

At Olympia and Capital High Schools we have built additional lighted turf fields to give the community more access to soccer fields in evening hours. (Lights were not necessary for school use.) While school use is heavy and is the primary use, the community uses these fields nearly full time in the evening and nearly full time on weekends. The district is purposefully installing fields with lacrosse lines in order to serve this developing sport in our community (the district has no lacrosse teams). Community members have expressed concern that access to the Olympia High School fields is limited by hours and number of simultaneous players. This concern is accurate, but the limitations are not imposed by the district and are instead imposed by external governing codes. The district would never seek these limitations at the Yelm Highway park or any other facility.

Were a partnership possible, this school will not look like other schools. It will have a smaller footprint, and be configured to blend with the park, rather than dominate a space. It will also reflect that our society has changed with this pandemic. We know that demand for housing in our community will increase. We have great schools all around, and livable cities, and now our society knows that remote work is productive and viable. People will look for homes in our community because they are not tied to major employers in Bellevue, Seattle, and Tacoma. As families opt for remote work, they also will want close-in amenities, including walkable routes to school. We know that we can conduct school differently. Remote learning is possible to do well and some students prefer this mode. We also know that students crave in-person connection with their peers; an overwhelming number of students are opting for in-person learning even while the pandemic continues. Recent experience with remote versus in-person education informs us that a physical high school will be necessary but can and should be operated with more flexibility. We hope that we can partner for a fabulous school and park which are cohesive and value-added to the students and adults in our community and our common sustainability goals.

Thank you for your willingness to consider the district's request and full proposal. We know you have many competing needs to address, and we appreciate your time and consideration.

If you have any questions, or need additional information, please contact the Superintendent's Office at (360) 596-6114.

Sincerely,



Patrick C. Murphy, Superintendent



Scott Clifthorne, OSD Board President



# 3: Community Access to Shared Track and Field

## ANALYSIS: PART 1

OK, so what are the terms OSD offered for the joint-use field?

OSD is offering the community nearly exclusive access all weekends, weeknight evenings after 6 p.m., and exclusive access for the 12 weeks of the year during summer.

While this offer does not provide the same number of hours of use of the field as if it were dedicated exclusively to the park, we are able to calculate the difference in hours of field use available to the community between the shared proposal and a community-exclusive field.

But first, let's establish some working assumptions for typical hours of field use so we can compare apples to apples. Specifically, how available to the community is a dedicated park-use-only field?

### IMPORTANT NOTE:

Lighted synthetic turf fields are the highest capacity field type, being that they are not subject to accumulated wear and damage and resulting closures and are available year-round without significant weather closures.

Typically, we estimate capacity based on actual demand patterns (as opposed to the potential 24-7). We will assume that the park will be open from 6 AM-11 PM. For most recreational programs, demand for reserved use during normal business/school hours (M-F, 7 AM-4 PM) is negligible.

### 100% PARK-DEDICATED FIELD - AVAILABILITY DURING HOURS OF DEMAND

Facility Description	Annual Availability	% Available to Park	% of Total Available Hours	Year-Round Scheduling Formula
Lighted Synthetic Turf Field Dedicated to Park	2,704 hrs.	100%	100%	M-F 4pm - 10pm (30 hrs/wk x52 = 1,560 hrs) Sat. 9am - 10pm (13 hrs/wk x52 = 676 hrs) Sun. 9am - 6pm (9 hrs/wk x52 = 468 hrs)



# 3: Community Access to Shared Track and Field

## ANALYSIS: PART 1

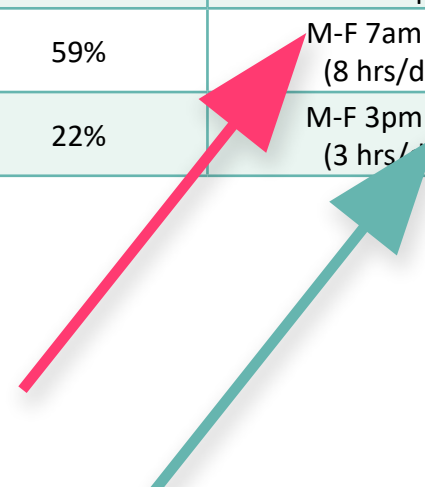
How many of those hours of potential field use does OSD need?

Wow! By this math, it would appear OSD needs an 81% (59% + 22%) of the total hours available.

But wait, not all hours are created equal.

COMPARISON BETWEEN DEDICATED FIELD AND SHARED FIELD FOR AVAILABILITY DURING HOURS OF DEMAND

Facility/Use Description	Annual Availability	% Available to Park	% of Total Available Hours	Year-Round Scheduling Formula
Lighted Synthetic Turf Field Dedicated to Park	2,704 hrs.	100%	100%	M-F 4pm - 10pm (30 hrs/wk x52 = 1,560 hrs) Sat. 9am - 10pm (13 hrs/wk x52 = 676 hrs) Sun. 9am - 6pm (9 hrs/wk x52 = 468 hrs)
OSD use of Shared Field during School Hours	1,600 hrs.	0%	59%	M-F 7am - 3pm, Sept 5 - June 20 (8 hrs/day x5 hrs/wk x40 wks)
OSD use of Shared Field for Athletics/Events	600 hrs.	0%	22%	M-F 3pm - 6pm, Sept 5 - June 20 (3 hrs/day x5 hrs/wk x40 wks)





# 3: Community Access to Shared Track and Field

## ANALYSIS: PART 1

If we accept that actual community demand for the field during hours of school use is negligible, then we can only look at the times OSD needs the field during hours of community demand. This would be the athletics/events occurring in the evening (22%).

This approach indicates that OSD needs the field 22% of the time during which the community would typically need it. This would leave the field 78% available to the community during actual demand times.

COMPARISON BETWEEN DEDICATED FIELD AND SHARED FIELD FOR AVAILABILITY DURING HOURS OF DEMAND

Facility/Use Description	Annual Availability	% Available to Park	% of Total Available Hours	Year Round Scheduling Formula
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OSD use of Shared Field for Athletics/Events	600 hrs.	0%	22%	M-F 3pm - 6pm, Sept 5 - June 20 (3 hrs/day x5 hrs/wk x40 wks)



# 3: Community Access to Shared Track and Field

## ANALYSIS: PART 1 CONCLUSION/RECOMMENDATION

We conclude that the shared field will be 78% available to the community during hours of community demand. This is clearly less than a dedicated field, so we recommend that the mitigation measures offered by OSD be considered for their ability to mitigate this loss of 22% of the usable hours.

What about other elements of the field?

Are there direct benefits to the community associated with the field that would not be available in a non-shared scenario which may begin to mitigate for that loss of 22%?

Absolutely. OSD is offering to construct a rubber track with the field, which, during hours of community use, would be available for park users for loop strolling, walking, and running. This track would enhance the variety of walking paths available to the community given its resilient (springy) surface. Additionally, OSD has offered to share tennis courts and gym facilities.

OSD is also offering to construct concrete spectator seating for a small group of spectators. This would serve the community during field use and provide safe, comfortable, and accessible seating.

Lastly, OSD has offered to build the shared-use components on the park's construction timeline. This would allow for exclusive community use of the shared field in the five or more years between when the first phase of the park is completed, roughly 2025, to when the school completes construction, roughly 2030.



# 3: Community Access to Shared Track and Field

## ANALYSIS: PART 2

3. **The terms of a future joint-use agreement for shared amenities, however generous, are not likely to serve the parks community.** By prioritizing one of the four (4) rectangular fields for OSD school use--as OSD has proposed--the community will face the very problems with availability and scheduling it sought to alleviate through the acquisition of the Yelm Community Park site for four (4) Parks-dedicated fields. Priority for this field will be school athletics not recreational athletic programs. Further, it is not clear how this facility would be managed indifferent to other high school sports stadiums in the Olympia area. **Locking gates and restricting access to park amenities does not support inclusivity and equity in our city parks. The committee also has concerns of differential costs for renting the OSD field as compared to the OPARD fields.**

PRAC cited several concerns that we would consider related to potential physical and administrative barriers to public use of the shared field.

