

TOWN OF WINDSOR AGENDA REPORT

Joint Windsor Town Council, Windsor Redevelopment Successor Agency and Windsor Water District Meeting Date: January 17, 2024

To: Mayor and Town Councilmembers
From: Olivia Lemen, Parks and Recreation Director
Subject: Keiser Park Master Plan Update

Recommendation to Council:

By motion, adopt the updated Keiser Park Master Plan.

Strategic Plan Element:

The recommended action supports the goal of Livability. Goal Statement: Preserve community character by maximizing the use of existing amenities and creating future opportunities that enhance quality of life for all.

Background:

On May 21, 2008, the Town Council approved the Keiser Park Master Plan which included a phased construction plan. Phase I included the playground, sports court, realigned entryway, ball fields, trails, restroom/concession stand, and parking. Phase II encompassed the aquatic facility which included a recreation and competition pool, creek restoration, picnic areas, and additional parking. Phase III was a 36,000 square foot Recreation Center which included a gym. Phase I was completed on March 16, 2011, and there has been no major development in this park since.

The 2030 Parks and Recreation Master Plan Update (Master Plan) was adopted by Town Council on June 7, 2017. During this update process, extensive community outreach took place including stakeholder interviews, General Plan focus groups, phone and online surveys, and public workshops. The findings of this research created an emerging interests list which was utilized to develop the Goals, Policies and Recommendations for the Master Plan. Staff recommended updating the Keiser Park Master Plan to reflect the current and future acreage potential, the 2030 Master Plan emerging interests, and current community priorities.

On March 21, 2021, the Town Council approved an agreement with Gates + Associates (Gates) to complete the Keiser Park Master Plan Update. Upon the execution of the agreement, Gates began compiling and reviewing all past reports, surveys and plans which referred to the expansion and development of Keiser Park. Simultaneously, staff began work on the acquisition of three properties adjacent to the park: 450 Duncan Drive, 475 Ginny Drive and 625 Wall Street. The Town engaged in negotiations with the property owners, ultimately entering into purchase agreements for all three and expanding the park footprint by almost six acres.

The Keiser Park Master Plan Update project was paused in the summer of 2021 after a July 26 joint meeting of the Town Council and Windsor Unified School District Board of Trustees (School Board) to allow the Council and School Board the time needed to refine individual needs and opportunities for joint use of Keiser Park independently.

Outreach

The Keiser Park Master Plan Update (KPMP) project resumed after a presentation and discussion at the Town Council meeting on February 22, 2022. Initial community outreach commenced in April 2022 by holding interviews and meetings with identified stakeholders, including two meetings with the School Board. Broader community engagement occurred in June and July 2022 in a hybrid manner. An online survey and hosted booths occurred at three Town events and asked Windsor what they liked about the current Keiser Park and what they'd like the park to include in the future. The community was also asked to rank their preferred park elements to inform prioritization. Over 750 responses were received via the online survey and more than 200 people provided their input at the community event booths (Summer Nights on the Green, El Mercadito de Windsor, and Farmers Market). Phase I of the community outreach concluded in the summer of 2022. A presentation of findings was given to the Parks and Recreation Commission (Commission) on September 14, 2022, and to a joint meeting of the Town Council and School Board on September 29, 2022.

On November 10, 2022, a meeting was held with neighbors to the east of the park, adjacent to the newly acquired properties, to discuss the expansion of Keiser Park and the potential impacts. All residents on Spencer Street, Wall Street, Cathy Court, Duncan Drive, and Ginny Drive were invited to attend by post card. At the meetings, neighbors expressed enthusiasm for a larger park and concern about increased vehicle traffic on the narrow, residential streets.

Design Concepts

Three preliminary site design concepts were created based on findings from the site assessment, past reports and adopted planning documents, and extensive input from the community engagement conducted in 2022 and 2023. These concepts were designed around themes that were important to the community and were termed: "Activated Edges," "Creek Engagement," and "Central Programming."

- The **Activated Edges** site plan emphasized creating activity around the outer edges of the park. This design features the proposed aquatic center, recreation center, nature play area, and performance space on the eastern edge along the residential streets, and a dog park, flex event space, and multi-purpose sports field along the southern edge across from the high school and close to the creek.
- The **Creek Engagement** site plan moved some of the high-activity elements, such as the aquatic center, recreation center, and sports field close to the creek on the southern edge, moved the multi-purpose fields to the eastern edge (near the residential area), kept the dog park along the southern edge, and kept the nature play area by the residential area.
- The **Central Programming** site plan included parking next to the creek, the aquatic center and recreation center across from the high school on the southern edge, the dog park in its existing location, and kept the multi-purpose fields by the residential community. This site plan did not include a nature play area.

