



# City of Morgan Hill

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## CITY COUNCIL STAFF REPORT

### MEETING DATE: FEBRUARY 22, 2017

PREPARED BY: Chris Ghione, Community Services Director  
 APPROVED BY: City Manager

## REVIEW DRAFT BIKEWAYS, TRAILS, PARKS AND RECREATION MASTER PLAN UPDATE

### RECOMMENDATION(S)

That the City Council:

1. Receive the draft Bikeways, Trails, Parks and Recreation Master Plan;
2. Approve project priorities as recommended by staff;
3. Provide staff with direction on Villa Mira Monte/Historic Society partnership; and
4. Provide staff with feedback and direction relating to the next steps for the Master Plan outlined in this report.

### COUNCIL PRIORITIES, GOALS & STRATEGIES:

#### Ongoing Priorities

- Supporting our community
- Enhancing public safety
- Protecting the environment
- Maintaining fiscal responsibility
- Preserving our cultural heritage

#### 2017 Strategic Priorities

- Infrastructure
- Inclusiveness

### POLICY CONSIDERATIONS:

1. Do the proposed Policies and Actions (Chapter 4) align with the Council’s vision for the future

## Bikeways, Trails, Parks and Recreation system in Morgan Hill?

2. Does the City Council agree with the prioritization of projects proposed by the Parks and Recreation Commission (PRC) and slightly modified by staff?
3. Should the City develop a partnership with the Historical Society to develop and operate Villa Mira Monte as a City resource with the understanding that the City may assume a permanent role in funding and operating the facility?

### **REPORT NARRATIVE:**

#### **Background**

The Bikeways, Trails, Parks and Recreation Master Plan Update (Master Plan) process began in the Spring of 2015 and has moved forward since that time. A draft was developed in December 2016 and after review and recommendations by the PRC, the draft Master Plan was revised and is now being presented for City Council review. The Master Plan integrates three separate plans to create a tool for the City to use to prioritize improvements and investments. It is anticipated that once complete, the Master Plan will help support goals and programs to improve our city's health, environment, connectivity, and recreation options.

MIG, Inc. is the consultant leading the Master Plan update process. MIG was selected April 1, 2015 by the City Council after the City solicited proposals from multiple planning firms through a formal Request for Proposals process. MIG has been in business for 34 years and specializes in master planning, community engagement, and outreach methods for agencies.

*The purpose for the February 22, 2017, Council meeting is 1) for the Council to affirm the recommended project priorities that are a result of the efforts of the PRC, community, and staff working together (see Attachment 8), 2) provide direction on the Villa Mira Monte partnership, and 3) direct staff to implement the next steps as outlined in the report. It is not envisioned that the Council will go through each specific project to create its own project priorities. However, if the Council chooses to go through each project in detail, the Council may need to consider future meetings or workshops.*

*Additionally, it is not envisioned that the Council needs to allocate resources to each project at this meeting. This step will be a continual process as future CIPs are recommended for adoption. All of this will serve as the foundation for staff to align resources, apply for outside funding, and work with the community to enhance its parks and recreation services.*

#### **Plan Structure and Priorities**

Based on the outreach efforts discussed in the Community Engagement Section of the Master Plan, review of previous surveys and outreach efforts, prior plans, and in-depth conversations with inter-departmental staff and the Stakeholder Advisory Group members, the following key goals for the Master Plan were developed:

1. Improve connections between residences and the network of City parks and facilities;
2. Diversify the experiences in the City's parks and along its trails;
3. Engage people of all ages and all abilities;
4. Support the health and wellness of all community members;
5. Inspire a sense of community and place through arts, culture, and historic resources;
6. Respond to changing conditions and evolving preferences;

7. Ensure equitable access to programs and places for recreation and activity;
8. Leverage partnerships to maximize community benefit and use resources efficiently;
9. Balance active recreation with unprogrammed open spaces;
10. Continue to provide regional recreation destinations for visitors that support economic growth;
11. Enhance safety and navigation to key recreation destinations and along popular routes;
12. Invest in and maintain existing assets while carefully planning for future growth; and
13. Promote financial stability for operation of City facilities.