These have the potential to reduce the shared field's 78% availability to the community further. But can they be overcome?

Absolutely, examples of shared-use agreements between school districts and parks departments/districts abound and come in many shapes and forms. We encourage genuine dialogue between OSD and OPARD to arrive at specifics of how the field would be shared both in terms of administration (scheduling) but also physical construction (fencing, gates, locks, etc.).

The agreement for scheduling is more of a written document, whereas the agreement for physical construction could be design guidelines, which would be a binding document controlling how the field could be secured, fenced, and used.

### IMPORTANT NOTE:

OSD offered to cover costs associated with designing and building the shared field along with Phase 1 of the park. If the co-location proposal moves forward, OPARD would be in a position to negotiate an agreement that eliminates barriers to community access during agreed hours, and also to have the field designed and constructed as part of the park project by the park's design team and builder. This would allow for a high degree of control over the built result.



# 3: Community Access to Shared Track and Field

## ANALYSIS: PART 2 CONCLUSION/RECOMMENDATION

Agreements between school districts and parks are incredibly common and serve communities throughout our region. We believe that if the co-location proposal were to move forward, a robust discussion between OSD and OPARD could yield an agreement which provides the community guaranteed use of that shared field. It is acknowledged that the agreements must be written to withstand the test of time, including changes in coaches, administrators and operators. The agreement would need to hold accountable those on the ground for honoring it. The specifics of that agreement need not hold up the decision on whether to move forward. If the parties are unable to reach an agreement on how to share the field, then the entire co-location proposal could be rejected.

### IMPORTANT NOTE:

OSD currently rents fields to the community and actively manages multiple community demands for the use of turf fields. This indicates the need overall, but also again, that OSD is mindful and committed to community use.

Capital High School provides a great precedent for a sharing arrangement between OSD and OPARD, and if the co-location proposal were to move forward, it is recommended that a sharing agreement be modeled on this successful example. OSD acknowledges that in contrast, both Ingersoll field and Olympia High School have presented challenges. Rental of the Ingersoll field (and adjacent OHS field) is limited by the Hearings Examiner in terms of hours and simultaneous use of the fields. OSD maximizes use of these fields within the constraints that were provided. OSD does not have this mandate for the Capital field, and therefore, is able to rent the CHS field at a lower cost.

So, in summary, there has been demand for four fields, the co-location plan offers four fields (one of which is shared with the school), and the district will continue to provide access to its three turf fields, so community demand will be distributed across seven fields.

It should also be noted that all new OSD turf fields include Lacrosse lines. Lacrosse is growing as a major youth sport. OSD does not have any Lacrosse teams nor does it anticipate any such team in the near future. However, OSD responded to community need by including lines on their fields in order to facilitate community use of OSD fields. If OSD is permitted to co-locate on the Yelm Highway property, the field built will include Lacrosse lines. Turf fields are a 10-year investment, and the community may evolve to need many more field hours devoted to Lacrosse.



## 4: COST SHARING BENEFITS ARE NOT EVIDENT

4. **The benefits to the parks community are not evident.** The benefit of cost sharing from the co-location proposal has been often stated, but **no sense of the scale of costs (for utilities, frontage improvements, site lighting, parking, driveways, traffic improvements, etc.)** have been offered to support this. The main benefit to the public of this park is to have four (4) dedicated rectangular fields and other amenities identified as needs since 2003. These needs have been vetted through a significant public process in each preceding park plans. It is difficult to understand what benefit the public will experience by reducing access to the fourth rectangular field and eliminating and/or reducing several planned amenities. The addition of OSD recreational amenities (with restricted use) have not been identified as park needs, and reduces the park by 19 acres. The public strongly supports the vision for its city parks, which includes the acquisition of four (4) rectangular playing fields as documented in the 2003, 2010, and 2016 *Parks, Arts, and Recreation Plans*.



# 4: Cost Sharing Benefits Are Not Evident

## ANALYSIS: PART 1 (ON SITE)

Cost-sharing benefits can be parsed into two main categories: on-site cost-sharing benefits and off-site cost-sharing benefits. On-site benefits are those which benefit the park community directly operating and maintaining the park. Let's look at those first:

On-site cost-sharing benefits include:

1. OSD will pay 100% of the cost to design, permit, and construct one full-sized synthetic turf field, which will be shared with the community. This benefits the park community by providing partial use (78%) of a field that OPARD does not have to pay to build. This field would include parking, utilities, stormwater, seating, track, etc.
2. OSD will operate the shared field and pay for 100% of maintenance and operations. This benefits the community by providing partial use of a field that OPARD does not have to pay to maintain and operate.
3. OSD has offered to share development costs for frontage and street requirements, including shared parking.

### ASSUMPTIONS:

- The park will have separate utility infrastructure brought in off Wiggins. No opportunity for cost sharing.
- The school will have separate utility infrastructure brought in off Yelm Highway. No opportunity for cost sharing.
- OPARD will not develop or derive any benefit from the Yelm Highway frontage in the co-location scenario.
- All figures assume 2024 construction start.

Rough Order of Magnitude Costs:

Design Cost: \$350K

Construction Cost: \$3.5M

Community Use: 78%

**Realized Benefit to OPARD: \$3M**

(Construction Cost/Community Use)

Rough Order of Magnitude Costs:

M&O Annual Cost: To be determined

Estimated Lifespan: To be determined

Community Use: 78%

**Realized Benefit to OPARD: 78% of Total Maintenance Costs**

Traffic Impact Analysis (TIA) is underway, so specific costs are not yet known; however, we propose the following approach:

- OSD pay for 100% of the costs of any traffic improvements triggered solely by the secondary school.
- OSD pay for 100% of the costs of frontage improvements along Yelm Highway.
- OSD pay their proportional share of any other traffic improvements based on the trip generation studies performed as part of the TIA (see next page).



# 4: Cost Sharing Benefits Are Not Evident

## ANALYSIS: PART 1 (ON SITE)

OSD has offered to share development costs for frontage and street requirements as well as for shared parking. A number of these improvements will be built by OPARD in Phase 1, and in a co-location proposal would benefit the park and OSD. The school and the park each have a specific trip count associated with them, and so we recommend that OSD pay their proportional share of all improvements associated with the site’s shared vehicular and emergency access.

Utilizing projects from the in-progress Traffic Impact Analysis we are able to calculate rough proportions of traffic impact/trip counts for the two entities.

There is no official method for comparing peak trips occurring at vastly different schedules such as park and school uses. So for the purpose of this discussion we compare total OSD peak trips against total OPARD peak trips and arrive at a proportion of peak trips as follows:

OPARD Weekly Peak Trip Total:	<u>319 Trips</u>
+	
OSD Weekly Peak Trip Total:	<u>1,560 Trips</u>
<hr/>	
Total Weekly Peak Trips	<u>1,879 Trips</u>
<b>OPARD Proportion of Total:</b>	<b><u>17%</u></b>
<b>OSD Proportion of Total:</b>	<b><u>83%</u></b>

Table 7: Project Trip Generation Summary

Proposed Use	Size	Weekday AM	Weekday PM	Weekend Peak
		Peak Hour Trips 7:00-9:00 AM	Peak Hour Trips 4:00-6:00 PM	Hour Trips 12:00-4:00 PM
Community Park	~60-acres	65	125	129
High School	2000 students	1040	280	240
<b>Total</b>		<b>1105</b>	<b>405</b>	<b>369</b>



# 4: Cost Sharing Benefits Are Not Evident

## ANALYSIS: PART 1 (ON SITE)

Specific elements identified for cost sharing between OSD and OPARD are identified in the table below and geographically in the plan at right. Typical design practice leads us to design these elements to accommodate the maximum peak trips/use.