In all three site designs, the Oak Grove remains untouched except for added pathways and picnic/seating opportunities that enhance visitor experiences within the space. High consideration was given to residents along the outer edge, the natural elements in and around the park, and the adjacent Windsor High School. It was noted from community outreach that the park should accommodate both community members and Windsor Unified School District (WUSD) if possible, especially in terms of the space allocated for the recreation and aquatic centers.

The three design concepts were presented to the Town Council on December 7, 2022, and the School Board on December 15, 2022. The presentations provided an overview of the project, a summary of community outreach, and three preliminary site designs options.

A second community survey was conducted in early 2023 to ask for feedback on three park design concepts that were generated from the initial community input process. On February 4, 2023, Gates hosted a design charrette at the Bluebird Center which included community participants and School Board members. An informational presentation was given to attendees about the project before participants were divided into small groups. Each group was asked to redesign the conceptual site plan to include their suggestions for the park. Participants then presented their design to the room, facilitating further discussion. Priorities identified during the design charrette were related to park access, the connection to Windsor High School, sports fields, spaces for large community events, and natural park aesthetics. The July 3rd event at Keiser Park was also noted to be of extreme importance to the community and that the future site's design will need to consider where people gather, where concessions are placed, and where the fireworks are launched from.

On February 8, 2023, a webinar was presented by Gates to the Commission and community attendees. The webinar presented efforts to date, collected feedback on the three park concepts, and discussed next steps. Participants of the webinar in 2023 were equally divided on the best park design, but most agreed that priorities should be ensuring safe and easy park access, improving connectivity to and through the park, creating engaging spaces for activity, and preserving the park's natural assets and amenities.

The most important issues addressed by the community in the second survey were related to park access and the location of the major park amenities proposed (aquatic/recreation center, sports fields, parking lots). Parking, traffic flow, pedestrian safety, connectivity to the high school, and minimizing impact on the immediate neighbors were top priorities cited by survey respondents in their feedback about the park concepts presented, and the overall preferred design was Central Programming, which featured an aquatic/recreation center in the center of the park. Of the three choices, Central Programming was most often supported by the community as it kept loud noise away from the residential area as much as possible and provided easy access to the aquatic and recreation centers from the high school. From community feedback, the three concepts were refined into a preferred site design.

The preferred site design was presented to the Commission on June 14, 2023, for final direction. The presentation summarized the project efforts to date related to community outreach, site assessment, and the design process. The presentation provided the opportunity for comments and questions. Commissioners asked clarifying questions on the preferred site design and two public comments were received.

Based on the feedback and direction provided from the meeting, as well as the community input received throughout the entire process, Gates + Associates has prepared a final plan document.

Discussion:

The KPMP document is now complete, ready for review and final adoption. It includes an executive summary (Chapter 1) followed by four chapters:

Chapter 2: "The Site" – Existing conditions and site assessment.

Chapter 3: "The Community" – Summary of community outreach and results.

Chapter 4: "The Park" – Preferred site design and recommendations.

Chapter 5: "The Plan" – Phasing plan, cost estimates, potential operational costs and revenue, funding strategies, and environmental review.

The appendix includes the 2008 Keiser Park Master Plan, public presentations and results from the community outreach effort, the preliminary building plans for the proposed recreation center, the estimated potential revenue from the recreation and aquatic centers, the 2008 Environmental Impact Report, and a memorandum outlining the anticipated environmental review approach with a mitigation

monitoring and reporting plan.

The recommended action for Council is to adopt the Keiser Park Master Plan Update.

Fiscal Impact:

There is no fiscal impact to this action.

Environmental Review:

The recommended action is not subject to Environmental Review at this time. Future actions related to the creation of Keiser Park Master Plan Update may be subject to Environmental Review, at which time the appropriate environmental documents, prepared in accordance with the requirements of the California Environmental Quality Act (CEQA), will be presented to the Council for consideration prior to any action being taken.

Attachment(s):

1. Keiser Park Master Plan Update:

<https://www.townofwindsor.com/DocumentCenter/View/28810/Keiser-Park-Master-Plan-Update-2024>

2. KPMP Appendices: https://www.townofwindsor.com/DocumentCenter/View/28811/Keiser-Park-MP-Appendices_2024

Attachment(s):

[12.2 Correspondence Received \(Distributed 2024-01-16\)](#)

Prepared by:

Olivia Lemen

Parks and Recreation Director

Recommended by:

Jon Davis

Town Manager