The Master Plan is structured into 5 sections. Chapters 1 through 3 of the Master Plan set the stage for the future by summarizing the existing conditions analysis and presenting the community-informed vision and goals for Morgan Hill's bikeways, trails, parks, and recreation system. Chapter 4 is the heart of the Master Plan, describing policies and projects proposed to address community needs and create a more robust system. Chapter 5 details implementation actions and near-term priority projects to most efficiently stimulate investment and development. Appendices are now available and an executive summary will be added to the document following direction provided by the Council.

### **Parks and Recreation Commission Recommendations**

It has been the responsibility of the PRC to provide the detailed oversight of this planning process. The PRC has discussed the Master Plan at formal meetings and had a sub-committee of three members appointed to participate with the Stakeholders Advisory Group. The PRC provided formal recommendations on the Master Plan on January 17, 2017 and the current draft plan reflects the Commission's input.

It is recommended that the Council review the PRC recommendations. The three most impactful recommendation changes to the Policies and Actions within the Master Plan include:

1. Eliminating the possibility of considering returning to the single vehicle lane and bike lane configuration on Monterey, *(staff does not agree with the PRC and recommends reinstating it in the Master Plan)*
2. Including the development of a specific park site next to Silvera Lake *(staff agrees that this is an appropriate long-term goal and will require collaborating with County Parks and others)*
3. Revising the wording from "consider" support for the Historical Society to "provide financial" support. The detail and background on each of these recommendations is included in Attachment 1 *(this is discussed in more detail below)*

### **Other Commission and Committee Comments**

The draft Master Plan was reviewed and commented on by the Planning Commission, Library, Culture and Arts Commission, Youth Action Council, and the Senior Advisory Committee. The comments from each of these groups are included as Attachment 2. Additionally, the Senior Advisory Commission made suggestions on changes to add two additional actions to Community Service Policy 2 relating to City involvement and regional participation relating to senior services (CS2-8) and support for improved older adult transportation (CS2-9). Both of these additions were added to the Master Plan for the first time in this final draft.

### **Master Plan Policies and Actions**

Chapter 4 of the Master Plan provides the detailed framework to be used by the City Staff, Commissions, and the City Council for future decisions, policies, and operations. The Policies are broken down into 7 areas, that include: Parks, Recreation, Community Services, Facilities, Bikeways and Trails, System-wide, and Organization Development and Management. It is recommended that the Council review these and confirm that the policies and actions align with the Council's vision for the future of the system. More specifically: Are there items missing?; Are there items that should be removed?; Are there items that should be adjusted?

Some of the key Policies and Actions in this plan call for changes from previous plans. Some of the most notable changes include:

- Planning for the development of another "Large Community Park" on the East side of the City.
- Eliminating plans for a major expansion of Community Park (expansion for tennis courts and parking still identified).
- The joint use school/park site off Peet Avenue has been prioritized low by the PRC, though it has been a project in the planning process with the School District for several years and is in the current CIP.
- Development of two "Small Community Parks" in identified areas of the City.
- Future plans for the City to partner with the School District on joint use facilities.
- The addition of restroom facilities at existing parks.
- The use of "Buffered Bike Lanes," "Protected Bike Lanes," and "Bike Boulevards" within the City.

### **Villa Mira Monte and Historic Park**

The Morgan Hill Historical Society approached the City of Morgan Hill at the outset of the Master Plan process with a request for operational funding and for funding of capital improvements. Members of the Historical Society have been actively involved throughout and have developed community support for this cause. The Historical Society has formally requested that the City provide capital funding to construct a parking lot, storage, restrooms, and outdoor event area for the Villa Mira Monte site. Construction could occur in phases, with the first phase costing approximately \$1.5 million and all phases costing a total of \$5+ million. Additionally, the Historical Society has requested approximately \$80,000 annually for ongoing operational support that would be used to hire one full-time staff member that would become an employee of the Historic Society.

City staff from the Community Services Department has spent significant time working with the Historical Society and reviewing potential partnership models, in the case the Council directs staff to move in this direction. Facility Policy F1 outlines what could be, if approved by Council, the framework for this future partnership. This funding request has been recommended for prioritization from the PRC within the Master Plan. The Council may wish to prioritize this request against other current and potential General Fund services. For this reason, staff recommends the language in Action F1-3 be to "consider operational financial support" and that the Council consider this funding with other upcoming mid-cycle budget updates.