Given that most of the shared elements are related to vehicular traffic and trips to the site, we suggest that OSD use of these elements will be greater than OPARD use of these elements, based on the proportion of trips to the site arrived at on the previous page. Specifically, the preliminary traffic data shows us that OSD will use these elements, designed to accommodate peak traffic, 83% of the peak times.

The elements include:

### Rough Order of Magnitude Construction Cost Estimate

- Site Prep \$1.5M
- Shared Parking and Access Drives \$3M
- Stormwater Facilities \$0.5M
- Site Lighting \$0.3M
- Planting Screening and Landscaping \$1.5M
- Design and Permitting Costs \$0.68M

Total Cost \$7.48M

OSD Proportion of Peak Use 83%

**OSD Proportion of Total Cost \$6.2M**



# 4: Cost Sharing Benefits Are Not Evident

## ANALYSIS: PART 1 (ON SITE) CONCLUSION/RECOMMENDATIONS

The apparent value of the cost sharing for on-site shared elements to OPARD is as follows:

- Shared Field Design/Construction: \$3M
- Shared Site Elements Design/Construction: \$6.2M
- Ongoing Maintenance of Shared Field by OSD: 78% Benefit to OPARD

**Total Apparent Value of Cost Sharing Elements to OPARD: \$9.2M + 78% Field Maintenance Costs**

If the co-location proposal moves forward, we recommend the following:

1. That the agreement be structured such that the actual cost-sharing amount is adjusted to actual design, permitting, and construction costs incurred.
2. We recommend that the OSD field be constructed along with Phase 1 and through the same construction contract, if possible, to ensure the highest level of seamlessness between the OSD and OPARD facilities and to promote the ability to realize cost efficiencies through economy of scale.

### ASSUMPTIONS:

- The park will have separate utility infrastructure brought in off Wiggins. No opportunity for cost sharing.
- The school will have separate utility infrastructure brought in off Yelm Highway. No opportunity for cost sharing.
- OPARD will not develop or derive any benefit from the Yelm Highway frontage in the co-location scenario.
- All figures assume 2024 construction start.



## 4: Cost Sharing Benefits Are Not Evident

### ANALYSIS: PART 2 (OFF SITE) CONCLUSION/RECOMMENDATIONS

In exchange for the 20 acres currently owned by OPARD, OSD has offered a number of compensatory measures to choose from including paying OPARD fair market value for the land, investing in improvements for the park, and trading other like-value land to OPARD.

#### RECOMMENDATION:

The premise behind the entire co-location proposal clearly illustrates that park-like land is in high demand and decreasing in availability.

For that reason, we recommend that if the co-location proposal moves forward, that OSD compensate OPARD for the 20 acres of the Yelm Highway Community Park site needed for the secondary school by providing a parcel or parcels of land suitable for development of a park with at least two full-sized lighted synthetic turf fields and associated amenities.

The parcel(s) shall be located in a different area of the Olympia Urban Growth Area so that the amenities ultimately developed on that parcel have the greatest capacity to serve the community (as opposed to another parcel near the Yelm Highway site).

## 5: COST-BENEFIT ANALYSIS LIKELY TO CAUSE DELAYS

5. **Cost-benefit analysis necessary but likely to cause unacceptable delays.** A cost-benefits analysis, ideally undertaken at OSD expense, will likely be clarifying but may also likely to cause unacceptable delays in project start *despite* the notion/assumption that cost sharing for up-front expenses could expedite and expand the scale of Phase 1 of the project. Without a cost-benefit analysis, there is no clear statement on how costs would align with current schedule of park development. There is no sense of scale of shared costs. It is not clear whether OSD use requirements would lead to Park Dept. “sharing” more than their fair share due to potentially higher costs incurred not only from site development and construction but also from maintenance of added infrastructure and amenities stipulated by OSD. **The suggestion that there will be increased safety in the park and parking lots from more regular use and “eyes on the park” is a distraction. Upstanding park users as well as perpetrators of vandalism and other illegal behaviors have “eyes on the park.”**



# 5: Cost-Benefit Analysis Likely to Cause Delays

## ANALYSIS

We interpret the specific delay of PRAC concern to be a delay in the opening of Phase 1 of the park. We believe this concern to be mitigated by the actions taken by OSD and OPARD as follows:

- OSD has contracted a consultant team to develop this analysis and be involved in helping OSD/OPARD work through these concerns. This effort comes at no cost to OPARD.
- The construction start date for Phase 1 park improvements prior to the co-location proposal was 2024. This is driven more by grant funding opportunities/timeline and environmental review/approvals rather than design time and attention of the team. The construction start date remains 2024.
- We do not believe that cost sharing will expedite the construction project; however, OSD's offer to build the shared field along with OPARD's Phase 1 park improvements will double the amount of fields currently proposed in Phase 1, significantly shortening the amount of time until the community gains use of a field beyond the first one. At this time, a construction start date for Phase 2 is not yet determined.



## 6: UNANSWERED QUESTIONS CREATE RISK

6. **Many unanswered questions create considerable uncertainty/risk.** No estimates as to the scale of OSD's share of costs has been provided. The public has no assurance that any potential monetary benefit to Parks will be realized and will offset potential impacts to this park caused by co-location. Providing answers to many outstanding questions are likely to cause delays in project start and contribute to "fallacy of sunken costs" in which the co-location becomes inevitable due to significant investment of OSD and OPARD time, money, and effort *despite* realization (based on cost-benefit analysis, for instance) that project should perhaps not be pursued.

**Note: This concern will be analyzed as part of a later discussion.**



## 7: COMPROMISED PARK-LIKE AESTHETIC

7. **Park-like aesthetic compromised by co-location.** To accommodate a secondary school and related infrastructure on 19 acres of the park property, the preliminary co-location concept plan shows necessary loss of park amenities such as the great lawn, community garden, more than half the picnic shelters, two-thirds of pickleball courts, half the playgrounds, a water feature/sprayground, nature/meadow running loop, vegetated buffers between parking lots and private property to reduce noise/visual disturbance. Co-location requires an increase of parking spaces, from 750 to 1090 spaces, and relocation of the parking lots to the very center of the park instead of the periphery as currently conceptualized. The park-like aesthetic will also be degraded by the increase in vehicular traffic and the addition of on-site driveways to handle this extra traffic flow.

# 7: Compromised Park-like Aesthetic

## ANALYSIS: PART 1

In its review of the preliminary co-location plan, PRAC cited the loss of amenities including:

- Great lawn
- Community garden
- Picnic shelters
- Pickleball courts
- Playgrounds and spraygrounds
- Running loops

The table at right compares the pre-co-location plan with the co-location plan proposal, specifically looking at amenities which contribute to park-like aesthetic.

<b>Program</b>	<b>Preferred Concept</b>	<b>Master Plan with Secondary School</b>
Great Lawn	258,000 SF	42,000 SF
Community Garden	10,000 SF	18,000 SF
Picnic Shelters	5	5
Pickleball Courts	6	6
Playgrounds and Spraygrounds	35,000 SF	31,000 SF
Running Loops	1.80 miles	1.94 miles



# 7: Compromised Park-like Aesthetic

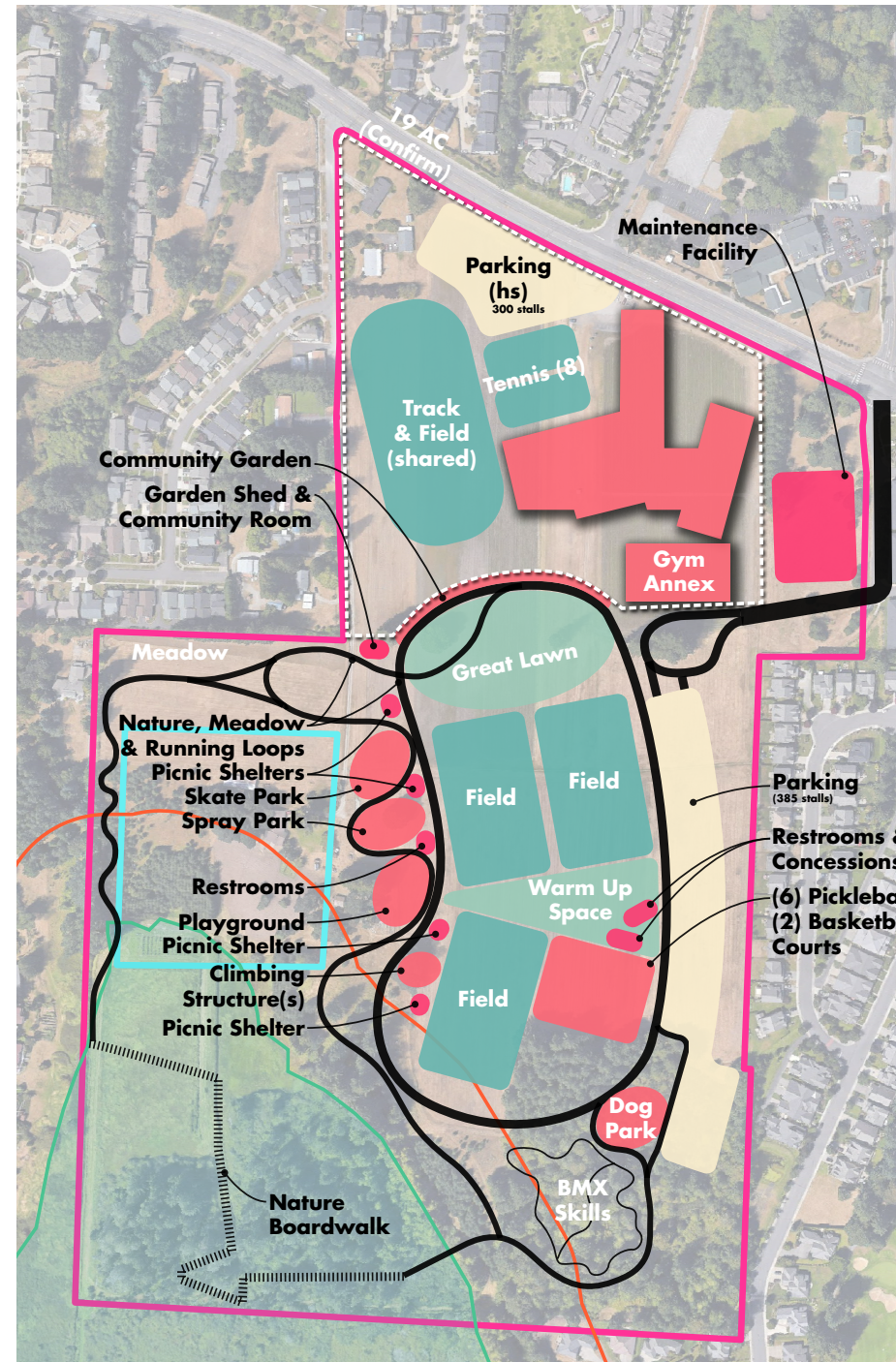
## ANALYSIS: PART 2

In its review of the preliminary co-location plan, PRAC cited an increase in parking and relocation of parking to the center of the park associated with the co-location proposal.

We concede that the co-location proposal does represent an increase in parking for the entire site. However, it represents a decrease in parking stalls that OPARD must build, as OSD has offered to share their parking outside of school hours. This represents a cost savings to OPARD. Further, the sharing of parking between the uses results in a net decrease in needed parking within the community.

Regarding the parking in the center of the park, the current co-location plan at right shows park-dedicated parking primarily along the east of the park and school-shared parking located along Yelm Highway. Parking is kept entirely outside of the center of the parcel.

CO-LOCATION PLAN PROPOSAL





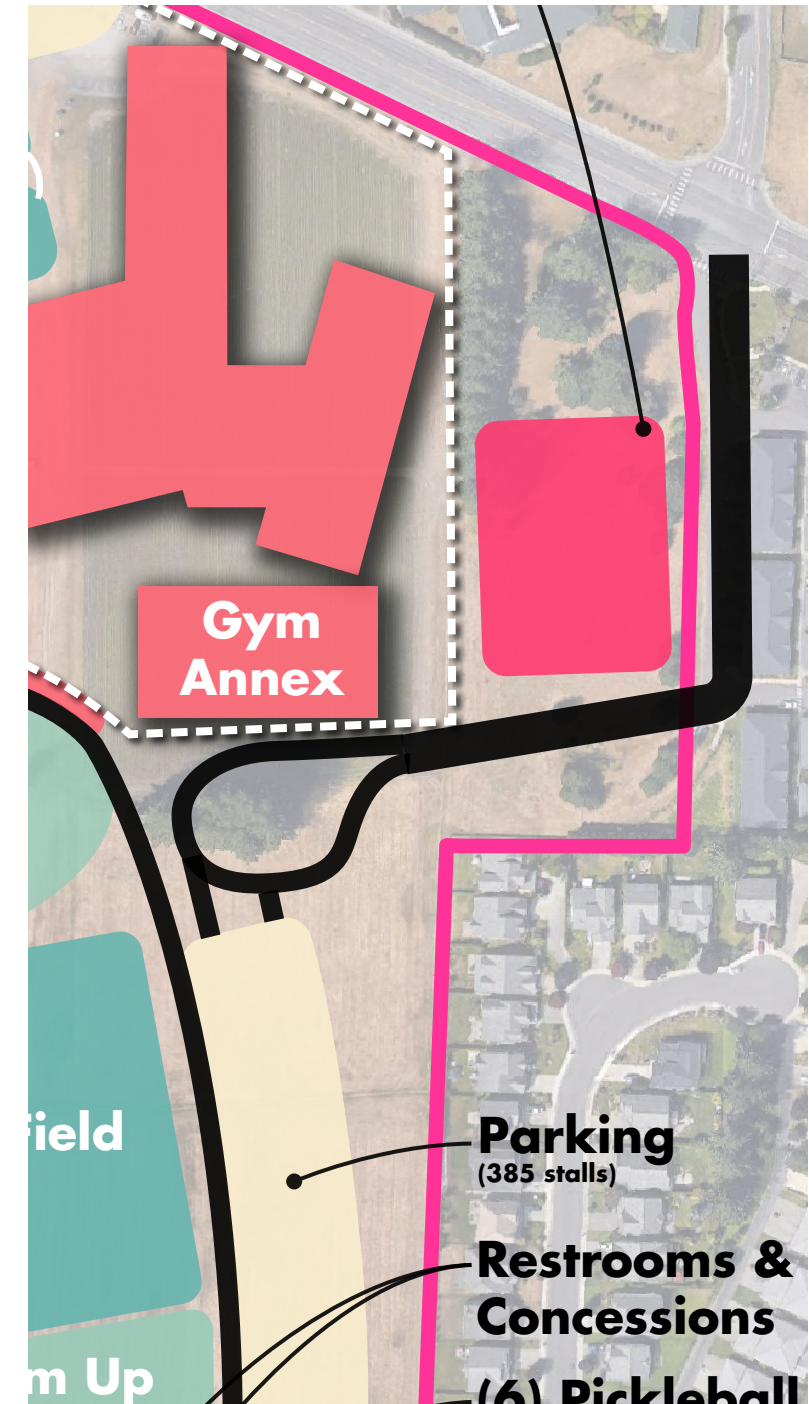
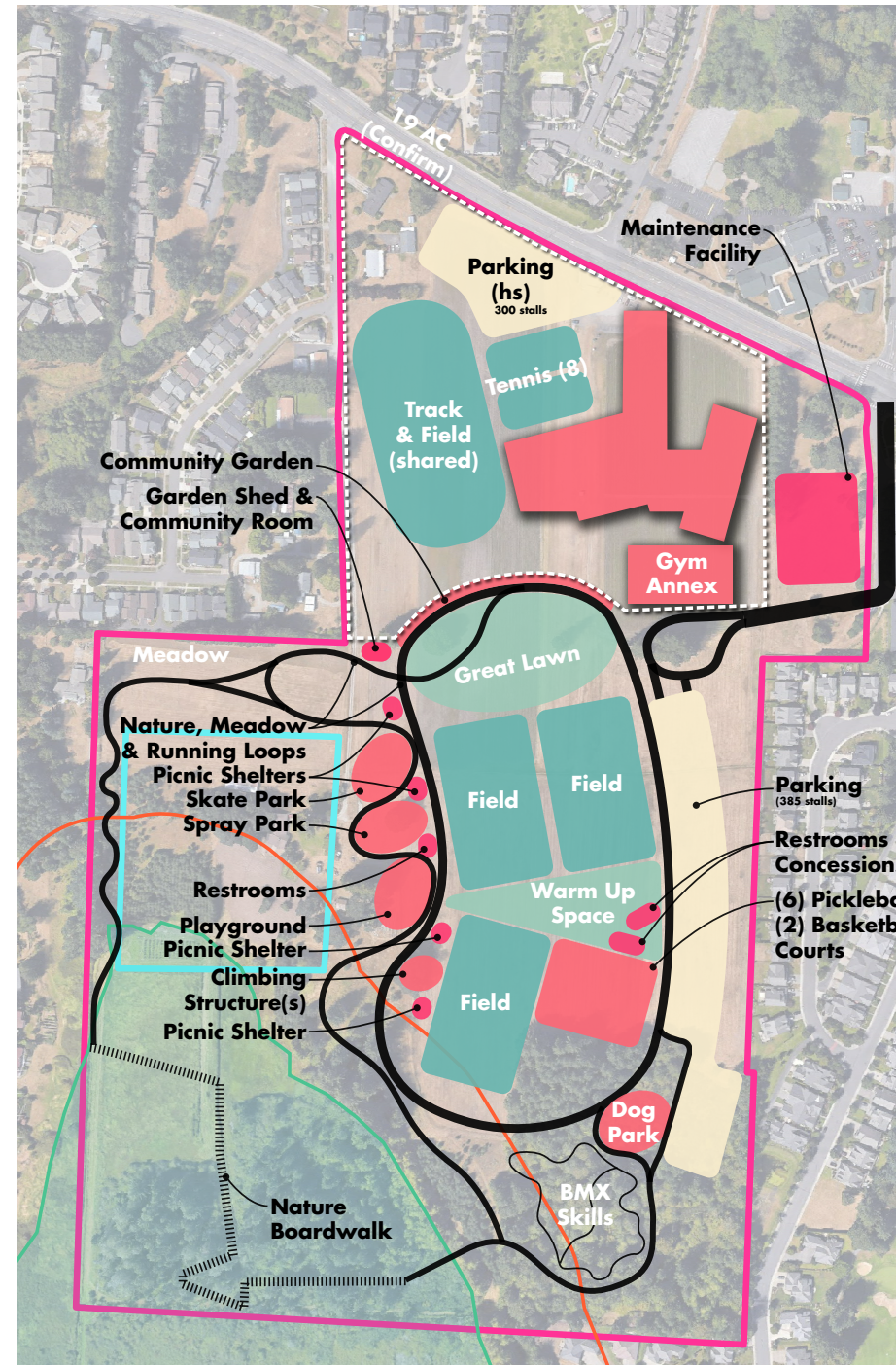
# 7: Compromised Park-like Aesthetic