### **Priority Projects**

Chapter 5 of the Master Plan outlines the priority projects based on the recommendations by the Parks and Recreation Commission. A project list with staff's recommendation is included in Attachment 8. The Commission only made minor changes to the priority order that was identified through the community outreach and by the Stakeholders Advisory Group. It is important to note that while these projects are prioritized based on importance, it does not mean that they will be constructed in the exact order that the projects are listed. Many factors will be used in ultimately

developing the timing for these projects.

- **Applicable funding sources** - Some projects will not be eligible to utilize specific funding sources. Impact Fees, for example, can primarily only be used for new facilities or expansion and not renovation. Therefore, these funds can only be used on specific projects.
- **Operational expenses** - The City may have funds for the construction of new facilities, but may not be able to fund ongoing operational costs. Park restrooms may be an example of this type of facility.
- **Opportunity for outside funding** - Some projects may move forward as they have a higher likelihood of receiving grant funding or funding from other sources outside the City. The Parks and Recreation Commission prioritized the Inclusive Playground the highest, in part, because they believed a significant amount of grants and fundraising could support this project.
- **Development related projects** - As development occurs, opportunities that are only available for a limited time may occur.
- **Land bank opportunities** - The City may want to take advantage of open land for parks, trails and recreation facilities when opportunities arise, as attempting to convert developed land into park space is much more costly.

Understanding these factors, staff is still recommending that the Council prioritize the projects within each area of the Master Plan to establish a guide for future park planning efforts, grant writing, and the annual development of the Parks and Recreation section of the City's Capital Improvement Program. The Priority Projects are listed in the following tables within the Master Plan:

- Table 5-1: Recommended Bikeway Priority Projects (Page 5-4)
- Table 5-2: Recommended Trail Priority Projects (Page 5-6)
- Table 5-3: Recommended Park Priority Projects (Page 5-7)
- Table 5-4: Recommended Recreation Facility Priority Projects (Page 5-4)

### **Funding Considerations**

The Master Plan does not set an exact course to establish funding for the policies, actions, and projects outlined within it, but instead provides multiple strategies that could be utilized to fund the components within the Master Plan.

The Parks, Trails and Recreation Facilities capital projects identified total approximately \$70 million. The Master Plan intended to run through 2035 would have dedicated funding of approximately \$35 million through impact fees deposited into the Park Impact Fund (301) and Recreation Center Impact Fund (360). In order to bridge this gap, additional funding strategies are recommended. These include:

- Continue to apply for grant funding for park and trail projects
- Review and update Park Impact fees to ensure fees adequately cover the cost of new park development while balancing the realities of impact fees on economic development efforts
- Explore funding for parks and recreation facilities through the transient occupancy tax, especially as it relates to the facilities that support sports tourism

The Planning Commission has recommended the use of voluntary contributions by developers from

the City's Residential Development Control System (RDCS) be utilized for capital improvements, but those funds are currently being used for ongoing park maintenance.

The ongoing operation and maintenance of new facilities will require additional support from the general fund or another dedicated funding source. The Master Plan suggests that the City consider voter supported funding measures or the use of special assessment districts that could be community wide in nature or specific to certain parks or trails.

The funding for future City Bikeways also has specific funding considerations. Unlike the other facilities outlined in the Master Plan, there is no specific funding source for new bikeway improvements within existing streets. While new development can support the construction of new facilities associated with growth, there is no specific funding source dedicated to improving the existing intersections within the City. The Master Plan suggests considering adding future bikeway facility enhancements into the City's Traffic Impact Fee for this purpose.

### **Next Steps**

The following next steps are recommended, following Council review and comment on the draft Master Plan.

1. Initiate environmental review in compliance with the California Environmental Quality Act. A final version of the Master Plan would be brought back for approval in late Spring.
2. Update the City's Capital Improvement Program for Council Approval as part of the mid-cycle budget update (due back to Council in May 2017).
3. Provide the Council with operating budget recommendations and options as part of the mid-cycle budget process. This would include specific recommendations for funding support for the Morgan Hill Historical Society and Villa Mira Monte.
4. Perform impact fee studies for potential updates to the Park Impact Fee and Traffic Impact Fees. Any potential fee increases would be analyzed and reviewed in relation to development related fees as a whole, as well balancing with economic development considerations
5. Update the Park Dedication Ordinance.
6. Develop a specific Villa Mira Monte partnership agreement with the Historical Society for Council review.
7. Begin a formal process of reviewing opportunities for City/School District Joint Use.
8. Continue evaluating funding opportunities for ongoing maintenance and capital improvements in coordination with overall City infrastructure funding efforts.