## ANALYSIS: PART 3

PRAC suggested that the co-location proposal will degrade the “park-like aesthetic” through increase in vehicular traffic and the addition of on-site driveways to handle the traffic flow.

The current co-location proposal, shown at right, proposes to separate school traffic from park traffic at the main entry roundabout to the park. No additional driveways occur in the park as a result of the school’s needs.

CO-LOCATION PLAN PROPOSAL





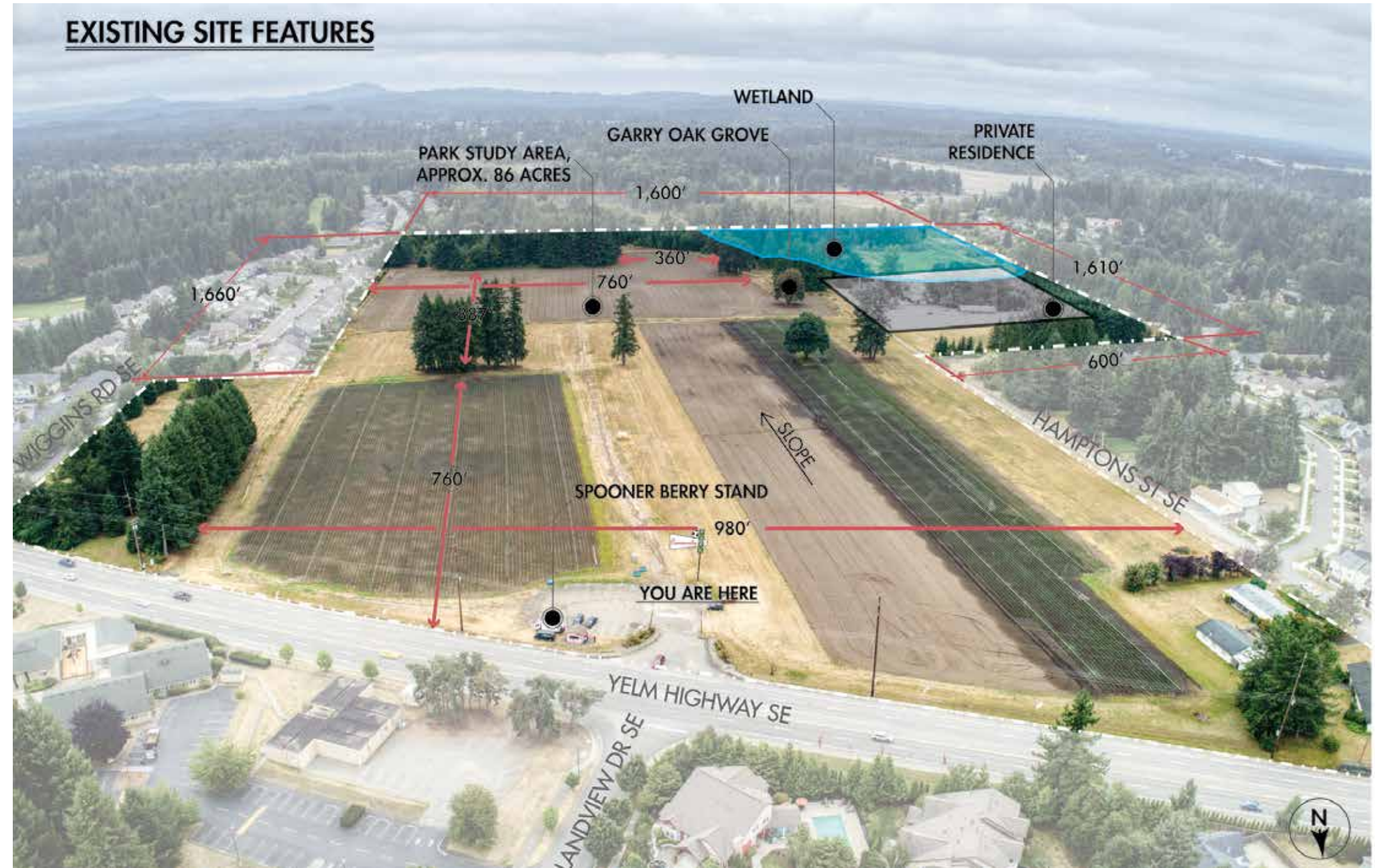
# 7: Compromised Park-like Aesthetic

## ANALYSIS: PART 4

PRAC cited several concerns related to the secondary school degrading the park-like aesthetic. Not specifically mentioned in their concerns but worthy of analysis is another way to look at park-like aesthetic. It could be defined by the unprogrammed open space left after all the amenities are built. This open space contributes to the unique character of many parks and most certainly this park.

In the open space at Yelm Highway Community Park you will find native Garry Oak trees of all ages, forested and open wetlands, forest, meadows, and a variety of mature native trees.

In a way, PRAC did key into this with their concerns relating to vegetated buffers, but we feel a more holistic analysis of the open space remaining after all the built elements are located could yield a greater understanding of the park-like aesthetic.





# 7: Compromised Park-like Aesthetic

## ANALYSIS: PART 4

PRAC cited concerns that the co-location proposal compromised the vegetated buffers.

We compared the proposed acres of undeveloped open space between the Preferred Concept (developed prior to the co-location proposal) and the current working master plan with 20 acres roughed out for the school.

We calculated the following open space totals:

- Preferred Concept: 34.27 AC
- Co-location Proposal: 39.86 AC

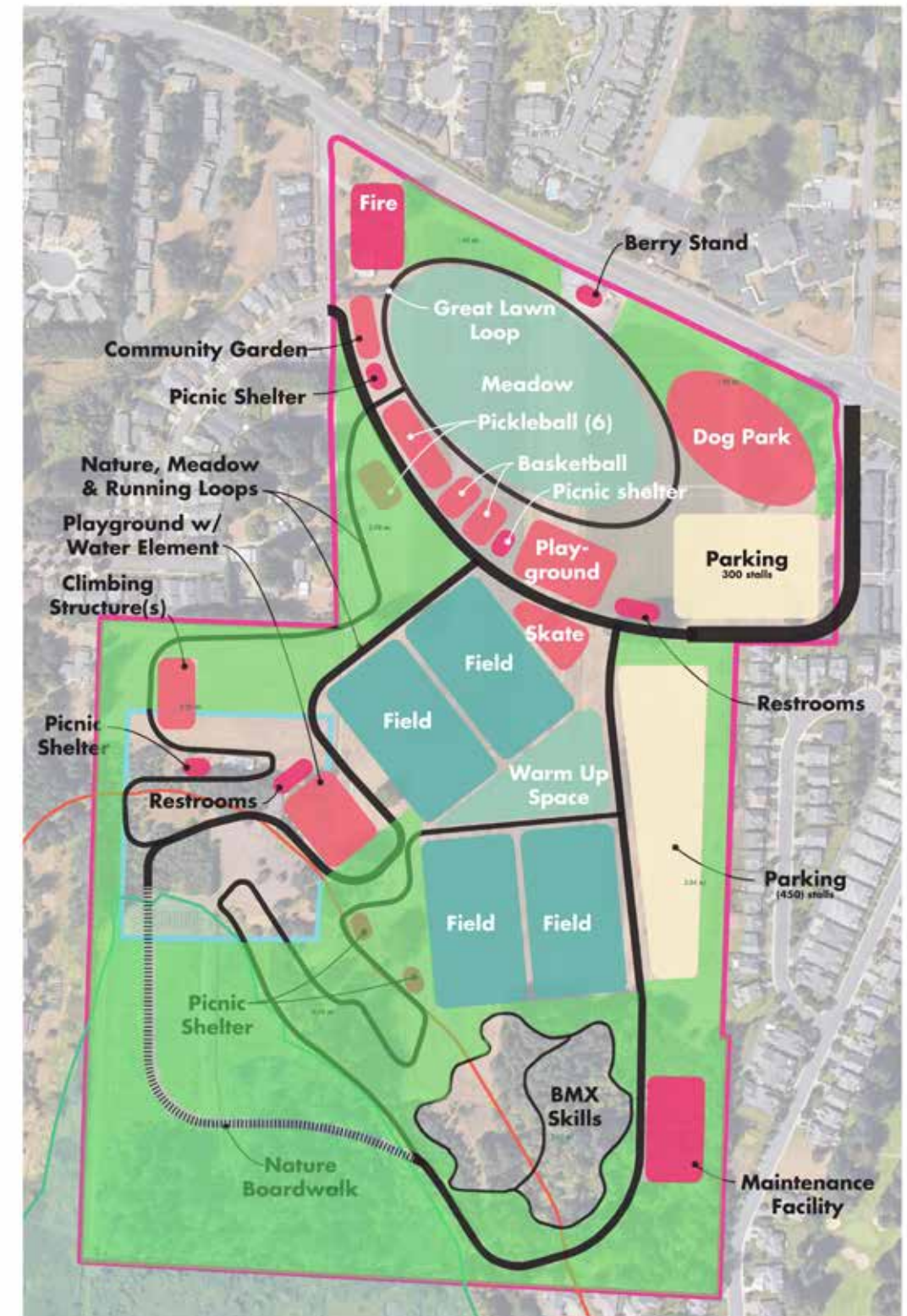
We were surprised by this finding, but in looking at the analysis of Concern 7 Part 1 we find that the biggest reduction in open space occurs not in the natural areas, which give the park much of its character, but rather the Great Lawn.

Public input gathered on the preferred concept actually indicated that some thought the Great Lawn was too large.

CO-LOCATION PLAN PROPOSAL



PREFERRED PLAN





## 8: ENVIRONMENTAL IMPACTS

8. **Environmental impacts from co-location could be significant and costly to mitigate.** The increase in size of parking spaces (from 750-1090 spaces), additional driveways, school-building roof, and other impervious surfaces as well as increased vehicular traffic will significantly increase demands on needed storm-water management system. Currently, no concept plan includes a storm-water management pond or other feature to trap runoff and protect 13.5 acres of sensitive wetlands in the park. Accommodating runoff from extra impervious surfaces related to OSD site use is likely to require an increase in the size of the required storm-water feature, further reducing the available area for park use.

# 8: Environmental Impacts

## ANALYSIS

PRAC cited concerns related to environmental impacts associated with the secondary school, primarily focused on stormwater.

Without exception, the park-only proposal and the co-location proposal will be required to meet the exact same requirements for stormwater management. These requirements are established by the Washington State Department of Ecology and documented in the Western Washington Stormwater Manual.

Here is the current approach to stormwater management for the co-location proposal:

- The school site will manage stormwater on site. OSD will pay the costs to design, construct, and maintain these elements.
- The park site will manage stormwater on site. OPARD will pay the cost to design, construct, and maintain these elements.
- OSD and OPARD have not yet discussed an approach to maintenance costs for stormwater elements associated with shared vehicular access. We recommend that costs for these be shared based on the traffic impacts/trip counts associated with each use (school/park), similar to the design and construction cost sharing recommended already.
- Treated stormwater will primarily be infiltrated on site, with no direct discharge to the wetland associated with any of the scenarios. Any improvements that impact the wetland will require mitigation that provides a functional lift to the wetland—this is required by Local, State, and Federal regulatory agencies.

PRAC also noted that adding a secondary school to the site would increase the parking count from 750 to 1,090. This observation was a great one and based on our preliminary work. In an analysis of this concern, we've sharpened our pencils

and come up with some accurate figures which can be used to consider this concern, as follows:

- Park-Only Parking Demand: Approximately 400-600 stalls (4-6 acres, varies widely depending on field scheduling)
- Current Quantity of Park-Only Stalls shown on Master Plan (in progress): 400 stalls (or 4 acres)
- Secondary School Maximum Parking Demand: Approximately 700-800 stalls (7-8 acres)
- Approximate Stalls Per Acre: 100

Parking demands for the park and school typically occur at different times of day (see page 27 for Trip Generation Summary). The maximum parking demand is from the secondary school and is 800 stalls, or roughly 8 acres. It is worth noting that OSD's co-location proposal requires 24 acres to accommodate the secondary school programs, while the Yelm site can only accommodate 20 acres for the school property. As part of the co-location proposal, OSD and OPARD have agreed to negotiate a shared parking arrangement to address this 4-acre shortfall. The current master plan proposal includes 4 acres of parking, or 400 stalls at the park, which if shared with the school to supplement the 4 acres or 400 stalls on the school site would be able to satisfy the total parking demand for the school. This arrangement addresses the 4-acre deficit, provides the secondary school with the parking it needs, and also provides the school parking for park uses (during non-school hours) to accommodate overflow needs associated with peak demands. Without the school parking, the park would need to build another 2 acres or 200 stalls to satisfy their maximum demand of 600 stalls. The terms of the shared parking on the school site and park site will need to be negotiated to ensure the parking serves all users.