### **COMMUNITY ENGAGEMENT: Collaborate**

During the first several months of the project, City staff and MIG conducted extensive community outreach to identify how residents are using the current system as well as to identify assets, challenges, and opportunities for the updated Master Plan. Outreach efforts included:

- Six "intercept surveys" in which staff and consultants set up an interactive exercise in public

places in order to gather input from people who might otherwise not attend an outreach event. These events were held at the CRC, in public parks, and during meetings and events at the CCC. A total of about 150 community members provided input during these events.

- An online map-based survey completed by 400 community members. This survey provided detailed data about how residents use and travel to parks, trails and other recreational facilities.
- A Community Survey was conducted online in both English and Spanish in May 2016. The survey was also distributed at various locations in hard copy and 1,100 surveys were completed.
- Five meetings of the Stakeholder Advisory Group, which is comprised of representatives from community-based organizations and interest groups including the Chamber of Commerce, the Historical Society, sports clubs, among others, as well as three members of the Parks and Recreation Commission. This group met throughout the project to advise the project team and provide feedback on draft priorities, projects, and the draft Master Plan.
- Two community workshops attended by approximately 30 community members each. At the first meeting, participants completed a visual preference survey to inform design and programming direction for the Master Plan. At the second meeting, participants provided feedback on the draft Master Plan.
- Two meetings with the Parks and Recreation Commission to gather input on priorities and goals for the Master Plan and present and discuss findings from community outreach. Two additional meetings with the Parks and Recreation Commission to make recommendations on the draft Master Plan for the Council.
- Meetings with the Planning Commission, Library, Culture and Arts Commission, Youth Action Council, Senior Advisory Committee, and the local Bicycle and Trails Advocacy Group to receive input on the draft Master Plan.
- A project website ([www.mhparcsplan.com](http://www.mhparcsplan.com)) was established and a variety of the City's communication tools, including email lists, social media, and the city website, were used to promote the project and encourage community participation. The website also provided the ability for residents to comment on the draft plan electronically.

### **ALTERNATIVE ACTIONS:**

The City Staff has outlined specific policy related questions for the Council's consideration. The City Council could choose to provide additional or alternative direction on the Master Plan.

### **PRIOR CITY COUNCIL AND COMMISSION ACTIONS:**

April 1, 2015 - The Council authorized the City to enter into an agreement with MIG, Inc. for the Master Plan update.

December 15, 2015 - The Parks and Recreation Commission received an update on the Master Plan progress.

March 15, 2016 - The Parks and Recreation Commission discussed key policy considerations for the

Master Plan.

March 2, 2016 - The City Council received an update on the Master Plan Progress.

May 31, 2017 - The Parks and Recreation Commission conducted a workshop on the Master Plan update.

June 22, 2016 - The City Council conducted a workshop on the Master Plan update.

December 20, 2016 - The Parks and Recreation Commission reviewed the draft Master Plan.

January 3, 2017 - The Library, Culture and Arts Commission reviewed the draft Master Plan and provided comments.

January 10, 2017 - The Planning Commission reviewed the draft Master Plan and provided comments.

January 17, 2017 - The Parks and Recreation Commission provided formal recommendations for the City Council on the draft Master Plan.

### **FISCAL AND RESOURCE IMPACT:**

There is no fiscal impact directly associated with receiving the Master Plan update and providing direction on next steps. The Master Plan provides recommendations on future projects, operations, and funding strategies. The financial impact of these various items will be presented in future Council items.

### **CEQA (California Environmental Quality Act):**

Project, Description of CEQA requirements

Following direction on the draft by the City Council, City staff will contract with a consultant to begin the environmental analysis of the Master Plan using the General Plan EIR as the starting point. The final Master Plan will return to the City Council for approval with appropriate environmental clearances.

### **LINKS/ATTACHMENTS:**

1. Parks and Recreation Commission Recommendations
2. Commission and Committee Comments
3. Historic Society Initial Proposal
4. Historic Society Support Documentation
5. Plan Documents
6. Draft Bikeways, Trails, Parks and Recreation Master Plan
7. Link to Master Plan Appendices and Project Site
8. Updated Priority Project Sheets