# Analysis Summary

Based on the analysis performed and reported herein, we offer the following considerations:

1. The co-location proposal provides community access to 3.78 full-sized, lighted, synthetic turf fields on site and potential access to another two dedicated fields off site. This results in a net increase of fields for the community when we compare the non-co-location proposal (four dedicated fields) with the co-location proposal (5.78 dedicated fields).
2. With the exception of the reduced Great Lawn size and the loss of 22% of a full-sized, lighted, synthetic turf field on site, the co-location proposal allows for the build-out of the site to satisfy the community's long-held vision.
3. OSD and OPARD already share a number of facilities, including full-sized, synthetic turf fields. It is possible for the two entities to negotiate a durable and effective shared-use agreement which guarantees ongoing access by the community to the shared field.
4. OSD requests approximately 20 acres of the Yelm Highway Community Park site and has offered a number of measures in compensation for the land. We recommend OSD provide OPARD additional land elsewhere in the community, as opposed to cash value in land or other compensation. This land will allow OPARD to continue to improve the recreational/park amenities provided to the community.
5. Sharing of costs for design and construction of on-site elements shared between OSD and OPARD users is likely to yield \$5M-\$10M in financial benefit to OPARD. These funds could be used to build out additional park elements (which would likely be realized in future phases beyond Phase 1) much more rapidly than without the shared-use agreement and associated financial benefits to OPARD.
6. For the duration of Berger Partnership's involvement in the project, we have worked toward a Phase 1 projected construction start date of 2024. That remains unchanged throughout the co-location proposal study and discussion, and we do not project any changes to that start date.
7. In the co-location proposal, OSD offers to share approximately 400 OSD parking stalls with OPARD, and OPARD offers to share approximately 400 OPARD stalls with OSD. This two-way sharing arrangement allows us to take advantage of the different peak-use times between OPARD and OSD, which allows us to achieve the total combined demand with only 800 stalls on site, as opposed to the previous proposed combined parking total of 1,090. This 800 is nominally equivalent to the OPARD non-co-location historic number of 790 stalls, which indicates there is a relatively insignificant increase in environmental impacts associated with co-location proposal parking needs.

# Next Steps

1. Remind of our intent: We acknowledge that the goal of this document is not to steer the committee's decision on the matter but rather to provide information to help the committee make the best, most informed decision/recommendation.
2. PRAC will deliberate and discuss.
3. PRAC will vote to determine whether to support the co-location proposal.





January 22, 2021

Dear City Council,

On December 17, 2020, the Olympia Parks, Arts, and Recreation Department (OPARD) and the Olympia School District (OSD) presented to PRAC a proposal to potentially co-locate a new secondary school at the Yelm Highway Community Park. After a lengthy discussion, PRAC voted unanimously to form a subcommittee to more thoroughly explore this proposal in order to provide City Council with its requested recommendation on the matter.

The subcommittee met on December 30 and discussed both potential benefits and impacts of the co-location proposal while also acknowledging the challenge of formulating a recommendation so early in the proposal stage when, understandably, concrete details and clarity on the real benefits of the co-location to the parks community are not yet available.

At PRAC's January 21, 2021, meeting, the subcommittee presented its concerns about the proposal and discussed each one with the committee, OPARD, and OSD staff for nearly two hours. During this time, the committee acknowledged potential benefits of the proposal such as cost sharing, acquiring park property for additional rectangular playing fields and/or park amenities through an OSD land exchange, public access to OSD gym annex and tennis courts at the Yelm Highway Park site, supporting an opportunity for a successful partnership between OSD and OPARD, supporting a potential new paradigm for OSD-OPARD shared-use recreational facilities to benefit our community.

However, PRAC voted (4-Yes, 3-No) to recommend City Council **not** continue exploring a partnership between OSD and OPARD to locate a secondary school on the Yelm Highway Community Park site based on the eight concerns presented below:

- 1. Olympia's need for a community park with four (4) dedicated rectangular fields is well established, the promise for such fields long promised.** Reducing the number of fields owned and managed by OPARD from four (4) to three (3) does not comport with goals and priorities articulated in several long-standing documents published by the City of Olympia. In the 2002 *Parks, Arts & Recreation Plan*, the need for "full-sized, lighted, outdoor, all-weather soccer fields in a developed community park" was identified as a priority. In 2004, the Yelm Highway Community Park was listed as a proposed project to be funded by the voter-approved 3% increase in utility tax (VUT). Both 2010 and 2016 *Parks, Arts & Recreation Plans* stated as a priority the need for a large, community park site for rectangular playing fields. In addition to adding rectangular fields to the Parks system, it is imperative to have all four fields on one park property to support tournament play. In the City's 2014 *Community Park Suitability Assessment*, all the remaining undeveloped parcels large enough for a community park within the City and its Urban Growth Area were assessed, identified, and evaluated. The Yelm Highway

parcel stood out as the preferred site to purchase for a new community park most suitable for accommodating four rectangular playing fields.

2. **The co-location proposal lacks public support.** A November 2020 Engage Olympia poll revealed that 49.6% of the public was unsupportive of the co-location proposal; 26.6% were supportive, 18.3 percent were neutral and 5.5% needed more information. For nearly two decades, the community has been strongly and consistently supportive of realizing the vision for this community park. To support that vision citizens chose to tax themselves twice--through the VUT in 2004 and Metropolitan Parks District (MPD) in 2016.

3. **The terms of a future joint-use agreement for shared amenities, however generous, are not likely to serve the parks community.** By prioritizing one of the four (4) rectangular fields for OSD school use--as OSD has proposed--the community will face the very problems with availability and scheduling it sought to alleviate through the acquisition of the Yelm Community Park site for four (4) Parks-dedicated fields. Priority for this field will be school athletics not recreational athletic programs. Further, it is not clear how this facility would be managed indifferent to other high school sports stadiums in the Olympia area. Locking gates and restricting access to park amenities does not support inclusivity and equity in our city parks. The committee also has concerns of differential costs for renting the OSD field as compared to the OPARD fields.

4. **The benefits to the parks community are not evident.** The benefit of cost sharing from the co-location proposal has been often stated, but no sense of the scale of costs (for utilities, frontage improvements, site lighting, parking, driveways, traffic improvements, etc.) have been offered to support this. The main benefit to the public of this park is to have four (4) dedicated rectangular fields and other amenities identified as needs since 2003. These needs have been vetted through a significant public process in each preceding park plans. It is difficult to understand what benefit the public will experience by reducing access to the fourth rectangular field and eliminating and/or reducing several planned amenities. The addition of OSD recreational amenities (with restricted use) have not been identified as park needs, and reduces the park by 19 acres. The public strongly supports the vision for its city parks, which includes the acquisition of four (4) rectangular playing fields as documented in the 2003, 2010, and 2016 *Parks, Arts, and Recreation Plans*.

5. **Cost-benefit analysis necessary but likely to cause unacceptable delays.** A cost-benefits analysis, ideally undertaken at OSD expense, will likely be clarifying but may also likely to cause unacceptable delays in project start *despite* the notion/assumption that cost sharing for up-front expenses could expedite and expand the scale of Phase 1 of the project. Without a cost-benefit analysis, there is no clear statement on how costs would align with current schedule of park development. There is no sense of scale of shared costs. It is not clear whether OSD use requirements would lead to Park Dept. "sharing" more than their fair share due to potentially higher costs incurred not only from site development and construction but also from maintenance of added infrastructure and amenities stipulated by OSD. The suggestion that there will be increased safety in the park and



parking lots from more regular use and “eyes on the park” is a distraction. Upstanding park users as well as perpetrators of vandalism and other illegal behaviors have “eyes on the park.”

6. **Many unanswered questions create considerable uncertainty/risk.** No estimates as to the scale of OSD’s share of costs has been provided. The public has no assurance that any potential monetary benefit to Parks will be realized and will offset potential impacts to this park caused by co-location. Providing answers to many outstanding questions are likely to cause delays in project start and contribute to “fallacy of sunken costs” in which the co-location becomes inevitable due to significant investment of OSD and OPARD time, money, and effort *despite* realization (based on cost-benefit analysis, for instance) that project should perhaps not be pursued.

7. **Park-like aesthetic compromised by co-location.** To accommodate a secondary school and related infrastructure on 19 acres of the park property, the preliminary co-location concept plan show necessary loss of park amenities such as the great lawn, community garden, more than half the picnic shelters, two-thirds of pickleball courts, half the playgrounds, a water feature/sprayground, nature/meadow running loop, vegetated buffers between parking lots and private property to reduce noise/visual disturbance. Co-location requires an increase of parking spaces, from 750 to 1090 spaces, and relocation of the parking lots to the very center of the park instead of the periphery as currently conceptualized. The park-like aesthetic will also be degraded by the increase in vehicular traffic and the addition of on-site driveways to handle this extra traffic flow.

8. **Environmental impacts from co-location could be significant and costly to mitigate.** The increase in size of parking spaces (from 750-1090 spaces), additional driveways, school-building roof, and other impervious surfaces as well as increased vehicular traffic will significantly increase demands on needed storm-water management system. Currently, no concept plan includes a storm-water management pond or other feature to trap runoff and protect 13.5 acres of sensitive wetlands in the park. Accommodating runoff from extra impervious surfaces related to OSD site use is likely to require an increase in the size of the required storm-water feature, further reducing the available area for park use.

Members of PRAC are grateful for the opportunity to provide City Council with this recommendation and rationale for you to consider in your future discussions of this proposal.

Respectfully,



Maria Ruth, Chair  
Parks and Recreation Advisory Committee (PRAC)



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# Yelm Highway Community Park Master Plan

## City Council Study Session on School Colocation

On February 8, 2022 at 5:30 p.m., the Olympia City Council will hold a study session about the potential school colocation at the Yelm Highway Community Park site. The Council has invited the Olympia School District, the Chair of Olympia's Parks and Recreation Advisory Committee (PRAC), and the project consultant Berger Partnership to attend the study session to provide information.

The study session will allow the Council to hear information on the potential colocation and ask questions; a decision will not be made at this meeting. Written public comments on this topic may be sent to [citycouncil@ci.olympia.wa.us](mailto:citycouncil@ci.olympia.wa.us). Verbal public comments will not be taken at the study session but can be shared with Council during Public Comment at any regular [City Council meeting](#).

## Special Meeting of Parks and Recreation Advisory Committee

The Parks and Recreation Advisory Committee (PRAC) held a special meeting on December 2 to make a recommendation on the school co-location at the Yelm Highway Community Park. At their January 21 meeting, PRAC identified eight concerns regarding the school co-location. Based on their familiarity with the site, Berger Partnership was hired directly by the Olympia School District to perform an analysis of PRAC's concerns. Their findings were presented to the Committee during this meeting.



- [View meeting recording](#)
- [Read PRAC's letter to City Council](#)

PRAC members voted 7-1 to not recommend school colocation at the Yelm Highway Community Park site to the City Council. The Olympia City Council has final decision-making authority on whether to partner with the Olympia School District on school colocation at the site.

## Concept plan survey

On August 4, 2021 Berger Partnership presented a proposed concept plan for the Phase 1 southern portion of the future park. The public meeting was hosted over Zoom and recorded.

An associated survey was also available on Engage Olympia to gather feedback on the concept plan. The survey was open from August 5, 2021 through September 2, 2021 and received 62 responses.

- [review the presentation slides](#)
- [review meeting Q&A with responses](#)
- [view the recorded meeting](#)
- [view survey results](#)

## Potential partnership with Olympia School District

The Olympia Parks, Arts & Recreation Department (OPARD) is launching the next phase of the public input process for the future Yelm Highway Community Park with some news on a potential big partnership opportunity that we would like to share with the community.

The master planning project was delayed in March of 2020 due to the pandemic, at which time OPARD was approached by the Olympia School District (OSD) with a request to consider a property trade that would include co-locating a future high school (10+ years out) at the future Yelm Highway Park site. Over the last few months staff from both entities have explored the idea further and have information to share about the opportunities and impacts of partnership at this location.

In a joint public meeting, hosted over Zoom, OPARD and OSD described the concept and answered questions from the community. You can:

- watch a recording of this meeting at the top of this page,
- [view the PowerPoint presentation](#), or
- [review the Q&A from the the meeting](#).

## History of the project

In 2018, the City of Olympia purchased the property at 3323 Yelm Highway for a future community park. Approximately 60 percent of the property currently consists of fields used for strawberry production. A berry stand and gravel parking area are located at the north end of the property along Yelm Highway. Much of the southern half of the property is wooded.

We are developing a design concept to guide future park development in a phased approach. The master plan will incorporate active and passive recreational amenities, preservation and protection of critical areas, and integration of public art into the design.

[SURVEYS](#)

[NEWS FEED](#)

CLOSED: This survey has concluded.

## Park amenities & activities

**Survey closed August 30, 2021**

- [View survey results](#)

Take Survey

CLOSED: This survey has concluded.

## Yelm Highway Community Park & Olympia Secondary School Co-location Survey

**This survey is closed.**

- [View survey results summary presentation](#)
- [View summary of write-in responses](#)

Take Survey

CLOSED: This survey has concluded.

## Outreach Survey #2

**This survey closed March 22**

Take Survey

CLOSED: This survey has concluded.

## Yelm Highway Community Park - Master Plan

This survey is now closed. [View results...](#)

Take Survey



**REGISTER**

**to get involved!**

### Who's listening

#### Laura Keehan

Parks Planner

City of Olympia

**Phone** 360-570-5855

**Email** [lkeehan@ci.olympia.wa.us](mailto:lkeehan@ci.olympia.wa.us)



### Public Meetings

Council Study Session

- Feb. 8, 2021
- 5:30 p.m.
- Zoom

Note: Public comment will not be taken at the study session. Written public comments can be emailed to [citycouncil@ci.olympia.wa.us](mailto:citycouncil@ci.olympia.wa.us). Verbal public comments can be made during the Public Comment period at any regular City Council meeting.

### Timeline



## Explore Potential Partnership with Olympia School District

Winter 2021


## Final Master Plan

Winter/Spring 2021

### Document Library

-  [PRAC Recommendation Letter \(764 KB\) \(pdf\)](#)
-  [Survey Results Summary Presentation \(24.5 MB\) \(pdf\)](#)
-  [Summary of Survey Write-in Responses \(673 KB\) \(pdf\)](#)
-  [Questions and Answers from the Public Meeting \(157 KB\) \(pdf\)](#)
-  [Joint Public Meeting Presentation \(24.5 MB\) \(pdf\)](#)
-  [Outreach Survey #2 Results \(367 KB\) \(pdf\)](#)
-  [Concept Plans.pdf \(12.6 MB\) \(pdf\)](#)
-  [Yelm Highway Park Survey Analysis \(35.7 MB\) \(pdf\)](#)
-  [2014 Community Park Site Suitability Study \(11.1 MB\) \(pdf\)](#)
-  [Parks, Arts & Recreation Plan](#)
-  [Public meeting Q&A with responses \(72.1 KB\) \(pdf\)](#)
-  [Yelm-Hwy-Survey2-Analysis \(2.94 MB\) \(pdf\)](#)

### FAQ

-  [Yelm Hwy FAQ](#)
  - [How can I be further involved?](#)
  - [What is the timeline?](#)
  - [What happens to Spooner's Berry Farm?](#)
  - [What's the design process?](#)
  - [How can I stay informed about the project?](#)
  - [What will the soccer facilities be?](#)



What will be the traffic impacts?

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Why do we need this project?

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Is there contaminated soil on site?

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Will there be noise or light pollution?

**Custom**



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